

VILLAGE OF LOMBARD  
REQUEST FOR BOARD OF TRUSTEES ACTION  
For Inclusion on Board Agenda


  X   Resolution or Ordinance (Blue) \_\_\_\_\_ *Waiver of First Requested*  
  X   Recommendations of Boards, Commissions & Committees (Green)  
\_\_\_\_\_ Other Business (Pink)

TO: PRESIDENT AND BOARD OF TRUSTEES

FROM: Scott R. Niehaus, Village Manager

DATE: April 22, 2014 (B of T) Date: May 1, 2014

TITLE: PC 14-04: Lombard Comprehensive Plan

SUBMITTED BY: Department of Community Development 

BACKGROUND/POLICY IMPLICATIONS:

Your Plan Commission transmits for your consideration its recommendation regarding the above-referenced petition. The Village has completed a comprehensive update to the Village's Comprehensive Plan and transmits the Plan to the Village Board with a recommendation of approval of the document. (DISTRICTS - ALL)

The Plan Commission unanimously recommended approval of the Comprehensive Plan.

Fiscal Impact/Funding Source:

Review (as necessary):  
Village Attorney X \_\_\_\_\_ Date \_\_\_\_\_  
Finance Director X \_\_\_\_\_ Date \_\_\_\_\_  
Village Manager X \_\_\_\_\_ Date \_\_\_\_\_

NOTE: All materials must be submitted to and approved by the Village Manager's Office by 12:00 noon, Wednesday, prior to the Agenda Distribution.



## MEMORANDUM

**TO:** Scott R. Niehaus, Village Manager

**FROM:** William J. Heniff, AICP, Director of Community Development *WJH*

**DATE:** May 1, 2014

**SUBJECT: PC 14-04: Lombard Comprehensive Plan**

Please find the following items for Village Board consideration as part of the May 1, 2014 Village Board meeting:

1. Plan Commission referral letter dated May 1, 2014;
2. IDRC Report for the proposed Plan, dated March 24, 2014;
3. Supplemental IDRC memorandum, dated April 21, 2014;
4. An Ordinance approving the Comprehensive Plan; and
5. The proposed Comprehensive Plan document with the companion Westmore-Meyers Sub-Area Study which was completed as part of the overall planning effort.

The Plan Commission unanimously recommended approval of the Comprehensive Plan.

Please place this matter on the May 1, 2014 Board of Trustees agenda for consideration and approval.



## VILLAGE OF LOMBARD

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May 1, 2014

**Village President**  
Keith T. Giagnorio

Mr. Keith T. Giagnorio,  
Village President, and  
Board of Trustees  
Village of Lombard

**Village Clerk**  
Sharon Kuderna

### **Subject: PC 14-04: Lombard Comprehensive Plan**

**Trustees**

Dan Whittington, Dist. 1  
Michael A. Fugiel, Dist. 2  
Reid Foltyniewicz, Dist. 3  
Peter Breen, Dist. 4  
Laura A. Fitzpatrick, Dist. 5  
William "Bill" Ware, Dist. 6

Dear President and Trustees:

Your Plan Commission transmits for your consideration its recommendation regarding the above-referenced petition. The Village has completed a comprehensive update to the Village's Comprehensive Plan and transmits the Plan to the Village Board with a recommendation of approval of the document.

**Village Manager**  
Scott R. Niehaus

After due notice, the Plan Commission conducted a public hearing for this petition on March 24, 2014 and April 21, 2014.

### **March 24, 2014 Meeting**

*"Our shared Vision for Lombard is a community of excellence exemplified by its government working together with residents and businesses to create a distinctive sense of spirit and an outstanding quality of life."*

Chairperson Ryan noted that the petition would be presented by the Village Staff.

Chairperson Ryan asked if any person would like to speak in favor or against this petition, or for public comment.

Sworn in to present the petition was William Heniff, AICP, Director of Community Development. The update to the Comprehensive Plan was submitted to the public record in its entirety.

*"The Mission of the Village of Lombard is to provide superior and responsive governmental services to the people of Lombard."*

Mr. Heniff made a power point presentation to summarize some of the key elements associated with the Comprehensive Plan.

Mr. Heniff explained the planning process for the Comprehensive Plan update. The Comprehensive Plan is a guiding document for providing a way to plan for future private development. The Plan also sets forth a long range vision for the community, and includes extra-territorial jurisdiction. The Plan also addresses the unincorporated areas in close proximity to the Village that at some point in the future the Village may want to annex. The Plan serves as the legal basis for zoning regulation. He noted a zoning ordinance not backed by a Comprehensive Plan document could be successfully challenged in court. In addition, the Plan provides guidance for capital improvement planning efforts. Mr. Heniff explained this is a valuable document to determine where future needs and infrastructure should be

placed. The Plan is used by the development community and is a long range vision document; not a regulatory one.

The current Comprehensive Plan was adopted in 1998. Incremental updates were completed over the past 16 years. The updates may be related to specific properties or a particular issue. A comprehensive update was initiated in August, 2011. Specific elements of the Plan were discussed by the Plan Commission in monthly workshop sessions beginning in October, 2011 and concluding in 2014.

Mr. Heniff noted some of the major developments since the last Comprehensive Plan update in 1998. He stated since the last Plan update the Great Indoors property was envisioned, constructed, closed, and re-occupied by The Dump furniture store. Since the Plan was last adopted, the Village has experienced changes in physical infrastructure, demands and services, people and technology, demographics, and communication. In 1998, the Village didn't have a website, no mobile technology, email or color printers. When we think of smart communities, we have to think about how rapidly things can change. We need to create a document with a long range vision that recognizes some of those concerns and what that may look like physically for generations to come.

He explained some the major plan amendments started as strategic plans and many were brought before the Plan Commission for consideration and discussion, each one tackling a different issue in the community. The Comprehensive Plan was a combination of the 1998 Comprehensive Plan map that was already adopted; all of the corridor study plans considered by the Plan Commission or adopted, existing land uses, and the current zoning.

Mr. Heniff reviewed the plan elements of the Comprehensive Plan. The Plan is not a new plan, but a comprehensive approach to incorporating past actions with strategic plans into an updated document.

Rather than identifying goals and objectives, the Plan update focuses upon vision, principles and actions;

Focus upon statements with broad acceptance;

Provide flexibility to a changing environment and changing lifestyles;

Recognizing each vision can impact the quality of life of residents and are interrelated.

Mr. Heniff explained the Plan has eight (8) key principles and actions.

He also explained some of the key elements in the Plan. The Plan, and its strategic plan components, is a very extensive document, well over 500 pages including all of the exhibits. He said the Plan provides vision for the future; as future development comes forward, the Village has documents in place that can provide guidance.

May 1, 2014

PC 14-04

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Mr. Heniff referenced the PowerPoint presentation explaining the elements of the Land Use Plan.

Encourage compatible, well designed development in the community, with an emphasis on quality site design and building orientation, and site improvements.

Ensure the maintenance of properties in accordance to all applicable codes and ordinance.

Encourage the use of environmentally friendly design materials and construction techniques.

Mr. Heniff explained some of the key elements for Residential Land Uses. He noted how people live today may change the most in the next few decades and the Village needs to be reflective of those conditions.

In addition, he reviewed some of the key goals of Commercial Land Use. There are many areas the Plan Commission places a lot of importance including the Roosevelt Corridor, St. Charles Rd Corridor, areas near Yorktown, and the Downtown.

Mr. Heniff explained some of the key elements of Downtown Lombard Land Use referring to the Revitalization Project Guidebook brought forth to the Plan Commission back in 2010 - 2011.

He also explained the key elements of Land Use for the Recreational and Institutional Areas.

Mr. Heniff described the Annexation/ Extra-Territorial Planning Strategies which included:

Extend Village boundaries in accordance with the Village's established boundary agreements.

Continue to seek cooperative working relationships with surrounding local governments and regional agencies to ensure continuity and consistency of overall community planning, development activities, facilities and services.

Establish meaningful lines of communication with those agencies and organizations that can assist the Village in meeting its overall planning objectives, and work to secure participation of these agencies and organizations in realizing mutual objectives.

Mr. Heniff reviewed the key elements in the Transportation Plan. He noted this includes elements under Lombard's control through the Capital Improvement Program and other jurisdictions and are all impacted by development activity. These elements include the existing street system, functional street classification, potential street improvements, public right-of-way improvements, access control, bicycle improvements, and public improvements.

He stated transportation is a key component to any municipality and described additional transportation policies in the Plan.

Mr. Heniff explained the key elements in the Economic Development Plan as set forth within the economic development strategies report.

Mr. Heniff defined the key elements in the Community Facilities Plan.

He also identified the areas of concern of several locations that warrant further review and discussion with regard to their future long-range land use. There are eleven (11) areas identified for changes from the 1998 Plan. Specifically the Butterfield Road corridor continues to be an area with a lot of interest regarding future development opportunity.

Mr. Heniff explained there have been recent actions and direction regarding the Comprehensive Plan. In January 2014, additional updates to the Plan were shared with the Plan Commission. Two open houses were hosted at Village Hall for public input on February 17 and 24, 2014. Comments were solicited from the public via workshops, meetings, open houses, website, newspaper articles and social media notifications. This input, in addition to Plan Commissioner's comments, has been incorporated into the document.

Staff is seeking further input from the public and the Plan Commission. Staff's recommendation for a continuance is to provide a final opportunity for comments to be provided for Plan Commission consideration.

Staff will ultimately be seeking a recommendation of approval. Assuming an April recommendation, the Village Board would consider the Plan in May 2014.

Mr. Heniff thanked the Plan Commission for its time and hours of due diligence. The process has included at least seven workshop sessions and extraordinary amount of time reviewing these documents.

Chairperson Ryan asked for public comment, and, hearing none, opened the meeting for comments among the Commissioners.

Commissioner Sweetser asked if there is a new zoning configuration category coming aboard that would allow mixed areas previously identified. Mr. Heniff replied these are some of the emerging trends. First, the Village has utilized Planned Developments. There are also form based codes which is the graphic depiction of what we would like the end result to look like. There are a number of communities that have gone to the form based codes. The Village has done a type of hybrid through the Planned Development process.

Commissioner Sweetser noted she read since 2006 no major shopping centers have been constructed in the United States and by 2020 half of the existing shopping centers will change. Mr. Heniff replied the changing nature of commercial centers is going to be a future topic for the Plan Commission. He noted when the Plan Commission looks at commercial lands uses we will start to see some change over time. There is over saturation of potential commercial retail space in municipal plans, regionally, but there is no longer the demand. This means it is going to be a



very competitive market. Mr. Heniff stated the Village needs to be competitive if we are going to keep our businesses and attract new business as well. The Village also needs to keep in mind our existing retail centers and keeping them update to date with changing environments. The Plan Commission can reference the Comprehensive Plan for these future discussions.

#### **April 21, 2014 Meeting**

At the April 21, 2012 Plan Commission meeting, Commissioners re-opened the public hearing. William Heniff referenced the March meeting and that the matter was continued so that additional testimony and comment could be taken relative to the Plan. Staff did not receive any additional public comment on the matter. Staff also made a few changes to the report to address grammatical and syntax issues. Staff also included the comment and testimony provided by Commissioner Sweeter at the March meeting relative to the changing demand for future retail commercial space. Staff added a statement recognizing the need to provide for compatible land uses that strengthen or enhance existing commercial uses.

Chairperson Ryan called for any additional testimony. Hearing none, he opened the meeting for discussion from the Commissioners.

Commissioner Sweetser suggested a minor change to the added statement for consistency. She also stated that the Plan is extremely well thought out and likes that the Plan spells out and offers remedies and treatments to address issues.

On a motion by Commissioner Flint and seconded by Commissioner Sweetser, the Plan Commissioners accepted the recommendations and findings within the Inter-Departmental Review Report as the findings of the Plan Commission and unanimously approved the proposed Comprehensive Plan update as part of PC 14-04.

Respectfully,

VILLAGE OF LOMBARD



Donald Ryan, Chairperson  
Lombard Plan Commission

c. Lombard Plan Commission

**MARCH 24, 2014**

**Title**

PC 14-04

**Petitioner**

Village of Lombard

**Property Location**

Village-wide

**Approval Sought**

The Village requests approval of an overall update to the Village's Comprehensive Plan.

**Prepared By**

Jennifer Ganser  
Assistant Director of  
Community Development

**DESCRIPTION**

The petitioner, the Village of Lombard, requests the approval of an overall update to the Village's Comprehensive Plan. The current Comprehensive Plan was adopted in January 1998 and prepared in conjunction with Trkla, Pettigrew, Allen, and Payne, planning consultants. It was amended several times over the past few years, but has not received an overall update since 1998. The latest effort to compile such strategic plans into a unified document began in earnest in 2010. Numerous workshop sessions were held in 2011 and 2012. A neighborhood meeting was held in 2012 for the Westmore-Meyers Component Plan. In 2014 staff conducted a workshop session in January and two public open houses in February. The draft Comprehensive Plan and draft Westmore-Meyers Component Plan have been on the Village's website for review as well.

The update has been a continual process since the last adoption and included both review of individual properties and strategic plan efforts to address larger targeted areas or issues. The 2014 update was prepared in concert with the Plan Commission and staff.

**INTER-DEPARTMENTAL REVIEW**

Staff shared the documents with the Building Division, Fire Department, Private Engineering Services Division, and the Public Works Department. Minimal edits were noted, and were incorporated into the Comprehensive Plan.

**PUBLIC REVIEW PERIOD COMMENTS**

Staff held two open houses on the Comprehensive Plan at Village Hall on February 17 and 24, 2014. The events were promoted via social media (Facebook and Twitter) and articles in local newspapers. Also, the Comprehensive Plan update was promoted generally on social media and the Community Development department email address was listed for public comment. Specific written input from the public has been attached verbatim, but public comments can generally be summarized in regards to the following:



1. *Questions about the construction of the pedestrian underpass and its inclusion in the Comprehensive Plan.*

Staff responded that Metra has placed the project out to bid and they will be taking the matter to their Board in March. If this is approved, it would be anticipated that the project would be a 2014 construction project. In regards to its mention within the Comprehensive Plan update itself, because the project is anticipated to begin this year staff considers the underpass to be an existing improvement or enhancement that is consistent with the recommendations to enhance the Village to improve mobility for various modes of transportation. The Village Board also recently approved a request for the additional cost for desired aesthetic enhancements.

Staff did reference the project on page 51.

2. *A request for the consideration for plants and water to be addressed in two ways: a.) identifying historic trees, particularly preservation of Lilacia Park's historically significant collection; and b.) "retro-fitting" water detention areas with plantings of trees and native plants in an effort aimed at saving money (no grass mowing) and contributing to cleaner air and slower water runoff.*

Staff responded that the Comprehensive Plan update does incorporate many of these concepts in the Vision Statements and in the open space planning concepts in particular. One of the strengths of the Comprehensive Plan is that it gives a broad brush vision that can be used by the Village as a justification to encourage or mandate additional landscape or fauna improvements. For example, the Village's stormwater regulations now have a "Best Management Practices" component that does examine the species being used for detention areas that would provide a water quality benefit as well as diversify the detention area. In regards to reducing mowing costs, the Village and its residents must be aware that there are other types of maintenance needed with some of these concepts, such as noxious weed removal, erosion minimization, and ensuring a proper seed bank.

The comments regarding Lilacia Park were incorporated into the Comprehensive Plan on page 11 and page 56.

3. *While not directory germane to the Comprehensive Plan update effort, staff received capital improvement maintenance and enhancement suggestions, included but not limited to:*

- a. *Performing asphalt repair and replacement in the fall is not a good practice and can lead to quicker degradation of the surface;*

This comment was forwarded to the Department of Public Works.

- b. *Street light maintenance in downtown should be done on a more regular basis;*

Staff notes that this activity will be occurring this year.

- c. *Improvements to Grace Street roadway are needed; and*

This comment was forwarded to the Department of Public Works.

- d. *Request for additional vegetation and maintenance of the Great Western Trail near the new bridges.*

This comment was forwarded to the Department of Public Works.

- e. *Request to identify who is responsible for the long term maintenance and shoveling under the new bridges.*

Staff notes that this is a policy suggestion and that the responsibility of shoveling sidewalks is that of the adjacent property owner, which in this case is DuPage County. Since it is not a commercial property the Village does not have any code provisions to mandate the shoveling.

4. Staff reviewed past workshops before the Plan Commission where a concept level of support was expressed, most notably, transitional development. Staff added language on pages 23 and 28 to take into account that development abutting commercial corridors could be considered for townhomes or other like housing components, when there is a transition from commercial to lower density residential. Such projects would be reviewed on a case by case basis.

### **Plan Commission January Workshop Comments**

Staff also received comments from the Plan Commission at the January 2014 workshop.

1. *Commissioners discussed the use of the word "encourage" and questioned if it was too vague.*

Staff discussed the matter and would find the use of the word "encourage" is acceptable in a policy document, such as the Comprehensive Plan. Some of the implementation items are beyond staff control, therefore future market conditions could help guide staff, developers, and the Village Board of Trustees. However, when such external forces are presented to the Village, the Plan provides policy direction accordingly.

2. *Commissioners asked if the graph on page 7 could be updated to reflect 2013 data.*

Staff has updated the graph with 2013 data.

3. *Commissioners inquired about a timeline for the annexation strategies section on pages 34-39.*

This information is taken from the Village's 2009 Annexation Strategies Plan, which is a 10-20 year document. Annexation is looked at on a case by case basis and in concurrence with the Plan.

4. *Commissioners asked if staff had completed a Complete Streets Policy for the Village.*

A draft Complete Streets Policy was brought to the Public Works Committee on March 11, 2014. Staff is making revisions and the item will go before the Public Works Committee on April 8 with a tentative consideration before the Board of Trustees on April 17.

## **NOTABLE 2014 UPDATES**

In comparison to the existing Comprehensive Plan, the 2014 update features:

1. Updated demographics and permit statistics;
2. A summary of amendments to the Comprehensive Plan between 1998 and 2014;
3. The establishment of eight "Community Visions" with guiding principles and supporting actions;
4. An updated Future Land Use Plan;
5. A summary of the Village's annexation strategies;
6. Updated transportation, economic development, and community facility policies;
7. The identification of eleven (11) specific "areas of concern;"
8. Plan implementation strategies; and
9. A component plan for the area near Westmore-Meyers Road and the Illinois Prairie Path.

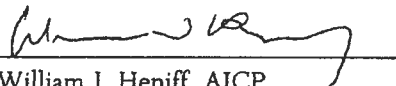
Once adopted, minor formatting changes may occur. These potential changes would not affect data, charts and graphs, or text.

## **FINDINGS & RECOMMENDATIONS**

Staff recommends the amendment to the Comprehensive Plan be continued until the next Plan Commission public hearing. As this is a long range policy document, staff wants to ensure it reflects the desires of the community as a whole. The continuance allows for additional opportunity for public comment.

Based on the submitted petition and the testimony presented, I move that the Plan Commission continue the amendment to the Comprehensive Plan associated with PC 14-04 for further discussion and a final vote at the next scheduled Plan Commission public hearing on April 21, 2014.

Inter-Departmental Review Committee Report approved by:




William J. Heniff, AICP  
Director of Community Development

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## MEMORANDUM

**TO:** LOMBARD PLAN COMMISSION  
Donald Ryan, Plan Commission Chairperson

**FROM:** Jennifer Ganser, Assistant Director   
Department of Community Development

**DATE:** April 21, 2014

**SUBJECT:** PC 14-04, Update to the Comprehensive Plan

At the March 24, 2014 Plan Commission meeting the Village requested approval of an overall update to the Village's Comprehensive Plan. A presentation was given by staff and a discussion followed. The draft Plan has been on the Village's website and staff have received no additional comments from the public. Staff completed another review of the document and made edits for grammar and clarity. Per the discussion at the March 24, 2014 Plan Commission meeting, staff added a general statement under Commercial Land Use Recommended Actions to recognize emerging changes in retail land uses. Staff has attached a final copy of the draft plan for reference purposes. If the Plan Commission desires a red-line version of the full edits, please contact staff.

The petition was continued at the March 24, 2014 Plan Commission meeting and is on the agenda for the April 21, 2014 Plan Commission meeting.

### ACTION REQUESTED

Staff requests that the Plan Commission recommend approval of the petition and has prepared the following recommendation of approval.

Based on the submitted petition and the testimony presented, the proposed amendment to the Comprehensive Plan is appropriate; and, therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of the Comprehensive Plan associated with PC 14-04.

**ORDINANCE \_\_\_\_\_**

**AN ORDINANCE ADOPTING A NEW COMPREHENSIVE PLAN  
FOR THE VILLAGE OF LOMBARD, DU PAGE COUNTY, ILLINOIS**

(PC 14-04: Lombard Comprehensive Plan)

WHEREAS, the President and Board of Trustees of the Village of Lombard, DuPage County, Illinois find as follows:

FIRST, the Plan Commission of the Village of Lombard conducted public hearings on March 24, 2014 and April 21, 2014 to consider the adoption of the proposed new Comprehensive Plan;

SECOND, the Plan Commission of the Village of Lombard has recommended the acceptance of the proposed new Comprehensive Plan; and,

THIRD, the Village of Lombard Board of Trustees concurs with the Plan Commission's recommendation regarding the adoption of the new Comprehensive Plan;

NOW, THEREFORE, BE IT ORDAINED by the President and Board of Trustees of the Village of Lombard, DuPage County, Illinois:

**SECTION 1:** That the Comprehensive Plan document attached hereto as Exhibit "A" and made part hereof, is hereby adopted as the official Comprehensive Plan of the Village of Lombard, DuPage County, Illinois.

**SECTION 2:** This ordinance shall be in full force and effect after its passage, approval and publication in pamphlet form as provided by law.

Passed on first reading this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

First reading waived by action of the Board of Trustees this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

Passed on second reading this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

Ayes: \_\_\_\_\_

Nays: \_\_\_\_\_



Absent: \_\_\_\_\_

Approved this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

\_\_\_\_\_  
Keith G. Giagnorio  
Village President

ATTEST:

\_\_\_\_\_  
Sharon Kuderna  
Village Clerk