



Village of Lincolnwood Plan Commission

Meeting
Wednesday August 27, 2014
7:00 P.M.

in the
Council Chambers Room
Lincolnwood Village Hall - 6900 North Lincoln Avenue

Agenda

1. **Call to Order/Roll Call**
2. **Pledge of Allegiance**
3. **Approval of Minutes**
August 6, 2014 Meeting Minutes
4. **Public Hearing: Lincoln Avenue Plan – Amendment to Comprehensive Plan**
*(Continued from July 23, 2014, June 25, 2014, April 23, 2014,
April 2, 2014, February 26, 2014, January 22, 2014,
December 4, 2013, and October 23, 2013)*
Request: An Amendment to Comprehensive Plan Concerning the Lincoln Avenue
Subarea Including but Not Limited to Multi-Family Housing
5. **Approval of 2014 Plan Commission Biennial Report**
6. **Next Meeting**
7. **Public Comment**
8. **Adjournment**



**DRAFT MEETING MINUTES OF THE
PLAN COMMISSION
AUGUST 6, 2014 – 7:00 P.M.**

**LINCOLNWOOD VILLAGE HALL
COUNCIL CHAMBERS
6900 NORTH LINCOLN AVENUE
LINCOLNWOOD, ILLINOIS 60712**

MEMBERS PRESENT:

Chairman Paul Eisterhold
Irving Fishman
Patricia Goldfein (arrived at 7:15 p.m.)
Don Sampen
Anthony Pauletto
Mark Yohanna

MEMBERS ABSENT:

Steven Jakubowski

STAFF PRESENT:

Aaron N. Cook, AICP, Community Development Manager
Hart Passman, Holland & Knight, Village Attorney

I. CALL TO ORDER

II. PLEDGE OF ALLEGIANCE

III. Public Hearing: 6755 North Cicero Avenue – Map Amendment

Chairman Eisterold noted a quorum of four members and called the meeting to order at 7:00 p.m.

Mr. Cook presented an aerial view of the property showing the two different zoning districts in question. The northern half of the property is in the B-2 General Business Zoning District and the southern half is in the R-4 Residential Zoning District. Construction of nine townhomes (6711 – 6719 North Cicero Avenue) were built adjacent to this property in 1997 which required a rezoning from the B-2 District to the R-4 District per Ordinance 97-2333. The rezoning only included the townhomes. However, at some later date, an error was made in the Village's zoning map, showing the southern part of the Kow Kow restaurant property within the R-4 District. As a result, Kow Kow is now in two different zoning districts. The proposed rezoning would place the entire Kow Kow property in the B-2 Business Zoning District. The Village Board initiated the proposed rezoning by resolution adopted on June 24, 2014.

Chairman Eisterhold asked Mr. Cook if there were any discussions or intention to have the Kow Kow property be included within the townhome residential district. Mr. Cook responded that documents from the townhome development reveal no discussions or intention to have the Kow Kow property included.

Chairman Eisterhold asked if anyone in the audience would like to speak regarding this Public Hearing.

Mr. Alex Bargamian of 6742 Keating Avenue expressed his displeasure with having a restaurant in back of his house and felt that it has devalued his property.

Ms. Wendy Ling, 390 Foxford Drive, Buffalo Grove, Illinois stated that she is the daughter of the owner of Kow Kow. Ms. Ling thought that this was a public hearing to object to the rezoning due to the fact that they have an interested buyer in the restaurant. Mr. Cook explained to Ms. Ling that this was directed by the Village Board to correct a zoning error only.

Chairman Eisterhold asked if anyone else in the audience would like to speak regarding this Public Hearing. No one else came forward.

Motion to recommend amendment of the zoning map to rezone the south portion of the Kow Kow property from the R-4 Residential District to the B-2 General Business Zoning District was made by Commissioner Yohanna and seconded by Commissioner Fishman.

Aye: Yohanna, Fishman, Goldfein, Pauletto, Sampen, and Eisterhold

Nay: None

Motion Approved: 6-0

IV. NEXT MEETING:

Chairman Eisterhold declared that the next Plan Commission meeting will be held on Wednesday, August 27, 2014.

V. ADJOURNMENT:

Hearing no further business, **motion to adjourn** was made by Commissioner Yohanna, and seconded by Commissioner Sampen. Meeting adjourned at 7:31 p.m.

Aye: Yohanna, Sampen, Fishman, Goldfein, Pauletto, and Eisterhold

Nay: None

Motion Approved: 6-0

Respectfully Submitted,

Kathryn M. Kasprzyk
Community Development Coordinator



MEMORANDUM

TO: Chairman Eisterhold
Members of the Plan Commission

FROM: Aaron N. Cook, AICP
Development Manager

DATE: August 22, 2014

SUBJECT: **Comprehensive Plan Amendment – Review of Lincoln Avenue Task Force Report** (Continued from June 25, 2014, April 23, 2014, April 2, 2014, February 26, 2014, January 22, 2014, December 4, 2013, October 23, 2013, and September 11, 2013)

At the June 25th meeting, the Commission concluded that the Lincoln Avenue Task Force (LATF) Report recommendations relative to residential uses were appropriate. However, the Plan Commission specifically commented that such uses should be considered Special Uses within the Lincoln Avenue corridor rather than permitted uses. Reclassifying residential uses will require the Village Board to direct a public hearing to be held to consider a text amendment to the Zoning Code.

Staff believes the Plan Commission should next continue with their consideration of the LATF Report Second Section of Recommendations, “Development Regulations and Design Standards”. More specifically, the Plan Commission should discuss the other recommendations made as part of the “Modify Land Use Codes to Encourage New Uses”.

Modify Land Use Codes to Encourage New Uses

The first recommendation of the “Development Regulations and Guidelines” is to modify land use codes to encourage new uses. Within this section, the report encourages the Village to significantly change land uses along Lincoln Avenue over time. Major changes to the Zoning Code were identified including encouraging retail uses which cater to Lincolnwood residents and the larger community. Banks and offices were identified as uses that should not be encouraged as such uses were found to not contribute to cross-shopping, walk-in traffic, or a pedestrian environment. Accordingly, the LATF Report recommends keeping those uses at a minimum or prohibited altogether. This recommendation was implemented as the Zoning Code currently prohibits banks within the B-1 District.

Auto-oriented and auto-related businesses were recommended to be prohibited altogether or kept to a minimum throughout the corridor. Examples of such uses include automobile service and repair shops, oil change centers, gasoline stations, auto part stores and car washes. These uses were found by the LATF Report to not contribute to either a pedestrian or shopping environment.

The Report embraced the concept of mixed use development which at the time was not a term found in the Zoning Code. The former Purple Hotel site was specifically identified as a property envisioned for mixed use development. As the Plan Commission knows, North Capital Group is currently in the process of seeking Village approval for a mixed use development.

Designate Business District Hubs

Staff believes the Plan Commission should next continue with their consideration of the LATF Report and the recommendations made as part of the “Designate Business District Hubs”. The concept of designating three business hubs is to establish development recommendations for the three unique areas.

Lincoln-Touhy Business Hub

“This business hub is envisioned as the downtown for the community.”

Lincoln-Pratt-Crawford Business Hub

“This business hub is near the geographic center of the Village and the crossroads for Village residents..”

Devon-Lincoln Business Hub

“This business hub is an entryway into the community and a major gateway from Chicago.”

These recommendations have been incorporated into the Zoning Code by establishing overlay districts within the B-1 District and establishing the B-3 Village Center District. The Plan Commission at the August 27th meeting should provide comment on the specific recommendation of the LATF relative to designate business district hubs is: *“Modify the Village Zoning Code to designate and regulate uses and encourage development in newly established business district hubs.”*

Conclusion

The recommendations of the LATF Report have been incorporated into the Village’s Zoning Code. Upon completion of the review of the LATF Report, if recommendations are made to change the findings of the Report, it is likely that the text of the Zoning Code will need to be amended to ensure consistency between the Comprehensive Plan and the Zoning Code.

Attachments:

1. Excerpt of Lincoln Avenue Corridor Report and Recommendations of the Lincoln Avenue Task Force

II. Development Regulations and Guidelines

In addition to improving the corridor through the appearance and use of public streets and spaces, the Task Force is recommending major changes to the Village's land use codes; the creation of new "form-based" regulations for new development; and, creation of design guidelines for new buildings. Below are the Task Force recommendations as they relate to private properties and their development in the Corridor.

• Modify Land Use Codes to Encourage New Uses

Land use in the corridor is a critical component to the plan. Except for that portion of Lincoln Avenue north of the Purple Hotel site, the plan recommends significant changes to the Village's current land use policies and zoning code. These changes, over time, will enhance and encourage a pedestrian environment for the corridor. Currently, the corridor is one long, mostly undistinguished strip of business properties. The plan proposes creation of three specific business activity hubs at key intersections, with the intersection of Lincoln and Touhy Avenues identified for higher density and activity, in an effort toward creating a downtown business district for the Village (described further below).

Currently, most of Lincoln Avenue is zoned B1 Restricted Business District. This zone permits office and bank facility developments. Retail is currently allowed only through special use designation. To achieve the vision for Lincoln Avenue, a significant change in land use, over time, is warranted. This plan calls for major changes in the zoning code regarding permitted and special uses. Under this plan, retail uses which cater to both Lincolnwood residents and the larger community should be encouraged to locate in designated business hubs. In such hubs, retail uses should either be exclusive uses on the ground level or predominant uses on the ground level to help achieve a pedestrian and retail oriented nexus. Book and drug stores, food specialty shops, coffee shops, sit-down restaurants, ice cream shops, dry cleaners, furniture, clothing and boutique stores should be encouraged and permitted to operate in such hub districts, subject only to complying with the community's development standards, buffering requirements with residential properties and the Village's off street parking requirements. Because office or bank uses generally do not contribute to cross-shopping, walk-in traffic, or a pedestrian environment, such uses in designated business hubs should be kept to a minimum or prohibited altogether on the ground level.

Similarly, specifically auto-oriented or auto-related businesses should be either prohibited altogether or kept to a minimum throughout the corridor. Automobile service and repair shops, oil change centers, gasoline stations, auto part stores and car washes do not contribute to either a pedestrian or shopping environment and should either be prohibited altogether, or highly limited. Where such uses may be authorized because of significant contributions to the tax base, such as automobile dealerships, careful attention to outdoor vehicle display and its effect on the streetscape is in order. Similarly, future drive-thru operations should be highly regulated, limited or prohibited altogether.

The plan presented for Lincoln Avenue embraces the concept of mixed use development, a term not currently found in the Village's Zoning Code. The plan envisions large development parcels, such as the Purple Hotel site, as including multiple land uses within its development. Individual buildings or smaller development parcels should also have

vertical multiple uses, namely retail on the ground floor and residential or office uses on upper floors.

In addition to permitting housing as part of certain mixed use developments, the plan also calls for the introduction of housing as an infill land use between the designated business hubs. Allowing housing as an in-fill land use will help demarcate the edges of the recommended business hubs and eliminate the current condition of a long, continuous strip of business properties. Moreover, development of in-fill housing between business hubs would visually extend the Village's residential neighborhoods into the corridor, thereby accentuating the residential persona of the community. In such in-fill areas, housing as a ground floor use should be permitted. Where housing is permitted, it is envisioned that residential uses in the corridor would be comprised of either multi-level townhouses or condominium buildings.

Recommendation: Modify the current land use code to allow for mixed use development and in-fill housing; and, to prohibit expansion of drive-thru operations and auto-oriented uses.

• Designate Business District Hubs

Related to the above changes being recommended, the Village should incorporate changes into its current zoning code to allow for development of the following proposed business hubs.

Lincoln-Touhy Business Hub

This business hub, centered on the intersection of Lincoln and Touhy Avenues, would include the Purple Hotel, Bank of Lincolnwood and Lincolnwood Produce sites, as well as nearby adjoining properties. This business hub is envisioned as the downtown for the community. Building height in this area is recommended to be limited to 5 floors, exceeding the 3 floor limitation recommended for the remainder of the corridor. Ground floor retail including restaurants, some with alfresco dining, would be a predominant ground floor use, with upper floors of residential and/or office space. Uses which encourage the public to gather, as well as strong or unique retail anchors, a boutique hotel or family entertainment venues, should be incorporated into specific parcel development plans. In addition, sculptures, fountains and plazas with outdoor seating should be designed into parcel redevelopments in this hub. It is envisioned that this business hub would have the highest development intensity in the corridor and potentially would require either underground parking, parking decks or a combination of both. Any parking structure should be well designed with public safety in mind and located so as to be unobtrusive to the primary use activities. For building sides located along Touhy Avenue, we suggest an exception to the recommended corridor build-to line of 5 feet. For such building sides, we recommend a build-to line of 15 feet or greater from the public right of way to account for high traffic volume on Touhy Avenue and pedestrian safety.

Lincoln-Pratt-Crawford Business Hub

This business hub is near the geographic center of the Village and a crossroads for Village residents. Functionally, this business area is expected to serve the more

immediate area and provide shopping convenience for residents. This area is recommended to include mixed use buildings having ground level retail, including such uses as book stores, bistros, drug stores, coffee shops, restaurants, dry cleaners and the like, as well as small outdoor gathering spaces. Two floors of residential units above the ground floor are also suggested for this area. Off street parking should be located toward the rear of properties.

Devon-Lincoln Business Hub

This business hub is an entryway into the community and a major gateway from Chicago. Uses in this business hub are recommended to be primarily retail uses on the ground level, with off street parking located toward the rear. Any development of 2nd or 3rd floors should be for office uses. Good building design, site planning and quality architecture, important throughout the corridor, is paramount in this gateway area for establishing the ambiance of the corridor. New developments in this hub should include strong anchors to provide identity and a sense of place.

Recommendation: Modify the Village Zoning Code to designate and regulate uses and encourage development in newly established business district hubs.

• Create Form-Based Development Regulations

The form and physical shape of private development is just as important as the type of uses which are permitted. Much of the existing development found in the corridor today is strip center in character, meaning that buildings are set back on the property and off street parking is provided directly in front of the building, toward the street. This form of development results in a scenery of endless parking lots, cars and freestanding signs for the passerby. Such an environment challenges any sense of place, and contributes to an auto dominated rather than pedestrian oriented environment. This plan recommends a very different approach and far different form for new development along the corridor.

Prior to modern conveniences, urban form generally took the shape of buildings built close to the public right-of-way, enclosing the street with buildings along it. Shop windows were large to let in light and also to display their products to the passerby.

Our plan embraces the essence of this earlier development pattern and seeks to update this earlier form for the 21st century. Our plan embraces the relatively new planning principles of Neo Traditional Development and New Urbanism, which seek to balance the needs of auto use with people and which assert that the form of development is as important as the permitted use of the property.

We recommend that, in addition to land use changes, applicable sections of the zoning code be created to contain form-based provisions applicable to new development along Lincoln Avenue. The following form-based provisions are recommended for the corridor (additional recommendations are contained in the addendum to this report).

Build-to Line: instead of a traditional setback line, where buildings are required to be setback from the front property line by a minimum distance, we recommend institution of a “Build-to line” that would require new buildings to be built-to. We suggest that this



MEMORANDUM

TO: Chairman Eisterhold
Members of the Plan Commission

FROM: Aaron N. Cook, AICP
Development Manager

DATE: August 22, 2014

SUBJECT: Biennial Board Report and Meeting with the Village Board

The biennial meeting of the Plan Commission and Village Board is scheduled for the Committee of the Whole meeting on October 21, 2014. As part of this meeting, the Commission's Biennial Report is received by the Village Board. In addition to receiving the Biennial Report, the intent of the biennial meeting is to have an open dialog on matters or issues pertinent to the Commission. The Village Board has instituted biennial meetings with all of the recommending bodies.

Attached is a partially completed draft of the Commission's Biennial Report. At the August 27, 2014 meeting, the Commission should finalize the report and move to adopt the final report so that it may be presented to the Village Board prior to the scheduled meeting.

Recommended Motion: Move to approve the 2012-2014 Biennial Plan Commission Report.

Village of Lincolnwood Village Board Committee of the Whole

Commission: Plan Commission

Chairperson: Paul Eisterhold
Irving Fishman
Patricia Goldfein
Steven Jakubowski
Anthony Pauletto
Don Sampen
Mark Yohanna

Previous Plan Commission Members who served during this report period:
Suzanne Auerbach
George Touras

Summary of Significant Activities of the Previous Two Years:

- Held 43 meetings between February 2012 and August 2014, including public hearings, workshops and a bus tour.
 - Conducted 38 Public Hearings
 - Convened for 4 Workshops
 - Assembled for one bus tour
- Considered:
 - Thirty-one text amendments
 - Five special use requests
 - Two Planned Unit Development Amendments
 - One Reasonable Accommodation
 - One map amendment
 - Eight combined requests:
 - Four combined special use and variation requests
 - One combined special use, variation and map amendment request
 - One combined text amendment, special use and variation request
 - One combined PUD and map amendment request
 - One combined map and text amendment request
- Conducted four workshops related to the redevelopment of the former Purple Hotel site. These meetings included the redevelopment of the hotel and later the Shoppes at Lincoln Pointe proposal.
- Reviewed five subdivision proposals, including:
 - The Final Plat of Consolidation at 6743 Central Park Avenue.
 - The Preliminary Plat of Consolidation and subsequently the Final Plat of Consolidation for Subdivision at 3700 W. Pratt Avenue.

- A Preliminary Plat of Subdivision for the property at 3400 W. Pratt Avenue.
- Preliminary Plat of Consolidation at the former Purple Hotel site at 4500 W. Touhy Avenue.
- Recommended approval of Shore Gallery's combined text amendment, special use and variation request for firearms dealer and shooting range.
 - Affirmed recommendation to approve upon remanding by Village Board.
- Recommended approval of one Reasonable Accommodation request, for the establishment and operation of a community residence (group home) at 6501 N. Longmeadow Avenue.
- Attended joint meeting with the Village Board and Economic Development Commission for a bus tour. The tour included various planning and development topics and observations along Pratt Avenue, Cicero Avenue, Chase Avenue as well as the Touhy/Crawford Business District, the nearby Skokie Industrial Park and the Lincolnwood Business Park. Also toured were Capitol Drive, the Lincolnwood Town Center, the Devon Avenue Business Corridor, the Lincoln/Proesel/Devon Industrial Triangle, and the Lincoln Avenue Corridor.
- Considered one Map Amendment for the rezoning of one parcel of Kow Kow Restaurant's property at 6755 Cicero Avenue.

FY 2014-2016 Anticipated Activities/Goals

- Continue review and clean-up of the Zoning Code text.
- Continue review and update of the Comprehensive Plan.

Specific Questions or Comments for the Village Board:

- None