

MINUTES
Glen Ellyn Plan Commission Meeting
Thursday, February 6, 2025 at 7:00 PM
Glen Ellyn Civic Center
Galligan Board Room

A. Call to Order 7:00 P.M.

Upon roll call, Chairperson Loftus and Commissioners Arango, Brown, Cooper, Dawson, Kreuzer, and Pesce were present. Commissioners Mukherjee and Wyant were absent.

Also in attendance were Daniel Harper, Planning Manager; Jennifer Henaghan, Community Development Director; Mark Franz, Assistant Village Manager; Paul Stephanides, Village Attorney; Andrew Downey, Glen Ellyn Police Department; Laura Musgraves, Recording Secretary; and Anne Gould, Village Trustee.

B. Public Comment

There was no off-agenda audience comment.

C. New Business

1) **Public Hearing – Full Circle Communities, 640, 650, and 656 Taft Avenue, Zoning Map Amendment and Zoning Variations.**

Chairman Loftus detailed the procedural order of the meeting and asked all those who wished to make a public comment to stand to be sworn in. Several people stood and were so sworn. Loftus asked for a motion to open the Public Hearing. Commissioner Arango so moved. Commissioner Cooper seconded the motion.

Staff Report.

Planning Manager Harper was sworn in and reported on an application from Full Circle Communities (FCC), the petitioner, requesting re-zoning of the property and eight variations for a 42-unit multi-family affordable housing development including:

1. A Zoning Map Amendment to rezone the property from C3 Service Commercial District to R4 Residential District.
2. A variation from 10-4-11(G)(9) to allow 42 parking spaces in lieu of the 79 parking spaces required.
3. A variation from 10-4-11(D)(1)(a) to allow a front yard setback of 6'-5" in lieu of the required 30' setback.
4. A variation from 10-4-11 (D)(4)(a) to allow a corner side yard setback of 3'-5" in lieu of the required 30' setback.
5. A variation from 10-4-11 (D) 9 (a) to allow the lot area per family to be 972 square feet in lieu of the required 2,500 square feet.

6. A variation from 10-4-11(E)(1) to allow a building height of 47'-9" lieu of the maximum allowed height of 35- feet.
7. A variation from 10-5-5 (B)(4)(39) to allow a retaining wall greater than 3' in height to be located 0'-0" from the property line in lieu of 10% of the lot width or 13.76'.
8. A variation from 10-5-5 (B)(4)(39) to allow a retaining wall less than 3' in height to be located 1'-11" from the property line in lieu of 5% of the lot width or 6.88'.

The subject property is currently unoccupied. It is zoned C3 Service Commercial District and does not currently allow residential uses. The proposed site plan was shown visually including the landscaping, building renderings, and detailed views of the building features. Mr. Harper noted the exterior appearance of the building was given a recommendation of approval by the Architectural Appearance Commission (AAC) at their December 11, 2024, meeting. The photometric plans are compliant with Village standards, and the proposed plan follows all Village fire and safety codes.

Mr. Harper answered Commissioners' questions regarding sidewalks, and the ability of fire equipment to access the parking lot when needed. There was a discussion of parking spaces, including concern over whether 42 spaces would be adequate parking needs for the facility. Mr. Harper stated that options for on-street parking and shared parking with nearby business are being considered. The Commissioners posed questions regarding the number of tenants per unit in the building, and the number of staff who will require parking. Mr. Harper deferred to the petitioner's presentation to answer those questions.

Presentation by the Petitioner.

Full Circle Communities was represented by Mary Donoghue, Project Manager; Lindsey Haines, Executive Vice President; Steve Friedland, Attorney; and Terese Thompson, Architect.

Ms. Donoghue began by providing background information about FCC, which is a non-profit developer of affordable housing based in Chicago. Their portfolio includes properties nationwide, and they are currently focused on developments the Midwest. She cited the Village's 2023 Comprehensive Plan which identified needs for disability accessibility housing, among other needs for affordable housing.

Ms. Thompson showed visuals of the site plan and addressed questions regarding lot area per unit, where the variations were requested and why; and proposed sidewalks. In relation to parking, Ms. Thompson noted they were limited in design because of the topography of the site, necessitating a retaining wall on the east side of the property, and a narrow drive-aisle. To maximize the parking spaces, the proposal includes parking spaces in the south drive-aisle to be under the building.

Ms. Donoghue stepped in to address why FCC requested a reduction in the number of parking spaces from 79 spaces to 42 spaces. Compared to the other properties in their portfolio, the average usage of their parking spaces is 20-30%, and even lower at supportive

housing developments similar to this one. The reason being that people with disabilities do not always own a vehicle and their parking usage is much less than a traditional 1 to 1 ratio.

Ms. Thompson continued her presentation, noting that the AAC had conditions for approval such as adopting the look and feel of the community. Glen Ellyn has many architectural references to the Tudor style, which is one element they considered, and the style lends itself well to long, narrow buildings. It also complemented the warm, residential style they wanted to inspire as this is a housing community. She discussed other elements including brickwork, window framing, and landscaping. Some of the amenities of the development include a patio accessing the community room, a pet yard, and a pergola.

Ms. Donoghue concluded the presentation by showing features of the first-floor plan and other interior amenities. Mr. Donoghue stated that the proposed timeline is to present the plans to the Village Board at their March 2025 meeting, and if approved, to start construction the in the summer.

Chairman Loftus asked the Commissioners if they had questions for the petitioner.

Commissioner Kreuzer asked if there will be public transportation opportunities for the residents. Ms. Donoghue replied yes. Kreuzer asked about the parking ratio. Ms. Donoghue replied that their Elgin, IL, facility had 48 units and 17 spaces were used regularly by tenants; their Lansing, IL, facility has 48 units and 13 spaces were used regularly by tenants. Staff parking requires 2-3 staff on site at a time.

Commissioner Arango asked about the status of shared parking discussions with the nearby animal hospital. Ms. Donoghue replied they were ongoing. Arango asked if the services for residents are on-site or if they needed transportation to other places. Ms. Donoghue replied mostly on-site, and they can arrange for transportation if needed.

FCC reported that 55% of the development was devoted to supportive housing for the disabled, and Commissioner Arango asked if any allocation of that was given to the care of military veterans. Ms. Donoghue replied that the Illinois Housing Development Authority (IHDA) requires 5% of their facility to serve military veterans and all FCC properties are required to have a wait-list preference for veterans.

Chairman Loftus asked about the occupancy of the units in terms of how many people will live in each unit. Ms. Donoghue replied that the average occupancy for a two-bedroom unit is 1.6 people. Chairman Loftus asked if they had a back-up plan for more parking if there were a need for it. Ms. Donoghue answered that the average parking across all of their properties is 1.6 per unit, and in their experience, only one facility had to work out overflow parking arrangements with a neighboring business.

Commissioner Pesce asked about the average tenure of residents living at the facility. Ms. Donoghue answered that they do not track that information because there are many reasons why people leave a facility. She said that they have many long-term residents, and there is currently a waitlist of 400 persons at their Elgin, IL, facility which has 48 units.

Commissioner Dawson asked if they did any planning to reduce the number of variations they are requesting. Ms. Donoghue replied that their plans are the result of trying to develop a facility that serves as many people as possible while attempting to conform to the Village code and fitting the narrow footprint of the building. She explained in detail why each variance was needed. Commissioner Dawson asked about their timeline leading to this point. Ms. Donoghue answered that they went through several plan revisions last year to address the Village's needs, which brought them to the November 2024 meeting of the AAC. They made additional changes and brought them to the December 2024 meeting of the AAC.

Commissioner Dawson asked if they considered the architecture of the local community, saying that Glen Ellyn is changing from Tudoresque styles. Ms. Donoghue replied that they are fully aware of the character of the community, and it is important to keep in mind who they are housing. This was a main factor in wanting to create a warm, residential feel of the building.

Commissioner Dawson expressed concern about the re-zoning request and the number of variances being requested, including the height of the building. He asked if FCC had considered applying for a PUD (Planned Unit Development.) Mr. Harper answered that FCC originally submitted a PUD proposal, but it did not meet any of the five conditions required by the Village for a PUD. Thus, they recommended to FCC to apply for a map amendment from C3 Service Commercial to R4 Multi-Family Residential.

Commissioner Dawson asked if they believed they qualified for a hardship, given the physical shape of the property. Ms. Haines replied that they did consider proposing a smaller development, but it would not provide the scale of services they wished to provide. Commissioner Dawson asked FCC if they sell their properties. Ms. Haines replied that they have sold one facility in Naples, FL, but developments are tied to deed restrictions that outlive the buildings and the owners. Attorney Stephanides added that affordable housing provisions would be dictated by the redevelopment agreement, and it does not matter who owns the property.

Chairman Loftus asked about the height of the building and there was a brief discussion. Mr. Harper reported that one building near the site is 44 feet in height, and another nearby building is 31 feet in height.

Commissioner Brown asked about the occupancy standards of the building. Ms. Donoghue said that units have a maximum of 2 people in a two-bedroom, 4 in a 2-bedroom, and 1-2 in a studio. Occupancy is usually far less than the maximum.

Commissioner Cooper asked FCC to explain details regarding their parking utilization data, including how handicapped parking spaces were utilized. Ms. Haines answered.

Commissioner Arango asked about egresses to and from the building. Ms. Haines answered, including details about residents-only access points.

Commissioner Brown asked about compliance with Illinois statutes that regulate affordable

housing, income levels, etc. Ms. Haines explained the application process and the wait-listing procedures.

Chairman Loftus asked the Commissioners if they had any other questions. Seeing none, he opened the floor to Mr. Norris Eber, 701 Kingsbrook Glen, Glen Ellyn, who had submitted a Cross-Examination form prior to the meeting.

Cross-Examination, Norris Eber.

Mr. Eber introduced himself as a Glen Ellyn resident who lives near the development site. He asked about the parking variation request. Ms. Donoghue responded.

Mr. Eber asked about assurances that FCC will operate the building long-term. Ms. Donoghue responded that they are currently working on the redevelopment agreement with the Village.

Mr. Eber asked staff about their familiarity with the Village Board's former actions regarding the development. Mr. Harper replied yes.

Mr. Eber asked about a traffic study that was completed previously and why it was not published for the public's consideration. Mr. Harper replied that staff did not include the traffic study in the public information packet because the recommendation of the traffic study did not have an impact to public infrastructure, adding that it can be requested in a FOIA (Freedom of Information Act) request.

Mr. Eber expressed concerns about life safety and emergency access involving the site that the Plan Commission should have knowledge of. Mr. Harper replied that the proposed development would be required to meet all applicable life safety and building codes required by the Village and State.

Mr. Eber asked about property tax benefits for the local area, and whether a tax calculation worksheet was available to review. Ms. Haines answered yes.

Mr. Eber had questions regarding the PSA (purchase sale agreement). Ms. Haines replied.

Mr. Eber concluded his remarks saying that the Plan Commission should have more information before they make a recommendation. Mr. Stephanides said it is a separate matter that can be addressed by the Village Board.

Chairman Loftus asked if there were any questions for Mr. Eber, for the Commissioners, or for the petitioner. Commissioner Brown asked the petitioner if there was transportation available for school-age children to attend school. Ms. Donoghue replied yes, they work with the local schools regarding bus routes and transportation options.

Seeing no other questions, Chairman Loftus opened the meeting for Public Comments.

Public Comments.

Reverend Seth Carey, First Congregational Church, 535 Forest Ave., Glen Ellen, and

Reverend George Smith, St. Mark's Episcopal Church, 393 N. Main St, Glen Ellyn. The Reverends spoke on behalf of themselves, their congregations, and the DuPage United Clergy Caucus in support of the FCC development.

Becky Beilfuss, 563 Prince Edward Rd., Glen Ellyn, lives near the property and has seen its decline over the years. As a parent of adult children with disabilities, she sees the need for this kind of housing in Glen Ellyn. She cited the Village's 2023 Comprehensive Plan that identified underserved groups in the community, and she is glad that the Village is now responding.

Julie Evans, 554 N. Park Blvd., Glen Ellyn, urged the Commission to support re-zoning of the property. She said that FCC had strong support of the Teen/Parent Connection Organization that she was representing, along with her son, Miles.

Kim Hesterman Reed, 178 Sunset Ae, Glen Ellyn, said she has lived in Glen Ellyn for over 30 years and is very supportive of the development. She urged the Commission to trust FCC's expertise to provide adequate parking, and not to look past the overall goal of serving people.

Jane Stroh, 160 S. Milton Ave, Glen Ellyn, said she has lived in Glen Ellyn since 1979 and been involved in the project for nearly three years. She believes Glen Ellyn has a lot to offer this development such as amenities and access to transportation. Ms. Stroh said she thought the variations were reasonable.

Thom Martin, 1611 Stonebridge Tr., Wheaton, IL, was sworn in. He wished to give insight from a person who lives with an adult disabled son. His family has been looking for a facility like this for a long time, and he hopes the Commission will move the project forward to keep it in Glen Ellyn.

Clara Hughes, 310 Hawthorne Blvd, Glen Ellyn, shared written comments from her friend who is a disabled adult. He wrote comments about why the facility was important to him, and that he hopes to live there in this own apartment.

Joel Spenadel, 871 Maryknoll Cir., Glen Ellyn, is a resident of Glen Ellyn and a parent of a son with Downs Syndrome. He saw the development as an opportunity to keep his son in the community, and he felt this was the right development, in the right place, at the right time.

Renee Atchison, 66 Forest Ave., Glen Ellyn, said the FCC development was a long time coming for Glen Ellyn. Glen Ellyn has a community of people who live with disabled children, and they are aging, so there is a great need for housing.

Karin Daly, 532 Anthony St., Glen Ellyn, said she had hoped there would be more discussion on the variations. She urged the Commission to "not lose sight of the forest for the trees," and to please support the development.

Chairman Loftus asked if anyone had any final questions for the speakers, for Mr. Eber, or

for the Commissioners. Seeing none, he asked for a motion to close the Public Hearing. So moved by Commissioner Kreuzer. Commissioner Pesce seconded. The public hearing was closed. At 10:01 p.m., Chairman Loftus adjourned the meeting for a break.

The Commission resumed at 10:05 p.m. and Chairman Loftus called for the deliberation portion of the meeting to start. The Commission decided to discuss the re-zoning proposal first, and the variations second.

Chairman Loftus began by stating that the Commission has traditionally frowned upon changing the zoning code for one development. Commissioner Cooper commented that the development supports the goals of the 2023 Comprehensive Plan, and there is a trend to allowing more residential property in Glen Ellyn. He said he supported the affordable housing study's conclusions and of re-zoning of the parcel.

Commissioner Kreuzer agreed, adding that it was significant that a public park was just south of the property, and commercial amenities to the north. He felt it was an appropriate location for this development.

Chairman Loftus commended the fact that the project supports of the goals of the Comprehensive Plan, but it doesn't address all the issues including the use of space. He urged the Commission to focus of the main issues—the re-zoning and the variations—not the merits of the project.

Commissioner Pesce expressed concern over the number of variations needed, the parking issues, and the overall safety of the residents.

After further discussion, Commissioner Dawson recommended to put the map amendment request to a vote. Commissioner Kreuzer so moved. Commissioner Cooper seconded. The map amendment request passed by a vote of 5–2.

Commissioner Brown began the discussion of the variations by asking if the animal hospital had any options for shared parking. She felt hesitant to approve the parking variation without knowing all the possible parking options.

Commissioner Dawson said he felt there was no hardship on behalf of the petitioner to request the variations. He said he didn't support the variations because FCC knew of the conditions of the property before they purchased it.

Commissioner Arango echoed Commissioner Dawson's comments about the conditions of the property and was disappointed that FCC did not come up with a building that would fit the property. Although she didn't have a problem with height of the building, she did not support the other variation requests.

Commissioner Kreuzer stated that the evidence shows the 42 parking spaces will be sufficient for the facility's needs. He said he was not hearing objections to the setbacks, and the variances are consistent with the former use of the property. He felt the petitioner made an appropriate argument for hardship and the Commission should accept of all the variance

requests.

Commissioner Cooper commented that it would be nearly impossible for anyone to develop the property without the setback variations. FCC's proposal is to maximize the number of the people at the facility, and if they had to scale down in order to fit the property footprint, it would not serve their goals. He said he was comfortable with the variation requests and would vote in favor.

Commissioner Dawson stated his opinion was that the application fails to support an argument for hardship. Chairman Loftus asked if there were any other questions, and seeing none he requested a motion to vote on the 7 variations presented in the application. So moved by Commissioner Cooper. Commissioner Dawson seconded. The variations passed by a vote of 4-3.

Mr. Stephanides reminded Chairman Loftus that the next order of business is to review the Findings of Fact documentation and to vote to approve the petitioner's application as presented. Commissioner Brown so moved. Commissioner Arango seconded. The motion passed by a vote of 5-2.

D. Trustee Liaison Report

Trustee Gould, representing Trustee Thompson who was absent, reported that the Village Board has the opportunity to review building and permit fees every year. The building permit fees are being reviewed and will be brought for consideration at the next meeting of the Village board on February 10, 2025.

E. Staff Report

Planning Manager Harper gave his staff report, summarizing the agenda items to be presented at the next regular meeting of the Plan Commission on February 27, 2025.

F. Other Business

No other official business was discussed.

G. Adjourn – 10:46 p.m.

Mover: Commissioner Dawson; Second: Commissioner Kreuzer. Unanimous vote to adjourn.