



## WHEATON CITY COUNCIL PUBLIC HEARING AGENDA

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MAYOR PHILIP J. SUESS

COUNCILWOMAN ERICA BRAY-PARKER | COUNCILWOMAN LEAH BRICE | COUNCILMAN SCOTT BROWN

COUNCILMAN BRADLEY CLOUSING | COUNCILWOMAN LYNN ROBBINS | COUNCILMAN SCOTT WELLER

WHEATON CITY HALL, COUNCIL CHAMBERS, 303 W WESLEY STREET, WHEATON, ILLINOIS 60187

Monday, January 26, 2026

7:00 p.m.

In-Person & Virtual

Wheaton City Hall Council Chambers

Join by computer/smartphone:

[https://us02web.zoom.us/webinar/register/WN\\_4ohEw93zQxmflSk\\_TqhUPQ](https://us02web.zoom.us/webinar/register/WN_4ohEw93zQxmflSk_TqhUPQ)

- Please register using the link above. After registering with your email address, you will receive a confirmation email containing a meeting link for access. You will be automatically muted. If you would like to speak, click on the “Raise Hand” button to let the meeting administrator know you would like to speak. When it is your turn to speak, you will receive a notification that the meeting administrator is asking you to press “unmute.” Please announce your name and address before commenting and ensure that you are in a quiet place.

Join by phone: (312) 626-6799, Meeting ID: 844 3608 5900, Passcode: 729543

- You will be automatically muted. If you would like to speak, you need to press \*9 to raise your hand and let the meeting administrator know you would like to speak. Once it is your turn to speak, you will receive a notification asking you to press \*6 to unmute yourself. Please announce your name and address before commenting and ensure that you are in a quiet place.

Public comments can be made by:

- In-person at 7:00 p.m. on Monday, January 26, 2026, during the Public Comment portion of each Public Hearing.
- Virtually at 7:00 p.m. on Monday, January 26, 2026, during the Public Comment portion of each Public Hearing.
- Email the City Council at [allcouncil@wheaton.il.us](mailto:allcouncil@wheaton.il.us) before 5:00 p.m. on Monday, January 26, 2026.

### Agenda

- I. Call to Order and Roll Call
- II. Public Hearing - ZA #26-02/ Rezoning and Special Use/ 119-125 E. Front Street/ CFXN Properties LLC
  - A. Staff Comment
  - B. Public Comment
  - C. Council Comment
  - D. Motion to Close Public Hearing
- III. Adjournment

MEMORANDUM

**TO:** The Honorable Mayor and City Council

**FROM:** James P. Kozik, AICP, Director of Planning and Economic Development

**DATE:** January 26, 2026

**SUBJECT:** ZA #26-02/ Rezoning and Special Use/ 119 - 125 E. Front Street/ CFXN Properties, LLC

**Request**

Consideration of an application requesting a rezoning and special use permit.

**Background**

The subject property is located at the northwest corner of Cross and Front Streets in Downtown Wheaton and comprises three properties: 125 E. Front Street, the former Carlson Hardware building; 123 E. Front Street, currently leased to Edible Arrangements and an apartment on the second floor; and 119 E. Front Street, the former Carlson Hardware garden center.

The former Carlson Hardware building is a two-story mixed-use structure constructed in 1968. Previously, Carlson Hardware occupied the first floor, while the second-floor housed offices. The building has been vacant since the hardware store closed three years ago.

The subject property is currently zoned C-2 Retail Core Business District. Article 17.1 of the Wheaton Zoning Ordinance, states that the intent of the C-2 District is "To accommodate pedestrian oriented retail businesses and other uses located at the center of the City, adjacent to commuter rail facilities which form the retail core of the Central Business District of the City. This district is intended to be an intensively developed, compact area consisting primarily of retail businesses". Most office uses are not a permitted use on the main floor of a building in the C-2 District. Per Article 22.1.4 of the Wheaton Zoning Ordinance, no off-street parking is required in the C-2 District.

The C-4 CBD Perimeter Commercial District, which is located generally around the perimeter of the C-2 Retail Core Business District, permits business and professional offices on the main floor of a building. Article 19.1 of the Wheaton Zoning Ordinance, states that the intent of the C-4 District is "To accommodate commercial activities within the Central Business District which may be incompatible if located within the pedestrian-oriented retail core, but which are necessary to service the CBD and to provide for the expansion of the retail core". Per Article 22.1.4 of the Zoning Ordinance, a reduced number of parking spaces (in this instance 4 parking spaces) is required for uses in the C-4 District. A special use permit to allow off-street parking on a separate lot within 300 feet of the building or use served is required in the C-4 District.

The properties to the north, south and east of the subject property are zoned C-4. A map of both the C-2 and C-4 Zoning Districts is attached for reference.



WHEATON MAYOR PHILIP J. SUESS

CITY MANAGER MICHAEL DZUGAN

CITY COUNCIL: ERICA BRAY-PARKER | LEAH BRICE | SCOTT BROWN | BRADLEY CLOUSING | LYNN ROBBINS | SCOTT WELLER

### **Proposal**

The petitioner is requesting a rezoning of the subject property from the C-2 Retail Core Business District to the C-4 CBD Perimeter Commercial District and issuance of a special use permit to allow off-street parking on a separate lot within 300 feet of the building or use served.

The petitioner indicates that they intend to redevelop the 8,580 sf former hardware building as its second Chicago area co-working location, featuring private offices, meeting rooms, shared workspaces, green space, and a member café. The use proposed by the petitioner is permitted by right in the C-4 District.

The petitioner indicates that Phase I renovation (co-working space and use of the property at 119 E. Front Street for parking) is scheduled to begin in spring 2026, with redevelopment of adjacent parcels (Phase II) that expands retail and add housing and parking, is anticipated in the second half of 2027. The work anticipated in Phase II would require additional zoning approval.

### **Comprehensive plan**

The Land Use Policy component of the Comprehensive Plan states that actively promoting the redevelopment and expansion of a variety of office, retail, and residential projects, and implementation of various policy and regulatory changes (such as rezonings) will help stimulate greater development and redevelopment in the Downtown Wheaton area. The plan further states that these changes, tied to zoning, parking, and related matters, should make it easier for the private sector to work with the community to create projects that produce strong returns while helping to support the overall Vision for the Downtown district and achieve the stated Vision for Downtown Wheaton.

### **Rezoning**

Illinois courts have established a set of factors to be considered when reaching zoning decisions. Collectively known as the LaSalle Factors (named after the original case where the first six factors were first enunciated), Illinois courts examine and attempt to balance these factors to determine whether the zoning in question is fair to the owner of the subject property, owners of surrounding properties, and the public. No single factor is controlling, and each case must be decided on its own facts, although Illinois courts place substantial importance on the first factor.

As part of their testimony at the public hearing, the petitioner should address the eight LaSalle Factors. The LaSalle Factors are as follows:

1. The existing uses and zoning of nearby property;
2. The extent to which property values are diminished by the particular zoning;
3. The extent to which the destruction of property values of the complaining party benefits the health, safety, or general welfare of the public;
4. The relative gain to the public as compared to the hardship imposed on the individual property owner;
5. The suitability of the property for the zoned purpose;
6. The length of time the property has been vacant as zoned, compared to development in the vicinity of the property;
7. The public need for the proposed use;
8. The thoroughness with which the municipality has planned and zoned its land use.

The petitioner indicates that the former hardware building has remained vacant for more than three years despite active marketing, reflecting its size, configuration, and limited feasibility for modern retail use and that rezoning aligns the parcels with the adjacent C4 district to the north, enables adaptive reuse of a historic structure, and activates a dormant corner of downtown. In addition, the petitioner indicates that approval would support a coordinated redevelopment of adjacent parcels to the west that expands retail, adds housing and parking, preserves historic character, and delivers substantial private investment benefiting downtown Wheaton.

### **Special Use Permit**

Each zoning district classification provides a list of various permitted uses that are deemed to be compatible with other permitted uses within a particular zoning district classification. The Zoning Ordinance states that various uses for which a special use permit is required (in this case, to allow off-street parking on a separate lot within 300 feet of the building or use served is required in the C-4 District) may or may not be compatible with adjacent uses, depending upon their location relative to other uses, the capacity of adjacent streets, the characteristics of the proposed use, and other factors. The purpose of the special use permit procedure is to ensure that all granted special uses comply with the purposes and intent of the Zoning Ordinance.

As part of their testimony at the public hearing, the petitioner should address the standards for special use permits as contained in Article 5.10 D of the Zoning Ordinance. The standards are as follows:

1. The establishment, maintenance, or operation of the special use shall not be detrimental to the public health, safety, morals, comfort, convenience, and general welfare;
2. The special use shall not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, not substantially diminish property values within the neighborhood;
3. The establishment of a special use shall not impede the normal and orderly development and improvement of the surrounding property for uses already permitted;
4. Adequate utilities, access ways, drainage, and other necessary facilities shall be provided;
5. Adequate measures shall be taken to provide ingress and egress designed to minimize traffic congestion in the public streets;
6. The special use shall comply with the objectives of the Wheaton Comprehensive Plan;
7. The special use shall conform to the applicable requirements of the district in which it is located, as well as any other applicable requirements of this ordinance, except as may be varied by the Board or City Council.

The petitioner indicates that proposed special use for off-street parking at 119 E. Front Street formalizes and improves an existing parking area directly adjacent to the buildings at 123–125 E. Front Street. The lot historically functioned as a lawn and garden center for the former hardware store and is currently utilized for tenant parking and limited private parking through contractual arrangements. The proposal maintains this established use while improving the condition, organization, and capacity of the parking area through cleaning, sealing, and striping of the lot, removal of an existing storage shed at the north end of the 119 E. Front Street lot, and removal of an obsolete open roofing frame that previously marked the garden center entrance. The parking will be managed to accommodate the needs of on-site tenants, with additional spaces made available to other users or the general public as capacity permits.

The parking area serves the buildings it supports, promotes efficient use of existing land, minimizes demand for on-street parking, and is consistent with the intent of the C-4 CBD Perimeter Commercial District by supporting shared parking and the functional needs of downtown commercial development.

### **Downtown Design Review Guidelines**

Wheaton's Downtown Design Review Guidelines, adopted in 2001, address both new construction and exterior renovation of existing buildings, because both have the potential to significantly impact the character of the Downtown. These guidelines supplement the basic use, location, bulk, and other standards found within the Wheaton Zoning Ordinance. The applicant has submitted a preliminary building elevation that eliminates both the cedar shaker canopy that is currently on the exterior of the former hardware store building and the obsolete open roofing frame that previously marked the garden center entrance.

Both proposed facade improvements to the exterior of the existing building and parking area are consistent with these guidelines.

### **Downtown Wheaton Association (DWA)**

The Downtown Wheaton Association (DWA) discussed both this zoning request and the previous request before the Planning and Zoning Board and indicated they are supportive of the requests.

### **Staff Recommendation**

While the subject property is zoned C-2 Retail Core Business District, it is located on the edge of this zoning district away from the "retail core" of the Downtown, with C-4 properties to the north, east, and south.

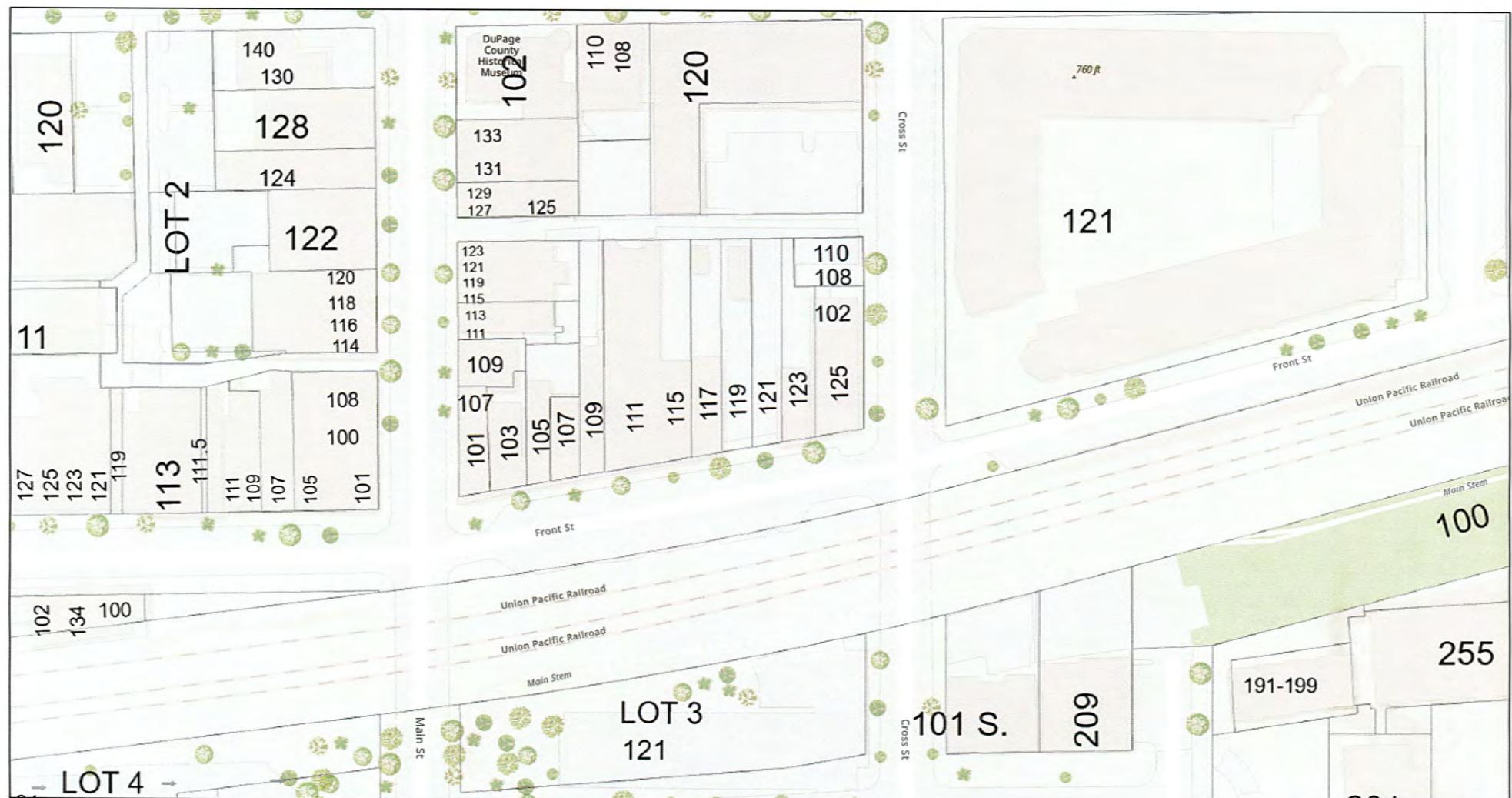
It is staff's opinion that the proposed rezoning and special use permit to facilitate the proposed development complements the existing "retail core" by creating a reliable customer base for retailers, driving foot traffic, and contributing to the vibrancy and economic resilience of a mixed-use Downtown.

Office employees are a consistent source of customers for nearby retail, especially restaurants, cafes, and services like dry cleaners, throughout the workday and during lunch breaks. While retailers experience peaks and valleys, office workers provide reliable, weekday foot traffic, which can stabilize business for restaurants and shops. In addition, office uses can provide additional hours of business in the mornings. For both office workers and residents in a mixed-use setting, having easy, walkable access to a variety of retail shops and services offers significant convenience.

Staff would recommend approval of the proposed rezoning and special use permit.

C: J. Trent Stoner

## Wheaton Website Map



1/20/2026, 10:19:48 AM

1:1,258

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0 0.02 0.04 0.07 km

Parcels

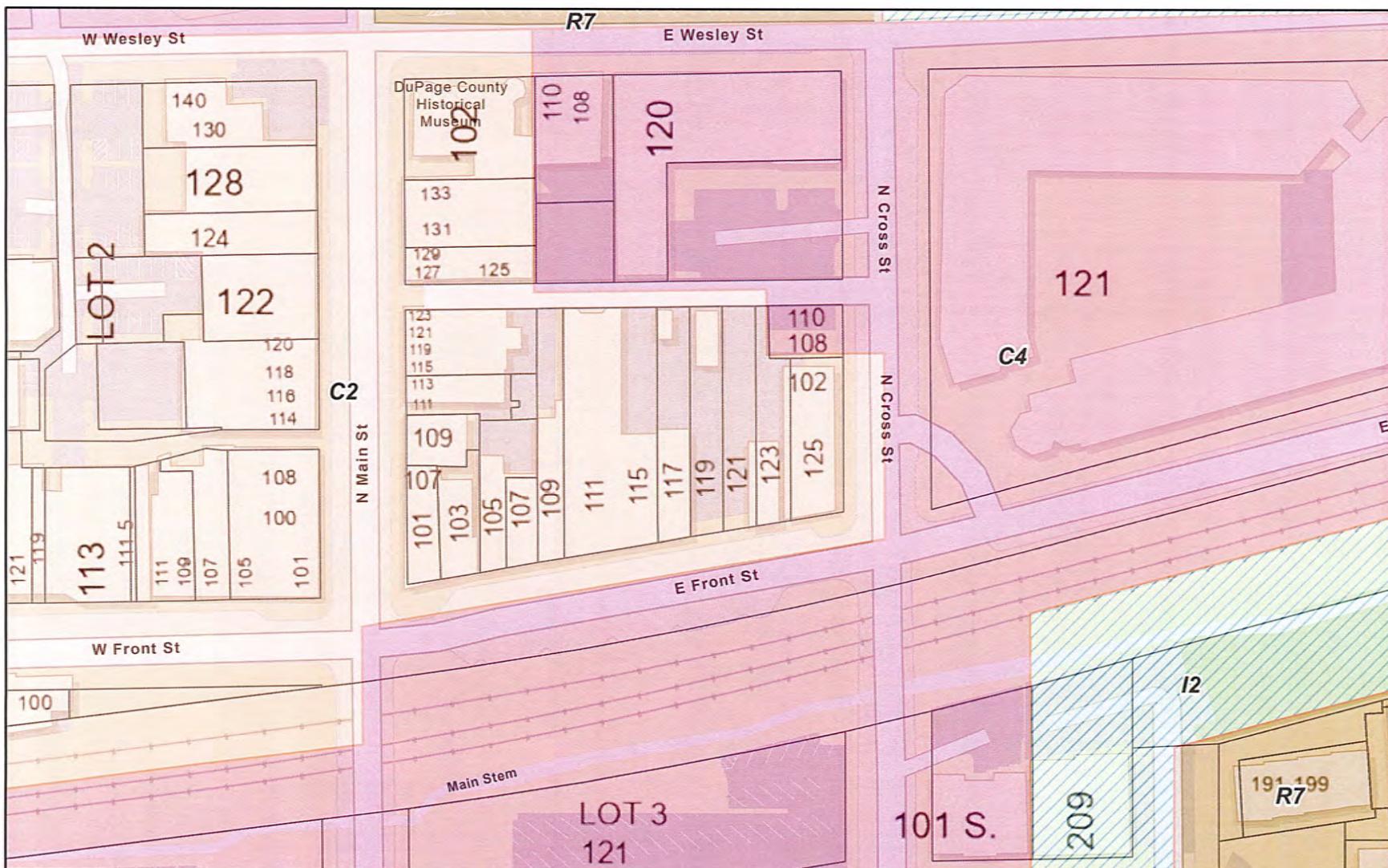
City Limits

City Limits Mask

World\_Hillshade

Esri Community Maps Contributors, City of Wheaton, County of DuPage, © OpenStreetMap, Microsoft, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA, USFWS, Sources: Esri, Vanator, Airbus DS,

## ArcGIS Web Map



1/20/2026, 10:23:42 AM

## Zoning

C4 B7

17

## City Limits

8

2  I2  Parcels

### City Limits Mask

1:1,700

Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community



December 23, 2025

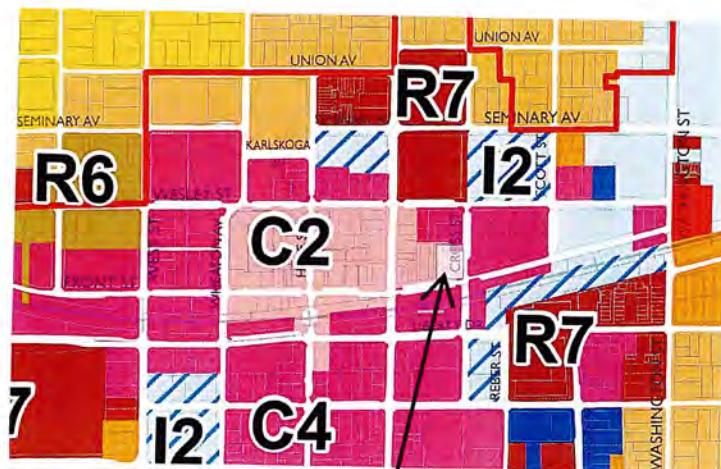
### Rezoning Application

119-125 E. Front Street, (Downtown) Wheaton, IL  
J. Trent Stoner, CFXN Properties, LLC, Petitioner

### Narrative Statement

The petitioner seeks rezoning of 119-125 E. Front Street, including the former Carlson Hardware Building, from C2 Retail Core to C4 Perimeter Commercial. The first-floor retail space of the Hardware Building has remained vacant for more than three years despite active marketing, reflecting its size, configuration, and limited feasibility for modern retail use. Rezoning aligns the parcels with the adjacent C4 district to the north, enables adaptive reuse of a historic structure, and activates a dormant corner of downtown. In addition, approval supports a coordinated redevelopment of adjacent parcels to the west that expands retail, adds housing and parking, preserves historic character, and delivers substantial private investment benefiting downtown Wheaton.

CrossFunction (CF), a CFXN affiliate founded in 2020, is a flexible office, meeting, and event concept focused on adaptive reuse of historic, transit-oriented buildings. CF plans to lease and redevelop the 8,580-square-foot Hardware Building as its second Greater Chicago location, featuring private offices, meeting rooms, shared workspaces, green space, and a member café. Phase 1 renovation is scheduled to begin in spring 2026, with redevelopment of adjacent parcels anticipated in the second half of 2027. Ownership and financing are provided by CFXN Properties, combining private equity and bank funding to deliver a high-quality, long-term downtown asset.



Rezoning Memorandum  
119-125 East Front Street, Wheaton, IL 60187

PLEASE STATE THE EXISTING ZONING CLASSIFICATION(S) AND USES OF THE PROPERTY WITHIN THE GENERAL AREA OF THE PROPOSED REZONED PROPERTY.

The current zoning for the ground floor of parcels 119-125 E. Front Street is C2 (Retail Core). Since closing in 2023, the first-floor space of the former Carlson Hardware Building has been actively marketed without success due to its size, configuration, and the cost of renovation required for modern retail use, limiting feasibility under existing zoning.

PLEASE STATE THE TREND OF DEVELOPMENT, IF ANY, IN THE GENERAL AREA OF THE PROPERTY IN QUESTION, INCLUDING CHANGES, IF ANY, WHICH HAVE TAKEN PLACE SINCE THE DAY THE PROPERTY IN QUESTION WAS PLACED IN ITS PRESENT ZONING CLASSIFICATION.

The 119-125 E. Front Street parcels are located at the southeast edge of the C2 Retail Core and are directly adjacent to C4-zoned properties, including Chase Bank to the north and the Wheaton 121 residential development to the east. Extending the C4 boundary across these parcels would align zoning with existing conditions, create consistency at this downtown gateway, and enable reinvestment that activates an underutilized corner while supporting future mixed-use development along Front Street.

PLEASE STATE THE EXTENT TO WHICH THE PROPERTY VALUES ARE DIMINISHED BY THE PARTICULAR ZONING RESTRICTIONS.

The current C2 Retail Core zoning constrains the range of feasible uses for the property, most specifically the Hardware Building, and has contributed to prolonged vacancy. The building's age, full-lot coverage, and the significant investment required to accommodate modern retail limit market interest under existing zoning. Broadening permitted uses through rezoning would improve the property's economic viability, encourage reinvestment, and help stabilize long-term property value while preserving a prominent historic structure at the edge of downtown.

PLEASE STATE THE EXTENT TO WHICH THE DESTRUCTION OF PROPERTY VALUES OF THE PETITIONER PROMOTES THE HEALTH, SAFETY, MORALS, AND GENERAL WELFARE OF THE PUBLIC.

Continued diminution of the property's value does not promote the public health, safety, morals, or general welfare. Prolonged vacancy discourages reinvestment, weakens economic activity, and undermines the vitality of this downtown gateway. Allowing adaptive reuse through rezoning stabilizes the property, preserves a historic structure, and supports consistent daily activity. In turn, this reinvestment helps catalyze future development on adjacent parcels, including retail, that will strengthen downtown commerce and long-term sales tax generation for the City.

CFXN PROPERTIES, LLC

PLEASE STATE THE LENGTH OF TIME THE PROPERTY HAS BEEN VACANT AS ZONED CONSIDERED IN THE CONTEXT OF LAND DEVELOPMENT IN THE AREA IN THE VICINITY OF THE SUBJECT PROPERTY?

The property has been vacant since January 2023, when the long-standing hardware store closed. Since that time, ownership has actively marketed the space for lease and sale, working with the Downtown Wheaton Association and listing the property publicly. These efforts did not produce viable retail tenants or buyers due to the size and configuration of the space, the high cost of renovation required for modern retail use, and the limitations imposed by current zoning.

PLEASE STATE THE COMMUNITY NEED FOR THE PROPSED LAND USE.

The community need addressed by this request is the activation and long-term viability of an underutilized downtown gateway. The southeast corner of Front and Cross Streets has remained largely vacant and inactive, contributing little to pedestrian activity or economic vitality. Allowing adaptive reuse through rezoning supports consistent daily occupancy, strengthens surrounding businesses, preserves a historic structure, and creates the conditions for future mixed-use and retail development that align with the City's downtown revitalization objectives.

WITH RESPECT TO THE SUBJECT PROPERTY, PLEASE STATE THE CARE WITH WHICH THE COMMUNITY HAS UNDERTAKEN CARE TO PLAN ITS LAND USE DEVELOPMENT.

A thriving downtown depends on a balanced mix of uses that attract people throughout the day and evening. While retail and dining remain essential, changing market conditions have increased the importance of service, office, and experiential uses that generate consistent foot traffic. These uses bring people into the downtown regularly, supporting surrounding shops and restaurants. Allowing adaptive reuse of underutilized buildings helps downtown evolve responsibly, strengthens economic resilience, and ensures traditional retail is complemented—not displaced—by uses that reflect how communities live and work today.

PLEASE STATE THE IMPACT THAT SUCH RECLASSIFICATION WILL HAVE UPON TRAFFIC AND TRAFFIC CONDITIONS ON SAID ROUTES; THE EFFECT, IF ANY, SUCH RECLASSIFICATION AND/OR ANNEXATION WOULD HAVE. UPON EXISTING ACCESSES TO SAID ROUTES; AND THE IMPACT OF ADDITIONAL ACCESSES AS REQUESTED BY THE PETITIONER UPON TRAFFIC CONDITIONS AND FLOWS ON SAID ROUTES.

The proposed rezoning is not expected to create adverse traffic impacts. The southeast corner of Front and Cross Streets currently experiences low traffic volumes and functions primarily as a pass-through area due to prolonged vacancy. No new curb cuts or access points are proposed as part of this request. Phase 1 will organize existing surface parking on adjacent parcels to better accommodate users and the public, while Phase 2 anticipates structured parking located to the rear of the site. Any increase in traffic would be incremental, consistent with downtown mixed-use activity, and supported by existing parking resources, walkability, and proximity to transit.

PLEASE STATE THE RELATIVE GAIN TO THE PUBLIC AS COMPARED TO THE HARDSHIP IMPOSED UPON THE INDIVIDUAL PROPERTY OWNER.

**The public benefit of the requested rezoning substantially outweighs any hardship imposed on the property owner. Despite good-faith efforts over several years, the anchor property has proven infeasible to lease or sell for retail use under current zoning without disproportionate investment. Rezoning enables reinvestment by a qualified local developer committed to preserving the historic building, restoring activity to a long-dormant downtown corner, supporting mixed-use development on adjacent parcels, including retail, residential, and parking, and strengthening the tax base.**

PLEASE STATE THE SUITABILITY OF THE SUBJECT PROPERTY FOR THE ZONED PURPOSES.

**Although located at the edge of the downtown district, the subject property is not well suited for continued C2 Retail Core use. The Hardware Building occupies the full parcel, is more than 100 years old, and would require substantial reinvestment to accommodate modern retail or restaurant users. Despite active marketing since its closure in January 2023, no viable retail tenants or buyers have emerged. The parcel is bordered by C4-zoned commercial and residential uses and functions as a quiet gateway rather than a retail corridor. Rezoning to C4 aligns with surrounding uses, supports adaptive reuse of the existing structure, and provides a more suitable and sustainable framework for reinvestment.**

January 16, 2026

**Special Use Standards Narrative Statement – Off-Street Parking**

The proposed special use for off-street parking formalizes and improves an existing parking area directly adjacent to the buildings at 119–125 E. Front Street. The lot historically functioned as a lawn and garden center for the former hardware store and is currently utilized for tenant parking and limited private parking through contractual arrangements. The proposal maintains this established use while improving the condition, organization, and capacity of the parking area through cleaning, sealing, and striping of the lot, removal of an existing storage shed at the north end of the 119 E. Front Street lot, and removal of an obsolete open roofing frame that previously marked the garden center entrance. The parking will be managed to accommodate the needs of on-site tenants, with additional spaces made available to other users or the general public as capacity permits. The parking area serves the buildings it supports, promotes efficient use of existing land, minimizes demand for on-street parking, and is consistent with the intent of the C-4 CBD Perimeter Commercial District by supporting shared parking and the functional needs of downtown commercial development.

# Exterior Elevations

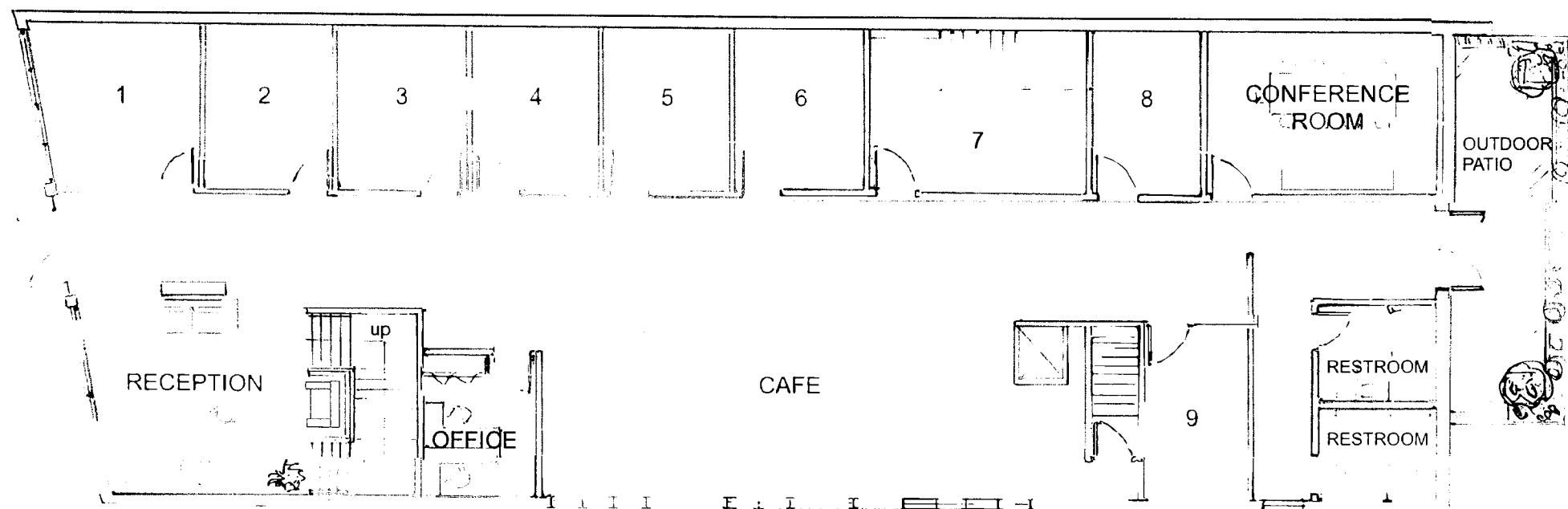
NO SUBSTANTIAL  
CHANGES TO BUILDING.  
WE PLAN TO REMOVE  
THE OLD SHAKE CANOPY  
AND CLEAN-UP THE  
EXTERIOR.



125 EAST FRONT ST.

1st Floor

N →



125 EAST FRONT ST.  
2nd Floor

N →

