



Applicant: Interfaith Housing Development Corp., 411 South Wells Street, Suite 401, Chicago, IL 60607

Meeting Date: July 10, 2024

Owners: Fellowship Christian Church, C/O Ed Ruiz, 1106-1110 Madison Street, Oak Park, IL 60302

Case: PC 24-04

Planned Development



Residential Planned Development 1106 Madison Street (Keystone Apartments)

The Applicant seeks Planned Development approval for a five (5) story permanent supportive and affordable housing multi-family building with 36 residential dwelling units and at grade parking behind the building. The Applicant requests five zoning relief allowances: Increased building height, Increased density, Reduction in front yard setback, Decrease in parking spaces, and Increased illumination along the front property line. These are discussed later within this report.

Property Information

Existing Zoning:	MS—Madison Street Zoning District
Existing Land Use:	Former Religious Institution
Property Size:	9,474.31 Square Feet
Comprehensive Plan:	<i>Envision Oak Park chapters;</i> 4. Land Use & Built Environment, 7. Neighborhood Housing and Diversity, and 13. Environmental Sustainability
Business District Plan:	Madison Street Corridor Plan
Surrounding Zoning and Land Use:	<p>NORTH: —R-7 Multiple-Family Residential District (Single Family and Multiple Family residences)</p> <p>SOUTH: Across Madison Street—H Hospital Zoning District (Rush Oak Park Hospital Emergency Room)</p> <p>EAST: MS Madison Street Zoning District (Al's Grill Restaurant)</p> <p>WEST: MS-Madison Street Zoning District (Mama Thai Restaurant)</p>
Neighborhood Meeting:	The Applicant held their mandatory neighborhood meeting on March 6, 2024 and subsequent individual meetings with adjacent commercial restaurant owners in late June 2024.

Analysis

Submittal: This report is based on the documents that have been identified in the final proposal, which was filed with the Development Services Department in June 2024. NOTE: The full application is available on the Village's website (www.oak-park.us). Each required document is listed in each tab, but only those tabs requested by the Plan Commission are included for your review.

The applicant is proposing Public Art on the proposed building, due to a lack of available ground space. They are proposing to use the 2020 Green Communities sustainable rating system meeting enough points for certification level. Staff has reviewed this rating system and finds it acceptable for this project. A rating sheet has been provided with the application. Since this proposal is 100% affordable, the applicant meets the Compensating Benefits category under Public Benefits for Planned Developments.

Description: The subject site is within the MS – Madison Street Zoning District located on the north side of Madison Street west of Wisconsin Avenue. The proposed structure will replace a former religious institution which retains no historical significance. This proposal has been reviewed by Wight and Company (the Village's architectural design consultant) who worked with the architect during the process. Their memorandum is included in the packet of information. It has also been vetted through staff's Project Review Team (a multiple disciplinary group consisting of representatives from the fire, police, engineering, planning, zoning, historic preservation, forestry, housing, parking, law, business, and economic development). The proposed structure's facades will be brick with stone and Alucobond accents. A glass and steel retail storefront along Madison Street is proposed.

Compliance with the Zoning Ordinance

Planned Development: One of the principal objectives of the Zoning Ordinance is to provide for a compatible arrangement of uses of land and buildings that is consistent with the requirements and welfare of the Village. To accomplish this objective, most uses are classified as permitted or special uses in one or more of the districts established by the Zoning Ordinance. However, it is recognized that there are certain uses that, because of their scope, location or specific characteristics, give rise to a need for a more comprehensive consideration of their impact, both with regard to the neighboring land and the Village in general. Such uses fall within the provisions of the Planned Development section of the Zoning Ordinance and shall only be permitted if authorized as a Planned Development.

It is the purpose of Planned Developments to enable the granting of certain allowances or modifications from the basic provisions of the Zoning Ordinance to achieve attractive and timely development in furtherance of the Village's goals and objectives as stated in the Comprehensive Plan. Site-development allowances (i.e., any zoning relief, including any deviation from the Zoning Ordinance provisions for the underlying zoning district) may be approved provided the applicant specifically identifies each site-development allowance and how it would be compatible with surrounding development.

The Oak Park Zoning Ordinance states that Planned Developments should generally be limited to those uses or combination of uses currently permitted in the underlying zoning district. However, an applicant may petition for consideration of a use or combination of uses not specifically allowed in the underlying zoning district, if the Village Board finds that the conditions, procedures and standards are met and that such use or combination of uses is shown to be beneficial to the Village.

Because of the zoning relief being sought and the fact that the gross floor area of the structure is over 20,000 square feet, the development falls under the Special Use—Planned Development requirement and regulations.

The Table below details the requested allowances for the proposed development and the following text describes them:

	<i>Allowance Type</i>	<i>Zoning Ordinance</i>	<i>Proposed Request</i>	<i>Need for Allowance</i>
1	Height	50 Feet	56 Feet 4 Inches	6 Feet 4 Inches
2	Density	12 Dwelling Units	36 Dwelling Units	24 Dwelling Units
3	Front Yard Setback	3 Feet	0 Feet	3 Feet
4	Parking	36 Parking Spaces	6 Parking Spaces	30 Parking Spaces
5	Illumination—Front Lot Line	1 Foot-candle	5.7 Foot-candles	4.7 Foot-candles

Compliance with the Zoning Ordinance Cont.

1. **Building Height** (Article 5 – Table 5-1 Commercial Districts Dimensional Standards); The applicant is requesting an increase in building height from the allowed 50 feet in the MS Madison Street Zoning District to 56 feet—4 inches which allows a fifth floor. Each floor of the building will be setback 13 feet from the rear property line adjacent to an 18 foot wide public alley providing a 31 foot separation between the multiple family residential zoning boundary to the north and the proposed building. The majority of the building is also setback along the east and west property lines creating a narrower profile directed toward the residential area to the north. The narrower profile also allows for ground floor open space for use by its residents. The proposed height is inline with a recently approved residential development under construction at Madison Street and Carpenter Avenue. Staff supports the allowance.
2. **Unit Density** (Article 5 – Table 5-1 Commercial Districts Dimensional Standards); The applicant is requesting to increase density to 36 residential dwelling units above the allowed 12 residential dwelling units. The allowed amount is based on the existing property size of 9,4074.31 square feet within the MS Madison Street Zoning District. The proposed dwelling units are made up of efficiency and one-bedroom apartments, a similar model as Grove Apartments located at Madison Street and Grove Avenue. Staff supports higher density development along the Madison Street corridor, in particular since it is in the proximity to other multiple family buildings to the north and east, public transit and local services.
3. **Front Yard Setback** (Article 5 – Table 5-1 Commercial Districts Dimensional Standards); The applicant is requesting a decrease in the front yard setback from the required 3 feet to 0 feet. The proposed building would be in line with the two abutting commercial building to the east and west. The reason the Village established the 3 foot setback along Madison Street in their 2017 Zoning Ordinance update, was to increase the sidewalk area width along the west end of the corridor as the street's profile is narrower here than east of Oak Park Avenue. While staff still believes a wider sidewalk would be beneficial it is not a critical determinate in not supporting the proposed development.
4. **Parking** (Article 10 – Off-Street Parking & Loading, Table 10-2 Off-Street Vehicle and Bicycle Parking Requirements); The applicant is proposing to reduce the number of required on-site parking spaces from 36 spaces to 6 spaces. The Zoning Ordinance requires 1 parking space for each dwelling unit regardless of the dwelling unit type. Because of the arrangement with Rush Oak Park Hospital (*letter is included in the application*), a reduction of this magnitude is more acceptable. A reduction request for parking associated with development applications has been common along Madison Street and other transit accessible areas. While the PACE bus service along Madison has been eliminated, easy access to the Harlem bus lines exist as well as being approximately 1/2 mile to each of the two train lines north and south of the development site. According to the applicant, this development would sustain a lower demand for vehicle ownership and use. Staff supports this allowance, but would suggest that, if the Plan Commission is so inclined to recommend approval, a condition should be added that would restrict its residents from seeking on-street parking permits in the adjacent parking zone shifting more reliance on the offer from Rush Oak Park Hospital.
5. **Illumination** (Article 9: Site Development Standards, Section 9.2 Exterior Lighting, B.1 Maximum Lighting Regulations); The applicant is proposing to increase the required footcandle level from 1 footcandle to 5.7 footcandles for a length of 9 feet along the front property line. The reason for the increase is due to the building's illuminated entry area and canopy which projects over the property line. The lighting casts additional illumination over both sides of the front property line. Staff supports this allowance as it improves safety at the entrance.

Compliance with the Envision Oak Park Comprehensive Plan +

The proposed development mainly affects three recommendation chapters (touches on others) within the Comprehensive Plan. The chapters affected are as follows: 4.) *Land Use & Built Environment*, 7.) *Neighborhoods, Housing and Diversity* and 13.) *Environmental Sustainability*. The Comprehensive Plan establishes goals and objectives which set the standards for development. The Plan discusses the idea of strengthening the overall quality of the community. The proposed development fits the goals and objectives of the Comprehensive Plan.

Since sustainability continues to be essential, especially since the Village Board's adoption of the [Climate Ready Oak Park Plan](#), the proposed all-electric structure will advance the goals and initiatives the Village has established. The proposed building will be constructed utilizing the [2020 Green Communities](#) rating system (Click on the hyperlink to access the website). This rating system is only available for buildings that contain affordable housing units. The applicant is poised to achieve points necessary to become certified. Since there are only two levels offered in this rating system—Certification and Certification Plus, it would be worth a conversation about their potential in achieving the top level of Certification-Plus. The applicant provided a checklist of those sustainable items that will be incorporated into the building.

The proposed development embodies the village's commitment to diversity, equity and inclusion. It attempts to meet the Village's goal of affordable housing for all neighborhoods by responding to various needs in the community. It is equally important that the residents have adequate access to transit, local goods and services nearby. This development proposal is especially relevant now as it aligns with the recently adopted **Strategic Vision for Housing** plan adopted earlier this year. This Plan has been added to your Commission Agenda Page.

The comprehensive plan envisions Madison Street as a commercial and mixed use corridor. Residential only development should be evaluated on a case-by-case basis. In this instance the selected location would be appropriate as a residential infill project as it will be positioned mid-block and not in a key commercial node area. The proposed development fosters walkability and contributes to a more vibrant and diverse

Compliance with the Madison Street Corridor Plan

In June 2006, the Village Board of Trustees adopted the Madison Street Corridor Plan. The purpose of the Plan is to assist in the revitalization of the corridor by envisioning a mix of uses, aesthetic improvements, gateway enhancements, and business retention and recruitment strategies. The Plan contains the following five main components: 1.) Inventory Report and Opportunity Analysis, 2.) Vision Alternatives, 3.) Preferred Vision, 4.) Development and Implementation Strategy, and 5.) Development Guidelines. The Plan also contains three companion reports including; Market Assessment, Architectural Historical Survey and Key Sites Report.

The Preferred Vision component of the Plan is the outcome of the public input, steering committee, and Village Board review process. This component incorporates three Character Districts with detailed nodes, and one Transportation Option, one Streetscape and Open Space option, and one Land Assembly Option.

In this particular case, the subject site is located within Segment 1: Harlem to Home of the Plan. This segment emphasizes maintaining the existing mixed use and residential buildings while allowing more retail opportunities. In the larger context, a new residential building can be considered a part of the current mix of uses along the corridor. Therefore, the proposed development assimilates well within the corridor land use structure.

Compatibility with Surrounding Land Uses

The project site is within the MS—Madison Street Zoning District and is abutting single family and multiple family residential uses to the north, hospital use to the south across Madison and commercial use to the east and west. The proposed building is not out of character and fits well within the Madison Street corridor and neighboring land uses.

Public Benefits

The Applicant is proposing the following for their required Public Benefits:

Compensating Benefits: Since the proposed building and parking area is lot line to lot line there is no area available for outdoor public space. There will be two outdoor green spaces at grade level one on either side of the proposed building made available for resident use. Also the proposal will consist of 100% affordable rental dwelling units. Staff believes they meet this requirement as one of the requirement options is for affordable housing set asides.

Village Improvements: The applicant will replace damaged public sidewalk along Madison Street and damaged surfaces associated with the abutting alley to the north.

Public Art: The applicant has proposed to set Louis Sullivanesque decorative panels on the building as depicted in their application. The applicant indicates that Camille Wilson-White, executive director of the Oak Park Area Arts Council, supports the proposed public art selection. Ms. Wilson-White's council reviews and approves all public art associated with planned development projects. Staff supports this, but would prefer a more pedestrian-level application.

End of Report

Staff is in support of the proposed development for the reasons stated throughout this report.

Copies:

Gregory Smith, Plan Commission Attorney

Cory Wesley, Village Trustee—Plan Commission Liaison

Emily Egan, Development Services Director