

**Applicant:**

Albion Residential LLC
188 West Randolph Street, Suite 202
Chicago, IL 60601

Meeting Date: July 11 2017

Case: PC 17-01

Owner:

OP Partners LLC
4956 N. O'Connor Road, Irving, TX 75062

Planned Development



The Albion at Oak Park A Mixed-Use Planned Development (1000 Lake Street)

The Applicant seeks approval of a transit-oriented *Planned Development* in conformance with the Envision Oak Park Comprehensive Plan for an eighteen-story building with 265 residential rental dwelling units, 9,500 square feet of first floor commercial/retail space, 265 private bicycle parking stalls, and 235 private enclosed parking spaces. The applicant has requested four allowances from the Zoning Ordinance; height, density, setbacks, and landscaping. These allowances are discussed later in this report. The proposed development will replace an existing two-story commercial building and parking lot. The Applicant is also seeking approval of a *Plat of Subdivision* in order to subdivide the north parking lot from the 1010 Lake Street parcel and consolidate it with the 1000 Lake Street property.

Property Information

Existing Zoning:	B-4 Downtown Business District <i>Transit Related Retail Overlay District</i> <i>Downtown-Lake Street Building Height and Massing Overlay Dis-</i>
Existing Land Use:	Two-story Commercial / Retail building and surface parking lot
Property Size:	29,973 Square Feet
Comprehensive Plan:	Envision Oak Park (Adopted 2014) Relevant Chapters; 4. <i>Land Use & Built Environment</i> , 7. <i>Neighborhood, Housing and Diversity</i> , 12. <i>Economic Health & Vitality</i> , and 13. <i>Environmental Sustainability</i>
Business District Plan:	Greater Downtown Master Plan (Adopted 2005)
Surrounding Zoning and Land Use:	<u>NORTH:</u> R-2 Single-Family District—Austin Gardens (Public Park) <u>SOUTH:</u> B-4 Downtown Business District/PD—100 Forest Place (16-Story Multiple Family-Rental & Townhome-Rental with Lake Street Commercial) <u>EAST:</u> B-4 Downtown Business District/PD—Vantage (20-Story Multiple Family-Rental over Commercial) <u>WEST:</u> B-4 Downtown Business District-1010 Lake Street (6-Story Office Building over Retail)

Analysis

SUBMITTAL: This report is based on documents that have been identified in the submitted proposal binder, which was filed with the Development Customer Services Department in April 2017. The applicant will meet with the Oak Park Area Arts Council (Public Art Advisory committee) to discuss public art as part of this application. They have committed to work with the Arts Council, Frank Lloyd Wright Trust and Visit Oak to make sure that they have a rotating art program on their “greenway”. More information forthcoming. The Applicant will meet with the Historic Preservation Commission in early July—a memorandum to follow. The Applicant identifies their compensating benefits relative to public improvements which include a new bluestone sidewalk along Lake Street and Forest Avenue incorporating parkway improvements with trees and site amenities. They are also proposing to improve their private sidewalk (walkway) between 1000 and 1010 Lake Street with decorative sidewalks and landscaping. This improvement also includes the granting of a public access easement over the connection between Lake Street and Austin Gardens to the north. In addition to the above, the Applicant is proposing monetary donations to various housing organizations and the Park District of Oak Park. The applicant has also held a neighbor-

hood meeting prior to submitting the application as required by the Zoning Ordinance. The results of which are provided in Tab 2 of the binder.

DESCRIPTION: The proposed development is located within the B-4 Downtown Business District at the northwest corner of Lake Street and Forest Avenue. The development proposal consists of an eighteen-story building clad with glass, brick, stone, and metal panels with bronze accents at a height of 199 feet with 265 residential rental units and 9,500 square feet of first floor retail/commercial space with 235 private parking spaces accessed from Forest Avenue. The development will also contain 265 private bicycle parking spaces, six motorcycle stalls and two Zip-car spaces. The Applicant’s request for approval is accompanied by four (4) zoning relief allowances to the regulations of the Zoning Ordinance. These allowances are for: *increased height, increased density, corner-side and rear yard setback reductions without landscaping.* (See Table 1 on page 3. for more details)

NOTE: Included in the staff packet of information is a list of standards and objectives from the Zoning Ordinance and Comprehensive Plan that MUST be either satisfied or considered for each Planned Development application.

Compliance with the Zoning Ordinance

Planned Development

The Village Board referred this completed Planned Development application to the Plan Commission at their June 19, 2017 meeting as required by Section 2.2.3C of the Zoning Ordinance. Members of the Board provided general comments on expectation regarding shadowing, architecture, density, height, and offered that, if needed, the PC should ask for any extra resources to complete their review.

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. The reason this project is seeking Planned Development approval is that the Zoning Ordinance requires those properties or buildings that are over 10,000 square feet in size (either in property or gross floor area) to seek Planned Development approval when allowance are required.

TABLE 1—Albion

	<i>Allowance Type</i>	Zoning Ordinance	Proposed Request	<i>Need for allowance</i>
1	Height	80 Feet	199 Feet	109 Feet
2	Density	40 Dwelling Units	265 Dwelling Units	225 Dwelling Units
3	Setback—Corner Side	5 Feet	0 Feet	5 Feet
4	Setback—Rear	10 Feet	0 Feet	10 Feet
5	Landscape	5 Feet along East lot line 10 Feet along North lot line	0 Feet 0 Feet	5 Feet 10 Feet

TABLE 2—The Emerson

	<i>Allowance Type</i>	Zoning Ordinance	Proposed Request	<i>Need for allowance</i>
1	Height—South Building only	125 Feet	208.26 Feet	83.26 Feet
2	Density—Units	88 Units	271 Units	183 Units
3	Density—Land	63,212.5 Sq. Ft.	191,300 Sq. Ft.	128,087.5 Sq. Ft.

TABLE 3—Vantage

	<i>Allowance Type</i>	Zoning Ordinance	Proposed Request	<i>Need for allowance</i>
1	Height	80 / 60 feet	204 feet high	124 / 144 feet over
2	Density	97 Dwelling Units	270 Dwelling Units	173 Dwelling Units
3	Setback	15 Feet	5 ft.	10 ft. under
4	Parking	373 Parking spaces	288 Parking spaces	85 parking spaces
5	Lot Coverage	25% Open Space	9% Open Space	16% Under

The Tables above are comparisons of recent development allowances including Albion's requests in Table 1.

Allowances

TABLE 1 and the following text details the Albion requested allowances. The proposed development is meeting all other regulations of the Zoning Ordinance.

1. HEIGHT: Section 3.9.4 E(1) *Downtown-Lake Street Building Height and Massing Overlay District* height regulations within the B-4 Downtown Business District states that no building or structure shall exceed 80 feet in height on those properties that front on Lake Street, within which the subject property is located. Other than Marion Street between Lake Street and North Boulevard, the remainder of the Downtown B-4 District allows a building height of 125 feet. The Applicant is requesting to construct a 199 foot tall building requiring an allowance request for 109 feet. Building height as defined by the Zoning Ordinance for this building to the flat roof of the top floor. The Zoning Ordinance states that, "the purpose of this overlay district is to protect the unique and representative character of the existing Village streetscape and prevent the construction of buildings which would be disruptive and incompatible with the character of both the street and the Village." From a street perspective the proposed building will be of similar height to the adjacent Vantage building to the east (20 stories) and the 100 Forest building to the south (16 stories), both of which front on Lake Street, although 100 Forest place is setback from Lake Street. The Planned Development

process allows a creative approach to building design vs. building within the prescribed zoning envelop.

2. DENSITY: Section 3.8.3 A1(a) *B-4 Downtown Business District Regulations* Intensity of Use regulations state that a building which contains a combination of ground floor uses and multiple family above must meet the following regulations; Not more than 3,000 square feet of land for the first 2 dwelling units and an additional 700 square feet of land for each dwelling unit in excess of 2. Based on the 29,973 square foot parcel, the development site shall be limited to 40 dwelling units. The Applicant is requesting to construct 265 dwelling units, an increase of 225 dwelling units. Due to the proximity of this district to mass transit opportunities this is an area where higher density mixed use developments should be considered. The development consists of a mix of bedroom units and first floor commercial.

3., 4., 5. SETBACKS / LANDSCAPING: Section 3.8.3 B (1) *Downtown Business District Regulations-Required Yards* state that where frontage in the block is partly in this district and partly in a residential district, a minimum yard of 5 feet from the street line shall be required. In this case the 5 foot setback would occur along Forest Avenue as the parcels between Lake Street and Ontario Street ("the Block") are in both the B-4 Downtown Business District and the R-2 Single Family District. In this Section 3.8.3 B(2) it also requires that where a lot abuts a residential district and is separated by an alley, as it does to the north, a minimum (rear) yard of 10 feet shall be required. The proposed building is to be built up to

the north property line abutting the alley across from the R-2 Single Family District. The property just to the north is owned and operated by The Park District of Oak Park as a passive public park. The nearest residentially used property to the north is across Ontario Street. The Zoning Ordinance requires that the aforementioned setback areas be developed with landscape materials per *Article 6.4 Landscaping and Buffering*. Since the building is proposed to be built up to the property line, landscaping is not possible. The zoning regulations for this zoning district do not restrict lot coverage nor does it require a percentage of open space. The only exception is for the required setback areas. The development proposal is proposing parkway landscaping and landscaping along the walkway between their site and the adjacent 1010 Lake Street building as well as green roofs for the residents, one of which contains a dog run.

Compliance with the Envision Oak Park Comprehensive Plan

The *Envision Oak Park Comprehensive Plan* was adopted by the Village Board in September 2014 after an extensive public input process which, among other business districts, included a review of the Greater Downtown District Plan (GDTMP). The proposed development mainly affects four recommendation chapters (touches on others) within the Comprehensive Plan. They are chapters 4. Land Use & Built Environment, 7. Neighborhood, Housing and Diversity, 12. Economic Health & Vitality, and 13. Environmental Sustainability. The Comprehensive Plan establishes goals and objectives which set the standards for development. This Plan discusses the idea of strengthening commercial districts as well as the symbiotic relationship between economic development and the overall quality of the community. The Plan supports the idea of encouraging a mix of uses and businesses which will assist in diversifying the community's tax-base and providing a variety of choices to consumers as public outreach indicated a concern for high tax rates and excessive Village government spending. The Plan encourages transit-oriented development with all types of housing. The future Land Use map supports more commercial / mixed use development that caters to residents, but also attracts visitors from other communities. The proposed development fits these recommendations.

The *Envision Oak Park Comprehensive Plan* notes that it should not supersede individual business district plans, UNLESS, it is explicitly noted. In this case, the Com-

prehensive Plan and GDTMP recommendations differ for the subject site. In Chapter 4 (pgs. 60/61) of the Comprehensive Plan, it explicitly identifies the subject site as a "Transit Area Housing Development Opportunity Site" for a potential mixed-use development with ground floor retail and upper floor multiple family residential that is consistent in character to other developments in Downtown Oak Park. The proposed development follows this recommendation relative to land use and character which is consistent with several similar current and proposed buildings in DTOP (i. e. Vantage, 100 Forest Place, The Emerson, Oak Park Apartments, Lincoln Apartments (approved), and Brookdale Retirement Community). The 2014 *Envision Comprehensive Plan* did not incorporate the suggested Founder's Square identified in the GDTMP for the subject property.

Sustainability is increasingly important in our society. The proposed development will be at a minimum LEED Certified which takes into account the goals and objectives our community aims to achieve with each new planned development. The Comprehensive Plan is driven by Five Guiding Principles; Diversity, Urban Sustainability, Respect for Oak Park's History and Legacy, Collaboration and Cooperation, and Thriving Neighborhoods. The proposed development touches on each of these principles which helps in the advancement of Oak Park's vision as defined by the Village citizens.

Compliance with the Greater Downtown Master Plan

The subject property is located within the *Greater Downtown Master Plan* area which was adopted by the Village Board in March 2005. The Plan includes the Downtown Oak Park District, the Pleasant District and the Hemingway District. The subject property is within the Downtown Oak Park District. Please Note: Village staff has begun updating all of the Village's business district plans with the purpose of aligning them to the *Envision Oak Park Comprehensive Plan* including current economic and development environments.

The *Greater Downtown Master Plan* (GDTMP)

was created to provide, not only recommendations that would enhance the long term retail and residential vibrancy of the district, but to provide the public with some certainty of development activities that may occur in the future. The Plan provides for a potential build out capacity by 2020, which calls for new retail, office, residential, cultural, parking, and rehabbed retail and office development. According to the Plan's capacity diagram, development that is realistic and economically

feasible is fundamental to attract investors. The fundamental purpose of the Plan is to fulfill the community's goals and reflects the guiding principals established by the community. The fundamental concepts include; Revitalize Retail, Reduce Traffic Congestion, Improve Transit Usage, Provide Additional Open Space, and Enhance the Pedestrian Environment.

The Land Use Framework diagram only address the subject property as a potential public square. The Plan indicates that this open space would maximize exposure to existing open space (Austin Gardens), accommodate a variety of activities and uses, and link neighborhoods. Lake Street in this location is categorized as a "primary retail street" which, according to the Master Plan, is appropriate for retail, residential and other commercial uses. The way in which the retail street fits into the public realm must adhere to specific guidelines. A successful retail street requires disciplined compliance with fundamental public realm requirements, such as, on-street parking, a walkable length (five minutes or 1/4

mile), a comfortable pedestrian environment with sidewalks, landscaping and street furniture. All of which the proposed development would be achieving. The proposed mixed use is compatible with the surrounding area and will enhance the density for the greater downtown area.

The GDTMP was developed at a time when development was not as prevalent in Oak Park, especially within the downtown districts as it has been in recent years. A review of the GDTMP, as well as all other business district plans, is in order and has been identified within the village's budget document for the past several years since the adoption of the Envision Oak Park Comprehensive Plan in 2014. The economic and housing environments have changed over the last 12 years, which suggests a review of the Village's planning documents to ensure the Village's vision and goals are inline with these planning guidelines.

Other Impacts

TRAFFIC: In general the traffic being generated by the proposed development at 1000 Lake Street does not create a significant change to the current operations of Lake Street. Staff has reviewed the traffic study included in the Plan Development Application and in general agrees with their traffic findings with some exceptions. Staff had our consultant, WSP, evaluate the proposed development using the traffic simulation model developed for the greater downtown area of Oak Park which shows some intersections experiencing greater delays than shown in the developer's report prepared by KLOA. Most notably the intersections of Marion Street and Kenilworth Avenue have differences in delays. The developer's model shows Marion Street operating at a LOS C with 31.2 seconds of delay vs. our model showing LOS D with 52.8 seconds of delay in the future condition. The developer's model shows the Kenilworth Avenue intersection delay at 41.1 seconds verses the Village's model at 52 seconds (both still LOS D). A table showing the differences in the Village's traffic simulations verses the developers is attached.

The Village's traffic model was developed as part of the Lake Street streetscape design project and includes the greater downtown area extending roughly from Harlem to Euclid and South Boulevard to Ontario. The model has already been used to develop short term recommendations to improve the traffic congestion on Lake Street which will be implemented this summer with signal timing modifications and a change in how we operate the Forest intersection as well as long term traffic

improvements which would be implemented as part of the Lake Street streetscape project and include all pedestrian phases at the Marion Street and Forest Avenue intersections. A video showing the proposed PM peak conditions resulting from the proposed development is included to visually show the projected traffic in the area.

PARKWAY / SITE IMPROVEMENTS: The Village Board has authorized village staff to prepare engineering and enhancement plans for Lake Street. The plans will include geometrical and material modifications between Harlem Avenue and Euclid Avenue. The parkway improvements will resemble those along Marion Street. The final design is yet to be determined / approved, but the applicant has agreed to provide public improvements along Lake Street and Forest Avenue per the Village's specifications as a compensating benefit. Another compensating benefit is the improvement of their private walkway with a public access easement between their development site and 1010 Lake Street. This area will include the same surface application as the right of way with a bluestone sidewalk, street furniture and landscaping. The applicant will also be investigating the incorporation of public art into this area or along Lake Street with the Oak Park Area Arts Council.

HOUSING: The *Homes for a Changing Region* report that was adopted by the Village Board in 2012 states the following regarding Future Residential Needs: "We also note the potential to develop more upscale housing which can meet the needs of families with incomes

exceeding \$75,000. *Transit oriented housing may represent the real opportunity here. Although, these households may prefer to minimize housing expenses and save their money for other things.*"

The report further references Housing Demand by Type of Unit: "When we combine our projections for new owner-occupied and rental housing in the future, we get a clearer picture of Oak Park's demand for additional housing units by type in 2030. What emerges is a "balanced housing" profile with demand for about 250 additional single family, 72 townhome and 847 multi-family homes between now and 2030. This demand can be accommodated by filling existing vacancies, redevelopment or new construction."

The proposed development identifies with these categories and fulfills a portion of the demand anticipated before 2030. If you would like to read more about this, please go to the Village of Oak Park website at www.oak-park.us and search "Homes for a Changing Region".

As indicated above, the Envision Oak Park Comprehensive Plan identifies the subject property as a "Housing Opportunity Site" consistent in character to other development in Downtown Oak Park. "Consistent in Character" is undefined, but would include not only the historic structures but the modern structures as well. The "character" of downtown has been transforming for several years from a low-rise retail and office district to a true mixed use district with residential. A transformation that is consistent with current trends for communities with a high level of transit opportunities. As stated within the Greater Downtown Master Plan, this area will only be successful when revitalization occurs. Revitalization includes, not only retail, restaurants and office uses, but residential that can not only support the existing and proposed commercial uses, but in a manner where no additional traffic burdens are created in the area by those local residents who patronize local businesses.

SCHOOL-AGED CHILDREN: Included in a recent study on Tax Increment Financing Districts, S. B. Friedman provided their professional opinion on what they believe to be the approximate number of school-aged children that may occupy downtown Oak Park developments. These numbers ranged from 19 for Oak Park Place, to 25 for the Emerson, to 33 for Vantage.

HOUSING DONATIONS: The Applicant, upon approval of the Planned Development, will provide donations to multiple local housing organizations in the amount of \$150,000 (\$50k—Housing Center, \$50K—Housing Forward, and \$50K—Oak Park Housing Fund) for affordable housing initiatives which is an additional compensating benefit.

PARK DISTRICT DONATIONS: The Applicant has been in discussions with the Park District regarding monetary donations for Austin Garden with no resolution as of this writing.

ADDITIONAL FUNDING: The Applicant, upon approval of the Planned Development, will provide additional funding: \$20,000 to the OPRF Community Foundation, Nearly \$10,000 in sponsorship paid/committed already with promises to join as yearly active members: Chamber of Commerce Diamond Level and Hole Sponsor for Golf Outing with future membership pending approval, Tee It Up – OPRF Infant Welfare Society, Frank Lloyd Wright Trust 2017 Sponsorship and future walk sponsor commitment, and a commitment to Sponsor Thursday Night Out (once a night has been selected for them).

AUSTIN GARDEN IMPACT: Due to recent resident concerns regarding the potential shading impacts by the proposed development to Austin Gardens Park, the Applicant has commissioned an assessment of said potential shading impacts prepared by Mr. Mark Duntenann with *Natural Path Urban Forestry Consultants*. (This assessment is included under Tab 15 of the application binder). In response to this assessment, the Village of Oak Park has engaged a third party expert who reviewed the applicant's report. Mr. J. James Kielbaso, a registered Forester with the *American Society of Consulting Arborist* has found that its conclusion is sound but he offers a few non-substantive modifications. (This review is enclosed with the staff report.)

WIND TUNNEL IMPACT: Due to recent resident concerns regarding an existing "wind tunnel" affect along Forest Avenue during high wind burst and its potential for being worsened by the construction of the Albion building, the applicant commissioned a "pedestrian wind assessment" for the subject area. The assessment was developed by RWDI which is an engineering consulting firm involved in the science of buildings, structures and the environment. One of their many services is analyzing wind impacts not only to structures but for pedestrian comfort and safety. (This assessment is included under Tab 15 of the application binder.)

EDUCATION CENTER SOLAR PANEL STUDY: Due to recent concerns raised regarding possible shadowing of the solar panels atop the education / environmental center within Austin Gardens, the applicant engaged *Cyclone Energy Group* to study any potential impacts the proposed building might have. (This report is included in the application binder under Tab 15.)

CAPACITY DIAGRAM: The base information below is found in the *Greater Downtown Master Plan's* Capacity Diagram. This diagram is an assessment of the character and intensity of development anticipated to occur by 2020. It is not setting a limit on either retail square footage or dwelling units, but rather anticipating

what is necessary for a revitalized greater downtown area. The diagram is intended to identify private investment only. This is a snapshot of where the Greater Downtown Districts (*Downtown Oak Park, Hemmingway, and Pleasant District*) stand today.

Retail Greater Downtown Plan	=	207,000 sq. ft.
Various developments (2005- 2016)		95,000 sq. ft.
Vantage (completed)		25,000 sq. ft.
Oak Park Station (Under Const.)		26,000 sq. ft.
Lincoln (Approved)		10,000 sq. ft.
District House (Under Const.)		4,500 sq. ft.
Albion (Proposed)		9,500 sq. ft.
TOTAL (if all developed—82%)		170,000 sq. ft.

Residential Greater Downtown Plan	=	1,200 du.
Various developments (2005-2016)		347 du.
Vantage (Complete)		271 du.
Oak Park Station (Under Const.)		270 du.
Lincoln (Approved)		263 du.
District House (Under Const.)		28 du.
Albion (Proposed)		265 du.
TOTAL (if all developed—120%)		1,444 du.

PARKING: The Applicant is not requesting a parking allowance as they are meeting the requirements of the Zoning Ordinance. However, it is important to point out that the surface parking spaces located to the north of the current two-story building at 1000 Lake Street are on the larger parcel for 1010 Lake Street. In order to ensure those 37 parking spaces remain available for the occupants of 1010 Lake Street, the Applicant is providing an agreement which allocates 37 parking spaces in perpetuity within the proposed development for use by the owner/occupants of the 1010 Lake Street property as these parking spaces are required by the Zoning Ordinance.

SUBDIVISION: Included in the application binder under Tab 7 is the Application for Plat of Subdivision including the proposed Final Plat of Subdivision—“ALBION AT OAK PARK”. The subject property is Lot 2 of the proposed subdivision. The proposed subdivision meets the Village’s requirements for plats of subdivision. The owner of 1010 Lake is the same owner of 1000 Lake and has authorized not only the Planned Development application to move forward, but authorizes the subdivision plat to move forward as well. This matter should be a separate motion/vote from the Planned Development application.

ARCHITECTURAL DESIGN: Enclosed in the packet of information is a memorandum from *Wight and Co.*, an architectural design consultant firm hired by the Village to work with Planned Development design leaders on a review of the proposed development. After several meetings with the developer’s architectural team, the Village’s consultant is in support of the proposed architectural design.

STAFF RECOMMENDATION: Staff supports the proposal based on recommendations established in our *Envision Oak Park Comprehensive Plan* as mentioned and discussed within this report and letters of support from various business districts who believe this and other such development will enhance their district vitality and tax base.

Staff recommends that the suggestions identified within memorandums from *Wight and Co.*, the Oak Park Historic Preservation Commission (forthcoming) and Oak Park Area Arts Council (forthcoming) be included in the Plan Commission’s findings of fact report.

End of Report

- Copies:
- Jacob Karaca (KT&J,) Plan Commission Attorney
 - Robert Tucker, Village Trustee Plan Commission Liaison
 - Tammie Grossman, Development Customer Services Director
 - Project Review Team