



Applicant: Michigan Avenue Real Estate Group A.K.A. GLPE, LLC

1259 West Madison Street

Chicago, IL 60607

Meeting Date: January 9, 2020

Case: PC 19-08

Owners: Margaret and Stephen Mudjer

15W700 81st Street

Burr Ridge, IL 60527

Planned Development



Residential Development 435-451 Madison St.

The Applicant seeks approval of a Planned Development for a five (5) story residential development consisting of 48 rental dwelling units and 48 parking spaces on the first floor below the residential units with the following allowances: 1.) Increase in density, 2.) Increase in height, 3.) A reduction in the rear yard setback, 4.) A reduction in the required landscape buffer between the development and residential use to the south, and 5.) A reduction in the required number of loading areas.

Property Information

Existing Zoning: MS—Madison Street Zoning District

Existing Land Use: Currently used as an auto repair shop and an upholstery shop.

Property Size: 18,562 Square Feet

Comprehensive Plan: *Envision Oak Park chapters;*
4. Land Use & Built Environment,
7. Neighborhoods, Housing and Diversity, and
13. Environmental Sustainability

Business District Plan: Madison Street Corridor Plan

Surrounding Zoning and Land Use: NORTH: Across Madison—MS-Madison Street Zoning District (grocery store)
SOUTH: R3-50 Single Family Residential Zoning District (single family homes)
EAST: MS-Madison Street Zoning District (vacant lots—one asphalted and one wooded)
WEST: across Gunderson—MS-Madison Street Zoning District (commercial uses)

Analysis

Submittal: This report is based on the documents that have been identified in the submitted proposal binder, which was filed with the Development Customer Services Department in December 2019. NOTE: The full application is available on the Village's website (www.oak-park.us). Each required document is listed in each tab of the binder, but only those tabs requested by the Plan Commission are included for your review.

Under Tab 1, the applicant has statements regarding compensating benefits. You will also find information on the mandatory neighborhood meeting held on October 8, 2019 under Tab 12.

Under Tab 3, the applicant provides information on Public Art and sustainability rating system. They are proposing to use the Green Globes rating system meeting enough points for One Green Globe.

Description: The subject site is within the MS – Madison Street Zoning District located on the south side of Madison Street at Gunderson Avenue. The proposed structure will replace the existing one story commercial building at 435-451 Madison Street. This proposal has been reviewed by Wight and Company (the Village's architectural design consultant) who worked with the architect during the process, and it has 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, health and refuse/recycling). The proposed allowances mentioned on the first page are detailed later in this report. The proposed structure's facade will be mainly brick. The applicant will provide samples of the building materials at the public hearing.

Affordable Housing: The applicant is required to adhere to the Inclusionary Housing Ordinance requirements. Since the development is over 25 dwelling units and is located on Madison Street west of Lombard Avenue, it is required to provide 10 % of the total number of dwelling units as affordable or as an option, donate \$100,000 per required affordable housing unit to the Village's Affordable Housing Fund. In this case the developer is proposing 48 dwelling units, rounded up this would equate to 5 units for a total donation of \$500,000.

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.

TABLE 1

	<i>Allowance Type</i>	<i>Zoning Ordinance</i>	<i>Proposed Request</i>	<i>Need for Allowance</i>
1	Density (Min. Lot Area)	24 Units	48 Units	24 Units
2	Height	50 Feet	63 Feet	13 Feet
3	Setback—Rear Yard (east lot line)	25 Feet	8 Feet	17 Feet
4	Landscape Buffer (south lot line)	7 Feet	3 Feet	4 Feet
5	Loading Area	One On-Site Loading Area	0 Loading Areas	1 Loading Area

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

1. **DENSITY (Minimum Lot Area): Article 5: Madison Street Zoning District; Section 5.3 Dimensional Standards—Table 5-1 Commercial Districts Dimensional Standards** allows one dwelling unit for each 750 square feet of land. The subject property is 18,562 square feet. $18,562/750=24.7$. Staff believes the use of this property as an all residential building will be a low impact use relative to parking and traffic while providing a greater pedestrian use of the corridor and patrons for the local businesses. Since this is not a key node, a commercial or mixed use building is not as critical at this location along the corridor.

2. **BUILDING HEIGHT: Article 5: Madison Street Zoning District; Section 5.3 Dimensional Standards—Table 5-1 Commercial Districts Dimensional Standards** restricts building heights for Multiple Family developments to 50 feet. The Applicant is proposing a building height of approximately 63 feet and five (5) stories. Staff generally does not have a concern regarding the proposed height. However, Staff is concerned that the height and massing, at its proposed setback of seven (7) feet from the south lot line, is too impactful to the single family house to the south.

3. **SETBACK (Rear Yard): Article 5: Madison Street Zoning District; Section 5.3 Dimensional Standards—Table 5-1 Commercial Districts Dimensional Standards** requires a 25 foot setback from the rear lot line. In this case, the rear lot line is the east lot line abutting the north south alley. The proposed setback is from 25 feet to 8 feet a reduction of 17 feet. Staff supports this allowance as the building abuts an alley and other commercially zoned property to the east.

4. **LANDSCAPE BUFFER: Article 11: Landscape; Section 11.8 Buffer Yard Requirements, A. Setback Buffer Yards** are required where a multiple-family dwelling abuts a single family, two-family, or townhouse dwelling where no alley is present. The landscape buffer must be a minimum of seven feet in width with trees, shrubs and fencing. The applicant is requesting a reduction in the landscape yard width from seven (7) to three (3) feet with no required trees or fencing, only shrubs. Staff does not support this reduction in landscape materials as it is not an adequate buffer between the proposed multiple family building and single-family residence.

5. **LOADING AREA: Article 10: Off Street Parking and Loading; Section 10.7 Required Off Street Loading Spaces, B. Required Number of Off Street Loading Spaces** requires one loading space for any Multiple Family Dwelling over 7,500 square feet of gross floor area. The Applicant has proposed an on-street loading area within the Gunderson Avenue right-of-way abutting their development site. Staff does not object to the on-street loading area as long as they obtain the proper Village approvals and require that all unloading will occur via the driveway and garage access off of Gunderson Avenue.

One of the rationales for establishing planned development regulations is the ability to allow flexibility in developments that could foster creativity and provide enhancements of the built environment as well as provide compensating benefits to the community. Any relief sought in this regard must meet the standards set forth in the Zoning Ordinance and must be justified by those standards before consideration of the request can be determined. Each of the above-mentioned allowances work toward a better solution but must be weighed against the standards for special use-planned developments.

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 is increasingly important in our society, the proposed structure will be utilizing the *Green Globes* rating system. The proposed structure will be required to achieve the minimum points necessary to be certified, with verification by a third party commissioner, as the project will not be registered with the *Green Globes* agency. The applicant will provide a checklist of those sustainable items that will be incorporated into the structure.

The proposed development touches on key principles which help in the advancement of Oak Park's vision. While the proposed use is not specifically identified, it does fit within the public land use category identified on the Future Land Use Plan. This category, "Corridor Commercial / Mixed Use" supports multi-story, multiple-family structures along Madison Street.

The proposed development meets the criteria that requires that affordable housing units be built. The Comprehensive Plan recognizes the need for integration and diversity relative to housing. While the proposed development will not offer affordable housing within the structure, the developer will contribute to the affordable housing fund that will be used within the Village of Oak Park to advance the community's affordable housing vision.

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 Segments 3 and 4; Oak Park to Ridgeland Avenue which is designated as an *Accessible Commercial and Retail District*. This district is focused on existing uses, auto oriented uses and national chain uses. While the proposed use does not specifically meet the plan for this location, this corridor has changed dramatically since the Corridor Plan was adopted almost 14 years ago. It is understood that all residential use developments have become important to the vibrancy of the corridor. In addition, the Village has come to understand that commercial uses cannot be sustained for the full 1.5 mile stretch.

Compatibility with Surrounding Land Uses

The project site within the MS—Madison Street Zoning District is abutting residential uses to the south and commercial use to the north across Madison Street; two vacant lots to the east and commercial use to the west. The proposed residential use is compatible and consistent with the surrounding land uses. The massing of the proposed structure is appropriate, but with a need to lessen its impact on the south side with possible step backs on the upper floors. The building's massing would be lessened and therefore more compatible with the surrounding area.

Traffic & Parking

According to the traffic analysis, vehicular traffic associated with the proposed development will be minimal. Staff supports the proposed ingress and egress for parking off of Gunderson Avenue. Any curb cut accessing Madison Street would add vehicular and pedestrian conflicts; in addition to bicycle conflicts. Staff also supports a directional “diverter” on Gunderson Avenue at the driveway to direct traffic flow to and from the building toward Madison Street vs. south on Gunderson Avenue.

Engineering Comments

The developer shall be required to provide;

1. A deposit (escrow, bond, etc.) for \$25,000 (the approximate value of the parkway trees as determined by the Village Forester). The deposit will be required prior to issuing building permits and extend for a period of up to one year from final occupancy permits being issued. Should tree pruning work or construction of the proposed development damage or otherwise necessitate the removal of any of the Village’s parkway trees along the development’s frontages of Madison or Gunderson as determined by the Village Forester, the Village may use the deposit funds to remove, prune, and/or replace trees in the right of way adjacent to the development.
2. A photometric plan that shows proposed light levels along the full south property line.
3. Revised site, landscaping, and civil plans to show the driveway on Gunderson Avenue shaped to force a northbound exit only (right turn only exiting driveway) and southbound left turn entrance to match the traffic study.
4. Signage on the site and civil plans for right turn only for exiting the proposed driveway.
5. A note and label on site and civil plans indicating a pedestrian warning (visual preferred) at garage door.
6. State that replacement of the entire eight (8) foot wide alley adjacent to development will occur to Village specifications. Current plans show replacing 6 feet of the 8 feet alley.
7. Revise the construction staging plan to indicate no construction traffic on Gunderson Avenue south of the development and no construction traffic on Elmwood Avenue.
8. Revise the construction staging plan to indicate contractor shall maintain a five (5) foot wide accessible walkway along Madison during construction and a minimum five (5) foot wide bike lane along Madison during construction at the building permit stage.
9. Staging areas on Gunderson Avenue and Madison Street conflict with existing trees being shown to be protected. A revised staging plan shall be submitted which depicts protection of existing parkway trees at the building permit stage.
10. The loading zone on Gunderson Avenue is intended for moving vans and delivery vans/trucks and should be administered via permits for reserving parking spaces. A dedicated loading zone may not be necessary.

End of Report

Copies:

Greg Smith (KT&J,) Plan Commission Attorney
Susan Buchanan, Village Trustee—Plan Commission Liaison
Tammie Grossman, Development Customer Services Director

Staff is in support of the proposed development in general, but is concerned about the proposed impacts along the south property line abutting the single-family residence for the reasons mentioned and discussed in this report. Staff also believes strongly that further refinements to the architectural design should be considered.

End of Report