# **PLAN COMMISSION**

## INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

**CONDITIONAL USE FOR A PLANNED DEVELOPMENT – 27 W. GROVE STREET** 

## **JULY 20, 2015**

#### Title

PC 15-19

#### **Petitioner-Contract Purchaser**

Airhart Construction c/o Court Airhart 500 E. Roosevelt Road West Chicago, IL 60185

## **Property Owner**

Clark Street Holdings, LLC 770 N. Water Street Milwaukee, WI 53202

## **Property Location**

27 W. Grove Street (06-07-206-041) Trustee District #1

## Zoning

R6 - Central Residence District

#### **Existing Land Use**

Vacant

#### **Comprehensive Plan**

Medium Density Residential

## **Approval Sought**

Major Plat of Subdivision and a conditional use for a residential planned development with companion deviations from the Lombard Subdivision and Development and Zoning Ordinances.

## **Prepared By**

Matt Panfil, AICP Senior Planner



**LOCATION MAP** 

## **DESCRIPTION**

The petitioner, Airhart Construction, is proposing a six (6) lot detached single-family residential subdivision. The proposed development was introduced to the Plan Commission at a workshop session on June 15, 2015.

In summary of the proposal, each home would be under fee simple ownership; however, the driveway, stormwater detention facility, and open space area would be under common ownership. A unique component of the proposal is that in function it is similar to an attached single-family residential (townhome) development; however, there are no attached walls. Similar to a development by the petitioner in Wheaton, the proposed development will include a variety of home models, mostly three-bedroom, each with a high level of individual customization. The petitioner is seeking a conditional use for a planned development with deviations.

#### **EXISTING CONDITIONS**

In June of 2006, a demolition permit was issued for two (2) single-family homes located on the above referenced property. The single-family homes were demolished for the purposes of constructing the Grove Park Condos, a new eighteen (18) unit condo building proposed by Carey Construction. The Grove Park Condos received final approval in 2007 and the developer began making site improvements, including: a full vault stormwater detention facility, utility improvements, and new sidewalks.

#### **PROJECT STATS**

#### **Existing Lot**

Parcel Size: 26,283 sq. ft. (0.6

acres)

#### **Proposed Lots**

See Exhibit C for the specific setback and bulk dimensions, and associated deviations, for each of the proposed lots.

## **Parking Spaces**

Demand:

2 spaces per detached single-family unit

Supply:

4 spaces (2 indoor / 2 outdoor) per detached single-family unit

#### **Submittals**

- 1. Petition for a public hearing;
- 2. Response to Standards for a Conditional Use;
- 3. Response to Standards for Planned Developments with Deviations;
- 4. Rider to Village of Lombard Plan Commission Petition;
- 5. Concept Elevations, prepared by Airhart Construction;
- 6. Concept Floor Plans, prepared by Airhart Construction;
- 7. Final Plat of Subdivision, prepared by Engineering Resources Assoc., dated June 25';
- 8. Site Plan, prepared by Engineering Resources Assoc., Inc., dated June 25, 2015;
- Landscape Plan, prepared by Airhart Construction, dated June 25, 2015;
- 10. Plat of Survey, prepared by Engineering Resources Assoc., dated June 25, 2015; and
- 11. Preliminary Engineering, prepared by Engineering Resources Assoc., dated June 25, 2015.

The project was put on hold in 2008 due to the developer's financial constraints. Starting in 2009, there has been ongoing litigation which has precluded any further development on the property. During this period, the property has been controlled by an asset manager who has provided maintenance of the vacant lot. Also during this period, staff had been working with the asset manager to explore unique development opportunities for the site.

## **APPROVAL(S) REQUIRED**

While the proposed dwelling units may function similar to townhomes, the units are still considered detached single-family residences and are subject to the same regulations as any other detached single-family home. Therefore, the proposal requires the following actions:

- A. Approve a Major Plat of Subdivision; and
- B. Pursuant to Section 155.502 (F)(1), approve a conditional use for a planned development for the subject property with companion deviations from the Lombard Subdivision and Development and Zoning Ordinances, as follow;
  - 1. For Lot 1 and Lot 2 of the proposed resubdivision, approve a deviation from Section 154.506 (D) to allow for a lot without public frontage;
  - 2. For Lot 1 through Lot 6 of the proposed resubdivision for the detached single-family dwellings, approve the following:
    - a. A deviation from Section 155.212 to reduce the minimum required front yard setback for a roofed-over porch not projecting more than seven feet (7') from the front wall of the principal structure from twenty five feet (25') to six feet (6');
    - b. A deviation from Section 155.411 (D)(1) to reduce the minimum required lot area from 7,500 square feet to 2,000 square feet;
    - c. A deviation from Section 155.411 (E)(1) to reduce the minimum required lot width from sixty feet (60') to thirty feet (30');
    - d. A deviation from Section 155.411 (F)(a)(i)(b) to reduce the minimum required front yard setback from thirty feet (30') to thirteen (13');

- e. A deviation from Section 155.411 (F)(c) to reduce the minimum required interior side yard setback from six feet (6') to three and one-half feet (3.5'), exclusive of any publicly recorded easement areas;
- f. A deviation from Section 155.411 (F)(d) to reduce the minimum required rear yard setback from thirty feet (30') to fifteen feet (15'); and
- g. A deviation from Section 155.411 (F)(I) to reduce the minimum required open space from fifty percent (50%) to thirty-three percent (33%).

## **INTER-DEPARTMENTAL REVIEW**

## **Building Division:**

In reference to the request for a deviation from Section 155.411 (F)(c) to reduce the minimum required interior side yard setback from six feet (6') to three and one-half feet (3.5'), the Building Division requests as a condition of approval, "Combustible projections (soffits, etc.) are to be five feet (5') apart or greater on adjacent structures per the 2012 International Residential Code.

## **Fire Department:**

The Fire Department has no issues or concerns regarding the proposed planned development.

## **Private Engineering Services (PES):**

PES has the following comments regarding the proposed planned development:

- 1. Stormwater detention has been previously provided;
- Required best management practices (BMPs) have not been previously provided and will need to be
  designed and/or have a restrictor redesigned to account for the requirements in the DuPage County
  Stormwater Ordinance that were not in place at the time the previous proposed development was
  permitted;
- 3. The sanitary sewer main will need to be privately owned and maintained because there will be less than the required thirty foot (30') easement for the Village to take ownership; and
- 4. There may be additional comments once upon review of the final engineering submittal.

#### **Public Works:**

The Department of Public Works notes the following:

- 1. Public Works concurs with PES that the sanitary sewer main will need to be privately owned and maintained; and
- 2. The existing drive apron and depressed curb on Park Avenue shall be removed and replaced with B6.12 curb and gutter and topsoil and turf grass.

## Planning Services Division (PSD):

The Planning Services Division notes the following:

## 1. Surrounding Zoning & Land Use Compatibility

	Zoning Districts	Land Use
North	R2	Detached Single-Family Residences
South	R6	Seven-Story Multi-Family Residences
East	R6	Three-Story Multi-Family Residences
West	R6PD	Attached Single-Family Residences

In regards to the surrounding land uses, the site is located within an area that is adjacent to low-density single-family residential to the north, low- to medium-density residential to the west, high-density residential to the south, and medium-density residential to the east. As proposed, the development will function as a transitional component that connects the high-density residential and downtown businesses to the south to the low-density single-family home subdivisions to the north. Furthermore, the rear-loaded two-car garages and front porches create a strong street-front presence that provides a visual transition from the zero foot (0') front yard setbacks of downtown to the deeper front yards of the single-family homes to the north. Therefore, staff finds the proposed planned development to be highly compatible with the surrounding neighborhood.

The importance of transitional function of the planned development in terms of aesthetics and density is most noticeable in consideration that the subject property is located within the R6 Central Residence District, which by right would allow for the construction of a multi-family structure up to eight (8) stories or one-hundred feet (100') in height.

#### 2. Comprehensive Plan Compatibility

The 2014 update to the Lombard Comprehensive Plan classifies the property as "Medium-Density Residential" which is described as, "a residential area with a net density of eleven to twenty dwelling units per acre. This range of density generally includes multi-family dwellings such as two- to three-story apartment buildings and condominiums." The proposed density is approximately ten (10) dwelling units per acre. Although the product is considered detached single-family residential, which is usually associated with low-density residential, the unique design is near the prescribed density range for medium-density residential. Therefore, staff finds the proposed plan development to be consistent with the Comprehensive Plan. In fact, the proposed planned development is more consistent with the Comprehensive Plan than the previously approved Grove Park Condos, which had a density of approximately thirty (30) dwelling units per acre.

#### 3. Subdivision and Development Ordinance Compatibility

Section 154.506 (D) of the Lombard Subdivision and Development Ordinance states, "every lot, private or otherwise shall have frontage on a public street. Lots without public street frontage require the expressed approval of the Village Board."

Due to the location of the existing stormwater detention facility, if Lot 1 or Lot 2 were to have street frontage, they would have individual ownership over their respective portions of the stormwater detention facility. The creation of Outlot A allows for common ownership of the stormwater detention facility while still providing Lot 1 and Lot 2 with a functional street frontage. Therefore, staff supports the requested deviation to allow for Lot 1 and Lot 2 to have no public frontage.

## Final Plat of Subdivision

A subdivision for which the land to be subdivided: is equal to or greater than one acre in area; contains new streets or easements of access, or; results in the division of land into five or more lots in s considered a Major Plat of Subdivision. As there is a proposed total of seven (7) lots, the proposal is categorized as a Major Plat of Subdivision

Section 154.203 (E) of the Lombard Subdivision and Development Ordinance requires that any request for variation which is accompanied by an application for a plat or a request for some type of review pursuant to the Zoning Ordinance shall be submitted to the Plan Commission for a public hearing. The Plan Commission shall conduct a review and make a recommendation in conjunction with the accompanying request.

In review of the Final Plat of Subdivision (Exhibit D) staff has the following comments:

- 1. Signature blocks for the County Recorder and Department of Community Development are required;
- 2. Identify Outlot A as a stormwater and BMP easement; and
- A school district statement identifying the school district in which the tract of land is located.

#### 4. Zoning Ordinance Compatibility

It is important to note the broader factors in staff's ultimate support of the requested relief:

Section 155.502 (D) states that planned development are specifically intended to provide for any or all of the following elements:

- 1. A maximum choice in the types of developments that would not be possible under the strict application of the terms of other sections of this Chapter;
- 4. A creative approach to the use of land and related physical facilities that results in better development, design, and the construction of aesthetic amenities; and
- 6. Innovations in residential, commercial, office and industrial developments so that the growing demands of the population may be met by greater variety in type, design and lay-out of buildings and be the conservation and more efficient use of open space ancillary to said buildings.

The proposed planned development provides a new choice in housing type, a creative approach to the use of the site, and an innovation in residential development. While the petitioner could construct either a large multi-family structure or attached single-family residences without Plan Commission or

Village Board review, the petitioner has opted to bring forward a unique residential product that is new to Lombard because of their professional opinion that such a product caters to a market of buyers interested in downtown locations, but who are not interested in condos or townhomes. Staff finds that there is merit in this proposal, especially in its ability to function as a transitional element from the high-density residences and businesses at the south to the low-density residential to the north.

## Setbacks and Bulk Requirements

The specific setback and bulk dimensions and the associated deviations from Section 155.411 for each specific lot are available in Exhibit C. Please note that in determining the applicable zoning relief, the greatest or most intense encroachment on any of the lots is applied to all of the lots. For example, Lot 1 has a fifteen and one-half foot (15.5') front yard setback, but because Lots 4, 5, and 6 have a 13.26' front yard setback, thirteen feet (13') is used as the standard for all of the lots.

## Planned Development Requirements

The proposed planned development complies with all other regulations, including open requirements, pertaining specifically to planned developments as established in Section 155 Article IX.

#### Access & Circulation

The single-family homes will be accessed via an approximately sixteen foot (16') wide private driveway off of Grove Street. Each home will have a rear-loaded garage and driveway that can be accessed via the private drive.

#### **Elevations**

Concept elevations (Exhibit I) are based on the Cottages at College Station development in Wheaton.

#### <u>Sidewalks</u>

Sidewalks have already been provided on-site.

#### **Parking**

Each residential dwelling unit has a rear-loaded two (2) car garage with sufficient driveway depth for an additional two (2) outdoor parking spaces. No zoning relief is required.

#### <u>Landscape</u>

The proposed landscape plan (Exhibit E) complies with the regulations established in Section 155 Article XII. No zoning relief is required.

## SITE HISTORY BEFORE THE PLAN COMMISSION

## **June 15, 2015 - Workshop**

Discussion items at the June Plan Commission workshop session included:

- 1. The Cottages of College Station in Wheaton being similar in nature to the proposed planned development;
- 2. The flexibility allowed by the R6 Central Residence District;

- 3. The proposed planned development serving as a transition between the low-density single-family residences to the north and the higher-density multi-family residences to the south;
- 4. The units will be two (2) to three (3) bedrooms with an estimate price in the high \$300,000s.
- 5. Lot dimensions, building separation, and common open space.

## **FINDINGS & RECOMMENDATIONS**

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it **meets** the standards for a conditional use and standards for a planned development with deviations. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending **approval** of this petition:

Based on the submitted petition and the testimony presented, the proposed planned development complies with the standards required by the Village of Lombard Subdivision and Development and Zoning Ordinances; and, therefore, I move that the Plan Commission accept the findings and recommendations of the Inter-Departmental Review Committee Report as the findings of the Plan Commission and I recommend to the Corporate Authorities approval of PC 15-19, subject to the following conditions:

- The zoning actions set forth shall be contingent upon the petitioner, Airhart Construction, LLC, taking title to the property no later than December 31, 2015. Shall Airhart Construction, LLC, not take title by the aforementioned date, the relief associated with the petition shall be null and void;
- 2. That the petitioner shall develop the site in accordance with the plans submitted as part of this petition and referenced in the Inter-Departmental Review Committee Report, except as they may be changed to conform to Village Codes and Ordinances;
- 3. That the building improvements shall be designed and constructed consistent with Village Code and shall address the comments included within the IDRC report, including the Building Division's request that combustible projections (soffits, etc.) are to be five feet (5') apart or greater on adjacent structures per the 2012 International Residential Code;
- 4. The petitioner shall submit a final engineering plan for review and approval for the proposed site improvements for the project. Said plan shall meet all provisions of Village Code, except as varied by this petition; and
- The petitioner shall provide an updated Final Plat of Subdivision based on the comments included within the IDRC report.

Inter-Departmental Review Committee Report approved by:

William J. F Director of	Ieniff, AICP Community D	) evelopment			
c. Petitioner					
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## **EXHIBIT A – PROJECT NARRATIVE**

## **AIRHART CONSTRUCTION =**

"Building a better tomorrow"

Friday, June 26, 2015

Bill Heniff Village of Lombard 255 E. Wilson Lombard, IL 60148-3926

RE: 27 W. Grove Street

Dear Bill:

Thank you for meeting to discuss the property at 27 W. Grove Street and our proposed redevelopment of the property. Airhart Construction is very excited about the property and it's potential. We have buyers interested in downtown locations, but are not interested in a condominium or townhome. This property provides a great opportunity to meet that need.

Our proposed development includes 6 single family cottage homes with a variety of elevations that include front porches facing the streets Park and Grove. This design specifically places all the parking and garages toward the interior of the site creating a very welcoming street scape. In addition, we have a unique opportunity to create a pocket park for the residents of this project on the interior of the site that will promote a great sense of neighborhood.

The homes would include a living level with great room, dining room, kitchen and sitting area. The lower level would include a two car garage, and a flex space that could be used as a family room, home office or even additional bedroom. The bedroom level includes 2 or 3 bedrooms and a laundry room. In addition, there is an optional third level with roof terrace!

Along with this letter we have included key support materials noted below.

- Completed Petition for Public Hearing
- Clark Street Holdings Rider to Petition
- Response to Standards for Uses
- Response to Standards for Planned Developments
- Plat of Survey and Legal Description
- Site Plan
- Preliminary Engineering
- Landscape Plan
- Final Plat of Subdivision
- Architectural Elevations of proposed housing
- · Floor Plans of proposed housing
- · Flash drive with color pictures from College Station

If there is any additional information or support material needed for your review, please feel free to contact me at (630) 293-3000 ext. 145. Thank you.

Sincerely,

Court Airhart President Airhart Construction



### **BUILDER OF CONTEMPORARY & TRADITIONAL HOMES SINCE 1964**

500 E. Roosevelt Road, West Chicago, IL 60185 www.airhartconstruction.com (630) 293-3000

EXHIBIT B – SITE PLAN							
OVERSIZED DOCUMENT							

# EXHIBIT C – SETBACK AND BULK REQUIREMENTS

	Lot 1	Lot 2	Lot 3	Lot 4	Lot 5	Lot 6	Outlot A
Minimum front yard setback for a roofed-over porch (25' required)	8.50'	8.50'	7.51'	6.26'	6.26'	6.26'	N/A
Minimum lot area (7,500 sq. ft.)	3,600 sq. ft.	2,310 sq. ft.	2,082 sq. ft.	2,019 sq. ft.	2,096 sq. ft.	3,019 sq. ft.	10,719 sq. ft.
Minimum lot width (60')	46.75'	30.00'	30.08'	30.08'	30.08'	40.13'	167.55'
Minimum front yard setback (30')	15.50'	15.50'	14.51'	13.26'	13.26'	13.26'	N/A
Minimum interior side yard setback (6')	3.50'	3.50'	3.50'	3.50'	3.50'	3.50'	N/A
Minimum rear yard setback (30')	24.50'	24.50'	17.00'	16.00'	15.99'	20.80	N/A
Minimum open space (50%)*	57.7%	33.3%	35.2%	33.2%	34.4%	48%	77%

<sup>\*</sup> The total open space for the entire planned development is approximately 46%.

EXHIBIT	D – FINAL PLAT OI	F SUBDIVISION	
(	OVERSIZED DOCU	IMENT	

EXHIBIT E – LANDSCAPE PLAN	
OVERSIZED DOCUMENT	

## **EXHIBIT F – STANDARDS FOR A CONDITIONAL USE**

#### STANDARDS FOR CONDITIONAL USES

#### SECTION 155.103 (F)(8) OF THE LOMBARD ZONING ORDINANCE:

- 1. That the establishment, maintenance, or operation of the conditional use will not be detrimental to, or endanger the public health, safety, morals, comfort, or general welfare;
  - RESPONSE: The specific design of internalizing the garages and creating a single access point for vehicles will promote a safer environment for vehicular traffic. The location of the neighborhood also promotes the walk-ability to the downtown stores and will benefit the local businesses as well. This development will be a benefit to the area.
- 2. That the conditional use will not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, not substantially diminish and impair property values within the neighborhood in which it is to be located;
  - RESPONSE: The design of this neighborhood will act strategically as a transition between the higher density residential and commercial uses to the south and the lower density neighborhood to the north. It will act as an enhancement as a gateway to both the commercial and residential areas.
- That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district;
  - RESPONSE: The development of this property will facilitate the orderly development and improvement of the surrounding area and the residential usage fits strategically between the surrounding properties.
- That the adequate public utilities, access roads, drainage and/or necessary facilities have been or will be provided;
  - RESPONSE: Adequate public and private utilities, access roads, drainage and other improvements have been and will be provided by this development.
- 5. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets;
  - RESPONSE: The specific design of internalizing the garages and creating a single access point for vehicles will promote a safer environment for vehicular traffic. The location of the neighborhood also promotes the walk-ability to the downtown stores which will lower vehicular trips from the site. In addition, the property is bordered by both Grove Street and Park Ave. and had great access for emergency vehicles.
- 6. That the proposed conditional use is not contrary to the objectives of the current Comprehensive Plan for the Village of Lombard; and,
  - RESPONSE: The residential usage of this development matches the comprehensive plans for this property.
- 7. That the conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified pursuant to the recommendations of the Plan Commission.
  - RESPONSE: The usage conforms to the applicable regulations except as noted.

## **EXHIBIT G – STANDARDS FOR A PLANNED DEVELOPMENT WITH DEVIATIONS**

#### STANDARDS FOR PLANNED DEVELOPMENTS

#### SECTION 155.508 (C) OF THE LOMBARD ZONING ORDINANCE

## C. Standards for Planned Developments with Other Exceptions

1. Any reduction in the requirements of this Ordinance is in the public interest.

RESPONSE: The reductions requested promote a residential street scape devoid of garages promoting a residential feel that is in the public's interest.

2. The proposed exceptions would not adversely impact the value or use of any other property.

RESPONSE: The proposed exceptions positively affect the surrounding neighborhood by establishing a transitional residential use between the midrise residential use to the south and the traditional neighborhood to the north.

3. That such exceptions are solely for the purpose of promoting better development which will be beneficial to the residents or occupants of the planned development as well as those of the surrounding properties.

RESPONSE: The exceptions all enhance the livability and allow for a better development of the site while promoting a scaled development that benefits the future residents of this property as well as the surrounding properties

4. That the overall floor area of the planned development shall not exceed by more than 40% the maximum floor area permitted for the individual uses in each applicable district.

RESPONSE: It does not.

5. That in residential planned developments the maximum number of dwelling units allowed shall not exceed by more than 40% the number of dwelling units permitted in the underlying district.

RESPONSE: It does not.

6. That all buildings are located within the planned development in such a way as to dissipate any adverse impact on adjoining buildings and shall not invade the privacy of the occupants of such buildings and shall conform to the following:

Response: The proposed development includes 6 single family cottage homes with a variety of elevations with front porches on Park and Grove. This design specifically places all the parking and garages toward the interior of the site creating a very welcoming street scape. In addition, we have a unique opportunity to create a pocket park for the residents of this project on the interior of the site that will promote a great sense of neighborhood.

a. The front, side or rear yard setbacks on the perimeter of the development shall not be less than that required in the abutting zoning district(s) or the zoning district underlying the subject site, whichever is greater. Response: While it does not meet ordinance, it is consistent with the surrounding area and acts as an appropriate transition between midrise residential use to the south and the residential homes to the north.

 All transitional yards and transitional landscape yards of the underlying zoning district are complied with.

Response: While it does not meet ordinance, it is consistent with the surrounding area and acts as an appropriate transition between midrise residential use to the south and the residential homes to the north.

c. If required transitional yards and transitional landscape yards are not adequate to protect the privacy and enjoyment of property adjacent to the development, the Plan Commission shall recommend either or both of the following requirements:

Response: While it does not meet ordinance, it is consistent with the surrounding area and acts as an appropriate transition between midrise residential use to the south and the residential homes to the north.

- 1) All structures located on the perimeter of the planned development must set back by a distance sufficient to protect the privacy and amenity of adjacent existing uses;
- 2) All structures located along the entire perimeter of the planned development must be permanently screened with sight-proof screening in a manner which is sufficient to protect the privacy and amenity of adjacent existing uses.
- 7. That the area of open space provided in a planned development shall be at least 25% more than that required in the underlying zoning district.

Response: While the development does not specifically meet ordinance, the design of the development meets the intent. All the parking and garages are on the interior of the site. The cottage homes front porches face Park and Grove which provide movement along the street. The heavily landscaped yards add to the character of the neighborhood creating a very welcoming street scape. In addition, an internal pocket park adds to the open feeling of the development and provides a gathering space for the residents of the development.

EXHIBIT	H – PLAT OF	SURVEY (EXI	STING LOT	1	
	OVERSIZED	DOCUMEN	Т		

# **EXHIBIT I – ELEVATIONS (COTTAGES AT COLLEGE STATION)**





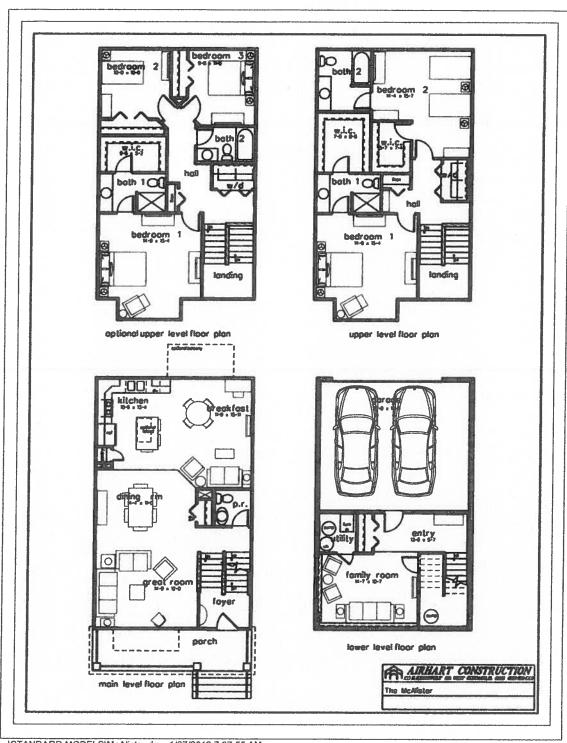






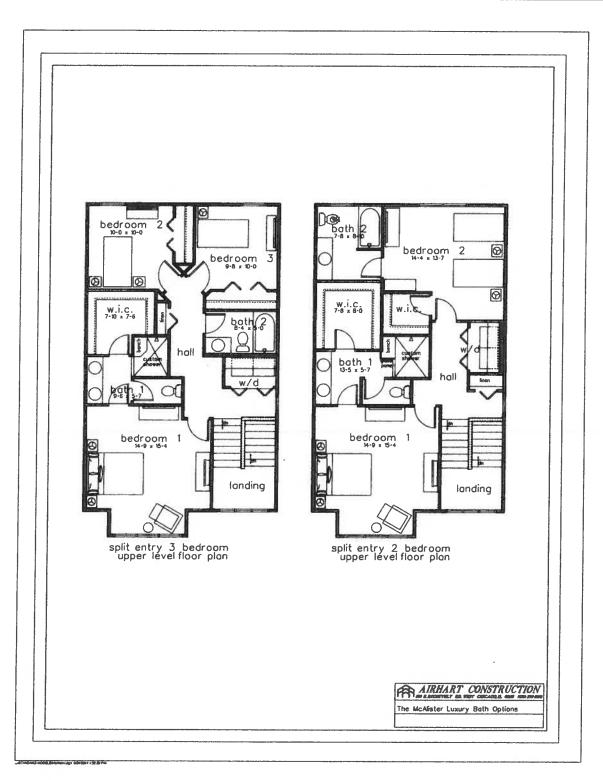


## **EXHIBIT J – FLOOR PLANS**

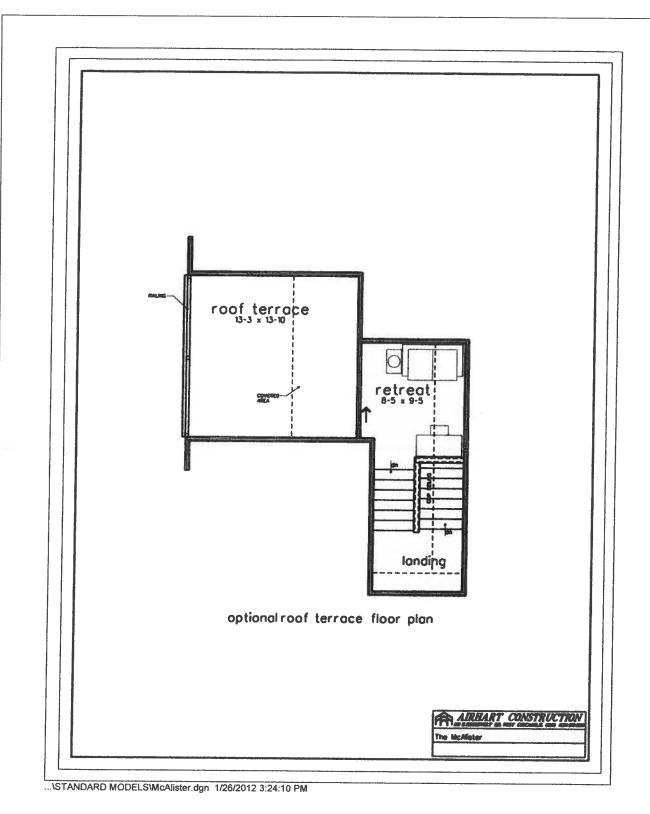


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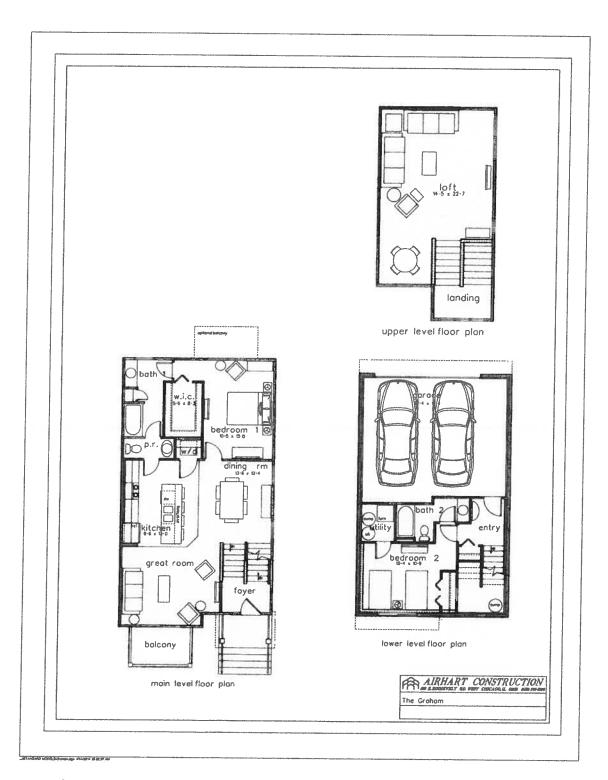
## **McAlister**



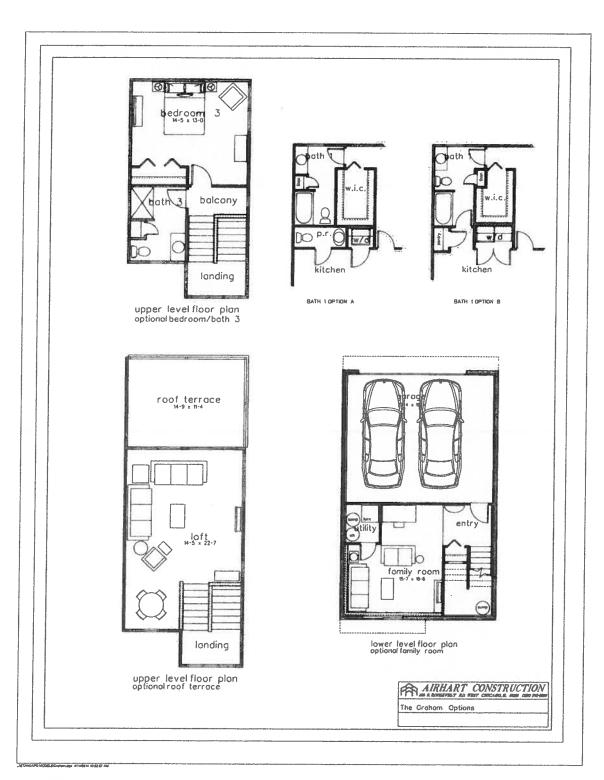
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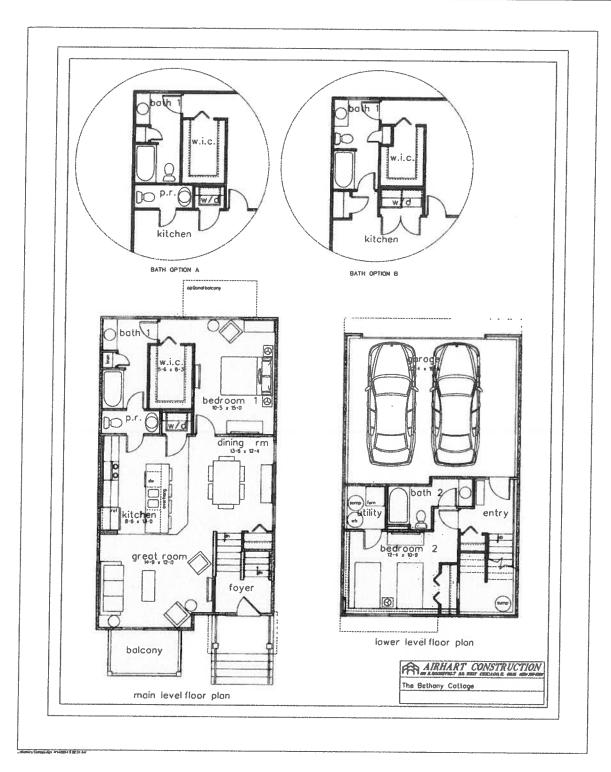
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Graham



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