

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

227 S. WESTMORE-MEYERS ROAD

January 27, 2025

Title

PC 25-01

Petitioner & Property Owner

SHZN Holdings LLC
Sujath Mohammed
1104 N. Princeton Avenue
Villa Park, IL 60181

Property Location

227 S. Westmore-Meyers Road
PIN: 06-09-114-009

Zoning

R4 Limited General Residence
District

Existing Land Use

Single-family residence

Comprehensive Plan

Low-Medium Density Residential

Approval Sought

Variation under Section 155.103(C)(8)(c) from Section 155.409(D)(4) to allow a density of nine (9) dwelling units where the underlying zoning would permit seven (7) dwelling units.

Prepared By

William J. Heniff, AICP
Director of Community
Development



LOCATION MAP

PROJECT DESCRIPTION

The petitioner proposes to construct a nine-unit multi-family building on the subject property. The property is a 0.47-acre parcel of property in the R4 District. The R4 District permits construction of seven multi-family dwelling units on the property. The petitioner requests a variance to allow construction of nine dwelling units.

APPROVAL(S) REQUIRED

The petitioner is requesting the following for a property located within the R4 Limited General Residential District:

1. Variation under Section 155.103(C)(8)(c) from Section 155.409(D)(4) which requires 2,800 square feet of lot area per dwelling unit (15.4 dwelling units per acre), and limits the number of dwellings to seven (7), in order to allow nine (9) three-bedroom dwellings (2,248 square feet per dwelling, 19.35 dwellings per acre).

EXISTING CONDITIONS

The subject property is developed with a single-family residence and associated sheds and parking surface.

PROJECT STATS

Lot & Bulk

Lot Area:	20,235 SF (0.46 acres)
Front setback:	128'
Side setbacks:	15'
Rear setback:	50'
Building height:	35'1 1/2"
Open space:	44.4%
Permitted density:	15.5 DU/acre (7 units)
Proposed density:	19.35 DU/acre (9 units)

Submittals

1. Exhibit A.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has no comment on the zoning petition. However, the Division offers one comment relative to Energy Code, noted below. Additional comments may be forthcoming during permit review.

1. While there are no building plans included in the submittal at this point, the Division notes that the newer energy code is now in effect (2021 International Energy Conservation Code), and the Illinois Act requiring EV charging station ready parking. The energy code can change the sizes of walls (additional insulation), and the EV charging stations (conduit, etc.) should be planned out in the site plan stage.

Fire Department:

The Fire Department has the following comments on the petition. Additional comments may be forthcoming during permit review.

1. Verify location of the fire hydrant in relation to the sprinkler connection for building.
2. Verify fire apparatus access to building.

Private Engineering Services:

Private Engineering Services has no comment on the petition. Additional comments may be forthcoming during permit review.

Public Works:

The Department of Public Works has the following comment on the petition. Additional comments may be forthcoming during permit review.

1. The building's sprinkler connection must be within 100 feet of a fire hydrant, but the building is currently proposed approximately 130 feet from the public right-of-way. Therefore, the water service must be revised to comply with the standard specification at <https://www.villageoflombard.org/DocumentCenter/View/1074/Chapter-400-12-Water-Service-With-Hydrant> to place install a privately-owned hydrant closer to the building in an easement, and a valve in a vault just within the right-of-way at the property line.
2. A sanitary service cleanout is required at the property line.
3. Delete the detectable warning panels as they are not required at either side of the driveway.

Planning Services Division:

The Planning Services Division (PSD) notes the following:

1. Surrounding Zoning & Land Use Compatibility

	Zoning District	Land Use
North	R4	Single-family residence
South	R4	Multi-family (Astor Apartments)
East	R2	Single-family residence
West	R2	Single-family residence

The subject property is zoned R4 Limited General Residence District. The subject property is located on Westmore-Meyers Road, a minor arterial roadway. Development along the Westmore-Meyers Road corridor consists of a mixture of single-family residences, two-family dwellings, multi-family developments, and small businesses. The Zoning Map reflects the varied nature of the land uses in the vicinity of the subject property (Figure 1). The property has been zoned R4 since at least 1978 (Figure 2).

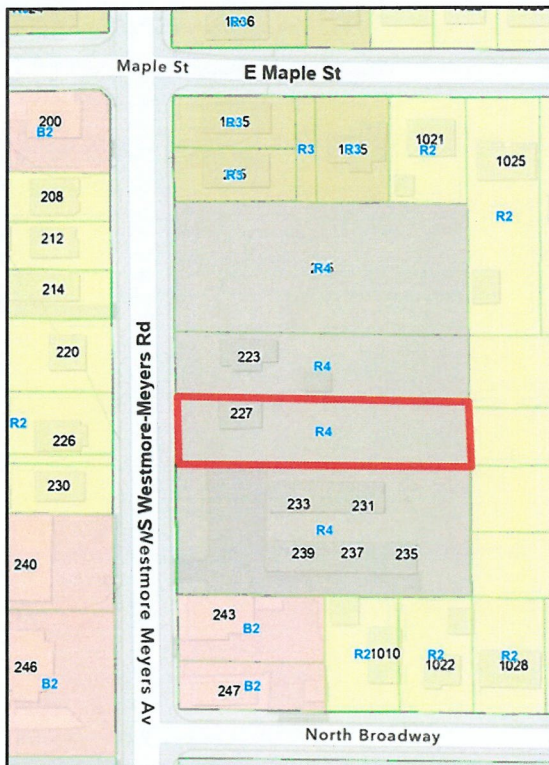


Figure 1. 2024 Zoning Map.

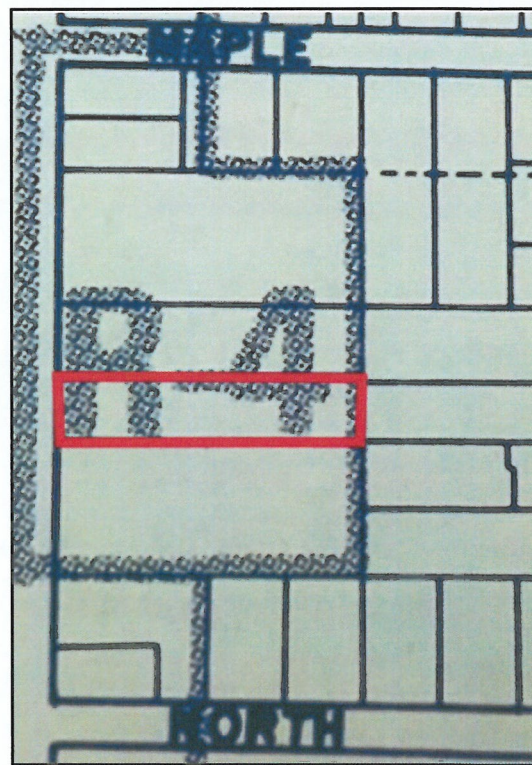


Figure 2. 1978 Zoning Map.

2. Comprehensive Plan Compatibility

The Comprehensive Plan recommends low- to medium-density residential uses on the subject property. A multi-family residential building with a proposed density of 19.35 units per acre is consistent with this designation.

3. *Zoning Compatibility*

The subject property is in the R4 District. Staff notes the following with respect to the petition's consistency with the Lombard Zoning Ordinance:

- The proposed use, a multi-family development, is a permitted use in the R4 District.
- The proposed building is 35' 1 ½" high (measured to the mean level between the eaves and ridge of the roof). Maximum permitted building height in R4 is 36 feet.
- The proposed development will maintain 44.4% of the site area as open space. Minimum required open space for multi-family developments in the R4 District is 40%.
- The submitted site plan shows the building will meet the required front and interior side yard setbacks. A 50-foot rear yard transitional setback is provided for the rear of the building, where the subject property is adjacent to a single-family residence.
- The building will contain seven three-bedroom units and two two-bedroom units, requiring 17 parking spaces. 17 parking spaces are provided in the proposed plan.
- The petitioner has submitted a landscape plan that complies with Village Code.
- The subject property is not a lot of record. The petitioner will be required to plat the lot as a one-lot subdivision via an administrative platting process prior to issuance of a building permit.

4. *Request for variation to allow a density of 19.35 units per acre (9 dwelling units) where the R4 District zoning would permit 15.5 units per acre (7 dwelling units)*

The proposed building contains nine dwelling units, for a density of 19.35 units per acre on the 0.46-acre subject property. Maximum density allowed by right for multifamily development in the R4 District is 15.5 dwelling units per acre. The petitioner requests a variance to allow the proposed density.

The subject property is located on a block of Westmore-Meyers Road that contains several properties zoned R4 and developed with multi-family buildings. 233-235 S. Westmore-Meyers Road, immediately south of the subject property, is developed with 24 dwelling units and a density of 26.9 dwelling units per acre. A 15-unit building is under construction at 215 S. Westmore-Meyers Road. This property was granted a density variance in 2021 to allow construction of 15 units where 14 would have been allowed by right, for a density of 16.1 units per acre (PC 21-11). The density proposed for the subject property is consistent with these developments.

The footprint of the site improvements and the building envelope do not exceed Code allowances in order to accommodate additional dwelling units. The proposed building will meet all the minimum setbacks and maximum building height requirements in R4. Parking and landscape requirements will also be met.

The petitioner submitted detailed responses to the standards for variation from the density requirement. In review of the request and proposed plan, staff notes the representations offered by the petitioner relative to impact of the proposed development relative to the block face and surrounding neighborhood. Key elements within the narrative recognize the built multiple-family densities in close proximity to the development, which include the apartment complex immediately to the south of the subject property and a new apartment development at 215 S. Westmore-Meyers Road, north of the subject property on the same R4 District block face, which also received density relief in 2020. Other properties along Westmore-Meyers Road and in close proximity of the subject property also have higher densities than the underlying zoning district, and the unique development patterns of the historical area do not fit neatly within the zoning and platting conventions.

SITE HISTORY

The property has not appeared before the Planning Commission previously.

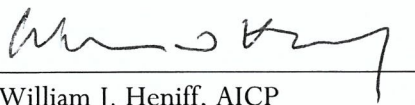
FINDINGS & RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards required by the Zoning Ordinance. 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 requested variation **complies** with the standards required by the Village of Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission accept the findings and recommendations of the Inter-Departmental Report as the findings of the Plan Commission and I recommend to the Corporate Authorities **approval** of PC 25-01, subject to the following conditions:

1. That the petitioner shall develop the site in accordance with plans submitted as part of this request;
2. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
3. The petitioner shall record a one-lot plat of subdivision of the subject property prior to obtaining a building permit for the proposed apartment building; and
4. This approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP
Director of Community Development
c. Petitioner

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EXHIBIT A
PETITIONER'S SUBMITTALS

1. (001R) The Village's form application for zoning relief;
2. (002) Legal description (Word, PDF);
3. (003) Last deed for the property;
4. (004) Authorizations and disclosures from the owner;
5. (005) Parcel aerial photograph/map;
6. (006R) Preliminary engineering (including topographical survey and photometrics) prepared by Ridgeline Consultants, last revised January 13, 2025;
7. (007R) Preliminary Landscape Plan prepared by Gary R. Weber & Associates, last revised January 17, 2025;
8. (008R) Architectural plans and elevations prepared by Ray H.S. Fang, two-bedroom revision;
9. (009R) Planned Development Site Plan (variation approved as a planned development), revised January 21, 2025;
10. (010) Itemization of relief;
11. (011R) Table of Compliance (revised);
12. (012R) Project narrative (revised);
13. (013) Illinois Dept. of Natural Resources Consultation (EcoCAT);
14. (014) Kane-DuPage application for Land Use Opinion; and
15. (015R) Neighborhood meeting invitation and recipient information.

THE GRANARY
227 S. Westmore-Meyers Road
Lombard, DuPage County, Illinois
Permanent Index No. 06-09-114-009

PROJECT NARRATIVE (REVISED, JANUARY 21, 2025)

SHZN Holdings LLC (“Applicant”) respectfully seeks approval of a variation pursuant to Section 155.103(C)(8)(c) from Section 155.409(D)(4) which requires 2,800 square feet of lot area per dwelling unit (15.4 dwelling units per acre), and limits the number of dwellings to seven (7), in order to allow nine (9) three-bedroom dwellings (2,248 square feet per dwelling, 19.35 dwellings per acre).¹ Density variations are reviewed and approved according to the standards for planned development and, as such, Applicant provides a planned development site plan. Applicant seeks approval of an administrative plat of resubdivision, but this is an approval by the Director of Community Development (Sec. 154.203(c)(4)). The request relates to an effort to demolish an existing home constructed in 1915 and replace it with six (6) three-bedroom and three (3) two-bedroom apartments in a form that exists in the block and in the area of 227 South Westmore-Meyers Road, Lombard (the “Property”) which is legally described as follows:

THE SOUTH HALF OF LOT 15 IN “HOME ACRES”, BEING A SUBDIVISION OF THE EAST HALF OF THE NORTHWEST QUARTER OF SECTION 9, TOWNSHIP 39 NORTH, RANGE 11 EAST OF THE THIRD PRINCIPAL MERIDIAN, ACCORDING TO THE PLAT THEREOF RECORDED OCTOBER 31, 1908 AS DOCUMENT 95054, IN DUPAGE COUNTY, ILLINOIS.

ABOUT THE GRANARY

Applicant proposes a nine (9) unit apartment building, called The Granary, in a three-story format that allows for the necessary transitional setback on the east (which abuts an R2 detached single family district) and additional setback on the west. The building will have a narrower appearance from the residential area to the east and from Westmore-Meyers Road while maintaining interior side setbacks. Applicant proposes seventeen (17) parking spaces with the option for an additional accessible parking space if tenancies call for it. The Granary will improve stormwater conditions in the relatively flat area by capturing and better conveying stormwater at all points west of the east elevation, leaving roughly one-sixth of the current drainage area in its natural state. Lighting on the Property will be reasonable and meet all Village standards.

The density variation avoids hardship and impracticability by allowing Applicant to construct a building with uniform elevations while improving setbacks (an effort realized in a new development to the north and carried forward in decades of planning at other locations). Additionally, the density variation will avoid wasting an opportunity to create dwellings in a market that demands additional housing opportunity and doing so in an area planned for

¹ As noted below, there is no indication of a statutory dedication of the east 33 feet of Westmore-Meyers Road. Since this application involves a variation and administrative subdivision for a major development, Applicant uses seven (7) units as the as-of-right density even through eight (8) units would be permitted.

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multiple-family use. The Village has previously allowed density relief for apartments when one or two additional units are available within a reasonable plan for redevelopment. The Project satisfies the standards for variation while also meeting the site design standards for planned development which compel better design.

THE SUBJECT PROPERTY

Once administratively resubdivided, the Subject Property will comprise 0.465 acres (20,235 square feet) situated in the Village's R4 Limited General Residential zoning district that spans the larger part of the east Westmore-Meyers Road frontage between Maple Street and North Broadway. There are no alleys adjacent to the Property. The Property hosts a vacant, 109-year-old residential structure in a state that requires demolition as well as detached accessory shed. Over the years, rear yard accessory uses have included storage (including boat storage) and an area for gardening in the southeast corner.

When platted in 1908, lots on the west half of the block containing the Property were the same depth as the lots on the east half of the block. The lots on each half of the block were measured to centerlines of streets with different half-street widths (33' on First Street (now Westmore-Meyers Road) and 25' on Second Avenue). The Property is also subject to enhanced rear setback regulation (30' for single-family use and 50' for multiple-family use, Section 155.409(I)) compared to the 25' R2 rear setback. Coupled with the application of present-day landscape and open space requirements, the Property has physical and regulatory constraints that push the building to three stories in order for development to be economically feasible. (This should not be surprising in the vicinity since the Village considered a similar density analysis less than 100 feet to the north in 2021.)

As platted in 1908, the lot areas of each lot were inclusive of 33 feet within the First Avenue right-of-way. Since 1908, deeds have conveyed the land with reference to the south half of Lot 15 in Home Acres, which was a 1.031-acre tract with a width of 135 feet and a depth of 332.44 feet measured to the centerline of First Avenue (now Westmore-Meyers Road). Under the definitions in the Zoning Ordinance, the lot area is 0.515 acres, or 22,439.7 SF. Due to the anticipated administrative resubdivision, Applicant plans from within the lines established by the east line of Westmore-Meyers and a lot area of 0.465 acres or 20,235 square feet.

The 67.5-foot width of the Property can support an apartment building while meeting setbacks. Like other lots on the west half of the block surrounded by Maple Street (north), Second Avenue (east), North Broadway (south) and Westmore-Meyers Road (west), the 299.44-foot depth is eight (8) feet less than the depth of lots along the west side of Second Avenue. Topographic conditions on the Property are relatively flat, with a peak elevation of 713 at the existing building line and an overland stormwater flow to the east and southeast towards an area previously occupied by a garden. Stormwater from the improved area of the Property flows towards Westmore-Meyers Road or in a southerly direction. Generally, all but the west quarter of the Property drains towards the east and southeast.

The Property enjoys full access to Westmore-Meyers Road. With gaps that develop in traffic, sufficient opportunity exists for backing movements from or into the right-of-way. The adjacent or nearby multifamily driveways are situated at their respective furthest points from the Property (over 100 feet to the neighboring south driveway and over 170 feet to the driveway serving 215 S. Westmore-Meyers Road).

The Property is not likely to develop as a single-family use inasmuch as it is surrounded by multiple family use or commercial use. Views from the Property are to apartments to the south, Royal Liquors, Conklin Insurance, 7-11, and Westmore Supply to the southwest. The existing apartment uses adjacent to the Property and two lots north of the Property dominate views from the side and rear yards of the Property.

As intended, Westmore Woods, Lombard Commons, the Main Stem of the Illinois Prairie Path, and the Great Western Trail provide recreational amenities to residents in the area. These public recreational areas are an excellent draw to an area that is in and near corridors for commercial use.

HISTORICAL DEVELOPMENT, CURRENT ZONING AND TREND OF DEVELOPMENT

The Chicago, Elgin and Aurora Railroad (1902-1957) used to have a Westmore-Meyers Road stop, roughly 300 feet south of the Property. Home Acres developed between 1908 and 1913 and its growth led to annexation into Lombard in 1926. One hundred years after the initial development of the area, Westmore-Meyers Road remains a meaningful corridor.

The immediate area has a longstanding history of mixed zoning and land use that has always involved commercial and various residential uses. Since the early 1900's, the area has been planned for residential densities that increased along the railroad and along Westmore-Meyers Road and reduced densities or detached single-family residential use as one moved further from either the train line (now the Main Stem of the Illinois Prairie Path) or from Westmore-Meyers Road.

The Property is part of a roughly 3.2-acre R4 zoning district. To the north of the R4 district, the Village has classified land along each side of Westmore-Meyers Road as R3 extending from 205 S. Westmore Meyers Road to a point just south of Kenilworth Avenue. East of the instant R4 district and the noted R3 district, lies territory classified R2. The south lots in the instant block contain three R2 nonconforming uses (apartments or attached single-family (duplexes) situated at 1010, 1028, and 1032 or 1034² E. North Broadway). Otherwise, the east half of the instant block is zoned for and hosts single-family detached homes. The southwest

² Occasionally, there is a disparity between addresses provided within the Lombard GIS system and the DuPage County GIS system. 1040 and 1046 E. North Broadway host single family detached homes in the R2 district.

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corner of the block is zoned B2-General Neighborhood Shopping, and this district generally extends along Westmore-Meyers Road between 240 S. Westmore-Meyers and Division Street, with a westerly extension for Westmore Supply—a two-acre use that has substantial outdoor activity and storage. Although there is a residence on the southwest corner of the block, the residential property is under ownership related to the Royal Liquors property (a manager of the LLC owner of 243 S. Westmore-Meyers Road owns 247 S. Westmore-Meyers Road), and the south lot (247 S.) provides parking and access for Royal Liquors (247 S.).

Other than the apartment project at 215 S. Westmore-Meyers Road, there has been no recent development along the frontage shared by the Property. In 2021, the Village approved a use variation to allow the development of a three-story apartment building with excess density (one additional unit) when denial of the relief would have caused out-of-market apartment design or an offset in the building height. Historic apartment or rental use has prevailed at the northwest corner of the block and at 233-35 S. Westmore-Meyers Road. All sites noted in this paragraph feature densities in excess of that allowed by the relevant R4 or the R3 zoning classifications (the northwest corner is zoned R3).

The opposing block face contains a mix of commercial and residential land use. In addition to Marberry Cleaners (at Maple Street), Conklin Insurance, 7-11 and Westmore Supply, there is the east end of an R2 district with a mix of single family and multiple family use. 208 and 212 S. Westmore-Meyers host single-family homes constructed in 2008, but the apartment use south of these homes (and north of four single-family homes) is R2 nonconforming. One of the four homes south of the apartments was the subject of a Comprehensive Plan amendment (Ord. No. 5499). The form of operations and structures (including silo storage) at Westmore Supply has existed since before the 1950's. The trend of development and use in the opposing block face has remained the same since the 1970's.

South of the Main Stem of the Illinois Prairie Path, within the B2 district, there exist several commercial uses that continue the service and retail character of the neighborhood business district: TMD Plumbing, Sewer and Water; Triple D Automotive; a multitenant building with a professional development office (Poised for Success and Flint Architects; a multitenant building with a bakery, salons and second-floor apartments; a multitenant building with a wellness center and Intercounty Plumbing; a multitenant commercial building with salons and office space; and an automotive service business (south of a single-family structure).

The Village has zoned the area surrounding the B2 neighborhood business district to allow for a transition from more intense use to detached single-family use. On the north, east and south sides of the B2 district, there are R5 and R4 districts that contain apartment developments before fully transitioning to R2 zoning. The transition is more direct on the west side of Westmore-Meyers Road north of Westmore Supply. On the west side of the business district north of Division Street, the Village has planned for varying residential densities ranging from R2 use to R5 use. Division Street is zoned R5, R4 and R2 (with a handful of R2 nonconforming use apartments at 818 E. Division and attached or duplex housing further west). South Broadway

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and North Broadway west of the business district and extending to Edgewood Avenue are substantially zoned within the R5, R4 and R3 districts. The south end of the R2 territory along Highland Avenue at North Broadway features one single family home, a large ComEd substation and a three-unit apartment building (R2 nonconforming).

Applicant provides a multi-page table evaluating densities in the area R5, R4 and R3 districts as well as at various other R4 locations in the Village.³ It is impossible to plan densities for all neighborhoods and blocks or to plan densities for all individual lots, so the Village plans its best benchmark in the various zoning districts allowing for uses other than single-family detached homes while allowing for adjustments to density on a project-by-project basis based on the circumstances and the specifics of the proposed plans. The most recent 15-unit project north of the Property received R4 density relief to allow a uniform design that met market demand at a density of 16.2 DU/AC (15.5 DU/AC allowed but varied to allow an additional unit). Astor Apartments (1959) is zoned R4 and offers 25 units at a density of 26.9 DU/AC. Five other non-detached residential land uses exist in the block, and four of them have densities greater than allowed in the relevant R3 or R2 district.

This is not uncommon for blocks in an area that contained a train stop for 50 years and now contains a business district. Between 1955 and 1970, 39 lots were developed with densities that exceed that which is allowed by the relevant zoning regulations. Since 1970, 500 E. St. Charles (2006), 331 W. St. Charles (1980), 349 W. St. Charles (1977) and 325-35 N. Columbine (1973) developed with densities greater than the R4 regulations allow. Notably, developments that are not situated on County highway arterials or which are subdivision developments, such as on Kufirin Way, along East Hickory or in the vicinity of Cimarron and Buckingham, do not have the same issue (as in the instant case or in these post-1970 developments) where lots have boundaries that were substantially predetermined. Westmore Apartments (1968) offer roughly 130 units on 11.48 acres planned for multiple buildings at a density that would exceed the R4 allowance if interior roads were excluded from lot area.

Perhaps the most telling aspect of the analysis of the location of R2 districts in relation to R4 developments or R4 developments with excess densities, is the appearance of the neighborhoods surrounding or near these developments. With only a few exceptions, conforming and nonconforming uses in the adjacent or nearby R2 districts are well-maintained and situated in areas that are still seeing demand for remodeling or new construction. Neither the R4 uses nor the R4 uses with excess density impose a disincentive on property maintenance or on the construction of new homes adjacent to these uses.

³ The Village allows varying R5 densities based on type of construction and floor plans. The table notes the R4 or R3 regulatory density, but a full calculation of R5 densities was based on visual estimates of the unit types.

STANDARDS FOR VARIATION

Applicant seeks an increase in allowable density to allow two (2) additional apartments. Review of the density increase under a variation request, but with details associated with a planned development, assures the Village that the increase in density properly considers all planning and design factors and that the development will truly fit well within the block. Section 155.103(C)(8)(c) requires that a density variation be authorized in conjunction with a planned development. As a result, the planned development standards (and conditional use standards) are addressed below the discussion of the standards for variation to the extent that these standards have not already been addressed. Section 155.103(C)(7) provides standards for variation. The standards appear in bold below, with the normal text response following each standard.

Section 155.103(C) Standards

Because of the particular physical surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner will result, as distinguished from a mere inconvenience if the strict letter of the regulations were to be applied. In this instance, the dimensions of the Property impact development of a reasonable and properly planned apartment building. The transition setback regulation in Section 155.409(I) joins with the yard and perimeter parking regulations to force an R4 apartment developer to construct a three-story building on the Property. Doing so with excessively large units on one floor imposes a hardship in design of the project and a prospective hardship in leasing. The option of designing a building with two roofs and two levels of upper floor use is also hardship from a design and financial perspective. The highest and best use of the Property calls for a three-story building. Eight units are permitted in recognition of the area of the Property under the 1908 plat, but the same hardships noted above apply even if the Village excludes the 33' half street within the Property because seven units would be allowed and three floors would still be required.

The conditions upon which an application for a variation is based are unique to the property for which the variation is sought, and are not generally applicable to other property within the same zoning classification. As shown in the table of R4 densities, although the need and justification for additional units are apparent within the block, there are alleys dividing the majority of R4 lots and uses from R2 lots along North Broadway and along South Broadway as well as Division Street. As such, the density pressure on R4 development is not generally applicable throughout the R4 districts even though this project happens to arise in a block without alleys that avoid the application of Section 155.409(I) which relies on adjacency of zoning lots.

The purpose of the variation is not based primarily upon a desire to increase financial gain. As noted above, the primary basis for the variation lies in design hardship and the plain impracticability of constructing an effective nine-unit building and having only seven or eight units. Further, with housing opportunity being foremost in national, regional and local agendas, Applicant proposes the additional unit (1908 platting) or units (using the edge of right-of-way) in

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order to avoid wasted opportunity. Although these units do lead to benefits that are financial, the primary basis of the variation is not financial.

The alleged difficulty or hardship is caused by this ordinance and has not been created by any person presently having an interest in the property. The 1908 platting of the Property and its disposition by deed for decades were not the Applicant's doing. Additionally, neither Applicant nor its predecessors requested the 15.5 DU/AC density limit. With this in mind, situated in a block face where two lots offer 40 apartment units and the last remaining true single family detached residence is 113 years old, the Property's future as a site for multiple-family use is clear. Debate over the substance of the subdivision and zoning regulation of a lot created in 1908 is unnecessary, and the desire to pursue a reasonable permitted use does not work against Applicant.

The granting of the variation will not be detrimental to the public welfare or injurious to other property or improvements in the neighborhood in which the property is located. In this area of Lombard, single-family homes adjacent to three-story R4 uses is a longstanding circumstance. The homes on the east side of the instant block are well-maintained and attractive. The issue boils down to whether the Applicant can provide one or two additional units on a third floor that, as of right, would have one or two third floor units anyway. The height and massing of the building is no different with the density variation than without the variation. Drivers will continue to rely on primary streets (Westmore-Meyers Road (minor arterial), St. Charles Road (minor arterial), Maple Street (a collector), Washington Street (functional alternative connection to Route 83 that developed during recent improvements on St. Charles Road) as they have for decades, and there is no reason to anticipate cut-through traffic or other deleterious impact on traffic movements. Westmore-Meyers Road is a minor arterial, and direct use of the arterial is an indication that less direct routes will be preferred. Lombard Park District facilities in the area are sufficient for recreation, and the regional trails offer convenient additional recreational amenity. With the addition of two units, the economic impact is minimal, but not unimportant, since the neighborhood business district relies on residents and their guests to purchase retail goods and services.

The granting of the variation will not alter the essential character of the neighborhood. The variation is consistent with more than 100 years of planning in the area. Since the early 1900's, the area was planned around a train stop and smaller business district. As time and development progressed, density and intensity of use increased along Westmore-Meyers Road and along the railroad before transitioning to more distant R2 zoning. Within the block face at issue, The Granary will essentially be bookended by projects that have densities greater than permitted as of right. The basis for the density variation in this instance is very similar to the uniformity rationale at 315 S. Westmore-Meyers Road. In this instance, views to the building from the R2 single-family uses to the east will be to the narrow elevation of the building (which would be similar even without the density variation).

The proposed variation will not impair an adequate supply of light and air to adjacent property or substantially increase the congestion of the public streets, or increase the danger of fire, or impair natural drainage or create drainage problems on adjacent properties, or endanger the public safety, or substantially diminish or impair property values within the neighborhood. The density variation has no impact other than affecting the interior floor planning—primarily on the third floor, which would be constructed for one or two units as of right. The variation does not impact the project’s ability to meet and exceed setback requirements, provide required parking, plan for required landscaping, or manage stormwater.

Finally, under Section 155.103(C)(8)(c), The Granary merits approval under the standards for planned development for the reasons addressed below.

Section 155.508 Standards

Section 155.103(C)(8)(c) requires that a plan involving a density variation achieve benefits evaluated under the planned development standards in Section 155.508 as well as under the conditional use standards in Section 155.103(F)(8). The minimum lot size for planned developments under Section 155.509 does not apply since Applicant seeks a *variation* and the mechanism for approving the *variation* provides that the project should be designed as a planned development is designed. Nevertheless, the gross lot area of the existing lot of record approaches the minimum planned development area.⁴⁴ Essentially, the Village allows for density variations as the constitutional relief valve but requires that such *variations* meet a higher planning standard when approved. Indicative of this intent are Section 155.508(B) and Section 155.508(C) which provide for planned development use *exceptions* and planned development *deviations* from area, bulk and other requirements. In this instance Applicant seeks a variation—not an exception or a deviation.

Except as modified by and approved in the final development plan, the proposed development complies with the R4 regulations. The Granary meets or exceeds the requirements of the R4 district. The sole variation is for the additional one or two dwelling units to allow nine dwellings.

Community sanitary sewage and potable water facilities connected to a central system are provided.

The dominant use in the proposed planned development is consistent with the recommendations of the comprehensive plan of the village for the area containing the subject site. The Village includes the Westmore-Meyers Plan (2014) as part of its comprehensive plan. The Westmore-Meyers Plan does not include the Property and applies most specifically to the business district south of the Property, but it is important to note that residential densities are critical to the success of small and large business districts. The Westmore-Meyers Plan

⁴⁴ 22,454.5 SF as platted in 1908, 20,235 as planned excluding any part of the right-of-way.

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recognizes this by reflecting the continuation of low-medium densities along the boundaries of the business district as well as on the Westmore Supply site.

The Comprehensive Plan Map also reflects the Property and other perimeter properties as intended low-medium density. The Map should not require amendment in this instance since the R4 classification designations include low-medium density (Property and many others), medium-density (405-423 S. Westmore Meyers, Hickory R4 PD, Columbine), and high-density residential developments (Westmore Apartments). Indicative of the intent that the R4 serve the goals of three density levels is the circumstance that the block already reflects medium-density residential land use (11-20 dwelling units per acre) and The Granary will be in the medium density range as are its neighbors to the north and south. It will also be significantly below the high-density range reflected elsewhere.

The Granary meets the Comprehensive Plan goals and objectives at 14-16 (assisting in the creation of a sense of place along the Westmore-Meyers business district planning area and bringing residents that are supportive of the district, improving compatibility along Westmore-Meyers Road, and modernizing the block and neighborhood, adding to the Village's diversity of housing and allowing infill development consistent with its surroundings), 16 (and 29, filtering density between the business district and R2 development), 21 (and 28, strengthening the economic base by allowing reasonable density and new residential units that patronize Lombard businesses), 23 (continuing the practice of transitional zoning along and from Westmore-Meyers Road at a location where the transition to low-medium density occurs at the north line of 315 S. Westmore-Meyers Road or at the rear lot line of the Property), 26 (allowing medium-density on the Property which is within or along commercial and business areas), 41-42 (aligning the full Westmore-Meyers Road right of way as necessary during an administrative resubdivision), 50-51 (promoting use of the Main Stem, Great Western Trail, Westmore Woods path and the Third Avenue Connector), 54 (promoting residential along public transportation routes), 68 (detailed attention to development in Area 7 even though not low-medium density in character), and 72 (providing for residential use in a historically residential area).

The Comprehensive Plan is not a fixed document that operates as an ordinance, but it is rather subject to the day-to-day operations of staff and trends of development. With the latter, interpretations of the plan regularly occur through the approval of projects and, indeed, the Zoning Ordinance itself which provides as follows in Section 155.409(A):

Purpose statement. The R4 Limited General Residence District is intended to provide areas which are to be occupied substantially by medium density, multi-family dwellings.

Because the higher maximum density allowed in the R4 District could exercise a substantial effect upon village services and generate considerable traffic, areas within this district have been designated "areas of critical concern". All development proposed within this District shall, therefore, be subject to the site plan review provisions specified by subsection 155.103(I) of this Chapter.

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The proposed land use falls squarely within the intent of the Comprehensive Plan as determined in the Zoning Ordinance and within the various entitlements and protections of lawful nonconforming uses in the R4 district at issue.

The Granary is in the public interest and is consistent with the purposes of this zoning ordinance. As noted in the immediately preceding portion of this narrative, the provision of a range of housing, including multiple family housing, is a foundation of Village planning. The variation will support the objective of providing meaningful housing opportunity that is consistent with Section 155.103(I) and with the existing (new and old) development north and south of the Property.

The streets have been designed to avoid: (a) Inconvenient or unsafe access to the planned development; and (b) Traffic congestion in the streets which adjoin the planned development. There are no new streets, but The Granary's driveway planning fits within the existing driveways in an area where stop signs and traffic volume offer ample gaps allowing turn movements. Each of the existing multiple-family driveways in the block are more than 100 feet from the Property. Lastly, the administrative resubdivision will dedicate the east 33 feet of Westmore-Meyers Road.

The Granary will not place an excessive burden on public parks, recreation areas, schools, and other public facilities. The additional one or two units at The Granary will result in limited additional demand on the two Village-level of service parks in the area and the regional Prairie Path. To the extent that density leads to additional use of the Helen Plum Library or indoor programs of parks or schools, the additional demand from the one or two units will be nominal. Lombard has an excellent collection of public and private schools available to its residents, and these should not suffer any burden from the additional density.

Since The Granary is a permitted use, there are no use exceptions. The Granary involves a single variation and it is not a planned development with a deviations. Still, the project attains the objectives for deviations noted in Section 155.508(C). The density allowance is in the public interest because additional units are particularly valuable when there is no impact on mass, height or site design. As noted above, there is no impact on value or use of any other property that arises from the additional density. The density variation promotes development beneficial to the residents (neighbors, uniformity in expectancy) as well as those of the surrounding properties (housing alternatives for family as well as increased population near the B2 neighborhood district). The additional density is well below 140% of the allowable density. As noted above, the building is situated to allow for consistent and additional setbacks while also planning for a narrow elevation closest to the R2 district and for a significant improvement to storm drainage. The front, side and rear yard setbacks are all compliant and Applicant plans properly for the east transitional yard and transitional landscape yard.

Section 155.103(F)(8) Standards

The establishment, maintenance, or operation of The Granary will not be detrimental to, or endanger the public health, safety, morals, comfort, or general welfare. Applicant has addressed this standard above. The Granary meets or exceeds all zoning requirements other than the density.

The Granary will not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood in which it is to be located. The west half of the block has been planned for medium-density multiple-family use and, over the 60-70 years that current uses have existed, the east half continues to thrive as a well-maintained R2 detached single-family area. The additional density will not impact the R2 properties because the view to the building will be the same with or without the requested density. This density is also supportive of the B2 neighborhood business district.

The Granary will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district. All lots within the R4 district and its abutting R2 district are developed for permitted uses or lawful nonconforming uses. The lot immediately north of the Property remains capable of development as a residential lot and it could possibly be developed for a similar use. The most significant factor in this regard is the plan to centralize the driveway to allow sufficient spacing between the driveways. No aspect of the proposed density impacts uses in the R4 district or abutting districts (B2, R3, R2)

Adequate public utilities, access roads, drainage and/or necessary facilities have been or will be provided. Applicant will improve stormwater and drainage conditions by routing stormwater to Westmore-Meyers Road for all but the east 17% of the Property (the east 50 feet). The Property and block have long been served by adequate roads, utilities and other facilities.

As noted above, adequate measures have been and will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets. Applicant provides required parking, maintains flexibility to add and deduct an accessible parking space, and centralizes its driveway.

The Granary is not contrary to the objectives of the current comprehensive plan for the Village of Lombard. Please see the discussion above.

The Granary conforms to the applicable regulations of the R4 district. As noted above and in the table of compliance, The Granary meets or exceeds the Village's zoning requirements with the sole variation relating to density.

SITE PLAN REVIEW STANDARDS

Section 155.103(I)(5) provides standards for site plan review that appear in bold below, with the normal text response following each standard. Although the Director of Community Development works with the Inter-Departmental Review Committee, the merits of the site plan are worth addressing briefly in this narrative.

The Granary conforms to the provisions of the Zoning Ordinance in all site planning respects. The density variation does not impact site planning because there will be a third floor in all events and the footprint would likely remain substantially similar to the proposed site plan.

The Granary is compatible with the surrounding area. Please note the several points above supporting this determination.

The Granary involves an administrative subdivision. The driveway planning is consistent with the intent behind lot design and streets design. Additionally, the plat will statutorily dedicate the 33-foot half street that appears to be the subject of a 1908 common law dedication.

The Granary conforms to customary engineering standards used in the village. For zoning purposes, there is nothing in the preliminary engineering or in other plans for The Granary that indicates that the project cannot be carried out in accord with the Village's standards or customary engineering practices.

The Granary properly locates its driveway. The driveway is distant from existing multiple-family driveways and it will be at the center of the Property in order to respect the turns related to its northerly neighbor.

The Granary is well-placed within the lot lines and allows the required transitional yard. The building has a deeper placement across a landscaped west parking area. These factors preserve existing off-site views and create desirable on-site views. The Granary will improve natural resources and amenities available on the site by redirecting stormwater and reserving the east one-sixth of the Property for open space. This will not only minimize any adverse flood impact, but it will also reduce flow to the southeast. The inclusion of multiple-family homes in the area has had a tremendous social and environmental impact, with current residents reflecting a diversity of people that care about their neighborhood, maintain their properties well, and add to their and the Village's community fabric. Adequate utilities are available to the site.

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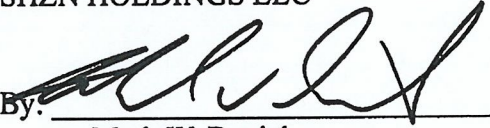
CONCLUSION

SHZN Holdings LLC thanks you for your attention to this application and it respectfully requests that you recommend and approve a variation under Section 155.103(C)(8)(c) authorizing the development of the proposed nine-unit apartment building according to the site plan provided.

Dated: January 21, 2025

Respectfully submitted,

SHZN HOLDINGS LLC

By: 

Mark W. Daniel
DANIEL LAW OFFICE, P.C.
17W733 Butterfield Road, Suite F
Oakbrook Terrace, Illinois 60181
(630) 833-3311
Fax: (630) 833-3511
mark@thedaniellawoffice.com

THE GRANARY
227 S. WESTMORE-MEYERS ROAD, LOMBARD, ILLINOIS

DENSITY ANALYSIS

Excludes single-family detached residences.

Chi-Elg-Aur RR operated 1902-1957.

SUBJECT BLOCK INCLUDES B2 (SW), R4 (W), R3 (NW) AND R2 (E)

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
1005 E. Maple	114-001	R3	0.31	4	12.72	11.60	1955	Comb. with 205 S. W-M less -003. AC incl. CL dedic.
205 S. West.-Mey.	114-002	R3	0.36	4	10.98	11.60	1955	Comb. with 1005 E Maple and -003. AC incl. CL dedic.
215 S. West.-Mey.	114-034	R4	0.93	15	16.15	15.50	2024	PC21-11, allowed leveling of units (+1). R2021-073326
223 S. West.-Mey.	114-035	R4	0.46	1	2.15	15.50	1911	Vacant, will be acquired in disrepair.
227 S. West.-Mey.	114-009	R4	0.46	9	19.37	15.50	2025	Subject. Vacant, acquired in disrepair, 1915 constr.
233-35 S. West.-M.	114-010	R4	0.93	25	26.92	15.50	1959	
1010 E. No. Broad.	114-013	R2	0.20	3	14.66		1973	R2 nonconforming
1028 E. No. Broad.	114-026	R2	0.20	2	9.76		1958	R2 nonconforming
1032 E. No. Broad.	114-027	R2	0.20	2	9.76		1963	R1962-042240, R2 nonconforming

NORTH BLOCK INCLUDES R3 (W), R2 (E)

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
143 S. West.-Mey.	109-021	R3	0.33	4	12.00	11.60	1955	Comb. with 1006 E Maple, incl. CL dedication
1006 E Maple	109-022	R3					1955	
137-39 S. West.-M.	109-039	R3	0.46	2	4.32	11.60	1975	
133 S. West.-Mey.	109-038	R3	0.46	2	4.32	11.60	1975	
127 S. West.-Mey.	109-008	R3	0.30	2	6.69	11.60	1957	

NORTHWEST BLOCK INCLUDES R3 (E), CR (MOST), R2 (S, W)

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
136 S. West.-Mey.	104-136	R3	0.26	2	7.69	11.60	1955	
142 S. West.-Mey.	104-137	R3	0.21	2	9.52	11.60	1955	
924 E. Maple	104-072	R3	0.22	2	9.11	11.60	1953	

WEST BLOCK INCLUDES B2, R2

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
214 S. West.-Mey.	113-038	R2	0.37	4	10.89		1957	R2 nonconforming, N neighbors, 2008 1xFAM
231 S. Highland	113-054+	R2	0.25	2	8.13		1955	R2 nonconforming, E neighbors, 1960's 1xFAM
227 S. Highland	113-064+	R2	0.48	2	4.13		1955	R2 nonconforming, E neighbors, 1960's 1xFAM
223 S. Highland	113-005	R2	0.17	2	11.76		1955	R2 nonconforming, E neighbors, 1960's 1xFAM
219 S. Highland	113-004	R2	0.17	2	11.76		1955	R2 nonconforming, E neighbors, 1960's 1xFAM

SOUTH BLOCK EXTENDED INCLUDES B2, R4, R2

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
1024-36 E. Division	304-044	R5	1.47	28	19.05	20.70	1966	Two stories, assume 2BR based on views
1012-20 E. Division	304-043+	R5	1.32	24	18.19	20.70	1965	Three stories
1005 E. Division	309-064	R4	1.20	14	11.67	15.50	2019	Arboretum West (indep. Living)
337-47 S. West.-M.	309-058+	R3	0.72	6	8.31	11.60	1927, 2001	Apartments (N lot), townhomes
411 S. West.-Mey.	310-002	R4	0.22	4	18.20	15.50	1961	Apartments
419 S. West.-Mey.	310-004	R4	0.22	6	27.21	15.50	1970	Apartments
423 S. West.-Mey.	310-005	R4	0.22	4	18.14	15.50	1960	Apartments, remodeled recently

NORTH BROADWAY (WEST OF HIGHLAND TO WEDGEWOOD) INCLUDES R5, R4

ADDRESS	PIN 06-08	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
744 E. No. Broadw.	217-014	R5	0.14	6	43.56	20.70	1961	Three story
740 E. No. Broadw.	217-013	R5	0.14	6	43.56	20.70	1961	Three story
239-41 S. Chase	217-012	R5	0.16	4	25.47	20.70	1961	Three story
242-44 S. Chase	216-022	R5	0.15	6	40.00	20.70	1962	Three story
722 E. No. Broadw.	216-021	R5	0.24	6	25.00	20.70	1964	Three story
712 E. No. Broadw.	216-020	R5	0.23	6	26.09	20.70	1964	Three story
708 E. No. Broadw.	216-024	R5	0.22	4	18.18	20.70	1965	Two story
241 S. Lodge	216-023	R5	0.12	4	33.33	20.70	1965	Two story
644 E. No. Broadw.	215-022	R5	0.34	20	58.82	20.70	1960	Two story
632 E. No. Broadw.	215-021	R5	0.36	20	55.56	20.70	1960	Two story
238-44 S. Lewis No. E	214-034+	R4	0.20	4	19.66	15.50	1957	Townhouses
632 E. No. Broadw.	214-030+	R4	0.20	4	19.64	15.50	1957	Townhouses
632 E. No. Broadw.	214-026+	R4	0.20	4	19.64	15.50	1957	Townhouses

237-43 S. Lewis 214-022+ R4 0.20 4 19.64 15.50 1957 Townhouses

NORTH BROADWAY (WEST OF HIGHLAND TO WEDGEWOOD) INCLUDES R5, R4, R2

ADDRESS	PIN 06-08	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
601 E. So. Broadw.	403-001	R4	0.13	3	23.08	15.50	1955	Single story
605-19 E. So. Brdw.	403-002	R4	0.57	8	14.04	15.50	1953	Single story
623 E. So. Broadw.	403-003	R4	0.13	3	23.08	15.50	1955	Single story
305 S. Lewis	404-001	R4	0.18	4	22.22	15.50	1965	Two story
635 E. So. Broadw.	404-002	R4	0.20	3	15.00	15.50	1964	Two story
647 E. So. Broadw.	404-025	R4	0.26	4	15.38	15.50	1962	Two story
302 S. Lodge	404-056	R4	0.29	4	13.79	15.50	2022	Townhomes
312 S. Lodge	404-055	R4	0.22	2	9.29	15.50	1976	Duplex
311 S. Lodge	405-011	R5	0.22	7	31.82	24.20	1959	Apartments, recently remodeled
305 S. Lodge	405-001	R5	0.23	4	17.39	24.20	1959	Apartments, recently remodeled
713-15 E. So. Brdw.	405-005	R5	0.15	3	20.00	24.20	1961	Apartments
717 E. So. Broadw.	405-006	R5	0.14	3	21.43	24.20	1968	Apartments
721 E. So. Broadw.	405-007	R5	0.14	3	21.43	24.20	1959	Apartments
304 S. Chase	405-008	R5	0.22	4	18.18	24.20	1959	Apartments
716 E. Division	405-009	R2	0.20	4	20.00	24.20	1962	Apartments, nonconforming
720-24 E. Division	405-010	R2	0.19	2	10.53	24.20	1960	Duplex, nonconforming
739-43 E. So. Brdw.	406-001	R5	0.44	9	20.45	20.70	1962	Three story
736 E. Division	406-002	R4	0.28	4	14.29	15.50	1957	Two story

SOUTH BROADWAY (WEST OF HIGHLAND TO WEDGEWOOD) INCLUDES R3, R2

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
749 E. So. Broadw.	301-028	R3	0.13	2	15.38	11.60	1958	Duplex
753 E. So. Broadw.	301-029	R3	0.13	2	15.38	11.60	1958	Duplex
757 E. So. Broadw.	301-030+	R3	0.13	2	15.38	11.60	1958	Duplex
761 E. So. Broadw.	301-032	R3	0.13	2	15.38	11.60	1958	Duplex
765 E. So. Broadw.	301-033	R3	0.21	2	9.52	11.60	1958	Duplex
318 S. Highland	301-027	R2	0.22	2	9.09		1975	R2 nonconforming duplex

SOUTH BROADWAY (EAST OF HIGHLAND TO WESTMORE-MEYERS) INCLUDES R3, R2

ADDRESS	PIN 06-09	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
803 E. So. Broadw.	302-066	R3	0.15	2	13.33	11.60	1958	
807 E. So. Broadw.	302-067+	R3	0.14	2	14.29	11.60	1958	
811 E. So. Broadw.	302-069	R3	0.14	2	14.29	11.60	1958	
815 E. So. Broadw.	302-070+	R3	0.14	2	14.29	11.60	1958	
819 E. So. Broadw.	302-072	R3	0.14	2	14.29	11.60	1958	
823 E. So. Broadw.	302-073+	R3	0.14	2	14.29	11.60	1958	
827 E. So. Broadw.	302-075	R3	0.14	2	14.29	11.60	1958	
831 E. So. Broadw.	302-076	R3	0.14	2	14.29	11.60	1958	
835 E. So. Broadw.	302-077	R3	0.14	2	14.29	11.60	1958	
901 E. So. Broadw.	302-078	R3	0.14	2	14.29	11.60	1958	
905 E. So. Broadw.	302-079	R3	0.12	2	16.67	11.60	1958	
909 E. So. Broadw.	302-080	R3	0.12	2	16.67	11.60	1958	
917 E. So. Broadw.	303-024	R3	0.13	2	15.38	11.60	1958	
921 E. So. Broadw.	303-025	R3	0.13	2	15.38	11.60	1958	
925 E. So. Broadw.	303-026	R3	0.16	2	12.50	11.60	1958	

OTHERS

ADDRESS	PIN	ZON	AC	UNITS	DENS	Z DENS	YEAR	NOTES
400 E. St. Charles	605426010	R4	1.14				Vacant	Planned development
500 E. St. Charles	605429039	R4	1.02	46	45.10	15.50	2006	Planned development
23-31 E. Hickory	608324015+	R4	2.89	32	11.09	15.50	1986	Planned development
367-69 W. St. Chrl.	607208024+	R4	0.96	12	12.50	15.50	1957	Verification needed
349 W. St. Charles	607208006	R4	0.25	6	24.00	15.50	1977	Verification needed
331 W. St. Charles	607208010	R4	0.18	3	16.67	15.50	1980	
442-44 Crescent	607105054	R4	1.15	12	10.43	15.50	1968	Verification needed
428 Crescent	607105065	R4	0.53	8	15.09	15.50	1970	Verification needed
Westmore Apts.	616313018	R4	11.48	130	11.32	15.50	1968	Area includes private streets
Kufrin Way	616319999+	R3	2.93	29	9.90	15.50	2002	Planned development
Cimarron	501205006+	R4	9.47	77	8.13	15.50	1994	
Buckingham Ct.	501207004+	R4	5.51	59	10.71	15.50	2011-13	Planned development
325-35 N. Colmbne	606300017	R4	1.94	48	24.73	15.50	1973	Verification needed