

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

4-44 YORKTOWN CENTER (YORKTOWN COMMONS PARCEL 4)

July 18, 2022

Title

PC 22-20

Property Owner

YTC Landowner LLC
30 Hudson Yards
New York, NY 10001

Petitioner

D. R. Horton, Inc. – Midwest
1750 E. Golf Road, Suite 925
Schaumburg, IL 60173

Property Location

Northwest corner of Grace Street
and Yorktown Mall Ring Road

Zoning

B3PD Community Shopping
District Planned Development

Existing Land Use

Strip shopping center

Comprehensive Plan

Regional Commercial

Approval Sought

Major change to the Yorktown Commons Planned Development to amend build-to lines, site plan approval for a 90-unit townhome development, and approval of a preliminary plat of subdivision.

Prepared By

Anna Papke, AICP
Senior Planner



LOCATION MAP

DESCRIPTION

The petitioner, D. R. Horton, Inc., is requesting zoning entitlements in order to construct a 90-unit townhome development on Parcel 4 of the Yorktown Commons Planned Development. The subject property is currently the site of a portion of the Yorktown Convenience Center.

The proposed development consists of 90 townhome units spread across 16 buildings. Each unit will have a two-car attached garage, plus a driveway to accommodate parking for an additional two cars. Other site features include a central greenspace area, front lawn space for each townhome unit, and guest parking spaces throughout the development.

The property is subject to the Yorktown Commons Planned Development Design Guidelines. The Design Guidelines contain bulk regulations specific to the four parcels in the planned development. The proposed development requires an amendment to the planned development to adjust the required build-to lines on the east and south sides of the subject property. Amendments to the planned development require a public hearing with the Plan Commission and approval by the Village Board.

Project Details

Parcel Size:	6.06 acres
Open space:	1.68 acres
Dwelling units:	90
Parking spaces:	376
Building height:	Three stories

Applicable Regulations

1. Yorktown Commons PD Design Guidelines (form-based code)
2. Lombard Zoning Ordinance

Submittals

1. Petition for public hearing, dated June 30, 2022 and July 1, 2022;
2. Response to standards, prepared by the petitioner;
3. ALTA/NSPS land title survey, prepared by Manhard Consulting, dated June 3, 2022;
4. Site plan, prepared by Gary E. Weber Associates, Inc., dated July 1, 2022;
5. Preliminary landscape plan, prepared by Gary R. Weber Associates, Inc., and Manhard Consulting, dated July 1, 2022;
6. Preliminary engineering, prepared by Manhard Consulting, dated June 30, 2022;
7. Preliminary plat of subdivision, prepared by Manhard Consulting, dated July 8, 2022; and
8. Building renderings, elevations and floorplans, prepared by Premier Architecture, Inc., dated June 23, 2022.

Yorktown Commons Planned Development Background:

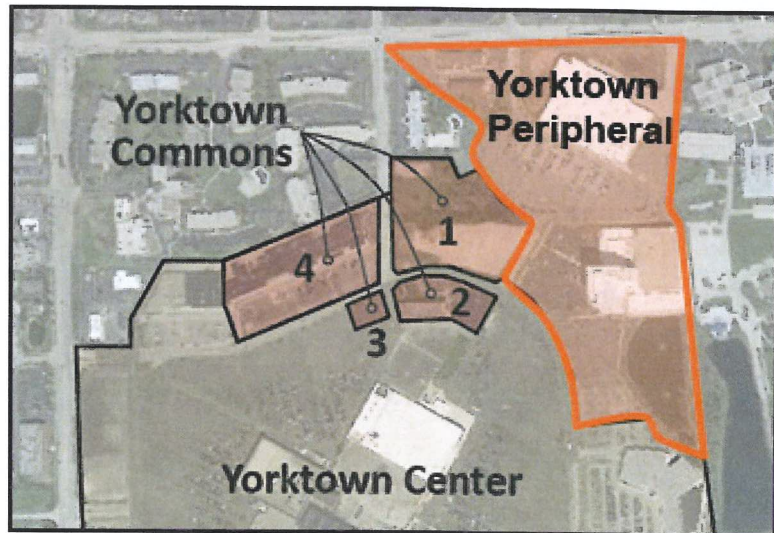
In January 2016, the Village Board approved Ordinance 7177, establishing the Yorktown Commons Planned Development at the intersection of Grace Street and the Yorktown Mall ring road (PC 15-27C). The Village also approved the Yorktown Commons Planned Development Design Guidelines, a form-based code containing site and building design standards for the four parcels within the Yorktown Commons Planned Development.

Parcels 1 and 2 were developed by Greystar with multi-family buildings. As both these developments required major changes to the planned development and other variations from the Design Guidelines and/or the Zoning Ordinance, they underwent a full public hearing and entitlement process with the Plan Commission and Village Board in 2016 (PC 16-17 and 16-18).

A previous petitioner, Gilbane Development Company, received site plan approval for a 336-unit apartment complex on the subject property in 2019 (SPA 19-02). That project did not proceed.

D. R. Horton is proposing an attached single-family (townhome) development for the site. An early concept plan for the development was introduced to the Plan Commission in a workshop session on March 28, 2022. The Plan Commission expressed support for the concept plan at the workshop session. The plan currently proposed by the petitioner is very similar to the early concept plan, with some minor adjustments.

The petitioner held a neighborhood meeting on June 15, 2022, to which over 1,000 residents from the surrounding area were invited. The neighborhood meeting was conducted in an open house format, providing residents a chance to view the plans, ask questions of the development team, and offer feedback on the concept plans.



EXISTING CONDITIONS

The subject property is currently developed with a commercial strip center (Yorktown Convenience Center).

APPROVAL(S) REQUIRED

The petitioner, D. R. Horton, Inc. – Midwest, requests that the Village take the following actions on the subject property located within the B3PD Community Shopping District Planned Development (Yorktown Commons Planned Development):

Pursuant to Section 155.504 (A) (major changes in a planned development) of the Lombard Zoning Ordinance, amend the Yorktown Commons Planned Development Form Based Code, as stated in Section IV(E) and established by Ordinance No. 7177, as follows:

1. Amend the build-to lines for the proposed attached single-family (townhouse) residential development to be located on Lot 4 of the Yorktown Commons Phase I Subdivision in the following respects:
 - a. To account for required separation distances between buildings and public utilities, provide for a major change to the southern build-to line to allow for the exterior building elevation to be located more than 12 feet behind the south property line, where a 12-foot build-to line was established for townhouses;
 - b. To account for required separation distances between buildings and public utilities, provide for a major change to the eastern build-to line to allow for the exterior building elevation to be located more than 30 feet behind the east property line, where a 12-foot build-to line was established for townhouses;
2. Approve an attached single-family residential development based upon the submitted plans, pursuant to Ordinance 7177 and through Section 155.511 of the Lombard Zoning Ordinance (Site Plan Approvals) and as deemed appropriate; and
3. Approve a preliminary plat of subdivision.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has no comments on the petition. Additional comments may be forthcoming during permit review.

Fire Department:

The Fire Department has no comments on the petition. Additional comments may be forthcoming during permit review.

Private Engineering Services (PES):

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

Public Works:

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

1. To better maintain water service during a water main shut-down, a valve in a vault is required at the north leg of the tees of the two dead-end water mains, at the southwest of the site.



Planning Services Division:

The Planning Services Division notes the following:

1. Surrounding Zoning & Land Use Compatibility

	Zoning	Land Use
North	R5PD	Liberty Square Condos, Yorktown Apartments
South	B3PD	Yorktown Commons PD Parcel 3 (vacant)
East	B3PD	Yorktown Commons PD Parcel 1 (Elan multi-family development)
West	B3PD	Yorktown Center Planned Development (former Carson's Furniture)

Development in the vicinity of the subject property consists of large-scale commercial development (Yorktown Center mall) and multi-family residential development. The townhome development proposed on the subject property is consistent with the zoning and land uses of surrounding properties.

2. Comprehensive Plan Compatibility

The subject property historically has been developed with commercial uses similar to those inside the adjacent Yorktown Center mall. In response to changing trends in the commercial retail sector, in 2015 the Yorktown Center owner petitioned the Village to create the Yorktown Commons Planned

Development (PC 15-27C). The stated intent of the Yorktown Commons PD is to “establish a pedestrian friendly mixed-use neighborhood that acts as a gateway to the Shopping Center from the north.” During the 2015 public hearing process, Village staff and the Plan Commission found Yorktown Commons to be consistent with the Comprehensive Plan’s recommendation of a Regional Commercial land use on the subject property. Particular emphasis was placed on the role that redevelopment within the Yorktown Commons Planned Development would have in maintaining and enhancing existing commercial development within the Village (Comprehensive Plan Vision 3).

The proposed development on Parcel 4 is consistent with the intent of the Yorktown Commons Planned Development. Staff finds that in furthering the specific intent of the Yorktown Commons PD, the proposed Parcel 4 development is also consistent with the broader vision of the Comprehensive Plan. Staff also notes that Vision 2 of the Comprehensive Plan reads “Lombard will foster a diverse housing stock with a sustainable land use pattern.” In providing new residential development in an infill location within the Village, the proposed development of Parcel 4 furthers this vision as well.

3. *Compatibility with Yorktown Commons Planned Development Design Guidelines*

This development is subject to the standards contained in the Yorktown Commons Planned Development Design Guidelines. The Design Guidelines include provisions for land uses, build-to lines, open space requirements, parking, landscaping and architectural design, among other standards.

Staff has analyzed the plans submitted by the petitioner against the requirements of the Design Guidelines. Staff finds the development to be compliant with the Design Guidelines, with the exception of the requested major change for to adjust the required build-to lines. The following table summarizes staff’s review of the proposed development against the standards of the Design Guidelines.

	<u>Design Guidelines Requirement</u>	<u>4 – 44 Yorktown Center (Yorktown Commons Parcel 4)</u>
Vision		
<i>Project Description</i>	Creation of a new pedestrian-friendly neighborhood that includes a mix of uses and a strong residential component. Key elements to include: entry from the north along Grace Street with residential buildings lining the street; new public urban spaces; new residential uses with high quality architecture; new neighborhood open spaces.	Proposed development on Parcel 4 consists of a 90-unit townhome complex. The proposed design brings the building facades close to the Grace Street and Yorktown ring road frontages, while parking and service areas are confined to the rear of the development. The Design Guidelines include several illustrative scenarios of potential development, including a townhome concept which is very similar to the petitioner’s proposal (see Figures 1 and 2 below).

Land Use		
<i>Permitted Uses</i>	Permitted uses in the planned development include: office and business uses permitted in the B3 Community Shopping district; residential uses, including townhouses and multi-family; hotel; daycare as accessory use; mixed-use buildings.	Petitioner proposes to build a 90-unit townhome development.
<i>Density</i>	Maximum number of dwelling units in planned development = 970.	Parcel 1 = 295 units Parcel 2 = 175 units <u>Parcel 4 = 90 units</u> Total = 560 units
Regulating Plan		
<i>Open Space</i>	Minimum 12.5% of total site area in the planned development to be maintained as open space. Parcel 4 is required to have 0.2 acres (8,712 SF) open space.	Project provides a central greenspace of 0.9 acres, plus lawn space in front of individual units. Total proposed open space is 1.68 acres (73,040 SF).
<i>Build-to Line</i>	Build-to line along Grace Street and Yorktown Ring Road: 6', 9', or 12'.	Townhome units will have a setback of 35'8" from Grace Street, and 30' from the Yorktown Ring Road, measured to the building foundation. Front stoops project several feet in front of the building wall. The petitioner is requesting a major change to the planned development to accommodate these building setbacks.
<i>Frontage Occupancy</i>	Grace Street = 60-90% Yorktown Ring Road = 60-90%	Frontages along Grace Street and Yorktown Ring Road are consistent with these requirements.
<i>Building Height</i>	Maximum building height = six stories, not to exceed 100 feet.	Proposed building will be three stories, or approximately 33'8 7/8".
<i>Urban Design and Architectural Features</i>	East 280' of the building elevations along the north property line required to be designed to primary façade standards. South 150' of building facades along the west property line required to be designed to primary façade standards. Massing and articulation on southeast corner to correlate to public space on south side of Yorktown Ring Road.	Submitted building elevations show primary façade materials will include brick veneer and hardie siding. The petitioner has provided a "key lot" side elevation that includes a brick veneer wainscoting along the base of the side building facades. This façade treatment would apply to the west façade of buildings 1 and 2, and the north façade of buildings 8 and 9. The petitioner proposes a landscape feature on the southeast corner to articulate that space.
<i>Front Yard Types</i>	Front Yard Type I or II required near intersection of Grace Street and Yorktown Ring Road. Front Yard Type II required along remaining frontages of Grace Street and Yorktown Ring Road.	Landscape plan consistent with Type II requirements. Landscaping on Grace Street frontage may be revised during permitting to address conflicts with utility lines located in the easement parallel to Grace Street.

Development Standards		
<i>Parking and Loading</i>	Number and size of off-street parking spaces and loading spaces as required by Section 155.602 of Lombard Village Code. Attached single-family dwellings are required to provide a minimum of two spaces per unit.	Each townhome will have a two-car attached garage, with the ability to park an additional two cars on the driveway. Additional spaces for guest parking are provided throughout the site.
Architectural Standards		
<i>All</i>	Primary building facades to be oriented to the street; primary entry to be located along primary building façade and designed with architectural features communicating entry; service areas to be located in rear of building; primary facades to have windows of appropriate proportion and spacing; building facade materials to be consistent across facades and continue along secondary facades for 16 inches in depth; utilities and mechanical equipment to be located in interior of block or alongside of buildings.	Developer proposes to meet these architectural standards. See building elevations and renderings in petitioner's submittal.
<i>Multi-family</i>	Townhouses shall be designed as a composed building rather than individual independent facades. Breaks and recesses between units shall not alternate back and forth between every dwelling unit.	Proposed townhouses comply with acceptable townhouse configurations in the Design Guidelines.



Figure 1. Illustrative scenario from Design Guidelines

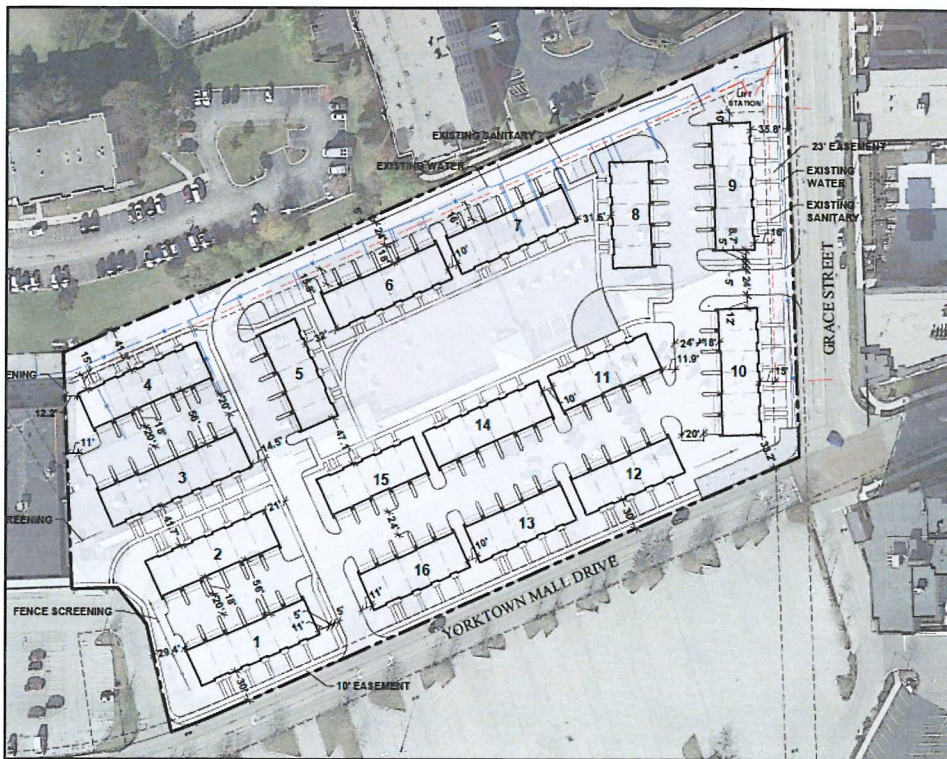


Figure 2. Proposed site plan

4. *Request for major change to a planned development – amend the build-to lines*

The Design Guidelines require townhomes to meet a build-to line (specified setback) of 6', 9', or 12' relative to the east property line (Grace Street) and south property line (Yorktown Ring Road). The proposed site plan shows the townhome buildings will be set back 35'8" from the east property line. The buildings will be set back 30' from the south property line.

The petitioner is proposing increased setbacks from the east and south property lines to address existing site constraints. There is a 30-foot utility easement on the east side of the property that precludes 6', 9', or 12' setback for the buildings on this side of the site. Further, there are existing utilities within the easement that require sufficient separation from the building footprints to ensure that future utility work does not undermine the building foundations. The increase in the building setback on the south side will also allow for adequate space for proposed water service lines along the south property line.

Staff also notes that the deeper setbacks are consistent with the setbacks for the other developments within the Yorktown Commons Planned Development. The Elan building, located on the northeast corner of the Grace Street and the Yorktown Ring Road intersection, has a setback from the Ring Road ranging from 26' to 37'. The Ring Road setback of the Overture building on the southeast corner of the intersection ranges from 23' to 68'. Staff finds that the proposed setbacks for the townhomes will contribute to a cohesive feel within the planned development. Staff supports this major change.

5. *Traffic volume, access, and circulation*

The subject property is currently developed with a portion of the Yorktown Convenience Center, amounting to approximately 68,000 square feet of retail space. Though the center has been vacant for several years, it previously operated for several decades at full capacity with the attendant traffic generated by various retail and service tenants.

The Village's traffic consultant, KLOA, conducted a trip generation comparison to analyze how the traffic generated by the proposed townhome development would compare to the traffic generated by the Convenience Center at full occupancy. The trip generation comparison table shows that the townhomes will generate fewer vehicle trips than the convenience center for the weekday morning, weekday evening, and Saturday midday peak hours. The most dramatic difference between the two developments is the Saturday midday peak hour, when the townhomes are expected to generate 366 fewer vehicle trips than the convenience center. Based on this information, staff concludes the existing roadway network has adequate capacity for the traffic generated by the proposed development.

The proposed development will have one driveway connection to Grace Street and a second connection to the Yorktown Ring Road. A private drive will accommodate internal traffic circulation on the site. Access to the townhome garages and guest parking spaces will occur from the private internal drive.

6. *Preliminary plat of subdivision*

The petitioner intends to subdivide the property into individual townhome units with common areas owned and maintained by a homeowners' association. The petitioner has submitted a preliminary plat of subdivision for review by the Plan Commission and Village Board. Should the preliminary plat be approved by the Village, the petitioner will then undertake final engineering. Once final engineering is

approved by Village staff, the petitioner will submit a final plat to the Village Board for approval and signature.

Staff has reviewed the preliminary plat and has no significant comments on it at this time. Some small items will require additional review and possible revision prior to final platting. Staff will work with the petitioner on any needed revisions. Staff recommends approval of the preliminary plat.

7. *Signage*

The submitted site plan shows potential locations for freestanding signs on the subject property. The petitioner has not submitted formal sign plans as part of this petition. The petitioner will need to obtain signage permits prior to installing signs on the subject property. Signage on the site will be subject to the Design Guidelines as well as the Village's Sign Ordinance. In the event the proposed signage does not meet the provisions of the Design Guidelines or the Sign Ordinance, the petitioner would need to apply for signage relief through the Plan Commission public hearing process.

SITE HISTORY (NON SIGN-RELATED)

1966: Yorktown Shopping Center Planned Development

Establishment of the Yorktown Shopping Center Planned Development via Ordinance No. 1172. Note that within the originally approved site plan, Parcel 1 was identified for multi-family residential development and Parcel 4 was designated for use as an office complex.

PC 94-14: Yorktown Peripheral Planned Development

Amendment to the geographic boundaries of the Yorktown Shopping Center Planned Development to remove approximately 15.6 acres to establish the Yorktown Peripheral Planned Development. Staff notes that within the originally approved site plan, Parcel 1 was identified for use as a 100,000 square foot retail structure.

PC 15-27A: Amendment to the Yorktown Shopping Center Planned Development

Amendment to the geographic boundaries of the Yorktown Shopping Center Planned Development to remove approximately 8.3 acres from this planned development in order to establish the Yorktown Commons Planned Development (PC 15-27C). Also amended the number of parking spaces required in the Yorktown Shopping Center PD.

PC 15-27B: Amendment to the Yorktown Peripheral Planned Development

Amendment to the geographic boundaries of the Yorktown Peripheral Planned Development to remove approximately 5.9 acres from this planned development in order to establish the Yorktown Commons Planned Development (PC 15-27C).

PC 15-27C: Yorktown Commons Planned Development

Established the Yorktown Commons Planned Development via Ordinance 7177. Also adopted the Yorktown Commons Planned Development Design Guidelines as the form-based code regulating development within the Yorktown Commons Planned Development.

SPA 19-02: Parcel 4 Site Plan Approval

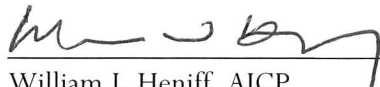
Site plan approval for a 300+ unit apartment building on the subject property. Proposed development approved by the Plan Commission in August 2019.

FINDINGS & RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards for major changes to a planned development and standards for site plan approval, as established by the Lombard Zoning Ordinance and the Yorktown Commons Planned Development Design Guidelines. 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 testimony presented, the proposed site plan with companion major changes to a planned development **complies** with the standards required by the Village of Lombard Zoning Ordinance and Yorktown Commons Planned Development Design Guidelines; and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Committee Report as the findings of the Plan Commission and I recommend to the Corporate Authorities **approval** of PC 22-20, subject to the following conditions:

1. That the major changes to a planned development are valid only for Parcel 4 in the Yorktown Commons Planned Development;
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 Code, or as provided as part of the original planned development approval set forth in Ordinance 7177;
3. That the petitioner shall apply for and receive building permits for the proposed development;
4. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
5. That this approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11); and
6. That with the approval of PC 22-02, the approval granted by SPA 19-02 for the subject property shall be null and void.



William J. Heniff, AICP
Director of Community Development

Attachment: Memorandum from KLOA to Village of Lombard re: Trip Generation Comparison Proposed Yorktown Commons, dated July 6, 2022.

c. Petitioner

H:\CD\WORDUSER\PCCASES\2022\PC 22-20 YTC Parcel 4 Horton townhomes\PC 22-20_IDRC Report.docx

MEMORANDUM TO: Anna Papke, AICP
Senior Planner

FROM: Javier Millan
Principal

DATE: July 6, 2022

SUBJECT: Trip Generation Comparison
Proposed Yorktown Commons
Lombard, Illinois

As requested, Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA, Inc.) has prepared the attached trip generation comparison table between the retail center east of the former Carsons Pirie Scott Furniture store and a proposed 90 townhome unit development. Based on information provided to KLOA, Inc., the gross square floor area of the retail center is 68,305 square feet. The trip generation comparison was completed for the weekday morning, weekday evening and Saturday midday peak hours.

The estimate of the traffic to be generated by the existing land use and the proposed plan was based on trip generation rates found in the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 11 Edition. Given the limited traffic generation data available for townhomes during the Saturday midday peak hour in the 11th Edition, trip generation data from the previous edition of the Trip Generation Manual was utilized. **Table 1** shows the estimated weekday morning and evening peak hour and daily traffic to be generated by the approved commercial plan and the proposed commercial plan.

Inspection of the trip generation table indicates that the proposed townhome development will generate approximately 67 less total (in and out) trips during the weekday morning peak hour, 295 less total trips during the weekday evening peak hour and 366 less total trips during the Saturday midday peak hour. Therefore, the new trips to be generated by the proposed development of 90 townhomes will be substantially less than what the retail center used to generate when it was fully occupied.

Table 1
TRIP GENERATION COMPARISON

Land Use Code	Type/Size	Weekday Morning Peak Hour			Weekday Evening Peak Hour			Saturday Midday Peak Hour ¹		
		In	Out	Total	In	Out	Total	In	Out	Total
220	90 Townhomes	12	39	51	37	22	59	32	32	64
821	68,305 s.f. Retail	73	45	118	173	181	354	224	206	430
	Difference	-61	-6	-67	-136	-159	-295	-192	-174	-366

1 – Because the Institute of Transportation Engineers’ (ITE) *Trip Generation Manual*, 11th Edition does not include rates for LUC 220 in the Saturday midday peak hour, the 10th Edition rates were utilized for the Saturday midday peak hour.