

August 29, 2016

Title

PC 16-17

Property Owner

YTC Landowner LLC
100 N. Sepulveda Blvd, Ste. 1925
El Segundo, CA 90025

Petitioner – Developer

Greystar PG II, LLC
c/o Gary Wallace
750 Bering Drive, Ste. 200
Houston, TX 77057

Property Location

Northeast corner of Grace Street
and Yorktown Mall Ring Road

Zoning

B3PD Community Shopping
District Planned Development

Existing Land Use

Vacant/Undeveloped

Comprehensive Plan

Regional Commercial

Approval Sought

Site plan approval for a parcel in
the Yorktown Commons PD,
with companion major changes to
standards of the approved form-
based code.

Prepared By

Anna Papke, AICP
Senior Planner



LOCATION MAP

DESCRIPTION

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



Greystar PG II, LLC, was chosen as the developer for Parcels 1 and 2 of the Yorktown Commons Planned Development. At this time,

PROJECT STATS

Lot Stats

Parcel Size:	5.89 acres
Proposed Impervious Surface Area:	4.49 acres
Proposed Landscaped Area:	1.40 acres

Project Details

Dwelling units:	375
Parking spaces:	570
Associated tenant amenities to include leasing office, club room, fitness center and outdoor spaces.	

Applicable Regulations

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

Requested Changes/Relief

1. Major change to adjust eastern build-to line from 13 feet to a range of 15 to 23 feet; and
2. Minor change to adjust southern build-to line from 30 feet to a range of 26 to 37 feet.

Submittals

1. Petition for public hearing, dated August 10, 2016;
2. Project narrative, including response to standards for major changes in Yorktown Commons PD Design Guidelines;

Greystar (petitioner) requests site plan approval for a proposed multiple-family apartment development on Parcel 1.

Project Details and Approval Process:

The petitioner proposes to develop the subject property with a five-story, 375-unit multiple-family apartment complex. The development will contain a number of amenities for the residents, including a leasing office, fitness center and outdoor common areas. The development also will incorporate a parking garage with 570 spaces.

The proposed development is subject to the requirements established in the Yorktown Commons Planned Development Design Guidelines (also referred to as the form-based code, or FBC). The Design Guidelines regulate density, height, design and landscaping, among other elements, for development within the Yorktown Commons PD. Per the Design Guidelines, the Plan Commission oversees development within the planned development through the final plan approval process described in Section IV. Proposed final plans that substantially conform to the preliminary plans approved when the Yorktown Commons Planned Development was established are subject to final approval by the Plan Commission. Proposed final plans that deviate from the preliminary plan in significant ways are subject to the provisions for major changes as defined in the Design Guidelines. Development proposals that include major changes require a public hearing before the Plan Commission and final approval by the Village Board.

The proposed development at 2277 Grace Street (Parcel 1) incorporates one major change: adjustment of the eastern build-to line from the 13-foot standard called for in the Design Guidelines to a build-to line ranging from 15 feet to 23 feet. The proposed development also incorporates a minor change in the build-to line on the southern side of the parcel. Due to the major change, this petition is subject to the public hearing process and will ultimately require approval by the Village Board. Both of the proposed changes are discussed in more depth later in this report.

EXISTING CONDITIONS

The subject property is a vacant parcel with a constructed ditch.

Submittals (cont.)

3. Civil engineering plans for 2277 Grace Street (Parcel 1), prepared by Kimley Horn, dated August 5, 2016; and
4. Greystar Yorktown Commons Mixed Use Neighborhood – Final Planned Development, Official Submission. Parcel 1: Plan Commission Submission, dated August 8, 2016.

APPROVAL(S) REQUIRED

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)(3) and established by Ordinance No. 7177, as follows:

1. Amend the build-to lines for the proposed multiple-family residential development in the following respects:
 - a. Provide for a major change adjustment to the eastern build-to line to allow for the exterior building elevation to range between 15 feet and 23 feet, where a 13 foot build-to line was established;
 - b. Provide for an minor change adjustment to the southern build-to line to allow for the building elevation to range between 26 feet and 37 feet, where a 30 foot build-to line was established; and
2. Approve a multiple-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.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has been involved with numerous conversations with the petitioner regarding building type and previously approved Building Code amendments. A full Building Code review will be conducted for any and all future development submissions.

Fire Department:

As the proposal involves only the preliminary stages of an overall redevelopment plan for the area, the Fire Department has no issues or concerns regarding the project at this time.

Private Engineering Services (PES):

Private Engineer Services has the following comments regarding the proposed project:

1. Either the watermain along the north side of what is currently being referred to as “Market Rate” (Parcel 1) either needs to be looped with the required 30-ft easement with the watermain centered in the easement, or the redline mark up for allowing the dead ends that was emailed from Dave Gorman on 8/12/16 be followed. In summary, the email stated: a maximum 150’ max hydrant leg and a 250’ max dead-end water main with a service at the end to maintain fresh water. A backflow prevention valve on each 4” domestic service inside the building would protect the public water system from reverse flow. The required 30-ft easement, centered on these lines, should be provided for these lines as well.
2. Both of these developments (Parcels 1 and 2) shall be tributary to the proposed Yorktown sanitary pump station that is currently under review by the Village and not the Westin sanitary pump station.
3. The storm sewer bypass pipe system for the “Market Rate” plan (Parcel 1) will be reviewed under final engineering detailed storm sewer design calculation with the sizing based on final grading and overflow route restrictions.
4. As has been discussed with the design engineer, the underground stormwater detention vault will be required to have an external inspection manhole outside of the building footprint. This is not only for Village inspection purposes, but maintenance of the system as well. Similarly, the mechanical best management practices structure and the outlet control structure shall follow the same requirement for the same reasons. The underground vault shall be shifted for visual inspection via the inspection manhole to allow the inspection manhole to be located on top of the vault system exterior to the building footprint. These items will be reviewed during final engineering for compliance.
5. If a different street lighting is desired along Grace Street, it would be under the purview of Public Works review. The standard would need to be uniform along Grace from 22nd Street to the Yorktown ring road.
6. All other engineering related items will be addressed to meet Village requirements during final engineering review.

Public Works:

The Department of Public Works reviewed the submitted plans and offered technical comments. Based on conversation with the Assistant Director of Public Works, Community Development staff is confident that in addressing these comments, the petitioner will not significantly alter the proposed site plan. Public Works comments are as follows:

1. Sheet C0.1:
 - Add to Water Main #15: “Hydrants shall be yellow and per Village of Lombard spec. All stainless steel bolts above and below grade.”

2. Sheet C4.0:

- Add “Village shall do all water main shut downs, with a minimum 24-hour notice” to General Utility Note #3.
- Extend sidewalk through driveway and connect to adjacent sidewalk at northwest corner of the site.
- Insert a valve in a vault on the existing water main immediately west of the proposed water service connections in order to better allow continued water service in the event of a water main shut down.
- Move the proposed back flow preventer from the water main to within the building.
- The water main along the north side of the building shall be centered in a 30'-wide easement, and provide documentation for easement rights for public water main on the adjoining properties.
- Replace the 90-degree water main bend with two 45-degree bends.
- At the northeast corner of the site, either separate the proposed water main and proposed storm sewer by at least 10', install the storm sewer at least 18" below the water main, or denote the storm sewer as water main quality pipe and joints.
- At the center of the north side of the building, separate the proposed storm sewer and proposed water main by at least 10'.
- Staff has suggested an alternate water main layout that would eliminate much of the last four bullet points. A schematic has been provided to the petitioner for consideration.
- Show the location of the proposed grease trap.
- Show the locations of proposed light poles. Specifications for the Village's standard LED cobrahead luminaire (General Electric's ERS3-MX-BX-5-40-4-GRAY) have been provided to the petitioner.

3. Sheets L1.1 & L1.2:

- The parkway trees along Grace Street will be owned and maintained by the Village and all others will remain private. The trees along Grace Street shall be alternated in species in order to avoid monoculture groups that would be susceptible to concurrent disease/infestation and removal. In addition, maples are not ideal trees for use in such narrow parkways due to their eventual width, and accolade elms are discouraged due to recent leaf beetle damage that has been observed.

Note: The proposed sanitary lift station and force main are being reviewed separately.

Planning Services Division:

The Planning Services Division notes the following:

1. Surrounding Zoning & Land Use Compatibility

	Zoning	Land Use
North	B3PD & R5PD	Yorktown Peripheral PD, Yorktown Apartments, and Yorktown Condos
South	B3PD	Yorktown Commons Planned Development
East	B3PD	Yorktown Peripheral Planned Developments
West	B3PD	Yorktown Commons Planned Development

The adjacent properties are either part of the same planned development or are part of the Yorktown Shopping Center and Yorktown Peripheral planned developments. Given that existing development on the adjacent properties consists of commercial development (Yorktown Mall) and multi-family residential development, staff considers the multiple-family apartment complex proposed on the subject property to be consistent with the zoning and land uses of surrounding properties.

Staff and the petitioner have received feedback from property owners in the adjacent condo development to the north of the site. The neighboring property owners have indicated that they would like to see some additional screening, in the form of either fencing or landscaping, between the subject property and their building. The petitioner is generally amenable to this request. Accordingly, staff recommends the petitioner submit a final landscape plan showing some options for additional screening elements along the north property line. Screening elements may include fencing, landscaping, or a combination thereof. The final landscape plan would be subject to the approval of the Community Development Director.

2. Comprehensive Plan Compatibility

When the Yorktown Commons Planned Development was brought before the Plan Commission in late 2015, Village staff stated in IDRC report PC 15-27C that the Yorktown Commons Planned Development is consistent with the Comprehensive Plan’s recommendation of a Regional Commercial land use on the subject property. Staff further noted that Vision 3 in the Comprehensive Plan is to “create and maintain viable commercial districts throughout the Village.” IDRC report PC 15-27C points out that the Yorktown Commons PD is consistent with Vision 3 because it encourages redevelopment that is compatible with the Yorktown Shopping Center.

As the proposed development on Parcel 1 is consistent with the standards of the Yorktown Commons Planned Development, staff concludes that in furthering the goals of the planned development, the development is also consistent with the intent of the Comprehensive Plan. Staff further 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 1 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 that with the exception of the major and minor changes noted above and discussed below, the proposed development generally complies with the requirements of the Design Guidelines. The following table summarizes staff's review of the proposed development against the standards of the Design Guidelines.

	<u>Design Guidelines Requirement</u>	<u>2277 Grace Street (Yorktown Commons Parcel 1)</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 1 consists of a multi-family apartment complex. The proposed design brings the apartment building and associated uses (pool area, open space, leasing office) close to the Grace Street and Yorktown ring road frontages, while parking and services areas are confined to the rear of the development.
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.	Developer proposes to build a 5-story multi-family apartment complex consisting of 375 dwelling units.
<i>Recommended Uses</i>	The FBC recommends street-activating uses such as leasing offices, fitness rooms, club rooms and lobbies be located at the intersection of Grace Street and the YT ring road.	The main lobby and other amenities will be located on the ground floor of the southwest corner of the building, where adjacent to the Grace Street/Yorktown ring road intersection.
<i>Density</i>	Maximum number of dwelling units in Planned Development = 970.	Dwelling units proposed for Parcel 1 = 375. Total dwelling units proposed for Parcels 1 and 2 = 550.
Regulating Plan		

<i>Open Space</i>	Minimum 12.5% of total site area to be maintained as open space. In the case of Parcel 1, this results in a minimum requirement of 0.5 acres. The FBC defines open space as including lawns, gardens, parks, linear greens, trails and paths, water features, and gathering spaces such as courtyards, squares and plazas.	Project provides a mixture of open green space (area around stormwater pond, courtyard) as well as other landscaped open areas. Open green space = 1.0+ acre. Total open space = 2.48 acres.
<i>Build-to Line</i>	Grace Street = 15 feet; Yorktown ring road = 30 feet; eastern property line = 13 feet.	Build-to line on Grace Street side consistent with FBC; build-to line on Yorktown ring road varies from 26 feet and 37 feet, <u>requiring a minor change</u> ; build-to line on eastern property line varies from 15 feet to 23 feet, <u>requiring approval of a major change</u> .
<i>Frontage Occupancy</i>	Grace Street = 60-90%; Yorktown ring road = 70-95%; eastern property line = 60-90%.	Frontages along Grace Street, Yorktown ring road and eastern property line are consistent with these requirements.
<i>Building Height</i>	Maximum building height = six stories, not to exceed 100 feet.	Proposed building will be five stories, with one portion having six stories to accommodate topographic conditions. Total height is 53 feet.
<i>Urban Design and Architectural Features</i>	West 110' of the north elevation required to be designed to primary façade standards. Prominent corner element required at southwest corner of building, adjacent to Grace Street and ring road intersection.	See building elevations and renderings in petitioner's submission.
<i>Front Yard Types</i>	Front Yard Type II required around majority of Parcel 1; Front Yard Type I may be substituted for Type II at the SW corner of site.	Landscape plan consistent with Type I/Type II requirements.
<i>Street Sections</i>	Grace Street north of Yorktown ring road to be reconfigured to include on-street parking and bike lanes.	Plans consistent with this requirement.
Development Standards		
<i>Parking and Loading</i>	Parking decks to be designed with liner building facing streets. Number and size of off-street parking spaces and loading spaces as required by Section 155.602 of Lombard Village Code.	Proposed parking deck is enveloped by multi-family building, not visible from the streets. Number and size of parking stalls and loading spaces is consistent with Village Code requirements.
<i>Service Areas</i>	Service areas shall be screened from view of the street. Indoor service areas shall have closable doors recessed into the face of the building, and shall not be located on YT ring road within 200 feet of the Grace Street intersection.	Service areas to be screened, or located inside building behind recessed doors.

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 submission. Development to include a prominent corner element on the building at the southwest corner of the site as well as parapets along roofline. The submitted plans also show the building façade materials along the primary facades will be carried to the required depth along the secondary façade on the north side of the site. Building materials include: stucco (three shades), brick (two types), metal paneling (two types) and stone.
<i>Multi-family</i>	Minimum building height shall be greater than 18 feet; blank walls not to face streets; maximum of two primary materials used on a façade; exterior lights to match architectural style of building.	Developer proposes to meet these architectural standards. See building elevations and renderings in petitioner's submission.

4. Major and Minor Change Requests

- A. *Major Change: Pursuant to Section 155.504(A) (major changes in a planned development) of the Lombard Zoning Ordinance, and Section IV (E) (major changes) of the Yorktown Commons Planned Development Design Guidelines, amend the build-to line for the eastern side of the subject property to allow for a build-to line ranging from 15 to 23 feet, where a 13-foot build-to line would otherwise be required by the Design Guidelines.*

The petitioner requests a major change to the approved build-to line for the east side of the property in order to accommodate the development. One reason the petitioner offers for this request is that there is an irregular jog in the south property line of the parcel, which has impacted the positioning of the building on the site (see graphic in Part B below for depiction of this jog). The Design Guidelines did not reflect this irregularity in establishing the build-to lines.

Staff notes that there is a sanitary sewer line proposed for the east side of the subject property. The Village requires the building to maintain separation from the location of the sanitary sewer. The building has been shifted away from the property line to accommodate this requirement.

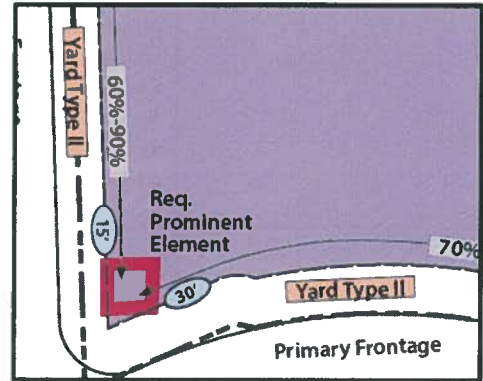
Upon review of the site plan, staff finds that the proposed major change in this build-to line will not significantly impact the final development in terms of its ability to meet the intent of the Design Guidelines and the objectives of the Yorktown Commons Planned Development. As demonstrated in the petitioner's response to standards for major changes in the Yorktown Commons Planned Development, the requested change will not create public health or safety concerns, nor will it impede the developer's ability to provide adequate public utilities and infrastructure improvements

or meet the overall intent of the planned development. The change will also address the issue of separation between the building and sanitary sewer line. Staff supports this major change.

- B. *Minor Change: Pursuant to Section IV (E) (major changes) of the Yorktown Commons Planned Development Design Guidelines, amend the build-to line for the southern side of the subject property to allow for a build-to line ranging from 26 to 37 feet, where a 30-foot build-to line would otherwise be required by the Design Guidelines.*

The developer proposes to amend the build-to line on the south side of the property. The property line on the south side of the site has an irregular jog, which has impacted the location of the building. The graphic to the right, which comes from the Design Guidelines, shows this jog. In order to maintain a regular façade, the building façade has some variation as it relates to distance from the property line.

The definitions section of the Design Guidelines specifically notes that build-to lines may vary if required to address irregular parcel lines (Section XII). Given this provision in the definition, staff determined that this change does not meet the standards for a major change as established in Section IV(E)(3) of the Design Guidelines. Therefore, this change is more appropriately classified as a minor change. Minor changes do not necessarily require a public hearing. However, staff seeks the Plan Commission's concurrence and approval of this interpretation. Staff has no objection to this change.



5. Other Elements

A. Grace Street Improvements

Section VII(J) of the Design Guidelines requires the Grace Street right-of-way between 22nd Street and the Yorktown ring road to be reconfigured to include on-street parking and bike lanes. Figure 24 from the Design Guidelines illustrates the required roadway configuration for Grace Street. This requirement reflects the 2016 Village-wide Bicycle and Pedestrian Master Plan, which identified the Grace Avenue right-of-way as a target area for bike and pedestrian improvements.

The Yorktown Commons Planned Development approval (PC 15-17C) stipulated that the required Grace Street ROW improvements would occur when either Parcel 1 or Parcel 4 developed. Accordingly, the petitioner for PC 16-17 has provided site plans showing the required parallel parking spaces and bike lane. The petitioner also may consider replacing existing cobra-style street lights with shorter residential-style street lamps, though this has yet to be finalized. The Community Development Department finds the proposed ROW improvements are consistent with the amenities required by the Design Guidelines. Final design of these ROW improvements will be subject to review and approval by the Public Works Department.

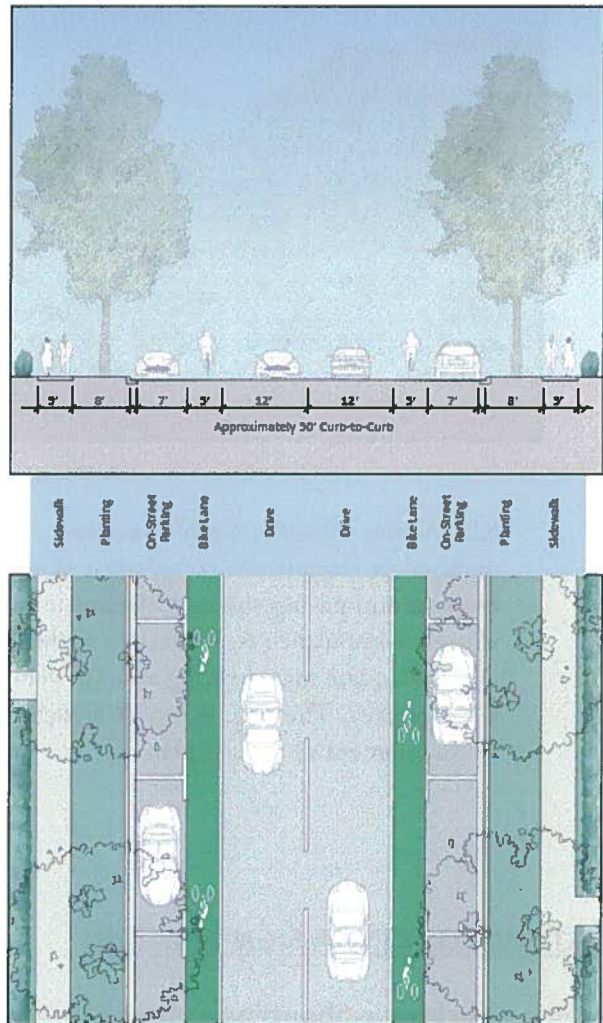


FIGURE 24: Street Sections – Illustrative Typical Section of Grace Street

Finally, staff notes that on-street parking and biking are currently legal activities within the Grace Street right-of-way. The proposed improvements will simply delineate appropriate spaces for these activities.

B. Auto Court Drop-Off (Woonerf)

The petitioner proposes to include a drop-off area adjacent to the Yorktown ring road (south side of the building). This area is similar to a Woonerf, an open area in which vehicular and pedestrian traffic intermingle. Design elements such as curving roads, bollards and paving stones serve to limit vehicles to “walking speed” to maintain safety for all users.



Auto Court Drop-Off (Woonerf) as proposed by petitioner.

KLOA, the Village's traffic consultant, reviewed the plans for the proposed Woonerf and made a number of suggestions to enhance this element of the project. These suggestions include using bollards and paving stones to delineate open spaces and travel areas, maintaining adequate radii to allow an ambulance to maneuver within the drop-off area, and eliminating two parking spaces to allow adequate maneuvering area for vehicles. KLOA also provided images of two Woonerfs in the Chicago area. The KLOA report is included as an attachment to this report. Staff has no objection to this element of the site plan.

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.

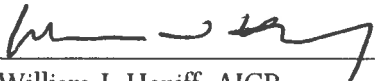
FINDINGS & RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards for a major change 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 change 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 16-17, subject to the following conditions:

1. That the major change to a planned development is valid only with for Parcel 1 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 satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
4. That the petitioner shall construct improvements in the Grace Street right-of-way as required by the Design Guidelines and approved by the Department of Public Works;

5. That the petitioner shall submit a final landscape plan incorporating screening elements along the north property line of the site, and that such landscape plan shall be subject to the approval of the Director of the Community Development Department; and
6. Pursuant to the Zoning Ordinance, the project construction shall commence within one (1) year from the date of approval of the ordinance, or this approval shall be come null and void unless a time extension has been granted by the Village Board.



William J. Heniff, AICP
Director of Community Development

c. Petitioner

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EXHIBITS

- KLOA report