

# Village of La Grange

## AGENDA

PLAN COMMISSION  
of the  
VILLAGE OF LA GRANGE

Village Hall Auditorium

53 S. La Grange Road, La Grange, IL

**Tuesday, June 10, 2014 - 7:30 p.m.**



1. Call to Order and Roll Call of the Plan Commission
2. Approval of Minutes – March 11, 2014
3. Business at Hand:

**PLAN COMMISSION CASE #218 – To consider a Special Use Permit and Site Plan approval to allow outdoor seating at 9 S. La Grange Road, Kama Indian Bistro.**

**PLAN COMMISSION CASE #216 – To consider approval of a planned development concept and final plan, an amendment to the La Grange Zoning map, a special use for a drive through facility, site plans, and design plans to authorize a mixed retail, multiple family development within the C-3 District at 31 East Ogden Avenue, Opus, Inc.**

4. Old Business: None.
5. New Business:

**PLAN COMMISSION CASE #217 – To consider a Special Use Permit and Site Plan approval to allow outdoor storage accessory to a public storage facility at 405 W. Shawmut, LSC Development. Continued to July 8, 2014 hearing.**

6. Adjournment

(Commissioners: Please call 579-2320 to confirm your attendance.)

Individuals with disabilities and who require certain accommodations to participate at this meeting are requested to contact the ADA Coordinator at 579-2315, to allow the Village to make reasonable accommodations.

53 South La Grange Road P.O. Box 668 La Grange, Illinois 60525 (708) 579-2300 Fax (708) 579-0980

## STAFF REPORT

PC Case #218

TO: Plan Commission

FROM: Patrick D. Benjamin, Community Development Director  
Angela M. Mesaros, AICP, Assistant Director of Community Development

DATE: June 10, 2014

RE: SPECIAL USE/SITE PLAN APPROVAL TO ALLOW OUTDOOR SEATING/  
Kama Indian Bistro in the C-1 Central Commercial District, 9 S. La Grange  
Road.

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### I. BACKGROUND:

Kama Indian Bistro has been in operation in downtown La Grange since October 2009. In that time, they have experienced media attention and successfully attracted customers from throughout the Chicagoland area. In August 2013, they moved and expanded their business from 8 W. Burlington Avenue to its current location at 9 S. La Grange Road. They do not have capacity inside their dining room to accommodate frequent requests for private parties of approximately 20-30 people.

Outdoor cafes are permitted as temporary uses, and the Village grants approximately 26 permits each year from mid-April through October for such cafes. Kama utilizes the sidewalk in front of the restaurant for a temporary outdoor café. However, according to the applicants, customers complain about noise due to the proximity to the railroad intersection. They propose to add an outdoor dining area in the back of the restaurant in order to provide a quiet space for outdoor dining and private parties.

Permanent outdoor seating accessory to a permitted eating place is designated as a Special Use in Paragraph 5-105 A (5) of the Zoning Code. Therefore, a Special Use Permit and Site Plan Approval are required in order to allow the proposed outdoor eating area at Kama Indian Bistro.

### II. APPLICATION:

#### 1. SPECIAL USE TO ALLOW OUTDOOR SEATING ACCESSORY TO A PERMITTED EATING PLACE AT 9 S. LA GRANGE ROAD

Kama Indian Bistro has filed an application with the Community Development Department to obtain a Special Use Permit and Site Plan Approval for outdoor seating accessory to a permitted eating place at 9 S. La Grange Road.

SPECIAL USE STANDARDS

In reviewing the Special Use application, please be sure the standards listed on the application have been met. In determining that consider Paragraph 14-401-E.1 of your Zoning Code:

- (a) Code and Plan Purposes
- (b) No Undue Adverse Impact
- (c) No Interference with Surrounding Development
- (d) Adequate Public Facilities
- (e) No Traffic Congestion
- (f) No Destruction of Significant Features
- (g) Compliance with Standards

- (a) *Code and Plan Purposes: The proposed use and development will be in harmony with the general and specific purposes for which this Code was enacted and for which the regulations of the district in question were established and with the general purpose and intent of the Official Comprehensive Plan.*

The purpose of the Commercial Districts, as stated in the Zoning Code, is to “*permit development of property for the full range of commercial uses needed to serve the citizens of La Grange in a suburban setting.*” In addition, the C-1 core commercial district is designed specifically to “*provide for the development of a concentrated, pedestrian-oriented commercial center.*”

According to the *Market Assessments*, which is part of the Village’s *Comprehensive Plan* adopted in 2005, “*La Grange is increasingly known for its diverse...collection of restaurants...this is consistent with trends in successful downtowns throughout the Chicago metropolitan area.*” The Plan further notes that downtown restaurants are “*an important economic asset for the community.*”

An outdoor café is a permitted temporary use *in any commercial district accessory to an authorized restaurant immediately adjacent to such outdoor café, subject to the specific prior written approval of the Village Manger and to compliance with all conditions established therefore by code, ordinance and administrative policy.* The proposed special use permit would allow the owners of Kama to expand their seating area and provide an outdoor seating for their patrons.

- (b) No Undue Adverse Impact: *The proposed use and development will not have a substantial or undue adverse effect upon adjacent property, the character of the area, or the public health, safety, and general welfare.*

Staff believes that, with proper screening and controls on lighting and hours of operation, the placement of an outdoor dining area at this location would not adversely affect the surrounding properties.

- (c) No Interference with Surrounding Development: *The proposed use and development will be constructed, arranged, and operated so as not to dominate the immediate vicinity or to interfere with the use and development of neighboring property in accordance with the applicable district regulations.*

According to the applicants, no interference with surrounding development would be created with this Special Use, as the subject area would be located directly behind the restaurant, and is currently used for parking. This should be discussed, as the subject property contains three second floor apartments above the proposed outdoor patio.

- (d) Adequate Public Facilities: *The proposed use and development will be served adequately by essential public facilities and services such as streets, public utilities, drainage structures, police and fire protection, refuse disposal, parks, libraries, and schools, or the applicant will provide adequately for such services.*

The proposed use would be serviced by existing utilities at the subject property. Because this is a commercial use, there would not be an increase in population. The proposed use would not affect the schools in the community. Fire suppression plans would all need to be reviewed to meet Village standards as a condition of any special use permit approvals.

This proposed outdoor area would displace two refuse containers. According to the applicants, they plan to move the containers to the existing dumpster enclosure used by the entire building. They would then contract for daily refuse removal. Currently refuse is taken once per week.

- (e) No Traffic Congestion *The proposed use and development will not cause undue traffic congestion nor draw significant amount of traffic through residential streets.*

With the only ingress and egress of the site through commercial areas only, staff anticipates modest traffic impact on the surrounding area. This restaurant has been in

operation with no noted adverse impact on residential areas. The addition of an outdoor seating area would not significantly change any existing traffic patterns.

- (f) *No Destruction of Significant Features: The proposed use and development will not result in the destruction, loss, or damage of any natural, scenic or historic feature of significant importance.*

The proposed use would not require new development or alterations to the existing building.

- (g) *Compliance with Standards: The proposed use and development complies with all additional standards imposed on it by the particular provision of this code authorizing such use.*

The applicant has indicated a willingness to comply with all applicable provisions of the Zoning Code.

#### DELIBERATION FACTORS

Special Uses require weighing possible impacts and effects on the community against any added benefit they may afford or need they may address. In order to determine their appropriateness on any proposed site and their compliance with proposed standards, the Commissioners should consider these factors as outlined in Paragraph 14-401E3 of the Zoning Code:

- (a) *Public Benefit Whether and to what extent, the proposed use and development at the particular location requested is necessary or desirable to provide a service or a facility that is in the interest of the public convenience or that will contribute to the general welfare of the neighborhood or community.*

The applicants believe that an outdoor eating area would be a desirable attribute to their restaurant and a positive amenity for patrons. Currently, many restaurants in downtown La Grange receive permits for outdoor sidewalk cafes located on public property each year.

- (c) *Alternative Locations Whether and to what extent, such public goals can be met by the location of the proposed use and development at some other site or in some other area that may be more appropriate than the proposed site.*

Kama Indian Bistro has established its restaurant and its customer base at its current location. Staff believes that the location chosen by the applicants is an optimal one for this type of use. The presence of the outdoor eating cafe would pose minimal, if any, inconvenience to the surrounding property owners. The proposed cafe would abut the public alley right-of-way and would serve to enhance the area while not creating a nuisance.

The surrounding buildings house primarily businesses, with public parking lots directly across the alley and the few apartments that are in the area are located at least 100 feet away from this use. The applicants are proposing a fence to help diffuse any noise from the outdoor cafe that could bother the apartment residents. The Commission should consider setting hours of operation for the use. In addition, there are currently noise regulations in the municipal code and construction guides to minimize any adverse effects that the outdoor area would have on the surrounding residents.

- (d) *Mitigation of Adverse Impacts. Whether and to what extent, all steps possible have been taken to minimize any adverse effects of the proposed use and development on the immediate vicinity.*

The applicants propose to enclose the outside area with a six foot high privacy fence to mitigate any adverse impacts that the outdoor eating area may cause.

The Village Management team has reviewed the submitted Site Plan and have found it to be acceptable in design. They did not object to this Special Use at this location.

## **2. SITE PLAN APPROVAL**

A requirement of a Special Use Permit is also to submit information proving that the proposed use will not have undue adverse impacts on adjacent property, the character of the area, or public health and safety. The following items should be examined:

### Access and Circulation

The outdoor dining area would be required to meet all ADA standards for aisle clearance.

### Parking

The plan includes elimination of seven parking spaces, 2 of which are overnight residential spaces for the apartments in the building. According to the applicants, Village parking lots

#4 and #11 have spaces available for overnight parking. Staff suggests that this be a condition of any recommendation.

Noise. *No use shall produce noise of such volume or pitch as to cause a nuisance in any residential district at any time...between the hours of 10:00 p.m. and 7:00 a.m.*

The petitioners have indicated the proposed hours of operation of the outdoor café would be until 11:00 p.m. Hours of operation should be discussed by the Commission in order to diffuse any adverse effect on neighbors of the restaurant. As indicated on the Site Plan, a six foot fence will be erected.

Exterior Lighting. *Exterior lighting fixtures shall be shaded so that no direct light is ...upon any property located in any residential district.*

Lighting for this project includes low voltage temporary hanging lights and inside the fence within the structure, as shown in the exhibits provided by the applicants, and should not interfere with any residential properties, as this business is not directly adjacent to the residential district.

### **3. DESIGN REVIEW.**

In any case where a Design Review Permit is required in conjunction with the issuance of a Special Use Permit, the application for a Design Review Permit shall be heard by the Plan Commission at the same time such approval is heard. The Plan Commission shall make its recommendation to the Village Board of Trustees as provided in Paragraph 14-403D6.

The Commission and the Board of Trustees shall be guided by the following standards and considerations:

#### **STANDARDS AND CONSIDERATIONS FOR DESIGN REVIEW PERMIT.**

1. Visual Compatibility. *New and existing buildings and structures, and appurtenances thereof, which are constructed, reconstructed, materially altered, repaired, or moved, shall be visually compatible in terms of the following criteria:*

- (a) Height. *The height of the proposed buildings and structures shall be visually compatible with adjacent buildings.*

- (b) Proportion of Front Facade. *The relationship of the width to the height of the front elevation shall be visually compatible with buildings, public ways, and places to which it is visually related.*
- (c) Proportion of Openings. *The relationship of the width to height of windows shall be visually compatible with buildings, public ways, and places to which the building is visually related.*
- (d) Rhythm of Solids to Voids in Front Facades. *The relationship of solids to voids in the front facade of a building shall be visually compatible with buildings, public ways, and places to which it is visually related.*
- (e) Rhythm of Spacing and Buildings on Streets. *The relationship of a building or structure to the open space between it and adjoining buildings or structures shall be visually compatible with the buildings, public ways, and places to which it is visually related.*
- (f) Rhythm of Entrance Porch and Other Projections. *The relationship of entrances and other projections to sidewalks shall be visually compatible with the buildings, public ways, and places to which it is visually related.*
- (g) Relationship of Materials, Texture, and Color. *The relationship of the materials, texture, and color of the facade shall be visually compatible with the predominant materials used in the buildings and structures to which it is visually related.*
- (i) Walls of Continuity. *Building facades and appurtenances such as walls, fences, and landscape masses shall, when it is a characteristic of the area, form cohesive walls of enclosure along a street to ensure visual compatibility with the buildings, public ways, and places to which such elements are visually related.*
- (j) Scale of Building. *The size and mass of buildings and structures in relation to open spaces, windows, door openings, porches, and balconies shall be visually compatible with the buildings, public ways, and places to which they are visually related.*
- (k) Directional Expression of Front Elevation. *A building shall be visually compatible with the buildings, public ways, and places to which it is visually related in its directional character, whether this be vertical character, horizontal character, or nondirectional character.*

QUALITY AND DESIGN SITE DEVELOPMENT.

*New and existing buildings and structures and appurtenances thereof which are constructed, reconstructed, materially altered, repaired, or moved shall be evaluated under the following quality of design and site development criteria:*

- (b) Materials. The quality of materials and their relationship to those in existing adjacent structures.*
- (c) General Design. The quality of the design in general and its relationship to the overall character of neighborhood.*
- (d) General Site Development. The quality of the site development in terms of landscaping, recreation, pedestrian access, automobile access, parking, servicing of the property, and impact on vehicular traffic patterns and conditions on site and in the vicinity of the site, and the retention of trees and shrubs to the maximum extent possible.*

Attached are images of the proposed design and materials. According to the applicants, the designer/contractor for the outdoor patio has designed an award-winning top rated patio in Chicago. (See attached exhibits provided by the Applicants.) The Plan Commission should discuss and determine whether or not the appearance of the proposed structure is consistent with other areas directly on the alley.

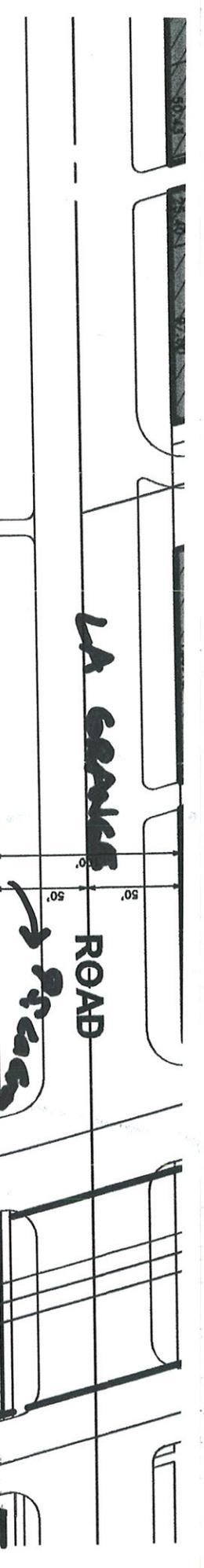
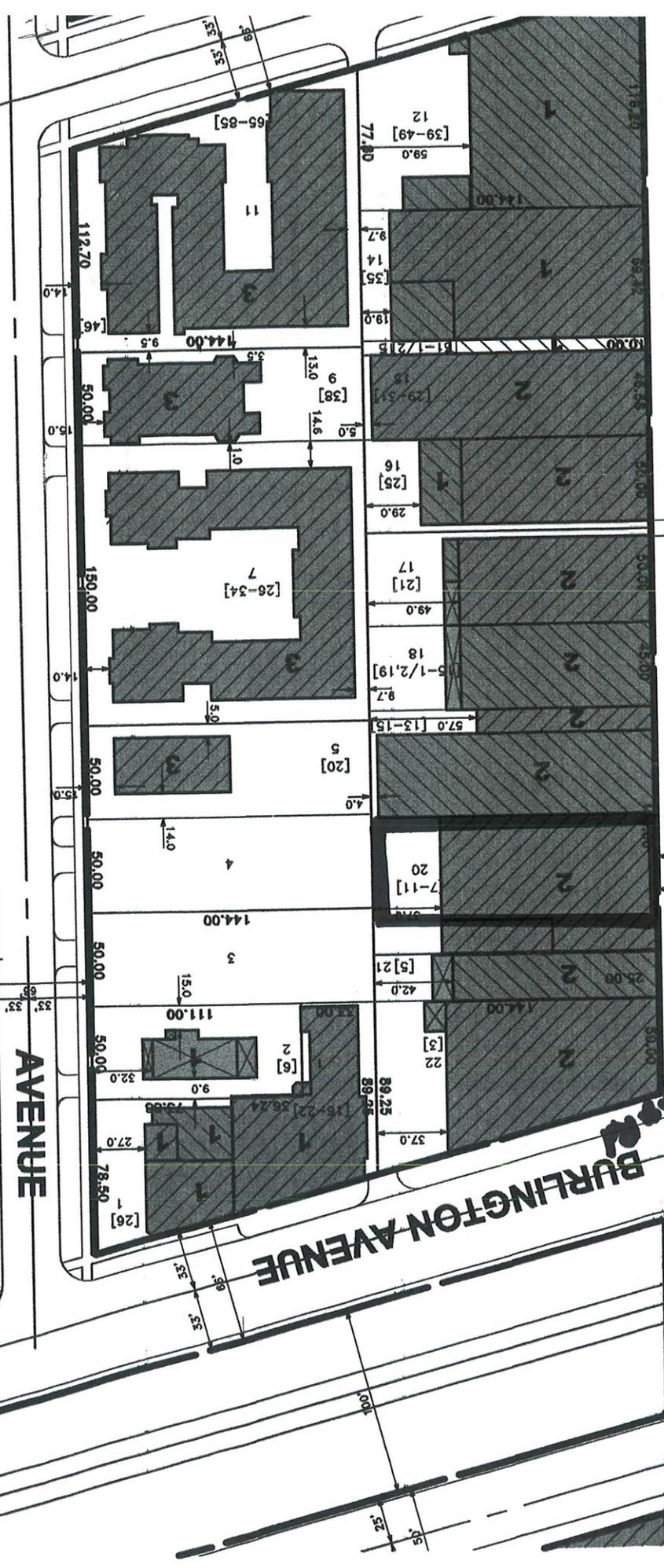
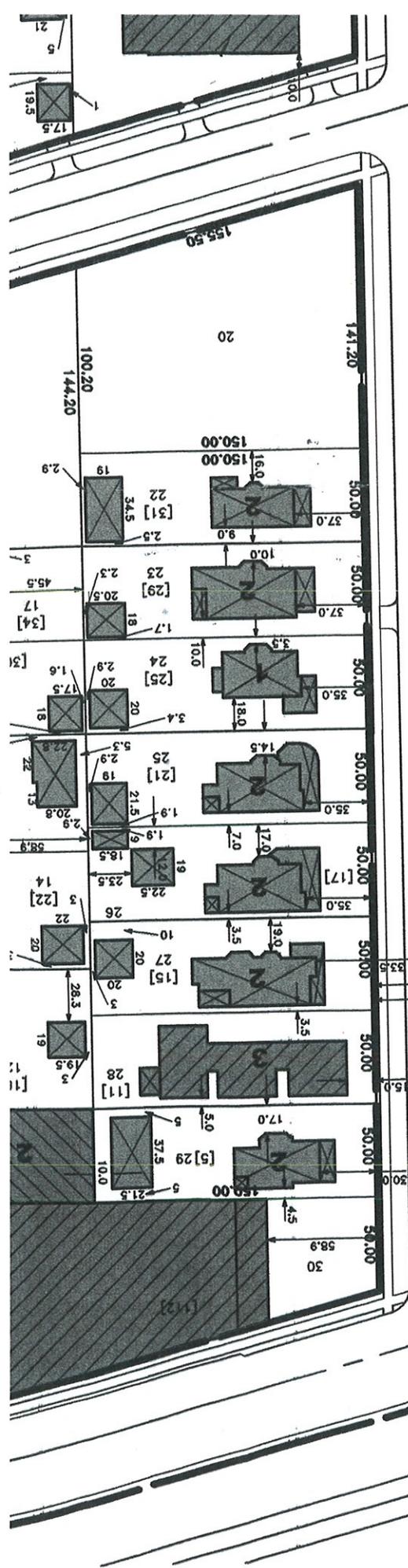
**III. RECOMMENDATION:**

Staff would recommend approval of a Special Use Permit, Site Plan Approval and Design Review Permit to allow Outdoor Seating accessory to a permitted eating place for the property legally described in Plan Commission Case #218 and commonly known as 9 S. La Grange Road, with the following conditions:

- (1) The outdoor eating area is to be constructed and maintained in conformance with all State and Village Codes and operated so as not to create an adverse impact on adjacent properties; and
- (2) Final details on screening and lighting be provided to the Village and must meet all zoning requirements prior to issuance of a building permit; and

- (3) Hours of operation for the outdoor seating area to be limited to the hours between 10:00 a.m. and 11:00 p.m. on weekdays and 10:00 a.m. and midnight on weekends.; and
- (4) Construction and operation of the outdoor eating area to comply with all applicable local and state codes relating to building, food service construction and sanitation; and
- (5) Provide proof of overnight parking for residences; and
- (6) All dumpsters be fully enclosed and provide a contract to the Village to be kept in force for the life of outdoor eating area for daily removal of refuse and recycling; and
- (7) Adequately support the fence in anticipation that snow will be pushed up against the fence given the closeness of the proposed fence existing alley.





VAC DUC 131.56  
 291  
 145.5  
 107  
 57.72  
 15.22

CB & Q RR

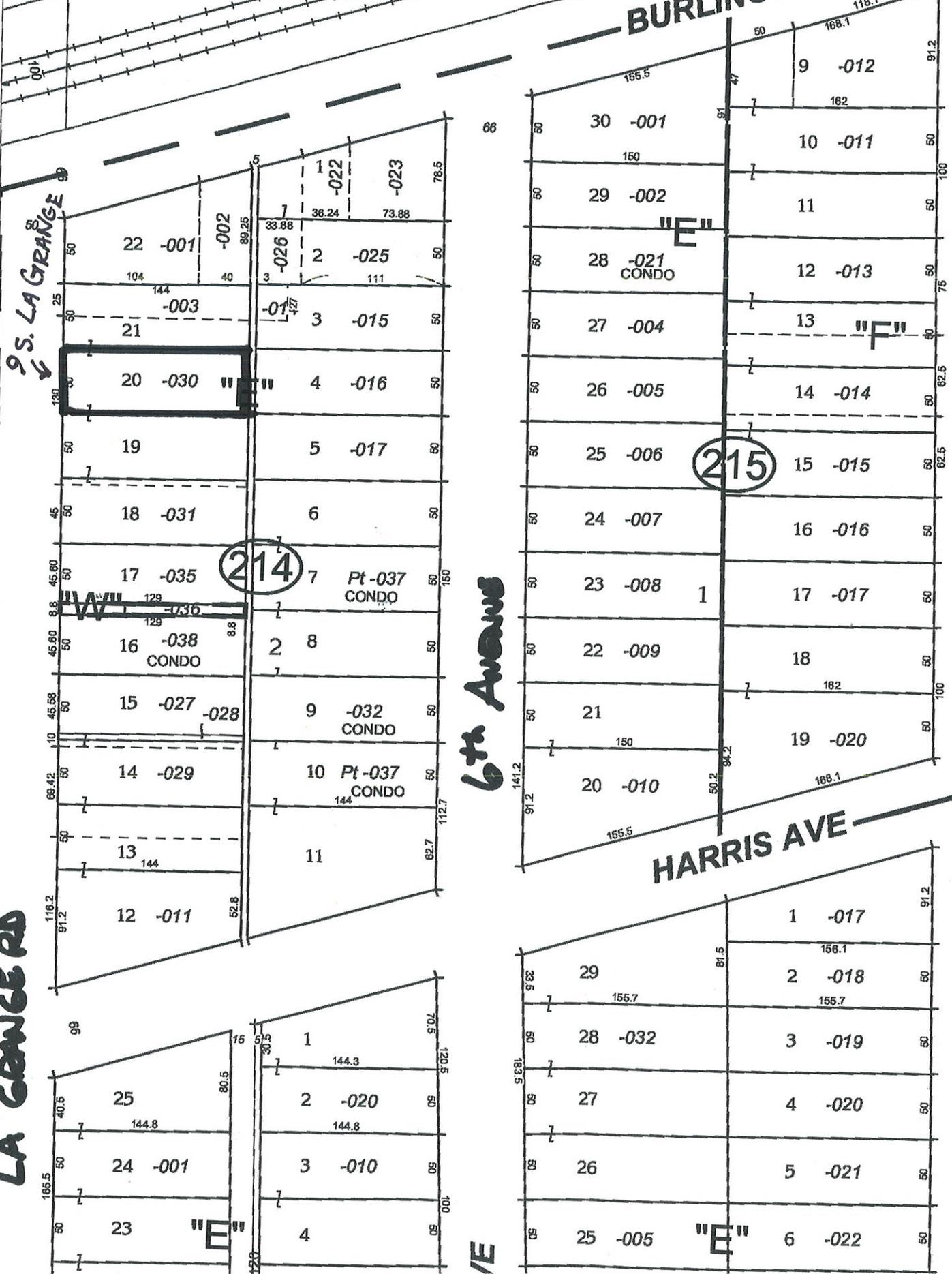
BURLINGTON AVE

S. LA GRANGE

LA GRANGE RD

6th Avenue

HARRIS AVE



22 -001	78.5	1 -022	73.88
21	50	2 -025	50
20 -030	50	3 -015	50
19	50	4 -016	50
18 -031	50	5 -017	50
17 -035	50	6	50
16 -038 CONDO	50	7 Pt-037 CONDO	50
15 -027	50	8	50
14 -029	50	9 -032 CONDO	50
13	50	10 Pt-037 CONDO	50
12 -011	50	11	50

30 -001	118.1	9 -012	91.2
29 -002	50	10 -011	50
28 -021 CONDO	50	11	50
27 -004	50	12 -013	50
26 -005	50	13 -014	50
25 -006	50	14 -014	50
24 -007	50	15 -015	50
23 -008	50	16 -016	50
22 -009	50	17 -017	50
21	50	18	50
20 -010	50	19 -020	50

25	70.5	1	120.5
24 -001	50	2 -020	50
23	50	3 -010	50
	50	4	50

29	91.2	1 -017	91.2
28 -032	50	2 -018	50
27	50	3 -019	50
26	50	4 -020	50
25 -005	50	5 -021	50
	50	6 -022	50

**Village of La Grange**

53 S. La Grange Road, La Grange, IL 60525  
Phone (708) 579-2320 Fax (708) 579-0980

VIKRAM  
Call: 8475302530

**SPECIAL USE APPLICATION**

TO THE PRESIDENT AND  
BOARD OF TRUSTEES  
VILLAGE OF LA GRANGE

Application No.: 218  
Date Filed: 5/15/14  
UARCO No.: 2871

(Please Type or Print)

Application is hereby made by Kanna Indian BISTRO

Address: 9 S. La Grange Rd Phone: 708 352 3300

Owner of property located at: \_\_\_\_\_

Permanent Real Estate Index No.: 18042140300000  
as set forth by plat of survey attached hereto

Present Zoning Classification: C-1 Central Commercial District

PROPOSED SPECIAL USE: Outdoor patio / seating  
(Specify from list of allowable Special Uses pursuant to the Zoning Ordinance of the Village of La Grange)

**GENERAL STANDARDS:** The petitioner should state FACTS AND REASONS and submit any pertinent evidence establishing each of the following principles:

(a) Code and Plan Purposes. The proposed use and development will be in harmony with the general and specific purposes for which this Code was enacted and for which the regulations of the district in question were established and with the general purpose and intent of the Official Comprehensive Plan.

Outdoor patio with 40 seating.

(b) No Undue Adverse Impact. The proposed use and development will not have a substantial or undue adverse effect upon adjacent property, the character of the area, or the public health, safety, and general welfare.

convert parking (7 spots) to seating. Max cars impacted 4. The space will look cleaner and more organized post construction

- (c) No Interference with Surrounding Development. The proposed use and development will be constructed, arranged, and operated so as not to dominate the immediate vicinity or to interfere with the use and development of neighboring property in accordance with the applicable district regulations.

the maximum height of the fence will be 7 ft. It will not impact any other property

- (d) Adequate Public Facilities. The proposed use and development will be served adequately by essential public facilities and services such as streets, public utilities, drainage structures, police and fire protection, refuse disposal, parks, libraries, and schools, or the applicant will provide adequately for such services.

all additions will be done to code with adequate Emergency Exit will be provided, ~~as~~ barn ~~remov-~~ bins will be consolidated and serviced daily. Area will be illuminated and fire codes adhered to.

- (e) No Traffic Congestion. The proposed use and development will not cause undue traffic congestion nor draw significant amounts of traffic through residential streets.

Max 3 cars will be impacted, the parking lot #2 (adjacent to the building) & lot #11 is has open slots for night parking

- (f) No Destruction of Significant Features. The proposed use and development will not result in the destruction, loss, or damage of any natural, scenic, or historic feature of significant importance.

— NA —

- (g) Compliance with Standards. The proposed use and development complies with all additional standards imposed on it by the particular provision of this Code authorizing such use.

— ND —

**Village of La Grange**

53 S. La Grange Road, La Grange, IL 60525  
Phone (708) 579-2320 Fax (708) 579-0980

**APPLICATION FOR SITE PLAN APPROVAL**

Case No.: 218  
Date Filed: 5/15/14  
UARCO: 2871

TO THE VILLAGE MANAGER and/or  
PRESIDENT AND BOARD OF TRUSTEES  
VILLAGE OF LA GRANGE

Application is hereby made by Kame INDIAN BISTRO  
(Please Type or Print)

Address: 9 S. La Grange Road La Grange IL 60525  
(City) (State) (ZIP)

Phone: (708) 352 3300

Owner of Property Located at: 9 S. La Grange

Permanent Real Estate Index No.: 18042140300000

Present Use: \_\_\_\_\_ Present Zoning Class.: \_\_\_\_\_

Please indicate if site plan approval is needed in connection with any development or redevelopment requiring:

Design Review Permit  Special Use Permit  Planned Unit Development

PLAT OF SURVEY must be submitted with application. The plat should show existing buildings, lot lines and dimensions, as well as all easements, all public and private rights-of-way, and all streets across and adjacent to the subject property.

\* \* \*

I, the undersigned, do hereby certify that I am the owner, or contract purchaser (evidence of title or other interest you have in the subject property, date of acquisition of such interest, and the specific nature of such interest must be submitted with application) and do hereby certify that the above statements are true and correct to the best of my knowledge.

[Signature] 9 S. La Grange Road  
(Signature of Owner or Contract Purchaser) (Address)

La Grange IL 60525  
(City) (State) (Zip)

Subscribed and sworn to before me this 12<sup>th</sup> day of May, 2014.

[Signature]  
(Notary Public)



**(FOR VILLAGE USE ONLY)**

1. Filed with the Office of the Community Development Director: May 15, 20 14.

2. Site Plan reviewed: \_\_\_\_\_, 20 \_\_\_\_\_.

3. In terms of the standards established by Subsection F of Section 14-402 of the Zoning Code the proposed site plan has been:

(i) Approved as submitted: \_\_\_\_\_

(ii) Approved subject to specific modifications: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

(iii) Denied approval of site plan based of the following findings: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\* \* \*

(APPLICABLE WHEN SITE PLAN APPROVAL IS ASSOCIATED WITH ANY DEVELOPMENT OR REDEVELOPMENT REQUIRING A DESIGN REVIEW PERMIT, SPECIAL USE, OR PLANNED DEVELOPMENT.)

5. Transmitted to Plan Commission at their meeting held: June 10, 2014

6. Continuation (if any): \_\_\_\_\_

7. Notice of hearing published in: \_\_\_\_\_ on \_\_\_\_\_

8. Findings and Recommendations of Plan Commission referred to Village Board at meeting of \_\_\_\_\_

9. Final action of Village Board for adoption of amending ordinances or denial of applicant's request at meeting held: \_\_\_\_\_

## Angela Mesaros

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**From:** Agnes Singh <agnes.singh@kamabistro.com>  
**Sent:** Thursday, May 29, 2014 4:02 PM  
**To:** Angela Mesaros  
**Subject:** Kama Patio design  
**Attachments:** photo 1.JPG; photo 2.JPG; photo 3.JPG; photo 6.JPG; photo 7.JPG; photo 8.JPG; photo 9 small.jpg; photo 6 small.jpg

Angela,

Thank you for the meeting today.

Please review the information below and the attachments from Dawson restaurant. Let me know if there is anything else we could get ready for the presentation. Thank you

My contact # 312.848.9404

1. Old location 1<sup>st</sup> day of business: October 15<sup>th</sup> 2009
2. New location 1<sup>st</sup> day of business: August 3<sup>rd</sup> 2013
3. Apartments above the restaurant – 3 units - will check again with Landlord if there is also business window above or just residential units
4. Parking overnight option – Vikram was checking it before with LaGrange Lot 11 and Lot 2 available – we will provide extra documentation for that
5. Trash company – Republic services – looking to consolidate trash collection
6. Space usage:
  - a. Private parties
  - b. Charity events
  - c. Sponsoring events Ex. Celtic Club sponsorship events (200 local families getting sponsorship for their sports activities)
  - d. Bocce ball night – fun relaxing night
  - e. Regular dine in experience – 40 seats max
7. Contractor & Design:

Padraig Conway [cotswoldgardens@icloud.com](mailto:cotswoldgardens@icloud.com)  
<http://www.cotswoldgardensltd.net/inspiration.html>

*Hours: - 10pm weekdays  
- 11pm Fri, Sat*

The Dawson – inspiration for our new patio:  
<http://chicago.eater.com/archives/2013/10/21/look-inside-the-dawson.php>

The Dawson review:  
<http://chicago.eater.com/archives/2013/10/21/look-inside-the-dawson.php>

Agnes Singh  
Kama Bistro  
[www.kamabistro.com](http://www.kamabistro.com)  
[Facebook](#)  
708.352.3300  
A Michelin "Bib Gourmand" restaurant

E Burlington Ave

La Grange Road

45

20

12

La Grange Camera & Video

Elizabeth Lidd Law Office

*Commercial*

Noodles & Company

Fantastic Sams

6th Ave

9+9

Village PARKING

Runner's Soul

Home Sweet Home Care

STREET PARKING

Sean Patricks Hair Salon

*dumpster*

Village PARKING

6th Ave

9

Kama Indian Bistro

**PATIO**

*Alley*

9 S La Grange Rd

*apartment*

Back Alley Burger

STREET PARKING

The Wheel Thing

*apartment*

6th Ave

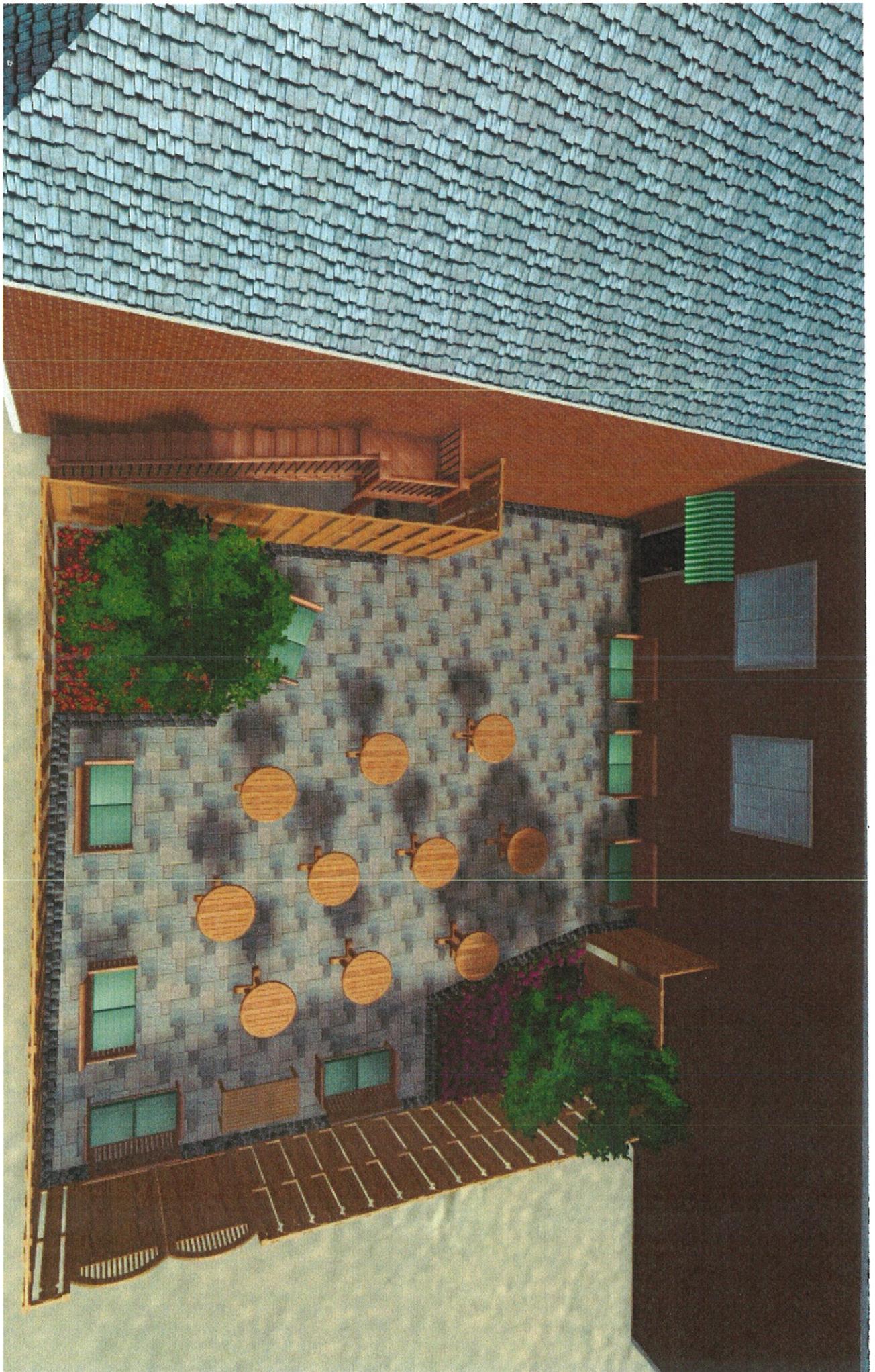
Google

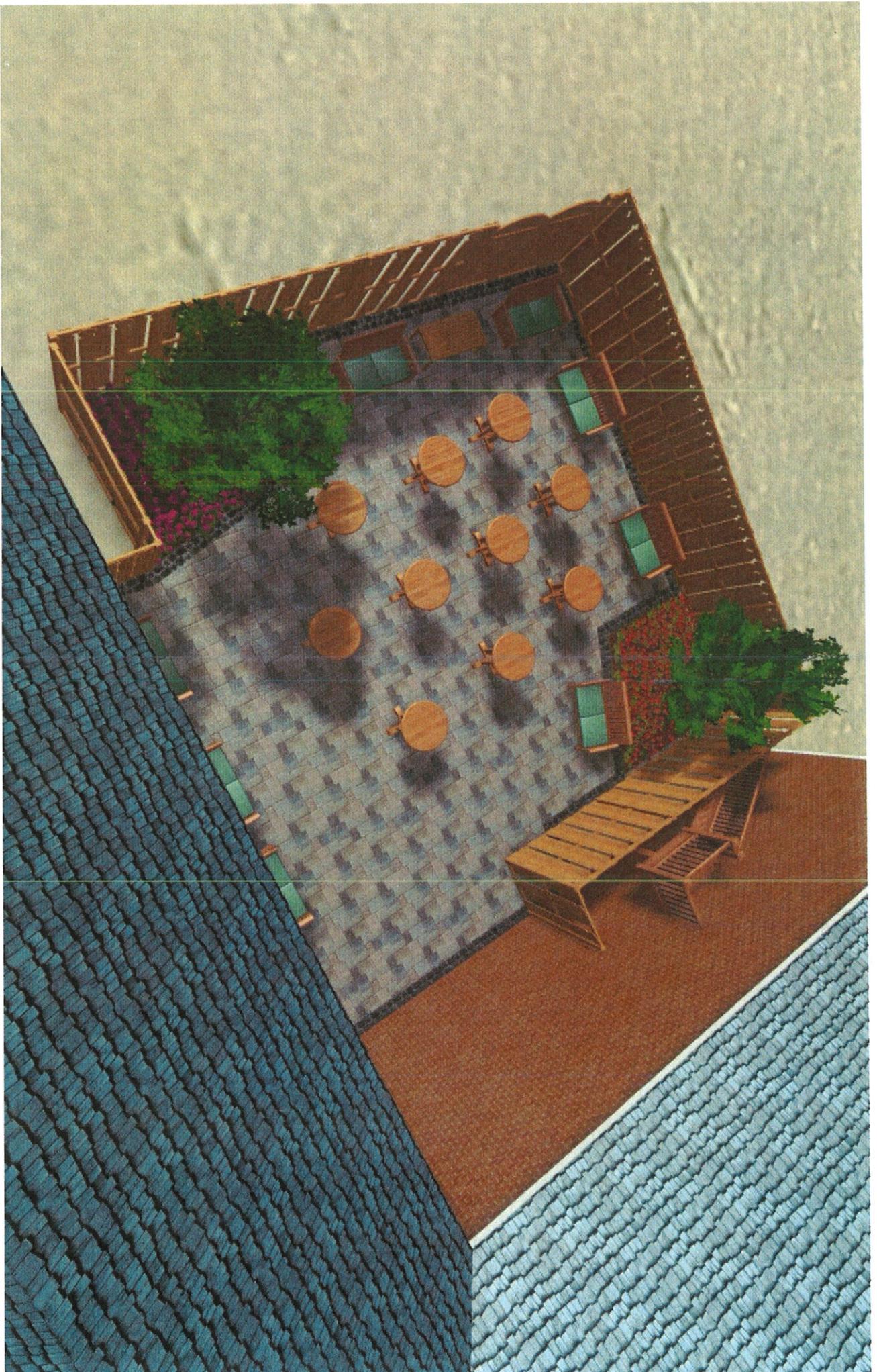
PC #218 - Lane Bishe



↑ dumpsters will be moved to enclosure and daily pickup

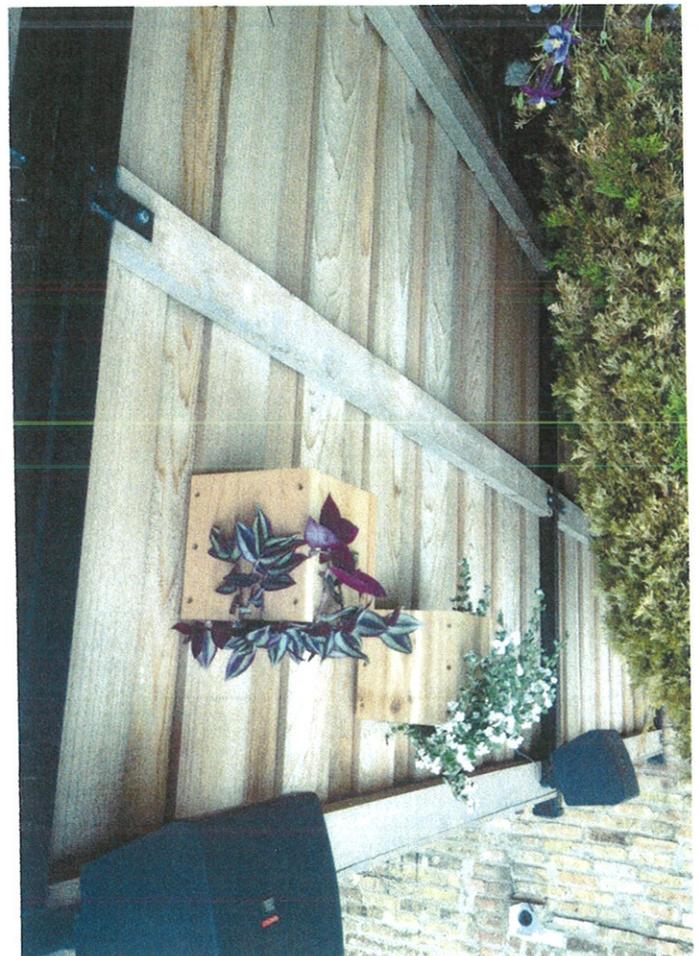
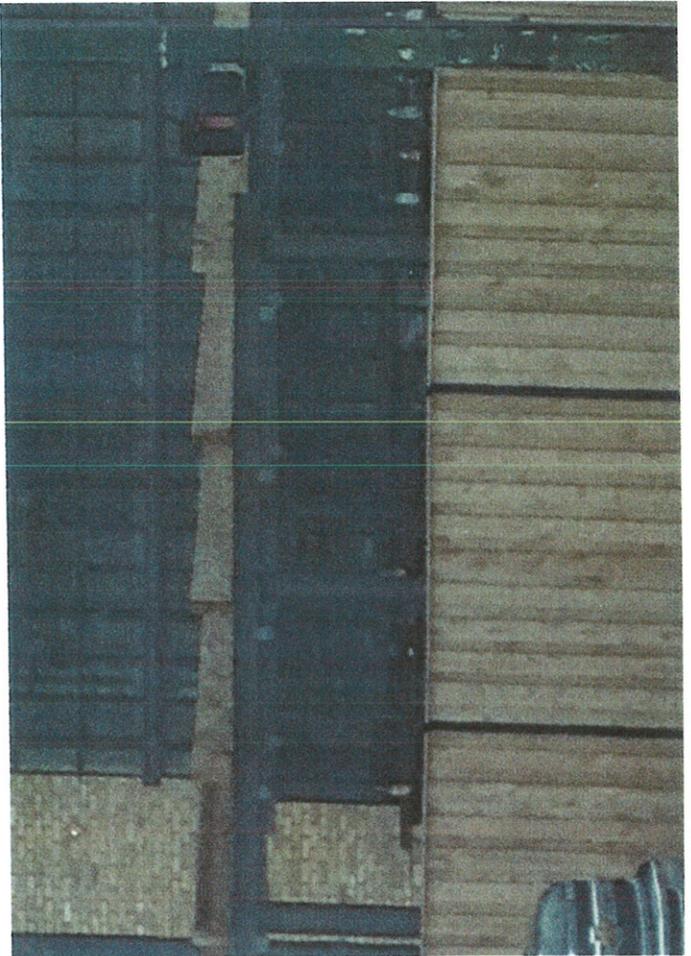
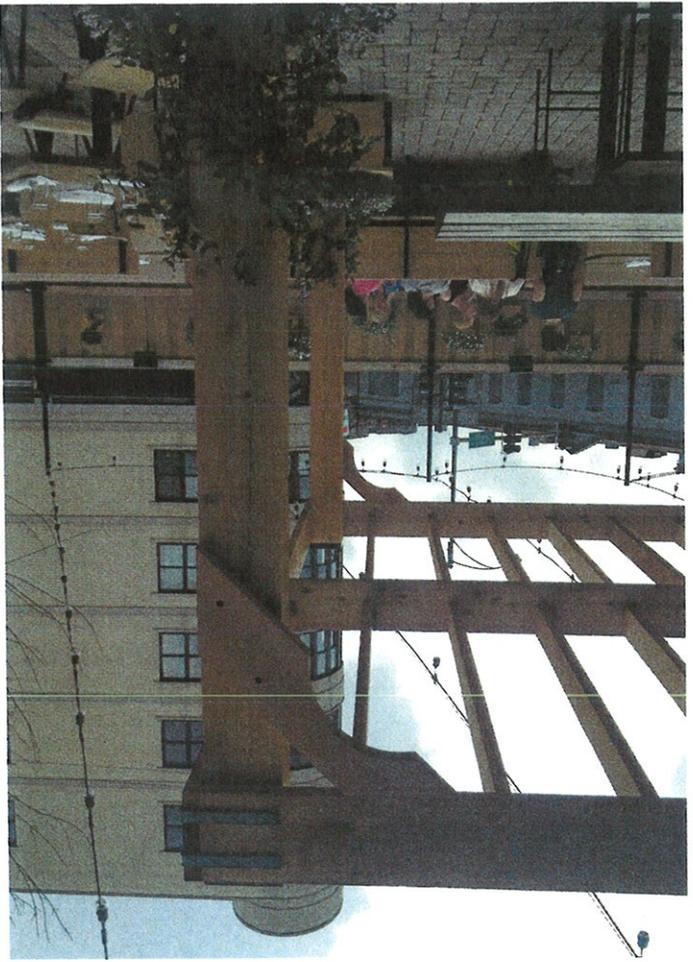




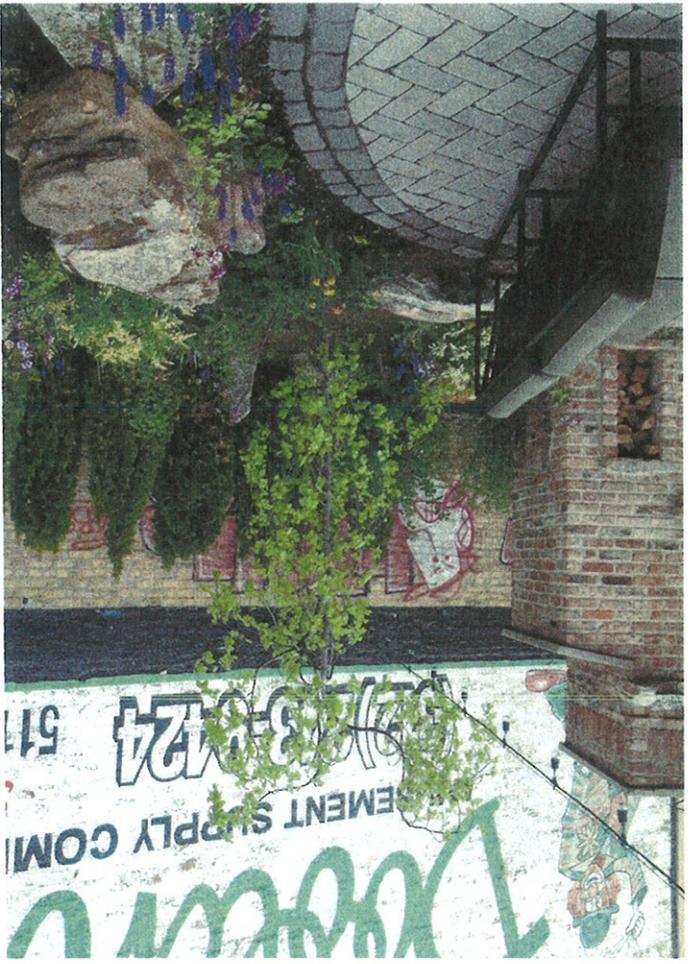
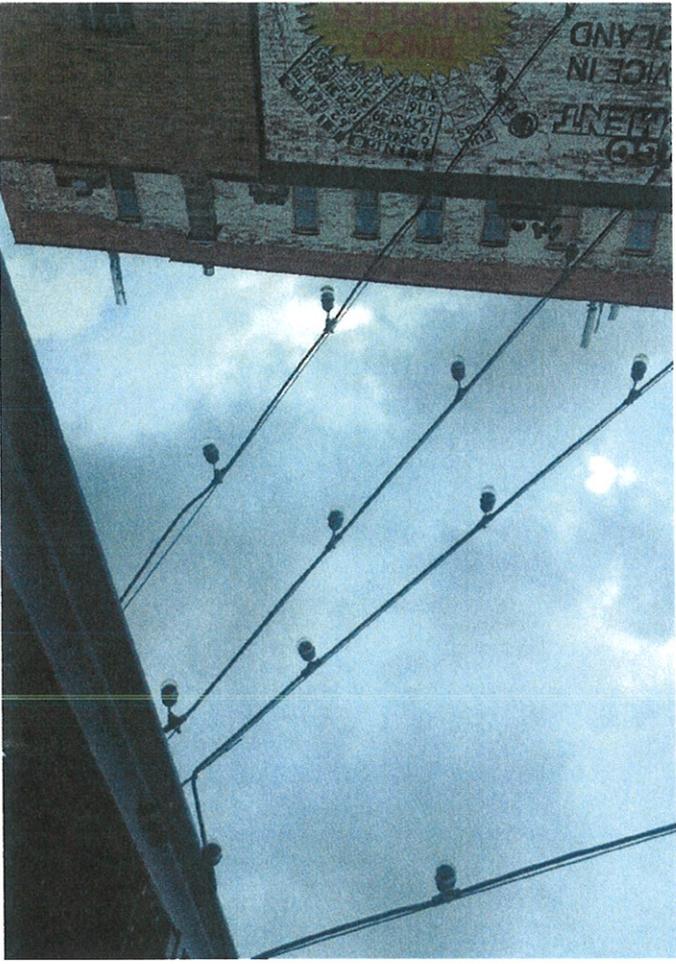








PC #218 Karna Kisto  
5.30.14



PC # 218 Kanna Kristro  
S. 30.14

## STAFF REPORT

### PC Case #216

TO: Plan Commission

FROM: Patrick D. Benjamin, Community Development Director  
Angela M. Mesaros, AICP, Assistant Director, Community Development

DATE: June 10, 2014

RE: **PLANNED DEVELOPMENT CONCEPT/FINAL SITE PLAN APPROVAL TO AUTHORIZE A MIXED RETAIL AND MULTIPLE FAMILY RESIDENTIAL DEVELOPMENT, Northeast Corner La Grange Rd and Ogden Ave, 31 E. Ogden Avenue, Opus Development Company, LLC.**

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#### **I. BACKGROUND**

Opus Development Company is the contract purchaser of the former YMCA property, a 4.29 acre site previously used for a fitness facility, child care, and single room occupancy (SRO) housing at 31 E. Ogden Avenue. This site is currently vacant land – the former Richport YMCA building was demolished in 2010. The southwest corner of the property was formerly a Shell Gas Station that was demolished in 1990.

Opus proposes to redevelop the subject property with a mixed retail and multiple family development. Specifically, the applicant wishes to construct a 9,200 square-foot single story retail building on the northeast corner of Ogden Avenue and La Grange Road with 38 surface parking spaces. A five-story residential building with a total of 278 market rate rental apartments will wrap around a five-story parking garage with 417 parking spaces, 373 dedicated to the residents and visitors of the building, as well as 44 spaces on the first floor and concourse level to be shared with the public.

As provided in our Zoning Code, Opus participated in pre-application meetings held in November and December 2013, which included at various times: the Village President Livingston, Trustee McCarty, Village Clerk Burns, Plan Commission Chairperson Kardatzke and Vice Chair Laura Weyrauch, the Village management team and Village Planner. These meetings involved discussions about site circulation, vehicular and pedestrian access, and potential for a 2-story building on the corner, public improvements and offsetting amenities, pedestrian safety, connections to Gordon Park, and resulted in revisions to the site plan and design of the building.

Participants at the meetings generally found the overall concept of the plan to be acceptable, that being predominantly a multi-family residential development which supports the downtown businesses as opposed to creating a separate commercial center that might draw away from our existing downtown. Recommendations included improvements to vehicular and pedestrian circulation as well as direction on design –

specifically the suggestion that, as in review of Atlantic Realty Partners' previously approved proposal, a Chicago School or craftsman style design might be preferred by the Village Board.

As you are aware, one of the planned development criteria is the requirement that the applicant provide compensating amenities for the relief being sought. In order to go forward with application, Opus requested a list of Staff's thoughts on potential required public improvements, including cost estimates, so that they could be prepared in negotiations with the YMCA. In response, in several meetings (which included the Village President, Village Clerk and Village Manager, Community Development Director, Director of Public Works and Assistant Community Development Director/Village Planner), Village Staff presented specific public improvements and estimated costs of such improvements.

The recommended improvements were very similar in scope as to what was required of A.R.P. They included but were not limited to: burial of all utilities, reconstruction of Shawmut Avenue as ingress/egress to the west, site preparation for traffic signal including reorientation of Locust Avenue at Ogden Avenue, storm water detention and green initiatives, reconstruction of adjacent rights-of-way, install new traffic signal standard at corner of La Grange Road and Ogden, install right turn lane on westbound Ogden, water improvements to service site, separate storm water to deep tunnel shaft, installation of traffic signal and crosswalks at Locust and Ogden Avenue, reconstruct Locust Avenue and Parking Lot #14 with permeable paver construction to be shared parking with development, commuters and park visitors, and monetary contribution towards Ogden Avenue relief sewer (OARS).

In subsequent meetings, which also included YMCA representatives, Opus analyzed the public improvements requested by Village Management Team, and they objected to several of them. Opus indicated that they had offered to pay \$9.1 million for the property and were limited in what they could afford to offer the Village in public amenities, as outlined on page 22 of the Executive Summary of the Application submittal.

## **II. APPLICATIONS**

After staff evaluation of the Application, we determined that it is necessary for the plans to be approved as a Large Planned Development, because the total land area is more than 40,000 square feet, the project includes more than one principle building, and it requires relief from several provisions of the Code as outlined in Section 4 of this report and on pages 16-20 of Section 1, "Executive Summary" of the Opus submittal.

In order to construct the proposed development Opus, the applicant, has submitted the following applications:

1. Zoning Map Amendment
2. Large Planned Development

3. Final Site Plan Approval
4. Design Review
5. Special Use Permit

## 1. MAP AMENDMENT

Opus has filed an application with the Community Development Department for a Zoning Map Amendment to rezone a portion of the property located at 31 E. Ogden Avenue from its current classification as OS Open Space to the C-3 General Service Commercial District so that the entire site would be classified under a single zoning district. Staff recommends that the site should be zoned within a unified district. Opus requests that the entire property be rezoned to the C-3 district.

### AMENDMENT CRITERIA:

In reviewing the request for Zoning Map Amendment, be guided by the principles stated in Section 14-605 of the Zoning Code: “...*the power to amend this Code is not an arbitrary one but one that may be exercised only when the public good demands or requires the amendment be made. In determining whether the principle is satisfied in any particular case...weigh the data required in 14-101E and among other factors, the following standards:*”

1. *The consistency of the proposed amendment with the purposes of this Code.*

One of the key purposes of the Zoning Code according to Section 1-102, is to “*implement and foster the goals and policies of the Village's Official Comprehensive Plan.*”

The subject property is located within the Burlington Northern Santa Fe (BNSF) Sub Area of the *Comprehensive Plan*, which “*reinforces the role of Downtown La Grange as the community's mixed-use center. The Plan organizes transit supportive planning principles around the three dimensions or '3D's.'* They provide a means for the Village to evaluate and judge the appropriateness of private and public investments. The 3D's include density, design and diversity.”

Among the principles related to density, design and diversity are the following:

- *Density combined with mixed land use creates the most effective and successful transit-oriented development;*
- *Varied housing types should be located within walking distance to transit facilities;*
- *Encourage higher housing densities within one-quarter mile or 5 minute walk of [Metra] station areas;*
- *Maintain and emphasize pedestrian and bicycle improvements and access; and*
- *Extend a pedestrian-oriented streetscape to all BNSF Railroad Corridor streets.*

In addition to general principles and policies, the *Comprehensive Plan* established a Land Use Plan for future development within the Village. This land use plan identifies the property at the corner of La Grange Road and Ogden Avenue as BNSF Commercial and the eastern portion of the property as high density residential. This designation for the property is consistent with the proposal for the retail and multiple family buildings.

2. *The community need for the proposed amendment and for the uses and development it would allow.*

According to the applicant, the map amendment is necessary to transform an underutilized property at a major, highly visible intersection in La Grange into a multiple family development with a portion of retail at the corner.

3. *If a specific parcel is the subject, then the following factors should be considered:*
  - a. *The existing uses and zoning classifications for properties in the vicinity of the subject property.*
  - b. *The trend of development in the vicinity of the subject property, including changes, if any, in such trend since the subject property was placed in its present zoning classification.*
  - c. *The extent, if any, to which any diminution in value is offset by an increase in public health safety and welfare.*
  - d. *The extent to which the use and enjoyment of adjacent properties would be affected by the proposed amendment.*
  - e. *The extent, if any, to which the value of adjacent properties would be affected by the proposed amendment.*
  - f. *The extent, if any, to which the future orderly development of adjacent properties would be affected by the proposed amendment.*
  - g. *The suitability of the subject property for uses permitted or permissible under its present zoning classification.*
  - h. *The availability, where relevant, of adequate ingress to and egress from the subject property and the extent to which traffic conditions in the immediate vicinity of the subject property would be affected by the proposed amendment.*
  - i. *The availability, where relevant, of adequate utilities and essential public services to the subject property to accommodate the uses permitted or permissible under its present zoning classification.*

- j. The length of time, if any, that the subject property has been vacant, considered in the context of the pace of development in the vicinity of the subject property.*

In the vicinity of the proposed development are a ten story condominium building to the east zoned R-8 multiple family residential; single story service and retail uses zoned C-3 to the south and west; Gordon Park to the east, zoned Open Space; and a seven story, 78 unit condominium building zoned R-8 multiple family to the southeast across Ogden Avenue.

The subject property is currently located in two districts: the C-3 district and OS Open Space. Therefore, as currently zoned the property could not be part of a unified development. The northern portion of the property zoned for open space is limited in permitted uses. This portion of the site could not be redeveloped as residential and would have to remain as park or recreation use. Approval of the rezoning is consistent with the *Comprehensive Plan*.

**RECOMMENDATION:**

If the Commissioners find that the proposed development meets the standards, staff suggests that the Plan Commission recommend to the Village Board of Trustees **approval of the Zoning Map amendment to rezone a portion of the property located at 31 E. Ogden Avenue from its current classification of OS Open Space district to the C-3 General Service Commercial District.**

**2. PLANNED DEVELOPMENT**

Opus Development Company has filed an application for a Large Planned Development Concept/Final Plan Approval with the Community Development Department. Upon our review of the application as submitted, the applicant will need modifications from the following zoning requirements:

- Height
- Maximum Lot Coverage
- Floor Area Ratio
- Minimum Lot Area per Unit
- Minimum Dwelling Unit Size
- Residential Parking Requirements
- Slope of the Residential Parking Garage
- Perimeter Landscaped Open Space
- Parking Lot and Loading Screening
- Sign Regulations

A Planned Development is a distinct category of Special Use and has the same general purposes of all special uses. According to Section 14-502 of the Zoning Code, “*Within a planned development, the traditional use, bulk, space, and yard regulations may be relaxed if they impose inappropriate limitations on the proposed development or redevelopment of a parcel of land that lends itself to an individual, planned approach.*” Among those objectives that the Village seeks to achieve through the flexibility of the planned development technique are the following:

- *Encouragement of flexibility in the development or redevelopment of land.*
- *Creation of an appreciably more desirable environment than would be possible through strict application of Village land use regulations, whether through maximization of open space, or excellence in building and site design, or provision of amenities not possible under the otherwise applicable requirements*
- *Promotion of creative architectural and site designs and resulting development.*
- *Promotion of quality, useful open space and recreational opportunities.*
- *Promotion of environmentally sound development practices.*
- *Facilitation of development in harmony with the Comprehensive Plan.*
- *Promotion of public health, safety, and welfare.*

A Planned Development consists of a development concept to provide a basic scope of the character and nature of the development and a final plan, which serves to implement, particularize and define the Development Concept Plan. As allowed by Code, Opus has chosen to submit the two phases concurrently.

SPECIAL USE STANDARDS:

No special use permit for a Planned Development may be recommended or granted unless the applicant establishes that the proposed development will meet each of the standards made applicable pursuant to Subsection 14-401E of the Zoning Code:

- (a) Code and Plan Purposes
- (b) No Undue Adverse Impact
- (c) No Interference with Surrounding Development
- (d) Adequate Public Facilities
- (e) No Traffic Congestion
- (f) No Destruction of Significant Features
- (g) Compliance with Standards

- (a) *Code and Plan Purposes. The proposed use and development will be in harmony with the general and specific purposes for which this Code was enacted and for which the regulations of the district in question were established and with the general purpose and intent of the Official Comprehensive Plan.*

According to the Zoning Code, *the C-3 General Service Commercial District is intended to provide areas for the development of service, commercial, and retail uses requiring direct vehicular access.* The applicant has applied for a yet to be identified service business use that includes a drive-through facility. This requires a special use permit and will be discussed later in this report.

The “Vision for La Grange” as established in the *Comprehensive Plan* asserts that La Grange will remain a community with diverse housing. Uptown La Grange is consistent with that vision -- it provides higher quality rental housing.

According to the applicant’s residential market analysis by Tracy Cross the market potential for Uptown La Grange is viewed as favorable based upon the overall strength of the west suburban rental apartment sector and excellent location approximate to rail transportation. There is a strong sustaining demand for new construction rental in the market place. Despite these strengths, however, Tracy Cross cautions that it must be recognized that the subject property will compete with other planned larger scaled developments in the immediate area. Absorption potential is that the stabilized occupancy level is 95% within a 17 month time frame.

- (b) *No Undue Adverse Impact. The proposed use and development will not have a substantial or undue adverse effect upon adjacent property, the character of the area, or the public health, safety, and general welfare.*

The subject property is bounded by significant buffers with Ogden Avenue, a major arterial street to the south and Gordon Park to the east. The proposed development would redevelop a vacant parcel with a mainly multiple family development with retail at the corner.

The applicant is aware that certain environmental conditions may exist beneath the former shell gas station and the Richport YMCA property. The Plan Commission may wish to discuss this. Although the applicant will be required to follow all State regulations regarding mediation and/or engineered barriers.

- (c) *No Interference with Surrounding Development. The proposed use and development will be constructed, arranged, and operated so as not to dominate the immediate vicinity or to interfere with the use and development of neighboring property in accordance with the applicable district regulations.*

According to the applicant, this project will contribute positively to the surrounding area with pedestrian scaled detailing, walkways and linkages to Gordon Park. The scale of the

proposed building is also consistent with Beacon Place to the south, La Grange Towers to the northwest and the new Plymouth Place redevelopment in La Grange Park to the north.

- (d) Adequate Public Facilities. *The proposed use and development will be served adequately by essential public facilities and services such as streets, public utilities, drainage structures, police and fire protection, refuse disposal, parks, libraries, and schools, or the applicant will provide adequately for such services.*

A consulting engineer, Baxter Woodman, who works with the Public Works Department, has provided the attached review. In addition, see the attached separate memorandum from Public Works Director Ryan Gillingham.

At the request of the Fire Department, the proposed development was pulled back 20 feet to accommodate fire lanes around north side of property.

Further Kane, McKenna and Associates, Inc., a financial analysis firm utilized by many Chicago area municipalities, has reviewed and analyzed the application. See the attached “Fiscal Impact and Revenue Analysis,” which provides fiscal impact of the proposed Uptown La Grange project. In short, they are projecting annual surplus of \$253,000 to the Village. As you see there appears to be very minimal impact on schools, yet the revenues received account for any impact on the schools.

Attached is a recent *Crain's Chicago Business* article that highlights continued growth in suburban apartment rents. You will also find attached, “The State of the Nation's Housing 2012,” from Chapter 5 of the *Study from the Joint Center for Housing Studies of Harvard University*. This information was referenced at a Village Board Strategic Planning session in discussions on the rental housing market.

It is anticipated that with the public improvements, the site will be adequately served and that offsetting revenues will provide for services.

- (e) No Traffic Congestion. *The proposed use and development will not cause undue traffic congestion nor draw significant amounts of traffic through residential streets*

We recognize that traffic and pedestrian safety and access are key components of any development at this location. Memorandum No.1 of the *Comprehensive Plan* states that this property is “inefficient in layout with significant accessibility issues.” The intersections of La Grange Road/Ogden Avenue and Ogden Avenue/Locust Avenue have been identified by the Village as much-needed improvements for vehicular access and for pedestrian mobility and safety. The Village Staff remain in discussions with IDOT on improvements to the intersection at La Grange Road and Ogden Avenue. The Village is attempting to encourage IDOT to either expand the scope of the safety improvements to include Locust Avenue reconfiguration or commit to it as a separate IDOT funded project. A separate Staff Memorandum from Public Works Director Ryan Gillingham is attached with a status update on those discussions.

As you may recall, at the recommendation of the Plan Commission as a condition of the special use permit for improvements to Gordon Park in 2013, the Park District deeded a triangular “pencil tip” area at the corner of Ogden Avenue and Locust Avenue to the Village for future improvements to the intersection. Those future improvements include straightening the intersection and adding a signal for pedestrian access and safety features among other things upon the redevelopment of the former Richport YMCA site. Opus has indicated in their application that they will provide only an easement, so that Locust would be realigned “by others,” undefined, in the future.

According to the traffic impact study submitted by the applicant and prepared by KLOA, *“turning movements from Locust Avenue on to Ogden Avenue will experience long delays and poor levels of service during the peak hours of the current stop signal control. Warrants will be met for traffic signal control at this intersection which would improve traffic operations to satisfy levels of service, increase safety for pedestrians crossing mid-block between the commuter lot and train station and enhance access to and from Locust Avenue.”*

The traffic analysis by KLOA states that more traffic will utilize Locust Avenue than currently does when the Uptown La Grange development is constructed. Gordon Park and commuter lot users that currently cut through the uptown La Grange site to reach La Grange Road will not be able to do so during construction of the development and will utilize Locust instead. This intersection currently operates at a Level of Service (LOS) C. Without reconfiguration and signalization the intersection will receive the F rating, which is the lowest level of service grade (oversaturated conditions, extensive delays), during both weekday morning and evening peak hours. However, with a traffic signal this would be improved to a LOS A.

According to the KLOA report submitted by the applicant, *“the signalization of the Ogden Avenue/Locust Avenue intersection would significantly improve access to Gordon Park, the commuter parking lot and the Uptown La Grange development.”*

The KLOA study states that *“current oblique alignment of Locust Avenue at Ogden Avenue creates safety issues related to the acute turning movements and limited sight lines. In the eight years between 2003 and 2011 there have been four turning collisions at this intersection and four other crash types. Due to these safety concerns related to ingress and egress on Locust Avenue, consideration should be given to realigning Locust Avenue at Ogden Avenue in advance of the IDOT project before additional traffic uses the roadway. The traffic analysis in this study assumes the realignment of Locust Avenue under interim roadway conditions.”*

Staff recommends to the Plan Commission that the applicant be required to realign Locust Avenue at Ogden Avenue as part of their redevelopment project for several reasons. First, OPUS has only provided for two direct points of access to their site.

However, these points of access are limited to right-in/right-out movements only. There is no recognition of left turn movements onto and from the site. Consequently, residents and visitors of uptown will therefore naturally proceed off-site to either Shawmut Avenue or Locust Avenue to make such left turn movements (both ingress and egress). As La Grange Road is generally more congested than Ogden Avenue, channeling those movements to a realigned intersection of Locust Avenue and Ogden Avenue would in our opinion be the safest and most efficient point of access.

Second, and closely related to the first point, OPUS' proposed internal site circulation anticipates the use of Shawmut and Locust. Furthermore, without the through traffic movement or the concourse level to Locust Avenue, the internal site circulation challenges would be even greater. Third, based on the two fore-going points and as pointed out by KLOA, Locust Avenue in its current configuration presents safety concerns related to ingress and egress on Locust Avenue. Fourth, Commissioners need to take a comprehensive look at how the land uses at this northeast corner of the Village relate to one another and the supporting infrastructure. A realigned Locust Avenue will also serve the seventeen acre and recently redeveloped Gordon Park, and a 130-space Village commuter parking lot. Finally, many of the site amenities including pedestrian walkways, landscaping and signage elements proposed cannot be completed by the developer without first reconfiguring Locust Avenue.

- (f) No Destruction of Significant Features. *The proposed use and development will not result in the destruction, loss, or damage of any natural, scenic, or historic feature of significant importance.*

The proposed project is development of vacant parcels of land at a prominent very visible intersection in our community.

- (g) Compliance with Standards. *The proposed use and development complies with all additional standards imposed on it by the particular provision of this Code authorizing*

The applicant seeks relief from several areas of the Code as outlined below.

#### CONSIDERATIONS

In determining whether the applicant's evidence establishes that the foregoing standards have been met, the Plan Commission shall consider:

- (a) Public Benefit. *Whether and to what extent, the proposed use and development at the particular location requested is necessary or desirable to provide a service or a facility that is in the interest of the public convenience or that will contribute to the general welfare of the neighborhood or community.*

- (b) Alternative Locations. *Whether and to what extent, such public goals can be met by the location of the proposed use and development at some other site or in some other area that may be more appropriate than the proposed site.*
- (c) Mitigation of Adverse Impacts. *Whether and to what extent, all steps possible have been taken to minimize any adverse effects of the proposed use and development on the immediate vicinity through building design, site design, landscaping, and screening.*

The subject property is the largest vacant parcel in La Grange, uniquely situated at two major arterial State Routes and a gateway into the community from the north and east. The Village expects that any development will include quality design and materials, retail that addresses the street front and quality use of landscaping and open space. With this construction there will be increased traffic movements, therefore realignment of Locust Avenue is warranted under this development.

#### ADDITIONAL STANDARDS FOR PLANNED DEVELOPMENTS

A Planned Development must meet each of the following standards in addition to the special use standards:

1. Unified Ownership Required. The applicant is the contract purchaser of the former Richport YMCA property and plans to develop the property under unified ownership.
2. Covenants and Restrictions to be Enforceable by the Village. The record should state that the Conditions, Covenants and Restrictions for the subject property not be removed or released without the expressed written consent of the Village Board of Trustees. A copy of the Covenants and Restrictions will need to be prepared for Village Attorney review prior to the Village Board consideration.
3. Protected Open Space. *Except under extraordinary circumstances determined as sufficient by the Board of Trustees, the planned development must include protected open space commensurate with the scale and design of the development. The protected open space must be held in common ownership or by an entity specifically responsible for the care and maintenance of the space. The protected open space also must be (i) held for use by all residents or other occupants of the development or (ii) dedicated to, and accepted by, the Village of La Grange, the Park District of La Grange, a school district, or another public entity as permanent common open areas for parks, recreation and/or related public uses.*

Protected Open Space is defined in the Zoning Code to mean “parks, playgrounds, landscaped green space, community centers, or other similar areas and associated recreational amenities held and protected permanently as open space.”

The proposed plan provides very little protected open space – a swimming pool, corner feature, and a landscape feature at Locust Avenue. However, the project is directly adjacent to a 17-acre public park (the largest open space in La Grange) that the residents will be able to utilize.

4. Landscaping and Perimeter Treatment. *Any area of a planned development not used for structures or circulation elements shall be landscaped or otherwise improved. The perimeter of the planned development shall be treated so as to ensure compatibility with surrounding uses by means such as provision of compatible uses and structures, setbacks, screening, or natural or man-made buffers.*

The applicant is asking for relief from the parking lot setbacks of at least five (5) feet and the required perimeter landscaped open space. Hitchcock Design Group, the firm that has designed the Village streetscape and plaza area, has reviewed the preliminary landscape plan. (See Attached.)

5. Private Streets. The proposed development would not have any private streets.
6. Pedestrian Circulation System. Currently the sidewalk along Ogden Avenue is insufficient, unsafe and in need of repair with utility poles obstructing the pedestrian right-of-way. The applicant proposes to add a new six feet wide sidewalk along Ogden and create an unobstructed pedestrian zone along the storefront. The *Comprehensive Plan* states that pedestrian walkways should be a minimum 10 to 15 feet in width. **Staff recommends that this sidewalk should be widened to accommodate pedestrian-oriented downtown as recommended in the Comprehensive Plan.**

In addition, the applicant proposes to create a walkway connection across Locust Avenue and Village Parking Lot to Gordon Park. This will provide a pedestrian safe zone of street plantings, open space and walkways, which will connect to Gordon Park.

7. Utilities. The applicant agrees to bury all onsite utility lines underground including up to the BP Amoco station at the northwest corner of La Grange Road and Ogden Avenue.
8. Compensating Amenities. *The planned development must include compensating amenities, if the applicant seeks a modification of any provision of this Code or the La Grange Subdivision Ordinance.*

*Compensating amenities means features not otherwise required to achieve compliance with the standards of this Code or other applicable Village codes and ordinances, including such things as public art, plazas, pedestrian walkways, natural habitats, increased landscaping, buffering or screening, enhanced streetscape, enhanced pedestrian and transit supportive design, underground parking and similar features. Compensating amenities must be proposed as part of a PD application, and all compensating amenities, whether public or private, must be developed and constructed at the applicant's expense.*

Below is a list of compensating amenities proposed by the applicant. Additional details are provided in Section 3, page 14 – 16 of the applicant’s submittal.

Off-Site Compensating Amenities as Stated by Developer
<ul style="list-style-type: none"><li>• Burial of overhead utilities onsite and to the front of the BP Amoco Gas Station</li><li>• Shawmut Avenue – milling and resurfacing, removal of angled parking stalls</li><li>• Light Fixtures – add pedestrian style light fixtures along Ogden Avenue</li><li>• Sewer – replace or provide liner for 310 linear feet of pipe under Locust Ave.</li><li>• Water main</li><li>• Replace 6 inch main under Locust Avenue parking lot with 12” water main</li><li>• Remove and replace approx. 60 feet of 6” water main and replace with 12” main at south end of Locust parking lot</li><li>• Extend 12” water main approx. 600 feet to connect to stub at Water Tower</li><li>• Locust Avenue parking lot – mill, resurface and restripe, including pedestrian crosswalk across parking lot</li><li>• Landscape Feature – added to southeastern end of project</li><li>• Easements to IDOT to widen Ogden Avenue and for realignment of Locust Avenue “by others”</li><li>• Construction Project Management Assistance</li></ul>

**3. SITE PLAN APPROVAL**

**BULK, YARD AND SPACE REQUIREMENTS**

The following table is a comparison of the applicable bulk, yard, and space requirements for the C-3 General Service Commercial District, Planned Development Standards and the proposed development.

BULK, YARD, AND SPACE REQUIREMENTS:

The following table is a comparison of the applicable bulk, yard, and space requirements for the C-3 Commercial District, Planned Development standards and the proposed development.

Standard		C-3 General Service Commercial District	Planned Development Standards	Proposed Development
Use		Retail, service, multiple family dwellings as a permitted use	Same	Retail: 9,200 sq. feet Multiple family: 278 units
Height		Maximum: 45 ft.	May be increased by no more than the greater of five stories or 70 feet	North, south, west, portion of east: 5 stories, 57.67 ft. <b>East side: 6 stories, 68 ft.</b>
Total Lot Area		N/A	Minimum 15,000 square feet	187,144 (4.29 acres)
Lot Area Per Unit*		Minimum 2,000 sq. ft. per unit <b>Permitted: 94 units</b> (187,144ft <sup>2</sup> ./2,000= 94 units)	None specified	<b>278 units (673 sq. ft./unit)</b> <b>*Requires modification under PD</b>
Minimum Lot Width		Minimum: 100 ft. for multiple family	Reduce by no more than 50%.	Approx. 350 ft.
Required Yards	Front Yard	N/A	None specified	La Grange Road: Varies
	Corner Side	N/A	None specified	Ogden Avenue: Varies/Min. 10 ft.
	Interior Side	Multi Family: at least 5 ft. PLUS 2 ft. for each story over one: (5 + (2x4)) = 13 ft.	None specified	North property line: 20 ft.
	Rear Yard	N/A	None specified	East property line: 15 ft.

Standard		C-3 General Service Commercial District	Planned Development Standards	Proposed Development
<b>Minimum Dwelling Unit Size</b>	<i>One bedroom/ Efficiency</i>	Minimum 650 ft <sup>2</sup>	<i>“Reduce the livable floor area requirements applicable in any district in which the development is to be located, except as may be specifically provided in the applicable district regulations.”</i>	Efficiency: 540 sq. ft. One Bedroom: 730 sq. ft.
	<i>Two bedroom</i>	Minimum 850 ft. <sup>2</sup>	May not be reduced.	1,090 sq. ft.
	<i>Three bedroom</i>	Minimum 1,000 ft. <sup>2</sup>	May not be reduced.	1,370 sq. ft.
	<i>Four bedroom</i>	Minimum 1,150 ft. <sup>2</sup>	May not be reduced.	N/A
<b>Floor Area Ratio</b>		Maximum: 1.50	Not more than 1.80	1.76
<b>Maximum Total Building Coverage*</b>		Maximum 50%	Must provide the largest amount green space reasonably possible.	75% *Requires modification under PD
<b>Parking Spaces</b>	<i>Commercial</i>	- Retail: 1 per 250 s.f.= 37 spaces - Carry Out Eating Places: 1 per 200 s.f. =45 spaces - Eating and Drinking Places: 1 per 65 sq. ft. = 141 spaces	Reduce for any commercial use by not more than 50 percent	Retail: 38 spaces
	<i>Multiple Family: 1.5 spaces per dwelling unit</i>	Multiple Family: 417 spaces (1.5 x 278 = 417)	Reduce by not more than 25% Minimum 1.125 spaces per d.u. (278 units x 1.125 = 313)	Multiple family: 373 spaces* (1.34 spaces/d.u.) PLUS Shared public spaces: 44 spaces = Total 417 spaces *Requires modification under PD
<b>Parking Slope</b>		No more than 5.0%	N/A	Residential parking ramp: 5.75%
<b>Parking Area Setback</b>		Five feet landscaped area	No parking setback specified	Proposed: 1 to 2 feet on west side
<b>Off-Street Loading</b>		N/A	N/A	1 space

### AUTHORITY TO MODIFY REGULATIONS

*Subject to the standards and limitations in this Section, the Board of Trustees, as part of an approval of any planned development, may modify any provision of this Code or of the La Grange Subdivision Ordinance as they apply to an approved planned development, subject to the limitations in the Zoning Code.*

*No modification may be approved unless the Board of Trustees shall find that the proposed planned development:*

- 1. Will achieve the purposes for which planned developments may be approved pursuant to Section 14-502 (as outlined in previously Section 2 of this Report);*
- 2. Will not violate the general purposes, goals, and objectives of this Code and the Official Comprehensive Plan; and*
- 3. Will result in a development providing compensating amenities to the Village. Compensating amenities, including such things as public art, plazas, pedestrian walkways, natural habitats, increased landscaping, buffering or screening, enhanced streetscape, enhanced pedestrian and transit supportive design, underground parking and similar features. Compensating amenities must be proposed as part of a PD application, and all compensating amenities, whether public or private, must be developed and constructed at the applicant's expense.*
- 4. Subject to the standards set forth in this paragraph, a compensating amenity may be in the form of a cash contribution.*

### MODIFICATIONS REQUESTED

Opus's Site Plan, as proposed, would require modifications from the following zoning regulations:

(1) Height

In the C-3 General Service Commercial District in which the subject property is located, the maximum height is 45 ft. Opus has proposed a height of 68 feet with a small portion of the project reaching six stories due to the change in grade of the property. According to Paragraph 5-110F2 of the Zoning Code, Height Adjustments in Planned Developments, “no adjustment pursuant to the maximum allowable height requirement shall increase the maximum allowable height to more than the greater of five stories or 70 feet in any commercial district.” The proposed height does not exceed the authorized limits of the Zoning Code for a Planned Development.

As this is a multiple family development, it would be appropriate to review the standards of excellence of design for modification from height as established in the R-8 Multiple Family Residential District. In determining whether such excellence has been shown, special consideration shall be given to the following factors:

- (a) *the amount of usable open space; and*
- (b) *the extent of land dedication for public building sites and open space; and*
- (c) *the quality and extent of landscaping, including special elements such as water features and public art; and*
- (d) *the quality and extent of recreational facilities such as swimming pools, tennis courts, playgrounds, and other residential recreational facilities; bicycle, hiking, and jogging trails; and community centers; and*
- (e) *the quality of design of vehicular circulation elements and parking lots and areas; and*
- (f) *the care taken to maximize energy conservation in site design, building design, and building systems; and*
- (g) *the quality of roof design and finishes in terms of consistency with an attractive residential setting and the avoidance of flat roofs.*

As items (a) through (e) have been addressed in the previous sections, our analysis below includes items (f) *Energy Conservation*. Opus has stated that they are committed to maximizing energy efficiency and conservation in this project. According to a recent article in *Planning*, a publication of the American Planning Institute, “low density development requires more driving and therefore produces more carbon dioxide;” higher density developments as proposed by Opus are identified with energy conservation.

Changes in elevation of the apartment buildings make the project’s appearance less imposing. In addition, Memorandum No. 2, of the *Comprehensive Plan*, March 2004, identifies the YMCA property as a property with the potential for increased height.

**Staff believes that an increase in height not more than 70 ft. as allowed by the Zoning Code would be appropriate given the context of the area.**

(2) Lot Coverage

The applicant has applied for relief from “lot coverage.” In Staff’s review of the Bulk, Yard and Space Section of the Zoning Code Commercial Districts, there is no “lot” or “impervious surface” coverage requirement in the C-3 District; rather the “Maximum Total Building Coverage” requirement of 50% would include all buildings and permanent structures and does not include impervious surfaces. Subsection 14-508D of the Zoning Code, allows total lot coverage in planned developments up to 75% percent. Therefore, no modification from lot coverage as proposed at 158,614 square feet or 75%, would be necessary. The applicant has stated that in order to keep the buildings at five stories in height, they have covered more ground. To decrease the lot coverage, they would need to

increase the height and number of stories. They have however, made an effort to use permeable landscaping when possible.

(3) Floor Area Ratio

The applicant proposes an increase from 1.50 to 1.76. (See page 16 in Section 1 of the Application). *No such adjustment may be recommended or authorized except on the basis of the development's excellence in achieving the purposes of this Code. In determining whether such excellence has been shown, special consideration will be given to the following factors:*

- (a) *The extent to which the developer has consolidated lots to achieve and exceed the minimum lot area required; and*
- (b) *The extent to which adjacent residential areas are buffered from the effects of the development; and*
- (c) *The quality and extent of landscaping, including special elements such as water features and public art; and*
- (d) *The quality of design of vehicular circulation elements and parking facilities; and*
- (e) *The care taken to maximize energy conservation in site design, building design, and building systems; and*
- (f) *The quality of roof design and finishes in terms of consistency with adjacent residential uses and the avoidance of flat roofs.*

**The Commission will want to review these factors based upon what the proposed development offers to determine if excellence has been achieved.**

(4) Minimum Lot Area Per Unit

The total lot area per unit required for multiple family uses in the C-3 district is 2,000 square feet or 94 units ( $187,144/2,000 = 94$ ). The proposed mixed-use development would have a total of 278 units equal to 678 square feet per unit. Note that this density calculation includes the entire site, both the retail and multiple family portions. Also, you will recall, that the Village Board on recommendation by the Plan Commission amended the Planned Development Section of the Zoning Code in 2011 to remove the restriction for minimum lot area per residential unit, allowing the Village flexibility to determine the appropriate density based on a project-by-project basis.

As background for comparison, this is by far the highest densities that the Village has considered for multiple family developments, to date the highest density was granted to Rycon Development in 1993 at the development known as La Grange Plaza Condominiums to make 14 S. Ashland Avenue a viable development in the downtown

area. In comparison, that public/private development had a lot area per unit of 936 square feet. Development of that moderate density can be partially credited with the increased interest in other redevelopment projects within the community. This density can result in a consistent population base immediately within the downtown corridor that has a greater propensity to patronize the businesses in the Central Business District and do so as pedestrians without generating vehicular trips.

The Comprehensive Plan recommends consideration of “*adjustments to minimum lot size requirements in the BNSF Corridor to better utilize properties to provide varied housing opportunities.*” In addition, the Plan states that the Village should “*encourage higher housing densities within one quarter mile, or a five minute walk, of [Metra] station areas.*” The Market Assessments (February 2004) prepared by marketing consultant, Goodman Williams Group, in conjunction with the Comprehensive Plan states that, “*The Village has supported growth in downtown housing in the past. Demand will continue to grow for new homes in the central business district.*”

The proposed minimum lot area for this project would allow for additional transit-supportive development and increased housing options near downtown La Grange and within walking distance of the Metra station, and it is a reasonable assumption that downtown residents would support the adjacent retail, service and restaurant uses. The applicant has provided evidence in the market study by Tracy Cross that multiple family rental housing at this price would appropriately position Uptown La Grange within the marketplace. (See Section 12 of the Application).

(5) Minimum Dwelling Unit Size.

The applicant proposes a minimum dwelling unit size of 540 square feet for 14 efficiency units. Although the C-3 District does not have a standard for unit size, Staff believes that as this is a multiple family project, the R-8 Multiple Family District standards should serve as a guide. In the R-8 district, the minimum unit size is 650 square feet. According to the applicant, the proposed modification in unit size is consistent with the market for efficiency apartments. **Staff has reviewed the Building Code and Property Maintenance Code that the Village follows and have found that the proposed size would comply with the Village Codes.**

(6) Parking

*Residential Parking Spaces*

According to Subparagraph 10-101F1 (a) “Required Spaces,” Multiple Family Dwellings are required one and one-half (1.5) parking spaces for each dwelling unit. The proposed multiple family residential buildings will have 278 dwelling units for a total of 417 required parking spaces ( $278 \times 1.5 = 417$  spaces). The site plan indicates 373 indoor parking spaces dedicated exclusively for the multiple family component, which is a ratio of 1.34 spaces per unit, which is less than the required amount of spaces.

Subsection 14-506 D allows reduction in “*number of off-street parking spaces for any use in the C-3 district by no more than 25%*” or 1.125 spaces per unit. Opus seeks to reduce the number of parking spaces to 1.34 spaces per unit. This modification falls within the authorized limits of the Zoning Code as a Planned Development.

According to the *Comprehensive Plan*, the Village should “consider reductions in required off-street parking standards for commercial and residential uses in areas within one-quarter mile of station areas.” As background, parking ratios for recent multiple family developments are as follows: Beacon Place developed in 2003 with 78 units has 1.525 parking spaces per unit, and Spring Avenue Station at 410 W. Burlington with 55 units, 1.42 spaces per unit.

In the applicant’s market submittal, Tracy Cross analyzed the parking ratios as proposed and found that the ratio is more than adequate and highly consistent with parking found among newer apartment communities in suburban Chicago.

#### *Commercial Parking Spaces*

Commercial uses are required one space per 250 square feet of gross floor area. This project would be required 37 spaces. Opus proposes 38 spaces, which exceeds the zoning requirements for retail trade.

However, the proposed amount of parking would not be adequate for more intense uses such as fast casual or sit-down restaurant. Our Zoning Code requires one parking space per 200 square feet of gross floor area (46 spaces) for a fast casual dining place and one space per 65 square feet of gross floor area (141 spaces) for a full service restaurant; the proposed parking would be underserved for a dining establishment.

Staff believes that the retail component of the development would be underserved in the event that a fast casual or full-service restaurant located at the subject property. This could be addressed by increasing the number of commercial parking spaces or the Plan Commission may want to add restrictions on types of commercial users, as a starting point, we are including uses prohibited in the triangle redevelopment. (See Attached, “Exhibit C, Approved Categories”)

#### *Shared parking spaces*

Opus also proposes to provide 44 spaces that will be shared for public use. With this additional public parking, staff believes that total site parking should be consistent with the goals of the *Comprehensive Plan*.

*Slope of the Residential Parking Garage*

According to the Zoning Code, Subparagraph 10-101C3 (d), “No area of any parking...garage..., excluding access ramps, shall have a slope in excess of five percent.” The applicant proposes to increase the slope of the residential side of the ramp to 5.75%. According to the applicant, they plan to increase the width of the parking stalls by 5 inches. In order to meet the 5% slope, they would have to increase the height of the residential parking to well over 70 feet.

Staff would need further study to determine if the proposed slope would comply with the IL ADA accessibility requirements. Commissioners should discuss potential impacts of the change in slope.

(7) Perimeter Landscaped Open Space

Given the location in a transit oriented environment and the proximity to the Gordon Park directly abutting this property, the Applicant recommends that this requirement be waived.

(8) Parking Lot and Loading Screening

According to the Zoning Code, 9-104B.1, every parking lot is required to “be buffered and screened by a perimeter landscaped open space having a width of at least 5 feet.” The landscaped area must have a height of at least 3 feet above the surface of the parking lot for any yard that does not lie immediately next to a residential yard. Opus proposes to eliminate the five feet of open space on the west side of the surface parking lot.

Hitchcock Design Group reviewed the landscape plan for Staff with the following recommendations:

- Add a fence with vines to help screen the parking lots and backs of buildings to the east;
- Where feasible, additional trees should be added along drives and in parking lots to provide shade and reduce urban heat island effects; and
- The north buffer yard should be planted for scale and to filter views along the park.

Staff recommends that the applicant revise the landscape plan to include the revisions suggested by Hitchcock Design, including specific changes to the species list.

(9) Signage

Opus is requesting entry signage above entry doors, wall signs or canopy signs up to 50 square feet, window signage above the parking garage entrances, wall signs and ground sign at the corner. The canopy signs will project above the canopy, which requires modification from the Code.

The applicant has not yet finalized the signage package, however, they anticipate that the proposed letters (See Section 1, page 18-19 and Section 9 “Signage Exhibit”) would be brushed aluminum or stainless steel. They would use either a “front” lit or a shadow effect from back lighting. Staff believes that as proposed the signage appears to be high quality, uniform, and consistent with character of the development. Final approval of materials will be required before permitting and installation.

#### 4. DESIGN REVIEW

In any case where a Design Review Permit is required in conjunction with the issuance of a Planned Development, the application for design review shall be heard by the Plan Commission at the same time such approval is heard. The Plan Commission shall make its recommendation to the Village Board of Trustees as provided in Paragraph 14-403D6.

#### STANDARDS AND CONSIDERATIONS FOR DESIGN REVIEW PERMIT.

*In acting upon applications for Design Review Permits, the Plan Commission and the Board of Trustees shall consider and evaluate the propriety of issuing the Design Review Permit in terms of its effect on the purposes for which the Design Review District is designated. In addition, the Commission and the Board of Trustees shall be guided by the following standards and considerations:*

##### 1. Visual Compatibility.

- (a) Height. *The height of the proposed buildings and structures shall be visually compatible with adjacent buildings.*
- (b) Proportion of Front Facade. *The relationship of the width to the height of the front elevation shall be visually compatible with buildings, public ways, and places to which it is visually related.*
- (c) Proportion of Openings. *The relationship of the width to height of windows shall be visually compatible with buildings, public ways, and places to which the building is visually related.*
- (d) Rhythm of Solids to Voids in Front Facades. *The relationship of solids to voids in the front facade of a building shall be visually compatible with buildings, public ways, and places to which it is visually related.*
- (e) Rhythm of Spacing and Buildings on Streets. *The relationship of a building or structure to the open space between it and adjoining buildings or structures shall be visually compatible with the buildings, public ways, and places to which it is visually related.*

- (f) Rhythm of Entrance Porch and Other Projections. *The relationship of entrances and other projections to sidewalks shall be visually compatible with the buildings, public ways, and places to which it is visually related.*
- (g) Relationship of Materials, Texture, and Color. *The relationship of the materials, texture, and color of the facade shall be visually compatible with the predominant materials used in the buildings and structures to which it is visually related.*
- (h) Roof Shapes. *The roof shape of a building shall be visually compatible with the buildings to which it is visually related.*
- (i) Walls of Continuity. *Building facades and appurtenances such as walls, fences, and landscape masses shall, when it is a characteristic of the area, form cohesive walls of enclosure along a street to ensure visual compatibility with the buildings, public ways, and places to which such elements are visually related.*
- (j) Scale of Building. *The size and mass of buildings and structures in relation to open spaces, windows, door openings, porches, and balconies shall be visually compatible with the buildings, public ways, and places to which they are visually related.*
- (k) Directional Expression of Front Elevation. *A building shall be visually compatible with the buildings, public ways, and places to which it is visually related in its directional character, whether this be vertical character, horizontal character, or nondirectional character.*

2. Quality and Design Site Development

- (a) Open Spaces. *The quality of the open spaces between buildings and in setback spaces between street and facade.*
- (b) Materials. *The quality of materials and their relationship to those in existing adjacent structures.*
- (c) General Design. *The quality of the design in general and its relationship to the overall character of neighborhood.*
- (d) General Site Development. *The quality of the site development in terms of landscaping, recreation, pedestrian access, automobile access, parking, servicing of the property, and impact on vehicular traffic patterns and conditions on site and in the vicinity of the site, and the retention of trees and shrubs to the maximum extent possible.*

The “architectural wood style panels” are a new material in the area that may or may not be consistent with the architecture and materials of commercial buildings in downtown

La Grange. Staff believes that the East elevation is a gateway view into La Grange on Ogden Avenue with high traffic counts. As such, we believe that this elevation needs to more reflect the south elevation views with additional brick and architectural features. This side features too much wood panel and not enough masonry; additional masonry would help to break up the façade. Staff believes that this should be given further consideration by the Plan Commission.

## 5. SPECIAL USE PERMIT

The applicant proposes a drive-through facility as part of the retail building. Drive-in facility are classified as special uses in the C-3 District. Therefore, the applicant has applied for a special use permit, specifically for this use.

Staff believes that, lacking specificity and a site plan that accurately depicts locations of drive-through lanes, stacking capacity, ATM drive-through, etc. the Plan Commission should wait to recommend any approvals on the special use request for a drive through facility.

## RECOMMENDATION

*The approval of a Large PD Final Plan or a Small PD Development Plan may be conditioned on such matters as the Board of Trustees may find necessary to prevent or minimize any possible adverse effects of the proposed planned development, or to ensure its compatibility with surrounding uses and development and its consistency with the general purposes, goals, and objectives of this Code, the La Grange Subdivision Code, and the Official Comprehensive Plan. Such conditions shall be expressly set forth in the ordinance or resolution granting the approval in question. Violation of any such condition or limitation shall be a violation of this Code and shall constitute grounds for revocation of all approvals granted for the planned development.*

Given the magnitude of these applications, we would like to begin the public hearing process and begin to receive testimony from the applicant, as well as the public, while we continue our analysis.

Staff suggests the following be addressed in a subsequent meeting, in addition to any other items that may arise at the public hearing:

- (1) Vehicular Improvements. Given that Phase II of the Final Site Plan requires reconfiguration of Locust Avenue, if IDOT is not committed to realign Locust Avenue, the developer will be required to do so and complete all improvements of site plan Phase II as part of this approval. This work must be completed prior to the Village releasing any Certificates of Occupancy for the development.
- (2) Streetscape Improvements. Prior to issuance of a building permit, Applicant must prepare complete streetscape improvement plans consistent with the Village's standards

and matching La Grange Crossing Shopping Center public improvements, including but not limited to sidewalks, paver pits, benches, planters, wayfinding kiosk, ornamental street lighting, street trees and Village grates, burial of all overhead utility lines in the public right of way and relocation of existing cobra-style IDOT lighting standards on new bases as well as the standard to support the wayfinding sign to downtown La Grange that is located on Ogden Avenue.

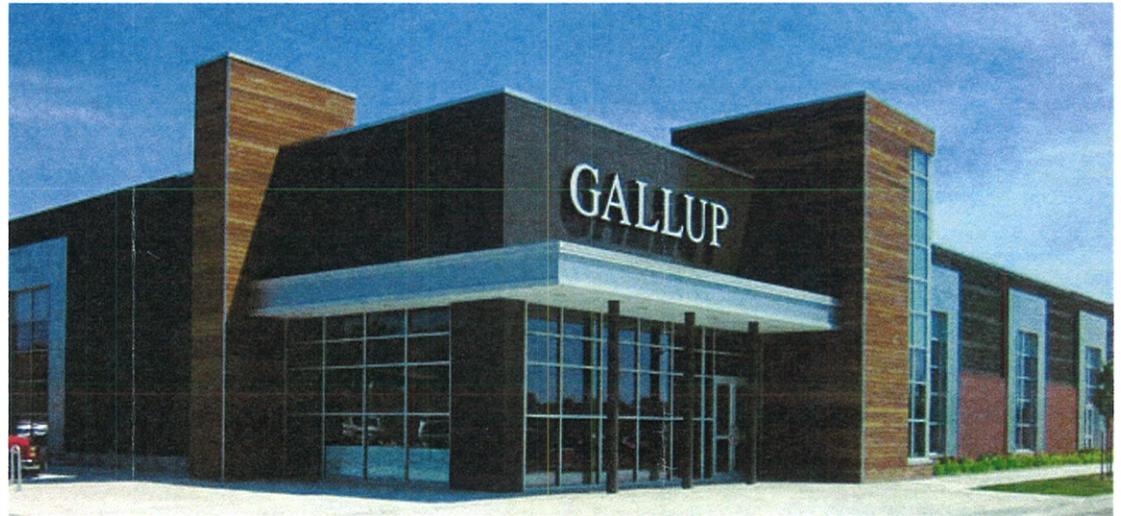
- (3) Landscaping.
  - a. Submit final landscape plans identifying and detailing improvements to be installed including the plant species, type, and size to be installed.
  - b. Amend species list and plan as recommended by Hitchcock Design. (see Attached.)
  - c. If the narrow, east buffer yard is allowed as proposed, a fence should be added with vines to help screen the parking lots and backs of buildings to the east.
  - d. Where feasible, additional trees should be added along drives and in parking lots to provide shade and reduce urban heat island effects
  - e. The north buffer yard should be planted for scale and to filter views along the park.
  - f. On the final site engineering plans, applicant should indicate where all transformer and other buffaloes boxes will be located on the site and provide adequate screening for same.
- (4) Special Service Area. To secure the future maintenance of streetscape improvements, the developer will agree to a special service area providing \$50,000 annually from the properties in the development to support ongoing maintenance of the La Grange Road and Ogden Avenue Rights-of-way.
- (5) Final Grading plans and other Engineering Plans
- (6) Lighting Plans. Includes Photometrics and all fixtures.
- (7) Construction Staging Plans. Hours
- (8) Declarations of Conditions, Covenants, and Restrictions – including provisions regarding permissible retail tenants.
- (9) Building Materials – must submit all final building materials for the exterior of the buildings.
- (10) Underground Utilities

- (11) Offsite Relocation and Burial of Electrical Facilities
- (12) Bicycle parking
- (13) Sidewalks. All public sidewalks built as part of the Project must meet standard Village specifications and continue width and patterns from downtown.
- (14) Retail Uses. A list of approved and prohibited uses will be included in the required development agreement.
- (15) Public Improvements. All items included in Memorandum dated June 5, 2014, from Director of Public Works Ryan Gillingham be addressed.
- (16) Easements. Applicant is requesting easements for driveway from Locust Avenue parking lot, loading space in Locust Avenue parking lot, monument sign in Shawmut Ave. at La Grange Road, Ogden sidewalk, landscape feature at southeast corner. Easements will need to be reviewed as part of the development agreement.
- (17) Utility Easements. Provide easements to the Village for utilities such as Com Ed.
- (18) Dedication of Public Right-of-Way. Dedicate right-of-way for westbound right turn lane on Ogden at La Grange.
- (19) Permits. Permits will be needed for outside entities including but not limited to MWRD, IDOT, and IEPA.
- (20) Soil Borings.



### Architectural Style Wood Panels

Fabricated from wood fibers that are compressed into a fiber cement panel system, they have been manufactured since 1974 worldwide and have been widely used in the US since 1998. The fiber cement panels are made from 50% recycled content and are an established sustainable architectural element used in residential and commercial applications throughout the country.



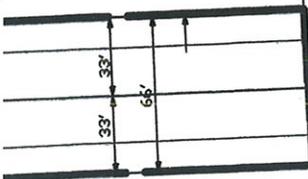


UPTOWN LAGRANGE  
LAGRANGE, ILLINOIS

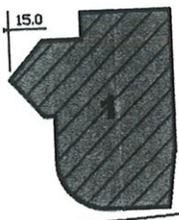
ARCHITECTURAL STYLEWOOD PANELS EXAMPLES



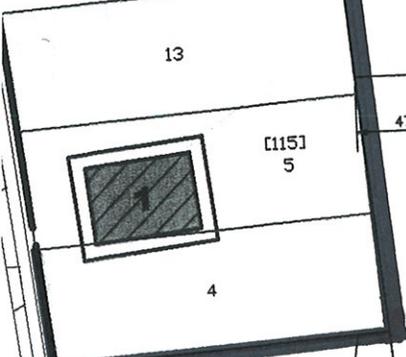
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SHAWMUT AVENUE



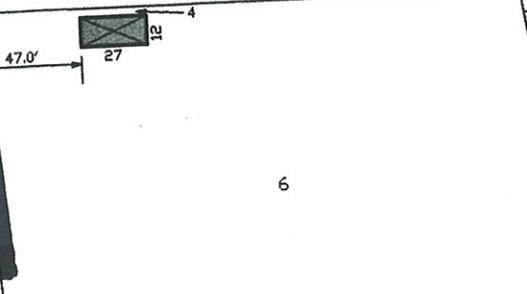
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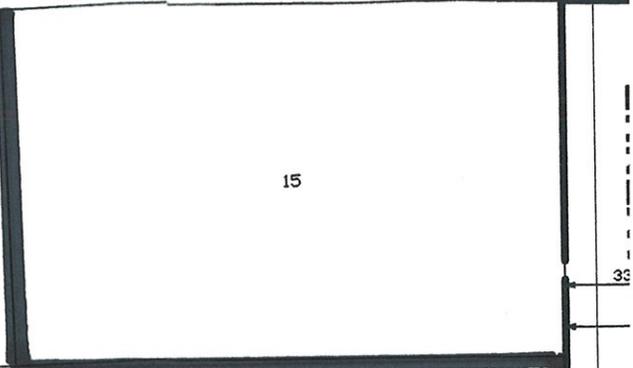
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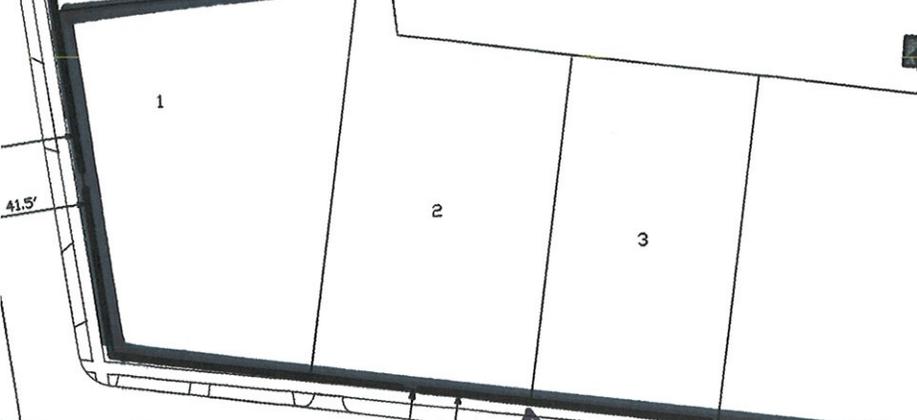


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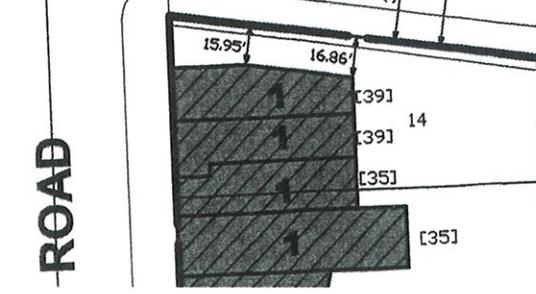
WEST HURLERIAN Y.M.C.A.



41.5'

OGDEN

31 E. OGDEN AVE



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ROAD



10.85'

1



VILLAGE OF LA GRANGE  
Department of Public Works

**MEMORANDUM**

TO: Robert J. Pilipiszyn, Village Manager

FROM: Ryan Gillingham, Public Works Director

DATE: April 5, 2014

RE: Uptown La Grange Development  
Opus Development Company, LLC  
Plan Commission Development Review

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The purpose of this memorandum is to provide comments for Plan Commission consideration related to the proposed development called Uptown La Grange located at the northeast corner of La Grange Road and Ogden Avenue. These comments are based on the developer's application dated May 12, 2014. The comments contained within this memorandum are focused on the relationship and impact of the development on the existing public infrastructure and review of the proposed private infrastructure.

Additionally, the Village hired the consulting engineering firm Baxter & Woodman to perform an engineering review of the proposed development based on Village codes, polices, and best engineering and development practices. Their review is attached to this memorandum for your information and consideration. Please note that a number of the comments provided within the engineering review would be addressed as part of the final engineering for the development, but are important to note for the developer at this time so that an understanding of the requirements that will guide the development are known.

The engineering comments have been coalesced into seven general infrastructure categories and are intended to provide a high level identification of engineering issues and preliminary assessment that is typically provided with development submittals at this stage.

**Site Access and Circulation**

The intersection of La Grange Road and Ogden Avenue is a major intersection of two regional State routes within the Chicago region. The average annual daily traffic for La Grange Road is approximately 25,000 vehicles, while for Ogden Avenue it is 27,000 vehicles. This intersection also serves as an important "gateway" for the Village.

There are a number of projects and land uses in various stages of evolution which are related to this intersection. These projects include the following:

1. Uptown La Grange Development – The subject of this memorandum, this project consists of a 4.3 acre mixed-use redevelopment proposal on the site of the former Rich Port YMCA. The Traffic Impact Study completed by the traffic engineering firm KLOA details the access points and anticipated traffic impact from the project. A key component of the proposed development plan includes the realignment and signalization of Locust Avenue with Ogden Avenue.
2. Gordon Park Redevelopment - The Park District of La Grange has substantially completed Phase 1 of a multi-phased redevelopment of Gordon Park. A significant increase in the utilization of this 17 acre park as a regional sports and recreational destination is anticipated. Access to Gordon Park is generally from Locust Avenue.
3. Lot 14 - The 130-space Village parking lot which serves both commuters and park patrons has reached its end life. We anticipate the reconstruction of this parking lot either as part of this Uptown La Grange Development or a future initiative. Access to Lot 14 is from Locust Avenue.
4. Regional Sewer Improvements – The Village has identified the construction of a regional sewer system along Ogden Avenue to address flooding challenges resulting from an overburdened, antiquated combined sewer system. The path of this proposed sewer system is within the identified Ogden Avenue corridor adjacent to the proposed development.
5. IDOT Highway Safety Improvements – The intersection of La Grange Road and Ogden Avenue has been identified for improvements by IDOT based on accident severity and frequency. IDOT has completed preliminary engineering plans for improvements to the intersection, which includes the following components:
  - a. Right-turn lane for westbound Ogden Ave. to northbound La Grange Rd.
  - b. Turning radius improvements at the northwest and northeast corners
  - c. Traffic signal modifications
  - d. Pedestrian safety improvements

The primary focus of the intersection improvements is the addition of a right turn lane for west bound Ogden Avenue to north bound La Grange Road. The turn lane seeks to reduce the number of rear-end accidents as well as improve traffic flow at the intersection. The installation of a right-turn lane would require right-of-way acquisition along Ogden Avenue adjacent to the development. In order to accommodate the right-turn lane, IDOT included as part of the proposed improvements the realignment of Locust Avenue with Ogden Avenue.

Staff recommends that all of the above projects be considered together, rather than independent of one another, so that a cohesive and functional plan can be developed that improves traffic safety, pedestrian mobility, and site access for the entire area. When considering the above projects together, the realignment and signalization of Locust Avenue with Ogden Avenue is identified as an important aspect of the proposed redevelopment project for the following

reasons:

1. The proposed plan identifies two limited access points that allow for only right-in and right-out movements. The realignment and signalization of Locust Avenue will provide access for left turn movements into and leaving the site. Without signalization and full access at Locust Avenue, residents and visitors would be required to take a circuitous route to access the site, particularly for eastbound Ogden Avenue and southbound La Grange Road traffic movements.
2. Locust Avenue is currently a full access roadway that aligns with Ogden Avenue at a skewed angle creating difficult turning movements and sight lines. Realignment of the intersection would improve this condition.
3. Increases in traffic volumes from the Uptown La Grange development and Gordon Park Redevelopment project are anticipated. To accommodate these expected increases, as well as to accommodate current traffic from Lot 14, realignment and signalization of Locust Avenue is needed to provide adequate levels of service for traffic operations.
4. The proposed development relies on the use of Shawmut and Locust as access points. These access points support the internal traffic circulation for the site.
5. Pedestrian access across Ogden Avenue is limited to the intersection of La Grange Road and Ogden Avenue. Signalization of Locust would include an Ogden Avenue pedestrian crossing and address existing and future pedestrian traffic generated by the proposed development, Lot 14 and Gordon Park.

Given this assessment, Village staff has met with senior staff at IDOT to discuss the scope of work, timing and coordination of the proposed IDOT intersection safety improvements with the Uptown La Grange Development. IDOT has stated that there are limited funds available for their intersection safety improvement project. The Village is attempting to encourage IDOT to either expand the scope of the safety improvements to include Locust Avenue reconfiguration or commit to it as a separate IDOT funded project. Additionally a traffic signal warrant analysis is required by IDOT in order to obtain approval for a traffic signal at Locust and Ogden Avenue intersection. The Village is in the process of completing this report and submitting it to IDOT.

Should IDOT not commit to the realignment of Locust Avenue, given the importance of reconfiguration of Locust Avenue we recommend it be included as part of the Uptown La Grange project. Depending on funding and timing, signalization of the intersection should be considered as part of the Uptown La Grange project or a standalone future improvement. As part of the Locust Avenue realignment the incorporation of the left turn lane on Ogden Avenue onto Locust Avenue will need to be considered.

In order to construct the intersection safety improvements proposed by IDOT, specifically the right-turn lane for westbound Ogden Avenue, right-of-way acquisition along the southern boundary of the development site is required. The developer has addressed this need by (1) setting back the proposed buildings to accommodate the right-turn lane and (2) stating that an

easement would be provided as part of the development agreement. Consistent with land acquisition practice, staff recommends that the right-of-way be transferred in the appropriate manner as determined by the Village Attorney.

In summary, staff recommends to the Plan Commission that the realignment of Locust Avenue be incorporated as part of the Uptown La Grange development project and the necessary right-of-way for the IDOT improvements be dedicated.

### **Stormwater Management**

This site and area are served by the Village's combined sewer system, which has limited capacity during wet weather events. The developer proposes to restrict stormwater leaving the site and to construct underground vaults to store stormwater that will be generated from the site. This general approach to stormwater management is acceptable. However, as detailed in the memorandum from Baxter & Woodman, the location of the underground storage needs to be revised, the methodology to calculate stormwater storage and release rates needs to be modified, and the routing of the on-site storm sewers needs to reflect the planned construction of the Ogden Avenue relief sewer.

We recommend that the Plan Commission require the developer to incorporate the stormwater management comments provided by Baxter & Woodman as a condition of approval for the development.

### **Water Main**

The development site is generally surrounded by public water mains on four sides. However the flow generated by these water mains is not sufficient to support the fire flows required for intensity of the development proposed for this site. Accordingly, the developer has proposed to replace several existing water mains with larger sizes and to interconnect the new water mains to the adjacent water tower. Based on a preliminary review we believe these improvements will support the required fire flows for the site. As part of the final engineering a hydraulic analysis is needed to confirm that the proposed improvements will support the required fire flows for the development.

We recommend that the Plan Commission require the developer to incorporate the utility comments provided by Baxter & Woodman as a condition of approval for the development. Additionally we recommend that the proposed improvements to the water main infrastructure as detailed in the plan commission application be added as a condition of approval for the development.

### **Overhead Utilities**

Existing overhead facilities including ComEd, AT&T and Comcast are in conflict with the proposed development and right-of-way improvements. The developer has proposed to bury these utilities and as part of the redevelopment project. Depending on the location of other existing and planned utilities, the underground relocation of the existing overhead utilities may

occur in a private easement. We recommend that the Plan Commission require the developer to provide private utility easements for the burying of overhead utilities should final engineering analysis warrant.

### **Street Lighting Improvements**

Existing overhead lights provide inconsistent lighting at La Grange Road and Ogden Avenue intersection and along Ogden Avenue adjacent to the proposed development. The existing street lights should be relocated or replaced as part of the redevelopment project and pedestrian oriented street lights should be added. We recommend that the configuration and style of these street lights be consistent with Village standards for this the area and adjacent developments. Additionally, the developer should submit a photometric analysis that confirms the proposed lighting meets the Village's and IDOT's standards. Finally, the location of the street lights should take into consideration the proposed IDOT improvements.

### **Streetscape Components - Sidewalks**

The developer has proposed sidewalks surrounding the site for pedestrian access to the site, Gordon Park and surrounding facilities. These routes need to be accessible; specifically the proposed stairs in the public right-of-way should be eliminated. The proposed streetscape elements, including the sidewalk width, need to be consistent with Village standards.

### **Miscellaneous**

The developer has proposed to resurface Parking Lot 14 including removal of the center median so as to allow for ninety degree parking in the eastern lot. Locust Avenue and the entire parking lot, both east and west sections, are in poor condition. Additional deterioration and damage of Locust Avenue and the parking lot is expected during construction of the parking lot. Therefore we recommend that Locust Avenue and the entire parking lot be reconstructed as part of the project.

Development specific signage and landscape features in the right-of-way should be maintained by the development. The proposed easements for these features should incorporate these maintenance requirements.

Depending on the timing of IDOT's proposed intersection safety improvements and Uptown La Grange Development, an interim plan for streetscape improvements and landscaping may be required.

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In summary we recommend that the Plan Commission require the developer to incorporate the above comments and those provided by Baxter & Woodman as a condition of approval for the development.