



VILLAGE OF ORLAND PARK

14700 Ravinia Avenue
Orland Park, IL 60462
www.orland-park.il.us

Department Requested Action

File Number: 2014-0603

Agenda Date: 11/11/2014

Version: 0

Status: IN COMMITTEE
/COMMISSION

In Control: Plan Commission

File Type: MOTION

Title/Name/Summary

Park Boulevard Townhomes - Planned Unit Development

History

QUICKFACTS

Project

Park Boulevard Townhomes - 2014-0603

Petitioner

Tom Cachey
Mark Lambert

Purpose

The purpose of this petition is to construct and maintain a 72 unit townhome development on the remaining 3.6 acres of the former Colette Highlands Condominiums property (northwest corner of Park Station Boulevard and Somer Glen Lane).

Requested Actions: Site Plan, Special Use Permit with modifications, Subdivision, Landscape Plan, Appearance Review

Project Attributes

Address: 15608 - 15624 Park Station Boulevard

P.I.N.(s): 2-17-404-037; -038; and -039

Size: 3.6 acres

Comprehensive Plan Planning District: Centennial Planning District

Comprehensive Land Designation: Mixed Residential

Existing Zoning: R-4 Residential District

Proposed Zoning: N/A

Existing Land Use: Multi-Family Residential/ Vacant

Proposed Land Use: Multi-Family Residential

Surrounding Land Use:

North: OL Open Lands District - (across Park Station Boulevard/ Jillian Road) Metra
Commuter Parking

South: R-4 Residential District - Multi-Family Residential (Condo building)

East: OL Open Lands District - (across Park Station Boulevard) Centennial Park West/
Recreation Park
West: R-3 Residential District - Single Family Residential

Preliminary Engineering: Preliminary engineering has been granted. Please refer to the Detailed Planning Discussion section for more details.

OVERVIEW AND BACKGROUND

The subdivision of Colette Highlands was planned and approved by the Village Board in 2003. The original master plan of the subdivision included three parts: the single family detached residential, the single family attached residential (the townhomes) and the multi-family condominiums. Since 2003, the single family attached and detached residential have largely been constructed and completed.

In 2005, ZAUSA Homes took over the condominium part of the project from the original developer of Colette Highlands (Huguelet) but proposed the same site plan and product as the original Colette Highlands master plan first indicated. The Colette Highlands Condominiums were approved by the Village Board the same year.

Following the successful completion of the first condominium building at the northwest corner of Somer Glen Lane and Park Station Boulevard, the economic downturn of 2007/ 2008 prevented the completion of the project. A second condominium building broke ground shortly before the economic collapse in the housing market. As a result, a foundation was installed but the building was never finished and the project went dormant.

For the majority of the last seven (7) years, the Colette Highlands Condominium property has remained unfinished and unkempt. In that time, various development proposals were floated to finish the project but none ever reached the point of petition.

The proposed petition for Park Boulevard Townhomes is the first proposal to reach the point of petition for this property since the economic downturn. It comes on the heels of the completion of Colette Highlands Park (2013) and the continued construction and sale of Sheffield Square's townhomes and row homes one block to the north.

PROJECT DESCRIPTION & CONTEXT

The proposed townhome development will utilize the remainder of the former condo property in its entirety, maintain the same residential density as was proposed and approved in 2005, develop new interior open spaces, accommodate parking onsite and continue site connectivity to the surrounding area.

To do this, the petitioner requests the following modifications to the Land Development Code:

- 1) Reduce the front setback from 20 feet to 13 feet;
- 2) Reduce the side setback from 25 feet to ten (10) feet;
- 3) Reduce the south bufferyard requirement from ten (10) feet to five (5) feet;
- 4) Reduce the east bufferyard requirement from 15 feet to 14 feet; and
- 5) Increase lot coverage from 45% to 75% or less.

In addition to standard conditions, the recommendation motion includes the following conditions:

- 1) Create a pedestrian refuge in the Park Station Boulevard median to link Centennial Park West pedestrian networks, via striped crosswalks, with the mid-block walkway leading to the central courtyard of the development.

- 2) Extend the multi-use path network in Centennial Park West from Somer Glen Lane south to connect with future 159th Street IDOT multi-use paths in exchange for impacting Park Station Boulevard and a lot coverage credit.
- 3) Submit detailed scaled and dimensioned elevation drawings showing the four principle elevations of the townhouse products proposed for this development prior to the consideration of final approval by the Village Board.
- 4) Mitigate the road widening impact to existing parkway trees along Park Station Boulevard via the landscape plan.
- 5) Reduce the width of the drive-aisle landscape islands between driveways to four (4) feet and increase the width of all driveways to 18 feet.
- 6) Note any offsite tree and landscape mitigation requirements within either Park Station Boulevard right-of-way or Centennial Park West on the landscape plan.
- 7) Submit a proposed plat of subdivision for review prior to final approval by the Village Board.
- 8) Record a public access easement for any sidewalk along Park Station Boulevard located on private property.

Overall, the project conforms to the Village's Comprehensive Plan, Land Development Codes and policies for this area.

SITE PLAN

The proposed site plan for 72 townhomes seeks to replace the 2005 Board approved site plan for the Colette Highlands Condos. The 2005 plan included four condo buildings, one of which was built (there was a second foundation poured that remained incomplete). The proposed site plan reimagines the development around an organization of open space (the central courtyard and Centennial Park West).

The existing condo building anchors the site at the south end, while the townhomes align perpendicular to the north in three rows. The townhome units are oriented to maximize exposure to open spaces. Two rows of interior units are organized north/south facing a central courtyard open space with pedestrian walkways emanating to the outer sidewalk networks in between buildings. The third row of eastern perimeter units are organized along Park Station Boulevard, facing Centennial Park West to the east and the 153rd Street Metra Commuter Station to the north (and the parking lots).

It is important to note from a site-planning standpoint the physical constraints of the subject site. The subject site is a narrow piece of land originally platted for condo buildings. The market has not supported continued condo development at this location, requiring alternative land uses in the form of these townhomes. As a result, the subject site is narrower than would be required for proper townhouse development. This means a smaller area within which to site buildings and has lead to modifications to the Code identified above. For more on the modifications see the Detailed Planning Discussion.

MOBILITY

The site plan takes advantage of the proximity to the train station, making necessary pedestrian connections and establishing an efficient internal circulation network that links Somer Glen Lane, Park Station Boulevard and that portion of Jillian Road that spans between the train station entrance to the east and the Jillian Road/ Park Station Boulevard intersection further to the north. All of the roads bounding this development are local.

The existing alleyway is maintained to connect Somer Glen Lane and Jillian Road on the west side of the development. Connectivity is also maintained with the existing condo building. The condo building's existing parking lot is partially constructed on property owned by the

townhome development. As a result, the parking and drive-aisles of the condo building will be restructured and reoriented back onto its property with this development. The Condo building will not lose any parking and access will continue from the alleyway. The drive-aisle north of the condo building will also provide access to the townhome development. This is consistent with the original 2005 plans, which indicated shared drive-aisles and parking opportunities between buildings.

Pedestrian and Bicycle:

The proposed site plan improves pedestrian circulation over the 2005 condo plan. While maintaining the same amount of pedestrian connections to Park Station Boulevard (three), the townhome plan removes the circuitous walkways around triangular parking lots, offering more direct routes of travel instead. An incremental improvement over the 2005 plan should include the mid-block walkway connecting across Park Station Boulevard to Centennial Park West. This requires the adjustment of the median in the right-of-way to provide a pedestrian mid-block refuge area and crosswalk striping. The mid-block crossing will provide a link between Centennial Park West and the courtyard area of the townhomes.

While this is a residential development, the close proximity to both Centennial Park trails and the train station means bicycles will have a presence. The petitioner has agreed to extend the multi-use (bike) path on the east side of Park Station Boulevard in Centennial Park West in exchange for impacting/ widening the right-of-way of Park Station Boulevard and a lot coverage credit. For more details on this see the lot coverage section of the Detailed Planning Discussion below.

Transit Oriented Development:

The proposed townhome development is transit oriented owing to its close proximity to the 153rd Street train station. The density originally proposed in 2005 at 20.5 dwelling units per acre was justified based on the proximity to the train station. In 2011, Sheffield Square was also justified a higher density than Code at approximately 8 dwelling units per acre based on its proximity to the train station.

The proposed development follows planning precedent, seeking the same higher density as was approved for the condos based on the transit oriented nature of the area. For more information on density, see the Detailed Planning Discussion below.

Vehicular/Traffic:

Vehicular access to the site is exclusively provided via the existing alleyway at the west end of the site, which currently backs up to the rear yards of a few Colette Highlands single-family homes. Pedestrian access is provided on three sides and the interior by a private sidewalk network. Additionally, existing sidewalk pathways from the Colette Highlands single-family neighborhoods are preserved at the northwest end of the site.

Parking:

Parking Required - 162 spaces

Parking Provided -- 206 spaces (184 within garages and 22 guest parking)

On-Street Parallel Provided - 39 spaces

The parking analysis summarized above was based on a conservative estimate of 50% two bedroom townhomes (2 parking spaces per unit) and 50% three bedroom townhomes (+0.5 parking spaces per unit over two bedrooms). The actual unit count will likely vary. The petitioner has indicated that no more than 50% of the units will have three bedrooms.

The parking analysis did not include on-street parking spaces. The on-street parking spaces

are extra to the development as an added amenity to mitigate any apprehension related to guest parking for the narrow subject site. In exchange for influencing and expanding the public right-of-way, the petitioner will extend the multi-use paths from Somer Glen Lane south to 159th Street to connect with future IDOT multi-use paths. For more information on this, see the lot coverage section of the Detailed Planning Discussion below.

At the north end of the site, ten (10) on-street parallel parking spaces are demarcated beginning with triangular bump-outs. Parking along this segment of Jillian Road (noted on the plans as Park Station Boulevard) shall not be demarcated. While parking may be permitted on the public street, dedicated parking spaces are not necessary since the street width is standard at 30 feet. There is ample opportunity for guest parking on the public street without dedicating parking spaces. This is unlike the condition on Park Station Boulevard proper, where the street width is dominated by a wide median leaving 11 foot travel lanes that require altering the width of the roadway/ right-of-way to accommodate parking.

Parking opportunities are increased by one (1) space at the existing condo building with the reorganization of that parking field. The extra parking space is added on the west side of the building.

BUILDING ELEVATIONS

The petitioner has not submitted a complete elevation package. However, the proposed concept elevations submitted for Plan Commission indicate a quad-level single-family attached townhouse product. Conceptual drawings prior to the Plan Commission submittal also included variations of this style in which porches and stairways characterized the front of the building.

In a memo to staff dated November 4, 2014, the petitioner indicated that the proposed townhomes will include partially functional front balconies or French balconies along the second story of the front elevation. Each of the units will have fully functional rear balconies typical of such development style. In addition to this, as a potential option to the townhome product line, the petitioner has noted a third penthouse or terrace balcony on the front elevation of the upper floors.

The front facades of these buildings will be generally characterized by the main entrance, which may vary in its location depending on site grading with doors at either grade level or elevated by steps and porches. The front façade will be divided into three parts with either a central bay projection/ window area up the middle of the façade or flush fenestration. These may include bay projection windows or French doors that are highlighted by metal trim and siding.

Per the concept drawings, the first ground level will be masonry, the second main level with the third level, which comprise the mid-section of the building, will be clad primarily with siding and the upper third level with stucco or dryvit quality material. The Land Development Code permits non-masonry materials beyond the first level of a residential building.

Various roof types will also characterize the townhomes to add diversity in appearance and alleviate any monotonous qualities. The townhomes will have main gables facing north and south (on the sides of the buildings) with hipped gabled dormers or arched dormers facing the fronts. Chimneys will also accent the roofline to provide variation in the skyline.

The petitioner must submit detailed scaled and dimensioned elevation drawings showing the four principle elevations of the townhouse products proposed for this development prior to the consideration of final approval by the Village Board.

LANDSCAPING/TREE MITIGATION

A landscape plan is required for this development. The site is cleared of any trees interior to the site, however parkway trees exist along the full length of Park Station Boulevard. Any right-of-way expansions for on-street parking will impact these trees, requiring their removal. The petitioner is obliged to mitigate this impact by replacing the parkway trees via the landscape plan with a new parkway tree planting scheme. The trees will have to be mitigated at the Code prescribed ratio of two (2) trees at 2.5 inch caliper or one (1) tree at four (4) inch caliper per Section 6-305.1.C.1. The existing parkway trees are estimated to be within the four (4) inch to 12 inch caliper range (if not, it is a one for one exchange). Any trees that cannot be accommodated within the parkway because of spacing constraints may potentially find a home along other segments of Park Station Boulevard or within Centennial Park West.

The proposed landscape plan will require modifications to the south and east bufferyards due to the physical constraints of the subject site as noted above. For more information on the bufferyards, see the landscape bufferyards section in the Detailed Planning Discussion below.

It is important to note that the interior drive-aisles of the development will be lined with landscape islands separating individual driveways. The landscape islands are proposed to be six (6) feet wide to plant trees. However, this reduces the width of the driveways from 18 feet to 16 feet. The driveways of the units in Buildings 2, 5 and 8 accommodate guest parking in the east drive-aisle. Sixteen (16) foot wide driveways do not constitute regulation parking spaces (9 feet wide x 18 feet long). The landscape islands must be reduced to a four (4) foot width to give two (2) feet back to the driveways for regulation spacing. Appropriate plant material must be planted for the four (4) foot wide islands.

The petitioner will submit a final landscape plan, for separate review and approval within 60 days of final engineering approval. The landscape plan should include notation any offsite mitigation requirements within either Park Station Boulevard right-of-way or Centennial Park West.

DETAILED PLANNING DISCUSSION

Natural Features

As indicated, the site does not currently have any natural features. The site was re-graded in 2003 when the Colette Highlands development broke ground for construction.

Preliminary Engineering

Preliminary engineering for this project is granted. The project site has immediate access to water, sanitary and storm sewers off Somer Glen Lane. Utilities circulate through the site within the interior drive-aisles.

Detention for this site is accommodated in the existing Colette Highlands detention pond located at the south end of Centennial Park West. The development of this site was incorporated into the master or regional pond for Colette Highlands.

The petitioner conducted a traffic study for the proposed development. The study does not anticipate any local traffic issues with the addition of this development. While the density remains the same as in 2005, the new study considered new realities that did not exist in the original 2005 study. These include the connection of Park Station Boulevard to both 159th Street and 153rd Street, which connects the street grid and improves circulation, and the Sheffield Square development to the north.

Subdivision

The subject site is currently subdivided into four (4) lots. These four (4) lots were originally intended to host each of the four (4) condo buildings. The proposed townhomes will require the consolidation of the three remaining vacant lots into a single common area.

A subdivision is then required to divide the subject site per townhome building (one lot per building). This will yield lots around each building that will be at or greater in area than the minimum required by the R-4 Residential District (8,500 square feet). The petitioner has not submitted a proposed plat of subdivision for review, but will be required to submit it prior to final approval by the Village Board.

The petitioner will also need to submit a Plat of Subdivision to the Village for recording.

Special Use Permit

The proposed site plan requires the status of planned unit development, which is a special use permit. The special use permit for this project will replace the original 2005 special use permit for the condo planned development. The special use permit will include the following Code modifications:

- 1) Reduce the front setback from 20 feet to 13 feet;
- 2) Reduce the side setback from 25 feet to ten (10) feet;
- 3) Reduce the south bufferyard requirement from ten (10) feet to five (5) feet;
- 4) Reduce the east bufferyard requirement from 15 feet to 14 feet; and
- 5) Increase lot coverage from 45% to 75% or less.

Each of these Code modifications are discussed in greater detailed below.

When considering an application for special use permit, the decision making body shall consider the eight special use standards listed in the Code. The petitioner has provided responses to the Special Use Standards.

Land Use/Compatibility

The proposed land use (townhomes) is compatible with the R-4 Residential District, the Comprehensive Plan's designation for this site and the surrounding area. The subject site is in close proximity to and neighbors the train station, Colette Highlands Townhomes and Sheffield Square. This development may be categorized as part of the transit oriented development scheme for the area around the train station.

Lot Coverage

Maximum: 45%

Proposed: 74%

The 2005 original lot coverage for this site was planned as part of the total/master lot coverage for the Colette Highlands subdivision. Nevertheless, lot coverage for the subject site in 2005 was 54% with four (4) condo buildings. The proposed lot coverage for this site is approximately 74%, a 20-point difference from the original lot coverage and the greatest of the modifications for this project.

The original plans and lot coverage calculations for Colette Highlands did not include the one (1) acre Colette Highlands Park at Heatherglen Drive and Park Station Boulevard further to the south. The space for the park was created when Park Station Boulevard was moved east, reducing the extent of the detention pond (impervious surface area) at the south end of Centennial Park West. The park was completed in 2013.

Because the park did not exist in the original lot coverage calculations of the master plan for Colette Highlands, there is opportunity to leverage the one (1) acre open space (bonus pervious area) to advantage the Village and the development.

The petitioner and the Village have come to terms to extend a one acre lot coverage credit to Park Boulevard Townhomes to help reduce the lot coverage on the site using the bonus pervious area of the park, which the master plan never considered. In the context of the overall Colette Highlands subdivision, the one acre credit will effectively reduce the project site's lot coverage to 45.9%, lower than even the original lot coverage with the four (4) condo buildings and one point off lot coverage requirements for the R-4 Residential District.

The lot coverage modification for 74% is still required per Code as a formality for the site, but the modification is made essentially moot (or at least less intense) by the credit.

In exchange for this credit to use Village-owned park land to reduce lot coverage, the petitioner will construct a new multi-use path from Somer Glen Lane south to 159th Street to connect with future IDOT multi-use paths. The new path will be located on the east side of Park Station Boulevard, servicing the open space. The multi-use path is identified as a planned path in the Comprehensive Plan.

Lot Size

Minimum: 8,500 square feet

Provided: Not defined, but cannot be less than 8,500 square feet

One lot is expected around each building. The common area is expected to be its own separate lot for a total of ten (10) lots. At a minimum, the petitioner will be required to draw the lot lines for the plat of subdivision to meet the 8,500 square foot threshold of the R-4 District. This may require including land typically associated with common areas within the individual lots for the buildings (i.e. the front yard spaces, which would be akin to patio areas in other developments). However, this should not prevent or preclude organization or administration of any Homeowners Association rules, covenants etc. HOAs routinely govern and maintain site and building features and facades within individual lots of ownership.

Density

Maximum: 6 Dwelling units per acre via planned unit development status

Proposed: 20.5 Dwelling units per acre

The proposed site plan maintains the same density that was approved in 2005 for the condos. The 2005 approval included 96 condominium units (24 units per building). The site plan proposes 72 units. Together with the 24 units in the existing condo building, the townhouse development will meet the 96 units from 2005 for the same 20.5 dwelling unit per acre density. While the same density is applied from 2005, there is more usable private open space on the subject site with the townhomes than with the condo buildings resulting in what might be considered an improved site plan. This analysis is consistent with looking at the overall impact of the development within the context of the Colette Highlands subdivision.

Setbacks

Park Station Boulevard

Required - 20 feet

Provided - 20 feet

A modification is proposed to reduce the front setback along Park Station Boulevard from 20

feet to 13 feet. The modification is intended to allow a potential five (5) foot encroachment (per Section 6-302.C.40) deeper into the setback area than is allowed by Code. The allowance is given to accommodate architectural features in the form of extended front porches and stairways. It is effectively a modification expanding 6-302.C.40 through manipulation of the front setback.

The front setback is measured from the right-of-way boundary. The development proposes to place the public sidewalk within the front setback. This requires a public access easement for the sidewalk on the private side of the property line.

Side Yard:

Required -- 25 feet

Proposed - 10 feet

The side setback in R-4 is measured between the sides of buildings. The setback is reduced to a minimum of 10 feet for the walkway between Buildings 4 and 7. The other walkways and side setbacks are 13 feet. This is consistent with the reduction of side setbacks established in neighboring Sheffield Square. The petitioner will have to mitigate the spacing between buildings with firewalls per Building Code requirements.

Rear Yard:

Required - 30 feet

Proposed - 45 feet

Parking:

Required - 10 feet

Proposed - 10 feet (west property line)

Building Height

Maximum -- 50 feet

Proposed -- 40-42 feet typical height

The submitted elevation drawings do not indicate dimensions. However, previous iterations of the concept townhome products indicated a maximum height for this development between 40 and 42 feet, which is well under the maximum allowable height of 50 feet. The neighboring condo building, by comparison, tops out at 54 feet.

The petitioner must submit scaled and dimensioned elevation drawings of the proposed townhome product prior to consideration of final approval by the Village Board.

Landscape Bufferyards

Required North - Bufferyard C, 15 feet

Provided North - Bufferyard C, 15 feet

Required East - Bufferyard C, 15 feet

Provided East - Bufferyard C, 14 feet (modification)

Required West - Bufferyard B, 10 feet

Provided West - Bufferyard B, 10 feet

Required South - Bufferyard A, 10 feet

Provided South - Bufferyard A, 5 feet (modification)

The modification for the east bufferyard is required since the Park Station Boulevard sidewalk is on the private side of the property line. The modification for the south bufferyard is required on account of the reconfiguration of the existing condo building's parking facilities and access routes.

Accessory Structures

Accessory structures are not proposed on the site plan, although the central courtyard area may contain gazebos and other appurtenances permitted by Section 6-302 of the Land Development Code.

Garbage is contained internal to the units of the development until garbage day. Enclosures are not proposed for the subject site.

Exactions and/or Incentives

All exaction fees, including but not limited to transportation, parks and schools, are to be paid to the Village per Code requirements. The project may participate in the Build Orland program, the benefits of which are pending Board approvals for the following fiscal year.

Mechanicals/Utility Conduits

All mechanical equipment must be screened, either at grade level with landscaping or hidden behind the roofline.

Signage

Signage is not part of this petition and should be submitted for separate review to the Building Division.

This is now before Plan Commission for consideration.

Recommended Action/Motion

I move to accept as findings of fact of this Plan Commission the findings of fact set forth in this staff report, dated November 11, 2014.

And

I move to recommend to the Village Board approval of the preliminary site plan titled "Park Boulevard Townhomes Preliminary Site Plan", prepared by Vantage Point Engineering and dated 11/6/14 subject to the following conditions:

- 1) Create a pedestrian refuge in the Park Station Boulevard median to link Centennial Park West pedestrian networks, via striped crosswalks, with the mid-block walkway leading to the central courtyard of the development.
- 2) Extend the multi-use path network in Centennial Park West from Somer Glen Lane south to connect with future 159th Street IDOT multi-use paths in exchange for impacting Park Station Boulevard and a lot coverage credit.
- 3) Submit detailed scaled and dimensioned elevation drawings showing the four principle elevations of the townhouse products proposed for this development prior to the consideration of final approval by the Village Board.
- 4) Mitigate the road widening impact to existing parkway trees along Park Station Boulevard via the landscape plan.
- 5) Reduce the width of the drive-aisle landscape islands between driveways to four (4) feet and increase the width of all driveways to 18 feet.
- 6) Note any offsite tree and landscape mitigation requirements within either Park Station Boulevard right-of-way or Centennial Park West on the landscape plan.

- 7) Submit a proposed plat of subdivision for review prior to final approval by the Village Board.
- 8) Record a public access easement for any sidewalk along Park Station Boulevard located on private property.
- 9) Submit a Final Landscape Plan, meeting all Village Codes, for separate review and approval within 60 days of final engineering approval.
- 10) Meet all final engineering and building code related items.

and

I move to recommend to the Village Board approval of the Elevations titled "Park Station Townhomes", prepared by the petitioner and dated received 11/6/14, subject to the same conditions noted above and the following:

- 11) Screen all mechanical equipment at grade level with landscaping.

and

I move to recommend to the Village Board approval of a ten (10) lot subdivision/ consolidation for Park Boulevard Townhomes subject to the following condition:

- 12) Submit a Record Plat of Subdivision to the Village for recording.

and

I move to recommend to the Village Board approval of a Special Use Permit for Park Boulevard Townhome's planned unit development subject to the same conditions as outlined in the Preliminary Site Plan motion.

Modifications to the Special Use permit include:

- 1) Reduce the front setback from 20 feet to 13 feet;
- 2) Reduce the side setback from 25 feet to ten (10) feet;
- 3) Reduce the south bufferyard requirement from ten (10) feet to five (5) feet;
- 4) Reduce the east bufferyard requirement from 15 feet to 14 feet; and
- 5) Increase lot coverage from 45% to 75% or less.

All changes must be made prior to the Board meeting.

