



Planning Division

memorandum

TO: The Urbana Plan Commission

FROM: Lily Wilcock, Planner I

DATE: February 28, 2020

SUBJECT: Plan Case No. 2396-PUD-20: A request by Union Development Holdings, LLC to

amend the Melrose Apartments of Urbana Planned Unit Development to exclude the

western 14.51 acres, at 1208 West Bradley Avenue.

Introduction

Union Development Holdings, LLC, requests an amendment to the Melrose Apartments of Urbana Planned Unit Development (PUD) to exclude the western 14.51 acres from the PUD; the request would allow the applicant to build a by right apartment complex on the vacant lot to the west of the One North apartment complex, along Bradley Avenue. As the parcel is currently part of a PUD, without an amendment any new development would be required to generally conform to the site plan of the Melrose Apartments of Urbana PUD from 1996¹.

For the PUD amendment request, the Plan Commission must review the application and make a recommendation to City Council. Staff recommends approval of the request to exclude the 14.4 acres from the original PUD, which will allow development of the site that meets all requirements of the R-4, Medium-Density Multi-Family Residential zoning district.

Background

The 1982 Comprehensive Plan includes future aspirations for the North Lincoln Avenue area to be developed as a commercial corridor. By the mid-1990's, the corridor had a several hotels, a new gas station, and retail developments. In 1996, Intergroup applied to the City for a Comprehensive Plan Amendment, Zoning Map Amendment (rezoning), Special Use Permit for a Planned Unit Development, and development agreement for the land that today includes One North, Capstone Quarters, and the vacant 14.51 acres at 1208 Bradley Avenue ("Phase II"). One North was the only part of the original Planned Unit Development that was constructed.

The Phase II property has remained undeveloped since the approve PUD, 24 years ago.

¹ Ordinance No. 9697-027.

Description of the Site and Surrounding Properties

The site is approximately 632,000 square feet, or 14.51 acres, and is located to the west of the One North Apartment complex. The property's proposed main entrance and community center will be along Bradley Avenue. The property is currently vacant.

The following chart identifies the current zoning and land use of the site and surrounding properties (see Exhibits A, B, and C).

Direction	Zoning	Existing Land Use
Site	R-4, Medium Density Multi-Family Residential (PUD)	Vacant
North	IN-1, Light Industrial/Office	Warehouse
East	R-4, Medium Density Multi-Family Residential (PUD)	Apartment Complex
South	B-2, Neighborhood Business, Arterial	Vacant
West	R-4, Medium Density Multi-Family Residential	Vacant, to be developed (Union Gardens)

Discussion

Minor changes are allowed to occur in approved Planned Unit Developments. This allows developers to respond to unexpected challenges in development without jeopardizing the whole project. Such challenges can occur in a project after zoning approvals are granted. The Zoning Administrator can approve specific minor changes that generally do not affect the impact of the development. Due to the relatively large size of the Phase II property in relation to the whole PUD, allowing it to be developed as proposed is too significant a change to be considered "minor."

The table below compares the original plan for Phase II with today's proposed development. Overall, the plans are quite similar, and would develop the site at around the same level of intensity.

	Melrose PUD	Proposed	Percent Change
		Development	_
No. Buildings	15	8	- 47%
Building Floor Area	250,000 ft ²	266,000 ft ²	+ 6%
No. of Bedrooms	582	540	- 7%
Units	180	220	+ 22%
Parking	495	302	- 39%

While the plans are not substantially different in the number of units, parking, and style of housing, the changes are substantial enough to require either amending the PUD to reflect the current site plan, or amending the PUD to exclude the Phase II site at 1208 Bradley. As the proposed development would meet zoning requirements for the underlying R-4 zoning district, and the ownership for the Phase I (One North) and Phase II parcels will be separate entities, there is no reason to amend the existing PUD to include the proposed site plan.

The applicant is seeking funding for this project from Urbana-allocated HOME funds and the State of Illinois' Illinois Housing Development Authority (IHDA) this spring. HOME funds come from a Housing and Urban Development (HUD) program that seeks to address local housing needs. Urbana, Champaign, and Champaign County form the HOME Consortium, and receive funding each year through the HOME program. New construction of housing is one objective of the HOME program, and this project would help meet that objective.

Additionally, the State of Illinois administers a tax credit program for affordable housing creation. The applicant plans to submit an application to IHDA for this project for a non-competitive 4% tax-credit program (LIHTEC) that funds the creation or renovation of affordable housing units.

Comprehensive Plan Goals and Objectives

The Comprehensive Plan identifies the site's future land use as "Multi-Family":

"Multi-Family residential is for areas planned primarily for apartment complexes and other multi-family buildings. Located close to major centers of activity such as business centers, downtown, and campus. May include supporting business services for convenience needs of the residents. Multi-family residential areas should allow for a density buffer when transitioning to a lower-density residential area. These areas should incorporate provisions for transit service and pedestrian access."

The following goals and objectives of the Comprehensive relate to the proposed development of the site:

Goals 40.0 Make affordable housing available for low-income and moderate-income households.

Goals 41.0 Promote access to employment opportunities for all Urbana residents.

The proposed development is well-served by transit, bike paths, sidewalks, and multi-use paths.

Planned Unit Development Goals and Applicability

The PUD goals and applicability are not relevant in this case. The site is currently part of the Melrose Apartments of Urbana PUD. The applicant requests that the Phase II section of that PUD be removed so a by right development can be built instead.

Criteria for Approval

Section XIII-3, lists criteria for the creation of PUDs. No criteria are given to explicitly address the removal of land from an existing PUD, as in this case. However, the request can be evaluated using the PUD criteria, by considering the following:

- 1. That the proposed development is conducive to the public convenience at that location; and
 - When the existing PUD was approved, City Council found it to be conducive to the public convenience. The request at hand is to allow a development that is consistent with the underlying zoning district by removing the property from the existing PUD. The proposed development is consistent with the underlying zoning district and which is conducive to the public convenience. As the land is vacant, *any* proposed development will likely not match the approved PUD.
- 2. That the proposed development is designed, located, and proposed to be operated so that it will not be unreasonably injurious or detrimental to the surrounding areas, or otherwise injurious or detrimental to the public welfare; and

The proposed development would be allowed by right in the R-4, Medium Density Multi-Family Residential zoning district. Since the proposal will meet the requirements of the underlying zoning district, it will not be injurious or detrimental to the public welfare.

3. That the proposed development is consistent with the goals, objectives, and future land uses of the Urbana Comprehensive Plan and other relevant plans and policies; and

The proposed development is consistent with the goals, objectives, and future land uses of the 2005 Comprehensive Plan. As the proposed development on the property is to be excluded from the existing PUD, in order to build housing units below market-rate rent at a location with excellent access to major employers.

- 4. That the proposed development is consistent with the purpose and goals of Section XIII-3; and The existing PUD is consistent with the purpose and goals of Section XIII-3. The amendment would not affect this in any way.
- 5. That the proposed development is responsive to the relevant recommended design features identified in Table XIII-2 of this Ordinance.

The proposed development will be by right. This criterion is not relevant to a removal of land from a PUD.

Summary of Staff Findings

- 1. Union Development Holdings, LLC requests an amendment to the Melrose Apartments of Urbana Planned Unit Development for a property at 1208 Bradley Avenue. The applicant requests to exclude this property from the existing PUD and develop the property to the R-4, Medium-Density Multi-Family Residential zoning district. The property is undeveloped and 14.4 acres in size, or 37% of the existing PUD.
- 2. The applicant will be asking for funding from the State of Illinois's Department of Housing Development Authority and City of Urbana's HOME Program to construct affordable apartments on the site.

- 3. The subject property is suitable for medium-density residential uses, like the proposed R-4, Medium Density Multi-Family Residential zoning district. The exclusion of this property from the existing PUD and development to the underlying zoning district, is conducive and convenient to the public.
- 4. The request to develop the property to R-4, Medium Density Multi-Family Residential zoning district would allow the owner to build. This would be generally compatible with the "Multi-Family Residential" future land use designation of the 2005 Urbana Comprehensive Plan.
- 5. The existing PUD is consistent with the purpose and goals of Section XIII-3 and the proposed exclusion of the subject property does not affect the existing PUD.

Options

The Plan Commission has the following options for recommendations to the City Council in Case No. 2396-PUD-20:

- 1. Recommend approval of amending the existing Planned Unit Development to exclude the 14.5-acre parcel at 1208 Bradley Avenue.
- 2. Recommend approval of amending the existing Planned Unit Development to exclude the 14.5-acre parcel at 1208 Bradley Avenue with conditions.
- 3. Recommend denial of amending the existing Planned Unit Development to exclude the 14.5-acre parcel at 1208 Bradley Avenue.

Staff Recommendation

Based on the evidence presented in the discussion above, and without the benefit of considering additional evidence that may be presented at the public hearing, staff recommends that the Plan Commission make a recommendation to City Council to **APPROVE** the Amendment to the Melrose Apartments of Urbana Planned Unit Development.

Attachments:

Exhibit A: Location and Existing Land Use Map

Exhibit B: Zoning Map

Exhibit C: Future Land Use Map

Exhibit D: Proposed Site Plan and Building Elevations

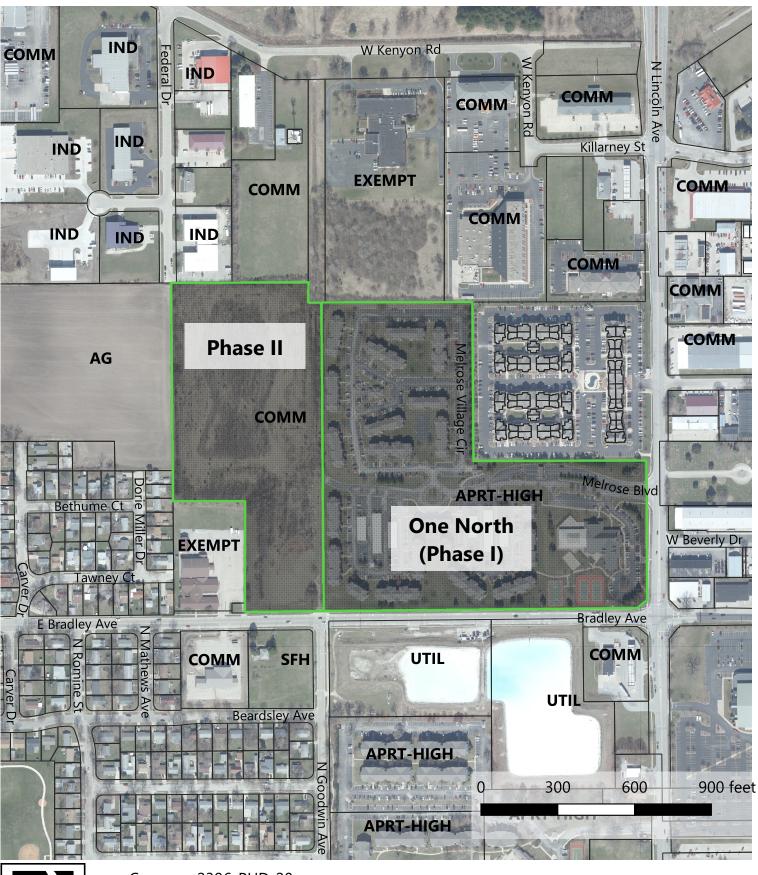
Exhibit E: Approved Site Plan from the Melrose Apartments of Urbana PUD

Exhibit F: Application for Planned Unit Development Amendment

CC: Lori Edwards, Union Development Holdings, LLC

Emily Vaias, Ballard Spahr, LLP

Exhibit A - Location & Land Use





Case: 2396-PUD-20

Subject: Amendment to Melrose PUD

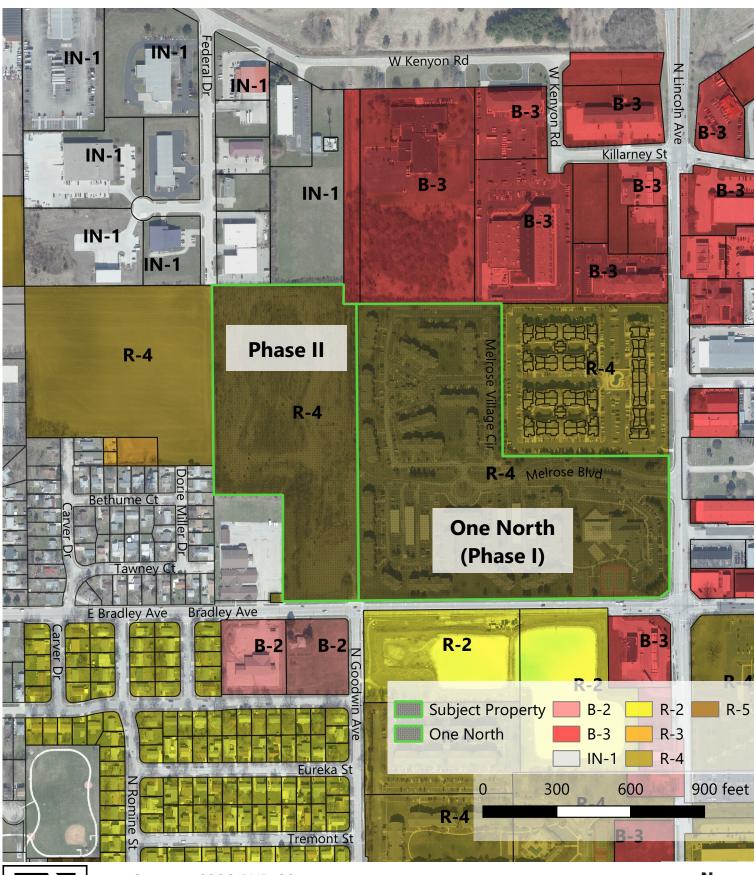
Location: 1208 Bradley Avenue

Owner: Union Development Holdings, LLC





Exhibit B - Current Zoning





Case: 2396-PUD-20

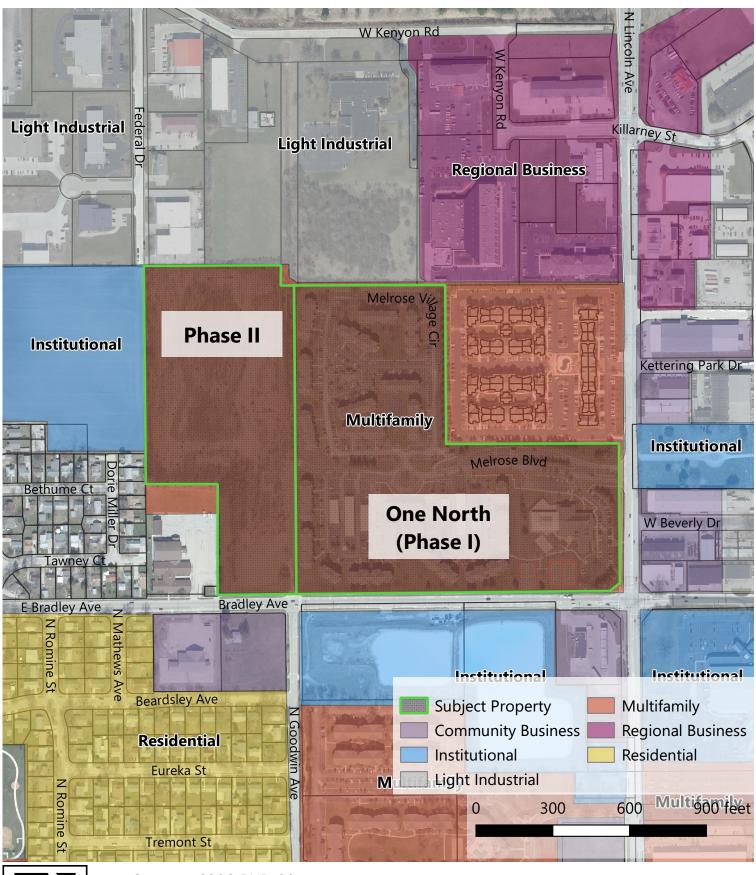
Subject: Amendment to Melrose PUD

Location: 1208 Bradley Avenue

Owner: Union Development Holdings, LLC



Exhibit C - Future Land Use Designation





Case: 2396-PUD-20

Subject: Amendment to Melrose PUD

Location: 1208 Bradley Avenue

Owner: Union Development Holdings, LLC



Exhibit D 201-1901 URBANA, ILLINOIS CELL 217.840.3546 | OFF CE 217.531.2971 | FAX 217.531.2211 301 N. NEIL STREET, SUITE 400 | CHAMPAIGN, IL 61820 DESIGN BY: BKB BKB 1208 BRADLEY AVE. 2/5/20 NGINEEBING UNION AT BRADLEY DRAWN BY: PROJECT: SHEET: DATE: DESCRIPTION DATE OVERALL SITE LAYOUT PLAN **BEN 210N2** -10' REAR YARD SETBACK LINE 8 SPACES S 89.25'34" E - 538.17') PARKING AREA SHADE TREES PROVIDED: KTENSION ADA VEHICLE SPACES PROVIDED: BICYCLE PARKING REQUIRED: 110 SPACES (55 LOOPS) BICYCLE PARKING PROVIDED: 8 4-BED **BNIFDING B5** BROWNING ROAD AREA OF PROPOSED RIGHT-OF-WAY DEDICATION BED **BUILDING A2** SECTION 121 AREA(SF) 37,150 36,868 36,868 36,162 38,162 20,987 20,987 20,987 22 JING A1 ADE LINE PROPOSED GRA CROSS FIRST FLOOR 10,448 10,448 105,016 14,028 13,887 14,145 14,145 14,028 COMPACTED SUBGRADE (12)
P.C.C. B-6.12 CURB & GUTTER
(POURED MONOLITHIC W/ STREET
PRIVATE DRIVEWAY CI -LONGITUDINAL CONSTRUCTION 20' WIDE URBANA CHAMPAIGN SANITARY DISTRICT EASEMENT (RECORDED BOOK 827, PAGE 540) 20' WIDE GENERAL UTILITY EASEMENT (RECORDED PLAT BOOK 'CC', PAGE 215) S 00'44'29" E - 856.48' (N 00'44'16" W - 856.64') CENTERLINE (PRIVATE DRIVEWAY) P.C. CONCRETE PAVEMENT, 7" **BUILDING C1** DETAIL N.T.S. 6 **BUILDING B1** 6 8 89.8 SHADE TREE (SPECIES TYPE & CALIPER PER URBANA ZONING ORDINANCE) **BUILDING C2** SEMENT (RECORDED 115) 口 10 FOUND IRON PIPE W/ CAP #2006-2207 FOUND IRON PIPE CAP #2006-2207 ' RECYCLING ENCLOSURE PER URBANA ZONING PROVIDE SHADE TREES (CENTERS) AND SHRUB PHEDGE (NO LESS THAN 3 FADJACENT TO CHURCH ANIFORMES) PRIVATE DRIVEN N 89'25'15" (S 89'25'58" BUILDING <u>\$</u> 6' x 21.5' P.C.C. PAD W/ (16 BICYCLE SPACES) —15' WIDE NORTHERN ILLINOIS
WATER CORPORATION
EASEMENT (RECORDED BOOK
281, PAGE 115) 2-STORY APARTMENT (12,) LEGAL DESCRIPTION
LOT 112 IN THE REPLAT OF LOT 11 AND LOT 12 OF A REPLAT OF LOT 1 AND LOT 2 OF MELROSE
OF URBANA FIRST SUBDIVISION, AS PER PLAT RECORDED OCTOBER 11, 2012, AS DOCUMENT NUMBER
2012R25769, SITUATED IN THE CITY OF URBANA, IN CHAMPAIGN COUNTY, ILLINOIS. 15' WIDE GENERAL UTILITY EASEMENT (RECORDED PLAT BOOK 'CC', PAGE 214/215) DUMPSTER / (SCREENING ORDINANCE) 500'R ш≽ 10'R TAWNEY COURT (50' R.O.W.) -5' SIDE YARD SETBACK LINE FOUND IRON PIPE W/ CAP #2006-2207 FOUND IRON PIPE W/ CAP #2006-2207 6 国 EXISTING LOT LINE
EXISTING EASEMENT LINE **BNIFDING DS** 15.6' N 89°26°45" E – 308.83°) (S 89°26°06" W – 308.83°) 73, ROW

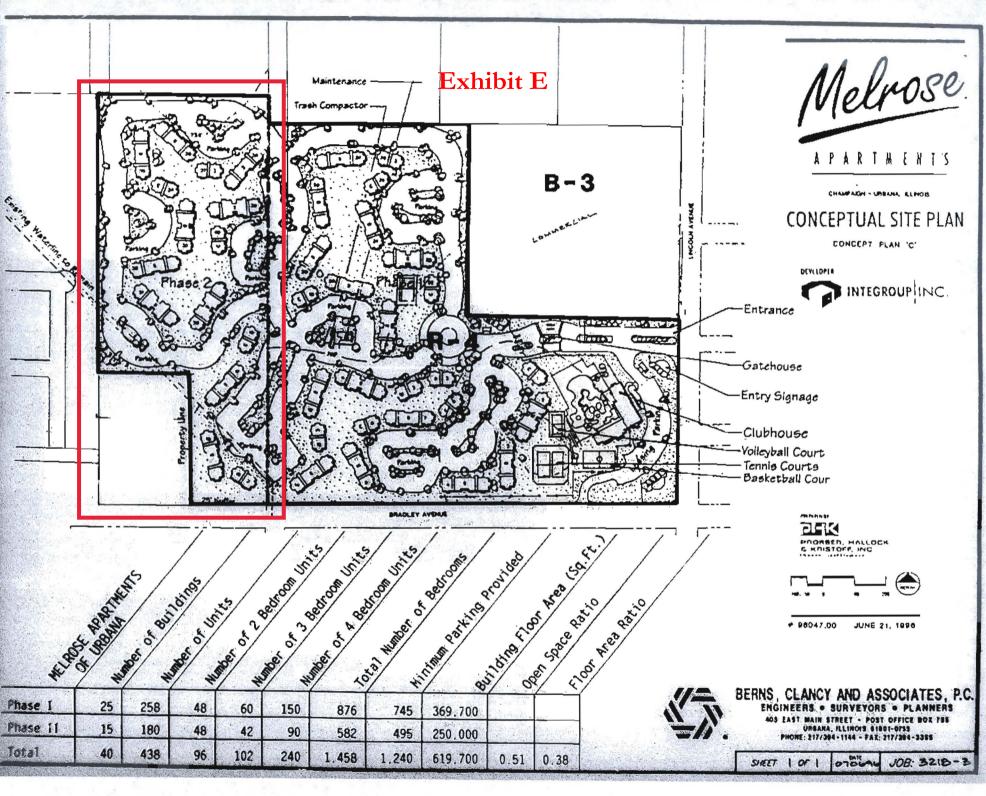
15' FRONT YARD-SETBACK LINE

N. GOODWIN AVENUE

EX. 8-FOOT WIDE MULTI-USE PATH

Exhibit D







Application for a Planned Unit Development Amendment



The Applicants are responsible for paying the cost of legal publication fees as well. The fees usually run from \$105.00 to \$250.00. The applicant is billed separately by the News-Gazette.

DO NOT WRITE IN THIS SPACE - FOR OFFICE USE ONLY

Date Petition Filed		Plan Case No		
Fee	Paid - Check No	Amount	Date	
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		Place PUD is requested in commend to the City Council und		
1.	APPLICANT CONTACT	PLICANT CONTACT INFORMATION		
	Name of Co-Applicant(s): Uni	ion Development Holdings, LLC	Phone: 317-584-8442	
	Address: 409 Massachusetts A	ve.,		
	Indianapolis, IN 46204			
	Email Address: ryan@theanne	exgrp.com		
	Property interest of Applicant(s) (Owner, Contract Buyer, etc.):	Contract Buyer	
	Name of Co-Applicant(s): Sci	on Urbana Land LLC	Phone: 310-557-5294	
	Address: 10100 Santa Monica			
	Suite 2600 Los Angeles, CA 9	0067		
	Email Address: mcogan@saba	an.com		
	Property interest of Applicant(s) (Owner, Contract Buyer, etc.):	Contract Buyer	
2.	OWNER INFORMATION	1		
	Name of Owner(s): Scion Urb	ana Land LLC	Phone: 310.557.5294	
	Address: 10100 Santa Monica	Blvd.,		
	Suite 2600 Los Angeles, CA	00067		
	Email Address: mcogan@saba	n.com		
	Is this property owned by aL If yes, please attach a list of	and Trust? \square Yes \boxed{X} No all individuals holding an integral.	erest in said Trust.	

3. PROPERTY INFORMATION

Address/Location of Subject Site:

vacant land east of 1208 Bradley Ave., Urbana IL 61801

4. PIN # of Location: 91-____

(Phase I/confirmation) and 91-21-06-

476-013 (Phase II/amendment)

Lot Size: Phase I – 25 acres and Phase II 14.51 acres

Current Zoning Designation: R-4, Multi-Family

Current Land Use: Vacant Land Proposed Land Use: Multi-Family

Legal Description:	
Phase I (for confirmation purposes):	
Lot 111	
Phase II (for amendment/removal)	
LOT 112 IN THE REPLAT OF LOT 11 AND LOT 12 OF A REPLAT OF LOT 1 OF URBANA FIRST SUBDIVISION, AS PER PLAT RECORDED OCTOBER 11 NUMBER 2012R25769, SITUATED IN THE CITY OF URBANA, IN CHAMPA	, 2012, AS DOCUMENT
CONSULTANT INFORMATION	
Name of Architect(s): Richard Wade	Phone: 812-474-1410
Address: 22628 S. Olympia Drive,	
Frankfort, IL 60423	
Email Address:	
rwade@richardwadearchitectsinc.com	
Name of Engineers(s): Bryan Bradshaw, BKB Engineering	Phone: 217.531.2971
Address: 301 N. Neil St., Suite	
400, Champaign, IL 61820	
Email Address:	
bbradshaw@bkbeng.com	
Name of Surveyor(s): Bryan Bradshaw, BKB Engineering	Phone: 217.531.2971
Address: 301 N. Neil St., Suite	
400, Champaign, IL 61820	
Email Address:	
bbradshaw@bkbeng.com	
Name of Professional Site Planner(s): NA	Phone:
Address (street/city/state/zip code):	
Email Address:	

6. REASONS FOR REQUEST FOR APPLICATION FOR AMENDMENT TO PUD

Explain the nature of the proposed amendment. The proposed amendment to remove the Phase II tract from the Melrose Place PUD (Ord. No. 9697-31 / 1627-SU-96) is being requested to allow for a multi-family workforce housing development by-right. The development will be

Phone:

Name of Attorney(s): TBD

Email Address:

Address (street/city/state/zip code):

5.

less dense, with less parking, and less intensity on the land than what was approved in 1996. The amendment is for the property west of One North, a development intended for Illinois student housing after Phase One was approved in 1996. The removal of the PUD for Phase II will allow for the 14.5 acres to utilize the underlying R-4, Medium Density Multi-Family Residential zoning. As a result of removing the Phase II tract from the PUD, the Phase I tract will continue to be a stand alone tract developed and subject to the PUD, and would be considered a valid, legally existing use and structures, and would not be considered a non-conforming use or to have non-conforming structures as to zoning or subdivision laws, regardless of how the Phase II tract is ultimately developed. We are requesting that the status of the existing Phase I tract and its development be expressly confirmed as part of this application.

Will the proposed amendment change the character of the PUD? Explain. The original PUD was approved with the intention of a higher density student rental housing to be developed. After the first Phase was constructed, the Phase II property has been siting vacant for 24 years. This amendment will allow for medium density rental for the general population (area-employees, families, etc.) that will meet the current R-4 zoning requirements. The preliminary plan attached will increase green space, increased bike mobility and access, be well landscaped and provide less parking per unit than the 1996 Melrose Place PUD planned for Phase II.

Will there be an increase in the overall coverage of structures? If so, how much? <u>As currently contemplated</u>, there will be no increase in the overall coverage of the structures.

Will the proposed amendment result in an intensification of the use of the property? The proposed amendment would not result in an intensification of the amount of parking permitted, bedrooms proposed, and open space on the site. The underlying zoning would shift from the permitted heavy use of three- and four-bedroom student housing to single and family households with the designated 1, 2 and 3 bedroom apartments. Further, the Phase I tract will remain as a legally existing use and structures.

Will the proposed amendment change the traffic circulation? If so, how? Yes, the Melrose Place PUD site plan showed a completely internal traffic circulation with an entrance off Lincoln Avenue and an unidentified entry point on Bradley Avenue. The proposed amendment is for a by-right development that would allow for a north-south public road connection between Bradley Avenue and Goodwin Avenue and N. Federal Drive on Tract II as per the request of the City of Urbana. This will make it easier for residents to walk or bike to major employers in the area.

Will the proposed amendment decrease the amount of approved open space? If so, by how much?
The current PUD required an open space ratio of .4. The proposed amendment for Phase II
will have a ratio of and would exceed the requirements of the underlying R-4 zoning
district requirement of .35. The existing Phase I property has an open space ratio of
which meets the requirements of the PUD and the R-4 zone.
Will the proposed amendment result in a reduction in the number of off-street parking spaces o loading spaces? If so, how many?
Yes, the proposed amendment would reduce the parking space requirement for Phase II from
495 spaces in the PUD to a proposed 302 for the workforce housing development. This
reduces the impervious area of the Phase II site, and encourages other transportation choices
so close to area employers. The Phase I parking and loading spaces will remain the same.
Will the proposed amendment result in a reduction of the pavement widths specified on the plan? If so, by how much? The pavement widths were not specified in the PUD and the amendment, therefore, this
development would follow the requirements of the underlying R-4 zoning district and PW
requirements for pavement widths. The Phase I pavement widths are not changing and remain
legally conforming.
What changes have occurred since the initial PUD was approved that make it necessary to now amend the Plan? The original PUD was approved in 1996 and contemplated as a master planned student
housing development on the overall property. The original PUD contemplated approximate
40 acres of which approximately 25 acres were developed and are considered Phase I. The
remaining 14 acres (approx 35% of the approved PUD), referred to as Phase II herein, have not been developed for the past 24 years and it is desirable to the City of Urbana and for fut development to remove the PUD standards and conditions on Phase II. Two of the condition of the old PUD required fencing and no road alignment from Bradley Ave. to Federal Drive which are no longer beneficial. The PUD would not be conducive for a workforce housing development as currently contemplated due to the requirement for substantial conformance

a site plan to a PUD that is 24 years old. The contemplated amendment for Phase II would

also allow for better circulation and address recommendations of the 2016 Urbana Bicycle Master Plan, and aspects of the Urbana's 2005 Comprehensive Plan. However, it will again be noted and confirmed that the Phase I tract is legally conforming with the PUD and all codes and regulations, and is not required to make any changes as a result of the granting of this Amendment to remove Phase II from the PUD.

NOTE: If additional space is needed to accurately answer any question, please attach extra pages to the application.

By submitting this application, you are granting permission for City staff to post on the property a temporary yard sign announcing the public hearing to be held for your request.

CERTIFICATION BY THE APPLICANT

I certify all the information contained in this application form or any attachment(s), document(s) or plan(s) submitted herewith are true to the best of my knowledge and belief, and that I am either the property owner or authorized to make this application on the owner's behalf.

Applicant's Signature

ate

PLEASE RETURN THIS FORM ONCE COMPLETED TO:

City of Urbana Community Development Department Services Planning Division 400 South Vine Street, Urbana, IL 61801

Phone: (217) 384-2440 Fax: (217) 384-2367