



City of Aurora

44 E. Downer Place
Aurora, IL 60505
www.aurora-il.org

Legistar History Report

File Number: 25-0079

File ID: 25-0079

Type: Petition

Status: Draft

Version: 1

General Ledger #:

In Control: Building, Zoning, and Economic Development Committee

File Created: 01/23/2025

File Name: AID/550 2nd Avenue and 545-563 E. Benton Street/CUPD

Final Action:

Title: An Ordinance Establishing a Conditional Use Planned Development, Approving the Las Rosas Plan Description and amending Chapter 49 of the Code of Ordinances, City of Aurora, by modifying the zoning map attached thereto to an underlying zoning of R-5 Multiple-Family Dwelling District, R-4 Two-Family Dwelling District and R-2 One-Family Dwelling District for the property located at 550 2nd Avenue and 545-563 E. Benton Street (Association for Individual Development - 25-0079 / AU27/2-24.546 - CUPD/Fsd/Fpn - JM - Ward 2) (PUBLIC HEARING)

Notes:

Sponsors:

Enactment Date:

Attachments: Exhibit "A" Legal Description - 2025-01-31 - 2024.546, Exhibit "B" Plan Description - 2025-01-30-2024.546, Land Use Petition and Supporting Documents - 2024-12-17 - 2024.546, Plat of Survey - 2024-12-17 - 2024.546, Conditional Use Planned Development Findings of Fact Sheet - 2025-01-31 - 2024.546, Rezoning Findings of Fact Sheet - 2025-01-31 - 2024.546, Location Map - 2025-01-31 - 2024.453, Presentation - 2025-02-04 - 2025.546

Enactment Number:

Planning Case #: AU27/2-24.546 - CUPD/Fsd/Fpn

Hearing Date:

Drafter: JMorgan@aurora-il.org

Effective Date:

History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning and Zoning Commission	02/05/2025	Forwarded	Building, Zoning, and Economic Development Committee	02/12/2025		Pass

Action Text: A motion was made by Mr. Chambers, seconded by Mr. Kuehl, that this agenda item be Forwarded to the Building, Zoning, and Economic Development Committee, on the agenda for 2/12/2025. The motion carried.

Notes: *Mrs. Morgan said good afternoon. Jill Morgan, Senior Planner. The Petitioner, Association for Individual Development, is requesting the Establishment of a Conditional Use Planned Development, and to change the zoning district from R-2 (C) One-Family Dwelling District with a Conditional Use and R-5 Multiple-Family Dwelling District to R-5 (C) Multiple-Family Dwelling District, and R-4 (C) Two-Family Dwelling District, and R-2 (C) One-Family Dwelling District all with a Conditional Use Planned Development on the properties located at 550 2nd Avenue and 545-563 East Benton Street which includes a Plan Description to allow for the redevelopment of the current building and construction of a new building for apartments with associated offices and to continue to use the existing buildings as a religious institution and housing.*

The Subject Property includes all the parcels owned by Iglesia Evangelica Luterana San Pablo, including the existing church, the event hall, the office building, the residential house, the historic school building, and all the parking. The majority of the property is currently zoned R2(C) One Family Dwelling District with a Conditional Use for a religious institution and a school. The two-unit residential house located at is zoned R5 Multiple-Family Dwelling District.

The Petitioner is requesting the establishment of a Conditional Use Planned Development, and to change the zoning to 3 separate zoning districts with a Plan Description outlining additional uses, variations, and additional restrictions.

Parcel 1 contains the historic school building and a large parking lot which will be rezoned R-5 (C) Multi Family Dwelling District with a Conditional Use.

Parcel 2 contains the church, the event hall, and the office building and will be zoned R-2 (C).

Parcel 3 contains the 2-unit residential building and will be downzoned to R-4 (C).

The Plan Description for Parcel 1 allows for the conversion of the existing school building to 10 apartments with the gym remaining for community space along with the retention of the existing bowling alley and office space for the basement addition.

I'll bring up the plan real quick so you have that. The Plan Description allows for a minimum parking of 1 space per dwelling unit for the residential use, and requires the developer to have a parking management plan that requires the residents to have parking passes for every vehicle, and cross access easement parking with the existing church on Parcel 2.

The Plan Description for Parcel 2, which is the existing church, allows...codifies the current use of the church property including the religious institution, social services, and offices.

And the downzoning of Parcel 3 reflects the current use of a 2 unit. The setbacks are varied to codify the current building and the parking setback to allow the new building to align with the existing. And some additional building code variations are also included.

Concurrently with this proposal, the Petitioner is requesting approval of a Final Plat for Las Rosas Subdivision. This includes replating the existing 9 lots into 3 lots aligning with the zoning parcels we described above.

And then the Petitioner is also requesting approval of the Final Plan for Lot 1 of Las Rosas Subdivision. The details of the request include a new attached building adjacent to the historic church building in a portion of the existing parking lot.

The project is to allow the Petitioner to develop the existing building and a new addition into permanent supportive housing in the form of 20 apartment units.

The Petitioner does have a presentation about the project. I was going to stop there and let them kind of describe their project in more detail. Is there any questions on Staff, maybe particularly about the zoning?

Chairman Pilmer said any questions of Staff? Thank you. If the Petitioner...I don't know if there's more than one, I'll need to swear anyone in who's going to speak. So, if you'll just stand up and then I'll swear you in, and then we'll take one at a time. If you'll raise your right hand. Do you swear to tell the truth, the whole truth, and nothing but the truth?

Ms. Wang and Ms. Baker said I do.

Chairman Pilmer said thank you. Please come forward. And I'll just have you state your name and address for the record please.

Ms. Wang said sure. Hi, my name is Heidi Wang, address is 1801 Woodland Avenue, Park Ridge, Illinois. Do you want Lore to do the same?

Ms. Baker said Hi, I'm Lore Baker. I'm President and CEO of the Association for Individual Development, or AID.

Chairman Pilmer said thank you.

Ms. Wang said okay, hi. Again, I'm Heidi Wang, I'm with WJW Architects. We're located in Chicago. We've been working with AID and their partners on the architectural design for this project. And I'm going to just talk a little bit about what the project entails, kind of as an overview. What you're looking at here is the rendering along 2nd Avenue of what the project will look like when completed. So, you can see the existing school will remain. We are repurposing that building to include 10 apartments and then building an addition onto the property that includes another 10 apartments. And just a view from the rear. There's a little one-story piece also and then a courtyard garden at the back that will be available for residents and will also provide an easement for access back into the church at their link entry for the event hall, and their accessible entryway will remain. I'm going to let Lore talk a little bit about AID and her partners.

Ms. Baker said thank you. So, AID is a large social service agency headquartered here in Aurora. We do work with people with physical, developmental, intellectual, and mental health challenges. And our mission is to support them enjoying lives of dignity and purpose. We have 3 main service areas. We do services for people with developmental disabilities, both in residential programming where people live in 24-hour community integrated living arrangements, and community day services and employment services for folks with IDD. We do behavioral health services including lots of permanent supportive housing. We have similar buildings in Aurora here, West Chicago, and are just finishing construction on a building in Elgin that is the same type of property as we are proposing here. And then we do a whole line of crisis care services: crisis outreach, mobile crisis response, and crisis lines. Our 2 partners in this project are present in the room. The Neighbor Project, which I am sure you're well aware of, is a not-for-profit HUD-certified counseling agency and their goal is to help low to moderate income families buy their first homes. And then Hesed House, whose mission is to feed the hungry, clothe the naked, shelter the homeless, and give people the chance to hope again. We are excited about our partnership and will hit it back to Heidi here to talk about the project.

Ms. Wang said thanks. Jill did a great job of explaining kind of the rezoning that's going on and the replating. It was kind of a complicated site with 9 individual lots, so I think this gives a chance to consolidate those lots to match the zoning that will be requested here. And just so you guys have a little bit better understanding of how this is getting divvied up and why that property line looks a little strange. The existing church will remain operational. We are not touching any of the church function because the church, you know, is quite old, well over 100 years old. It didn't have an accessible entry, so there's a piece kind of right in the middle of the lot that is their accessible route to get into the building. It's also the entry point for their event hall that was built in the 90s, so we are retaining access to that from 2nd Avenue. And as Jill mentioned, we also will be entering into a shared parking agreement with the church since we're building on the lot that is currently their parking lot. So, we are replacing that parking lot with 59 spaces, 20 of which will be dedicated for our use, for our residents. The other spaces will be available for church goers and for patrons of the bowling alley that will retain operation in the basement of the existing school. The piece in teal is the new addition. It's a 2-story addition. The dark grey is the existing school. There will be a new elevator at the link connecting the 2. And I think that's kind of the basic information here. Jill did a good job of explaining some of the details. And then the Landscape Plan. The site will be very nicely landscaped. We'll be adding some new landscaping around the existing building at the main corner at the southwest corner of the site and all along 2nd Avenue with new trees, new foundation plantings, plantings all around the new parking lot so kind of vastly improving what's there currently, which doesn't really have any landscaping in that existing parking, and then a landscaped courtyard at the rear for residents to have some private recreation space. And then, just the flat on elevations, although I think the renderings do a little bit better job of explaining since this is kind of a complicated massing to this project, but you can see along 2nd Avenue there's an entry way with a canopy. The building is broken in to different rhythm along the street to blend in with the residential neighborhood to the south. And then the school is getting all new windows, will have a new roof, masonry repairs, et cetera. And then just landing again on a view of the building. And that was the extent of our presentation for you.

Chairman Pilmer said thank you. Any questions of the Petitioner?

Mr. Pickens said yes, just...it looks like you're eliminating parking spaces.

Ms. Wang said overall, we are eliminating. We worked with Staff to determine what the parking need would be based on street parking in the area and the use. We did some use counting of people

parking there now for the church and what our need was.

Mr. Pickens said does this include like Sundays when we have church services? Is that calculation included into this? I know that area is pretty parked out in the streets during the weekends.

Ms. Wang said yeah, I might actually ask Jill to step in too because we had those conversations with City Staff about what the parking need would be, and this was the number that we agreed on would be appropriate for this site.

Ms. Baker said and I just might add that the people that we will plan to support there generally aren't able to own a car because it's an expensive venture to own a car. So, those spaces we believe will be available from our experience with other permanent supportive housing projects.

Ms. Wang said yeah, that's a good point. So, like Jill mentioned, like our residents would have to have a valid parking pass to be able to park there but more likely than not, all 20 spaces would not be used. They anticipate a handful of residents at any time having a car, so even more of those spaces would be available for others to use.

Mrs. Morgan said yeah, so we did the 1 per unit is what we've done for other, like, affordable housing units. In our experience with those, that's always been more than enough. I think with this type of use will even, especially with their experience, will be plenty so I would agree with that statement. We also looked at what the current church's sanctuary size was and the chairs was and kind of estimated with our religious institution seating requirement that there would be enough with the 20 units plus what's on their site and the remainder on this site to cover the parking under our typical parking regulations for religious institutions. It doesn't mean, like, there's not, you know, the large Christmas days or other type of religious holidays where there might not be some overflow onto the street. There's also a school nearby. So, there is any other large parking...

Ms. Wang said north of the site. Just north, there's a large school...

Mrs. Morgan said there could also possibly be some overflow there. So, Staff was comfortable with the parking. And it also, we feel, will be reduced. It used to be a school so at some point there was even a lot more traffic. There was the religious institution, the event hall, and the school, so now we're bringing it down to 20 residential apartments so I think that will actually decrease some of the traffic that was seen.

Ms. Wang said yeah. There is also another...it wasn't mentioned, but there is an existing lot on the north side of the event hall that will remain. We're not touching that lot or reducing its capacity either. So, they'll still have those spaces available for the church too.

Mr. Pickens said I assume everything you're saying about parking is agreed to by the church.

Mrs. Morgan said yes. There will be also...there is a parking...there will be an agreement between them...AID and the church.

Mr. Pickens said and I also have a question about the community center. I guess it's a gymnasium. Who will control...

Ms. Wang said it's not a community center. It's community space for the residents of this...

Mr. Pickens said community space...

Ms. Wang said building. So, it's meant for them to...if they want to socialize amongst themselves, if they want to...we're keeping it as it was a gym in the school originally, so we're keeping a half-court basketball court intact. It'll have a small community kitchen and some lounge space and computer lab area for residents to use. It won't be open to the public.

Mr. Pickens said okay but not open to the public.

Ms. Wang said no.

Mr. Pickens said okay. And also then, the bowling alley...

Ms. Wang said the bowling alley is existing...

Mr. Pickens said is that...I didn't even know it was there until I saw this...

Ms. Wang said it is, yeah.

Mr. Pickens said so, it's open to the public, the bowling alley?

Ms. Wang said it is. Correct.

Mr. Pickens said and then is...I don't know how many lanes it has or anything like that, but is there...

Ms. Wang said I believe it has 8...is that right? Yeah, 8 lanes.

Mr. Pickens said 8 lanes, so 6...3 people per lane, that, you know, if they all drive individually, then we also have a parking issue with them as well, right? Is that included under this calculation?

Mrs. Morgan said yes, we did consider the small parking that would be required for the bowling alley as well. Especially, particularly since we don't feel that the 20 units will be actually eaten up by this use.

Mr. Pickens said yeah, and the only other is if this in time turns...the use turns into just not for the handicapped any longer. It just goes out to...if the use changes. What happens then?

Ms. Wang said for the apartments, you mean?

Mr. Pickens said yeah, I mean for parking really is what the real issue is in my opinion.

Ms. Wang said Lore can speak to just the restraints that are put on this building type.

Ms. Baker said yeah, so, on the type of funding that we have for this project, it has to remain in place for 30 to 40 years in order to serve the same population, people who have a need for permanent supportive housing that are low to very low income, so I don't see for the next 30 to 40 years there being much change in the population that's going to be there. And I don't think the number of people that have vehicles will, you know, greatly increase or anything. That's why we like it because it's got good public transportation that goes around the area right that people will be able to access.

Mr. Pickens said well, I should be gone by then. Thank you.

Mrs. Morgan said and I think by that point in the future, we're looking at a whole different mentality of cars and how we use them, so I don't think it'll be an issue.

Chairman Pilmer said any other questions of the Petitioner? Thank you.

Ms. Wang said thank you.

Chairman Pilmer said this is a Public Hearing. If anyone in the audience would like to address the Commission, or have a question, they have a right to do so. I will need to swear everyone in. So, maybe just a show of hands. Is there anyone in addition? You can come forward. I'll go ahead and swear you in. If you'll just raise your right hand. Do you swear to tell the truth, the whole truth, and nothing but the truth?

Ms. Soerens said I do.

Chairman Pilmer said thank you. And if you'll just state your name and address, please.

Ms. Soerens said yeah, hi, I'm Diana Soerens. I live at 578 East Downer Place, so I actually live right across the street from the property in question. I'm also a member of Iglesia San Pablo, the church that meets there and that currently owns the building involved in this project. And I'm here to express our support for the sale of this property and the proposed development plan for Las Rosas. This project led by AID and the other organizations offers a wonderful opportunity to create a vibrant mixed-use community that meets important needs in our community, in our City. And by adjusting the zoning to allow for a variety of housing types, one-family, two-family, multi-family dwellings, this project will provide much needed diverse housing options in our neighborhood. The inclusion of the Final Plat and detailed Development Plan shows careful thought has gone into this cohesive, well-organized

community space. And the mixed-use developments, like this one Las Rosas, as proposed brings together residential community service supporting vibrant neighborhoods and creating inclusive spaces for all residents including individuals with unique needs. And so, we really appreciate the effort that's gone into making this plan, and we really hope that the Council will approve these changes and move the project forward. Thank you so much.

Chairman Pilmer said thank you. Anyone else? Okay, thank you. At this time, I'll close the Public Hearing. I know Staff does have several Findings of Fact, and I will ask you to read those at this time.

Mrs. Morgan said Staff has the following comments regarding the Findings of Facts:

For the Rezoning –

1. Is the proposal in accordance with all applicable official physical development policies and other related official plans and policies of the City of Aurora?

Staff has noted below the physical development policies that the proposal meets.

2. Does the proposal represent the logical establishment and/or consistent extension of the requested classification in consideration of the existing land uses, existing zoning classifications, and essential character of the general area of the property in question?

The zoning codifies how the existing church property and the existing detached house are being used. It also brings an additional housing type in a mixed-use neighborhood of commercial, institutional, and multi-family.

3. Is the proposal consistent with a desirable trend of development in the general area of the property in question, occurring since the property in question was placed in its present zoning classification, desirability being defined as the trend's consistency with applicable official physical development policies and other related official plans and policies of the City of Aurora?

The proposal is consistent with a desirable trend of development in the area as it provides additional housing options in the area, provides an additional range of housing prices, provides buffers to the surrounding uses, and reuses an underutilized historic building.

4. Will the rezoning allow uses which are more suitable than uses permitted under the existing zoning classification?

The rezoning will allow uses that are more suitable uses than the existing zoning classification as it is not feasible to reuse the historic school and site for single-family and the church no longer needs the building for their purposes.

5. Is the rezoning a consistent extension of the existing land uses, existing zoning classifications, and essential character of the general area?

The rezoning is consistent with the existing area as it brings additional residential housing options to a mixed used neighborhood. The new addition is compatible with the character of the existing school and church.

Conditional Use Planned Development –

1. Will the establishment, maintenance, or operation of the conditional use be unreasonably detrimental to or endanger the public health, safety, morals, comfort, or general welfare?

The project will not be detrimental to or endanger the public health, safety, morals, comfort or general welfare as the development will reuse a historic building and prevent it from falling further into disrepair. The project also provides additional housing type, meeting the goal of Aurora's Physical Development Policies of promoting a wide variety of housing types and housing in all prices ranges. It supports the City's goal of expanding affordable housing stock and promoting the prevention and reduction of homelessness.

2. Will the conditional use be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted or substantially diminish and impair property values within the neighborhood; factors including but not limited to lighting, signage and outdoor amplification, hours of operation, refuse disposal areas and architectural compatibility and building orientation?

The conditional use will not be injurious to the use and enjoyment of other property in the immediate vicinity or diminish or impair property values as additional residents in the area can support the surrounding church and bring additional residential units to a neighborhood. Twenty additional residential units will be less of an intense use in regard to traffic and density than the school that was previously in the building. The project substantially invests into an underutilized site and keeps it from falling further into deterioration, which should have a positive impact on property values.

3. Will the establishment of the conditional use impede the normal and orderly development and improvement of surrounding property for uses permitted in the district?

The development will not impede the normal and orderly development and improvement of surrounding properties as the majority of the development is existing and it adds fencing along interior property lines to buffer from adjacent homes. This small apartment building will create a transition from institutional and commercial uses to detached houses.

4. Will the proposal provide for adequate utilities, access roads, drainage, and/or other necessary facilities as part of the conditional use?

The project will utilize existing utility connections and upgrade/upscale service as necessary. For site drainage, the project does not need to meet any onsite stormwater detention requirements based on the site area and amount of impervious area, but we will be utilizing best management practices (BMPs) on site for stormwater mitigation and otherwise relying on the existing City stormwater infrastructure.

5. Does the proposal take adequate measures, or will they be taken to provide ingress and egress so designed to minimize traffic congestion in the public streets? (For automobile intensive uses including but not limited to, gas stations, car washes, and drive through facilities, the concentration of similar uses within 1000 feet of said subject property should be given consideration as to the impact this concentration will have on the traffic patterns and congestion in the area.)

The planned ingress and egress for the parking lot is on 2nd Avenue. The impact of the new housing on traffic and congestion in the neighborhood will be very slight. The Petitioner is involved with many other similar developments and from their experience, they anticipate only 20-30% of tenants will use a personal vehicle. The building will be staffed with one to three people during the day with some after-hours personal care workers. Staff's experience with similar development is also the projects have less vehicles than a standard apartment building and the one space per unit has been satisfactory in other similar projects. This likely will result in a significant decrease in vehicle traffic than the neighborhood was accustomed to as compared to the previous tenant of the San Pablo school building.

6. Does the conditional use in all other respects conform to the applicable regulations of the district in which it is located, except as such regulations may in each instance be modified by the City Council pursuant to the recommendations of the Commission?

The conditional use in all other respects conforms to the applicable regulations of the zoning districts.

7. FOR HOTELS: Does the market feasibility study, that was provided to the City, include all the requisite data and demonstrate that the proposed hotel use has sufficient demand generators already in place or proposed as part of the hotel use development and other factors present, to support the economic viability of such hotel use, in order to prevent blight, excessive vacancies or obsolescence as a result of such hotel use being abandoned, after construction thereof?

This is not applicable.

8. Are the uses permitted by such exceptions necessary or desirable and appropriate with respect to the primary purpose of the development?

The uses are necessary, desirable, and appropriate with respect to the primary purpose of the development as it allows affordable housing and other supportive uses.

9. Are the uses permitted by such exception of a nature or so located as to not exercise an undue detrimental influence on the surrounding neighborhood?

The uses are of a nature and are so located as to not exercise an undue detrimental influence on the surrounding neighborhood as the majority of the site is already existing and the addition aligns with the current building.

10. Are the use exceptions so allowed reflected by the appropriate zoning district symbols and so recorded on the zoning district map?

The exceptions so allowed are reflected by the appropriate zoning district symbols and are so recorded on the zoning district map as the apartments are being zoned R-5 Multiple-Family Dwelling District, the church and associated uses are zoned as single-family which is standard practice for neighborhood religious institutions, and the two-unit is being downzoned to R-4 Two-Family Dwelling District.

11. ONLY FOR INDUSTRIAL SITE CONDITIONAL USE PLANNED DEVELOPMENTS: In an industrial planned development, do such additional uses allowed by exceptions conform with the performance standards of the district in which the development is located?

This is not applicable.

Chairman Pilmer said does Staff have a recommendation?

Mrs. Morgan said Staff recommends approval of the an Ordinance establishing a Conditional Use Planned Development, approving the Las Rosas Plan Description, and amending Chapter 49 of the Code of Ordinances, City of Aurora, by modifying the zoning map attached thereto to an underlying zoning of R-5 Multiple-Family Dwelling District, R-4 Two-Family Dwelling District, and R-2 One-Family Dwelling District for the property located at 550 2nd Avenue and 545-563 East Benton Street.

Chairman Pilmer said you've heard Staff's recommendation. Is there a motion?

MOTION OF APPROVAL WAS MADE BY: Mr. Chambers

MOTION SECONDED BY: Mr. Kuehl

AYES: Chairman Pilmer, Mr. Chambers, Mr. Kuehl, Mr. Lee, and Mr. Pickens.

NAYS: 0

Motion carried.

Chairman Pilmer said motion carries. You did hear Staff read 5 Findings of Fact into the record related to rezoning, as well as 9 relative Findings of Fact related to the Conditional Use Planned Development. Are there any additions or corrections to these Findings of Fact? Hearing none, is there a motion to accept those as read into the record?

MOTION OF APPROVAL OF FINDINGS OF FACTS WAS MADE BY: Mr. Kuehl

MOTION SECONDED BY: Mr. Chambers

AYES: Chairman Pilmer, Mr. Chambers, Mr. Kuehl, Mr. Lee, and Mr. Pickens.

NAYS: 0

Motion carried.

Chairman Pilmer said motion carries. And if Staff will state where this will next be heard.

Mrs. Morgan said this will next be heard at the Building, Zoning, and Economic Development Committee meeting next Wednesday the 12th at 4 o'clock in this room.

Aye: 5 Chairperson Pilmer, At Large Lee, At Large Chambers, At Large Pickens and At Large Kuehl

Text of Legislative File 25-0079