

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: October 27, 2003

FROM: Department of
Community Development

PREPARED BY: Jennifer Backensto
Planner I

TITLE

PC 03-33; Elmhurst Memorial Healthcare/Lombard Bible Church Planned Development (130 S. Main Street, 6 W. Maple Street (Lombard Masonic Building), 10 W. Maple Street and 24 W. Maple Street): The petitioner is requesting the Village of Lombard take the following actions in order to accommodate an outpatient medical office facility:

1. For the Lombard Bible Church Property, approve a map amendment rezoning the subject property from the R2 Single Family Residence District to the B5 Central Business District.
2. For the Lombard Bible Church Property, grant a conditional use for an existing religious institution.
3. For the entire subject property, grant a conditional use for a planned development with the following deviations and use exception within the B5 Central Business District:
 - a. A deviation from Section 155.416 (G) of the Lombard Zoning Ordinance allowing for an increase in the maximum building height from forty-five (45) feet to fifty (50) feet to accommodate a pitched roof;
 - b. Pursuant to Section 155.504 (D) of the Lombard Zoning Ordinance, grant site plan approval allowing for a deviation from Section 153.506 (C), Table 6.3 reducing the number of requisite parking spaces for an existing religious institution;
 - c. Pursuant to Section 155.504 (C) of the Lombard Zoning Ordinance, grant site plan approval allowing for a deviation from Section 153.506 (B)(5)(d) of the Lombard Sign Ordinance to allow for more than one free-standing sign on any one parcel of property; and
 - d. Pursuant to Section 155.508 (B) of the Zoning Ordinance, allow a use exception to allow for the outdoor storage of an ancillary mobile technology medical vehicle.
4. Approval of a development agreement.

GENERAL INFORMATION

Petitioner: Health Futures Development Group
4610 S. Ulster Street, Suite 150
Denver, Colorado 80237

Relationship of Petitioner: Agent for Elmhurst Healthcare

Property Owners: Elmhurst Memorial Healthcare Lombard Bible Church
200 Berteau Avenue 111 S. Park Avenue
Elmhurst, IL 60126 Lombard, IL 60148

Lombard Temple Corp. Village of Lombard
6 W. Maple Street 255 E. Wilson Avenue
Lombard, IL 60148 Lombard, IL 60148

PROPERTY INFORMATION

Existing Land Uses: Lombard Bible Church, Mid-City Beauty Supply, Lombard Masonic Building, Commuter and library parking lot

Size of Property: Approximately 176,938 sq. ft. (4.06 acres)

Comprehensive Plan: Recommends mixed use medium-density residential and commercial; public and institutional

Existing Zoning: B5 Central Business District, R2 Single-Family Residence District

Surrounding Zoning and Land Use:

- North: B5 Central Business District – developed as Union Pacific railroad tracks and Metra station, office and retail uses
- South: B5A Downtown Perimeter District – developed First Church of Lombard; R2 Single-Family Residence District – developed as single-family home
- East: B5 Central Business District – developed as mixed use office and residential, DuPage Theater, commuter parking; B5A Downtown Perimeter District – developed First United Methodist Church of Lombard
- West: CR Conservation Recreation District – developed as Helen Plum Library and Lilacia Park

ANALYSIS

SUBMITTALS

This report is based on the following documents filed with the Department of Community Development:

1. Response to Standards for Conditional Uses and Standards for Planned Developments, prepared by John Mills of the Neenan Company and dated September 15, 2003.
2. ALTA/ACSM Land Title Survey, prepared by Webster, McGrath, and Ahlberg, Ltd., dated July 8, 2002.
3. Height Comparisons, prepared by The Neenan Company, dated September 5, 2003.
4. Proposed Site and Building Plans (includes site plans, building elevations, architectural drawings, and landscape plan), prepared by Webster, McGrath, and Ahlberg, Ltd., dated September 24, 2003.
5. Color Renderings, prepared by the Neenan Company.
6. Parcel Ownership Exhibit, prepared by Webster, McGrath, and Ahlberg, Ltd., dated September 24, 2003.
7. Materials Board.

DESCRIPTION

This planned development will encompass five lots:

Address	Owner	Existing Land Use
130 S. Main Street	Elmhurst Healthcare	Former Mid-City Beauty Supply building
111 S. Park Avenue	Lombard Bible Church	Lombard Bible Church
6 W. Maple	Lombard Temple Corp.	Two-story commercial building
10 W. Maple	Village of Lombard	Vacant lot
24 W. Maple	Village of Lombard	Municipal parking lot

Both 130 S. Main Street and 6 W. Maple Street will be demolished and replaced with a three-story medical facility and parking lot. The parking lot will be combined with the existing parking lots at Lombard Bible Church and the municipal lot at 24 W. Maple (which will be purchased by Elmhurst Healthcare). There will be no changes to the Lombard Bible Church, however, it is included within the planned development because it will share parking and access with the medical facility.

The facility will be a three-story structure of 50,000 square feet in size. The first level will contain outpatient services. The second and third levels will have clinic and office space. Additional activities that will occur on site include X-ray and MRI imaging, physical therapy and laboratory space. The facility will have primarily daytime hours. No overnight medical treatment activities will occur on-site.

INTER-DEPARTMENTAL REVIEW COMMENTS

Public Works Engineering Division

There are several issues in the plans than require attention prior to submitting engineering drawings:

1. Sheet C-2
 - New sidewalk will be placed along Main Street at both driveways, with proper ADA treatments at the driveway.
 - Details for all patching must be detailed on the drawings, showing full extent and requirements of each patch.
2. Sheet C-4
 - Public Works will not allow a blind tap of the sanitary sewer into the system on Main Street. A manhole should be placed at the tee.
 - The roof drains should not be connected to the storm sewer.
 - Information is required for all watermain and sewer crossings.
 - The developer must separate fire suppression and domestic service water lines.

Private Engineering Services Division

From a construction or engineering perspective, PES has the following comments:

1. Stormwater detention shall be provided on each developed lot with an allowable release rate not to exceed 0.10 c.f.s./acre. However, detention would not be required for the Maple Street parking lot if the net impervious area is not increased and it is improved as a separate lot. Thus, the requirement for detention would be limited to the new parking lot pavement and building if the lot lines do not change *and* the net impervious area of the parking lot does not increase. Detention had not been provided for the Maple Street parking lot since the lot existed prior to detention requirements and the recent improvements were a reconstruction that was exempted from detention since the land use and the runoff characteristics remained the same.
2. Best management practices shall be incorporated to improve runoff quality.
3. All watermains on private property shall be contained in 30-ft wide utility easements.
4. The fire suppression and domestic water services shall run separately from the watermain to the building.

5. Fire hydrants shall be required (a) at the east face of the building on Main Street, (b) near the northwest corner of the building and (c) near the southwest corner of the building.
6. The grading plan requires revisions to eliminate depressions on the proposed pavement.
7. Village of Lombard specification notes and details shall be used.
8. Additional comments will be provided upon submittal of a complete building permit application.

Building and Fire

The Fire Department/Bureau of Inspectional Services has the following comments:

- The building should be built of type 2A construction, fully sprinklered with a fire alarm system.
- A fire hydrant is required within seventy-five (75) feet of the fire department connection (FDC) on the front of the building.
- The building must have a sprinkler room with outside access only.
- The canopy over the front entrance should be no less than 14'-6."
- The elevator must be designed to accommodate a full ambulance cot in the horizontal position.
- Storage of the mobile tech unit cannot obstruct required fire department access, i.e., the drive on the west side of the building.

Planning

Compatibility with the Comprehensive Plan

The Long-Range Plan Map of the Comprehensive Plan recommends that the western portion of the property be used for public and institutional uses and the eastern portion of the property be used for mixed-use medium density residential and commercial uses.

Staff believes that the development as proposed will comply with the recommendations of the Comprehensive Plan. The library parking spaces and religious institution (including its parking) are considered public and institutional uses, as defined by the Plan. The medical facility and its associated parking are commercial uses in keeping with the office and outpatient medical care facilities that are permitted by right within the B5 Central Business District.

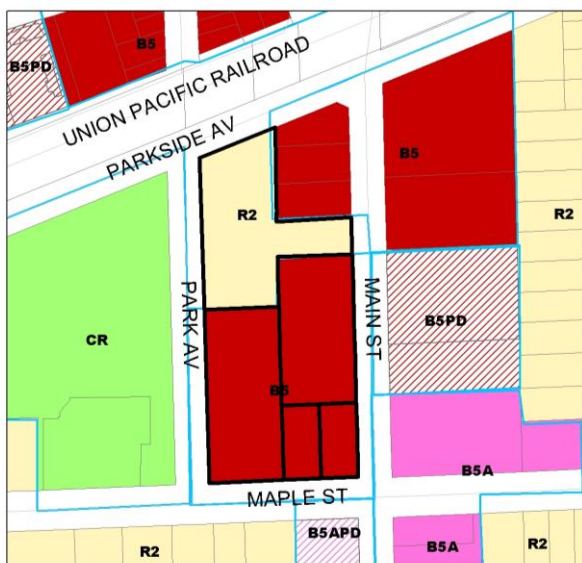
Compatibility with the Zoning Ordinance

Outpatient medical offices and clinics are listed as a permitted use within the B5 District. As such, the requested actions are associated with the design elements as depicted in the petitioner's submittal.

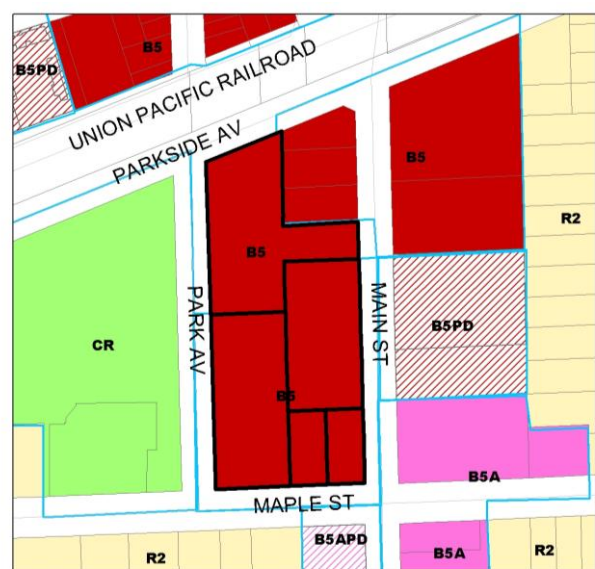
Map Amendment

The Lombard Bible Church property is currently located in the R2 Single-Family Residence District. This parcel, which is surrounded on three sides by B5 zoning, is the only portion of the block that is not zoned B5. Also, the Comprehensive Plan includes this area within Lombard's Central Business District. The B5 District permits religious institutions as conditional uses; therefore, the existing land use is compatible with both the proposed map amendment and the surrounding properties. (Similar map amendments were granted in 2002 to rezone the entire First Church of Lombard site at 220 S. Main Street from R2 to the B5A Downtown Perimeter District.)

Existing Zoning



Proposed Zoning



Conditional Use for Existing Religious Institution

Lombard Bible Church has existed at this location for many years and there is no residential or overnight component to its activities. Previous public hearings for this property (for a building addition and a detached garage) have made mention of the existing religious institution, however, this conditional use is requested so that the use will be consistent with the provisions of the Zoning Ordinance.

Conditional Use for Planned Development

Approval of a planned development will allow for more flexibility in developing the site as well as recognizing the uniqueness of this project and its site constraints. As a planned development

with deviations, the site can be brought into closer compliance with the Zoning Ordinance. Staff supports the use of a planned development.

Deviation for Building Height

Although the height of the actual parapet wall is, at 42 feet, below the allowed maximum height, the requested deviation in building height from 45 feet to 50 feet would accommodate a pitched roof. Staff supports this request for a deviation because this architectural embellishment does not increase the intensity of the land use. Also, the petitioner has provided an exhibit demonstrating that the roof peak will be lower than the roof of the nearby Main Street Chapel, ensuring that the Chapel will remain the dominant visual element on Main Street.

Deviation for Required Number of Parking Spaces (Lombard Bible Church)

Although the official allocation of parking spaces will change, the total number of onsite parking spaces will be increased by 17 spaces.

Current Parking Allocation	# of spaces
Lombard Bible Church	67
Mid-City Beauty Supply	52
Lombard Masonic Building	6
Village-owned Lot	132
Total	257

Future Parking Allocation	# of spaces
Lombard Bible Church	26
Elmhurst Healthcare	204
Helen Plum Library	44
Total	274

In total, there will be 274 parking spaces within the planned development. Although the Zoning Ordinance would require Elmhurst Healthcare facility to provide 100 parking spaces (50 % of 4 spaces per 1000 sq. ft. of gross floor area * 50,000 sq. ft. building = 100 spaces), they are designing the site for 204 spaces to ensure that the demands of the facility will be met.

The Helen Plum Library will have 44 designated spaces on the western side of the parking lot. The Zoning Ordinance requires religious institutions to provide one parking space per three seats, which in this case would require 133 parking spaces (versus the 67 dedicated spaces that exist currently). The deviation from the required number of parking spaces is strictly for the Lombard Bible Church. However, it is anticipated that the peak use times for Lombard Bible Church will continue to occur during non-peak hours for the medical facility, allowing for shared parking. This is similar to the way in which parking for the church currently functions and has functioned in the past. Given that there is ample parking in the area and that it would be impossible for the church to meet its parking demands solely on its property, staff is supportive of this request.

Use Exception for Ancillary Mobile Technology Medical Vehicle

The proposed medical facility would make occasional use of mobile technology, such as a portable MRI unit that could be pulled up along the western side of the building to allow direct access from the building to the MRI unit. Staff is supportive of this ancillary use, provided that no vehicle or equipment remains on the site overnight.

Compatibility with the Surrounding Land Uses

The property is located within the Central Business District. Currently, the site is developed with a church and several commercial uses. Impacts on specific aspects of the site are detailed below.

Traffic Generation

The Village has contracted with KLOA to undertake a review of the traffic analysis for the proposed development. Included within the scope of services is a review of the anticipated trip generation for the site as a whole as compared to the existing trip generation. The consultant's findings are included as part of their traffic analysis report, which will be included as part of the public record and forwarded to the Plan Commission upon its completion.

Building Design & Elevations

The petitioner has submitted building elevation plans as part of the submittal. The petitioner's three-story structure will be primarily comprised of a red brick masonry exterior in a prairie-style design. To break up the building mass, the eastern elevations are recessed and varying window treatments are proposed. These elements carry around on all sides of the proposed building to varying extents. The peaked roof elements and parapet wall are also intended to provide an additional design element.

The petitioner has recessed the building about thirty feet off of the front property inline. In addition to providing for additional landscaping in front of the building, the recess will also allow the First Church of Lombard chapel to retain its visual prominence along Main Street.

Downtown Design Elements

The petitioner will be installing light standards that are similar to the established light fixture standard used by the Village in the downtown area. They will also be installing paver bricks for the sidewalk area consistent in color and style as the downtown. Public Works is requesting funds for the improvements. The Village will install those right-of-way improvements in the coming year.

Landscaping

The petitioner has submitted a landscape plan. Included within the plan are parking lot and perimeter plantings consistent with code. In review of the plant materials, staff finds the landscape plan to be largely acceptable. In order to meet the parkway tree requirement, additional parkway trees must be planted along Maple Street and Park Avenue next to the parking lot. Upon review by Public Works, these trees may need to be planted in vaults.

Relocation of Commuter Parking Spaces

The petitioner's project will utilize the existing parking spaces at the Village's Maple Street lot. To address the commuter parking issue, the petitioner and the Village are looking to create a new parking lot along East St. Charles Road at the former Hammerschmidt Property. The provisions

associated with the relocation of the parking spaces will be considered as part of the development agreement. However, as the medical building will be located on an area separate from the existing commuter lot, the building construction and the creation of the new parking lot can occur simultaneously.

Compatibility with the Sign Ordinance

The proposed planned development would have two freestanding signs – one on Main Street for Lombard Bible Church, and one at the corner of Main and Maple Streets for the medical facility. These signs will be nearly 500 feet apart. As these signs are for two separate buildings with two distinct uses, staff feels that two freestanding signs are appropriate for this site. In 1999, the Village of Lombard granted a variation to allow multiple wall signs on the property at 6 W. Maple Street. This variation would be consistent with the previously granted zoning relief.

FINDINGS AND RECOMMENDATIONS

Based on the above considerations, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending **approval** of this petition:

Based on the submitted petition and the testimony presented, the proposal does comply with the standards required by the Lombard Zoning and Sign Ordinance and is consistent with the Comprehensive Plan; and, therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of PC 03-33, subject to the following conditions:

1. Approval of this petition is contingent upon the sale of Village property at 10 W. Maple Avenue and 24 W. Maple Avenue and Village Board approval of a Development Agreement with the petitioner.
2. All site and building improvements shall be designed and constructed consistent with Village Code and shall also satisfactorily address the comments included within the IDRC report.
3. The site shall be developed substantially in accordance with the Proposed Site and Building Plans, prepared by Webster, McGrath, and Ahlberg, Ltd., dated September 24, 2003.
4. A total of four (4) parkway trees shall be provided along Maple Street and a total of five (5) parkway trees shall be provided along Park Avenue, adjacent to the parking lot. Trees must be planted in vaults if requested by Public Works.
5. No mobile technology medical vehicle may remain on the property overnight.

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6. Accessible parking spaces shall be provided in compliance with the provisions of the Illinois Accessibility Code.
7. Refuse disposal areas shall be screened in accordance with Section 155.710 of the Lombard Zoning Ordinance.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

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