

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission	HEARING DATE: August 16, 2004
FROM: Department of Community Development	PREPARED BY: William J. Heniff, AICP Senior Planner

TITLE

PC 04-25; 201, 205 and 211 E. Roosevelt Road; 1200 South Highland Av.; and 112-116 & 120-124 E. 13th Street (Southwest Corner of Roosevelt & Highland): The petitioner requests that the Village take the following actions on the subject properties:

1. Approve an amendment to an annexation agreement;
2. Approve a major plat of resubdivision.
3. For the entire subject property, approve a conditional use for a planned development.
4. For Lot 1 of the proposed subdivision, approve the following deviations:
 - a. A deviation from Section 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking.
 - b. A deviation from Section 153.505 (B)(17)(a)(2) of the Sign Ordinance to allow for more than one wall sign on a street frontage.
5. Pursuant to Section 155.414 (C)(7) of the Zoning Ordinance, approve a conditional use for a drive-through facility on Lot 1 of the proposed subdivision.
6. For Lot 2 of the proposed subdivision, approve the following deviations:
 - a. A deviation from Section 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking.
 - b. A deviation from deviation from Section 153.505 (B)(17)(b)(2) of the Sign Ordinance to allow for more than one wall sign for interior tenants.
7. Pursuant to Section 155.414 (C)(18) of the Zoning Ordinance, approve a conditional use for an outdoor dining/service establishment on Lot 2 of the proposed subdivision.
8. For Lot 3 of the proposed subdivision, approve a deviation from Section 155.706 (C) and 155.709 (B) reducing the required perimeter parking lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking.
9. For the entire development, grant site plan approval authority to the Lombard Plan Commission.

GENERAL INFORMATION

Petitioner: V-Land Lombard Highland LLC
c/o Steve Panko
312 N. Clark St., Suite 2440
Chicago, IL 60610

Owner: Lots 1, 2, 3 plus east 21 feet of Lot 4:
V-Land Lombard Highland LLC
c/o Steve Panko
312 N. Clark St., Suite 2440
Chicago, IL 60610

Lot 4 of Sub. plus Lots 1 & 2 of Merl Sub:
George Pulice, as Trustee
P.O. Box 3788
Oak Brook, IL 60522

Status of Petitioner: Contract Purchaser/Owner

PROPERTY INFORMATION

Existing Zoning: B3 Community Commercial District

Existing Land Uses: Lots 1, 2, 3 plus east 21 feet of Lot 4: vacant
Lot 4 remainder: Reilly's Pub
Lots 1 & 2 of Merl Sub.: four duplex units

Size of Property: Approximately 3.42 Acres

Comprehensive Plan: Recommends Community Commercial Uses

Surrounding Zoning and Land Use:

North: OPD Office Planned Development; improved as the National College for the Health Sciences

South: B3 Community Shopping District; developed as a strip shopping center; also unincorporated property zoned and developed as single-family residences

East: B3 Community Commercial District; improved as a Walgreen's pharmacy

West: B3 Community Commercial District; improved as a strip commercial center (Merl Plaza)

ANALYSIS

SUBMITTALS

This report is based on the following documents, which were filed with the Department of Community Development on June 21, 2004:

1. Application with Response to Standards.
2. Plat of Survey for Lots 1, 2 and 3 of Subject Property, prepared by Woolpert LLC, updated June 21, 2004
3. Proposed Plan Packet includes: Existing Conditions/Demolition Plan, Overall Site Plan, Site Plan Phase 1, Grading/Erosion Control Plan, Utility Plan, and Utility Plan, Phase 1, prepared by Woolpert LLC, updated August 5, 2004.
4. Landscape plan, prepared by Arcline Associates, updated July 2, 2004.
5. Building Elevations for proposed retail center, prepared by Arcline Associates, updated July 28, 2004.
6. Building Elevations for proposed bank, prepared by Griskelis Young Harnell, updated August 9, 2004.
7. Lighting/photometric plan, prepared by Arcline Associates, updated July 28, 2004.
8. Materials boards for the proposed buildings.

DESCRIPTION

The subject property is located at the southwest corner of Highland Avenue and Roosevelt Road. In 2002, the Village approved an annexation agreement for the property and created a planned development in order to provide for a new BP service station, mini-mart and a car wash. However, after BP acquired the property, they decided not to proceed with the project. However they did raze all the structures on the site.

Since then the purchaser of the property V-Land Corporation has been working on development plans for the site. Their redevelopment plan also includes parcels not originally a part of the initial petition and will encompass all but one parcels on the block face. The petitioner is proposing three principal

structures, a retail building, a banking facility and a future development parcel as shown on the submitted plans.

This project will be developed in phases. Phase I will consist of the development of a retail center and a bank with a drive-through facility. Also included within Phase I will be the requisite stormwater detention and infrastructure improvements. Phase II will consist of the redevelopment of the Reilly's Pub site, which will occur after June, 2006. At this point in time, the petitioner is requesting approval of the concept plan for a 6,600 square foot retail and/or restaurant building footprints with associated parking and landscape improvements.



INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

The Private Engineering Services Division offers the following preliminary comments:

1. Sanitary sewer service will be provided by the Highland Hills Sanitary District. Public water shall be provided by the Village of Lombard via a new water main to be installed by the developer and located on the south side of the Roosevelt Road right-of-way.
2. Easements will need to be provided for any new utility lines installed on the premises.
3. On-site stormwater detention shall be sloped at a minimum of 3:1 and meet the provisions established in the Village Specification Manual.
4. Public right of way improvements are required per the Subdivision and Development Ordinance (Section 154 of the Village Code).
5. Full comments will be provided upon submittal of final engineering for the site. However, the final engineering should reflect proposed built conditions in Phases 1 and 2 of the project.
6. Water for all domestic and fire suppression use shall be provided by the Village.

PUBLIC WORKS

The Utilities Division of the Public Works Department notes that the petitioner shall coordinate their phasing and the infrastructure improvements with the Highland Hills Sanitary District as well as the Village.

BUILDING AND FIRE

The Bureau of Inspectional Services has no objections to the request. However, they offer several comments that should be considered by the petitioner:

1. The proposed structures are to be built to the newly adopted Village building and fire codes.
2. The buildings are to be sprinklered, separate fire and domestic water services and fire alarm systems are required, along with a dedicated fire sprinkler room with direct outside access.
3. Height of the canopy should be a minimum of 16 feet to bottom, to allow for clearance for emergency vehicles.
4. An additional Village watermain and hydrant shall be provided at the southeast corner of the proposed bank site.

PLANNING

History of Property

Each of the subject properties were originally developed under the zoning jurisdiction of DuPage County. Lot 2 containing the salon site was annexed and rezoned to B3 in 2000. Reilly's Pub was also annexed into the Village in 2000, with a rezoning to the B3 district. However, no additional relief was granted for the existing restaurant/bar use. The Amoco station was annexed in 2001.

In 2002 (PC 02-17) approved the annexation of the Sharko's Site, and a companion annexation agreement was entered into by the previous property owner BP and the Village. Other than the sale of the property and the removal of all structures on the property, no further actions were taken by the Village.

Annexation Agreement Amendment

The former Sharko's site as well as the adjacent BP lots, are bound by the terms and conditions of the original agreement. The Village Board has expressed their conceptual support for amending the annexation agreement to provide for an alternative land use other than the approved gas station.

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies the subject property for Community Commercial Uses. Of particular note, a primary goal denoted in the Plan for Commercial and Retail Development is to identify and encourage the improvement or redevelopment of select commercial areas that are or are becoming functionally obsolete. The petitioner's plan intends to remove structures that were developed prior to their annexation in the Village and redevelop the site consistent with the objectives of the Roosevelt Road Corridor and the Plan. Therefore, the proposed redevelopment is consistent with the Comprehensive Plan.

Compatibility with the Surrounding Land Uses

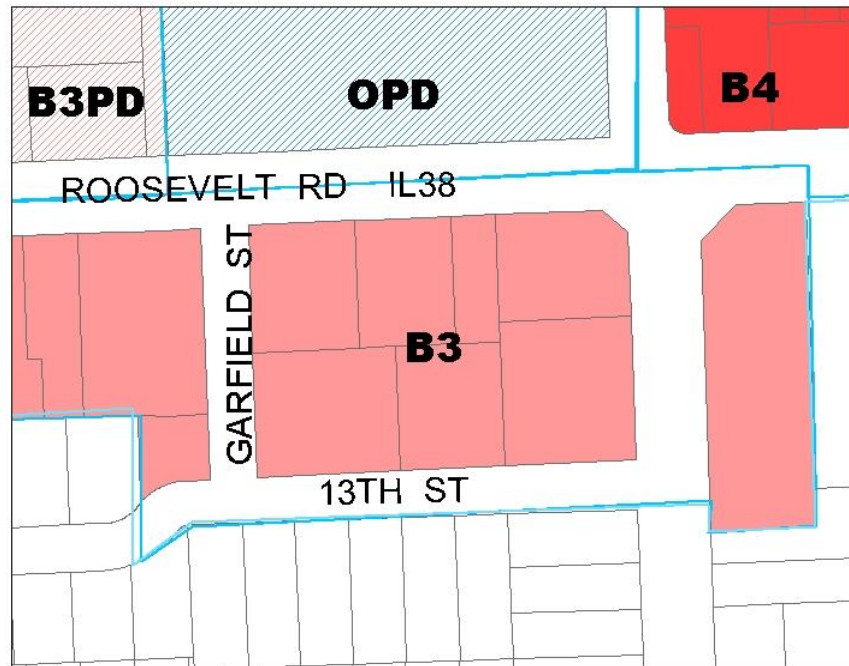
The subject property is bordered on the east and west by other existing retail commercial uses. Roosevelt Road has traditionally included a substantial number of automotive related uses. Therefore, the proposed redevelopment is consistent with the other uses along Roosevelt Road.

South of the subject property, an abutting parcel along Highland Avenue is improved with a strip commercial center serving local shopping needs. Behind this center and south of the site is 13th Street, a Village street as well as unincorporated single family residences. To ensure compatibility with the residential uses, the petitioner has reconfigured their plan, as follows:

1. Access will not be provided into the site off of 13th Street;
2. Internal access driveways minimize the need to use 13th Street;
3. All buildings will be oriented away from 13th Street and the residences; and
4. An earthen berm and landscaping will help screen the site.

Compatibility with the Zoning Ordinance

The property is zoned B3 Community Shopping District as depicted on the map below.



Conditional use for a planned development

Establishing a conditional use for the entire development is an appropriate way to address the unique site constraints and phasing of the proposed development. Moreover, the planned development process allows the Village to look at all of the proposed structures comprehensively, versus looking at each proposed structure separately. Through this process, staff believes that a better overall design can be achieved.

For the entire development, grant site plan approval authority to the Lombard Plan Commission.

As the project is being developed in phases, similar to the Highlands of Lombard and Fountain Square of Lombard, the petitioner is requesting that the Plan Commission have the ability to review and approve additions and/or modifications to the project. Of special note, as the petitioner does not know the design elements of the proposed Reilly's development parcel - they are willing to bring the building elevations and site plan back to the Plan Commission for consideration. Staff is supportive of this request.

A deviation from Section 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking.

By establishing a planned development, arbitrary property lines can be ignored in favor of a more unified and cohesive development. In this case, the proposed access aisles are placed where it makes most sense within the overall project, rather than based upon property lines. This deviation can be supported as it provides for better traffic flow and circulation. Moreover, it also helps minimize traffic on adjacent public streets.

A conditional use for a drive-through facility on Lot 1 of the proposed subdivision.

The proposed banking facility proposes a drive-through facility on the south side of the building. Staff notes that full access is provided around the bank as part of the Phase 1 improvements. Patrons would travel counter-clockwise around the bank. Leaving the drive-through area, patrons can turn north to Roosevelt Road or proceed easterly to Highland Avenue. Both scenarios remove any additional traffic on 13th Street. Staff does not object to this request.

Pursuant to Section 155.414 (C)(18) of the Zoning Ordinance, approve a conditional use for an outdoor dining/service establishment on Lot 2 of the proposed subdivision.

The petitioner would like to have the flexibility to provide a small outdoor dining area (approximately 18' x 20' = 360 square feet) adjacent to the proposed retail building. Staff does not object to this request as it allows for an alternate area for patrons to eat if desired. As the proposed dining area is removed from any residences, impacts of the outdoor dining function are minimal. However, to ensure that the dining function does not extend into the sidewalk and/or parking lot, staff recommends that the perimeter of the dining area be fenced, with the design of the fence subject to the approval of the Director of Community Development. Staff would find a four foot high decorative iron fence with an exit gate as an acceptable type of fence.

Compatibility with the Sign Ordinance

Two signage deviations are requested as part of this petition, as follows:

A deviation from Section 153.505 (B)(17)(a)(2) of the Sign Ordinance to allow for more than one wall sign on a street frontage.

The proposed bank elevations propose a wall sign located on each of the four walls of the tower elements. The Zoning Ordinance limits businesses to one wall sign per street frontage. The overall sign size does meet code requirements for area. Staff does not object to the relief, but recommends that the sign on the south wall be removed. Staff does not see a value to this wall sign, as it would not be visible to motorists on Roosevelt Road. Moreover, this recommendation is made so that the wall signage would not be visible from the residences along 13th Street.

A deviation from deviation from Section 153.505 (B)(17)(b)(2) of the Sign Ordinance to allow for more than one wall sign for interior tenants.

The petitioner's plans for the retail center to provide for up to two wall signs on the north elevation of the building. The Sign Ordinance allows for two wall signs for end units and one sign for interior tenants. However, in review of the building elevations, the petitioner would like to have the flexibility of adding a second sign for a proposed interior tenant. Staff notes that if the center unit is subdivided, the two wall signs could be approved as proposed without any relief. Staff can support this relief provided that all wall signs on the building shall be of a channel letter design.

Other Issues

The overall petition can also be supported based upon consideration of the following items:

Traffic Analysis

As part of the submittal, the Village's traffic consultant KLOA reviewed the site for its impact on the Village street network. The consultant's analysis found that the site redevelopment would actually result in virtually no net change in traffic generation over the amount that was originally generated prior to demolition activity on the subject site.

Right now, seven separate curb cuts exist along Roosevelt Road. The petitioner's plans propose to decrease this number down to one full access driveway. IDOT has reviewed this configuration and find that one full access curb-cut is acceptable for Phase 1 development. However, once Phase II is constructed, they will require that the Roosevelt Road access drive be converted into a right-in, right-out facility. Staff does not have a problem with this arrangement as Garfield Street could be used for patrons desiring to turn left onto Roosevelt Road once Phase 2 is complete.

Staff notes that the site plans provide for an internal circulation system, which can reduce commercial traffic movements from 13th Street. The petitioner has also designed the project to provide for cross-access between the subject property and the Dan Development property south of the subject property, subject to approval by both parties.

Landscaping

The proposed plan is intended to provide perimeter and internal parking lot island landscaping as part of the petition. The petitioner has also submitted preliminary landscape plans which will be subject to refinements upon completion of final engineering for the site. However, the plans attempt to minimize impacts on neighboring parcels by providing an undulating earthen berm of up to approximately four feet in height along the south property line with full vegetation to screen and soften the development from the residential uses south of 13th Street.

Staff recommends as a condition of approval that additional plantings, meeting the transitional landscape yard requirements be provided along the south property line and that the landscaping be installed as part of the Phase 1 improvements. Additionally, to address concerns raised by neighbors

that the property immediately south of Reilly's Pub be graded and seeded until such time that the property is developed. Moreover, staff also recommends a further condition that a post and rail fence be installed along the north and west sides of the Lot 4 to prevent trespassing, with the final placement of the fencing subject to the Director of Community Development.

Elevational Drawings

The petitioner has submitted elevational drawings for the proposed buildings. Staff has been working with the petitioner to refine the respective elevations. Both buildings have similar masonry color and materials, compatible awnings, watercourse brick, similar stone medallions and similar wall sconces.

Regarding the retail building, the petitioner has refined the elevations to include windows on the east elevation, a modified parapet roofline. The TCF Bank roofline on the tower was modified to include a seam-metal pitched roof. However, staff recommends that the tower be modified to incorporate a similar peak as proposed on the adjacent retail building and that the watercourse brick used for both buildings are compatible.

Compatibility with the Subdivision and Development Ordinance

The petitioner proposes to resubdivide the property to create five lots of record. Lots 1 through 3 along Roosevelt Road would be developed as commercial uses. Lot 4 would ultimately be developed as a parking lot concurrent with the redevelopment of the Reilly's Pub site. Lot 5 would be a detention outlot for the stormwater drainage of the project. Staff notes that as this development is over one acre in size, the plat will need to be approved by the Village Board. Staff will bring the final plat to the Board for approval upon approval of final engineering for the development.

Lastly, this project is considered a major development as defined by the Subdivision and Development Ordinance, which would require full public improvements where they are needed. This includes street lighting, sidewalks, parkway trees, storm sewer, landscaping and roadway improvements to include curb and gutter additions. Staff will be working with the petitioner to establish appropriate timelines for these improvements, particularly in light of the phased nature of the development. Final consideration of the timing of these improvements and the manner in which these improvements would be provided will be addressed in the companion amendment to the annexation agreement.

FINDINGS AND RECOMMENDATIONS

Staff believes that the proposed uses are compatible with the surrounding area and is appropriate for the site. Based on the above, 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 Ordinance; and, therefore, I move that the Plan Commission adopt the findings of the Inter-departmental Group Report as the finding of the Plan Commission, and therefore I recommend to the Corporate Authorities **approval** of PC 04-25, subject to the following conditions:

1. That the petitioner shall develop the site in accordance with the site plans prepared by Woolpert LLC, updated August 5, 2004, the landscape plan, prepared by Arcline Associates, updated July 2, 2004, the building elevations for proposed retail center, prepared by Arcline Associates, updated July 28, 2004, the building elevations for proposed bank, prepared by Griskelis Young Harnell, updated August 9, 2004, submitted as part of this request and as amended by the conditions of approval for the project.
2. That the petitioner shall enter into a first amendment to the annexation agreement for the subject property.
3. That the petitioner's building improvements shall be designed and constructed consistent with Village Code and shall also address the comments included within the IDRC report.
4. That any trash enclosure screening required by Section 155.710 of the Zoning Ordinance shall be constructed of material consistent with the principal building in which the enclosure is located.
5. To ensure that the proposed signage, awnings and building elevations present a favorable appearance to neighboring properties, the property shall be developed and operated as follows:
 - a. That channel lettering shall only be used for the wall signs.
 - b. That consistent with the Sign Ordinance, the awnings shall not include text in conjunction with the wall signage.
 - c. That the tower peak shall be modified in a manner so that the roof element is consistent and/or compatible with the adjacent retail building, as determined by the Director of Community Development.
 - d. That wall signage shall only be located on the north, east and west sides of the proposed tower on the bank building.
 - e. That the watercourse brick at the foundation each of the proposed buildings shall be compatible.
 - f. That the perimeter of the proposed dining area for the retail building shall be fenced, with the design of the fence subject to the approval of the Director of Community Development.

- g. That all rooftop mechanical equipment shall be screened pursuant to Section 155.221 of the Zoning Ordinance.
- 6. To minimize parking conflicts on the property and to minimize impacts on adjacent properties, the developer/owner of the property shall allow for cross-access and cross parking between each lot within the proposed development.
- 7. That the landscape plan and/or the grading plan shall be revised as follows:
 - a. Additional landscape plantings, meeting the transitional landscape yard requirements be provided along the south property line and that the landscaping be installed as part of the Phase 1 improvements.
 - b. The property immediately south of Reilly's Pub shall be graded and seeded until such time that the property is developed.
 - c. A post and rail fence be installed along the north and west side of the property to prevent trespassing, with the final placement of the fencing subject to the Director of Community Development.
 - d. Additional trees shall be placed around the perimeter of the proposed detention pond, consistent with Section 154.508 of the subdivision and Development Ordinance.
 - e. Additional landscape plantings consisting of a shade tree and approved ground cover shall be placed on the landscape island south of the proposed outdoor dining area.
- 8. That the redevelopment of the Reilly's Pub site shall be subject to site plan approval of the Village.

Inter-departmental Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

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c. Petitioner