

April 15, 2019

Title

PC 19-06

Petitioner

C. M. Lavoie and Associates
825 N. Cass Avenue, Suite 106
Westmont, IL 60559

Property Owner

School District 44
150 W. Madison St. and
Lombard Park District
820 S. Finley Rd.
Lombard, IL 60148

Property Location

1464-1514 S. Main Street (Manor Hill School and Glenn Westlake Middle School) and Finley Road and 16th Street (Four Seasons Park)

Trustee District #3

Zoning

CR Conservation/Recreation District

Existing Land Use

Manor Hill School, Glenn Westlake Middle School, and Park District property

Comprehensive Plan

Public and Institutional

Approval Sought

Planned development with associated variances

Prepared By

Jennifer Ganser, AICP,
Assistant Director



LOCATION MAP

PROJECT DESCRIPTION

The petitioner is C. M. Lavoie and Associates, Inc. on behalf of Lombard Elementary School District 44 and the Lombard Park District. The petitioner proposes to build a 69,460 square foot addition on the northwest side of Glenn Westlake Middle School for the Connect 44 Center. The building will have new academic offerings and experiences for students in District 44. The center will also serve as a community hub to be utilized by various community groups, organizations and athletic organizations. To accommodate athletic activities, a height variance is sought.

The petitioner has also asked to add informational/directional signs to ensure efficient traffic flow, while reconfiguring the drive aisle and parking areas. The building, drive aisle re-design, and signage require zoning relief through a public hearing.

It should be noted that the proposed improvements will not increase student enrollment at either Glenn Westlake Middle School or Manor Hill Elementary School. The proposed facilities will serve existing District 44 students.

APPROVAL(S) REQUIRED

1. Approve a conditional use for a new planned development with the following companion variations and deviations from the Zoning Ordinance (Section 155 of the Village Code):
 - a. A deviation from Section 155.404(G) to allow a building height of forty-two feet (42') where a maximum of thirty feet (30') is permitted;

PROJECT STATS

Lot & Bulk

Site area (park and school):	58.22 acres
Site area (school only):	19.2 acres

Req'd Setbacks & Lot Dimensions – Code (Proposed)

Front (East):	30' (911.89')
Interior Side (North):	10' (38.92')
Interior Side (South):	10' (301.48')
Rear (West):	30' (154.18')

Parking Spaces (includes parking lots on School Property and parking lot on Park District Property adjacent to School Property)

Existing Stalls:	342 spaces
Required Stalls:	255 spaces
Proposed Stalls:	502 spaces

Submittals

1. Petition for a public hearing;
2. Response to Standards;
3. Site plans, plats, photometrics, preliminary civil plan set, prepared by C. M. Lavoie and Associates, dated 11/14/18, 1/10/19 and 3/18/19;
4. Elevations and solar study, prepared by HKM Architects and Planners, Inc., dated 3/11/19 and 3/18/19; and
5. Signage package, prepared by Doyle Signs, dated 3/14/19.

- b. A variation from Section 155.706(C)(1) to reduce the required perimeter parking lot landscaping for a parking lot that crosses a property line; and
 - c. A variation from Section 155.224(A)(3) to allow four roof mounted small scale wind energy systems on a property where a maximum of one roof mounted small scale wind energy system is permitted.
2. Approve the following variations to the Sign Ordinance (Section 153 of the Village Code):
 - a. A variation from Section 153.210(E) to allow for an automatic changeable copy reader board of twenty-four (24) square feet where sixteen (16) square feet is permitted;
 - b. A variation from Section 153.501(B)(5)(b) to allow for a freestanding sign of seventy-eight (78) square feet where fifty (50) square feet is permitted;
 - c. A variation from Section 153.501(B)(5)(f) to allow a setback of twenty (20) feet from a major arterial street where freestanding signs must be at least twenty-five (25) feet from the right-of-way;
 - d. A variation from Section 153.218(B) to allow for informational signs of twenty-six (26) square feet where six (6) square feet is permitted; and
 - e. A variation from Section 153.218(C) to allow for informational signs of six (6) feet in height where four (4) feet in height is permitted.

EXISTING CONDITIONS

The subject property is currently Glenn Westlake Middle School (GWMS), Manor Hill Elementary School (MHES), and Park District green/recreation space.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has no permit jurisdiction over this project as it is a public school and subject to review by the State Board of Education, so as such there are no comments.

Fire Department:

The Fire Department has no comments.

Private Engineering Services:

Private Engineering Services (PES) has the following comments.

1. An easement will need to be abrogated for the watermain before the building can be started, as the easement is currently is located within the building’s proposed footprint.
2. They will be required to submit for Stormwater Certification for the parking lot and the building addition separately, if they will be phased.
3. A full review will be conducted during the permit review process.

Public Works:

The Department of Public Works noted they have provided the petitioner comments on the proposed water main layout, which shall be resolved before a permit is issued. Publicly dedicated water mains cannot be located under retaining walls. A full review will be conducted during the building permit process.

Planning Services Division:

The Planning Services Division (PSD) notes the following:

1. Surrounding Zoning & Land Use Compatibility (abutting School Property)

	Zoning Districts	Land Use
North	R2	Single Family Residential
South	R2	Four Seasons Park and Single Family Residential
East	R2PD, R2	Single Family Residential & Christ the King Church
West	R2	Single Family Residential

Schools are a conditional use in the R2 residential zoning district. Staff notes many public and private schools are in residential neighborhoods throughout Lombard. The zoning relief is for a new building addition, the Connect 44 Center, which will be affiliated with District 44. Additional landscaping and a fence are proposed to the north and west to help buffer the building from the existing residential neighborhood. Stormwater detention is being provided per Code, which may address the existing residential neighborhood drainage concerns. The detention volume will exceed the DuPage County Stormwater Ordinance requirements.

A plat of easement abrogation is included for an existing utility easement (water main). This item will go the Village Board for consideration.

2. Comprehensive Plan Compatibility

The proposed Connect 44 Center is consistent with Comprehensive Plan designation of Public and Institutional. The site currently has two schools, Manor Hill and Glenn Westlake, which will continue to operate as such. The Park District will continue to operate as usual. The Park District property will be incorporated into the Planned Development with the School District property. The parking and drive aisles cross the property lines, which is why the property is being considered together. There are no new buildings being proposed on the Park District property at this time.

3. *Zoning & Sign Ordinance Compatibility*

A. Request for Conditional Use for a Planned Development

The petitioner is requesting approval of a planned development with companion deviations and variations. The planned development will encompass the School Property and the adjacent Four Seasons Park (Park District Property). Per the Zoning Ordinance, planned developments are intended to provide flexibility to accommodate developments that are in the public interest but that otherwise may not meet the requirements of the Zoning Ordinance.

The School Property and adjacent Four Seasons Park are owned and operated by separate governmental entities. However, as the school and park sites have developed over time, the two sites have come to function in close relationship with one another. The drive aisle entering the south side of the School Property from Main Street also connects to the parking lot on the north side of the Park Property. The proposed improvements to the schools' parking and circulation will include an additional parking area that will straddle the property line between the school and park. School groups occasionally make use of the open space at Four Seasons Park.

The proposed planned development for the School and Park Properties will provide for regulatory flexibility that responds to the unique characteristics of these two sites. The companion deviations and variations will formally recognize some existing nonconformities on the two sites, and will address new variations and deviations requested with the current petition. Finally, the planned development will serve as a tool for expedited review of future improvements to either property. As a planned development, future improvements on the School or Park Properties would be reviewed by the Plan Commission via the site plan approval process.

B. Requests for Deviations and Variations within the Planned Development

While public schools are permitted uses within the C/R Conservation/Recreation District, the proposed development includes a variety of components that require relief.

Height Deviation

The maximum permitted building height in the C/R District is 30 feet. The majority of the Connect 44 building is proposed at 42 feet in order to accommodate the gymnasium/basketball court. Portions of the Connect 44 building where it interfaces with the existing GWMS will be 21 to 24 feet tall. For purposes of comparison, the existing GWMS building is 31 feet tall. In the response to standards for deviations, the petitioner notes that the additional height will enable the school to build an improved school facility that meets building code requirements.

The Connect 44 building is adjacent to a single-family residential neighborhood to the north. The petitioner has provided a shadow analysis in support of the petition. The shadow analysis shows the proposed building will cast a shadow on portions of adjacent properties during the winter months. Specifically, properties to the north of the building will experience shadowing during various part of the day, with the shadow moving from west to east as the day progresses. Staff notes that some of the adjacent homes will experience shadowing in either the morning or afternoon, but that no structure will be shadowed for the entire day. The shadow analysis shows that the building will cause almost no shadowing on adjacent properties during the spring, summer and fall months.

With respect to overall building mass and aesthetics, staff notes that the façade of the proposed building will incorporate several materials, including brick veneer and two colors of metal

paneling. A significant portion of the east-facing façade will be windows. The roof line will vary in height from 24 to 42 feet, with the shorter portion of the building facing a courtyard between the Connect 44 building and GWMS. These design choices help to blend the Connect 44 building with the other buildings on the school campus, and will moderate the visual bulk of the building when viewed from adjacent properties.

Staff further notes that the portion of the building requiring a height deviation will be set back further than the minimum requirement from the neighboring homes. The setback of the Connect 44 from the north property line ranges from 34.45 feet to 45.85 feet. The C/R District requires a 30 foot setback from this property line.

Overall, staff believes the impact of the proposed height deviation upon adjacent property owners will be limited. The height deviation will enable the petitioner to construct a facility that is consistent with other buildings on the site and school facilities in general. Staff supports the deviation.

Perimeter Parking Lot Landscaping Variation

Portions of the parking lot and drive aisles located on the south end of the School Property will not meet the perimeter landscaping requirements because these improvements cross the property line between the School and Park Properties. This condition already exists, but will be slightly modified with the proposed improvements. The variance will provide for enhanced cross-access between the schools and the park, which benefits the overall development.

Wind Energy Systems Variation

The petitioner proposes to install four wind energy turbines on the roof of the Connect 44 building. The turbines will be approximately seven feet tall, and will be installed on the shorter portions of the building. Three turbines will be visible from the east side of the building where it faces GWMS. One turbine will be visible from the north facade. The turbines will not be visible from the south or west.

Section 155.224 of the Zoning Ordinance permits one wind energy system per property. This applies to all properties, regardless of zoning district or land use. The subject property is unique among other properties in the Village in terms of its size and use as a school campus. According to the petitioner, District 44 wants to maintain an environmentally friendly property, and the wind energy systems may provide an additional learning experience for the District. Staff supports the requested relief.

Signage

Numerous sign variances are requested. The petitioner plans to add a freestanding sign, directional signs, and a wall sign as follows:

- Freestanding sign
 - The petitioner proposes a freestanding sign with a sign surface area of 78 square feet. A maximum of 50 square feet is allowed by the Sign Ordinance.
 - The freestanding sign includes an automatic changeable copy (ACC) reader board of 24 square feet (this is included in the 78 square feet surface area mentioned above). The Sign Ordinance allows ACC reader boards to be a maximum of 16 square feet.

- The freestanding sign will be set back 20 feet from the adjacent major arterial right-of-way (Main Street). The sign ordinance requires a setback of 25 feet.
- Informational/directional signs
 - The petitioner proposes 10 informational/directional signs at various points throughout the site.
 - The informational/directional signs will be 26 square feet in area. The Sign Ordinance permits informational/directional signs to be six square feet.
 - The informational/directional signs will be six feet tall. The Sign Ordinance permits informational/directional signs to be four feet tall.
- Wall sign
 - A wall sign will be installed on the east elevation of the building. Per the building elevations, this sign will be less than 200 square feet, which is consistent with the Sign Ordinance.

Staff reviewed the sign package and finds the requested variances for the freestanding sign are consistent with variances approved for other freestanding signs on school properties (Glenbard East High School, PC 14-14). Staff notes the site is unique in that two schools are located on the same property. This increases traffic, visitors and activities. Given the layout of the site, staff appreciates the need for enhanced directional signage within the site, and believes they will help with site circulation. Staff is supportive of the sign variances.

4. Site Plan: Access & Circulation

The petitioner is planning substantial improvements to improve traffic flow on the site. These items generally do not need Plan Commission review, as they could be constructed by right, subject to a building permit. Unlike most zoning petitions, the proposed expansion activity is not generating the need to provide for enhanced parking and circulation. Rather, the access drive and parking site improvements are intended to address an existing deficiency, as Glenn Westlake traffic queues frequently occur in the southbound right lane during drop off and pick-up periods. This queue length extends through the property and will end at the Main Street/16th Street intersection. Initial discussions regarding addressing this deficiency occurred in 2017 and the School District seeks to undertake a series of parking lot and access drive aisle improvements as early as Summer, 2019.

The current site has traffic build up on Main Street in the morning and afternoon. The additional directional signage may also help with traffic flow on the property. Planned site improvements include additional parking south of MHES, between MHES and GWMS, and south of the proposed Connect 44 building. Overall, 160 parking stalls are being added to the site.

The Village's traffic consultant, Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA), reviewed the proposed improvements. Key findings by KLOA include the following:

- As the proposed building will not increase student enrollment at either the middle school or the elementary school, total traffic volume entering and leaving the site will not change.
- Overall, the intersections of Main Street with the north and south access drives on the subject property are operating at acceptable levels of service. There are some delays for outbound traffic exiting the site onto Main Street. Proposed site improvements and KLOA's recommended internal circulation operational policies will improve intersection levels of service.

- KLOA recommends widening the GWMS/MHES/Four Seasons Park (south) access drive to provide an exclusive left-turn lane and a shared left/through/right-turn lane to improve efficiencies for traffic exiting the site. As this would impact Main Street, additional study would be required by the Village.
- A traffic signal at the intersection of the north drive aisle with Main Street is not recommended. KLOA notes that traffic volumes on the north access drive do not warrant a signal. Further, a signal at this location may negatively impact internal traffic circulation on the site.

As noted earlier, the detailed traffic analysis is intended to offer a number of recommendations on a going forward basis, but they are not being triggered by the Connect 44 Center in of itself. Additionally, some of the suggested modifications may require intergovernmental agreements or capital improvement by others. As such, the recommendations are not deemed to be conditions of approval and as such are not included within the staff recommendation below.

5. *Compatibility with Neighboring Properties*

Landscaping/Buffering

The submitted plans are intended to provide vegetation enhancements and desired screening to enhance the overall school properties. Of particular note, perimeter ornamental and deciduous trees will be placed along the north property line adjacent to the school addition. To the western end of the property, a mix of ornamental deciduous and evergreen trees are envisioned along the property line and detention areas as well as abutting the school building. Requisite parking lot trees will be installed within the parking lot islands per code and to minimize the parking lot massing impact.

Stormwater Detention/Retention

As depicted throughout the plans, an enhanced stormwater detention facility will be provided toward the western end of the property which will accommodate the additional impervious surfaces of the additional drive aisles, parking spaces and the expanded school building. Its design and additional size will also help minimize stormwater sheet runoff which has happened along the western property line during storm events. The preliminary engineering plans envision that the facility will function as a retention facility, with the option of it offering recreational fishing (subject to final design and operations).

Building Elevations

The petitioner provided building elevations showing the proposed building massing and materials that are envisioned to be installed. The building exterior will be comprised brick veneer and metal panels. Rooftop mechanicals will be screened. Windows are minimized along the most prominent perimeter walls of the Connect 44 Center, in order to help ensure compatibility with the abutting residences.

Lighting

The petitioner has submitted a lighting and photometric plan is included that meets Code. Lighting will consist of existing and new light poles for parking lot areas as well as additional lighting wall packs for selected entrance doors. The lighting plan is intended to provide proper lighting coverage for driver safety and general security purposes while minimizing impacts on adjacent residential properties. If in the event any of the wall pack lights create an adverse impact, light shields can be added.

Site Utilization

Based upon initial representations by the petitioner, it is possible that the Connect 44 Center will be used for activities beyond utilization of the addition as a school gymnasium. Similar to other such parochial and public schools, it is envisioned that the Center may also be utilized for club sport or even Park District indoor activities, typically during hours when the school is not in session. The plans are intended to accommodate these activities through additional enhanced parking and a separate entrance that would no longer require the school building to be open to the public during non-school hours. The space utilization concept is intended to maximize the use of public space in a cost- effective manner.

SITE HISTORY

ZBA 97-03

In 1997, a sign variance was granted for the freestanding identification/manual reader board sign located seven (7) feet from the front property line, where a twenty-five (25) foot setback is required.

FINDINGS & RECOMMENDATIONS

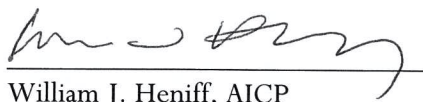
Staff finds that the planned development, associated variances and deviations are consistent with its surrounding context, the Village of Lombard Comprehensive Plan, and the Zoning and Sign Ordinances.

The Inter-Departmental Review Committee has reviewed the standards for the planned development, associated variances and deviations and finds that the proposed use **complies** with the standards established by the Village of Lombard Zoning Ordinance, subject to conditions of approval based on the above considerations. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 19-06:

Based on the submitted petition and the testimony presented, the proposed conditional use does comply with the standards required by the Village of Lombard Zoning Ordinance and that granting the conditional use permit is in the public interest and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Committee Report as the findings of the Plan Commission, and recommend to the Village Board **approval** of PC 19-06, subject to the following conditions:

1. That the petitioner shall develop the site in accordance with plans submitted as part of this request;
2. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
3. This relief shall be valid for a period of one year from the date of approval of the ordinance.

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP
Director of Community Development

c. Petitioner