

**VILLAGE OF LOMBARD
INTER-DEVELOPMENTAL REVIEW GROUP REPORT**

TO: Lombard Plan Commission

HEARING DATE: November 21, 2005

FROM: Department of Community
Development

PREPARED BY: William J. Heniff, AICP
Senior Planner

TITLE

PC 05-41; 1301 North Lombard Road (O'Hare-DuPage Business Center/Walter E. Smithe): The petitioner is requesting that the Village take the following actions to on the Subject Property, located within the IPD Limited Industrial District, Planned Development:

1. Amend Ordinance 5695 to allow for temporary retail sales associated with warehouse/distribution activities located on the subject property.
2. Grant a variation to Section 155.205 (A)(3)(c)(1) of the Zoning Ordinance to allow for a twelve-foot (12') solid fence where a maximum ten-foot (10') high fence is permitted.
3. Pursuant to Ordinance 5695, grant site plan approval for the development on the Subject Property, based upon the petitioner's submitted plans.

GENERAL INFORMATION

Petitioner/Property Owner: Plainfield Retail Land LLC
9440 Enterprise Drive
Mokena, IL 60448

PROPERTY INFORMATION

Existing Zoning: IPD Limited Industrial District, Planned Development

Existing Land Use: Undeveloped land, Commonwealth Edison transmission lines and portions of Lombard Road being vacated

Size of Property: 11.14 acres – Grant Property
3.18 acres – Commonwealth Edison Property within Village
1.89 acres – portions of Lombard Road requested to be vacated

Comprehensive Plan: The Comprehensive Plan identifies the subject property for industrial use.

SURROUNDING ZONING AND LAND USE

- North: Illinois Central railroad and industrial property within the Village of Addison.
- South: I Limited Industrial District; developed as the North Avenue Industrial Park.
- East: Property in Unincorporated DuPage County; developed as part of the Fullerton Woods Forest Preserve and Commonwealth Edison right-of-way.
- West: Property within the Village of Addison zoned and developed as industrial uses (contractor yards)

ANALYSIS

SUBMITTALS

This report is based on the petitioner's document submittal filed on October 19, 2005 with the Department of Community Development and consisting of the following items:

1. Petition for Public Hearing.
2. ALTA/ACSM Plat of Survey, prepared by Survey Systems of America, Inc., dated August 17, 2005.
3. Site plan, prepared by Jacob & Hefner Associates, P.C., dated November 2, 2005.
4. Building elevations, prepared by Harris Architects, Inc., submitted November 9, 2005.
5. Landscape plan, prepared by Walsh Landscape Construction, dated November 9, 2005.

BACKGROUND

In August, 2005, the Village Board approved a conditional use for a planned development for the subject property (PC 05-17). A condition of this approval was a requirement that any future developers of the property seek site plan approval from the Village for their respective project.

Since the Village Board approved the petition, a substitute developer has acquired the property and is now seeking to develop the entire property with a single user (Walter E. Smithe Furniture). The development proposal attempts to follow the guidelines established by the planned development approval and follows the single-user building concept.

As a refinement to the development petition, the petitioner is also seeking relief for perimeter fence height requirements. Also, this petition also includes provisions to allow temporary retail sales on the property, which would require an amendment to the planned development approval.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

The Private Engineering Services Division and the Engineering and Utilities Division of the Department of Public Works have no objection to the petition from an engineering or construction perspective. These divisions have been reviewing the mass grading and final engineering submittals as part of the petitioner's building permit application. This review is intended to ensure compliance with all relevant codes of the Village. Staff is finalizing the plan review comments and are submitting those comments related to the construction project under separate cover directly to the petitioner.

FIRE AND BUILDING

The Bureau of Inspectional Services has expressed no objection to this request. However, they offer the following recommendations to be included as part of the plan:

1. Emergency access for fire apparatus shall be designed into this site. The timing of the installation of such is yet to be determined, but will be required before construction is started. Emergency access shall be of adequate width and shall be constructed as an all weather roadway capable of supporting the weight of fire apparatus and also be designed so that it can be maintained at all times, during any weather conditions.
2. The Fire Department will require that any proposed driveways be designed to provide access to the entire site. Drives should be designed to provide fire apparatus with the ability to circulate around the rest of the site and should not be designed in a way where it would only serve a portion of the buildings or parking areas.
3. Detailed comments regarding the watermain and hydrant placement will be incorporated into the final engineering review.

PLANNING

In the initial planned development approval, three plans were approved in order to provide maximum development flexibility. The current proposal being brought forward is the single building option.

The petitioner’s plan depicts the immediate and future plans for the property. The initial phase proposes a single 184,500 square foot building, of which 25,000 square feet of the building will be used for office purposes. The plan includes a truck dock for 27 small and 6 full docks and a single drive-in door. Parking for 304 cars is also proposed for the initial phase. Future phases will include an additional 53,000 square feet of building space as well as 20 additional docks and parking for 156 additional spaces. The primary use of the property will be the warehouse/distribution activities. Although furniture manufacturing will be done elsewhere, there may be minor furniture repair activities that may occur on the site as well.

The plans also depict future development activity that may occur on the site. The plan shows an additional 53,000 square feet of warehouse spaces as well as additions to the parking lots and loading docks. It is unclear when this expansion may occur (5-10 years in the future was suggested), but the petitioner wants to receive pre-approval for their expansion plans at this point in time. From staff’s perspective, knowing the future development plans for the property is also advantageous, so all facets of the site design could be considered early in the development review process.

Staff also finds the idea of the property to be occupied by a single entity to be desirable. First, all infrastructure improvements can be completed at once, rather than in phases. Second, cross-access, parking and property maintenance issues will either not be a concern or will be more easily addressed.

Compliance with the Zoning Ordinance

The subject property is governed by both the Zoning Ordinance as well as the O’Hare-DuPage Business Center industrial planned development which was approved earlier this year by the Village (PC 05-17). Based upon these provisions, the property has the following characteristics:

	Proposed Plan	Zoning Ordinance/Approved Planned Development Regulations
Use		
Office and Warehouse/Distribution Uses	Principal Use	Permitted Use
Retail Activities	Proposed as a temporary use	Not listed as a permitted or conditional use – amendment to planned development ordinance as use exception requested
Bulk Requirements		
Number of Principal Structures	1	1 to 3 permitted; subject to site plan approval
Building height	43 feet	4 stories/45 feet permitted
Floor Area Ratio (FAR)	Phase I – 0.41; Future – 0.52	1.0
Front Yard (south)	46 feet	25 feet – planned development allows for full reduction along Com. Ed. ROW, subject to site plan approval
Interior side yard (west)	73 feet off of west line of vacated right-of-way	15 feet, or 0 feet if right-of-way is rededicated
Interior side yard (east)	264 feet	15 feet

Rear Yard (north)	143 feet	1 foot
Open Space	Phase I – approx. 33%; Future – approx. 23%	12.5% of entire planned development (Grant property, Com. Ed. ROW, vacated Lombard Rd.)
Parking/Traffic		
Number of Spaces	Phase I – 304 auto spaces Future – 156 add'l spaces	Phase I – office 100 spaces + warehouse 76 auto spaces = 176 spaces Future – office 100 spaces +warehouse 90 = 190 spaces
Number of Accessible Spaces	10	9
Number of Loading Docks	Phase 1 - 37 short, 6 long; Future – 47 short, 6 long	Phase I - 3 long; Future – 4 long
Fencing		
Along west property line	12 foot solid wood	10 feet
Selected other locations	10 feet, some barbed wire	10 feet, barbed wire permitted in I district for outside storage areas

Site Plan Approval Request

The site plan approval process provides the ability of the Plan Commission to review, approve, deny or modify the individual developments that are proposed within the overall development. The planned development’s approved concept plans serve as a model for future development activity. The site plan approval process addresses the detailed site plan information consisting of building design and location, use of the subject property, infrastructure improvements, traffic impacts, landscaping, and land use compatibility.

Building Orientation/Site Layout

The office area is located on the north side of the building. Short loading docks for local delivery vehicles and long receiving berths are located along the east and south sides of the building. The building’s design and orientation maximizes the available space on the property and incorporates the existing wetland site constraints. The site plan proposes to segregate automobile parking and truck delivery functions. Moreover, among the automotive parking areas, the north parking lot will be for office employees while the east lot will be for truck delivery staff.

Building Aesthetics

As part of the site plan approval process, the petitioner has submitted proposed building elevations for the proposed structures. The plans give the Village a sense of what the project will look like upon completion. The exterior facades primarily consist of pre-cast concrete with additional glass and masonry treatments at the office entrance on the north elevation. This treatment is typical of most modern hi-cube warehouse/distribution facilities.

Trash Enclosures/Mechanicals

Trash collection will be provided by a compactor to be located on one of the east loading dock areas. As such, trash will not be visible from adjacent business properties or public rights-of-way.

The petitioner proposes to install all necessary mechanical equipment on the rooftop. While the Village's mechanical screening requirement would not necessitate screening at this location, rooftop placement will diminish the visual impact of the equipment.

Landscaping

The petitioner has prepared a concept landscape plan for the project. The plan also shows landscape improvements for those areas that may be developed at a later date. The plan conceptually meets the provisions of the Zoning Ordinance, except as previously varied as part of the planned development approval. The proposed plan does not show landscaping within the wetland area – the final plant materials and maintenance requirements will be established by DuPage County as part of the wetland review process.

Lighting

While the final light pole fixtures have not been selected by the petitioner to date, the light poles and fixtures to be utilized for all private roadway lighting and parking lot lighting should be uniform. The petitioner intends to meet this request. As part of the building permit submittal requirement, the petitioner shall provide complete specifications and photometric plans for the fixtures. The lighting plan shall be reviewed and approved by the Village as part of a building permit submittal prior to installation.

Parking/Circulation/Traffic Generation

The petitioner's plan has been reviewed to ensure that truck turning and emergency vehicle turning movements can be met. As noted earlier, the plan intends to minimize conflict points between truck loading/circulation and customer/employee parking areas. The petitioner has noted that the main entrance drive into the property may include a guardhouse and/or additional lanes to segregate the truck operations from automotive traffic.

To ensure proper traffic flow to the eastern parking lot, staff recommends that the parking spaces be reconfigured to allow for a direct access aisle linking the southern access aisle to the entrance drive proposed south of the building.

About 400 employees are proposed to be based out of the building or work on-site. This includes their driver delivery crews as well. Most of the on-site activities will be during daytime hours. On a typical workday about five over-the-road trucks will enter the site and about thirty delivery trucks will be dispatched from the site.

Lombard Road Right-of-Way Vacation & Improvements

The petitioner, as new property owner, will fulfill the obligations set forth in the initial development approvals. Off-site roadway improvements will include:

1. A new cul-de-sac bulb shall be constructed at the current roadway terminus of Lombard Road, per Village specifications; and
2. Full street improvements shall be made in front of the Haney & Sons property at 2N700 Lombard Road (the recently annexed property immediately south and west of the Commonwealth Edison property).

Stormwater Detention

In the original planned development plan proposals, the detention was proposed to be located on an unutilized portion of the Commonwealth Edison property southeast of the subject property and on property located in unincorporated DuPage County. The petitioner's current proposal will utilize the Commonwealth Edison property immediately south of the proposed building and within the planned development boundaries. The detention relocation will supplant the previously approved parking/storage area as conceptualized in the initial plans. As this area is within Lombard's corporate limits, stormwater detention requirements will be reviewed and approved by Village staff. The rights to construct the detention on the Commonwealth Edison property will be memorialized through a permanent stormwater detention easement granted to the subject property owner.

In the initial planned development petition, each of the three concept plans proposed to segregate the existing wetland located at the northeast end of the property into a separate outlot. However, as the property will be under single ownership, the need to subdivide the wetland outlot and establish a property maintenance association will be removed.

Outside Storage

The initial approvals set forth the ability for outside storage. But for storage of delivery vehicles, the petitioner's plans do not propose to utilize outside storage as part of their business operations. The plans show that outside parking areas will be improved to the Village's parking lot standard.

Amendment to Planned Development - Use List

The final development agreement outlines the types of uses that would be permitted through the conditional use process or prohibited within the development. The goal of the list was to create a unique development that meets an overall vision for this property. It is also intended to ensure the eventual uses on the property are uses that provide the greatest benefit to the Village and create the lowest amount of negative impact on adjacent properties. The approved use list is attached as Appendix A to this report.

The proposed office, warehouse and distribution activities to occur on the site are listed as permitted uses within the underlying I Limited Industrial District as well as the approved planned development use list. However, the planned development use list does not provide for retail activities as a permitted or conditional activity. Staff notes that occasionally warehouse uses for retail establishments have requested approval for temporary sales events. These requests have been made to the Village for seasonal sales, overstock sales or liquidation sales. As retail activities are not listed as permitted uses within the underlying zoning district and hence, their respective certificates of occupancy/zoning certificates, the business entity would need to apply to the Village for a special event permit to allow for the sales activity. The proposed use list amendment would allow for temporary retail sales as a permitted ancillary use to the office/warehouse activities on the property.

Fence Variation

Immediately west of the subject property are several heavy industrial contractor's yards. As the petitioner's use is a light industrial/office use, they would like to increase the permitted fence height along the west property line. The proposed solid wood fence will provide a visual screen and noise buffer to the subject property. Moreover, a higher fence may help reduce some of the dust that can be created through the adjacent neighbor's business operations. As there is no other practical design measure to address this issue, staff can support the increase in fence height.

Compatibility with the Sign Ordinance

The initial planned development approval provides significant relief for varying wall and freestanding signs. As this point in time, the petitioner has not determined the final signage package for the project. As such, if their future plans require additional relief, the petitioner will be required to apply for another site plan approval from the Plan Commission.

Compatibility with the Subdivision and Development Ordinances

The Village is in the process of vacating Lombard Road, pursuant to the development agreement provisions. The petitioner will be installing full roadway improvements as set forth in the development agreement.

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies the site for industrial uses. The Plan advises that property maintenance should be encouraged in the North Lombard Light Industrial Area. The proposed site plan will meet both of these provisions and will therefore meet the recommendations of the Comprehensive Plan.

Compatibility with Surrounding Land Uses

The proposed development is surrounded on three sides (north, south and west) by industrial activity. Staff finds that the proposed office/warehouse development as a type of light industrial use will be compatible with the adjacent industrial uses. Staff also finds that the use will be less intense and have fewer neighboring impacts than other uses that abut the property.

On the east side of the property is property owned by the DuPage County Forest Preserve District and is part of the Fullerton Woods Forest Preserve. In discussions with the District, they envision their property remaining as passive regional open space. To ensure that encroachments do not occur into the District property (a common occurrence elsewhere in the County), the petitioner is proposing to install a ten-foot high chain link fence along the eastern property line. Moreover, the petitioner has been working with DuPage County to ensure that the development meets the County's wetland buffer requirements for wetland areas on the subject property as well as the adjacent Forest Preserve property. Therefore, staff does not see a conflict between the petitioner's project and the open space use to the east.

FINDINGS AND RECOMMENDATIONS

The Department of Community Development has determined that the proposed development is compatible with the surrounding land uses and the Comprehensive Plan. The Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending approval of this petition subject to the conditions described below:

Based on the submitted petition and the testimony presented, the proposed site plan approval, use amendment and fence variation request do comply with the standards required by the Lombard Zoning, Sign and Subdivision and Development Ordinances and is compatible with the approved planned development; therefore, I move that the Plan Commission accept the findings of the Inter-departmental Review Report as the findings of the Plan Commission and therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of PC 05-41, subject to the following conditions:

1. The petitioner shall develop the site in conformance with the submitted site plan, prepared by Jacob & Hefner Associates, P.C., dated November 2, 2005, the building elevations, prepared by Harris Architects, Inc., submitted November 9, 2005 and the landscape plan, prepared by Walsh Landscape Construction, dated November 9, 2005 and made a part of this petition, except as varied by the final engineering approval for the property.
2. The petitioner shall satisfactorily address all comments raised within the inter-departmental review report as part of their building permit application.
3. The petitioner shall apply for and receive a building permit for any development activity on the subject property.
4. As part of the requisite permit for the site improvements, the petitioner shall provide a copy of the final landscape plan that incorporates the approved wetland plantings for the property.
5. The petitioner shall apply for a building permit denoting the proposed parking lot lighting for the site. The light poles shall be of a uniform design and shall meet Village specifications for parking lot lighting.
6. The eastern parking lot shall be reconfigured to allow for a direct access aisle linking the southern access driven aisle to the entrance drive proposed south of the building.
7. All provisions associated with Ordinance 5695 and/or the approved development agreement for the subject property not amended by this petition shall remain in full force and effect.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

c: Petitioner

Appendix A
 O'Hare/DuPage Business Center Approved Land Use List

<u>Land Use</u>	<u>Permitted</u>	<u>Conditional</u>	<u>Prohibited</u>
Accessory uses and buildings		x	
Adult uses			x
Agricultural Uses, consisting of growing of trees and landscape plant materials	x		
Automated Envelope Merging Process	x		
Automobile repair		x	
Automotive service		x	
Banks		x	
Bedding manufacturing	x		
Boot and shoe manufacturing	x		
Building material sales and storage		x	
Cabinet Making	x		
Carpet manufacturing	x		
Cartage and express facilities, also known as truck terminals, as the principal use of the property			x
Catering Services		x	
Cloth products manufacturing	x		
Clubs and lodges, nonprofit and fraternal		x	
Compost collection facility			x
Concrete and cast stone fabrication and molding	x		
Contractors, architects, and engineers equipment and material storage yards			x
Contractors, architects, and engineers offices and shops	x		
Cosmetics production	x		
Dairy products processing or manufacture	x		
Dry cleaning plants and operations primarily serving satellite drop-off dry cleaning establishments in other districts	x		
Electronic and scientific precision instruments manufacturing	x		
Exterminating services	x		
Film Processing; not including retail sales or commercial studios	x		
Food manufacture, packaging, and processing	x		
Four (4) story buildings within one hundred feet (100') of residentially-zoned property or a minor or major arterial street and buildings which are forty feet (40') to forty-five feet (45') in height and which are within one hundred (100') of a residentially-zoned property or a minor or major arterial street.		x	
Fur processing	x		
Furniture upholstery & Refinishing	x		
Gasoline sales		x	
Glass products production	x		
Heliports, private or commercial		x	
Laboratories, including research and testing laboratories	x		
Laundries, including truck route laundries, linen supply, and diaper services	x		
Light machinery production and repair e.g. household appliances & business machines etc. - appliances, business machines, etc	x		
Lithographing	x		
Mail order houses where point of sale occurs at location			
Mechanical Parts Reconditioning	x		
Metal Plating, Forging, or Casting	x		
Mini-Warehouses		x	
Mortuarial Services	x		

Land Use	Permitted	Conditional	Prohibited
Musical instruments manufacturing	x		
Offices	x		
Off-site parking, conforming to Section 155.602 (A) (3) (b) of this Ordinance			x
Orthopedic and medical appliance manufacture	x		
Other manufacturing, processing, storage, or industrial uses as determined by the Director of Community Development to be of the same general character as uses permitted in the I Limited Industrial District, and found not to be obnoxious, unhealthful, or offensive by reason of the potential emission or transmission of noise, vibration, smoke, dust, toxic or noxious matter or glare or heat		x	
Outpatient medical and dental offices and clinics	x		
Outside Storage of Motor Vehicles		x	
Packing Material Manufacturing	x		
Paper products manufacture	x		
Parking lots, commercial and lots other than accessory, and subject to the provisions of Section 155.600 of this Ordinance			x
Parks and playgrounds		x	
Planned developments in conformance with Section 155.500 of this Ordinance		x	
Plastic extruding	x		
Pottery and ceramics manufacture	x		
Printing and publishing establishments	x		
Public utility and service uses	x		
Radio and television stations and towers	x		
Recreation buildings or community centers		x	
Recycling collection centers		x	
Religious institutions		x	
Restaurants		x	
Retail sales, as a temporary ancillary use of the principal business activity on the property	x		
Rope, cord, and twine manufacture	x		
Schools: public and/or private elementary, middle, and high		x	
Sheet Metal Stamping and Fabrication	x		
Sign Contractors	x		
Soap manufacture	x		
Sporting goods manufacture	x		
Stadiums, auditoriums, and arenas - open or enclosed		x	
Storage Centers	x		
Tool & Die	x		
Trade school	x		
Warehousing, storage, and distribution facilities (provided that the distribution or cartage function is ancillary to the warehousing/storage function on the property)	x		
Wearing Apparel Manufacture	x		
Woodworking and wood products manufacture	x		