

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

TO: Lombard Plan Commission

HEARING DATE: August 20, 2007

FROM: Department of  
Community Development

PREPARED BY: William Heniff, AICP  
Senior Planner

**TITLE**

**PC 07-26; 2800 S. Highland Avenue (Patio Restaurant)**: The petitioner is requesting that the Village take the following actions pursuant to the Highlands of Lombard Annexation Agreement and subsequent amendments thereto located within the Highlands of Lombard B3 Planned Development:

For the property at 2800 S. Highland Avenue (Patio Restaurant):

1. Approval of a two-lot plat of resubdivision;
2. Approval of a Conditional Use for a drive-through establishment/service;
3. Grant Site Plan Approval for a fast-food restaurant establishment with a deviation from Section 153.505 (B)(19)(a)(2) of the Sign Ordinance to allow more than one wall sign on a single-tenant building; and
4. Grant site plan approval for the proposed freestanding sign.

**GENERAL INFORMATION**

Petitioner/Contract Purchaser: John Koliopoulos  
The Patio Restaurant Group  
7220 West 91<sup>st</sup> Street  
Bridgeview, IL 60455

Property Owner: Highland of Lombard LLC  
1011 E. Touhy  
Des Plaines, Illinois 60018

**PROPERTY INFORMATION**

Existing Land Use: Vacant land

Size of Property: 1.674 acres

Comprehensive Plan: The Comprehensive Plan identifies the site for Community Commercial use and advises the property should be developed on a planned and coordinated basis.

Existing Zoning: B3PD Community Shopping District/Planned Development

Surrounding Zoning and Land Use (surrounding subject property):

North: CR Conservation/Recreational District; developed as Allerton Cemetery

South: B3 PD Community Shopping District - Planned Development; developed as a two commercial retail strip centers and a bank

East: B3 PD Community Shopping District - Planned Development; developed as Yorktown Center

West: B3 PD Community Shopping District Planned Development; to be developed as the Highlands III retail strip center

## **ANALYSIS**

### **SUBMITTALS**

This report is based on the following documents filed with the Department of Community Development on August 9, 2007:

1. Petition for Public Hearing.
2. Response to Standards and Statement of Compatibility.
3. Proposed Development Packet, prepared by James Papaoutsis Design Architect, updated August 10, 2007 (includes site plans, interior layouts, concept exterior elevations and freestanding sign proposal).
4. Preliminary Engineering Plans, prepared by Hoefflerle-Butler Engineering, Inc, dated July 12, 2007.
5. Landscape Development Plan, prepared by Trippiedi Design Landscape Architect, dated July 13, 2007.
6. Plat of Resubdivision, prepared by Spaceco Inc., dated July 2, 2007.
7. Photometric Plan, prepared by Zolter Electric, dated June 7, 2007 (sic.).

8. Brick Samples, submitted by the petitioner.

## **DESCRIPTION**

The petitioner is proposing a 9,500 square foot fast-food restaurant to be located within the Highlands of Lombard Planned Development. The site occupies the eastern portion of the vacant parcel immediately north of an existing retail strip center (Highlands II). The proposed building will be one story in height and of masonry construction. The proposed project will utilize all existing drive aisles and access roads. As the fast-food restaurant will cater to automobile customers, the petitioner is also requesting a conditional use for the proposed drive-through lanes.

The petitioner also wishes to address the future signage needs as part of the site plan review, with the aforementioned portions of the Sign Ordinance being deviated. As the fast-food restaurant will have frontage on both Highland Avenue and the Highlands of Lombard spine road, the petitioner wishes to place wall signs on multiple building elevations, consistent with the previously granted approval for the existing companion buildings.

The petitioner is requesting site plan approval for the proposed freestanding sign that will advertise the restaurant as well as the retail building approved as part of SPA 07-09ph.

Lastly, the petitioner is requesting approval of a two-lot plat of resubdivision, placing the retail center and the restaurant on separate lots of record.

## **INTER-DEPARTMENTAL REVIEW COMMENTS**

### **PUBLIC WORKS**

Public Works Engineering has no comments relating to this petition at the present time. Additional comments will be provided as detailed engineering plans are submitted for review.

### **PRIVATE ENGINEERING**

The Private Engineering Division has the following comments on the above captioned petition:

1. If the stormwater system is connected as proposed, the stormwater system shall include measures to capture 'first flush' particles and floatables, prior to restrictor. Such measures will be required to be within a stormwater easement, dedicated to the Village.
2. Fire hydrant spacing shall meet the requirements of the Village Code and Fire Marshal.
3. Any water main necessary to feed fire hydrants, water services and fire suppression lines that is constructed on private property shall be centered in a 30' easement, dedicated to the Village.

4. No free standing signs or light pole bases are permitted within Village owned easements and shall be 15' minimum from any water main.
5. More comments to be provided when full site plan drawings are submitted.

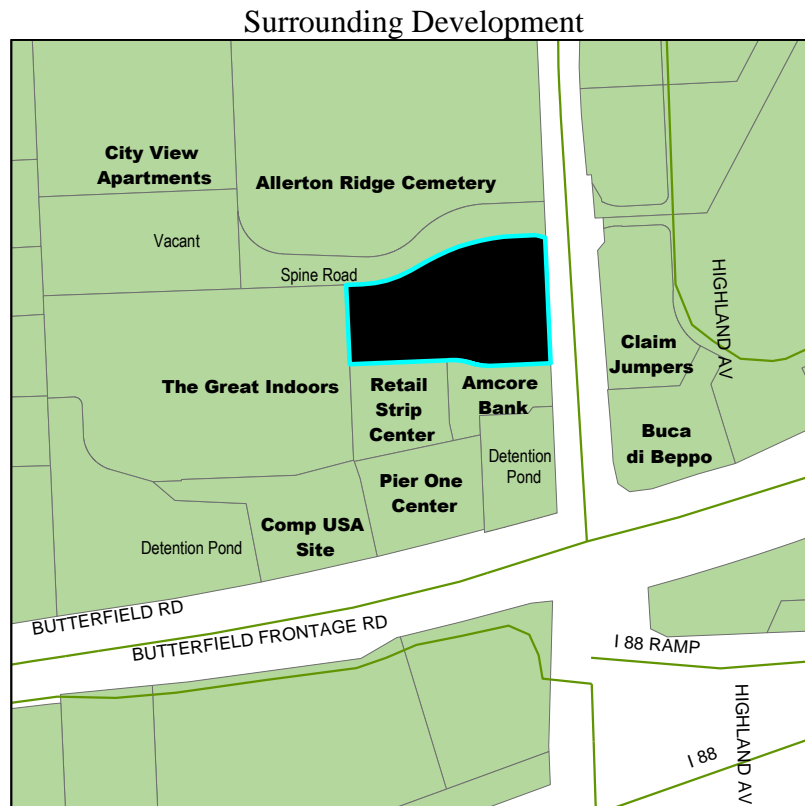
### **FIRE AND BUILDING**

Other than the comments noted above, Building and Fire does not have any comments on the petition. Detailed comments will be provided as part of the permit submittal.

### **PLANNING**

#### **Compatibility with the Surrounding Land Uses**

The subject property is bordered on the south by an existing commercial retail strip center and bank with drive-through. The proposed Highlands III retail center is west of the site, and Yorktown Center is located across Highland Avenue to the east. The proposed use is compatible with the existing businesses. Since each building proposed within the planned development requires Site Plan Approval, the Plan Commission review process will help ensure compatibility with the adjacent uses.



### **Compatibility with the Comprehensive Plan**

The Comprehensive Plan identifies the site for Community Commercial Use. The Plan advises that the commercial portion of the property should be developed to include retail, commercial and office uses. The proposed uses are therefore consistent with the Comprehensive Plan.

### **Compliance with the Zoning Ordinance**

#### Zoning History

The Highlands of Lombard Planned Development (Ordinances 4833 and 4834) that was approved on June 15, 2000 allowed for development activity per the provisions enumerated in the Final Development Agreement for the property. The planned development allows for the construction and operation of restaurant establishments on the property. Restaurants are listed as a permitted use. Outdoor dining elements associated with restaurants are also permitted uses, per the B3 use list, and associated with the site plan approval petition.

#### Conditional Use for Drive-Through Establishment

Drive-through establishments are listed as conditional uses in the planned development approval and in the underlying Zoning Ordinance regulations. With respect to the use, the drive through element is intended to be a subordinate activity to the principal in-building restaurant dining element.

The petitioner's concept is to provide a window for drive-through sales and/or pick up of previously placed orders. The petitioner notes that they have a similar concept at their other establishments and that many of their orders that are processed through the window are phone-in orders.

Staff notes that the stacking area does meet the criteria in the Zoning Ordinance. The stacking design is intended to maximize the parking and circulation field on the north side of the building and to minimize pedestrian/vehicle conflicts at the main entrance. Detailed comments regarding the proposed site circulation plan are noted within KLOA's comments below. To further soften the impact of the drive-through lane relative to the outdoor dining area, staff recommended a mix of dense landscaping, arbor elements and/or fencing/screening wall elements.

#### Compatibility with the Highlands of Lombard Development Agreement

The proposed development will be consistent with the Highlands of Lombard Development Agreement and compatible with The Great Indoors, Highlands Apartments, CompUSA, the Pier One Center, Amcore Bank and Highlands II and Highlands III developments. The Final Development Agreement sets forth specific items with which compliance is necessary for approvals.

#### Statement of Compatibility

In order for the Plan Commission to determine whether a proposed development is compatible with the planned development, petitioners are required to submit a statement of compatibility for

each respective project. The petitioner has submitted the attached statement that describes their proposal and the architectural comments associated with the development. Staff offers its comments in the various sub-sections below.

### Design Standards

In the approval process, the Village can consider compatibility of building architecture, materials and design throughout the Highlands of Lombard development. The Patio Restaurant's design is intended to blend the common elements established within the planned development within a modern building architectural design.

The planned development requires 70 percent of all exterior facades to be made up of stone, brick, split face block or cedar, exclusive of glass. Excluding glass elements, the retail center is proposed to be completely comprised of stone, brick, split face block and/or cedar materials.

Staff notes that the Patio Restaurant meets the brick/masonry provision. Staff did offer concerns regarding the brick colors as shown on the plan submittal and asked the petitioner to select a color palette that ties more closely with the other building colors established within the development (i.e., substitute orange color palette with the brick with deeper red/brown elements). The petitioner has submitted revised brick samples for consideration accordingly.

Regarding the stone elements within the restaurant building, the petitioner notes that the intent is to provide limestone/fieldstone materials to the fireplace element, consistent with the common planned development themes.

### Lighting

The petitioner is proposing to utilize the same or closely compatible and complementary light fixture that was approved as part of the overall planned development (Kim Archetype). The submitted photometric plan meets Code requirements.

### Landscape Plan

The landscape plan utilizes a variety of planting materials found on the perimeter of the site. Landscaping to include requisite tree plantings is provided on each island and along the east building foundation adjacent to the outdoor terrace. Additional grasses and plantings around the perimeter of the outdoor dining area are intended to screen and/or segregate parking and circulation areas. Landscaping has been provided on each elevation to 'soften' the appearance of the building as well. To integrate the project into the overall Highlands of Lombard development, it is recommended that the landscape islands on the western portion of the property be tied into the neighboring development, known as the Highlands III.

### Trash Collection

The Development Agreement also denoted provisions to minimize the impacts of loading areas and trash collection activities. This issue is of particular concern with this site, as the rear of the retail building will face the Highlands III retail center to the west. The petitioner's proposal has

all trash enclosures screened by masonry walls on three sides and a solid metal door and is integrated into the building itself.

Streets, Parking and Sidewalks

As part of the approval process, the Village can consider the necessity of internal circulation needs that link the retail store with other development activity that may be constructed on the site. To ensure that full vehicular access is provided around the site, the petitioner will utilize the access drive off of Highland Avenue (a.k.a., the Spine Road) as well as the newly developed internal access roads within the Highlands of Lombard. The development will connect to the proposed Highlands III retail center (SPA 07-09ph) to the west and the shared access drive of the Great Indoors via a cross access point at the western portion of the parking lot.

Traffic/Parking Analysis

The Development Agreement set up a vehicle trip generation bank for the site that cannot be exceeded and all internal developments will draw upon. With the inclusion of the proposed center, the remaining trip bank is as follows:

VEHICLE VOLUME BANK CALCULATION  
 WEEKDAY P.M. PEAK - HOUR

<u>SITE</u>	<u>DEBIT</u>			<u>BALANCE</u>		
	<u>In</u>	<u>Out</u>	<u>Total</u>	<u>In</u>	<u>Out</u>	<u>Total</u>
Total Site				836	1,064	1,900
Great Indoors	100	114	214	736	950	1,686
City View Apartments	90	66	156	646	884	1,530
CompUSA	57	59	116	589	825	1,414
Pier One Center	79	78	157	510	747	1,257
Amcore/Highlands II	84	89	173	426	658	1,084
Highland III (proposed)	68	67	135	358	591	949
Patio Restaurant	65	41	105	293	550	844

The following are KLOA’s findings with regard to the proposed Patio Restaurant:

- The parking bays between the building and Highland Avenue can be converted to angle parking from the ninth parking bay all the way up north since it is one-way northbound. This would reduce the potential for customers to back out of the parking space and go south in the wrong direction.
- The radius on the northwest corner of the building where drive-through vehicles turn south should be increased to 15 feet.

- The radius for vehicles entering from the northerly cross-access drive should be increased to 15 feet.
- The half porkchop-island at the northerly cross-access drive should be mountable.
- With regard to the entrance by the drive-through, KLOA reviewed three McDonald's restaurants which have a similar situation and found that all three had a crosswalk striped up to the parking stall. It is our opinion that stamped concrete or a painted crosswalk could be provided connecting all the way north to the grass area between the parking stall and the sidewalk. This would result in the loss of one or two parking spaces. It is our opinion that there is no need to provide a ramp at this curb since all of the handicapped spaces are on the south side of the building.
- The end islands depicted on the plan will work.
- For the drive-through exit lane into the southern parking area, "Do Not Enter" signs should be placed on both sides (facing south).

The parking requirements for the underlying B3 zoning district require twelve (12) parking spaces per one thousand (1000) square feet of gross floor area. Because the proposed fast-food restaurant will provide drive-through services; eight (8) stacking spaces for the first window and two (2) stacking spaces for each additional window will be required. As the proposed building is 9,500 square feet, the required amount of available parking spaces would be at one hundred-eleven (111) spaces. As proposed, the restaurant would provide one hundred-twelve (112) parking spaces, which would provide one (1) surplus parking space.

Parking areas that provide between one hundred-one (101) and one hundred-fifty (150) parking spaces are also required to provide five (5) handicap parking spaces, which according to the submitted plans, have been provided.

Banking of Detention Volume

Final site engineering has yet to be determined. The detention for the entire planned development area is designed assuming 89% of the developed site will be impervious. The assumed square footage of impervious surface is 1,250,608 and will require about 19.0 acre feet of detention. If the sum of all developed sites does not exceed this amount, the detention requirements will be satisfied. The petitioner will provide the acre feet calculations to the Village as part of the building permit process.

Beginning Balance	1,250,608 sq.ft.
minus East Detention HWL	- 27,007
minus West Detention HWL	- 59,667
minus Remaining Wetlands	- 57,935



minus Spine Road	- 50,194
minus Sears Great Indoors	- 311,309
minus Highlands (City View) Apartments	- 199,504
minus CompUSA	- 82,330
minus Pier One	- 69,904
minus Amcore Bank/Highlands II	-89,605
minus Highlands III	to be determined
<u>minus Patio Restaurant</u>	<u>72,745</u>

TOTAL REMAINING IMPERVIOUS AREA: 230,408 square feet

Available Retail Square Feet of Gross Floor Area

The Development Agreement provides the availability of 240,000 square feet of gross floor area of retail development. For purposes of the annexation agreement, restaurants are not considered retail spaces. As such, this proposal does not affect the overall supply of retail square footage that can be developed.

**Compatibility with the Sign Ordinance**

For the proposed restaurant, the petitioner is requesting site plan approval for a signage deviation to allow for the restaurant to erect multiple wall signs on the specified building elevations. The signage deviation would allow for each building elevation to display a wall sign to give the impression of a ‘storefront’ appearance. Staff feels that this relief can be supported given the location of the building as it relates to the overall planned development, the unique layout of the site and the fact that many visitors to the site will be approaching from the north side (spine road) of the building. The petitioner will still be required to meet the size requirements for the underlying B3 District. Staff recommends as a condition that the signage shall only be of a channel sign design, to be consistent with other developments within the Highlands of Lombard.

The petitioner’s revised sign plan submittal also depicted signage for the service entrance and for the drive-through element. Staff believes that the additional signage appears to be excessive in size. Staff recommends that if such way-finding signage is needed, it can be achieved through directional signage, rather than larger wall signs.

Site Plan Approval – Freestanding Sign

The petitioner is also seeking approval of a freestanding sign along Highland Avenue that would be similar in design and appearance to the signs for The Great Indoors and Amcore Bank. However, as the sign is intended to provide signage for both the restaurant and the Highlands III development, it will be larger than the other existing signs but within Code.

The 2000 planned development approval granted relief to allow for freestanding signs to not be considered off-premise signs, but does require each sign to be approved as part of a site plan approval application to the Plan Commission. The proposed sign is to be located at the south entrance drive into the Highlands of Lombard development. While the submitted sign sketch

gives the appearance that the sign base will be masonry, the intent is that the base would be compatible with the other signage and would be of a limestone/fieldstone design similar to the other freestanding signs in the planned development. Additionally, the final location and placement of the sign shall not conflict with any easement areas.

#### Compatibility with the Subdivision and Development Ordinance

The new building is proposed to be located within the east portion of the existing Lot 1 in the Highlands of Lombard – Phase 2. As the parcel is greater than one acre in size, this approval requires Board approval. The petitioner has prepared a preliminary plat of resubdivision for the subject property for consideration as part of the Patio Restaurant approval petition.

### **FINDINGS AND RECOMMENDATIONS**

Based on the above findings, 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 requested conditional use, site plan approval, and companion sign relief complies with the standards required by the Lombard Zoning and Sign Ordinances and is consistent with the standards set forth within the Highland of Lombard planned development and that granting approval of the petition is in the public interest; and therefore, I move that the Plan Commission accept the findings and recommendations of the Inter-Departmental Report as the findings of the Plan Commission and **approve** PC 07-26, subject to the following conditions:

1. The site improvements shall be constructed in compliance with the submitted plans included within the plan submittal packet prepared by James Papaoutsis Design Architect, updated August 10, 2007 (includes site plans, interior layouts, concept exterior elevations and freestanding sign proposal); the Preliminary Engineering Plans, prepared by Hoeffler-Butler Engineering, Inc, dated July 12, 2007; the Landscape Development Plan, prepared by Trippiedi Design Landscape Architect, dated July 13, 2007; the Plat of Resubdivision, prepared by Spaceco Inc., dated July 2, 2007; and the Photometric Plan, prepared by Zolter Electric, dated June 7, 2007 (sic.) and made a part of this petition, except as amended by the conditions of approval.
2. The petitioner shall meet all development and building codes of the Village of Lombard and shall follow the provisions set forth within the Highlands of Lombard planned development approval.
3. The proposed freestanding sign shall be placed outside of any easement areas. The freestanding sign exterior shall be of a limestone/fieldstone material, consistent with

the signage previously approved within the planned development. Moreover, the sign cabinets shall be designed in a manner that minimizes exterior light glare.

4. The wall signage approval shall only be for the four exterior “The Patio” signs as depicted on the exterior elevations. All wall signs on the proposed buildings must be of a channel letter design.
5. If in the event that the proposed restaurant is not developed concurrent with the proposed Highlands III development, the petitioner shall install requisite parking stalls and drive aisles to ensure full access and circulation around the proposed center.
6. The approved masonry materials for the building shall be:
  - a. Sioux City Brick – Cinnamon Ironspot
  - b. Yankee Hill – Light Red Small
  - c. Belden Brick – Modular 470-479 Medium
  - d. Fieldstone sample as submitted by the petitioner.Any deviation from this material shall be subject to the review and approval by the Director of Community Development.

Inter-Departmental Review Group Report Approved By:

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David A. Hulseberg, AICP  
Assistant Village Manager/Director of Community Development

DAH:WH