

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

Holiday Inn Express Hotel – 451 E. North Avenue

January 27, 2020

Title

PC 20-01

Petitioner

First Lombard Hospitality LLC

Noor Tejany

191 Ashfield Court

Bloomington IL 60108

Property Owner

Same

Property Location

451 E. North Avenue

PIN: 06-20-405-014 and -015

Trustee District #4

Zoning

B4

Existing Land Use

Vacant Land

Comprehensive Plan

Community Commercial

Approval Sought

Approval of a conditional use and resubdivision

Prepared By

Jennifer Ganser, AICP, Assistant Director



Location Map

PROJECT DESCRIPTION

The petitioner proposes a Holiday Inn Express hotel at the subject property. A hotel is a permitted use in the B4 Zoning District. Due to the hotel being four stories, a conditional use is requested by the petitioner. No variances are being requested.

A non-mandatory neighborhood meeting was held on December 9, 2019 where the developer received feedback from the neighboring residents. The Park District was also in attendance, as they are a neighboring property owner. Plans have been revised since the neighborhood meeting to address concerns.

APPROVAL(S) REQUIRED

Associated with the construction of a hotel, the petitioner requests that the Village take the following actions on the subject property located within the B4 Corridor Commercial District:

1. A zoning conditional use pursuant to Section 155.416(C)(34) of the Lombard Village Code to allow for “Four-story buildings and buildings which are 40 feet to 45 feet in height” and
2. Approval of a two lot Major Plat of Resubdivision

EXISTING CONDITIONS

The subject property is currently vacant land with commercial zoning, B4. It has a driveway with curb cut onto Joyce Avenue. The property to the west was Casey’s Restaurant. It is currently being remodeled as Signature Banquets.

PROJECT STATS

Lot & Bulk

Parcel Size 1.14 acres (451 E.)
 1.39 acres (415 E.)

Submittals

1. Petition for Public Hearing;
2. Response to Standards, dated January 8, 2020;
3. Topographic Survey, prepared by Prairie Land Survey Company, dated April 9, 2019;
4. Re-subdivision, prepared by Prairie Land Survey Company, dated April 12, 2019
5. Color Elevations;
6. Preliminary Geometric Plan and Preliminary Grading/Utility Plan, prepared by Geotech, Inc., dated December 31, 2019;
7. Landscape Plan, prepared by G Studio, dated January 9, 2020;
8. Draft Cross Access and Cross Park document;
9. Letter from IDNR, dated January 13, 2020;
10. Traffic Study, prepared by KLOA, dated January 9, 2020 and;
11. Public Comments.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has no comments. Should the petition be approved, additional comments may be forthcoming during permit review.

Fire Department:

The Fire Department has no comments. Should the petition be approved, additional comments may be forthcoming during permit review.

Public Works/Private Engineering Services:

The Department of Public Works/Private Engineering Services has the following comments:

The site layout looks fine, and KLOA's recommendation for a right-in/left-out driveway on Joyce is in line with PW's prior suggestion. Calculations for the stormwater detention, which will seemingly be provided in an underground vault since no surface area is depicted on the landscaping plan, will be also required for approval as part of the permit application. Should the petition be approved, additional comments may be forthcoming during final engineering permit review.

character, all development within this district shall, therefore, be subject to the site plan review provisions specified by subsection 155.103(1) of this Chapter.

The North Avenue corridor abutting the site also consists of a mix of other commercial and retail uses (e.g., strip retail centers, restaurants and automotive sales and service land uses) which are located to the immediate west, east and north of the proposed development.

The property does not abut residential property. Single-family residential properties are to the south and east of the subject property. The closest residence, 709 Joyce Avenue, is located on the east and opposite of Joyce Avenue, slightly south of the proposed hotel.

The property does abut the Lombard Lagoon. Per the Lombard Park District, general park hours are from 6 a.m. to 10 p.m. Permits for the Lagoon shelter are valid from 9 a.m. to dusk and the Lagoon can be rented on weekdays until 10 p.m. and on weekends until midnight.

This property has not been before the Plan Commission. Staff reviewed past zoning ordinances.

SITE HISTORY AND ZONING REGULATIONS

The 415 E. North Avenue site has previously been occupied as the Casey's Restaurant before its current conversion to banquet hall. The 451 E. North Avenue property has been a vacant wooded lot. A billboard previously existing on the property until approximately 2002. A temporary access drive exists on the 451 property to Joyce Avenue for the use and benefit of the 415 property and was constructed in 2003 when North Avenue was widened to six lanes and a barrier median was established. This driveway was sought in order to provide motorists the opportunity to ultimately turn westbound onto North Avenue.

For reference purposes, below is the zoning code history of the subject property, in chronological order.

In 1950, the subject property, the Lombard Lagoon, or the general residential neighborhood was not annexed into the Village of Lombard. Some of the homes may have been built under DuPage County and later annexed to the Village. Per an aerial from 1956, many of the houses were built. Per the Park District, the resolution approving the purchase of the Lombard Lagoon property was dated 9/22/53 and the title policy was dated 2/4/54.

1960 Zoning Ordinance/1976 Map – The property was zoned B2. Hotels were a permitted use (as they are today). The Zoning Ordinance notes that floor area ratio shall not exceed 2.0. Building height was not listed. There is no longer a FAR requirement in the B4 District, however FAR for the proposed hotel is approximately 0.72. Staff notes that in 1960 this development could have been built as 4 stories by right.

1978 Zoning Ordinance – The property was zoned B4 (as it is today). Hotels were a permitted use (as they are today). The Zoning Ordinance notes that “floor area ratio shall not exceed 2.2; however, maximum building height may exceed four (4) stories or 45 feet by conditional use permit only.” There is no longer a FAR requirement in the B4 District, however FAR for the proposed hotel is approximately 0.72. Staff notes that in 1978 this development could have been built as 4 stories by right.

1990 Zoning Ordinance – The property was zoned B4 (as it is today). Hotels were a permitted use (as they are today). The heights of building in the B4 District was not to exceed four (4) stories or forty-five (45) feet. Staff notes that in 1990 this development could have been built as 4 stories by right.

1999 Zoning Ordinance Text Amendment – This amendment established that buildings of more than three (3) stories but less than five (5) stories/less than 45 feet, could be approved through the conditional use process.

As such, this property has been zoned business, for commercial development such as a hotel for at least sixty (60) years. Prior to 1999 a four-story building could have been built by right, without a Plan Commission public hearing.

CONDITIONAL USE – HEIGHT

The only zoning relief the petitioner is asking for is a conditional use for building height, as the use of a hotel is permitted by right. The fourth story is not prohibited, it is a conditional use, thereby meaning that approval must be granted by the Village Board and not through an administrative process. Conditional uses are defined within the Zoning Ordinance (Section 155.801) as:

Use, conditional is a use—Either public or private—Which, because of its unique characteristics, cannot be properly classified as a permitted use in a particular district or districts. After due consideration, in each case, of the impact of such use upon neighboring land and of the public need for the particular use at the particular location, such "conditional use" may or may not be granted, subject to the terms of this ordinance.

As a conditional use cannot be approved by staff, the Plan Commission is asked to hear the petition and give a recommendation to the Village Board through a public hearing process. The Village Board makes the final decision on a case by case basis. A conditional use is a use that can be permitted with certain conditions of approval after undergoing the process. Should the project be approved, conditions can be included in the final ordinance that is recorded against the property. Such conditions should have a legal nexus to the request being sought.

A conditional use is not a variance. For reference, prohibited items/uses are not listed in the Zoning Ordinance. For example, in this case, a five-story building would be prohibited in the B4 Zoning District, unless a variance is granted (generally based upon a demonstrated hardship).

The hotel is proposed at four stories. The height of the building is 41' 4". The height to the top of the parapet wall is 45' 4". Building Height is defined by the Village's Zoning Code below. Staff does not include a parapet wall in the height, therefore the hotel is proposed at 41' 4". Parapet walls often provide screening of rooftop mechanicals. If the hotel was proposed at 41' 4" and three (3) stories a conditional use would also need to be granted.

"Building height is the vertical distance measured from the reference level (curb level, or its equivalent, or the average elevation of the finished lot grade in front of the building) to the highest point of the roof surface of a flat roof; to the deck of a mansard roof; and to the mean height level between eaves and ridge of gable, hip, pitch and gambrel roofs."

If the Plan Commission were to recommend denial, or if Village Board were to deny the conditional use a hotel could still be built as a right, at three stories or less. Findings of fact would need to be determined on the basis of which the conditional use would be denied. All findings would need to relate back to the height, not the use of a hotel. An office, medical office, or retail use could also petition the Board for four stories.

Staff finds the petitioner has affirmed the standards for a conditional use, the following respects and subject to the draft conditions of approval:

1. The fourth floor is located north of Lombard Lagoon and residences and will not cast a shadow on residences;
2. The proposed wall signage will need to be below the roofline;

3. No signage will be placed on the south elevation facing the park and residences.

Staff notes the proposed hotel would meet all other bulk requirements as all setbacks meet or exceed Code.

COMPREHENSIVE PLAN COMPATIBILITY

The 2014, 1998, and 1984 Comprehensive Plan designated the property Community Commercial. The Plans were approved by the Village Board and reviewed by the Plan Commission. The 2014 Comprehensive Plan is the current Comprehensive Plan guiding the Village. The use of a hotel is consistent with the designation of Community Commercial.

However, in order to ensure that the project addresses raised or prospective concerns, the following information is offered:

Lighting/Photometrics

The hotel would follow the Village Photometric Code (located in the Village's Zoning Ordinance). Lighting will be provided for in the parking lot, but will meet requirements at the property line to ensure the abutting properties will not receive any overflow light exceeding code. Staff recommends as a condition of approval that the petitioner shall provide the Village with a photometric plan for review and approval during final engineering.

Landscaping

To ensure compatibility with the other abutting properties and to follow Village Code, the petitioner is proposing a perimeter fence and plantings, to serve as a screening function. There is a thirty foot (30') transitional landscape yard to the south Conversation Recreation Zoned District (Lombard Lagoon), per Code. A solid fence will be placed along the south side to further screen the hotel uses from the adjacent park. Adding the transitional landscape yard is a change from the plan seen at the neighborhood meeting. The petitioner worked with Community Development and Fire Department staff to ensure the changes met Code. The proposed transitional landscape yard will consist of trees and shrubs in a manner consistent with the landscape requirements within code. Such planting shall be maintained by the property owner.

Staff does note that 401 E. North Avenue, PC 12-13, Dunkin' Donuts strip Center, is also adjacent to the Lombard Lagoon and does not meet the transitional landscape yard requirement of 30'. The drive-thru encroaches into the transitional landscape yard area. The variance was approved by the Village Board and the site has a transitional landscape yard of approximately fifteen feet.

The Signature Banquets property also does not meet the current transitional landscape yard requirement as it has legal nonconforming status. As the building is not expanding and the intensity of the use is not changing, the site is allowed to remain as-is.

Signage

The petitioner has not provided a formal signage plan. A sample roof sign is shown in the front elevation. Staff notes that this sign would not meet Code, as it projects above the roof line. The petitioner relayed to staff that the signage shown is in generic locations and are subject to change. Should the project be approved, any future signage will undergo a permit review. As noted earlier, staff recommends that no such signage be placed upon the south building elevation.

Trash

The trash dumpster will be enclosed and screened per Code. The hotel does not have a formal restaurant, therefore, less trash will likely be generated than from a comparable hotel with a restaurant. Consistent with the Holiday Inn Express corporate business model, breakfast will be provided per plans.

Endangered Species

The petitioner contacted the Illinois Department of Natural Resources (IDNR) regarding endangered species and protected resources. Though not required, the petitioner contacted IDNR after hearing neighbor concerns regarding the wildlife that may live in or near the Lombard Lagoon Park. The letter is attached. Adverse impacts were found to be unlikely, however they did recommend that certain precautions be taken for the Blanding's Turtle which may be in the vicinity. The consultation does not prohibit the development, or the building height conditional use. The potential issue of Blanding's Turtles has been successfully addressed for all new construction projects in the North Avenue Corridor in the recent past such as Native Floral Group, Surges Center (Village of Lombard Public Works project), and the SEAL School.

Access and Parking

The site will be accessed by North Avenue and Joyce Avenue. The east drive on Joyce Avenue is proposed to be a right-in, left-out. The existing full access driveway onto Joyce Avenue will be removed and the new driveway will closely align with the existing full-access driveway for the trail center on the east side of Joyce Avenue (in Villa Park). It will be signed as such and designed to be conducive to these movements. Upon entering the hotel there is a one-way drop-off for customers or an area to park and check-in. The other drive aisles are for two-way traffic.

There is an existing recorded cross access agreement with the Lombard Plaza/Dunkin Donuts property to the west. Therefore, customers of the banquet hall and/or proposed hotel may drive through the Dunkin Donut's property and exit on Grace Street. This will help drivers who need to make a left/travel westbound on North Avenue or prefer to exit onto North Avenue with a traffic light. It also helps minimize Joyce Avenue traffic.

The Village's traffic consultant, KLOA, completed a traffic study review for the project. KLOA finds that the proposed development traffic can be accommodated by the adjacent roadway system. They estimate approximately 398 trips per day from a hotel use. KLOA compared the traffic generation with other uses that are also permitted in the B4 zoning district. As seen from their report, a hotel generates the least amount of traffic.

The site will provide eighty-seven (87) parking spaces, which exceeds Village Code of one parking space per hotel room. ADA spaces are provided, as required by the State of Illinois. The property owner also owns the banquet property to the west and is working with an attorney for a cross-access and cross-park agreement between those two properties. Such agreement would be recorded against both properties before permits would be issued, should this project be approved.

On-street parking is permitted on Joyce and LeMoyne Avenues and the east side of Grace Street. There is not a parking lane on Grace Street north of Marcus Drive. Staff notes a condition of approval is that construction vehicles shall not park or stage on Joyce and LeMoyne Avenues.

Stormwater Management

The subject property does not have any on-site stormwater detention improvements. The development will need to provide the required stormwater detention and Best Management Practices (BMP) per the DuPage County Stormwater Ordinance. It is anticipated this will be accommodated through a vault detention system.

Final engineering is subject to review during the permit process and that is when the required detention amounts will be determined. Should the project be approved by the Village Board, staff will review the permits and ensure the project meets Code.

Elevations/Interior Floor Plan

The petitioner has provided staff with color elevations of the building. The building will be primarily Exterior Insulation Finish System (EIFS), similar to stucco, with stone cladding (brick-like) features. The elevations look similar to new Holiday Inn Express concepts. Colored elevations were provided. The building is mostly a beige and gray color, with an orange accent on the front carried through to the back.

The first-floor interior plan shows a fitness room, pool, meeting room, business center, breakfast area, and lobby. There are guest rooms on the first thru fourth floor.

Resubdivision

The petitioner is also requesting a 2-lot plat of resubdivision which functionally moves the existing interior lot line to the west. The petitioner also owns the property to the west, Signature Banquets (formally Casey's Restaurant). The resubdivision and the two modified lots that are subject to the resubdivision meet Code in the B4 District. However, as it is over one (1) acre in size, it requires review by the Plan Commission and Village Board. A final plat will be prepared for Village Board signature.

FINDINGS & RECOMMENDATIONS

Staff finds that the requested conditional use and resubdivision is consistent with its surrounding properties as proposed, the Zoning and Subdivision and Development Ordinance, is consistent with the overall intent of the Comprehensive Plan.

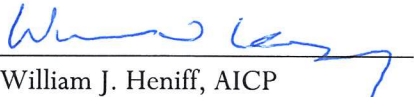
The Inter-Departmental Review Committee has reviewed the standards for the conditional use and resubdivision, and finds that they **comply** with the standards established by the Lombard Zoning and Subdivision and Development Ordinances, subject to conditions of approval based on the above considerations. As such, the Inter-Department Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 20-01.

Based on the submitted petition and the testimony presented, the proposed request for a conditional use and resubdivision does comply with the standards required by the Lombard Zoning and Subdivision and Development Ordinances and that granting said request is in the public interest and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Report as the findings of the Plan Commission, and recommend to the Village Board **approval** of PC 20-01, subject to the following conditions:

1. The petitioner shall develop the site in accordance with the plans submitted as part of this request and as modified by the conditions of approval set forth herein.
2. The petitioner shall satisfactorily address all other development comments identified within the Inter-Department Review Report as part of any future permits as part of the project.
3. The petitioner shall be required to apply for and receive building permits for any activity and/or improvements to the subject property.
4. The trash/recycling area shall be screened per Village Code.

5. A sign will be posted at the exit onto Joyce Avenue noting "No Right Turn" below the stop sign facing west and a left-turn only arrow shall be painted on the exit lane.
6. Auto turns will be provided to Village staff as noted in the traffic report by KLOA.
7. Signage shall meet Code, and the sample roof sign will need to be lowered, if used, and no wall signage shall be placed on the south building elevation.
8. The fence and landscaping shall be maintained in good condition at all times.
9. The petitioner shall provide the Village with a photometric plan for review and approval during final engineering review.
10. Construction vehicles shall not park or stage on Joyce or LeMoyne Avenues.
11. A cross-access and cross-park agreement between 451 and 415 E. North Avenue shall be recorded before building permits will be issued.
12. Pursuant to the Zoning Ordinance, project construction shall commence within one (1) year from the date of approval of the ordinance, unless a time extension is granted by the Village Board.

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP
Director of Community Development

c. Petitioner

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STANDARDS
FOR CONDITIONAL USES

**(REQUESTED 42' HEIGHT VARIANCE AS WELL AS 4
STORIES VARIANCE IS WITHIN ALLOWABLE UP TO 45'
AND 4 STORY AS A CONDITIONAL USE)**

The following is an excerpt from the Lombard Zoning Ordinance. A detailed response to all of these standards should be provided for all conditional uses of the Lombard Zoning Ordinance.

SECTION 155.103 (F)(8) OF THE LOMBARD ZONING ORDINANCE:

No conditional use shall be recommended by the Plan Commission unless it finds:

1. That the establishment, maintenance, or operation of the conditional use will not be detrimental to, or endanger the public health, safety, morals, comfort, or general welfare;

Proposed use is very compatible with commercially developed North Avenue corridor. Proposed use will be a desired development to transient business travelers or visitors of the neighborhoods. It will not be detrimental to public health, safety, morals, comfort, or general welfare.

2. That the conditional use will not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, not substantially diminish and impair property values within the neighborhood in which it is to be located;

Proposed development is compatible with community commercial use along North Avenue corridor. This use will enhance property values of commercial developments along North Avenue. There is no residential property that shares property boundary. Approval of conditional use for 42' height and 4 stories would not adversely impact the value of or use of any other property.

3. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district;

This section of North Avenue, being a commercial corridor, will benefit from this project and will not impede on the development of surrounding properties.

4. That the adequate public utilities, access roads, drainage and/or necessary facilities have been or will be provided;

Civil engineering has completed preliminary site utility design as well as entry and exit to the property from roads. The preliminary engineering supports that there will be adequate public utilities available nearby the property line. Based on preliminary civil engineering, it is confirmed that stormwater management for the site will comply with village standards. Lastly, access to the site is also developed and adequate within the preliminary site plan.

5. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets;

Proposed development has an access and exit point from North Avenue through cross access

easement. Vehicular traffic will be very moderate and there is no major traffic flow or any kind of rush hour traffic from or to the property expected. The hotel guests will come at different times and leave at different times as per individual convenience.

6. That the proposed conditional use is not contrary to the objectives of the current Comprehensive Plan for the Village of Lombard; and,

Proposed dominant use in the proposed planned development is consistent with the recommendations of the comprehensive plan of the village for the area contained in the subject site as indicated on the comprehensive plan for the use of the community type commercial development. Also, community commercial developments exist immediately to the west of the property as well as to the north across North Avenue.

7. That the conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified pursuant to the recommendations of the Plan Commission.

The development will conform to all other applicable regulations of the district. The 42' height and number of stories being 4 is allowed as conditional use for the district.