

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: August 20, 2007

FROM: Department of
Community Development

PREPARED BY: Michael S. Toth
Associate Planner

TITLE

PC 07-23; 1025 E. Madison (St. Pius X Church): The petitioner requests that the Village take the following actions on the subject property:

- A. Approval of a conditional use for an existing religious institution and elementary school on property located in the R2 Single Family Residence District;
- B. Approval of a conditional use for a Planned Development with the following variations:
 - 1. Allow a variation from Section 155.406 (H) of the Village Code to allow a reduction in the required open space and approval of a variation from Section 155.508 (C)(7) to allow for a reduction in the minimum open space requirements required for a planned development. Section 155.508 (C)(7) requires that open space in a planned development must be at least 25% more than is required in the underlying district;
 - 2. Allow a variation from Section 155.602 (C) to deviate from the design and dimension standards for parking lots;
 - 3. Allow a variation from Section 155.706 (B)(1) & (2) to reduce the minimum interior parking lot landscaping requirement;
 - 4. Allow a variation from Section 155.706 (C)(1) & (2)(a) to reduce the perimeter parking lot landscaping;
- C. Approval of a development agreement for the subject property.

GENERAL INFORMATION

Petitioner: St. Pius X Church
1025 E. Madison
Lombard, IL 60148

Property Owner: Diocese of Joliet
425 Summit Street
Joliet, IL 60435

PROPERTY INFORMATION

Existing Land Use: Church and Parochial Elementary School

Size of Property: Approximately 8.19 acres

Comprehensive Plan: Recommends Public and Institutional

Existing Zoning: R2 Single Family Residential District

Surrounding Zoning and Land Use:

- North: Property zoned R2 Single Family Residential and developed as single family residences
- South: Property zoned B3 Community Shopping District and developed as a financial institution & property zoned R2 Single Family Residence and developed as single family residences
- East: Property zoned R2 Single Family Residential and developed as a religious institution, known as Community Presbyterian Church
- West: Property zoned R2 Single Family Residential and developed as single family residences

ANALYSIS

SUBMITTALS

This report is based on the following documents filed on May 24, 2007 with the Department of Community Development.

1. Petition for Public Hearing.
2. Response to Standards for Conditional Uses and Planned Developments.
3. Site Plan, prepared by Gewalt Hamilton Associates, Inc. dated July 10, 2007.
4. Rectory Floor Plan & Building Elevations, submitted by Ruck Pate Architecture, dated July 12, 2007
5. Plat of Survey prepared by Gewalt Hamilton Associates, Inc. dated July 10, 2007.

DESCRIPTION

The petitioner has developed a master plan for the subject property that will allow St. Pius X Church to implement a three-phase plan for site improvements. The first phase will include zoning action (under this petition) to be granted in order to provide for a new priest's residence. The second phase of site improvements will include the construction of a parish center that will provide office space for the Church. As the parish center is considered a future endeavor, the petitioner will need to return for separate site plan approval. As the new residence will provide housing for the priests and the parish center will provide office space, the current rectory will be obsolete and demolished as the final phase of the project.

As they propose future expansions of the parish center and construct a new priest residence, staff suggested that a planned development should be established for the site. The planned development process will provide both the Village and the Church with the ability to review future development plans through a site plan approval process and general parameters can be established to effectuate future development on the property. The initial parameters established by the Planned Development would consist of the existing site as an "as-is" situation, which means that any existing zoning issues that may exist would be covered under this blanket approval.

INTER-DEPARTMENTAL REVIEW COMMENTS

PUBLIC WORKS

Public Works Engineering has reviewed the petition and has no comments on the petition.

The Utilities Division of the Department of Public Works does not currently have comments on this project but reserves the right to provide comments on future plans concerning water and sewer issues. Due to the limited fire hydrants located on site, additional water main and fire hydrants may be a requirement for the future development. Thirty-foot wide utility easements will be required for all Village owned utilities to be located on the site.

ENGINEERING

The Private Engineering Division has the following comments on the subject petition:

- 1) Any required fire hydrants and the water main that serves them shall be in a placed in a 30' easement. Hydrants are allowed on dead ends up to 150' in length; otherwise the water main shall loop through the property.
- 2) The site does not have any stormwater improvements – any new buildings and structures placed on the property will be required to provide stormwater detention improvements, per Code. The petitioner's proposed storm water detention phasing design is acceptable. A separate letter of credit guarantee shall be required for the Bio-Swale, so that the Village

can ensure that the plantings are established. The Village requires a drainage easement over that portion of the system that holds water, up to and including the restrictor.

- 3) Existing utility connections may need to be upsized. If so, the old water main tap shall be disconnected at the main. The sanitary sewer service shall be televised and if found in poor condition, replaced at the main.
- 4) Further comments will be provided when the full site plans are submitted.

FIRE AND BUILDING

In addition to the comments noted above, the Building Department will require fire suppression for the proposed parish center, and may require it for the existing facilities, if the proposed buildings are connected. Additional comments will be provided as part of the building permit submittal.

PLANNING

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies this site for Public and Institutional Uses. The petitioner's site modifications are consistent with the existing institutional nature of the property.

Compatibility with Surrounding Land Uses

The subject property is zoned R2 Single Family Residence District which generally allows single-family development. Single family residences surround the property on three sides. Another religious institution is located east of the property, known as Community Presbyterian Church. Religious institutions have historically been considered to be compatible with single family residential uses. Therefore, staff finds the use of the property to be compatible.

Compliance with the Zoning Ordinance

Zoning History

The subject property has been used a religious institution since 1955. The site contains the church building, the school building and the rectory. As there are no records as to any zoning actions for the subject property and since the use was established prior to current Zoning Ordinance regulations, the existing use is considered legal nonconforming. The proposed site improvements constitute a substantial change to the property and zoning actions are required before the petitioner can proceed with their improvements.

Plan Commission Workshop

As part of the August 18, 2003 Plan Commission workshop session, the subject property was discussed. The 2003 discussion pertained to a potential subdivision request along Madison Street

and also included making the St. Pius X property a planned development that would ultimately address any nonconformities. The conditional use pertaining to the religious institution and elementary school was also mentioned.

The main topic for discussion was the five lot subdivision - consisting of three single-family residences, the church, and the out lot located on the southwest corner of the property. The Commissioners supported the idea of the five lot subdivision, but they raised concern about the stormwater detention. There were preexisting flooding issues on the eastern portion of the property where the proposed residences would be built. As the introduction of new structures would increase the amount of impervious surface, stormwater detention becomes a critical issue.

In further review of these concerns, stormwater detention will be addressed by Gewalt Hamilton Associates who has been contracted by the applicant to address the stormwater engineering on site. Village requirements relating to stormwater detention are outlined in the Engineering portion of the IDRC comments.

The blanket planned development approval shall also apply to the existing elementary school located on the subject property, as schools (private & public) are listed as a conditional use within the R2 – Single Family Residence zoning district. The elementary school has been well-established and in operation for years, so granting a conditional use would not alter the characteristic of the neighborhood or impose any additional traffic than what already exists.

Approve a conditional use for a planned development.

Establishing a planned development for the St. Pius X campus is consistent with other church/school uses in Village. The Village previously established planned developments for Sacred Heart in 2001, Christ the King in 2004 and St. John's in 2005.

Multiple principal buildings are only allowed on R2 zoned properties through approval of a planned development (Section 155.208(B) of the Zoning Ordinance). The petitioner will be proposing improvements, which will occur in at least two Phases. The first construction phase will consist of a 2,743 square foot priest residence. The second phase will provide for a parish center – a meeting space whereby various church gatherings could occur in a more social setting. Also, the addition will include additional office space.

Phase I will include the construction of a new priest's residence. This phase of development will consist of a single family residence to be located on the northeast portion of the subject property. As shown on the submitted floor plan, the priest's residence will be designed in a manner to provide housing for up to three priests. To maximize privacy and provide compatibility with the surrounding neighborhood, the residence will not contain any on-site signage, nor will any informational signage from the St. Pius X Church be provided. The design and placement of the residence is also intended to be compatible with the surrounding neighborhood. The area of

development will allow the residence to be subdivided out of the planned development, should the petitioner want to sell the residence at a later date.

Phase II will include a parish center addition, as depicted in the submitted plan packet. While the Church does not have a definitive timetable for when such improvements would occur, they are providing the building footprints of the proposed expansion for reference purposes. This information is offered so that should they decide to proceed with a building expansion, they will have assurances that the addition as shown in the petitioner's packet would be acceptable. Moreover, by creating a long-range master plan, the Village can be assured that the public improvements will be efficiently and properly designed.

The proposed building additions and site improvements will meet the bulk requirements of the underlying R2 District and staff is supportive of the proposed addition as depicted on the site plan. If the bulk requirements are not met for Phase II, the pertinent deviations will be examined as part of the site plan approval process. Staff also suggests that the final approval of Phase II should be considered as part of a site plan approval application.

Parking Relief

The site currently has 216 parking spaces (9 handicap) on site and is used for both school and church use. The proposed building addition is for ancillary space uses. The chapel worship area itself will remain unaffected by the addition. As the parking requirements are based upon seating in the worship area, no additional parking is required on the premises as part of this addition.

The current design and dimension standards of the Zoning Ordinance were implemented after the development of this site. The site has been operating efficiently for the community for many decades. Row parking is not permitted as part of the 'Off-Street Parking and Loading Requirements' outlined in the Zoning Ordinance.

Staff notes that the requested relief is intended to memorialize the existing design of the lot. As the current church and school are not proposed to be expanded as part of this petition, the overall required parking for the site does not change. As the subject property is being considered for approval as a planned development, the existing parking situation would become memorialized under this approval, so long as the number of spaces is not reduced (as outlined in Section 155.601(B)) or that the church or school are increased.

Open Space Relief

Currently, the subject property consists of 8.19 acres of land. 4.25 acres of the subject property are considered impervious surface, as they contain a number of structures, walkways, and parking amenities. With a total of 3.94 acres of land left as pervious surface, the subject property contains only forty-eight percent (48%) open space for the absorption of surface water.

As the phased site improvements begin, the amount of open space will differentiate as certain structures are demolished and erected, according to the master plan. The final building footprints

for each structure have not been finalized, therefore; when each phase of the plan is implemented and the structures are either demolished or erected, the total amount of open space shall be calculated accordingly. Staff notes that many other similar properties have been granted open space lot area coverage relief as further shown in Appendix A.

Compliance with the Subdivision and Development Ordinance

This project constitutes a major development as noted within the Subdivision and Development Ordinance (the building addition is greater than 2,000 square feet in size). The subject property has full public improvements along Madison Street and Westmore-Meyers Road. As part of the planned development approval and as required by the Zoning Ordinance, a plat of subdivision will be required to make the subject property a lot of record.

Should any additional public improvements be required as part of the agreement or if additional terms and conditions be required as part of the project, a separate development agreement will be created. However, at this time, such an agreement is not needed.

Other Site Considerations

Traffic

As the site already contains the same facilities and activities that are currently located on the property, additional traffic will not be an issue. No expansions to the existing school and church worship area are proposed. The new building addition will take place of the rectory and the new residence is designed only to house single tenants. Any new traffic concerns would only be a cause of an increase in membership to the church.

Building Elevations

The petitioner has submitted a floor plan and conceptual building elevations for the priest's residence and parish center. The exterior of the priest's residence will be of vinyl siding and masonry construction. While the concept elevations are being submitted for the parish center, it is noted that they are only conceptual in nature, as final approval of the elevations, footprint location, and floor plan will be part of a separate petition for site plan approval.

Lighting

As no new parking facilities are to be added, any lighting issues shall be addressed during the site plan approval process as they pertain to the actual facilities.

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 subject to the conditions as outlined:

Based on the submitted petition and the testimony presented, the proposal does comply with the standards required by the Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission accept the findings of the Inter-departmental Review Report as the findings of the Plan Commission and that establishing a planned development is in the public interest, and therefore, I recommend to the Corporate Authorities **approval** of the requests associated with PC 07-23, subject to the following conditions:

1. The site shall be developed substantially in accordance with the site plans prepared by Gewalt Hamilton Associates, Inc. dated July 10, 2007 and the building plans submitted by Ruck Pate Architecture, dated July 12, 2007.
2. All comments in the Inter-Departmental Review Committee Report shall be satisfactorily addressed as part of a building permit application.
3. A final planned development plat/plat of subdivision shall be submitted to the Village for approval, making the site a lot of record.
4. The Plan Commission shall be granted site plan approval authority for the subject property.
5. The petitioner shall be required to apply for and receive Site Plan Approval for the proposed Parish Center and/or any future development activity for the site.

Inter-Departmental Review Group Report Approved By:

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

DAH:WH

Appendix A
Analysis of Lot Coverage for Existing Lots Improved with Religious Institutions/Schools

A review of Plan Commission and Zoning Board of Appeals cases has revealed a pattern with regard to the amount of lot coverage existing at churches that are located within residential districts. Lot coverage for many of these sites is between in the 60-70% range, even though the Zoning Ordinance permits no more than 50% lot coverage. Staff surveyed a number of church sites within established residential area; details of the researched properties are listed below.

Name	Address	District	Lot Size	Improvements	Lot Coverage
Lombard Gospel Chapel	369 N. Grace	R2	31, 280 sq. ft.	22,840 sq. ft.	73.0%
Apostolic Church of Jesus Christ	702 S. Grace	R2	11, 690 sq. ft.	7,600 sq. ft.	65.8%
Church of Jesus Christ of Latter Day Saints	405 S. Westmore	R4	20,000 sq. ft.	12,908 sq. ft.	64.5%
Calvary Episcopal Church	105 W. Maple	R2	67,208 sq. ft.	39,554 sq. ft.	63.6%
Holy Trinity Lutheran Church	350 E. Madison	R2	82,132 sq. ft.	50,562 sq. ft.	61.6%
Grace Baptist Church	1100 S. Fairfield	R2	34,336 sq. ft.	21,171 sq. ft.	61.6%
Berean Bible Students Church	535 E. Maple	R2	81,718 sq. ft.	50,202 sq. ft.	61.4%
St. Timothy Ev. Lutheran Church	547 N. Main	R2	106,562 sq. ft.	49,287 sq. ft.	46.3%
Assembly of God	447 W. North	R2	63,106 sq. ft.	22,189 sq. ft.	35.2%
St. Thomas Marthoma Church	710 N. Main St.	R2	Approx. 80,000 sq. ft.	53680 sq. ft.	32.9%
Lombard Mennonite Church	528 E. Madison	R2	109,984 sq. ft.	35,052 sq. ft.	31.9%

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Staff notes that relief has been granted for a number of religious institutions/schools to either reduce the parking requirement or to allow for deviations from the open space requirement including Sacred Heart (Ordinance 4936) from 50 % to 12% and parking design reductions Lombard Bible Church (Ordinance 4613). Other religious institutions received variations for interior landscaping or setback provisions (former Lombard Church of the Nazarene, St. John's Lutheran Church and First Church of Lombard). While each case is reviewed on its own merit, staff feels that a precedent has been established to grant variations or deviations for religious institutions/schools in order to provide for a better overall site plan that minimizes the impact on surrounding properties.