

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

TO: Lombard Plan Commission

HEARING DATE: April 18, 2005

FROM: Department of Community
Development

PREPARED BY: William J. Heniff, AICP
Senior Planner

TITLE

PC 05-09; 7, 11, and 105 East 17th Street, 19W723 17th Street, 6 and 10 East 20th Street and 1710 South Highland Avenue: The petitioner requests that the Village take the following actions on the subject properties as follows:

For the properties at 7, 11, and 105 East 17th Street, 19W723 17th Street, and the north 70 feet of 6 and 10 East 20th Street:

1. Approval of an Annexation Agreement; and
2. Annexation to the Village of Lombard.

For the properties at 7, 11, and 105 East 17th Street, 19W723 17th Street, the north 70 feet of 6 and 10 East 20th Street and the south 296 feet of 1710 South Highland Avenue:

1. Approval of a map amendment rezoning the property from the R1 to the R2 Single Family Residence District.
2. Approval of a conditional use for a planned development, with the following variations from the Subdivision and Development Ordinance as follows:
 - a. A variation from Section 154.503 (I) to allow for the maximum length of cul-de-sac streets serving a maximum of 25 dwelling units to be greater than 660 feet; and
 - b. A variation from Section 154.503 (J) (2) allowing for a street jog with a center-line offset of less than two-hundred (200) feet; and
3. Approve a preliminary plat of subdivision for the subject property.

For the property located at 1710 South Highland Avenue only:

1. Approval of a map amendment rezoning the property from the R1 to the R2 Single Family Residence District (*this item has been withdrawn*);

2. Approval of an amendment to an existing Conditional Use (Ordinances 4358 and 4869) for a religious institution and its related accessory uses.
3. Approval of a variation from Section 155.406 (H) of the Zoning Ordinance requiring a minimum of 50% of the lot area as open space.
4. Approval of a plat of subdivision for the subject property.

GENERAL INFORMATION

Petitioners: Gerardi & Sons Development
170 Alexandra Way
Carol Stream, IL 60188

Congregation Etz Chaim of DuPage County
1710 S. Highland Avenue
Lombard, IL 60148

Property Owners: See attached list for property owners (Attachment A)

PROPERTY INFORMATION

Existing Zoning: DuPage County R-3 Single Family Residential District (residential portion of the development) and Lombard R1 Single Family Residence District (the Etz Chaim property)

Existing Land Use: Six Single Family Residences and the Etz Chaim Synagogue

Size of Property: Etz Chaim Synagogue – 4.81 acres;
Proposed Subdivision – 8.98 acres

Comprehensive Plan: The Comprehensive Plan identifies residential parcels for estate residential use and the Etz Chaim property for institutional uses.

SURROUNDING ZONING AND LAND USE

North: Lombard R1 and R2 Single Family Residence Districts; developed as single family residences

South: DuPage County R-3 Single Family Residential District, developed as single family residences; and Lombard O Office District (Etz Chaim property) developed as a religious institution

East: DuPage County R-3 Single Family Residential District, and developed as single family residences

West: Lombard R2 Single Family Residence District and DuPage County R-3 Single Family Residential District, and developed as single family residences

ANALYSIS

SUBMITTALS

This report is based on the petitioner's document submittal filed on March 18, 2005 with the Department of Community Development and includes the following items:

1. Petition for Public Hearing, signature dated March 18, 2005, with attachments.
2. Responses to Standards.
3. Plat of Survey for proposed subdivision, prepared by Spaceco, Inc., dated March 3, 2005.
4. ALTA/ACSM Land Title Survey, prepared by Gentile & Associates, Inc., dated March 17, 2005.
5. Preliminary Plat of Subdivision/Site Plan, prepared by Spaceco, Inc., dated March 8, 2005 and revised April 11, 2005.
6. Preliminary Engineering Plan, prepared by Spaceco, Inc., dated March 16, 2005.
7. Preliminary Landscape Plan, prepared by Gary R. Weber Associates, Inc., dated March 16, 2005.
8. Preliminary Plat of Subdivision (Etz Chaim Resubdivision), prepared by Gentile & Associates, Inc., dated March 25, 2005.

BACKGROUND

The petitioner intends to acquire four unincorporated properties located along 17th Street and the rear portions of two other residential properties currently improved with single family residences along 20th Street, annex the properties into the Village and redevelop the site with 25 single family homes, per the submitted plans. The subdivision plan would be established as a planned development within the R2 District. Two variations to the Subdivision and Development Ordinance pertaining to cul-de-sac street length and street jogs are included within this request.

Also associated with this request, the petitioner is proposing to acquire an existing detention facility located on the adjacent Etz Chaim Synagogue property. To facilitate this portion of the request, Etz Chaim is requesting approval of companion amendments to their property so that they remain in full compliance with Village Code.

Note: If approved, the petitioner is proposing to construction the subdivision improvements and will likely sell the lots to separate builders, who will construct the single family residences. As such, no housing plans are submitted as part of the petition.

INTER-DEPARTMENTAL REVIEW COMMENTS

PUBLIC WORKS & PRIVATE ENGINEERING

The Public Works Department, Engineering Division and Community Development Private Engineering Services Division have reviewed the proposal and offers the following comments related to drainage, utilities and the public right-of-way:

1. A hammer head turn around needs to be installed at the southern terminus of Norbury until the road is continued down to 20th as part of a future project.
2. The sidewalk shall be extended to the hammerhead turn around and ADA ramps installed.
3. Relocate the sanitary sewer to the centerline of Norbury and then run the watermain down and back opposite sides of Norbury. This will also allow room in the parkway for Nicor Gas.
4. The watermain which, services lots #1-#9 shall be revised to not have any bends.
5. Use 45-degree bends for the looping of the watermain at the south end of Norbury.
6. The storm sewer line which, runs across lot #25 shall be revised to run direct north to tie into the curb structure on the same side of the street.
7. A storm manhole need to be installed at the property line on the first storm line running into Detention Pond #1 while heading south on Norbury.
8. The curb at the entrance to the development shall be removed and replaced with asphalt not just curb cut.
9. The watermain servicing lots #10-#18 shall be revised to deflect to the southeast corner of Lot #14 not the north east corner. The sanitary sewer within the same cul-de-sac shall be revised to run straight west to the lot line between Lots #11 & #12 where a structure will be placed then run to a new structure placed with in the parkway between lots #13 & #14. This will allow each lot to be serviced without crossing an extended property line.
10. The landscape plan shall be revised to remove the islands from the cul-de-sacs.
11. The 72" storm sewer along the back of lots #22-#19 shall be centered in the rear yard easement.
12. The storm sewer along the back of lots #1-#4 shall be revised to have the 72" size sewer at the down stream end not the up stream end. Additionally, the line shall be relocated so that it is situated south of the proposed landscape berm.
13. Sidewalk is required along the south side of 17th Street for the length of the development.
14. Show the proposed street light controller.
15. The 10-foot easements on the front of each of the lots shall be removed from the final plat.

Additional comments may be added as part of the final engineering permit submittal. However, the comments noted above can be satisfactorily addressed as part of the final engineering submittal without major modifications to the proposed plat.

FIRE AND BUILDING

The Fire Department does not have any comments on the submitted plans.

PLANNING

For clarity purposes, this report is divided into two sections: a discussion of the proposed subdivision and a discussion of the Etz Chaim property. The actions for Etz Chaim are only requested in light of the proposed subdivision petition – if the subdivision does not proceed, there is no need to amend any of the previous approvals for the Etz Chaim site.

SUBDIVISION ACTIONS

Compatibility with the Comprehensive Plan

The Comprehensive Plan calls for this area to be developed as Estate Residential (4 units per acre or roughly 10,000 square foot lots).

The petitioner's site plan proposes 25 single-family residential units on nine gross acres, which calculates to about 2.7 units per acre. The petitioner's average lot size is approximately 10,224 square feet, which computes to 4.26 net units per acre.

In previous workshop sessions with the Plan Commission (January, 2003, November, 2004 and February, 2005), the Commissioners noted that while R2 could be conceptually supported on the property, they wanted the lots to be more in keeping with the intent of the Estate Residential Plan designation of 4 units per acre, or 10,000 square foot lots, but lot sizes of 9,000 square feet could be conceptually supported. To address this issue, the submitted plans have the following lot characteristics (in square feet):

	<u>Petitioner's Plan</u>
Largest lot size:	15,133 (lot 15)
Smallest lot size:	8,388 (lot 8)
Mean lot size:	10,172
Median lot size (50% of lot sizes are larger, 50% are smaller)	9,030
Mode lot size (most common occurrence):	9,030

In consideration of these densities and considering that inclusion of the two detention facilities totaling an additional 1.31 acres of open space, staff believes that the proposed land use and density complies with the recommended land use as stated in the Comprehensive Plan.

Compatibility with Surrounding Land Uses

The proposed single-family subdivision is compatible with the existing single family residences surrounding the site. For comparative purposes, the eight single-family residences constructed north of 17th Street and abutting the project average 8,710 square feet in size. The lots along the west side of Main Street abutting the project average 16,684 square feet in size. These lots were platted prior to their annexation into the Village. The perimeter lots to the properties along Main Street average over 13,000 square feet in size are oriented away from the existing lots along Main Street. To the south of the proposed development are five single-family properties. The existing residences are situated along 20th Street and are subject to redevelopment in the future as new single family residences with development densities comparable to the densities proposed as part of this development proposal. Lastly, the property is bounded by on the east by non-residential uses. The proposed subdivision plan locates the detention facilities along the eastern side of the project to buffer the adjacent land uses. Staff finds that the proposed development is compatible with adjacent land uses.

Compliance with the Zoning Ordinance

Map Amendment

Upon annexation to the Village, properties are automatically classified as R1 Single-Family Residential properties. The petitioner is requesting a map amendment to zone the properties into the R2 District.

Staff finds that this amendment can be supported as the abutting residences to the north and west of the project are also zoned R2. The zoning designation would be compatible with the adjacent residential properties and would be consistent with past zoning actions and the trend of development for properties abutting the subject property. The proposed lots meet the R2 minimum lot size width of 60 feet and 7,500 square feet in area - no additional relief is requested as part of the petition.

Conditional use for a planned development

In order to address the site-specific constraints, the petitioner is requesting conditional use approval for a planned development for the subject property. Planned developments have been approved for other major single-family developments in the community in the recent past (e.g., Providence, Providence Oaks, Providence Glen and Regency Estates) as these developments presented unique redevelopment challenges. Staff believes the proposed development also poses similar challenges and that a planned development is warranted. Moreover, a planned development also provides staff with a mechanism to regulate/control development attributes of the project to ensure that an enhanced development is constructed.

Compliance with the Subdivision and Development Ordinance

The proposed development is classified as a major development, and as such, full public improvements will be required for all streets within the development as well as 17th Street where it currently does not exist per the Village's specifications.

The petitioner has requested two variations from the Ordinance regulations, as follows:

A variation from Section 154.503 (I) to allow for the maximum length of cul-de-sac streets serving a maximum of 25 dwelling units to be greater than 660 feet.

As there is no proposed means of access other than by the main access roadway, the street must be considered a dead end street or a cul-de-sac. The submitted plan shows Street "A" to be 632.52 feet in length and Street "C" to be 215 feet in length. These lengths exceed the maximum allowed by right.

The variation request is being created in part by a request from the Village to ensure that the subdivision provides a means to eventually connect to the properties south of the subject properties. As a cul-de-sac bulb is being proposed for within the development, the Fire Department does not have any objection to the request. Moreover, as the proposed variation is short-term in nature (upon completion of the roadway extension south of the site the relief will no longer be needed). In consideration of the planned development standards relative to this request, staff supports the variation request.

As noted earlier, the proposed development will likely be extended to the south at some point in the future. Typically, we have required the installation of a temporary cul-de-sac bulb where such extensions are to occur (as was done with Columbine Glen Townhomes and is contemplated with the Buckingham Orchard development). However, in review of this plan, staff supports the submitted plan for the following reasons:

1. Only one lot would be affected (Lot 19);
2. A cul-de-sac will be provided and constructed immediately west of the dead end (fire equipment and vehicles will be able to turn-around without having to do a three-point turn); and
3. The detention facility could be fully constructed based upon the concept plans. The developer will not have to modify the detention pond at a later date.

Specific comments regarding the terminus are included in the IDRC engineering comments section.

A variation from Section 154.503 (J) (2) allowing for a street jog with a center-line offset of less than two-hundred (200) feet.

The proposed subdivision would create a street jog of approximately 130 feet between the existing Norbury Avenue and the new street. The jog was created in order to have a row of residences on the east side of the development backing up to the synagogue parking lot as well as the Outlot "B" detention basin. If Norbury was extended straight south from its current terminus, the reconfigured subdivision would lose two buildable lots. Also the street would be aligned in a manner that would result in proposed residences in phase two to the south of the subject property to have rear yards immediately abutting the adjacent office properties. The petitioner's plan could provide for cul-de-sac lots off the main roadway. Moreover, as Norbury itself is only a one-

block street, the street jog will prevent additional traffic generated by the proposed development – trips would be directed to Main Street or Highland Avenue.

The Plan Commission requested additional engineering review of this issue. KLOA completed an analysis of this request and the traffic report is provided in Attachment B. Simply stated, KLOA does not foresee a problem with the proposed street jog, provided that a stop sign be installed at the Norbury Avenue and Street “A” legs of the intersection and that parking should be prohibited for the portion of 17th Street between the two street segments. Should this development be approved, staff will forward the traffic signage recommendations to the Village’s Traffic and Safety Committee for consideration.

Through Lots

The Subdivision and Development Ordinance states that through lots should be avoided where possible. While this is not an absolute requirement of the Ordinance, through lots have been minimized where possible. Lots 1 through 4 are considered through lots.

The petitioner is proposing to construct a berm with dense vegetation along 17th Street to the rear (i.e., the north side) of these properties. Staff recommends as a condition of approval that the developer shall record covenants on Lot 1 through 4 restricting the use of the properties as follows:

1. That driveway access to 17th Street shall be prohibited;
2. That the proposed berm along the north side of the properties shall not be altered, modified or removed without approval of the Village of Lombard;
3. That any landscape plantings proposed for the landscape berm shall not be relocated or removed. In the event that any plant materials die, the property owner shall replace the dead materials with new plant materials of a similar species; and
4. Any fencing erected on the site shall be located outside of the landscape easement area.

Detention Facility

Detention facilities will be provided per the Ordinance. As the subject properties straddle a ridge line, stormwater detention would be provided in two outlots. One facility will be located along 17th Street. The second facility would be integrated into the existing Etz Chaim Synagogue facility east of the site. The two facilities will be wet-bottom facilities with sloped perimeters. Small retaining walls of less than three feet in height will also be added to the facilities to provide for additional stormwater storage capacity. A subdivision entrance sign will be erected on Outlot A. Staff also notes that the Ordinance will require additional perimeter landscape trees around the facility.

Subdivision/Street Names

The petitioner’s preliminary plans have not included street names at this time. Should the preliminary plat be approved staff will provide street names to be included on the final plat. The petitioner is also amending their proposed subdivision development name to “Yorkshire Woods” from “York Woods” to be in compliance with Code (the Ordinance specifically prohibits the use of other governmental entities located in DuPage County in their subdivision name).

Annexation/Development Agreement

Staff will be creating an annexation and development agreement for review and consideration by the Village Board. The agreement will incorporate the plans and recommendations of the Plan Commission accordingly.

ETZ CHAIM ACTIONS

History of the Etz Chaim Property

In 1997, Etz Chaim received conditional use approval (Ordinance 4358) for a religious institution on the subject property. The existing synagogue was developed in compliance with the approvals in 1998. In 2000, an amendment to an existing conditional use (Ordinance 4358) to allow for the expansion of their parking lot at the synagogue was approved. This request provided for an additional 112 off-street parking spaces. To address stormwater issues, a detention facility was constructed south of the new lot.

The subdivision petitioner is seeking to incorporate the Etz Chaim detention facility into their subdivision plans. To facilitate this request, Etz Chaim is proposing to sell the land that is improved with the detention facility. It will then be redesigned to provide for a shared stormwater facility for the subdivision as well as Etz Chaim. The facility would be established as a separate lot within the subdivision. As a result, Etz Chaim would no longer meet the fifty percent open space requirement in the underlying R1 District (the property would only have 44 percent open space). As such, an amendment to the previous conditional uses is requested with relief from the open space requirements.

Etz Chaim is not proposing any additional improvements for their property. However, they do recommend as a condition of approval that the minimum open space provisions provide them with a small amount of flexibility to allow for minor improvements to their property (such as additional sidewalks or an expanded concrete play area), without having to through the public hearing process in the future.

Compatibility with the Comprehensive Plan

The Comprehensive Plan recommends Public and Institutional Uses for the existing Etz Chaim property, reflective of the existing use on the site. Therefore, the property meets the provisions of the Plan.

Compatibility with Surrounding Land Uses

As no physical improvements are proposed on the Etz Chaim property itself, the request will not affect adjacent properties.

Compliance with the Zoning Ordinance

Religious institutions are classified as conditional uses within the R1 Single-Family Residence District. Expansions or alterations to an existing conditional use requires an amendment to the

previously granted conditional use. This request would only amend the legal description of the conditional use approval and would grant the open space relief.

Attachment C denotes the open space square footage for other religious institutions in the Village for reference purposes. From staff's standpoint, this request can be supported as the open space will still be provided – the variation is largely a paper variation and no physical changes are proposed for the site.

Compliance with the Subdivision and Development Ordinance

To meet the requirements of the Subdivision and Development Ordinance, the petitioner has prepared a Plat of Resubdivision for the subject property, which will be considered in conjunction with the subdivision request.

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 conditional use and variations do comply with the standards required by the Lombard Zoning Ordinance and Subdivision and Development Ordinance and that the planned development would be within 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 therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of PC 05-09, subject to the following conditions:

1. That the petitioner shall develop the facility essentially in accordance with the plans prepared by Spaceco, Inc., dated March 8, 2005 and revised April 11, 2005; the Preliminary Engineering Plan, prepared by Spaceco, Inc., dated March 16, 2005 and the Preliminary Landscape Plan, prepared by Gary R. Weber Associates, Inc., dated March 16, 2005, except as amended by the conditions of approval.
2. That the petitioner shall satisfactorily address the IDRC comments included within the IDRC staff report.
3. That all relief associated with this petition shall be contingent upon the Village Board approving the annexation/development agreement for the proposed property.

4. That final engineering shall be approved prior to consideration of the Final Plat of Subdivision by the Board of Trustees.
5. That the petitioner/developer shall place the following covenants on proposed Lots 1 through 4.
 - a. That driveway access to 17th Street shall be prohibited;
 - b. That the proposed berm along the north side of the properties shall not be altered, modified or removed without approval of the Village of Lombard;
 - c. That any landscape plantings proposed for the landscape berm shall not be relocated or removed. In the event that any plant materials die, the property owner shall replace the dead materials with new plant materials of a similar species; and
 - d. Any fencing erected on the site shall be located outside of the landscape easement area.
6. That the development shall be developed consistent with all Codes of the Village.

The Plan Commission also recommends approval of an amendment to Ordinances 4358 and 4869, to incorporate the variation request included within the petitioner's request, subject to the following condition:

1. That the overall lot coverage not exceed 32.9% of the lot area.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

c: Petitioner

Attachment A
List of Property Owners

06-20-301-006
RADER, GERALD M
7 E 17TH ST
LOMBARD IL 60148

06-20-301-007
BERGER, RICHARD II & C M
11 E 17TH ST
LOMBARD IL 60148

06-20-301-008
POWERS, JAMES J
19W723 17TH ST
LOMBARD IL 60148

06-20-301-009
SLAVIK, CYRIL H
105 E 17TH ST
LOMBARD IL 60148

06-20-301-015
NORKUS, ALEX & P G TRUST
6 E 20TH ST
LOMBARD IL 60148

06-20-301-016
SUNRISE HOMES INC
710 WESTERN AVE
LOMBARD IL 60148

06-20-301-035
CONGREGATION ETZ CHAIM
1710 S HIGHLAND AVE
LOMBARD IL 60148

Attachment B
KLOA Traffic Report

See attached pages

Attachment C

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%

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.