

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

TO: Lombard Plan Commission HEARING DATE: April 18, 2005

FROM: Department of Community PREPARED BY: William Heniff, AICP
Development Senior Planner

TITLE

PC 05-06; 210, 214, 215, 224 and 228 S. Lincoln Street & 205 W. Maple Street (St. John's Evangelical Lutheran Church & School): The petitioner requests that the Village take the following actions on the property located within the R2 Single Family Residence District:

1. Amend the Comprehensive Plan to designate the lots at 210, 214, 224 and 228 S. Lincoln Street and 205 W. Maple Street as Public and Institutional Use.
2. Approve an amendment to Ordinance 1816 granting approval of a conditional use for a noncommercial recreational building/community center.
3. Approve an amendment to Ordinances 4363 and 4363A granting approval of a conditional use for a religious institution and for a private elementary school.
4. Approve a conditional use for a planned development for all of the subject properties, with the following deviations and variations from the Zoning Ordinance, as follows:
 - a. A variation from Section 155.508 (C)(6)(a) and a deviation from Section 155.406 (F)(1) to allow for a front yard setback of eighteen feet (18') where thirty feet (30') is required;
 - b. A deviation from Section 155.406 (F)(2) to allow for a corner side yard setback of one foot (1') where twenty feet (20') is required;
 - c. A deviation from Section 155.406 (G) to allow for a building height of up to thirty-five feet (35') from grade, where thirty feet (30') maximum height is allowed by right;
 - d. A variation from Section 155.406 (H) and Section 155.508 (C) (7), reducing the minimum required open space below the minimum 75 percent requirement;
 - e. A variation from Sections 155.708 and 155.709 reducing the requisite foundation and perimeter lot landscaping along the corner side yard; and
 - f. A variation from Section 155.602 (C), Table 6.3 reducing the number of requisite parking spaces.

GENERAL INFORMATION

Petitioner/Owner: St. John’s Evangelical Lutheran Church / School
215 South Lincoln Avenue
Lombard, IL 60148

PROPERTY INFORMATION

Existing Zoning: R2 Single-Family Residence District

Existing Land Use: East side of Lincoln: Religious and Educational Institutions
West side of Lincoln: 1 single-family residence, 3 vacant lot, 1 Senior/Recreation Center

Size of Property: East side of Lincoln: Approximately 1.97 acres
West side of Lincoln: Approximately 0.70 acres

Comprehensive Plan: East side of Lincoln: Recommends Public and Institutional
West side of Lincoln: Recommends Single-Family Residential Development

Surrounding Zoning and Land Use:

North: R2 Single-Family Residence District; developed as single-family residences and CRPD Conservation / Recreation District Planned Development; developed as the Helen Plum Library

South: R5 General Residence District; developed as multiple family residences and R2 Single-Family Residence District; developed as single-family residences

East: R2 Single-Family Residence District; developed as a Religious Institution (Calvary Episcopal Church)

West: R2 Single-Family Residence District; developed as a single-family residences

ANALYSIS

This addendum is based on a revised site plan submittal packet, which was filed with the Department of Community Development dated April, 2005 and supplements or supercedes the information previously provided as part of the public hearing request.

The Plan Commission continued the public hearing for PC 05-06 in order to allow the petitioner to provide additional information regarding the development proposal and/or modify their plans accordingly. This report is based upon a review of the supplemental information provided by the petitioner and in consideration of the testimony made a part of the public hearing record at the March 21, 2004 Plan Commission meeting. Specifically, the report addresses the nine areas identified by the Plan Commission for additional information.

Building Elevations

The petitioner has submitted modified building elevational drawings. The exterior of the school remains a pre-cast structure. However, the petitioner has modified the south and east elevations to incorporate additional window treatments to break up the building mass and to tie it in with the existing church and school buildings. Reveals were also added to the elevations and the gymnasium building height was reduced by one foot.

As previously noted, staff still recommends that additional masonry be added to the east building elevation. While the petitioner is concerned about the additional development costs, staff notes that substantial relief is being requested for the corner side yard. The addition of the masonry component will break up the bulk of the building and will improve compatibility with the adjacent neighborhood.

With respect to the west elevation, the Commissioners requested additional information regarding the views and perspectives of the school from neighboring properties to the east. The petitioner's revised submittal does include some additional color palette changes. However, to further break up the building mass, staff recommends the inclusion of additional window treatments (either spandrel or regular windows) at the top of the gymnasium wall elevation. Locating the window elements at the top of the elevation will provide the greatest visual relief for neighbors (it will be above the fence line and any vegetation) while not impacting the gymnasium functions.

Campus Master Plan

The petitioner has prepared a ten-year campus plan for the site. Other than the school improvements depicted on the submitted plans made a part of the public hearing request, they are not requesting approval of any other improvements at this time. At the public hearing, they did express a longer-range desire to establish a child-care activity as part of their overall plan.

Staff notes that the Plan Commission is only being asked to consider the proposed improvements submitted as part of the petitioner's current public hearing request. Any other improvements, changes or modifications to their campus not included as part of this petition will need to be subject to an additional public hearing petition. As noted in the original report, staff recommends as a condition of approval that the use of the old school building shall be used exclusively for the capital plant, ancillary congregation meeting rooms, and storage purposes.

Landscape Plan

Staff originally suggested as a condition of approval that the petitioner shall also submit a revised landscape plan with the building permit application that will specifically denote the existing vegetation that will be preserved as part of the development as well as the additional plant materials proposed for the west side of the school property, consistent with Village Code.

The petitioner has submitted a detailed landscape plan for Plan Commission consideration. The plan, which includes plant species and material locations, includes foundation landscaping consisting of bushes, shrubs along the south and east elevations, and shrub hedgerows along the west property line. The existing tree stand southeast of the Senior Center is intended to remain and serves as an aesthetic enhancement to the Maple Street/Lincoln Avenue visual corridor.

Trash Enclosure

The petitioner has revised the location and design of the proposed trash enclosure area for the school. The new location of the enclosure will be farther from adjacent residences and will be made of similar materials as the school building. To ensure neighborhood compatibility and to incorporate the design of the enclosure area into the overall building plans, staff recommends the approval be tied to the aforementioned provisions and that trash pick-up shall not occur on the property prior to 8:00 a.m.

Stormwater Drainage

The petitioner has provided additional details regarding proposed drainage swales on the property to minimize stormwater run-off onto neighboring properties.

Staff reviewed the submitted plans relative to the concerns raised at the public hearing meeting. Staff notes that the storm restrictor will be placed at the property line immediately south of the school. As such, in the event that capacity for the vault system be exceeded, the additional stormwater would be discharged south of the school and would empty into the Ash Street and Lincoln Avenue storm drains. Based upon the design of the vault system, the area in which the vault exists will be able to absorb the rain water falling at the vault location (the additional stormwater would filter through the aggregate material placed around the vault). Therefore, upon approval of final engineering for the site, staff believes that the stormwater run-off will be satisfactorily addressed.

Green Space

The petitioner has revised their submitted plans, removing the concrete gathering area depicted on their earlier plans. Moreover, they also propose to remove existing impervious surfaces from the Senior Center driveway area.

To determine the appropriateness of this request, staff analyzed other religious institutions/schools in the Village for compliance with this provision. Additionally, staff also

looked at zoning relief granted in the recent past for other religious institutions in the Village. As Appendix A shows, many existing institutions are within the 60 percent range of lot coverage. Since the Village has granted relief from this requirement for several other infill sites in the Village, staff can support this provision as well, but suggests that the approval be conditioned to the submitted plans and that no less than thirty percent lot coverage.

Proposed driveway west of the Senior Center

The service driveway is intended to provide rear access to the school for selected deliveries and for emergency access purposes. The drive will be placed in the same location as the existing driveway, the existing garage on the premises will be razed and the new drive will extend the full length of the property. To further reduce the impact of the Maple Street driveway and to discourage its use, the petitioner is proposing to reconstruct the driveway using a grasscrete surface (i.e., a paver brick surface that is specifically designed to allow for grass to grow between the brick surface). The drive will also be reduced to twelve feet in width.

Staff finds this amendment to be acceptable as it will decrease the likelihood that the driveway will be used for any purpose other than its intended use as a service drive for the school. The proposed drive will generate less traffic activity than currently used by the Senior Center. To further address the concerns raised through the public hearing process, staff recommends as a condition of approval that a bollard be placed at the entrance to the driveway to limit non-essential traffic.

Additional Considerations

The petitioner is proposing to keep the proposed school building footprint essentially in accordance to the previously submitted plans. As such, the request zoning actions included within the public hearing request remain as-is.

FINDINGS AND RECOMMENDATIONS

The conditions of approval included below have been updated to include the amended plan submittal as well as additional comments offered as part of the IDRC report based upon the public hearing discussion.

With the comments and recommendations noted within this staff report, the proposed conditional use for a planned development is compatible with the surrounding land uses and is in compliance with the Zoning Ordinance and the recommendation of the Comprehensive Plan, as amended.

Based on the above considerations, 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 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 05-06, subject to the following conditions:

1. The petitioner shall develop the site essentially in accordance with site plan prepared by Legat Architects, Inc., dated February, 2005 and as amended by the petitioner's submittal dated April, 2005 and made a part of this request, except where amended by the conditions of approval.
2. That upon the opening of the new school, the existing school building shall be used exclusively for capital plant, storage purposes, offices and/or meeting space. Should the petitioner or any subsequent property owners seek to operate uses such as, but not limited to, day care facilities, pre-school activities or elementary school activities within the old school building, a conditional use amendment will be required.
3. That the requisite open space shall be provided in accordance with the submitted site plan and that the open space within the overall planned development shall not be lower than 30% of the overall planned development area.
4. That the petitioner shall apply for and receive a building permit for the proposed improvements. Said permit shall also include the following elements:
 - a. That the petitioner shall submit a photometric lighting plan for the property consistent with Village Code.
 - b. That the proposed trash enclosure shall be constructed of the same materials as the principal building and shall be designed consistent with Village Code.
 - c. That rooftop mechanical units shall be screened from adjacent residential properties.
 - d. That the petitioner shall satisfactorily address the comments included within the IDRC report.
 - e. That a Plat of Consolidation shall be submitted to the Village for review and approval consolidating the parcels on the west side of Lincoln owned by the petitioner into a single lot of record.

5. That the petitioner shall designate the following areas accordingly:
 - a. The proposed driveway located west of the recreation/senior center building shall be designated as a no parking lane.
 - b. The delivery/emergency access area shall be used for loading activities only and visitor parking shall not be allowed at this location.
 - c. The driveway shall be constructed of a grasscrete or comparable material, as determined by the Director of Community Development.
 - d. A collapsible bollard shall be placed at the driveway entrance with the final design and placement of the bollard subject to the Director of Community Development.
6. That the site shall be constructed and operated in conformance with the Lombard Village Code.
7. That the following changes be made to the building elevations:
 - a. The east elevation of the school building shall be modified to include a brick/masonry component, with the design subject to the review and approval of the Director of Community Development.
 - b. The west elevation shall include additional window treatments on the second level of the gymnasium building elevation, with the design subject to the review and approval of the Director of Community Development.
8. That trash collection shall not occur on the school property prior to 8:00 a.m.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

DAH:WJH:

c. Petitioner

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%

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.