

November 6, 2003

Mr. William J. Mueller,
Village President, and
Board of Trustees
Village of Lombard

Subject: **PC 03-33: Elmhurst Memorial Healthcare/Lombard Bible Church
Planned Development** (111 S. Park Avenue, 130 S. Main Street, 6 W.
Maple Street (Lombard Masonic Building), 10 W. Maple Street and 24
W. Maple Street)

Dear President and Trustees:

Your Plan Commission transmits for your consideration its recommendation regarding the above-referenced petition. This petition was heard at the October 27, 2003 Plan Commission meeting.

The petitioner requests that the Village of Lombard take the following actions in order to accommodate an outpatient medical office facility:

1. For the Lombard Bible Church Property, approve a map amendment rezoning the subject property from the R2 Single Family Residence District to the B5 Central Business District.
2. For the Lombard Bible Church Property, grant a conditional use for an existing religious institution.
3. For the entire subject property, grant a conditional use for a planned development with the following deviations and use exception within the B5 Central Business District:
 - a) A deviation from Section 155.416 (G) of the Lombard Zoning Ordinance allowing for an increase in the maximum building height from forty-five (45) feet to fifty (50) feet to accommodate a pitched roof;
 - b) Pursuant to Section 155.504 (D) of the Lombard Zoning Ordinance, allow for a deviation from Section 153.506 (C), Table 6.3 reducing the number of requisite parking spaces for an existing religious institution;

- c) Pursuant to Section 155.504 (C) of the Lombard Zoning Ordinance, allow for a deviation from Section 153.506 (B)(5)(d) of the Lombard Sign Ordinance to allow for more than one free-standing sign on any one parcel of property; and
 - d) Pursuant to Section 155.508 (B) of the Zoning Ordinance, allow a use exception to allow for the outdoor storage of an ancillary mobile technology medical vehicle.
4. Approval of a development agreement.

The petition was presented in PowerPoint format by Leo Fronza of Elmhurst Memorial Healthcare, Robyn Dermon of Health Futures Development Group, and John Mills of The Neenan Company. (A copy of the presentation is included at the back of this referral letter).

Mr. Fronza summarized the mission of Elmhurst Memorial Healthcare and its relationship with Lombard. He explained the community relations survey undertaken by the hospital and listed the different types of services that would be provided at the Lombard Health Center.

Ms. Dermon stated and explained the requested actions pertaining to the Lombard Bible Church property, i.e., rezoning to the B5 Central Business District, a conditional use for a religious institution, and a reduction in the number of requisite parking spaces.

Mr. Mills stated and explained the requested height and sign deviations for the Elmhurst Memorial Lombard Health Center property. He also explained the use and function of the proposed ancillary mobile technology medical vehicle. He went over the proposed site plans, landscape plans, interior building plans, and exterior building elevations in detail. Mr. Mills also presented an exhibit showing the building's relationship to Maple Street Chapel and a 3D animation of the proposed development.

Mr. Fronza concluded the presentation by restating all of the requested actions and briefly going over the building and site elevations.

Chairperson Ryan then opened the meeting for public comment. No one spoke in favor of or against the petition.

Chairperson Ryan then requested the staff report. Jennifer Backensto, Planner I, stated that both 130 S. Main Street and 6 W. Maple Street would be demolished and replaced with a three-story medical facility and parking lot. The parking lot will be combined with the existing parking lots at Lombard Bible Church and the municipal lot at 24 W. Maple (which will be purchased by Elmhurst Healthcare). There will be no changes to the Lombard Bible Church, however, it is included within the planned development because it will share parking and access with the medical facility.

The facility will be a three-story structure of 50,000 square feet in size. The first level will contain outpatient services. The second and third levels will have clinic and office space. Additional activities that will occur on site include X-ray and MRI imaging, physical therapy and laboratory space. The facility will have primarily daytime hours. No overnight medical treatment activities will occur on-site.

Ms. Backensto stated that there were a number of comments in the Inter-Departmental Review Report from Public Works, Private Engineering, and Building and Fire. These comments would need to be addressed prior to the issuance of any building permits, as stated in Condition 2.

The Long-Range Plan Map of the Comprehensive Plan recommends that the western portion of the property be used for public and institutional uses and the eastern portion of the property be used for mixed-use medium density residential and commercial uses.

Staff believes that the development as proposed will comply with the recommendations of the Comprehensive Plan. The library parking spaces and religious institution (including its parking) are considered public and institutional uses, as defined by the Plan. The medical facility and its associated parking are commercial uses in keeping with the office and outpatient medical care facilities that are permitted by right within the B5 Central Business District.

Ms. Backensto noted that outpatient medical offices and clinics are listed as a permitted use within the B5 District. As such, the requested actions are associated with the design elements as depicted in the petitioner's submittal.

The Lombard Bible Church property is currently located in the R2 Single-Family Residence District. This parcel, which is surrounded on three sides by B5 zoning, is the only portion of the block that is not zoned B5. Also, the Comprehensive Plan includes this area within Lombard's Central Business District. The B5 District permits religious institutions as conditional uses; therefore, the existing land use is compatible with both the proposed map amendment and the surrounding properties. (Similar map amendments were granted in 2002 to rezone the entire First Church of Lombard site at 220 S. Main Street from R2 to the B5A Downtown Perimeter District.) Lombard Bible Church has existed at this location for many years and there is no residential or overnight component to its activities. Previous public hearings for this property (for a building addition and a detached garage) have made mention of the existing religious institution, however, this conditional use is requested so that the use will be consistent with the provisions of the Zoning Ordinance.

Approval of a planned development will allow for more flexibility in developing the site as well as recognizing the uniqueness of this project and its site constraints. As a planned development with deviations, the site can be brought into closer compliance with the Zoning Ordinance. Staff supports the use of a planned development.

Although the height of the actual parapet wall is, at 42 feet, below the allowed maximum height, the requested deviation in building height from 45 feet to 50 feet would accommodate a pitched roof. Staff supports this request for a deviation because this architectural embellishment does not increase the intensity of the land use. Also, the petitioner has provided an exhibit demonstrating that the roof peak will be lower than the roof of the nearby Main Street Chapel, ensuring that the Chapel will remain the dominant visual element on Main Street.

Although the official allocation of parking spaces will change, the total number of onsite parking spaces will be increased by 17 spaces. In total, there will be 274 parking spaces within the planned development. Although the Zoning Ordinance would require Elmhurst Healthcare facility to provide only 100 parking spaces, they are designing the site for 204 spaces to ensure that the demands of the facility will be met. The Helen Plum Library will have 44 designated spaces on the western side of the parking lot. The deviation from the required number of parking spaces is strictly for the Lombard Bible Church. However, it is anticipated that the peak use times for Lombard Bible Church will continue to occur during non-peak hours for the medical facility, allowing for shared parking. This is similar to the way in which parking for the church currently functions and has functioned in the past. Given that there is ample parking in the area and that it would be impossible for the church to meet its parking demands solely on its property, staff is supportive of this request.

Ms. Backensto stated that the proposed medical facility would make occasional use of mobile technology, such as a portable MRI unit that could be pulled up along the western side of the building to allow direct access from the building to the MRI unit. Staff is supportive of this ancillary use, provided that no vehicle or equipment remains on the site overnight. She added that the Plan Commission may wish to amend this condition to allow overnight parking on weeknights, but not weekends.

She then referred to the traffic analysis performed by KLOA, which concluded that the proposed parking would be more than adequate to meet the needs of the development.

The petitioner has submitted building elevation plans as part of the submittal. The petitioner's three-story structure will be primarily comprised of a red brick masonry exterior in a prairie-style design. To break up the building mass, the eastern elevations are recessed and varying window treatments are proposed. These elements carry around on all sides of the proposed building to varying extents. The peaked roof elements and parapet wall are also intended to provide an additional design element. The petitioner has recessed the building about thirty feet off of the front property inline. In addition to providing for additional landscaping in front of the building, the recess will also allow the First Church of Lombard chapel to retain its visual prominence along Main Street.

Public Works is requesting funds for light standards and paver bricks that are similar to the established streetscape elements in the downtown area. The Village will install those right-of-way improvements in the coming year.

The petitioner has submitted a landscape plan. Included within the plan are parking lot and perimeter plantings consistent with code. In review of the plant materials, staff finds the landscape plan to be largely acceptable. In order to meet the parkway tree requirement, additional parkway trees must be planted along Maple Street and Park Avenue next to the parking lot. Upon review by Public Works, these trees may need to be planted in vaults.

The petitioner's project will utilize the existing parking spaces at the Village's Maple Street lot. To address the commuter parking issue, the petitioner and the Village are looking to create a new parking lot along East St. Charles Road at the former Hammerschmidt Property. The provisions associated with the relocation of the parking spaces will be considered as part of the development agreement. However, as the medical building will be located on an area separate from the existing commuter lot, the building construction and the creation of the new parking lot can occur simultaneously.

The proposed planned development would have a total of three freestanding signs – one at the corner of Main and Maple Streets for the medical facility, and two secondary signs for the medical facility and the Lombard Bible Church. These signs will be nearly 500 feet apart. As these signs are for two separate buildings with two distinct uses, staff feels that multiple freestanding signs are appropriate for this site. In 1999, the Village of Lombard granted a variation to allow multiple wall signs on the property at 6 W. Maple Street. This variation would be consistent with the previously granted zoning relief.

Ms. Backensto concluded by stating that staff recommended approval of the petition, subject to the conditions of approval noted in the staff report.

Chairperson Ryan opened the meeting for discussion among the Plan Commission members.

Commissioner Burke stated that it is a beautiful building, but the peak of the roof appears to be greater than 50 feet in height. William Heniff, Senior Planner, explained the height calculation formula contained within the Lombard Zoning Ordinance.

Commissioner Burke stated that the parking spaces provided for the library might be difficult to access with only one driveway off Maple Street and that the traffic exiting the lot could block traffic entering the lot. Ms. Dermon stated that they are negotiating with the library as to which spaces they would like and that there are a number of access points to the parking areas. She added that traffic conflicts should be minimal, as there would not be a large number of vehicles entering and exiting the lot at the same time.

Commissioner Sweetser asked what the hours of operation would be for the medical facility. Mr. Fronza stated that the urgent care component would generally be open from 9:00 a.m. to 10:00 p.m., seven days a week. The rehabilitation functions and physicians' offices would have less frequent hours, and the conference space would be used primarily in the evenings and on Saturdays.

Commissioner Sweetser asked if there would be any commuter parking in the proposed development. Mr. Heniff stated that there would not be any.

Commissioner Sweetser stated that she would like to see some trees along Park Avenue in addition to the parkway trees. Ms. Dermon stated that there are some existing trees there now that weren't shown on their landscape plan.

Commissioner Sweetser suggested that overnight parking for the mobile technology vehicle be restricted to weeknights. Chairperson Ryan questioned if there would be vandalism concerns if the vehicle were parked there any night. Ms. Dermon explained the lengthy setup process for the MRI unit, stating that they prefer to move the unit as little as possible and that the vehicle is secure.

Commissioner Sweetser noted that labels of the north and south elevations were reversed, and the east elevation does not show any protrusions. She asked about signage. Mr. Heniff stated that the petitioner had requested relief to allow more than one freestanding sign, and that any proposed additional signage beyond what is permitted by code would need to go before the Plan Commission for Site Plan Approval.

Commissioner Olbrysh stated that it is an attractive building that should blend in well with the neighborhood. He asked why the MRI unit is not being included within the new building. Mr. Fronza stated that the facility would not be able to support its own MRI unit, and that the mobile technology vehicles would also include CAT scan and other imaging equipment.

Chairperson Ryan stated that it should be made clear that the 50-foot height variation is for a peaked roof only, not to accommodate a fourth floor for the building. Ms. Dermon stated that the first floor of the building must be atypically high in order to accommodate medical equipment.

Commissioner Burke asked about the number of library parking spaces and how they would ensure that library patrons could use those spots. Mr. Heniff stated that there would be 38 designated spaces and 6 "floater" spaces. Ms. Dermon stated that although there is no way to ensure that library patrons park in library spaces and that medical facility patrons park in medical facility spaces, they are working with the library so that both parties are in agreement with the parking arrangements.

Commissioner Zorn asked what would happen during Lilac Time at Lilacia Park. Mr. Heniff stated that, once the development is established, the petitioner could look at making parking spots available during that week.

Commissioner Flint stated that this would be a great development for both Lombard and Elmhurst Memorial Healthcare. He asked about the grade change in the parking lot. Ms. Dermon stated that although the grade changes approximately 5 feet, the grading would be gradual.

Commissioner Sweetser stated that, overall, this is a fine looking project and the vision of all the participants should be admired.

After due consideration of the petition and the testimony presented, the Plan Commission found that the proposed subdivision and variation request complied with the standards of the Zoning Ordinance and the Subdivision and Development Ordinance. Therefore, the Plan Commission, by a roll call vote of 5 to 0, recommended to the Corporate Authorities **approval** of PC 03-33, subject to the following conditions, as amended:

1. Approval of this petition is contingent upon the sale of Village property at 10 W. Maple Avenue and 24 W. Maple Avenue and Village Board approval of a Development Agreement with the petitioner.
2. All site and building improvements shall be designed and constructed consistent with Village Code and shall also satisfactorily address the comments included within the IDRC report.
3. The site shall be developed substantially in accordance with the Proposed Site and Building Plans, prepared by Webster, McGrath, and Ahlberg, Ltd., dated September 24, 2003.
4. A total of four (4) parkway trees shall be provided along Maple Street and a total of five (5) parkway trees shall be provided along Park Avenue, adjacent to the parking lot. Trees must be planted in vaults if requested by Public Works.
5. No mobile technology medical vehicle may remain on the property overnight between Friday night and Sunday morning.
6. Accessible parking spaces shall be provided in compliance with the provisions of the Illinois Accessibility Code.
7. Refuse disposal areas shall be screened in accordance with Section 155.710 of the Lombard Zoning Ordinance.

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8. No more than three (3) freestanding signs shall be allowed on the property.

Respectfully,

VILLAGE OF LOMBARD

Donald Ryan
Chairperson
Lombard Plan Commission

DR:JB

attachments

c. Petitioner
Lombard Plan Commission

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