

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: October 18, 2004

FROM: Department of
Community Development

PREPARED BY: William J. Heniff, AICP
Senior Planner

TITLE

PC 04-31; 1501 S. Main Street (Christ the King Church): The petitioner requests that the Village take the following actions on the subject property:

1. Approve amendments to Ordinance 3055, which granted a conditional use for a religious institution and school on the subject property;
2. Approve a conditional use for a planned development, with the deviations as follows:
 - a. Landscaping Deviations:
 - i. A deviation from Section 155.705 (C) of the Zoning Ordinance requiring parkway trees along the 15th Street right-of-way;
 - ii. A deviation from Section 155.706 (C)(2)(a)(1) of the Zoning Ordinance requiring perimeter parking lot trees along the north side of the parking lot;
 - iii. A deviation from Section 155.706 (B)(2) of the Zoning Ordinance requiring parking lot islands to be dispersed throughout the parking lot.
 - b. Signage Deviations:
 - i. A deviation from Sections 153.213 and 153.219 (A) and (B) of the Sign Ordinance allowing for a manual changeable copy institutional sign of 50.5 square feet in size and 8 feet in height, where 32 square feet in size and 6 feet in height is permitted; and
 - ii. A deviation from Section 153.219 (D) of the Sign Ordinance allowing for two freestanding signs along 15th Street, where one freestanding sign is permitted.
3. Approve a variation from Section 154.306 (D) of the Subdivision and Development Ordinance pertaining to public improvements along the 15th Street right-of-way.
4. Approval of a development agreement for the subject property.

GENERAL INFORMATION

Petitioner: Christ the King Church
1501 S. Main Street
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 8.86 acres

Comprehensive Plan: Recommends Public and Institutional

Existing Zoning: R2 Single Family Residential District

Surrounding Zoning and Land Use:

North: Property zoned R4 (Single Family Residential) within unincorporated DuPage County and developed as single family residences

South: Property zoned R2 Single Family Residential and developed as single family residences

East: Property zoned R4 (Single Family Residential) within unincorporated DuPage County and developed as single family residences

West: Property zoned CR Conservation/Recreation District and developed as Manor Hill School, Glen Westlake Middle School, and Four Seasons Park

ANALYSIS

SUBMITTALS

This report is based on the following documents filed on September 23, 2004 with the Department of Community Development. The materials are provided in the submitted booklet entitled "Christ the King Church – Lombard, Illinois", dated September, 2004 prepared by the Development Team for Christ the King Parish, and included the following items:

1. Petition for Public Hearing.
2. Response to Standards.
3. Building Elevations, prepared by Plunkett Raysich Architects dated September 17, 2004.
4. Landscape Plan, prepared by Daniel Weinbach & Partners, LTD., dated July 14, 2004.

5. Signage package.
6. Engineering Plan, prepared by Patrick Engineering, Inc. dated September 17, 2004.
7. Plat of Survey prepared by Patrick Engineering, Inc. dated August 30, 2004.

DESCRIPTION

The petitioner is requesting zoning action to be granted in order to provide for a new parish center. They also propose to construct improvements to the existing parking lot and driveway access/egress as well as signage and landscape improvements, per the submitted plans.

As they propose future expansions for the school (conceptually shown on the submitted plans), 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.

INTER-DEPARTMENTAL REVIEW COMMENTS

PUBLIC WORKS

The Utilities Division of Public Works recommends that the following improvements be undertaken as part of this project:

1. Improve the grading of the shoulder, which may require the replacement of the existing culverts.
2. Replace the existing basin at the northeast corner of the property where the new storm sewer connects.
3. Additional comments will be provided upon submittal of the final engineering plans for the project.

ENGINEERING

From an engineering or construction perspective, the Private Engineering Services Division does not have any additional comments other than those noted elsewhere in the report. Additional comments regarding the proposed site development will be coordinated as part of the final engineering review and approval process.

FIRE AND BUILDING

The Bureau of Inspectional Services offers the following comments:

1. The building will have to meet the new 2000 International Codes for construction, along with any changes to the Village's Title XV Ordinances.
2. A separate fire sprinkler valve room with outside access only is required.
3. A hood and duct suppression system monitored by the fire alarm system will be required for the main kitchen.
4. In conjunction with the parish center addition, the chapel area shall be fully sprinklered as well.
5. The proposed Phase II school addition shall meet the building code requirements in effect at the time of construction of the addition.
6. Additional comments will be provided upon submittal of the full building plans.

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. West of the property is a public elementary school and community park. Religious institutions and elementary schools have historically been considered to be compatible with single family residential uses. Therefore, staff finds the use of the property to be compatible.

To ensure that the activities of the property do not create a burden upon the adjacent neighborhood, staff has worked closely with the petitioner in their site planning activities. These elements are noted later in the report.

Compliance with the Zoning Ordinance

Zoning History

The subject property has been a religious and educational institution ever since its annexation into the Village in 1988 (PC 88-11; Ordinance 3054). The Village approved the following actions concurrent with or subsequent to the annexation of the property into the Village:

- Ordinance 3055 granting conditional use approval for an existing church and school on the subject property;
- Ordinance 3056 approving a map amendment rezoning the property into the R-2 Single Family Residence District, subject to conditions;
- Ordinance 3270 approving a conditional use amendment to provide for an addition to an existing school, subject to conditions; and
- Resolution 41-91 approving a variation increasing the sign size for an institutional sign from 16 to 32 square feet, subject to conditions. (*Subsequent Sign Ordinance amendments make this relief no longer necessary*)

A condition of the Board's 1988 approval of the annexation, zoning and the conditional use is that the property owner would not object to a future special assessment for improvements along 15th Street.

Although several of the buildings have been built more recently zoning regulations were very different at the time these structures were built, which has created a number of variations under present codes. In order to bring the site into compliance, the petitioner has requested the following actions on the property:

Approve amendments to Ordinance 3055, which granted a conditional use for a religious institution and school on the subject property.

The site contains the church building, the school building and the rectory, which were initially constructed prior to the annexation of the property into the Village. The proposed building expansions and site improvements constitute a substantial change to the previous conditional use. Hence an amendment to the Ordinance 3055, based upon the proposed site plans is requested.

Approve a conditional use for a planned development.

Multiple principal buildings are only allowed on an R2 property 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 an 11,300 square foot addition to the existing church building. The addition 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 as well as a small chapel area for daily masses. The additional office space will allow the Church to relocate their office activities out of the rectory building.

Phase I will also include a reconstruction of the existing parking lot located east of the church and west of the school. This improvement will also include additional signage, curbing, landscaping and lighting, per Village Code. Lastly, to improve traffic flow into and out of the site, the Church is proposing to construct a new driveway entrance accessing to 16th Street.

Phase II will include an addition to the existing school as depicted in the submitted plan packet. While the Church does not know the uses associated with the expansion nor a 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. Staff is supportive of the proposed school addition as depicted on the site plan. However, staff suggests that the final approval of Phase II should be approved as part of a site plan approval application.

The proposed building additions and site improvements will meet the bulk requirements of the underlying R2 District.

Landscaping Deviations:

- i. A deviation from Section 155.705 (C) of the Zoning Ordinance requiring parkway trees along the 15th Street right-of-way;*
- ii. A deviation from Section 155.706 (C)(2)(a)(1) of the Zoning Ordinance requiring perimeter parking lot trees along the north side of the parking lot;*

The petitioner has developed a landscape plan for the site. As this development would constitute a major development, the Subdivision and Development Ordinance would require such landscape plantings. The petitioner requests this relief to the extent that it will not be required at the time of project construction. However, they are willing to make such landscape improvements once 15th Street is improved to full Village improvement standards. Staff can support this deviation, provided that the petitioner enters into a development agreement for the property, which will obligate the petitioner to make such improvements (or contributions) accordingly.

- iii. A deviation from Section 155.706 (B)(2) of the Zoning Ordinance requiring parking lot islands to be dispersed throughout the parking lot.*

The petitioner requests relief from this provision on the east side of their proposed parking lot. The parking lot services as a play area for students. The inclusion of the islands would decrease their flexibility of using such space. Moreover, the plantings and the islands could be damaged or destroyed if the east side of the parking lot is used as a playground area. The petitioner notes that the parking lot will meet the 5% island threshold as noted in the code, but the disbursement is not as required by code. Given the unique nature and use of the parking lot, staff supports this request.

Compatibility with the Sign Ordinance

Two signage deviations are requested along with their plan submittal, as follows:

- i. A deviation from Sections 153.213 and 153.219 (A) and (B) of the Sign Ordinance allowing for a manual changeable copy institutional sign of 50.5*

square feet in size and 8 feet in height, where 32 square feet in size and 6 feet in height is permitted;

The petitioner is proposing an institutional sign at the northeast corner of 16th Street and Main Street. This sign will denote the church name and will include a manual changeable copy reader board. This sign will replace the existing 32 square foot sign on the premises.

The petitioner is requesting additional height for the sign in order to ensure that the sign copy can be seen above the proposed plantings at the base of the sign. Staff supports this request.

With respect to the overall square footage, staff notes that Glen Westlake School has an approximate 36 square foot sign and Four Seasons Park has a 32 square foot sign. The proposed sign is similar in nature to the neighboring signs as depicted on the sign elevation plans, but at a larger square footage. The proposed shape of the sign increases the overall square footage beyond the actual surface area of the sign and much of the sign area will not contain text. However, staff has recommended to the petitioner that the overall square footage of the sign could be reduced accordingly. At the time of the writing of this report, the Church was reviewing the sign plan to meet staff's request – they will provide the Plan Commissioners and the Board with a revised sign package before or at the Plan Commission meeting.

ii. A deviation from Section 153.219 (D) of the Sign Ordinance allowing for two freestanding signs along 15th Street, where one freestanding sign is permitted.

The petitioner requests relief to allow for two freestanding signs along 15th Street. One sign will state "Christ the King School" while the other will state "Christ the King Church". They will be located at the respective driveway entrance into each use. Staff supports this deviation, as it is informational in nature and aids visitors and motorists as to the use of the respective buildings. Moreover, if each of the uses were separate distinct uses, the signs would be permitted by right. However, as they are on the same lot of record, the relief is required. However, staff supports this deviation request, provided that the signs do not exceed 32 square feet in sign surface area.

The petitioner's submitted plan also depicted smaller directional/informational signs of 6.3 square feet. The petitioner has agreed to reduce the signs to 6 square feet, consistent with Village Code.

Compliance with the Subdivision and Development Ordinance

The petitioner is also seeking relief from the variation from Section 154.306 (D) of the Subdivision and Development Ordinance pertaining to public improvements along the 15th Street right-of-way. As noted earlier, 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 Ordinance would require provisions for streetlights, parkway landscaping and public utilities. A public sidewalk would also be required. The subject property has full public

improvements along 16th Street and Main Street, but 15th Street is an underimproved roadway, serving the church and school on the south and unincorporated properties to the north. As noted in the original annexation request, the Board conditioned the annexation of the property to a provision that the church would contribute to a future special assessment for 15th Street.

If the full provisions of the Subdivision and Development Ordinance were applied to the property, the petitioner has represented that they would not be able to proceed with their expansion plans. However, to satisfactorily address their needs with the requirements of the Village, staff suggests that the terms and nature be addressed through a companion development agreement. This agreement would be consistent with the intent of the 1988 agreement that did not require full street improvements at that time but puts into place a provision to obligate the petitioner at a later date and upon a request by the Village, for public improvements along 15th Street. The Village Board will review this agreement.

Other Site Considerations

Traffic

The petitioner is proposing to construct a new access driveway into the site from 16th Street and aligning with Charlotte Court. The intent of this drive is to allow for a more efficient traffic flow into and out of the site. Main Street has a raised median and 15th Street is a one-way westbound road. Right now, visitors from the north frequently U-turn at the traffic light at 16th Street to access the property. The proposed access drive will remove this undesirable movement and will allow for better traffic flow into the site. When masses end, vehicles will be able to proceed to the traffic light at 16th and Main, rather than creating excessive queues on 15th Street.

Staff had the Village's traffic consultant review the proposed reconfigurations – their review and analysis is attached for reference.

Parking

The site currently has 188 parking spaces 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 petitioner proposes to have 191 spaces on site as part of the Phase I development and 216 spaces once Phase II is completed.

Building Elevations

The petitioner has submitted a materials board and building elevations for the project. The exterior façade of the addition will be masonry construction with brick material and color similar in style to the existing church building. The proposed addition will be constructed in an area with a substantial grade change. Therefore, from the east the structure will appear as a two-story addition while from the south and west, it will appear to be a one-story addition. As many of the

parishioners will enter the church from the east side of the building, they have modified the elevations of the church entrance accordingly.

Lighting

Three light poles along the north side of the parking lot currently light the parking lot. They will be adding additional lighting as needed. The proposed lighting will meet the lighting requirements as required by the Zoning Ordinance.

Environmental Issues

The southern portion of the property is encumbered by both floodplain and wetland areas. The petitioner has been working with staff to address the development issues on site and any impacts the development may have on this area. The petitioner's plan will create a modified detention basin south of the parking lot, which will alleviate stormwater storage within the existing parking lot. They will also need to receive approvals from DuPage County for modifications to their site that are near or in one of the small wetland areas on their property.

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 therefore, I recommend to the Corporate Authorities **approval** of the requests associated with PC 04-31, subject to the following conditions:

1. The site shall be developed substantially in accordance with the site plans prepared by Building Elevations, prepared by Plunkett Raysich Architects dated September 17, 2004. The Landscape Plan, prepared by Daniel Weinbach & Partners, LTD., dated July 14, 2004, Signage package included as part of the petition and the Engineering Plan, prepared by Patrick Engineering, Inc. dated September 17, 2004.
2. All comments in the Inter-Departmental Review Committee Report shall be satisfactorily addressed as part of a building permit application.
3. That the petitioner shall enter into a development agreement with the Village for the subject property. Said agreement shall address the future obligations of the Church relative to the public improvements along 15th Street.

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4. That the Phase II development shall be submitted to the Lombard Plan Commission for site plan approval prior to construction.
5. Other than the signage relief approved as part of this petition, all other signage shall meet the area and height requirements as noted within the Village Sign Ordinance.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

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