

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: June 21, 2004

FROM: Department of
Community Development

PREPARED BY: Jennifer Backensto
Planner I

TITLE

PC 04-07; 309 & 315 W. St. Charles Road: The petitioner requests that the following actions be taken on the subject property:

1. Approve a map amendment from the B2 General Neighborhood Shopping District to the B5A Downtown Perimeter District;
2. Approve a conditional use for drive-through services;
3. Approve a conditional use for a planned development with the following signage deviations:
 - a) A deviation from Section 153.208 (H) of the Lombard Sign Ordinance to allow for a freestanding sign within the clear line of sight area
 - b) A deviation from Section 153.239 (F) of the Lombard Sign Ordinance to allow for wall signs to be displayed in conjunction with window signs;
 - c) A deviation from Section 153.508 (B) (5) (b) (1) of the Lombard Sign Ordinance to allow for a freestanding sign of 47 sq. ft. where a maximum of 20 square feet is permitted;
 - d) A deviation from Section 153.508 (B) (5) (c) (1) of the Lombard Sign Ordinance to allow for a freestanding sign of 8 feet 3 inches in height where a maximum of 6 feet is permitted;
 - e) A deviation from Section 153.508 (B) (17) (b) of the Lombard Sign Ordinance to allow for two 100-square foot wall signs where a maximum of 50 square feet is permitted;
 - f) A deviation from Section 153.508 (B) (17) (c) of the Lombard Sign Ordinance to allow for a total of eight (8) wall signs where one sign per street front exposure is permitted;
4. Approve a variation from Section 155.417 (J) and Section 155.508 (C) (6) (b) of the Lombard Zoning Ordinance to reduce the transitional building setback from 20 feet to 12 feet to allow for a drive-through canopy;
5. Approve a variation from Sections 155.417 (K), 155.508 (C) (6) (b), and 155.707 of the Lombard Zoning Ordinance to reduce the transitional landscape yard from 10 feet to 0 feet;
6. Approve a variation from Section 155.508 (C) (6) (a) of the Lombard Zoning Ordinance to allow for a 9-foot front yard setback on the perimeter of a planned development where a 30-foot front yard is required in the abutting R4 Limited General Residence District; and
7. The petitioner also requests Site Plan Approval authority to the Lombard Plan Commission.

GENERAL INFORMATION

Petitioner: Bradford Real Estate
1 N. Franklin
Chicago, IL 60606

Property Owner: MacIntyre & Kehoe
309-315 W. St. Charles Road
Lombard, IL 60148

Relationship of Petitioner: Contract Purchaser

PROPERTY INFORMATION

Existing Land Use: Gas station; office building

Size of Property: Approximately 1.06 acres

Comprehensive Plan: Recommends Central Business District – Mixed Use Area

Existing Zoning: B2 General Neighborhood Shopping District

Surrounding Zoning and Land Use:

North: R4 Limited General Residence District – multi-family and single-family homes

South: Union Pacific Railroad Tracks; R2 Single-Family Residence District – Sacred Heart

East: B5 Central Business District – strip shopping center

West: R4 Limited General Residence District – single-family home

ANALYSIS

SUBMITTALS

This report is based on the following documents filed on May 18, 2004 with the Department of Community Development:

1. Petition for Public Hearing.
2. Response to Standards.
3. ALTA/ACSM Land Title Survey, prepared by Lambert & Associates, dated May 13, 2004.
4. Site Plan, prepared by Arcline Associates, Ltd., dated January 26, 2004 and last revised May 17, 2004.

5. Site Plan Overlay, prepared by Arcline Associates, Ltd., dated May 17, 2004.
6. Landscape Plan, prepared by Arcline Associates, Ltd., dated May 14, 2004 and last revised May 17, 2004.
7. Photometric Plan, prepared by Arcline Associates, Ltd., dated May 17, 2004.
8. Monument Sign Elevations, prepared by Arcline Associates, Ltd., dated May 17, 2004.
9. Color Building Elevations, prepared by Arcline Associates, Ltd., dated April 9, 2004 and last revised May 17, 2004.

DESCRIPTION

The petitioner proposes to demolish the existing office building and gas station structures for the purpose of constructing a Walgreens store with a drive-through window. The petitioner is requesting approval of a map amendment to the B5A Downtown Perimeter District, as well as conditional use approvals for drive-through services and a planned development with deviations and variations.

Although not a part of the public hearing request, staff is also developing a companion development agreement that will be heard before the Board of Trustees.

INTER-DEPARTMENTAL REVIEW COMMENTS

Public Works

Public Works has no comments at this time.

Private Engineering Services

From an engineering or construction perspective, PES has the following comments:

- An 8" watermain shall be looped in front of the building, it shall run from St. Charles Rd. south along the east side of the building and then out to Elizabeth St.
- Where is the stormwater detention vault or facility going to be placed? If an underground system is proposed it shall be located out side of the drive isles where a fire truck could put down it's outriggers.
- The Siamese connection shall be on the front of the building and a fire hydrant shall be placed within 75ft of it.
- The fire suppression and domestic services shall be separate and each shall run from the watermain to the building.

Building and Fire

The Fire Department/Bureau of Inspectional Services has the following comments:

We require by ordinance an outdoor-only access to the fire sprinkler valve room. Due to limited access to the back of the building, we suggest that this room access and the Fire Department Connection be located on the east side of the building closest to the back of the building. We would like to see the Fire Department connection (siamese connection) be located at the front of the building near the front entrance. Also, the nearby landscape area will be an ideal location for the fire hydrant location that is required near the siamese connection.

Planning

Compatibility with the Comprehensive Plan

The Comprehensive Plan recommends that the subject property be developed as part of the Central Business District – Mixed Use Area. The proposed Walgreens store would incorporate streetscape improvements and off-street parking elements that are suggested in the Comprehensive Plan, as well as providing a commercial use that is mutually supportive of both neighboring residential and commercial land uses. The proposed building design is also in compliance with the recommended image appearance criteria for the Central Business District. Therefore, this petition is consistent with the provisions of the Comprehensive Plan.

Compatibility with the Surrounding Land Uses

The property is bordered by commercial uses to the east, railroad tracks to the south, and R4-zoned residential uses to the north and west. Staff finds that the proposed use is compatible with surrounding land uses for the following reasons:

- The property has historically been developed with commercial uses.
- The proposed building and activities are closer to Elizabeth Street than the existing commercial uses;
- There will be a solid masonry wall between the subject property and the residential property to the west;
- The building has been designed with residential design elements for aesthetic compatibility; and
- The area is within the Central Business District – Mixed Use Area.

Compatibility with the Sign Ordinance

Building Signage

The following wall signage is proposed:

	Permitted in B5	Permitted in B2	Proposed
"Walgreens" (2)	Two 50 sq. ft.	Two 100 sq. ft.	Two 100.16 sq. ft.
"Pharmacy" (2)	-	-	Two 19.25 sq. ft.
"1-Hr Photo" (2)	-	-	Two 21 sq. ft.
"Drive Thru Pharmacy" & Arrow	-	-	One 24.75 sq. ft.
"Drive Thru Pharmacy"	-	-	One 2.5 sq. ft.
Total Wall Signs	2	2	8

Also proposed are window signs, including a neon mortar and pestle logo. As this Walgreens is more oriented towards automobile traffic and has significantly more street frontage than most other downtown businesses, staff is supportive of the requested wall sign variations. However, given the relief for increased size and numbers for wall signage, there is no reason to allow additional window signage to be displayed in conjunction with the wall signs. It is staff's opinion that eight wall signs on the building should be adequate to serve the petitioner's needs, as this sign package is typical of that found on other Walgreens stores.

Freestanding Signage

The proposed monument sign within the clear line of sight area is 8'3" high and 47 square feet, where code restricts freestanding signs to 20 square feet and 6 feet in height. Staff supports the request to place the sign within the clear line of sight area, as the sign should not negatively impact traffic sight lines because most of the functional clear line of sight area at corner of the property was dedicated as public right-of-way in 1998.

Staff can also support the requested variation to increase the size of the monument size. The primary sign panel is 24 square feet, where 20 square feet is the maximum permitted by code. The proposed manual reader board would add an additional 22-square foot sign to the bottom of the primary sign panel. Staff feels that the addition of a manual reader board is justified, given that such signs are commonplace for pharmacies in and beyond Lombard. Both of these signs have minimum letter heights of approximately six to eight inches, which is the minimum height recommended for visibility on four-lane roads with traffic speeds of 25 miles per hour.

Although the total area of the combined signs is 47 square feet, this would not be incompatible with existing signage on adjacent properties. The shopping center immediately east of the subject property has a freestanding sign that far exceeds the 20 square foot maximum. In the future, staff will seek to have this sign replaced with a smaller monument sign, but a variation for sign area will still be necessary in order to accommodate all of the businesses in the shopping center. Since there is and will continue to be a larger freestanding sign at the southeast corner of Elizabeth and St. Charles, staff can support a variation in sign area for the subject property.

However, staff does not feel that there is any justification for an increase in the permitted height of the monument sign. The proposed monument sign is 8'3" high where 6 feet is the maximum permitted by Code. As more and more bulk is added to the sign, the potential for impairing sight lines increases. Staff therefore cannot support any increase to the height of the freestanding sign. Furthermore, staff suggests that the entire sign structure (including elements outside of the sign cabinet area) should be limited to no more than 10 feet in width.

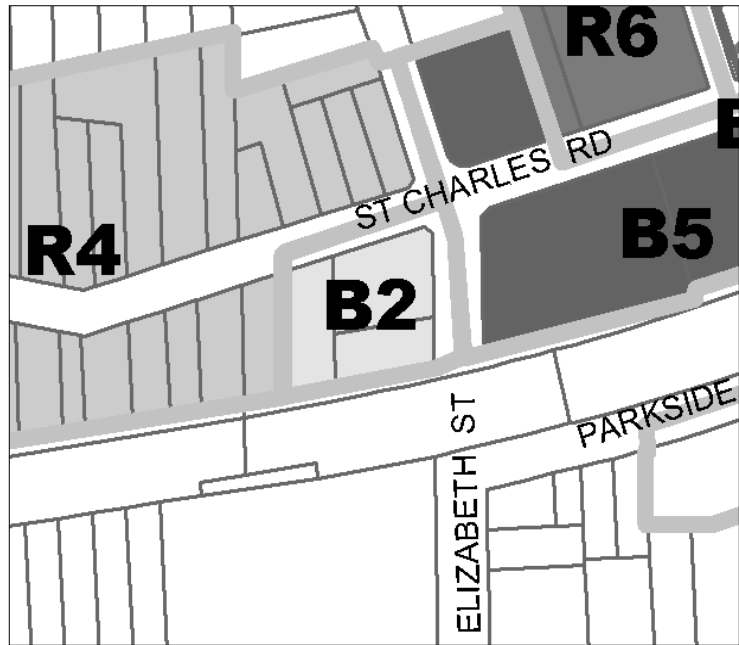
Compatibility with the Zoning Ordinance

Rezoning

The site is presently an "island" of B2 zoning surrounded by the B5 and R4 districts. The property as it is currently developed does not fit the regulations of the underlying B2 District, including nonconformities relating to the front yard setback, interior side yard setback, transitional building

setback, and transitional landscape yard (see chart on following page). Rezoning the property to B5A will bring the site into closer compliance with the Zoning Ordinance.

Also, the B5A Downtown Perimeter District was created to serve as a buffer from the higher-intensity B5 Central Business District. Unlike the B5 District, B5A addresses the proximity of commercial uses to residential uses. In this case, B5A zoning will allow the site to continue the pedestrian feel of the Central Business District while also maintaining building setbacks and scale that are more compatible with the adjacent R4 District.



	Required in B2	Existing	Proposed	Required in B5A
Front Yard Setback	30 feet	13 feet	20 feet (building) 9 feet (canopy)	None
Corner Side Yard Setback	30 feet	40 feet	107 feet	None
Interior Side Yard Setback	10 feet	5 feet	21 feet (building) 12 feet (canopy)	None
Rear Yard Setback	20 feet	62 feet		None
Building Height	2 stories or 30 feet	1 story	1 story - 29 feet (33'4" peak, 24'8" eave)	2 stories or 30 feet
Open Space	10%			None
Transitional Building Setback	20 feet	5 feet	21 feet (building) 12 feet (canopy)	20 feet
Transitional Landscape Yard	10 feet	0 feet	1.5 feet	10 feet
Off-Street Parking	4 spaces per 1,000 sq. ft.		4 spaces per 1,000 sq. ft.	4 spaces per 1,000 sq. ft.

Conditional Use – Drive-Through Services

The proposed drive-through window on the west side of the building would be compatible with the surrounding commercial uses. A number of other drive-through facilities are located within the downtown, including Fifth Third Bank, TCF Bank, and West Suburban Bank.

Precautions must be taken to minimize any visual or auditory impact on the neighboring property. The drive-through will be screened from the neighboring residential property by a solid, 6-8 foot high masonry wall. If the neighboring property owner does not wish to grant a construction easement for the erection of a wall, a board-on-board-fence may be substituted.

To prevent light spillover, all light fixtures on the western side of the building should be placed below the height of the wall/fence. Also, any lighting in the drive-through canopy should be recessed so as not to protrude below the bottom of the canopy.

Conditional Use – Planned Development

By creating a planned development, this provides the petitioner with greater design flexibility while providing the Village with a mechanism to review and approve the design elements associated with the petition. Staff is supportive of the planned development request.

On the perimeter of planned developments, the building setbacks are required to be no less than those of the adjacent zoning districts. In this case, the required front yard setback would be 30 feet due to the adjacent R4-zoned property. The petitioner is requesting a variation to this requirement in order to accommodate a covered walkway, which is 9 feet from the property line at its closest point. Although earlier site plans showed the building at a 20-foot setback, staff did not believe that the building's flat, masonry walls would be compatible with the surrounding area. Staff believes that the covered, pitched-roof walkway is a worthwhile design element. Furthermore, given that the existing office building is only 13 feet from the front property line, the impact of the proposed variation would be negligible.

Transitional Yard

Although the transitional yard will not be eliminated entirely, its narrow width (1.5 feet) prevents full compliance with the required transitional landscape yard improvements (shade trees, shrub rows, etc). Currently, the existing office building is set back only 5 feet from the neighboring property and there is no transitional yard. In addition to providing a transitional yard, the proposed site plan would increase the building setback to 12 feet. The building wall will actually be 21 feet from the property line, however, the 12-foot setback would accommodate a canopy for the drive-through. As this proposal would greatly increase the amount of space between the residential and commercial uses, staff supports the requested transitional yard variations.

Parking, Circulation, and Traffic

The proposed project will meet the required number of parking spaces for retail uses (four spaces per 1,000 square feet of floor area). This site plan assumes the vacation of a surplus portion of the Elizabeth Street right-of-way, which is necessary to meet parking and perimeter landscaping requirements. In the event the right-of-way vacation does not proceed, this site plan will not be functional.

To better estimate what impact this development will have on the surrounding roadways, the Village's traffic consultant Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA) has performed an evaluation of the proposed project. Although KLOA will present their findings in detail at the Plan Commission meeting, a draft copy of the preliminary traffic study is included as Appendix A for reference purposes.

The petitioner has largely modified the proposed site plan to comply with KLOA's recommendations, which include a full-access driveway and an entrance-only drive-through lane on St. Charles Road, in addition to two, one-way access drives on Elizabeth Street. The proposed Walgreens is anticipated to be a relatively low peak-hour traffic generator. Pass-by traffic will also account for a number of trips, which further reduces the amount of trips generated by the Walgreens store itself.

KLOA recommends that the site function in a one-way, counterclockwise fashion to accommodate vehicle and delivery truck movements. With optimization of the traffic signals along St. Charles Road, the existing roadways can accommodate traffic generated by the proposed development.

Image and Appearance

In accordance with the recommendations of the Comprehensive Plan, staff has been working with the petitioner for several months to develop building elevations that are both compatible with the surrounding neighborhood and aesthetically pleasing. The proposed elevations combine the typical design for Walgreens stores with more residential, "neighborhood"-style architectural elements to soften its appearance. These elements include the extensive use of brick instead of cast stone, as well as a covered walkway with a pitched roof.

Staff suggests that the smoothface cast stone shown on the upper portion of the building be replaced with the same rockface cast stone that is used on the lower portion of the building. This will avoid an appearance of concrete block that would detract from the overall design and quality of the building.

Also, staff would prefer a clock in place of the keystone window over the building entrance, as was done for the Walgreens on Roosevelt Road in Glen Ellyn.

Glen Ellyn Walgreens



Other Concerns

This property will function as a gateway to downtown Lombard. With that in mind, the petitioner has agreed to improve the general appearance of this property and its surroundings by burying the overhead utility lines. Additionally, the petitioner will use the same materials as used for the Walgreens store to construct the base for a “Welcome to Downtown Lombard” sign.

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:

Based on the submitted petition and the testimony presented, the requested relief complies with the standards required by the Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission accept the findings and recommendations of the Inter-Departmental Report as the findings of the Plan Commission and I recommend to the Corporate Authorities **approval** of PC 04-07, subject to the following conditions:

1. The petitioner shall develop the site in accordance with the plans prepared by Arcline Associates, Ltd., last revised June 11, 2004 and submitted as part of this request;
2. The petitioner’s building improvements shall be designed and constructed consistent with Village Code and all also address the comments included within the IDRC report;
3. The petitioner shall submit a Plat of Consolidation prior to receiving any building permit;
4. The petitioner shall pay for and install a solid masonry wall along the western property line, no greater than eight (8) feet and no less than six (6) feet in height. Design of the wall is subject to the approvals of the Director of Community Development and the property owners at 321 W. St. Charles Road. In the event the neighboring property owner is unwilling to grant a construction easement, a board-on-board fence shall be constructed;
5. The site shall have a one-way, counterclockwise circulation pattern;
6. The lighting plan shall be modified as follows:
 - a.) All light fixtures on the west side of the building shall be mounted at a height no greater than the wall along the western property line;
 - b.) All light fixtures on the drive-through canopy shall be recessed so as not to be visible from adjacent properties;

7. The signage plan shall be modified as follows:
 - a.) The eight (8) red, channel letter signs noted on the exterior elevations shall be approved;
 - b.) The requested variations for a 47-square foot freestanding sign within the clear line of sight area shall be approved;
 - c.) No neon sign shall be visible on the exterior of the building; and
 - d.) All other signage relief shall be denied; and
8. The building elevations shall be modified as follows:
 - a.) The windows at the northeast corners of the covered entry shall be replaced with an analog clock or compatible architectural element, subject to the approval of the Director of Community Development; and
 - b.) The smoothface cast stone noted on the elevations as “3b” shall be replaced with the same rockface cast stone noted as “3a.”
9. Approval of the submitted plans shall be subject to the Corporate Authorities of the Village of Lombard vacating a portion of Elizabeth Street immediately adjacent to the subject property that has been deemed surplus right-of-way.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

DAH:JB:jd

Appendix A – Preliminary Traffic Study

Attached is a preliminary traffic study performed for the Walgreens at the southwest corner of St. Charles Road and Elizabeth Street, minus all charts and figures. (The final traffic report was not yet available at the time the staff report was written.) The final study shall be submitted to the public record and presented by staff members of KLOA at the public hearing.