

# PLAN COMMISSION

## INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

BLUESTONE – N. COLUMBINE AVE. (IL-53) AND W. NORTH AVE. (IL-64)

DECEMBER 21, 2015

PC 15-23

### Petitioner

Bluestone Single Tenant  
Properties, LLC  
400 N. Michigan Ave. Suite 800  
Chicago, IL 60611

### Property Owner(s)

John C. Robinette  
05560 Route 83  
Oakbrook Terrace, IL 60181;  
Michelle Logan  
715 Columbine Avenue  
Lombard, IL 60148; and  
Pius Newell  
2825 N. Lakewood Avenue  
Chicago, IL 60657

### Property Location

505-537 W. North Avenue and  
715-733 N. Columbine Avenue  
(Trustee District #1)

### Zoning

B2 and R2

### Existing Land Use

Vacant land and Residential

### Comprehensive Plan

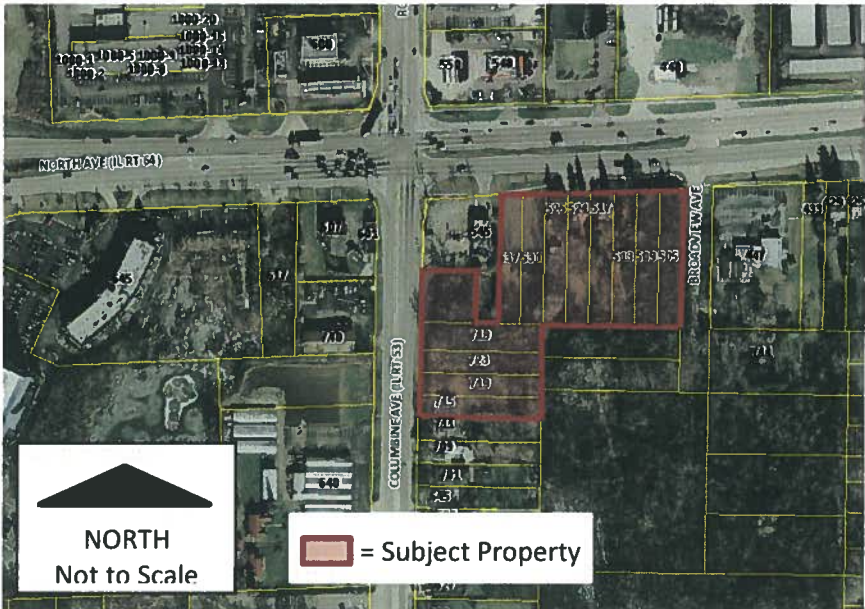
Community Commercial

### Approval Sought

Rezoning, conditional uses,  
deviations, and variation

### Prepared By

Jennifer Ganser  
Assistant Director



LOCATION MAP

### PROJECT DESCRIPTION

Bluestone Single Tenant Properties has the above properties under contract with plans to develop a 7,200 square feet gas station/convenience store, 42 passenger vehicle parking stalls, 10 multi-product fueling dispensers (which provides 20 fueling positions), and 5 commercial fueling lanes. The current Burger King restaurant will remain and is not part of the development proposal. This would be the first diesel fueling center in Lombard, accommodating commercial vehicles. Bluestone has had preliminary discussions with IDOT on the driveways and has met with DuPage County regarding the wetlands on the property.

### APPROVAL(S) REQUIRED

The petitioner requests that the Village take the following actions on the subject property located within the B2 General Neighborhood Shopping Zoning District and R2 Single-Family Residence Zoning District:

1. Approve a Map Amendment rezoning the entire property to the B2 General Neighborhood Shopping Zoning District; and
2. Approve a conditional use for a planned development with the following companion conditional uses and deviations as follows:
  - a. A conditional use pursuant to Section 155.414 (C)(8) of the Lombard Zoning Ordinance for gasoline sales;
  - b. A deviation pursuant to Section 153.504 (B)(5)(d) to allow for two (2) freestanding signs on one parcel of

## PROJECT STATS

### Proposed Lot & Bulk

Parcel Size: 4.3 acres  
188,800 sq. ft.

Proposed  
Building Area: 7,217 sq. ft.

Lot Coverage: 58% (<90%)

### Req'd Setback & Lot Dimensions – (Proposed)

Front: 30' (40' pumps;  
145' building)

Side: (east) 10' (80')

Side: (west) 10' (182')

Rear: 20' (30')

Lot Width: 100' (400')

### Submittals

1. Petitions for public hearing, dated September 15, 2015;
2. Project narrative with response to standards for a planned development and Conditional Use, dated November 17, 2015;
3. Traffic Impact Study, prepared by Kimley Horn and Associates, Inc. dated June 2015, revised October 2015; and
4. Preliminary Engineering & Survey, prepared by Kimley Horn and Associates, Inc. dated September 14, 2015.

property, where one (1) is allowed;

- d. A deviation pursuant to Section 153.504 (B)(5)(b) to allow for the sign surface area to be forty-nine (49) square feet, where thirty (30) square feet is allowed, for each freestanding sign;
- d. A deviation pursuant to Section 153.223 (E) to allow for a motor fuel reader board at twenty-four (24) square feet, where nine (9) square feet in area, is allowed, for each freestanding sign;
- e. A deviation pursuant to Section 155.414 (J) for the transitional yard setback to be seven feet (7'), where ten feet (10') is required; and
- f. A variation pursuant to Section 154.306 (D)(3)(b) to omit the sidewalk requirement on Broadview Avenue, where it is otherwise required for a Major Development .

## EXISTING CONDITIONS

The subject properties located at 505, 509, 513, 531 and 537 W. North Avenue (IL Route 64); 719, 723, 729 and 733 S. Columbine Avenue (IL Route 53) are currently vacant. The properties located at 517 W. North Avenue, 521 W. North Avenue, 525 W. North Avenue and 715 N. Columbine Avenue are improved with single-family residences.

## INTER-DEPARTMENTAL REVIEW

**Building Division:** The Building Division has no issues or concerns regarding the project at this time. A full review will be conducted during the building permit process.

**Fire Department:** Initial site improvement review and comments were the following

- a mountable curb is required at the west entrance to the site off of North Avenue;
- fire hydrant placement and relocations; and
- overhead power line installations that impact the south entry access road need to meet the minimum street or alley height requirements.

These changes will not impact the site plan.

**Private Engineering Services (PES):** PES has the following comments:

- A copy of the IDOT permit is required for Village PES approval. PES is aware this permitting process has already started.
- There is a wetland and associated buffer on the property and will require special management area review and confirmation by DuPage County the development complies with those parts of the County Stormwater Ordinance.
- Commercial driveway radius can be no larger than 15-ft.
- Maximum commercial driveway width at the property line is 35-ft.
- Sidewalks shall be installed along IL 53 along the frontage of the property along with the east side of Broadview Avenue.
- Curb shown along Broadview should follow the Village's curb and gutter detail, not IDOT's.
- The sidewalk between the truck fueling and car fueling areas should be set back from the back of curb enough to allow for grass or plantings to survive. A suggestion is to center the sidewalk or have it adjacent to the back of curb in the area between the curbs.
- Landscape islands should be a minimum of 7-ft wide (back of curb to back of curb) and 120-SF minimum in area.
- Additional comments will be forthcoming during final engineering review.

**Public Works:**

The Department of Public Works has the following comments on the subject petition:

- As a major subdivision and major development, improvements are required to adjacent Village-owned right-of-ways per §154.304 and 154.306. Broadview Avenue is in poor condition and was not constructed with the intent of carrying the truck loading as is proposed. Therefore, the petitioner shall reconstruct the roadway, including sub-base and base, to the Village's heavy-duty pavement standard. The DPW would support waiving the typical requirement for sidewalk and street lighting on Broadview Avenue but parkway trees are required along Broadview Avenue and Columbine Avenue, and sidewalk is also required along North Avenue. These trees may be, as currently proposed on the plans, placed just inside the property line provided that they are in an easement dedicated to the Village for such purpose and of a size and species for parkway trees per Village Code.
- To further reduce the impact to the neighboring residential properties and wetland, it is suggested that the site lighting levels be reduced to a minimum level for security when/if the facility is closed for business.
- The Village's standard specifications shall be incorporated into the plans.

**Planning Services Division:**

**1. Surrounding Zoning & Land Use Compatibility**

	<b>Zoning Districts</b>	<b>Land Use</b>
<b>North</b>	B4	Gas station/fast food restaurant and hotel
<b>South</b>	CR and R2	Broadview Slough Park
<b>East</b>	CR and R2	Broadview Slough Park, church, and single family residence
<b>West</b>	B4 and R1	Motor vehicle service (B4) and legal non-conforming contractor office with outdoor storage and billboard; legal non-conforming nursery (R1)



The B2 General Neighborhood Shopping District is intended to provide convenience shopping for persons residing in adjacent residential areas, and to permit only such uses as are necessary to satisfy those basic shopping needs which occur daily or frequently. This can require businesses in relative proximity to places of residence, and therefore staff finds the project is consistent with the zoning and land use of the surrounding properties.

## 2. Comprehensive Plan Compatibility

A gasoline sales establishment conditional use is consistent with the Comprehensive Plan's recommendation of community commercial uses for the site. Below is an excerpt from the Village of Lombard 2014 Comprehensive Plan, Areas of Concern Section. The proposed gas station and convenience center would therefore be consistent with the Comprehensive Plan.

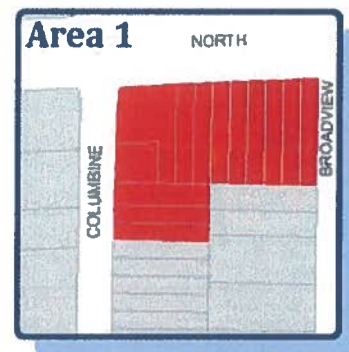
The petitioner requests the site be rezoned to B2, which is also consistent with the Comprehensive Plan.

### Area 1: SE Corner North Avenue & IL Route 53

**Background:** This area is located at the southeast corner of North Avenue and Route 53. It is currently improved with a Burger King, three single family homes and nine vacant lots.

**Current Zoning:** B2 – Neighborhood Shopping District and R2 – Single-family Residential District

**Current land Use:** Commercial, single-family residential, and vacant lots



**1998 Plan Recommendation:** Commercial and Low Density Residential

**Recommended Action:** Reclassify the subject properties to a future land use designation of Community Commercial to allow for full block face redevelopment along North Avenue, up to Broadview.

715 N. Columbine is designated in the Comprehensive Plan as Low Density Residential. However, at the June 15, 2015 Plan Commission meeting a workshop was heard on this proposed development. The Plan Commission noted conceptual support of adding that address to the plan. The addition of 715 N. Columbine allows for greater vehicle access into the site.

## 3. Zoning Ordinance Compatibility

The proposed structure of a convenience center meet all lot, bulk, and setback standards for the B2 Neighborhood Shopping District. However, other zoning action is being petitioned.

### Map Amendment

The petitioner requests the site be rezoned to B2. As noted above, the Comprehensive Plan recommends a reclassification to a Community Commercial designation. The proposed map amendment is compatible with existing uses of the property and surrounding zoning classifications and land uses.

### Planned Development

The petitioner requests the site be a planned development, which is required pursuant to Section 155.508 (A) of the Lombard Zoning Ordinance. Staff finds the petitioner has affirmed the general standards for a planned development.

### Conditional use for a gas station

Gas stations are identified as a conditional use in the B2 zoning district. The proposed gas station will have 10 multi-product fueling dispensers (which provides 20 fueling positions), and 5 commercial fueling lanes, with overhead canopies. The commercial lane will serve trucks with diesel fuel, but would not be deemed to be a truck stop. The convenience center will provide a way to pay for the fuel and to buy ancillary items. Staff finds the location of North Avenue and Route 53 provides for good access to a proposed gas station, given its proximity to the Interstate 355 interchange and the predominate uses along North Avenue.

### Transitional Yard Setback

A deviation is requested for the transitional yard setback to be seven feet (7') where ten feet (10') is required. Staff notes this is only for a small area, and the majority of the transitional yard will be maintained. The deviation is needed to minimize impacts to the existing wetland, while still allowing ample area for trucks to get to the diesel fueling area.

### Variation to omit sidewalks on Broadview Avenue

This variation would exclude public sidewalks, where they are otherwise required for a Major Development. Staff notes that Broadview Avenue is a dead end street used by the gas station customers, and the existing church and one (1) residence. It is not anticipated that these uses would generate a demand for pedestrian accommodations, and any such uses would utilize the proposed sidewalk along North Avenue or Route 53.

The developer will need to reconstruct Broadview Avenue as part of the development, should it be approved by the Village Board.

#### **4. Site Plan: Access & Circulation**

Kimley Horn submitted a traffic study, which was reviewed by KLOA (the Village's traffic consultant). A right-in/right-out driveway is proposed on North Avenue, and a three-quarters access driveway (right-in/right-out/left-out) is proposed on IL 53. Two driveways would also be provided via Broadview Avenue, providing indirect access to North Avenue. A right turn only land will be provided for on North Avenue, allowing vehicles a dedicated lane to turn into the gas station.

The right-in/right-out driveway proposed for North Avenue would directly connect to the retail gas station and be anticipated to be used by passenger vehicles. Route 53 is proposed with a three-quarters access and would serve the retail gas and diesel fueling station. There would be access into the gas station from Broadview Avenue, and then back out to North Avenue.

Kimley Horn estimates that two hundred and thirty (230) trucks (including box or delivery trucks) and other larger vehicles will visit the site per day. This would be the first diesel fueling center in Lombard, though another is located at North Avenue and Swift Road. Trip distribution is estimated to be mostly from North Avenue at sixty percent (60%).

The traffic study identified four recommendations for the study area, which staff concur with:

- A dedicated eastbound right-turn lane should be provided on North Avenue at the Right-In/Right-Out Access, per BDE standards. Per IDOT direction, it is recommended that this lane be designed to extend to IL 53 and “wrap around” the southeast corner of the North Avenue/IL 53 intersection. This lane should also continue into the existing right-turn lane on eastbound North Avenue at Broadview Avenue.
- Per IDOT direction, a raised channelizing island should be provided on the south leg of North Avenue/Broadview Avenue. “No Left Turn” signage should be posted in this island.
- A single inbound lane and a single outbound lane should be provided on the proposed South Access at IL 53. This driveway should be designed to accommodate truck turning movements without encroachment on opposing lanes of traffic.
- Minor-leg stop control should be posted for outbound traffic at Right-In/Right-Out Access and at South Access.

The memo from KLOA has nine (9) comments that were submitted to Bluestone. Bluestone has not responded to all of the comments. As noted in the conditions of approval, staff will require Bluestone to address the comments from KLOA and staff will ask KLOA for a final opinion before building permits can be issued.

#### 5. *Elevations*

Based on the submitted elevations, staff finds that the proposed establishment will be aesthetically consistent with the surrounding neighborhood.

#### 6. *Signage*

Three signage deviations are being requested. Before a Certificate of Occupancy is issued, the parcels will need to be consolidated into one lot. Per the Village’s Sign Code, only one sign would be allowed though the development would have frontage on three streets: North Avenue, Route 53, and Broadview Avenue. The petitioner is requesting allowance for two freestanding signs, one on North Avenue and one on Route 53. They are also requesting the two freestanding signs to be larger and have an increased size of the motor fuel reader board.

Staff is supportive of the requests. Staff notes that signage is important at this site to ensure that customers turn into the appropriate driveways, and not the Burger King property. The sign size is consistent with other nearby gas station signage.

Directional signage will be provided to assist vehicles both in and out of the gas station.

### **SITE HISTORY**

The existing single family homes that are located at 517 W. North Avenue, 521 W. North Avenue, 525 W. North Avenue and 715 N. Columbine Avenue were likely constructed prior to 1967 as there are no new home permits on file with the Village. There are small miscellaneous permits on file after 1967.

### **FINDINGS & RECOMMENDATIONS**

Staff finds that the proposed conditional uses, rezoning, deviations, and variance are consistent with the surrounding context, the Village of Lombard Comprehensive Plan, and Zoning Ordinance.

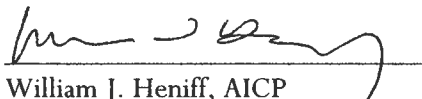
The Inter-Departmental Review Committee has reviewed the standards for the requested conditional uses, rezoning, deviations, and variance **comply** with the standards established by the Village of Lombard.

Zoning Ordinance, subject to conditions of approval based on the above considerations. As such, the Inter-Department Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 15-23.

Based on the submitted petition and the testimony presented, the proposed conditional use, rezoning, deviations, and variances do comply with the standards required by the Village of Lombard Zoning Ordinance and that granting said request is in 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 recommend to the Village Board **approval** of PC 15-23, subject to the following conditions:

1. The petitioner shall develop the site in accordance with the plans prepared by Kimley Horn and Associates, Inc. dated September 14, 2015 and submitted as part of this request;
2. The petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
3. A plat of consolidation shall be submitted to the Community Development Department and recorded at DuPage County;
4. Bluestone shall respond to the KLOA memo, dated December 10, 2015, and comments shall be reviewed by Village staff and KLOA to ensure that they are addressed.
5. The petitioner shall be required to apply for and receive building permits for any improvements to the site; and
6. Pursuant to the Zoning Ordinance, project construction shall commence within one (1) year from the date of approval of the ordinance, unless a time extension been granted by the Village Board. This conditional use approval shall become null and void eighteen (18) months from the date of approval if the proposed site improvements are not completed or an extension has been granted.

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP  
Director of Community Development  
c. Petitioner

MEMORANDUM TO: William Heniff  
Village of Lombard

FROM: Javier Millan  
Senior Consultant

DATE: December 10, 2015

SUBJECT: Proposed Gas Station Traffic Study Review  
Lombard, Illinois

This memorandum summarizes the results of a review conducted by Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA, Inc.) on behalf of the Village of Lombard of the traffic study for a proposed gas station development prepared by Kimley-Horn and Associates, Inc.

## **Background**

The proposed development will consist of a gas station with 20 fueling positions and a convenience mart as well as five high flow diesel lanes. Access to the proposed development is planned to be provided via the following:

- A right-in/right-out access drive on North Avenue
- A right-in/right-out/left-out access drive on IL 53
- Two full ingress/egress access drives off Broadview Avenue

Below is a summary of our comments for your consideration.

## **Traffic Impact Study Review**

1. The traffic study was conducted following all industry guidelines set forth by the Institute of Transportation Engineers (ITE).
2. We would like to see a discussion on the peak period traffic observations. Based on our observations, northbound traffic on IL 53 during the morning peak hour routinely backs up over 630 feet extending beyond the proposed three quarter access. Conversely, during the evening peak hour, southbound traffic would occasionally queued very close to the



proposed three quarter access drive due to its narrowing from two through lanes to one lane and the occasional left-turning vehicle into one of the homes along IL 53.

3. We generally concur with the trip generation estimates. However, based on our experience with numerous gas stations that offer dedicated diesel lanes, the trip generation for trucks will be almost the same during all three peak hours particularly given that the gas station will be providing a service that currently is only provided at the Speedway gas station in the northeast corner of the intersection of North Avenue and Swift Road.
4. We do not agree with the estimated directional distribution of traffic. Very little traffic is assigned to the north and to the east. Typically, gas customers will look for the most convenient and easy maneuvers which would involve a right-in and a right-out of the site. We believe the directional distribution should be reevaluated.
5. Kimley-Horn should conduct a gap study during the morning and evening peak periods on IL 53 to determine how many left turns and right-turns out of the proposed access drive can really be expected.
6. Auto Turn runs should be provided to ensure that heavy vehicles are able to circulate within the site.
7. How is the left-turn in maneuver from IL 53 into the proposed three-quarter access drive going to be restricted? The mountable median along IL 53 at its intersection with the proposed three-quarter access drive is barely wide enough to accommodate one vehicle without encroaching into the through lanes. In order to ensure no inbound left-turn movements occurs at this location, it is recommended that the access drive be physically designed to provide a half “pork chop” island. While it is understood that by providing a wide (35 feet) access drive the desire is to be able to capture truck traffic coming from the south, we have serious concerns with vehicles traveling southbound and attempting to perform a left-turn movement into the site and impacting through traffic on IL 53.
8. It appears that the capacity analyses were conducted using an older version of HCS 2010. The new version (6.70) allows the user to analyze unsignalized intersections with three lanes in each direction. Please revise using the new version.
9. We concur with the recommendation of providing a dedicated eastbound right-turn lane that extends from Broadview Avenue extending east and wrapping around the southeast corner of the North Avenue intersection with IL 53.