

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT (revised 5/16/11)

TO: Lombard Plan Commission

HEARING DATE: May 16, 2011

FROM: Department of Community
Development

PREPARED BY: Christopher Stilling
Asst. Director

TITLE

PC 11-12; 500 E. Roosevelt Road: The petitioner requests that the Village take the following actions for the subject property located within the B4A - Roosevelt Road Corridor District.

1. Approve a planned development amendment (Major Change) to Ordinance 5163 for property located in the B4APD Roosevelt Road Corridor District, Planned Development, with the following companion conditional uses, deviations and variations, as follows:
 - a) A conditional use, per Section 155.417 (G) (2) (b) (9) of the Lombard Zoning Ordinance to allow for a new motor vehicle service facility; and
 - b) A conditional use, per Section 155.417 (G) (2) (a) (4) of the Lombard Zoning Ordinance to allow for outside display and sales of products; and
 - c) A variation from Sections 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot and perimeter lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking; and
 - d) A deviation from Sections 154.406 & 154.507 of the Lombard Subdivision and Development Ordinance to allow for detention areas to not be in an outlot. In the alternative, should an outlot be required, the petitioner requests a deviation to Section 155.417 (G)(3) of the Zoning Ordinance to reduce the minimum lot area for detention outlots, a deviation from Section 155.417 (G)(4) of the Zoning Ordinance to reduce the minimum lot width for detention outlots, a deviation Section 154.507 of the Lombard Subdivision and Development Ordinance to allow an outlot to not have at least thirty feet (30') of frontage along a public street and a deviation from Section 154.507 of the Lombard Subdivision and Development Ordinance for single ownership of an outlot.
2. Site plan approval with the following deviations from the Lombard Sign Ordinance:
 - a. A deviation from Section 153.235 (F) to allow for a shopping center sign to be located closer than seventy-five feet (75') from the center line of the adjacent right-of-way; and
 - b. A deviation from Section 153.505 (B)(19)(2) to allow for 3 walls signs where 2 wall signs are permitted; and
3. Approve a major plat of subdivision.

GENERAL INFORMATION

Owner: JMS Partners LLC
John Moroni, President
500 East Roosevelt Road
Lombard, Illinois 60148

Petitioner: Bismarck Real Estate Partners
2600 Network Blvd, Suite 130
Frisco, Texas 75034

Authorized Agent for Petitioner: Russ Whitaker
Rosanova & Whitaker Ltd
23 W Jefferson St, Suite 200
Naperville, IL 60540

PROPERTY INFORMATION

Existing Land Use: Vehicle sales, service and repair

Size of Property: 5.5 acres

Comprehensive Plan: Recommends Community Commercial

Existing Zoning: B4APD – Roosevelt Road Corridor District Planned Development

Surrounding Zoning and Land Use:

North: R2 Single Family Residence District – developed as single family homes

South: B4APD – Roosevelt Road Corridor District Planned Development – developed as High Point Shopping Center

East: B4A – Roosevelt Road Corridor District and R2 Single Family Residence District – developed as a strip shopping center and single family residences

West: B4A – Roosevelt Road Corridor District – developed as a fast food restaurant (Buona Beef) and a vacant commercial parking lot

ANALYSIS

SUBMITTALS

This report is based on the following documentation, which was filed with the Department of Community Development:

1. Petition for Public Hearing
2. Addendum to Petition (response to standards)
3. Second Addendum to Petition (response to standards)
4. Bismarck Real Estate letter outlining operations dated April 1, 2011
5. KLOA Traffic report dated May 5, 2011
6. Alta Survey by Intech Consultants dated November 13, 2010 for the eastern 1.54 acres
7. Elevations and floor plan by Casco attached as Exhibit A
8. Preliminary engineering plans by Intech Consultants dated April 11, 2011, last revised April 27, 2011
9. Overall site plan on an aerial by Intech Consultants dated April 11, 2011, last revised April 27, 2011
10. 2 page site plan by Intech Consultants dated April 11, 2011, last revised April 27, 2011
11. Final Plat of Subdivision by Intech Consultants dated April 11, 2011, last revised April 27, 2011
12. Photometric plan by Intech Consultants dated April 11, 2011, last revised April 27, 2011
13. Landscape plan by Charles Vincent George Architects dated April 1, 2011, last revised April 27, 2011
14. Signage plans by Chandler Signs dated November 29, 2011, last revised April 26, 2011
15. Phase 1 & phase 2 conceptual plans prepared by Houseal Lavigne and Associated received May 4, 2011 and attached as Exhibit B.
16. Photographs of an existing facility submitted to the Village on May 9, 2011 and attached as Exhibit C.
17. Building materials board received May 11, 2011

DESCRIPTION

Ordinance 5163, which was approved on July 18, 2002 as part of PC 02-22, granted Westgate Lincoln Mercury conditional use approvals for a planned development; the sales, service and repair of automobiles and two principal buildings on a lot of record on the subject property at 500 E. Roosevelt Road. After being closed between 2006 and 2009, the use for automobile sales, service and repair activities had been reinstated in 2009 as part of PC 09-03 for the former dealership.

The petitioner, Bismarck Real Estate, is seeking to construct a new Firestone building on the eastern 1.56 acres of the existing site. The existing car dealership would remain. Therefore a planned development amendment with companion conditional uses, variations and deviations is required.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

The PES Division of Community Development has the following comments:

1. As previously stated, we have issues with residential property flooding downstream of this parcel. Currently flow from this parcel is divided in a number of different directions:
 - There is some detention provided in the northern (rear) parking lot that discharges onto private, residential property via a 2" pipe.
 - There is sheet flow to a parking lot structure that is shown to flow to the back of the curb inlet in Edgewood Avenue.
 - There is sheet flow towards Roosevelt Road ROW, which can be seen in the pictures previously provided to the petitioner.

The proposed development is showing detention in the rear of the parcel and directs all discharge either toward Edgewood Avenue, or the rear yards of the homes between Fairfield and Edgewood. With the direction provided to the petitioner that the development of this piece of the parcel be considered in part as a piece of the overall parcel redeveloping in the future, the following comments should be addressed:

- The current flow that is directed toward the IDOT Roosevelt Road storm sewer is proposed to be taken to a new pond in the rear of the parcel, and then discharge to the Village's Edgewood storm sewer. While the proposed basin is oversized to accept this flow, bearing in the mind the downstream issues, it would be beneficial to continue to have the flow directed out to Roosevelt. As previously noted, the flow would need to be detained to current standards, which, should the petitioner not wish to change the overall site plan, could be handled in underground detention if there is a proper grade difference.

- Coordinate with IDOT to determine if further flow from the site will be permitted to flow into IDOT's system.
 - The petitioner shows the existing detention area being improved to a more traditional pond, and discharging to the rear yards to the north as it currently does. Again, keeping in mind that this development is a piece of what would be an overall redevelopment, the flow to rear yards should be eliminated. There is a separated storm sewer on Fairfield that is ~200 feet from 500 E. Roosevelt and another 200 feet to the location of the existing outlet. The storm sewer along Fairfield directs stormwater to Central Avenue, avoiding the rear yards along this area. This option or any other concept that would relieve the discharge of water onto private property should be considered.
 - The proposed plan shows the controlled discharge from the pond connecting to the back of a curb inlet in Edgewood Avenue. The petitioner has been asked under §154.402 (C) (2) Chapter 200 section 2B to show where this flow goes. Pipe size, material and condition should be addressed. Also, based on the proposed site plan, this pipe may be on private property. Staff will look for an easement over this pipe.
 - The proposed two new ponds that are shown about one another, but are under two different ownerships. The pond(s) should fall into a common ownership, as specified in §154.406 (D), and, as is typical with new major developments within the Village.
 - BMPs are required for the entire disturbed area on the proposed plan. This site would be an ideal location to showcase some of the new BMP technologies such as permeable pavers, native vegetated swales along parking lot islands, native vegetated filter strips, and native wetland basins with fore-bay. Regardless of type of BMP, the development must meet the County's standard and address the appropriate pollutants of concern.
 - For the infiltration strip shown, soil borings are required to confirm permeable soils and ground water elevation. Sizing per County required.
2. Parkway trees and streetlights are required. Staff may require fees in lieu.
 3. Show FDC on plan. Fire Hydrant to be 25' to 75' from FDC.
 4. Watermain that serves fire hydrant shall be in 30' easement, with no obstructions including street/parking lot lights, transformers, buildings, etc.
 5. All BMPs and Stormwater Detention areas to be in easement.
 6. IDOT Permit is required
 7. As previously discussed, a Stormwater Detention Easement shall be provided over the existing underground detention facility on this parcel.
 8. In keeping with the unified development thought, should a "middle" building develop in the future, the Fire Department will require a hydrant in the rear. The cross access drive to the north should also provide a watermain easement for this future use.

PUBLIC WORKS

Public Works has the following comments:

1. The structure marked full of water (near the proposed b-box) is a meter vault with a 1-1/2" meter that serves the existing irrigation system. This service needs to be abandoned at the main if it will not be reused. This service also has an RPZ valve also.
2. The watermain on Edgewood is 6", so a 6" pressure connection for the fire line will not be possible.

FIRE DEPARTMENT

The Fire Department has no comments on this petition at this time. Further comments may be generated at time for building permit review.

BUILDING DIVISION

The Building Division has no comments on this petition at this time, beyond those comments provided elsewhere in this report. Further comments may be generated at time for building permit review.

PLANNING

Zoning History

The portion of the subject property along Roosevelt Road was originally developed under DuPage County jurisdiction as an automobile sales use (Lombard Lincoln Mercury) in 1970. The Village as part of an annexation, annexation agreement (now expired) and rezoning petition in 1985 (Ordinances 2763, 2764 and 2765) approved a further expansion of this use. The annexation agreement was established for a ten-year period and essentially recognized the existing functions, design and operations of the existing business as permissible during the life of the agreement. As the agreement has since expired, any structures or uses on the property not meeting code were considered legal non-conforming.

When the property was annexed in 1985, automobile repair was a permitted use in the B4 District. In 1990, a Zoning Ordinance text amendment was adopted that changed the classification of automobile repair in the B4 District from a permitted use to a conditional use. At that time, the automobile sales service and repair activities became a legal nonconforming use.

In 2002, conditional use approval was granted (as part of PC 02-22) to allow for the sales, service and repair of automobiles on the subject property. The intent of PC 02-22 was to ultimately construct a 5,000 square foot addition to the existing facility along with a major exterior remodel of the facility; however, the proper conditional use approvals were necessary to bring the business into legal conforming status. Conditional use approval was also granted to establish the subject property as a planned development, which provides to unified design and development, in lieu of a strict interpretation of the underlying Zoning Ordinance.

In 2006, the dealership closed and the site largely remained vacant until 2009. In 2007, the Village undertook a comprehensive review of the overall Roosevelt Road corridor. Through this effort a Comprehensive Plan change was made, which memorialized the recommendations of the Roosevelt Road corridor study and established the B4A zoning district.

In 2009, the current property owner petitioned the Village to reestablish the existing uses on the property that were approved as part of PC 02-22 (as required by Section 155.300 et. seq. of the Zoning Ordinance). Ordinance 5163 was approved to allow for the sale of automobiles along with automotive repair and service. The business is currently open and operating under the name of Westgate Auto Sales.

Proposed Plans

Firestone is seeking to construct a new 8,500 square foot facility at the southwest corner of Edgewood and Roosevelt Road. Bismarck Real Estate Partners plan to acquire 1.56 acres of the eastern portion of the dealership site, develop the property and lease it to Firestone. The proposed facility would be primarily dedicated to tire sales and automotive service, but no motor vehicle repair activities, as defined by the Zoning Ordinance. The existing owner would retain the remaining 4 acres and continue the automobile sales, repair and service use.

Operations

According to information submitted by the petitioner, Firestone plans to service approximately 25-30 vehicles per day. Service includes sales and installation of tires and light automotive servicing including brakes, suspension work and tune-ups. No major repairs will take place on site. They will have approximately 7-10 employees and they will be open 7 days a week.

Building Materials

The proposed building would be one story, with a second level loft. The building is orientated with the bay doors facing the west so as to minimize noise and impacts on the adjacent residential properties to the east. The building will be constructed of primarily concrete blocks known as “Quik Brik”. This is different from typical masonry because “Quik Brik” is made from concrete rather than clay and painted to a specific color.

Building staff notes that this product is a colored concrete block that is not a veneer, but rather a smaller block that has a face that looks like brick. The benefits of such an application are that one does not have to install a cement block and then install a clay brick veneer. Issues associated with this approach are:

1. The cement used to make the block has a dye mixed in. Dyed cement such as pavers, red sidewalks, etc. have issues with fading. While sealers can lesson fading, staff is unaware of a way to completely prevent it.
2. With traditional cement block wall that has clay brick installed in front of it (double wyth system) we have a 1” air space between where moisture can run down. This moisture comes from leaks, and vapor transmission. Vapor transmission occurs from the sun heating the outer surface and causing the wet wall to push the vapor into the wall. This vapor condenses in the surface of the cement block and runs down and out of the weep holes. The quickbrick does not have this airspace. In the areas where the block will be exposed, such as in the shop, there may not be an issue. In areas with drywall, staff will need more information on how that moisture will be controlled to prevent damage to the interior finishes. Staff suggests that should this petition be approved, it may be of assistance if the product manufacturer could give us an address of a job close to us that used the product so we could see it first hand.

The petitioner has provided a material board for staff’s review. Staff notes that the building elevations and materials proposed for this site are critical as the intent of planned development amendments and the B4A District regulations are to encourage unified design. Should additional redevelopment occur within the planned development, the intent would be to establish compatibility with the architectural style of the future proposed buildings. This approach has been consistently applied to many other planned developments. The petitioner has submitted photos of a similar building constructed in St. Charles, IL. Staff prefers the color, materials and architectural design elements of that building elevation over the plans submitted. Should the project be approved, staff would recommend that the elevations be revised to substantially conform to the color, materials and architectural design elements depicted in the photographs submitted by the petitioner and attached as Exhibit C.

Parking

The Zoning Ordinance requires a minimum of 30 parking spaces (2 spaces/ service bay and 1 space per employee). The petitioner is providing 40 parking spaces.

Landscaping

The petitioner has submitted a landscape plan that is intended to provide perimeter and internal parking lot landscaping similar to that specified in the Zoning Ordinance. The subject property is adjacent to residential zoning districts. Therefore, transitional landscaping is required. The

petitioner's landscape plan meets the Village's requirements for transitional yard landscaping. The plan also shows plantings throughout the site including a combination of shrubs, evergreens and ornamental trees along the east elevation to provide some additional landscape screening to the adjacent residential properties. The existing solid barbed wire fence along Edgewood Avenue is being removed, but the fence along the north property will be replaced with a new solid fence, in order to keep the business properties screened from the abutting residences. That location of the new fence would need to be revised to meet Village Code.

Trash Enclosures

The refuse disposal area is located on the north side of the building. Staff recommends that the trash enclosure be constructed of the same masonry materials that are used for the building.

Site Layout

During initial meetings between staff and the petitioner, the petitioner was informed by staff about concerns with a piecemeal development of the site. Specifically, staff referenced the 2007 Roosevelt Road Corridor Plan which calls for uniform development. In addition, staff did emphasize a 'master plan' approach to developing the property and asked that any future plans include information as to how they plan to address the continuity with the entire site. Furthermore, staff expressed concern about the appearance and operation of the Westgate Auto Sales as it relates to the new proposed Firestone. Although this issue is discussed later in the report as part of the compatibility to the Comprehensive Plan, the petitioner's proposed plans have attempted to address these items in the following manner:

- With reference to access and circulation, the petitioner's plans show the relocation of the existing curb cut onto Roosevelt Road to a more centralized location on the site. This curb cut will now be restricted to a right in/out. A new frontage access drive would be provided along the Roosevelt Road frontage providing access to both the proposed Firestone and existing Westgate Auto Sales. The required curbing and 5' perimeter landscaping is being provided. An additional 10 parking spaces are also being provided along the Roosevelt Road frontage to be shared amongst the Westgate Auto Sales use and Firestone. As noted in the traffic study, this parking area should not be used for the sale and display of automobiles.
- The petitioner did submit a 3D rendering (attached as Exhibit B) showing how phase 1 of the site would be developed. As shown on that plan, and the overall site plan, the existing used car sales building would remain. As noted, a curb and 5' perimeter landscaping is being provided to separate that use from the overall development. It should be noted that the used car sales building is currently not being used.
- Additional access is being provided via a curb cut along Edgewood Avenue. When the property was being used as Westgate Lincoln Mercury, this curb cut was only used by delivery vehicles and had an automatic gate blocking access during normal business hours.

More recently, when Westgate Auto Sales received an extension to their Ordinance in 2010, the Village Board required that this access be permanently closed. Therefore, staff recommended a more restrictive left in only with no exiting movements to minimize the impact on the neighboring residential properties. The petitioner is requesting to have a left in and right in & out.

- A new rear access drive connecting Edgewood Avenue and Fairfield Avenue would be provided. This access drive could be used by both businesses and it also provides Firestone customers with access to the signalized intersection at Fairfield Avenue without having to drive through the automobile sales area. The petitioner's plans show that this access drive will only be stripped and the pavement would be patched where necessary. It should be noted that the petitioner is requesting to remove existing fences at both the Edgewood and Fairfield entrances to accommodate the access drive.
- The petitioner's future development plan also shows how this access drive would be relocated to align with the existing curb cut on the west side of Fairfield. This is consistent with the recommendations from KLOA.

Traffic Analysis

As part of the submittal, the Village's traffic consultant KLOA reviewed the site for its impact on the Village street network. The petitioner has been working with staff and the Village's traffic consultant to address concerns related to internal access and circulation. Specifically, staff sought KLOA's opinion on the shared internal access with the existing Westgate Auto sales and access onto Edgewood Avenue. The following is a summary of KLOA's findings:

- The traffic generated by the proposed land uses will not have a significant impact on the surrounding roadway network.
- No improvements are needed to the external intersections in this study as a direct result of this development.
- The relocation of the existing access drive off Roosevelt Road 80 to 90 feet further east and its conversion to a right-in/right-out (as desired by the Village) is recommended as it will improve traffic flow along Roosevelt Road and still provide adequate accessibility to all three parcels.
- Under interim conditions (Firestone Auto Care Center), a center median separating the middle parcel from the southern frontage road should be implemented. This parking area shall not be used for the sale and display of automobiles.
- Under ultimate conditions, parking along the Roosevelt Road frontage east of the proposed right-in/right-out access drive is recommended in order to provide the link along Roosevelt Road to all three land use parcels.

- The access drive off Edgewood Avenue should allow left-turns in and right-turns out in order to maximize the ingress/egress accessibility of the site while at the same time protecting the residential area to the north from unnecessary vehicle intrusion.
- The frontage road north of the site should be clearly delineated and signed to direct customers desiring to travel either east or west on Roosevelt Road to exit on Fairfield Avenue.
- The frontage road north of the site should under ultimate conditions align opposite the access drive on the west side of Fairfield Avenue in order to provide efficient traffic flow to/from both sides and along Fairfield Avenue.
- The proposed access system, as recommended, will be adequate in providing service to all three land use parcels.

As noted above, KLOA recommends that the access onto Edgewood Avenue be restricted to a left in only and right out only. Staff can support KLOA's recommendation as a left in only and right out only provided that it is properly designed with appropriate signage per KLOA's report.

Stormwater Detention

The property was initially developed prior to annexation into the Village and prior to the establishment of the current DuPage County Countywide Stormwater and Floodplain Ordinance. Incremental improvements, consisting of underground detention, were done as part of the 2002 expansion project for Westgate Lincoln Mercury.

The petitioner has submitted preliminary engineering plans showing how they plan to address stormwater on the site. Staff has expressed concern about their preliminary plans. Specifically, we have issues with residential property flooding downstream of this parcel. Currently flow from this parcel is divided in a number of different directions:

- There is some detention provided in the northern (rear) parking lot that discharges onto private, residential property via a 2" pipe.
- There is sheet flow to a parking lot structure that is shown to flow to the back of the curb inlet in Edgewood Avenue.
- There is sheet flow toward the Roosevelt Road right of way.

The proposed development is showing detention in the rear of the parcel in two separate ponds and directs all discharge either toward Edgewood Avenue (for the Firestone development), or the rear yards of the homes between Fairfield and Edgewood (partially reflective of existing conditions). Staff notes that sheet drainage from the existing site toward Edgewood would be more controlled, through the detention improvements. However, while they are restricting the water runoff at the same or greater rate than is currently provided, the overall volume of runoff heading downstream may be increasing northward toward Edgewood Avenue. Staff recognizes that the development is improving the current runoff conditions; however, if the site was developed in a unified and

comprehensive manner, discharge to the north could be avoided by discharging into the existing stormsewer along Fairfield Avenue or by some other means. As a result, staff has requested that the petitioner make the following changes to their engineering plans:

- The current flow directed toward the Roosevelt Road stormsewer must be maintained. The flow would need to be detained to current standards, which, should the petitioner not wish to change the overall site plan, could be handled in underground detention if there is a proper grade difference. Additionally, staff has consulted with IDOT on the downstream issues along Edgewood Avenue and requested if IDOT can favorably consider allowing additional runoff to be directed toward Roosevelt road in lieu of Edgewood Avenue. The petitioner can finalize their plan as part of the requisite final engineering approvals.
- The petitioner shows the existing detention area being improved to a more traditional pond, and discharging to the rear yards to the north as it currently does. Again, keeping in mind that this development is a piece of what would be an overall redevelopment, the flow to rear yards should be eliminated. There is a separated storm sewer on Fairfield that is ~200 feet from 500 E. Roosevelt and another 200 feet to the location of the existing outlet. The storm sewer along Fairfield directs stormwater to Central Avenue, avoiding the rear yards along this area. This option or any other like concept that would relieve the discharge of water onto private single family residential property should be provided, as was required in a similar petition (PC 05-42: 218-226 W. St. Charles Road – Pointe at Lombard).
- The proposed plan shows the controlled discharge from the pond connecting to the back of a curb inlet in Edgewood Avenue. The petitioner has been asked under §154.402 (C) (2) Chapter 200 section 2B to show where this flow goes. Pipe size, material, condition and ditch capacity will need to be addressed.

Lighting/Photometrics

The petitioner has submitted a lighting and photometric plan, which would meet code requirements. The proposed lighting fixtures would be installed as part of the Firestone development. However, staff notes that if/when any future redevelopment occurs on the subject property, the proposed lighting fixture would be required as part of future adjacent development.

Compatibility with the Zoning Ordinance & Westgate Planned Development

As noted, the property is zoned B4APD and is subject to Planned Development Ordinance 5163 (attached). The proposed new Firestone requires that the following zoning actions be taken in order to facilitate the development.

A conditional use, per Section 155.417 (G) (2) (b) (9) of the Lombard Zoning Ordinance to allow for a new motor vehicle service facility

The petitioner is proposing to operate an automotive service facility on the subject property, which is a conditional use in the B4 Zoning District. It should be noted that automobile repair and automobile service are distinct uses within the Zoning Ordinance and are defined as follows:

***AUTOMOBILE REPAIR** is the repair of motor vehicles including rebuilding, reconditioning, replacement, or dismantling of major components such as body, frame, or fender repair or painting. Automobile repair generally consists of work that is more intense and less routine than automobile service and sometimes includes overnight storage of vehicles.*

***AUTOMOBILE SERVICE** is the service or maintenance of motor vehicles including the installation of minor components such as lubricants, batteries, tires, and mufflers and the performance of maintenance services such as tune-ups, tire É-X-balancing, and car washes. Automobile services generally do not include activities which require overnight storage of vehicles and specifically do not include body work, painting, or repair of major components.*

Firestone is proposing automobile service which includes the sales and installation of tires and light automotive servicing including brakes, suspension work and tune-ups. No major repairs will take place on site. As this use can be complimentary to the existing use on the property, staff has no objection to the proposed conditional use.

A conditional use, per Section 155.417 (G) (2) (a) (4) of the Lombard Zoning Ordinance to allow for outside display and sales of products

The petitioner is proposing to have a small portion of the site dedicated to outside sales and display of products (such as tires and other vehicle parts). According to the petitioner's plans, the display area will be located in front of the service bays during business hours. They have indicated that they would like to have some flexibility as to where it is located during business hours (i.e. in front of a bay door not being used). As with many other automobile service facilities along the corridor, outside display areas are common. Staff finds that the conditional use for outdoor sales can generally be supported. However, to ensure that the outdoor sales and display of merchandise is appropriately sized and located, staff offers the following considerations:

1. Sales and display areas must not impact vehicular or pedestrian traffic. This includes automobiles and Fire Department apparatus.
2. Outdoor sales and display of merchandise must remain ancillary to the principal land use of the establishment.

A variation from Sections 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot and perimeter lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking

As a planned development, arbitrary property lines can be ignored in favor of a more unified and cohesive development. While staff is concerned that the proposed development may be considered piecemeal in nature, the petitioner has attempted to address shared access and circulation. By doing so, this has resulted in the need for the variation. Should this project be approved, this deviation can be supported as it provides for better traffic flow and circulation. Staff has supported such relief for other developments.

Compatibility with the Sign Ordinance

As part of the Site Plan Approval process, the petitioner is proposing deviations from the Sign Ordinance.

Past Wall Signage & Freestanding Signage Relief

It should be noted that the property has received relief in the past. The following is a summary of the past relief:

- PC 02-22 granted approval to allow for more than one wall sign per street frontage. More specifically, approval was granted to allow five (5) wall signs on the south elevation of the principal dealership building. An additional “used cars” wall sign was also approved for the used car office, which is located to the east of the principal dealership building.
- SPA 03-02 granted site plan approval to allow for three (3) freestanding signs on the subject property. Three legal non-conforming free-standing signs existed on the property during the time of the petition, which is two more than permitted the Sign Ordinance. The petitioner was granted zoning relief in order to remove and replace one of the signs with a new sign similar in style to the proposed building elevations.
- As part of SPA 03-06, site plan approval was granted to allow for a freestanding sign fronting on a state right-of-way of 144 square feet in size where a maximum of 125 square feet in sign surface area is permitted. Approval was also granted to allow for a freestanding sign fronting on a state right-of-way of 29 feet 11 inches in height where a maximum of 25 feet is permitted. The Plan Commission originally denied this petition, but the Board of Trustees overturned the Plan Commission’s decision and adopted Ordinance 5338, which granted the aforementioned relief. Although the existing Westgate Auto Sales does not have a freestanding sign, all signage relief still applies to the subject property.

The petitioner is requesting the following relief from the Sign Ordinance:

A deviation from Section 153.235 (F) to allow for a shopping center sign to be located closer than seventy-five feet (75’) from the center line of the adjacent right-of-way

In lieu of a single tenant freestanding sign for Firestone, the petitioner is proposing a shopping center identification sign to be utilized by Firestone, Westgate Auto Sales and any other future use.

The sign as proposed would be setback less than 75 feet from the centerline of Roosevelt Road. As noted in past cases with similar relief, planned developments are intended for a unified and compatible design of buildings, structures and site improvements. Staff can conceptually support the relief, however staff will recommend that the proposed new shopping center sign shall be the only freestanding sign on the entire development. This includes both the Firestone parcel and the existing Westgate Auto Sales parcel. This will help to promote the development in a more unified manner consistent with the B4A Zoning District.

A deviation from Section 153.505 (B)(19)(2) to allow for 3 walls signs where 2 wall signs are permitted

The petitioner is proposing a total of 3 wall signs: one facing Edgewood Avenue (east elevation) and two facing west, not on a street frontage. The total sign area of all 3 wall signs is approximately 166.88 square feet, which is well below the total 601 square feet allowed by code. Historically, staff has supported signage deviations for the number of signs provided that the total square footage did not exceed that allowable by code and if existing site conditions warranted such consideration. For reference purposes, PC 02-22 did provide for wall signage over the bay doors for the Westgate Lincoln Mercury development.

The petitioner's signage plans also indicate that a small informational sign at the entrance along Fairfield. The petitioner is not sure if they plan to erect the sign, however should the project be approved, the sign would be allowed. The sign can be no more than 6 square feet and no more than 4 feet in height. It will also have to be outside the clear line of site area.

Compatibility with the Subdivision and Development Ordinance

The proposed development is considered both a major plat and major development as defined by the Subdivision and Development Ordinance, which would require full public improvements where they are needed. The petitioner's plans do show sidewalk being provided along the west side of Edgewood as well as parkway trees and streetlights. However the petitioner is seeking the following deviations from the following sections of Subdivision and Development Ordinance:

A deviation from Sections 154.406 & 154.507 of the Lombard Subdivision and Development Ordinance to allow for detention areas to not be in an outlot.

The Subdivision and Development Ordinance requires that the entire detention area be located in an outlot, not less than 30' wide, along the Edgewood frontage. This is necessary because it promotes common ownership with shared maintenance responsibilities through some type of agreement or association. The petitioner's plans show two separate detention ponds each located in a drainage easement. One pond would be owned and maintained by Firestone and the other would be owned and maintained by the property owner of Westgate Auto Sales. While both ponds do function independently, until high water stage, they are required for the development to proceed. In keeping with the unified development approach, as stipulated in the 2007 Roosevelt Road Corridor Plan, staff recommends that this relief be denied and recommends that the detention ponds be in a single

outlot with shared maintenance. This is consistent with other similar projects such as Lombard Crossings (former Lombard Lanes site), V-Land Development at Highland & Roosevelt, Highlands of Lombard and Fountain Square. It would also be consistent with the issues and concerns raised in the aforementioned narrative regarding stormwater detention improvements. Staff notes that the single outlot minimizes the potential for future maintenance issues and impact to adjacent properties since an association and common ownership would be required to maintain the detention outlot. Also, the intent of a single outlot is consistent with the recommendations of the Comprehensive Plan and Roosevelt Road Corridor study as a unified development. Therefore, staff finds that standards outlined in 154.203 E (a) and (d) have not been met and recommends denial of this request.

Should this relief be denied and the petitioner is required to put the detention into a single outlot, the following relief is required:

- A deviation to Section 155.417 (G)(3) of the Zoning Ordinance to reduce the minimum lot area for detention outlots; and
- a deviation from Section 155.417 (G)(4) of the Zoning Ordinance to reduce the minimum lot width for detention outlots

In an effort to get the detention into a single outlot, staff can support the 2 deviations noted above given that the lot will not be developed in the future.

Alternatively, if the outlots are still required, the petitioner has requested that they have 2 outlots, one for each parcel. To accommodate this request, the following relief is required:

- A deviation Section 154.507 of the Lombard Subdivision and Development Ordinance to allow an outlot to not have at least thirty feet (30') of frontage along a public street; and
- a deviation from Section 154.507 of the Lombard Subdivision and Development Ordinance for single ownership of an outlot

Staff does not support this option either for the same reasons noted above including the need for common ownership and maintenance responsibilities and unified development. Therefore, staff finds that standards outlined in 154.203 E (a) and (d) have not been met and recommends denial of this request. For clarity purposes, staff recommends that a single outlot be provided with common ownership and maintenance responsibilities for the entire site including the Firestone Parcel and Westgate Auto Sales parcel.

Compatibility with the Surrounding Land Uses

The proposed development is consistent with the other uses along Roosevelt Road. Staff finds that the use in of itself is consistent and complimentary to the existing Westgate Auto Sales. While staff has concerns about the piecemeal approach to the development, the use is compatible with adjacent

commercial uses. However, with respect to the adjacent residential uses, the petitioner attempted to minimize the operational impacts by orienting the garage doors and building orientation away from the adjacent Edgewood Avenue homes.

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies the subject property for Community Commercial Uses. The Roosevelt Road Corridor Study adopted in 2007, set forth a number of recommendations, including:

- Unified image addressing architectural and site aesthetics. Increase green/open space, particularly in viable areas.
- Limit piecemeal development and promote unified development. Encourage or require cross access, cross parking and shared access
- Pedestrian access/circulation accommodations within the development
- Limit the impact on adjacent residential uses
- Enhance the effectiveness of the corridor as a SRA roadway.
- Adequately address infrastructure and utility needs within the corridor.

Staff Considerations

As previously mentioned, staff has expressed a concern to the petitioner about the piecemeal nature of this development through the development processes. Staff did emphasize a ‘master plan’ approach to developing the property and asked that any future plans include information as to how they plan to address the continuity with the entire site. This concern goes to the historical purpose and intent of the Roosevelt Road corridor analysis and is intended to minimize past negative impacts of piecemeal development on the corridor. Staff does not support an approach to “break off” a portion of the subject property and consider a proposal for an independent development, as it would also be contrary to the basic intent of the planned developments. Staff has expressed to the petitioner that the Firestone development in of itself would set the tone for future development and absent of knowing how this proposal fits into the overall master plan for the entire 5.5 acre site, it would be difficult to support such a petition.

In response to staff’s concerns, the petitioner did revise their plans to incorporate the shared access and frontage roads. Furthermore, the petitioner did provide a conceptual phase 2 plan showing how the balance of the site could be developed should Firestone proceed and the existing Westgate Auto Sales remain. The plan shows how a 10,000 square foot building could be accommodated on the site and still share access and parking. However, staff still notes that under these scenarios, it still assumes the existing auto sales use as remaining. Also, should this petition be approved, it would likely preclude the ability to facilitate a full-scale redevelopment plan for the full 5.5 acre site. However, if the intent is to set the parameters for future development and to facilitate activity within the corridor in the immediate term, common area elements are represented herein. **Therefore, staff finds that the petition has met the standards for conditional use for a planned development.**

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 proposed ordinance amendment does comply with the standards required by the Lombard Zoning Ordinance, Sign Ordinance, Subdivision and Development Ordinance and that the planned development amendment enhances the development and is in the public interest; and, therefore, I move that the Plan Commission adopt the findings included within the Inter-department Group Report as the findings of the Lombard Plan Commission, and recommend to the Corporate Authorities **approval** of the PC 11-12, subject to the following conditions:

1. The petitioner shall develop the site and building in accordance with the following plans submitted as part of this request, except as modified by the conditions of approval:
 - a) Elevations and floor plan by Casco attached as Exhibit A; and
 - b) Preliminary engineering plans by Intech Consultants dated April 11, 2011, last revised April 27, 2011; and
 - c) Overall site plan on an aerial by Intech Consultants dated April 11, 2011, last revised April 27, 2011; and
 - d) 2 page site plan by Intech Consultants dated April 11, 2011, last revised April 27, 2011; and
 - e) Final Plat of Subdivision by Intech Consultants dated April 11, 2011, last revised April 27, 2011; and
 - f) Photometric plan by Intech Consultants dated April 11, 2011, last revised April 27, 2011; and
 - g) Landscape plan by Charles Vincent George Architects dated April 1, 2011, last revised April 27, 2011; and
 - h) Signage plans by Chandler Signs dated November 29, 2011, last revised April 26, 2011.
2. That the petitioner shall satisfactorily address the comments included within the IDRC report.

3. The conditions of approval outlined in Ordinance 5163 and 6312 shall remain in full effect for the subject property, to the extent not specifically modified by the ordinance granting approval of this petition.
4. That any trash enclosure screening required by Section 155.710 of the Zoning Ordinance shall be constructed of material consistent with the principal building in which the enclosure is located.
5. To minimize traffic conflicts within the planned development, the developers/owners of the properties shall provide cross-access between each lot within the planned development via a recorded easement document, with the final design and location subject to review and approval by the Village. Additional cross parking may be required as part of a future redevelopment.
6. The petitioner shall satisfactorily address the following drainage issues:
 - a. The current flow directed toward the Roosevelt Road stormsewer shall be maintained, with the flow needing to be detained to current standards. As an alternative and part of the final engineering submittal, this flow may be directed to Fairfield Avenue in a manner acceptable to the Village.
 - b. The final engineering plans shall direct any runoff flow away from the rear yards and toward adjacent public rights of way.
 - c. If flow is directed to Edgewood Avenue, the petitioner shall provide documentation regarding the stormwater flow, pursuant to Section 154.402 (C) (2) Chapter 200, Section 2B. Pipe size, material, condition and ditch capacity will need to be addressed.
7. Notwithstanding any detention improvements associated with runoff being directed to Roosevelt Road, stormwater detention facilities proposed to be constructed as part of this petition shall be located in a single outlot, with common ownership and shared maintenance responsibilities.
8. Barrier curb is required along the south side of the detention pond on the Westgate lot. Staff may permit a filter strip in lieu of the curbing in this area only.
9. All comments and recommendations noted in the KLOA report dated May 5, 2011 shall be satisfactorily addressed.

10. The parking area located south of the frontage road, along the Roosevelt Road frontage and east of the proposed right in/out shall not be used for the sale and/or display of automobiles **or merchandise**.
11. Outdoor sales and display of merchandise may only occur during normal business hours and at the locations, as depicted on the site, prepared by Intech dated April 11, 2011, last revised April 27, 2011.
12. The proposed new shopping center sign, as depicted in the signage plans by Chandler Signs dated November 29, 2011, last revised April 26, 2011, shall be the only freestanding sign within the planned development. This includes both the Firestone parcel and the existing Westgate Auto Sales parcel. Informational signs may be permitted provided that they meet the provisions outlined in the Lombard Sign Ordinance.
13. Any new fence associated with the proposed development shall meet the requirements of the Lombard Zoning Ordinance.
14. The existing gate on Fairfield Avenue shall be removed upon a written request by the Village of Lombard.
15. Such approval shall become null and void unless work thereon is substantially under way within 12 months of the date of issuance, unless extended by the Board of Trustees prior to the expiration of the ordinance granting the conditional use.
16. The elevations shall be revised to substantially conform to the color, materials and architectural design elements depicted in the photographs submitted by the petitioner and attached as Exhibit C.

Inter-Departmental Review Group Report Approved By:

William J. Heniff, AICP
Director of Community Development