

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: August 20, 2007

FROM: Department of
Community Development

PREPARED BY: Michelle Velazquez, AICP
Planner I

TITLE

PC 07-03; 19W471 Roosevelt Road and 351 E. Roosevelt Road (Lombard Crossing): The petitioner requests that the Village take the following actions on the subject property:

- A. Approve an annexation agreement.
- B. Annex the portion of the subject property not currently within the Village of Lombard.
- C. Approve a map amendment rezoning the entire property to the B4 Corridor Commercial District.
- D. Approve a conditional use for a planned development, with the following companion conditional uses, deviations and variations, as follows:
 1. For Lot 1 (Parcel A) of the proposed resubdivision, approve:
 - a. A conditional use pursuant to Section 155.414 (C)(7) of the Zoning Ordinance for a drive-through facility;
 - b. A deviation from Section 153.505 (B)(19)(a)(2) of the Sign Ordinance to allow for more than one wall sign per street frontage;
 - c. A deviation from Section 155.414 (D) of the Zoning Ordinance to reduce the minimum lot area from 40,000 square feet to 36,549 square feet;
 - d. A deviation from Section 155.414 (E) of the Zoning Ordinance to reduce the minimum lot width from 150 feet to 137.54 feet.
 2. For Lot 2 (Parcel B) of the proposed resubdivision, approve a deviation from Section 155.414 (F) of the Zoning Ordinance reducing the required east interior side yard from ten feet (10') to two feet (2').
 3. For Lot 3 (Parcel C) of the proposed resubdivision, approve:
 - a. A conditional use pursuant to Section 155.414 (C)(7) of the Zoning Ordinance for a drive-through facility;

- b. A deviation from Section 153.505 (B)(19)(a)(2) of the Sign Ordinance to allow for more than one wall sign per street frontage;
 - c. A deviation from Section 155.414 (D) of the Zoning Ordinance to reduce the minimum lot area from 40,000 square feet to 30,799 square feet;
 - d. A deviation from Section 155.414 (E) of the Zoning Ordinance to reduce the minimum lot width from 150 feet to 121.03 feet.
4. For Lot 4 (Parcel D) of the proposed resubdivision, approve:
 - a. A deviation from Section 154.506 (D) of the Subdivision and Development Ordinance to allow for a lot without public street frontage;
 - b. A planned development use exception for a storage center in the B4 District; and
 - c. A variation from Section 155.508 (B)(3) of the Zoning Ordinance pertaining to the Standards for Planned Developments with Use Exceptions to allow a use exception to exceed 40% of the total floor area for the overall planned development.
5. For Lot 5 (Parcel E) of the proposed resubdivision, approve:
 - a. A deviation from Section 154.506 (D) of the Subdivision and Development Ordinance to allow a lot without public street frontage;
 - b. A deviation from Section 154.507 (D) of the Subdivision and Development Ordinance requiring an outlot to have at least thirty feet (30') of frontage along a public street;
 - c. A deviation from Section 155.414 (D) of the Zoning Ordinance to reduce the minimum lot area from 40,000 square feet to 20,203 square feet for a detention outlot; and
 - d. A deviation from Section 155.414 (E) of the Zoning Ordinance to reduce the minimum lot width from 150 feet to 138.17 feet for a detention outlot.
6. For each of the proposed lots, grant a variation from Sections 155.706 (C) and 155.709 (B) of the Zoning Ordinance reducing the required perimeter parking lot landscaping from five feet (5') to zero feet (0') to provide for shared cross-access and parking.

7. Approve the following Sign Ordinance deviations:
 - a. A deviation from Section 153.505 (B)(6)(e) to allow for more than one freestanding sign on a property;
 - b. A deviation from Section 153.235 (A) to allow for more than one shopping center sign; and
 - c. A deviation from Section 153.235 (E) to allow for shopping center signs to be located closer than 250 feet from each other.
 - d. A deviation from Section 153.234 (F) of the Lombard Sign Ordinance to allow for a free-standing signs to be located closer than seventy-five feet (75') from the center line of the adjacent right-of-way; and
8. Approve a preliminary major plat of resubdivision.

GENERAL INFORMATION

Petitioner/Property Owner: Centrum Lombard, LLC
225 W. Hubbard Street, 4th Floor
Chicago, IL 60610

PROPERTY INFORMATION

Existing Zoning: Fmr. O'Hare Towing - DuPage County R3 Single Family Residence Dist.
Fmr. Lombard Lanes – B4 Corridor Commercial District.

Existing Land Use: Vacant (previously developed as Lombard Lanes and O'Hare Towing)

Size of Property: Approximately 4.57 Acres

Comprehensive Plan: Community Commercial

Surrounding Zoning and Land Use:

North: B4 Corridor Commercial District and Developed as restaurant and retail uses.

South: Property in Unincorporated DuPage County zoned B2 General Business District and developed as office and storage facility for York Township Highway Department
East: B3PD Community Commercial Planned Development District and developed as High Point Shopping Center
West: Property in Unincorporated DuPage County zoned B2 General Business District and developed as a motel and a mini-warehouse facility

ANALYSIS

SUBMITTALS

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

1. Petition for Public Hearing dated December 19, 2006.
2. Petition for Annexation dated December 12, 2006.
3. ALTA/ACSM Land Title Survey, prepared by B.H. Suhr & Company and dated August 23, 2006.
4. Site Plan, prepared by Carroll Associates Architects and dated August 9, 2007.
5. Landscape Plan, prepared by Carroll Associates Architects and dated August 10, 2007.
6. Preliminary Plat of Subdivision, prepared by B.H. Suhr & Company and dated July 18, 2007.
7. Building Elevations for proposed retail center, prepared by Carroll Associates Architects and dated July 16, 2007.
8. Building Elevations for proposed bank, prepared by Carroll Associates Architects and dated July 16, 2007.
9. Building Elevations for proposed restaurant, prepared by Hestrup and Associates Architects dated July 17, 2007.
10. Shopping Center Signage Plan prepared by Carroll Associates Architects and dated August 3, 2007.

11. Signage Plan for the proposed bank prepared by Icon Identity Solutions and dated February 15, 2007.
12. Signage Plan for the proposed restaurant prepared by CNP Signs and Graphics and dated July 13, 2007.
13. Preliminary Engineering, prepared by Manhard Consulting LTD, and August 10, 2007.

DESCRIPTION

The subject property includes the former Lombard Lanes property and the adjacent O'Hare towing property, which is currently within unincorporated DuPage County. The site is currently vacant as the structures on both of the properties were demolished earlier this year. The petitioner is requesting approval of an annexation agreement and a conditional use for a planned development with associated deviations and variations in order to develop an intergraded shopping center.

The petitioner is requesting site plan approval for the first phase of the development, which consists of a banking facility, a retail building, and a fast-food restaurant. The plan proposes drive-through facilities associated with the banking facility and the fast-food restaurant. In addition, the petitioner is requesting approval of the concept plan for a 95,000 square foot indoor storage center, which requires approval of a use exception to the proposed planned development.

Special Note: The petition was originally filed with the Village prior to the establishment of the Roosevelt Road development moratorium. Moreover, properties that were not within the corporate limits of the Village at the time of the establishment of the moratorium were also exempt from its provisions.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

The Private Engineering Division has the following comments on this petition:

- 1) Village water main shall be extended across the frontage of the property and shall either connect to the existing main at Highland Avenue, or shall be looped through the development.
- 2) The existing Highland Hills water main shall be abandoned within the property. Any work to supplement/maintain the Highland Hills loop off of this property is the developer's responsibility.

- 3) Fire hydrants shall be constructed in front of each building within 25' to 75' of the FDC, which shall be located on the front of the buildings. Subsequent fire hydrants are required every 150'.
- 4) All water main that serves the hydrants, fire suppression lines or water services shall be dedicated to the Village in a 30' easement.
- 5) No free standing signs or light pole base are permitted within easements.
- 6) All service lines and fire suppression lines greater than 2" shall be in 60" vaults.
- 7) A guard rail is required around the detention pond for that portion that abuts parking lot.
- 8) Any wetland or wetland buffer issues must be permitted through DuPage County.

PUBLIC WORKS

The Public Works Department has no comments.

BUILDING AND FIRE

The Fire Department/Bureau of Inspectional Services has no comments at this time, but will offer comments though the building permit process.

PLANNING

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies the subject property for Community Commercial Uses. Of particular note, a primary goal denoted in the Plan for Commercial and Retail Development is to identify and encourage the improvement or redevelopment of select commercial areas that are or are becoming functionally obsolete. The petitioner's plan intends to remove structures that were developed prior to their annexation in the Village and redevelop the site consistent with the objectives of the Roosevelt Road Corridor and the Plan. Therefore, the proposed redevelopment is consistent with the Comprehensive Plan.

Compatibility with the Surrounding Land Uses

The proposed redevelopment is consistent with the other uses along Roosevelt Road. The subject property is bordered on the north and east by other existing retail commercial uses. Roosevelt Road has traditionally included a substantial number of automotive related uses. To the south of the subject property is an office and storage facility for York Township Highway Department. To the

west of the subject property is a motel, which may be subject to redevelopment at some point in the future, and U-Store-It storage center.

Compatibility with the Zoning Ordinance

The petitioner is requesting numerous zoning actions to facilitate the development as proposed, including:

Conditional use for a planned development

Establishing a conditional use for the entire development is an appropriate way to address the unique site constraints and phasing of the proposed development. Moreover, the planned development process allows the Village to look at all of the proposed structures comprehensively, versus looking at each proposed structure separately. Through this process, staff believes that a better overall design can be achieved.

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

By establishing a planned development, arbitrary property lines can be ignored in favor of a more unified and cohesive development. In this case, the proposed access aisles are placed where it makes most sense within the overall project, rather than based upon property lines. This deviation can be supported as it provides for better traffic flow and circulation. Moreover, it also helps minimize traffic on adjacent public streets.

A conditional use for a drive-through facility on Lot 1 (Parcel A) of the proposed subdivision.

The proposed bank includes a drive-through facility on the south side of the building. Sufficient stacking and a bypass lane are provided. The proposed drive-through facility will not negatively impact traffic circulation within the development. Two cross-access drive aisles with the High Point Shopping Center are located on the east side of the bank, which will allow the vehicles to exit onto Roosevelt Road at the Fairfield Avenue stop light. Staff does not object to this request.

A conditional use for a drive-through facility on Lot 3 (Parcel C) of the proposed subdivision.

The proposed fast-food restaurant also includes a drive-through facility on the south side of the building. Stacking is provided for eight cars, and an escape lane allows cars to exit the drive-through lane. The proposed drive-through facility will not negatively impact traffic circulation within the development. Staff does not object to this request.

Use Exception

The petitioners are proposing a 95,000 square foot storage center to be located on Lot 4 (Parcel D). Storage centers are not listed as permitted or conditional use in the underlying B4 Corridor Commercial District. The Zoning Ordinance includes provisions for use exceptions, which allow for uses in a planned development that are not allowed in the underlying zoning district. The Zoning Ordinance stipulates that use exceptions cannot represent more than 40% of the site area or more than 40% of the total floor area. The proposed storage center does not exceed 40% of the site area, but because it will be a four-story building, it will exceed 40% of the total floor area within the planned development. Therefore, a variation from the Standards for Planned Developments with Use Exceptions is also needed for the proposed storage center.

The petitioners have indicated that they have not finalized a tenant for Lot 4 (Parcel D) and have not submitted any building elevations or materials for the proposed building. The petitioners would like to establish the right for the use exception. Staff recommends as a condition of approval that site plan approval be required for Lot 4 (Parcel D) to allow the Plan Commission to review building elevations and materials. In addition, should the petitioners choose not to move forward with the use exception for Lot 4, they can seek site plan approval for other uses permitted within the underlying B4 Corridor Commercial District.

Staff can conceptually support the storage center use given that the subject property is adjacent to two other storage uses including the U-Store-It storage center and the York Township Highway Department facility. Furthermore, there is a substantial change in grade with the elevation at the northern property line being as much as fifteen feet (15') higher than the elevation at the southern property line. The multi-story storage center building will not have as great of an impact when viewed from Roosevelt Road as a result of the grade change. Furthermore, the proposed storage center will provide additional screening of the York Township Highway Department facility to the south of the subject property.

Compatibility with the Sign Ordinance

Wall signs

Four wall signs are proposed for the bank on each of the exterior walls. The wall sign on the north elevation is 33 square feet and the wall signs on each of the east, west, and south elevations are 18 square feet. Similarly, the elevations for the proposed restaurant include a wall sign on each of the exterior walls. Each of the wall signs for the restaurant is 38 square feet. The Zoning Ordinance limits businesses to one wall sign per street frontage. The overall sign size for each of the proposed wall signs meets code requirements for area. Staff does not object to the relief, but recommends that both the wall sign on the south elevation of the bank and the wall sign on the south elevation of the restaurant be removed. Staff does not see a value to these wall signs, as it would not be visible to motorists on Roosevelt Road.

Freestanding Signs

There are four freestanding walls signs proposed within the planned development which are as follows:

Sign	Height	Size
Bank freestanding sign	25'	75 s.f.
Shopping center monument sign	12'	40 s.f.
Shopping center pylon sign	21'3"	75 s.f.
Storage center monument sign	NA	NA

There are a number of deviations required for the proposed freestanding signs. The Sign Ordinance prohibits freestanding signs in conjunction with Shopping Center Identification signs. Furthermore, only one Shopping Center Identification Sign would be permitted on the subject property by a matter of right as the planned development does not meet the size and frontage requirements for any additional Shopping Center Identification signs. The Sign Ordinance also requires a distance of at least 250 feet between Shopping Center Identification Signs. The proposed plan only shows a distance of 216 feet.

Staff finds four freestanding signs for the subject property to be excessive. Planned developments are intended for a unified and compatible design of buildings, structures and site improvements. Excessive freestanding signage can give the appearance of a piecemeal development rather than an intergraded shopping center. Staff can conceptually support the necessary relief to allow the two shopping center signs located at each of the access drives. However, any signage for the bank and storage center should be incorporated into the shopping center signs.

Staff notes that there is an existing billboard located on the subject property. The companion annexation agreement will provide for the removal of the billboard by the petitioner in 2014, when the existing lease period expires.

Other Issues

The overall petition can also be supported based upon consideration of the following items:

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 stacking and access drives.

The subject property previously had a full access drive on the Lombard Lanes property and a full access drive on the O'Hare towing property. There are existing cross-access easements with High Point Shopping Center located west of the subject property. The cross-access will allow vehicles to exit onto Roosevelt Road at the Fairfield Avenue traffic light.

Staff notes that there is an existing easement on the O'Hare Towing property that granted York Township Highway Department rights to use a fifteen-foot drive aisle and the full access onto Roosevelt Road. The petitioner has worked with both York Township Highway Department to address the easement. IDOT has reviewed the proposed site plan and finds the full access curb-cut and right-in/right-out curb-cut to be acceptable. However, IDOT will require the petitioner to extend the existing right turn only lane for the right-in/right-out curb cut to the west in the High Point Shopping Center.

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 not adjacent to any residential zoning districts. Therefore, transitional landscaping is not required. Most of the existing trees along the southern property line will remain. The petitioner is proposing six additional trees to be located along the southern property line.

The refuse disposal area must be screened on all four sides to a height between six and eight feet. Staff recommends that the trash enclosure be constructed of the same masonry materials that are used for the building.

Elevation Drawings

The petitioner has submitted elevation drawings for the proposed banking facility, retail building, and fast food restaurant. The proposed buildings incorporate similar masonry colors and materials. The banking facility and the retail building use a red brick and the fast-food restaurant incorporates a red stone, similar in color. The three buildings also include an EFIS cornice element, which helps tie them together. All three buildings incorporate fabric awnings and wall sconces as decorative elements. Staff recommends that the fabric awnings be compatible as a condition of approval.

Staff finds the elevations to be acceptable overall, but suggests that additional masonry be incorporated into the final design for the fast-food restaurant. As the most visible parts of the building, the north, west, and east elevations should have masonry at least up to the level of the awnings, replacing the proposed EFIS. The brick colors shown on the submitted materials board may be used for this purpose.

Compatibility with the Subdivision and Development Ordinance

The petitioner proposes to resubdivide the property to create five lots of record. Lots 1 through 4 would be developed as commercial uses. Lot 4 requires a deviation from the Subdivision and Development Ordinance to allow a lot without street frontage. Access to Lot 4 will be provided by means of cross access with Lots 1 through 3 of the proposed resubdivision. Lot 5 would be a detention outlot for the stormwater drainage of the project. As this development is over one acre in size, the plat will need to be approved by the Village Board. Staff will bring the final plat to the Board for approval upon approval of final engineering for the development.

Lastly, this project is considered a major development as defined by the Subdivision and Development Ordinance, which would require full public improvements where they are needed. This includes street lighting, sidewalks, parkway trees, storm sewer, landscaping and associated roadway improvements.

FINDINGS AND RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards required by the Lombard Zoning Ordinance, the Sign Ordinance and the Subdivision and Development Ordinance, in part, subject to the conditions of approval. As such, the IDRC 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, Sign and Subdivision and Development Ordinances; 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 that establishing a planned development is in the public interest; and therefore, I recommend to the Corporate Authorities **approval** of PC 07-03 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) Site plans prepared by Carroll Associates Architects, dated August 9, 2007
 - b) Landscape plan, prepared by Carroll Associated Architects, dated August 10, 2007,
 - c) Building elevations for proposed retail center, prepared by Carroll Associates Architects, dated July 16, 2007,
 - d) Building elevations for proposed bank, prepared by Carroll Associates Architects, dated July 16, 2007

- e) Building elevations for the fast-food restaurant , prepared by Hestrup and Associates, dated July 17, 2007.
2. That the petitioner shall enter into an annexation agreement with the Village for the subject property.
 3. That the petitioner's building improvements shall be designed and constructed consistent with Village Code and shall also address the comments included within the IDRC report.
 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 ensure that the proposed signage, awnings and building elevations present a favorable appearance to neighboring properties, the property shall be developed and operated as follows:
 - a. That channel lettering shall only be used for the wall signs.
 - b. That consistent with the Sign Ordinance, the awnings shall not include text in conjunction with the wall signage.
 - c. The planned development shall be limited to no more than two freestanding shopping center signs, with the signs being in accordance with the shopping center signage plan prepared by Carroll Associates Architects dated August 3, 2007. The final placement of the signs shall be located in a manner that does not conflict with clear line of sight or utility easements.
 - d. That wall signage for the bank building and the fast-food restaurant building shall only be located on the north, east and west elevations.
 - e. That the fabric awnings on each of the proposed buildings shall be compatible.
 - f. That all rooftop mechanical equipment shall be screened pursuant to Section 155.221 of the Zoning Ordinance.
 6. To minimize parking conflicts on the property and to minimize impacts on adjacent properties, the developer/owner of the property shall allow for cross-access and cross parking between each lot within the proposed development.
 7. The use exception for a storage center shall only be for Lot 4 (Parcel D) of the planned development. The development of Lot 4 (Parcel D) shall be subject to site plan approval of the Village.
 8. The petitioner shall dedicate to the Village a cross-access easement to provide access to the proposed detention outlot (Lot 5), with the final location to be denoted on the final plat of subdivision for the subject property.

Plan Commission
Re: PC 07-03
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Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Assistant Village Manager/Director of Community Development

DAH:MV

att
c. Petitioner

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