

# PLAN COMMISSION

## INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

### DRIVE-THROUGH ESTABLISHMENT/SERVICE – 2770 S. HIGHLAND AVENUE

OCTOBER 20, 2014

#### Title

PC 14-34

#### Petitioner

Larry Debb  
Property Manager  
1011 E. Touhy Avenue, Suite 290  
Des Plaines, IL 60018

#### Property Owner

Highlands III Retail LLC  
1011 E. Touhy Avenue, Suite 290  
Des Plaines, IL 60018

#### Property Location

2770 S. Highland Avenue  
06-29-308-024  
Trustee District #3

#### Zoning

B3PD Community Shopping  
District Planned Development  
(Highlands of Lombard)

#### Existing Land Use

Multi-tenant retail center

#### Comprehensive Plan

Community Commercial

#### Approval Sought

Conditional use to allow for a  
drive-through establishment /  
service.

#### Prepared By

Matt Panfil, AICP  
Senior Planner



LOCATION MAP

#### PROJECT DESCRIPTION

The petitioner is proposing to add a drive-through window and accompanying drive aisle to an existing multi-tenant retail center at 2770 S. Highland Avenue. The drive-through window will be located on the north side of the building and the petitioner has stated that the window will not be used for ordering, but is intended for pre-ordered pick-up only. Therefore, no menu board is associated with this project.

The petitioner has indicated, but not verified, that the proposed drive-through window and lane will service a pizzeria. No floor plans have been provided, but the petitioner has also indicated that the pizzeria will provide seating for approximately forty (40) patrons.

#### APPROVAL(S) REQUIRED

Per Section 155.415 (C) of the Lombard Zoning Ordinance, drive-through and drive-in establishments / services require a conditional use permit within the B3 Community Shopping District. The Section Four (4) of the Second Amendment to the Pre-Development Agreement for the Highlands of Lombard Planned Development also stipulates that drive-in and drive-through establishments / services require a conditional use permit.

## PROJECT STATS

### Lot & Bulk

Parcel Size:	1.56 acres
Building Area:	18,055 sq. ft.
Tenant Area:	Approx. 3,100 sq. ft.
Lot Coverage:	Approx. 92%

### Reqd Setbacks & Lot Dimensions – Existing (Proposed)

Front:	30' (86')
Side: (East)	10' (47')
Side: (West)	10' (25')
Rear:	30'(40')
Lot Width:	100' (204')

### Parking Spaces (If PD did not allow for shared parking)

Demand:	72 spaces, 3 ADA (approved by SPA 07-09ph)
Supply:	61 spaces (3 ADA)

### Submittals

1. Petition for a public hearing, submitted September 22, 2014;
2. Response to Standards for a Conditional Use;
3. Plat of Survey, prepared by Spaceco Inc., dated March 7, 2007 and submitted September 22, 2014;
4. Land Title Survey, prepared by Spaceco Inc., dated September 10, 2007 and submitted September 22, 2014; and
5. Schematic Floor Plan – Tenant with Drive-Thru, prepared by Archideas, undated and submitted September 22, 2014.

## EXISTING CONDITIONS

The subject property is currently improved with a one-story multi-tenant retail center approximately 18,055 square feet in size. The proposed tenant space is currently vacant. The specific size of the proposed pizzeria has not been provided, but staff estimates the tenant space to be approximately 3,100 square feet.

The existing site has sixty-four (64) parking spaces, three (3) of which are accessible. Access to the site is provided by two (2) full-access curb cuts along the private drive aisle at the south of the site and one (1) shared access point with The Patio restaurant at the northeast corner of the subject property.

## 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:

The Fire Department notes the following:

- The petitioner is to ensure emergency vehicle access to the Highlands of Lombard during the time period of 11:00 A.M. to 1:00 P.M. because maneuvering is very difficult due to the high volume of traffic and congestion on a daily basis;
- The anticipated additional traffic volume generated by the establishment of another food service vendor will assumedly add to traffic congestion;
- Introducing the queuing and movement programs associated with a food service drive-through will present a significant impact on traffic safety and Fire Department access; and
- The drive-through exit at the northwest corner of the site is a very difficult area for the drive-through traffic to merge within incoming and outgoing traffic along the western drive aisle.

### Private Engineering Services:

Private Engineering Services (PES) notes the following:

- PES would like to see an autoturn analysis for vehicles backing out of the new angled parking spaces in order to determine if vehicles will encroach into the drive-through lane;

- The stop bar at the exit of the north should be extended across the entire exit area. The current striping is only on one-half (½) of the exit that is signed “Do Not Enter;”
- The striped area shown where one (1) parking space is lost should be a landscaped island. Considering the level of activity during the day, if this area is only striped, customers will still try to park in this location; and
- PES requests the petitioner label the width of the mountable raised curb area at the drive-through location.

**Public Works:**

The Department of Public Works has no issues or concerns regarding the project at this time.

**Planning Services Division:**

The Planning Services Division (PSD) notes the following:

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

	<b>Zoning Districts</b>	<b>Land Use</b>
<b>North</b>	CR	Allerton Ridge Cemetery
<b>South</b>	B3PD	Multi-tenant retail center and PNC Bank
<b>East</b>	B3PD	The Patio Restaurant
<b>West</b>	B3PD	The Dump Furniture Outlet

In consideration that the B3 Community Shopping District is intended to provide for the needs of a much larger consumer population than is served by the B1 or B2 Districts staff finds the proposed use is consistent with the zoning and land use of the surrounding properties.

**2. Comprehensive Plan Compatibility**

The proposed use is consistent with the Comprehensive Plan’s recommendation of community commercial uses which references, “providing services extending beyond daily living needs.”

**3. Zoning & Planned Development & Sign Ordinance Compatibility**

The Highlands of Lombard Planned Development (Ordinances 4833 and 4834) that was approved on June 15, 2000 allowed for development activity per the provisions established in the Final Development Agreement for the property. The planned development allows for the construction and operation of restaurant establishments on the property. Drive-through establishments are listed as conditional uses in the planned development approval and in the underlying Zoning Ordinance regulations. With respect to the use, the drive through element is intended to be a subordinate activity to the principal in-building restaurant dining element.

**4. Sign Ordinance Compatibility**

The petitioner has not yet proposed any signage for the drive-through establishment / service. Any future signage applications will be reviewed by staff for their consistency with the Village’s Sign

Ordinance. If any future signage is determined to be non-compliant the petitioner will have the option to request a variation from the Plan Commission and Village Board of Trustees.

#### 5. *Site Plan: Access, Circulation, and Parking*

Staff notes that the stacking area does meet the minimum eight (8) stacking spaces requirement established in the Zoning Ordinance for fast-food restaurants with drive-through windows. However, the petitioner has indicated that the proposed drive-through window will be for pre-ordered pick-up only. While stacking spaces may not be an issue for the proposed pizzeria, staff does have concerns about future redevelopment scenarios in which the use transitions to a fast-food establishment. Staff recommends any approval (if such approval is warranted) be subject to prohibiting menu boards as part of the drive-through service.

The site plan submitted as part of SPA 07-09ph provided seventy-three (73) parking spaces where seventy-two (72) was the minimum required. This demand was calculated based on the formula of one (1) space for every 1,000 square feet of retail space. The site plan was later modified to relocate the access points and to provide a trash enclosure, resulting in reduction to a total of sixty-four (64) parking spaces.

In order to accommodate the requested drive-through window the petitioner proposes several changes to the parking lot which result in the net loss of three (3) on-site parking spaces. An additional parking space is created, but it is located on the property to the east. Staff recommends any approval (if such approval is warranted) be subject to the petitioner obtaining authorization from the property owner to the east in order to make any change to the parking on their site.

While parking has been reduced since the original approval associated with SPA 07-09ph, Ordinance No. 4833 allows for shared parking as a permitted use for, "lots or Sites within the Subject Property to utilize off-site and/or shared parking with other lots or Sites within the Subject Property, subject to site plan approval by the Plan Commission and the terms of the Second Amendment."

Pedestrian access to the site will be further restricted by the proposed elimination of the landscape island with sidewalk and striped painting at the east side of the property line.

In addition to staff's comments above, the Village's traffic consultant's (KLOA, Inc.) comments, and autoturn analysis (attached as Exhibits A-F) regarding the proposed site circulation plan are summarized below\*:

##### Figure A

If there are vehicles queued in the drive-through lane and cars parked in the proposed angle stalls, a vehicle driving northbound will not be able to turn into the stalls without hitting a parked vehicle or a vehicle waiting in the drive-through lane. If there are no vehicles in the drive-through lane, the northbound vehicle can enter the parking space without hitting a parked vehicle by taking a wider approach to the parking space.

##### Figure B

Same conflicts as Figure A.

Figure C

This figure shows a vehicle wrapping around the building approaching the pick-up window and a vehicle traveling west from The Patio restaurant. The painted island separating the vehicle in the drive-through pick-up window and the westbound vehicle is not shown because KLOA was using the as-built drawing / drainage plan. One concern in Figure C is which vehicle stops (the vehicle in the drive-through lane or the vehicle traveling westbound). The westbound vehicle should stop because the driver in the vehicle in the drive-through lane will have to look over his or her shoulder to see the incoming vehicle. The stop sign should be placed in a location with high visibility.

Figure D

This is the same as Figure A except a smaller vehicle template has been used (the same size vehicle used in the petitioner's plans). Although the vehicle is smaller, if there are vehicles queued in the drive-through lane and cars parked in the proposed angle stalls, a vehicle driving northbound will have some issues turning into the stall.

Figure E

Same issues and concerns as Figure B, but using a smaller vehicle template.

Figure F

Same issues and concerns as Figure C, but using a smaller vehicle template.

Figure G

This figure shows a vehicle traveling westbound on the drive aisle while a northbound vehicle attempts to make a right-turn and go south on The Patio west drive aisle. The distance between the opposing vehicles is approximately two feet (2') which does not leave much room for error. Without having any traffic counts, KLOA does not know how often that maneuver occurs (northbound and making a right-turn into The Patio west drive aisle). There are pros and cons to leaving the aisle two-way.

Pros: Traffic that wants to exit the site and travel southbound on Highland Avenue can do so without traveling west on the service drive, turning right on the western main drive aisle and then right again on the spine road.

Cons: Tight turning maneuver and increased traffic along the Patio western drive aisle.

\* *Consultant's Note:*

*The autoturns might not be highly accurate as KLOA were not able to align everything perfectly (parking stalls lined up perfectly with the aerial, but the building footprint was a little bit off). Nevertheless, the runs give us a good idea as to areas of conflict.*

In comparison to similar proposals that have appeared before the Plan Commission, staff notes that the drive aisle adjacent to the drive-through lanes at the McDonald's at 300 E. Roosevelt Road (PC 06-04) was wider, seventeen feet (17'), than that proposed by the petitioner, approximately twelve feet (12'). The wider drive aisle was able to accommodate the necessary turning and parking maneuvers.

## **6. Elevations**

The petitioner is not proposing any additional changes to the exterior elevations at this time.

### **SITE HISTORY**

The existing multi-tenant building was constructed in 2008.

#### **PC 00-24**

A conditional use for a planned development in the B3 Community Shopping District and a conditional use to allow more than one principal building on a lot and granting variations from the Lombard Zoning, Subdivision and Development, and Sign Ordinances, all with conditions. PC 00-24 also authorized the execution of a Second Amendment to the Pre-Development Agreement.

#### **PC 00-42**

An amendment to Ordinance No. 4833, relative to the conditional use for the planned development, deleting the requirement that the owner and developer must provide an easement for a sidewalk extension and fund the cost associated with the construction.

#### **PC 00-51**

An amendment to Ordinance No. 4633 to revise Section 5 (E)(1) of the Second Amendment. Ordinance No. 4884 authorized the execution of a second revision to the Second Amendment to the Pre-Development Agreement and:

Lots 4 and 5: Approval of architectural design elements

Lot 2: Approval to allow the construction of a computer retail store (CompUSA)

#### **SUB 05-03**

Approval of a four (4) lot plat of resubdivision.

#### **SPA 07-09ph**

Site plan approval for a retail center with deviations from the Lombard Sign Ordinance.

#### **SPA 07-10**

Revised site plans for the proposed retail center.

### **FINDINGS & RECOMMENDATIONS**

Due to the concerns expressed by the various members of the Inter-Departmental Review Committee and the Village's traffic consultant, staff finds that the proposed drive-through establishment / service does not meet the standards for a conditional use set forth in the Zoning Ordinance.

In regards to the petitioner's response to Standards One and Five, the potential for a detrimental impact to the general welfare has been demonstrated through KLOA's review. While the petitioner notes that the drive-through window is for pre-ordered pick-up only, land use review must consider the long-range impact of the drive-through window should the business transition to a use with a higher demand for drive-through customer pick-ups and/or orders.

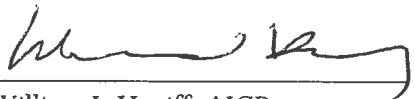
The petitioner has proposed that the conditional use be limited to the proposed pizzeria only, however staff does not prefer this approach as the requested relief is to be reviewed in the context of the specific physical characteristics of the site, not limited to whom the tenant is and what product they sell.

Also, staff finds that the proposed design does not minimize on-site traffic congestion as specifically evidenced by KLOA's review. Finally, because one (1) of the new parking spaces created is located off-site, the petitioner is inaccurate in their statement, "there will be no loss of parking spaces."

The Inter-Departmental Review Committee has reviewed the standards for the requested conditional use for a drive-through establishment / service and finds that the proposed use **does not comply** with the standards established by the Village of Lombard Zoning Ordinance. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion to **deny** PC 14-34:

Based on the submitted petition and the testimony presented, the proposed conditional use does not comply with the standards required by the Village of Lombard Zoning Ordinance and that granting the conditional use permit is not in the public interest and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Committee Report as the findings of the Plan Commission, and recommend to the Village Board **denial** of PC 14-34.

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP  
Director of Community Development

c. Petitioner

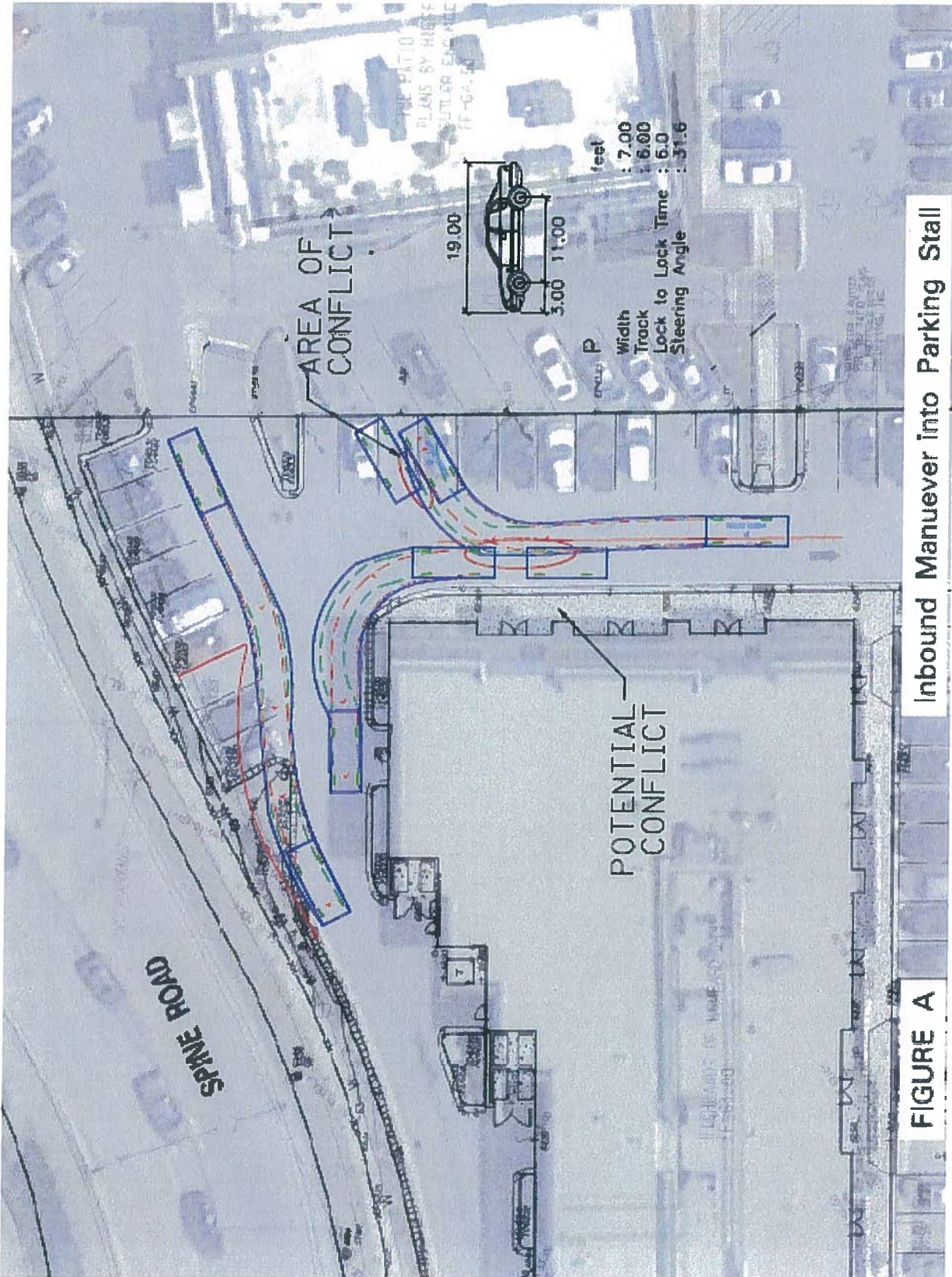
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## STANDARDS FOR CONDITIONAL USES

1. This is a pick-up window for pre-ordered pizzas. The existing building is partially occupied by other retail users. The area is all retail. This drive-up window will not be detrimental or endanger the public.
2. Other drive-thru facilities currently exist in the immediate area. The "window" will be for pre-ordered pick-up only. There will not be any menu boards, speakers or ordering at the window itself. There will be no reduction in the property values in the neighborhood.
3. The retail development is fully built-out and this is the last vacant space in the development. Even if additional developments were possible, this pick-up window would not impeded normal, orderly development in the area.
4. This will not affect any public utilities. There will be a slight change to the parking lot area, but all proper drainage will be maintained. No additional storm water retention will be required.
5. The design minimizes on-site traffic congestion and will have very little, if any, effect on nearby public streets. There will be no loss of parking spaces.
6. This request is not contrary to the objectives of the Village's current comprehensive plan.
7. The conditional use will conform to the current applicable regulations in all respects.

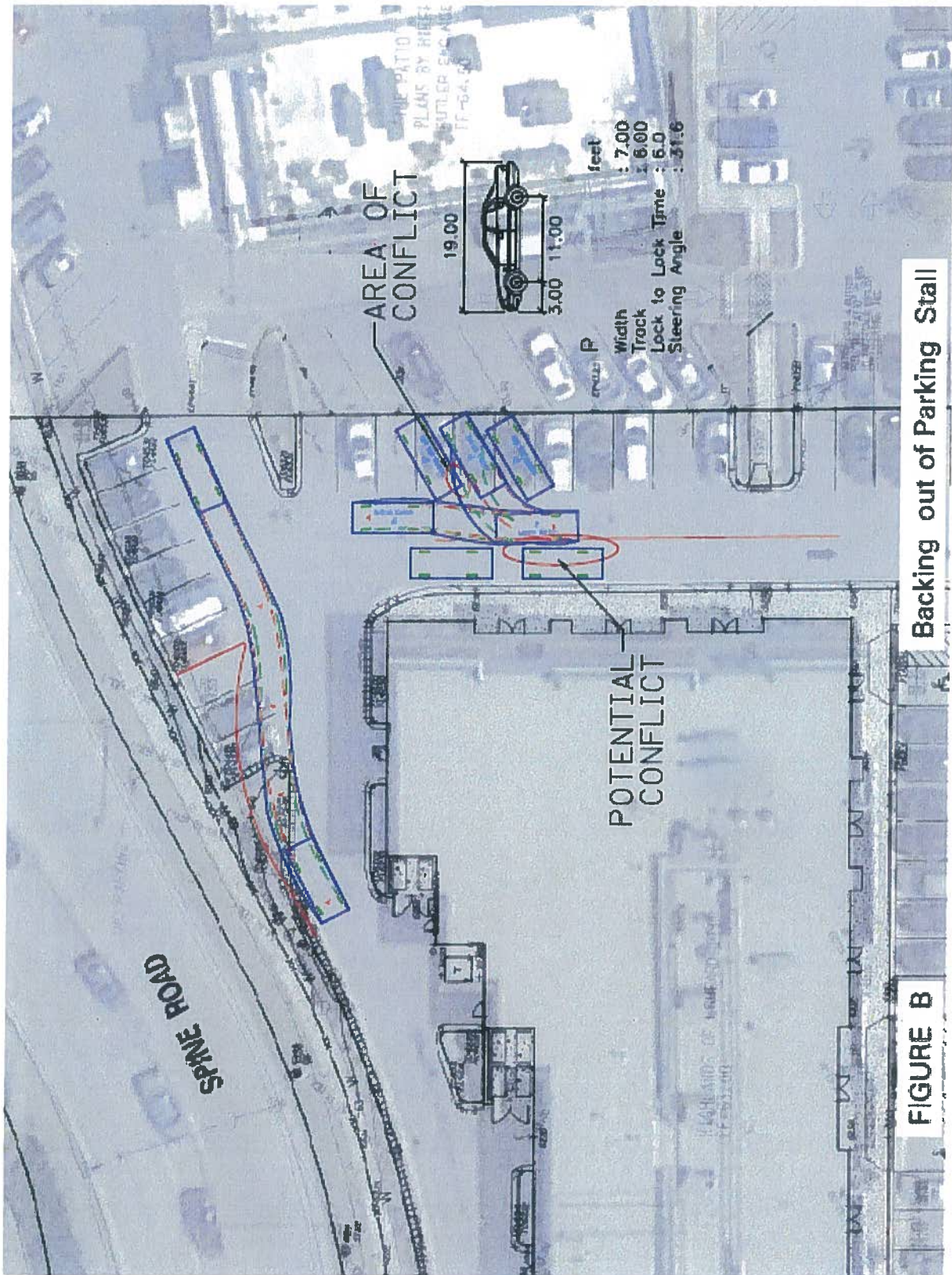


**FIGURE A**



**FIGURE A**  
Inbound Maneuver into Parking Stall

**FIGURE B**



**FIGURE C**

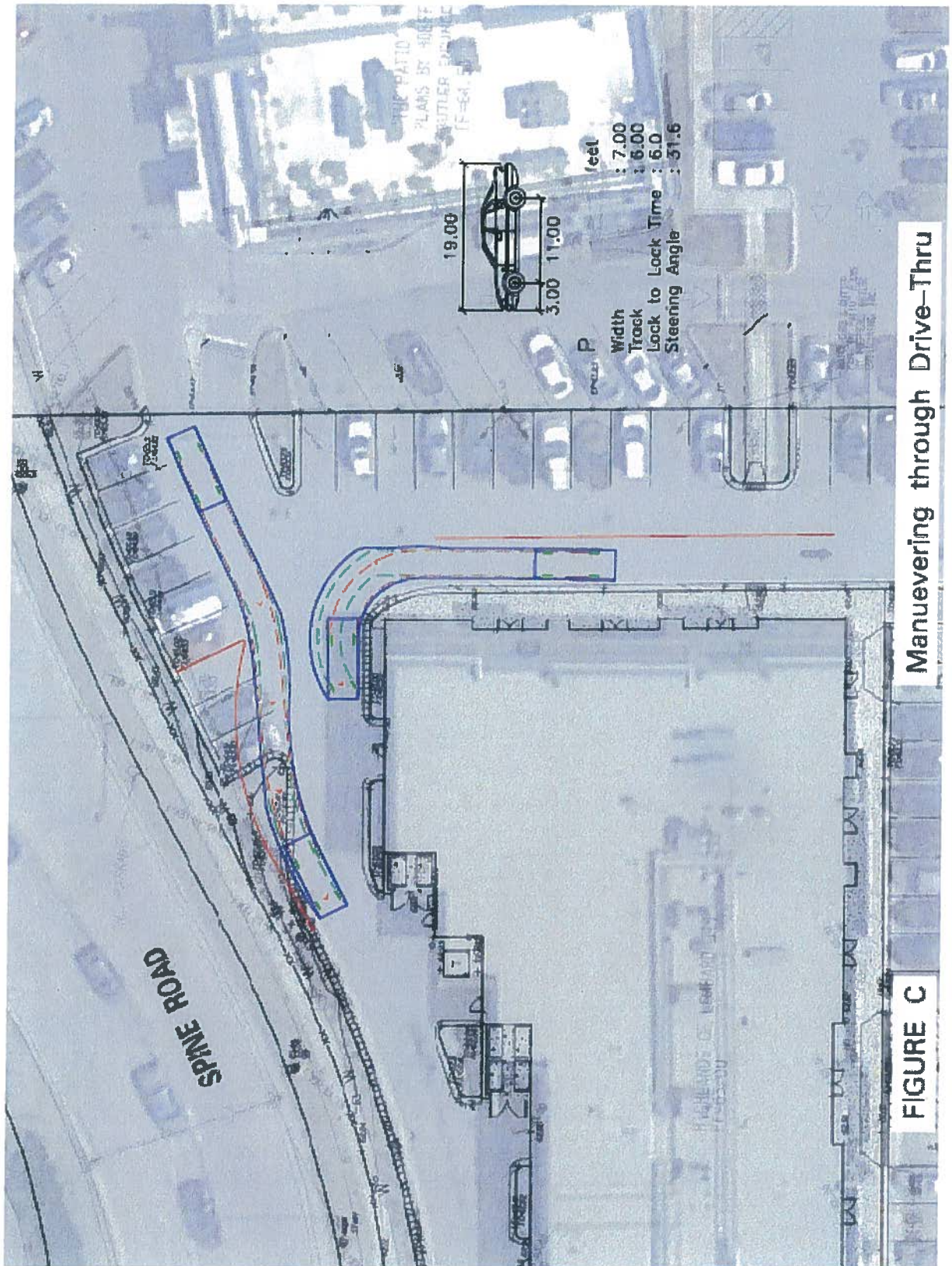
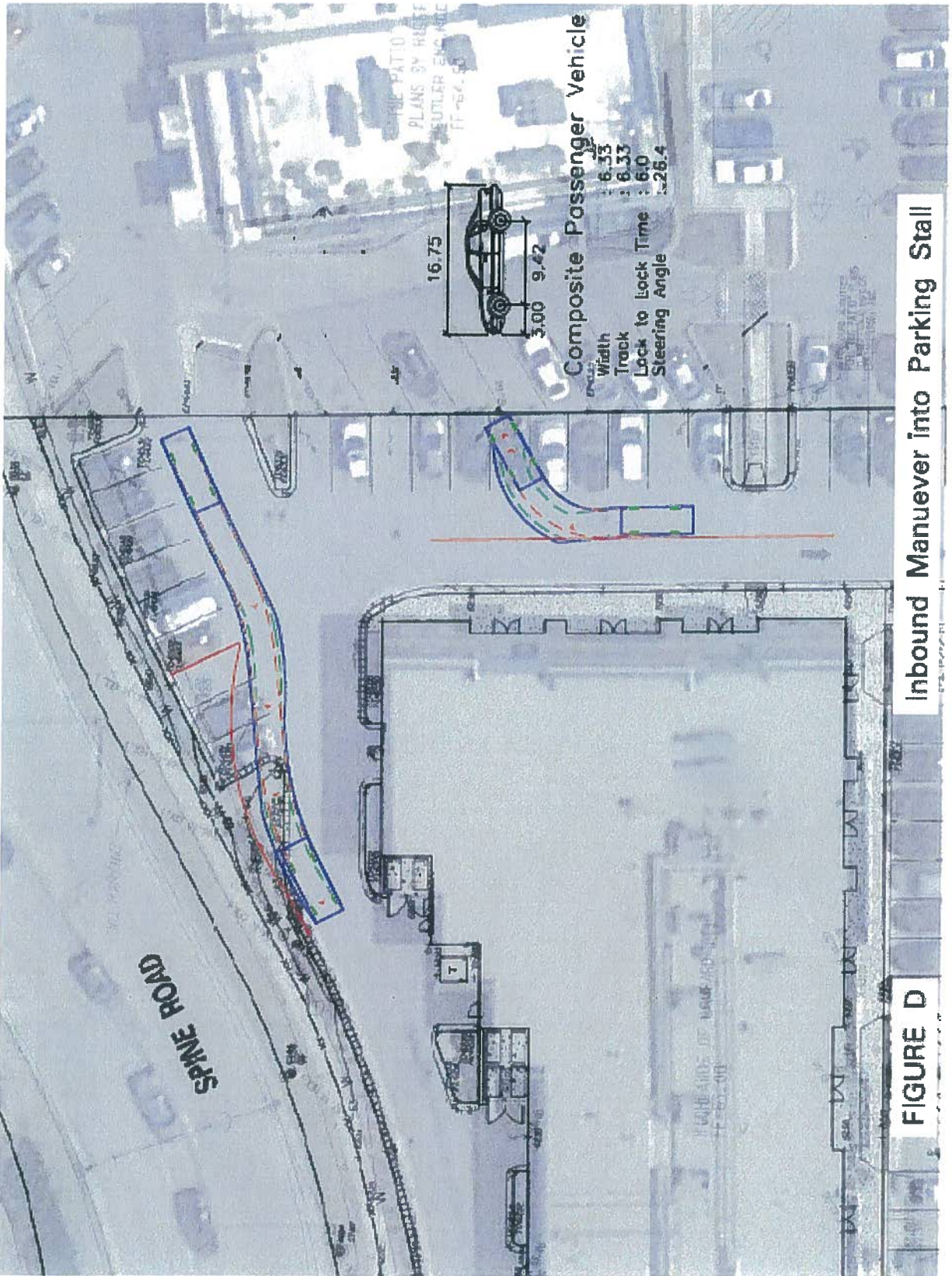
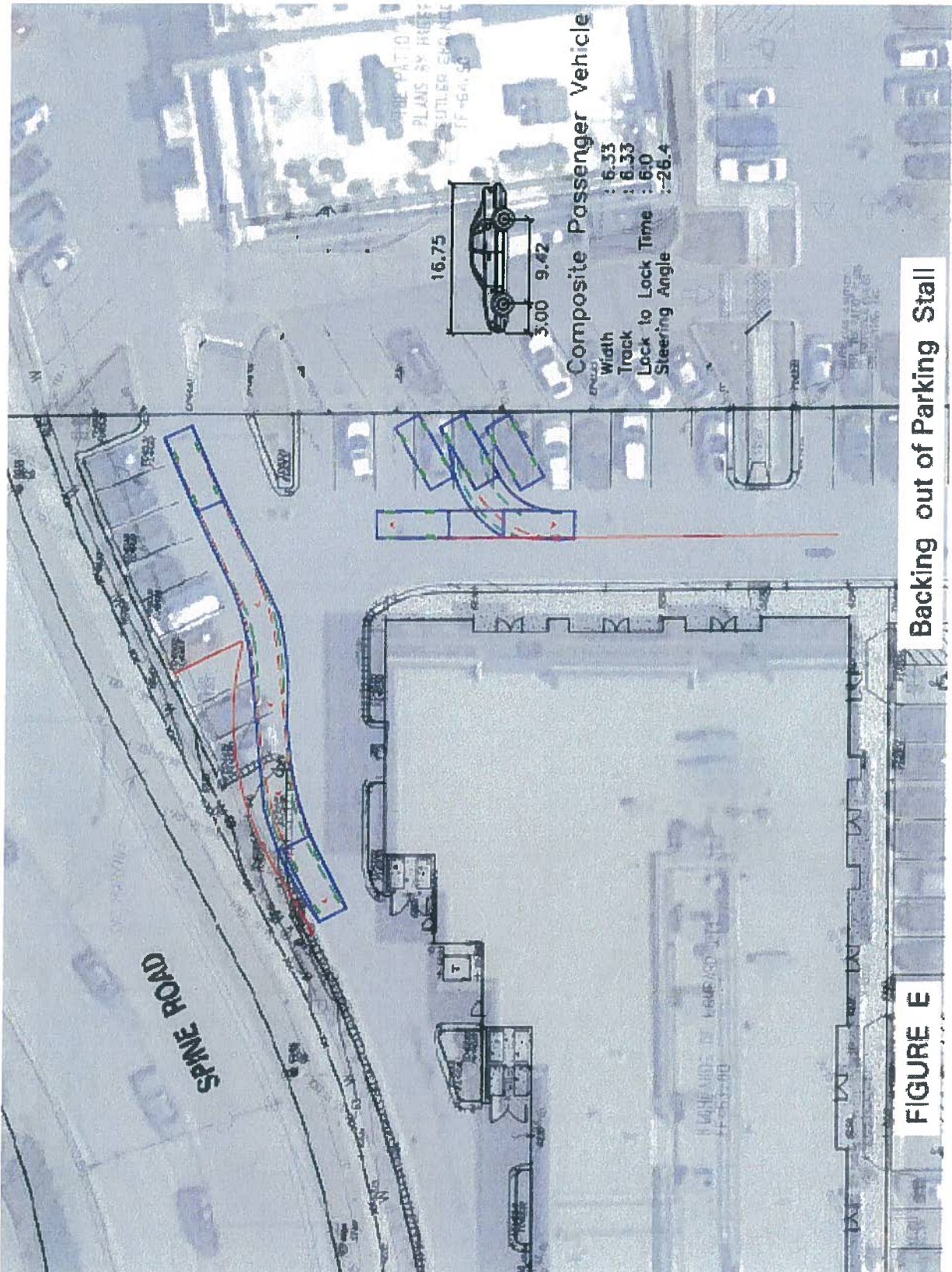


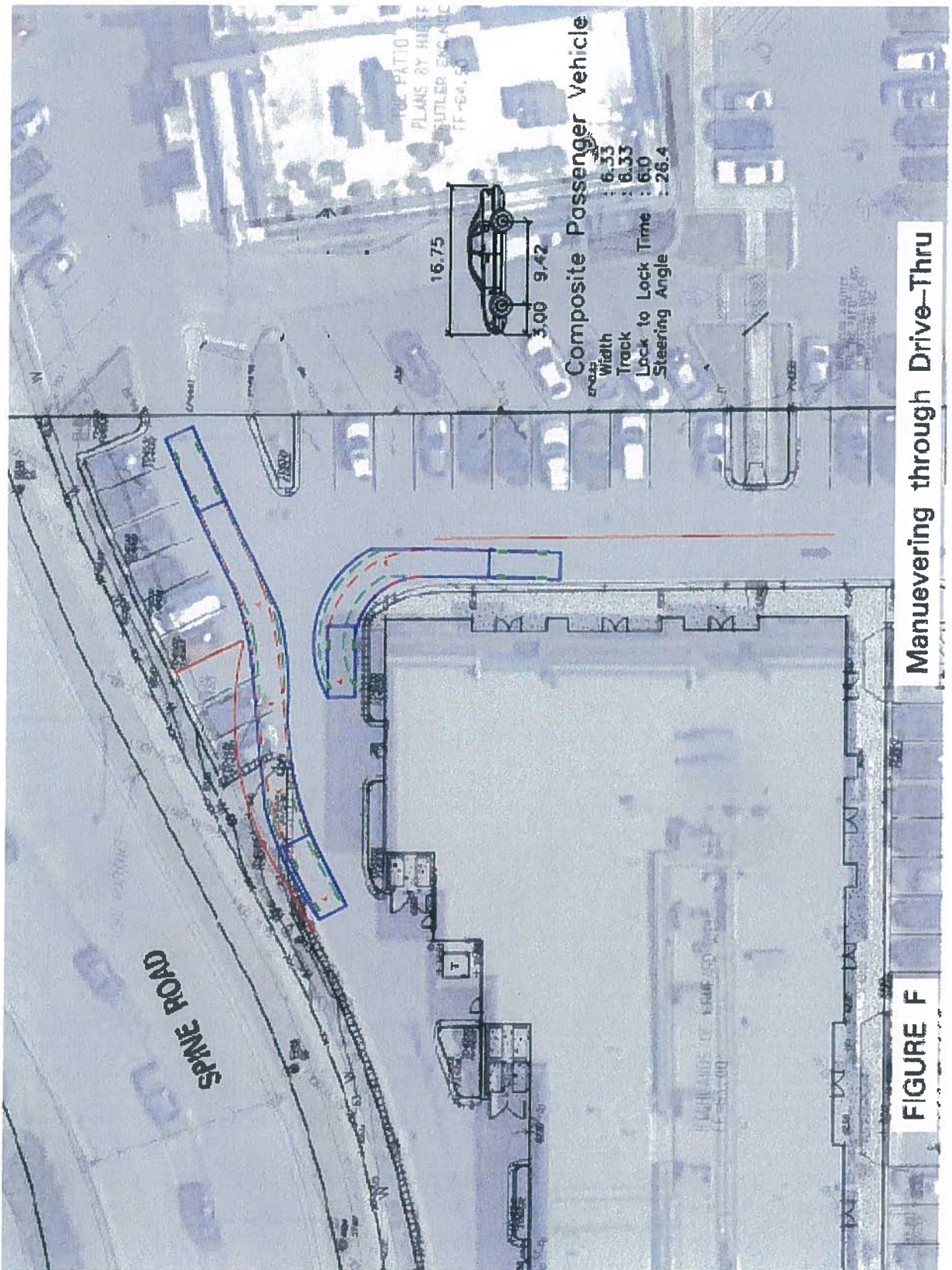
FIGURE D



**FIGURE E**



**FIGURE F**



**Maneuvering through Drive-Thru**

**FIGURE F**

**FIGURE G**

