

VILLAGE OF LOMBARD
INTER-DEPARTMENTAL REVIEW GROUP REPORT

TO: Lombard Plan Commission

HEARING DATE: March 15, 2004

FROM: Department of
Community Development

PREPARED BY: Jennifer Backensto
Planner I

TITLE

PC 04-10; 400-540 E. St. Charles Road (Neri Development): The petitioner requests that the Village take the following actions on the subject property:

1. Approve an amendment to the Comprehensive Plan reclassifying the subject property from Community Commercial to High Density Residential.
2. Approve a map amendment from the B4 Corridor Commercial District to the R4 Limited General Residence District;
3. Approve a conditional use for a planned development with the following deviations:
 - a) A deviation from Section 155.408 (D) (4) to reduce the minimum required lot area for an 80-unit multiple-family dwelling from 224,000 sq. ft. to 96,205 sq. ft.;
 - b) A deviation from Section 155.408 (G) to increase the maximum allowable building height from 4 stories (50 feet) to 5 stories (51 feet);
 - c) A deviation from Section 155.408 (F) (4) (a) and Section 155.508 (C) (6) to reduce the minimum required front yard setback from 30 feet 2 feet for the western building and 4 feet for the eastern building;
 - d) A deviation from Section 155.408 (F) (4) (d) and Section 155.508 (C) (6) to reduce the minimum required rear yard setback from 30 feet to 29 feet for the western building;
 - e) A deviation from Section 155.408 (D) and Section 155.508 (C) (7) to reduce the minimum required open space from 40% to 25%;
 - f) A deviation from Section 155.210 (B) (2) (b) and Section 155.508 (C) (6) to reduce the minimum required rear yard setback for a detached garage from 3 feet to 1 foot;
4. Approve variations from the planned development standards as follows:
 - a) A variation from Section 155.508 (C) (4) allowing for an increase in the maximum number of dwelling units from 48 to 80 units;
 - b) A variation from Section 155.508 (C) (6) to vary the front and rear yard on the perimeter of the development as depicted on the submitted site plans and as referenced within the petitioner's request for a conditional use for a planned development;
 - c) A variation from Section 155.508 (C) (7) to vary the area of open space provided in a planned development as depicted on the submitted site plans and as referenced within the petitioner's request for a conditional use for a planned development;

5. Approve variations from the landscape standards as follows:
 - a) A variation from Section 155.706 (C) (1) of the Zoning Ordinance reducing the required perimeter parking lot landscaping area;
 - b) A variation from Section 155.709 (B) of the Zoning Ordinance reducing the required perimeter lot landscaping area;
6. Approve a conditional use for an accessory garage; and
7. The petitioner also requests Site Plan Approval authority to the Lombard Plan Commission.

GENERAL INFORMATION

Petitioner: Guido Neri
Highland Partners LLC
7760 W. Devon Avenue
Chicago, IL 60631

Property Owners:	Vito & Rocky Favia 404-430 E. St. Charles Road Lombard, IL 60148	Earl & Kim Ryan 540 E. St. Charles Road Lombard, IL 60148
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PROPERTY INFORMATION

Existing Land Use: Auto repair, service, & sales; light industrial/outdoor storage uses

Size of Property: Approximately 2.208 acres

Comprehensive Plan: Recommends Community Commercial

Existing Zoning: B4 Corridor Commercial District

Surrounding Zoning and Land Use:

North: Union Pacific Railroad, Great Western Trail

South: CR Conservation Recreation District – Lombard Common; B4 Community Commercial District – Scoops Ice Cream Parlor

East: Great Western Trail

West: Union Pacific Railroad

ANALYSIS

SUBMITTALS

This report is based on the following documents filed on February 13, 2004 with the Department of Community Development:

1. Petition for Public Hearing.
2. Response to Standards.
3. Color Rendering, Site Plan, Landscape Plan, Floor Plans, and Elevations, prepared by Neri Architects on February 11, 2004 and last revised March 1, 2004.
4. Plat of Survey, prepared by Gentile & Associates and dated December 2, 2003.
5. Materials sample board.

DESCRIPTION

The proposed development consists of two five-story, 40-unit condominium units located on St. Charles Road between Lombard Common and the Union Pacific Railroad. The project will have indoor parking on the first floor with four floors of condominiums above. There will also be a detached 12-car garage and outdoor surface parking.

This petition requests rezoning to the R4 Limited General Residence District, which will require a Comprehensive Plan amendment. This project will be a planned development with deviations for setbacks, lot area, open space, and height, in addition to variations from the planned development and landscape standards. The petitioner also requests Site Plan Approval authority be granted to the Lombard Plan Commission.

INTER-DEPARTMENTAL REVIEW COMMENTS

Public Works

The Utilities Division of Public Works requires all unused water services to be abandoned at the watermain and existing sewer services are to be plugged at the property line.

Private Engineering Services

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

1. Detention is required for this development.

2. Hydrants are required every 150 feet on St. Charles Road and near the north corners of both buildings.
3. Parking stalls should be 9 feet wide and 18 feet deep.
4. Civil plans signed by an Illinois Registered P.E. will be required.

Building and Fire

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

- Fire hydrants must be located a maximum of 150' apart and at least one hydrant must be located on the building side of the roadway near the entrances to each of the buildings. Additional hydrants will have to be located on the St. Charles Road side of the buildings also.
- Adequate drive lane widths must be provided for fire equipment access.
- The proposed detached garage structure must also be of non-combustible materials, similar to the building's construction. The construction must follow the new 2000 International Codes, along with any changes to the Village's Title XV Ordinances.

Planning

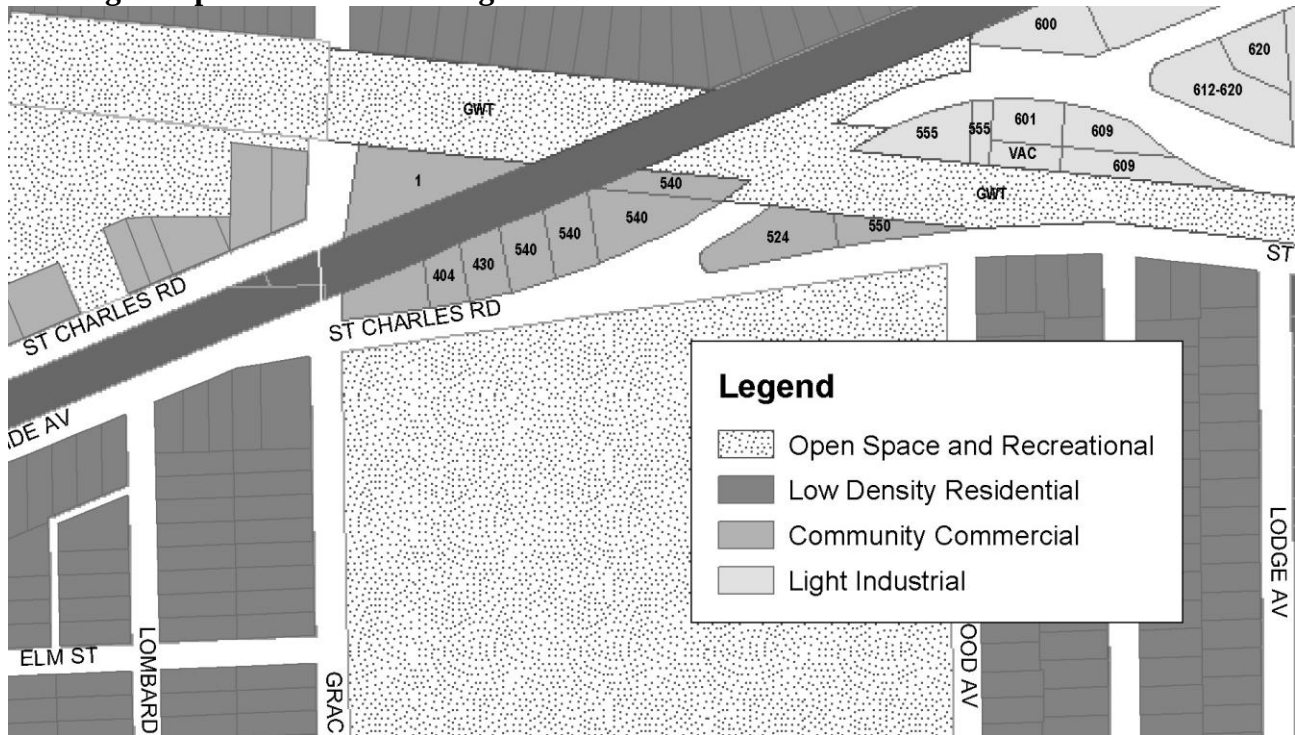
Compatibility with the Comprehensive Plan

The Long-Range Plan Map of the Comprehensive Plan identifies this site for Community Commercial uses. The 1998 Comprehensive Plan designation for the subject property was light industrial, recognizing the existing heavy commercial and light industrial land uses. In 1998-99, the Ad Hoc St. Charles Road Committee found that "The unused portion of the Great Western Trail (the old railroad berms on either side of St. Charles Road, between Grace and St. Charles Place) provides a visual break in the St. Charles corridor, a gateway of sorts." The Plan Commission and Board of Trustees later determined that, due to the proximity to residential uses, light industrial was not the best long-term use for the property (PC 99-28).

In keeping with the vision of this property as a gateway into the downtown, staff believes that a change in the Plan designation from community commercial to medium-density residential may be warranted.

The Comprehensive Plan states that new medium- and high-density housing should be located in selected "nodal" locations or in areas that serve as a transitional use between low-density residential and nonresidential uses. The proposed medium-density residential designation would be consistent with this goal as a buffer between the single-family homes surrounding Lombard Common and the Union Pacific Railroad.

Existing Comprehensive Plan Designation



In addition, the Comprehensive Plan states that site development design should encourage a system of bicycle and pedestrian access. The proposed development will have the ability to provide an additional access point to the Great Western Trail once the proposed bridge and trail improvements have been constructed.

Compatibility with the Surrounding Land Uses

The proposed development is wholly bounded by railroads and publicly owned properties: St. Charles Road, Grace Street, the Union Pacific Railroad, and the Great Western Trail. For this reason, there will be no transitional use considerations. The proposed residential land use would be quieter than the existing land uses, with primary activities occurring within the buildings themselves and with few commercial service vehicles operating on the site. This is an important factor given the close proximity of low-intensity uses such as single-family homes and Lombard Common. As such, staff believes this development would be compatible with the surrounding land uses.

Compatibility with the Sign Ordinance

No signage plan has been submitted as part of this request. Therefore, the petitioner will be required to meet Code. Any future signage deviations will be considered through the site plan approval process.

Compatibility with the Zoning Ordinance

The site plan has the following characteristics:

	Required in R4	Existing	Proposed
Lot Area (for 80 units)	224,000 sq. ft.	96,204 sq. ft.	96,204 sq. ft.
Lot Width	200 ft.	190 ft.	49.28 ft.
Front Yard	30 ft.	30 ft.	15.98 ft.
Corner Side Yard	30 ft.	n/a	n/a
Interior Side Yard	15 ft.	12 ft., 38 ft.	5 ft.
Rear Yard	30 ft.	92 ft.	21 ft.
Open Space	40% (50% for P.D.)	0%	25%
Parking Spaces	1.5 spaces per unit (120 spaces)	n/a	120 spaces

Rezoning Request

Staff is supportive of the request for rezoning to the R4 designation in the context of this specific proposal. Due to the unique shape and shallow depth of this property, it would be difficult to redevelop this property with high-quality commercial uses.

While the proposed R4 zoning will require a number of variations, it is overall the most appropriate residential designation for this site. In the event this particular planned development is not constructed, an R4 designation would prevent the site from being over-developed under the less restrictive R5 or R6 District requirements. While the R5 District could be considered, that district allows buildings to be constructed up to 65 feet in height, and it also permits a multiple-family dwelling unit density that is 36% greater than that permitted in the R4 District. The R6 District allows 100-foot tall buildings and a density greater than twice what is permitted in the R4 District. Projects such as Collen Court Condominiums and Park Avenue Condominiums are typical examples of R5 and R6 properties, which would be on a larger scale than would be suitable for this location.

Conditional Use for a Planned Development

Included with the petition is a request for conditional use approval for a planned development. Since the intent of a planned development is to address the unique attributes surrounding the existing and proposed land uses, staff recommends the establishment of a planned development for this site. Moreover, the planned development process provides the Village with the ability to consider specific design elements to ensure compatibility with the adjacent land uses.

Lot Area/Density Deviation

The R4 District requires multiple-family dwellings to have 2,800 sq. ft. of lot area for each dwelling unit. The proposed development has only 1,202 sq. ft. of lot area for each dwelling unit. (Note that these lot area requirements refer to the surface area of the lot, not the square footage of the units themselves, which will average 1,425 sq. ft.) The majority of R4-zoned properties within the Village abut single-family residential properties, which requires additional space to accommodate

transitional yard and transitional building setback requirements. As this project does not need to allow for such transitional elements, the lot area deviation may be warranted.

Height

In the R4 District, buildings of 50 feet or 4 stories can be approved through the conditional use process. Although the proposed buildings will only exceed the height limit by one foot, the advantages to a greater building height are significant in this case. The increased building height will permit future residents to have unobstructed views from their homes, whereas a reduction in height would force second-floor residents to be impacted by traffic on St. Charles Road and the Union Pacific Railroad. Given the considerable distance between the proposed development and any neighboring buildings, the increased building height would have a minimal impact on surrounding properties.

Also, the petitioner has modified the original elevations to lessen the visual impact the buildings will have on the surrounding area by incorporating decorative elements to de-emphasize the building's apparent bulk.

Setbacks

This property is uniquely shaped, with a depth ranging from 60 feet at its western end and tapering to 0 feet at its eastern end, with a maximum depth of approximately 145 feet at its widest point. With 30-foot front yard and 30-foot rear yard setbacks applied to this property, there is very little developable area remaining. As such, setback variations would be necessary to construct nearly any type of development and staff is therefore supportive of these requests.

Aerial View



Open Space

The proposed plans as drawn have approximately 30 percent open space. Although the petitioner is requesting a reduction in open space from 40 percent to 25 percent, the 25 percent figure is only a minimum amount that is intended to accommodate any minor changes in the site plan that may be deemed necessary. Given the project's location adjacent to the Great Western Trail and directly across from a 49-acre park, the need for visual open space in this development is lessened. Furthermore, there will be a generous amount of landscaping on the property that will effectively lessen the impact of the proposed buildings and parking areas.

Landscaping

The petitioner is requesting relief from the Zoning Ordinance's perimeter lot and parking lot landscaping requirements. As noted in previous sections, this lot has a unique shape that significantly impacts its developable area. The requested relief is for landscaping along certain areas near the bottom of the steep grade change that leads up to the railroad tracks, an area that would only be visible within the development itself. Given that the majority of the development will be heavily landscaped, including a total of 48 shade trees, staff feels that there is sufficient landscaping on the property to create an aesthetically pleasing development and the proposed landscape plan meets the intent of the Zoning Ordinance. Therefore, staff is supportive of the variations for perimeter lot and parking lot landscaping.

As conditions of approval, staff suggests that the petitioner provide easements on the corners of the property for public amenities. On the westernmost corner of the development at the intersection of Grace and St. Charles (see area **A** on aerial view, preceding page), staff requests an easement for the construction of a pocket park. Similar pocket parks are located at the southeast corner of the intersection and on Grace Street north of the railroad tracks.

Also, staff suggests that an easement be granted over the eastern corner of the property to allow future access to the Great Western Trail (see area **B** on aerial view, preceding page). Once the trail bridge is constructed over the Union Pacific tracks, an access point to the trail will be beneficial to future residents of the development as well as the general public. As an alternative, the petitioner may possibly do a swap land with DuPage County to exchange this corner area for a strip of land behind the existing site.

Parking

The Zoning Ordinance requires 1.5 parking spaces per unit for one-bedroom and two-bedroom units, which would amount to 120 parking spaces for the proposed buildings. All required spaces shall be provided as part of the petitioner's proposal.

Traffic/Circulation

This project is envisioned to be constructed in two phases. To ensure adequate access for residents, construction traffic, and emergency vehicles throughout all phases of construction, staff recommends that a temporary access drive be constructed between the two buildings. This drive should be removed upon completion of Phase II of the project.

In response to concerns over the possible impact this development will have on traffic along St. Charles Road, Kenig, Lindgren, O'Hara, Aboona, Inc. has conducted a traffic study for the proposed development. Their report, attached as Appendix A, states that the amount of traffic generated by the development will be very low and there will be fewer conflict points. They do not anticipate any difficulties with vehicles turning right from the westernmost driveway, even during peak hours.

Site Plan Approval

With the creation of a planned development, the petitioner requests future site plan approval by the Plan Commission to address outstanding site design issues that may arise as part of the final design of the development.

Other Issues

Approval of this project will be contingent on approval of a companion development agreement, the conditions and terms of which will be discussed by the Board of Trustees prior to any approval of this petition and the relief requested herein.

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 proposal does comply with the standards required by the Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of the requests associated with PC 04-10, subject to the following conditions:

1. The site shall be developed substantially in accordance with the site plans prepared by Neri Architects, dated February 11, 2004 and last revised March 1, 2004.
2. During the construction phase, the petitioner will construct a temporary access drive between the proposed buildings to ensure unobstructed access around the site. The design of the driveway shall be subject to review and approval by the Director of Community Development and the Fire Chief.
3. All comments in the Inter-Departmental Review Committee Report shall be satisfactorily addressed as part of a building permit application.
4. Accessible parking spaces shall be provided in compliance with the provisions of the Illinois Accessibility Code.
5. The petitioner shall provide a photometric plan to the Village showing compliance with Village Code.

6. The petitioner shall either:
 - a. grant a cross-access agreement over the eastern corner of the property for pedestrian/bike access and construction; or
 - b. exchange the eastern corner of the property for DuPage County-owned property to the rear of the side.
7. The petitioner shall provide a public access and landscape easement over the western corner of the property (west of the proposed parking area). The developer shall install a pocket park of like design as found at the northwest corner of St. Charles Road and Grace.
8. The petitioner shall modify the landscape plan to include the following, subject to the approval by the Director of Community Development:
 - a. continuous shrubbery along the eastern boundary of the public access and landscape easement; and
 - b. low-growth plantings in the public access and landscape easement along St. Charles Road and Grace Street.
9. Any existing and proposed public overhead utility lines located on the subject property and within the St. Charles Road right-of-way adjacent to the subject property shall be buried.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

DAH:JB:jd