REVISED



#2018-139

Thorton's – Preliminary PUD, Rezoning, Special Use Permit, and Variations Project Review for Planning and Zoning Commission

Meeting Date: January 15, 2020 and February 5, 2020

Requests: 1. Preliminary and Final Planned Unit Development for a new

5,500 square-foot gas station convenience store and fueling

canopies for truck and passenger vehicles,

2. Comprehensive Land Use Amendment from Industry to

Commerce,

3. Rezoning from M Manufacturing to B-2 PUD General

Commercial Planned Unit Development,

4. Special Use Permit for a Gas Station,

5. Preliminary and Final Plat of Subdivision to create two lots,

and

5. Deferral of the requirement to bury the overhead utility

lines until an area wide program is established.

Location: 911 Tek Drive

Acreage: Approximately 4.8 acres for the entire site, 3.7 acres for the

Thorton's parcel.

Existing Zoning: M Manufacturing

Proposed Zoning: B-2 PUD General Commercial, Planned Unit Development

Surrounding Properties: North: B-2 PUD General Commercial

South: M Manufacturing (Three Oaks Recreation Area)

East: B-2 PUD General Commercial West: M-L Manufacturing Limited

Staff Contact: Elizabeth Maxwell (815.356.3615)

Background:

• This is an existing vacant lot, which was part of the Tek Drive Industrial Subdivision.

• Thorton's would develop the northern portion of the lot and sell the south portion for a future development.

Preliminary and Final PUD, Comp Plan, Rezoning, SUP and Variations

Land Use Analysis:

ZONING

- The request to rezone the property to B-2 PUD General Commercial would allow a gas station and convenience store with a Special Use Permit.
- The request to amend the Comprehensive Land Use Plan from Industry to Commerce would be in concert with the rezoning designation. Commerce is located across the street and south of Rakow Road on both sides of the street.

SITE PLAN

- The site is at the southwest corner of Route 31 and Tek Drive.
- Access is illustrated along both Route 31 and Tek Drive. Two full access driveways are located along Tek Drive, one for trucks and one for passenger vehicles. A third right-in and right-out driveway is illustrated off Route 31, an amendment to the original plat, which prohibited direct access onto Route 31.
- Gas Stations are permitted two curb cuts with one on each frontage, the site illustrates 3 curb cuts, which requires a variation from that criterion.
- Sidewalk has been provided along Route 31. A sidewalk needs to be installed along Tek Drive.
- A fueling truck and a fire truck are able to circulate around the site.
- Reduction to the site's overall impervious coverage should be considered, especially in the area of the wide drive aisles around the passenger vehicle canopy. Wide drive aisles have the opposite effect on controlling traffic since there is no clear defined lanes, the excessive width causes a variety of movements.

TRAFFIC STUDY

- A traffic study was completed by Sam Schwartz Engineering (a City-approved traffic consultant) on behalf of the property owner. The petitioner would be responsible for complying with the recommendations of the traffic study.
- Final review and conditions will be set by IDOT.
- The City reviewed the possible realignment of Raymond Drive with this rightin/right-out as part of the Mercy Development review and it was determined that the realignment was not required.

PARKING

- Passenger vehicle parking is based on the number of gas pumps and size of the convenience store. 21 spaces is required, 24 spaces are provided.
- Truck parking/storage is located in the rear of the property and 14 spaces are provided.
- There is concern that the backing movements, from the western most parking space in the parking row adjacent to the convenience store, would interfere with the driveway. It has been recommended that this parking space be removed.

ELEVATIONS

- The primary material on the elevations is a recycled concrete product designed to look like brick or stone. The material is adhered to a sheet and installed along the wall plane.
- Thorton's has added some design elements to the building including a second top cap above the metal top flashing, a metal awning along the front, a continuous knee wall around the entire building and two red entry features highlighting the doorways.
- Staff has reviewed the elevations based on the criteria listed in the Design Standards. The project meets 8 of the 10 criteria. Six of 10 are required to be considered meeting the design standards for architecture. **This project meets the UDO Design Standards.**

LANDSCAPE PLAN

- Landscaping is placed around the site, including along the street frontage of Route 31, the street frontage of Tek Drive, around the convenience store building, and around the perimeter of the site including the detention basin along the west property line.
- Street trees are required along Route 31 and Tek Drive at 40 foot intervals. Six trees are required along Route 31, 4 trees have been planted (the frontage of the second lot was not included). Twelve trees are required along Tek Drive, 9 trees are being planted and 6 existing trees will remain.
- The trash enclosure is along the Tek Drive frontage, 30 feet back, and is screened with some hydrangea bushes and Linden trees.
- A total of 71 inches of trees are being removed from the future outlot, which requires 24 replacement trees (at 3" size). Eighteen trees are being planted on that lot.
- The truck parking/storage area is screened with some Autumn Blaze Maples trees and Mohican Wayfaring Tree, Limilight Hydrangea and Sea Green Juniper bushes.
- The replacement tree inches meets the requirement based on their total removal inches.

SIGNAGE

 Free-standing buildings are permitted signage on all elevations that would total 150 square feet. For gas stations this also includes any secondary buildings like car washes and the gas canopies. Typically gas stations have requested variations from this maximum signage.

The table below illustrates the signage proposed

Convenience Store	63.1 SF
Vehicle Canopy	963 SF
Canopy Area	963 SF
Gas Pricing Sign	30.3 SF
Thortons Sign	40.6 SF
Truck Canopy	89.5 SF
Total Signage	1,115.6 SF

- The convenience store would have two signs, one on the front and one on the rear above the doorways, which total 63.1 square feet.
- The canopy area totals 963 square feet of signage. This is calculated by the entire fascia area for the three sides that are striped/illuminated (134' long x 4.5' high + 40' wide x 4.5' high).
 - There are two signs within this area, one for the electronic gas pricing and one reading Thortons. Since those are within the already calculated sign area they are not added to the total. If the striping/illumination were to be removed from the canopy these two signs would be added to the total in the place of that total.
- The truck fueling canopy is a solid color, Antique Bronze, and non-illuminated with two proposed signs totaling 89.5 square feet.
- The petitioner is also proposing red illumination for their gas price signage. Red is not a permitted color and it is recommended that they utilize white or amber.
- Free-standing signs are permitted to be 80 square feet. The gasoline electronic pricing portion of the sign should not exceed 20 square feet total. The proposed free-standing sign is 72 square feet. The three gasoline electronic pricing signs total 19.68 square feet.

Findings of fact:

COMPREHENSIVE LAND USE PLAN AMENDMENT

The comprehensive plan is put into place to help the City sustain a prosperous and economically balanced community through the combination of all the plan elements including land use decisions, economic development, housing, transportation options, development and preserving the unique areas, parks and recreation, environmental resources, historic preservation and community facilities. As amendments are proposed they are reviewed to ensure a proper balance is maintained and the new designation would fit with the surrounding area. The site is currently Industry as it was planned as more of a business park. Route 31 has transformed to a commercial corridor and the amendment to Commerce is a logical set to attract the appropriate

REZONING

- The property is currently zoned M Manufacturing.
- The property would be rezoned to B-2 General Commercial. The General Commercial zoning criteria are:
 - ✓ General: This district is the City's primary commercial district. It accommodates highway service uses and community or regional commercial, office and service uses.
 - ✓ Character: This district is characterized by a large amount of parking, which often exceeds the building coverage. Landscape buffers and landscaped parking areas are required to soften the impact of such commercial uses on neighbors and to make the streetscape more attractive. Architectural and other design controls are intended to encourage and require more attractive buildings and avoid visual degradation caused by very large buildings with large blank walls and no building articulation or design elements.
 - ✓ Uses: This district is intended to provide for a full range of commercial uses

	Criteria for Rezoning
	(a) The existing uses and zoning of nearby property.
	 (b) The extent to which property values are diminished by a particular zoning classification or restriction.
	(c) The extent to which the destruction of property value of a petitioner property owner promotes the health, safety, morals or general welfare of the public.
	(d) The relative gain to the public as opposed to the hardship imposed on a petitioning property owner. Does not meet
	(e) The suitability of the subject property for its zoned purposes.
	(f) The length of time the property has been vacant as zoned, considered in the context of land development in the area.
	(g) The Comprehensive Plan designation and the current applicability of that designation.
	(h) The evidence or lack of evidence, of community need for the use proposed.
The allo	ELIMINARY AND FINAL PLANNED UNIT DEVELOPMENT e petitioner is requesting approval of a Preliminary and Final Planned Unit Development to ow the construction of a gas station with convenience store and truck fuel island. A Planned it Development is a Special Use and Special Uses require separate review because of their tential to impact surrounding properties and the orderly development of the City.
	ction 2-400 B General Standards for all special uses in the Unified Ordinance establishes ndards for all special uses in Crystal Lake. Briefly, the criteria are as follows:
1.	The use is necessary or desirable, at the proposed location, to provide a service or facility which will further the public convenience and general welfare.
2.	The use will not be detrimental to area property values.
3.	The use will comply with the zoning districts regulations.
4.	The use will not negatively impact traffic circulation.
5.	The use will not negatively impact public utilities or municipal service delivery systems. If

	required, the use w service delivery sy <i>Meets</i>	vill contribute financially to the upgrading of public utilities and municipal stems. Does not meet
6.	The use will not ne	egatively impact the environment or be unsightly. Does not meet
7.	architecture, which	ssible will preserve existing mature vegetation, and provide landscaping and is aesthetically pleasing, compatible or complementary to surrounding eptable by community standards. Does not meet
8.	The use will meet a Meets	requirements of all regulating governmental agencies. Does not meet
9.	The use will confo	rm to any conditions approved as part of the issued Special Use Permit. Does not meet
10.	The use will confo	rm to the regulations established for specific special uses, where applicable Does not meet
		t also meet the standards in Section 4-500 C. Development Standards and standards for Planned Unit Developments Commercial PUDs.
1.	Implements the vis	ion and land use policies of the Comprehensive Plan. Does not meet
2.		in substantial adverse effect on adjacent property, natural resources, lic sites or other matter of public health, safety and welfare. Does not meet
3.	PUDs must provided Meets	e transitional uses to blend with adjacent development. Does not meet
4.	PUD phases must l Meets	be logically sequenced. Does not meet
5.	The density and in Meets	tensity of a PUD shall be in accordance with the Comprehensive Plan. Does not meet
6.	All dimensional staminimum standard Meets	andards shall be listed within the PUD plan if they do not meet the Ordinance is. Does not meet
7.		parties for all on-site and other required public improvements shall be stillity plan indicating all proposed easements shall be provided. Does not meet
8.	Any private infrast Meets	ructure shall comply with the city standards. Does not meet

	ll establish the responsibility of the applicant/developer. Does not meet
	credit shall be posted to cover required fees or public improvements. Does not meet

Planned Unit Development Variation

The purpose of Planned Unit Developments is to encourage and allow more creative and imaginative design of land developments than is possible under district zoning regulations. Planned Unit Developments are, therefore, intended to allow substantial flexibility in planning and designing a proposal. This flexibility is often in the form of relief from compliance with conventional zoning ordinance site and design requirements which may otherwise require individual requests and applications for zoning variations.

Ideally, this flexibility results in a development that is better planned, contains more amenities, and is ultimately more desirable than one that would have been produced through compliance with typical zoning ordinance and subdivision controls.

Therefore more lenient site requirements may be granted where the Planned Unit Development contains features not normally required of traditional developments. Although a formal variation request is not required to be made in conjunction with a Planned Unit Development, Staff identifies those aspects of the Planned Unit Development which effectively result in variations from UDO requirements. If the evidence is not found to justify these variations from the UDO that fact shall be reported to the City Council with a recommendation that the variations from the UDO which are proposed as part of the Planned Development be lessened or denied.

The Planned Unit Development proposed by the Petitioner includes the following variations from the UDO:

- a. Article 2-400 13 d. Special Use Criteria for Gasoline Stations from the requirement to construct a peaked roof over the fueling canopy.
- b. Article 2-400 13 e. Special Use Criteria for Gasoline Stations from the maximum allowable curb cuts of 2 to allow 3.
- c. Article 2-400 62 c ii. Special Use Criteria for Gasoline Stations to allow red illumination for the gas pricing signs on the free-standing sign and on the gas canopy.
- d. Article 4-1000 Signs to exceed 150 square feet of signage allowing 1,115.6 square feet.
- e. Article 5-200 F Subdivision Required Land Improvements from the requirement to bury the existing overhead utility lines to allow a deferral until an area wide program is created.

SPECIAL USE PERMIT

The petitioner is requesting approval of a Special Use Permit to allow a Gasoline Service Station with Gasoline Electronic Pricing Sign. A Special Use requires separate review because of its potential to impact surrounding properties and the orderly development of the City.

Section 2-400 B General Standards for all special uses in the Unified Ordinance establishes

standards for all special uses in Crystal Lake. Briefly, the criteria are as follows:

1.	The use is necessary or desirable, at the proposed location, to provide a service or facility which will further the public convenience and general welfare.
2.	The use will not be detrimental to area property values.
3.	The use will comply with the zoning districts regulations.
4.	The use will not negatively impact traffic circulation.
5.	The use will not negatively impact public utilities or municipal service delivery systems. If required, the use will contribute financially to the upgrading of public utilities and municipal service delivery systems.
6.	The use will not negatively impact the environment or be unsightly.
7.	The use, where possible will preserve existing mature vegetation, and provide landscaping and architecture, which is aesthetically pleasing, compatible or complementary to surrounding properties and acceptable by community standards.
8.	The use will meet requirements of all regulating governmental agencies.
9.	The use will conform to any conditions approved as part of the issued Special Use Permit.
10.	The use will conform to the regulations established for specific special uses, where applicable Meets Does not meet
	soline Stations have specific Special Use Criteria they have to meet. Gasoline stations must mply with the following standards:
	 Location: Gasoline stations are not permitted within the City's wellhead protection areas. Stations in the Crystal Lake watershed require a site specific analysis by the City's watershed consultant
	The proposed station is outside of the wellhead protection area.

2.	Environmental impact: No gasoline station shall commence operations unless it has first provided an environmental impact statement (EIS) from a qualified expert in the related field that the use will not negatively affect ground water resources or contaminate the soil. Meets Does not meet
	An EIS has been provided.
3.	Screening: Gasoline stations adjacent to residential properties shall provide a 6-foot tall solid screen consisting of a solid wooden fence, in accordance with the provisions of Article 4-700, Fences, Walls and Screening or opaque landscaping along the perimeters of the property abutting the residential district or use, in accordance with the provisions of Article 4-400, Landscaping and Screening Standards.
	The site is not adjacent to a residential use.
4.	Canopy: Flat canopies are not permitted. Canopies must have a minimum 4:12 pitch (Amended per Ord. 6970, 11-5-2013). The edge of the pump canopy shall be setback at least 15 feet from all property lines.
	The petitioner is requesting a variation from this criterion. The building has been designed with a flat top parapet style roof. This flat style gas canopy has been designed to match the style of the main convenience store.
5.	Curb cuts: There shall be a maximum of 2 curb cuts per property. Corner lots shall be limited to 1 curb cut per street frontage. Curb cuts for corner lots shall be located at least 75 feet from the intersection, or as deemed appropriate by the City Engineer.
	Three total curb cuts are proposed. Two along Tek Drive and one along Route 31. The two along Tek Drive are proposed to separate trucks from passenger vehicles.
6.	Vending machines: One vacuums and one air compressors shall be permitted on-site. Vending machines are treated as outside sales and display. Refer to the handout on Outdoor Sales, Service, Storage and Display available through the Planning and Economic Development Department for further clarification.
	These will need to be shown during permitting if proposed.
7.	Outside sales: Outside product display and sales of seasonal items are prohibited. Propane tanks stored in 1 locked metal cage are not treated as outside sales and permitted subject to the approval of the City's Fire Prevention Bureau. For any other outside display and sales, refer to the handout on Outdoor Sales, Service, Storage and Display available through the Planning and Economic Development Department for further clarification. Meets Does not meet

An area for propane and ice is illustrated just south of the building.

8.	detec profe	ct a contaminate	ing wells finished at appropriate depths and locations best suited to plume are required to be designed and located by a groundwater ons within the Crystal Lake watershed or as determined by the City
		<i>leets</i>	Does not meet
	No n	nonitoring wells	are required.
9.		tronic Pricing Si Permit.	gns: Electronic pricing signs must be requested as part of the Special
	\square N	<i>leets</i>	Does not meet
	Sign	has been reques	ted as part of the Special Use Permit.
Gasoli follow			signs. All gasoline electronic pricing signs must comply with the
a.			ricing (GEP) signs are permitted only on properties where a special line station has been previously granted by the City.
	\square N	<i>leets</i>	Does not meet
b.	new		e incorporated into (1) freestanding business sign on the property. An incorporating a GEP portion must meet all the ordinance sign.
	\square N	1 eets	Does not meet
c.	The	GEP portion of t	he sign shall meet all the following design conditions:
	(i)	as an additional display to ambi equipment shall	nust be equipped with both a programmed dimming sequence as well overriding mechanical photocell that adjusts the brightness of the ent light at all times of the day. Such programming and mechanical libe set so that the GEP, at night or in overcast conditions, will be no of the daytime brightness level;
		Meets	Does not meet
	(ii)		nust be illuminated by white, amber, or green incandescent lamps, tting diode) or magnetic discs;
		Meets	Does not meet
	(iii)	(price) to anoth	played on the GEP unit may only transition from one message er by either fading or dissolving to black with another message ag immediately thereafter, without movement or other transition een;
		☐ Meets	Does not meet

	(1V)	be static and n size of messag	rwise provided herein, all messages displayed on the GEP unit must ay not reflect movement, flashing scrolling or changes in shape or es or portions of messages. Streaming and/or live-time video is not this function of the EMC must be disables; and	
		Meets	Does not meet	
	(v)	The GEP sign malfunction.	must be set in a manner that the display will turn dark in case of a	
		Meets	Does not meet	
d.		maximum gross re feet.	surface area of the GEP portion of the sign shall not exceed 20	
	\square N	1 eets	Does not meet	
f.	one g		between multiple grades on one GEP. The GEP must display only parate GEP for each grade. Does not meet	
	Pron prese deve	note the health ent and future lopment of the	safety, morals, convenience, order, prosperity and welfare of the inhabitants of the City by providing for the orderly growth and	
		1 4	City;	
b)	C_{001}	1eets	City; Does not meet	
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c) d)	Prov Avoi in re Lnsu	rdinating streets em, and with oth Meets iding right-of-v Meets iding congestion lation to existin Meets	City; Does not meet and roads within proposed subdivisions with the City's planned streeter public facilities; Does not meet ay easements for streets and utilities; Does not meet and overcrowding, and encouraging the proper arrangement of street g or planned streets;	

g)	Installation of any pul parkway trees, and sid	blic improvements including water, sewer, storm sewer or detention, dewalks;
	☐ Meets	Does not meet
h)	Burial of overhead uti	lity lines and all new lines and services in appropriate easements; and Does not meet
i)	Ensuring the provision of such other matters as the City Council may deem necessary in order to protect the general health, safety, and welfare of the City.	
	☐ Meets	Does not meet

Comprehensive Land Use Plan 2030 Summary Review:

The Comprehensive Plan is currently designated Industry. The petitioner is proposing amending the plat to Commerce. Commerce allows for existing and future commercial and business uses. The following goal is applicable to this request:

Land Use – Commercial

Goal: Maintain a dynamic and sustainable base of commercial uses that provides a solid tax base, goods, services and jobs to the city as well as the surrounding region through coordination in the Unified Development Ordinance, Comprehensive Land Use Plan and Economic Development Strategic Plan.

This can be accomplished with the following supporting actions:

Supporting Action: Promote, retain and attract businesses that provide a diverse tax base.

Success Indicator: The number of new "chain store" occupancies.

Recommended Conditions:

If a motion to recommend approval of the petitioner's request is made it should be with the following conditions:

- 1. Approved plans, reflecting staff and advisory board recommendations, as approved by the City Council:
 - A. Application (BTSP Midwest, received 10/26/19)
 - B. Site Plan (Manhard dated 12/03/19, received 12/17/19)
 - C. Civil Plan (Manhard, dated 12/05/19, received 12/17/19)
 - D. Landscape Plans (Manhard, dated 08/06/19, received 12/17/19)
 - E. Building Elevations (Luckett & Farley, dated 2019, received 12/17/19)
 - F. Sign Package (MC Group, dated 01/02/19, received 12/17/19)
 - G. Stormwater Report (Manhard, dated December 2019, received 12/17/19)
 - H. Draft Traffic Study (Schwartz Engineering, dated January 2020, received 12/12/18 and updated 01/30/20)
 - I. Lighting (Red Leonard Associates, dated 7/31/19, received 12/17/19)
 - J. Environmental Impact Statement (AKT Perrless, undated, received 12/17/19)
 - K. Plat of Subdivision (Vanderstappen, dated 09/30/19, received 10/21/19)

2. Site Plan

- A. Provide a sidewalk along Tek Drive frontage.
- B. Remove the western most parking space in the parking row adjacent to the convenience store.
- C. Work with staff to reduce the width of the drive aisles around the passenger vehicle canopy.

3. Landscape Plan

- A. Add the required trees and shrubs around the free-standing sign. Landscape around the free-standing sign is required at 1 square-foot per 1 square-foot of signage, which includes a mix of at least 50% small deciduous trees, medium evergreen trees, ornamental trees, and deciduous and evergreen shrubs.
- B. Provide an easement on the second lot that the screening landscape for the truck parking/storage cannot be removed and must be maintained.

4. Elevations

A. The metal coping top cap shall project at least two inches above and out from the rest of the top parapet to provide additional height and width to the cornice.

5. Signage

- A. Remove the red illuminated banding on the top of the fueling canopy so that the canopy is a solid bronze/grey and is not illuminated. This would reduce the requested signage by 892.1 square feet.
- B. Change the red illumination for the gas pricing signs to white or amber to meet the ordinance requirements.

6. Plat of Subdivision

- A. The petitioner shall prepare a plat of subdivision, which meets all the requirements of Article 5.
- B. Illustrate the cross access easement on the plat for the newly created Lot 2 to the south.
- 7. The petitioner shall comply with the final traffic study as completed by Sam Schwartz Engineering and approved by IDOT.
 - A. Along Tek Drive, at Route 31, extend the existing eastbound right-turn lane on Tek Drive to provide maximum storage and taper lengths between Route 31 and the passenger vehicle entrance off Tek Drive (estimated 140-foot storage / 50-foot taper)
 - B. Along Tek Drive, post "Do Not Block Intersection" signs facing eastbound traffic on Tek Drive at both driveway locations.
 - C. On Route 31 at Tek Drive, construct a southbound right-turn lane (240-foot storae / 240-foot taper) per BDE warrant criteria.
 - D. On Route 31, construct a southbound right-turn lane (estimated 100-foot storage / 75 foot taper) at the right-in/right-out driveway per BDE warrant criteria.
- 8. The petitioner shall address all of the review comments and requirements of the Community Development, Fire Rescue, and Public Works Departments as well as the City's Stormwater Consultant.