



PLANNING & ZONING REPORT

Zoning Board of Appeals Meeting of July 21, 2026

File # 025-26

APPLICANT: Jimmy Smith

LOCATION: 3218 11th Street

REQUESTED ACTION: A Zoning Map Amendment from R-1, Single-family Residential Zoning District to C-3, General Commercial Zoning District and a Variation to increase the maximum allowed business identification walls signs from two (2) to three (3) in a C-3, General Commercial Zoning District

EXISTING USE: Vacant Ken Rock Community Center

PROPOSED USE: Culver's Restaurant with a drive-thru

DIMENSIONS: Exhibit D

SQUARE FOOTAGE: 1.942 acres.

ADJACENT ZONING AND LAND USES:

NORTH:	C-3, R-1, R-4	US Bank, Single-family Residence, Multi-family Residence
EAST:	R-1	Single-family Residences
SOUTH:	C-3, R-1	Fas Fuel, Single-family Residences
WEST:	C-3	Dunkin Donuts, McDonald's, Vacant Marathon Gas Station

YEAR 2040 PLAN: Residential - Medium Density.

SOIL REPORT: Report #26-53:

Erosion Concerns

The proposed land use of this site is a Culver's restaurant, it is currently a vacant school. Soil disturbance will occur as a result of developing the site, which is slightly sloping and susceptible to erosion. The area of disturbance Will be about one acre, so an [EPA NPDES permit may be required; as well as any City/County Permit requirements.

Soil disturbance can create soil erosion which must be properly managed to prevent adverse environmental impacts. Erosion from construction sites is a leading cause of water quality problems in Illinois. Problems caused by this sediment include:

- increased flooding — Sediment build-up lowers the flow capacity of channels causing more frequent flooding in areas that rarely or never flooded before
- Financial burden to taxpayers - Sediment that finds its way into streets, storm sewers, and ditches result in additional maintenance costs for local, state and federal governments

- Water quality impairment - Sediment laden runoff transfers nutrients and other pollutants to downstream lakes and rivers degrading aquatic habitats and increasing costs for water treatment

Simple but effective controls include preserving existing trees and grass where possible, using silt fence to trap sediment on the down slope sides of the area of disturbance, using a gravel drive used by all vehicles to limit tracking of mud onto streets, cleaning up sediment carried off-site by vehicles or storms, installing curb inlet controls, using downspout extenders to prevent roof runoff from eroding exposed soil, locating soil piles away from any roads or waterways, and reseeding or sodding the site as soon as possible. The materials (silt fence, stakes, gravel entrance, inlet controls, and grass seed) are easy to find and relatively inexpensive.

The Illinois Urban Manual is a resource of practices used throughout the State and can be accessed at <https://illinoisurbanmanual.org/>. The concept of these practices can be carried over to good housekeeping measures after development occurs and buildings are occupied to prevent stormwater runoff from becoming contaminated.

Surface and Groundwater Contamination from Heavy Equipment and Vehicle Traffic

There will be several vehicles moving on and stored on the site. Most of these vehicles are heavy duty pieces of equipment with high capacity fuel tanks and large hydraulic oil reservoirs. Due to bedrock being at or near the soil surface, absorbents should be readily available in the event of a spill or leak to promptly contain hazards that would otherwise be environmentally harmful to groundwater recharge areas. Personnel should be properly trained to contain and clean up any spills. They should periodically check for indications of leaks or spills under or around vehicles and fix issues to prevent further contamination.

Properly label, store and dispose of all fluids and other hazardous chemicals to avoid environmental contamination. Keep storage containers off the ground to avoid stormwater contamination. Any fuel storage areas should be properly located away from high traffic areas; and have secondary containment.

Prevent stormwater from washing contaminants off the site in the event of a storm. Contaminants on impermeable surfaces (concrete, asphalt, rooftops, etc.) will wash off with rain and will eventually make its way into drainage ways which go directly to natural surface water areas (ditch, creek, river, etc.) without treatment. Avoid washing impermeable surfaces off with a hose, but rather use a broom and dispose of waste versus having contaminants wash off the site.

Demolition Comments

Before demolition begins the building should be inspected for any hazardous materials, such as lead, asbestos, mold, chlorofluorocarbons, etc. These hazardous materials can contaminate surface and groundwater through stormwater runoff and leaching. The Environmental Protection Agency (EPA) requires an inspection for any demolition regardless of the age of the structure. They also regulate asbestos under the National Emissions Standards for Hazardous Air Pollutants (NESHAP). The EPA and the U S. Department of Housing and Development (HUD) address lead contamination from sanding, cutting, or demolition that mainly comes from lead-based paint.

The debris from the demolition should be removed properly and promptly. During any process of the disposing, transporting, or storing of the debris there can be potential of contamination. Debris materials like concrete, lumber, metals, etc. can be recycled.

Equipment used during the demolition and clean up can potentially contaminate surface and ground water.

Woodland Information

The Winnebago County Soil and Water Conservation District encourages preserving as much of the wooded character of this site as possible. Long-term preservation of the trees will require taking certain precautions during and after construction. The ground around each tree to be saved should be flagged or fenced off. Also, it should be protected from heavy machinery. This area should be at least as wide as the area covered by the spread of the tree branches. Soil compaction around the roots of the trees can permanently interfere with the uptake of Oxygen, nutrients, and water. This may cause the premature death of the trees. The placement of fill material around the trunks of trees can have the same adverse effects. Other construction practices to avoid near the trees are: cutting and filling, raising the soil level, and removing neighboring trees. Contractors and construction crews should be informed of all tree preservation efforts.

Rusty Patch Bumble Bee

The U.S. Fish and Wildlife Service listed the rusty patched bumble bee as endangered under the Endangered Species Act. Endangered species are animals and plants that are in danger of becoming extinct. The rusty patch bumble bee is a pollinator that lives in prairies and grasslands which are one of the last species to go into hibernation. They need areas that provide nectar and pollen from flowers, nesting sites (underground), and overwintering sites for hibernating queens (undisturbed soil).

Many factors have led to the rust patch bumble bee becoming an endangered species. Most of prairies and grasslands of the Upper Midwest and Northeast have been converted to monoculture farms or developed areas, such as cities and roads. Grasslands that remain tend to be small and isolated. Increases in farm size and technology advances improved the operating efficiency of farms but have led to practices that harm bumble bees, including increased use of pesticides, loss of crop diversity which results in flowering crops being available for only a short time, loss of hedgerows and the flowers that grew there, and loss of legume pastures.

There are numerous programs, research, and groups working towards helping the rusty patch bumble bee. Some things you can do to help include having flowering plants, providing natural areas with native plants, and minimize the use of pesticides and chemical fertilizer.

For more information visit:

<https://www.fws.gov/midwest/endangered/insects/rpbb/factsheetrpbb.html>

Native Plantings

Native plants like grasses and flowers provide critical habitat for many key species like the Rusty Patch Bumble Bee and Monarch Butterflies. These deep-rooted native species are preferred because of their abilities to enhance soil permeability and pollutant filtering and their reduced needs for fertilizer, herbicides, irrigation, and mowing. Unfortunately, loss and degradation due to the development of the land and an invasion of exotic species is a serious problem in Illinois.

Automotive considerations

Due to the expected vehicle traffic on the site, it would be beneficial to keep absorbents readily on hand in the event of a spill or leak to promptly contain hazards that would otherwise be environmentally harmful. Periodically check for indications of leaks or stains in the parking lot. Contaminants (including litter) on impermeable surfaces (concrete, asphalt, etc.) will wash off with rain and will eventually make its way into storm sewer drains, some of which go directly to natural water sources without treatment. Avoid washing impermeable surfaces off with a hose, but rather use a broom and properly dispose of waste.

Ice-melt use

All salts pose a negative impact on the landscape, infrastructure and freshwater resources. The best practice for minimizing this impact is applying the least amount of salt necessary to provide for safe travel.

If excess salt is used, the most visible impact will be noticeable in grass, shrubs and other landscape foliage. Salt run-off from roads and sidewalks then enters the natural environment in a variety of ways. Salt, particularly rock salt, causes dehydration, which leads to foliage damage. Salt also harms root growth, disrupts nutrient uptake and causes injury to new seed germination, stems, leaves and flowers.

In addition to the landscape, the second most visible environmental impact of excess salt usage is damage caused to Infrastructure, including roads, bridges, parking decks, sidewalks, doorways and even flooring. Chloride in salts, whether they are in a blended product or not, increase the conductivity of water and accelerate corrosion. All salts, when used in excess, can deteriorate concrete that isn't properly cured or sealed, and can also cause corrosion and damage to reinforcing rods and structural steel, which results in compromised structural integrity.

Although reducing landscape and infrastructure damage is vital, the most important environmental impact of salt is its effect on freshwater resources, which impacts aquatic life and drinking water. Chloride in surface waters can be toxic to many forms of freshwater aquatic life, including fish, macro invertebrates, insects and amphibians. Contaminants from salt used for ice and snow management enter fresh water resources by infiltration to groundwater, runoff to surface water and through storm drains. The chlorides from salt discharged into these water systems remain in solution with no chance of removal through natural mean; only dilution with more fresh water can reduce its concentration.

Avoid using salt if rain is in the forecast or if temperatures aren't going to freeze.

It is essential that custodial managers understand what salt products to use, when to use them and how much is necessary. This will ensure safe passage for building occupants, while controlling spending and minimizing the facilities impact on the environment.

HISTORY:

File #099-07: A Zoning Map Amendment from R-1, Single-Family Residential District to C-3, Commercial General District for Tract I; (B) a Special Use Permit for a Performance Use consisting of a financial institution with a drive-up window that cannot satisfy the minimum distance to a residential district for Tract II; and (C) a Variation to reduce the required Type C landscape buffer from 20 feet to 6 feet 2 inches wide

adjacent to the north entrance in a C-3, Commercial General District for Tract II was approved on December 11, 2007 for the property located at 3101 11th Street. This property is located four (4) blocks northwest of the subject property.

REVIEW COMMENTS: The Applicant is requesting Zoning Map Amendment from R-1, Single-family Residential Zoning District to C-3, General Commercial Zoning District and a Variation to increase the maximum allowed business identification walls signs from two (2) to three (3) in a C-3, General Commercial Zoning District. Exhibit A shows that the subject property is located on east side of 11th Street, bordered by Hamilton Avenue to the north and Lyran Avenue to the south. The subject property is surrounded by commercial and residential uses (Exhibits B and C).

The Applicant is requesting a Zoning Map Amendment from R-1 to C-3 District for Lots 1 through 8 and Lots 25 and 26 in Morris Kennedy's Subdivision. The subject property is proposed to become a fast food restaurant with a drive-through. Lots 9 through 14 and a small, southern portion of Lots 23 and 24 will remain R-1 Zoning District.

The C-3 District accommodates a very broad range of business, service, and commercial uses. In terms of allowed uses, C-3 represents the highest intensity business or commercial zoning district. It allows nearly any type of business, service, or commercial use, including those involving outdoor operations and storage. Additionally, like the C-2 District, the C-3 District, development will generally be destination-oriented; a very large percentage of customers will arrive by automobile. Secondly, the C-3 District is distinguished from the C-2 District by the range of use types allowed; C-3 permits more intensive, more auto-oriented commercial use types than does C-2. Finally, the C-3 District is intended to be applied to large sites that have primary access to major thoroughfares.

Additionally, the Applicant is requesting a Variation to increase the maximum allowed business identification walls signs from two (2) to three (3) for the proposed fast food restaurant with a drive-thru.

Exhibit D is a re-subdivision plat for the new Culver's 11th Street Subdivision. Exhibit D also shows the existing subject property will be divided into Lot 1 at 1.942 acres and Lot 2 at 1.177 acres. Lot 1 in the new subdivision will be zoned C-3 and Lot 2 will remain as R-1.

Exhibit E shows the restaurant with a drive-through, outdoor seating area, parking lot, drive-thru lanes, bike rack, and dumpster enclosure area. Exhibit E shows the restaurant will 4,656 square feet. The restaurant will require 62 parking spaces using the 13.3 parking spaces per 1000 square feet for eating and drinking establishments). There are 62 off-street parking spaces proposed on Exhibit E.

Additionally, the restaurant with a drive through will require eight (8) stacking spaces (using the 13.3 parking spaces per 1000 square feet plus 8 stacking spaces per drive-up window.). The Applicant has proposed up seventeen (17) stacking spaces for each drive-through lane on Exhibit D. The proposed restaurant with drive-through requires 4 bicycle spaces (using

the 1 bike space per 10 auto spaces). The Applicant has proposed four (4) bicycle spaces. Upon review of Exhibit E, the site plan with the proposed off-street parking does meet the requirements of the Zoning Ordinance.

The redevelopment of the subject property, number of parking spaces and the amount of paved area requires landscaping provisions to be met, which consists of Shade Trees, Perimeter Landscaping, and Interior Landscaping. Exhibit F is the landscaping plan submitted by the Applicant. Upon review of Exhibit F, the landscaping plan with the proposed landscaping does comply with the Zoning Ordinance.

Exhibit G is conceptual building elevations with details of the proposed material to be used for the proposed restaurant building and the proposed exterior signage. Additionally, Exhibit G shows a business identification wall sign on the east (Main Elevation), south (Front Elevation) and west (Drive Thru) elevations of the restaurant. The east (Main Elevation) and south (Front Elevation) business identification wall signs will be 44.37 inches by 94.50 inches and 29.12 square feet each. The west (Drive Thru) business identification wall sign will be 56 inches by 120 inches and 46.67 square feet.

Illinois State Law requires that in order for a Variation to be granted hardship must be proven by positive Findings of Fact. Exhibit H is a Zoning Narrative submitted by the Applicant. Exhibit G gives details on the razing of the existing structure, access improvements, traffic and parking, building designs, lighting, signage, landscaping and stormwater management compliance with City requirements. Additionally, the Applicant explains, "the proposed improvement is an infill redevelopment with frontages on three sides, along 11th Street are large existing signs and overhead power lines that affect the impact of a ground sign and building wall signs provide a complimentary identification of the business while maintaining the desired visual appeal of the parkway" (Exhibit H). The Applicant states, "the shape and size of the lot is unique to the site as an infill development, the requested sign variance is not exclusively based on increase in value or income potential, the granting of the variation will not be detrimental to public welfare or injurious to other property and the request provides the opportunity for enhanced neighborhood character by the elimination of one ground sign" (Exhibit H). Finally, the Applicant states, "we believe this development will bring an overall positive impact to the community, improve site functionality, and contribute positively to the local economy" (Exhibit H).

Exhibit I is the service calls for the last few years. The dates are from August 5, 2024 to May 12, 2026. There was a total of 26 calls.

Staff understands the Applicant's desire to have their business highly identifiable with three (3) business identification wall signs; however, Staff feels that the Applicant has not presented a viable hardship and Culver's Restaurants are highly valued by their customers. For this reason, Staff does not support the Variation request.

After review of the Zoning Map Amendment request, Staff feels that the Applicant's proposed request is consistent with the 2040 Plan and, therefore, Staff supports this request.

RECOMMENDATION: Staff recommends APPROVAL of a Zoning Map Amendment from R-1, Single-family Residential Zoning District to C-3, General Commercial Zoning District and DENIAL of a Variation to increase the maximum allowed number of business identification wall signs from two (2) to three (3) in a C-3, General Commercial Zoning District

See attached findings of fact.

SC: DM 07/15/2026

FINDINGS OF FACT FOR APPROVAL OF A ZONING MAP AMENDMENT
FROM R-1, SINGLE-FAMILY RESIDENTIAL ZONING DISTRICT TO
C-3, GENERAL COMMERCIAL ZONING DISTRICT
LOCATED AT 3218 11TH STREET

Approval of this Zoning Map Amendment is based upon the following findings:

- 1) The proposed Zoning Map change is consistent with Article II, Intent, and Purpose, of the Rockford Zoning Ordinance for the following reasons:
 - a. This proposal promotes the health, safety, comfort, convenience, morals and general welfare for the citizens of Rockford because it is consistent with the comprehensive plan and surrounding uses;
 - b. This proposal protects the character, scale and stability of the adjacent residential and commercial because the proposed development will meet all development requirements of this site; and
 - c. The proposed map amendment would allow for a reasonable development to take place consistent with the surrounding neighborhood.
- 2) The proposed Zoning Map Amendment is consistent with the approved general plan, the Year 2040 Plan, for the area. The 2040 Plan designates this property as Residential-Medium Density.

FINDINGS OF FACT FOR DENIAL OF A VARIATION
TO INCREASE THE MAXIMUM ALLOWED BUSINESS IDENTIFICATION
WALLS SIGNS FROM TWO (2) TO THREE (3)
IN A C-3, GENERAL COMMERCIAL ZONING DISTRICT
LOCATED AT 3218 11TH STREET

Denial of this Variation is based upon the following findings:

1. Because of the particular physical surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner would not result, as distinguished from a mere inconvenience, if the strict letter of the regulations were to be carried out.
2. The conditions upon which a petition for this Variation is based are not unique to the property for which the Variation is sought and are applicable, generally, to other property within the same zoning classification.
3. The purpose of this Variation is based exclusively upon a desire to increase the value or income potential of the property.
4. The alleged difficulty or hardship is not caused by this Ordinance and has been created by any persons presently having an interest in the property or by any predecessor in title.
5. The granting of this Variation will be detrimental to the public welfare, or injurious to other property or improvements in the neighborhood in which the property is located.
6. The proposed Variation will not impair an adequate supply of light and air to adjacent property, or substantially increase the congestion of the public streets, or increase the danger of fire, or endanger the public safety, or substantially diminish or impair the property values within the neighborhood.
7. The proposed Variation does not comply with the spirit and intent of restrictions imposed by this Ordinance.

Exhibit A
3218 11th Street
ZMA and VAR
#025-26

R1

R1

C3

~~R1~~

SAWYER

R4

✕ ✕

LAPEY

~~R4~~

— C3

11TH

11TH

HAMILTONR4^x

R1

R1

LYRAN

ROOSEVELT~~R1~~

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C3

C3

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JOHNSON

C3

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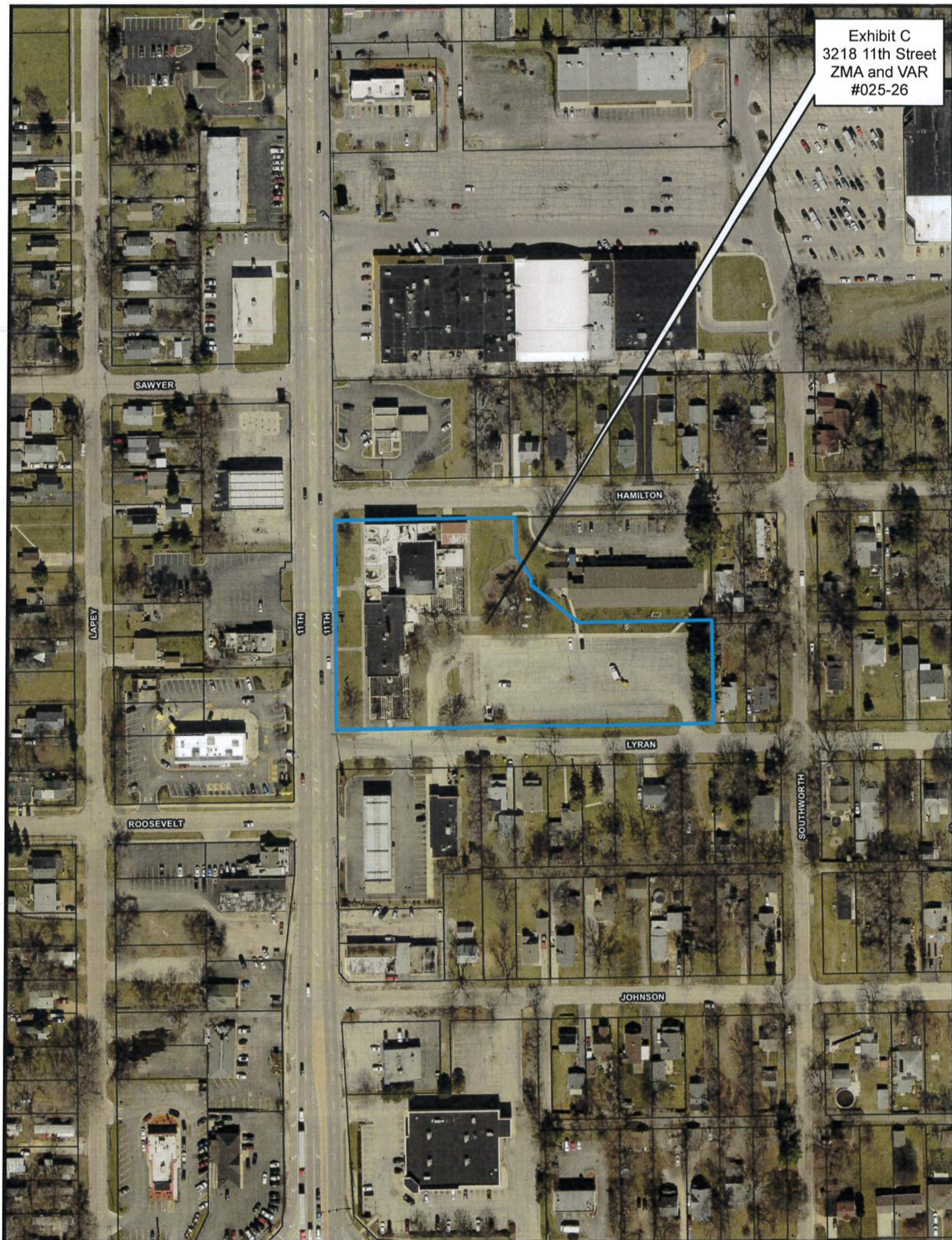
R1

R1

SOUTHWORTH

Exhibit B
3218 11th Street
ZMA and VAR
#025-26

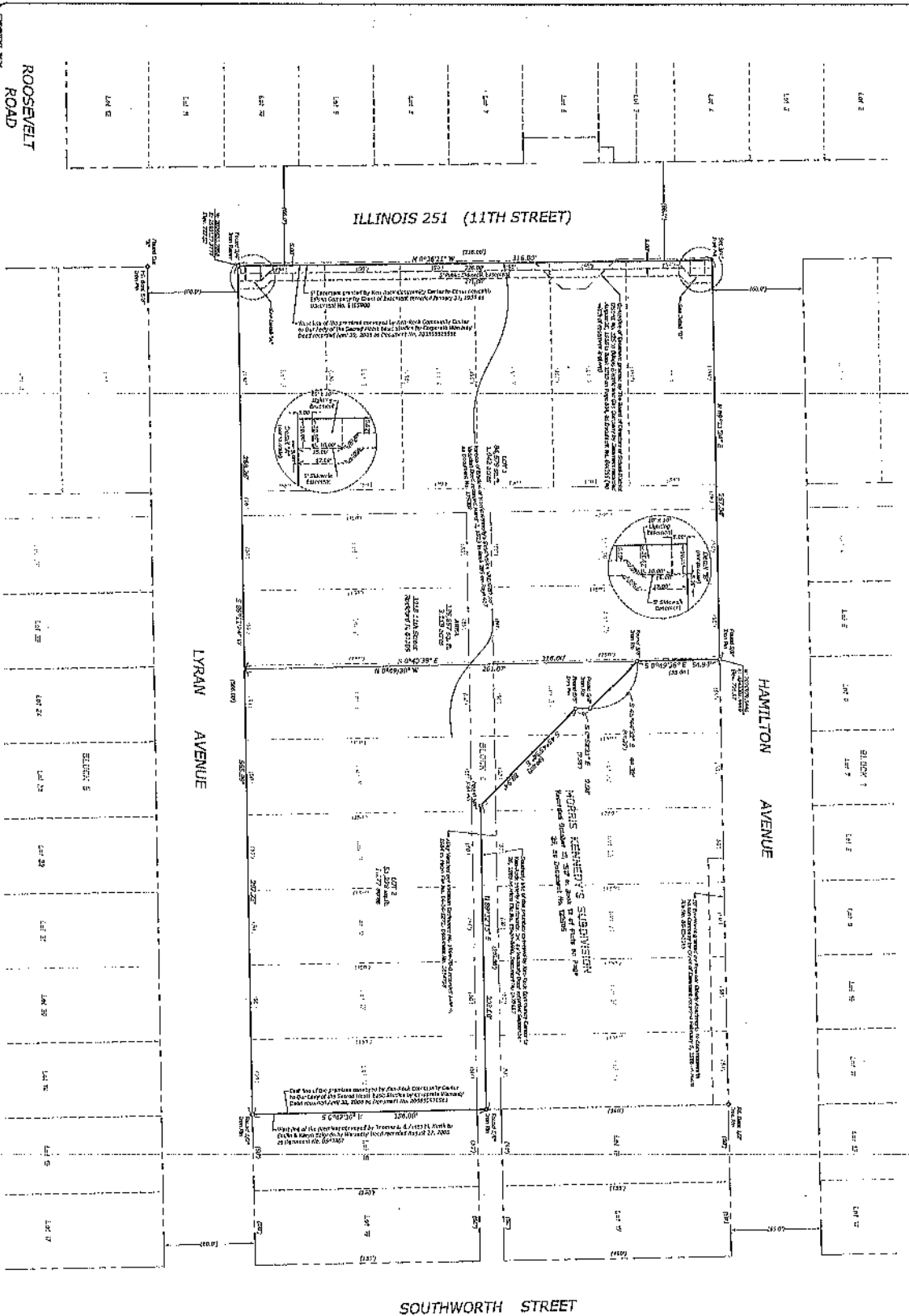
Exhibit C
3218 11th Street
ZMA and VAR
#025-26



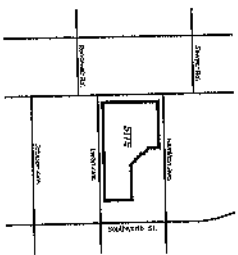
CULVER'S 11TH STREET SUBDIVISION BEING A RESUBDIVISION OF ALL OF LOTS 1 THROUGH 14 INCLUSIVE, PART OF LOT 24, ALL OF LOTS 25 AND 26 AND THE CAVED ALLEY, ALLEY QUARTER OF SECTION 1, TOWNSHIP 43 NORTH, RANGE 1 EAST OF THE THIRD PRINCIPAL MERIDIAN MINNEAPOLIS COUNTY, ILLINOIS



Boundaries are based upon G.P.S. observations and referenced to the National Grid Zone 18Q (NAD 83).



CORNER INFORMATION:
 OF THE 1/4 SECTION 14:
 SECTION 14, T43N, R1E, S18W
 SECTION 14, T43N, R1E, S18W



COMMITTEE
 (Not to Scale)



LEGEND

—	Proposed Lot Line
—	Proposed Section Line
—	Proposed Subdivision Boundary
—	Proposed Easement
—	Proposed Right-of-Way
—	Proposed Utility Line
—	Proposed Access Road
—	Proposed Driveway
—	Proposed Fenced Area
—	Proposed Survey Boundary
—	Proposed Survey Line
—	Proposed Survey Point
—	Proposed Survey Station
—	Proposed Survey Marker
—	Proposed Survey Monument
—	Proposed Survey Boundary
—	Proposed Survey Line
—	Proposed Survey Point
—	Proposed Survey Station
—	Proposed Survey Marker
—	Proposed Survey Monument



	LAST FEMALE CONTACT
	DOES ANYONE KNOW WHERE
	WAS HE IN ANYONE'S ROOM IN A CITY
	PHOTOGRAPHING ST. LOUIS
	FRIGHTENED TO GO TO THE STADIUM
	RECOVERED BLOOD FROM THE WOUND
	WAS TOLD "YOU LET HIM GET AWAY"
	STATED "HE WASN'T IN ANYONE'S ROOM"
	PHOTOGRAPHING ST. LOUIS

1. THE UNITED STATES IS A DEMOCRATIC COUNTRY. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO FREEDOM OF SPEECH AND THE RIGHT TO BE HEARD. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO BE TREATED EQUALLY AND THE RIGHT TO BE RESPECTED.
2. THE UNITED STATES IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO FREEDOM OF RELIGION AND THE RIGHT TO BELIEVE IN GOD OR NOT BELIEVE IN GOD. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO BE TREATED EQUALLY AND THE RIGHT TO BE RESPECTED.
3. THE UNITED STATES IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO FREEDOM OF PRESSURE AND THE RIGHT TO BE HEARD. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO BE TREATED EQUALLY AND THE RIGHT TO BE RESPECTED.
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12. THE UNITED STATES IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO FREEDOM OF LIFE AND THE RIGHT TO LIVE AS THEY WANT TO LIVE. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO BE TREATED EQUALLY AND THE RIGHT TO BE RESPECTED.
13. THE UNITED STATES IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO FREEDOM OF LOVE AND THE RIGHT TO LOVE WHOM THEY WANT TO LOVE. IT IS A COUNTRY WHERE EVERYONE HAS THE RIGHT TO BE TREATED EQUALLY AND THE RIGHT TO BE RESPECTED.
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② BUREAU TO BE PROVIDED AND MAINTAINED BY CONTRACTOR, EQUIVALENT TO THE 2002 EDITION OF NCHRP REPORT 7-118E CONCERNING ROAD PAVEMENT DESIGN, AND SURFACE MAINTENANCE.

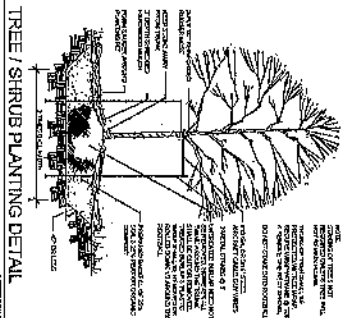
PARKING TABLE	
NUMBER OF PERSONS STUDENT RECEIVED	210-10.4
NUMBER OF 3-LEVEL STUDENTS PARTICIPATED	210-10.4

SITE AREA TABLE	
IMPERVIOUS AREA	76,304 SQ. FT. (55.4%)
TOTAL SITE AREA	137,677 SQ. FT. (100.0%)
% IMPERVIOUS AREA	55.4%

ITEM NO.	DATE
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**CULVER'S OF
ROCKFORD**
3218 11TH STREET
ROCKFORD, IL
WINNEBAGO

AND DESIGN
RESOURCES INC.
800.724.7444
10000 PARKWAY
SUITE 1000
DALLAS, TEXAS 75243
www.anddesign.com



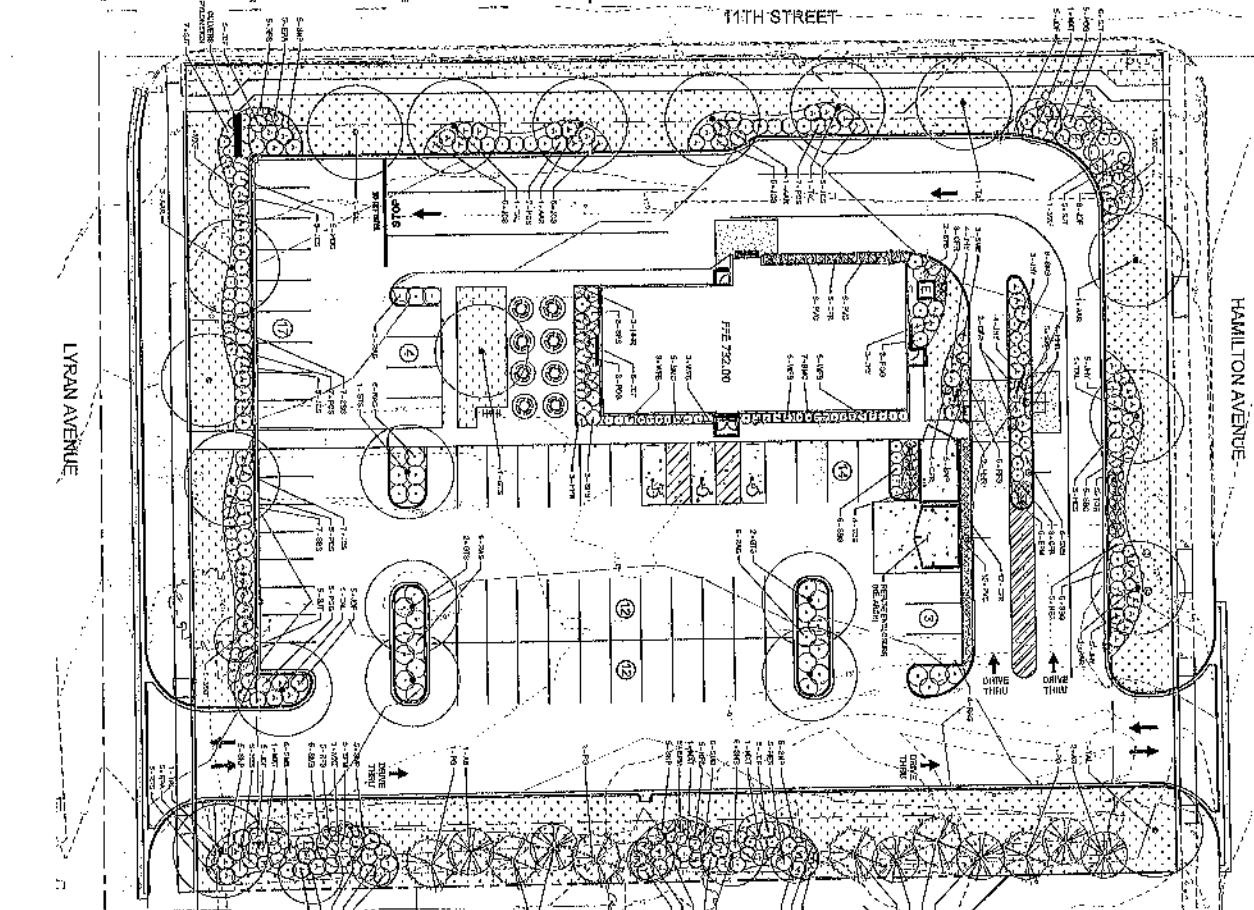
TREE / SHRUB PLANTING DETAIL

BED PLANTING DETAIL

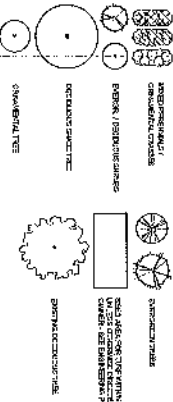
WRITING NOTES

PLANTING NOTES

- [illegible]



LEGEND



PLANT LIST

[illegible]

ZONING DATA

[illegible]

LANDSCAPE PLAN

STATION	EN
CHECKED	CE
BY	RPS
PROJECT NUMBER	
SHEET NUMBER	
26075	

ELEVATION WALL SIGNS

SL-45 & SL-30 Illuminated White Script Channel Letters

SL-SERIES

- Channel letter construction
- One piece (saddle capped sections)
- LED internal illumination
- Typical application for new construction
- Embedded power supplies
- UL marked product
- No install pattern needed, level line scribed in back of sign

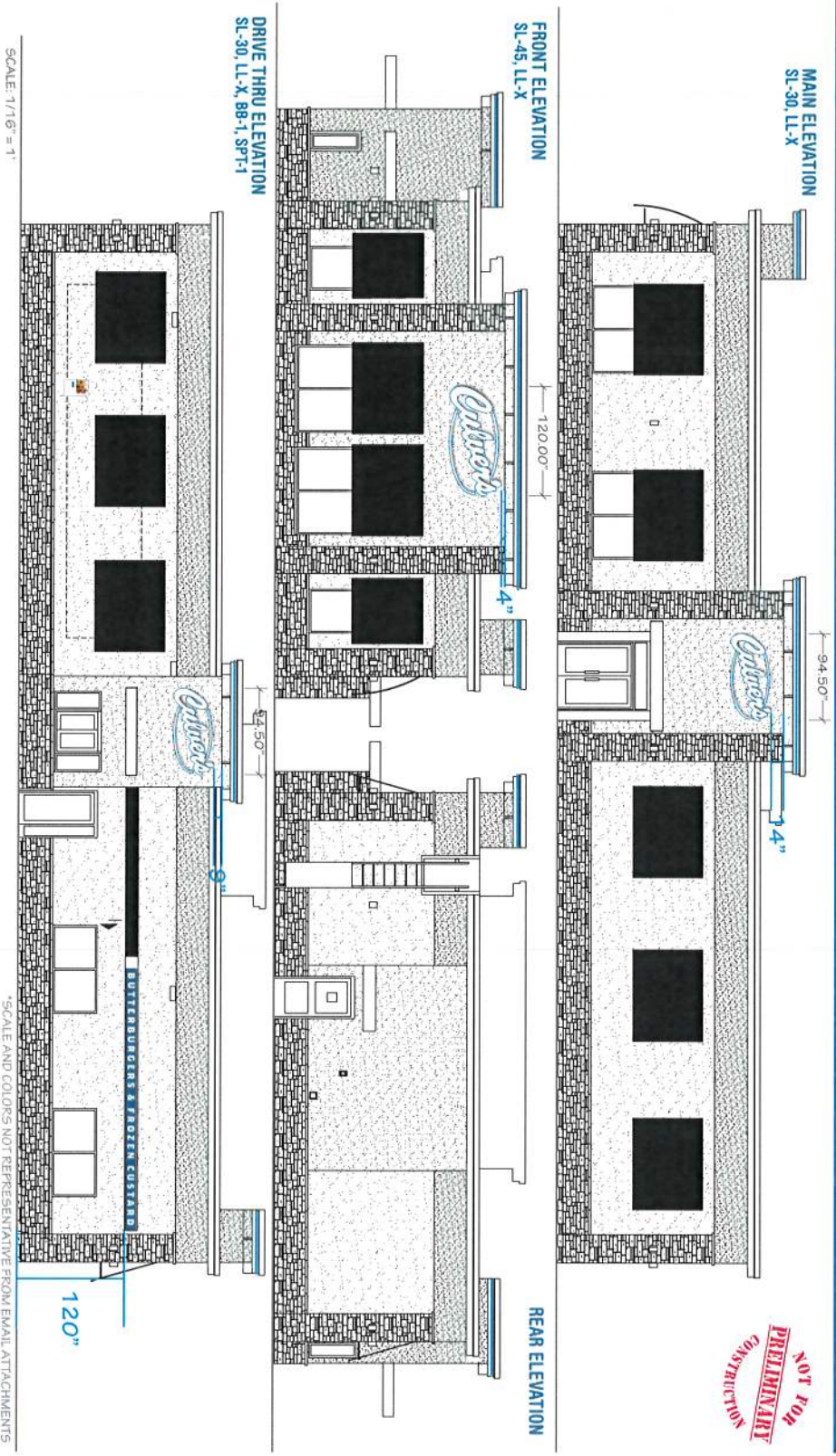


SIGN SQUARE FOOTAGE	
MAIN ELEVATION:	QTY-1 SL-30 (44.37' X 9.4.50') = 29.12 SF
FRONT ELEVATION:	QTY-1 SL-45 (56.00' X 120.00') = 46.67 SF
REAR ELEVATION:	
DRIVE THRU ELEVATION:	QTY-1 SL-30 (44.37' X 9.4.50') = 29.12 SF
	QTY-1 BB-1 (17.67' X 27.86') = 3.42 SF
	QTY-1 SPT-1 (11.50' X 29.4.76') = 22.74 SF

NOTES	
LL-X LED accent strip lighting typical placements:	
MAIN: (2) places - FRONT: (3) Places - REAR: 2.	
DRIVE THRU: (2) places	
BB-1 Typical Drive-Thru placement: DRIVE THRU	
MFG-TBD	MFG-TBD
STYLE-TBD	STYLE-TBD
COLOR-TBD	COLOR-TBD

DATE CREATED / REVISION HISTORY	
5/29/26 - NEW	
6/17/26 - Rear wall sign removed	
SALES PERSON:	
MARK WESSLE	
DESIGNED BY:	
J KROEGER	
A0:	
73074	

PLAN SET 1-2020 PROTOTYPE DRAWINGS SHOWN
ACTUAL ARCHITECTURAL DRAWINGS TENDING



June 16, 2026

Scott Capovilla
Planning and Zoning Manager

City of Rockford
425 E State Street
Rockford, IL 61104

Dear Mr. Capovilla,

The following is submitted for your consideration for the rezoning and subdivision of 3218 11th Street, Rockford, IL 61109.

Introduction:

We formally submit the following proposed development located on the east side of 11th Street between Hamilton Avenue and Lyran Avenue, specifically at 3218 11th Street, Rockford, IL 61109 (Parcel Number: 15-01-376-004). This site, approximately 3.12 acres in size, is currently a vacant elementary school with a parking lot.

We are proposing to develop the property through the construction of a Culver's restaurant with a drive-through. The planned improvements include a restaurant building, a paved parking lot, and a drive-through on Lot 1 of the proposed subdivision. Lot 1 (1.94 acres) is proposed to be rezoned to C-3. The remaining 1.177 acres of Lot 2 would remain R-1.

The current property owner is:

Our Lady of the Sacred Heart
3445 Elmwood Road, Rockford, IL 61101
815 597-0972
admin@olsha.org

Project Description:

The existing property is zoned as R-1, Residential District, within the City of Rockford. A rezoning of Lot 1 to C-3, Commercial District, is proposed to facilitate the development. The proposed rezoning is consistent with the zoning throughout the 11th Street corridor in which commercially zoned lots front 11th Street.

The proposed improvements to Lot 1 (1.94 acres) include razing existing structures to facilitate the construction of a Culver's Restaurant.

There are no improvements planned for Lot 2 (1.177 acres) at this time. Additionally, Lot 2 would remain zoned R-1.

1. Existing Site: Vacant elementary school



2. Access Improvements

- a. There are two proposed full-access driveways to Hamilton Avenue and Lyran Avenue, allowing employees and customers to both enter and exit from each roadway.
- b. The proposed access to Hamilton Avenue and Lyran Avenue is critical for customer circulation and deliveries.
- c. Pedestrian access is proposed to be improved along Lyran Avenue and 11th Street. While the Lyran Avenue sidewalk can be located within the right-of-way. The width of 11th Street right-of-way is narrow. We propose to provide the sidewalk along private property which will result in more open parkway appearance and safer conditions for pedestrians.

3. Traffic and Parking

- a. A Traffic Statement reviewing the trips generated will be provided to the City as part of the site plan review.
- b. The proposed parking lots include 62 parking spaces (3 ADA).
 - i. Required spaces:
A ratio of 13.3 spaces per 1,000 SF of GFA.
 - ii. Provided spaces:
Proposed Building SF = 4,656 SF
 $13.3 \times 4.656 = 61.92$ spaces = 62 spaces
- c. Drive-thru queuing:
 - i. The stacking requirement for fast-food restaurants with a drive-through is 8 spaces per window.
- d. Deliveries and emergency vehicle circulation
 - i. Truck turning movements are provided as a part of the submittal.

4. Building Designs

- a. A new building of approximately 4,656 SF featuring high quality architectural materials including manufactured stone, EIFS, and canvas awnings is proposed.
- b. The proposed Culver's design utilizes high quality materials with varying roof lines and will be complimentary building to the corridor.

5. Lighting
 - a. Exterior lighting shall be designed to comply with city lighting requirements. The photometric plan is forthcoming.
 - b. City staff has requested accommodation of easement for future lighting improvements along 11th Street. We agree to facilitate this request.
6. Signage
 - a. Signage packet for the site is included as part of this submittal. A sign variance is requested.
7. Landscaping
 - a. The site features proposed landscape enhancements that comply with city requirements.
 - b. When possible, existing trees will be preserved.
8. Stormwater Management
 - a. The site will meet the requirements of the City for stormwater management.

Variances:

We request a variance from 51-004-B.2(b) to allow three wall signs. Based on the ordinance, the development is allowed up to four signs, two ground signs and two wall signs. We request a variance to allow four total signs comprised of three wall signs and one ground sign.

Findings of Fact:

1. Because of the particular physical surroundings, shape, or topographical condition of the specific property involved, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if the strict letter of the regulations were to be carried out.

The proposed improvement is an infill redevelopment with frontages on three sides. Along 11th Street are large existing signs and as well as overhead power lines that affect the impact of a ground sign. Additionally, with local roads on the north and south sides of the property, building wall signs provide a complimentary identification of the business while maintaining the desired visual appeal of the parkway.

2. The conditions upon which a petition for a Variation is based are unique to the property for which the Variation is sought and are not applicable, generally, to other property within the same zoning classification

The shape and size of the lot is unique to the site as an infill development.

3. The purpose of the variation is not based exclusively upon a desire to increase the value or income potential of the property.

The requested sign variance is not exclusively based on increase in value or income potential.

4. The alleged difficulty or hardship is caused by this Ordinance and has not been created by any persons presently having an interest in property or by a predecessor in title.

The hardship has not been caused by the applicant or current property owner.

5. The granting of the Variation will not be detrimental to the public welfare, or injurious to other property or improvements in the neighborhood in which the property is located.

The granting of the variation will not be detrimental to public welfare or injurious to other property. The request provides the opportunity for enhanced neighborhood character by the elimination of one ground sign.

6. The proposed Variation will not impair an adequate supply of light and air to adjacent property, or substantial increase the congestion of the public street, or increase the danger of fire, or endanger the public safety, or substantially diminish or impair the property values within the neighborhood.

The requested variation will not impair an adequate supply of light and air to adjacent property, or substantial increase the congestion of the public street, or increase the danger of fire, or endanger the public safety, or substantially diminish or impair the property values within the neighborhood.

7. The proposed Variation complies with the spirit and intent of restriction imposed by this Ordinance.

The requested variance will enhance the character of the neighborhood by limiting the ground signs to only one ground sign on 11th Street as opposed to a secondary ground sign on either of the other two frontages.

Preliminary Schedule:

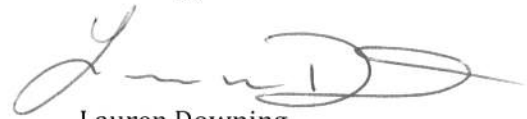
- Start Construction: Fall 2026
- End Construction/Opening: Spring 2027

We believe this development will bring an overall positive impact to the community, improve site functionality, and contribute positively to the local economy. We look forward to working collaboratively with the City of Rockford throughout the permitting process.

The development team for this project includes Jimmy Smith (developer), Arc Design Resources serving as the civil engineer, landscape architect, and surveyor, Ollman Ernest Martin serving as the architect and Campbell Construction as the General Contractor. This experienced team has successfully developed multiple projects within the area and brings a wealth of expertise and proven results to this development effort.

We appreciate your consideration.

Sincerely,

A handwritten signature in black ink, appearing to read 'Lauren Downing', with a stylized, flowing script.

Lauren Downing
Project Manager / Arc Design
Resources

Enclosed:
Subdivision Application
Zoning Application (Rezoning and Variance)
Site Plan
Landscape Plan
Survey
Plat of Subdivision
Sign Packet
Copy of letter of authorization from the seller

Call Number	Event Date	Location	Situation Reported	Call Disposition	
26-100552	05/12/2026 12:10:26 PM	3218 11TH ST	SERVICE OTHER AGENCY LAW	NRPT - NO REPORT / UTL - UNABLE TO LOCATE / NRPT - NO REPORT	Rockford Police Department
26-100545	05/12/2026 12:04:58 PM	3218 11TH ST	IN PROGRESS PROPERTY	UTL - UNABLE TO LOCATE	Rockford Police Department
26-089969	04/28/2026 05:19:15 PM	3218 11th St	WELFARE CHECK	RE-ASSIGN/CHANGE OF CALL(UNIT) / UTL - UNABLE TO LOCATE	Rockford Police Department
26-089968	04/28/2026 05:18:51 PM	3218 11th St	911 INFORMATION	ADV - ADVISED	Rockford Police Department
26-000449	01/01/2026 02:06:51 PM	3218 11TH ST	TRAFFIC STOP	NRPT - NO REPORT	Rockford Police Department
25-242308	11/05/2025 03:39:49 PM	3218 11th St	DISORDERLY	RE-ASSIGN/CHANGE OF CALL(UNIT) / UTL - UNABLE TO LOCATE / UTL - UNABLE TO LOCATE	Rockford Police Department
25-217676	10/04/2025 04:52:40 AM	3218 11th St	ALARM - BURGLAR	RPT - REPORT / NRPT - NO REPORT	Rockford Police Department
25-158903	07/25/2025 12:45:53 PM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-152244	07/17/2025 03:35:59 PM	3218 11TH ST	IN PROGRESS PROPERTY	RPT - REPORT	Rockford Police Department
25-151326	07/16/2025 12:34:07 PM	3218 11th St	CRU	RPT - REPORT	Rockford Police Department
25-147303	07/11/2025 10:18:47 AM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-144234	07/07/2025 02:38:58 PM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-143244	07/06/2025 10:26:54 AM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-141323	07/04/2025 07:57:32 AM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-140395	07/03/2025 10:04:17 AM	3218 11TH ST	DIRECTED ASSIGNMENT	NRPT - NO REPORT	Rockford Police Department
25-138818	07/01/2025 11:37:12 AM	3218 11TH ST	MISCELLANEOUS ROUTINE	NRPT - NO REPORT	Rockford Police Department
25-138779	07/01/2025 10:38:22 AM	3218 11th St	INFORMATION FOR POLICE	NRPT - NO REPORT	Rockford Police Department
25-125419	06/14/2025 01:48:59 PM	3218 11th St	BUILDING CHECK	NRPT - NO REPORT	Rockford Police Department
25-063276	03/29/2025 07:49:33 AM	3218 11th St	SUSPICIOUS INCIDENT	RPT - REPORT	Rockford Police Department
25-047865	03/09/2025 02:39:03 PM	3218 11th St	ALARM - BURGLAR	0002 - FALSE ALARM - EQUIPMENT / 0002 - FALSE ALARM - EQUIPMENT	Rockford Police Department
25-042947	03/02/2025 08:38:24 PM	3218 11th St	RK-DRUGS	UTL - UNABLE TO LOCATE / UTL - UNABLE TO LOCATE	Rockford Police Department
24-210308	09/17/2024 06:37:52 PM	3218 11th St	ALARM - BURGLAR	RPT - REPORT	Rockford Police Department
24-209385	09/16/2024 05:22:57 PM	3218 11th St	ALARM - BURGLAR	0002 - FALSE ALARM - EQUIPMENT / 0002 - FALSE ALARM - EQUIPMENT	Rockford Police Department
24-208741	09/15/2024 10:07:10 PM	3218 11th St	ALARM - BURGLAR	0002 - FALSE ALARM - EQUIPMENT / 0002 - FALSE ALARM - EQUIPMENT	Rockford Police Department
24-187050	08/21/2024 01:34:25 AM	3218 11th St	ALARM - BURGLAR	0002 - FALSE ALARM - EQUIPMENT / 0002 - FALSE ALARM - EQUIPMENT	Rockford Police Department
24-174223	08/05/2024 02:57:05 AM	3218 11th St	ALARM - BURGLAR	RPT - REPORT	Rockford Police Department