



PLANNING & ZONING REPORT

Zoning Board of Appeals Meeting of February 18, 2026

File # 004-26

APPLICANT: 2018DT Sandy Hollow, LLC

LOCATION: 73XX East Riverside Boulevard

REQUESTED ACTION: A Special Use Permit for a Planned Unit Development consisting of a stand-alone coffee shop with a drive thru and a 11,868 square foot strip center or a 3,864 square foot retail strip center and a 7,405 square foot retail strip center including site, parking, and landscaping plans with deviations from the regulations in a C-3, General Commercial Zoning District.

EXISTING USE: Vacant land

PROPOSED USES: Stand-alone coffee shop with a drive thru and an 11,868 square foot strip center or a 3,864 square foot retail strip center and a 7,405 square foot retail strip center

DIMENSIONS: Irregular shape **SQUARE FOOTAGE:** 1.74 acres

ADJACENT ZONING AND LAND USES:

NORTH:	Loves Park IL	Mister Car Wash, Mobil, Road Ranger
EAST:	C-3	Vacant land, MercyHealth
SOUTH:	C-3	Vacant land
WEST:	C-3	Vacant land

YEAR 2040 PLAN: C-CR Retail, Recreation/Entertainment/Tourism

SOILS REPORT:

HISTORY: **File #121-07:** A Special Use Permit for a Planned Mixed-Use Development consisting of a retail outlet mall, other associated commercial/retail uses, and performance uses, including up to three (3) fast food restaurants with drive-up windows and up to two (2) financial institutions with drive-up windows and ATM's that cannot satisfy the performance criteria, an overflow parking areas within a retail lot, a comprehensive sign package with deviations from regulations, a comprehensive landscaping plan with deviations from regulations in an R-3, Multi-family Residential Zoning District and C-3, Commercial General Zoning District was approved March 3, 2008 for the properties are located at 37XX Bell School Road. These properties are south and southeast of the subject property.

File #088-07: A Special Use Permit for a Planned Mixed-use Development consisting of a restaurant, bar, nightclub, banquet facility, outdoor restaurant plaza/beer garden/event gathering area, and an outdoor banquet place/events plaza, a Special Use Permit for the sale of liquor by the drink indoors, a Special Use Permit for the sale of liquor by the drink outdoors, a Special Use Permit

for an off-premise business sign, a Variation to reduce the parking requirement by 25%, a Variation to eliminate the required open green space between property lines, a Variation to reduce the required minimum building setback to zero to allow a covered pedestrian access C-3, Commercial General Zoning District was approved November 13, 2007 for the property located at 75XX East Riverside Boulevard. This property is located 2,520 southeast of the subject property.

File #033-05: A Special Use Permit for a Planned Residential Development for a condominium development consisting of ninety-eight (98) residential units as per the submitted site plan in a R-3, Multi-family Residential District was approved September 6, 2005 for the properties located at 75XX Spring Brook Road. This property is located 2,630 feet south of the subject property.

REVIEW COMMENTS: The Applicant is 2018DT Sandy Hollow, LLC who is requesting a Special Use Permit for a Planned Unit Development consisting of a stand-alone coffee shop with a drive thru and a 11,868 square feet strip center or a 3,864 square feet retail strip center and a 7,405 square feet retail strip center including site, parking, and landscaping plans with deviations from the regulations in a C-3, General Commercial Zoning District. Exhibit A shows the property is located on the southwest corner of East Riverside Boulevard and North Bell School Road. The subject property is surrounded by commercial uses (Exhibits B & C).

The subject property consists of one parcel that has not been subdivided and platted. It is currently going through the subdivision approval process. There is a total of 1.74 acres of land. Staff has had several discussions with the Applicant over the past few months regarding this site.

The Applicant has requested a Special Use Permit for a Planned Unit Development to meet the standards set forth within the City of Rockford Zoning Ordinance. The PUD provides an administrative procedure and standards to develop new approaches to a more compact, mixed-use living environment through variety in type, design and layout of residential structures, commercial and industrial buildings, transportation systems, and public facilities. The PUD process which, because of unique characteristics, benefit from a case-by-case review of their compatibility with both the existing and planned land uses in the area.

Exhibit D is the first proposed site plan showing a stand-alone coffee shop with a drive thru, a 11,868 square feet strip center, green and landscaping areas, a dumpster enclosure area for the stand-alone coffee shop and no dumpster enclosure area for the strip center. Exhibit D shows 8 parking spaces, 2-drive-thru lanes and a pass lane for the stand-alone coffee shop. Additionally, Exhibit D, shows 67 parking spaces and a pass lane around the strip center. Within the C-3 District, the parking lot must be setback a minimum of 20 feet for the front yard setback. Exhibit D shows the parking lot is within the required twenty (20) feet front yard setback along East Riverside Boulevard and North Bell School Road. The applicant is requesting a deviation from the required twenty (20) feet front yard setback along East Riverside Boulevard.

Exhibit E is the second proposed site plan showing a stand-alone coffee shop with a drive thru, a 3,864 square feet retail strip center, a 7,405 square feet retail strip center, green and landscaping areas, a dumpster enclosure area for

the stand-alone coffee shop and no dumpster enclosure areas for the strip centers. Exhibit E shows 8 parking spaces, two drive-thru lanes and a pass lane for the stand-alone coffee shop. Additionally, Exhibit E shows 67 parking spaces and a pass lane around the strip centers. Within the C-3 District, the parking lot must be setback a minimum of 20 feet for the front yard setback. Exhibit E shows the parking lot is within the required twenty (20) feet front yard setback along East Riverside Boulevard and North Bell School Road. The applicant is requesting a deviation from the required twenty (20) feet front yard setback along East Riverside Boulevard and North Bell School Road.

Landscaping is an important element of any Special Use Permit for a Planned Unit Development. The 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 for the stand-alone coffee shop site. The current site has 117 feet of street frontage along East Riverside Boulevard, which will require 2 shade trees (using the 1 shade tree per 50 lineal feet of frontage along a street right of way). Additionally, there will be 1 more shade tree required (using 1 shade tree per 10 parking spaces). Exhibit F proposes eleven (11) shade trees. Perimeter landscaping along East Riverside Boulevard require 1,170 Landscape Units (using the 10 LU's per lineal foot of zoning district boundary line) and a 20 feet wide buffer. Exhibit F provides 1,216 Landscape Units for perimeter landscaping along East Riverside Boulevard.

Interior landscaping will consist of 1,818 square feet (using 8% of the total paved area that exceeds 5,000 square feet but not more than 30,000 square feet). The proposed landscaping plan shows that there will be 2,064 square feet of interior landscaping. In addition, a portion of the interior landscaping must be used adjacent to the building such that at least 50% of the building base or foundation facing the parking area is planted with shrubs or trees. The new building as proposed does have building foundation.

Exhibits G and H are the proposed landscaping plans for the 11,868 square feet strip center and the 3,864 square feet retail strip center and a 7,405 square feet retail strip center. The current site has 440 feet of street frontage along East Riverside Boulevard and North Bell School Road, which will require 9 shade trees (using the 1 shade tree per 50 lineal feet of frontage along a street right of way). Additionally, there will be 7 more shade trees required (using 1 shade tree per 10 parking spaces). Exhibits G and H propose seven (7) shade trees. Perimeter landscaping along East Riverside Boulevard and North Bell School Road require 4,400 Landscape Units (using the 10 LU's per lineal foot of zoning district boundary line) and a 20 feet wide buffer. Exhibit F provides 3,010 Landscape Units for perimeter landscaping along East Riverside Boulevard and North Bell School Road.

Interior landscaping will consist of 3,011 square feet (using 10% of the total paved area that exceeds 30,000 square feet). The proposed landscaping plan does show 6 landscape islands with minimum landscaping proposed but does not comply with the required square footage or landscaping. In addition, a portion of the interior landscaping must be used adjacent to the building such that at least 50% of the building base or foundation facing the parking area is

planted with shrubs or trees. Exhibits G and H propose no building foundation landscaping.

Upon review of Exhibits G and H, the proposed landscaping plans do not meet the requirements of the Zoning Ordinance. Although plantings are proposed throughout the site, the landscaping requirements have not been met in its entirety. As such the applicant requested a deviation from the required Shade Trees, Perimeter Landscaping, and Interior Landscaping.

The Applicant did not provide a narrative about the proposed development or clarify what hardships required the site, parking and landscaping deviations from the regulations.

Staff feels that the proposed Planned Unit Development is an overdevelopment of the subject property, as indicated by the applicant requesting site, parking and landscaping deviations from the regulations. Although the PUD provides an administrative procedure and standards to develop new approaches to a more compact, mixed-use living environment through variety in type, design and layout of commercial buildings, the applicant has not demonstrated the need for the additional parking spaces, aisle widths greater than required, the additional pavement around the proposed buildings and the lack of perimeter landscaping. Since this is a greenfield site, Staff feels the numerous deficiencies are self-created and the site could easily be brought into compliance with the ordinance. Additionally, Staff is concerned about the proposed request for a full median cut at a protected left turn that will create traffic congestion problems for this area, especially as it continues to develop. For these reasons, Staff does not support this request.

RECOMMENDATION: Staff recommends **DENIAL** of a Special Use Permit for a Planned Unit Development consisting of a stand-alone coffee shop with a drive thru and a 11,868 square feet strip center or a 3,864 square feet retail strip center and a 7,405 square feet retail strip center including site, parking, and landscaping plans with deviations from the regulations in a C-3, General Commercial Zoning District.

See attached findings of fact

SC: DM 02/10/2026

**FINDINGS OF FACT FOR DENIAL OF A SPECIAL USE PERMIT FOR A
PLANNED UNIT DEVELOPMENT CONSISTING OF A STAND-ALONE COFFEE SHOP
WITH A DRIVE THRU AND A 11,868 SQUARE FEET STRIP CENTER OR
A 3,864 SQUARE FEET RETAIL STRIP CENTER AND A 7,405 SQUARE FEET
RETAIL STRIP CENTER INCLUDING SITE, PARKING, AND
LANDSCAPING PLANS WITH DEVIATIONS FROM THE REGULATIONS
IN A C-3, GENERAL COMMERCIAL ZONING DISTRICT
LOCATED AT 73XX EAST RIVERSIDE BOULEVARD**

Denial of this Special Use Permit is based upon the following findings:

1. The establishment, maintenance or operation of the Special Use Permit will be detrimental to and endanger the public health, safety, morals, comfort and general welfare of the community.
2. The Special Use Permit will be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, and will substantially diminish and impair property values within the neighborhood.
3. The establishment of the special use will impede the normal or orderly development and improvement of the surrounding property for uses permitted in the district.
4. Adequate utilities, access roads, drainage and/or necessary facilities have not been provided.
5. Adequate measures have not been taken to provide ingress or egress so designed as to minimize traffic congestion in the public streets.
6. The special use does not conform to the applicable regulations of the C-3 District in which it is located.

Exhibit A
73XX East Riverside Boulevard
SUP
#004-26

HANGAR

GALLERIA

BELLSCHOOLS

PARK

RIVERSIDE

RIVERSIDE

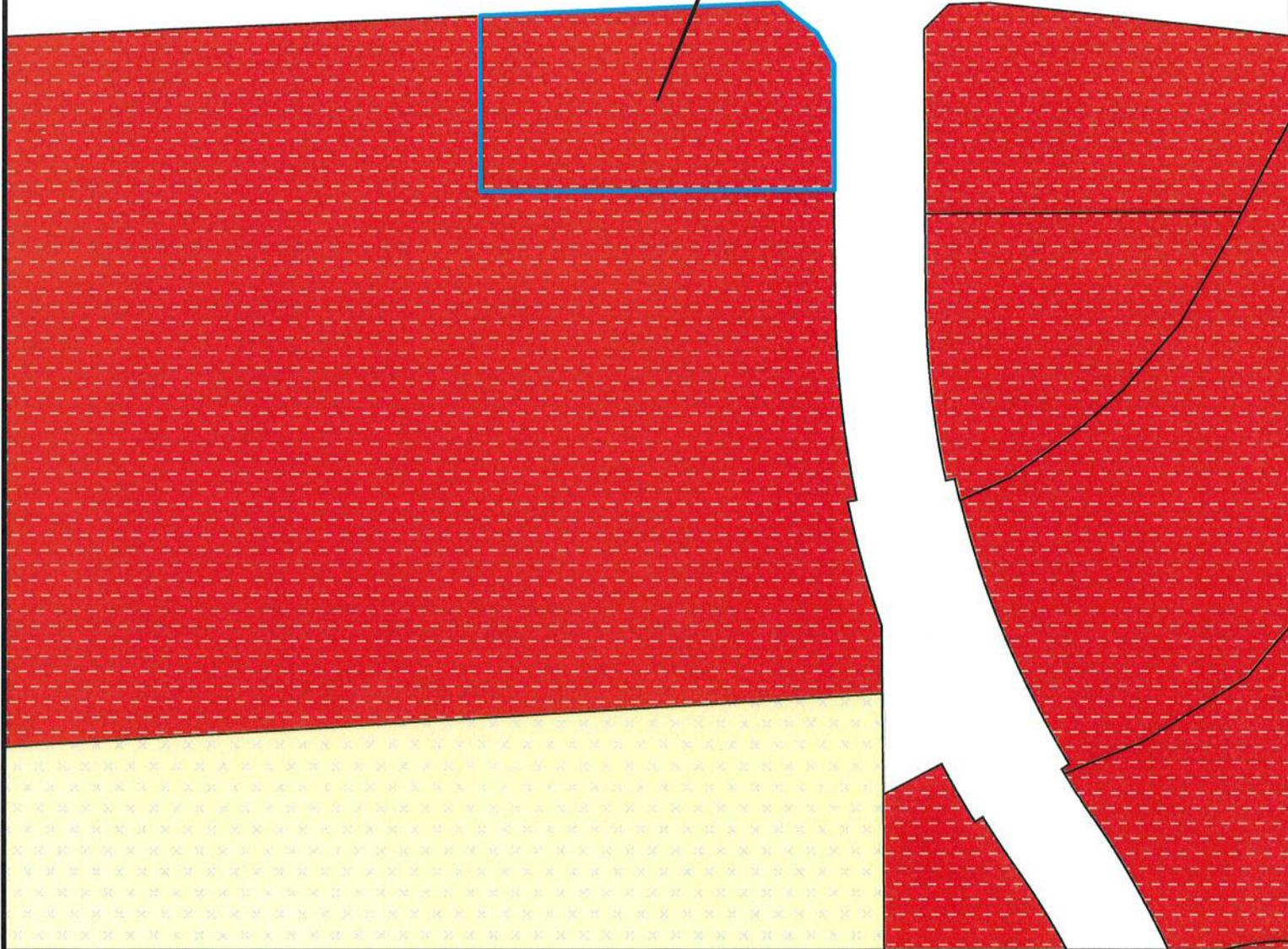


Exhibit C
73XX East Riverside Boulevard
SUP
#004-26



