



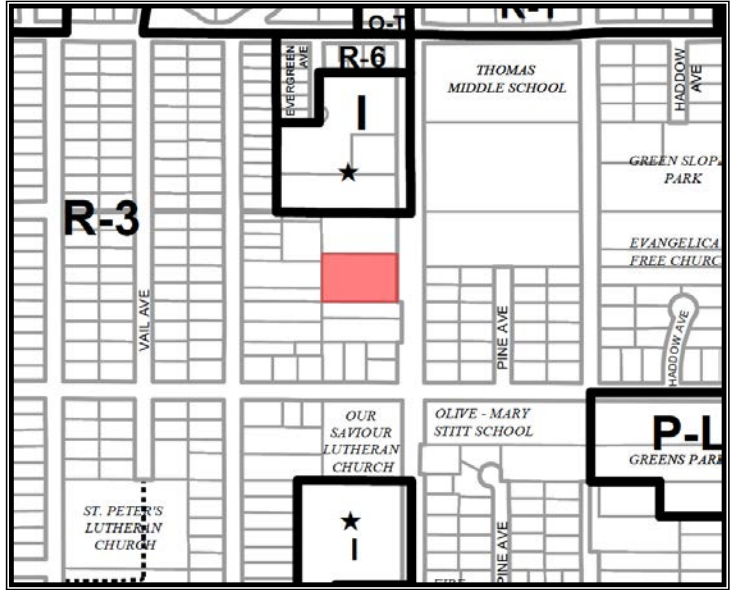
VILLAGE OF ARLINGTON HEIGHTS
STAFF DEVELOPMENT
COMMITTEE REPORT

File Number: PC 18-023
Project Title: Goddard School
Address: 1316 N. Arlington Heights Rd.
PIN: 03-20-305-045

To: Plan Commission
Prepared By: Sam Hubbard, Development Planner
Meeting Date: February 27, 2019
Date Prepared: February 22, 2019

Petitioner: Amir Khowaja
Address: 1584 E. Citadel Ct.
 Palatine, IL 60074

Existing Zoning: R-3: One-Family Dwelling District
Comprehensive Plan: Offices Only



SURROUNDING LAND USES

Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-3, One Family Dwelling District	Daycare (KinderCare)	Commercial
South	R-3, One Family Dwelling District	Single-Family home	Single-Family Detached
East	R-3, One Family Dwelling District	Single-Family homes, Thomas Middle School	Single-Family Detached, Schools
West	R-3, One Family Dwelling District	Single-Family homes	Single-Family Detached

Requested Action:

1. Rezoning from R-3, One-Family Dwelling District to the OT, Office-Transitional Zoning District.
2. Planned Unit Development.
3. Land Use Variation to allow a Day Care Facility within the OT District.

Variations Required:

1. Variation to Chapter 28, Section 5.1-9.3(b), to reduce the required side yard setback on the north from 20 feet to 1 foot.
2. Variation to Chapter 28, Section 6.5-2, to allow accessory structures (playground equipment) in the front yard where accessory structures are restricted to the rear yard only.
3. Variation to Chapter 28, Section 6.13-3(a) to allow a six foot tall open and six foot tall solid fence in the front yard where code restricts open fences in a front yard to 36-inches in height and prohibits solid fences in a front yard.

Project Background:

The subject property is approximately 50,362 square feet in size (1.15 acres) and is the former home to Sylvia’s Flower shop. The site is occupied by two buildings; the first is a two-story former residential structure located at the front of the site. Immediately adjacent to this structure at the rear is a larger two-story building, which extends back towards the rear of the site. There are two separate parking lots on the site, each with their own access to Arlington Heights Road, which has two lanes of travel in each direction and a posted speed limit of 30 miles per hour.

The petitioner has proposed the establishment of a Goddard School day care facility on the subject property. Goddard School is a national day care franchise with 460 locations across 36 states that offers day care and preschool services for infants and children up to five years old, as well as private Kindergarten classes and after-school programs for children in elementary school. The proposed location will offer care for children as young as six weeks up to pre-school aged kids (five years old). In the future, the facility may offer a private kindergarten option and after-school care for elementary age children, which would require an amendment to the proposed land use variation since the definition of “Day Care Center” encompasses care for children under six years of age.

The petitioner has proposed the removal of the existing residential building at the front of the site to allow for the expansion of the front parking area and the connection of this area to the rear parking lot. Additionally, the rear parking lot would be expanded to provide for a circular parking area for pick-up/drop-off, which would be adjacent to the main entrance along the southern side of the building. The rear parking lot would be reconfigured and expanded to the west. In total, 41 parking spaces would be provided on the subject property. It should be noted that parents are required to park their cars and walk their children in and out for drop-off and pick-up. Other than the removal of the smaller residential structure at the front of the site, no changes to the total of floor area on the subject property have been proposed. Upon completion of the interior remodel, the building size would be approximately 13,300 square feet.

The proposed day care will have capacity for 165 children with 27 staff members. Hours of operation would be between 7:00am and 7:00pm Monday through Friday. Lunches would be provided on site, either prepared in the school or dropped off through a catering service. Parents are also permitted to bring lunches for their children, which can be served cold or heated in a microwave. The facility would have two separate playground areas, one at the front of the site and one at the rear.

Conceptual Plan Review Committee:

The petitioner met with the Conceptual Plan Review Committee on June 13, 2018. Discussion at the meeting ranged from appropriateness of the land use given single-family homes to the south and west, traffic, parking, and market need for the facility. The Conceptual Plan Review Committee suggested that the petitioner hold a neighborhood meeting prior to appearing before the Plan Commission.

Neighborhood Meeting:

The petitioner sent letters to all neighboring property owners within 250 feet of the subject property inviting them to a neighborhood meeting that occurred on August 19, 2018. According to the petitioner, no one showed up at the meeting.

Zoning and Comprehensive Plan

The subject property is currently zoned R-3, One-Family Dwelling District. Day care centers are neither a permitted nor a special use within the R-3 District, and therefore staff is recommending that the property be rezoned into the OT, Office-Transitional Zoning District. The Comprehensive Plan designates this property as “Offices Only”, which means that it is appropriate for the OT District. While the OT District does not allow for day

care centers, staff believes this zoning is appropriate for three reasons; 1) single-family residential uses in this location are not practical given that the property abuts Arlington Heights Road, which is a major arterial street, 2) the Comprehensive Plan identifies this property as suitable for offices uses via the “Offices Only” land use designation, and 3) if the proposed day care is not successful, the OT zoning would limit reuse of the property to transitional uses that would be more appropriate given the neighboring single-family homes.

All developments within the OT District are required to develop as a PUD and therefore PUD approval is required. As identified above, day care centers are neither a permitted nor a special use within the OT District, therefore a Land Use Variation is required. All Land Use Variations are required to conform to the following hardship criteria necessary for approval:

- **The proposed use will not alter the essential character of the locality and will be compatible with existing uses and zoning of nearby property.**
- **The plight of the owner is due to unique circumstances, which may include the length of time the subject property has been vacant as zoned.**
- **The proposed variation is in harmony with the spirit and intent of this Chapter.**
- **The variance requested is the minimum variance necessary to allow reasonable use of the property.**

The petitioner has provided a written response to the Land Use Variation approval criteria, which has been included in the packet provided to the Plan Commission. Staff concurs with the petitioner that the necessary criteria for Land Use Variation approval have been met for the following reasons; 1) given that there is an existing day care facility abutting the property to the north (Kinder Care), the proposed use is consistent with the essential character of the locality, 2) the subject property has been vacant for over three years, 3) the petitioner has submitted a market study that shows low vacancy at existing day care facilities within the vicinity, and 4) the proposed use will facilitate the reuse of an existing structure, consistent with one of the purposes of the zoning code to “conserve the taxable value of land and buildings throughout the Village”.

The petitioner has submitted a market analysis in conjunction with their Plan Commission application. As part of this analysis, the petitioner had an associate call ten neighboring day care facilities to determine if they had openings for additional children. The petitioner reports that seven of the ten day care facilities stated that they had no openings; two out of the ten facilities said they had one space open, and one stated that they had limited availability. Additionally, the Goddard School franchise analyzed the demographics of households within four miles of the proposed facility and found that the demographics within this area met or exceeded the minimum standards necessary for a successful Goddard School facility as per the franchise criteria.

Building, Site, Landscaping:

The petitioner is proposing a significant exterior upgrade to the building, as well as site upgrades to accommodate for the necessary circulation, fire truck access, and landscaping requirements. In addition, the plans show installation of a small underground detention vault, which in combination with a restrictor in the catch basin at the front of the site, will slow the release of stormwater into the IDOT system within Arlington Heights Road. The petitioner will need to provide final details and detention calculations as part of any building permit submittal, however, the Engineering Division is has reviewed the preliminary engineering plans and believes the site plan to be viable.

Staff has identified several variations that are necessary for the proposed facility. The first variation relates to the existing building setback on the north side of the site:

- **Variation to Chapter 28, Section 5.1-9.3(b), to reduce the required side yard setback on the north from 20 feet to 1 foot.**

It should be noted that this is an existing condition of the building and there is no substantial change to the existing setback on the north; the need for this setback is triggered by the rezoning of the property from the R-1 district to the OT district. The R-3 regulations require a side yard setback of 18', from which the property had previously been granted a variation in 1994, however, the OT district requires a 20 side yard setback when an OT property abuts a residentially zoned property (the property to the north is zoned R-3). Since the petitioner is proposing a different exterior building material on the northern side of the building (which reduces the building setback to 1-foot from the northern property line), and since the extent of the variation has changed from 18' to 20', the above variation is required. Staff is supportive of this variation as it is an existing condition of the building and since the property to the north is not used as a residence.

Relative to the outdoor play areas, the petitioner has proposed two playgrounds; one for preschool aged children (to be located in the rear yard), and one for toddler aged children (to be located in the front yard). The structures in these playgrounds are considered accessory structures and therefore they are only allowed within the rear yard. Since accessory structures are proposed in the front playground, the following variation is necessary:

- **Variation to Chapter 28, Section 6.5-2, to allow accessory structures (playground equipment) in the front yard where accessory structures are restricted to the rear yard only.**

Staff is supportive of this variation since it allows one of the playgrounds to be located in front of the building and away from the residential areas to the rear. By creating the secondary playground in front, it will reduce the intensity of use within the rear playground and the potential for the rear playground to adversely impact the residential areas to the rear of the property. No bells, chimes, or sound making equipment will be part of either playground equipment.

The final variation relates to the proposed fencing on the property. At the request of staff, the petitioner has proposed a six-foot tall solid wood fence along the southern side of the site that will provide screening from the existing single-family home south of the subject property. A portion of this fence extends into the front yard, where fences are restricted to three feet in height and must be "open". Additionally, the petitioner has proposed a six-foot tall decorative wrought iron style fence around the front play area, and the height of this fence is restricted to three feet as well. Therefore, the following variation is required.

- **Variation to Chapter 28, Section 6.13-3(a) to allow a six foot tall open and six foot tall solid fence in the front yard where code restricts open fences in a front yard to 36-inches in height and prohibits solid fences in a front yard.**

Staff is supportive of this variation for the following reasons; 1) the fence around the play area will create a safe area for children to play and will prevent access from adults outside of the Goddard School, 2) the fence along the southern property line will help to provide a buffer for the property to the south, and 3) although the southern solid fence extends into the front yard of the subject property, it will not extend into the front yard of the property to the south.

In extending the parking lot to the rear of the property, the petitioner will be removing the existing trees and greenspace that is currently located there. Staff notes that a total of 31 trees will be removed from the site, 22 of which are located at the rear of the property. Of these 22 trees, two are currently dead. In order to mitigate for the removal of the 22 trees and to comply with code, the petitioner has proposed 19 new deciduous trees

and 131 arborvitae, which will create a dense landscape screen along south, west, and portions of the northern property line. Additionally, at the request of staff, the petitioner has increased the rear yard setback of the parking stalls from three feet to 10 feet to allow additional space for landscaping. One additional shade tree must be provided to the west of the two northern most parking stalls at the front of the building, and a condition of approval requiring this has been included below.

Traffic and Parking:

The subject property currently has two full access drives to Arlington Heights Road. The existing northern access drive provides ingress and egress to the front parking lot, and the southern access point provides ingress and egress to the rear parking lot. There is no connection between the two existing parking areas on the site. The petitioner has proposed significant modifications to the site access, which would connect both parking areas on the site; the southern access drive would remain as a full access intersection with Arlington Heights Road, and the northern access drive would become a right-out only driveway (the southern access point would be the only entrance into the site). Traffic would flow into the site and would have the option to take a right into the one-way drive aisle and parking area at the front of the building (leading to the right-out only northern driveway connection to Arlington Heights Road). Alternatively, cars could continue along the southern driveway to the circular drop-off parking area at the rear of the site. Staff would be instructed to park in the front parking area or within the parallel parking stalls at the south of the site, which would reserve the spaces closest to the main entrance for drop-off and pick-up.

Pursuant to Chapter 28, Section 6.12-1(2)(a), any Land Use Variation adjacent to a major arterial street, such as Arlington Heights Road, must provide a traffic study and parking analysis from a qualified professional engineer. The study, which was prepared by Kenig, Lindgren, O’Hare, Aboona, Inc. (KLOA) analyzed trip generation, traffic analyses, site access, internal circulation, and parking.

The study evaluated the ability of adjacent intersections to handle the anticipated traffic volumes that will be generated by the proposed day care during peak travel times (7:15am-8:15am and 5:00pm-6:00pm). The proposed day care would generate 141 new trips during the morning peak and 134 new trips during the evening peak. According to the traffic study, the adjacent intersections have adequate reserve capacity to accommodate these new trips. A summary of the trip generation rates is included in **Table 1** below:

Table 1: Trip Generation Analysis

	Weekday Morning Peak Hour			Weekday Evening Peak Hour		
	Inbound	Outbound	Total	Inbound	Outbound	Total
Day Care	70	71	141	63	71	134

In a Level of Service (LOS) analysis, the study found that northbound left turns into the site will operate at a LOS of B during both the morning and evening peak travel times, which shows that this movement will flow smooth without substantial delay. Relative to the southern full access driveway, the study found that egress from the site will function at a LOS of F during both the morning and evening peaks, which indicates significant delay and queuing of vehicles. The study points out that the LOS for both of these movements is no different from the LOS for the same movements that would occur at the existing Kinder Care to the north of the subject property. Per staff review, the petitioner has revised the traffic circulation within the site to allow substantial queuing capacity at the full access southern ingress/egress driveway, which helps to accommodate for the expected egress delays that will be experienced at this intersection with Arlington Heights Road.

To determine if northbound left turn ingress into the site and left turn egress from the site will be viable, KLOA conducted a gap analysis of the traffic flow along Arlington Heights Road. This analysis concluded that given the traffic signals at Thomas Street and Olive street, there are sufficient gaps in traffic to accommodate the anticipated number of trips into and out of the subject property during peak times.

That being said, staff has concerns about the level of traffic that the proposed facility will generate during both the morning and evening peaks. Crossing two lanes of traffic to enter into the site, and crossing two lanes of traffic (combined with the need to merge into northbound traffic) to make a left turn out of the site will be a difficult movement. Additionally, the subject property is adjacent to an existing day care facility that will have peak movements coinciding with the proposed peak travel times at the day care facility. Finally, the proximity of the site to both Thomas Middle School and Olive-Mary Stitt Elementary School increases the likelihood that young children will be walking in the vicinity of the subject property, which pedestrian movements could slow down traffic in the area. Staff is recommending a condition of approval that would require the petitioner to alter the southern access point, either through the widening of this access point to create a third lane of travel or through restrictions on northbound egress from the southern driveway, should egress from the site become problematic.

With regards to traffic, the number of required parking spaces is determined by the number of employees that will work within the vicinity. The petitioner has stated that there will be a maximum of 27 employees, which equates to 40 required parking spaces. A summary of the parking calculation has been included in **Table 2** below:

Table 2: Parking Calculations

Space	Code Uses	Gross Square Footage	Parking Ratio (1:X)	Number of Occupants/Employees	Parking Required
Goddard School	Day Care Center	13,300	3 spaces per 2 employees	27	40
				Total Parking Required	40
				Total Parking Provided	41
				Surplus/(deficit)	1

At the request of staff, the petitioner provided the number of employees, licensed capacity of children, and number of parking spaces at nine other Goddard School day care facilities in the Chicagoland area. Based on an analysis of this data, staff is concerned that the estimated number of employees is lower than what the actual amount may be. Specifically, the data shows that the average employee-to-licensed capacity of children is 0.241, whereas the proposed facility will have 0.163 employees-per-child. If the average rate of 0.241 employees per child is applied to the 165 child capacity of the proposed Goddard School facility, the total number of employees would be 36, which translates to a parking requirement of 54 stalls. This data is summarized in **Table 3** below:

Table 3: Parking Analysis

Code Required Parking	40
Proposed Parking	41
Average Number of Employees per Child*	0.241 Employees per Student
Proposed Employees per Child	0.163 Employees per Student
Number of Staff Calculated Using Average Staff per Child	36 Employees
Number of Required Parking Using Average Staff Per Child	54 Spaces

*Per 9 Goddard Day Care Facilities in Chicago Suburbs

The petitioner has stated that the nine other Chicagoland Goddard Schools may have more infant rooms, which require more staff and is likely why their employee-to-child ratio's are greater than the proposed facility in Arlington Heights. Furthermore, they posit that the other daycares may rely more heavily on part time staff, which could also explain why they have a higher employee-to-child ratio.

Staff has concerns that the proposed parking supply, although code compliant, may not be sufficient for the proposed facility. Should the number of staff increase beyond 27 employees, a deficit in required parking would exist and a parking shortage could occur on the site during peak drop-off and pick-up times. Therefore, staff recommends a condition of approval that restricts the maximum number of children at the facility to 165 and the maximum number of staff to 27. Should an increase in either children or staff be proposed, the petitioner shall be required to demonstrate through a parking study and surveys of the parking lot usage, that there is adequate capacity for any increase. Final judgement of adequate capacity shall be at the discretion of the Village staff. Alternatively, if an increase in employees or children is proposed, the petitioner could alter the site to include additional parking spaces, for review and approval by staff.

Per the Village's recently adopted bicycle parking regulations, three bicycle parking spaces are required. The petitioner will provide a bicycle parking rack by their front entrance that will have more than the required number of spaces.

RECOMMENDATION

The Staff Development Committee (SDC) has reviewed the proposed rezoning from the R-3 to the OT District, Planned Unit Development, and Land Use Variation to allow a Day Care Facility within the OT District, as well as the following variations:

- Variation to Chapter 28, Section 5.1-9.3(b), to reduce the required side yard setback on the north from 20 feet to 1 foot.
- Variation to Chapter 28, Section 6.5-2, to allow accessory structures (playground equipment) in the front yard where accessory structures are restricted to the rear yard only.
- Variation to Chapter 28, Section 6.13-3(a) to allow a six foot tall open and six foot tall solid fence in the front yard where code restricts open fences in a front yard to 36-inches in height and prohibits solid fences in a front yard.

The Staff Development Committee recommends approval of the application subject to the following conditions:

1. The maximum number of children at the facility shall be restricted to 165 and the maximum number of employees shall be restricted to 27. Should an increase in either children or employees be proposed, the petitioner shall be required to demonstrate through a parking study and surveys of the parking lot usage, that there is adequate capacity for any increase. Final judgement of adequate capacity shall be at the discretion of the Village staff. Alternatively, the petitioner may alter the site plan, for review and approval by Village staff, to create additional parking areas.
2. Should egress from the site become problematic, at the discretion of the Village, the petitioner shall be required to alter movements from the site, either through the widening of the southern access point to create a third lane of travel or through restrictions on northbound egress from the southern access point.
3. IDOT review and approval of the proposed access to Arlington Heights Road shall be required.
4. One additional shade tree shall be provided to the west of the two northern most parking stalls at the front of the building.

5. The petitioner shall comply with all Federal, State, and Village Codes, Regulations, and Policies.

February 22, 2019

Bill Enright, Deputy Director of Planning and Community Development

Cc: Randy Recklaus, Village Manager
All Department Heads