



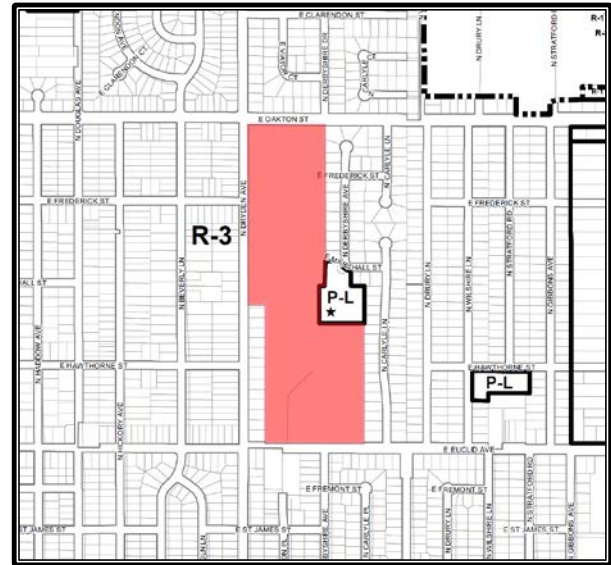
VILLAGE OF ARLINGTON HEIGHTS STAFF DEVELOPMENT COMMITTEE REPORT

Temp File Number: T1778
Project Title: St. Viator Master Plan
 Amendment
Location: 1213 E. Oakton Street
PIN: 03-29-210-006

To: Conceptual Plan Review Committee
Prepared By: Sam Hubbard, Development Planner
Meeting Date: November 9, 2022
Date Prepared: November 4, 2022

Petitioner: St. Viator High School
 Michael D. Sauer
 ARCON Associates, Inc.
Address: 2050 South Finley Rd. - Suite 40
 Lombard, IL 60148

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



SURROUNDING LAND USES

Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-3, One Family Dwelling District	Single Family Detached Homes	Single Family Detached
South	R-3, One Family Dwelling District	Single Family Detached Homes	Single Family Detached
East	R-3, One Family Dwelling District, P-L, Public Lands District	Single Family Detached Homes Park (Carriage Walk Park)	Single Family Detached
West	R-3, One Family Dwelling District	Single Family Detached Homes	Single Family Detached

Requested Action:

1. Amendment to Special Use Permit Ordinances 95-087, 00-011, 03-042, 11-058, and 14-016 to allow a building addition and new athletic fields and grandstands on the subject property.
2. Planned Unit Development to allow multiple buildings on one lot.

Variations Required:

1. Chapter 28, Section 10.2-12.3e, to allow 80' tall light poles where maximum height is restricted to 40'.
2. Chapter 28, Section 6.13-3b and 6.13-3c, to allow 25' tall safety netting where code restricts the maximum height of fences in an exterior side yard and rear yard to 6' in height.
3. Chapter 28, Section 10.4-4, to allow 442 parking spaces where 960 parking spaces are required (this is a preliminary calculation and subject to further review upon submission of detailed plans).
4. The need for additional variations may be identified once detailed plans are received.

Conceptual Plan Review Committee Purpose:

The purpose of the Conceptual Plan Review Committee is to provide conceptual and preliminary feedback on a development concept prior to the submission of a complete Plan Commission application and the development of detailed plans. The meeting provides potential petitioners with an opportunity to receive initial feedback from four out of the nine Plan Commission members with regards to a development concept. No approvals are granted during Conceptual Plan Review Committee review; the intent of the meeting is to provide initial impressions on a conceptual development proposal. Subsequent steps in the process would include submittal of a formal Plan Commission application, a public hearing held by the Plan Commission, and a review by the Village Board at a regular Board meeting at which time the Board would make the determination to approve or deny a project. In addition, prior to a formal application being submitted, staff recommends an Early Review by the Village Board to provide feedback to the petitioner.

Project Background:

The subject property is approximately 39 acres in size and bounded by Oakton Street at the north end and Euclid Avenue at the south end. The west side of the site is bounded by Dryden Avenue on the northern end and single-family homes on the southern end. The east side of the site bounded by single-family homes and Carriage Walk Park. The northern half of the property (20 acres) is occupied by the St. Viator High School, while the southern half of the site (19 acres) is occupied by the Cleric's of St. Viator. The high school is served by two parking areas; one to the north of the building which is accessed from one curb cut along Oakton Street and one curb cut along Dryden Avenue, and one parking area to the south and east of the building which is accessed from Dryden Avenue. In sum, the site contains 442 parking stalls.

St. Viator High School is embarking on a five-plus year capital improvement program to be implemented in two phases. The primary driver for these improvements is a desire to increase the student and faculty experience and grow enrollment. The overall project will involve modifications to the existing building, including a two-story addition to the primary front entrance of the school (of approximately 10,000 square feet), renovations to many of the existing interior spaces within the building, and upgrades to the buildings heating and air conditioning systems. On the exterior of the site, substantial changes are proposed to the athletic fields located to the south of the building. All of the existing athletic fields would be demolished, along with the approximately 3,000 square foot storage building, and the area would be reconfigured to include the following elements:

- Synthetic turf football field with capacity for 2,000 spectators, including a home grandstand of approximately 18' in height and a press box of approximately 29' in height.
- Synthetic turf practice field for football, soccer, and lacrosse with mobile bleachers with capacity for 200-400 spectators.
- Softball field with bleachers and capacity for 100-200 spectators.
- Baseball field with bleachers and capacity for 100-200 spectators.
- Approximately 1,000 square foot concessions building.
- Stadium lighting of varying heights (60'-80').
- 4' tall decorative fence enclosing the entire athletic fields with 6' tall masonry columns.
- 25' tall netting along Dryden Avenue to the west of the football field and also to the rear of the baseball and softball outfields.
- Three scoreboards (one each for the football field, baseball field, and softball field).
- Approximately 20,000 square foot indoor athletic training building including locker rooms and equipment storage.

No modification has been proposed to the existing parking lots. St. Viator currently leases space at the Forest View Educational Center for their football, lacrosse, and soccer games. However, District 214 has informed the petitioner that they can no longer continue this arrangement, which is scheduled to end in 2023. The school has not yet provided a specific timeline or phasing plan for the proposed improvements.

The Staff Development Committee has significant concerns with the impact of the athletic fields on the neighborhood and has identified the following primary areas of concern which will need to be thoroughly evaluated:

- Traffic
- Parking
- Lighting
- Noise
- Aesthetics

Zoning and Comprehensive Plan

The subject property is located within the R-3, One-Family Dwelling residential zoning district, which allows public and private schools through the issuance of a Special Use Permit. In 1995 the Village Board approved Special Use Ordinance 95-087, which granted approval for a private school on the subject property. Then on March 6, 2000, the Village Board approved Ordinance 00-011, which amended the existing Special Use Permit to allow construction of a 179-stall parking lot that is located in front of the school. In 2003, the Village Board approved Ordinance 03-042, which amended the approvals to allow a gymnasium project. This work consisted of two building additions that would be phased in based upon available funding. Phase 1 included a 50,187 square foot gymnasium along the south building elevation, while Phase 2 included a 600 square foot elevator addition along the west building elevation. All phases were subsequently completed, however, a 2011 modification to the elevator tower required another amendment to the underlying zoning approvals, which was granted via Ordinance 11-058. Finally, in 2014, the Village Board approved Ordinance 14-016, which allowed demolition and replacement of the existing single-story cafeteria at the southeast corner, along with a new grounds garage and an accessory storage building at the south of the existing baseball diamond.

The newly proposed work at St. Viator requires an amendment to the existing special use approvals that govern the site, along with several variations. When detailed plans are submitted, a comprehensive list of all required variations will be finalized, however, the need for certain variations (as based on a preliminary analysis) is outlined within this report. In order to justify the proposed amendment to the Special Use Permit, the petitioner must submit written justification to each of the three special use approval criteria, as summarized below.

- **That the special use is deemed necessary for the public convenience at this location.**
- **That such use will not, under the circumstances of the particular case, be detrimental to the health, safety, morals or general welfare of persons residing or working in the vicinity.**
- **That the proposed use will comply with the regulations and conditions specified in this Chapter for such use and with the stipulations and conditions made a part of the authorization granted by the Village Board of Trustees.**

For each variation required, written justification outlining compliance to each the four hardship criteria must be provided, which criteria is outlined below:

- **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.**

Section 9.2 of the Zoning Ordinance requires any development on a zoning lot with more than one principal building to be approved as a Planned Unit Development (PUD). The proposed 20,000 square foot training building to the south of the softball field, in combination with the multiple smaller athletic field structures, triggers the need for a PUD for this site.

The Comprehensive Plan classifies this site as appropriate for “Institutional” land uses, which designation is compatible with the current use as a high school and the religious ministry located on the southern half of the subject property.

As part of any Plan Commission application, the petitioner will need to provide details on the project phasing and timeline, proposed school improvements (floorplans, elevations, and details on new mechanical units), projected increase in faculty and student enrollment, and usage of each athletic field and the athletic building. In this regard, the petitioner must clearly outline when each athletic field will be used for both games and practices, including the days, times, usage of lighting and loud speakers, and expected attendance at each event. Additionally, details must be provided on any overlapping and concurrent events that may occur within the school building. As mentioned above, the Staff Development Committee has significant concerns with the impact of the athletic fields on the neighborhood, specifically regarding traffic, parking, lighting, and noise. To enable appropriate review of this potential application, detailed information on each element must be provided.

Finally, the Staff Development Committee recommends that St. Viator request an Early Review with the Village Board to initiate a discussion on the concept and solicit any preliminary feedback and concerns from the Village Board. The Early Review should occur prior to submission of a Plan Commission application.

Neighborhood Meeting

On October 26, 2022, the petitioner held a neighborhood meeting to introduce the project to surrounding property owners and understand any preliminary concerns that they may have. A summary of this meeting must be provided as part of any Plan Commission application, including details on which property owners were invited, an outline of the discussion and what concerns were raised, and approximately how many people were in attendance.

Building, Site, and Landscaping:

In order to properly classify each structure as either an accessory structure or primary building, details on size, use, height, and the appearance of all structures constructed as part of the athletic field improvements shall be required, including the grandstand and press box, concession stand, bleachers, fencing and athletic field walls, scoreboards, and the athletic building. Height, size, and locational variations may be required for these elements, which will be evaluated once detailed plans have been submitted. Furthermore, upon review of detailed plans, staff will review to determine if a Design Commission application will be required for the school building addition, athletic training building, and grandstand/press box.

Submission of a landscape plan, tree preservation plan, and photometric plan shall be required as part of Plan Commission review. Staff has concerns with the impact of the stadium lighting on the neighborhood. If approved, the stadium light systems and usage must be carefully designed to minimize glare and excessive spillover to neighboring properties.

Additionally, the proposed height of the stadium lighting requires the following variation:

- ***Chapter 28, Section 10.2-12.3e, to allow 80' tall light poles where maximum height is limited to 40'.***

The stadium light systems and usage must be carefully designed to minimize glare and excessive spillover to neighboring properties, and once details are provided on the days and times of lighting usage, the Village will evaluate the impacts on the neighborhood.

The proposed 25' safety netting requires the following variation:

- ***Chapter 28, Section 6.13-3b and 6.13-3c, to allow 25' tall safety netting where code restricts the maximum height of fences in an exterior side yard and rear yard to 6' in height.***

The petitioner must provide details on the proposed safety netting, including product specifications, pictures of the proposed netting installed at other locations, and whether the netting would be removed during off-season times. Aesthetics of the netting, support structures, and the overall redevelopment of the existing open space must be evaluated.

Stormwater Management & Life Safety

The proposed work will trigger the need for stormwater improvements, and all work must comply with applicable MWRD and Village requirements. As part of the formal review process, the petitioner will be required to provide details on where stormwater detention will be located and how the improvements will conform to all code requirements. Finally, the school building and athletic field improvements must conform to all applicable Building and Life-Safety regulations, including maximum occupancy limitations, emergency egress exiting requirements, and fire lane requirements (as applicable).

Parking & Traffic:

The proposed athletic field improvements will have a significant impact on the existing traffic and parking demand generated by the subject property, which will need to be carefully evaluated as part of any formal review process. Per code, the petitioner must provide a traffic and parking study by a certified traffic engineer that assesses access (location, design, and Level of Service), on-site circulation, trip generation and distribution, drop-off and pick-up operations, parking (both onsite, on-street, offsite, and bus parking), and impacts to public streets. Data/surveys on peak parking demand during games at the existing Forestview location should be provided as part of the Plan Commission review process.

Traffic for the school currently parks both within the site and on the surrounding streets, and it is expected that during game days there would be an increase in street parking, the impacts of which must be analyzed as part of the formal review process. The petitioner shall provide a detailed parking plan for how to accommodate parking during peak times and game days, including how onsite and on-street parking will be managed, whether offsite parking on private lots will occur, and how usage of any offsite private parking locations will be required.

With regards to the code required parking, the following variation is necessary:

- **Chapter 28, Section 10.4-4, to allow 442 parking spaces where 960 parking spaces are required.**

It should be noted that Village code calculates the parking requirement as based upon the usage of the four athletic fields at peak capacity all at one time. However, it is unlikely that there would be a need to use all fields for max-capacity sporting events at the same time. In reality, the peak demand would likely occur during use of the Main Stadium for football games (when the other fields may be unused), which would translate to a parking code requirement of 600 parking spaces (based on the code required parking for Main Stadium alone). In order to understand the traffic impacts, St. Viator will need to provide a detailed schedule of usage for each field, including days and times of usage, as well as a parking and traffic demand analysis. St. Viator school enrollment draws from a larger geographic area, resulting in increased student driving to the facility, which must be analyzed and accounted for within the traffic and parking study.

Based on the anticipated parking impact during max capacity games, St. Viator should provide onsite and offsite arrangements for parking. Should offsite locations be necessary to accommodate peak parking demand, details on bus/shuttle parking and drop-off/pick-up must be provided.

Preliminary parking calculations for the athletic fields are outlined below:

	Number of Students	Number of Teachers	Square Footage	Maximum Occupancy	Parking Ratio	Total Required
Athletic Building	-	-	20,000	400	30% of Occupancy	120
Main Stadium (west)	-	-	-	2,000	30% of Occupancy	600
Practice Field (east)	-	-	-	400	30% of Occupancy	120
Baseball Field	-	-	-	200	30% of Occupancy	60
Softball Field	-	-	-	200	30% of Occupancy	60
TOTAL REQUIRED						960
TOTAL PROVIDED						442
SURPLUS / (DEFICIT)						-518

This table is preliminary only and subject to change upon review of a complete Plan Commission application

With regards to the school building improvements, which are meant to increase future student enrollment, the parking study must survey existing onsite and offsite parking during the school week to document existing parking demand. Per code requirements, the required number of parking stalls for the high school use (as calculated during the 2014 Special Use Permit amendment) is shown below:

	School Population	Parking Ratio	Projected Total
Students	951	1 space / 10 students	95
Faculty/Staff	108	2 spaces / employee	216
Residents	6	2 spaces / resident	12
TOTAL	1,065		323
TOTAL PROVIDED			442
SURPLUS / (DEFICIT)			119

This table is preliminary only and subject to change upon review of a complete Plan Commission application

It should be noted that the parking calculations within the table above are only a preliminary estimate of the amount of onsite parking spaces relative to code requirements. The Staff Development Committee is aware that the actual parking demand for the school exceeds the onsite parking supply and parking occurs within the surrounding street network. As the proposed building addition will allow for the creation of new classroom areas, the high school must provide data on current and expected future enrollment and staff increases, which must be factored into the traffic and parking requirements for the school use and must also be analyzed within the traffic and parking study. Additionally, St. Viator must provide details on any overlapping and concurrent events that may occur at the school during peak athletic field usage, which must be factored into the traffic and parking study analysis. Once all data has been provided, the high school parking requirement can be updated and the parking demand for the high school component will be analyzed as part of the formal review process.

The proposed improvements trigger the need for the school to comply with current code requirements for onsite bike parking spaces and the petitioner will need to provide details on the current and proposed bike parking spaces on the site. The school is encouraged to incorporate bike parking stalls in close proximity to the new athletic fields.

RECOMMENDATION

The Staff Development Committee (SDC) reviewed the preliminary concept plans for the proposed Special Use Permit amendment to allow a building addition to the high school building and new athletic fields and grandstands on the subject property, a PUD to allow multiple buildings on one lot, and the following variations from Chapter 28 of the Municipal Code:

- ***Section 10.2-12.3e, to allow 80' tall light poles where maximum height is restricted to 40'.***
- ***Section 6.13-3b and 6.13-3c, to allow 25' tall safety netting where code restricts the maximum height of fences in an exterior side yard and rear yard to 6' in height.***
- ***Section 10.4-4, to allow 442 parking spaces where 960 parking spaces are required.***

The Staff Development Committee has significant concerns with the extent of the additional athletic fields, stands, and structures, and their impact on the neighborhood. Prior to making a recommendation, staff requests that the petitioner address the following items as part of the formal Plan Commission review process:

1. An Early Review with the Village Board shall occur prior to submission of a Plan Commission application for this project.
2. For the requested Special Use Permit amendment, the petitioner shall provide a written response to each of the three criteria necessary for special use approval, which have been included below:
 - **That said special use is deemed necessary for the public convenience at this location.**
 - **That such case will not, under the circumstances of the particular case, be detrimental to the health, safety, morals or general welfare of persons residing or working in the vicinity.**
 - **That the proposed use will comply with the regulations and conditions specified in this ordinance for such use, and with the stipulations and conditions made a part of the authorization granted by the Village Board of Trustees.**
3. The petitioner shall provide written justification in support of each requested Variation, which justification addresses each of the hardship criteria necessary for Variation approval as outlined in the Zoning Ordinance:

- **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.**
4. The petitioner shall provide a traffic and parking study by a certified traffic engineer that assesses access (location, design, and Level of Service), on-site circulation, trip generation and distribution, drop-off and pick-up operations, parking (both onsite, on-street, offsite, and bus parking), and impacts to public streets. The traffic and parking study shall analyze both the standard school-day traffic impacts and parking needs, as well as the athletic field traffic impacts and parking needs.
 5. Lighting impacts on the surrounding neighborhood is of concern and shall be evaluated. Stadium light systems and usage times shall be reviewed for impacts to the surrounding neighborhood. A photometric plan and details on all lighting systems shall be required.
 6. Noise impacts on the surrounding neighborhood is of concerns and shall be evaluated. The petitioner shall provide detailed information on all speakers proposed as part of this project, including data on maximum volume levels, as well as any outdoor band/dance practice times and band/dance performances that may occur during sporting events.
 7. Detailed information shall be provided on the size, use, height, and appearance of all structures constructed as part of the athletic field improvements, including the grandstand and press box, concession stand, bleachers, fencing and athletic field walls, scoreboards, and the athletic building.
 8. Details on the proposed safety netting shall be provided, including product specifications, pictures of the proposed netting installed at other locations, and whether the netting would be removed during off-season times.
 9. The petitioner shall provide detailed information on the project phasing and timeline, proposed school improvements (floorplans, elevations, and details on new mechanical units), projected increase in faculty and student enrollment, and usage of each athletic field and the athletic building. In this regard, the petitioner must clearly outline when each athletic field will be used for both games and practices, including the days, times, usage of lighting and speakers, and expected attendance at each event. Additionally, details must be provided on any overlapping/concurrent events that may occur within the school building.
 10. The petitioner shall provide details on the October 26th neighborhood meeting, including information on which properties were mailed invitations, an outline of the discussion and what concerns were raised, and approximately how many people attending the meeting.
 11. Upon submission of detailed plans, a Design Commission application and review may be required, which should occur prior to any Plan Commission appearance.
 12. Landscape and Tree Preservation plans shall be required.
 13. Preliminary engineering plans are required and onsite stormwater detention shall be designed to conform to MWRD and Village requirements.
 14. The school building and athletic field improvements must conform to all applicable Building and Life-Safety regulations, including maximum occupancy limitations, emergency egress exiting requirements, and fire lane requirements (as applicable).
 15. The petitioner shall comply with all Federal, State, and Village Codes, Regulations, and Policies.
 16. These are preliminary comments only and should not be relied upon as identification of the only major issues. The Staff Development Committee reserves the right to change its position on issues upon submittal of a formal application and detailed review.

November 4, 2022

Bill Enright, Assistant Director of Planning and Community Development

Cc: Randy Recklaus, Village Manager
All Department Heads
Temp File 1778