



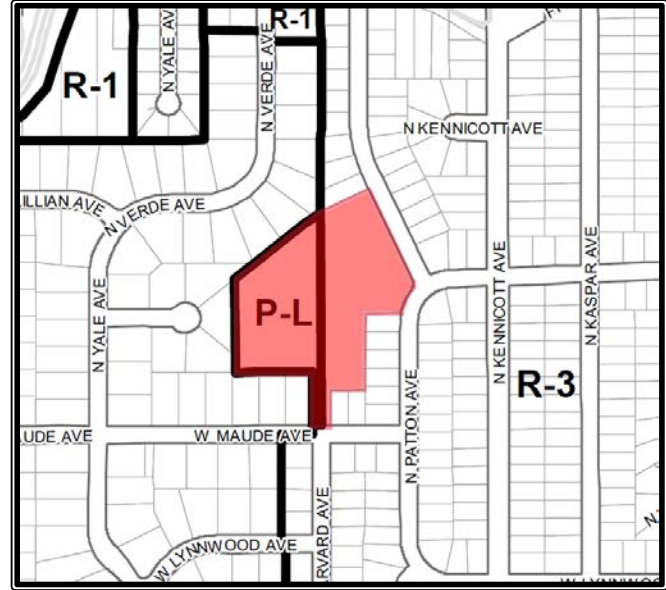
# VILLAGE OF ARLINGTON HEIGHTS STAFF DEVELOPMENT COMMITTEE REPORT

**Project Number:** PC #22-019  
**Project Title:** Patton School Building Expansion  
**Address:** 1616 N. Patton Ave.  
**PIN:** 03-19-108-035, 03-19-108-024

**To:** Plan Commission  
**Prepared By:** Sam Hubbard, Development Planner  
**Meeting Date:** February 8, 2023  
**Date Prepared:** February 3, 2023

**Petitioner:** Arlington Heights School District 25  
Ryan Schulz  
**Address:** 1200 South Dunton Avenue  
Arlington Heights, IL 60005

**Existing Zoning:** R-3, One-Family Dwelling District,  
P-L Public Lands District  
**Comprehensive Plan:** Schools, Single-Family  
Detached



## SURROUNDING LAND USES

Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-3, One-Family Dwelling District, R-E, One-Family Dwelling District	Single-Family Homes	Single-Family Detached, Single-Family Detached Estate
South	R-3, One-Family Dwelling District	Single-Family Homes	Single-Family Detached
East	R-3, One-Family Dwelling District	Single-Family Homes	Single-Family Detached
West	R-3, One-Family Dwelling District, R-E, One-Family Dwelling District	Single-Family Homes	Single-Family Detached, Single-Family Detached Estate

### Requested Action:

1. Amendment to SUP Ordinance #90-087 to allow a building addition.
2. Land Use Variation to allow a School within the P-L District.

### Variations Required:

- Variation to Chapter 28, Section 6.15-1.2b, to omit the required landscape islands at each end of the two central rows of parking within the South parking lot.
- Variation to Chapter 28, Section 6.15-1.2b, to omit the requirement for interim landscape islands within parking rows containing more than 20 parking stalls, within the North parking lot.
- Variation to Chapter 28, Section 6.5-2, to allow an accessory structure within a side yard where accessory structures are restricted to rear yards only.

**Project Background:**

In June of 2022, the Arlington Heights School District 25 community passed a referendum to establish a full day Kindergarten program for all children within District 25. As a result, the District will transition away from the current half-day Kindergarten model where approximately half of the Kindergarten cohort arrives at 9:05am and is dismissed for the day at 11:50am, and the remaining Kindergarten students arrive at 12:50pm and are dismissed at 3:35pm. The full day Kindergarten program is scheduled to begin at the start of the 2024/2025 school year. In order to accommodate the entire Kindergarten cohort within each elementary school building at one time, building additions have been proposed at six of the elementary schools within the district, which will result in an increase to the number of staff, classrooms, and overall student population at each of these six schools.

Patton Elementary School is one of the six schools that needs additional space for the full day Kindergarten program. In order to accommodate anticipated kindergarten enrollment, as well as to have the appropriate capacity to absorb future variations in student population, the School District is proposing three new classrooms, along with additional storage/custodial spaces and hallways. In 1990, Patton School received Special Use Permit approval to allow a two-story building addition that included two classrooms and a gymnasium. The three newly proposed classrooms would be housed in a one-story addition constructed on the western side of the school in an area that is mostly hardscaped concrete and landscaping.

The site has two parking lots; one located to the north of the school building which includes 39 parking stalls and has a singular access point off Patton Avenue, and a secondary parking lot to the south of the school with 39 parking stalls and a singular access point off of Patton Avenue. Circulation through the southern parking lot is one-way and flows in a counter clockwise direction. Primary student loading occurs within the southern parking lot during both morning drop-off and afternoon pick-up. The northern parking lot has two-way traffic circulation and the site includes a total of 78 parking stalls. Each parking lot would be removed and reconstructed within their existing footprints, triggering the need for certain landscape improvements. However, the overall number of parking stalls would increase to 80 via the relocation of an existing shed that is occupying two parking stalls within the North lot.

Patton School currently has 401 students, 59 employees, and 21 classrooms. The school is expected to have 422 students, 61 employees, and 24 classrooms as a result of the building addition and full day Kindergarten program. It should be noted that the proposed building addition is meant to provide capacity for 15% above the five-year enrollment and staffing projections in order to accommodate possible future “bumps” in enrollment beyond the five-year projections.

Patton School does not have any busses and that is expected to remain unchanged as a result of the full day kindergarten. The standard 9:05am arrival and 3:35pm dismissal times would also remain unchanged. No changes are anticipated to the existing playgrounds on the subject property.

**Zoning and Comprehensive Plan**

The subject property is within two zoning districts; the eastern side of the site, which contains the majority of the school building and parking lots, is zoned R-3, One-Family Dwelling District and the western side of the site, which contains the playground, playfields, and a small corner of the school building, is zoned P-L, Public Lands District. Public elementary schools are allowed in the R-3 District through the issuance of a Special Use Permit, however, schools are only allowed in the P-L District through the issuance of a Land Use Variation. As mentioned above, in 1990 Patton School received a Special Use Permit to allow an elementary school on the subject property. However, due to the dual zoning on the site and because a portion of the school building

and playgrounds are within the P-L District, the proposed addition requires both an 1) amendment to the 1990 Special Use Permit to allow the newly proposed building addition, and 2) a Land Use Variation to allow a school within the P-L District.

In order to justify the necessary zoning actions, the School District has submitted a written response explaining how the existing school and proposed building addition comply with the three standards for Special Use Permit approval, which standards are summarized below. The written response from the School District has been included in the materials provided to the Plan Commission:

- ***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.***

Additionally, with regards to the required Land Use Variation, the Village finds that all four hardship criteria necessary for variation approval have been met, 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.***

The Village notes the following with regards to these requests:

- The Staff Development Committee recognizes the need for the school and building at this location, which is illustrated by the expected growth in enrollment and passage of a community referendum to provide a full-day kindergarten;
- The school has existed on this site for many years and is part of the essential character of the neighborhood;
- The school is regularly inspected by the Illinois State Board of Education (ISBE) for compliance with ISBE health and safety regulations which will protect the safety, morals, and general welfare of persons residing or working in the vicinity.

The Village's Comprehensive Plan designates the subject property as "Parks". The existing "Parks" classification for the site is acceptable given the Park District usage of the field on the property and the Intergovernmental Agreement between the Park District and School District for shared use of this area.

### **Neighborhood Meeting**

On Tuesday, November 1<sup>st</sup>, School District 25 held a neighborhood meeting to present their conceptual plans to surrounding property owners and solicit early feedback in an effort to understand any potential concerns with the project. According to School District 25, no one from the public attended the neighborhood meeting.

### **Conceptual Plan Review Committee**

On December 14, 2022, District 25 appeared before the Conceptual Plan Review Committee. The discussion was primarily related to drop-off/pick-up stacking. In general, the Conceptual Plan Review Committee was supportive of the project and encouraged the petitioner to proceed with their Plan Commission application.

### **Design Commission**

The Patton School building addition is expected to go before the Design Commission on February 14<sup>th</sup>, 2023. Any requirements made by the Design Commission must be implemented as part of building permit issuance.

### **Building and Site**

The proposed building addition would be located at the rear of the school building and would be centralized on the site. The building addition complies with all Code requirements relating to bulk, height, lot coverage, and setbacks. As previously mentioned, the majority of the property will not undergo significant change; the northern and southern parking areas will be reconstructed within their existing footprints, and there are no changes anticipated to the existing playgrounds. An underground storm trap will be constructed underneath the south parking lot and permeable pavers will be introduced into portions of the south lot as well.

As briefly mentioned above, there is an existing shed located in the northwest corner of the North parking lot, which occupies two parking stalls. In order to maximize the spaces within the North lot, and at the request of the Village, the School District has agreed to relocate the shed slightly to the west and out of the parking lot, which will free-up two additional parking stalls within the North lot. However, the following variation is required for the altered location of the shed:

- ***Variation to Chapter 28, Section 6.5-2, to allow an accessory structure within a side yard where accessory structures are restricted to rear yards only.***

Because the north side of the building is technically a side yard, the relocated shed falls within a side yard where accessory structures are restricted to rear-yards only. The Staff Development Committee is supportive of this variation as the relocated shed will free up parking stalls and will be located over 30' away from the closest neighboring residential lot.

The proposed building addition will be reviewed by the Regional Office of Education for permitting, however, a Village permit for the site changes will be required, along with an MWRD permit relative to the stormwater modifications. While the petitioner has preliminarily demonstrated that the proposed stormwater system will be able to comply with all MWRD and Village requirements, final stormwater calculations are needed and minor details/modifications must be incorporated on the engineering plans prior to site development permit issuance. The petitioner shall continue to work with the Village to provide finalized stormwater information and plans to verify compliance with all MWRD and Village regulations. It should be noted that both the existing building and the proposed addition will be protected by a fire sprinkler system.

### **Landscaping:**

Given the full depth removal of the pavement within each parking lot, compliance with current landscape regulations is required. Generally speaking, this means a 3' tall landscape screen is required at the edge of any parking lot where it fronts upon a public street and along the edge of any parking lot where it is adjacent to residentially zoned property. Additionally, landscape islands with a shade tree are required at each end of every parking row, and parking rows that include more than 20 parking spaces must include an interim

landscape island to break up the parking row. The reconstructed parking lots are deficient in two areas and variations are required as identified below:

- ***Variation to Chapter 28, Section 6.15-1.2b, to omit the required landscape islands at each end of the two central rows of parking within the South parking lot.***
- ***Variation to Chapter 28, Section 6.15-1.2b, to omit the requirement for interim landscape islands within parking rows containing more than 20 parking stalls, within the North parking lot.***

Staff is supportive of the variations identified above and notes that the incorporation of permeable pavers within the South lot will have a positive environmental benefit that can mitigate for the environmental benefit of the omitted landscape island and shade tree. Moreover, permeable pavers have a better aesthetic than asphalt, which will lessen the impact of the omitted landscape island. Additionally, the variations above are warranted due to the need to preserve parking areas for the school, and the Staff Development Committee acknowledges the fact that the School District is adding a dense layer of perimeter landscaping along the northern side of the North parking lot. Additionally, the overall scope of the work to the parking areas is minimal with the parking lots only being reconstructed within their existing footprints, and due to the substantial greenery and open space that already exists on the site, in combination within the small size of the parking rows (at approximately 26 stalls) the SDC is supportive of the landscape variations.

#### **Parking and Loading:**

As mentioned above, both parking lots will be completely removed and reconstructed. The existing North lot is not utilized during drop-off and pick-up procedures and serves as the primary staff parking lot. The spaces within this lot are heavily used and often this lot is 100% occupied. However, there is surplus capacity available within the South lot to cover for the typical daytime peak staff parking demand. During afternoon-pick-up, the South lot is used to peak capacity by parents parking and waiting for their kids.

Similar to most schools, the afternoon pick-ups result in the most congestion within the neighborhood and can result in traffic back-ups that impact surrounding intersections. Specifically, when the South parking lot fills up to capacity during pick-up, parents park on the north side of Maude west of Kennicott. They also park on Maude east of Kennicott, and on the east side of Kennicott south of Maude. When the queue of cars along Maude starts to move, parents parking along Kennicott and Maude begin heading towards the line via the Maude/Kennicott intersection, which reaches capacity. In these situations, cars stop at each leg of the Maude/Kennicott intersection for 1-2 minutes while the westbound queue on Maude clears. The dismissal traffic is only heavy for approximately 10 minutes and by 3:45pm, traffic is typically back to normal levels.

The School District provided a traffic and parking study from Ericksson Engineering Associates (EEA), which accessed the drop-off/pick-up operations, traffic, and parking for the school. The study was predicated on the School District projections for staffing and enrollment in the year 2026/2027 (422 students and 61 staff), however, it is important to note that the number of classrooms proposed is meant to accommodate capacity at 15% above the 2026/2027 projections to allow for future enrollment “bumps” and potential unanticipated growth. Therefore, the school is proposing capacity to accommodate enrollment beyond the findings as outlined with the EEA study. Staff has concerns that, should enrollment increase to fill the 15% excess capacity within the school, unanticipated traffic, parking, and/or drop-off/pick-up issues could be created.

In order to manage possible future problems, a condition has been recommended that would require the School District to demonstrate, to the satisfaction of Village staff, that adequate onsite parking can accommodate peak demand and drop-off/pick-up operations will not create unsafe vehicular or pedestrian

movements. Should it be determined that improvements to the site or modifications to the drop-of/pick up procedures are needed to satisfactorily accommodate an increase beyond 422 students, any such improvements or modifications would need to be implemented upon administrative approval by the Village.

Relative to parking, the site complies with the Zoning Code parking requirements, as shown in **Table I** below:

**Table I:** Parking Calculations

Location	Use		Ratio	Number of Employees	Number of Classrooms	Number of Students	Parking Required
1616 N. Patton	Patton School	Elementary School	1 per employee + 1 per 5 classrooms	61	24	422	66
<b>Total</b>							
Total Required							66
Total Provided							80
<b>Surplus/Deficit</b>							<b>14</b>

As noted above, the North lot is frequently at capacity and the South lot is used at capacity during the afternoon pick-up period. The plans submitted by the School District show a conceptual area of parking lot expansion to the south of the existing lot, which would remain as “land-banked” greenspace at this time. During the midday, the EEA study found that the peak usage of the North lot showed 95% occupancy and the South lot was 35% occupied. The sum of parking stalls between both parking lots is sufficient to accommodate peak demand and the current allocation shows proper usage to where the North lot is used to capacity before spillover occurs in the South lot. However, Patton School needs active monitoring of both the parking lot and Kennicott/Maude intersection to ensure that traffic movements are circulating efficiently and parents are not stopping within/blocking intersections.

Per code, 14 bike parking stalls are required. The existing site has approximately 35 bike parking stalls located near the southwest side of the existing building that will be maintained as part of this development.

### **RECOMMENDATION**

The Staff Development Committee (SDC) reviewed the proposed Amendment to SUP Ordinance #90-087 to allow a building addition, a Land Use Variation to allow a School within the P-L District, as well as the following Variations to Chapter 28 of the Municipal Code:

1. Variation to Chapter 28, Section 6.15-1.2b, to omit the required landscape islands at each end of the two central rows of parking within the South parking lot.
2. Variation to Chapter 28, Section 6.15-1.2b, to omit the requirement for interim landscape islands within parking rows containing more than 20 parking stalls, within the North parking lot.
3. Variation to Chapter 28, Section 6.5-2, to allow an accessory structure within a side yard where accessory structures are restricted to rear yards only.

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

1. If enrollment at Patton Elementary school exceeds or is projected to exceed 422 students within the proposed building, the school district shall demonstrate, to the satisfaction of Village staff, that adequate

onsite parking can accommodate peak demand and drop-off/pick-up operations will not create unsafe vehicular or pedestrian movements. Improvements needed to satisfactorily accommodate such increase shall be implemented upon administrative approval by the Village. If administrative approval is not granted, an amendment to this Special Use Permit shall be required.

2. The petitioner shall continue to work with the Village and neighbors to address any drop-off/pick-up concerns.
3. The petitioner shall continue to work with the Village to provide stormwater information to verify compliance with all MWRD and Village regulations to the satisfaction of the Village.
4. Compliance with the 2-14-23 Design Commission motion shall be required.
5. The petitioner shall comply with all Federal, State, and Village Codes, Regulations, and Policies

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February 3, 2023

Charles Witherington-Perkins, Director of Planning and Community Development

Cc: Randy Recklaus, Village Manager  
All Department Heads