

STAFF DEVELOPMENT COMMITTEE REPORT

To: Plan Commission
Prepared By: Charles Witherington-Perkins
Meeting Date: February 22, 2017
Date Prepared: February 17, 2017
Project Title: Police Station Redevelopment
Address: 200 E. Sigwalt St.

BACKGROUND INFORMATION

Petitioner: Charles Witherington-Perkins, Director of Planning & Community Development
Address: Village of Arlington Heights
33 S. Arlington Heights Rd.
Arlington Heights, IL 60005

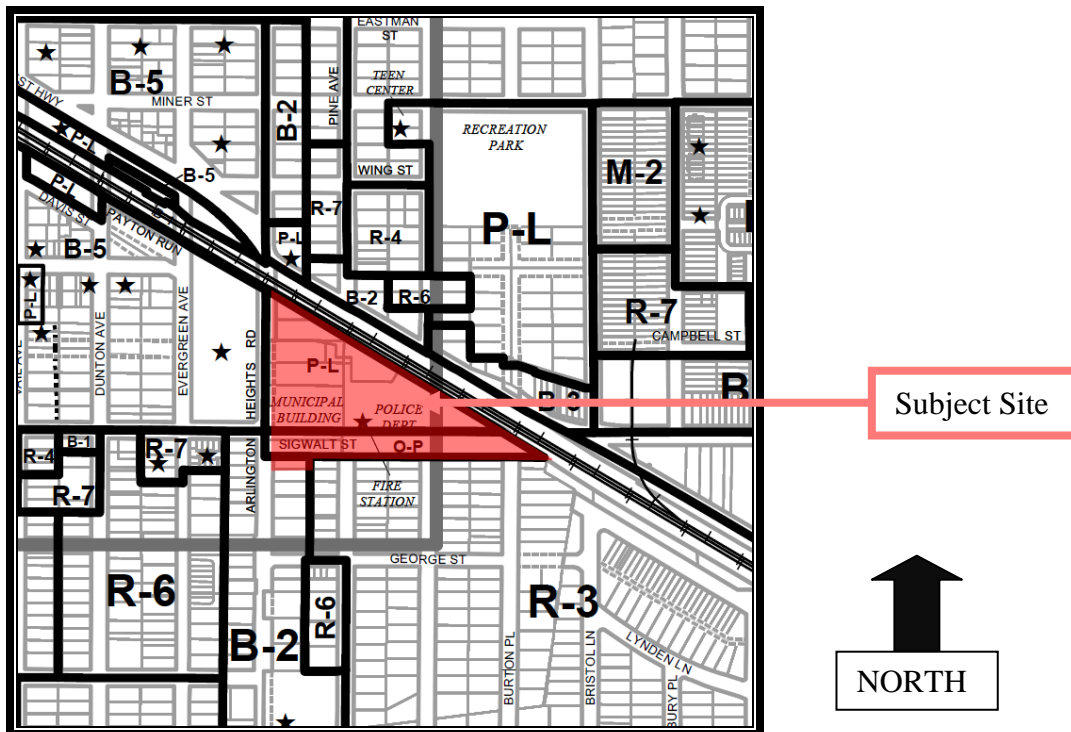
Existing Zoning: P-L: Public Land

Requested Action:

- Amendment to PUD Ordinances 05-041 and 78-026

Variations Identified:

1. A Variation from Chapter 28 Section 11.4 to reduce the number of required parking spaces to from 620 to 434 parking spaces for the Municipal Campus.
2. A Variation from Chapter 28, Section 11-2-8 Minimum drive aisle Width to Reduce the drive aisle in the rear parking lot from 24' to 22' for Police vehicle parking.
3. A Variation from Chapter 28, Section 6.15-1.2 (b) to not provide one landscaped island within a row of more than 20 parking spaces in the rear of the Police parking lot.



Surrounding Properties:

Direction	Zoning	Existing Land-Use	Comprehensive Plan
North	B-2, General Business District and P-L, Public Land District	Existing strip retail center, two business/professional office buildings, and Gateway Park	Offices Only, Parks
South	O-P, Off-Street Parking District	Parking lot	Government or Institutional
East	B-3, General Service, Wholesale, and Motor Vehicle District	Gas station and two auto repair facilities	Commercial, Parks
West	M-2, Limited Heavy Manufacturing District	Commercial retail and office building, high rise residential building	Mixed Use

Background:

The Village of Arlington Heights has experienced significant growth since the 1950's, going from a Village of 8,727 residents in 1950 to an estimated 76,996 residents in 2015 and an anticipated population of 86,059 residents by 2040. Growth of the community since has led to a redeveloped Arlington Heights Municipal Campus (AHMC) including a new Village Hall, Fire Station #1, improved parking lot, and civic plazas, all of which were completed by 2008. The existing Police Station is the last original part of the Municipal Campus, and it is outdated and too small for current and future needs.

The existing Arlington Heights Police Department building is located at 200 E. Sigwalt Street, between Village Hall and Fire Station #1. The current building is 37,435 square feet and was constructed in 1978 for a staff of 92 police employees. Today, the Police Department has 139 employees. The Department is out of space and the building no longer meets their needs. Potential future growth of the Department is modest and largely dependent on the growth of the community from re-development and initiation of new police programs.

In 2010, the Village completed a Police Station feasibility study. In 2014, the Village of Arlington Heights retained the services of an architectural firm to conduct another feasibility study to determine if renovation or replacement of the police station building on the existing Municipal Campus is viable. The goals of the study included verification of the space requirements of the Police Department, analysis of parking requirements, review of a previously developed existing building condition report, and development of preliminary site and floor plans with corresponding project budgets. The study was completed and accepted by the Village Board on September 8, 2015, and it concluded that renovation/expansion of the existing police building is not a viable option due to numerous architectural, structural, mechanical, electrical, plumbing, and fire protection issues. However, the study did conclude that building a new police facility, meeting modern day standards, is feasible on the existing AHMC site.

In 2016 the Village retained Legat Architects and McClaren, Wilson, & Lawrie Inc. to prepare construction drawings for the Police Station.

The proposed design concept is a two-story, 70,500-square foot facility that includes a basement and a 10,000-square-foot garage. Construction of the facility is anticipated to begin this summer. Riley Construction has been hired as Construction Manager.

The current concept was developed after the Village spent several years studying the 37-year-old facility. Recent space-needs studies resulted in the 38,000-square-foot building needing significant mechanical, electrical and plumbing (MEP) repairs and replacement just to maintain it as a serviceable building for the operational needs of a 24/7, 365 days a year Department. Instead of investing millions of dollars in the aging structure that is outdated and inadequate for today's policing needs, the Village Board decided to move forward on a redevelopment of a new Police Station.

Construction of the new Police Station, which will be built between Village Hall and Fire Station 1, is estimated to cost \$27.985 million. Funding for the construction, architectural and engineering expenses, parking improvements, demolishing the current facility and renting a temporary space for the Police Department was covered through selling a bond issue for \$32.9 million with 2.93% interest.

The planned layout of the first and second floors of the new Police Station is designed to promote functional adjacencies aimed at enhancing the effectiveness of police services. The proposed layout of the first floor includes a public information desk, booking

area, the patrol division and the records areas. Plans for the second floor includes the investigations and community services divisions, administration, a workout area and locker rooms. The basement would include a firing range, training room and evidence storage. The Village is also planning to renovate and utilize a portion of Village Hall's 4th floor for long term Police Department storage and long term off site storage in the Police Annex (former unused Fire Department facility). Utilization of existing facilities helps provide cost effective solutions.

Following the Village Board's early review of the Police Station design on December 5, the project was discussed on a preliminary level at the Design Commission on December 13, 2016 and was reviewed by the Plat and Subdivision Committee on December 14, 2016. A meeting to review the plans with the neighborhood south and west of the Police Station was held on January 18, 2017. Earlier this week, on February 14, the Design Commission held a public meeting to formally review the architectural design of the project and unanimously recommended approval of the Police Station architecture.

The Village is currently vetting several temporary location possibilities for the Police Department that will keep the Department together in one location while a new station is being built, will be a cost effective solution, and will adequately provide for a fully functioning Police Department.

For more details go to www.vah.com to view "Police Building" project updates.

Existing Conditions:

As indicated, the existing Police Station building is part of the AHMC, which is approximately 4.73 acres in size and includes the Village Hall building, the municipal garage to the north of the Village Hall, Fire Station #1 to the east of the Police Station building, and the parking areas on the south side of Sigwalt Street. The existing Police Station building is approximately 37,435 square feet in size and when combined with Fire Station #1 (16,343 sq. ft.) and Village Hall (approximately 75,000 sq. ft.), there is a total of 128,778 sq. ft. of floor area on the AHMC. The subject property has a triangular shape and is bounded by the Union Pacific Railroad (UPRR) to the northeast, Sigwalt Street to the south, and South Arlington Heights Road to the west.

The AHMC contains a total of 441 parking spaces which are divided between the parking lots on the south side of Sigwalt Street (95 spaces), the multi-story parking garage attached to the Village Hall building (271 spaces), and the parking area to the rear of the existing Police Department (75 spaces).

When the Plan Unit Development was amended in 2005 for the Village Hall and Fire Station #1, no parking variations were granted with that approval.

Project Description:

The Village is proposing the demolition of the existing police station building to allow for the reconstruction of a 70,500 sq. ft. building in its place. Additionally, there would be changes to the surface parking lots to the rear of the existing building, which would reduce the overall parking for the police building by only 7 spaces. Further details on the parking demand for the AHMC will be provided within the Traffic & Parking section of this report.

In order to accommodate the new Police Department building, modifications are necessary to the main driveway entrance to the AHMC. These include the following:

- A two lane cross section is proposed with one ingress and egress lane versus a three lane cross section. The existing loading zone by Village Hall remains.
- The driveway into the municipal garage has been straightened.
- Existing driveway conflicts once customers enter the garage have been eliminated. This cleans up traffic flow and access into the Municipal parking garage.
- A clearly delineated pedestrian access from the public parking in the garage, to the police station front door is being developed. Currently customers going to the Police Station are forced to walk in the driveway at certain points due to lack of sufficient sidewalk width.

Finally, the existing garage stair tower at the southeast corner of the garage is creating numerous conflicts and solutions to this issue have been studied.

The decision has been to maintain the existing southeast garage stair tower and utilize the second floor landing to provide secure access into the Police Department of that location.

Zoning and Comprehensive Plan

In order for the project to proceed forward, a number of zoning actions are required. First, an amendment to the underlying PUD Ordinances (05-041 and 78-026) are required to allow for construction of the new Police Department building. Facilities that are owned and operated by the Village of Arlington Heights are permitted uses within the P-L District, and therefore the continued use of the subject property as a police station is consistent with the zoning classification of the subject property.

The Village's Comprehensive Plan designates the future use of the subject property as "Government". The proposed Police Department redevelopment and PUD amendment is therefore consistent with the Comprehensive Plan.

Site Related Issues

The Staff Development Committee has worked closely and will continue to with Legat Architects and McClaren, Wilson, Lawrie and Riley Construction to develop the new Police Station. As part of the formal zoning review process, a few key issues were identified resulting in requested variations. For each variation, written justification has been provided addressing the following criteria.

- **The property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by the regulation zone.**
- **The plight of the owner is due to unique circumstances.**
- **The variation, if granted will not alter the essential character of the locality.**

The following variations have been identified:

A Variation is requested from Chapter 28 Section 11-2-8 Minimum Drive Aisle Width to Reduce the Drive -Aisle from 24' to 22' in the rear Police Vehicle Parking Area.

The use of the rear parking facility for continued Police Department operations and Police personnel vehicle only is critical to the functioning of the Police Department. The existing parking lot is currently configured in the existing situation with a 22' drive wide aisle. The Staff Development Committee concurs with the written justification, which outlines the unique shape of the property and minimal impact that this variation would have. See attached Police Station Written Justification for Variations.

A Variation is requested from Chapter 28, Section 6.15-1.2 (b) to not provide one landscaped island within a row of more than 20 parking spaces in the rear of the Police parking lot.

The petitioner has submitted written justification for this variation addressing the three criteria listed above. As noted in the written justification, the Village typically meets or exceeds all Village regulations for landscape requirements. However, in this situation, it is not practical to install the landscape island. Currently the municipal campus does not provide any onsite stormwater detention. In order to provide onsite stormwater detention that will have a regional benefit to the community, underground stormwater detention vaults need to be installed on the property. The only location where these underground stormwater detention vaults can be installed, are under the paved parking lot at the rear of the Police Station building. Due to the vault elevations necessary, the clearance to permit a typical landscape island to be installed on top of the detention vault is insufficient. The Staff Development Committee concurs with the petitioner's written justification for this variation.

A Variation is requested from Chapter 28 section 11.4 to reduce the number of required parking spaces from 620 to 434 parking spaces for the Municipal Campus.

Use of the property for a continued Police Department operation is critical to the long term safety of the Village of Arlington Heights. The existing Municipal Campus currently contains 441 parking spaces. The proposed plan results in a loss of 7 spaces for a total of 434 spaces. No additional personnel will be added at this time as a direct result of the new Police Station. The detailed traffic and parking study dated December 8, 2016 and revised February 14, 2017 clearly illustrates that there is sufficient parking supply for the Municipal Campus given the unique functions of the Village Hall, Police Station, and Fire Station #1. More details on the traffic and parking is identified in the Traffic Study, as well as the parking and traffic section in this report. The Staff Development Committee concurs with the written justification for the parking variation that addresses the three variation criteria noted earlier in this report.

Traffic & Parking

Section 6.12-1 requires a "traffic and parking study prepared by a qualified professional engineer or prepared in a manner acceptable to the Village". The document prepared by Village conforms to this requirement.

In 2015, the feasibility study provided a preliminary estimate of the parking needs for the AHMC based on their parking survey during November of 2015. This study concluded that the worst case peak parking demand for the AHMC, as based on the parking survey, was 317 spaces. Therefore, it is expected that a reduction from 441 total spaces to 434 spaces on the campus will not create a parking shortage. A detailed analysis of the parking as required by the Zoning Code is outlined below.

	Square Footage	Occupancy	Parking Ratio	Parking Required
VILLAGE HALL				
Office (includes basement and 4th floor)	39,724		1 space / 300 SF	132
Council Room	2,400	160	30% of the Occupancy	48
Public Meeting Rooms	3,100	207	30% of the Occupancy	62
Departmental Meeting Room (9 meeting Rooms)	2,237	149	30% of the Occupancy	45
Departmental Lobby Space	2,372		1 space / 300 SF	8
Mechanical/Miscellaneous	25,382		N/A	
Administrative Vehicles			1 space / vehicle	20
Total	75,215	516		315
POLICE STATION				
Office	25,657		1 space / 300 SF	86
Multi-Purpose/Training/Conf. Room/Lobby Areas	6,329	422	30% of the Occupancy	127
Miscellaneous (Holding/Fire Range/Evidence Storage/Locker Rooms, etc.)	38,304		N/A	
Police Squad Car Interior Parking Area	N/A		N/A	
Police Vehicles			1 space / vehicle	81
Total	70,290	422		294
*8 Municipal Vehicles can be deducted since they are driven home by employees				(8)
FIRE STATION #1				
Office	322		1 space / 300 SF	1
Multi-Purpose/Training	323	21	30% of the Occupancy	6
Fire Apparatus Bay	5,812		N/A	
12-Bunk Rooms	1,320	12	1 space / employee	12
Miscellaneous/Mechanical	8,566		N/A	
Total	16,343	33		19
Total	161,848	971		
Total Required				620
Total Provided				434
Surplus (Deficit)				(186)

MUNICIPAL CAMPUS PARKING				
Existing Supply				
Visitor	Village Vehicles	Employees	Daily Fee	TOTAL
53	40	250	98	441

MUNICIPAL CAMPUS PARKING				
Proposed Supply				
Visitor	Village Vehicles	Employees	Daily Fee	TOTAL
53	40	243	98	434

Historical Municipal Parking Campus Peak Capacity					
	2005	2009	2014	2016	Proposed
Total Spaces	485	453	441	441	434
Peak	301	240	292	244	268
Occupied	62%	53%	66%	55%	62%
Vacant	186	213	149	193	166

*Proposed capacity assumes theoretical 10% increase in peak parking.

2005 counts included higher commuter parking prior to Vail Avenue garage expansion.

2016 Municipal Campus Parking Summary Findings

Between November 14 and November 18, 2016 the Police Department conducted parking counts Monday through Friday on the Municipal Campus at 9:30 am, 2:30 pm, and 6:00 pm. See Traffic & Parking Study for detailed counts.

MUNICIPAL PARKING PEAK DAYTIME CAPACITY						
November 14 to 18 2016						
		Supply	Occupied	%	Vacant	%
Visitor	Mon. 6:00 pm	53	22	41%	31	59%
Employees	Fri. 2:30 pm	150	113	75%	37	25%
Police lot	Fri. 6:00 pm	75	58	77%	17	23%
Daily fee	Tues. 2:30 pm	98	56	57%	42	43%
Village Vehicles	Fri. 6:00 pm	40	34	85%	6	15%
Fire Dept.	Wed. 2:30 pm	25	7	28%	18	72%
TOTAL	-----	441	290	65.8%	151	34.2%

The following is a summary of the findings:

- Peak Capacity at the Municipal Campus occurred on Thursday, November 17, at 2:30 pm when 248 spaces, 56% of the parking spaces were occupied with 193 spaces, 44% vacant.
- Meeting attendees for the week of November 14 to November 18, 2016 ranged from 20 attendees to 211 attendees at different times throughout the day.
- Maximum peak capacity taking a worst case scenario of different days and different hours, illustrated occupancy of 290 spaces, 65.8% occupied, with 151 spaces vacant, 34.2% vacant.
- Daily fee parking was not fully utilized no less than 42 spaces were available at any given time.
- Visitor parking on levels 2, 3, and Lot O had minimal usage during the day. However, Lot O was heavily utilized during early voting.
- Employee parking had a peak capacity at 2:30 pm on Friday, November 18, with 113 spaces occupied 75% and 37 vacant or 25%.
- The Police parking lot had a maximum capacity on Friday, November 18, at 6:00 pm with 58 spaces occupied or 77%.

Additionally, the Village analyzed projected traffic impacts of the Municipal Campus. It is expected that traffic flow through-out the site will be improved as a result of the reconfigured police vehicle movement. Traffic counts at the Municipal Campus main driveway were conducted in November 2016. The data generated by these traffic counts are summarized in the Traffic and Parking Study. Based upon the counts, peak hour traffic inbound and outbound into the Municipal Campus occurred at 2 PM with a total of 93 trips. Maximum trips during a 24 hour period occurred on Monday, November 21, 2016 with a total of 1,046 inbound and outbound trips. Peak hour trips leaving the Municipal campus southbound were 51 between 5 PM and 6 PM on Monday, November 21, 2016. While modifications to the main driveway are proposed, no negative impacts are projected. In addition, police vehicles will utilize the east driveway between the new Police Station and the existing Fire Station, reducing impact upon the main access point to the Municipal garage. This new layout will reduce vehicle/pedestrian conflicts at the entrance to the municipal garage.

Landscaping & Tree Preservation

As required by the Zoning Ordinance, a Tree Preservation plan and landscape plan has been submitted. The landscape plan has been developed to provide a variety of species throughout the Police Station portion of the Municipal Campus. While the majority of the existing site and proposed is currently paved or covered with buildings, the landscape area along Sigwalt Street has been nicely developed to provide as much green space as possible with a variety of plant material, while at the same time providing secure safety measures now needed for public safety buildings.

Design Commission

The project was reviewed on a preliminary basis by the Design Commission in mid December. Based upon the input from the Design Commission, a number of modifications have been made to the design and on February 14, the Design Commission made a motion to approve the architecture of the new Police Station. Details on the Design Commission action are included in the packet of materials.

RECOMMENDATION

The Staff Development Committee reviewed the proposed request recommends approval of the proposed PUD amendment, and variations

- A Variation is requested from Chapter 28 Section 11-2-8 Minimum Drive Aisle Width to Reduce the Drive -Aisle from 24' to 22' in the rear Police Vehicle Parking Area.
- A Variation is requested from Chapter 28, Section 6.15-1.2 (b) to not provide one landscaped island within a row of more than 20 parking spaces in the rear of the Police parking lot.
- A Variation is requested from Chapter 28 section 11.4 to reduce the number of required parking spaces from 620 to 434 parking spaces for the Municipal Campus.

Subject to the following:

1. Final engineering plans, details, and calculation shall be required prior to the issuance of a Building Permit.
2. Location of Fire station dumpster shall be determined prior to issuance of a Building Permit.
3. All mechanical equipment shall be completely screened.
4. The petitioner shall comply with the Design Commission recommendation of February 14, 2017
5. The petitioner shall comply with applicable federal, state, and Village codes, regulations and policies.

Charles Witherington-Perkins, Director of Planning & Community Development
February 17, 2017

C: Randy Recklaus, Village Manager
All Department Heads