

**STAFF DEVELOPMENT COMMITTEE REPORT**

To: Plan Commission  
 Prepared By: Matthew S. Dabrowski, Development Planner  
 Meeting Date: October 24, 2012  
 Date Prepared: October 16, 2012  
 Project Title: Arlington Countryside Church  
 Address: 916 E. Hintz Road

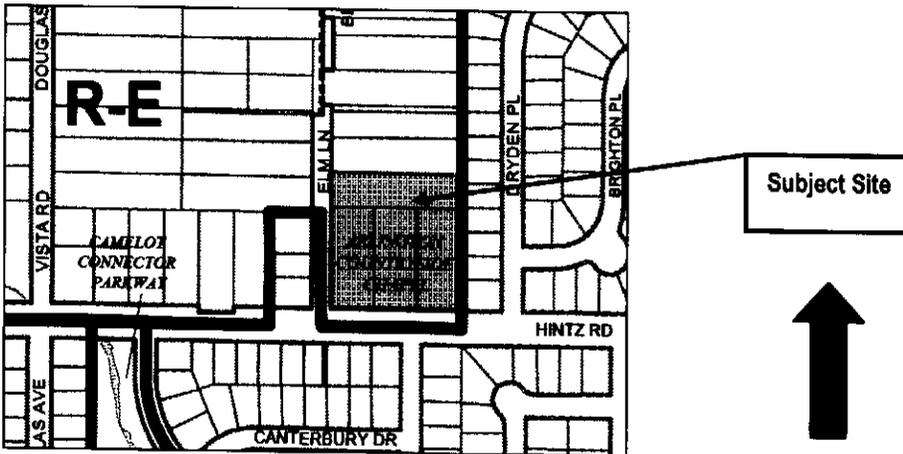
**BACKGROUND INFORMATION:**

Petitioner: Jim Rodgers  
 Address: Church Building Consultants  
 1825 College Avenue, Suite 130  
 Wheaton, Illinois 60187

Existing Zoning: R-E, One Family Dwelling District

**Requested Action:**

- Preliminary/Final Planned Unit Development (PUD) to allow two principal buildings on a single zoning lot.



**ANALYSIS:**

**Surrounding Uses**

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

**Background:**

The subject site is located at the northeast corner of Hintz Road and Elm Lane and is 4.85 acres (211,266 square feet). There is an existing church building at the southern end of the site that is 18,834 square feet and occupied by Arlington Countryside Church (ACC). This facility has a 2,303 square foot sanctuary with 153 seats, a 4,024 square foot multi-purpose center, 2,495 square feet of office space, 2,767 square feet of classroom/multi-purpose space, and an ancillary parking lot with 155 parking stalls. ACC does not operate a private school and uses the existing classrooms for ancillary church functions such as Sunday school, Bible study, ministries, and child day care during church services only. ACC also owns the vacant single family home (2727 N. Elm Lane) that is on the adjoining property to the north and has a building footprint area of 1,100 square feet. Other than continual maintenance, the church has no immediate plans for the re-utilization of this structure.

The proposed action, if approved, would allow ACC to build two new additions that have a combined area of 3,787 square feet. The smaller addition at the northwest corner of the building is 1,148 square feet and includes a new stage, storage rooms and

offices, while the larger southeast addition includes a new lobby that is 2,639 square feet. ACC is also planning several interior renovations including moving the sanctuary to the large multi-purpose room, which has a capacity of 365 seats. The existing sanctuary would then be converted into a multi-purpose space for the various ministries, day care (during church services only) and other church related functions. The existing parking lot along the east property line would also be modified to include landscaped islands and a lay by lane in front of the proposed entry lobby. Similarly, the one way parking lot near the southwest corner of the building will remain, but will be modified so that the parking stalls are flipped to the south side of the drive aisle next to the building. This modification would improve vehicular circulation by aligning and straightening the drive aisle.

Operationally, ACC has two Sunday morning services that are held at 9:00 AM to 10:00 AM and at 10:30 AM to 11:30 AM. The average Sunday attendance is 300 people, with 100 to 120 people attending the first service and 160 to 180 people attending the second service. Over the next 10 to 15 years, ACC anticipates an annual growth rate of 5% to 8%, which would increase the average Sunday attendance to 900 people (450 people per service). ACC also offers various religious educational programs, such as Bible study, Sunday school, and Awana's. These programs are typically associated with a religious institution and are offered throughout the week at times that do not conflict with any of the main religious services. A complete listing of days, times, and average attendance is included in the attached Plan Commission packet. Furthermore, the facility has an administrative support component with 10 employees (5 full time + 5 part-time) that operate Monday through Friday between the hours of 7:00 AM and 6:00 PM.

### **Neighborhood Meeting**

Staff required the Petitioner to meet with the surrounding property owners prior to the public hearing of the Plan Commission. The Petitioner sent a notice letter to property owners within 250 feet of the subject site in advance of a meeting held on October 1, 2012. During this meeting, the residents were mainly concerned with vehicle headlight glare, and storm water detention. These and other site development issues identified during the formal review process are evaluated throughout this report.

### **Zoning & Comprehensive Plan**

According to Village's Zoning Ordinance, churches and/or religious institutions are an allowed use within the underlying R-E district. The existing land use is also consistent with the Village's Comprehensive Plan, which designates the subject site as Institutional. The subject site, which consists of two parcels and principal buildings, are under common ownership and function as a unified zoning lot with the required parking for the church extended onto both parcels. According to Chapter 28, Section 9.2-1, "Any development with more than one principal building on a zoning lot or lot of record shall be a Planned Unit Development". The Staff Development Committee supports the Petitioner's request as said PUD will not change the underlying land use or character of the surrounding neighborhood.

### **Building Related Issues**

The two new additions will maintain a uniform appearance with the existing structure by incorporating similar brick color, style, and architectural detailing. In addition, the Village's Zoning Ordinance allows a maximum building height of 45 feet for the principal church structure and 75 feet for towers and steeples. The existing church building is 23 feet as measured from the tallest roof line to average grade. The new additions will continue to maintain a low building profile as the southeast addition is only 22 feet tall, while the northwest addition is 23 feet tall as measured from average grade. Moreover, the two new additions have been placed in a manner that is sensitive to the surrounding residential homes. The southeast addition, will not project any closer to the east property line than what currently exists (approximately 125 feet), while the corner of the northwest addition will be setback 210 feet from the north property line, which is only 8 feet closer than the existing building. The Design Commission reviewed and recommended approval of the design for the new additions on September 25, 2012.

With respect to the interior layout, both the existing and proposed additions will be renovated and designed to comply with all applicable accessibility, building, and life safety code requirements. Said upgrades include new handicap accessible ramps and washroom facilities, as well as a new fire alarm and suppression system.

### **Site and Landscape Related Issues**

During the formal review process several key issues were identified relative to parking lot improvements, storm water detention and other public improvements, perimeter curbing, and site lighting.

### ***Parking Lot Improvements***

The existing east parking lot does not fully conform to current code standards. At this time, there is one, two-way drive aisle at the north end of the parking lot that is only 16 feet wide and the parking lot is missing up to 10 curbed islands with 4-inch caliper shade trees at the end of each row of parking and after every 20 parking stalls. Staff worked with the Petitioner to develop a code compliant parking lot improvement plan that widens the drive aisle to 24 feet and includes the required islands. However, these improvements along with the new lay by lane will eliminate up to 11 parking spaces thereby reducing the overall parking supply from 155 to 144 stalls. To meet the Village's minimum parking requirements, ACC is proposing 46 landbanked parking stalls at the north end of the site, which will increase the overall parking supply to 190 parking spaces.

In addition to the landscaped islands, a three foot high berm and/or continuous row of shrubs is required to screen the parking lot from the public view (Hintz Road and Elm Lane). Along Hintz Road, the east half of the parking lot is already screened by a 3 foot high berm with landscaping, while 6 new shrubs are required to screen the southwest corner of the east parking lot. Similarly, 43 new shrubs are required to screen the parking lot at the southwest corner of the existing church building.

With respect to transitional screening, Village code requires a six foot high solid fence, a double row of evergreen trees, or a compact hedgerow to screen the parking lot from the adjoining single family properties to the north and east. The subject site currently complies with this standard as there is a line of dense vegetation that is a minimum of 8 feet tall. During the neighborhood meeting several residents conveyed concern relative to headlight glare along the east property line where there are gaps at the base of the vegetation line. To address this issue, ACC will increase the pavement setback along the east property line from 5 to 8 feet so that a new 3-foot high solid wood fence can be installed, thereby blocking vehicle glare and headlights.

Implementation of the aforementioned improvements is expected to occur within two phases. Phase 1, which is concurrent with the two new building additions, would include the widening of the north drive aisle to 24 feet, the installation of the 3 foot high fence along the east property line, and the 6 shrubs needed to screen the southwest corner of the east parking lot. Phase 2, would occur within five years of ordinance adoption and would include the landscaped islands within the parking lot and the three foot tall shrubs needed to screen the southwest parking lot from Elm Lane. While Staff is amenable to a phased approach, a 5 year term is not acceptable and is too long of a time period. Instead, Staff recommends that Phase 2 improvements be implemented within 3 years of ordinance approval. This recommendation is consistent with other religious institutions such as Our Lady of the Wayside.

### ***Storm Water Management***

With respect to storm water management, there is an existing manhole with a 6-inch storm sewer located at the north end of the east parking lot. Storm water runoff is collected and diverted into a 42-inch storm sewer that is located within a public easement along the rear property lines of the adjacent residential properties to the east. According to the proposed engineering plans, the new improvements will reduce the amount impervious surface from 89,908 to 89,728 square feet. As a result, no additional storm water detention is required. However, the north half of the parking lot has been prone to flooding. This issue was also raised by the adjoining residents at the neighborhood meeting. ACC investigated this issue several months ago and found that the 6-inch sewer main had been clogged. Once cleaned, the flooding issue has not re-occurred. ACC has indicated in writing that they will continue to monitor the flow capacity and keep it cleaned on a regular basis.

### ***Perimeter Curbing***

According to code, curbing is required around parking areas that provide five or more parking stalls. At this time, the existing church parking lot lacks the required curbing. Rather than seek a variation, ACC has agreed to leave this matter as a non-conforming issue that will be addressed at such time when the church rebuilds, reconstructs, and/or expands the parking lot. Staff supports this approach as it currently has no impact to storm water management.

### ***Public Improvements***

With respect to public improvements, Hintz Road is fully improved in terms of the roadway cross section and sidewalks. Elm Lane however lacks pavement width, curbing, storm sewers, street lights, and sidewalks. Rather than require ACC to do their share of the improvements now, an Estoppel Agreement will be provided, which obligates the church to pay for their share of said improvements at such time when the Village improves the whole street.

**Site Lighting**

ACC is not proposing any additional site lighting at this time. Currently there are only wall mounted fixtures on the existing building and there are no light poles within the parking lot. As a condition Staff would recommend that if and when ACC installs parking lot lights that automatic timers shall be installed and shall turn the lights off at 10:00 PM, with the exception of special programs and services.

**Traffic & Parking Related Issues**

A traffic and parking study from a Certified Traffic Engineer is required for all PUD requests that are adjacent to a major arterial street, such as Hintz Road. This study, which was prepared by Gewalt-Hamilton assessed access, on-site circulation, parking, trip generation, trip distribution, and impacts to the surrounding roadways.

**Trip Generation and Level of Service**

With respect to Sunday morning services, Gewalt-Hamilton observed a total of 115 trips (41 inbound + 74 outbound) during the Sunday morning peak hour. When combined with the projected increases in service capacity, a total of 275 trips (100-inbound + 175-outbound) are anticipated (see Table 1). While this may appear to be a significant increase, the existing driveways and nearby intersections will continue to operate a Level of Service (LOS) C or better (11.1 to 18.1 second delay). Given this information, the Staff Development Committee concurs with Gewalt-Hamilton's findings that the anticipated increase to church's operational capacity will have a minimal impact to the surrounding roadway network.

**Table 1: Trip Generation Rates**

	Sunday Service (10:30 AM to 11:30 AM)		
	In	Out	Total
<b>Observed</b>	41	74	115
<b>Projected</b>	59	101	160
<b>Total</b>	100	174	275

**Parking**

According to Village Code, the total parking demand is based on the collective parking requirement for each of the different uses within the facility (Chapter 28, Section 11.2-6, Collective Provision). This parking methodology has been consistently applied to other projects, such as 1<sup>st</sup> United Methodist Church, St. James, St. Edna's, Mision Juan Diego, and Our Lady of the Wayside to name a few. In addition, the parking requirements for the two sanctuary areas were based on the more restrictive multi-purpose parking requirement as these rooms can be used for other functions than religious services. As shown in Table 2, a total of 189 parking spaces are required by code, whereas 190 parking spaces (144 standard spaces + 46 landbanked spaces) are provided, thereby resulting in a surplus of 1 parking stalls.

**Table 2: Parking Summary**

Use	Total Square Footage	Parking Ratio	Parking Required
Existing Sanctuary	2,303	30% of occupancy	46
Proposed Sanctuary	4,006	30% of occupancy	80
Office-Administrative	2,495	1 space / 300 square feet	8
Multi-Purpose	2,767	30% of occupancy	55
<b>Total Required</b>			<b>189</b>
<b>Total Provided</b>			<b>144</b>
<b>Surplus / (Deficit)</b>			<b>(45)</b>
Landbanked Parking			46
<b>Revised Surplus / (Deficit)</b>			<b>1</b>

Gewalt-Hamilton also conducted a parking survey of the existing parking lot in order to examine the peak parking impacts associated with the current facility. This hourly survey was conducted on Sunday June 24, 2012 between 8:00 AM and 12:00 PM. According to the Petitioner this survey is representative of a typical Sunday as there were 318 people in attendance for the

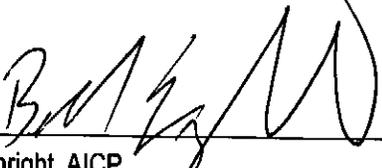
day with 135 people during the 9:00 AM service and 183 people in attendance for the 10:30 AM service. Pursuant to said observation, the peak parking demand occurred at 11:00 AM in which 94 (61%) of the 155 parking spaces were occupied. This equates to a 1.95 people per vehicle ratio. ACC anticipates that this ratio will increase to 3.0 people per vehicle as the number of families and family members with children attending the services and Sunday school is expected to increase over the next 10 to 15 years. Using the higher ratio of people per vehicle, and taking into consideration the future increase in capacity (450 people per service), a total of 150 parking spaces is anticipated.

The Staff Development Committee concurs with Gewalt-Hamilton's assessment that there is adequate parking on site to accommodate ACC's current and future parking demands. It is also important to note that the current service times on Sunday are staggered by one half hour to allow people from the first service to leave before the attendees of the second service arrive. ACC also has available land to the north and west to expand both the building and parking lot facilities should the need arise. Therefore, as a condition of approval, if parking beyond what is provided for the church and its ancillary functions is insufficient as determined by the Village, then the Petitioner shall work with the Village to develop and implement a parking mitigation plan that may include, but shall not be limited to operational restrictions, and/or the installation of the landbanked parking or other parking accommodations located elsewhere on site.

**RECOMMENDATIONS:**

The Staff Development Committee has reviewed the Petitioner's request and recommends approval of a Preliminary/Final Planned Unit Development, subject to the following conditions:

1. ACC shall comply with the September 25, 2012 Design Commission motion.
2. Phase 1 site improvements shall be implemented concurrent with the two new building additions and shall include the widening of the north drive aisle to 24 feet and the installation of the 3 foot high fence along the east property line.
3. Phase 2 site improvements shall be implemented within 3 years of ordinance adoption and shall include the landscaped islands within the east parking lot and the three foot tall continuous row of shrubs required to screen the southwest corner of the east parking lot as well as the parking lot at the northwest corner of the existing church building.
4. ACC shall continue to monitor the flow capacity of the parking lot storm sewer and ensure that it is cleaned on a regular basis.
5. ACC shall install the required perimeter curbing for the east parking lot at such time as said parking lot is reconstructed, rebuilt, or expanded.
6. ACC shall enter into an Estoppel Agreement with the Village to cover the cost of public improvements along Elm Lane.
7. If parking beyond what is provided for the church and its ancillary functions is insufficient as determined by the Village, then ACC shall work with the Village to develop and implement a parking mitigation plan that may include, but shall not be limited to operational restrictions, and/or the installation of the landbanked parking or other parking accommodations located elsewhere on site.
8. If and when ACC installs new parking lot lighting, automatic timers shall be installed and shall turn the lights off at 10:00 PM, with the exception of special programs and services.
9. The Petitioner shall comply with all Federal, State, and Village codes, regulations, and policies.

  
\_\_\_\_\_, October 16, 2012  
Bill Enright, AICP  
Deputy Director of Planning & Community Development

C: William C. Dixon, Village Manager  
All Department Heads