

STAFF DEVELOPMENT COMMITTEE

To: Plan Commission
From: Matt Dabrowski, Development Planner
Meeting Date: January 9, 2013
Date Prepared: January 4, 2013
Project Title: Arlington Heights Park District-Frontier Park Master Plan
Address: 1933 N. Kennicott Drive

BACKGROUND INFORMATION

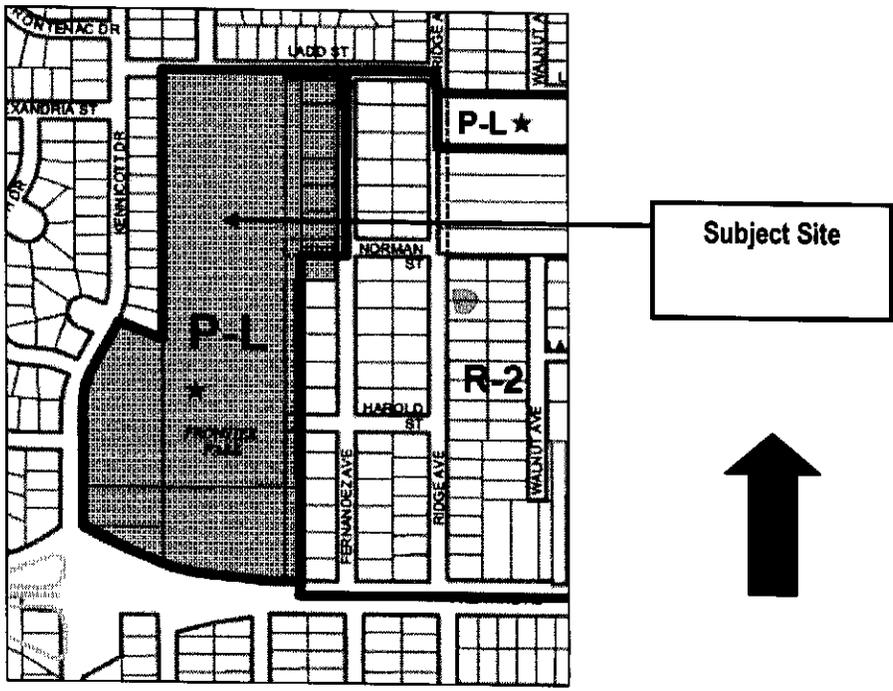
Petitioner: Brian Huckstadt
Address: Arlington Heights Park District
410 N. Arlington Heights Road
Arlington Heights, Illinois 60004
Existing Zoning: P-L, Public Lands & R-2, One Family Dwelling District

Requested Action:

1. An amendment to the Village's Comprehensive Plan to change the underlying Land Use Designation for the property at 2004 N. Fernandez Avenue from Single Family Detached-Estate 2 to Parks
2. A rezoning of the property located at 2004 N. Fernandez Avenue from R-2, One Family Dwelling District to P-L, Public Lands
3. An amendment to PUD Ordinance 78-019 and 01-041 to allow for various improvements to Frontier Park.
4. A special use to allow a Community Center, Recreation Building (Municipal or Non-Municipal) in a P-L district.
5. Plat of Dedication for the southern 33 feet of Ladd Street
6. Plat of Vacation for the westernmost segment of Harold Street

Variations Required:

1. A variation from Chapter 28, Section 6.14-3, Location of Fences to allow an eight foot high fence to enclose the outdoor tennis courts.
2. A variation from Chapter 28, Section 11.2-12.5.e., Lighting to allow an increase to the maximum light fixture height from 40 to 60 feet.
3. A variation from Chapter 28, Section 11.4, Schedule of Parking Requirement, to allow a reduction to the required parking for Frontier Park from 729 to 272 spaces.



Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-3, One Family Dwelling	Single Family Homes	Single Family Detached
South	R-3, Multi-Family Dwelling	Single Family Homes	Single Family Detached
East	R-2, One Family Dwelling	Single Family Homes	Single Family Detached-Estate 2
West	R-3, One Family Dwelling	Single Family Home	Single Family Detached

Background Summary:

Frontier Park, which is zoned P-L, Public Lands, is 28 acres in size and is bounded by Ladd Street to the north, Palatine Road to the south, Fernandez Avenue to the east and Kennicott Drive to the west. The existing park accommodates a full range of active and passive recreational activities and facilities. The north half of the park is devoted to baseball and soccer playing fields, community garden plots, playground areas, and basketball/tennis courts, while the south half accommodates the existing pools (leisure, diving, and wading) that have a combined bather load of 738 people, and bath house/community center that is 10,974 square feet and includes indoor locker rooms, administrative offices, and various meeting/multi-purpose rooms. The existing parking lot, which is immediately south of the pool area and bath house/community center has 97 parking stalls and 26 additional landbanked parking spaces for a total of 123 parking stalls. Vehicular access is via one driveway along Kennicott Drive that has one inbound and two outbound lanes. The AHPD also has an existing maintenance facility located at the southeast corner of the site and includes a 5,475 square foot building, a material storage yard, and wood chip processing area.

Current Request

In an effort to improve services and programming to the residents of Arlington Heights, the Park District has initiated design plans to complete phased improvements to Frontier Park. Among these include the demolition of a portion (approximately 5,000 square feet) of the existing community building so that a new, two-story recreational facility can be constructed. When complete, this new facility would be approximately 84,563 square feet and would include 5,230 square feet of multi-purpose space for various AHPD programs, a 2,530 square foot administrative component, a 3,000 square foot fitness area, a 28,000 square foot gymnasium with a second floor running track, and a 34,000 square foot indoor soccer field. The remaining 11,803 square feet would be allocated to the locker rooms, storage, and mechanical support. The AHPD is also proposing several improvements to the outdoor park facilities. Implementation of these improvements along with the proposed building additions will occur over several phases, with each phase predicated upon available funding.

Phase I improvements include:

- Re-grading of the north half of the site and installation of site utilities.
- Construction of three new detention basins at the northeast, east, and southwest corners of the site.
- Roadway improvements to Fernandez Avenue to include 26 parallel parking stalls.
- Relocation of the 49 community garden plots to an area along the north property line.
- The existing baseball diamond will be relocated to the northwest property line, where a second baseball field will be added.
- A second soccer field will be added to the one located along the northeast property line.
- The single family home owned by the Park District and located at 2004 N. Fernandez Avenue will be demolished and incorporated into the park as open green space.
- The existing playground areas and basketball courts will remain in their general location, but will be repositioned in order to accommodate a new 8 foot walking path.
- The three existing tennis courts will be relocated to the southwest corner of the site, where a fourth court will be added.
- Construction of the north park shelter.
- Installation of perimeter landscaping.

Phase II improvements include:

- Demolition of the maintenance facility.
- Installation of two new lighted soccer fields along the south property line.
- Construction of the ice rink along the east property line.
- Expansion to the existing parking lot thereby increasing the total supply from 97 to 187 parking stalls.

- Construction of the community center.

Phase III improvements include:

- Construction of the indoor soccer field.
- Construction of the west parking lot, which has a total of 85 parking stalls.

It is also important to note that the Park District has worked with the surrounding residents, while developing these plans and phased improvements (see attached minutes).

Zoning & Comprehensive Plan

In 1978 the Village Board adopted Ordinance 78-19, which rezoned Frontier Park to P-L, Public Lands and impressed the site with a Planned Unit Development (PUD). In 2001 the Village Board adopted Ordinance 01-041, amending the underlying PUD to allow for certain improvements, including, an expansion to the pool house, pool facilities, and parking lot. In addition, two of the three single family lots along Fernandez Avenue that are owned by AHPD were rezoned from R-1 to P-L and incorporated into the park as open space. The third lot, which was located at 2004 N. Fernandez Avenue and had an existing single family home, was allowed to remain R-1 for as long as it was used for residential purposes or for a period of time that did not exceed 20 years. In 2008 The Village subsequently rezoned the residential lot among others to R-2, One Family Dwelling District as part of the Estate lot rezoning.

In order to proceed forward, the Plan Commission must review and the Village Board must approve the following zoning actions:

- i. Amend the Comprehensive Plan to change the underlying land use designation for the property at 2004 N. Fernandez Avenue from Single Family Detached-Estate 2 to Parks.
- ii. Rezone the aforementioned property from R-2, One Family Dwelling to P-L, Public Lands.
- iii. A plat of dedication for the southern 33 feet of Ladd Street
- iv. A plat of vacation for the westernmost segment of Harold Avenue, which is currently unimproved.
- v. A special use to allow a Community Center, Recreation Building (Municipal or Non-Municipal) in a P-L district.

As part of the formal review process, the Petitioner provided a written response to the following special use criteria:

- **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.**

The Staff Development Committee supports the proposed request as the size of the community center is based on the programming needs of the park district. Moreover, this type of facility is normally associated with the Village's community parks, and the nature of the how the property will be used will not change. Furthermore, the proposed request and various zoning actions are consistent with the Village's Comprehensive Plan, which designates the subject site as Parks.

Building Related Issues

When complete the new community center will have a total floor area of 84,563 square feet. This structure, which will be located towards the center of the park near the northeast side of the existing pool/bathhouse and community center, will be approximately 200 feet to the nearest single family home to the east and approximately 160 feet to the nearest single family home to the west. There is no maximum building height restriction within the P-L, District; the Park District has indicated that the overall building height will not exceed 40 feet. This dimension is consistent with the community center at Pioneer Park, which are 30 feet to the top of the gymnasium roof and 36 feet to the top of the mechanical penthouse. The AHPD has also agreed that said structure will comply with all applicable accessibility, building and life safety code requirements.

At this time, the AHPD does not have the funding needed to fully design and construct the new community center. Instead the AHPD developed a set of programming and development standards that are to be used to determine the required parking and level of intensity. Once funds become available, and the AHPD decides to proceed forward, Design Commission review and approval shall be required prior to the issuance of building permit. This development approach had been used for other projects such as Sunset Meadows Park and Northwest Community Hospital.

Site Related Issues

During the formal review process the following key issues relative to public improvements, detention, fencing, and site lighting were identified.

Plats of Vacation and Dedication

In conjunction with the proposed improvements, the AHPD will dedicate the southern 33 feet of Ladd Street and request Village approval to vacate the westernmost segment of Harold Street, which is unimproved and surrounded on three sides by Frontier Park. On December 12, 2012, the Village Board Committee of the Whole considered this request and was generally supportive of said action, subject to notification of the adjoining residents. As directed by the Village Board a letter was sent to the adjoining property owners and no response or interest in the property from said owners has been received to date. The Village Board will take formal action on the above mentioned plats concurrent with the Park District's zoning request.

Public Improvements

The AHPD will install a public sidewalk along Kennicott Drive to complete a gap where no sidewalk exists. Also, the AHPD will improve the west half of Fernandez Avenue at the northeast corner of the site. The existing road is 26 feet wide with a majority of the pavement (approximately 16 feet) to the west of the right of way centerline. As part of Phase 1 improvements, the AHPD will improve the west side of the street by reconstructing and widening the street by 7 feet. This would allow for a 24 foot wide public road and a 9 foot wide lane that can accommodate 26 parallel parking stalls. Inclusion of on-street parking at this location was in response to public comments that the AHPD received at the various neighborhood meetings. Given the roadway off-set, the curb line of the street will be up against the 5 foot public sidewalk thereby creating a carriage walk with no parkway. This design is not uncommon, and has been done at other park facilities including Recreation Park (Hickory Avenue) and Pioneer Park (Fairview Street). As a condition of approval, Staff would recommend and the Petitioner has agreed to maintain and plow the 26 parallel parking stalls along Fernandez Avenue.

Detention

As previously mentioned, three new detention facilities will be provided at the northeast, east, and southwest corners of the site. These basins have been designed to accommodate the storm water runoff generated by the new building additions, parking lot expansion and hardscape improvements.

Fencing

The AHPD is proposing an 8-foot tall fence around the two tennis courts that are located near the southwest corner of the site. Since code only allows a maximum of 5 feet, the following variation has been identified:

- **A variation from Chapter 28, Section 6.14-3, Location of Fences, to allow an eight-foot high fence to enclose the outdoor tennis court.**

The Staff Development Committee supports the aforementioned request, as an 8 foot high fence is typically used by the Park District to enclose the tennis courts at other park facilities. Moreover, the increased height will not impact surrounding properties as the new tennis courts are approximately 60 feet to the south property line (Palatine Road) and approximately 120 feet to the west property line (Kennicott Avenue). In addition, the black coating on the new PVC fence would help the fence to visually blend into the background.

Site Lighting

The outdoor play fields at the north end of the site will not be lit. However, the two new soccer fields along the south property line will have six light poles that are 60 feet tall, while the west side of the proposed ice hockey rink along the

east property line will have 2 light poles that are 50 feet tall. The maximum light fixture height is 40 feet, which results in the following variation:

- A variation from Chapter 28, Section 11.2-12.5.e., Lighting to allow an increase to the maximum light fixture height from 40 to 50 feet on the west side of the ice hockey rink and up to 60 feet around the outdoor soccer fields along the south property line.

The Staff Development Committee supports the proposed variation for the following reasons. First, the proposed request is consistent with a similar variation that had been granted to the Park District for the football fields at Sunset Meadows Park. Second, the 50 foot tall light poles are setback approximately 200 feet, while the 60 foot tall light poles are setback approximately 175 feet to the nearest single family homes to the east. These distances are further than the 130 foot separation at Sunset Meadows Park. Three, pursuant to the photometric plan, the glare shields on the light fixtures will reduce the light spillage to 0.0-foot candles as measured at the rear property line of the single-family homes to the east. Furthermore, the AHPD has indicated that the lights will not stay on past 11:00 PM and that if a problem should arise, as determined by the Village, that the programming will be adjusted so that the lights turn off at an earlier time.

The AHPD also has lighting throughout the site to illuminate the parking lot and the walking paths. As part of the proposed master plan improvements, the existing light fixtures will be replaced with a like number (27 poles and fixtures) and size (walking path =12 feet tall, parking lot = 27 feet tall) that are more energy efficient.

Landscape and Tree Preservation Related Issues

There are 779 trees that are scattered throughout the site and have a trunk caliper size of three-inches and greater. Staff has worked with the AHPD to try and save and/or relocate as many of the mature and healthy trees as possible, especially around the perimeter of the site in areas that are adjacent to the single family homes. As a result, 313 trees, will be preserved, 17 trees will be relocated, and the remaining 449 trees (316 trees undesirable including Ash/Box Elder, 85 trees good condition, 48 trees poor condition), most of which are located towards the middle of the property would be removed. To mitigate the loss of the good trees, the AHPD will provide 93 new trees of various species. When combined with those trees slated for preservation a total of 406 trees will be provided on site.

The code compliant landscape plan integrates various shrubs, evergreens, and trees with the plant material that already exists on-site. The AHPD intends to plant four-inch caliper shade trees throughout the existing and proposed parking lot as well as a three-foot high row of shrubs to screen the parking lot from the public rights of way. Moreover, a double row of 8 foot tall evergreen trees will be provided along the east property line to screen the two skating rinks from the residential homes to the east.

Traffic and Parking Issues

PUD amendments adjacent to a major arterial street, such as Palatine Road, require a formal traffic and parking study from a certified traffic engineer. In lieu of a formal study, and in a manner consistent with other park district projects, a limited scope study that focused on parking and driveway operations was provided.

The new community center requires a total of 508 parking stalls. The existing pool, which has a bather load of 738 people, requires a total of 221 parking spaces for a combined total of 729 parking stalls (see Table II).

Table II: Required Parking Summary

Use	SF	Occupancy	Parking Ratio	Parking Required
Existing Pool		738	30% occupancy	221
Gymnasium	28,000	560	30% occupancy	168
Administrative/Office	2,530		1 space / 300 square feet	8
Multi-purpose	5,230	349	30% occupancy	104
Fitness	3,000		1 space / 250 square feet	12
Indoor Soccer	34,650	693	30% occupancy	208
Park Maintenance Office	2,400		1 space / 300 square feet	8
Total Required				729

Since the proposed parking lot improvements at Frontier Park will result in a total parking supply of 272 parking stalls, the following variation is required:

- **A variation from Chapter 28, Section 11.4, Schedule of Parking Requirement, to allow a reduction to the required parking for Frontier Park from 729 to 272 spaces.**

Although the required total for the entire site is 729 parking spaces, it is important to note that the underlying PUD Ordinance 01-041 approved a parking variation that allowed a reduction to the minimum number of parking stalls from 331 to 123 spaces. The Village supported the prior request, since the Park District demonstrated that the actual demand, based on their programming needs, was less than what was required by Village Code.

According to the information provided by the AHPD, there are eight to ten days during the summer months in which Frontier Park experiences its highest parking demand. These occurrences generally happen between mid-June and mid-July between 7:00 AM and 9:00 AM when the pools are used for swim lessons and competitions and at 3:00 PM on very hot summer days when the pools are fully occupied and there are other programs occurring at the park. When comparing the two peak hours, the afternoon peak (256 spaces) is typically higher than the morning peak hour (221 spaces). As a result, Staff will use the higher of the two peak demands for this parking analysis.

During the afternoon peak hour, Frontier Park operates with a parking deficit of 124 parking stalls, which means more patrons are parking on street and further into the neighborhood. This issue however, occurs on a limited basis and will improve over time as the project is fully implemented and the number of parking spaces is increased (see Table 2). Moreover, the AHPD has indicated that they are not able to install any additional on-site parking at this time as they do not have the available funding and the installation of the proposed parking would need to demolish the existing maintenance building as well as install the new detention facility that also functions as an ice hockey rink.

Table 1: Parking Demand Analysis

	Existing	Phases 1	Phase 2	Phase 3
Fall				
Peak Attendance	70	70	85	160
Parking Demand	21	21	26	48
Spring				
Peak Attendance	60	60	90	190
Parking Demand	18	18	27	57
Summer				
Peak Attendance	853	883	963	993
Parking Demand	256	265	289	298
Winter				
Peak Attendance	55	55	160	160
Parking Demand	17	17	48	48

Since the peak demand only occurs on a limited basis, Staff also evaluated the peak parking demand based on the average pool attendance during the summer months. According to the Park District's attendance records, the average number of occupants at any one time at the pool is 324 people, which is 44% of the maximum occupancy load. Based on this information, there is sufficient parking both on-site and on the adjoining streets to meet the demand. Moreover, when taking into consideration the future improvements and increases in the park programming, Frontier Park, will continue to have sufficient parking supply to meet the projected demands for a majority of the summer season (see Table 2, next page).

Table 2: Parking Supply Analysis

	Existing	Phases 1	Phase 2	Phase 3
Fall				
Parking Demand	21	21	26	48
Parking Supply-On Site	97	97	187	272
Parking Supply-On Street	35	61	61	61
Total Parking Supply	132	158	248	333
Surplus / (Deficit)	111	137	222	285
Spring				
Parking Demand	18	18	27	57
Parking Supply-On Site	97	97	187	272
Parking Supply-On Street	35	61	61	61
Total Parking Supply	132	158	248	333
Surplus / (Deficit)	114	140	221	276
Summer (Peak Demand)				
Parking Demand	256	265	289	298
Parking Supply-On Site	97	97	187	272
Parking Supply-On Street	35	61	61	61
Total Parking Supply	132	158	248	333
Surplus / (Deficit)	(124)	(107)	(41)	35
Summer (Average Demand)				
Parking Demands*	132	140	165	174
Parking Supply-On Site	97	97	187	272
Parking Supply-On Street	35	61	61	61
Total Parking Supply	132	158	248	333
Surplus / (Deficit)	0	18	83	159
Winter				
Parking Demand	17	17	48	48
Parking Supply-On Site	97	97	187	272
Parking Supply-On Street	35	61	61	61
Total Parking Supply	132	158	248	333
Surplus / (Deficit)	115	141	200	285

*Average Pool Occupancy = 324 people

RECOMMENDATION

The Staff Development Committee has reviewed the Petitioner's request and recommends approval of the following actions:

1. An amendment to the Village's Comprehensive Plan to change the underlying Land Use Designation for the property at 2004 N. Fernandez Avenue from Single Family Detached-Estate 2 to Parks
2. A rezoning of the property located at 2004 N. Fernandez Avenue from R-2, One Family Dwelling District to P-L, Public Lands
3. An amendment to PUD Ordinance 78-019 and 01-041 to allow for various improvements to Frontier Park.
4. A special use to allow a Community Center, Recreation Building (Municipal or Non-Municipal) in a P-L district.
5. Plat of Dedication for the southern 33 feet of Ladd Street
6. Plat of Vacation for the westernmost segment of Harold Street
7. A variation from Chapter 28, Section 6.14-3, Location of Fences to allow an eight foot high fence to enclose the outdoor tennis courts.
8. A variation from Chapter 28, Section 11.2-12.5.e., Lighting to allow an increase to the maximum light fixture height from 40 to 60 feet.
9. A variation from Chapter 28, Section 11.4, Schedule of Parking Requirement, to allow a reduction to the required parking for Frontier Park from 729 to 272 spaces.

This approval shall be subject to the following conditions:

1. If issues relative to site lighting should arise, as determined by the Village, the AHPD shall adjust program scheduling so that the lights are turned off at an earlier time.
2. The future community center and indoor soccer field shall comply with FGM's May 5, 2010 programming schedule (see exhibit A).
3. The building height of the future community center and indoor soccer field shall not exceed 40 feet.
4. Design Commission review of the future community center and indoor soccer field shall be required prior to the issuance of a building permit.
5. If funding is available, the 85 parking stalls in the future west parking lot shall be installed as part of Phase 2.
6. The AHPD shall maintain and plow the 28 angled stalls along Fernandez Avenue.
7. Approval of the Plat of Dedication for the southern 33 feet along Ladd Street
8. Approval of the Plat of Vacation for the westernmost segment of Harold Avenue.
9. The Petitioner shall comply with all Federal, State, and Village Codes, Regulations, and Policies.



January 4, 2013

Bill Enright, Deputy Director of Planning and Community Development

C: William Dixon, Village Manager
All Department Heads