STAFF DEVELOPMENT COMMITTEE REPORT

To: Plan Commission
Prepared By: Katherine E. Lockerby, Development Planner
Meeting Date: November 6, 2013
Date Prepared: November 13, 2013
Project Title: St. Edna's Catholic Church
Address: 2525 N. Arlington Heights Road

BACKGROUND INFORMATION:

Petitioner: Susan Maish
Address: Jaeger, Nickola and Associates
350 South Northwest Highway, Suite 106
Park Ridge, Illinois 60068

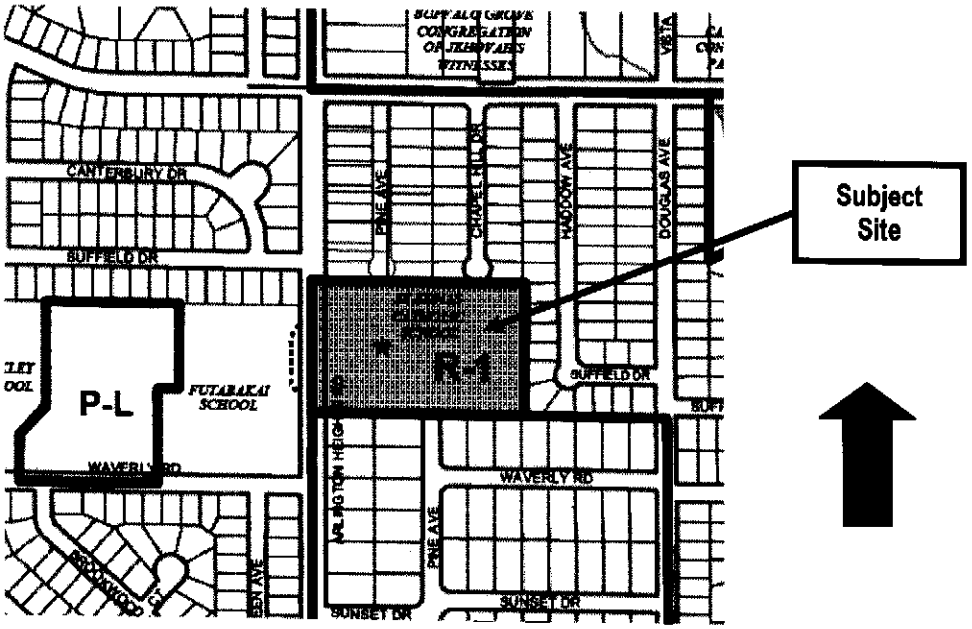
Existing Zoning: R-1, One Family Dwelling District

Requested Action:

- Amendment to PUD Ordinance 02-005 to allow the construction of a parish center and other interior improvements.

Variations Required:

- A variation from Chapter 28, Section 11.4, Schedule of Required Parking, to allow a reduction to the minimum number of required parking stalls from 590 to 362 spaces.



ANALYSIS:

SURROUNDING LAND USES:

Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-3, One Family Dwelling	Single Family Home	Single Family Detached
South	R-1, One Family Dwelling	Single Family Home	Single Family Detached
East	R-3, One Family Dwelling	Single Family Home	Single Family Detached
West	Schools, Parks & Other Public Places	Existing School	Schools

Background:

The subject site is 8.03 acres (349,787 square feet) and was up until recently developed with two separate buildings on site, a larger main church building and a rectory. Earlier this year, the rectory was demolished. The existing church building is approximately 53,000 square feet in area and houses a 996 seat sanctuary, and various other administrative and multi-purpose uses. In 2001, the project appeared before the Plan Commission for a Planned Unit Development, which included the construction of the narthex of the church as well as a parking lot expansion. The existing parking lot has 339 parking stalls in the main area, and 17 which were built near the now demolished rectory.

The Petitioner has provided a project narrative which has been included in the Plan Commission packet that explains the history of the site and the proposal. Operationally, St. Edna's has a congregation size of 3,077 families (9,025 persons) and an employment base of 25 (23 employees + 2 priests) full and part-time people. Although the facility does not have a private school, religious education for adults and children are held throughout the week. In addition, St. Edna's has several leadership programs (i.e. Ministries, Separation/Divorce, bereavement, family life, etc) that are held once or twice a month during the weekday evenings. Religious services are held Monday through Friday at 6:45 AM and 9:00 AM, Saturday at 9:00 AM and 5:00 PM, and Sunday at 7:30 AM, 9:30 AM, 11:30 AM, and 5:30 PM with a combined Saturday and Sunday average total attendance of 2,550 people.

The proposed action, if approved, would allow St. Edna's construct a new 10,800 square foot parish center, modify the existing parking lot from 356 spaces to 362 spaces, and reconfigure the existing detention basin at the northeast corner of the site and add new capacity at the southwest corner of the site. The new Parish Center will be used for large social functions such as an appreciation dinners, lunches, and breakfasts; musicals; theater presentation; youth ministries; and athletic functions to name a few, that are currently occurring within the existing multi-purpose space in the Church building. This new facility consists of a 5,295 square foot multi-purpose room, a 1,229 square foot performing arts platform and a 600 square foot kitchen. The remaining 3,700 square feet are devoted to corridor, mechanical, storage, and washroom space. The Parish Center will also be connected to the existing church building via a fully enclosed vestibule. It should be noted that the master plan floor plan identifies interior modifications that the Church hopes to complete in 2018, subject to funding. These modifications include rearranging the multi-purpose rooms in the Doherty Center and the construction of a youth room in the basement of the existing facility. This will need to be submitted for a building permit when the work is proposed. However, the parking requirements for the facility have taken these modifications into consideration. To address potential neighborhood concerns, the Parish has indicated in writing that this new facility will not be rented out or used by other entities that are not affiliated with the St. Edna's. Furthermore, the Church has indicated that the new facility will not result in an increase to the number of employees or a change to the current Parish programming.

Zoning & Comprehensive Plan

According to Village's Zoning Ordinance, churches and/or religious institutions are an allowed use within the R-1 district, which the property is zoned. In addition, the existing land use is consistent with the Village's Comprehensive Plan, which designates the subject site as Institutional. However, the proposed addition requires an amendment to the underlying PUD, as it constitutes a significant change to the prior approval.

Plat and Subdivision Committee Meeting Summary

The project was reviewed by the Plat and Subdivision Committee on July 11, 2012. In general, the six Commissioners in attendance believed the proposal was a positive addition, though special attention should be paid to the parking for the site. A copy of the minutes have been included in the Plan Commission packet.

Neighborhood Meeting Summary

The Petitioner held two separate neighborhood meetings to discuss the project with area residents. On September 10, 2013, a neighborhood meeting was held, which 15 area residents attended. Eight key issues were discussed, a copy of the minutes have been included in the Plan Commission packet. At that meeting, the residents asked that another neighborhood meeting be held once comments on the proposal had been received by the Village. Thus, a second neighborhood meeting was held on October 15, 2013. The attendees at the first meeting were invited to the second meeting as had been requested. At the second meeting, at least five residents were in attendance. One of the key items discussed was the proposed parking lot and the number of parking stalls required. The neighbors indicated that they would want to keep as much green space as possible and

limit the number of parking stalls provided. A copy of the minutes have also been provided in the Plan Commission packet.

Site Related Issues

Two key site related components were reviewed as part of the formal Plan Commission review. The first component is Stormwater management. As discussed previously, the proposal involves the construction of a new Parish Center and modifications to the parking lot. The storm water detention that services the site, which was modified in 2001, must be changed again to accommodate the proposed changes to the site. In order to keep the current detention area at the northeast corner of the site useable for periodic recreational use, two modifications are proposed. The first is an increase to the size of the existing basin at the northeast corner of the site and the second is the construction of a new basin in the southwest corner of the site. The proposed modifications are anticipated to accommodate runoff from the areas that were disturbed in 2001 as well as with the current proposal. The second key component is parking, which is discussed below.

Traffic & Parking Issues

As required, the Petitioner provided a Traffic and Parking study prepared by Eriksson Engineering. The study assessed the existing roadway system characteristics and proposed site characteristics. With regard to the proposed Parish Center, the traffic study concludes that the additional construction will not increase the trip generation or parking demand at St. Edna's as the proposed Parish Center will not be used at the same time as other major church functions. Additionally, Eriksson Engineering prepared a parking survey of the existing parking lot and the lot across Arlington Heights Road (Futabakai School) which is used by the Church on a Sunday from 9 AM – Noon and a Tuesday from 4 PM – 6 PM. It should be noted that the hours of the Sunday counts included the two heaviest attended services, historically. The Peak Parking Demand was at 10:15 AM on Sunday, with a total of 309 parking stalls occupied, 11 of which were at the Futabakai School across Arlington Heights Road. The Study also noted that the Church currently hires the Police Department to direct traffic at all Sunday morning services.

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 similar projects. Please refer to the following table, which outlines the parking requirements for the building, including the new addition.

Building				
Church	Nave	996 Seats	1 spaces/5 seats	199 spaces
	Choir	35 Seats	1 spaces/5 seats	7 spaces
	Narthex	130 Seats	1 spaces/5 seats	26 spaces
	Community Room	990 SF	30% of occupancy	20 spaces
Doherty	Multi-Purpose Rooms	5,342 SF	30% of occupancy	107 spaces
	Office	750 SF	1 space/ 300 SF	3 spaces
Hurley	Multi-Purpose Rooms	2,020 SF	30% of occupancy	40 spaces
	Office	3,750 SF	1 space/ 300 SF	13 spaces
	Youth Room	2,225 SF	30% of occupancy	44 spaces
Parish Center	Multi-Purpose Rooms	5,295 SF	30% of occupancy	106 spaces
	Platform	1,229 SF	30% of occupancy	25 spaces
TOTAL REQUIRED				590 spaces
TOTAL PROVIDED				362 spaces
SURPLUS (DEFICIT)				(228 Spaces)

Since the proposal includes 362 parking spaces where 590 are required, the following variation is required:

- **A variation from Chapter 28, Section 11.4, Schedule of Required Parking, to allow a reduction to the minimum number of required parking stalls from 590 to 362 spaces.**

The Staff Development Committee has reviewed the proposed variation and the Petitioner's response to the hardship criteria (as provided in the Plan Commission packet) and is supportive of the variation for the following reasons:

i. The Petitioner has provided a traffic and parking study that indicates a peak demand of 309 parking stalls needed on site. This count was taken in the fall which, according to the Church, is the heaviest attended season.
ii. The Church has provided historical mass attendance numbers, taken since 1986. The average attendance has fluctuated from year to year, but average weekend mass attendance numbers over the past 6 years has been roughly 2,600 where the average attendance from the prior 6 years was 2,852 and the 6 years prior to that was 3,184. This shows a downward trend in attendance.
iii. The Church has been utilizing the District 25 parking lot across Arlington Heights Road for parking, if needed, however there is no formal agreement at this time. It should be noted that a condition of the PUD from 2001 was that "The petitioner shall continue to pursue a perpetual shared parking agreement with the property owner of the facility located directly across from the petitioner on the west side of Arlington Heights Road." This condition is still applicable; however, based on actual parking demand data, off-site parking is not necessary at this time.
iv. The way in which parking has been calculated is based on full use of the facility at the same time. However, the Church has indicated that they will not run two large-scale programs at the same time (e.g. a church service and a parish breakfast). The Petitioner has indicated that these functions are for the parishioners and would not program events so the parishioner would need to choose between two events. However, the following condition is recommended, in the event the Church attendance does grow or parking becomes an issue in the area: "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 additional parking or other parking accommodations located elsewhere on site." This condition is consistent with conditions placed on other similar uses.
v. The current service times on Sunday have been modified since the last renovation in 2002. The Church has since changed their schedule to allow two hours between each mass start time, eliminating overlap in the parking lot.
vi. The neighbors that have properties adjacent to the Church property have indicated a desire to keep as much green space as possible.
vii. A minimal parking lot expansion has also resulted in the preservation of additional mature trees on site.

It should be noted that the Petitioner is proposing parking lot lighting in the new parking lot. The Petitioner has indicated that the proposed photometrics will meet the Village's standards. A photometric plan has been provided which indicated a level 0 spillover onto the adjacent properties from the new lights.

Building Related Issues

The proposed Parish Center has been reviewed positively by the Design Commission. The Parish Center will incorporate the same architectural style and building elements that are used on the existing structure, though it will be constructed of pre-cast panels with a thin brick veneer at the base. An accent band is proposed on the west elevation that ties the architecture in nicely with the St. Edna's logo. The Petitioner has taken care to utilize the existing varying topography of the terrain and is building the structure into the existing terrain. The height of the structure from the finished elevation is 25'8" as measured to the highest wall, with a parapet peak of an additional 5 feet, which is visible from Arlington Heights Road and adds to the perceived height of the building. However, from the east, the building will have an appearance of 22'-8", as it has been built 3 feet into the existing hill.

Landscape & Tree Preservation Related Issues

The site is currently developed with a parking lot that contains all of the required trees in the landscape island. The Petitioner has provided an existing tree survey that identifies at least 55 trees on site, not including the trees located within the existing landscape islands. Of those trees, 6 are proposed to be removed, all as a result of grading in the detention areas or construction occurring around the proposed Parish Center. Two of the trees are Ash trees. The remaining trees require a replacement value of 17 trees. The proposed landscape plan provides the incorporation of 40 new trees (shade, evergreen and ornamental). The majority of the proposed trees are scattered throughout the northeast corner of the site, surrounding the proposed Parish Center, parking lot and detention basin. Foundation landscaping is also proposed around the north and west elevations of the building.

Three HVAC units are proposed in conjunction with the proposed addition. One will be located along the north elevation and recessed from the surrounding grade to meet the finished floor level. The other two are proposed at the northeast and southeast corners of the building. They will be screened by a 5'3" cedar board on board fence with a combination of 6' and 24" tall landscaping surrounding. It should be noted that a resident commented on the noise of the existing HVAC units at the

neighborhood meeting. In the round 2 response letter, the Petitioner has provided an explanation that the proposed HVAC units should be quieter than the existing units and the proposed screening should be adequate.

Finally, the proposed parking lot will be screened on the north and east by a densely planted row of 36" Yews, and other ornamental shrubs such as forsythia and knockout roses and 6-8' tall evergreen trees. In addition, there are trees that are proposed along the north property line and toward the east side of the proposed parking lot. It should be noted that in 2001, there was a resident Petition presented to the Village asking that the Petitioner not be required to install a fence and/or dense landscaping along the perimeter of the property as what was required by Code. At this time, it is our opinion that the proposed conditions of the previously approved plan have not changed and therefore additional landscaping is not being required. The proposed landscaping, in addition to the proposed 8' tall evergreens along the north and east sides of the property, will provide a nice screen from the adjacent properties.

RECOMMENDATIONS:

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

1. Amendment to PUD Ordinance 02-005 to allow the construction of a parish center and other interior improvements.
2. A variation from Chapter 28, Section 11.4, Schedule of Required Parking, to allow a reduction to the minimum number of required parking stalls from 590 to 362 spaces.

This approval shall be subject to the following conditions:

1. Compliance with the October 22, 2013 Design Commission Motion.
2. 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 additional parking or other parking accommodations located elsewhere on site.
3. The Petitioner shall comply with all Federal, State, and Village codes, regulations, and policies.

November 7, 2013

Charles Witherington-Perkins, AICP
Director of Planning & Community Development

C: William C. Dixon, Village Manager
Bill Enright, Deputy Director of Planning & Community Development
All Department Heads