

STAFF DEVELOPMENT COMMITTEE REPORT

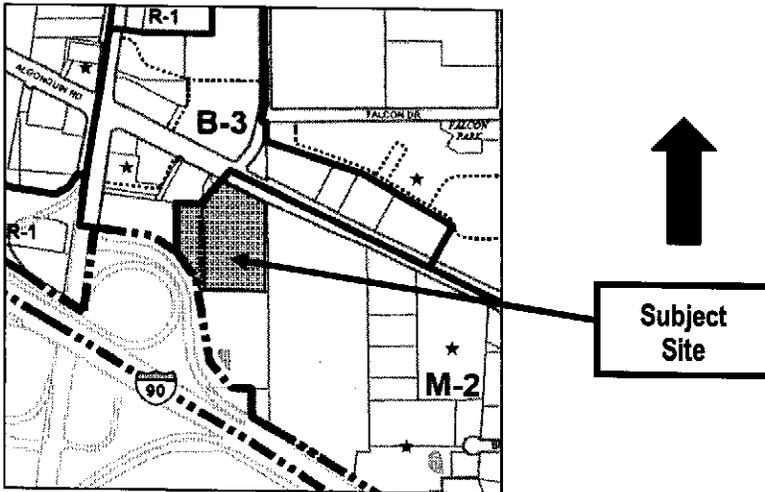
To: Plan Commission
 Prepared By: Matthew S. Dabrowski, Development Planner
 Meeting Date: May 8, 2013
 Date Prepared: May 3, 2013
 Project Title: Xilin Adult Day Care Facility
 Address: 145 E. Algonquin Road

BACKGROUND INFORMATION

Petitioner: Linda Yang
 Address: Xilin Associates
 1163 E. Ogden Avenue, Suite 301
 Naperville, Illinois 60540
 Existing Zoning: M-2, Limited Heavy Manufacturing District

Requested Action:

- A Land Use Variation to allow a 13,012 square foot adult day care facility in an M-2, Limited Heavy Manufacturing District.



Surrounding Zoning

	Zoning	Use	Comprehensive Plan
North	B-3, General Service, Wholesale, and Motor Vehicle	Mitsuwa	Commercial
South	M-2, Limited Heavy Manufacturing	Daily Herald	R&D, Mfg, Warehouse
East	M-2, Limited Heavy Manufacturing	Light industrial/office building	R&D, Mfg, Warehouse
West	B-3, General Service, Wholesale, and Motor Vehicle	Applebee's	Commercial

Background

The subject site is 6.25 acres (272,396 square feet) and there is an existing one-story, light industrial office building that is 71,300 square feet and divided into three tenant spaces. The northern two thirds of the building (125 and 135 E. Algonquin Road) is mostly occupied by office related uses, while the southern third (145 E. Algonquin Road) is entirely vacant. The existing parking, which is located along the south and west building elevations as well as on the west side the private access drive, has a total of 279 parking stalls. Access to the site is via one driveway along Algonquin Road and two driveways along the private drive that is located along the west property line and serves both the subject site and the Daily Herald to the south.

The proposed action, if approved would allow Xilin Associates to acquire and convert a 13,012 square foot vacant tenant space at the southwest corner of the building (145 E. Algonquin) into an adult day care facility. Xilin Associates is a not for profit organization that is located in Naperville, Illinois and works with various Human Services departments and organizations (i.e. Catholic Charities) for financial assistance and program enrollment. Xilin is leasing the Naperville facility and therefore pays property tax as part of their lease agreement. Although the Arlington Heights facility will be owned by Xilin, they are not requesting property tax exemption

status at this time. If Xilin elects to pursue property tax exemption status in the future, Staff does not see this to be a significant issue as: i) the size of the tenant space is only 13,012 square feet, ii) it would bring activity to a tenant space that has been vacant for nearly 6 years, and iii) could generate other tax revenues (food and beverage and retail sales tax) as Xilin plans to cater from local restaurants and take seniors to shop at local stores.

Pursuant to the business summary, 98% of the enrolled adults are supported by human service organizations, while the remaining 2% are self paid. The facility is expected to have a maximum enrollment of 100 adults who can not remain home alone during the day due to a physical, social, and/or mental impairment. Although the business plan focuses primarily on the Asian community, the proposed facility will be open to the general public. A maximum of 30 employees (17 day care + 6 administrative + 6 van drivers + 1 nurse) are anticipated to be on site during the day care operation. A registered nurse will be available to monitor and provide assistance to seniors. The nurse will not administer any medication as said seniors are capable of doing that function themselves. The hours of operation are Monday through Friday from 7:00 AM to 6:00 PM. The Petitioner has also provided a schedule of monthly activities (see attached) which includes exercise sessions, bingo, shopping, Karaoke, English class, and a variety of other miscellaneous functions.

In addition to the day care component, the Petitioner is planning to have occasional Saturday hours for care-giver/employee training workshops, which has a maximum average attendance of 40 people between the hours of 9:00 AM and 2:00 PM. Moreover, dance classes will be scheduled three days a week (Monday, Wednesday, and Saturday) between 6:00 PM and 9:00 PM and on Saturday from 9:00 AM to 2:00 PM. These classes are for all age groups and are open to the general public for an enrollment fee. A maximum of 15 students and two instructors are anticipated per session. The aforementioned components do not require any zoning approval as the employee seminars/training workshops are ancillary to the day care, while the dance class is considered a commercial school, which is not allowed within the underlying M-2 district and would therefore need a land use variation.

Xilin is also anticipating a future Phase 2 that would include other programs for all age groups, such as Asian-English classes, art and crafts, and community health service programs. These functions would require the Petitioner to obtain additional floor area as well as go through a separate zoning process.

Zoning and Comprehensive Plan

According to the Permitted Use Table outlined in the Village's Zoning Ordinance, an adult day care facility is not allowed within the underlying M-2 district and would therefore need Plan Commission review and Village Board approval of a Land Use Variation. A written justification to the following hardship criteria has been provided by the property owner (see attached).

- **The property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by the regulations of that 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 proposed request meets the land use variation criteria for the following reasons. One, the tenant space in question has been vacant since 2007 and the building as a whole (including 125 though 145 E. Algonquin Road) is currently 49% vacant. Numerous attempts have been made by the property owner's leasing agent to re-tenant the vacant tenant space with businesses allowed within the underlying zoning district. Two, although the proposed request is inconsistent with the Village's Comprehensive Plan, which designates the subject site as Research Development, Manufacturing and Light Manufacturing; the proposed land use is compatible with the surrounding land uses, which include office buildings, multi-tenant commercial shopping centers, restaurants, automobile service stations, and single family/multi-family homes. Three, the subject site is at the edge of the M-2 district and is a good transition for the commercial uses to the north and west. Lastly, there is sufficient parking on site to accommodate the proposed land use and said use will not have a significant impact to the surrounding roadway network.

Building, Site and Landscape Related Issues

A fully dimensioned and to scale floor plan has been provided and the Petitioner has agreed to comply with all applicable accessibility, building, health and life safety code requirements. With respect to the kitchen facility, the Petitioner is not proposing any cooking equipment, as all food products will be catered to the site from surrounding restaurants. Xilin is not proposing any exterior changes therefore Design Commission review is not necessary. Furthermore, a site inspection was conducted by Staff and the existing landscaping is in substantial compliance with Village code.

Traffic & Parking Issues

According to Village Code, a Land Use Variation request adjacent to a major arterial such as Algonquin Road must provide a detailed traffic and parking study from a Certified Traffic Engineer. This study, which was prepared by Gewalt-Hamilton assessed access, on-site circulation, trip generation, trip distribution, pick-up and drop-off operations and impacts to the surrounding streets.

Trip Generation

Pursuant to the traffic study the projected number of trips coming to and leaving the proposed Xilin day care facility during the weekday morning peak hour (7:15 AM to 8:15 AM) is 25 trips (inbound = 20 + outbound = 5), while the weekday evening peak hour (4:30 PM to 5:30 PM) is 15 trips (inbound = 5 = outbound = 10). Gewalt-Hamilton used observed counts taken from Xilin's Naperville facility to determine the trip generation rates as; i) there are no ITE (Institute for Transportation Engineers) standards for adult day care and ii) the ITE standard for traditional day care, which would amount to 160 trips generated, is not a comparable assessment as most child day care facilities do not offer a shuttle service and a majority of parents drop off and pick up their children.

By way of comparison, a professional or medical office use occupying the same tenant space would generate up to 15 trips more, during the weekday morning peak hour and up to 75 trips more during the weekday evening peak hour (see Table 1) than the proposed day care. Staff concurs with the Gewalt Hamilton assessment that the anticipated peak hour traffic volume will have a minimal impact to the surrounding roadway network as the signalized driveway will continue to operate at a Level of Service (LOS) of E or better for northbound leg of the intersection, while all other movements will continue to operate at a LOS of B or better.

Table 1: Trip Generation Analysis

	Weekday Morning Peak Hour (7:15 AM to 8:15 AM)			Weekday Evening Peak Hour (4:30 PM to 5:30 PM)		
	Inbound	Outbound	Total	Inbound	Outbound	Total
Xilin	20	5	25	5	10	15
Professional	35	5	40	15	75	90
Medical	25	5	30	15	35	50

Parking

As shown in Table 2, Xilin requires 45 parking spaces, while the rest of the office building requires 194 spaces for a combined total of 239 spaces. As previously mentioned, the site has a total of 279 parking stalls, thereby resulting in a parking code surplus of 40 parking spaces.

Table 2: Parking Code Analysis

Use	Square Footage/ Employees	Parking Ratio	Required Parking
Xilin Day Care	13,012 SF/ 30 Employees	3 spaces / 2 employees	45
Programmers Investment	26,226 SF	1 space / 300 SF	87
AXA Advisors	2,020 SF	1 space / 300 SF	7
Thin Fast	6,266 SF	1 space / 300 SF	21
Vacant	23,776 SF	1 space / 300 SF	79
Total Required			239
Total Provided			279
Surplus / (Deficit)			40

The study also analyzed the required parking based on when adults are dropped off and picked up. Although the facility has a maximum enrollment of 100 seniors, they do not arrive or depart the facility at the same time. Drop off operations occur mainly between 7:00 AM and 9:00 AM, while pick up operations occur between 4:00 PM and 6:00 PM. The Xilin facility in Naperville has 100 seniors enrolled in its day care program and they use private passenger vans to pick up and drop off approximately 98% of the seniors from their homes, while the remaining 2% are dropped off and picked up by relatives. This approach will be used at the proposed Arlington Heights facility, in which 6, 12 to 15 person passenger vans will be employed. Based upon the observed counts, which consisted mostly of staff, the morning peak hour parking demand occurred at 9:00 AM in which 32 parking spaces were occupied, while the afternoon peak hour parking demand occurred at 4:00 PM and 5:00 PM in which 30 spaces were occupied.

As shown in Table 3, the observed and projected number of parking spaces for the subject site was 141 spaces during the morning drop off and 132 spaces during the afternoon pick up. When combined with the anticipated parking for Xilin, a total parking demand of 173 spaces are anticipated during the morning peak hour, thereby resulting in a surplus of 106 parking stalls. Similarly, a total parking demand of 162 parking spaces are anticipated during the afternoon peak hour, thereby resulting in a surplus of 117 parking stalls.

Table 3: Projected Parking Demand Analysis with Shuttle Service

Time	Xilin	Observed Counts at Subject Site	Projected Vacant Office Space	Total Demand	Total Supply	Surplus / (Deficit)
Drop Off (9:00 AM)	32 spaces	62 spaces	79 spaces	173 spaces	279 spaces	106 spaces
Pick Up (4:00 PM)	30 spaces	53 spaces	79 spaces	162 spaces	279 spaces	117 spaces

Gewalt-Hamilton also analyzed parking based upon no shuttle serve being provided. Under this model, the total day care enrollment would be divided among two peak hours during the morning drop off and afternoon pick-up. A total parking demand of 82 spaces are anticipated during the morning peak hour (9:00 AM), while a total parking demand of 80 spaces are anticipated during the afternoon peak hour (4:00 PM and 5:00 PM). When combined with the observed and projected parking demand of the existing and future office users within the building, a total parking demand of 223 spaces are anticipated during the morning peak hour, thereby resulting in a surplus 56 spaces. Similarly, a total parking demand of 212 spaces are anticipated during the afternoon peak hour, thereby resulting in a surplus of 67 spaces (see Table 4).

Table 4: Projected Parking Demand Analysis with no Shuttle Service

Time	Xilin	Observed Counts at Subject Site	Projected Vacant Office Space	Total Demand	Total Provided	Surplus / (Deficit)
Drop Off (9:00 AM)	82 spaces	62 spaces	79 spaces	223 spaces	279 spaces	56 spaces
Pick Up (4:00 PM)	80 spaces	53 spaces	79 spaces	212 spaces	279 spaces	67 spaces

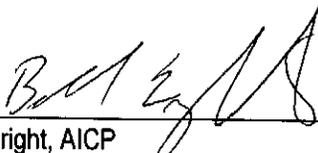
Lastly, the parking analysis evaluated the evening dance classes. These classes do not conflict or overlap with the day care operations and a total demand of 33 parking stalls are anticipated. When combined with the observed and projected number of parking stalls for the rest of the office building, a total demand of 139 spaces are anticipated, thereby resulting in a surplus of 140 parking stalls.

Based on this information the Staff Development Committee concurs with the Petitioner that there is sufficient parking on site to accommodate the proposed use.

RECOMMENDATION

The Staff Development Committee reviewed the proposed request and recommends **approval** of a Land Use Variation to allow an adult day care facility in an M-2, Limited Heavy Manufacturing District located at 145 E. Algonquin Road. This approval shall be subject to the following conditions:

1. If in the future Xilin sells the adult day care operation to another operator, the new operator must be in substantial compliance with the terms and conditions of the approved ordinance.
2. The Petitioner shall comply with all Federal, State, and Village codes, regulations and policies.



May 3, 2013

Bill Enright, AICP
 Deputy Director of Planning and Community Development

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