

VILLAGE OF LOMBARD
REQUEST FOR BOARD OF TRUSTEES ACTION
For Inclusion on Board Agenda


☐ Resolution or Ordinance (Blue) ☐ Waiver of First Requested
☒ Recommendations of Boards, Commissions & Committees (Green)
☐ Other Business (Pink)

TO : PRESIDENT AND BOARD OF TRUSTEES

FROM: Scott R. Niehaus, Village Manager

DATE : February 27, 2024 **(BOT) Date:** March 7, 2024

SUBJECT: PC 24-04: 1920 S. Highland Avenue – Carriers of Light School

SUBMITTED BY: William J. Heniff, Director of Community Development 

BACKGROUND/POLICY IMPLICATIONS:

Your Plan Commission transmits for your consideration its recommendation regarding the above-referenced petition.

The petitioner requests that the Village approve a conditional use pursuant to Section 155.412(C)(18) of the Lombard Village Code to allow for a school, private, full-time: elementary, middle, and high, to operate on the subject property located within the O Office District.

The Plan Commission recommended approval of this petition by a vote of 4-0. Please place this petition on the March 7, 2024, Village Board of Trustees agenda for a first reading.

Fiscal Impact/Funding Source:


Review (as necessary)

Finance Director _____ Date _____
Village Manager _____ Date _____



MEMORANDUM

TO: Scott R. Niehaus, Village Manager

FROM: William J. Heniff, AICP, Director of Community Development 

MEETING DATE: March 7, 2024

SUBJECT: **PC 24-04: 1920 S. Highland Avenue – Carriers of Light school**

Please find the following items for Village Board consideration as part of the March 7, 2024, Village Board meeting:

1. Plan Commission referral letter
2. IDRC report for PC 24-04
3. An Ordinance granting a conditional use pursuant to Section 155.412(C)(18) of the Lombard Village Code to allow for a private K-8 school to operate on the subject property located within the O Office District

The Plan Commission recommended approval of this petition by a vote of 4-0. Please place this petition on the March 7, 2024, Village Board of Trustees agenda for a first reading.



VILLAGE OF LOMBARD

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March 7, 2024

Village President

Keith T. Giagnorio

Village Clerk

Liz Brezinski

Trustees

Brian LaVaque, Dist. 1
Anthony Puccio, Dist. 2
Bernie Dudek, Dist. 3
Andrew Honig, Dist. 4
Dan Militello, Dist. 5
Bob Bachner, Dist. 6

Village Manager

Scott R. Niehaus

"Our shared Vision for Lombard is a community of excellence exemplified by its government working together with residents and businesses to create a distinctive sense of spirit and an outstanding quality of life."

"The Mission of the Village of Lombard is to provide superior and responsive governmental services to the people of Lombard."

Mr. Keith T. Giagnorio,
Village President, and
Board of Trustees
Village of Lombard

Subject: PC 24-04: 1920 S. Highland Avenue

Dear President and Trustees:

Your Plan Commission transmits for your consideration its recommendation regarding the above-referenced petition.

The petitioner requests that the Village approve a conditional use pursuant to Section 155.412(C)(18) of the Lombard Village Code to allow for a school, private, full-time: elementary, middle and high, to operate on the subject property located within the O Office District.

After due notice and as required by law, the Plan Commission conducted a public hearing for this petition on February 19, 2024. Sworn in to present the petition was Anna Papke, Planning and Zoning Manager, William Heniff, Community Development Director, and Omar Ashrafi, school board member of Carriers of Light, representing the petitioner.

Chairperson Giuliano read the Plan Commission procedures and asked if anyone other than the petitioner intended to cross examine and, hearing none, she proceeded with the petition.

Mr. Ashrafi presented the petition. He said Carriers of Light is a private K-6 school, with plans to expand to include seventh and eighth grades. He said the school is currently operating at a location on Taft Avenue in Wheaton but has outgrown the building and is seeking a larger building. They propose to locate at 1920 S. Highland Avenue, a 53,000 square foot office building. Mr. Ashrafi said the school will convert the entire building to school space. The parking lot will be reconfigured to add outdoor recreation space. There will be no change to the building footprint and a net gain in open space.

Mr. Ashrafi said current enrollment is 130 students. The maximum student population projected for the subject property is 414 students, with 44 faculty.

Mr. Ashrafi reviewed the operations of the current site in Wheaton. He noted there is a lack of space for one-on-one instruction, administrative facilities, outdoor space. He described pick-up and drop-off operations at the Wheaton location and noted some of the solutions they have implemented to address traffic and circulation concerns. He explained that occasionally there has been queuing of vehicles off-site at the current location, but that this would not occur at 1920 S. Highland. The petitioner has designed the parking lot stacking and queuing plan to ensure traffic does not spill over onto adjacent roadways or properties. Mr. Ashrafi noted currently the school dismisses all students at the same time. As enrollment grows in the future, the school would have the opportunity to stagger dismissals to address queuing. He also noted that the parking arrangement at the Wheaton site is not ideal.

Mr. Ashrafi presented the proposed plans for 1920 S. Highland. He noted that the school places a high priority on being respectful to neighbors and the proposed site plan reflects this priority. Mr. Ashrafi said the plan is designed to accommodate enough parking for the school at full enrollment. He showed the pickup demand forecast which is part of the petitioner's submittal to the Plan Commission. The peak pick-up queue observed on the current site with 130 students enrolled is 30 vehicles. At a future enrollment of 260 students, the peak queue is estimated at 60 vehicles. At peak enrollment of 414 students, they would expect to see 96 vehicles at peak queue in a single-dismissal scenario, and 58 vehicles at peak queue in a dual-dismissal scenario.

Mr. Ashrafi described the local roadway network and the intersection at Highland and 20th Street. He described the proposed arrival and departure patterns and said the school administration would try to limit the amount of traffic impacting key intersections and would try to direct traffic to use arterial roads as opposed to neighborhood streets. Mr. Ashrafi said the petitioner is amenable to working with neighbors and the police department on traffic pattern alterations as needed.

Mr. Ashrafi said outdoor recreation areas and pick-up/drop-off areas are located on the south side of the building, away from the adjacent building at 1910 S. Highland. He described the on-site queuing pattern and said there is room for more than 60 vehicles to queue in the parking lot. He said the plan intentionally directs traffic away from the building at 1910 S. Highland. He described the operational procedures for managing the queue and carpools.

Mr. Ashrafi said the petitioner will heavily screen the west property line and install landscaping along the south side of the parking lot. He described how various parking spaces will likely be used, though he said they do not intend to formally reserve parking spaces for particular uses. He said that off-hours activities involving the full school and parents will likely occur during evenings or weekends to avoid parking conflicts with neighbors.

Mr. Ashrafi showed some example images of office-to-school conversions. He showed proposed floor plans and described how the space inside the building will be used. He noted that the school would be a less intense use than the office building at full occupancy.

Chairperson Giuliano asked if any person would like to cross examine or speak in favor or against this petition, or for public comment.

Marla Fronczak, the CEO of AgeGuide, addressed the Plan Commission. Ms. Fronczak said AgeGuide is the primary tenant of the 1910 S. Highland office building. She was concerned the school will cause traffic congestion. She said the two buildings share a driveway from Highland. She was concerned about safety on Highland Avenue, and noted that the Highland and 20th Street intersection can be busy. She said the two buildings share a parking lot and there could be congestion with the number of people coming to 1920 S. Highland to pick up or drop off students plus the teachers and staff that would be coming to the site.

Chairperson Giuliano asked if the petitioner had any response to Ms. Fronczak's comments. Mr. Ashrafi said he appreciated Ms. Fronczak's comments and concerns. He said that after receiving a copy of Ms. Fronczak's comments earlier, he had made sure to spend time during his presentation describing the traffic patterns on site. He emphasized that the bulk of the traffic associated with the school will be on the southwest side of the 1920 building, away from the 1910 building. He agreed with Ms. Fronczak that the Highland and 20th Street intersection is challenging because it does not have a dedicated left turn lane. He said that if IDOT wanted to look at the possibility of adding a left turn lane in the future, the school would be supportive of that initiative. He said he believed the traffic pattern the school has proposed will ameliorate many of the concerns regarding impacts to 1910 S. Highland.

Chairperson Guiliano asked if there were any additional public comments. Mir Ali, president of Carriers of Light, addressed the Plan Commission. He said that the school has developed a vision over the last 10 years that is community minded. He said a DuPage County organization that is located near the school's location in Wheaton had submitted a letter in support of the petition. He said the school has worked with neighbors near the Wheaton location to minimize impacts. He said the school will continue to work with neighbors in the proposed location on Highland, and noted the school is concerned with safety for students, parents, and the neighborhood generally.

Chairperson Guiliano asked if there were any questions for Mr. Ali or additional public comments. Mike Pontarelli with Bradford Allen addressed the Plan Commission. Mr. Pontarelli said he manages the building at 1920 S. Highland on behalf of the property owner. He said the Carriers of Light representatives had been very thorough and transparent with the current owners during the process. Mr. Pontarelli said that he manages a portfolio of office buildings in the Chicago area. In his experience, office buildings have a much less predictable traffic and parking pattern than a school. He said this is because schools manage traffic to ensure student safety. He believed that the school would be a good neighbor to surrounding properties. He said this is a good use for the property, particularly given the challenging market for office buildings. He believed that over time, the tenants at 1910 will find the school to be a good neighbor.

Chairperson Guiliano asked if there were any questions for Pontarelli or additional public comments. Commissioner Verson asked if Mr. Pontarelli foresaw any issues arising if the parking lot at 1920 S. Highland is occupied with school traffic. Mr. Pontarelli said no. He said that post-pandemic, the office buildings he sees are generally at 50-60% utilization rate, so there is not a lot

of concern with availability of parking. He said he had managed both buildings since 2015, and had only had one issue, which was the result of a specific tenant that had since left the building.

Chairperson Giuliano asked if there were any additional public comments. Ms. Fronczak addressed the Plan Commission. She said that the building owners had built a training room that sometimes is used for outside groups, and that could bring additional traffic to the property at 1910 S. Highland. She was also concerned about the possibility of the school enrollment increasing over time. She said there are other businesses on Highland Avenue that could be impacted, particularly if there is any queuing on Highland Avenue. She commended the alternate use of an office building but she did not think the subject property was a suitable location for a school.

Chairperson Giuliano asked if there were any questions for Ms. Fronczak or if the petitioner wanted to respond. Mr. Ashrafi said the plan had been designed so there would be no queuing or stacking on Highland Avenue. He described how cars from Highland Avenue would turn into the school's parking lot immediately after turning into the shared driveway. He noted that the queue plan would accommodate twice the maximum queue size that has been observed at current enrollment. He said the proposed plan for the school intentionally routes traffic away from the 1910 building in order to minimize impacts to the neighboring property.

Chairperson Giuliano asked if any person would like to cross examine or speak in favor or against this petition, or for public comment. Hearing none, she asked for the staff report.

Ms. Papke presented the staff report, which was submitted to the public record in its entirety. The subject property is improved with a three-story office building. The petitioner proposes convert the office building into a K-8 private school. Planned exterior improvements include reconfiguring the parking lot to add outdoor recreational space for students and adding stacking and queuing lanes for student drop-off and pick-up. The property is in the O Office District, where schools are conditional uses. The petitioner requests approval of a conditional use for a school on the subject property. No additional zoning entitlements are requested.

Staff has reviewed the submitted plans and finds the petition is consistent with the standards for conditional uses. The Highland Avenue corridor is developed with a mixture of office buildings, religious institutions, and governmental uses. Single-family residential uses are located west of the site. Schools within the Village are located in a variety of zoning districts and are commonly adjacent to residential or commercial land uses. The proposed school is generally compatible with other land uses adjacent to the subject property.

The petitioner has proposed modifications to the parking lot to address student recreational needs and to provide an area for student drop-off and pick-up. The parking lot area immediately south of the office building will be developed with an outdoor recreation area including playground equipment and a playfield. The parking lot south of the recreation area will be restriped to four queuing lanes to accommodate vehicles bringing students to and from school. Vehicles will queue on the south side of the building with student loading on the west side of the building. The modified parking lot will provide 100 parking spaces; Village Code requires 52 spaces.

KLOA, the Village's traffic consultant, reviewed the proposed parking lot changes and queuing plan and compared existing operations to current and projected student enrollment. KLOA found that the current student enrollment of 130 students generates a maximum queue of 31 vehicles. The proposed stacking area at the subject property could accommodate between 66 and 72 vehicles. Based on these observations, KLOA concludes the parking lot can accommodate up to twice the number of students currently enrolled, or 260 students. The petitioner's maximum student design capacity is 414 students. Based on existing information, KLOA expects 414 students could result in vehicle queues that exceed on-site capacity for stacking. They recommend a follow-up study and evaluation be conducted once student enrollment reaches 260. The study will allow for additional data gathering and for recommendations to be made to stagger dismissal times and otherwise manage the vehicle queue. Should the Plan Commission recommend approval of the petition, staff recommends a condition of approval requiring the follow-up study to occur once enrollment reaches 260 students.

KLOA also looked at parking demand and projects the on-site parking will meet the needs of a school with a student population of up to 260 students. KLOA also recommends the follow-up study address parking requirements once enrollment reaches 260 students.

With respect to traffic on the local roadway network, KLOA finds that a school with 130 students will generate a similar level of traffic as the office building at full capacity. At double the current enrollment, the school will generate more traffic in the morning and afternoon peak hours, but less traffic in the evening peak hour than the office building. KLOA finds that the roadway network is sufficient to carry traffic generated by the school. Ms. Papke noted that Javier Millan, of KLOA, was present at the meeting to answer more detailed questions on the traffic study if needed.

Ms. Papke noted that while the public notice reflects the Zoning Ordinance in that it consolidates elementary, middle, and high schools under one use, the petitioner's materials reflect a K-8 school, not a high school. Therefore, the petition was evaluated by staff as a K-8 school. Should the petition be approved, it would be tied to the submitted plans. If at a future date the petitioner wanted to add a high school component, staff would consider that to be a change to the terms of the conditional use, and the petitioner would need to seek an amendment of the conditional use through the Plan Commission public hearing process.

Staff found the petition met the standards for conditional uses and recommended approval of the petition subject to the conditions noted in the staff report.

Ms. Papke said that staff received two letters with public comment after Plan Commission packets were distributed. These letters had been placed at the Plan Commissioner's places on the dais. One was from Ms. Fronczak at AgeGuide. Ms. Fronczak had spoken and offered her comments at the meeting. Ms. Papke read the second letter, from H.O.M.E. DuPage, into the public record.

Chairperson Giuliano asked if there were any questions or comments on the staff report. Hearing none, she opened the meeting to comments from the commissioners.

Commissioner Sweetser asked if there could be conflicts between traffic turning into the site from Highland and immediately turning south into the school parking lot and traffic trying to leave the site onto Highland Avenue. Were there any traffic controls that would be used in this case?

Javier Millan of KLOA said that normally you want inbound traffic to flow freely. He said one solution would be to stop outbound traffic to make sure it does not block incoming traffic. Mr. Millan did not think this would be necessary at current enrollment of 130 students or double enrollment of 260 students. He said there could be an issue at higher enrollment levels, which is why KLOA is recommending a follow-up study after enrollment reaches 260 students. Mr. Millan said that he had observed the petitioner's traffic queuing operations on several occasions, and they did a very good job. One thing that could be done if there is an issue with inbound and outbound traffic would be to have an attendant managing that portion of the queuing operation.

Commissioner Johnston asked how long drop-off and pick-up periods last. Mr. Ashrafi said the morning drop-off period is about 20 minutes. The afternoon pick-up period is also about 20 minutes under the one-dismissal scenario. This would change if the school introduces additional dismissal times. Mr. Ashrafi noted there would be parking available for parents to park and walk in to pick up children.

Commissioner Johnston asked if there would be attendants in the parking lot during the drop-off and pick-up periods. Mr. Ashrafi said the school has attendants at the current location. They anticipate needing to increase the number of attendants at the subject property given the larger parking lot.

Mr. Johnston asked if there was striping or cones that would separate queue lanes. Mr. Ashrafi described the proposed striping for the parking lot.

Mr. Johnston asked if the petitioner was concerned they would not be able to modify the queuing when the school reaches maximum enrollment in a way that minimizes impacts to the neighborhood. Mr. Ashrafi said he believes the school will be able to operate at full enrollment without impacting the neighborhood. The school will do the study recommended by KLOA when the student population reaches 260. He said the proposed queuing plan is based on observations of similar schools and experience at the existing Carriers of Light location.

Chairperson Giuliano asked how quickly the petitioner expects the student population to double. Mr. Ashrafi projected it will take three to five years to reach maximum enrollment. If the school occupies the building in 2025, he would expect to reach 260 students and conduct the follow-up study in 2027 or 2028. Maximum enrollment is projected in 2029.

On a motion by Commissioner Verson, and a second by Commissioner Johnston, the Plan Commission voted 4-0 to recommend that the Village Board approve the petition associated with PC 24-04 subject to the six (6) conditions in the staff report:

1. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;

2. That the petitioner shall develop the site in accordance with the plans submitted as part of this petition and referenced in the Inter-Departmental Review Committee Report, except as they may be changed to conform to Village Code;
3. That upon reaching a student enrollment of greater than 260 students, a follow-up study and evaluation of the drop-off/pick-up operations and parking needs on the subject property shall be conducted. Such study shall be conducted per the recommendations of the KLOA evaluation dated February 9, 2024, and made a part of this report. The petitioner or the petitioner's successor shall reimburse the Village for costs associated with the follow-up study;
4. That no vehicle stopping, standing, stacking, or queuing shall be permitted on Highland Avenue, 20th Street, or adjacent properties;
5. That the petitioner shall apply for and receive building permits for the proposed improvements; and
6. This approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

Respectfully,

VILLAGE OF LOMBARD

Leigh Giuliano, Chairperson
Lombard Plan Commission

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

1920 S. HIGHLAND AVENUE

February 19, 2024

Title

PC 24-04

Petitioner

Carriers of Light
1607 Taft Avenue
Wheaton, IL 60189

Property Owner

IHP Highland LLC
c/o Bradford Allen Investment
Advisors
300 S. Wacker Dr., Suite 3500
Chicago, IL 60606

Property Location

1920 S. Highland Avenue
PIN: 06-20-301-031

Zoning

O – Office District

Existing Land Use

Office building

Comprehensive Plan

Office

Approval Sought

Approval of a conditional use to allow
a K-8 private school in the Office
District.

Prepared By

Anna Papke, AICP
Planning and Zoning Manager



LOCATION MAP

PROJECT DESCRIPTION

The petitioner is the contract purchaser of the property at 1920 S. Highland Avenue, which is developed with a three-story office building. The petitioner proposes to convert the building into a private school for K-8 students. Planned exterior improvements include reconfiguring the parking lot to add an outdoor recreational space for students and adding stacking and queuing lanes within the parking lot to address student drop-off and pick-up.

The subject property is located in the O Office District, where schools are a conditional use. The petitioner is requesting approval of a conditional use for a school on the subject property. No additional variations or deviations are requested.

APPROVAL(S) REQUIRED

The petitioner requests that the Village approve a conditional use pursuant to Section 155.412(C)(18) of the Lombard Village Code to allow for a school, private, full-time: elementary, middle and high, to operate on the subject property located within the O Office District.

EXISTING CONDITIONS

The subject property is developed with a three-story office building and associated surface parking lot.

PROJECT STATS

Lot & Bulk

Parcel Size: 97,139 SF
Building Size: 53,665 SF
Parking Spaces: 100 spaces (52 required)

Submittals

1. Petition for a public hearing, dated 1/16/24;
2. Response to Standards, prepared by the petitioner;
3. ALTA/NSPS land title survey, prepared by Intech Consultants, Inc., dated 5/17/18;
4. Site plan and landscape plan, prepared by Fragment Architecture, dated 1/26/24; and
5. Proposed queue management plan and demand model, prepared by the petitioner.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has the following comment on the petition. Additional comments may be forthcoming during permit review.

1. The building will need to meet all applicable Building, Fire, and Accessibility codes for a new school. This will be handled as part of the permit process.

Fire Department:

The Fire Department has no comment on the petition. Additional comments may be forthcoming during permit review.

Private Engineering Services:

Private Engineering Services has the following comments on the petition. Additional comments may be forthcoming during permit review.

1. These improvements will be subjected to the DuPage County Stormwater Management ordinance requirements for BMP's, if the net increase in impervious area is 2,500 square feet or greater. A table with the existing and proposed impervious area measurements should be included on the civil engineering/site plans.
2. Turning movements in the parking lot should be evaluated based on the design vehicle for the new use. If large trucks or buses will need to access the parking lot, the civil engineer should verify (using AutoTurn or a comparable method) that the vehicle can maneuver through the lot unimpeded.

Public Works:

The Department of Public Works has no comment on the petition. Additional comments may be forthcoming during permit review.

Planning Services Division:

The Planning Services Division (PSD) notes the following:

1. *Surrounding Zoning & Land Use Compatibility*

	Zoning Districts	Land Use
North	O	Office building
South	O and R2	Office building and single-family residences
East	B3	Office building
West	R2PD	Single-family residential subdivision (Norbury Crossings)

The subject property is located along Highland Avenue in an area developed with a mixture of office buildings, religious institutions, governmental uses (fire station) and residential land uses. Schools, which are commonly located adjacent to residential or commercial areas, are compatible with the surrounding land uses.

2. *Comprehensive Plan Compatibility*

The Comprehensive Plan recommends office uses on the subject property. A school is consistent with this designation.

3. *Zoning Compatibility and Request for Conditional Use for a Private School*

The subject property is in the Office District. Elementary, middle, and high schools are conditional uses in the Office District. Schools are generally compatible with other land uses commonly found in the Office District, including office buildings, medical offices, and religious and cultural institutions. In practice, schools in the Village of Lombard are located in a variety of zoning districts and contexts with respect to surrounding land uses. Many of the local elementary schools are located in single-family residential districts, while other schools are located in the Office District (National University of Health Sciences) and Business Districts (ILM Montessori Academy). The subject property is located in an area of the Village that has a mixture of office, residential, and institutional land uses. The petitioner has proposed modifications to the parking lot to address queuing for student drop off and pick up in an effort to limit traffic impacts to nearby properties (discussed in more detail below). Staff finds the proposed school is consistent with the standards for conditional uses.

4. *Parking and Traffic Circulation*

The parking lot on the subject property currently contains 151 parking spaces serving the office building. Access is provided by a curb cut on Highland Avenue and a curb cut on 20th Street. Highland Avenue contains a raised landscaped median, effectively making the Highland Avenue curb cut a right-in/right-out driveway. The 20th Street curb cut provides full access. The Highland Avenue driveway is shared with the office building on the adjacent property at 1910 S. Highland. A cross access easement provides for shared use of the Highland Avenue driveway by both 1910 and 1920 S. Highland. There is also a cross access easement across the subject property that allows users of 1910 S. Highland to access the 20th Street driveway on the south side of the subject property.

The petitioner proposes to modify the parking lot to accommodate student activities as well as pick-up and drop-off of students. The area immediately south of the building will be developed with an outdoor recreation area including playground equipment and a grass playfield. The parking lot south of the outdoor recreation area will be re-striped to four queuing lanes to accommodate vehicles bringing students to and from the school. Vehicles will wait in the lanes on the south side of the building, with student loading and unloading occurring on the west end of the building. No changes are proposed to the parking areas on the north or east sides of the building. The existing pattern of cross access with the property at 1910 S. Highland will remain as-is. The modified parking plan will provide 100 parking spaces on site. 52 spaces are required by Village Code.

The Village's traffic consultant, KLOA, reviewed the parking lot modifications and the petitioner's stacking and queuing plan. KLOA notes the following:

- Approximately 66-72 vehicles will be able to queue internally in the parking lot without spillover onto adjacent roads.
- The current student population at the petitioner's Wheaton location is 130 students. Based upon the petitioner's data and field work conducted by KLOA staff, the maximum vehicle queue

length during student drop off and pick up is 31 vehicles. Assuming vehicle queue length increases proportionally with student enrollment, a doubling in student enrollment to 260 students would result in a queue of approximately 62 vehicles. The proposed stacking area can accommodate this projected queue.

- The petitioner's maximum student design capacity is 414 students. Again assuming a proportional increase in vehicle queue and student enrollment, 414 students would result in a queue of approximately 100 vehicles. This will exceed the capacity of the stacking lanes in the proposed plan.

Given the potential for vehicle stacking to exceed available on-site stacking space at maximum student enrollment, KLOA recommends that a follow-up study/evaluation be conducted once student enrollment reaches 260 students. The follow-up study will allow for additional data gathering, and recommendations can be made for providing staggered dismissal times in order to reduce and manage the vehicle queue. A condition of approval noting the requirement for this follow-up study is included in the Findings and Recommendations below.

KLOA reviewed the on-site parking and notes that the 100 proposed spaces will meet the needs for the current enrollment of 130 students, as well as a potential future student population of 260 students. At the maximum design enrollment of 414 students, KLOA projects a peak parking demand of 145 spaces, which is more than the 100 spaces available on site. KLOA thus recommends that parking requirements be assessed in the follow-up study recommended when enrollment reaches 260 students.

With respect to traffic generation, KLOA states that the proposed school with 130 students will generate a similar level of traffic as the office building at full occupancy. If the student population doubles, the school will generate more traffic during peak morning and afternoon hours than the office building at full occupancy. Trip generation during the evening peak hour will be lower than that of the fully occupied office building.

5. ***Existing Nonconformities: Open Space and Transitional Landscape Yard***

Village Code requires properties in the Office District to maintain a minimum of 35% of the lot area as open space. Existing conditions on the property provide 23.8% open space. Proposed parking lot modifications will result in a slight increase in open space to 25.2%. Village Code also requires a transitional landscape yard of 30 feet along the west property line where adjacent to the Norbury Crossings Subdivision. As developed, there is a landscape yard of approximately 15 feet between the property line and the edge of the parking lot. The petitioner proposes to install a six-foot tall privacy fence along the west property line and will maintain the existing landscaping along the perimeter of the parking lot.

The subject property was built in 1986. The 1978 Zoning Ordinance did not set minimum open space requirements or transitional landscape yard requirements. Additionally, Village records indicate that the development was approved administratively with no need for variances. Therefore, these existing features are considered legal nonconformities. Section 155.303 of Village Code allows for a nonconforming site feature to be maintained or altered provided that such maintenance or alteration does not create an additional nonconformity or increase the degree of nonconformity. As the petitioner's plans do not increase these nonconforming site features, no zoning relief is required for open space or the transitional landscape yard.

SITE HISTORY

PC 79-06: Approval of annexation and rezoning of property to O/I District.

FINDINGS & RECOMMENDATIONS

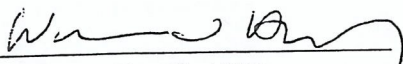
Staff finds that the proposed conditional use is consistent with its surrounding context, the Village of Lombard Comprehensive Plan, and the Zoning Ordinance.

The Inter-Departmental Review Committee has reviewed the standards for the requested conditional use for a school in the Office District and finds that the petition **complies** with the standards established by the Village of Lombard Zoning Ordinance, subject to conditions of approval based on the above considerations. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 24-04:

Based on the submitted petition and the testimony presented, the petition does comply with the standards required by the Village of Lombard Zoning Ordinance and that approval of the petition is in the public interest and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Committee Report as the findings of the Plan Commission, and recommend to the Village Board **approval** of PC 24-04, subject to the following conditions:

1. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
2. That the petitioner shall develop the site in accordance with the plans submitted as part of this petition and referenced in the Inter-Departmental Review Committee Report, except as they may be changed to conform to Village Code;
3. That upon reaching a student enrollment of greater than 260 students, a follow-up study and evaluation of the drop-off/pick-up operations and parking needs on the subject property shall be conducted. Such study shall be conducted per the recommendations of the KLOA evaluation dated February 9, 2024, and made a part of this report. The petitioner or the petitioner's successor shall reimburse the Village for costs associated with the follow-up study;
4. That no vehicle stopping, standing, stacking, or queuing shall be permitted on Highland Avenue, 20th Street, or adjacent properties;
5. That the petitioner shall apply for and receive building permits for the proposed improvements; and
6. This approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

Inter-Departmental Review Committee Report approved by:


William J. Heniff, AICP
Director of Community Development
c. Petitioner

Attachment: Memorandum re: Carriers of Light School, Traffic Evaluation, prepared by KLOA, dated 2/9/24.

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MEMORANDUM TO: Anna Papke, AICP
Village of Lombard

FROM: Javier Millan
Principal

DATE: February 9, 2024

SUBJECT: Carriers of Light School
Traffic Evaluation
Lombard, Illinois

This memorandum summarizes the results of a site plan and on-site circulation evaluation conducted by Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA, Inc.) for the proposed plans to convert an existing 53,655 square feet office building located at 1920 S. Highland Avenue into a kindergarten to 6th grade private school. Access to the site will continue to be provided via a full access drive off 20th Street and a right-in/right-out access drive off Highland Avenue.

Existing Conditions

The site is located in the northwest quadrant of the unsignalized intersection of Highland Avenue with 20th Street and is currently occupied by a vacant office building. It is important to note that the site is part of an office complex which includes another office building north of the site. Land uses in the vicinity of the site are primarily office complexes north and east of the site and single-family residential to the west and south. The Lombard Fire Station 11 is also located south of the site. **Figure 1** shows an aerial view of the site.

The principal roadways in the vicinity of the site are described in the following paragraphs.

Highland Avenue is a north-south major arterial that provides two lanes in each direction divided by a raised landscaped median. No exclusive turn lanes are provided at its unsignalized intersection with 20th Street. It is important to note that southbound "U-turns" are not allowed. Highland Avenue has a posted speed limit of 35 mph and is under the Illinois Department of Transportation (IDOT) jurisdiction along the site's frontage.

20th Street is an east-west, two-lane residential road that extends from Elizabeth Street east to Highland Avenue where it becomes St. Regis Drive. 20th Street has a posted speed limit of 25 mph and is under stop sign control at its intersections with Main Street and Highland Avenue.



Aerial View of Site

Figure 1

School Traffic Characteristics

Below is a summary of the school operations and traffic characteristics:

- The school is currently located at 1607 Taft Avenue in Wheaton and has an approximate enrollment of 130 students from pre-kindergarten to 6th grade.
- Arrival for preschool/pre-kindergarten and kindergarten is typically from 8:00 - 8:10 AM.
- Arrival for all other grades is from 7:45 - 8:00 A.M.
- Dismissal for preschool is typically at 11:30 P.M.
- Dismissal for all other grades is at 3:30 P.M.
- The proposed school could double their enrollment to 260 students over time and have a maximum student population of 414 students based on the number of available classrooms.

Observations of Existing School Pick-up Operations

KLOA, Inc. conducted observations of the pick-up operation on Friday, February 2 and Tuesday, February 7, 2024 during the 3:00 to 4:00 P.M. hour. Based on our field visit, the following is a summary of our observations:

- Vehicles typically start arriving at the school around 3:20 P.M.
- The total maximum queue observed was 31 vehicles. Approximately 10 vehicles were queued on Taft Avenue and three on Roosevelt Road with the rest of the queue contained internally.
- There were approximately two to three staff members managing the loading of students and directing traffic through the loading zone.
- The pick-up operation lasted for approximately 17 minutes and operated fairly efficiently.

Trip Generation Comparison

As previously indicated, the site is currently occupied by a 53,665 square foot office building. The volume of traffic that could be generated by the proposed school during the weekday morning, weekday afternoon and weekday evening peak hours under the three population scenarios was estimated based on trip rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 11th Edition and compared to that of an office building. **Table 1** shows a trip generation comparison of each population scenario and that of an office building.

Table 1

TRIP GENERATION COMPARISON

53,665 S.F. OFFICE BUILDING COMPARED TO PROPOSED USE BY APPLICANT

ITE Land- Use Code	Type/Size	Weekday Morning Peak Hour			Weekday Afternoon Peak Hour			Weekday Evening Peak Hour			Average Daily Traffic Volume
		In	Out	Total	In	Out	Total	In	Out	Total	
710	General Office (53,665 s.f.)	86	12	98	25	28	53	17	82	99	675
530	Private School (130 students)	58	45	103	31	35	66 ¹	16	18	34	295
	Difference	-28	+33	+5	+6	+7	+13	-1	-64	-65	-380
710	General Office (53,665 s.f.)	86	12	98	25	28	53	17	82	99	675
530	Private School (260 students)	139	109	248	52	59	111 ¹	31	37	68	590
	Difference	+53	+97	+150	+27	+31	+58	+14	-45	-31	-85
710	General Office (53,665 s.f.)	86	12	98	25	28	53	17	82	99	675
530	Private School (414 students)	234	185	419	96	109	205 ¹	50	58	108	940
	Difference	+148	+173	+321	+71	+81	+152	+33	-24	+9	+265

1 – Trip generation is based on the number of students that depart school at 3:30 P.M. It does not take into account pre-kindergarten, part-time, or instructor families that depart before 3:30 P.M.

As can be seen, the current school population will generate similar traffic volumes during the weekday morning and weekday afternoon peak hour as those to be generated by a fully occupied office building. If the student population is doubled or the maximum capacity is reached, the trip generation will be higher during the weekday morning and afternoon peak hours than that of a fully occupied office building. However, it is important to note that the trip generation during the evening peak hour will be less or approximately the same as that of a fully occupied office building. As such, the proposed land use will have a lesser impact during the evening peak hour than an office building. Furthermore, the proposed school under either of the three population scenarios will generate less daily traffic volumes than a fully occupied office building.

Drop-Off/Pick-Up Evaluation

As part of the development, the parking lot on the south side of the building will be reconfigured to accommodate stacking of vehicles for pick-up and drop-off operations. Inspection of the site plan indicates that vehicles will enter the queuing lane from the north along the east side of the building and wrapping around the south and west side of the building. Based on a review of the plan approximately 66 to 72 vehicles can queue internally without spilling into the adjacent roads. This proposed stacking area will accommodate very efficiently the queues observed (31 vehicles) under the existing student population of 130 students.

If the student population doubles and assuming a proportionate increase in the queues, this means that a queue of approximately 62 vehicles could be experienced under this scenario. This projected queue can be accommodated by the proposed stacking area.

Assuming the maximum design capacity of 414 students will yield a queue of approximately 100 vehicles, which will exceed the available stacking area. Given this, the following should be considered by the Village:

- Once the school doubles its population, a follow-up study/evaluation of the drop-off/pick-up operation should be conducted to determine if the operation is working efficiently and if the school requires additional staff directing traffic internally.
- The follow-up study should collect the number of vehicles in and out of the school as well as the queues on three separate days.
- Once this information has been collected, recommendations can be made as it relates to providing staggered dismissal times in order to reduce and manage the queues of vehicles.

Parking Analysis

As proposed, the site will provide approximately 100 off-street parking spaces. Based on the Village of Lombard off-street parking requirements, the proposed school should provide one space for every employee and eight visitor spaces and two spaces per 1,000 square feet of daycare space. Given the school will have 40 employees and approximately 2,000 square feet of daycare space, the proposed school development would need to provide 52 off-street parking spaces. As such, the proposed number of parking spaces will exceed the Village of Lombard parking requirements.

For comparison purposes, KLOA, Inc. also looked at the estimated peak parking demand of the proposed school based on the *ITE Parking Generation Manual*, 6th Edition. Based on the ITE parking rates for a private school, the proposed school will have the following estimated peak parking demand:

- 130 students = 46 spaces
- 260 students = 91 spaces

Should the school reach the maximum capacity of 414 students, it could experience a peak parking demand of 145 spaces. As such, it is recommended that the school population be capped at 260 students until a follow-up study can be conducted to determine the actual peak parking demand and evaluate if the maximum population peak parking demand can be accommodated by the proposed number of off-street parking spaces.

Conclusion

The Village of Lombard is considering a proposal to convert an existing office building to a private kindergarten to 6th grade school. Based on a review of the site plan and the area, the following is concluded:

- The traffic to be generated by the proposed development of a school with 130 students will be similar to that generated by the full occupancy of the existing office building.
- Should the school double its population, the trip generation will be higher during the weekday morning and afternoon peak hours than that of a fully occupied office building. However, the trip generation during the evening peak hour will be less as that of a fully occupied office building.
- Based on KLOA, Inc.'s observations of the existing school, the maximum queue observed during the weekday afternoon dismissal period was 31 vehicles. This queue can be accommodated by the proposed stacking area.
- If the student population doubles and assuming a proportionate increase in the queues, the projected queue of approximately 62 vehicles can be accommodated by the proposed stacking area.
- Assuming the maximum design capacity of 414 students will yield a queue of approximately 100 vehicles which will exceed the available stacking area. As such, the following should be considered by the Village:
 - Once the school doubles its population, a follow-up study/evaluation of the drop-off/pick-up operation should be conducted to determine if the operation is working efficiently and if the school requires additional staff directing traffic internally.
 - The follow-up study should collect the number of vehicles in and out of the school as well as the queues on three separate days.

- Once this information has been collected, recommendations can be made as it relates to providing staggered dismissal times in order to reduce and manage the queues of vehicles.
- The proposed school off-street parking spaces will meet and/or exceed the Village of Lombard requirements as well as the estimated peak parking demand based on ITE rates under existing and doubling the student population.
- Should the school reach the maximum capacity of 414 students, it could experience a peak parking demand of 145 spaces.
- Consistent with our previous recommendation, it is recommended that the school population be capped at 260 students until a follow up study can be conducted to determine the actual peak parking demand and evaluate if the maximum population peak parking demand can be accommodated by the proposed number of off-street parking spaces.

Papke, Anna

From: Michael Henkel <...>
Sent: Wednesday, February 7, 2024 2:54 PM
To: Community Development
Subject: Case PC 24-04

I would like to provide feedback to the proposed change from office space to private school for 1920 S Highland Ave, Lombard, IL 60148.

I don't have any problem with the building becoming a school as long as traffic flow, speed limits, etc are not changed on Highland Avenue.

I don't want to see a SCHOOL ZONE for 20mph max during certain time periods being implemented on Highland avenue. This is a high traffic area and this would not be a positive effect on the neighboring existing office spaces. I would suggest the owner be forced to make a second parking lot entrance on 20th street so that parent traffic/busses can ONLY utilize 20th street to enter and exit the parking lot. I would suggest the existing entrance from highland avenue be used for 1920 S Highland ave only. I don't know how you force this but I am concerned about traffic impact to Highland Ave.

As long as traffic for this school is forced to use 20th street rather than adding backups to Highland ave during loading/unloading times, I would be in favor of the rezoning.

If the village does not want to force the traffic to the 20th street side street, I would be against such a change as it will impact a lot of existing office spaces that use Highland Avenue.

Thanks
Michael Henkel
Owner/Manager
1806 S Highland Ave
Lombard, IL 60148

Description of Request:

The petitioners request the approval of conditional use to adaptively reuse the existing structure located at located at 1920 S. Highland Ave. Lombard, IL 60148 as a K-8 private school pursuant to the Village of Lombard Code of Ordinances **§ 155.412(c)**

Response to Applicable Standards

1. *That the establishment, maintenance, or operation of the conditional use will not be detrimental to, or endanger the public health, safety, morals, comfort, or general welfare;*

The use of the subject property as a private school will not be detrimental to public health, safety, morals, comfort, or general welfare. It will not introduce the operation of equipment or practices that will be injurious to surrounding properties, and the pattern of usage of the property will be consistent with the use of a K-8 school facility with little if any activity at night or on weekends.

2. *That the conditional use will not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, not substantially diminish and impair property values within the neighborhood in which it is to be located;*

The requested conditional use to repurpose the subject property as a private school will not be injurious to the use of other property for purposes already permitted. As an office building at peak occupancy, the property would have seen peak traffic patterns coinciding with rush hour. Furthermore, there would be smaller peaks of activity around lunchtime.

As a private school, traffic patterns would peak outside of current peak rush hour periods.

Without a corresponding burst of activity at lunch time.

Furthermore, the site plan accommodates parking and queuing for student pickup and drop-off on the property itself at the enrollment design capacity without impacting surrounding residential or arterial streets.

Finally, the site plan proposes a solid fence between the subject property and the Norbury Crossing subdivision immediately west of the subject property so as to improve screening between the two property uses.

3. *That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district;*

The properties surrounding the subject property at 1920 S. Highland are already substantially developed in accordance with existing land use and zoning regulations.

4. *That the adequate public utilities, access roads, drainage and/or necessary facilities have been or will be provided;*

The conditional use requested reuses the existing improvements currently in place at the property which are more than sufficient to adapt the property to the use as a private school.

5. *That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets;*

The property currently provides for eastbound and westbound ingress and egress from 20th St. Highland Ave, a divided four-lane arterial, also provides southbound ingress and southbound egress. Traffic approaching the property from northbound Highland Ave. may use westbound 20th St. to access the property.

The site plan provides for ample parking for student pickup and drop-off. Additionally, the site plan includes dedicated queuing lanes for pickup to mitigate the need for queueing on public streets. The site plan submitted can accommodate parking and queuing at the design capacity for the building in use as a private school.

6. *That the proposed conditional use is not contrary to the objectives of the current Comprehensive Plan for the Village of Lombard;*

The 2014 Village of Lombard Comprehensive Plan designates as Office. One portion of the vision of the 2014 comprehensive plan is that “Lombard will continue to develop a diverse, prosperous, and strong economic base”.

Given the current state of the commercial office rental market in the Chicagoland area, removing the 53k square feet of Class-B rental office capacity from the 22nd street rental corridor improves the health of the overall office rental market in Lombard.

7. *That the conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified pursuant to the recommendations of the Plan Commission.*

The application for conditional use does not request any other variance from the ordinances applied to properties zoned as Office District in the Village of Lombard other than the usage of the existing structure and improvements at the subject property as a private school

ORDINANCE NO. _____

**AN ORDINANCE GRANTING A CONDITIONAL USE
PURSUANT TO SECTION 155.412(C)(18) OF THE LOMBARD
VILLAGE CODE TO ALLOW FOR A K-8 PRIVATE SCHOOL
TO OPERATE ON THE SUBJECT PROPERTY LOCATED
WITHIN THE O OFFICE DISTRICT.**

PC 24-04: 1920 S. Highland Avenue

WHEREAS, the President and Board of Trustees of the Village of Lombard have heretofore adopted the Lombard Zoning Ordinance, otherwise known as Title 15, Chapter 155 of the Code of Lombard, Illinois; and,

WHEREAS, the Subject Property as defined below is zoned O Office District; and,

WHEREAS, an application has been filed requesting approval for a conditional use pursuant to Section 155.412(C)(18) of the Lombard Zoning Ordinance to allow for a K-8 private school; and,

WHEREAS, a public hearing on the forgoing application was conducted by the Village of Lombard Plan Commission on February 19, 2024, pursuant to appropriate and legal notice; and,

WHEREAS, the Plan Commission has recommended the granting of the conditional use, subject to certain terms and conditions; and,

WHEREAS, the President and Board of Trustees of the Village of Lombard have determined that it is in the best interest of the Village of Lombard to approve the requested zoning actions herein by reference as if they were fully set forth herein;

NOW, THEREFORE, BE IT ORDAINED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LOMBARD, DU PAGE COUNTY, ILLINOIS, as follows:

SECTION 1: That the following conditional use for a K-8 private school is hereby granted for the Subject Property legally described in Section 2 and subject to the conditions set forth in Section 3.

SECTION 2: That this Ordinance is limited and restricted to the property located at 1920 S. Highland Avenue, Lombard, Illinois and legally described as follows:

LOT 1 IN ANVIL RESUBDIVISION OF LOTS 9, 10, 11 AND 12 IN FREDERICK H. BARTLETT'S HILLSDALE FARMS, A SUBDIVISION OF THE WEST HALF OF THE SOUTHWEST QUARTER OF SECTION 20, AND THE THIRD EAST 50.00 FEET OF THE EAST HALF OF THE SOUTHEAST QUARTER OF SECTION 19, TOWNSHIP 39 NORTH, RANGE 11 EAST OF THE THIRD PRINCIPAL MERIDIAN, ACCORDING TO THE PLAT OF SAID ANVIL RESUBDIVISION RECORDED OCTOBER 7, 1986 AS DOCUMENT R86-123325 IN DUPAGE COUNTY, ILLINOIS.

Parcel Number: 06-20-301-031 (the "Subject Property").

SECTION 3: This ordinance shall be granted subject to compliance with the following conditions:

1. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
2. That the petitioner shall develop the site in accordance with the plans submitted as part of this petition and referenced in the Inter-Departmental Review Committee Report, except as they may be changed to conform to Village Code;
3. That upon reaching a student enrollment of greater than 260 students, a follow-up study and evaluation of the drop-off/pick-up operations and parking needs on the subject property shall be conducted. Such study shall be conducted per the recommendations of the KLOA evaluation dated February 9, 2024, and made a part of this report. The petitioner or the petitioner's successor shall reimburse the Village for costs associated with the follow-up study;
4. That no vehicle stopping, standing, stacking, or queuing shall be permitted on Highland Avenue, 20th Street, or adjacent properties;
5. That the petitioner shall apply for and receive building permits for the proposed improvements; and
6. This approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

SECTION 4: This Ordinance shall be in full force and effect from and after its passage, approval and publication as provided by law.

Ordinance No. _____
Re: PC 24-04
Page 3

Passed on first reading this ____ day of _____, 2024.

First reading waived by action of the Board of Trustees this ____ day of _____, 2024.

Passed on second reading this ____ day of _____, 2024.

Ayes: _____

Nays: _____

Absent: _____

Approved this ____ day of _____, 2024.

Keith Giagnorio, Village President

ATTEST:

Elizabeth Brezinski, Village Clerk

Published in pamphlet from this ____ day of _____, 2024.

Elizabeth Brezinski, Village Clerk