

VILLAGE OF DOWNERS GROVE
Report for the Village Council
4/9/2019

SUBJECT:	SUBMITTED BY:
Institutional Master Plan Amendment & Stormwater and Floodplain Variance Downers Grove North High School (4436 Main Street)	Nan Newlon, Director of Public Works Stan Popovich, AICP Director of Community Development

SYNOPSIS

The petitioner is requesting approval of an amendment to the Institutional Master Plan and a variance from the Stormwater and Floodplain Ordinance for the Downers Grove North High School (DGN) campus, located at 4436 Main Street.

STRATEGIC PLAN ALIGNMENT

The Goals for 2017-2019 include a *Strong, Diverse Local Economy, Continual Innovation and Exceptional Municipal Services and Steward of Financial, Environmental and Neighborhood Sustainability.*

FISCAL IMPACT

N/A

RECOMMENDATION

Approval on the April 16, 2019 Active Agenda per the Plan Commission's unanimous 7-0 recommendation. The Plan Commission found that the proposed amendment to the Institutional Master Plan for the DGN campus is compatible with the Comprehensive Plan, surrounding zoning and land use classifications and meets all standards for approval for an amendment to the institutional master plan found in Section 28.12.040.C.6 of the Municipal Code.

The Stormwater and Floodplain Oversight Committee also provided a 6-1 recommendation to approve the requested variance to the Stormwater and Floodplain Ordinance with the conditions as noted in the attached draft ordinance.

BACKGROUND

Institutional Master Plan Amendment

In 2015, the petitioner, Community High School District 99, received approvals to rezone the DGN campus to INP-2, Campus-scale Institutional and Public District and for an institutional master plan for the DGN campus. An institutional master plan identifies development regulations specific to a particular property that protects the character and integrity of adjacent uses while allowing some flexibility in site development. In 2015, the petitioner had not identified any proposed improvements to the campus. Since 2015, the petitioner

undertook a multi-year effort for a modernization plan for both high school campuses, which are now coming forward as amendments to the institutional master plan. The petitioner has stated that there is no anticipated increase in either staff numbers or student enrollment with the modernization of the campus.

The DGN Campus is on 26.76 acres of land at the intersection of Grant and Main Streets. The property currently includes the high school building, multiple athletic fields, multiple parking lots and various accessory buildings. The petitioner is requesting approval of an amendment to the DGN institutional master plan to construct a series of additions, site improvements and internal rehabilitations, some of which will require relief from the Zoning Ordinance for building height and setback distances. The petitioner is also requesting a variance from the Stormwater and Flood Plain Ordinance, further discussed below.

The petitioner's proposed improvements are intended to enhance educational needs inside the facility while also enhancing public safety and accessibility. The approved amended master plan regulations will govern site improvements. Table 1 provides the development regulations for the DGN campus, in addition to the applicable calculations for the proposed improvements:

Table 1 – DGN Campus Development Summary

Regulation Type	Requirement	Proposed
Building Coverage	32% maximum	25%
Open Space	30% minimum	41%
Floor Area Ratio	0.60	0.40
Transitional Area Building Height (within 150 feet of R zoning district)	35 feet	Up to 52 feet
Interior Area Building Height	42 feet	Up to 52 feet
Setbacks	Up to 25 feet	Down to 8.5 feet
Parking	605	605
Total Sign Allowance	306 sq. ft. max	306 sq. ft.

Compliance with the Comprehensive Plan

The Comprehensive Plan designates the DGN campus as Institutional/Public/Train, which includes government facilities, community service providers and schools. The Comprehensive Plan recommends that the Village continue to promote the continued operation and improvement of both public and private school facilities, ensure they do not impact residential neighborhoods and cooperate with the various organizations to maintain high quality school sites and facilities.

Compliance with the Zoning Ordinance

The Zoning Ordinance allows areas of INP-2 districts that are greater than 150 feet from the boundary of a residential zoning district (also known as the "interior area") to be governed by regulations approved at the time of the institutional master plan approval. The approvals in 2015 granted a maximum height of 42 feet for all interior portions of the building, the maximum height of the building at that time. The majority of improvements within this area will meet all zoning requirements, although there are two additions identified in Table 2 which require relief.

The Zoning Ordinance restricts development within 150 feet of residential zoning districts to the bulk requirements of the abutting residential district (also known as the "transitional area"). This is in place to provide consistency with the scale of adjacent residential zoning districts. The location of the transitional areas are shown on the master plan drawings and include portions of the high school building and the boiler house. As demonstrated in the amended DGN Institutional Master Plan drawings, the petitioner is proposing to construct three additions which meet the requirements of the transitional area while three additions and one site improvement in the transitional area require relief as shown in Table 2.

Table 2 – List of Deviations with Petitioner’s Rationale

Building Addition	Relief Request	Petitioner’s Rationale
Athletic Loft and Atrium	Requirement: Interior Height: 42 Feet Transitional Height: 35 Feet <i>Proposed: 50 and 52 Feet</i>	The proposed developments inside of the existing facility are necessary to enhance student needs for athletics. Relief from the interior and transition height requirements are required to meet the clearance requirements for IHSA competitions
Stair Enclosure	Requirement: Transitional Height: 35 Feet Setback: 25 Feet <i>Proposed Height: 42 Feet Proposed Setback: 25 Feet</i>	An existing stairwell on the west side of the building along Prince Street is proposed to be replaced to provide accessibility and safety improvements for the public. The width and length of the stairwell need to be increased to meet the current physical code requirements for emergency egress and accessibility.
Courtyard Infill	Requirement: Interior Height: 42 Feet Transitional Height: 35 Feet <i>Proposed Height: 52 Feet</i>	The existing interior courtyard is planned to be ‘roofed over’ to create a new commons space. The proposed roof structure for the commons space will require long span trusses of significant depth which will extend beyond the height of the adjacent existing building areas. The proposed roof height of 52 feet will allow for existing ceiling heights to be maintained while also allowing natural light into the classrooms surrounding the new commons space.
Loading Dock	Requirement: Fence Height: 6 Feet Setback (Canopy): 25 Feet <i>Proposed Height: 10 Feet Proposed Setback: 8.5 Feet</i>	With the relocation of the proposed dock there is an opportunity to provide additional screening through the proposed wall, landscaping and canopy. Because of the dock’s location on the campus the proposed wall height and canopy respectively require relief from the height and setback requirements.

Public Comment

The petitioner held two neighborhood meetings in accordance with Section 12.010.F.3 of the Zoning Ordinance and provided a summary report of the meetings. Village staff received one call that stated concern about the proposed dock placement near Prince Street and Grant Street prior to the Plan Commission meeting. At the Plan Commission public hearing, three residents expressed concern with the proposed relocated dock as noted in Table 3 below:

Table 3 – Public Comment

Public Comment	Requirement
Delivery traffic will be more visible and closer to the sidewalk	<ul style="list-style-type: none"> • Loading dock is currently within the courtyard toward the center of the building • Relocating to the west will limit potential for intersecting pedestrian and vehicle traffic within the courtyard • Relocation will allow for better managed loading drop-off and pick-up times.
What is being done to mitigate the sound of deliveries and trash collection?	<ul style="list-style-type: none"> • Petitioner has measured existing sound levels • Petitioner will compare current conditions to post construction conditions • If noise levels have increase, the petitioner has special consultants and acoustician who will develop solutions to lessen the noise impact
How visible will the loading dock be from Prince Street?	<ul style="list-style-type: none"> • Petitioner is requesting a 10-foot wall to screen the loading dock • Master plan identifies additional landscaping to assist in screening

Stormwater and Floodplain Ordinance Variance

The petitioner is proposing to construct squad rooms under the home (west) bleachers which are located in Localized Poor Drainage Area (LPDA) 70. The petitioner is requesting a variance from Sections 26.505 and 26.1303 of the Stormwater and Flood Plain Ordinance. These sections require accessory buildings to be constructed with usable space and all utilities (including plumbing) elevated to at least one (1) foot above the Base Flood Elevation (BFE). The petitioner is asking for the allowance to have the finished floor elevation of the squad rooms at one (1) foot below the BFE and the plumbing to be at the BFE. All other requirements of the Stormwater and Floodplain Ordinance will be met.

Due to numerous constraints including the existing grades of the track, elevation of the vacated Prince Street and ADA requirements it is not possible to elevate the squad rooms to provide the required elevation. A site plan was submitted, which proposes a finished floor elevation of 734.7, which is 1.0 foot below the BFE. A portion of the building will be elevated to the BFE as bathrooms are proposed. The plan provides compensatory storage for all fill within the LPDA. Flow through flood vents and flood-resistant materials will also be used per the Ordinance.

Public Comment

After proper notice, no objections were received from DuPage County Stormwater Management or the public. At the Stormwater and Floodplain Oversight Committee, no members of the public provided comments on the case.

ATTACHMENTS

Ordinance – Institutional Master Plan Amendment

Ordinance – Stormwater Variance

Aerial Map

Plan Commission Staff Report with attachments dated February 4, 2019

Draft Minutes of the Plan Commission Hearing dated February 4, 2019

Stormwater and Floodplain Oversight Committee Staff Report with attachments dated March 14, 2019

Draft Minutes of the Stormwater and Floodplain Oversight Committee dated March 18, 2019

SWFPOC Finding of Fact and Recommendation

ORDINANCE NO. _____**AN ORDINANCE GRANTING A
STORMWATER VARIANCE FOR 4436 MAIN STREET**

WHEREAS, the Village has previously adopted the Downers Grove Stormwater & Flood Plain Ordinance (Chapter 26 of the Downers Grove Municipal Code, hereinafter referred to as the "Stormwater Ordinance"); and

WHEREAS, pursuant to the Stormwater Ordinance, new developments are to provide certain levels of flood protection; and

WHEREAS, pursuant to the Stormwater Ordinance, an application may be made for a variance for unique and extraordinary circumstances; and

WHEREAS, application has been made by the owners of the property located at 4436 Main Street (legally described in Exhibit A, attached hereto) requesting a variance from certain flood protection elevations; and

WHEREAS, a public hearing was held on March 18, 2019 before the Downers Grove Stormwater and Flood Plain Oversight Committee which has recommended the granting of the variance request; and

WHEREAS, the Downers Grove Village Council has considered this matter and has determined that the applicant meets the requirements for a variance from the Stormwater Ordinance.

NOW, THEREFORE, BE IT ORDAINED, by the Village Council of the Village of Downers Grove as follows:

1. That a variance is hereby granted to permit the floor elevation of the Squad Rooms (accessory building) to be 1 (one) foot below the Base Flood Elevation and the plumbing at the Base Flood Elevation in lieu of the three (3) foot minimum Flood Protection Elevation (FPE) required per Section 26-505.B of the Stormwater Ordinance; with the following conditions:
 - a. A note to title shall be required as part of the permit process stating that the property is within an LPDA, including the Squad Rooms, and that storage of materials harmful to water quality, including gasoline, oils, fertilizers, etc., must be stored at an elevation above the concrete block wall in the Squad Rooms.
 - b. A large, permanent sign affixed to the interior back wall of the Squad Rooms is required with a horizontal line at the FPE with a statement on the sign to the effect of "storage of materials harmful to water quality, including gasoline, oils, fertilizers, etc., must be stored above this line".
2. This variance is conditioned upon compliance with all other applicable Village Ordinances.
3. This ordinance shall be in full force and effect from and after its adoption in the manner provided by law.

Mayor

Passed:

Attest: _____
Village Clerk

EXHIBIT A
Legal Description

LOTS 1 AND 2 IN DOWNERS GROVE NORTH H.S. SUBDIVISION, BEING A SUBDIVISION IN SECTION 5, TOWNSHIP 38 NORTH, RANGE 11, EAST OF THE THIRD PRINCIPAL MERIDIAN ACCORDING TO THE PLAT THEROF RECORDED OCTOBER 25, 2016 AS DOCUMENT R2016-117730 IN DUPAGE COUNTY, ILLINOIS.

Commonly known as: (A portion of) 4436 Main Street, Downers Grove, IL 60515



VILLAGE OF DOWNERS GROVE
Stormwater and Flood Plain Oversight Committee Meeting
March 18, 2019, 7:00 p.m.

Downers Grove Public Works Facility
5101 Walnut Avenue, Downers Grove, Illinois

I. CALL to ORDER

Chair Gorman called the meeting to order at 7:00 p.m. A roll call followed, and a quorum was established.

II. ROLL CALL

Members Present: Chair Gorman, Mr. Crilly, Mr. Delves, Mr. Ruyle, Mr. Scacco, Mr. Schoenberg, Mr. Wicklander

Members Absent: None

Staff Present: Kerry Behr, Stormwater Administrator
Julie Lomax, Stormwater Administrator

Public Present: David Evans – Engineer, Wight and Company, rep. School District
Amy Tiberi – Architect, Wight and Company rep. School District
Dave Williams – 5209 Fairmount, Downers Grove

III. APPROVAL of December 17, 2018 Minutes

Mr. Ruyle made a motion, seconded by Mr. Scacco, to approve the December 18, 2018, minutes with the one change of a typo in the Staff Report (change 25% to 20%). **Motion carried by a voice vote 7-0.**

IV. PUBLIC COMMENTS

None

V. NEW BUSINESS

A. Downers Grove North Variance Request

Staff presented information on the proposed variance. The Downers Grove North High School is proposing to construct Squad Rooms under the home (west) bleachers. This area is located within a Localized Poor Drainage Area. Due to existing grades of the existing track, ball fields and vacated roadway, they are unable to elevate the proposed squad room and meet all ADA requirements. The squad room is considered an accessory structure to the primary structure (school). Therefore, it is required to be elevated to one (1) foot above the LPDA elevation.

The applicant is requesting a variance to allow the building to be elevated to one (1) foot below the BFE. Additionally the plumbing is proposed to be elevated to the BFE instead of the FPE (three feet above the BFE) - Sections 26.505 and 26.1303 of the Stormwater and Flood Plain Ordinance.

All other requirements of the Ordinance will be met including providing compensatory storage.

Staff recommended granting the request for the accessory structure below the BFE with the plumbing at the BFE, as the request is being made due to existing site constraints.

Mr. Schoenberg wanted to confirm the design team will meet all requirements of FEMA Bulletin 10-01 and/or 10-02. He requested the plumbing be raised to one foot above the BFE. Mr. Gorman pointed out the floor drain will be the lowest point as the toilets will be more than a foot above the floor and suggested it may be possible to install a standpipe to provide the protection. In addition, he said that the fact that these buildings will always be owned by the school as opposed to other properties that change ownership to possibly unaware buyers over time provides uniqueness to this petition. Mr. Wicklander suggested that a sign be placed in each separated area of each building stating the area is prone to flooding and hazardous material must be stored above the FPE. The final recommendation to Village Council from the SWFPOC will include:

- Raise the lowest plumbing opening (floor drain) as high as possible, ideally one (1) foot above the BFE.
- Install sign(s) in each separate area of each building stating the area is prone to flooding and hazardous material must be stored above the FPE (which is 3 feet above the BFE)

Mr. Scacco made a motion, seconded by Mr. Wicklander, to recommend to Village Council to approve the variance to Section 26.505 and 26.1303 of the Village Stormwater and Flood Plain Ordinance, allowing the floor elevation to be 1.0 foot below the Base Flood Elevation (BFE) of 735.7 (NAVD88), rather than one foot above the BFE, and the plumbing be installed at the BFE.

Motion passed by roll call vote 6-1.

VI. STAFF REPORT

A. Stormwater Management Award

At the annual conference for the Illinois Association for Floodplain and Stormwater Management (IAFSM) last week, Downers Grove received the 2019 Award for the Excellence in Stormwater Management. The award was presented to staff at the IAFSM Conference for their work in stormwater including LPDAs, CRS and Stormwater Utility.

Mr. Ruyle requested that this information be presented to the public or they be notified via Next Door and the award displayed. Staff indicated that the IAFSM awards chair will be presenting the award at Village Council tomorrow evening (3/19).

B. DuPage County Water Quality Grant

On Wednesday, March 13, DuPage County announced Downers Grove as one of the recipients of the Water Quality Improvement Program Grant. The project proposed includes streambank stabilization and regrading for St. Joseph Creek between Main Street and Barth Pond. Over the last few years, Downers Grove has acquired six lots at Webster and St. Joseph Creek, as well as two lots at Main Street and St. Joseph Creek. These now vacant lots will be incorporated into the project.

C. New Flood Insurance Rate Maps

On February 1, 2019, FEMA issued a Letter of Final Determination stating the preliminary floodplain maps will become effective August 1, 2019. The County is in the process of adopting the new maps. Once they do that, the Village will then adopt the new maps.

The Stormwater and Flood Plain Ordinance will be revised to incorporate the updated maps.

VII. OLD BUSINESS

Chair Gorman inquired if residents affected by the changes to the LPDA elevations, and possibly recording Notes to Title against properties with LPDA would be done. Staff indicated that letters will not be sent. However, when a new larger project occurs, a Note to Title will be required as part of the permit process. Chair Gorman also asked about posting FAQs regarding LPDAs on the website.

Staff presented sample site plans showing how the new Residential Stormwater Storage (RSS) is being incorporated into developments. Chair Gorman asked about standard details for Post Construction Best Management Practices (PCBMPs) / RSS. Staff indicated each site has been so unique we have been working with the builders/engineers on a case by case basis.

VIII. PUBLIC COMMENT

None

Mr. Schoenberg made a motion, seconded by Mr. Crilly to adjourn the meeting at 7:52 p.m.
Motion carried by voice vote of 7-0.

VILLAGE OF DOWNERS GROVE STORMWATER AND FLOODPLAIN OVERSIGHT COMMITTEE

In Re: Petition for Variance for Property Located at 4436 Main Street, Downers Grove filed by Wight & Co (architect/engineer) for Community High School District 99 Downers Grove North High School (owner)

FINDINGS OF FACT AND RECOMMENDATION

This matter comes before the Village of Downers Grove Stormwater and Floodplain Oversight Committee (Committee) for Hearing on Community High School District 99 (Owner) Petition for Variance for Downers Grove North High School, pursuant to Section 26.1900 of the Downers Grove Municipal Code, due Notice having been given, the Committee hereby finds and recommends as follows:

FINDINGS:

- Applicant Community High School District 99 is the owner of the property located at 4436 Main Street, Downers Grove (Downers Grove North High School).
- The entire athletic track/field and home bleachers of Downers Grove North High School are within LPDA SJ70, with a base flood elevation (BFE) of 735.7 (NAVD88), which makes the flood protection elevation (FPE) 736.7.
- Sections 26.505.B and 26.1303.B.7.d. of the Stormwater and Flood Plain Ordinance require accessory buildings to be constructed to at least the FPE (one foot above the BFE).
- Section 26.1303.B.7.e. requires all utilities (including plumbing) to be elevated above the FPE (one foot above the BFE).
- The Owner is proposing to remove the existing home bleachers and build new bleachers with Squad Rooms underneath in approximately the same location within the LPDA (the bleachers will be shifted to the north so they are centered on the field). The owner is requesting a variance to build the Squad Rooms 1.0 foot below the BFE (2.0 feet below the required elevation). The owner is also requesting a variance to install the finish floor of the bathrooms (low opening of the plumbing) in the Squad Rooms at the BFE (which is one foot below the required FPE).
- The elevation for the Squad Rooms is limited by the existing elevations of the athletic track/field and vacated Prince Street permeable pavers. Existing ground elevations are 6"-12" below the BFE, which would require considerable fill/compensatory storage to elevate the Squad Rooms. Additionally, elevating the Squad rooms 18"-24" above existing grade would require considerable ramps, stairs, and elevated sidewalks that would affect accessibility and egress of the area around the Squad Rooms and home bleachers.
- The variance will not alter the essential character of the area involved, including existing stream uses.
- Carrying out the strict letter of the provisions of the Stormwater Ordinance would create an undue or particular hardship or difficulty to the Owner.

- The Owner's requested relief is the minimum necessary and there are no means other than the requested variance by which the alleged hardship can be avoided or remedied to a degree sufficient to permit the reasonable continuation of the development.
- The Owner's circumstances are unique and do not represent a general condition or problem due to the existing grades of the athletic field/track and existing permeable pavers.
- The subject development is exceptional as compared to other developments subject to the same provision as given in reasons above.

RECOMMENDATION:

 X Approve the petition as presented

 Deny the petition

Ayes: 6

Nays: 1

ENTERED: March 18, 2019



Committee Chair