

**VILLAGE OF LAKE BLUFF
JOINT PLAN COMMISSION & ZONING BOARD OF APPEALS
MEETING**

NOVEMBER 18, 2015

APPROVED MINUTES

1. Call to Order & Roll Call

Chair Kraus called to order the regular meeting of the Joint Plan Commission and Zoning Board of Appeals (PCZBA) of the Village of Lake Bluff on Wednesday, November 18, 2015, at 7:00 p.m. in the Village Hall Board Room (40 E. Center Avenue).

The following members were present:

Members: Leslie Bishop
 Mary Collins
 Elliot Miller
 Gary Peters
 Steven Kraus, Chair

Absent: Sam Badger, Member
 Michael Goldsberry, Member

Also Present: Andrew Fiske, Village Attorney
 Drew Irvin, Village Administrator
 Jeff Hansen, Village Engineer
 Brandon J. Stanick, Assistant to the Village Administrator (A to VA)

2. Approval of the October 21, 2015 Meeting Minutes

Member Miller moved to approve the minutes of the October 21, 2015 meeting with a change requested by Member Collins. Member Collins seconded the motion. The motion passed on a unanimous voice vote.

3. Non-Agenda Items and Visitors

Chair Kraus stated the PCZBA allocates 15 minutes for those individuals who would like the opportunity to address the PCZBA on any matter not listed on the agenda.

There were no requests to address the PCZBA.

4. A Public Hearing to Consider a Petition Filed by Lake Bluff School District #65 to: (i) Amend the Existing Special Use Permit (pursuant to Ordinance #2008-07) Allowing the Operation of a Middle School at 31 E. Sheridan Place; (ii) a Variation From the Maximum Gross Floor Area Regulations Pursuant to Section 10-5-6 of the Lake Bluff Zoning Code; and (iii) Any Other Zoning Relief as Required for Renovations to the Lake Bluff Middle School Building

Chair Kraus introduced the agenda item and reviewed the public hearing process. Chair Kraus then requested an update from Staff.

A to VA Stanick reported on October 1, 2015 School District #65 (Petitioner) Officials and representatives from Wight & Company (Petitioner's project design consultant) met with Village Staff to review the proposed renovations to the Lake Bluff Middle School located at 31 E. Sheridan Place. The renovations include a new fine arts addition (4,300 sq. ft.), a new classroom addition (5,400 sq. ft.) providing for five new classrooms, a new storage building (1,200 sq. ft.) placed near the westerly

property line, as well as a new parking/circulation lot along E. Sheridan Place. At its meeting on October 21st, the PCZBA and the Architectural Board of Review (ABR) conducted a joint workshop to review preliminary plans and provide feedback to the Petitioner and the project design team. Shortly thereafter the Chairs of the PCZBA and ABR met with the Petitioner and project design team to review the responses to the feedback, which is provided in the attached zoning application materials.

A to VA Stanick reported the floor area allowed for a building on this lot in the R-4 Zoning District is 32,308.80 sq. ft. The existing floor area is 88,771 sq. ft. and the proposed addition is 11,698 sq. ft. in size for a total square footage of 100,469 sq. ft. This addition results in a 211% variation. He stated the percentage of variation is a result of calculating the floor area of a school the same as a single-family house.

Village Attorney Fiske stated in 2008 the existing SUP was approved to operate both the East School and the Middle School and granted a variation from the maximum floor area regulations. This evening the PCZBA is considering a request to amend the existing SUP allowing the operation of a school because of the proposed additions, as well as considering a variation from the maximum floor area regulations to allow the proposed additions. He noted, should this proposal be approved, the new ordinance will encompass all previous approvals in addition to the proposed changes being considered this evening by the PCZBA. He stated the variation requested requires an affirmative vote of four members for approval of the application as submitted and the SUP only requires a majority vote of those present.

Chair Kraus stated on October 21, 2015 the PCZBA and ABR conducted a joint workshop and discussed the initial proposal. The questions expressed during the workshop are addressed in the Petitioner's memorandum. He stated he and ABR Chair Hunter met previously with the Petitioner and design team to review their response to the comments generated during the workshop.

Chair Kraus administered the oath to those in attendance and opened the public hearing.

Dr. Jean Sophie, School District #65 Superintendent, thanked the PCZBA for their time and consideration of the proposed plans. She stated the proposal has been revised and incorporates the ideas expressed during the joint meeting. Dr. Sophie stated the School District is on an accelerated time schedule for the project in order to begin construction in March 2016 and complete by Labor Day.

Dr. Sophie introduced Lake Bluff Middle School Principle Nate Blackmer, Craig Siepka (Wight Architects) and Tom Carrano (IHC Construction Co.) to present the project.

Mr. Siepka stated the packet highlights the questions and concern expressed during the PCZBA/ABR workshop meeting. There are additional comments marked in red and noted the entire document will be updated for the Village Board meeting.

Mr. Siepka showed the existing conditions of the site using the land title survey.

Mr. Siepka presented the main site plan and reviewed the highlighted areas showing the existing building and past additions, the proposed renovations to the northeast and southwest areas of the building, a new storage building south of the western parking lot, and the reconfiguration of the parking lots located northeast of the building. He noted there are currently 24 parking stalls in the east lot and the proposed changes will decrease the number of stalls to 18. These stalls will primarily be used for administrators and visitors.

Mr. Siepka presented dimensioned property lines showing existing and proposed setbacks from neighboring lots. He also presented diagrams showing the visibility of the rooftop mechanical units from the ground.

Mr. Siepka presented the main level floor plan and reviewed the highlighted areas for the proposed new additions, including: renovations to existing science labs, reconfiguration of the main entranceway, a new fine arts addition at the northeast side, and a new classroom addition on the southeast side of the building. He stated there are currently no plans to renovate the gymnasium or band room. Mr. Siepka stated there will be a series of reconfigured stairs and a new ADA accessible ramp at the main entrance. Also, the ramp along the north side will be maintained. He showed the location of the additional ADA access points around the school. Mr. Siepka presented the lower level floor plan renovations noting the School District offices will relocate to the lower level once completed.

Principle Blackmer described the features of several of the new classrooms and the breakout areas located in the hallways. The breakout areas will provide a better opportunity for collaboration on in-school projects. Principle Blackmer stated there were classrooms in the lower level without any natural lighting and the overall natural lighting, due to the new instructional space, will increase dramatically.

Mr. Siepka showed the location of the proposed exterior and interior windows and noted the Petitioner is also considering alternative options such as skylights for various areas of the building.

Mr. Blackmer explained how the new additions will function and stated the configuration will minimize any disruption caused by students passing by classrooms still in session.

Mr. Siepka presented the building elevations and stated the proposed building heights are within the Village's regulations. He showed a diagram detailing the proposed metal storage shed on the west side of the property. He stated the Petitioner will build the shed with the same type of cement material used in certain locations around the building to make the shed more compatible with the proposed additions and the overall building.

Mr. Siepka presented diagrams of the sight lines from grade to the rooftop mechanical units. He noted the compressors will be wrapped in a sound blanket to minimize the noise. Mr. Siepka stated before the meeting the Petitioner met with community members at the Middle School to review the proposed plans. He stated there was resistance to putting rooftop units on the new addition; however, the Petitioner is committed to working with the community on the sound levels as well as the aesthetics of the rooftop units.

Mr. Siepka presented the floor area calculations for the school noting the additions will require a 211% variation from the Village's maximum floor area regulations.

Mr. Byron Wright, Civil Engineer with Wight Architects, presented a traffic flow diagram and reviewed the renovations planned for the northeast parking lot. He stated the entrance to the parking lot will be increased, but will remain within the same footprint. The intent is to reconfigure the main entrance to improve traffic flow. There are minimal changes to the site in the southwest corner noting the walkway will flow from the addition to the recreation area. He stated there will be basic landscaping around all the additions and additional landscaping around the existing chiller wall.

Mr. Wright stated the Lake County Watershed Development Ordinance (WDO) does not require any post-construction stormwater controls for the site; however, at the Village's request, the Petitioner will install additional stormwater storage to offset the impact the project will have on the Village's storm sewer. Also, there will be an infiltration trench along the north edge of the new parking lot and around the perimeter of the southwest addition to capture runoff from the rooftop and parking lot.

Member Bishop inquired of the size of the new pipe. Mr. Wright stated the size is 112 linear feet of 30 in. PVC pipe, which is the largest size that can be used given the topography. Mr. Wright stated we are trying to adjust the new impervious area with the new additions to collect and hold the stormwater on-site and will work with the Village to finalize this approach.

Mr. Wright noted the area of disturbance and stated the southwest area is currently all green space and the additions did not increase the impervious area on the property.

Mr. Wright presented a traffic flow diagram and stated there will be no changes to the current on-site circulation or new traffic patterns. The existing traffic flow for pick-up/drop-off functions and bus drop-off will remain the same.

Mr. Siepka stated this configuration was in response to a comment from the workshop regarding new traffic patterns associated with the new additions. The new additions do not accommodate student growth or visitors/parents coming to the site.

Member Collins commented on traffic flow during special events and inquired why only one curb cut was widened. She asked if they would consider making the exit at the northeast lot a full two-lane width. Mr. Wright stated they will consider the suggestion and noted the one-way traffic flow will remain.

Mr. Blackmer stated the northeast parking lot is a heavily travelled area for those students whom walk. Currently there are crossing guards monitoring the exit from the lot on the west side of the building and expressed concern for making it easier for a double lane of traffic to exit the parking lot that could create visibility issues for students walking along that sidewalk. A discussion over traffic circulation continued.

Mr. Tom Carrano, IHC Construction Co., reviewed the construction and staging diagram and noted there will be a fence placed around the southwest addition and fabric placed around the fence to minimize visibility from the outside. He stated construction traffic will come in through the west parking lot. The northeast corner staging area will be larger and have a construction trailer. Mr. Carrano stated construction is going to begin March 1, 2016 and go through September 1, 2016. The fencing will be installed in February and will remain until the end of August. Mr. Carrano stated fabric will be placed around the construction fence for the two new additions to minimize any visual disturbance.

He explained the construction traffic flow and noted all delivery trucks will come in from Sheridan Road and the Village will allow construction traffic to turn left onto Sheridan Place to reach Sheridan Road preventing truck traffic from entering the surrounding neighborhoods.

Mr. Siepka stated, as a result of community feedback, there will be temporary walking paths around the cul-de-sac staging site to accommodate student traffic to the building.

In response to a comment from Member Miller, Mr. Carrano stated contractors are not allowed to make deliveries during peak student drop off/pick up hours. The parking lot will be left intact until the summer and only construction of the new addition will begin in March. A discussion concerning traffic flow and staging ensued.

Mr. Siepka presented the proposed landscape plan and noted there will be additional landscaping around the storage shed area.

Following a request from Chair Kraus, Mr. Siepka reviewed the responses to feedback from the October 21st Joint PCZBA/ABR Workshop regarding the following: noise associated with the new rooftop mechanical units and the existing chiller; parking lot lighting photometric plan; current parking lot traffic issues during peak times of usage; on-site bicycle parking; future programming for the former East School site and any affects the project may have; the height of the new additions in relation to the existing facility; a communication plan between neighbors and the School District; site landscaping; increase in daylighting to instructional spaces located away from perimeter walls (within the southwest addition); and ADA compliance ramps.

Mr. Siepka reviewed the nine alternate proposals being considered by the Petitioner should funding become available.

Chair Kraus asked if the installation of additional landscaping noted in alternative nine was included in the proposed landscape plan. Mr. Siepka stated the trees were included as part of the base bid and the only thing not included was the additional screening around the storage shed.

Chair Kraus expressed his opinion that alternate proposals number three and eight are directly related to lighting for the new classroom additions. He commented on alternate proposal number four and expressed his preference for screening the mechanical rooftop units.

In response to a question from Chair Kraus, Village Attorney Fiske stated the recommendation from the PCZBA could be conditioned on the successful bidding of certain alternate proposals.

Adrienne Fawcett, neighborhood resident, expressed her concern for the proposed HVAC rooftop unit and asked if there were regulations governing noise levels. Village Attorney Fiske stated residential zoning districts do not have performance standards that would regulate specific decibel levels. The general noise regulations are structured in terms of causing a nuisance and not in specific decibel levels.

Ms. Fawcett commented on the previous Middle School renovations and asked how a nuisance is determined. Village Attorney Fiske stated the PCZBA can condition the approval on requiring noise mitigation.

Village Administrator Drew Irvin asked if the property was subject to the decibel level standards of the Illinois Pollution Control Board in addition to the Village's regulations. Village Attorney Fiske stated the Illinois Pollution Control Board standards would apply; however, enforcement of those standard are sometimes difficult.

Member Collins expressed her understanding that the Petitioner is not using an acoustic consultant and recommended the Petitioner hire an acoustic consultant for this project.

Anne Sorensen, Lake Bluff resident, stated the school has been a good neighbor and expressed her support for the changes to the instructional suite and the other proposed renovations. She expressed concern for light levels in the building after hours.

Member Collins expressed her opinion there are many wonderful proposed renovations for the school. She further expressed her concern that the proposed southwest building addition causes two existing classrooms to lose all their windows and a new classroom is without windows. She expressed her opinion the new additions to the building are not state-of-the-art because studies show improved performance with natural light and views. She stated it is possible that lighting will filter down a corridor into a classroom and she does not understand why Lake Bluff does not get the type of classroom that children need to enhance their experience as students.

Member Collins expressed a desire for a smaller storage shed and concern for the type of landscaping near the shed. Member Collins stated the skylight is an alternate proposal and does not believe they are considered optimal solutions for natural lighting.

In response to a comment from Member Bishop, Principle Blackmer stated the proposed renovations will not eliminate those windowless classrooms that are currently in the interior and the basement of the building. Mr. Blackmer expressed his belief the plans dramatically increase the availability of natural lighting by moving students from interior and lower level classrooms with no windows into the new instructional suites with access to daylight.

Chair Kraus expressed his understanding the lower level will be renovated and used for the offices. He inquired of the lighting available for the administrators. Mr. Blackmer identified the current spaces that do not have windows.

Member Bishop expressed her concern for only building to a 10-year flood because recently there have been 100-year floods. Village Engineer Jeff Hansen stated there are no requirements under the WDO for stormwater detention triggered by the proposed improvements. He stated the Petitioner has agreed to do what is reasonable given there are no WDO requirements. He noted storm sewers are not designed to store 10-year flood events; however, the large sewers will increase volume storage capacity.

In response to a question from Member Bishop, Village Engineer Hansen stated the drainage for the park across the street from the school, unless a very large storm event happens, will improve with more storage that accommodate can accommodate smaller storms.

Member Miller asked for an explanation on how the lot sizes versus the building size in the R-4 District interact. A to VA Stanick stated the allowable floor area for any lot is dependent upon the total size of the lot.

Member Miller asked Staff to clarify the PCZBA's action regarding the School's petition. Village Attorney Fiske noted the PCZBA is considering a recommendation regarding the floor area variation, as well as the amendment to the existing SUP. He noted that impacts such as drainage, noise, etc. are also in the PCZBA's purview.

Member Peters commended the District on listening to feedback from the October 21st Joint PCZBA/ABR Workshop and working with the neighbors regarding the proposed renovations. He expressed his agreement with Chair Kraus' previous statement concerning which desired alternates the Petitioner should consider. He expressed his belief the design team has aggressively addressed the window issue and have done the best they can with the resource available. Member Peters expressed

his understanding the noise from the existing chiller unit was addressed previously. He expressed his preference the School District retains an acoustical engineer to ensure the decibel levels from the rooftop HVAC units will be at a lower decibel level than the existing chiller unit.

Chair Kraus closed the public hearing.

Member Peters moved to recommend the Village Board approve an amendment to the existing special use permit and approve a 211% variation from the maximum gross floor area regulations for the renovation of the Lake Bluff Middle School resulting in 11,698 additional sq. ft. with the following conditions: (i) mitigate the noise generated from the mechanical units, (ii) work with the Village to enhance the proposed landscape plantings around the storage shed, and (iii) strongly encourage increasing the amount of natural daylight into the building. Member Miller seconded the motion.

Member Bishop inquired about the budget for the project. Dr. Sophie stated the budget is tight but there are parent groups that have expressed interest in donating funds to the project.

The motion passed on the following roll call vote:

Ayes: (4) Peters, Bishop, Miller and Chair Kraus
Nays: (1) Collins
Absent: (2) Badger and Goldsberry

5. A Public Hearing to Consider a Petition Filed by Lake Effect Holdings, LLC Seeking: (i) a Special Use Permit to Allow the Operation of a Physical Fitness Facility (SIC 7991) at 14 E. Scranton Avenue; and (ii) Any Other Zoning Relief as Required to Operate the Physical Fitness Facility

Chair Kraus introduced the agenda item and requested an update from Staff.

A to VA Stanick stated the Village received a zoning application from Lake Effect Holdings, LLC seeking a special use permit to allow a physical fitness facility at 14 E. Scranton Avenue located in the Village’s Central Business District. The information provided at the dais includes the floor plan of the space and interior pictures of the establishment. The proposed hours of operation are Monday through Friday (5:30 a.m. to 9:00 p.m.) and Saturday and Sunday (6:30 a.m. to 2:00 p.m.). The instructional component is for a one-on-one personal training service.

Chair Kraus opened the public hearing.

Mr. Robert Douglass, Managing Partner of Lake Effect Holdings, LLC, expressed his concerns regarding the requirement for a special use permit for a one-on-one personal training facility. The business is Focused Results Personal Training and he noted their plan is to have a space similar to the current facility located in Lake Forest as shown in the photographs. Mr. Douglass stated the proposed business is a well-established Lake Forest based business that will drive more traffic into town. They do not provide training for large groups so parking will not be impacted. Mr. Douglass stated the equipment is primarily free weights and resistance cables and the facility does not have a large array of equipment like a conventional fitness and/or health facility.

Mr. Douglass stated, pursuant to the Lake Bluff Zoning Code, the proposed business has been categorized by Staff as a Physical Fitness Facility (SIC Code 7991). He expressed his opinion the intent of SIC Code 7991 is to address physical fitness facilities, such as the Park District’s Fitness

Center and larger health clubs. This category is far too broad and it is an inappropriate categorization to apply to a business which provides personal one-on-one training.

Mr. Douglass stated Lake Effect Holdings respectfully requests the PCZBA reconsider classifying Focused Results into SIC Code 7991 and thereby not subjecting the business to a SUP and the associated costs.

Mr. Douglass addressed the standards for special use permits and noted there will be no major impacts except for new exterior signage on the building. Mr. Douglass encouraged the PCZBA to look at doing some kind of modification to the requirements to bring more clarity to the ordinance.

A discussion followed.

In response to a question from Member Bishop, Village Attorney Fiske stated the requested text amendment would allow this as a permitted use in the CBD and other applicants would not have to come before the PCZBA.

Village Attorney Fiske clarified the proposed application is similar to the other special use permits held by Lake Effect Holdings and noted the SUP would be granted to Lake Effect Holdings and not the operator of the facility. He stated any conditions of the SUP could be specific to this type of operation, and if the business were to change, but still able to comply with those conditions, it would not require Village approval.

Member Peters inquired of the reaction from the existing tenants. Mr. Douglass stated the existing tenants favor this type of business because it could draw clientele from Lake Forest to the downtown.

Chair Kraus closed the public hearing.

Member Collins moved to recommend the Village Board grant a SUP to Lake Effect Holdings to operate a physical fitness facility at 14 E. Scranton Avenue with the following conditions: (i) the facility operates Monday through Friday from 5:30 a.m. to 9:00 p.m., and on Saturday and Sunday, from 6:30 a.m. to 2:00 p.m., and (ii) only personal training services are provided. Member Miller seconded the motion. The motion passed on the following roll call vote:

Ayes:	(5)	Collins, Miller, Peters, Bishop and Chair Kraus
Nays:	(0)	
Absent:	(2)	Badger and Goldsberry

6. A Continued Discussion Regarding the Review of Regulations Concerning the Subdivision of Lots and the Village's Bulk Regulations

Chair Kraus provided an update on the November 9th Joint Special Meeting of the Committee-of-the-Whole where the COW met with the Chairs of the PCZBA, Architectural Board of Review and Historic Preservation Commission to discuss the proposals concerning maintain the Village's community character.

7. An Update and Continued Discussion Regarding Updates to the Village's Comprehensive Plan

Chair Kraus suggested a workshop in January to review the progress of the former Plan Commission.

8. Consideration of the 2016 PCZBA Meeting Schedule

Member Collins moved to approve the 2016 PCZBA Meeting Schedule. Member Miller seconded the motion. The motion passed on a unanimous voice vote.

9. Commissioner's Report

Chair Kraus advised that he will not be in attendance at the December 16th PCZBA meeting and asked Member Peters to serve as Chair Pro-Tem for the meeting.

10. Staff's Report

A to VA Stanick stated Staff is coordinating a joint workshop meeting for the PCZBA and the ABR to finalize the draft downtown design guidelines.

A to VA Stanick provided an updated regarding the Stonebridge submittals that will be considered at the HPC and ABR meetings in December.

Member Collins commented on the School District public hearing process and noted the PCZBA should review the plans in the planning stage before the design is finalized. Member Collins stated the PCZBA should not be voting on finalized plans, but conceptual plans submitted for the PCZBA's review.

11. Adjournment

As there was no further business to come before the PCZBA, Member Collins moved to adjourn the meeting. Member Miller seconded the motion. The meeting adjourned at 9:08 p.m.

Respectfully submitted,

Brandon Stanick
Assistant to the Village Administrator