

STAFF DEVELOPMENT COMMITTEE REPORT

To: Plan Commission
 Prepared By: Katherine E. Lockerby, Development Planner
 Meeting Date: October 9, 2013
 Date Prepared: October 4, 2013
 Project Title: Autumn Leaves Care Facility
 Address: Northeast corner of Arlington Heights Road and Council Trail

BACKGROUND INFORMATION

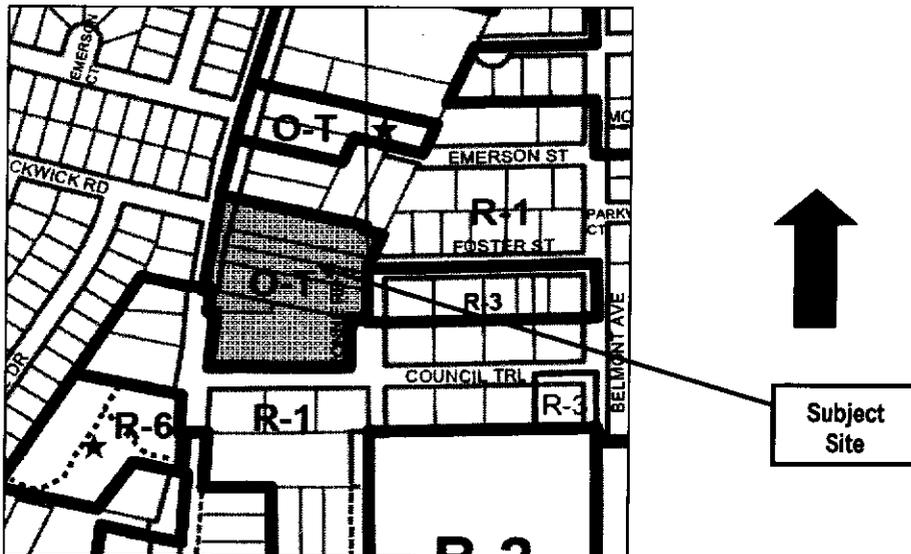
Petitioner: Matthew Krummick
 Address: LaSalle Group
 1900 E. Golf Road, Suite 1120
 Schaumburg, Illinois 60173
 Existing Zoning: O-T, Office Transitional

Requested Action:

1. A Comprehensive Plan Amendment from "Offices Only" to "Institutional"
2. A rezoning from O-T, Office Transitional to I-Institutional.
3. A Preliminary and Final Planned Unit Development

Variations Required:

- A variation from Chapter 28, Section 5.1-21.1b, to allow a reduction to the required south building setback from 100 to 52.65 feet.
- A variation from Chapter 28, Section 5.1-8.14 to allow less than 12 feet spacing between the building and parking area along the north and east elevations.
- A variation from Chapter 28, Section 6.5 to allow a 16' tall, 400 square foot accessory structure within the required exterior side yard setback (east yard).



Surrounding Land Uses:

Direction	Existing Zoning	Existing Use	Comprehensive Plan
North	R-1, One Family Dwelling	Vacant Land and Single Family Homes	Offices Only
South	R-1, One Family Dwelling	Office Building and Single Family Homes	Commercial
East	R-1 and R-3, One Family Dwelling	Single Family Homes	Single Family Detached
West	R-1 and R-3, One Family Dwelling	Single Family Homes and Church	Single Family Detached and Offices Only

Background Summary

The undeveloped 4.6 acre (201,000 square feet) site is located at the northeast corner of Arlington Heights Road and Council Trail, and is zoned O-T, Office Transitional. In addition, the property is part of the Council Trail/Arlington Heights Road Overlay Zoning District, and is located within Tax Increment Financing District #4, which is designated for office development in the TIF #4 Redevelopment Plan.

The proposed action, if approved, would allow the LaSalle Group to develop the site with a one-story, 29,000 square foot care facility for individuals diagnosed with various forms of memory impairment such as Alzheimer's and dementia. The LaSalle Group, which is based out of Dallas, Texas, has been in the memory care industry for 12 years and has a total of 24 facilities located throughout the nation. The LaSalle Group has three similar facilities in the Chicago area including Crystal Lake, Vernon Hills, and Orland Park as well as three new facilities that are planned to open later this year and located in Bolingbrook, Oswego, and St. Charles.

The proposed Arlington Heights facility would have a total of 46 beds in 42 rooms (4 double rooms are proposed) and would include amenities such as common dining and entertainment rooms, a commercial grade kitchen facility, therapy (no outpatient service), and outdoor recreation space along the north and south building elevations that are enclosed by a decorative fence. A total of 32 employees, over three work shifts are anticipated to staff the facility 24 hours a day, 7 days a week, including having a registered nurse on-site 24 hours per day.

Zoning and Comprehensive Plan

The proposal includes several zoning actions. The first action is an amendment to the Comprehensive Plan, changing the designation from Offices Only to Institutional. The second action is a rezoning from O-T, Office Transitional to I, Institutional. The final zoning action is a preliminary and final Planned Unit Development (PUD) to allow the development.

In order to justify the change in land use and zoning, the Petitioner provided a written analysis explaining the requested change. The Petitioner engaged NAI Hiffman to complete a study for office demands in this location as well as the area submarket. Additionally, the Petitioner provided an explanation of the proposed business operations and a Market Synopsis that outlines the market demands for the proposed type of assisted living facility. (see Attachment #1) The Village has reviewed the proposed documentation and agrees that the proposed development in this location would be a positive use of the site for the following reasons:

- i. The zoning change will provide a good transitional buffer to the residences to the north, east and south.
- ii. The subject property is within the TIF District #4 and has remained vacant for some time, which has generated limited incremental real estate taxes. Although the proposed use may not provide an increment as high as an office user, the anticipated increment is acceptable as proposed.
- iii. The proposal is consistent with the requirements set forth in the South Arlington Heights Road/Council Trail Overlay Zone.
- iv. The Petitioner's traffic and parking study, which will be discussed later in this report, has demonstrated that the proposed use will have minimal impact to the surrounding roadway network and that there is sufficient parking on site to accommodate the projected parking demands.

As mentioned, the property is located in TIF District #4, therefore if the Comprehensive Plan is amended from Offices Only to Institutional, the TIF #4 Redevelopment Plan must be amended as well to reflect this change in land use. Pursuant to State Statute, this change in land use designation is considered a "minor amendment" to the TIF#4 Plan, thus no public hearing for said amendment is required. However, an Ordinance amending the TIF #4 Redevelopment Plan will be required, concurrent with this development.

When the proposal was presented to the Plat and Subdivision Committee, it was noted that Staff would evaluate the corridor between Council Trail and Noyes Street in terms of future land use and development parameters with the possibility of extending the Overlay Zoning District standards to the properties to the north to Noyes Street. This is currently being evaluated, with the anticipation of scheduling an Ordinance Review Committee meeting shortly.

Plat and Subdivision Committee Meeting Summary

The project was reviewed by the Plat and Subdivision Committee on April 10, 2013. In general, the five Commissioners in attendance believed the proposed use was needed in the area, would be a great transitional use to the adjacent residential areas.

Early Review before the Village Board

The project was reviewed by the Village Board on May 20, 2013. At that time, the Petitioner received positive feedback from the Village Board, with the caveat that the drainage, screening and all site issues would need to be worked out and that a neighborhood meeting occur as part of the formal review process.

Neighborhood Meeting Summary

On October 2, 2013, the Petitioner held a neighborhood meeting at the Village Hall. All residents that received the required legal notification of the public hearing also received notice of the neighborhood meeting. There were four residents in attendance from three addresses in the immediate vicinity. Issues raised were as follows:

1. **Concern with the proposed loading and trash collection operations along the east side of the building.** *Neighbors were concerned with these operations occurring overnight. A condition has been added to the project that states "Deliveries and loading related activities, as well as trash collection, shall not be allowed between the hours of 10 p.m. and 7 a.m.". These hours are consistent with the requirements set forth in the zoning regulations for commercial properties adjacent to residential areas.*
2. **The proposed landscape screen was discussed in detail.** *The residents were aware that the proposed landscape screen was a work in progress and that the final plans would be presented to the Plan Commission and/or Village Board.*
3. **Concern about ambulance traffic that will visit the site.** *The Petitioner indicated that there could be anywhere from 3 – 5 calls per month for ambulances, based on data from other locations. These numbers are so low in part due to the staffing of a registered nurse on site 24 hours/day. Ambulances do conduct their operations from the east side of the building, which is consistent with the operations plan of the facility. Residents requested that the overnight ambulance calls be handled from the west entrance. The Petitioner indicated he will review that request with the operations side of the business to determine if it is feasible.*
4. **Security for the residents of the facility.** *The neighbors questioned what type of provisions are in place to ensure a resident does not unknowingly leave the property. The Petitioner mentioned that there is a 15 second delay on all of the main doors and the nurses monitor the doors. Furthermore, the residents are allowed into the courtyard as long as they are with staff.*
5. **How the proposal will affect property values.** *The Petitioner indicated that they would provide a resident with a study on property values.*

Building Related Issues

As mentioned earlier, the proposed building will be single story, with a roof height of 16.5 feet as measured to the midpoint of the roof. The overlay zone allows a maximum building height of 45 feet. The proposed single-story massing of the building will fit nicely into the surrounding neighborhood.

The Design Commission reviewed the project on August 21, 2013 and the report and minutes for said meeting are included in the Plan Commission packet. The Design Commission recommended approval of the proposal subject to a number of conditions. The conditions included 5 building related conditions, 1 landscape related condition and 1 sign related condition. The Petitioner is aware that the plans must comply with the Design Commission motion.

As part of the formal Plan Commission review process, there was some disagreement between the Petitioner and the Building Department related to the type of classification the proposed building qualifies per the Building Codes. At this time, the Petitioner is aware that the proposed type of construction must meet the Village's standards prior to the issuance of a building permit. This is not a condition of approval, rather a reminder to the Petitioner.

Site Related Issues

During the formal Plan Commission review process the following main key issues were identified.

Zoning Code Bulk Standards

Staff conducted a zoning analysis based on the I, Institutional bulk standards and the Council Trail/Arlington Heights Road Overlay Zoning District, which is outlined in the Village's Zoning Ordinance (see Table 1 below). The overlay district was established to ensure that said property is developed in manner that is unified, cohesive, and sensitive to the surrounding residential properties. The overlay district standards supplement the underlying zoning, and shall supersede the underlying zoning where different.

Table 1: Zoning Analysis (I, Institutional and Overlay Zoning District Standards)

Standards	I, Institutional	Overlay	Proposed
Location	Institutional sites 4-acres to 20 acres frontage on a street classified at least as a Secondary Arterial		Major Arterial
Minimum Area for Zoning District	2 acres	N/A	4.5 acres
Minimum Lot Area	N/A	N/A	4.5 acres
Minimum Lot Width (south)	100 feet	N/A	411 feet
Front Yard Setback (south)	25 feet	100 feet	52.65 feet (Variation Required)
Side Yard Setback (east)	25 feet	100 feet	128 feet
Side Yard Setback (west)	25 feet	100 feet	100 feet
Rear Yard Setback (north)	30 feet	100 feet	143 feet
Pavement Setback (east and west)	N/A	30 feet	33 and 73 feet
FAR	100%	N/A	13%
Lot Coverage	40%	N/A	13%
Building Height	45 feet	45 feet	16.5 feet
Minimum Distance from building to paved area	12 feet	N/A	N: 10 feet (Variation) S: 12 feet E: 4.75 feet (Variation) W: 20 feet

With the exception of the front (south) yard setbacks and the minimum distance from building to paved area requirements, the proposed development complies with all applicable I, Institutional and Overlay district bulk requirements. As a result, the following variations have been identified:

- A variation from Chapter 28, Section 5.1-21.1b, to allow a reduction to the required building setback from 100 to 52.65 feet.
- A variation from Chapter 28, Section 5.1-8.14 to allow less than 12 feet spacing between the building and parking area along the north and east elevations.

The Petitioner has provided a response to the hardship criteria justifying the required variations (Attachment #3). Staff has reviewed the responses and concurs with the proposed variations. Regarding the building setback variation, it is believed that, since the building is one story tall and maintains a low building profile of approximately 16.5 feet as measured to the midpoint of the roofline, the setback impacts will be negligible. Furthermore, the requested setback variation is large for three reasons, i. the building's footprint is a single-story yet it is considerably less than the minimum building lot coverage standards for a development in the I district; ii. The location of an existing sanitary sewer line through the property prompted the need to set the building's north elevation 143 feet from the north property line, which exceeds the Code requirement of 100 feet by 43 feet; and iii. The setback prior to the dedication to the 33 feet for Council Trail was 85 feet. Due to the dedication, the proposed setback is 52.62 feet. Regarding the setback from the parking areas, Staff is supportive of the variation as the remaining site is buffered well from the exterior property lines and there is more than ample landscape area provided on site.

Furthermore, the Petitioner is proposing a 16' tall, 400 square foot storage building between the detention basin and the east parking lot. This building will be used to store Autumn Leaves' furniture, etc. in the event a resident chooses to bring their own furniture. The location of the proposed building will trigger the following variation:

- **A variation from Chapter 28, Section 6.5 to allow a 16' tall, 400 square foot accessory structure within the required exterior side yard setback (east yard).**

Staff is of the opinion that the proposed building will have minimal impacts on the adjacent properties, and it is still set back approximately 85 feet from the new Tonne Road right of way line. Furthermore, foundation plantings have been incorporated around the proposed building.

Access

With respect to access, the overlay district prohibits vehicular access to Tonne Road and Foster Street, while the number of curb cuts along Arlington Heights Road and Council Trail are limited to one each. Driveways proposed along Council Trail must be located at least 120 feet east of the Arlington Heights Road right of way as measured to the center of the driveway. The plan as proposed complies with this standard as said driveway is approximately 300 feet from the aforementioned right of way. Similarly, only one driveway is allowed along Arlington Heights Road and it must be located across from Pickwick Road. The proposed plan meets the overlay standards. Concerns were raised regarding the design of the Arlington Heights Road access through the formal review process. As a cross-access easement is required for said access to the benefit of the property to the north (see explanation below). The access onto the site from Arlington Heights Road is suitable for the Autumn Leaves development; however, when the property to the north is developed, the access will need to be modified with a longer throat to accommodate additional stacking for in-bound and out-bound traffic. Therefore, the following condition is recommended: "At such time when the property to the north is developed and cross access is provided onto the Subject Property, the Petitioner shall work with the developer of the property to the north to create a revised access to Arlington Heights Road that is designed to meet the needs of the two properties." The access to Arlington Heights Road is subject to review and approval by IDOT, as Arlington Heights Road is under their jurisdiction.

Cross Access Easements

Per the overlay zone, a cross access easement shall be required to allow the adjacent parcel to the north access to the driveway at Pickwick Road. A Plat of Easement has been provided that includes an area at the northwest corner of the site, generally over the proposed access point. A condition of the recommendation is: "The proposed plats of easement and dedication shall be signed prior to Village Board consideration."

Another requirement of the overlay zone is the provision of an access easement to the driveway along Council Trail. Staff has determined that this access easement is not necessary at this time given the proposed use for this site.

Sanitary Sewer Easement

Currently there is a public sanitary sewer that runs through the north portion of the site in an existing 10' easement. However, the sewer runs generally along the north line of the easement. The Plat of Easement indicates the provision of 10' easement on the north side of the sanitary sewer to ensure there is adequate coverage on both sides of the sewer line. A condition of the recommendation is: "The proposed plats of easement and dedication shall be signed prior to Village Board consideration."

Sidewalk Easement

In order to maintain a parkway of approximately 9 feet along Arlington Heights Road, the Petitioner has moved a portion of the public sidewalk onto the private property. The general location has been changed on the engineering plans but not on the other site and landscape plans. Therefore, the Plat of Easement indicates two locations where the sidewalk will enter the private property. A condition of the recommendation is: "The proposed plats of easement and dedication shall be signed prior to Village Board consideration."

Public Improvements

The Overlay district sets forth standards for public improvements, as follows:

- **The developer shall be required to extend the storm sewer west from Belmont Avenue to the subject property as well as widen and improve the north half of Council Trail adjacent to the site (including pavement widening for**

one northbound right hand turn lane and one southbound left hand turn lane, curb and gutter, sidewalks, and street lighting). *The Petitioner is proposing to extend the storm sewer west from Belmont Avenue to the subject property. Additionally, the Petitioner is proposing to reconstruct Council Trail adjacent to the site. The engineering plans provided do not include the required street lights and sidewalk on the south side of Council Trail. Therefore, a condition of the recommendation is the engineering plans shall be revised to incorporate these items prior to Village Board consideration.*

- **The Arlington Heights Road median between Emerson Street and Pickwick Road shall be re-stripped to accommodate a two-way, bi-directional left hand turn lane, subject to IDOT approval.** *The Petitioner is proposing to re-stripe the subject left-hand turn lane, based on the direction they received from IDOT to allow for a dedicated left turn lane into the site from south bound Arlington Heights Road and a dedicated left turn lane onto Emerson Street from north bound Arlington Heights Road.*
- **Right of way dedication, as determined by the Village's Engineering Department shall be required along Arlington Heights Road, Tonne Road, and Council Trail.** *The Petitioner has provided a Plat of Dedication that includes a 33 foot right of way dedication for Council Trail and a 16 foot right of way dedication for Tonne Road. No dedication was required along Arlington Heights Road. A condition of the recommendation is: "The proposed plats of easement and dedication shall be signed prior to Village Board consideration."*
- **The developer shall provide, prior to the issuance of a building permit, an escrow for 33% of the estimated cost of construction for a traffic signal (and warrant study) at the intersection of Council Trail and Arlington Heights Road. The cost estimate shall be determined by the Engineering Department and shall take into account yearly inflationary rates. If the signal is not constructed within five years of issuance of a certificate of occupancy, then the escrow would be returned to the developer.** *The Engineering Department is reviewing the cost estimate as provided by the Petitioner. A condition of the recommendation is that this escrow amount be provided prior to the issuance of a building permit.*

Additionally, as required with final engineering, approved Letters of Credit for the Public Improvement and Maintenance Deposits, and all other engineering related fees, are typically required prior to Plan Commission consideration of a final Planned Unit Development. However, these items will not be available prior to Plan Commission public hearing. In an attempt to keep the project moving forward through the public hearing process, Staff is recommending that these required fees be submitted prior to Village Board consideration. The Village has allowed this with other projects.

Storm Water Management

In addition to extending the storm sewer within the Council Trail right of way, the Petitioner is providing on-site detention in the form of a dry-bottom detention basin. The basin will ultimately drain into the new storm sewer in Council Trail, which runs east. The Village will require an Onsite Utility Maintenance Agreement for the stormwater system which must be executed prior to the issuance of a building permit.

Landscape & Tree Preservation Related Issues

The current site is dense with existing trees and shrubs that are considered low quality and volunteer growth. The proposed tree preservation plan includes the preservation of 12 trees that are of fair-good quality. The remaining trees will be removed with the mass grading of the site. As the trees are low quality, additional replacement trees are not required. However, the plan does incorporate 116 shade and evergreen trees and 53 ornamental trees that will help mitigate the loss of the existing trees.

The overlay zone has a number of landscaping requirements above and beyond the minimum landscape standards set forth in Section 6 of the Zoning Regulations. These include: dense landscaping between the east property line and the parking lot, landscaping between the north property line and the parking lot, detention landscaping, landscaping of vehicular entryways, and perimeter landscaping along Arlington Heights Road and Council Trail. The Petitioner has provided a landscape plan that incorporates all of the requirements set forth in the overlay zone requirements. In summary, the proposed landscape plan provides a nice buffer between the surrounding properties and the subject property and will provide a nice campus-like setting for the residents and visitors of the facility. However, there is concern that not enough trees have been incorporated in the northeast corner. The Petitioner shall work with Staff to incorporate 5 – 6 additional shade trees in said area prior to Village Board consideration. Furthermore, the proposed 6' tall fence exceeds the maximum fence height of 5 feet. The plan should be revised to reduce the proposed fence height to comply with Code.

Traffic & Parking Issues

As required, the Petitioner provided a Traffic and Parking study prepared by KLOA. The study assessed the existing roadway system characteristics, anticipated trip generation, directional distribution of the site traffic, capacity analysis at the area intersections, site access, and parking. Based on the information provided, Staff believes the proposed low-intensity development will work well with the existing traffic patterns in the area and will have minimal impact.

With respect to the code required parking, 1 parking space is required for every 2 beds. As a result, a total of 23 parking spaces are required for the 46 bed facility. As shown on the site plan, a total of 38 parking spaces are provided, thereby resulting in a surplus of 15 parking stalls. The traffic and parking study assessed parking and estimated that the development will have a peak parking demand between 16 and 20 vehicles. Therefore, it is anticipated that the proposed parking will adequately meet the needs of the development.

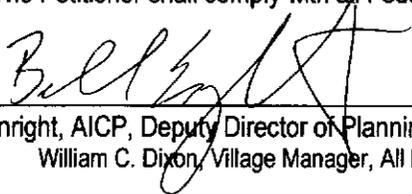
RECOMMENDATION

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

1. An amendment to the Village's Comprehensive Plan to change the underlying land use designation from Offices Only to Institutional.
2. A rezoning from O-T, Office Transitional to I, Institutional.
3. A Preliminary and Final PUD.
4. A variation from Chapter 28, Section 5.1-21.1b, to allow a reduction to the required building setback from 100 to 52.65 feet.
5. A variation from Chapter 28, Section 5.1-8.14 to allow less than 12 feet spacing between the building and parking area along the north and east elevations.
6. A variation from Chapter 28, Section 6.5 to allow a 16' tall, 400 square foot accessory structure within the required exterior side yard setback (east yard).

This approval shall be subject to the following conditions:

1. The proposed plats of easement and dedication shall be signed prior to Village Board consideration.
2. The engineering plans shall be revised to provide the required street lights and sidewalk on the south side of Council Trail prior to Village Board consideration.
3. The submittal of approved Letters of Credit for the Public Improvement and Maintenance Deposits, and all other engineering related fees, prior to Village Board consideration.
4. The Petitioner shall incorporate 5 – 6 additional shade trees on the landscape plan in the northeast corner of the site.
5. The Petitioner shall provide an escrow for 33% of the estimated cost of construction for a traffic signal (and warrant study) at the intersection of Council Trail and Arlington Heights Road, subject to the approval of the Director of Engineering, prior to the issuance of a building permit.
6. An Onsite Utility Maintenance Agreement must be fully executed prior to the issuance of a building permit.
7. At such time when the property to the north is developed and cross access is provided onto the Subject Property, the Petitioner shall work with the developer of the property to the north to create a revised access to Arlington Heights Road that is designed to meet the needs of the two properties, subject to the approval of the Director of Engineering.
8. The plans must comply with the Design Commission motion.
9. Deliveries and loading related activities, as well as trash collection, shall not be allowed between the hours of 10 p.m. and 7 a.m.
10. The Petitioner shall comply with all Federal, State, and Village codes, regulations, and policies.



October 4, 2013

Bill Enright, AICP, Deputy Director of Planning and Community Development

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