

Comprehensive Plan: The Comprehensive Plan map shows the subject property as medium density residential.

Zoning and Land Use Surrounding the Planned Development:

- North: Unincorporated property (Ken-Loch) zoned R4 Single-family Residence District (DuPage County); developed as single-family residences
- South: R4PD Limited General Residence District, Planned Development and B3 Community Commercial District; developed as the Arboretum townhome development as well as a gas station, Cove Plaza Shopping Center and an office building
- East: O Office District and R3PD Attached Single Family Residential District - Planned Development; developed as office buildings and the Elizabeth Crossing townhome development
- West: R5PD General Residence District, Planned Development; developed as the Oak Creek Business Park and the Lexington Senior Care facility

ANALYSIS

SUBMITTALS

This report is based on the following documentation, which was filed with the Department of Community Development:

1. Petition for Public Hearing with Response to Standards.
2. Letter from David Shaw of Shaw Fishman Glanz & Towbin LLC dated February 4, 2013 regarding change of ownership since original filing was completed.
3. Preliminary Site Plan prepared by Cross Engineering & Associates, Inc. dated February 4, 2013.
4. Preliminary Engineering Plan, prepared by Cross Engineering & Associates, Inc., dated February 4, 2013.
5. ALTA/ASCM Plat of Survey, prepared by Glen D. Krisch Land Surveyor, Inc., dated September 4, 2012.
6. Preliminary Landscape Plan, prepared by Allen Kracower & Associates, Inc., dated September 7, 2012
7. Preliminary Plat of Subdivision prepared by Krisch Land Surveying, LLC.
8. Wetland Boundary survey, prepared by Krisch Land Surveying, LLC., dated September 4, 2012.
9. Architectural Site Plan, Perspectives and Rendered elevations prepared by Vessell Architecture and Design dated September 6, 2012.
10. Neighborhood Analysis Spreadsheet showing facilities in area, provided by the petitioner, received February 5, 2013.

DESCRIPTION

The petitioner is proposing to develop the vacant property at 300 West 22nd Street (the northwest corner of 22nd Street and Elizabeth Street) with one eighty unit assisted living/memory care facility on four floors. The site is currently unimproved and is encumbered with an existing wetland that encompasses the northern portion of the lot. The proposal is intended to supersede the previous Hunter's Ridge condominium project approved by the Village Board in 2006.

The property is within the defined boundaries of the Covington/Cove Landing planned development. The original planned development approval and the following amendments to the planned development established general density and development parameters for the planned development, but it did not address the future development of the subject property. As such, the petitioner's plan should be reviewed and approved as an amendment to the original approval, as was done for the Covington Apartments portion of the planned development in the late 1980s. For reference purposes, a list of past Village actions and copies of the relevant Ordinances are listed in Appendices I & II.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING

Private Engineering Services

The Private Engineering Services Division has the following comments on the subject petition:

1. The curb depressions on the curb that backs up to the wetland behind the building need to be located to force the drainage into/through the ponds.
2. The curb that dead ends into the patio area shall be continued through the patio area. This area is a fire lane that should not have tables placed in it. The curb shall be stamped "fire lane" with arrows or something similar into the concrete curb.
3. Include a double layer of silt fence (or an approved equal measure) on the final engineering as part of the erosion control plan.
4. The underground detention system must meet loading requirements.
5. If the grades for top and bottom of retaining walls during final engineering exceed 3-feet in height, structural drawings will be required.

6. The plan scale when submitted for final engineering needs to be at the actual scale noted on the plan.
7. A split rail or similar type fence shall be shown between the paved improvements and the wetland buffer area, with an opening, if desired, no greater than 3-foot, to deter mowing of the buffer area.
8. Provide additional information as to why there are separate outlets for the two separate detention basins in the wetland buffer zone, when draining one through the other would be a more effective “treatment train” prior to release to the wetlands.
9. A DuPage County review for the special management areas will need to be approved, prior to Village permit issuance.
 - a. Calculations must show the wetland hydrology will not be adversely affected & associated release rates from the ponds set accordingly, with the other restrictor sized to meet the DuPage County allowable release rate from the site.
 - b. Coordinate any pre-application meetings with DuPage County with Village staff.
10. Easements for the 6” watermain shall be provided.
11. The underground detention facility will also may require an easement or other instrument that provides access and maintenance rights that will run with the land and survive title transfer.
12. Verify the purpose of the fence line to the north of the fire lane.
13. The storm sewer material in the notes conflicts with the callouts on the plan (RCP vs. PVC).
14. Accessible parking stalls, depending on the direction, are slightly over 2%, which is the maximum in accessible stalls. Provide final ramp locations for the sidewalk and associated grades.
15. Provide 6” curb fronting all parking stalls, with the exception of the ramp locations.
16. Preference should be given to lining up the parking stall striping with the stalls across the drive aisle.
17. Additional comments on the site improvements will be provided following review of a complete building permit application.

Public Works

The Engineering Division of the Department of Public Works offers the following comments:

1. A thirty-foot wide easement shall be dedicated to the Village over any existing and proposed water mains, including fire hydrant legs.
2. An easement shall be dedicated over the proposed stormwater detention system, including the outfall pipe, to give the Village the right but not the duty to access it and, if necessary, to perform repairs at the owner's expense following appropriate notice.
3. The proposed storm sewer is proposed to connect to a structure on the neighboring private property so rights to do so should be demonstrated to the Village's satisfaction.
4. A sanitary clean-out shall be provided at the property line.
5. Ramped sidewalks with requisite stamping shall be provided at the curb lines.
6. A plat is required for the proposed right-of-way dedication as well as the proposed public sidewalk easement.
7. The sidewalk abutting the curb on Elizabeth Street shall be six feet wide.
8. The landscape berm along the south side of the parking lot shall not be more than one foot high so as to limit the soil depth over the water main below.
9. Trees shall not be planted within 10 horizontal feet of any existing or proposed water main. This will require a revision to the planting plan south of the parking lot.
10. Water main valves in vaults are required on the proposed main immediately west of the proposed hydrant leg east of the building and immediately north of the existing main on the proposed hydrant leg in the southwest corner of the site.
11. The Village and utility companies shall be responsible only to restore topsoil and turf grass or bituminous pavement following a repair of a underground public utility. Therefore, it is recommended that the brick design feature on the driveway on 22nd Street be stamped or typical asphalt.
12. The proposed retaining wall next to the driveway on 22nd Street shall be shortened to be at least 15 horizontal feet from the existing water main and at least 5 horizontal feet from the proposed retaining wall.

13. Additional comments will be provided as part of the building permit submittal.

FIRE DEPARTMENT

The Fire Department has the following issues or concerns regarding the physical layout of the proposed facility:

1. The private fire department access road specified on the site plan providing access from Elizabeth Street along the north face of the building must extend to the west and terminate not less than 15 feet from the east facing wall of the structure.
2. All fire department public or private access roads shall be a minimum width of 20 feet and shall not be less than 15 feet from the building.
3. Fire Department access roads indicating “Brick Paver” construction shall meet the detailed engineering and construction specifications for public improvement as enumerated in the Village of Lombard Specifications Manual.
4. The site access through the public right of way at the western edge of the site from 22nd Street shall meet the minimum width and turning radius requirements necessary for the largest fire department apparatus.
5. Additional comments are offered as part of the overall review of the proposed use.

BUILDING DIVISION

The Building Division does not have any additional comments beyond what was presented elsewhere in the report. Further comments will be provided upon receipt of a building permit submittal.

PLANNING

Senior housing facilities are listed as conditional uses within the underlying R5 District. The development proposal consists of a single 4-story, 80-unit senior care facility which is intended to provide shelter and services for individuals with Alzheimer’s and dementia. This facility is proposed to be located on the same site previously approved as the Hunter’s Ridge 60-unit condominium development in 2006. That project did not proceed to construction and the petitioner acquired the subject property in November, 2012 in order to develop the site with the proposed senior housing concept. As such, an amendment to the previously approved planned development is required.

Compliance with the Zoning Ordinance

Planned Development Provisions

As noted in other planned development petitions, any development or redevelopment within the planned development should be reviewed in the context of the overall planned development. The original planned development approval, granted on May 9, 1966 (Ordinance 1174) broadly provided for substantial relief from Village Code. The 1966 approval only provided a preliminary sketch of where the proposed building would be located and no buildings were shown for the subject property. Its main provisions were:

- Number of Units: 1200 units are permitted within the development. 292 units were constructed within the Cove Landing portion and 256 units were constructed in Covington. The petitioner's is proposing 80 senior units, which would be within the density limits set forth in the planned development.
- Unit Mix: the 1966 planned development ordinance designated the unit mix, however subsequent amendments did not address this issue. The petitioner's plan proposes 80 units.
- Building Height: 15 stories maximum. The petitioner's plan proposes a four story building.
- Open Space: 30 percent of the property must remain open space. The planned development defines open space as any area not covered by buildings. Using this provision, the petitioner's plan will cover 14% of the property, leaving 86% open. Under current standards, the site plan has 64% open space.
- Setbacks: 20 foot separation between buildings is required plus ten additional feet for each story over three. The petitioner's plan shows that the building is setback at its closest point 45.58 feet from the closest building in the Covington Apartments.
- Setbacks from 22nd Street: 100 feet setback from the center line of the 22nd Street right-of-way. The petitioner's plan shows the building (not including a front canopy) will be 144.34 feet from the center line.

Based upon these provisions, the petitioner's plan will be in conformance with the physical constraints set forth within the planned development. Additional discussion regarding the standards for conditional uses for the senior housing component is offered later in the report.

Compatibility with the Subdivision and Development Ordinance

The petitioner is proposing to construct requisite public improvements for the project. To address the substandard right-of-way width along Elizabeth Street (currently 33 feet wide), the petitioner is proposing to dedicate an additional seven feet of land for public right-of-way purposes along the east property line. Moreover, to accommodate the need for sidewalks, the petitioner is also proposing to dedicate an additional three feet for a public sidewalk in an easement, to be located immediately west of the Elizabeth Street right-of-way dedication area.

Should the petition be approved, staff recommends as a condition of approval that the petitioner submit to the Village a final plat of dedication for all rights-of-way, requisite easements and a plat of resubdivision making the remainder lot a lot of record.

Compatibility with Surrounding Land Uses

The property is also bordered by townhouse units to the northeast and south of the proposed building, however, their units are generally oriented away from the subject property. To the east and southwest are office uses.

To ensure that the property is compatible with the planned development and the adjacent land uses, the petitioner intended to follow the development parameters that were approved as part of the 2006 Hunter's Ridge project, including:

- **Open Space** - the proposed building layout orients the property toward 22nd Street. This will allow the northern portion of the site to remain as open space. The petitioner has met with Village and DuPage County staff to develop a plan that is compatible with the wetland area. DuPage County has expressed conceptual support for the petitioner's plan, which will keep the building and other impervious areas outside of the wetland area and will only minimally encroach into the wetland buffer area (this encroachment was requested by the Lombard Fire Department).
- **Building Elevations** - The planned development does not have any design guidelines and the built architecture between the existing Cove Landing and Covington developments vary significantly. The petitioner has developed a building elevation plan and profile which they have successfully constructed at other such facilities and mirrors many of the design concepts currently found along 22nd Street and the Yorktown/Butterfield Road corridor. As such, the proposed building elevations are proposed to have a strong masonry component. The petitioner's submitted elevations also provide relief along the prominent west, south and east parapets.
- **Traffic** – Assisted living facilities of this nature differ from many other types of senior housing units, as the residents will not be travelling of their own volition. As such, the traffic generated by the use will be guests visiting the residents as well as associated

employees and staff. Based upon the Institute of Transportation Engineers (ITE) trip general manual, 9th edition, the proposed 80 unit assisted living facility is anticipated to generate 250 daily trips, which is 162 fewer trips than the previously approved Hunter's Ridge condominium development. Given the barrier median, the 22nd Street access driveway will function as a right-in, right-facility, with a stop sign. Along Elizabeth Street a full access point will be provided.

- **Parking** – The plan will meet the Zoning Ordinance provisions. Unlike the previous approval, all parking will be provided to the south of the proposed facility. The building location and the requisite landscaping will minimize the visibility of the outdoor parking lot from adjacent properties.

Compatibility with the Comprehensive Plan

In 2006, the following narrative was offered:

“In review of this petition, staff notes that the Comprehensive Plan Map (dated 1998) shows the subject property for future public and institutional uses. However, upon further review of this designation staff notes that within the Community Facilities section, no statements are offered relative to the future of this site for institutional use. Moreover, if the intent was to preserve the wetland areas, the map would have designated the site for open space uses. Based upon this information, staff cannot definitively determine whether the public and institutional land use designation on the map was intentional or a cartographic error.

Absent any public ownership intentions for the subject property, staff reviewed past versions of the Comprehensive Plan and the original planned development approval. The 1987 Southwest Sub-Area Plan noted that “... the sub-area plan recommends continued designation for townhouse development on this 2.75 acre parcel. Multiple family use is considered a feasible option depending on the eventual use of Parcel 3 [now Elizabeth Crossings townhomes].”

In 2006, medium density residential (i.e., 11 to 20 dwelling units per acre) was deemed to be appropriate, given the wetland constraints on the property. However, given the semi-institutional nature of the proposed use, comparisons to independent living units (which would have greater populations) than a facility with 80 total residents, are more elusive. However, to meet the intent of the plan, and to address senior housing needs, the petitioner sought to develop the property in such a manner that the improvements and traffic impacts would be less than that which was previously approved by the Village.

Standards for Conditional Uses

The proposed project has two key considerations that must be addressed by the petitioner and the Village. The first element is whether the development meets the physical constraints of development as set forth within the underlying Zoning Ordinance and within the established planned development. The petitioner has attempted to develop the site plan in a manner that replicates the key design features in the 2006 Hunter's Ridge approval.

However, for this petition to be approved, the petitioner must also meet the standards for conditional uses for the planned development amendment and, more importantly, the standards for conditional uses for an assisted living facility.

Over the past year, staff has raised concerns regarding additional senior care facilities along the 22nd Street corridor. This concern primarily relates to the impacts of the additional senior housing component upon Village services, particularly Fire Department and Emergency Medical Services (EMS). This concern has been shared by staff since the project was introduced to Village staff by the petitioner. Ultimately, this concern is directly relates to the standards for conditional uses, of which the first standard states:

- a. *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 Fire Department has expressed concerns regarding the impacts of additional senior housing units on their ability to deliver services to the community. They note that such additional units have a larger call volume than other types of housing units. Coupled with the other existing senior housing units along the 22nd Street Corridor (Beacon Hill, 499 units; Lexington Healthcare/Lexington Square, 437 units and Fountain Square, 142 units) 1,078 total senior housing unit residents are in close proximity to the subject property. These three facilities have generated between 10 and 13 percent of all EMS calls to the Village. Ultimately, the concern being raised by the proposed project is that the EMS generations are higher than other housing types and would be detrimental to public health and welfare. For reference purposes, staff has attached a summation presentation report noting some of the key concerns pertaining to additional senior housing within this corridor. It is noted that of comparable communities, Lombard has the highest number of senior housing units and EMS calls per resident.

The attached analysis also included a discussion regarding the nature of the units, as to whether the type of care offered seniors has an effect on call volume. The Village data suggests that in comparison of the facilities the discrepancies between the types of senior housing do not affect call volume.

The petitioner states that their facility is unique in that their residents may not be completely comparable to other existing facilities in the Village. They have offered that of the units in Lombard 60% are independent living which do not have any on-site care providers and 30% are

skilled nursing whose residents are in a much higher need of hospital care than the assisted living and memory care residents in their project. They believe that the Sunrise project which more closely resembles their operation only generates a fraction of the EMS calls and their project will only be one-half of the size of the existing Sunrise property.

In response, staff notes that the Sunrise development is a recently constructed project and its full impacts remain to be seen, as the facility has been increasing in occupancy over the past few years. Staff ultimately raised the concern that the proposed use impacts on its own are such that the standards cannot be met and therefore the petition should not be granted.

ALTERNATE RECOMMENDATION

However, the petitioner has stated that should the Village find that if the petition can be supported, the petitioner is willing to enter into a Special Service Area (SSA) agreement to offset the additional costs of the facility on Village services. Consideration of any such SSA agreement is under the purview of the Village Board and as such, should the Village Board seek to approve the petition, staff would recommend that in addition to incorporating the IDRC comments within the approval petition, that the approval be conditioned upon the execution of an SSA agreement between the Village and the petitioner that satisfactorily addresses the long term and ongoing service impacts of the proposed use on Village EMS services.

FINDINGS AND RECOMMENDATIONS

Based on the above considerations, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending denial of this petition:

Based on the submitted petition and the testimony presented, the proposed conditional uses do not comply with the standards required by the Lombard Zoning Ordinance, as the establishment and operation of the conditional use will be detrimental to the public health, safety, morals, comfort, or general welfare; and, therefore, I move that the Plan Commission adopt the findings included within the Inter-department Group Report as the findings of the Lombard Plan Commission; and therefore, recommend to the Corporate Authorities **denial** of the PC 12-19.

Inter-Departmental Review Group Report Approved By:



William J. Heniff, AICP
Director of Community Development

RIDER TO PETITION FOR PUBLIC HEARING

Description of Request

Petitioner is requesting; (i) an Amendment (major change) to the existing Covenant/Cove Landing Planned Development, (ii) a Conditional use for a nursing home and (iii) a single lot Major Subdivision, all to permit the construction of a 4 story, 80 unit assisted living facility.

Standards for Planned Developments

1. Except as may be modified by the approval of the final development plan, the proposed project complies with the regulations of the underlying R-5 General Residence District and the terms and provisions of the applicable Planned Development, including; (i) the proposed number of units (60), (ii) required open space (64%), (iii) building set-backs (all exceed minimum requirements) and building height (4 stories).
2. The proposed facility will be served by municipal sanitary sewer and potable water as shown on the submitted plans.
3. This Petition is accompanied by a request for a modification of the Comprehensive Plan to incorporate the proposed use.
4. The proposed use is a specialized senior care facility available to the entire community so as to serve the general public interest. Further, the project is consistent with surrounding uses and generally complies with Village Zoning Ordinance.
5. The design of internal traffic circulation and access are safe and will avoid congestion. Access points are provided on both 22nd and Elizabeth Streets, with an unobstructed flow of on-site traffic from and to each of those points. Further, because of the nature of the proposed facility, the project will have minimal traffic impact on adjoining streets. The assisted living facility as proposed use will have no adverse impact on public school and a minimal impact on other public facilities and services.

Standards for a Conditional Use

1. The establishment, maintenance and operation of the proposed senior care facility will not be detrimental to, or in any way adversely impact, health, safety, morals, comfort or general welfare. On the contrary, the facility will provide a safe and secure haven for those who need general assistance for their daily living and will have a relatively benign impact on municipal services and facilities.

2. By its nature, the proposed use will not adversely impact the use and enjoyment of the properties in the immediate vicinity. Pedestrian and vehicular traffic generated by the project will be minimal and the proposed use is consistent with adjoining multiple family residential uses. The project incorporates substantial open space and preservation of wetlands, and the proposed building will be of high quality, all of which will serve to support and sustain the area property values.

3. The property surrounding the proposed project has been fully developed with multiple family and commercial structures. The subject property has remained vacant and its development at this point will have no adverse impact on surrounding development.

4. The project will be served by municipal sanitary sewer and water, and all other local utility providers. The project will have direct access to both 22nd and Elizabeth Streets as shown on the submitted plans. Adequate storm water management facilities will be provided on the site pursuant to plans submitted to and approved by the Village.

5. Vehicular traffic generated by the proposed facility will be relatively light with no significant impact at so called "peak hours". The access points on 22nd and Elizabeth Streets will provide adequate access and the flow-through on-site design will minimize on and off-site congestion.

6. Petitioner has requested a modification of the Comprehensive Plan to accommodate the proposed development. Petitioner believes that an analysis of the relevant land uses and history of Plan will support this request.

7. Except as modified by the approvals granted pursuant to Petitioners request, the proposed facility will comply with the regulations and requirements set forth in the Zoning Ordinance (R-5 General Residence District) and the Planned Development previously approved for the site.

Introduction

- As the overall population continues to age, the need to address future senior housing needs will also increase.
- Local governments need to be aware of the existing & increasing demand for senior housing & its corresponding service level impacts upon the community.
- Impacts vary based upon the nature & type of housing & the services offered.
- Government administrators must recognize that the growing senior housing need can place additional costs upon local governments.

Background - Market Factors

- Trends in Senior Housing to locate in desirable, accessible locations (important for both residents and associated family).
- Many residents desire to stay in close proximity to locations the previously lived independently.
- Operators seek favorable demographic markets.

Study - Comparative Analysis

- Senior housing - includes congregate, assisted and independent living facilities, where such facilities are operated/managed by a single entity (i.e., excludes apartments or condos). Often termed “nursing homes” in the past.
- Village staff undertook an analysis of senior housing & EMS calls
 - 13 DuPage communities with own Fire services; 12 of which provided EMS data

DuPage County Municipalities with Municipal Fire Services

Municipality	Total Senior Housing Unit Residents	Total Population	% Population 65+ Years	2011 EMS calls	EMS calls per resident
Naperville	626	141,853	8.7%	5,290	0.037
Lombard	1,078	43,395	14.2%*	4,593	0.106
Wheaton	1,071	52,894	12.3%	3,423	0.065
Elmhurst	1,025	44,121	14.4%	3,346	0.076
Downers Grove	669	47,833	15.3%	3,047	0.064
Westmont	640	24,685	15.4%	2,523	0.102
Hanover Park	0	37,973	6.1%	2,309	0.061
Glen Ellyn	369	27,450	13.1%	2,070	0.075
Villa Park	0	21,904	11.1%	1,839	0.084
Roselle	44	22,763	10.2%	1,500	0.066
Hinsdale	0	16,816	11.5%	1,083	0.064
Clarendon Hills	90	8,427	11.5%	478	0.057

*Population 65+ for the Village of Lombard are based on the initial 2010 U.S. Census figures that do not include 230 residents of unknown age and their housing units. Actual percentages may be higher or lower.

Study - Within Village

- o Senior housing represents a significant percentage of EMS calls

Lombard Senior Housing Projects

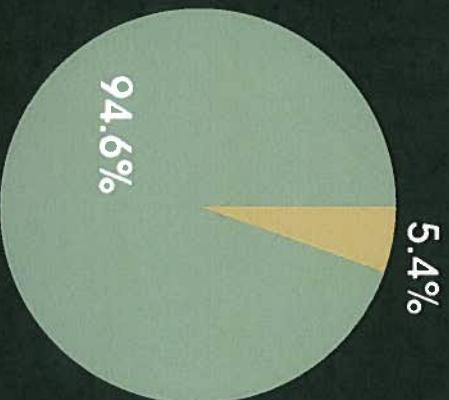
- Lexington
- Beacon Hill
- Sunrise



Comparison to Other DuPage County Communities

Village of Lombard

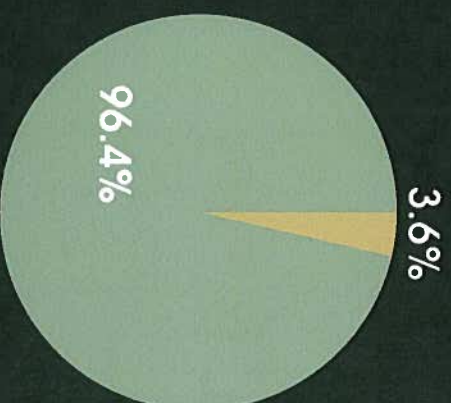
Housing Units



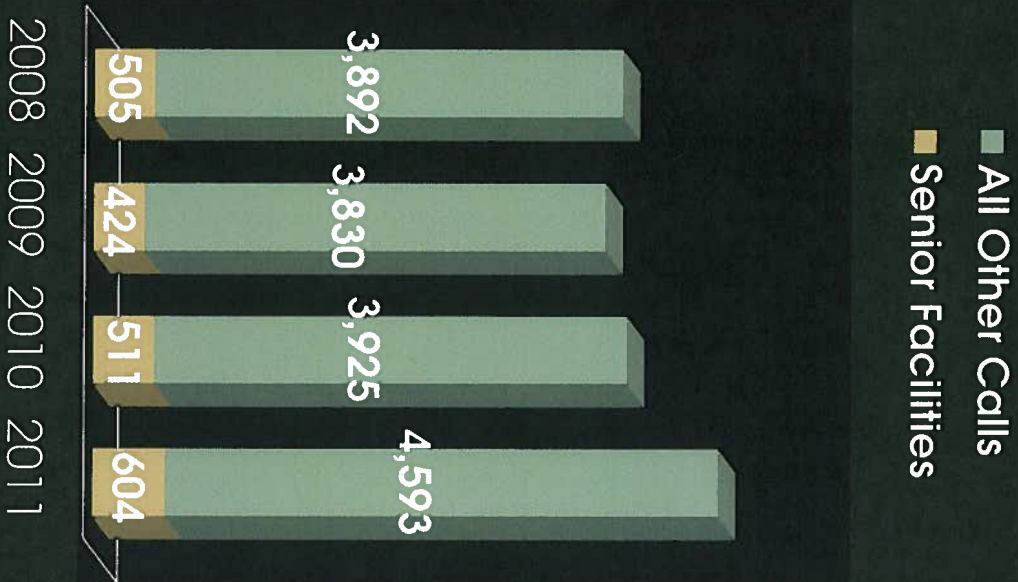
■ Senior ■ Non-senior

DuPage County avg.

Housing Units



■ Senior ■ Non-senior



Impact of EMS Calls on Lombard

More than 10% of EMS responses are to the Village's 3 existing senior housing facilities

EMS Call Breakdown

<u>Year</u>	<u>Lexington</u>	<u>Beacon Hill</u>	<u>Sunrise</u>	<u>Senior Housing Total EMS Calls</u>	<u>Total Annual EMS Calls</u>	<u>Senior Housing % EMS Calls</u>
2008	187	318	n/a	505	4,397	11.5%
2009	196	219	9	424	4,254	10.0%
2010	215	252	44	511	4,436	11.5%
2011	222	306	76	604	4,593	13.2%

- Independent & assisted living units generated slightly higher EMS calls (0.65/unit) than long-term care units (0.51 calls/unit) in 2011, but this difference is not significant.

Lombard Findings

- Residents age 65+ appear to generate a higher-than-average number of EMS calls regardless of whether or not they live in designated senior housing.
- Construction of additional senior housing would be expected to increase the number of EMS calls due to the age of the residents (rather than the type of care being offered in a facility).

