



Village of Oak Park

STAFF REPORT

TO: Plan Commission

REVIEW DATE: May 4, 2023

FROM: Village Staff

PREPARED BY: Craig Failor, Village Planner

P R O J E C T T I T L E

PC 22-08: Zoning Ordinance Text Amendment – H-Hospital Zoning District. The Applicants seek text amendments to the Oak Park Zoning Ordinance as follows: (1) an amendment to Article 6 (“Special Purpose District”), Section 6.3C(1) to apply the dimensional standards in the H-Hospital Zoning District to all uses within the H-Hospital Zoning District; (2) an amendment to Article 6, Section 6.3C(2) to limit the height restrictions that apply to certain geographical areas and maximum height restrictions within those geographical areas as follows: a building height decrease from 125 feet to 80 feet for the area located east of Harlem Avenue, north of Monroe Street to Maple Avenue to the east; and a building height decrease from 80 feet to 50 feet for the area east of Wisconsin Avenue to the west side of Wenonah Avenue; and a building height decrease for the area east of Harlem Avenue, south of Monroe Street to the west side of Wisconsin Avenue; and (3) an amendment to Article 6, Section 6.3C (Table 6-3) (“H District Dimensional Standards”) to increase the building setbacks for front yards from 20 feet to 30 feet, interior side yards from 20 feet to 30 feet, those yards abutting residential districts from 30 feet to 50 feet, and corner side yards from 20 feet to 30 feet.

A P P L I C A N T I N F O R M A T I O N

APPLICANTS: David Osta, 620 Wenonah Avenue, Oak Park, IL 60304

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A n a l y s i s

Description

According to the Applicant's narrative provided with their application, with support from the Center West Oak Park Neighborhood Association, they propose amending the Oak Park Zoning Ordinance to further reduce building height and increase building setbacks from property lines for the Rush Oak Park Hospital campus. They believe these changes will be more in line with West Suburban Hospital's current height and setback regulations. The Applicants have provided background information and a rationale for their requests, which include exhibits. You will also read their responses to the seven (7) text amendment approval standards. These standards can be found in Article 14 of the Zoning Ordinance and which are copied below for easy reference. The Applicants have submitted a request for multiple Zoning Ordinance text amendments that have been repeated below in this report. The Applicants have not indicated receiving support of the proposed changes from Rush Oak Park Hospital. Rush Oak Park Hospital personnel received a copy of the application upon its receipt. After Rush Oak Park hospital's initial review of the application, they have requested a continuance of the hearing in order to have time to prepare their response. Please reference the submitted letter from their attorney included with the packet of information.

Z o n i n g O r d i n a n c e

The Plan Commission and Village Board must consider the following standards when determining appropriateness of the proposed Zoning Ordinance text amendment. The approval of amendments is based on a balancing of these standards.

Standards for Text Amendments:

- a. The extent to which the proposed amendment promotes the public health, safety, and welfare of the Village.
- b. The relative gain to the public, as compared to the hardship imposed upon the applicant.
- c. The consistency of the proposed amendment with the Comprehensive Plan and any adopted land use policies.
- d. The consistency of the proposed amendment with the intent and general regulations of this Ordinance.
- e. Whether the proposed amendment corrects an error or omission, adds clarification to existing requirements, or reflects a change in policy.
- f. The extent to which the proposed amendment creates nonconformities.
- g. The extent to which the proposed amendment is consistent with the overall structure and organization of this Ordinance.

The following **RED** text (~~stricken~~ and underlined) are the proposed changes by the Applicants.

ARTICLE 6. SPECIAL PURPOSE DISTRICT

6.3 H HOSPITAL ZONING DISTRICT

A. Purpose Statement

The H Hospital Zoning District is intended to accommodate major health care facilities, and their expansion, located within the Village.

B. Uses

Article 8 lists permitted and special principal uses and temporary uses for the H District.

C. Dimensional Standards

1. Table 6-3: H District Dimensional Standards establishes the dimensional standards for the H District. These regulations apply to all uses within the H District~~each district unless a different standard is listed for a specific use.~~
2. Additional height restrictions apply to the following geographic areas.
 - a. From the centerline of N Humphrey Avenue (extended) to the west H District property line, buildings may not exceed 50 feet in height.
 - b. From the centerline of ~~Wisconsin~~Harlem Avenue (extended), north of Monroe Street to the east side of Maple Avenue, H District property line, buildings may not exceed 80 feet in height.
 - c. From the centerline of Wisconsin Avenue, to the east H District property line, buildings may not exceed 50 feet in height.
 - d. From the centerline of Harlem Avenue (extended), south of Monroe Street, to the centerline of Wisconsin Avenue, buildings may not exceed 50 feet in height.

| Table 6-3: H District Dimensional Standards <u>(ROPH)</u> | |
|---|--|
| | H District |
| Bulk Standards | |
| Minimum Lot Area | 10,000sf |
| Maximum Building Height | 125', unless located within a height restricted area per Section 6.3.C.2 |
| Maximum Lot Coverage | 80% |
| Required Setbacks | |
| Minimum Front Setback | 23 <u>30</u> ' |

| Table 6-3: H District Dimensional Standards (ROPH) | | | |
|---|----------|------|--|
| | | | H District |
| Minimum Setback | Interior | Side | 230', unless abutting a residential district then 350'; If abutting a residentially zoned property, and located within a height restricted area per Section 6.3.C.2 : 50' measured from the property line of the adjoining lot to the interior side |
| Minimum Setback | Corner | Side | 230' |
| Minimum Rear Setback | | | 30' measured from the property line of the adjoining lot to the rear; If abutting a residentially zoned property, and located within a height restricted area per Section 6.3.C.2 : 50' measured from the property line of the adjoining lot to the rear |

| Table 6-3: H District Dimensional Standards (West Suburban Hospital) | | | |
|---|----------|------|--|
| | | | H District |
| Bulk Standards | | | |
| Minimum Lot Area | | | 10,000sf |
| Maximum Building Height | | | 125', unless located within a height restricted area per Section 6.3.C.2 |
| Maximum Lot Coverage | | | 80% |
| Required Setbacks | | | |
| Minimum Front Setback | | | 20' |
| Minimum Setback | Interior | Side | 20', unless abutting a residential district then 30'; If abutting a residentially zoned property, and located within a height restricted area per Section 6.3.C.2: 50' measured from the property line of the adjoining lot to the interior side |
| Minimum Setback | Corner | Side | 20' |
| Minimum Rear Setback | | | 30' measured from the property line of the adjoining lot to the rear; If abutting a residentially zoned property, and located within a height restricted area per Section 6.3.C.2: 50' measured from the property line of the adjoining lot to the rear |

D. General Standards of Applicability

1. Site Development Standards

See Article 9 for additional on-site development standards and requirements, such as exterior lighting, accessory structures and uses, fences and walls, and permitted encroachments.

2. Off-Street Parking and Loading

See Article 10 for off-street parking and loading standards and requirements.

3. Landscape

See Article 11 for landscape, buffering, and screening standards and requirements.

End of Section for changes.

History:

During the drafting phase of the Zoning Ordinance revision project, prior to its adoption in 2017, staff reached out to both, Rush Oak Park Hospital and West Suburban Hospital representatives to inquire if they would have any objection to a stricter (lower) height regulation for a portion of their campus, specifically property adjacent single-family residential properties. In fact, residents near West Suburban Hospital presented a proposal for change during the Zoning Ordinance revision project time period. In both cases, when staff approached the two hospitals, they indicated they would not object. The initial request for a reduction in their allowed height of 125 feet was to a maximum height limit of 50 feet in the specific geographical areas now identified in the Zoning Ordinance. West Suburban Hospital agreed to the reduction in height from 125 feet to 50 feet as they recognized that single-family residential property abutting their property to the west was only separated from the hospital zoning by a 20-foot-wide public alley. They also did not object to an increase in principal building setback from 30 to 50 feet along their west property line which abuts the 20-foot-wide public alley. Rush Oak Park hospital agreed to a reduction in height from 125 feet to 80 feet as they too recognized that single-family residential zoning was across the 66-foot-wide public streets. There was no change in the existing principal building setback of 20 feet from property lines abutting the public street frontages.

For context, the Belmont Village Retirement Community's building to the northeast of Rush Oak Park Hospital campus is at a height of 75 feet and the Medical Office Building (MOB) on the south side of Rush Oak Park hospital is 60 feet +/- tall. Belmont Village does not abut any residentially zoned property, but the MOB does. This MOB building, which was approved via a Special Use permit in 1999, is setback 75 feet from single-family zoned property directly to its south and 95 feet from the property line abutting Wisconsin Avenue to the east. The MOB is setback 35 feet from the west property line abutting Maple Avenue. Across the street from the MOB on the west side of Maple Avenue is now a surface parking lot owned and operated by Rush Oak Park Hospital for valet parking, but at the time the MOB was approved and constructed, up until about a little over two years ago, it was zoned multiple family residential containing a variety of residential buildings.

Staff's Review.

Regulation Applicability:

Article 6, Section 6.3(C)1: *"Table 6-3: H District Dimensional Standards establishes the dimensional standards for the H District. These regulations apply to all uses within the H District. These regulations apply to all uses within each district unless a different standard is listed for a specific use."* The modification for this section, as proposed by the applicants, would change the current staff analysis for accessory uses within the H-Hospital Zoning District. The existing text, *"These regulations apply to all uses within each district unless a different standard is listed for a specific*

use.” helps to support staff’s analysis that accessory uses should be regulated differently from principal uses. If modified as requested, accessory uses in the H-Hospital Zoning District would have the same setback requirements as a principal use. Currently, setback regulations for principal uses, in all of Oak Park’s residential and commercial zoning districts, are differentiated from regulations associated with accessory uses. The H-Hospital zoning district should be no different.

Accessory uses have less of an impact on adjacent land uses, than principal uses do. As an example; using the existing text, a surface parking lot is considered an accessory use. The intent of the Applicant’s change is to treat accessory uses the same as a principal uses relative to setback regulations. By definition and in practice, an accessory use does not have the same impact that a multi-story principal use would have. If this provision were approved as suggested by the Applicants, any new surface parking lot would be severely restricted in its setback to a point that it diminishes the ability for the Hospitals to provide essential surface parking. This change would affect both hospital campuses, not just Rush Oak Park Hospital. This would mean that both Hospitals would need to rely more on on-street parking spaces and/or potentially need taller parking structures to accommodate their parking needs. For these reasons, staff does not support this proposed text amendment.

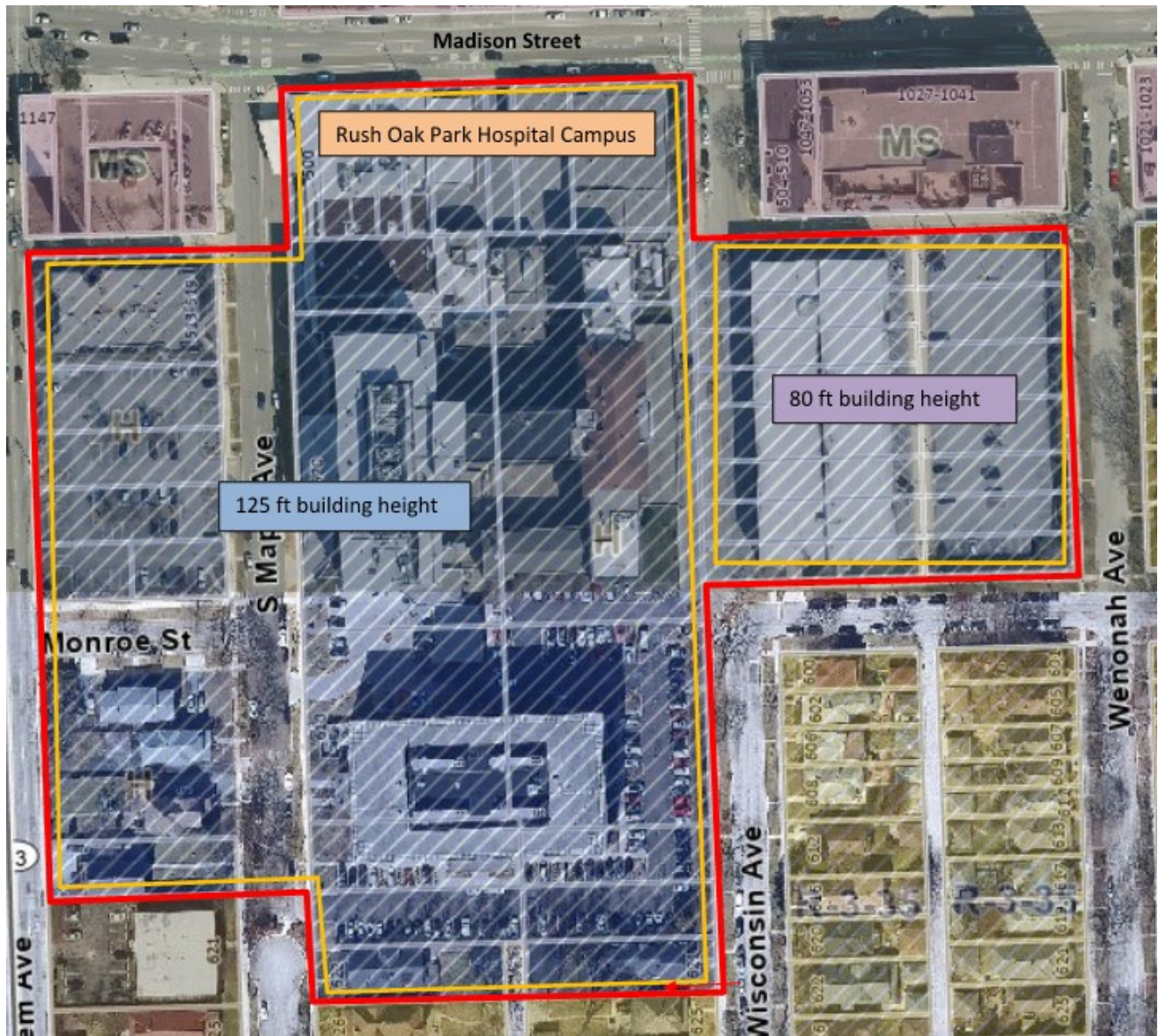
Height:

The Applicants are requesting height reductions in three geographical areas of the Rush Oak Park Hospital campus. See text and maps below. There are no changes proposed to the West Suburban Hospital campus in this application.

- 1.) The far-easternmost campus parcel is the parcel that was recently subject to a special use ordinance amendment process to allow for the construction of a multi-level parking structure. The hospital did not go forward with this development. This parcel is located west of Wenonah Avenue and north of Monroe Street and south of Belmont Village retirement facility. The maximum height allowed in this area is 80 feet. This is the area mentioned previously where Rush Oak Park Hospital did not object to a height reduction from 125 feet to 80 feet. The Applicants are requesting that the maximum height restriction in this area be reduced from 80 feet to 50 feet. NOTE: *Any future proposals on this parcel will require a public hearing as the hospital will need to amend the previously approved special use ordinance, via the same process as with the recent proposed parking structure.*
- 2.) The northwesternmost campus parcel abutting Harlem Avenue presently consists of a surface parking lot and utility building. This parcel is located north of Monroe Street and is between Harlem Avenue and Maple Avenue. The current maximum height allowed in this area is 125 feet. The Applicants are requesting the maximum height restriction in this area be reduced to 80 feet. NOTE: *This parcel is not abutting or near a residential neighborhood and is somewhat isolated from any residentially zoned areas. This parcel, as measured from the Monroe Street property line, is approximately 265 feet from the closest residentially zoned property to the south.*
- 3.) The southernmost portion of the campus parcel presently has a relatively new surface parking lot (NOTE: *the aerials shows 4 buildings in this area – these have been razed and now a parking lot exists as an accessory structure*) and the Medical Office Building which

was approved in 1999. This parcel is located between Harlem Avenue and on either side of Maple Avenue, south of Monroe Street. The current height allowed in this area is 125 feet. The Applicants are requesting the maximum height restriction in this area be reduced to 50 feet. NOTE: *The property which was recently redeveloped with a surface parking lot was purchased by Rush Oak Park Hospital, then rezoned from the R-7 Multiple Family zoning district to the H-Hospital zoning district in February 2021. This area directly abuts an R-7 Multiple Family zoning to the south. The five story Medical Office Building directly east was approved for development in 1999 and directly abuts an R3-50 Single Family zoning to the south.*

Current Heights.



Proposed Heights.



Setback:

The Applicants are requesting building setback increases in the front yard, corner side yard, and interior side yard. They are also requesting a modification to applicability for the rear yard setback. See text and maps below. There are no changes proposed to the West Suburban Hospital campus in this application.

- 1.) The front yard setback the Applicants are proposing is an increase from 20 feet to 30 feet.

The four (4) street frontages designated by the Village as front yards are as follows:

- a. Madison Street and three sections of Monroe Street;
- b. south property line of the northwestern-most parcel between Harlem Avenue and Maple Avenue,
- c. north property line of the southwestern-most parcel between Harlem Avenue and Maple Avenue and,
- d. the south property line of the easternmost parcel between Wenonah Avenue and Wisconsin Avenue extended.)

- 2.) The corner side yard setback the Applicants are proposing is an increase from 20 feet to 30 feet.

The four (4) street frontages designated by the Village as corner side yards are as follows:

- a. Harlem Avenue (north and south of Monroe Street),
- b. Maple Avenue (both east and west sides, from Madison to the cul-de-sac),
- c. Wisconsin Avenue south of Monroe Street, and
- d. Wenonah Avenue north of Monroe Street.

- 3.) The interior side yard setback the Applicants are proposing is an increase from 20 feet to 30 feet, but if abutting a residential zoning district, it increases from 30 feet to 50 feet.

There are no interior side yard setbacks designated by the Village for the Hospital Campus.

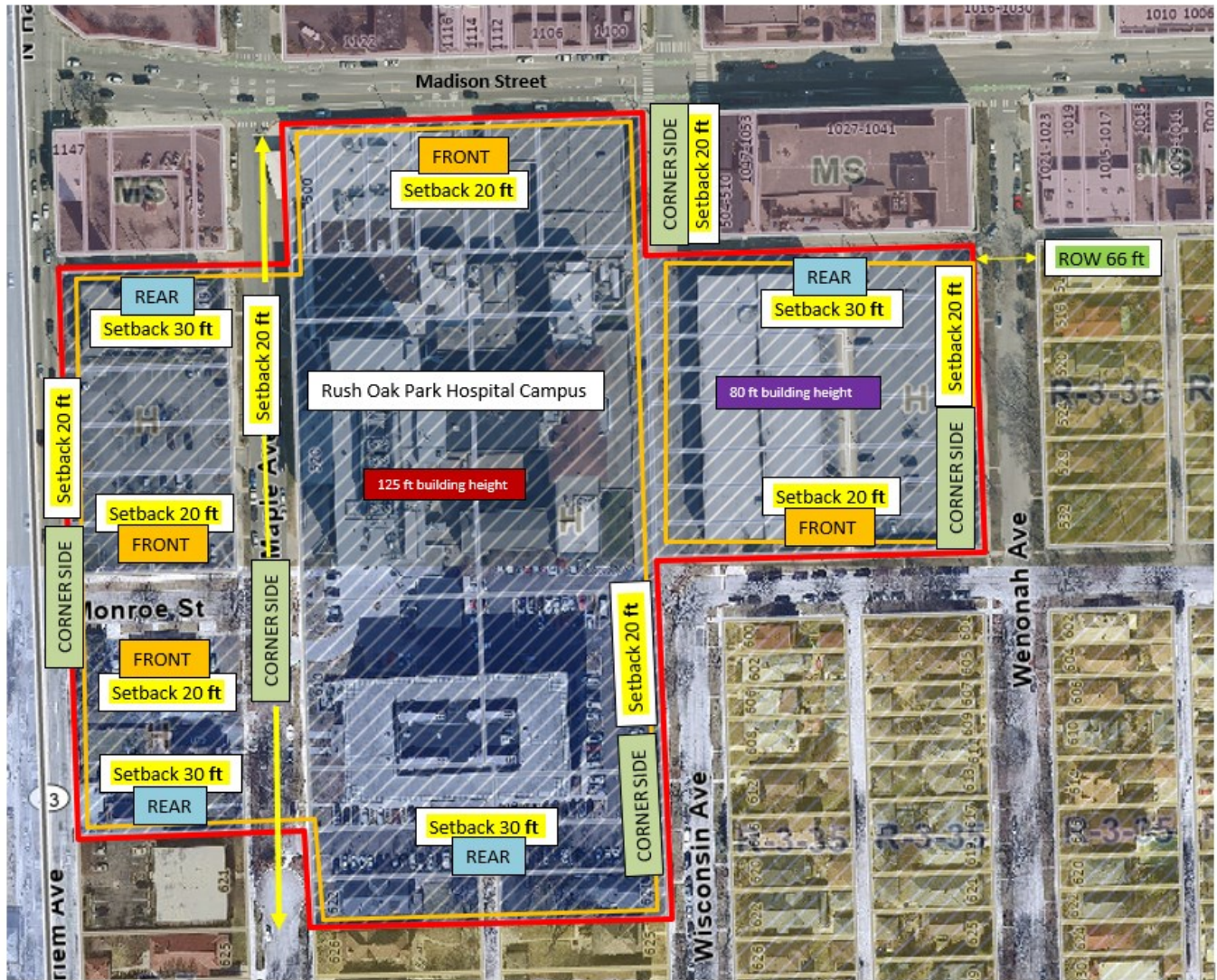
- 4.) The rear yard setback is to remain at 30 feet, but if abutting a residential zoning district, it shall be increased to 50 feet, in all instances, not just adjacent the height restricted area as currently written.

The language in the Zoning Ordinance currently states that the 50-foot setback applies only to the “height restricted area”. The height restricted area is the far-easternmost campus parcel which was subject of a special use ordinance amendment process for a multi-level parking structure.

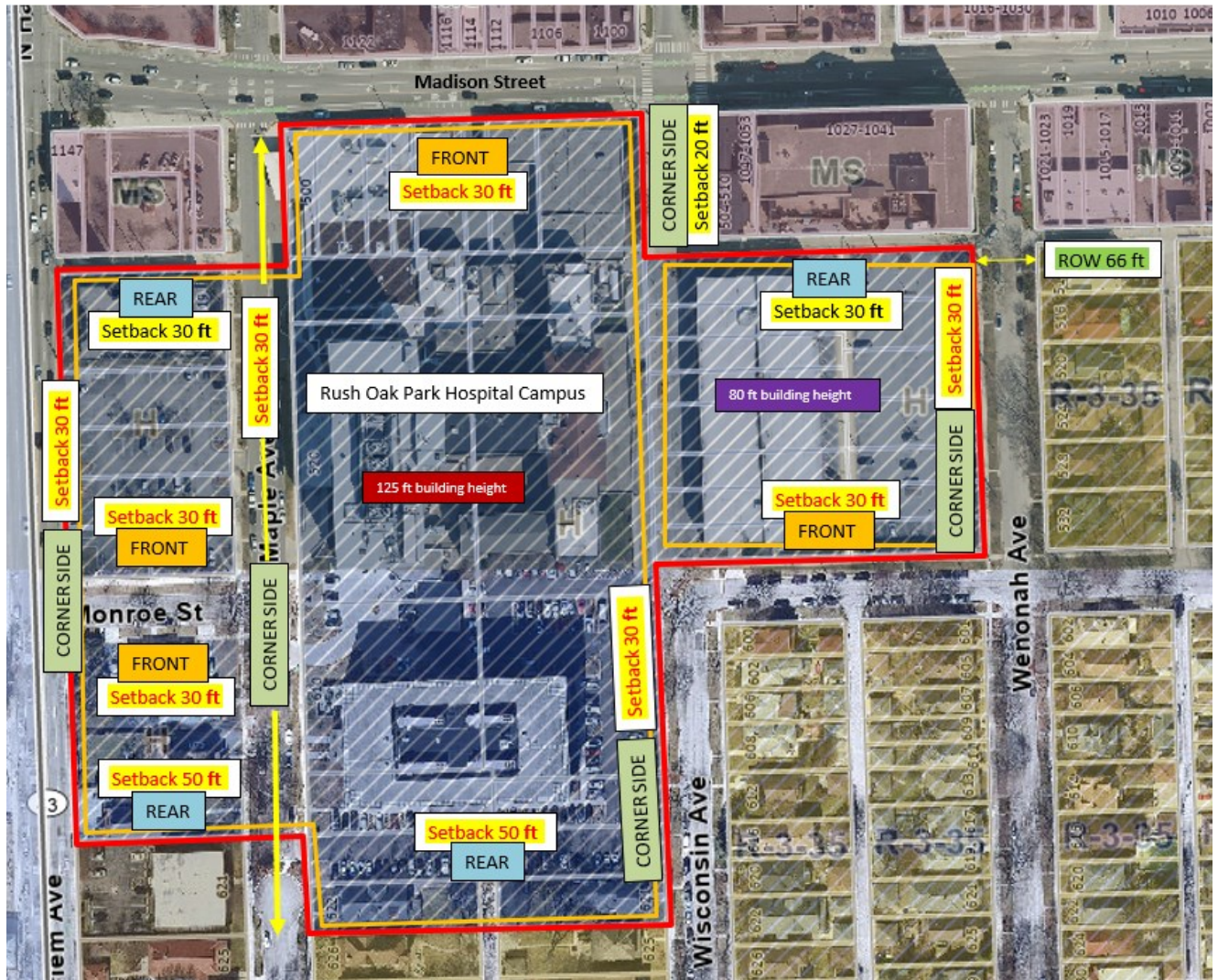
The three (3) rear yard property lines designated by the Village are as follows:

- a. North property line of the northwesternmost parcel between Harlem Avenue and Maple Avenue,
- b. South property line of the southernmost portion of the campus parcel from Harlem Avenue to Wisconsin Avenue, and,
- c. The north property line abutting the east/west alley south of Belmont Village between Wenonah Avenue and Wisconsin Avenue.

Current Setbacks.



Proposed Setbacks. (red text)



Recommendation

This application is very unique in that it comes from a residential neighborhood group and not the owner of the property subject of the Zoning Ordinance text amendments. Staff does not support the proposed change to the provision associated with accessory use analysis for the reasons stated above in this report. This change would impact multiple parcels as well as other H-Hospital zoned properties. Staff does not support the proposed height and setback modifications, in particular since the southern boundary has established structures and uses (MOB and surface parking lot), the westernmost parcel is already restricted in height and is separated from residentially zoned and used property by a 66-foot wide public right-of-way in addition to current setback restrictions. The northwestern portion is completely secluded from residentially zoned and used property.

End of Report.

- c. Plan Commission
Plan Commission Attorney
Tammie Grossman, Development Customer Services Director
Michael Bruce, Zoning Administrator
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