

September 21, 2017

Village President and Board of Trustees  
Village of Oak Park  
123 Madison Street  
Oak Park, Illinois 60302

**Re:      Application of Rush Oak Park Hospital for a  
Planned Development on the South Side of  
Madison Street between Maple Avenue and  
Wisconsin Avenue – PC 17-02**

Dear Trustees:

History of Project.

On or about May 19, 2017, Rush Oak Park Hospital, of 520 South Maple Avenue, Oak Park, Illinois 60304 (“Applicant”) filed an application for approval of a planned development at 520 South Maple Avenue, Oak Park, Illinois (“Subject Property”), for a fifty five thousand (55,000) square foot emergency facility addition.

In conjunction with its zoning application, the Applicant requests allowances from the requirements of the Village of Oak Park Zoning Ordinance (“Zoning Ordinance”), for front yard setback (Madison Street and Maple Avenue) and lot coverage.

The Application and Notice.

On July 19, 2017, legal notice of the public hearing was published in *The Wednesday Journal*, a newspaper of general circulation in the Village of Oak Park. A notice of the public hearing was posted at the Subject Property and certified letters were also mailed by the Applicant to taxpayers of record for property within five hundred

(500) feet of the Subject Property, advising them of the proposal and the public hearing to be held.

Pursuant to legal notice, the Plan Commission ("Commission") conducted a public hearing on the application on September 7, 2017, at which time and place a quorum of the members of the Commission was present.

Having heard and considered the testimony and evidence at the public hearing, the Commission makes the following findings of fact:

### FINDINGS OF FACT

#### The Subject Property.

1. The Subject Property is a three hundred twenty thousand nine hundred sixty two (320,962) square feet zoning lot, located south side of Madison Street between Maple Avenue and Wisconsin Avenue. The Subject Property is located in the H Hospital District. The proposed "Emergency Room," as defined in paragraph 5 below, is currently not improved with any structures, but was previously improved with the Applicant's natatorium.

2. The Subject Property is surrounded by the following uses: to the north, Madison Street and commercial/retail properties zoned within the MS Madison Street District; to the south, a medical office, which is zoned within the H Hospital District, and the R-4 Single Family Residence District; to the east, Wisconsin Avenue and commercial/retail properties zoned within the MS Madison Street District; to the west, Maple Avenue and a parking lot and utilities zoned within the MS Madison Street District.

### The Applicant.

3. The Applicant is the owner and operator of Rush Oak Park Hospital.

4. As part of its request, the Applicant submitted the documentation required pursuant to the requirements of Section 2.2.7(D)(2) of the Zoning Ordinance for “Major Planned Developments.”

### The Project.

5. The Applicant proposes to build in the southeast corner of Madison Street and Maple Avenue on the Subject Property, on the site of a formerly occupied building that has been demolished and cleared prior to the date of this report, a fifty five thousand (55,000) square foot emergency facility addition, including a twenty thousand (20,000) square foot emergency department area (“Emergency Room”).

### The Requested Site Development Allowances.

6. The Applicant also seeks a site development allowance from the front yard setback requirement of Section 3.7(B)(1) of the Zoning Ordinance, regarding the H Hospital District, which requires a front yard setback of twenty feet (20’) on Madison Street and Maple Avenue on the Subject Property.

7. Regarding the front yard setback allowance, the Applicant seeks to build a structure with no front yard setback on the Subject Property, which requires an allowance of twenty feet (20’) for the front yard setback.

8. Applicant also seeks a site development allowance from the lot coverage requirements of Section 3.7(C) of the Zoning Ordinance, regarding the H Hospital District, which limits lot coverage to eighty percent (80%) on the Subject Property.

9. Regarding the lot coverage requirements, the Applicant seeks to build improvements resulting in the Subject Property having five percent (5%) lot coverage, which requires an allowance of fifteen percent (15%) of the lot coverage requirement.

Envision Oak Park Comprehensive Plan and Madison Street Corridor Plan.

10. The Subject Property is governed by both the Envision Oak Park Comprehensive Plan (“Comprehensive Plan”) and the Madison Street Corridor Plan (“Corridor Plan”).

11. The Comprehensive Plan was adopted by the Village President and Board of Trustees in September of 2014 after an extensive public input process.

12. The application primarily affects three (3) recommendation Chapters within the Comprehensive Plan: Chapter 4, “Land Use & Built Environment,” Chapter 12, “Economic Health & Vitality” and Chapter 13, “Environmental Sustainability.”

13. The Comprehensive Plan establishes goals and objectives which set the standards for development, and it discusses the idea of strengthening commercial districts in the Village as well as the symbiotic relationship between economic development and the overall quality of the community.

14. Chapter 4 of the Comprehensive Plan sets out the Village’s goals regarding land use and the built environment. The Village’s goals in these areas are to strengthen and protect the character, integrity and cohesion of the Village and its neighborhoods (goal 4.1), enhance the architectural integrity of the Village through both preservation and innovation (goal 4.2), diversify the economy and strengthen the tax base through land use and development (goal 4.3) and seek innovative and creative solutions to

provide redevelopment opportunities and to recapture open space at a variety of scales (goal 4.4).

15. The hospital on the Subject Property supports and strengthens the Village and the commercial district nearby through employment, patronizing businesses and as an anchor for the corridor, and the Emergency Room would further the goals set forth in Chapter 4 of the Comprehensive Plan.

16. Chapter 12 of the Comprehensive Plan sets out the Village's goals regarding economic health and vitality. The Village's goals in these areas are to ensure that economic vitality is spread through the Village (goal 12.1), to ensure that the Village remains a "business friendly" environment (goal 12.2), to expand and promote business support services (goal 12.3), to diversity and stabilize the Village's tax base (goal 12.4) and to position the Village as a destination for shopping, dining, entertainment and culture (goal 12.5).

17. The Emergency Room, if constructed, would be a reasonable expansion of the hospital's operations to serve a need in the Village for the surrounding areas. Economic benefits are likely to be realized by the Village by virtue of the Emergency Room being built and operated, and therefore the goals of Chapter 12 of the Comprehensive Plan would be met by the construction and operation of the Emergency Room.

18. Chapter 13 of the Comprehensive Plan sets out the Village's goals regarding environmental sustainability. The Village's goals in this area are to minimize overall energy consumption and increase investment in renewable energy sources (goal 13.1), to conserve water and improve water quality (goal 13.2), to provide access to locally

produced, healthy and sustainable food (goal 13.3), to advance regulations and programs for green infrastructure to build a resilient and sustainable community (goal 13.4) and to create a zero waste Village (goal 13.5).

19. As recognized by Chapter 13 of the Comprehensive Plan, sustainability is increasingly important in society. The Emergency Room will be built at a minimum to LEED standards, which takes into account the goals and objectives the Village aims to achieve with each new development. The Applicant provided a checklist of proposed LEED initiatives anticipated for the new buildings and grounds, such as water efficiency, energy, material usage, indoor air and material quality, and therefore the goals of Chapter 13 of the Comprehensive Plan will be met by the construction and operation of the Emergency Room.

20. The Corridor Plan was adopted by the Village President and Board of Trustees in June of 2006. The purpose of the Corridor Plan is to assist in the revitalization of the Madison Street corridor by envisioning a mix of uses, aesthetic improvements, gateway enhancements, and business retention and recruitment strategies for the corridor.

21. The Corridor Plan states further that a focus on ancillary uses to the hospital should be made, that the Applicant's property west of Maple Avenue should be developed in accordance with their Master Plan and that the Village should work with them to help achieve a neighborhood parking strategy within their parking garage.

22. The Corridor Plan does discuss potential changes to the lane geometry and encourages significant enhancements to the streetscape including trees, lighting,

wayfinding signage, benches, public parking structures, and gathering areas to improve appearance and to accommodate pedestrians.

23. The Applicant and the Village's Transportation Commission have met and worked on the technical details of access to and from the Emergency Room in light of the concerns raised in the Corridor Plan.

#### Emergency Room.

24. The Applicant presented evidence at the public hearing that it seeks to construct the Emergency Room in order to expand the Applicant's capacity to treat patients on an emergency basis from seventeen (17) bays to twenty one (21) rooms.

25. The Applicant provided evidence that the switch from bays to room in the Emergency Room will offer more privacy to patients, and with two (2) entrances, will allow for pedestrians to enter in one location, and ambulances to deliver patients at another.

26. The Applicant's architect, David Mikos, testified that the Emergency Room would follow LEED standards and would have a green roof. He testified that the ambulance entry to the Emergency Room would be on Madison Street, and that as a result, the Applicant was requesting that the Village eliminate four (4) parking spaces.

27. The Applicant's traffic consultant, Luay Aboona, testified regarding the traffic conditions and traffic study regarding the intersections at Harlem Avenue and Madison Street, Madison Street and Maple Avenue, Wisconsin Avenue and Madison Street. He testified that the Maple Street bump out was insufficient and not performing its job, as one hundred forty (140) vehicles a day on average were violating the restriction. He

testified that the preferred potential solution would be to create a cul-de-sac, which the Transportation Commission and Village staff were in favor of as well.

28. Bill McKenna, the Village Engineer, testified regarding the traffic impacts of the Emergency Room. He testified that the project would result in the loss of twelve (12) parking spaces on Madison Street, which is a significant impact.

29. Discussion was had between the Applicant, Village staff, members of the public, Transportation Commission members and Commission members regarding the traffic and parking impacts, which are summarized in the minutes of the public hearing.

30. The requested allowances for setback and open space are appropriate for the Subject Property given the importance of the Emergency Room to the Village and the greater Oak Park-area, and given the orientation of the Emergency Room on the Subject Property and the space available on the Subject Property for the Emergency Room to be located.

#### Compensating Benefits.

31. In return for the Village providing allowances from Village regulations, the Applicant must provide compensating benefits which advance the Village's physical, cultural and social objectives, in accordance with the Comprehensive Plan and other approved plans, by having the Applicant provide specific amenities in the amended planned development. Some of the compensating benefits of the proposed project are:

- a. Roadway improvements along Maple Avenue, including a cul-de-sac where the diverter is located south of the medical office building.
- b. Striping and resurfacing of Madison Street.
- c. Public sidewalk replacement along Madison Street and Maple Avenue abutting the Emergency Room.



### Public Art As Part Of The Development.

32. Section 3.9.1(F)(3) of the Zoning Ordinance requires that an Applicant provide at least one piece of public art as part of the development. The scope of the public art should be in proportion to the square footage of the development upon review and advice by the Village's partner agency the Oak Park Area Arts Council.

### Conditions.

33. The Commission determined through deliberations that the following conditions should be met by the Applicant with regard to the Emergency Room in order to ensure that it is developed in conformity with the spirit and intent of the Zoning Ordinance, the Comprehensive Plan, the Corridor Plan and to ensure that adverse impacts, if any, from the Emergency Room are minimized:

- (1) The design of the Emergency Room shall be modified to be in conformance with plans presented to the Commission.
- (2) The Emergency Room shall meet the minimum points necessary for LEED certification without actual certification which shall be verified by a third party verifier.
- (3) The Applicant shall install public art consistent with the advice of the Oak Park Area Arts Council.
- (4) Nine (9) months after completion of the Emergency Room, the Applicant shall conduct a post-construction traffic and parking study using a firm selected by the Village and paid for at the Applicant's cost. The Applicant shall then implement the on-site recommendations of

the traffic and parking study within six (6) months after study has been completed.

- (5) Three (3) years after completion of the Emergency Room, the Village shall monitor traffic and parking in the residential neighborhood in the vicinity of the Subject Property to determine the long-term impacts of the traffic and parking resulting from the amended planned development.
- (6) The Applicant shall post a bond or letter of credit with the Village in an amount equal to the cost of landscaping material and installation, including the green roof.
- (7) The construction traffic route shall be submitted to Village Engineer for review, modification and approval.
- (8) The Applicant shall implement a construction-related communication plan directed to the Village and property owners and tenants in the vicinity of the Subject Property.
- (9) Construction debris shall remain on Subject Property until disposed of as required by the Village Code.
- (10) The Applicant shall mitigate off site dust and debris as directed by the Village.
- (11) The Applicant shall provide a detailed list of building, landscape and design materials as detailed in application for the Village Board.
- (12) The Emergency Room shall only be constructed using materials approved by the Village President and Board of Trustees.

- (13) During construction of the Emergency Room, the Village shall designate a staff liaison that the Applicant shall regularly communicate with.
- (14) If the Village decides to repave Madison Street adjacent to the Subject Property, the Applicant shall pay the lesser of fifty thousand dollars (\$50,000) or fifty percent (50%) of the cost of such paving.
- (15) The Applicant shall pay for the installation a cul-de-sac on Maple Avenue where the diverter is located south of the medical office building, as directed by the Village.
- (16) The Applicant shall pay for the restriping of Madison Avenue in the area of the Subject Property as directed by the Village.
- (17) The Applicant shall designate ten (10) permanent permit parking spaces for use by holders of Village-issued parking permits on the north side of the alley between the Applicant's parking structure and the Belmont Village development.
- (18) If the Applicant fails to comply with the terms of the amended planned development, the Village may revoke the amended planned development in accordance with the Zoning Ordinance.

The Planned Development Standards.

34. Section 3.9.1(E) of the Zoning Ordinance sets forth the following standards for planned developments, of which all the members of the Commission felt were met by the Applicant, so long as the conditions above are met:

- E. Through the use of allowances in the planned-development process, the Village seeks to achieve some or all of the following specific objectives:

1. Creation of a more desirable environment than may be possible through strict application of other Village land-use regulations with the use of creative design, landscape, and/or architectural features.
2. Enhancement of the existing character and property values of the Village and promotion of the public welfare by ingenious and imaginative designs resulting in a better and more creative use of land.
3. Combination and coordination of the character, the form and the relationship of structures to one another.
4. Preservation and enhancement of desirable site characteristics such as natural topography, vegetation and geologic features.
5. The beneficial use of open space.
6. Promotion of long-term planning pursuant to a site plan that will allow harmonious and compatible land uses or combination of uses with surrounding areas.
7. Promotion of economic development within the Village.
8. Elimination of blighted structures or incompatible uses through redevelopment, restoration, adaptive reuse, or rehabilitation.
9. Preservation and/or enhancement of historical and natural resources.

35. Section 3.9.1(I) of the Zoning Ordinance sets forth the following standards for planned developments, of which all the members of the Commission felt were met by the Applicant, so long as the conditions above are met:

1. Comprehensive Plan Standards.

The proposed use or combination of uses is consistent with the goals and objectives of the Comprehensive Plan and has been considered in relation to any other plans adopted by the Village Board.

2. Municipal Services Standards.

- a. The establishment, maintenance, or operation of the use or combination of uses will not be materially detrimental to or endanger the public health, safety, or general welfare of the residents of the Village.

- b. Adequate utilities, road access, drainage, police and fire service and other necessary facilities already exist or will be provided to serve the proposed use or combination of uses, including access for fire, sanitation, and maintenance equipment.
- c. Adequate ingress and egress to the proposed planned-development site already exists or will be provided in a manner that adequately addresses additional traffic congestion in the public streets and promotes a safe and comfortable pedestrian environment.

3. Vicinity Standards.

- a. The proposed use or combination of uses will not substantially diminish the use or enjoyment of other property in the vicinity for those uses or combination of uses that are permitted by the Zoning Ordinance of the Village.
- b. The proposed use or combination of uses will not have a substantial or undue adverse effect upon property values in the vicinity.
- c. The proposed design, use or combination of uses will complement the character of the surrounding neighborhood.

4. Economic Development Standards.

- a. The Applicant has the financial and technical capacity to complete the proposed use or combination of use.
- b. The proposed use or combination of uses is economically feasible and does not pose a current or potential burden upon the services, tax base, or other economic factors that affect the financial operations of the Village, except to extent that such burden is balanced by the benefit derived by the Village from the proposed use.

## **RECOMMENDATION**

Pursuant to the authority vested in it by the statutes of the State of Illinois and the ordinances of the Village of Oak Park, and based on the above findings, the testimony and the evidence presented at the public hearing, this Commission, sitting as a Zoning Commission, hereby unanimously recommends to the Village President and Board of Trustees that the amended planned development be APPROVED, so long as the conditions set forth above are met.

This report adopted by a 7 to 0 vote of  
the Plan Commission, sitting as a Zoning  
Commission, this 21<sup>st</sup> day of September, 2017.