



**Applicant/ Owner:**  
**Rush Oak Park Hospital,**  
**an Illinois Corporation**

**Meeting Date: September 7, 2017**

**Case: PC 17-02/03**

520 S. Maple Avenue  
 Oak Park, IL 60302

## Planned Development



### Rush Oak Park Hospital Emergency Room - A Planned Development (520 S. Maple Ave./ Madison @ Maple)

The Applicant seeks approval of a Planned Development for a new 55,000 square foot emergency facility at the southeast corner of Madison Street and Maple Avenue including a 20,000 square foot emergency department area. The applicant has requested two allowances from the Zoning Ordinance; setbacks from Madison Street and Maple Avenue, and open space/lot coverage. The allowances are discussed later in this report.

#### Property Information

Existing Zoning:	H-Hospital District
Existing Land Use:	Vacant Building—now demolished
Property Size:	320,962 Square Feet
Comprehensive Plan:	<i>Envision Oak Park chapters;</i> 4. Land Use & Built Environment, 12. Economic Health & Vitality, and 13 Environmental Sustainability
Business District Plan:	Madison Street Corridor Plan
Surrounding Zoning and Land Use:	NORTH: MS Madison Street District (Commercial/Retail) SOUTH: H-Hospital District (Office Building) / R-4 Single Family District (Single Family Residences) EAST: MS Madison Street District (Commercial/Retail)/PD for Belmont Village WEST: MS Madison Street District (Parking Lot/Com. Ed Station) / Village of Forest Park

## Analysis

**Submittal:** This report is based on the documents that have been identified in the submitted proposal binder, which was filed with the Development Customer Services Department in July 2017. The applicant has indicated public art as part of this application as well as compensating benefits relative to public improvements—parkway improvements, Maple Avenue geometry modifications and traffic lane striping on Madison Street.

The applicant has met with staff on numerous occasions as well as the Transportation Commission on July 31, 2017. A memorandum from the Transportation Commission is included with this packet.

**Description:** The proposed development is located within the MS Madison Street District, located at the southeast corner of Madison Street and Maple Avenue where the existing natatorium building was just recently demolished. The development proposal consists of a building with glass, stone and brick including an aluminum awning system along Madison Street and Maple Avenue at an approximate overall height of 34 feet. The development will be constructed on privately owned property, with the emergency entrance canopy slightly over the sidewalk and drive aisle within the right-of-way. The Applicant's request for approval is accompanied by two (2) allowances to the regulations of the Zoning Ordinance. These allowances are for: *setbacks along Madison Street and Maple Avenue and open space.*

## Compliance with the Zoning Ordinance

### **Planned Development**

One of the principal objectives of the Zoning Ordinance is to provide for a compatible arrangement of uses of land and buildings that is consistent with the requirements and welfare of the Village. To accomplish this objective, most uses are classified as permitted or special uses in one or more of the districts established by the Zoning Ordinance. However, it is recognized that there are certain uses that, because of their scope, location or specific characteristics, give rise to a need for a more comprehensive consideration of their impact, both with regard to the neighboring land and the Village in general. Such uses fall within the provisions of the Planned Development section of the Zoning Ordinance and shall only be permitted if authorized as a Planned Development.

It is the purpose of Planned Developments to enable the granting of certain allowances or modifications from the basic provisions of the Zoning Ordinance to achieve attractive and timely development in furtherance of the Village's goals and objectives as stated in the Comprehensive Plan. Site-development allowances (i.e., any zoning relief, including any deviation from the Zoning Ordinance provisions for the underlying zoning district) may be approved provided the applicant specifically identifies each site-development allowance and how it would be compatible with surrounding development.

The Oak Park Zoning Ordinance states that Planned Developments should generally be limited to those uses or combination of uses currently permitted in the underlying zoning district. However, an applicant may petition for consideration of a use or combination of uses not specifically allowed in the underlying zoning district, if the Village Board finds that the conditions, procedures and standards are met and that such use or combination of uses is shown to be beneficial to the Village.

The reason this project is seeking Planned Development approval is that the Zoning Ordinance requires those properties or buildings that are over 10,000 square feet in size to seek Planned Development approval when allowances are requested.

TABLE 1

	<i>Allowance Type</i>	<b>Zoning Ordinance</b>	<b>Proposed Request</b>	<i>Need for allowance</i>
1	<b>Setbacks— Maple &amp; Madison</b>	20 Feet	0 Feet	20 Feet
2	<b>Open Space</b>	20%	5%	15%

The Table above details the requested allowances for the proposed development. The proposed development is meeting all other regulations of the Zoning Ordinance. TABLE 1 and the following text details the requested allowances:

1. SETBACKS (FRONT YARD): Section 3.7 (B) 1- Required Yards under the *Hospital District regulations* states that for all lots that abuts upon a street, a minimum yard of 20 feet as measured from the lot line abutting said street shall be required. The proposed emergency room building will be built up to these property lines along Maple Avenue and Madison Street.

2. OPEN SPACE: Section 3.7 C Lot Coverage under the *Hospital District regulations* states for lots in this district, all buildings, structures, service walks, driveways, and areas devoted to parking spaces shall

not cover in the aggregate, more than 80% of the lot. The proposed facility will occupy an existing internal landscaped courtyard and open space along Maple Avenue.

One of the rationale for establishing planned development regulations is the ability to allow development-needed flexibility that could foster creativity and provide enhancements of the built environment as well as provide compensating benefits to the community. Any relief sought in this regard must meet the standards set forth in the Zoning Ordinance and must be justified by those standards before consideration of the request can be determined. Each of the above-mentioned allowances work toward a creative solution to what could be considered a standard or conventional development, but must be weighed against the standards for special use/ planned developments.

## Compatibility with Surrounding Land Uses

The development site within the H Hospital District is surrounded by health care-related uses such as the Medical Office building to the south and retirement community to the east. To the west is the hospital's parking area. To the north across Madison Street are commercial and multiple-family uses. The proposed use is compatible and consistent with the surrounding land uses. The placement of the building is appropriate

as it is located as far away from any residential uses as possible and still function as a component of the hospital's operations. The massing of the building proposed along Madison Street fits well with those existing buildings along the street. The height of the proposed building is approximately eleven (11) feet below what is allowed by zoning and fits well into the context of the street.

## Compliance with the Envision Oak Park Comprehensive Plan

The proposed development mainly affects three recommendation chapters (touches on others) within the Comprehensive Plan. They are chapters 4.Land Use & Built Environment, 12. Economic Health & Vitality, and 13. Environmental Sustainability. The Comprehensive Plan establishes goals and objectives which set the standards for development. The Plan discusses the idea of strengthening commercial districts as well as the symbiotic relationship between economic development and the overall quality of the community. The hospital supports and strengthens the community and the commercial district nearby through employment, patronizing businesses and as an anchor for the corridor. The proposed development continues to fit the goals and objectives of the Comprehensive Plan. Sustainably is increasingly important in our society. The

proposed development will be at a minimum LEED Certified (although they will not register the development with the USGBC—Green Building Council) which takes into account the goals and objectives our community aims to achieve with each new development. The application provides 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. The Comprehensive Plan is guided by Five Guiding Principles; Diversity, Urban Sustainability, Respect for Oak Park's History and Legacy, Collaboration and Cooperation, and Thriving Neighborhoods. The proposed development touches on each of these principles which help in the advancement of Oak Park's vision as defined by the Village citizens.

## Compliance with the Madison Street Corridor Plan

In June 2006, the Village Board of Trustees adopted the *Madison Street Corridor Plan*. The purpose of the Plan is to assist in the revitalization of the corridor by envisioning a mix of uses, aesthetic improvements, gateway enhancements, and business retention and recruitment strategies for the corridor. The Plan contains five main components: *Inventory Report and Opportunity Analysis*, *Vision Alternatives*, *Preferred Vision*, *Development and Implementation Strategy*, and *Development Guidelines*. The Plan also contains three companion reports; *Market Assessment*, *Architectural Historical Survey* and *Key Sites Report*.

The Preferred Vision component of the Plan is the outcome of the public input, steering committee, and Village Board review process. This component incorporates three Character Districts with detailed nodes, and one Transportation Option, one Streetscape and Open Space option, and one Land Assembly Option. In this particular case, the subject site is located within Segment 1; Harlem Avenue to Home Avenue which is designated as *Accessible Commercial and Retail* with elements of the *Neighborhood-Oriented and Mixed Use District*. It states further that a focus on ancillary uses to the hospital will also be included. The Plan does not touch much more on the Hospital component other than to state that their 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.

The 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. As new sites re/development, these elements should be a part of each proposal.

**NOTE:** The Village of Oak Park is in the process of re-designing the street geometry (road diet) and enhancements as stated above, but has yet to be authorized for its reconstruction. The Village has also hired a consultant to develop a wayfinding signage program which is yet to be approved by the Village Board.

The Development Guidelines incorporated into the Plan are intended to help protect and enhance current and future investment in the Corridor, ensure a degree of order, harmony and quality within the built environment, and to encourage the development of attractive individual buildings and projects that together contribute to a unified and distinct Corridor. The Guidelines are organized into two major groups that address “site design” and “architectural” design elements. These two groups define what are “appropriate” and “inappropriate” approaches to design. The core principles of the development guidelines reflect the most significant goals to be achieved within the Corridor. Those principles, found on page 4 of the Development Guidelines section, are Madison Street ‘spirit’, context and tradition, scale, pedestrian friendliness, sustainability and historic preservation, and green space. Upon review of the application the proposed building design is attempting to work within the “spirit” of the guidelines. The Village of Oak Park’s architectural consultant, has provided a memorandum which criticizes the proposed building elevations (see attachment).

## Other Impacts

**TRANSPORTATION:** Please review the Applicants parking and traffic analysis for more details. The Transportation Commission has reviewed and commented on the following: Overnight Permit Parking space loss, Madison Street travel and turning lane reconfiguration due to the proposed ambulance bays, and the traffic control design for Maple Avenue south of the hospital property. The Applicant has offered to allow overnight permit parking to be relocated to the north side of their existing parking

garage between Wisconsin and Wenonah Avenues. The area would allow for up to 10 parking spaces.

With the new Emergency Room building, comes a re-design of their drop-off system and ambulance access point as their emergency service department is relocating from the east side of their site along Wisconsin Avenue to Maple Avenue and Madison Street. The drop-off area for non-ambulance arrivals will be located on the east side of Maple Avenue abutting the proposed building. The ambulance access point will

be directly from Madison Street via a dual ambulance bay facing north which is located between Maple Avenue and Wisconsin Avenue. The applicant is willing to provide for a reconfiguration of the travel and turning lanes on Madison Street to accommodate the proposed ambulance bay access.

STREET IMPROVEMENTS: The Village Board has authorized Village staff to prepare engineering and enhancement plans for the proposed road diet along Madison Street. The plans will include geometrical modifications between Oak Park Avenue and East Avenue and thermal plastic striping either side of this area to Harlem Avenue and Austin Boulevard. The proposed development will somewhat impact the roadway designs to accommodate a turning lane for better ambulance access.

Staff is in support of the proposed development for the reasons mentioned and discussed throughout this report and suggests that the recommendations within each memorandum from the Transportation Commission and Wight and Co. be incorporated into the findings of fact report.

## End of Report

### Copies:

Jacob Karaca (KT&J,) Plan Commission Attorney

Robert Tucker, Village Trustee Plan Commission Liaison

Tammie Grossman, Development Customer Services Director