



## Legislation Text

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File #: 2017-0772, Version: 0

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### **Title/Name/Summary**

Smith Crossing Phase 3 Expansion

### **History**

#### **QUICKFACTS**

#### **Project**

Smith Crossing Phase 3 Expansion

#### **Petitioner**

Mr. Kevin McGee  
President/CEO - Smith Crossing

#### **Purpose**

The petitioner requests an amendment to the existing special use permit for congregate elderly care and Site Plan, Landscape Plan and Elevation approvals in order to construct and operate Phase III of the Smith Crossing senior living facility.

*Requested Actions:* Site Plan, Landscape Plan, Elevations, Special Use Permit Amendment

#### **Project Attributes**

*Subject Property Address:* 10501 Emilie Lane

*P.I.N.:* 19-09-05-201-001-0000

*Existing Area:* 29.96 Acres (1,305,058 SF)

*Proposed Area:* 29.96 Acres (1,305,058 SF)

*Comprehensive Plan Land Designation:* I-80 Employment Planning District (Mixed Residential)

*Existing Zoning:* COR Mixed Use District

*Proposed Zoning:* COR Mixed Use District

*Existing Land Use:* Congregate Elderly Housing

*Proposed Land Use:* Congregate Elderly Housing

#### *Surrounding Land Use:*

North: R-4 Residential District - Eagle Ridge Subdivision

South: RMC Regional Mixed-Use Campus - Vacant

East: RMC Regional Mixed-Use Campus - Vacant / Horton Group

West: E-1 Estate Residential District - Stone Church

*Preliminary Engineering:* Preliminary engineering has been approved with conditions. Please refer to the Detailed Planning Discussion section for more details.

## **OVERVIEW AND BACKGROUND**

The original (Phase 1) Site Plan for Smith Crossing, which was approved in 1999, included a site plan significantly different than the current site plan. The original plan called for an orthogonal interior street network with two (2) main access points off of 183<sup>rd</sup> Street as well as one (1) access point off of Orland Parkway. This site plan was never constructed. Around the same time of the original approval of Smith Crossing, the Village vacated 104<sup>th</sup> Avenue between 183<sup>rd</sup> Street and Orland Parkway. This vacated land became part of the Smith Crossing property.

In 2003, Smith Crossing petitioned the Village for a special use / site plan amendment (Amended Phase 1), which replaced the originally proposed orthogonal street network with a serpentine road system connecting the intersection of 104<sup>th</sup> Avenue and 183<sup>rd</sup> Street with Orland Parkway at two locations. This road system included two (2) roundabouts interior to the site and established the location of the present day building and detention pond footprints.

In 2010, a second amendment to the Smith Crossing special use / site plan project was approved (Phase 2), which included 200,000 square foot building additions to the existing Smith Crossings complex. The new building additions were located to the east and west of the 2003 building footprint. A road segment, which branched off of the main road (Emilie Lane) and connected to Orland Parkway via an emergency access road, was eliminated as a part of this site plan amendment.

It should be noted that on during the presentation of the Phase 2 Smith Crossing project to the Village Plan Commission, a Plan Commission member raised a question concerning the adequacy of parking and traffic flow along Emilie Lane. After Board approval of the project, the project was subsequently sent to the Parking and Traffic Advisory Board for review of the proposed campus expansion. After review of the proposed plans, the Parking and Traffic Advisory Board approved the site plan of the proposed campus expansion of Smith Crossing Phase II.

The current proposal for a special use / site plan amendment (Phase 3) expansion of Smith Crossing is described below.

## **PROJECT DESCRIPTION & CONTEXT**

An amendment to a previously approved special use permit for congregate elderly housing has been requested by the petitioner. The purpose of this amendment is to construct a new 45,191 square foot, two-story, forty-six (46) unit short term rehabilitation facility on the west side of the existing Smith Crossing campus. This project represents the third phase of the Smith Crossing development.

Proposed changes to the existing site plan include: a building footprint connected to the existing buildings, the re-routing of Emilie Lane to connect at two (2) points with 183<sup>rd</sup> Street and the closing of vehicular access from Emilie Lane to Orland Parkway, the limiting of the left turn lane on Orland Parkway into Emilie Lane to emergency vehicles only, the expansion of the internal road and sidewalk system, the addition of an emergency vehicle access lane with swing gates along the south side of the building expansion, the addition of a new parking lot and sixty (60) parking spaces, and the creation of two (2) new stormwater detention basins.

The Eagle Ridge subdivision, an R-4 zoned multi-family development established around 1990, is

located to the north of Smith Crossing. The Village owned and maintained 183<sup>rd</sup> Street separates Smith Crossing campus and Eagle Ridge. The Orland Parkway Office Campus (Board approved in 2002) abuts the Smith Crossing campus to the east and is located in the Regional Mixed Use District (RMC). Located to the east of Smith Crossing are Stone Church (approved in 2008) and Evergreen Senior Living (approved in 2014), both of which are located in the E-1 Estate Residential District. Orland Parkway Office Campus, Stone Church and Evergreen Senior Living are all located on Orland Parkway which is Village owned and maintained.

It should be noted that the petitioner has met separately with members of the Eagle Ridge subdivision to present the proposed changes and discuss the project.

### **SITE PLAN**

This project proposes a new building to be located at the west end of the development. The new building would connect to an existing building to the east via an enclosed hallway. Because the proposed location of the short-term rehabilitation center would overlap the existing Emilie Lane, the main access to Smith Crossing would be relocated to new intersection on 183<sup>rd</sup> Street via a new access road. This new access road (which would essentially be the continuation of Emilie Lane) would meet 183<sup>rd</sup> Street at a T-intersection approximately 500 feet east of Orland Parkway. The intersection would align with a drive aisle located in Eagle Ridge so as to not direct vehicular lights into residential buildings. The remaining portion of Emilie Lane would continue to serve as an internal spine road through the eastern portion of the Smith Crossing campus, ultimately ending at its existing intersection at 183<sup>rd</sup> Street. In sum, the proposed road realignment that removes the current connection of Emilie Lane to Orland Parkway and instead connects Emilie Lane to 183<sup>rd</sup> Street at two -points. An on-site parking lot would be provided at the northwest edge of the newly proposed building to serve the new short-term rehabilitation center.

Part of the stormwater management for this project includes the filling of an existing dry detention basin located near the northwest corner and replacing it with two independent basins. The abovementioned new access road would bi-sect these two ponds and at some points would be located within the required 25' detention basin setback. The ponds would be landscaped with native plantings appropriate for the site's context.

### **Parking**

See below for parking discussion below.

### **Accessory Structures**

A masonry garbage enclosure has been proposed for the site. Further discussion of this enclosure can be found in the Accessory Structure section below.

### **Sidewalks**

Sidewalks exist along Emilie Lane and partially along Orland Parkway, that both connect to 183<sup>rd</sup> Street. A new interior sidewalk system would connect to these existing sidewalks.

### **MOBILITY**

**Pedestrian and Bicycle:**

A bike path presently exists running northwest from the corner of 183<sup>rd</sup> Street and Orland Parkway. Plans for future bike paths shown a potential extension along 183<sup>rd</sup> Street, 104<sup>th</sup> Avenue and portions of Orland Parkway.

**Public Transportation:**

Smith Crossing has a private bus system that takes residents to local destinations such as shopping centers and restaurants. Residents can also utilize the Pace Dial-a Ride services. Currently no public transit lines connect with the development.

**Vehicular/Traffic:**

The site is approximately one mile west of the LaGrange Road and I-80 interchange and one mile east of Wolf Road. Vehicular access to the complex comes from both Orland Parkway and Emilie Lane. Emilie Lane currently connects to both Orland Parkway and 183rd Street and is under stop control at both intersections. The proposed reconfiguration of Emilie Lane would remove the connection to Orland Parkway and create a new intersection at 183<sup>rd</sup> Street.

**Traffic Study:**

A traffic study was conducted by KimleyHorn to evaluate the impact of the proposed addition on parking and traffic in the area.

As a part of this study, the existing street network was analyzed to determine current operations at the study intersections of Orland Parkway/183rd Street, Orland Parkway/Emilie Lane, Emilie Lane/Main Building Access, and Emilie Lane/North Parking Lot Access. Site-generated trips were then added to existing traffic volumes to develop total future traffic projections. Capacity analysis was performed for this future scenario in order to identify the impact of the proposed expansion on area traffic operation.

Based on a review of existing and future conditions, the study concluded that area traffic operations are projected to be satisfactory at all study intersections. It should be noted that the traffic study did not account for the establishment of the new RMC zoning districts and its potential impacts to traffic in the area.

**BUILDING ELEVATIONS**

The existing buildings are a consistent architectural style constructed of brick, stone, horizontal siding, shake shingle accents and multi-dimensional asphalt shingles. The buildings are well articulated with varying rooflines and integrated balconies. The proposed additions harmonize with the existing architecture style, materials and colors at Smith Crossing.

The description of the proposed elevations reference the elevation drawings titled “Smith Crossing Rehab”, Sheets E1, E2, E3 and G230, prepared by AG Architecture”, dated 12/20/2017. It should be noted that AG Architecture also completed the architectural drawings for the previous Smith Crossing building expansions.

**LANDSCAPING/TREE MITIGATION**

The preliminary landscape plan, which was recommended for approval by the Village’s landscape consultant Hey and Associates, requires Board of Trustee approval. The proposed plan enhances the current Smith Crossing campus with the addition of numerous trees, shrubs and perennials. The detention basins are proposed to be landscaped with native plantings adaptable to the context. All tree mitigation requirements were met by adding additional trees to the site. No cash in lieu is expected. The petitioner must submit a final landscape plan, for separate review in conjunction with the final engineering plans review. The final landscape plan should include any requests above and

beyond Code requirements as recommended by the Plan Commission, Committee or Village Board.

Landscaping for this project will be reviewed in detail upon the petitioner's submittal of the final landscape plan, which will be reviewed and approved separately by the Development Services Department in conjunction with the final engineering review.

## **DETAILED PLANNING DISCUSSION**

### **Preliminary Engineering**

Preliminary Engineering has been recommended for approval with conditions by the Village's engineering consultant, Christopher B. Burke Engineering Ltd. (CBBEL).

The project requires a WMO permit, with MWRDGC concurrence, for the proposed sanitary sewer service connection, grease trap, and legacy status for the site detention replacement as part of the proposed improvements.

The final engineering submittal shall include a photometric plan. The lighting shall conform with Section 6-315 Exterior Lighting of the Village's Land Development Code and should match existing lighting fixture styles.

### **Subdivision**

A Plat of Subdivision may be required for this project. A determination of the need for a Plat will be made during final engineering review.

## **SPECIAL USE PERMIT**

As previously mentioned, an amendment to the previously approved special use permit for congregate elderly housing has been requested by the petitioner, which will represent the fourth amendment to the originally approved special use for Smith Crossing. Below is a summary of the special use and associated amendments from 1999 to present day.

### **Smith Crossing Ordinance History**

Ordinance 3270

Washington & Jane Smith Retirement Home of Orland Park

Rezoning & Special Use - Renaissance Center I-80 Corridor 7/19/99

Ordinance 3278

Washington & Jane Smith Home - SWC of 104th Ave. & 183rd St. 8/2/99

Amendment to Zoning Ordinance

Ordinance 3824

Smith Crossing (Washington and Jane Smith Community)

Amendment to Special Use for Planned Development 10/6/03

Ordinance 4588

Smith Crossing (Washington and Jane Smith Community)

Amendment to Special Use for Planned Development 9/28/10

When considering an application for special use permit, the decision making body shall consider the eight special use standards listed in the LDC. The petitioner has provided responses to the Special

Use Standards, which are attached to this report.

The LDC states that congregate elderly housing may be established as special use in the COR District provided that the use is located no closer than 1,000 feet to any other congregate elderly housing facility or residential care home. On August 24, 2014, the Village Board of Trustees approved a special use permit with modifications, site plan, elevation drawings, a subdivision, and rezoning for Evergreen Senior Living, located at 10758 183rd Street, northwest of the Smith Crossing campus. The proposed Smith Crossing expansion is located outside of the 1000 foot radius of the Evergreen Senior Living facility.

### **Proposed Modifications**

The petitioner is requesting the following modifications to the Special Use Permit:

1. A reduction of the setback between detention basins and development from 25' to approximately 20';
2. The location of a parking lot and trash enclosure within the setback area between the building facade and the street.

#### **1) Reduced detention basin setback.**

A Special Use Permit modification has been requested for the two (2) newly proposed detention basins. Section 6-412.D.1 states that no development may occur within 25 feet of an artificial detention/retention basin, as measured from the high water line. The proposed site plan shows the two (2) newly proposed detention basins with setbacks ranging from 20.2' to 25.5'. According to the petitioner, the detention ponds have been sized so they provide the necessary storage while at the same time following Village requirements and not be deeper than the 5'. Furthermore, the parking lots are necessary to provide the required amount of parking for the expansion while minimizing the amount of disturbance to the existing site. Lastly, the internal road, which would bi-sect the ponds, has been positioned so that it lines up with an internal driveway located in the Eagle Ridge subdivision.

It should be noted that a modification was granted during Phase II of the Smith Crossing development for a reduction of the setback of a detention basin located in the eastern portion of the site.

#### **2) Permit off-street parking lot / garbage enclosure within the front setback.**

A Special Use Permit modification has been requested for placement of parking lots, drive aisle and garbage enclosure between the building façade and an adjacent street. Per Section 6-210.F.4 of the Land Development Code, parking lots or structures, drive-through facilities, loading facilities or trash enclosures are not allowed within the setback area between the building facade and the street. As the orientation of the proposed building precludes the placement of off-street parking in any other location than between the building and street (142<sup>nd</sup> Street), and as no alternate placement of the garbage enclosure appears viable, a modification to this requirement has been requested. A similar modification was also granted during Phase II of the Smith Crossing development.

### **Incremental Improvements**

Per the LDC, the Plan Commission, the Development Services, Planning and Engineering Committee and/or the Board of Trustees may attach to their recommendations to and/or approvals of a preliminary plan, a final plan, or a plat reasonable conditions as are necessary to carry out the purpose of LDC regulations, the Comprehensive Plan, cause incremental improvements, and to prevent or minimize adverse effects upon other property, including, but not limited to: limitations on size and location, requirements for landscaping, provision of adequate ingress and egress and off site and project related improvements. Other conditions such as the duration of the approval, hours of operation, and mitigation of environmental impacts may also be attached.

The following are two (2) incremental improvements requested by the Village:

#### **Incremental Improvement #1 - 104th Avenue Easement**

This project includes a condition that an easement for public transportation and utility purposes should be placed along the east side of the overall Smith Crossing site. The easement width shall be equivalent to ½ the width of the 104th Avenue right-of-way (30') that terminates at the north property line of the development (30'). The intent of this condition is to provide for the potential future extension of 104th Avenue from 183rd Street to Orland Parkway. This extension is required to provide the potential future improved access to Orland Parkway, which would be the main road linking future developments in the Regional Mixed-Use Campus District. The 104<sup>th</sup> Avenue extension may also help alleviate traffic on 183<sup>rd</sup> Street between Orland Parkway and 104<sup>th</sup> Avenue as traffic in the area intensifies over time. Granting of an easement on Smith Crossing's property would be the first of three (3) easements needed to make such an extension, the others being the two (2) properties directly east of Smith Crossing.

#### **104<sup>th</sup> Avenue Easement Background**

According to the 2010 Plan Commission report for Smith Crossing Phase II, the conceptual idea of extending 104th Avenue from 183rd Street to Orland Parkway appeared on earlier I-80 Concept Plans, and was discussed at Plan Commission public hearings in 1999 at the time of the first Smith petition. Eagle Ridge residents that lived to the north of Smith Crossing expressed objections to the extension. On May 3, 1999, the Village Board vacated the public right of way for the extension that existed along Smith Crossing's east property line.

On July 6, 1999, the original site plan for Smith Crossing was approved by the Board that included an interior private roadway (Emilie Lane). The road connected 183rd Street and Orland Parkway to the interior of the site. It was noted that at that time more patio homes were proposed around the detention pond. An indirect path linked Emilie Lane to Orland Parkway with a "grasscrete" type emergency strip that was requested by the Fire District.

The Smith Crossing site plan was amended in 2003 with a reduced total number of units and which extended patio homes further along the east side of the detention pond. An extension of Emilie Lane was stubbed to the south and only connected indirectly with Orland Parkway via a grasscrete-type emergency strip. Eighteen patio homes were originally approved, but only ten were actually constructed, which were all located along Emilie Lane. As such, the extension of Emilie Lane to the south was never constructed.

The 2010 Site Plan proposed no additional patio homes. As such, the extension of Emilie Lane to the south was removed from the amended site plan. The 2010 site plan reflects the current configuration

of the Smith Crossing campus.

Seventeen years after the 104<sup>th</sup> Avenue vacation, the Village approved the establishment of the Regional Mixed-Use Campus District (RMC) in 2016. The vision for the RMC was outlined in the Village's Comprehensive Plan, which was approved in 2013. It should be noted that the I-80 Employment Planning District map shows the 104<sup>th</sup> Avenue as a "Future Road Connection". This resulted in the rezoning of the parcels directly to the east and south of the Smith Crossing campus from E-1 Estate Residential or ORI Mixed Use District to RMC Regional Mixed-Use Campus Districts. The land uses permitted in the E-1 and ORI zoning districts are comparatively less intense than those envisioned for the RMC District. The RMC District is intended to develop as a high-intensity, interrelated live / work / learn / play district along Interstate 80. The intensity of land uses proposed for the RMC have implications for future traffic patterns for the area around Smith Crossing, in particular north/south traffic between Orland Parkway and major collector streets to the north (e.g. 167<sup>th</sup> Street, 159<sup>th</sup> Street).

Currently, the only arterial north / south connections to Orland Parkway are Wolf Road to the west and LaGrange Road to the east. Both of these roads are separated by approximately 1 mile from 104<sup>th</sup> Avenue. A viable road network linking to the RMC District will be a valuable component of the district's overall success and help moderate potential impacts to existing neighborhoods and businesses.

**Incremental Improvement #2 - Fire Access Drive Aisle:** This project includes a condition that the asphalt drive aisle proposed for emergency vehicle access at the intersection of Emilie Lane and Orland Parkway should be converted to "grasscrete" or a similar treatment and that the left turn lane from Orland Parkway to Emilie Lane be converted to a mountable grass median. The intent of this condition is to reduce the visual impact of the drive aisle between the building and street and to better identify the drive aisle and left turn lane for emergency access only.

### **Land Use/Compatibility**

The land use is compatible, via a special use permit amendment for planned development, with the Village Codes and Comprehensive Plan.

### **Lot Coverage**

Maximum: 75%

Proposed: 36%

### **Lot Size**

Minimum: 10,000 SF

Provided: 1,305,058 SF

### **Density/Floor Area Ratio (F.A.R)**

Maximum: 1.0

Proposed: 0.32

**Building Setbacks** (between the street right-of-way and the building facade facing the street)

### *Front*

Required - 15'



Proposed - 24'

*Side Yard (east)*

Required - n/a (the proposed building is connected to the building to the east)

Proposed - n/a

*Side Yard (west)*

Required - 15'

Proposed - 24'

*Rear Yard:*

Required - 15'

Proposed - 24'

*Parking:*

Required: 10'

Proposed: +10'

**Building Height**

Permitted: 75'

Proposed: approximately 35'

In COR, no structure may exceed six (6) stories or seventy-five (75) feet, whichever is lower.

**Parking and Loading**

Required: 0.5 spaces per resident plus 1 per Staff

Total Required (for proposed expansion): 52 Spaces

Proposed: 48 Spaces + 12 Accessible Spaces = 60 Spaces

Code requires 0.5 spaces per resident plus 1 space per staff member for congregate elderly housing, with an additional 20% increase permitted if the petitioner demonstrates that a development will require more parking spaces than the number allocated under Table 6-306(B). As such, a total of fifty-two (52) parking spaces are required for the proposed building expansion. The petitioner has proposed a total of sixty (60) spaces - forty-eight (48) standard spaces and twelve (12) accessible spaces) - which represents a 13% increase over the required amount of parking.

When viewing the campus as a whole, 295 spaces currently exist at Smith Crossing, which is a 33% increase over the required number of spaces of 198 (an increase over the allowable 20% requires a modification to the special use, which was approved for Phase II of Smith Crossing via Ordinance 4588). The proposed plans would adjust the total number of required parking spaces on site from 198 to 250 (a 21% increase), while the proposed number of spaces would increase from 295 to 355 (a 17% increase). In sum, the total number of proposed spaces for the entire Smith Crossing campus would be 17% more than required, which is allowable per Section 6-306 Off-Street parking, as demonstrated by the petitioner's need for additional parking.

**Accessory Structures**

Garbage Enclosure - A masonry enclosure, measuring approximately 45' by 19', designed in the same style as the principle structure has been proposed and conforms to Code requirements.

Dumpster, oxygen tanks and a backup generator will all be located within this enclosure, each separated by an approximately 1' thick masonry wall. The review of this structure by the Building Division may result in additional requirements.

### **Exactions**

A Development Agreement will govern the exaction fees for this project.

### **Mechanicals/Utility Conduits**

All mechanical equipment must be screened, either at grade level with landscaping or hidden behind the roofline. Exterior roof ladders are not permitted and should be located interior to the building.

### **Signage**

A monument sign is proposed at the newly proposed 183<sup>rd</sup> Street entrance to the site. The details for the signage, including number of signs permitted, sign face, etc. will be reviewed separately as part of the sign permit process. All monument signage must meet Code requirements and must be submitted separately for a sign review and permit.

This is now before Plan Commission for consideration.

### **Recommended Action/Motion**

I move to accept as findings of fact of this Plan Commission the findings of fact set forth in this staff report, dated March 13, 2018;

And

I move to recommend to the Village Board of Trustees to approve the preliminary site plan as shown on "Overall Site Plan", prepared by KimleyHorn and Associates, dated 9/29/17, last revised 02/13/2018, sheet EX-1, subject to the following conditions:

1. Provide a 30' wide easement along the extent of the east property line for the possible future extension of 104<sup>th</sup> Avenue between 183<sup>rd</sup> Street and Orland Parkway;
  - 1A. That the petitioner work with staff to revisit what the future impact would be with a 30 foot wide requirement easement for the future widening of 104<sup>th</sup> Avenue on safety community issues and the impact on the project as a whole to an agreed conclusion;
2. Extend the existing grass median into the left turn lane from Orland Parkway to Emilie Lane limiting left turns to emergency vehicles only;
3. Provide a "grasscrete" or similar material in place of the proposed asphalt emergency access drive-aisle between Orland Parkway and the proposed building expansion;
4. Provide all additional signage necessary to aid visitors with wayfinding;
5. Submit a sign permit for all proposed signage;
6. Meet all final engineering requirements;

7. Submit a Plat of Subdivision to the Village for review, approval and recording;

And

I move to recommend to the Village Board of Trustees to approve the elevation drawings titled "Smith Crossing Rehab", Sheets E1, E2, E3 and G230, prepared by AG Architecture, dated 12/20/2017, subject to the following conditions:

1. Screen all mechanical equipment either at grade or at rooftop with landscaping or parapets respectively;
2. Meet all building code requirements;

And

I move to recommend to the Village Board of Trustees to approve the preliminary landscape plan titled "Preliminary Landscape Plan", prepared by KimleyHorn and Associates, dated 09/29/2017, last revised 11/24/2017, sheets L2.0 and L2.1, subject to the following condition:

1. Submit a final landscape plan and all required supporting documentation in coordination with final engineering submittal;

And

I move to recommend to the Village Board of Trustees to approve a Special Use Permit amendment for Smith Crossing, subject to the same conditions as outlined in the Preliminary Site Plan motion. Modifications to the Special Use permit include:

1. A reduction of the setback between detention basins and development from 25' to approximately 20';
2. The location of a parking lot and trash enclosure within the setback area between the building facade and the street.