

**VILLAGE OF DOWNERS GROVE  
REPORT FOR THE VILLAGE COUNCIL MEETING  
NOVEMBER 6, 2012 AGENDA**

<b>SUBJECT:</b>	<b>TYPE:</b>	<b>SUBMITTED BY:</b>
Special Use for a Multi-Family Residence (Senior Housing Supportive Living Facility)	✓ Resolution Ordinance Motion Discussion Only	Tom Dabareiner Community Development Director

**SYNOPSIS**

Consideration of a petition for a special use for a multi-family residence (senior housing Supportive Living Facility) at 5100 Forest Avenue in the Downtown Business zoning district.

**STRATEGIC PLAN ALIGNMENT**

The Goals 2011-2018 identified *Strong, Diverse Local Economy*.

**FISCAL IMPACT**

N/A

**RECOMMENDATION**

The Plan Commission recommended approval of the request by vote of 5:2. Staff recommends denial on the November 13, 2012 active agenda.

The Village Council can not approve this petition as submitted because the petition does not meet the Zoning Ordinance. Specifically, lot area and parking requirements are not met. Variations to meet the parking and lot area requirements are not authorized by Section 28.1802 of the Zoning Ordinance. At this time, the Council may 1) deny the petition; or, 2) table the petition and direct the petitioner to submit applications for text amendments to the Zoning Ordinance (a public hearing before the Plan Commission would be required).

**BACKGROUND**

The petitioner is requesting a Special Use to construct a new multi-family residence, operating as a Supportive Living Facility (SLF), at 5100 Forest Avenue. Currently, a vacant bank building sits on the 1.1 acre property that is located at the northwest corner of Forest and Gilbert Avenues. The property is zoned DB, Downtown Business.

The proposed building is oriented north-south along the western property line with an 18-car parking lot located on the east side of the site adjacent to Forest Avenue. The proposed five-story building would be clad with fiber cement board and autoclaved aerated concrete (AAC) pre-cast panels with stone stills and headers. On the south and east facades, wall openings with metal screening panels would provide ventilation for the first floor parking garage. The first floor includes administrative, laundry and dining uses and a 24 vehicle parking garage. Each of the remaining floors includes 30 living units (15 studios and 15

one-bedroom units) and ancillary supportive areas.

The proposed SLF does not meet the goals and intent of the Comprehensive Plan in the following ways:

1. The Comprehensive Plan recommends the subject site develop as a mixed-use transit-oriented development. The proposed single-use development is not a mixed-use transit-oriented development as envisioned by the Comprehensive Plan.
2. The subject site is identified as a catalyst site in the Comprehensive Plan, which recognizes the strong potential of the site to support or advance the vitality of the downtown. The Plan contemplates a mixed-use, transit-oriented development that would contain commercial uses on the ground floor and residential uses above. This type of development would have the effect of increasing commercial activity on the west side of the downtown. Staff does not believe the proposed senior housing use is a use that would generate positive catalytic impacts in the downtown as contemplated by the Comprehensive Plan.
3. The proposed development does not provide an attractive vista that would draw pedestrians from Main Street to this site. As a planning tool, this is known as a terminating vista, meaning that street ends, in this case, at the top of a T-intersection. This vista is an important feature that, when attractive, would succeed in drawing pedestrians westward along Burlington Avenue from Main Street. This helps support businesses located along Burlington Avenue, adding the breadth of the downtown and its economic success.

As indicated above, the proposed project does not meet the zoning ordinance's requirements for parking or lot area (density). The lot area (density) requirement in the DB district is 1 dwelling unit per 800 square feet of lot area, which would allow a maximum of 60 dwelling units at this site. The petitioner is proposing 120 units (1 dwelling per 400 square feet), which would double the allowable density. For the purposes of this special use request, the proposed use is considered a multi-family residential development. As such, 1.4 parking spaces per unit is required for this project. In this case, the Zoning Ordinance requires 168 parking spaces. The petitioner is proposing 42 parking spaces. Supportive living facilities and other senior housing developments are not permitted or special uses in the DB zoning district. The proposed development meets all other bulk requirements of the DB district.

The Plan Commission considered the petition at their October 1, 2012 meeting. Six members of the community spoke regarding the petition. Speakers were both supportive of and opposed to the proposed development. The Plan Commission recommended approval of the Special Use by a 5:2 vote. The record, findings and vote of the Plan Commission can be found in the attached minutes.

The Plan Commission recommendation is inconsistent with the Zoning Ordinance and Comprehensive Plan. The Plan Commission failed to demonstrate how the proposed development complies with the standards for approval listed in Section 28.1902 of the Zoning Ordinance. Staff recommends that the Village Council deny the petition.

#### **ATTACHMENTS**

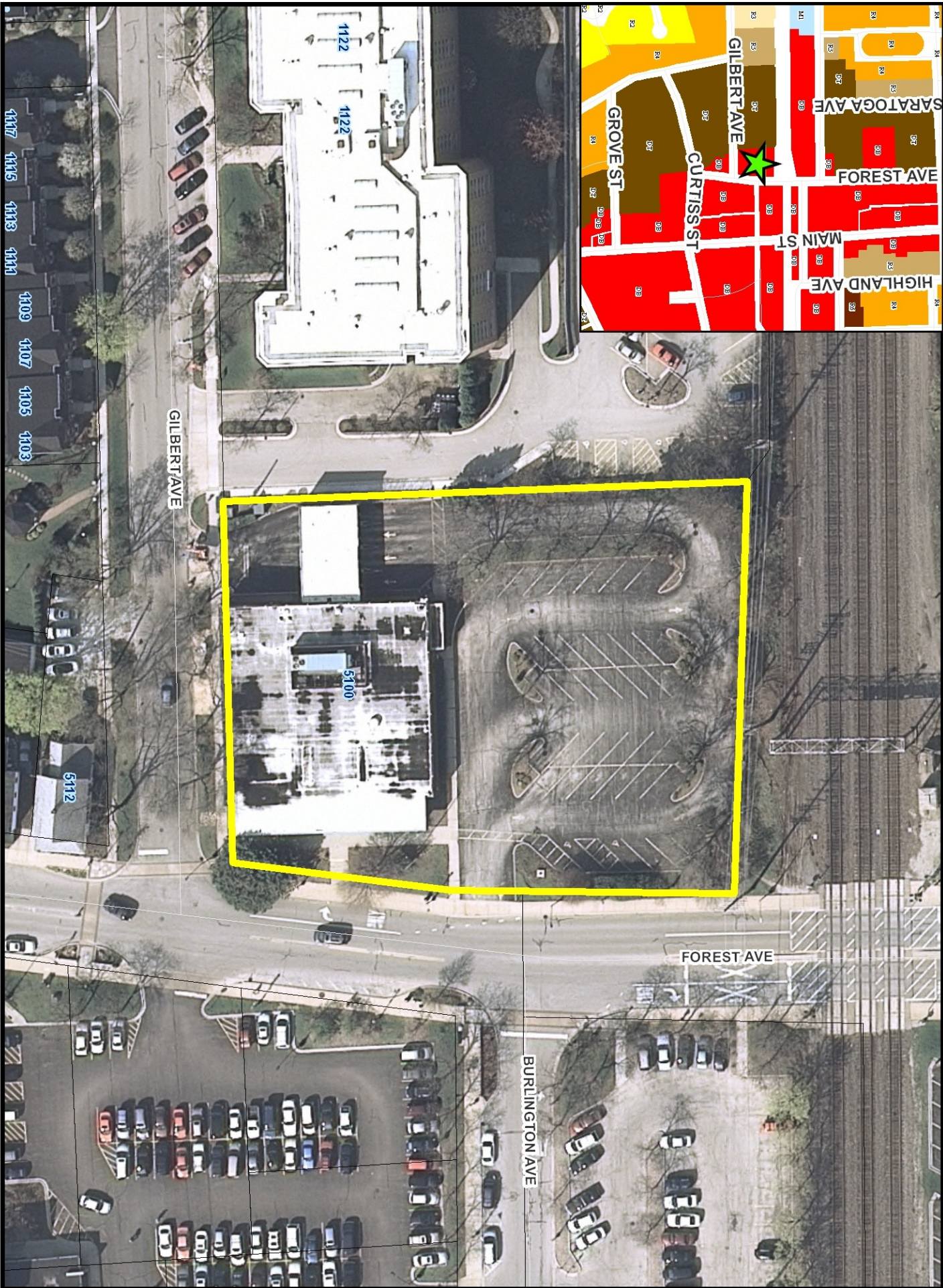
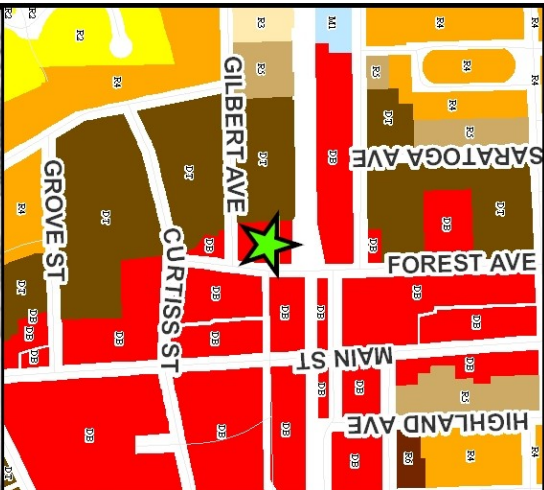
Aerial Map

Ordinances and Resolution

Staff Report with attachments dated October 1, 2012

Minutes of the Plan Commission Hearing dated October 1, 2012

Memo from Illinois Department of Healthcare and Family Services



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Feet

# 5100 Forest Avenue Location Map





**VILLAGE OF DOWNERS GROVE  
REPORT FOR THE PLAN COMMISSION  
OCTOBER 1, 2012 AGENDA**

<b>SUBJECT:</b>	<b>TYPE:</b>	<b>SUBMITTED BY:</b>
PC-31-12 5100 Forest Avenue Supportive Living Facility	Special Use	Stan Popovich, AICP Planner

**REQUEST**

The petitioner is requesting approval of a Special Use for a senior housing Supportive Living Facility in the DB, Downtown Business District.

**NOTICE**

The application has been filed in conformance with applicable procedural and public notice requirements.

**GENERAL INFORMATION**

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**OWNER:** WB Pad Holdings IV, LLC  
10749 Winterset Drive  
Orland Park, IL 60544

**APPLICANT:** C.M. Lavoie & Associates  
1050 West Route 126  
Plainfield, IL 60544

**PROPERTY INFORMATION**

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**EXISTING ZONING:** DB, Downtown Business  
**EXISTING LAND USE:** Vacant, former bank site  
**PROPERTY SIZE:** 47,785 square feet (1.097 acres)  
**PINS:** 09-08-126-005

**SURROUNDING ZONING AND LAND USES**

	<b>ZONING</b>	<b>FUTURE LAND USE</b>
<b>NORTH:</b>	DB, Downtown Business	Downtown/Mixed Use
<b>SOUTH:</b>	DB, Downtown Business & DT, Downtown Transition	Downtown/Mixed Use & Single Family Attached Residential
<b>EAST:</b>	DB, Downtown Business	Downtown/Mixed Use
<b>WEST:</b>	DT, Downtown Transition	Downtown/Mixed Use

## **ANALYSIS**

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### **SUBMITTALS**

This report is based on the following documents, which are on file with the Department of Community Development:

1. Application/Petition for Public Hearing
2. Project Narrative
3. Owner Consent for Application
4. Plat of Survey
5. Building Plans
6. Engineering Plans
7. Landscape Plan
8. Parking Study

### **PROJECT DESCRIPTION**

The applicant is proposing the construction of a five-story Supportive Living Facility (SLIF) at 5100 Forest Avenue. The 120 residential units in a 98,458 square foot development will provide senior housing. The property is located at the northwest corner of Forest and Gilbert Avenues and is zoned DB, Downtown Business. The site is 49,285 square feet with 245 feet of frontage along Forest Avenue and 175 feet of frontage along Gilbert Avenue. A vacant 11,000 square foot bank building with a drive-through canopy is currently located on the southern half of the parcel. The northern half of the parcel is a parking lot.

A SLIF is a long term residence option for senior citizens who need extra help with their day to day lives but do not require full-time nursing skills. A resident of a SLIF is offered these standard services: health monitoring; eating, bathing, and dressing assistance; medication management; three prepared meals daily; health and exercise programs; social and recreational activities; transportation; and housekeeping and laundry services.

The proposed building is oriented north-south along the western property line. An 18 vehicle parking lot is located on the east side of the property. The building's primary entrance is located on the east façade with a porte-cochere extending out from the east façade to provide a covered entry. The parking lot entry drive lines up with the "T" intersection of Burlington and Forest Avenues. A second vehicle entrance is off of Gilbert Avenue and provides direct access to a 24 vehicle parking garage. The parking garage provides covered parking primarily for residents and staff. In total, 42 parking spaces are provided.

The proposed building would be five stories tall. The first floor includes the parking garage, administrative offices, a dining hall with an exterior patio, a multi-purpose room, physical therapy room, kitchen and laundry facilities and other ancillary uses. Exterior amenities include a resident patio outside of the dining hall and a gazebo adjacent to the front entry. Each of the top four floors includes 30 living units (15 studios and 15 one-bedroom units), an attendant station, a common room, a tenant storage space and a laundry room. Each of the 120 living units includes one bathroom with a shower and a kitchenette. The kitchenettes include a microwave, sink and 16.5 cubic foot refrigerator. In all SLIF developments, primary meal preparation and service occurs in the main dining hall located on the first floor.

The exterior of the building will be clad with fiber cement board and autoclaved aerated concrete (AAC) pre-cast panels with stone stills and headers. The fiber cement board will have stone and paneled finishes while the AAC panels will feature stone and brick finishes. The parapet will be clad in an exterior insulation and finishing system (EIFS). On the south and east facades, wall openings will provide ventilation for the parking garage. Metal screening panels will be installed in each of the openings.

Due to the site's grade changes, the building is 63 feet tall along Gilbert Avenue and 56 feet tall along Forest Avenue. A retaining wall at the south end of the parking lot will wrap around the southeast corner of the property to make up for the grade changes along Forest and Gilbert Avenues.

#### **COMPLIANCE WITH THE COMPREHENSIVE PLAN**

The Comprehensive Plan designates the property as Downtown/Mixed Use and a catalyst site in the Downtown Key Focus Area of the Comprehensive Plan. Staff does not believe the proposed SLIF meets the goals and intent of the Comprehensive Plan as described below.

1. **Catalyst Site.** Catalyst sites are defined in the Comprehensive Plan as those parcels where redevelopment would have a positive catalytic impact on the surrounding area. As a catalytic site, the site would generate additional activities in the area and create positive change in its immediate vicinity. The positive change could include additional foot traffic to the site or the redevelopment of adjacent parcels. Additionally, the Comprehensive Plan notes that the subject site presents an opportunity to create a pedestrian-oriented development and developing the site into a mixed-use transit-oriented development would be an optimum use.

Staff does not believe the proposed SLIF would provide the catalytic effects described in the Comprehensive Plan. In the fall of 2008, the Village Council approved a mixed use development at this location. The proposal included 12,000 square feet of commercial space and 96,000 square feet of residential space. The previously approved proposal is the type of development which could generate more activity in the downtown, the type of activity that the Comprehensive Plan contemplated when this site was identified as a catalytic site. Senior housing will not generate as much activity as a typical residential apartment or condominium development or a mixed-use development with both residential and commercial components.

2. **Terminating Vista.** The Comprehensive Plan notes a development at this location should be oriented towards the downtown and should provide a terminating vista on Burlington Avenue. While the building does provide a physical terminating vista, it does not have the effect contemplated by the Comprehensive Plan. A catalytic development at this location would draw pedestrians down Burlington Avenue to the commercial area on Forest Avenue. Whether this draw is a restaurant, retail sales or offices, a commercial use should be located at this location to further expand the downtown commercial core along Burlington Avenue. The proposed SLIF will not draw general visitors down Burlington Avenue and will not generate the activity contemplated by the Comprehensive Plan.
3. **Mixed-Use Development.** The mixed-use designation is characterized as a mix of commercial, service, retail, entertainment, civic, institutional and related public facilities. The Comprehensive Plan notes that to maintain its vibrancy and importance to the Village, the Downtown should contain a mix of land uses that reinforce its unique character. The Comprehensive Plan also notes that the ground floor of developments in the downtown should be primarily retail, entertainment or personal service, with office and residential uses on upper floors. The proposed SLIF is a single residential use that does not provide a mix of uses to maintain the vibrancy of the downtown. A senior housing development can not be expected to generate as much activity as other uses discussed by the Comprehensive Plan.

On the Village's Zoning Map, the west property line of the subject site is the dividing line between the DB, Downtown Business zoning district and the DT, Downtown Transition zoning district. When the current zoning map was created there was a hard line drawn on the importance of this parcel being included within the commercial zoning district. The subject site is a large

parcel with good redevelopment potential and a mixed-use redevelopment can generate activity in this portion of the downtown. If the infiltration of a transitional use onto this site occurs, it would further dilute the land available for commercial uses in the downtown. Staff believes the subject site should remain mixed-use or commercial in nature and that any transition between commercial and residential uses should occur west of this property.

4. State of Illinois approval timelines. Staff is concerned about tying up a catalytic site for a period of time while waiting for the state to determine whether or not the developer's proposed site change is approved. Additionally, staff does not believe it would be prudent to grant approval for a Special Use of a catalytic site if there is a possibility that the state will not provide a SLIF certificate for this location. If approval were to be granted by the Village but not granted by the state, there is a possibility that this project could become another partially occupied residential development in the downtown.

SLIFs are regulated by the Illinois Department of Healthcare and Family Services and must be certified by the state prior to opening. Certifications are applicable to a specific location, provider and development group as stated in a provider agreement between the state and ownership group. The certificate may not be transferred to other sites, providers or development groups without approval by the state. Staff recently spoke with a SLIF representative from the state and found that the development group has state approval for an alternate site within the Village, but has yet to receive approval from the state to relocate the SLIF to this proposed location. Approval is based on a variety of factors, including a market study and Phase I Environmental Study, which may take time to prepare and submit. It is unknown at this time if the state would approve this alternate location or how long the state would take to render their decision.

In conclusion, staff does not believe the proposed development is consistent with the Comprehensive Plan. The Comprehensive Plan identifies the subject site as a catalytic site in the downtown. As a catalyst site, any proposed redevelopment needs to be an outstanding development which will provide the benefits envisioned by the Comprehensive Plan. The proposed SLIF development fails to accomplish the goals of creating an activity generating mixed-use development. Furthermore, the proposed development will not attract general visitors to the west side of downtown. As such, staff believes the proposed development does not meet the overall goals of the Comprehensive Plan and of the Downtown Focus Area Plan.

**COMPLIANCE WITH ZONING ORDINANCE**

The property is zoned DB, Downtown Business. The proposed senior housing SLIF is considered a multi-family residential development which is an allowable Special Use in the DB district. The bulk requirements of the proposed SLIF are summarized in the following table:

Zoning Requirements for Building	Required	Provided
East Setback (Front)	0'	45'
South Setback (Front)	0'	5.9'
West Setback (Side)	0'	12'
North Setback (Rear)	0'	20.5'
Lot Area / Density (max allowance 800 sf per dwelling unit)	60 (maximum) (1 per 800 square feet)	120 (1 per 400 square feet)
Building Height	70' (maximum)	63'
Parking Spaces	168	42
Floor Area Ratio	None	2.02
Open Space	None	11,490 square feet

As shown in the table above, the proposal complies with the maximum allowable building height and other bulk standards, primarily because there are no requirements for setbacks, floor area ratio or open space. A discussion of the parking requirement is provided below.

The proposal does not meet the lot area requirement which is designed to ensure appropriate residential density in the DB zoning district. The Zoning Ordinance allows no more than one dwelling unit per 800 square feet of lot area. Because the subject site is 47,785 square feet a maximum of 60 dwelling units is permitted (47,785 square feet / 800 square feet). The petitioner is proposing 120 dwelling units which is equal to one unit per 400 square feet. In contrast, the adjacent Immanuel Residences have 120 dwelling units on 2.076 acres for a density of one dwelling unit per 753 square feet of lot area while Acadia on the Green provides one dwelling unit per 1,009 square feet of lot area.

The lot area calculation is appropriate because the Zoning Ordinance defines a dwelling unit as “one or more rooms in a dwelling designed for occupancy by one family for living purposes and having its own permanently installed cooking and sanitary facilities.” As designed, each proposed unit has a microwave, 16.5 cubic foot refrigerator and sink for cooking and a restroom. However, the units could be converted to full kitchen facilities if the SLIF fails.

Staff believes the proposal does not meet all the requirements of the DB zoning district and is not consistent with the Village’s Zoning Ordinance.

#### **COMPLIANCE WITH THE DOWNTOWN PATTERN BOOK**

The Village’s Downtown Pattern Book discusses the importance of building materials, height, massing and streetwalls to create a successful downtown. The proposed materials create an appearance that is consistent with other developments in the downtown. The AAC panels with brick and stone finishes and the cement board finishes compliment other brick and stone buildings in the downtown. EIFS is only used along the parapet. The use of the finishes create a clear building base, building middle and building top as recommended by the Downtown Pattern Book.

The 63-foot overall height is consistent with the adjacent Immanuel Residence building which is also 63 feet tall. The buildings on the south side of Gilbert Avenue are two-stories in height. The first floor of the south façade is 21 feet in height while floors two through five are stepped back five feet to the north and then extend an additional 42 feet to the overall 63-foot height. This step back in massing assists in creating a pedestrian friendly streetscape along Gilbert Avenue.

The Downtown Pattern Book notes the importance of creating a streetwall to create a sense of place in downtown and notes that parking should be placed in the rear of developments. The proposed development does not meet these goals. The building is not adjacent to Forest Avenue and the proposed parking lot is located in front of the primary façade of the building. As designed, the site is an auto-oriented development rather than a pedestrian oriented development.

#### **PARKING STUDY**

The Village’s Parking Ordinance identifies three similar parking uses for this development, multi-family, independent elderly housing, and assisted living elderly housing. The table below identifies each of these three uses and the number of parking spaces that would be required based on the proposed 120 unit SLIF development.



	Ratio	Required Parking
Multi-Family Dwellings in DB	1.4 / d.u.	168
Elderly Housing - Independent Living	0.6 / d.u.	72
Elderly Housing - Assisted Living	0.4 / d.u.	48

The petitioner is proposing a total of 42 parking spaces, including two handicap parking spaces and one space for a SLIF operated van. This would result in a parking ratio of 0.35 parking spaces per dwelling unit. To support their proposal, the petitioner has submitted a parking study (attached) in which they reviewed six similar senior housing developments in the DuPage County. The petitioner found that for these six SLIF developments, the provided parking ratios were between 0.44 and 0.83 parking spaces per unit. A summary table of the petitioner's findings is provided below:

SLIF	# of Units	# of Parking Spaces	Ratio
Franciscan Court, West Chicago, IL	70	57	0.81
Tabor Hills, Naperville, IL	95	79	0.83
Alden Gardens, Bloomingdale, IL	86	60	0.70
Alexian Village, Elk Grove, IL	104	46	0.44
Plum Creek, Rolling Meadows, IL	102	46	0.45
Heritage Woods, Batavia, IL	148	74	0.50

The petitioner undertook site visits to three of the SLIFs (Alexian Village, Plum Creek and Heritage Woods) to further investigate parking. The petitioner observed that less than 50% of the provided parking spaces were occupied at any one time. The petitioner observed at all three facilities that the peak daily parking time is during the transition from first shift to second shift, generally around 3:00 pm. The table below identifies the most vehicles observed at 3:00 pm at each of the three SLIFs:

SLIF	# of Units	# of Occupied Parking Spaces	Ratio
Alexian Village, Elk Grove, IL	104	23	0.22
Plum Creek, Rolling Meadows, IL	102	15	0.15
Heritage Woods, Batavia, IL	148	27	0.18

In the petitioner's parking study, it is noted that the majority of SLIF residents do not typically own a vehicle. The SLIF provides its residents with transportation to religious services, shopping centers and other destinations via a SLIF operated van. However, the petitioner notes in their parking study that at the three observed properties, between six and ten percent of residents owned vehicles and had them parked on site. Based on similar conditions, the proposed SLIF could see between seven and twelve residents owning cars at this site.

In observing the various SLIFs the petitioner found that weekends, particularly Sunday, experience the most visitor traffic. Weekday evenings are secondary times when guests visit residents.

Staff has two concerns with the proposed parking:

1. The current public parking system is at capacity in this area and would have difficulty supporting additional parking needs. In a worst case scenario during the peak parking time, the SLIF parking lot could have 38 occupied parking spaces (25 employee vehicles, 12 resident vehicles and the

SLIF bus) leaving only three spaces available for visitors. If the proposed SLIF parking lot is full, additional parking would be required for other employees or visitors. If additional parking is necessary for visitors, it is staff's opinion that this busy time would occur during a weekday afternoon or on a weekend. While there is nearby public parking available in the Village's Commuter Parking Lots, there is little, if any parking available during the peak times.

The Forest North Lot is located at the northeast corner of Burlington and Forest Avenues and Lot D is located immediately west of the subject site. Parking in these lots is free after 11:00 am during the week and all day on the weekend. Three-hour daily parking is available at the Library Parking Lot, at the southeast corner of Burlington and Forest Avenues. However, the Village's 2011 Downtown Parking Study found that 87% of public parking spaces south of the railroad tracks are occupied during a weekday afternoon. As a parking best practice, parking lots are considered to not function efficiently when occupancy exceeds 85%. The study found that the Forest North Lot and the Library Parking Lot are over capacity during its peak parking times, both during the week and the weekend. Lot D is near capacity during the week but is available on weekends.

Staff believes available public parking will be difficult to find. Not having adequate parking availability can lead to unsafe, illegal parking activities in the area.

2. Staff is concerned that if the Village approves the Special Use and the petitioner does not receive a SLIF certificate from the state the sites parking will be inadequate for the conversion to other senior housing, market rate apartments or condominiums. As noted above, the Village's public parking lots are at capacity and are not able to take on additional parking.

If at some point in the future, the SLIF is converted to market rate apartments, independent senior living apartments or condominiums there would not be enough parking available to residents. Based on the Village's parking requirements, 42 parking spaces would not be enough for multi-family or independent elderly housing. The proposed 42 parking spaces would only be adequate for a 30 unit multi-family market rate apartment or condominium building and a 70 unit independent senior living building.

Staff does not believe the proposed 42 parking spaces are adequate for the proposed SLIF development. The proposal does not meet any of the Village's parking requirements for multi-family developments and the Village's public parking lots are operating above capacity so there is no opportunity for a shared parking agreement.

#### **ENGINEERING/PUBLIC IMPROVEMENTS**

The petitioner is proposing to install new water and sanitary sewer services for the proposed building. The water service will accommodate fire and domestic water service and is proposed to connect to an existing water main along the east side of Forest Avenue. A new fire hydrant will also be installed north of the Forest Avenue entrance. The new sanitary sewer service would be connected to the existing sanitary main within Gilbert Avenue. The Downers Grove Sanitary District has provided conceptual approval for the proposed development.

The petitioner is proposing to replace the existing sidewalks along Gilbert Avenue and the southern portion of Forest Avenue. An internal sidewalk will also connect the entry to Forest Avenue.

A Commonwealth Edison easement runs along the western ten feet of the property. The easement includes two transformers at the southwest corner of the site which will remain. No additional easements are proposed or required for the development.

The site will be required to meet the Village's Stormwater Management Ordinance. As designed, the development will decrease the amount of impervious surfaces and increase the amount of green space on the property. As such, the petitioner is not required to install site runoff storage. Staff believes that as part of a Special Use approval, the petitioner should install stormwater best management practices, which could include native landscape plants.

#### **PUBLIC SAFETY REQUIREMENTS**

The Fire Department reviewed the proposed plans and determined that the proposed development will provide sufficient access for emergency vehicles. The Fire Department will be able to access three sides of the building, the east, south and west. Access to the east façade was confirmed through an auto-turn exhibit showing the Village's largest truck being able to maneuver within the parking lot. Access to the south façade is available along Gilbert Avenue while access to the west façade is available via a driveway to the Village's Commuter Parking Lot D. Commuter Lot D is owned by Immanuel Residences with the Village holding a lease agreement for the parking lot and access drive to Gilbert Avenue. As part of this agreement, the Village has control of the parking and access drive.

The porte-cochere provides 14 feet of clearance which is sufficient for ambulances to drive through. Additionally, the building itself will include a fire alarm system and sprinkler system that meets the Village's code requirements.

#### **NEIGHBORHOOD COMMENT**

Notice was provided to all property owners 250 feet or less from the property in addition to posting the public hearing notice sign and publishing the legal notice in the *Downers Grove Reporter*. Staff received a couple of phone calls with concerns about construction, the type of residential use proposed and the amount of parking provided.

The petitioner invited nearby property owners to an informational open house on September 25, 2012. The petitioner will be able to provide additional information regarding the open house at the Plan Commission meeting.

#### **FINDINGS OF FACT**

The applicant is requesting a special use for construction of a senior housing SLIF. Staff believes the development does not meet the standards for granting a special use as outlined below:

##### ***Section 28.1902 Standards for Approval of Special Uses***

*The Village Council may authorize a special use by ordinance provided that the proposed Special Use is consistent and in substantial compliance with all Village Council policies and land use plans, including but not limited to the Comprehensive Plan, the Future Land Use Plan and Master Plans and the evidence presented is such as to establish the following:*

- (a) *That the proposed use at that particular location requested is necessary or desirable to provide a service or a facility which is in the interest of public convenience and will contribute to the general welfare of the neighborhood or community.*

The proposed SLIF is not necessary or desirable on the subject site. The proposed development does not comply with the Village's Comprehensive Plan which identifies the site as a catalyst site for downtown development. The Comprehensive Plan notes the subject site presents an opportunity for a mixed-use transit oriented development. The proposed use is an auto-oriented single residential use that is not an activity generator as desired by the Comprehensive Plan.

The Comprehensive Plan also discusses the importance of a terminating vista at this location. The development of a mixed-use, active development could foster additional commercial development along Burlington Avenue and provide additional commercial activities to the downtown. The proposed SLIF will not generate the type of activity that could be anticipated by a similarly sized mixed-use development. Staff believes this standard is not met.

- (b) *That such use will not, under the circumstances of the particular case, be detrimental to the health, safety, morals, or general welfare of persons residing or working in the vicinity or injurious to property values or improvements in the vicinity.*

Staff believes the proposed use does not better the general welfare of the downtown. Staff believes that by allowing the proposed residential use on this site designated for catalytic commercial development, the downtown will lose a potential catalytic development which could foster additional commercial growth in the downtown. The long term success of downtown depends on continuous improvements which draw visitors and businesses. By constructing a senior housing use on the subject site, the downtown is not benefiting from this catalytic site.

Additionally, if this site were to develop as a senior housing use, the transitional area from residential to commercial uses would essentially move further to the east along Gilbert Avenue. The ability of properties to the south along Forest Avenue to remain commercial in nature may be decreased as residential developments become more prominent in this area of downtown. The slow infiltration of transitional uses nearer to Main Street could lead to the decrease of available commercial properties in the downtown. Staff believes this standard has not been met.

- (c) *That the proposed use will comply with the regulations specified in this Zoning Ordinance for the district in which the proposed use is to be located or will comply with any variation(s) authorized pursuant to Section 28-1802.*

The proposed development does not comply with the parking and lot area requirements of the Zoning Ordinance. The proposed 42 vehicle parking spaces do not meet any of the multi-family residential parking requirements which could be applicable in this instances. Given the limited number of parking spaces available on site and the capacity of the Village's public parking lots, staff believes parking will be an issue at this site. Additionally, the petitioner is requesting approval of a development which is double the allowable density on the site. This doubling of density could create future issues if the SLIF fails and the building is converted to an independent senior living facility or market rate apartments or condominiums. Staff believes this standard is not met.

- (d) *That it is one of the special uses specifically listed for the district in which it is to be located.*

The proposed SLIF is a residential use. However, text amendments to lot area and parking requirements are required because variations to meet these standards are not authorized based on Section 28.1802 of the Zoning Ordinance. Staff believes this standard is not met.

## **RECOMMENDATIONS**

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The proposed Special Use is not consistent and not compatible with the Comprehensive Plan and surrounding zoning and land use classifications. The proposal does not provide a catalytic redevelopment of the site, does not provide a terminating vista for Burlington Avenue and does not provide a mixed-use development as identified in the Comprehensive Plan. Based on the findings listed above, staff recommends the Plan Commission recommend the Village Council **deny** the Special Use request of PC 31-12.

Should the Plan Commission find that the proposed Special Use is consistent and compatible with the Comprehensive Plan and surrounding zoning and land use classification, the Plan Commission should

make a positive recommendation to the Village Council regarding PC 31-12 subject to the following conditions:

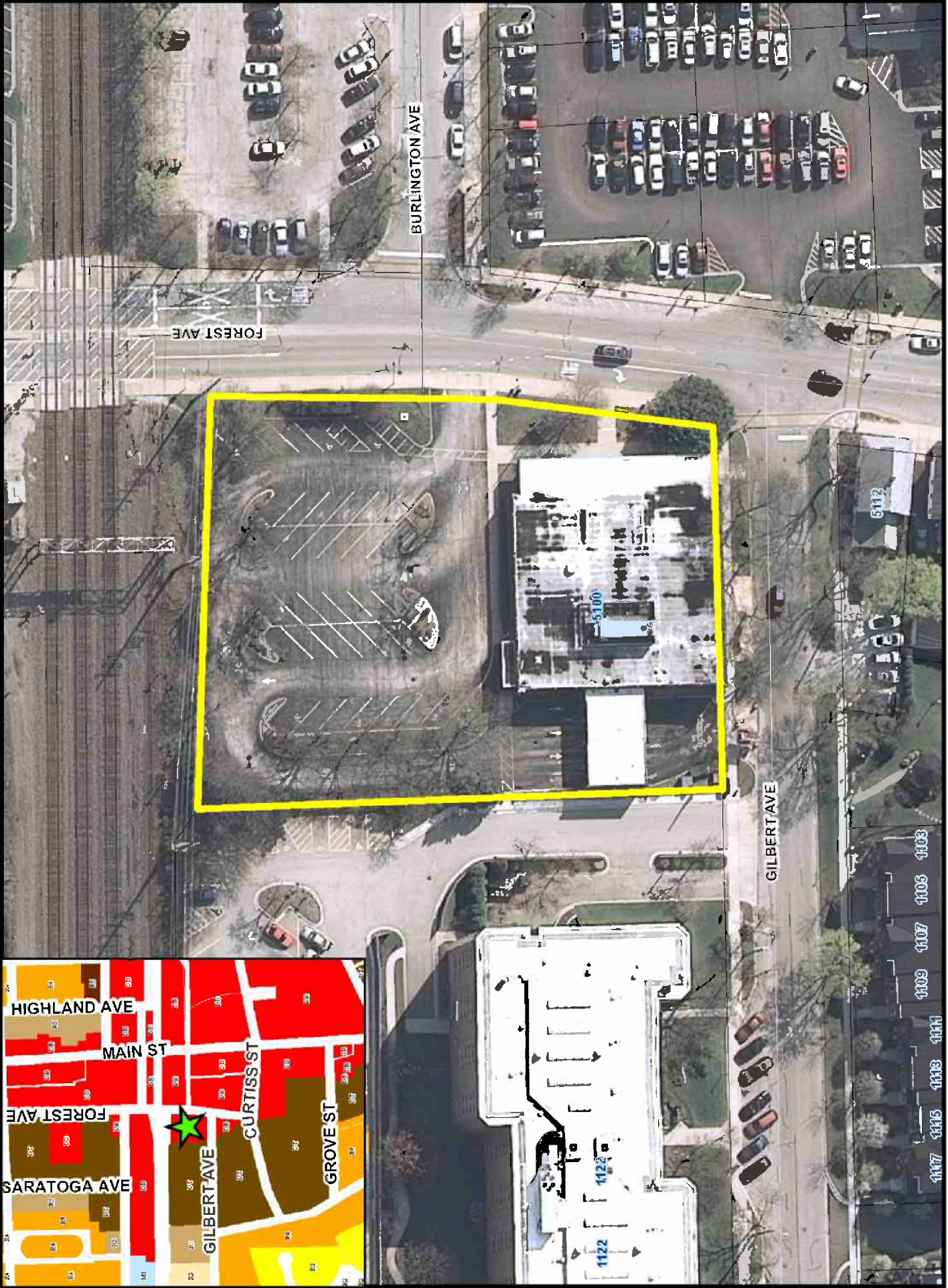
1. The Special Use shall substantially conform to the staff report, engineering and landscape plans prepared by C.M. Lavoie & Associates, Inc. dated August 2, 2012 and last revised on September 11, 2012 and architectural plans prepared by Studio D Architecture, LLC dated July 2, 2012, except as such plans may be modified to conform to the Village codes and ordinances.
2. The building shall have fire suppression and detection systems in a manner suitable to the Fire Prevention Bureau Chief.
3. The petitioner shall incorporate best stormwater management practices into the development including but not limited to native landscape plantings.
4. The operator of the SLIF shall ensure that no more than 10% of the SLIF residents own a vehicle that is primarily parked at the SLIF.
5. The parking lot shall be screened in accordance with the Village's parking lot landscaping requirements.
6. Prior to the issuance of any building permits, the petitioner shall submit material samples of the proposed exterior building materials and retaining walls for review by the Department of Community Development.
7. Prior to Village Council consideration, Delta Development shall provide the Village with a State of Illinois certificate noting the state's approval of the subject site. If Delta Development does not provide the state certificate within 90 days, the petition will be considered to be denied.
8. At no time shall this site be converted from a SLIF to any other residential use without providing the required number of parking spaces as detailed in the Village's Zoning Ordinance.

Staff Report Approved By:

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Tom Dabareiner, AICP  
Director of Community Development

TD:sjp  
-att



# 5100 Forest Avenue Location Map

0 10203040 Feet





Northeast corner of property.



Southeast corner of property.





Southwest corner of property.



Northwest corner of property.

## DOWNERS GROVE SUPPORTIVE LIVING FACILITY PROJECT SUMMARY

Delta Development of Downers Grove LLC (“Delta Development”) intends to build a supportive living facility (“SLF”) on approximately 1.10 acres at the northwest corner of Gilbert Avenue and Forest Avenue. The subject site currently has a vacant building (which was formerly a bank) located on it. Said site is bordered by rail road tracks to the north, the Forest Avenue ROW to the east, a multi family residential building to the west and the Gilbert Avenue ROW to the south.

The existing building on said site will be razed with new five story building being constructed. Improvements associated with this development include sidewalks, water services, fire hydrants, sanitary sewer services, street lights and storm water. The proposed development will conform to all of the Village of Downers Grove zoning requirements for DB zoning, including building height and setbacks.

Delta Development has been issued a SLF license by the Illinois Department of Health and Family Services (“HFS”) to develop a facility in Downers Grove. SLF licenses are site specific and issued by HFS on a very limited and competitive basis. The last round that opened for SLF licenses was in 2006, where more than 100 applicants competed for a dozen or so licenses. There are currently 121 Supportive Living Facilities operating a total of 9,529 apartments across the State of Illinois. Only a few SLFs are currently being operated in Du Page County.

The proposed development will consist of 120 beds serving elderly households in need of certain personal care services not traditionally offered in an independent senior rental community. The SLF is unique and desirable because it is made affordable to seniors of any income because of project based subsidies provided by HFS. Once a SLF resident, the senior can rest easy knowing that he or she will never be displaced for financial reasons. The SLF is a successful state program because it utilizes Medicaid waivers to help subsidize affordable assisted living needs.

Supportive living is a type of professionally operated long term residence option that provides resident-centered care in a residential setting. It is designed for those who need extra help with their day to day lives, but who do not require full-time skilled nursing care. Types of standard services offered in a supportive living community include: a) access to health monitoring and medical services; b) assistance with eating, bathing, dressing, toileting and ambulating, c) medication management; d) three meals a day served in a common dining area; e) health promotion and exercise programs; f) social and recreational activities; g) housekeeping, laundry and transportation services; h) emergency call system in each resident’s apartment and i) 24 hour security and licensed staff availability.

Management services for this development will be provided by Provena Life Connections (“Provena”). Provena is part of the Provena Health, an Illinois based Catholic health system. It is sponsored by the Franciscan Sisters of the Sacred Heart, the Servants of the Holy Heart of Mary and the Sisters of Mercy of the Americas. Provena Life Connections predecessor organizations began providing health care services in 1876.

### APPLICANT RESPONSE TO DWELLING UNIT DISCUSSION

Per 2006 IBC, section 308.2, the proposed building occupancy is defined as an Institutional Occupancy of I-3, because functionally it is similar to an Assisted Living Facility. In addition, this occupancy type has been excluded as Residential as per the 2006 IBC, section 310.1. The IBC specifically states that it can only be defined as Residential if there are 16 or less occupants, excluding staff. The proposed building will have 120 occupants, excluding staff. Therefore, the units can not be legally defined as dwelling units and the Zoning Minimum Lot Area per dwelling unit is not applicable.

ROBERT J. HUGUELET, JR., P.C.  
ATTORNEYS AT LAW  
WINTERSSET III OFFICE PARK  
10749 WINTERSSET DRIVE  
ORLAND PARK, ILLINOIS 60467-1108

ROBERT J. HUGUELET, JR.

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E-MAIL: [rjh@rjhugueletlaw.com](mailto:rjh@rjhugueletlaw.com)

August 9, 2012

VIA EMAIL – [jobrien@downers.us](mailto:jobrien@downers.us)

Attn: Jeff O'Brien  
Community Development Department  
Village of Downers Grove  
801 Burlington Avenue  
Downers Grove, IL 60515

**Re: 5100 Forest Drive, Downers Grove, Illinois 60515 (the "Site")**

Dear Mr. O'Brien:

This office represents WB Pad Holdings IV, LLC, the Owner of the referenced property.

In connection with the Petition for Approval of the Site for a Supportive Living Facility now being considered by the Village Plan Commission, this is to confirm that C.M. Lavoie & Associates is authorized by the Owner to file the Petition with the Village of Downers Grove.

Should you have any questions or comments, please advise.

Thank you.

Very truly yours,

ROBERT J. HUGUELET, JR., P.C.

By: 

Robert J. Huguelet, Jr.

cc: Joe Byczek, Wintrust Bank, *via email*  
Michael Fiandaca, Esq., *via email*



Franciscan Court, West Chicago, IL



Tabor Hills, Naperville, IL



Alden Gardens, Bloomingdale, IL

**PARKING REPORT**

**FOR**

**Downers Grove Supportive  
Living Facility**

**5100 Forest Avenue  
Downers Grove, Illinois**

**PREPARED BY:**

**C.M. Lavoie & Associates, Inc.  
1050 West Route 126  
Plainfield, Illinois 60544  
(815) 254-0505 T  
(815) 436-5158 F**



**PREPARED FOR:**

**Delta Development of Downers Grove, LLC  
6756 North Harlem Avenue  
Chicago, Illinois 60631  
T: (847) 912-9865**

**Dated: September 11, 2012**

**CML JOB# 12-166**

**Do Not Duplicate**

**C. M. Lavoie and Associates, Inc  
Consulting Civil Engineering, Land Planning, & Surveying**

## NARRATIVE DESCRIPTION OF THE DOWNERS GROVE SUPPORTIVE LIVING FACILITY

As part of the unique characteristics of a Supportive Living Facility (SLF), the actual parking requirements are also quite different from similar residential buildings. Typically, zoning requirements have a ratio of 0.6 and above in order to handle residents, visitors, and staff.

In order to address the parking requirements, CML has obtained the following supporting data to evaluate the actual needs of the proposed parking facility on Forest Avenue in Downers Grove:

1. CML has done data collection and observed actual parking facilities at other SLF facilities.
2. CML has also contacted Mr. Wayne Smallwood, Executive Director, Affordable Assisted Living Coalition, 601 W. Monroe Street, Springfield, Illinois for assistance. Mr. Smallwood is considered to be a Founder and Author of the SLF Program.
3. CML has contacted Managing Partners of other SLF Facilities outside of DuPage County to fully understand the parking facilities at other locations.
4. CML has conducted a detailed study at three SLF facilities that are similar to the proposed Downers Grove SLF to determine the parking requirements.

### SUMMARY

#### 1. DATA COLLECTION

FACILITY	Number Residents	Parking Provided	Parking Space Usage 8/9/12 3:00PM	Number Employees	Number Guests Per Day
Franciscan Court 1996 Franciscan Court West Chicago, Illinois	70	53+4HC	13	20	10
Tabor Hills Supportive Living Community 1439 McDowell Road Naperville, Illinois	95	71+8HC	38	SHARED	SHARED
Alden Gardens 285 East Army Trail Road, Bloomingdale, Illinois	86	60 SHARED PARKING	Employees use Public Lot	70	15



## 2. Mr. Wayne Smallwood

In response to my request for data, Mr. Smallwood contacted one of the largest SLF Operators in the State of Illinois. According to Mr. Robert H. Helle, Principal Supportive Living Facilities, Pathway Senior Living, and LLC. Pathway.

According to Mr. Halle, SLF residents do not drive. Furthermore, across the entire Pathway portfolio, Pathway has only a single driver at three facilities. Therefore parking is limited to visitors and staff. The maximum staff parking requirement occurs at the end of the day shift / beginning of evening shift at which time the facility has twenty to twenty five cars on site (for 120 unit building). In addition, the Pathway facilities have an allowance for visitors. In general, The Pathway facilities have a .3 to .35 parking ratio.

## 3. CML contacted Mr. Thomas Trovato, Provena Healthcare

The Downers Grove SLF will have a maximum of 30 parking spaces required with an additional 10 parking spaces for visitors. Second shift from late afternoon into the evening has 10 employees and 10 visitors and third shift 3 employees and maybe 4 guests.

## 4. Proposed Parking

The current site plan proposed a total of 42 parking spaces (39 regular, 2 handicap and 1 van).

The current building layout has a total of 120 units.

**Peak Available Parking Ratio = 42 parking spaces/120 total units = 0.35**

**Alexian Village of Elk Grove**

975 Martha Street

Elk Grove

Illinois, 60007

AERIAL OF ALEXIAN VILLAGE OF ELK GROVE



(N.T.S.)



**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

### Traffic Analysis Data

Facility Name: **Alexian Village of Elk Grove**

Location: 975 Martha Street, Elk Grove, Illinois

Operator Name: Pathway Senior Care, LLC

Number Residents: 104

Number Residents w/ Vehicles: 6

Total Full Time Staff: 25

Total Part Time Staff: 4

First Shift Hours: 7:00AM-3:00PM

Total First Shift Staff: 17

Second Shift Hours: 3:00PM-11:00PM

Total Second Shift Staff: 5

Third Shift Hours: 11:00PM-7:00AM

Total Third Shift Staff: 3

Resident Bus Transportation Y/N Yes

Bus Transportation Services Provided: Bus is on Site

Parking Lot Total Number Spaces: 46 including 2 Handicap spaces

# Traffic Data Collection

Facility: **Alexian Village of Elk Grove**

Date: **8/26/12 to 8/29/12**

Parking Space Counts **8/26/12** **8/29/12**

First Shift (At First Shift change with Third Shift overlap):

Spaces Occupied: **9** **14**  
Handicap Spaces Occupied: **0** **0**

Second Shift (At Second Shift change with First Shift overlap):

Spaces Occupied: **23** **20**  
Handicap Spaces Occupied: **0** **0**

Third Shift Time (At Second Shift change with Third Shift overlap):

Spaces Occupied: **11** **16**  
Handicap Spaces Occupied: **0** **0**

Alexian Village of Elk Grove  
 975 Martha Street  
 Elk Grove, Illinois

Wednesday  
 August 29, 2012

Sunday  
 August 26, 2012

	Inbound	Outbound	Inbound	Outbound
<b>First Shift</b>				
<b>25 Employees</b>				
<b>7AM-3PM</b>				
6:30AM-6:45AM	3	2	3	0
6:45AM-7:00AM	3	1	5	1
7:00AM-7:15AM	1	0	1	3
7:15AM-7:30AM	3	0	1	0
7:30AM-7:45AM	2	0	1	0
7:45AM-8:00AM	2	1	4	0
<b>Shift Total</b>	<b>14</b>	<b>4</b>	<b>15</b>	<b>4</b>

<b>Second Shift</b>				
<b>8 Employees</b>				
<b>3PM-11PM</b>				
2:15PM-2:30PM	1	2	0	1
2:30PM-2:45PM	3	3	4	5
2:45PM-3:00PM	1	4	0	0
3:00PM-3:15PM	0	1	0	0
3:15PM-3:30PM	0	2	0	0
3:30PM-3:45PM	0	2	0	0
<b>Shift Total</b>	<b>5</b>	<b>14</b>	<b>4</b>	<b>6</b>

<b>Third Shift</b>				
<b>6 Employees</b>				
<b>11PM-7AM</b>				
10:45PM-11:00PM	2	3	3	3
11:00PM-11:15PM	1	1	6	0
11:15PM-11:45PM	0	1	1	0
11:45PM-12:00AM	0	0	0	0
<b>Shift Total</b>	<b>3</b>	<b>5</b>	<b>10</b>	<b>3</b>



**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

Alexian Village of Elk Grove  
Record Photographs





**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

Alexian Village of Elk Grove  
Record Photographs





AERIAL OF PLUM CREEK SUPPORTIVE LIVING



(N.T.S.)



**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

## Traffic Analysis Data

Facility Name: **Plum Creek Supportive Village**

Location: 2801 Algonquin Road, Rolling Meadows, Illinois

Operator Name: Evergreen Management, LLC

Number Residents: 102

Number Residents w/ Vehicles: 12

Total Full Time Staff: 24

Total Part Time Staff: 4

First Shift Hours: 7:00AM-3:00PM

Total First Shift Staff: 16

Second Shift Hours: 3:00PM-11:00PM

Total Second Shift Staff: 5

Third Shift Hours: 11:00PM-7:00AM

Total Third Shift Staff: 3

Resident Bus Transportation Y/N Yes

Bus Transportation Services Provided: Bus is on Site

Parking Lot Total Number Spaces: 46 including 2 Handicap spaces

# Traffic Data Collection

Facility: Plum Creek Supportive Living

Date: 8/26/12 to 8/29/12

Parking Space Counts 8/26/12 8/29/12

First Shift (At First Shift change with Third Shift overlap):

Spaces Occupied: 13 14  
Handicap Spaces Occupied: 0 0

Second Shift (At Second Shift change with First Shift overlap):

Spaces Occupied: 10 15  
Handicap Spaces Occupied: 0 0

Third Shift Time (At Second Shift change with Third Shift overlap):

Spaces Occupied: 15 14  
Handicap Spaces Occupied: 0 0

**Plum Creek Supportive  
Living  
2801 Algonquin Road  
Rolling Meadows**

**Wednesday  
August 29, 2012**

**Sunday  
August 26, 2012**

	<b>Inbound</b>	<b>Outbound</b>	<b>Inbound</b>	<b>Outbound</b>
<b>First Shift</b>				
<b>25 Employees</b>				
<b>7AM-3PM</b>				
6:30AM-6:45AM	5	3	6	3
6:45AM-7:00AM	2	0	1	0
7:00AM-7:15AM	0	0	0	0
7:15AM-7:30AM	0	0	1	0
7:30AM-7:45AM	4	0	1	0
7:45AM-8:00AM	<u>3</u>	<u>0</u>	<u>3</u>	<u>0</u>
<b>Shift Total</b>	<b>14</b>	<b>3</b>	<b>12</b>	<b>3</b>

	<b>Inbound</b>	<b>Outbound</b>	<b>Inbound</b>	<b>Outbound</b>
<b>Second Shift</b>				
<b>8 Employees</b>				
<b>3PM-11PM</b>				
2:15PM-2:30PM	4	4	5	4
2:30PM-2:45PM	1	3	2	3
2:45PM-3:00PM	0	3	3	0
3:00PM-3:15PM	4	1	0	4
3:15PM-3:30PM	3	0	0	1
3:30PM-3:45PM	<u>0</u>	<u>2</u>	<u>0</u>	<u>1</u>
<b>Shift Total</b>	<b>12</b>	<b>14</b>	<b>10</b>	<b>13</b>

	<b>Inbound</b>	<b>Outbound</b>	<b>Inbound</b>	<b>Outbound</b>
<b>Third Shift</b>				
<b>6 Employees</b>				
<b>11PM-7AM</b>				
10:45PM-11:00PM	3	4	1	2
11:00PM-11:15PM	1	3	3	3
11:15PM-11:45PM	0	4	0	1
11:45PM-12:00AM	0	1	0	0
<b>Shift Total</b>	<b>4</b>	<b>12</b>	<b>4</b>	<b>6</b>



**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

**Plum Creek Supportive Living**  
Record Photographs





**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

Plum Creek Supportive Living  
Record Photographs



**Heritage Woods of Batavia**  
(Senior Equities, LLC)

1079 East Wilson Street  
Batavia  
Illinois, 60510

AERIAL OF HERITAGE WOODS OF BATAVIA



(N.T.S.)





**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

## Traffic Analysis Data

Facility Name:	Heritage Woods of Batavia
Location:	1079 East Wilson Street, Batavia, Illinois
Operator Name:	BMA Management Services
Number Residents:	148
Number Residents w/ Vehicles:	15
Total Full Time Staff:	40
Total Part Time Staff:	0
First Shift Hours:	7:00AM-3:00PM
Total First Shift Staff:	25
Second Shift Hours:	3:00PM-11:00PM
Total Second Shift Staff:	8
Third Shift Hours:	11:00PM-7:00AM
Total Third Shift Staff:	6
Resident Bus Transportation Y/N	Yes
Bus Transportation Services Provided:	Bus is on Site
Parking Lot Total Number Spaces:	74 including 4 Handicap spaces

# Traffic Data Collection

Facility: Heritage Woods of Batavia

Date: 8/26/12 to 8/29/12

Parking Space Counts 8/26/12 8/29/12

First Shift (At First Shift change with Third Shift overlap):

Spaces Occupied: 18  
Handicap Spaces Occupied: 0

Second Shift (At Second Shift change with First Shift overlap):

Spaces Occupied: 27  
Handicap Spaces Occupied: 0

Third Shift Time (At Second Shift change with Third Shift overlap):

Spaces Occupied: 20  
Handicap Spaces Occupied: 0

**Heritage Woods of Batavia  
1079 East Wilson Street  
Batavia, Illinois**

**Wednesday  
August 29, 2012**

**Sunday  
August 26, 2012**

	Wednesday August 29, 2012		Sunday August 26, 2012	
	Inbound	Outbound	Inbound	Outbound
<b>First Shift</b>				
<b>25 Employees</b>				
<b>7AM-3PM</b>				
6:30AM-6:45AM	5	3	3	3
6:45AM-7:00AM	3	1	6	3
7:00AM-7:15AM	0	0	1	0
7:15AM-7:30AM	6	0	0	0
7:30AM-7:45AM	2	0	1	0
7:45AM-8:00AM	2	0	5	0
<b>Shift Total</b>	<b>18</b>	<b>4</b>	<b>16</b>	<b>6</b>
<b>Second Shift</b>				
<b>8 Employees</b>				
<b>3PM-11PM</b>				
2:15PM-2:30PM	1	3	3	1
2:30PM-2:45PM	2	4	4	7
2:45PM-3:00PM	5	4	1	3
3:00PM-3:15PM	0	3	0	3
3:15PM-3:30PM	0	1	0	1
3:30PM-3:45PM	0	0	2	3
<b>Shift Total</b>	<b>8</b>	<b>15</b>	<b>11</b>	<b>17</b>
<b>Third Shift</b>				
<b>6 Employees</b>				
<b>11PM-7AM</b>				
10:45PM-11:00PM	5	3	5	1
11:00PM-11:15PM	1	4	0	6
11:15PM-11:45PM	0	1	0	1
11:45PM-12:00AM	0	0	0	0
<b>Shift Total</b>	<b>6</b>	<b>8</b>	<b>5</b>	<b>8</b>



**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

Heritage Woods of Batavia  
Record Photographs





**C. M. Lavoie & Associates, Inc.**  
Consulting Civil Engineering  
Land Planning & Surveying

Heritage Woods of Batavia  
Record Photographs



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## CONCLUSION

In conclusion, CML has evaluated the parking requirements from several factors including the following:

1. Random data collection and field reconnaissance at other Supportive Living Facilities.
2. Data collection from the Affordable Assisted Living Coalition.
3. Data collection from Managing Partners of existing Supportive Living Facilities.
4. Traffic study of three other Supportive Living Facilities that have similar characteristics to the proposed facility in Downers Grove.

The random data collected from the other Supportive Living Facilities in DuPage County was beneficial however, those facilities share parking facilities with other uses and do not necessarily represent what is anticipated in Downers Grove. The data collection received from the Affordable Assisted Living Coalition provided an overview of the parking requirements from Supportive Living Facilities across the State of Illinois. The parking ratio from other facilities across the State are consistent with the CML parking study defined in this report. The parking ratio from data received from the Affordable Assisted Living Coalition for SLF facilities is 0.35. This ratio would require 42 parking spaces at the Downers Grove facility.

The Pathway facilities evaluated as part of this study are consistent with the same parking ration of 0.35. Aerial photographs shown in this report indicate that Supportive Living Facilities parking lots are under utilized and on average, the parking spaces are 50 percent occupied.

As part of this parking study, CML selected three locations that are similar to the Downers Grove site. The study focused on the shift changes and peak hours of operation on both weekdays and weekends to fully understand the parking requirements at existing independent SLF facilities. The peak hour was found to be during the shift change between first and second shifts. The peak hour for visitors was on Sundays. The maximum number of parking spaces occupied at any one time during peak hour at the facilities included in this study was found to be 27 at the Heritage Woods of Batavia location. This facility has 148 residents with 40 full time staff members.

Based on all components of this parking study, CML has concluded that a 0.35 parking ration is more than adequate for the Downers Grove Supportive Living Facility. Using a 0.35 parking ratio, the Downers Grove SLF will need a maximum of 42 parking spaces. The proposed site plan provides 42 parking spaces and therefore, offsite parking spaces will not be needed to operate the facility at peak hour.

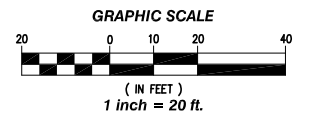
# ENGINEERING PLAN

OF  
THAT PART OF THE NORTHWEST QUARTER OF SECTION 8, TOWNSHIP 38 NORTH, RANGE 11 EAST OF THE THIRD PRINCIPAL MERIDIAN.



SITE LOCATION

**SITE SUMMARY**  
 TOTAL SITE AREA: 1.10 ACRES  
 EXISTING ZONING: DB  
 PROPOSED ZONING: DB (SPECIAL USE)  
 PROVIDED PARKING SPACES: 39 REG. + 2 H.C.  
 MIN. FRONT SETBACK: 0 FEET  
 MIN. SIDE SETBACK: 0 FEET  
 MIN. REAR SETBACK: 0 FEET  
 PROPOSED SITE COVERAGE = 79%  
 PROPOSED BUILDING FOOT PRINT = 22,345 SF



**LEGEND**

—	LIMIT OF SURVEY	○	EXISTING CATCH BASIN
- - -	EXISTING RIGHT-OF-WAY LINE	○	EXISTING FIRE HYDRANT
- - -	EXISTING CONTOURS	◀	PROPOSED FLARED END SECTION
- x - x -	EXISTING FENCE LINE	○	EXISTING GUY WIRE
- - -	EXISTING SANITARY SEWER	□	EXISTING INLET
- - -	PROPOSED SANITARY SEWER	□	PROPOSED INLET
- - -	EXISTING STORM SEWER	⊗	EXISTING LIGHT POLE
- - -	PROPOSED STORM SEWER	⊗	PROPOSED LIGHT POLE
- - -	EXISTING WATER SEWER	⊙	EXISTING MANHOLE
- - -	PROPOSED WATER MAIN	⊙	EXISTING POWER POLE
- - -	EXISTING WETLAND LIMIT	⊙	EXISTING POWER POLE W/ LIGHT
- - -	EXISTING ZONE A FLOOD PLAIN LIMIT	⊙	EXISTING POWER POLE W/ TRANSFORMER
- - -	PROPOSED CONTOURS	⊙	EXISTING SIGN
- - -	PROPOSED RETAINING WALL	⊙	EXISTING TELEPHONE MANHOLE
- - -	PROPOSED FENCE	⊙	EXISTING TELEPHONE PEDESTAL
▨	PROPOSED ASPHALT PAVEMENT	⊙	EXISTING WATER VALVE
▩	EXISTING CONCRETE PAVEMENT	T/W	TOP OF WALL ELEVATION
▧	PROPOSED CONCRETE PAVEMENT	B/W	BOTTOM OF WALL ELEVATION
▨	PROPOSED DECORATIVE PAVEMENT		

**NOTES**

1. THE EXISTING SITE DOES NOT CONTAIN ANY FLOODPLAIN, WETLANDS OR LPDA PER DOWNERS GROVE GIS MAPPING SYSTEM.
2. NORTH ARROW BASED ON ILLINOIS STATE PLANE COORDINATES, EAST ZONE (NAD 83).
3. EXISTING IMPROVEMENT LOCATIONS ARE BASED ON A FIELD SURVEY BY C.M. LAVOIE AND ASSOCIATES, INC. ON AUGUST 6, 2012.
4. EXISTING PARKWAY TREES IN THE GILBERT AVENUE TO BE PROTECTED DURING CONSTRUCTION.
5. EXISTING 6" WATER SERVICE THAT FEEDS EXISTING BUILDING TO BE DISCONNECTED AT WATERMAIN IN GILBERT AVENUE.
6. SEE ARCHITECTURAL PLANS FOR PARKING GARAGE DRAINAGE.
7. SEDIMENT AND EROSION CONTROL MEASURES WILL BE SPECIFIED ON FINAL ENGINEERING PLANS.
8. PER VILLAGE OF DOWNERS GROVE MUNICIPAL CODE SECTION 26.1101, SITE RUNOFF STORAGE IS NOT REQUIRED.
9. PER VILLAGE OF DOWNERS GROVE MUNICIPAL CODE SECTION 26.1005C, POST CONSTRUCTION BEST MANAGEMENT PRACTICES ARE NOT REQUIRED.

## SUPPORTIVE LIVING FACILITY

5100 FOREST AVENUE  
 DOWNERS GROVE, ILLINOIS

EX02 ENGINEERING PLAN

DRAWN BY: TRH CHECKED BY: CML

SCALE: 1"=20'

DATE: 08/02/2012

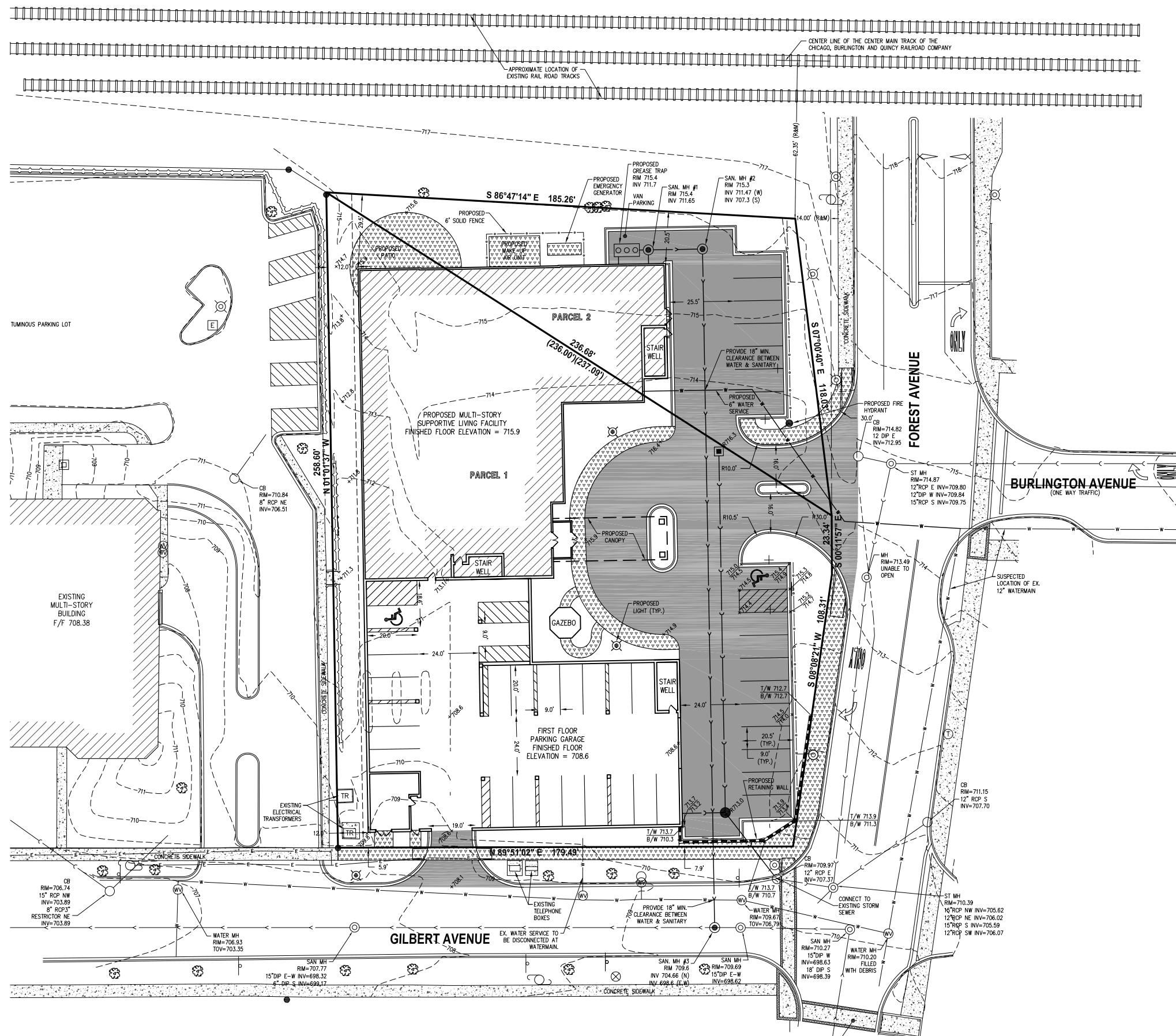
JOB NUMBER: 12-166

SHEET: 1 OF 1



Consulting Civil Engineering  
 Land Planning & Surveying  
 1050 State Route 126  
 Plainfield, Illinois 60544  
 voice 815-254-0505  
 fax 815-436-5158

#	DATE	DESCRIPTION
1	08/10/2012	REVISED PER ENGINEER
2	08/29/2012	REVISED PER VILLAGE
3	09/07/2012	REVISED PER VILLAGE
4	09/11/2012	REVISED PER VILLAGE
5		
6		
7		
8		



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**BENCHMARKS**  
 COUNTY BENCHMARK:  
 ID - DGM07001  
 A BRONZE DISK MONUMENT ESTABLISHED IN CONCRETE BASE  
 OF TRAFFIC CONTROL LIGHT STAMPED DU PAGE COUNTY MAPS  
 AND PLATS.  
 ELEVATION...743.50' NGVD29

**ON-SITE BENCHMARKS:**  
 ID - A CUT CROSS IN THE CONCRETE SIDEWALK AT THE  
 SOUTHWEST CORNER OF GILBERT AVE. AND FOREST AVE.  
 ELEVATION...709.53' NGVD29  
 ID - A CUT CROSS IN THE CONCRETE SIDEWALK ON THE  
 SOUTH SIDE OF GILBERT AVE ACROSS FROM THE BANK EXIT.  
 ELEVATION...708.54' NGVD29

# PRELIMINARY LANDSCAPING PLAN



SITE LOCATION

### NOTES:

- THE LOCATIONS OF EXISTING UNDERGROUND UTILITIES, SUCH AS WATER MAINS, SEWERS, GAS LINES, ELECTRIC LINES, TELEPHONE LINES, ETC., AS SHOWN ON THE PLANS HAVE BEEN DETERMINED FROM THE BEST AVAILABLE INFORMATION AND IS GIVEN FOR THE CONVENIENCE OF THE CONTRACTOR. HOWEVER, THE ENGINEER AND OWNER DO NOT ASSUME RESPONSIBILITY FOR THE ACCURACY OF THE LOCATIONS SHOWN. IT SHALL BE THE CONTRACTOR'S RESPONSIBILITY TO CONTACT ALL UTILITY COMPANIES AND THEIR FACILITIES SHALL BE LOCATED PRIOR TO ANY WORK.
- NORTH ARROW AND BEARINGS BASED ON ILLINOIS STATE PLANE COORDINATES, NAD83 (2007), EAST ZONE.
- ALL ALTERATIONS MUST BE APPROVED BY THE LANDSCAPE ARCHITECT.
- CONTRACTOR MUST VERIFY ALL QUANTITIES AND OBTAIN ALL PROPER PERMITS AND LICENSES FROM THE PROPER AUTHORITIES.
- ALL LANDSCAPE IMPROVEMENTS SHALL MEET MUNICIPALITY REQUIREMENTS AND GUIDELINES, WHICH SHALL BE VERIFIED BY MUNICIPAL AUTHORITIES.
- ALL MATERIAL MUST MEET INDUSTRY STANDARDS AND THE LANDSCAPE ARCHITECT HAS THE RIGHT TO REFUSE ANY POOR MATERIAL OR WORKMANSHIP.
- LANDSCAPE ARCHITECT IS NOT RESPONSIBLE FOR UNSEEN SITE CONDITIONS.
- ALL PLANTING SHALL BE SPACED EQUAL DISTANT, BACKFILLED WITH AMENDED SOIL IN A HOLE TWICE THE ROOTBALL DIAMETER, WATERED, FERTILIZED, PRUNED, AND HAVE ALL TAGS AND ROPES REMOVED.
- TREES SHALL BE STAKED AND GUIED, AND HAVE A WATERING SAUCER AT BASE.
- ALL BEDS TO BE BERMED 12" TO 24" ABOVE GRADE AND MEET DRAINAGE REQUIREMENTS.
- LAWN AND BED AREAS SHALL BE ROTOTILLED, RAKED OF CLUMPS AND DEBRIS.
- SOD SHALL BE ROLLED AND STAKED ON SLOPES.
- ALL BEDS SHALL BE EGGED, HAVE WEED PREEMERGENTS APPLIED AT THE RECOMMENDED RATE, AND SHREDDED HARDWOOD MULCH SPREAD AT MINIMUM OF 3" TO 4" DEEP.
- IRRIGATION SYSTEM SHALL BE SET AS PER THE LOCAL AUTHORITIES WATER SCHEDULE.
- ALL DEBRIS SHALL BE REMOVED FROM THE SITE.
- ALL PARKWAYS AND PARKING LOT ISLANDS SHALL HAVE SOD AS A GROUND COVER, UNLESS OTHERWISE NOTED.
- ALL EXISTING TREES OF HIGH QUALITY, LOCATED OUTSIDE OF THE CONSTRUCTION ZONE, SHALL BE SAVED.
- SIZE AND GRADING STANDARDS OF PLANT MATERIAL SHALL CONFORM TO THE LATEST EDITION OF ANSI Z601, AMERICAN STANDARD FOR NURSERY STOCK, BY THE AMERICAN NURSERY & LANDSCAPE ASSOCIATION.
- ALL PLANT MATERIALS SHALL BE NURSERY GROWN STOCK AND SHALL BE FREE OF ANY DEFORMITIES, DISEASES OR INSECT DAMAGE. ANY MATERIALS WITH DAMAGED OR CROOKED DISFIGURED LEADERS, BARK ABRASION, SUNSCALD, INSECT DAMAGE, ETC. ARE NOT ACCEPTABLE AND WILL BE REJECTED.
- TREES NOT EXHIBITING A CENTRAL (OR SINGLE) LEADER WILL BE REJECTED UNLESS CALLED OUT IN THE PLANT LIST AS MULTISTEM.
- THE CONTRACTOR SHALL REPAIR ANY DAMAGE TO ANY UTILITIES CAUSED BY HIS WORK ON THE SITE.
- TREE PROTECTION SHALL MEET THE VILLAGE OF DOWNERS GROVE'S TREE PROTECTION STANDARDS.
- IF ANY OF THE EXISTING TREES ALONG THE NORTH SIDE OF GILBERT AVENUE ARE REMOVED OR DAMAGED DURING CONSTRUCTION, A REPLACEMENT FEE IN ACCORDANCE WITH THE VILLAGE CODE WILL BE REQUIRED.

### PLANT LIST

TREES	QTY	BOTANICAL	COMMON	CONT	SIZE
ACFR	6	Acre Freemanii	Autumn Blaze Maple	8" B	2.5" Cal
GLTR	6	Gleditsia tria. V. inermis	Honey Locust	8" B	2.5" Cal
SHRUBS	QTY	BOTANICAL	COMMON	CONT	SIZE
BUGM	33	Buxus microphylla koreana 'Green Gem'	Green Gem Boxwood	24" ht	
CUCS	28	Cuniperus Chinensis 'Sea Green'	Sea Green Juniper	5 gal.	
RHAR	7	Rhus aromatica 'Gro-Low'	Gro-Low Fragrant Sumac	3 gal.	
ROKN	5	Rosa hybrids	Rosa Carolinae	3 gal.	
SYPA	31	Syringa patula 'Miss Kim'	Miss Kim Lilac	36" H B & B	
GROUND COVERS	QTY	BOTANICAL	COMMON	CONT	SIZE
AN	64	Annulus	Seasonal Color	4" pot @ 12" OC	
HEPR	16	Heemerocallis hybrid 'Happy Returns'	Happy Returns Daylily	1 gal. @ 24" OC	
NEFA	52	Nepeta x faassenii 'Walkers Low'	Walkers Low Catmint	1 gal. @ 18" OC	
SOD/SEED	QTY	BOTANICAL	COMMON	CONT	SIZE
Sod	5,467	Turf Sod	Blue Grass	SF	

## SUPPORTIVE LIVING FACILITY

5100 FOREST AVENUE  
DOWNERS GROVE, ILLINOIS

EX03 PRELIMINARY LANDSCAPING PLAN

SCALE: 1"=20'

JOB NUMBER: 12-166

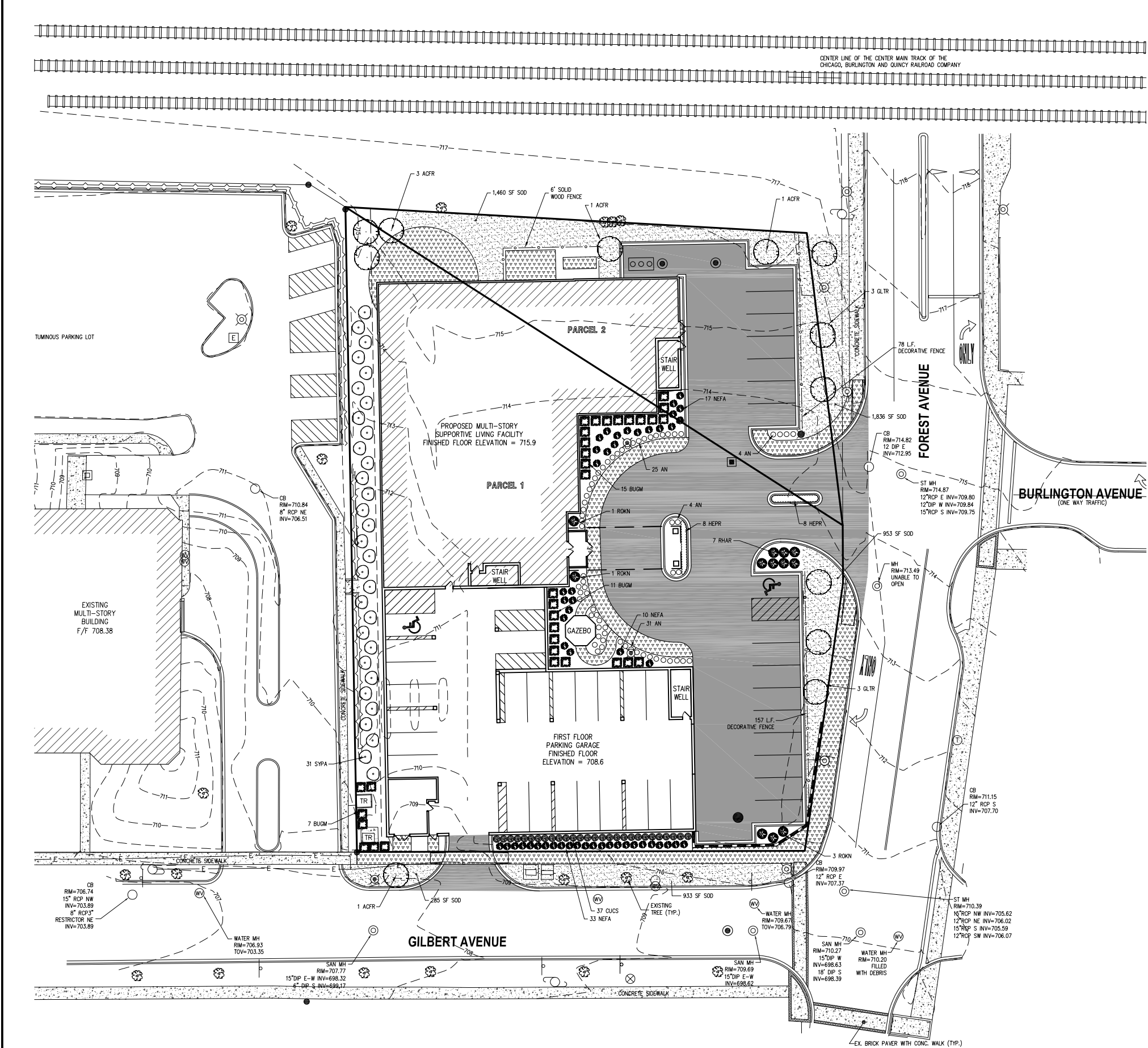
SHEET: 1 OF 1

DRAWN BY: TRH  
CHECKED BY: CML  
DATE: 08/02/2012

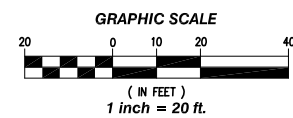


Consulting Civil Engineering  
Land Planning & Surveying  
1050 State Route 126  
Plainfield, Illinois 60544  
voice 815-254-0505  
fax 815-436-5158

#	DATE	DESCRIPTION
1	08/29/2012	REVISED PER VILLAGE
2	09/07/2012	REVISED PER VILLAGE
3	09/11/2012	REVISED PER VILLAGE
4		
5		
6		
7		
8		



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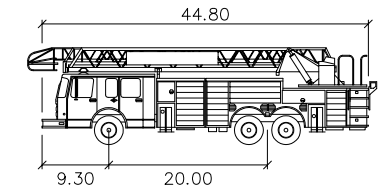




# AUTOTURN EXHIBIT



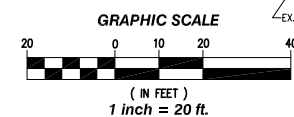
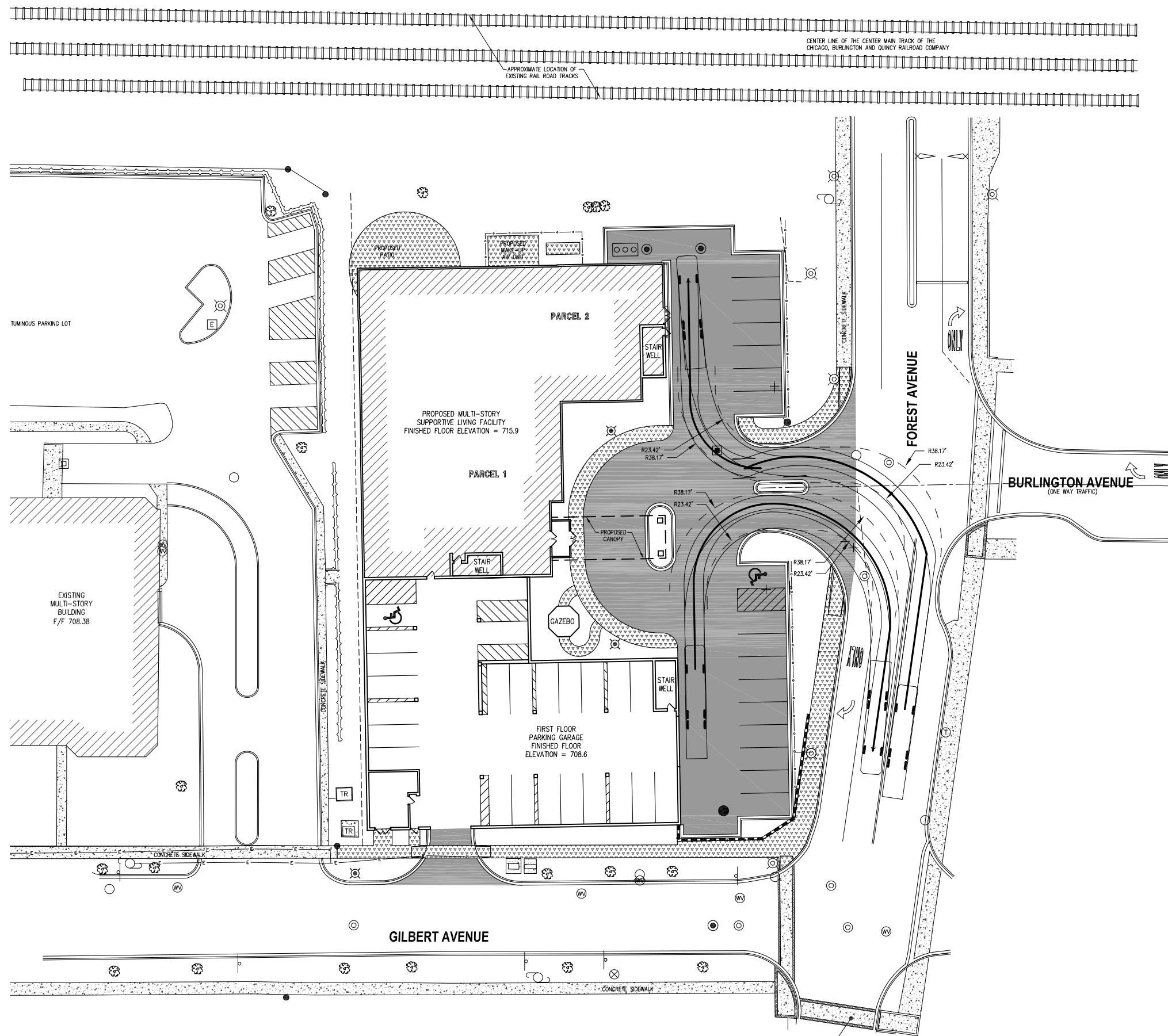
SITE LOCATION



**DG FIRE TRUCK** feet  
 Width : 8.13  
 Track : 7.61  
 Lock to Lock Time : 6.00  
 Steering Angle : 45.0

### LEGEND

—	LIMIT OF SURVEY	○	EXISTING CATCH BASIN
- - -	EXISTING RIGHT-OF-WAY LINE	⊗	EXISTING FIRE HYDRANT
- - - -	EXISTING CONTOURS	◀	PROPOSED FLARED END SECTION
- x - x -	EXISTING FENCE LINE	○	EXISTING GUY WIRE
—	EXISTING SANITARY SEWER	⊠	EXISTING INLET
—	PROPOSED SANITARY SEWER	⊠	PROPOSED INLET
—	EXISTING STORM SEWER	⊠	EXISTING LIGHT POLE
—	PROPOSED STORM SEWER	⊠	PROPOSED LIGHT POLE
—	EXISTING WATER SEWER	⊠	EXISTING MANHOLE
—	PROPOSED WATER MAIN	⊠	EXISTING POWER POLE
—	EXISTING WETLAND LIMIT	⊠	EXISTING POWER POLE W/ LIGHT
—	EXISTING ZONE A FLOOD PLAIN LIMIT	⊠	EXISTING POWER POLE W/ TRANSFORMER
- - -	PROPOSED CONTOURS	⊠	EXISTING SIGN
—	PROPOSED RETAINING WALL	⊠	EXISTING TELEPHONE MANHOLE
—	PROPOSED ASPHALT PAVEMENT	⊠	EXISTING TELEPHONE PEDESTAL
—	EXISTING CONCRETE PAVEMENT	⊠	EXISTING WATER VALVE
—	PROPOSED CONCRETE PAVEMENT		
—	PROPOSED DECORATIVE PAVEMENT		



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**BENCHMARKS**  
 COUNTY BENCHMARK:  
 ID - DN07001  
 A BRONZE DISK MONUMENT ESTABLISHED IN CONCRETE BASE  
 OF TRAFFIC CONTROL LIGHT STAMPED DU PAGE COUNTY MAPS  
 AND PLATS.  
 ELEVATION...743.50' NGVD29

**ON-SITE BENCHMARKS:**  
 ID - A CUT CROSS IN THE CONCRETE SIDEWALK AT THE  
 SOUTHWEST CORNER OF GILBERT AVE. AND FOREST AVE.  
 ELEVATION...709.53' NGVD29  
 ID - A CUT CROSS IN THE CONCRETE SIDEWALK ON THE  
 SOUTH SIDE OF GILBERT AVE ACCROSS FROM THE BANK EXIT.  
 ELEVATION...708.54' NGVD29

**SUPPORTIVE LIVING FACILITY**

5100 FOREST AVENUE  
DOWNERS GROVE, ILLINOIS

<b>EX04 AUTOTURN EXHIBIT</b>		DRAWN BY: TRH SCALE: 1"=20' JOB NUMBER: 12-166	CHECKED BY: CML DATE: 08/22/2012 SHEET: 1 OF 1																											
	Consulting Civil Engineering Land Planning & Surveying 1050 State Route 126 Plainfield, Illinois 60544 voice 815-254-0505 fax 815-436-5158	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>#</th> <th>DATE</th> <th>DESCRIPTION</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>09/07/2012</td> <td>REVISED PER VILLAGE</td> </tr> <tr> <td>2</td> <td>09/11/2012</td> <td>REVISED PER VILLAGE</td> </tr> <tr> <td>3</td> <td></td> <td></td> </tr> <tr> <td>4</td> <td></td> <td></td> </tr> <tr> <td>5</td> <td></td> <td></td> </tr> <tr> <td>6</td> <td></td> <td></td> </tr> <tr> <td>7</td> <td></td> <td></td> </tr> <tr> <td>8</td> <td></td> <td></td> </tr> </tbody> </table>	#	DATE	DESCRIPTION	1	09/07/2012	REVISED PER VILLAGE	2	09/11/2012	REVISED PER VILLAGE	3			4			5			6			7			8			
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	4																													
	5																													
	6																													
7																														
8																														







NORTH WALL				
Openings:				
Quantities	Description	Size	Unit Area	Total
2	Window	5.0 x 6.3	31.7	63.3
1	Door	6.0 x 9.0	54.0	54.0
20	Window	7.0 x 5.0	35.0	700.0
24	Window	4.0 x 5.0	20.0	480.0
16	PTAC Unit	3.0 x 1.5	4.5	72.0
8	VTAC Unit	1.5 x 3.5	5.3	42.0
<b>Total Opening Area</b>				<b>1411.3</b>
<b>Exterior Wall Area</b>				<b>Total</b>
Including Parapet				7429.0
Not Including Parapet				6792.0
<b>Actual Opening Percentage</b>				
Including Parapet				1411.3 / 7429.0 = <b>19.0%</b>
Not Including Parapet				1411.3 / 6792.0 = <b>20.8%</b>
<b>Allowable Opening Percentage per IBC Table 705.8</b>				<b>45.00%</b>

WEST WALL				
Openings:				
Quantities	Description	Size	Unit Area	Total
6	Window	5.0 x 6.0	30.0	180.0
5	Window	3.0 x 9.0	10.0	90.0
32	Window	6.0 x 4.7	28.2	902.4
40	Window	3.0 x 4.7	14.1	564.0
16	PTAC Unit	3.0 x 1.5	4.5	72.0
16	VTAC Unit	1.5 x 3.5	5.3	84.0
<b>Total Opening Area</b>				<b>1892.4</b>
<b>Exterior Wall Area</b>				<b>Total</b>
Including Parapet				13442.0
Not Including Parapet				12690.0
<b>Actual Opening Percentage</b>				
Including Parapet				1892.4 / 13210.00 = <b>14.1%</b>
Not Including Parapet				1892.4 / 12690.00 = <b>14.9%</b>
<b>Allowable Opening Percentage per IBC Table 705.8</b>				<b>15.00%</b>



**RIGHT SIDE ELEVATION**



**REAR ELEVATION (WEST WALL)**

APPROVAL:

SUBMITTAL / REVISION:	DATE
SUBMITTAL / REVISION DATES:	07.02.2012

CONSULTING:

studio D architecture

studio D architecture LLC  
2010 W Fulton St., Ste F-256, Chicago, IL 60612  
P 312.421.7781 F 312.421.7762  
www.studioDilc.net

Design Firm #: 184-00447  
© 2012, studio D architecture LLC  
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DESIGN PROFESSIONAL:



EXPIRATION: NOVEMBER 2012

DRAWN BY: JP

DATE:

CAD SAVED NAME:

PROJECT:

**DOWNERS GROVE SLF SUPPORTIVE LIVING FACILITY**

5100 FOREST AVENUE  
DOWNERS GROVE, ILLINOIS 60515

PROJECT NUMBER:  
2012-DG-SLF

SHEET TITLE:  
**EXTERIOR ELEVATIONS**

SHEET NUMBER:  
**A 2.2**

GRAPHIC SCALE:

1/8" = 1'-0"

3/16" = 1'-0"

1/4" = 1'-0"

1/2" = 1'-0"

3/4" = 1'-0"

1 1/2" = 1'-0"



**LEFT SIDE ELEVATION**



**FRONT ELEVATION**

APPROVAL:

SUBMITAL / REVISION:	DATE
SUBMITAL / REVISION DATES:	07.02.2012

CONSULTING:



studio D architecture LLC  
 2010 W Fulton St., Ste F-256, Chicago, IL 60612  
 P 312.421.7761 F 312.421.7762  
 www.studioD.net

Design Firm #: 184-004447  
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DESIGN PROFESSIONAL:



EXPIRATION: NOVEMBER 2012

DRAWN BY:

DATE:

CAD SAVED NAME:

PROJECT:

**DOWNERS GROVE SLF  
 SUPPORTIVE LIVING  
 FACILITY**

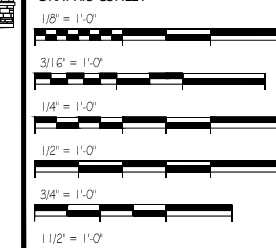
5100 FOREST AVENUE  
 DOWNERS GROVE, ILLINOIS 60515

PROJECT NUMBER:

**EXTERIOR  
 FENCE ELEVATIONS**

SHEET NUMBER **A 2.3**

GRAPHIC SCALE:





Proposed Front Elevation along Forest Avenue

Downers Grove Supportive Living Facility - 5 story Conceptual Design

Gilbert Avenue and Forest Avenue, Downers Grove, Illinois



Proposed Side Elevation along Gilbert Avenue





Proposed Right side Elevation



Proposed Rear Elevation

**DRAFT – Excerpt Minutes - 10/1/12 Plan Commission Meeting (PC 31-12 – 5100 Forest SLF)**

**PC-31-12** A petition seeking approval of a Special Use for a multi-family senior housing development. The property is located at the northwest corner of Forest Avenue and Gilbert Avenue, commonly known as 5100 Forest Avenue, Downers Grove, IL (PIN 09-08-126-005); C.M. Lavoie & Associates, Inc, Petitioner; WB Pad Holdings IV, LLC, Owner.

Chairman Hose swore in those individuals who would be speaking on the above petition.

Mr. Popovich, highlighted and discussed the proposal before the commissioners, providing a history of the property located at the northwest corner of Forest Avenue and Gilbert Avenue. The petitioner was seeking a special use for the property, which was zoned Downtown Business, for a Supportive Living Facility (“SLF”). SLF is a long-term residence option for seniors regulated by the State of Illinois. Details of the program followed. Notice for the petition was published in the *Downers Grove Reporter*, mailed to property owners within 250 feet and appropriate signage was placed on the property.

Phone calls were received as to what type of residential use was proposed for the site, how construction would affect the area and the amount of parking provided. A neighborhood meeting was held by the petitioner on September 25, 2012.

A review of the site plan followed, including a review of the public improvements on the property and those proposed, i.e., replacement sidewalks on Gilbert Avenue and on the southern portion of Forest Avenue. Per staff, the petitioner was required to meet the stormwater management ordinance, but, as noted, the petitioner would be reducing impervious space and increasing green space. Additionally, there was no required run-off storage on the site, based on the stormwater ordinance, but if the special use was approved, Best Management Practices will be required of the petitioner.

The Fire Prevention Division reviewed the proposal and had no issues for the site. Mr. Popovich provided the ingress/egress access the trucks would travel on three sides of the building. The west side of the building is accessible via Commuter Lot D. The parking lot is owned by Immanuel Residences but the Village holds a lease agreement for the lot and the access drive, so there is access to the west side of the building, should an emergency arise. The building also included a fire alarm and sprinkler system.

Mr. Popovich stated the first-floor plan for the five-story building would include the parking garage, administrative offices, dining hall, kitchen, gazebo and patio. The top four floors would include 30 residential units to each floor (15 studio units and 15 one-bedroom units), with a common room, laundry, storage and attendants station. Details of units followed, along with building elevations. Building materials would include autoclaved aerated concrete panels, fiber cement board and concrete precast panels with stone and brick finishes. Some EIFS would be located on the parapet of the building. Metal screens would be used to screen in the ventilation openings of the parking garage

to give it some appeal. Due to the grade changes, the building would measure 63 feet tall on the south elevation and 56 feet tall on the east elevation. A short video followed depicting the proposed building in the context of the surrounding properties.

Mr. Popovich stated the proposal did not meet the goals and intent of the Comprehensive Plan. Specifically, staff's four concerns included: 1) the proposed site was identified as a Catalyst Property #8 in the Downtown Key Focus Area Plan; 2) the terminating vista; 3) the mixed-use development; and 4) SLF state approval timelines. Mr. Popovich explained that the Comprehensive Plan identified the property as a catalyst site in the downtown and appropriate for mixed-use, transit-oriented development that could draw activity and foot traffic to the area. Staff did not believe the proposed SLF was a catalytic use and did not believe senior housing at the location would provide such an activity. Regarding the terminating vista, he reported the development should be oriented toward the downtown and provide a terminating vista on Burlington Avenue. Staff believed the building provided a physical terminating vista but it was not the effect considered by the Comprehensive Plan, as the development did not strive to move pedestrians down toward it. The Comprehensive Plan also called for the site to be reinforced with a mixed-use character and include services such as commercial and retail services, usually found on the ground floor of the building. Mr. Popovich noted that the SLF was a single residential use without the vibrancy a mix-used development provided.

Continuing, Mr. Popovich reported the west side of the site was the dividing line between the Downtown Business Area and the Downtown Transition Area and while there was the opportunity for the site to become a good commercial redevelopment, he said the transition area should really begin on the west side of the property where Immanuel Residences existed. Staff was concerned that if the transitional space continued to weave its way into the Downtown Business District, it would dilute available commercial land in the downtown area. Staff believed the site should remain a mixed-use commercial use and keep the transition area west of the property. Lastly, staff was concerned about tying up a catalytic site while waiting for state approval of the proposal's location. Staff spoke to a SLF representative who conveyed there was a SLF certificate but it was for a different site in the Village and the certificate had not been transferred to this site. Staff did not feel it was necessary to approve a site if there was the possibility that the State may not support a site change. Staff also was concerned that if the Village Council approved the proposal without a certificate, the site could change to a partially completed or partially occupied development.

Mr. Popovich discussed that the Comprehensive Plan identifies a need for senior housing in the Village and cited the Residential Policy recommendations. However, he stated senior housing was not an appropriate use in the Downtown Business district at this specific location when the Comprehensive Plan identified the site as a catalytic site specifically listed in one of the Key Focus Areas.

Turning to the Zoning Ordinance of his report, Mr. Popovich referenced the requirements the proposal had to meet, noting that two of those requirements were not met: the lot area requirement and the parking requirement. The proposed development requests double the

density allowed on the site by the Zoning Ordinance. The proposed parking also does not meet the requirements, which is especially troubling given the existing shortage of parking in the area. Mr. Popovich explained staff was concerned the SLF could one day covert to an apartment complex where additional parking needs could not be accommodated by the site or the public parking system. While the proposed building met some of the Downtown Pattern Books recommendations, Mr. Popovich stated it fell short in that the building set back on the property and the parking was located in the front of the building.

Mr. Popovich reviewed each of staff's Findings of Fact under the Standards for Approval of Special Use and recommended that the Plan Commission forward a recommendation to deny the proposal to the Village Council. However, if the Plan Commission found the proposal consistent with the Comprehensive Plan and surrounding zoning and land use classification, then it could forward a positive recommendation, subject to the conditions listed in staff's report.

Commissioners questions followed: Mr. Matejczyk inquired that if the proposed building were to be converted over to multi-family use, would the new owner/operator not have to provide more than 42 parking spaces? Also, should a conversation take place wherein the units become apartment units, would the Village approve units of 400 square feet? Mr. Popovich responded that 400 square feet per unit for lot area was not allowed in the Zoning Ordinance and that current density requirements were one unit per 800 square feet. Also, if a conversion to other uses were to take place, changes to the building would be required via either a text amendment to create additional lot area requirements to allow the specific number of units and a text amendment would have to be created to change the amount of parking required. Furthermore, Mr. Popovich clarified that as to the unit's square footage, there were certain building requirements in the building code that identified the various square footage for studios and one -bedroom units.

Asked if Acadia on the Green and Station Crossing were catalytic sites with terminating vistas, Mr. Popovich stated Acadia on the Green was a catalytic site in that it was a mixed-use development with commercial uses and which brought residents to the downtown. Station Crossing was an earlier example of a catalytic site with retail on the first floor, residential on the higher floors and internal parking. Both met parking requirements and both had terminating vistas.

Per Mr. Webster's question, Mr. Popovich explained that staff had concerns about the transfer of the SLF certificate and tying up a catalytic site while waiting for the State to approve the certificate for the specific site. Additionally, while the petitioner completed parking studies and stated the 42 spaces would be enough for the building, staff noted that if the building were considered multi-family, 168 spaces would be needed by zoning ordinance and if the building were considered assisted living, 48 spaces would be required by zoning ordinance. Staff's concern was where would visitors park since parking was already at capacity. The term "dwelling units" was looked at from the perspective of the zoning code definition.

On the topic of the SLF certificate, asked if the Village Council does not grant the approval, would it stop the ability to transfer the certificate? Wherein, Mr. Popovich stated staff did not want to put the Village in the position where the SLF is approved but suddenly the use become an assisted living use or a senior apartment use. He wanted to ensure that if the use was approved that the state's certificate was in hand before the Village granted approval. He could not speak on behalf of the State's requirements. Mr. Webster also agreed that it did not make sense to approve something that the Village did not even know was allowed to be built, based on a funding source.

Mr. Waechtler asked the commissioners if they recalled ever moving ahead with a prior project without knowing if the site was approved by some type of regulatory body. Mr. Popovich stated the larger picture was looking at what the Village's award-winning Comprehensive Plan called for, i.e., a catalytic site, regardless of the SLF certificate or not. Staff did not believe the SLF was the type of use that was necessary or desirable at the proposed location. Mr. Waechtler voiced concern that the petitioner was going to make a presentation to the Plan Commission without knowing whether a certificate was approved by the State or not. Chairman Hose reminded him that the commission could always continue the hearing if more information was needed from the petitioner.

Mrs. Rabatah asked staff to expand upon the "hard line" that was drawn on the zoning map for the site, wherein Mr. Popovich explained the hard line was drawn because the site was a former bank site and to the west was located the Immanuel Residences which was considered a transitional site from a commercial site to a larger multi-family use location. He emphasized it was the last, edge-of-downtown site and it was necessary to keep it established as commercial. The townhomes to the south were also a transition. Per the Chairman's question, if the site was Downtown Transitional Zoning, the argument would be different with different variables. Examples followed. Asked whether a change to the Downtown Transition area, if proposed, alleviated any of the issues raised regarding the density of parking or the density of units, staff felt it did not because special use requirements existed. While the parking requirements would remain the same, he believed a number of other issues could be raised by the number of available units.

On behalf of the Petitioner, Mr. Thomas, Sisul, Attorney, 5120 Main Street, Downers Grove, introduced himself and welcomed the new chairman. He recognized former Chairman Jirik for his many years of service to the Village of Downers Grove.

With regard to staff's presentation of the proposal, Mr. Sisul stated he disagreed with staff. Initially, he explained the petitioner started over two years ago with a location on 63<sup>rd</sup> Street, but Village staff did not feel the location was right for the proposal. The current location was then chosen this past summer and the State was notified of the new location. Staff was also made aware of the nature of the project. Mr. Sisul corrected staff stating the petitioner's correct request was for "the construction of a five-story supportive living facility" and not "a multi-family senior housing development." Continuing, Mr. Sisul discussed that the project was the result of a State license and the State determined the size of the units and what the project could be used for. Referring

to staff's eight conditions if the proposal was approved, Mr. Sisul, stated the petitioner agreed to all eight and suggested that because the process of changing from the 63<sup>rd</sup> Street site to the current site was underway, he suggested that the commissioners make the project contingent upon receiving the SLF certificate for the new site. Details followed on why the 63<sup>rd</sup> location did not work out. Mr. Sisul said he was disappointed in hearing that people did not want a senior living facility at the proposed location.

Commissioners questions/comments followed. Referring to page 104 of the Comprehensive Plan, Mr. Beggs shared that he was trying to decide what it was about the proposal that was more important than what was stated in the first paragraph on that page.

In response, Mr. Sisul read the paragraph noting that staff characterized the project as an automobile-oriented facility but the paragraph statement was non-automobile-oriented. Furthermore, Mr. Sisul stated that the seniors within the facility would be patronizing the beauty parlor, the barber, etc, because those services would not be on the premises. As to the site being redeveloped into a more transit-oriented development, Mr. Sisul stated the residents of the building would be utilizing the bus due to the limited amount of vehicles on the site and also, visitors would be arriving and leaving by train. As to fronting new developments towards Forest Avenue, Mr. Sisul stated the prior project's footprint was very similar to the proposed project. Regarding terminating vistas, he stated the proposed building was much more pleasing than having an empty building on the site since 1995. He believed the site was catalytic in that it would provide a positive impact on the neighboring area and create value to the area.

Asked if assisted-living seniors would walk or be somewhat active, Mr. Sisul explained they would access the library, visit Main Street, etc., but would need assistance -- not nursing assistance or medical assistance.

Mr. Michael Fiandaca, President with Delta Development of Downers Grove, LLC ("Delta"), 6756 N. Harlem Avenue, Chicago, Illinois, introduced himself. He explained that "Delta" would be partnering with a tax equity purchase investor, with Delta retaining two percent and the tax equity purchase investor retaining 98%. Mr. Fiandaca reported he had very good experience in the senior housing area, noting he was present with Delavan Active Senior Corporation and First Active Senior Corporation, both non-profit, 501c3 corporations. He had licenses in Chicago Heights and in Blue Island, Illinois. A further history followed.

Mr. Fiandaca walked through the lengthy process on how to obtain a state license for an SLF and how they were awarded. In 2010 he was awarded two licenses. Back in 2005, however, he stated the Village of Downers Grove was issued a license for the Providence and Saratoga Grove development. Nothing was done with those projects until 2009, when his company decided to partner with them and took over the developments. Due to the lack of activity on the developments, the State rescinded the Village's license and his company had to reapply for the license and repeat the state's interviewing process, etc. In summary, he stated it was the demonstrated need for this type of facility that resurrected the license.

Mr. Fiandaca continued and explained that the facility will be a \$24MM project. The project was first attempted at 63<sup>rd</sup> Street, near First Christian Church; however, Village staff notified him that there were zoning issues with the site and after researching further, staff found it could not support the proposal at the site. Following that, Mr. Fiandaca's company said they found the 5100 Forest Avenue location and talked with staff first to ensure that they could support the location, wherein staff conveyed to him that it was a better site. As of September 10, 2012, a contract was signed, the company now had site control, and the State had the required documentation. Mr. Fiandaca reported the State representative emailed him stating they should have a "positive answer probably by next week."

Returning to the site's location, Mr. Fiandaca stated the location was determined due to: 1) the near proximity of an independent living facility which had a two-year waiting list; 2) loved ones who were independent but needed some assistance and were not ready for a nursing home; and 3) the three other similar facilities in DuPage County all had waiting lists. Based on market studies, Mr. Fiandaca stated that within five months, the facility would probably reach capacity due to the demand in the area. Adding to his statements, he pointed out the operating budget for this project will be \$4MM and the facility will be a consumer of local goods. Jobs will be created and visitors will be visiting their family and purchasing goods and services.

Per Mr. Waechtler's question regarding other SLFs Mr. Fiandaca was involved (partnered) in, included Downers Grove, downtown Chicago Heights, and Blue Island (overlooking a lake).

Mr. Tom Trovato, Director of Housing Operations, Presence Health, 3582 Ronald Road, introduced himself and walked through a PowerPoint presentation discussing his professional background with Presence Health, some of the facilities the company manages, and the three types of supportive living that currently exist: 1) traditional senior service supportive living; 2) disability supportive living; and 3) memory/dementia living. He explained that supportive living facilities are regulated through the Department of Health Care and Family Services and most are paid privately (but with some Medicaid component), wherein assisted living and skilled nursing were regulated through the Illinois Department of Public Health. A history of the 2005 Downers Grove SLF followed again. As to why the site was attractive, Mr. Trovato stated it was the downtown location, the amenities, and the complementary arrangement to nearby independent living facilities. As to how many seniors were to a unit, Mr. Trovato stated it was one individual per unit, unless married or family-related.

Asked if he could foresee any lack of financing support in the future, Mr. Trovato, explained that the inception of the SLF program was created to slow down the burden on the State's system and other states were looking to similar programs. As he explained, the Department of Family Services was more concerned with housing versus the Illinois Public Health Department., which was more focused on specific health care, skilled nursing, etc. Regarding the parking issue, Mr. Trovato explained the proposed project



was not automobile-oriented, citing the various working shifts of CNA staff, dining staff, and administrative personnel, noting there was a 15 to 30 minute stagger time for each.

Mr. Chris Lavoie, principal engineer with C.M. Lavoie & Associates, Plainfield, Illinois, also stated he was involved initially with the 63<sup>rd</sup> Street project and worked closely with Illinois Representative Bellock. He publicly thanked her for her assistance on this proposal. Mr. Lavoie discussed he had to make some changes to the site as it related to the Village's Comprehensive Plan. He said he worked closely with Village staff but had a different perspective than staff, i.e., not concerning himself whether the project was going to fail and convert over to a different housing use. Mr. Lavoie shared the challenges of the project and how he approached it in a positive way through research, contacting appropriate individuals, and conducting parking studies of other facilities. Like Mr. Trovato's comments on employee parking, he found that there was a staggered time also and that additional parking was not necessary, as recommended by Village staff. Parking requirements for the facility ranged anywhere from a .3 to a .35 ratio and all three facilities he studied prior were less than that, i.e., .23 to .25 ratio. Mr. Lavoie commented that it was very difficult for staff to analyze something when they had nothing to work from. He believed the project matched the Comprehensive Plan because it was pedestrian-friendly.

Mr. LaVoie confirmed a site plan review was completed by staff and the fire department, and he felt the project was a great solution. He called attention to the fact that the previous project had a building setback and was previously approved. Asked if Mr. LaVoie did a comparison parking with Oak Tree Towers, Mr. Lavoie stated he did not as it was a different type of facility and not an SLF.

Mr. Fiandaca, with Delta, returned and reminded the commissioners that staff did note that should the commission approve the proposal with its conditions, to limit the parking to 10% of the residents. He stated there was no objection to that condition.

Next, Mr. Chris Dasse, with Studio D Architecture, 200 Fulton, Chicago, Illinois, summarized his involvement in the project since the 63<sup>rd</sup> location. He explained current building design was the result of many intense workshops with staff. Building details followed: 5 stories, 120 units, partial parking structure, central and private dining hall, physical therapy, on-site doctor's office, Internet, reading library, multi-purpose rooms, and laundry rooms. However, he stated the residents would not be limited to those amenities and could walk to the downtown services. Building materials included an EIFS cornice at top, Hardi Board cement panel system below, followed under with brick and stone. All building codes would be met. Regarding the setback from the Forest Avenue property line, part of the requirement was that there would be a parking lot; however, it would have to be heavily screened with landscaping or fencing so that pedestrians could not see the parked vehicles. Mechanical units would be within their individual residential units. However, for the central areas, the mechanicals would be located on the rooftop screened by a parapet and fencing.

Mr. Matejczyk voiced concern about the building being so specific to the SLF use and the future conversion of it, if it were necessary, wherein Mr. Dasse explained that the units would have to be combined and the sanitary stacks would have to be entirely removed (all the way down), assuming the entire building was vacant. Because the structure of the building was steel, Mr. Dasse stated the building could be adaptive with building and zoning codes to be addressed at that time.

Mr. Fiandaca returned to state that the financing was predicated on keeping the building as a SLF for a minimum of 30 years; currently it was set for 40 years. Additionally, he stated that within the building itself, there would be services for the seniors, such as a possible beauty shop. Also steps were being taken to use the nearby high school students for employment.

Mr. Greg Stec, also with Delta Development, 5630 S. Kensington, LaGrange, Illinois, summarized that his company reached out to the District 99 superintendent to discuss student employment at the proposed facility, ranging anywhere from culinary arts, activities programming, CNAs, etc. Details follow on how the high schools would be involved.

Mr. Chuck Freeburg, with William Blair, 222 W. Adams, Chicago, reported that he specialized in financing SLFs. A quick review of his professional background followed. He explained that the project's capital was approximately \$24MM of which \$18MM was in tax exempt bonds, with \$6MM in equity -- the equity coming from Warren Buffett's firm, Berkshire Hathaway and other major banks. Reserves were also in the equation, since the bond buyers and equity investors required it. Mr. Freeburg pointed out that within Illinois there were 137 active SLFs. None have failed and they generally ran a 2% to 4% vacancy, with suburban locations at 2% vacancy. Per Mr. Freeburg, the federal government, along with the State of Illinois, was promoting the program to other states. As to the future of the building, Mr. Freeburg stated the bonds would be paid off by then and the Village can revamp the building or raze it. From reading the Village's zoning code, Mr. Freeburg stated that the current code allowed for multi-family on the upper floors and also allowed service businesses on the first floor, which was what the project had, i.e., food, physical therapy, laundry, etc. He reminded the commissioners that assisted living was a business and not necessarily housing. Lastly, Mr. Freeburg asked the commissioners to consider the retail sales generated for this location: \$24,000 as opposed to the revenue side of this business: \$4MM, of which a good portion would be sales tax.

Mr. Sisul closed by stating that the zoning was addressed in the report, but the question was whether the proposal met the Comprehensive Plan, given the various considerations, and the fact that if retail was brought in, where would the vehicles park? On the other hand, Mr. Sisul stated that the proposal was bringing in 120 individuals (or more) to use the downtown services. Mr. Sisul reviewed parts of the Comprehensive Plan to support the proposal (pgs. 3, 4), noting that comprehensive plans are used as "documents that guide future developments of communities. They are not themselves development plans." "They are not a mandate." Turning to Page 40 of the Comprehensive Plan, he

addressed the provisions on Residential Policy Recommendations, again, supporting his proposal. Turning to page 50 of the Comprehensive Plan and addressing “Vacant Lands”, he, again, pointed out the verbiage supporting the need for “the Village to promote the redevelopment of under-utilized properties.” Mr. Sisul emphasized that staff started off discussing zoning but ended up stating that it was concerned about the Comprehensive Plan and its influence. Mr. Sisul believed the project fit the Comprehensive Plan and it fit within the “heart” of the properties that were completely compatible with it, without putting additional parking demands across the street, etc. He reminded the commissioners that his team had no objection to staff’s conditions if a positive recommendation was made.

Chairman Hose referenced the “Downers Grove Supportive Living Facility Project Summary” and the petitioner’s response to the dwelling unit discussion as well as a discussion about the Illinois Burlington Central. For clarification purposes, Chairman Hose asked if it was the petitioner’s contention that the project not be considered a residential development, which was why the dwelling unit limitations did not apply. In response, Mr. Chris Dasse, architect, explained that the International Building Code was specific about supportive living and stated that if the building had more than 16 occupants outside of its staff, it was considered Institutional use, which had higher standards for building codes. This building was being defined as an Institutional building, and, from a zoning code perspective, Mr. Dasse stated it was one business, as mentioned earlier. To add to the response, Mr. Sisul interjected and explained that a SLF did not appear in the Village’s zoning code and no provisions applied to it. It was for that reason that staff was veering toward the Comprehensive Plan rather than the zoning issues -- the proposal did not meet the definition of a multi-family senior housing development, nor did it meet the definition of an assisted living facility. As a result, it was a gray area.

Chairman Hose voiced concern that it may be the Village Council’s purview to change the zoning code, but that change would have to be reviewed by the Plan Commission. He noted a text amendment was not before this commission, and the commission was limited by the provisions of the zoning code and the Comprehensive Plan. Again, Mr. Sisul brought up staff’s conditions, one of them referring to a text change. He confirmed the overall zoning was Downtown Business and a project involving multi-family senior housing was listed as a Special Use for seniors living in the downtown area. However, he stated times change and zoning codes have to be updated.

Mrs. Rabatah inquired about the neighborhood meeting that took place, wherein Mr. Sisul stated he spoke to the one resident that attended it at the Lincoln Center. Notices were sent out prior. The resident who attended was from Georgian Courts and she voiced concern about the funding of the project and conveyed to him she preferred that the project have government support.

Chairman Hose opened up the meeting to public comment.

Ms. Donna Adler, 1224 Gilbert Avenue, Downers Grove, thanked staff and the commissioners for coming up with a great plan for the Village but it also needed to be flexible. She stated the proposed corner was vacant for many years and it needed something. Realistically, she stated the property was “not really a hot commercial spot.” In her many years of residence, she stated the traffic flows toward the train station and it is the focus; Forest Avenue is not. If such a proposed facility were to be constructed, she said family members would visit their loved ones and take them out to the downtown for lunch/dinner and shop. Parking was not an issue with Immanuel Residences nor has it ever been. She supported the project as it was a community project and she loved the idea that the Village was on the cutting edge of having a new kind of supportive living facility.

Mr. Keith Hoffman, 1410 Golden Bell Court, Downers Grove, discussed the many years he resided in the community. He was a participant on the Village’s Ad hoc Housing Committee a few years back which discussed the need for diversified and reasonable housing. His own parents were aging and this facility would be perfect for them. Mr. Hoffman noted that when discussing catalyst sites, he was not sure the proposed location would receive retail sales. Also, local jobs were important and the proposal would support them.

Mr. Tom Powers, 6248 Blodgett, Downers Grove, resident, stated he has an aging mother and mother-in-law and he wanted to see what the project was about. After listening to everyone, he supported the proposal.

Ms. Rosa Hudson, 5112 Forest Avenue, Downers Grove, said she owns the hair salon next to the property and stated she did not receive notification for the neighborhood meeting nor did another person from the management company – she only received the Village’s hearing notice. She expressed concern that there was no parking on that side of town and the economy turning bad. She believed if there were laws required for building and parking then they should be followed. She believed if visitors were to come to the building, the parking would be insufficient. She asked that this part of town be considered for more viable businesses. She supported the facility in its location but questioned whether it was the best idea for the area. Ms. Hudson did not believe the project would help her business any more and the building would stop the growth heading west. She asked to be notified about future meetings.

Mr. Dan McCormick, 5205 S. Washington St, Downers Grove, stated he is currently the chairman for the Downtown Management Corporation, but was speaking as a resident. He stated he “really likes senior citizens” and seeks their advice. He believed the proposal was a great project but in the wrong location. He spoke to the importance of the Comprehensive Plan and the commissioners’ work involved in it and to ignore it went against the plan that was adopted. Personally, he did not believe the project would contribute anything to the vibrancy of the downtown.

Mr. Joe Byczek, for the property owner, Win Trust Financial, 5100 Forest Avenue, Downers Grove, commented that having a mixed-development at the site would not

occur for many years because the property was on the market well before Win Trust took ownership of the property. The previous owners looked at mixed-development plans and straight business plans, with no success. For over the past year he tried to sell or lease the property, with no interest except for one business that decided it did not fit its needs.

Hearing no further comments, the chairman closed public comment. Mr. Sisul had no cross examination to the public.

Mr. Cozzo inquired of staff about prior testimony stating the proposal was “Institutional” and “not residential.” And if it was Institutional, was it considered a business or commercial, wherein Mr. O’Brien responded that the petitioner’s explanation, included in the packet, was referring to something that was found in the International Building Code that an architect uses to design a building, its construction for building, and occupancy. Whether the use was an institutional use, residential, or business use, Mr. O’Brien clarified that the Village’s zoning ordinance for the Downtown Business District listed one use that could fall under it, which was the Multi-Family Residential. However, listed throughout the ordinance were other names that could be used to describe the proposed use in a different district, such as senior living facility or sheltered care facility. However, he stated that use was not available either as a permitted or special use in the Downtown Business District. Staff evaluated the use, using the only classification it could mirror, which was Multi-Family Residential.

To clarify further, Mr. O’Brien explained that staff’s analysis was based, in large part, on the Comprehensive Plan’s recommendation, which has a specific recommendation for the subject property. Staff also reviewed the Zoning Ordinance, which supports the Comprehensive Plan’s goals in the Downtown. Further clarification followed that the Village’s zoning ordinance, in particular, the Downtown Business and Downtown Transitional Districts, were rezoned and revised in 2004 and 2005, so the plan was well-aligned with those districts. Given the better economic conditions during that time, Mr. O’Brien explained that there was a plan for a mixed-use development on the site. Additionally, he reminded the commissioners that the Comprehensive Plan was looking as far as twenty years out, not just short-term benefit. He agreed the Zoning Ordinance and the Comprehensive Plan supported a senior housing development in the Village but the location was questionable.

To confirm Mr. Beggs’s statement, Mr. O’Brien agreed that the Village’s zoning code did not support the density of the proposed development. Regarding staff’s condition No. 4 in its report, Mr. Popovich explained it was to ensure that no more than ten percent of the SLF residents owned a vehicle that was primarily parked at the facility, in order to assist in the number of available parking spaces. However, if the petition was approved and moved to Village Council, he stated there would have to be a text amendment to allow the proposed density and parking and it would have to be stated as one of staff’s conditions. Mr. Popovich pointed out, more precisely, the text amendment would apply District-wide or even Village-wide and not just for this particular project.

Mr. Lavoie added that he would support staff adding the text amendment to the list of staff's conditions.

Mr. Sisul closed by thanking the commissioners for listening to all of the statements made and believed the proposal was reviewed thoroughly by all parties.

Mr. Waechtler asked if there were any leads to the property and was there a need for additional parking at the site, wherein Mr. Popovich explained that the Zoning Ordinance did not require commercial properties in the downtown district to provide on-site parking unless the business was a medical or dental office over a certain size. Therefore, the previously approved development met the parking requirements for the entire development and it met the requirement for the number of residential apartments that were proposed. He stated that proposal came prior to the downtown pattern book and the Comprehensive Plan being in place. As to leads for the site, he stated there was approval for a development just prior to the economy's downturn but stated the comprehensive plan was a long-term plan looking twenty years into the future for the area.

Adding to the dialog, Mr. Webster believed the proposal was an amazing project and it was difficult to object to a \$4MM business operation, but the project appeared not to belong at that location. He believed the downtown would expand but the question was when. In the years he was here, he did not see much change. In the meantime, he believed the proposal would provide some short-term benefits for many people and, therefore, supported the proposal simply because there had been no interest in the site for a long time. He recommended that the Village Council determine whether it wanted the revenue or not. Again, he reminded commissioners that the Comprehensive Plan was to be flexible.

Mr. Beggs summarized two points why he could not support the proposal: First, if the zoning ordinance by which he was governed stated the facility could not be placed there due to density, then he had no jurisdiction to change it, and he was not here to decide whether the text change was in place. Second, he questioned why he should set aside the principles stated in the Comprehensive Plan (as he mentioned earlier). To him, what was being asked of the Commission was to set aside the Comprehensive Plan and zoning ordinance because of the need for senior housing and enhanced revenue. He reminded the commissioners that they vetted the Comprehensive Plan extensively and he was not prepared to go along with the proposal just because it was a good development and enhanced Village revenues.

Mr. Cozzo believed the proposal conflicted many commissioners for obvious reasons but his determination was based on testimony and if any "compelling reasons" stood out as to why the first paragraph of the Comprehensive Plan should be used as a guide and not necessarily as a mandate. He believed the Village's downtown was based around Main Street and while he preferred the site to be a mixed-use development, he did not believe it was going to occur because "it was not a hot commercial property." He agreed, mostly because of the way Main Street and Washington Street were configured and the flow of the natural pedestrian traffic in the downtown area. Looking to the first Standard for

Approval he stated that it asks whether there is a “need”. While some individuals stated there was no need, testimony he heard tonight indicated that the Village was an aging community and that there was a need for the proposal. He believed the proposal was right for the location even though it might not be the most ideal. However, he stated the focus was to find the best fit under the circumstances given. He supported the project.

Mr. Matejczyk agreed with many of Mr. Cozzo’s comments and agreed the Village’s population was aging and many of its residents wanted to remain in the community. He even questioned whether the location was right for the expansion of the Village to the west. He supported the project and saw the need.

Looking to the standards, Mrs. Rabatah also added that the facility provided a service and it was desirable. It was an improvement to the area but, again, location was the question. The third standard she had difficulty with in that she did not know how to place the facility, i.e., was it residential or not? She expressed her conflicts with the zoning code and how to interpret the project. Yet, she stated the site had been vacant, a very nice project was presented, and there was a need in the community. The Comprehensive Plan was supposed to be flexible but yet it also addressed the need for senior living. She leaned toward supporting the project.

Mr. Waechtler was not sure if the site lent itself to commercial even though it was part of the Downtown Business District. As mentioned earlier, he said much traffic went by the site to go home. He also called attention to Condition No. 7 in staff’s report regarding that if the proposal did not get approved by the State, it received denial, which basically was a “safety valve” for the Village Council. He believed the parking ratio needed to be resolved. While he initially believed the project was great but did not belong in the downtown, after considering the site again, he realized there was a need for seniors and the project would be good for the Village. Contrary to Commissioner Webster’s comments, he stated that there had been improvement in the downtown.

Lastly, Chairman Hose, said he agreed with Mr. Beggs in that the commission was being asked to take a project that did not fit within the zoning code and make it fit within the location. He did not believe the project fit with the density requirement or the parking requirement and it did not fit into any other category. In reading the petitioner’s documentation and hearing testimony, the term “resident” kept coming up and, as Chairman Hose stated, if the term kept arising, then it must be concluded that the proposal was a residential development. And if so, then it had to be subject to the density requirements in terms of space and parking requirements. He noted there was no text amendment before the commission and if there was, it would be a very different question. While he agreed the Comprehensive Plan was flexible, he did not see how the zoning code, applied to this situation, should deviate from it. He encouraged the petitioner to find another location should the Village Council vote the petition down, because there was a need for seniors. He did not support the proposal.

Mr. Webster commented that while the project did not comply with the parking nor the density, he stated that Mr. Lavoie did an exceptional job at showing the commissioners

that the Village's zoning code did not address this particular project type very well. It was a new project type and fit no where. Personally, he felt an SLF was assisted living without the nursing aspect. To the point, he stated 120 individuals would not be driving cars here and the commission should recommend the project because the technicalities that prevented it from moving forward, and the zoning ordinance, were items that could be solved. Another fact Mr. Webster asserted was that SLFs were not even known when the Comprehensive Plan was being discussed and there was no way to foresee how to fit it into the plan when there was no category for it. The commission had to be flexible not only in the interpretation of its Comprehensive Plan but also in the application of its documents. He indicated it was up to the Village Council to decide if they wanted to amend the zoning ordinance to allow this development.

Mr. Waechtler also agreed the proposal should move forward to the Village Council in order for them to refine it, if necessary. He thanked staff and the petitioner for their hard work on this project.

Lastly, Chairman Hose added that he did not think it was proper for the Plan Commission to put aside the zoning code or the Comprehensive Plan but, instead, stated a petitioner could make that argument with a text amendment. He did not believe it should be forwarded to the Village Council for them to sort it out.

Again, Mr. Waechtler thanked staff and pointed out that staff did provide two alternatives: to deny the petition or to approve it with eight conditions.

**WITH RESPECT TO FILE PC 31-12, MR. COZZO MADE A MOTION THAT THE PLAN COMMISSION FORWARD A POSITIVE RECOMMENDATION TO THE VILLAGE COUNCIL, SUBJECT TO THE FOLLOWING CONDITIONS:**

- 1. THE SPECIAL USE SHALL SUBSTANTIALLY CONFORM TO THE STAFF REPORT, ENGINEERING AND LANDSCAPE PLANS PREPARED BY C.M. LAVOIE & ASSOCIATES, INC. DATED AUGUST 2, 2012 AND LAST REVISED ON SEPTEMBER 11, 2012 AND ARCHITECTURAL PLANS PREPARED BY STUDIO D ARCHITECTURE, LLC DATED JULY 2, 2012, EXCEPT AS SUCH PLANS MAY BE MODIFIED TO CONFORM TO THE VILLAGE CODES AND ORDINANCES.**
- 2. THE BUILDING SHALL HAVE FIRE SUPPRESSION AND DETECTION SYSTEMS IN A MANNER SUITABLE TO THE FIRE PREVENTION BUREAU CHIEF.**
- 3. THE PETITIONER SHALL INCORPORATE BEST STORMWATER MANAGEMENT PRACTICES INTO THE DEVELOPMENT INCLUDING BUT NOT LIMITED TO NATIVE LANDSCAPE PLANTINGS.**
- 4. THE OPERATOR OF THE SLIF SHALL ENSURE THAT NO MORE THAN 10% OF THE SLIF RESIDENTS OWN A VEHICLE THAT IS PRIMARILY PARKED AT THE SLIF.**



5. **THE PARKING LOT SHALL BE SCREENED IN ACCORDANCE WITH THE VILLAGE'S PARKING LOT LANDSCAPING REQUIREMENTS.**
6. **PRIOR TO THE ISSUANCE OF ANY BUILDING PERMITS, THE PETITIONER SHALL SUBMIT MATERIAL SAMPLES OF THE PROPOSED EXTERIOR BUILDING MATERIALS AND RETAINING WALLS FOR REVIEW BY THE DEPARTMENT OF COMMUNITY DEVELOPMENT.**
7. **PRIOR TO VILLAGE COUNCIL CONSIDERATION, DELTA DEVELOPMENT SHALL PROVIDE THE VILLAGE WITH A STATE OF ILLINOIS CERTIFICATE NOTING THE STATE'S APPROVAL OF THE SUBJECT SITE. IF DELTA DEVELOPMENT DOES NOT PROVIDE THE STATE CERTIFICATE WITHIN 90 DAYS, THE PETITION WILL BE CONSIDERED TO BE DENIED.**
8. **AT NO TIME SHALL THIS SITE BE CONVERTED FROM A SLIF TO ANY OTHER RESIDENTIAL USE WITHOUT PROVIDING THE REQUIRED NUMBER OF PARKING SPACES AS DETAILED IN THE VILLAGE'S ZONING ORDINANCE.**

**SECONDED BY MR. WEBSTER.**

**ROLL CALL:**

**AYE: MR. COZZO, MR. WEBSTER, MR. MATEJCZYK, MRS. RABATAH,  
MR. WAECHTLER**

**NAY: MR. BEGGS, CHAIRMAN HOSE**

**MOTION CARRIED. VOTE: 5-2**

Mr. Beggs and Chairman Hose stated they gave their reasons previously as to why they voted Nay.