

## #2018-12 Mercyhealth Hospital Project Review for Planning and Zoning Commission

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<b><u>Meeting Date:</u></b>	March 21, 2018
<b><u>Requests:</u></b>	Final Planned Unit Development for a hospital and medical offices and Variations.
<b><u>Location:</u></b>	875 Route 31
<b><u>Acreage:</u></b>	16.39 acres
<b><u>Existing Zoning:</u></b>	O PUD Office
<b><u>Surrounding Properties:</u></b>	North: B-2 PUD General Commercial South: M Manufacturing East: M Manufacturing West: M Manufacturing
<b><u>Staff Contact:</u></b>	Elizabeth Maxwell (815.356.3615)

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### **Background:**

- Mercyhealth recently received their Preliminary Planned Unit Development Approval in January.
- The Final Planned Unit Development is requesting additional variations from the ordinances, as detailed in this report.

### **Land Use Analysis:**

#### ZONING

- The site is currently zoned O PUD Office and Mercy received a Special Use Permit for a hospital and helipad with their Preliminary PUD approval.
- The Comprehensive Land Use Plan designates this area as Commercial. The proposed office use is an acceptable business use in the Commercial land use district.

#### SITE PLAN

- The site is situated east of Route 31 between Three Oaks Road and Raymond Drive with access drives out to both Three Oaks Road and Raymond Drive.
- There is a central drive aisle in front of the building and a ring road around the building including behind.

- The helipad is located at the northeast corner of the site, due to the required flight path this is the only feasible location. This pad will be raised up approximately 9 feet above grade.
- The loading dock is on the southeast side of the building and will be recessed. In addition it will be heavily screened with landscape.
- No changes have been made to the site layout from the preliminary PUD.

#### TRAFFIC STUDY

- The traffic study is an evaluation of the access points, on-site traffic, existing and future traffic and surrounding off-site intersections. The petition is subject to the recommendations of the traffic study and would need to comply with the necessary improvements.
- Based on the preliminary PUD approval, the petitioner would need to participate in a percentage share of improvements to:
  - Illinois Route 31 and Three Oaks Road
  - Lutter/Sands Drive and Three Oaks Road
  - Lutter Drive and Central Park Drive
  - Illinois Route 31 and Rakow Road

Exhibit A attached to the staff report illustrates identified improvements

- Based on discussion at the City Council meeting regarding Raymond Drive becoming a right-in/right-out, the traffic study may need to be amended.
- On-site and off-site improvements for Mercy have also been identified as necessary now due to the hospital construction. Mercy is responsible for:
  - Installation of a  $\frac{3}{4}$  access driveway off Three Oaks Road that permits right-in/right-out and left-in.
  - Installation of a right-turn lane along Three Oaks Road into the  $\frac{3}{4}$  access driveway. The turn lane should provide a 175-foot storage lane with a 145-foot taper.
  - Installation of a left-turn lane along Three Oaks Road into the  $\frac{3}{4}$  access driveways. The turn lane should provide a 175-foot storage lane with a 145-foot taper.

#### PARKING

- The site is providing a total of 323 parking spaces, which includes 32 accessible spaces.
- Parking for a hospital is based on 2 spaces per patient bed and 1 space per 300 gross square feet of administrative areas. The petitioners have provided an analysis of their parking needs, breaking out the use into three categories, hospital, medical facilities and hospital. The required parking is 319 spaces.

## ELEVATIONS

- The building is designed with a variety of projections and stacked layers to create a distinct visual appearance.
- The building uses a variety of materials including, brick, stone, corrugated metal panels and ACM wall panels.
- Materials are natural in color.
- The building has illuminated canopies at each entrance and a 10-foot projecting eyebrow style canopy over the main entrance.
- Staff has reviewed the elevations based on the criteria listed in the Design Standards. The project meets 6 of the 10 criteria, with 2 areas being deemed not applicable. Six of 10 are required to be considered meeting the design standards, meeting the requirements for architecture.

## LANDSCAPE PLAN

- The petitioner has proposed a plan of alternative compliance. Included in this plan are:
  - An 8-foot wide continuous center landscape island between every 4 parking rows within the north parking field. This requires 36 trees and 180 shrubs. The petitioner has illustrated 13 trees and 142 shrubs, a **deficit of 23 trees and 38 shrubs.**
  - 660 square-foot islands every 40 parking spaces. These require 6 trees and 30 shrubs each cluster for a total of 18 trees and 90 shrubs. The petitioner has illustrated 10 trees and 30 shrubs, a **deficit of 8 trees and 60 shrubs.**
  - A 2 ½ foot berm for parking lot screening. Although it is not an option in the current UDO, it was an option in the previous version when Mercy started their review and site design. The proposed berm is between the exterior ring road and Route 31. The berm is required to be 2 ½ feet high and provide at least 1 tree per every 40 lineal feet requiring 21 trees. The petitioner has illustrated zero berm trees, a **deficit of 21 trees.**
  - The addition of a heavily landscaped area adjacent to the loading dock, which is above and beyond the required screening. Every 400 square feet of screened area can be counted as 1 tree, which provides a **surplus of 12 trees.**
  - The construction of a green roof. The inclusion of the green roof creates an additional 20, 125 square feet of landscaped area on top of the building. Every 400 square feet of green roof can be counted as 1 tree, which provides a **surplus of 50 trees.**
- The tree removal required the replacement of 71 trees. The petitioner has illustrated 21 replacement trees, two of which are also counted as their required parking lot island trees, a **deficit of 50 trees.**
- Parking lot end islands are required to contain 2 trees and 10 shrubs. In calculating all the landscape provided in the end islands, there is a **deficit of 9 trees and 78 shrubs.**

- Street trees are required at 1 per 40 lineal feet, which requires 35 trees along Route 31 (32 have been provided), 12 along Raymond Drive (11 have been provided), and 13 along Three Oaks Road (4 have been provided). The designed plan illustrates a **deficit of 13 trees**. Some of the petitioner's rationale for not including street trees is the overhead utility lines that they requested not be buried at this time.

#### SIGNAGE

- Mercy indicates a monument sign and several directional signs. The building elevations indicate signage. No signage details were submitted and all signs must meet the requirements of the UDO.

#### **Findings of fact:**

#### **Preliminary Planned Unit Development Conditions of Approval**

The following is a synopsis of the conditions of approval from the Preliminary PUD and the status of their completion.

1. Approved plans, reflecting staff and advisory board recommendations, as approved by the City Council:
  - A. Application (MercyHealth, received 10/27/17)
  - B. Site Development Plan Set [Sheets C-100, C-200, C-300, C-301, C-302, C-400, C-500, L-100, A-6] (Fehr Graham, dated 11/22/17, received 11/22/17)
  - C. Elevations (AECOM, undated, received 12/20/17)
  - D. Traffic Study (Kimley Horn, dated December 2017)

**No comment necessary, just the notation of the approved plans.**

2. Site Plan
  - A. The designated fire lane needs to be 26 feet in width. **OK.**
  - B. Provide sidewalk around the site. Work with staff on the appropriate location and future connections to adjacent properties. **Still outstanding, a new condition of approval has been added to this approval.**
  - C. All municipal utilities are required to be in a Municipal Utility Easement (MUE). A Plat of Easement is required to be provided to the City. **OK.**
  - D. A Development Agreement is a requirement of Final PUD. Work with staff to finalize the stipulations in the agreement. **OK. No longer required – all requirements already detailed in UDO.**
3. Landscape Plan
  - A. The planting beds shall contain shrubs, grasses and flowers. **Provided.**
  - B. Add shrubs in the western landscape area adjacent to the clinic parking to screen parking spaces from Route 31. **Shrubs not provided.**
  - C. In order to provide additional screening of the parking lot, the perimeter of the western drive aisle shall contain a variety of evergreen and deciduous shrubs. **No**

- shrubs provided. A proposed berm outside the ring road is illustrated. Additional details on the berm are required.**
4. Signs
    - A. All signage must meet the UDO requirements. **No signage provided.**
    - B. No signs can be placed within 10 feet of the future dedication of right-of-way along Three Oaks Road. **No signage provided.**
    - C. For Final PUD submittal, work with staff on a directional sign program. **No signage provided.**
  5. Provide the following plans with the Final PUD submittal:
    - A. Floor plan illustrating square footage of all proposed spaces with the label of their use. **Floor plan provided without square footage.**
    - B. Landscape plan illustrating materials, quantities, size and planting details. **Provided.**
    - C. Revised engineering and site sheets to meet all of the recommended conditions. **Provided but minor comments outstanding.**
  6. Submit the IDOT approval for the helipad. **Still required.**
  7. The petitioner hereby agrees to pay their proportionate fair share of the roadway improvements identified in the traffic study and dedicate adequate right-of-way (without compensation) for these improvements. Cost participation for off-site improvements will be decided upon determination of the scope and completion of the cost estimates. **Estimates are required from petitioner in order to properly calculate the LOC amount.**
  8. The petitioner shall address all of the review comments and requirements of the Fire Rescue, Police, Public Works, and Community Development Departments in addition to those of the City's stormwater and traffic consultants. **Some comments need to be addressed.**
  9. Explore the possibilities of a right-in/right-out at the existing Raymond Drive at Route 31. **Staff is seeking clarification on this from the City Council if this improvement is required during the Mercy hospital construction.**

### **Final Planned Unit Development**

The petitioner is requesting approval of a Final Planned Unit Development to allow the construction of a hospital, its associated helipad and a medical center. A Planned Unit Development is a Special Use and Special Uses require separate review because of their potential to impact surrounding properties and the orderly development of the City.

Section 2-400 B General Standards for all special uses in the Unified Ordinance establishes standards for all special uses in Crystal Lake. Briefly, the criteria are as follows:

1. The use is necessary or desirable, at the proposed location, to provide a service or facility which will further the public convenience and general welfare.

- Meets*             *Does not meet*
2. The use will not be detrimental to area property values.  
 *Meets*             *Does not meet*
  3. The use will comply with the zoning districts regulations.  
 *Meets*             *Does not meet*
  4. The use will not negatively impact traffic circulation.  
 *Meets*             *Does not meet*
  5. The use will not negatively impact public utilities or municipal service delivery systems. If required, the use will contribute financially to the upgrading of public utilities and municipal service delivery systems.  
 *Meets*             *Does not meet*
  6. The use will not negatively impact the environment or be unsightly.  
 *Meets*             *Does not meet*
  7. The use, where possible will preserve existing mature vegetation, and provide landscaping and architecture, which is aesthetically pleasing, compatible or complementary to surrounding properties and acceptable by community standards.  
 *Meets*             *Does not meet*
  8. The use will meet requirements of all regulating governmental agencies.  
 *Meets*             *Does not meet*
  9. The use will conform to any conditions approved as part of the issued Special Use Permit.  
 *Meets*             *Does not meet*
  10. The use will conform to the regulations established for specific special uses, where applicable.  
 *Meets*             *Does not meet*

In addition PUDs must also meet the standards in Section 4-500 C. Development Standards and 4-500 D. 1 Additional standards for Planned Unit Developments Commercial PUDs.

1. Implements the vision and land use policies of the Comprehensive Plan.  
 *Meets*             *Does not meet*
2. Shall not result in substantial adverse effect on adjacent property, natural resources, infrastructure, public sites or other matter of public health, safety and welfare.  
 *Meets*             *Does not meet*
3. PUDs must provide transitional uses to blend with adjacent development.  
 *Meets*             *Does not meet*

4. PUD phases must be logically sequenced.  
 Meets             Does not meet
5. The density and intensity of a PUD shall be in accordance with the Comprehensive Plan.  
 Meets             Does not meet
6. All dimensional standards shall be listed within the PUD plan if they do not meet the Ordinance minimum standards.  
 Meets             Does not meet
7. The responsible parties for all on-site and other required public improvements shall be established and a utility plan indicating all proposed easements shall be provided.  
 Meets             Does not meet
8. Any private infrastructure shall comply with the city standards.  
 Meets             Does not meet
9. The PUD plan shall establish the responsibility of the applicant/developer.  
 Meets             Does not meet
10. A bond or letter of credit shall be posted to cover required fees or public improvements.  
 Meets             Does not meet

**Planned Unit Development Variations**

The purpose of Planned Unit Developments is to encourage and allow more creative and imaginative design of land developments than is possible under district zoning regulations. Planned Unit Developments are, therefore, intended to allow substantial flexibility in planning and designing a proposal. This flexibility is often in the form of relief from compliance with conventional zoning ordinance site and design requirements which may otherwise require individual requests and applications for zoning variations.

Ideally, this flexibility results in a development that is better planned, contains more amenities, and is ultimately more desirable than one that would have been produced through compliance with typical zoning ordinance and subdivision controls.

Therefore more lenient site requirements may be granted where the Planned Unit Development contains features not normally required of traditional developments. Although a formal variation request is not required to be made in conjunction with a Planned Unit Development, Staff identifies those aspects of the Planned Unit Development which effectively result in variations from UDO requirements. If the evidence is not found to justify these variations from the UDO that fact shall be reported to the City Council with a recommendation that the variations from the UDO which are proposed as part of the Planned Development be lessened or denied.

The Planned Unit Development proposed by the Petitioner includes the following variations from the UDO:

- 1) Article 4-300 Tree Preservation from the requirement to replace removed trees. Tree removal required the replacement of 71 trees on the site. Only 21 have been replaced.
- 2) Article 4-400 F. Landscape and Screening
  - A) Interior landscape from the requirement to provide 4 trees and 20 shrubs every 40 lineal feet.
  - B) Interior landscape from the requirement to provide 2 trees and 10 shrubs within the end islands.
  - C) Interior landscape from the requirement to provide 6 trees and 30 shrubs in each of the 660+ square foot islands.
  - D) Perimeter landscape from the requirement to plant 1 tree every 40 lineal feet along the parking lot screening berm.
- 3) Article 5-200 Required Land Improvements, from the requirement to provide street trees.

**Comprehensive Land Use Plan 2020 Vision Summary Review:**

The Comprehensive Plan designates the subject property as Commercial, which allows for existing and future commercial and business uses. The following goal is applicable to this request:

Land Use – Commercial

**Goal: Maintain a dynamic and sustainable base of commercial uses that provides a solid tax base, goods, services and jobs to the city as well as the surrounding region through coordination in the Unified Development Ordinance, Comprehensive Land Use Plan and Economic Development Strategic Plan.**

Community Facilities – Public Facilities

**Goal: Support the specific needs and goals of public facilities to ensure cooperation between public and city facilities for the health, safety and needs of the community.**

This can be accomplished with the following supporting actions:

**Supporting Action:** Support the needs of health care facility providers.

**Success Indicator:** The total number of health care facilities within the City limits.

**Recommended Conditions:**

If a motion to recommend approval of the petitioner's request is made it should be with the following conditions:

1. Approved plans, reflecting staff and advisory board recommendations, as approved by the City Council:
  - A. Application (MercyHealth, received 02/26/18)
  - B. Site Development Plan Set [Sheets C-001 – C703] (Fehr Graham, dated 02/26/18, received 02/26/18)



- C. Plat of Dedication (Fehr-Graham, dated 02/26/18, received 02/27/18)
  - D. Landscape Plan (Ken Saiki Design, dated 02/26/18, received 02/26/18)
  - E. Elevations (AECOM, dated 02/26/18, received 02/26/18)
  - F. Floor Plans (AECOM, dated 02/26/18, received 02/26/18)
2. All conditions of approval from Ordinance #7432 remain valid, as applicable.
  3. Site Plan
    - A. Provide sidewalk around the site. Work with staff on the appropriate location and future connections to adjacent properties along Three Oaks Road, where the installation or payment for this segment would be required at a future time. Sidewalk is required to be provided during construction along Raymond Drive to allow for connection to the existing path along Route 31.
  4. Landscape Plan
    - A. If the 30 feet of landscape adjacent to the east side of the site for parcels 19-10-400-011, 19-10-401-008, and 19-10-401-010, then this site must provide the required landscape buffer and screening on this property.
    - B. The petitioner shall provide funds to the City's Tree Bank in the amount of \$29,325 for the deficit of 69 trees.
    - C. Landscape is required around the future signs at a 1 square foot per square foot of signage requirement.
    - D. Work with staff to finalize the plan, which includes providing berm details along the ring road and planting details adjacent to the helipad.
  5. Signs
    - A. All signage must meet the UDO requirements.
    - B. No signs can be placed within 10 feet of the future dedication of right-of-way along Three Oaks Road.
    - C. Work with staff on an overall sign plan which includes directional signs.
  6. Submit the IDOT approval for the helipad.
  7. Traffic / Site Improvements
    - A. The petitioner hereby agrees to pay their proportionate fair share of the roadway improvements identified in the final traffic study for:
      - o Illinois Route 31 and Three Oaks Road
      - o Lutter/Sands Drive and Three Oaks Road
      - o Lutter Drive and Central Park Drive
      - o Illinois Route 31 and Rakow Road
    - B. The petitioner hereby agrees to dedicate adequate right-of-way (without compensation) for the above mentioned improvements.

- C. The petitioner shall provide a Letter of Credit, Bond or Escrow payment for their share of the above mentioned improvements. Cost participation for off-site improvements will be calculated once final cost estimates have been provided.
  - D. The petitioner hereby agrees to install their required site improvements:
    - o Installation of a  $\frac{3}{4}$  access driveway off Three Oaks Road that permits right-in/right-out and left-in.
    - o Installation of a right-turn lane along Three Oaks Road into the  $\frac{3}{4}$  access driveway. The turn lane should provide a 175-foot storage lane with a 145-foot taper.
    - o Installation of a left-turn lane along Three Oaks Road into the  $\frac{3}{4}$  access driveways. The turn lane should provide a 175-foot storage lane with a 145-foot taper.
  - E. Explore the possibilities of a right-in/right-out at the existing Raymond Drive at Route 31.
8. The petitioner shall address all of the review comments and requirements of the Fire Rescue, Police, Public Works, and Community Development Departments in addition to those of the City's stormwater and traffic consultants.

# EXHIBIT A





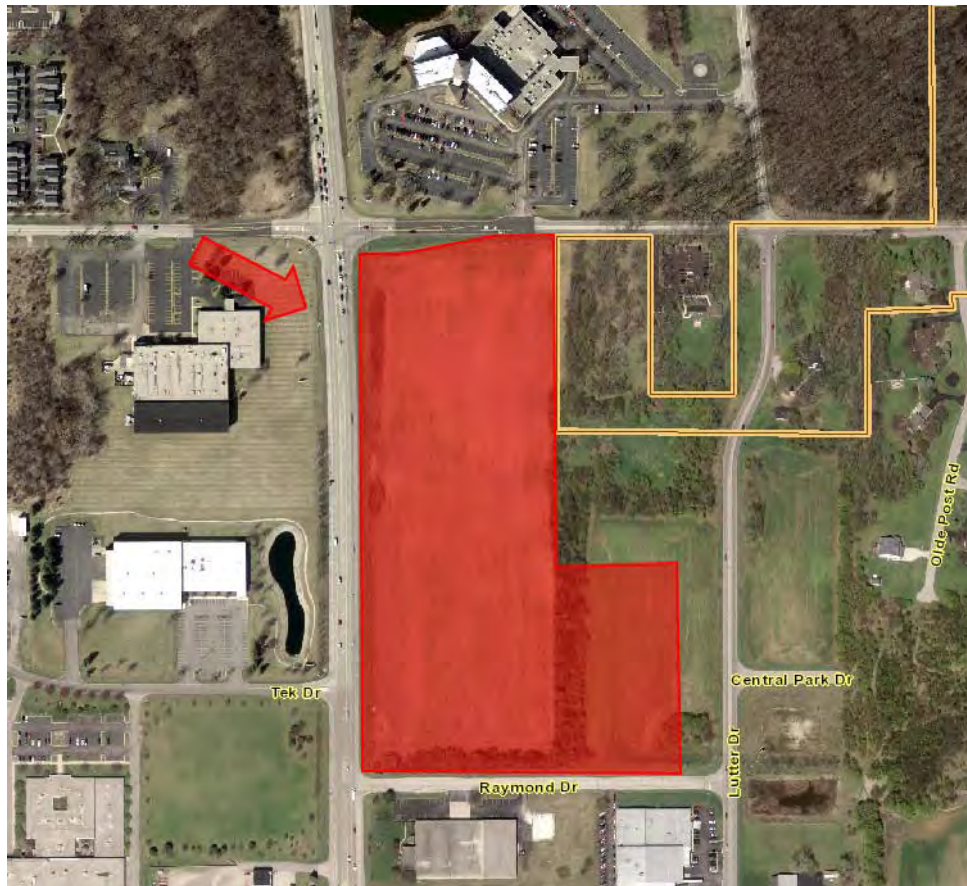
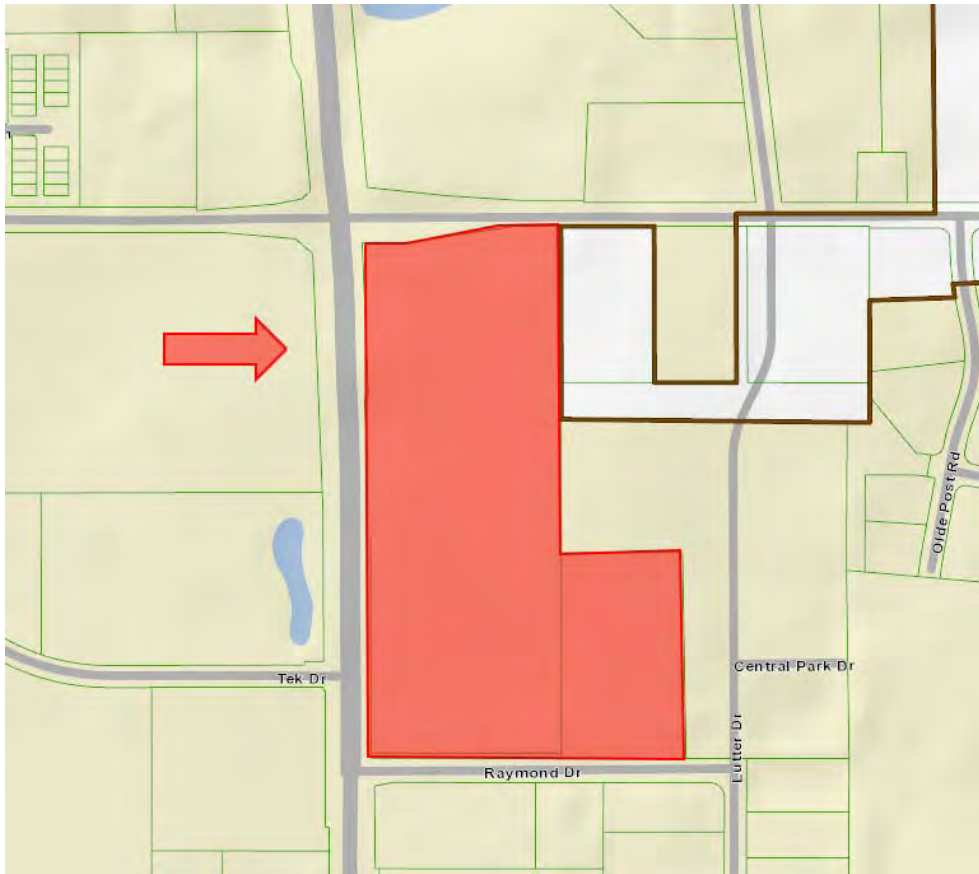
Install roundabout.  
Right-of-way may be  
required at the northwest  
and northeast corners.

Heritage Title



Install a new traffic signal and appropriate equipment; interconnect with existing traffic signal at Route 31





**City of Crystal Lake  
Development Application**

Office Use Only  
File # 2018-0012

Project Title: Mercyhealth - Crystal Lake

**Action Requested**

- |   |  |
|---|--|
| <input type="checkbox"/> Annexation                   | <input type="checkbox"/> Preliminary PUD                 |
| <input type="checkbox"/> Comprehensive Plan Amendment | <input type="checkbox"/> Preliminary Plat of Subdivision |
| <input type="checkbox"/> Conceptual PUD Review        | <input type="checkbox"/> Rezoning                        |
| <input checked="" type="checkbox"/> Final PUD         | <input type="checkbox"/> Special Use Permit              |
| <input type="checkbox"/> Final PUD Amendment          | <input type="checkbox"/> Variation                       |
| <input type="checkbox"/> Final Plat of Subdivision    | <input type="checkbox"/> Other                           |

**Petitioner Information**

Name: Joanna Benning  
Address: 1000 Mineral Point Avenue  
Janesville, WI 53548-2940  
Phone: 608-756-6000  
Fax: \_\_\_\_\_  
E-mail: jbenning@mhemail.org

**Owner Information (if different)**

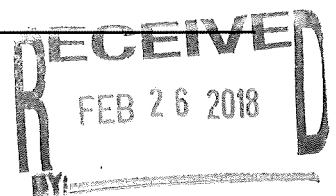
Name: \_\_\_\_\_  
Address: \_\_\_\_\_  
Phone: \_\_\_\_\_  
Fax: \_\_\_\_\_  
E-mail: \_\_\_\_\_

**Property Information**

Project Description: The proposed improvements include the construction of site access roadway,  
parking lots, a hospital facility, utilities, and storm water detention/management items.

Project Address/Location: Southeast corner of Illinois Route 31 and Three Oaks Road  
Crystal Lake, Illinois 60014

PIN Number(s): 19-10-400-010, 19-10-401-009





**Development Team**

Please include address, phone, fax and e-mail

**Developer:** Joanna Benning; Mercyhealth; 1000 Mineral Point Avenue; Janesville, WI 53548;  
608-756-6000; jbenning@mhemail.org

**Architect:** Matt Sanders; AECOM; 800 LaSalle Avenue, Suite 500; Minneapolis, MN 55402;  
612-376-2125; matt.sanders@aecom.com

**Attorney:** Paul Van Den Heuvel; Mercyhealth; 1000 Mineral Point Avenue; Janesville, WI 53548;  
608-756-6158; pvandenheuvel@mhemail.org

**Engineer:** Vaughn Lewis; Fehr Graham; 200 Prairie Street, Suite 208; Rockford, IL 61107;  
815-394-4700; vlewis@fehr-graham.com

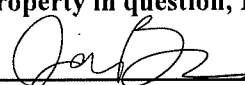
**Landscape Architect:** Rebecca de Boer; Ken Saiki Design, Inc.; 303 S. Paterson Street; Suite 1; Madison, WI 53703;  
608-251-3600; rdeboer@ksd-la.com

**Planner:** Matt Sanders; AECOM; 800 LaSalle Avenue, Suite 500; Minneapolis, MN 55402;  
612-376-2125; matt.sanders@aecom.com

**Surveyor:** Dan Kasten; Fehr Graham; 200 Prairie Street, Suite 208; Rockford, IL 61107;  
815-394-4700; dkasten@fehr-graham.com

**Other:** Joseph Gottenmoller; Madsen Sugden & Gottenmoller; 1 N. Virginia Street; Suite A; Crystal Lake, IL 60014;  
815-459-5152; joe@mchenrycountylaw.com

**Signatures**

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<b>PETITIONER: Print and Sign name (if different from owner)</b>	<b>Date</b>
Joanna Benning 	2/22/18
<hr/>	
<b>OWNER: Print and Sign name</b>	<b>Date</b>

NOTE: If the property is held in trust, the trust officer must sign this petition as owner. In addition, the trust officer must provide a letter that names all beneficiaries of the trust.

**PUBLIC NOTICE**  
**BEFORE THE PLANNING**  
**AND ZONING COMMISSION**  
**OF THE CITY OF CRYSTAL LAKE,**  
**MCHENRY COUNTY, ILLINOIS**

IN THE MATTER OF THE PETITION  
OF

Mercy Hospital and Clinic

2017-38

**LEGAL NOTICE**

Notice is hereby given in compliance with the Unified Development Ordinance (UDO) of the City of Crystal Lake, Illinois that a public hearing will be held before the Planning and Zoning Commission on the application by Mercyhealth Hospital and Clinic, seeking a Final Planned Unit Development including the Special Use Permit for a Hospital with helipad at 875 S. Route 31, Crystal Lake, Illinois. PINs: 19-10-400-010 and 19-10-401-007.

This application is filed for the purpose of seeking a Final Planned Unit Development and Special Use Permit for a Hospital with helipad pursuant to Articles 2-300 and Article 9-200 with the previously approved variations from Article 3-200 height and stories, burying of power lines, helipad distances. The petitioner is also asking for additional variations to Article 4-400 Landscaping and to Article 4-300 the Tree Preservation ordinance along with any other variations as necessary to approve the plans as presented to approve this development. Plans for this project can be viewed at the Crystal Lake Community Development Department at City Hall.

A public hearing before the Planning and Zoning Commission on this request will be held at 7:30 p.m. on Wednesday, March 21, 2018, at the Crystal Lake City Hall, 100 West Woodstock Street, at which time and place any person determining to be heard may be present.

Tom Hayden, Chairperson  
Planning and Zoning Commission  
City of Crystal Lake

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