



**#2012-06**

## **Lutheran Social Services Affordable Senior Housing Project Review for Planning and Zoning Commission**

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**Meeting Dates:** January 18, 2012 and February 1, 2012

**Requests:**

1. Preliminary Planned Unit Development for a senior independent living development.
2. Use Variation from Article 2, Land Use of the Unified Development Ordinance, to allow a continuing care retirement community without nursing facilities, in the “B-2” zoning district.

**Location:** Commonwealth Drive

**Acreage:** 3 acres

**Existing Zoning:** B-2 PUD General Commercial

**Surrounding Properties:**

North: B-2 PUD General Commercial (Medical Offices)  
South: B-2 PUD General Commercial (Crystal Point Center)  
East: B-2 PUD General Commercial (Vacant, adjacent lot is Post Office)  
West: B-2 PUD General Commercial (Home State Bank and Baxter Credit Union)

**Staff Contact:** Elizabeth Maxwell (815.356.3615)

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**Background:**

- The site is a portion of a larger 15 acre vacant parcel. The property owner will subdivide 3 acres along Commonwealth Drive for this use.
- The proposed use is an affordable senior living project. Funding will be granted by HUD.
- The City reviewed previous proposals for this site for Camelot School and Dormitory and Crystal Lake Senior Housing. Both received preliminary approvals and were granted extensions due to the economy. Camelot School has abandoned plans for their site.
- The petitioners are requesting the preliminary PUD with a variation to the allowable height and a Use Variation to allow the residential retirement community within the B-2 PUD zoning district.

## **Land Use Analysis:**

### **ZONING**

- The site is currently zoned B-2 PUD.
- B-2 Commercial generally permits retail and office uses.
- The City classifies the proposed use as a continuing care retirement community without nursing facilities. The Land Use Table does not allow this use in the B-2 zoning, but does allow it as a Special Use within the F Farming, E Estate, R-1 and R-2 Single Family, R-3 A and R-3B multi family and O Office zoning districts.
- The petitioners are requesting a Use Variation to allow the retirement community within the B-2 zoning district.
- The developer chose this location because it is near many medical office practices, retail and service providers and recreational areas. The residents of this facility would be able to utilize those services without creating a significant number of traffic trips. Within one mile of this site, there are numerous office, medical, retail and restaurant establishments. Feinberg Park is within 1 mile and Veterans Acres is within 1 ½ miles.

### **SITE PLAN**

- The site illustrates one building with parking to the north and a fire lane around the entire building.
- This site will have one access point off Commonwealth Drive
- The site is designed that if future adjacent developments allow it, cross access can be created between this site and the adjacent sites.
- The building is designed with three floors creating 59 one-bedroom units and 1 two bedroom unit. There are also amenities for the residents such as laundry facilities, TV room, and computer area.
- The building will be 38 feet high at the highest point. Height is measured at the midpoint of the roof; the building height will be 33 feet.
- The site will utilize the detention basin at the south end of this property.
- Commonwealth is currently a private road. The petitioners will request this roadway be dedicated to the City as part of their submittal. City Council will act on this request.

### **PARKING**

- The site is providing a total of 85 parking spaces.
- The UDO requirement for Continuing Care Retirement Community is 0.5 spaces per dwelling unit, requiring 30 spaces. That number considers the facility to be similar to a nursing home. These seniors at this facility will still be active and be able to operate vehicles, requiring a higher number of parking spaces to be provided.

### **ELEVATIONS**

- No building elevations have been presented yet – these will be available for the public hearing.

## LANDSCAPE PLAN

- The petitioners have provided a preliminary landscape plan. The petitioners will provide a final plan with the Final PUD submittal, which will be required to meet the foundation base, perimeter and parking lot site landscape requirements.

### **Findings of fact:**

#### **Preliminary Planned Unit Development**

The petitioner is requesting approval of a Preliminary Planned Unit Development to allow the construction of the retirement community with variations in the B-2 PUD zoning district. 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. 2 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. PUD's 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.

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. If the evidence is not found to justify such conditions, that fact shall be reported to the City Council with a recommendation that the variation request be lessened or denied.

*Specific variation as part of the PUD*

The petitioner is asking for a variation in conjunction with their PUD request. It is to allow a three-story building at 33 feet in height, from the allowed two-story 28 feet height maximum. Recently Crystal Lake Plaza which is west of this site along Route 14 was granted a height variation to allow up to 40 feet. Immanuel Lutheran School to the west of this site along Main Street is within the R-2 zoning district and is permitted to be 40 feet in height. The previously reviewed Crystal Lake Senior Housing requested a variation to allow 56 feet 6 inches. To reduce the impervious surface coverage the building footprint has been minimized creating the need to go vertical with the development.

**Findings of Fact:**

**USE VARIATION**

In the Land Use Table, this type of residential use is not a permitted use within the B-2 zoning district. B-2 zoning is intended for general business uses. It is evident from recent applications that the nature of this area is changing from the envisioned commercial corridor to more office and low impact residential uses. The proposed project would be independent living for persons 62 years of age and better. This location would allow them to use the existing medical office, retail and recreational services in the vicinity as well as stay within the Crystal Lake community.

**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 (Kevin Hagemann, LSSI, received 1/13/12)
  - B. Site Plan (Tyson and Billy Architects, P.C., dated 01/06/12, received 01/13/12)
  - C. Floor Plans (Tyson and Billy Architects, P.C., dated 01/06/12, received 01/13/12).
2. A complete landscape plan shall be submitted with the Final PUD submittal which illustrates the following:
  - A. The species, size and quantity of all selected plant types and a planting detail.

- B. The plan shall provide for foundation base landscape around the buildings, parking lot landscape and perimeter landscape areas.
3. If this property requires any tree removal, the petitioner shall provide a tree inventory, protection plan and removal calculations which meet Article 4-300 of the Unified Development Ordinance.
4. Site Plan
  - A. Cross access agreements need to be provided for the parcels to the east.
  - B. Sidewalk access shall be provided along Commonwealth to Congress Parkway.
5. The following Variation is hereby granted as part of the PUD:
  - A. A variation from Article 3 Section 3 Density and Dimensional Standards to allow a three-story building at 33 fee exceeding the maximum height of 28 feet, a variation of 5 feet and one-story.
6. The petitioner shall address all of the review comments and requirements of the Engineering and Building, Fire Rescue, Police, Public Works, and Planning and Economic Development Departments.

# City of Crystal Lake Development Application

Office Use Only

File # \_\_\_\_\_

Project Title: LUTHERAN SOCIAL SERVICES AFFORDABLE SENIOR HOUSING PROJECT

## Action Requested

- |   |  |
|---|--|
| <input type="checkbox"/> Annexation                   | <input checked="" 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 type="checkbox"/> Final PUD                    | <input type="checkbox"/> Special Use Permit              |
| <input type="checkbox"/> Final PUD Amendment          | <input checked="" type="checkbox"/> Variation            |
| <input type="checkbox"/> Final Plat of Subdivision    | <input type="checkbox"/> Other                           |

## Petitioner Information

Name: KEVIN HAGEMANN, LSSI

Address: 1001 E. TOUHY AVENUE  
DES PLAINES, IL 60018

Phone: 847-635-4616

Fax: \_\_\_\_\_

E-mail: Kevin.Hagemann@lssi.org

## Owner Information (if different)

Name: J. H. MARKOWSKI ELGIN BANKSHARES, INC

Address: P.O. BOX 641  
ELGIN, IL 60121

Phone: 847-476-2521

Fax: 847-776-2807

E-mail: jemarkowski@comcast.net

## Property Information

Project Description: PRE-PUD for senior affordable housing

Project Address/Location: Commonwealth Drive S. of Congress Pkwy,

PIN Number(s): 19-04-303-000

**Development Team**

Please include address, phone, fax and e-mail

Developer: \_\_\_\_\_

Architect: \_\_\_\_\_

Attorney: \_\_\_\_\_

Engineer: \_\_\_\_\_

Landscape Architect: \_\_\_\_\_

Planner: \_\_\_\_\_

Surveyor: \_\_\_\_\_

Other: \_\_\_\_\_

**Signatures**

\_\_\_\_\_  
PETITIONER: Print and Sign name (if different from owner) Date

As owner of the property in question, I hereby authorize the seeking of the above requested action.

\_\_\_\_\_  
OWNER: Print and Sign name Date

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.



## **Brief Introduction of Lutheran Social Services of Illinois and a proposed Affordable Senior Housing Project**

Lutheran Social Services of Illinois (LSSI) over a \$100,000,000 not for profit corporation with management and supportive services to more than 56,000 Illinois citizens. Since LSSI's beginning in 1867, a tradition of caring has been passed on – now extending through a vast network of social service programs to people of all ages, races, religions and economic classes. This not-for-profit corporation has extensive experience in serving elderly individuals in a variety of residential and social services capacities. In addition, LSSI also operates numerous other social service programs for children, adolescents, and drug and alcohol dependent individuals.

LSSI today is one of the largest church-related social service agencies in the country with an operating budget of over 100 million dollars. LSSI's history is a tale of grassroots response to misfortune by diverse groups of people whose common characteristic was – and is – concern for others.

One of LSSI's networks is Affordable Housing, which is led by Kevin Hagemann, Executive Director and Lisa Ingalls, Executive Director. Together they have over 31 years of affordable housing experience. Lutheran Social Services of Illinois' capability to sponsor, develop, own and manage housing for the elderly and to provide the special services required is demonstrated by its extensive experience in the sponsoring, developing, owning and managing this type of housing and providing services thereto.

LSSI owns/manages 20 affordable housing developments, which are funded through HUD and/or IDHA. The last projects developed were Deer Creek Manor in Danville Illinois and Rolling Meadows in Taylorville, Illinois. Both projects broke ground in the summer of 2008 and received permission to occupy in the summer/fall of 2009. Both buildings are currently 100% occupied with a waiting list.

The facility being proposed is to serve elderly who meet HUD age and income eligibility requirements. The facility would include 59 one-bedroom apartments along with a “managers” apartment. Occupancy will be limited to the elderly as described below:

“Elderly Family:” 1) A single person 62 years of age or older, 2) two persons, one of whom is 62 years of age or older, 3) elderly family and another person who is determined, based upon a licensed health care professional's certification, to be essential to an applicant/residents' ability to remain in the apartment.

In addition, the family's income must be at or below 50% of the median income for the area. The figures change annually, and currently are \$26,300 per year for one person and \$30,050 for two persons. Rent is based upon 30% of a person's adjusted income.

This facility will be funded under the HUD 202 PRAC capital advance grant, which LSSI has already received. The capital advance grant is for approximately \$9,500,000.

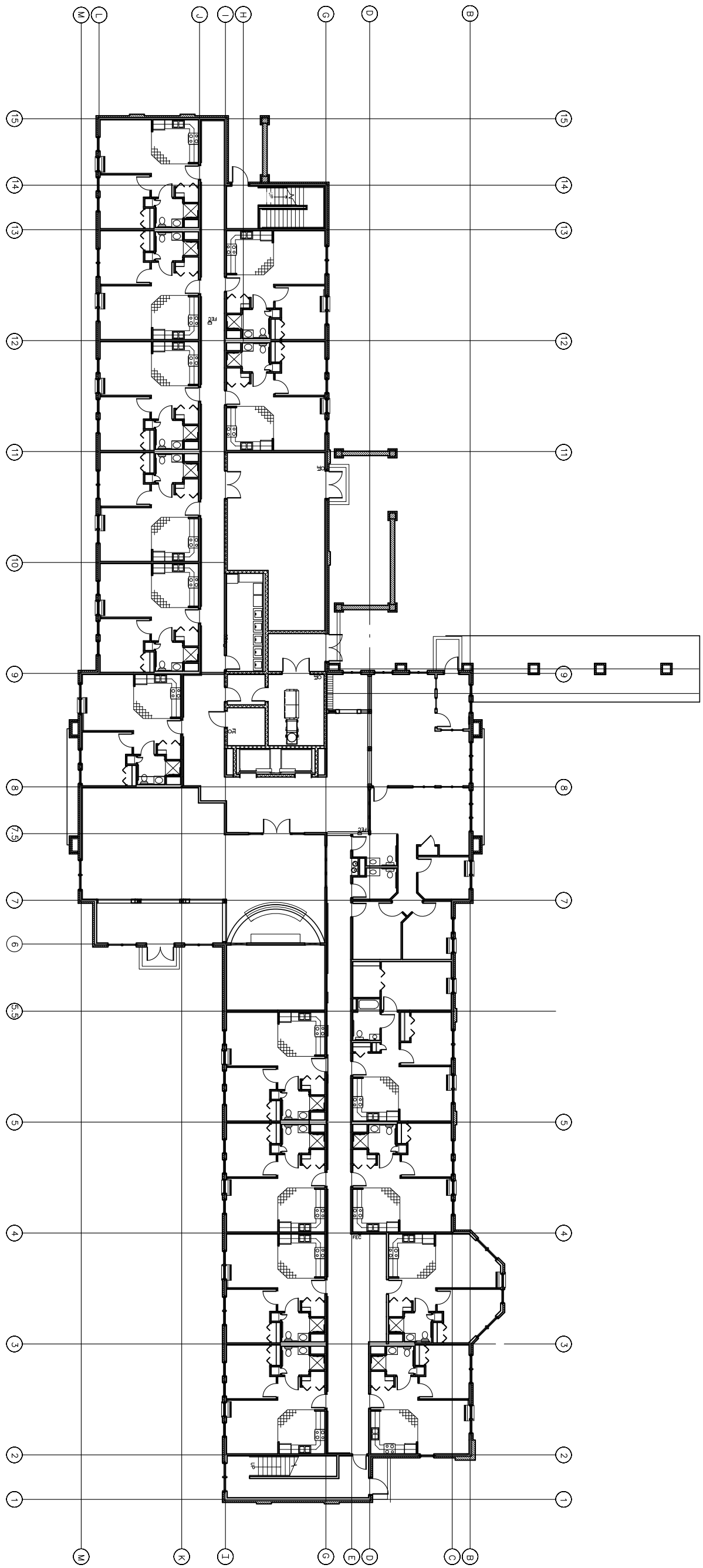
The building staff would include a full time Manager, full time Maintenance Manager, Relief Maintenance and full time Social Service Coordinator. LSSI's, Housing Management Staff are also available to assist at the property when needed.

Lutheran Social Services of Illinois (LSSI) currently manages over 1,400 housing units for seniors. The average age of incoming residents is about 76+ years of age. This housing will service seniors who are in need of low – income housing. Management will address the needs of the seniors for supportive services. Based on LSSI's experience with other senior housing projects, it is expected that about 30-50% of the residents will require housekeeping and chore services, transportation, nutrition, and home health.

This facility is a non-licensed housing facility designed for residents with a broad range of physical and social needs. A primary goal is to assure that residents are able to secure community services, which meets their needs and allows the resident to remain in compliance with lease provisions

Resident activities and programs are essential in senior facilities. LSSI managed senior facilities have an abundance of programs, planned by both residents and the Manager. The list includes health screenings and education, arts and crafts, games, theme parties, travel and educational speakers, entertainment, movies, potlucks, trips, exercise classes, senior camp, coffee hour, and many others. Most of these activities are provided at little cost to the seniors through either donated time or shared cost.

This has been an extremely short introduction of Lutheran Social Services of Illinois and the Affordable Senior Housing Network along with a brief overview of a HUD funded, Affordable Senior Housing facilities proposed for Commonwealth Drive, south of Congress. LSSI's Housing network looks forward to further explaining this project and answering any questions you may have.

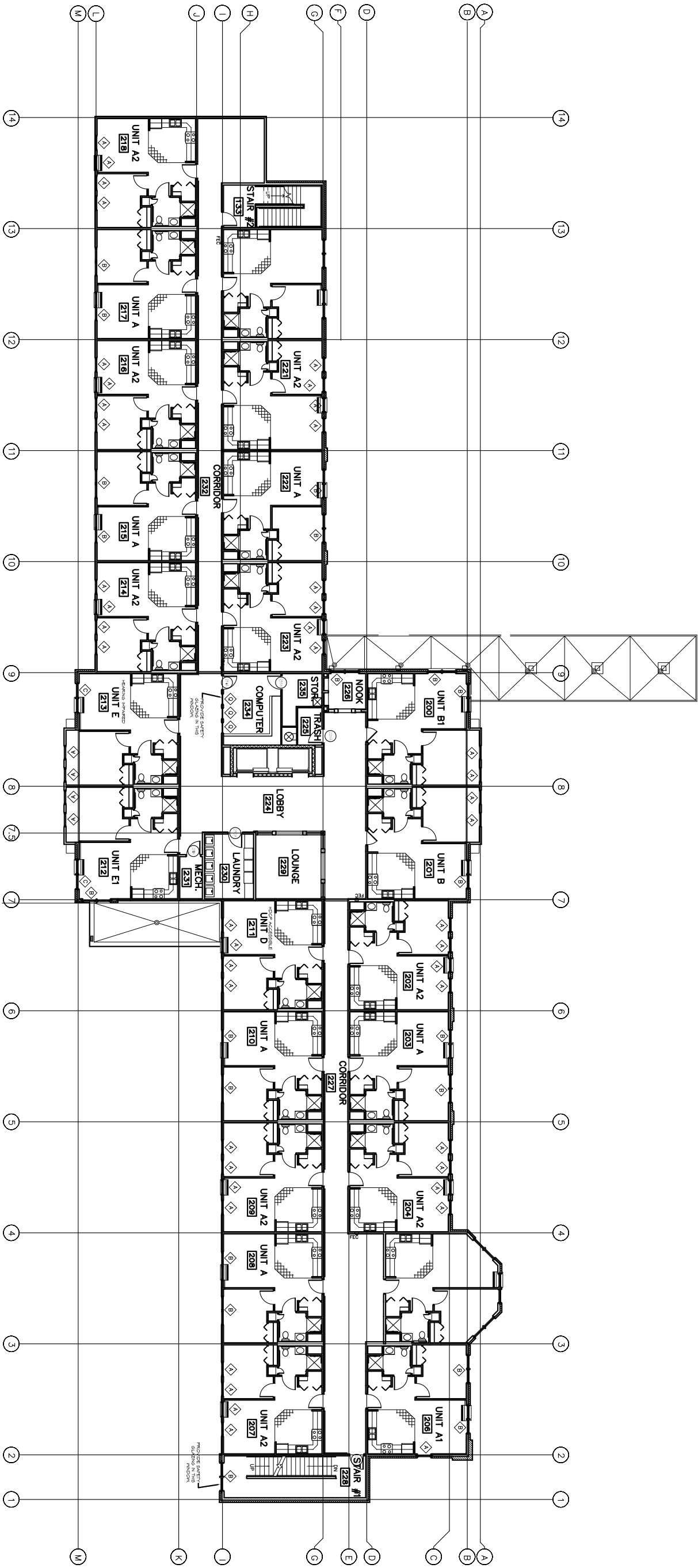


1 PRELIMINARY P.U.D. FIRST FLOOR PLAN  
 SCALE: NTS



PROGRESS PRINT  
 FOR NOTIFICATION  
 OF CONSTRUCTION  
 1/10/12

PRELIM. PUD SITE LAYOUT		<b>LSSI - FOX HILL SENIOR LIVING</b>				Tyson and Billy Architects, P.C. 4000 Morsay Drive Rockford, IL 61107 (815) 229-8222 FAX (815) 229-8218 <a href="http://www.tysonandbilly.com">www.tysonandbilly.com</a>	
		60 UNIT APARTMENT CRYSTAL LAKE, IL					
Rev. Date	Sheet No:	Project Number	Date	Drn.	Appd.	OWNER	ARCHITECT
	PUD-2 of 2 sheets	10-9030	1/06/12	JD	RGB	CONTRACTOR	BONDING CO.

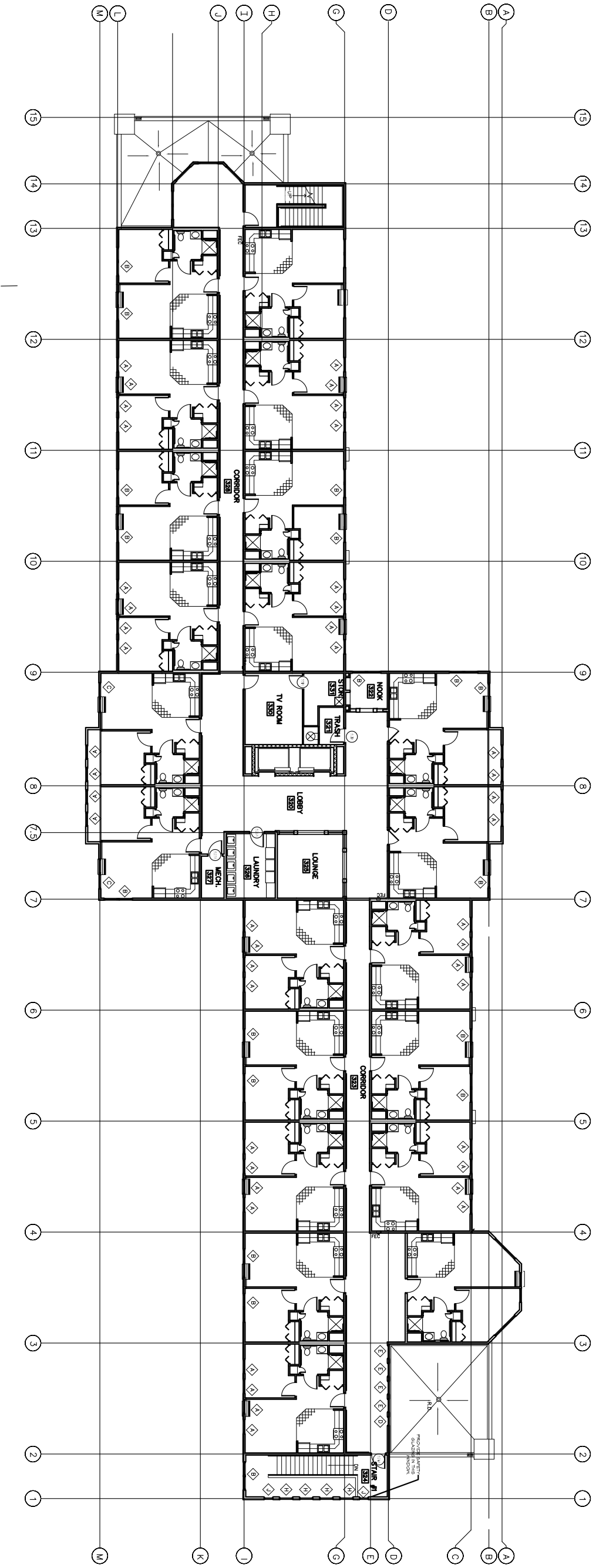


**1 PRELIMINARY P.U.D. SECOND FLOOR PLAN**  
SCALE: NTS



PROGRESS PRINT  
FOR  
CONSTRUCTION  
1/10/09/12

PRELIM. PUD SITE LAYOUT		<b>LSSI - FOX HILL SENIOR LIVING</b>				OWNER ARCHITECT Tyson and Billy Architects, P.C. 4000 Morsay Drive Rockford, IL 61107 (815) 229-8222 FAX (815) 229-8218 www.tysonandbilly.com	
Street No: PUD-3 of 2 sheets		60 UNIT APARTMENT CRYSTAL LAKE, IL					
Rev. Date Project Number 10-9030	Date 1/06/12	Dn. JD	Appd. RGB	CONTRACTOR	BONDING CO.		



**1** PRELIMINARY P.U.D. THIRD FLOOR PLAN  
 SCALE: NTS



PROGRESS PRINT  
 FOR NOTIFICATION  
 11/09/12

PRELIM. PUD SITE LAYOUT

**LSSI - FOX HILL SENIOR LIVING**

60 UNIT APARTMENT  
 CRYSTAL LAKE, IL

Project Number	Date	Drn.	Appd.	OWNER	ARCHITECT
10-9030	1/06/12	JD	RGB		
				CONTRACTOR	BONDING CO.

Tyson and Billy Architects, P.C.

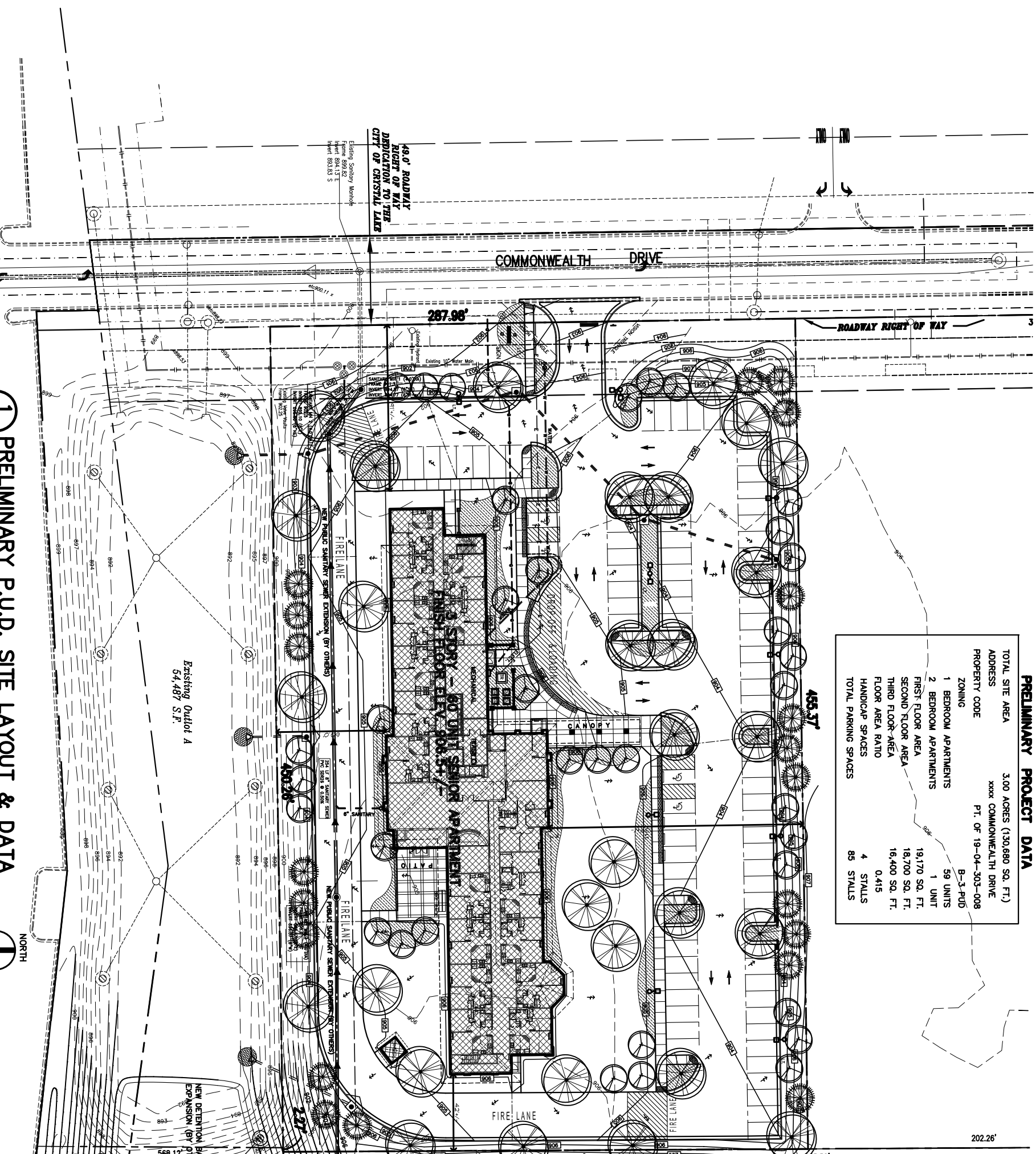
4000 Morsay Drive  
 Rockford, IL 61107  
 (815) 229-8222  
 FAX (815) 229-8218

www.tysonandbilly.com

Sheet No:  
**PUD-4**  
 of 2 sheets

**PRELIMINARY PROJECT DATA**

TOTAL SITE AREA	3.00 ACRES (130,680 SQ. FT.)
ADDRESS	xxxx COMMONWEALTH DRIVE
PROPERTY CODE	PT. OF 19-04-303-008
ZONING	B-3-PUD
1 BEDROOM APARTMENTS	59 UNITS
2 BEDROOM APARTMENTS	1 UNIT
FIRST FLOOR AREA	19,170 SQ. FT.
SECOND FLOOR AREA	18,700 SQ. FT.
THIRD FLOOR AREA	16,400 SQ. FT.
FLOOR AREA RATIO	0.415
HANDICAP SPACES	4 STALLS
TOTAL PARKING SPACES	85 STALLS



**PLANT LEGEND**

	DECIDUOUS SHADE TREE		DECIDUOUS ORNAMENTAL TREE
	CONIFER TREE		SHRUB &/OR PERENNIAL PLANTING BED

**1 PRELIMINARY P.U.D. SITE LAYOUT & DATA**  
SCALE 1" = 60'

PROGRESS PRINT  
FOR CONSTRUCTION  
11/06/12

PRELIM. PUD SITE LAYOUT	
Sheet No:	PUD-1
Rev. Date:	
Of 2 Sheets	

<b>LSSI - FOX HILL SENIOR LIVING</b>			
60 UNIT APARTMENT CRYSTAL LAKE, IL			
Project Number	Date	Drn.	Appd.
10-9030	1/06/12	JD	RGB

OWNER	ARCHITECT
CONTRACTOR	BONDING CO.

**Tyson and Billy Architects, P.C.**  
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