

George V. Kisiel, AIA, AICP

OKRENT KISIEL ASSOCIATES, INC.

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Credentials

Licensed Architect & Certified Planner

39 Years Experience

Accepted as Expert in Planning and Zoning Matters
in Courts of Cook, DuPage, Lake, and Will Counties

Appear Regularly before Administrative Review
Boards Throughout the Region

BArch UIC • MUPP UIC

Presentation Outline

Proposed Use

Land Use Context

Land Use Impacts

Economic Impacts

Need

Planning Context

Zoning Context

Standards Evaluation

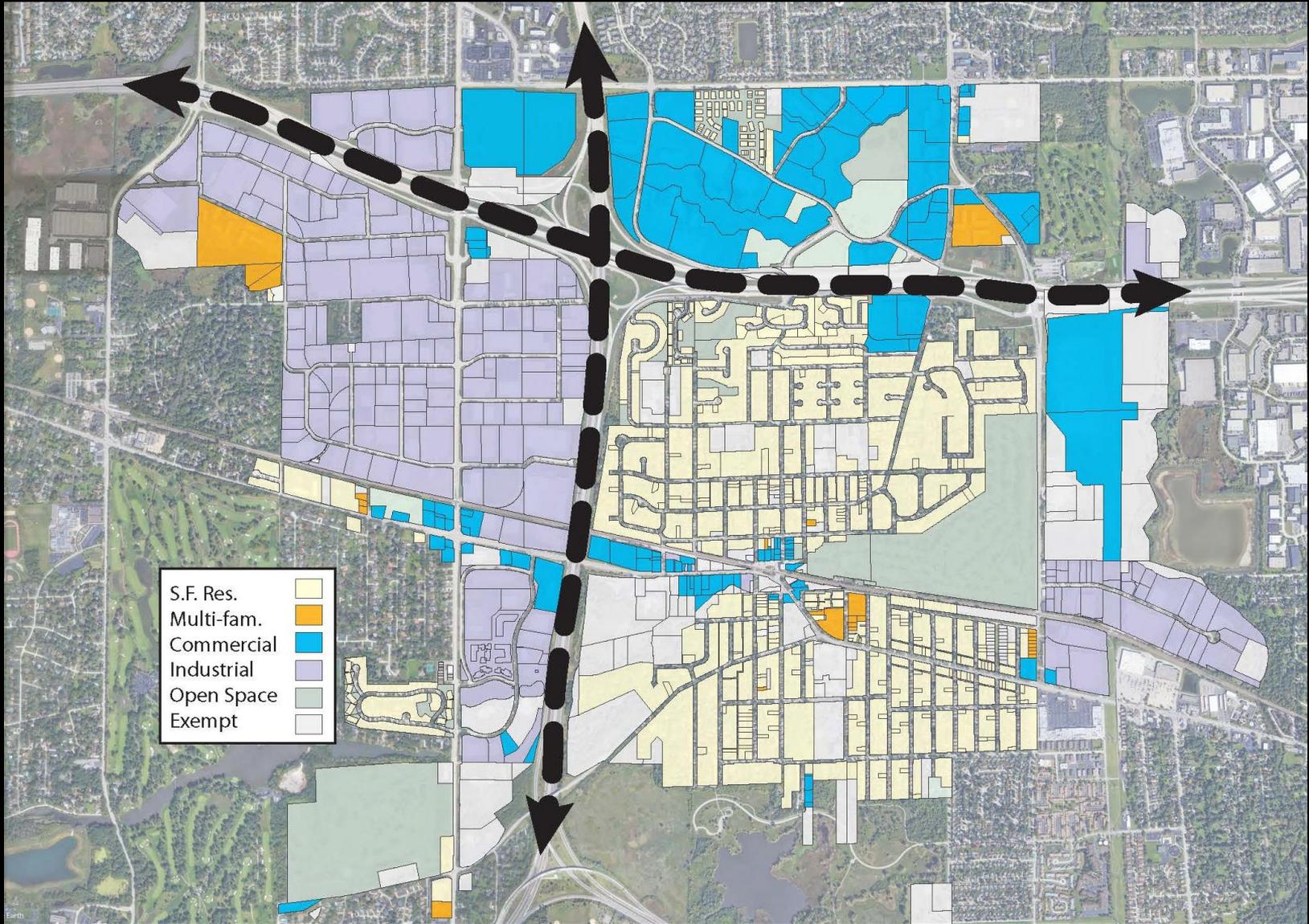
Proposed Use

Not-for Profit Healthcare Facility
For Substance Use Disorders

240 beds: 96 treatment/144 recovery home
Outpatient Services

Adaptive Re-Use of a former hotel
No substantial exterior alterations

Land Use Context



Land Use Context



Land Use Context



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Land Use Impacts

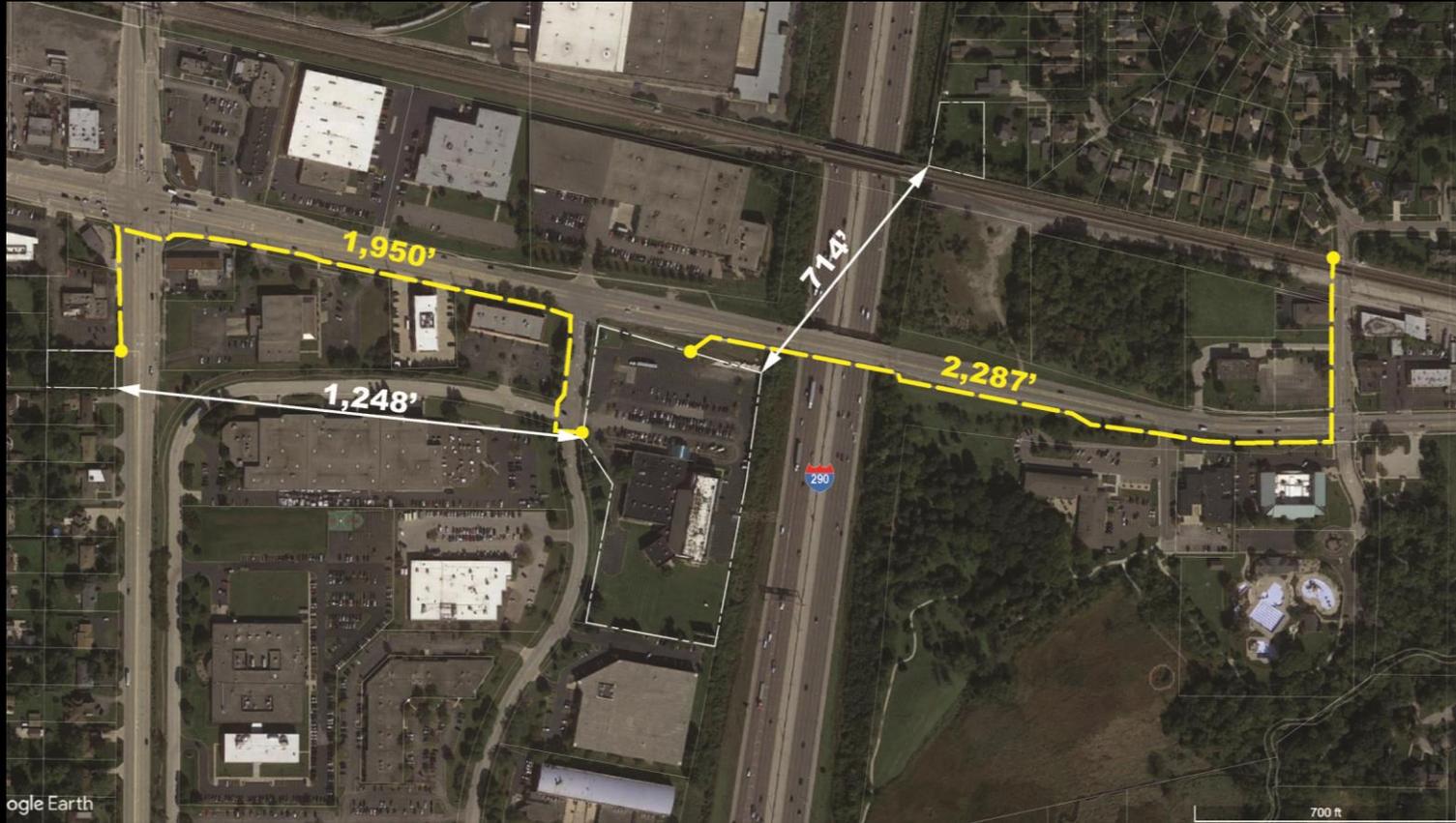
- Adaptive Re-Use of existing structure
- No expansion or increase in usable floor area

Comparative Analysis with respect to Prior Use

Land Use Impacts similar

- Hours of operation
- Traffic generation
- Parking demand
- Noise, odor, vibration, particulate matter
- Threat of explosion, fire, toxic release

Land Use Impacts



Distance from Residential

Economic Impacts

Revenue Generation

Property Tax Impact

Municipal Services

Schools, Police, Fire & EMS Costs

Economic Impacts

Property Tax Impact

Itasca Tax Base

Not-for-Profit Owner

Prior use generated $\pm 178k$

Other Development Opportunities

Elgin-O'Hare Expressway

New Interchanges

Economic Impacts

Schools, Police, Fire & EMS Incremental Cost

No Children = No Schools Cost

Police/Fire /EMS Polaris & Gruen Reports

Need

U.S. Dept. of Health & Human Services
Substance Abuse & Mental Health
Services Administration
(SAMHSA)
Report Statistics
National Survey on Drug Use & Health
(NSDUH)

Need

National Survey on Drug Use & Health (NSDUH)

The National Survey on Drug Use and Health (NSDUH) provides up-to-date information on tobacco, alcohol, and drug use, mental health and other health-related issues in the United States.

NSDUH began in 1971 and is conducted every year in all 50 states and the District of Columbia. This year almost 70,000 people will be interviewed for this important study.

Information from NSDUH is used to support prevention and treatment programs, monitor substance use trends, estimate the need for treatment and inform public health policy.

Need

National Survey on Drug Use & Health (NSDUH): 2018 Detailed Tables

What % of a Population is in Need of SUD Treatment?

What % of that Population that Needs Treatment,
Actually Seeks Treatment

What % of that Population Seeking Treatment Seeks
Treatment in an Inpatient Facility

Need

What % of a Population is in Need of SUD Treatment?

Table 5.38B: Classified as Needing Substance Use Treatment and Receipt of Substance Use Treatment at a Specialty Facility in Past Year

8.2% in Need of SUD Treatment (Tx)

What % that Needs Treatment, Actually Seeks Treatment

Table 5.38B: Classified as Needing Substance Use Treatment and Receipt of Substance Use Treatment at a Specialty Facility in Past Year

11.2% in Need of SUD Tx Received Tx

Table 5.39B: Perceived Need for Substance Use Treatment and Whether Made an Effort to Get Treatment in Past Year

2.2% in Need of SUD Tx, Sought but Did Not Receive Tx

13.4% In Need and Seeking Treatment

Need

What % of that Population Seeking Treatment Seeks
Treatment in an Inpatient Facility

Table 5.27B: Locations Received Substance Use Treatment in Past Year

75.2% in Need of SUD Tx Who Sought Tx
Sought Treatment in an Inpatient Setting

Apply These Factors to 18 and Over Populations

State of Illinois

DuPage County

10 Mile Radius of Subject Property

Need

Inventory of Existing Facilities: State of Illinois
2017 State Profile — Illinois National Survey of Substance
Abuse Treatment Services (N-SSATS)
3,141 Designated Beds in Illinois

Inventory of Existing Facilities: DuPage/10 Mile Radius
Illinois Department of Human Services/Division of
Substance Use Prevention and Recovery (SUPR)
94 Beds DuPage County

**179 Treatment Beds & 8 Recovery Home Beds
Within a 10 Mile Radius**

Need

State of Illinois Summary

Adult Population: ± 8.9 Million

NSDUH says 8.2% of Pop \geq Age 18 Need SUD Treatment

Over 806,000 In Need of Treatment

Only 13.4% of Those Needing Treatment Seek Treatment

75.2% Seek Inpatient Treatment

Over 81,000 Seeking Inpatient Treatment Annually

With an Average Stay of 28 Days, 1 Treatment Bed

Can Service 12 Patients per year

Requires over 6,700 Beds

Illinois Total Inventory is $\pm 3,150$ Beds

Need

DuPage County Summary

Adult Population: \pm 715,000

Over 58,000 In Need of Treatment

Over 5,900 Seeking Inpatient Treatment Annually

Requires over 490 Beds

DuPage Total Inventory is 94 Beds

Need

DuPage County Summary

Opioid Overdose Epidemic

450,000 lives in the United States since 2000

2015 to 2019

Illinois Lost Over 9,795 Lives to Opioid O.D.

DuPage had 435 Opioid Related Deaths

Need

Why Itasca?

Local Need Summary

Itasca & Adjacent Municipalities

Adult Population: $\pm 180,000$

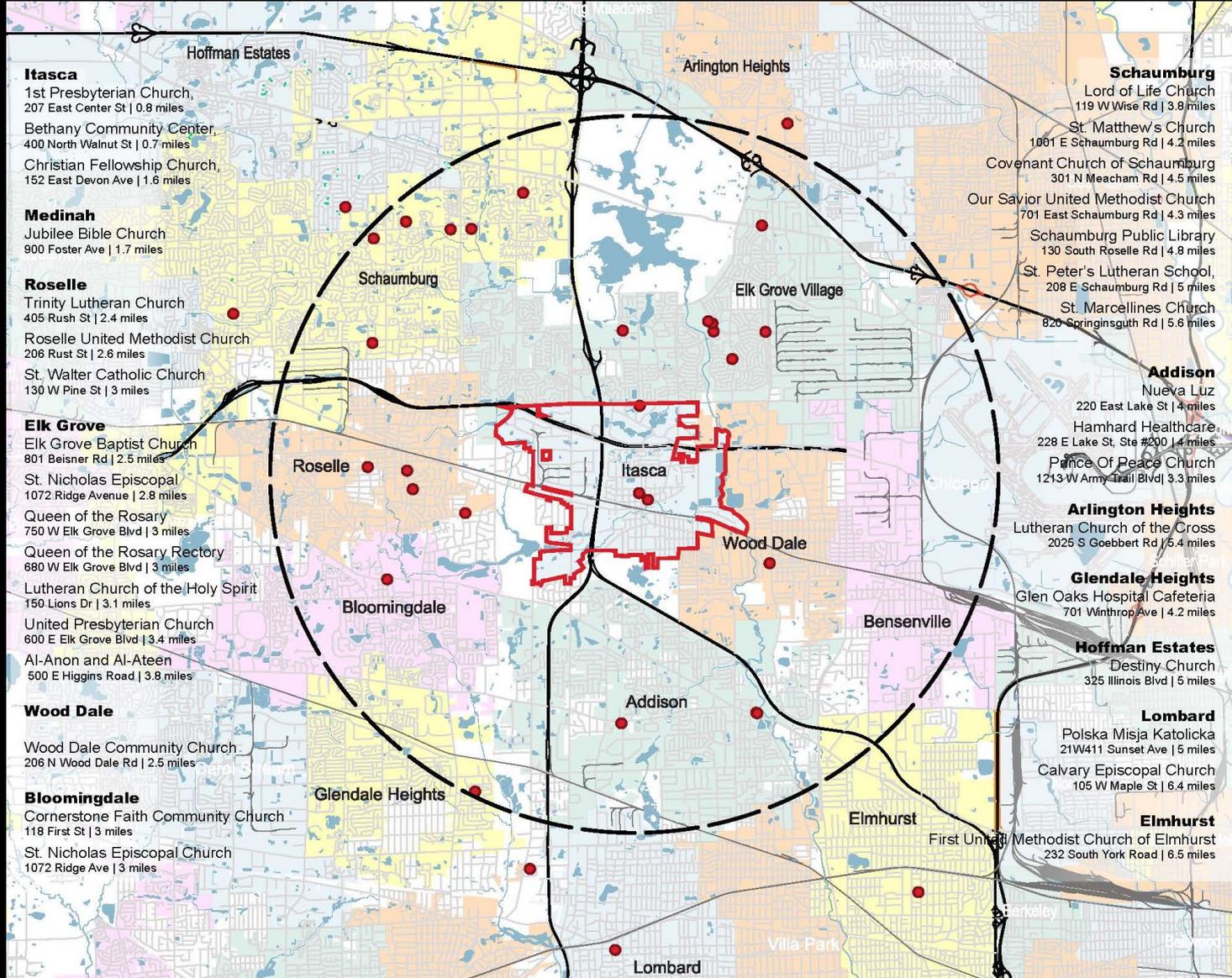
Over 14,600 In Need of Treatment

25 AA/1 NA Meetings within 5 Miles

3 Sites in Itasca

Additional 3AA/3NA

Need



Need

10 Mile Radius Summary

(Inpatient Treatment Beds)

Adult Population: $\pm 902,890$

Over 74,000 In Need of Treatment

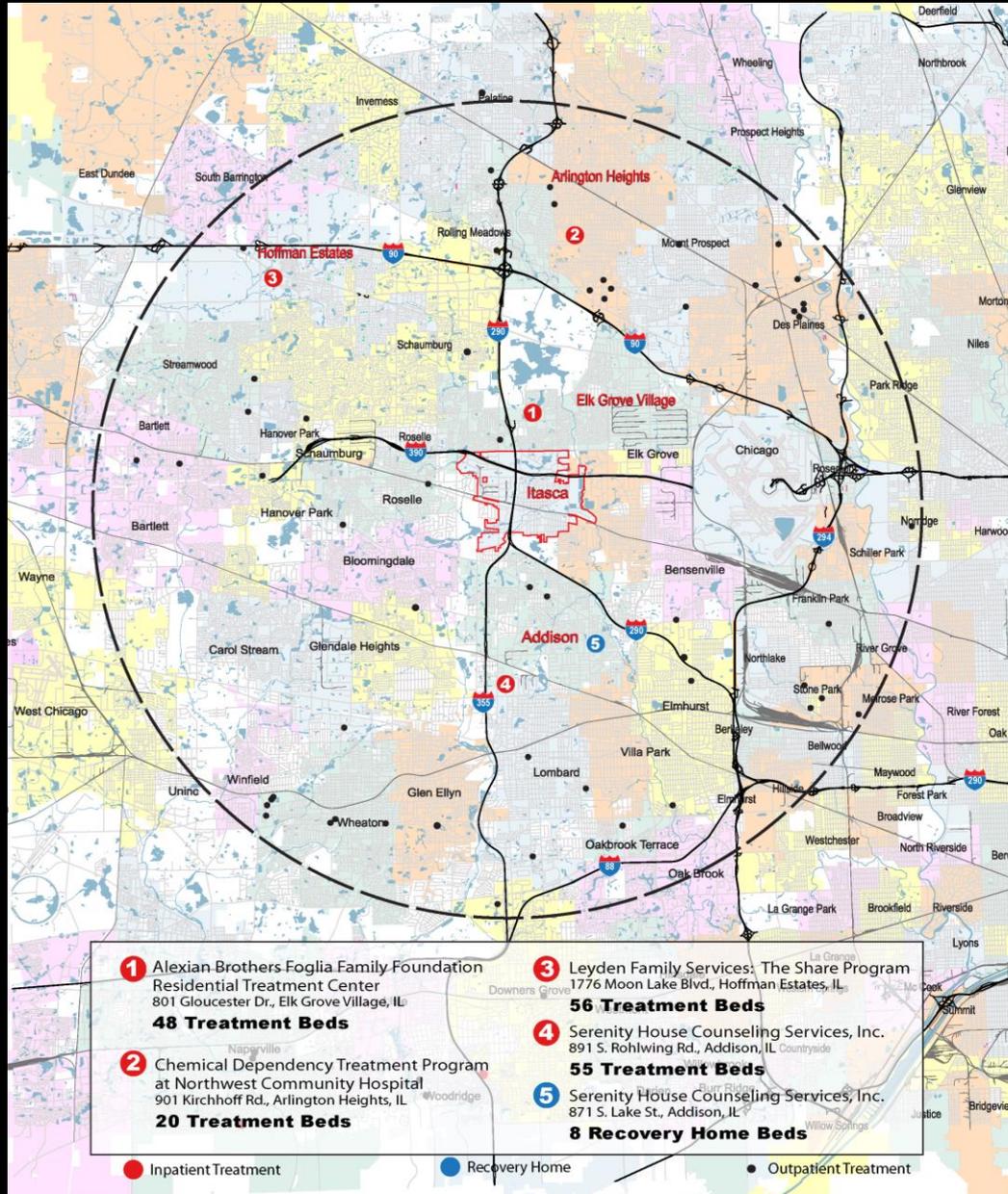
Over 7,460 Seeking Inpatient Treatment Annually

Requires over 621 Beds

10 Mi. Radius Total Inventory is 179 Treatment Beds

442 Bed Deficit

Need



Need

10 Mile Radius Summary

(Recovery Home Beds)

Adult Population: $\pm 902,890$

Over 74,000 In Need of Treatment

7,460 Seeking Recovery Homes Annually

Avg 3 Month Stay = 1 bed serves 4 per year

Requires over 1,865 Beds

10 Mi. Radius Total Inventory is 8 Recovery Home Beds

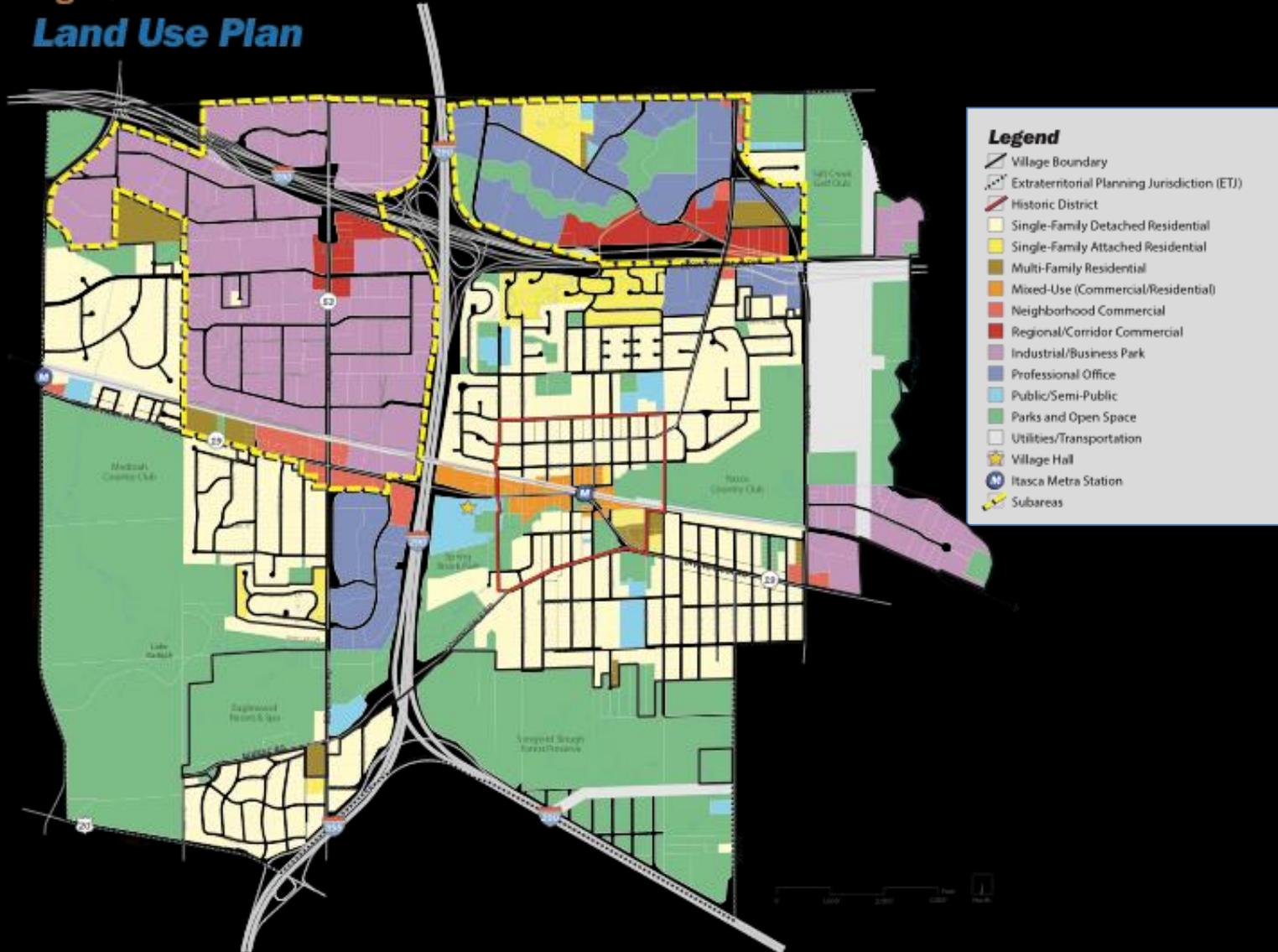
1,857 Bed Deficit

Planning Context

- Village Comprehensive Plan approved - 2015
- Land Use Plan heavily influenced by existing development
- General Land Use Plan shows Neighborhood Commercial

Planning Context

Figure 4
Land Use Plan



Planning Context

Figure 6
Business Areas Plan



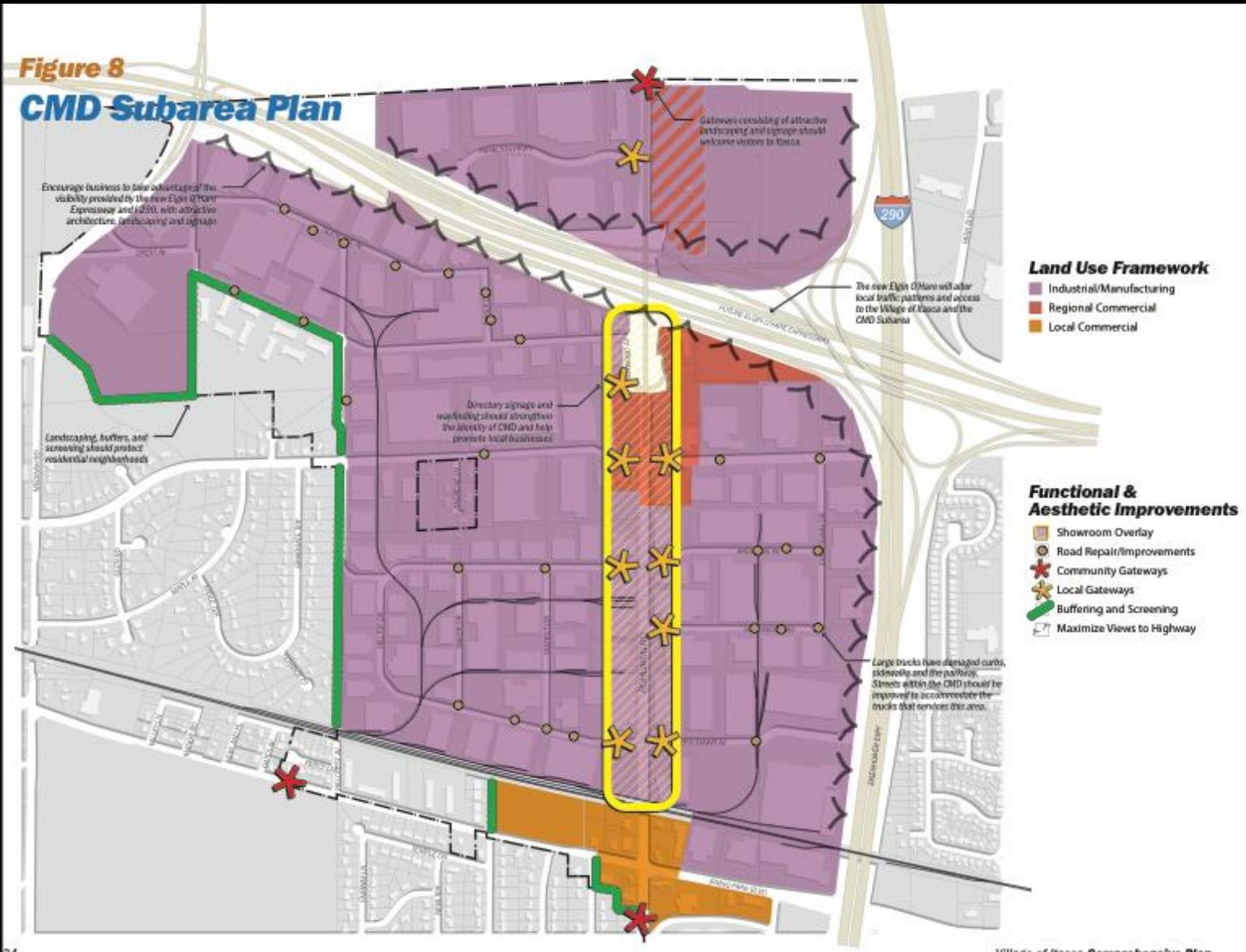
Legend

- Village Boundary
- Extraterritorial Planning Jurisdiction (ETJ)
- Historic District
- Mixed-Use (Commercial/Residential)
- Neighborhood Commercial
- Regional/Corridor Commercial
- Encourage Showroom and/or Explore Commercial Redevelopment
- Industrial/Business Park
- Professional Office
- Village Hall
- Itasca Metra Station

Planning Context

- Business Area Plan shows Regional Commercial
- No surprise as existing uses are a mix of neighborhood and regional
- Overall, land uses for the area are shown as non-residential/commercial uses

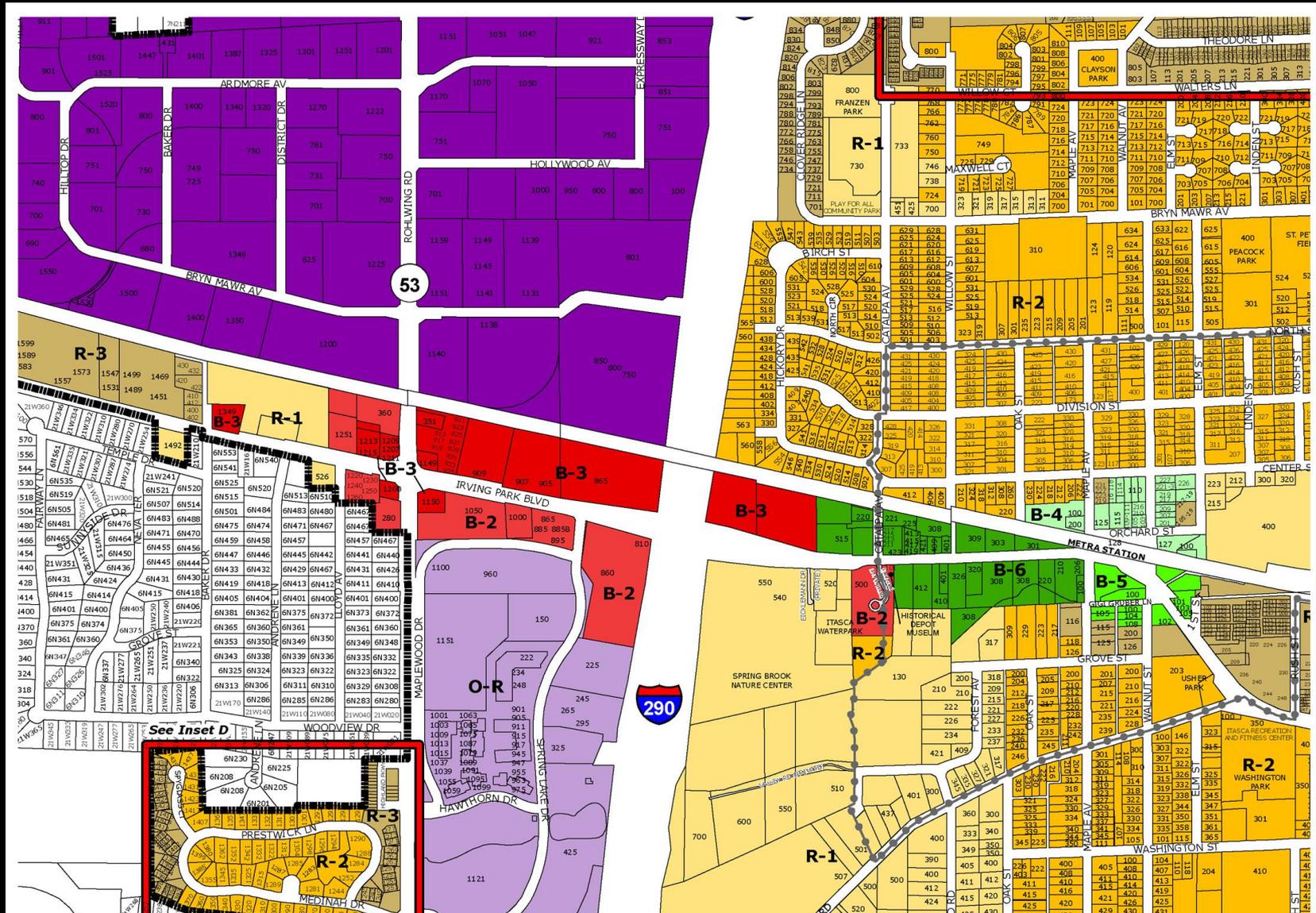
Planning Context



Planning Context

- Detailed Area Plan is mute on subject property
- Site is not well suited for types of uses described/
contemplated/wished for
 - Good visibility but poor access from expressway
 - Limited traffic on Irving Park
 - No direct access from Irving Park
 - Wrong site configuration (deep v. wide)
 - Existing structure would need to be demolished

Zoning Context



Zoning Context

- Similar to Comp Plan, Zoning Map heavily influenced by existing development patterns
- Staff determination of Special Use/Mixed Use Planned Development (PD)
- Special Use is appropriate, Planned Development is not
 - PD typically new developments, not adaptive re-use of existing structure
 - Single building/no subdivision
 - No public dedication (roads, open space)
 - Healthcare facility, not a mix of residential/healthcare
- Meets all standards of B-2 except height and setback which are basically “grandfathered” with no expansion or exterior changes other than enhanced landscaping

Standards Evaluation

Special Use Standards

§14.11(4) Standards

Planned Development Standards

§14.12(7) Standards

Site Plan Review

§14.13(7) Standards for Class I Site Plan Review

Standards Evaluation

- a. is deemed necessary for the public convenience at the location;*
- SUDs are a significant threat to public health, safety & welfare
 - In general, State and County facilities overwhelmed by need
 - 435 Opioid-related deaths in DuPage County 2015-2019
 - Local need evidenced by AA/NA meetings within 5 mi.
 - 10 mi. radius analysis reveals a deficit of more than 442 inpatient beds and 1857 recovery home beds

Standards Evaluation

b. is so designed, located and proposed to be operated such that the public health, safety and welfare will be protected;

- Proposed use is located in a commercially zoned and developed location that is remote and separated from any uses that could be seen as incompatible
- It will not generate excessive noise, smoke, odor or vibration nor does it present any risk of fire, contamination, or explosion such that it would affect nearby development
- Will not create traffic congestion or any roadway safety issues and adequate parking facilities exist on site so as to cause no off-site impacts

Standards Evaluation

- b. is so designed, located and proposed to be operated such that the public health, safety and welfare will be protected;*
- The proposed use will require police, fire and EMS services, the demand estimated in the Polaris Report will not require additional manpower or equipment and will have negligible impact on overall service capacity for the community at large
 - The applicant – Haymarket– is an experienced operator of SUD treatment facilities, especially a large facility
 - The existing hotel structure’s layout and configuration is easily converted to the proposed use and will comply with all state and local regulations

Standards Evaluation

c. *will not cause substantial injury to the value of other property in the neighborhood in which it is located;*

- Nothing from a land use perspective that would cause issues
- Appraiser's report illustrates no negative impact

...and has been recommended by the Plan Commission and approved by the President and the Board of Trustees, and conforms, except in the case of a planned development, to the applicable regulations of the district in which it is located

- Adaptive re-use of an existing structure that conforms to all underlying B-2 zoning standards except height and side yard which are existing, non-conforming and allowed to continue

Standards Evaluation

Planned Development Standards

§14.12 Planned Developments

- Proposal is an Adaptive Re-Use of an Existing Building
- PD Standards Address Issues for Multi-Building Developments where Land is Subdivided
- Many of the Standards are Inapplicable to the Adaptive Re-Use of an Existing Building

Standards Evaluation

Planned Development Standards

§14.12(7) Standards

- a. General Standards*
- b. Residential Standards*
- c. Cluster Subdivisions*
- d. Business Standards*
- e. Variations of Minimum Requirements*

Standards Evaluation

14.12(7)(a) General

(1) The uses permitted by such exceptions as may be requested or recommended are necessary or desirable and appropriate to the purpose of the development.

- Exceptions for Height and West Side Setback
- Purpose is to provide services for a segment of the population suffering disabilities from substance use disorder and addiction
- The existing structure is easily adaptable to the proposed use and provides significant efficiencies in terms of time and cost compared to constructing a new facility on vacant land

Standards Evaluation

14.12(7)(a) General

- (1) *The uses permitted by such exceptions as may be requested or recommended are necessary or desirable and appropriate to the purpose of the development.*
- Without the granting of these exceptions the applicant would have to demolish significant portions of the structure at considerable expense, eliminating any efficiencies or cost savings and rendering the existing structure far less desirable in terms of capacity and arrangement
 - Both exceptions “grandfathered” existing conditions and necessary to support the proposed uses – without them, required demolition renders the project infeasible

Standards Evaluation

14.12(7)(a) General

(2) The uses permitted in such development are not of such nature or so located as to exercise an undue detrimental influence or effect upon the surrounding neighborhood.

- The proposed special use – a not-for-profit healthcare facility – is an adaptive re-use of a vacant commercial structure in a commercially zoned and developed location
- Location is remote and separated from any uses that could be seen as incompatible
- It is an institutional use that in general is compatible with commercial development.

Standards Evaluation

14.12(7)(a) General

(2) The uses permitted in such development are not of such nature or so located as to exercise an undue detrimental influence or effect upon the surrounding neighborhood.

- It will not generate excessive noise, smoke, odor or vibration nor does it present any risk of fire, contamination, or explosion such that it would affect nearby development
- According to the study produced by KLOA, the proposed use will not create traffic congestion or any roadway safety issues and adequate parking facilities exist on site so as to cause no off-site impacts

Standards Evaluation

14.12(7)(a) General

(4) That all minimum requirements pertaining to commercial, residential, institutional, or other uses established in the planned development shall be subject to the requirements for each individual classification as established elsewhere in this Ordinance, except as may be specifically varied in the Ordinance granting and establishing a planned development use.

- This standard pertains to mixed use developments
- Proposal satisfies all requirements for Village-defined uses including residential density and parking and all other general zoning requirements

Standards Evaluation

14.12(7)(a) General

(6) That any bulk exceptions shall be solely for the purpose of promoting an integrated site plan more beneficial to the residents or occupants of such development as well as neighboring property, that would be obtained under the bulk regulations of this Ordinance for building developed on separate zoning lots.

- This standard evaluates the attributes of multi-building developments where an integrated site plan could provide benefits to both the project and neighboring properties over the same program on separate zoning lots.
- Not a multi-building development – an adaptive re-use of an existing structure on a single lot.

Standards Evaluation

14.12(7)(a) General

(7) Architectural Consistency. The architectural style and features established for an approved planned development shall be maintained throughout the entire project unless otherwise recommended by the Plan Commission and approved by the Village Board.

- Pertains to multi-building developments where a consistency of architectural style from building to building and throughout the project is desired.
- Not a multi-building development – an adaptive re-use of an existing structure on a single lot.

Standards Evaluation

14.12(7)(b) Residential (1)–(4)

(1) Residential density for a planned development shall not be greater than the recommended density as shown in the Zoning Ordinance for the Village, nor shall any lot to be used for residential purpose be less in area or dimension than that required by the district ...”

- Staff indicates that the 144 recovery home rooms are similar to lodging rooms
- 240 treatment and recovery home rooms are less than 2/3 (63%) of the maximum allowed and complies with this standard according to Staff interpretation

Standards Evaluation

14.12(7)(b) Residential (1)–(4)

(2) Business uses may be included as part of a planned residential development when the Plan Commission finds that such business uses are beneficial to the overall planned development and will not be injurious to adjacent or neighboring properties.

- Staff indicates the outpatient services are a business use.
- The proposed outpatient clinic use is beneficial to the overall planned development as it supports its health care purpose and is not injurious to neighboring properties.

Standards Evaluation

14.12(7)(b) Residential (1)–(4)

(3) The open areas provided in the part of the planned development containing only residential buildings shall be preserved over the life of the planned development for use only by the residents of the planned development or dedicated to a local government.

- This standard pertains to situations where open space is dedicated for the benefit of residential portions of multi-building planned developments
- The proposed development is an adaptive re-use of a single existing vacant commercial structure therefore this standard is inapplicable

Standards Evaluation

14.12(7)(b) Residential (1)–(4)

(4) For that part of a planned development devoted to residential uses, the Plan Commission may recommend and the Village Board of Trustees may approve, access to a dwelling by a driveway or pedestrian walk easement, and spacing between buildings of lesser width or depth than required by district regulations for the district in which the planned development is located, provided: (a)-(c)

- Pertains to multi-building residential developments where the spacing between building, driveway widths or pedestrian easements may be reduced
- As the proposed development is an adaptive re-use of a single existing vacant commercial structure, standards 4(a), 4(b), and 4(c) are inapplicable

Standards Evaluation

14.12(7)(b) Residential (1)–(4)

(4) For that part of a planned development devoted to residential uses, the Plan Commission may recommend and the Village Board of Trustees may approve, access to a dwelling by a driveway or pedestrian walk easement, and spacing between buildings of lesser width or depth than required by district regulations for the district in which the planned development is located, provided: (a)-(c)

- **Nonetheless, with respect to 4(c), the existing structure on the site complies with all applicable perimeter setbacks except the west setback (36.7') which is 75% of the required setback and adequate to protect neighboring properties with the nearest building 314 feet from the existing structure's west elevation**

Standards Evaluation

14.12(7)(d) Business (1)–(6)

- 1) *All buildings shall be set back not less than fifty (50) feet from all street rights-of-way lines bounding the site; and set back forty (40) feet from any residentially zoned land.*
 - Existing building is setback ± 282.84 feet from Irving Park Road and ± 78.1 feet on the east adjacent to I-290 and there is no adjacent residentially zoned land
- 2) *Required off-street parking spaces shall be provided in accordance with Section 12.00 of this Ordinance and set back not less than twenty-five (25) feet from any residentially zoned land.*
 - Off-street parking meets the standards of the zoning ordinance and there is no adjacent residentially zoned land

Standards Evaluation

14.12(7)(d)Business (1)–(6)

(3) All walks within the planned development shall be paved with a hard surfaced material meeting the specification of the Village.

- All existing walks within the subject property are paved and comply with Village specification

(4) Any part of the planned development not used for buildings, loading and access ways, shall be attractively landscaped with grass, trees, shrubs, or pedestrian walkways, according to a landscape plan, as approved by the Plan Commission;

- All areas not covered by buildings, loading, and access ways are landscaped as shown in the landscape plans submitted and comply with current ordinance standards

Standards Evaluation

14.12(7)(d)Business (1)–(6)

(5) The overall floor area ratio for the Planned Development shall not exceed by more than twenty (20) percent the maximum floor area ratio which would be determined on the basis of the amount required for the individual uses in such Planned Development as stipulated in each district.

- Floor Area Ratio (F.A.R.) of the existing structure is 0.36 which is less than the maximum 0.6 allowed in the B-2 District.

(6) The buildings in the planned development shall be planned and designed as a unified and single project.

- The proposed development is an adaptive re-use of a single vacant commercial structure

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

1) Wherever the applicant proposes to provide and set out, by platting, deeding, dedication, restriction, or covenant, any land or space separate from single-family or multi-family residential districts to be used for parks, playgrounds, commons, greenways or open areas, the Plan Commission ... may vary the applicable minimum requirements of the subdivision regulations and the zoning ordinance ... (a) – (l)

- As there will be no platting, deeding, dedication, restriction, or covenant of any land or space separate from single-family or multi-family residential districts to be used for parks, playgrounds, commons, greenways or open areas, this standard is inapplicable

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

1) Wherever the applicant proposes to provide and set out, by platting, deeding, dedication, restriction, or covenant, any land or space separate from single-family or multi-family residential districts to be used for parks, playgrounds, commons, greenways or open areas, the Plan Commission ... may vary the applicable minimum requirements of the subdivision regulations and the zoning ordinance ... (a) – (l)

- Nonetheless, the existing structure complies with all provisions of the B-2 zoning district classification except for those building height (e) and side yard setback requirements (c) that are “grandfathered”

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

2) *Business*

(a) Business uses shall be as prescribed by the Plan Commission.

- Staff indicates the outpatient services component of the proposal as a business use which is permitted as a Special Use in the B-2 District

(b) All business shall be conducted and material shall be stored within a completed enclosed building.

- The outpatient clinic and all other components will be conducted inside the existing structure with no outside material storage

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

(c) Not more than twenty-five (25) percent of the lot area shall be covered by buildings or structures.

- The existing structure occupies only 17% of the lot area which is less than the 25% maximum

(d) Not less than fifteen (15) percent of the lot shall be provided or landscaping and open space purposes.

- 33% of the lot is covered with landscaping which is more than the 15% minimum requirement

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

(e) No building shall be more than sixty-five (65) feet in height.

- The existing structure is 51.6 feet tall which is less than the 65 foot maximum

(f) No dwelling shall be permitted on the ground floor in a planned business development.

- No dwelling units are proposed for the development

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

(g) Off-street parking and loading shall be provided and maintained on the same lot in accordance with Section 12.00 of this Ordinance unless the Plan Commission recommends and the Village Board requires additional off-street parking and loading space.

- **As indicated earlier, parking complies with ordinance standards**

(h) Service and loading and unloading facilities shall be provided as recommended and approved by the Plan Commission;

- **Existing loading facilities meet ordinance standards**

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

(i) No building shall be located nearer than fifty (50) feet to any right-of-way line or forty (40) feet to any residentially zoned land.

- **As indicated earlier, this standard is met**

(j) Business developments shall be adequately screened by fencing or landscaping or both along the boundaries of adjacent residential, public open spaces, schools, churches, or other similar uses.

- **There are no adjacent residential, public open spaces, schools, churches, or other similar uses**

Standards Evaluation

14.12(7)(e) Variation of Minimum Requirements (1)–(3)

(k) Outside lighting shall be so designed and placed so as not to be disturbing to adjacent residential areas.

- There are no nearby or adjacent residential uses and lighting will be designed to ordinance standards

(l) Signs shall comply with the regulations in Section 13.00 and Ordinance No. 165-61.

- Signage will comply with ordinance standards

Standards Evaluation

14.13 Site Plan Approval

(7) In reviewing and evaluating Class I site plans, the Plan Commission, Village Board, and Zoning Administrator shall consider those factors listed below which it determines to be applicable to a given plan. These standards are guidelines to enable new development, redevelopment and major alterations to further the Village's long term goals. Variations from these standards may be allowed by the Village Board.

- The proposed development is an adaptive re-use of an existing structure with no exterior alterations other than enhanced landscaping and does not constitute *new development, redevelopment and major alterations*
- The existing site plan and additional landscaping comply with the standards contained in §14.13(7)(a) – (i) when applicable

Conclusions

- Complies with standards for Special Use and PDs
- Compatible with surrounding Land Use pattern
- Removed and buffered from Single-Family Residential
- Compatible with Comprehensive Plan concepts
- Serves Public Need in specific location
- While some impact on public services expected, the impact will not be significant and does not justify discrimination against a protected class of disabled citizens