

## MEMORANDUM

TO: Maxxam Partners, LLC

FROM: The Lannert Group, Inc.

DATE: August 12, 2015

**SUBJECT: SPECIAL USE PETITION-PROPOSED ALCOHOLISM AND  
SUBSTANCE ABUSE TREATMENT FACILITY**

### INTRODUCTION

The Lannert Group was retained by Maxxam Partners, LLC to undertake an independent analysis to determine if the Special Use of the proposed alcoholism and substance abuse treatment facility will “impede the normal and orderly development and improvement of surrounding property for uses permitted in the district”.

This memorandum addresses the specifics of Section 4.8-2 (C) of the Kane County Zoning Ordinance as stated above. The Subject Site is located at 41W400 Silver Glen Road in Unincorporated Kane County, formerly operated as the Glenwood Academy for Boys. The Lannert Group provided planning, landscape architecture, and expert witness testimony at the original entitlement hearings.

The methodology used to evaluate the effect of the proposed alcoholism and substance abuse treatment facility on the adjacent properties and surrounding area included the following.

1. Review of reports and documentation prepared by the other consultants.
2. Gathering and review of the jurisdictional authority’s, plans, and ordinances.
3. Obtaining an aerial photograph of the site.
4. Preparation of an exhibit reflecting the information gathered.
5. Field reconnaissance of the area to verify existing conditions.
6. Prepare a Memorandum to summarize the findings.

The Aerial Photograph Exhibit was prepared to clearly and precisely convey the context of the property within the surrounding area. The aerial photograph was obtained from Google Earth, flown April 2, 2013.

The true scale of the Exhibit is 1”=800’; and North is to the top. The Subject Site is outlined in yellow, and shaded in green, for reference. A one and one-half mile study area was determined to include sufficient area (4,523 acres) to evaluate impact. The information gathered from the jurisdictions was graphically shown. The Village of Campton Hills is outlined and shaded in orange. The City of Elgin is outlined and shaded in blue. Unincorporated Kane County retains the base aerial background. In addition to the corporate limits, major roadways and zoning district boundary lines were depicted. The purpose of the completed exhibit is to provide context and clarity in order to evaluate opportunities or constraints that exist or could occur as a result of the granting of the Special Use.

## EXECUTIVE SUMMARY

Based on our analysis and findings, it is the opinion of the Lannert Group that the proposed classification (“Hospital, Nursing and Convalescent Home” and text allowing “other uses similar to those permitted herein as special uses”) satisfies the Special Use requirements and will not impede the normal and orderly development and improvement of surrounding property for uses permitted in the district.

- ❖ The existing corporate limits of the surrounding communities (the Village of Campton Hills and City of Elgin), control the future development of the area.
- ❖ Established uses in the area and permitted rights of the underlying zoning (by jurisdiction), dictate future development.
- ❖ The historical open space policies of the jurisdictions, the existing open space commitments on site, and the Forest Preserve holdings, prevent any transitional impact on adjacent properties.
- ❖ The self-contained, inward orientation of the existing facility, will not effect future development.
- ❖ “Hospital, Nursing and Convalescent Home” with the text allowing “other uses similar to those permitted herein as special uses” is an appropriate classification for the proposed Special Use in the Farming District.

## DEVELOPMENT TRENDS

An analysis of the potential future development of the site and surrounding area needs to be reviewed within the context of the jurisdictional boundaries of the neighboring communities. The one and one-half mile study area (shown on Exhibit 1) provides this opportunity. The initial overview of the aerial appears to indicate that the agriculture and open space existing uses are the established trends in the area. While this fact exists presently, and could remain over time, it does not establish the character of the future trend of development in the area. The corporate limit lines shown on the plan will dictate the future uses in the area. Corporate limits shift the land use control from the County to the municipalities.

The corporate limits of the adjacent communities control future development. As shown, the Village of Campton Hills (outlined and shaded in orange) controls the majority of land in the area (48.3%). A small portion of the proposed Special Use Petition is contiguous to the corporate limits of the Village of Campton Hills. The corporate limits of the City of Elgin are outlined and shaded in blue and account for 11.9% of the area. These corporate limits generally surround the site on the north, south, and west. The boundary of the site is surrounded by the Forest Preserve District of Kane County (shaded in green, 522 acres), 246 acres of which are part of the unincorporated land within the County that comprises 37.2% of the area studied. With the exception of the County Forest Preserve adjacent to the site, most of the unincorporated County land exists at the outer edges of the study area and will not affect the future development in proximity of the subject site. In conclusion, the effect of the County’s granting of this special use will not (cannot) limit possible future development in the area.

## PERMITTED USES

The established uses in the area and the permitted underlying zoning categories have limited, to the greatest extent, any potential effect of the proposed special use on surrounding properties. Both the Marous & Company, and Poletti Associates studies evaluate, through specific analysis, the suitability of the proposed alcoholism and substance abuse treatment facility. Land use compatibility exists through adjacent zoning and reinforces the suitability of their opinions. A focused review of the underlying existing zoning within the corporate limits of Elgin identifies definitive open space buffers surrounding the site. The PCF (Public Community Facilities) District created, as part of the entitlements for the annexation buffers, this proposed special use site (north, south, and west). The result of this land use authority protects both the existing property (now vacant) and future development in the area.

The intent of the zoned buffers in the city complements the existing natural features on the periphery of the special use property. The interface between zoning classifications and the on-site protected areas (soils, drainage, and vegetation) of the proposed special use insure on and off-site transitional compatibility. Permitted rights have established the trend and character of development in the adjacent and surrounding area.

## OPEN SPACE

Kane County Land Resource Management Plans have been focused on issues that address County priorities. The previous 2020 plan highlighted the value of open space and protection of agriculture. The current 2040 plan focuses on healthy living and quality of life and wellness. The existing campus environment supports these goals and objectives.

The value and protection of open space and agricultural land uses have long been, and continue to be, a guiding principal in Kane County. The previous Kane County Land Resource Management Plan specifically identified protection of open space and prime farm land. This goal was implemented through the corridor concept. The current Kane County Land Resource Management Plan focuses on healthy living as a result of protecting prime farm land and open spaces. Additionally the plan generally seeks to direct future development inwardly towards infill, rather than encouraging leap frog development scattered through the County. In addition to the County policies, the Village of Campton Hills also encourages protection of natural features (vegetation, soils, and drainage) through their policies, ordinances and regulations. As a specific example, the zoning classifications in the Village of Campton Hills promotes large lot sizes in an attempt to create open space on each home-site (lot) and perpetuate the rural atmosphere of the Village. The Meissner Prairie-Corron Forest Preserve blends successfully with the Village's goals while implementing historic County open land commitments. Finally as a commitment and protection of open space in the area, this special use site itself protects open space. The protection is achieved in large measure as a result of the non-developable area reserved for the private utility system (land application). As described in the report by Schaeffer & Roland, Inc., this fully functioning utility system relies on open space. Approximately 70% of the special use site (plus or minus 74 acres) will remain open to accommodate the utility

system, surface drainage, soil conditions, wood lots, hedge rows, and open space as an amenity feature of the proposal.

## SITE FEATURES

The previous sections of this analysis have focused on the context of the proposed alcoholism and substance abuse treatment facility. The discussion of the Site Features is to depict that even though the external influences have been determined to support the proposed special use for the site, the site itself is appropriate for the intended use. The evaluation of the existing physical buildings for the intended use has been well documented in the petition. This detailed analysis establishes that “what you see is what you get” and eliminates any concerns of the unknown regarding the continued normal and orderly future development. The existing facility, in the past, has not impeded or impacted growth. Both the communities of Elgin and the Village of Campton Hills have encroached on the borders of the property subsequent to its construction and indicates the unrestricted and continuing growth and development of the area. Contributing to the successful blending of the facility with the surrounding area is its inward orientation. The residential structures, common elements, and administrative functions are grouped into an operational entity that can manage, maintain, and provide the professional service envisioned within a protected self-contained environment. The single access point on Silver Glen Road and the loop street internal access allows for controlled and supervised traffic flow internally and externally. These elements mitigate any effect on adjoining properties, while providing efficient external access to the facility and protection of internal security within the facility. The report by Kening, Lindgren, O’Hara, Aboona, Inc. (KLOA) addresses these features and supports the basis for compatibility. A final attribute of the site’s suitability rests in the natural features that are adjacent to the Elgin zoning classification (PCF). The plus or minus 74 acres of the special use site mirrors the permitted uses in the area. The special use petition will maintain the existing open space element onsite. Without any changes, the proposal perpetuates the permitted uses in the district and the surrounding area. As a physical factor of the above commitment, the open space, on site, reflects limitations additionally due to regulations, which will control development on unsuitable soils, within major drainage ways on required land application surface areas, and protection of existing vegetation. As enumerated above, the self-contained features of the site will not affect or impede the normal and orderly development or improvement of the surrounding property for the uses permitted.

## TERMINOLOGY

Included in the Lannert Group’s planning analysis of the site, is the knowledge and experience of the operational aspects of the facility. As an element of the Lannert Group’s evaluation, the reports regarding terminology were reviewed. Convincing opinions have been presented by Murer Consultants, Inc., Holland & Knight and Meyers & Flowers. All consultants have properly concluded, through their detailed analysis, that the facility will function like a “Hospital, Nursing and Convalescent Home” with the text allowing “other uses similar to those permitted herein as special uses” and as such, is an appropriate use as defined by the County Ordinances.

Through years of planning experience in Kane County and its communities, and the preparation of many Zoning Ordinances and Comprehensive Plans, I can, without question, support their findings. The same end point can be a comfortable reach by working backward. The proposed

facility does not have the characteristics or the functionality of a single-family home, a multiple-family dwelling, and certainly does not appear to be a commercial or industrial use with massive parking lots and loading docks.

When the original Glenwood School was entitled, it was presented as a desirable self-contained, mixed-use concept; like a school, a camp, a resort, but mostly like a park. Over the functioning years of use, it achieved those multiple uses. This proposal seeks to re-establish the mixed-use, agreeably with a twist, that was appropriate then and is appropriate now. The determination that the proposed alcoholism and substance abuse treatment facility is properly defined as a "Hospital, Nursing and Convalescent Home" or "other uses similar to those permitted herein as special uses" is consistent with this report.

## CONCLUSIONS

Based on its analysis, and shown in the following findings, the Lannert Group believes that the proposed Special Use will not affect the normal or future development of the surrounding area.

- ❖ The existing corporate limits of the surrounding communities (the Village of Campton Hills and City of Elgin), control the future development of the area.
- ❖ Established uses in the area and permitted rights of the underlying zoning (by jurisdiction) dictate future development.
- ❖ The historical open space policies of the jurisdictions, the existing open space commitments on site, and the Forest Preserve holdings, prevent any transitional impact on adjacent properties.
- ❖ The self-contained, inward orientation of the existing facility, will not affect future development.
- ❖ "Hospital, Nursing and Convalescent Home" or "other uses similar to those permitted herein as special uses" is an appropriate classification of a proposed Special Use in the Farming District.

This report is based upon the normal and general planning principles that evaluate land use compatibility. The continuing development trends and local community land use decisions that have occurred over the decades serve to reinforce my professional opinion rendered years ago and restated as part of this proposal. The normal and orderly development that has occurred will continue and will not be effected as a result of this proposal.

Best Regards,

A handwritten signature in black ink, appearing to read "J. Christopher Lannert". The signature is written in a cursive, flowing style.

J. Christopher Lannert

## APPENDIX

### Site Data Chart

	<b>Acres</b>	<b>Percent</b>
Area of Site ( $\pm$ 34 Loop, $\pm$ 86 Open)	120	2.6
Area in the City of Elgin	538	11.9
Area in Unincorporated Kane County	1,684	37.2
Area in the Village of Campton Hills	2,181	48.3
<b>TOTALS</b>	<b>4,523</b>	<b>100</b>