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Staff Report to the Plan Commission

Doogan Park Redevelopment Project

Prepared: 4/11/2025

Project: Doogan Park Redevelopment Project

Case Numbers: 2025-0011 | DP-24-00510

Petitioner: Ray Piattoni, Recreation and Parks Director

Address: 14700-14760 Park Lane, Orland Park, IL

P.I.N.s: 27-09-301-005-0000, 27-09-301-036-0000, 27-09-301-037-0000, 27-09-304-016-0000, 27-09-304-018-0000, 27-09-304-019-0000, 27-09-304-020-0000

Purpose: The petitioner is seeking approval of a Rezoning from R-3 Residential to OS Open Space, a Special Use Permit for Recreational Facility Lighting with a Modification from the Land Development Code, Variances, a Site Plan, and a Landscape Plan to redevelop Doogan Park. This project will include 10 pickleball courts, a half basketball court, a soccer field, a baseball field, a playground, 2 parking lots, 2 pavilions, and a restroom building.

BACKGROUND

Doogan Park is one of the Village's 8 community parks. The park currently has a baseball field, basketball court, bean bag toss, a bike path, disc golf, playground pavilion, pickleball court, tennis court, and a picnic area. The 17-acre site previously housed the Robert Davidson Center, which was demolished in 2019, and the Village's Cultural Center, which was demolished in January 2024 as part of a redevelopment plan for the park.

The proposal consists of rezoning 4 of the 7 parcels from R-3 Residential to OS Open Space to match the remaining 3 parcels, with plans to consolidate the lots in the future. The existing half basketball court, and playground are to be removed and relocated to the Southern half of the park to make room for 10 new pickleball courts adjacent to the existing tennis courts. A restroom shelter and pavilion are to be constructed near the pickleball and tennis courts. All parking lots are to be completely redone, which will include the installation of a north parking lot with 95 parking spaces and a south parking lot with 42 parking spaces. Bicycle racks will be installed next to each parking lot as well. The baseball field will be redone with a 90' baseline to accommodate the new full size (360'x210') soccer field. The disk golf course and mature oak trees are expected to remain intact. The proposal also includes a request for a special use permit for recreational facility lighting with a modification from the Land Development Code, and a variance request to eliminate the requirement to install a public sidewalk on the northern portion of the site.

COMPREHENSIVE PLAN

The Comprehensive Plan identifies Doogan Park as an ideal use for this site. Overall, the proposed improvements are consistent with the intent of the Comprehensive Plan for this area.

COMPREHENSIVE PLAN

Planning District	Orland Grove
Planning Land Use Designation	Open Space, Parks & Recreation; Community & Institutional

ZONING DISTRICT

Existing	R-3 & OS
Proposed	OS

LAND USE

Existing	Open Lands
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ADJACENT PROPERTIES

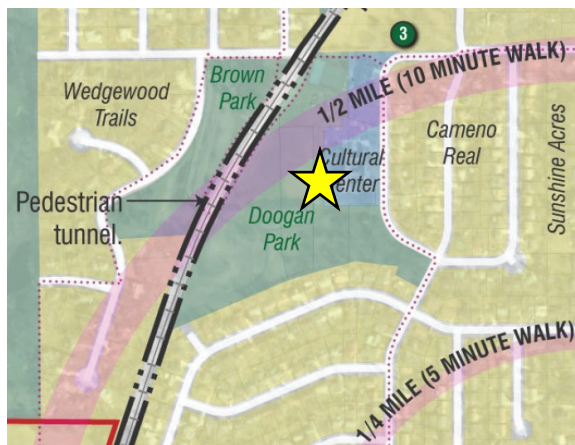
	Zoning District	Land Use
North	R-3 Residential	Single-Family Detached Residential
East	R-3A Residential	Single-Family Detached Residential
South	R-3A Residential	Single-Family Detached Residential
West	OS Open Space R-3 Residential	Brown Park Single-Family Detached Residential

DETAILED PLANNING DISCUSSION

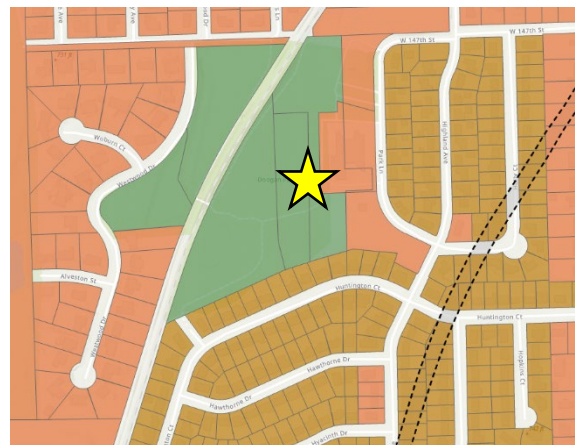
The Doogan Park Redevelopment Project is a complete renovation of the site, with the relocation, replacement, and installation of numerous recreational amenities. The proposed demolition and removal plan involves the removal of the existing asphalt parking lots, half basketball court, pickleball courts, playground, walkways, a portion of the bike path along the north and west property line, and baseball field.

The proposed scope of work for the northern portion of the site includes the installation of a parking lot with 95 parking stalls, 10 fenced pickleball courts, a restroom shelter, a pavilion and plaza area, and bicycle racks. The southern portion of the site includes the installation of a parking lot with 42 parking stalls, a playground, a pavilion, a half basketball court, and a baseball field. The western portion of the site includes a full soccer field.

Land Use Map



Zoning Map



LASALLE FACTORS

When reviewing an application for rezoning property, the decision-making body shall review the following factors for consideration. The factors below from Section 5-108.D.3.a come principally from the 1957 case *LaSalle v. County of Cook*. The petitioner has submitted responses to the factors, which are attached to this report. Staff finds the petitioner responses are sufficient for this case.

1. The existing uses and zoning of nearby property;
2. The extent to which property values are diminished by a particular zoning classification or restriction;
3. The extent to which the destruction of property value of a petitioning property owner promotes the health, safety, morals, or general welfare of the public;
4. The relative gain to the public as opposed to the hardship imposed on a petitioning property owner;
5. The suitability of the subject property for its zoned purposes;
6. The length of time the property has been vacant as zoned, considered in the context of land development in the area;
7. The Comprehensive Plan designation and the current applicability of that designation;
8. The evidence or lack of evidence, of community need for the use proposed

VARIANCE STANDARDS

When reviewing an application for a Variance, the decision-making body shall review the following standards for consideration. The petitioner has submitted responses to the standards, which are attached to this case file. Staff finds the responses satisfactory and recommends approval of the variance to eliminate the requirement to install a public sidewalk. The standards below come from Section 5-109.D of the LDC:

1. That the property in question cannot yield a reasonable return if permitted to be used only under the conditions allowed by the regulations governing the district in which it is located;
2. That the plight of the owner is due to unique circumstances;
3. That the variation, if granted, will not alter the essential character of the locality;
4. That because of the particular physical surroundings, shape, or topographical conditions of the specific property involves, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if the strict letter of these regulations were carried out;
5. That the conditions upon which the petition for a variation is based are unique to the property for which the variance is sought and are not applicable, generally, to other property;
6. That the alleged difficulty or hardship is caused by these regulations and has not resulted from any act of the applicant or any other person presently having an interest in the property subsequent to the effective date hereof, whether or not in violation of any portion thereof;
7. That the granting of the variation will not be detrimental to the public welfare or injurious to other property or improvements in the neighborhood in which the property is located or otherwise be inconsistent with the Comprehensive Plan, any adopted overlay plan or these regulations;

8. That the proposed variation will not impair an adequate supply of light and air to adjacent property, or substantially increase the congestion in the public streets, or increase the danger of fire, or endanger the public safety, or substantially diminish or impair property values within the neighborhood;
9. That the variance granted is the minimum adjustment necessary for the reasonable use of the land; and
10. That aforesaid circumstances or conditions are such that the strict application of the provisions of this Section would deprive the applicant of any reasonable use of his or her land. Mere loss in value shall not justify a variance; there must be a deprivation of all beneficial use of land.

In their responses, the petitioner points out that a sidewalk to connect to the north is not realistic, due to the change in grade. The existing sidewalks on-site have worked for the park and there have been no concerns raised about pedestrian access or safety.

SITE PLAN

Lot Coverage

Required	No requirement for the OS District
Existing	~11.5% (~85,000sf)
Proposed	~16% (~120,000sf)

Pedestrian and Bicycle Mobility

Doogan Park is part of the Village's bikeway system, as a bike path runs through the west and south areas of the site with an underpass underneath the railroad. Bicycle racks will be installed as part of this project, adjacent to the north and south parking lots.

BICYCLE PARKING

Required	10% of vehicle parking – 14 bicycle spaces
Proposed	16 bicycle racks (2 bikes per rack)

Pedestrians will have access from the sidewalk along Park Lane and throughout the park. Section 6-406.A.2.d of the LDC states that sidewalks or multi-use paths are required on both sides of any roadway within a quarter-mile radius of a school, park, or public building. A variance is being requested to eliminate the requirement to install a public sidewalk along the entire western portion of Park Lane. The public sidewalk currently does not extend beyond the north parking lot. The request is to keep the sidewalk as-is, because there is not a public sidewalk along the property to the north of the site, and it is unlikely that there would be one in the future due to a dramatic change in the grade. There are sidewalks on the southern portion of the site and the east side of Park Lane that currently serve the park.

Vehicle Parking and Mobility

Section 6-306 of the LDC, Off-Street Parking and Loading, states that parking requirements are contingent upon the intended purpose of each use. The parking requirement for ballfields/picnic areas is 10 spaces per acre. With approximately 9.5 acres of ballfield/picnic area, 95 spaces are required for this use. Additionally, 3 spaces are required for every tennis/racquet court in the park. There are 11.5 courts, which require 35 parking spaces. In total, Doogan Park is required to provide 130 parking spaces. The proposed north parking lot has 95 parking spaces, and the proposed south parking lot has 42 parking spaces. Therefore, there are a total of 137 parking spaces proposed, so the requirement is met.

OFF-STREET PARKING COUNT

Parking Lot	Proposed Spaces	Required Spaces
North	95	
South	42	
Total	137	130

VEHICLE STALL SIZE

Required	9' in width, 18' in length (16' if a curb prevents a vehicle from driving onto the strip of ground or hitting any fence or wall along the edge of the parking area)
Proposed	9' in width, 18' in length

DRIVE AISLE SIZE

Parking Lot	Drive Aisle Type	Minimum Width Required	Proposed Width
North	Single Row	20'	22'
North	Double Row	24'	24'
South	Double Row	24'	24'

Parking lot landscape islands are required at a ratio of 1 island for every 10 parking spaces. As 137 spaces are being provided, 14 islands are required. The preliminary plans indicate that 9 islands are to be installed, 7 of which are oversized to count as two islands each for a total of 16 islands proposed. Therefore, this requirement is met.

Lighting

A Special Use Permit for recreational facility lighting is required for this project. New lighting is proposed around the pickleball/tennis courts and parking lots. The existing lighting around the ballfield and bike path will mostly remain, with some existing lighting around the new pickleball courts to be removed. Seven metal 25' light poles are proposed for the parking lots, with 3 in the south parking lot and 4 in the north parking lot. The pickleball courts will have twenty-eight 20' light poles. The tennis courts will have seven 25' light poles. A preliminary photometric plan has been attached for reference and will be finalized during the final engineering approval for this project.

Photometric plans using the standards of Table 6-315.A.2.a.3(A) shows the maximum allowable footcandle at the lot line is 0 for non-residential to residential uses. A footcandle is a unit of illumination produced on a surface, and all points are from a uniform point source of one standard candle. The petitioner is requesting a modification from this requirement, as the lighting from the tennis courts and pickleball courts have maximum values of 0.5 and 0.3 footcandles respectively at the north property line. Shields cannot be added to the side of these light poles to reduce the light trespass. The special use permit for recreational facility lighting would allow continuance of the existing park and recreational land use within the goals of the Comprehensive Plan for the Orland Grove Planning District.

Landscape Plan

The preliminary landscaping plan has not been recommended for approval at this time. The petitioner will need to revise the plans to address review comments provided by the Village's landscape architecture consultant, Hey and Associates.

DETAILED ENGINEERING DISCUSSION

General

The preliminary engineering plans have not been recommended for approval at this time. The petitioner will need to provide a stormwater report in addition to obtaining a permit from the Metropolitan Water Reclamation District of Greater Chicago (MWRDGC, or MWRD for short) before work can begin on the site.

Utilities

The proposed restroom shelter will be connected to the existing water main on Park Lane with a new 210 LF 1" service line. It will also be connected to the existing sanitary manhole in the public right-of-way along Park Lane. Proposed lighting around the park will be powered by an existing mounted transformer located within a utility easement across the street.

PLAN COMMISSION RECOMMENDED ACTION

Regarding Case Number 2025-0011, also known as the Doogan Park Redevelopment Project, Staff recommends to accept and make findings of fact as discussed at this Plan Commission meeting and within the Staff Report dated April 11, 2025;

And

Staff recommends the Plan Commission approve a rezoning of four of the seven parcels from R-3 Residential to OS Open Space;

And

Staff recommends the Plan Commission approve a Special Use Permit for Recreational Facility Lighting with a Modification from the Land Development Code, subject to the following conditions:

1. Abide by Village Code Section 3-1-11-1 requirements for ballfield lighting hours.
2. Meet all code requirements, landscape requirements, and final engineering requirements, including required permits except where otherwise modified in this ordinance.

Staff further recommends approval of a Modification from the Land Development Code:

1. Increase the maximum footcandle allowed at the North property line for non-residential to residential from 0 to 0.5 (Section 6-315.A.2.a.3).

And

Staff recommends the Plan Commission approve a Variance from Section 6-406.A.2 of the Land Development Code to eliminate the requirement to install a public sidewalk along a local street within a quarter-mile radius of a park;

And

Staff recommends the Plan Commission approve a site plan and landscape plan prepared by Christopher B. Burke Engineering, LTD., revised April 9, 2025, subject to the following conditions:

1. All outstanding review items will be addressed prior to issuance of a building permit, including the following revisions to the landscape plan:
 - a. The planting of 18 parkway trees along Park Lane.
 - b. Foundation plantings will be installed in a suitable location since they cannot be accommodated around the restroom shelter.
 - c. The stormwater management area landscape will include all native vegetation, the naturalized buffer will extend at least 15' beyond the high-water level, and the required maintenance access and slopes will be provided.
 - d. A stormwater report will be provided.
2. Meet all code requirements, landscape requirements, and final engineering requirements, including required permits except where otherwise modified in this ordinance.

PLAN COMMISSION RECOMMENDED MOTION

Regarding Case Number 2025-0011, also known as the Doogan Park Redevelopment Project, I move to approve the Staff Recommended Action as presented in the Staff Report to the Plan Commission for this case.