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Staff Report to the Plan Commission
Portillo's Hot Dogs – 20 Orland Square Drive
Prepared: June 12, 2024

TITLE & SUMMARY

Project: 2024-0116 – 20 Orland Square Drive – Special Use Permit for Drive-through Restaurant
Petitioner: Matthew Gilbert and Amanda Schwerin
Purpose: The petitioner is seeking approval of Special Use Permit for a drive-through Restaurant in the COR Mixed Use District in accordance with the provisions set forth in the Land Development Code, Section 6-210.C.
Location: 20 Orland Square Drive, Orland Park, IL 60462
P.I.N.: 27-10-300-008-0000

SUMMARY & BACKGROUND

The petitioner seeks approval of a Special Use Permit for a new drive-through restaurant located at 20 Orland Square Drive. In addition, the petitioner is seeking several modifications from the Land Development Code. Portillo's is proposing a new 3,730 square-foot quick serve drive-through only building. The subject site has a gross area of 1.28 acres. The petitioner intends to add a 3,305 square-foot addition to accommodate funeral parlor operations.

The subject site is within the COR Mixed Use (COR) zoning district and is in Regional Core Planning District.

The proposed quick serve drive-through only restaurant will have on average 60 employees working during peak hours. The employees will run food to cars in both lanes, and the proposed site plan have a delineated area between the two drive-through lanes for employees to walk to cars in the second lane. A traffic study confirms that drive-through queues will not exceed the storage in the drive-through lane. In addition, additional measures will be taken to ensure the queue will not extend into the ring road.

Comprehensive Plan

The subject site is located in the Regional Core Planning District. The Comprehensive Plan seeks to maintain the LaGrange Road corridor as a regional destination with a variety of shopping, dining, and entertainment opportunities. The purpose of the COR Mixed Use District is to encourage and promote a mix of commercial, office, and residential uses in a focused area. Overall, the site does align with the goals and regulations of the COR Mixed Use District and the Regional Core Planning District designation.

COMPREHENSIVE PLAN

Planning District	Regional Core Planning District
Planning Land Use Designation	Regional Mixed Use

ZONING DISTRICT

Existing	COR
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LAND USE

Existing	Commercial (vacant)
Proposed	Commercial

DETAILED PLANNING DISCUSSION

The petitioner seeks approval of a Special Use Permit for a drive-through only restaurant at 20 Orland Square Drive. In addition, the petitioner has requested the following modifications from the Land Development Code:

1. Parking lots, structures, and drive-through facilities located within the setback between building façade and the street. (6-210.F.4)
2. Canopies extending more than 3' into front, side, and rear setbacks (6-302.C.3)
3. Maintain no less than 65% transparent glass in the area measured from 2'-6" above interior finished floor to 8'-0" above interior finished floor along elevations. Areas of transparency shall provide minimum visibility of 5' into the interior during business hours (6-308.F.16.a)

Except for the requested modifications, the project conforms to the Village's Comprehensive Plan, Land Development Codes, and policies for this area.

Land Use Intensity. The lot area is approximately 55,768 square feet (1.28 acres). Section 6-210.E., requires the minimum lot area for each nonresidential establishment to not be less than 10,000 square feet with a minimum width of 80'. In addition, for nonresidential establishments the density shall not exceed a Floor Area Ratio of 1.0.

- Floor Area Ratio: .07

Lot Coverage. Per Section 6-210.G, no more than 75% of the area of the parcel may be covered with building, pavement, and storm water storage, leaving at least 25% of total parcel area in green space. The proposed lot coverage of this site is 62.38% of the total area of the site.

Building Setbacks. The proposed development meets the provisions of Section 6-210.F.

Setback Standards		
	Minimum Required	Proposed
Front (west)	25'	90' – 5 1/4"
Rear (east)	25'	122' – 1/14"
Corner Side (North)	25'	118' – 9"
Side (South)	15'	39' – 6 1/4"

Section 6-210.F.4 allows for drive-through facilities to be allowed only via Special Use modification, when there are no reasonable alternatives. The proposed modification is stated below.

Special Use for Drive-Through Facilities
Modification 6-210.F.4
Parking lots, structures, and drive-through facilities located within setback between building façade and the street.
Petitioner Justification: drive-through, parking lots, and drive-through accessories are located between the building and the street.
Incremental Improvements: Mural showcasing Orland Park elements will be installed on the exterior building wall.
Staff Response: Staff supports the modification and incremental improvements as proposed, as the property has frontages on one public right of way and two private roadways, making it difficult to locate a drive through per code requirements.

Parking Requirements. Per Section 6-306.B.6, 1 parking space is required for every 100 SF of building area. In addition, 7 stacking spaces are required per drive-through lane. The proposed 38 parking spaces provided meets the required number of parking spaces needed for this site.

Parking requirements	
Total Required Spaces	37 spaces (incl. 2 ADA Spaces)
Total Proposed Spaces	38 spaces (incl. 2 ADA Spaces)

The proposed parking spaces meet the size as outlined in Section 6-306.C. The parking spaces closest to the building are 9' wide by 18' deep, and the double row parking spaces are 9' wide by 16.5' deep with a 2' bumper overhang.

The overnight parking of such vehicles shall not be permitted in any setback. The estimated time for garbage collection is 5-7am and food is estimated to be delivered 5-10:30am.

The entrance to the site has a 28' driveway: 16' width for incoming traffic and 12' width for outgoing traffic.

The proposed parking area is in the side setback of the parcel which is permitted in nonresidential districts that do not abut a residential district.

Bicycle Parking. Per section 6-306.H, restaurants are not required to provide bicycle parking; however, when provided, they must be done so at a rate of 10% of the required number of motor vehicle parking spaces. The proposed development would require 4 bicycle spaces. The overall height of the bicycle rack is 35.6". The proposed bicycle racks meet the bike parking space requirements in section 3-306.H.

Drive-Through Lanes. The code states that the drive-through should be designed as a single-lane with a maximum width of 14' and a minimum turning radius of 20' from the centerline of the drive aisle. There are two proposed single-lane drive aisles and they each measure 10.25'. Closer to the west portion of the site the drive aisle widens to 11' each.

Design Standards. For one-story structures, anchored brick, stone, or similar materials shall extend from the adjacent grade to the top of the window that is highest on the subject façade, with minor accents allowed in place of masonry subject to meeting building codes. This is a highly visible site and should contain high quality design. Except for the proposed modifications, the design standards match the architectural style of the Village and adheres to the Land Development Code.

Special Use for Drive-Through Facilities
Modification 6-302.C.3
Canopies extending more than 3' into front, side, and rear setbacks
Petitioner Justification: North and west drive-thru canopies encroach the setbacks by more than 3'.
Incremental Improvements: Raceway element alongside the entire drive-through, at entrance, and exit.
Staff Response: Staff supports the modification and incremental improvements as proposed. The petitioner has confirmed the raceway element is non-reflective.

Special Use for Drive-Through Facilities
Modification 6-308.F.16.a
Maintain no less than 65% transparent glass in the area measured from 2'-6" above interior finished floor to 8'-0" above interior finished floor along elevations. Areas of transparency shall provide minimum visibility of 5' into the interior during business hours.
Petitioner Justification: The windows on the east and west elevation do not meet the 65% transparency requirement.
Incremental Improvements: Decorative sidewalk elements (charcoal gray integral colored concrete) have been added to the site.
Staff Response: Staff supports the modification and incremental improvements as proposed.

Exterior Lighting. The photometric plan shows that all proposed footcandles at the lot lines are less than 0.5 FC. In addition, the maximum fc level on the site is 14 footcandles. All proposed exterior lighting must adhere to the regulations and procedures found in section 6-315.B of the Land Development Code.

Complete Streets. A sidewalk has been incorporated along the Orland Square Drive ring road and the roadway coming off LaGrange Road.

LANDSCAPE REVIEW COMMENTS

A preliminary landscape plan has been conditionally recommended for approval for this project. There are some minor outstanding landscaping comments that can be addressed administratively.

ENGINEERING REVIEW COMMENTS

The preliminary engineering plan is recommended for approval for this project.

PROPOSED FINDINGS OF FACT

1. The Special Use will be consistent with the purposes, goals, objectives, and standards of the Comprehensive Plan, any adopted overlay plan, and these regulations.

The proposed development follows the existing zoning regulations for COR as outlined in the Section 6-210.C The project falls within the designated zoning district, allowed via special use for the proposed land use.

2. The special use will be consistent with the community character of the immediate vicinity of the parcel proposed for development.

The proposed development is compatible with the character of the neighborhood. The existing community and commercial nature of the area is maintained with this project.

3. The design of the proposed use will minimize adverse effects, including visual impacts on adjacent properties.

The appearance and design elements of the proposed development meet the established standards outlined in Section 6-308 of the Land Development Code. The project maintains the consistent aesthetic of the community, preserves the existing visual appeal of the area, and adheres to the design and character outlined in the 2013 Comprehensive Plan for the Village of Orland Park.

4. The proposed use will not have an adverse effect on the value of adjacent property.

The proposed quick serve drive-through only restaurant will not impose significant economic impact on neighboring areas.

5. The applicant has demonstrated that public facilities and services, including but not limited to roadways, park facilities, police and fire protection, hospital and medical services, drainage systems, refuse disposal, water and sewers, and schools will be capable of serving the special use at an adequate level of service.

The infrastructure is deemed adequate to support the proposed development. The proposed project will ensure the continued functionality of local infrastructure. The proposed project has been designed to not generate excessive congestion or compromise the safety of the surrounding roadways.

6. **The applicant has made adequate legal provision to guarantee the provision and development of any open space and other improvements associated with the proposed development.**
The petitioner will be responsible for addressing maintenance of the subject property.
7. **The development will adversely affect a known archaeological, historical or cultural resource; and**
The proposed development will not result in significant adverse effects on the natural environment, including archeological, historical, or cultural resources. The site will be accessed through an existing ring road, reducing the need for additional impervious surface around the property.
8. **The proposed use will comply with all additional standards imposed on it by the particular provision of these regulations authorizing such use and by all other applicable requirements of the ordinances of the Village.**
The proposed development adheres to all relevant local, state, and federal laws and regulations, except where relief is granted with the request. All necessary permits and approvals have been obtained, and the project aligns with the Land Development Code governing land use and development in the Village of Orland Park.

STAFF RECOMMENDED ACTION

Regarding Case Number 2024-0116, also known as Portillo's Hot Dogs – 20 Orland Square Drive – Special Use Permit for a Drive-Through Restaurant, staff recommends to accept and make findings of fact as discussed at this Plan Commission meeting and within the Staff Report dated June 12, 2024. Modifications to the Special Use Permit include:

1. Parking lots, structures, and drive-through facilities located within setback between building façade and the street.
2. Canopies extending more than 3' into front, side, and rear setbacks.
3. Maintain no less than 65% transparent glass in the area measured from 2'-6" above interior finished floor to 8'-0" above interior finished floor along elevations. Areas of transparency shall provide minimum visibility of 5' into the interior during business hours.

And

Staff recommends the Plan Commission approve the Preliminary Site Plan titled "Site Layout Plan" dated 5/08/2024 and building elevations subject to the following conditions:

1. Meet all Building Code requirements and final engineering requirements, including required permits from outside agencies.
2. All ground-based and roof-mounted mechanical equipment must be fully screened from view and shall meet the code requirements listed in Section 6-308.J.
3. All drive-through accessories shall meet the requirements listed in Section 6-302.K and Section 6-210.F.4.
4. Submit a sign permit application to the Development Services Department for separate review. Signs are subject to additional administrative review and approval via the sign permitting process and additional restrictions may apply.

And

Staff recommends the Plan Commission approve the Preliminary Landscape Plans Titled "Landscape Planting, Landscape Details & Specifications, Tree Disposition, and Tree Preservation Details & Specs" dated 02/02/2024, with the following conditions:

1. Submit a final landscape plan meeting all Village Codes and supporting documentation, addressing all outstanding landscape items in conjunction with the final engineering submittal.
2. Provide a landscaping bed with at least 50% vegetation around the area for drive-through accessories.

Recommended Motion

Regarding Case Number 2024-0016, also known as Portillo's Hot Dogs – 20 Orland Square Drive – Special Use Permit for a Drive-Through Restaurant, I move to approve the Staff Recommended Actions and Proposed Findings of Fact as presented in the Staff Report to the Plan Commission for this case.