

# VILLAGE OF ORLAND PARK

14700 Ravinia Avenue  
Orland Park, IL 60462  
[www.orland-park.il.us](http://www.orland-park.il.us)



## Meeting Minutes

Monday, February 22, 2010

5:30 PM

Village Hall

## Development Services & Planning Committee

*Chairman James V. Dodge, Jr.  
Trustees Brad S. O'Halloran and Patricia A. Gira  
Village Clerk David P. Maher*

## CALL TO ORDER/ROLL CALL

The meeting was called to order at 5:51 PM.

**Present:** 2 - Trustee O'Halloran and Chairman Dodge

**Absent:** 1 - Trustee Gira

## APPROVAL OF MINUTES

### 2010-0059 Approval of the January 25, 2010 Development Services and Planning Committee Minutes

I move to approve the Minutes of the Regular Meeting of the Development Services and Planning Committee of January 25, 2010.

**A motion was made by Trustee Brad O'Halloran, seconded by Chairman James Dodge, Jr., that this matter be APPROVED. The motion CARRIED by the following vote:**

**Aye:** 2 - Trustee O'Halloran, and Chairman Dodge

**Nay:** 0

**Absent:** 1 - Trustee Gira

## ROLL CALL

Trustee Gira entered the meeting.

**Present:** 3 - Trustee O'Halloran; Chairman Dodge and Trustee Gira

## ITEMS FOR SEPARATE ACTION

### 2009-0534 La Grange Road Corridor Plan - Presentation

Director of Planning Robert E. Sullivan reported that the Village is the recipient of a Regional Technical Assistance Program grant from the Regional Transportation Authority (RTA) to complete a Plan for the La Grange Road Corridor between 131st Street and I-80. The Final Draft is now complete, and is presented to the Committee for review and comment.

The purpose of the plan is to help improve the quality of life in Orland Park by reviewing the existing conditions along La Grange Road, identifying issues and challenges, and making recommendations to support Village objectives to reduce traffic congestion, provide for non-motorized transportation, improve public transportation, encourage transit oriented development, leverage public and private investment in a manner that strengthens the Village economy, and create a more attractive environment and sense of place. Thirty-two specific recommendations are included in the plan. The implementation of many of the recommendations is subject to IDOT approval.

This corridor plan is particularly timely because the widening of La Grange Road is listed in the State of Illinois Capital Improvements Plan. Although the timing is uncertain, Phase I preliminary engineering for the road widening has been completed and Phase II final engineering has started. The plan is intended to influence Phase II engineering design as well as future improvements, and to help La Grange Road become a more "Complete Street" that accommodates autos, pedestrians, and transit.

A Steering Committee was created to oversee the plan through the development process. The Committee includes representatives from the RTA (Regional Transportation Authority), Metra, Pace, the Forest Preserve District of Cook County, and the Village of Tinley Park. Tinley Park also has significant frontage along this section of La Grange Road. Public input has been incorporated into the plan, including feedback from an August 2008 Public Open House that introduced the project. Additionally, a Citizens Advisory Group met to discuss issues and ideas.

T. Y. Lin representatives are here tonight to present an overview of the LaGrange Road Transportation Plan to Committee members. A similar PowerPoint presentation was made to Plan Commission by T.Y. Lin on December 8, 2009. At that meeting, Plan Commissioner's comments included concerns with the impact of the road widening and center medians on business access, but also recognition of the safety benefits of the limited access. The inclusion of a center median has already been pre-determined by IDOT preference and the Phase I engineering plans. However, it was noted that the limited access will be improved by the continued allowance of U-turns and improved cross access between sites that is one of the recommendations of this Plan.

Other issues discussed by Plan Commissioners included bus stop location safety, the challenges of making a six lane arterial a "Complete Street", possible locations for a public plaza, and the development of community and gateway identity.

Four residents commented after the presentation. One speaker focused on the importance of improving the Village Center into a place people want to be that will in turn impact the desirability of LaGrange Road. The development of identifiable traits and logos through gateways, intersection improvements, and streetscape details such as decorative lighting was emphasized by another speaker. Two speakers spoke of the importance of improving bicyclist and pedestrian safety, particularly for school children. Recommendations are included in the LaGrange Plan to improve pedestrian safety through a variety of measures including widened parkways, pedestrian refuges, and improved pavement markings and signalization. However, it is noted that the study recommends bicycles be accommodated on parallel roadways such as Ravinia Avenue instead of

LaGrange Road, since there is not enough existing right of way to safely accommodate bicycles.

The LaGrange Road Corridor Plan presented some initial conceptual ideas for gateway signage; however Commissioners and residents showed interest in further developed plans. Since that is not within the scope of the LaGrange Plan, staff is currently working in house on some gateway signage concepts. One Plan Commission workshop was held in January to discuss initial ideas, and another workshop will be held in the near future to further develop the plans.

On December 8, 2009, The La Grange Road Corridor Plan Final Draft dated December 2009 was presented to Plan Commission, but no action was requested or taken.

Planning Director Sullivan introduced James Considine and Timothy Gustafson from T.Y. Lin.

T.Y. Lin representatives gave a brief PowerPoint presentation on the overview of the LaGrange Road Transportation Plan.

T.Y. Lin Representative James Considine reported that the primary intention for the plan was to take a look at LaGrange Road and specifically address and propose future improvements with the intention of looking at alternative forms of transportation to improve the quality of life and strengthen the economy along LaGrange Road.

T.Y. Lin Representative Gustafson reported on the improvements in making LaGrange Road a "Complete Street" that accommodates autos, pedestrians, and transit.

Objectives discussed included reducing the need of a car, improve walk ability within the vicinity of LaGrange Road, enhance and improve transit, stimulate economic development, leveraging increase funding for transportation and improve safety.

Challenges discussed included the widening of LaGrange Road to decrease congestion causing an increase in travel speeds and traffic volume that will impact the walking environment, center medians on business access and recognition of the safety benefits of the limited access.

T.Y. Lin Representative Gustafson reported the recommendations in providing space to pedestrians, parkway and widening of sidewalks by narrowing medians and lanes, road connection, pedestrian bridge crossing, bus transit stops and location safety and create a guidance manual on set backs on LaGrange Road. Mr. Gustafson discussed in brief the guidance concepts for gateway signage,

pointing out the locations that would have the most impact and the possible locations for a public plaza on LaGrange Road.

Director Friling reported that staff would like to present the plan to the Board of Trustees within the next 30 to 60 days. Once approved, the plan would be presented to IDOT and the Village will continue to work with IDOT and incorporate some of the strategies in this plan as they are doing the Phase II engineering.

Trustee Gira questioned if the 11 foot lane width would be the standard width lane throughout the corridor.

Director Friling reported that there are still some negotiations with IDOT, but that is the concept the Village is proposing.

Village Manager Grimes stated that a challenge the Village will encounter with IDOT is that IDOT has approved Phase I engineering designs and may not be susceptible to some of the proposed solutions to their design.

Trustee Gira questioned if the plan was in the 5 year State Capital Improvement Plan.

Village Manager Grimes stated that both the Metra Bridge replacement and the LaGrange Road widening from 179th to 131st are in the 5 year State Capital Improvement Plan.

No action is requested at this time.

**This matter was informational only, NO ACTION was required.**

#### **2009-0446 Dairy Queen Outdoor Patio**

Director of Development Services Karie Friling reported that the petitioner proposes to install an outdoor seating area patio in front of the Dairy Queen restaurant. To do this, he is proposing to eliminate two existing parking spaces immediately in front of the building and replacing them with a new concrete patio area that will contain approximately 20 seats and that will be fenced with a four foot tall aluminum railing.

The petitioner also proposes to create new pervious open space on the site. The new pervious space will replace an area currently occupied by six parking spaces directly in front of the restaurant. It will consist of a grass lawn.

The proposed outdoor seating patio space will be 30 feet wide along La Grange by 10 feet deep. The proposed pervious open space will be approximately 30 to 50 feet wide along La Grange by 30 feet deep.

A special use permit was required because Dairy Queen is a restaurant within

300 feet of residential properties that proposes to increase the intensity of the use and never had a previous special use permit. It existed prior to the zoning requirements for a special use.

On January 26, 2010, the Plan Commission moved 7-0 to recommend approval to the Village Board of Trustees the site plan titled "14460 S La Grange Road, Orland Park, Proposed Concrete Patio", prepared by the petitioner Raj Patel, date stamped received October 26, 2009, subject to the following conditions:

1. That a bicycle parking rack is installed on site near the main entrance;
2. That the color of the four (4') foot tall aluminum outdoor seating patio fence be black;
3. That a sidewalk is added along the north edge of the proposed green space to connect the La Grange Road sidewalk with the sidewalk in front of the Dairy Queen main entrance;
4. That the petitioner work with the adjacent property owner to establish a cross-access connection to the south before left turn movements from the site on to La Grange Road are blocked;

The motion for the special use permit was omitted at Plan Commission, but the special use was fully discussed, as published, at a public hearing.

I move to recommend to the Village Board to approve the site plan and special use permit for Dairy Queen as recommended at the January 26, 2010 Plan Commission hearing and as fully referenced below;

**THIS SECTION FOR REFERENCE ONLY (NOT NECESSARY TO BE READ)**

I move to recommend approval to the Village Board of Trustees the site plan titled "14460 S La Grange Road, Orland Park, Proposed Concrete Patio", prepared by the petitioner Raj Patel, date stamped received October 26, 2009, subject to the following conditions:

1. That a bicycle parking rack is installed on site near the main entrance;
2. That the color of the four (4') foot tall aluminum outdoor seating patio fence be black;
3. That a sidewalk is added along the north edge of the proposed green space to connect the La Grange Road sidewalk with the sidewalk in front of the Dairy Queen main entrance;
4. That the petitioner work with the adjacent property owner to establish a cross-access connection to the south before left turn movements from the site on to La Grange Road are blocked;

AND

I move to recommend approval to the Village Board of Trustees of the special use

permit for Dairy Queen.

**A motion was made by Trustee Patricia Gira, seconded by Trustee Brad O'Halloran, that this matter be RECOMMENDED FOR APPROVAL to the Board of Trustees. The motion CARRIED by the following vote:**

**Aye:** 3 - Trustee O'Halloran, Chairman Dodge, and Trustee Gira

**Nay:** 0

## **2008-0591 Open Space Inspections**

Director Friling introduced Village Planner Kimberly Flom who gave a brief summary on the project.

Planner Flom reported that between 2007 and 2009, Village conducted 1,093 inspections of open space adjacent to private properties, prompted by neighbor complaints. The Village now has a completed inspection form that includes photographs of the properties for every address adjacent to village-owned open space.

Staff entered the results of all the inspections into a spreadsheet that codes for Pass, Fail and No Access. Of the 1,092 inspections, 90% (980) passed with no encroachment, 9% (98) failed with some encroachment and 1% (14) of the properties did not have access to the open space.

The levels of encroachment varied from minor landscaping improvements to retaining wall structures and fishing piers extending into Village detention ponds. Per the guidelines previously presented, the 98 encroachments were rated as either A (16), B (31) or C (51) violations.

The Committee discussed the Open Space Inspection program at the November 2009 Committee meeting and advised staff to discuss the program with the Village's attorney to verify the category definitions and also to explore other enforcement alternatives.

The Village Attorney Ken Friker provided two comment letters dated January 25, 2010 and February 3, 2010. The first letter includes some revised language for the Category A encroachment criteria. The letter dated February 3, 2010 strongly recommends removal of all the most hazardous encroachments while recommending a licensing approach for the less hazardous encroachments.

Based on these letters, the Village has revised its preferred alternative policy for enforcement of open space inspections.

The previous open space inspection preferred policy alternative recommended enforcing all encroachments according to priority based on Category.

Enforcement efforts were to cease at the end of 2010 with all future enforcement to be handled on a complaint driven basis only.

The revised category criteria and preferred policy requires removal of all Category A encroachments and removal or licensing for Category B and C encroachments (with an amnesty period from which no new licenses will be issued). All future open space inspections will be triggered on a complaint driven basis and all new or increased encroachments must be removed per the procedure set forth for the Category A encroachments.

An individual license agreement will be drafted for each property as needed. To the extent that any additional legal review is necessary, that amount will be paid by the lessee. Additionally, homeowners will be required to pay an annual renewal fee, indemnify the Village from liability and also provide proof of insurance covering the encroachment.

This policy will be administered through the Development Services Department with support from the Village Attorney and the Parks and Building Maintenance Department.

Trustee Dodge stated he was content with the proposed steps but questioned how the license fee was determined.

Planner Flom stated that the fee was provided by the Village Manager and supported by the Village Attorney Friker who provided a draft License Agreement for the Village of Maywood who had a similar project. Their Licensing fee was \$50.00 a year with a \$500.00 upfront fee.

Trustee Dodge clarified that the goal is not revenue or to be tough on residents, but to protect the Village from liability.

Director Friling stated that the fee will not cover all of the Villages fees but believes it to be close. The B & C categories may obtain additional legal fees, which will be paid directly to the Village attorney by the lessee.

Trustee Gira questioned if only the significant encroachments in Category A will be eliminated.

Director Friling stated that all encroachments in Category A will be eliminated after the Village re-reviews the encroachments listed.

Trustee Gira reiterated that the License Agreement would only apply to encroachments in categories B & C.

Village Manager Grimes stated that the Village will not grant new licenses as the

Village does not want to encourage residents to encroach on Village owned property.

I move to approve the Open Space Inspection Policy, as outlined in the attached 'Exhibit A'.

**A motion was made by Trustee Brad O'Halloran, seconded by Trustee Patricia Gira, that this matter be RECOMMENDED FOR APPROVAL to the Board of Trustees. The motion CARRIED by the following vote:**

**Aye:** 3 - Trustee O'Halloran, Chairman Dodge, and Trustee Gira

**Nay:** 0

### **2010-0045 Electronic Sign - Discussion**

Director Friling reported that this item was discussed at the November 23, 2009 Committee meeting, prompted by a request from a bank, and additional information was requested. Since that time, a number of relevant sign ordinances and articles were reviewed, most obtained through Planning Advisory Services.

Director Sullivan reported that the purpose of an electronic sign as requested was to avoid the manual changing of the message board. This would allow someone to change a message electronically from within the building versus going outside to the sign and manually changing letters on the message board. Electronic signs are designed to provide many more features such as constantly changing messages, moving figures, scrolling, changes in color and brightness, etc. One of the main issues is enforcement of the limited use of an electronic sign's functions to conform to a municipality's codes. Another issue is the potential impact on everyone else who has invested in conforming signs over the years and the perception that they may be placed at a disadvantage, possibly pressuring them to spend more money on new signs that have electronic capabilities.

The following are some of the issues and how other communities have tried to address them:

**Amount of Time Between Messages.** The amount of time between message changes varied dramatically from ordinance to ordinance but generally ranged from every 10 seconds to every 24 hours. Small amounts of time between messages can be distracting to motorists and can be visually unappealing. On the other hand, the 24-hour spacing was considered to be comparable to the manual signs in avoiding distractions and was avoiding creation of an unfair advantage over a manual sign.

**Message Transition.** The Village's code now prohibits flashing, movement, etc. as do most other sign ordinances. The way this was typically addressed in other codes was to require the message change to be instant and static----no fading or other distracting features. A default mechanism was sometimes required to

freeze the sign in one position if a malfunction occurs. Other codes also restricted the message to letters and numbers only---no illustrations, colors, increased brightness or other distracting items.

**Message Size and Length.** The message board size standards for manual copy are often applied to electronic messages. In Orland Park, this is generally a maximum of 25% of the sign face area. Other codes typically restricted the message length and a reasonable limit seemed to be no more than three lines of text. This avoids increased distraction to people trying to read a lot of copy.

**Message Appearance.** Other codes generally regulated brightness and overall appearance of the message. Some required a black background to maintain a more understated and classic look. Others limited the lettering color to white or yellow only. Maximum brightness levels were usually applied.

**Enforcement.** There was a big concern with people taking advantage of their electronic sign technology and going beyond the code limits, particularly on weekends. There was also concern about continuous pressure to further amend the ordinance to allow more use of the electronic capabilities. Monitoring of electronic signs was often portrayed as complaint-based and as seen by staff out in the field. One enforcement approach that seemed appropriate was this: Two violations within a 12-month period will result in a 30-day suspension from using the electronic sign. Every additional violation within the 12-month period will result in an additional 30-day suspension of electronic sign use. Fines and citations would also apply.

Trustee O'Halloran stated that he would like the committee to consider the guidelines proposed.

Trustee Gira stated that she would like staff to meet with members of the Orland Park Area Chamber of Commerce to gather suggestions and concerns over the sign ordinance.

Trustee Dodge was pleased with the proposed guidelines but questioned the enforcement plan.

Director Friling stated that the biggest violations will be from the static signs.

Trustee Dodge questioned if this item should be referred to the Public Safety Committee.

Village Manager Grimes stated that the message transition will be challenging as well as the brightness.

Director Friling stated that the brightness will be measured by a light meters and

the code will be very specific as to what the maximum brightness could be.

Village Manager Grimes stated that Staff will return with a recommendation or findings on how the policy will be enforced and then present the ordinance to the Board.

**This matter was for discussion only, NO ACTION was needed.**

**ADJOURNMENT: 6:24 PM**

**A motion was made by Trustee Patricia Gira, seconded by Trustee Brad O'Halloran, that this matter be ADJOURNED. The motion CARRIED by the following vote:**

**Aye:** 3 - Trustee O'Halloran, Chairman Dodge, and Trustee Gira

**Nay:** 0

/mp

APPROVED:

Respectfully Submitted,

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**David P. Maher, Village Clerk**