

Village of Orland Park

CERTIFIED LOCAL GOVERNMENT

DRAFT Annual Report FY2014



Development Services Department

14700 S. Ravinia Avenue

Orland Park, IL. 60462

-p- 708.403.5300

-f- 708.403.6124

www.orland-park.il.us

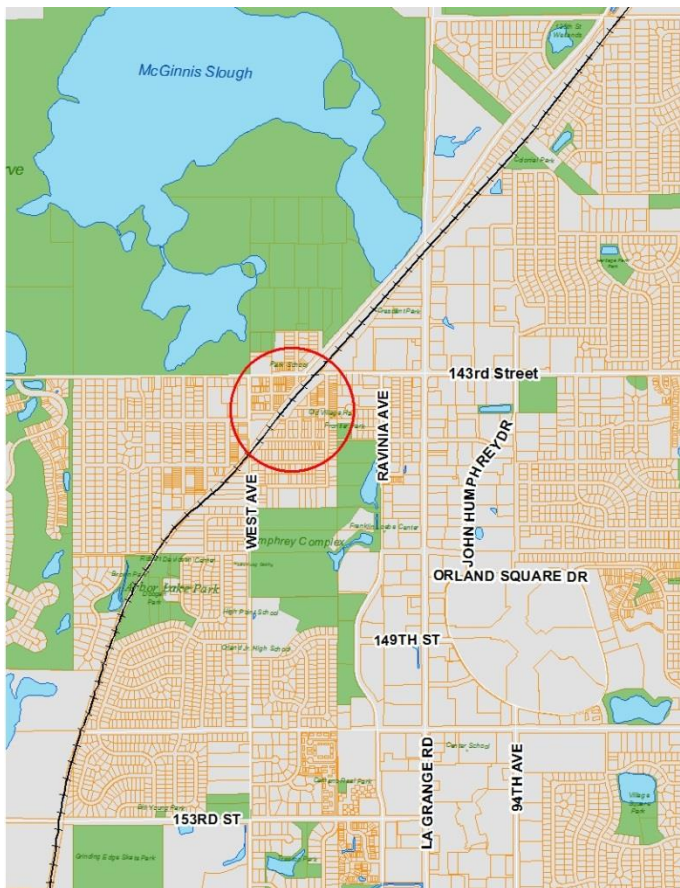
Nectarios Pittos, AICP
Senior Planner

Section One: Introduction

The purpose of this report to the Illinois Historic Preservation Agency (IHPA) is to document the activities of the Orland Park Historic Preservation Program and demonstrate that it has met various CLG program requirements. The following is a synopsis of the activities of the Village of Orland Park during FY2014. FY2014 was from January 2014 to December 2014, a twelve month calendar fiscal cycle.

Section Two: Old Orland Historic District

The Old Orland Historic District is a collection of small shops, historic churches and charming houses of the late 19th and early 20th centuries tucked in an area south of 143rd Street and west of La Grange Road in the Village of Orland Park. Within the historic district boundaries lie the highest concentration of historic structures and streetscapes in Orland Park. Although more modern development has surrounded it, Old Orland retains its unique character, scale and special sense of place. It remains a tangible artifact of Orland Park's history and an active link to its past.



Location Map

Old Orland is nestled between the McGinnis Slough Forest Preserve and Orland Park's Humphrey Woods, west of the La Grange Road corridor, and south of the new downtown, among other old and vibrant neighborhoods.

Section Three: Orland Park's Historic Preservation Program

In 1986, the Village of Orland Park designated Old Orland as a historic district and adopted regulations to help preserve and protect its character. The Historic Preservation Review Commission, whose seven members were appointed by the Mayor and Board of Trustees, was simultaneously established by Village ordinance. The Commission's primary responsibility was to implement the historic preservation program's Historic Preservation Strategy. The Strategy is a statement of the Village's goals for Old Orland. The Village has been a "Certified Local Government" since 1987. The Commission was staffed by the Development Services Department.



The Village completed a new Comprehensive Plan that replaced the existing 1991 plan in 2013. Pursuant to the new Comprehensive Plan, the Village will undertake sub-area plans for the various parts of the Village. The Old Orland Historic District now comprises one quarter of the new downtown and along with the other downtown areas, in the Village Center District, will be included in new sub-area downtown plans.

2014 Program Update

To undertake a comprehensive approach to downtown planning, the Village updated its Historic Preservation Program in 2014. The ordinances detailing historic preservation procedures and reviews in the Orland Park Land Development Code were updated. In summary, the Historic Preservation Review Commission was decommissioned; its duties, responsibilities and obligations were consolidated with the Plan Commission's; ordinances were updated to remove numerous impediments to historic projects (such as long review periods); the review procedures for Certificates of Appropriateness were equalized with other development review procedures; and the existing historic preservation ordinances were strengthened through the establishment of a Certificate of Appropriateness Training for historic property owners seeking to make changes to their structures.

The consolidation of the HPRC's duties to the community's expert development group, the Plan Commission, ensures comprehensive planning of the community's downtown. Previously, developers, property owners etc. seeking to make changes to buildings in Old Orland had to go through both the HPRC and the Plan Commission, in addition to

Committee and Board meetings. This confused the review process (in terms of timing and recommendations) and often lengthened the amount of reviews for projects, putting development and historic preservation projects at a disadvantage, which resulted in the disrepair of some structures. This two-step process also made it difficult for the public to follow a project's review progress.

The Plan Commission, like the HPRC, is a seven member board appointed by the Mayor and the Board of Trustees and is staffed by the Development Services Department. It will now carry all of the HPRC's duties, responsibilities and obligations without change in order to streamline the review process and present a single coherent process to constituents. As a result of this consolidation, the Village's historic preservation ordinances were updated to reflect the new review processes. They are summarized below.

Previous Process with the HPRC

For Contributing Structures:

- ~~Major Changes:~~ Requires a public hearing at the HPRC and Board Approval
- ~~Minor Changes:~~ Requires HPRC and Board Approval
- ~~Routine Maintenance:~~ Administrative Review
- ~~COA for Demolition:~~ Requires a public hearing at the HPRC and Board Approval

For Non-Contributing Structures and New Construction:

- ~~Major Changes:~~ Requires HPRC and Board Approval
- ~~Minor Changes:~~ Administrative Review
- ~~Routine Maintenance:~~ Administrative Review
- ~~COA for Demolition:~~ Not required
- ~~New Construction:~~ Requires HPRC and Board Approval

New Process via the Plan Commission

For Contributing Structures & Landmarks

- ~~Major Change:~~ Requires a public hearing at the Plan Commission, Committee and Board Approval
- ~~Minor Change for Landmarks:~~ Requires Plan Commission, Committee, and Board Approval
- ~~Minor Change for Contributing Structures:~~ Administrative Review
- ~~Routine Maintenance:~~ Administrative Review
- ~~COA for Demolition:~~ Requires a public hearing at the Plan Commission, Committee and Board Approval

For Non-Contributing Structures & New Construction

- ~~Major Change:~~ Administrative Review
- ~~Minor Change:~~ Administrative Review
- ~~Routine Maintenance:~~ Administrative Review
- ~~COA for Demolition:~~ Not Required
- ~~New Construction:~~ Administrative Review

The new process streamlines changes for contributing and non-contributing structures, new construction and landmarks. The Code now clarifies how landmarks are to be reviewed (which was absent previously) and adds a Committee review for historic preservation projects. Previously, the historic preservation projects were reviewed by the HPRC and then the full Board. Adding the Committee review equalizes the review

process with all other development projects and adds more transparency to historic preservation projects without elongating the review timeline.

Finally, with the consolidation of the HPRC into the Plan Commission a new sub-section to Section 6-209 “Old Orland Historic District” of the Land Development Code was added detailing property owner responsibilities: Certificate of Appropriateness Training. To avoid issues related to inappropriate field changes and historically insensitive substitutions for projects in the historic district, the Village established a training and certification program for property owners. Beginning in 2015, in order to complete one or more historic preservation projects or projects in Old Orland, a property owner or developer must attend a 1 hour code training session. At the end of the session, the prospective petitioner must acknowledge full understanding of the historic preservation codes to be certified to complete the project work. The 1 hour training session is good for a whole year and can be renewed for a second year via a short test. The purpose of the training is to educate the public about historic preservation and to prevent and correct insensitive and inappropriate changes to historic properties. This is a new tool that adds strength to the current Code.

For further clarification and comparison, the Village has attached to this CLG report the Board of Trustees staff reports, the review materials of the recent Land Development Code changes, and the final ordinance. These are made available to demonstrate the Village’s continued commitment to its Historic Preservation Program.

Section Four: Certificates of Appropriateness

The Certificate of Appropriateness (COA) process is designed to protect historic properties from insensitive alterations and demolition, and to ensure new buildings are compatible in design with older buildings in the Old Orland Historic District. A COA is required before construction, alteration, demolition or removal of any structure or structural element is undertaken. With the Landmarks Designation code, COA's are also required for Orland Park Landmarks outside of the Old Orland Historic District. The COA requirements for Orland Park Landmarks are the same as those required for the district.

Between January 1, 2014 and December 31, 2014 the Village considered seven (7) applications for a Certificate of Appropriateness, of which one (1) was new construction and six (6) were administrative reviews. One Appearance Improvement Grant project was located in the Historic District and one (1) historic marker was installed. No demolitions occurred in 2014. There were fewer COA projects in 2014 than in previous years due to the reorganization of the historic preservation program.

The COA projects are described briefly below:

Certificate of Appropriateness Summary Table

| <i>Location</i> | <i>Project Name: Summary and Outcome</i> |
|-------------------------------|---|
| 9825 144 th Street | <u>New Residence</u> : Project to construct a new Folk Victorian style house with a wrap around porch on a vacant property formerly occupied by a 123 year old farm house that was demolished for public safety. Board Approved February 2013. The project was modified in late 2013 and the Board Approved the modified version in April 2014. |
| 9959 143 rd Street | <u>Math Learning Center</u> : Project to update an aged International style façade. Board Approved May 2014. |
| 9875 143 rd Street | <u>Irish Patriot Fence</u> : Project to reconstruct a fence section at an outdoor seating area of a non-contributing restaurant in Old Orland. Approved August 2014. |
| 9970 144 th Street | <u>Kelliher Roof Improvement</u> : Project to install a new roof on a non-contributing single family home in Old Orland. Approved October 2014. |
| 9867 144 th Place | <u>Berardi Fence</u> : Project to install a new fence for a non-contributing single family home in Old Orland. Approved August 2014. |
| 9835 144 th Street | <u>Roof Improvement</u> : Project to install a new roof on a non-contributing single family home in Old Orland. Approved April |

| | |
|-------------------------------|--|
| | 2014. |
| 9960 143 rd Street | <u>Park School Historic Marker Agreement</u> : Entered into intergovernmental agreement with School District 135 to memorialize an Orland Park Landmark. Board Approved February 2014. |
| 9959 143 rd Street | <u>Math Learning Center</u> : Appearance Improvement Grant award to complete COA approved improvements. Approved August 2014. |
| 14700 Ravinia Avenue | <u>Orland Park Village Hall</u> : Project to improve building energy efficiency through the retrofit, rehabilitation and maintenance of the original doors. The Village Hall is a local landmark designed by Ralph Johnson of Perkins and Will and is considered a significant architectural asset to the community. Preservation activities undertaken on the Village Hall are in anticipation of future listing on the National Register of Historic Places. |

Section Five: Summary of Activities on Local Landmarks

No landmarks were designated in 2014.

In 2007, the Village began planning and implementing a Historic Marker Program. The Historic Marker Program seeks to educate the general public about the contributing structures and landmarks in Orland Park and raise overall awareness for them and the historic district.

The Historic Marker Program is aided by the Local Register of Significant Places, wherein are listed the sixteen (16) historically and/or architecturally significant buildings in the Old Orland Historic District and nine (9) other buildings and sites around the community, including two historic farmsteads.

In 2014, one historic marker was created and installed at Park Elementary School in Old Orland. The marker was implemented with the permission of School District 135 in May 2014 via an intergovernmental agreement. In total, the Historic Marker Program has placed ten (10) markers at various Orland Park Landmarks around town.

Section Six: Historic Resources Survey

In 2014, the Historic Resources Survey known as the 2008 Residential Area Intensive Survey, by McGuire Igleski and Associates, was consulted on numerous occasions to determine appropriate historic preservation strategies for a number of properties. The survey was completed in 2008 through a grant from the IHPA. The survey has proved valuable in the analysis of buildings and for appropriate decision-making concerning their contributions to the historic district.

The last historic resources survey was conducted in 2008, six years ago, for the area in and around the Old Orland Historic District. A new survey is needed to not only update the inventory of historic buildings within the study area, but also assess the integrity and condition of them. Likewise, any new survey should also consider the Orland Park landmark buildings and sites outside of the Historic District for a complete survey.

Since 2012, five buildings were lost in the Historic District. These buildings were labeled according to the 2008 survey as B-5, C-3, D-1, D-3, and I-2. Three of the five were lost due to poor structural health, although I-2 was not an architectural loss to the District. Two of the five were lost due to lack of investment as noted above. It is anticipated that a number of additional structures in the Historic District are in danger of a similar fate as the last two (C-16, D-2, and D-5). A new historic resources survey will help in the evaluation of threatened buildings. The Village would like to update the survey within the next two years.

Section Seven: National Register of Historic Places

Orland Park is home to two buildings that are on the National Register of Historic Places. The John Humphrey House, depicted below and located at 9830 W. 144th Place, and the Twin Towers Sanctuary, located at 9967 W. 144th Street.



In 2014, no changes or improvements were made to the two National Register structures. The buildings continue to be used as museums and community centers, hosting numerous events including tours for school children and historical societies.

The Mayor's Office conducted a workshop on Humphrey House preservation and preliminary feedback identified various structural issues related to the building. The Village will be investigating preservation strategies for the building in 2014.

Section Eight: Monitoring Activity

In FY2013, the Village Board revamped the Commercial Façade Improvement Program. The program was opened to all commercial and landmark buildings Village-wide as an economic development tool and was renamed as the "Appearance Improvement Grant".

The Development Services Department incorporated historic preservation principles and facets of the old Commercial Façade Improvement Program into the AIG to ensure historic properties find a tool in the AIG for maintenance and preservation of significant architecture.

Two projects were approved in FY2013, one of which was a façade restoration project for the Twin Towers Sanctuary, an Orland Park Landmark and a building on the National Register of Historic Places. These projects were approved in late Fall 2013. The Twin Towers Sanctuary project was completed in September 2014.

In 2014, the Historic Marker Program installed one marker at Park Elementary School, a Georgian Revival building. The funding enabled a modified Phase III of the marker program to be completed in 2013. In total, ten (10) of 25 landmarks currently have markers.

Section Nine: Summary of Historic Preservation Activities

During FY2014, the Development Services Department worked on projects and initiatives intended to enhance and promote historic preservation in the Village. A summary of activities is listed below:

1. Prepared and completed the consolidation of the HPRC with the Plan Commission.
2. Updated historic preservation review processes and ordinances.
3. Created Certificate of Appropriateness Training program to educate the public about historic preservation and strengthen existing codes.
4. Evaluated regulations to reinforce the historic preservation program.
5. Streamlined the COA review process.
6. Continued to process and review numerous COA applications.
7. Completed an annual report of preservation activities to the State and maintained CLG status.
8. Completed the Twin Towers Sanctuary Appearance Improvement Grant.
9. Implemented phase III of the Historic Marker Program.
10. Worked on the negotiation with the railroad for the “Beacon Park” site.
11. The Mayor’s Office conducted a workshop for the preservation of the National Register building known as the Humphrey House.
12. The Mayor’s Office also conducted a workshop on Orland Park’s history with the railroad.

Section Ten: Goals for FY2015

The following are major preservation related projects and tasks that are upcoming for FY2014.

- ☐ Commence Phase IV of the Historic Marker Program with the possibility of celebrating the 25th Anniversary of Village Hall’s architecture.
- ☐ Evaluate revised regulations to ensure they reflect the unique needs and characteristics of this historic district and landmarks
- ☐ Investigate tax relief opportunities and other supportive economic programs that apply to local landmark building owners.
- ☐ Preserve 14299 S. Wolf Road, Yunker School House and landmark it.
- ☐ Preserve 9875 143rd Street, Irish Patriot, and landmark it.
- ☐ Maintain the Local Register of Significant Places and promote the historic district.

- ☐ Investigate preservation strategies and study the structural integrity of the Humphrey House.
- ☐ Conduct three (3) Historic Preservation Training Sessions with the Plan Commission

Section Eleven: Commission Members and Meetings

Members of the Historic Preservation Review Commission and the Plan Commission in 2014 were:

| <i>Commission Members</i> | <i>Served</i> |
|---------------------------|--|
| Joe Gleiter | Appointed: August 2003 Decommissioned: January 2014 |
| Christina Lawler | Appointed: November 2004 Decommissioned: January 2014 |
| Kay Shelander | Appointed: August 2008 Decommissioned: January 2014 |
| Deana Walter | Appointed: October 2009 Decommissioned: January 2014 |
| Marianne Citarella | Appointed: October 2012 Decommissioned: January 2014 |
| Lou Stephens (Chair) | Appointed: August 2001 |
| Paul Aubin | Appointed: April 2003 |
| Steve Dzierwa | Appointed: June 2003 |
| Judie Jacobs | Appointed: April 2006 |
| Nick Parisi | Appointed: January 2007 |
| John Paul | Appointed: October 2009 |
| Laura Murphy | Appointed: March 2011 |

The Plan Commission customarily meets twice per month, the second and fourth Tuesdays at 7:00 p.m. The below table summarizes meeting attendance in 2014.

| <i>Date/ Name</i> | <i>Stephens, Chair</i> | <i>Aubin</i> | <i>Dzierwa</i> | <i>Murphy</i> | <i>Jacobs</i> | <i>Paul</i> | <i>Parisi</i> |
|-----------------------|----------------------------|--------------|----------------|---------------|---------------|-------------|---------------|
| Jan. 14 | - | X | X | X | - | - | X |
| Jan. 28 | Canceled | | | | | | |
| Feb. 11 | Canceled | | | | | | |
| Feb. 25 | - | X | - | X | X | X | X |
| Mar. 11 | Canceled | | | | | | |
| Mar. 25 | Canceled | | | | | | |
| Apr. 8 | - | X | X | X | X | X | X |
| Apr. 22 | Canceled | | | | | | |
| May 13 | Canceled | | | | | | |
| May 27 | - | X | X | X | X | X | X |

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|---------|----------|----|---|---|---|---|----|
| Jun. 10 | X | X | X | - | - | X | X |
| Jun. 24 | Canceled | | | | | | |
| Jul. 8 | X | X | X | X | X | X | X |
| Jul. 22 | X | X | X | X | X | | X |
| Aug. 12 | X | - | X | X | - | X | X |
| Aug. 26 | X | X | - | - | X | X | X |
| Sep. 9 | Canceled | | | | | | |
| Sep. 23 | Canceled | | | | | | |
| Oct. 14 | X | X | X | - | X | X | X |
| Oct. 28 | Canceled | | | | | | |
| Nov. 11 | X | X | X | - | X | X | X |
| Nov. 25 | Canceled | | | | | | |
| Dec. 9 | | | | | | | |
| Dec. 23 | | | | | | | |
| Total | 7 | 10 | 9 | 7 | 8 | 9 | 11 |

Please note that the Plan Commission did not consider many historic preservation cases this year due to planning, formulating and implementing the consolidation process. The attendance schedule above is provided to demonstrate the frequency of attendance of the group that has assumed the duties, responsibilities and obligations of the Village's Historic Preservation Program. The Plan Commission meets more times per year than the HPRC.

Section Twelve: The Upcoming Year

In 2015, the Village plans to complete implementation of the new consolidation ordinances with the commencement of the Certificate of Appropriateness Training on all projects that are proposed in the Old Orland Historic District and on Landmark sites and buildings. While the HPRC will no longer exist, its duties, responsibilities and obligations remain. The Plan Commission will become the expert commission to implement the Village's Historic Preservation Program. Throughout 2015, a series of trainings will take place to familiarize Plan Commission members with the goals and objectives of the Program as well as the practice of historic preservation. To be sure, the Plan Commission has worked on historic projects in the past and the experience of many of the members has familiarized them with various principles of historic preservation—which made the consolidation of the commissions more palatable.

The Village will continue to work to amend current Land Development Codes and design guidelines to ensure the new regulations reflect the needs of the Historic District in the context of greater downtown revitalization and development. This will include a review of the newly streamlined development review process for COA petitions. The Village will also continue to implement the Historic Marker Program, investigate economic development opportunities for area businesses, investigate tax relief opportunities for landmark owners and explore ways to improve the energy efficiency of historic buildings without compromising their historic character.

This is an exciting time for the Village's Historic Preservation Program. Codes and commissions have been reenergized and reinforced to improve the Certificate of Appropriateness process, the petitioner experience, and to make the development review process streamlined and more transparent. The Village evaluate these new codes and policies to gauge their performance and efficiency and will make any necessary changes to work out any loose ends.

Finally with the restructuring of the Historic Preservation Program there are opportunities to create new partnerships to advance historic preservation in the Village and to look for synergies between energy efficiency and historic preservation with sustainability as the common goal. Completing these projects will require teamwork, dedication and commitment.