

VILLAGE OF ORLAND PARK

14700 S. Ravinia Avenue
Orland Park, IL 60462
www.orlandpark.org



Meeting Minutes

Tuesday, September 2, 2025

6:00 PM

Village Hall

Committee of the Whole

*Village President James V. Dodge, Jr.
Village Clerk Mary Ryan Norwell
Trustees, William R. Healy, Cynthia Nelson Katsenes, Michael R. Milani,
Dina Lawrence, John Lawler and Joanna M. L. Leafblad*

CALL TO ORDER/ROLL CALL

The meeting was called to order at 6:00 P.M.

Present: 6 - Trustee Healy; Trustee Milani; Trustee Lawrence; Trustee Lawler; Trustee M. L. Leafblad and President Dodge, Jr.

Absent: 1 - Trustee Nelson Katsenes

APPROVAL OF MINUTES

2025-0689 Approval of the August 18, 2025, Committee of the Whole Minutes

I move to approve the Minutes of the Regular Meeting of the Committee of the Whole of August 18, 2025.

A motion was made by Trustee Lawler, seconded by Trustee Lawrence, that this matter be APPROVED. The motion carried by the following vote:

Aye: 6 - Trustee Healy, Trustee Milani, Trustee Lawrence, Trustee Lawler, Trustee M. L. Leafblad, and President Dodge Jr.

Nay: 0

Absent: 1 - Trustee Nelson Katsenes

NON-SCHEDULED CITIZENS AND VISITORS FOR AGENDA-SPECIFIC PUBLIC COMMENT

The following residents addressed the Committee regarding the Evergreen View Park Conceptual Plan:

1. Cate Bernhardt
2. Liane Birk
3. Susan Morris
(refer to audio)

ITEMS FOR SEPARATE ACTION

2025-0681 Ordinance Amending Title 1 (Administration) Chapter 16 (Procurement) Sections 1-16-3, 1-16-7, and 1-16-8 (Regarding Authorization and Methods for Procurements)

The Village's current Ethics Ordinance provides standards to prevent conflicts of interest and ensure transparency in Village operations. To strengthen transparency and accountability, staff recommends amending the procurement code in Title I, Chapter 16 to specifically require disclosure of business relationships between vendors and Village officials (including elected officials, Village Manager, and department Directors "Officials"). While the ordinance includes provisions addressing vendor conflicts and official conduct, current regulations do not explicitly require the disclosure of business relationships between vendors and Village officials as part of the procurement process.

To further strengthen accountability, ensure public confidence, and mitigate both actual and perceived conflicts of interest, a code amendment ordinance has been prepared. The amendment establishes clear definitions of “business relationship,” “appearance of impropriety,” and related terms, and creates a uniform disclosure process. It also requires both vendors and officials to submit written disclosures when such relationships exist or arise, specifically defined as those with potential and/or existing financial benefit.

The amendment adds two new sections, §1-16-17 Vendor Disclosures of Business Relationships and §1-16-18 Official's Disclosures of Business Relationships, which create a dual disclosure process. Key elements include:

- Definitions: Clear definitions of appearance of impropriety, business relationship, disclosure form, official, and vendor.
- Vendor Disclosure Requirement: Vendors must disclose any actual or potential conflicts of interest, financial interests, business relationships, or appearances of impropriety within the preceding ten years or expects such a relationship in the following 10 months when seeking to do business with the Village. This includes filing a Business Relationship Disclosure Form with the Procurement Officer at the time of proposal or as soon as the relationship becomes known.
- Official Disclosure Requirement: Village officials including elected and designated employees—must disclose any business relationships with vendors, past or anticipated, that has or may result in financial benefit.
- Review & Posting: Disclosures will be reviewed by the Procurement Officer for sufficiency and forwarded to the Village Board for review. The Board may post such disclosures publicly in a searchable format to ensure transparency.
- Appeals: Both vendors and officials may appeal to the findings of a business relationship through a written process to the Village Clerk.
- Penalties: Vendors and officials who fail to disclose, will have time to cure the defect but if not corrected or disclosed, or who submit incomplete or misleading disclosures, may face fines, disqualification, suspension, or termination of contracts/appointments, as applicable.

The purpose and benefits of this amendment serves to:

- Promote full transparency in Village procurement and decision-making.
- Provide safeguards against both actual and perceived conflicts of interest.
- Enhance public trust by requiring disclosure from both sides of the vendor-official relationship.
- Establish clear consequences for noncompliance to protect the integrity of Village operations.

Village Manager George Koczwara presented information regarding this matter. (refer to audio)

President Dodge made comments and had questions. (refer to audio)

Village Manager Koczwara responded to President Dodge. (refer to audio)

Trustee Leafblad made comments. (refer to audio)

Trustee Lawrence made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Lawrence. (refer to audio)

Trustee Healy made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Healy. (refer to audio)

Trustee Lawrence had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Lawrence. (refer to audio)

President Dodge and Trustee Lawrence made comments. (refer to audio)

Village Manager Koczwara responded to their comments. (refer to audio)

Village Attorney Michael Stillman and Village Manager Koczwara made comments. (refer to audio)

President Dodge made comments. (refer to audio)

Trustee Leafblad made comments. (refer to audio)

Trustee Milani made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Milani. (refer to audio)

Trustee Leafblad made comments. (refer to audio)

Village Attorney Stillman made comments. (refer to audio)

Trustee Milani made comments and had questions. (refer to audio)

Village Attorney Stillman and Village Manager Koczwara responded to Trustee Milani. (refer to audio)

Trustee Healy had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Healy. (refer to audio)

Trustee Healy made comments. (refer to audio)

Trustee Lawler made comments. (refer to audio)

President Dodge suggested this matter be reviewed and brought back to the Committee of the Whole at a future meeting. (refer to audio)

I move to recommend to the Village Board to adopt an Ordinance entitled: ORDINANCE AMENDING TITLE 1 (ADMINISTRATION) CHAPTER 16 (PROCUREMENT) SECTIONS 1-16-3, 1-16-7, AND 1-16-8 REGARDING AUTHORIZATION AND METHODS FOR PROCUREMENTS).

A motion was made by Trustee M. L. Leafblad, seconded by Trustee Lawler, that this matter be TABLED. The motion carried by the following vote:

Aye: 6 - Trustee Healy, Trustee Milani, Trustee Lawrence, Trustee Lawler, Trustee M. L. Leafblad, and President Dodge Jr.

Nay: 0

Absent: 1 - Trustee Nelson Katsenes

2025-0677 Ordinance Amending Title 1, Chapters 16, Section 1-16-7 of the Orland Park Municipal Code, Incorporating Changes Pertaining to Responsible Bidder Ordinance (RBO)

At its most basic definition, a Responsible Bidder Ordinance (RBO) is a local policy that establishes objective criteria and verifiable standards for contractors bidding on public infrastructure projects. Put another way, the goal of an RBO is typically to make public construction projects safer and ensure fair payment and proper training of the awarded contractors' employees. Orland Park has had a de facto Responsible Bidder Ordinance by requiring certain qualifications and certifications for all contractual partners. However, until this point, these policies have not been codified. The Responsible Bidder Ordinance proposed will codify the following Criteria for vendors on all public works projects in excess of \$25,000 in value.

CRITERIA FOR RESPONSIBILITY

To be considered a responsible bidder, the bidder must submit evidence showing that they:

- Hold all required state and local licenses.
- Have current registration with the Illinois Department of Human Rights (IDHR).
- Comply with all applicable laws including but not limited to:
 - The Prevailing Wage Act (820 ILCS 130/)
 - The Illinois Procurement Code
 - The Illinois Freedom of Information Act (FOIA)
- Provide a valid certificate of insurance covering workers' compensation, general

liability, and automobile liability.

- Participate in a U.S. Department of Labor-registered apprenticeship and training program applicable to each trade performing work on the project.

- Have not been debarred or suspended from public contracting by any governmental agency.

- Have a record of compliance with the Fair Labor Standards Act, OSHA, and Illinois safety laws.

- Maintain a permanent office and workforce capable of performing the work described.

- Submit a Certificate of Compliance, affirming understanding and compliance with the Village's procurement standards.

The purpose of the codified Ordinance is to ensure that contractors and subcontractors performing work on public projects for the Village of Orland Park meet the highest standards of responsibility, including integrity, financial stability, properly licensed and insurance, safety, training, and legal compliance.

Proponents and opponents of RBOs note numerous benefits and drawbacks to these ordinances. On the one hand, proponents find RBOs the best way to find bidders that can ensure a higher quality level of work, thanks in part to formal apprenticeship requirements that can be completed while being efficient, cost-effective, and safe. Some also cite RBOs as ensuring municipalities hire the most qualified bidders and consider more than price when evaluating bid responses. The report attached to the Committee Packet from the union-affiliated Illinois Economic Policy Institute, which examined projects in Illinois and Indiana, concluded that RBOs do not mean a more expensive project, saying "responsible bidder ordinances are effective policies that uphold local construction standards without raising costs for taxpayers."

On the other hand, opponents often cite the more stringent requirements in an RBO as limiting the pool of potential bidders, especially smaller firms with fewer resources to participate not only in apprenticeship programs but also in meeting the graduation guidelines, thus limiting work to union bidders. Additional considerations include the ability of local bidders not to meet requirements, thereby losing out on opportunities to support local economic efforts, as well as the potential for legal challenges by bidders over the definition of what constitutes a responsible bidder.

Many municipalities have put in place RBOs. At least 60 taxing bodies in Illinois have RBO's (<https://iiffc.org/illinois/illinoisordinances/>). These include:

- Naperville – Adopted 2023

- Lisle – Adopted 2022

- DuPage County – Adopted 2019

- DuPage County Forest Preserve – Adopted 2021

- Bolingbrook – Adopted 2010

- Lake County – Adopted 2019
- Will County – Adopted 2008
- Lockport – Adopted 2005
- Forest Park – Adopted 2019
- Tinley Park – Adopted 2019
- Oak Lawn – Adopted 2007
- Elgin – Adopted in 2011
- Kane County – Adopted in 2023

Analysis: Current Procurement Code

Does Orland Park's Procurement Code include RBO provisions already?

- Compliance with state and local employment laws? Yes
- Proof of insurance? Yes
- Compliance with the Prevailing Wage Act? Yes
- Disclosure of subcontractors? Yes
- References? Yes
- Participation in US Dept. of Labor apprenticeship training programs for primary and subcontractors? No
- Evidence of graduation from a US Dept. of Labor apprenticeship training program of at least 5 apprentices in each of the applicable construction crafts over the past 5 years the bidder will perform on a given project? No

Village Manager George Koczwara presented information regarding this matter.
(refer to audio)

Trustee Healy made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Healy. (refer to audio)

Trustee Leafblad made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Leafblad. (refer to audio)

Trustee Milani made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Milani. (refer to audio)

Trustee Lawrence made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Lawrence. (refer to audio)

Trustee Healy made comments and had questions. (refer to audio)

Village Attorney Michael Stillman responded to Trustee Healy. (refer to audio)

President Dodge made comments and had questions. (refer to audio)

Village Manager Koczwara and Village Attorney Stillman responded to President Dodge. (refer to audio)

President Dodge made comments. (refer to audio)

I move to recommend to the Village Board to adopt an Ordinance entitled: ORDINANCE AMENDING TITLE 1 (ADMINISTRATION) CHAPTER 16 (PROCUREMENT) SECTION 1-16-7 (CONSTRUCTION BIDDING AND CONTRACTS) ESTABLISHING CRITERIA FOR THE DETERMINATION OF A RESPONSIBLE BIDDER FOR VILLAGE CONSTRUCTION PROJECTS.

A motion was made by Trustee Lawler, seconded by Trustee Lawrence, that this matter be RECOMMENDED FOR APPROVAL to the Board of Trustees. The motion carried by the following vote:

Aye: 5 - Trustee Milani, Trustee Lawrence, Trustee Lawler, Trustee M. L. Leafblad, and President Dodge Jr.

Nay: 1 - Trustee Healy

Absent: 1 - Trustee Nelson Katsenes

ORDER OF ITEMS

President Dodge entertained a motion to consider item 2025-0706 Evergreen View Park Conceptual Plan next. It was moved by Trustee Leafblad and seconded by Trustee Lawler. All were in favor. (refer to audio)

2025-0706 Evergreen View Park Conceptual Plan

On July 7, 2025, the State announced \$35 million in funding for new Open Space Lands Acquisition and Development (OSLAD) Grants for the 2026 grant cycle. On August 18, 2025, the Village Board approved entering into a Professional Service Agreement with Planning Resources Inc. (PRI) for the development of a conceptual plan, budget estimate, and assistance in applying for an OSLAD Grant.

As part of the conceptual plan development, staff, along with PRI, hosted two public input meetings held to engage residents and gather resident feedback. The first meeting took place on August 25, 2025, at Evergreen View Park, and the second on August 28, 2025, at the Civic Center, both beginning at 6:00 p.m. The meeting at Evergreen View Park was attended by more than 50 residents, while the Civic Center meeting drew 9 participants.

To advertise the meetings, postcards were mailed to 908 homes within a 1,500-foot radius of the park. The Village published social media posts on August 20, 25, and 28. For those unable to attend in person, an online survey was conducted through SurveyMonkey, generating 84 responses. The survey link was

shared through the same social media posts and a QR code printed on the mailed postcards.

The input gathered through meetings and surveys reflect strong support for the planned playground and pavilion replacement (scheduled for 2026), along with additional priorities such as shaded seating, a walking/running loop, and comfort amenities. Responses also showed interest in new recreational features, including pickleball courts, outdoor fitness, and water play. While the idea of a splash pad received both strong support and opposition, staff and PRI have explored a subtle splash pad concept (low-profile ground jets, natural integration, and subdued aesthetics) as a potential compromise that blends into the park and serves neighborhood families without attracting regional crowds, a concern voiced by several residents.

The conceptual plan attached to the Committee packet, prepared by PRI, incorporates resident feedback and balances both active and passive recreation. It includes the new playground and pavilion scheduled for replacement in 2026, a walking/running loop to enhance connectivity throughout the park, shaded seating areas with an accompanying butterfly garden, and fitness amenities such as pickleball. The walking/running loop were consistently identified as one of the most popular features during the survey and public meetings, reflecting a strong desire from residents for safe and accessible fitness and recreation opportunities within the park.

Staff seek Board input and guidance on elements to include in this potential park development to include in the OSLAD grant application. The grant application is due and will be submitted by the September 30, 2025 deadline.

Director of Recreation and Parks Ray Piattoni presented information regarding the matter. (refer to audio)

Trustee Leafblad made comments and had questions. (refer to audio)

Director Piattoni responded to Trustee Leafblad. (refer to audio)

Trustee Lawler made comments and had quesitons. (refer to audio)

Trustee Healy made comments. (refer to audio)

Trustee Milani made comments and had questions. (refer to audio)

Director Piattoni responded to Trustee Milani. (refer to audio)

Trustee Leafblad made comments. (refer to audio)

President Dodge made comments. (refer to audio)

Director Piattoni responded to President Dodge. (refer to audio)

President Dodge asked a question. (refer to audio)

Village Manager George Koczwara responded to President Dodge. (refer to audio)

President Dodge had comments. (refer to audio)

Resident Liane Birk made comments. (refer to audio)

President Dodge responded to resident's comments. (refer to audio)

Discussion only

This item was for discussion only. NO ACTION was required.

2025-0701 17101 Wolf Road Purchase and Sale Contract

The property at 17101 Wolf Road is 5.95-acre piece of property on the east side of Wolf Road, in unincorporated Cook County. The property was previously a school bus storage and maintenance facility. The Village was notified in January of 2025 that the current owner was pursuing special use permit to allow for an automobile repossession lot. In February of 2025 the Village passed a resolution formally objecting to the granting of the special use permit by Cook County. In April of 2025, the Village hosted an informational meeting at the Orland Park Civic Center. Village elected officials also attended the Cook County Zoning Board of Appeals hearings to object to the approval of the special use permit.

Since that time period, the Village has been in negotiations with landowner for the purchase of the subject property and has since come to an agreement to purchase the property for \$1,300,000. Upon execution of the contract attached to the Committee packet, the Village will enter a 30-day due diligence period to investigate any and all aspects regarding the physical condition of the real estate. Payment will be made upon closing. The closing date will be mutually agreed upon after satisfactory completion of the due diligence period.

There is currently a large gravel parking lot with a small office/vehicle repair shop on the subject property. Once the property is purchased, the Village intends to demolish the existing structure and revert the property to its natural state. This includes restoration with natural plantings and a stormwater improvement project. Depending on feasibility, a passive recreation area may be included on site.

After purchase of the property the Village intends to annex the subject property, with the unimproved 171st Street right-of-way. Annexation of this property will give the Village ability to annex properties to the north and south of the subject

property. See map attached to the Committee packet.

The Village has been in negotiations with the current property owner for the purchase of the former El Cortez property at 17171 Wolf Road. If the negotiations fall through, the Village will pursue eminent domain to acquire the former El Cortez property. Once the Village purchases this parcel, this parcel, along with the parcel the Village currently owns at, 17151 Wolf Road, will be reverted to native plantings as part of stormwater improvement. The Engineering division is soliciting proposals for the engineering of these three parcels, including the demolition of any structures.

The purchase and sale contract for the property at 17101 Wolf Road is now before the Committee of the Whole for consideration.

Director of Development Services Steve Marciani presented information regarding this matter. (refer to audio)

Trustee Healy had questions. (refer to audio)

Village Manager George Koczwara and Village Attorney Michael Stillman responded to Trustee Healy. (refer to audio)

President Dodge had comments and asked questions. (refer to audio)

Director Marciani responded to President Dodge. (refer to audio)

President Dodge had questions. (refer to audio)

Village Manager Koczwara responded to President Dodge. (refer to audio)

Trustee Healy made comments. (refer to audio)

President Dodge and Director Marciani responded to Trustee Healy. (refer to audio)

I move to recommend to the Village Board of Trustees approval of the purchase and sale contract for 17101 Wolf Road;

AND

Move to recommend to the Village Board of Trustees authorization to execute the purchase and sale contract for 17101 Wolf Road.

2025-0705 Discussion – Debt Presentation Follow-up

The following is a response to an inquiry from Trustee Healy following the debt presentation at the July 15, 2025, Committee of the Whole meeting.

Tax Increment Financing (TIF) Primer

At the January 16, 2023, Village Board meeting, the Village Board adopted a Resolution urging the Illinois General Assembly and Governor to protect Tax Increment Financing (TIF) in its current form as a valuable economic development tool without additional restrictions on municipal governments and the communities they serve. Since TIF is one of the last significant economic development tools available to address areas of blight, support development and promote local job creation and retention, the then-Village Board supported the Illinois Municipal League's call to protect TIF as part of its responsibility to promote economic development and revitalization.

In order to establish a TIF district, a local government must find that development or redevelopment of the area would not occur "but for" the creation and use of TIF. Illinois law specifies a number of requirements that must be satisfied for an area to qualify as a TIF district, beginning with identifying the district and the physical and economic deficiencies that need to be cured. Specifically, state law requires that the proposed area must meet one or more of three conditions:

1. Blighted conditions;
2. Conservation conditions; and,
3. Industrial Park conservation conditions.

If one or more of these conditions is identified, municipal officials and a Joint Review Board, made up of representatives from affected local taxing bodies, must review a plan for the redevelopment of the TIF area. A public hearing must be held where residents and other interested parties can express their thoughts on the subject. If the plan for redevelopment is approved by the Joint Review Board, the municipality may adopt the plan by a majority vote of the corporate authorities. If the Joint Review Board rejects the plan for redevelopment, the municipality may proceed but the plan must be approved by a three-fifths vote of the corporate authorities. No state or federal approval is required for creation of a TIF District.

Because of the nuanced intricacies of TIFs, the Village engages with three important consultants when considering a TIF:

1. TIF Financial Advisor – In the Village's case, the TIF financial advisor has continuously been SB Friedman since at least 2018. A TIF financial advisor provides expert guidance to municipalities and developers on the use of TIF to finance public and private development projects. They assist with feasibility studies, financial modeling, structuring TIF agreements, and navigating the legal and regulatory landscape. As an example, SB Friedman completed the Tax

Increment Financing District Eligibility Report and Redevelopment Plan and Project that was submitted as part of the Downtown Orland Park TIF District.

2. Municipal Financial Advisor - PMA Securities has been the Village's Financial Advisor since 2020. At the November 2, 2020, Village Board meeting, following an RFP, the Village approved entering into an agreement with PMA Securities, LLC for Municipal Financial Advisor services. Municipal financial advisors are financial professionals who assist public agencies with the issuance of bonds, as well as financial analysis, modeling, planning, and forecasting associated with funding capital improvements. Municipal advisors are regulated by the Securities and Exchange Commission under the Dodd-Frank Wall Street and Consumer Protection Act. Municipal advisors are required to pass the Series 50 exam, a qualifying exam developed by the Municipal Securities Rulemaking Board (MSRB). Municipal advisors are required to follow certain standards of conduct, as defined under MSRB Rule G-42, including regulatory compliance, licensing, and continuing education requirements. Most importantly, municipal advisors are obligated to serve in a fiduciary capacity to their clients and act in their best interest. Since most local government do not have such professionals on their payroll, most local governments retain these services through consultancy agreements, similar to what the Village has done with PMA Securities.

3. Bond Counsel - An attorney or firm of attorneys, retained by the Village, to render an opinion in a Bond financing as to the validity and enforceability of the Bonds and the treatment of the Interest on the Bonds under applicable federal and state law. At the June 16, 2025, Village Board meeting, following a Request for Qualifications process, the Village Board approved entering into agreements with various law firms for legal services, including Croke Fairchild Duarte & Beres LLC as bond counsel.

Debt Primer

Illinois local governments can borrow money in a number of different ways. These various mechanisms for borrowing are either long-term or short-term, and they can be repaid through tax revenues, user fees, or special assessments.

Long-term debt is a commonly used means of financing large capital assets such as infrastructure, buildings, and large pieces of equipment. Issuing debt increases the total cost of the asset through the payment of interest, but it also allows local governments to acquire or build capital assets sooner by borrowing up front for assets that they could not otherwise fund from existing cash resources. By spreading out debt payments over many years, local governments can also smooth out their expenses and create a more predictable cash flow.

Short-term debt can be used to cover a temporary cash flow deficit or provide for an interim method of financing until long-term borrowing has been secured. The amount of debt a government may incur is generally limited by Illinois state statutes (with exceptions for Home Rule municipalities), and whether the debt is being repaid with tax or nontax revenue sources. Federal law establishes rules about the tax status of government securities and the process for issuing and

disclosing debt obligations.

Another type of borrowing are leases and installment contracts. Because of the increased popularity of lease and installment contracts, the Governmental Accounting Standards Board (GASB) issued Statement No. 87 which went into effect on June 15, 2021. GASB 87, as it is now referred to in shorthand, is the lease accounting standard.

General Obligation (GO) Debt

General obligation bonds are secured by the full faith, credit and taxing power of the municipality, which should result in the lowest possible interest rates for financing a capital project. Since the (GO) debt is secured by the full faith and credit of the local government issuing the debt, the municipality pledges its tax revenues unconditionally to pay the interest and principal on the debt as it matures. Another advantage is generally lower costs of issuing general obligation bonds, when compared to most other methods of financing capital projects. This is because the legal structure for the issuance of general obligation bonds is less complex than most other financing methods. Because GO debt usually has lower interest rates, even when Village debt is ultimately being pledged by a specific revenue structure such as Water and Sewer rates, it is more financially advantageous to issue Water and Sewer capital bonds as GO bonds as opposed to Revenue Bonds.

How was the General Obligation Debt estimated

Five-Year Financial Plan – At the June 5, 2023, BOT meeting, the Village Board approved the Capital Improvement Plan and Five-Year Financial Plan - The Five-Year Financial Plan included \$68.3 million in new governmental debt (see p.78 of Five-Year Financial Plan). At the same meeting, the Village Board adopted a Natural Gas Tax, an Electricity Tax, and an increase in the Home Rule Sales Tax, and elimination of the Vehicle Sticker as part of the Five-Year Financial Plan.

2023-2027 Utility Rate Study Adoption – At the October 3, 2022, BOT meeting, the Village Board accepted the Five-Year Utility Rate Study and approved the corresponding water and sewer rate increases. The Five-Year Utility Rate Study included \$30.15 million in new governmental debt (see Section II of the Five-Year Utility Rate Study). At the same meeting, the Village Board adopted water and sewer rate increases for the proceeding five-years as part of the Five-Year Utility Rate Study.

TIF Bonds -

-Downtown Orland Park TIF – At the October 7, 2024 BOT Meeting, the Village Board approved a Redevelopment Agreement (RDA) with Edwards Realty. As part of the RDA, the Village pledged \$33 million in GO debt as part of the redevelopment project (see page 14 of the RDA). The GO Debt is to be paid back from the created Downtown Orland Park TIF District and the separately created Business Improvement District (BID). The BID overlays an additional 1% sales tax

on the business within the Downtown Orland Park boundary. The Tax Increment Financing District Eligibility Report and Redevelopment Plan and Project were submitted as part of the multi-step process to create the TIF.

-Dick's House of Sport (former Sears) – In 2024, when the creation of the TIF was being discussed, the original plan was for Dick's to receive tax incentive on a "Pay-As-You-Go" method. In Pay-As-You-Go TIF (or Pay-Go TIF), the developer pays for upfront development cost and is reimbursed for TIF-eligible costs twice annually as the increment becomes available (when the tax base increases). Following the March 17, 2025 Board of Trustee meeting in which the Village Board adopted an inducement agreement with the Dicks' House of Sports, the Pay-Go option was dropped and instead former Mayor Pekau agreed to upfront the incentive to Dick's House of Sports. This upfront payment was going to be provided through GO TIF debt along with another approximately \$3 million in GO TIF debt for stormwater improvements that the Village was going to construct. Once the plans are finalized, the Village's TIF Advisor, SB Friedman, will draft the Tax Increment Financing District Eligibility Report and Redevelopment Plan and Project, which is an important part of the multi-step TIF development process.

-Former Andrew Corporation Property – At the August 19, 2024, BOT meeting, the Board adopted an inducement agreement for the Former Andrew Corporation Property. The adopted Resolution includes the following language:

WHEREAS, Village and Developer desire such Expenditures be able to qualify for consideration as "redevelopment project costs" that can be reimbursed from proceeds of the tax increment generated by the Proposed Project to the extent such costs qualify under the Act; and

WHEREAS, the Village may reimburse the Developer for the Expenditures by issuing debt instruments secured by the incremental revenue generated by the Proposed Project (the "Obligations");

With regard to the planned TIF GO Debt issuance, as indicated in separate correspondence, the Village was planning on issuing \$25.5 million in GO Debt to be repaid through TIF generated increment. Subsequently, additional conversations were had in which the Former Andrew Corporation property TIF was to be expanded to incorporate the former clean-fill site adjacent to Centennial Park for the funding and construction of turf fields. The total GO Bond to be issued would then be \$43.7 million (assuming the lower cost concept). Once the plans are finalized, the Village's TIF Advisor, SB Friedman, will draft the Tax Increment Financing District Eligibility Report and Redevelopment Plan and Project, which is an important part of the multi-step TIF approval process.

-Former Terry Lincoln Mercury - At the August 19, 2024, BOT meeting, the

Board adopted an inducement agreement for the Former Terry Lincoln Mercury property. Similar to the Former Andrew Corporation Inducement Resolution, the Former Terry Lincoln Mercury Resolution includes the same type of TIF and debt issuance language. The last plan included a condominium project. With regard to the planned debt issuance, as indicated in separate correspondence, the Village was planning on issuing debt to be repaid through TIF generated increment. It was estimated that the bond issuance was going to be \$10 million for the incentive and additional \$5 million for the adjacent intersection improvement (143rd Street and John Humphrey Drive). Once the plans are finalized, the Village's TIF Advisor, SB Friedman, will draft the Tax Increment Financing District Eligibility Report and Redevelopment Plan and Project, which is an important part of the multi-step TIF approval process.

-Former Petey's 2 - At the August 19, 2024, BOT meeting, the Board adopted an inducement agreement for the Former Petey's 2 property. Similar to the Former Andrew Corporation Inducement Resolution and the Former Terry Lincoln Mercury Inducement Resolution, the Former Petey's 2 Resolution includes the same type of TIF and debt issuance language. With regard to the planned debt issuance, as indicated in separate correspondence, the Village was planning on issuing debt to be repaid through TIF generated increment. It was estimated that the bond issuance was going to be \$18 million for the incentive and additional \$3 million to complete the 161st Street extension to Ravinia Avenue. Once the plans are finalized, the Village's TIF Advisor, SB Friedman, will draft the Tax Increment Financing District Eligibility Report and Redevelopment Plan and Project, which is an important part of the multi-step TIF approval process.

Previously Committed General Obligation Debt is estimated at \$274,295,000. At the July 15, 2025, Committee of the Whole meeting, the initial maximum potential GO Debt issuance was estimated at \$251 million. However, based on a reexamination of previous commitments, the maximum potential General Obligation Debt is now estimated at \$274,295,000.

Additional Commitments

Other preliminarily committed TIFs are further described below. This additional information is not included in the updated maximum potential GO Debt figure because the Village was not yet provided estimated figures.

-Crossroads TIF - When the petition for the Crossroads Development at the SEC of 159/LaGrange failed at the on June 17, 2024 Board of Trustees meeting, the developers were approached with the possibility of establishing a TIF that could assist with a owner-occupied development instead of rentals.

-I-80 TIF District - There have been previous discussions with regard to the creation of a TIF for the parcels West of Wolf Road along I-80. These parcels, referred to as Centennial Crossings, are a 246-acre greenfield parcel, currently located in unincorporated Orland Park. Although unincorporated, the Village has

been working very closely with the property owner toward an annexation agreement. At the September 16, 2024, Village Board meeting, the Village Board agreed to a joint marketing agreement with the property owners. As part of planning for the site, data centers were emphasized

-Jefferson Avenue TIF - Previously, Village Staff had very preliminary discussion with former Mayor Pekau regarding a potential Jefferson Avenue TIF as a way to redevelop the area.

-Orland Square Mall/John Humphrey Drive Business Improvement District - A Business Improvement District is similar to a TIF District, but instead of income generated from property taxes, business improvement districts generate revenue from a sales tax overlay. As part of the Downtown Orland Park redevelopment, a 1% sales tax business improvement district overlay was added to the Downtown Orland Park boundary. A similar business improvement district was previously reviewed at the request of former Mayor Pekau for Orland Square Mall (including the ring road), and businesses along John Humphrey Drive. The Illinois Business District Development and Redevelopment Law authorize a municipality to impose a tax designed to fund the development or redevelopment of certain designated areas within a municipality. The business district sales tax is imposed by the municipality in the form of the Business District Retailers' Occupation Tax and Business District Service Occupation Tax. This revenue could be used for several needed capital improvements (ring road, façade improvements, etc.).

Village Manager George Koczwara made comments. (refer to audio)

Trustee Healy made comments and had questions. (refer to audio)

Village Manager Koczwara and President Dodge responded to Trustee Healy. (refer to audio)

Discussion Only

This item was for discussion only. NO ACTION was required.

2025-0591 An Ordinance Creating a New Chapter 26 (Imposing A Grocery Tax), of Title 7, of The Orland Park Village Code.

Beginning January 1, 2026, Illinois will repeal the statewide 1% grocery tax and instead allow municipalities to implement a local 1% grocery sales tax as a replacement.

To ensure uninterrupted sales tax revenue from these items, staff propose that the Village Board adopt an ordinance to impose a local grocery tax. The Illinois Municipal League drafted a model ordinance that is being used by several other municipalities. To be effective January 1, 2026, a certified copy of the ordinance must be submitted to the Illinois Department of Revenue (IDOR) by October 1, 2025. If no action is taken, the grocery tax will be automatically repealed within the

municipality and the Village would lose that revenue.

There is no anticipated impact on consumers as this is the same percentage currently being paid. Prepared foods, alcohol, tobacco, and dietary supplements are exempt from the tax.

This tax will be collected and administered by the Illinois Department of Revenue, consistent with other local sale taxes. Many municipalities have already adopted their own grocery tax (see summary attached to Committee packet).

Given the Village's ongoing efforts to maintain essential services, meet growing infrastructure and operational costs, pay off debt, and plan for long term fiscal sustainability, staff recommends the continuation of a 1% local grocery tax. The Village currently generates approximately \$4.5 million annually in grocery tax.

Director of Finance Chris Frankenfield presented information regarding this matter. (refer to audio)

President Dodge had questions. (refer to audio)

Village Manager George Koczwara and Village Attorney Michael Stillman responded to President Dodge. (refer to audio)

President Dodge had questions. (refer to audio)

Director Frankenfield responded to President Dodge. (refer to audio)

Trustee Healy made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Healy. (refer to audio)

Trustee Healy made comments. (refer to audio)

Trustee Leafblad made comments and had questions. (refer to audio)

Director Frankenfield responded to Trustee Leafblad. (refer to audio)

Trustee Milani made comments. (refer to audio)

Trustee Lawler made comments and had questions. (refer to audio)

Village Manager Koczwara responded to Trustee Lawler. (refer to audio)

Trustee Lawrence made comments. (refer to audio)

President Dodge made comments and had questions. (refer to audio)

Village Manager Koczwara responded to President Dodge. (refer to audio)

I move to recommend to the Village Board to adopt an Ordinance entitled: AN ORDINANCE CREATING CHAPTER 26, OF TITLE VII, OF THE MUNICIPAL CODE IMPLEMENTING A MUNICIPAL GROCERY RETAILERS' OCCUPATION TAX AND MUNICIPAL GROCERY SERVICE OCCUPATION TAX IN THE VILLAGE OF ORLAND PARK.

A motion was made by Trustee Lawler, seconded by Trustee Lawrence, that this matter be RECOMMENDED FOR APPROVAL to the Board of Trustees. The motion carried by the following vote:

Aye: 4 - Trustee Lawrence, Trustee Lawler, Trustee M. L. Leafblad, and President Dodge Jr.

Nay: 2 - Trustee Healy, and Trustee Milani

Absent: 1 - Trustee Nelson Katsenes

NON-SCHEDULED CITIZENS & VISITORS FOR PUBLIC COMMENT ON ITEMS RELEVANT TO VILLAGE BUSINESS

Resident Brian Weaver addressed the Board regarding Evergreen View Park. (refer to audio)

ADJOURNMENT: 7:45 P.M.

A motion was made by Trustee M. L. Leafblad, seconded by Trustee Lawler, that this matter be ADJOURNED. The motion carried by the following vote:

Aye: 6 - Trustee Healy, Trustee Milani, Trustee Lawrence, Trustee Lawler, Trustee M. L. Leafblad, and President Dodge Jr.

Nay: 0

Absent: 1 - Trustee Nelson Katsenes

2025-0714 Audio Recording for the September 2, 2025 Committee of the Whole Meeting

NO ACTION

/BC

APPROVED:

Respectfully Submitted,

Mary Ryan Norwell, Village Clerk