



# VILLAGE OF ORLAND PARK

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

## Department Requested Action

File Number: 2018-0021

**Agenda Date:** 5/8/2018

**Version:** 0

**Status:** PASSED

**In Control:** Plan Commission

**File Type:** MOTION

**Agenda Number:**

**Title/Name/Summary**

The Villas of Tallgrass - Rezoning, Site plan, Subdivision, Elevations, Landscape plan, Special Use Permit with modifications

**History**

Project:

The Villas of Tallgrass

**Petitioner:**

Marth Construction Company

**Purpose:**

The petitioner proposes to construct 38 duplex residential dwelling units on the south side of 167th Street just east of the Southwest Service Metra tracks.

**Project Attributes:**

*Address:* 10851 W. 167th Street

*P.I.N.:* 27-29-101-015-0000

*Size:* 11 acres

*Current Zoning:* Unincorporated Cook County

*Proposed Zoning:* R-4 Residential District in the Village of Orland Park

*Comprehensive Plan designation:* Single family residential (R- 4 Zoning District) in the  
**Grasslands Planning District**

*Surrounding Land Use and Zoning District:*

North: (Across 167th Street) Shenandoah Subdivision town homes, R-4 Residential Zoning District

South: Fawn Ridge Subdivision single family subdivision, R-3 Residential Zoning District

East: Shenandoah South town homes, R-4 Residential Zoning District and Fawn Ridge single family subdivision, R-3 Residential Zoning District

West: (Across Metra Tracks) Laurel Hill Subdivision ranch condominiums, R-4 Residential Zoning District

**Preliminary engineering consent has been granted for this project to move forward to Plan Commission.**

### **PROJECT DESCRIPTION & CONTEXT**

The petitioner describes this project as “a continuation of Marth Home’s very successful attached single family product at the Villas of Grasslands”, which is nearing completion and is located near the corner of 167th Street and Wolf Road. The proposed Villas of Tallgrass subdivision is located on an approximately eleven-acre site on the south side of 167th Street, just east of the Metra railroad crossing. The site is surrounded by existing subdivisions. Most of the abutting neighbors are also R-4 zoned multi-family units, and some are R-3 zoned single family homes. Approvals are requested for a rezoning, site plan, subdivision and plat, elevations, landscape plan, and special use for a planned development and for a special use permit to disturb a wetland with several modifications to the Land Development Code. The development site is currently located in unincorporated Cook County, and all approvals are subject to annexation into the Village of Orland Park. The annexation of the land will be considered at the Board level.

This small residential infill project is typical of many small remaining parcels in Orland Park, in that it has multiple development constraints. There are wetlands on the site and numerous trees. The petitioner proposes to mitigate the wetlands, subject to federal approvals. Most of the trees will be removed for the development, however some will be preserved along the borders. Tree mitigation will be required for trees removed, and the site will be fully re-landscaped per Land Development Code requirements.

### **SITE PLAN/SUBDIVISION:**

The petitioner proposes 38 attached ranch villas on 22 subdivided lots that include a detention pond out-lot and a park out-lot, both which will be dedicated to the Village. The residential lots meet R-4 minimum bulk requirements, and include two attached units per lot. Each unit will be accessible by a driveway connecting to the new publicly dedicated street. The pond will be located along the railroad tracks, and the park will be located along 167th Street. Note that all lot bulk requirements including lot dimensions, building envelopes and locations, setbacks, lot coverage, etc., are conceptual only and must meet all Land Development Code, Engineering, and Building Department/Code requirements at the time of permits.

### **MOBILITY**

#### **Vehicular:**

Circulation patterns around the site exist and are well established. 167th Street is a Cook

County minor arterial. The nearest signalized intersection is at 167th Street and 108th Avenue. Primary access to the new subdivision will be from a new stop controlled curb cut on 167th Street, which is opposite Grants Trail on the north side of 167th Street. A secondary access point will be from the south Scarlet Drive stub in the Fawn Ridge Subdivision. Earlier conceptual plans for this subdivision showed an access point midway in the site that connected to Sheridan's Trail and on to 108th Avenue through a site that is currently a large estate residential lot. However, due to high costs associated with that plan, the petitioner instead opted to access the lots directly from an extended Scarlet Drive, which will be a through street. The proposed Scarlet Drive extension, sidewalks, and parkways match the existing street profile.

#### Multi-purpose Trail

An 8' wide asphalt multi-purpose trail is planned along 167th Street, with portions of it already constructed. The trail is envisioned to extend along the south side of 167th Street from the existing Grasslands Subdivision to the Forest Preserve District's extensive trail system at Orland Grasslands. The 167th Street bike path is not currently funded, and the Village is seeking outside grant assistance. Along the Villas of Tallgrass frontage, the petitioner proposes to construct the trail for most of the 345' frontage, and then pay cash in lieu for the remaining approximately 75' gap so that it can match up with the future trail crossing at the Metra Tracks.

#### **BUILDING ELEVATIONS:**

The typical ranch condominium unit is a 2 bedroom, 2000 square foot unit plan that offers a walk out and/or look out option as topography allows. The duplexes are constructed of brick with minor siding accents, with a hipped roofline that includes gabled roof peaks and window dormer peak accents. The front home facade aligns with the front of the garage doors. The builder will offer several feature options for the front building façade, allowing some individualization of the units. Varied feature options include stone accents, roof gables and window dormers of different styles, arched front windows with a gabled roof, or bay windows with a hipped roofline. The unit purchaser will select the features which could then be combined in multiple ways, for a 'mix and match' kind of approach. The rear elevations are the same for all buildings, except for units with walk outs. The units are all brick and have two prominent raised gables with clerestory windows, as well as sliding/French doors that exit to the rear of the homes. Note that the Code allows a maximum of a 5' encroachment into the rear building setback, which in some cases may constrain the depth of any patios. The side elevations are the same for all buildings, and are simpler than the front and rear elevations; however they include a small gabled feature with accent siding in the center of the facade. The more visible side elevation of Unit 11, which faces 167th Street, has an enhanced building façade that includes a second larger recessed gable and stone accents.

### Signage

A subdivision monument sign is proposed on the eastern side of the subdivision entrance at 167th Street. A conceptual elevation must be provided.

### **LANDSCAPING/TREE MITIGATION**

Per Code requirements, the petitioner submitted a preliminary landscape plan that has been **approved** by the Village's Landscape Architect consultant. Most of the trees on the site will be removed to accommodate the subdivision grading, although some are preserved along the western railroad track buffer and some along the eastern boundary line. Tree mitigation is required per Land Development Code Tree Preservation Section 6-305.1. Required tree mitigation should be met on site wherever possible; trees that cannot be accommodated on site require a cash payment into the Tree Mitigation fund. In this case, some cash credit may be applied to developer constructed park improvements, subject to Village approvals.

New parkway trees are included on the plan, spaced 40' on center along all streets interior and exterior to the site. A 15' landscape buffer is provided along the property lines of the development. The plant material in that buffer must be distributed in a way that accommodates drainage along the rear of the lots. Foundation plantings are provided around the buildings. The existing tree landscape buffer next to the tracks will be partially preserved, and new trees added. The detention pond will be planted with native naturalized vegetation.

### **PRELIMINARY ENGINEERING -**

***Preliminary engineering consent has been granted with conditions allowing this project to move forward to Plan Commission.***

Detention/Retention - The site's new detention pond is located along the western boundary of the site adjacent to the railroad tracks. The new pond connects to the Sterling Ridge detention pond to the south. General drainage patterns direct water to the rear of the residential lots, either to the pond on the west side of Scarlet Drive, or along the rear property lines to the east and south.

Wetlands - There are several wetlands on the site that will be disturbed by the development. The petitioner has submitted a permit application to US Army Corp of Engineers for permission to mitigate the wetlands. This must be resolved as a part of final engineering.

Erosion/Sedimentation. A plan must be submitted and approved.

Utilities - Nearby tie-ins are existing and available along 167th Street.

## **PARKS**

### Park Land Dedication

The Code requires park land dedication or cash in lieu for residential subdivisions, based on the anticipated number of new residents, which in this case is estimated at 65 persons. The Villas of Tallgrass Development requires park land dedication of approximately ½ acre. There is not another easily accessible neighborhood park near the proposed subdivision. The petitioner proposes a .45-acre park with exercise equipment, appealing to the over 55 targeted buyers. The park will include five workout stations, safe play surface, bike rack, two tables, three benches, four trash receptacles, a metal roof pavilion, and sitting area overlooking the pond.

### Other exactions

All exaction fees, including but not limited to transportation, parks and schools, are to be paid to the Village per current Code requirements, and will be established at the time of Annexation Agreement and Building Permits.

## **BULK REQUIREMENTS**

### Density

Maximum: 6 dwelling units per acre

Proposed: 5.8 dwelling units per acre

### Lot size

Required - 8,500 square feet

Proposed -smallest duplex lot 11,763 square feet; average lot size 14,936 square feet

### Block length

Maximum: 1,000 feet

Proposed: 1,200 feet (modification)

### Setbacks

#### *-Front Yard:*

Required - 20'

Proposed - 20'

#### *-Side Yard:*

Required - 25' minimum building to building

Proposed -20' minimum building to building (modification)

#### *-Corner Side Yard:*

Required - 20'

Proposed -20'

#### *-Rear Yard:*

Required - 30'

Proposed - 30'

### Landscape Buffer-yards

Required - 15' minimum

Proposed - 15' provided

## **ANALYSIS**

Overall, the project conforms to the Village's Comprehensive Plan, Land Development Codes and policies for this area, via the proposed special use permits and except for the listed Code modifications. The property is currently in unincorporated Cook County, so all approvals are subject to annexation. The Annexation public hearing will be held at the Village Board of Trustees level.

### **Comprehensive Plan**

The development parcel is in the Grassland Planning District, which supports annexation and multi-family development in the R-4 Residential Zoning District for this location.

## **ACTIONS REQUESTED**

### **Rezoning**

The Applicant seeks to annex the petitioned property into the Village of Orland Park, and rezone the property from E-1 Estates to the R-4 Residential Zoning District, conforming to the Comprehensive Plan. Most of the abutting development is also zoned R-4 Residential Zoning District, and is of similar character and density as the proposed development. There are also some smaller detached single family homes as well as some typical R-3 single family homes. The proposed zoning and land use is compatible with the surrounding area. When considering an application for rezoning, the decision-making body shall consider the rezoning standards listed in the Code. The petitioner has provided responses to the rezoning standards.

### **Site Plan/Subdivision**

The proposed subdivision includes 19 residential duplex lots for a total of 38 residential units, a detention pond out-lot and a park out-lot that both will be dedicated to the Village. The duplex lot sizes meet minimum size requirements of the R-4 Residential District. The proposed subdivision layout is a reasonable solution for a site with multiple challenges. The detention pond is located along the railroad tracks, just north of the existing Sterling Ridge Pond. An existing and enhanced landscape buffer, provides a buffer for the homes. There are two vehicular access points to the site, one that ties into the existing Scarlet Drive stub, and the second via a new curb cut on 167th street that aligns with an existing street on the north side of the road. Although contrary to earlier conceptual plans for this subdivision that showed an access point through a large estate lot on Sheridan's Trail, the proposed Scarlet Drive extension will be a through street that can adequately accommodate the additional traffic of the 38 dwelling units. The existing estate lot can then be utilized as is or potentially subdivided for redevelopment.

### **Park Contribution**

The new highly visible park along 167th street provides an amenity both to new and current residents, plus future trail users. The developer has agreed to not only donate the park land, but also construct and equip the park. The park costs that exceed Code required minimums may potentially be applied to developer tree mitigation payments, as finalized at the time of Final Landscape Plan and Annexation Agreement

### **Building Elevations**

The proposed ranch condominiums are very similar to those at the nearby and very successful "Addition to Grasslands". The brick one story units are of a residential character that harmonizes with the surrounding area. The one story units help fill the need for a highly sought after housing type for Orland Park's senior population. The buildings have four-sided architecture and the front facades mostly align with the garage fronts rather than the garage protruding forward as is often the case with ranch condominiums. Although all the units are very similar in appearance, the builder will offer several feature options and colors that allow for some variety. An enhanced north side facade is proposed for the highly visible Unit 11 which faces 167th Street.

### **Preliminary Landscape Plan**

The proposed Landscape Plan meets Code requirements and the new plantings help offset the impact of tree loss on the site. The buffer around the property line helps screen the new duplexes from surrounding homes. Foundation plantings soften the buildings. The naturalized pond improves the pond appearance and aids storm water retention. Street trees will line the streets. Tree mitigation will be required for removed trees, and placed on site if possible.

### **Special use Permits**

The petitioner requests the following special use permits with modifications. When considering an application for special use permits with modifications, the decision-making body shall consider the standards listed in the Code. The petitioner has provided responses to the Special use Standards in the Land Development Code.

1) Planned Development Sites with multiple buildings and owners are considered planned developments and require a special use permit.

2) Wetland disturbance (LDC Section 6-413.E.2.and F.) Any wetland disturbance or mitigation requires a special use permit. The location and number of small wetlands on this site would render the property undevelopable if not mitigated.

Typical of small residential infill lots, options for the development of these areas are

constrained, and some modifications to the Land Development Code are often required in order for the sites to redevelop in a manner similar in scale and character to the surrounding area. The petitioner requests the following special use modifications.

**Modifications to the Land Development Code**

- 1) Reduce the setback of a wetland. Removal of wetlands triggers this setback modification.
- 2) Reduce the building to building or property line separation from 25' to 20'.
- 3) Increase the block length from 1,000' to 1,200'. The block length exceeds Code but has dual access points which enhance subdivision access.
- 4) Reduce the required 25' detention pond setback. A 25' setback from the detention is provided along the west side of the pond, but is reduced to 15' along the east side of the pond. However, the high-water line is setback at least 45' from all buildings.
- 5) Increase the 5% maximum slope of the maintenance strip and landscape strip. A flat maintenance strip provides for pond access along the east side of the pond; however the west side of the pond is challenged by existing grades that must match up with the new pond. The new pond also must work in tandem with the existing Sterling Ridge pond elevations. Additionally, an effort was made to save some of the trees to buffer the railroad, which would be disturbed by further grading.
- 6) Modify tree mitigation requirements. The developer will not be able to accommodate all required tree mitigation on site while maintaining healthy tree spacing. The transfer of Code required developer tree mitigation payments toward park amenities will allow the neighborhood to still benefit from this developer contribution.
- 7) Reduce the street centerline maximum radii. The larger street radii required by Code would result in the loss of several lots and/or trigger front building setback variances. Shortening the radii requirement, in this case, offers the benefit of slowing traffic.
- 8) Allow cash in lieu for a portion of the multi-purpose path along 167th Street. The developer will construct the portion of the trail along 167th that connects to the new park, but then will contribute cash in lieu for the portion of the trail that extends from that point to the railroad crossing, so it can be constructed in tandem with the railroad crossing improvements to meet the precise grade of the new crossing.

**Incremental improvements beyond Code requirements**, in consideration of annexation into the Village and requested variances, incremental improvements to the plan include:

- 1) Construction of park improvements (Above and beyond Code-required park cash contribution)
- 2) Architectural variety for units



3) Enhanced building side façade facing 167th Street

**Approval of this application is subject to annexation into the Village of Orland Park.**

***This case is now before Plan Commission for consideration.***

Recommended Action/Motion

I move to accept as findings of fact of this Plan Commission the findings of fact set forth in this staff report, dated **May 8, 2018**.

And

I move to recommend to the Village Board approval (upon annexation) of the **rezoning** of the property from E-1 Estate Residential to R-4 Residential District.

And

I move to recommend to the Village Board approval (upon annexation) of the **preliminary site plan** titled "Site Plan, The Villas of Tallgrass", by Designtek Engineering, project 17-0053, dated 12/8/17 and revised 3/5/18, and as shown on the plan titled "Preliminary Engineering, The Villas of Tallgrass", by Designtek Engineering, project 17-0053, dated 12/8/17 and revised 3/5/18; and as shown on "Site Design proposal for Villas of Tallgrass" by NuToys Leisure products as petitioned and as revised 4.19.18, subject to the following conditions. All changes must be made and conditions met prior to the Board meeting.

1) The Developer shall construct a multi-purpose 8' wide asphalt trail per Village standards along the 167th Street right of way to the park sidewalk entrance, and pay cash in lieu for the remaining trail portion that extends on to the Metra Railroad property line.

2) Dedicate 167th Street right of way as needed to meet engineering requirements and match up with abutting right of way to east.

3) Developer will donate park land and develop park on as shown on plans, and as finalized at the time of Annexation Agreement and Final Landscape Plan.

4) Provide a conceptual subdivision sign elevation.

5) Secure sign permits for all signage.

6) Any retaining walls on the site cannot exceed 3' in height unless they are designed and tiered per Code requirements.

7) Site Plan elements including lot dimensions, building envelopes and locations, setbacks, lot coverage, etc. are conceptual only and must meet all Land Development Code, Engineering, and Building Department/Code requirements at the time of permits.

8) Meet all final engineering and building division requirements and approvals.

And

I move to recommend to the Village Board of Trustees approval (upon annexation) to authorize the execution of the plat of **subdivision** as shown on the plan titled "Site Plan, The Villas of Tallgrass", by Designtek Engineering, project 17-0053, dated 12/8/17 and revised 3/5/18 subject to the following condition:

1. Submit a **Record Plat of Subdivision** to the Village for approval and recording.

And

I move to recommend to the Village Board approval (upon annexation) of the building **elevations** titled "Typical Elevations Marth Construction, Front, Left, Right, and Rear Elevations" by IJM Architects, job # 2017-295, dated 3.8.18; and titled "Lot 11, 167th Street Face, Marth Construction" dated 3.8.18; and titled "Exterior Colors #1, Exterior Colors #2, Exterior Colors #3, and Rear Elevations"; and titled "Villas of Tallgrass Elevation 1, Elevation 2, Elevation 3, Elevation 4, Elevation 5, and Elevation 6" all submitted 4.25.18; subject to the following conditions:

1) Meet all final engineering and building division requirements.

And

I move to recommend to the Village Board of Trustees approval of the **landscape plan** titled, "Marth Construction Villas of Tallgrass 167th & Scarlett", prepared by Beary Landscaping, dated 12/17/17, revised 04/18/18, sheets L-1 and L-2, with the following conditions:

1) Final tree mitigation requirements are to be determined at the time of the Development Agreement.

2) Submit a Final Landscape Plan within 60 days of final engineering for review and approval.

And

I move to recommend to the Village Board approval (upon annexation) of a **Special Use Permit** for a Planned Development for two or more buildings; and for a **Special Use Permit** to disturb a wetland.

**Modifications** to the Special Use permit include:

- 1) Reduce the setback of a wetland.
- 2) Reduce the building to building or property line separation from 25' to 20'.
- 3) Increase the block length from 1,000' to 1,200'.
- 4) Reduce the required 25' detention pond setback.
- 5) Increase the 5% maximum slope of the maintenance strip and landscape strip.
- 6) Modify tree mitigation requirements.
- 7) Reduce the street centerline maximum radii.
- 8) Allow cash in lieu for a portion of the multi-purpose path along 167th Street.

All conditions must be met and changes made prior to the Board meeting.

**Approval of this application is subject to annexation into the Village of Orland Park.**