VILLAGE OF ORLAND PARK

14700 Ravinia Avenue Orland Park, IL 60462 www.orland-park.il.us



Meeting Minutes

Monday, June 17, 2013

6:00 PM

Village Hall

Development Services & Planning Committee

Chairman Kathleen M. Fenton Trustees Edward G. Schussler and Carole Griffin Ruzich Village Clerk John C. Mehalek

CALL TO ORDER/ROLL CALL

The meeting was called to order at 6:03 PM

- **Present:** 2 Chairman Fenton and Trustee Griffin Ruzich
- Absent: 1 Trustee Schussler

APPROVAL OF MINUTES

2013-0362 Approval of the May 20, 2013 Development Services and Planning Committee Minutes

I move to approve the Minutes of the Regular Meeting of the Development Services and Planning Committee of May 20, 2013.

A motion was made by Trustee Griffin Ruzich, seconded by Chairman Fenton, that this matter be APPROVED. The motion carried by the following vote:

Aye: 2 - Chairman Fenton and Trustee Griffin Ruzich

Nay: 0

Absent: 1 - Trustee Schussler

ITEMS FOR SEPARATE ACTION

2013-0366 Part Time Property Maintenance Position

Director of Development Services Karie Friling reported that the Development Services Department is requesting approval of the employment of an additional part-time Property Maintenance Inspector. Currently, the Village has one full-time and one part-time inspector to serve the entire Village. This request is based upon the current workload of this Village function, which includes, but is not limited to:

184 New Foreclosure cases (YTD 2013)
650 Rental Registration cases (YTD 2013)
1615 Rental Inspections to be completed (Tri-annual Re-inspection)
117 New active cases (Weekly Average)
140 Incoming complaints (Weekly Average)
25 Rental re-inspections (Weekly Average)

The 2013 budget impact of this position for the remainder of the year is \$13,669. This anticipates a start date of early July. The 2014 budget impact would be \$28,282 and would need to be considered along with the approval of the 2014 budget. Since the department has just completed the interviewing process, the Village should be able to hire from the same applicant pool, thus expediting the process.

Due to the need to get this position funded, this item is being considered by both the Development Services Committee and the Village Board of Trustees on Chairman Fenton commented that it is a big work load to just have one person working on.

Director Friling commented that there is a current part-timer who has been working with Property Maintenance Inspector Cheryl Jordan.

I move to recommend approval of the employment of an additional part-time Property Maintenance Inspector and a 2013 Budget Adjustment of \$13,669 from the Village's contingency fund.

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

Aye: 2 - Chairman Fenton and Trustee Griffin Ruzich

Nay: 0

Absent: 1 - Trustee Schussler

2013-0399 153rd Street and Ravinia Avenue Traffic Signal Installation

Director Friling reported that currently programmed in the CIP Budget is the traffic signal installation at 153rd Street and Ravinia Avenue. Currently the intersection operates as an all way stop control. Whole Foods Market opened in late 2012 and the LaGrange Road reconstruction is schedule to begin in mid to late 2013. Christopher B. Burke Engineering, Ltd. (CBBEL) recently completed a traffic study and traffic signal design at this intersection. The intersection meets traffic signal warrants under the current conditions. The capacity analysis illustrates that a traffic signal will improve the overall intersection delay (Level of Service) during the week by 10 seconds and on Saturday by 26 seconds. In anticipation of the increase in traffic on 153rd Street and on Ravinia Avenue due to the construction of LaGrange Road, the ability to monitor the intersection and make traffic signal timing adjustments will be important for traffic flow in this area. The signal will be a temporary signal and will be evaluated for permanency and effectiveness.

CBBEL has inventoried the existing traffic signal equipment and developed a plan for the installation of the traffic signal utilizing as much of the existing equipment as possible. MEADE is currently the Village's traffic signal maintenance contractor. They have evaluated the signal plan developed by CBBEL and have verified the existing equipment to be used. MEADE's proposal to complete the installation of the traffic signal is \$54,704.30.

There are provisions in MEADE's maintenance contract that include the installation of additional traffic signal equipment through a contract amendment

therefore staff is recommending to move forward with the traffic signal installation with MEADE.

I move to recommend to the Village Board to amend MEADE's maintenance contract to include the traffic signal installation at 153rd and Ravinia Avenue for an amount not to exceed \$54,704.30.

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

Aye: 2 - Chairman Fenton and Trustee Griffin Ruzich

Nay: 0

Absent: 1 - Trustee Schussler

2012-0300 Comprehensive Plan Update

Assistant Director of Development Services Kimberly Flom reported that the Comprehensive Plan is the Village's long range policy guide for future growth and planning the community. The plan presents the vision for what the community wants to become along with recommendations to achieve that vision.

The Comprehensive Plan sets a basic framework, and will change over time in a flexible and adaptive manner. Regular updates, as approved by the Village Board, are important to assure that the plan adjusts to the changing needs of the community.

Village staff has been working on updating the entire Orland Park Comprehensive Plan over the past three years. This is the last chapter that will be brought forward for review and comment. The entire plan will be assembled, formatted and brought forward for review in July and August.

This chapter is still in draft form and final formatting will include updated images, refined text and revised maps or charts. The attached draft is being reviewed concurrently by interdepartmental Village staff and was presented to the Plan Commission on June 11, 2013. All draft chapters to date have been posted on the Comprehensive Plan page of the Village website for public review and comment.

The public comment period for this chapter will close on July 12, 2013.

CHAPTER SUMMARY AND HIGHLIGHTS

Land Use, Design & Character

The Land Use, Design & Character chapter is arguably the most substantial chapter of the Comprehensive Plan. Through text and maps, the chapter

establishes the vision for the future identity of the built environment. The existing Comprehensive Plan helped guide the growth of Orland Park into the high quality community that residents and visitors enjoy today. The new Comprehensive Plan seeks to maintain and enhance the quality of life while establishing a dynamic sense of place for the Village, as indicated by the Quality Places/Natural spaces slogan.

It is anticipated that the entire Comprehensive Plan, and specifically this chapter, will be updated annually to reflect new projects and the policies as set forth by the Village Board.

Key Concepts

Sense of Place & Public Realm

Sense of place and public realm often work in conjunction with the integration of land use, and all three are key concepts of this chapter. Sense of place can be reflected in both the built environment, as in architecture, and in the community environment, as in services like recreation or arts, but is most clearly established through the public realm. Public realm includes all the parts of the built environment where the public has free access. This includes all streets, squares, and other rights of way, whether in residential, commercial or community/civic uses; the open spaces and parks; and privately owned public spaces where public access is mostly unrestricted.

Integration of Land Use

The appropriate integration of compatible land uses into a unified whole, woven together with a network of open spaces, inspiring public places, and a highly functional transportation and infrastructure system is a key component to creating a vibrant community. Although the land uses in Orland Park are for the most part established, successful and compatible, guidance is still needed to facilitate further growth, infill and redevelopment. The land use recommendations of the chapter are built on a foundation of preservation and protection of desirable existing development patterns while proactively planning for the development of vacant properties.

Chapter Organization

In addition to the format established by previous chapters, the Land Use, Design & Character chapter also relies on two unique sections, Planning District Maps and Future Land Use Categories, to establish the vision for the future of Orland Park. Similar to other chapters, the Land Use, Design & Character chapter identifies needs and issues and makes recommendations to address them. This list can be found on page 15.

It is important not to confuse the Planning District Maps and Land Use Categories with the Village's Zoning Map and Land Development Code. The maps in this document illustrate a means to achieve the vision set forth in the plan, but are not

regulatory. Whereas the Zoning Map is specific in nature and establishes detailed requirements like setbacks, densities and height restrictions, the Planning District Maps provide information to make decisions on future development, act as a guide to provide for compatible land use relationships, allow alternative development proposals and provide for the use of innovative planning techniques ahead of development.

Planning District Maps & Future Land Use Categories

The existing Comprehensive Plan uses maps of the entire Village to illustrate proposed future land use and density. Those maps historically have been difficult to read due to the small scale. The proposed Comprehensive Plan divides Orland Park into 11 Districts based on both geography and scale. These Districts provide for a more detailed examination of the land use and design issues in each area. The Planning District maps include proposed land uses, development opportunity sites, infrastructure projects and notations unique to area.

The proposed land uses shown on the maps do not always align perfectly with the land uses of the existing zoning districts. This is to allow for flexibility and adaptability in future planning efforts. Because of this, the Future Land Use Categories at the end of the chapter, serve as a guide to understanding the Village's vision for a particular area. A property owner or developer can use this information to gain an understanding of what land uses would be considered in a certain area or what appropriate public realm may be needed for a development proposal.

The Planning District Maps and Land Use Categories are a critical piece to the overall Comprehensive Plan. The maps address all incorporated and unincorporated properties within the planning area of Orland Park. The notations and recommendations on each map reflect the goals and objectives set forth in all of the chapters of the Comprehensive Plan. The Land Use Category description pages provide supporting information about appropriate land use and design considerations for each color on the Planning District Maps.

Context

It is important for the Comprehensive Plan to address the surrounding context immediately outside the municipal boundary. The Planning District Maps address all properties within the Planning Area Boundary which is an area broader than the municipal boundary as governed by the intergovernmental boundary agreements with our neighbors.

POLICY DISCUSSION ITEMS

Neighborhood Centers

In order to enhance neighborhood identity and increase walkability, the Planning

District maps include the concept of 'Neighborhood Centers'. These are areas typically developed as strip shopping centers to serve the needs of the immediate surrounding areas. These centers are critical components to the identity and sustainability of the surrounding neighborhoods and should be preserved and enhanced. The Comprehensive Plan recommends doing that by permitting both mixed use buildings and also limited multi-family residential in the Neighborhood Center areas. The current BIZ Zoning District, which dominates most of these areas, only provides for senior living residential. To implement this idea, zoning changes may be considered to encourage mixed use.

Neighborhood Mixed-use allows for small-scale commercial and mixed residential uses that are compatible with and serve the everyday needs of residents. Non-residential uses should provide neighborhood level goods and services that primarily serve nearby residents. The focus in these areas should be providing a diversity of uses (salon, cleaners, day care, grocery) rather than a cluster of the same uses. Multi-family residential uses serve as a transition to surrounding single family areas and provide housing choice.

The Neighborhood Center locations are overwhelmingly shown in areas where local retail development or other anchors already exist. One exception is the Neighborhood Center shown at Orland Brook and 159th Street on the 159th and Harlem District Map. Already commercial in nature, and well connected to adjacent residential areas, this location is well poised to serve nearby residents. As part of the implementation process, a subarea plan may be prepared for each Neighborhood Center that includes more specific recommendations as related to the appropriate mix of land uses.

Land Use Changes

Generally, the future land use categories align with the existing underlying land use or correspond to the earlier Comprehensive Plan. As mentioned before, this chapter is built on a foundation of preserving desirable existing development patterns. Where changes are shown, it does not mean that the existing use is not permitted, only that other uses may be more appropriate if the site were to develop or redevelop at a future date. Examples of changes include:

Spring Creek Agreement Properties (Orland Grove, Centennial, Sandburg & Grasslands Districts)

Most of the remaining greenfield land in the Village is on the west side of the village, owned by Gallagher & Henry, and governed by the Spring Creek Agreement. The Spring Creek Agreement provides for both multi family and single family development on almost every parcel. The Comprehensive Plan shifts the location of some of the multi family areas from what is shown on the Spring Creek Agreement maps. The new locations are based on current development patterns and best practices like using small lot residential, duplexes and/or townhomes to transition from collector and arterial roads into single family

subdivisions (similar to Evergreen View subdivision on 143rd Street).

Example: 159th and Wolf Road (Centennial Planning District) The Spring Creek Agreement and previous Comprehensive Plan recommended low density single family residential in this area. However, the development of the BMW Dealership, the proximity to a major intersection and adjacent Neighborhood Center all contribute to the consideration of small lot single family, townhome and/or condominium development in this area.

Unincorporated Areas

Comprehensive Plans address unincorporated areas, even if those areas aren't anticipated to be in the Village in the near future. The Annexation Study, prepared in 2007, provided an in depth guide to many of the unincorporated areas within the Orland Park Planning Area. The Planning District maps assign a preferred land use to these properties and also reference most unincorporated parcels to the annexation study. Properties that were not included in the study are notated to be reviewed as part of a proposed update.

Example: Deluga Woods (Centennial Planning District)

This unincorporated area is unlikely to be annexed into Orland Park in the short term, but the Comprehensive Plan must consider the possibility. In that case, we recommend that the floodplain area be preserved as open space and that the development occur along the roadways.

Density

The existing Comprehensive Plan included a density map that specified different density levels for all properties in the Village. That concept has been integrated into the Planning District maps in a slightly different fashion by relying on the current regulations of the Land Development Code. In undeveloped and unincorporated areas where residential is proposed, density has been designated by referring to the most appropriate zoning district like E1 for estate residential, R1, R2, R3, R4 and so on. No density levels outside what is currently permitted via the Land Development Code are proposed.

The recommendations of this chapter follow the widely accepted planning principle that higher density areas should be located near transit and more intense land uses like major roadways and non-residential and also serve as a transition use to single family residential.

Office and Manufacturing Employment

Similar to the Economic Development Chapter, the Land Use, Design & Character chapter places an emphasis on the preservation and development of areas that can generate high quality employment opportunities. The Land Development Code is fairly flexible as related to land uses in employment areas which helps many businesses, but also means that certain uses that are more

appropriate in commercial areas, take advantage of the lower rent rates in manufacturing or office employment areas. This chapter proposes to evaluate and revise these sections of the Land Development Code in order to maximize the availability of space for employment generating uses.

Form Based Code

The Comprehensive Plan recommends consideration of form based or hybrid form based codes for the Regional Core and the Downtown.

A form-based code (FBC) is a means of regulating development to achieve a specific urban form. Form-based codes create a predictable public realm by controlling physical form primarily, with a lesser focus on land use, through municipal regulations.

Form-based codes are a new response to the modern challenges of urban sprawl, deterioration of historic neighborhoods, and neglect of pedestrian safety in new development. Tradition has declined as a guide to development patterns, and the widespread adoption by cities of single-use zoning regulations has discouraged compact, walkable urbanism. Form-based codes are a tool to address these deficiencies, and to provide local governments the regulatory means to achieve development objectives with greater certainty. (Wikipedia)

Some of the Land Development Code sections already include form based items like the setback requirements for buildings to be located near the street. Although form-based code (FBC) may not be appropriate in all parts of Orland, it could be a useful tool in areas where aesthetic, walkability and a high quality public realm are important.

Open Lands Opportunity Sites

Opportunity sites as identified by the Open Land Commission are shown on the Planning District Maps as green stars. These sites are also shown in the Open Space Chapter. In some instances, opportunity sites are shown in areas that already have Board approved plans. Examples of this include the Alder Ridge property (Sandburg) and Highland Estates property (Orland Grove). Opportunity sites have been identified due to significant natural features, views, topography or other unique attributes. If the sites develop, there is also an opportunity to integrate the natural features into the project.

Downtown Planning District

The Planning District boundaries for Downtown generally follow the boundaries of the Village Center zoning district and have been divided into four character districts. This area also includes the office cluster along John Humphrey Drive and the retail around LaGrange Road and 147th, even though some of the properties are not within a 10 minute walk. As efforts to bolster Downtown Orland Park continue, it will be important to have an established and agreed upon

boundary of what is included in the Downtown area.

Trustee Ruzich commented that the information presented in the Comprehensive Plan update was excellent and very informative. She also commented that it was easy to read and follow.

Director Friling commented that all the work on the Comprehensive Plan was done in house by the Development Service Department staff rather than hiring a consultant to come in update the plan.

This is an informational item now before the Development Services and Planning Committee.

A motion was made that this matter be NO ACTION. The motion carried by the following vote:

Aye: 2 - Chairman Fenton and Trustee Griffin Ruzich

Nay: 0

Absent: 1 - Trustee Schussler

2013-0259 McDonald's Restaurant - 9110 159th Street

Assistant Director Flom reported that the existing McDonald's Restaurant was constructed in 1984 as a part of the Park Hill Planned Development. The restaurant has had minor remodels through the years, but is now requesting a major overhaul that includes changes to both the building and site plan. The building footprint will remain as is, but updated building facades on all four sides will reflect the current McDonald's corporate style and will appear to be a newly constructed building with updated architectural features.

Additionally, the existing drive-through will be expanded into a double drive-through lane with updated signage. The site will be re-landscaped. The garbage enclosure will be re-located to the rear of the site. Handicapped spaces will be re-located to the front of the building and will be connected with a sidewalk and crosswalk to the restaurant entry and to the 159th Street sidewalk.

Since this is an established use in an existing building, full compliance with the Land Development Code will not be required. However the proposal requires a special use permit amendment, as well as several Land Development Code modifications, and thus incremental improvements to the site will be required to help mitigate the impact of the special use permit and non-conforming improvements.

This petition requires the following approvals:1) Site Plan2) Elevations

3) Landscape Plan

4) Special Use Permit

a)Amendment to the Special Use Permit for McDonalds as a part of the Park Hill Planned Development.

b)To allow a restaurant within 300' of a residential parcel. (Park Hill subdivision is located to the rear)

5) Modifications to the Land Development Code:

a) Expand the existing drive-through that is located between the building and the street.

b) Allow a double drive-through lane between the building and the street.

c) Reduce the rear garbage enclosure setback and landscape buffer from a required 10' to zero.

Overall, the project conforms to the Village's Comprehensive Plan, Land Development Codes and policies for this area, with the above noted exceptions.

PLAN COMMISSION DISCUSSION

A public hearing was held for this petition at the June 11, 2013 Plan Commission meeting. No public comments were made. The petitioner requested three changes to the staff recommended motion of approval:

1) That the bypass lane width maximum is increased to 18'. Truck turning radii sketches of the site plan were submitted by the petitioner for consideration, with the petitioner contending that the wider lane is needed to accommodate both fire trucks and delivery trucks. Commissioners supported safety concerns but also questioned how the drive through lane turning radius is a problem when the described current delivery truck pattern of entry off of the Park Hill Plaza driveway is even tighter. The Plan Commission condition was amended to ask staff to work with the petitioner on resolution of the issue.

2) Requested a language change for the first Landscape Plan condition; adding that 'McDonalds use best efforts' to acquire permission form the abutting property owner to add shrubbery along the north face of the parking lot. The Plan Commission condition was changed to incorporate this request.

3) The Architect did not think an added stone column on the southeast corner of the building would look good, however the Plan Commissioners disagreed and left that condition intact.

PLAN COMMISSION MOTION

I move to accept as findings of fact of this Plan Commission the findings of fact set forth in this staff report, dated June 11, 2013. All plan changes must be made prior to the Board of Trustees meeting.

I move to recommend to the Village Board approval of the "Site Plan, McDonald's Restaurant Orland Park Illinois" by V3 Companies, sheet C3.0, dated June 4, 2013, subject to the following conditions.

1) Work with staff to determine feasibility of reducing drive through lane to 14' or a mutually agreed upon dimension as agreed by staff.

2) Meet all final engineering and building code related items.

and

I move to recommend to the Village Board approval of the "Landscape Plan McDonald's Orland Park Illinois" by Norris Design, sheet L1.1 dated April 16, 2013, subject to the following conditions:

1) That McDonalds use best efforts to acquire permission from abutting property owner to the north to extend shrub plantings along entire north face of parking lot as incremental improvement for dumpster setback modification.

2) Change proposed plant material in new building foundation bed to more vertical, year-round plant varieties.

3) Screen exterior rear ladder with upright evergreen such as Arborvitae.

and

I move to recommend to the Village Board approval of the elevations titled "McDonalds 9110 W. 159th Street", Project 13-192, pages A2.0 and A2.1, dated April 19, 2013; and 3D renderings titled "McDonald's 9110 W. 159th Street" by Imaginate, received June 4, 2013, subject to the following conditions.

1) Wrap the stone column on the east elevation around the south (front) side of the building.

2) Update all Elevations to match 3D renderings. Where discrepancies occur, the stricter version shall apply.

a) Update west elevation to match 3D renderings including the stone column, primary sign, and window changes.

b) Update east elevation to match 3D drawings, including extension of parapet to top of abutting parapets.

c) Add note on elevations to clarify that all existing brick on building will be repainted in coyote brown color scheme and that none will be covered or removed.3) Screen all mechanical equipment either at grade level with landscaping or hidden behind the roofline.

4) All masonry must be of anchored veneer type masonry with a 2.265" minimum thickness.

5) Signs are subject to additional review and approval via the sign permitting process and additional restrictions may apply.

and

I move to recommend to the Village Board approval of a Special Use Permit Amendment for McDonald's Restaurant to allow a drive-through within 300' of a residential parcel, subject to the same conditions as outlined in the Preliminary Site Plan motion. Modifications to the Special Use permit include: 1) Expand the existing drive-through that is located between the building and the street.

2) Allow a double drive-through lane between the building and the street.3) Reduce the rear garbage enclosure setback and landscape buffer from a required 10' to zero.

This is now before the Development Services Committee for consideration.

The petitioner was present in the audience and commented that he was there to answer any questions that others may have. He also commented that there was a discussion with the Village about the width of the lanes. He stated if there are issues that occur with the lanes in the future, he would meet with the Village again to discuss the issues.

I move to recommend to the Village Board of Trustees approval of a Site Plan, Elevations, Special Use Permit amendment with Modifications, Landscape Plan for McDonald's 9110 159th Street as recommended at the June 11, 2013 Plan Commission meeting and as fully referenced below:

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

I move to recommend to the Village Board approval of the "Site Plan, McDonald's Restaurant Orland Park Illinois" by V3 Companies, sheet C3.0, dated June 4, 2013, subject to the following conditions.

1) Reduce outer drive through lane width to 16'.

2) Meet all final engineering and building code related items.

and

I move to recommend to the Village Board approval of the "Landscape Plan McDonald's Orland Park Illinois" by Norris Design, sheet L1.1 dated April 16, 2013, subject to the following conditions:

1) That McDonalds use best efforts to acquire permission from abutting property owner to the north to extend shrub plantings along entire north face of parking lot as incremental improvement for dumpster setback modification.

2) Change proposed plant material in new building foundation bed to more vertical, year-round plant varieties.

3) Screen exterior rear ladder with upright evergreen such as Arborvitae.

and

I move to recommend to the Village Board approval of the elevations titled "McDonalds 9110 W. 159th Street", Project 13-192, pages A2.0 and A2.1, dated April 19, 2013; and 3D renderings titled "McDonald's 9110 W. 159th Street" by Imaginate, received June 4, 2013, subject to the following conditions. 1) Wrap the stone column on the east elevation around the south (front) side of the building.

2) Update all Elevations to match 3D renderings. Where discrepancies occur, the stricter version shall apply.

a) Update west elevation to match 3D renderings including the stone column, primary sign, and window changes.

b) Update east elevation to match 3D drawings, including extension of parapet to top of abutting parapets.

c) Add note on elevations to clarify that all existing brick on building will be repainted in coyote brown color scheme and that none will be covered or removed.3) Screen all mechanical equipment either at grade level with landscaping or hidden behind the roofline.

4) All masonry must be of anchored veneer type masonry with a 2.265" minimum thickness.

5) Signs are subject to additional review and approval via the sign permitting process and additional restrictions may apply.

and

I move to recommend to the Village Board approval of a Special Use Permit Amendment for McDonald's Restaurant to allow a drive-through within 300' of a residential parcel, subject to the same conditions as outlined in the Preliminary Site Plan motion. Modifications to the Special Use permit include:

1) Expand the existing drive-through that is located between the building and the street.

2) Allow a double drive-through lane between the building and the street.3) Reduce the rear garbage enclosure setback and landscape buffer from a required 10' to zero.

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

Aye: 2 - Chairman Fenton and Trustee Griffin Ruzich

Nay: 0

Absent: 1 - Trustee Schussler

ADJOURNMENT: 6:14 PM

A motion was made by Trustee Griffin Ruzich, seconded by Chairman Fenton, that this matter be ADJOURNED. The motion carried by the following vote:

- Aye: 2 Chairman Fenton and Trustee Griffin Ruzich
- **Nay:** 0

Absent: 1 - Trustee Schussler

/AJ

Respectfully Submitted,

John C. Mehalek, Village Clerk