



VILLAGE OF ORLAND PARK

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

Department Requested Action

File Number: 2016-0865

Agenda Date: 5/9/2017

Version: 0

Status: IN COMMITTEE
/COMMISSION

In Control: Plan Commission

File Type: MOTION

Agenda Number:

Title/Name/Summary

LaGrange Retail Development - Planned Unit Development

History

QUICKFACTS

Project

LaGrange Retail Development - 2016-0865

Petitioner

Joe Bochenski
Location Finders Inc.

Purpose

The purpose of this petition is to construct and maintain a new commercial planned unit development of four (4) buildings on a fourteen (14) acre site.

Requested Actions: Site Plan, Special Use Permit with modifications, Annexation, Subdivision, Rezoning, Landscape Plan

Project Attributes

Address: 15610 LaGrange Road

P.I.N.(s): 27-16-401-005; 27-16-401-008; and 21-16-401-011

Size: 14 acres

Comprehensive Plan Planning District: Regional Core Mixed Use District

Comprehensive Land Designation: Regional Mixed Use

Existing Zoning: COR Mixed Use District

Proposed Zoning: COR Mixed Use District (for the parts of the property that are currently unincorporated and to be rezoned)

Existing Land Use: The north parcel is currently vacant. The south parcel is the former US Army Area Maintenance and Support Facility.

Proposed Land Use: Retail/ Restaurant

Surrounding Land Use:

North: COR Mixed Use District - (across 156th Street) Vacant

South: COR Mixed Use District - Retail/ Restaurants/ Lakeview Plaza

East: COR Mixed Use District - (across LaGrange Road) Retail/ Restaurant/ Lowe's Plaza

West: COR Mixed Use District - Governmental/ VOP Public Works Department Facility

Preliminary Engineering: Preliminary engineering has been confirmed for this project. Please refer to the Detailed Planning Discussion section for more details.

OVERVIEW AND BACKGROUND

There are two (2) parcels that comprise the subject site/ project area. While both existing parcels are currently owned by the petitioner (Location Finders Inc.), the south parcel adjacent to Lakeview Plaza was formerly the US Army's Area Maintenance and Support Facility. The south parcel currently has seven (7) to eight (8) buildings that remain on site. These buildings will be demolished as part of this project. The petitioner has worked with the US Army to acquire this property and has diligently pursued improvements at other regional US Army installations in order to acquire this property and develop it per US Army policy.

The south parcel is currently unincorporated and must be annexed into the Village jurisdiction. The Orland Park Comprehensive Plan notes that this property shall be annexed upon redevelopment. As a result, the former US Army base site has remained unincorporated and unchanged since at least the end of the Cold War.

PROJECT DESCRIPTION & CONTEXT

The petitioner proposes to establish a six (6) lot commercial planned unit development (PUD) on the two existing parcels. The proposed PUD will enable retail and restaurant uses on out-lots along the LaGrange Road frontage. Larger retail uses (in a so-called "junior big box") are planned at the rear of the subject site as anchors.

A jurisdictional wetland is currently located near the northwestern areas of the property. The petitioner proposes to remove up to half of the wetland entirely and mitigate according to US Army Corps of Engineers' standards. The removal of the wetland will allow the site to establish cross-access and shared parking fields for this development. Cross-access within major commercial corridors is critical to improve traffic movement and circulation between developments and within the corridor. The proposed layout anticipates the location of future commercial development along 156th Street to the north and its driveways are set up so that cross-access may be enabled across multiple sites in this area of the highly trafficked LaGrange Road corridor.

The petitioner proposes the PUD to have four (4) buildings on the six (6) lots. The development of two (2) of the out-lots is proposed with this petition. The land uses will be restaurants: Chuy's Mexican Restaurant (Lot 1) and Miller's Alehouse (Lot 2). The third southern out-lot is proposed as "pad-ready" and may have either a restaurant or retail land use (Lot 3). Lastly, the retail anchor building (junior big box) at the rear of

the site is speculative at this time, demonstrating the square footage anticipated (Lot 4). No users are identified at this time for that building.

This petitioner requests the following modifications:

1. Reduce the rear setback from 30 feet to 24 feet;
2. Reduce the wetland setback from 50 feet to zero feet; and
3. Meet site detention requirements offsite in the regional detention facility along Ravinia Avenue.

The recommendation motion includes the following substantive conditions:

1. Maintain shared parking and cross-access for all and through all parking fields within the planned unit development between users;
2. Replace the sidewalk configuration along 156th Street with an eight (8) foot wide multi-use path that connects to the intersection corner and the multi-use path on the east side of LaGrange Road;
3. Dedicate the necessary public right-of-way north of Chuy's Restaurant to complete the 156th Street right-of-way for the multi-use path;
4. Provide landscape screening along the blank wall elevations of Chuy's west elevation;
5. Indicate window transparency on the elevation drawings for Miller's Alehouse;
6. Work with staff to address the blank wall surface areas on the east and south elevations visible from LaGrange Road;
7. Provide the necessary mitigation for the removal of the wetlands and trees per US Army Corps of Engineering standards and the Land Development Code respectively;
8. Move Lot 4's west lot line west ten (10) feet to accommodate Type 1 bufferyard requirements for the portion directly behind the retail anchor building;

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

SITE PLAN

The proposed site plan establishes three (3) out-lots along LaGrange Road. The north out-lot will be Chuy's Mexican Restaurant. The central out-lot will be Miller's Alehouse. The south out-lot is to be determined. There is a shared parking field between Chuy's and Miller's and a small parking and service field behind Miller's. In addition, the out-lots will share parking and cross-access with the larger parking field in front of the retail anchor building. The restaurants will also have outdoor seating/ patio areas along LaGrange Road similar to Bonefish Grill on the east side of the road.

To the rear of the property are two (2) more out-lots marked as "Detention" (Lot 5) and "Wetland" (Lot 6) on the proposed site plan. For the purposes of this development, these areas are planned for storm water conveyance lot which will direct storm water to the regional detention facility along Ravinia Avenue further west. A retention swale will exist behind the retail anchor building that will convey storm water to the wetland at the north. The wetland will filter it and convey it west across Ravinia and to the regional facility.

These lots will be dedicated to the Village of Orland Park for expansion of the Public

Works Department service yards, particularly the south “Detention” out-lot. In exchange, the development will be allowed to use available capacity in the regional wetlands along Ravinia Avenue. This exchange ensures optimal development potential for the subject site and uses existing infrastructure rather than create redundant pond systems.

MOBILITY

The proposed site plan indicates three (3) main access points. At the southeast corner of the site, a full access non-signalized ingress/egress drive represents the only direct access and connection to LaGrange Road for the development. LaGrange Road is a major arterial road under IDOT jurisdiction.

The other two (2) access points are along 156th Street at the west end of the property (right-in/right-out) and at the midpoint (full access). 156th Street is a local street under Village jurisdiction. The development will benefit from the signalized intersection of 156th Street and LaGrange Road, which will make 156th Street the primary road by which to access the commercial uses.

Pedestrian and Bicycle:

Additionally, the proposed site plan indicates that a sidewalk will run along the 156th Street frontage to link to the public sidewalk system along LaGrange Road at the intersection. The site plan is incorrect in labeling this pedestrian link as a sidewalk. Currently, an eight (8) foot multi-use path runs along the south side of 156th Street up to approximately 140 feet from the intersection, where it tapers into a typical five (5) foot sidewalk.

The development must replace this configuration with an eight (8) foot multi-use path along the entire frontage of its property up to the intersection. This connection will link with the eight (8) foot multi-use path that exists on the east side of LaGrange at the Lowe’s development.

The PUD must also dedicate the necessary right-of-way north of Chuy’s to keep the eight (8) foot multi-use path within the 156th Street right-of-way. Ultimately, this multi-use path will connect to paths along Ravinia Avenue that will lead further west to Centennial Park.

Public Transit:

There are no public transit options that make stops at 156th Street.

Parking/Loading:

Parking Required - 350

Parking Provided - 419

The PUD provides more parking than required. However, the increased capacity is 19.7% more than required, which is acceptable per Section 6-306.B.3 of the Land Development Code.

Loading zones are proposed west of Chuy’s, south of Miller’s and on the west side of

the retail anchor building. These all meet code.

BUILDING ELEVATIONS

With this petition there are three (3) building elevations to consider: the Retail Anchor Building, Chuy's Mexican Restaurant and Miller's Alehouse. Each of these will be discussed in detail below.

Retail Anchor Building (Sheet A-07)

The retail anchor building is mainly characterized by the use of CMU masonry variants on all four facades using integrated colors within the beige and brown color family. The most noticeable aspect to this junior big box anchor building is the amount of daylighting with transparent fenestration on all four (4) elevations. Clerestory, as well as storefront, window systems provide a unique openness to a type of building that is usually a box without windows.

The east main elevation includes two (2) main entrance features and parapets, for two (2) distinct future retail users. On the north and south elevations (the sides) there is a significant amount of blank wall surface area. However, these areas will be screened with foundation landscaping to cover them. Considering the walls of these sides are approximately 33 feet tall, it may be useful to consider brick pattern-work to break up any monotony to the building's appearance.

Chuy's Mexican Restaurant (Sheet A-01)

Chuy's Mexican Restaurant is mainly characterized by its masonry base and EIFS parapets. Three colors dominate the appearance: red brick for the main masonry elevations, a dark brick for accents and the main entry feature and off-white/ beige colorations for the various parapets. The building displays a degree of differentiation as parapets and walls play off one another, suggesting patterns of relief as the building elevations vary planes at different levels. The east, south and north elevations carry windows. The east elevation, which faces LaGrange Road, outlines its windows using red colored stone to add architectural interest to the building. This stone surround is also present on the south elevation at the window nearest to the main entrance. The south elevation has the longest, most continuous storefront window system, which is where the seating area is located.

At the southeast corner of the building is the main entry feature, which is a tower element that is clad in the darker brick style that contrasts with the relatively light colors of the building, highlighting the doorway.

Chuy's will be on the southwest corner of 156th Street and LaGrange Road. As such it will be highly visible from LaGrange Road and therefore can benefit from its visibility. While the main elevations of the building are east and south and will face LaGrange Road and the parking lot respectively, the rear northeast corner of Chuy's and the west elevation are enhanced with a taller elevation for signage, windows (NEC) and masonry pattern-work with accent lighting. Since the west elevation does not have any windows (north end contains garbage enclosure and loading service areas), landscaping will be important to screen any blank wall surfaces from 156th Street and the greater parking field.

Lastly, an outdoor patio area is suggested on the east elevation along LaGrange Road (see site plan). Access to this outdoor patio area is presumably provided by the glass door at the north end of the east elevation adjacent to the windows.

Miller's Alehouse Restaurant (Sheets 2, 3 and 4)

The Miller's elevations are mainly characterized by a deep red brick veneer punctuated by a stone base and main entry feature. The color range for the building includes the deep red, and dark and light grays. These colors mimic the coloration of the masonry and the stone used on the building and are located on window trim, awnings, signage and copings.

The north main elevation includes metal trim and canopy over the outdoor seating area that wraps the building at the northeast corner. Storefront windows are located under the canopy on the north and east elevations, while transparent windows on the north and west elevations have metal awnings. The outdoor seating area is surrounded by metal railings that are integrated to the canopy structure. Separate doors provide access on the north and east elevations to the outdoor seating area.

The main entry feature is located toward the center of the north elevation is composed mainly of the stone cladding. At the top of the main entry features parapet are three (3) windows. While the other windows on the building are transparent, these three (3) windows are likely spandrel glass and not transparent. Miller's must indicate which windows on the elevation drawings are not transparent for clarity.

On the east façade, masonry is appropriately applied up to the tops of windows and doors. The gray EIFS area to the south end of the east elevation is largely a blank wall area. This area must be screened by tall landscaping to break it up and/or spandrel panels that mimic windows with awnings added to maintain a primary appearance along LaGrange Road.

At the south end of the east elevation, where the roofline drops, is the location of the attached Miller's garbage enclosure, which is apparent on the south elevation. Garbage enclosures that are new construction must be made of masonry. In this case, the upper portions of the enclosure are EIFS to match and disguise the enclosure into the mass of the principle building. The masonry still comes to the top of the door and the EIFS is considered an appropriate application.

The south elevation is visible from the northbound lanes of LaGrange Road. What appears as a long metal awning that spans the width of the south elevation is actually roof structure covering the cooler box enclosure. While this is the service elevation, or rear, landscaping or spandrel glass panels that mimic windows may break up the elevation, punctuated with awnings.

The west elevation is characterized by three windows and awnings and masonry walls that exposed to the greater parking field in the PUD. A section toward the south end of the elevation is blank, however landscaping may cover that area as well.

LANDSCAPING/TREE MITIGATION

The preliminary landscape plan is included with this review to assess screening of buildings and parking fields. An important consideration of this development is that when the existing trees are removed and the former US Army buildings are demolished, the backside and service yards of Lakeview Plaza will be exposed to the view of the public realm (both from this property and LaGrange Road) for the first time because of the large parking field at the center of the site. Planning for the large parking field included sizing the drive-lanes and parking spaces such that three (3) large parking lot landscape islands could fit at the north, center and south end of the site with an abundance of typical landscape islands. In concert, these are used to screen and break-up both the extent of the parking field and ultimately the backsides of Lakeview Plaza, particularly from the rights-of-way.

Landscape Zones

Section 6-305 of the Land Development Code divides landscaping requirements into seven (7) zones. The following is an analysis of each zone in this project.

Parkways:

LaGrange Road - Type C
156th Street - Type C

As of Spring 2017, IDOT is completing the LaGrange Road widening project and installing the parkways and medians up and down the corridor. On this segment of LaGrange Road, IDOT contractors will install the southwest corner of the intersection but will leave the petitioner and the PUD to complete the frontages of 156th Street and LaGrange Road along the extent of this project. Both IDOT's and the petitioner's contractor is Kimley-Horn, which has coordinated both its IDOT plans and PUD plans to create the appropriate parkway configurations.

Corridors:

LaGrange Road - Arterial
156th Street -- Typical

Bufferyards:

Type 1 bufferyards are required along the edges that bound Lakeview Plaza and Public Works Building. The location of the proposed property line on the "detention parcel" (Lot 5) immediately west of the retail anchor building does not provide enough space on Lot 4 to accommodate the Type 1 bufferyard, which requires a minimum ten (10) foot width with a fence. The property line must shift west in order to accommodate the required ten (10) foot bufferyard.

Foundation and Interior Landscaping:

The proposed project must meet the intent of the foundation landscaping requirements. The Code requires 100% of the building frontages facing public roads must have a ten (10) foot wide foundation landscape area (except where walkways are necessary) and a seven (7) foot wide foundation landscaping area around 50% of all building facades not fronting public rights-of-way. Both Chuy's and Miller's carry foundation landscaping around their respective outdoor seating areas.

Parking Lot Area Landscaping:

A perimeter planting bed is required around the entirety of the parking lot at a width of ten (10) feet (except where walkways are necessary). In addition to this, one (1) landscape island is required for every ten (10) parking spaces.

Required - 60 landscape islands

Provided - approximately 78 (not counting the five large “canoe” landscape islands across the site)

Signage Landscaping:

A minimum five (5) foot wide planting bed is required around freestanding monument signs, 50% of which shall be occupied by vegetation. The width can be the average of the perimeter.

Storm Water Management Area Landscaping:

Storm water management area landscaping is not provided because the detention ponds are proposed to be located within the regional detention ponds along Ravinia Avenue.

Tree & Wetland Mitigation:

The petitioner is responsible for mitigating the trees that are removed from the property and the wetlands associated with them.

A final landscape plan will be reviewed following Board Approval of the project and the preliminary landscape plan associated with this project.

DETAILED PLANNING DISCUSSION

Natural Features

A wetland, which is jurisdictional to the US Army Corps of Engineers, currently exists on the northwestern portion of the subject site. It is surrounded by wooded land. Both the wetland and the woods will be removed to accommodate this development. The wetland must be mitigated per US Army Corps of Engineers’ standards. The trees will be mitigated according to the Land Development Code requirements set out in Section 6-305. Half of the wetlands will be preserved on the parcel titled “Wetlands” (Lot 6).

Preliminary Engineering

Preliminary engineering has been confirmed with Christopher B. Burke Engineering Ltd. (CBBEL), the Village’s engineering consultant. Utilities are present along LaGrange Road for water and sanitary.

Retention systems (swale) will be established on Lot 5 and convey storm water north through Lot 6 to be ultimately detained in the regional detention ponds along Ravinia Avenue.

Subdivision

The proposed PUD will have six (6) commercial lots. Four of the six (6) will be

developed with buildings. Lots 5 and 6 will be conveyed to the Village of Orland Park for future expansion of the Public Works facility's service yards to the west. In exchange for the conveyance, available storm water detention capacity in the regional detention ponds along Ravinia Avenue is allocated to the PUD to optimize development potential for the property.

Lots 5 and 6 will eventually require a plat of consolidation to unite them to the existing Public Works lot.

The petitioner will need to submit a Plat of Subdivision to the Village for recording.

Special Use Permit

A special use permit is required for this project because of the planned unit development status per Section 6-210.C.20. PUDs are tracts of land with two or more buildings or uses regardless of whether a division of the land is required (Section 2-102 Definitions).

The proposed special use permit will include the following modifications:

- 1) Reduce the rear setback from 30 feet to 24 feet;
- 2) Reduce the wetland setback from 50 feet to zero feet; and
- 3) Meet site detention requirements offsite in the regional detention facility along Ravinia Avenue.

When considering an application for special use permit, the decision making body shall consider the eight special use standards listed in the Code. The petitioner has provided responses to the Special Use Standards.

Rezoning

Upon annexation, the south parcel, which includes parts of future Lots 3, 4, and 5, must be rezoned from E-1 Estate Residential District (default zoning upon annexation) to COR Mixed Use District. All of the surrounding properties are within the COR Mixed Use District and this is the proper zoning for the Regional Core District of the Village's Comprehensive Plan. This is the only rezoning associated with the property.

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.

Land Use/Compatibility

The proposed land uses (retail and restaurants) are compatible with the COR Mixed Use District regulations and the Comprehensive Plan designations for this area.

Lot Coverage

Maximum - 75%

Proposed - 73.42%

Lot Size

Minimum - 10,000 square feet
Provided - The smallest lot in the PUD is Lot 6 at 30,192 square feet

Setbacks

Setbacks are measured for each use.

Chuy's Mexican Restaurant:

LaGrange Road - 25 feet required/ 56 feet provided
156th Street - 25 feet required/ 25 feet provided
Side - 15 feet required/ 143 feet provided (south)
Rear - 30 feet required/ 100 feet provided (west)

Miller's Alehouse:

LaGrange Road - 25 feet required/ 43 feet provided
Side - 15 feet required/ 70 feet provided (north)
Side - 15 feet required/ 94 feet provided (south)
Rear - 30 feet required/ 120 feet provided (west)

Retail Anchor Building:

Front - 25 feet required/ 200 feet provided (east)
156th Street - 25 feet required/ 305 feet provided (north)
Side - 15 feet required/ 158 feet provided (south)
Rear - 30 feet required/ 24 feet provided

A modification is required to enable a reduced rear setback for the retail anchor building. However, this modification may be mitigated if the discussion regarding a Type 1 bufferyard is applied to move the west property line of Lot 4 ten (10) feet west to accommodate.

Building Height

Maximum - 75 feet
Proposed Chuy's - 25 feet
Proposed Miller's - 26 feet
Proposed Retail - 33 feet

Site Amenities

As part of the proposed site plan, the petitioner proposes to install a pergola system along the 156th Street frontage of the project. The PUD will continue the pergola theme from the east side of LaGrange Road at Lowe's so that when traveling from Ravinia Avenue to 94th Avenue, 156th Street screens/ frames all parking fields with a continuous pergola theme, enhancing the experience and vista of the area. The site amenities plan (sheet A-10) indicates that the pergolas will have a similar appearance and scale to the Lowe's pergolas and will only be located along the larger parking lot frontage along 156th Street. Pergolas are not needed in the open space at the west end of the property near Lot 6 because that area will enjoy various landscape screening and is considered a buffer in its own right.

Exactions and/or Incentives

All exaction fees, including but not limited to transportation, parks and schools, are to be paid to the Village per Code requirements.

Mechanicals/Utility Conduits

All mechanical equipment must be screened, either at grade level with landscaping or hidden behind the roofline. Exterior roof ladders are not permitted and should be located interior to the building.

Signage

Signage is not part of this petition and should be submitted for separate review to the Building Division.

This 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 9, 2017.

And

I move to recommend to the Village Board of Trustees to approve the preliminary site plan titled "Retail Development SWC LaGrange Road and 156th Street Orland Park, IL. Site Plan", prepared by Soos & Associates Inc., dated 10/27/2008, last revised 4/11/17, sheet number SP-47A, subject to the following conditions:

1. Maintain shared parking and cross-access for all and through all parking fields within the planned unit development between users;
2. Replace the sidewalk configuration along 156th Street with an eight (8) foot wide multi-use path that connects to the intersection corner and the multi-use path on the east side of LaGrange Road;
3. Dedicate the necessary public right-of-way north of Chuy's Restaurant to complete the 156th Street right-of-way for the multi-use path;

And

I move to recommend to the Village Board of Trustees to approve the elevation drawings titled "Retail Development SWC LaGrange Road & 156th Street Orland Park, IL. Proposed Exterior Elevations", prepared by Soos & Associates Inc., dated 9/19/2016, last revised 2/15/17, sheet number A-07; and "Chuy's Orland Park, IL.", prepared by Parkway C&A, LP, dated 4/4/17, sheet number A-01; and "Miller's Alehouse Orland Park Elevations Revised", prepared by FRCH Design Worldwide, dated 4/12/17, sheet numbers 2, 3 and 4; and "Retail Development SWC LaGrange Road & 156th Street Orland Park, IL. Site Amenities", prepared by Soos & Associates Inc., dated 10/27/08, last revised 4/25/17, sheet number A-10, all subject to the following conditions:

1. Provide landscape screening along the blank wall elevations of Chuy's west elevation;

2. Indicate window transparency on the elevation drawings for Miller's Alehouse;
3. Work with staff to address the blank wall surface areas on the east and south elevations visible from LaGrange Road;
4. Screen all mechanical equipment either at grade level with landscaping or hidden behind parapets;
5. Submit separate sign permit applications for review of signage;
6. Anchored masonry veneer shall have a minimum thickness of 2.625 inches;

And

I move to recommend to the Village of Trustees to approve the preliminary landscape plan titled "Retail Development Overall Landscape Plan", prepared by Kimley-Horn and Associates, Inc., dated 2/16/17, last revised 4/26/17, sheets L2.0, L2.1, L2.2, L2.3, L2.4, and L2.5, subject to the same conditions outlined in the above preliminary site plan and elevation drawings motions and the following:

1. Provide the necessary mitigation for the removal of the wetlands and trees per US Army Corps of Engineers' standards and the Land Development Code respectively;

And

I move to recommend to the Village Board of Trustees to approve, upon annexation, the rezoning of the subject property from E-1 Estate Residential District to COR Mixed Use District subject to the same conditions outlined in the above preliminary site plan motion;

And

I move to recommend to the Village Board of Trustees to approve upon annexation of a six (6) lot subdivision as shown on the preliminary plat of subdivision titled "Preliminary Plat of Subdivision LaGrange Retail Development", prepared by Spaceco Inc., dated 2/17/17, sheets 1 of 3, 2 of 3, and 3 of 3, subject to the following condition:

1. Move Lot 4's west lot line west ten (10) feet to accommodate Type 1 bufferyard requirements for the portion directly behind the retail anchor building;
2. Include Lots 5 and 6 in the drainage easement notes on Lots 5 and 6;
3. Remove the words "to be" in the right-of-way dedication notes and change the word "dedicated" to "conveyed" in the Village of Orland Park right-of-way note; and
4. Submit a Record Plat of Subdivision to the Village for recording;

And

I move to recommend to the Village Board of Trustees to approve upon annexation the Special Use Permit for 15610 S. LaGrange Road, LaGrange Retail Development by LFI, subject to the same conditions as outlined in the Preliminary Site Plan motion. Modifications to the Special Use permit include:

1. Reduce the rear setback from 30 feet to 24 feet;

2. Reduce the wetland setback from 50 feet to zero feet; and
3. Meet site detention requirements offsite in the regional detention facility along Ravinia Avenue.