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**Staff Report to the Board of Trustees**

Prepared: 10/13/22

**TITLE/NAME/SUMMARY**

Silver Cross - Development Petition for a Special Use Permit for a Planned Development with Modifications from the Land Development Code; Site Plan, Landscape Plan, and Elevations.

**Project:**

Silver Cross – Northeast corner of LaGrange Road and 171<sup>st</sup> Street  
2022-0414

**Petitioner:** Mark Jepson

**Project Representative:** Taylor Eschbach

**Purpose:**

The petitioner seeks approval of an Amendment to a Special Use Permit to remove Lot 1 and 4 from the Planned Development - Orland Ridge to separate and expedite development of commercial area from residential area. Subsequently, the petitioner seeks approval of a Special Use Permit – Planned Development to construct an approximately 42,000 square-foot two-story medical office building with associated surface parking, utilities, landscaping, and amenity areas on a 7.78-acre vacant parcel located at the northeast corner of LaGrange Road and 171<sup>st</sup> Street.

**Requested Actions:**

An Amendment to a Special Use Permit for a Planned Development – Orland Ridge; a Special Use Permit for a Planned Development with Modifications from the Land Development Code; Site Plan, Landscape Plan, and Elevations.

**Address:** Northeast corner of LaGrange Road and 171<sup>st</sup> Street

**P.I.N.:** 27-27-100-015

**Parcel Size:** 7.78 acres

**BACKGROUND**

On November 8, 1999, the Village Board of Trustees approved the annexation of a 57.72-acre vacant property located at the northeast corner of 171<sup>st</sup> Street and LaGrange Road, under Ordinance No. 3312. The proposed use for the site was expected to be a hospital, however the development petition was never submitted and the site was used for agricultural purposes.

On April 1, 2019, the Village Board approved 6 Special Use Permits with Modifications from the Land Development Code to establish the Planned Development – Orland Ridge. The mixed-use planned development included 104 attached dwelling units, 190 attached townhouse units, a clubhouse, a conceptual plan for a hotel, and a conceptual plan for a commercial area.

## FINDINGS OF FACT

### COMPREHENSIVE PLAN

<b>Planning District</b>	Regional Core Planning District
<b>Planning Land Use Designation</b>	Regional Mixed Use

The Comprehensive Plan identifies the Planned Development – Orland Ridge as a development opportunity for Regional Mixed Use with an emphasis on promoting pedestrian and bicycle connectivity. The proposed medical office building with numerous adjacent sidewalks and amenity spaces are considered an appropriate land use in this area.

### ZONING DISTRICT

<b>Existing</b>	COR Mixed Use District
<b>Proposed</b>	COR Mixed Use District

### ADJACENT PROPERTIES

	<b>Zoning District</b>	<b>Land Use</b>
<b>North</b>	Orland Hills	Restaurant (Wendy's) Commercial Retail (Yale KeyExpress)
<b>East</b>	Orland Hills	Residential (Orland Ridge)
<b>South</b>	Tinley Park	Restaurant (Lou Malnati's) Restaurant (Hillgrove Tap) Commercial Retail (CVS)
<b>West</b>	Cook County (unincorporated)	Open Space (Orland Grasslands)

### LAND USE CLASSIFICATION

<b>Existing</b>	Vacant Land
<b>Proposed</b>	Medical Office Building

### LAND USE INTENSITY

<b>Existing</b>	1.00 maximum
<b>Proposed</b>	0.12

## DETAILED PLANNING DISCUSSION

### SITE PLAN

The 7.78-acre vacant parcel at the northeast intersection of LaGrange Road and 171<sup>st</sup> Street is currently located within the existing Planned Development – Orland Ridge. Within Orland Ridge, the subject site abuts a naturalized detention basin to the east and 169<sup>th</sup> Place to the north. The development petition proposes an approximately 42,000 square-foot two-story medical office building with associated surface parking, utilities, and landscaping on the southern half portion of the subject parcel. The petitioner has expressed that the proposed building and parking will be Phase 1 and development of the northern portion will be Phase 2.

Several multi-use paths, natural features, and amenity spaces are proposed throughout the site to extend the pedestrian and bicycle network within Orland Ridge to the proposed development. The multi-use paths uphold the Comprehensive Plan’s vision for residential connectivity to natural open space and major roadways in the Regional Core Planning District. Amenity spaces equivalent to 0.81 acres were also required to be constructed on site as an Ordinance condition approved by the Board of Trustees. The petitioner is proposing amenity spaces equivalent to 0.61 acres as part of Phase 1 development and will install the remaining 0.20 acres within 7 years of the ordinance approval for this development.

**BUILDING HEIGHT**

<b>Permitted</b>	75' maximum
<b>Proposed</b>	+/- 47'

**BUILDING SETBACKS**

	<b>Required</b>	<b>Proposed</b>
<b>Side (North)</b>	25' from 169 <sup>th</sup> Place (once dedicated)	598'
<b>Front (West)</b>	25' from LaGrange Road	25'
<b>Side (South)</b>	25' from 171 <sup>st</sup> Street	125'
<b>Rear (East)</b>	15' not abutting a street	232'

**LOT COVERAGE**

<b>Permitted</b>	75% Maximum; 80% maximum with Best Management Practices (BMP)
<b>Proposed</b>	37%

The petitioner proposes a total lot coverage of 37%. As a condition of approval, future development of the northern portion of the lot must include the current proposed lot coverage of Phase 1. If subdivision occurs in the future, the lot coverage will be calculated for the entire planned development as a whole.

Vehicular Mobility

The proposed site has full access from 169<sup>th</sup> Place to the north and 171<sup>st</sup> Street to the south. The proposed access drives on the site accommodate 2 lanes for visitors to enter and exit the site.

**PARKING SETBACKS**

	<b>Required</b>	<b>Proposed</b>
<b>Side (North)</b>	N/A	No parking proposed.
<b>Front (West)</b>	Not permitted.	No parking proposed.
<b>Side (South)</b>	Not permitted.	25'
<b>Rear (East)</b>	20' from residential	50'

**Modification #1: Parking between the front and corner-side building setbacks between the building and the R.O.W. (Section 6-306.E.7)** The petitioner requests a Modification from the Land Development Code to allow parking located between the building and 171<sup>st</sup> Street. The petitioner provided a parking comparison study that indicates 4 similarly-sized locations require approximately an average of 189 parking stalls. Considering the site constraints as a result of the required amenity space and the demand for additional parking, Staff supports this request to allow parking in the corner-side building setback between the building and the R.O.W.

**PARKING STALLS**

<b>Permitted</b>	141 parking stalls (1 per 300 sf)
<b>Proposed</b>	178 parking stalls (1 per 237 sf)

**Modification #2: Increase in maximum parking requirements. (Section 6-306.B.3)** The petitioner requests a Modification from the Land Development Code to increase the maximum parking requirement from 141 required parking stalls to 178 parking stalls. The maximum allowable increase that could be approved administratively is 169. The petitioner provided a parking comparison study that indicates 4 similarly-sized locations require approximately an average of 189 parking stalls. Staff supports this request to increase the maximum parking requirement with an additional 9 parking stalls because the current Code requirements do not reflect the industry parking demand for medical office buildings.

**Incremental Improvements to offset Modifications.** The petitioner proposes extensive landscaping beyond minimum Code requirements to screen the parking lot and minimize visual impact from the street.

Pedestrian and Bicycle Mobility

The petitioner is proposing multi-use paths along the major thoroughfares LaGrange Road and 171<sup>st</sup> Street facilitate pedestrian mobility. Crosswalks will further enhance safety measures for visitors navigating the site. The petitioner is also proposing 3 bicycle racks near the 171<sup>st</sup> Street full access and 3 bicycle racks adjacent to the building’s entrance to comply with Code requirements and facilitate bicycle mobility.

Signage

A full review of proposed signage will be conducted after Board of Trustees approval. Proposed signage will need to comply with the provisions of the Land Development Code.

Lighting

A full review of proposed lighting will be conducted during Final Engineering review. Proposed lighting will need to comply with the provisions of the Land Development Code.

**AMENDMENT TO EXISTING PLAN DEVELOPMENT**

Lot 1, which was an unrealized concept for a hotel, and Lot 4, which was an unrealized concept for a retail development, will be removed from the original Planned Development – Orland Ridge. Lot 1 is a stand-alone lot and will proceed with any needed entitlements at the time it is developed. Lot 4 is the Silver Cross proposal and is the subject of a new, separate planned development. All conditions relating to these lots will be removed from the original planned development ordinance, and any relevant conditions from this ordinance that apply to the new planned development will be carried forward into the new planned development.

## **ELEVATIONS**

The proposed building elevations include cream-colored stone veneer with wood veneer and metal panel accents to portray a modern look. Glazed and spandrel glass windows from grade to ceiling are proposed throughout the front, side, and rear elevations. The front entrance is accentuated by a heightened roofline and canopy. A side entrance located on the south side of the building provides ease of access to the parking lot.

## **DETAILED LANDSCAPING DISCUSSION**

### **LANDSCAPE PLAN**

Hey and Associates, Inc. reviewed the Preliminary Landscape Plan dated August 19, 2022. The requirements are met for parkway, corridor, bufferyard, foundation, and interior landscaping. Signage Landscape requirements appear to be met and will be confirmed during final review. The representative plant list appears to meet diversity requirements for number of species; percentage of species will be evaluated at final review.

Cash-in-lieu shall be provided for any remaining tree deficiencies determined during final review.

## **DETAILED ENGINEERING DISCUSSION**

### **ENGINEERING PLAN**

#### **Stormwater Management**

The preliminary engineering plans, reviewed by Staff, are compliant with the Land Development Code.

#### **Utilities**

The sanitary connection to this project will be located in the existing sanitary main at private R.O.W. to the east of the site.

## **PLAN COMMISSION DISCUSSION**

At the Plan Commission meeting on September 7, 2022, there was robust discussion from the Commissioners regarding the proposed building materials. The concern was the significant amount of proposed wood veneer and glass accents in contrast with masonry materials, however this concern was addressed by Staff and no modifications or amendments were changed as a result of this discussion. Additionally, Commissioners commented on the low parking requirements for medical office facilities and recommended Staff propose amendments to the Land Development Code to meet parking demands for future development.

Public comment on this case included questions about flooding; these issues were addressed by either Staff or the Petitioner.

## **PLAN COMMISSION RECOMMENDED ACTION**

The Plan Commission voted and approved the following motion, with a unanimous vote of 7 ayes:

Regarding Case Number 2022-0414, also known as **Silver Cross**, the Plan Commission recommended to accept and make findings of fact as discussed at this Plan Commission meeting and within the Staff Report dated August 30, 2022;

And

The Plan Commission recommended that the Village Board approve an **Amendment to the Special Use Permit for a Planned Development (Orland Ridge – 16727 to 16801 S. LaGrange Road)**, as approved on by the Village Board on August 17, 2020, Ordinance No. 5539, to remove Lots 1 and 4 from the Planned Development by amending the following conditions:

1. Remove Section 3 A.(a) in its entirety, which references a conceptual site plan on Lot 4.
2. Remove Section 3 A.(b) in its entirety, which references the community gathering space on Lot 4.
3. Remove Section 3 A.(c) in its entirety, which references the conceptual hotel on Lot 1.
4. Strike Section 3 B. "... and also three (3) Commercial Plaza Renderings (dated January 2019), subject to the condition that, in the case of a conflict between exhibit drawings, the stricter application will apply;"
5. Prior to the presentation of this case to the Committee of the Whole or the Board of Trustees, the Village Attorney may amend these conditions for any other modifications needed that meet the intent of this request.

And

The Plan Commission recommended that the Village Board approve a **Special Use Permit for a Planned Development with Modifications to the Land Development Code**, subject to the following conditions:

1. The development will be in substantial conformance with the **Preliminary Site Plan for Silver Cross**, last revised August 19, 2022, the **Preliminary Landscape Plan for Silver Cross**, last revised August 19, 2022, and the **Building Elevations** last revised August 15, 2022.
2. Amenity spaces equivalent to 0.20 acres will be required as a condition of final site plan approval for Phase 2 development of the parcel or within 7 years of the approval of this ordinance, whichever is first.
3. Meet all building code requirements and final engineering requirements, including required permits from outside agencies.
4. Screen all mechanical equipment either at grade or at rooftop with landscaping or parapets respectively.
5. Submit a sign permit application to the Development Services Department for separate review. Signs are subject to additional review and approval via the sign permitting process and additional restrictions may apply.
6. All private park space must be accessible to the general public and signage must be installed that indicates the public accessibility. The development may not be gated or outside public access otherwise restricted.

The Plan Commission further recommended approval of the Modifications to the Land Development Code to:

1. Increase the maximum parking requirements from 141 parking stalls to 178 parking stalls. (Section 6-305.B)
2. Allow parking between the front and corner-side building setbacks between the building and 171<sup>st</sup> Street R.O.W. (Section 6-306.E.7)

**BOARD OF TRUSTEES RECOMMENDED ACTION**

Regarding Case Number 2022-0414, also known as **Silver Cross**, I move to recommend to approve the Plan Commission Recommended Action, except that the following conditions for the Special Use Permit for the Planned Development with Modifications to the Land Development Code (Silver Cross – 17047 LaGrange Road) shall be as follows:

1. The development will be in substantial conformance with the **Site Plan for Silver Cross**, last revised October 11, 2022, the **Landscape Plan for Silver Cross**, last revised October 11, 2022, and the **Building Elevations** last revised August 15, 2022.

...

7. Provide tree mitigation cash-in-lieu that will be determined upon final review, if applicable.

And

I move to adopt an Ordinance entitled: ORDINANCE GRANTING AN AMENDMENT TO A SPECIAL USE FOR PLANNED DEVELOPMENT – ORLAND RIDGE – (16727-16801 S. LAGRANGE ROAD)

And

I move to adopt an Ordinance entitled: ORDINANCE GRANTING A SPECIAL USE FOR PLANNED DEVELOPMENT – SILVER CROSS MEDICAL OFFICE BUILDING (17047 S. LAGRANGE ROAD)

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

I move to recommend to the Village Board to approve an **Amendment to the Special Use Permit for a Planned Development – Orland Ridge** and for a **Special Use Permit for a Planned Development with Modifications to the Land Development Code**, as presented in the Staff Report to the Board of Trustees for this case.