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## Staff Report to the Plan Commission

### **Northwestern Medicine St. George Cancer Institute**

Prepared: 7/30/2026

Prepared by: Hailey Gorman, Planner

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**Project:** Northwestern Medicine St. George Cancer Institute

**Case Numbers:** 2026-0637 | PPA-26-0047

**Petitioner:** Northwestern Medicine

**Address:** 15300-15400 West Avenue, Orland Park, IL

**P.I.N.s:** 27-16-103-006, 27-16-103-007, & 27-16-103-008

### **REQUESTED ACTIONS**

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The Petitioner is requesting the approvals below to construct a three-story, 150,650-SF medical office building (St. George Cancer Institute) and a four-level parking structure on a vacant lot within the Palos Community Hospital Planned Development:

- Amendment to a Special Use Permit for a Planned Development with modifications from the Land Development Code:
  - Increase the maximum building height permitted from 50' to 51'-6" (Section 6-207.H).
  - Increase the height limitation for rooftop mechanical equipment screening from 10' to 11' (Section 6-104.D).
  - Eliminate the requirement to have anchored brick, stone, or similar masonry materials from the adjacent grade to the top of each story for the proposed parking structure on lot 3 (Section 6-308.F.4.b).
  - Eliminate the requirement to provide a type 1 landscape buffer yard along the east side of lot 3 (Section 6-305.D.4.b.2).
- Special Use Permit for Development within 50' of a Nontidal Wetland
  - Reduce the 50' wetland buffer area to 30' (Section 6-413.F.2.f).
  - Eliminate the requirement to have a 15'-wide naturalized landscape area with an 8'-wide maintenance vehicle access area around the detention basin (Section 6-305.D.8.b.4)
- Site Plan
- Landscape Plan
- Building Elevations

## COMPREHENSIVE PLAN

This property is within the Orland Grove & Centennial Planning Districts in the Comprehensive Plan. The site is designated as appropriate for land uses with an office employment emphasis or open space, parks, and recreation. The proposed use and site improvements are consistent with the intent of the Comprehensive Plan for this area.

### COMPREHENSIVE PLAN

|                                      |                                                              |
|--------------------------------------|--------------------------------------------------------------|
| <b>Planning District</b>             | Orland Grove & Centennial                                    |
| <b>Planning Land Use Designation</b> | Office Employment Emphasis<br>Open Space, Parks & Recreation |

### ZONING DISTRICT

|                            |                               |
|----------------------------|-------------------------------|
| <b>Existing / Proposed</b> | BIZ General Business District |
|----------------------------|-------------------------------|

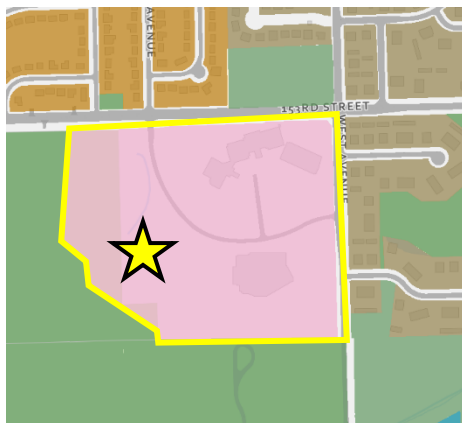
### LAND USE

|                 |                                                                                                                                                                                                                                    |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Existing</b> | Palos Community Hospital Planned Development:<br>Lot 1: Medical Office (Northwestern Medicine Campus)<br>Lot 2: Health/Fitness Center (Orland Park Health & Fitness Center)<br>Lot 3: Vacant                                       |
| <b>Proposed</b> | Palos Community Hospital Planned Development:<br>Lot 1: Medical Office (Northwestern Medicine Campus)<br>Lot 2: Health/Fitness Center (Orland Park Health & Fitness Center)<br>Lot 3: Medical Office (St. George Cancer Institute) |

### ADJACENT PROPERTIES

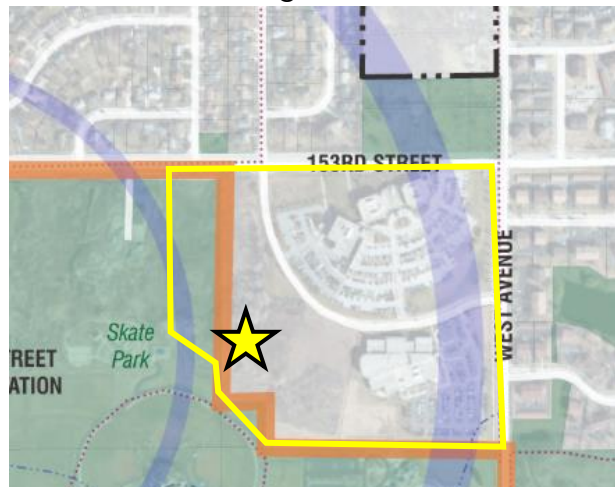
|              | <b>Zoning District</b>   | <b>Land Use</b>                                |
|--------------|--------------------------|------------------------------------------------|
| <b>North</b> | OS Open Space District   | Cemetery (Orland Memorial Cemetery)            |
| <b>East</b>  | R-4 Residential District | Multi-Family Residential (Treetop Subdivision) |
| <b>South</b> | OS Open Space District   | Public Park (Centennial Park)                  |
| <b>West</b>  | OS Open Space District   | Public Park (Centennial Park)                  |

### Zoning District Map

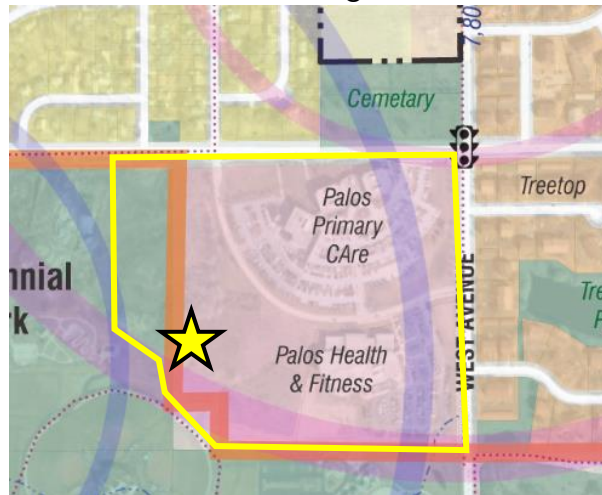


## **Planning District Maps**

Centennial Planning District



Orland Grove Planning District



## **BACKGROUND**

The petitioner is seeking approval of an amendment to a special use permit for a planned development with modifications from the LDC, a special use permit for development within 50' of a nontidal wetland with modifications, site plan, landscape plan, and building elevations to allow for the construction of a 150,650-SF medical office building and a four-story parking garage. This development will occur on the vacant parcel adjacent to the existing Northwestern Medicine medical campus and the Orland Park Health and Fitness Center.

The subject property is within the Palos Community Hospital Planned Development, which was originally approved in 1984 via Ordinance No. 1323. The Planned Development was subsequently amended three times since then to allow for various building additions and site improvements. In 1998, the Planned Development was amended twice to allow for an addition to the existing medical office building (Ordinance No. 3113) and the construction of the health and fitness center (Ordinance No. 3143). In 2016, it was further amended to allow for a subdivision to create 3 lots, construct a new medical office building, a parking deck, and establish a temporary parking lot west of the health and fitness center (Ordinance No. 5335). It was at this time that the Health and Fitness Center was transferred to the Village of Orland Park.

## **FINDINGS OF FACT**

When reviewing an application for a special use permit, the decision-making body shall adopt findings of fact. The petitioner has submitted responses to the special use standards which are attached to this case file. Staff finds the petitioner responses satisfactory and recommends approval of the Special Use Permits with modifications. The standards below come from Section 5-105.E of the Land Development Code:

1. The special use will be consistent with the purposes, goals, objectives, and standards of the Comprehensive Plan, any adopted overlay plan, and these regulations.
2. The special use will be consistent with the community character of the immediate vicinity of the parcel proposed for development.
3. The design of the proposed use will minimize adverse effects, including visual impacts on adjacent properties.
4. The proposed use will [not] have an adverse effect on the value of adjacent property.
5. The applicant has demonstrated that public facilities and services will be capable of serving the special use at an adequate level of service.
6. The applicant has made adequate legal provision to guarantee the provision and development of any open space and other improvements associated with the proposed development.
7. The development will [not] adversely affect a known archaeological, historical, or cultural resource.
8. The proposed use will comply with all additional standards imposed on it by particular provision of these regulations authorizing such use and by all other applicable requirements of the ordinances of the Village.

In their responses, the Petitioner discusses that the proposed development is consistent with the Comprehensive Plan, in that the Orland Grove Planning District designates the use of the property as appropriate for employment-generating uses, like medical offices. The proposed development would establish a similar use in terms of scale and operation as those already existing in the area and will complement the overall planned development. Additionally, the proposed use will improve the currently undeveloped property in accordance with Village requirements.

## **SITE PLAN**

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### **Lot Coverage**

The site will have approximately 49% of impervious surface area, whereas the maximum allowed for the BIZ District is 75% without the use of stormwater Best Management Practices (BMP's). The lot coverage calculations include the outlot buildings and the potential addition to the parking structure. Therefore, the proposed green space exceeds the minimum required by code and the lot coverage requirement is met.

|                        |                    |
|------------------------|--------------------|
| <b>Maximum Allowed</b> | 75% (1,397,390 SF) |
| <b>Proposed</b>        | 49% (912,586 SF)   |

## Building Setbacks

The proposed structures comply with the setback requirements for the BIZ General Business District. The table below includes the required and proposed building setbacks.

| Yard                                | Minimum Required Setback | Proposed Setback – Medical Office | Proposed Setback – Parking Garage |
|-------------------------------------|--------------------------|-----------------------------------|-----------------------------------|
| Front (facing 153 <sup>rd</sup> St) | 15'                      | 221.7'                            | 506.8'                            |
| Rear                                | 30'                      | 544.5'                            | 184.3'                            |
| Side (East)                         | 15'                      | 64.1'                             | 224.1'                            |
| Side (West)                         | 15'                      | 175.2'                            | 170.1'                            |

## Parking

When the site was redeveloped in 2016, it was considered a medical office use and was held to the parking standard of 1 parking space per 300 SF of gross building floor area. In 2023, the parking requirements for both medical/institutional and office (medical) uses were changed to 1 parking space per 200 SF. When Lot 1 was redeveloped in 2016, it had the exact number of parking spaces that were required. The health and fitness center was also granted a reduction in the required number of parking spaces when it was approved in 1998.

The site plan proposes 490 parking spaces for a 150,650-SF building. This is 263 spaces, or 35% less than the required 753 spaces. The Development Services Department is authorized to grant administrative parking relief within certain parameters upon a determination by staff that the reduction will not unreasonably increase parking congestion and upon the request of the petitioner, in lieu of a variance or modification. Per Section 6-306.B.2, applicants may request up to a 20% reduction from the Development Services Department. Under a shared parking scenario for the planned development, there is a parking deficit of approximately 19% (see staff calculations below) if the proposed 490 parking spaces were to be provided.

| Palos Community Hospital Planned Development |                                          |                            |           |                    |                  |
|----------------------------------------------|------------------------------------------|----------------------------|-----------|--------------------|------------------|
| Lot                                          | User                                     | Use                        | Area (SF) | Ratio              | Required Parking |
| 1                                            | Northwestern Medical Center              | Medical Office             | 209,169   | 1/300*             | 697.00           |
| 2                                            | Orland Park Health & Fitness Center      | Health Club/Fitness Center | 78,230    | 1/employee + 1/200 | 277.00**         |
| 3                                            | Northwestern St. George Cancer Institute | Medical Office             | 150,650   | 1/200              | 753.25           |
| Total Required                               |                                          |                            |           |                    | 1,727            |
| Total Provided                               |                                          |                            |           |                    | 1,406            |
| Surplus/Deficit                              |                                          |                            |           |                    | -321             |
| Percentage                                   |                                          |                            |           |                    | 18.6%            |

\*Lot 1 was originally approved under the 1/300SF parking requirement for medical offices

\*\*Lot 2 was granted approval for a reduction in the parking requirement via Ordinance No. 3143

When 401-500 off-street parking spaces are provided, 9 accessible spaces must be provided. 10 accessible spaces are proposed, so this requirement has been met. Each parking space is at least 9' wide and 18' long, with drive aisle widths of a minimum of

24', meeting the required parking stall and aisle dimension requirements in Figure 6-306.C(A) of the LDC.

### **Sidewalks & Pedestrian Mobility**

Section 6-406.A.3 of the LDC requires that a public sidewalk be installed on both sides of private and/or public streets. Pedestrian access within this development is critical, especially in consideration of the proximity to Centennial Park. The petitioner had originally requested a modification from this requirement, due to the proximity to the wetland on-site and the topography. However, staff is not in support of this modification request and has requested that the petitioner install the public sidewalk at the time of future development on the site. Staff is recommending that this be added as a condition of approval for the project.

### **PRELIMINARY LANDSCAPE PLAN**

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The preliminary landscape plan has been reviewed by Hey and Associates and recommended for approval with conditions. The petitioner has requested two modifications from landscaping requirements. The first request is to eliminate the required landscape bufferyard along the west, south, and east property lines of lot 3. Staff is in support of a modification request for the east bufferyard, but not the west and south.

Since there is ample space to meet the minimum requirements of a type 1 bufferyard to the west and south, staff is recommending a condition of approval that these bufferyards be installed in accordance with code requirements. Landscape bufferyards act as physical and visual edges between the side and rear yards of adjacent parcels. For this development, the intent of the bufferyard is to act as a separation between adjoining land uses, which in this case is the Village's Centennial Park. This park hosts year-round activities, and this new development will be highly visible. Incorporating the code-required bufferyard will enhance the view of the property and provide numerous environmental benefits.

Conditions of approval are recommended by staff for the petitioner to address all outstanding landscaping comments:

1. Stormwater management area landscape will meet the minimum requirements set forth in Section 6-305.D.8, except as where otherwise modified in this ordinance, prior to appearance before the Board of Trustees;
2. Landscape buffer yards shall be provided along the west and south property lines of lot 3, in accordance with Section 6-305.D.4.b.2, prior to appearance before the Board of Trustees;
3. A code-compliant naturalized landscape monitoring and management plan will be submitted for review prior to appearance before the Board of Trustees;
4. A code-compliant landscape cost estimate will be submitted for review prior to appearance before the Board of Trustees;

Tree mitigation requirements have been met. However, it should be noted that trees planted for tree mitigation cannot also count towards other landscaping requirements, including required bufferyard trees. Per the Village's 2016 land swap agreement that conveyed the OPHFC to the Village, any trees that cannot be accommodated on the site shall not be charged a cash-in-lieu of tree planting. Therefore, on-site tree replacement must meet the requirements of Section 6-305.F.3.f to the extent practical per the land swap agreement. If the bufferyard requirement is to be met, additional trees may need to be planted elsewhere on site to comply with mitigation requirements.

The landscaping at the current Northwestern Medical Center is not in compliance with their previously approved landscape plan. The final landscape plan was approved by the Board of Trustees in 2017. The Village's landscape consultant, Hey and Associates, have conducted numerous site inspections and verified that the current condition of the landscaping is not in compliance. To remedy this, staff is recommending a condition of approval that the landscaping be brought into compliance with the approved landscape plan prior to issuance of a Certificate of Occupancy for the proposed St. George Cancer Institute.

## **BUILDING ELEVATIONS**

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The St. George Cancer Institute building is proposed with a height of 51'-6", which exceeds the maximum height allowed in the BIZ District by 1'-6". Therefore, a modification has been requested to increase the maximum height allowed. The petitioner has submitted written justification as well as sightline exhibits to demonstrate the height of the structure compared to the others within the development. Staff is in support of this modification request. The proposed parking structure will meet the maximum height requirement, as the height is approximately 48'-6" at the tallest point.

A modification has also been requested to increase the maximum height allowed for rooftop mechanical equipment screening, from 10' to 11'. Staff is in support of this request as it would ensure appropriate screening, which is required by the Village's design standards.

Consistent with other developments of this size in the area, anchored brick, stone, or similar masonry materials will extend from the adjacent grade to the top of the window that is highest on the subject façade with minor accents allowed in place of masonry subject to meeting building codes per Section 6-308. F.4.a of the LDC. The Village encourages four-sided architecture, and the proposed design meets this intent by utilizing consistent design elements and building materials on all four elevations. The proposed building materials will be a mixture of brick, metal panels, and limestone. The colors of the building will be a mixture of tans and grays.

### **St. George Cancer Institute Building**

#### *South Elevation*

The south elevation features the main entrance of the building with a mixture of clear, reflective, and spandrel glass extending from grade to the roofline. Limestone, matching the design of the current building on lot 1, is used below grade and as a

horizontal element separating the panes of glass. Above the roofline is the proposed metal screening for the rooftop mechanical equipment, which will match in color with the rest of the materials used on the structure, meeting the intent of Section 6-308.J.

There is one entrance along this elevation, in addition to a building connection to the parking structure. A pergola is proposed in front of the entrance, acting as a canopy.

#### *West Elevation*

The west elevation serves as the rear of the building, with multiple service doors and a loading area. The primary material on this elevation is brick, with limestone and metal panel accents.

There are 5 service entrances/exits and a loading door along this elevation. Two limestone canopies are proposed, spanning over two doors and the loading area. Clear windows are proposed along the center of the façade, with glass panes matching the south elevation utilized on the corners.

#### *North Elevation*

The north elevation mirrors the south with a similar design. Varying styles/colors of brick will be utilized on the lower portion of the façade, with mixed glass panels acting as the main material on the elevation. Strips of limestone break up the glass as a horizontal element. Limestone will be featured on the corner as well, with metal panels spanning at and above the roofline. An area well will be below grade on this elevation. There are two service doors along this elevation.

#### *East Elevation*

The east elevation does also features varying colors and styles of brick on the lower portion of the façade, with mixed glass panels above and at the corner. Vertical and horizontal limestone strips add visual interest to the façade. There is one door on this elevation.

### **Parking Structure**

The parking structure will be four stories tall. The north, east, and south elevations will have similar designs with masonry brick and metal accent panels utilized along the entire façade. Two corners of the structure features glass stairwells. The corner adjacent to the main building includes the elevator access. There is a fully enclosed connection to the main building from the parking structure.

The west elevation does not meet the Village's masonry requirement. The petitioner has requested a modification to eliminate the requirement to have anchored brick, stone, or similar masonry materials from the adjacent grade to the top of each story for the proposed parking structure. Staff is in support of this request, but is recommending the following conditions of approval in an effort to offset the request:

- Upon future expansion of the parking structure, the design shall comply with all Village design standards in Section 6-308, including the requirement to have anchored brick, stone, or similar masonry materials from the adjacent grade to the top of each story (Section 6-308.F.4.b);

- Stain shall be utilized on the parking structure instead of paint;
- Landscape buffer yards shall be provided along the west and south property lines of lot 3, in accordance with Section 6-305.D.4.b.2, prior to appearance before the Board of Trustees;

## **PRELIMINARY ENGINEERING PLAN**

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The preliminary engineering plans, reviewed by staff, have been recommended for approval with conditions. All outstanding engineering items will be addressed during final engineering reviews, including exterior lighting and photometrics.

### **Stormwater Management & Wetland Impact**

The project proposes to impact wetlands by either direct or indirect impacts, which requires the special use for a development within 50' of a nontidal wetland. A modification to reduce the setback from 50' to 30' is also requested, as a corner of the St. George Cancer Institute building will encroach into the 50' minimum setback as indicated on the site plan.

The wetland on site is serving as the stormwater detention for this development. The LDC requires that a 15'-wide naturalized landscape area with an 8'-wide maintenance vehicle access area be established around detention ponds (Section 6-305.D.8.b.4). The petitioner is requesting a modification from this requirement, as they've stated that they would prefer to leave the wetland as-is. The petitioner has agreed to plant some naturalized landscaping around the basin, but it is not sufficient to meet code requirements. Staff is in support of the request pending receipt of a maintenance plan that details how the detention area will be maintained without the appropriate vehicle access. The Village's experience is that these detention areas can become neglected when this requirement is not met.

### **Traffic Impact Study**

A traffic impact study is required for all commercial developments of 10,000 SF or more. The site is located at the corner of 153rd Street and West Avenue. There is already moderate traffic to this development due to the existing medical office building and the OPHFC. The primary access to this site will be off of 153<sup>rd</sup> Street.

A traffic impact study was prepared by Eriksson Engineering Associates, Ltd. Dated May 29, 2026. The study determined that the site traffic volume increase will vary from 148 to 291 vehicles per hour during peak times. The intersections will continue to operate well, and the existing road network can accommodate additional traffic generated by the proposed development.

## STAFF RECOMMENDED ACTION

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Regarding Case Number 2026-0637, also known as the Northwestern Medicine St. George Cancer Institute, Staff recommends to accept and make findings of fact as discussed at this Plan Commission meeting and within the Staff Report dated July 30, 2026;

And

Staff recommends the Plan Commission **approves** an Amendment to a Special Use Permit for a Planned Development with Modifications, with the following conditions:

1. The public sidewalk along the south side of the ring road shall be installed at the time of future development on site;
2. The existing Northwestern Medical Center at 15300 West Avenue shall be in full compliance with the previously approved landscape plan for the property, titled "Palos Community Hospital South Campus Redevelopment – Landscape Plan Set", prepared by Terra Engineering, dated July 5, 2017, and the monitoring and management plan approved by the Board of Trustees on August 7, 2017 prior to issuance of a Certificate of Occupancy for the St. George Cancer Institute;
3. Upon future expansion of the parking structure, the design shall comply with all Village design standards in Section 6-308, including the requirement to have anchored brick, stone, or similar masonry materials from the adjacent grade to the top of each story (Section 6-308.F.4.b);
4. Meet all code requirements, landscape requirements, and final engineering requirements, including required permits except where otherwise modified in this ordinance;

And

Staff further recommends the Plan Commission **approves** the following Modifications from the Land Development Code:

1. Increase the maximum building height permitted from 50' to 51'-6" (Section 6-207.H);
2. Increase the height limitation for rooftop mechanical equipment screening from 10' to 11' (Section 6-104.D);
3. Eliminate the requirement to have anchored brick, stone, or similar masonry materials from the adjacent grade to the top of each story for the proposed parking structure on lot 3 (Section 6-308.F.4.b);
4. Eliminate the requirement to provide a type 1 landscape bufferyard along the east side of lot 3 (Section 6-305.D.4.b.2);

And

Staff recommends the Plan Commission **approves** a Special Use Permit for a Development within 50' of a Nontidal Wetland, with the following Modifications from the Land Development Code:

1. Reduce the 50' wetland buffer area to 30' (Section 6-413.F.2.f);

2. Eliminate the requirement to have a 15'-wide naturalized landscape area with an 8'-wide maintenance vehicle access area around the detention basin (Section 6-305.D.8.b.4);

And

Staff recommends the Plan Commission **approves** a site plan prepared by Cannon Design, revised July 20, 2026, subject to the condition that the development will be in substantial conformance with the preliminary plans;

And

Staff recommends the Plan Commission **approves** a landscape plan prepared by Cannon Design, revised July 20, 2026, subject to the following conditions:

1. Stormwater management area landscape will meet the minimum requirements set forth in Section 6-305.D.8, except as where otherwise modified in this ordinance, prior to appearance before the Board of Trustees;
2. Landscape buffer yards shall be provided along the west and south property lines of lot 3, in accordance with Section 6-305.D.4.b.2, prior to appearance before the Board of Trustees;
3. A code-compliant naturalized landscape monitoring and management plan will be submitted for review prior to appearance before the Board of Trustees;
4. A code-compliant landscape cost estimate will be submitted for review prior to appearance before the Board of Trustees;
5. The development will be in substantial conformance with the preliminary plans;

And

Staff recommends the Plan Commission **approves** building elevations prepared by Cannon Design, revised July 20, 2026 subject to the following conditions:

1. Stain shall be utilized on the parking structure instead of paint;
2. The development will be in substantial conformance with the preliminary plans;

#### **STAFF RECOMMENDED MOTION**

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Regarding Case Number 2026-0637, also known as the Northwestern Medicine St. George Cancer Institute, I move to approve the Staff Recommended Action as presented in the Staff Report to the Plan Commission for this case.