



## Legislation Text

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File #: 2019-0073, Version: 0

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### **Title/Name/Summary**

143<sup>rd</sup> Street Phase I Engineering Study - Impact to Historic Resources (Section 106 National Historic Preservation Act Review)

### **History**

#### **QUICKFACTS**

#### **Project**

143<sup>rd</sup> Street Phase I Engineering Study - Impact to Historic Resources (Section 106 National Historic Preservation Act Review)

2019-0073

### **Purpose**

To review impacts to local historic resources in Orland Park by the proposed improvements to 143<sup>rd</sup> Street, as part of the larger Village-led Phase I Engineering Study of 143<sup>rd</sup> Street from Wolf Road to Southwest Highway, in accordance with Section 106 of the National Historic Preservation Act

**Requested Actions:** None

### **OVERVIEW AND BACKGROUND**

#### **Phase I Engineering Study for the 143<sup>rd</sup> Street Widening Project**

The Village and Christopher B. Burke Engineering, Ltd. (CBBEL) have been working with the Illinois Department of Transportation (IDOT) and Cook County Department of Transportation and Highways to finalize plans for a Phase I Engineering Study of the 143<sup>rd</sup> Street corridor project. The project will generally consist of widening 143<sup>rd</sup> Street from a two (2) and three (3) lane cross section to generally a five (5) lane cross section, extending from Wolf Road to Southwest Highway. Intersection improvements are proposed at Wolf Road, 108<sup>th</sup> Avenue, Crystal Tree, West Avenue, and Southwest Highway with an eight (8) foot multi use path on the north side of 143<sup>rd</sup> Street and a five (5) foot sidewalk along the south side of 143<sup>rd</sup> Street.

Because federal funding is involved with this project, the Village and CBBEL are proceeding through the federal project development review process, which requires compliance with Section 106 of the National Historic Preservation Act (NHPA). Section 106 of the NHPA requires federal and state agencies to take into account the effects of their actions on historic properties listed on or eligible for the National Register of Historic Places and allow consulting parties an opportunity to comment on projects.

As part of this process, various environmental and cultural components of the project are reviewed by IDOT and other state agencies. Whenever an archaeological survey is involved and/or when a historic property is in or directly adjacent to a project area, IDOT is required to coordinate with the State Historic Preservation Office (SHPO), the Historic Preservation Division of the Illinois Department of Natural Resources (IDNR). IDOT must obtain agreement from the Historic

Preservation Division of IDNR on any impacts to historic properties or resources.

The Historic Preservation Division of IDNR looks to the Village of Orland Park, as a Certified Local Government, for guidance on significant impacts to historic properties. Per Section 3-102 of the Land Development Code, the Plan Commission carries the obligations and duties of the Village's historic preservation program. The Commission's comments and input related to the impacts of the 143<sup>rd</sup> Street corridor project on the identified cultural and historic resources are required as part of the federal project development procedures.

### **Historic Resources Identified by IDOT**

As part of the 143<sup>rd</sup> Street Phase I Study review process, the Plan Commission previously evaluated the potential impacts to the Yunker Schoolhouse located at 14299 S. Wolf Road. The property has been identified as warranting consideration for the National Register of Historic Places (NHRP). Public meetings were held at the Plan Commission on September 12, 2017 (Legistar File ID # 2017-0660) and November 12, 2018 (Legistar File ID # 2018-0739) to solicit input on the preliminary design concepts for the 143<sup>rd</sup> Street and Wolf Road intersection.

In addition to the Yunker Schoolhouse, IDOT has identified twelve (12) other historic resources within the 143<sup>rd</sup> Street study area that warrant additional consideration:

- 1) Old Orland Historic District
- 2) Former Christ Lutheran Church, 9999 W. 143<sup>rd</sup> Street
- 3) Orland Park School, 9960 W. 143<sup>rd</sup> Street
- 4) Building, 9953 W. 143<sup>rd</sup> Street
- 5) Commercial Building, 9925 W. 143<sup>rd</sup> Street
- 6) Orland Park Library, 9917 W. 143<sup>rd</sup> Street
- 7) Orland Park Hotel, 14306-14310 Union Avenue
- 8) Loebe Brothers General Store, 14314 Union Avenue
- 9) Building, 14315 Beacon Avenue
- 10) Twin Towers Sanctuary, 9967 W. 144<sup>th</sup> Street
- 11) Orland State Bank Building, 14316 Beacon Avenue
- 12) House, 10117 143<sup>rd</sup> Street

The Historic Property Avoidance memo by IDOT identifying the twelve (12) historic resources listed above and a map showing the location of the historic resources are attached for review.

### **DETAILED PLANNING DISCUSSION**

The twelve (12) historic resources identified by IDOT are discussed in detail below and are grouped into categories based on their current local designation status within the Village, as follows:

- 1) Historic District: One (1) resource, the Old Orland Historic District, is classified as a local historic district and a zoning district
- 2) Orland Park Landmarks and Contributing Structures to the Old Orland Historic (OOH) District: Ten (10) of the resources are classified as Orland Park Landmarks and Contributing Structures to the Old Orland Historic District
- 3) Other Historic Resources Identified by IDOT: One (1) resource is not located in the Old Orland Historic District and is not designated as an Orland Park Landmark

## **1) HISTORIC DISTRICT**

### **Old Orland Historic District**

The Old Orland Historic (OOH) District is comprised of an irregularly shaped area roughly bounded by 143<sup>rd</sup> Street on the north, the rear lot lines of the properties located to the east of Beacon Avenue on the east, the rear lot lines of the properties located on the south side of 144<sup>th</sup> Place on the south, and West Avenue on the west. The Norfolk Southern Railroad bisects the OOH District on a northeasterly diagonal through unincorporated land that includes an old Metra commuter parking lot. A map of the zoning boundaries for the OOH District and surrounding zoning districts is attached for review.

The OOH District was originally established in 1986 with the creation of a Historic Preservation Review Commission and the adoption of architectural review guidelines. The provisions in the original historic preservation ordinance are today incorporated into the Village Code and Land Development Code. The zoning regulations, architectural design standards, list of Contributing Structures, and Certificate of Appropriateness review process are included in Section 6-209: Old Orland Historic District of the Land Development Code. There are currently a total of sixteen (16) properties listed as Contributing Structures to the Old Orland Historic District. All of the Contributing Structures to the OOH District are also classified as Orland Park Landmarks, which are listed on the Local Register of Significant Places in Section 5-110: Landmarks Designation of the Land Development Code. A map of the OOH District with the locations of the sixteen (16) Contributing Structures is attached for review

A Certificate of Appropriateness (COA) review by the Development Services Department is required prior to the construction, alteration, demolition, or removal of any structure within the OOH District or Orland Park Landmark. The COA review process is designed to protect historic properties from insensitive alterations and to ensure new buildings are compatible in design with older buildings in the historic district.

## **2) ORLAND PARK LANDMARKS AND CONTRIBUTING STRUCTURES TO THE OOH DISTRICT**

Of the twelve (12) historic resources identified by IDOT, ten (10) properties are considered Contributing Structures to OOH District by Land Development Code Section 6-209 and classified as an Orland Park Landmark on the Local Register of Significant Places per Land Development Code Section 5-110.D.

The survey forms from the 2008 “Residential Area Intensive Survey” (RAI) for each property are attached for review. The RAI Survey, completed in 2008 by McGuire Iglewski & Associates, examined all buildings in and around Old Orland to determine the history, historic merits, past alterations, and contributing status of each building. The RAI Survey categorizes buildings as contributing or non-contributing on age and style as a historic preservation tool, but does not carry the weight of zoning law. This means that buildings recognized by the RAI Survey as contributing structures are not legally recognized as Contributing Structures to the Old Orland Historic District by the Land Development Code, but have the potential to become recognized by Code in the future via restoration or rehabilitation. The Section 6-209 and Section 5-110 of the Land Development Code determines whether a building is classified as an Orland Park Landmark and if the status of a building or site in the OOH District is considered a Contributing or Non-Contributing Structure.

A brief description of each of the identified historic resources is included below:

**Former Christ Lutheran Church, 9999 W. 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Office

Background & Historic Context: Constructed in 1898, the former Christ Evangelical Lutheran Church features the Gothic Revival architectural style that was typical of many simple frame rural churches of the period. The projecting square center tower includes vented openings toward the top and scrolled brackets under the eaves. The property no longer serves as a church and has been converted into offices. A small building south of the church, which was built in 1922 as a school house, and a garage just east of the schoolhouse building, are also located on the property. According to the 2008 RAI Survey, the building is in good condition with medium integrity. The RAI indicates several alterations to the main building have taken place, including synthetic siding, replacement windows, the alteration of the front door, and a large addition on the southeast corner of the building. The gothic windows on the building have been replaced, although their shapes are true to the originals.

**Orland Park School, 9960 W. 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Community & Institutional Designation

Existing Zoning: R-3 Residential District (adjacent parcels owned by School District #135 located in BIZ General Business District and OS Open Space District)

Existing Land Use: Elementary School

Background & Historic Context: Designed by Alfred F. Pashley, the two-story brick school was constructed in 1922 in the Prairie architectural style with Georgian Revival features. The gymnasium addition to the west of the brick building was added in 1940 and features distinctive stone walls constructed of Joliet limestone. The gymnasium was designed by James Pomeroy and constructed by the Civilian Conservation Corps. A steel and glass International style addition was later added to the east of the school. Park School currently serves as an elementary school in School District 135. According to the 2008 RAI Survey, the building has high integrity and in excellent condition.

**Building (Former Residence), 9953 W. 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Office

Background & Historic Context: Constructed circa 1890, the simple frame building features the National style with Folk Victorian details. The former residence is now used as an office and consists of a concrete block foundation, wood siding, and a small wood front porch with turned posts and balusters. According to the 2008 RAI Survey, the building is in excellent condition with high integrity. Alterations include a new front door, replacement windows, and a new concrete ramp from the sidewalk to the front door.

**Commercial Building (Former Residence), 9925 W. 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Office / Commercial Retail

Background & Historic Context: The two-story Italianate building was constructed circa 1885 and

features a front gable, arched window hoods, and a wood front porch with turned posts and balusters. The building was originally constructed as a residence, but is now used for commercial retail and offices. According to the 2008 RAI Survey, the building is in good condition with medium integrity. The building was originally constructed as a residence, but is now used for commercial retail. The RAI indicates minor alterations have taken place, including the installment of composition siding, non-original shutters, and a rear deck.

### **Orland Park Library, 9917 W. 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Office / Personal Service

Background & Historic Context: Constructed in 1937, the building features a Tudor Revival style and once served as Orland Park's first public library. Today, the building is used for offices and personal service uses. According to the 2008 RAI Survey, the building has medium integrity and is in good condition. Alterations to the building include blocked transom windows, new awnings and lighting mounted to the brick façade, and door replacements.

### **Orland Park Hotel, 14306-14310 Union Avenue**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Restaurant / Office / Residential (Apartments)

Background & Historic Context: Constructed in the 1880s, the frame building originally served as the Orland Park Hotel. The building features a false façade front typical of the Commercial Storefront style with Italianate details, including a cornice with paired brackets, dentils under the eave, and arched and squared window hoods. The 2008 RAI Survey indicates that the building is in good condition with medium integrity. Several alterations to the building have taken place, including synthetic siding, altered storefronts and doors, and a covered transom over the door.

### **Loebe Brothers General Store, 14314 Union Avenue**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Retail / Residential (Apartments)

Background & Historic Context: The building originally served as the first general store in Orland Park. Constructed in the early 1880s, the building features a false façade front typical of the Commercial Storefront style with Italianate details. A series of additions were added over the years as the business expanded. A portion of the building is residential with a side gable, hipped porch roofs, and a Queen Anne window. Franklin Loebe (1929-1994), who served 65 years as Village Treasurer for 65 years and became the longest serving public official in Illinois in 1994, was born, lived and worked in this building. According to the 2008 RAI Survey, the building has medium integrity and is in good condition. Alterations include synthetic siding and the removal of window hoods.

### **Building, 14315 Beacon Avenue**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Residential (Single-Family)

Background & Historic Context: This two-story Folk Victorian building was built in the 1890s and is typical of many homes constructed during this period in Old Orland. It was originally used as a residence, was converted into a commercial building for a brief time, and is now used again as a single-family home. According to the 2008 RAI Survey, the building has medium integrity and is in good condition. Alterations include siding and window replacements.

**Twin Towers Sanctuary, 9967 W. 144<sup>th</sup> Street**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Community & Institutional Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Church / Community Center and Event Space

Background & Historic Context: The Twin Towers Sanctuary was designed and built in 1898 by Chicago architect William A. Bennet in the Queen Anne architectural style for the Methodist Episcopal Church. The building takes its name from the two bell-shaped octagonal towers that have different heights. The Twin Towers Sanctuary is constructed of wood clapboard siding with diamond and fish-scale shingles and includes carved brackets under wide eaves and pointed round arched windows. In 1961, a new sanctuary was built immediately to the west of the building. The Twin Towers Sanctuary is one of the two buildings in the Old Orland Historic District that are listed on the National Register of Historic Places. The Old Orland Heritage Foundation has incrementally rehabilitated, painted, and maintained the building over the past decades. According to the 2008 RAI Survey, the Twin Towers Sanctuary is listed in good condition with a high degree of integrity.

**Orland State Bank Building, 14316 Beacon Avenue**

Comprehensive Plan Planning District & Land Designation: Downtown Planning District with Neighborhood Mixed Use Designation

Existing Zoning: OOH Old Orland Historic District

Existing Land Use: Retail / Residential (Apartments)

Background & Historic Context: Built in 1920 by Orland Park businessman George F. Gee Sr., the two-story brick building provides a good example of the 20<sup>th</sup> Century Commercial style with Italianate details. Architectural features include limestone sills and lintels, a painted cornice at the first floor level, and a corbelled brick limestone-capped parapet located at the top center of the roofline. The original wood door frames, historic door to the commercial space, and wood windows still exist. The building served as a bank until 1956 and the Village's first communication / information center where news was distributed and telephone calls until 1941. According to the 2008 RAI Survey, the building has high integrity and is in excellent condition.

**3) OTHER HISTORIC RESOURCES IDENTIFIED BY IDOT**

IDOT has identified one (1) resource that is not located in the Old Orland Historic District and is not designated as an Orland Park Landmark. Information on the property is included below:

**House, 10117 143<sup>rd</sup> Street**

Comprehensive Plan Planning District & Land Designation: Orland Grove Planning District with Single Family Residential Designation

Existing Zoning: R-3 Residential District

Existing Land Use: Residential (Single-Family)

Background & Historic Context: Constructed circa 1915, the single-family home features a craftsman style with a gable roof, shed dormer, and integral porch with three sides of windows and paneled

porch doors with multi-paned divided lights and sidelights. According to the 2008 RAI Survey, the building is in good condition with medium integrity. Alterations include siding as well as the front deck and steps.

The property is not listed as an Orland Park Landmark and is not located inside the OOH District boundaries. Per the RAI Survey, the property may be eligible for individual local landmark status, but not for individual listing on the National Register of Historic Places. As discussed above, the RAI Survey categorizes buildings as contributing or non-contributing, but does not carry the weight of zoning law. Despite the survey's classification, the building is not legally recognized as a contributing structure by the Land Development Code.

### **PRELIMINARY DESIGN CONCEPT & OVERVIEW OF IMPACTS**

The Village and CBBEL, with input from IDOT, have evaluated several design options for the 143<sup>rd</sup> Street study area and examined measures to avoid impacting the identified historic resources. A brief summary of the proposed improvements and potential impacts shown in in the preliminary design concepts for the 143<sup>rd</sup> Street Phase I Engineering Study are discussed below.

A preliminary design concept plan of the 143<sup>rd</sup> Street project from West Avenue to Beacon Avenue is attached for review, which includes the majority of the twelve (12) historic resources identified by IDOT that warrant additional consideration during the Phase I Engineering Study. Within this area, 143<sup>rd</sup> Street will be widened from three (3) lanes to six (6) lanes and the Southwest Highway/143<sup>rd</sup> Street/Union Street intersection will be redesigned to improve operations, mobility, and safety. A raised barrier median varying in width from about two (2) to six (6) feet wide is proposed between the opposing lanes of traffic. Due to the high volume of traffic, two (2) left turn lanes are needed from 143<sup>rd</sup> Street onto Southwest Highway and two (2) right-turn lanes are needed from Southwest Highway onto 143<sup>rd</sup> Street. Ten (10) foot wide lanes, rather than the standard width of twelve (12) feet, are utilized for all lanes within this section of the project to avoid direct building impacts and to try and hold the existing right-of-way as much as possible. A sidewalk measuring approximately nine (9) feet wide is provided at the back of curb on the north and south sides of the street. Access to Union Avenue will be reconfigured. Union Avenue to the south of 143<sup>rd</sup> Street will have a right-in only turn lane from 143<sup>rd</sup> Street. Union Avenue to the north of 143<sup>rd</sup> Street will also be redesigned. The raised barrier median will also change access to Brook Avenue from full access to right-in right-out.

Four (4) historic resources are not located on 143<sup>rd</sup> Street and will not be directly impacted by the proposed improvements: 14315 Beacon Avenue (Residence), 14316 Beacon Avenue (Orland State Bank Building), and 9967 W. 144<sup>th</sup> Street (Twin Towers Sanctuary), and 14314 Union Avenue (Loebe Brothers General Store).

Several parcels where the historic resources are located will be impacted due to additional right-of-way that is needed as part of the project. As shown on the attached preliminary design concepts, the overall lot size and building setback will be slightly reduced for the following properties: 9999 W. 143<sup>rd</sup> Street (Former Christ Lutheran Church), Orland Park School, 9960 W. 143<sup>rd</sup> Street (Orland Park School), 9953 W. 143<sup>rd</sup> Street (Building), and 10117 143<sup>rd</sup> Street (House). Additional right-of-way is not proposed for the following properties: 9925 W. 143<sup>rd</sup> Street (Commercial Building), 9917 W. 143<sup>rd</sup> Street (Orland Park Library), and 14306-14310 Union Avenue (Orland Park Hotel).

The preliminary design concept for the roadway improvements between Woodland Avenue and Highland Avenue shows the potential impacts to 10117 W. 143<sup>rd</sup> Street. In this area of the project,

143<sup>rd</sup> Street is being widened from one (1) lane in each direction to two (2) lanes in each direction with a center bi-directional turn lane. Within this section of the project, a 93-foot right-of-way is proposed to minimize impacts to residential properties, rather than a typical 100-foot right-of-way. Additionally, the Cook County Forest Preserve property located along the north side of 143<sup>rd</sup> Street includes a seventeen (17) foot permanent easement for roadway uses that was obtained by the Village in 2011. The proposed roadway improvement is shifted as close to the Forest Preserve property line as possible to minimize impacts of the residential properties on the south. Eleven (11) foot lanes are utilized versus the standard twelve (12) foot lanes, and a center twelve (12) foot bi-directional turn lane is provided versus the standard eighteen (18) foot lane. Access is being maintained to all driveways and side streets within this section of the project from Ridge Road to West Avenue. An eight (8) foot wide bike path is provided along the north side of 143<sup>rd</sup> Street and a five (5) foot sidewalk is provided along the south side of 143<sup>rd</sup> Street.

### **MOBILITY**

143<sup>rd</sup> Street is considered a minor arterial road. Southwest Highway and 143<sup>rd</sup> Street, extending from Wolf Road to Southwest Highway, are marked as Illinois State Route 7, under IDOT jurisdiction.

### **BUILDING ELEVATIONS**

There are no proposed changes to the building elevations of the identified historic resources as part of the roadway widening project.

### **LANDSCAPING**

A landscape plan is currently not under consideration. Details for any future streetscape improvements, pedestrian enhancements, impacts to utilities, and signage along 143<sup>rd</sup> Street will be planned as part of Phase II of the project at a later date. This discussion primarily deals with the right-of-way widening and the dimensional impacts to the identified historic resources.

### **PLAN COMMISSION DISCUSSION**

Staff is requesting public input on the preliminary design concept for the 143<sup>rd</sup> Street Phase I Study and the potential impacts to the historic resources identified by IDOT.

The comments and feedback discussed at this meeting will be sent to CBBEL, which then will be utilized to finalize plans for a formal submittal to IDOT. Staff anticipates that the Village will hold a public meeting in the summer 2019 to obtain public input and feedback for the entire 143<sup>rd</sup> Street widening project plans.

### **Recommended Action/Motion**

No action required.