

PLAN COMMISSION STAFF REPORT

May 20, 2021 - Workshop

Petitioner

Chris Carlino, on behalf of Scannell Properties (Contract Purchaser)

Property Location

19501 – 19701 Harlem Avenue (NEC Vollmer Rd & Harlem Ave)

PINs

31-07-103-001-0000 &
31-07-300-001-0000

Zoning

Current: Unincorporated Cook County

Proposed: ORI PD (Office & Restricted Industrial, Planned Unit Development)

Approvals Sought

- Special Use Permit for a PUD
- Site Plan Approval
- Plat Approval
- Rezoning

Project Planner

Daniel Ritter, AICP
Senior Planner

Scannell Industrial Development

19501-19701 Harlem Avenue (NEC Vollmer Rd & Harlem Ave)



EXECUTIVE SUMMARY

The Petitioner, Chris Carlino on behalf of Scannell Properties (Contract Purchaser), is requesting a Rezoning upon annexation to the Office & Restricted Industrial (ORI) zoning district and a Special Use Permit for a Planned Unit Development (PUD) at the property located at 19501-19701 Harlem Avenue (northeast corner of Vollmer Rd and Harlem Avenue). Additionally, Final Plat Approval and Final Site Plan Approval are requested for Phase 1 of the multi-phased development.

The development is proposed on 110.94 acres with approximately 1,262,000 sq. ft. of floor space over three industrial buildings, expected to be utilized for light industrial uses. The development may be completed in up to three phases. Phase 1 includes the construction of building 1, internal roadways, utilities, landscaping, and detention ponds. The construction of a watermain connection down Harlem Avenue and Vollmer Road will create a continuous loop that allows for redundancy in the water system. Property will be deeded to the Village for the future construction of an emergency radio tower that will improve emergency response on the southern area of town.

With the approval and construction of a large Amazon Fulfillment Center in Matteson expected to open this year has changed the vision for the area. The proposed development is expected to bring additional jobs to the area and property tax revenue to the various taxing districts. Staff has worked with the developer on the site to create an attractive development that mitigates any negative impacts from the area's development as best as possible.

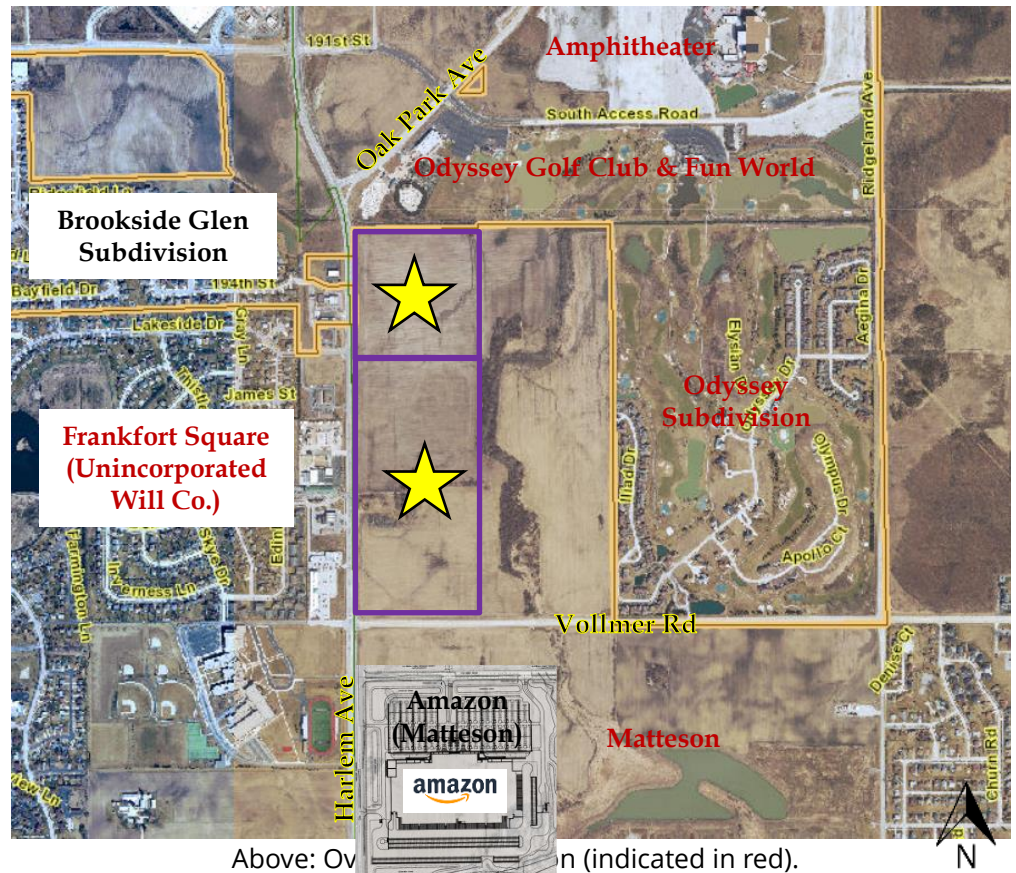
EXISTING SITE & HISTORY

The subject site consists of two lots with a total of 110.94 acres of property located at the northeast corner of Vollmer Road and Harlem Avenue. The parcels are located in unincorporated Cook County currently under the county's R-4 Single-Family Residence zoning district. The site has an existing vacant home located on it with various accessory structures. The land has largely been used for agricultural purposes.

The area was previously covered under a boundary agreement between the Village of Tinley Park and Village of Matteson approved in 1980, which designated Vollmer Road as the boundary separating the communities. The agreements typically use roads or other “breaks” that create a logical and definable delineation between different communities. Boundary agreements help communities plan for and invest in the necessary infrastructure to support future developments and avoid “annexation wars” between communities. The boundary agreement with Matteson expired in 2000 after the statutory 20-year maximum allowance, and has not been renewed.

The site is directly north across Vollmer Road of the Amazon Fulfillment Center that is currently under construction in the Village of Matteson. The Amazon development was approved in 2019 by Matteson with no coordination with neighboring communities, including Tinley Park. Tinley Park's Comprehensive Plan indicates the future land use as “Mixed-Use/PUD”, which is not clear or defined as to the specific uses envisioned. The area has traditionally been expected to be an expansion of commercial and entertainment uses that are located to the north and west of the site. However, commercial development has slowed considerably due to the rise in e-commerce and appears highly unlikely at this location. Additionally, the expenses related to developing floodplain and the property tax rates have not appealed to residential developers.

With the approval and development of the adjacent Amazon Fulfillment Center, the vision and marketability for the surrounding area along Harlem Avenue has been for light-industrial development. Most notably there has been a



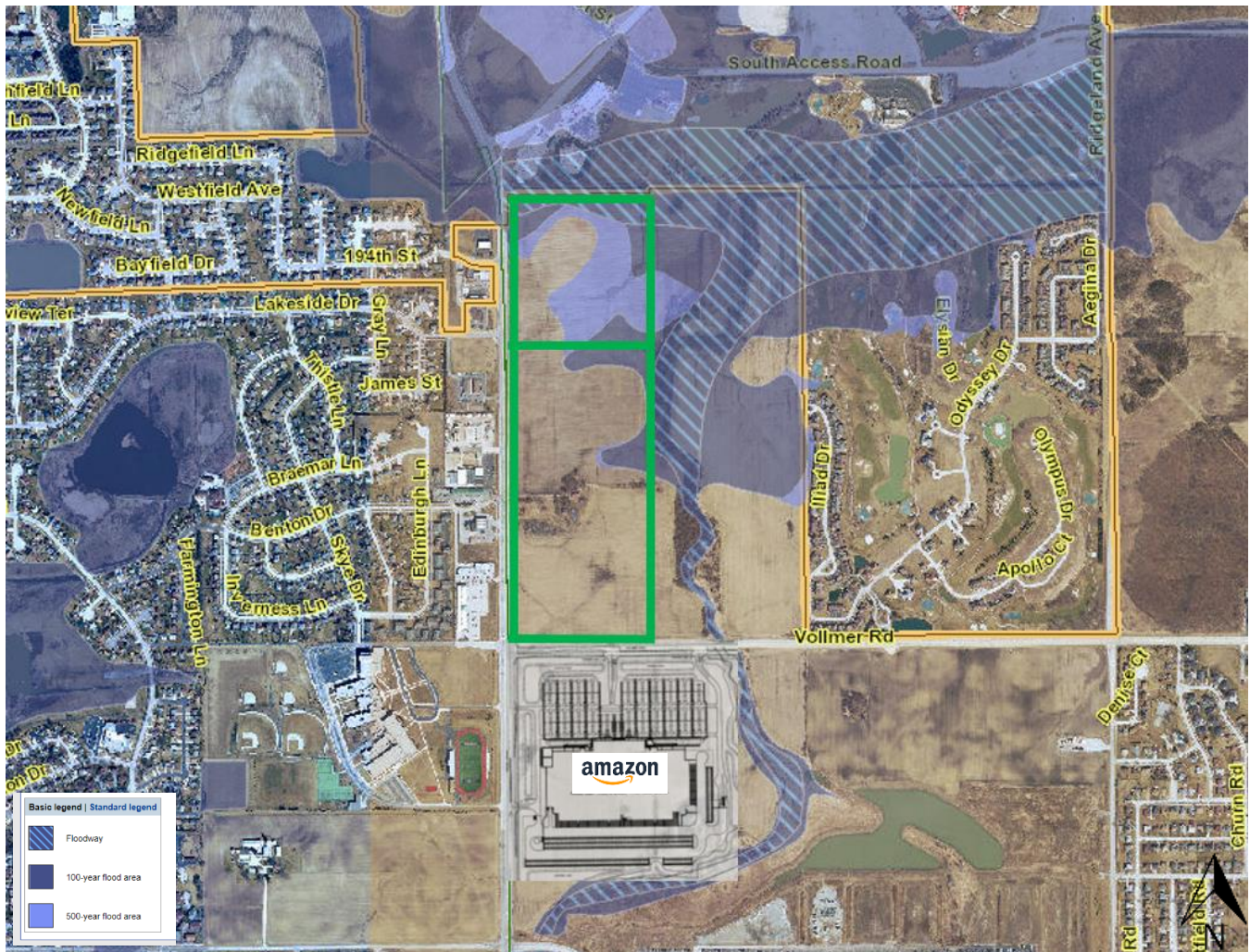
Above: Overview map (indicated in red).



Above: Amazon Distribution Facility Rendering in Matteson.

strong market demand for distribution and warehousing facilities in the Chicagoland area, particularly along the I-80 and I-57 corridors. This site is attractive for these users because the site is less than 1 mile from full access points to both interstate highways. Additionally, Amazon tends to attract a variety of related and ancillary businesses to their immediate area. Due to the Amazon development and existing Manheim Auto Auction on the east side of Harlem Avenue, the expectation is that this land will develop with light-industrial uses including distribution and warehousing. That development is likely whether in Tinley Park, Matteson, or unincorporated Cook County. To ensure the best development for the community, the Village took steps to acquire the property in Fall 2020. However, the property owner found a separate purchaser and developer for the property in Scannell Properties. Scannell Properties (<https://www.scannellproperties.com/>) has an over 30-year history developing and managing build-to-suit and speculative industrial and warehousing facilities over 44 states and internationally. Scannell has a strong reputation in the industry and connections to various regional, national, and international tenants.

The subject site is located near a creek (located to the east and a separate property) and has an encumbrance of floodplain located on it (see map below). The existing floodplain on the site creates some unique development challenges and additional costs in regards to development. Additionally, staff notes that the land to the east of the subject site has an even larger encumbrance of floodplain and floodway. The majority of that neighboring parcel is largely seen as undevelopable due to the technical and financial challenges associated with it; the exception is a small area near Vollmer Road east of the creek.



Above: Location of subject site (outlined in green) and existing floodplain/floodway.

ZONING & NEARBY LAND USES

Zoning District names and regulations differ for every regulatory body, even if the district codes appear similar. The subject site is surrounded by four different local government levels that control zoning including Tinley Park, Matteson, Cook County, and Will County thus a zoning map showing these zoning classifications will not accurately show a clear distinction. The existing uses and the zoning district from the current jurisdiction location are listed below for properties surrounding the subject site.

- North: Tinley Park B-3 (General Business & Commercial) - Odyssey Fun World and Driving Range
- West (Across Harlem Ave): Tinley Park B-3 (General Business & Commercial) – Gas N Wash and Unincorporated Will County C-3 and C-4 zoning – Various Commercial Properties
- East: Unincorporated Cook County vacant land/floodplain zoned R-2 zoning
- South: Matteson C-4 (Highway Commercial) - Amazon Distribution/Fulfillment Center

PROPOSED USE & DEVELOPMENT

Proposed with the development are up to three industrial buildings expected to be utilized for light industrial, distribution, warehouse, and manufacturing uses. While the demand for distribution and warehouse is currently high, the building has the ability to attract various other users such as manufacturing and technology. Specific tenants have not been identified and the first building is going to be constructed on a speculative (“spec”) basis. Spec construction has been typical of recent industrial development to construct buildings without a specific user identified. By doing starting construction with spec buildings it provides some proof to potential future tenants that the area and developer can quickly support their development (as it is similarly done with residential development). Additionally, spec buildings allow for quick move-ins when tenants expand to rapidly to plan for a build-to-suit. Spec industrial development has grown since it has been deemed relatively safe by investors with the rapid expansion of e-commerce that has only increased further with the effects of the COVID-19 pandemic.

The Midwest market for these types of developments has remained strong based on information supplied by commercial real estate consultant CoStar. The location on two major Arterials that connect to two different interstate expressways in less than a mile, along with the location of the Amazon development has made it a desirable location for new businesses to locate or relocate to. Scannell has experience developing and filling these types of industrial developments throughout the country. They propose to construct the smallest building first to draw interest and the hope is the other sites will be built-to-suit to specific tenants. Existing businesses within Tinley Park who are expanding may also have an interest in relocating to a new and larger development.

SPECIAL APPROVALS NEEDED (ANNEXATION, REZONING, AND SPECIAL USE FOR A PUD)

Annexation

The Petitioner is requesting annexation into the Village OF Tinley Park. The Annexation Agreement is scheduled to be reviewed by the Committee of the Whole and then will be scheduled for Village Board review at the same time as all zoning and entitlements requests. While the Plan Commission does not specifically review annexations in themselves, the appropriate zoning district and overall development proposal are reviewed. The annexation will include adjacent IDOT right-of-way along Harlem Avenue for a total annexation of ~121.33 acres.

Rezoning

There are two possibilities for zoning this property based on the proposed and surrounding land uses; either the ORI (Office and Restricted Industrial) or M-1 (General Manufacturing) zoning districts can accommodate the types of uses expected to be attracted to the development. Upon discussion with staff, the Petitioner decided the best option was to Rezone the property, upon annexation into the Village, to Office and Restricted Industrial (ORI). The ORI zoning district is described in the Zoning Ordinance (Sec.V.A.3.) as follows:

“The ORI Office and Restricted Industrial District is intended to provide land for medium to large office buildings, research activities, and non-objectionable industrial activities which are attractively landscaped

and designed to create a “park-like” setting. The low intensity and limiting restrictions are intended to provide for permitted uses which will be compatible with adjacent residential and commercial developments.”

The alternative option to the ORI district is to have an underlying M-1 zoning district. The M-1 district is described as *“The M-1 General Manufacturing District is intended to provide for those industrial activities that have moderate environmental effects and are located in areas relatively removed from residential and prime retail development.”* However, due to the proximity to residential and general commercial and its location along a major thoroughfare, the M-1 zoning district is not a preferred fit for the area.

Planned Unit Development (PUD)

In addition to rezoning, the request includes a Special Use for a Planned Unit Development (PUD) due to the unique nature of the development. While the site will still be regulated by the proposed ORI zoning district regulations. The PUD allows for the property to be regulated by a custom set of requirements and allows for flexibility with codes restrictions. PUDs are common with large and phased developments such as this and have been used for the majority of the Village's larger commercial, office, and industrial developments since the 1990's. The Zoning Ordinance (Sec. VII) notes the following about the intent of PUD's:

“Planned Unit Developments are intended to encourage the most imaginative and best possible design of building forms and site planning for tracts of land where a unitary plan would best adapt to the natural and physical characteristics of the site. Under this procedure, well planned residential, commercial, industrial, and other types of land use, individually or in combination, may be developed with complete design flexibility. Planned Unit Developments are of such a size and character that they may create their own environment. Although Planned Unit Developments are Special Uses subject to the Special Use provisions of this Ordinance (see Section X.J) (except as otherwise provided in this Section VII), they are also substantially different from other Special Uses so that specific and additional standards and exceptions are necessary to regulate these developments. Therefore, to assist the Tinley Park Plan Commission in their review and processing of Planned Unit Developments and to govern their recommendations and the action of the Village Board of Trustees...”

Through the adoption of a PUD, the Petitioner is requesting allowances for warehouse and distribution uses that are high users of their developments. The site has also been purposefully designed to best mitigate the negative effects of truck traffic and trailer storage of those proposed uses. This approval process utilizing the ORI zoning has been successful in ensuring the developments proposing additional truck-dependent uses are well designed for to mitigate any negative impacts. This specific setup of an ORI district that allows for distribution, warehouses, and wholesale establishments is utilized in many of the Village's other successful industrial parks along the south side of 183rd Street, including North Creek Business Center and Mercury Business Center.

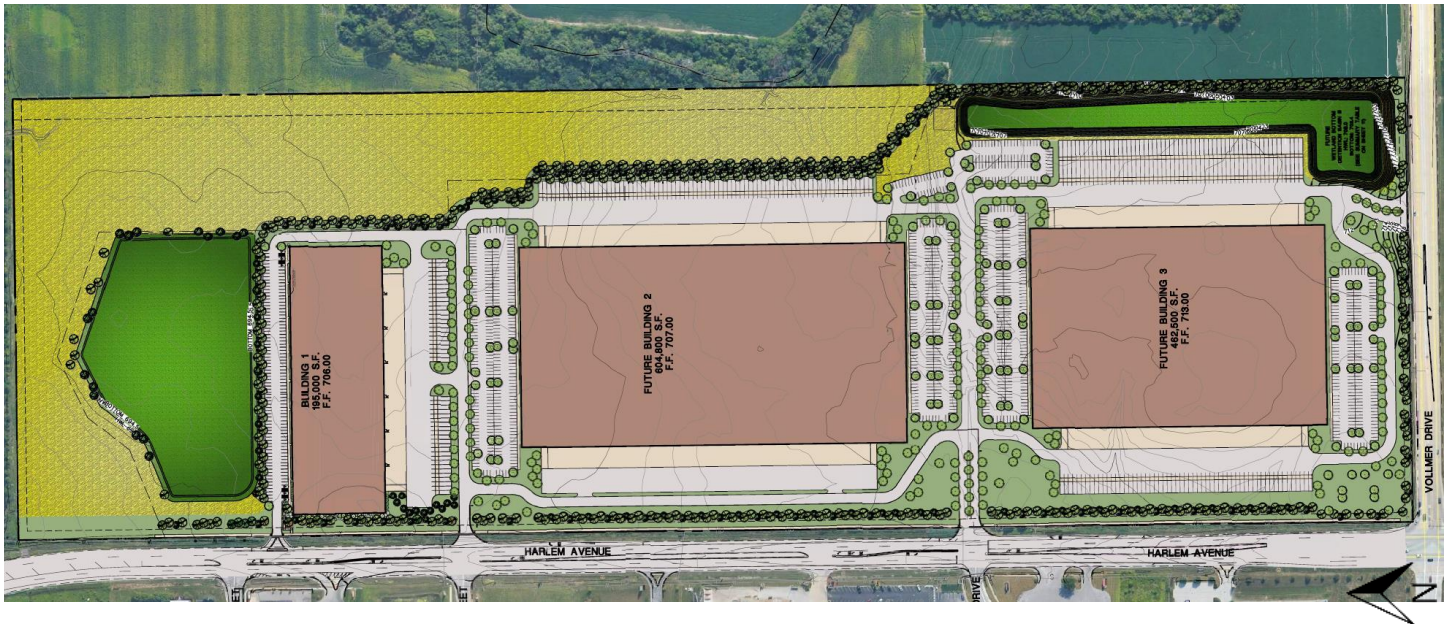
As part of the PUD approval (and similar to many development processes), a final Plat of Subdivision is approved. This plat covers the division of lots and any easements required (utility, drainage, access, sign, etc.) for the development to properly work as designed. Any future changes to the plat of “Major Changes” to the PUD as defined by the Zoning Ordinance, requires a Substantial Deviation from the originally approved plans. Anything not specifically listed in the PUD regulations (including the ordinance, indicated on the plans, or indicated in the covenants and restrictions) defaults back to being regulated by the Zoning Ordinance.

Open Item #1: Discuss the proposed ORI zoning district and PUD approval for a larger, unique, and phased development.

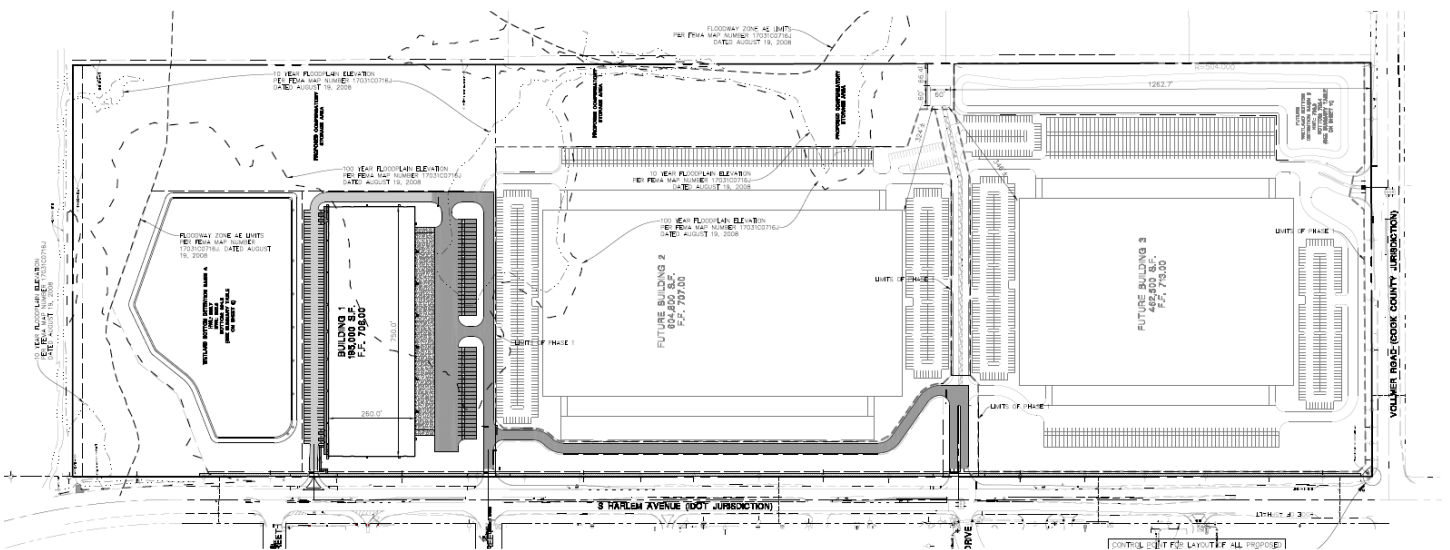
SITE PLAN

Overall Development Plan and Phasing

The approval before the Plan Commission today includes an overall conceptual approval of the development and final approval for “Phase 1”. Phase 1 includes the construction of Building 1 and some larger site development outlined further below. Any future phases are required to come back for final Site Plan and Architectural review and approval; this ensures the final design complies with the PUD’s intent and requirements. The overall concept site plan is shown below indicating three buildings, adjacent parking, truck docks, trailer storage, roadways, detention and landscaping. Overall, they propose approximately 1,262,000 sq. ft. of floor spaces over the three buildings.



While this general concept plan is being approved, the specifics may be changed based on final approval. However, the development will need to be in substantial conformance with the plan as presented. It has been noted deepening on the future users they identify, there is potential for buildings 2 and 3 to be combined and developed within a single phase or for each to be developed separately.



Above: Extent of Phase 1 site work shown in dark grey. Detention, Harlem Avenue berm, utilities, and right-of-way improvements will also be part of Phase 1.

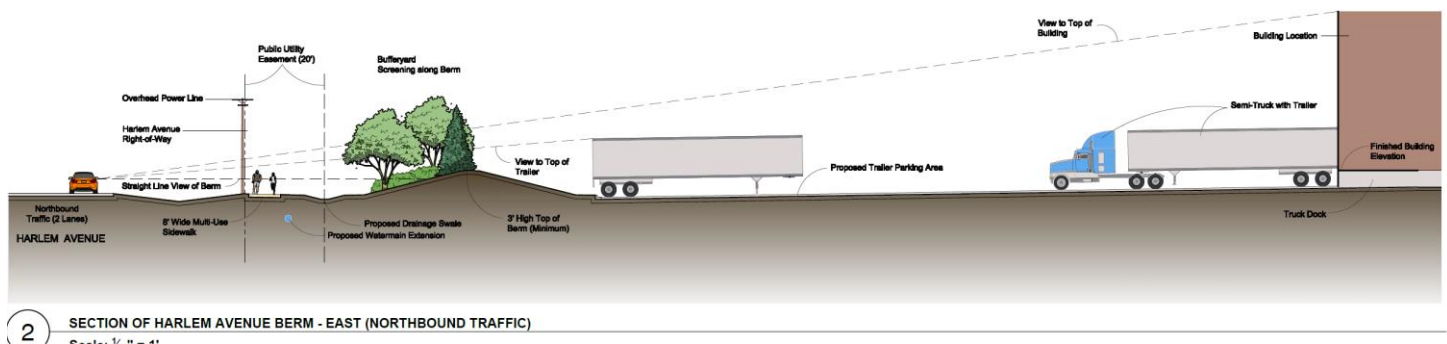
The overall plan and building layout were driven by a few main factors. First, the existing floodplain limited the area that can be developed because disturbing floodplain required expensive compensatory storage (1.5x the amount filled) to be located elsewhere on the site (or occasionally off-site and downstream). To minimize costs, the development largely tries to avoid the floodplain on the north and east sides of the site. Second, the overall location of detention needed to be located at areas the site naturally drains to. Third, was the need to align the development's internal road network with existing curb cuts and lights. This created a rough grid of what areas were buildable. Lastly, is the desire for largely rectangular "cross-dock" buildings which have a high market demand. Based on those factors staff and the developer worked through a large number of alternatives to come up with the proposed plan which aligns good site design with the developer's marketability interests.

Open Item #2: Discuss and review the overall conceptual site plan and phasing.

Harlem Avenue Berm

One concern based on the design was the location of truck docks and storage adjacent to Harlem Avenue. While the preference has always been for these items to be located in the rear of buildings, the limited building area and need for cross-docks required them to face the roadway. This specifically happens with buildings 2 and 3. Rotating the building's docks on those to face north and south (similar to building 1) severely limits the overall size of the buildings and the number of docks due to the buildable area of the site. Those alternatives were explored but are not marketable for the developer to potential tenants.

To mitigate the potential views of docks and trailers along Harlem avenue, a landscape berm has been proposed. The berm includes a 3-4 foot high grade increase along with landscaping planted on it. The image above shows a cross-section of how views from Harlem avenue looking towards buildings 2 and 3.

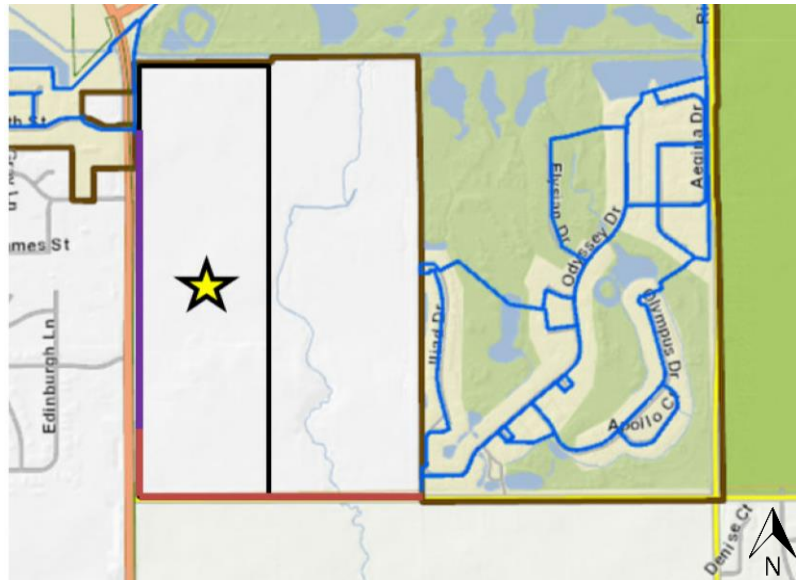


Open Item #3: Discuss the proposed 3'-4' landscape berm buffering the buildings, docks, and trailers from Harlem Avenue.

Watermain and Utilities (Phase 1 Final)

One significant benefit of the development will be the expansion and looping of the Village's watermain system. Currently, watermains dead-end at the Odyssey subdivision and at the Lenny's Gas N Wash. The issue with dead-end watermains is that if any work needs to be done on the mains (main break, maintenance, etc.), water need to be completely shut off to anything that is downstream from the work. By looping a watermain, it provides redundancy and limits any need to shut water off to a smaller section. This is concerning because a break along Ridgeland Avenue will lead to the entire Odyssey subdivision being without water for an extended period of time while it is repaired. While this issue hasn't happened yet, the infrastructure to the subdivision is now beyond 30 years in age and as time passes breaks and maintenance requirements are likely to increase as well. By completing this water loop, it will not only avoid inconvenience for residents, but also ensures that resident fire protection isn't compromised for any period of time.

To complete the watermain loop, the developer will need to extend the watermain much further than their development requires down Vollmer Road (shown as the red line on the image above). The developer has agreed to complete this work with their project to create the benefit to their development and the larger community. Any cost reimbursement for watermain beyond their development's requirements will be covered within the Annexation Agreement. The watermain work will be completed with Phase 1 of the project. In addition to water, other utilities such as sanitary and storm sewer will be run to the sites but phased with the development since they are not as crucial to public safety. The location of the utilities will be located on the private site within a utility easement based on the preference of the Public Works Department to not have the utilities in IDOT right-of-way.



Above: Existing watermain (blue), required extension for development (purple), and additional extension to create water system loop (red).

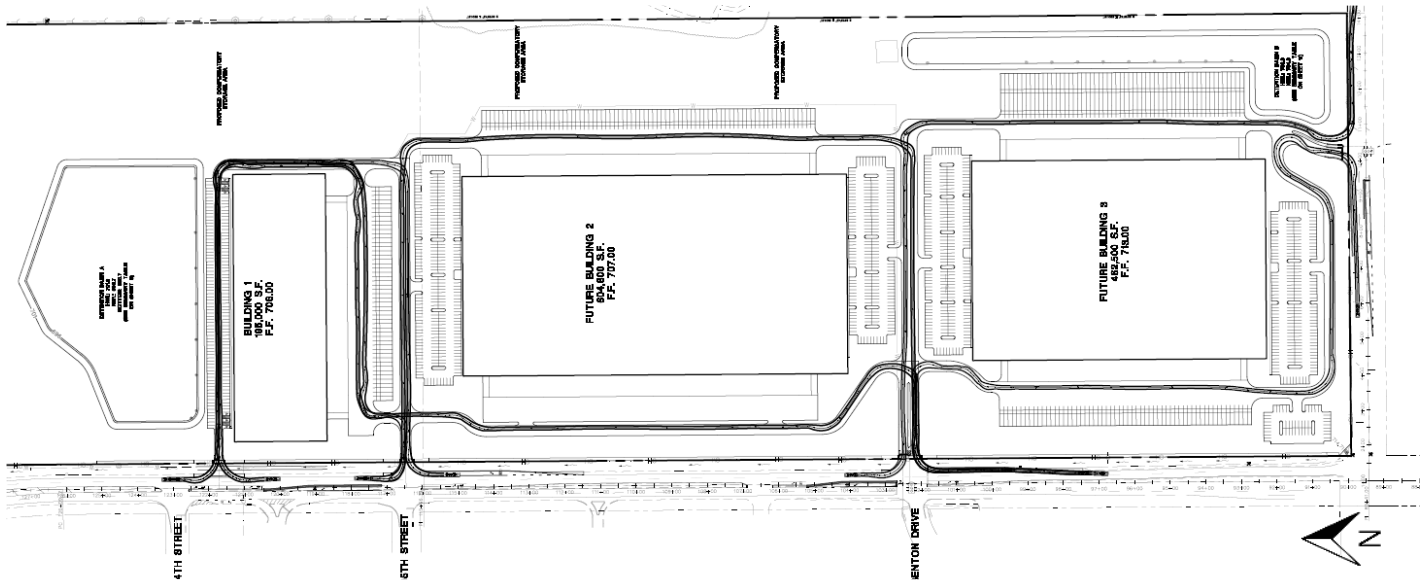
Open Item #4: Discuss proposed watermain extension and utility improvements.

Truck and Vehicle Access (Overall and Phase 1)

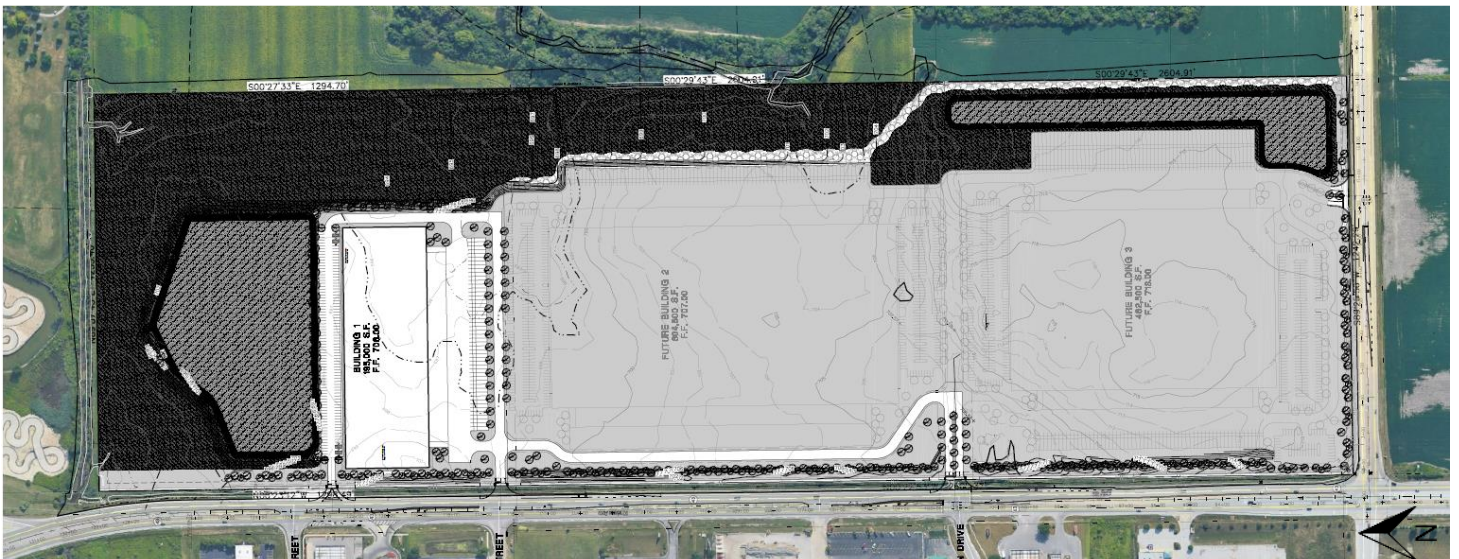
The addition of Amazon to the area has led to some roadway improvements along Vollmer Road and Harlem Avenue that will allow for better truck access through the intersection. Signal timing will also be studied with the development to ensure the best traffic flow through the intersection. These changes have been coordinated with IDOT and Cook County Highway Department.

The developments overall traffic flow is driven by existing lighted intersections on Vollmer Road (being installed with the Amazon development) and at Benton Drive on Harlem Avenue. These are the primary access points for trucks to enter and leave from. Internal roadways design for truck movement run throughout the development. Two additional access points have been added along Harlem Avenue and can also be used by trucks entering from or leaving to go northbound on Harlem Avenue. Employee and visitor parking are largely planned to be separated from truck and loading areas but will utilize many of the same entrances. These access points and right-of-way improvements will be subject to review and corrections from IDOT and Cook County. The plans have been supplied to those agencies in an effort to get initial feedback and ensure proper planning is completed with any roadway improvements. The drive aisles have been reduced to 24 feet in width from the required 26 foot minimum to allow for some additional space. 24-foot aisle widths are standard in many communities and acceptable to staff on various projects if turning radii show adequate space for vehicle movements including fire and semi-trucks.

Overall traffic flow within the site was analyzed by their consultant KLOA in a Traffic Impact Study (3-11-21). The report shows adequate roadway access and capacity for the development. One large advantage of the location is the development is at the intersection of two major arterial roads that are designed for heavy traffic volumes. The Village's engineering consultant also reviewed the report and found the data used, conclusions drawn, and recommendations to be fair and correct to their knowledge. The specific details of the access points will be subject to the requirements of each roadway's jurisdiction (IDOT and Cook County).



As part of phase 1, there will be the construction of the turning lane at the signalized access at Benton drive and the roadway connecting building 1. That roadway serves primarily as a truck access between the three sites. Additionally, the two Harlem Avenue right-in/right-out driveways will be constructed pending IDOT approval. Lastly, work at the Vollmer Road lighted entrance will be completed so that it is installed from the beginning (with Amazon's improvements) and doesn't need to be modified later. However, while the work is going to be completed, that intersection will not be connected by roadway to building 1. The work to be completed as part of phase 1 is shown in white below while the light gray indicates the pad that will be left for future phases and final approvals.



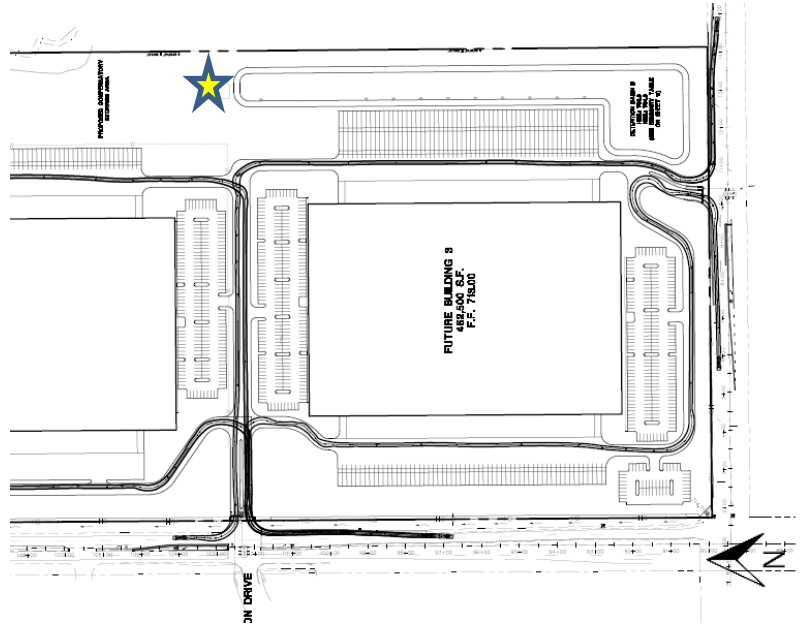
Open Item #5: Discuss circulation within and external to the site overall and proposed with Phase 1.

Sidewalks/Paths

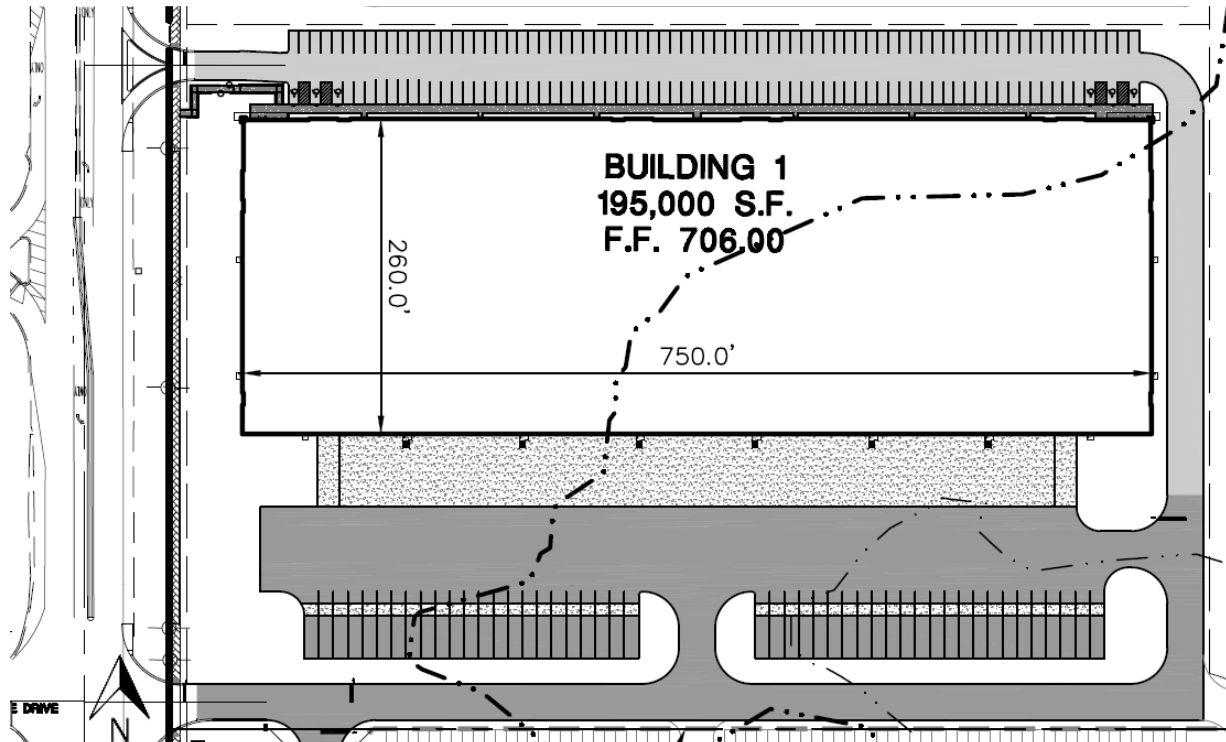
An 8-foot wide multi-purpose path is proposed along Harlem Avenue. This will connect from the north to the south. While the path won't immediately connect to the Village's sidewalk and bike path system, there is plans for paths to be installed down Oak Park Avenue by the amphitheater that may connect to the proposed path in the future.. A walkway is also required along Vollmer Road, however, whether it is installed or not will be determined by the Village Engineer and their understanding on if it can be extended to connect to any walkway system in the future.

Village Emergency Radio Tower

The area that the development is located in was noted to have poor emergency communication consistency between public safety personnel (fire, police, and paramedics) and dispatch. The area with issues includes the proposed development along with the general Odyssey and Brookside Glen subdivisions. To improve the emergency communication in the area, the Village will need to construct a new emergency communication radio tower in the near future. To assist in resolving the issue, the developer is donating area lot to be given to the Village. The Village will own the parcel and can construct the tower as they deem fit. Having the land to locate the tower ensures there isn't an extended process of acquiring or subdividing land in the future. Since the lot has no public frontage, construction access and permanent cross-access to the site has been provided on the Final Plat of Subdivision.

Building 1 Final

As part of Phase 1, final approval is being given to the building 1 site. The site includes an approximately 195,000 sq. ft. building, 125 parking spaces on the north side of the building, 24 docks and 50 trailer storage locations on the south side of the building. The site will tie into the internal roadway system and will have access to three access points including the signalized intersection at Benton Drive that will be constructed with phase 1. The building is setback 63' 9" from the Harlem avenue right-of-way line. In that setback will include the 3-4' high landscape berm to help block views of the docks and trailer storage. All garbage will be kept internal to the building and placed outside on pickup days only.

Open Item #6: Discuss the final site plan approval for Building 1.Engineering

The plans for building 1 and phase 1 require final engineering review and approvals. Additionally, the plans are subject to review by a variety of other jurisdictions including MWRD, IDOT, Cook County, IEPA, and others. Any comments or corrections are not expected to significantly change the conceptual overall of phase 1 final site plans. However, staff recommends a standard condition be placed on the approvals, requiring final engineering review and approval of all plans.

Open Item #7: Staff is recommending the site plan approval be conditioned upon final engineering review and approval.

PARKING

Warehouse and distribution use minimum parking requirements in the zoning ordinance are based on the number of employees with the requirement being “One (1) space for each two (2) employees, plus one (1) space for each vehicle used in the conduct of the business.” However, this is not an efficient way to understand the parking based when a building is built speculatively or in general since tenants can come and go. When a specific minimum parking requirement is not existent or possible, parking requirements for these uses are approved by Plan Commission with the Final Site Plan Approvals. To offer guidance, staff looked at other resources and communities as a guide that utilize more of a generic square footage value. Staff found examples of “warehouses” of anywhere from 1 space per 800 sq. ft. to 1 space to 2,000 sq. ft. (APA Parking Standards, PAS Report 510/511, 2002). The ITE (institute of Traffic Engineers) Parking Generation Manual also offers a large range but results in an average parking requirement of .39 spaces per 1,000 sq. ft.

Minimum parking requirements Are particularly tough to determine on industrial and warehouse properties due to the variety of different potential uses and tenants that result in a wide range of employment totals. However, it will be up to the developer and owners to regulate parking. Ultimately if a tenant needs more parking than is provided, they are unlikely to locate there. Having too little parking is to the detriment of the developer and their properties marketability. Having too much reduces the buildable area. The developer has noted that they have extensive experience in the market and have had success with regards to the parking and trailer storage totals shown. An estimate of the parking data is shown in the table below:

	Approximate Floor Area	Parking Stalls Proposed	Stalls per 1,000 sq. ft.		Required based on 1 stall per 1,000 sq. ft.	Required based on 1 stall per 2,000 sq. ft.
Phase 1 (Final)	±195k sq. ft.	152 (6 ADA)	.77		195 (-43)	97.5 (+54.5)
Building 2 (Conceptual)	±605k sq. ft.	±514 (11 ADA)	.85		605 (-91)	302.5 (+211.5)
Building 3 (Conceptual)	±462.5k sq. ft.	±381 (8 ADA)	.82		462 (-81.5)	231 (+150)

Staff notes that the following phases will be subject to parking reviews with their final site plan approvals. One benefit afforded to those future reviews/approvals is that the developer expects those projects to be a build-to-suit with at least some of the tenancy known at the approval process. Knowing the tenants ahead of time ensures a more detailed parking review based on proposed employment can be met. There is also a benefit of starting with the smallest building first as the speculative building, as it has the smallest impact if there is some future parking issue. If additional parking is needed for building 1 after occupancy, there will still be an opportunity to add parking for their use with the land available for the future phases (although it might be at the cost of building square footage in the future phases). Additionally, if a future tenant may require less trailer storage spaces and more parking the storage locations can be replaced with parking. Due to this future flexibility and need for final approvals, staff is comfortable with the proposed parking on the speculative building 1.

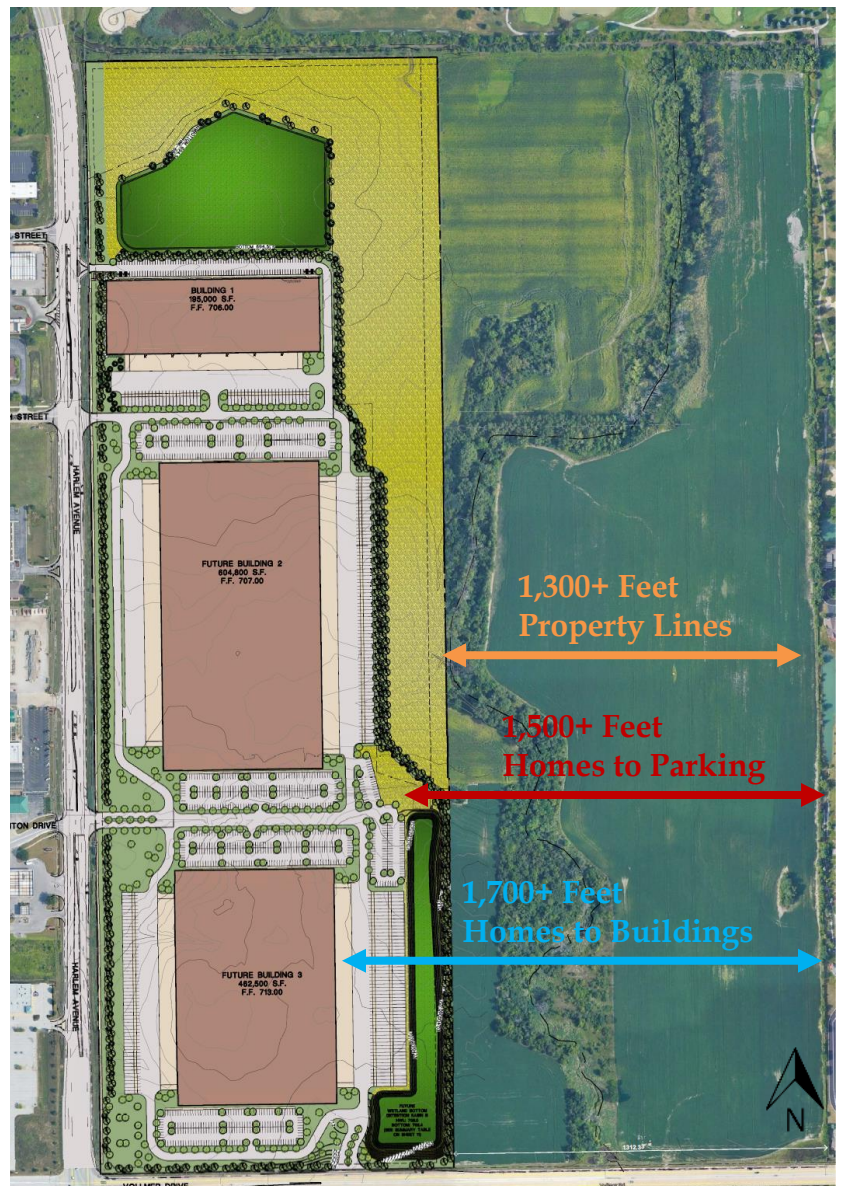
Open Item #8: Review overall proposed parking with an emphasis on the Final approval for building 1.

LANDSCAPE & SITE BUFFERING

The Village's Landscape Ordinance generally provides direction for certain development within the Village. Staff has noted though that the code was largely designed for commercial and office, style developments, without larger industrial parks or auto oriented in mind. As such, while it provides guidance, a variety of waivers have been requested over the years depending on the specific circumstances of unique developments. Particularly, a focus is given to create an attractive streetscape and community by creating a substantial buffer around developments to mitigate and substantial negative effects or views form roadways or neighboring properties. For the subject site, this has meant a focus on the perimeter, especially along Harlem Avenue, where it will be most visible to the public. Along with planting a substantial year-round landscape buffer of large trees, under-story trees, bushes, and shrubs, the landscaping is being placed on a berm that is 3' - 4' in height. The berm further creates a buffer of views to the proposed building docks and trailers. The view angles from Harlem Avenue and the berm are located on page

In addition to the berm along Harlem Avenue, landscaping is proposed around the perimeter of the development on the north and east sides of the property. Landscaping along the east side was designed to be thick and buffer any potential views to the development to the residents in the Odyssey subdivision. The subdivision sits more than 1,300 feet to the east of the proposed development, with a distance of more than 1,500 feet from the closest home to any pavement and more than 1,700 feet from any of the proposed buildings.

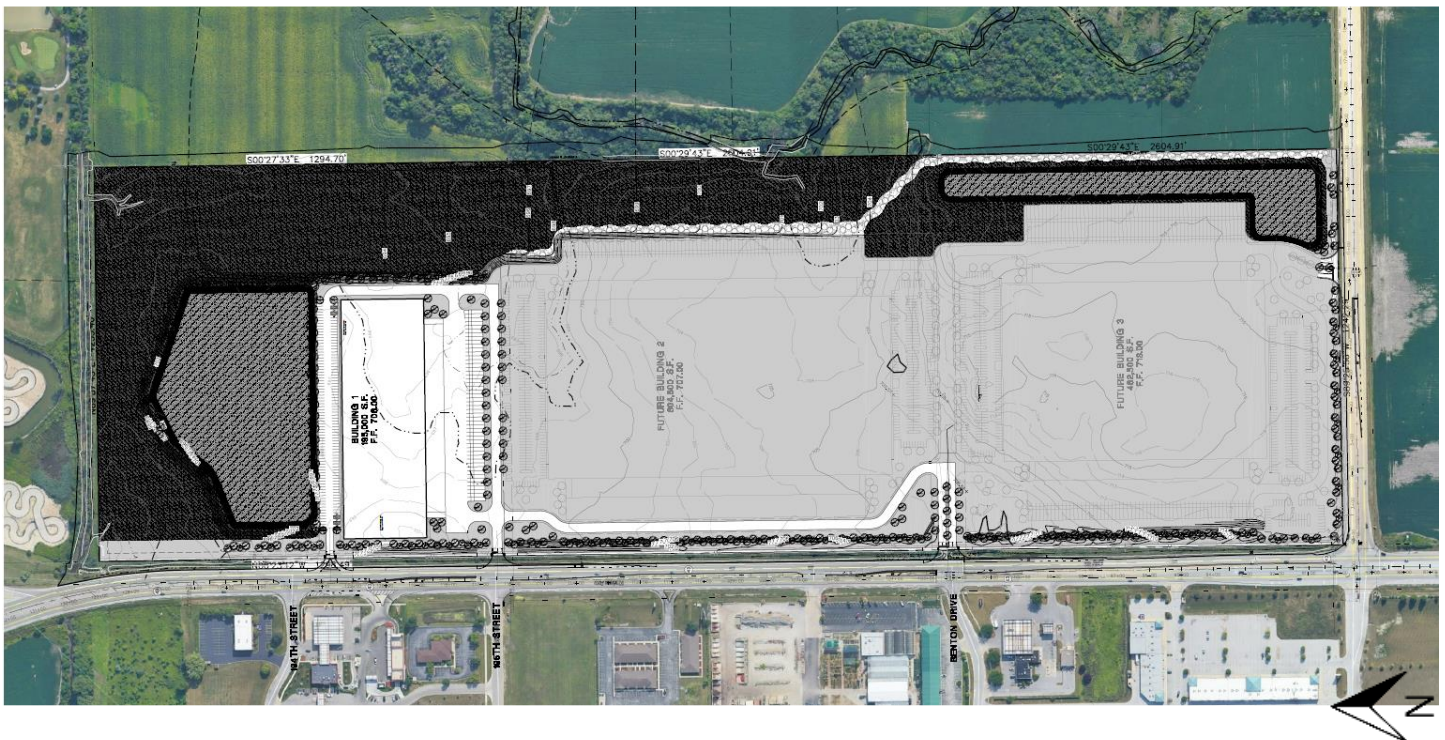
In addition to the development's proposed landscape buffer, there are two other landscape buffers between the nearest homes and the development. First, the Odyssey subdivision's bufferyard and the second buffer is the naturalized buffer along the creek on the adjacent unincorporated property. While that land is privately owned, it is severely encumbered with floodplain and floodway (see map on page 3 above). A small area close to Vollmer Road is the only area considered reasonable to build upon. While development appears difficult, any new development will be required to construct bufferyards if located within the Village of Tinley Park. Additionally, the "floodway", which is the area closest to and including the creek, is unlikely to be substantially altered due to those requirements. The expectation is that with the distance, proposed landscape buffer, and existing landscaping buffers, any potential visible negative effects of the facilities will be mitigated.





Above: Naturalized buffer along creek looking east toward Odyssey subdivision.

Landscaping internal to the site is proposed at the development's various entrance/exits, lining internal drive aisles and with the placement of landscape islands within employee/visitor parking lots. Landscaping is not proposed in loading dock or storage areas as landscaping/curbs and large trucks trying to maneuver through the sites do not mix well. The final Phase 1 approval includes all landscaping shown below including the buffers along Harlem Avenue and Vollmer Road, the driveway entrances, and around the internal drive aisles and parking lots associated with building 1. Additionally, the detention ponds will be constructed to include native wetland prairie grass that allow for an attractive open space and helps to filter stormwater without needing excessive pesticides. The natively planted open space and detention ponds are expected to blend into the surrounding golf course and the adjacent undeveloped land to the east (with the creek).



Open Item #9: Review overall Landscape Plan including overall bufferyard proposals and final approval for Phase/Building 1.

LIGHTING

All lighting has been proposed with light levels below .5 fc at all property lines in compliance with Village Code requirements. All light fixtures are parallel to the ground and full cutoff so that the light source isn't visible or create any off-site glare on roadways or adjacent properties. Parking lot and internal drive aisle lights are mounted at 25 ft. in height. Staff is recommending a condition that all lighting within the development utilize the same fixtures proposed with Phase 1. This will ensure a cohesive look to the lighting and a constant lighting color/intensity on the site.



Lighting will be supplied at the intersection and at entrances to the development, however street lighting along Vollmer Road and Harlem Avenue will be subject to each of the roadway jurisdictions in regards to requirements.

Open Item #10: Discuss staff recommendation for matching lighting fixture requirement throughout the PUD.

ARCHITECTURE

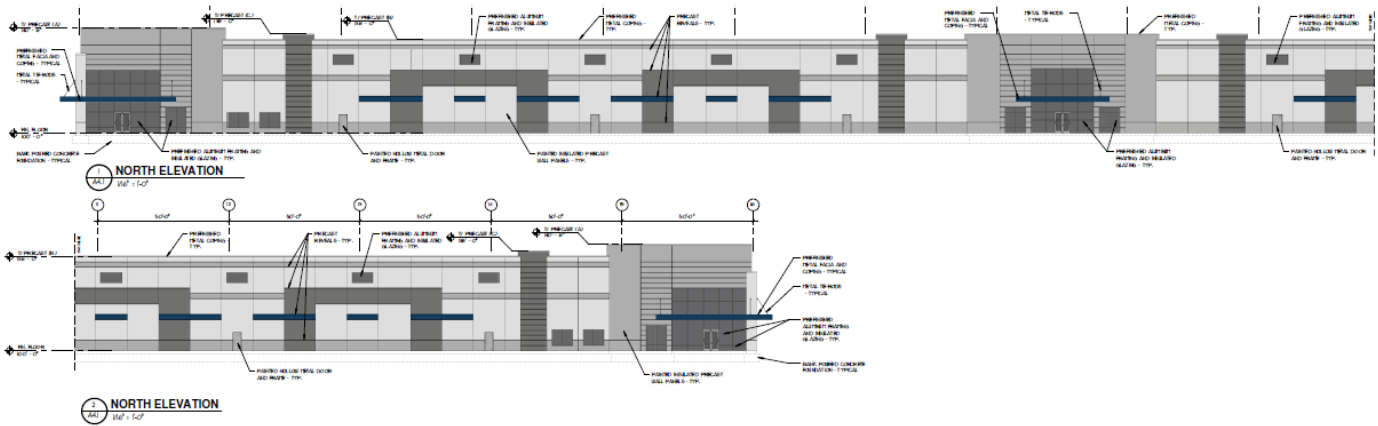
Overall Development – Concept

The buildings are expected to be constructed of concrete precast panels typical of industrial buildings today. These panels allow for cost-effective construction of large buildings. The ORI district is largely considered a commercial zoning district and therefore does not permit buildings with 100% concrete precast panels (over 80,000 sq. ft. requires 25% face brick or stone). However, if the project was located in the M-1 district, no brick or stone is required. Due to the size of the structure, brick and stone are not economical and atypical of this type of development. Since this is a unique development that is branching the two zoning districts, they have requested the buildings be permitted to be constructed wholly of precast concrete masonry material. This exception is being requested for all three buildings. However, the buildings are subject to the Village's architectural guidelines and standards that promote attractive design and ensure that a flat-looking boxy building is not permitted. Notably, it requires vertical and horizontal articulation with changes in materials, colors, and breaks within the elevation.

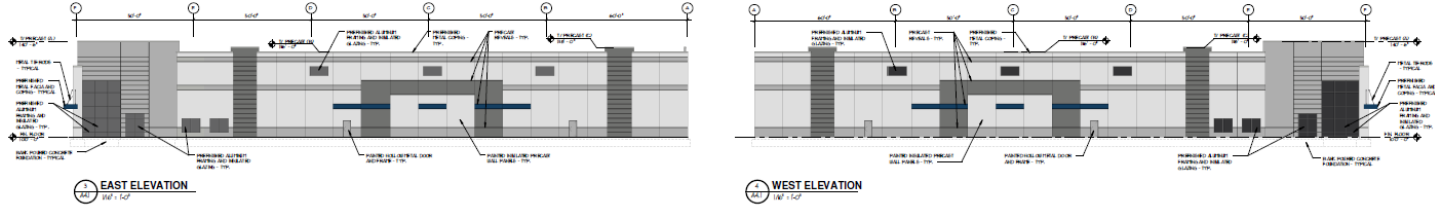
Overall the development's buildings are expected to be similar to the final building 1 approval outlined further below. However, buildings 1 and 2 will need to be reviewed and approved with their final site plan and architectural approvals. While there are not specific design standards in the PUD regulations, the Architectural Guidelines in the Zoning Ordinance provide some overall guidance. Additionally, staff has notes that while the preference is not to have three buildings that all exactly match, there is a preference to see some common elements carried over between the buildings and within the ground signage. These common elements might include the geometric design, scale, and color that helps identify make the development look purposeful and cohesive.

Building 1 – Final Approval

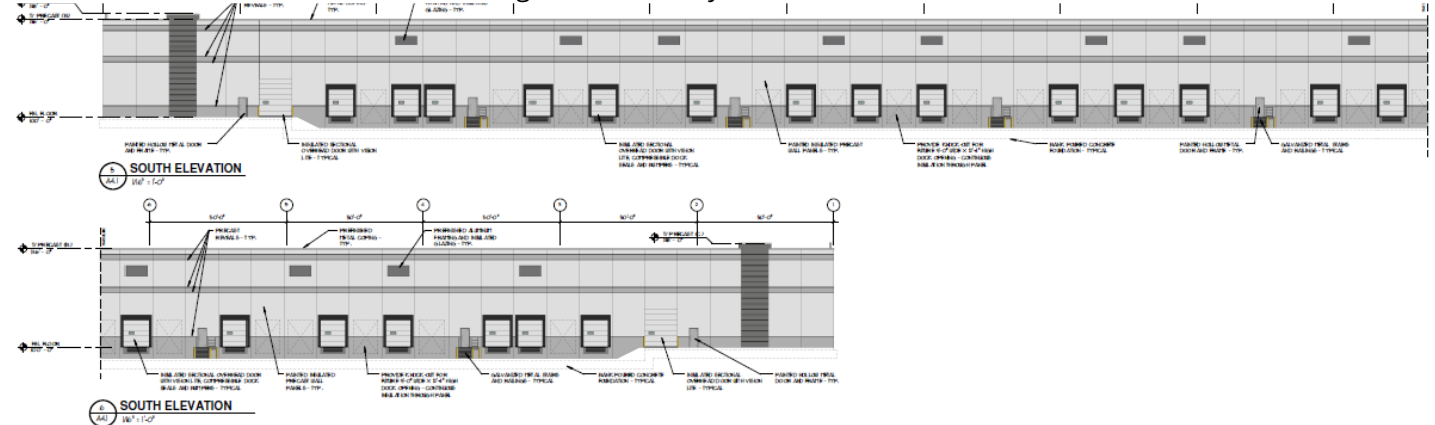
The building will be largely constructed of precast concrete panels. There are three glass architectural elements to anchor the building's two corners and the center for the north/front façade that will be most visible to Harlem Avenue. While the total number of tenants and internal layout will be determined based on the tenants chosen, this provides a natural space for up to three main entrances for employees. Canopies have also been placed over the entrance points to draw attention to them as customer or employee entrances. Overall there is articulation in the buildings appearance and roof line that makes it look attractive and not "boxy". The rooftop parapet has been designed to screen all rooftop equipment from view of the street.



The glass architectural elements will wrap around the corners of the building, providing attractive side facades.



The rear/south side of the of the building is where the dock location has been proposed.. However, the common architectural design elements have been carried through to this side. Due to the unknown needs of the future tenants,, some of the docks have been proposed to be installed while other locations will have “knock-out” areas where docks doors can be added or enlarged if needed by the future tenants.



Open Item #11: Review and discuss the proposed architecture of building 1 and need for any overall development standards.

SIGNAGE

Wall signage for individual tenants is proposed to be regulated by the Zoning Code. Ground signs are proposed at the entrances to the subdivision which will include allowances for individual tenants to be listed.. The PUD allows for off-site signage for businesses within the development due to the signs being located at only a few access points and the need for directional signage throughout the development to businesses for way-finding purposes. Directional sign locations are also indicated on the engineering plans. Specific design details for the ground and directional signage have not been determined and would need to comply with the Zoning Code requirements as well if no specific examples or requests are made

Open Item #12: Review signage locations and acceptability of not submitting a Unified Sign Plan.

SPECIAL USE PERMIT FOR A PUD

This project proposes to rezone the subject properties to ORI along with a Special Use for a PUD over the subject property. The PUD will allow for certain uses not typically permitted in the ORI zoning district, but relevant to the proposed project. A similar zoning allowance for distribution and warehousing uses has been utilized in other areas of the Village with success. The zoning allows for those uses while still limiting some of the more obtrusive manufacturing uses allowed in the M-1 (General Manufacturing) zoning district. The PUD allows for a phased development that is interconnected between the different parcels. The CCC&Rs, Annexation Agreement, and Approved Plans will all be exhibits of the PUD ordinance.

Any items that don't meet zoning code are considered "Exceptions" instead of Variations and are covered by the PUD approval. The specifics of the PUD Ordinance allowances are listed below.

- a. Additional Permitted Uses – All uses of the ORI district will be permitted. The following uses are added as additional permitted uses on the property:
 - a. Warehouses, distributions plants, and wholesale establishments
 - b. Exterior storage of trucks and vehicles accessory to a principal permitted use.
- b. Exceptions - The Following Exceptions will be requested as part of the PUD:
 - a. Permit parking in the front yard.
 - b. Permit loading docks to front a public frontage with the establishment of the proposed landscape berm.
 - c. Permit open exterior storage of trucks and semi-trailers directly related to a principal business established on the premise where indicated on the Final Site Plan Approval and with the establishment of the proposed landscape berm. There shall be no maximum time limit for truck or trailer storage.
 - d. Permit a drive aisle width of 24 ft. in width instead of 26 ft. minimum width required.
 - e. Allow for the use of exterior building materials required for industrial uses (typically M-1 and Mu-1 districts) instead of commercial uses (includes ORI). This will allow for structures over 80,000 sq. ft. in size to utilize precast concrete panels instead of using 20% brick.
 - f. Signage
 1. Permit off-site signage for businesses within the PUD to be placed on any approved ground or monument signs.
 2. Permit business names and logos to be placed on directional signage.
 3. Permit up to one ground sign per driveway/entrance into the development.
 4. Permit ground signs to be located as close as 5 feet from a property line.
 - g. A waiver from minimum parking requirements (Sec. VIII.A.10) to allow for the parking to be permitted as shown on the Final Site Plan Approvals.
 - h. Permit the parcel to be subdivided into a maximum of 3 developable lots with a Plat of Subdivision Approval and filing of appropriate covenants to establish a Property Owners Association (POA) to own and maintain common area property and shared development signage.
 - i. All bulk regulations related to the Village of Tinley Park emergency communication tower parcel.

Open Item #13: Discuss the overall proposed PUD documents.

FINAL PLAT APPROVAL

The proposed Plat of Subdivision will consolidate the two existing lots into one large lot at this time. A second lot will be subdivided off for the Village emergency communication tower site. Conservation and drainage easements are being placed over the detention pond and floodplain areas. Cross-access easements are being placed over main drive aisles. Utility and public walkway easements along Harlem Avenue and Vollmer Road. Because the Plat is not proposing any additional lots, the land cannot be sold separately until such time as they come back to resubdivide

the property. At that time additional requirements may be needed including the establishment of a Property Owners Association through recording of covenants and additional cross-access easements through all the of the properties. Since the developer will need to come back to resubdivide the lot with final approvals of future phases, and no portions of the lot can be sold separately until that time, staff does not have a concern with the proposal. If the developer would like to avoid resubdividing again in the future, a complete subdivision breaking out each parcel is required to be submitted along with completed CC&Rs that would establish an association if not under a single ownership.

Open Item #14: Review the proposed Plat of Subdivision for recommendation to the Village Board.

SUMMARY OF OPEN ITEMS

Staff identified the following open items for discussion at the workshop:

1. Discuss the proposed ORI zoning district and PUD approval for a larger, unique, and phased development.
2. Discuss and review the overall conceptual site plan and phasing.
3. Discuss the proposed 3'-4' landscape berm buffering the buildings, docks, and trailers from Harlem Avenue.
4. Discuss proposed watermain extension and utility improvements.
5. Discuss circulation within and external to the site overall and proposed with Phase 1.
6. Discuss the final site plan approval for Building 1.
7. Staff is recommending the site plan approval be conditioned upon final engineering review and approval.
8. Review overall proposed parking with an emphasis on the Final approval for building 1.
9. Review overall Landscape Plan including overall bufferyard proposals and final approval for Phase/Building 1.
10. Discuss staff recommendation for matching lighting fixture requirement throughout the PUD.
11. Review and discuss the proposed architecture of building 1 and need for any overall development standards.
12. Review signage locations and acceptability of not submitting a Unified Sign Plan.
13. Discuss the overall proposed PUD documents.
14. Review the Plat of Subdivision for recommendation to the Village Board.

STANDARDS FOR A SPECIAL USE

Section X.J.5. of the Zoning Ordinance lists standards that need to be considered by the Plan Commission. The Plan Commission is encouraged to consider these standards (listed below) when analyzing a Special Use request. Staff will provide draft Findings in the Staff Report for the Public Hearing.

It is also important to recognize that a Special Use Permit does not typically run with the land and instead the Special Use Permit is tied to the Petitioner. However, the exception to this rule is for Planned Unit Developments as outlined in Section X.J.6. of the Zoning Ordinance (Special Use – Not Covenant Running with the Land).

X.J.5. Standards: No Special Use shall be recommended by the Plan Commission unless said Commission shall find:

- a. That the establishment, maintenance, or operation of the Special Use will not be detrimental to or endanger the public health, safety, morals, comfort, or general welfare;
- b. That the Special Use will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood;
- c. That the establishment of the Special Use will not impede the normal and orderly development and improvement of surrounding property for uses permitted in the district;
- d. That adequate utilities, access roads, drainage, and/or other necessary facilities have been or are being provided;
- e. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets; and
- f. That the Special Use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may in each instance be modified by the Village Board pursuant to the recommendation of the Plan Commission. The Village Board shall impose such conditions and restrictions upon the premises benefited by a Special Use Permit as may be necessary to ensure compliance with the above standards, to reduce or minimize the effect of such permit upon other properties in the neighborhood, and to better carry out the general intent of this Ordinance. Failure to comply with such conditions or restrictions shall constitute a violation of this Ordinance.
- g. The extent to which the Special Use contributes directly or indirectly to the economic development of the community as a whole.

STANDARDS AND CRITERIA FOR A PLANNED UNIT DEVELOPMENT

Section VII.C. of the Zoning Ordinance lists standards that need to be considered by the Plan Commission for a Planned Unit Development (PUD). The Plan Commission is encouraged to consider these standards (listed below) as well as the Applicant's responses (attached) when analyzing the PUD request. Staff has provided the following draft Findings for the Commission's review.

- A. The site of the proposed planned unit development is not less than five (5) acres in area, is under single ownership and/or unified control, and is suitable to be planned and developed, or redeveloped, as a unit and in a manner consistent with the purpose and intent of this Ordinance and with the Comprehensive Plan of the Village.
- B. The planned development will not substantially injure or damage the use, value and enjoyment of the surrounding property nor hinder or prevent the development of surrounding property in accordance with the land use plan of the Village.
- C. The uses permitted in the development are necessary or desirable and that the need for such uses has been clearly demonstrated.
- D. The proposed development will not impose an undue burden on public facilities and services, such as sewer and water systems, police and fire protection.
- E. The proposed development can be substantially completed within the period of time specified in the schedule of development submitted by the developer.
- F. The street system serving the planned development is adequate to carry the traffic that will be imposed upon the streets by the proposed development, and that the streets and driveways on the site of the planned development will be adequate to serve the residents or occupants of the proposed development.
- G. When a Planned Unit Development proposes the use of private streets, common driveways, private recreation facilities or common open space, the developer shall provide and submit as part of the application the method and arrangement whereby these private facilities shall be operated and maintained.
- H. The general development plan shall contain such proposed covenants, easements and other provisions relating to the bulk, location and density of residential buildings, non- residential uses and structures and public facilities as are necessary for the welfare of the planned development and the Village. All such covenants shall specifically provide for enforcement by the Village of Tinley Park in addition to the land owners within the development.
- I. The developer shall provide and record easements and covenants, and shall make such other arrangements as furnishing a performance bond, escrow deposit, or other financial guarantees as may be reasonably required to assure performance in accordance with the development plan and to protect the public interest in the event of abandonment of said plan before completion.
- J. Any exceptions or modifications of the zoning, subdivision, or other regulations that would otherwise be applicable to the site are warranted by the design of the proposed development plan, and the amenities incorporated in it, are consistent with the general interest of the public.

STANDARDS FOR SITE PLAN & ARCHITECTURAL APPROVAL

Section III.T.2. of the Zoning Ordinance requires that the conditions listed below must be met and reviewed for Site Plan approval. Specific findings are not required but all standards shall be considered to have been met upon review from the Plan Commission.

Architectural

- a. **Building Materials:** The size of the structure will dictate the required building materials (Section V.C. Supplementary District Regulations). Where tilt-up or pre-cast masonry walls (with face or thin brick inlay) are allowed vertical articulation, features are encouraged to mask the joint lines. Concrete panels must incorporate architectural finishes that comply with “Building Articulation” (Section III.U.5.h.) standards. Cast in place concrete may be used as an accent alternate building material (no greater than 15% per façade) provided there is sufficient articulation and detail to diminish it’s the appearance if used on large, blank walls.
- b. **Cohesive Building Design:** Buildings must be built with approved materials and provide architectural interest on all sides of the structure. Whatever an architectural style is chosen, a consistent style of architectural composition and building materials are to be applied on all building facades.
- c. **Compatible Architecture:** All construction, whether it be new or part of an addition or renovation of an existing structure, must be compatible with the character of the site, adjacent structures and streetscape. Avoid architecture or building materials that significantly diverge from adjacent architecture. Maintain the rhythm of the block in terms of scale, massing and setback. Where a development includes outlots they shall be designed with compatible consistent architecture with the primary building(s). Site lighting, landscaping and architecture shall reflect a consistent design statement throughout the development.
- d. **Color:** Color choices shall consider the context of the surrounding area and shall not be used for purposes of “attention getting” or branding of the proposed use. Color choices shall be harmonious with the surrounding buildings; excessively bright or brilliant colors are to be avoided except to be used on a minor scale for accents.
- e. **Sustainable architectural design:** The overall design must meet the needs of the current use without compromising the ability of future uses. Do not let the current use dictate an architecture so unique that it limits its potential for other uses (i.e. Medieval Times).
- f. **Defined Entry:** Entrance shall be readily identifiable from public right-of-way or parking fields. The entry can be clearly defined by using unique architecture, a canopy, overhang or some other type of weather protection, some form of roof element or enhanced landscaping.
- g. **Roof:** For buildings 10,000 sf or less a pitched roof is required or a parapet that extends the full exterior of the building. For buildings with a continuous roof line of 100 feet or more, a change of at least five feet in height must be made for every 75 feet.
- h. **Building Articulation:** Large expanses of walls void of color, material or texture variation are to be avoided. The use of material and color changes, articulation of details around doors, windows, plate lines, the provision of architectural details such as “belly-bands” (decorative cladding that runs horizontally around the building), the use of recessed design elements, exposed expansion joints, reveals, change in texture, or other methods of visual relief are encouraged as a means to minimize the oppressiveness of large expanses of walls and break down the overall scale of the building into intermediate scaled parts. On commercial buildings, facades greater than 100 feet must include some form of articulation of the façade through the use of recesses or projections of at least 6 inches for at least 20% of the length of the façade. For industrial buildings efforts to break up the long façade shall be accomplished through a change in building material, color or vertical breaks of three feet or more every 250 feet.
- i. **Screen Mechanicals:** All mechanical devices shall be screened from all public views.

- j. Trash Enclosures: Trash enclosures must be screened on three sides by a masonry wall consistent with the architecture and building material of the building it serves. Gates must be kept closed at all times and constructed of a durable material such as wood or steel. They shall not be located in the front or corner side yard and shall be set behind the front building façade.

Site Design

- a. Building/parking location: Buildings shall be located in a position of prominence with parking located to the rear or side of the main structure when possible. Parking areas shall be designed so as to provide continuous circulation avoiding dead-end parking aisles. Drive-through facilities shall be located to the rear or side of the structure and not dominate the aesthetics of the building. Architecture for canopies of drive-through areas shall be consistent with the architecture of the main structure.
- b. Loading Areas: Loading docks shall be located at the rear or side of buildings whenever possible and screened from view from public rights-of-way.
- c. Outdoor Storage: Outdoor storage areas shall be located at the rear of the site in accordance with Section III.O.1. (Open Storage). No open storage is allowed in front or corner side yards and are not permitted to occupy areas designated for parking, driveways or walkways.
- d. Interior Circulation: Shared parking and cross access easements are encouraged with adjacent properties of similar use. Where possible visitor/employee traffic shall be separate from truck or equipment traffic.
- e. Pedestrian Access: Public and interior sidewalks shall be provided to encourage pedestrian traffic. Bicycle use shall be encouraged by providing dedicated bikeways and parking. Where pedestrians or bicycles must cross vehicle pathways a cross walk shall be provided that is distinguished by a different pavement material or color.

RECOMMENDATION

Following a successful workshop, proceed to a Public Hearing at the June 3, 2021 Plan Commission meeting.