

AGENDA
PARK FOREST PLANNING AND ZONING COMMISSION

Park Forest Village Hall
Via Conference Call

7:00 P.M.

TUESDAY
January 12, 2020

1. Planning and Zoning Commission Call to Order
2. Review of Minutes
 - a. December 8, 2020, Regular Planning and Zoning Commission Meeting
3. Petitions - None
4. Audience to Visitors
5. New Business – Discussion of possible text amendment to the Unified Development Ordinance
6. Old Business - None
7. Communications
 - a. Member Communications
 - b. Trustee Comments
 - c. Staff Communications
8. Adjournment

Due to the public health emergency, individuals who wish to make comments at the Planning and Zoning Commission meeting must submit their comments by email to hkingma@vopf.com or by US Postal Service to 350 Victory Drive, Park Forest IL 60446, ATTN: Hildy L. Kingma. Mail or email comments must be received no later than 5:00 pm on Tuesday, January 12, to be provided to the Planning and Zoning Commission for their consideration. All comments received by the deadline will be read out loud at the public hearing. Interested parties may also obtain a call-in phone number by contacting Hildy Kingma at the email address above or calling 708/283-5622 prior to 5:00 pm on Tuesday, January 12. If the public has questions, call or email Ms. Kingma.

**Park Forest
Planning and Zoning Commission Meeting Minutes
Via Zoom and Conference Call
Tuesday, December 8, 2020**

Present: Vice Chair Marguerite Hutchins; Commissioners: Samuel Brooks, Cynthia Burton-Prete, Kim Elmore-Perkins, Judith Gonzalez, Denise Poston, Doug Price; Trustee Maya Hardy

Staff: Hildy Kingma, Director of Economic Development and Planning

Absent: Chair Vernita Wickliffe-Lewis; Commissioner Kyle Brodnick

Visitors: None

Call to Order: Meeting called to order at 7:01 pm

Review of Minutes November 10, 2020: A motion was made by Burton-Prete to approve the minutes as presented, with a second by Brooks. All approved by roll call vote.

Petitions: None

Audience to Visitors: None

New Business:

- a. Review and discussion of the 2020 Annual Report/2020 Goals and Objectives with Accomplishments

Hutchins asked for any comments or questions on the 2020 Annual Report draft from each Commissioner.

Burton-Prete:

She inquired about the Board's decision regarding the Short Term Rentals as a Use and the creation of Use Standards and Definitions for Short Term Rentals.

Kingma stated that it's still being discussed and the Mayor has asked a Board sub-committee to look at the core issue of short term rentals and to determine if they want to act for reconsideration on the PZC recommendations or change some of the guidelines. She does not believe that the sub-committee has met as of yet.

Trustee Hardy stated that they were to meet but the meeting was canceled. Another meeting is scheduled for this or the following week.

Burton-Prete:

Still on page 2, above the UDO Amendment – she asked if the Board voted to approve the PZC recommendations for 73 Blackhawk Drive.

Kingma stated that yes, the Board did approve the Commission's recommendation.

Burton-Prete:

Also on page 2, it talks about the requirements for posting signage and that in 2021 Staff will start posting notices on Commission meetings on the Village website. Why will we start doing the posting on the website?

Kingma stated that it was one of the things that came up during the October meeting when looking at the variation. During that time, Commissioner Elmore-Perkins asked if the Commission will consider doing that and she noted that other municipalities do it.

Gonzalez:

Under the Unified Development Ordinance Amendments regarding the chicken coops, she wanted to know if the size of the structure was increased along with increasing the amount of chickens.

Kingma stated that in the previous ordinance, the size of the structure wasn't specified. The Commission did recommend a specified minimum size for the structure for the chicken coop. Gonzalez asked that the new size requirement and the requirement for the fence be noted in the annual report.

Motion to approve the 2020 Annual Report made by Price, with a second by Gonzalez. All voted in favor by roll call. The 2020 Annual Report was approved with corrections.

2020 Goals and Objectives with Accomplishments:

Goal 1: Regarding the status of cannabis licensing at the State level, Staff will add "and other problematic licensing procedures" along with the Covid-19 pandemic as to why there is a delay in the licensing decisions by the State.

Goal 2: Staff will add that the amendments also required a minimum size for the chicken coop and a minimum height for a perimeter fence.

Goal 3: There were questions about whether or not to leave in the objective regarding the Illiana Expressway. It was decided to leave it in.

Goal 4: No corrections or additions made.

Goal 5: No corrections or additions made.

Goal 6: No corrections or additions made.

A Motion to approve the Planning and Zoning Commission's 2020 Goals and Objectives with Accomplishments was made by Elmore-Perkins, and seconded by Price. All approved by roll call.

b. Review and discussion of 2021 Goals and Objectives

Goal 1: No changes or additions.

Goal 2: Changing the goal itself to say “Revise Village’s Unified Development Ordinance as needed.”

Goal 3: After discussion, no changes or additions were made.

Goal 4: Add the word “Objective” before the bullet points. Revise the first objective to end with “(comma) including infrastructure improvements.” Add at the beginning of the second objective add “Continue to explore...”

Goal 5: No changes or additions.

Goal 6: The first bullet should be to “Encourage all Planning and Zoning Commissioners to attend the 2021 American Planning Association – Illinois Chapter annual conference.”

Motion to approve 2021 Goals and Objectives made by Price, with second by Burton-Prete. All approved by roll call.

Old Business: None

Communications:

- a. Member Communications: None
- b. Trustee Comments: The Board approved the FY2021-2022 tax levy for 0.85 percent. Initially, it was 3.51 percent. Nicole Patton was sworn in on Monday for judge. The Board handed out sustainability awards and the people should be listed on the Village’s website. Rick Nesbit and his wife were awarded Business Persons of the Year for Vintrendi Wine. On Saturday at Dining on the Green from Noon to 3 pm the Village will be hosting Christmas on Main Street. There will be self-photo stations and pictures with live reindeer for people. For the Christmas on Main Street donation event, the Village received an abundance of donations. Each child will get two toys instead of one. The Village will be doing gift wrapping on Friday and delivery on Sunday. Petitions for the Board of Trustees are due Monday, December 14, 2020.
- c. Staff Communications: Kingma noted that she had a call from someone who is interested in acquiring the property on 211th Street in the C-2 zoning district (the transit oriented development area). He’s interested in purchasing all three properties, two of which are owned by the Village. He is a luxury home developer and he is proposing to manufacture houses on two of the lots, and develop a multifamily project on another. He is seeking the Village’s interest in this project. Commissioners stated that they will need more details before they can make a decision.

Adjournment: Motion made by Price to adjourn, and seconded by Gonzalez. All in favor by roll call. The meeting adjourned at 9:09 pm.

MEMORANDUM

TO: Planning and Zoning Commission

FROM: Hildy L. Kingma, AICP
Director of Economic Development and Planning

DATE: January 6, 2021

RE: Consider text amendment to the Unified Development Ordinance

In 2009, the Zoning Ordinance was amended to permit the following, with a Conditional Use Permit (now called a Special Use Permit) in the C-2 zoning district:

- The fabrication, repair, or other processing of goods and materials, provided the use is not objectionable by reason of odor, dust, smoke, noise, vibration, traffic, or water-carried waste. The use must also conform to the following standards:
 - The use shall not occupy the front seventy-five (75) feet of a structure located on the lot, measured parallel to the front yard of the lot.
 - The use must be located in a minimum space of ten thousand (10,000) square feet of a structure located on the lot.
 - The total of all fabrication, repair, or other processing uses on the lot shall occupy no more than fifteen (15) percent of all structures existing on the lot as of January 1, 2009.

The amendment was designed specifically to apply only to the former Norwood Square Plaza and Orchard Park Plaza. When the UDO was adopted, this provision was not included in either of the C-2 (Mixed Use) or C-3 (Corridor Commercial) zoning districts, both of which cover most of the areas formerly zoned C-2. Currently, the only types of manufacturing uses allowed in the C-3 zoning district are “warehousing, storage, or distribution facility” with a Special Use Permit, or “wholesale establishments” by right. None are permitted in the C-2, Mixed Use zoning district.

Staff is requesting the PZC’s consideration of an amendment to the UDO that would permit some limited light manufacturing in both the C-2 and C-3 zoning districts. “Light manufacturing” is defined in the UDO in the following manner:

The manufacturing of products from prepared materials or finished products. Light manufacturing processes ordinarily have a minimal impact on the environment and adjacent properties. Typical light manufacturing uses include, but shall not be limited to, the processing, fabrication, assembly, treatment, and packaging of products as well as the incidental storage and distribution of such products.

The proposal is to permit light manufacturing in both zoning districts provided it is paired with a retail component, such as a retail counter, a small restaurant, and/or a showroom (but not limited

to those options). Because of the wide range of building and tenant spaces in both zoning districts in the Village, the recommended use standard would be to include a minimum 500 square feet of retail space. This would permit, for example, a t-shirt screen printing business with a retail counter to sell pre-made or custom t-shirts, or a small bakery with a retail counter and possibly even tables and chairs, or a small appliance or furniture repair shop with a retail counter. It could be argued, in fact, that similar uses already exist in the C-2 zoning district in DownTown Park Forest. Southland Caterers is strictly a commercial kitchen with no retail counter, as is Poppin' Plates. Vintrendi Wines bottles their wine for sale in the seating area and for mail distribution. Poppin' Plates has received a grant that will permit the business to expand into a 3,300 square foot space (343 Main Street) and add a small food packaging/drink bottling operation. The business owner does propose a small restaurant space as part of this expansion.

The requirement for a retail component and the smaller sizes of buildings and retail space in the DownTown C-2 zoning district will limit the types of light manufacturing that would likely be able to locate in DownTown Park Forest. The other major C-2 zoning district is the 211th Street transit oriented development district. Because this area and all areas zoned C-3 have vacant land and are adjacent to major arterials, the types of light manufacturing might be different, but they would still need a retail component based on this proposal.

The amount of land in the Village currently available for light manufacturing (zoned M) is limited, especially where there are existing buildings. Creating additional options for these uses, and allowing for additional potential uses in the existing buildings in the C-2 and C-3 zoning districts, seems to be a logical way to expand opportunities for economic development. Furthermore, allowing retail uses to have small, light manufacturing operations enables them to become less susceptible to the growing threats from large e-commerce companies and, even, from future events such as the 2020-2021 pandemic.

If the Commission is supportive of this idea, Staff will develop a draft text amendment and conduct the required public notification prior to the Commission holding a formal public hearing on the amendment.

Thank you for your consideration.

QUICKNOTES

Planning to Support Small Businesses

Traditionally, economic development practice has focused disproportionately on attracting and retaining large employers. In some communities the potential rewards associated with business attraction make the investment worthwhile. In many others, though, focusing on supporting small businesses is a better bet than competing against neighboring or peer communities for the "big fish." The following sections explain the economic importance of small businesses, describe the three basic stages of small business development, and highlight three broad strategies for supporting small businesses through local planning efforts.

Background

According to Youreconomy.org, the percentage of workers in the U.S. employed by businesses with less than 100 employees increased from 56 to 62 percent between 1995 and 2013. This means the average business is getting smaller. While much of this trend has been driven by corporate downsizing, there is a distinct silver lining for most cities and counties: small business growth.

Homegrown businesses can have catalytic effects beyond those of traditional large employers. Luring big businesses is often a zero-sum game. The "winning" community gains jobs, but the employer's former home loses the same number. Meanwhile, local entrepreneurs create new jobs, and those jobs lead to increased local spending and wealth creation. Small businesses are more nimble than large employers. They can respond to market or technology changes more quickly, and if they fail, they have a much smaller proportionate effect on the local economy. Finally, homegrown businesses that make it big are more likely to invest in their communities through civic participation and philanthropic support than large employers that chose their location after shopping for tax incentives.

Virtually all communities have opportunities to nurture local entrepreneurs. Because it's hard to predict which specific businesses will succeed or fail, it makes sense to approach small business development like gardening. The goal is to create a supportive environment for starting and growing businesses without overestimating local control over individual business success or failure.

When considering strategies to support small business growth, it can be helpful to think about small businesses in three distinct phases: Sole Proprietorships, Stage One Businesses, and Stage Two Businesses. Successful small businesses may remain small, or they may progress through these stages of growth on their way to becoming major employers. In the Sole Proprietorship stage, there is no distinction between the business and the owner. In Stage One, the business has between two and nine employees. Finally, there is Stage Two, where the business has between 10 and 99 employees. While the businesses within a particular stage can vary dramatically in terms of the goods or services they provide, they often have similar business development needs.

Make Space

All businesses need space to operate. For Sole Proprietorships this often means a home office or a live-work space. For Stage One businesses this might mean a small office or storefront, or it could mean a shared office space or production facility. Meanwhile, most Stage Two businesses require traditional office suites or production facilities.

Making space for small businesses starts with identifying appropriate locations for different types of small business activities in the local comprehensive plan. Then it's important to make sure antiquated zoning is not stifling start-ups and small business growth. This may require updating regulations for home-based

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Downtown Greenville, South Carolina, exemplifies a well-designed, amenity-rich environment for growth-oriented Stage Two businesses.



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businesses and other types of live-work spaces, or adding new definitions and use permissions for mobile retail, flex space, small-scale manufacturing facilities, shared offices, and business incubators.

Some cities and counties may also invest in publicly owned incubator spaces, community kitchens, or open workshops for industrial designers and craftspeople (i.e., maker spaces). These facilities can be helpful in nurturing specific small business sectors and helping promising Sole Proprietorships and Stage One businesses make the leap to the next stage of development.

Invest in Place

Talented entrepreneurs and workers are attracted to communities with a strong sense of local identity and a high quality of life. Sole Proprietors often need access to coffee shops or parks for informal meetings. Many Stage One business owners are looking for transit-accessible neighborhood business districts that help them meet, share ideas, and build relationships with customers and competitors alike. Meanwhile, most Stage Two businesses want high-status or high-visibility locations in areas where related businesses cluster. Often these are locally or regionally significant business districts with distinct architecture and well-designed streets and public spaces.

Investing in place starts with identifying a vision for each business district in the local comprehensive plan and supplementary subarea plans as necessary. Then it's important to align the local capital improvements program with these visions. Strategic investments in infrastructure and the public realm can improve quality of life by making it convenient and attractive for small business owners and workers to walk, bike, or take public transportation work and by improving access to parks and other public open spaces. Similarly, investments in streetscape improvements, public art, and special events can help reinforce local character and foster a sense of community.

Lend a Helping Hand

Most small businesses need technical or financial assistance in order to grow. Sole Proprietorships often need help navigating licensing and permitting processes. Growth-oriented Stage One business owners may need training and help in identifying capital investors. Similarly, Stage Two businesses may need specialized market research, peer-to-peer learning opportunities, and information about potential funding in order to expand.

Lending a helping hand starts with identifying target sectors for assistance in the local comprehensive plan. Then it's important to design economic development programs that address correctable market failures. Not all small businesses can or will succeed. The goal is to grow an entire sector without investing too heavily in any one specific business, and not to prop up marginal businesses with little growth potential. As a result, local incentives should only be offered for a limited time; perpetual need for a specific incentive is a sign that the market isn't ripe.

Summary

Rather than simply competing with peer or neighboring communities for large employers, it often makes more sense to redirect economic development efforts toward fostering and nurturing home-grown small businesses. While local governments have relatively little influence over the markets for most specific goods and services, they can play important roles in creating a supportive environment for small business growth. For example, planners, local officials, and others engaged in the local planning system can make space for small businesses to grow, invest in capital projects and special events that improve quality of life, and provide technical or financial assistance to targeted sectors.

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FURTHER READING

1. Published by the American Planning Association

Lindsey, Lucas. 2015. "Planning for Startup Communities: Investing in Entrepreneurs and a 21st Century Economy." *PAS Memo*, July/August. Available at planning.org/pas/memo/2015/jul.

Moore, Terry, Stuart Meck, and James Eben-hoh. 2006. *An Economic Development Toolbox: Strategies and Methods*. PAS Report No. 541. Available at planning.org/pas/reports.

2. Other Resources

Robbins, Emily. 2014. *Big Ideas for Small Business Report*. Washington, D.C.: National League of Cities. Available at tinyurl.com/zpvoanz.

Rucker, Della. 2014. "The Local Economy Revolution." *PlannersWeb*, September. Available at tinyurl.com/hpb2nmh.

