

AGENDA
PARK FOREST PLANNING AND ZONING COMMISSION

Park Forest Village Hall
Via Conference Call

7:00 P.M.

TUESDAY
March 9, 2021

1. Planning and Zoning Commission Call to Order
2. Review of Minutes
 - a. February 9, 2021, Regular Planning and Zoning Commission Meeting
3. Petitions - None
4. Audience to Visitors
5. New Business –
 - a. Public Hearing: Text Amendment to Table III-2-A. (Use Table) and Section III-3 (Use Standards of the Unified Development Ordinance to permit light manufacturing uses in the C-2 and C-3 zoning districts, with use standards
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, March 9, 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, March 9. If the public has questions, call or email Ms. Kingma.

**Park Forest
Planning and Zoning Commission Meeting Minutes
Via Conference Call
Tuesday, February 9, 2021**

Present: Chair Vernita Wickliffe-Lewis; Vice Chair Marguerite Hutchins; Commissioners: Samuel Brooks, Cynthia Burton-Prete, Denise Poston, Doug Price; Trustee Liaison Maya Hardy

Staff: Hildy Kingma, Director of Economic Development and Planning; Karla Dixon, Recording Secretary

Absent: Commissioners: Kyle Brodnick, Kim Elmore-Perkins, Judith Gonzalez

Visitors: None

Call to Order: Meeting was called to order at 7:00 pm

Review of Minutes January 12, 2021: On page 3 where Burton-Prete is speaking, make the following change - "So that's why I suggested that in addition to this retail component where you're selling a product to the public, don't rule out ~~the~~ business to business because there are some businesses that still thrive and can be very productive and financially successful if they sold strictly business to business." Motion made by Hutchins to approve the minutes with the correction, and seconded by Brooks. All in favor by roll call vote.

Petitions: None

Audience to Visitors: None

New Business: Workshop on the Comprehensive Housing Plan

Kingma went over the highlights of the goals included in the Plan. She talked about how housing prices are going up dramatically and this is helping to reduce vacancies and increase property values. She described the work staff is doing to update the Village of Park Forest website to strengthen housing marketing. She also talked about the goal of revitalizing Eastgate. A house in Eastgate recently sold for around \$67,000, so staff is taking a closer look to see if vacant houses need to be demolished. Public Works has been doing quite a bit of infrastructure work in the Eastgate area by replacing the water mains, and lining the sanitary sewers, which brings them up to almost new condition.

Wickliffe-Lewis: Does the tree removal grant programs just target specific areas?

Kingma: That program is targeted to people anywhere in the community who have received a violation letter from the Community Development Department noting that they have a dead tree that must be removed. It is available for anyone in the Village, but we started with those who got a violation letter.

Hardy: I know you said that the tree program has helped about 12 people. What was the criteria? If you have 100 people eligible, how did you select the 12?

Kingma: It has been on a first come first serve basis. But we do have income guidelines based on HUD's guidelines of 80 percent or less of area median income, and senior citizens or Veterans are also eligible. Most of the people we've helped so far have been senior citizens, but there's been a few who qualified on the income guidelines.

Hutchins: Is it possible, if you don't use all of the money, to open it up to residents that do not have violations but meet the other criteria?

Kingma: We are taking the direction from the Community Development Department on where they feel the greatest needs are. We could either open it up to anyone who needs a dead tree removed, or address the next biggest need in terms of code violations. For example, we might address roofs, gutters, or painting. We are really trying to help people get into compliance with the property maintenance code. But, we have a limited amount of money because it is available because there were so many programs we couldn't do because of COVID. If it is successful, then maybe we can get it funded in the budget.

Burton-Prete: The memo shows that there is a significant increase of vacant houses and foreclosures from 2011 to 2016. But, the housing crisis started in 2010. Can you explain that?

Kingma: It took a while for the banks to actually foreclose and for the people to actually leave their houses.

Price: One of the prime factors in the housing crisis was that the teaser loans and rates, so there were significant home owners who had locked in interest only rates and reverse principle rates. A lot of those rates didn't balloon until 2010, 2011, and 2012. So when the housing crisis hit, the payout through the mortgage market was delayed for several years. Also, homeowners were not forced out of their homes until two to four years later.

Burton-Prete: The memo shows that in 2010, the average home value was \$54,000. But then in 2012 and 2014, it dropped down to \$39,000 even though it looked like it was beginning to climb again. What happened there?

Kingma: It was the same phenomenon. There were houses that went into foreclosure and more and more houses became vacant. It really hit the housing market badly. There were houses in Eastgate that were selling for less than \$5,000. A lot of them were short sales that brought the prices down. It was just the evolution of the housing crisis.

Burton-Prete: The memo states that there are 84 vacant lots in Eastgate representing 25 percent of the total lots. You state that this is still not a sufficient number of lots to attract a developer. So what is a good number?

Kingma: When we first started the Eastgate redevelopment about 10 to 15 years ago we were thinking at least half of the parcels needed to be in Village ownership. If you look on the map

that's attached, you can see the lots the Village owns are scattered throughout the neighborhood. We might also want to work on filling in those gaps and get more lots that are contiguous to each other. The Strategic Plan proposed redevelopment that includes both single family homes, townhomes, and possibly clusters of smaller homes. I just don't think we have enough parcels to ensure a developer will be confident that if they build new houses then the existing property owners will invest in their homes as well. We've always thought we need to own close to 50 percent of the lots to get to that point. But, if the market gets really, really strong in the South Suburbs, we might not need that many.

Burton-Prete: The memo notes that the Ash Street Cooperatives received a nearly \$1 million weatherization grant from ComEd. Do you know if such a grant exists for single family dwellings?

Kingma: Yes. I will have the sustainability people send you information or you can go on the Village's website. There should be information there. They will come out to your house and do a review of it to determine what can be upgraded. In a lot of cases they will just do it for you or a certain portion of it. It is not contingent on income.

Burton-Prete: The memo describes the resale value of the homes purchased by investors from the land bank. What were the renovation costs?

Kingma: I don't have that detail.

Price: We have this growing group of landlords that own one or two homes in Park Forest, and another group owns six to seven homes. Do we know anything about the people that have moved to Park Forest in the last 10 years, such as the age range, if they are coming with children, and whether their children are going to public or private schools? Do we have any kind of data sharing program with the school district that will allow us to get that information?

Kingma: I don't have that data. But, anecdotally I believe there are more families moving to the Village. I'll ask the Community Development Department if they have any sense of that because they are the ones who meet the people at the counter and have the conversations with the buyers and their real estate agent. We do not have a formal data sharing agreement with the school districts, but we can always go on the State education website and get some idea of how student populations might have changed.

Price: In School Districts 227 and 163, there is a very high percentage of children who qualify for poverty level programs. In SD163, at one point, it was as high as 89 percent of all of the children in the district. It is now down to 82 percent or 83 percent. With SD227, it was as high as 81 percent, and now it's down to around 74 percent. For years it seemed like we were losing people who had school age children and who could afford to move out of town. Now it looks like that trend is changing. It would be nice to know if we have become a slightly more attractive place for people with school age children.

Kingma: I'll reach out to the school district.

Price: Do you have any concern that the Board might change their policy of not selling side lots in Eastgate or are they comfortable with that?

Kingma: I think they are comfortable working on redevelopment for the long term in Eastgate.

Brooks: I have a question regarding the Park Forest Housing Authority voucher program data. I notice that the number of Park Forest vouchers and portable vouchers decreased between 2012 and 2020. Does the Village set a limit to the number of vouchers available or is it set by the Department of Housing and Urban Development?

Kingma: The Village has a pre-determined number of Park Forest vouchers established by HUD. But in terms of the portable vouchers, there is no limit. That is what has been straining the Housing Authority over the past several years. As you can see from the memo, the number of portable vouchers got up to 484 in 2016. The staff had to manage all of those vouchers plus the Park Forest vouchers.

Dixon: Park Forest can issue a maximum amount of 177 vouchers. But we do not go to that maximum amount because we want to have money set aside just in case we need it for current tenants.

Burton-Prete: How does that work if I have a Park Forest voucher and I want to move to Chicago? Do I end up losing the Park Forest voucher and have to apply for a portable one?

Dixon: When you port out, it will depend on whether the other Housing Authority will absorb your voucher. If so, the voucher will become City of Chicago, for example. If not, they will bill our Housing Authority for that voucher. So it will still be a Park Forest voucher but the person will be living in Chicago.

Hardy: I was talking to Tom, and he said that we don't have a cap on the Housing Choice vouchers. He said that it would be illegal to put a cap on how many vouchers we have.

Dixon: There's not a cap on the people that are porting in if we are billing the other Housing Authority. But there is a cap on how many Park Forest vouchers we can manage.

Kingma: We can't tell somebody they can't bring their voucher to Park Forest. But HUD is only giving the Park Forest Housing Authority 177 of our own vouchers. But there isn't a limit to how many people with vouchers can come to Park Forest. The only limit on it is if they can find a place to live where the rent can be covered by that voucher.

Burton-Prete: I have one more question regarding the Comprehensive Housing Plan. Do you know if any homeowners took advantage of the Architectural Design Program?

Kingma: Not that I know of.

Old Business: None

Communications:

- a. **Member Communications:** Burton-Prete asked if there were any two bedroom houses for rent in Park Forest. She also asked what the building is in Matteson on the corner of Harlem and Vollmer. Price stated that it is a new Amazon building. Burton-Prete also asked about what will be done with the Rich East High School. Are they are going to convert it to something else or tear it down.
- b. **Trustee Comments:** Hardy asked if the taxes will go back to Amazon's corporate home location in California. She also asked if anyone knows what's being built across from the Ford factory.
- c. **Staff Communications:** Kingma stated that she is planning to bring the text amendment to the Commission next month for the public hearing.

Adjournment: A motion was made by Hutchins to adjourn the meeting, and seconded by Price. All voted in favor by roll call. Meeting adjourned at 8:11 pm.

MEMORANDUM

TO: Planning and Zoning Commission

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

DATE: March 3, 2021

RE: Public Hearing to consider a Text Amendment to Table III-2-A. (Use Table) and Section III-3 (Use Standards) of the Unified Development Ordinance

Background

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 Unified Development Ordinance (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 has proposed a text 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 goal of this text amendment is to provide more flexibility for businesses wishing to locate in the C-2, Mixed Use, and C-3, Corridor Commercial zoning districts. 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.

Public Hearing Requirements

As required by the UDO, notice of this public hearing was published in the *Daily Southtown Newspaper* on February 21, 2021. No other notice is required for text amendments. However, at the request of the Planning and Zoning Commission (PZC), all property owners within the C-2 and C-3 zoning districts, as well as those within 250 feet of those districts, received notification of this public hearing, including a detailed description of the proposed text amendment. As of the date of this memo, three phone calls and one written comment have been received from the public. The phone calls were from people seeking more information. Once the proposed amendment was explained farther, they were supportive. The written comment is attached. Any additional comments received prior to the Public Hearing will be reported on at the PZC meeting.

This request is being considered by the PZC pursuant to Article VIII-3.E. of the UDO (Zoning Text and Map Amendments), which provides that the PZC shall hold public hearings on all requests for text amendments and shall make its recommendations to the Board of Trustees. A text amendment may be granted by the Board only after the PZC and the Village Board have evaluated the application and made specific written findings based on the Standards for Zoning Amendments established by Article VIII-3.E.3. The required standards for zoning amendments are noted below, and a worksheet has been attached to assist the PZC in drafting its findings related to the requested amendment. Note that these standards are written to apply to both text and map amendments, and the standard for a recommendation for approval is “based on a balance of the standards”. This is a lower standard than that established for a recommendation for approval of a variation, which is “based on each of the standards”.

- a. The proposed amendment will not endanger the health, safety, comfort, convenience, and general welfare of the public.
- b. The proposed amendment is compatible with the existing uses, character, and zoning of adjacent properties and other property within the immediate vicinity of the proposed amendment.
- c. The proposed amendment provides a relative gain to the public, as compared to any hardship imposed upon an individual property owner.
- d. The proposed amendment makes it more feasible to develop property relative to the present zoning classification of the property.
- e. The proposed amendment addresses the community need for a specific use.

- f. The proposed amendment corrects an error, adds clarification, or reflects a change in policy.
- g. The proposed amendment rectifies existing nonconformities and, if so, the extent of such nonconformities.
- h. The proposed variation is consistent with the intent of the elements of the Comprehensive Plan, this Unified Development Ordinance, and the other land use policies of the Village.

Proposed Text Amendment

The proposed text amendment will permit light manufacturing uses in the C-2, Mixed Use, and C-3, Corridor Commercial, zoning districts provided they are 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 by the bottle at the retail counter, by the glass in the seating area, and for mail distribution. Poppin' Plates is expanding their business into a 3,300 square foot space (343 Main Street) and adding a small food packaging/drink bottling operation. The expanded business will include a small restaurant space. A new tenant in DownTown Park Forest will sell used furniture with a small furniture repair business in the back.

The requirement for a retail component and the smaller sizes of buildings and retail space will limit the types of light manufacturing that would likely be able to locate in DownTown Park Forest (zoned C-2) and in the commercial district along Sauk Trail (zoned C-3). The other major C-2 zoning district is the 211th Street transit oriented development district (located east of the 211th Street Metra Station). Because this area and the area zoned C-3 on Western Avenue (former Norwood Square Shopping Center land) 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.

Light manufacturing uses often have different needs than retail uses for loading and lighting, and they create different impacts on surrounding property owners than retail uses. The UDO already contains carefully developed standards related to parking and loading requirements, buffer yards, and lighting. These standards are sufficient to address any impacts that might be felt, especially when the proposed use is adjacent to residential uses. For example, buffer yard standards are established for any uses in the C-1, C-2, C-3, and M zoning districts when located directly adjacent to property in the R-1, R-2, R-3, and R-4 zoning districts (Section VI-6). Similarly, loading spaces are not permitted within 50 feet of any property in a residential district, unless the space is screened by a solid fence or wall with a minimum height of six feet (Section V-7.D.2.). Furthermore, lighting standards have been created to prevent light trespass from the principal property to any adjacent property (Section VI-8). While these standards exist and are applicable to any new use established in the Village, the proposed text amendment includes a use standard

that calls attention to them in order to ensure that any potential light manufacturing use in a C-2 and C-3 district is clearly aware of the need to conform to these requirements.

Following is the specific text amendment proposed. Underlined language is proposed to be added.

* * * *

Article III: Uses
§ III-2 Use Table

- A. Use Table. Table III-2-A. Use Table establishes the uses allowed in each zoning district. Each use is given one of the following designations for each zoning district.
1. Permitted Use ("P"). A "P" indicates that the use is allowed by right within the designated district provided that it meets all applicable use standards set forth in § III-3 (Use Standards).
 2. Special Use ("S"). An "S" indicates that the use requires the approval of a special use permit (refer to § VIII-3.C (Special Use Permit)) in order to be allowed within the designated district provided that it meets all applicable use standards set forth in § III-3 (Use Standards).
 3. No Designation. The absence of a letter (a blank space) or the absence of the use from the table indicates that the use is not allowed within the designated district.
- B. Use Standards. Uses that are designated as "Permitted Uses" or "Special Uses" may have use standards that must be met, as established in § III-3 (Use Standards).

Table III-2-A. Use Table

| <u>Manufacturing</u> | <u>C-1</u> | <u>C-2</u> | <u>C-3</u> | <u>M</u> | <u>R-1</u> | <u>R-2</u> | <u>R-3</u> | <u>R-4</u> | |
|----------------------|------------|------------|------------|----------|------------|------------|------------|------------|----------------------|
| Light Manufacturing | | P | P | P | | | | | None-See § III-3.DD. |

§ III-3 Use Standards

The following standards apply to uses as designated in the "Use Standards" column of Table III-2-A. Use Table.

DD. Light Manufacturing.

1. Retail Space Required. A light manufacturing use in the C-2 or C-3 zoning district must include a minimum of 500 square feet of retail space. This may include dining or showroom space, but is not limited to those uses.
2. Design Standards. Light manufacturing uses in the C-2 or C-3 zoning districts must comply with all applicable parking, landscaping, and signage design standards. Particular attention must be paid to § V-7 (Loading Facility Requirements), § VI-6 (Buffer Yards), and § VI-8 (Outdoor Lighting).

* * * *

Planning and Zoning Commission Action: After conducting the public hearing, the Planning and Zoning Commission is asked to consider this proposal for a Text Amendment to Table III-2-A. (Use Table) and Section III-3 (Use Standards) of the Unified Development Ordinance, and make a recommendation to the Board of Trustees on this proposal.

**ZONING TEXT AND MAP AMENDMENT
STANDARDS FOR ZONING AMENDMENTS
WORKSHEET**

The Unified Development Ordinance requires that the Zoning Administrator, the Planning and Zoning Commission, and the Board of Trustees evaluate requests for zoning amendments based on a balance of the Standards established by the Ordinance. This worksheet is provided to assist the Planning and Zoning Commission with drafting a response to each of the standards for text amendments that will be sent to the Board of Trustees with a recommendation on the requested amendment. The standards are as follows:

- 1. The proposed amendment will not endanger the health, safety, comfort, convenience, and general welfare of the public.*

- 2. The proposed amendment is compatible with the existing uses, character, and zoning of adjacent properties and other property within the immediate vicinity of the proposed amendment.*

- 3. The proposed amendment provides a relative gain to the public, as compared to any hardship imposed upon an individual property owner.*

- 4. The proposed amendment makes it more feasible to develop property relative to the present zoning classification of the property.*

5. *The proposed amendment addresses the community need for a specific use.*

6. *The proposed amendment corrects an error, adds clarification, or reflects a change in policy.*

7. *The proposed amendment rectifies existing nonconformities and, if so, the extent of such nonconformities.*

8. *The proposed amendment is consistent with the intent of the elements of the Comprehensive Plan, the UDO, and other land use policies of the Village.*

February 20, 2021

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

FROM: Elaine J Rach EGRach
Park Forest Property Owner

RE: Proposed Text Amendment
to the Unified Development
Ordinance

My husband Dave L. Rach and
I support the Proposed Text
Amendment to the Unified
Development Ordinance. However,
I respectfully request that you
consider the Metra-riding pedes-
trians whom live on Homan Ave.
and walk to the 211th Street
Station by walking through the
currently empty/closed parking
lot, and that you allow for walk-

ways that will take pedestrians
living on Homan Ave. directly
from their homes through the
area currently existing as
an empty parking lot. If this
area should become closed
off to pedestrian traffic, many
people whom bought homes on
Homan Ave. will be forced to
walk up Homan Ave. onto
Indiana Ave. and onto the
Lincoln Highway underpass. This
will potentially add 10 minutes
to their commute each way.
Thank you for your consideration
regarding this matter.
Elaine Rach