



**NAPERVILLE PLANNING AND ZONING COMMISSION  
MINUTES OF AUGUST 8, 2012**

**Call to Order**

**7:05 p.m.**

**A. Roll Call**

Present: Coyne, Gustin (via telephone), Herzog, Meyer, Messer, Trowbridge, Williams  
Absent: Bruno, Frost  
Student Members: Wei  
Staff Present: Planning Team – Allison Laff, Ying Liu  
Marcie Schatz, TED Director  
Anastasia Urban, Development Services Manager

**B. Minutes**

Approve the minutes of the July 18, 2012 Planning and Zoning Commission meeting.

Motion by: Meyer  
Second by: Williams

Approved  
(7 to 0)

**C. Old Business**

**D. Public Hearings**

**D1.  
PZC 12-1-039 & 040  
Water Street District  
North Phase/  
South Phase**

The petitioner is requesting approval of Final PUD Plats, Final Subdivision Plats, a conditional use for a hotel, a parking deviation, and several sign deviations for the Water Street District - North Phase/South Phase.

Allison Laff, Planning Services Team, gave an overview of the request.

Planning and Zoning Commission inquired about:

- A breakdown of the parking assumptions made for the rest of the Water Street/Aurora Avenue area. Staff responded that the parking demand for the Water Street/Aurora Avenue area was based on an assumption of a 1.0 Floor Area Ratio (FAR) upon redevelopment of the TU properties along Aurora Avenue. Properties in the TU District can only be used for office or residential use.
- Why staff supports the 2<sup>nd</sup> floor balconies on the Theatre building. Staff responded that the Theatre building has a narrow frontage on Water Street and there are only two balconies being proposed on the 2nd floor.
- What happens if there is overflow parking from the residential portion of the development? Staff will work with the developer to address any

problems of overflow parking by reserving additional spaces in the parking deck or utilizing the Municipal Center parking lot.

- Did staff look at any comparable hotels? Staff responded that the parking reduction for the hotel is based on a number of different factors including data from a comparable hotel as well as the ITE parking generation data.
- The ITE suggests a 72% occupancy rate on average for hotels. Has staff considered variations to the 72% rate depending on the type or location of the hotels? Staff indicated that due to location of the development in the downtown and there will be shared parking between hotel users and other parts of the downtown, staff is comfortable to support the parking variance.
- How will the city enforce the maintenance requirements of the balconies? Staff indicated that the City will address any potential problems through the Code Enforcement Department based on the provisions of the PUD and the Property Maintenance Code. Staff also noted that the balconies will be hanging over the Water Street right-of-way, which the City has control of.
- The number of parking spaces that would be required for the development per code. Staff responded that the staff report noted a total of 416 spaces would be required per code.
- Are the subject properties included in the SSA. Staff confirmed that the majority of the Water Street properties are located within the downtown SSA and therefore are contributing toward downtown parking as relates to financing.

Kathy West, Attorney with Dommermuth, Brestal, Cobine & West, Ltd., spoke on behalf of the petitioner:

- West summarized the five major modifications to the preliminary Planned Unit Development since the 2007 plan.
  - Incorporate the property located at 117 Water Street.
  - Change condo units to apartment units.
  - Provide overhanging balconies on the Loggia and Theatre buildings.
  - Add a hotel.
  - Increase the height of the hotel building to accommodate a 6th floor and a rooftop restaurant.
- These modifications do not alter the essence of the Water Street development.
- Heights of the buildings (except for the Hotel building) are consistent with the preliminary PUD.
- The height of the Hotel building has been reduced from the previous plan presented at the 6/20 PZC meeting, and is now only 5'4" taller than what was approved in the preliminary PUD. The grade of the hotel site is lower than Aurora Avenue.
- The 2nd floor overhanging balconies on the Loggia building has been changed to "Juliet" balconies.

- Active rooftop amenities on the Hotel building have always been shown on the approved plan.
- The outdoor restaurant at the rooftop should not impact the neighbors to the south since the area is screened by the parking deck wall.
- The sign variances have been minimized to balance the business needs of the Water Street development and the community needs for aesthetics.
- The brand of the hotel is not a land use issue and is not subject to review.
- Several organizations and community leaders support this development.

Rick Hitchcock, Hitchcock Design Group, spoke on behalf of the petitioner regarding the proposed Riverwalk improvements:

- The proposed Riverwalk improvements comply with the Riverwalk goals and guidelines and has been approved by the Riverwalk Commission
- The proposed Riverwalk improvements fill in the gap between Main and Water streets and provide a safe and appealing public outdoor space.
- The Water Street mixed-use development would complement the Riverwalk and set a good precedent for future development along the River.
- The Planning and Zoning commission inquired about whether the proposed improvements will be constructed along the property at 316 S. Main Street, since the property is not owned by the petitioner. The petitioner indicated that the Riverwalk and boardwalk improvements will be constructed all the way to Main Street as proposed.

Mark Sullivan, Architect with Sullivan Goulette Wilson, spoke on behalf of the petitioner, regarding the shadow study:

- The Planning and Zoning Commission inquired about whether there is a time in a day that the sun will shine on the plaza. The petitioner indicated yes, maybe around 11 a.m. – 12 p.m..
- The Planning and Zoning Commission inquired whether there any other factors that might impact the reflection of light. The petitioner indicated that some of the buildings will reflect the sun light to create a brighter environment.

Bruno Bottarelli, with Marquette Companies, spoke on behalf of the petitioner regarding the brand of the proposed hotel:

- Bruno reviewed the history of success of Holiday Inn Express.
- Holiday Inn Express and Suites would meet the demands of the Naperville market based on its room rate, amenities and family-friendly culture.
- The proposed hotel will be the new Holiday Inn urban prototype and is modeled behind the existing Cass Hotel in Chicago.

The Planning and Zoning Commission inquired about:

- The name of the hotel.
- Who would be the competitors of the proposed hotel?

- Will it have a mix of rooms and suites?
- The location of the lobby.
- How would this location differ from a stand-alone Holiday Inn Express and Suites?
- What is the expected occupancy rate for the hotel?
- How many employees will the hotel have?
- Will the hotel host wedding parties?
- Coyne was concerned about the size of the Hotel sign and its location on the rooftop towers and was wondering whether the sign can be relocated to the building wall.
- Herzog believes the hotel will be a destination and will not attract much pass-by customers. Herzog asked whether the sign can be just the “H” logo.

Bottarelli responded that:

- The hotel will be called Riverwalk Hotel, but the sign is required to identify the Holiday Inn Express brand.
- The closest competitor would be Hotel Indigo, another ING product. However, Indigo is a full service hotel which is not suitable for Downtown Naperville. The proposed Holiday Inn Express is a limited service hotel without a banquet facility, therefore, doesn't have the same parking demand as a full service hotel.
- There will be a mixed of room and suites but the majority will be suites with terraces.
- The lobby and hotel amenities are located on the second floor.
- The proposed hotel will utilize quality building materials and design which are different from typical roadside Holiday Inn Express.
- The industrial average occupancy rate for hotels is 72%. But the petitioner estimated that the occupancy rate for the proposed hotel would be higher.
- The hotel will have a maximum of 10 employees.
- The hotel will accommodate wedding parties, but banquet facilities will be accommodated by the restaurants in the development.
- The sign consultant from Holiday Inn mandates the size of the sign and the proposed location would ensure that the sign is visible from Washington Street.

The Planning and Zoning Commission inquired about:

- How long it will take to construct the project.
- The viability of the development.
- Whether the renters will be allowed to access the rooftop.
- Height of the Carillon Tower.
- Has the Fire Department approved the width of Water Street?
- On-street parking on Water Street.
- Is concerned about only one designated loading area is proposed.

West responded:

- All of the buildings except for the office building will be constructed concurrently in a 2-year time period. The office building will be a 2nd phase.
- Marquette Companies own or manage 10,000 rental units. Based on their experience, the apartment units are feasible. A market analysis was done to determine the viability of the hotel.
- Renters will not be allowed to access the roof. Construction of rooftop access would increase the height of the buildings which is not desirable along the Riverwalk.
- The Carillon tower is 160' tall.

Staff responded:

- The Fire Department has reviewed and approved the development. The width of the proposed street is comparable with existing streets in the downtown.
- The current plan accommodates parking spaces on Water Street. There will be time limit established for on-street spaces.
- A designated loading area is proposed on the north side of Water Street. Also along Webster Street there will be spaces designated for loading during certain times of the day.

**Public Testimony:**

Troy Thueson, an Oswego resident who works in the Naperville downtown, spoke in support of the development:

- There is currently no hotel located within walking distance of the downtown. The proposed hotel will satisfy the unmet needs and will be able to accommodate business and leisure visitors to the downtown area.
- Is not concerned about the Holiday Inn brand and feels that Holiday Inn is as good as any other hotels.

Sharon Gorrell, a Naperville resident, spoke in support of the development:

- The proposed development is consistent with the initial intent of the TIF district.
- The development will provide much needed amenities for the downtown.
- Urges the commission not to delay the development.

Peggy Frank, President/CEO of Naper Settlement, spoke in support of the development:

- The proposed development will be an asset to Naper Settlement.
- The development will create a strong connection between Naper Settlement and the Riverwalk/downtown and drive pedestrian traffic to Naper Settlement.
- The parking deck will be an asset for future expansion of Naper

Settlement.

- There will be great synergies between the proposed development and Naper Settlement. Naper Settlement accommodates 100-150 weddings a year and having a hotel and restaurants within walking distance is a great benefit for the wedding activities in Naper Settlement.
- The developer has committed to work with Naper Settlement to create a historic theme within the Water Street development.
- The Planning and Zoning Commission inquired about the number of out-of-town visitors to Naper Settlement. Frank indicated that there are approximately 125,000 visitors a year and 60% of them are from out-of-town.

Peter Foyo, a Naperville Resident, spoke in support of the development:

- The petitioner is making a great investment in the City and we need to invite them in.
- The development will bring jobs and economic growth to the City.
- Investor monies are limited. If this project is denied, our community will suffer.

Kit Layland, one of the major investors in Water Street and a investor of rental properties in Naperville, spoke on behalf of this development:

- There is a limited time that we are able to continue to invest money to this project.
- Layland would like to see this development being moved forward.

Larry Van Sumeron, a Naperville resident, spoke in support of the development:

- The jobs created by this development will benefit the entire community.

Steve Rubin, a Naperville resident, spoke in support of the development:

- The project team is experienced and committed to this project.
- The development is a very important to the downtown.
- Urges the commission to vote the case out.

Kathy Benson, a Naperville resident, spoke against the development:

- Recognizes that the hotel is a highly desirable use.
- Is concerned about the height and density of the development.
- Urges the commission to request a scaled model to demonstrate the density of the development.
- The parking reductions are not appropriate. Believes that the hotel occupancy rate would be much higher (than 72%), as anticipated by the applicant.
- When considering the TIF, the parking reductions should not be considered.
- Should not allow overhanging balconies regardless in the right-of-way or not.
- The 21,000 square foot restaurant limit should include the rooftop

restaurant.

Dick Galitz, a Naperville resident, spoke against the development:

- Is concerned about the vertical height of the development and the impact on the Riverwalk.
- The hotel building is half of the height of the Moser Tower.
- The shadow study should address all hours during the daytime.
- The development is not consistent with the Vision Statement.

Tom O'Hale, a Naperville resident, spoke against the development:

- Doesn't agree with the monstrous development.
- The scale of the development is not consistent with the historic downtown and the mid-range Holiday Inn is not appropriate for the downtown.

Anissa Olley, a Naperville resident, spoke against the development:

- The development represents a 45% increase in gross floor area from the 2007 plan.
- The development doesn't meet the intent and purpose of the zoning ordinance to lessen congestion on the public streets. It will introduce new traffic and increase congestion in the area. The level of service of the roadways in the area will be negatively impacted.
- The development will set a precedent for re-development of other areas in the downtown.
- Urges the commission to take time to review this development.
- Staff clarified that the increased total square footage of the development is partially due to the inclusion of 117 Water Street.

Dick Furstenau, a Naperville resident, spoke against the development:

- The development is much larger and denser than the 2007 approved plan.
- Doesn't support the parking variances and doesn't believe there will be any parking left for public use.
- The hotel occupancy rate will be much higher than 72%.
- The existing parking in front of the Township building will be removed and employees of the Township will park in the deck per the TIF agreement. Staff clarified that removing the township parking was contemplated in the 2007 proposal but is not proposed at this time.
- The development would increase traffic and contribute to further deterioration of the Water Street area.
- Supported the previous condo proposal and doesn't believe the apartments are appropriate in this area.

Thom Higgins, a Naperville resident, spoke against the development:

- There needs to have 3-4 stalls along Water Street reserved for hotel drop-offs.
- Inquired whether a designated loading area is included in the deck. Staff

noted at this time the loading area is located on-street. Further analysis will need to be done to include a loading area in the deck.

- The parking stalls on the south side of Water Street are only 7' wide, which should be 8' width.
- Gave examples of existing sidewalks at various downtown locations.
- The proposed sidewalks are too narrow and would not allow a comfortable pedestrian experience.
- The development will forever change the atmosphere of the Riverwalk and negatively impact on the small town character of the downtown.

Dr. Bob Buckman, a Naperville Resident, President of the Naperville Area Homeowners Confederation (NAHC), spoke against the development on behalf of NAHC:

- The development will negatively impact the downtown's built environment as well as motorists driving in and to this area.
- There is not enough space on Water Street for the Fire Department to handle emergency situations.
- How will emergency vehicles get to car fires in the deck or the upper stories of the buildings? Staff indicated the Fire Department's approves the development. Their fire engines have ladders that will be able to reach the upper stories of the buildings.
- Supports removal of the second floor balconies.
- The development will dwarf the existing buildings on Water Street and in the downtown.
- Is concerned that the downtown skyline will be defined by a Holiday Inn Express, together with the Carillon.
- The impact of potential blasting of bedrocks on surrounding buildings. The petitioner clarified there will be no blasting of bedrocks.
- Is concerned about traffic and floodplain issues.
- The commission should adhere to the Downtown 2030 plan.
- The Planning and Zoning Commission inquired about the vote that the NAHC had on the development. Buckman indicated that it was discussed during a general NAHC meeting and the assembly voted by a show of hands to oppose the development unanimously.

The Planning and Zoning Commission extended the meeting to 12:00 a.m.

Planning and Zoning Commission inquired about:

- Whether 7' parking stalls are proposed and are sufficient. Staff responded that the parking stalls on the south side of Water Street are 7' similar to some other stalls in the downtown. Staff believes they can accommodate an average sized vehicle.
- The level of service at Aurora/Washington and Aurora/Main, and Aurora/Eagle intersections. Staff responded that the level of service at Aurora/Washington will be degraded from D to E after this development, and Aurora/Main and Aurora/Eagle will remain at level of service D.
- The impact of the development on vehicular queuing along Aurora

Avenue and the impact of an additional traffic light at Aurora and Webster.

- Height restrictions of the downtown area. Staff indicated that the B4 and B5 districts allow for a 60' height.
- Location of bike racks on the sidewalk. Staff indicated that bike racks are being proposed in the parking deck.
- Whether the Nichols Library parking deck is still necessary once the Water Street deck is built. Staff indicated that the need for new parking spaces in the downtown will be evaluated on an ongoing basis.
- Whether there is still backlit signage along the Riverwalk. The petitioner indicated that one sign along the Riverwalk will be channel letters. The rest of the signs will comply with the city requirements.
- The signage restrictions that staff recommended. Staff summarized the recommended sign restrictions including that the blade signs except for the hotel blade signs be eliminated; the size of the hotel banners be reduced from 42 to 24 square feet; the total number of banners be reduced from 9 to 6 with 2 being along the Webster Street façade and 4 being along the Water Street façade; the off-premises sign for the hotel at the deck entrance be eliminated and replaced with a directional sign to the Water Street District; and that the Holiday Inn Express sign facing Washington Street be reduced from 20' to 10' tall.
- The purpose of the Water Street District directional sign.
- Location of reserved parking in the deck.
- The necessary of the sign on the east tower.
- Whether the sign can be reduced to only include the Holiday Inn logo (7' tall) and forgo the letters.
- Location of the sign for the rooftop restaurant.
- Meyer requested that a scaled model be provided for this development.
- Gustin suggested making Water Street one-way. The petitioner indicated that several one-way options were considered, but due to the concerns raised, one-way streets were ruled out.
- The colors of the theatre and loggia buildings.

The Planning and Zoning Commission voted to extend the meeting to 1 a.m..

West spoke on behalf of the petitioner:

- The Water District area is self-contained and therefore allows us to present this unique project.

Planning and Zoning Commission closed the public hearing.

**Planning and Zoning Commission Discussion:**

- Coyne – Coyne was against the height initially, but is able to agree with it based on the shadow study. Coyne is comfortable with the uses proposed and is inclined to support the parking variances based on staff's analysis. The width of the alley has received the Fire Department's approval. The design of the buildings and the Riverwalk improvements

are outstanding and very attractive. The development is consistent with the Water Street Vision Statement and will bring economic growth and job benefits to the City. Coyne is concerned about the Holiday Inn sign being on top of the building as well as the balconies along Water Street and the Riverwalk.

- Gustin – Agrees with Commissioner Coyne. Gustin struggled with the bulk, location of the property and the parking variances. Gustin is also uncomfortable with the sign, suggesting the hotel top sign to read "Naperville Riverwalk". The top sign will impact the skyline of the downtown and therefore it needs to be carefully reviewed. Gustin suggests that additional language be added to the approval to allow the City's code enforcement to police the maintenance of the balconies.
- Meyer – Meyer supports the idea of a boutique hotel. However, parking must be provided for the entire development area plus for general public use. Meyer doesn't believe that sufficient parking has been provided based on all the uses being proposed. Inclusion of the hotel and apartments changes the character of the entire development. Meyer doesn't support the apartments as they are more transient and do not bring the same economic base and benefit as the condos were to in the original PUD. This development is too much in a too little space. Meyer will not support the proposal.
- Trowbridge – Trowbridge likes the project, the hotel and the design of the buildings. Trowbridge has concerns regarding the bulk of the building and the traffic generated. Trowbridge believes apartments are demanded by the market. Trowbridge would prefer just the logo for the hotel sign.
- Messer – Messer shares Commissioner Meyer's concerns. Messer supports the idea of a mixed-use development and a hotel. However, Messer doesn't support the sign proposal for the Holiday Inn Express and the parking variances. The 7-story building is significantly higher than the 60' height limitation for the downtown. The width of the two-way alley will not be sufficient. Messer feels that this development will turn the Riverwalk from essentially a park to a commercial area, which is not appropriate for Naperville. Messer doesn't support the development.
- Williams – Williams agrees with both sides. This development will change Naperville. Williams is worried that if the development denied, Naperville will miss out a great opportunity to revitalize the Water Street area. Condos are not selling. The development will open up opportunities for future business expansions along Aurora Avenue.
- Herzog – Herzog supports the development. Herzog is excited about the willingness of developers to invest in Naperville. This development and Main Street Promenade will be a tremendous outline of the downtown. It will create a strong connection to the downtown and Naper Settlement. Riverwalk is what is driving all the major developments in downtown, rather than restricting development. A hotel is much needed for people who are already visiting here. Herzog is concerned about parking, but feels that the additional spaces built in for future developments along

Aurora Avenue will act as a buffer and more parking could be provided along with development of the Aurora properties if the deck is proven to be insufficient. Herzog is not concerned with the street width and believes that the narrow street will give the development an European feel.

Planning and Zoning Commission moved to recommend approval of PZC 12-1-039&040 subject to staff's recommended signage restrictions and a condition that the hotel sign on the east elevation of the garage be limited to the letter "H" no more than 7' high.

Motion by: Williams  
Seconded by: Trowbridge

Approved  
(5 to 2)

Ayes: Coyne, Gustin, Herzog, Trowbridge, Williams  
Nays: Messer, Meyer

## **E. Reports and Recommendations**

## **F. Correspondence**

## **G. New Business**

### **G1. PZC 12-1-104 Sign Code Appeal**

An appeal has been submitted to the Zoning Administrator's interpretation of Section 5-4-4:10 (Exempt Signs: Real Estate Signs) and Section 5-4-8:4 (Residential Real Estate Signs) as applicable to residential property with dual roadway frontages. This appeal is being processed in accordance with Section 6-3-6 (Appeals) of the Naperville Municipal Code.

Allison Laff, Planning Services Team, gave an overview of the request.

Petitioner was not present at the meeting.

Planning and Zoning Commission inquired about:

- Whether a text amendment is needed to clarify the conflict in the sign code. Staff responded that staff will be working on a sign code amendment in the future to address the conflict.
- The purpose of having a sign on each street frontage. Staff indicated that the sign is to advertise the property and also to direct people to the site.
- Whether it is common to have two real estate signs on properties with double frontage. Staff responded that it is common to have two signs on corner lots.
- Location of the real estate sign along Modaff. Staff indicated that the sign is attached to the fence along Modaff on the private property.

Posting of a real estate sign in the public right-of-way is not permitted.

**Public Testimony: None**

Planning and Zoning Commission closed the public hearing.

**Planning and Zoning Commission Discussion:**

- Gustin – Believes having two real estate signs on both street frontage provides the owner the opportunity to advertise the property and to direct people to safely to the property.
- Meyer – She is living near Washington Street where posting of real estate signs along Washington Street is fairly common. She supports a text amendment to clarify the sign code.
- Trowbridge – Two real estate signs are already allowed on corner lots. She would uphold staff's interpretation of the code.
- Williams – He will support staff's interpretation of the code.

Planning and Zoning Commission moved to recommend upholding the Zoning Administrator's interpretation of Section 5-4-4:10 (Exempt Signs: Real Estate Signs) and Section 5-4-8:4 (Residential Real Estate Signs) as applicable to residential property with dual roadway frontages.

Motion by: Trowbridge  
Seconded by: Coyne

Approved  
(7 to 0)

**H. Adjournment**

12:40: a.m.