



**NAPERVILLE PLANNING AND ZONING COMMISSION  
MINUTES OF JUNE 22, 2011**

**Call to Order**

**7:01 p.m.**

**A. Roll Call**

Present: Trowbridge, Messer, Meyer, Coyne, Gustin, Herzog (Acting Chair)  
Absent: Bruno, Edmonds, Williams  
Student Members: Schoch, Uber  
Staff Present: Planning Team – Forystek, Liu, Thorsen  
Engineer – Zibble

**B. Minutes**

**C. Old Business**

**D. Public Hearings** Acting Chairman Herzog moved item D6 to the top of the public hearing agenda.

**D6. 11-1-064  
Ashbury Park**

The petitioner requests a variance from Section 6-9-2:4.2.1 (Yard Requirements For Off Street Parking Facilities) and Section 6-6L-7:2 (R1 Low Density Single-Family Residence District: Yard Requirements) of the Naperville Municipal Code to reduce the 30' front yard setback requirement for the purpose of locating a parking lot in Ashbury Park (1740 Conan Doyle Road).

Ying Liu, Planning Services Team, gave an overview of the request.

- The park district is not proposing any changes to the existing parking lot, thus no improvements to the existing lot were considered, except for the addition of landscaping.

Planning and Zoning Commission inquired about

- Any concerns about future utility access on Conan Doyle.
- Whether a drop-off zone or turnabout was considered in the parking lot.

Planning and Zoning Commission closed the public hearing.

Planning and Zoning Commission moved to recommend PC 11-1-064.

Motion by: Gustin  
Seconded by: Trowbridge

Approved  
(6 to 0)

**D1. 11-1-070  
Freedom Plaza PUD**

The petitioner requests to revoke portions of the Diehl Office Campus planned unit development, a preliminary plat of subdivision, and a conditional use for a planned unit development and a Preliminary Plat of Planned Unit Development

for Freedom Plaza. In conjunction with this request, the petitioner seeks deviations from Section 7-4-7 (Land Use) and Section 6-8B-5 (ORI Area Requirements) of the Municipal Code.

Katie Forystek, Planning Services Team, gave an overview of the proposal.

- The existing PUD doesn't comply with the standards of the current regulations.
- The new PUD will establish an intent and base layout.
- Future tenants will come in to establish controlling plans.

Kevin Gallaher of Gray, Plant and Moody, 128 S. Birchwood, Naperville IL, Attorney on behalf of the petitioner, noted

- The property is tucked away and irregularly shaped.
- There are no plans to develop proposed Lot 5.
- The petitioner proposes to revoke the PUD only for the undeveloped properties under consideration.
- A new PUD should be established that complies with current standards.
- Emergency access will be provided to the PUD from the northwest, northeast, southeast corner and also from Abriter Court (right-of-way).

Planning and Zoning Commission inquired about

- The nature of the proposal and why the major changes for Lots 1 and 2, and CRL, were not included in the same case.
- Whether any holdover requirements from the Diehl Office Campus PUD would affect the new PUD.
- The nature of Fire Department comments regarding emergency access to the properties.

Planning and Zoning Commission continued consideration of this item to July 20, 2011.

**D2. 11-1-008  
Lots 1 & 2 of  
Freedom Plaza**

The petitioner requests a major change to Lots 1 and 2 of Freedom Plaza for the purposes of establishing a preliminary PUD plat with a restaurant and full service hotel, and a conditional use for a full service hotel. In conjunction with this request, the petitioner seeks deviations for off-street parking facilities, the ORI bulk requirements and the signage requirements.

Katie Forystek, Planning Services Team, gave an overview of the request

- The purpose of a planned unit development is, in part, to provide greater flexibility for development of land in consideration of greater amenities.
- Full Service Hotels are the only hotel type permitted in the ORI District.
- Petitioner proposes a restaurant within the hotel. However, the proposed freestanding restaurant may be included in the square footage of the campus required by the Full Service Hotel definition.
- The restaurant is considered accessory to the hotel and would not be permitted as an independent use.

Kevin Gallaher of Gray, Plant and Moody, 128 S. Birchwood, Naperville IL, Attorney on behalf of the petitioner, noted

- The proposal complies with all requirements for a Full Service Hotel besides the size of the campus.
- Naperville has had a longstanding interest in a hotel/conference center.
- The absence of a hotel/conference center has pushed business outside the city over the years.
- The hotel will have 165 rooms and a 1,500 square foot restaurant. Room service will be provided to all guests. An exercise facility, gift shop and banquet facility will also be provided.
- The size of the banquet facility will accommodate an event that hosts 1,000 guests but can also be partitioned for separate events.
- The zoning deviations to reduce parking setbacks along the east and south property lines is necessitated by the lot configuration. The loss of green space in those areas will be mitigated by enhancements to the pond area that will serve the overall development.
- A setback deviation is requested for the loading dock, as the location on the north side is the least conspicuous option.
- The 7,000 square foot freestanding restaurant will be full-service and will have a patio that overlooks the pond.
- Parking and interior side yard setback deviations are requested for the restaurant to maximize green space and provide an enlarged patio.
- The parking required by the Zoning Ordinance is excessive according to a parking study conducted by the petitioner that incorporates data from hotels around the country.
- Some parking demand will be dispersed to nearby hotels where guests will be bused to the site; additionally, there is shared parking demand for the banquet/hotel space which should not be double-counted in the required parking.
- Valet parking will use spots on Lots 3 and 4 that will be made available through a shared parking agreement.
- Petitioner is working with Fairfield Inn on issues related to cross-access. Fairfield Inn has less parking than required by Code and would lose additional spaces through the provision of cross-access. Adequacy of parking for all users of the area will be ensured.
- Stormwater management facility will be substantially expanded; an overlook at the hotel/conference center will be provided to provide a scenic and passive amenity, although a walking path will be provided to connect lots on the east and west side of the property.
- A sign deviation is requested for the frontage facing I-88 for legibility and is consistent with signage on other buildings in the area.
- The hotel/conference center will seek an incentive package from the city in the form of a tax rebate. It will create approximately 25 management/executive jobs and 75 lower wage jobs (hotel and restaurant

- combined). Approximately 200 construction jobs would also be created.
- Substantial property taxes would also be generated for the city and associated taxing bodies.
- A sign package has been submitted that includes a monument sign on Abriter Court, as well as internal wayfinding signage.
- The proposed Pita Inn is an upscale Mediterranean restaurant and is a destination for its customers. Its location is determined primarily by the requirements and site constraints of the PUD.
- The nature of pedestrian access and additional pedestrian amenities that may be provided.
- The landscape enhancements proposed along the east property line adjoining Freedom Commons.
- Industry standards for a Full Service Hotel relate to the amenities provided as opposed to the total square footage.

Planning and Zoning Commission inquired about

- Whether there are options to reduce the number of deviations requested.
- The distinction between and hotel and full service hotel as it relates to the ORI District.
- The location of a restaurant within the hotel building as opposed to the current proposal which provides a restaurant outside of the building.
- The ability of the banquet space to accommodate multiple events.
- The nature of the city's incentive package.
- The distinction between the proposed hotel and what is available in surrounding hotel establishments.
- Whether a signage plan has been developed in order to address visibility concerns and if signs can be placed on Lot 5.
- The landscape treatment that will be applied to the pond.
- The location of the loading area, which interferes with the view or patio of the restaurant.
- The findings of the parking study and whether parking demand can be accommodated on the site.
- Whether shared parking has been discussed with Maggiano's.
- The concept behind the proposed Pita Inn and whether the siting and visibility of the restaurant will be a long-term detriment to the viability of the restaurant.
- If the petitioner has considered flipping the site plan to place the restaurant to the south.
- The nature of pedestrian access to Freedom Commons and whether agreements will be reached to accommodate pedestrian movement between the properties.

Michael Rehtorik, V3 Consultants, 25 Janes Avenue, Woodridge, IL, spoke on behalf of the petitioner:

- The parking study takes a conservative approach, as it assesses parking demand for the banquet separately despite the fact that the ITE standard

(used for the hotel portion) includes banquet demand.

- The weekday peak demand includes the hotel, standalone restaurant, and banquet facility. A 10% planning factor is included in the finding of 404 required parking spaces.
- The uses on Lots 1 and 2 complement each other and will share parking demand.

Falah Tabahi, 1748 Portage Run, Glenview, owner of Pita Inn, spoke with regarding to the restaurant proposal:

- Pita Inn has been in business for over 30 years.
- Total sales exceed \$3.5 million annually in each location and Pita Inn is a destination restaurant.
- Naperville has a demand for Mediterranean cuisine and residents of the community drive to the existing locations (Skokie, Glenview, Wheeling).
- The restaurant is not dependent upon the hotel.

Geoff Roehl, Hitchcock Design Group, 221 W. Jefferson Street, spoke on behalf of the petitioner:

- A gazebo/overlook is provided that is separate from the hotel, restaurant or Alzheimer's facility. The gazebo is a common amenity.

**Planning and Zoning Commission Discussion:**

- Meyer – it is important to ensure that adequate parking is provided for the proposal, as it will likely generate substantial demand.
- Herzog – likes the concept of the hotel. However, the city should err on the side of extra parking. Proposed parking is 105 spaces short of the code, which requires PC to be comfortable with the parking analysis and the overall supply of parking available through shared parking. The location and visibility of the restaurant is a concern. There is also a concern that both the hotel and restaurant have to be operating to comply with the definition of a Full Service Hotel.

Planning and Zoning Commission continued consideration of this item to July 20, 2011 and requested that the petitioner provide:

- Provision of an overall site plan to illustrate the PUD, including amenities pedestrian linkages
- Additional information related to parking and signage

**D3. 11-1-069  
Full Service Hotel  
Text Amendment**

Amend Title 6 (Zoning Regulations), Chapter 1 (Zoning Title, Purpose, Definitions) of the Municipal Code in order to modify the definition of Full Service Hotel.

Katie Forystek, Planning Services Team, gave an overview of the request

Planning and Zoning Commission inquired about

- The basis of the 150,000 square foot minimum size for a Full Service Hotel.

- Whether the “campus setting” results in duplicate uses.
- Whether a different standard can be established besides the square footage threshold.
- The districts where a Full Service Hotel can be permitted.

**Planning and Zoning Commission Discussion:**

- Meyer – eliminating a minimum size may result in diminished amenities that are out of line with the city’s objectives for a full service hotel.
- Herzog – staff should research “campus setting” and square footages and consider additional modifications. Standards could be established that are separate from the definition, thus allowing for variances without the need to amend the zoning ordinance.

Planning and Zoning Commission continued consideration of this item to July 20, 2011.

**D4. 11-1-007  
CRL LLC**

The petitioner requests a major change to the Preliminary Freedom Plaza Planned Unit Development, to rezone the subject property from ORI (Office, Research and Light Industry District) to OCI (Office, Commercial and Institutional District), and to establish a Preliminary PUD Plat and a conditional use for a nursing home (Alzheimer's treatment facility). In conjunction with the request, the petitioner seeks deviations for building height, setbacks and signage.

Katie Forystek, Planning Services Team, gave an overview of the request.

Kevin Gallaher of Gray, Plant and Mooty, 128 S. Birchwood, Naperville IL, Attorney on behalf of the petitioner, noted

- The site will provide excess parking to provide support to the proposed hotel and restaurant on Lots 1 and 2.
- The use is similar to a hotel but for customers who have Alzheimer’s or dementia.
- CRL is leading in the nation for Alzheimer’s and dementia care
- The demographics of the Naperville area support the use.
- The proposed building height is lower than surrounding uses despite the request for a height deviation.
- The reduced front setback deviation is requested in order to accommodate a larger recreational garden in the rear of the building.
- Activity for the use tapers significantly after 5:00 p.m., making parking demand complementary to the hotel.
- Sign variance is requested along the east elevation to accommodate visibility along I-88.
- Substantial tax revenue will be generated for the city and associated taxing districts.
- Since 1986 when the Diehl Office Campus PUD was established, there was never a proposal for office development on the subject property, even during the boom market of 2002-2007.
- The property is vacant and unproductive, and the future land use is not

viable as demonstrated in the absence of development over time.

- Future use of Lot 4 is likely to be skilled nursing or rehabilitation facility.

Michael Marous, Marous & Company, 300 S. Northwest Highway Suite 204, Park Ridge IL, spoke regarding the financial viability of the site for office development.

- The report that was submitted is not a study or a market analysis.
- Office market over the past several years and financial feasibility of office development in this area present challenges.
- The current market rent does not support development costs of the site.
- Vacant office buildings in the vicinity were discussed.
- The site physically works for office but is not ideal due to accessibility and would be inferior to many on the office.
- The weak office market does not support office development in the near-to mid-term.
- Visitors to the facility would generate demand for restaurant and nearby services, thus contributing to the local economy.
- The area is a hotel district created by access to the interstate and close proximity of hotels along Diehl Road, as well as the surrounding restaurants.
- The convenience and accessibility to the Tollway as well as convenience to medical office and hospitals is attractive to the Alzheimer's/Dementia care facility.
- The change in land use and addition of an interchange has influenced the appropriateness of land use in this location. There is a hodgepodge of land use along the I-88 corridor this location.

Geoff Roehl, Hitchcock Design Group, 221 W. Jefferson Avenue, Naperville, spoke on behalf of the petitioner:

- The market for senior housing has changed significantly over the past 20 years.
- The Naperville Code is outmoded with respect to the market.
- The proposed land use is dedicated simply to memory support care. There are no independent living apartments and are paid by month.
- Since the facility is already surrounded by hotels and the proposed use is similar to a hotel, it is appropriate to the location.
- The location provides brand recognition to the petitioner.
- Guests of the facility come within a 3-5 mile radius. The location fits the surrounding demographic.
- Not many other land uses can go on the site, given constraints, but some of the uses permitted in the zoning district may be accommodated.

Planning and Zoning Commission inquired about

- The extent of landscaping and necessity of bicycle parking
- Whether the limited access to the site is an impediment to other uses, including those proposed in the PUD.

- The hours of the facility, whether it is licensed by the state.
- The level of comfort with shared parking.
- Whether the rezoning request encompasses Lot 4 and what the petitioner's plans include.
- Security measures for the proposed use and the availability of daily living facilities within units.
- The distinction between senior living and hotels.
- Roadway design

Mike Samuels, CRL Senior Living Communities, 875 N. Michigan Avenue, Suite 3740, Chicago IL 60611, spoke regarding the property:

- The facility is designed to be high end with dining provide on premises.
- The facility is staffed 24-hours, with an R.N. and L.P.N's on-site full-time.
- Licensed by IDPH as assisted living/memory care facility.
- Residents do not venture outside of the facility unescorted. They only leave with family members or care staff.
- Families make significant use of surrounding facilities (shopping, restaurants, hotels).
- Site is attractive due to proximity to the highway.
- Families typically visit from late morning to mid-afternoon.
- Residents are not permitted to have cars.
- Approximately 30 staff are on-site during the peak period (caregivers, maintenance, housekeeping). Staff are encouraged to carpool. Approximately 20 additional spaces will be occupied by visitors.
- CRL designs to a ratio of 0.5 cars per bed, equating to a projected demand of approximately 44 spaces. Lots are rarely full except during holidays or special events.
- One community kitchen area is provided per floor. Residents are expected to take meals in the dining area.
- Rooms are similar to hotel rooms and provide a private bath. The units are not apartments. However, guests stay for an extended period of time.
- There is a full-time activities director and vans are available for medical visits and recreation.

Andrew Heinen, V3 Companies, 7325 Janes Avenue, Woodridge Illinois

- Described the layout of circulation.

**Planning and Zoning Commission Discussion:**

- Gustin – visitors to the facility will access surrounding uses such as the restaurants and hotels.
- Herzog –hotels offer an ancillary benefit to other uses along Diehl Road, but this use does not. Staff should evaluate parking for nursing homes based upon the petitioner's testimony. Does not like the segmented consideration of the Freedom Plaza proposal. Petitioner should submit a complete picture, including future zoning of Lot 4.

Planning and Zoning Commission continued consideration of this item to July 20, 2011.

**D5. 11-1-050** Planning and Zoning Commission continued consideration of the item to July  
**NAR Business Park** 20, 2011.

**E. Reports and  
Recommendations**

**F. Correspondence** PC Case 11-0-111 Workshop with DAC

**G. New Business**

**H. Adjournment**

10:34 p.m.