

CITY OF WARRENVILLE
PLAN COMMISSION/ZONING BOARD OF APPEALS

Minutes of Regular Meeting
Held on Thursday, May 9, 2019
At the Warrenville City Hall
28W701 Stafford Place

A. CALL TO ORDER

Plan Commission Chairman Davis called the meeting to order at 7:06 p.m.

B. ROLL CALL

PC Present: John Davis, Tim Cosgrove, John Lockett, Robert Pepple, Andrew White

PC Excused/Absent: Al Thompson, Shannon Burns, Elizabeth Chapman

ZBA Present: John Davis, Tim Cosgrove, John Lockett, Robert Pepple, Andrew White

ZBA Excused/Absent: Al Thompson

Also Present: Mayor David Brummel, Community and Economic Development Director Ronald Mentzer, Sr. Planner Natalia Domovessova, Sr. Civil Engineer Kristine Hocking, Planner/GIS Technician Lauren Whetstone, Recording Secretary Marie Lupo, Consulting Engineer Dan Schoenberg

C. PUBLIC HEARING

1. 27555 Diehl Road / Little Friends, Inc.

Located on the south side of Diehl Road, east of Bulger Court

Project No. 2019-0213

Request for the following approvals, which would allow Little Friends, Inc. to operate programs for children and adults with autism and other development disabilities and modify the site by providing student drop-off areas and an outdoor playground:

- (a) Site Specific Amendment to the Cantera Development Control Regulations to allow for “schools, public and private use” in the Light Industrial Park Use Area;
- (b) Major Amendment to Planned Unit Development (PUD) plans and documents to allow for a decrease in number of parking spaces of ten percent or more; and
- (c) Any other PUD exception/variation necessary to allow for the implementation of the proposed PUD plans.

For the benefit of the audience, Ch. Davis provided a brief introduction to the request and explained the public hearing process that would ensue. The Applicants submitted proof of lawful notice in the form of certified mail return receipts to staff. Ch. Davis assured the assembly that both the Commission and the general public would have an opportunity to ask questions and/or provide comments on the project after the Applicants’ presentation.

COM. COSGROVE MOVED, SECONDED BY COM. PEPPLE, TO OPEN THE PUBLIC HEARING. MOTION APPROVED VIA VOICE VOTE.

Pamela Cosentino of County Court Reporters, Inc. duly administered an oath to Little Friends, Inc. President and CEO Mike Briggs, Wight & Company Architect Leanne Meyer-Smith, and KLOA Traffic Study Engineer Eric Russell.

Mr. Briggs directed attention to a presentation that summarized Little Friends' mission since 1965, to empower children and adults through the end of life with special challenges (intellectual/developmental disabilities and autism) to live, learn, work, and thrive in their communities by improving quality of life and communication skills. Primary locations are in Naperville and Downers Grove, plus oversight/ownership of 38 homes in DuPage and Will Counties.

Divisions include:

- Little Friends Center for Autism (to be located at the new facility), which works with children as early as 18 months old and adolescents, and trains over 1,000 service providers per year in autism programs. Services include diagnostic evaluations, applied behavior analysis, speech and occupational therapy, and social groups, tailored to a child's strengths and developmental needs.
- 3 School Programs: (intention to locate at the new facility)
 - Krejci Academy -Ages 5-22 primarily focused on children with autism;
 - Bridge High School - Ages 15-22 focused on vocational and life skills; and
 - Mansion High School - Traditional high school academics focused on supporting individuals with social and emotional challenges.
- Community Day Services (not located at the new facility) - Provide work and development opportunities for clients ranging from ages 22-70+, focused on providing quality of life, fostering independence through work and learning experiences, screen printing/ColorBurst, and light assembly and packaging shop, to empower adults to achieve their career and personal goals.
- Residential Services (Administrative support to be located at the new facility) - Provide housing and living support for clients in our community in 38 homes or apartments housing 102 individual clients. Support ranges from intermittent to 24-hour care depending upon specific needs, focusing on community integration and quality of life.

Mr. Briggs summarized that Little Friends, Inc. employs 400+ full and part-time employees, and serves nearly 800 clients annually. Its vision is to become the premier agency in Illinois serving the needs of those challenged by intellectual/developmental disabilities and autism. Its FY 2019 budget is \$15MM. Mr. Briggs shared his opinion that the former Edwards Sleep Center would require minimal interior changes to provide an ideal one-floor facility for Little Friends' needs.

Architect Meyer-Smith summarized parking data, showed the location of the fenced central playground and proposed storage for outdoor equipment (snow blowers, lawn mowers, salt storage, etc.), and set forth a proposed timeline that indicates a construction start on February 5, 2020, and move-in date on June 30, 2020.

Ch. Davis inquired as to the manner in which clients are secured. Mr. Briggs replied that when school districts determine they cannot serve the needs of a child, they contact organizations such as Little Friends and enter into a contractual relationship based on a dollar cost per day. Ninety percent of Little Friends' clients are on the autism spectrum. The children "age out" when they turn 22 years of age and lose school district benefits.

Eng. Hocking confirmed impervious surface would decrease in the proposed plan's addition of the playground. From a stormwater perspective, nothing would have to be accounted for.

Consulting Traffic Eng. Schoenberg confirmed the traffic circulation study was found to be reasonable—even with the modest inflation of population. Little Friends' peak times are slightly different than typical roadway peak traffic times. Ample stacking space is provided on Bulger Court. Eng. Schoenberg expressed concern regarding internal circulation in the southwest corner of the site during pick-up/drop-off times. He envisions a queue forming in the 24-foot southern drive aisle, which is the only access from the building to the east and Bulger Court. He suggested that given the surplus of on-site parking, the spaces on the north side of the south aisle could be eliminated and converted to a queuing lane to maintain two-way, cross-access traffic between the building, to accommodate normal and emergency traffic.

Mr. Briggs stated he visited all neighbors of the site this week to inquire whether they anticipate a traffic issue during peak hours; they responded that most of their employees arrive earlier than Little Friends' vehicles would be arriving. Mr. Briggs spoke to the receptionist at Ed Hoy, who was not aware of traffic issues. Com. Pepple requested contact with a principal of Ed Hoy regarding said traffic matter. Eng. Russell estimated it would take approximately 20 minutes for the queuing lane to dissipate based on the existing site. Typically vehicles house one or two children, with four to five vehicles at each curb front being assisted by staff. He did not envision a problematic queuing situation. The long wait at Bulger Court is a result of the signalization's lengthy, Service Level E traffic cycle. The County would not likely consider changing the cycle length at this time because Bulger Court empties in one green cycle.

Ms. Meyer-Smith commented that peak times consist of a rapid operation for the approximately 62 vehicles. She pointed out that Little Friends cannot mix the high school age children with the younger children due to behavior issues. She also calculated that 25 parking spaces would be removed with Eng. Schoenberg's suggestion, which would place them below the Cantera DCR requirement for 271 spaces. Eng. Schoenberg suggested the area could be striped for parallel parking during off-peak hours.

Mr. Briggs stated Edward Sleep Center plans to take the existing generator with them when they move.

Com. Lockett inquired about Little Friends' potential for growth. Mr. Briggs replied some potential for growth exists. Maximum enrollment numbered 153 students five years ago. Due to high demand, Little Friends plans to offer early childhood care, which would add 12 additional children to the current enrollment of 130 students.

COM. PEPPLE MOVED, SECONDED BY COM. COSGROVE, TO CONTINUE THE PUBLIC HEARING UNTIL JUNE 6, 2019. MOTION ADOPTED UNANIMOUSLY VIA VOICE VOTE.

**2. 30W210-30W240 Calumet Avenue W / Swallow Construction Corporation
Located on the north side of Calumet Avenue W, east of Talbot Avenue
Project No. 2019-0039**

Request for the following approvals, which would allow Swallow Construction Corporation to construct an 8,400-square foot office and storage/maintenance facility on a 4.95-acre property, together with associated parking, outdoor storage, fueling station, lighting, landscaping, and stormwater management improvements:

- (a) Plat of Consolidation;
- (b) Special Use permits in the M-1 Light Manufacturing Zoning District per Table 3A of Zoning Ordinance #1018 for fuel storage and outdoor storage of vehicles, equipment and materials; and
- (c) Variation from Section 5.A.14 of Zoning Ordinance #1018 to allow for alternative surfacing materials for an outdoor storage area.

COM. PEPPLE MOVED, SECONDED BY COM. COSGROVE, TO REOPEN THE PUBLIC HEARING. MOTION ADOPTED VIA VOICE VOTE.

Ch. Davis announced the applicant requested continuation of the public hearing until May 23, 2019.

COM. PEPPLE MOVED, SECONDED BY COM. LOCKETT, TO CONTINUE THE PUBLIC HEARING UNTIL MAY 23, 2019. MOTION ADOPTED UNANIMOUSLY VIA VOICE VOTE.

3. City of Warrenville Zoning Ordinance Text Amendment

Consideration of the following possible amendments to the text of Warrenville Zoning Ordinance #1018, which would define and allow solar energy systems as an accessory use in all zoning districts under certain conditions:

- (a) Section 1. GENERAL PROVISIONS;
- (b) Section 10. ACCESSORY USES AND YARDS;
- (c) Section 13. DEFINITIONS; and
- (d) Any other sections of Zoning Ordinance #1018, as necessary, to accommodate the above-listed amendments.

COM. PEPPLE MOVED, SECONDED BY COM. COSGROVE, TO OPEN THE PUBLIC HEARING. MOTION ADOPTED VIA VOICE VOTE.

Pl. Domovessova directed attention to a PowerPoint presentation that summarized the primary need for solar text amendments, as follows:

- Solar Energy Systems are not clearly addressed in the Zoning Ordinance and are currently categorized as “other accessory structures,” which potentially could limit installations in some instances.
- Recommendations from national solar experts at SolSmart.

Pl. Domovessova summarized the purpose of the text amendments, as follows:

- Define solar energy systems.
- Document that solar energy systems are permitted accessory uses in all zoning districts.
- Include general regulations for solar energy systems.
- Include regulations specific to structure-mounted and ground-mounted solar energy systems.

Definitions:

- Solar Energy System - A system intended to convert solar energy into thermal, mechanical or electrical energy.
- Solar Energy System, Structure-Mounted - A solar energy system that is mounted on the façade or roof of either a principal or accessory structure.
- Solar Energy System, Ground-Mounted - A solar energy system mounted on the ground and not attached to any other structure other than structural supports.

General Parameters:

- Solar energy system (structure-mounted and ground-mounted) shall be a permitted accessory use to a permitted principal use in all zoning districts.
- Solar energy systems must comply with all applicable stormwater management regulations, and building and electrical code requirements.
- Owners of solar energy systems are solely responsible for negotiating with other property owners for any desired solar easements to protect access to sunlight.

Structure-mounted solar energy systems parameters

- May be mounted on principal or accessory structures.
- Shall be subject to current building and structure setback regulations.
- Systems mounted on building awnings or canopies may project into required yards by a maximum of three feet.
- Systems mounted on the roof over the enclosed deck and/or patio may project into required front or corner side yards by a maximum of ten feet.
- May not extend more than six feet above the applicable maximum building height limit for the subject building/structure type.

Ground-mounted solar energy systems parameters

- May not be located in a required front and corner side yard building setback.
- May be located within required interior side and rear setbacks, provided they are setback a minimum of five feet from the rear/interior property line.
- Shall not exceed eight feet in height.
- May not be located in any easement.
- Shall be excluded from lot coverage and yard coverage calculations.

Pl. Domovessova stated that by allowing solar extensions beyond established building height, the City would take into account an angled panel that can maximize use of the sun, and would not limit buildings already at maximum height.

Dir. Mentzer stated we should recognize that height and building height encroachment would come into play in cases where you have commercial buildings with flat roofs. Typically, when mounted on a residential structures, they are mounted approximately six inches off the roof at an angle that follows the pitch of a gabled roof. He suggested that when crafting ordinance language, pitched roofs can be delineated from flat roofs.

Ch. Davis pointed out that rooftop units are not regulated in height. Dir. Mentzer replied that rows of solar panels mounted on top of a roof would likely have a greater aesthetic impact than one rooftop unit. Ch. Davis expressed support for initiating the solar topic into the ordinance based on a less permissive option, which would allow panels up to six feet above maximum building height. That said, he expressed concern over the aesthetics of residential panels that may extend six feet above a home's building height. Also, he expressed apprehension over a scenario wherein a ranch that was built ten feet below maximum building height, could feasibly be allowed panels that measure nearly 16 feet tall. Pl. Domovessova replied such panels may be self-regulated by the sheer volume a roof could support.

Com. Pepple commented that some hotel rooftops in Warrenville have staircases that lead to the roof, which would measure approximately eight feet in height above the roof. He concurred with Ch. Davis on the less permissive option.

Com. Cosgrove inquired as to the typical rack system height for commercial application. Dir. Mentzer replied staff would research the matter and provide information at the next meeting. He also offered that staff could speak with installers to determine whether it is practical and cost effective to install panels on angled roofs above the ridge. He was confident that language could be crafted to reflect that panels follow the line of a pitched residential roof and are not to extend beyond its highest peak, which would likely capture 99% of installations. Extensions above building height could be limited to flat roofs. Com. Cosgrove concurred.

Com. Cosgrove requested that the definition of "structure mounted" be changed to include the words "and/or" instead of "or," as follows: *A solar energy system that is mounted on the façade and/or roof of either a principal or accessory structure.* Pl. Domovessova duly noted such change.

To encourage solar, Com. Pepple was in favor of a six-foot maximum building height encroachment for residential structures, and an increase in encroachment for commercial structures, due to their flat roofs.

Based on current legislation, staff did not feel there was an immediate need for solar farm language, because approximately five acres of land is required to be economically feasible and competitive for the selection process, and no floodplain is allowed. Land values are more affordable in locations outside of Warrenville.

Eng. Hocking addressed ground-mounted solar energy systems with regard to stormwater issues. Because the Stormwater Ordinance considers a solar panel as an impervious surface, it is subject to BMP requirements if the net new impervious for the project exceeds the 2,500-square foot threshold. She suggested that another condition be added to the recommendation, which is that they be excluded from lot and yard coverage calculations, as long as the ground underneath the

panel is grass or native vegetation (pervious surface). The impact of rain on panels creates additional velocity in water running down such panels and creates erosion and ground hardening where it hits the ground over time. To remedy this, an infiltration trench is recommended at the bottom of panels so that the water is directed to drain into the ground rather than run off into the neighbor's property. This is beneficial to smaller applications in neighborhoods with tighter lot lines. Eng. Hocking recommends solar panels be counted as 100% impervious surface until DuPage County establishes a different view on the matter.

Ch. Davis concurred with the recommendations on page 2 of the staff report and requested that staff return with a recommendation regarding height that incorporates tonight's comments, and that solar panels will be excluded from lot coverage calculations from a zoning perspective—but would be subject to applicable stormwater management requirements. This information would be included in hand-out pamphlets, along with building and electrical requirements, when building permits are obtained.

Com. Cosgrove requested that research also be conducted on ground mounted systems with poles that hold an approximately four-by-four-foot section of panels that measure taller than eight feet from the ground.

Com. Lockett stressed that aesthetics be taken into account when crafting the ordinance language, especially for the do-it-yourself homeowner who may elect to install systems in a piecemeal fashion. Pl. Domovessova replied such factors could be addressed through the property maintenance code already in place.

Ch. Davis expressed concern that many homeowner associations (HOAs) do not have provisions for solar panel installations. Dir. Mentzer replied the City does not enforce private HOA covenants and restrictions, and HOA residents should coordinate with their HOA prior to obtaining a permit.

Com. Cosgrove inquired as to whether Footnote (p) would come into play; Dir. Mentzer replied because Footnote (p) only applies to front yard setbacks, solar installations would not be affected.

COM. PEPPLE MOVED, SECONDED BY COM. LOCKETT, TO CONTINUE THE PUBLIC HEARING UNTIL MAY 23, 2019. MOTION ADOPTED UNANIMOUSLY VIA VOICE VOTE.

D. CITIZENS' COMMENTS

None.

E. OLD BUSINESS

1. 28301 Ferry Road / Cantera Apartments, LLC
Located along the north side of Ferry Road, west of Winfield Road, east of the West Branch of the DuPage River
Project No. 2017-0502
Request for the following approvals related to the Riverview West project:

- (a) Final Plat of Subdivision, which would subdivide an approximately 32.48-acre vacant property (Cantera Lot C-2 and Outlot A) and dedicate public right-of-way for proposed new Torch Parkway and grant various easements;
- (b) Final PUD special use permit for the overall site, which would allow mass grading, underground/utility installation, and construction of public and private roadways, sidewalks, bike path, street lighting, street trees, and stormwater management improvements; and
- (c) Final PUD special use permit for Phase I, which would allow construction of a single 364-unit, four-story apartment building with an internal parking garage component, and surface parking lot.

On behalf of the developer, Architect John Schiess addressed the Commission, acknowledged receipt of the staff report, and committed to respond to each of its conditions.

At this point, Com. Lockett recused himself from the proceedings due to a conflict of interest, and Dir. Mentzer declared the matter would be continued due to a lack of quorum.

F. APPROVAL OF MINUTES

1. Regular Meeting of March 7, 2019

COM. WHITE MOVED, SECONDED BY COM. LOCKETT, TO APPROVE THE MINUTES OF MARCH 7, 2019. MOTION ADOPTED UNANIMOUSLY VIA VOICE VOTE.

2. Regular Meeting of April 18, 2019

COM. PEPPLER MOVED, SECONDED BY COM. LOCKETT, TO APPROVE THE MINUTES OF APRIL 18, 2019, WITH THE FOLLOWING CHANGES:

- Page 3, Paragraph 1, Sentence 5 – Strike “White” and insert “Lockett.”
- Page 3, Paragraph 3, Sentence 2 – Insert “at the drop-off area” after “canopy.”

MOTION ADOPTED UNANIMOUSLY VIA VOICE VOTE.

H. CHAIRMAN’S REPORT

No report.

I. COMMUNITY AND ECONOMIC DEVELOPMENT DIRECTOR’S REPORT

No report.

J. SENIOR PLANNER’S REPORT

Pl. Domovessova reported the next meeting’s agenda may include the continued public hearing of Swallow Construction if they submit requested documents in time.

K. MAYOR’S REPORT

No report.

L. ADJOURN

COM. LOCKETT MOVED, SECONDED BY COM. PEPPLE, TO ADJOURN THE MEETING AT 8:37 P.M. MOTION ADOPTED VIA VOICE VOTE.

Approved: 5/23/19

Marie Lupo

Marie Lupo, Recording Secretary