



## **Meeting Minutes**

### **Planning and Zoning Commission**

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**Wednesday, August 18, 2021**

**7:00 PM**

**City Council Chambers**

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TO WATCH OR LISTEN TO THE PZC MEETING LIVE:

- Watch on WCNC GOVERNMENT ACCESS TELEVISION (Ch. 6-WOW, Ch. 10 - Comcast, Ch. 99 - AT&T)
- Watch online at <https://naperville.legistar.com>

TO PROVIDE LIVE PUBLIC COMMENT, TESTIMONY, OR TO CROSS-EXAMINE WITNESSES DURING THE MEETING:

To address the Planning and Zoning Commission in-person during the meeting in City Council Chambers, members of the public must sign up in-person on the day of the meeting outside of City Council Chambers between 6:30 and 6:50 p.m.

NOTE: Written materials which are relevant to a public comment or public hearing before the Planning and Zoning Commission (e.g. a PowerPoint, photographs, reports) should be sent electronically to [planning@naperville.il.us](mailto:planning@naperville.il.us) by 10 p.m. on the Friday before the meeting.

TO SUBMIT WRITTEN COMMENTS OR MATERIALS:

1. You may submit written comments to [planning@naperville.il.us](mailto:planning@naperville.il.us) in advance of the meeting. (Please note, because emailed written comments are available for advance review by the PZC, they will not be read into the record during the PZC hearing). Below are the deadlines for written comments provided in advance of the meeting:

- Written comments received by 5 p.m. the Wednesday before the meeting will be included in the meeting packet sent to the PZC. This meeting packet is also posted on the City's website.
- Written comments received after 5 p.m. the Wednesday before the meeting through 5 p.m. the day before the meeting will be emailed directly to the PZC, but will not be included in the PZC packet or posted online.
- Written comments received after 5 p.m. the day before the meeting will be added to the case file.

PUBLIC ACCOMMODATION:

Any individual who may require an accommodation to listen to or participate in the meeting should contact the Community Services Department at (630) 305-5300 as soon as possible, but no later than by 5 p.m. on the day of the meeting.

**PARTICIPATION GUIDELINES:**

The citizen participation guidelines are outlined in 1-5-6-6: - CITIZEN PARTICIPATION of the Naperville Municipal Code.

- **ALL VIEWPOINTS AND OPINIONS WELCOME:** All viewpoints are welcome, positive comments and constructive criticism are encouraged. Speakers must refrain from harassing or directing threats or personal attacks at Commission members, staff, other speakers or members of the public. Comments made to intentionally disrupt the meeting may be managed as necessary to maintain appropriate decorum and allow for city business to be accomplished.
- **IF YOU SIGNED UP TO SPEAK,** the PZC will call your name at the appropriate time during the Planning and Zoning Commission meeting. Once your name is called you may identify yourself for the public record. Once you have been sworn in, then you may address remarks to the Planning and Zoning Commission as a whole. Speak clearly and try to limit remarks directly to the matter under discussion. Speakers are called in the order they sign up.

**A. CALL TO ORDER:****B. ROLL CALL:**

**Present** 6 - Manas Athanikar, Brett Fessler, Bruce Hanson, Derek McDaniel, Carl Richelia, and Oriana Van Someren

**Absent** 2 - Anthony Losurdo, and Whitney Robbins

**C. PUBLIC FORUM:****D. PUBLIC HEARINGS:**

1. Conduct the public hearing to consider approval of a conditional use for an automobile service station/repair facility at 1032 E. Ogden Ave (Alianza Mufflers and Brakes) - PZC 21-1-071

Gabrielle Mattingly, Planning Services Team, provided an overview of the request.

Nick Petrovski, spoke on behalf of the petitioner.

The Commission inquired about the nonconforming use regulations and outside storage. Ms. Mattingly confirmed a conditional use would not have been required if the business complied with the nonconforming use regulations and outside storage is prohibited.

Public testimony: None

PZC closed the public hearing.

**A motion was made by Chairman Hanson, seconded by Commissioner Van Someren to adopt the findings of fact as presented by the petitioner and approve**

**PZC 21-1-071, a conditional use for establishment of an automobile service station/repair facility for the business known as Alianza Mufflers & Brakes subject to the conditions noted in the staff report for the property located at 1032 E Ogden Avenue.**

**Aye:** 6 - Athanikar, Fessler, Hanson, McDaniel, Richelia, and Van Someren

**Absent:** 2 - Losurdo, and Robbins

2. Conduct the public hearing to consider a sign variance from Section 6-16-6:1 to permit four wall signs on the building located at 160 E Chicago Avenue (NCC) - PZC 21-1-093

Gabrielle Mattingly, Planning Services Team, provided an overview of the request.

Kathy West, spoke on behalf of the petitioner.

Public testimony: None

Chairman Hanson spoke in support of the sign variance request.

PZC closed the public hearing.

**A motion was made by Commissioner Van Someren, seconded by Commissioner Fessler to adopt the findings of fact as presented by the petitioner and approve PZC 21-1-093, a variance to Section 6-16-6:1 to permit four wall signs, one per façade, on the building located at 160 E Chicago Avenue located within the North Central College campus.**

**Aye:** 6 - Athanikar, Fessler, Hanson, McDaniel, Richelia, and Van Someren

**Absent:** 2 - Losurdo, and Robbins

## **E. REPORTS AND RECOMMENDATIONS:**

1. Approve the minutes of the August 4, 2021 Planning and Zoning Commission meeting

**A motion was made by Commissioner Athanikar, seconded by Commissioner McDaniel to approve the meeting minutes of the August 4, 2021 Planning and Zoning Commission meeting.**

## **F. OLD BUSINESS:**

1. Reconvene the public hearing for the Islamic Center of Naperville located at 3540 248th Avenue (ICN) - PZC 20-1-052

The PZC reconvened the Public Hearing for PZC 20-1-052.

Sara Kopinski, Planning Services Team, provided an introduction to the case.

Len Monson, Kuhn, Heap & Monson, presented data which was gathered on

Friday, August 13, 2021 from the Ogden ICN mosque.

The PZC discussed maximum capacity and the proposed phasing.

Dan Shapiro spoke in opposition.

Dan Shapiro cross examined Edward Seifert.

The PZC took a 7-minute recess, return at 8:30 PM

Dan Shapiro continued cross examination of Edward Seifert.

Public Speaker #1 cross examined Edward Seifert.

Public Speaker #2 cross examined Edward Seifert.

Ray Fano, City of Naperville Project Engineer, responded to questions about the trail crossing.

Public Speaker #3 cross examined Edward Seifert.

Dan Shapiro cross examined Jamshid Jahedi (resume has been requested).

Public Speaker #1 cross examined Jamshid Jahedi.

Joseph Zgonina, Haeger Engineering, provided a presentation.

Ray Fano, City of Naperville Engineer, responded to questions regarding traffic circulation within the site.

Len Monson cross examined Joseph Zgonina.

Dan Shapiro cross examined Joseph Zgonina.

Ray Fano, City of Naperville Project Engineer, responded to questions about roadway classifications.

**A motion was made by Commissioner Fessler, seconded by Commissioner McDaniel to continue the public hearing for PZC 20-1-052 to September 1, 2021.**

## **G. NEW BUSINESS:**

## **H. ADJOURNMENT:**

The PZC adjourned the meeting at 10:16 PM

**State of Illinois**

**Department of Professional Regulation**

Small print regarding the purpose of the form and the requirement for a separate fee.

Agency No.	DATE RECD.	Agency
(REQUIRED BY BOARD)		

PROFESSIONAL DESIGN FIRM  
PUBLIC & GOVERNMENTAL WORK GROUP

FIRM'S CONTACTANTS ARE:  
 [ ] EDWARD J. HARRIS  
 SALT WAGGON INC.  
 COLUMBUS HEIGHTS, IL 60015  
 [ ] NAME HERE  
 [ ] NAME HERE

Signature Line: \_\_\_\_\_  
 Title: \_\_\_\_\_

Seal of the State of Illinois: \_\_\_\_\_  
 Department of Professional Regulation

Some of the representative projects Mr. Seifert has been involved with over the years are presented on the following pages.

## Representative Residential & Multi-Use Projects

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### **White Eagle - Aurora / Naperville, Illinois**

**Client:** Macom Corporation

All design firms have one project that represents the full range of its talents. The White Eagle Club in both Aurora and Naperville, Illinois is a 750+ acre multi-use single family residential, multi-family residential, and commercial community that also includes an Arnold Palmer designed 27 hole golf course. This project involved floodplain, wetlands, offsite utilities, major offsite roadway improvements, the pre-planning of over 20 separate phases of development, and the movement of over 1.5 million yards of earth as part of the initial construction of the golf course and hydraulically intricate signature lake system. Further complicating matters was the detailed negotiation and coordination (and standardization) of the requirements of two municipalities, Aurora and Naperville, and the interim development of portions of the project under the auspices of two counties, DuPage and Will. This project also involved the securing of approvals from a myriad of other governmental agencies. During the course of this project, we served as the coordinator (and sometimes mediator) for over fifteen separate sub-consultants, including Arnold Palmer himself.



### **Westgate Valley Estates - Palos Heights, Illinois**

**Clients:** Westgate Signature Development, Kenar, LLC, Hartz Construction, McNaughton Development, T.J Cachey Builders

Another representative project is the Westgate development in the City of Palos Heights. The project, located on the former Westgate Valley Golf Course property, is a multi-use development including single-family and multi-family residential areas as well as commercial uses. Since each parcel was to have a distinct use and would be developed by different entities, preliminary planning and coordination was essential to insure proper utility, grading and hydraulic continuity between the parcels. The engineering design by Intech Consultants included several offsite components including a 1,000,000 gallon water storage tank, two (2) lift stations with over one mile of forcemain along Ridgeland Avenue, traffic signals, and roadway improvements requiring approvals from both the Cook County Highway Department and the Illinois Department of Transportation.



### **Renaux Manor - St. Charles, Illinois**

**Client:** Wiseman - Hughes Enterprises

Renaux Manor illustrates the ability to engineer a difficult project that exhibits the high degree of professionalism and attention to detail that characterizes all work performed by our firm. This project, designed for Wiseman-Hughes Enterprises, one of the largest developer-builders in the Chicagoland area, involved not only the site-specific engineering for our client's 160 acre site, but addressed and established the master drainage plan for a 600 acre collection of properties known as the "West Gateway", of which the 160 acre parcel was only a part. This project also included wetlands, offsite utilities, a regional sanitary sewer lift station, major improvements to Illinois Route 64, the realignment of existing roadways, and offsite drainage improvements on land owned by the University of Illinois, the Illinois Department of Corrections, and other lands controlled by the St. Charles Park District among others.

# Representative Residential Projects

## **Devonaire - DeKalb, Illinois**

**Client:** Wiseman-Hughes Enterprises, Inc.

**Location:** I-88 west to Annie Glidden Rd., north to Taylor St./S. Malta Rd., west to site

"Devonaire" is a 331 lot single family residential subdivision of 150 acres located on South Malta Road in DeKalb, Illinois. Integral to this project was the identification of an aesthetic, yet economical way to manage the stormwater from not only this development, but also a large undeveloped upstream tributary area of over 1000 acres. The resulting plan, which includes a large lake and usable active park land, also incorporates naturalized green space areas within the development that allow for the future enhancement of these parcels by the Park District.



## **Bridges of RiverMist - DeKalb, Illinois**

**Client:** DeKalb Associates

"The Bridges of RiverMist" is a high-end, multi-use, water-oriented development of approximately 250 acres consisting of single-family residential homesites, a multi-family parcel, a small commercial area, and school site located immediately west of the intersection of Bethany Road and North First Street in DeKalb, Illinois.

Intech Consultants was asked by DeKalb Associates to join the project after its original inception in order to take advantage of Intech's proven track record and organizational talents in dealing with the development of large projects and fast-tracking of design and construction. Immediately upon joining the project team, Intech was charged with preparing plans, plats, and assisting with the construction of roadway, utility, and drainage infrastructure in order to deliver a fully improved school site to the local School District before a voter's referendum. In a cooperative team effort with the City of DeKalb, the School District, the DeKalb Sanitary District, the DeKalb County Highway Department, and other consultants, the school site was delivered in record time.





# Representative Residential Projects

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## Ashwood Park South

Single-family – Site Design

Ashwood Park includes generous sized lots (223 lots at 14,000 square feet and larger) designed to accommodate a variety of unique custom homes for the discriminating homeowner starting at \$850,000. This subdivision layout includes a central park and clubhouse (*described below*). Bikeways run along the east side, west side, and through the middle of the development connecting to parks,

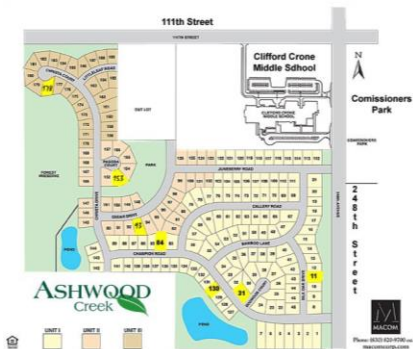
schools and forest preserves.



## Ashwood Club House

Centrally located in the Ashwood Park South development, this club house property provides ample room for year round family activities. An indoor pool, half-court basketball court, meetings rooms, snack bar, two outdoor sport courts, one pool for adults, another pool for children complete with a waterslide and a

water spray play area.



## Ashwood Creek

**Client:** Macom Corporation

**Location:** Naperville IL

Located on 248<sup>th</sup> Avenue in southeast Naperville, Ashwood Creek is comprised of single family homes starting at \$650,000. Intech designed this subdivision to include winding streets and cul-de-sacs combining beauty and function. A restored prairie along the banks of Wolf Creek to the west has gently sweeping trail for viewing wildflowers, birds and butterflies. Naperville Park District's 77-acre Commissioner Park to the east offers lighted ball fields and a winter hockey rink for more active recreation.



## Representative Institutional Projects – Churches

**Alleluia! Lutheran Church**

Naperville, Illinois

**Bethany Lutheran Church**

Naperville, Illinois

**Bible Baptist Church**

Naperville, Illinois

**Brainerd Avenue Baptist Church**

Countryside, Illinois

**Calvary Church**

Naperville, Illinois

**Calvary Church**

Sugar Grove, Illinois

**Chicago Marthoma Church**

Lombard, Illinois

**Christian Church of Clarendon Hills**

Clarendon Hills, Illinois

**Evangel Assembly of God**

Hanover Park, Illinois

**Evangelical Free Church**

Naperville, Illinois

**Glenfield Baptist Church**

Glen Ellyn, Illinois

**Good Shepherd Lutheran Church**

Naperville, Illinois

**Good Shepherd Lutheran Church**

Downers Grove, Illinois

**Grace Episcopal Church**

Hinsdale, Illinois

**Holy Spirit Catholic Church**

Naperville, Illinois

**Islamic Foundation**

Villa Park, Illinois

**Islamic Center of Naperville**

Naperville, Illinois

**Latter Day Saints Meeting House**

Naperville, Illinois

**Latter Day Saints Meeting House**

Chicago, Illinois

**Grace Pointe Church**

Naperville, Illinois

**Naperville Presbyterian Church**

Naperville, Illinois

**Naperville Korean First Presbyterian Church**

Woodridge, Illinois

**Our Lady of Mercy**

Aurora, Illinois

**Our Lady of Peace**

Darien, Illinois

**Our Savior's Evangelical Lutheran Church**

Naperville, Illinois

**St. James Lutheran Church**

Naperville, Illinois

**St. John AME Church**

Aurora, Illinois

**St. John's Episcopal Church**

Naperville, Illinois

**St. Luke Presbyterian Church**

Downers Grove, Illinois

**St. Margaret Mary Church**

Naperville, Illinois

**St. Mary of Gostyn**

Downers Grove, Illinois

**St. Thomas the Apostle**

Naperville, Illinois

**Temple Jeremiah**

Northfield, Illinois

**Trinity Church of the Nazarene**

Naperville, Illinois

**Wesley United Methodist Church**

Naperville, Illinois

**World Overcomers Church**

Bartlett, Illinois

# Representative Institutional Projects

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## Edward Hospital- Naperville, Illinois

**Client:** Edward Hospital

Intech Consultants has been an integral part of the development of this major urban hospital complex since 1983, when the site was mostly vacant land and not much different than the original tuberculosis sanitarium that had occupied the site since 1907.

Expanding the Edward Hospital campus has been a gradual process. Beginning with the main hospital area, Intech assisted Edward Hospital in the development of a master plan for the future complex, which ultimately has grown to not only include the hospital and numerous major expansions, but other uses such as the Fitness Center, Linden Oaks Hospital, Heart Hospital, two parking decks, and several medical office buildings.



*Edward Hospital - Main*



*Fitness Center*

Along the way, the many expansions have created unique engineering challenges to be overcome, such as the construction of a parking deck over the north detention lake, unconventional utility installations, and extensive planning to determine how to keep every aspect of the hospital fully operational during the various construction projects.



*Emergency Care Center*



*North Parking Garage*



*South Parking Garage*

# Representative Multi-Family Projects

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## Village Park Apartments- Waukegan, Illinois

**Client:** Pedcor Investments, LLC

A national apartment rental company found 12.6 wooded acres in the Des Plaines River valley, 40% of which was in floodplain. Wetlands were also present on the property. The property was all hillside and bottom land. Although it was already zoned for multi-family use, few expected it to ever be developed. With some earthwork, retaining walls and creative stormwater solutions, Intech engineered the site to allow for 126 apartments.

The floodplain and wetlands had to be handled with care in environmentally-sensitive Lake County. Plans were prepared for approval by the City, Lake County, the US Army Corps of Engineers, and FEMA for a Conditional Letter of Map Revision. The design of the floodplain modifications included wetland buffer area, a trail and other features requested by the Gurnee Park District.



Because of the presence of the floodplain, wetlands, and other terrain constraints, the providing of the required stormwater detention and achieving an earthwork balance was a challenge. After consideration of several alternatives, Intech proposed a unique solution of underground detention storage beneath the paved areas in place of hauled-in fill. The detention includes provisions for both detention storage and treatment of the “first flush” for water quality. Stone bedding beneath the perforated pipes, as well as permeable pavers and rain gardens provided water quality storage. The underground detention discharges to a constructed bioswale for additional water quality treatment.

With many agencies involved, requirements many times conflicted and economically viable solutions needed to be found. Every time an apparent roadblock arose, Intech met the challenge, designing the site in strict conformance to the requirements of all Federal, State, County, and local agencies.





# Representative Recreational Project

## Aurora Sportsmen's Club – DeKalb County, Illinois

**Client:** Aurora Sportsmen's Club

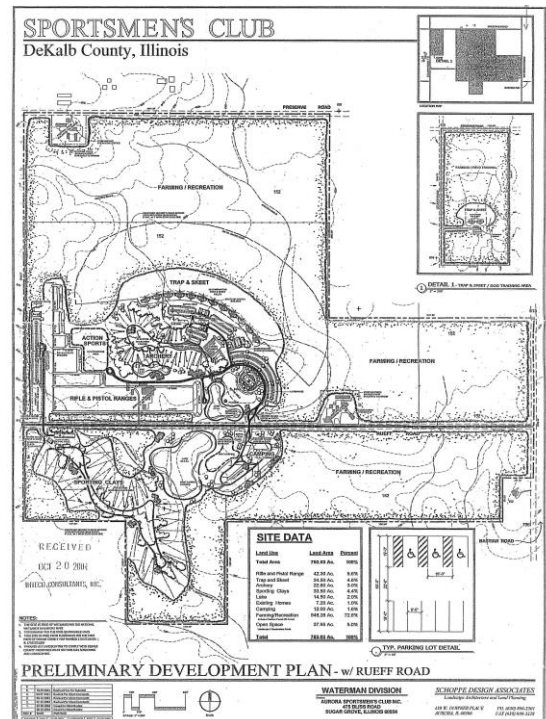
The Aurora Sportsmen's Club located near Waterman, Illinois a project that presented challenges on many levels.

When the Club decided to relocate their facilities to the Waterman site, they wanted to create a state-of-the-art complex for many different shooting sports – rifle and pistol ranges, trap and skeet, archery, and sporting clays, to name a few. Along with the multiple ranges for each sport to allow for competitions, ancillary uses such as dog training areas, spectator areas and parking lots, camping areas, maintenance buildings, separate “clubhouse” buildings for the various sports, and convenience store facilities are included.

During the due diligence/ preliminary approval phase of the project, Intech Consultants was retained to prepare a comprehensive traffic study to establish the traffic impact of such a facility upon the largely rural and unimproved roadways in the area, and recommend the necessary improvements that would be required.

Although the initial engineering design for the site improvements were completed by a club member, immediately after the start of construction it quickly became apparent that a significant portion of the facility would need to be redesigned to introduce greater efficiencies in the earthwork and drainage aspects of the project, including floodplain impacts due to the large upstream tributary area. Because construction had already commenced, this extensive redesign would have to be accomplished quickly while construction continued, with close coordination between the designers, the Sportsmen's Club, the contractor, and the various regulatory agencies.

Intech Consultants was retained for this major redesign effort in order to take advantage of Intech's proven track record and organizational talents in dealing with the development of large projects, fast-tracking of design and construction, and extensive experience with floodplain design and permitting. In addition, to assist the Club to more accurately monitor and control the construction process, Intech Consultants was also retained to provide construction inspection and oversight services, as well as construction layout of the various improvements.



## **Memorandum Report**

**Revised July 30, 2021**

A preliminary engineering review was conducted relative to the revised site and engineering plans pertaining to the proposed Islamic Center campus development that is proposed along 248<sup>th</sup> Avenue opposite Honey Locust Drive in the City of Naperville, IL.

Haeger Engineering was retained to review the revised plans and comment on the civil and traffic engineering issues related to the proposed over all development and to determine any potential impacts that could affect the health, safety, and welfare of the surrounding land uses and the public in general. Haeger Engineering was not retained to review the suitability of the proposed land use to be developed on the subject property or any financial impacts on the property values of the surrounding properties.

### **The development negatively affects the health, safety, and welfare of the surrounding land uses and the public**

Our traffic analysis highlights safety concerns:

- No adequate space for left-turn queues creating dangerous conditions
- Addition of a traffic light increases accident potential
- One lane driveways create dangerous overflow conditions and back-ups on 248<sup>th</sup> Avenue
- The north / south driveway constraints force dangerous vehicle movements
- The Phase I plan does not show full access for emergency response equipment
- LOS F represents extreme congestion that will cause delays and lead to serious accident potential
- Traffic delays exiting the site violates the standards for a safe development

Deficiencies identified in the KLOA traffic study:

- KLOA did not use appropriate accident data thus minimizing reports
- Traffic diversion is not realistically addressed in the KLOA study
- The KLOA analysis was limited to the adjacent roadways and does not address the regional impact
- KLOA analysis did not consider the internal circulation system within the development to make sure that there would be no traffic backups onto 248<sup>th</sup> Avenue

### **Conclusions and Professional Opinions**

**A development of this size should be located along major arterial highways with access points from multiple roadways**

Haeger Engineering is not commenting on the type of land use or the components that are being considered for this property. The comments made pertain solely to civil and traffic engineering issues related to a development of this size. The size of this development and the number of parking spaces is comparable to large commercial developments like a Costco Warehouse, Sam's Club, Wal-Mart store, an automobile dealership, etc. Those types of developments are located along major arterial highways with multiple access points from two or more





roadways. A major development of this size and land use components should be located on major roadways like Route 59 in order to mitigate and reduce congestion and not in an area surrounded by single family subdivisions.

### **Too many parking spaces has resulted in inadequate circulation and design issues**

The proposed site plan must be re-designed based on the required geometric design of the internal circulation system, access requirements, pavement widths, storage and loading areas, circulation requirements for service vehicles, etc. The site plan that was submitted is not an accurate layout to serve the development. The overall parking supply will be reduced from what is indicated in the parking report.

### **The site is too small and has inadequate frontage for a development of this size**

This is a relatively small parcel for a development of this size. There is inadequate site frontage along 248<sup>th</sup> Avenue. The plan as submitted will create considerable congestion due to the turning movement conflicts at both driveway openings. The petitioner should consider a site on a major arterial such as Route 59.

### **The traffic report is inadequate and extensive roadway improvements are required along the full length of 248<sup>th</sup> Avenue to support this volume of traffic**

The traffic report does not adequately address how the existing streets within the adjacent subdivisions will be impacted by patron traffic using those streets as short cuts to reach 248<sup>th</sup> Avenue which is the only access road that will serve the property. The petitioner is assuming that the City of Naperville will widen and finance the reconstruction of 248<sup>th</sup> Avenue. Full widening improvements including left and right turn storage lanes are required in the initial phase of the proposed development. Likewise, extensive improvements are required along the full length of 248<sup>th</sup> Avenue based on the project site generated traffic volumes coupled with the existing traffic and the direction of approach and departure patterns for this development.

### **Detrimental light impacts to adjacent properties**

The initial Photometric Plan submitted to the City failed the code requirements and an updated detailed site lighting plan was not submitted as a part of the overall site engineering plan. Even if direct cutoff and shielded luminaries are provided, the number of parking lot lights will cast a glow or glare that can be seen from a distance. This would be like driving near a large commercial shopping center parking lot, a car dealership, and even a school athletic field. The light glare will have a detrimental impact on the adjacent single-family homes.

## **Document Review**

Revised documents were reviewed to date in order to provide appropriate comments relative to potential impacts that can be generated by the proposed development if constructed along 248<sup>th</sup> Avenue opposite Honey Locust Drive in the City of Naperville. The documents that have been reviewed to date include:

- Revised Master Site Phasing Plan as prepared by Dome Designers
- Auto Turn Exhibit as prepared by Intech Consultants, Inc
- Traffic Impact Study as prepared by Kenig, Lindgren, O'Hara, Aboona, Inc. (known as KLOA)
- Revised Parking Study for the Islamic Center as prepared by Intech Consultants, Inc.
- Revised Phase 1 Plan as prepared by Intech Consultants, Inc.
- Revised Overall Phasing Plan as prepared by Intech Consultants, Inc.
- Revised Phase 1 Preliminary Engineering Plan as prepared by Intech Consultants, Inc.



- Revised Overall Preliminary Engineering as prepared by Intech Consultants, Inc.
- School Dropoff Plan as prepared by Intech Consultants, Inc.
- School Dropoff Summary Explanation
- Master Site Plan as prepared by Intech Consultants, Inc.
- Narrative Description of the project assumed to have been prepared by the Petitioner

As indicated, the above referenced documents and related revised plans were reviewed and analyzed. The documents contain information about the proposed development but in our professional opinion there are items of major concern that need to be identified and discussed. Any proposed development must be able to be integrated into an area that would not have any impact on the surrounding land uses and would not have an impact on the health, safety, and welfare of the general public. The proposed use is a large mixed-use development that is to be constructed on a relatively small parcel of land. The larger the development on a small parcel of land could lead to major impacts and items of concern. Listed below are the preliminary comments that have been generated to date relative to the documents that have been reviewed for the proposed Islamic Center Development along 248<sup>th</sup> Avenue.

## **Master Site Plan**

The revised Master Site Plan was reviewed from an engineering standpoint and not from a land planning or land use basis. The engineering review comments based on the revised plans and documents include:

1. A detailed land plan identifies all the components that are to be constructed with the subject property. The land plan should be prepared based on a current property survey but was not provided in order to determine if everything will fit into the parcel. The revised documents that were received to review did not include a boundary survey of the property. Because of the extremely large parking lot it is difficult to determine if the entire parking lot can fit on the property and meet the required setbacks.
2. The revised Master Site Plan/land plan does not include the required parking lot setback dimensions along the property lines
3. The turning radii at the site entrances are required to be shown to determine if large service vehicles can enter and exit the property without running over the curbs. Larger radii at the site entrances and at the entrance into the various parking aisles may need to be expanded which can reduce the overall parking supply. A properly scaled drawing is required.
4. The main driveway entrance should be a minimum of two traffic lanes in each direction in order to allow patron traffic to properly and easily enter the parking aisles and prevent traffic backups out onto 248<sup>th</sup> Avenue. Widening the entrance aisle will reduce the parking supply.
5. The turnaround/cul-de-sac in front of the building is too narrow and needs to be expanded. The reason will be explained in another review section. The expansion of this turn around will reduce the parking supply.
6. The long dead-end parking aisles along the north, west, and south sides of the development will create circulation conflicts and massive delays.
7. The City requires curbing along the parking lot. No curb is indicated along the east curb line and the detention pond.
8. The plan indicates that the top of the east bank of the detention pond is right against the east property line. There is insufficient space for a proper setback for safety reasons and for landscaping. The proper setback



- should be at least ten (10) feet plus one (1) foot for every foot of depth of the detention pond. If the pond is six (6) feet-deep, then the setback should be 16 feet.
9. The site plan includes one (1) very small trash enclosure. This is totally inadequate for a development of this size. Expanding the trash enclosure area will reduce the parking supply.
  10. The site plan does not indicate a dedicated pathway to the detention pond for maintenance purposes.
  11. It appears that there is inadequate outdoor storage space for a development of this size. Any expansion of storage space will reduce the overall parking supply. The City code should be reviewed to determine how much storage space is required.
  12. With all the proposed youth activities, additional bike rack spaces maybe required.
  13. The site plan indicates a proposed monument sign at the main access drive. The placement of this sign should be based on the ultimate pavement cross section of 248<sup>th</sup> Avenue to prevent sight distance restrictions at that entrance. The proper sign location will reduce the proposed parking supply.
  14. The site plan should include the west right-of-way (ROW) line along 248<sup>th</sup> Avenue due to the required and possible widening in the future by the City of Naperville.
  15. Because of the size and land use components of the proposed development, this property will be served by large service vehicles including tractor trailer trucks. The site plan does not take into consideration these types of vehicles. Maneuverability and circulation are critical. The site plan may need to be adjusted which in turn will affect and reduce the parking supply.
  16. City Ordinances need to be checked to see the actual required number of loading spaces for this land use and related components. Additional loading spaces maybe required which will the reduce the proposed parking supply.
  17. The Phase 1 site plan indicates a temporary turn around at the northeast corner of the phase line. Fire protection is a critical element and around the building access is required. The phase plan does not comply with this requirement. The Phase 1 plan does not show full access for emergency equipment.
  18. The Phase 1 plan does not include the turnaround/cul-de-sac in front of the building. Emergency access for fire equipment is also needed in front of the building.
  19. From an engineering viewpoint, the larger the development means more access points are needed to enter and exit the site and not to cause backups into the adjacent street
  20. The plan goal of the petitioner is to provide an efficient traffic circulation plan. However, the full access driveway is at the south end of the development. Northbound movements desiring to enter the north driveway will conflict with the southbound traffic trying to enter the driveway. This condition does not provide efficient traffic circulation.
  21. With most of the proposed parking to be located on the west and north sides of the development, the driveways are in the wrong location.
  22. The proposed south entrance driveway is too short in length. Entering vehicles must then make a quick left turn in order to enter the west parking lot in Phase 1. Traffic backups will occur out onto 248<sup>th</sup> Avenue. The same situation will occur when the remaining phases are constructed.
  23. The overall site plan is inefficient from a civil and traffic engineering viewpoint.

## **Auto Turn Exhibit**

An Auto Turn exhibit was prepared based on an overall vehicle length of 45 feet. This is not an accurate description of the path of the vehicle, nor does it indicate that any large size vehicle can circulate through the property. The review comments include:



1. The City fire department/Fire Prevention Bureau needs to verify that this will be the largest fire truck that will enter the site.
2. Because of the size, density, and height of the buildings that are proposed, larger and longer equipment will enter the site in an emergency. Likewise, larger service trucks will enter the site as well and the current geometry of the curb radii is insufficient. This will affect the overall parking supply.
3. The exhibit does not indicate how the 45-foot-long truck will enter the property from 248<sup>th</sup> Avenue. The correct plan should indicate that the rear wheels can stay on the pavement and not drive over the lawn area. The pavement radii must be increased/ expanded.
4. The entering vehicle must then cross over into the outbound lane in order to make the right turn and go south. The curb radii adjacent to the 12-car parking spaces must be expanded which will reduce the parking supply in that area of the site.
5. As that vehicle approaches the main entrance it cannot enter the turnaround area in front of the building. As a matter of fact, the exhibit indicates that the fire truck is hitting the curbs on the curved section of the parking aisle. The same condition exists along the curved section just south the entrance driveway. The pavement area needs to be widened which in turn will reduce the parking supply.
6. Examination of this exhibit clearly indicates that the 45-foot fire truck cannot circulate around the turn around/cul-de-sac in front of the building without hitting the parked cars in the handicapped spaces and even the curbs. The turnaround pavement must be widened which will reduce the parking supply.
7. A circulation plan is required to indicate how the east, north, and south sides of the building will be served in Phase 1 if no pavement is to be installed. The fire department requires full access around all sides of a building of this type and size.
8. The exhibit does not indicate how any large size vehicle can circulate around the temporary turnaround area as indicated on the Phase 1 Plan.
9. A correct land plan is required along with an Auto Turn exhibit in order to prove that emergency equipment can properly circulate through the property in all phases of the proposed development.

### **School Dropoff Plan**

1. The petitioner did not provide an Auto Turn Exhibit to support this plan.
2. If this plan will also include school busses, then the turning radii are too tight to adequately accommodate the busses in front of the building and at the east end turnaround.
3. A significant number of back-ups will occur in the aisles because of vehicles waiting for students that will ultimately back out onto 248<sup>th</sup> Avenue.
4. This plan is basically a circulation plan. A designated drop-off area is not indicated on the plan.

### **Traffic Appraisal Study**

A revised traffic and analysis study was not submitted with the revised site development plans. Modifications were made to the overall square footage of the proposed buildings and the parking supply of 719 spaces was increased to 726 spaces without any land banked spaces. There are issues that need to be addressed with respect to traffic. The previous comments were reviewed. Any changes were included in the following paragraphs.

The KLOA traffic report does include the proper information that must be included in such a study which includes the identification of existing roadways, land use description, anticipated approach and departure patterns, existing and projected traffic volumes, a capacity analysis and related recommendations. However, it is our professional



opinion that because of the size and density of the proposed development with the various land use components, additional items should have been analyzed and considered. For any development to be viable, it must have safe, convenient, efficient, and suitable access. The proposed development will only have access from one local street. The review comments related to the traffic study include:

1. The study discusses the section of 248<sup>th</sup> Avenue in the vicinity of the site. Since this road will be the only access point to the property, additional information should have been included and analyzed with respect to the roadway intersections at 95<sup>th</sup> Street, 103<sup>rd</sup> Street, and at 111<sup>th</sup> Street.
2. It appears that the analysis is limited to the adjacent area and not on a regional basis.
3. The proposed land use and the related components will not just attract traffic in the local surrounding area but also from areas several miles away from the site. The approach and departure estimate indicates that 60% of the traffic will come from the north and the remaining 40% will approach and depart to the south. This report should indicate how those distributions were determined and provide some type of a service area map indicating what roads are leading to 248<sup>th</sup> Avenue to deposit that traffic.
4. The report should identify what streets were used to generate the 60% of the traffic from the north. How much traffic will use such roadways as Wolfs Crossing, 95<sup>th</sup> Street, Lapp Lane, Trumpet Avenue, and other local streets north of the site.
5. The report should identify what streets were used south of the site to generate the remaining 40% of the site destined traffic volumes. How much traffic would enter from the south from both sections of Honey Locust Drive, 103 Street, 111<sup>th</sup> Street, Landsdown Avenue, etc. It is critical to include this information because it could increase the accident potential on the various local streets.
6. Additional information and analysis should have been presented with respect to the use of the Tall Grass Greenway Trail just north of the subject property. This is a major recreational amenity that will be impacted by the proposed development. The only comment made was that it is being investigated by the City as a part of a potential roadway improvement along 248<sup>th</sup> Avenue. If the roadway is not widened for several years, then the trail will be impacted by the increased traffic volumes due to the proposed development.
7. The traffic report indicates that the City of Naperville is currently conducting a “Phase 1” study for improving 248<sup>th</sup> Avenue between 95<sup>th</sup> Street and 103<sup>rd</sup> Street. The report also includes the term “will likely” include certain improvements. A Phase 1 study is basically a preliminary plan for an improvement. Funding will be a major issue before any timetable for construction is established. Therefore, this project should have been analyzed based on no involvement with a city widening project.
8. Even if the roadway is widened in 2024 as indicated, the traffic congestion on 248<sup>th</sup> Avenue will be horrendous. Roadway widening will be done in phases. A bypass lane must be constructed, and the traffic lanes are adjusted when one half of the roadway is removed and then widened. In addition, all roadway utilities must be installed. This roadway cannot be widened and completed in 12 months. The existing power poles along the roadway must be relocated first before any roadway work can commence.
9. This project must construct the necessary offsite roadway widening improvements in order to support the projected traffic volumes destined to this property in advance of any City widening improvement. This is necessary to protect the safety condition along the roadway. The revised site plans indicate a proposed left turn lane at the south entrance. However, no documentation was provided to determine if the required storage length of the turning lane is adequate.
10. KLOA indicated that they obtained traffic accident data from IDOT (Illinois Department of Transportation). The report should have also included accident data from the City of Naperville Police Department because not all accident data is submitted to IDOT.





11. The report adequately discusses the phasing of the project and the peak operating times of the land use components. There will be conflicts with the site generated traffic volumes and the existing through traffic volumes on the street system that must be resolved.
12. The report did not consider the conflicts between the northbound site traffic bypassing the south driveway attempting to enter the north driveway with the southbound site traffic attempting to make the left turn into the south driveway. These conflicts will create extreme time delays and traffic backups and congestion on 248<sup>th</sup> Avenue. These conflicts cannot be properly handled with Islamic Center personnel and police officers to control traffic. If you stop the southbound traffic to allow northbound traffic to either enter the south driveway or go to the north driveway, then there will be considerable congestion and delays to the north and prevent through traffic to move. The opposite will occur when you stop the northbound traffic and allow the southbound traffic to enter the south driveway.
13. The overall site plan should be redesigned to provide better access and circulation. This way the traffic could enter and exit the site more efficiently.
14. The projected Friday site traffic will cause extreme congestion along 248<sup>th</sup> Avenue. Through traffic volumes will be impacted without full pavement widening and appropriate turn lanes.
15. With the inclusion of the proposed school, the traffic volumes will increase during the critical AM and PM peak street traffic hours. Additional roadway widening improvements will be needed. It appears that the petitioner is expecting the City to resolve the traffic problems by widening and financing the roadway improvements along 248<sup>th</sup> Avenue.
16. The same impacts will occur when the multi-purpose hall and the gymnasium is constructed. Additional traffic volumes will be added to 248<sup>th</sup> Avenue not only during the day but into the night and on weekends. This will result in future delays and will add more unnecessary traffic on local streets such as Honey Locust Drive, Lapp Lane, Landsdown Avenue, etc.
17. Figures 6, 7, 8, and 9 indicate that site generated traffic will also use the nearby local streets. KLOA does not indicate if those trips come from within the local subdivision or are trips using those streets as a short cut from Route 59 located to the east of the subject property.
18. The KLOA report does not analyze what improvements would be required off site near 248<sup>th</sup> Avenue and 95<sup>th</sup> Street. Overall, they project that 60% of the site traffic will come from the north.
19. KLOA does not indicate what improvements would be needed at 248<sup>th</sup> Avenue and 103<sup>rd</sup> Street because they project that 40% of the traffic will come from the south.
20. The KLOA analysis does not include or consider the need to provide right turn storage lanes at the site entrances in order to accommodate turning movements into the site in order to allow through traffic to move with minimal delays
21. I agree with KLOA's findings that the Level of Service (LOS) at certain locations is at LOS F. This represents extreme congestion that will cause delays and lead to serious accident potential
22. It appears that the KLOA report is basing their findings and conclusions on the fact that 248<sup>th</sup> Avenue will be widened by the City of Naperville. They state many times in their report that they "assume" that 248<sup>th</sup> Avenue will be widened. Any proposed development must stand on its own and construct the necessary improvements to support that development.
23. The KLOA analysis did not consider or analyze the internal circulation system within the proposed development to make sure that there would be no traffic backups onto 248<sup>th</sup> Avenue.
24. The KLOA analysis did not include if service or emergency equipment could properly enter and exit the property without causing any delays or circulation problems.
25. The KLOA analysis assumes, and they have stated many times that "Further, given that the ICN has committed to use traffic control personnel/police officers at this intersection during prayer services and other large services/events, the traffic control personnel/police officers will be able to monitor the queue and ensure that it does not exceed the left turn lane". No information was provided on how those people



- would be able to control the conflicts identified in Item 12 above without turning movement volumes backing up into the one lane through lane or even if the roadway was widened.
26. It appears from the KLOA signal warrant analysis that a traffic signal would not be approved at Honey Locust Drive and 248<sup>th</sup> Avenue. Before any signal can be constructed it must meet certain warrants as KLOA identified. The City of Naperville is required to meet all standards and requirements before approving any improvement for construction. IDOT and the Federal Highway Administration have standards that must be complied with including the installation of traffic signals.
  27. On Page 28 of the report, KLOA states that traffic will be able to exit onto 248<sup>th</sup> Avenue but may experience some additional delay during peak periods. This position violates the standards for a safe development. As previously indicated, for a site to be viable it must have safe, convenient, efficient, and suitable access.
  28. KLOA states that the Tall Grass Greenway Trail crossing will need to be relocated further north to allow for a proposed left turn lane improvement. They did not provide any information relative to where the trail had to be relocated to support the roadway improvement.
  29. The report should have included an analysis of the parking lot layout and building location to achieve a better access and a circulation plan to prevent or reduce delays along 248<sup>th</sup> Avenue.
  30. On the bottom of Page 38 of the report, KLOA states that “The length of the proposed 248<sup>th</sup> Avenue left-turn lane and/or taper serving the south access drive will need to be reduced by approximately 50 feet as the end of the left-turn lane taper will encroach on the location of the north full access drive”. This recommendation has no basis for providing safe and proper access to a site. The length of a left turn storage lane is determined not only by the number of left turns but also by the posted speed limit along the roadway and certain design standards. The City of Naperville must approve projects complying with not only their standards but also standards of other regulatory agencies such as IDOT. Table 3-205.05a of the IDOT Design Manual sets forth certain design standards for roadways within the State based on the speed of the roadway. The posted speed limit on 248<sup>th</sup> Avenue is 45 mph. According to IDOT Standards (which Naperville follows), the required length of the entrance taper into a left-turn storage lane on a 45mph roadway is 210 feet. The overall length of the entrance taper and storage lane is 375 feet. The required length of the storage lane is then 165 feet. This design length allows a driver to enter the storage lane at the posted speed limit and then slow down to make the turn. This distance allows vehicles to get out of the through lane in order to reduce delays and potential congestion. According to the projected left turn movements in the year 2050 (Figure 9), there will be 208 movements during the mid-day peak hour at the north driveway, and 140 turns during the same time period at the south driveway.
  31. A rule of thumb that is generally followed is that the length of the storage lane should be a minimum of one foot per turning movement. The south driveway storage lane cannot be reduced by 50 feet as stated and recommended.
  32. Design exceptions to storage lanes are not considered to be appropriate for new developments. Design exceptions have been included in roadway widening projects on existing roads when it affected the damages to the remainder of existing developments under the Eminent Domain process. In this case, there is no existing development on the subject property (other than one single family home that will be razed) and there is no Eminent Domain matter in place.
  33. It appears from a civil and traffic engineering viewpoint that there is insufficient site frontage along 248<sup>th</sup> Avenue to support the proposed development. There is also an insufficient number of access points to accommodate the projected traffic volumes without causing congestion and delays.
  34. In our opinion the traffic study needs to be modified based on the preparation of a correct land plan that includes correct geometry, setbacks, pavement dimensions, accurate number of parking spaces, lane widening improvements, etc.
  35. The traffic study did not consider or analyze the impact of access restrictions (such as at Wolfs Crossing) due to the existing Canadian National Railway line located just to the west of 248<sup>th</sup> Avenue. If 60% of the



site traffic will be generated from the north, then in our opinion the rail line will have an impact on site access.

36. As mentioned above, the traffic study provides data and studies adjacent to the site. The report appears to be simply an ingress/egress report and not a comprehensive report dealing with access from a single roadway with two closely spaced driveways.

## **Parking Study**

In our opinion the parking study simply indicates that the proposed parking supply meets City Code based on the land plan that was presented to the City. As stated in the above review comments, many geometric changes are required in order to ensure proper access and internal circulation:

1. Internal pavement widths are inadequate to accommodate not only patron vehicles but also large service vehicles including but not limited to fire equipment, delivery trucks, and disposal trucks.
2. Additional loading docks and storage space maybe necessary.
3. The trash enclosure area needs to be expanded because of the size and density of the proposed development.

These items, when properly included in a correct land plan, will affect the overall parking supply. The supply numbers within the report will be reduced. At that time, it can be determined if the supply meets code.

## **Engineering Plan**

A proper engineering plan is necessary to serve and accommodate any proposed development plan. Intech Consultants, LLC has prepared a plan that appears to contain the necessary utility improvements to serve the proposed development but there are items of concern that need to be confirmed before any approvals can be granted in our opinion. The items of concern include:

1. The proposed project, along with its land use components, is a major development that will require a large source of water for domestic and fire flow purposes. It is realized that these are only preliminary plans and are not being submitted or reviewed for final permit purposes, but the existing system needs to be properly analyzed if the system can support this development.
2. Static and residual flow tests should be conducted to determine if there is an adequate water supply to serve this development without affecting the adjacent land uses. Water storage tanks and booster pumps maybe necessary to be included in this development. If so the placement of these facilities would affect the land plan and further reduce the necessary parking supply. Fire flow tests should also be conducted to determine the required volume of water needed to serve the proposed fire protection system.
3. The engineering plan indicates two points of connection to the City's existing water line. One connection point is at Honey Locust Drive and the second point is at the northwest corner of the site on the west side of 248<sup>th</sup> Avenue. If there is a water main break, the development would be severely impacted by this condition. Large scale developments (which this is) need multiple water supply points. A water line should be extended into the site from the north and from the east to provide a proper water supply. Subdivision



plats should be investigated to determine the locations of any easements that can be used in order to construct additional water supply lines to adequately serve the site.

4. The proposed 6-inch water line on the west side of the building should be increased to a 12-inch line for better fire flows.
5. The engineering plan indicates that sanitary sewer service will be extended into the property from an existing sanitary manhole on the south side of Honey Locust Drive and 248<sup>th</sup> Avenue. Does the downstream sanitary sewer have the capacity to accept the projected flows for this large-scale development. The size of the downstream sewer is not indicated on the preliminary engineering plan. Considerable discharge flows will be generated from the multi-purpose hall, the school, and the gymnasium.
6. The sanitary sewer to serve the proposed gymnasium should have its own sewer service lateral and not be extended through the school building. Each building should have its own sewer line because if there is a sewer problem within the school building then the gymnasium would not have a working sewer and would have to be shut down until the necessary repairs are made.
7. The engineering plan indicates that the storm sewer outlet from the proposed development will be connected to an existing 18-inch storm sewer along the northside of the Tall Grass Greenway Trail. The Petitioner needs to provide proof that an easement can be obtained to connect to this sewer.
8. Does the 18-inch offsite storm sewer outlet have the capacity to accept the discharge flows from the proposed development.
9. The volume and size of the storm water detention system is also governed by the available capacity of the receiving system. If the offsite sewer has limited capacity, then the onsite storm water detention basin would have to be increased in size.
10. No information was provided with respect to the path of the overland storm water flow route from the detention basin at the proposed high-water elevation. How will that flow not impact the existing greenway trail.
11. It appears that the top of the bank of the detention pond is at elevation 688. The existing ground elevation in the rear yards of the existing homes to the east is generally at elevation 687. That means that there will be surface water runoff between the top of the berm and the east property line which will discharge onto the adjacent properties.
12. As previously indicated in the review of the site plan, the proposed detention facility should be shifted to the west and a minimum of at least a 16-foot setback should be provided. The outfall storm sewer along the east property line could be constructed within that setback area to collect surface water runoff from the berm and not create any drainage problems for the adjacent single-family homeowners.
13. An adequate setback area along the east property line is also required for maintenance purposes, for a landscape buffer, and for safety reasons. A fence should also be provided because a large detention facility such as the one being proposed can become an attractive and potentially dangerous nuisance.
14. The proposed detention basin will have a flat bottom. This type of design will become weed infested because the bottom will not dry out and it will be extremely difficult to mow the lawn. A wide paved sloped bottom swale should be included in the design.
15. Sloped paved swales should be provided between the entering discharge pipes into the basin to the outlet structures on the east side of the basin.
16. Drainage issues are also a concern along the north and south sides of the proposed parking lot. With a minimum setback as indicated on the plan, it must be proven that no surface water runoff from this development will discharge onto the adjacent properties.
17. A detailed site lighting plan was not submitted as a part of the overall site engineering plan. Even if direct cutoff and shielded luminaries are provided, the number of parking lot lights will cast a glow or glare that can be seen from a distance. This would be like driving near a large commercial shopping center parking lot, a car dealership, and even a school athletic field. The light glare will have an impact on the adjacent



single-family homes. Because of the size and type of use of the proposed development the lighting system will be active during all nighttime hours. This will also result in being an unattractive nuisance.

## **Proposed Development**

The proposed Islamic Center development parcel is to be constructed on a 13.63-acre vacant parcel of land that also contains a single-family home at the extreme southwest corner of the subject property. The anticipated development is proposed to be constructed in roughly five (5) phases over at least a forty (40) year period. However, it is necessary to review the entire proposed development at this time and not on a phase or on a piece meal basis.

The ultimate and potential development as proposed by the petitioner in all five phases will consist of the following land use components:

- Mosque Worship Space 31665 sq. ft
- School building 41,749 sq. ft.
- Multi-Purpose Hall 22,226 sq. ft.
- Gymnasium 25,595 sq. ft.
- Parking spaces 726 spaces

The proposed development will be developed in five (5) phases based on the revised overall site plan. The development phases consist of the following:

- Phase 1 Mosque 28,400 sq. ft.
- Phase 2 School 41,749 sq. ft. in 2030
- Phase 3 Multi-Purpose Hall 22,226 sq. ft. in 2040
- Phase 4 Gymnasium 25,595 sq. ft. in 2050
- Phase 5 Mosque Addition 3,265 sq. ft. in 2060

A review of the documents indicate that the ultimate size of the Mosque will be increased from 29,478 sq. ft. to 31,665 sq. ft. The school building size has not changed since the initial view of the project. The size of the Multi-Purpose Hall will be reduced in size from 22,814 sq. ft. to 22, 226 sq. ft. The size of the Gymnasium will be reduced from 26,852 sq. ft. to 25,595 sq. ft.

Revisions were also made to the parking lot. The original overall plan included 719 spaces and 182 spaces that would be land banked if an additional supply was needed. The revised plan being proposed will contain 726 spaces and no land bank spaces.

Haeger Engineering reserves the right to modify, add, or change their opinions if additional or revised documents are submitted to the City of Naperville.



**From:** Joe E. Zgonina <joe-z@haegerengineering.com>  
**Sent:** Saturday, July 31, 2021 1:07 PM  
**To:** Dan Shapiro  
**Subject:** Islamic Center Naperville

July 31, 2021

Dan:

In my original Statement of Opinions Report dated March 25, 2021, I made reference for the need to determine where the right-of-way (ROW) line was along 248<sup>th</sup> Avenue. The Petitioner provided a revised master site plan and preliminary engineering plans. Those documents did not contain any information regarding the location and or width of the ROW. The revised plans indicated a slight increase in the proposed building square footage, a slight increase in the parking supply, the elimination of the land backed parking spaces, and the inclusion of a left turn lane on 248<sup>th</sup> Avenue into the south entrance of the proposed development.

The ROW width is a very critical issue with respect to this development. Other than the left turn lane that they are proposing, they did not include the need for right turn lanes into their driveways as well as a future southbound to westbound right turn lane on 248<sup>th</sup> Avenue at Honey Locust Drive when the existing roadway is widened by the City of Naperville. Right turn lanes into the development is necessary in order to not impact the through traffic volumes on 248<sup>th</sup> Avenue

When 248<sup>th</sup> Avenue is widened, the basic cross section will consist of two southbound and two northbound through lanes (which contains 48 feet), a median with a left turn lane (which contains 16 feet), a right turn lane at Honey Locust (which contains 12 feet) and at least a 10 foot wide parkway on each side of the roadway for utilities and a sidewalk. Therefore, the minimum ROW width would be 96 feet or roughly 100 feet. When you add the required right turn lanes into the development you need an additional 12 feet of ROW.

The actual existing ROW width must be determined at this time and be included on the site plan. In addition, the City of Naperville has a required setback distance between the ROW line and the back of curb of the parking lot.

This project must be reviewed and if approved must be based on the ultimate and required ROW width along 248<sup>th</sup> Avenue adjacent to the site. If additional ROW is required it must be dedicated as a condition to the approval process. If additional ROW is required, then the site plan and parking lot layout must be pushed to the east into the open area on the west side of the proposed retention basin. However, the retention basin has to be shifted to the west in order to prevent site runoff from entering the properties to the east of this site.

These issues can affect the site plan with respect to the proposed parking supply. In my report, I pointed out issues with respect to internal circulation, the geometrics of the driveway aisles, the small trash enclosure, the loading dock, the school drop-off area, etc. The petitioner and his consultants have not properly demonstrated how large equipment such as 53 foot tractor trailers can get into the loading dock and circulate through the site. Likewise, their fire truck circulation plan was based on a smaller type truck. As mentioned in the report, they need to verify the type of fire equipment that would service this site. In my opinion, changes in the circulation plan coupled with the ability for large trucks to move through the site will create a loss in an available parking supply. That being the case, the overall building square footage would need to be reduced.

Even though the proposed development is scheduled to be fully developed over at least 40 years, it should be noted that as each phase is being constructed there will be internal circulation and parking problems. Large construction equipment will be needed to construct those future buildings. Parking areas will be affected as well as the internal circulation aisles. Entering passenger vehicles will have difficulties entering the parking lot and attempting to park their cars without backing up out onto 284<sup>th</sup> Avenue.

Phase 5 includes the expansion of the Mosque and the construction of the 136 parking spaces. The Phase 3 parking lot will basically be lost when the construction occurs on the Mosque expansion. An area will be need for equipment, material storage, etc. Further circulation and parking problems will occur.

Based on the above issues and the opinions outlined in the updated report, the items of concern that need to be properly evaluated are:

- The ROW width along the site frontage on 248<sup>th</sup> Avenue
- A proper and calculated site and internal circulation plan
- The relocation of the retention basin to control site runoff to the east

Joseph Zgonina, PE

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Senior Associate

**AREAS OF EXPERTISE:** Consulting Civil, and Traffic Engineer

**EDUCATIONAL BACKGROUND:** Bachelor Degree – Bradley University, Peoria, Illinois  
Masters Degree – Civil Engineering, Traffic and Municipal Eng.  
University of Wisconsin, Madison, Wisconsin

**PROFESSIONAL ORGANIZATIONS:** American Society of Civil Engineers  
Institute of Transportation Engineers  
Illinois Society of Professional Engineers  
National Society of Professional Engineers  
American Public Works Association

**PUBLICATIONS:** Co-author – “Trip Generation Characteristics of Selected Commercial and Residential Developments”, Traffic Engineering Magazine, March 1971  
Co-author – Fourth Edition of the ITE Trip Generation Manual, 1989  
Author – “Engineering Implications of Eminent Domain CLE International, September 2003  
Author – “Roadway Issues in Urban Development”, Lorman Conference, March 2005  
Author – “Development vs. Hydrology” Law Seminars International, August 2005

**PROFESSIONAL EXPERIENCE:** Barton-Aschman and Associates, Inc.  
Village of Schaumburg  
Marchris Engineering, Limited  
Haeger Engineering LLC

**PROFESSIONAL LECTURER:** -Engineering Seminar, Lorman Education, Rosemont, Illinois, March 2005  
-Traffic Engineering Conference, University of Illinois, Urbana, Illinois  
-Eminent Domain Conference – Chicago Annual Conference, Chicago, Illinois, September 2003  
-Law Seminars International – Chicago Conference, August, 2005

**REGISTRATIONS:** Illinois, Indiana, Wisconsin, Michigan, Ohio, Minnesota, Kentucky, Florida, California, Utah, Colorado, Pennsylvania, Arizona

**APPOINTMENTS:** University Council – Bradley University



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**PLANNING CONSULTANTS MEMORANDUM**

Date: August 12, 2021  
To: Dan Shapiro, Shapiro & Associates  
From: Rolf Campbell Associates  
**Re: Islamic Center of Naperville**

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**Rolf Campbell Associates Background and Experience Summary:**

Pursuant to your request, Rolf Campbell Associates has reviewed the proposed Conditional Use with Variations by the Applicant, Islamic Center of Naperville, and we have summarized our findings in our Planning Consultants Memorandum. Rolf Campbell Associates has been providing Planning and Zoning Services to numerous local municipal clients to conduct reviews of various types of Conditional Uses and Variations for approximately 50 years including various places of worship. Rolf Campbell Associates has also provided Planning & Zoning Services to select non-governmental clients to assist them with their applications for their proposed developments including annexations, zoning map amendments, conditional uses and variations and other approvals including residential builders, commercial & industrial developers and a range of other uses including places of worship. When our client is associated with a place of worship, we do not consider the particular type of the place of worship, and we have provided Planning & Zoning Services in support of some Islamic places of worship and related facilities. When we provide these Planning and Zoning Services related to a place of worship, we consider the intensity of the proposed use or uses as well as the site and its surrounding uses and zoning.

The first documents that we considered significant in relationship to the currently proposed Conditional Use with Variations by the Applicant, Islamic Center of Naperville, and the issues of the intensity of the proposed use is the Annexation Agreement for the subject property and the property restrictions that have been recorded against the subject property. The following is a summary of the proposed conditional use for a religious institution and the issues of the intensity of the proposed use is the Annexation Agreement for the subject property and the property restrictions that have been recorded against the subject property.

The following summary was prepared by Al Maiden, Director of Community Development for Rolf Campbell & Associates and by Chris Heinen, Sr. Planner with Rolf Campbell & Associates. Mr. Maiden was a planner with over 45 years of experience and is a certified planner with the professional designation of AICP. Mr. Heinen is a professional planner that has experience working with both public and private entities, is a resident of Naperville, and has testified on various projects before the Naperville Plan Commission.

**Background Information:**

The Applicant is requesting a conditional use for a religious institution including a school, preschool, gymnasium, and multi-purpose area. The Applicant is also requesting a variance to the front yard setback to allow for a proposed new parking lot. The property is currently zoned R-1A, Low Density Single-Family Residence District.

The proposed development is located along 248<sup>th</sup> Avenue opposite Honey Locust Lane. The Applicant wants to develop the 13.63-acre parcel into the following land uses: Mosque Worship Space, Two-Story School Building, Multi-Purpose Hall, Gymnasium, and associated parking lot. The total building floor area of these proposed uses exceeds 121,000 square feet. A land use of this scale is typically recognized as a regional land use and from a land use planning perspective and is too intensive for the subject property that is located in a single-family area that is more reflective of a lower intensity type of land use pattern at a neighborhood scale. The project's density includes very limited green space and consists largely of impervious surfaces. If this site were to be developed with a residential use that required 700 parking spaces, the development scope would be 311 units, or a density of 22.9 units per acre. This density would exceed what is allowed for multi-family units in the R-4 district and would likely be considered out of place for this single-family area.

Access to the site is limited to a single road and as noted in the Preliminary Engineering Review by Haeger Engineering, "Those types of developments are located along major arterial highways with multiple access points from two or more roadways." It is also noted in the Haeger Review that "A correct land plan is required along with an Auto Turn exhibit in order to prove that emergency equipment can properly circulate through the property in all phases of the proposed development." It is proposed by the Applicant that the construction will take place in 5 phases over a 40-year time period. It is necessary at this time to review the entirety of the proposed development and not on a per phase basis. On July 30, 2021 Rolf Campbell & Associates received a copy of an email from attorney Dan Shapiro with attachments for some revised plan exhibits. The revised attachments include a PDF that included numerous updated site plans, landscape plans, and phasing plans showing an increased buffer to the south. It also showed an increase in the overall size of the mosque and reduced the number of parking spaces, which includes the elimination of land banked parking to the east of the property.

An annexation agreement was approved by Ordinance Number 11-191 on December 20, 2011. Additionally, property restrictions were recorded on the property on January 16, 1998, as Document Number R98-4918. All the restrictions outlined shall extend to and be binding upon the Church Parcel and the successors and assigns of the Church Parcel. There are four areas detailed in the property restrictions:

- A. There shall be a 25-foot open space buffer along the Southerly line of the Church Parcel in which there shall be no buildings, parking lots or other improvements including athletic fields. Said open space buffer shall be professionally landscaped in accordance with the existing City of Naperville landscaping requirements contained in Title 5-10-4, "Perimeter Landscaping". All such improvements shall be done by and at the expense of the Church.
- B. There shall be a 50- foot open space buffer along the Easterly line of the Church Parcel in which there shall be no buildings, parking lots or other improvements including athletic fields, The Easterly 25 feet of said open space buffer shall be professionally landscaped in accordance with the existing City of Naperville landscaping requirements contained in Title 5-10-4, "Perimeter Landscaping". All such improvements shall be done by and at the expense of the Church.



- C. All existing buildings as of this date are excluded from the restrictions of (A) and (B) above. The restrictions contained in (A) or (B) above shall not be construed to reduce any restrictive setback requires of the applicable zoning or building authority.
- D. Any church or other facility constructed on the Church Parcel shall not be metal-sided concrete block (except split-face brick), precast concrete or any shed-like structure. This restriction shall not apply to any structures existing as of this date.

**Conclusion:**

It is our professional planning and zoning opinion that the proposed Conditional Use and Variation applications for a proposed 121,000 square foot mixed use development in a single-family neighborhood, does not meet the Conditional Use or Variation Standards as required under the City of Naperville. Below is our professional opinion and review of documents supporting our opinion.

**The Municipalities Comprehensive Plan:**

Another significant document that we consider in our review of a proposed land use is the municipalities Comprehensive Plan. The City's "In Process" Comprehensive Plan update, dated March 4, 2020 on the City's Website includes text in the draft update that notes that, "For nearly 35 years, planning and policy in Naperville has been guided by a combination of sector and sub-area plans that have addressed issues specific to different areas of the community. The 2019 Land Use Master Plan (The Master Plan) builds on past planning efforts and provided a unified approach to planning in the community." From our professional planning and zoning perspective the proposed draft update to the comprehensive master plan can be considered an appropriate reflection of both the current and the past nearly 35 years of planning and policy in Naperville, and this draft needs to be considered in the planning and zoning review of the proposed conditional use with variations.

The text in the draft update to the City of Naperville Land Use Master Plan also has references in the text in the draft Comprehensive Plan update related to "Place Making" and identifies 6 different Place Types and has text related to "Place Type Transitions." The text under "Place Type Transitions" notes that "A cohesive community is created when place types appropriately connect and transition into each other. The borders between different place types should be not considered hard edges but rather transition areas that integrate the desired character of each place type. The integration of different uses in these areas requires emphasis on site design; building placement, height, and orientation; landscaping; traffic impacts, and buffering. In addition, place types may grow or shrink as uses within transition areas intensify, change, or relocate. Within transition areas, place type boundaries should not be seen as restrictive to development that is aligned with the desired character of adjacent places."

One of the 6 "Place Types" in the "Residential Neighborhood" and within the "Residential Neighborhood" the Primary Uses include "Single Family Detached Homes" and "Supporting Uses" including Single Family Attached Homes, Multi-Family Residential Buildings and Places of Worship. This same Section for "Residential Neighborhood" also includes a sub-section for "Other Designations" with a reference to "Institutional" that "includes all public and semi-public facilities in the City of Naperville that provide services to residents." and "Adjacent Areas" where the text notes that "Generally, institutions are compatible with all other land uses dependent on the size and intensity of each facility." The last sentence under this "Adjacent Areas" sub-section states that "As such, institutions must be deemed appropriate with adjacent uses on a site-by-site basis."

The “Planning Context” under “Residential Neighborhood” includes text that notes that “Land use compatibility of adjacent areas is an important consideration for the “Residential Neighborhoods.” The text further states that “Property values, safety, and overall quality-of-life can be affected by the adverse impacts of adjacent nonresidential activities and encroachment by incompatible land uses.” And “Place types accommodating high intensity uses and activities, such as Employment Centers and Regional Centers should ideally be separated from Residential Neighborhoods. Where uses may conflict buffering should be used to help protect them. Buffering and screening could include fencing, landscaping, berms, increased setbacks and site layout, and developments such as institutional and higher density residential uses.

These concepts from the draft Comprehensive Plan update will be further addressed in more detail in the following Sub-section that will review the Naperville Zoning Standards including the specific standards for Conditional Uses and Variations.

### **The Municipal Zoning Ordinance and Standards for Conditional Uses and Variation:**

Regional Centers are large multi-purpose activity centers which feature a diverse mix of uses from throughout the city. A 26,000 sq ft fitness center and 22,000 sq ft multi-purpose hall are not residential uses. The gym/fitness center and multi-purpose hall are not directly related to religious use and the Applicant has confirmed this by indicating that these buildings will not be allowed to operate during prayer sessions. These buildings fall into the Mixed-Use category which is not consistent with an R-1 zone. Importantly, the proposed non-religious uses for the mosque, such as a gym and multipurpose room, are not allowable conditional uses in the City’s Zoning Ordinance and would need to be evaluated as accessory uses. An Accessory Building or Structure is defined in the Zoning Ordinance as *a subordinate building, structure or portion of the principal building or structure, the use of which is incidental to that of the principal use of the principal building, structure or use of the land*. An Accessory Use is defined in the Zoning Ordinance as *a use incidental to the principal building, structure or use of land*. It should be noted that several area churches do have these uses as part of their religious facility, however, they are much smaller in scale and fit into the overall functionality of the development. Based on the overall square footage of the building and the size of each of these defined uses within the church, it is our professional opinion that these uses would NOT be considered accessory uses.

Section 6-3-8 of the Municipal Zoning Ordinance states the purpose for Conditional Uses as the development and execution of this Title is based upon the division of the City into zoning districts within which districts the use of buildings, structures and land, and the bulk and location of buildings and structures in relation to the land are substantially uniform. It is recognized, however, that there are certain uses which, because of their unique characteristics, cannot be properly classified in any particular district or districts, without consideration, in each case, of the impact of those uses upon adjacent land and of the public need for the particular use in the particular location. Said uses are classified as conditional uses in their respective zoning districts and shall be processed in accordance with Section 6-3-5 of this Code. Any recommendations by the Planning and Zoning Commission and any decision by the City Council shall be predicated on evidence and findings for the following standards for conditional uses.

The following is a review of the Standards per Section 6-3-5 Number 2. Standards for Conditional Uses:

1. The establishment, maintenance or operation of the conditional use will not be detrimental to, or endanger the public health, safety and general welfare.

- a. This standard for a Conditional Use specifically references that the “operation of the conditional use will not be detrimental to, or endanger the public health, safety and general welfare.” This specific reference to “operation” is typical to Standards for a Conditional Use in numerous municipalities and typically a proposal for a Conditional Use will include details regarding the “operation” characteristics of the proposed Conditional Use and the “conditions” that many municipalities address include limits on details such as the hours of operations, after hours lighting to security light level only and other “conditions” related to the “operation” of the Conditional Use.
  - b. Also as noted in the Haeger Engineering, Preliminary Engineering Review “It appears from a civil and traffic engineering viewpoint that there is insufficient site frontage along 248<sup>th</sup> Avenue to support the proposed development. There is also an insufficient number of access points to accommodate the projected traffic volumes without causing congestion and delays.” It is also noted in the Haeger Engineering Review that “A correct land plan is required along with an Auto Turn exhibit in order to prove that emergency equipment can properly circulate through the property in all phases of the proposed development.
  - c. Considering the proposed intensity of this Conditional Use including the plus 121,000 square feet of building floor area, which includes a large area for a multipurpose and gymnasium and do not meet the definitions of an accessory use or building and is located in a predominantly single family neighborhood, the lack of detail regarding appropriate buffering for the existing abutting single family homes, the overall traffic impacts including emergency access issues, and the lack of detail regarding “operation” characteristics of the proposed Conditional Use, it is our professional planning and zoning opinion that the currently proposed Conditional Use does not meet this Conditional Use Standard as required under the City of Naperville.
2. The conditional use will not be injurious to the use and enjoyment of other property in the immediate area for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood.
- a. As noted in the report from Linberger and Company, LLC, the conclusions presented state the size and scope of the development will result in high traffic levels in relation to the capacity of the area roadways and will thereby negatively impact the values of surrounding homes.
  - b. The Haeger Engineering Review also noted unanswered questions relating to drainage improvements and with the buffering improvements along the southern property line, abutting the rear yards of the existing single family homes that exist to the south additional information needs to be provided by the Applicants to address water runoff from the berm to assure that the proposed Conditional Use will not be injurious to the use and enjoyment of other property in the immediate area for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood.
  - c. In addition to this lack of detail regarding appropriate buffering and considering the lack of detail regarding the “operation” characteristics of the proposed Conditional Use, determination that “the conditional use will not be injurious to the use and enjoyment of other property in the immediate area, including the existing single-family homes abutting the subject property the requirements of this Standard have not been established by the Applicant’s submissions. Again, it is

our professional planning and zoning opinion that the proposed Conditional Use does not meet this Conditional Use Standard as required under the City of Naperville.

3. The establishment of the conditional use will not impede the normal and orderly development and improvement of the adjacent property for uses permitted in the district.
  - a. The density of the proposed development is uncharacteristic of the adjacent properties as the “regional center” brings a higher density use and lack of open space. Again, it is our professional planning and zoning opinion that the proposed Conditional Use does not meet this Conditional Use Standard as required under the City of Naperville.
4. The establishment of the conditional use is not in conflict with the adopted comprehensive master plan.
  - a. As previously noted, there is text in the draft update to the City of Naperville Land Use Master Plan that, “For nearly 35 years, planning and policy in Naperville has been guided by a combination of sector and sub-area plans that have addressed issues specific to different areas of the community. The 2019 Land Use Master Plan (The Master Plan) builds on past planning efforts and provided a unified approach to planning in the community.” From our professional planning and zoning perspective the proposed draft update to the comprehensive master plan can be considered an appropriate reflection of both the current and the past nearly 35 years, of planning and policy in Naperville. As such, consideration should be given to the elements summarized in the draft text of the proposed updates to the Comprehensive Master Plan including the issues for the need for “buffering” and that the position that while institutional uses are generally considered to be compatible with all other uses this compatibility is dependent on the size and intensity of each facility, and as such, institutional uses must be deemed appropriate with adjacent uses on a site-by site basis. As currently proposed, it is apparent that the proposed conditional use is does not meet this Conditional Use Standard as required under the City of Naperville Zoning Ordinance.

It should also be noted that in the Municipal Zoning Ordinance, Section 4. “Effective Period of a Conditional Use:” under Number 4.1. The first sentence provides that “The conditional use shall be constructed in a timely manner.” The proposed Conditional Use includes a Site Plan with 5 Phases where it has been indicated that the construction phasing could extend to a 40-year time period. A 40-year potential construction schedule does not appear to be consistent with the provision that “The conditional use shall be constructed in a timely manner.”

Section 6-3-6 of the Municipal Zoning Ordinance states that the City Council, after receiving a report from the Planning and Zoning Commission containing its findings and recommendations, may vary the regulations of this Title if it finds that the variance requested is in harmony with their general purpose and intent and complies with all of the standards for variances established herein. The City Council shall not vary the provisions of this Title concerning permitted uses, conditional uses or the regulation of nonconforming uses. Any recommendation by the Planning and Zoning Commission and any decision by the City Council shall be predicated on evidence and findings for the following standards for variances.

1. The variance is in harmony with the general purpose and intent of this Title and the adopted comprehensive master plan.

- a. Again, as previously noted in the draft update to the City of Naperville Land Use Master Plan, “For nearly 35 years, planning and policy in Naperville has been guided by a combination of sector and sub-area plans that have addressed issues specific to different areas of the community. The 2019 Land Use Master Plan (The Master Plan) builds on past planning efforts and provided a unified approach to planning in the community.”
  - b. From our professional planning and zoning perspective the proposed draft update to the comprehensive master plan can be considered an appropriate reflection of both the current and the past nearly 35 years, of planning and policy in Naperville. As such, consideration should be given to the elements summarized in the draft text of the proposed updates to the Comprehensive Master Plan including the issues for the need for “buffering” and that the position that while institutional uses are generally considered to be compatible with all other uses this compatibility is dependent on the size and intensity of each facility, and as such, institutional uses must be deemed appropriate with adjacent uses on a site-by site basis. The lack of detail regarding the “operation” characteristics of the proposed Conditional Use and the lack of detail regarding appropriate buffering for the existing abutting single family homes is not consistent with trying to review the proposed Conditional Use from a site-by-site bases.
  - c. From our professional planning and zoning perspective the proposed draft update to the comprehensive master plan can be considered an appropriate reflection of both the current and the past nearly 35 years of planning and policy in Naperville. Since the proposed Conditional Use, does not include an appropriate buffer as shown in our example illustration, or include details regarding the “operation” characteristics of the proposed Conditional Use, again it is our professional planning and zoning opinion that the currently proposed Conditional Use does not meet this Variation Standard as required under the City of Naperville Zoning Ordinance.
2. Strict enforcement of this Title would result in practical difficulties or impose exceptional hardships due to special and unusual conditions which are not generally found on other properties in the same zoning district.
  - a. The subject property is currently vacant land with one primary structure and one accessory structure that are anticipated to be razed as part of the development of the proposed project. There are no wetlands or floodplains located on the property per FEMA’s Firmette maps, which are attached as Exhibit “A”. There are no practical difficulties or hardships due to special or unusual conditions. Any practical difficulties or hardships claimed by the Applicant are self-created by the Applicant, and the Applicant can alter the overall scale and intensity of the proposed development to try to bring the proposed Conditional Use within the required regulations set forth in the Municipal Zoning Ordinance and in the annexation agreement. Self-created practical difficulties or hardships claimed by an applicant are not recognized from a planning and zoning perspective in attempts to meet this Standard.
3. The variance, if granted, will not alter the essential character of the neighborhood and will not be a substantial detriment to adjacent property.
  - a. The variance request to not implement a fence along the northern property line poses a substantial detriment to the property owners to the north. The parking of

vehicles could take place on Lapp Lane and pedestrian foot traffic may access the site using the existing bike trail or through yards. There is a liability to the existing homeowner's association or homeowners if any accidents were to happen on this path or within the subdivision on the homeowner's property.

- b. Having a proposed Conditional use with the proposed intensity of including the plus 121,000 square feet of building floor area in a predominantly single-family neighborhood, and not having appropriate buffers diminishes property values within the neighbor from a planning and zoning perspective and the negative impacts on property values will be further reviewed in the real estate appraiser's report.
- c. Also, as previously noted in the Haeger Engineering, Preliminary Engineering Review "It appears from a civil and traffic engineering viewpoint that there is insufficient site frontage along 248<sup>th</sup> Avenue to support the proposed development. There is also an insufficient number of access points to accommodate the projected traffic volumes without causing congestion and delays." These factors need to be considered as part of the evaluation that the proposed development with variations "will not alter the essential character of the neighborhood and will not be a substantial detriment to adjacent property" Again, it is our professional planning and zoning opinion that the currently proposed Conditional Use does not meet this Variation Standard as required under the City of Naperville Zoning Ordinance.

### **Conclusion:**

It is our professional planning and zoning opinion that the proposed Conditional Use and Variation applications for a proposed 121,000 square feet mixed use development in a single-family neighborhood, does not meet the Conditional Use or Variation Standards as required under the City of Naperville.

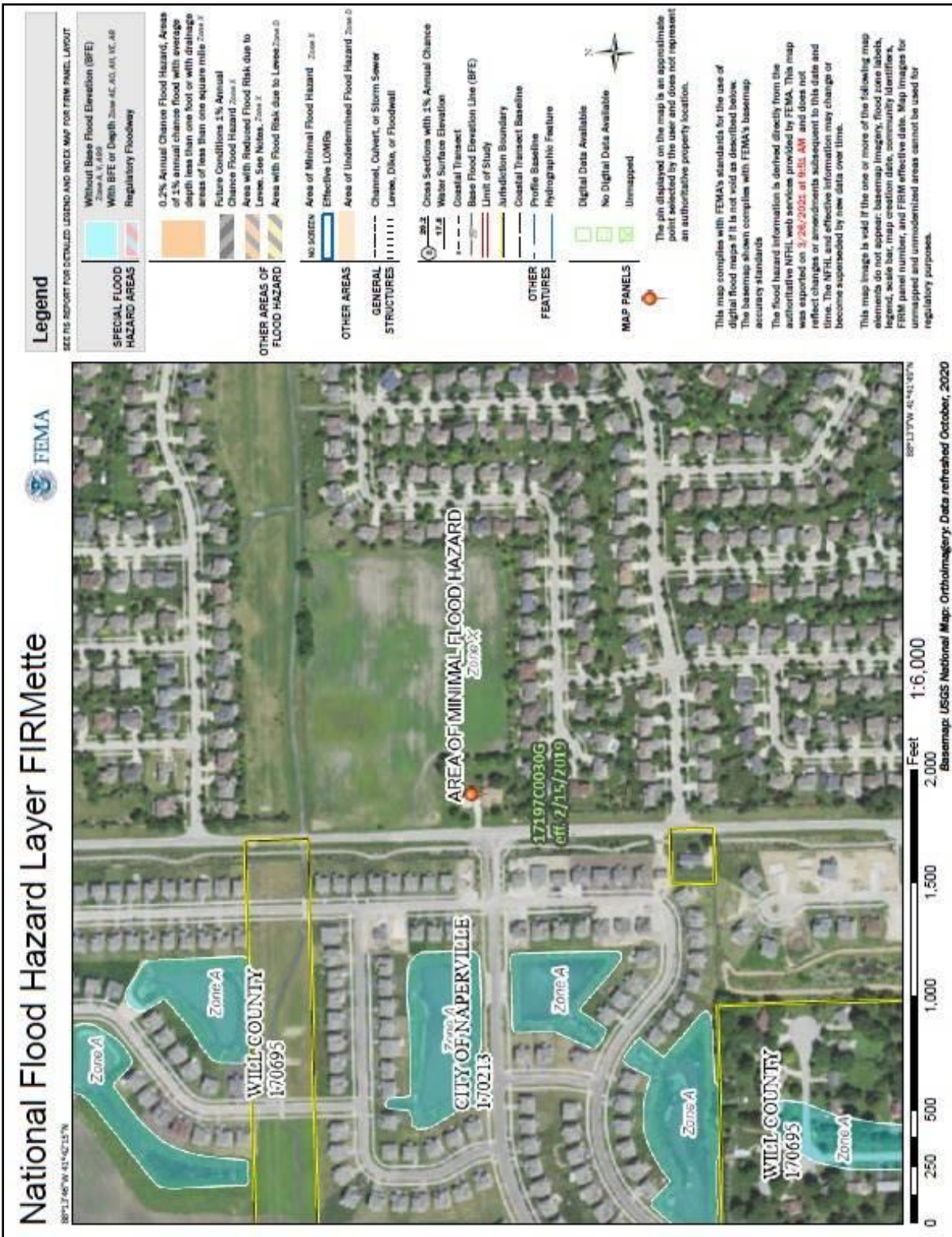
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#### Reviewed Documents:

- 1. Master Site Plan prepared by Intech Consultants dated 7/26/21.
- 2. Building Elevations prepared by Dome Designers dated 7/9/20.
- 3. Ordinance 11-191 – Annexation Agreement for the Property.
- 4. Property Restrictions Document recorded January 16, 1998 with recording number 98-004918.
- 5. Information available on the City of Naperville Website relate to the proposed Conditional Use with variations including the KOLA Traffic Impact Study.
- 6. Comprehensive Plan – Naperville dated March 4, 2020.
- 7. Zoning Ordinance – Naperville.
- 8. Preliminary Engineering Review by Haeger Engineering dated 7/30/21.
- 9. Revised submissions received on 7/30/21 via email with attachments.
- 10. The Market Evaluation by the Real Estate Appraisal & Consulting Services firm of Linberger & Company dated August 3, 2021.



# Exhibit "A"



# Christopher M. Heinen

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2032 Cherrywood Circle, Naperville, IL 60565  
(630) 379-6846 • heinenfamilynaper@gmail.com

## Summary

Experienced **Director/Senior Planner** skilled in urban planning, Economic and Community Development. Able to offer a larger range of expertise in the field of development including land acquisitions, entitlements and development. Capable of coordinating meetings and discussions with a wide array of individuals and negotiate and facilitate the needs of both sides. Experience includes:

Site Plan Reviews  
Annexation Agreements  
Development Agreements  
Comprehensive Plan Studies  
Zoning Ordinances  
Design Standards  
Special Use Permits

Due Diligence  
Marketing Studies  
Budget Preparation  
Public Speaking  
Supervision of Staff  
Community Outreach  
Variances

## Professional Employment

**Community Development Director**, Village of Hawthorn Woods 2021-Current  
Small Village in Lake County poised for economic and residential growth.

- Department Head for Community Development Department, which includes Economic Development, Building Department and Land Use and Zoning.
- Zoning Ordinance review and text amendments.
- Review of development cases including Annexation Agreements, Special Use Permits, Variances and Development Agreements.
- Oversee workflow within the Department.
- Customer Service to Hawthorn Woods residents.
- Prepare and present reports to Committee and Village Board meetings.

**Senior Planner/Client Manager**, Rolf Campbell Associates 2016-2021  
Private consulting practice specializing in private and public clients.

- Department Head lead for staff and coordinating services to 8 community clients.
- Provided Economic Development Director services to the Village of Round Lake Beach and oversaw department, including the Building Department and Community Development.
- Assist clients with Community Development and Economic Departments in the following:
  - Zoning Ordinance review; including text amendments.
  - Comprehensive Plan updates and implementation.
  - Review of site development plans and annexation agreements.
  - Preparation of development agreements for Economic Development.
  - Presentations of staff reports to various Boards and Commissions.
  - Analysis of workflow and process and procedures for better efficiency.



**Planner, City of Yorkville, IL**

2014-2016

A unique City with two major highways with large commercial potential and located in one of the fastest growing counties in the State.

- Reviewed site plans for commercial and residential developments and prepared staff reports for the Plan Commission and City Council and made presentations.
- Assisted in the Comprehensive Plan update for the City.
- Review of zoning ordinance and preparation of text amendments.
- Worked with residents regarding residential permit requirements.
- Researched and implemented regulations for Alternative Energy.
- Researched and implemented regulations for Medical Use Cannabis.

**Associate Planner, Village of Hoffman Estates, IL**

2008

An up and coming community along a major highway with prime commercial and office real estate.

- Reviewed development proposals key for the development of the Village. Aided developers in the review process to gain approvals for projects. Prepared and presented memos and reports for these projects to the Plan Commission and Village Board.
- Coordinated the Community Development Block Grant Programs for the Village. Maintained several projects during the program year and secured block grant monies for future programs.
- Prepared Comprehensive Plan Update and Fee Schedule vital to the Village's growth.
- Worked on new Building Design Guidelines for Village to better ensure quality building within the Village.
- Prepared a bike plan for the Village using GIS.

**Planning & Zoning Manager, Orleans Homebuilders, Schaumburg, IL**

2005-2008

An established homebuilder along the East Coast, which has recently expanded its operations to the Chicagoland market.

- Responsible for land entitlements which included preparing due diligence material for new projects and preparing profit analyses to allow for the greatest profitability.
- Negotiated annexation and development agreements with several municipalities for perfecting land entitlements.
- Presented projects to Municipal Commissions, Councils and Boards. Gained approvals on all projects that were presented.
- Hosted and facilitated neighborhood meetings for the proposed projects. Answered all questions and comments in a professional manner and eased any concerns that arose.
- Prepared budgets for land entitlement and land development. Updated and maintained budgets periodically during the timeline for each project.
- Aided in land acquisitions on several projects. Performed market research for new and existing communities and prepared reports for the CEO's of the company.

**Planner, City of Aurora, IL**

2001-2005

Noted as the second largest city in Illinois, the City experienced tremendous growth in the past ten years.

- Reviewed development proposals ranging from residential, commercial and industrial. The reviews included preliminary plans and plats, final plans and plats, landscape plans, and building elevations.

- Prepared presentations for the Planning Commission and City Council.
- Worked in conjunction with other City departments in reviewing proposals and aiding developers in the City's approval process.
- Worked on Zoning Ordinance re-write for the City of Aurora and prepared a Comprehensive Plan study of residential uses within the City limits.
- Helped create new database for the Community Development Department, which is being used to date.
- Worked with the general public in interpreting the Zoning Ordinance, Sign Code and design guidelines.

## **Education**

**Iowa State University**, College of Design  
Bachelor of Science in Community and Regional Planning.

2000

### **Software**

Geographic Information Systems. ArcMap 9.  
Microsoft Office. Access, Word, Excel, PowerPoint.

REAL ESTATE APPRAISAL & CONSULTING SERVICES

**August 13, 2021**

**Market Evaluation Prepared by Mary M. Linberger, MAI**

I have provided real estate appraisal and consulting services for over 30 years with a focus on litigation-related matters. I particularly specialize in evaluating the impacts of various developments on surrounding properties. My clients include public agencies, municipalities, title insurance companies, developers and real estate owners throughout the Chicago area. My qualifications are included in this report.

**Assignment and Primary Conclusion**

The Islamic Center of Naperville (ICN) has proposed an approximately 121,000 square foot Development with religious, educational, athletic and event space components to be located on a 13.6 acre site in a low density residential area. It will be constructed in five phases over a period which may extend for decades (or not). Since ICN is seeking full approval for the entire project, I am addressing this scenario.

In considering whether this Development will impact the values of surrounding properties, I evaluated its physical and operational aspects as well as its neighborhood, researched the applicable zoning requirements, considered its likely traffic generation and investigated a range of other religious facilities located throughout metro Chicago including Naperville. I also reviewed numerous research articles addressing the value impact both of religious facilities and of high traffic levels on the values of surrounding properties.

**Market Factors**

The real estate market seeks consistency. An element regularly discussed in evaluating a property's highest and best use is whether it is consistent with the surrounding developments in terms of use, size and scope. In these regards, the Development is substantially larger in size and scope than the surrounding properties and is a far more intensive land use.

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*It is my professional opinion that the size and scope of this Development will result in high traffic levels in relation to the capacity of the area roadways and will thereby negatively impact the values of the homes closest to the Development along 248<sup>th</sup> Avenue.*

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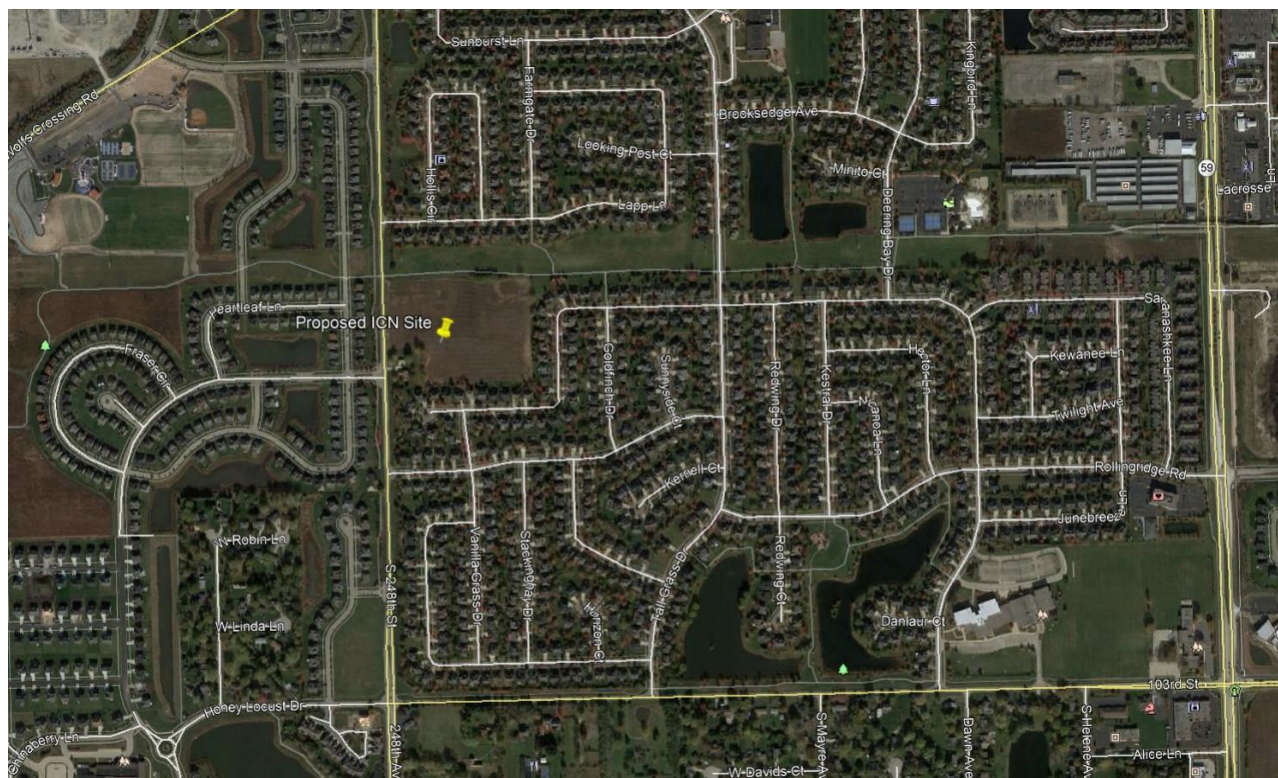
Religious facilities are not per se injurious to the values of surrounding properties. I found no evidence of value loss associated with any of the religious facilities I investigated and the research I reviewed that addressed the interface of religious properties and their surrounding developments also indicated no evidence of a negative value impact.

There is broad acceptance by professionals brokering, valuing and financing single-family homes that higher traffic levels negatively impact value. Buyers and sellers accept this premise and academic research supports it as well. Value reductions tend to increase in tandem with traffic volumes. This Development represents a large source of new traffic in this area which will primarily impact 248<sup>th</sup> Avenue.

In my experience, more expensive homes are likely to experience a greater adverse impact from high traffic, as these buyers have the financial capacity to be more demanding as to the home itself and its location. For the homes closest to 248<sup>th</sup> Avenue and in the immediate vicinity of the Development, it is my opinion this loss in value could be approximately five percent.

### **Inconsistency of the Development with Zoning Requirements and Established Land Use Patterns**

The Development will occupy a 13.6-acre interior site in a low density residential neighborhood. Its only road frontage will be on 248<sup>th</sup> Avenue, a mostly two-lane non-commercial roadway with a 24-hour traffic count of 11,500 to 12,000 cars (based on IDOT data gathered in 2019).



**AERIAL VIEW OF PROPOSED DEVELOPMENT SITE AND SURROUNDING AREA**

LINBERGER & COMPANY, LLC

The proposed improvements will total approximately 121,000 square feet and include the following components:

	<b><u>Building Square Feet</u></b>	<b><u>% of Total Building Area</u></b>
Mosque (at completion)	31,665	26.1%
School – 25 classrooms	41,749	34.4%
Multi-Purpose (Event) Space	22,226	18.3%
Gymnasium	<u>25,595</u>	<u>21.1%</u>
Total	121,235	100.0%

Of this total, about 26 percent will be worship space.

As currently proposed, the mosque can accommodate approximately 850 worshipers while the multi-purpose/event space can accommodate about 500 people (although the maximum capacity may be higher). The school is expected to enroll 250 students in grades pre-K through junior high (although the maximum capacity may be higher). This program will operate five days per week during the school year. In addition, there will be religious education on Saturdays with an anticipated enrollment of 500 students (although the maximum capacity may be higher).

Naperville is home to five religious facilities which the Hartford Institute for Religion Research classifies as “mega-churches” where the weekly attendance is estimated at no less than 2,000 adults and children. These facilities are located along major roadways and have access points on more than one street. In these regards, they are clearly distinguishable from the Development which has an interior location on a single secondary roadway.

The Development would appear to be similar in operational size to a “mega-church” but lacks the road infrastructure capacity of these large facilities.

This Development is in an R1 zoning district where religious institutions are considered a conditional use. This district does not permit event spaces or gymnasiums.

While event space is a typical component of religious facilities, the Development will include over 22,000 square feet of such space in a dedicated structure. As noted above, it can accommodate at least 500 persons. The scope of this space would seem to be consistent with commercial event venues and will be a major traffic generator. In addition, there will be approximately 8,000 square feet of basement event space in the original mosque.

While gymnasiums are typically included within a school, in this instance, this 25,000 square foot space appears to be a separate element. The school is being developed as the second phase of the Development, while the gymnasium constitutes the fourth phase. Furthermore, ICN has indicated that the gymnasium will be used primarily by adults on nights and weekends,





Religious facilities in neighborhoods similar to that surrounding the Development are far smaller and less dense.

### **Traffic Study**

ICN provided a Traffic Impact Study prepared by KLOA and dated October 12, 2020. This study addresses traffic conditions surrounding the Development site and makes specific projections as to the traffic flow along 248<sup>th</sup> Avenue (1) at present, (2) at completion of Phase 1 and (3) at full build out.

The following tables summarize the study's projected Levels of Service (LOS) and delays at various times and locations along 248<sup>th</sup> Avenue. These tables appear on pages 22 through 24 of the study and any highlighting has been added. The study predicts that the most significant decline in functioning will occur at build out around the intersection of the Development's south access road and Honey Locust Drive (Table 2). According to experts retained by the surrounding property owners, this traffic situation is unacceptable.

The study appears to assume that Naperville will widen 248th Avenue to four lanes although, to my knowledge, this is not a certainty. However, the surrounding owners' experts believe that even if this work is completed, more improvements will be needed for traffic to flow efficiently.

As a result, these experts believe that Naperville is likely to incur significant future road improvement expenses (beyond what is already contemplated) to accommodate a project that would be better located in an area with greater existing road capacity.

Table 2

CAPACITY ANALYSIS RESULTS – 248<sup>TH</sup> AVENUE WITH HONEY LOCUST DRIVE AND SOUTH ACCESS DRIVE

	Weekday Morning Peak Hour		Weekday Afternoon Peak Hour		Weekday Evening Peak Hour	
	LOS	Delay	LOS	Delay	LOS	Delay
<b>Existing Traffic Volumes</b>						
Eastbound Left Turn	C	22.4	<b>B</b>	12.4	<b>C</b>	21.9
Eastbound Right Turn	B	11.3	<b>B</b>	10.5	<b>C</b>	16.1
Northbound Left Turn	A	8.3	<b>A</b>	8.1	A	10.0
<b>Year 2025 Projected Traffic Volumes<sup>1</sup></b>						
Eastbound Left Turn	D (C)	29.5 (18.2)	<b>F (D)</b>	<b>80.6 (30.4)</b>	<b>D (D)</b>	32.0 (28.2)
Eastbound Thru/Right Turn	B (B)	11.6 (10.1)	<b>C (C)</b>	<b>19.1 (18.3)</b>	<b>C (B)</b>	17.3 (12.8)
Westbound Left Turn	- (-)	- (-)	<b>F (F)</b>	99+ (99+)	<b>D (C)</b>	31.3 (21.9)
Westbound Thru/Right Turn	- (-)	- (-)	B (B)	14.1 (12.3)	B (B)	14.3 (11.9)
Northbound Left Turn	A (A)	8.3 (8.3)	A (A)	8.2 (8.2)	<b>B (B)</b>	10.2 (10.2)
Southbound Left Turn	- (-)	- (-)	B (B)	10.4 (10.4)	A (A)	9.10 (9.1)
<b>Year 2050 Projected Traffic Volumes<sup>1</sup></b>						
Eastbound Left Turn	(E)	(39.2)	<b>(F)</b>	(85.8)	<b>(E)</b>	(47.0)
Eastbound Thru/Right Turn	(B)	(13.3)	<b>(E)</b>	(42.1)	<b>(C)</b>	(15.5)
Westbound Left Turn	(F)	(55.2)	<b>(F)</b>	(99+)	<b>(E)</b>	(36.0)
Westbound Thru/Right Turn	(C)	(17.3)	<b>(C)</b>	(21.6)	(B)	(13.4)
Northbound Left Turn	(A)	(8.8)	(A)	(8.8)	(B)	(11.7)
Southbound Left Turn	(B)	(13.7)	(B)	(12.0)	(A)	(10.0)
LOS = Level of Service; Delay = Seconds						
XX = Results of LOS and delay assuming existing conditions						
(XX) = Results of LOS and delay assuming the 248 <sup>th</sup> Avenue improvements						
1 – Assumes a southbound left-turn lane will be provided on 248 <sup>th</sup> Avenue serving the access drive under both existing conditions and with the 248 <sup>th</sup> Avenue improvements						



Table 3

CAPACITY ANALYSIS RESULTS – 248<sup>TH</sup> AVENUE WITH NORTH ACCESS DRIVE

	Weekday Morning Peak Hour		Weekday Afternoon Peak Hour		Weekday Evening Peak Hour	
	LOS	Delay	LOS	Delay	LOS	Delay
<b>Year 2025 Projected Traffic Volumes</b>						
Westbound Right Turn	- (-)	- (-)	<b>B</b> (B)	14.3 (11.7)	<b>B</b> (B)	13.8 (10.8)
<b>Year 2050 Projected Traffic Volumes<sup>1</sup></b>						
Westbound Left Turn	(E)	(36.0)	<b>(F)</b>	(99+)	<b>(D)</b>	(28.4)
Westbound Right Turn	(C)	(15.8)	<b>(C)</b>	(21.5)	(B)	(12.7)
Southbound Left Turn	(B)	(13.4)	(B)	(13.0)	(B)	(10.5)
LOS = Level of Service; Delay = Seconds XX = Results of LOS and delay assuming existing conditions (XX) = Results of LOS and delay assuming the 248 <sup>th</sup> Avenue improvements 1 – Assumes a southbound left-turn lane will be provided on 248 <sup>th</sup> Avenue serving the access drive with the 248 <sup>th</sup> Avenue improvements						

Table 4

CAPACITY ANALYSIS RESULTS – 248<sup>TH</sup> AVENUE WITH LANDSDOWN AVENUE

	Weekday Morning Peak Hour		Weekday Afternoon Peak Hour		Weekday Evening Peak Hour	
	LOS	Delay	LOS	Delay	LOS	Delay
<b>Existing Traffic Volumes</b>						
Westbound Approach	C	20.7	B	12.0	B	14.7
Southbound Left Turn	A	9.8	A	8.1	A	8.7
<b>Year 2025 Projected Traffic Volumes</b>						
Westbound Approach	C (B)	22.5 (13.5)	B (B)	14.5 (11.1)	C (B)	15.8 (11.3)
Southbound Left Turn	B (B)	10.0 (10.0)	A (A)	8.5 (8.6)	A (A)	8.9 (8.9)
<b>Year 2050 Projected Traffic Volumes</b>						
Westbound Approach	(C)	(17.5)	(B)	(13.0)	(B)	(12.9)
Southbound Left Turn	(B)	(11.7)	(A)	(9.4)	(A)	(9.8)
LOS = Level of Service; Delay = Seconds XX = Results of LOS and delay assuming existing conditions (XX) = Results of LOS and delay assuming the 248 <sup>th</sup> Avenue improvements						

Table 5

CAPACITY ANALYSIS RESULTS – 248<sup>TH</sup> AVENUE WITH LAPP LANE

	Weekday Morning Peak Hour		Weekday Afternoon Peak Hour		Weekday Evening Peak Hour	
	LOS	Delay	LOS	Delay	LOS	Delay
<b>Existing Traffic Volumes</b>						
Westbound Approach	C	23.2	B	10.2	C	23.0
Southbound Left Turn	B	10.6	A	8.0	A	8.9
<b>Year 2025 Projected Traffic Volumes</b>						
Westbound Approach	D (B)	25.0 (14.7)	C (B)	16.8 (11.8)	D (B)	27.7 (13.6)
Southbound Left Turn	B (B)	10.8 (10.8)	A (A)	8.6 (8.6)	A (A)	9.1 (9.1)
<b>Year 2050 Projected Traffic Volumes</b>						
Westbound Approach	(C)	(20.1)	(C)	(15.3)	(C)	(16.5)
Southbound Left Turn	(B)	(13.2)	(A)	(9.6)	(B)	(10.2)
LOS = Level of Service; Delay = Seconds						
XX = Results of LOS and delay assuming existing conditions						
(XX) = Results of LOS and delay assuming the 248 <sup>th</sup> Avenue improvements						

**INFORMATION SOURCES**

Among the information sources I considered, are the following:

- Naperville's Zoning Ordinance and Comprehensive Plan (both current and proposed updates),
- Minutes of various public hearings addressing the Development,
- Journal articles and research papers addressing the impact of traffic on surrounding residential property values,
- Journal articles and research papers addressing the impact of religious facilities on surrounding property values,
- Transaction data from the Multiple Listing Service for residential properties surrounding a variety of Chicago-area religious facilities and for residential properties near the Development site,
- KLOA Traffic Impact Study for the Development dated October 12, 2020,
- Structural, parking, and site plan analyses of the Development prepared by Dome Structural Engineers on various dates in April and July 2021,
- Intech Consultants Parking Study of the Development dated July 26, 2011,
- An undated building capacity analysis of the Development provided by representatives of ICN,

- Heager Engineering Memo dated August 13, 2021 and conversations with Joseph Zgnoina on May 10 and August 12, 2021
- Rolf Campbell Associates Planning Memo dated August 13, 2021. Conversations with Al Maiden and Chris Heinen on May 10, 2021, as well as with Chris Heinen on August 12, 2021
- Articles from local news sources relating to ICN's plans over the past several years,
- A power point presentation expressing the concerns of area property owners regarding the Development dated February 17, 2021, and
- Inspection of the subject site and the surrounding area.

## **STATEMENT OF QUALIFICATIONS**

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### **EDUCATION**

Ms. Linberger was an undergraduate at LeMoyne College in Syracuse, New York, and a graduate student at the University of Chicago. Her undergraduate and graduate majors were in political science.

She holds the MAI designation from the Appraisal Institute and is a certified general appraiser in Illinois. She is a member of Lambda Alpha, a national land economics fraternity.

### **EXPERIENCE**

Ms. Linberger has been engaged in providing real estate appraisal and consulting services for over 30 years. She was initially employed by the Marling Group, a Chicago -based firm that provided appraisal and consulting services to an institutional clientele on a national basis. In 1985, she formed her own firm.

### **AREAS OF SPECIALIZATION**

Ms. Linberger specializes in litigation-related matters and has extensive testimony experience in various courts as well as before public bodies. Some of her assignments have included:

- Evaluating the impact of a proposed multi-story residential development on the values of surrounding low-rise properties;
- Evaluating the value impact on surrounding commercial properties of converting private parking lots in a suburban downtown to free, municipally operated parking;
- Evaluating the impact of a proposed pharmacy drive-through window on the values of surrounding residential properties;
- Valuing a golf course and surrounding development land being acquired by a public body;
- Estimating the value of the air rights over a municipally-owned parking garage; and
- Evaluating the value impact of a proposed public utility easement that would cross a prime development parcel.

### **CLIENTS**

The following is a representative list of clients with whom she has worked:

**Law Firms**

Dinsmore & Shohl  
Dykema Gossett  
Figliulo & Silverman  
Helm & Wagner  
Holland & Knight  
Swanson, Martin & Bell

**Public Bodies**

Chicago Department of Aviation  
Chicago Public Building Commission  
Chicago Public Schools  
Chicago Transit Authority  
Illinois Department of Transportation  
Metropolitan Pier & Exposition Authority  
University of Illinois  
Wheaton Sanitary District

**Municipalities**

City of Berwyn  
City of Chicago  
City of Elmhurst  
City of Northlake  
Village of Oak Park  
City of West Chicago

**Private Companies**

Bank of America  
Carvana  
Dogtopia  
Centrum Properties  
Fidelity National Financial  
Gladstone Homes  
Optima

## **ADDENDUM**

**Photographs of Naperville Churches in Low Density Residential Neighborhoods**



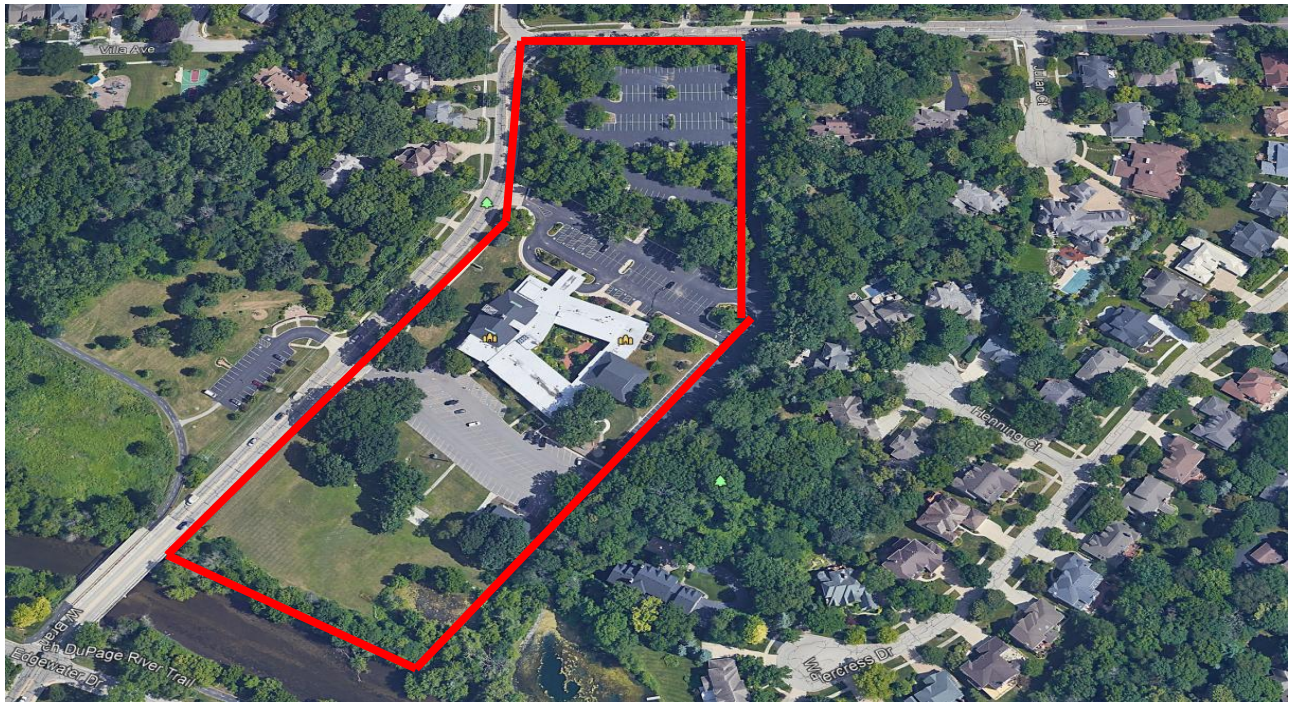


**Bethany Lutheran Church and School (Grades K-8)**  
**1550 Modaff Road, Naperville**



**Book Road Baptist Church**  
**2012 Wicklow Road, Naperville**



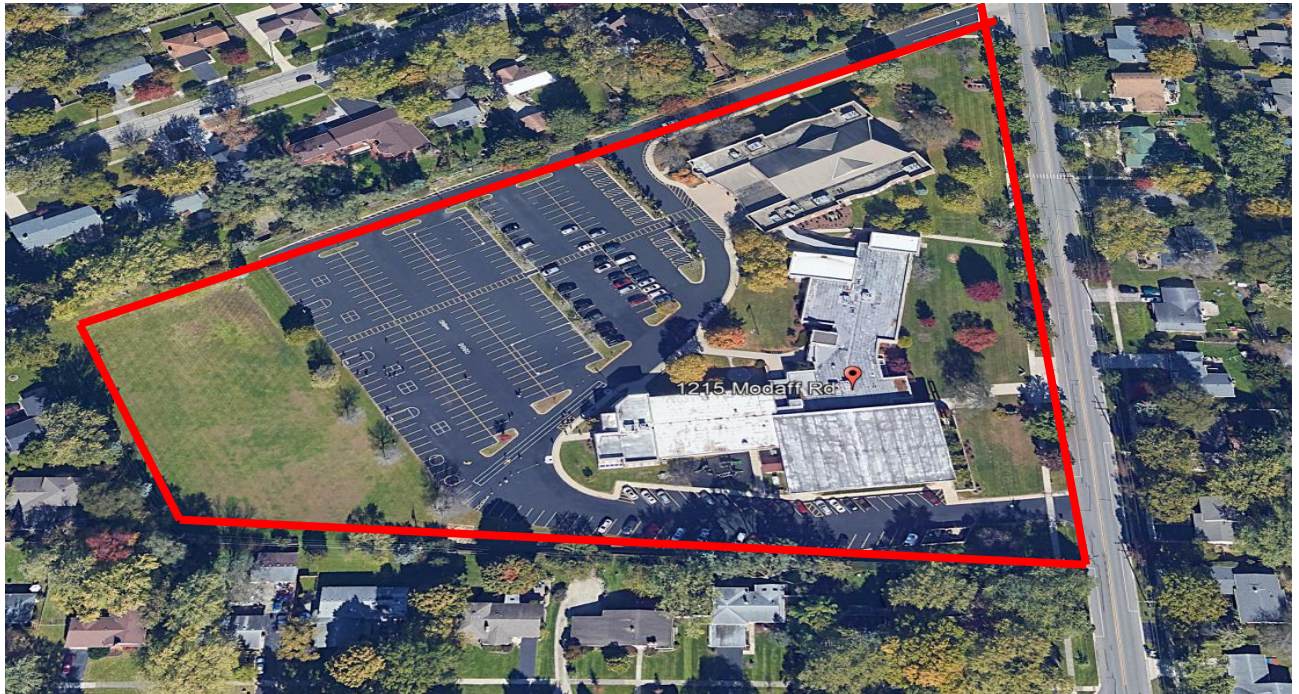


**Grace United Methodist Church**  
**300 East Gartner Road, Naperville**



**Word of Life Lutheran Church**  
**879 Tudor Drive, Naperville**





**St. Raphael Church and School (Grades K-8)**  
**1215 Modaff Road, Naperville**

REAL ESTATE APPRAISAL & CONSULTING SERVICES

## **STATEMENT OF QUALIFICATIONS**

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Chicago Department of Aviation  
Chicago Public Building Commission  
Chicago Public Schools  
Chicago Transit Authority  
Illinois Department of Transportation  
Metropolitan Pier & Exposition Authority  
University of Illinois  
Wheaton Sanitary District

### **Municipalities**

City of Berwyn  
City of Chicago  
City of Elmhurst  
City of Northlake  
Village of Oak Park  
City of West Chicago

### **Private Companies**

Bank of America  
Carvana  
Dogtopia  
Centrum Properties  
Fidelity National Financial  
Gladstone Homes  
Optima