

July 15, 2019 City Council Workshop

Meeting Summary Document

Call to Order: 7:01

City Council Members Present: Mayor Chirico, Councilmembers Brodhead, Coyne, Gustin, Hinterlong, Kelly, Krummen, Sullivan

Staff Attendees: Schatz, Krieger, DiSanto, Laff, Emery, Louden, Novack, LaCloche, Gallahue, Bliss

Motion approved to allow Councilman White to participate via phone.

#### PUBLIC FORUM:

Eight speakers provided remarks at public forum: Dr. Bob Buchman, James Koller, Sandee Whited, Marilyn Schweitzer, Jeffrey Havel, Jennifer Taylor, Jane Brueggemann, and Thom Higgins. Remarks included requests to:

- Delegate more tasks to the Steering Committee
- Prepare budgetary information and detailed city plans for any financing obligations
- Maintain small town character of the area
- Restart the procurement process and begin again with a new RFP to solicit additional ideas and bids from other developers
- Provide additional public green space
- Use competitive process to bid out construction projects
- Review more detailed traffic and financial options with the release of any baseline concepts
- Be moderate in height allowances
- Include sustainability elements in the project
- Improve amenities for cyclists
- Create an independent vision for the area

#### PRESENTATION:

Deputy City Manager, Marcie Schatz led a presentation beginning with a review of the extraordinary community participation efforts to date. She then presented a summary of what we have learned relative to commuter parking and stormwater improvement needs (and opportunities), affordable and attainable housing, land use, and needed pedestrian/accessibly improvements (particularly for school children).

Deputy Director of Transportation, Engineering and Development (TED), Allison Laff reviewed the three crucial actions since late 2018 impacting the area (e.g. museum location confirmation, additional commuter parking recommendations, affordable housing goal). She also shared other efforts now happening that have the potential to impact 5<sup>th</sup> Avenue Development Area (e.g., Commuter Parking Work Plan, housing studies, comprehensive plan).

The presentation concluded with two options for City Council deliberation. Option 1 was to direct Ryan to proceed with the baseline and Option 2 was to remove the project from the 2019 Workplan.

## DISCUSSION

### BASELINE CONCEPT

The conversation started with clarifications about the baseline concept. Staff confirmed the baseline will combine ideas from initial Concepts A&B, incorporate public and Steering Committee feedback received, as well as, City Council direction related to the DuPage Children's Museum (DCM) location, parking, and affordable housing. The baseline will be a tool for testing assumptions and asking "what if" questions. It will not be a detailed drawing suitable for construction purposes and it will change with added information, input and discussion. It is a starting point for conversation to continue.

Councilman Coyne expressed concern about the ability to test financial elements from the baseline. City Manager Krieger confirmed that while the project is complex as a whole, the financial analysis will break the project down into individual components, beginning with appraisals. We will be able to compare any information provided by Ryan Companies and we will have an additional reputable and experienced double check by the City's Advocate. Mr. Krieger indicated all financial matters will be in accordance with state and municipal codes.

Councilman Krumpal received clarification that costs to prepare the baseline concept (approximately \$100,000 related to appraisals, detailed parking study, updated revenue projections, market study, etc.) will be funded solely by Ryan Companies.

### PROJECT APPROACH

Councilwoman Sullivan asked if there is another option to restructure or restart the project. City Manager Krieger indicated that the two options provided on the agenda were intentional to encourage discussion. Mayor Chirico asked the City Council for final clarification on the process. He expressed his interest in seeing the discussion move beyond debate about the process to date and focus on moving forward with Ryan Companies. He expressed his support for a partnership with Ryan Companies and noted Ryan has done an outstanding job with civic engagement and everything asked of them to date.

**Motion by Councilman Kelly to direct City Staff to facilitate strategic planning for the 5<sup>th</sup> Avenue Development, including identifying true commuter parking demand, reconvening the Steering Committee, and considering the development in conjunction with the upcoming Comprehensive Plan and affordable housing plans. Upon City Council's direction once those studies are concluded, issue a new request for proposals for alternative concepts for the subject properties. Second from Councilwoman Gustin.**

***Motion FAILED 5:4 (Opposing votes from Brodhead, Chirico, Coyne, Hinterlong, White)***

## OPTION 1

Councilman Coyne expressed his support for moving forward with Ryan Companies toward a baseline concept. He believes the City has been deliberate in its land purchase and activities in this area for more than 20 years. He values the input received and the public process. He looks forward to a baseline concept with additional parking and financial details. He also believes there is opportunity for a sustainable development focus to add cache to the project.

Councilman White relayed his full support for moving forward and his belief that Ryan Companies has done an outstanding effort on this project to date and is the right developer. He observed that he realizes this project will require hard work, but if we truly want something special this is what it will take. He noted that it is important to understand we have processes in place to do projects within our City and important to trust process. He concluded by stating he looks forward to seeing a baseline that incorporates green space and affordable housing. He also shares concerns residents have about building height, but he needs to understand financial feasibility before making decisions about height. Likewise, he believes we will need to consider bidding out portions of the development when there are opportunities to address competitiveness concerns. Finally, he will be looking for a baseline concept with a “wow” factor for the project. It needs to not look like other projects.

Councilman Hinterlong complimented the excellent team from Ryan Companies. He has not been impressed though with concepts A or B. To him, they lacked a “wow” factor. He is looking for a baseline concept with some “wow.”

Councilwoman Sullivan emphasized that any baseline plan must serve Naperville residents and commuters first. Improved traffic, commuter experience, and safety is more important than new buildings.

Mayor Chirico and Councilwoman Gustin both suggested the project should incorporate public art elements, perhaps recognizing the CenturyWalk and the Riverwalk in some way.

***The question of Option 1 was raised, for consensus vote, specifically:***

***Direct Ryan to proceed to prepare baseline concept drawing including***

- ***Public/private cost estimates for the project***
- ***Appraisals of the property***
- ***Updated market data***
- ***Updated revenue projections***
- ***Cost basis on commuter parking***
- ***High level deal terms***

***Once the baseline is completed, host a community meeting to gather feedback, afterward the Steering Committee will review the baseline and provide recommendation, before it is presented to the City Council. The City will use its advocate to review financial information and feasibility of the baseline***

*concept and staff will continue to work to complete near term commuter work program near term items and two housing studies.*

*City Council concurred with moving forward with this Option 1 (7-2) Councilman Kelly and Councilwoman Sullivan were opposed.*

After a brief recess, the Council reviewed a series of policy questions to provide additional direction to Ryan Companies for preparation of the baseline concept. For some of the outstanding policy items, Ryan Companies indicated that direction from City Council was not needed in order to prepare a baseline concept.

## **BASELINE POLICY TOPICS**

### **1) Traffic Improvements – Should the Working Group recommendations for traffic improvements be incorporated into the baseline plan?**

Direction not required at this time. No comments

### **2a) Parking – Should the overall supply of Parking be increased as a result of this project?**

Deputy Director of TED, Jennifer Loudon, provided an overview of staff's recommendation as provided in November 2018 (250-400 spaces needed to reduce the waitlist time). She also noted that 250 spaces are currently being added at the Water Tower West property. Staff maintains its prior recommendation that the additional 250-400 spaces (plus the existing 1,600 spaces) be assumed as the minimum spaces to be included in the baseline concept moving forward.

Councilman Kruppen stated this area is first and foremost a commuter center; additional commuter parking spots are key to this function. Concurs that 250-400 spaces are needed.

Mayor Chirico confirmed a specific number is not required and a range is preferred as it offers flexibility.

Councilman White agreed it is best to maintain flexibility with a range in order to be able to accommodate the impact of the parking system changes in order to make best decision moving forward.

Councilman Kelly questioned the impact added spaces will have on their baseline concept? Jim McDonald of Ryan Companies noted that it is easier to remove the spaces (from both a space planning and financial perspective) at a future date if they are deemed unnecessary vs. adding new spaces in at a later date.

Councilwoman Sullivan concurred with the staff recommendation, but stressed the importance of the form of the commuter parking – it needs to be efficient, functional, and safe to accommodate commuter patterns.

Councilman Coyne supports the staff recommendation with caveat that commuter parking management improvements need to continue to occur.

***City Council concurred to include 250-400 additional parking spaces (beyond 1,600) on the baseline concept (9-0).***

**2b) Parking – Should kiss-n-ride capacities be expanded to address increased demand for service?**

Direction not required at this time. City Council did not provide direction on this item.

**2c) Parking– Does the DuPage Children’s Museum (DCM) Working Group decision to stay impact desire to provide additional parking south of the tracks? Can parking still be looked at as a possible land use on part of the DCM property?**

Councilman Hinterlong stated as much parking as possible should be added south of the tracks, including both the DCM and Parkview lots.

Mayor Chirico noted that DCM is open to conversations regarding commuter parking on their lot.

Councilwoman Gusted added she would like to see covered parking, like Water Street, on this property.

***City Council concurred that additional commuter parking should be added to DCM (and generally south of the tracks) on the baseline concept (9-0).***

**3) Pedestrian Crossing (e.g. Cow Tunnel) – Should the baseline concept include a new pedestrian crossing?**

Councilwoman Sullivan expressed this is a must for the baseline concept.

Councilman Hinterlong confirmed this is in reference to a “cow tunnel” or equivalent. He noted his full support for it being included in the baseline.

Councilman Coyne agreed it should be included on the baseline concept.

Jim McDonald noted that this is a big issue for neighbors for safety. Cost will be a consideration moving forward, but the site design isn’t significantly changed as a result of including this amenity.

Councilman Kelly shared that as this proceeds, we need to have serious conversations with the BNSF to see if this is even feasible to add a pedestrian crossing. He added that we need to determine if there are other sources of public money for this connection (e.g. grants). Councilman Hinterlong concurred.

***City Council concurred that the pedestrian crossing should be included on the baseline concept (9-0).***

**4) Kroehler Lot – Does City Council have a preference for the future of the Kroehler lot? Remain surface parking or redevelop with townhomes?**

Councilman Krummen suggested this lot be developed as residential to buffer the neighborhood from the commercial/train uses.

Mayor Chirico agreed creating a hard edge would bring comfort; however, he noted there may be multiple ways to achieve that and we shouldn't lock into a single land use at this time without further analysis through the baseline effort.

Direction not required at this time. No City Council consensus requested.

**5) Green Space Considerations – Does Kendall Park need to include stormwater management improvements to address broader detention needs? Can Burlington Square Park area be reduced to accommodate kiss-n-ride and buss needs? Can Burlington Square Park be modified at all?**

Direction not required at this time. No comments offered.

**6a) Land Use - Should any of the particular land uses included in Concepts A & B be excluded?**

Mayor Chirico observed that institutional land uses are missing. He confirmed with staff that institutional uses could be added.

Councilwoman Gustin asked if duplexes could also be included. She also shared that apartments are a non-starter for her – they are prevalent along the train line and do not contribute to Naperville's character. Mayor Chirico disagreed. Councilwoman Brodhead stated apartments are essential, particularly to achieve affordability. Jim McDonald noted that importance of a variety of housing types – create a community within the community. Councilman White concurred that apartments should be included.

Councilman Coyne shared that he doesn't want to see \$1M units. The project needs to include a more affordable price range. Councilwoman Sullivan concurred. Councilman Kelly agreed that truly affordable housing is important, but he also doesn't want to specifically exclude \$1M housing as a result. He indicated that he has heard a lot of support for the brownstones from area residents and they should not be removed. Councilman Coyne agreed with Kelly. Councilman Kelly also agreed green spaces are very important and greenspace should be spate from the Woonerf.

Councilman Sullivan also noted that green space needs to be added to the baseline concept.

Councilman Hinterlong observed that a restaurant is not listed among the specific land uses, but should be included to increase nighttime viability and offer neighborhood convenience. Jim McDonald noted that boutique restaurant would likely be included.

Councilwoman Gustin provided a document regarding new housing options for seniors for Ryan consideration.

***City Council concurred that none of the listed land uses should be excluded as possibilities for the development (8-1) Gustin cast the dissenting vote based on her desire to exclude certain uses, such as apartments.***

**6b) Land Use – Should a maximum height limit be established?**

Mayor Chirico expressed his preference to allow more height in an effort to increase open space. Krummen concurred using Indiana University as an example.

Councilman Kelly agrees more height may be appropriate at the tracks, but generally concurs with the Steering Committee’s recommendation of a maximum of 4-6 stories.

Jim McDonald reiterated what they’ve heard through the process. He noted that there are a lot of problems to solve for in the design. He prefers flexibility in an effort to address more concerns.

Councilwoman Gustin clarified that Ryan has agreed to comply with the results of the height survey unless otherwise directed by the City Council. McDonald concurred noting the agreement for transitional height areas.

Councilman White agrees to 4-6 stories in general, but is willing to go up to 8 if that achieves additional open space.

Councilwoman Brodhead asked Mr. McDonald if he can reassure the City Council that he will not propose any height above 8 stories. Mr. McDonald noted that neither prior concept included height above 6 stories.

**OTHER COMMENTS**

Councilwoman Gustin asked if underground stormwater vaults will be included in the concept moving forward. McDonald noted that their plans factor in stormwater relief for the neighborhoods; however, the solution for Pilgrim’s Addition is complicated. The baseline will discuss costs related to these improvements.

Councilman Kelly requested staff continue to work with SD203 on the possible use of the soccer fields for stormwater purposes to address concerns in the Pilgrim’s Addition neighborhood.

Workshop concluded at 9:54 p.m.