



**DUPAGE
COUNTY**

BUILDING & ZONING DEPARTMENT

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www.dupagecounty.gov/building

MEMORANDUM

TO: DuPage County Board

FROM: DuPage County Development Committee

DATE: August 4, 2026

RE: **ZONING-26-000007 NGHC, Inc. (Lisle / District 5)**

DuPage County Board: August 11, 2026: *(If the County Board seeks to approve the Variation zoning relief it will require a $\frac{3}{4}$ majority vote {14 votes} to approve based on the recommendation to deny by the Zoning Board of Appeals)*

Development Committee: August 4, 2026: The DuPage County Development Committee recommended to approve the following zoning relief:

1. Conditional Use for a Planned Development for three (3) uses on the subject property: a Group Home, a greenhouse with accessory retail/wholesale crop sales on the subject property, and an Accessory Dwelling Unit.
2. Variation to increase the total area of permitted detached accessory buildings from 1,241 sq. ft to approximately 6,989 sq. ft. (3,850 sq. ft. ADU, 2,880 sq. ft. greenhouse, and 259 sq. ft. existing shed).
3. Variation to exceed the maximum permissible area for detached accessory buildings in the R-3 Single Family Residential District from 2,600 sq. ft. to approximately 6,989 sq. ft.
4. Variation to allow the total area of detached accessory buildings (proposed accessory dwelling unit, proposed greenhouse, and existing shed) to be larger than the principal building (existing house is 4,745 sq. ft.).
5. Variation to allow an Accessory Dwelling Unit to be more than 1,000 sq. ft. in size (approximately 3,850 sq. ft.).
6. Variation to allow an Accessory Dwelling Unit to be located in a new detached accessory building.
7. Variation to increase the maximum number of permitted occupants on the property—from five (5) occupants to 12 occupants total—allocated as eight (8) occupants in the existing principal single-family /proposed group home and 4 occupants in the accessory dwelling unit.
8. Variation to allow neither the legal or beneficial owner to be an occupant on the property with an ADU.

9. Variation to allow the exterior of the converted dwelling to not retain the appearance of an existing accessory building containing the accessory dwelling unit.
10. Variation to increase the height of a detached accessory building from permitted 24 feet to approximately 28 for the proposed greenhouse and 36 for the proposed accessory dwelling unit.

Subject to the following conditions:

1. That the property be developed in accordance with the petitioner's site plan made part of Zoning Petition #ZONING-26-000007 NGHC, Inc. dated June 25, 2026.
2. That the owner/developer is to apply for and receive a Building Permit for all construction and/or excavation that occurs on the property.
3. That in conjunction with the submittal of a building permit the developer provides a landscape plan showing partial landscape screens around the perimeter of the development.
4. That the zoning relief granted herein shall run with the land and shall be transferable to all future owners and operators of the subject property and approved use.
5. That any future residents or tenants of the proposed Accessory Dwelling Unit shall have a familial relationship with a resident(s) of the Group Home.
 - a. For purposes of this condition, a "familial relationship" shall mean a spouse, domestic partner, parent, child, sibling, grandparent, grandchild, aunt, uncle, niece, nephew, first cousin, or an individual related by marriage, adoption, legal guardianship, or other legally recognized family relationship.
6. That the proposed Greenhouse shall not be used for on-site commercial sales.
7. That the property be developed in accordance with all other codes and Ordinances of DuPage County.

Development Committee VOTE (Motion to Approve): 5 Ayes, 0 Nays, 1 Absent

DEVELOPMENT COMMITTEE FINDINGS OF FACT:

1. That the DuPage County Development Committee finds that petitioner presented sufficient evidence for the subject zoning relief and that the subject Conditions were placed on the zoning relief as discussed by the Development Committee at the August 4, 2026 meeting.

Zoning Board of Appeals Meeting: July 9, 2026: The Zoning Board of Appeals recommended to deny the following zoning relief:

1. Conditional Use for a Planned Development for three (3) uses on the subject property: a Group Home, a greenhouse with accessory retail/wholesale crop sales on the subject property, and an Accessory Dwelling Unit.

2. Variation to increase the total area of permitted detached accessory buildings from 1,241 sq. ft to approximately 6,989 sq. ft. (3,850 sq. ft. ADU, 2,880 sq. ft. greenhouse, and 259 sq. ft. existing shed).
3. Variation to exceed the maximum permissible area for detached accessory buildings in the R-3 Single Family Residential District from 2,600 sq. ft. to approximately 6,989 sq. ft.
4. Variation to allow the total area of detached accessory buildings (proposed accessory dwelling unit, proposed greenhouse, and existing shed) to be larger than the principal building (existing house is 4,745 sq. ft.).
5. Variation to allow an Accessory Dwelling Unit to be more than 1,000 sq. ft. in size (approximately 3,850 sq. ft.).
6. Variation to allow an Accessory Dwelling Unit to be located in a new detached accessory building.
7. Variation to increase the maximum number of permitted occupants on the property—from five (5) occupants to 12 occupants total—allocated as eight (8) occupants in the existing principal single-family /proposed group home and 4 occupants in the accessory dwelling unit.
8. Variation to allow neither the legal or beneficial owner to be an occupant on the property with an ADU.
9. Variation to allow the exterior of the converted dwelling to not retain the appearance of an existing accessory building containing the accessory dwelling unit.
10. Variation to increase the height of a detached accessory building from permitted 24 feet to approximately 28 for the proposed greenhouse and 36 for the proposed accessory dwelling unit.

ZBA VOTE (to Deny): 6 Ayes, 0 Nays, 0 Absent

FINDINGS OF FACT:

1. That petitioner testified that the subject zoning relief is for a Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit (“ADU”), with required Variations.
2. That the record was adopted from the previous public hearing for ZONING-26-000007 NGHC, Inc., which was held on April 30, 2026.
3. That petitioner testified that there is a large community of individuals that are intellectually disabled and looking for a group home/Community Integrated Living Arrangement (CILA) in Illinois.
 - a. That petitioner testified that there are approximately 19,000 adults with intellectual and developmental disabilities on the CILA waiting list in Illinois.
 - b. That petitioner testified that he started the group home search for his daughter and that the proposed group home would be for his daughter and other group home occupants.
4. That petitioner testified that Little Friends is proposed to operate the group home within the existing residence located on the subject property.
 - a. That petitioner testified that the group home program would be Monday through Friday with a shift change for group home/CILA staff. Petitioner testified that there would be additional staff on weekend shifts as well.

5. That petitioner testified that a proposed 3,850 square-foot ADU would be constructed at the rear of the subject property for occupancy by himself and other family members of the group home residents, in order to remain in close proximity to their family members.
 - a. That Petitioner testified that staff might also rent a room in the proposed ADU.
6. That petitioner testified that individuals with intellectual disabilities often face challenges obtaining employment and that the proposed greenhouse on the subject property would provide residents of the group home/CILA with opportunities to grow food for personal consumption and for sale as a form of employment and vocational activity.
7. That petitioner testified that the proposed Planned Development, consisting of the group home, greenhouse, and ADU, would generate earned revenue for the group home residents and additional rental income to support the operation of the group home/CILA.
 - a. That petitioner testified that a charitable organization, NGHC, Inc., was established and that the existing residence, along with additional funds, would be donated to the organization for the development and operation of the group home and greenhouse.
 - b. That petitioner testified that residents of the proposed ADU would pay rent to the charitable organization in order to help support the individuals residing within the group home located in the principal residence.
8. That petitioner testified that a group home/CILA cannot utilize common facilities such as a kitchen, laundry, or garage space, and that he needs to build a separate home/ADU on the property for everything that would be used by family and support staff.
9. That petitioner testified that there is a ninety (90) unit, three-story townhouse development being constructed directly across Plank Road from the subject property and that the surrounding area is turning into a high-density neighborhood with the incorporation of the new townhouse development.
10. That petitioner testified that he is required to move the septic system for the existing house and would create a septic system that will handle both the ADU and the group home/CILA.
11. That petitioner testified that he cannot meet the owner-occupant requirement for a property with an ADU, as the property will be owned by the 501c3 and that there is no practical way to meet this requirement as there cannot be an owner of a 501c3.
12. That petitioner testified that the practical difficulty and particular hardship for the subject zoning relief is that the occupants of the group home need support and assistance, and that the group home, greenhouse, and accessory dwelling unit are all designed to support the occupants in their future.
 - a. That petitioner testified that if he is unable to build the additional items (greenhouse and accessory dwelling unit) on the subject property, then he cannot provide services to the occupants of the group home/CILA.
13. That the Zoning Board of Appeals finds that insufficient evidence was presented to satisfy the applicable Standards for a Variation and Conditional Use, and that petitioner did not present a practical difficulty or particular hardship for the subject Variations.

14. That the Zoning Board of Appeals finds that the proposed Accessory Dwelling Unit would be located within a new building rather than through the conversion of an existing detached accessory building and, therefore, does not meet the initial requirement of the recently adopted Accessory Housing provisions (37-417) of the Zoning Ordinance.
15. Furthermore, that the Zoning Board of Appeals finds that the proposed 3,850-square-foot accessory dwelling, proposed 2,880-square-foot greenhouse with accessory retail and wholesale crop sales, and the proposed group home collectively require approval of a Planned Development Conditional Use, including the subject Variations, and that the Zoning Board of Appeals further finds that the overall scope and intensity of the proposed development are too extensive for the subject property.

STANDARDS FOR CONDITIONAL USES:

1. That the Zoning Board of Appeals finds that petitioner has not demonstrated that the granting of the Conditional Use is in harmony with the general purpose and intent of the Zoning Ordinance, and will not be injurious to the neighborhood, detrimental to the public welfare, or in conflict with the County's comprehensive plan for development; and specifically that the granting of the Conditional Use will not:
 - a. Impair an adequate supply of light and air to the adjacent property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not impair an adequate supply of light and air to the adjacent property.
 - b. Increase the hazard from fire or other dangers to said property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase the hazard from fire or other dangers to said property.
 - c. Diminish the value of land and buildings throughout the County as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not diminish the value of land and buildings throughout the County.
 - d. Unduly increase traffic congestion in the public streets and highways as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase traffic congestion in the public streets and highways.
 - e. Increase the potential for flood damages to adjacent property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase the potential for flood damages to adjacent property.
 - f. Incur additional public expense for flood protection, rescue or relief as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not incur additional public expense for flood protection, rescue, or relief.

- g. Otherwise impair the public health, safety, comfort, morals or general welfare of the inhabitants of DuPage County as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not impair the public health, safety, comfort, morals or general welfare of the inhabitants of DuPage County.

STANDARDS FOR VARIATIONS:

1. That the Zoning Board of Appeals finds that petitioner has not demonstrated that the granting of the Variation is in harmony with the general purpose and intent of the Zoning Ordinance, and will not be injurious to the neighborhood, detrimental to the public welfare, or in conflict with the County's comprehensive plan for development.
2. That the Zoning Board of Appeals finds that petitioner has not demonstrated the granting of the Variation will not:
 - a. Impair an adequate supply of light and air to the adjacent property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not impair an adequate supply of light and air to the adjacent property.
 - b. Increase the hazard from fire or other dangers to said property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase the hazard from fire or other dangers to said property.
 - c. Diminish the value of land and buildings throughout the County as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not diminish the value of land and buildings throughout the County.
 - d. Unduly increase traffic congestion in the public streets and highways as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase traffic congestion in the public streets and highways.
 - e. Increase the potential for flood damages to adjacent property as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not increase the potential for flood damages to adjacent property.
 - f. Incur additional public expense for flood protection, rescue or relief as petitioner has not demonstrated or provided sufficient evidence that the proposed Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit will not incur additional public expense for flood protection, rescue, or relief.
 - g. Otherwise impair the public health, safety, comfort, morals or general welfare of the inhabitants of DuPage County as petitioner has not demonstrated or provided sufficient evidence that the proposed

Planned Development for a group home, greenhouse with accessory retail/wholesale crop sales on the subject property, and accessory dwelling unit proposed accessory dwelling unit will not impair the public health, safety, comfort, morals or general welfare of the inhabitants of DuPage County.

GENERAL ZONING CASE INFORMATION

CASE #/PETITIONER: ZONING-26-000007 NGHC, Inc.

ZONING REQUEST:

1. Conditional Use for a Planned Development for three (3) uses on the subject property: a Group Home, a greenhouse with accessory retail/wholesale crop sales on the subject property, and an Accessory Dwelling Unit.
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10. Variation to increase the height of a detached accessory building from permitted 24 feet to approximately 28 for the proposed greenhouse and 36 for the proposed accessory dwelling unit.

OWNER: NGHC, INC., 25W351 PLANK ROAD, NAPERVILLE, IL 60563 / **AGENT:** DAVID NELSON JR., 25W351 PLANK ROAD, NAPERVILLE, IL 60563

ADDRESS/LOCATION: 25W351 PLANK ROAD, NAPERVILLE, IL 60563

PIN: 08-08-401-005 / 08-08-401-102

TWSP./CTY. BD. DIST.: LISLE / DISTRICT 5

ZONING/LUP: R-3 SF RES / 0-5 DU AC

AREA: 1.14 ACRES (49,658 SQ. FT.)

UTILITIES: WELL / SEPTIC

PUBLICATION DATE: DAILY HERALD: JUNE 10, 2026

PUBLIC HEARING: THURSDAY, JUNE 25, 2026

ADDITIONAL INFORMATION:

Building: No Objection or concerns with the petition.

DUDOT: *No Comments Received.*

Health: No objections or concerns with the concept of the petition. Additional information may be required at time of permit application. (See attached documentation)

Stormwater: No objections or concerns with the concept of the petition. Additional information may be required at time of permit application.

Public Works: “DPC Public Works doesn’t own any sewer or water mains in this area.”

EXTERNAL:

City of Naperville: *No Comments Received.*

Village of Lisle: Our office has no jurisdiction in the matter.

Lisle Township: *No Comments Received.*

Township Highway: Our office has no jurisdiction in the matter.

Lisle-Woodridge Fire Dist.: “Sprinklers should be required for new building.”

Sch. Dist. 203: *No Comments Received.*

Forest Preserve: *No Comments Received.*

LAND USE

Subject Property:

- **Zoning:** R-3 SF RES / **Existing Use:** HOUSE / **Land Use Plan (LUP):** 0-5 DU AC

North of Subject Property:

- **Zoning:** PLANK ROAD AND BEYOND CITY OF NAPERVILLE / **Existing Use:** ATTACHED RESIDENTIAL / **Land Use Plan (LUP):** CITY OF NAPERVILLE

South of Subject Property:

- **Zoning:** R-3 SF RES / **Existing Use:** HOUSE / **Land Use Plan (LUP):** 0-5 DU AC

East of Subject Property:

- **Zoning:** R-3 SF RES / **Existing Use:** VACANT / **Land Use Plan (LUP):** 0-5 DU AC

West of Subject Property:

- **Zoning:** R-3 SF RES / **Existing Use:** HOUSE / **Land Use Plan (LUP):** 0-5 DU AC