



Staff Report
Plan Commission Meeting – January 6, 2026

Applicant:	Dover Development, LLC
Property Owner:	Agnes M. Heisley 2005 Trust
Location:	St. Charles Township; south side of Dean St, west of Dean St & Peck Rd
Purpose:	Feedback on senior housing development
Application:	Concept Plan
Public Hearing:	Not required
Zoning:	Kane County: F Farming
Current Land Use:	Agriculture
Comprehensive Plan:	Rural Single Family Residential

Cedarhurst of St. Charles



Subject Property

Summary of Proposal:	<p>Dover Development, LLC has filed a Concept Plan proposing a senior housing community on a 23-acre unincorporated property located on the south side of Dean Street, west of the intersection of Dean Street and Peck Road, north of Renaux Manor. Proposal details:</p> <ul style="list-style-type: none"> • Annexation to City of St. Charles. • Senior assisted living/memory care facility with 87 units on east end of site. • Independent living cottages; 64 units in 16 four-plex buildings on west end of site. • Access from two driveways off Dean Street. • Stormwater detention on east end of property.
Info / Procedure on Application:	<ul style="list-style-type: none"> • Per Sec. 17.04.140, the purpose of the Concept Plan review is as follows: “to enable the applicant to obtain informal input from the Plan Commission and Council Committee prior to spending considerable time and expense in the preparation of detailed plans and architectural drawings. It also serves as a forum for owners of neighboring property to ask questions and express their concerns and views regarding the potential development.” • A formal public hearing is not involved, although property owners within 250 ft. of the property have been notified and may express their views to the Commission. • No recommendation or findings are involved.
Suggested Action:	Provide feedback on the Concept Plan. Staff has provided topics Commissioners may wish to consider to guide their feedback to the applicant.
Staff Contact:	Ellen Johnson, Planner II

I. PROPERTY INFORMATION

A. History / Context

The subject property constitutes four tax parcels totaling 23 acres, located on the south side of Dean Street, just west of the intersection of Dean Street and Peck Road. The property is used for agriculture, with a hedgerow extending horizontally across the center of the property. The subject property is part of a larger farmland property known as the Heisley Property, which contains a total of approximately 360 acres. Most of the Heisley Property, except for the subject property, falls north of Dean Street.

The subject property is located in unincorporated St. Charles Township and is currently under the zoning jurisdiction of Kane County. Annexation would be required to develop in the City of St. Charles. The property is separated from the St. Charles corporate limits by the Great Western Trail to the south, which is owned by the Forest Preserve District of Kane County and is unincorporated. State Statute allows unincorporated territory to be annexed to a contiguous municipality. Statute explicitly states that territory is considered contiguous even if the territory is separated from the municipality by a former railroad right-of-way that has been converted to a recreational trail, as is the case for the subject property. Therefore, the property is eligible for annexation to St. Charles. City staff have encouraged the applicant to work with the Forest Preserve District of Kane County to include the FPDKC property in the annexation if possible.

The Concept Plan under consideration is the first development proposal submitted to the City for the subject property. As will be discussed further in this report, the Comprehensive Plan identifies the intended future land use for the Heisley Property as rural single-family residential.

B. Zoning

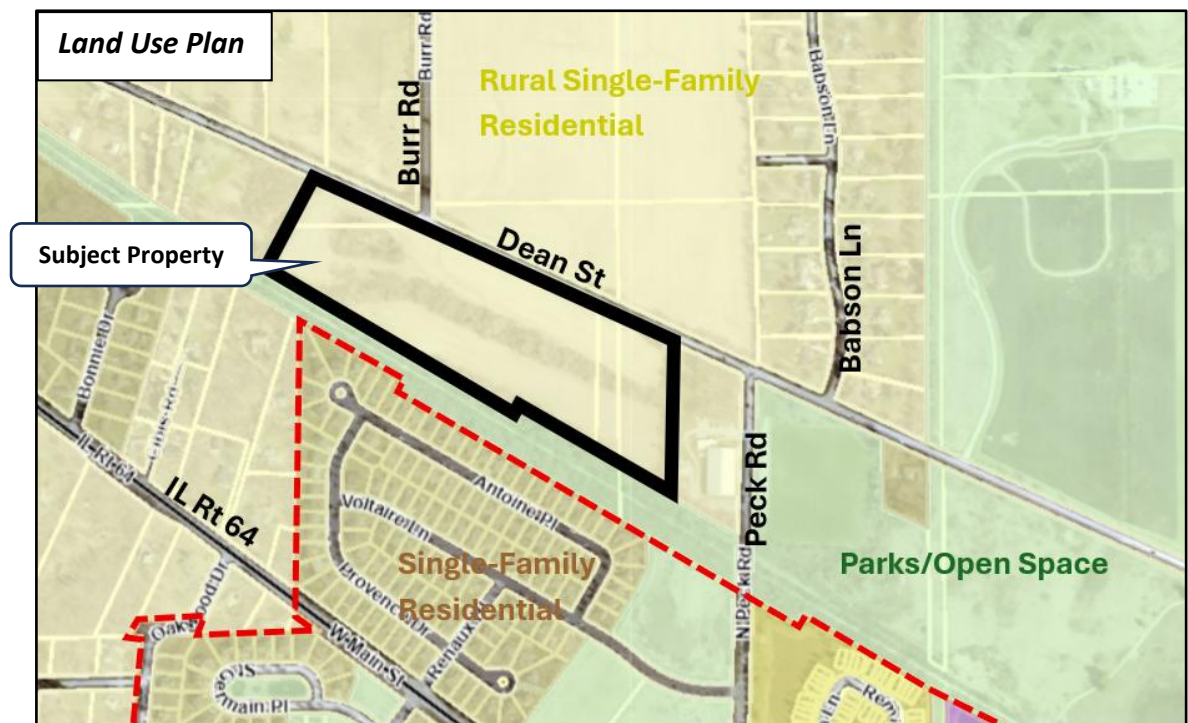
The subject property is zoned F-Farming under the Kane County Zoning Ordinance. Kane County zoning surrounds the property on all sides, including the Forest Preserve zoning which covers the Great Western Trail to the south. Immediately south of the trail is Renaux Manor, a single-family subdivision in the City with RS-3 zoning.

	Zoning	Land Use
Subject Property	F Farming (Kane County)	Agriculture
North	F Farming (Kane County)	Agriculture
East	F-2 Farming & Special Use (Kane County)	Campton United Soccer Club
South	Forest Preserve; RS-3 Suburban Single-Family Residential & PUD (City); E-2A Estate Residential (Kane County)	Great Western Trail; Renaux Manor single-family subdivision; single-family lots
West	F Farming (Kane County)	Single-family lot



C. Comprehensive Plan

The Land Use Plan adopted as part of the 2013 Comprehensive Plan identifies the subject property as “Rural Single Family Residential”.



The Rural Single Family Residential land use category is described as follows (p.41):

“The Rural Residential land use designation is intended to accommodate large-lot single-family development on the outer limits of the City. Rural Residential areas are characterized by large lots that may have developed as part of a formal subdivision or independently in unincorporated Kane County prior to annexation. These areas are

typically located on the periphery of the City, removed from the busier commercial areas, providing a unique opportunity to live in a rural setting near a vibrant city. Rural Residential areas are characteristic of estate properties, including the absence of sidewalks and street trees, and open swale drainage systems as opposed to curb and gutter. Lot sizes in areas designated as Rural Residential are generally one-half acre or larger.

Although the regional goals articulated in both CMAP's Goto 2040 Plan and the Kane County 2040 Plan promote more compact livable centers that make public transit and commercial areas more viable, there is a need in St. Charles to balance the desired character of the City and provide a range of residential areas that are respectful of both rural and urbanized areas. The designated Rural Residential areas identified in the Land Use Plan reflect primarily existing areas within the City's future growth areas, with abundant natural resources and an existing rural character."

Senior Housing is called out in the plan despite there not being a separate land use category for senior housing (p.42):

"Senior Housing is an essential component of the City's residential offerings and should be appropriately accommodated in select locations. The notion of "aging in place" is important, as it allows residents to remain in the City as they progress through the different stages of life. Although the Residential Areas Plan does not call out specific locations for senior housing, the Plan does recognize the importance of developing additional senior housing within the community to accommodate the City's existing and future senior population. In general, senior housing can be in the form of single-family detached, attached, or multi-family dwellings. As locations are considered for accommodating senior housing development, preference should be given to proximity of transit, goods, and services. The ability to walk to restaurants, shops, transit, recreation, entertainment, and services is often important to seniors as it reduces their dependence on the automobile for daily needs. Given issues of proximity, areas within or near the Downtown, Randall Road, or near the intersection of Kirk Road and Main Street should be considered ideal for senior housing."

The following Residential Land Use Policies are relevant to review of the Concept Plan (p.43-44):

"Seek opportunities to provide senior housing within the City considering locations that are within close proximity to recreation, public transit, healthcare, and daily goods and services- The City seeks to provide opportunities for residents to "age in place", meaning that housing within the community accommodates all stages of life. As members of the community become older, and their lifestyles change, the City's diverse housing stock should provide opportunities to remain in the City of St. Charles. Although the Residential Areas Plan does not call out specific locations for senior housing, the Plan does recognize the importance of developing additional senior housing within the community to accommodate the City's existing and future senior population. From active living through assisted living, the City will continue to provide a wide range of housing types to accommodate its seniors."

"Prioritize infill development over annexation and development- While the era of substantial residential growth is over in St. Charles, there remain some isolated opportunities for residential development on the City's west side. While most of these opportunities are within unincorporated Kane County, they fall within the City's 1.5-mile extraterritorial planning jurisdiction defined by State statute. It is recommended that the

City carefully consider annexation and growth into these areas while vacant and/or underutilized residential properties exist within the City's boundaries. When residential development does occur within the City's growth areas, it should occur in areas immediately adjacent to existing developed areas so as to prevent "leap frog" development and the resulting costs and burdens of unnecessarily extending infrastructure systems in an unwise manner."

The Residential Areas Framework Plan identifies the subject property as part of Site "C" (p.45), which is an approximately 360-acre farmland holding known as the Heisley Property, predominantly north of Dean Street:

"Should the Heisley Property ever develop, Rural Single Family Residential is recommended, with designated open space areas protecting and preserving the site's environmental features."

Considerations:

- Future land use of the subject property and surrounding properties outside of the City limits is identified as Rural Single Family Residential, with the Heisley Property in particular called out for this land use. The subject property is a small portion of the Heisley Property, separated from the remainder of the land holdings by Dean Street. If the subject property develops for a different land use, the remainder of the Heisley Property could still develop as single-family residential.
- The Comprehensive Plan does not identify specific locations where senior housing is recommended but calls out the importance of providing more housing options for seniors in appropriate locations. The subject property is not located in immediate proximity to services; however, the property has decent access to Rt 64 via Peck Road.

II. PROPOSAL

Dover Development, LLC is under contract to purchase the subject property. The Concept Plan submitted for feedback proposes the following:

- Annexation to City of St. Charles
- Two phases of development-
 - Phase 1: Senior assisted living/memory care facility
 - East end of site
 - 77,000 sf
 - 87 units; 60 assisted living units & 27 memory care units
 - 28' building height
 - Stormwater detention
 - Phase 2: Independent living cottages
 - West end of site
 - 16 buildings with 4 units each; 64 units total
 - Clubhouse
 - Dog park
 - Age restricted to 55 and older
 - Leased month-to-month, similar to assisted living
- Two access drives off Dean Street
- Internal network of sidewalks
- Both phases to be owned and managed by a single LLC

III. CONCEPT PLAN REVIEW PROCESS

The purpose of the Concept Plan review is to enable the applicant to obtain informal input on a concept prior to spending considerable time and expense in the preparation of detailed plans and architectural drawings. The Concept Plan process also serves as a forum for citizens and owners of neighboring property to ask questions and express their concerns and views regarding the potential development. Following the conclusion of the Concept Plan review, the developer can decide whether to formally pursue the project.

IV. PLANNING ANALYSIS

Staff has analyzed the Concept Plan to determine the ability of future plans based on the Concept Plan to meet applicable standards of the Zoning and Subdivision ordinances. The plan was reviewed against the following code sections and documents:

- Ch. 17.12 Residential Districts
- Ch. 17.26 Landscaping & Screening
- Title 16- Subdivisions & Land Improvement

A. Proposed Zoning

The applicant has identified two potential zoning designations to accommodate the proposed development: RM-2 and RM-3. Staff considered factors including the zoning district purpose statements, density, bulk regulations, uses, and surrounding zoning to determine which district – RM-2 or RM-3 – would be most appropriate.

Purpose Statements: The purpose statements for each district are provided in the Zoning Ordinance, as follows:

RM-2 Medium Density Multi-Family Residential District – *“The purpose of the RM-2 District is to accommodate a range of housing densities and a variety of housing types and styles, with a maximum density of approximately 10 units per acre. The RM-2 District also provides for limited institutional uses that are compatible with surrounding residential neighborhoods.”*

RM-3 General Residential District – *“The purpose of the RM-3 District is to accommodate a range of housing densities, including higher density residential up to approximately 20 units per acre, at locations that will provide efficient use of land and infrastructure. The RM-3 District also provides for limited institutional uses that are compatible with surrounding residential neighborhoods.”*

Density: Proposed density for Phase 1 (assisted living) is approximately 7 units per acre. Proposed density for Phase 2 (independent living cottages) is approximately 6 units per acre.

Bulk Regulations: The bulk regulations for each district are similar. The RM-3 District allows for additional building coverage and building height, which are not needed to accommodate the proposal. Another difference is that the RM-3 District requires a 30’ rear setback with landscape buffering. The RM-2 District requires a 25’ rear setback with no landscape buffering. The rear setback would apply along the south property line. The Great Western Trail falls between the subject property and Renaux Manor subdivision to the south. The width of the trail parcels vary from 100’ to 200’. The trail is heavily wooded and raised up from grade of the subject property. Given these factors, a larger setback and additional landscape buffering along the south is unnecessary to provide separation from the south.

Uses: Both districts allow the proposed 4-plex independent living cottages. The product would be considered a “Townhouse”, based on the zoning ordinance definition of “Townhouse Dwelling”:

“A building with three (3) or more dwelling units arranged side-by-side, sharing common fire-resistive walls without openings, where each dwelling unit occupies an exclusive vertical space with no other dwelling unit above or below, and where each dwelling unit has at least one (1) individual exit directly to the outdoors.”

The assisted living component would be considered an “Assisted Living Facility”, defined in the zoning ordinance as follows:

“A facility providing residential accommodations and daily assistance for elderly or disabled residents that meets the definition of assisted living established in the Assisted Living and Shared Housing Act.”

Assisted Living Facility is a permitted use in the RM-3 District and a Special Use in the RM-2 District.

Surrounding Zoning: Kane County F- Farming zoning surrounds the subject property on three sides. RS-3 Suburban Single-Family Residential is the zoning of Renaux Manor to the south. The nearest multi-family residential zoning is RM-1, for the Remington Glen townhomes east of Peck Road off Woodward Drive.

Staff Comments:

- ✓ Given the factors considered above, staff believes the RM-2 District is the most appropriate zoning designation for the proposed development.
- ✓ PUD Considerations:
 - A PUD may be appropriate to accommodate the unique nature of this development.
 - If a PUD is requested, the City would need to find that the PUD is in the “public interest” based on a set of criteria and considerations as listed in the Zoning Ordinance.
 - Through a PUD, deviations from certain zoning requirements can be requested, in exchange for project elements that exceed zoning requirements. This may mean higher quality building architecture or increased landscaping.
 - A PUD deviation could be requested to allow “Assisted Living Facility” as a permitted use, so that separate Special Use approval wouldn’t be required.

B. Bulk Standards / Site Plan

The applicant has indicated that the development will be platted as a single lot for each phase (assisted living and independent living cottages), as the entire development will be under single ownership. The bulk standards below were applied based on an approximate land area of 12 acres for the assisted living component and 11 acres for the independent living component. The table below compares the Concept Plan with the RM-2 District bulk standards.

Category	RM-2 District (potential zoning)	Concept Plan
Min. Lot Area	Townhouse: 4,300 sf per unit Other uses: 10,000 sf	Cottages: approx. 7,500 sf per unit (11 acres total) Assisted living: approx. 12 acres

Min. Lot Width	Townhouse: 24 feet per unit Other uses: 65 ft	Cottages: approx. 1,000 ft (Dean St) Assisted living: approx. 725 ft (Dean St)
Max. Building Coverage	35%	Cottages: approx. 30% Assisted living: approx. 15%
Max. Building Height	35 ft / 3 stories	Cottages: TBD Assisted living: 28'
Min. Front Yard	30 ft	Dean St: 40 ft
Min. Interior Side Yard	Townhouse: 10 ft Other: 25 ft	East: 210 ft West: 20 ft
Min. Rear Yard	25 ft	South: 20 ft
Parking	Assisted living: 0.25 spaces per unit = 22 spaces Townhomes: 2 spaces per unit	Assisted living: 47 spaces Townhomes: TBD

Staff Comments:

- ✓ The proposed plan meets all bulk requirements of the RM-3 District, except the interior side and rear yards. The cottages are 20 feet from both the west and south lot lines; 25 feet is required. While a reduced setback could be requested as part of a PUD, the buildings could easily be set back 5 feet further to meet the setback requirement.
- ✓ The 30' front setback along Dean Street is met with a 40' setback for the cottages and 160' for the assisted living facility. A larger building setback is recommended for the cottages backing up to Dean Street, to provide additional privacy for residents and to support the semi-rural character of Dean Street in this area.
- ✓ The assisted living facility requires 22 parking spaces; 47 are proposed, not including the 26 additional spaces adjacent to and across from the clubhouse. A reduced parking count is recommended.
- ✓ Each cottage driveway is shared between two units, with space for 1 parked car on each side. It appears that each unit will also have a 1-car front-loaded garage, however building elevations/floorplans have not been submitted to confirm. If this is the case, each unit will have 2 spaces. Additional parking is provided adjacent to the clubhouse (26 spaces). On-street parking would not be permitted based on the roadway width as shown.
- ✓ No more than one building is permitted per lot in residential districts (Sec. 17.22.010). This would require that each 4-plex be platted on a separate lot, which would then result in issues complying with building setbacks. The applicant intends to plat the independent living portion of the property (the western portion) as a single lot under common ownership. A deviation to allow more than one building on a lot can be requested as part of a PUD.

C. Site Access / Internal Roadways / Traffic:

The subject property fronts Dean Street which is a St. Charles Township road. Per State Statute, annexation of the property will include the full width of the adjacent Dean Street right-of-way.

Two two-way driveways off Dean Street are proposed for site access. Internal cross-access is shown between the two phases of the development. All internal streets will be privately owned and maintained. Streets within the cottage area are 24' in width, with 5' carriage walk-style sidewalks on both sides of the streets.

Staff Comments:

- ✓ Streets must be a minimum of 27' in width to allow on-street parking on one side of the street. Streets should be widened as such to accommodate additional parking and to avoid access issues for emergency vehicles should vehicles be parked on the street.
- ✓ Auto-turn analysis will be required to ensure adequate emergency vehicle access around the site.
- ✓ A path connection to the Great Western Trail is recommended. This connection is recommended within the western portion of the site due to topography and to limit security risk for the assisted living/memory care residents.
- ✓ Walking paths are recommended around the detention pond.
- ✓ Staff debated whether to require the developer to improve Dean Street with curb, gutter, storm sewer, streetlights and sidewalks (making it an 'urban street'), but decided instead to allow it to remain a 'rural street' with ditches because nearby portions of Dean Street are not urbanized. Staff have advised the applicant that a fee to repave Dean Street after construction is completed will be required instead.
- ✓ A Traffic Impact Study will be required if the development moves forward. The TIS will need to include the following:
 - Anticipated traffic generation.
 - Impact to surrounding roadways and intersections.
 - Analysis of adequacy of site access.
 - Analysis of line of sight for driveways off Dean Street.
 - Internal drive layout.

D. Landscaping

A conceptual landscape plan has not been provided. Based on the site layout, there is adequate space for required landscaping and to meet the 20% open space requirement.

Landscaping will be subject to the standards of Ch. 17.26 "Landscaping". This includes street frontage landscaping along Dean Street, building foundation landscaping for the assisted living facility, parking lot landscaping, and free standing sign landscaping.

Staff Comments:

- ✓ Landscaping along Dean Street will need to be planned cohesively along the frontage of both phases and should be designed to provide screening for residents and to promote the semi-rural character of the area.
- ✓ A Tree Preservation Plan will be required. Effort shall be made to preserve high quality trees to the greatest extent possible, particularly within open space locations and along the outer boundary of the development.

E. Building Design

Renderings have not been submitted as part of the Concept Plan. Both the assisted living facility and independent living cottages will be subject to the design standards and guidelines for multi-family zoning districts (Section 17.06.050). Requirements pertain to building placement, façade articulation, roof forms, and building materials (ex- vinyl siding is prohibited).

Staff Comments

- ✓ Townhouse units each require a private yard of at least 200 sf, directly accessible by a door or stair. The yard shall be landscaped with turf, plantings, and/or patios. Given the intention for open space between buildings to be commonly maintained, it is unclear

whether private yards will be proposed. A deviation from this requirement could be requested through a PUD.

V. DEPARTMENTAL REVIEWS

A. Engineering Review

The development will be subject to the Kane County Stormwater Ordinance. One stormwater detention basin is proposed, at the east end of the property. This basin is intended to serve all phases of the development and will need to be completed with Phase 1. Off-site stormwater improvements, such as storm sewer extension, may be required. Stormwater cannot be routed to neighboring lots. Engineering plans will be reviewed by Kane County as well as the City, due to the location of the property.

The applicant submitted a preliminary wetland delineation report that identified two wetlands on the site (0.15 and 0.37 acres). The U.S. Army Corps of Engineers (USACE) will need to determine whether these wetlands fall under federal jurisdiction. Any impacts to federal jurisdictional wetlands will require a permit from the USACE. Impacts to wetlands not under federal jurisdiction would be considered isolated and would require a permit from the Kane County Water Resources Department.

B. Public Works Review

City utilities will need to be extended to serve the proposed development, including water, sanitary sewer, and electric. The City will assess water needs and how those water needs can be met with utility extensions. At this moment, staff anticipate that water main will need to be extended from existing water main on Peck Road to the intersection of Dean Street, and from water main on Dean Street approx. 4,000 feet east of the subject property, in order to provide necessary looping.

A sanitary sewer capacity study will need to be conducted to determine sanitary requirements for this development.

Roadways within the development must be in accordance with the St. Charles Complete Streets policy. The policy states that private developments should include complete streets elements, meaning roads should be safe for a variety of users. Sidewalks on both sides of streets are encouraged; a multi-use trail through the development is another option. All road crossings should be safe for pedestrians. Direct connection to the Great Western Trail should be provided.

C. Fire Dept. Review

The subject property is located in the Fox River and Countryside Fire District but if annexed to St. Charles would be served by the St. Charles Fire Department.

A truck turning exhibit will need to be provided to ensure Fire Department access throughout the site.

An access drive will need to be extended to the southeast corner of the assisted living facility, with adequate turn-around provided. Both phases will require fire sprinklers.

VI. DEVELOPER CONTRIBUTIONS

The applicant has requested that both phases of the development (assisted living and independent living) be exempt from school, park, and inclusionary housing fees due to the age-restricted component of the development.

Staff has determined that the assisted living facility (phase 1) is not subject to the school, park, or inclusionary housing contribution requirements, as the use is considered institutional rather than residential. However, staff believes that the independent living component (phase 2) should be subject to the Inclusionary Housing Ordinance and Park land/cash requirements, at a minimum. Staff is awaiting feedback from both D303 and the Park District regarding this request.

A. Inclusionary Housing

Phase 2 of this development will be subject to the Inclusionary Housing Ordinance, Title 19 of the City Code. The affordable unit requirement for the proposed 64 units is 6.4 units (10%). A fee worksheet has been submitted indicating the applicant's intent to pay a fee in-lieu of providing affordable units. Based on a fee in-lieu amount of \$36,718 per required affordable townhome unit, a total fee in-lieu amount of \$234,995.20 would be due at the time of building permit and would be placed into the City's Housing Trust Fund to support affordable housing initiatives.

B. School District

The subject property is within St. Charles Community Unit School District 303. The Concept Plan and a land-cash worksheet pertaining to Ch. 16.10 "Dedications" of the Subdivision Code have been provided to the School District for review. If Phase 2 is determined not to be exempt regardless of the age-restricted component of the development, a cash contribution of \$104,714.90 to D303 would be due prior to issuance of building permit.

C. Park District

The subject property is within the St. Charles Park District boundary. The Concept Plan and a land-cash worksheet have been provided to the Park District for review. If Phase 2 is determined not to be exempt regardless of the age-restricted component of the development, a cash contribution of \$306,300.80 to the Park District would be due prior to issuance of building permit.

VII. FUTURE APPROVAL PROCESS

If the applicant chooses to move forward with the proposed development at the conclusion of the Concept Plan process, the following applications would need to be approved by the City to entitle the development. Note- this process includes a request for PUD:

Step One (applications to be filed concurrently):

1. Annexation: To annex the property into the City of St. Charles.
2. Map Amendment: To rezone the property from RE-1 (automatic zoning of newly annexed property) to RM-2.
3. Special Use for PUD: To create a unique development ordinance for the property.
4. PUD Preliminary Plan: To approve preliminary plans including Preliminary Plat of Subdivision, preliminary engineering, landscape plan, and building elevations.

Step Two (applications to be filed concurrently):

1. PUD Final Plan: To approve final engineering plans.
2. Final Plat of Subdivision: Approval of the actual plat document that will be recorded with Kane County to formally create the subdivision.

After Final Plat (with final engineering) approval, the developer could then submit permit applications for site development work and building construction.

VIII. SUGGESTED ACTION

Review the Concept Plan and provide comments to the applicant. Staff recommends the Commission provide feedback on the following:

- ✓ Compatibility with the Comprehensive Plan's rural single-family land use identified for the subject property and stated need for additional senior housing options.
- ✓ Proposed land use and compatibility with surrounding development.
- ✓ Site layout – land uses, driveways, internal streets, detention areas, etc.
- ✓ Whether a path connection to the Great Western Trail should be required.
- ✓ Zoning:
 - a. RM-2 District designation.
 - b. Planned Unit Development – Is a PUD appropriate or desirable for this project? Does the plan adequately advance one or more of the purposes of the PUD procedure:
 1. *To promote a creative approach to site improvements and building design that results in a distinctive, attractive development that has a strong sense of place, yet becomes an integral part of the community.*
 2. *To create places oriented to the pedestrian that promote physical activity and social interaction, including but not limited to walkable neighborhoods, usable open space and recreational facilities for the enjoyment of all.*
 3. *To encourage a harmonious mix of land uses and a variety of housing types and prices.*
 4. *To preserve native vegetation, topographic and geological features, and environmentally sensitive areas.*
 5. *To promote the economical development and efficient use of land, utilities, street improvements, drainage facilities, structures and other facilities.*
 6. *To encourage redevelopment of sites containing obsolete or inappropriate buildings or uses.*
 7. *To encourage a collaborative process among developers, neighboring property owners and residents, governmental bodies and the community*

IX. ATTACHMENTS

- Application for Concept Plan; received 11/18/2025
- Plans

City of St. Charles
Community Development Division
2 E. Main Street
St. Charles, IL 60174



Phone: (630) 377-4443
Email: cd@stcharlesil.gov

CONCEPT PLAN APPLICATION

For City Use

Project Name: Cedarhurst of St. Charles
Project Number: 2025 -PR- 011
Cityview Project Number: PLCP202500119

Received Date

RECEIVED

NOV 18 2025

City of St. Charles
Community Development

- File this application to request review of a Concept Plan for a property.
- Complete the application and submit with all required attachments to the Community Development Division.
- The information you provide must be complete and accurate. If you have any questions please contact the Community Development Division.
- City staff will review the submittal for completeness prior to scheduling a Plan Commission review, followed by review by the Planning & Development Committee of the City Council.

1. Property Information:	Location:	West of the southwest corner of Dean St. & Peck Rd.	
	Parcel Number (s):	09-30-228-016, 09-30-228-005, 09-30-228-006, 09-29-100-012	
	Proposed Name:	Cedarhurst of St. Charles	
2. Applicant Information:	Name:	Dover Development, LLC	Phone: [REDACTED]
	Address	[REDACTED]	Email: [REDACTED]
3. Record Owner Information:	Name:	AGNES M. HEISLEY 2004 TRUST c/o Brian McGrail	Phone: [REDACTED]
	Address:	[REDACTED]	Email: [REDACTED]

4. Identify the Type of Application:

- ☐ **PUD Concept Plan** Proposed PUD Name:
- ☐ **Subdivision Concept Plan** Proposed Subdivision Name:
- ☒ **Other Concept Plan**

5. Zoning & Use Information:

Current zoning of the property: Select

Current use of the property: Unincorporated, agricultural

Comprehensive Plan designation of the property: Single Family Attached Residential

Is the property a designated Landmark or in a Historic District? No

Proposed zoning of the property: RM-3 General Residential District PUD? No

Proposed use of the property: Senior Living community. Proposed RM2 / RM3, looking for city direction

6. Required Attachments:

Provide 1 copy of each required item, unless otherwise noted.

☒ **REIMBURSEMENT OF FEES AGREEMENT:** An original, executed Reimbursement of Fees Agreement and deposit of funds in escrow with the City, as provided by Appendix B of the Zoning Ordinance.

☒ **REIMBURSEMENT OF FEES INITIAL DEPOSIT:** Deposit of funds in escrow with the City. Required deposit is based on review items (number of applications filed) and the size of the subject property:

Number of Review Items	Under 5 Acres	5-15 Acres	16-75 Acres	Over 75 Acres
1	\$2,000	\$3,000	\$4,000	\$5,000
2 or 3	\$3,000	\$5,000	\$6,000	\$8,000
4 or more	\$4,000	\$6,000	\$8,000	\$11,000

☒ **PROOF OF OWNERSHIP:** a) A current title policy report; or
b) A deed and a current title search

NOTE: Private covenants and deed restrictions can limit private property rights with respect to the use of land even though the City's Zoning Ordinance may authorize the use or a less restrictive use. We strongly advise that you perform a title search on the property to determine if there any private covenants containing use restrictions or other deed restrictions. As those private covenants and deed restrictions may conflict with the City's Zoning Ordinance, it is further recommended that you consult with an attorney to obtain an opinion with respect to whether your intended use is compatible with those restrictions.

☒ **OWNERSHIP DISCLOSURE:** Use the appropriate disclosure form (attached), if the owner or applicant is a Partnership, Corporation, Trust, or LLC.

- ☒ **LETTER OF AUTHORIZATION:** If the property owner is not the applicant, an original letter of authorization from the property owner permitting the applicant to file the Concept Plan application with the City of St. Charles for the subject property.
- ☒ **LEGAL DESCRIPTION:** For entire subject property, on 8 ½ x 11 inch paper and Microsoft Word file.
- ☒ **PLAT OF SURVEY:** A current plat of survey for the subject property showing all existing improvements on the property, prepared by a registered Illinois Professional Land Surveyor.
- ☒ **SUMMARY OF DEVELOPMENT:** Written statement describing the proposed development. Include the following information:
 - Proposed land use(s), number of type(s) of residential units, building coverage, building height, and floor area for nonresidential uses.
 - Planning objectives to be achieved and public purposes to be served by the development
 - Explanation of the rationale behind the proposal
 - Anticipated exceptions or departures from zoning and subdivision requirements, if any
- ☒ **PARK AND SCHOOL LAND/CASH WORKSHEETS:** *For residential developments only.* Use the attached worksheet to calculate the estimated population and student yields and resulting land/cash contributions in accordance with Title 16 of the St. Charles Municipal Code.
- ☒ **INCLUSIONARY HOUSING WORKSHEET:** *For residential developments only.* Use the attached worksheet to calculate the affordable unit requirement and indicate how the development will comply with Title 19 of the St. Charles Municipal Code.
- ☒ **ZONING COMPLIANCE TABLE:** Use the attached worksheet to compare applicable Zoning District and/or PUD requirements and the proposed development. Use the Residential table for residential developments and the Nonresidential table for nonresidential developments.
- ☒ **KANE COUNTY TRANSPORTATION IMPACT FEE:** The Kane County Road Improvement Fee Ordinance applies to new residential and non-residential development within Kane County. The impact fee is determined by Kane County upon submittal of an application to Kane County Department of Transportation at the time of building permit. At this stage, the Impact Fee Estimator Tool can be used to estimate the cost of the fee: <http://kdot.countyofkane.org/Pages/Impact-Fees.aspx>
- ☒ **LIST OF PROPERTY OWNERS WITHIN 250 FT:** Fill out the attached form or submit on a separate sheet. The form or the list must be signed and notarized. Property ownership information may be obtained using Kane County's interactive GIS mapping tool: http://gistech.countyofkane.org/gisims/kanemap/kanegis4_AGOx.html
- ☒ **AERIAL PHOTO:** Aerial photo of the subject property and surrounding property at a scale of not less than 1"=400', preferable at the same scale as the Concept Plan.
- ☒ **PLANS:** All required plans shall be drawn on sheets no larger than 24" x 36", unless the Director of Community Development permits a larger size when necessary to show a more comprehensive view of the project.

Copies: Ten (10) full size copies and PDF electronic file emailed to: cd@stcharlesil.gov

****See next page****

Concept Plans shall show the following information:

1. Existing Features:

- Name of project, north arrow, scale, date
- Property boundaries with approximate dimensions and acreage
- Existing streets on and adjacent to the subject property
- Natural features including topography, high and low points, wooded areas, wetlands, other vegetative cover, streams, and drainage ways.
- General utility locations or brief explanation providing information on existing sanitary sewer, storm sewer, water, and other utilities necessary to serve the development.

2. Proposed Features:

- Name of project, north arrow, scale, date
- Property boundaries with approximate dimensions and acreage
- Site plan showing proposed buildings, pedestrian and vehicular circulation, proposed overall land use pattern, open space, parking, and other major features.
- Architectural elevations showing building design, color and materials (if available)
- General utility locations or brief explanation providing information on existing sanitary sewer, storm sewer, water, and other utilities necessary to serve the development.

I (we) certify that this application and the documents submitted with it are true and correct to the best of my (our) knowledge and belief.

Erin H. Stuedel, Trustee 11/6/25
Record Owner Date

[Signature] 10/3/25
Applicant or Authorized Agent Date

City of St. Charles
Community Development Division
Attn: Ellen Johnson
2 E. Main Street
St. Charles, IL 60174

October 3, 2025

RE: Dover Development Concept Plan Application – Cedarhurst of St. Charles

On behalf of Dover Development, LLC, we respectfully submit this Concept Plan application for a proposed senior housing community, Cedarhurst of St. Charles.

Dover Development is currently under contract to acquire approximately 22.97 acres of land located in unincorporated Kane County. The property, presently used for agricultural purposes, comprises four parcels identified by PINs: 09-30-228-016, 09-30-228-005, 09-30-228-006, and 09-29-100-012. The site fronts Dean Street, situated west of the southwest corner of Dean Street and Peck Road.

Headquartered in St. Louis, MO, Dover Development's operating company, **Cedarhurst Senior Living**, manages more than 4,200 units of independent living, assisted living, and memory care across 50+ communities throughout the Midwest and Southeast.

We are proposing a two-phase development:

- **Phase I** will include construction of the primary senior living building and a stormwater retention pond. The building will be approximately 77,000 square feet and consist of 87 total units—60 for assisted living and 27 for memory care. This primary building's maximum height is approximately 28 ft.
- **Phase II** will include 64 independent living cottages and a clubhouse.

Due to the nature of the proposed use, Dover Development respectfully requests that both phases be exempt from school, park, and affordable housing impact fees. The community will be age-restricted to residents 55 and older, with the average resident age anticipated to be approximately 85. As such, there will be no impact on local school enrollment or park usage. In addition, while the independent living cottages do not receive direct assistance, the services provided—such as housekeeping and meal plans—address a growing need for service-enriched housing for seniors who are struggling to keep up with activities of daily living. We believe the affordable housing impact fee should not apply to either phase of the development. The accompanying impact fee worksheet includes calculations only for the independent living cottages.

The objective of this Concept Plan application is to obtain initial feedback and direction regarding appropriate zoning for the project—whether through RM-2 with a conditional use permit or RM-3 zoning. We believe both zoning classifications are suitable, and welcome staff input on this matter.

Additionally, we would appreciate high-level feedback regarding utility infrastructure, and we would like to initiate the sanitary sewer and water capacity analysis process. Clarification on impact fees for Phase II—and the potential to have these fees waived based on the nature of the project—will be instrumental in advancing that phase of the development. Feedback regarding electrical service would be helpful as well. Finally, we have included a wetland report from Gary R Weber Associates, and we would like to make sure the Village's wetland consultant is in agreeance with that report as part of this process.

We appreciate your consideration and look forward to collaborating with the City of St. Charles as we move this project forward.

Sincerely,



Nick Dwyer
Dover Development, LLC

HEISLEY FAMILY OFFICE

70 WEST MADISON STREET, SUITE 5600
CHICAGO, ILLINOIS 60602

TELEPHONE (312) 419-8220

October 21, 2025

City of St. Charles Plan Commission:

In my role as Trustee of the Agnes M. Heisley 2004 Trust (the "Trust"), I have entered into a Purchase and Sale Agreement (the "Agreement") with Dover Development, LLC ("Dover") whereby Dover plans to purchase from the Trust four parcels of real property located in Kane County (the "Property"), identified by the following PIN's:

09-30-228-016

09-30-228-005

09-30-228-006

09-29-100-012

It is my understanding from Dover representatives that you require this Letter of Authorization to allow Dover to file a Concept Plan application with the City of St. Charles related to their anticipated purchase.

The filing of such Concept Plan is authorized, but only to the extent such filing provides assurances to Dover of the City's "anticipated" approval of Dover's Concept Plan application and any associated rezoning applications, annexation applications, and any related or ancillary agreements required by the City in connection therewith. Dover is not authorized to take any action that will be binding with respect to the Property until such time as the closing on their purchase has occurred and they become the owner of the parcels listed above.

Best regards,

A handwritten signature in black ink, appearing to read "Emily Heisley Stoeckel", written in a cursive style.

Emily Heisley Stoeckel, Trustee
Agnes M. Heisley 2004 Trust

OWNERSHIP DISCLOSURE FORM
LAND TRUST

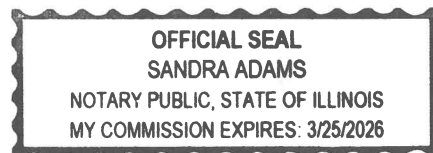
STATE OF ILLINOIS)
) SS.
~~COOK~~ KANE COUNTY)

I, EMILY HEISLEY STOECKEL being first duly sworn on oath depose and say that I am
~~Trust Officer~~ ^{Trustee} of AGNES M. HEISLEY 2004 TRUST, AS RESTATED ^{on 9/30/24}, and that the following
~~persons~~ are all of the beneficiaries of Land Trust No: _____.

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

By: Emily Heisley Stoeckel Trust Officer

Subscribed and Sworn before me this 21ST day of
OCTOBER, 20 25.



Sandra Adams
Notary Public

PARK LAND/CASH WORKSHEET

City of St. Charles, Illinois

Name of Development:

Cedarhurst of St. Charles

Date Submitted:

10/30/2025

Prepared by:

Dover Development

Total Dwelling Units: Phase II - 64 units

A credit for existing residential lots within the proposed subdivision shall be granted. Deduct one (1) unit per existing lot.

Total Dwelling Units w/ Deduction:

**If the proposed subdivision contains an existing residential dwelling unit, a credit calculated as a reduction of the estimated population for the dwelling is available. Please request a worksheet from the City.*

Estimated Population Yield:

Type of Dwelling	# Dwelling Units (DU)	Population Generation per Unit	Estimated Population
Detached Single Family			
➤ 3 Bedroom		DU x 2.899	=
➤ 4 Bedroom		DU x 3.764	=
➤ 5 Bedroom		DU x 3.770	=
Attached Single Family			
➤ 1 Bedroom		DU x 1.193	=
➤ 2 Bedroom	64	DU x 1.990	= 127.36
➤ 3 Bedroom		DU x 2.392	=
➤ 4 Bedroom		DU x 3.145	=
Apartments			
➤ Efficiency		DU x 1.294	=
➤ 1 Bedroom		DU x 1.758	=
➤ 2 Bedroom		DU x 1.914	=
➤ 3 Bedroom		DU x 3.053	=

Totals:

64

Total Dwelling Units
(with deduction, if applicable)

127.36

Estimated Total Population

Park Site Requirements:

Estimated Total Population: 127.36 x .010 Acres per capita = 1.2736 Acres

Cash in lieu of requirements:

Total Site Acres: 1.2736 x \$240,500 (Fair Market Value per Improved Land) = \$ 306,300.80

SCHOOL LAND/CASH WORKSHEET

City of St. Charles, Illinois

Name of Development: Cedarhurst of St. Charles
Date Submitted:
Prepared by:

Total Dwelling Units: Phase II - 64

A credit for existing residential lots within the proposed subdivision shall be granted. Deduct one (1) unit per existing lot.

Total Dwelling Units w/ Deduction:

**If the proposed subdivision contains an existing dwelling unit, a credit is available calculated as a reduction of the estimated population for the dwelling. Please request a worksheet from the City.*

Estimated Student Yield by Grades:

Type of Dwelling	# of dwelling Units (DU)	Elementary (Grades K to 5)		Middle (Grades 6 to 8)		High (Grades 9 to 12)	
Detached Single Family							
➤ 3 Bedroom		DU x .369	=	DU x .173	=	DU x .184	=
➤ 4 Bedroom		DU x .530	=	DU x .298	=	DU x .360	=
➤ 5 Bedroom		DU x .345	=	DU x .248	=	DU x .300	=
Attached Single Family							
➤ 1 Bedroom		DU x .000	=	DU x .000	=	DU x .000	=
➤ 2 Bedroom	64	DU x .088	= 5.632	DU x .048	= 3.072	DU x .038	= 2.432
➤ 3 Bedroom		DU x .234	=	DU x .058	=	DU x .059	=
➤ 4 Bedroom		DU x .322	=	DU x .154	=	DU x .173	=
Apartments							
➤ Efficiency		DU x .000	=	DU x .000	=	DU x .000	=
➤ 1 Bedroom		DU x .002	=	DU x .001	=	DU x .001	=
➤ 2 Bedroom		DU x .086	=	DU x .042	=	DU x .046	=
➤ 3 Bedroom		DU x .234	=	DU x .123	=	DU x .118	=

Totals: 64 TDU 5.632 TE 3.072 TM 2.432 TH
(with deduction, if applicable)

School Site Requirements:

Type	# of students	Acres per student	Site Acres
Elementary (TE)	5.632	x .025	= 0.1408
Middle (TM)	3.072	x .0389	= 0.119501
High (TH)	2.432	x .072	= 0.175104

Total Site Acres: 0.435405

Cash in lieu of requirements:

0.435405 (Total Site Acres) x \$240,500 (Fair Market Value per Improved Land) = \$ 104,714.90

INCLUSIONARY HOUSING WORKSHEET

Name of Development: Cedarhurst of St. Charles

Date Submitted:

Use this worksheet to determine the affordable unit requirement for the proposed development and to propose how the development will meet the Inclusionary Housing requirements of Title 19.

1) Calculate the number of affordable units required:

Unit Count Range	# of Units Proposed in Development		% of Affordable Units Required		# of Affordable Units Required
1 to 15 Units		X	5%	=	
More than 15 Units	64	X	10%	=	6.4

2) How will the Inclusionary Housing requirement be met?

- ☐ Provide on-site affordable units
- ☒ Pay a fee in-lieu of providing affordable units (calculate fee in-lieu below)
- ☐ Provide a mixture of affordable units and fee in-lieu
- # of affordable units to be provided:
 - Amount of fee in-lieu to be paid (calculate below):

Fee In-Lieu Payment Calculation

Multi-Family Development:

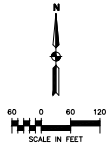
# of Affordable Units Required	# of Affordable Units Proposed to Pay the Fee-In-Lieu		Fee-In-Lieu Amount Per Affordable Unit		Total Fee-In-Lieu Amount
		X	\$52,454	=	

Single-Family Attached (Townhouse) / Two-Family Development:

# of Affordable Units Required	# of Affordable Units Proposed to Pay the Fee-In-Lieu		Fee-In-Lieu Amount Per Affordable Unit		Total Fee-In-Lieu Amount
6.4	6.4	X	\$36,718	=	\$234,995.20

Single-Family Development:

# of Affordable Units Required	# of Affordable Units Proposed to Pay the Fee-In-Lieu		Fee-In-Lieu Amount Per Affordable Unit		Total Fee-In-Lieu Amount
		X	\$20,982	=	



CONCEPT UTILITY PLAN OFFSITE CONNECTIONS

CEDARHURST OF ST. CHARLES
DEAN STREET
ST. CHARLES, ILLINOIS

DOVER DEVELOPMENT
300 HUNTER AVENUE, SUITE 200
ST. LOUIS, MO 63124

SHEAFFER & ROLAND, INC.

GILBERT & ILLI
CONSULTING ENGINEERS

611 STEVENS STREET

GENEVA, ILLINOIS 60134-1359

ILLINOIS DESIGN FIRM LICENSE NO. 184-002287 (62-022726)
PAGE (630) 208-9885

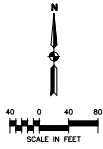
[illegible]



TOPOGRAPHICAL DATE DISCLOSURE:
EXISTING TOPOGRAPHICAL INFORMATION OBTAINED FROM KANE COUNTY.
TOPOGRAPHICAL ELEVATIONS ARE BASED ON THE 2024 KANE COUNTY
LIDAR PROJECT FROM DECEMBER 2024.

REVISIONS		REVISIONS	
		DATE	DESCRIPTION
DESIGN JCF		REVISIONS	
		DATE	
		DESCRIPTION	
		DESIGNER	
		DRAFTING	
CEGARHURST OF ST. CHARLES DEAN STREET ST. CHARLES, ILLINOIS		PROJECT DOVER DEVELOPMENT 300 ST. CHARLES STREET ST. LOUIS, MO 63124	
		PROJECT NO. 2022-0856	
EXISTING CONDITIONS		DATE 15AUG25	
		SHEET 4 of 5	

Sheaffer & Roland, Inc.
CONSULTING ENGINEERS
411 STEVENS STREET
GENEVA, ILLINOIS 60134-1339
(630) 298-8888 FAX (630) 298-8885
ILLINOIS DESIGN FIRM LICENSE NO. 184-022877 (04-022729)



CEDARHURST OF ST. CHARLES
DEAN STREET
ST. CHARLES, ILLINOIS

DOVER DEVELOPMENT
300 HUNTER AVENUE, SUITE 200
ST. LOUIS, MO 63124

[illegible]

SHEAFFER & ROLAND, INC.

CONSULTING ENGINEERS

611 STEVENS STREET

(630) 208-9898 FAX: (630) 208-9895
 60104-1009

ILLINOIS DESIGN FIRM LICENSE NO. 184-032267 (62-022726)

