



AGENDA ITEM EXECUTIVE SUMMARY

Agenda Item Number: 4d-1

Title: Plan Commission recommendation to approve a Map Amendment, Special Use for Planned Unit Development, and PUD Preliminary Plan for Munhall Glen.

Presenter: Ellen Johnson/Russell Colby

Meeting: Planning & Development Committee **Date:** September 14, 2020

Proposed Cost: \$ Budgeted Amount: \$ Not Budgeted:

Executive Summary *(if not budgeted please explain):*

The subject property is comprised of five parcels totaling 15 acres west of S. Tyler Rd. at Munhall Ave. The property contains one single-family home with the remainder in agriculture.

Court Airhart of Airhart Construction Corp. has filed zoning applications requesting approval of a single-family subdivision on the subject property. The plan is similar to a Concept Plan reviewed by the City in June of this year. Proposed is the following:

- Rezoning to the RS-4 District (6,600 sf minimum lot size).
- 50 single-family home lots with varying lot sizes and widths accommodating a variety of single- and two-story home models.
- Access from Munhall Ave. with emergency-only connection to South Ave.
- Internal looped public street configuration with sidewalks.
- Two stormwater detention areas with adjacent “pocket parks”.

The applicant is requesting PUD approval to allow for deviations from certain bulk standards of the RS-4 District. A PUD Preliminary Plan for the development has been provided which includes preliminary engineering, landscape plan, and plat of subdivision.

Plan Commission Recommendation

Plan Commission held a public hearing on Sept. 9, 2020. No members of the public spoke during the hearing. Much of the discussion centered around the proposed emergency-only connection to South Ave. Commissioners also expressed interest in preservation of existing trees along Munhall Ave., if possible.

Plan Commission voted 9-0 to recommend approval, subject to the following:

1. The South Ave. connection shall be a full public access.
2. Resolution of all staff comments prior to City Council action.

Attachments *(please list):*

Staff Memo, Applicant Letter on Outstanding Items, Plan Commission Resolution, Staff Report, Fee Request Letter, Emails from Residents, Applications, Plans, Traffic Study/Review Memo

Recommendation/Suggested Action *(briefly explain):*

Along with a recommendation on the overall project, the applicant is also seeking direction on the following outstanding items- these are discussed further in the attached staff memo:

- a) South Avenue connection: Emergency access only vs. full public access
- b) South Avenue off-site improvement: Improvement matching the street condition to the west is proposed. City reimbursement is requested for any further improvement, such as curbs, storm sewer, sidewalk, parkway, etc.
- c) Sanitary Sewer Trunk line: City reimbursement for the developer replacing/rerouting an existing trunk line sanitary sewer, with the reimbursement based on “oversizing” of the sewer.
- d) Impact Fees: Allowing School/Park/Housing Impact fees to be paid per unit through the PUD.

Community & Economic Development



Staff Memo

TO: Chair Rita Payleitner
And Members of the Planning & Development Committee

FROM: Russell Colby, Assistant Director of Community & Economic Development

RE: Munhall Glen PUD – **Outstanding Review Items**

DATE: October 7, 2020

In the attached letter dated 9/28/2020, the applicant identified certain unresolved review comments and requests that impact the overall project cost. Locations of these items within the project are shown on the attached plan mark-up for reference.

Prior to moving forward, the applicant is seeking further direction. Staff and the applicant have discussed the items as outlined below.

1. South Avenue connection

a. **Emergency access vs. open street:**

- Fire Code requires an emergency access connection. The developer is agreeable to providing the emergency access connection, but is not in favor of an open public street connection.
- Plan Commission recommended the street be open to all traffic.
- Police and Fire Departments have commented that their preference is for an open public street to avoid snow removal issues, improve public safety response times, and provide additional points of access.

b. **Off-site street improvement:**

- The adjacent approximately 360 ft. of South Avenue off-site to the west of the property is unimproved (up to the entrance of the City Public Works yard).
- The developer is willing to improve the street similar to the asphalt road section that exists to the west (without curb, storm sewer, sidewalk, parkway etc.). This level of improvement is sufficient for an emergency access and as an interim condition if open as a public street. (Upgrades to the street could be made later upon future redevelopment of adjacent industrial properties on South Ave.)
- If there is an interest in full improvement of the street, the applicant is requesting the City assist with this cost (estimated at \$115,000 to \$145,000).

2. Sanitary Sewer Trunk Line:

- A major Sanitary Sewer Trunk Line that serves the east side passes along the north and west boundaries of the site. The City has identified this trunk line for replacement at some point in the future, based on capacity needs for future development and redevelopment on the east side. In order to allow for future replacement of the sewer in its current location, a significant width of easement would need to be preserved along the perimeter of the property, which would conflict with the development plan.
- Alternately, this trunk sewer could be replaced now and re-routed through the site along the streets in a more accessible location. Staff supports this concept, as it would be more cost effective to complete now and would prevent future inconvenience to residents of the development when the sewer is replaced.
- The City would reimburse the developer for this improvement. The amount would be estimated later once the sewer has been engineered. The developer suggested an estimate of \$200,000, but staff believes the cost could be higher, up to the \$500,000 range.
- The City would typically reimburse for “oversizing” of a utility line, given that the sewer may replace some portion of on-site sewer that is required to serve the development. Staff would request the developer provide a cost estimates to substantiate the amount that the City would reimburse.

3. Tree Preservation/Removal:

- Staff and Plan Commission commented that preserving the mature trees on Munhall Ave. would be desirable.
- The applicant indicated that there will be a substantial replacement of undesirable trees with higher quality trees on the site overall, but that the trees along Munhall could not be preserved due to the site grading and stormwater detention requirements.
- Staff believes this response is sufficient and no further information is needed on this item.

4. Railroad Culvert:

- The stormwater report for the project identified that the site drains directly to a “dilapidated” drainage culvert under the railroad right-of-way. The culvert is located off-site of the property to the northwest, about 40 ft. from the property line. This culvert appears to be on Union Pacific railroad property.
- Staff had commented in the engineering review that this culvert may require replacement in order to ensure it continues to function and support the development.
- Staff is requesting the applicant’s engineer demonstrate that the existing culvert will not be further negatively affected by the drainage resulting from the development of the property. This requires further discussion with the developer and their engineer.
- The City will contact the property owner (UP Railroad) regarding the condition of the culvert.

5. Watermain loop to office park

- Staff identified a watermain connection to the adjacent office park (525 S. Tyler Road).
- The loop connection may provide some benefit for water looping with the development. A water modeling study will be completed to assess this.
- The developer indicated that this connection does not serve the project and is more appropriate as a City expense (\$7,000 to \$10,000). This will be reviewed further based on the water modeling.

6. Impact Fees to be paid per unit (School, Park, Inclusionary Housing)

- The developer is requesting that the school/park land-cash fees and the Inclusionary Housing fee be paid on a per-unit basis.
- City Code requires these fees to be paid in full prior to issuance of the first building permit for each phase (this project will be developed in a single phase).
- A deviation from this requirement could be included in the PUD approval if the Committee is agreeable. (An alternative could be to require the fees to be paid for groups of units as opposed to on an individual basis; this may be simpler from an administrative standpoint.)
- In 2011, the City approved a similar request for the Regency Estates PUD; in that case, the School fees were due prior to issuance of a certificate of occupancy for each house.

AIRHART CONSTRUCTION

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September 28th, 2020

Russell Colby
City Planner
Community & Economic Development
City of St. Charles
2 E. Main Street
St. Charles, IL 60174

Re: Preliminary engineering requests and request for direction

Dear Russell,

Thank you for your time on the phone on Friday regarding the preliminary staff review and requests from staff. As we discussed, we are enthusiastic about Munhall Glen and the opportunity to bring this new community to St. Charles. However, we are very concerned about some of the infrastructure requests and the cost implications to the project. We feel in order for this project to be successful we have to be able to market this neighborhood with prices starting in the low to mid \$400,000.

We already shared our concerns about the school, park and affordable housing donations. Those fees alone will increase the costs to the project by approximately \$840,000.00 or \$16,800 per home, 4% of the sales price. After receiving the preliminary review and discussion with the staff development team, we felt it was important to dig down into the cost requests to see if the project was still viable.

Below are the major concerns we have. We need some direction on how these will be evaluated and who will bear the costs. We believe many of these requests are not project specific to Munhall Glen. Some seem to be requests by staff that would be nice, but not necessary, and others seem to be more fairly attributable to St. Charles as infrastructure projects. At this point, we feel we need direction before going further with updating the engineering documents for preliminary approval.

Our concerns are as follows:

- 1) **South Ave** – We continue to believe the best format for this is an emergency only entrance. The traffic from the industrial side is very different from the residential side and we are concerned the neighborhood would become a cut through from the industrial area. I have been on South Ave many, many times and there is constant vehicle and boat movement that temporarily blocks the road. In addition, there often is temporary vehicle storage in the right of way.
 - a. We are willing to put in a full road improvement on our side of the property line. This way in the future if there is ever a change to usage in the industrial area it can easily become full access.



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- b. We believe that there should be signage installed for emergency and municipal vehicle usage only.
 - c. We believe an asphalt road similar to what currently exists on South Ave. is appropriate and can be easily maintained by Public Works.
 - d. The request from staff for a full width improvement for street, curb and sidewalks will also involve landscaping and some level of storm water improvements. The cost, depending on the final design requirements, will be in the \$115-\$145,000 range.
 - e. This request for full improvement seems to be a municipal improvement project that the cost should not be put on the developer.
- 2) **Sewer Main/Trunk line** – This trunk line is located along the North and North West end of the property and it eventually ties in at South Ave.
- a. Easement Expansion Request (for future replacement of sanitary trunk line)
 - i. Public Works have said they want an additional 10-20' of easement width granted and that area has to be flat. Part of the reason for this is that the trunk line is installed almost on/over the south side of the existing 20' easement.
 - ii. This would push our whole detention area south about 40' which would cause us to lose 4 lots.
 - iii. The loss of 4 lots will make Munhall Glen no longer feasible to develop.
 - b. Relocation of Trunk Line into Munhall Glen
 - i. There was some discussion about moving the trunk line into the subdivision and putting it under the north and west roads.
 - ii. There would be about 950-1,000 feet of 27" pipe or larger to install. The depths would be in the 15'-20' range.
 - iii. A quick guesstimate of cost would be in the \$140,000-\$200,000 range.
 - iv. We believe the correct decision is to move forward with the relocation. It will be better for future maintenance and ease of access. Installation of this trunk line has nothing to do with services for this property, and everything to do with what is up stream. This seems to be a City expense, but there is no clarity on this request from staff and that the City would cover these costs.
- 3) **Tree Removal** –
- a. We have to clear the site, no other way to develop it under modern storm water regulations. There is not an ability to save the existing trees.
 - b. We have added a ring of 102 trees around the outside of the property in addition to 120 street trees. The grade and long-term health of trees in this area will be substantially improved after development.
 - c. We believe this is going far beyond the requirements, yet we are continuing to be told to save the trees.
 - d. We need direction.
- 4) **Railroad Culvert Repair/Replacement/Easement** – The staff has stated they want us to repair an offsite drain pipe that goes beneath the rail line. There also was a request for us to get a stormwater easement for the existing culvert from the railroad. This pipe actually drains a significant portion of the property west of us in the industrial park.
- a. This work is not warranted by our development. We will be reducing the storm water off-site flow by 2,500 percent during storm events. Currently the off-site flow rate of



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the farmed property during a 100-year event in an hour is 25.5 CFS. After development it will be 1.2 CFS.

- b. Our development actually improves the viability of the existing culvert.
 - c. This culvert does not even touch our property. We would have to go across our neighbor's property to access it.
 - d. There had been a request to get an easement from the railroad. The current drainage pattern goes to that location. Why do we need an easement? Stormwater regulations allow us to drain to the same location.
 - e. Policy perspective – This could be a bad precedent to set as it is contrary to stormwater regulations. We are allowed to release storm water in the same location. If this becomes City policy it could greatly affect future development. What happens if someone, like the railroad, choose not to allow access or grant an easement. They are not allowed to remove an existing culvert or change the flow. So why would we be required to maintain it, when we are actually substantially reducing flow.
 - f. Potential expense for the culvert with landscape repair is in the \$15-\$20,000 range for the actual work.
 - g. If the City feels the work is warranted, the City should communicate with the railroad or make an emergency decision and just do the repair. It should not be our responsibility.
- 5) **Water service in Office Park** – The staff has made the request for us to loop a water line that services the office park to the northeast of us.
- a. We already are granting an easement since the water line is on our property and is not in an easement.
 - b. The cost to loop this water line is approximately \$7-\$10,000.
 - c. There is no value to our development of looping the water line, although we understand the benefit to the City and the office park by looping the water line.
 - d. This request seems to be a municipal improvement project that the cost should not be put on the developer.
- 6) **School/Park/Affordable housing** – We had previously requested in a letter dated May 21st, 2020, that the School and Park fee in lieu and the Affordable Housing fees be reduced to the single family attached classification due to the population makeup of the target market for this housing product. We believe the documentation we supplied provided proof that warranted the modification to the fee structure.

Regardless of the fee classification used, we request that the fees be paid at time of building permit approval for each lot. We think this is reasonable for a variety of reasons:

- a. The population impact of the housing, if there is any, will not occur on the City, School District, and Park District for approximately 6 months after building permit issuance.
- b. The fees combine to approximately \$840,000 and the homes will be built over a 4-5-year period. The carry cost alone for these fees could be in the range of \$40,000-\$60,000 per year over the life of the project. This will greatly affect selling prices, affordability, and negatively impact the target market of the properties.
- c. The increase in tax revenue in perpetuity of Munhall Glen to all of the local taxing bodies, while the impact is still questionable, is significant.



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- d. Since these homes could be 2, 3, or 4 bedrooms, it is reasonable to wait so that the fees are properly paid at time of building permit.

While we still believe the fees should be reduced, for all of the reasons above we think it is an appropriate decision to allow the fees to be paid at time of building permit issuance, instead of prior to recording of the final plat. We ask that you take the above into consideration and grant our request.

The above are our primary concerns and we are looking for direction. Together the financial impact of the donations and infrastructure requests run well over \$1.36 million dollars or approximately \$27,200 per home. While we understand that as a developer, we have a lot of costs to bear to make a development successful, we believe these costs go beyond and are detrimental to the developments' success.

We very much would like to move forward with this development and think Munhall Glen will be a great addition to the housing needed in St. Charles. In order to make the decision to continue moving forward, we need to understand if these requests will become requirements and/or if the City will take on the cost for the municipal infrastructure improvements requested.

Thanks again for your time and we look forward to hearing from you.

Sincerely,



Court Airhart
Airhart Construction
President



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City of St. Charles, Illinois
Plan Commission Resolution No. 17-2020

**A Resolution Recommending Approval of a Map Amendment, Special Use for
Planned Unit Development and PUD Preliminary Plan for Munhall Glen
(Court Airhart, Airhart Construction Corp.)**

Passed by Plan Commission on September 9, 2020

WHEREAS, it is the responsibility of the St. Charles Plan Commission to hold public hearings and review requests for Map Amendments and Special Uses; and,

WHEREAS, the Plan Commission held a public hearing and reviewed the petitions for Map Amendment, Special Use for PUD and PUD Preliminary Plan for Munhall Glen (Court Airhart, Airhart Construction Corp.); and,

WHEREAS, in accordance with Section 17.04.320.D, the Plan Commission has considered the following findings for Zoning Map Amendment:

FINDINGS OF FACT FOR MAP AMENDMENT

1. The existing uses and zoning of nearby property.

The property is currently zoned a mix of RS-4 and M-2. The property to the south is zoned RS-4 and so this property melds well to the existing residential. The property to the east is zoned M-2 and used as office space. The buildings have a residential feel and will work well with this property. The properties to the north and west are M-2 and St. Charles owned properties. The zoning change to this property will be a positive for this area and act well as a transition between the residential to the south and more commercial uses to the north.

2. The extent to which property values are diminished by the existing zoning restrictions.

The highest and best use of this property is residential under the RS-4 classification with a PUD. This property will fill a niche of unmet need of first floor master bedroom housing and is a much better use than the current M-2 zoning. The M-2 zoning in this location is unneeded due to the properties to the east of this property toward the DuPage Airport and the Route 64 corridor. The fact that this property has not been developed under M-2 and left as a field while every property around it has been developed is a testament to that fact. This property has been underperforming on the tax rolls as farm land and one residential property. The change in zoning will be a great benefit to the tax rolls and improve its value to the City of St. Charles.

3. The extent to which the reduction of the property's value under the existing zoning restrictions promotes the health, safety, morals or general welfare of the public.

This is not applicable. The current zoning has no benefit to the health, safety, morals or general welfare of the public. In fact, the change in zoning will be a great benefit of the health, safety, morals and general welfare of the public by meeting housing needs and creating a much more orderly procession of development.

4. The suitability of the property for the purposes for which it is presently zoned, i.e. the feasibility of developing the property for one or more of the uses permitted under the existing zoning classification.

The property is not suitable for the purpose for which it is presently zoned. The traffic patterns into the residential area make commercial traffic an issue as well as the location being into a residential neighborhood. The fact that it has sat for so long underutilized while every property around it many, many years ago had been developed is testament to the fact that the value of the property is not M-2. There are many much better options to the east for commercial usages and the best use of this property is rezoning to RS-4 under a PUD.

5. The length of time that the property has been vacant, as presently zoned, considered in the context of the land development in the area where the property is located.

This property is the last property in this area for development. It has been many years since all the properties around it have been developed and this property has sat underutilized. Due to the inadequacies for development as M-2 is the reason it has been left behind as other properties have been developed. The change in zoning to RS-4 PUD residential usage makes much more sense in this area.

6. The evidence, or lack of evidence, of the community's need for the uses permitted under the proposed district.

The rezoning of the property to RS-4 PUD will meet a substantial need of single level and first floor master bedroom homes in St. Charles. The demographics show that this is a substantial void in the market. The change in zoning allowing housing to be built on this property will allow those individuals who need first floor master bedrooms in St. Charles to stay in St. Charles rather than moving away from their community. It will create a better mix of housing in St. Charles meeting the needs of more residents and creating a greater mix of housing in the community.

7. The consistency of the proposed amendment with the City's Comprehensive Plan.

The change in zoning to RS-4 PUD conforms to the purposes and intent of the Comprehensive Plan by promoting development within the current boundaries of the City. It focuses development on an underutilized property thereby enhancing the tax base, utilizing surrounding infrastructure instead of needlessly extending infrastructure past undeveloped properties. It provides housing close to shopping districts and the downtown

areas as well as promoting development in an area with significant road and transportation corridors promoting orderly and efficient development.

8. Whether the proposed amendment corrects an error or omission in the Zoning Map.

Not applicable.

9. The extent to which the proposed amendment creates nonconformities.

The rezoning of this property will not create any nonconformities.

10. The trend of development, if any, in the general area of the property in question.

The trend in development for M-2 is to be in better transportation corridors specializing in ease of commercial traffic flow for large trucks. This property does not meet that need. The need is for residential in this area and this change in zoning will allow housing for those looking for single level living or first floor master bedrooms. Changing to RS-4 PUD allows for housing and will be a much better use for the property.

WHEREAS, in accordance with Section 17.04.410.D, the Plan Commission finds said petitions to be in the public interest of the City of St. Charles based upon the following criteria for Planned Unit Developments:

CRITERIA FOR PLANNED UNIT DEVELOPMENTS (PUDs)

- i. The proposed PUD advances one or more of the purposes of the Planned Unit Development procedure stated in Section 17.04.400.A:**
 - 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**

The proposed PUD promotes a creative solution to an unmet growing housing need of single story and first floor master bedroom housing. This housing will allow for long-time community residents, business people and leaders in St. Charles to remain in St. Charles as their housing needs change. The PUD zoning promotes creative housing and provides attractive streetscapes that incentivizes porches and pedestrian friendly neighborhoods. It promotes social interaction by providing sidewalks, paths, neighbourhood connection areas as well as connection to a potential linear park to the north of the property. The PUD provides a harmonious usage of the property by changing a potential heavy commercial use of the property to residential use more in scale with the residential use to the south and the less intense commercial use to the east. The development of this property will promote higher levels of landscaping and higher quality trees than currently exist on the property as uncontrolled Buckthorn, Honeysuckle, Mulberry, Box Elder, etc. and other invasive landscaping is allowed to multiply. The installation of detention areas with natural landscaping will enhance water quality and native plants. Munhall Glen will be a benefit to future residents, the surrounding neighbors, local businesses and the City of St. Charles.

ii. The proposed PUD and PUD Preliminary Plans conform to the requirements of the underlying zoning district or districts in which the PUD is located and to the applicable Design Review Standards contained in Chapter 17.06, except where:

A. Conforming to the requirements would inhibit creative design that serves community goals, or

B. Conforming to the requirements would be impractical and the proposed PUD will provide benefits that outweigh those that would have been realized by conforming to the applicable requirements.

The proposed RS-4 PUD and PUD Preliminary Plans provide a significantly more harmonious usage of the property than the current more intrusive usage and negative impact on the surrounding properties of the existing M-2 (industrial) zoning classification currently in place. By allowing for the PUD the property will be able to meet a significant housing need in the community of single level and first floor master bedroom housing. This housing would not be allowed in the M-2 zoning classification. By changing the zoning and allowing the PUD, storm water facilities, open space, and sidewalks and paths will allow for residents to enjoy the open space and property as well as provide for a pedestrian connection to the potential linear park to the north. The planned landscaping will be a significant improvement to the invasive species currently on the property and the trees planted as part of the development will be a significant improvement. Due to the size and shape of the property by downzoning the property to an RS-4 PUD it allows for implementation of a variety of lot sizes which provides for varied architecture, improved rear yard setbacks and a unique streetscape that incentivizes porches and neighbour interaction than the current M-2 zoning classification allows. The development will provide stormwater facilities with native species enhancing the water quality where currently no storm water facilities exist. The RS-4 PUD will enhance the opportunity for single level living while not infringing on the size of the homes for the those requiring

single level living. The PUD promotes quality residential development and provides good transitional zoning to benefit those properties that currently surround it. The development will be a benefit to the City of St. Charles housing and significant increase in tax base.

iii. The proposed PUD conforms with the standards applicable to Special Uses (section 17.04.330.C.2):

A. Public Convenience: The Special Use will serve the public convenience at the proposed location.

The Special Use will serve the public convenience at Munhall Glen by filling a housing void in the market of single story and first floor master bedroom homes. This void in the market is causing those needing this type of housing to look outside of St. Charles even though they have been long time residents. In addition, by providing housing in this location it helps support area businesses and supports good planning putting residential housing close to both public and private amenities.

B. Sufficient Infrastructure: That adequate utilities, access roads, drainage and/or necessary facilities have been, or are being, provided.

There is sufficient infrastructure and utilities in this area to support the development. There is a major sanitary sewer main on the north end of the property installed for the future development of this property. The utility infrastructure installed on this property will help with the connectivity of utilities, specifically water main, which will help “loop” the water system in the area and provide for better servicing and water circulation. The installation of storm water controls and Best Management Practices on this property will provide stormwater detention where no stormwater controls currently exist. The traffic pattern will provide excellent vehicular movement because Munhall Glen exits onto a major collector, Tyler Road, which links to principal arterials of E. Main St. and Kirk Rd. providing for safe and efficient vehicular movement.

C. Effect on Nearby Property: That the Special Use will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish or impair property values within the neighborhood.

Munhall Glen will not be injurious to the use and enjoyment of surrounding properties and it will act as an excellent transition from the commercial to the east and west and the residential to the south. By approving this Special Use, the downzoning of this property from M-2 Limited Manufacturing to RS-4 PUD will ensure a more harmonious residential usage of the property and ensure Munhall Ave. stays primarily a residential street rather than negatively impacted by commercial heavy trucking transportation uses.

D. Effect on Development of Surrounding Property: That the establishment of the Special Use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.

The establishment of the Special Use will not impede the normal and orderly development and improvement of the surrounding properties due to the fact that all surrounding properties are currently developed. As the last piece of property in this area for development the approval of the Special Use will in fact promote a harmonious interconnecting and buffer for the surrounding properties.

E. Effect on General Welfare: That the establishment, maintenance or operation of the Special Use will not be detrimental to or endanger the public health, safety, comfort or general welfare.

The approval of the Special Use will not be detrimental to or endanger the public health, safety, comfort or general welfare. As planned, the property's development will provide buffering between different property usages, will extend and improve municipal infrastructure, and will provide housing needed in the City of St. Charles.

F. Conformance with Codes: That the proposed Special Use conforms to all existing Federal, State and local legislation and regulation and meets or exceeds all applicable provisions of this Title, except as may be varied pursuant to a Special Use for Planned Unit Development.

The proposed Special Use conforms to all applicable provisions of the St. Charles Municipal Code and meets or exceeds all applicable provisions of this Title, except as varied pursuant to the Special Use for Planned Unit Development. The Special Use for PUD zoning allows for a more inventive design, the average lot sizes are significantly larger than the minimum requirements, and the housing will be constructed at or above current codes and energy requirements. The Special Use and minor changes to the zoning requirements allows for an inventive solution for meeting a needed housing niche within the St. Charles housing stock.

iv. The proposed PUD will be beneficial to the physical development, diversity, tax base and economic well-being of the City.

The proposed PUD will be beneficial to the physical development, diversity, tax base and economic well-being of the City. The development of this property will improve connections to the water and sewer systems and provide storm water management facilities where none currently exist. It will provide a diversity of housing by providing single story and first floor master bedroom housing providing solutions for current St. Charles residents whose housing needs have changed over time and want to stay in the City due to civic, cultural, social and religious activities that they have long time connections. The PUD will substantially increase the tax base for the City, School District, Park District, etc. over the current use in perpetuity benefiting many taxing

bodies. In addition, it provides housing close to many commercial districts benefiting many surrounding businesses and the economic wellbeing of the City.

v. The proposed PUD conforms to the purposes and intent of the Comprehensive Plan.

The proposed PUD conforms to the purposes and intent of the Comprehensive Plan by promoting development within the current boundaries of the City. It focuses development on an underutilized property thereby enhancing the tax base, utilizing surrounding infrastructure instead of needlessly extending infrastructure past undeveloped properties. It provides housing close to shopping districts and the downtown area as well as promoting development in an area with significant road and transportation corridors promoting orderly and efficient development.

NOW, THEREFORE, be it resolved by the St. Charles Plan Commission to recommend to the City Council approval of a Map Amendment, Special Use for Planned Unit Development and PUD Preliminary Plan for Munhall Glen (Court Airhart, Airhart Construction Corp.), subject to the following conditions:

1. Connection to South Ave. shall be a full public access.
2. Resolution of all staff comments prior to City Council action.

Roll Call Vote:

Ayes: Purdy, Kessler, Becker, Holderfield, Wallace, Funke, Melton, Vargulich, Pretz

Nays:

Absent:

Recused: 0

Motion carried: 9-0

PASSED, this 9th day of September 2020.

Chairman
St. Charles Plan Commission

Community & Economic Development
Community Development Division

Phone: (630) 377-4443

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ST. CHARLES
SINCE 1834

Staff Report

TO: Chairman Rita Payleitner
And Members of the Planning & Development Committee

FROM: Ellen Johnson, Planner

RE: Munhall Glen PUD

DATE: September 10, 2020

I. APPLICATION INFORMATION:

Project Name: Munhall Glen

Applicant: Court Airhart, Airhart Construction Corp.

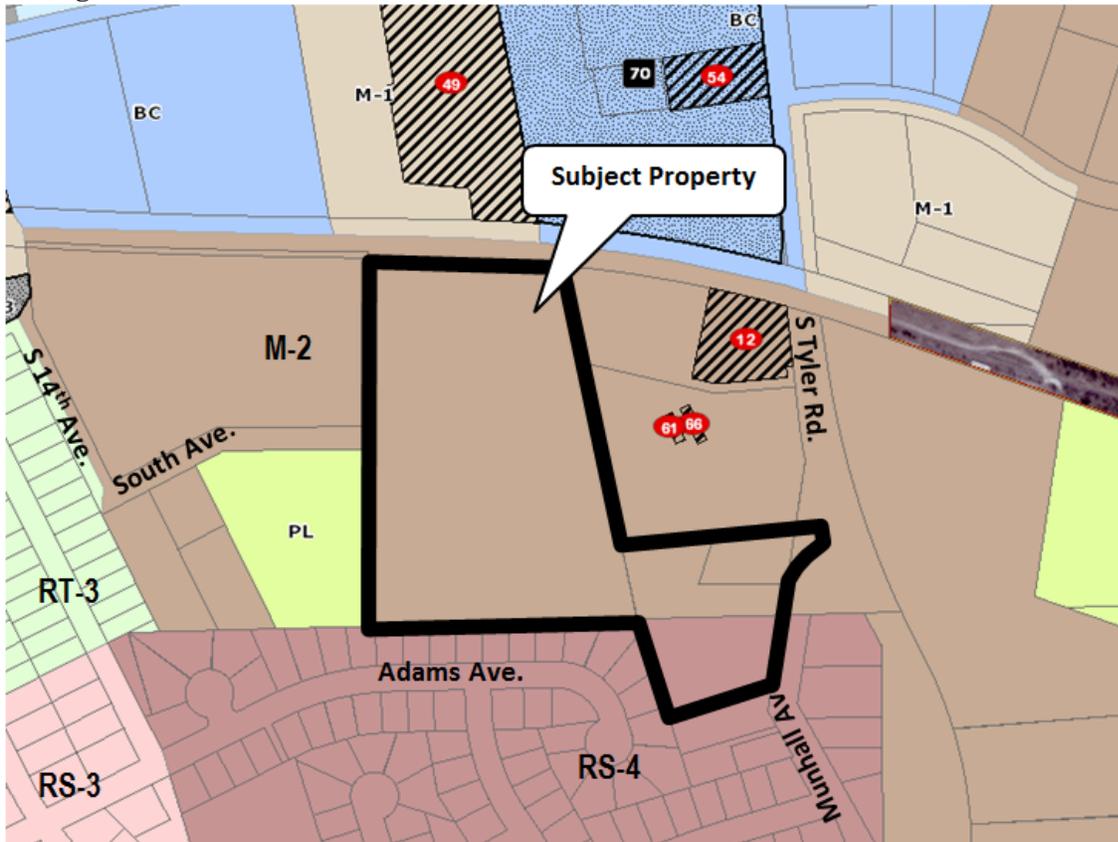
Purpose: Development approvals for a 50-lot single-family subdivision

General Information:		
Site Information		
Location	West of Munhall Ave. at Tyler Rd. (5 parcels)	
Acres	670,397 sf / 15.39 acres	
Applications:	Map Amendment Special Use for Planned Unit Development PUD Preliminary Plan	
Applicable City Code Sections	Ch. 17.12 – Residential Districts Ch. 17.26 – Landscaping & Screening Title 16 Subdivisions & Land Improvement	
Existing Conditions		
Land Use	Single-Family Dwelling (1 parcel) ; Vacant/Agriculture (4 parcels)	
Zoning	RS-4 Suburban Single-Family Residential (1 parcel); M-2 Limited Manufacturing (4 parcels)	
Zoning Summary		
North	M-2 Limited Manufacturing; M-1 Special Manufacturing; BC Community Business/PUD	Medical/office park; multi-tenant comm./industrial bldgs
East	M-2 Limited Manufacturing; RS-4 Suburban Single-Family Residential	Auto repair; medical/office park; Ryder Truck Rental
South	RS-4 Suburban Single-Family Residential	Single-family homes
West	M-2 Limited Manufacturing; PL Public Lands	Multi-tenant industrial bldg; City supply yard
Comprehensive Plan Designation		
Industrial/Business Park (1 parcel); Single-Family Detached Residential (4 parcels)		

Aerial



Zoning



II. OVERVIEW

A. BACKGROUND

The 15-acre subject property encompasses five parcels west of S. Tyler Rd., accessed from Munhall Ave. The parcels are under common ownership. Three of the parcels (13.5 acres) are farmed. A single-family house addressed as 872 Munhall Ave. is constructed on one of the parcels, with the last small parcel extending out from the house lot towards Tyler Rd.

B. CONCEPT PLAN

In June 2020, the Plan Commission reviewed a Concept Plan for a 51-lot single-family subdivision called Munhall Glen, submitted by Airhart Construction Corp. Plan Commission expressed general support for the proposed single-family land use, and offered the following feedback:

- A roadway connection to South Ave. should be incorporated into the plans to promote public safety, accessibility and mobility.
- Mature, high-quality trees on the site should be preserved where possible.
- Additional open space should be incorporated where possible.
- Some concerns were expressed about the overall density and lot sizes / lot coverage.

Members of the public that participated in the meeting expressed a desire for more greenspace and stated concerns about the overall density and traffic impacts on the surrounding neighborhood.

Planning & Development Committee reiterated some of the Plan Commission comments, including general support for the land use and overall project, with some concerns regarding density. Committee members also expressed a preference for a South Ave. roadway connection.

C. PROPOSAL

Court Airhart of Airhart Construction Corp. has filed zoning applications requesting approval of a single-family subdivision on the subject property. The site plan is similar to the Concept Plan previously reviewed.

Details of the proposal are as follows:

- Rezoning to the RS-4 Suburban Single-Family Residential District (6,600 sf min. lot size).
- Demolition of the existing single-family house fronting Munhall Ave.
- Access to the subdivision from Munhall Ave. with gated emergency-only connection to South Ave.
- Internal looped public street configuration with sidewalks on both sides of the street.
- 50 single-family home lots:
 - Lot sizes range from 6,307 sf – 15,263 sf. Average lot area = 8,154 sf.
 - Lot widths range from 48 ft. – 95 ft. Average lot width = 63.7 ft.
 - Variety of single- and two-story home models (approx. 1,600-3,000 sf; 2-4 bedrooms).
 - Wider lots will accommodate the “Garden Series” models (1 & 1½-story).
 - Narrower lots will be available for the “Premier Series” models (1 & 2-story).
- Two stormwater detention areas with adjacent “pocket parks”.

The following Zoning Applications have been submitted in support of this project:

1. **Map Amendment** – To rezone the property from the M-2 Limited Manufacturing District and RS-4 Suburban Single-Family Residential District to entirely RS-4 Suburban Single-Family Residential District.
2. **Special Use for Planned Unit Development** – To establish a PUD with unique development standards for the property.
3. **PUD Preliminary Plan** – To approve preliminary engineering plans, landscape plan, and preliminary plat of subdivision.

III. COMPREHENSIVE PLAN

The Land Use Plan adopted as part of the 2013 Comprehensive Plan identifies the four parcels of the subject property fronting Munhall Ave. as “Single-Family Detached Residential”, consistent with the proposed land use. However, the rear parcel is identified as “Industrial/Business Park”.



Single-Family Detached Residential is described in the plan as follows (p. 38):

Single family detached residential areas should consist primarily of single family detached homes on lots subdivided and platted in an organized and planned manner. Downtown, single family residential areas consist primarily of older buildings, many rehabilitated, with small yards and minimal garage space. Single family residential detached homes are the most prevalent building type in the community, and should continue to be so.

The Industrial/Business Park land use category is described in the plan as follows (p.39):

Areas designated for industrial/business park are intended to accommodate a variety of uses ranging from light assembly, storage and distribution, low intensity fabrication operations, research and “tech” industry applications, intense commercial service uses, and more. These areas are also intended to provide for business park/office park uses, which could include “stand alone” office buildings and complexes or several buildings incorporated into a “campus like” setting.

The plan notes these locations are located in areas, “...where they can capitalize on close proximity to regional transportation networks while minimizing negative impacts on residential neighborhoods. (p.47)”

The Plan provides the following Residential land use policies relevant to the proposed development: (p. 44):

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.

Ensure residential areas are adequately screened/ buffered from adjacent non-residential uses and activity. *The composition of the City’s commercial districts along corridors that transect the City means that there are many areas where commercial uses abut residential properties and neighborhoods. The use of horizontal and vertical buffering and screening, including berms, fencing, and landscaping, should be promoted to protect neighborhoods from abutting commercial or industrial land uses. The City should identify areas where land use conflicts are problematic and explore solutions to mitigate the conflicts, including buffering and screening. Additionally, the City’s landscape ordinance could be revised to require enhanced screening and an amortization schedule to ensure compliance for non-conforming properties within a set time frame.*

IV. ANALYSIS

A. ZONING

The subject property is zoned RS-4 Suburban Single-Family Residential and M-2 Limited Manufacturing. Proposed is rezoning the entire property to the RS-4 District, the purpose of which is stated in the Zoning Ordinance as follows:

“To accommodate medium to high-density single-family residential development in the City. The minimum lot size in this district is six thousand six hundred (6,600) square feet. The RS-4 District also provides for limited institutional uses compatible with surrounding residential neighborhoods.”

RS-4 zoning is consistent with the adjacent residential neighborhood to the south. This subdivision was platted in the late 1970s and is known as Cambridge.

PUD approval is also requested to accommodate certain deviations from bulk standards of the RS-4 District.

The table below compares the RS-4 District requirements with the proposed plan. Requested zoning deviations are denoted in ***bold italics***. The plan proposes a variety of lot sizes and lot widths. Zoning deviations are needed to allow some lots under the 6,600 sf minimum lot area, and some under the 60 ft. minimum lot width. Deviations from building coverage and interior side yard setbacks are also requested.

	RS-4	Proposed Plan
Min. Lot Area	6,600 sf	<i>Range from 6,307 sf – 15,263 sf</i> (Average: 8,154 sf 13 lots are under 6,600 sf)
Min. Lot Width	60 ft.	<i>Range from 48 ft. – 95 ft.</i> (Average: 63.7 ft 23 lots are under 60 ft.)
Max. Building Coverage	30%	37.5%

Max. Building Height	34 ft. / 2 stories, whichever is less	34 ft. / 2 stories
Min. Front Yard	20 ft.	20 ft.
Min. Exterior Side Yard	15 ft.	15 ft.
Min. Interior Side Yard	Combined width of 14 ft., neighbor less than 5 ft.	<i>Combined width of 12 ft., neither side less than 6 ft.</i>
Min. Rear Yard	30 ft.	30 ft.

B. LANDSCAPING

A landscape plan has been submitted as part of the PUD Preliminary Plan. The plan depicts street trees within the parkway and trees along the rear lot lines of each lot. Planting plans for the two “pocket parks” located on the outlots are also included. A homeowners’ association will be responsible for maintaining the outlots.

Initially, trees were depicted within the 10 ft. wide public utility and drainage easements along the rear lot lines. Trees are prohibited within the easement. A revised landscape plan has been submitted. For Lots 1-38, the applicant is proposing to shift the easement 5 ft. into the rear yards to allow for a 5 ft. wide planting area within which trees could be planted. For Lots 39-50 (internal lots), trees would be shifted out of the 10 ft. easement and planted closer to the houses.

Staff Comments

- The revised placement of the rear yard trees will need to be reviewed by engineering.
- Privacy fencing should be considered for lots backing up to non-residential land uses.
- Planting plans are needed for the stormwater detention areas.

Tree Preservation Plan

The applicant has submitted a Tree Preservation Plan. Per Section 8.30.070 of the City Code, Tree Preservation Plans shall include a survey of existing trees 6” or more in diameter, with tree preservation zones identified.

The submitted Tree Preservation Plan splits the subject property into five zones. Trees greater than 6” in diameter were surveyed in the Residential Zone. General composition of vegetation was documented in the remaining zones. A total of 10 trees were surveyed in the Residential Zone. 9/10 are recommended for protection, if possible. However, the Plan notes that proposed construction will impact 100% of the site due to grading, etc., which will affect all existing trees. It notes that new parkway trees and rear yard trees will be, “more beneficial to the long-term health of the trees on the site as well as neighboring properties”.

City Code states that high-quality trees should be preserved and protected. Removal of such trees is authorized when one or more of the following conditions exist:

1. The tree is diseased, dead or dying.
2. The tree is damaged or injured to the extent that it is likely to die or become diseased, or such that it becomes a hazard.
3. Removal of the tree is consistent with good forestry practices, that is, consideration is given to the species of the tree, location, conditions, age, safety, and the historic and aesthetic value of the tree to be removed.

4. Removal of the tree will enhance the health of remaining trees within the immediate vicinity.
5. Removal of the tree is required to repair a sewer line or water main, or excavation for such repair will damage the tree to the extent that it is likely to die or become diseased.
6. All reasonable efforts have been undertaken in the land planning, architectural and engineering design of the proposed building, building addition, development or site improvement to minimize tree damage and/or removal, and the tree or trees must be removed to provide adequate space for the permitted construction.

E. SITE ACCESS / STREET IMPROVEMENTS / TRAFFIC STUDY

Full access to the development is proposed from Munhall Ave., with secondary access via a connection to South Ave. to the west. The internal public street forms a looped configuration. The looped street is proposed as a public street. Proposed ROW width is 60 ft. with 27 ft. wide pavement measured from curb face. This pavement width permits parking on one side of the street.

South Ave. Connection

The plans depict the connection to South Ave. with a gate at the property line with the intent that the connection be utilized as an emergency fire access road. Various City departments have expressed preference for a full, open connection to South Ave. The Fire Dept. cited snow removal concerns if the connection is gated. Public Works is not supportive of a gate blocking public right-of-way and prefers to require South Ave. to be constructed to meet current City Code, including curb, gutter and sidewalk up to the end of the existing pavement, approx. 350 ft. west of the subject property. The Police Dept. has requested that a full South Ave. connection be provided, citing that through streets assist public safety in response times and points of access. From a Planning perspective, a full connection would promote inter-neighborhood connectivity and would provide residents with a more convenient route to downtown.

The applicant noted during the Plan Commission public hearing that they are agreeable to removing the gate, but request the connection be restricted to emergency vehicles only. Signage would be utilized to help enforce this restriction.

Traffic Impact Study

The applicant has submitted a Traffic Impact Study prepared by Gewalt Hamilton Associates, Inc., updated 9/2/2020. The study analyses the impact of the proposed development on the adjacent roadway network and concludes that impact will be minimal.

Regarding trip generation, the development is expected to generate 40 trips during the morning peak hour and 52 trips during the evening peak hour. 55% of site traffic is anticipated to travel to/from the site via Rt. 64, with the remainder on Tyler Rd. and 7th Ave.

Capacity analyses were performed at four intersections under gated South Ave. and open South Ave. access scenarios. The four intersections analyzed were Tyler Rd. at Munhall Ave., Indiana Ave. at 13th Ave. (north leg), Indiana Ave. at 13th Ave. (south leg), and Munhall Ave. at the site access. All intersections are expected to operate at a Level of Service A or B (considered “desirable” based on the LOS ranking system). The study notes the gated vs. open connection to South Ave. has minimal impact on intersection operations.

The study was reviewed on behalf of the City by HLR Engineering. HLR provided a letter dated 9/4/2020 stating it concurs with the findings of the study. One minor revision to Exhibit 6B is needed.

F. ENGINEERING

Engineering review comments have been provided to the developer. Certain comments have been discussed with the developer and will require further coordination between the City and developer. These include City replacement of a sanitary sewer main at the north end of the site, improvements to a culvert on the railroad property north of the site, and how stormwater BMPs will be incorporated. All comments will need to be addressed prior to City Council approval of the PUD Preliminary Plan.

D. PLAT OF SUBDIVISION

A Preliminary Plat of Subdivision has been submitted as part of the PUD Preliminary Plan. The plat proposes the following:

- 50 buildable single-family home lots (Lots 1-50).
- Two outlots covering the stormwater detention areas (Outlots A & B). An HOA will be required to own and maintain the outlots.
- Dedication of internal streets to the City (60 ft. right-of-way).
- Dedication of an extension of South Ave. to the City (60 ft. right-of-way).
- 10 ft. public utility and drainage easements along front and rear property lines.

Approval of a Final Plat of Subdivision will be required after PUD Preliminary Plan approval.

Staff Comments:

- Add “St. Charles” to the location description beneath the subdivision name.
- 10 ft. public utility & drainage easements are needed around the full perimeter of each lot (including outlots, except where easements have previously been granted). Where the side lot line abuts the side lot line of another lot, easement width may be reduced to 5 ft. on each side.
- Stormwater detention easement provisions are provided twice (page 4). Remove the duplicate provisions under the PU&DE provisions.
- Remove public access easement provisions as no public access easements are proposed.
- Remove the County Engineer’s certificate.

E. BUILDING ARCHITECTURE

The applicant has submitted a number of home model designs intended to be offered for the proposed development. Buildings in the RS-4 District are not subject to Design Review, nor are architectural plans required to be approved as part of a single-family residential PUD.

The Zoning Ordinance does not contain any monotony restrictions prohibiting, for example, the same models from being constructed on adjacent lots. For one recent residential PUD approved by the City, language was included in the PUD ordinance requiring a monotony code be incorporated into the Homeowners Association Declaration of Covenants, with a summary of the monotony code restrictions included in the PUD Ordinance.

The applicant stated during the public hearing that they are agreeable to imposing monotony restrictions on the development, such as prohibiting the same elevations from locating adjacent and across the street.

F. INCLUSIONARY HOUSING

The Inclusionary Housing Ordinance, Title 19 of the City Code, requires construction of, or fee in-lieu for, affordable units as a percentage of any new residential development. The Inclusionary Housing worksheet submitted by the applicant proposes payment of a fee in-lieu of providing affordable units. The fee in-lieu amounts to \$194,362.18.

G. SCHOOL AND PARK DISTRICT

Land-Cash worksheets submitted by the applicant have been forwarded to St. Charles School District #303 and the St. Charles Park District for review and comment. Full cash contributions are proposed in accordance with Title 16 of the City Code.

IV. PLAN COMMISSION RECOMMENDATION

Plan Commission held a public hearing on 9/9/20. No members of the public spoke at the hearing. One email was received from a neighboring unit owner of Tyler Ridge Business Park citing drainage concerns. Another neighbor stated support for the project. These emails are attached to the packet.

The Commission voted 9-0 to recommend approval, subject to the following conditions:

1. The South Ave. connection shall be a full public access.
2. Resolution of staff comments prior to City Council action.

VI. ATTACHMENTS

- Fee Request Letter
- Emails from Residents
- Applications: Map Amendment; Special Use for PUD; PUD Preliminary Plan; received 7/30/2020
- Tree Preservation Plan
- Preliminary Plat of Subdivision
- Preliminary Engineering Plans
- Landscape Plan (Revised)
- House Renderings
- Traffic Study / HLR Review Letter

AIRHART CONSTRUCTION

"Building a better tomorrow"

September 11th, 2020

Ellen Johnson
City Planner
Community & Economic Development
City of St. Charles
2 E. Main Street
St. Charles, IL 60174

Re: School, Park and Affordable Housing Fees – Munhall Glen

Dear Ellen,

We had previously requested in a letter dated May 21st, 2020, that the School and Park fee in lieu and the Affordable Housing fees be reduced due to the population makeup of the target market of this housing product. We believe the documentation we supplied provided proof that warranted the modification to the fee structure.

If that is not a decision that will be granted, we request that the fees be paid at time of building permit approval for each lot. We think this is reasonable for a variety of reasons:

- 1) The population impact of the housing, if there is any, will not occur on the City, School District, and Park District for approximately 6 months after building permit issuance.
- 2) The fees combine to approximately \$840,000 and the homes will be built over a 4-5 year period. The carry cost alone for these fees could be in the range of \$40,000-\$60,000 per year over the life of the project. This will greatly affect selling prices, affordability and negatively impact the target market of the properties.
- 3) The increase in tax revenue in perpetuity of Munhall Glen to all of the local taxing bodies, while the impact is still questionable, is significant.
- 4) Since these homes could be 2, 3, or 4 bedrooms, it is reasonable to wait so that the fees are properly paid at time of building permit.

While we still believe the fees should be reduced, for all of the reasons above we think it is a logical decision to allow the fees to be paid at time of building permit issuance, instead of prior to recording of the final plat. We ask that you take the above into consideration and grant our request.

Sincerely,



Court Airhart
Airhart Construction
President



BUILDER OF CONTEMPORARY & TRADITIONAL HOMES SINCE 1964

500 E. Roosevelt Road, West Chicago, IL 60185

www.airhartconstruction.com

(630) 293-3000

From: Christine Czajka <ckc7478@att.net>
Sent: Tuesday, September 1, 2020 2:28 PM
To: CD <cd@stcharlesil.gov>
Cc: Christine Czajka <ckc7478@att.net>; ICE - Adrian Czajka <czajkaedi@aol.com>
Subject: Munhall Glen

Our property backs up to the proposed construction development of Munhall Glen from the Airhart construction Company.

We are definitely for the Munhall Glen project with Airhart construction.

It would increase our property values, as the existing zoning would diminish our property values.

Therefore, yes, we look forward to the hopeful future construction of Munhall Glen with Airhart construction Company.

Sincerely,
Adrian and Christine Czajka
Adams Ave., Saint Charles
Sent from my iPhone

From: Richard MacDonald <rmaccpa@gmail.com>

Sent: Tuesday, September 8, 2020 11:40 AM

To: CD <cd@stcharlesil.gov>

Subject: Munhall Glen Project @S. Tyler Road

Dear ladies and Gentleman:

I own Unit A /B-1 of the 525Tyler road complex (adjacent to the north east corner of the proposed development). My complex leadership has not responded to my inquiry of their action, so I am writing this.

Please note there are major elevation differences between the developing property and the 525 Tyler road business complex, especially along the north/east border. This causes major drainage and erosion, mud and water drainage problems along the shared borders of these properties.

Can you please address the necessary retaining walls, and drainage issues needed to safeguard our properties? Especially along the current house and fence location (proposed building #4) area.

Will the trees overhanging my unit be removed?

Without the trees and/or a retention wall, this area will cause problems for Building #1 of our complex.

Thank you for your time and consideration.

Richard MacDonald
Goob Property, member
525 Tyler Road, Suite A
St. Charles, IL 60174
Phone 630-215-8706

[E-mail:Rmaccpa@gmail.com](mailto:Rmaccpa@gmail.com)