



Community & Economic Development Department

Staff Report Plan Commission Meeting – January 4, 2022

Applicant:	S.R. Jacobson Development Corp.
Property Owner:	SC 3800 Main LLC (The Krause Companies LLC)
Location:	3700-3850 E. Main St.
Purpose:	Feedback on commercial/residential redevelopment
Application:	Concept Plan
Public Hearing:	Not required
Zoning:	BR Regional Business / PUD
Current Land Use:	Commercial
Comprehensive Plan:	Corridor/Regional Commercial

Charlestowne Mall Redevelopment – Revised Plan



Subject Property

Summary of Proposal: In Oct. 2021, Plan Commission reviewed a Concept Plan filed by S.R. Jacobson Development Corp. proposing redevelopment of the Charlestowne Mall site. Plan Commission offered comments which are summarized on the attached Memo dated 10/6/21. The Concept Plan was not subsequently reviewed by Planning & Development Committee; the applicant instead elected to revise the Concept Plan and return to Plan Commission for review.

The applicant has provided a revised Concept Plan and a “Concerns and Responses” document (attached) which addresses how the revised plan responds to the Plan Commission’s past comments. The previous Concept Plan can be viewed on the [10/5/21 meeting webpage](#).

Primary changes to the plan:

- Commercial buildings clustered around central entrance north of new traffic circle.
- Plaza with various gathering spaces added central to the site between commercial and residential uses.
- Hotel relocated to west side of the site.
- Additional vehicular access to the residential portion from the central Plaza area.
- Southern 5 apartment buildings repositioned and parking reduced.
- Northern townhome buildings re-oriented; building sides face primary drive.
- Townhomes reduced from 3 to 2 stories.

Major features of the plan are unchanged:

- Demolish all structures except Classic Cinemas, Von Maur, Coopers Hawk and Starbucks/Verizon; demolish a majority of the internal drives and parking lots; relocate underground utilities
- Regrade the site to accommodate new development
- Retain existing stormwater detention basins and access points
- Commercial component:
 - 6 new commercial buildings (retail/restaurant) totaling 40,700 sf
 - 135-room hotel
- Residential component:
 - 351 apartment units within 9 buildings (3-story) *change from 324 apartments*
 - 209 townhome units (rental) *change from 208 townhomes*
 - Clubhouse shared between apartments and townhomes
- PUD for the entire site; rezoning of the residential portion to RM-3.

The Staff Report has been updated per the revised Concept Plan. Most of the background and contextual information remains unchanged from the last review.

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:	Russell Colby, Director of Community & Economic Development

I. PROPERTY INFORMATION

A. History / Context

The subject property is the 81-acre site of the Charlestowne Mall. The Charlestowne Mall PUD was approved by the City in 1988 and the mall opened in 1991. Additions were constructed in 1994 (Kohl's) and 1995 (movie theater). In addition to the enclosed mall building, two outlot buildings constructed in recent years exist along E. Main St.

In November 2013, the City Council approved Ordinance 2013-Z-19 which amended the Charlestowne Mall PUD to create new zoning and development standards for the redevelopment of the mall property, which was given the name, “The Quad St. Charles”. As a result, the landscape berms along Main St. were removed and the mall ring road was pushed north to create four building outlots along Main St. Starbucks/Verizon and Coopers Hawk were completed in 2017.

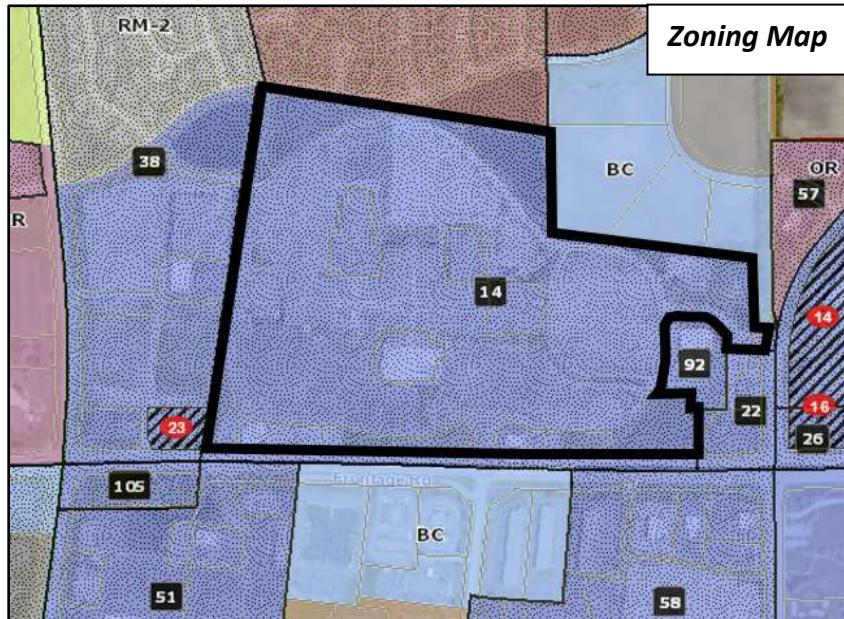
Also in 2017, the City reviewed a Concept Plan submitted by the owners of the property, SC 3800 Main LLC, which contemplated a mixed-use redevelopment. The plan contemplated retention of Von Maur, Carson Pirie Scott and Classic Cinemas, as well as a portion of the mall building which would have new outward-facing front entries. Additional freestanding commercial buildings were also contemplated. To the north of the mall, 155 townhomes were

proposed, with 256 apartment units proposed to the east of the mall. The property owner did not pursue further approvals for the project following the Concept Plan review.

B. Zoning

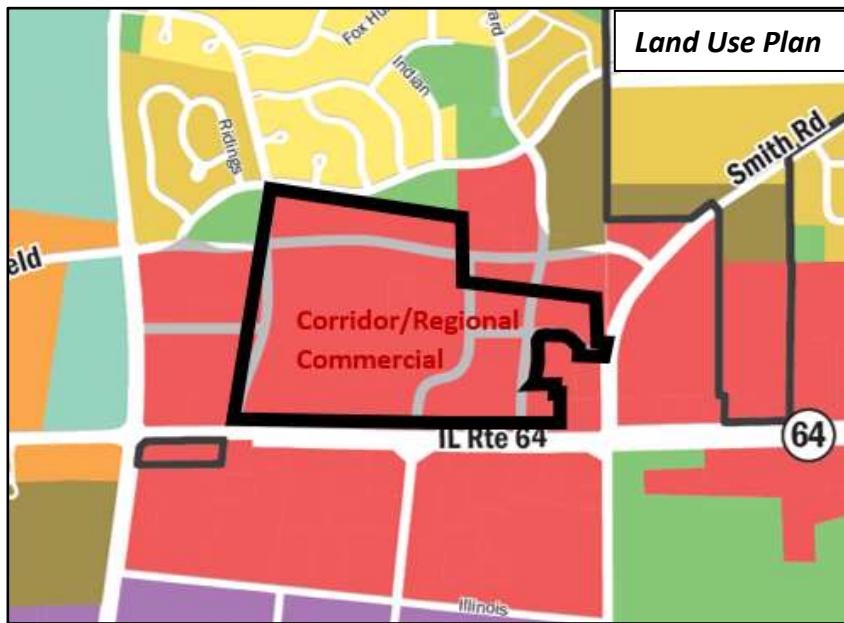
The subject property is zoned BR Regional Business and PUD (Charlestowne Mall PUD). Commercial zoning exists to the northeast (Oliver-Hoffman site), with single-family residential to the north (Charlemagne). Parcels to the east, south and west have commercial zoning.

	Zoning	Land Use
Subject Property	BR Regional Business/PUD	Commercial
North	RS-4 Suburban Single-Family Residential/ PUD BC Community Business	Single-Family; Agriculture (Oliver- Hoffman property- Townhomes/Duplexes proposed)
East	BR Regional Business/PUD	Vacant commercial; IHOP; bank; Walmart
South	BR Regional Business/PUD; BC Community Business	Commercial
West	BR Regional Business/PUD	Jewel-Osco



C. Comprehensive Plan

The Land Use Plan adopted as part of the 2013 Comprehensive Plan identifies the subject property as "Corridor/Regional Commercial".



The Corridor/Regional Commercial land use category is described as follows (p.40):

Areas designated as Corridor/Regional Commercial are intended to accommodate larger shopping centers and developments that serve a more regional function, capitalizing on traffic volumes along the City's busy streets and drawing on a customer base that extends beyond the City limits. These areas are appropriate for "big box" stores, national retailers, and regional malls or a "critical mass" of multiple stores and large shared parking areas. Commercial service uses can also have an appropriate place in corridor/regional commercial areas, but must be compatible with adjacent and nearby retail and commercial shopping areas and be located as to not occupy prime retail locations.

The Residential Areas Framework Plan (p.45) identifies the subject property as Area "G" and states:

Area "G": These two redevelopment sites [Charlestowne Mall and former St. Charles Mall site] have potential to develop with a mix of uses. The City should work with the property owners to explore mixed use development on these sites provided the development can assist in meeting other community objectives.

The Commercial Areas Framework Plan (p.47) discusses potential for mixed use development of the subject property:

The Land Use Plan identifies both the Charlestowne Mall site in the City's East Gateway and the Old St. Charles Mall site in the West Gateway as Corridor/Regional Commercial areas. However, both of these sites have potential for Mixed Use development, and similar to Downtown, each could foster a pedestrian-oriented mixed use node, with a mix of retail, restaurant, entertainment, recreation, and residential uses. This dynamic mix of uses in close proximity to major arterial streets has the potential not only to create a vibrant and inviting destination but also serve as a catalyst for needed investment in these important areas of the City. Building orientation in the area should have a strong orientation to major streets and careful consideration should be given to its impact on adjacent residential areas. Additionally, residential uses/development within these mixed use areas should refer to the Residential Areas Framework Plan for additional considerations and recommendations. In these areas, it is important to maintain a healthy balance of users.

In addition, the subject property and surrounding commercial areas are part of the East Gateway Subarea (p.94). The following sections are pertinent:

Subarea Goals

The East Gateway subarea represents a unique opportunity for economic development, revitalization and stabilization with for a specific context within the City of St. Charles. The overall vision for the subarea includes the following:

- *Revitalization of the Subarea's retail areas that maximizes the locational assets within this area of the City.*
- *Improved connectivity and circulation within the Subarea providing logical and efficient connections between compatible uses.*
- *Better separation of incompatible land uses to protect residential neighborhoods while at the same time help define the City's business areas.*
- *Attractive streets and sites to distinguish this Subarea and key corridors from neighboring communities.*
- *A mix of uses that help diversify the City's economy and provide places to live, work, and shop.*

Subarea Objectives

- *Improve the appearance of the Kirk Road and Main Street Corridors to assist in strengthening the community's identity and appearance through installation of streetscaping, wayfinding and gateway elements.*
- *Use landscaping appropriately to enhance commercial areas, screen unsightly areas, and provide an attractive streetscape and overall setting for the area.*
- *Improve the overall connectivity and mobility within the Subarea through both public streets and internal connection to provide a predictable and navigable environment.*
- *Preserve surrounding neighborhoods through the use of screening, buffering, and better separation from commercial development.*
- *Create market-responsive development parcels that can accommodate projects of an appropriate scale and phasing over time.*
- *Take advantage of proximity to DuPage Airport and Pheasant Run as activity generators.*
- *Reposition the Charlestowne Mall site to foster its renaissance or its redevelopment.*
- *Enhance the character of both existing and new development through site improvements, facade enhancements, consistent signage regulation, and attractive building design and materials.*

The subject property is identified as Catalyst Site "D" within the East Gateway Subarea (P.104):

Constructed in 1991, the Charlestowne Mall has been well maintained and is in good physical condition, however a lack of a critical mass of retailers and a high volume of vacancy have placed the Charlestowne Mall in jeopardy. Once a shopping destination within the community and surrounding area, most retailers have left the interior of the mall. Von Maur, Classic Cinemas, Carson Pirie Scott and Kohls occupy four of the mall's five anchor spaces and are complemented by a handful of smaller retailers and services. Internal hall-ways are desolate, parking fields are vast and empty and the Charlestowne Mall needs intervention to reposition the site to improve the mall's future viability or its full-scale redevelopment.

The Charlestowne Mall “Framework Plan”, “Repositioning Alternatives” and “Repositioning Option A” (P.105-107) are shown on the next three pages.

Charlestowne Mall Framework Plan

The Charlestowne Mall site represents the single greatest opportunity to redefine the character and function of the East Gateway. This Framework Plan highlights recommendations that could be implemented regardless of the timing or end vision for the repositioning of the mall structure itself. Within this framework, specific repositioning alternatives can be considered as mall tenancy, local market conditions, and other factors play out over time.

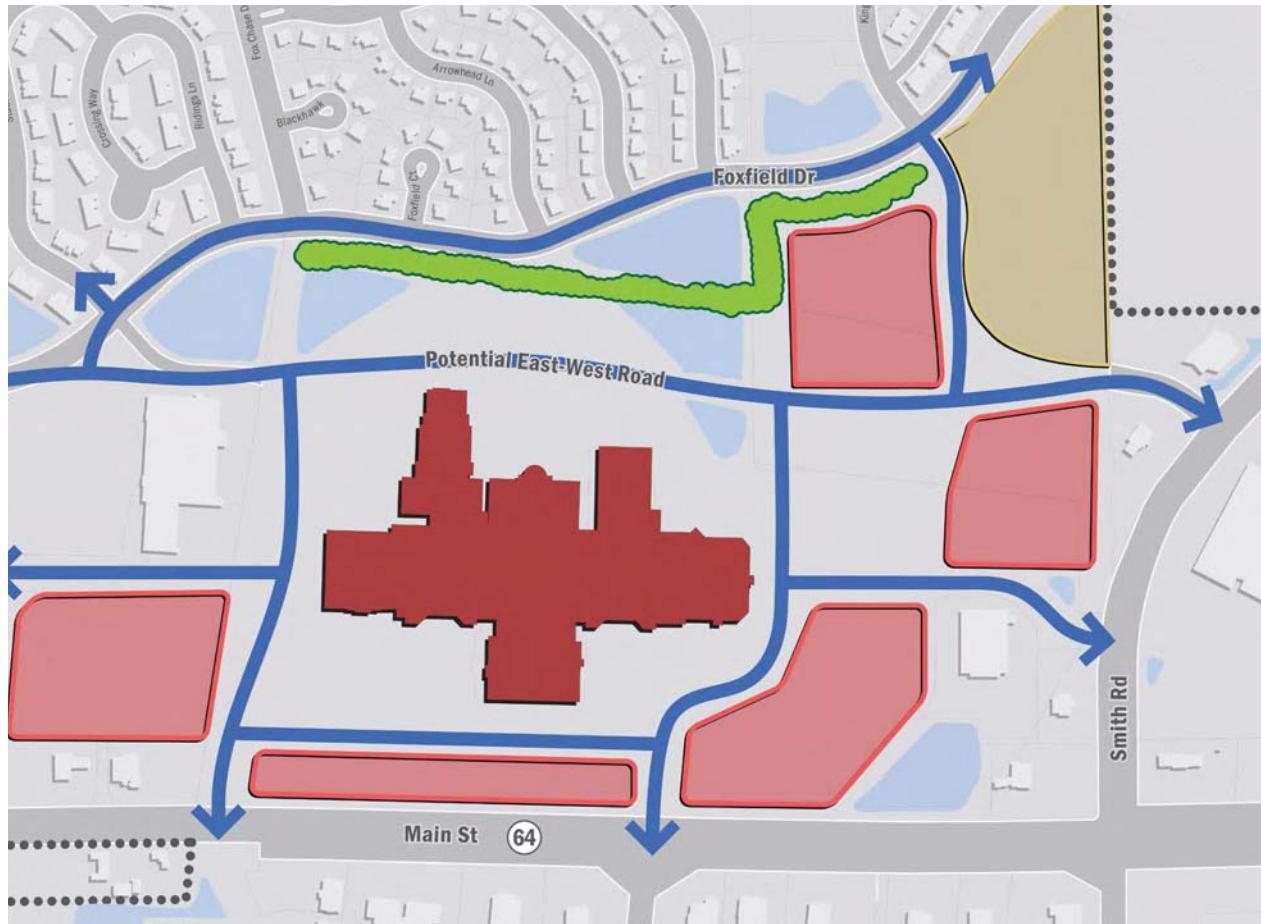
 **Proposed Street or Circulator.** These include public streets and on-site circulators designed to enhance on-site access and mitigate the impacts of traffic on surrounding neighborhoods. The key recommendation is a new street that would run along the north side of the mall property and make Foxfield Drive a residential street.

 **Out Lot Commercial, Retail, and Office Development.** This includes development sites located along Main Street that could capitalize on high visibility and more prominent access point offered by the proposed grid of streets and circulators. This also includes development sites located to the rear of the mall property with less visibility but enhanced access from the proposed grid of streets and circulators.

 **Single Family Attached/Multi-Family Residential.** Attached single family or multi-family development is permitted in this area and would complement existing housing development. It would also increase the number of residents that could support the mall site and other commercial properties in the eastern portion of the City.

 **Natural Buffer/Screening.** Screening and buffering should be provided between commercial and residential uses. This will minimize the impacts of non-residential uses on existing and future neighborhoods.

 **Repositioned Charlestowne Mall.** Within the proposed framework of streets and peripheral uses, the mall structure could be repositioned to be more responsive to contemporary consumer needs. The following page illustrates some proposed alternative approaches.





Charlestowne Mall Repositioning Alternatives

The Charlestowne Mall has struggled to maintain occupancy, with the majority of its commercial spaces sitting vacant. The following repositioning alternatives illustrate how different approaches may be taken to redefine the form, function, and context of the mall in an effort to make it more competitive in the contemporary market and more responsive to consumer demands.

Each of the alternatives can be accommodated by the Charlestowne Mall Framework Plan on the previous page, though minor modifications would be required. The intent of the alternatives is to provide residents, elected officials, and the development community with somewhat of a flexible roadmap as a number of factors come to pass over time. It should be also noted that a fourth option exists - **Option D** - which would include leaving the mall intact, in its current location, with facade improvements to the existing building, in addition to other improvements made around the periphery of the mall as identified on the Charlestowne Mall Framework Plan (previous page).

Option A

This concept illustrates how much of the existing mall could remain intact while access is enhanced through the implementation of a local street network. Most importantly, the existing east-west axis of the mall would be converted to a multi-modal street that would accommodate comfortable and attractive commercial sidewalks, vehicular traffic in each direction, and on-street parking. The mall's existing central space would become a green event or gathering plaza. At each end, roundabouts would provide the opportunity for gateway elements, artwork, or other anchoring elements. Small commercial spaces could be removed to create pocket plazas that could host café seating, kiosks, seasonal markets or other uses in front of primary anchors.

Considerations

- » Would maintain much of the existing mall fabric and primary anchors
- » Creates multi-modal access to storefronts throughout the entire mall
- » Creates an attractive streetscape environment for all tenants
- » Roof over the internal street could be completely removed, or partially removed to allow for some areas of year-round activity
- » Does little to address the exterior image and aesthetics of the mall structure and property

Option B

This concept demonstrates how the eastern portion of the existing mall could stay mostly intact while the western portion would be reconceived as an entertainment and events complex. By removing retail space on the southwest face of the mall, retail activities could be concentrated towards the eastern end of the mall, and the vacated space could accommodate a plaza or green space. This space could accommodate outdoor events, and would build off of the cinema as the centerpiece of the entertainment complex. It would also extend south towards Main Street, creating an attractive "front door" for the mall by integrating landscaping, water, and sculptural elements. The west end of the entertainment complex could include active ground-floor uses with a decorative parking garage above.

Considerations

- » Substantially redefines a portion of the commercial mall for other kinds of intended uses
- » Reduces the overall square footage of retail space in order to concentrate it in another portion of the mall
- » Creates a more attractive identity for the mall from primary corridors
- » Requires a new approach to mall tenant recruitment and programming

Option C

This concept illustrates how the existing mall can be fragmented to create a more traditional town center pattern of streets, storefronts and open space. By removing specific retail spaces, a network of local streets can be accommodated in order to create smaller blocks and various points of entry into the commercial environment. These streets would also frame a central "town square" that could host events, markets or other temporary or seasonal activities. An east-west street would replace the existing pedestrian mall axis, and would include commercial sidewalks, streetscaping, and on-street parking. Other individual storefronts could be removed to create pocket plazas that provide more visibility for primary anchors and a place for café seating and other complementary activities.

Considerations

- » Preserves the primary tenants as anchors around which other retail and open spaces exist
- » Creates a significant central event or open space that brings users into the heart of the mall environment
- » Requires significant intrusion into the existing mall fabric to create street and open space network
- » Does little to address the appearance or image of the mall from primary corridors

Repositioning Option A



This figure represents an illustrative development concept for the Charlestowne Mall. The concept is intended to illustrate one possible approach for redevelopment that satisfies the goals, objectives, and guidelines as expressed in the St. Charles Comprehensive Plan. It is not intended to express action on behalf of the City to acquire and redevelop privately-held properties. The final form of redevelopment for these sites will depend upon local property ownership, unforeseen site constraints, and market forces at the time of redevelopment. Although this illustration does not depict it, there are grade changes within the site that any redevelopment will have to address.

Potential Improvements

- 1** Retained Anchor Tenants
- 2** Roof Removed to Create "Open Air" Shopping Center
- 3** Mixed-traffic "Main Street" Shopping Corridor
- 4** Central Plaza and Event Space
- 5** Architectural Elements that Stress Public Spaces
- 6** Commercial Storefront Facade Enhancements
- 7** Pocket Plazas in Front of Major Tenants
- 8** Enhanced Landscaping in Plazas and on "Main Street"
- 9** More Efficient On-site Circulation
- 10** New Parking Lot Landscaping
- 11** On-site Green Space and Stormwater Management
- 12** Comprehensive Pedestrian Network

II. PROPOSAL

S. R. Jacobson Development Corp., in partnership with Lormax Stern Development Company, is proposing to redevelop the Charlestowne Mall property with a mix of uses. A Concept Plan has been submitted for feedback, proposing the following:

- Demolish all structures except Classic Cinemas, Von Maur, Coopers Hawk and Starbucks/Verizon; demolish a majority of the internal drives and parking lots; relocate underground utilities
- Regrade the site to accommodate new development
- Retain existing site access points (38th Ave., Smith Road, Stuarts Drive, west mall entrance).
- New traffic circle at central site entrance and central vehicular drive connecting commercial and residential uses.
- Retain existing stormwater detention basins
- Commercial component (Developer- Lormax Stern):
 - 6 new buildings totaling 40,000 sf; Retail: 22,000 sf; Restaurant: 18,000 sf
 - 3 buildings along Main St.; 3 buildings north of central entrance traffic circle
 - 135-room hotel
 - Plaza with various gathering spaces central to the site between the commercial and residential uses.
- Residential component (Developer- S.R. Jacobson):
 - 351 apartment units within 9 buildings
 - 3-story, garden-style
 - 120 1-bedroom; 203 2-bedroom; 28 3-bedroom
 - Attached and detached garages
 - 209 townhome units (rental)
 - 2-story
 - 157 2-bedroom; 52 3-bedroom
 - Clubhouse shared between apartments and townhomes with pool, exercise facilities, leasing center, and on-site management office
- A PUD is contemplated, along with rezoning of the residential portion to RM-3 General Residential District.

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. MARKET STUDY

The applicant, SR Jacobson, previously raised concerns with competition from the proposed Springs project on Smith Road, reviewed as a Concept Plan in August 2021. Jacobson's market data suggested the two projects would exceed projected demand for multifamily residential units. Continental, the developer of the Springs project, thought the market could support both projects.

In order to evaluate this concern, the City obtained a 3rd party market study prepared by Integra Realty Resources, a firm with extensive experience conducting market assessments for residential projects in the Chicago region.

The key finding of Integra's study is that the Charlestowne Mall redevelopment and Springs projects are "distinctly different and can be both developed successfully." This finding is supported by the following factors:

- Overall suburban rental market exhibiting strong demand, occupancies and rent growth
- Limited new "Class A" apartment development in St. Charles over the past 5-10 years
- Project timing will not be identical with deliveries at different times
- Project product type is different
- Project locations have different appeal
- Projects will cater to different segments of the rental market

The report also notes that the cumulative impact of both developments from new added households will increase demand for new and existing retail services in the area.

The Integra report includes an extensive analysis of projects within the region, and analyzes trends in supply, occupancy, rents, demographics, competition and absorption. The conclusions are based in part on regional and submarket data

SR Jacobson has received the Integra market study and responded that their analysis, by John Burns Real Estate Consulting, reached a different conclusion. The Burns market study finding is based on the historic capture ratio for St. Charles, which Jacobson indicates is the data they and their lenders usually rely upon. Jacobson is sharing the Integra study with their market consultant and will continue to look into the matter.

Both market studies can be viewed on the Charlestowne Mall Redevelopment [project webpage](#).

V. 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. 17.06 Design Review Standards & Guidelines
- Ch. 17.12 Residential Districts
- Ch. 17.14 Business & Mixed Use Districts
- Ch. 17.24 Off-Street Parking, Loading & Access
- Ch. 17.26 Landscaping & Screening
- Title 19 Inclusionary Housing

A. Proposed Zoning

The property is currently a Planned Unit Development (PUD). A PUD allows for projects to be reviewed and approved as a whole and for unique development standards and requirements to be established. The existing PUD on the property will either need to be amended or replaced to accommodate the new development.

With respect to zoning designations, two options are available:

- Retain the existing BR Regional Business zoning designation over the entire site, and grant approval of the proposed residential uses as additional uses permitted under the PUD.
- Retain BR Regional Business zoning over the commercial uses only, and rezone the residential area to an appropriate residential zoning district.

The applicant has identified that a zoning designation of RM-3 General Residential for the residential portion of the project. The purpose of the RM-3 District is as follows:

To accommodate a range of housing densities, including higher density residential up to approximately 20 units per acre, at locations that will provide deficient use of land and infrastructure.

Proposed density based on the Concept Plan is approximately 13 units per acre, assuming approximately 40 total acres for the residential portion.

Staff Comments:

- ✓ The City has granted residential uses through PUD approvals for other mixed-use projects, such as Prairie Centre, which similarly has BR zoning. This approval method retains commercial zoning over the entire property in the event the PUD project is not fully constructed or the approval expires.
- ✓ If a residential zoning is requested, the boundary line between the commercial and residential portion of the project will need to be fixed based on a plat with a legal description. Future revisions to modify this border would require another rezoning process.

B. Bulk Standards

The tables below compare the residential and commercial portions of the Concept Plan with the standards of the RM-3 and BR districts. Any deviations from the bulk standards required for the development would need to be approved through a Planned Unit Development.

Residential Component – At this stage of review, subdivision of the property is not defined. The bulk standards below are based on a single zoning lot for the residential area.

Category	RM-3 District (proposed zoning)	Concept Plan
Min. Lot Area	Townhouse: 4,300 sf/unit Multi-family: 2,200 sf/unit	Approx. 3,275 sf/unit, based on 40-acre residential area
Min. Lot Width	Townhouse: 24 ft/unit Multi-family: 65 ft.	TBD; based on subdivision
Max. Building Coverage	40%	Meets
Max. Building Height	Townhouse: lesser of 35 ft. / 3 stories Multi-family: lesser of 45 ft. / 4 stories	40 ft. (per Zoning Compliance table submitted by applicant)
Front Yard	30 ft.	TBD; based on subdivision
Interior Side Yard	Townhouse: 10 ft. each side Multi-family: 25 ft. each side	TBD; based on subdivision; Approx. 20 ft. from apartments to east property line; Approx. 50 ft. from townhomes to west property line
Rear Yard	30 ft.	TBD; based on subdivision Approx. 30 ft. from townhomes to north property line (Foxfield Dr)

Landscape Buffer	30 ft. (required along north property line adjacent to residential)	Adequate space appears to be provided
Parking Spaces	Townhouse: 2 per unit (416 spaces required) Multi-family: 1-Bedroom: 1.2 per unit 2-Bedroom: 1.7 per unit 3-Bedroom: 2 per unit (545 spaces required) Stall dimension: 9.5'x18'	Townhouses: 1-2 garage spaces per unit; 1-2 spaces within driveway apron/unit Apartments: Approx. 620 spaces (1.77 per unit) Stall dimension: 9'x18'

Commercial Component – At this stage of review, subdivision of the property is not defined. The bulk standards below are based on a single zoning lot for the commercial area.

Category	BR District	Concept Plan
Min. Lot Area	1 acre	TBD; based on subdivision
Min. Lot Width	None	TBD; based on subdivision
Max. Building Coverage	30%	Meets
Max. Building Height	40 ft.	TBD
Front Yard	Building: 20 ft. Parking 20 ft.	Main St. setbacks- Building: 20 ft. Parking: 20 ft.
Interior Side Yard	Building: 15 ft. Parking: none	TBD based on subdivision
Rear Yard	Building: 30 ft. Parking: none	TBD based on subdivision
Landscape Buffer	40 ft. adjacent to residential (will be required along shared lot line between commercial and proposed residential areas)	A complete buffer does not appear possible based on the site plan
Parking Spaces	Retail: 4 per 1,000 sf GFA (634 required for existing & proposed retail) Restaurant: 10 per 1,000 sf GFA (114 required for Coopers Hawk; 180 required for proposed restaurants) Coffee/Tea Room: 5 per 1,000 sf GFA (11 required for Starbucks) Total for Retail/Restaurant: 939 Hotel: 1 per room (135 required for new hotel) Theater: 1 per 4 seats (information needed on # of seats)	Retail/Restaurant/Hotel/Theater: 1,537 spaces (shared parking between Hotel/Von Maur/Cinema)

C. Landscaping

A landscape plan in accordance with Ch. 17.26 will be required as part of the PUD Preliminary Plan should the project move forward. Given that the site is a redevelopment project, deviations from certain landscape standards may be requested as a part of the PUD process.

Landscaping is required along the public street frontages (E. Main St. and Foxfield Rd.), within the parking lots, along building foundations (commercial and apartment buildings), and for the common areas and the detention areas.

A landscape buffer is required along the northern property line across from the existing single-family homes (Charlemagne), and potentially along the yet-to-be determined lot line demarcated between the commercial uses and proposed RM-3 zoning. Landscape buffers are subject to the screening and planting requirements of Section 17.26.070.

Staff Comments:

- ✓ Site grading is not yet defined. The southwestern portion of the site may require grading transitions around the Von Maur building. The Von Maur building currently has second floor entrances on the south and west sides, while the Theater building entrance is at the first floor level.
- ✓ Terracing and other landscape features can be incorporated to soften grading transitions and/or provide locations for site amenities.
- ✓ A landscape buffer should be provided along the lot lines adjacent to the Oliver-Hoffman property to the northeast in anticipation of potential future residential development on that property.
- ✓ Additional landscape islands should be added within the parking lots to break up long rows of parking stalls.

D. Building Design

Buildings in the RM-3 and BR districts are subject to Design Review standards and guidelines contained in Ch. 17.06. Example renderings of the apartment buildings and townhomes have been provided with the Concept Plan.

Staff Comments:

- ✓ Variety between buildings within a unifying design is encouraged.
- ✓ One of the applicable design standards states no more than 5 townhome units may be attached in a row. The Concept Plan depicts up to 6 units attached in a row. A deviation would need to be requested through the PUD application.

E. Site Access & Circulation

The Concept Plan depicts retention of all existing access points into the property. The two signalized Main St. entrances will remain, along with entrances off Smith Road and Stuarts Drive. No new site access points are proposed. A traffic circle is proposed at the central entrance point. A central drive accessed from the traffic circle provides a central connection between the commercial and residential portions of the site, in addition to the primary circulation drives on the east and west sides. All internal drives are private; no public streets are proposed.

Pedestrian connections are provided connecting the residential uses to the commercial. Two pedestrian connections to Foxfield Dr. are also shown.

Staff Comments:

- ✓ A traffic study will be required should the project move forward.
- ✓ An additional connection to the commercial property to the west should be explored, to both provide a more direct vehicular route to Kirk Road and allow for coordination of future development.
- ✓ Pedestrian connections to the Oliver Hoffman property should be explored.
- ✓ Sidewalks should be provided along the internal driveways within the residential areas and connecting to all existing and proposed commercial buildings, as well as to the adjacent network of public sidewalks along the public streets.
- ✓ Bike Path connections through the site should be explored in coordination with adjacent planned developments and nearby regional trails.

VI. UTILITIES & INFRASTRUCTURE

Utility and infrastructure capacity will be studied if the developer files formal zoning applications. The following items will need to be provided:

- **Traffic Study** assessing the adequacy of the surrounding roadway network to accommodate the development and providing recommendations for systems improvements.
- **Water Modeling** and study of the adequacy of the City's water system to service the development and provide adequate fire flow based on the building types and sizes.
- **Sanitary Sewer Study**, quantifying the anticipated sanitary sewer flows from the project and assessing the capacity of the City's sanitary sewers that will service the property.
- **Stormwater Management Report**, based on the developer's engineering design for the stormwater management system designed to comply with the City's Stormwater Ordinance.
- **Electrical Service Design** assessing the capacity of the City's electrical system to service the property and identifying any needed system improvements.

VII. DEPARTMENTAL REVIEWS

A. Engineering & Public Works Review

Staff review comments have been provided to the applicant advising on items that will need to be addressed in a future preliminary engineering submittal.

B. Fire Dept. Review

The Fire Dept. has reviewed the Concept Plan and has noted various sections of the Fire Code that will apply to the development. Information will be needed on how utility work will be coordinated and impacts on fire safety for the remaining structures. It appears site circulation is adequate in most areas of the plan.

VIII. DEVELOPER CONTRIBUTIONS

A. Inclusionary Housing

Residential developments are subject to the Inclusionary Housing Ordinance, Title 19 of the City Code. The affordable unit requirement for 560 units is 56 affordable units (10%).

Alternatively, a fee in-lieu of providing 56 affordable units may be provided. The fee in-lieu amount is \$39,665.75 per required affordable multi-family unit, and \$27,766.03 per required affordable townhouse unit. That would equate to a total fee in-lieu of \$1,975,354 for the proposed residential component of the project.

The applicant has submitted a statement with the Concept Plan application stating their intent to seek an Alternative Affordable Housing Plan under Section 19.02.070. This section states that a developer may request the City Council approve, upon recommendation from the Housing Commission, an alternative plan IF at least one of four criteria can be met. The applicant has referenced Criteria #3, which states:

The development will fulfill an alternative City Policy or goal such as redevelopment of a vacant, underutilized, or blighted parcel that cannot otherwise be readily redeveloped and comply with all other applicable requirements.

Section 19.02.070.B lists options for the Alternative Affordable Housing Plan; one or more of the options shall be utilized by the developer:

1. External Funding Sources – The developer will apply for grants, tax credits, and/or any other applicable funding mechanism each year that the project is under construction. These funds will be used to subsidize the costs associated with the construction of onsite or offsite affordable housing units.
2. Purchase Offsite Units – The developer shall purchase for-sale or foreclosure properties and then sell or rent them at the established affordable housing price.
3. Construction of a portion of the required affordable units onsite and/or payment of a portion of the required fee in-lieu, and any combination of the two options listed above.

For reference, in order to be considered “affordable”, rental housing would need to be affordable to a household making 60% of the Area Median Income. The following maximum rents would apply (as of 4/1/21, per Illinois Housing Development Authority):

	1-Bedroom	2-Bedroom	3-Bedroom
Max. Rent	\$1,104	\$1,324	\$1,530

B. School District

The residential portion of this development will be subject to Ch. 16.10 “Dedications” of the Subdivision Code and will be required to provide either a land or cash contribution to St. Charles CUSD 303. The Concept Plan and a land-cash worksheet prepared by the developer have been provided to the School District for review. Based on the anticipated unit/bedroom count, a total contribution of \$891,278 would be due for this development.

C. Park District

Also per Ch. 16.10 of the Subdivision Code, a land or cash contribution will be required for the St. Charles Park District. The Concept Plan and a land-cash worksheet prepared by the

developer have been provided to the Park District for review. If a cash contribution is acceptable to the Park District, it would total \$2,697,929 based on the anticipated unit/bedroom count. A number of private recreational amenities are depicted on the Concept Plan, including a clubhouse with exercise facility, pool, and various park space.

IX. FUTURE APPROVAL PROCESS

If the applicant chooses to move forward with the proposed development at the conclusion of the Concept Plan process, the following would need to be approved in order to entitle the development as proposed in the Concept Plan:

1. Special Use for PUD: To amend the Charlestowne Mall PUD and/or create a new PUD to accommodate the project.
 - a. Option: Map Amendment: To rezone the residential portion of the property from BR to RM-3.
2. PUD Preliminary Plan: To approve the physical development of the property, including site, engineering, and landscape plans.
3. Final Plat of Subdivision: To plat the property and establish easements.

X. SUGGESTED ACTION

Given the scope of the project, it is recommended that the Plan Commission focus their comments on the land uses and site plan. Detailed information on the traffic/utilities/stormwater will be analyzed and reviewed later at the Preliminary Plan stage. Staff suggests providing comments regarding:

- Conformance with the Comprehensive Plan
- Land uses and the breakdown between residential and commercial uses
- Residential unit count and density
- Site design and layout
- Building forms and architecture
- Open space location/arrangement

XI. ATTACHMENTS

- Staff Memo dated 10/6/21 (Summary of PC Comments)
- Concerns & Responses document from Applicant dated 12/27/21
- Application for Concept Plan; received 9/10/2021
- Plans (revised)
- Developer Brochures



Two East Main Street
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MEMO

COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT

DATE: October 6, 2021
TO: Chair Weber & Members of the Planning & Development Committee
FROM: Russell Colby, Acting Director of Community & Economic Development

RE: **Plan Commission Comments – Charlestowne Mall Redevelopment**

The Plan Commission reviewed the Charlestowne Mall Redevelopment Concept Plan on October 5, 2021. They provided a number of comments to the developer which are summarized as follows:

General:

- This project offers an exciting opportunity to create a development that benefits and enhances the community. The plan needs to be re-worked to meet its potential.
- General support for mixed land uses and residential density.
- Existing detention ponds should be enhanced and utilized as an asset for both the residential and commercial areas.
- Parking is provided in excess of code requirements for residential and commercial uses and should be reduced, allowing for more flexibility in the site plan and opportunities for additional greenspace.

Access/Circulation/Traffic:

- A more defined roadway network should be explored; perhaps a boulevard ring road around the entire site perimeter, or connecting from Smith Rd. to Stuart's Dr. through the residential portion. Streetscape enhancements like street trees and sidewalks should be incorporated. Bike lanes should be considered.
- Pedestrian connectivity is very important; a comprehensive network of sidewalks is needed within and between residential and commercial uses.
- A traffic study will be needed; there are concerns regarding traffic around the site entrances.
- Additional vehicular connections should be explored, including connections to Foxfield Dr., the Oliver-Hoffman property to the north, and the Jewel shopping center property to west.

Commercial:

- Additional consideration should be given to the placement of, and relationship between, buildings and uses within the site. Buildings should possibly be closer together, grouped, and/or connected.
- The gathering space presents a significant opportunity to create a space that is a draw for commercial and residential users. Its placement, size and design should be carefully planned. An outdoor amphitheater may be considered behind Von Maur given the grade change.
- Placement of the hotel should be looked into; consider relocating it closer to the other commercial uses.
- Cooper's Hawk parking demand currently spills over the ring road. Modify the road placement to provide additional parking for Cooper's Hawk adjacent to the building.

Residential:

- Townhomes should face the roadways with garages/parking behind the buildings.
- The number of townhome units attached in a row should be reduced.
- More greenspace should be incorporated around the apartment buildings.
- A park site dedication to the Park District should be considered given the number of residents and few nearby parks. Coordination with the Park District will be needed.

Charlestowne Mall Revised Conceptual Plan

Concerns and Responses

December 27, 2021

Concerns regarding the initial Conceptual Redevelopment Plan for the Charlestowne Mall were expressed to the Developer by staff, planning commission and city council members. In response, the Redevelopment Plan has been revised to address as many of the concerns as possible as summarized below.

Concerns:

- Plan does not provide excitement for City Residents.
- Buildings are scattered, need to be closer together.
- Pedestrian connectivity weak.
- Provide a larger, more interesting gathering space with more outdoor seating.
- Create exciting view from North Avenue.
- Buildings need to talk to each other.
- Provide enhanced streetscape.
- Create an environment where City residents can shop, dine and be entertained.

Response: To address these concerns, the commercial area has been completely redesigned to provide a vibrant and lively environment that is intended to attract both St. Charles residents and the residents that will be living in the townhome and apartment neighborhoods of the site. Anchored by the existing Von Maur and Classic Cinemas, a corridor of shops, restaurants, plazas and green spaces are provided that will provide a variety of dining, shopping and entertainment experiences. Components include outdoor dining patios, a food truck park, an amphitheater, an event gazebo, a large plaza with an ice cream stand, plentiful seating, and a greenspace/park area, all interconnected with wide sidewalks. The large north plaza will extend to the new south entrance of the Cinema and will provide ample space for festival events. A smaller south plaza will be created across the street at the new ground level entrance of Von Maur. The new streetscape is pedestrian oriented with parking located behind the proposed venues and out of view. The various uses relate harmoniously to one another and provide a synergistic sense of place, with uses supporting each other. The creation of this district will provide an expansion of social activity into the evening hours. In short, this new entertainment/shopping/dining district with its variety of proposed uses will serve as a destination community hub. Examples of the amenities provided in the revised plan are provided.

Concern: Traffic congestion at central entrance; backup from Starbucks.

Response: A traffic circle has been designed to accommodate and distribute traffic at the central entrance. A new, much longer stacking lane will be constructed at the existing Starbucks restaurant by closing off the west parking lot entrance and expanding the parking lot to the east, preventing backups which currently cause congestion at the entrance area. A traffic study will be commissioned upon City support of the concept plan to confirm the adequacy of the design.

Concern: Insufficient parking for Coopers Hawk and retail uses along North Avenue.

Response: The road parallel to North Avenue has been moved northward to the greatest degree possible while maintaining necessary parking in front of Von Maur. The relocation of the road allows for expansion of the parking lot serving Coopers Hawk on the same side of the street.

Concern: Hotel should be located in the west portion of the site.

Response: The Hotel has been relocated to the area immediately north of the existing Cooper's Hawk. Relocation of the hotel provides better visibility from North Avenue and a highly desirable dining opportunity for hotel residents available immediately across the street. The location of the hotel is a short walk away from the retail/dining/entertainment district and will be connected with pedestrian pathways to Von Maur and the Cinema as well.

Concern: The residential portions of the site are too isolated from the commercial areas.

Response: A new central entrance to the residential neighborhoods has been created from the retail/dining/entertainment district. The large plaza and adjacent greenspace/park has been located to serve both the commercial and residential areas in equal measure, drawing residents into the commercial area and its various opportunities for social interactions. A network of pedestrian pathways will link the commercial and residential areas of the site. The proposed site plan integrates the commercial and residential areas of the site while providing for quiet residential neighborhoods, a key goal necessary for the sustainable success of the apartment and townhome communities.

Concern: Garage doors face the primary street through the townhomes.

Response: Townhomes have been re-oriented to provide a courtyard setting between the front elevations of the units with sides of the units facing the main street. Views from the primary street will consist mainly of looking down the landscaped courtyards between the buildings.

Concern: 8-units in a townhome building are too many.

Response: The townhome buildings have been reduced to 6-unit and 4-unit configurations. Furthermore, The townhome heights have been reduced from 3 stories to 2 stories. Renderings of the new townhome design are provided.

Concern: Provide a ring road around the entire site for circulation, consider boulevard through residential area, create better street flow.

Response: We have evaluated the suggestion of a ring road through the residential area and cannot accept this design goal based on our extensive experience with multifamily development. We can't allow the street through the residential area between Stuart Drive and Walmart to become a major cut-through because of its strong negative effect on the viability of the residential components. The current mall owner reports that traffic cutting through the northern portion of the site was a very large problem. It is critical for the success of the townhome and apartment communities that they have a quiet setting. The great success of our project in Orland Park IL. bears out this design approach. We have intentionally kept the streets at the minimum allowable width, have provided a traffic calming S-curve, and will discourage non-resident traffic at the access points to the residential areas. The street circulation pattern we will encourage is the circular route through the commercial areas from

the central entrance, through the retail/dining/entertainment district, past the Cinema, along the west side of the site, past Cooper's Hawk and the Hotel and along the street parallel to North Avenue. With this design, streets will no longer die into parking lots and the circular pattern will expose all commercial uses to automobile traffic.

Concern: Too much parking.

Response: The amount of parking for the garden apartments now averages 1.77 spaces per unit, which is fairly close to ordinance requirements for the product mix we envision for these apartments. This amount is less than the 2 spaces per unit we usually provide which we have found to be optimal. Parking for Von Maur and the Cinema has been reduced to the least amount believed necessary to serve these existing uses. Parking for the hotel will be shared with Von Maur. Parking for Von Maur will be shared with the Cinema. Reciprocal Easement Agreements currently exist over parking areas serving the Cinema, Von Maur and Coopers Hawk facilities. Proposed parking revisions will require the approval of these facilities and may require REA's to be modified in order to accommodate the proposed site plan.

Concern: Park District preference for large park areas.

Response: It is our intent that all parks and plazas will be privately owned and maintained rather than dedicated to the Park District, although the plazas and adjacent park areas will be available for public use. We have found that residents prefer a greater number of small pocket parks located close to their buildings rather than a large park some distance away. We will be providing a variety of parks, both large and small, along with open spaces and recreational amenities, to meet the goals of the park requirement.

Concern: Provide access to Foxfield Drive.

Response: While we will accommodate the City's desire on this issue, we do not believe this is a good idea. The site has four signalized entrances which are adequate for site access and we believe, subject to confirmation by a traffic study, that the site does not need a fifth entrance to Foxfield Drive. Residents in the single family neighborhoods north of Foxfield will likely object and we do not want to encourage cut-through traffic to Walmart coming through the residential neighborhoods of the site.

Concern: Congestion at Stuarts Drive and Foxfield.

Response: The traffic study will determine if additional improvements are necessary at Stuarts Drive to accommodate traffic from the site and prevent interference with the Jewel Osco driveways.

Concern: Von Maur loading area.

Response: The loading area for Von Maur cannot be relocated. Therefore, the street serving the retail/dining/entertainment district has been positioned to accommodate the location of the loading area as it now exists. A drive has been strategically located directly across from the loading dock to allow trucks to pull in so they can position themselves to back up to the loading dock. The loading dock will be screened with an enclosure and garage doors such that no trucks will be visible. A concept rendering has been prepared to illustrate the screening intent.

Concern: Incorporate existing ponds into the design.

Response: A detailed drainage study will be conducted by the project engineers to determine what modifications may be possible regarding lessening pond slopes and enhancing aesthetics. At the least, ponds will be enhanced to provide attractive settings for the townhomes, the community center and adjacent park, and a proposed restaurant patio has been added overlooking the southeast pond.