	PLAN COMMISSION AGENDA ITEM EXECUTIVE SUMMARY		
	Project Title/Address:	Prairie Center PUD	
	City Staff:	Russell Colby, Planning Division Manager	
	PUBLIC HEARING 10/18/16	X	MEETING
APPLICATIONS:		Special Use for PUD PUD Preliminary Plan	
ATTACHMENTS AND SUPPORTING DOCUMENTS:			
Staff Report		Plan Documents	
Applications		Engineering Studies	
SUMMARY:			
<p>Shodeen Group, LLC has filed applications for approval of a Planned Unit Development (PUD) for the Prairie Center project, a redevelopment of the former St. Charles Mall property located north of IL Rt. 38/Lincoln Highway, south of Prairie Street, and east of Randall Road.</p> <p>A Concept Plan application for the project was reviewed by the City in January 2016.</p> <p>The PUD plan has similar land uses to the Concept Plan, including commercial uses along Rt. 38, an area of mixed use buildings, and an area of residential buildings. The site plan and street layout has been modified based on comments received during the Concept Plan review. Two alternate versions have been submitted- One version includes additional mixed use buildings along Prairie Street and along the north-south street through the site.</p> <p>The plan includes:</p> <ul style="list-style-type: none"> • 609 residential units • A range from 80,000 to 116,000 square feet of commercial uses (depending on whether additional mixed use buildings are included) 			
SUGGESTED ACTION:			
<p>Conduct the public hearing.</p> <p>At this time, Staff does not have sufficient information to recommend that the public hearing be closed, as the project is still under review.</p> <p>Staff recommends continuing the public hearing to the Dec. 6, 2016 Plan Commission meeting.</p>			
INFO / PROCEDURE ON APPLICATIONS:			
<i>(See next page)</i>			

Applications are listed in order of consideration

SPECIAL USE FOR PUD

- Approval of development project with specific deviations from the Zoning Ordinance standards. (Establishes a PUD ordinance with unique zoning or subdivision standards that apply to a single development site)
- Public hearing is required, with a mailed notice to surrounding property owners.
- Single finding – Is the PUD in the public interest? Criteria are considered in reaching a decision. Responses to the criteria need not be in the affirmative to recommend approval of a PUD or PUD Amendment.
- The Plan Commission may recommend conditions and restrictions upon the establishment, location, design, layout, height, density, construction, maintenance, aesthetics, operation and other elements of the PUD as deemed necessary to secure compliance with the standards specified in the Zoning Ordinance.
- The Plan Commission may recommend exceptions and deviations from the requirements of the Zoning and Subdivision Codes requested by the applicant, to the extent that it finds such exceptions and deviations are supportive of the standards and purposes for PUDs.

PUD PRELIMINARY PLAN

- Approval of engineering plans for development of property within a PUD- includes site, landscape, and engineering plans. (Application may also involve a subdivision of land.)
- Recommendation is based on compliance with the previously (or concurrently) approved Special Use for PUD standards and other city code requirements (including Zoning and Subdivision codes).

Community & Economic Development
 Planning Division

Phone: (630) 377-4443
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ST. CHARLES
 SINCE 1834

STAFF ANALYSIS MEMO

TO: Chairman Todd Wallace
 And the Members of the Plan Commission

CC: Rita Tungare, Director of Community & Economic Development
 John McGuirk, City Attorney

FROM: Russell Colby, Planning Division Manager

RE: Prairie Center PUD

DATE: October 14, 2016

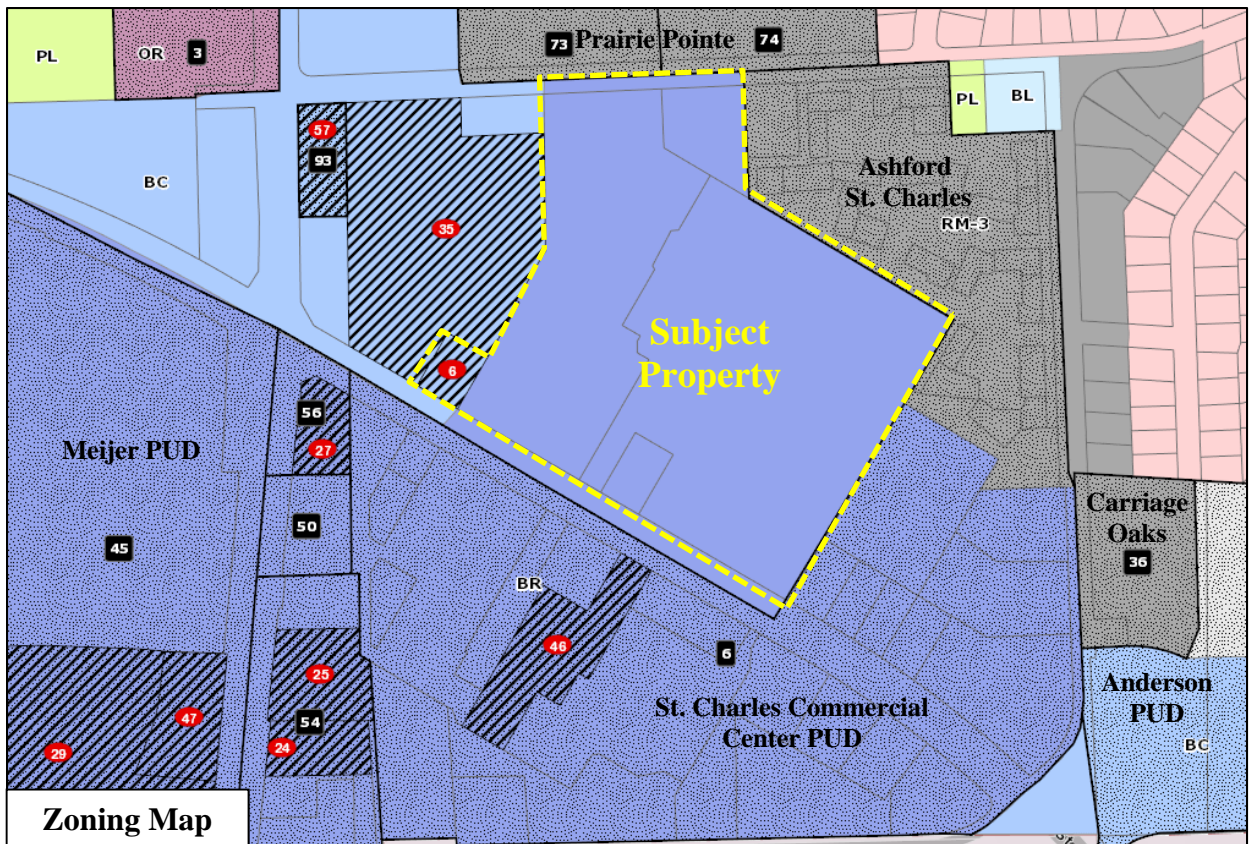
I. APPLICATION INFORMATION:

Project Name: Prairie Center

Applicant: Shodeen Group, LLC

Purpose: Planned Unit Development (PUD) approval for mixed-use redevelopment of former St. Charles Mall property

General Information:		
Site Information		
Location	North of IL Rt. 38/ Lincoln Hwy., south of Prairie St., east of Randall Rd.	
Acres	26.48 acres	
Applications	Special Use for PUD, PUD Preliminary Plan	
Applicable Code	17.04 Administration	
Sections	17.14 Business and Mixed Use Districts	
Existing Conditions		
Land Use	Vacant	
Zoning	BR Regional Business District BC Community Business District - SU (former Burger King property)	
Zoning Summary		
North	RM-3 General Residential Dist. - PUD	Prairie Pointe Apartments (formerly Wessel Ct) Ashford St. Charles Apts. (formerly Covington)
East	BR Regional Business Dist. – PUD RM-3 General Residential Dist. - PUD	St. Charles Commercial Ctr.-Binny’s, Jiffy Lube Ashford St. Charles Apts. (formerly Covington)
South	BR Regional Business Dist. – PUD	Tri-City Shopping Center
West	BC Community Business Dist. - SU	Jewel-Osco store with Drive-Through Retail strip on Prairie St.
Comprehensive Plan Designation		
Corridor/Regional Commercial and Potential Mixed Use (located in West Gateway Sub Area)		



II. BACKGROUND / SITE HISTORY

The subject property is a 26.48-acre site comprised of:

- The former St. Charles Mall property
- Outlot parcels around the former St. Charles Mall property (former Burger King and former Colonial Café fronting Lincoln Hwy.; undeveloped outlot parcel fronting on Prairie Street)

Development History of the Site

St. Charles Mall

- 1980 – St. Charles Mall opens at the site. The mall consisted of a 290,000 square foot shopping center that included Spiess and K-Mart stores as main anchors.
- 1993 – Mall tenants began vacating the property.
- 1996 – Last tenant leaves and the St. Charles Mall closed.

Auto Mall proposal & TIF District

- 2000 – TIF District established. (The TIF district will expire in 2023.)
- 2002 – City entered a Redevelopment Agreement to facilitate the construction of an Auto Mall at the site. Zoning approval for an auto mall was granted.
- 2003 – Mall building was demolished.
- The Auto Mall project did not move forward.

Towne Centre Proposal

- 2007 – Shodeen submitted a Concept Plan for review of a mixed-use development with approximately 1,000 residential units and 250,000 square feet of commercial space. The proposal included 3 parking decks with approximately 2,000 parking spaces and multi-story buildings of up to 8 stories tall.
- 2008 – Shodeen filed formal zoning applications for the approval of the Towne Centre project. Applications included creation of a new mixed-use zoning district, rezoning of the entire property to the mixed use district, and PUD approval. The residential unit count was 777 units.
- Project was reviewed over 9 Plan Commission public hearings from Dec. 2008 to April 2010. The residential unit count was reduced to 675 units prior to the conclusion of the hearings.
- April-May 2010:
 - Plan Commission recommended approval of the project.
 - Planning & Development Committee recommended denial of the project.
 - City Council voted to deny the application to create the new mixed use zoning district, and therefore the rest of the zoning applications were dismissed.

Prairie Center Proposal

- May 2015 – Shodeen held a neighborhood meeting regarding the Prairie Center proposal.
- October 2015 – Shodeen submitted a Concept Plan Application for Prairie Center. The Concept Plan includes both a PUD Concept Plan and an Alternative Site Plan. The Alternate Site Plan would require only a rezoning request, with no PUD needed.
- November 2015 – Shodeen Group, LLC held a second neighborhood meeting.
- January 2016 – The Concept Plan Application was reviewed by the Plan Commission and Planning & Development Committee.

III. PROPOSAL

PUD Application

Shodeen Group, LLC has submitted two applications requesting approval of a Planned Unit Development (PUD) for the Prairie Center project:

- **Special Use for Planned Unit Development (PUD)** to establish zoning and development standards for the project. The PUD approval would grant deviations to the underlying BR Regional Business District zoning. The deviations necessary for the project are related to: Permitted and special uses (to allow residential use), bulk requirements for buildings, building design requirements, landscaping requirements and off-street parking requirements. (These items are as discussed in the “Zoning Review” section of this memo.)
- **PUD Preliminary Plan** requesting approval of the overall site layout, preliminary engineering plans, partial building architectural elevations, and a partial landscape plan.

The proposal has similar land uses to the Concept Plan reviewed in January 2016, including commercial uses along Rt. 38, an area of mixed use buildings, and an area of residential buildings. The site plan and street layout has been modified based on comments received during the Concept Plan review.

Two alternate versions of the PUD plan have been submitted- One version includes additional mixed use buildings along Prairie Street (Buildings B2, B3) and along the north-south street through the site (Building B1).

Development Data Summary		
	PUD Site Plan #1 (more mixed use)	PUD Site Plan #2
Commercial square footage (in mixed use bldgs.)	83,328 sf	46,848 sf
Retail/Restaurant square footage (in outlot buildings)	33,150 sf	33,150 sf
Residential units	609 units	609 units
Gross Residential Density	22.5 dwelling units per acre	22.5 dwelling units per acre

Map Amendment Application

A separate application requesting residential rezoning to the RM-3 General Residential District has also been filed. The intent of this application is to request residential zoning of a portion of the property in the event that the applicant chooses to withdraw the PUD applications during the review process (of after, if the project is denied).

At this time, the applicant has requested that the City review the PUD applications first, and not take any action to schedule review of the Map Amendment application.

The Map Amendment application is not part of the current public hearing. The Map Amendment application would require a separate public hearing to be scheduled at a future date.

Development under a PUD vs. straight zoning (without a PUD)

With a PUD, the scope of the City’s review during the public hearing and approval process is greater and more information is required at the time of the initial application. Plan submittals with a PUD application include a Subdivision Plat, Preliminary Engineering Plans, Preliminary Landscape Plans, and Building Architectural Elevations. PUDs also provide the City more discretion to negotiate a greater level of amenities or other public benefits than would otherwise be required by the minimum City Code zoning and subdivision standards.

With a Map Amendment (rezoning), the scope of review during the public hearing and approval process is limited to the change in zoning classification. No information regarding the development of the property is required. Subsequent to the granting of zoning, a property owner is entitled to request subdivision of the property (if desired, or if required based upon the development plan) and building permits, subject to conformance with the minimum code requirements of the City.

IV. COMPREHENSIVE PLAN

The City adopted the current Comprehensive Plan in 2013. The City undertook an extensive planning and public engagement process to develop the Comprehensive Plan. Over a two-year period, the City hosted numerous public meeting, workshops and open houses.

During the planning process, a significant amount of discussion was devoted to three key focus areas. These focus areas are included as Sub Area plans within the plan document. The subject property and adjacent Randall Road corridor are part of the West Gateway Sub Area.

Two chapters of the Comprehensive Plan include multiple references to the future development of the subject property:

- [Chapter 4- Land Use Plan](#)
- [Chapter 8- West Gateway Sub Area Plan](#)

The sections below references policies and recommendations which are directly applicable to the development of the subject property. These sections are provided below for reference and it is recommended to review the entire chapters of the plan for additional context.

Chapter 4- Land Use Plan

Future Land Use Map (p.40) designates the site as “Corridor/Regional Commercial.”

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.

Residential Areas Framework Plan (p.45):

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.

Mixed Use Outside of Downtown (p.47)

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.

Commercial Area Policies (p. 48)

Continue to work with property owners and community members to finalize an acceptable development for the former St. Charles Mall Site.

This 30-acre site may represent the most significant redevelopment opportunity within the Randall Road corridor. Despite great potential, the opposition voiced by some members of the St. Charles community to past development proposals has highlighted the need for a clear vision for this site. Throughout the outreach exercises conducted as part of the Comprehensive Plan, the citizenry remained split on appropriate uses for the site. Chapter 8 – Subarea Plans provides three development alternatives for the site, however the ultimate solution may be an even different concept altogether. Currently the vacant site is impacting the commercial vitality of the area and negatively impacting nearby sites. What is desired by many residents may not be economically feasible, which is likely the primary reason the site remains vacant.

Chapter 8- Sub Area Plans

The Subject Property is located within the West Gateway Subarea. Goals and Objectives (p. 94) are listed below:

Subarea Goals

The West Gateway subarea provides unique opportunities within a specific context of a corridor capable of competing with other commercial areas of the City, including Downtown. These opportunities and goals are not meant to create competition with Downtown; rather, they strive to complement each other. The overall vision for the subarea includes the following elements:

- *An economically competitive corridor that capitalizes on its unique advantages and regional position and complements downtown.*
- *Redevelopment and repositioning to include the next generation of regional development and services.*
- *An attractive environment that is distinguishable from adjacent communities and respectful of surrounding neighborhoods.*
- *A multi-use area that provides a balance in and ease of access between residential, commercial, and retail activities.*

Subarea Objectives

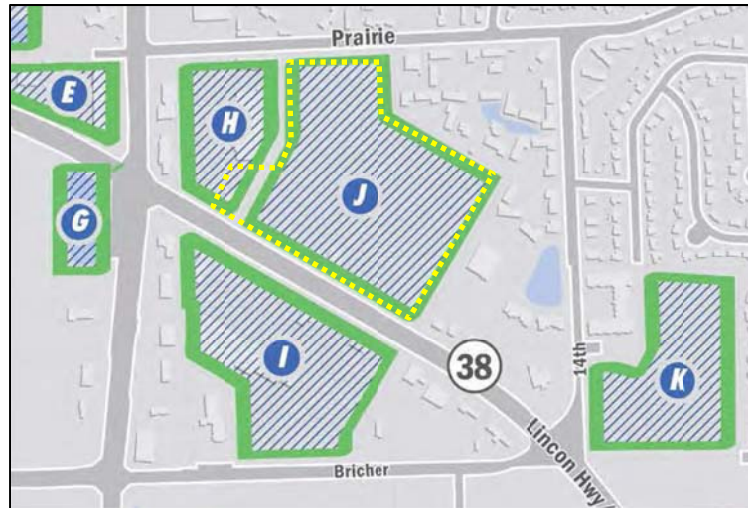
- *Improvement of the appearance of the Randall Road Corridor and the identity of the St. Charles community through installation of streetscaping, wayfinding, and gateway elements.*
- *Enhancement of the character of both existing and new development through on-site landscaping, attractive building design and materials, and more consistent signage regulation.*
- *Improved mobility and access throughout the corridor, including between adjacent development sites or blocks.*
- *Comprehensive bicycle, pedestrian, and transit access through infrastructure and technology improvements.*
- *Preservation of surrounding neighborhoods through the use of screening and buffering from commercial development.*
- ***Redevelopment of the St. Charles Mall site with activities and a character that complement Randall Road and maintain an appropriate relationship with adjacent neighborhoods.***
- *Creation of market-responsive development parcels that can accommodate projects of an appropriate scale and phasing over time.*
- *A transitioning land use pattern that is supportive of Bus Rapid Transit (BRT) along Randall Road.*
- *Achieve balance by promoting connections between the Downtown and the West Gateway area without competing with the Downtown.*

West Gateway Sub Area Plan Catalyst Sites (p.97)

The Subject Property is identified as Catalyst Site “J” and includes a small portion of Site H.

The Prairie Center Concept Plan site area is shown in the yellow dashed box.

Three different redevelopment alternatives for Sites H, I, and J are shown on p. 98.



- **Site J:** *This 30-acre site may represent the most significant redevelopment opportunity within the Randall Road corridor. Despite great potential, the opposition voiced by some members of the St. Charles community to the St. Charles Towne Centre proposal highlights the complexity and sensitivity of the site’s future development. Throughout the outreach process, residents voiced different ideas for the site, underscoring the fact that the community remains split on the best use of the site. On the following page, this Plan presents 3 different alternatives for the site’s redevelopment. It is important to note that the final development option should be market viable. Due to the significance and complexity of this site, any redevelopment proposal should be subject to the Planned Unit Development approval process.*
- **Site H:** *The Jewel-Osco is an active grocery store providing nearby residents with access to daily necessities. Situated between the old St. Charles Mall site and Randall Road, the store is a neighborhood commercial use located on a regional commercial corridor. Through either a land-swap or incorporating the site into the larger redevelopment of the St. Charles Mall, the grocery use could be located further east with strong orientation to Lincoln Highway/IL 38, allowing the Randall Road frontage to develop more intensely, maximizing its location along the regional corridor.*
- **Site I:** *The Tri-City Center is a neighborhood scaled shopping center with strong orientation to Lincoln Highway and limited visibility from Randall Road. The mall has struggled to stay competitive and is characterized by excessive vacancies. Redevelopment of the site should explore repositioning the site towards Randall Road, which averages 39,000 cars per day (Lincoln Highway averages only 17,000). Redevelopment of the site should also explore improving the site’s visibility and access to Randall Road by acquiring and eliminating some of the existing outlot buildings.*

St. Charles Mall (Site H, I and J) Redevelopment Alternatives (p.98)

Three different redevelopment land use plan alternatives are depicted on this page, along with a list of considerations applying to each alternative.

Page 98 of the Comprehensive Plan is included on the next page, with the boundaries of the Prairie Center Concept Plan site area identified.

St. Charles Mall (Site H, I and J) Redevelopment Alternatives



Regional Repositioning

This concept illustrates how the redevelopment area can be repositioned to better capitalize on Randall Road as a regional commercial corridor. By relocating both the Jewel-Osco, along with portions of the Tri-City Center to front Lincoln Highway, deeper development parcels can be created that front on Randall Road. These new lots would utilize existing Randall Road development as out lots, and could accommodate regional big-box development, however consideration should be given to taking some of this development offline to improve exposure and access to Randall Road. Other small-format development could be developed along the Lincoln Highway frontage to serve nearby residents and patrons from throughout the region traveling along or shopping within the Randall Road corridor.

Considerations

- » Can accommodate regional commercial development and big-box, as well as other regional uses such as entertainment, educational facilities, etc.
- » Preserves much of the existing out-lot development fronting on Randall Road
- » Represents no significant deviation from current Randall Road development pattern or function
- » Relocates local retail and services
- » Adds no unique character elements to Randall Road corridor
- » Competing with established retail areas on Randall Road
- » Will require additional assembly and/or cooperation with other property owners
- » Provides adequate parking, appropriately screened and landscaped to appear subtle and discreet from surrounding neighborhoods



West Neighborhood Center

This alternative concept preserves much of the existing development along Randall Road and recognizes the limited commercial potential of the mall site should this occur. The Tri-City Center remains, hopeful that the Mall site's redevelopment will foster more synergy along the corridor. The eastern portions of both the mall site and the Tri-City Center site would be redeveloped as a series of mixed use or multi-family/townhouse nodes that provide local retail and services along Lincoln Highway. Densities and housing types should be mindful of market viability, reflecting the need for more aging and affluent households. Both residential and commercial areas should feature attractive pedestrian environments as well as appropriate transitions to surrounding neighborhoods. Redevelopment should be sensitive to differences in building height to avoid harsh transitions.

Considerations

- » Preserves existing development commercial development
- » Creates the small opportunity for a unique "Main Street" environment
- » Provides the opportunity for new residential units creating a potential customer base for businesses
- » Does not take full advantage of the prominence of Randall Road as a regional commercial corridor
- » Tri-City revitalization may be dependent on the success of the Mall redevelopment
- » Does not require site assembly or participation of other property owners



Comprehensive Mixed Use Center

This alternative concept illustrates a redevelopment effort coordinated between both the old mall site and the Tri-City Center site. Randall Road remains fronted with existing shallow-lot retail, while Lincoln Highway/IL Route 38 consists of mixed use development. Interior portions of each block could accommodate a number of uses, while peripheral edges of the redevelopment area accommodate multi-family/townhouse development that transitions to surrounding neighborhoods. Redevelopment should be sensitive to differences in building height as to avoid inappropriate transitions. Open space establishes a framework throughout the site and provides a unique amenity.

Considerations

- » Offers the greatest potential to alter the character of the Randall Road and Lincoln Highway corridors
- » Integrates a variety of uses that may be more responsive to changing market trends
- » Provides the opportunity to fully integrate infrastructure and open space systems into development
- » Represents a comprehensive master planned development concept that can be difficult to effectively implement
- » Replaces a majority of the existing investment in the development area
- » Requires policy and regulatory changes to foster implementation
- » Will require additional assembly and/or cooperation with other property owners
- » Allows residential uses above commercial uses, but not stand-alone multi-family buildings
- » Promotes multi-family products and amenities that foster owner occupied units, such as covered parking, high quality finishes, integrated recreation, etc.

Concept Legend

- Regionally-Oriented Retail
- Locally-Oriented Retail
- Mixed Use
- Office/Secondary Commercial
- Single Family Attached/Multi-Family
- Integrated Open Space

Potential Redevelopment Models

Single Family Attached/Multi-Family



Local Retail



Mixed Use



Integrated Open Space



V. ZONING

The subject property is zoned BR Regional Business District (except for the former Burger King parcel, zoned BC Community Business).

BR District Purpose Statement, Section 17.14.010 C.

The purpose of the BR Regional Business District is to provide locations along Strategic Regional Arterial corridors for shopping centers and business uses that draw patrons from St. Charles, surrounding communities and the broader region. The BR District consists primarily of large-scale development that has the potential to generate significant automobile traffic. It should be designed in a coordinated manner with an interconnected street network that is consistent with the City’s Comprehensive Plan. Uncoordinated, piecemeal development of small parcels that do not fit into a larger context are discouraged in the BR District. Compatible land uses, access, traffic circulation, stormwater management and natural features, all should be integrated into an overall development plan. Because this district is primarily at high visibility locations, quality building architecture, landscaping and other site improvements are required to ensure superior aesthetic and functional quality.

Development Potential Under existing BR Regional Business Zoning

The BR district permits a wide range of physical development forms and commercial land uses, including intensive retail uses (restaurants, stores, home improvement centers, shopping malls), automobile-oriented uses (gas stations, auto service and sales establishments), and miscellaneous specialized facilities (hospital, university, indoor recreation facilities).

Zoning Review of PUD Plan

Certain zoning deviations are required as a part of the PUD proposal. The table below compares the BR zoning requirements vs. the proposed PUD plan. Deviations necessary through the PUD are in ***bold italics***:

Zoning Uses and Bulk Requirements		
	BR zoning requirement	Proposed per PUD Plan
Permitted and Special Uses	Per Table 17.14-1 of the Zoning Ordinance	Per Table 17.14-1, <i>plus “Dwelling, Multi-Family” as a permitted use (609 units)</i>
Minimum Lot Area	1 acre	27 acres- Single zoning lot for the entire development; <i>No requirement for each building to meet the requirements of a principal building on a lot</i> (17.22.010.A)
Minimum Lot Width	None	574.5 ft. (along Prairie St.) 1218 ft. (along Route 38)
Maximum Building Coverage	30%	23%
Maximum Gross Floor Area per Building	None	Up to 78,075 for mixed use buildings Up to 69,472 for residential buildings
Maximum Building height	40 ft.	<i>52 ft. for mixed use buildings</i> <i>51.5 ft. for residential buildings</i>
Setbacks along public streets	20 ft. for buildings, parking	<i>Prairie Street: 10 ft. building setback</i> Route 38: 25 ft. for buildings & parking
Side yards (east and west property line)	15 ft. for buildings	<i>10 ft. at east property line (Building B2)</i> <i>10 ft. at west property line (Buildings B1)</i>

	0 ft. for parking	<i>and Retail/Restaurant A)</i> 0 ft. for parking
Landscape buffer yard	40 ft. adjacent to residential zoning	<i>No landscape buffer provided.</i>

PARKING

Parking for the project is provided both below buildings and at grade, both along the private streets within the development and within parking lots. The PUD plans show a deviation from the total parking requirement of 10 to 12%.

Parking Requirement	PUD Site Plan #1 (more mixed use)	PUD Site Plan #2
Minimum Zoning Requirement:		
Residential: 1 bedroom: 1.2 spaces per du (287 units) 2 bedroom: 1.7 spaces per du (322 units)	892 spaces	892 spaces
Restaurant: 10 per 1,000 sf (33,150 sf)	332 spaces	332 spaces
Retail: 4 per 1,000 sf	83,328 sf = 333 spaces	46,848 sf = 187 spaces
Total required:	1,557 spaces	1,411 spaces
Provided per the PUD Plan:		
Enclosed (cover spaces under buildings)	609 spaces (1 space per residential unit)	609 spaces (1 space per residential unit)
At grade, in parking lots and along streets	759 spaces (Shared between all uses)	665 spaces (Shared between all uses)
Total Provided:	1,368 spaces	1,274 spaces
Deficiency:	189 spaces	137 spaces
Total Deviation per Plans:	12%	10%

- The actual parking requirement for commercial uses that occupy the square footage could be higher (more restaurant) or lower (with general office use instead of retail use, for example). The actual residential parking requirements could be lower if senior housing units are provided (such as Independent Living, which is age-restricted multi-family).
- The Zoning Ordinance provides for the approval of Shared Parking for multi-use developments:

“The same off-street parking spaces may be shared between two (2) or more separate uses on the same lot, but only to the extent that the demand for such spaces by the separate uses will not occur at the same hours during the same days of the week. No shared parking shall be approved unless the Director of Community Development makes a finding that the use of shared parking spaces will not occur at the same hours during the same days of the week, based upon the type of uses and their hours of operation.”

- The applicant has submitted documentation to request a 25% deviation from the parking requirements based on shared parking. A letter has been submitted listing the factors supporting the shared parking. In summary, those factors include:
 - A percentage of residential and commercial space anticipated to be vacant at any given time.
 - Walkability across the site reducing the need for parking spaces for all customers (given the distances, pedestrian network, and mixed of land uses).
 - Potential for age-restricted residential units (which have a lower parking demand)
 - Different peak parking demands for the different uses that are sharing the at-grade parking.
 - The availability of surplus parking at the adjacent Jewel property (which is owned by the applicant).

BUILDING ARCHITECTURE

Architectural Elevations have been submitted showing the typical Residential Building and Mixed Use Building architecture. Drawings have not been submitted for the Retail/Restaurant buildings.

The development is subject to the Design Review Standards and Guidelines for buildings located in the BR Regional Business District, Section 17.06.030 of the Zoning Ordinance.

The elevation drawings for the Residential and Mixed-Use building appear to comply with all of the standards, except for the following:

- 17.06.030.A.1: *Building façades over one-hundred (100) feet in length shall incorporate wall projections or recesses a minimum of three (3) feet in depth, extending over twenty percent (20%) of the façade.*
 - The Residential and Mixed Use building may comply with this standard, but additional information on the footprint of each structure is needed to verify this.
 - Retail/Restaurant buildings A and D do not appear to comply with the standard.
- 17.06.030.E: Building Materials
 - Permitted exterior building materials include: brick, metal, stone, stucco, and cedar or equivalent wood or fiber cement siding and trim when consistent with the architectural style of the building. (Vinyl siding is prohibited)
 - The elevations for the Residential and Mixed-Use buildings are both labelled with “prefinished” siding, trim and decorative shingle siding. This material must either be wood or fiber cement (or a comparable synthetic material).

Architectural elevations have not been submitted for the rear of the Residential and Mixed-Use buildings, however based on the building and site layout, the rear elevations are expected to be similar to design to the front elevations.

LANDSCAPING

A schematic landscaping plan has been submitted, with details for planting layouts around each of the different building types (Mixed Use, Residential and Retail/Restaurant).

The landscaping requirements in the Zoning Ordinance are written to apply to individual lots, with a building and/or parking lot located entirely within the lot. The proposed site plan integrates buildings, parking lots and streets together on the same lot, which makes direct application of the landscaping requirements unclear.

At the time of building permit, a Final Landscape Plan will need to be provided for each area of the site to be developed. These plans will need to comply with the schematic preliminary landscape plan.

Staff is proposing that the landscaping requirements of Zoning Ordinance Chapter 17.26 be applied as follows:

- *Building Foundation landscaping* (17.26.080) would apply around all residential buildings, but would not be required along the Mixed Use Buildings and Retail/Restaurant buildings (as these have been designed with pedestrian access and wider sidewalks along each building).
- *Public Street Frontage landscaping* (17.26.090.A) would apply to the Illinois Route 38 frontage, but not along Prairie Street, since this frontage has been designed with pedestrian access and wider sidewalks. (If Site Plan Option 2 is followed and Residential buildings are constructed along Prairie Street, then Building Foundation landscaping would be provided in this location.
- *Interior Parking Lot landscaping* (17.26.090.C) would be required per the landscape plan. (The 10% landscape area requirement would not apply, as it is unclear how you would designate streets vs. parking aisles vs. parking lots).

VI. ENGINEERING

Preliminary Engineering Review

Preliminary Engineering Plans have been submitted and review comments were last provided to the applicant on Sept. 23. Staff has been in discussion with the applicant and the design engineer for the project regarding a plan resubmittal. However, staff has not had an opportunity to review revised plans.

The City commissioned utility studies on the project, including a traffic impact study, sanitary sewer evaluation, and water system modeling. The studies are included in the meeting packet materials. The City controlled the scope of each study and the applicant provided a deposit to the City which covered the full cost of the studies.

For more information regarding the engineering review, see the attached memo from Chris Bong, Development Engineering Division Manager.

Fire Department Review

The Fire Department has reviewed the engineering plans, including the vehicle turning analysis, and provided comments to the applicant. Based on discussions with the Fire Department, the applicant needs to adjust the intersection designs to better accommodate emergency vehicles, increase the number of fire hydrants on the site, and modify the design of certain access drives to ensure that aerial fire apparatus can adequately reach the buildings. The aerial apparatus access is of particular concern for the residential buildings in the northeastern portion of the site which have access only along one side of the building. Improving the access to these buildings may require some modification to the street and parking designs along buildings D1, D2, D3, D4, B2, D5 and E1. The applicant is in discussions with the Fire Department regarding how to resolve the comment regarding access to these buildings.

Comments from John Kessler of the Fire Prevention Bureau are attached.

Project Phasing

The applicant has submitted a Preliminary Subdivision Plat showing that the project would be platted as a one-lot, single phase development. The applicant has not provided building phasing plan, but rather has proposed that buildings be constructed based upon market demand. Based on this information, it is unknown what building or what portion of the project would be constructed first. Additionally, the applicant has requested to install the engineering public improvements incrementally as each building is constructed.

The City's PUD and Subdivision process requires that at the time of Final Plat approval, Final Engineering Plans are to be provided depicting all required public improvements within the subdivision. Prior to the signing of the Final Plat of Subdivision by the City, a Financial Guarantee for the subdivision improvements is to be submitted, and those improvements are to be installed within two years after the recording of the Final Plat. The procedure is listed in the PUD Final Plans and Final Engineering Procedures (City Code Section 17.04.410.E) and within the Procedures chapter of the City's Subdivision Code, Chapter 16.04.

The proposal to allow the engineering improvements to be phased as necessary as buildings are constructed deviates from the procedure outlined in the City Code. Therefore, this request constitutes a deviation as a part of the Special Use for PUD application. Prior to City Council approval, City staff will recommend that criteria be established within the PUD ordinance for the purpose of clarifying when certain improvements must be made. This will require further discussion between the staff and applicant and direction from City Council.

VII. SCHOOL AND PARK DISTRICT

The project will be required to comply with Dedications Chapter of the City's Subdivision Code (Chapter 16.10). This chapter requires either a land donation or an equivalent cash contribution to the School and Park districts based on population generation formulas in the City Code.

The developer has submitted a Land-Cash Worksheet. Plans and the worksheets have been forwarded to the School and Park Districts for comment. The City and developer are planning further discussions with the Park District regarding the project, and comments from the Park District are expected later.

VIII. INCLUSIONARY HOUSING

The City’s Inclusionary Housing Ordinance, Title 19 of the City Code, requires either the provision of affordable units within new residential projects, or payment of a fee-in-lieu for units. The City Council can decide whether to accept units or a fee for a given project.

The applicant has submitted the required Inclusionary Housing Worksheet indicating that the requirements will be met by providing 10% of the units within the development as affordable units.

The applicant has requested a variance under Section 19.02.100, “Location, Phasing and Design,” to allow for the units to potentially be constructed in one or more buildings, as opposed to being distributed throughout the site. The Housing Commission will review and make a recommendation on this request, which will be forwarded to City Council for consideration along with the Plan Commission recommendation on the PUD applications.

IX. TAX INCREMENT FINANCING (TIF) DISTRICT

The property is located in a Tax Increment Financing (TIF) District that was created in 2000 and will expire in tax levy year 2023 which is collected in calendar year 2024.

According to the City’s Finance Department, as of April 30, 2016, the TIF district has a bond balance of \$1,305,000. For the City’s current fiscal year (FY 2016-2017), the debt service on the bond is approximately \$222,050. Of this amount, the TIF District will pay approximately \$124,379 and the City’s General Fund will subsidize the remaining \$97,671.

The City Council entered into a Redevelopment Agreement in 2002 for the purpose of constructing an auto mall on the property.

At this time, the developer has not submitted any request for use of TIF funding for the project now under consideration.

X. SUGGESTED ACTION

Conduct the public hearing.

At this time, Staff does not have sufficient information to recommend that the public hearing be closed, as the project is still under review.

Staff recommends continuing the public hearing to the Dec. 6, 2016 Plan Commission meeting.

**Community & Economic Development
Development Engineering Division**

Phone: (630) 443-3677

Fax: (630) 377-4062



Memo

Date: October 14, 2016

To: Russell Colby

From: Chris Bong, P.E.

RE: Prairie Centre Preliminary Engineering

Staff has reviewed the preliminary engineering plans and associated engineering studies and has provided the applicant with comments. Staff is anticipating a resubmittal of the preliminary engineering plans for further review. The preliminary plans are not fully approved; however, they appear feasible and we see no reason to delay Plan Commission review. Below is a summary of the status of the engineering elements.

Stormwater

The developer proposes to build an onsite detention pond and also upgrade the existing Shodeen-owned detention pond on 14th Street. The developer is required to comply with the Stormwater Ordinance including analyzing pre- and post-development flow rates, which should result in a decrease in downstream stormwater flows.

Traffic

The analysis revealed existing concerns within the study area, particularly along Randall Road and at the east end of Prairie Street. While the Prairie Centre development related traffic is expected to contribute to these concerns, the analyses show that the problems will exist with or without the subject development. In summary, the study recommended few traffic improvements as a direct result of this development. The developer has provided copies of the study to KDOT and IDOT for review and has received comments from KDOT (see attached) and is awaiting comments from IDOT.

Sanitary Sewer

The existing sanitary sewer network serving the parcel is tributary to a collector sewer that flows east along Fellows Street and then south along Seventh Court to Gray Street. The Fellows Street collector sewer serves the neighborhood known as the Davis School area and has had a history of sanitary sewer backups during large rainfall events. The

developer is proposing an alternate route for the sanitary flow from Prairie Centre that will divert development flows away from the Fellows collector sewer to the Gray Street collector sewer. Modeling of the proposed sewer routing showed that 3 of the pipe segments are currently over capacity during a 10-year storm design event. The proposed Prairie Centre sewer flows will cause an additional 2 pipe segments to be over capacity. These pipes are not drastically over capacity but will require upsizing at some point in the future. The study contemplates a future project to upsize the older pipe segments at the far downstream end of this collector sewer.

Watermain Pressure

Water modeling indicates that necessary fire flows will be available at the proposed buildings and fire hydrants.

KANE COUNTY

DIVISION of TRANSPORTATION

Carl Schoedel, P.E.
Director of Transportation
County Engineer



41W011 Burlington Road
St. Charles, IL 60175
Phone: (630) 584-1170
Fax: (630) 584-5265

October 6, 2016

Mr. Chris Bong
City of St. Charles
Two East Main Street
St. Charles, IL 60174

[VIA EMAIL]

RE: Prairie Centre Traffic Impact Study
Randall Road & IL Route 38 (NE Quadrant)
(Old St. Charles Mall Site)

Dear Chris:

Thank you for the opportunity to review the Traffic Impact Study for the proposed Prairie Centre site, dated 8-17-16, prepared by HLR. While the proposed development does not have any direct access to a County highway, there will be traffic loading onto Randall Road nearby (a County highway). We have completed our review and offer the following comments:

1. We concur with the study's findings regarding the project's characteristics including traffic generations, trip distribution, and traffic assignments. The 15% internal capture rate assumption between the on-site residential uses with the restaurants and retail is reasonable. We also concur with their findings regarding pass-by traffic characteristics for the development. It should be noted that the adjacent commercial development on the south side of IL Route 38 will also attract internal trips, which was not assumed in the traffic study. This traffic pattern is evident from a review of 2016 existing traffic volumes between the two commercial developments north and south of IL 38.
2. The study indicates that a significant amount of site-generated trips will use Randall Road & IL Route 38. As the site develops, vehicle progression (signal timing) along these two Strategic Regional Arterials will need adjustments to handle the additional traffic loading. Once a majority of the site is developed, KDOT recommends the developer conduct a re-optimization study of the adjacent traffic signals which are all on an interconnected system. Specifically, the intersections of Randall/Oak, Randall/Prairie, Randall/38, Randall/Bricher, 38/West Mall Entrance, and 38/Bricher/14th Street should be included in the optimization. KDOT can work with the City on a logical timeframe for when this optimization would occur.

If you have any questions, contact me at 630-584-1171.

Sincerely,

Kurt E. Nika, P.E.
Chief of Traffic Operations & Permitting

Cc: Alex Garbe, HLR (via email)
File



Memo

Date: September 28, 2016
To: Russell Colby
From: Lt. John Kessler, Fire Department
Project: 2015PR025– Prairie Center
Application: 2015AP047

Re: Preliminary Engineering

1. Based on the submitted layout, it appears that building access is limited for firefighting and rescue purposes. All fire apparatus access road width requirements can be found in Section 503 and Appendix D of the 2015 International Fire Code. This shall include Aerial Apparatus roadway width requirements.
2. While it appears site circulation is adequate in most areas, the turning radius overlay shows inadequate radii in nearly all corners on pages 23-24. This may be due to the lane widths as drawn.
3. Some of the building setbacks exceed the maximum distance allowed in Appendix D of the 2015 IFC for Aerial Apparatus access.
4. The proposed construction type(s) and building heights are not shown on the plan. We would request that this information is included, to the extent possible, on future submittals to properly calculate fire flow requirements. This is required to properly evaluate the quantity and spacing of fire hydrants. Information on these requirements can be found in IFC (2015) Section 507 and Appendices B and C.