



PLAN COMMISSION AGENDA ITEM EXECUTIVE SUMMARY

Project Title/Address:	Prairie Center PUD		
City Staff:	Russell Colby, Planning Division Manager		
PUBLIC HEARING		MEETING 1/17/17	X

APPLICATIONS: Special Use for PUD
PUD Preliminary Plan

ATTACHMENTS AND SUPPORTING DOCUMENTS:

Staff Report Materials	Engineering Studies
Applications	Public Hearing Transcripts
Plan Documents	Exhibits entered during public hearing

SUMMARY:

The Plan Commission conducted public hearings regarding this project on 10/18/16, 12/6/16, and 1/10/17. The hearing was closed on 1/10/17. The applications are now listed on the agenda for a recommendation.

SUGGESTED ACTION:

Staff has found the application materials to be complete. Upon resolution of outstanding staff comments, the proposal has the ability to meet City Code requirements.

One item that needs to be resolved is Fire Department access to building Residential F1. Meeting the access requirements may impact the site plan in this location. The applicant is agreeable to revising the plan to resolve this issue.

INFO / PROCEDURE ON APPLICATIONS:

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
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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: January 6, 2017 – Updates from previous Staff Memo noted in Red Text

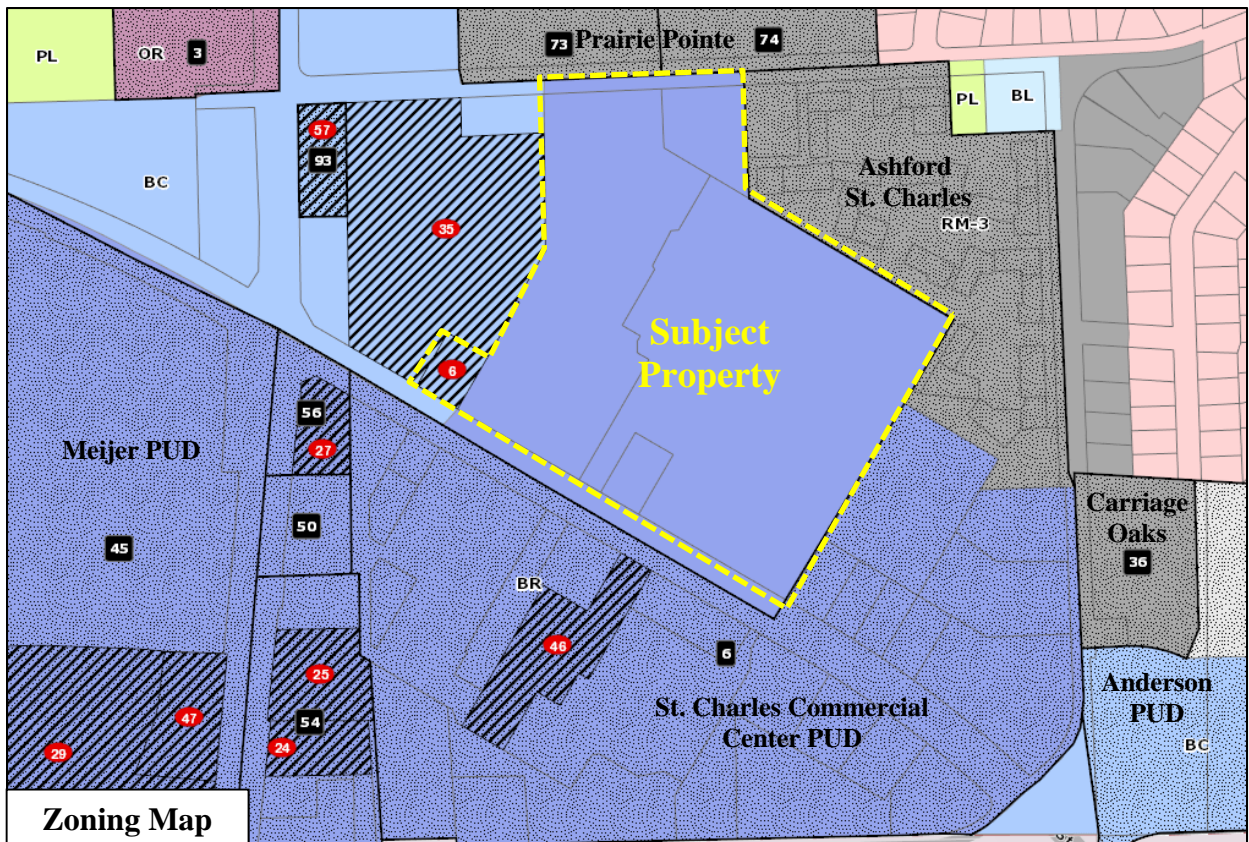
I. APPLICATION INFORMATION:

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	27 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 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.

Three building (B1, B2 and B3) are shown as mixed use buildings, but the applicant has requested the ability to eliminate the commercial uses within those buildings in response to market demand.

Development Data Summary		
	PUD Site Plan	If Building B1, B2, B3 are residential only, not mixed use
Commercial square footage (in mixed use bldgs.)	83,328 sf	49,920 sf
Retail/Restaurant square footage (in outlot buildings)	33,150 sf	33,150 sf
Residential units	670 units	670 units
Gross Residential Density	24.8 dwelling units per acre	24.8 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

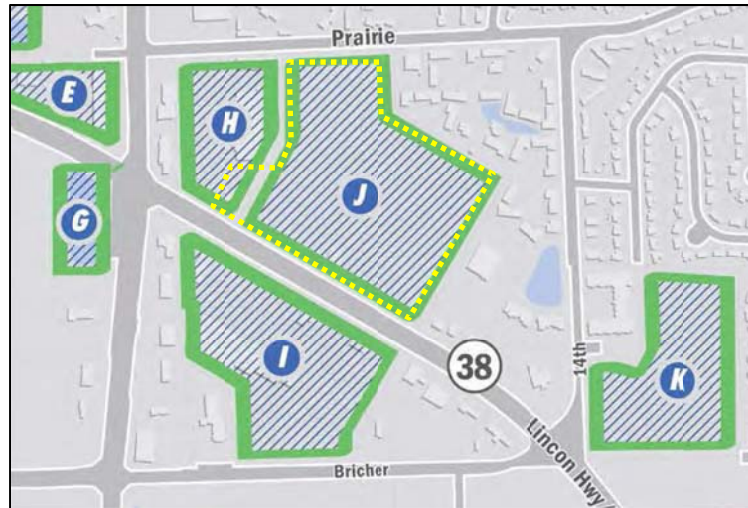
- *Improvement of the appearance of the Randall Road Corridor and the identity of the St. Charles community through installation of streetscaping, wayfinding, and gateway elements.*
- *Enhancement of the character of both existing and new development through on-site landscaping, attractive building design 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%	<i>24%</i>
Maximum Gross Floor Area per Building	None	Up to <i>55,872</i> for mixed use buildings Up to <i>66,650</i> 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>20 ft. at east property line (Residential F1)</i> <i>10 ft. at west property line (Retail/Rest. A)</i>

	0 ft. for parking	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 applicant has provided a list of assumed commercial use square footages. This information was used to calculate the total parking requirement per the Zoning Ordinance. Based on this information, the PUD plans show an actual parking count deviation of 11%

The applicant has requested a 15% deviation through the PUD, to be calculated based on the actual uses as the project is constructed.

Use Category	Parking Requirement	Units or Square footage	Parking Required
Residential:			
1 bedroom: 1.2 spaces per du (280 units)	1.2 per du	280 units	336
2 bedroom: 1.7 spaces per du (315 units)	1.7 per du	315 units	535.5
Independent Living: 0.25 space per du (75 units)	0.25 per du	75 units	18.75
Restaurant or Tavern/Bar	10 per 1,000 sf	33,150 sf	331.5
Other Commercial Uses:			
Personal Services	3 per 1,000 sf	20,000 sf	60
Health/Fitness	5 per 1,000 sf	5,000 sf	25
Retail/Indoor Recreation & Amusement	4 per 1,000 sf	52,000 sf	208
Medical/Dental Clinic	4 per 1,000 sf	6,000 sf	24
Coffee or Tea Room	5 per 1,000 sf	6,000 sf	30
Total required:			1,569 spaces
<u>Provided per the PUD Plan:</u>			
Enclosed (cover spaces under buildings)		670 spaces (1 space per residential unit)	
At grade, in parking lots and along streets		728 spaces (Shared between all uses)	
Total Provided:		1,398 spaces	
Deficiency:		171 spaces	
Total Deviation per Plans:		11%	
Deviation requested through PUD:		15%	

- 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 more senior housing units are provided.
- 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 in support of up to a 25% deviation from the parking requirements based on shared parking. **However, through the PUD, the applicant is requesting only a 15% deviation.** 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 mix 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 in 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 Residential buildings are constructed along Prairie Street instead of mixed use buildings, 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

Revised Preliminary Engineering Plans were submitted for a technical review by staff. Most outstanding review comments are technical in nature and are not expected to result in further

changes to the site plan. **One item that needs to be resolved is Fire Department access to building Residential F1. Meeting the access requirements may impact the site plan.**

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.

The traffic study has been updated based upon the current plan of 670 residential units.

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

Fire Department Review

The Fire Department is reviewing the recent engineering plan submittal. While most site access issues were previously addressed in the last plan submittal, the increases to the building sizes and footprints require review.

Access to building Residential F1 appears to be limited. Meeting the necessary access requirements may impact the site plan in this area.

Staff expects to have additional information at the meeting.

Project Phasing

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 applicant has submitted a Land-Cash Worksheet. Plans and the worksheets have been forwarded to the School and Park Districts for comment.

The applicant and staff have engaged in discussions with the St. Charles Park District regarding a park site within the project. **The Park District has expressed an interest in the open space area located adjacent to the detention basin. The revised plans include this park site.**

Discussions between the applicant and the Park District regarding this potential park site dedication are ongoing and a plan has not been finalized. An updated letter from the Park District is included in the packet.

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.

Per the City’s Inclusionary Housing Ordinance, “Affordable Housing” is defined as housing that is within the means of households at 80% Area Median Income (AMI) for ownership units and 60% AMI for rental units, adjusted for household size. In order to be considered affordable, housing costs cannot make up more than 30% of a household’s annual income.

For example, the 2015 maximum rent and income limits:

Household Size	Income Limit	Bedrooms	Maximum Rent
1 to 2 person	\$36,480	1	\$855
3 or more person	\$41,040	2	\$1,026

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 affordable housing proposal contemplates a “Density Bonus” of 61 units in addition to 609 market rate units, for a total of 670 units.

Housing Commission Recommendation regarding Location Variance

The applicant has requested a variance under Section 19.02.100, “Location, Phasing and Design,” to allow for the affordable units to be constructed in one or more buildings, as opposed to being distributed throughout the site.

On 11/17/16, the Housing Commission reviewed and recommended approval of the applicant’s request for a variance to allow for the affordable units to be constructed in one or more buildings, as opposed to being distributed throughout the site.

This recommendation will be forwarded to the City Council for consideration, along with the Plan Commission's recommendation regarding the PUD. At the 11/17/16 Housing Commission meeting, the applicant has represented that they are currently working with an affordable senior housing developer.

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 and close if all testimony has been taken.

Staff has placed the applications on the meeting portion of the agenda for a vote should the Plan Commission feel that they have enough information to make a recommendation.

Staff has found the application materials to be complete. Upon resolution of outstanding staff comments, the proposal has the ability to meet City Code requirements.

One item that needs to be resolved is Fire Department access to building Residential F1. Meeting the access requirements may impact the site plan.

**Community & Economic Development
Development Engineering Division**

Phone: (630) 443-3677

Fax: (630) 377-4062



Memo

Date: January 6, 2017

To: Russell Colby

From: Chris Bong, P.E.

RE: Prairie Centre Preliminary Engineering Update

Since the previous update memo the developer has proposed to increase the total unit count from 609 to 670. As a result, the engineering studies needed to be updated to reflect the increased unit count. The studies have been updated and staff has reviewed the latest preliminary engineering plans and associated engineering studies.

The preliminary engineering plans are not fully approved; however, they appear feasible and we see no reason to delay Plan Commission discussion. 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 developer-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 will result in a decrease in downstream stormwater flows. Preliminary analysis shows that there are no significant adverse impacts downstream and the latest preliminary plans provide the adequate stormwater capacity to comply with the ordinance.

Traffic

The HLR traffic impact study revealed existing concerns within the study area, particularly along Randall Road and 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 HLR study recommended few traffic improvements as a direct result of this development.

KDOT and IDOT were provided copies of the study for review and we have received comments from both (see attached). The most notable comment that differs from the HLR study was from IDOT in that they are recommending a westbound right-turn lane along IL Rt. 38 at the mall entrances. The IDOT comments were received late last week so the engineer/developer has not yet drafted a response to IDOT.

Regarding the additional residential units, the study has been updated by HLR and the increases in traffic due to the additional 61 units were not notable. It should be added that the version of the study IDOT and KDOT reviewed did not include the additional units. The study will need to be resubmitted to those agencies for an updated review along with a response to their comments.

Sanitary System

The existing sanitary sewer network serving the parcel is tributary to a collector sewer flowing 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 Street collector sewer to the Gray Street collector sewer.

Modeling of the proposed sewer routing showed that at pre-development 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 during that same event. 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.

The study was revised to incorporate the additional 61 units and the results were not notable.

Water System

Water modeling indicates that on a preliminary basis, necessary fire flows will be available at the proposed buildings and fire hydrants. The model will need to be updated based on the final building program and watermain layout prior to final City Council approval.

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



Illinois Department of Transportation

Office of Highways Project Implementation / Region 1 / District 1
201 West Center Court / Schaumburg, Illinois 60196-1096

PERMITS

Location: IL 38 (Roosevelt Rd.) and Randall Road (NEC)

Municipality: City of St. Charles, Kane County

Re: Prairie Center Redevelopment

Reference No.: 045-72782

December 29, 2016

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

Dear Mr. Bong:

We have completed our review of the Traffic Impact Study (TIS) for the subject location. Our comments are marked on the enclosed TIS, which must be returned with your next submittal, and are detailed below:

PROGRAMMING – GEOMETRICS COMMENTS

See enclosed comments & markups

TRAFFIC PROGRAMS – STUDIES COMMENTS

1. At the intersection of Randall Road and Prairie Street, an exclusive northbound to eastbound right-turn lane is warranted for existing as well as Year 2026 Build and No Build Conditions. The capacity analyses do not reflect an exclusive northbound right-turn lane along Randall Road at Prairie Street. Is an exclusive right-turn lane proposed as part of the future Kane County Add-Lane project along Randall Road?
2. It is unclear in the capacity analyses what heavy vehicle percentages were used for primary traffic along the major routes such as Randall Road as well as IL Route 38. Reprint capacity reports to show percentage of heavy vehicles at the 4 signalized intersections analyzed in the study.
3. Along IL Route 38 between Randall Road and the West Mall Access, the through volumes for the various peak hours analyzed in the TIS do not balance. With only 2 limited access (Right-In/Right-Out) driveways between these 2 signalized intersections, the through volumes along the State highway should balance better. Revise all appropriate exhibits accordingly.
4. Along Randall Road between IL Route 38 and Prairie Street, the through volumes for the various peak hours analyzed in the TIS do not balance. With no access driveways between these 2 signalized intersections, the through traffic volumes along the Kane County highway should balance better. Revise all exhibits accordingly.

5. The development's impact to the intersection of IL Route 38 and West Mall Access needs to be mitigated. The development is increasing the eastbound left-turn volume by a factor of 20 in the AM peak, a factor of 9 in the PM peak, and a factor of 10 in the Saturday peak hour. At the same time, the development is increasing westbound through and right-turning traffic by 17% in the AM, 6.6% in the PM peak, and 10% in the Saturday peak hour over existing conditions. In addition to the proposed 3-lane southbound approach (left-turn lane, through lane and exclusive right-turn lane) with minor approach left-turn phasing, additional capacity along IL Route 38 needs to be provided. An exclusive westbound right-turn lane needs to be developed along IL Route 38 at the West Mall Access. The existing bus stop and shelter will need to be shifted to the north in conjunction with the new right-turn lane. The existing traffic signal should also be brought up to current standards to provide a traffic signal head per travel lane. Pedestrian accommodations, at West Mall Access, should also be upgraded to current ADA standards (LED countdown pedestrian signals with push buttons, detectable pads, ramps, etc.).
6. The Department concurs with the recommendation to add an exclusive northbound to eastbound right-turn lane on Bricher Road at IL Route 38. If the improvement is not a part of this new development, is the City of Saint Charles proposing to do this project via a highway permit or as a local roads project?
7. Submit three (3) copies of the revised Traffic Impact Study accordingly for continued review; concurrently, submit three (3) copies of an Intersection Design Study (IDS) for IL Route 38 at West Mall Access. Include in the appendix, the IDS for IL Route 38 at Randall Road as well as Randall Road at Prairie Street, from the Kane County Highway Department.

Please revise your TIS in accordance with the above comments and resubmit three (3) revised TIS reports and four (4) full size copies of IDS sheets for all intersections along with a written disposition to all comments to continue the review process.

If you have any questions regarding this matter, please contact Jonathan Karabowicz at (847) 705-4149.

Very truly yours,

John A. Fortmann, P.E.
Region One Engineer

By: 

Thomas G. Gallenbach, P.E.
Traffic Permit Engineer

Traffic Permits – TIS Review

To: Heaven-Baum/Gallenbach/Karabowicz (Traffic/Permits)
From: Harmet/Baczek/Salley/Prola/Perry (Programming/Geometrics Studies Unit)
Subject: St. Charles Prairie Centre Development
Illinois Route 38 (Roosevelt Road) and Randal Road (NEC)
City of St. Charles, Kane County | Reference No. 045-72782
Current: December 8, 2016
Previous: N/A

The Geometrics Studies Unit (GSU) has completed its review of the Traffic Impact Study (TIS) submitted for the subject project. All comments should be incorporated or properly disposed of prior to Geometric Approval.

General Comments:

1. Please revise the ITE code labeled for CVS Pharmacy on page 6 of the TIS.
2. Please balance the traffic volumes in Exhibits 3, 4, 8 and 9.
3. This development should provide two exclusive right turn lanes on Illinois Route 38 at its intersection with East and West Mall Entrances. The GSU recommends providing a westbound right-turn lane with no taper into the East Mall Entrance from the access drive provided between "Brown Chicken" and "Hot Springs Spas". For the West Mall Entrance the GSU recommends providing a westbound right-turn lane with a 200-ft taper and 185-ft of storage per BDE Figure 36-3.I. Please coordinate the relocation of the existing bus stop in the northeast corner of the intersection with Pace.
4. Crosswalks should be provided across Illinois Route 38 at the intersection of West Mall Entrance by this development. Pedestrian push buttons along with countdown timers should be provided at this intersection's traffic signals as well by the development.
5. Please include an Intersection Design Study with the next submittal for the intersection of Illinois Route 38 and West Mall Entrance.
6. Please provide either a side-path or a sidewalk along the frontage of this development to Illinois Route 38.
7. ADA details for impacted and/or proposed curb ramps should be included in the next submittal on separate plan sheets. Please follow the enclosed ADA Detail Template prepared by IDOT District One for all proposed curb ramps within the project limits. An ADA Statement of Maximum Extent Practicable (MEP) Form (BDE 3101) needs to be submitted for approval for design element(s) within a Pedestrian Access Route (P.A.R.) that are not in conformance with ADA requirements.
8. Please address all other markups.
9. Please return markups with next submittal.
10. Please include a disposition of comments with the next submittal.

Should there be any questions regarding these comments or should additional guidance be necessary, please contact Mr. Jason Salley at (847) 705-4085 or Ms. Evelina Perry at (847) 221-3073.



ST. CHARLES PARK DISTRICT

101 South Second Street • St. Charles, IL 60174 • Ph: 630-584-1055 • Fax: 630-584-1396 • stcparks.org

December 27, 2016

Mr. Russell Colby
Planning Division Manager
City of St. Charles
Community Development Department
2 East Main Street
St. Charles, IL 60174

RE: Concept Plan for Prairie Centre and Open Space

Dear Russell:

The St. Charles Park District has reviewed the concept plans for Prairie Centre, specifically for the purpose of evaluating the opportunities for public open space and recreational amenities. We are exploring concepts that meet the goals of the Park District and community while being sensitive to the high density and real estate available for this purpose.

As stated in a previous letter, the first priority is to ensure that the recreational needs of the residents are accommodated in the development. This could mean a combination of public areas (park, playground, greenspace) owned and operated by the St. Charles Park District and private amenities (fitness center, pool, tot lot) provided by developer and maintained by an HOA. The Park District does not wish to assume any responsibility for the pond or accept the surface area as park land dedication.

The area behind "Residential B2" is the focus of a park land donation. The size and shape of the greenspace in this area changes based on B1's designation of Residential or Mixed Use as there are increased parking requirements for Mixed Use. In the latest plan, B1 is confirmed Mixed Use and in turn, the surface area of the detention has grown to the north and east, reducing some square footage of the high and dry parcel that was of interest to the Park District. This new plan also shows increased greenspace on the south side of the detention. This is a positive improvement to the overall site plan, but the result could be the added detention to the north. While we understand storm water mitigation is expensive, perhaps this one small area, designated below, could be considered to have a non-traditional approach applied, such as underground storage. Another idea to reduce the narrow detention pool in the north east corner would be to reduce the storm water by that equal amount elsewhere in the development where appropriate. This would increase the amount of open space for the residents and the opportunity for recreational amenities.



We look forward to continued discussions on incorporating public open space and parkland in the Prairie Centre development. As always, feel free to contact me with any questions.

Sincerely,

Laura M. Rudow

Laura Rudow, Superintendent of Parks and Planning
ST. CHARLES PARK DISTRICT

Cc: Holly Cabel, Director
Park District Board of Commissioners