

	PLAN COMMISSION AGENDA ITEM EXECUTIVE SUMMARY			
	Project Title/ Address:	Concept Plan for The Bluffs of St. Charles		
	City Staff:	Russell Colby, Planning Division Manager		
Please check appropriate box (x)				
	PUBLIC HEARING		MEETING 5/20/14	X
APPLICATIONS UNDER CONSIDERATION:				
Concept Plan				
ATTACHMENTS AND SUPPORTING DOCUMENTS				
Staff Memo		Comments from the City of Geneva		
Application		Comments from the Village of Campton Hills		
Comments from Kane County				
EXECUTIVE SUMMARY:				
<p>Avanti Acquisition Company LLC has filed a Concept Plan application seeking feedback on the potential to annex a 96 acre property into the City of St. Charles for residential development.</p> <p>The site is located at the southeast corner of Illinois Route 38 and Brundige Road, and is contiguous to the City of St. Charles corporate limits on the north and east property lines. The site is currently used for agricultural purposes and a farmstead exists near the center of the site.</p> <p>The applicant has proposed that the property be annexed, be served by City utilities, and be subdivided to create approximately 285 single family residential lots. The applicant has suggested a zoning designation of RS-4 Suburban Single-Family Residential District, which has a minimum lot size of 6,600 square feet.</p> <p>The subject property is within the City’s planning area and is designated with a future land use of “Rural Residential” in the 2013 Comprehensive Plan. However, the City has not recently discussed whether the site should be annexed or how the site should be developed.</p> <p>Kane County has provided a significant amount of information on long-range planning and development approvals for site that were reviewed in recent years. This information is referenced in the staff memo.</p> <p>The staff memo also lists a number of questions where staff is looking for feedback from the Plan Commission on the proposal.</p>				
RECOMMENDATION / SUGGESTED ACTION (<i>briefly explain</i>):				
Provide feedback on the Concept Plan.				

Community & Economic Development
 Planning Division

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

STAFF MEMO

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

 Chairman Dan Stellato
 And the Members of the Planning & Development Committee

FROM: Russell Colby
 Planning Division Manager

RE: Concept Plan for The Bluffs of St. Charles

DATE: May 16, 2014

I. APPLICATION INFORMATION:

Project Name: The Bluffs of St. Charles
Applicant: Avanti Acquisition Company LLC
Purpose: Concept Plan review for potential annexation to the City of St. Charles and single family residential subdivision of approximately 285 units

General Information:		
Site Information		
Location	Southeast corner of Illinois Route 38 (Lincoln Hwy.) & Brundige Road in unincorporated Campton Township	
Acres	96 acres	
Applications	Concept Plan	
Applicable Zoning Code Sections	17.04 Administration 17.12 Residential Districts	
Existing Conditions		
Land Use	Agriculture with a residence, barn & outbuildings	
Zoning	Kane County – Settlements of LaFox PUD	
Zoning Summary		
North	PL- Public Lands	State of Illinois Youth Center
East	PL- Public Lands	Agricultural/open space owned by the St. Charles, Geneva, Univ. of Illinois
South	Kane County- Settlements of LaFox PUD	Kane County Forest Preserve property- Mill Creek Greenway
West	Kane County – F, F2, E-1, and Settlements of the LaFox PUD	Heritage Prairie Farm& Store Agricultural lands
Comprehensive Plan Designation		
Rural Residential		

II. PROJECT OVERVIEW:

Avanti Acquisition Company LLC has filed a Concept Plan application seeking feedback on the potential to annex a 96 acre property into the City of St. Charles for residential development.

The applicant has proposed that the property be annexed to the City of St. Charles, served by City utilities, and be subdivided to create approximately 285 single family residential lots. The applicant has suggested a zoning designation of RS-4 Suburban Single-Family Residential District, which has a minimum lot size of 6,600 square feet.

The subject property is within the City’s planning area and is designated with a future land use of “Rural Residential” in the 2013 Comprehensive Plan. However, the City has not recently discussed whether the site should be annexed or how the site should be developed.

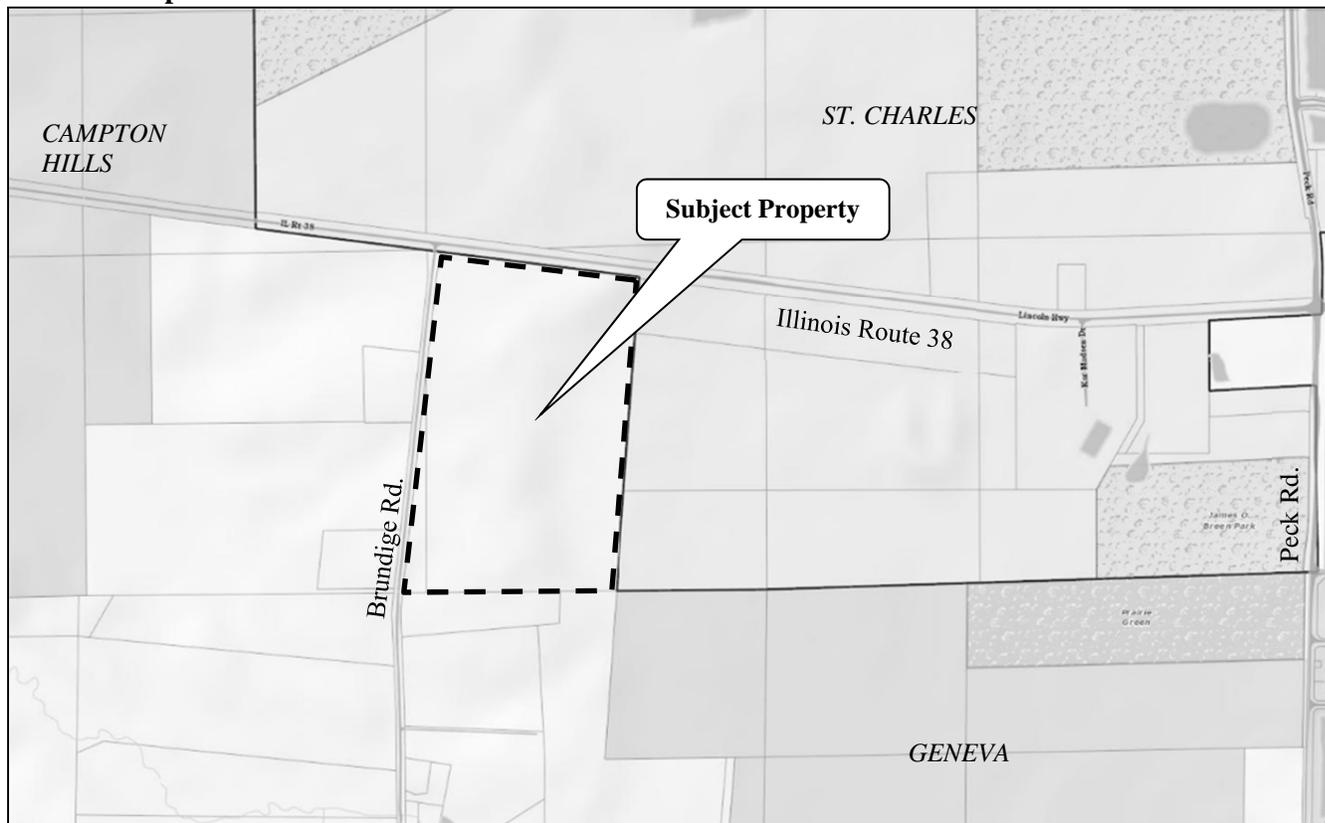
Kane County has provided a significant amount of information on long-range planning and development approvals for site that were reviewed in recent years. This information is referenced in this memorandum.

QUESTIONS TO CONSIDER:

Staff recommends providing feedback on the following:

- ✓ Should the City of St. Charles consider annexation of this property? If so, for what reasons is it desirable for the site to be developed with City services?
- ✓ If St. Charles were to annex this property, what is the logical location for a future western boundary? (As this would impact how the site is planned and serviced by the City)
- ✓ The Comprehensive Plan designates this site as “Rural Residential”. The development proposal is not consistent with this land use designation. What character of development is most appropriate for this site? What lot sizes and overall unit count are appropriate?
- ✓ How can the development be designed to be compatible with the surrounding land uses and rural site features?
- ✓ What is an appropriate balance between open space and developed area?
- ✓ How should the existing historic features of the site (Brundige Road Rustic Road Corridor, Johnson Farmstead) be addressed in the site plan? Currently, there is no information provided as these features are not shown on the plan.
- ✓ Is a dedicated park site desirable?
- ✓ Given the Market Study information provided, is it desirable to try to meet the current demand for single-family residential development through development of this site?
- ✓ Should the City ask the developer to conduct a Fiscal Impact Study?

Location Map



III. BACKGROUND

SITE CONTEXT

The site is located at the southeast corner of Illinois Route 38 and Brundige Road, and is contiguous to the City of St. Charles corporate limits on the north and east property lines. The site is currently used for agricultural purposes and a farmstead with a house, barn and outbuildings exists near the center of the site. Historic preservation information regarding both Brundige Road and the Johnsen Farmstead are included in the information submitted from Kane County.

An overview of the surrounding property ownership is provided in the attached Context Map.

- To the north is the State of Illinois Youth Center, which is within the City of St. Charles.
- To the east are open spaces parcels within the City that are owned by the University of Illinois Extension, City of St. Charles and the City of Geneva. These parcels are primarily used for agriculture.
- To the south is the Mill Creek Greenway, owned by the Kane County Forest Preserve. This preserve is part of an extensive open space corridor along Mill Creek through central Kane County. To the southeast of the site is the City of Geneva's Prairie Green Preserve, a 580 acre open space parcel.
- To the west of Brundige Road is the Heritage Prairie Farm and store, which is surrounded by agricultural fields. West of the agricultural fields is Mongerson Park, an open space parcel owned by Campton Township that is within the Village of Campton Hills.

JURISDICTION

The subject property is located in unincorporated Campton Township and is currently under the zoning and subdivision jurisdiction of Kane County. The property is within the City's Planning Area as identified in the 2013 Comprehensive Plan due to the following:

- The property is located within the City's extra-territorial jurisdictional area, which enables the City to review and impose subdivision improvement standards to property located within 1.5 miles of the City's corporate limits.
- The property is not currently designated to be under any municipality's jurisdiction due to a boundary line agreement.
 - The City's agreement with the City of Geneva does not continue west past the southeast corner of the subject property.
 - The City does not have a boundary line agreement with the Village of Campton Hills. The corporate limits of Campton Hills are approximately ¼ mile west of Brundige Rd. Campton Hills has submitted comments regarding the Concept Plan that request that the City not consider future annexations west of Brundige Rd.

The subject property is located within Community Unit School District #303, the St. Charles Park District, and St. Charles Public Library District.

The portion of Brundige Road adjacent to the site is under the jurisdiction of Campton Township. The portion to the south of the site is under the jurisdiction of Blackberry Township. Upon annexation of the subject property, the portion of Brundige Road adjacent to the site would come under the jurisdiction of the City of St. Charles.

The property is currently located in the Elburn Fire Protection District but once annexed would be served by the City of St. Charles Fire Department.

PAST DEVELOPMENT PROPOSALS

The subject property comprises the northeastern section of the Settlements of La Fox master planned project approved by Kane County in 2005. The Settlements of La Fox project covered a larger area of approximately 1,200 acres extending to the south and west of the subject property, including development around the town of La Fox and the La Fox Metra Station.

According to information provided by Kane County, the portion of the Settlements of La Fox site located on the subject property included 90 single family homes on lots ranging from 14,000 to 16,800 square feet. The plan also included a 5 acre St. Charles Park District site which included the existing farmstead barn. Large setbacks were provided from Illinois Route 38 and Brundige Road.

The City of St. Charles previously discussed annexation of the entire Settlements of La Fox site in 2002. The development known as "Grand Prairie" was presented as a Concept Plan. At that time, the City Council did not support annexation of the project and the project did not move forward with the City.

IV. ANALYSIS OF CONCEPT PLAN

LAND USE

A development under the proposed RS-4 Suburban Single Family zoning would allow for lots sizes for single-family detached houses at a minimum size of 6,600 sf. The developer has estimated a total of 285 units on the site, or roughly 3 units per acre. The nearest comparable development with similar lot sizes in St. Charles is Harvest Hills, which is identified on the Site Context Map submitted by the applicant.

COMPREHENSIVE PLAN

The following sections of the 2013 Comprehensive Plan address recommendations applicable to this proposal:

Residential Areas Framework Plan, p. 45

The subject property is identified as a portion of Site “A”:

“This is the site of the once proposed Settlements of La Fox. The site should develop as Rural Single Family Residential with Open Space along the stream corridor.”

Definition and Recommendations regarding Rural Residential Land Use, p. 41

The Rural Residential land use designation is intended to accommodate large-lot single-family development on the outer limits of the City. Rural Residential areas are characterized by large lots that may have developed as part of a formal subdivision or independently in unincorporated Kane County prior to annexation. These areas are typically located on the periphery of the City, removed from the busier commercial areas, providing a unique opportunity to live in a rural setting near a vibrant city. Rural Residential areas are characteristic of estate properties, including the absence of sidewalks and street trees, and open swale drainage systems as opposed to curb and gutter. Lot sizes in areas designated as Rural Residential are generally one-half acre or larger.

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

Residential Land Use Policies, p. 43

Maintain a diverse and affordable mix of housing types to allow St. Charles to continue to attract and retain families and residents.

The City defines affordable housing as “housing in which mortgage, amortization, taxes, insurance, and condominium or association fees, if any, constitute no more than 30% of the gross annual household income for a household of the size that may occupy the unit.” Making affordable housing available also provides workforce housing – housing that is affordable to “critical service” employees that contribute to the quality of life in the City, as well as providing a range of housing options for first time home buyers, young families and to facilitate “aging in place”. Title 17.18 Inclusionary Housing of the City Code seeks to provide Affordable Dwelling

Units within new residential developments by requiring developers to provide a proportionate share of affordable housing, or fees in lieu thereof, to ensure that an adequate stock of affordable housing is, and remains, available in the City of St. Charles.

Consider the potential impact of new residential development on schools, municipal services and traffic.

As a mature community, the City’s infrastructure is well established, particularly in the older areas of the community. Unlike emerging suburbs that are continuously growing, widening roads and building schools as necessary, the community infrastructure in St. Charles is well established and not as easily adaptable. Although road and intersections can be widened, and schools expanded, a less costly approach would be to work within the framework of the City’s well established infrastructure, evaluating proposed development’s impact on City systems and working with developers to mitigate and minimize strains on local systems.

Prioritize infill development over annexation and development

While the era of substantial residential growth is over in St. Charles, there remain some isolated opportunities for residential development on the City’s west side. While most of these opportunities are within unincorporated Kane County, they fall within the City’s 1.5-mile extraterritorial planning jurisdiction defined by State statute. It is recommended that the City carefully consider annexation and growth into these areas while vacant and/or underutilized residential properties exist within the City’s boundaries. When residential development does occur within the City’s growth areas, it should occur in areas immediately adjacent to existing developed areas so as to prevent “leap frog” development and the resulting costs and burdens of unnecessarily extending infrastructure systems in an unwise manner.

Continue to work with the St. Charles Park District to ensure the residential areas of the City are well served by neighborhood parks and recreation.

Parks are a contributing factor to the high quality of life in St. Charles. To ensure the community continues to be well served by parks and recreation, the City should continue to administer its parkland dedication as specified in Title 16.10 Dedications of the City Code. [The remaining text under this policy which discusses infill subdivisions has been omitted.]

Parks & Open Space Plan, p. 65

In the section referencing the St. Charles Park District Master Plan acquisition strategy, it is noted that the subject property is a potential land donation site.

Culture & Identity Plan, p. 123

The section discussing Historic Preservation notes the value of historic sites in semi-rural areas around St. Charles, which help define the character of the community.

SITE ACCESS

The subject property has frontage on Illinois Route 38 and Brundige Road. No details on the road improvements have been provided at this stage.

- Illinois Route 38 is under the jurisdiction of the Illinois Department of Transportation (IDOT) and has been improved as a two-lane rural highway. Any access locations or improvements to Illinois Route 38 will require IDOT approval.

- Brundige Road adjacent to the site is under the jurisdiction of Campton Township and is improved as a local rural access road. The portion of Brundige Road south of the subject property is under the jurisdiction of Blackberry Township and is a gravel surface.
- No pedestrian or bicycle infrastructure exists in the area.

Kane County has designated Brundige Road as a “Rustic Road”. Information on the Rustic Road program and the designation of Brundige Road is attached in the information provided by Kane County and the Village of Campton Hills. Kane County has requested that if the subject property is annexed that the City enter into an intergovernmental agreement with the County to maintain the Rustic Road designation and protection. This has been done in similar situations in Kane County where municipalities have annexed designated Rustic Roads.

A Traffic Study will be required in connection with any development or zoning entitlement request for the property. The study will need to consider:

- Access locations to Illinois Route 38.
- Whether Brundige Road is to be improved, or if an alternate north-south route should be established through the subject property.
- Potential impacts to off-site locations, including Brundige Road south of the subject property, the Brundige Road bridge over Mill Creek, and the intersections of Brundige Road and both Illinois Route 38 and Keslinger Road to the south.

UTILITIES

If annexed, the site would be provided with utility service from the City of St. Charles. No City utility infrastructure exists in the vicinity of the site. All utilities would need to be extended to service the property. This site is currently located in the Mill Creek Facilities Planning Area and would need to be moved to the St. Charles Facilities Planning Area.

Sanitary Sewer

Sanitary Sewer would need to be installed to connect the site to the Westside Wastewater Treatment Plant, which is located east of the site on Illinois Route 38. The Westside Treatment Plant will need to be expanded to accommodate additional sanitary sewer flow from this development. A capacity analysis of the sanitary sewer system will need to be completed.

Water Service

Water main would need to be extended to the site. The City will require that the water main system be looped to another portion of the system to maintain adequate flow and water quality. The developer has shown a conceptual water main layout to the north that has the potential to serve the Illinois Youth Center, which is not connected to the City’s water system. System modeling will need to be performed.

Electric Service

All new electrical service would be provided by the City. Currently there is no electric mainline capable of serving the property adjacent to the site. The City would require the system to be looped so that electric service to the site follows two independent paths. Upgrades to existing electric distribution facilities may be required. The developer will be responsible for all cost associated with bringing electrical service to the property. The City requires underground service at the front of the lots for new residential subdivisions.

STORMWATER & DRAINAGE

The site drains into Mill Creek. Much of Mill Creek north and south of the site is protected through public ownership. This area has been identified by Kane County as a significant green infrastructure resource. In particular, the County has noted that the Mill Creek drainage basin plays a significant role in recharging the St. Charles aquifer, which is the source of the City's water supply.

Any development of the site will need to follow the Kane County Stormwater Ordinance, which has been adopted by the City. Given the significance of the Mill Creek drainage way and the potential impact from development of the site, Kane County has recommended:

- Considering the context of the site in the County's Green Infrastructure planning.
- Not disturbing the existing topography and vegetation.
- Ensuring that site grading and stormwater management is handled in manner that enhances groundwater infiltration and protects Mill Creek from being degraded.
- Utilizing sanitary treatment graywater from the treatment plant for irrigation and to recharge groundwater. (Currently, cleaned graywater from the West Side Treatment Plant is discharged into Mill Creek further south near Keslinger Road).

SCHOOL & PARK DISTRICT

The Concept Plan and Land-Cash Worksheets submitted by the developer have been forwarded to the School District #303 and the St. Charles Park District for review and comment.

The St. Charles Park District had previously agreed to a 5 acre land donation for a park site on the subject property as a part of the Settlements of LaFox project. If this project moves forward, the Park District would like more information on the type of residential units to be constructed to determine what type of dedication would be most appropriate given the anticipated population characteristics.

HOUSING

The developer has submitted a market study as a part of the Concept Plan application. The market study found there is an imbalance in St. Charles between current single family residential demand and the type/price point of new residential lots available (which are generally larger and marketed to the higher end price points). The study also highlights a demand for an active adult development. The findings of the study are generally consistent with the Homes for Changing Region Study that Batavia, Geneva, North Aurora and St. Charles have been collaborating on with Kane County and the Chicago Metropolitan Agency for Planning (CMAP).

The City has an Inclusionary Housing Ordinance that requires construction of or fee-in-lieu for affordable units as a percentage of any new residential development. Currently, the requirement to provide affordable unit is not active, due to a determination by the City that the stock of affordable housing has exceed a threshold on 25%. If the ordinance requirement were applicable when the project is approved, based on 285 units, anywhere from 11 to 43 of the units would be required to be affordable, depending on the percentage of affordable housing stock at that time. The developer would also have the ability to request a set requirement through an Annexation Agreement.

IMPACT TO SERVICES

Should the applicant wish to proceed with requesting annexation to the City, a Fiscal Impact Study is recommended determine the net impact to the City of annexing the property and serving the development. Other governmental jurisdictions may also participate in the study.

The Fire Department has provided comments to developer regarding the Concept Plan. The comments are attached. The Fire Department has provided a drive time analysis that demonstrates the department will be able to serve to site from existing facilities within adopted standards.

V. RECOMMENDATION

Review the Concept Plan and provide feedback to the applicant.

ATTACHMENTS

- Context Map
- Staff Review Comments
- Application for Concept Plan for the Bluffs of St. Charles
- Comments from Kane County
- Comments from the Village of Campton Hills
- Comments from the City of Geneva

Bluffs of St. Charles Site Context Map



**Community & Economic Development
Development Engineering Division**

Phone: (630) 443-3677

Fax: (630) 377-4062



Memo

Date: 5/7/2014

To: Russell Colby

From: Christopher Tiedt, P.E. 

RE: The Bluffs of St. Charles

I have reviewed the concept plan application submittal, including the concept plan and off-site engineering plan, for the afore-mentioned project dated April 7, 2014 for general conformance with the City of St. Charles Ordinances, Kane County Stormwater Ordinances and general engineering and construction practices. The following comments are offered up for your consideration:

1. It is anticipated that the Illinois Department of Transportation (IDOT) will require some improvements on Route 38 as a result of this proposed subdivision. A traffic impact analysis will need to be performed during preliminary engineering to determine what these impacts and improvements are.
2. Any anticipated connections from the proposed subdivision to Route 38 will need to be approved and permitted by IDOT.
3. The City would want Brundige Road to be brought up to City standards, although currently Kane County has designated Brundige Road as a "Rustic Road", between Keslinger and Route 38.
4. The Facilities Planning Area (FPA) boundary map will need to be amended to include this parcel within the City's FPA boundary. The cost associated with this amendment shall be the responsibility of the developer.
5. The westside treatment facility will need to be expanded to accommodate the additional flows generated from the proposed subdivision. A capacity analysis will need to be completed to determine the extent of this expansion.
6. A capacity analysis for the proposed sanitary sewer system will need to be completed.
7. The proposed water main layout would provide benefit to the Illinois Department of Juvenile Justice (IDJJ). Should this project move forward, coordination with the IDJJ will be critical and necessary to accommodate everyone.

8. Water modeling will need to be performed for the proposed water main to determine proper sizing and infrastructure improvements that may be necessary to meet all future demands placed on the system and comply with pressure and fire flow requirements.
9. Third party utility easements will need to be negotiated with the St. Charles Park District, University of Illinois and IDJJ for the proposed water main layout.
10. Utility layout internal to the subdivision will be reviewed as part of preliminary engineering.
11. The existing sanitary sewer main at the southwest corner of Peck Road and Illinois Route 38 is shown to be flowing in the wrong direction. This main is flowing west to the westside treatment facility.
12. The proposed stormwater management basin should be setback from the Route 64 R.O.W. in accordance with Public Act 86-616.
13. A stormwater report will be required to demonstrate compliance with the Kane County Stormwater Ordinance.

The applicant's design professionals will be responsible for performing and checking all design computations, dimensions, details and specifications in accordance with all applicable codes and regulations, and obtaining all permits necessary during preliminary and final engineering. In no way does this review relieve the applicant's design professionals of the duties to comply with the law and any applicable codes and regulations.



Memo

Date: 05/14/2014
To: Russell Colby
From: Lt. Brian Byrne
Project: 2014PR011 - Bluffs of St. Charles
Application Number: 2014AP018

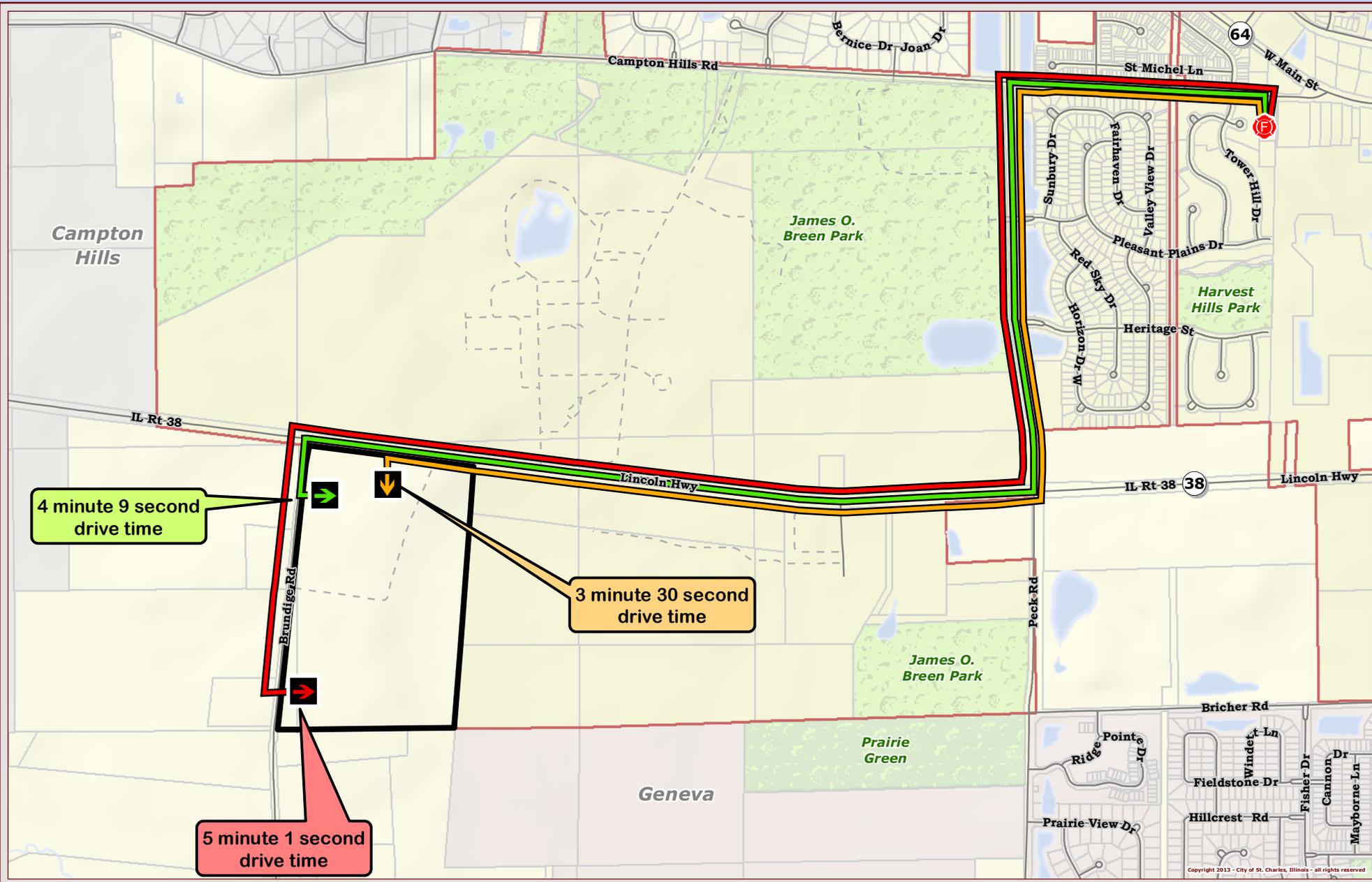
Concept Plan-Review

The Fire Department offers the following Comments:

1. An examination of the attached Drive Time Analysis Map demonstrates that the Fire Department will be able to serve the proposed annexation within the requirements of the established response standards as adopted through the Accreditation Process. Additionally, in and of itself, the Bluffs of St. Charles will not require the addition of any new fire stations or the purchase of new apparatus. Please see the attached Drive Time Analysis map provided by GIS.
2. The plan shows two access points to the development. The access points are shown to be off Brundige Rd., although dimensions are not given, they appear to meet the requirements listed in *Section D107-(One or Two Family Residential Developments)* and *D104.3- (Remoteness)* of the 2009 edition of the International Fire Code.
3. The plan shows new 8 inch water main being extended and looped thru the site. The extension is shown from 2 existing locations which are in the area of 3795 Campton Hills Rd. and 901 S. Peck Rd. We would request that water modeling be provided to ensure adequate fire flows can be achieved as described in *Appendix B-(Fire Flow Requirements for Buildings)* of the 2009 edition of the International Fire Code.



Drive Time Analysis Station #3 to property at IL Route 38 & Brundige Rd



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Publication Date:
January 17, 2014

Data Source:
City of St. Charles, Illinois
Blairstown, Illinois
Madison County, Illinois

Projection: Transverse Mercator
Coordinate System: Illinois State Plane East
North American Datum, 1983



- Emergency Access Point
- Limited Access Point
- Primary Access Point
- Emergency Access Response Route
- Limited Access Response Route
- Primary Access Response Route
- Subject Site

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