



PLAN COMMISSION AGENDA ITEM EXECUTIVE SUMMARY

Project Title/Address:	First Street Redevelopment PUD Phase 3		
City Staff:	Russell Colby, Planning Division Manager		
PUBLIC HEARING		MEETING 12/16/14	X

APPLICATION: PUD Preliminary Plan

ATTACHMENTS AND SUPPORTING DOCUMENTS:

Staff Report	First Street PUD Ordinances
PUD Preliminary Plan application	

SUMMARY:

First Street Development II, LLC has filed an application for PUD Preliminary Plan approval.

The proposed site plan includes three mixed-use buildings and a parking deck, which is similar to the Concept Plan presented in January 2014. The plan covers the portion of the site located south of the planned East Plaza and is generally located in the previously planned building footprint locations. Details on the building program and site plan are provided in the Staff Report.

The Historic Preservation Commission reviewed the PUD Preliminary Plan on 11/19/2014. The Commission unanimously voted to recommend to the Plan Commission approval of the PUD Preliminary Plan and commented that the proposal will have a positive impact on the historic nature of Downtown St. Charles.

SUGGESTED ACTION:

Review the PUD Preliminary Plan.

Staff has found the application materials to be substantially complete and the plan to be in conformance with the approved PUD ordinance.

Upon resolution of outstanding staff comments, the proposal has the ability to meet City Code requirements.

INFO / PROCEDURE – PUD PRELIMINARY PLAN:

- Recommendation is based on conformance with the approved PUD ordinance and compliance with all other code requirements (including Zoning & Subdivision Codes). Staff has provided an analysis in the Staff Report.
- A public hearing is not required for this type of application.
- No findings of fact are applicable to this application.

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ST. CHARLES
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STAFF MEMO

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

FROM: Russell Colby
 Planning Division Manager

RE: First Street Phase 3 – PUD Preliminary Plan

DATE: December 16, 2014

I. APPLICATION INFORMATION:

Project Name: First Street Phase 3 – PUD Preliminary Plan

Applicant: First Street Development II, LLC

Purpose: Review PUD Preliminary plans for the portion of Phase 3 that includes three-mixed use buildings and a parking deck

General Information:		
Site Information		
Location	Between First St. & the Fox River, north of Illinois St.	
Acres		
Application:	PUD Preliminary Plan	
Applicable City Code Sections	First St. PUD Ords. 2006-Z-26 & 2008-Z-22 Title 17, Chapter 17.06 Design Review Standards & Guidelines, Chapter 17.14 – Business & Mixed Use Districts	
Existing Conditions		
Land Use	Vacant development site & temporary parking lot	
Zoning	CBD-1 Central Business District - PUD	
Zoning Summary		
North	CBD-1 Central Business District - PUD	Vacant land (planned East Plaza & possible building site)
East	CBD-1 Central Business District	Riverwalk & Fox River
South	CBD-1 Central Business District	Fox Island Square
West	CBD-1 Central Business District - PUD	First St. Building #4- The Plaza parking deck
Comprehensive Plan Designation		
Mixed Use		

II. OVERVIEW

A. PROPERTY HISTORY/BACKGROUND

The First Street Redevelopment PUD was approved in 2006 as a five phase project spanning a 7.6 acre area of properties along First Street between Prairie St. and Main St.

Phases 1 and 2 were constructed from 2007 to 2009 (New utility and road infrastructure; Relocation of the Blue Goose store; Building 7A-BMO Harris Bank & 16 affordable rental units; Building 4- The Plaza Parking Deck; and the West Plaza/First Street Place).

Phase 3 is the riverfront property located between Main & Illinois Streets. Construction of Phase 3 was planned to start in 2009. The following was planned as a part of Phase 3 of the project under the approved PUD:

- Public plaza opposite the existing plaza and a bi-level walkway along the riverfront
- A four-story building at the corner of Main St. and First St.
- Three, five-story buildings wrapped around a parking garage on the remainder of the site.

B. CONCEPT PLAN

On 1/7/2014, the Plan Commission reviewed a Concept Plan proposal for Phase 3, followed by the Planning & Development Committee on 1/13/2014. The Concept Plan proposed a revised building plan for Phase 3, including:

- Decrease in building massing.
- Reduction in building footprint and square footage.
- Increase in residential units.
- Decrease in size of the parking deck, but an increase in the number of public parking spaces.
- Some possible first floor office uses (instead of retail).
- Reduction in building height, from 5 floors + mezzanine to 4 & 5 floors.

C. CURRENT PROPOSAL

First Street Development II, LLC has filed an application for PUD Preliminary Plan approval. The proposed site plan includes three mixed-use buildings and a parking deck, which is similar to the Concept Plan presented in January 2014. The plan covers the portion of the site located south of the planned East Plaza and is generally located in the previously planned building footprint locations. Attached are location maps showing the building site in relation to the planned public spaces.

- PUD Preliminary Plans have been submitted for Buildings #1 and #2 and the parking deck. Building #1 is now proposed as all office on the upper floors (instead of residential use). No street level office uses are proposed in any building.
- Building 3: A site plan and development data have been provided for Building #3, which has not yet been designed. PUD Preliminary Plan approval will be required when the building is proposed.

- Streetscape: Streetscape improvements on First St. and Illinois St. will be similar to what has been constructed along the west side of First Street, with the same hardscape materials, planter boxes, lighting and street furniture. On-street angled parking will be provided along First St. Finalized plans for the streetscape improvements will be presented later based on the final building designs. Construction of the streetscape improvements is planned to occur as each building is constructed.
- Riverwalk: The area planned for the bi-level riverwalk is unchanged. Plans will be presented later in conjunction with the plans for Building #3. With the creation of two private outdoor dining areas at the north end of Buildings #2 and #3, outdoor dining will not occupy any space along the riverwalk, which will provide for wider pedestrian pathways.
- East Plaza: An area remains reserved for the planned East Plaza, located north of Building #2, although the proposed footprint of Building #2 encroaches about 6 ft. north into the plaza location. Plans for the development of the remaining Phase 3 property north of the East Plaza (up to Main St.) are unknown at this time.

III. ANALYSIS

A. COMPREHENSIVE PLAN

The First Street project was identified in the 2000 Downtown Strategy Plan, which is part of the City's Comprehensive Plan. The Strategy Plan identified the First Street corridor as underutilized and as the most significant opportunity for new development in the downtown. Through a public planning process, the City formulated and adopted the First Street Design Guidelines in 2002 and used then this document as a basis to plan the project. The project was ultimately approved in 2006.

The 2013 Land Use Plan identifies the site as "Mixed Use." In the Downtown Subarea Plan in Chapter 8, the remaining undeveloped First Street building sites are identified as Opportunity Sites. The Phase 3 property is identified as Site J:

"The western portion of the 1st Street development has been constructed and contributed positively to the energy and appearance of Downtown. This site represents the east half of the development which stalled during the economic downturn associated with the housing market collapse. It is recommended that the City continue to promote the approved plan as a viable option for the site, including the residential units that will bring more residents to the Downtown area."

B. HISTORIC PRESERVATION COMMISSION REVIEW

The subject property is located within the Central Historic District, requiring review of the PUD Preliminary Plan by the Historic Preservation Commission regarding its potential impact on the historic district.

The Historic Preservation Commission reviewed the PUD Preliminary Plan on 11/19/2014. The Commission unanimously voted to recommend to the Plan Commission approval of the PUD Preliminary Plan and commented that the proposal will have a positive impact on the historic nature of Downtown St. Charles.

The Commission also listed a number of favorable elements of the plan compared to the previously approved 2008 plan:

- Less obtrusive parking deck
- Tunnel effect on First St. is lessened due to reduced building mass and height
- Opens visual opportunities for tenants to view the river
- Appropriate massing, not a monolithic building
- More horizontal and less vertical emphasis, which is more pedestrian scale

C. ZONING REVIEW:

The First Street PUD established zoning parameters for the project. For the Phase 3 site, zoning deviations to the CBD-1 Central Business zoning district were granted for building sizes in excess of 40,000 square feet and building height in excess of 50 ft. The table below lists the development data for the proposed buildings vs. the 2008 plan. No new zoning deviations are required to accommodate the proposal.

Development data per building vs. 2008 plan				
	Building #1	Building #2	Building #3	2008 Plan
Building Footprint	11,865 sf	11,846 sf	11,966 sf	10,150 – 20,056 sf.
Building Square footage	47,460 sf	47,384 sf	59,830 sf	61,638 – 89,196 sf.
Building Floors	4	4	5	5+ mezzanine
Building Height	54' (67' to tower)	45'8" (49'2" to parapet)	TBD	Up to 75 ft.
Ground floor uses	Retail	Retail & Restaurant	Retail & Restaurant	Retail & Restaurant
Upper level uses	Office	Residential	Residential	Residential (some 2 nd floor office)

Development data for entire proposal vs. 2008 Plan					
	2008 Plan		Current Plan		Change
Total Building Square footage	72,966 sf	Non-Residential	71,272 sf	Non-Residential	75% of 2008 square footage is proposed
	139,509 sf	Residential	83,402 sf	Residential	
	212,475 sf	Total	154,674 sf	Total	
Residential Units	0	Studio	12	Studio	+7 units (36 rental units in Bldg 2; 32 condo units in Bldg 3)
	10	1 BR	20	1 BR	
	28	2 BR	28	2 BR	
	6	3 BR	8	3 BR	
	1	4 BR	0	4 BR	
	16	TBD	0	TBD	
	61	Total	68	Total	
Parking	170 Private 99 Public		79 Private 110 Public		-91 Private +11 Public
Parking ratio vs. typical ordinance requirement	Approx. 81 to 84% (varies based on BR count)		Approx. 59%		Slightly lower ratio of on-site parking for proposed uses

First Floor Use Restrictions

Although the Phase 3 site is located within the Downtown Overlay District, more specific restrictions on first floor uses were included in the First Street PUD Ordinance, and these requirements control the ground floor uses. The percentage restriction on certain types of uses applies as a total overall percentage of all ground floor first floor space in the PUD, which would include other phases of the project as well.

First Street PUD standards for first floor uses:

Only the following uses, as defined herein, shall be permitted on the first floor of enclosed buildings within the Project:

1. *Art Gallery/Studio*
2. *Coffee or Tea Room*
3. *Cultural Facility**
4. *Indoor Recreation and Amusement**
5. *Live Entertainment*
6. *Personal Services**
7. *Restaurant*
8. *Retail Sales*
9. *Tavern/Bar*
10. *Theater**
11. *Utility, Local**
12. *Accessory uses to the preceding uses 1 through 11.*

**Not more than 25% of the total gross leasable floor area on the first floor of all enclosed buildings within the Project, exclusive of ground floor parking areas, the Blue Goose and Building 7A, may be occupied by these uses.*

No deviations have been requested from the existing PUD first floor use restrictions.

D. SITE DESIGN

The proposed buildings and parking deck will be stand-alone structures, unlike the 2008 plan which called for the buildings to be wrapped around and integrated with a central parking deck.

The following site features are incorporated into the PUD Preliminary Plan, which are generally consistent with the design features identified when the PUD was established in 2006:

- Continuous public access around the perimeter of the building site, with pedestrian connections into the parking deck
- Public plaza and bi-level riverwalk remain (with outdoor dining moved off of the riverwalk and onto the private development site)
- Parking generally located at the interior of the site
- Pedestrian-scale storefronts and commercial uses on the ground floor, facing both the streets and the riverwalk
- Upper level residential uses taking advantage of views of the river and downtown

E. BUILDING ARCHITECTURE

Detailed elevations for Buildings #1 and #2 and the parking deck have been provided. The proposed architecture reflects the original vision for the project. The proposal is in compliance with the applicable Design Standards in the Zoning Ordinance. Elements include:

- Scale and proportion that is complementary to the existing downtown.
- 360 degree building architecture, meaning that architectural design elements are consistent on all sides of the buildings.
- Use of traditional architectural elements, including brick as the primary wall material, cornices, stone lintels, and parapets. The tower on Building #1 is roofed with clay tile and topped with a finial.
- High level of first floor window transparency.
- Additional design elements like the tower at the southwest corner of Building #1, the recessed storefront doors on Building #1, and the bump outs on Building #2 break up building mass and add visual interest.
- The ground floor of each building is scaled to the pedestrian.
- Attention to architectural details (sills, lintels, cornices, awnings, parapets, etc.)

F. ACCESS AND CIRCULATION

- A two-level parking structure is proposed between the buildings.
 - The lower/ground level will be accessed at grade on Illinois St. and will slope down below grade moving to the north end of the deck.
 - Parking is proposed beneath each building and will be accessed from the lower level of the parking structure.
 - There is no internal ramping; vehicular access to the upper level is provided via a ramp off of 1st St.

- The parking deck access points are in similar locations to the 2008 plan.
- The parking deck will be for public use and the parking beneath each building will be for private use of the building tenants.
- Dedicated pedestrian access to the parking deck will be provided at the north end of the deck (exiting to the riverwalk) and at the midpoint of the west side of the deck, adjacent to the vehicular ramp to First St. Pedestrians will also be able to exit the ground level out to Illinois St. Accessible parking stalls in the deck will be located at the south end of the lower level and adjacent to the accessible ramp at the north end of the second level.
- Access to Building #3 for emergency services is limited due to the placement of the parking deck. The Fire Department will be able to access the building from Illinois St. and will require access up onto the second level of the parking deck to reach the full length of Building #3.
- Refuse collection locations for Buildings #1 and #3 will be located on Illinois St. adjacent to the parking deck entrance. Refuse collection from Building #2 will be located within the building at the southeast corner. Containers will need to be hauled out to First St. for collection.
- Commercial deliveries will be conducted on-street, similar to the existing parking deck building located across the street.
 - Illinois Street has two through westbound traffic lanes adjacent to the site. Delivery vehicles will be able to stop adjacent to Building #1 without obstructing through traffic. There is the potential to designate a formal loading zone along Illinois St., but the impact of this change on Illinois St. traffic would first need to be analyzed.
 - Deliveries on First St. can be conducted near the existing West Plaza, which is designated as a loading zone on the west side.
- Electric transformer locations have been identified on the site plans. The transformers for Buildings #1 and #3 will be accessed from Illinois St. The transformer for Building #2 is proposed to be accessed off of the north end of the parking deck. (Placement/removal would require use of a crane from the upper level of the deck).

G. ENGINEERING REVIEW

The applicant has submitted engineering plans, although staff did not have adequate time to conduct a thorough review for inclusion in the Plan Commission meeting materials. Staff will provide the applicant with comments in addition to those listed below once this review is complete.

- Utilities were installed at the site based on the 2008 plan and will need to be relocated/ reworked and/or removed.
- The portion of a public storm sewer that crosses the site from west to east and passes under the parking deck will need to be replaced with an alternate pipe material to comply with the Illinois plumbing code. A system will need to be designed for the Public Works Dept. to maintain the line where it passes under the parking deck.
- The sanitary sewer system servicing the site will need to be evaluated based on the change in the building program vs. the 2008 plan. Given the lower overall square footage and a comparable number of residential units, the sanitary system is anticipated to be adequate.
- Some additional environmental remediation needs to occur on the site in connection with the building construction, in particular areas of the site that will be excavated for the parking deck and the under building parking.

- Plans for the streetscaping and riverwalk will need to be updated accordingly based on the final design of the buildings. The streetscape design will need to account for the location of building storefronts in determining the placement of planter beds and landscaping.
- Irrigation and electric to serve the streetscape, East Plaza and riverwalk need to be provided from the buildings.
- A new Plat of Subdivision will be required to revise the building lot lines to reflect the proposed plans and modify easements on the site. A number of access easements will need to be provided to ensure private tenants the right to access the under building parking and for the City to access the areas behind the buildings for utilities and maintenance of the parking deck.

H. INCLUSIONARY HOUSING

The First Street PUD was approved in 2006, prior to the City adopting the Inclusionary Housing Ordinance in 2008. As a part of the PUD and Redevelopment Agreement, 16 affordable rental units were provided for the entire project in Building 7A. Based on the Affordable Housing Update completed last year, the requirement to provide affordable units is set a zero. Therefore, no additional units are required for the project at this time.

If the requirement to provide affordable units is in effect at the time the Preliminary Plan is approved, then affordable units (or the equivalent fee-in-lieu) would need to be provided for any residential units over and above the original unit count. (The requirement would apply to the 7 additional units).

I. SCHOOL AND PARK FEE-IN-LIEU CONTRIBUTIONS

School and Park Land Cash Fees will be due for all units in the phase at the time of building permit for the first building in the phase that contains residential units. Land-Cash worksheets have been completed and submitted, but will be subject to change based final unit and bedroom counts prior to the time of building permit.

A copy of the PUD Preliminary Plans and the land-cash worksheets have been forwarded to the school and park districts for any comments. Previously, both the school and park districts accepted cash donations for the development and did not request a land dedication.

IV. **SUGGESTED ACTION**

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

V. **ATTACHMENTS**

- Aerial Site Plan of Phase 3 Site
- Site Plan with planned public spaces
- Fire Department review comments
- Application for PUD Preliminary Plan; received 11/4/14 (includes plans, architectural elevations, and perspective drawings)
- Ordinance No.2006-Z-29 (First Street Redevelopment PUD) & Ordinance No. 2008-Z-22 (PUD Preliminary Plan for Phase 3)



Building 4/Parking Deck

West Plaza

First Street

Planned angled parking and streetscaping

Planned streetscaping

Building site for proposed PUD Preliminary Plan

**Other building site/
Use to be determined**

East Plaza

Bi-Level Riverwalk

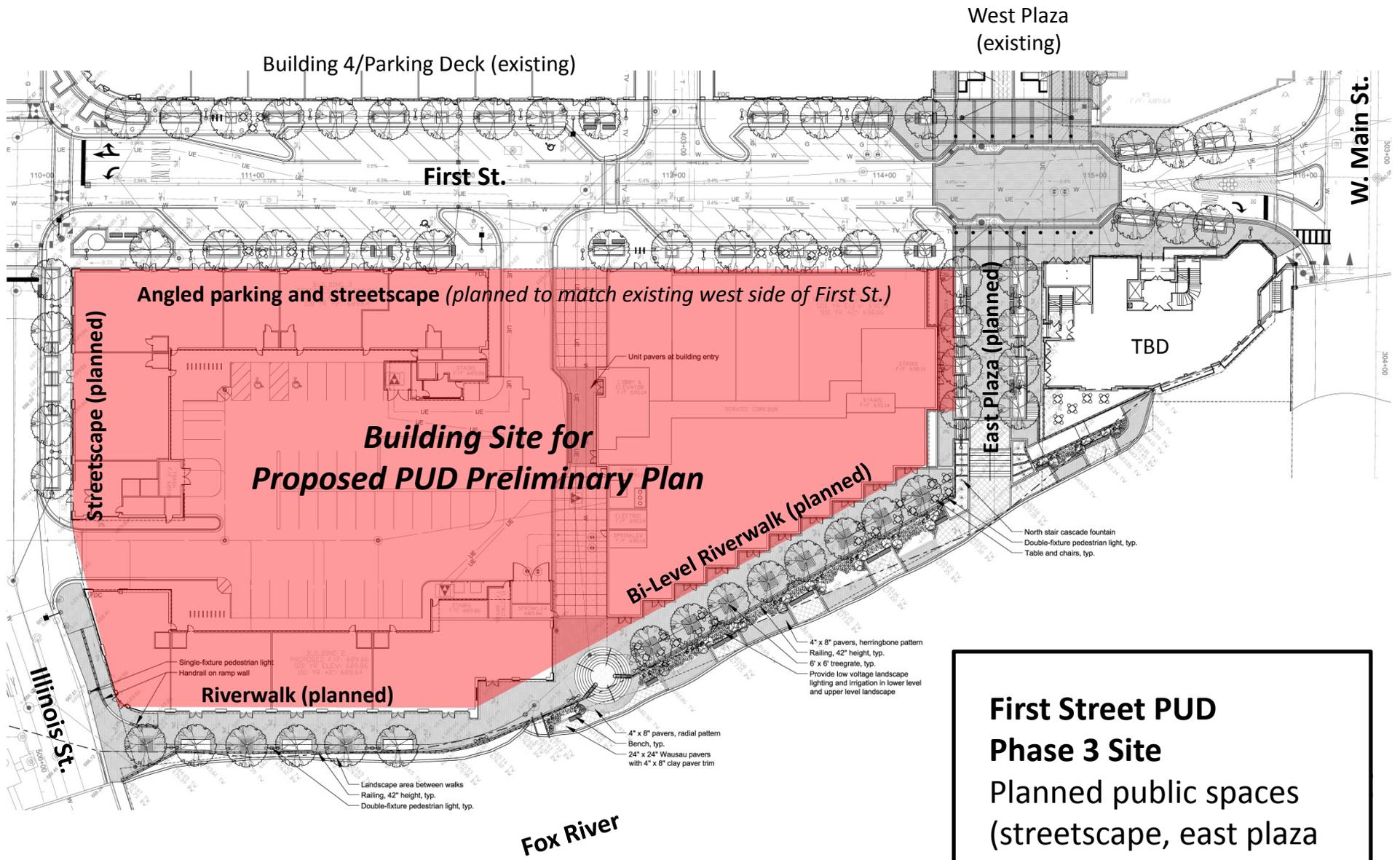
Riverwalk

Illinois Street

Main Street

**First Street
Redevelopment
PUD Phase 3**

Aerial Site Plan



**First Street PUD
Phase 3 Site**
Planned public spaces
(streetscape, east plaza
and riverwalk)



Memo

Date: 12/10/2014
 To: Russell Colby
 From: Lieutenant Brian Byrne, Fire Department
 Project: 2013PR018–First Street Phase III
 Application: 2014AP038

Re: PUD Preliminary Plan (Engineering)

<u>Submittal</u>	<u>Type/Revised</u>	<u>Received</u>	<u>Transmitted</u>
PUD Preliminary Plan	11/2/2014	11/3/2014	11/4/2014

1. Although we have not received the final plat showing lot line locations, we have received information from Community Development that the building lots 1, 2 and 3 will be drawn with the corridors behind each building being part of said building lots. This will allow for a 10' separation between the buildings and the lot line, which is critical for the design based upon a number of factors including projections into the area and the allowable area of openings in the exterior walls. While this does not completely solve the separation issues it gives the designer a somewhat clear basis for design.

The design of the 2 level open parking structure will also present the designer with some unique challenges in the design of this building. Depending upon the design 20 to 40 percent of the perimeter must remain open to be considered an open parking garage.

2. If the parking structure can be designed without an automatic sprinkler system, based upon openings and separation distance, the Fire Department is amenable to the installation of a dry type I standpipe system with a minimum of 2 hose stations located on each level of the parking structure. The fire department connection would be located near the Illinois St. entrance.
3. It appears that the existing fire hydrant locations on Illinois St. and 1st Street are adequate as 2 hydrants are required to be located within 300 feet of each building and there shall be a hydrant within 75 feet of each fire department connection.

4. 8 feet of vertical clearance is required within the parking garages which includes the parking areas below buildings 1, 2, 3 and the open parking garage.
5. The access, for firefighting purposes, to building 3 is not ideal as we only have vehicle access to this building from Illinois Street. To gain additional access in lieu of creating an access road on the East side of the building, along the river, the Fire Department is requiring the 2nd level of the parking deck be designed to accept the load of our aerial apparatus. The maximum angle of approach is 8 percent. We believe that we will have adequate reach without requiring the vehicle to move in a North/South direction. We will provide the developer the truck design information to allow for proper design. We will require design calculations based upon the weight of the truck and an additional calculation using the point loads from the 4 outriggers. We will also require a drawing showing that we can reach all portions of the West side of the building while in an nose in or rear in position straight up the ramp and/or while positioned on Illinois Street. This design will also give the Fire Department's aerial truck access to the East side of buildings 1 and 2.

The East side of building 3 shall also be clear of all fixed obstructions and landscaping that would impede the Fire Departments use of ground ladders

Additional Notes: Except from the 2009 edition of the International Fire Code

SECTION 503 FIRE APPARATUS ACCESS ROADS

503.1 Where required. Fire apparatus access roads shall be provided and maintained in accordance with Sections 503.1.1 through 503.1.3.

503.1.1 Buildings and facilities. *Approved* fire apparatus access roads shall be provided for every facility, building or portion of a building hereafter constructed or moved into or within the jurisdiction. The fire apparatus access road shall comply with the requirements of this section and shall extend to within 150 feet (45 720 mm) of all portions of the facility and all portions of the exterior walls of the first story of the building as measured by an *approved* route around the exterior of the building or facility.

Exception: The *fire code official* is authorized to increase the dimension of 150 feet (45 720 mm) where:

1. The building is equipped throughout with an *approved automatic sprinkler system* installed in accordance with Section 903.3.1.1, 903.3.1.2 or 903.3.1.3.
2. Fire apparatus access roads cannot be installed because of location on property, topography, waterways, nonnegotiable grades or other similar conditions, and an *approved* alternative means of fire protection is provided.
3. There are not more than two Group R-3 or Group U occupancies.

Additional access. The *fire code official* is authorized to require more than one fire apparatus access road based on the potential for impairment of a single road by vehicle congestion, condition of terrain, climatic conditions or other factors that could limit access.