



PROJECT REPORT

TO: Planning Commission
FROM: Ted Shekell, Planning Director
DATE: July 13, 2010
PROJECT: P2010-07: Rasp Farm Planned Use Rezoning

Location: Rasp Farm property off of Lincoln Ave, Shiloh, IL
Applicant: Steve Macaluso, Porter Road, LLC
Owner: (same)
Submitted: June 16 2010

Please Note:

The Planning Commission sits as the Airport Zoning Commission for this project because a portion of the subject property is within the Airport Environs Overlay District.

Project Summary

The developer, Porter Road LLC, proposes developing a 51.09 acre site adjacent to and north of I-64, east of Lincoln, West of Edgewood, and south of Dartmouth and Laverna Evans Elementary School as an office park. The property will be rezoned from Ag to O-1(P), with a portion of the property remaining open space for the purpose of water detention. There are 29 lots, with 26 lots being for small offices, 1 lot is a 15.92 acre open space with regional detention, 1 lot will be for larger multi-story office buildings that will require additional zoning and subdivision approvals as projects are proposed, and 1 lot is for replacement of an existing retail center.

The property, that has been located in the Village of Shiloh, was originally proposed several years ago as a large apartment complex in the Village of Shiloh, which did not proceed or receive any approvals. Subsequently, the property was sold to the current owners who applied for development of the property 3 years ago as a single-family residential project, which was ultimately withdrawn before the O'Fallon City Council voted on it. The owners modified their request for development to now include the project that is subject of this report.

There are several items of note in summarizing the project. First, the project is proposed to be located in an expansion of an existing Tax increment Finance (TIF) district on the east side of the City. This financing mechanism is needed in order to help construct a large storm water detention basin to be dedicated to the City and which is intended to alleviate much of the excessive flooding currently occurring in the Southview residential neighborhood. Second, the property, which has been located in the Village of Shiloh, has been agreed to by the Village for de-annexation to O'Fallon. Third, the internal street layout within the development is not proposed for connection to either Dartmouth or Edgewood, based on recommendations by a professional traffic consultant. Fourth, both north and southbound turn lanes are recommended on Lincoln and on the main internal street.

Existing Conditions

Surrounding Zoning:

North: SR-2
East: SR-2
South: infrastructure
West: B-1

Surrounding Land Use:

North: Southview Gardens (single-family residences)
East: Timber Creek Estates (single-family residences)
South: Interstate 64
West: retail and offices

Applicable Ordinances, Documents and Reports

O'Fallon Comprehensive Plan: The O'Fallon Comprehensive Plan Future Land Use Map depicts the subject property as Neighborhood Residential. It should be noted that the property, which was formerly in the Village of Shiloh, has been de-annexed by Shiloh and remains in unincorporated St. Clair County. It is currently zoned Ag.

Zoning Ordinance and Planned Use Ordinance: The proposed office development is subject to Article IX Planned Uses of the Zoning Ordinance and requires a development plan. The proposed zoning for the development will be O-1(P) for the entire office park and Ag for the open space. The existing retail center on Lincoln is currently zoned B-1, and this parcel will require B-1(P) Planned Zoning in the future for redevelopment of the site with a proposed retail center.

Public Notice: Public Notice of this project has been fulfilled in accordance with Section 8.03 and 8.04 of the City of O'Fallon Zoning Regulations. More specifically, the applicant has notified property owners within 250 feet of the subject property via certified mail of the filing of the zoning amendment. Additionally, the City has notified property owners within 250 feet of the subject parcel of the public hearing at least 15 days prior to the hearing and published notice of the public hearing in a local newspaper at least 15 days in advance. Proof of notification is on file with the City's Planning and Zoning Department.

Discussion Points/Issues

Land Use

The subject property was de-annexed by the Village of Shiloh on September 2, 2008, however, to annex it into the City of O'Fallon requires approval of an acceptable development plan and concurrence by the property owner. The property is currently zoned as Non-Urban or Agriculture in St. Clair County. The subject property is identified as *Neighborhood Residential* and *Agriculture/Open Space* in the City of O'Fallon Comprehensive Plan. Although the open space on the eastern portion of the property is consistent with the proposed development, the remainder of the subject property should be identified as Office/Service.

The subject property is an appropriate location for an office park and open space; the adjacency to Interstate 64 will provide a buffer to the residential development to the north. The eastern end of the subject property lies within the Airport Zone and is therefore not suitable for development. Surrounding uses include commercial and retail to the west, highway to the south, and residential neighborhoods to the north and east. Office uses have typically been shown to be a very effective buffer with single-family residential properties due to their limited hours of operation, and their lower levels of lighting, traffic, and noise. This is evidenced by the office parks on Cambridge and Greenmount, and along Pierce Blvd., which are located adjacent to single-family homes.

Airport Environs Overlay District

The Planning Commission sits as the Airport Zoning Commission for this project. The eastern end of the property is in the Accident Potential Zone II for Scott Air Force Base, consequently, no office buildings are proposed within that strictly regulated area. The applicant proposes open park space in this area, including a pond. This project was reviewed by officials at Scott AFB as to its compatibility with the APZII regulations of the Department of Defense. They noted that the proposed pond is located in APZ 2 and poses a "bird strike hazard". In response to the concerns

raised by Scott Air Force Base officials, the developer is now proposing to construct a dry water detention basin rather than a wet retention pond, which should remove any concerns about encouraging bird or waterfowl presence on the property.

TIF District

The project is proposed to be located within an existing TIF that is planned to be expanded to include this project site. The TIF's primary purpose is to help finance public improvements to the property, particularly storm water drainage improvements, to help minimize the existing flooding condition that negatively affects the surrounding residential neighborhoods. Attached to this report is a list of FAQ's that address some of the primary issues regarding the TIF and the development of the office park. The full Rasp Farm TIF report and attachments may also be viewed on-line at www.ofallon.org

De-Annexation Request – As noted previously, the Village of Shiloh voted on September 2, 2008, to de-annex the subject property at the request of the owner. Consequently, the property is in unincorporated St. Clair County. To annex the property to the City of O'Fallon the developer will be required to reach an annexation agreement with the City that identifies the general terms of the development.

Preliminary Plat – The proposed project will consist of approximately 51.09 acres that will be subdivided into 29 lots. Twenty-six of these lots will be single-story residential style office buildings on generally 15,000-25,000 sq. ft lots along the northern half of the development parcel. The 27th lot on the eastern end of the property will be approximately 15.92 acres of open space containing a large water detention basin, all of which will be dedicated to the City of O'Fallon. The 28th lot on the southern end of the development parcel will be approximately 16.35 acres and is planned for multi-story (2-3 story) office buildings. At the time of this writing, the developer is not certain as to the exact number of office buildings nor their configuration, consequently these future office buildings will be required to come back through the subdivision and/or planned use process with the City Council. The 29th lot will contain a new retail center at the front of the development on Lincoln Avenue to replace the existing one that will be torn down as part of this project.

Traffic Circulation, Parking, and Traffic Study

The proposed road network consists of a main east west roadway, with 31' of pavement back to back of curb within 60' ROW, and this road, which will be approximately 2,300 in length, is planned to end in a cul-de-sac at the edge of future City open space. The minor local streets are proposed to be 30' pavement width within 54' ROW as approved by the City Engineer. A gated emergency access will be designed at the end of Desoto so public safety personnel can access the eastern end of the development if needed.

A traffic study was done by Crawford, Bunte, and Brammeier (CBB) to evaluate the 1) proposed development's roadway layout, 2) the impact on neighboring areas, and 3) impact on Lincoln Avenue. In summary, CBB recommended that although integrated roadway circulation and street connectivity are usually preferred, in this case, they expressed concern over connecting the proposed street network to the existing street stubs on Dartmouth and Edgewood due to the potential negative impacts of office traffic spilling out into the adjacent residential neighborhoods. Dartmouth is a 28' wide residential street with parking on both sides and multiple driveway entrances, and adding additional traffic from the office park could significantly impair the current functionality of Dartmouth and could create negative impacts on this residential area. The traffic consultants also recommended against connecting the street to Edgewood on the east for similar reasons. Although Edgewood is significantly wider than Dartmouth, it still is an all residential street with multiple driveway entrances accessing the street approximately every 50'-75'. The potential negative impacts on the neighborhood outweighed the need for interconnectivity, in the judgment of CBB.

The consultants also recommend improvements to Lincoln Avenue as a result of this project. They recommend that a northbound right turn deceleration lane be added on Lincoln, as well as a southbound left turn lane into the development from Lincoln. The potential for a traffic signal was also evaluated, and CBB concluded that traffic

resulting from the development will not warrant the installation of a traffic signal at either the intersection of this development or at Dartmouth. They do state that there may be significant delays within the office park at peak times, therefore they recommend a left and right turn lane be constructed on the main east-west road at its entrance to Lincoln. A copy of the CBB Traffic Report is attached. It should be noted that any improvements to Lincoln Avenue, which is under the jurisdiction of the St. Clair County Highway Engineer, must be reviewed and approved by his office.

Sidewalks – There will be sidewalks provided on both sides of all public streets, as well as along the frontage of Lincoln Avenue.

Water and Sewer Utilities – The site will be served by both O'Fallon water and sewer. The sewer is planned to connect to the existing sanitary sewer mains on Dartmouth and Matthew, and to Edgewood if it is determined to be necessary once final civil engineering plans are completed. Water service to this area will be through connection to the existing 12" watermain on Lincoln Avenue, through two proposed connections to the watermain on Dartmouth (at Desoto and at a midblock unnamed stub), and through a 12" connection to be made through the park/open space ground toward Edgewood to loop the waterlines in this general area. The watermain proposed along the main east-west road in the development will be a 10" or 12" main, with the others on secondary streets within the development being approximately 8".

Drainage – One of the City's primary goals in the review of this project, as well as in the determination to use TIF funds for a portion of its public infrastructure, has been to ensure that existing drainage problems in the adjacent Southview residential neighborhood are significantly reduced. This area has been subject to localized flooding for many years, with public drainage infrastructure in this neighborhood frequently being silted in from the runoff from Interstate 64 and from this undeveloped property, which has been used as a crop field for decades. Currently, stormwater runs off in an uncontrolled fashion from I-64, through this property, and into the adjacent residential neighborhoods, taking with it considerable quantities of silt which eventually leads toward blockages in the stormwater infrastructure in the neighborhood. To help address these problems, the developer and City proposed a large regional water detention basin on the eastern 15 acres of the development parcel for the purpose of controlling the runoff from this field and helping alleviate the drainage problems in the neighborhood.

The office project is proposed to have a large water detention basin on the eastern end of the property that will be dedicated to the City. Initially, a two acre lake (wet retention basin) was proposed, however, after review of the project by officials at Scott Air Force Base [the eastern portion of the property is in the Accident Potential Zone (APZ) II off the Scott AFB runway], they determined the wet basin could create a "bird strike hazard" for planes taking off and landing on the Scott runway. Consequently, the developer and City staff determined that a larger dry water detention basin would be a better alternative. This dry basin would satisfy the requirements of the Air Force as well as provide significant detention capacity on this property.

An independent drainage study was performed on the property by TWM, a copy of which is attached to this report. The developer's engineer, Netemeyer Engineering, has prepared a preliminary design for detention for the project site. The following is a brief background of the site's drainage provided by Netemeyer: "The existing site consists mostly of agricultural crop ground with areas of woods surrounding the larger drainage ways that flow through the property. The entire development has a Type B Hydrological Soil Group. In the pre-development condition, the approximately western half of the proposed development site drains from South to North with ground slopes of 2%-10%; the remaining eastern portion drains from approximately the Southern midpoint of the property to the northeast with ground slopes of 1%-30%. The post-developed condition, nearly the entire development will drain to the east using overland flow paths and storm sewers to discharge to a proposed retention pond [now changed to detention pond] located in the northeastern corner of the development. Final pond location, pond size, and outlet control devices will be submitted with the construction plans as well as the drainage calculations. The proposed site is not within a FEMA identified Flood Hazard area."

Building Elevations- Attached to this report are sample elevations for the single story smaller office buildings proposed on the northern half of the development closer to the homes along Dartmouth. These offices are to be constructed of masonry and glass and will look very similar to those constructed by the developer along Cambridge Blvd, particularly the smaller offices on the north side of Cambridge. The offices proposed for the southern half of the development closer to I-64 will mostly likely be two to three story office buildings and will also be constructed of masonry and glass. These offices will look very similar to the style and design of the offices in the Fairview Executive Park at Exit 12 on I-64.

Signage – There will be a proposed entry monument sign for the office development, with each office building having wall signage and potentially a small ground-mount monument sign. All signage must comply with the City's current sign regulations.

Lighting – The only lighting will be street lighting, parking lot lighting, and potentially some decorative lighting for the office buildings. All lighting will be required to be full cut-off type fixtures and will be shielded to minimize any indirect light spillover onto adjacent properties.

Landscaping and Buffer Requirements – The applicant will be required to construct either a Class A Buffer consisting of a 6 foot high privacy fence with landscaping (1 deciduous tree every 50 feet, one evergreen tree every 25 feet, and one evergreen shrub every 10 feet) or a Class B Buffer yard with a combination of berming, landscaping (as noted previously), and fencing.

Open Space – There is a proposed open space area planned for the eastern 15.92 acres of the 51 acre development site. In this area, a large water detention basin will be constructed to serve this site as well as prevent uncontrolled water drainage into the surrounding residential areas. This open space area and water detention basin are proposed to be constructed by the developer as part of this project and then dedicated to the City.

Variance Requests – The only variance being requested by the developer is to the maximum length of a cul-de-sac street, which the City's subdivision code states is 800 feet. The main street running east and west through the development is approximately 2,300 feet.

Review and Approval Criteria: Section 9.050 of Article IX "Planned Uses" lists several criteria for evaluating planned uses. As presently designed:

- Does the proposed project meet all applicable zoning standards set forth in the O'Fallon Zoning Regulations in regards to site development? *Answer: The project meets all applicable zoning standards, with the exception of a variance request to allow the main street to be longer than the City's maximum allowable cul-de-sac length of 800 feet.*
- Is the proposed development designed, located, and proposed to be operated so that the public health, safety, and welfare will be protected? *Answer: The proposed development is designed to be operated to protect the public health, safety and welfare.*
- Does the development of this parcel, as presently shown impede the normal and orderly development and improvement of the surrounding property, or impair the use, enjoyment, or value of neighboring properties? *Answer: The use will not impede the normal and orderly development and improvement of the surrounding property, nor impede the use, enjoyment, or value of neighboring properties. It will be designed to actually enhance the adjacent neighborhoods by addressing significant existing stormwater problems originating with this development parcel.*
- Does the site accommodate the building, parking, and drives with appropriate open space and safe, easy ingress and egress? *Answer: The site accommodates the building, parking, and drives with appropriate open space and safe, easy ingress and egress..*

- Does the proposed development meet the area-bulk requirements set forth in the O-1 and A district regulations? *Answer: The proposed development meets the area-bulk requirements set forth in the O-1 and A Districts.*

Staff Recommendation

Staff recommends approval of the project with the following conditions:

1. A variance is granted allowing the main street within the development, which is approximately 2,300 feet in length, to exceed the maximum length of a cul-de-sac street of 800 feet. This street is required to have a gated emergency access at Desoto.
2. The preliminary plat is recommended for approval, as provided.
3. The planned use rezoning from Ag unincorporated to City O-1(P) and A(P) is recommended for approval as provided.
4. The parcel is recommended for annexation to the City with the development plan as provided.
5. The detention basin and all related drainage systems are constructed to meet all City requirements.
6. The building elevations of all offices will be constructed primarily of masonry and glass.
7. The office buildings proposed along I-64 on the proposed large single lot will require future subdivision and planned use approval, as applicable.
8. The proposed retail center on Lincoln will require future planned use approval since there are no conceptual plans at this time for size, building elevations, or use.
9. Roadway improvements shall be made as recommended in this report, consistent with the recommendations of CBB in their traffic report, and as other wise approved by the City and County Engineers.
10. Utility connections and services shall be provided as identified in this report.

Attachments

Attachment 1 – Applications (Planned Use and Preliminary Plat)

Attachment 2 – Narrative

Attachment 3 – Zoning Map

Attachment 4 – Representative Building Elevations (3 views))

Attachment 5 – Scott AFB Response

Attachment 6 – Traffic Study

Attachment 7- Drainage Report

Attachment 8 – TIF Information

Attachment 9 - Sample Site Plan for Small Lot

Attachment 10 – Plat of Annexation

Attachment 11 – Overall Layout

Attachment 12 – Preliminary Plat (2 pages)