



## Legislation Text

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File #: 19-1250B, Version: 1

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### **CITY COUNCIL AGENDA ITEM**

#### **ACTION REQUESTED:**

Receive the staff report for the Polo Club development located at 23450 and 23700 W 119<sup>th</sup> Street - PZC 18-1-022 (Item 1 of 3)

**DEPARTMENT:** Transportation, Engineering and Development

**SUBMITTED BY:** Gabrielle Mattingly, Community Planner

#### **BOARD/COMMISSION REVIEW:**

The Planning and Zoning Commission considered PZC 18-1-022 on December 18, 2019. The Commission voted 6-1 to recommend approval of the rezoning request to R3A and voted 6-1 to recommend approval of the Preliminary PUD. Staff concurs with these recommendations.

#### **BACKGROUND:**

The subject property is located at the northwest corner of 119<sup>th</sup> Street and Book Road, with common street addresses of 23450 and 23700 W 119<sup>th</sup> Street, located in unincorporated Will County. The property is approximately 110 acres and is generally used as sporting fields with a handful of auxiliary structures. The subject property is surrounded by a residential neighborhood and Riverview Farmstead Preserve to the north; Book Road and Riverview Farmstead Preserve, including the DuPage River, to the east; 119<sup>th</sup> Street, Riverview Farmstead Preserve, a residential neighborhood, and agricultural property to the south; and a lawncare business to the west.

#### *Planning and Zoning Commission*

The Polo Club development has been presented at 4 PZC meetings since 2018 and was most recently heard at the December 18, 2019 PZC meeting. At the December meeting, 20 members of the public spoke raising concerns with the overall density and the potential traffic impact with multiple requests to extend the left turn lane on 119<sup>th</sup> Street. Following public comment, the PZC moved to close the public hearing and made a motion to approve the request to rezone the property to R3A (approved 6,1) and a motion to approve the request for a conditional use to establish the preliminary PUD (approved 6,1). The dissenting vote was cast by Commissioner Bansal who raised concern for the proposed density and traffic increases resulting from the proposal. The meeting minutes of the December 18, 2019 PZC meeting have been included as an attachment.

DR Horton has submitted several iterations to the plan based upon feedback received at prior PZC meetings. To provide Council with an idea of the most recent revisions submitted on the request, a summary has been included below. This summary captures what was presented to the PZC on December 18, 2019 versus what was presented on February 6, 2019.

#### *Revisions to Request*

The petitioner, DR Horton, has made alterations to the development to reduce the density from 500 single-family and single-family attached homes (as presented at the February 6, 2019 PZC meeting) to 480 single-family homes and single-family attached homes (as presented at the December 18, 2019 PZC meeting). A summary of the plan revisions is as follows:

- The total density has been decreased from 4.74 units per acre to 4.55 units per acre, under the maximum of 8 units per acre per the R3A zoning district requirements;
- A right-in/right-out entrance to the townhome neighborhood has been added on 119<sup>th</sup> Street;
- Partial widening of the south half of 119<sup>th</sup> street to three lanes across the entire Polo Club frontage;
- New Book Road will terminate at Hawkweed Drive, previously New Book Road was proposed to extend to 111<sup>th</sup> Street;
- The clubhouse has been redesigned;
- The width of the traditional single-family lots has increased from 56' to 67' wide;
- The number of single-family detached homes has been increased from 138 to 155 (an increase of 17 units). 112 of the 155 single-family detached units will be age targeted;
- The number of single-family attached units has been decreased from 362 to 325 (a decrease of 37 units). 57 of the 325 single-family attached dwelling units will be age-targeted;
- No deviations are being requested with the revised proposal.

### **DISCUSSION:**

The petitioner, DR Horton, requests annexation of the subject property into the City of Naperville, rezoning of the property to R3A (Medium Density Multiple-family Residence District) upon annexation, subdivision, and a conditional use for a preliminary PUD in order to develop the subject property with 480 single-family detached homes, single-family attached homes (townhomes), common open space, a clubhouse and related amenities. The proposed development will be constructed in 3 phases. A phasing exhibit has been included in the attachments showing which portions of the development will be constructed within each phase.

### *Rezoning*

The petitioner requests rezoning upon annexation to R3A (Medium Density Multiple-family Residence District) to facilitate the proposed mix of single-family detached and single-family attached housing types. The proposed development provides a transition from less intense residential and forest preserve uses to the north, to the more intense towards the arterial road (119<sup>th</sup> Street) to the south, and commercial and industrial districts located further to the south and west (near Route 59 and 119<sup>th</sup> Street), by situating the single-family detached in the northern and southeast portions and single-family attached homes on the southwest side of the site. The revised proposal is less dense but still provides a mix of single-family detached and single-family attached that is consistent with the intent of the R3A district to accommodate a variety of housing types.

The proposed neighborhood and zoning is also consistent with the goals and recommendations of the Southwest Community Area Plan and the City's Analysis of Impediments to Fair Housing Choice ("AI") in 2017 by providing a variety of housing types, open space and recreational areas, and transportation connections, as further described below.

### *Comprehensive Plan*

While the subject property is not located within the City's current planning boundary, it is adjacent to property located within the City and to the Southwest Community Area Plan boundary. Staff has identified the following goals from the Southwest Community Area Plan (applicable plan page

numbers noted below) which the proposed development furthers:

1. *A range of housing opportunities meeting a variety of lifestyles (p.9):*
  - a. Identify various residential product types and establish ways in which they can be integrated in a compatible manner
2. *Balance development with ample open space and recreational areas, while protecting natural and environmentally sensitive resources (p.9):*
  - a. Plan and develop links ... between recreation and open space uses
  - b. Link environmental features for use as recreational ... amenities within the Southwest Community Area
3. *Safe and convenient roadways which seek to minimize traffic impacts as land is further developed (p.10):*
  - a. Design and construct a transportation system that maximizes roadway capacity

The analysis completed as part of the City's AI also identified a concentration of single-family homeowner units and few multi-family rental units in the southern portion of the City. Similar to the Southwest Community Area Plan, the AI recommends development of a variety of housing types to meet the various needs of residents. The petitioner's proposal is generally consistent with the goals of the Southwest Community Area Plan and the AI by providing a mix of housing types, providing open space and natural areas, and facilitating road and bike path connections.

The petitioner's responses to the Standards for Granting a Rezoning are included in the attachments.

#### *Preliminary Planned Unit Development*

The subject property consists of approximately 110 acres that is predominately used as sporting fields with several associated structures and gravel parking areas. The petitioner seeks approval of the proposed Polo Club Preliminary PUD in order to develop the property with two different housing types including 155 single-family detached homes and 325 single-family attached homes for a total of 480 dwelling units. The overall density of the Polo Club development is 4.55 units per acre, which is less than the maximum of 8 units per acre permitted in the R3A district.

The single-family detached homes are generally located in the north and southeast portions of the property with lots ranging in size from roughly 6,360 square feet to 16,714 square feet, in compliance with the R3A minimum required area (6,000 square feet) and width (50'). The northeast to the southeast portions of the site will consist of 112 age-targeted single-family detached units and the northwest portion will consist of 43 traditional single-family detached units.

Two different single-family attached (townhome) types are proposed. The Freedom (Triplex Villas) Series proposed generally in the southeast portion of the property are single story, 3-unit buildings with front loaded 2-car garages. A total of 57 units in 19 buildings are proposed for the Freedom Series. The Seaboard Series proposed generally in the southwest corner of the property are three story, 4 to 7-unit buildings with rear loaded 2-car garages. A total of 268 units in 48 buildings are proposed for the Seaboard Series. Both of the proposed townhome types include a minimum of 50% masonry (brick and/or stone) exterior building materials as required by Municipal Code Section 5-2C-3 (Exterior Wall Construction) and adequate number of parking spaces.

An anti-monotony provision will be included in the development approval that prohibits the single-family detached and single-family attached buildings directly next door or directly across the street

from having the same front elevation and/or color package as one another.

The proposed Polo Club development provides approximately 35.2 acres of common open space, or roughly 33.4% of the subject property, exceeding the 30% minimum area required by City Code. The open space includes landscaped buffer areas, naturalized detention ponds with sitting areas, and a clubhouse with game courts, dog park, and amenities. A multi-use path will be constructed along the north side of 119<sup>th</sup> Street from the west property line of the subject property to the old Book Road. Note: In addition to the 35.2 acres of common open space, there are 3.0 acres of park dedicated to the Naperville Park District, 1.25 acres of HOA park, and five outlots within the development. These areas are not included in the calculation of the common open space as they do not meet the criteria for common open space. The petitioner's responses to the Standards for Granting a PUD are included in the attachments.

#### *Landscape Plan*

In addition to the required parkway trees along all public rights-of-way, the landscape plan includes a variety of landscaping to buffer, provide shade, and enhance the proposed development. Landscape buffers ranging from 25' to 35' wide are located along 119<sup>th</sup> Street and Book Road providing screening from those roadways. Both the Polo Club Drive and Hawkweed Drive entrances are designed as boulevards with landscaping proposed in the median and along the side of each roadway. 30' landscape buffers are located along the north property line north of the single-family detached homes, respectively.

Four overlooks are proposed including benches and decorative pavers. These overlooks are located near the intersection of Livery Avenue and Hawkweed Drive, at the Clubhouse located north of Polo Club Drive, and around the naturalized stormwater feature located east of Book Road. These overlooks are connected throughout the development by paths and sidewalks and provide walkers and bicyclists spots to rest and enjoy the natural features of the neighborhood.

#### *Waste Service*

Information on waste service has been provided by the petitioner. Given the design of the single-family attached homes on the southwest portion of the site, future tenants will be required to move their garbage to the nearest curb for curbside pickup. The petitioner has provided an exhibit showing the proposed garbage pickup locations which has been included in the attachments. As proposed, some buildings have up to 7 units to a building. These units will be required to take their garbage can to one location, therefore, approximately 14 garbage bins may be held at each location at a time. While this set-up has been used in other townhome developments in the City (i.e., Mayfair), staff does have some aesthetic concerns regarding the garbage pickup.

#### *Forest Preserve District*

As part of the proposed development, DR Horton will install a trail extending from an existing trail on the Forest Preserve's property to 119<sup>th</sup> Street. This trail is planned to be located within the Old Book Road right-of-way (which would require the City to vacate the Old Book Road right-of-way easement to the Forest Preserve District, subject to future City Council review and approval). Old Book Road currently provides access for a privately owned parcel (referred to as the Bronk property). If an agreement cannot be reached with the owners of the Bronk Property, an alternative trail route will be proposed (subject to concurrence by the Forest Preserve District). The alternative trail locations will be identified in the Polo Club annexation agreement.

In addition, DR Horton's proposed expansion of 119<sup>th</sup> Street Improvements will encroach upon property located south of the existing 119<sup>th</sup> Street right-of-way which is owned by the Forest Preserve District. Accordingly, the City and the Forest Preserve District anticipate entering into an intergovernmental agreement and a license agreement for the Forest Preserve District to grant the City permission to use this property for expansion of 119<sup>th</sup> Street; the expanded 119<sup>th</sup> Street will be built in this area by DR Horton at its cost.

Finally, as part of the above negotiations, the Forest Preserve District has requested that Naperville water be provided to serve a drinking fountain on its property south of 119<sup>th</sup> Street, which property is currently unincorporated. Given that the Forest Preserve District is a tax-exempt governmental body, staff will prepare a resolution for review by the City Council at a future meeting date (if so directed) that will permit the extension of City water services to the Forest Preserve District without requiring annexation.

### *Traffic Study*

DR Horton hired traffic engineering consulting firm Gewalt Hamilton Associates to conduct a traffic impact analysis. Key aspects of the traffic impact analysis are provided below.

### Existing Roadway Network

The Polo Club development would be served by the following roadways with the associated classifications as defined in the City's Master Thoroughfare Plan. North: Hawkweed Drive (Local Road); east: new Book Road (Minor Arterial), to be constructed to Hawkweed Drive as part of this development; west: No connection from the west; and south: two connections to 119<sup>th</sup> (Minor Arterial). The South Pointe subdivision exists to the north of this development and will be connected via Hawkweed Drive. The new Book Road will be constructed from Hawkweed Drive to 119<sup>th</sup> Street, connecting South Pointe subdivision to 119<sup>th</sup> Street.

### Access

Access from the Polo Club subdivision to the existing roadway network is proposed at five locations:

- A connection to Hawkweed Drive to the north
- An extension of Hawkweed Drive to new Book Road
- A connection to 119<sup>th</sup> Street at new Book Road
- A connection to 119<sup>th</sup> Street at Polo Club Drive (new proposed road)
- A right-in/right-out connection to 119<sup>th</sup> Street at Tailshot Lane (new proposed road)

### Trip Generation

The total number of estimated daily trips generated by the Polo Club Development is 3,482 (in and out). This estimate is based upon the Institute of Transportation Engineers manual, Trip Generation 10<sup>th</sup> Edition. Appropriate trip generation rates were used to evaluate 155 single-family dwellings, 57 ranch single-family attached dwellings, 268 three-story single-family attached dwellings. Despite having an age targeted component to this development, all trip generation results are for standard dwelling units, resulting in a higher value than if elderly dwelling unit values were used. Proposed traffic volumes are forecasted to 2028, 5 years past expected completion. The site generated traffic volumes were combined with the year 2028 no-build volumes to provide the total traffic counts which can be found in Exhibit 8 of the Traffic Impact Study.

### Trip Distribution

Trips for the proposed development were distributed based upon anticipated traffic patterns

accounting for local attraction to existing transportation corridors as well as the proposed access system (Exhibit 7 of the Traffic Impact Study). 10% of traffic is expected to travel north from the site, 15% is expected to travel east on 119<sup>th</sup> Street past Naperville Road and 10% is expected to travel west on 119<sup>th</sup> Street past Route 59. 15% is expected to travel north of 119<sup>th</sup> Street on Route 59 and 15% is expected to travel south of 119<sup>th</sup> Street on Route 59. Less than 5% is expected to travel on Book Road south of 119<sup>th</sup> Street. On Naperville Road, 20% is expected to travel north of 119<sup>th</sup> Street and 10% is expected to travel south of 119<sup>th</sup> Street.

#### Intersection Level of Service

As part of the study, the traffic consultant evaluated the morning and evening peak hour level of service at intersections near the site. The signalized intersections of IL Route 59 at 119<sup>th</sup> Street and Plainfield-Naperville Road at 119<sup>th</sup> Street as well as the stop controlled intersections of 119<sup>th</sup> Street at Wolf Drive, 119<sup>th</sup> Street at Polo Club Drive, and 119<sup>th</sup> at new Book Road, 119<sup>th</sup> at Tailshot Lane, and Book Road at Hawkweed Drive were evaluated using proposed traffic volumes and distributions.

The study found that all intersections other than IL Route 59 at 119<sup>th</sup> Street met or exceeded intersection Level of Service (LOS) C during the morning and evening peak hours. LOS D is considered appropriate for design purposes. The petitioner has proposed improvements to the signalized intersection at IL Route 59 at 119<sup>th</sup> Street to improve the intersection's efficiency.

#### Book Road Improvements

Book Road currently exists in this area as a local road both north and south of 119<sup>th</sup> Street. The roadway south of 119<sup>th</sup> Street is not included within the limits of the project and will remain. The portion of Book Road north of 119<sup>th</sup> Street will be vacated through the western half width of the roadway as part of this development. The eastern half width of the roadway will continue to be owned by the Forest Preserve District of Will County.

A new Book Road will be built to the west of the existing Book Road. The new Book Road will be constructed as a 3-lane pavement section along the site within a 100' right-of-way and will terminate at Hawkweed Drive (note: the City will make determinations when new Book Road will be extended north to 111<sup>th</sup> Street through a separate project). At the Book Road and 119<sup>th</sup> Street intersection, two southbound lanes will be striped for separate left and right turns and the intersection will be stop controlled. At the Book Road and Hawkweed Drive intersection, one eastbound turn lane will be provided and the intersection will be stop controlled.

#### 119<sup>th</sup> Street Improvements

The developer will improve 119<sup>th</sup> Street by widening the street along the site frontage to provide a 3-lane street within a 90-100-foot right-of-way. The street will be further improved by adding a 10' wide shared use path along the northern edge. These improvements will improve traffic flow and minimize the impact of the development on existing traffic conditions. The Village of Plainfield has requested reimbursement from DR Horton for property owned by Plainfield that will be needed for proposed 119<sup>th</sup> Street improvements.

At the intersection of IL Route 59 at 119<sup>th</sup> Street, the petitioner will be restriping the existing westbound turn lane to provide additional stacking and will be improving the eastern leg of 119<sup>th</sup> with a dedicated right-turn lane. The right-turn lane will be constructed within the existing right-of-way and will provide improvements for westbound traffic. As noted in the Traffic Impact Study, this improvement along with traffic signal timing adjustments will result in a significant improvement over

anticipated 2028 conditions but will remain a LOS F at the intersection during the PM peak hour.

### *Stormwater Management*

The proposed development is within Will County and is designed to meet the requirements of the Will County Stormwater Ordinance. As floodway and floodplain are within the project limits, both City and County staff will be reviewing the stormwater submittal for this site.

The preliminary stormwater management analysis as prepared by CEMCON shows the site will utilize two detention ponds to cumulatively provide 58.93 acre-feet of storage, this surpasses the required volume of storage. Runoff from site will be attenuated in the stormwater management facility located east of new Book Road. Discharge from this pond will be less than the permitted rate for both the two-year and 100-year events per the Stormwater Ordinance.

There is floodplain fill included in this development in order to create the stormwater management facility east of new Book Road. The total floodplain fill is 2.5 acre-feet. The total provided compensatory storage is 6.3 acre-feet, exceeding the requirement of 1:1 fill to compensatory storage.

All components of the preliminary stormwater management analysis meet or exceed the requirements of the Will County Stormwater Ordinance. This will result in predictable stormwater management and discharge behavior while allowing for upland offsite flows to benefit from the excess capacity provided on site. Installation of these stormwater management facilities will also benefit downstream properties during major rainfall events.

### *Naperville-Plainfield Boundary Agreement*

The Naperville-Plainfield Boundary Agreement expired in February of 2018. Prior to its expiration, the subject property was included in Plainfield's planning boundary and was therefore anticipated to incorporate into Plainfield if annexation were to be requested. In addition to creating a new boundary line which places the subject property in the City of Naperville's planning boundary, the proposed Boundary Agreement also addresses other issues, including but not limited to an agreement to seek to modify IEPA Facility Planning Areas so that they reflect the modified agreed upon boundary, and not to object, irrespective of such modification, to the issuance of utility permits within each public body's boundary area. The proposed new Boundary Agreement will be subject to review and approval by both the Naperville City Council and the Plainfield Village Board at a future date.

### **Key Takeaways**

- The petitioner requests annexation, rezoning to R3A upon annexation, subdivision, and a conditional use for a Preliminary PUD in order to develop a mix of 155 single-family detached and 325 single-family attached on the subject property.
- Staff is supportive of the proposed use and layout of the subject property and is in support of the revisions to the proposal given the reduction in the overall density. The proposed development is compatible with the surrounding area and includes amenities that exceed Code requirements.

### **Related Files**

The following agenda items are related to PZC 18-1-022:

- Direct staff to prepare ordinances and agreements for the Polo Club development located at 23450 and 23700 W 119<sup>th</sup> Street - PZC 18-1-022 (Item 2 of 3)
- Adopt the resolution to extend the application deadline for the Polo Club development located

at 23450 and 23700 W 119<sup>th</sup> Street - PZC 18-1-022 (Item 3 of 3)

**FISCAL IMPACT:**

N/A