



## Legislation Text

---

File #: 22-1106B, Version: 1

---

### CITY COUNCIL AGENDA ITEM

#### **ACTION REQUESTED:**

Provide feedback on the items provided under the Discussion section and direct staff to prepare the necessary agreements and ordinances approving the Naperville Polo Club development (6 positive votes) - PZC 22-1-056

**DEPARTMENT:** Transportation, Engineering and Development

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

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

The Planning and Zoning Commission conducted a public hearing on the Naperville Polo Club on September 21, 2022. Four members of the public spoke on the request. One member of the public spoke in support of the proposed connection from Hawkweed Drive finding it would provide an exit from the subdivision directly to 119<sup>th</sup> Street. Three members of the public spoke in opposition generally raising concerns with the proposed density, traffic generation from the development, and the proposed Hawkweed connection. Following commissioner discussion, the PZC closed the public hearing and made a motion to approve the request (approved 7,0).

#### **BACKGROUND:**

##### **City Council Direction Requested**

Staff is seeking feedback from the City Council on certain outstanding items (as further described under **Discussion** below) in order to prepare the necessary ordinances and agreements for Naperville Polo Club. Once feedback is received (6 positive votes required), staff will prepare the necessary agreements and ordinances for a future hearing and review before the City Council.

The subject property is located at the northwest corner of 119<sup>th</sup> Street and Book Road, located in unincorporated Will County. The property is approximately 110 acres and is generally used as sporting fields and is improved with a few auxiliary structures. The subject property is surrounded by a residential neighborhood to the north (South Pointe); Will County Forest Preserve to the east (the Riverview Farmstead Preserve); 119th Street, a residential neighborhood, and agricultural property to the south; and a business to the west. The property located to the north is incorporated within the City of Naperville and the properties located to the south, east, and west are in unincorporated Will County.

##### ***Overview of Proposed Residential Units***

The Petitioner, Pulte Home Company, LLC, (“**Petitioner**” or “**Pulte**”) requests the following entitlements in order to develop the subject property with a mix of dwelling units, including common open space and two multiuse fields, as further described below:

- Annexation; Rezoning to R2; approval of a Preliminary Subdivision Plat and Preliminary PUD Plat;
- approval of a conditional use to permit townhomes;
- approval of PUD deviations for the Springs Series and to increase the maximum height and size of the four proposed monument signs;
- approval of a variance to eliminate the masonry requirement for the townhome units; and
- approval of a temporary use to approve a marketing signage plan.

The Naperville Polo Club will serve as a transition between single-family residential and forest preserve uses to the north and east and the more intense arterial road (119<sup>th</sup> Street) to the south. The proposed Naperville Polo Club is consistent with the intent of the R2 zoning district and PUD requirements to provide a variety of housing types with ample open space. As proposed, the development includes:

- The Estates Series: 59 single family lots, ranging in size from 7,903 square feet to 15,448 square feet, located directly adjacent to South Pointe Subdivision. A 25' wide landscape buffer is also proposed along the north property line between the Estates Series and South Pointe. The Estates Series includes the largest single-family lots in the proposed development.
- The Meadows Series: 54 single-family lots, ranging in size from 6,730 square feet to 10,499 square feet, located just south of the Estates Series.
- The Spring Series: 139 single-family lots generally located throughout the center of the property and in the southwest corner of the property. Multiple deviations are requested for the Springs Series as follows:
  - Reduce the minimum lot size from 6,000 sf to 4,510 sf
  - Reduce the minimum lot width from 50' to 41'
  - Reduce the front yard setback from 25' to 20'
  - Reduce the interior side yard setback from 16' total for 2 side yards with each side yard a minimum of 6' to 11' total for 2 side yards with each side yard a minimum of 5'
  - Reduce the corner side yard setback from 15' to 10'
  - Reduce the rear yard setback from 25' to 20'
  - Permit the eaves to encroach 12" into the easements
- The Townes Series: 149 townhome units located within 33 buildings generally located in the southern portion of the property. The Townes Series requires approval of a conditional use to permit townhomes in R2 and a variance to waive the masonry requirement as described below:
  - Per Code, townhomes are required to provide a minimum 50% masonry (brick and/or stone). The Petitioner is seeking approval of a variance to reduce this requirement to 0%. The Petitioner has indicated that each townhome unit will consist primarily of vinyl siding and will include portions of masonry (as depicted on the submitted building elevations); however, the Petitioner cannot specify a minimum % of masonry to be provided per building. The Petitioner has stated that the variance is being requested as

masonry adds substantial development costs which does not support the desire to sell a portion of the townhomes at a level below market rate. Additionally, the Petitioner notes that the variance will help to provide consistent architecture throughout the development as the masonry requirement is not required for the single family detached units.

- PUD Open Space: 28 acres of common open space, or roughly 38% of the subject property, are provided. This exceeds the Code required minimum PUD open space of 30%. Open space includes landscaped buffer areas, stormwater management ponds with two paved overlooks with pergolas, and a multi-use path along the north side of 119<sup>th</sup> Street and within the development.
- Park Donation: two multi-use fields (5.82 acres) with associated parking and an additional open space in the center of the site known as Outlot F (2.22 acres) will be dedicated to the Naperville Park District in conjunction with the proposed development.

The Petitioner's responses to the Standards for Granting a Rezoning; Standards for Granting a PUD, Standards for Granting a Conditional Use to permit townhomes, Standards for Granting PUD Deviations for the Spring Series; Standards for Granting a PUD Deviation for the Monument Signage; and Standards for a Variance to Eliminate the Masonry Requirement are included in the attachments.

### ***Overview of Roadway Improvements & Traffic Impact Study***

Pulte hired traffic engineering consulting firm KLOA to conduct a Traffic Impact Study (TIS). The City has retained Civiltech Engineering, Inc. to conduct a review of the TIS. The TIS can be found in the attachments.

- Old Book Road: Pulte will dedicate Outlot D to the Will County Forest Preserve District (WCFPD) through which Old Book Road extends. The Petitioner has indicated that they will be entering into a development agreement with the WCFPD to set forth specific terms of the conveyance as a condition to Pulte's first final plat.
- New Book Road Improvements: Pulte will dedicate 100' right of way for new Book Road which will be built from 119<sup>th</sup> street to their northern property line and has committed to substantially completing construction of the roadway within two years of the date of recordation of the annexation agreement. Pulte will construct a ten-foot-wide asphalt shared use path on the east side of new Book Road and a five-foot concrete sidewalk on the west side of new Book Road and will provide cut corner dedications on all corners adjacent to new Book Road.
- Interim 119<sup>th</sup> Street Improvements (Pulte): Along the frontage of the subject property, 119<sup>th</sup> Street is currently a two-lane rural road under the jurisdiction of Wheatland Township. As part of the improvements to the subject property, the Petitioner proposes the following improvements to 119<sup>th</sup> Street:
  - A westbound to northbound right-hand turn lane at the intersection of Route 59 and 119<sup>th</sup> Street which will provide 300' of storage with a 175' taper; and
  - Extension of the existing westbound to southbound left-hand turn lane at Route 59 and 119<sup>th</sup> Street which will provide 185' of storage with a 140' taper; and
  - Left turn lanes at all of the entrances to the Polo Club and at Book Road
  - Construction of a 10' wide asphalt shared use path on the north side of 119<sup>th</sup> from old

- Book Road west to their western property line; and
  - A 20' wide easement north of the 119<sup>th</sup> Street right-of-way for sidewalk, bikeway, public utilities, drainage and other utilities as approved by the City; and
  - Cut corner dedications on all corners adjacent to 119<sup>th</sup> Street; and
  - A 60' right-of-way dedication on the north side of 119<sup>th</sup> Street at no cost to the City.
- **Long term 119<sup>th</sup> Street Improvements:** 119<sup>th</sup> Street currently falls within the jurisdiction of multiple public bodies. Upon annexation, the portion of 119<sup>th</sup> Street that is adjacent to Naperville Polo Club will fall under the jurisdiction of the City of Naperville. Implementation of long-term and costly improvements on 119<sup>th</sup> Street will require the coordination and cooperation of the Village of Plainfield, the Village of Bolingbrook, Wheatland Township, the Will County Forest Preserve District, and the City of Naperville. It is estimated that the long-term improvements to 119<sup>th</sup> Street will not be completed for at least 10 years from annexation. While staff anticipates that the long-term improvements will likely benefit from partial IDOT funding, these improvements will require agreement between the public bodies described above and a multi-million-dollar financial contribution from the City.

## **DISCUSSION:**

### ***City Council Direction Requested***

Staff is seeking City Council direction on the following items. Because the annexation of Naperville Polo Club requires at least 6 positive City Council votes in order to be approved, staff is seeking at least 6 positive votes on the outstanding items below to ensure that a Council consensus is reached before the necessary agreements and ordinances are prepared.

#### **1) Council Direction Sought: Should a new boundary agreement be pursued with the Village of Plainfield to allow Naperville to annex the Naperville Polo Club?**

The subject property is located in unincorporated Will County and is not currently governed by a boundary agreement. Per the Illinois Municipal Code, the corporate authorities of municipalities are authorized to agree upon boundaries for unincorporated territory that lies within 1.5 miles of the boundaries of such municipalities. The City of Naperville and the Village of Plainfield previously entered into a boundary agreement in 1987; however, this boundary agreement expired on February 18, 2017 (Ordinance #87-194).

In the prior boundary agreement, the subject property was located within Plainfield's development and facility planning area. If the City desires to annex the Naperville Polo Club property, a new boundary agreement with Plainfield will be required. In previous discussions, the Village of Plainfield was not opposed to the boundary being shifted to allow the Naperville Polo Club property to annex to Naperville; however, Plainfield desires to have the vacant property located at the northeast corner of 119<sup>th</sup> Street and Route 59 within their planning area.

If Council concurs that a new boundary agreement with Plainfield should be pursued to allow Naperville to annex the subject property for the Naperville Polo Club development, Naperville will work with Plainfield to finalize a new boundary agreement. Provided that a new boundary agreement can be successfully negotiated between the two parties, each municipality will then be required to provide notice and hold a hearing on the proposed agreement. Staff recommends that Plainfield conduct their hearing first; if approved by Plainfield, the boundary agreement will be presented to the Naperville City Council along with the final agreements and ordinances for the Naperville Polo Club.

If a new Naperville/Plainfield boundary agreement cannot be successfully established, Naperville Polo Club's request to annex into the City of Naperville will not be presented to the Naperville City Council for consideration.

**2) Council Direction Sought: Should Pulte contribute \$500,000 to fund the Phase 1 Engineering Study for 119<sup>th</sup> Street Improvements?**

*Staff Recommendation: Pulte should contribute \$500,000 to fund the Phase 1 Engineering Study for 119<sup>th</sup> Street Improvements.*

The City's involvement in the 119<sup>th</sup> Street improvements will be caused by annexation of the Naperville Polo Club development. A Phase 1 Engineering Study for 119<sup>th</sup> Street will cost approximately \$500,000. The Petitioner proposes to contribute \$300,000 towards the Phase 1 study with the City covering the remaining \$200,000. Staff recommends that the Petitioner be required to pay the full estimated amount of the Phase 1 engineering study. If that amount is not sufficient to cover the cost of the study, the Petitioner will not be responsible for those costs.

**3) Council Direction Sought: Should Pulte redesign the layout of the northern intersection of Road C and Road D to address engineering staff's safety concerns?**

*Staff Recommendation: Pulte should redesign the layout of the northern intersection of Road C and Road D to address engineering staff's safety concerns.*

Staff does not support the layout of the northern intersection of Road C and Road D, due to the close proximity of a sharp curve to the T intersection. The Illinois Vehicle Code requires vehicles on the terminating leg of a T-intersection to stop for the adjacent through street. Though this intersection is expected to serve a low volume of vehicles, the proposed alignment could make it difficult for drivers to determine which street is the through street and which approach is required to stop. To avoid this potential confusion and safety concern, staff has recommended that the Petitioner adjust the roadway configuration; however, the Petitioner wishes to maintain the intersection as drawn.

**4) Council Direction Sought: Should the Hawkweed Drive connection be gated only during construction of the Naperville Polo Club? Or should the Hawkweed Drive connection remain closed until improvements to 119<sup>th</sup> Street are completed?**

*Staff Recommendation: The Hawkweed Drive connection should remain gated only during construction of the Naperville Polo Club.*

During the construction of the South Pointe subdivision to the north of the subject property, a stub street (Hawkweed Drive) was platted with the intention of providing connectivity to the property to the south. The Petitioner plans to construct the road (Hawkweed Drive) connection through their development up to the stub street. The Hawkweed Drive connection will benefit both neighborhoods as it expands access to major roads.

In response to neighbor concerns regarding cut-through traffic, the Petitioner proposes to install a gate at the Hawkweed Drive connection point which would remain in place until the long-term improvements of 119<sup>th</sup> Street are completed (note: this may take as many as ten years). Staff does not believe that the Hawkweed connection will be an attractive cut-through route for the general public outside of these neighborhoods due to the characteristics of the roadway network in these neighborhoods. The roundabout proposed in Polo Club will provide a traffic calming measure, while the road layout in South Pointe requires drivers to make multiple turns before reaching Route 59. In

addition, the interim turn lane improvements that Pulte will be implementing at the Route 59 and 119<sup>th</sup> Street intersection will also partially address the existing intersection capacity issues. Finally, staff believes that if the Hawkweed connection remains gated until completion of 119<sup>th</sup> Street, there could be much neighborhood and property owner resistance when the Hawkweed connection is finally proposed to be open in the future.

As an alternative to the petitioner's proposal, staff proposes to allow the Petitioner to install a gate at the Hawkweed Drive connection point which shall remain closed until the majority of the construction of the Naperville Polo Club is complete. Said gate shall also be reviewed and approved by the TED Department, the Fire Department and Public Works prior to installation.

**5) Council Direction Sought: Is Pulte's proposal for below-market units sufficient to support the deviations/variances requested for these units?**

In support of Pulte's requests for PUD deviations for the Springs Series of residences, and their request to eliminate masonry from the Townes series of residences, Pulte is proposing that a minimum of 20% of the units in the Springs Series (i.e., 28 units) and 20% of the units in the Townes Series (i.e., 30 units) will initially be sold at a price that is at or below 80-100% Naperville AMI (for reference, this is equivalent to a home purchase price ranging between \$352,000 - \$440,000, depending on household size). Staff finds that this purchase price will result in a unit that is priced below market, but that these units will not meet federal affordability standards. Further: (i) the lower sales price proposed by Pulte will only be applicable to the initial sale of the below market residences; and (ii) residents will not have to meet income requirements in order to purchase these units. Accordingly, any buyer at any income threshold could purchase the below market unit and could also resell that unit at market price at any time.

Overall, while the below market units do not constitute affordable housing under any federal standard, staff finds that the smaller units on smaller lots proposed in the Springs Series and the below-market units proposed in the Springs and the Townes Series will help to meet an unmet housing need in the City and will diversify the City's housing stock by providing a portion of for-sale below-market units.

**FISCAL IMPACT:**

Upon annexation of the Polo Club property, the City will be financially responsible for a share of the costs to undertake the 119<sup>th</sup> Street improvements, estimated to cost approximately \$20 million dollars.