

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

Yorktown Mall – 1-378 Yorktown Center

April 20, 2015

Title

PC 15-07

Petitioner

YTC Mall Owner, LLC
203 Yorktown Center
Lombard, IL 60148

Property Owner

Same as above

Property Location

203 Yorktown Center
(06-29-301-008 and 06-29-400-002, among others within the PD)
(Trustee District #3)

Zoning

B3PD Community Shopping
District Planned Development

Existing Land Use

Retail Commercial

Comprehensive Plan

Regional Commercial

Approval Sought

Major change to the Yorktown Center Planned Development for an amended roadway configuration for the perimeter ring road and the Fairfield Avenue entrance

Prepared By

William J. Heniff, AICP
Community Development
Director



LOCATION MAP

PROJECT DESCRIPTION

The petitioner is proposing to make improvements to the perimeter ring road and the Fairfield Road entrance (near Butterfield Road). The improvements will not require any changes to the Butterfield/Fairfield traffic signal or public intersection. The primary purpose of the amendment is to ensure that the access into, around and out of the center is properly accommodated while providing for an enhanced customer experience.

APPROVAL(S) REQUIRED

Pursuant to Section 155.504(A)(9) of the Lombard Zoning Ordinance, the petitioner requests approval of a major change to the approved Yorktown Center Planned Development, located within the B3 Community Shopping District. The petition seeks approval of an amended roadway configuration for the perimeter ring road and the Fairfield Avenue entrance.

EXISTING CONDITIONS

The subject property is currently improved with a regional shopping mall. Currently, there is a single signalized driveway that provides access to Yorktown Center from Butterfield Road. The internal roadway system experiences congestion during peak traffic times. Eriksson Engineering Associates, LTD. (EEA) analyzed the current conditions and congestion to develop a plan to improve traffic flow. During the holidays, as many as 7,000 vehicles can pass through the intersection.

PROJECT STATS

Lot & Bulk

Parcel Size: Approx. 158
 acres

Parking Spaces

Approx. 8,200 Parking Spaces
for entire center

Submittals

1. Petition for a public hearing, submitted May 28, 2014;
2. Standards for a Planned Development and a Conditional Use;
3. Plat of Survey;
4. Project Description, undated;
5. Site plan, prepared by Eriksson Engineering Associates, Inc., dated May 27, 2014, revised June 6, 2014;
6. Memo from Eriksson Engineering Associates, Ltd. to Yorktown Center, dated June 9, 2014;
7. Future Pedestrian Access, Figure 7, prepared by Eriksson Engineering Associates, Inc., undated; and
8. Memo from Kenig, Lindgren, O'Hara, Aboona, Inc. to Village of Lombard, dated June 11, 2014.

INTER-DEPARTMENTAL REVIEW

Building Division:

The Building Division has no comments on the petition.

Fire Department:

The Fire Department notes that roadways will need to meet the vehicle loading and turning radius requirements of the largest fire department apparatus. Staff has reviewed this and it does meet the turning radius.

Private Engineering Services:

1. The flex-bollards, as shown, do not extend far enough north to deter southbound traffic from making the left turning movement into the southern driveway of Chase. The bollards should be extended into the stripe area further north of the painted stripe area at the end of the island. (This item will be addressed in final engineering.)
2. The new northwestern leg of the intersection does not show a stop bar, nor a stop sign. The only leg of the intersection that should be free flowing is the inbound leg from Butterfield to limit the impact to the traffic on Butterfield with this change in the traffic configuration. (This final plan proposes stop signs on the ring road and the new exit point; the southern leg will be free-flow.)

Public Works:

The Department of Public Works has no comments on the petition.

Planning Services Division:

The Planning Services Division (PSD) notes the following:

1. Surrounding Zoning & Land Use Compatibility

	Zoning Districts	Land Use
North	R5PD	Multi-family residential
South	OPD	Offices
East	OPD	Northern Baptist Theological Seminary
West	CR, R4PD	Highlands of Lombard, Allerton Ridge Cemetery, Offices

The subject property is compatible with surrounding land uses as Yorktown Center is the major anchor of the 22nd Street-Butterfield Road corridor.

2. Site Plan: Access & Circulation

The primary purpose of this petition is to review the proposed reconfiguration of the Butterfield/Fairfield entrance at the existing ring road. This intersection is located on the mall property and is not a public right of way. However, as the intersection and any major modifications to could have an impact upon overall vehicle traffic operations in the area, the proposed modifications are deemed to be major changes to the planned development.

The proposed design changes as part of an overall parking lot revitalization effort by the property owner to the center. The project is being divided into two distinct segments – the internal parking lot improvements (Phase 1) and the exterior ring road improvements (Phase 2).

Phase 1 improvements, which have been already permitted and were deemed by the Director to be minor changes, consist of the following activities:

- a. A new enhanced drop-off/pick-up area is being constructed at the enhanced main mall entrance.
- b. A new center island will be constructed to provide for efficient one-way flow at this previously congested area and will function much like a traffic circle.
- c. A center drive aisle will be constructed through the existing parking lot to better guide shoppers through the lot and away from the ring road.
- d. New landscape islands will be placed throughout the lot to break up the large asphalt mass and facilitate proper traffic movements. These islands will also bring the center into closer compliance with the landscape provisions within the Zoning Ordinance and will provide additional pervious surface area.

Phase 2 of the project consists of the following physical improvements:

- a. The existing southeast leg will be reconfigured from its exiting two lane profile to a three lane profile. The far right lane will be designed to be a right-turn only lane with its design being such that slowing will not occur and will merge directly into the ring road. The center lane will be for through movements directly into the interior parking lot of the mall and will provide for direct access to the reconfigured entry and drop-off/pick-up area at the new main entrance area. The left lane will be for through and left turn movements. Each of these lanes will be free flowing and motorists will not have to stop, as is the current practice at this intersection and the common design standard for entry intersections at malls. The need to clear this leg is paramount, as any significant delays could result in queues reaching up to and into the Butterfield Road intersection during heavy traffic periods (i.e., holiday periods and selected Saturdays and evening peak periods).
- b. The exiting lanes on the southeast leg will be modified to minimize traffic accidents caused by vehicles changing lanes to get into a desired queue lane at the Butterfield Road signalized intersection. In review of part accident reports compiled by the Lombard Police Department, it is this lane changing maneuver that generated the highest number of accidents in this area.
- c. The southwestern leg of the intersection will have a protected right turn, a through lane and a left-through lane. Movements on this leg will be controlled by a stop sign.
- d. The new northwestern leg will consist of a single outbound right-through lane, controlled by a stop sign. The single lane design was advanced to maximize the ability for vehicles from other control

points to proceed through the intersection. A single lane will also assist in minimizing swerving movements through and beyond the intersection. To account for the occasional vehicle operation seeking to turn left at the intersection, signage will be provided further back from the intersection to direct motorists away from the intersection altogether.

- e. The northeast leg will have a single left-turn lane and a right-through lane, controlled by a stop sign. This design is not much different than the current design configuration.
- f. Many access points around the new intersection from the adjacent parking lot rows will be closed. This is being done to minimize possible turning movements near the intersection that could affect its functionality.

The need for such enhancements has been identified for years. In fact, this issue was considered as part of the Westin Lombard Yorktown Center project in 2003 and funds were set aside to accommodate future intersection improvements such as the one being advanced by the petitioner.

The petitioner's consultant, EEA, completed a modeling effort of the proposed reconfigured intersection and the adjacent Butterfield Road intersection and has prepared a report relative to their efforts. The Village's traffic consultant, Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA), reviewed the ongoing studies and modeling efforts and provided commentary and insight through the process.

Based on information from EEA, the proposed design will reduce vehicular delay by two thirds and cut traffic queues in half, when compared to the current design. The proposed changes will allow traffic to flow directly to the parking lot with making a turn onto the ring road, thereby reducing other circuitous movements throughout the center.

KLOA has provided a summation of their review and input in the intersection design. They are making the representation that the proposed reconfiguration will provide for the direct access to the mall building itself without creating adverse impacts upon overall traffic flow in the center.

Based upon the studies offered by the engineering firms, the proposed change will not increase traffic congestion. The change provides for current traffic volume and works to accommodate the needs of motorists. The improvements will not require any changes to the traffic signal or public intersection.

Through these discussions and following from the Public Works commentary, a review of the pedestrian network was undertaken relative to the proposed roadway improvements. While initial discussions centered upon providing a sidewalk adjacent the southeast leg, further review by the engineers suggested an alternate location for the pedestrian accommodation. The petitioner has prepared an initial exhibit to the file that shows a more desirable location for a sidewalk link from Von Maur to any future proposed sidewalk along Butterfield Road, along the existing cemetery. This location is much more desirable as it the closest link point from the mall itself to a future Butterfield Road sidewalk, as pedestrians prefer such movements. Moreover, its location adjacent to the cemetery provides a place whereby it can be segregated from the parking field. Such sidewalk improvements are not proposed to be constructed at this time, as no sidewalk currently exists along Butterfield Road. However, if such sidewalks are installed, the plan shows an option where it could be constructed and not impact the proposed roadway configuration.

3. *Comprehensive Plan Compatibility*

The Comprehensive Plan recommends Regional Commercial land uses for the Yorktown Center Planned Development. The shopping mall is consistent with this recommendation, as it draws its customers from a regional market. The purpose of the proposed intersection improvements is that it is intended to draw customers into the mall itself, as opposed to establishing a bypass around the center. The intersection improvements are also intended to further strengthen the customer experience by providing enhanced traffic flow.

4. *Zoning & Sign Ordinance Compatibility*

The subject property is governed by a 1965 planned development and subsequent amendments thereto. Most recently, the petitioner applied for and received approval for a unified and comprehensive signage package to enhance the prominence of the planned development (SPA 13-01ph and SPA 15-01ph). The petitioner is still intending on installing the approved signage upon completion of the parking lot and entrance road improvements. The signage package will be tailored to accommodate the proposed roadway reconfiguration and the final sign placements will be located in a manner that is essentially in accordance with SPA 13-01ph, SPA 15-01ph, and this petition.

SITE HISTORY

Yorktown Center first went before the Plan Commission in 1965 and was granted Planned Development approval. Since then they have gone before the Plan Commission numerous times for site plan approval, most recently in 2013 and 2015 (SPA 1301ph and SPA 15-01ph) for signage. This petition is believed to be the first petition since 1965 that specifically address the overall traffic flow of the center in its entirety.

FINDINGS & RECOMMENDATIONS

The Inter-Departmental Review Committee has reviewed the standards for the requested planned development amendment and finds that the proposed use **complies** with the standards established by the Village of Lombard Zoning Ordinance, subject to conditions of approval based on the above considerations. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 15-07:

Based on the submitted petition and the testimony presented, the proposed conditional use does comply with the standards required by the Village of Lombard Zoning Ordinance for planned development and conditional uses and that granting the planned development amendment is consistent with the Yorktown Planned Development and is in the public interest and, therefore, I move that the Plan Commission accept the findings of the Inter-Departmental Review Committee Report as the findings of the Plan Commission, and recommend to the Village Board **approval** of PC 15-07, subject to the following conditions:

1. That the petitioner shall develop the site in accordance with plans prepared by Eriksson Engineering Associates and submitted as part of this request;
2. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;

Inter-Departmental Review Committee Report approved by:

A handwritten signature in black ink, appearing to read 'WJ Heniff', is written over a horizontal line.

William J. Heniff, AICP
Director of Community Development

c. Petitioner

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STANDARDS FOR PLANNED DEVELOPMENTS

The following is an excerpt from the Lombard Zoning Ordinance. A detailed response to all of these standards should be provided for all requests for Planned Developments.

SECTION 155.508 (A) (B) (C) OF THE LOMBARD ZONING ORDINANCE

Except as provided below, no planned development shall be approved unless the Village Plan Commission and the Village Board find that the development meets the standards for conditional uses, and the standards set forth in this Section. Notwithstanding the foregoing, the Village Board may approve a planned development which does not comply with these standards or with the standards for conditional use, if the Board finds that the application of such standards, to the development being considered, would not be in the public interest.

A. General Standards

1. Except as modified by and approved in the final development plan, the proposed development complies with the regulations of the district or districts in which it is to be located.

The existing development is in compliance with the Planned Development established in 1965. The proposed development provides for an enhancement to the planned development by improving the access into, around, and out of Yorktown Center.

2. Community sanitary sewage and potable water facilities connected to a central system are provided.

The existing development is in compliance.

3. The dominant use in the proposed planned development is consistent with the recommendations of the Comprehensive Plan of the Village for the area containing the subject site.

The planned development is already in place and complies with the Comprehensive Plan as Regional Commercial.

4. That the proposed planned development is in the public interest and is consistent with the purposes of this Zoning Ordinance.

The planned development is already in place and the proposed traffic improvements will improve the access into, around, and out of Yorktown Center.

5. That the streets have been designed to avoid:

a. Inconvenient or unsafe access to the planned development;

Currently, there is a single signalized driveway that provides access to Yorktown Center from Butterfield Road. The internal roadway system experiences congestion during peak traffic times. The proposed roadway configuration was designed with safety in mind. The change provides for current traffic volume and works to accommodate the needs of motorists. A pedestrian network was considered near a future sidewalk on Butterfield Road.

b. Traffic congestion in the streets which adjoin the planned development;

Currently, there is a single signalized driveway that provides access to Yorktown Center from Butterfield Road. The internal roadway system experiences congestion during peak traffic times. The roadway configuration was reviewed by two engineering firms and will not increase traffic congestion. The change provides for current traffic volume and works to accommodate the needs of motorists. The improvements will not require any changes to the traffic signal or public intersection.

c. An excessive burden on public parks, recreation areas, schools, and other public facilities which serve or are proposed to serve the planned development.

No additional burden will be placed on the public parks, recreation areas, schools and other public facilities which serve the existing development. The change provides for current traffic volume and works to accommodate the needs of motorists. The improvements will not require any changes to the traffic signal or public intersection.

STANDARDS FOR CONDITIONAL USES

The following is an excerpt from the Lombard Zoning Ordinance. A detailed response to all of these standards should be provided for all conditional uses of the Lombard Zoning Ordinance.

SECTION 155.103 (F)(8) OF THE LOMBARD ZONING ORDINANCE:

No conditional use shall be recommended by the Plan Commission unless it finds:

1. That the establishment, maintenance, or operation of the conditional use will not be detrimental to, or endanger the public health, safety, morals, comfort, or general welfare;

The conditional use will not be detrimental to or endanger the public health, safety, morals, comfort, or general welfare. The proposed roadway configuration will help traffic flow more efficiently and safely.

2. That the conditional use will not be injurious to the uses and enjoyment of other property in the immediate vicinity for the purposes already permitted, not substantially diminish and impair property values within the neighborhood in which it is to be located;

The conditional use will not be injurious to the uses and enjoyment of other property in the immediate vicinity. The improvements will not require any changes to the traffic signal or public intersection.

3. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district;

The conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district. The improvements will not require any changes to the traffic signal or public intersection. The change provides for current traffic volume and works to accommodate the needs of motorists.

4. That the adequate public utilities, access roads, drainage and/or necessary facilities have been or will be provided;

Adequate public utilities, access roads, drainage and/or necessary facilities have been provided. Access roads will be improved by the proposed roadway configuration.

5. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets;

Adequate measures have been or will be taken to provide ingress and egress. The improvements will not require any changes to the traffic signal or public intersection.

6. That the proposed conditional use is not contrary to the objectives of the current Comprehensive Plan for the Village of Lombard; and,

Yorktown Center complies with the Comprehensive Plan as Regional Commercial.

7. That the conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as such regulations may, in each instance, be modified pursuant to the recommendations of the Plan Commission

The conditional use complies with the Planned Development established in 1965.