

**VILLAGE OF LOMBARD
INTER-DEVELOPMENTAL REVIEW GROUP REPORT**

TO: Lombard Plan Commission

HEARING DATE: August 15, 2005

FROM: Department of Community
Development

PREPARED BY: William Heniff, AICP
Senior Planner

TITLE

PC 05-26; 60 Yorktown Shopping Center (Yorktown Peripheral Planned Development/Target): The petitioner is requesting the Village take the following actions on the subject property located within the B3PD Community Shopping District, Planned Development:

1. Pursuant to Section 155.504(A) (major changes in a planned development) and Section 155.511 (Site Plan Approvals for planned developments) of the Lombard Zoning Ordinance, amend Sections 3 (A) and (I) of Ordinance 3962, which granted a conditional use for the Yorktown Peripheral Planned Development to provide for a building expansion on Lot 1 (Target), per the submitted plans.
2. Approve an amendment to Section 3 (G)(1) of Ordinance 3962 and a deviation from Section 153.505(B)(6)(e) of the Sign Ordinance to allow for a second free-standing sign to be located along 22nd Street.
3. Approve an amendment to Section 3 (G)(3) of Ordinance 3962 and a deviation from Section 153.505(B)(19)(a) of the Sign Ordinance to allow for two additional wall signs for the Lot 1 (Target) building.

GENERAL INFORMATION

Petitioner/Property Owner: Target Corporation
1000 Nicollet Mall
Minneapolis, MN 55403

PROPERTY INFORMATION

Existing Zoning: B3PD Community Shopping District, Planned Development

Existing Land Use: The entire planned development includes a Target Greatland Department Store (Lot 1); Marriott Town Place Suites (Lot 3); a vacant parcel (Lot 4);

and parking lot for AMC movie theatres (Lots 5 & 6). Lot 2 is the site of a proposed hotel convention hall approved as PC 03-30.

Size of Property: Lot 1 – 15.35 acres; entire planned development 38.47 acres

Comprehensive Plan: The Comprehensive Plan identifies the site for Regional Commercial use.

**SURROUNDING ZONING AND LAND USE
(FOR THE LOT 1 OF THE PLANNED DEVELOPMENT)**

North: O Office District, R4 Limited General Residence District and unincorporated DuPage County property zoned R-3 Single-Family Residence District; developed as an office development and single-family residences

South: B3PD Community Commercial Shopping District, Planned Development; includes a vacant lot (proposed hotel), a parking lot and a movie theatre

East: O PD Office District Planned Development; developed as the Mid-Con office development

West: B3 PD Community Commercial Shopping District, Planned Development and R4 PD Limited General Residence Planned Development; developed as Towne Place Suites, Yorktown Condominiums and the undeveloped Lot 4 of the Yorktown Peripheral Planned Development

ANALYSIS

SUBMITTALS

This report is based on the petitioner's document submittal filed on July 15, 2005 with the Department of Community Development and includes the following items:

1. Petition for Public Hearing with Responses to Standards.
2. Existing Topographic Survey, prepared by Woolpert, Inc., dated March 7, 2005.
3. Final Site Plan (without Convention Way improvements), prepared by Woolpert, Inc., dated June 29, 2005.
4. Final Site Plan (with Convention Way improvements), prepared by Woolpert, Inc., dated June 29, 2005.

5. Landscape Plan (without Convention Way improvements), prepared by Woolpert, Inc., dated June 29, 2005.
6. Exterior Building Elevations, prepared by RSP Architects, dated July 13, 2005.
7. Free-standing signage plan, prepared by Poblocki Sign Company, dated July 8, 2005.

BACKGROUND

Target is proposing a 13,600 square foot addition to their existing store along with wall sign and free-standing signage deviations, as depicted on the submitted plans. This action will require amendments to their 1995 Yorktown Peripheral Planned Development approval.

INTER-DEPARTMENTAL REVIEW COMMENTS

PRIVATE ENGINEERING

The Private Engineering Services Division has the following comments on the subject petition:

1. Additional stormwater detention will not be required since detention had been provided for the original site development and the proposed building expansion will not increase the net impervious area.
2. The existing private 42" storm sewer shall be relocated to be at least 15 feet from the proposed building limits.

PUBLIC WORKS

The Engineering Division of the Department of Public Works offers the following comments:

1. As there is a special management area within the property (i.e., mitigated wetlands), this application shall be sent to DuPage County for review.
2. We reserve the right to comment on any right-of-way modifications that may result from any traffic analysis activities being performed by KLOA.
3. With respect to the free-standing sign request, an off-premise sign has already been approved for the same location by the Village. As with the off-premise sign, any signage proposed for the site must be located outside of any clear line of sight areas, outside of any recorded public utility easements, or within the special management (wetlands) area.
4. With respect to the wall sign variation request, we have no comments.
5. On the site plan containing the Convention Way improvements, additional striping shall be provided to clearly designate and demarcate the loading dock areas from the Convention Way drive itself.

FIRE AND BUILDING

The Bureau of Inspectional Services does not have any comments on the petition at present. However, they will offer additional comments at the time of building permit submittal.

PLANNING

History of the Yorktown Peripheral Planned Development

The subject property was originally included within the Yorktown Planned Development, which was approved in 1965. The Yorktown Peripheral Planned Development was carved out of the original Yorktown Planned Development in 1995. This approval envisioned the development of the Target store and other retail/restaurant/office uses on the subdivided lots. The approved planned development (and the existing Zoning Ordinance) also provides for the review of future development review through the site plan approval process.

In 1997, the Yorktown Peripheral Planned Development was amended for Lots 5 & 6 (the lots immediately south of the proposed hotel) for the purpose of constructing the existing AMC Theatres parking lot. In 1999, a new planned development for Parcel 3 (the Marriott Town Place Suites parcel) was created in order to facilitate the development of their hotel.

In 2003, the Village approved a hotel/convention hall facility to be constructed on the property immediately south of the subject property (PC 03-30). As part of that approval, the Village approved driveway improvements along the east property line of the subject property, commonly referred to as "Convention Way". The Village also approved the creation of off-premises signage on the subject property, subject to site plan approval by the Plan Commission.

The petition being brought forward as part of this petition is only for modification to Lot 1 of the Yorktown Peripheral Planned Development. A copy of the Ordinance 3962 and associated site plans pertaining to the planned development are attached as Appendix A.

Current Petition

The petitioner's proposal requests approval of an amendment to the planned development to allow for an approximate 13,600 square foot building addition to their existing 130,700 square foot retail building (a ten percent increase in building size). Two sets of site plans have been prepared as part of this petition. One set depicts the proposed addition based upon the existing conditions found on the property. The second set of plans shows the proposed addition based upon the proposed Convention Way site improvements being constructed on the property. The Convention Way improvements would still be constructed as part of the overall hotel/convention hall development. Target's plans provide for their expansion without Convention Way and with Convention Way improvements.

Compliance with the Zoning Ordinance

The property is located within the Yorktown Peripheral Planned Development, with an underlying B3 Community Shopping District zoning district designation. The underlying zoning regulations (changes are shaded) are as follows:

	Underlying B3 PD Standards	Development as Proposed
Use		
Retail Store	Permitted Use	Expansion requires an amendment to the existing planned development conditional use
Bulk Regulations		
Lot Area	20,000 square feet	15.35 acres (no change)
Lot Width	100 feet	779 feet (no change)
Building Setbacks		
Front Yard (22 nd Street)	30 feet	64 feet (no change)
Interior Side Yard (west)	10 feet	170 feet (no change)
Interior Side Yard (east)	10 feet	91.5 feet
Rear Yard (south)	30 feet	257 feet
Building Height	Less of 2 stories/ 30 feet	1 story (no change)
Planned Development Standards		
Open Space	25% more than underlying zoning (i.e., 10% * 25% = 12.5%)	19% for overall planned development; no change for subject property
Parking/Loading	4 spaces per 1,000 sq. ft. (528 spaces required – 629 existing)	577 spaces required – 594 spaces proposed

Section 155.504 (A) of the Zoning Ordinance would consider the proposed addition as a major change to a planned development as the development proposal increases the density of the development and changes the controlling documents (i.e., the approved site plans). Therefore, even though all of the B3 provisions are met, the changes must be considered as an amendment to the previously approved conditional use for a planned development. Moreover, since the Yorktown Peripheral planned development established a site plan approval process, this addition must also be approved through the site plan approval process.

Compliance with the Sign Ordinance

The petitioner’s submittal includes a conceptual sign package. Based upon the submittal, the proposed signage elements are as follows:

	Underlying B3 PD Standards	Development as Proposed
Number of Free Standing Signs	1 sign along 22 nd Street, 1 sign along Yorktown Mall ring road	1 additional sign proposed along 22 nd Street
Wall Signs		

Number	1 sign per street frontage (1 erected on building)	2 additional wall signs proposed (1 on 22 nd Street (225 sq. ft.), 1 on south elevation (36 sq. ft.))
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Free-standing Monument Signage

As shown on the submitted signage plans, the petitioner is proposing to install an additional free-standing sign at the Convention Way/22nd Street intersection of a similar design as the existing free-standing sign along 22nd Street. In discussing the proposed building expansion with the petitioner’s consultant, staff noted that staff could conceptually support provisions to allow for a second free-standing sign at Convention Way. Staff supported this signage in light of the proposed driveway improvements that were approved as part of PC 03-30 – the hotel/convention hall project. With creation of this new access point and the corresponding traffic signal improvements at 22nd Street, staff envisions that this access point will become the primary access/egress point into Target.

The Village approved two off-premise signs to be located at the Convention Way/22nd Street intersection, with the signage subject to a separate site plan approval application to the Village. However, the Convention Way signage will be subject to a joint signage design, which shall give the Westin Hotel Conference Center priority placement on the sign. Further, the Lombard Public Facilities Corporation shall have the sole design rights for such signage. Therefore, staff can support additional monument signage for Target to be located at Convention Way, but in lieu of the petitioner’s sign package submittal, staff recommends that the additional monument signage be tied into the final signage package for Convention Way and that the signage shall be subject to a site plan approval application. Moreover, the additional signage should be conditioned to be tied to the Convention Way improvements – if Convention Way is not constructed, the signage cannot be installed.

Wall Signage

The submitted wall signage plans depict two additional wall signs – a “Pharmacy” sign on the south elevation and a proposed “Target” sign on the north elevation. The north wall sign is intended to identify the store from Convention Way/22nd Street intersection. The signage also breaks up the overall building mass on the east elevation. In consideration of the signage request, Target is proposing to decrease the overall sign size on their main sign by dropping the word “Greatland” from the wall sign.

As staff has been supportive of other signage deviations along Yorktown Mall access drives (since they frequently function like public streets), staff can support this request. Given the size of the overall store, the additional “Pharmacy” wall sign does not create the appearance of excessive signage.

While the proposed Target sign on the north elevation is approximately 225 square feet in size (15’x15’), it will be setback 320 feet from the 22nd Street property line, so it will be compliance with wall sign code requirements. However, as staff’s support of the additional signage is predicated upon the existence of Convention Way, staff recommends that the additional signage be tied to the Convention Way improvements being constructed.

Compatibility with the Comprehensive Plan

The Comprehensive Plan identifies the site for Regional Commercial Uses, defined as a larger, more intensively developed mixed-use commercial area that serves as a key activity center for the region. Furthermore, the Plan notes that the Yorktown Mall area is a "...principal factor for the strength of the Lombard retail and commercial market. The economic synergy created by the presence of the shopping center is a critical factor in the continued success of commercial and retail ventures throughout the southern portion of the Village."

Staff finds that the planned development amendment is consistent with the objective of the Comprehensive Plan as it advances the economic viability of the commercial use of the subject property. Therefore, staff believes that the proposed land use is consistent with the intent of the Comprehensive Plan.

Compatibility with Surrounding Land Uses

As the proposed addition is meeting all of the bulk requirements of the underlying B3PD District and that the expansion is being completed away from adjacent condominium residences west of the subject property, staff finds that the addition would be compatible with the adjacent residential uses. With respect to the proposed hotel/convention hall project to the south, the proposed addition will have minimal effect upon the approved Convention Way improvements and/or the hotel development itself.

To ensure compatibility with the adjacent land uses, staff offers the following additional comments:

Traffic Study

The Village has contracted with KLOA to undertake a review of the traffic analysis for the proposed addition. KLOA notes that when there is an existing use like the Target store and there is a small proposed expansion, there is a very little trip generation increase, if any, because the trips and the market area is already established. However, to calculate how much more traffic would be generated as part of the addition, these are the additional trip generation numbers:

A.M. Peak Hour		P.M. Peak Hour		Saturday Midday Peak	
<u>IN</u>	<u>OUT</u>	<u>IN</u>	<u>OUT</u>	<u>IN</u>	<u>OUT</u>
7	4	35	35	54	52

KLOA notes that the traffic increases are minimal for this type of expansion and that in reality the increase will probably be, at most, half of those numbers.

Parking

As noted in the table presented earlier, the petitioner is providing more parking than what is required by code. It is assumed that the new parking pocket located east of the Target store

would most likely will be used for employee parking. While dead end lots are not most desirable, in this case the lot configuration is preferable to opening the parking up and providing access to the loading dock (truck/car vehicle conflicts) and/or additional access onto Convention Way (an access is provided immediately south of the lot).

With respect to the parking lot itself, staff finds that access through the parking lot from 22nd Street to the Yorktown ring road is rather circuitous and does not lend itself for good traffic flow. This issue may be significantly improved by the development of Convention Way east of Target. However, should this improvement not occur, staff recommends as a condition of approval that the parking lot should be redesigned to better accommodate through-traffic movements.

As noted in a previous Plan Commission petition (PC 05-23) for the adjacent Towne Place Suites hotel, the Village Board may want to revisit the traffic issues at the 22nd Street/Fairfield Place intersection, particularly after the Convention Way improvements are completed. While the Plan Commission did not support any conditions relative to access provisions at 22nd Street and Fairfield associated with PC 05-23, staff believes that if in the future the Village considers access modifications to the 22nd Street/Fairfield Street intersection in the future, that the petitioner (Target) shall not object to the request. Staff notes that once full access is provided to Target from the 22nd Street/Convention Way signalized intersection, customers will find Convention Way as an easier way to get to the store itself. However, before any restrictions are approved or implemented staff would share the proposed changes with the affected property owners accordingly.

Landscaping

The petitioner has submitted a landscape plan that incorporates foundation plantings and planter box landscape improvements associated with the building expansion. As the existing parking lot and wetlands meet the Village's requirements for plantings in these areas, no additional landscaping is required. In review of the plant materials, staff finds the landscape plan to be acceptable.

Building Materials

The petitioner's elevations depict the proposed improvements to the existing building. Simply stated, the petitioner intends to make the addition look identical to the original building so that the addition will not be apparent from the building exterior. The petition is also proposing minor banding, consisting of a red stripe around the building perimeter to break up the building mass. Staff finds the addition to be compatible with the existing building and therefore is supportive of the elevations as proposed.

FINDINGS AND RECOMMENDATIONS

The Department of Community Development has determined that the proposed planned development amendment is compatible with the surrounding land uses and the Comprehensive Plan. The Inter-Departmental Review Committee recommends that the Plan Commission make

the following motion recommending approval of this petition subject to the conditions described below.

Based on the submitted petition and the testimony presented, the petitioner's submittal complies with the standards required by the Lombard Zoning and Sign Ordinances; and therefore, I move that the Plan Commission find that the recommendation of the Interdepartmental Review Report as the findings of the Plan Commission, and therefore, I recommend to the Corporate Authorities approval of PC 05-26, subject to the following conditions:

1. That the petitioner shall develop the facility essentially in accordance with the final site plans and landscape plans prepared by, prepared by Woolpert, Inc., dated June 29, 2005 and the exterior Building Elevations, prepared by RSP Architects, dated July 13, 2005 and made a part of this petition.
2. In the event that Convention Way construction has not commenced prior to the issuance of the building permit for the Target building expansion, the petitioner shall follow the final site plan without Convention Way improvements submitted as part of their petition and attached as Exhibit A. In the event that Convention Way construction commences prior to the issuance of the building permit for the Target building expansion, the petitioner shall follow the final site plan depicting the Convention Way improvements submitted as part of their petition and attached as Exhibit B.
3. That the petitioner shall satisfactorily address the IDRC comments included within the IDRC staff report.
4. That Ordinance 3962 shall be amended to reflect the approved revised site plans and building elevations submitted as part of this petition.
5. That Section 3 (G)(1) Of Ordinance 3962 shall be amended to allow for an additional Target sign to be located on the subject property at the 22nd Street/Convention Way intersection. The proposed sign shall be of a joint signage design, which gives the Westin Hotel Conference Center priority placement on the sign. Further, the Lombard Public Facilities Corporation shall have the sole design rights for such signage. The final design of the signage shall be subject to a separate site plan approval submittal to the Plan Commission. The signage request shall also only be deemed to be approved if the Convention Way improvements are approved and constructed on the subject property.
6. That Section 3 (G)(3) of Ordinance 3962 shall be amended to provide for two additional wall signs on the subject property. Said signs shall be in conformance with the submitted sign package prepared by RSP Architects, dated July 13, 2005 and made a part of this petition. The "Target" wall sign proposed for the east

elevation request shall also only be deemed to be approved if the Convention Way improvements are approved and constructed on the subject property.

7. In the event that Convention Way is not constructed and upon a request by the Village, the petitioner shall work with the Village a facilitate the reconfiguration of the existing parking to accommodate through traffic movements from 22nd Street to the Yorktown ring road.
8. That the development shall be developed consistent with all Codes of the Village.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

c: Petitioner

Appendix A
Adopted Ordinance Pertaining to the Subject Property

For reference purposes, staff has attached a copy of Ordinance 3962 pertaining to the approval of the Yorktown Peripheral Planned Development.