

GENERAL INFORMATION

Petitioner/Property Owner: Helen Plum Library
110 W. Maple Street
Lombard, IL 60148

PROPERTY INFORMATION

Existing Land Use: Helen Plum Library; single-family home; vacant lot

Size of Property: Approximately 55,777 sq. ft. (1.28 acres)

Comprehensive Plan: Recommends Public and Institutional; Low-Density Residential

Existing Zoning: CR Conservation Recreation District; R2 Single-Family Residence District

Surrounding Zoning and Land Use:

North: CR Conservation Recreation District – Lilacia Park

South: R2 Single-Family Residence District – developed as Calvary Episcopal Church and St. John’s Evangelical Church

East: CR Conservation Recreation District – Lilacia Park; B5 Central Business District – developed as municipal parking lot

West: R2 Single-Family Residence District – developed as a single-family residence

ANALYSIS

SUBMITTALS

This report is based on the following documents filed on October 17, 2003 with the Department of Community Development:

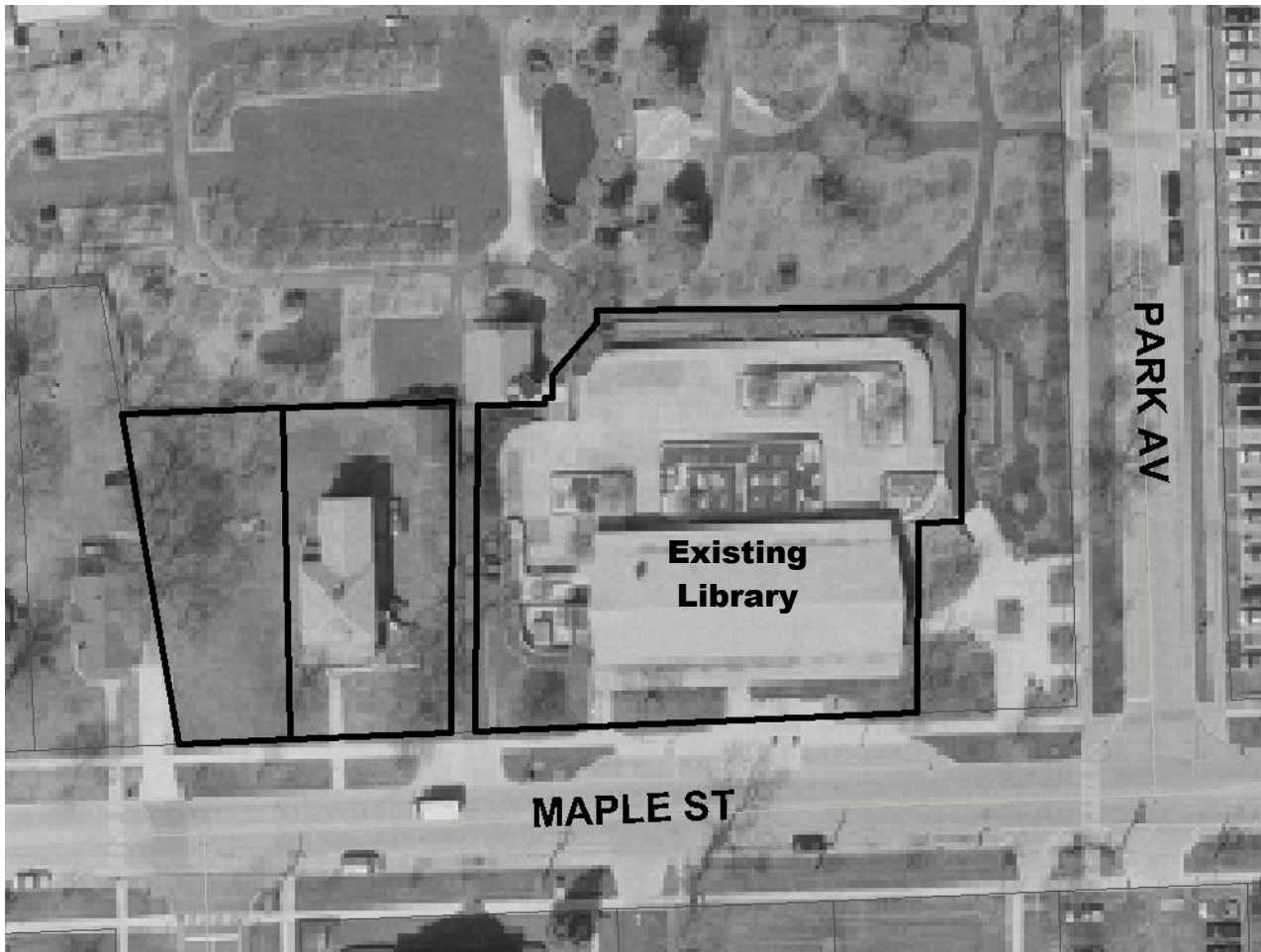
1. Petition for Public Hearing.
2. Existing Site Plan, Plat Data, Site Plan, Landscape Plan, prepared by Burnidge Cassell Associates and dated October 10, 2003.
3. Site Plans, Site Diagrams, and Building Sections prepared by Burnidge Cassell Associated and dated July 22, 2003.

DESCRIPTION

The Helen Plum Library will soon be seeking approval on a referendum to construct a new library. Prior to going through the referendum process, the library wishes to receive preliminary approval from the Village of Lombard to ensure that a new library could be built on the site.

The proposed new library will extend west from the current property at 110 W. Maple Street to include the access drive for Lilacia Park and the R2-zoned properties at 126 W. Maple and 130 W. Maple. The library is requesting rezoning of the R2 lots to the CR Conservation Recreation District, which would also require an amendment to the Comprehensive Plan.

The proposed planned development would include a conditional use for a cultural facility/institution (library) as well as two deviations and eight variations. Although a concept site plan has been submitted for discussion, the site plan approval process will allow the Plan Commission to review, approve, deny, or modify the actual library development at the time it is proposed, which would be subsequent to a voter-approved referendum.



As the aerial also shows, the library properties are not contiguous to each other. The Lombard Park District owns a 20 foot tract of land that bisects the existing library properties. The library has conceptual approval to utilize the air-rights over this strip of land for library building purposes, subject to adoption of an inter-governmental agreement. Since this strip will ultimately be improved with the library as well, the strip owned by the Park District is also included within the boundary of the proposed planned development.

INTER-DEPARTMENTAL REVIEW COMMENTS

Public Works

The Utilities Division of Public Works requires all unused water services to be abandoned at the watermain and all unused sewer services to be abandoned in the parkway. The Public Works Engineering Division has no comments or changes; however, the Division will require a full review once full engineering plans are available.

Private Engineering Services

From an engineering or construction perspective, PES has the following comments:

1. The proposed open space is calculated as 20.4%, thereby requiring a further variation than the 27% minimum requested in the petition. *(This further deviation can be considered and/or addressed at a later date when the final site plan and building elevations are submitted for review and consideration.)*
2. Stormwater detention shall be required per Village Code for the entire project area of 1.26 acres, including the Park District access drive. The required detention volume is estimated at 0.60 acre-ft, using a detention rate of 0.48 acre-ft/acre per DuPage County's simplified method (a.k.a. "Figure 3").
3. The stormwater detention basin must be functional prior to constructing any roof area.
4. Details of the proposed grassed roof should be provided to determine the detention volume that may be accredited based on the soil's porosity and depth.
5. Additional comments will be provided upon submittal of an engineered site plan.

Building and Fire

The Fire Department/Bureau of Inspectional Services has the following comments:

- The building's use and occupancy type will need to be verified.
- The building should be fully sprinklered with a complete fire alarm and detection system.
- The building must have a sprinkler room accessible from the exterior of the building only.
- The building design must comply with current building and fire codes.

Planning

Compatibility with the Comprehensive Plan

The Long-Range Plan Map of the Comprehensive Plan identifies the eastern portion of the site for Public and Institutional Use and the western portion for Low-Density Residential Uses. Cultural facilities/institutions are listed as conditional uses in both the CR and R2 Districts. Therefore, the development as proposed will meet the recommendations of the Comprehensive Plan. However, as the property is now owned by a public entity and is proposed for public purposes, staff believes that changing the Plan designation is warranted from low density residential to public/institutional use.

Compatibility with the Surrounding Land Uses

The proposed development is surrounded on the north, east, and south by public and institutional uses (Lilacia Park, municipal parking lot, and two religious institutions). The library has been located on the subject property since 1962. Staff believes that the proposed library would complement the existing public and institutional uses, in the following respects:

1. Traffic patterns and parking demand for the varying institutional uses surrounding the properties differ from the library. The adjacent uses have their peak generations on weekends. The library peak usage periods are in the afternoon and early evening hours.
2. The library is intended to serve the needs of the local population and like religious institutions, its visitors are primary residents living in the community.
3. Libraries tend to be quieter land uses, with the primary activities occurring within the building itself and with few commercial service vehicles operating on the site.

An existing single-family residence exists on the lot immediately west of the subject property. In order to ensure that any negative impacts of the proposed library building are mitigated, staff has represented to the library that additional planting materials should be placed along the western building elevation. The additional planting would soften the building mass and would block headlights on the library property from reaching the adjacent residence. Therefore, staff suggests that the library provide planting materials along the western property line consistent with those transitional landscape yard improvements required when business districts abut single-family residence districts, with review of the types and location of the plant materials as determined by the Director of Community Development.

Compatibility with the Sign Ordinance

No signage plan has been submitted as part of this request. Therefore, the petitioner will be required to meet Code. However, any signage deviations will be considered through the site plan approval process to ensure that the signage complements both the library development and the surrounding properties.

Compatibility with the Zoning Ordinance

The site plan has the following characteristics:

	Required in CR	Existing	Proposed
Lot Area	87,120 sq. ft.	35,054 sq. ft.	55,777 sq. ft.
Lot Width	200 ft.	190 ft.	49.28 ft. (130 W. Maple)
Front Yard	50 ft.	30 ft.	15.98 ft.
Corner Side Yard	50 ft.	n/a	n/a
Interior Side Yard	50 ft.	12 ft., 38 ft.	5 ft.
Rear Yard	50 ft.	92 ft.	21 ft.
Open Space	75% (93.75%)	16.9%	20.4%
Parking Spaces	3 spaces per 1,000 sq. ft. (236 spaces)	0	145 total (6 ADA)

Rezoning Request

The two western properties included in the petitioner’s request are currently zoned R2. The petitioner is requesting a map amendment to rezone these two lots into the CR District in order to be consistent with the existing library and Lilacia Park zoning. Additionally, as these properties will no longer be used for residential purposes, staff believes rezoning these properties to a category more indicative of the public use proposed for the site.

Staff does recognize that the proposed CR zoning will also require a number of additional variations as well. However, in review of all the zoning districts, no one district fits the unique attributes associated with a municipal library. While the B5 District could be considered (its setback requirements are less than that provided by the CR District), staff believes the B5 District would not be appropriate for a property situated along a local collector street and surrounded by CR and R2 properties.

Conditional Use for a Cultural Institution/Facility

Cultural Institutions and Facilities are listed as conditional uses within the CR District. The Village approved a conditional use for a library expansion in 1977 on the property where the library currently exists. As the plans are changing and the library also intends to expand onto neighboring properties, a new conditional use is requested.

Conditional Use for a Planned Development

Included with the petition is a request for conditional use approval for a planned development. The CR District does not have a specific minimum width or area requirement. However, since the intent of planned developments is to address the unique attributes surrounding the existing and proposed land uses, staff recommends the establishment of a planned development for this site. Moreover, the planned development process provides the Village with the ability to consider specific design elements to ensure compatibility with the adjacent land uses.

Lot Area/Width Deviation

The current library property is unique in that it is a legal nonconforming CR lot in the downtown area. The majority of CR-zoned lots in the Village are much larger sites, accommodating parks, schools, and other expansive land uses. The lot at 110 W. Maple was formerly part of the Lilacia Park property, however, once it was subdivided off, the resulting lot became nonconforming under the current zoning regulations. The development of these lots as a library is consistent with the existing land use at 110 W. Maple and will therefore not alter the essential character of the surrounding neighborhood.

Setbacks

The CR District requires 50-foot setbacks along all lot lines, which, in this case, would leave a buildable area of only 7,500 sq. ft. The library estimates that it will require an approximately 78,800-sq. ft. building to meet its service goals (see Appendix A for breakdown of space allocation).

Open Space

Given that it would be impractical to provide 93.75% open space as required by code and the amount of actual open space will be increased on the site, staff is supportive of the requested open space variation. Staff also notes that a portion of the proposed library roof is proposed to include a grassed-over roof, which will soften the library's impact upon Lilacia Park.

Landscaping

The petitioner is requesting relief from the Zoning Ordinance's parking lot landscaping requirements. Although there are proposed to be 39 parking spaces on the site, 34 of these spaces would be covered by the second floor of the library building. Since the parking area is to be partially enclosed, parking lot landscaping would not provide the intended ancillary benefits to surrounding properties. Therefore, staff is supportive of the variations for interior and perimeter parking lot landscaping.

The petitioner is also requesting a variation to reduce the required number of parkway trees from 8 trees to 5 trees. With a total frontage of roughly 321 feet, staff feels that there is sufficient space within the proposed site design to accommodate the required number of trees (1 tree for every 40 feet of frontage). Staff recommends that there be no reduction in the required number of parkway trees and that the additional vegetation shall be provided within the parkway.

As noted earlier, staff also recommends additional landscaping along the west property line.

Parking

The proposed plans have 39 on-site parking spaces on the first floor of the library. Fifty-one off-site parking spaces will be provided in the lot adjacent to the Lombard Historical Society, with an estimated 11 additional spaces to be provided in that lot in the future. Through a parking agreement, the library will also have 44 dedicated parking spaces in the future Elmhurst Healthcare Lombard Health Center parking lot at the northeast corner of Maple Street and Park Avenue.

The library estimates that the majority of its patrons currently park on Maple Street. Although these spaces cannot officially be included as part of the library's required parking, staff estimates that there are approximately 57 on-street parking spaces on Maple Street between Park Avenue and Elizabeth Street. Also, there are approximately 15 on-street spaces on Park Avenue.

The Zoning Ordinance requires 3 parking spaces per 1,000 sq. ft. of building area, which would amount to 225 parking spaces for the proposed building (see Appendix B for parking regulations). Through on-site parking and off-site parking arrangements, 145 spaces are provided for.

In review of the site plan, staff believes that the five parking spaces proposed at the northwest corner of the first level will not be adequate for parking and vehicle maneuvers. As such, staff recommends that the petitioner design the spaces to meet the Village's parking standards.

Site Plan Approval

With the creation of a planned development, the library requests future plan approval by the Plan Commission to address outstanding site design issues that will arise through the final design of the facility. These elements can include building architectural elevations and any modifications from the preliminary site plan. However, the intent of the petition as it is submitted at this time is to provide a framework for future site plan review activity. It is also intended to provide the library and the public with an understanding that if a referendum is passed, the Village will allow for a new library to be constructed on the subject property.

FINDINGS AND RECOMMENDATIONS

Based on the above findings, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending **approval** of this petition subject to the conditions as outlined:

Based on the submitted petition and the testimony presented, the proposal does comply with the standards required by the Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission recommend to the Corporate Authorities **approval** of the zoning relief associated with PC 03-42, subject to the following conditions:

1. That the exterior building elevations for the proposed library shall be submitted to the Lombard Plan Commission for site plan approval.
2. The site shall be developed substantially in accordance with the site plans prepared by Burnidge Cassell Associates, dated October 10, 2003.
3. All comments in the Inter-Departmental Review Committee Report shall be satisfactorily addressed as part of a building permit application.
4. The parking lot shall be designed in accordance with Village Code.

5. Accessible parking spaces shall be provided in compliance with the provisions of the Illinois Accessibility Code.
6. Refuse disposal areas shall be screened in accordance with Section 155.710 of the Lombard Zoning Ordinance.
7. That the petitioner shall provide a photometric plan to the Village showing compliance with Village Code.
8. That the petitioner shall provide the Village with an updated landscape plan showing the following improvements:
 - a. Three additional parkway trees located per Village Code; and
 - b. Transitional landscape plant materials along the western property line consistent with those transitional landscape yard improvements required when business districts abut single-family residence districts, with the review of the types and location of the plant materials as determined by the Director of Community Development.

Inter-Departmental Review Group Report Approved By:

David A. Hulseberg, AICP
Director of Community Development

DAH:JB:jd

Appendix A

Space Needs – Helen K. Plum Memorial Library Schematic Building Program, prepared by Library Planning Associates, Inc., dated February 4, 2001

Entry/Control/Circulation	6,788 sq. ft.
Adult Services/Popular	11,462 sq. ft.
Adult Services/Reference & Nonfiction	17,695 sq. ft.
Young People's Services	15,969 sq. ft.
Meeting Rooms	3,248 sq. ft.
Staff/Technical Processes	3,033 sq. ft.
Staff/Administration	1,758 sq. ft.
Staff/Other	2,160 sq. ft.
Nonlibrary Assignable	2,501 sq. ft.
TOTAL OF ALL DEPARTMENTS	64,614 sq. ft.
Allowance for local art display	788 sq. ft.
Allowance for nonassignable space (mechanical)	3,940 sq. ft.
Allowance for nonassignable space (other)	9,456 sq. ft.
GROSS AREA NEEDED	78,797 sq. ft.

Appendix B

Sample Parking Standards for Libraries

*(from Davidson, M. & Dolnick, F. (2002). Parking Standards.
 Chicago: American Planning Association.)*

Spaces per 1,000 sq. ft.	Sq. ft. per space	Municipality (population)
4.0	250	Dartmouth, MA (pop. 30,666)
3.3	300	San Antonio, TX (pop. 1,144,646)
3.0	333	Lombard ; Gresham, OR (pop. 90,205)
2.5	400	Staunton, VA (pop. 23,853); Glenville, NY (pop. 28,183)
2.0	500	Bloomington, IN (pop. 69,291)
1.7	600	Pittsburgh, PA (pop. 334,563)
1.3	800	Park Ridge, IL (pop. 37,775)
1.0	1,000	Lufkin, TX; Hickory, N.C. (pop.37,222)