

PLAN COMMISSION

INTER-DEPARTMENTAL REVIEW COMMITTEE REPORT

VILLAGE OF LOMBARD – 23 W. MAPLE STREET

JULY 19, 2021

Title

PC 21-19

Petitioner

Village of Lombard
255 E. Wilson Ave.
Lombard, IL 60148

Property Owner

Village of Lombard
255 E. Wilson Ave.
Lombard, IL 60148

Property Location

23 W. Maple St.
(06-07-217-005)

Zoning

R2 Single Family Residential

Existing Land Use

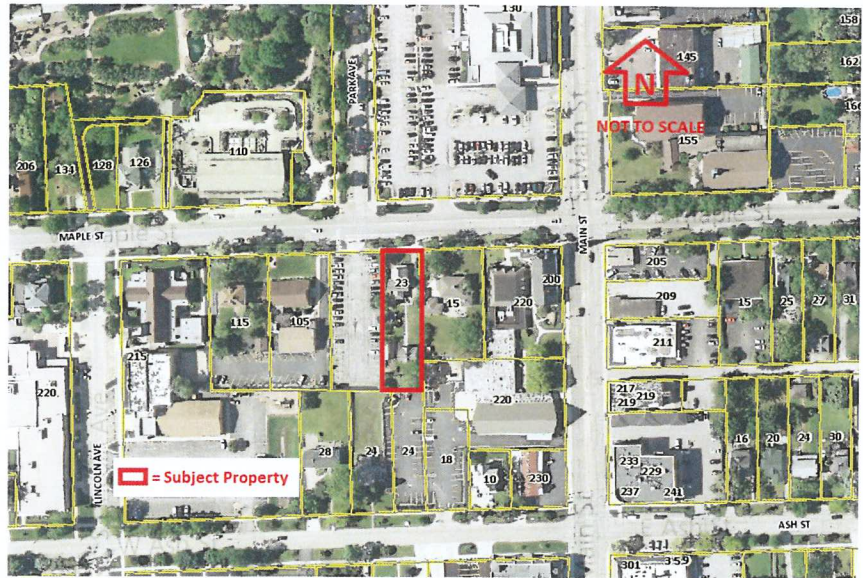
Cultural Facility/Institution
(Museum)

Comprehensive Plan

Public & Institutional

Approval Sought

1. Conditional use for the expansion of a cultural facility/institution (museum);
2. Variations for the following: accessory structure height;
3. A single accessory building to exceed 10% of the zoning lot;
4. Combined area of all accessory buildings to exceed the ground floor area of the principal structure;
5. Interior side yard setback;
6. Zero off-street parking.



LOCATION MAP

PROJECT DESCRIPTION

The Village of Lombard, in cooperation with the Lombard Historical Society, is proposing an addition to the existing carriage houses on the subject property. The existing accessory structures already exceed the ground floor area of the principal structure. Accessory structures on properties operated by a conditional use with companion variations require further review.

APPROVAL(S) REQUIRED

The Village as petitioner, requests approval of an amendment to Ordinance 6631 and 6979 and the following relief for the subject property, located within the R2 Single-Family Residence District:

1. A conditional use per Section 155.407(C)(3) of the Zoning Ordinance to allow for a cultural facility/institution (museum);
2. A variation from Section 155.210(A)(3)(b) to allow a twenty-six (26) foot high accessory structure;
3. A variation from Section 155.210(B)(1)(a) to allow a single accessory building in a residential district to exceed ten percent of the zoning lot;
4. A variation from Section 155.210(B)(1)(a) to allow the combined area of all accessory buildings to exceed the ground floor area of the principal structure;
5. A variation from Section 155.210(B)(2)(a) to allow a three (3) foot interior side yard setback for an accessory structure; and
6. A variation from Sections 155.407(J) and 155.602(C) to allow for zero off-street parking spaces.

PROJECT STATS

Lot & Bulk

Parcel Size:	appr. 0.32 acres, 13,419 sq. ft.
Required Open Space:	6710 SF 50%
Existing:	9305 SF 69%
Proposed:	8245 SF 61%

Street Frontage

Maple St.	appr. 64 feet
-----------	---------------

Submittals

1. Petition for Public Hearing;
2. Response to Standards for Conditional Use and Variations;
3. Plat of Survey prepared by Gentile and Associates and dated May 31, 2021;
4. Site Plan prepared by Flint Architects and dated 7/7/21;
5. Building Elevations and lot coverage tables; Option A prepared by Flint Architects and dated 7/7/21.
6. Building Elevations and lot coverage tables; Option B prepared by Flint Architects and dated 7/7/21.
7. Photo Rendering prepared by Flint Architects and dated 7/13/21.

EXISTING CONDITIONS

The Lombard Historical Museum is located at 23 W. Maple Street and consists of the 2,069-sq. ft. Victorian Cottage Museum (built in 1882 and opened to the public as a museum in 1972) and four accessory buildings: the carriage house, the William J. Mueller Memorial gazebo, the Plum shed, and the outhouse. The Victorian Cottage Museum contains four period rooms that are restored to a 1870s appearance, exhibits on Lombard history, storage in the attic, and administrative offices in the 1,093-sq. ft. basement. The carriage house holds the Historical Society's archives, exhibit and meeting space. The gazebo (176 sq. ft.) is used for hosting outdoor events. The Plum shed is used as a gift shop at this time with plans to move it offsite (Option A plans are if the shed can be moved and Option B plans are if the shed cannot be relocated), and the outhouse is an exhibit.

The subject property is bounded by many different land uses including residential, downtown commercial, downtown perimeter and conservation/recreation districts. The Helen Plum Library (the library will be vacated for a new location in the near future) and Lilacia Park is located northwest of the subject property. Parking is available at the public parking lot adjacent to the property directly to the west in addition to pedestrian access from Maple Street.

INTER-DEPARTMENTAL REVIEW

Building Division:

The proposed project would be required to be fully sprinklered as was the case with the last addition to this building. Also, all elements of this project are to be full "Accessible" as required under the 2018 Illinois Accessibility Code. Additional comments may be forthcoming during the permit process.

Fire Department:

The proposed project would be required to be fully sprinklered as was the case with the last addition to this building. Additional comments may be forthcoming during the permit process.

Private Engineering Services:

Private Engineering has no issues or concerns regarding the project. Additional comments may be forthcoming during the permit process.

Public Works:

Public Works has no issues or concerns regarding the project.

Planning Services Division:

1. *Surrounding Zoning & Land Use Compatibility*

	Zoning Districts	Land Use
North	B5PD	Central Business District Planned Development, Elmhurst Clinic
South	B5APD	Downtown Perimeter District, First Church of Lombard
East	R2	Single-Family Detached Residential
West	R2	Single-Family Detached Residential, parking lot owned by library and used for commuter, library and museum parking.

A museum in the Single-Family Detached Residential Zoning District is intended to provide educational resources to serve the needs of the citizens of the Village of Lombard, and the historic house museum use is consistent with the Zoning Map and existing land use of the surrounding properties

2. *Comprehensive Plan Compatibility*

The existing museum use is consistent with the Comprehensive Plan's recommendation of public and institutional uses for the site. The subject property is part of an area of concern identified as number six of the 2014 Comprehensive Plan with current land uses including multiple religious institutions, commercial buildings, legal nonconforming 3-flat, single family residence, and a Victorian Cottage museum. The recommended action for area six is to reclassify the subject properties to Institutional since most of the block contains institutional uses that have acquired numerous properties in recent years and have expressed interest in future expansions. The proposed addition to the carriage house would be consistent with the Comprehensive Plan.

3. *Zoning & Sign Ordinance Compatibility*

A conditional use (per Section 155.407(C)(3) of the Zoning Ordinance) to allow for a cultural facility / institution (museum).

The existing Victorian Cottage Museum has been in operation since 1972. The requested conditional use is required for the expansion of the existing conditional use as originally approved by Ordinance 6631 in 2011 and amended by 6979 in 2013. Staff supports the conditional use for the museum.

A variation from Section 155.210(A)(3)(b) to allow an addition to an existing twenty-six (26) foot high accessory structure.

The existing coach house is twenty-six (26) feet high. The requested relief is necessary to accommodate and maintain the existing historic structure. The petitioner is proposing an addition to the coach house to match the existing height of twenty-six (26) feet. Staff supports the requested variation.

A variation from Section 155.210(B)(1)(a) to allow a single accessory building in a residential district to exceed ten percent of the zoning lot.

The lot size according to York Township Assessor's Office is 13, 419 square feet. Ten percent of the lot size is 1,342 square feet. The proposed carriage house with the addition will be 2,330 square feet.

The variation to allow the accessory building to exceed the ten percent of the zoning lot is necessary in order to provide a setting for the interpretation of a middle-class Victorian household as part of the history

of Lombard. Even though the subject property is zoned as R2 Single-Family Detached Residential, the land use of the property is institutional and the current Comprehensive Plan recommends public and institutional use. The proposed addition is intended to enhance the educational experience of the visitors to the museum and is not an exception for a specific household. Therefore precedent is not being set in consideration of this unique circumstance. Staff supports the requested amendment to the conditional use and the companion variation.

A variation from Section 155.210(B)(1)(a) to allow the combined area of all accessory buildings to exceed the ground floor area of the principal structure.

The footprint of the existing museum is approximately 1,400 square feet. Currently the existing accessory structures have a combined footprint of approximately 1,838 square feet. The proposed addition project will increase the square footage of accessory structures by approximately 1000 square feet for either option A or B as the existing 300 square foot Plum shed will be removed for option A or remain for option B.

The variation to allow the combined area of all accessory buildings to exceed the ground floor area of the principal structure is necessary in order to provide a setting for the interpretation of a middle-class Victorian household as part of the history of Lombard. Even though the subject property is zoned as R2 Single-Family Detached Residential, the land use of the property is institutional and the current Comprehensive Plan recommends public and institutional use. The proposed addition is intended to enhance the educational experience of the visitors to the museum and is not an exception for a specific household. Therefore precedent is not being set in consideration of this unique circumstance. Staff supports the requested amendment to the conditional use and the companion variation.

A variation from Section 155.210(B)(2)(a) to allow a three (3) foot interior side yard setback for an accessory structure

The entire accessory structure is required to be within the rear quarter of a zoning lot in order to be setback three feet from the property lines instead of six feet for the three front quarters of the zoning lot. The rear quarter of the lot size of the property is 54 feet from the rear property line by the width of the lot. The existing carriage house encroaches ten feet into the front three quarters of the lot however it is located approximately six feet (5.79 feet) from the east interior side property line and twenty-nine (29) feet from the west interior side property line. The proposed addition, option B and option A are entirely within the rear quarter of the lot yet the entire building is not. The addition is located next to the west property line abutting an existing parking lot. As the impact will be minimum on this land use, staff can support this variation.

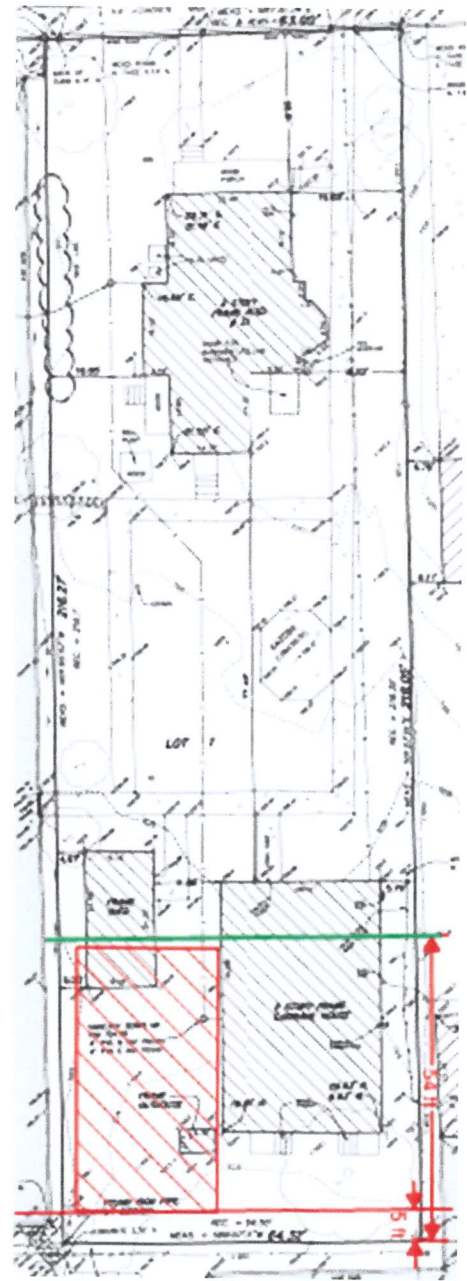


Figure 1 - Bulk of project in the rear quarter of the lot. Option A (shown): the Plum shed will be removed. Option B: the addition is smaller to accommodate the Plum shed.

A variation from Sections 155.407(J) and 155.602(C) to allow for zero off-street parking spaces

There are no parking facilities currently provided on-site; however, the petitioner has the use of five parking spaces in the adjacent 25 W. Maple lot, which is owned by the library with a Village parking agreement. The proposed expansion would require the provision of three and one-half additional parking spaces. As the site was developed as a single-family residence and continues to have that type of configuration, there is not sufficient space to accommodate a commercial parking lot. Accordingly, the petitioner wishes to continue to provide parking within available public and on-street parking spaces, as is done for other nearby public and semi-public uses (Helen Plum Library, Lilacia Park, etc.). Staff supports the requested variation.

SITE HISTORY

The site appeared before the Plan Commission and Village Board of Trustees:

- 2011; PC 11-11; PERMIT # 2012-183: Approval was granted and a permit was issued for an addition to the carriage house.
- 2013; PC 13-07; PERMIT # 2014-1979: Approval was granted and a permit was issued for a gazebo.

FINDINGS & RECOMMENDATIONS

Staff finds that the proposed addition is consistent with its surrounding context, the Village of Lombard Comprehensive Plan, Zoning Ordinance, and Sign Ordinance.

The Inter-Departmental Review Committee has reviewed the Standards for the amendment to the conditional use and for companion variations for an addition and finds that the petition **complies** with the standards established by the Village of Lombard Zoning Ordinances, and that granting the amendment to the conditional use and variations of the addition is in the public interest. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion for **approval** of PC 21-19:

Based on the submitted petition, accompanying building plans and the testimony presented, the proposed addition **complies** with the standards established by the Lombard Zoning Ordinances, and that granting the amendment to the conditional use and variations is in the public interest and, therefore, I move that the Plan Commission accepts the findings of the Inter-Departmental Review Report as the findings of the Plan Commission, and **approve** PC 21-19, subject to the following conditions:

1. The petitioner shall develop the space in substantial conformance with the site plan and the Flint Architects plans and elevations made a part of this petition;
2. The petitioner shall satisfactorily address all comments noted within the IDRC Report;
3. This approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP
Director of Community Development
c. Petitioner

VII. 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 subject property has been in operation as a public museum for nearly 50 years and, in that time, it has not demonstrated any negative impact on the public health, safety, morals, comfort, or general welfare. The mission of the Lombard Historical Society is the collection, interpretation, preservation and presentation of information and objects concerning the history of Lombard.

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;*

Approval of the requested conditional use should not have any impact on the use, enjoyment or values of the properties in the vicinity.

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 expansion of the conditional use will not impede the development of surrounding property. The majority of the block is developed with public or institutional uses including Maple Street Chapel, First Church of Lombard, St. John's Lutheran Church, Calvary Episcopal Church, Helen Plum Memorial Library, Elmhurst Clinic and the adjacent Village parking lot.

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

The proposed expansion will meet all applicable codes with regard to public utilities and drainage.

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;*

Public access to the site will continue to be provided via the adjacent public parking lot.

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

The Comprehensive Plan recommends public and institutional land uses at this location. The Victorian Cottage Museum meets this recommendation.

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.

As a companion to this conditional use request, the Historical Society is requesting variations to accommodate the proposed expansion of the Carriage House.

XI. STANDARDS FOR VARIATIONS

The following is an excerpt from the Lombard Zoning Ordinance. A **detailed response** to all of these standards should be provided for all variations of the Lombard Zoning Ordinance and Lombard Sign Ordinance.

SECTION 155.103.C.7 OF THE LOMBARD ZONING ORDINANCE:

The regulations of this ordinance shall not be varied unless findings based on the evidence presented are made in each specific case that affirms each of the following standards:

- 1. Because of the particular physical surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if the strict letter of the regulations were to be applied.*

The variation to allow the combined area of all accessory buildings to exceed the ground floor area of the principal structure is necessary in order to achieve an ADA-compliant exhibit space.

The variation to allow the accessory structure to exceed seventeen (17) feet is necessary to match the existing two-story Carriage House.

The variation from parking requirements is needed as no parking facilities currently provided on-site; however, the Society has the use of five parking spaces in the adjacent 25 W. Maple lot. The proposed expansion would require additional parking spaces. As the site was developed as a single-family residence and continue to have that type of configuration, there is not sufficient space to accommodate a commercial parking lot. Accordingly, the Society wishes to continue to provide parking within available public and on-street parking spaces as is done for other nearby public and semi-public uses (Helen Plum Library, Lilicia Park, etc.)

- 2. The conditions upon which an application for a variation is based are unique to the property for which the variation is sought, and are not generally applicable to other property within the same zoning classification.*

The Victorian Cottage Museum property is unique in that it and the Sheldon Peck Homestead, another Lombard Historical Society museum, are the only house museums within the Village of Lombard. Accordingly, the requested variations are not generally applicable to other properties within the R2 Single-Family Residence District.

- 3. The purpose of the variation is not based primarily upon a desire to increase financial gain.*

The Lombard Historical Society is an educational, 501(c)(3) not-for-profit organization dedicated to the collection, interpretation, preservation and presentation of information and objects concerning the history of Lombard. The requested variations will allow the Society to fulfill this mission and will not increase financial gain.

4. *The alleged difficulty or hardship is caused by this ordinance and has not been created by any person presently having an interest in the property.*

The existing structure have been at its present location for many years.

5. *The granting of the variation will not be detrimental to the public welfare or injurious to other property or improvements in the neighborhood in which the property is located.*

The requested variations would largely address existing conditions and, as such, would not be detrimental to the public welfare or injurious to other properties in the neighborhood in that the property has been operating as a public museum for nearly 50 years.

6. *The granting of the variation will not alter the essential character of the neighborhood; and,*

The requested variations would not alter the essential character in that the property has been operating as a public museum for many decades.

7. *The proposed variation will not impair an adequate supply of light and air to adjacent property or substantially increase the congestion of the public streets, or increase the danger of fire, or impair natural drainage or create drainage problems on adjacent properties, or endanger the public safety, or substantially diminish or impair property values within the neighborhood.*

The project will maintain the required setbacks and will also maintain open space as required by the Zoning Ordinance.