



PLAN COMMISSION AGENDA ITEM EXECUTIVE SUMMARY

Project Title/Address:	St. Charles Public Library		
City Staff:	Ellen Johnson, Planner		
PUBLIC HEARING 10/22/19	X	MEETING 10/22/19	X

APPLICATION: Special Use for Planned Unit Development
PUD Preliminary Plan

ATTACHMENTS AND SUPPORTING DOCUMENTS:

Staff Report	Application & Plans, received 9/24/19
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SUMMARY:

The St. Charles Public Library District is planning a facility renovation and expansion. A Concept Plan for this project was reviewed in August.

The project encompasses the entire Library property, which contains the Library building, adjacent parking lots and remainder of the block south of Walnut Ave., as well as St. Mark’s Lutheran Church property to allow for a shared parking arrangement.

The site plan is similar to the Concept Plan. Highlights of the plan include:

- Two building additions:
 - East side (2,840 sf) – Two-story entrance addition at the northeast corner.
 - North side (3,225 sf) – One-story addition along Main St.
- Terraced garden on the east side between the building and parking lot.
- Vacation of Walnut Ave. west of 7th Ave. and 6th Ave. north of Illinois Ave.
- Reconfigured and expanded parking lot to be shared between the Library and St. Mark’s, incorporating the vacated right-of-way and the block south of Walnut Ave.
- 221 total parking stalls (including the Library and Church).
- Retention of the existing site access points.
- Drive-up lane/window at the southwest corner.
- Stormwater detention area and open space along Illinois Ave.

A Preliminary Plat of Subdivision has been submitted proposing consolidation into two lots of the parcels comprising the Library and St. Mark’s properties and vacated City right-of-way.

SUGGESTED ACTION:

Conduct the public hearing on the Special Use for PUD and close if all testimony has been taken.

Staff has placed this item, along with the PUD Preliminary Plan, on the meeting portion of the agenda for a vote should the Plan Commission feel that they have enough information to make a recommendation.

Staff has found the application materials to be complete. Upon resolution of outstanding staff comments, the proposal has the ability to meet City Code requirements.

INFO / PROCEDURE ON APPLICATIONS: *See Reverse Side*

SPECIAL USE FOR PUD

- Approval of development project with specific deviations from the Zoning Ordinance standards. (Establishes a PUD ordinance with unique zoning or subdivision standards that apply to a single development site)
- Public hearing is required, with a mailed notice to surrounding property owners.
- Single finding – Is the PUD in the public interest? Criteria are considered in reaching a decision. Responses to the criteria need not be in the affirmative to recommend approval of a PUD or PUD Amendment.
- The Plan Commission may recommend conditions and restrictions upon the establishment, location, design, layout, height, density, construction, maintenance, aesthetics, operation and other elements of the PUD as deemed necessary to secure compliance with the standards specified in the Zoning Ordinance.
- The Plan Commission may recommend exceptions and deviations from the requirements of the Zoning and Subdivision Codes requested by the applicant, to the extent that it finds such exceptions and deviations are supportive of the standards and purposes for PUDs.

PUD PRELIMINARY PLAN

- Approval of engineering plans for development of property within a PUD- includes site, landscape, and engineering plans. (Application may also involve a subdivision of land.
- Recommendation is based on compliance with the previously (or concurrently) approved Special Use for PUD standards and other city code requirements (including Zoning and Subdivision codes).

Community & Economic Development
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ST. CHARLES
 SINCE 1834

Staff Report

TO: Chairman Todd Wallace
 And Members of the Plan Commission

FROM: Ellen Johnson, Planner

RE: St. Charles Public Library Project

DATE: October 18, 2019

I. APPLICATION INFORMATION:

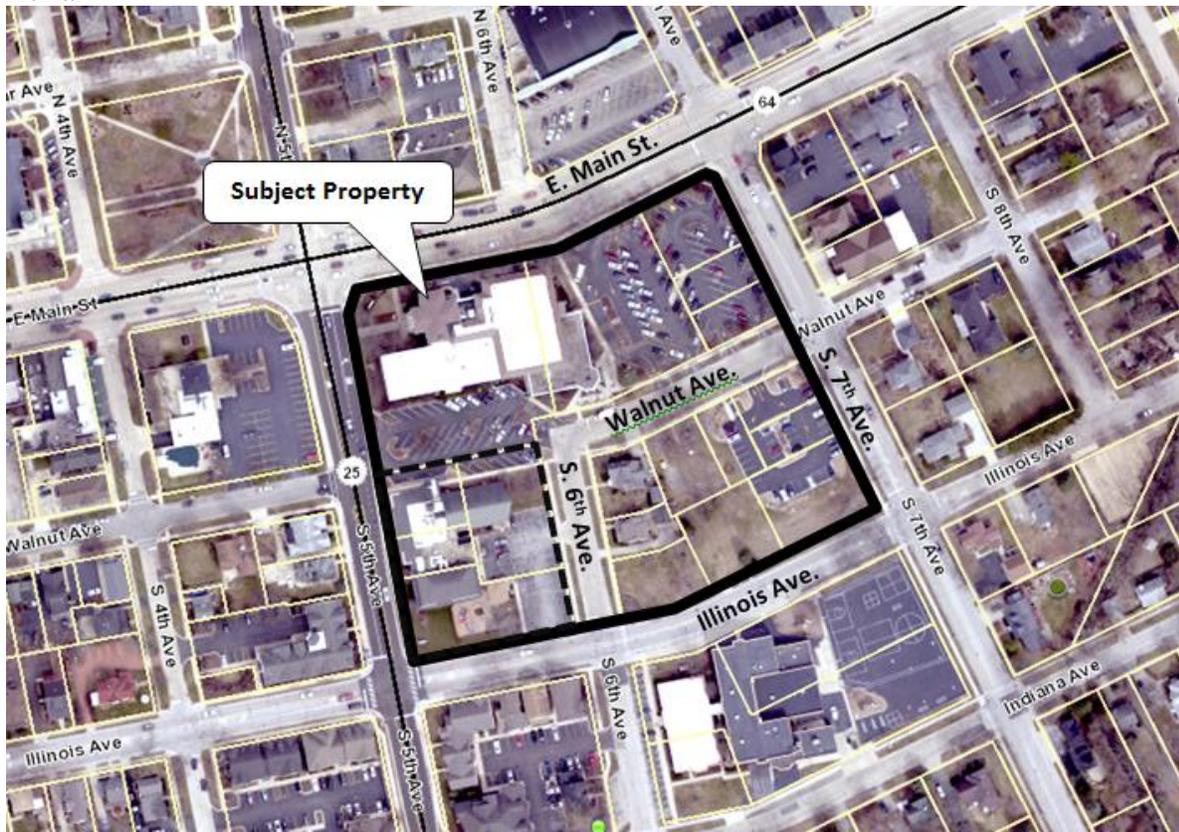
Project Name: St. Charles Public Library

Applicant: St. Charles Public Library District

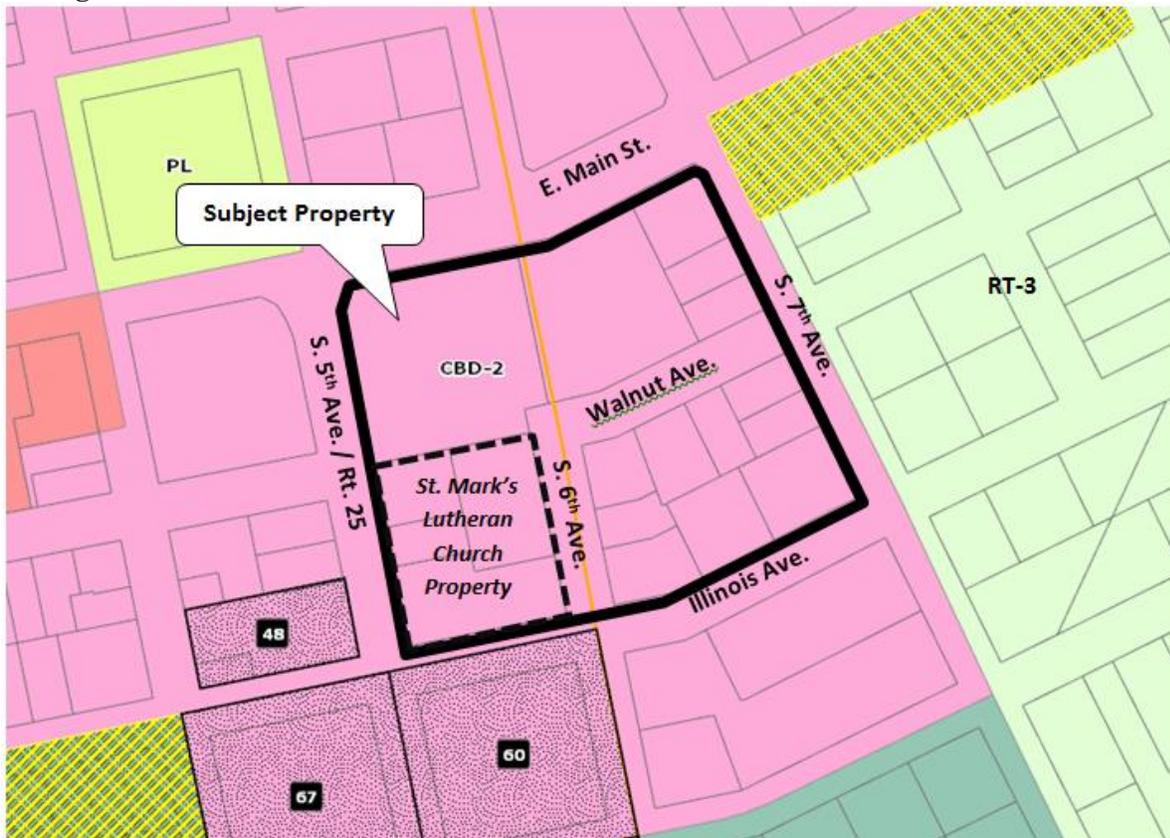
Purpose: Approved redevelopment of the library property

General Information:		
Site Information		
Location	Library: 1 S. 6 th Ave. St. Mark's Lutheran Church: 101 S. 6 th Ave.	
Acres	Library: 190,868 sf (4.4 acres) St. Mark's Lutheran Church: 57,827 sf (1.33 acres)	
Applications:	Special Use for Planned Unit Development PUD Preliminary Plan	
Applicable City Code Sections	Ch. 17.04 – Design Review Standards & Guidelines Ch. 17.14 – Business & Mixed Use Districts Ch. 17.24 – Off-Street Parking, Loading & Access Ch. 17.26 – Landscaping & Screening	
Existing Conditions		
Land Use	Public Library / Church	
Zoning	CBD-2 Mixed Use Business	
Zoning Summary		
North	CBD-2 Mixed Use Business	Commercial properties
East	RT-3 Traditional Single-Family Residential	Commercial property, church, single-family home
South	CBD-2 Mixed Use Business	Lincoln School, Heritage Square
West	RT-4 Traditional Single- and Two-Family Residential	Commercial & residential properties
Comprehensive Plan Designation		
Public / Semi-Public		

Aerial



Zoning



II. OVERVIEW

A. PROPERTY HISTORY

The original Carnegie Library building at the corner of Main St. and 5th Ave. was constructed in 1908. The building was expanded in 1964 (first floor addition to the south) and 1988 (two story addition to the east).

In 2009, the City reviewed a Concept Plan for a large-scale expansion of the Library. The plan at that time was to expand the building to the east, covering the entire existing parking lot, and to construct a new parking lot covering the entire block south of Walnut Ave. The expansion was contingent upon passage of a referendum which was voted down.

For a number of years the Library District worked to acquire residential properties on the block south of Walnut Ave. in anticipation of expanding the facility. In 2011, the City approved a Map Amendment rezoning the block from RT-3 (single-family) to CBD-2 in order to allow construction of an off-site parking lot to serve the Library. The parking lot was constructed on the east side of the block and the remaining houses on the block were later demolished.

This past August the City reviewed a new Concept Plan for the property in support of a smaller scale facility renovation and expansion project. The Plan Commission and Planning & Development Committee provided feedback on the plan, much of which was related to pedestrian and traffic flow through the site.

B. PROPOSAL

The St. Charles Public Library District has submitted applications for Special Use for Planned Unit Development and PUD Preliminary Plan to facilitate the planned improvement project. The project encompasses the entire Library property which contains the Library building and adjacent parking lots to the east and south as well as the block south of Walnut Ave. The St. Mark's Lutheran Church property is also included in the plans to allow for shared parking between the uses.

The site plan is similar to the Concept Plan. Highlights of the plan include:

- Two building additions:
 - East side (2,840 sf) – Two-story entrance addition at the northeast corner. Entry doors face south.
 - North side (3,225 sf) – One-story addition along Main St.
- Terraced garden on the east side between the building and parking lot.
- Vacation of Walnut Ave. west of 7th Ave. and 6th Ave. north of Illinois Ave.
- Reconfigured and expanded parking lot to be shared between the Library and St. Mark's, incorporating the vacated right-of-way and the block south of Walnut Ave.
- 221 total parking stalls (including the Library and St. Mark's).
- Retention of the existing site access points.
- Drive-up lane/window at the southwest corner.
- Stormwater detention area and open space along Illinois Ave.

A Preliminary Plat of Subdivision proposes consolidation of the parcels comprising the Library and St. Mark's Lutheran Church properties into two lots and vacated City right-of-way.

The following changes have been made to the site plan since Concept Plan review:

- Additional mid-block pedestrian connections into the site from Illinois Ave. and Main St.
- Additional landscape medians through the parking lot resulting in fewer internal driveways and a more clearly defined traffic flow.
- Extension of sidewalk into the site from Illinois Ave and 7th Ave. with fewer drive aisle crossings.
- Additional landscape islands within the parking lot.
- Addition of a brick wall to provide screening of the loading zone along Main St.
- Required 10 ft. landscape buffer along 7th Ave.
- Revised building design for the two additions.

III. ANALYSIS

A. COMPREHENSIVE PLAN

The Land Use Plan adopted as part of the 2013 Comprehensive Plan identifies the subject property, including the existing Library facility and the block south of Walnut Ave., as “Public / Semi-Public”. The Community Facilities Plan (Ch. 5) states the following regarding the Public Library District:

“The St. Charles Public Library is located downtown just east of City Hall and south of Main Street and has four remote drop-off locations, including two in the City. The library houses over 400,000 books and other materials. It also provides a full calendar of activities for both children and adults. The library is planning a renovation and remodeling or expansion of the facility in the next 3-10 years. An interim parking lot was constructed in 2012.

Recommendations:

The City should work with the Library to ensure it has enough capacity to serve all St. Charles residents now and in the future. The City should also look for opportunities to collaborate on programming that may serve multiple missions, such as using the Library as a venue for public meetings. The Library expansion could strengthen the eastern gateway into downtown.”

B. ZONING REVIEW

The subject property is zoned CBD-2 Mixed Use Business District. Library is a permitted use in the CBD-2 District. The purpose of the CBD-2 District as stated in the Zoning Ordinance is as follows:

“To provide for a properly scaled mixed-use transition between single-family residential neighborhoods and the retail core of the CBD-1 Central Business District. The CBD-2 District permits a mix of retail, service, office, and medium-density residential uses within buildings that are of a reduced height and scale than that permitted in the CBD-1 District. However, development in this district is also intended to retain a pedestrian oriented character, similar to that of the CBD-1 District.”

The table below compares the CBD-2 District requirements with the submitted Preliminary Plat of Subdivision and preliminary engineering plans.

Note the standards related to establishment of lots and parking apply to both the Library and St. Mark’s properties. Bulk standards apply to the Library only. Shared parking between the Library and St. Mark’s is proposed as shown on the plans and as noted in the application

materials. St. Mark’s property is also proposed to be resubdivided along with the Library property in order to account for vacation of the public street rights-of-way. St. Mark’s is not proposing any other changes to its site or building. Therefore, the PUD for the development will not include an approval of the existing site conditions for St. Mark’s as they are outside of the scope of this project. This means that any future changes to St. Mark’s property will not be subject to the additional review processes required for PUDs, unless the changes apply to the parking lot.

Category	CBD-2 District	Proposed
LIBRARY & ST. MARK’S		
Min. Lot Area	Non-Residential Uses: 5,000 sf	Lot 1 (Library): 190,868 sf (Includes Library, block south of Walnut & vacated Walnut Ave.) Lot 2 (St. Mark’s): 57,827 sf (Includes St. Mark’s parcels & vacated 6 th Ave.)
Min. Lot Width	50 ft.	Lot 1 (Library): 230 ft. (5 th Ave.) Lot 2 (St. Mark’s): 231 (5 th Ave.)
Max. Building Coverage	40%	Lot 1 (Library): 16.8% Lot 2 (St. Mark’s): 24.5%
Off-Street Parking	Library: 2.5 spaces per 1,000 sf of GFA (165 spaces required) Church: 1 space per 3 seats (spaces required for St. Mark’s ?)	Lot 1 (Library): 166 spaces (165 existing) Lot 2 (St. Mark’s): 55 spaces (31 existing) Total Proposed: 221 (196 existing) (Total required?)
LIBRARY ONLY		
Max. Gross Floor Area per Building	10,000 sf	66,000 sf (current GFA = 58,050)
Max. Building Height	40 ft.	40 ft.
Min. Front Yard	Building/Parking: 5 ft. (5 th Ave.)	Building: 25 ft. (existing) Parking: 8 ft.
Min. Exterior Side Yard	Building/Parking: 5 ft. (Main St. & Illinois Ave.)	E Main St: Building: 5 ft. Parking: 19.8 ft. Illinois Ave: Building: 287 ft. Parking: 68 ft.
Min. Rear Yard	Building: 20 ft. Parking: none (7 th Ave.)	Building: 183 ft. Parking: 10 ft.
Landscape Buffer Yard	10 ft. (where adjacent to residential zoning: east side)	10 ft.

PUD Deviations

1. Parking Count: Staff has requested the applicant provide the number of seats in St. Mark’s main worship space in order to calculate its parking requirement. The PUD application indicates the total parking requirement for the Library and St. Mark’s is 241 spaces, however the requested information has yet to be provided so staff cannot confirm this statement. The parking requirement for the Library is met on the Library’s lot and we are

assuming St. Mark’s parking requirement is not met on its lot. Shared parking between the uses and the parking count as proposed are requested to be approved as part of the PUD.

2. Gross Floor Area Limitation: The proposed Gross Floor Area of 66,000 sf exceeds the 10,000 sf GFA maximum in the CBD-2 District. A deviation from this requirement has been requested in the Special Use for PUD Application.

For background, the existing library exceeds the GFA limitation as well, at 58,050 sf. When the addition to the building was constructed in 1988 the property was zoned B-3 Service Business District under the 1960 Zoning Ordinance. Under that ordinance floor area ratio (FAR) could not exceed 1.3. FAR of the existing structure based on the site area in 1988 conformed to this standard. As such, the library existed lawfully at the time the current Zoning Ordinance was adopted in 2006 when the 10,000 sf size limitation was established. However, nonconforming buildings cannot be enlarged unless otherwise approved such as through a PUD.

C. LANDSCAPING

A landscape plan has been submitted as part of the PUD Preliminary Plan. New landscaping is proposed along the Main St. frontage of the new additions as well as in the landscape buffer area along 7th Ave., along the drive-up lane, along the south end of the parking lot within the parking lot islands.

A Tree Preservation Plan has been submitted indicating that a number of existing trees will be retained within the parking lot. Most existing trees along the perimeter of the site will remain, with the exception of those along the north side of the building due to the addition.

The table below compares the plan with the landscaping standards that apply to this project per Ch. 17.26. The plan meets most standards however additional plantings are needed.

Category	Zoning Standard	Proposed
Overall Landscape Area	20%	39.2%
Building Foundation Landscaping (Applies to new additions only)		
<i>Foundation Planting Beds</i>	50% of total length of new building walls	Meets Requirement
<i>Foundation Plantings</i>	20 shrubs/bushes/perennials & 2 trees per 50 ft. of planting bed (Foundation planting beds provided on northern addition; length of beds = 205 ft.; 82 shrubs/bushes/perennials & 8 trees required)	67 shrubs 5 trees
Parking Lot Landscaping		
<i>Screening from Public Streets</i>	30” screening along 50% of public street frontage	Meets Requirement
<i>Landscape Islands</i>	1 island per 10 spaces; all rows terminate in landscaped area 1 tree per islands + variety of plantings	Meets Requirement
Buffer Yard (10’ along 7th Ave.)		
<i>Tree Requirement</i>	1 shade tree or 2 evergreen trees per 400 sf of landscape buffer (Buffer area = 4,525 sf; 11 shade or 22 evergreen trees required)	8 shade trees

Staff Comments

- Building foundation landscaping is provided along the northern addition. 15 additional shrubs/bushes/perennials and 5 additional trees are required within these planting beds. Some of these additional plantings can be added along the area adjacent to the loading zone.
- 3 additional shade trees or 6 additional evergreen trees are needed within the 10 ft. buffer yard along the east (7th Ave.) lot line.

D. PLAT OF SUBDIVISION

A Preliminary Plat of Subdivision has been submitted proposing resubdivision and consolidation of the parcels comprising the Library and St. Mark's Church properties, as follows:

- Lot 1 – Library Property
 - 190,868 sf / 4.38 acres
 - Includes vacated portion of Walnut Ave. (20,070 sf of additional lot area compared to existing Library property)
- Lot 2 – St. Mark's Lutheran Church Property
 - 57,827 sf / 1.33 acres
 - Includes vacated portion of S. 6th Ave. (12,060 sf of additional lot area compared to existing Church property)

The Plat grants 10 ft. public utility and drainage easements around the perimeter of the lots as required, except that a 5 ft. easement is granted along the western portion of the north line of Lot 1 due to the location of the building.

Staff Comments:

- The dimension of the south lot line of Lot 2 should be shown.
- Utility easements are needed over all existing and proposed utilities. This includes water main and sanitary sewer main located in the Walnut Ave. and 6th Ave. right-of-ways which are to be vacated.
- A cross-access easement is needed through the site, connecting 7th Ave. and Illinois Ave. for the benefit of both Lots. The PUD ordinance for this project will stipulate that the City is to be provided with a copy of the shared parking use/maintenance agreement between the Library and St. Mark's.
- City vacation of Walnut Ave. and 6th Ave. through the property will need to follow the process established in the Illinois State Statute. A public hearing will need to be held at City Council and an ordinance prepared to vacate the right-of-way. The ordinance will need to be recorded with the recording number referenced on the Final Plat.

E. ENGINEERING REVIEW

Preliminary engineering plans are under review. Detailed plan review comments will be provided to the applicant once the review is complete. Comments are expected to be technical in nature and should not require changes to the site layout as proposed. One item of note is in regards to aging utilities running through the site which may be in need of replacement.

Staff Comments (Planning):

- It was previously identified that public sidewalk along Illinois Ave. should be extended to the remainder of the block. If not possible due to site grading, the applicant should explain this position.

- Closure of St. Mark’s existing entrance off Illinois Ave. would be preferred given the proximity to the main site entrance and to meet the objective of integration and cross connection between the Library and St. Mark’s parking lots.

F. BUILDING DESIGN

Exterior architectural elevations for the building additions have been submitted. The design is similar to the Concept Plan. Modifications have been made to the entrance addition roof in response to comments from the Plan Commission. The proposed wall material of the additions is brick to match the Carnegie brick. A significant amount of glass is used, particularly on the entrance addition.

Buildings in the CBD-2 District are subject to the Design Review requirements of Section 17.06.040 Standards and Guidelines – CBD-1 and CBD-2 Districts. The proposed design conforms to the applicable Standards and Guidelines, with the exception of the following Guideline which is an existing condition of the building:

Building Placement & Lot Coverage –

Buildings should be oriented towards zones of pedestrian activity, with primary entrances facing directly onto the street at street level.

G. PHOTOMETRIC PLAN

A photometric plan has been submitted. The plan was reviewed for conformance with Section 17.22.040.

Staff Comments:

- Along property lines abutting residential zoning districts, lighting levels shall not exceed 0.5 average foot-candles. It appears lighting levels exceed this average along the east lot line.
- Information about the proposed exterior light fixtures is needed.

H. HISTORIC PRESERVATION REVIEW

The portion of the subject property west of 6th Ave. is located within the Central Historic District. The existing library building is rated in the 1994 Architectural Survey as “Significant”.

As required, the Historic Preservation Commission reviewed the PUD Preliminary Plan on October 2, 2019. Commissioners stated they were pleased with the changes made since the Concept Plan review. The Commission voted unanimously to recommend to the Plan Commission approval of the PUD Preliminary Plan.

A Certificate of Appropriateness will need to be approved by the Historic Commission prior to issuance of building permit.

IV. **SUGGESTED ACTION**

Conduct the public hearing on the Special Use for PUD application and close if all testimony has been taken. The applicant has provided Findings of Fact for the Plan Commission to consider.

Staff has placed the applications on the meeting portion of the agenda should the Plan Commission determine there is adequate information to make a recommendation to City Council.

A recommendation for approval should be subject to resolution of staff comments.

VI. ATTACHMENTS

- Special Use and PUD Preliminary Plan applications; received 9/24/19
- Plans