GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF PLANNING

Office of the Director

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MEMORANDUM

TO: D.C. Zoning Commission

FROM: Andrew Altman
Director

DATE: March 20, 2003

SUBJECT: Pre-hearing Statement for **Text Amendments to permit the use "public library" by right within any Residential, Mixed Use, Special Purpose, Commercial, Industrial, or Waterfront District,** initiated by the District of Columbia Public Library.

CASE NO: **Z.C. 03-10**

RECOMMENDATION
The Office of Planning recommends the proposed text amendments to provide for public libraries within the Zoning Regulations approved.

SETDOWN
This application was set down before the Zoning Commission on February 28, 2003.

BACKGROUND
The District of Columbia Public Library has filed the text amendment request to allow the Public Library to reconstruct three existing locations within the City, two of which are located within residential zoning districts and one of which is split zoned between residential and commercial zoning districts. Public libraries historically had been permitted as government uses on City or Federal property and, therefore, not subject to zoning. However, in 1990 the City Council passed legislation requiring city property to be subject to zoning. This requirement is codified in Chapter 1 of 11DCMR:

106.5 Properties of the District of Columbia government shall be subject to zoning; Provided that:

(a) Any governmental land or building uses that were either in existence or were substantially planned, documented and invested in prior to May 23, 1990, shall not be subject to zoning;

(b) With regard to the properties referenced in (a) above, any change or expansion in the use of land or buildings, or any new

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construction or additions to buildings shall be subject to zoning; and

(c) District of Columbia public buildings in the Central Area shall be exempt from zoning but shall continue to require approval of the National Capital Planning Commission, pursuant to §5(c) of the Planning Act (40 U.S.C. 71d(c)).

As a result of the adoption of the above referenced text amendment, public libraries in residential zoning districts became nonconforming uses. The use "library" is currently permitted as a matter of right within the mixed use, commercial, waterfront and industrial districts. However, the Zoning Regulations do not contain a parking standard for libraries. In addition, the Martin Luther King, Jr. Library, the only public library located within the Central Area, is not subject to zoning, per §106.5(c) cited above.

ZONING

The Zoning Regulations do not currently address public libraries. The use "library", which could include more than just public libraries, is first permitted in the CR (mixed use) zoning district. It continues as a use permitted as a matter of right within all C (commercial), W (waterfront) and C-M and M (industrial) zoning districts, but is not permitted in any R (residential) or the special purpose districts. As a result, public libraries are not permitted within any residential zoning districts. However, the majority of the public libraries are located wholly or partially within a residential zoning district. Therefore, a use variance is required to establish, construct or add onto most of the District's public libraries.

The proposed text amendment will provide for "public libraries" to be permitted as a matter of right within all residential and commercial zoning districts, because all of the existing libraries within the District are located within either a residential or commercial district, or are split zoned and located within a combination of both. The use "public library" is also proposed to be permitted within the SP (special purpose), W (waterfront) and CR (mixed use) zoning districts, as these districts permit a variety of residential uses as a matter of right and the applicant has indicated to the Office of Planning that the public libraries within the City operate as neighborhood facilities. Similarly, the use "public library" is proposed to be permitted within the industrial districts. Although these districts do not permit the construction of new residential districts, they are often times located across only a street from residential districts, and could therefore possible provide a location for a public library to serve a residential area. Therefore, although there are not currently any public libraries located within a waterfront, industrial or mixed use district, the Office of Planning recommends that the use be included as a matter of right within those districts should the District of Columbia Public Library ever desire to locate a library within one of those districts due to the a nearby residential population that may be located there.

The term "public library" is purposefully different from the existing term of "library" within the Zoning Regulations so as to differentiate between public and private libraries. These facilities, financed and supported by public money, are provided for the benefit of the District's citizens. They are an exercise of the city's "health, safety, welfare" powers and should be permitted to be located as needed. The proposed definitions are those used by the District of Columbia public library.

PROPOSED TEXT
The text amendments as proposed by the applicant are shown below.

Amend §199, Chapter 1, Definitions, 11DCMR, to include the following language:

Amend §199 DEFINITIONS as follows:

Library, Full Service Neighborhood Public - A District of Columbia Public Library housed in a permanent structure containing an average of 20,000 square feet and including meeting rooms, staff work rooms, kitchen facilities and book overflow space. It contains space for a variety of activities, such as children's story hour, film showings and book talks to occur simultaneously. There is a wide array of selection and quantity of book titles, books-on-tape, and compact discs, is suited for in-depth research and staffed by seven to ten full-time equivalent employees.

Library, Community Public - A District of Columbia Public Library housed in a portable structure containing an average of 1,500 square feet and including a small staff area and minimal space for activities. There is a small selection of books that include a large ratio of paperbacks and it is not suitable for more than basic research and staffed by two full-time equivalent employees.

Library, Kiosk Public - A District of Columbia Public Library housed in a portable structure containing an average of 150 square feet and no staff area or space for activities. It is not suited for more than basic research and is staffed by one full-time equivalent employee.

The Office of Planning is in agreement with the proposed definitions of the three different types of libraries.

Each of the three types of public libraries is proposed to be permitted within the Zoning Regulations, as shown in the chart below.

Zoning District	Full-Service Public Library	Community Public Library	Kiosk Public Library
Residential	Matter of Right	Matter of Right	Matter of Right
Special Purpose	Matter of Right	Matter of Right	Matter of Right
Mixed Use	Matter of Right	Matter of Right	Matter of Right
Commercial	Matter of Right	Matter of Right	Matter of Right
Industrial (C, C-M)	Matter of Right	Matter of Right	Matter of Right
Waterfront	Matter of Right	Matter of Right	Matter of Right

Amend §2101 SCHEDULE OF REQUIREMENTS FOR PARKING SPACES

2101.1 On or after May 12, 1958, all buildings or structures shall be provided with parking spaces as specified in the following spaces as specified in the following table:

USES	NUMBER OF PARKING SPACES REQUIRED
Full Service Neighborhood Public Library	
All residential districts	**For libraries constructed after 2003 and in excess of 2,000 square feet of floor area, 1 space for each additional 1,000 square feet of patron use area. If located within one-half mile of a Metrorail station, the parking requirements may be reduced by 50 percent.**
All other districts	**For libraries constructed after 2003 and in excess of 3,000 square feet of floor area, 1 space for each additional 1,000 square feet of patron use area. If located within one-half mile of a Metrorail station, the parking requirements may be reduced by 50 percent**

Community Public Library	
All districts	**For libraries constructed after 2003 and I n excess of 2,000 square feet of floor area, 1 space for each additional 1,000 square feet devoted to patron use area. If located within one-half mile of a Metrorail station, the parking requirements may be reduced by 50 percent.**
Kiosk Public Library	
All districts	**None**

The Office of Planning is recommending that no parking be required for a kiosk library due to the small size of such facilities. They area not suitable for more than basic research, have only one employee and are no more than 150 square feet in size (less than the size of one standard parking space). This type of library is not likely to generate much demand for parking, and is the most likely to be patronized by residents within the immediate surrounding area.

Community libraries, while larger than a kiosk library, are an average of 1,500 square feet in area with only two employees. Similar to a kiosk library, community libraries are not designed for more than basic research, reducing the likelihood that patrons would come from outside of the neighborhood to use these libraries. Therefore, unless containing more than 2,000 square feet in patron use area, no parking need be provided. For those community libraries located within one-half of a mile of a Metrorail station, the parking requirement may be reduced by 50 percent.

Full service libraries are expected to generate the most patrons due to their size and availability of book collections that allow for more than basic research. As these libraries are more likely to attract patrons from outside the immediate neighborhood than the kiosk or community libraries, parking should be required for full service libraries greater than 2,000 square feet in area within a residential zoning district so as not to adversely impact on-street parking used by residents of the surrounding neighborhood. For libraries located within any other type of zoning classification, parking should be required for libraries greater than 3,000 square feet in area as the trip to the library is more likely to be combined with other trips. For those libraries that are located within one-half of a mile of a Metrorail station, the parking requirement may be reduced by 50 percent.

The Office of Planning acknowledges that there may be difficulty in providing adequate parking at existing facilities that are to be renovated. Therefore, any new parking standards should be applied only to new locations or locations that are reconstructed, so

as not to adversely affect neighborhoods proposed for new facilities, and because the opportunity exists at a new site or a reconstructed site to design it with sufficient parking.

Special Exception for Reduction of Parking
The Office of Planning recognizes that some library locations, due to physical constraints of the site may not be able to provide the parking as proposed in this report. Therefore, it is recommended that the BZA be empowered to approve special exception relief for the reduction of the number of required parking spaces for libraries, pursuant to 11 DCMR §3104.

COMPREHENSIVE PLAN

The text amendment is consistent with many aspects of the Comprehensive Plan, including:

608 PUBLIC ACTION

608.2 The policies established in support of the public action objective are as follows:

(h) Adopt measures to improve public library facilities;

1216 WARD 1 PUBLIC FACILITIES

1216.1 The public facilities throughout Ward 1 play an important role in serving residents and contributing to the quality of the ward's neighborhoods. These facilities include… libraries…

1312 WARD 2 PUBLIC FACILITIES

1312.1 There are a number of public facilities throughout Ward 2 that make essential services available to all members of the community. These facilities include… libraries…

1336 WARD 2 ACTIONS IN SUPPORT OF THE ARTS, CULTURAL AND EDUCATIONAL USE OBJECTIVE

1336.1 The actions in support of the arts, cultural and educational land use objective are as follows:

(e) Strengthen Ward 2 libraries…

1405 WARD 3 PUBLIC FACILITIES

1405.1 Preface:

(a) The public facilities in the ward enable essential services to be available to all members of the community. These facilities include... libraries...

1516 WARD 4 PUBLIC FACILITIES

1516.1 The District's public facilities program is focused on improving and maintaining the city's existing infrastructure, including... public libraries...

1405.4 Objectives and policies for adequate service delivery are as follows:

(a) In addition to the city-wide objective and policies stated in the Public Facilities Element:

(2) Existing public facilities should be improved as follows:

(B) The public libraries require physical renovation...

1616 WARD 5 PUBLIC FACILITIES

1616.1 The public facilities goal of the District government is to provide adequate public facilities to support the cost-effective delivery of municipal programs and services and to support economic development and neighborhood improvement objectives. Public facilities throughout Ward 5 provide essential services to all members of the community. These facilities include... libraries...

1617 WARD 5 OBJECTIVES FOR PUBLIC FACILITIES

1618.1 The objectives for public facilities are as follows:

(c) Provide adequate planning for public facilities such as... libraries;...

(h) Reassess the library facilities in Ward 5 to assure that the equipment is state-of-the-art...

1916 WARD 8 PUBLIC FACILITIES

1916.2 The city has been actively involved in upgrading public facilities in Ward 8.

The objectives and actions of the Comprehensive Plan, as described above, recommend the availability of improvements to public facilities and the provision of adequate public library services in the city.

CONCLUSION

The proposed text amendments are not inconsistent with the above referenced Comprehensive Plan goals and objectives and will facilitate the realization of those goals. Therefore, the Office of Planning recommends approval of the requested text amendments.

DISTRICT OF COLUMBIA PUBLIC LIBRARY

LIBRARY	ZONE	PARKING SPACES
Martin Luther King 901 G St, NW	DD/C-4	100
BRANCHES Full Service Neighborhood		
Anacostia 1800 Good Hope Road, SE	R-2	12
Benning 3935 Benning Rd, NE	C-3-A	17
Capitol View 5001 Central Avenue, SE	D/R-2	10
Chevy Chase 5625 Connecticut Ave., NW	C-1 & R-1-B	5
Cleveland Park 3310 Connecticut Ave., NW	CP/C-2-A	3
F.A.Gregory 3660 Alabama Ave., SE	GOV	6
Georgetown 3260 R St., NW	C-2-A & R-1-B	15
J.E. Thornton/Shepherd Park 7420 Georgia Ave., NW	C-2-A	8
Lamond-Riggs 5401 South Dakota Ave., NE	R-2	13
Mt. Pleasant 3160 16th St., NW	GOV	Street
Northeast 330 7th St., NE	R-4	Street
Palisades	R-1-B	14

4901 V St., NW		
Petworth 4200 Kansas Ave., NW	R-4	15
Southeast 403 7th St., SE	R-4	Street
Southwest 900 Wesley Place, SW	R-3	16
Takoma Park 416 Cedar St., NW	R-5-A	Street
Tenley-Friendship 4450 Albemarle St., NW	C-3-A & R-1-B	12
Washington Highlands 115 Atlantic St., NW	C-2-A	15
Watha T Daniel 1701 8th St., NW	R-5-B & C-2-B	Street
West End 1101 24th St., NW	R-5-B	10
Woodridge 1801 Hamlin St., NE	C-2-A	12
COMMUNITY		
Langston 2600 Benning Road, NE	R-5-B	?
Robert L. Christian 1300 H St., NE	C-2-A	?
Sursum Corda 135 New York Ave., NW	R-4	?
Parklands-Turner 1600 Alabama Ave., SE	R-5-A	?
KIOSK		
Deanwood 4215 Nannie Helen Burroughs Ave., NE	?	?

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