

**December 21, 2020**

**Title**

PC 20-28

**Petitioner**

Helen Plum Public Library  
110 W. Maple Street  
Lombard, IL 60148

**Property Location**

Village-wide

**Approval Sought**

The petitioner is requesting text amendments to Section 155.419(C) of Village Code to add cultural facilities/institutions to the list of conditional uses in the B5A District; and to Section 155.602 Table 6.3 to amend parking requirements for libraries to two spaces per 1,000 square feet gross floor area.

**Prepared By**

Anna Papke, AICP  
Senior Planner

**Submittals**

1. Petition for public hearing, submitted by petitioner, dated 11/18/2020;
2. Response to standards, prepared by petitioner;
3. Lombard Library parking memorandum, prepared by Gewalt Hamilton Associates, Inc., dated 11/16/2020; and
4. Neighboring library parking estimates, prepared by Engberg Anderson Architects, dated 11/10/2020.

**DESCRIPTION**

The petitioner, the Helen Plum Library, requests a text amendment to Section 155.419(C) of Village Code to add “cultural facilities/institutions” to the list of conditional uses in the B5A Zoning District.

The petitioner also requests a text amendment to Section 155.602 Table 6.3 of the Lombard Zoning Ordinance (and any other relevant sections for clarity) to amend the parking requirements for libraries from three spaces per 1,000 square feet gross floor area to two spaces per 1,000 square feet gross floor area.

The Helen Plum Library proposes to build a new library facility at 401-425 S. Main Street (see PC 20-29). These text amendments are requested to facilitate development of the new library.

**INTER-DEPARTMENTAL REVIEW**

**Building Division:**

The Building Division has no comments regarding the proposed text amendments to the Village Code.

**Fire Department:**

The Fire Department has no comments regarding the proposed text amendments to the Village Code.

**Private Engineering Services:**

Private Engineering Services has no comments regarding the proposed text amendments to the Village Code.

**Public Works:**

The Department of Public Works has no comments regarding the proposed amendments to the Village Code.

## Planning Services Division:

### 1. *Cultural Facilities/Institutions in B5A District*

The petitioner is requesting a text amendment to add “cultural facilities/institutions” to the list of conditional uses in the B5A District. The Village Code states the intent of the B5A District as follows:

*The B5A Downtown Perimeter District is intended to be a transition between the downtown and other commercial areas that accommodates all retail, service, and specialty shops and necessary civic services characteristic of the traditional central area in a pedestrian environment while also recognizing compatible automotive land uses.*

A library and other similar public institutions are consistent with the intent of the B5A District to provide transitional development between the downtown and other business and residential districts. The B5A intent statement specifically notes civic services as characteristic of the District. All residential zoning districts and several of the other business districts already allow cultural facilities/institutions as conditional uses. Staff supports the proposed text amendment.

### 2. *Parking Standards for Libraries*

The petitioner requests a text amendment to reduce the required parking for libraries from three spaces per 1,000 square feet of building floor area to two spaces per 1,000 square feet of building floor area.

In support of the request, the petitioner has submitted a parking memorandum prepared by Gewalt Hamilton Associates, Inc. (GHA). GHA conducted a parking demand analysis at the current library location on Maple Street, looking at the number of parking spaces occupied at the site throughout the day/week. The study found that peak parking demand at the existing library facility occurs during the weekday, with 1.63 spaces per 1,000 square feet of building area required to meet the Library’s needs. Based on existing use patterns and an anticipated 20% increase in vehicular trips that the new facility will generate, GHA concludes a parking ratio of 1.95 spaces per 1,000 square feet of floor area is sufficient to serve the Library’s future needs.

The Village’s traffic consultant, KLOA, reviewed the findings of the GWA study. KLOA also conducted a spot check parking demand study at the current library location. KLOA’s findings for parking demand at the current library location are consistent with those of GHA. Similarly, KLOA agrees with GHA’s assumption of a 20% increase in parking demand for the proposed new facility. KLOA concludes a parking ratio of two spaces per 1,000 square feet of floor area is sufficient for future needs. It should be noted that both GHA and KLOA parking demand studies were conducted in 2018, prior to the pandemic and thus are representative of parking demand under normal circumstances.

KLOA conducted field visits to the Glen Ellyn Public Library and the Villa Park Public Library to gather data on parking provided at those facilities. Based on parking space counts and building size, KLOA found that the Glen Ellyn Library has a parking ratio of 1.7 spaces per 1,000 square feet building floor area. The Villa Park Library provides 1.75 spaces per 1,000 square feet building floor area. KLOA notes the proposed library parking ratio of two spaces per 1,000 square feet building floor area is comparable to the amount of parking provided at these nearby libraries.

As the only public library facility within the Village, the Helen Plum Public Library is a unique land use. Therefore, staff finds it reasonable to adjust the required parking ratio to align more closely with the



actual observed parking demand generated by the use. The petitioner notes in the response to standards that a reduction in surface parking will benefit the Village by reducing impervious surface areas and promoting site design consistent with a downtown pedestrian-friendly aesthetic. Staff agrees that this would be a benefit to the Village, and supports the requested text amendment.

### **EXISTING & PROPOSED REGULATIONS**

Staff proposes the following text amendments. Additions are denoted by **bold and underline**. Deletions are denoted by a ~~strike through~~.

Section 155.419(C)

#### **(24) Cultural facilities/institutions.**

~~(24)~~ **(25)** Accessory uses and buildings, incidental to and on the same zoning lot as the conditional use, which are constructed and operated in conformance with § 155.210 of this Chapter.

Section 155.602 Table 6.3

#### SCHEDULE OF OFF-STREET PARKING REQUIREMENTS

Library: ~~Three~~ **Two** spaces per 1,000 square feet gross floor area

### **STANDARDS FOR TEXT AMENDMENTS**

For any change to the Village Code, the standards for text amendments must be affirmed. The standards are noted below:

- 1. The degree to which the proposed amendment has general applicability within the Village at large and not intended to benefit specific property;*  
155.419(C): This text amendment will be applicable to all properties within the B5A District.  
  
155.602: The text amendment is generally applicable to all properties in the Village.
- 2. The consistency of the proposed amendment with the objectives of this ordinance and the intent of the applicable zoning district regulations;*  
The proposed text amendments are consistent with the objectives of the Village Code.
- 3. The degree to which the proposed amendment would create nonconformity;*  
Staff does not believe any nonconformity would be created as a result of either amendment.
- 4. The degree to which the proposed amendment would make this ordinance more permissive;*  
155.419(C): The proposed amendment will add an additional conditional use to the B5A District.  
  
155.602: The proposed amendment will reduce parking requirements for libraries, but will not impact other standards for those types of developments.
- 5. The consistency of the proposed amendment with the Comprehensive Plan; and*  
Staff finds that the proposed amendments would be consistent with the Comprehensive Plan.

6. *The degree to which the proposed amendment is consistent with village policy as established in previous rulings on petitions involving similar circumstances.*

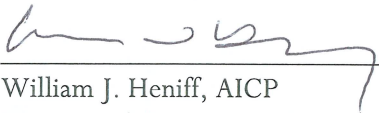
The Village has a history of amending the Village Code to address changing circumstances or policy priorities. The proposed amendments are consistent with established Village policy in this regard.

### **FINDING & RECOMMENDATIONS**

Based on the above findings, the Inter-Departmental Review Committee has reviewed the petition and finds that it meets the standards required by the Village Code. As such, the Inter-Departmental Review Committee recommends that the Plan Commission make the following motion recommending approval of this petition:

Based on the submitted petition and the testimony presented, the requested text amendments **comply** with the standards required by the Village of Lombard Zoning Ordinance; and, therefore, I move that the Plan Commission accept the findings and recommendations of the Inter-Departmental Report as the findings of the Plan Commission and I recommend to the Corporate Authorities **approval** of PC 20-28.

Inter-Departmental Review Committee Report approved by:



William J. Heniff, AICP  
Director of Community Development

Attachment: Parking Evaluation, prepared by KLOA for the Village of Lombard, dated 12/4/2020

H:\CD\WORDUSER\PCCASES\2020\PC 20-28 - Library text amendments\PC 20-28\_IDRC Report.docx



MEMORANDUM TO: William Heniff, AICP  
Director of Community Development  
Village of Lombard

FROM: Javier Millan  
Principal

DATE: December 4, 2020

SUBJECT: Parking Evaluation  
Proposed Helen Plum Public Library  
Lombard, Illinois

As requested by the Village of Lombard, Kenig, Lindgren, O'Hara, Aboona, Inc. (KLOA, Inc.) has reviewed and evaluated whether the request to amend the required parking ratio from three (3) spaces per 1,000 square feet to two (2) per 1,000 square feet is adequate for this site. It is our understanding that the library is proposing to relocate to the former Mr. Z's site located in the southeast quadrant of the signalized intersection of Main Street with Hickory Street and construct a 55,000 square-foot library (includes first floor, second floor, and basement) with approximately 105 off-street parking spaces.

## Parking Evaluation

As previously indicated, the proposed library will be approximately 55,000 square feet in size and will provide approximately 105 off-street parking spaces. Based on the Village of Lombard Code of Ordinances, a library should provide three (3) parking spaces per 1,000 square feet of gross floor area not including mechanical and storage floor areas. Based on this and as presented in the Gewalt Hamilton Associates (GHA) traffic study dated November 16, 2020, the net gross square footage of the proposed library will be approximately 51,680 square feet. Given this and based on the Village of Lombard's requirements, the library should provide 155 parking spaces, which results in a deficit of 50 parking spaces when compared to Village Code.

## Institute of Transportation Engineers Parking Rates

While the proposed number of off-street parking spaces does not meet the Village code requirement, based on a review of survey data published by the Institute of Transportation Engineers (ITE) in the *Parking Generation Manual*, 5<sup>th</sup> Edition for Land-Use Code 590 (Library), the following was determined:

- The calculated peak parking demand on a weekday will be approximately 112 parked vehicles.
- The average parking supply ratio for the nine sites surveyed was 2.5 spaces per 1,000 square feet.

As can be seen, the projected peak parking demand based on ITE rates will exceed the number of off-street parking spaces by approximately seven (7) spaces.

However, it is important to note that the data presented in ITE is a compilation of numerous studies including libraries outside of downtown areas unlike the proposed library site, which is located within the Village of Lombard Central Business District (CBD) area as designated in the 2014 Village's Comprehensive Plan. Being located within the CBD, as with many other libraries within municipalities bordering the Village of Lombard, tends to reduce the parking demand as patrons of the library will instead use other means of transportation (i.e. walk, bike, etc.). This is evident by the current operation at the existing library which is located about  $\frac{1}{3}$  of a mile northwest of the proposed site. Furthermore, based on a review of the plan, the library is proposing to provide a book pick-up/drop-off lane. This allows patrons of the library to drop off or pick up books that have already been reserved without parking their vehicles as they are currently required to do. Therefore, this amenity will further reduce the anticipated parking demand.

### GHA Survey of Helen Plum Library Existing Parking Demand

GHA, as part of the traffic study prepared on behalf of the Helen Plum Library, conducted a parking demand survey of the adjacent parking areas on Tuesday, March 6, 2018 from 11:30 A.M. to 1:30 P.M. and on Saturday, March 10, 2018 from 11:00 A.M. to 1:00 P.M. coinciding with the library's peak times. Based on the surveys, the existing library had a peak parking demand of 1.63 spaces per 1,000 square feet on a weekday and 1.23 spaces per 1,000 square feet on a Saturday. The study further projected that the library could see a 20 percent increase in projected vehicular trips and applied this percentage to the weekday and Saturday peak parking demand, thus projecting a peak parking demand of 1.96 parking spaces per 1,000 square feet on a weekday and 1.48 parking spaces per 1,000 square feet on a Saturday. Therefore, the study concluded that the off-street parking requirements could be reduced to two (2) spaces per 1,000 square feet.

KLOA, Inc. conducted a spot check parking occupancy survey on Thursday, September 13 and Saturday September 15, 2018 of the parking areas specifically designated for library customers (Edward-Elmhurst Health Center) and those designated for employees. Based on our field inspections, the parking demand of the areas designated for library parking was very consistent with that presented in the study. Furthermore, given the location of the proposed library within the Village of Lombard's CBD, we are in agreement with the 20 percent increase in parking demand. As such, it is our professional opinion that providing two (2) spaces per 1,000 square feet is appropriate for the library.

### Adjacent Communities' Public Libraries Parking Supply

In order to further validate the request to amend the parking requirements, KLOA, Inc. conducted a field visit to the two closest libraries: the Glen Ellyn Public Library and the Villa Park Public Library.

Based on information provided to KLOA, Inc., the Glen Ellyn Library is approximately 52,000 square feet in size, provides a book drop-off/pick-up lane, and provides a parking lot west of the building with approximately 88 off-street parking spaces. This translates into a ratio of approximately 1.7 spaces per 1,000 square feet. Based on our field observations, this number of off-street parking spaces supports the great majority of the library's parking demand with any occasional additional demand handled by the available on-street parking spaces along the adjacent streets.

The Villa Park Public Library is approximately 31,304 square feet in size and based on our observations, it provides 55 off-street parking spaces for a parking ratio of 1.75 spaces per 1,000 square feet.

Based on the above, it can be seen that the requested amendment to provide two (2) spaces per 1,000 square feet is higher than the number of off-street parking spaces provided at two comparable libraries in communities adjacent to the Village of Lombard.

## Conclusion

Based on the above, the following is concluded:

- The proposed library will be located within the Village of Lombard's CBD and will continue to attract patrons to the facility utilizing other means of transportation (i.e. walk, bike, etc.).
- The provision of a book drop-off/pick-up lane will reduce the parking demand of the library.
- The proposed amendment to the required number of parking spaces is reasonable and adequate given the observed parking demand of the existing library and is comparable to the parking supply provided at other public libraries such as the Glen Ellyn and Villa Park public libraries.