

# VILLAGE OF HOMEWOOD



**MEMORANDUM**

**DATE OF MEETING:** June 27, 2024

**To:** Planning and Zoning Commission

**From:** Noah Schumerth, Assistant Director of Economic and Community Development

**Through:** Angela Mesaros, Director of Economic and Community Development

**Topic:** Case 24-15 – Text Amendment to Allow Indoor Commercial Places of Assembly in M-1 Limited Manufacturing Zoning District as a special use; Amend Parking Standards for Place of Assembly Uses

## APPLICATION INFORMATION

APPLICANT	Village of Homewood
ACTION REQUESTED	Text amendment to support Indoor Commercial Place of Assembly use in M-1 zoning district and amend parking standards for place of assembly use categories.
ADDRESS	N/A
PIN	N/A

## ZONING & LAND USE

### LEGAL NOTICE

A legal notice was published in *Daily Southtown* on May 30, 2024. This case affects a Village-wide zoning text amendment, and no additional mailed notice was required to notify individual property owners of proposed changes. This case was initially heard at the June 13, 2024 Planning and Zoning Commission hearing. The Planning and Zoning Commission approved a motion to continue the case to the June 27, 2024 hearing of the Planning and Zoning Commission.

## SUMMARY OF PROPOSED CHANGES

Planning staff from the Village of Homewood have proposed text amendments to the Village zoning ordinance to accommodate the following changes to requirements for places of assembly:

<b>1</b>	Amend Table 44-03-04 to allow <i>Indoor Commercial Place of Assembly, &lt;5,000 Square Feet</i> and <i>Indoor Commercial Place of Assembly, &gt;5,000 Square Feet</i> uses in the M-1 Limited Manufacturing zoning district as a special use.
<b>2</b>	Amend Table 44-05-02 to adjust off-street parking requirements for place of assembly uses to accommodate increased parking for uses with fixed seating and use-specific modifications to place of assembly uses.

**BACKGROUND**

In 2023, the Village adopted a new Zoning Ordinance to modernize the Village’s land use regulations. One element of this rewrite was the combination of a range of uses into a single set of uses known as *Places of Assembly* uses. There are four types of places of assembly in the Homewood Zoning Ordinance:

<b>Commercial Place of Assembly</b>	<b>Indoor</b>	“An enclosed building wherein individuals or groups of people gather for an attraction or service used for commercial purposes, such as but not limited to, recreation establishment, theaters, ice rinks, art galleries, live performance theaters, learning centers, clubs or lodges, exhibit halls and experiential retail where merchandise for sale is accessory to the principal use as a gathering place structured around an activity including, but not limited to, art, live music, or visual displays.”
	<b>Outdoor</b>	“Premises wherein individuals or groups of people gather outside a building for an attraction or service used for commercial purposes, such as but not limited to, outdoor recreation establishment, miniature golf courses, and ice rinks.”
<b>Non-Commercial Place of Assembly</b>	<b>Indoor</b>	“A building wherein individuals or groups of people gather for an attraction or service not used for commercial purposes such as but not limited to, community centers, learning centers, clubs or lodges, exhibit halls, civic organizations, lodges, libraries, museums, municipal buildings, auditoriums, or religious institutions.”
	<b>Outdoor</b>	“Premises wherein individuals or groups of people gather outside a building for an attraction or service not used for commercial purposes such as but not limited to, community centers, fraternal or civic organizations.”

With the adoption of the new Zoning Code in January 2023, several individual uses were combined into one definition of *place of assembly* to simplify the administration of the zoning ordinance and to assure consistency between the regulation of religious uses and other similar places to assemble.

Staff has proposed two related amendments to the zoning ordinance, which are discussed in this memo:

- 1) The addition of *indoor commercial places of assembly* as a special use allowed in the M-1 Limited Manufacturing zoning district; and
- 2) Amendments to the parking requirements for all types of *place of assembly* uses, including *indoor commercial place of assembly*, *indoor non-commercial place of assembly*, *outdoor commercial place of assembly*, and *outdoor non-commercial place of assembly*.

**1. Indoor Commercial Place of Assembly as a Special Use in M-1 Limited Manufacturing Zoning District**

**A. Introduction**

Staff proposes the addition of *indoor commercial place of assembly* as a special use in the M-1 Limited Manufacturing zoning district. Each instance of a use in this category that is proposed in the M-1 Limited Manufacturing zoning district would be subject to the requirements for Special Use Permits in the Village Zoning Ordinance (Section 44-08-11), allowing the Village Board of Trustees to place conditions on the operation of the use. The following uses in the M-1 Limited Manufacturing zoning district would be classified as a special use, if approved:

Examples of New Uses Permitted (with approval of Special Use Permit) in M-1 District	Examples of Uses Remaining Prohibited in the M-1 District
<ul style="list-style-type: none"> <li>● Indoor recreation establishments</li> <li>● Theaters (<i>NOT auditoriums or amphitheaters</i>)</li> <li>● Indoor ice rinks</li> <li>● Art galleries</li> <li>● Live performance theaters</li> <li>● Learning centers</li> <li>● Clubs or lodges</li> <li>● Experiential retail where merchandise for sale is an accessory to the principal use as a gathering place</li> </ul>	<ul style="list-style-type: none"> <li>● Outdoor recreation establishments</li> <li>● Miniature golf courses</li> <li>● Outdoor ice rinks</li> <li>● Community centers</li> <li>● Civic organizations</li> <li>● Libraries</li> <li>● Museums</li> <li>● Municipal buildings</li> <li>● Auditoriums</li> <li>● Religious institutions</li> </ul>

*\*This list is based on uses explicitly stated in the zoning ordinance.*

The proposed amendment to Table 44-03-04 of the Village of Homewood Zoning Ordinance would change *indoor commercial place of assembly* from a “prohibited use” to a “special use” as defined in Section 44-03-04(a). Staff has reviewed the use-specific standards unique to *place of assembly* uses in Section 44-04-04 and the general standards in Section 44-03-04, and found no other amendments required to ensure the validity of this proposed amendment.

**B. Justification**

Staff recommends approval of amendments to allow the *indoor commercial place of assembly* as a special use in the M-1 Limited Manufacturing zone for the following reasons:

- **Alignment with the purpose of zoning district:** The M-1 zoning district is designed to achieve the following:

*“...provide suitable locations for limited manufacturing, assembly, warehousing, distribution and related activities conducted primarily indoors and having minimal external impacts. Due to the intensity of land use associated with the M-1 district, the district should not be located adjacent to residentially zoned property. Where M-1 zoned property is currently located adjacent to*

*residentially zoned property, adequate screening and buffering should be provided to mitigate negative impacts.”*

The uses proposed would fall under “related activities” which are primarily conducted indoors with minimal external impacts. A range of indoor commercial places of assembly have minimal external impacts but may have large gathering elements or achieve an intensity of use that is not appropriate near residential areas. The uses in the M-1 zoning district are largely oriented towards tax-generating and economically productive industrial and service uses.

Some uses included in the *indoor commercial place of assembly* category have direct relationships to “manufacturing, assembly, and related activities,” such as the production of art (art galleries and studios) or other products integral to an experiential retail use which are classified as an *indoor commercial place of assembly*. Consideration of a special use permit allows for *indoor commercial places of assembly* that are compatible to the stated purpose of the M-1 zone to be evaluated for approval.

- **Suitability of Locations:** *Indoor commercial places of assembly* uses have the following needs:
  - o **Regional accessibility:** locations with suitable access to regional roads or other regional transportation services such as arterial roads and highways, or collector roads, given their success draws from a wider region than many other commercial uses;
  - o **Flexible Interior Space:** locations where larger areas of interior space can be flexibly repurposed for gathering or other activities in which people congregate; and
  - o **Sites to Handle Intensive Use:** locations that can handle intermittent peaks of activity at a high-intensity use, including off-street parking, screening from residential or other sensitive uses, and other features that can mitigate any external impacts.

Many sites that match these characteristics are located in the M-1 zoning district. The M-1 district is largely built with larger, flexible buildings (single or multiple tenants) and site designs that mitigate effects on more sensitive uses, such as nearby residential uses. The M-1 zoning district is also designated in areas consistent with the demands of industrial spaces, with effective connections to regional transportation networks (i.e. near Halsted Street) but not requiring the direct frontage on arterials that are better suited for high-intensity commercial uses allowed in the B-4 zoning district.

- **Suitable Existing Building Stock:** The M-1 zoning district is largely built out, and new uses would require adaptive reuse of existing buildings. Some buildings, such as industrial/professional “flex” buildings along 175<sup>th</sup> Street and in other locations, could be suitable for *place of assembly* uses. Allowance of a *place of assembly* uses compatible with the M-1 zoning district would expand opportunities for redevelopment of properties within the M-1 zoning district, especially those which have had occupancy challenges.
- **Flexibility of Location for Unique/Economically Productive Uses:** The *indoor commercial place of assembly* category includes uses with significant community benefit. Uses such as art galleries or places of art production create outlets for cultural expression from local individuals while

producing municipal revenue from property and sales tax. Other uses such as indoor recreation uses, skating facilities and bowling alleys, create new recreational opportunities for Homewood residents that would otherwise not be realized. The allowance of *indoor commercial place of assembly* uses allows an increase in the number of potential sites to support these uses, paired with an opportunity to review the appropriateness of each instance.

- **Difficulty of Alternative Zoning Options:** *Indoor commercial place of assembly* is currently permitted within the B-4 Shopping Center zoning district at all square footage. The B-4 zoning district is an appropriate location because it meets the criteria aforementioned for *indoor commercial places of assembly*, including regional accessibility and sites located in areas that can handle and mitigate highly intensive uses. Many properties zoned for M-1 are located near or adjacent to B-4 zoning.

Additionally, many buildings which are suitable for assembly uses in the M-1 district (such as hybrid industrial/professional flex buildings on 175<sup>th</sup> Street) include tenants with existing industrial or production uses that are not suitable in the B-4 zoning district, further complicating potential rezoning to a zone which currently permits *indoor commercial places of assembly*. A way to mitigate this issue is to require a special use permit, which ensures review by the Planning and Zoning Commission and the Village Board of Trustees prior to approval.

- **Increasing Number of Applications:** Village staff has received an increased number of applications for uses which fall within the *indoor commercial place of assembly* category in the M-1 zoning district. Restriction of the *indoor commercial place of assembly* use category may be limiting opportunities for new businesses and increase economic development without causing negative impacts on surrounding land uses and the broader community.

### C. Successful Examples from Other Communities

It is common for urban and suburban communities to permit a limited range of uses which would fall under Homewood's *place of assembly* use category, including event centers, indoor recreation facilities, or other assembly places with an economically-oriented purpose. Staff has provided examples from other communities in and outside of the Chicagoland's south suburbs for review.

**1. The Waddell Center - Grand Rapids, MI**

**Location: 1115 Taylor Street N, Grand Rapids, MI, 49503**

**Description:** Banquet/Event Center in a large industrial/warehouse district of suburban Grand Rapids. The event center is used for larger business meetings, private events and other social gatherings.



**2. Paul Mitchell School - Tinley Park, IL Location: 18454 W Creek Drive, Tinley Park, IL, 60477**

**Description:** Former multi-tenant industrial building partially repurposed as a “for-profit learning center” used for classrooms and training facilities for cosmetology students.



**3. Allstar Athletics Cheerleading and Tumbling - Tinley Park, IL**

**Location:** 18475 Thompson Court, Tinley Park, IL, 60477

**Description:** “Flex” building located in industrially-zoned location repurposed as a gymnastics and tumbling gym for private use, including use by other groups as invited or participating in regional events.



**4. Standard X Future Gallery - Plainfield, IL**

**Location:** 23900 W Industrial Drive S, Plainfield, IL 60585

**Description:** Hybrid use including experiential retail, art gallery space and light production (a combination which would fall under Homewood’s *place of assembly* use category)



**2. Amendment to Parking Requirements for Place of Assembly Uses**

**A. Introduction**

Staff proposes consideration of an amendment for *indoor and outdoor commercial places of assembly* and *indoor and outdoor non-commercial places of assembly*.

The parking ration established in the new 2023 Zoning Ordinance is **1 parking space per 300 square feet of gross floor area**. The previous zoning ordinance required parking ratios particular to individual uses, including the following:

Use Category	Required Parking (Prior to January 11, 2023)
Community Centers	1 space per 250 square feet of gross floor area OR 1 space per 3 seats (whichever is greater)
Places of Worship	1 space per 4 seats
Libraries, Museums, and Art Galleries	1 space per 500 square feet of gross floor area
Bowling Alleys	6 spaces per lane, PLUS 1 space per 150 square feet of dining or lounge area
Gymnasiums (including private facilities)	1 per 250 square feet of gross floor area OR 1 space per 3 seats (whichever is greater)
Indoor Recreation	1 space per 250 square feet of gross floor area OR 1 space per 3 seats (whichever is greater)
Meeting Halls/Event Spaces	1 space per 100 square feet of gross floor area
Learning Centers/Private For-Profit Schools	1 space per employee, PLUS 1 space per 3 persons of stated building capacity
Schools, Elementary	1 per employee



The amendments to the Zoning Ordinance have resulted in significant changes to parking requirements. Specific examples of how parking requirements have changed for specific assembly uses are included below:

Existing Use	Previous Required Parking	Current Required Parking
St. John Neumann Church	160 spaces (1 space per 4 seats)	54 spaces (1 space per 300 square feet)
Honeycomb Hideout (Event Center/Indoor Commercial Place of Assembly)	25 parking spaces (1 space per 100 square feet)	8 spaces (1 space per 300 square feet)
Homewood Public Library	65 spaces (1 space per 500 square feet)	109 spaces (1 space per 300 square feet)
Other Typical Uses (Based on National Averages)	Previous Required Parking	Current Required Parking
Bowling Alley (22,000 square feet alley area, 20 lanes, 8,000 square feet dining/lounge)	173 spaces (6/lane + 1/150 square feet dining/lounge space)	100 spaces (1 space per 300 square feet)
Indoor Recreation Facility (25,000 square feet)	100 spaces (1 space per 250 square feet)	83 spaces (1 space per 300 square feet)

Staff consulted multiple sources to analyze parking requirements and provide context for potential amendments to parking requirements for *place of assembly* uses. This analysis includes findings from assessing parking ordinances from peer communities, standards publishing by the Institute of Transportation Engineers (ITE), and best practices from the American Planning Association.

**B. Peer Communities**

As part of the research to assess Homewood’s existing parking requirements for *place of assembly* uses, staff selected a range of communities in and around Chicagoland for analysis. The communities selected are in suburban Chicago, have prominent *place of assembly* uses, a similar urban structure, or have adopted best practices in parking regulation or zoning administration:

Community	Parking Standards
Tinley Park, IL	<ul style="list-style-type: none"> <li>- Banquet facilities (1 space/100 square feet – 1 space/200 square feet)</li> <li>- Churches (1 space per 4 seats, or per 90 linear feet of seating)</li> <li>- Auditorium (1 space per 4 seats)</li> <li>- Clubs/social gathering places (1 space per lodging room, 1 space per 3 seats within designated seating capacity)</li> <li>- Other uses - Planning and Zoning Commission determines</li> </ul>
Frankfort, IL	<ul style="list-style-type: none"> <li>- Auditoriums/Theaters – 1 space/125 square feet</li> <li>- Civic/Cultural Facilities – 3 spaces/1,000 square feet + 3 spaces/1,000 square feet of property area</li> <li>- Schools/Learning Centers – 1 space per 4 students in enrollment capacity, or 3/classroom or 5/classroom for schools</li> <li>- Libraries – 1 space/650 square feet</li> <li>- Museums – 1 space/1000 square feet</li> <li>- Indoor Recreation – 1 space/200 square feet</li> <li>- Banquet/Events – 1 space/100 square feet</li> <li>- Funeral Homes – 1 space/200 square feet</li> <li>--- Other uses - Planning and Zoning Commission determines the final number</li> </ul>
Highland Park, IL	<ul style="list-style-type: none"> <li>- Churches: 1 space/4 of permitted occupancy</li> <li>- Civic/Social/Fraternal Associations: 1 space/4 in permitted occupancy</li> <li>- Funeral Homes: 1 space/4 in permitted occupancy</li> <li>- Meeting/Event Venues: 1 space/4 in permitted occupancy</li> <li>- Other gathering spaces: Determined by Zoning Administrator</li> </ul>

<p>La Grange, IL</p>	<ul style="list-style-type: none"> <li>- Cultural facility: 2 spaces/1000 square feet</li> <li>- Church: 1 per 4 seats PLUS 1/1000 for any residences</li> <li>- Banquet hall/event center: 1 space per 4 seats + 1 space per 2 employees</li> <li>- Funeral home: 12 spaces per chapel</li> <li>- Indoor recreation: 1 space/250 square feet of public use area (special requirements for other uses)</li> <li>- Concert halls/entertainment: 1 space/250 square feet of public use area</li> </ul>
<p>Woodridge, IL</p>	<ul style="list-style-type: none"> <li>- Indoor recreation use: 1 space/200 square feet or specific recreational elements (i.e. every 4 lanes for bowling alley)</li> <li>- Theaters: 1 space per 2.5 seats for &lt; 10 screens; 1 space per 3 seats for &gt; 10 screens</li> <li>- Funeral homes: 1 space/200 square feet or 12 spaces per chapel, whichever is greater</li> <li>- Auditoriums and community centers: 1 space/200 square feet or 1 space per 3 seats, whichever is greater</li> <li>- Cultural/civic institutions: 1 space/500 square feet</li> </ul>
<p>Mokena, IL</p>	<ul style="list-style-type: none"> <li>- Churches/places of worship - 1 space per 6 seats to be occupied for identical programming</li> <li>- Auditorium - 1 space per 5 seats</li> <li>- Cultural institutions – 1 space/300 square feet</li> <li>- Community/Indoor Recreation – 1 space/200 square feet</li> <li>- Gyms, health clubs, exercise studios – 1 space/300 square feet</li> <li>- Theaters (indoor) - 1 space per 5 seats</li> </ul>

The communities have parking requirements for specific uses, which can address the issue of appropriate requirements for a broad spectrum of uses that are considered *place of assembly* uses. Additionally, communities can more easily rely on resources such as engineering manuals when setting parking standards. One outlier in the staff analysis was Highland Park, which relies on a single ratio for all *place of assembly* uses calculated from the maximum posted capacity of a building or area for setting parking requirements.

Staff observed the following trends from peer communities:

- Places of worship and auditoriums commonly require 1 per 4 fixed seats, which is in alignment with the ITE guidance for these uses (see below). This ratio is commonly used for event centers, which also have a recommended ratio of 1 space per 4 seats of capacity.

- Communities set broad parking requirements based on square footage for cultural and civic institutions such as libraries, galleries, and other art/culture uses. Generally, these ratios range from 1 space per 300 s.f. to 1 space per 500 s.f.
- Indoor Recreation uses (often privately operated) have a ratio of 1 space per 200 square feet, which is in alignment with the current ITE guidance.
- When communities employ a single square footage requirement for parking (“x space per y square feet”), it is paired with another specific requirement that is triggered when the building layout requires it, such as fixed seating or specialized equipment (“and/or x spaces per y seats, whichever is greater.”) For example, sites use a ratio such as “1 space per 300 square feet” paired with “OR 1 space per 4 seats, whichever is greater.” This is cited as a best practice in ITE guidance, as it provides simpler zoning administration while ensuring smaller or more general assembly uses are not penalized by more stringent requirements when fixed seating or equipment are present for high-demand *place of assembly* uses.
- Communities create a “fail safe” for managing places of assembly parking by allowing the Planning and Zoning Commission to set the final parking requirement. In the event that a use does not clearly fit into a category, either through a special use permit or to the Planning and Zoning Commission if the use is not clearly defined in the parking table of the zoning ordinance.

**C. ITE Guidance**

The Institute of Transportation Engineers (ITE) produces manuals every several years which provide recommendations for parking ratios to accommodate parking demand on-site. Below are recommendations from recent ITE manuals for uses classified as *places of assembly* in the Homewood zoning ordinance, including recommendations for *how* parking ratios should be calculated using one or more of the following methods:

- # of spaces based on gross square footage (KSF, or per thousand square feet)
- # of spaces based on maximum building capacity (as established by Fire Department or other body which legally sets max.)
- # of spaces based on fixed seating or other operational element (i.e. golf holes, lanes, etc.) in lieu of fixed seating

Use Category (ITE)	Preferred Method for Calculating Parking	Ratio
Places of Worship	KSF, seats	0.2-0.25 spaces per seat (1 per 4 seats) OR 3.79 per 1,000 square feet (approximately 1 space per 350 square feet)

Indoor Recreation Facility	KSF	6.33 per 1000 square feet (approximately 1 per 150 square feet)
Theaters	Seats	1 space per 4-5 seats (varies depending on type of theater)
Library	KSF	2.61 per 1,000 square feet (approximately 1 space per 400 square feet)
Conference/Event Space/Banquet Center	Seats, Max Building Capacity	1 per 3 max. stated attendance capacity
Suburban Auditorium/live theater/similar	Seats, Max Building Capacity	1 per 4 seats or 1 per 3 max. stated attendance capacity

The ITE manuals contain parking demand estimates for over 600 use categories. However, they are only one tool for setting parking requirements. Keep in mind the following three caveats for any use of ITE parking data in decision-making:

**1. ITE Standards Capture Parking Demand, Not Recommended Parking Requirements:** ITE standards measure *maximum projected parking demand*, which is not the same as recommending parking requirements for a community. While some communities require each site to park to the *maximum projected parking demand* listed in the manuals, other tools are available for accommodating projected parking demand while creating more efficient parking patterns in a municipality.

**2. ITE Recommends Averages Across Many Communities:** The demand estimates in ITE manuals are *averages* gathered from many types of communities and uses. Any planning or engineering code or standard needs to be carefully contextualized to an individual community. Each community has variability in its transportation behavior, land use mix and urban layout compared to any other community. For example, a “built-out” municipality with shared parking areas (such as Homewood) will vary greatly in its parking patterns from a “new-build” exurban community with new projects isolated from one another. The ITE recommends that communities carefully calibrate their parking standards to the transportation needs of each individual community based on demand.

**3. ITE Assumes Maximum Vehicle Travel Behavior:** ITE standards primarily plan for uses to accommodate all parking, off-street and on-site. The standards also assume that 100% of trips will be accomplished by single-occupancy vehicles with each trip to a new use requiring a distinct parking space. However, many urban planning organizations (including leading agencies such as the American Planning Association and the Urban Land Institute) have regularly criticized ITE standards due to:

a) **Functional inaccuracy** - practice-based planning studies regularly show retail, hospitality, and office uses are “over parked” when using ITE standards, even when adjusted for changed demand patterns since the start of the COVID-19 pandemic). Additionally, tying parking requirements to specific components of a use can cause inaccuracies in practice. For example, while a bowling alley (a *place of assembly* use in Homewood) may be recommended to require parking for 6 vehicles per lane, bowling alleys rarely operate with all lanes utilized because of operational constraints (labor, maintenance, etc.) and the less-than-common occurrence of six bowling partners driving separately to use a single lane together.

b) **Encouragement of inefficient parking practices** - planning large parking areas for demand potentially reached only 1-2 days of the year – such as Black Friday for retail uses – results in large swaths of urban land becoming economically unproductive and other costs to community.

c) **Lack of response to transportation behavior** - many trips, even in suburban environments, are completed where multiple uses are visited with one trip; additionally, residents rely on shared trips, carpools, walking or other methods of travel aside from single-occupancy vehicle trips. ITE standards are generally built around the assumption that all trips will be completed with each use requiring a dedicated parking space for each trip.

Many communities heavily modify parking requirements from the demand standards set in the ITE manual, opting instead for standards which respond to local demand, transportation behavior, and community layout. These standards should be used as a reference point, and not the only piece of information in making a decision about parking requirements.

#### D. American Planning Association Best Practices

The American Planning Association, the largest advocating body of urban planners in the United States, recommends the following key practices in Policy Action Guides published since 2010:

1. **Avoid Relying on Single-Use Parking Standards to Solve Parking Issues:** Reduce parking requirements and encourage shared parking agreements, on-street or off-site parking for intermittent uses, locating intermittent uses with more defined peak hours near compatible uses with other peak hours.
2. **Avoid Providing Too Much Supply for Irregular Demand:** Avoid planning parking for “once-a-year” demand scenarios, opting instead for strategic parking reductions that meet most demand scenarios while preserving land for economically productive use and avoiding harmful impacts on the environment or the surrounding community. Provide parking for regularly realized demand.
3. **Emphasize Shared Parking:** Promote larger and more-intensive uses in areas where future shared parking arrangements may be cultivated.

### E. Recommendation

In light of the research above, staff recommends the following parking ratios for place of assembly uses:

1. **1 space per 250 square feet, OR 1 space for 4 fixed seats, whichever is greater.**
2. **Schools be a separate zoning requirement category, requiring the following parking standards:**
  - **High schools: 1 space per employee AND 1 space per 4 students based on stated enrollment over 15 years**
  - **Junior high schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years.**
  - **Elementary schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years.**

The following general argument is made for this recommended parking requirement:

**1. Parking Deficiency at Large Place of Assembly Uses:** There is a need for more parking at uses with a large number of fixed seating, as the amount of space taken up per individual in most cases is far less than 300 square feet.

One illustration of this issue is St. John Neumann Church, with the new zoning ordinance in 2023, the parking requirements decreased from **160** to **54** spaces. For uses such as theaters and places of worship, the most intense use occurs when people are in fixed seats. This should be distinguished from uses with “standing room only” or flexible seat arrangements found in other places of assembly.

**2. Fixed Seats and Other Secondary Spaces Are Related:** Uses with fixed seating in other places in the building (including foyers, meeting rooms, other open gathering spaces, etc.) use seating to support functions in the space with fixed seating – these spaces are largely used by the same patrons and do not need additional parking. Two examples are provided below:

a) **Theaters and Auditoriums:** theaters and auditoriums are uses built around fixed seating, with the other areas used to access the theater area (foyers, etc.) or to support the theater use (i.e. concessions, coat check areas, ticket areas, etc.) without adding new demand to the use.

b) **Places of Worship:** For places of worship, spaces outside of a primary worship area (such as classrooms, narthexes, etc.) are used by the parishioners who are also using the primary worship area. On days other than active days of worship where the primary area with fixed seating is being used, it is unlikely that the demand for the other spaces will exceed the total seating capacity in the main worship area, which is designed to accommodate the maximum demand for congregants at the church.

**3. Common Issues with Parking Deficiency for Peak Hours at Place of Assembly Uses:** *Place of assembly* uses are challenging to park because they have limited hours of high-intensity use (such as movie showings, events at specific times, or programming at limited hours of the day). Staff recognizes the need to respond to the parking needs at higher-intensity *place of assembly* uses. The reduction from 1 space per 300 square feet to 1 per 250 square feet provides a parking ratio that is slightly more in-line

with recommendations found in ITE manuals and standards found in communities similar to Homewood, and maintains the intent of the general parking requirement for *places of assembly* set in 2023.

**4. Broad Use Category is Good for Zoning Administration, But Needs Protection:** Breaking out individual uses may challenge zoning administration, and does not resolve the issue of uses which do not fall under any specific zoning category (such as the art and film production facility proposed at 17811 Bretz Drive under consideration by the Planning and Zoning Commission on June 27 and July 9). The current use categories are largely inclusive of any use that may have assembly as a primary function.

**5. Schools:** Schools follow a different pattern from other places of assembly, and their site design is developed under a different set of constraints. The requirement for vehicle parking varies at different levels of schooling as transportation choices change and students receive driving permits at ages 16-18. The use of schools is highly variable, with a fixed enrollment of students moving between different parts of the building throughout a day. Most communities, including those identified in the peer sample, break schools out as a separate use.

Staff recommends a new ratio for schools based on practices of other communities and the ITE manual, which sets a measure of 1 per 4 students for suburban high schools and 1 per 7 students for suburban elementary schools. The elementary school standard is based on the average number of students per employee (not teachers), which is a ratio of 1:7. The high school standard is based on the number of high school students who drive to school (though the ITE manual accounts for a large number of students bussing or being dropped off at school, as stated by an engineer contacted from T.Y. Lin Engineering who is familiar with ITE requirements). Visitor parking rates of approximately 0.1 spaces per student in the school are added to the proposed parking requirement.

This proposal rectifies the lack of inclusion of schools in any use category, making administration of any future zoning standard for parking more difficult.

## SUMMARY

Staff recommends the following amendments, with justification of each amendment provided:

**1) Amend Table 44-03-04 to permit *Indoor Commercial Place of Assembly, <5,000 Square Feet and Indoor Commercial Place of Assembly, >5,000 Square Feet* uses in the M-1 Limited Manufacturing zoning district as a special use.**

This amendment is proposed for the following reasons:

- a) *Commercial places of assembly* align with the purpose of the M-1 zoning district.
- b) Many areas zoned M-1 are suitable for economically viable *commercial places of assembly*.
- c) Many buildings in the M-1 district are suitable for *indoor commercial place of assembly* uses, and permitting assembly uses may encourage desirable reuse of buildings.
- d) *Commercial place of assembly* uses will provide opportunities for economically productive uses in Homewood while avoiding undue impacts on other properties.



e) There are limited zoning options for permitting appropriate *indoor commercial place of assembly* uses on properties currently zoned M-1.

f) The designation of *indoor commercial places of assembly* as a special use permit allows each proposed use to be considered individually for suitability of its location respective to other properties.

**2) Amend Table 44-05-02 to adjust off-street parking requirements for places of assembly uses to accommodate increased parking for uses with fixed seating and other use-specific modifications to place of assembly uses, replacing the current “1 space per 300 square feet” requirement for all place of assembly uses:**

1. 1 space per 250 square feet, OR 1 space for 4 fixed seats, whichever is greater.
2. Schools as a separate use and zoning category, requiring a standard of the following:
  - High schools: 1 space per employee AND 1 space per 4 students based on stated enrollment over 15 years
  - Junior high schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years.
  - Elementary schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years.

a) The proposed parking amendment addresses the reduction of parking requirements for places of assembly (including places of worship, auditoriums, event centers and theaters) with the adoption of the 2023 zoning ordinance.

b) The amendment allows for appropriate parking requirements for places of assembly with fixed seating, while avoiding overly burdensome parking requirements for other assembly uses.

c) The increased overall parking requirement addresses the high peak parking demand at place of assembly uses, especially at commercial places of assembly, in alignment with best practices for parking regulation.

d) The amendment preserves the broad requirements for place of assembly uses, which eases zoning administration and assures consistency for the regulation of all places to assemble.

e) Parking requirements for schools are not clearly addressed in the current zoning ordinance. Since schools follow unique patterns of use and site demands, parking requirements have been broken out in alignment with ITE standards, peer communities and best planning practices.

## **FINDINGS OF FACT**

Staff has prepared the draft findings of fact in accordance with the standards set forth in the Homewood Zoning Ordinance. The findings of fact, as proposed and amended, may be entered into the record:

1. The Village of Homewood Zoning Ordinance was adopted on January 11, 2023;

2. Section 44-03-04 of the Homewood Zoning Ordinance lists all *place of assembly* use categories, including *indoor commercial place of assembly*, *outdoor commercial place of assembly*, *indoor non-commercial place of assembly* and *outdoor non-commercial place of assembly*, as prohibited uses in the M-1 Limited Manufacturing zoning district;
3. The amendment to Table 44-03-04 of the Homewood Zoning Ordinance permits the operation of *indoor commercial place of assembly* uses in the M-1 Limited Manufacturing zoning district;
4. *Outdoor commercial place of assembly*, *indoor non-commercial place of assembly* and *outdoor non-commercial place of assembly* uses will remain prohibited in the M-1 Limited Manufacturing zoning district;
4. All *indoor commercial place of assembly* uses permitted in the M-1 Limited Manufacturing zoning district as amended would be required to comply with applicable use-specific standards set forth in Section 44-04-04 and Section 44-08-11 of the Homewood Zoning Ordinance to receive approval of a special use permit by the Board of Trustees;
5. Section 44-05-02 of the Homewood Zoning Ordinance lists all *place of assembly* use categories as subject to a parking requirement of 1 parking space per 300 square feet of gross floor area;
6. The Village of Homewood consulted peer communities, engineering standards, input from other practitioners and guidance on best practices to assess this amendment;
7. The proposed amendment was initially presented at the June 13, 2024 hearing of the Planning and Zoning Commission and was continued to the June 27, 2024 hearing of the Planning and Zoning Commission.

**RECOMMENDED PLANNING & ZONING COMMISSION ACTION**

Recommend **approval** of Case 24-15 to the Village Board of Trustees:

1) Amend Table 44-03-04 to permit *Indoor Commercial Place of Assembly, <5,000 Square Feet* and *Indoor Commercial Place of Assembly, >5,000 Square Feet* uses in the M-1 Limited Manufacturing zoning district as a special use;

AND

2) Amend Table 44-05-02 to adjust off-street parking requirements for places of assembly uses to replace the current requirement for all *place of assembly* uses:

~~1 space per 300 square feet of gross floor area~~

To reflect the following language:

1 space per 250 square feet, OR 1 space for 4 fixed seats, whichever is greater; and

Add three use categories to Table 44-05-02 to include the following new parking requirements:

- High schools: 1 space per employee AND 1 space per 4 students based on stated enrollment over 15 years; and
- Junior high schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years; and
- Elementary schools: 1 space per employee AND 1 space per 10 students based on stated enrollment over 15 years.

AND

Incorporate the Findings of Fact into the record.