



2002 Comprehensive Plan Update

Existing Conditions Report



Final Report

August 2002



TABLE OF CONTENTS

Chapter 1. Introduction

<i>Planning Process</i>	1
<i>Public Participation</i>	3
<i>Plan Development Phases and Tasks</i>	4
<i>Intergovernmental Relationships</i>	7
<i>Related Goals, Objectives & Policies.....</i>	10
<i>Summary</i>	12

Chapter 2. Existing Plans

<i>1982 Comprehensive Plan</i>	14
<i>1993 ETJ Plan</i>	16
<i>Downtown to Campus Plan</i>	19
<i>King Park Plan</i>	20
<i>Woodland Park Plan</i>	22
<i>Carle Hospital Master Plan/Carle Neighborhood Plan</i>	23
<i>C-U in 2030</i>	24
<i>Campus Plans</i>	26
<i>2001 Downtown Plan</i>	29
<i>North Broadway Neighborhood Plan</i>	30
<i>Historic Preservation Plan</i>	31

Chapter 3. History of Urbana

<i>Early Settlement</i>	35
<i>Railroads and the Developing City</i>	36
<i>Downtown Urbana</i>	37
<i>University of Illinois</i>	39
<i>Historic Preservation</i>	41
<i>Related Goals, Objectives & Policies</i>	43
<i>Issues to Consider</i>	47

Chapter 4. Population, Housing & Employment

<i>Population</i>	48
<i>Age Demographics.....</i>	50
<i>Race ..</i>	54
<i>Housing</i>	57
<i>Employment</i>	63
<i>Related Goals, Objectives & Policies</i>	63



<i>Issues to Consider</i>	66
Chapter 5. Land Use, Zoning & Annexation	
<i>Land Use</i>	67
<i>Zoning</i>	83
<i>Annexations</i>	90
<i>Summary</i>	93
<i>Related Goals, Objectives & Policies</i>	93
<i>Issues to Consider</i>	101
Chapter 6. Economic Development	
<i>Introduction</i>	103
<i>History</i>	105
<i>State of the Local Economy</i>	106
<i>Available Buildings and Sites</i>	107
<i>Sales Tax Revenues</i>	110
<i>Related Goals, Objectives & Policies</i>	115
<i>Issues to Consider</i>	121
Chapter 7. The Environment	
<i>Introduction</i>	123
<i>Soils</i>	124
<i>Hydrology</i>	124
<i>Urban Forest Resources</i>	129
<i>Conservation Measures</i>	132
<i>Project Impact</i>	132
<i>Related Goals, Objectives & Policies</i>	133
<i>Issues to Consider</i>	140
Chapter 8. Transportation	
<i>Introduction</i>	141
<i>Roadways</i>	142
<i>Planned Improvements</i>	143
<i>Sidewalks & Pathways</i>	148
<i>Transit</i>	149
<i>Rail</i>	150
<i>Air</i>	150
<i>Related Goals, Objectives & Policies</i>	151
<i>Issues to Consider</i>	156



Chapter 9. Utilities

<i>Sanitary Sewers</i>	159
<i>Water</i>	164
<i>Storm Sewers</i>	167
<i>Gas & Electricity</i>	168
<i>Other Utilities</i>	168
<i>Related Goals, Objectives & Policies</i>	169
<i>Issues to Consider</i>	173

Chapter 10. Community Services

<i>Schools</i>	176
<i>Library</i>	179
<i>Parks and Recreation</i>	180
<i>Fire and Rescue Services</i>	183
<i>Police Protection</i>	186
<i>Emergency Services</i>	187
<i>Solid Waste Collection</i>	188
<i>Human Services</i>	189
<i>Related Goals, Objectives & Policies</i>	193
<i>Issues to Consider</i>	197

Resource List	198
----------------------------	------------

Appendices	202
-------------------------	------------



LIST OF FIGURES

Figure 1-1	Flow Chart of Planning Process	5
Figure 1-2	Metro-Zone Boundary Map	13
Figure 2-1	Future Land Use Plan Map	15
Figure 2-2	University of Illinois Campus Master Plan Map	27
Figure 2-3	University of Illinois North Campus Plan Map	33
Figure 2-4	University of Illinois South Farms Modernization Map	34
Figure 4-1	Population By Decade & Projected Population	50
Figure 4-2	Population of Urbana by Age Cohort 1990-2000	51
Figure 4-3a	Population of Urbana by Race in 2000	56
Figure 4-3b	Population of Urbana by Race in 1990	56
Figure 4-4	Census Tracts for Urbana	59
Figure 5-1	Residential Neighborhood Map	80
Figure 5-2	Business Neighborhood Map	81
Figure 5-3	Existing Land Use Map	82
Figure 6-1	Sales Tax Revenue Distribution	110
Figure 6-2	Sales Tax Per Capita	112
Figure 7-1	Aerial Photo of Urbana	126
Figure 7-2	Topographic Map of Urbana	127
Figure 7-3	Soils Map of Champaign County	128
Figure 7-4	FEMA Flood Insurance Map	131
Figure 8-1	Street Design Elements Illustration from Subdivision Ordinance	144
Figure 8-2	Roadway Plan	146
Figure 9-1	Urbana-Champaign Sanitary District Boundaries and Service Area Map	161
Figure 9-2	Existing and Proposed Sanitary Sewer Locations	162
Figure 9-3	Possible Locations of Future Waste Treatment Plant	163
Figure 9-4	East Urbana Interceptor Sewer Plan	165
Figure 9-5	North Champaign and Urbana Interceptor Plan	166
Figure 10-1	Existing Schools Map	178
Figure 10-2	Existing Parks and Recreation Map	182
Figure 10-3	Fire Facilities and Jurisdiction Map	185



LIST OF TABLES

Table 4-1	Population Change - Selected Places in Champaign County.....	48
Table 4-2	Population Change by Decade 1860-2000	49
Table 4-3	Population projections 2000-2030	49
Table 4-4	2000 Population by Cohort and Gender	52
Table 4-5	1990 Population by Cohort and Gender	53
Table 4-6	Population by Race, Hispanic or Latino Origin and Age 2000.....	55
Table 4-7	2000 Population by Race alone or in Combination with other Races ..	55
Table 4-8	Housing Data for Urbana.....	57
Table 4-9	Housing Unit Projections.....	58
Table 4-10	Housing Tenure by Census Tract in 2000.....	60
Table 4-11	Housing Tenure by Census Tract in 1990.....	60
Table 4-12	Median Household Income by Census Tract in 1990	61
Table 4-13	Housing Type and Presence and Age of Children in 1990.....	61
Table 4-14	Persons in Households in 1990	62
Table 4-15	Housing Type and Presence and Age of Children in 1990	62
Table 4-16	Selected Housing Characteristics in 1990.....	62
Table 4-17	Annual Employment	63
Table 5-1	Distribution of Land Uses – 2001	79
Table 5-2	Distribution of Zoning Districts – 2001	89
Table 5-3	Gain / Loss of Acreage Per Zone – 1982 to 2000	90
Table 5-4	Annexations by Year	91
Table 5-5	Annexation By Zone	92
Table 5-6	Rezoning & Annexations Per Zone – 1980 to 2000	93
Table 6-1	Largest Area Employers	104
Table 6-2	Top Urbana Employers	105
Table 6-3	Retail Sales by Volume	111
Table 6-4	EAV Comparison of Selected Illinois Municipalities 1994 & 2000 .	114
Table 8-1	Minimum Street and Alley Design Standards	145
Table 8-2	Projected Roadway Improvements in C-U 2030 Plan	147



Chapter 1 Introduction

Planning Process

The Community Development Services Department has prepared this background report to outline the comprehensive planning process and articulate the current conditions of the City of Urbana. This document introduces the reasons, background, and process by which the City will undertake its update of the City of Urbana Comprehensive Plan. In addition, it outlines the current status of the City's planning documents, existing land use, transportation, environment, services, utilities, economic development, and other areas of planning concern. Several groups of elected and appointed officials as well as other government officials and members of the public will be involved in the development of the new Comprehensive Plan.

Steering Committee

A committee that is reflective of the community at-large and its broad interest will oversee the process and provide advisory input to the Plan Commission and City Council. Membership of this committee will serve to monitor the information gathering, the public input process, and incorporation of key elements, issues input, and the final drafting of the plan. The Committee representation includes a wide variety of interests and stakeholders, such as representatives of neighborhoods, businesses, industry, and the environment, as well as elected officials, boards, and commissions. Ms. Anna Merritt has been appointed chairperson of the Steering Committee. Other members are: John Cooper, Nancy Delcomyn, John Dimit, Mark Dixon, Don Flessner, Lew Hopkins, Kevin Hunsinger, Robert Lewis, Scott MacAdam, Tim Ols, Marilyn Upah-Bant, Pam Voitik, and Barbara Wysocki. The Planning Manager is the key staff member assigned to facilitate this Committee.

The Plan Commission

Ms. Marilyn Upah-Bant and Mr. Lew Hopkins are the Plan Commission members serving on the steering committee. Members may also serve alongside the public on various Advisory Groups. In addition, the Plan Commission will be expected to attend a variety of public meetings in the neighborhoods to hear the public input first-hand. Ultimately, the Plan Commission will be the final public hearing body for the plan, taking public testimony prior to the City Council's adoption of the plan.



The Zoning Board of Appeals, Community Development Commission, Historic Preservation Commission, and other citizen boards

Other citizen boards and commissions have particular insight regarding specific issues affecting the City of Urbana. The Zoning Board of Appeals, for example, must deal with the zoning policies and ordinances on a routine basis. They are an excellent source to help us develop new goals and objectives for land use regulation. The Community Development Commission or other boards may have input with respect to housing and neighborhood issues. The Historic Preservation Commission has prepared a Historic Preservation Plan for the City that can become an element of the Comprehensive Plan. The Downtown Plan Steering Committee has completed work on a Downtown Plan that has been incorporated as an element of the Comprehensive Plan. These boards and commissions will act as advisory groups on issues within their purview.

City Staff

City staff at all levels and from several departments are committed to this project. The Community Development Services Department will lead the effort, with the bulk of the staff assignments in the Planning and Economic Development Division of this Department. The goals, objectives, and policies that will be adopted will affect a variety of City services, plans, and construction projects. Consequently, there will be staff representation and input from Executive, Public Works, Legal, Police, Fire, Information Services, and Finance, as necessary, in order to help guide the process, give input on issues, and provide the Steering Committee and planning staff with necessary information. Appropriate staff will meet on a regular basis as a Comprehensive Plan Team.

Urbana City Council

As the elected policy makers for the City, the City Council must be involved throughout the planning process. The Comprehensive Plan Steering Committee, the Plan Commission, and other boards and commissions, as appropriate, will provide advisory input to the Council. The Council will be updated throughout the process. In the end, it will be the Council who approves the Comprehensive Plan for adoption, via Ordinance.



Public Participation

Beyond the use of the Steering Committee, public participation will be broad-based so that the policies set forth are a reflection of the community as a whole and are in the best interests of the public. In order to garner public participation, several methods will be used:



Advisory Groups

In order to assure participation by those individuals and groups who are most affected, special advisory groups will be established to address specific issues of the plan's various elements. Among these groups could be Housing, Economic Development, Land Use, Transportation, Technology, Public Services, Intergovernmental, Environmental, and Special Areas. The Advisory Groups will meet and will present input to the Steering Committee on their respective areas of interests. Members of the community with particular interest or expertise will be invited to participate on the advisory groups. Members of the various elected and appointed commissions or boards will also participate on the advisory groups.

Surveys and Interviews

Although the City of Urbana is grateful to those individuals who volunteer their time and efforts to participate in planning and other governmental processes, it is important that citizens who have not actively participated in the past be brought into the process. For this reason, a number of surveys will be conducted. The survey instrument will reach a broad range of our citizens. The surveys will incorporate elements of a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis or needs assessment.

Public Meetings

In addition to the advisory group participation and regular public meetings of the Steering Committee, a number of public meetings and workshops will be held at key points during the planning process. Community Development Services staff will facilitate the meetings. Initially, public meetings at seven locations will be held throughout the community to gather initial input on SWOT, vision, and issue identification. Subsequent public meetings will be held to present a summary of issues, land use plan alternatives, and ultimately, the final draft plan.



Internet Access

In this age of high-tech communications, it becomes ever more important to provide people access to this process via the Internet. Up-to-date information on Comprehensive Planning activities will be accessible from the City's website at www.city.urbana.il.us. This will include staff e-mail links and other related website linkages.

UPTV

The City of Urbana has an excellent opportunity to develop programming on its local access cable system at Channel 6. The system will be used to provide interviews, updates, and meeting notices to the general public.

Newsletter Updates

Staff will provide periodic newsletters to update the community, the City Council, and interested boards and commissions on the progress of the plan preparation. These will be simple newsletter summaries that can be distributed at various public locations, including the Urbana Free Library.

Plan Development Phases and Tasks

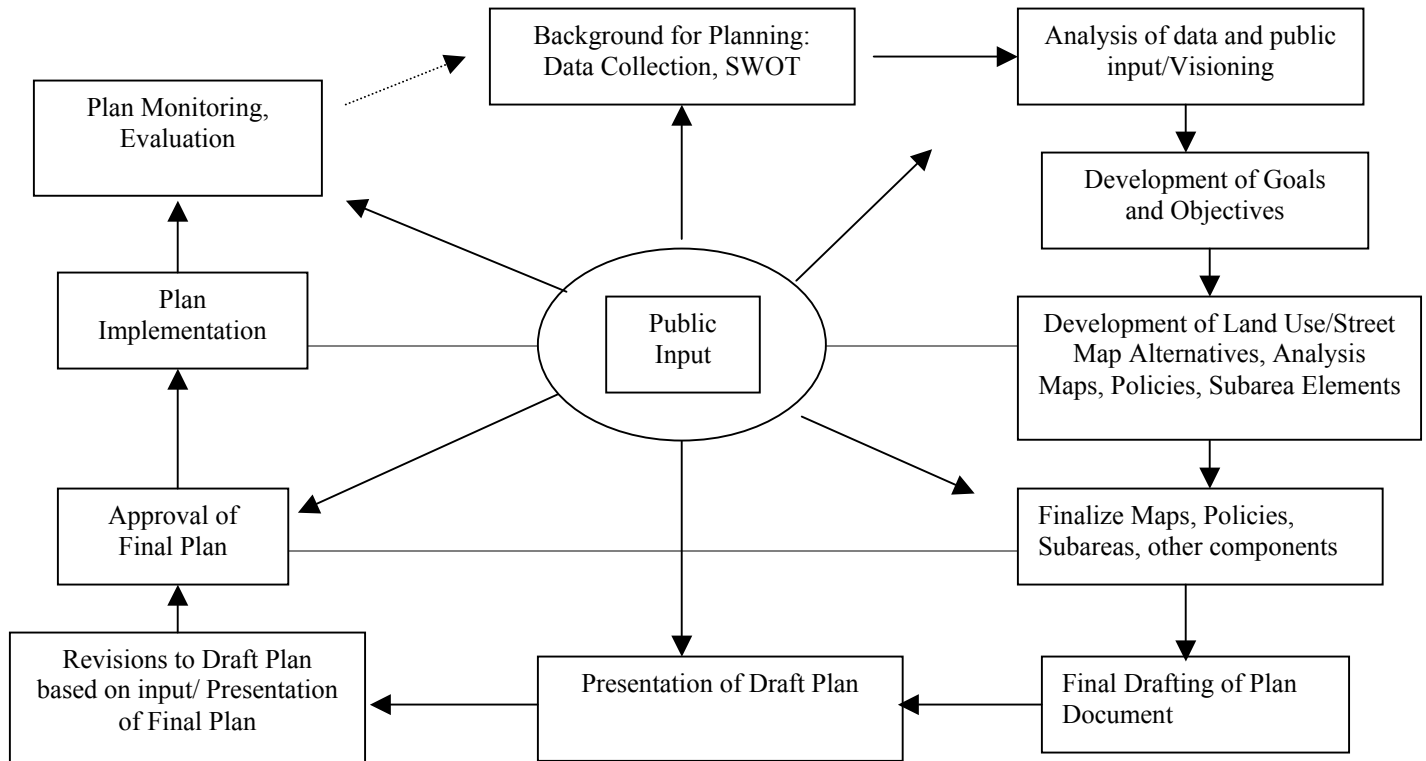
Attached to this document is a task list reflecting numerous tasks that will need to be carried out over the 24-month planning process (Appendix A). These tasks are grouped into six broad phases of the planning process, including Getting Started, Background Analysis, Plan and Policy Development, Draft Plan Preparation, and Final Plan Preparation/Adoption. Follow-up tasks will occur as part of an Implementation phase. The planning process is illustrated in Figure 1-1.

We are currently involved in the "SWOT and Visioning Determination" phase, having completed the neighborhood visioning workshops and having developed a suggested vision statement and overall goals for each main section of the proposed Comprehensive Plan format. The Steering Committee has established its mission and ground rules, and has met several times to determine the direction of these processes.

Background Analysis

The Background Analysis phase will consist of a complete collection, synthesis, and review of existing Comprehensive Planning and other related documents. This will involve the preparation of land use and transportation plan maps that reflect Comprehensive Plan designations, as they currently exist. It will also involve the preparation of a number of existing conditions maps and summary descriptions. This background document will be presented to the Steering Committee and other interested boards and commissions.

Figure 1-1: Comprehensive Plan Update Process



Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis and Visioning

This phase will involve a Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis and a Visioning process. Extensive public participation during this phase will be critical to obtaining a broad-based understanding and vision for the Comprehensive Plan. Consequently, this phase will include surveys, interviews, advisory group input, and a series of public meetings or workshops at various locations throughout the community. Products of this phase will include a final vision statement, issues and forces map, plan format, and sub-area determination. These products will be produced with the help of the Steering Committee, Plan Commission, and other interested boards and commissions. They will be presented to these groups for review and comment.

Developing the Plan

The format for the new plan will be one of the products of the previous phase and will be followed during the critical phase of plan development. Major components of this phase include establishment of goals and objectives, development and review of land use/transportation map alternatives, completion of analysis maps, and drafting of specific elements, including those for any sub-areas.



After the public input and advisory group information has been compiled, goals and objectives will need to be developed for the new plan. The goals and objectives will guide the drafting of land use/transportation map alternatives and all elements of the plan document, while reflecting the concerns of the community. A goal is defined as our final vision - where we want to be as a community. An objective is the path by which we reach that goal or vision. The policies stem from the goals and objectives and can include specific action plans. The goals and objectives will be developed in a series of public meetings and will be reviewed by the Steering Commission prior to review and recommendation by the Plan Commission and acceptance by City Council. Policies consistent with these goals and objectives will then be developed for the plan document.

Following development of the goals and objectives, land use and transportation map alternatives will be developed for the Steering Committee's consideration. These alternative maps will cover the entire planning area, as well as any sub-areas. As appropriate, these alternatives will be presented to the public, Plan Commission, and City Council for review and comment. Other components to be developed during this phase include analysis maps, sub-area plan content, and draft policy/project recommendations. Appropriate advisory group input will be critical for the development of these specific components.

Draft Plan

Based upon the results of the previous phases, a complete draft of the plan document will then be prepared and submitted for additional public comment. This Draft Plan will consist of all of the plan elements, maps, and sub-area analyses identified during the process, including land use, transportation, public services, utilities, economic development, housing, urban design, environmental, and special area plans. Preliminary portions of the Draft Plan will be presented to the Steering Committee and relevant advisory groups for early review and comment. Then, the completed Draft Plan will be presented for review and comment at a series of public meetings. It will also be presented to the Steering Committee, Plan Commission, City Council, and other interested groups. The Plan Commission will hold formal public hearings on the Draft Plan to obtain comment.

Final Plan Adoption

Revisions to the Draft Plan will be made as a result of the previous phase. Once again, the proposed Final Plan will be presented to the public for informational purposes. As a final step in plan adoption, there will be a formal approval process with hearings before the Urbana Plan Commission prior to final consideration and approval by the City Council. Adoption of the Final Plan will be by means of Ordinance.



Plan Implementation

The Plan will include implementation strategies. These may include a re-write of the Urbana Zoning Ordinance or sections thereof, amendments to the Subdivision and Land Development Code or other City ordinances, and creation of new ordinances or special studies. This process, depending on the plan's recommendations, can take as much time as actual plan preparation.

Plan Monitoring, Evaluation, and Update

In order to make certain that the newly adopted Comprehensive Plan is meeting the City's expectations and taking us toward our vision, the plan must be monitored, evaluated, and periodically updated. The plan should make a recommendation on the proposed time frame for updating. Typically, the time frame is approximately five years. The update process is an abbreviated version of the full planning process. Although it does not take the length of time of the original plan, it will include essentially the same steps.

Intergovernmental Relationships

The City of Urbana has a long history of intergovernmental cooperation. As a sibling of the twin cities of Champaign-Urbana and the home of the University of Illinois, it is strategically important for the City of Urbana to work in concert with other governmental units. In addition, the State of Illinois is renowned for having more units of government than any other state in the union, including park districts, school districts, drainage districts, sanitary districts, townships, counties, etc. In order to coordinate our efforts and reduce duplication, intergovernmental cooperation is essential. The following section describes our intergovernmental efforts as they relate to the comprehensive planning process.

Planning and Economic Development

In the State of Illinois, municipalities have planning and subdivision jurisdiction within one and one-half miles of their city limits. When cities are in proximity to one another, these extraterritorial jurisdictions (ETJ's) may overlap. For example, the cities of Urbana and Champaign and the Village of Savoy all have overlapping ETJ's.

In 1990, the cities of Champaign and Urbana and the Village of Savoy entered into a series of intergovernmental agreements intended to reduce unhealthy competition for economic development and to provide urban services for urban development. The resulting "Metro-Zone" agreements established boundaries for annexation for each of the communities. Figure 1-2 illustrates the boundaries of the Metro-Zone agreement. In addition, the agreements provided for the sharing of revenues and the cost of incentives. For example, if a development is proposed in the Metro-Zone and within the City of Urbana limits, Champaign and Savoy may pay their respective percentage of incentives



towards the development and receive the same percentage of tax revenues generated from the development.

There is also agreement between the municipalities and the Urbana-Champaign Sanitary District (UCSD) regarding sanitary sewer connections. Since private companies control water and power and the sanitary sewer service is controlled by the UCSD in the unincorporated area, prior to the municipal agreement, developers did not need to annex to the City to develop. This situation meant that cities did not have control over growth adjacent to their city limits, even though they did have approval authority over new subdivision plats and development. As a result of the agreement with the municipalities, UCSD will no longer allow property owners to connect to the sanitary sewer until they either sign an annexation agreement with the respective municipality or annex to the municipality. The Metro-Zone agreements established annexation areas where the ETJ's overlap so that it is clear to which municipality the property would be required to annex. In exchange for UCSD's cooperation, the cities of Champaign and Urbana agreed to assume responsibility for the Boneyard Creek and its maintenance.

Fire protection

Prior to 1998, three separate fire departments serviced the Champaign-Urbana community and University of Illinois campus. In 1998, the cities of Champaign and Urbana and the University of Illinois entered into a fire services contract. The contract dissolved the University of Illinois' fire department, and those fire fighters were absorbed by the municipal departments, reassigned within the University, or retired. The terms of the contract include a new fire station on campus that will be staffed by the City of Urbana. Currently, the University of Illinois contracts for fire service at an annual fee of \$1,003,966.

Mutual aid

The cities and other governmental agencies have had a long-standing agreement for mutual aid for fire and police protection. The community works well together to support one another in the case of major incidents, such as fires or the 1996 tornado that devastated a portion of Urbana.

Urbana Taxing Districts

The City of Urbana has an excellent relationship with the "Urbana taxing districts." These include Cunningham Township, Unit 116 School District, and the Urbana Park District. We exchange and provide services for one another. In addition, the City of Urbana took the lead in forming a "Tax District Consortium" that meets on an as-needed basis to deal with potential threats or opportunities to the City's tax base. The City of Urbana views itself as the economic development arm for the other taxing districts.



Other Taxing Districts

Champaign County. The City of Urbana has had an excellent relationship with Champaign County in recent years. The City worked with the County to assure that the new courthouse would remain in downtown Urbana. An intergovernmental agreement was approved that provided the County with right-of-way, a construction staging area, temporary contractor and employer parking, and streetscape improvements for the new court facility. In addition, the City was instrumental in assisting with property acquisition on behalf of the County. The City's Community Development Services Department works closely with the County's Planning and Zoning Department in coordinating zoning and subdivision review of properties in the extra-territorial jurisdictional area.

University of Illinois. Although the University of Illinois is our biggest blessing, it is also our biggest consumer of taxable property and benefactor of municipal services. Each time the University purchases land in Urbana, it is removed from the tax rolls. As a result, the University of Illinois and the City of Urbana have ongoing discussions regarding the University's expansion, acquisition of streets and rights-of-way, and the institution's impacts on the City.

Champaign County Regional Planning Commission (RPC). The City of Urbana is a member of the Champaign County Regional Planning Commission. Other members include Champaign County, the Village of Savoy, the City of Champaign, the Village of Rantoul, and the University of Illinois. Historically, the purpose of the organization has been two-fold. The first is to act as a federally required clearinghouse for grant applications. The second is as a Metropolitan Planning Organization (MPO) to approve transportation planning and expenditure priorities. To accomplish this second specific task, the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) was established. CUUATS is an intergovernmental organization funded by the cities, the Village of Savoy, the University of Illinois, and others to determine the priority for the expenditure of federal transportation dollars. A fuller description of CUUATS is outlined in the Transportation section of this report.

The RPC is also shifting toward more of a regional planning focus. The agency's role as a grant writer, manager, and solicitor of funds is focused upon regional land use and planning issues. As a result of a recent effort to incorporate portions of Urbana and Somer Townships as its own municipality (to be known as "Big Grove"), there has been a call for preparation of a an up-to-date countywide comprehensive plan. The municipalities have long requested a stronger planning function in the unincorporated County. The RPC may fill the staff role of a county comprehensive planning team.

Units of Government in the Unincorporated Area. The City of Urbana has had varying degrees of success working with other units of government in the unincorporated area. In July 2000, there was an effort to incorporate a village on the City's edge that would have prevented future growth of the City of Urbana. The new



village of “Big Grove” resulted in part from a sense by the unincorporated townships that the cities were making growth and planning decisions that affected the townships without township input. In addition, each annexation by the City represented a loss of tax base for the unincorporated units, which is seen as a threat to their economic and jurisdictional stability. Although the Big Grove proposal was defeated, the issues that prompted it remain, and the municipalities of Champaign, Urbana, Mahomet, and Savoy are part of a Regional Planning Commission Task Force charged with reviewing the issues and making appropriate recommendations to accommodate the municipalities’ need for responsible growth as well as the concerns of the unincorporated areas. The RPC recently completed a study documenting the needs and concerns of residents living in the Extra Territorial Jurisdiction areas surrounding municipalities in the County.

Related Goals, Objectives, and Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

Goal 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

Objective 1.210 Enter into intergovernmental agreements with other units of general and single purpose government to ensure that their decisions which have implications for growth and development affecting the City of Urbana are consistent with the goals, objectives, and policies of this Plan.

Goal 1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.

Objective 1.310 Recognize the fiscal implications of new developments and explore the potential for tax base sharing among units of government in the urbanized portions of the County.

Goal 3.200 To promote development that maximizes the assets of the natural landscape and recognizes its limitations.

Objective 3.220 Protect areas from development where native stands of prairie or forest still exist.

Policy 3.221 Work with the Urbana Park District, Champaign County Forest Preserve, and Boneyard Creek Commission to designate and protect areas of natural significance.

Goal 3.600 To assign the costs of development to those who receive its benefits.



Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.

Policy 3.614 Work with the City of Champaign, State of Illinois (including the University of Illinois), and Champaign County to coordinate capital project planning, design, and construction.

Goal 4.300 To provide fiscal and human resources adequate to implement the goals, objectives, and policies of this Plan.

Objective 4.310 Pursue alternative revenue sources such as tax base sharing.

Policy 4.311 Identify potential sources of revenue and develop strategies to realize their potential.

Goal 8.200 To encourage and support the extension of sanitary sewer facilities only in areas deemed suitable for urban development.

Objective 8.220 Coordinate with the activities of other departments, agencies, and units of government involved in sanitary sewer planning and management.

Goal 9.100 To protect life and property from storm and flood water damage.

Objective 9.120 In new developments, provide storm sewer facilities to handle the run-off of storms which occur at five-year frequencies.

Policy 9.125 Coordinate storm water planning and management with other appropriate agencies, drainage districts, units of government, and the Boneyard Creek Commission.

Goal 9.200 To protect ground and surface waters from flood and storm related pollution.

Objective 9.220 Promote cooperation between agencies, commissions, and units of government that have direct jurisdiction over floodways, landfills, and construction practices.

Goal 10.100 To support the provision of constructive opportunities for leisure activities for all Urbana citizens.

Objective 10.110 Support the expansion of recreation opportunities for all citizens in the service area.



Policy 10.111 Assist the Park District in expanding recreational opportunities through cooperative use of City facilities.

Goal 10.200 To assist the Park District in the acquisition of additional park land.

Objective 10.210 Help expand the amount of park land to meet the needs of an expanding population.

Policy 10.213 Work with the Park District to maintain coterminous or nearly conterminous City and Park district boundaries.

Goal 10.300 To assist in improving the level of maintenance of each park site.

Objective 10.310 Promote the development and maintenance level of each park site.

Policy 10.311 When feasible, jointly purchase maintenance supplies and machinery with the Urbana Park District and other units of government.

Goal 11.100 To minimize underutilization of existing school facilities.

Objective 11.120 Develop a plan of action including strategies and implementation measures in cooperation with the School District for the most effective utilization of school facilities.

Goal 13.100 To protect the quality of the environment including air, water, and land.

Objective 13.110 Establish environmental quality standards and identify specific targets to attain those standards.

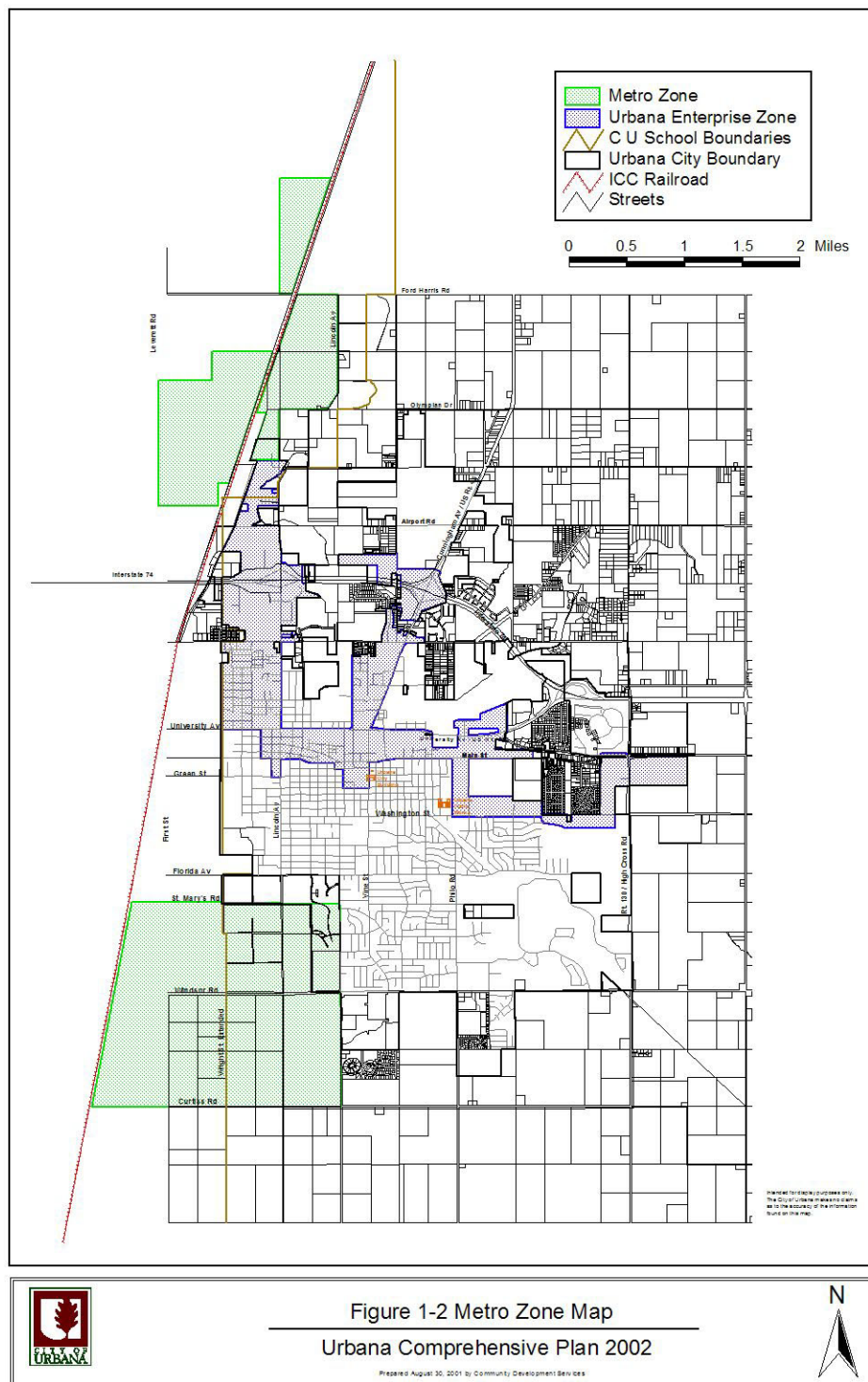
Policy 13.111 Cooperate with other governmental units and agencies in the identification of specific land use planning measures that can be applied to attain standards and targets for environmental quality.

Summary

The essence of this section is to provide the Steering Committee with a glimpse of the most important elements of intergovernmental cooperation. Many of these issues are formalized in some way through intergovernmental agreements, but others simply reflect ongoing informal cooperative efforts to improve the quality of life in the City of Urbana and its environs.



Figure 1-2; Metro-Zone Boundary Map





Chapter 2 Existing Plans

This chapter outlines the existing plans which together make up the current Comprehensive Plan of Urbana. Specific neighborhood and policy plans have been developed over the past 20 years in response to specific needs that developed in the community. The goal of the new Comprehensive Plan is to assemble the relevant parts of the existing plans and incorporate them into one new Comprehensive Plan for the City. Figure 2-1 illustrates the mapped policies of both the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdictional Area (ETJA) Plan which mapped future land uses for the area outside the city limits.

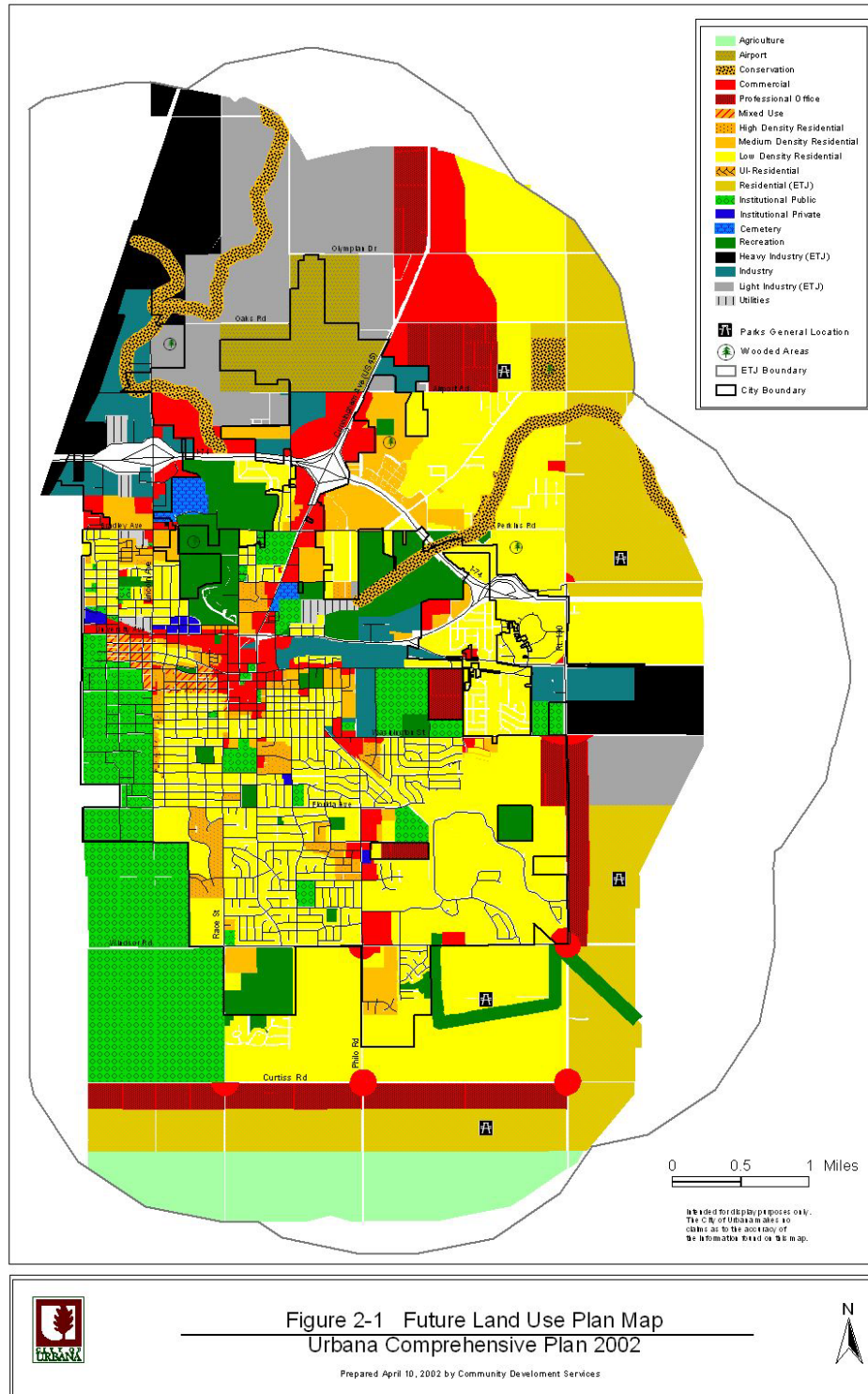
1982 Comprehensive Plan

The 1982 Comprehensive Plan process began in 1979 along with the major revision to the Zoning Ordinance. The final plan was adopted in September of 1982 and was preceded by a series of 1980 background papers which offered and outlined the problems and opportunities for Urbana. The plan was structured with standard policy framework of goals, objectives, and policies focused on 13 topical areas ranging from utility and transportation services to energy conservation and environmental quality. The plan also provided overall goals and objectives which described both the immediate and long-range goals for the City and provided a framework to guide decisions to achieve desired goals. The goals are summarized as follows:

- 1.100 To promote steady and moderate growth in population, employment, and productivity free from extreme fluctuations that would upset the balance between the needs of the residents and the ability to provide for the necessary services and facilities.
- 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.
- 1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.
- 1.400 To improve and maintain the developed portions of the City including the existing housing stock, the older residential neighborhoods, and the commercial areas, with special emphasis on the downtown area.



Figure 2-1; Land Use Plan Map





The 1982 Comprehensive Plan also provided a Generalized Existing Land Use Map from 1980 and the Official Comprehensive Plan Map which shows future land use and proposed arterial and collector streets. This map is still used today to determine the appropriateness of a requested zoning change. The plan also contains a series of maps depicting the existing and proposed street and highway plan and the Urbana-Champaign Sanitary District System Facilities map. A table is provided offering a summary of the existing storm sewer sizes, length, condition, and capacity.

Implementation Status

Since the 1982 Comprehensive Plan is generally a guiding policy document for the goals and objectives of the City, it does not contain many specific implementation tasks. The 1982 Comprehensive Plan is used as a guiding document for all development proposals and zoning requests.

1993 Extraterritorial Jurisdictional Area (ETJA) Plan



The One and One-Half Mile Extraterritorial Jurisdictional Area Plan (ETJA Plan) illustrates future land use designations and transportation and utility extensions and recommends policy direction for the future development of the area one and one-half miles beyond the City's corporate limits. The ETJA Plan was presented as an amendment to the 1982 Urbana Comprehensive Plan and, therefore, serves as legal support for land use, zoning, and transportation decisions. Since the development

of the 1982 Comprehensive Plan, there have been major changes in Urbana's ETJA. The City, through annexations and annexation agreements, has expanded its municipal boundaries and, therefore, its one and one-half mile extraterritorial jurisdictional area (ETJA). The realignment of Illinois Route 130 from Philo Road and the abandonment of the Norfolk and Southern Rail Line southeast of Urbana are further examples of changing conditions in the ETJA. This Plan was initiated in response to those changes that are not reflected in the 1982 Comprehensive Plan.

The ETJA Plan includes numerous recommendations on land use, transportation, and overall goals and objectives that will guide the City's planning and development efforts. The following is a broad summary of the ETJA Plan's key components.

- A land use map to guide future development and land use decisions.
- Recommendations for future locations and extensions of sanitary sewer lines to serve the development of properties in the one and one-half mile area.



- Recommendations for future streets and interchanges to improve access and traffic movement in the community.
- Recommendations for amendments to the Urbana Zoning Ordinance and Land Development Code in order to implement the ETJA Plan.
- Recommendations for the City to develop policies on annexation, economic development, and capital improvement programming that consider planning and economic development goals.
- Recommendations that the City be more aggressive in its efforts to attract development.
- Recommendation that the City balance development and capital improvement decisions with environmental protection.
- Recommendation for the Plan to be re-examined in eight years.

Implementation Status

The 1993 ETJA Plan includes numerous recommendations on land use, transportation, and overall goals and objectives that are designed to guide the City's planning and development efforts. Below is a summary of the identified recommendations and their status.

Land Use

One of the primary goals of the plan was to designate desired future land uses for the ETJ area. This plan is currently used to guide planning and zoning decisions through designations of residential, commercial, office, etc. Although the plan was designed to determine land use in the ETJ, many parts of it became obsolete when property was annexed. When land is annexed into the City, the ETJ boundary pushes out accordingly. The ETJ Plan Map did not designate future land uses for lands outside the mile-and-a-half boundary when it was adopted. Any new future land use maps will need to anticipate annexations and plan for an area beyond the current ETJ limits.

Transportation

The ETJ Plan outlined a number of transportation and roadway projects that should be initiated in concert with proposed development. The plan is clear to say that the list of projects is not necessarily a "laundry list" of projects the City is planning to incorporate into the Capital Improvements Program but rather they are projects that will be focused upon as development is proposed in that applicable area. These projects include:

- Connection of Anthony Drive north of Interstate 74
- Extension of Airport Road westward to Lincoln Avenue
- Interstate Access at University Avenue and Interstate 74
- Extension of Lincoln Avenue southward



- Classification of Curtis Road as a major arterial
- Extension of Township Road 151 (TR 151)
- Extension of Vine Street south of Windsor Road
- Extension of Mumford Drive and Scovill Street
- Extension of Colorado Avenue eastward
- Extension of Florida Avenue eastward
- Extension of Washington Street eastward

Utilities

Recognizing the need for additional treatment facilities for sanitary sewer wastewater, the ETJ Plan generally recommended that any new treatment plants be considered at the eastern side of Route 130 at Windsor Road and down south to Curtis Road. It was stated that the construction of any new plant will have to coordinate with proposed development as the need dictates.

General Recommendations

The ETJ Plan also outlined ten general recommendations for implementation. Most of these goals have been adopted into the City's procedural guidelines. These goals include:

- The City should develop and adopt a comprehensive annexation policy.
- Development projects should be reviewed with flexibility that encourages quality development in conformance with the Comprehensive Plan's goals and objectives.
- The Urbana Zoning Ordinance should be amended to include new districts including professional office, light industrial, heavy industrial, and airport zoning district.
- Amend the Subdivision and Land Development Regulations.
- Enact terms and conditions of the intergovernmental agreements governing annexation and the Boneyard Creek.
- Review deed and property transactions at the County Recorder's Office to be sure development complies with the municipal development code.
- Actively pursue the release and development of the University of Illinois' Pomology Tract.
- Renew discussions with IDOT, the County, and residents concerning improved access to I-74.
- Incorporate the goals and objectives of the ETJ plan into the Capital Improvements Plan.
- Review the entire Comprehensive Plan in 2000.



1990 Downtown to Campus Plan

By 1987, the dynamics of the West Urbana Neighborhood were changing dramatically. The growth of the University coupled with the existing multi-family zoning for much of the neighborhood raised concerns about the potential loss of the neighborhood fabric as it had existed for the past 100 years. The Downtown to Campus study was put together in an effort to re-evaluate the City's land use plans and policies for the area.

The set boundary was generally University Avenue to the north, downtown Urbana to the east, Washington Street to the south, and Wright Street to the west, with the exception of the University Campus property. This area



encompassed over 1,500 separate parcels of land. Following a significant public process and review of a number of drafts, City Council adopted the final plan in 1990. The plan was written to guide the City of Urbana, property owners, residents, investors, and others making decisions about the future of the neighborhood. It identifies and analyzes the area's problems and recommends policies and other actions to solve them. The plan also provided the legal and planning foundation to justify changing the City's 1982 Comprehensive Plan and other land use regulations.

The plan recommended a variety of immediate, short-term, and long-term solutions to its findings, but the most significant recommendation was the adoption of the new Proposed Future Land Use Map, which was sought to guide new residential, commercial, and office development into appropriate locations while still protecting the established single-family residential areas and the neighborhood's overall character and appearance.

In response to the plan's proposed Future Land Use Map, the City instituted a large-scale change to the zoning of approximately 475 properties and created a new district called Mixed Office Residential (MOR). The area-wide rezoning was completed over the next couple of years in an effort to more accurately assimilate the existing land uses with their intended zoning districts. The newly created MOR zoning district was established with the intention of providing a mixture of residences, offices, and small shops that are primarily located in older residential buildings.

Implementation Status

The Downtown to Campus Plan proposed a variety of specific recommendations and actions to achieve the stated goals and objectives.



Proposed Land Use Map and Rezonings

The plan focused on the specific land uses in the defined area and recommended a new land use map which better fit the current land uses of the neighborhood. To implement this map, a follow-up recommendation was for the City to initiate appropriate rezonings in order to get the zoning to better match land uses. In 1993 and 1994, an area-wide rezoning on over 170 properties was initiated. A new zoning district called the Mixed Office Residential (MOR) district was also adopted, primarily along Green Street, which was designed to allow existing structures to incorporate a mix of uses in their plans for redevelopment.

The plan also outlined a list of immediate, short-term, long-term, and ongoing actions to be implemented.

Immediate, Short-Term, Long-Term, and Ongoing Actions

Pages 78-82 of the plan listed numerous actions to be taken over a range of time. Some of the actions are targeted for immediate enforcement action, while others are directed more toward major revisions to the Urbana Zoning Ordinance. Many of these recommendations have been accomplished. Examples include the adoption of a historic preservation ordinance, adoption of the Mixed Office Residential zoning district, upgrade of street lighting, and stepped-up parking enforcement.

1989 King Park Plan



The King Park neighborhood is located generally west of Lincoln Avenue, north of the railroad track, east of Wright Street, and south of Bradley Avenue. Major features in this residential neighborhood include King Park, King School, the North Urbana fire station, and Illinois-American water facility.

Prior to preparation and implementation of the King Park Plan, the neighborhood suffered from poor housing conditions, inadequate public improvements, and other

related problems. In 1988, the Urbana City Council directed the Department of Community Development Services to prepare a plan to address these problems and to guide the City's future actions and decisions in the area. During the planning process, City staff met with residents and property owners in the area to identify and develop solutions to community development problems in the area.



The King Park Plan presented a number of solutions. Many of the recommendations were designed to improve the quality of life and attract new development within the area. A proposed land use plan and several zoning changes were recommended to protect the existing residential character of the neighborhood. The plan also recommended several land use changes, including expansion of King Park, construction of new housing, and the redevelopment of the Lincoln Mobile Home Park into new residences and businesses. Other recommendations included continuing the current housing rehabilitation programs, forming a Neighborhood Watch program, and continuing to provide a junk disposal service. The plan also set forth a timetable for making public improvements in the area. These improvements included the extension of Eads Street from Lincoln Avenue to Goodwin Avenue, improvements to Harvey and Gregory Streets, and upgrades to other streets, sidewalks, sanitary sewers, and storm sewers. In total, the King Park Plan recommended a proposed budget of approximately \$3,040,000 to be spent during the twelve-year scope of the plan to address existing problems and achieve positive changes in King Park.

Implementation Status

The Urbana City Council approved the King Park Plan in 1989. Since that time, the actions called for in the plan have generally been carried out. The City actively works with federal, state, and local funding sources to provide assistance to those residents with housing improvement needs. The biennial Neighborhood Clean-Up has been a popular program to help community residents dispose of junk and debris. To help prevent crime in the area, the City of Urbana supports a Neighborhood Watch program, and an effort known as "UCAP" (Urbana Community Alternative Policing) was formed as a community policing program. A number of vacant and abandoned structures have been acquired and demolished by the City. In addition, the City has completed a number of public improvements in the area, the most notable being the opening of Eads Street from Harvey Street to Lincoln Avenue and completion of the Eads at Lincoln housing subdivision. Recommended rezoning actions were initiated and approved. Additional property is also being acquired by the Urbana Park District for the expansion of King Park.

With assistance from the University of Illinois Extension, the City is exploring the feasibility of a King Park Neighborhood Community Center. The Comprehensive Plan Update is an appropriate forum to revisit the goals of the King Park Plan and to identify and analyze the remaining needs in this area.



1995 Woodland Park Plan

The Woodland Park neighborhood consists of approximately 50 residences located northeast of Downtown Urbana immediately west of Woodland Park. This area is generally bounded by Woodland Park (now named “Ambucs Park”) and the Urbana-Champaign Sanitary District Facility on the east, University Avenue on the south, the Illinois National Guard Armory and Maple Street on the west, and the Saline Branch Drainage Ditch on the north.



Woodland Park is one of the oldest neighborhoods in Urbana, with the oldest home having been built in 1879 and the majority built before 1940. Most of the residents have low or moderate incomes, but have continued to invest time and money in their properties to maintain the quality of the neighborhood.

In 1989, the Urbana City Council directed Community Development Services staff to prepare a planning strategy for the Woodland Park neighborhood to address the needs and concerns of its residents. Although the City had expended a considerable amount of Community Development Block Grant funding in the Woodland Park neighborhood, many residents were concerned that the City's intention was to acquire the entire neighborhood over time and to encourage industrial development in its place. A neighborhood plan was needed to allay resident concerns about the City's intentions for the residential area, to address impacts of operations at the National Guard Armory and the Urbana-Champaign Sanitary District (UCSD) facilities, and to develop a clear strategy to acquire and clear property in the 700 block of North Hickory Street extended.

Working closely with neighborhood residents, Community Development Services staff developed a planning strategy that was subsequently reviewed and adopted by the City's Community Development Commission in 1990. At that point, the plan could have been forwarded to the Urbana Plan Commission and City Council for final review and approval. Instead, the neighborhood planning strategy was set aside to allow City staff time to negotiate an agreement with UCSD that would address two areas of particular concern to neighborhood residents: 1) acquisition and clearance of North Hickory Street extended, and 2) reconstruction of the one-block section of Cottage Grove Avenue between University Avenue and the UCSD service entrance at the east end of Park Street.

The process to resolve how these two issues would be handled took nearly four years to complete. In early 1994, City and UCSD staff reached an agreement that was approved by the UCSD Board in May 1994 and by the Urbana City Council in September 1994. The agreement was included as part of the Woodland Park Plan.



The Woodland Park Plan was officially adopted by the Urbana City Council in 1995 as an amendment to the Comprehensive Plan.

Implementation Status

The goals of the Woodland Park Plan have been achieved. Subsequent to plan adoption, the subject portion of North Hickory Street was vacated and transferred to the UCSD, and the one-block section of Cottage Grove Avenue was improved as per the agreement. The existing properties were demolished and the properties are currently in use as open space by the Sanitary District. In 1997 the Plan was amended to allow the UCSD to acquire 702 N. Hickory and demolish the existing home, in order to use the property as an additional open space buffer for the District. In 2001, the Plan was amended to allow the Sanitary District to utilize additional properties for sanitary processes.

1995 Carle Hospital Master Plan/Carle Neighborhood Plan

Carle Hospital and Clinic is located along University Avenue near Orchard Place. Due to its land holdings and the extent of its operations as the area's largest hospital and one of the largest clinics in the country, Carle has a significant impact on the surrounding residential neighborhood, particularly to the north.



In 1993, the Carle Foundation announced its "Vision 2000" program, which involved new parking and medical buildings, expansion of existing buildings, remodeling, and site improvements to Carle's existing medical facilities. As a result of a controversial proposal to close a portion of Park Street, the City, Carle, and the surrounding neighborhood developed an interim neighborhood plan. This planning process included numerous neighborhood or small group meetings detailing the assets of the neighborhood, concerns of the residents, and possible solutions to many issues posed by Carle, including parking and traffic. This neighborhood planning effort was the beginning of a larger project to review the proposed Carle Master Site Plan.

The Carle Neighborhood Plan includes those portions of the Carle Master Site Plan that were adopted by Council to accommodate both Carle and the surrounding neighborhood concerns. At the end of this process, the City Council approved a Comprehensive Plan Amendment to allow for an expansion of Carle's medical facility, as well as a Zoning Ordinance Amendment which created a new zoning district (known as Medical Institutional Campus or "MIC") which allows for greater ease in building new



medical facilities, while assuring that the character of the neighborhood is preserved. A detailed development agreement was approved as part of the plan. The planning process also identified boundaries and limits to future expansion and land acquisition for Carle.

Implementation Status

The goals of the Carle Neighborhood Plan have largely been achieved. Most of the improvements called for have been made, and Carle continues to improve and develop the medical campus within the boundaries set forth in the plan. In addition, UCAN (United Citizens and Neighbors), formed during the process, has been an important neighborhood awareness and advocacy group for the citizens of the Carle area.

C-U in 2030



The *C-U in 2030* plan is a long-range transportation and mobility plan prepared by the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) for the Champaign-Urbana-Savoy metropolitan area. The plan attempts to project the needs, issues, and priorities for the Champaign-Urbana-Savoy urbanized area and the University of Illinois for the next 30 years. The plan provides an important base of data and a framework for developing a list of potential transportation

projects that could realistically be implemented by the year 2030. This plan was developed to meet the requirements of the Transportation Equity Act for the 21st Century (TEA-21) and is the required five-year update to the C-U 2020 plan.

The Champaign-Urbana Area Transportation Study has been in existence since 1964 in response to the Federal Aid Highway Act of 1962, which promotes transportation planning in urbanized areas with populations greater than 50,000. CUUATS operates under the principal direction of two committees: the Policy Committee and the Technical Committee. The committees are comprised of officials from the participating municipalities, Champaign County, the Illinois Department of Transportation, Willard Airport, the Mass Transit District, and the University of Illinois.

The intent of *C-U in 2030* is to determine the future transportation needs of the various modes for the transportation system in the Champaign-Urbana-Savoy and University of Illinois area. To this end, CUUATS used the completed land use and transportation plans of the cities of Champaign and Urbana, the Village of Savoy, and the University of Illinois. CUUATS led the development of *C-U in 2030* using the input and cooperation



of several groups and agencies, including the participating local governments, the Illinois Department of Transportation, and the general public. The goals of the plan are as follows:

1. Provide system users with safe, efficient, and economical transportation service.
2. Develop a transportation system that supports accessibility and promotes desirable social impacts.
3. Develop a transportation system that will preserve the existing system and environment.
4. Make a priority of preserving the existing transportation infrastructure and of maximizing its capacity through innovative approaches.
5. Minimize the cost of creating and maintaining the transportation system and ensure that transportation plans are financially attainable. Ensure that transportation investments are cost effective, promote energy efficiency, and enhance the quality of life.
6. Foster more productive and coordinated intergovernmental planning activities and functions.
7. Ensure that “intermodalism” becomes an integral part of the planning process; potentials of modal interaction that are both planned (e.g. bus/train stations) and imposed (e.g. roadway/trail crossings) need to be addressed throughout the planning process.
8. Provide for a transportation system that maintains and reinforces the urban area's economic vitality.

Implementation Status

The *C-U in 2030 Plan* was adopted by CUUATS in December 1999. The entire plan will be reviewed as part of the five-year update required by TEA-21. Additional information on *C-U in 2030* and other relevant planning efforts of CUUATS are provided in the Transportation chapter of this report.



Campus Plans

University of Illinois

The University of Illinois is a defining presence in the Champaign-Urbana metropolitan area. As its facilities lie within the boundaries of both Urbana and Champaign, the University's expansion and development impacts both communities. Accordingly, the role of the University is important to any local planning process.

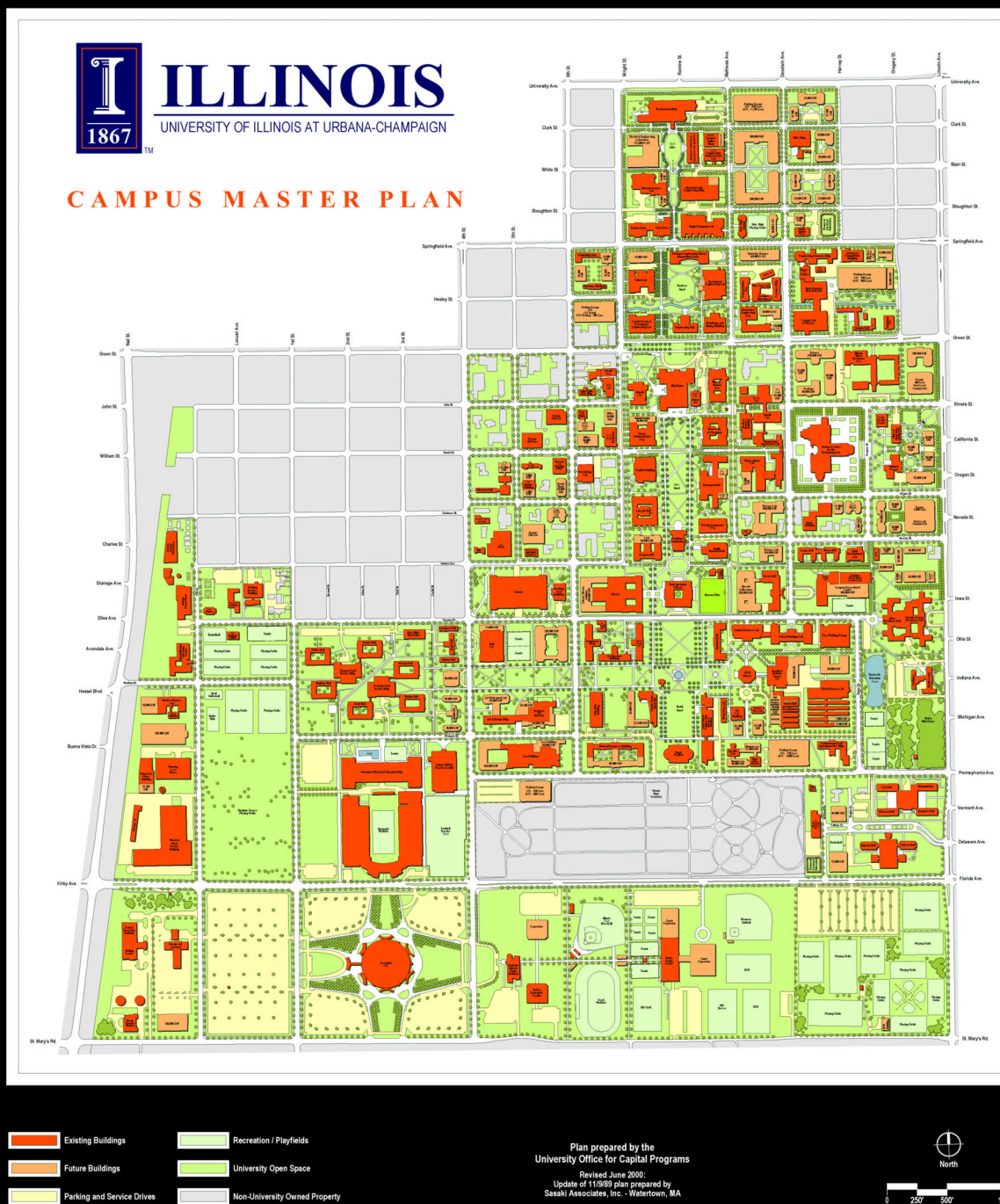
The University of Illinois construction projects and layout operate under the Campus Master Plan, which has consisted of three sub-areas since 1986. These sub-areas include the North, Central, and South Campus Master Plans. These Plans have been developed by Sasaki Associates, Inc. working under the direction of the University's Office for Project Planning and Facility Management. These Plans are approved by the Trustees of the University and are not official elements of the City's Comprehensive Plan.

The current Master Campus Plan map for the majority of the campus area is included here as Figure 2-2. These plans are continuously updated as the University considers new projects and facilities.





Figure 2-2; Campus Master Plan





Central Campus Master Plan

The purpose of the Central Campus Master Plan is to provide a guide for campus growth. The plan provides a framework for fitting the expansion program into the fabric of the Central Campus in a way that builds upon existing patterns of land use, circulation, infrastructure, and open space, while making wise use of limited land resources.

The plan provides for the accommodation of over two million gross square feet of new facilities in a pattern that builds upon and strengthens the existing pattern of Central Campus uses. The plan proposes that five basic zones be established as an organizational framework for land and building uses.

Implementation Status

The University continues its redevelopment projects in the Central Campus Area. Some recent efforts on the Central Campus include improvements to existing buildings and the creation of a courtyard area near the Arcade Building. Construction of the U of I's Spurlock Museum of World Cultures has recently begun on the southeast corner of Gregory and California streets, just east of the Krannert Center for the Performing Arts. The museum will provide a home for artifacts from the collections of the U of I's World Heritage Museum, which closed in May 2001 to allow for transition to the new facility.

North Campus Master Plan

This Master Plan was developed to serve as a guide for anticipated expansion by defining building locations, circulation patterns, parking areas, open spaces, and landscape approaches in the northern portion of the campus (see Figure 2-3). The Master Plan creates a setting that reflects the stature of the University and the importance of the new buildings to be built on the North Campus. The Master Plan establishes an open space system around which new and existing buildings are located, thus extending the successful pattern which now exists on the central campus.

This plan recommends major restructuring of the campus along the north-south axis. The campus open space system and landscape character south of Green Street will be extended north to University Avenue and will terminate in the Beckman Institute as a major landmark. Several minor street closings and relocation of parking facilities are also called for under this plan. Automobile-free zones and pedestrian areas are recommended.

Implementation Status

In recent months, the University's Office for Project Planning and Facility Management has been investigating revisions to this Master Plan to reflect a North Campus



Technology Park. In 2000, the City rezoned several properties in the Main Street vicinity between Goodwin Avenue and Harvey Street to allow a new 50,000 square foot private office building to be leased from the University along with associated surface parking. This project is consistent with a future vision of the North Campus area as promoting private technology companies to complement the nearby engineering and computer science facilities.

South Campus Master Plan

The purpose of the Master Plan for the South Campus area is similar to that of the North Campus Master Plan. Specific recommendations of the plan involve the reinforcement and improvement of the existing organization of the South Quadrangle area with the existing north-south and east-west axes continuing to act as the primary organizers of open space. Several building and landscaping projects are proposed, as well as the creation of automobile-free zones (see Figure 2-4).

Implementation Status

A major South Campus Technology Park is currently under construction along the south side of St. Mary's Road within the City of Champaign. The City of Urbana is involved in this initiative through a "metro-zone" agreement. Expansion of campus and technology uses in the South Campus area will require relocation of the University's South Farms to locations farther south of the main campus areas.

Downtown Strategic Plan

Adopted in February 2002, the Downtown Plan outlines specific redevelopment plans and policies for downtown Urbana. The plan was prepared by planning consultant Camiros, Ltd. Beginning in February 2000, a Downtown Plan Steering Committee met to discuss the future of downtown and to monitor the work of the consultant. In July 2000, a Town Hall Meeting was held and over 90 concerned citizens attended to offer their input for the future of downtown.

The plan identifies "key market groups" and a combination of uses to be incorporated into the initiative strategies to provide a wide range of community choices. To this end, creating a "sense of place" is the overarching objective. The plan focuses on programs and projects related to six initiatives:





- *The Downtown Leadership Initiative* – strategies designed to implement the plan and manage the development of downtown.
- *The Downtown Image Initiative* – strategies to improve the visual quality and aesthetics of downtown, and to better organize its development pattern.
- *The Center of Urbana Initiative* – strategies for maintaining downtown as the center of town.
- *The Downtown Neighborhood Initiative* – strategies to increase the amount of downtown housing.
- *The Niche Market Initiative* – strategies developed to give downtown a particular market orientation and attract uses related to it.
- *The Lincoln Square Initiative* – strategies to better integrate the Lincoln Square Mall into the core of downtown.

The final section of the Downtown Strategic Plan includes an action plan for the next five years, which serves as a guide for implementing the six initiatives. Project responsibilities and priority levels are identified as the means for achieving the overall goals and vision of the Urbana community.

Implementation Status

The plan's implementation matrix clearly outlines projects and programs that should be considered and a timeline for when they should be completed. Among specific tasks underway include a new two-million dollar streetscape design being constructed along downtown streets. A zoning text amendment was also approved to allow pedestrian-oriented projecting signs for businesses in the downtown.

North Broadway Neighborhood Plan

An area plan that is currently underway is the North Broadway Neighborhood Plan. The North Broadway neighborhood is bounded by Country Club Road on the north, Cunningham Avenue on the east, Broadway Avenue on the west and University Avenue to the South. It is a diverse area both in terms of housing and population.



The Neighborhood Plan is being conducted in part to serve as a future component of the updated Comprehensive Plan. Additionally, the City had previously joined with the Housing Authority of Champaign County (HACC) to apply for HOPE VI grants for the redevelopment of the Lakeside Terrace public housing complex. These applications were unsuccessful and the City and HACC determined that completion of a neighborhood plan would improve grant eligibility.



A neighborhood plan is also needed to help understand the issues facing the overall neighborhood, concerns of Lakeside Terrace residents, and the impacts that change in this area may have on residents.

As part of the neighborhood planning process, Community Development staff has conducted several neighborhood meetings to identify the area's issues, strengths, weaknesses, opportunities, and threats. The plan is nearing the final draft stage and will soon be presented to the Plan Commission and City Council for their consideration.

Implementation Status

The North Broadway Plan has not yet been completed and adopted by the Urbana City Council. The draft plan contains a specific Goals and an Action Plan to be considered. The Action Plan outlines specific actions to be taken by the residents, the County, or the City. Elements of the Action Plan will include recommendations on land use, neighborhood organization, understanding the government process, neighborhood beautification, traffic, housing, drainage, the visitors' center, property values, and crime. Staff will finish work on the plan and be presenting it to the Plan Commission in coming months.

Historic Preservation Plan

In 1998, the Urbana City Council adopted the Urbana Historic Preservation Plan. The plan gives background information on Urbana's historic character and why it is important to preserve it. It also gives a summary of past historic preservation efforts. Under the section entitled "Purposes of Preservation", specific findings are made about what affect the plan will have on the City. The findings state that the plan will:

- Promote the preservation of Urbana's historic resources, including buildings, sites, structures, objects and historic districts.
- Promote economic development by encouraging investment in historic resources.
- Preserve the character of historic neighborhoods.
- Foster understanding and civic pride in Urbana's history and architecture.
- Preserve Urbana's historic downtown buildings and facades.

The plan identifies the relevant goals, objectives and policies of the 1982 Comprehensive Plan and the 1990 Downtown to Campus Plan as related to preservation. The plan also offers a section on implementation that outlines the



structure of a Historic Preservation Commission, methods to offer incentives to preserve historic structures, opportunities to educate the public and instruction for conducting historic preservation surveys.

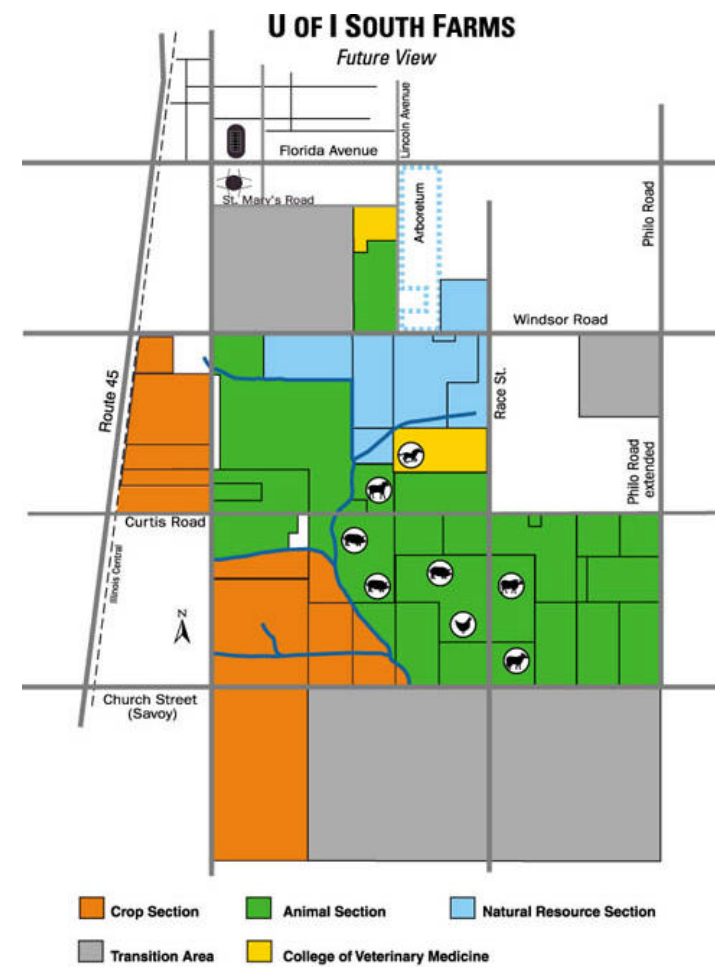
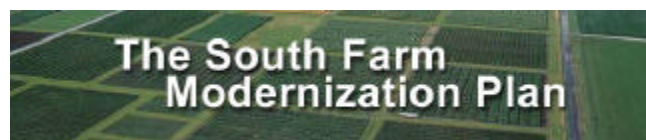
Implementation

The Historic Preservation Commission was established in 1998. An amendment to the zoning ordinance adding the Preservation Ordinance was also completed. To date, five local structures are designated as Urbana Landmarks. In 2001, Urbana's first Historic District was approved, consisting of two buildings designed and built by Joseph Royer. The Commission has also been active in a number of public awareness and educational events throughout the community, including walking tours of areas with significant historic buildings.



Figure 2-3; North Campus Plan

Not Available in Electronic Format



University of Illinois
College of Agricultural, Consumer and Environmental Sciences

November 11, 1999

Sources as of 4/01: <http://web.aces.uiuc.edu/research/SouthFarms/CurrentMap.htm>
<http://web.aces.uiuc.edu/research/SouthFarms/FutureMap.htm>

Figure 2-4 University of Illinois South Farms Modernization Plan



Chapter 3 History of Urbana

(Text taken from the Urbana Historic Preservation Plan)

Early Settlement

Native Americans, including the Illinois, Iroquois, Pottawatomies, and Kickapoos, were the first to occupy the land that would later become Urbana. While little physical evidence of their settlements remains, two sites in the City are associated with their occupation: Boneyard Creek and Leal Park. The creek earned its name from the accumulation of animal bones, which were discarded by the tribes along the banks. Attempts in the late 19th century to rename the stream a more pleasing name, "Silver Creek," were unsuccessful. Leal Park on University Avenue was possibly an early burial ground for both Native Americans and settlers.

In 1822, Champaign County was surveyed into townships, and settlers were encouraged to move into the area, further displacing native populations. By the late 1830's, Native Americans were required to move west of the Mississippi River. The earliest settlers preferred to locate in the Big Grove; a large expanse of trees north of what would later become the City. The first permanent building is attributed to Runnel Fielder, who built a cabin on the edge of the Big Grove in 1822. More than a dozen families from Kentucky moved into the Grove between 1826 and 1832. In 1833, an act of the Eighth General Assembly created Champaign County.

The act also called for the appointment of three commissioners, who were charged with the responsibility of choosing a location for the county seat. Big Grove was the logical choice, since it was the geographical center of the county and had the largest and oldest settlement. Residents on the north and south of the Grove competed for the honor of having their area designated as the county seat. Isaac Busey's hospitality to the commissioners prevailed, and they selected a south side site donated by Isaac and Matthew Busey, along with William T. Webber. The location they chose for the county seat was called Urbana, after Urbana in Champaign County, Ohio, birthplace of sponsoring legislator Senator John Vance. After Isaac and Matthew Busey and William T. Webber donated 43 acres for the county seat, Isaac Busey was then elected one of the county's first commissioners and helped lay out the town of Urbana, including the public square and parcels on Main Street. Matthew W. Busey was active in many key positions in the early years of the City, including county assessor, probate judge, and colonel in the state militia.

Near the developing town, agricultural changes were having an impact on the community. Several small mills had been established by the 1830's; the earliest were manual in operation, with later versions using animal power, then water. Steam power was



introduced to Urbana in 1849 at Park's Mill, which was able to supply adequate power to the settlement. Between 1830 and 1850, a shift from subsistence to commercial farming was taking place, with farmers raising livestock for market. Blooded cattle were introduced to the county in 1836. The production of corn, oats, and hay doubled by 1850, as did the number of sheep and horses.

Railroads and the Developing City

The burgeoning cattle business made improved access to markets crucial. Early efforts to establish a railroad system throughout Illinois began as early as the 1830's. However, a charter was not granted to the Illinois Central Railroad Company to build a new railroad until 1851.



Although three sites in Urbana were offered by Colonel Matthew W. Busey, the route selected was two miles west of the county courthouse in Urbana, at a location named "West Urbana," which later became Champaign. The route was ultimately determined by engineering considerations to be the most economical choice because it offered the least number of geographical obstacles. Considerations included access to timber for railroad ties and fuel for wood-burning engines. Terrain--avoiding low swampy ground, rivers and streams, or extensive grading--was also considered.

The Illinois Central was, to a large extent, responsible for the enormous growth of population in the 1850's and the following decades, particularly in the area west of the depot. Several hundred commercial buildings had been erected and over one hundred houses built within a year of the arrival of the railroad. Urbana was chartered as a city by the state legislature in 1855, and on June 2, 1855, Archa Campbell was elected the first mayor. Campbell was the proprietor of West Urbana's depot, which provided accommodations for travelers in addition to ticket services. Between 1855 and 1856, the population of West Urbana tripled, and on April 17, 1857, West Urbana became a separate village. In 1863 the first streetcar, drawn by mules, began operating between the courthouse and the depot.

Despite West Urbana's incredible growth, Urbana continued to prosper. In 1852, William H. Jaques arrived and established the first stove and tin shops in the city. Attorney William N. Coler came here the same year and established the *Urbana Union*, the first newspaper in town. Samuel T. Busey, his brother Simeon H. Busey, and William Earhart opened Busey Brothers and Company Bank on January 13, 1868. As the seat of county government, Urbana was visited regularly by Abraham Lincoln, who accompanied Judge David Davis on the Eighth Circuit Court between 1849 and 1859. Lincoln frequently



stayed in Urbana's first hotel, called the Urbana House, which had been converted from the original temporary courthouse building. The two story, frame hotel was located on the site now occupied by the Urbana Cinema and was later moved to a site across from the present courthouse to make way for the construction of Busey's Hall in 1870.

The location of the county seat in Urbana has always played an important role in insuring the vitality of the downtown area. A stable owned by Colonel Matthew W. Busey was the site of the first court, held in 1833. The first county courthouse was built in 1836 on the exact site of the present courthouse. In 1859, an expenditure of \$30,000 was approved for the "renovation" of the second courthouse, but it was actually reduced to a foundation and a new third permanent courthouse opened in 1861. Due to his approval of this large expenditure, Judge Edward Ater was the person most instrumental in the retention of the county seat in downtown Urbana. Ater built a two-story Italianate home at 207 West Elm Street in 1857 and served as mayor of Urbana from 1861-64. Over the years, five different courthouses have occupied the same site. The present courthouse dates to 1901.

Downtown Urbana

Clark Robinson Griggs's Indianapolis, Bloomington, and Western Railroad (I.B. & W.), completed in 1869, provided a direct rail route that enabled Urbana to become a stable and independent trade center. Despite the railroad's nickname ("I Better Walk"), merchants were no longer dependent on the streetcar railroad to transport shipments of goods from the Illinois Central depot in Champaign. In 1871, Griggs built an Italianate home at 505 West Main Street, which is Champaign County's only private single-family residence on the National Register of Historic Places. Griggs was also a farmer and land speculator and was elected mayor of Urbana in 1866. A four-story hotel called the Griggs House was built around 1870 and provided station facilities for the railroad. Griggs House, located in the 400 block of West University Avenue and named in honor of Clark



Griggs, was one of the grandest buildings in Urbana. To service the ever-growing railroad industry, the Big Four rail car repair shops opened in Urbana in 1871 and became a major employer in the city.

Bricks were manufactured in Urbana by Bissel & Sherril as early as 1853, but it was after a

major fire in 1871 destroyed most of the wooden frame buildings on Main Street that brick buildings began to proliferate. Busey's Hall was opened as an opera house in 1870, survived the fire, and was converted to a multi-use social hall in 1903. According to the *Champaign Daily Gazette*, "Most prominent among the many new edifices in Urbana is



the beautiful and commanding three-story block bearing the name Tiernan's." Built in 1871 and opened as an opera house in 1872, Tiernan's joined Busey's Hall in providing some of the best entertainment in the twin cities. The City Building at the corner of Elm and Broadway (a site now occupied by the downtown parking deck) and the County Courthouse were soon complemented by an abundance of retail stores. Lining Main Street were the Knowlton-Bennett Drugstore, Peterson Cafe, Sim's Drug Company, the Columbian Hotel, Amsbary and Sawin Grocery, Hubbard Drug Company, the Palace Confectionary, Oldham Drugstore, T.J. Colvin & Sons Butcher Shop, Hanes Meat Market, and Dickenson's Grocery. As Ray Bial so aptly sums up in his history of the city, "Urbana has always been characterized by the pleasant atmosphere of a small town with just a touch of sophistication appropriate to a community that is home to a major university."

Among the many attractions to the downtown business district was the library. Francis G. Jaques, a lawyer originally in partnership with Colonel William N. Coler, founded the Young Men's Library Association of Urbana in 1872. Begun as a subscription library, the facility was originally located above a grocery store. Jaques purchased the Ater home at 207 West Elm Street and added a one-story addition for his law office around 1872. The library became public in 1874. Miss Ida Hanes, a cousin, served as Librarian from 1874 until 1924. In 1912, the library applied to Andrew Carnegie to construct a permanent building, but the request was denied. The present Urbana Free Library was built with a \$35,000 gift from Mary E. Busey in honor of her late husband, General Samuel T. Busey. It opened in 1917.

The growing economic prosperity of the downtown led to the construction of very fine homes for many of the business owners. Many of Urbana's most historically significant residences were built on Main Street very near the downtown: the William T. Webber home at 605 East Main (1850's), Matthew Busey's home at 804 West Main (1869), the Samuel Busey mansion at 502 W. Main (c. 1870), demolished in 1964 for the construction of Landmark Apartments, and three very fine examples of the Queen Anne style: the Louis A. Wahl residence at 510 West Main (1892), the Emmett Grant Yearsley house at 508 West Main (1893), and the Frank M. Marriott residence at 506 West Main (1893). Main Street is also home to two architecturally important churches: St. Patrick's Catholic Church at 708 West Main (1903) and Canaan Baptist Church, originally First Christian Church (1910). Other stately homes in close proximity to the downtown business district were the Sutton/Bills House at 502 West Elm (c. 1878), the Smith/Busey house at 503 West Elm (destroyed by fire in 1988), the Gus T. Freeman home at 504 West Elm (c. 1902), and Dr. Austin Lindley's residence at 312 W. Green (1895), now restored and open as Lindley House Bed and Breakfast.

The early 1900's saw construction of numerous architecturally important public and semi-public buildings in Urbana. Since activity at both Tiernan's Opera House and Busey's Hall had waned by the turn of the century, several prominent citizens agitated for a new theater. Their efforts eventually resulted in the opening of the Illinois Theatre in 1908 at 312 W. Railroad Street (Springfield); the theater was destroyed by fire in 1927. Busey's



Hall was remodeled in 1915 and became the Princess Theater. Other notable public and semi-public buildings included the Unitarian Universalist Church (1901), the Nathan Cohen Building (1907), the United States Post Office (1915), the Troop B Illinois Calvary Armory (310 W. Main St., 1915), and the First United Methodist Church (1928).

Noted local architect Joseph Royer left his permanent mark on the face of Urbana in the early part of the century. He designed the Romanesque Revival-style Champaign County Courthouse at Main and Broadway in 1901 and served as architect for the remodeling of Tiernan's Opera House at 115 W. Main for the Masons in 1914. This extensive remodeling included the addition of a new terra cotta facade which is still extant. In 1916, he designed the three-story Gothic Revival Urbana High School. Royer also designed the Urbana-Lincoln Hotel, now Jumer's Castle Lodge, a fixture in Downtown Urbana since 1924.

Later projects that resulted in important historic resources in Urbana included the WPA-built (Works Progress Administration) Leal School, 312 W. Oregon, designed by Joseph Royer and completed in 1936 on the site of the original high school. The National Guard Armory, 60 E. University Avenue, was completed in 1937 and was also a WPA project. During this era, the WPA also rebuilt brick streets and sidewalks throughout the community.

University of Illinois

Nothing has influenced the economy, land use, traffic, and development of Urbana as much as its relationship with the University of Illinois. The person credited with bringing the University to Champaign County is Clark R. Griggs, who was elected to the state legislature in 1867 and pledged to obtain the university for Champaign County. On February 28, 1867, Governor Richard J. Ogelsby signed the bill to establish the Illinois Industrial University. The first university building had actually been constructed for a seminary called the Urbana-Champaign Institute. The selection of location for the Institute was intended to mend the rift between Urbana and West Urbana who were disputing the unsettled land between them. The cornerstone for the building was laid in 1861, but the Civil War created unstable financial conditions, bringing the project to a halt and resulting in the building being dubbed the "white elephant." The new land grant college was given the name of the Illinois Industrial University, which later became the University of Illinois.

A number of historic resources associated with the early development of the university remain in Urbana. The oldest of these is the Morrow Plots, a National Historic Landmark located on Gregory Drive. Named for George E. Morrow, the first Dean of the College of Agriculture, the site is the oldest continuing soil experimental field established by a university (1876). Among the oldest surviving buildings on campus are Harker Hall, 1305 W. Green St. (1878), the Armory, 1402 W. Springfield (Kenney Gym Annex, 1890), Natural History Building, 1301 W. Green St. (1892), and Altgeld Hall, 1409 W. Green St.



(1896), all designed by Nathan Clifford Ricker. Ricker was an 1872 University of Illinois graduate, receiving the first American degree in Architecture. He served as a professor and head of the Department of Architecture from 1873 until his retirement in 1910. He also served as the Dean of the College of Engineering for twenty-seven years from 1878 to 1905, while the Department of Architecture was in the College of Engineering. His home at 612 West Green was built in 1892 and was purchased for preservation in May 1996 by the Preservation and Conservation Association.

Some of the earliest buildings at the University were constructed around the quadrangle. Flanked by Ricker-designed buildings, University Hall (1871-1938), was built at the north end on the site now occupied by the Illini Union. The Astronomical Observatory, 901 S. Mathews, the second of Urbana's National Historic Landmarks, was constructed to the south in 1896, replacing a smaller observatory, which had been farther northwest. The College of Agriculture building, Davenport Hall, 607 S. Mathews, was erected in 1899-1901 on the east side. While building on the quadrangle had taken place for over thirty years, a means to organize the University's construction plans had not been created. The

University's first campus plan was developed by architect C.H. Blackall, an 1877 university graduate who consulted the Olmsted Brothers, famed landscape architects, on the development of the plan. In 1907 Blackall sited the Auditorium (now Foellinger Auditorium, 709 S. Mathews) on the rise which defined the main campus quadrangle's southern axis.

Substantially south of the quadrangle, the College of Agriculture was developing its experimental dairy farm. Begun in 1902, the farm, 1201 W. St. Mary's Road, included a series of three round barns, which served as models for barn construction throughout the Midwest. The barns, related outbuildings, and manager's house comprise Champaign County's only historic district listed in the National Register of Historic Places.

The continued growth at the university produced a wealth of early twentieth-century buildings, including the Woman's Building, later renamed the English Building (608 S. Wright, 1905), Lincoln Hall (702 S. Wright, 1911), Woman's Residence Hall/ Mary E. Busey Hall (1111 W. Nevada, 1916), Ceramics Building (105 S. Goodwin, 1915), Tina Weedon Smith Memorial Music Hall (805 S. Mathews, 1920), Mumford Hall (1301 W. Gregory, 1922), Commerce Building/David Kinley Hall (1407 W. Gregory Dr., 1924), and Architectural Building (608 E. Lorado Taft Dr., 1926). Construction on campus was neither limited strictly to classroom facilities, nor to the Urbana side of the campus. In 1912, W.C. Zimmerman, supervising architect for the State of Illinois, designed the University of Illinois Armory (505 E. Armory, Champaign) to serve as a drill hall for the student military regiment. After World War I, renowned architect Charles A. Platt designed the rooms surrounding the drill hall and the facade of the Armory in the Georgian style. Distinguished sculptor and University of Illinois graduate Lorado Taft completed the Alma Mater statue in 1918. Memorial Stadium (200 E. Florida Avenue, Champaign), designed by the noted Chicago architectural firm of Holabird and Roche,



was constructed in 1922-24 as a memorial to students who had died in World War I. Private developments such as Wesley Foundation (1201 W. Green St., 1921) also designed by Holabird and Roche, were located near the university campus to serve the religious and social needs of students.

Later additions to the campus of the university have also achieved architectural significance, despite being less than fifty years old. The Assembly Hall, 1800 S. First St., Champaign, completed in 1965, has been determined eligible by the Illinois Historic Preservation Agency for listing in the National Register of Historic Places. Other late twentieth century buildings that have received architectural honors include the 1990's Booth/Hansen-designed Kinkead Pavilion addition to the Krannert Art Museum (500 W. Peabody Dr., Champaign).

Historic Preservation

National and State Influences

The Civil War Centennial of 1965 is credited with launching renewed interest in American history and preservation initiatives such as the National Historic Preservation Act of 1966, which created State Historic Preservation Offices and the National Register of Historic Places. A decade later, the American Bicentennial added momentum to the preservation movement.

Federal tax reforms in 1976 and 1981 provided federal tax credits for rehabilitation of historic *income-producing* properties. The program offered owners of historic and old buildings up to a 25 percent rehabilitation tax credit on federal taxes. This incentive spurred thousands of rehabilitation projects nationwide. Investment was later curtailed with passage of the 1986 Tax Reform Act, which lowered the rehabilitation credit to 20 percent and set a \$7000 per year cap on the credit.

To help historic homeowners rehabilitate their property, Illinois offers an eight-year property tax freeze at the pre-rehabilitation value followed by a four-year "thaw" period. This incentive applies to *owner-occupied* residential property for which rehabilitation comprises at least 25 percent of the assessed market value.

Local Initiatives

No local tax incentives have been offered for historic property rehabilitation of owner-occupied property in Urbana, but several good examples exist of the City's investment in historic downtown and other areas.



Urbana's downtown tax increment financing (TIF) district has helped fund capital improvements to the downtown area, where many of the City's historic commercial buildings are located. Some of the most visible improvements paid for with TIF funds have included sidewalk, alley, and landscaping treatments in the downtown.

Another economic development initiative, the City's facade loan program, has provided commercial loans for downtown buildings at a 2% fixed rate in partnership with local banks. Several downtown buildings have used the loans to restore facades that had been neglected or had undergone inappropriate treatment.

Rehabilitation and adaptive use projects which have benefited from this program include the Novak, Weaver, Solberg Law Offices at 130 West Main, the Urbana Cinema/Cinema Caffe at 120 W. Main, the Baxley Media Group buildings at 108-112 West Main, and the office building at 117 North Broadway.



Apart from financial incentives, local zoning changes have made the Urbana Zoning Ordinance more flexible in terms of use of older buildings in designated areas. As part of the 1990 Downtown to Campus Plan, the City Council created the Mixed Office Residential (MOR) district, which provides more flexibility for the adaptive use of existing structures facing West Green and West Elm streets. Two developments under the new zoning category are the renovation of Lindley House at 312 West Green for a bed and breakfast and the rehabilitation of the Nathan Ricker residence at 612 West Green by the Preservation and Conservation Association.

In 1998, the Urbana City Council passed an amendment to the Zoning Ordinance creating the Historic Preservation Ordinance. The ordinance established a Historic Preservation Commission and set guidelines for the designation of historic landmarks and districts. The ordinance also outlines the process for the review of proposed alterations to structures with landmark or district status. In February 2000, the Commission approved the nomination of five individual properties as local historic landmarks. These properties include Tiernan's Block at 115 W. Main Street, Busey's Block at 120-124 W. Main Street, The Lindley House at 312 W. Green Street, The Ricker House at 612 W. Green Street, and the Gothic Revival Cottage at 108 N. Webber Street. The Joseph Royer Historic District, which was approved as Urbana's first historic district in 2001, consists of the houses at 801 West Oregon Street and 701 South Busey Avenue.



Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Comprehensive Plan

Goal 1.400 To improve and maintain the developed portions of the City, including the existing housing stock, the older residential neighborhoods, and the commercial areas with special emphasis on the downtown area.

Objective 1.410 Promote the redevelopment and conservation of urbanized areas.

Goal 3.100 To organize and develop land uses and adjacent properties in a balanced and mutually compatible manner relative to the functional needs of the City.

Objective 3.110 Promote development in the City and surrounding unincorporated areas in a manner which minimizes conflicting land uses and/or adjacent development.

Policy 3.111 Review all land use changes that are controlled by the Zoning Ordinance, Subdivision Ordinance, or annexation procedures to ensure compatibility. The Special and Conditional Use permit and Planned Unit Development procedures in the Zoning Ordinance and annexation agreements are particularly useful tools for insuring the harmonious development of adjacent sites.

Goal 3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized.

Objective 3.410 Designate growth areas in a manner that minimizes the cost of providing public services.

Policy 3.411 Encourage development only in areas where urban services and facilities are available at adequate capacity or have been planned.

Goal 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

Objective 4.110 Increase the proportion of land uses which produce municipal revenues equal to, or in excess of, the cost of required services.



Policy 4.111 Promote mixtures of compatible uses, improvements in services and facilities, aesthetics, and public convenience in existing commercial and industrial developments.

Policy 4.112 Enhance the downtown area as the City's major commercial and business center.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other city developments.

Policy 5.111 Offer continued support for the maintenance of residential lifestyles and values and the preservation of property values by discouraging the encroachment or influence of unacceptable non-residential uses into residential neighborhoods.

Policy 5.112 Provide incentives for housing rehabilitation and for quality in new residential developments.

Policy 5.113 Provide incentives to promote architectural design, aesthetics, and landscaping in residential areas.

Policy 5.114 Provide incentives to promote the preservation of historically significant sites.

Objective 5.130 Promote land use patterns which conserve energy.

Policy 5.134 Revise codes and ordinances as necessary to promote land use patterns that conserve energy.

Objective 5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development, and redevelopment.

Policy 5.141 Review codes and ordinances on a regular basis and make revisions as necessary.

Policy 5.142 Ensure that the housing market operates without discrimination as required by law.



Policy 5.143 Through the Division of Community Development, provide housing information and counseling services to assist persons of moderate income with their housing needs.

Policy 5.144 Make available low interest loans and grants from sources such as Community Development funds for housing rehabilitation.

Policy 5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.

Goal 6.100 To increase and diversify the tax base of the City of Urbana.

Objective 6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment, and resources of the community.

Policy 6.113 Work with appropriate agencies to promote Urbana as a good place for commercial and industrial development and to recruit suitable businesses and industries to the City.

Goal 6.200 To capitalize on the existing economic, educational, and environmental, and personnel resources that Urbana has to offer businesses and industries.

Objective 6.210 Increase the awareness of potential developers, investors, and visitors of the special attributes which are incentives to locating, investing, staying and expanding, or visiting Urbana.

Policy 6.211 Identify those resources that make Urbana a particularly desirable place to locate or stay and expand.

Policy 6.212 Use the identified resources to sell potential investors on the desirability of locating or staying and expanding in Urbana.

Policy 6.213 Identify factors that inhibit compatible economic growth and mitigate or eliminate their impact.

Policy 6.214 Work in cooperation with appropriate agencies to promote tourism in the City.

Goal 6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.

Objective 6.310 Improve Urbana's image as a community that welcomes and aggressively pursues compatible economic development.



Policy 6.311 Identify potential financial and developmental incentives that the City Council is willing to offer developers to promote commercial and industrial development.

Policy 6.312 Identify ways in which the review of projects can be accomplished in a more timely and efficient manner.

Policy 6.313 Evaluate revisions to city ordinances, regulations, and policies in terms of potential impact on the business community and climate.

Goal 6.500 To support the redevelopment of downtown Urbana, with particular emphasis on the Tax Increment District (TID), and Business Development and Redevelopment District.

Objective 6.510 Correct those conditions which qualify the TID as a conservation area (see Urbana Downtown - Tax Increment Area - Conservation - Redevelopment - Plans and Projects).

Objective 6.520 Encourage private investment in the conservation of existing buildings, as well as new residential and commercial development.

Policy 6.514 Encourage redevelopment of vacant upper stories in downtown commercial buildings.

Goal 6.700 To support the retention and expansion of existing businesses and industries located in Urbana.

Objective 6.710 Adopt policies and make decisions that support existing businesses and industries.

Policy 6.711 Continue to identify the concerns of local businesspeople and industrialists.

Policy 6.712 Make available financial incentives to encourage local commercial and industrial expansion.

Goal 12.100 To guide new developments so as to promote the most efficient use of energy.

Objective 12.110 Regulate the use of land in ways that will promote compact urban design which minimizes the demand for energy and maximizes its efficient use.

Policy 12.111 Encourage land use arrangements and densities that facilitate provision of energy efficient public transportation.



Policy 12.112 Encourage downtown redevelopment as a multi-purpose center to include a variety of compatible land uses as a means to reduce the need for vehicular travel.

Issues to Consider

- How can the history of Urbana be better recognized in the future development and preservation of the community?
- Urbana is fortunate to contain many architecturally and historically significant structures. The Urbana Historic Preservation Ordinance is a valuable tool for the preservation of these resources. To what extent should the historic preservation ordinance be used to designate historic landmarks and districts?
- What should be the City's role in the preservation of historic buildings owned by other units of government and the University of Illinois?
- What types of programs should the City consider to help implement historic preservation efforts in the community?



Chapter 4 Population, Housing & Employment

Population

The 2000 Census reports Urbana as having a population of **37,362 persons**. This represents a gain of 1,018 persons since 1990, and a 2.8% growth in population over the past decade. This is a modest gain in comparison with some other municipalities in the area such as Savoy, which gained 1,802 persons for a 67% increase in population, and the City of Champaign, which gained 4,457 persons for a 7% increase. Urbana's percentage of population gain is similar to Champaign County as a whole, which gained 6,644 people over the past decade for a 3.84% increase. Urbana was reported to have 15,311 housing units, which is a gain of 1,329 (9.5%) over the 1990 total of 13,982.

As a result of a system-wide coding error that reported 1,471 persons as living in a cornfield near the village of Foosland, the City of Urbana challenged the original Census Data for Redistricting released in March 2000, and successfully gained 967 persons as a result of this challenge. It is important to note that due to the potential for legal challenges related to population counts for Congressional Redistricting, the Bureau will not be releasing data by geography below the municipal and township level, nor will it be releasing any data pertaining to the race, age, sex and other characteristics of the revised population in each jurisdiction. The tables and analysis below are primarily based on the originally released 2000 population of 36,395 and the

**Table 4.1 Population Change of Selected Places in Champaign County
1990-2000**

Jurisdiction	1990	2000	Population Change	Percent Change
Champaign County	173,025	179,669	6,644	3.84%
Champaign City	63,502	67,959	4,457	7.02%
Philo	1,028	1,314	286	27.82%
Rantoul	17,212	12,918	-4,294	-24.95%
St. Joseph	2,052	2,912	860	41.91%
Savoy	2,674	4,476	1,802	67.39%
Thomasboro	1,250	1,233	-17	-1.36%
Mahomet	3,103	4,877	1,774	57.17%
Urbana City	36,344	37,362	1,018	2.80%

Source: 2000 Census



Population Growth and Projections

The population of Urbana grew steadily from its founding until 1940, but saw a significant jump of 8,770 persons in 1940-1950, which was a 62.4% increase. A smaller jump was seen in 1960-1970, when the population rose from 27,294 to 33,976 for a 24.5% increase. The population has grown steadily from 1970 to present, and is expected to steadily increase over the next three decades, according to projections generated by the C-U 2030 Plan. A population count of 45,646 is expected in 2030, which would be a 25.6% increase since 1990 (see Table 4-2). These projections are subject to review as more data becomes available.

Table 4-2; Population Change by Decade 1860-2000

Sources: The News-Gazette, A New Century based on U.S. Census data, February 21, 2000

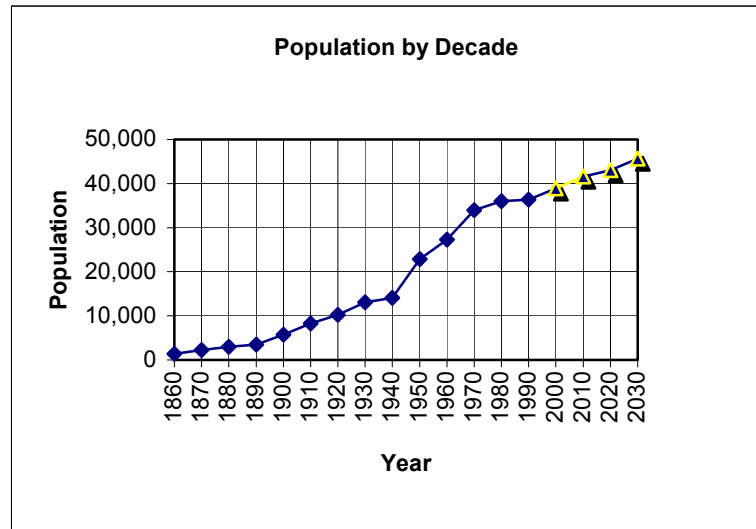
Decade	Population	Change	Percentage Change over Previous Decade
1860	1,370		
1870	2,277	907	66.2%
1880	2,942	665	29.2%
1890	3,511	569	19.3%
1900	5,708	2,197	62.6%
1910	8,245	2,537	44.4%
1920	10,244	1,999	24.2%
1930	13,060	2,816	27.5%
1940	14,064	1,004	7.7%
1950	22,834	8,770	62.4%
1960	27,294	4,460	19.5%
1970	33,976	6,682	24.5%
1980	35,978	2,002	5.9%
1990	36,344	366	1.0%
2000	37,362	1,018	2.8%

Table 4-3; Population Projections 2000-2030

Year	1990	1995	2000	2005	2010	2015	2020	2025	2030	Total 1990-2030
Population	36,344	38,028	38,862	39,654	41,558	42,505	43,010	44,516	45,646	
% increase		4.6%	2.2%	2.0%	4.8%	2.3%	1.2%	3.5%	2.5%	25.6%

Source: CUUATS, C-U in 2030 Report, December 1999

Figure 4-1; Population of Urbana by Decade and Projected Population 2000-2030



Sources: The News-Gazette, A New Century based on U.S. Census data, February 21, 2000
CUUATS, C-U in 2030 Report, December 1999

Age Demographics

Grouping the population shift by age cohort shows a significant increase in the population of people in their early twenties over the last decade, while a modest decline was shown in young children and those in their late twenties and thirties. For instance, the population cohorts of residents of age 9 years and under showed a net decline of 728 residents from 1990-2000, and cohorts of 25-39 years declined by 1,981. Conversely, the population of residents of age 20-24 increased significantly by 1,026 persons over the last decade. Please see Figure 4-2 and Tables 4-4 and 4-5 on the following pages for an illustration of the age demographic trends.

As discussed previously, these cohorts are based on the previously reported 2000 population of 36,344; the corrected population of 37,362 amounts to a change of 1,018 persons rather than 51. While the exact allocation of this population is unknown, we can assume that much of the population “gained” by the protest are persons of university student age, since the population increase is attributed to those living in group quarters such as dormitories.



Figure 4-2; Population of Urbana by Age Cohort 1990-2000

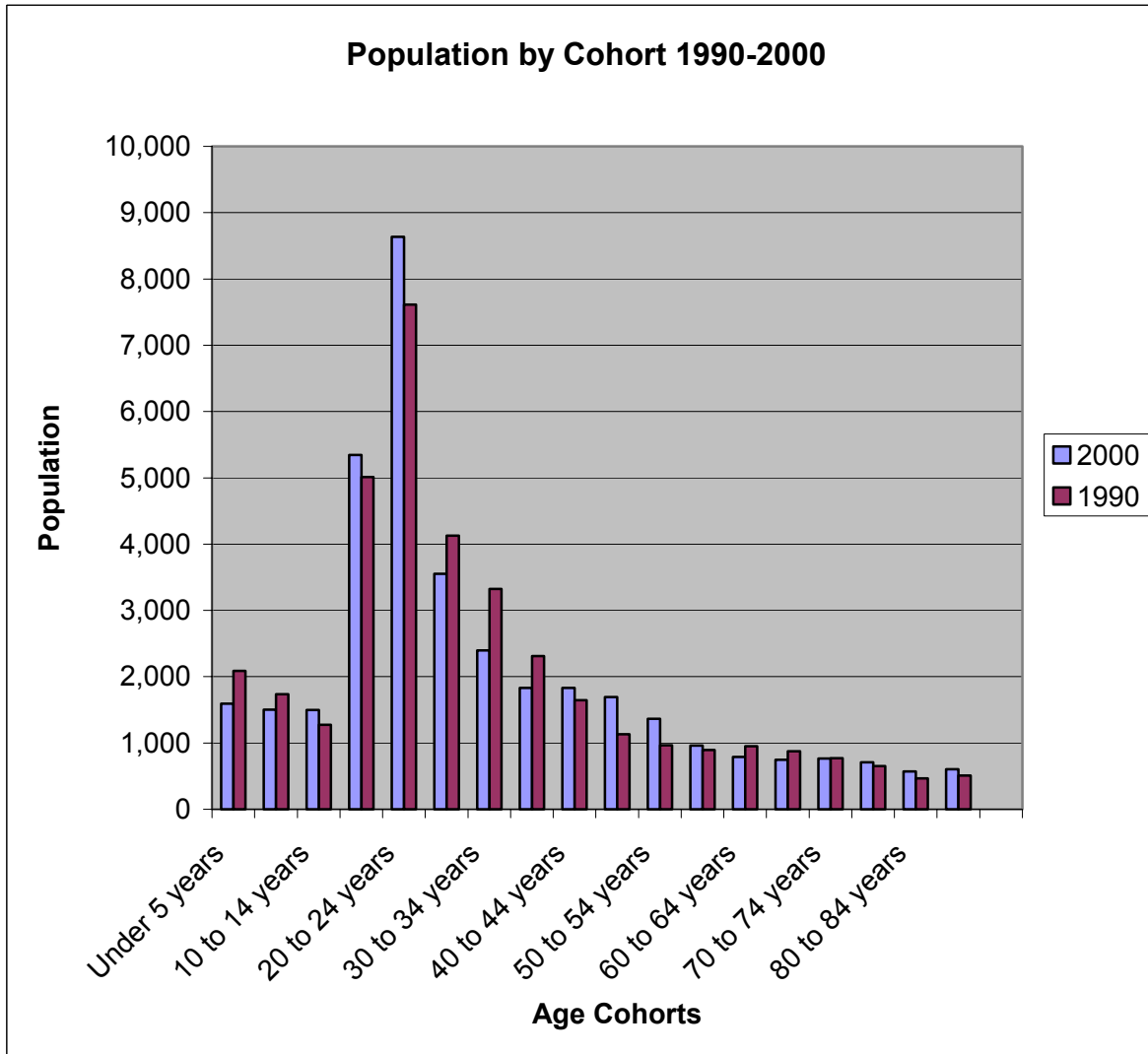




Table 4-4; 2000 Population by Cohort and Gender

Age	Number			Percent			Males per 100 females
	Both sexes	Male	Female	Both sexes	Male	Female	
Total population	36,395	19,171	17,224	100	100	100	111.3
Under 5 years	1,592	800	792	4.4	4.2	4.6	101
5 to 9 years	1,504	792	712	4.1	4.1	4.1	111.2
10 to 14 years	1,500	816	684	4.1	4.3	4	119.3
15 to 19 years	5,346	3,354	1,992	14.7	17.5	11.6	168.4
20 to 24 years	8,637	4,907	3,730	23.7	25.6	21.7	131.6
25 to 29 years	3,553	1,857	1,696	9.8	9.7	9.8	109.5
30 to 34 years	2,397	1,288	1,109	6.6	6.7	6.4	116.1
35 to 39 years	1,833	909	924	5	4.7	5.4	98.4
40 to 44 years	1,833	890	943	5	4.6	5.5	94.4
45 to 49 years	1,692	845	847	4.6	4.4	4.9	99.8
50 to 54 years	1,363	667	696	3.7	3.5	4	95.8
55 to 59 years	959	415	544	2.6	2.2	3.2	76.3
60 to 64 years	791	363	428	2.2	1.9	2.5	84.8
65 to 69 years	746	348	398	2	1.8	2.3	87.4
70 to 74 years	765	329	436	2.1	1.7	2.5	75.5
75 to 79 years	709	242	467	1.9	1.3	2.7	51.8
80 to 84 years	570	194	376	1.6	1	2.2	51.6
85 to 89 years	383	106	277	1.1	0.6	1.6	38.3
90 years and over	222	49	173	0.6	0.3	1	28.3



Table 4-5; 1990 Population by Cohort and Gender

Age	Number			Percent			Males per 100 females
	Both sexes	Male	Female	Both sexes	Male	Female	
Total population	36,344	17,768	18,576	100	100	100	95.7
Under 5 years	2,089	1,051	1,038	5.7	5.9	5.6	101.3
5 to 9 years	1,735	897	838	4.8	5	4.5	107.0
10 to 14 years	1,272	658	614	3.5	3.7	3.3	107.2
15 to 19 years	5,014	2,261	2,753	13.8	12.7	14.8	82.1
20 to 24 years	7,611	3,912	3,699	20.9	22	19.9	105.8
25 to 29 years	4,129	2,247	1,882	11.4	12.6	10.1	119.4
30 to 34 years	3,322	1,718	1,604	9.1	9.7	8.6	107.1
35 to 39 years	2,313	1,208	1,105	6.4	6.8	5.9	109.3
40 to 44 years	1,646	851	795	4.5	4.8	4.3	107.0
45 to 49 years	1,130	525	605	3.1	3	3.3	86.8
50 to 54 years	967	460	507	2.7	2.6	2.7	90.7
55 to 59 years	893	434	459	2.5	2.4	2.5	94.6
60 to 64 years	951	432	519	2.6	2.4	2.8	83.2
65 to 69 years	876	357	519	2.4	2	2.8	68.8
70 to 74 years	772	301	471	2.1	1.7	2.5	63.9
75 to 79 years	651	224	427	1.8	1.3	2.3	52.5
80 to 84 years	466	140	326	1.3	0.8	1.8	42.9
85 years and over	507	92	415	1.4	0.5	2.2	22.2



Race

Beginning in Census 2000, race and ethnicity are tabulated using different standards. In previous decades, respondents were only allowed to classify themselves under one racial category on the reporting form. A change in the 2000 standard allowed people the option of identifying more than one racial category. In addition, several racial categories were added or modified. Please see Appendix C for the Census Bureau's explanation of the changes. While the new Census report more accurately reflects the nation's changing demographics, the difference in standards presents a challenge in making certain comparisons between the 2000 data and data from previous decades.

Trends 1980-1990

The City of Urbana is reflective of Champaign County as a whole in that it is becoming more racially diverse. The population of African-Americans and American Indians/Alaskan Natives both increased from 1980-1990, while the Caucasian population decreased by 7.3%. The population of Asian/Pacific Islanders rose from 1,716 to 4,412 during the 1980's for a 61.1% increase in that decade.

Trends 1990-2000

In comparing the data regarding race for 1990 and 2000, we can see that Urbana is continuing the trend of becoming more racially diverse. The population identifying themselves as White was reduced from 27,527 to 24,389 over the last decade, an 11.3% drop. At the same time, an increase in all minority categories was seen. Those identifying themselves as Black or African American rose from 4,159 to 5,218, a 24.6% increase. The Asian/Pacific Islander population rose by 22.0% from 4,259 to 5,195 over the last decade, although these are now divided between two categories in the 2000 census. The population of Hispanic/Latino residents grew from 999 in 1990 to 1,288 in 2000. This represents a gain of 28.9% over the past decade. Table 4-6 on the following page shows the population of Urbana by race and age, and shows the racial classifications with which the Hispanic/Latino population identifies.

A total of 890 Urbana residents, 2.4% of the population, are included in the Two or More Races category, a classification which was not measured in previous Censuses. Table 4-7 considers this factor in showing the population of Urbana in terms of race either alone or in combination with one or more other races. Measuring in this manner, the six numbers add to more than the total population as originally reported.

It is anticipated that the trend towards increased diversity will continue. Urbana will be seeing further changes in its racial composition during the lifespan of the next Comprehensive Plan.



Table 4-6; 2000 Population by Race, Hispanic or Latino, and Age

Subject	All ages		18 years and over	
	Number	Percent	Number	Percent
RACE				
Total population	36,395	100.0	30,976	100.0
One race	35,505	97.6	30,359	98.0
White	24,389	67.0	21,390	69.1
Black or African American	5,218	14.3	3,704	12.0
American Indian and Alaska Native	64	0.2	51	0.2
Asian	5,181	14.2	4,685	15.1
Native Hawaiian and Other Pacific Islander	14	0.0	14	0.0
Some other race	639	1.8	515	1.7
Two or more races	890	2.4	617	2.0
HISPANIC OR LATINO AND RACE				
Total population	36,395	100.0	30,976	100.0
Hispanic or Latino (of any race)	1,288	3.5	1,062	3.4
Not Hispanic or Latino	35,107	96.5	29,914	96.6
One race	34,329	94.3	29,373	94.8
White	23,811	65.4	20,910	67.5
Black or African American	5,181	14.2	3,676	11.9
American Indian and Alaska Native	49	0.1	42	0.1
Asian	5,169	14.2	4,674	15.1
Native Hawaiian and Other Pacific Islander	10	0.0	10	0.0
Some other race	109	0.3	61	0.2
Two or more races	778	2.1	541	1.7

Source: U.S. Census Bureau, Census 2000 Redistricting Data (Public Law 94-171) Summary File,

Table 4-7; 2000 Population by Race alone or in Combination with other Races

Race	Total	Percent
White	25,109	69.0%
Black or African American	5,535	15.2%
American Indian and Alaska Native	225	0.6%
Asian	5,541	15.2%
Native Hawaiian and Other Pacific Islander	67	0.2%
Some other race	883	2.4%
Total	37,360	N/A

Source: U.S. Census Bureau, Census 2000 Summary File 1



Figure 4-3a; Population of Urbana by Race in 2000

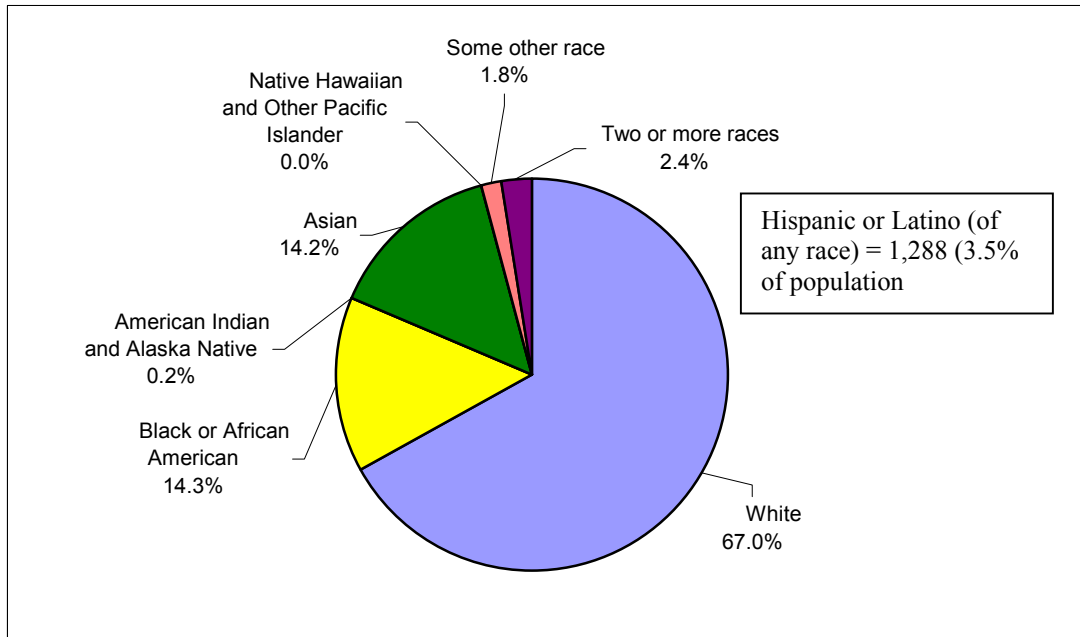
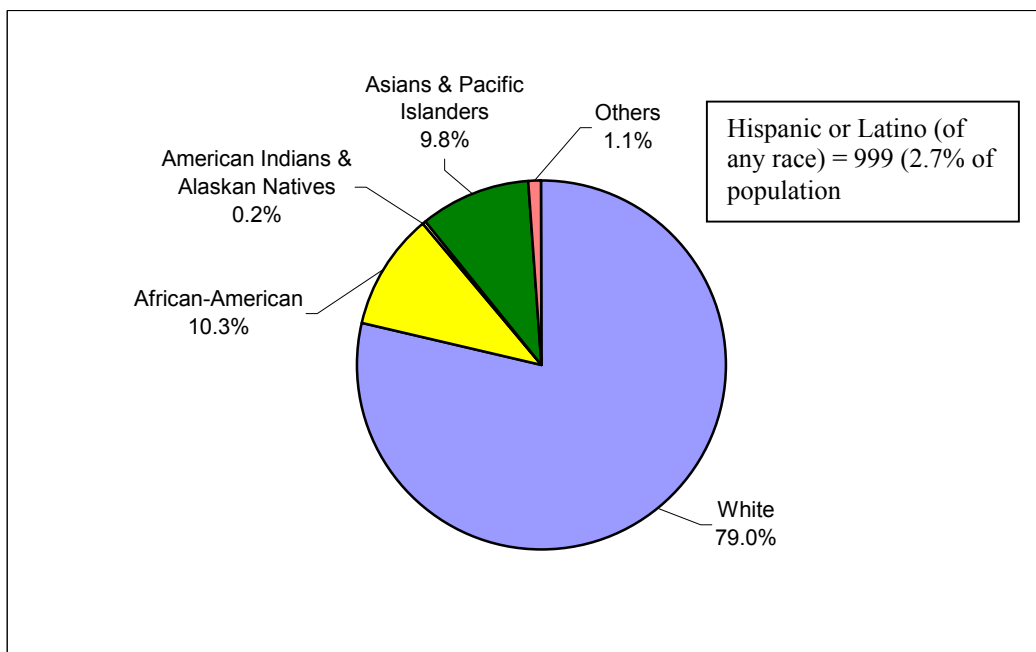


Figure 4-3b; Population of Urbana by Race in 1990





Housing

Table 4-8; Housing Data for Urbana

RELATIONSHIP		
Total population	36,395	100.0
In households	30,660	84.2
Householder	14,327	39.4
Spouse	4,618	12.7
Child	5,864	16.1
Own child under 18 years	4,972	13.7
Other relatives	890	2.4
Under 18 years	311	0.9
Nonrelatives	4,961	13.6
Unmarried partner	636	1.7
In group quarters	5,735	15.8
Institutionalized population	618	1.7
Noninstitutionalized population	5,117	14.1
HOUSEHOLDS BY TYPE		
Total households	14,327	100.0
Family households (families)	6,224	43.4
With own children under 18 years	2,879	20.1
Married-couple family	4,618	32.2
With own children under 18 years	1,885	13.2
Female householder, no husband present	1,249	8.7
With own children under 18 years	847	5.9
Nonfamily households	8,103	56.6
Householder living alone	5,244	36.6
Householder 65 years and over	1,154	8.1
Households with individuals under 18 years	3,093	21.6
Households with individuals 65 years and over	2,311	16.1
Average household size	2.14	(X)
Average family size	2.83	(X)



Table 4-9; Housing Unit Projections (number of housing units)

Area	1980	1990	1995	2000	2005	2010	2015	2020	2025	2030
Urbana City	12,751	14,006	14,751	15,125	15,480	16,334	16,755	16,985	17,656	18,161
Change		1,255	745	374	355	854	421	230	671	505
Percentage Change		9.0%	5.1%	2.5%	2.3%	5.2%	2.5%	1.4%	3.8%	2.8%

Source: CUUATS, *C-U in 2030*, December 1999

In preparation for complete Census 2000 data, some baseline information related to population and housing is being compiled. Of the 14,006 housing units in Urbana, 13,247 are considered households in Urbana. Housing Units are projected to increase 22.9% from 1990 to 2030, from 14,006 to 18,161. The projected growth will increase Urbana's tax base, but the impact on city services and other factors must also be considered. Some of the major housing developments created in recent years include Prairie Green Apartments, Rainbow Apartments, Melrose Apartments, University Commons, and Stone Creek, which continues to develop. Significant housing developments currently underway include Fairway Estates, Landis Farms, Savannah Green, Lincolnwood IV, and South Ridge V, as well as several new apartment complexes.

Housing Tenure

A topic of discussion in many parts of Urbana is the perceived loss of owner-occupied housing to rental properties. Census data now available shows the change in "housing tenure" over the past ten years, both City-wide and by Census tract. The 2000 Census reported that of the 14,327 occupied housing units in Urbana, 5,295 were owner-occupied (37%) and 7,988 were renter-occupied (63%). By comparison, in 1990 there were 5,190 owner-occupied units (39%) and 9,032 renter-occupied units (61%). These numbers reveal a shift towards a larger share of renter-occupied housing units. Urbana had 1,149 more occupied housing units in 2000. While the tenure of these units is not shown here, we can look at the net change in either category and see a gain of 1,044 renter-occupied units and 105 owner-occupied housing units.

In analyzing housing tenure by census tract, we can see that tracts 52, 58, 59, and 60, generally the area south of University Avenue and west of Race Street, possess an especially high percentage of renter occupied housing units. This is clearly the area where many student residents of Urbana live.



Figure 4-4; Census Tracts for Urbana

Not Available in Electronic Format



Table 4-10; Housing Tenure by Census Tract in 2000

Census Tract	Occupied Housing Units	Owner Occupied		Renter Occupied	
51	44	2	4.5%	42	95.5%
52	1,308	68	5.2%	1,240	94.8%
53	1,249	466	37.3%	783	62.7%
54	3,252	1,880	57.8%	1,372	42.2%
55	2,311	1,419	61.4%	892	38.6%
56	2,580	1,254	48.6%	1,326	51.4%
57	3,331	1,863	55.9%	1,468	44.1%
58	1,751	832	47.5%	919	52.5%
59	1,280	60	4.7%	1,220	95.3%
60	679	20	2.9%	659	97.1%
51-60	17,785	7,864	44.2%	9,921	55.8%
City of Urbana	14,327	5,295	37.0%	9,032	63.0%

Table 4-11; Housing Tenure by Census Tract in 1990

Census Tract	Occupied Housing Units	Owner Occupied		Renter Occupied	
51	95	25	26.3%	70	73.7%
52	1,148	68	5.9%	1,080	94.1%
53	1,067	645	60.4%	422	39.6%
54	3,313	1,861	56.2%	1,452	43.8%
55	2,238	1,417	63.3%	821	36.7%
56	2,279	1,190	52.2%	1,089	47.8%
57	2,923	1,711	58.5%	1,212	41.5%
58	1,701	866	50.9%	835	49.1%
59	1,050	69	6.6%	981	93.4%
60	819	18	2.2%	801	97.8%
51-60	16,633	7,870	47.3%	8,763	52.7%
City of Urbana	13,178	5,190	39.4%	7,988	60.6%

Much of the housing related Census information is scheduled to be released later this year. The new data will go into greater detail about socioeconomic demographics of Urbana residents, and will be important to analyze to determine current trends for planning and social service funding purposes. The remainder of this chapter relates to data reported in the 1990 Census. Please also refer to Chapter 10 for more information regarding Urbana's Human Services programs.



The Median Gross rent was \$413, up from \$250 in 1980. The Median Gross Rent as a percentage of Household income in 1989 was 30.3%, compared with 29.2% in 1979. The median value of a home rose from 54,700 in 1980 to 69,600 in 1990. The Median Household Income in 1989 was \$21,705. Following are tables from the 1990 Census that relate to characteristics of Urbana Households.

Table 4-12; Median Household Income by Census Tract in 1990

Census Tract	Median household income
Tract 51	\$10,417
Tract 52	\$14,097
Tract 53	\$18,797
Tract 54	\$25,491
Tract 55	\$24,341
Tract 56	\$24,441
Tract 57	\$37,371
Tract 58	\$30,820
Tract 59	\$12,243
Tract 60	\$13,561
City of Urbana	\$21,705

Table 4-13; Housing Type and Presence and Age of Children in 1990

<i>Universe: Households</i>		
Family households:		
Married-couple family:	6,825	
With own children under 18 years	2,302	33.7%
No own children under 18 years	3,026	44.3%
Other family:		
Male householder, no wife present:		
With own children under 18 years	203	3.0%
No own children under 18 years	153	2.2%
Female householder, no husband present:		
With own children under 18 years	755	11.1%
No own children under 18 years	386	5.7%
Nonfamily households	6,422	



Table 4-14; Persons in Households (1990)

<i>Universe: Households</i>	13,247	%
1 person	4,586	34.6%
2 persons	4,496	33.9%
3 persons	1,989	15.0%
4 persons	1,418	10.7%
5 persons	496	3.7%
6 persons	197	1.5%
7 or more persons	65	0.5%

Table 4-15; Household Type by Age of Householder in 1990

<i>Universe: Households</i>		%
Family households:	6825	
15 to 24 years	476	7.0%
25 to 34 years	2,119	31.0%
35 to 44 years	1,614	23.6%
45 to 54 years	870	12.7%
55 to 64 years	818	12.0%
65 to 74 years	657	9.6%
75 years and older	271	4.0%
Non-family households:	6,422	
15 to 24 years	1,749	27.2%
25 to 34 years	1,958	30.5%
35 to 44 years	848	13.2%
45 to 54 years	342	5.3%
55 to 64 years	328	5.1%
65 to 74 years	439	6.8%
75 years and older	758	11.8%

Table 4-16; Selected Housing Characteristics 1980-1990

<i>Universe: Households</i>	1980	1990
Median gross rent	\$250	\$413
Median gross rent as % of household income	29.2	30.3
Median value of a home	\$54,700	\$69,600



Employment

Table 4-17; Annual Employment

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Labor Force	19,134	19,498	19,882	20,134	20,622	18,641	18,781	18,622	18,536	18,641
Employed	18,425	18,641	18,865	19,113	19,846	17,996	18,084	18,004	17,938	18,043
Unemployed	709	857	1,017	1,021	776	645	697	618	598	598
Unemployment Rate	3.7%	4.4%	5.1%	5.1%	3.8%	3.5%	3.7%	3.3%	3.2%	3.2%

The 1999 unemployment rate for the City of Urbana was 3.2%. This is somewhat higher than the reported 2000 rate for Champaign-Urbana (2.5%) but is considerably lower than that for the State of Illinois (4.8%) and the nation as a whole (4.2%). Many of the factors surrounding employment are detailed in the Economic Development portion of this document.

Related Goals, Policies, and Objectives

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Comprehensive Plan

Goal 1.100 To promote steady but moderate growth in population, employment, and productivity free from extreme fluctuations that would upset the balance between the needs of the residents and the ability to provide for the necessary services and facilities.

Objective 1.110 Continue to provide high standards of living environment both in the older and developing portions of the City to attract population forecasted in the Plan.

Goal 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

Objective 1.210 Enter into intergovernmental agreements with other units of general and single purpose government to ensure that their decisions which have implications for growth and development affecting the City of Urbana are consistent with the goals, objectives, and policies of this Plan.

Goal 1.400 To improve and maintain the developed portions of the City including the existing housing stock, the older residential neighborhoods, and the commercial areas with special emphasis on the downtown area.



Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other City developments.

Policy 5.111 Offer continued support for the maintenance of residential lifestyles and values and the preservation of property values by discouraging the encroachment or influence of unacceptable non-residential uses into residential neighborhoods.

Policy 5.112 Provide incentives for housing rehabilitation and for quality in new residential developments.

Policy 5.113 Provide incentives to promote architectural design, aesthetics, and landscaping in residential areas.

Policy 5.114 Provide incentives to promote the preservation of historically significant sites.

Policy 5.115 Provide protective public services and a full range of educational, social, and utility services for all residential neighborhoods.

Policy 5.116 Provide for the underground location of electrical, telephone, and related utility lines.

Objective 5.120 Promote residential development patterns which preserve and improve environmental quality and protect natural resources.

Policy 5.121 Encourage new residential development only in areas where urban services and facilities are available at adequate capacity or have been planned and will be available when the proposed development is in place.

Policy 5.122 Discourage the extension of water, sewer, transportation, and related facilities into prime agricultural land not contiguous to the urbanized area.

Policy 5.123 Protect prime agricultural land from random encroachment by residential development.

Objective 5.130 Promote land use patterns which conserve energy.



Policy 5.131 Encourage new residential development to occur contiguous with existing development and within municipal boundaries or in areas which can be annexed.

Policy 5.132 Continue the use of codes and ordinances for housing construction and rehabilitation based on performance standards.

Policy 5.133 Promote planned unit developments and cluster housing at densities that can support public transportation.

Policy 5.134 Revise codes and ordinances as necessary to promote land use patterns that conserve energy.

Objective 5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development, and redevelopment.

Policy 5.141 Review codes and ordinances on a regular basis and make revisions as necessary.

Policy 5.142 Ensure that the housing market operates without discrimination as required by law.

Policy 5.143 Through the Division of Community Development, provide housing information and counseling services to assist persons of moderate income with their housing needs.

Policy 5.144 Make available low interest loans and grants from sources such as Community Development funds for housing rehabilitation.

Policy 5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.

Goal 11.100 To minimize underutilization of existing school facilities.

Objective 11.110 Minimize the need to convert school building to other uses.

Policy 11.112 Promote achievement of future population as forecasted.

1993 Extra Territorial Jurisdiction Area Plan

Goal 15.600 To provide for a variety of housing types in competition with recent residential development in Champaign, Savoy, and other surrounding communities.



Objective 15.610 Provide greater flexibility to developers in the design of housing densities and housing types within developments by amending the Subdivision and Land Development Code to allow zero lot line and attached housing. Encourage the use of landscaped open space and common areas to minimize the impacts normally associated with increased densities.

Issues to Consider

- Is Urbana equipped to meet the changing needs of a diversifying population?
- How will new housing developments affect other City services and the quality of life for the remainder of Urbana residences?
- Which data are most important to evaluate from future releases of the 2000 Census Report?
- What can be done to encourage new job creation in Urbana?



Chapter 5 Land Use, Zoning, & Annexation

Land Use

The City of Urbana has a population of approximately 36,000 residents and a land cover of roughly 10.3 square miles. Urbana residents enjoy an exceptional quality of life through the City's diverse neighborhoods and commercial areas as well as its tie to the University of Illinois campus on the west side. Urbana also boasts a well-recognized system of parks and open space as well as tree-lined streets and a connected pattern of development that keeps the community at a pedestrian scale with a "small-town" feel. The highly regarded school system and community services also make Urbana the ideal place to live and work.

A key to the success of any community is a complementary mix of land uses distributed throughout the city. Residents rely on this mix of uses to satisfy their daily needs. Urbana can generally be characterized as predominantly residential with many neighborhoods of single-family and multi-family housing developments. Employment opportunities are provided in the downtown area, on campus, and in commercial centers along University Avenue, Cunningham Avenue, and Philo Road.

Like many similar cities, Urbana has experienced growth at its perimeter as new land uses are annexed into the City. As new land uses are annexed, Urbana must be prepared with a plan to guide development to be sure adequate municipal services such as utilities and roadway infrastructure are available and extended. It is also critical that new development is consistent with the well-established character of the community as a whole. Unlike many communities, Urbana has not experienced extensive sprawl but rather development immediately adjacent to or within the city limits.

Neighborhoods

Urbana consists of many different neighborhoods each of which has a different function and character. Although specific neighborhood boundaries have not traditionally been established, the variation of land uses from one area of the City to another offer a logical distinction for recognizing these different neighborhoods. Figure 5-1 illustrates the different neighborhood boundaries described below.



The ***Downtown Urbana Neighborhood*** can be characterized as the heart of the city. It is where Urbana was founded and consists of the Central Business District with many of the original turn-of-the-century commercial and office buildings still intact complementing new structures built to accommodate the needs of today's businesses. The downtown core of Urbana does not contain a great number of housing developments but residential development is found extending from downtown and contains many of Urbana's oldest and most historic stock of homes. The West Main Street district is characterized by an exceptional mix of historic homes, which date back to the early days of Urbana's founding.



The ***King Park Neighborhood*** is located in northwest Urbana just north of University Avenue and west of Lincoln Avenue. It is primarily residential with a housing stock of moderate size built primarily in the 1940's. The focal points of the neighborhood are King Elementary School and King Park. It is also a prime target area for the administration of Community Development Block Grant funds to help rehabilitate housing and public improvements.

The ***Crystal Lake Neighborhood*** is also located in northwest Urbana just north of University Avenue and east of Lincoln Avenue. This area is also referred to by many people as the "Carle Neighborhood" because of the hospital's close proximity. There have also been many concerns over Carle's acquisition of property in this neighborhood and gradual loss of residential uses. For this reason, a master plan was completed by Carle which offered a plan for future expansion. The focal points of the neighborhood are Carle Hospital, Crystal Lake Park, and the County Fairgrounds. It is also a prime target area for the administration of Community Development Block Grant funds to help rehabilitate housing and public improvements.





The **North Broadway Neighborhood** is bounded generally by University Avenue on the south, Broadway to the west, Cunningham Avenue to the east, and Country Club Road to the north. The neighborhood contains a diverse mixture of single-family, owner-occupied homes, rental property, and commercial uses along Cunningham Avenue. Most of the housing stock was built in the 1950's and 1960's and remains affordable for many residents. The main focal points of the neighborhood are Crystal Lake Park, Washington Early Education Center, and the Cunningham Children's Home.

The **Country Club Neighborhood** is characterized by the residential development adjacent to the Urbana Country Club north of Country Club Road and west of Cunningham Avenue. This area is partially inside and partially outside the city limits but contains a quality stock of homes built primarily 25 to 30 years ago.

Many of the homes back-up onto the golf course which makes it a desirable place to live. Since some of the homes are in the City and some are out, the coordination of services and the resident's understanding of who serves them is always an issue. The key focal point to this neighborhood is the Urbana Country Club and the close proximity to interstate access.



The **Carroll Neighborhood** is located south of Perkins Road and north of Kerr Avenue along Carroll Avenue and Eastern Avenue. This area is entirely outside of the city limits and contains a variety of uses and housing styles. Commonly referred to as Carroll Addition, the neighborhood has its own fire protection district as well as provisions for services. One of the challenges for the neighborhood is the mix of housing stock and the presence of incompatible uses. Mack's Auto

Salvage is an automobile wrecking and salvage company located directly next to residential uses. Focal points of the area include a community center, the Carroll Addition Fire Department, and close proximity to Chief Shemauger Park.



The ***Northeast Urbana Neighborhood*** is characterized in this report as the area north of Interstate 74 and east of Cunningham Avenue. It contains a mix of developments most of which are outside the city limits. Over time, the land in this area has been gradually carved into small-scale residential developments, although there are a number of large-scale subdivisions and opportunity for additional development. Landis Farms is a newly developing subdivision located within the city limits. Somerset is a newer subdivision outside the city limits. This area contains perhaps the most significant wooded areas in the county. Because of these natural features, the area was originally called Big Grove by early settlers. This area also contains more secluded residential developments such as Raintree Woods and Holcomb Woods.



The ***Victory Park Neighborhood*** is located east of downtown and is bounded by Vine Street to the west, Glover Street to the east, the Norfolk Southern Railroad to the north and Washington Street to the south. The area contains an older (1900-1920), modest size housing stock with a mix of commercial uses primarily along East Main Street and Vine Street. The neighborhood also contains a number of multi-family apartments and rental properties. Its proximity to downtown Urbana makes it a popular place to reside. Commercial uses along Main Street contain a mix of small-scale neighborhood serving retail and larger scale auto-oriented uses. Victory Park and the City Building are the key focal points to the neighborhood.





The **West Urbana Neighborhood** is characterized as the area east of Lincoln Avenue, west of Vine Street, south of Main Street, and north of Florida Avenue. The area is predominantly residential with an older housing stock and a diverse mix of single-family homes, duplexes, rooming houses and apartment buildings. Many of the single-family residential homes date to the 1920's and some streets contain large lots and deep setbacks. Some of the primary features of the neighborhood are Carle Park as well as Leal School and Urbana High School. Because of its proximity to the University, the neighborhood also contains a strong rental market for students. West Urbana was the primary focus of the 1990 Downtown to Campus Plan, which resulted in a number of rezonings to help achieve improved compatibility among land uses.



The **Country Squire Neighborhood** is located in East Urbana and is bounded by Main Street to the north, Florida Avenue to the south, Philo Road to the west and Smith Road to the east. The area is predominantly residential but also contains a large number of commercial, industrial, and institutional uses. The housing stock is primarily post-war with modest size homes. The area has remained affordable since its construction. Auto-oriented, neighborhood serving commercial uses are concentrated along Washington Street at Philo

Road. Solo Cup Factory and other smaller scale uses along Glover Street make up the industrial component of the neighborhood. The Brookens County Administration Building, the Youth Detention Facility, and Prairie School round out the area's institutional uses.



The ***East Urbana Neighborhood*** is located east of the Country Squire Neighborhood and encompasses the developments of Scottswood, Edgewood, and Beringer Commons. Both Scottswood and Edgewood are located outside the city limits while most of Beringer Commons is inside. Edgewood and Scottswood have modest, affordable ranch style homes built approximately 30 years ago while Beringer Commons is a new subdivision with upscale dwellings. The area is also anchored to the east by the East Urbana Industrial Park which contains the new Post Office.



The ***Fairlawn Park Neighborhood*** is situated in the center of Urbana and serves as a transition from the Country Squire neighborhood to the east and the State Street Neighborhood to the west. The area is bounded by Washington Street to the north, Florida Avenue to the south, Philo Road to the east and Vine Street to the west. The area contains mostly residential uses with a mix of single-family owner occupied housing and some high-density apartment buildings. Most of the housing stock consists of ranch style houses dating to the 1950's and 1960's. The area is well served by transit and is in close proximity to the Sunnycrest shopping area. The primary features of the neighborhood are Blair Park and Wiley Elementary School.



The ***Yankee Ridge Neighborhood*** is located south of Florida Avenue to Windsor Road, east of Race Street and west of Philo Road. It contains a healthy mix of single and multi-family residential along with commercial and recreational uses. The single-family housing stock can be characterized as large ranch houses on large lots. Development of the area dates to the 1960's and 1970's. The area also contains high-density multi-family housing, which tends to serve an older population. The neighborhood is also anchored to the east by Sunnycrest Mall, which is the primary commercial area for the entire southeastern section of Urbana. Sunnycrest contains a mixture of commercial and office uses ranging from big box retail to small scale office and neighborhood commercial. The neighborhood also contains a significant percentage of the City's open space in Meadowbrook Park.





The ***Southeast Urbana Neighborhood*** is the newest developing area of the city. It is located south of Florida Avenue extended, north and south of Windsor Road, east of Philo Road and west of High Cross Road. The area contains a mix of primarily single-family residential and commercial land uses. The area also contains a large quantity of vacant property zoned for commercial and multi-family. The single-family housing stock consists of upscale new



construction in Eagle Ridge and Stone Creek Subdivisions. Myra Ridge and Southridge Subdivisions are a little older (1980's) and located south of Philo Road. The neighborhood is also anchored by Sunnycrest Shopping Center to the west. The main features of the area are the golf course at Stone Creek and Thomas Paine School.

Business Neighborhoods

All commercial businesses located within Urbana are categorized into districts known as Business Neighborhoods, according to their location. This enables staff to organize the information concerning each Urbana business in a focused and clear manner. Currently, Urbana is divided into 6 different neighborhoods: Downtown, North Cunningham, North Lincoln, U of I / Medical, East Urbana, and Southeast Urbana (see Figure 5-2).

The ***North Cunningham Business Neighborhood*** is focused on one of the main entryways into Urbana from Interstate 74 – Cunningham Avenue. It includes industrial uses, highway businesses uses, and businesses catering to the local traffic. Businesses in this neighborhood include two hotels, a number of restaurants, and other small businesses in the service and retail sector.



There is a large amount of automotive business uses ranging from used car dealerships to repair shops. The other small businesses located along this corridor seem to get lost in the cluttered sea of signs and the vast openness that the street creates. The North Cunningham Corridor business neighborhood is threatened by new developments in other commercial corridors in the community. Therefore, there is an immediate need for positioning itself strategically to better compete with other commercial and industrial areas in the greater Champaign-Urbana community. This neighborhood group was the first to meet of the six Urbana business neighborhoods and has been a model for the rest of the neighborhoods in the City. North Cunningham Corridor has been meeting regularly since its initial meeting just over a year ago.



The ***Downtown Business Neighborhood*** consists of a nine-block area in the central business district. It includes the Champaign County Courthouse, a Federal District Courthouse, the Urbana Post Office, City of Urbana offices, many professional offices, Busey Bank headquarters, as well as many unique small businesses that like to position themselves in downtown settings. One such use is a growing number of high-tech businesses. Another cornerstone of downtown Urbana is Lincoln Square Mall, one of the country's first enclosed shopping malls. Built in the 1960's, it has stood the test of time with the emergence of strip malls, outlet malls, and Market Place Mall in Champaign.

The ***North Lincoln Avenue Business Neighborhood*** is also focused on a primary entryway into the community from Interstate 74 in Lincoln Avenue. It has the added advantage of being named the "Gateway" to the University of Illinois. This designation has facilitated a few major development projects. Melrose Apartments, an upper scale apartment development catering to university students and young professionals, will introduce over 1400 more residents to the area. Adjacent to the apartments is Gateway Plaza, a ten-acre tract of prime commercial land. Businesses such as sit-down restaurants, fast food establishments, and other services are targeted for this area. Just down the road from the Melrose development is University Commons, another upper scale apartment complex. There is also retail planned in conjunction with this development. A new Holiday Inn and Convention Center opened last year. This hotel is accompanied by two other relatively new motel businesses near the interstate. Located north of the interstate, is the North Lincoln Avenue Industrial Park. It has many opportunities for development in the future.

The ***East Urbana Business Neighborhood*** includes East University Avenue, a major east-west corridor in the Champaign-Urbana community. The portion of the avenue in this neighborhood contains such businesses as Motorola, Flex-N-Gate Corporation, and Solo Cup that are calling for a more corporate atmosphere along this corridor. Included along University Avenue are many industrial and construction businesses that have lessened the aesthetic appeal of the neighborhood. Future efforts will focus on improving the aesthetics so all businesses will benefit. Also included in the East Urbana BNO is the East Urbana Industrial Park, situated along Route 130. Other development opportunities exist along this corridor, as well.



The *Southeast Urbana Business*

Neighborhood is expected to witness the most growth in the City of Urbana in the next few years with the help of developer Clint Atkins. A championship golf course and over 500 new dwelling units are being planned in conjunction with the added amenity. Commercial uses are also being planned to support the increased population in this area. Meijer's is considering building an approximately 100,000 square foot store in this neighborhood, as well. This overall development initiative is expected to bolster the existing nearby businesses, such as the Sunnycrest Shopping Mall and Southgate Shopping Plaza.



The ***University/Medical Business Neighborhood*** includes the commercial areas of the University of Illinois' east campus area, as well as Covenant and Carle Foundation Hospital and Clinic. These two medical institutions provide the region with superior medical services. NCSA, National Center for Supercomputing Applications, is one of the community's and state's strongest assets. There are plans to build a large office complex that could house both University and medical related office uses along the University Avenue corridor. Corridor beautification plans have already been created by Carle to provide a more aesthetically pleasing entrance to their medical campus. University Avenue, one of the community's highest traffic areas, includes many fast food establishments, as well as a growing number of medical related businesses.

Corridors

Urbana contains six primary corridors: Cunningham Avenue, Lincoln Avenue, University Avenue, High Cross Road, Windsor Road and South Philo Road.

Cunningham Avenue is State Route 45, which connects Urbana to Rantoul and has an interchange connection at Interstate 74. It contains a variety of auto-oriented commercial uses, including many used car lots, automobile repair facilities, and auto-oriented restaurants.

Lincoln Avenue also has a connection to Interstate 74 and is considered the gateway to the University of Illinois. Uses along Lincoln Avenue are mixed and include commercial, single and multi-family residential, and some industrial. The growing commercial sector of Lincoln Avenue is located at the Interstate where new hotels, gas stations, and restaurants are located for the convenience of motorists.

University Avenue (also Route 150) is a major arterial roadway connecting Urbana to Champaign to the west. Land uses along University Avenue change from primarily



industrial uses to the east to commercial and institutional uses to the west. Uses on East University Avenue include the MTD transit bus terminal and a newly developing industrial subdivision where Flex-N-Gate has two major plants. West University Avenue includes a number of commercial uses such as fast food restaurants and personal service retail. West University Avenue is also home to two of Urbana's most significant institutional uses: Carle Hospital and Provena Covenant Hospital. Both hospitals occupy a significant amount of land and greatly affect the retail uses associated with them along University Avenue, as well as surrounding residential uses. University Avenue is also the main link to the University of Illinois Beckman Institute and the developing North Research Park.

High Cross road is a north-south arterial road on Urbana's eastern boundary. It is a primary state route (130) which connects Urbana south to Philo. At this time there is not extensive development along High Cross Road but it is located in an area of Urbana that is growing. Stone Creek Subdivision, the undeveloped Pfeffer Farm and Tatman's Industrial Subdivision will all play a key role in the evolution of High Cross Road.



Windsor Road is a major arterial roadway along Urbana's southern boundary. The four-lane road is key to linking Urbana, Champaign, and Savoy. Windsor Road currently has both a rural and residential character. There are a number of homes in the Yankee Ridge Neighborhood which back up to the roadway. Windsor Road also is the key link to Meadowbrook Park and Prairie Play at Vine Street. Windsor Road narrows from four lanes to two lanes east of Philo Road. Improvements are scheduled for Windsor east of Philo once commercial developments on adjacent tracts are built. Along the entire length of the Urbana city limits, Windsor Road has been built to accommodate bicycle and pedestrian traffic with a mixture of on-street bicycle lanes and off-street bicycle and pedestrian paths.



South Philo Road is a major north/south arterial roadway which serves a large commercial node of Urbana called Sunnycrest. Philo Road begins at Washington Street to the north and extends south past Windsor Road into the mile-and-a-half extraterritorial jurisdiction area. The Sunnycrest area is the main commercial center for south and southeast Urbana and contains some of Urbana's largest retailers. Future commercial development is planned for the business zoned property at the northeast and southeast corners of Philo Road and Windsor Road.





Industrial Areas

Urbana contains three primary industrial areas: North Urbana, East University Avenue, and Route 130 at Route 150.

North Urbana contains major industrial centers on North Lincoln Avenue and North Cunningham Avenue. Industrial uses along North Lincoln Avenue include large-scale manufacturing uses, such as Champaign Asphalt which recycles stone and asphalt into gravel and Plastic Container Corporation which manufactures plastic bottles for various consumer products. North Lincoln Avenue also contains two industrial subdivisions, which include smaller scale uses such as distribution centers and light assembly plants. North Cunningham Avenue has a significant amount of land zoned industrial to accommodate Frasca Airport and associated development. Another major industrial use in North Urbana is SuperValu Food Distributors.

Industrial uses along East University Avenue represent the older industrial areas of the City. These uses were originally established at the turn of the century to take advantage of the existing east-west railroad line. While rail service is not utilized for most businesses, the industrial uses still operate and occupy a significant amount of land in this area. Solo Cup Factory is located on Lierman Avenue and employs nearly 700 workers. The Mass Transit District bus terminal and Kurland Steel are two other major industrial uses in this area. This area also contains Gill Athletics and Emulsicoat.



Industrial development at Route 130 and Route 150 represents recent growth in the need for industrial land in the area. Tatman's Industrial Subdivision includes the new post office as well as other light industrial uses. There is also a large undeveloped tract of industrially zoned land at the southeast corner of Route 150 and Route 130.





Land Use Distribution

In theory, the zoning map should give a picture of how land is used in the City. For many reasons, however, the zoning map and land use map can be quite different. There may be a number of legal non-conformities where certain existing uses are no longer allowed in a designated zoning district but have been “grandfathered” and are allowed to remain. There may also be parcels of land that are zoned for a certain use but which remain vacant waiting to be developed or are otherwise underdeveloped. Figure 5-3 shows the existing land use map for all property within the city limits and some property in the City’s one and one-half mile planning area. The following land use designations were used:

- Agricultural
- Single-Family Residential (1-2 units)
- Multi-Family Residential (3+ units)
- Commercial
- Industrial
- Institutional
- Office
- Parks / Recreation
- Airport
- Vacant

Table 5-1 below shows the breakdown of existing land uses ***within the City of Urbana***.

Table 5-1: Distribution of Land Uses – 2001

Category	# of Total Acres	% of Total Acres
Single Family Res.	1,739.98	30.01%
Agricultural	1,111.43	19.17%
Institutional	955.63	16.48%
Parks	489.08	8.43%
Industrial	384.56	6.63%
Multiple Family Res.	305.38	5.26%
Commercial	270.63	4.68%
Vacant	268.62	4.63%
Airport	200.91	3.46%
Office	47.16	0.81%
Other	23.48	0.04%
<i>TOTAL</i>	5,796.86	100%



Figure 5-1; Neighborhoods Boundary Map

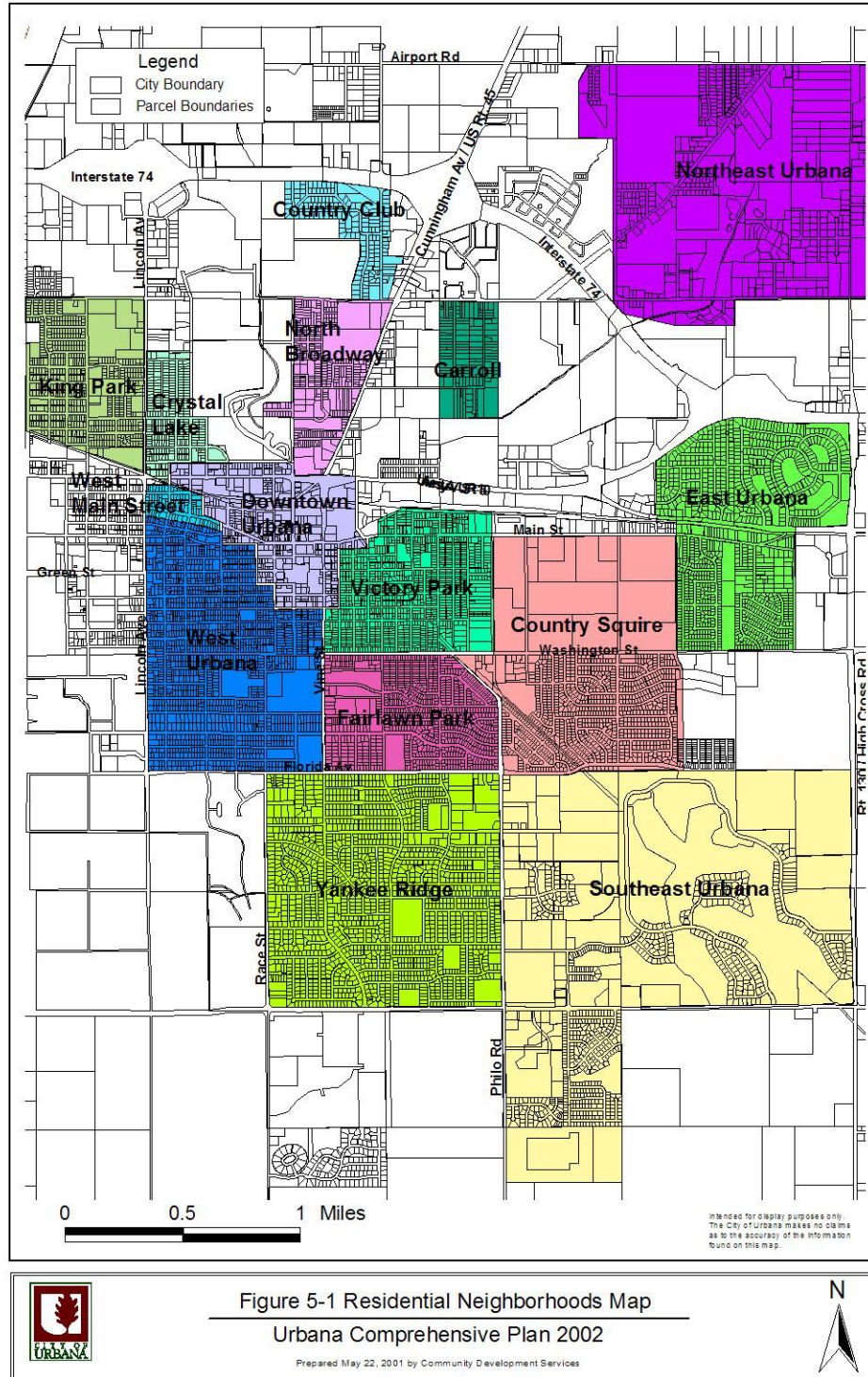




Figure 5-2; Neighborhood Business Map – 2001

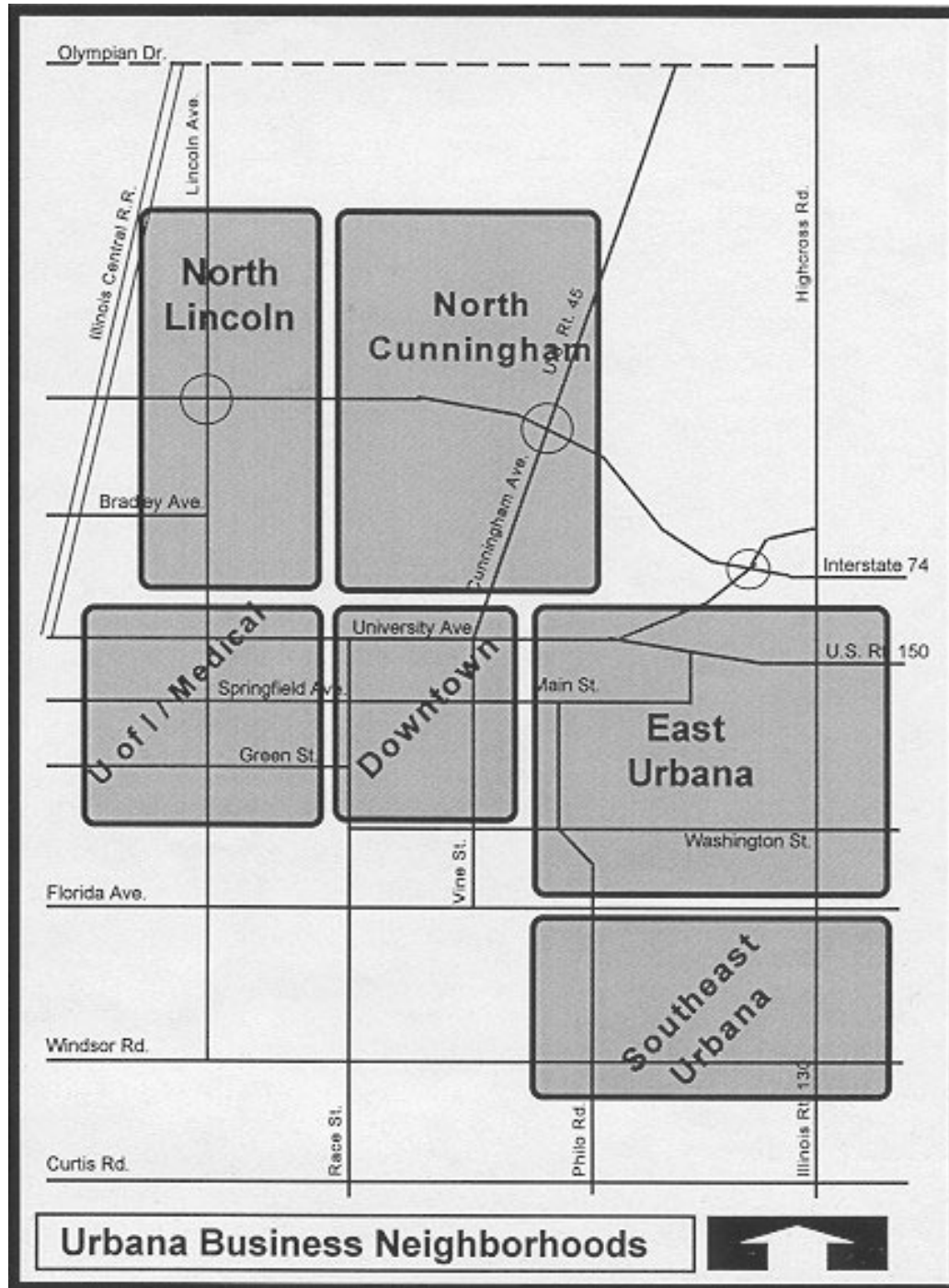
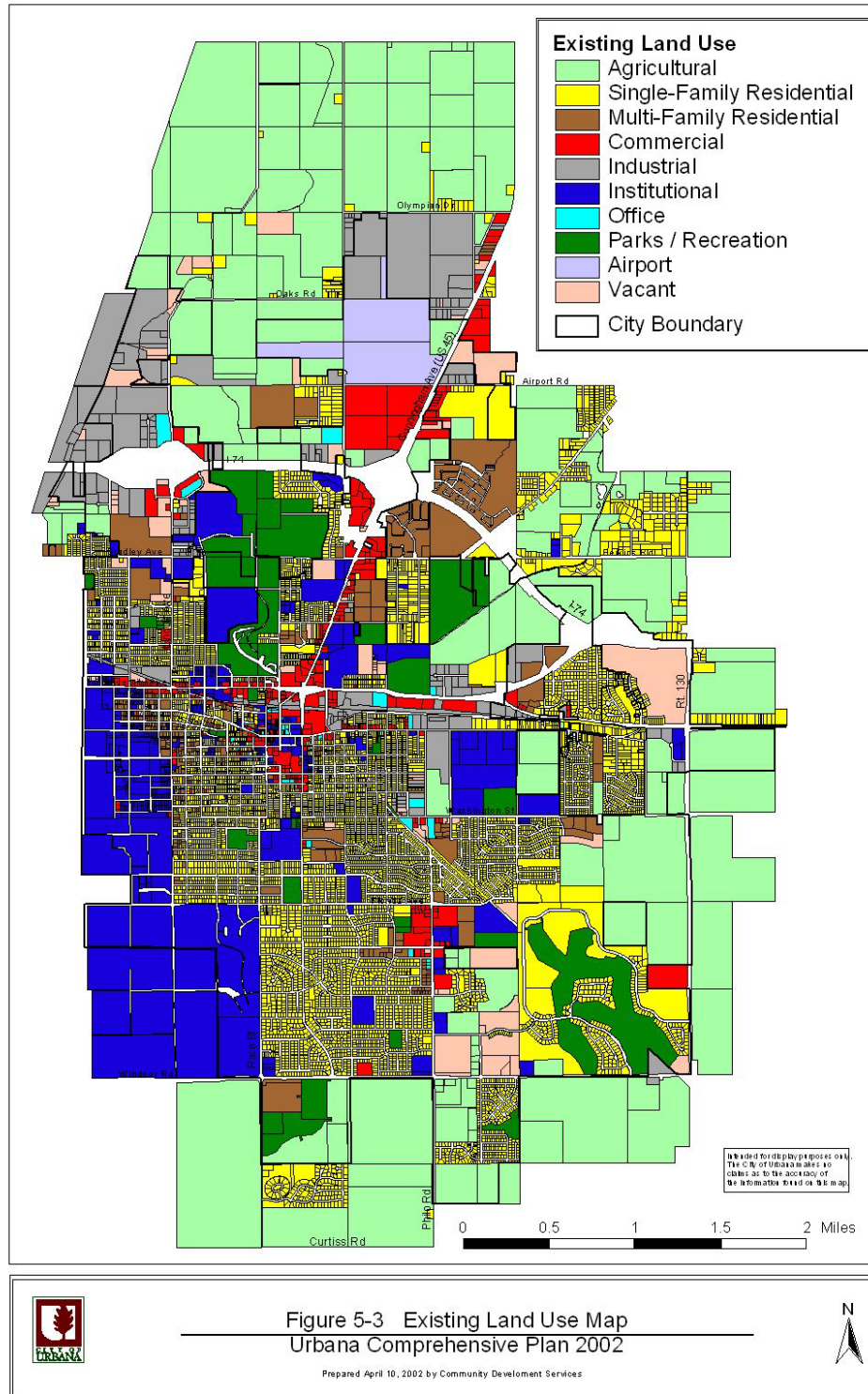




Figure 5-3; Existing Land Use Map – 2001





Zoning

History of the Zoning Ordinance & Comprehensive Plan

(Taken primarily from the 1990 Downtown to Campus Plan)

1936 Zoning Ordinance

In 1921, the Illinois General Assembly granted towns and cities the authority to adopt zoning laws. Although the City Council created a Zoning Commission in 1922 to prepare a zoning ordinance for Urbana, the first official Zoning Ordinance in Urbana was not adopted by the City Council until 1936.

Under the 1936 Ordinance, the community was divided into five zoning districts: A, Residence District; B, Multiple Dwelling and Apartment District; C, Local Commercial District; D, Commercial and Light Industrial District; and E, Industrial District. The map from this ordinance is not available so it is not possible to determine where the various zoning districts were located. The record is not clear concerning how this ordinance was drafted or how the zoning district boundaries were drawn.

1940 Zoning Ordinance

The City Council adopted a new Zoning Ordinance in 1940 which was virtually identical to the 1936 Ordinance. Both divided the community into five zoning districts and contained similar restrictions on land uses, yards, and buildings. As with the 1936 Ordinance, there was no plan to guide the location of the zoning districts. It was presumably based on the existing land uses and the Zoning Commission's ideas about what the community's future land use pattern should be.

- Zoning districts were generally assigned to whole blocks and not to individual lots.
- Zoning districts were usually separated by streets or other features, which acted as transitions between the districts.
- Single-family residential zoning accounted for the largest amount of land in Urbana.
- Multiple-family residential zoning accounted for nearly half the residentially zoned land in Urbana and was exclusively located in the area west of Broadway Avenue and south of the railroad near the University.



- Commercial and industrial zoning was concentrated in the Downtown area, in the area between Main Street and University Avenue east of Broadway, and along the railroad.

1950 Comprehensive Plan and Zoning Ordinance

The first community-wide planning in Urbana-Champaign began in 1947, when an acute housing shortage indicated the need for a long-range study of the situation. In response to this concern, a planning consultant was hired to draft a comprehensive plan for the Twin Cities. A comprehensive development plan for Champaign-Urbana was published in 1950. It was adopted by the Urbana City Council on April 16, 1951, making it the City's first official guide to development in the community. The primary objectives of the 1950 Plan were to encourage new housing development, improve the traffic system, and avoid the "economic pitfalls of suburban sprawl." In order to achieve these objectives, the plan recommended the redevelopment of obsolescent neighborhoods into higher residential densities and almost no development of new single-family subdivisions. The decision to encourage multiple-family residential development was based on the following assumptions:

- Multiple-family housing was the best way to meet the existing and expected demand for housing in the 1950's, '60's, and '70's;
- It was seen as the most feasible way to redevelop "obsolescent" houses and aging residential neighborhoods;
- It would counter the trend toward costly decentralization or "suburban sprawl;" and
- It would strengthen and maintain the economic vitality of the Central Business District (CBD).

In hindsight, it is apparent that the plan had some faulty assumptions. For example, the plan assumed that the population of Champaign-Urbana would grow to only 80,000 in 1980, and the University's enrollment would stabilize at around 19,000 students. Each of these estimates was very low, particularly the University's enrollment, which is now over 35,000 students.

Along with the 1950 Comprehensive Plan, a revision of the Urbana Zoning Ordinance was also drafted. One of the important changes was the removal of the 1940 limit on occupancy of multiple-family dwellings to no more than four families. Eliminating this restriction led to an increase in the conversion of older single-family homes and to the construction of apartment buildings. The 1950 Ordinance created six zoning districts: R-1, One and Two Family Residence; R-2, Multiple Family Residence; B-1,



Neighborhood Business; B-2, Central Commercial; I-1, Light Industrial; and I-2, Heavy Industrial.

A review of the 1950 Zoning Map illustrates several features. Streets, alleys, and other physical features separated the different zoning districts so there was little or no transition between the districts. The only buffering was provided by the required yards. In order to avoid “spot” zoning, there were only a few instances where the zoning was assigned to areas smaller than one square block. Apparently little consideration was given to the suitability of allowing different zoning districts within a single block. This resulted in single-family homes on some blocks being zoned for apartments or businesses even where the homes were still appropriate and viable uses.

Because the 1950 Ordinance allowed a mixture of residential densities, it helped create some problems now associated with this pattern. Even though many revisions and additions were made to update the 1950 Ordinance, it remained the City’s basic land use law until a completely revised Zoning Ordinance was adopted in 1979.

1973 Comprehensive Plan and Zoning Ordinance Revisions

The 1973 Comprehensive Plan Update was needed primarily to address land use concerns in two areas of the community where changing conditions were evident. These two areas were the one and one-half mile extraterritorial jurisdictional planning area surrounding Urbana’s city limits and the Downtown area. Some Zoning Ordinance revisions were recommended in order to implement the plan.

The 1973 Plan increased the housing densities to more closely correspond to the densities permitted by the Zoning Ordinance. Low density referred to one to eight units per acre, medium density meant eight to 20 units per acre, the new medium/high density category meant 20 to 35 units per acre, and high density meant 35 or more units per acre. This was the fourth time since 1950 that housing densities had been modified to more closely correlate the land uses recommended in the Comprehensive Plan to the uses allowed by the Zoning Ordinance.

In order to implement the 1973 Plan, many small but detailed refinements to the Zoning Ordinance were proposed, as well as the following major new provisions:

- A revision of the regulations on housing types and densities in the six residential districts and the creation of another district allowing high density residential uses and restricted business uses;
- The establishment of an open space ratio and floor area ratio to regulate building bulk and lot coverage in reasonable relation to the type and intensity of use; and



- A revision of the parking requirements to make them correspond to the characteristics and needs of specific uses.

1979 Zoning Ordinance Update

The 1979 Ordinance was a significant departure from the basic ordinance that had been in effect since 1950. The new Zoning Ordinance contained sixteen zoning districts, including four completely new categories and two overlay districts. New definitions and regulations were added and modifications were made to some of the old ones. The building setback requirements were considerably reduced. A new approach to regulating the size and scale of buildings was added which relied on floor area ratios and open space ratios.

One of the most controversial aspects of revising the Zoning Ordinance was drawing a new Zoning Map. This was difficult because the land uses and densities allowed in the old zoning districts did not always translate easily to the new districts, especially where a completely new district had been created. The Plan Commission and staff had been directed by the City Council to make as few zoning changes as possible in drawing the new map. The revision of the ordinance and map was not viewed as an opportunity to make wholesale changes or to “downzone” portions of the community.

In an early version of the Zoning Map, however, the proposed zoning of some areas was different from the old zoning. This proposal generated concerned responses from property owners who believed that their property was being “downzoned” and reduced in value. There was also much concern about creating too many confusing nonconformities. The controversy largely centered on whether property which had been zoned R-2 on the old map should be zoned R-4 or R-5 on the new map. As a result, the Plan Commission and City Council were very careful to avoid significantly changing the zoning of property in the new map.

1982 Comprehensive Plan

Work on the 1982 Comprehensive Plan actually commenced in 1979 during the completion of the 1979 Zoning Ordinance update. The plan contained a framework of goals, objectives, and policies which were to be the primary guides for making decisions for the future of Urbana. The plan also contained the Official Comprehensive Plan Map, which is intended to guide future land use decisions in the community. In general, the Comprehensive Plan Map, as amended, has remained consistent with the Zoning Map resulting in little change to the existing land use patterns in the community. The Official Zoning Map was not revised as part of the 1982 Comprehensive Plan process.



1993 and 1999 Zoning Ordinance Updates

The Zoning Ordinance received an update and republication in both 1993 and then again in 1999. The revisions were minor in nature and essentially maintained the integrity of the 1979 Ordinance. Only periodic text amendments were added and the document was brought into a digital form on a word processor. Of the more significant changes to the ordinance since 1979 were the addition of the Historic Preservation Ordinance in 1998, addition of regulations for Telecommunication Facilities in 1997, the inclusion of additional regulations for the newly created Mixed Office Residential (MOR) zoning district in 1990, the Medical Institutional Campus overlay district in 1995, and the addition of the Office Park (OP) zoning district in 1997. Periodically, over the years, there have also been minor revisions to the parking and sign regulations and the addition of new uses to the Table of Uses. In general, Urbana's approach to zoning has changed little since the last major revision of the ordinance in 1979. Piecemeal changes have been made to the ordinance, but the overall zoning process has remained the same for the last 22 years.

Current Zoning

The 1936 Zoning Ordinance established five primary zoning districts for Urbana. Today, this system has evolved to include a total of 21 separate zoning districts along with three overlay districts. While the basic concept of having separate zoning categories for residential, commercial, and industrial remains primarily intact, the number of districts within these categories has increased. There are now multiple districts for single-family residential, multiple-family residential, and commercial uses. There are also special zoning districts for uses that contain a mix of office and residential, uses that are part of a medical institution, and uses that are associated with conservation, recreation, or education. The intent of the 21 different zoning districts is outlined in the Zoning Ordinance. The Zoning Ordinance also specifies specific land use and development regulations for each district.

The zoning districts are displayed on the officially adopted Zoning Map, which is updated and re-adopted every year. In order to change a zoning district, a petition must be filed with the Urbana Plan Commission. The Plan Commission will consider whether the request is consistent with the overall goals and objectives of the Urbana Comprehensive Plan. The Urbana City Council considers the recommendation of the Plan Commission in the final decision.

As required by state statute, every parcel of property in the City of Urbana contains a specific zoning district. Table 5-2 offers a breakdown of the distribution of zoning districts in the City of Urbana by acreage.

A high percentage of the City (over 50%) is zoned residential, primarily in single-family residential zones (R-1, R-2, and R-3 districts). In general, most of central, south, and



southeast Urbana contains one of these three districts as their primary zoning designation. Typically, single-family residential zoning will occupy a large land area, but will actually contain a fairly low density of housing since most single-family homes are built on somewhat large lots. Conversely, multi-family zoning (R-4 and up) will occupy less land area, but will contain a large density of housing to accommodate large-scale apartment buildings.

The Conservation, Recreation and Education (CRE) zoning district is intended to conserve natural and scenic areas for open space, recreational, and educational purposes, both public and private. The CRE district consumes more land than any other single district, with over 981 acres. This may be a little misleading, however, since the CRE zone encompasses a variety of open space and educational land uses. For example, the entire University of Illinois campus is zoned CRE, as are all of Urbana's parks. This designation can be misleading since, while a dormitory for example, may actually be considered residential in use, it is part of the University Campus system which is educational in nature and thus zoned CRE. In many cases, the zoning district designated for a parcel of property does not always best match the current land use of that property.

Industrial zoning also occupies a rather large land area of the City (936 acres). Most of Urbana's industrial zoning is concentrated in northwest Urbana along Lincoln Avenue and in central Urbana along University Avenue. Industrial uses are typically very land intensive and finding additional large parcels of land for new industrial development is often a challenge. Urbana does contain some new industrial development at the intersection of Routes 150 and 130 in east Urbana where Tatman's subdivision has been built and subdivided to accommodate new industrial uses.

Commercial zoning also occupies a significant portion of the City's zoning. The B-3 zoning district is the standard commercial district for much of Urbana's commercial development. As expected, B-3 zoning is concentrated primarily along major arterial corridors such as Cunningham, Lincoln, and University Avenues. Another significant concentration of B-3 zoning can be found in southeast Urbana, where undeveloped parcels of property have recently been designated with commercial zoning in order to stimulate commercial development in that area.



Table 5-2: Distribution of Zoning Districts – 2001

Zoning District	# of Parcels	# of Total Acres	% of Total Acres
Single-Family Residential Zones	6,735	2,210.51	38.12%
Parks and Recreational Zones	139	881.15	15.19%
Industrial Zones	181	1,196.38	20.63%
Multi-Family Residential Zones	1,006	728.01	12.56%
Commercial Zones	780	605.17	10.41%
Agricultural Zone	6	117.27	2.01%
Other Misc. Zones	167	59.55	0.10%
TOTAL	9,014	5,798.04	100%

Rezoning Activity

The official Zoning Map is constantly changing as new rezoning requests are considered by the City. A system to accommodate changes in zoning is necessary as the community evolves over time. Any request for a change in zoning is reviewed against the Urbana Comprehensive Plan to be sure the request is consistent with the goals and objectives of the community as set forth in the plan. A review of zoning changes is a good measure of to how the market of the community has changed over time.

The rezoning of property can be executed in two ways. Individual property owners may request that the zoning of their land be changed; or the City can use its powers to change the zoning of property so long as the intent of the rezoning follows a specifically planned purpose in which the change is considered to be necessary for the betterment of the City as a whole. In addition to individual property owner requests for rezonings, Urbana has adopted several major plans which resulted in the rezoning of land. The Downtown to Campus Plan resulted in an effort in which over 470 parcels of property in the West Urbana neighborhood were rezoned to better fit the goals and objectives for that area as specified in the plan. Similar efforts were also executed for the King Park Neighborhood and the area surrounding Carle Hospital.

Table 5-3 offers a snapshot of the rezoning activity in Urbana since 1982. The table shows how many acres of each zoning district were added and lost as the result of rezonings. The calculations **do not** take into account the Downtown to Campus Plan Rezonings, which primarily affected the zoning of residential properties and created the Mixed-Office Residential (MOR) district.

Table 5-3 shows that of all zoning districts, Agricultural zoning lost the most acreage while R-4 zoning has had the biggest increase. Most of the agriculturally zoned land



lost was located in the North Lincoln Avenue area (rezoned to Industrial) and at Route 130 and Florida Avenue extended where the Pfeffer property was rezoned to R-1. The R-4 zoning district showed the largest increase of acreage due primarily to two main rezonings: Melrose Apartments on North Lincoln Avenue and a large tract of land directly north of T.K. Wendl's on Route 130.

Table 5-3: Gain / Loss of Acreage Per Zone – 1982 to 2000 *

Zone	# of Acres Lost to Rezoning	# of Acres Gained by Rezoning	Net Difference
AG	104.00	0.00	-104.00
R-5	59.32	3.05	-56.27
R-3	45.19	6.77	-38.42
IN	31.34	22.19	-9.15
B-1	4.50	0.36	-4.14
B-2	1.64	0.57	-1.07
MOR	0.00	0.08	0.08
R-6B	0.00	0.57	0.57
B-3U	0.00	1.79	1.79
R-1	0.00	2.00	2.00
B-4	0.60	3.05	2.45
R-6	10.81	19.00	8.19
R-7	0.00	8.67	8.67
B-3	48.29	59.14	10.85
B-4E	0.00	12.55	12.55
MIC	0.85	17.29	16.44
CRE	3.51	29.67	26.16
R-2	5.10	47.17	42.07
R-4	36.12	117.34	81.22
	351.264	351.264	0.01

* Data does not include rezonings as a result of the Downtown to Campus Plan

Annexations

The annexation of property into the City of Urbana is a crucial indicator of growth both in terms of acreage and land use. An annexation can only be executed when the property is contiguous to property within the city limits or when the property is surrounded by the incorporated boundary and is less than 60 acres. Annexations can be voluntary or forced if the land is contiguous to the city limits.

Given the geographical positioning of Urbana relative to Champaign, land is most likely to be annexed on the north, east, and south sides of the existing city limits. There are also a few opportunities for the annexation of land that is completely surrounded by the municipal boundaries. Since 1980, over 2,300 acres of land have been annexed into the City. Table 5-4 offers a breakdown of the total number of annexations for each year since 1980.



While Table 5-4 shows a relatively inconsistent pattern of annexation from year to year, it is evident that Urbana has been more aggressive in annexing property in the last six years (1,289 acres) than in the previous 15 years combined (1,045 acres). Most of this recent annexation activity can be attributed to large-scale projects such as the annexation of numerous East Urbana properties along East Washington Street and Route 130 (349 acres) in 1995, and the annexation of the Stone Creek Development at Windsor Road and Route 130 (431 acres) in 1997. Other significant annexations include Orchard Downs (80 acres) at Race Street and Windsor Road in 1986, Frasca Industrial Air Park (116 acres) at Interstate 74 and North Cunningham Avenue in 1991, East Gate (109 acres) at Philo Road and Windsor Road, and approximately 110 acres of land in the Beringer Commons Development at Route 150 just east of Route 130.

Table 5-4: Annexations by Year

Year	# of Acres Annexed
1980	37.06
1981	19.78
1982	28.70
1983	0.60
1984	89.05
1985	0.20
1986	208.17
1987	211.80
1988	27.42
1989	72.44
1990	98.00
1991	155.84
1992	93.85
1993	1.38
1994	1.05
1995	471.57
1996	9.90
1997	509.15
1998	11.70
1999	79.36
2000	207.93
TOTAL	2,332.87 acres

When property is annexed, it is automatically assigned a zoning category based on a conversion from existing County zoning. The annexation process also offers an opportunity to change the zoning as part of an annexation agreement. All annexation agreements are reviewed by the Urbana Plan Commission and City Council. Table 5-5 below shows the number of acres of land annexed since 1980 by zoning district.



Table 5-5: Annexation By Zone

Zoning District	# of Acres Annexed
IN	664.88
R-2	563.74
R-1	318.00
R-4	227.88
B-3	207.89
AG	196.98
R-3	98.33
CRE	55.17
B-1	2.09
All other zones	0.00
<i>TOTAL</i>	2,332.87 acres

Since 1980, more land has been annexed into the industrial zoning district than any other single zone. However, land annexed into the residential zones of R-1, R-2, R-3, and R-4 together represent the largest group of property annexed since 1980, with over 1,200 acres. This shows that while Urbana has been aggressive in annexing industrial and commercial property, residential is still the predominant land use among newly annexed land.

Combining annexation activity with rezoning activity since 1980 gives a true measure of how much land has been gained or lost per zoning category.

Table 5-6 shows that while acreage in some zoning districts was lost to rezonings, most of that loss was overwhelmingly made up for with the annexation of additional land in the same district. For example, the agricultural zoning district lost 104 acres to rezonings from 1980 to 2001 but actually gained a net total of 92.98 acres after factoring in land annexed into the City with a zoning district designation of agricultural. Similarly, a net total of 10 acres of industrial zoned land was lost to rezonings, but with over 664 acres of industrial zoned land being annexed, Urbana has actually realized a large increase in industrial zoned land.



Table 5-6: Rezoning & Annexations Per Zone – 1982 to 2000

Zone	# of Acres Lost to Rezoning	# of Acres Gained by Rezoning	# of Acres Gained by Annexation	Difference
IN	31.34	22.19	664.88	655.73
R-2	5.10	47.17	563.74	605.81
R-1	0.00	2.00	318.00	320.00
R-4	36.12	117.34	227.88	309.10
B-3	48.29	59.14	207.89	218.74
AG	104.00	0.00	196.98	92.98
CRE	3.51	29.67	55.17	81.33
R-3	45.19	6.77	98.33	59.91
MIC	0.85	17.29	0.00	16.44
B-4E	0.00	12.55	0.00	12.55
R-7	0.00	8.67	0.00	8.67
R-6	10.81	19.00	0.00	8.19
B-4	0.60	3.05	0.00	2.45
B-3U	0.00	1.79	0.00	1.79
R-6B	0.00	0.57	0.00	0.57
MOR	0.00	0.08	0.00	0.08
B-2	1.64	0.57	0.00	-1.07
B-1	4.50	0.36	2.09	-2.05
R-5	59.32	3.05	0.00	-56.27
	351.264	351.264		0.01

Summary

In summary, Urbana has seen significant gains of both residential and industrial zoned land in the past 20 years as the result of both rezonings and annexations. In both cases, these gains tend to represent large-scale projects such as Melrose Apartments, the Stone Creek Development, or industrial projects on North Lincoln Avenue. Individual property owner requests for rezonings have been generally light over the past 20 years, but the Downtown to Campus Plan resulted in numerous zone changes and the creation of the Mixed Office Residential zone. While annexation activity varied from year to year, in general, the City of Urbana annexed more property in the 1990's than in the 1980's. The majority of the annexation activity resulted in the addition of new industrial and residentially zoned land to the City.

Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Urbana Comprehensive Plan



Goal 1.100 To promote steady but moderate growth in population, employment, and productivity free from extreme fluctuations that would upset the balance between the needs of the residents and the ability to provide for the necessary services and facilities.

Objective 1.110 Continue to provide high standards of living environment both in the older and developing portions of the City to attract population forecasted in the Plan.

Goal 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

Objective 1.220 Evaluate the aggregate impacts of land use decisions made through zoning, subdivision, and annexation procedures.

Objective 1.230 Encourage infill development of vacant and under-utilized land within the City limits, with emphasis on downtown where appropriate.

Goal 1.400 To improve and maintain the developed portions of the City including the existing housing stock, the older residential neighborhoods, and the commercial areas, with special emphasis on the downtown area.

Objective 1.410 Promote the redevelopment and conservation of urbanized areas.

Goal 3.100 To organize and develop land uses and adjacent properties in a balanced and mutually compatible manner relative to the functional needs of the City.

Objective 3.110 Promote development in the City and surrounding unincorporated areas in a manner which minimizes conflicting land uses and/or adjacent development.

Policy 3.111 Review all land use changes that are controlled by the Zoning Ordinance, Subdivision Ordinance, or annexation procedures to ensure compatibility. The Special and Conditional Use permit and Planned Unit Development procedures in the Zoning Ordinance and annexation agreements are particularly useful tools for insuring the harmonious development of adjacent sites.

Goal 3.200 To promote development that maximizes the assets of the natural landscape and recognizes its limitations.

Objective 3.230 Encourage subdivision plats, Planned Unit Developments (PUD's), Special and Conditional Use, and annexation agreement site plans that are in harmony with existing natural features.



Goal 3.300 To arrange land uses in a manner that minimizes the distance between uses that are mutually dependent.

Objective 3.310 Encourage development to occur in areas where there is a demonstrated need for a particular use.

Policy 3.311 Review all land use changes that are controlled by the Zoning Ordinance, Subdivision Ordinance, or annexation procedures to minimize the distance between uses that are mutually dependent

Goal 3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized.

Objective 3.410 Designate growth areas in a manner that minimizes the cost of providing public services.

Policy 3.411 Encourage development only in areas where urban services and facilities are available at adequate capacity or have been planned.

Objective 3.420 Designate areas where the conversion of agricultural land to an urban use should be minimized.

Goal 3.500 To minimize non-productive and under-productive uses of land.

Objective 3.510 Reduce the future amount of land devoted to landfills and sewage treatment plants.

Policy 3.511 Provide legislative and financial incentives for the creation of a solid waste resource recovery facility.

Policy 3.512 Participate in and financially support recycling projects.

Policy 3.513 Investigate alternative technological approaches to the disposal of solid and chemical wastes, sewage treatment, and recycling.

Policy 3.514 Provide financial support for neighborhood clean-up programs, with particular emphasis on Community Development target areas.

Policy 3.515 Enforce regulations prohibiting the unauthorized disposal of refuse, junk, and debris.

Goal 3.600 To assign the costs of development to those who receive its benefits.



Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.

Policy 3.611 Designate neighborhood redevelopment areas and provide incentives for privately financed renewal in these areas.

Policy 3.612 In the planning process, evaluate the public costs and benefits of land development.

Policy 3.613 Through the Subdivision Ordinance and annexation agreements, limit the public's share of the cost for providing utilities and public services to the amount justified by the public benefit received.

Policy 3.614 Work with the City of Champaign, State of Illinois (including the University of Illinois), and Champaign County to coordinate capital project planning, design, and construction.

Goal 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

Objective 4.110 Increase the proportion of land uses which produce municipal revenues equal to, or in excess of, the cost of required services.

Policy 4.111 Promote mixtures of compatible uses, improvements in services and facilities, aesthetics, and public convenience in existing commercial and industrial developments.

Policy 4.112 Enhance the downtown area as the City's major commercial and business center.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other City developments.

Policy 5.111 Offer continued support for the maintenance of residential lifestyles and values and the preservation of property values by discouraging the encroachment or influence of unacceptable non-residential uses into residential neighborhoods.



Policy 5.112 Provide incentives for housing rehabilitation and for quality in new residential developments.

Policy 5.113 Provide incentives to promote architectural design, aesthetics, and landscaping in residential areas.

Policy 5.114 Provide incentives to promote the preservation of historically significant sites.

Policy 5.115 Provide protective public services and a full range of educational, social, and utility services for all residential neighborhoods.

Policy 5.116 Provide for the underground location of electrical, telephone, and related utility lines.

Objective 5.120 Promote residential development patterns which preserve and improve environmental quality and protect natural resources.

Policy 5.121 Encourage new residential development only in areas where urban services and facilities are available at adequate capacity or have been planned and will be available when the proposed development is in place.

Policy 5.122 Discourage the extension of water, sewer, transportation, and related facilities into prime agricultural land not contiguous to the urbanized area.

Policy 5.123 Protect prime agricultural land from random encroachment by residential development.

Policy 5.124 Encourage incorporation of stormwater management features (e.g. basins and channels) as aesthetic and environmental amenities.

Objective 5.130 Promote land use patterns which conserve energy.

Policy 5.131 Encourage new residential development to occur contiguous with existing development and within municipal boundaries or in areas which can be annexed.

Policy 5.132 Continue the use of codes and ordinances for housing construction and rehabilitation based on performance standards.

Policy 5.133 Promote planned unit developments and cluster housing at densities that can support public transportation.



Policy 5.134 Revise codes and ordinances as necessary to promote land use patterns that conserve energy.

Objective 5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development, and redevelopment.

Policy 5.141 Review codes and ordinances on a regular basis and make revisions as necessary.

Policy 5.142 Ensure that the housing market operates without discrimination as required by law.

Policy 5.143 Through the Division of Community Development, provide housing information and counseling services to assist persons of moderate income with their housing needs.

Policy 5.144 Make available low interest loans and grants from sources such as Community Development funds for housing rehabilitation.

Policy 5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.

Goal 6.100 To increase and diversify the tax base of the City of Urbana.

Objective 6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment, and resources of the community.

Policy 6.111 Make information available on those areas of land that have the greatest potential for commercial and industrial development within the Comprehensive Planning area as determined by transportation access demands, utility requirements, availability of adequate parcel size, compatibility with adjacent land uses, market demand, and preservation of natural resources.

Policy 6.112 Support rezoning petitions for lands that have been identified as having the greatest potential within the parameters of the Plan for commercial and industrial development.

Goal 10.200 To assist the Park District in the acquisition of additional park land.

Objective 10.210 Help expand the amount of park land to meet the needs of an expanding population.



Policy 10.211 Consider the use of Community Development funds to purchase additional park land in Community Development target areas.

Policy 10.212 Seek the establishment of a land dedication Ordinance to be incorporated in the Subdivision Ordinance.

Policy 10.213 Work with the Park District to maintain coterminous or nearly conterminous City and Park district boundaries.

1993 Urbana ETJA Goals and Objectives:

Goal 15.100 To assure a balance between the growth of Urbana and Urbana's quality of life, new development must be encouraged but must also enhance rather than threaten Urbana's community standards.

Objective 15.110 Develop a method to evaluate annexations to assess their impacts to the City both from a fiscal and quality of life standpoint.

Goal 15.200 To assure that municipal services can be extended to adequately serve a rapidly growing municipal territory.

Objective 15.210. Assess the cost of annexations and developments so that developments are contributing their fair share of the increased cost of municipal services and/or capital improvements.

Objective 15.220 Control development in the ETJA so that properties adjacent to or near City limits develop first to prevent scattered development in the outer reaches of the ETJA.

Objective 15.230 Amend the Land Development Code to specifically define a developer's responsibility for public improvements needed to serve new developments.

Goal 15.300 To actively seek annexation of targeted areas designated for commercial and industrial development.

Objective 15.310 Develop an annexation policy for annexable target areas for prime industrial and commercial sites.

Objective 15.320 Develop an economic development policy that establishes a direction for an aggressive City role in soliciting and creatively assisting appropriate new commercial and industrial development financially, and within the limitations of the City's fiscal resources, such as bonding or through public/private ventures that guarantee a return on the City's investments.



Goal 15.400 To incorporate capital improvements needed as a result of annexation and planning efforts in the City's Capital Improvement Plan to better reflect the needs associated with annexation and development of new territories.

Objective 15.410 Amend the criteria used in the Capital Improvements Plan to evaluate and prioritize capital improvement projects to include planning criteria, goals, and objectives.

Goal 15.500 To encourage the development of Frasca Field and north Urbana as a prime industrial area for industrial, commercial, and aviation related uses. This area specifically includes the property north of Interstate 74 and east and west of Route 45 (Cunningham Avenue) as a prime location for commercial development.

Objective 15.510 Work with the owner of Frasca Field to develop a general area plan and marketing strategy for the development of Frasca Field and its surroundings.

Objective 15.520 Consider the impacts of the closing and possible re-use of Chanute Air Force Base on the viability and development of Frasca Field and its surroundings.

Objective 15.530 Amend the Zoning Ordinance to create an airport zoning district to accommodate the unique demands of Frasca Field.

Goal 15.600 To provide for a variety of housing types in competition with recent residential development in Champaign, Savoy, and other surrounding communities.

Objective 15.610 Provide greater flexibility to developers in the design of housing densities and housing types within developments by amending the Subdivision and Land Development Code to allow zero lot line and attached housing. Encourage the use of landscaped open space and common areas to minimize the impacts normally associated with increased densities.

Goal 15.700 To create the opportunity for a variety of industrial and office developments.

Objective 15.710 Amend the Zoning Ordinance to create light industrial, heavy industry, and office zoning districts to better distinguish between the intensity of these land uses.

Goal 15.800 To protect and preserve the stands of wooded area in the ETJA from the negative impacts of development and public improvements.



Objective 15.810 Review development proposals and public improvement projects for sensitivity to the surrounding environment, especially the established wooded areas such as Brownfield Woods and Busey Woods.

Issues to Consider

- The most prevalent land use and zoning category in the City is single-family residential (29.6% and 38% respectively). The distribution of land uses and zoning categories needs to be considered carefully in the process of shaping the common goals and objectives for the future of the City.
- What mix of land uses throughout the City is appropriate in order to foster neighborhood preservation along with the growth of the City's commercial and industrial sectors?
- The City of Urbana is composed of many different neighborhoods which each have specific characteristics. Some neighborhoods are primarily residential while others contain more of a mix of land uses. In some neighborhoods, the existing zoning is inconsistent with the current land uses. For example, the Victory Park Neighborhood contains a large amount of multi-family zoning on parcels of property which currently contain single-family residential development. Consideration must be given to the long-range goals of each neighborhood and the zoning should be consistent with those goals.
- The City of Urbana has four major commercial corridors, which vary in design and contain a variety of land uses. The desired function of each corridor needs to be established with carefully considered goals and objectives. Specific capital improvement recommendations need to be coordinated with these long-range goals.
- What kind of identity do the industrial and commercial areas of Urbana have? How easy are they to market for new business? What kind of planning and other special consideration needs to be given in order for these areas to succeed?
- Since 1980, Urbana has annexed over 2,300 acres of property into the city limits. The majority of the land annexed has been zoned for either residential uses or industrial uses. The Comprehensive Plan is the primary tool for determining the future land use of property outside the city limits but within the mile-and-a-half boundary. The revision to the Comprehensive Plan will need to re-evaluate the goals and objectives for development on the fringe of the existing city boundaries and suggest new future land uses.
- What is the impact on Urbana when annexing existing subdivisions that are located along the perimeter of the City (e.g. Yankee Ridge, Orchard Downs)?



- Does the City properly evaluate annexations of existing properties within the ETJ (e.g. tax generation vs. cost to repair/replace substandard infrastructure, streets, sewers, etc. and cost to extend services) from a fiscal and operations perspective?
- As Urbana continues to grow, what will be the impact to the current infrastructure of roads and utilities. To what extent will existing infrastructure need to be upgraded and where is Urbana best suited to accommodate new growth where infrastructure is already built and paid for?



Chapter 6 Economic Development



Introduction

Urbana enters the 21st century with great opportunities knocking at its door. For reasons that range from hard work, commitment, and skills of Urbana's citizens, businesses, city officials, and staff to simply good fortune, Urbana's economic forecast is very optimistic. A combination of responsible fiscal management by the City and other taxing districts together with implementation of strategic economic development plans, programs, and projects (including business retention and attraction, financial and technical assistance, marketing, annexation, rezoning, and redevelopment) has contributed to a reduction of the property tax rate over the last several years.

Urbana has many important economic assets. In addition to the City's major employer, the University of Illinois, the City also has major employers in the healthcare industry, a rich mix of creative locally-owned businesses, and some solid manufacturing and distribution businesses. Moreover, Urbana survived the early 1990's recession better than many communities in the region.

However, there are significant concerns, sometimes unpredictable, just beyond the horizon that threaten Urbana's economic welfare. For example, the City recently faced a proposal by Urbana's largest source of real estate taxes to seek tax-exempt status. While the City of Urbana took great strides to remedy these concerns, they have not disappeared and offer a reminder that the City faces many challenges as it strives to provide its citizens with all the amenities they desire and the economic opportunities to grow.

We may think Urbana represents the best of small town living combined with the University of Illinois and its educational, cultural, and recreational assets typical of America's largest cities. At least that appears to be a theme that seems to attract and keep many residents in the community. In this chapter of the existing conditions report, we will focus primarily on quantitative values of economic development but this in no way is intended to minimize the important value of less measurable or intangible conditions and perceptions that affect the community's economy and economic development plans.



Table 6-1: Largest Area Employers

Area Name: Champaign-Urbana MSA

Largest Private Employers	Products/ Services
Bell Sports, Inc.	SPORTING AND ATHLETIC GOODS, NOT ELSEW
Caradco	MILLWORK
Carle Clinic Association PC	OFFICES AND CLINICS OF DOCTORS OF MEDI
Christie Clinic/Sowest Champ.Offi.	OFFICES AND CLINICS OF DOCTORS OF MEDI
Flex-N-Gate	MOTOR VEHICLE PARTS AND ACCESSORIES
Hobbico Inc.	TOYS AND HOBBY GOODS AND SUPPLIES
Kraft Foods	NATURAL, PROCESSED, AND IMITATION CHEE
Plastipak Packaging, Inc.	PLASTICS BOTTLES
Provena Hospital	GENERAL MEDICAL AND SURGICAL HOSPITALS
Rantoul Products, Inc.	MOTOR VEHICLE PARTS AND ACCESSORIES
Solo Cup Co (Corporate Office)	PLASTICS PRODUCTS, NOT ELSEWHERE CLASS
Supervalu , Inc.	GROCERY STORES
The Carle Foundation Hospital	GENERAL MEDICAL AND SURGICAL HOSPITALS
Wal-Mart Stores Inc.	DEPARTMENT STORES

Source: Economic Information & Analysis, IDES



Table 6-2: Top Urbana Employers

COMPANY NAME	YEAR 2000
Top Ten Public Employers	
University of Illinois at Urbana-Champaign	16,232
Champaign County	750
Urbana School District # 116	739
NCSA	450
Urbana Park District	310
City of Urbana	225
Champaign-Urbana Mass Transit District	215
WILL AM-FM-TV	90
Urbana Free Library	75
Urbana & Champaign Sanitary District	70
Top Ten Private Employers	
Carle Clinic Association	2,426
Carle Foundation Hospital	2,027
Provena Covenant Medical Center	1,450
Supervalu - Champaign Distribution Center	755
Flex-N-Gate	750
Solo Cup	550
Schnucks Markets, Inc., Urbana	400
Busey Bank	370
Tri Star Marketing	325
Health Alliance Medical Plans	280

History

It is important to touch upon the history of Urbana as it relates to economic development today. The two early events included the designation of Urbana as the seat of Champaign County government and the decision to locate the Illinois Central Railroad west of Urbana, a decision that soon moved the commercial center of the region from Urbana to West Urbana, renamed Champaign. About this time, the University of Illinois was established between the two cities and quickly rose in stature among the nation's premier institutions of higher learning. During the 1950's, the twin cities competed for the alignment of two new interstate systems. While it was first determined that the





highways would be located north and west of Urbana, the interstate eventually was located west of Champaign. The interchange of I-57 and I-74 and the events that preceded it ensured that Champaign would be the center of commerce in the region.

By the 1960's, Urbana was considered to be the bedroom community of its more commercialized neighbor to the west. Its politics were also becoming distinctly different from that of Champaign. The Urbana Chamber of Commerce and Urbana businesses engaged in one of the more ambitious economic development projects in the City's history when it cleared nine city blocks downtown to construct one of the first enclosed shopping malls in the United States. Lincoln Square Mall enjoyed years of prosperity as a retail center until another type of shopping mall was built somewhat over a decade later. The introduction of Market Place Mall, one of the early giants of regional shopping malls, was built along Interstate 74 in Champaign and moved key anchor stores out of both city's downtowns, which quickly contributed to a decline of the central business districts as the retail centers of their respective communities. By the end of the 1970's, both cities were witnessing the decline of their centers, and even Lincoln Square Mall, with Carson Pirie Scott providing a solid anchor, could not withstand the shift in the consumer's preference to drive to the shopping centers located on the edges of the community.

State of the Local Economy

The overall fiscal position of the City of Urbana remains sound, due to a number of underlying factors both long-term and short-term.

- A stable state economy and a local economy insulated from the peaks and valleys of economic cycles due to a dominance by the University of Illinois and government payrolls, agriculture, and a steadily growing regional health care industry.
- Stability in the revenue mix of real estate, utility and sales taxes, user fees, and government transfers. City policy is to fund basic governmental services that provide a benefit to the entire community from general revenues. A service in which a specific benefit can be measured for a specific user shall be funded from user fees and charges, if reasonable and practical. The schedule of user fees is reviewed annually and adjusted if costs warrant, also considering what other governments or private industry may charge for comparable services.
- Relative stability in continuance of federal and state revenue sharing such as community development block grant and state income tax payments.
- Insignificant municipal debt other than revenue-backed TIF bonds. Currently, no debt service is being retired by property taxes. The City policy is to pay for capital improvement projects with available cash. The City may lend its general obligation debt guarantee to revenue supported debt if interest costs can be reduced.



Inter-fund borrowing will be considered where the borrowing may reduce costs and staff time, when the borrowing will not adversely impact other planned expenditures or needs, and when the level of reserve funds are not reduced to the point where the City's bond rating or ability to respond to unusual emergencies may be affected.

- Continued strong emphasis by the administration on utilization of new technologies and innovative ideas in order to control costs and adapt to changing municipal priorities and needs. An example was adoption of a 12-hour work shift in the Police Department. This allowed a more efficient manning schedule that permitted more officers to be at work during periods when the public requirement was highest.
- Satisfactory financial reserves (see section on general reserve funds in this plan for further explanation).
- Growth of Urbana's Equalized Assessed value (EAV). This is important because as EAV grows, the total amount the City receives from property tax can be increased without increasing the amounts paid by individual homeowners. Growth in the EAV occurs for two reasons:
 - Annexations, new construction, and improvements to real estate. The City wants to be able to capture property tax on these properties, because it represents new additional revenues, it may increase service costs in the form of additional public safety or public works maintenance over the long-term, and it will lead to lower taxes for current homeowners.
 - Inflationary increases in the value of current real estate. EAV by law is supposed to increase proportionally (1/3) as the fair market value of the property increases.

Mainly because the City has aggressively pursued annexations and economic development projects where the cost/benefit analysis warranted, the City's EAV has increased an average of 5.6% annually over the past 5 years. It is not unwarranted to expect EAV growth in the next few years to continue at similar rates.

Available Buildings and Sites

Availability

The good news is that Urbana has few vacant commercial or industrial buildings. The bad news is that Urbana has few vacant commercial or industrial buildings. Like the labor force issue, the lack of supply of commercial and industrial space for rent or lease actually makes it difficult for businesses to locate in Urbana. Urbana also experiences a low availability of available office space.



Another effect of a limited supply of space is the higher lease rates that may or may not accurately reflect market demand, but in any case discourage occupancy of the limited supply of space. An example of how the market has impacted economic development could be seen over the past ten years when downtown Urbana had few spaces available while downtown Champaign was still experiencing high vacancy rates. As entrepreneurial businesses began to flourish in the 1990's, downtown Champaign buildings could be leased or sold for half the cost of similar space in downtown Urbana. It is now evident that, as space in downtown Champaign is occupied and improved and vacancy rates decline, downtown Champaign's lease rates are rising to a level similar to those in Urbana.

Build It and They Will Come

While the City of Urbana has limited available buildings and sites for immediate occupancy or use by businesses, the City seeks opportunities with developers and landowners to promote speculative building in the commercial, retail, and industrial sectors. A growing trend in America is to provide speculative buildings that are readily available to attract new businesses or retain expanding existing businesses. If the City and landowners want to place themselves in position to compete with other communities, developers need to consider the "Build It and They Will Come" strategy, which has inherent risks. In the case of industrial building inventories, large warehouse and distribution companies are interested in our community's strategic geographic location and interstate access, which allows shipping and receiving to 75% of the United States within two days. Canadian National rail provides access to key ports of entry in every section of North America. Major distribution companies are seeking facilities ranging from 80,000 square feet to 500,000 square feet to handle just-in-time inventories that manufacturers and retailers demand. Apollo Subdivision, a metro zone location, is one example of an industrial park constructing such speculative facilities. In the case of office building inventories, few speculative building projects are available beyond the high technology parks located in the community and University of Illinois. The City of Urbana seeks to promote viable commercial, office, and industrial projects for economic development. Current land use patterns, incentive policies, and zoning regulations promote and permit such construction and development.

Technology and Office Parks

Local telecom companies have made significant fiber investments along important corridors in the City in recent years. The majority of high tech "start-up" companies occupy smaller premises, but they do need services. The University of Illinois and Parkland College provide the educated labor pool for such firms. It should also be noted that an economic development goal of the University of Illinois and State of Illinois in creating the Research Parks in C-U was to retain our graduates in the state after graduation by providing viable employment opportunities. Urbana is in an excellent position to take advantage of these programs and opportunities.



Other than the University's proposed North Campus Research Park (North Center) adjacent to the Beckman Institute there are few opportunities in Urbana for the type of office space and high-speed connectivity that can meet the anticipated demand for new tech companies at this time. The University's South Campus Research Park in Champaign is now the focus of new building projects that are intended to provide much of the supply for technology companies that are expanding or relocating to the area, including the recently completed facility for Motorola, which recently moved out of Urbana. Corporate Centre, now under construction at the southeast quadrant of the I-74 and I-57 interchange in Champaign offers a highly visible setting for office development.

One interesting exception to the newer technology park developments can be found in downtown Urbana where small start-up technology companies are tucked away in alleys and upper stories of the older commercial buildings, preferring the amenities that the downtown area provides. One example of such a company is RoundTable Media, which occupies the former Cinema Theater, with an entrance onto Goose Alley. It provides new media services to clients, including NASA.

Redevelopment Sites

Most of the identified redevelopment sites within Urbana have already been developed or are in some stage of proposed development. Redevelopment sites are typically a group of blighted commercial and industrial properties that require consolidation and significant infrastructure improvements. They are primarily located in Urbana's downtown Tax Increment Finance (TIF) District #2. At this time, there are some industrial areas outside of the TIF District that could be redeveloped. The south side of East University Avenue, where the recently vacated Motorola facility is located, is one possible area for future redevelopment. In some cases, these areas may require environmental remediation and are often referred to as "brownfield sites."

Industrial Land

Currently, Urbana has only five industrial sites with a total of 250 acres available for sale and development. All of these sites were annexed to the City within the last decade with the exception of one that is proposed to be annexed. Champaign currently has over 2,000 acres of industrial land available.

(Source: Economic Partnership Sites Inventory)

There is a perception by some in the development community that industrial land sites are priced too high compared to other communities, which places the City at a strategic disadvantage in attracting industrial partners. It should be noted that land price is only one of the key criteria in site selection. Available utilities and services, topography, access to interstate, labor pool, labor rates, construction costs, and incentives are more



important criteria to Fortune 500 companies, since numerous communities and states are providing land at low or no cost. The land price is just one element in the decision making process.

It should be noted that staff attempts to work in collaborative efforts with landowners and developers to find solutions to create economic development opportunities. The City has the mechanisms and staff to implement economic development strategies but can only utilize them when landowners and developers cooperate.

Sales Tax Revenues

Sales tax revenue produces roughly 29% of general fund operating revenues and 22% of the total annual revenues of the City. Of note is the percentage of sales tax in Urbana that is generated from sales of groceries, medicines, restaurants, and bars. This percentage is 45%, which is considerably higher than both the state average of 33% and the Champaign County average of 21%.

Figure 6-1 illustrates the relationship between sources of retail tax generators for the City of Urbana. The category entitled “other” includes receipts from general merchandise sales, which includes durable goods, clothing, construction materials, and general retailing.

Figure 6-1: Sales Tax Revenue Distribution

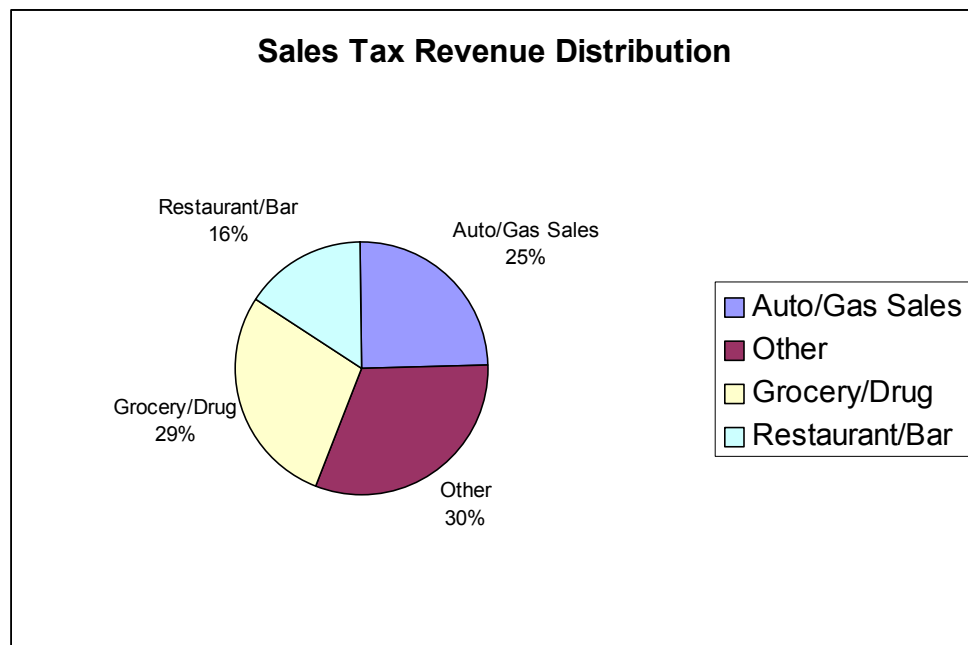




Table 6-3 shows a list of retail sales volume by category for the cities of Urbana and Champaign. This list has been derived from *Retail Sales Tax Receipts* published by the Illinois Department of Revenue (IDOR) for fiscal years 1998 and 1999. A state retail sales tax rate of 5% is applied for all categories other than food, where a rate of 1% is applied. Note that no external factor other than state tax rates has been considered in deriving the retail sales from the state retail sales tax receipts. Thus, the retail sales presented here do not include any tax-exempt sales. The sales tax receipts are categorized by Standard Industrial Classification (SIC) codes for fiscal years 1998 and 1999.

Table 6-3: Retail Sales by Volume

Retail Sales Volume, Urbana City: Fiscal Year 1998 – 1999

	1998	1999	Change 1998 – 1999	
			(\$)	(%)
Total Sales	\$270,639,715	\$281,339,909	\$10,700,194	4.0%
Number of Businesses	927	835	-92	-9.9%
General Merchandise	\$16,752,519	\$16,362,714	-\$389,805	-2.3%
Food	\$85,584,485	\$81,813,568	-\$3,770,917	-4.4%
Drinking & Eating	\$41,446,358	\$41,944,623	\$498,265	1.2%
Apparel	\$3,873,220	\$3,874,512	\$1,292	0.03%
Furniture & Household Appliance	\$7,028,374	\$6,429,725	-\$598,650	-8.5%
Lumber, Building, Hardware	\$6,288,385	\$6,679,041	\$39,656	6.2%
Automotive & Gas Station	\$57,569,563	\$69,974,204	\$12,404,640	21.6%
Drugs & Misc. Retail	\$13,227,528	\$13,148,601	-\$78,927	-0.6%
Agriculture, Extractive & All Others	\$32,919,993	\$35,936,225	\$3,016,232	9.2%
Manufacturers	\$5,949,290	\$5,176,696	-\$772,594	-13.0%

Retail Sales Volume, Champaign City: Fiscal Year 1998 – 1999

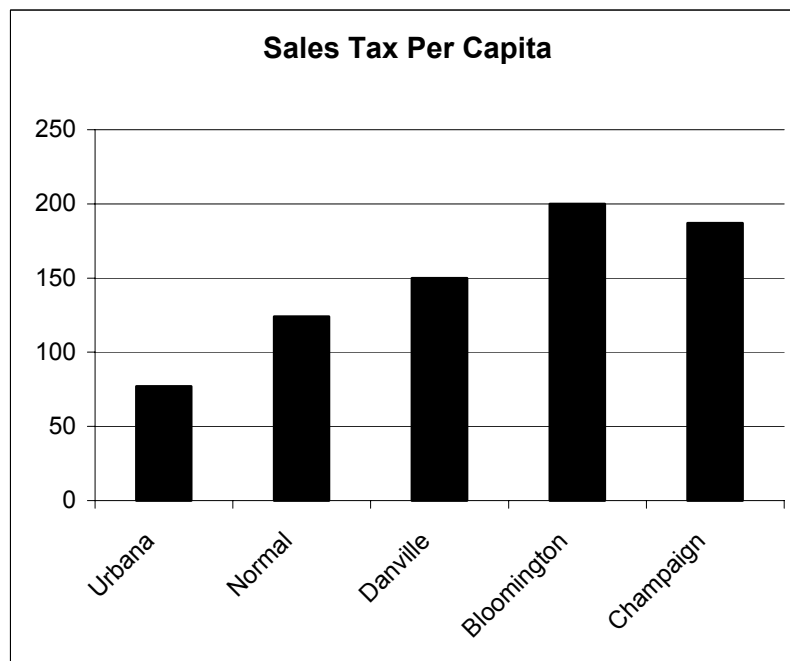
	1998	1999	Change 1998 – 1999	
			(\$)	(%)
Total Sales	\$1,076,966,868	\$1,136,226,448	\$59,259,580	5.5%
Number of Businesses	2,336	2,082	-254	-10.9%
General Merchandise	\$231,725,609	\$240,340,341	\$8,614,732	3.7%
Food	\$128,205,631	\$131,527,315	\$3,321,684	2.6%
Drinking & Eating	\$120,569,660	\$125,207,159	\$4,637,499	3.6%
Apparel	\$42,605,840	\$46,998,107	\$4,392,266	10.3%
Furniture & Household Appliance	\$93,371,072	\$100,404,613	\$7,033,542	7.5%
Lumber, Building, Hardware	\$76,184,032	\$85,464,736	\$9,280,705	12.2%
Automotive & Gas Station	\$152,072,096	\$168,434,313	\$16,362,217	10.8%
Drugs & Misc. Retail	\$105,621,318	\$110,199,321	\$4,578,003	4.3%
Agriculture, Extractive & All Others	\$115,050,649	\$116,180,346	\$1,129,696	1.0%
Manufacturers	\$11,560,961	\$11,470,196	-\$90,765	-0.8%

Source: Sales Tax Receipts reported by Standard Industrial Classification code from the Illinois Department of Revenue: FY 1998 – 1999



The chart in Figure 6-2 illustrates that Urbana is last in a comparison of taxable sales as a percent of population of selected cities in downstate Illinois. It is important for economic development planning to attempt to increase, where appropriate, the opportunities for Urbana citizens to do their retail shopping in Urbana. If Urbana were able to increase its sales tax to the state average of \$179/person instead of the current \$77, the annual sales tax would increase \$3.6 million, which is approximately 84% of Urbana's total property tax revenues.

Figure 6-2: Sales Tax Per Capita



The City of Urbana experienced a retail sales growth of 4% in 1999 - an increase of \$10,700,194 from the 1998 total. However, similar to the County and the City of Champaign, it lost 92 businesses – a loss of 9.9% during the same period.

Maximum growth is observed in the category of automotive and gas station (21.6%), followed by agricultural products (9.2%), and building materials (6.2%). The city experienced maximum loss in the category of manufacturing (13%), followed by furniture and household appliance (8.5%) and food establishments (4.4%) (see Table 6-3).

(Source: Champaign County Regional Planning Commission - State of the County Report - 2000)



Real Estate Taxes

Because of employee cost savings coupled with revenue growth in other sources such as sales and income taxes, the City has been able to gradually reduce the real estate tax rate from \$1.58 to \$1.37 over the last six years. This is desirable due to the fact that the overall tax rate (including school district, park district, and other overlapping governments) paid by Urbana citizens is approximately 12.5% higher than in Champaign. The owner of a home that costs \$150,000 will pay \$480 less annually in property tax if the home is in Champaign than Urbana. In February 2001, the Mayor recommended a 4.4% reduction in the City's property tax rate to \$1.31 from the current \$1.37. This \$1.31 rate will match the rate levied by the City of Champaign. This recommendation was being made in the belief that it is possible to maintain a \$1.31 rate over at least the next 4-5 years and still maintain the long-term financial viability of the City because of a number of reasons: (1) other City revenues have grown and are projected to generate monies sufficient to allow this reduction, (2) the City's assessed value has averaged a 5.7% annual growth over the last 10 years and 6.7% over the last 3 years, (3) this reduction will further increase growth in housing starts and assessed value, (4) due to cost savings and efficiencies the city will be able continue current services at reasonable cost increases, and (5) beginning in 2004-05, the property tax portion of the City's TIF District One will terminate and the City's share of these property taxes will revert back to the City (an additional \$102,000). Reducing the property tax would be an effective step in stimulating construction.



Table 6-4: EAV Comparison of Selected Illinois Municipalities 1994 & 2000 Data

Not Available in Electronic Format



Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Comprehensive Plan:

Goal 1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.

Objective 1.310 Recognize the fiscal implications of new developments and explore the potential for tax base sharing among units of government in the urbanized portions of the County.

Goal 3.600 To assign the costs of development to those who receive its benefits.

Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.

Policy 3.611 Designate neighborhood redevelopment areas and provide incentives for privately financed renewal in these areas.

Policy 3.612 In the planning process, evaluate the public costs and benefits of land development.

Policy 3.613 Through the Subdivision Ordinance and annexation agreements, limit the public's share of the cost for providing utilities and public services to the amount justified by the public benefit received.

Goal 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

Objective 4.110 Increase the proportion of land uses which produce municipal revenues equal to, or in excess of, the cost of required services.

Policy 4.111 Promote mixtures of compatible uses, improvements in services and facilities, aesthetics, and public convenience in existing commercial and industrial developments.

Policy 4.112 Enhance the downtown area as the City's major commercial and business center.



Policy 4.113 Facilitate expansion plans of local business, commercial, and industrial concerns.

Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment, and resources of the community.

Policy 4.212 Encourage developments whose requirements for water supply, waste disposal, land, transportation, and related services can be provided by the community's existing or potential resources.

Policy 4.213 Encourage developments which will not cause a significant deterioration of air and water quality standards as defined by the Illinois Environmental Protection Agency.

Goal 4.300 To provide fiscal and human resources adequate to implement the goals, objectives, and policies of this Plan.

Objective 4.310 Pursue alternative revenue sources such as tax base sharing.

Policy 4.311 Identify potential sources of revenue and develop strategies to realize their potential.

Goal 6.100 To increase and diversify the tax base of the City of Urbana.

Objective 6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment, and resources of the community.

Policy 6.111 Make information available on those areas of land that have the greatest potential for commercial and industrial development within the Comprehensive Planning area as determined by transportation access demands, utility requirements, availability of adequate parcel size, compatibility with adjacent land uses, market demand, and preservation of natural resources.

Policy 6.112 Support rezoning petitions for lands that have been identified as having the greatest potential within the parameters of the Plan for commercial and industrial development.

Policy 6.113 Work with appropriate agencies to promote Urbana as a good place for commercial and industrial development and to recruit suitable businesses and industries to the City.



Policy 6.114 Clarify and integrate the promotional and recruitment roles of each organization that is working on some aspect of Urbana's economic development.

Goal 6.200 To capitalize on the existing economic, educational, environmental, and personnel resources that Urbana has to offer businesses and industries.

Objective 6.210 Increase the awareness of potential developers, investors, and visitors of the special attributes which are incentives to locating, investing, staying and expanding, or visiting Urbana.

Policy 6.211 Identify those resources that make Urbana a particularly desirable place to locate or stay and expand.

Policy 6.212 Use the identified resources to sell potential investors on the desirability of locating or staying and expanding in Urbana.

Policy 6.213 Identify factors that inhibit compatible economic growth and mitigate or eliminate their impact.

Policy 6.214 Work in cooperation with appropriate agencies to promote tourism in the City.

Goal 6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.

Objective 6.310 Improve Urbana's image as a community that welcomes and aggressively pursues compatible economic development.

Policy 6.311 Identify potential financial and developmental incentives that the City Council is willing to offer developers to promote commercial and industrial development.

Policy 6.312 Identify ways in which the review of projects can be accomplished in a more timely and efficient manner.

Policy 6.313 Evaluate revisions to city ordinances, regulations, and policies in terms of potential impact on the business community and climate.

Policy 6.314 Investigate the use of economic development tools such as the creation of small business investment corporations, financing techniques for venture capital, creation of high technology industrial parks, and the development of incubator sites for new businesses and industries.



Goal 6.400 To create a more informed public on issues related to economic development.

Objective 6.410 Inform the citizens of Urbana about the positive and negative aspects of additional compatible development.

Policy 6.411 Support the preparation and distribution of information that would help Urbana citizens better understand the economic health of the community.

Policy 6.412 Work with existing commissions, committees, neighborhood associations, etc. to maximize public input in economic development plans and proposals to foster an internal commitment to those plans.

Policy 6.413 Work with the news media to report a well-balanced analysis of news related to economic development.

Goal 6.500 To support the redevelopment of downtown Urbana with particular emphasis on the Tax Increment District (TID), and Business Development and Redevelopment District.

Objective 6.510 Correct those conditions which qualify the TID as a conservation area (see Urbana Downtown - Tax Increment Area - Conservation - Redevelopment - Plans and Projects).

Policy 6.511 Prepare and implement a 5-year capital improvements plan for downtown, which will be integrated into the citywide Capital Improvements Plan.

Policy 6.512 Adopt and implement a plan to provide adequate and convenient parking for downtown and Lincoln Square.

Policy 6.513 Reconstruct and improve street, alley, sidewalk, and utility systems so as to eliminate deficiencies.

Policy 6.514 Encourage redevelopment of vacant upper stories in downtown commercial buildings.

Policy 6.515 Conduct surveys related to downtown, which might include market analyses, market capture, shopper preferences, shopper origin/destination, and downtown employee/merchant concerns.

Policy 6.516 Explore the need for additional tax increment districts in the downtown area; implement if necessary.



Policy 6.517 Explore the need for establishing special service areas in the downtown area to raise additional redevelopment revenue; implement if necessary.

Policy 6.518 Design and implement a downtown loan program utilizing TID funds.

Policy 6.519 Redefine the goals and objectives of the Urbana Business District Development and Redevelopment Commission.

Objective 6.520 Encourage private investment in the conservation of existing buildings, as well as new residential and commercial development.

Policy 6.521 Work to establish a better functional and design relationship between Lincoln Square and Main Street.

Policy 6.522 Encourage private owners to participate with the City in mutually beneficial improvements made to the right-of-way.

Goal 6.600 To arrest the spread of blighting factors throughout the City that detract from property values and discourage economic development.

Objective 6.610 Promote activities that will arrest the spread of deterioration in established commercial and industrial areas.

Policy 6.611 Survey the City to identify blighted industrial and commercial areas; integrate information with similar material which may be available from other sources.

Policy 6.612 Attempt to secure loans and grants to encourage capital improvements in blighted areas.

Policy 6.613 Enforce weed, debris, litter, and sign ordinances.

Goal 6.700 To support the retention and expansion of existing businesses and industries located in Urbana.

Objective 6.710 Adopt policies and make decisions that support existing businesses and industries.

Policy 6.711 Continue to identify the concerns of local businesspeople and industrialists.



Policy 6.712 Make available financial incentives to encourage local commercial and industrial expansion.

Policy 6.713 Encourage the use of Small Business Administration (SBA) loans when applicable.

Policy 6.714 Protect prime agricultural land from random encroachment by commercial and industrial development.

Goal 6.800 To develop a comprehensive, cohesive approach to economic development for the City.

Objective 6.810 Encourage cooperative efforts to promote economic development.

Policy 6.811 Achieve a policy commitment from the City Council that encourages economic development.

Policy 6.812 As an implementation tool of the Comprehensive Plan, prepare a comprehensive economic development plan for the City that sets the level of economic growth to be pursued by the City.

Policy 6.813 Actively work with all concerned groups to achieve their commitment to a unified approach to developing and implementing an economic development plan for the City.

1993 Extra-Territorial Jurisdictional Area Plan

Objective 15.110 Develop a method to evaluate annexations to assess their impacts to the City both from a fiscal and quality of life standpoint.

Objective 15.210. Assess the cost of annexations and developments so that developments are contributing their fair share of the increased cost of municipal services and/or capital improvements.

Objective 15.230 Amend the Land Development Code to specifically define a developer's responsibility for public improvements needed to serve new developments.

Goal 15.300 To actively seek annexation of targeted areas designated for commercial and industrial development.

Objective 15.310 Develop an annexation policy for annexable target areas for prime industrial and commercial sites.



Objective 15.320 Develop an economic development policy that establishes a direction for an aggressive City role in soliciting and creatively assist appropriate new commercial and industrial development financially, and within the limitations of the City's fiscal resources, such as bonding or through public/private ventures that guarantee a return on the City's investments.

Goal 15.400 To incorporate capital improvements needed as a result of annexation and planning efforts in the City's Capital Improvement Plan to better reflect the needs associated with annexation and development of new territories.

Goal 15.500 To encourage the development of Frasca Field and north Urbana as a prime industrial area for industrial, commercial, and aviation related uses. This area specifically includes the property north of Interstate 74 and east and west of Route 45 (Cunningham Avenue) as a prime location for commercial development.

Goal 15.600 To provide for a variety of housing types in competition with recent residential development in Champaign, Savoy, and other surrounding communities.

Goal 15.700 To create the opportunity for a variety of industrial and office developments.

Issues to Consider

- What can be done to minimize the extent and effect of tax-exempt property upon the City and its tax base? How can the University be encouraged to provide tax relief, encourage replacement of property lost to the tax rolls, and replace lost business areas?
- What can be done to encourage the continuation of Carle Hospital's property tax status?
- What can be done to retain and expand Urbana's retail tax generators?
- How can the creation of additional local jobs be encouraged?
- What can be done to encourage the creation of new commercial and industrial development locations?
- How can the plan help expand the availability of goods and services in Urbana?
- What can be done to equalize tax rates in the region?



- How can Urbana's downtown best be redeveloped to encourage new and expanded uses and to increase vitality?
- How can Urbana's other commercial centers be revitalized?
- What can be done to diversify Urbana's tax base, while retaining its quality of life?
- How can the City best work with the Chamber of Commerce and the Economic Development Alliance to promote economic development for the region as a whole?
- How should tax increment financing plans be used in the future?
- What can be done to promote entrepreneurial opportunities in Urbana?
- How can access to products and services in Urbana be improved?
- What policies should be adopted to protect existing economic investments in Urbana?
- Are other taxing bodies willing to work with the City of Urbana in the attempt to equalize tax rates in the region?



Chapter 7 The Environment

Introduction

The City of Urbana is located in a region of Illinois that is largely agricultural in terms of land use coverage. Urban development and agriculture have led to the disappearance of most natural vegetation in the area. According to the Illinois Department of Natural Resources, in comparison to other counties in Illinois, Champaign County as a whole ranks fourth in acreage in cropland (530,326), sixth in portion of county devoted to cropland (83.1%) and fifth in both row crop acreage (518,571) and portion of county covered by row crops (81.2%). Champaign County ranks 12th in total urban acreage (24,982) and 16th in percentage of urban/built-up land (3.9%). In terms of existing natural vegetation, Champaign County ranks near the bottom in forest/woodland acreage (98th) and portion of county covered by forest/woodland (101st).

The City of Urbana and its outlying area do contain distinct environments and landscapes, however. Champaign County ranks 4th in acres of perennial streams (5,750 acres). The major waterways include the Saline Branch Drainage Ditch, which criss-crosses the area north of Interstate 74 and consists of some of the more rolling countryside in the area. Additional waterways within the City boundaries include the Boneyard Creek and McCullough Creek. A portion of the Embarrass River Basin is located in the southwestern portion of the one-



and-one-half mile Extra Territorial Jurisdiction Area. The area south of Interstate 74 includes the Yankee Ridge moraine. A moraine is a crest formed by the front edge of a glacier scraping the earth like a bulldozer's shovel. Additionally, there are limited stands of prairie grass and wooded areas such as the publicly owned Brownfield Woods, Trelease Woods, and Busey Woods. Refer to Figure 7-1 for an aerial photograph of the area. The City of Urbana and the outlying ETJA, with the exception of the minor slopes along the Yankee Ridge Moraine and the rolling countryside along the Saline Branch, is very flat. The average elevation is 743 feet above sea level according to the Illinois State Water Survey (see Figure 7-2). The majority of the undeveloped and cultivated areas are classified as prime farmland, as is the majority of Champaign County.

The average yearly precipitation is 35.9 inches. The temperature ranges from an average of 26° Fahrenheit in January to 75° degrees in July. The aquifer system of the



Teays Valley, in the northwestern portion of the county, supplies most of the water for general use. The geology of the region consists of an upper bedrock surface of the Pennsylvanian geologic age, overlain by unconsolidated glacial deposits of the Kansan, Illinoian, and Wisconsinian periods. The glacial drifts consist of a heterogeneous mixture of clay, silt, sand, and gravel, with a thickness of 250 feet near Urbana. The land surface of the area has a level or gently rolling topography which generally provides inadequate drainage for storm runoff.

Soils

Soil types within Urbana are generally considered nearly level to sloping soils formed in loess and in the underlying glacial till or outwash on till plains. The soils in the Urbana area are mainly upland prairie of the Drummer-Flanagan (Boneyard Basin), Drummer-Xenia (Saline Branch), and Dana-Parr-Drummer (McCullough Basin) groups (see Figure 7-3). Drummer-Flanagan soils are characterized as dark colored and poorly drained with moderate permeability. Dana-Parr-Drummer soils are dark colored and well-drained with moderate permeability. Additionally, soils of the Drummer-Elburn-Brenton association are found in southeast Urbana and the outlying rural area. This soil association consists of soil types that are generally silty and found on outwash plains characterized by poor permeability.

In considering development in the outlying areas, soil types and their suitability and limitations should be considered. The predominant soils in the Urbana growth area are considered the best in terms of urban development potential. In comparison with other soils, these soil associations are useful for development based on the characteristics of strength, frost action, wetness, and slope. Additionally, yield per acre of crops and pasture in comparison with other soils found in Champaign County is high. Soils found near the Saline Drainage Ditch basin and other water resources are considered low in crop production potential and severe in potential building site limitations.

Hydrology

Due to the flatness of the area and poorly drained soils, the surface drainage provided by the hydrologic network has been a challenge for the Champaign-Urbana region. The hydrologic network within and around the City of Urbana consists of several river basins mentioned above.

In 1980, a Flood Insurance Study was conducted for the City of Urbana by the Federal Emergency Management Association (FEMA) (see Figure 7-4). This study investigated the existence and severity of flood hazards in the City of Urbana as an aid in the administration of the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973. The flooding sources studied were the Saline Branch, the Boneyard Creek, and McCullough Creek.



Flood events of a magnitude which are expected to be equaled or exceeded once on the average during any 10-, 50-, 100-, and 500-year period (recurrence interval) have been selected as having special significance for flood plain management and for flood insurance premium rates. The 10, 50, 100, and 500-year floods have a 10, 2, 1, and 0.2 percent chance, respectively, of being equaled or exceeded during any year. These figures reflect flooding potential based on conditions existing in the community in 1980.

Flooding of the Saline Branch usually occurs during spring thaws, when runoff is accelerated by intense rainfalls. McCullough Creek experiences overbank flooding due to short, intense thunderstorms common in central Illinois. No flood events have been measured, or high water marks recorded, on this waterway.

Boneyard Creek is a typical urbanized drainage basin, which drains about 8.3 square miles, including a significant portion of Urbana. The stream is crossed by approximately 63 bridges, many of which are undersized, so that the problem of storm drainage becomes increasingly complex. Although a major rainfall (i.e. 100-year frequency) and the ensuing runoff has not been recorded, Boneyard Creek has been subjected throughout its history to numerous rainfalls of approximately a 10-year frequency. Severe storms caused flooding in 1977, 1979, and 1990. Storms of this nature cause numerous street closings along Boneyard Creek, especially in the Campus Town area along Green Street, but result in very little overbank flooding through Urbana downstream from the University of Illinois campus area. However, overbank flooding does occur during more severe storms. In an effort to control the severity of this flooding, in 1960 a diversion structure was constructed in Champaign that diverts one square mile of the upper reaches of the Boneyard watershed area northeast to the Saline Branch. Despite this effort at flood prevention, the Boneyard still flooded into nearby streets and properties during times of heavy rainfall, causing considerable damage to the University and both cities.



Figure 7-1; Aerial Photo of Urbana

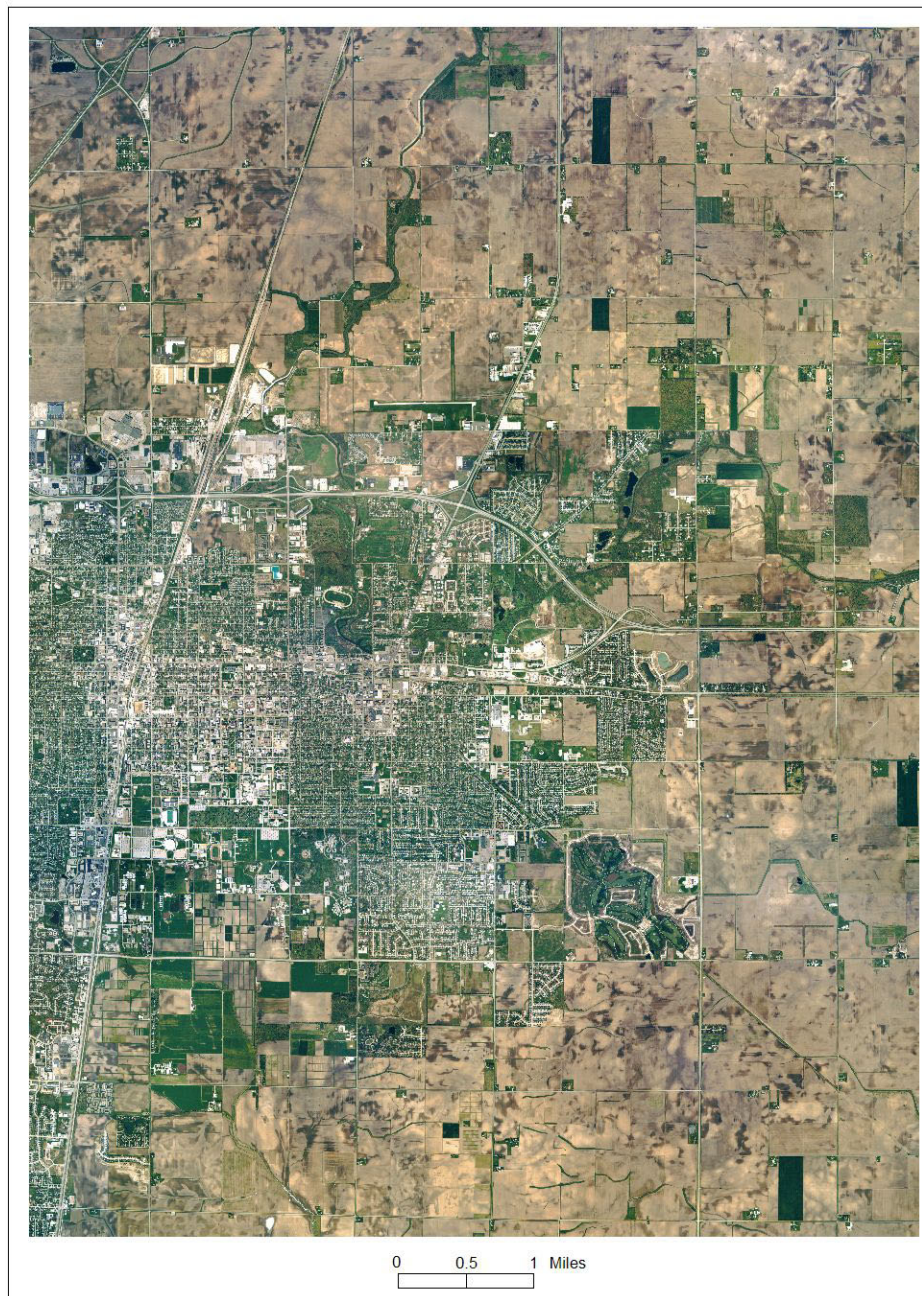


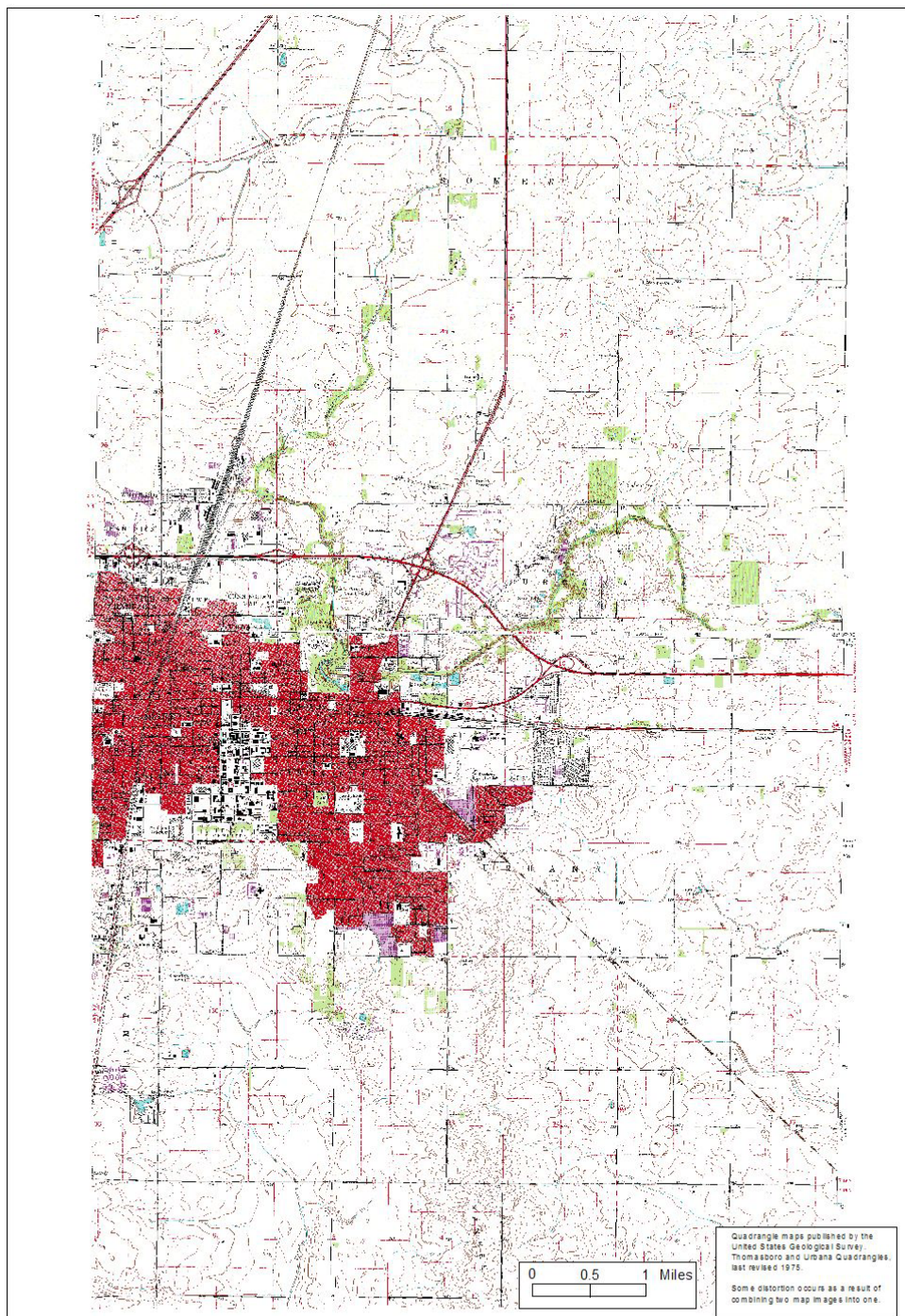
Figure 7-1 Aerial Photo of Urbana
Urbana Comprehensive Plan 2002

Prepared May 23, 2001 by Community Development Services





Figure 7-2; Topographic Map



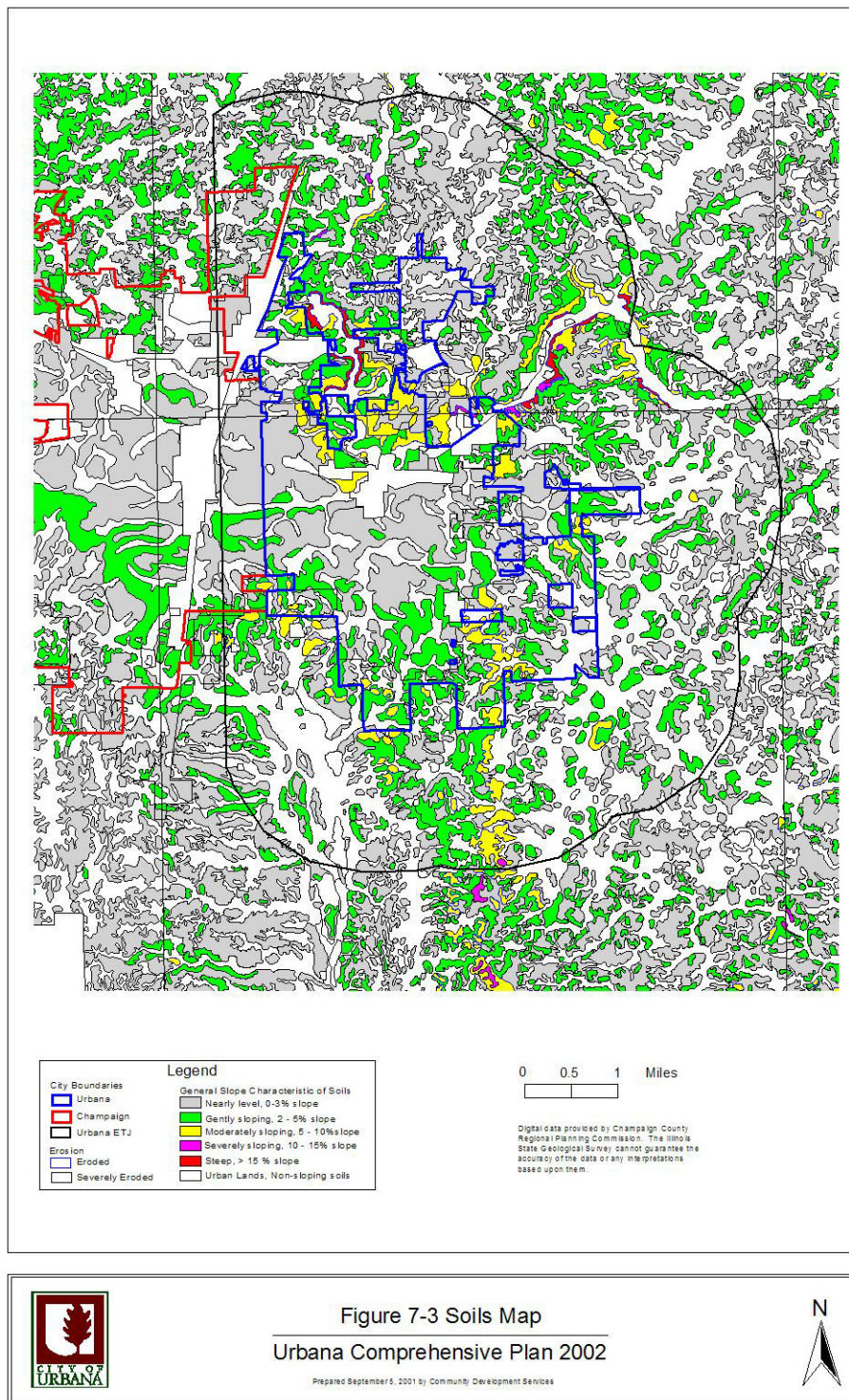
**Figure 7-2 Topographic Map of Urbana
Urbana Comprehensive Plan 2002**

Prepared April 10, 2002 by Community Development Services





Figure 7-3; General Soils Map of Champaign County





Through an intergovernmental agreement in 1976 between the Cities of Champaign and Urbana and the Urbana-Champaign Sanitary District, the Charter for the Boneyard Creek Commission evolved. In 1978, a Boneyard Creek Master Plan was prepared for use by the Commission. The purpose of the Master Plan was to develop the Boneyard "as a multi-purpose community asset for watershed management and urban beautification." The objectives of the plan were to improve flood control, improve water quality, foster creekside activities, and therefore, create a special place for the community. However, the actual implementation of the complete plan has never occurred due to the high cost of implementing the plan.

In 1979 the Boneyard Creek District was adopted as an overlay district of the official Zoning Map of the City. The adoption of this Zoning Map creates a district within which the goals and objectives of the Boneyard Creek Master Plan are to be implemented. Under the provisions of this ordinance, development within this district requires special consideration and the issuance of a Creekway Permit. The Boneyard Creek Commission recommends actions and decisions to the City Council on matters concerning the Boneyard Creek to include drainage maintenance and development in areas approximate to the Creek in accordance with the Boneyard Creek Master Plan.

Urban Forest

Urbana has received national recognition as a Tree City USA by the National Arbor Day Foundation in cooperation with the USDA Forest Service and the National Association of State Foresters every year since 1976. Urbana has also received the Tree City USA Growth Award since 1992. This award is for demonstrating progress in its community forestry program in the following activity areas: education and public relations, youth education, tree-care workshop, planning and management, tree-maintenance budget, tree planting and maintenance, recycling, and plans for donations. The growth award was created to recognize environmental improvement and higher levels of tree care in Tree City USA communities.

Urbana is enveloped by a thriving urban forest whose summer canopies shade the town. This pleasurable feature highlights a community dedicated to its urban forest and greenspace. The City of Urbana has been committed to the National Arbor Day Foundation's "Tree City USA" program since its inception in 1976. Of the 41 charter members, Urbana is one of only 17 cities nationwide to maintain the program's ongoing requirements. The City of Urbana has established a Cooperative "Share-The-Cost" Tree Planting Program, which is designed to provide an incentive to plant more trees and promote local beautification efforts.

Urbana has 95% of its parkways planted in trees, a comprehensive forestry management plan, parking lot landscape ordinances, a cooperative tree planting program, public/private greenspace partnerships and capital improvements, as well as



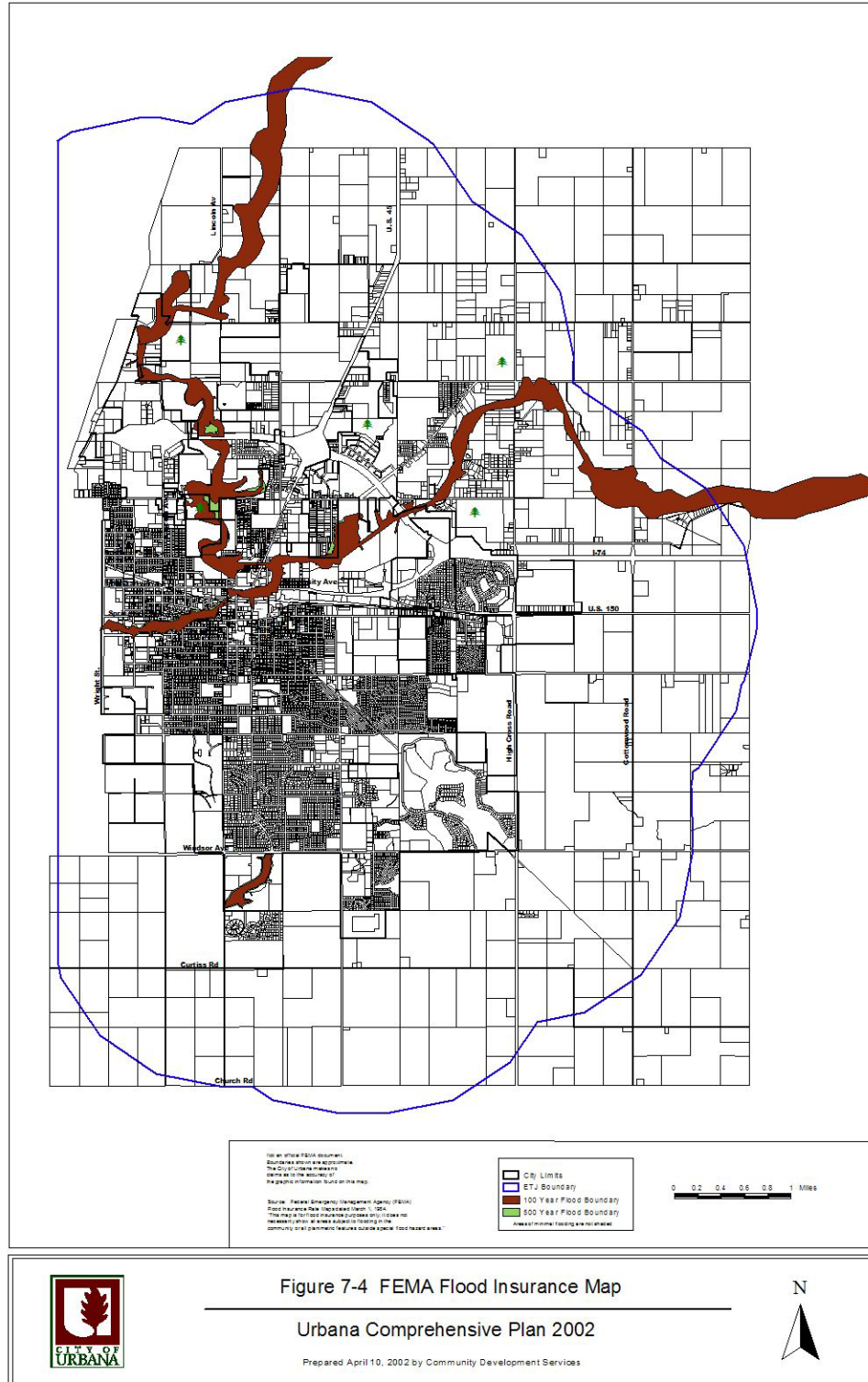
downtown tax increment financing districts (TIF's) which consider tree planting and greenspace as a part of infrastructure development. Urbana is home to over 100,000 public and private community trees.

For a city to earn the distinguished Tree City USA award, four standards must be met on an annual basis:

- Allocate a minimum budget of two dollars per capita for community tree care.
- Formalize and maintain a citizen tree board to develop and improve tree management practices.
- Implement and oversee a community tree ordinance that serves as a community's guidelines and objectives for urban tree management.
- Declare observance of a community Arbor Day through formal proclamation from the community's mayor and a public event that promotes trees.



Figure 7-4; FEMA 100-Year Floodplain Map





Conservation Measures

One tool the citizens of Urbana possess to reduce the risk of harm to environmentally sensitive areas is the CRE, Conservation-Recreation-Education Zoning District. The CRE District is intended to restrict development in areas subject to frequent or periodic floods and to conserve the natural amenities. Approximately 18% of the parcels within the City are in this zoning district. In addition, a portion of the city lies within a FEMA-designated floodway or floodplain. The CRE District is predominantly located along drainage ways within the City and the ETJA. This district alerts property owners, developers and public agencies to the special environmental needs of these areas.

Forming the basis for the CRE Zoning District is the Conservation land use designation created in the 1982 Plan and readdressed in the 1993 ETJA Plan. The Conservation District designates areas that may be environmentally sensitive. Since Urbana is surrounded by rich, level farm ground, there are few unique landscape features. The topography and environment surrounding Urbana does not include many of the environmental issues found in other communities across the nation. There are no hillside development issues, very few wetlands, and few undisturbed natural areas. The Conservation designation is generally limited to watercourses, which act as storm water drainage channels. These courses have suffered in previous years from a lack of stormwater management planning as areas developed. The City of Urbana's adoption of stormwater management regulations in the Land Development Code and Champaign County's consideration of a stormwater ordinance will help keep these streams and their associated environment from being compromised. The Future Land Use Guide of the 1993 ETJA Plan uses a tree symbol to designate stands of established wooded areas so that landowners, future developers, and government decision makers are aware of the wooded area on the development site. These include both private and public properties. In this way, sensitivity to the environment can be considered when development occurs in or near these areas.

Project Impact

Urbana was invited in December of 1998 to be the second Illinois community, and now one of 200 communities throughout the country, to join a national initiative that aims at changing the way America deals with disasters. The *Project Impact* initiative encourages communities to come together to assess their vulnerabilities to natural hazards and implement strategies to save lives and limit damage to buildings, utilities, and transportation before disasters occur.

The *Project Impact* initiative anticipates that a local partnership of government, the business community, and individual citizens will provide funding, in kind services, technical support, and labor to undertake actions to reduce the communities' risks and to encourage disaster-resistant community activities.



Urbana was chosen because of its risk for floods, tornadoes, earthquakes, and ice storms. In addition, the City has exhibited strong public/private sector relationships, has developed public education programs including videos that encourage the construction community and home buyers to utilize wind mitigation construction techniques, and is active in disaster mitigation. The community has already started taking actions to build a disaster resistant community.

Under the *Project Impact* memorandum of agreement signed in August of 2001, representatives of local, state, and federal government, as well as business and community leaders, pledged to work together to make the City disaster resistant. The leaders will continue to prioritize mitigation projects and adopt measures that further protect citizens and business from the emotional and economic effects of disasters.

Some of the projects the partners are considering, or have completed, include:

- Demonstration of non-structural earthquake damage prevention techniques
- Distribution of a locally developed wind resistant construction video
- Construction of a tornado “Safe Room”
- Underground electrical service upgrade program
- Presentation of the American Red Cross’ “Masters of Disaster” curriculum in a local elementary school

Related Goals, Objective, & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Comprehensive Plan

Goal 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

Goal 3.200 To promote development that maximizes the assets of the natural landscape and recognizes its limitations.

Objective 3.210 Protect areas that are subject to ponding or flooding from development.

Policy 3.211 Review the Subdivision Ordinance to evaluate the effectiveness of drainage controls. Revise if necessary.

Policy 3.212 Adopt a Storm Water Control Ordinance.



Policy 3.213 Continue to carefully administer the Flood Plain Management Ordinance.

Objective 3.220 Protect areas from development where native stands of prairie or forest still exist.

Policy 3.221 Work with the Urbana Park District, Champaign County Forest Preserve and Boneyard Creek Commission to designate and protect areas of natural significance.

Objective 3.230 Encourage subdivision plats, Planned Unit Developments (PUD's), Special and Conditional Use, and annexation agreement site plans that are in harmony with existing natural features.

Policy 3.231 Review subdivision plats and PUD, Special and Conditional Use and annexation agreement site plans for their attention to design that is in harmony with the natural landscape.

Policy 3.232 Amend the Subdivision Ordinance to provide for a variance procedure to allow for greater variety of design that harmonizes with the natural landscape.

Goal 3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized.

Objective 3.420 Designate areas where the conversion of agricultural land to an urban use should be minimized.

Goal 3.500 To minimize non-productive and under-productive uses of land.

Objective 3.510 Reduce the future amount of land devoted to landfills and sewage treatment plants.

Policy 3.512 Participate in and financially support recycling projects.

Policy 3.513 Investigate alternative technological approaches to the disposal of solid and chemical wastes, sewage treatment, and recycling.

Policy 3.514 Provide financial support for neighborhood clean-up programs, with particular emphasis on Community Development target areas.

Policy 3.515 Enforce regulations prohibiting the unauthorized disposal of refuse, junk, and debris.



Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment, and resources of the community.

Policy 4.213 Encourage developments which will not cause a significant deterioration of air and water quality standards as defined by the Illinois Environmental Protection Agency.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.120 Promote residential development patterns which preserve and improve environmental quality and protect natural resources.

Policy 5.123 Protect prime agricultural land from random encroachment by residential development.

Objective 5.130 Promote land use patterns which conserve energy.

Policy 5.134 Revise codes and ordinances as necessary to promote land use patterns that conserve energy.

Goal 6.600 To arrest the spread of blighting factors throughout the City that detract from property values and discourage economic development.

Objective 6.610 Promote activities that will arrest the spread of deterioration in established commercial and industrial areas.

Policy 6.613 Enforce weed, debris, litter, and sign ordinances.

Goal 6.700 To support the retention and expansion of existing businesses and industries located in Urbana.

Objective 6.710 Adopt policies and make decisions that support existing businesses and industries.

Policy 6.714 Protect prime agricultural land from random encroachment by commercial and industrial development.

Goal 7.100 To provide for the safe, efficient, and cost effective movement of people and goods within, through, and around the City.



Objective 7.110 Reduce conflicts among transportation modes.

Policy 7.112 In order to encourage the use of bicycles as a safe, efficient, and fuel saving mode of transportation, provide for linkage between components of the existing bikeway system and between areas of the City that generate the largest amount of bicycle traffic.

Goal 8.200 To encourage and support the extension of sanitary sewer facilities only in areas deemed suitable for urban development.

Objective 8.210 Provide for the needs of the future population and of expanding commerce and industry.

Policy 8.212 Encourage and support new sanitary sewer facilities in areas contiguous to existing development, and where urbanization does not conflict with the preservation of natural resources.

Goal 9.100 To protect life and property from storm and floodwater damage.

Objective 9.110 Provide continuity of service and uniform protection from flooding to all residents throughout the City.

Policy 9.111 Improve storm sewer facilities in developed areas as part of the conservation and redevelopment of these areas.

Objective 9.120 In new developments, provide storm sewer facilities to handle the run-off of storms which occur at five-year frequencies.

Policy 9.121 Discourage urban development in Special Flood Hazard Areas (SFHA).

Policy 9.122 Encourage the utilization of Special Flood Hazard Areas for recreation and open space purposes.

Policy 9.125 Coordinate storm water planning and management with other appropriate agencies, drainage districts, units of government, and the Boneyard Creek Commission.

Goal 9.200 To protect ground and surface waters from flood and storm related pollution.

Policy 9.222 Prevent the storage of waste and other noxious materials where they can pollute ground and surface water.



Goal 10.300 To assist in improving the level of maintenance of each park site.

Objective 10.310 Promote the development and maintenance level of each park site.

Policy 10.312 Enforce City junk, debris, and weed ordinances.

Goal 12.100 To guide new developments so as to promote the most efficient use of energy.

Objective 12.110 Regulate the use of land in ways that will promote compact urban design which minimizes the demand for energy and maximizes its efficient use.

Policy 12.111 Encourage land use arrangements and densities that facilitate provision of energy efficient public transportation.

Goal 12.200 To encourage the efficient use of energy by both private and public users through careful site planning.

Objective 12.210 Promote design and construction practices which effectively utilize all energy sources.

Policy 12.211 Review, and where necessary revise, municipal codes and ordinances to promote the use of active and passive solar energy.

Policy 12.212 Encourage site planning, design, and construction which utilize natural lighting, reduce the effects of exposure to extreme weather conditions, and reduce the demand for artificial heating, cooling, and ventilation.

Policy 12.213 Promote the use of landscaping to reduce the adverse effect of weather conditions.

Policy 12.214 Identify and promote the potential use of centralized heating and cooling facilities to serve building complexes.

Objective 12.220 Promote the efficient use of energy in the provision of community facilities and services.

Policy 12.221 Identify and implement programs to reduce energy consumption in public buildings.

Policy 12.222 Identify and implement programs which reduce energy demands, while not sacrificing public safety for street lighting systems.



Goal 13.100 To protect the quality of the environment including air, water, and land.

Objective 13.110 Establish environmental quality standards and identify specific targets to attain those standards.

Policy 13.111 Cooperate with other governmental units and agencies in the identification of specific land use planning measures that can be applied to attain standards and targets for environmental quality.

Policy 13.112 Continue to implement the Arbor Division Goal of optimizing the tree, shrub, and other plant resources of the City through the planning and implementation of maintenance, removal, and beautification programs.

Boneyard Planning District (from the 1982 Comprehensive Plan)

Goal: The development of the Boneyard Creek as a multipurpose community asset for watershed management, recreation, and urban beautification.

Objectives

1. Flood Control

To limit the 10-year design flood conditions to the confines of a minimum Boneyard corridor. To obtain additional capacity wherever it can be achieved at no significant additional cost. To tailor the specific control systems to the natural setting and particular needs of the individual reaches. To minimize flow peaks where justified through detention basins. To limit drainage to flow conveyance corridor during severe storms. To minimize erosion problem conditions.

2. Water Quality

To improve overall water quality in terms of its overall chemical pollution. To improve the visual quality of the water for recreational and other uses. To minimize quality problems caused by urban run-off.

3. Activities

To foster the development and promote the use of the Boneyard Creekway corridor as a focus for various activities such as:

A public pedestrian and bicycle circulation way. An urban amenity for community recreation needs. An asset to the development potentials and activities associated with the existing and potential future adjoining land uses.



4. A Special Place

To foster the development of the Boneyard as a special place of unique character, thereby contributing real benefits to community life and helping to strengthen economic vitality.

Recommendations

1. An early action flood control project and its associated streamway development to demonstrate the plan's potential and to act as a catalyst for subsequent improvements.
2. The creation of a Boneyard Zoning District to foster quality private development of the Boneyard corridor and to establish basic regulations regarding its use and set-back requirements.
3. The continuation of an inter-municipal and intergovernmental commission to continue to lobby for and coordinate future Boneyard developments.
4. The resolution of existing jurisdiction disputes relating to Creek maintenance so that both the improved stream hydrology and the channel banks are adequately maintained.

1993 ETJA Plan

Goal 15.600 To provide for a variety of housing types in competition with recent residential development in Champaign, Savoy, and other surrounding communities.

Objective 15.610 Provide greater flexibility to developers in the design of housing densities and housing types within developments by amending the Subdivision and Land Development Code to allow zero lot line and attached housing. Encourage the use of landscaped open space and common areas to minimize the impacts normally associated with increased densities.

Goal 15.800 To protect and preserve the stands of wooded area in the ETJA from the negative impacts of development and public improvements.

Objective 15.810 Review development proposals and public improvement projects for sensitivity to the surrounding environment, especially the established wooded areas such as Brownfield Woods and Busey Woods.



Issues to Consider

- What impacts do new and existing developments have on the natural environment?
- Are there appropriate stormwater management policies to control flooding around the waterways?
- Are existing wooded areas being adequately protected?
- Is there an appropriate level of support for our urban forestry programs?
- Can we expand on the success of the Project Impact program?
- How can conservation areas best be designated for the purposes of pollution prevention and environmental preservation?
- How can local water quality be protected?
- What specific conservation measures should be enacted?
- How will the county's efforts to preserve prime farmland impact the growth of Urbana along the perimeter?
- Is the City of Urbana willing to create a separate conservation zone?
- Is the City committed to maintaining its Tree City USA designation?



Chapter 8 Transportation

Introduction

Planning for transportation needs in Urbana is undertaken both by the City and by the Champaign-Urbana Urbanized Area Transportation Study (CUUATS). CUUATS was established in 1964 in response to the Federal Aid Highway Act of 1962. CUUATS is charged with maintaining a comprehensive, coordinated, and cooperative transportation planning process in the metropolitan area. It is staffed by transportation planners and engineers working within the framework of the Champaign County Regional Planning Commission.

The Policy Committee of CUUATS consists of the mayors of Urbana, Champaign, and Savoy; the County Board Chair; and representatives of the Champaign-Urbana Mass Transit District, Illinois Department of Transportation – District 5, and the University of Illinois. The Technical Committee of CUUATS is represented by the Urbana City Engineer and Urbana City Planner, as well as staff from other member agencies.

Consistent with federal requirements, CUUATS prepares and adopts a long-range transportation and mobility plan for the Champaign-Urbana-Savoy-University of Illinois Area. The most recent edition of this plan was issued in December 1999 and is entitled “C-U in 2030.” This report provides valuable background information and policy direction for the Urbana Comprehensive Plan.

The Urbana Comprehensive Plan also provides policy direction for transportation issues within the city limits and the extra-territorial jurisdiction planning area. It includes a Roadway Plan, which depicts the location of existing and planned future transportation routes categorized by functional classification. These roadway designations are consistent with existing and proposed future land uses, as envisioned by the Comprehensive Plan.

A related planning document prepared by the Champaign County Regional Planning Commission addresses pathways and bikeways in the Champaign-Urbana-Savoy-Mahomet area. This document, entitled “Champaign County Regional Natureways, Bikeways, and Trails (NBT) Plan,” was prepared in August 1999. The NBT Plan was prepared with the direction of a task force, including representatives from the City of Urbana. It provides guidelines for the placement of future recreational trails, bike trails, bike routes, and greenways.



Roadways

Interstate access to Urbana is provided by Interstate 74, which extends east to Danville and Indianapolis and west to Bloomington/Normal, Peoria, and the Quad Cities. Interstate 74 interchanges with Interstates 72 and 57 five miles west of Urbana, providing access to Chicago, Springfield, southern Illinois, and Missouri.

U.S. routes in Urbana include Route 45 (Cunningham Avenue), which extends north to Rantoul and south to Savoy; and Route 150 (University Avenue), which extends east to St. Joseph and Danville and west to Champaign, Mahomet, and Bloomington/Normal. Other major highways in Urbana include State Route 130 (High Cross Road), which extends south to Villa Grove and Charleston.

The Illinois Department of Transportation (IDOT) has jurisdiction over the interstates, U.S. routes, and state routes in the Urbana planning area. Other roadways in the planning area and outside of the corporate limits are the jurisdiction of either Champaign County (for county routes) or of the townships. The Urbana planning area includes portions of the Townships of Somer and Urbana. Each township has a Road District Commissioner, a Township Supervisor, and a Board of Trustees.

Within the city limits, the City of Urbana has jurisdiction over all (non-state, non-university owned) public arterial, collector, and local roadways. Arterials are major streets that are used primarily for through traffic. The Comprehensive Plan makes a further distinction between major or principal arterials and minor arterials. Major arterials are designed to carry the majority of trips entering and leaving the urban area, as well as the majority of those bypassing the central business district. Minor arterials interconnect with the major arterials and provide for trips of moderate length. Collectors are streets that are used to carry traffic from local streets to the system of arterials. Local streets are used primarily for access to abutting properties. An illustration of these different road classifications is shown in Figure 8-1.

Roadway construction requirements and standards in Urbana and its planning area are addressed by the Urbana Subdivision and Land Development Code. This Code requires that developers improve existing roadways and construct new roadways to the functional classification level identified by the Comprehensive Plan, as necessary to serve new development. Table 8-1 illustrates the current roadway standards required by the Code, which is proposed to be amended to require a 28-foot minimum paved width for local residential streets, rather than 31 feet, and to require barrier-type curbs along all roadway types.

CUUATS has published draft access management guidelines to manage access to developed lands while preserving the flow of traffic on surrounding road systems in terms of safety, traffic capacity, and speed. The guidelines are meant to balance the access and mobility requirements of streets and roads. The access management



guidelines report also presents requirements for traffic impact analyses (TIA's) for new development and for corridor preservation. The Urbana Subdivision and Land Development Code requires TIA's for new developments that are considered by the City Engineer to hold the potential for significant traffic impacts. Corridor preservation is a means of coordinating land use and transportation planning efforts along major traveled corridors, so that access is restricted before safety problems develop or worsen.

The Urbana Zoning Ordinance regulates off-street parking and parking lot design. Off-street parking space provision is related to the type of land use and its expected traffic generation. The Zoning Ordinance also contains requirements for screening, landscaping, and tree planting in parking lots.

Planned Improvements

The Roadway Plan of the Urbana Comprehensive Plan, as amended, is depicted in Figure 8-2. This figure shows proposed arterials (major and minor) and collectors in the planning area, as depicted in the 1982 Comprehensive Plan and as amended by the 1993 ETJA Plan. It should be noted that some of the roadway extensions shown may no longer be viable, given development that has occurred since the 1982 and 1993 Plans were adopted (e.g., the Stone Creek subdivision developed with a looped, rather than a grid roadway pattern). In addition, the roadway designations do not cover the entire current one-and-a-half mile planning area of the City.

Map 4.1 of the C-U in 2030 Plan shows functional classifications in the larger metropolitan area. This map indicates areas of future road construction in Urbana, including the extension of Lincoln Avenue north to Olympian Drive; construction of a new Olympian Drive from Cunningham Avenue west to the corporate limits (and extending west to I-57); extension of Florida Avenue east to High Cross Road; extension of Smith Road south to Florida Avenue; and connection of Illinois 130/Interstate 74-Spur north and east to High Cross Road.

Map 4.3 of the C-U in 2030 Plan shows proposed future long-range transportation improvements for the metropolitan area. This map depicts improvements to existing roadways, as well as planned new road construction. A summary list of planned improvements for Urbana, as identified in C-U 2030, is shown here in Table 8-2.



Figure 8-1. Street Design Elements Illustration from Subdivision Ordinance

Not Available in Electronic Format



Table 8-1; Minimum Street and Alley Design Standards

Not Available in Electronic Format



Figure 8-2. Roadway Plan

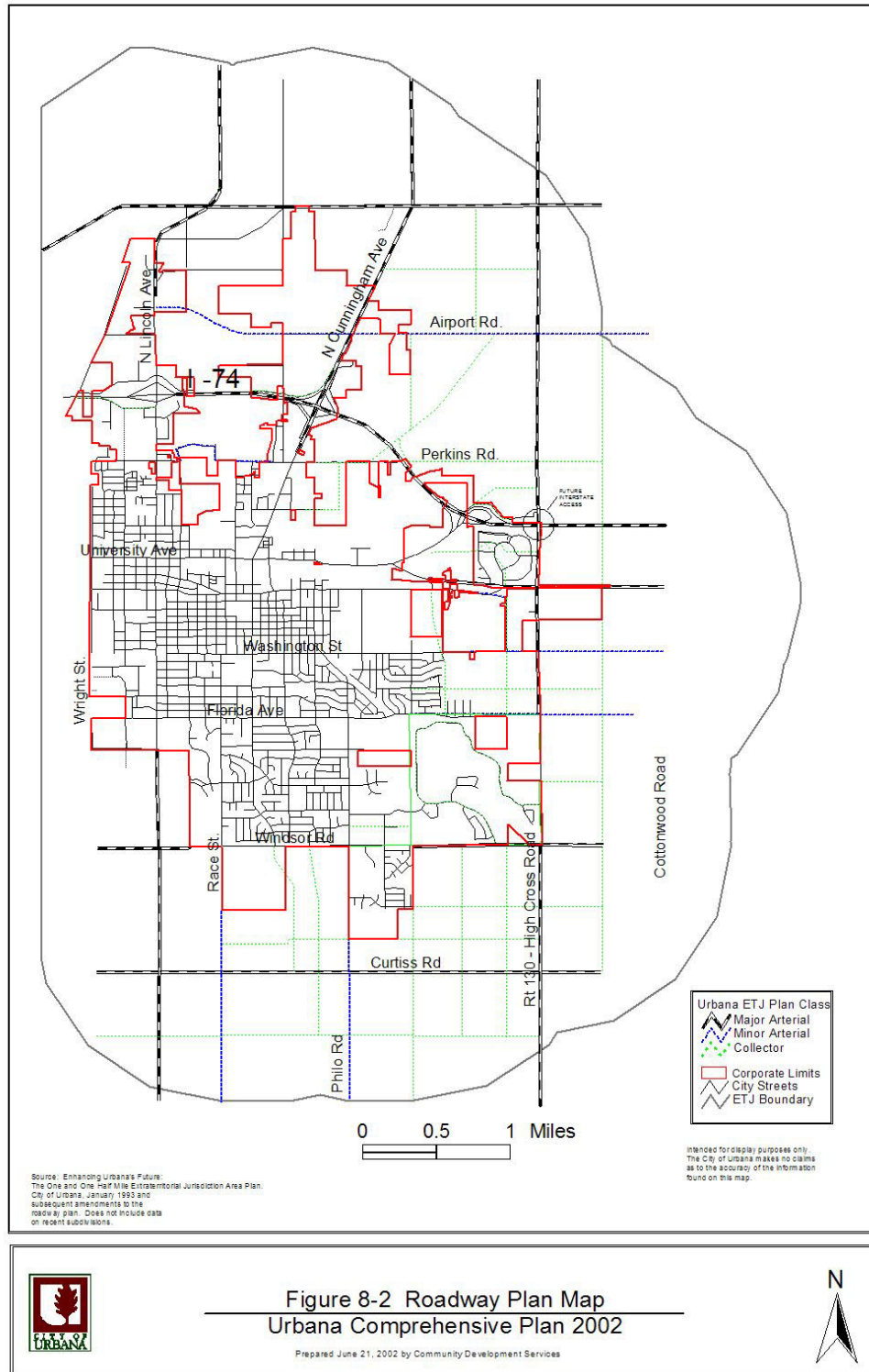




Table 8-2. Projected Roadway Improvements in C-U 2030 Plan

ROADWAY	PROJECTED IMPROVEMENT
CAMPUS AREA/TRAFFIC MANAGEMENT PROJECTS	
Green Street (Wright to Lincoln)	Reconstruct with two travel lanes, a turning lane, and parking/bicycle connections
Mathews Avenue (Green to Nevada)	Safety improvements
Goodwin Avenue	Traffic calming
Springfield Avenue (Wright to Lincoln)	Safety improvements
Lincoln Avenue (Florida to Illinois)	Traffic signals, intersection improvements
Lincoln Avenue (Florida to I-74)	Widen for center turn lane
University Avenue	Traffic signal improvements
IMPROVED CORRIDORS	
Illinois Route 130/High Cross Road (Windsor to Olympian)	Reconstruct to four lanes (U.S. Route 150 to Windsor); Reconstruct to two lanes (U.S. Route 150 to Olympian)
Windsor Road (Philo to High Cross)	Improvement and extension
Washington Street (Smith to High Cross)	Widen to four lanes
Lincoln Avenue (Anthony to Olympian)	Improvement, realignment, and extension
Race Street (Windsor to Curtis)	Upgrade to two-lane collector
Philo Road (Colorado to Windsor)	Widen and add turn lanes
Philo Road (Windsor to Curtis)	Upgrade to two-lane collector
Anthony Drive (Lincoln to Willow)	Construct through connection
Airport Road (Lincoln to High Cross)	Improvement and extension
Country Club Road (Coler to Cunningham)	Reconstruct to a two-lane collector
Lierman Avenue (Washington to Main)	Reconstruct to a two-lane collector
University Ave. (I-74 Spur to High Cross)	Widen to three lanes to add a turn lane
Bradley Avenue (Lincoln to Coler)	Reconstruct to a two-lane collector
INTERSECTION IMPROVEMENTS	
Approximately 30 intersections (various locations)	
NEW CORRIDORS	
Olympian Drive (Staley Road in Champaign to High Cross)	Four lane facility west of U.S. Route 45; Two-lane arterial from U.S. Route 45 to High Cross
Smith Road (Florida to University)	Two-lane collector
Colorado Avenue (Philo to Stone Creek)	Two-lane collector
Kinch Street (Florida to Michigan)	Two-lane collector (construction underway)
Florida Avenue (Greenridge to High Cross)	Extension as a minor arterial
Mumford Drive (Morrow to Stone Creek)	Two-lane collector
I-74/High Cross/Ill. Route 130	Ramp Connection



One area of particular traffic congestion and traffic/pedestrian safety concern is the University of Illinois campus. To address these concerns the Campus Area Transportation Study (CATS) was undertaken by the cities of Urbana and Champaign, the University of Illinois, IDOT, and the MTD in 1999. The first phase called CATS I is complete, and CATS 2 is underway. Improvements proposed by the CATS study are shown in Map 4.3a of the C-U in 2030 Plan and are included here in Table 8-2.

Planned roadway improvements are addressed annually in the City of Urbana Capital Improvement Plan (CIP). The CIP includes a ten-year list of projects, along with a detailed plan for current year road, bridge, intersection, bicycle path, parking, sewer, alley, and street lighting projects. The CIP provides the City with a mechanism for budgeting completion of needed improvements over time.

Sidewalks & Pathways

Provision of an adequate system of pedestrian sidewalks and bicycle or multi-purpose pathways is critical for public safety, as a community amenity, and as a means of encouraging alternative travel modes.

The Urbana Subdivision and Land Development Code requires the construction of four-foot wide sidewalks for all new residential subdivisions. New sidewalks in commercial areas must be five feet in width. In industrial subdivisions, sidewalks are required on only one side of the roadway.

Deferral of sidewalk improvements is possible for minor developments that are located in the ETJ planning area where sidewalk improvements do not currently exist.



The Urbana-Champaign-Savoy-University of Illinois area offers a number of bicycle and multi-purpose pathways. This system includes trails that may be used by either pedestrians or bicycles, and bikeways that are dedicated to the use of bicycles alone. Bike routes are simply roadways that are indicated for bicycle use, and may include a striped bicycle lane along the shoulder. A bicycle path or trail is separated from the roadway. Separated bicycle paths are preferable from a safety and family recreational standpoint.

The existing major bikeways and trails in Urbana include a one-and-a-half mile bikeway and trail through Crystal Lake Park, an off-road multi-purpose pathway at Meadowbrook Park, an off-street bike trail along Windsor Road, trails along Philo Road and Race Street, and various connections to park district systems in Savoy and Champaign. The University of Illinois recently constructed an off-street bicycle trail along Lincoln Avenue which connects the campus area to the Windsor Road bike trail. On-street bikeways



exist along Main Street, Pennsylvania Avenue, Anderson, Mumford, Coler, and Country Club Road.

The Champaign County Regional Natureways, Bikeways, and Trails (NBT) Plan shows existing and planned recreational trails, off-street bike trails, and on-street bike routes. The overall goals of the NBT Plan are to identify existing and potential links within Champaign County and adjacent counties that can help form a national network of greenways; to connect recreational, historical, and cultural attractions; and to utilize abandoned railroad rights-of-way, drainage district facilities, utilities, and rural roads as natureways, bikeways, and trails.

Existing and planned future bike trails and routes envisioned by the NBT Plan are depicted in a published map entitled “Map of Greenway Opportunities.” In Urbana, future plans include separated, off-street (Class I) bicycle paths along Goodwin Avenue from Springfield to Bradley, Lierman Avenue from Washington to Main, Florida Avenue from Lincoln to Race and from Philo to High Cross, and along the abandoned Conrail Railroad from Urbana to Danville. Other future improvements include completion of the Stone Creek Boulevard pathway connections between Woodland Park, Chief Shemauger Park, and Judge Webber Park and a bicycle/pedestrian path around the edge of Crystal Lake Park.

Bicycle improvements in Urbana proposed by the Campus Area Transportation System (CATS) plan include bicycle connections along Green Street between Mathews and Lincoln and improvement of an existing bicycle path along Mathews Avenue from Green to Nevada and from Springfield to Gregory. Also shown on the CATS plan is the Lincoln Avenue bikepath from Windsor to Florida, which has been completed.

Other planned future pedestrian improvements in Urbana include completion of the downtown Urbana streetscape project, which includes pedestrian lighting, street furniture, and sidewalk improvements and an elevated boardwalk pedestrian trail system in Busey Woods. A bicycle connection along either Illinois or Green between Race and Lincoln is also being considered.

Transit

The award winning Champaign-Urbana Mass Transit District (C-U MTD) operates five types of transit service in the Urbana area, including fixed route bus service, demand response service, paratransit, subsidized taxis, and charter service. The primary service is fixed route, fixed schedule buses operating in the Urbana-Champaign-Savoy-University of Illinois area. Buses operate daily, with modified service in the evenings and on weekends.



In Urbana, a transfer hub exists on the north side of Lincoln Square Mall. Other area transfer stations include the Illini Union at the University of Illinois and the Illinois Terminal in Downtown Champaign. The Illinois Terminal provides connections between MTD buses, national and intercity buses (Greyhound, Illini Swallow, and Burlington Coach), and Amtrak passenger rail service.

The MTD is proactive in its encouragement of transit ridership. It will extend bus service to new developments, such as the Melrose Apartments on Lincoln Avenue, upon demand. The MTD has also coordinated with the University of Illinois to provide bus passes to all students. The MTD is also exploring options to increase bus service to areas currently without adequate coverage. There is currently a lack of service north of Interstate 74. As land uses continue to develop, the incorporation of transit will be important.

Paratransit services are also operated by a number of independent and private facilities in the area. The Clark-Lindsey Retirement community operates regular shuttles for its residents. Shuttles are also available for University of Illinois staff parked in remote locations and for staff of Carle Hospital/Health Alliance. The Downtown shuttle provides transportation from downtown Urbana parking facilities.

Rail

The Urbana-Champaign area is served by three railroad lines operated by Norfolk Southern, Canadian National, and Amtrak. Amtrak has four scheduled arrival/departure times from the Illinois Terminal and provides service between Chicago and New Orleans.

Rail freight in Urbana travels along the Norfolk Southern rail line, which extends east-west generally between University Avenue and Main Street. This rail line has spur connections to the Emulsicoat and Solo Cup industries in east Urbana. Rail freight access is also available along the Canadian National line just west of Oak Street in north Urbana.



Air

Air service for Urbana-Champaign is provided by two airports. The University of Illinois' Willard Airport in Savoy provides commercial, private, charter, and freight connections through Chicago, St. Louis, Pittsburgh, Minneapolis, and Detroit. Frasca Airport in north Urbana provides charter flights and private air service.



A Master Development Plan was prepared for Frasca Airport in 1992. This Plan includes a market study, general area plan, zoning plan, master development plan, and financial feasibility analysis. The Plan proposes the development of a Simulation Technology Park with an entryway center, office production district, production area, research production zone, and Frasca Operations. Frasca Operations includes the airfield, air-related uses, and Frasca International headquarters and manufacturing facilities.



Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the CU 2030 Plan apply to this chapter:

1982 Comprehensive Plan

Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment, and resources of the community.

Policy 4.212 Encourage developments whose requirements for water supply, waste disposal, land, transportation, and related services can be provided by the community's existing or potential resources.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.120 Promote residential development patterns which preserve and improve environmental quality and protect natural resources.

Policy 5.122 Discourage the extension of water, sewer, transportation, and related facilities into prime agricultural land not contiguous to the urbanized area.

Objective 5.130 Promote land use patterns which conserve energy.



Policy 5.133 Promote planned unit developments and cluster housing at densities that can support public transportation.

Goal 6.500 To support the redevelopment of downtown Urbana with particular emphasis on the Tax Increment District (TID), and Business Development and Redevelopment District.

Objective 6.510 Correct those conditions which qualify the TID as a conservation area (see Urbana Downtown - Tax Increment Area - Conservation - Redevelopment - Plans and Projects).

Policy 6.511 Prepare and implement a five-year capital improvements plan for downtown, which will be integrated into the citywide Capital Improvements Plan.

Policy 6.512 Adopt and implement a plan to provide adequate and convenient parking for downtown and Lincoln Square.

Policy 6.513 Reconstruct and improve street, alley, sidewalk, and utility systems so as to eliminate deficiencies.

Policy 6.522 Encourage private owners to participate with the City in mutually beneficial improvements made to the right-of-way.

Goal 7.100 To provide for the safe, efficient, and cost effective movement of people and goods within, through, and around the City

Objective 7.110 Reduce conflicts among transportation modes.

Policy 7.111 Coordinate municipal and regional transportation plans, services, and facilities.

Policy 7.112 In order to encourage the use of bicycles as a safe, efficient, and fuel saving mode of transportation, provide for linkage between components of the existing bikeway system and between areas of the City that generate the largest amount of bicycle traffic.

Policy 7.113 Minimize vehicle traffic in residential areas where pedestrian movement is concentrated.

Objective 7.120 Increase safety for all modes of transportation.

Policy 7.121 Provide for the establishment and enforcement of bicycle safety codes.



Policy 7.122 Promote the installation of sidewalks in areas that have a high amount of pedestrian traffic.

Policy 7.123 Promote the installation and maintenance of street lights as warranted by volume of vehicular and pedestrian traffic and land use.

Objective 7.130 Consider both measurable benefits such as improved safety, fuel efficiency, and travel time and more subjective benefits such as aesthetics and level of convenience when evaluating transportation improvements.

Policy 7.131 Promote transportation improvements to areas suitable for development and redevelopment.

Policy 7.132 Improve the existing transportation system to promote safety and reduce congestion, costs, and environmental intrusions.

Policy 7.133 Promote transportation improvements to provide for better traffic flow and improved fuel efficiency through the appropriate use of traffic control devices.

Policy 7.134 Encourage the application of new technology to reduce the travel time required for the movement of people and goods.

Policy 7.135 Promote transportation improvements that meet the needs of the elderly and handicapped.

Goal 12.100 To guide new developments so as to promote the most efficient use of energy.

Objective 12.110 Regulate the use of land in ways that will promote compact urban design, which minimizes the demand for energy and maximizes its efficient use.

Policy 12.111 Encourage land use arrangements and densities that facilitate provision of energy efficient public transportation.

Policy 12.112 Encourage downtown redevelopment as a multi-purpose center to include a variety of compatible land uses as a means to reduce the need for vehicular travel.

Goal 12.300 To improve the effectiveness of existing and future roadway and public transportation systems.

Objective 12.310 Upgrade public and private transportation systems so as to maximize the number of miles traveled for each unit of energy consumed.



Policy 12.311 Upgrade roadway surfaces and traffic controls as required to expedite vehicle movement without sacrificing public safety.

Policy 12.312 Provide facilities and programs for maximum utilization of public transportation, car and vanpooling, and bicycle and pedestrian systems.

Policy 12.313 Provide viable alternatives to the use of the private automobile.

CU in 2030 Plan

Goal 1: Provide system users with safe, efficient, and economical transportation service.

Objective 1. Minimize accidents through identification and adoption of appropriate design and control measures and infrastructure improvements

Objective 2. Increase use of mass transit through direct incentives, transit-friendly land use and development policies, and intergovernmental cooperation. Target share of work trips by transit to be 12% by the year 2010.

Objective 3. Increase the share of work trips that are taken by bicycles and by foot to 20% and 5%, respectively, by providing appropriate improvements.

Goal 2: Develop a transportation system that supports accessibility and promotes desirable social impacts.

Objective 1. Meet the public need for improved access and for safe, convenient, and economical movements of goods or people.

Objective 2. Maximize accessibility of jobs and services for low-income, elderly, and mobility-limited people.

Objective 3. Provide convenient access to open space and recreational facilities, especially for children.

Objective 4. Ensure transit and pedestrian accessible site designs particularly in large-scale land developments.

Objective 5. Promote site designs and adopt access management measures which minimize the adverse impacts of site access on the transportation system.

Goal 3. Develop a transportation system that will preserve the existing system and environment.



Objective 1. Minimize noise levels of different components of the transportation system.

Objective 2. Protect environmentally sensitive land and water resources and minimize consumption of prime farmland for transportation facilities.

Objective 3. Minimize energy consumption and projection of air pollutants.

Goal 4. Make a priority of preserving the existing transportation infrastructure and of maximizing its capacity through innovative approaches.

Objective 1. Optimize operating conditions of the existing transportation system through measures (policies) and limited scale improvements that will enhance the capacity of the existing system.

Objective 2. Locate new developments to make maximum use of existing infrastructure and to avoid need for added transportation system capacity.

Goal 5. Minimize the cost of creating and maintaining the transportation system and ensure that transportation plans are financially attainable. Ensure that transportation investments are cost effective, promote energy efficiency, and enhance the quality of life.

Objective 1. Maximize the region's share of federal and state transportation funding through maintaining compliance with state and federal regulations and requirements and procuring other funds that may be applicable to specific projects in the Champaign-Urbana-Savoy area.

Objective 2. Shift reliance on property taxes to user fees to fund transportation and related expenses.

Goal 6. Foster more productive and coordinated intergovernmental planning activities and functions.

Objective 1. Coordinate transportation plans with the provision of utility and other municipal services to reflect adopted regional forecasts and University, municipal, county, and regional plans.

Goal 7. Ensure that Intermodalism becomes an integral part of the planning process; potentials of modal interaction, both planned (e.g., bus/train stations) and imposed (e.g., roadway/trail crossings), need to be addressed through the planning process.

Objective 1. Provide for convenient and efficient transfer (of both people and goods) between modes.



Objective 2. Improve connections between private and public transportation modes where applicable (examples: intercity bus station with MTD lines, bicycle accommodation at bus and rail stations, long term parking at intercity bus and rail stations).

Objective 3. Reduce modal conflicts, e.g., grade crossings, pedestrian-bicycle and bicycle-automobile conflicts, etc.

Goal 8. Provide for a transportation system that maintains and reinforces the urban area's economic vitality.

Issues to Consider

Among the transportation issues that should be addressed by the Comprehensive Plan are the following:

- Are the current functional roadway classifications in the Comprehensive Plan adequate or should they be modified or updated?
- What changes should be made to the roadway plan to more accurately reflect existing and planned development?
- What major roadway and highway improvements will be necessary during the planning horizon?
- Should the Subdivision and Land Development Code be modified to clarify the developer's responsibility for roadway improvements that may be necessary due to new development?
- Should modifications to the roadway plan and Subdivision and Land Development Code be made to encourage new or differing styles of development and circulation patterns?
- What, if any, forms of traffic calming should be encouraged and in what locations?
- How can the Transportation Element of the Comprehensive Plan best incorporate CUUATS studies and plans, including CATS and C-U in 2030?
- What access management guidelines are appropriate?
- Are changes necessary to current traffic impact assessment guidelines?



- How can major roadway improvements best be funded? Should arterial improvements be funded by a local-share motor fuel tax source?
- Are current sidewalk construction requirements adequate?
- What is the best mechanism for construction of sidewalks in pedestrian locations which currently lack them?
- How can alternative modes of travel, such as walking, bicycling, and use of transit, best be encouraged?
- How can pedestrian and bicycle safety be enhanced?
- What changes might be necessary to the Natureways, Bikeways, and Trails Plan to reflect current and projected development in Urbana?
- How can connections between schools, parks, and recreational facilities best be provided?
- Can linear corridors be developed to serve circulation, environmental, and recreational needs? If so, where? What are appropriate funding mechanisms?
- How can bicycle pathway improvements best be funded?
- How can rail service be improved to better provide freight and passenger needs? Are sufficient industrial sites provided adjacent to freight lines?
- How can the Willard and Frasca Airports best be improved and expanded to serve commercial and individual air travel needs? What are the economic development implications? How can nearby residences be protected?
- How can the increased use of transit be encouraged so as to achieve specified transit usage goals?
- What is the best means of incorporating Transit District plans into the Comprehensive Plan?
- Should light rail be pursued for connecting the downtowns of Champaign and Urbana and the University district?
- Is the City committed to arranging agreements with IDOT to ensure land use objectives of the Comprehensive Plan along state controlled right-of-ways?



- Should the City adopt access control parameters? If so, will these standards promote the ease of transfer of goods and services along major arterials?
- Can MTD or non-vehicular transit bodies provide design parameters that the City can consider for alternative transportation planning?

Chapter 9 Utilities

Sanitary Sewers

Sanitary sewer treatment in the planning area is provided by the Urbana-Champaign Sanitary District. The District's boundaries and service area map is shown in Figure 9-1. As properties are annexed, the City assumes the responsibility for the maintenance and replacement of collector sewer lines, while the interceptor sewers remain the responsibility of the District. The District maintains two treatment facilities, one in Urbana located along east University Avenue known as the "Northeast Plant" and one in Champaign known as the "Southwest Plant."



Extension of sanitary sewer service occurs at the time of development. The District policy requires the developer to construct the size pipe needed to serve the proposed development and the District pays for any oversizing and deepening that may be needed to serve the larger area. Placement and construction of sanitary sewers in the planning area is regulated by the provisions of the Urbana Subdivision and Land Development Code.

The topography of the Yankee Ridge moraine (glacial ridge) south of Windsor Road provides a natural barrier to extension of service in this area. The 1993 Extra-Territorial Jurisdictional (ETJ) Plan proposes a series of three pumping stations to provide additional sewer service in the planning area as it develops. Necessary sanitary sewer improvements to serve development in the ETJ, as anticipated by the plan, are shown in Figure 9-2. The ETJ Plan also notes that an additional waste treatment plant would be necessary to accommodate the level of future development depicted in the plan. Figure 9-3 depicts potential locations for this facility.

The Sanitary District is currently undertaking a long-range facility planning process. This process involves an update to the service area planning and treatment plant planning. A draft of the service area plan has been reviewed. The objectives of the service area planning effort are: 1) to identify growth areas and develop population projections to help size the capacity of treatment facilities over the next 20 years, and 2)



to determine the sewer routing and sizing of interceptor sewer extensions to best serve the growth areas identified.

For capacity planning purposes, the Sanitary District used recent population growth trends to project a population for Urbana of no more than 45,600 in the year 2019 (based upon a linear projection of 0.85% per year). This rate is similar to the 0.83% annual growth rate experienced district-wide over the past 30 years. Based upon district-wide projections, the future population equivalent to be served by the Northeast Treatment Plant would increase from the current 98,400 to 111,500 by the year 2019.

The Service Area Plan proposes a new East Urbana Interceptor sewer to serve the Northeast Treatment Plant Service Area (Figure 9-4). This interceptor is proposed to connect to the Myra Pump Station located on Route 130 in southeast Urbana. It will also involve adjustment of flows at the Amvet Pump Station and Race Street Pump Station. An associated rebuilding of the Myra Pump Station will also help to alleviate surcharging problems currently experienced in this area. In the long-term, the Myra Pump Station would be relocated to help serve a larger area. The East Urbana Interceptor could be constructed in phases based upon the pace and pattern of growth in Urbana. The projected cost of the East Urbana Interceptor west of Route 130 is over \$3 million dollars and over \$8 million dollars east of Route 130.

Some amount of growth in the northern portion of Urbana and Champaign would be accommodated by extension of existing interceptors as part of the proposed Northern Champaign & Urbana Interceptor Extensions (Figure 9-5). However, existing interceptors did not anticipate build out in certain sub-basins, which will limit the ability of the extensions to accommodate future growth in this area. The projected cost of the Northern Champaign & Urbana Interceptor Extensions for all sub-basins would cost close to \$16 million (The portion of this cost in Urbana would be approximately \$8.1 million).



Figure 9-1. Urbana-Champaign Sanitary District Boundaries and Service Area Map

Not Available in Electronic Format



**Figure 9-2. Existing and Proposed Sanitary Sewer Locations (Map 7
from ETJA Plan – reduce to 11 x 17)**

Not Available in Electronic Format



Figure 9-3. Possible Locations of Future Waste Treatment Plant (Map 11 from ETJA Plan, 81/2 by 11, B & W)

Not Available in Electronic Format



The Sanitary District has also prepared a Draft Long Range Plan for its treatment facilities. The Plan identifies rehabilitation, capacity, and treatment needs for both the Northeast and Southwest treatment plants. Recommended improvements (rehabilitation and expansion) to these plants would total \$68 million, with \$41 million for the Northeast Plant and \$27 million for the Southwest Plant. In order to fund these improvements, the District will be looking at significant increases in user fees, interceptor fees, and connections fees. For example, the current connection fee of \$450 per single-family dwelling would approximately double by 2004, under the District's proposal. The District's plan notes that the increased fees would be comparable to those found in other Central Illinois communities.

Water

Municipal water treatment and distribution in Urbana is provided by a private company, Illinois-American Water Company (formerly Northern Illinois Water Company). Illinois-American has a treatment facility located on Lincoln Avenue. Also at this location are large capacity Illinois-American wells that are used to supply Urbana and Champaign with their municipal water supply. The water source used by Illinois-American is groundwater from the deep Mahomet Aquifer. The Mahomet Aquifer services a large region with high-quality water. In recent years, drawdown of the aquifer has been noted and is being studied by a special task force.

Illinois-American Water Company extends water lines and service at cost and upon customer demand. In less developed portions of the planning area, water is provided by individual private wells. As development occurs in the planning area, coordination of water extensions and looping of water mains is important to ensure adequate fire protection in the form of fireflows (i.e. main size and pressure) and hydrant spacing. These requirements are addressed in the Urbana Subdivision and Land Development Code, which requires a maximum hydrant spacing of no more than 500 feet.

In recent years, Illinois-American has made major upgrades in the Urbana area to accommodate the Flex-N-Gate/Guardian West manufacturing facility on east University Avenue and to provide water supply and improved pressure in the vicinity of the East Urbana Industrial Park on High Cross Road. Major planned improvements include completion of a water main loop in east Urbana from Washington Street to the Stone Creek Subdivision and a northern loop in the vicinity of the proposed Olympian Drive roadway.



Figure 9-4. East Urbana Interceptor Sewer Plan

Not Available in Electronic Format



Figure 9-5. Northern Champaign & Urbana Interceptor Extensions

Not Available in Electronic Format



Illinois-American is currently undertaking a comprehensive facility planning process. The results of this five-year plan will be coordinated with and incorporated into Urbana's Comprehensive Plan Update process. The future availability of water mains and service lines in southeast Urbana and north of Interstate 74 will have a major effect on development patterns in these areas.

Storm Sewers

Stormwater drainage in the Urbana planning area is accommodated through a system of storm sewers, drainage ditches, detention basins, farm tiles, roadside ditches, the Boneyard Creek, and open swales. Storm sewers in the corporate limits of Urbana are constructed for and maintained by the City.

Drainage facilities in portions of the City and in the planning area outside of the corporate limits are under the jurisdiction of one of several drainage districts. These districts include the St. Joseph No. 3, the Saline Branch, Hensley, Beaver Lake, Upper Embarras Basin, Silver Creek, and the Union No. 1 of Philo and Urbana. The general location of these districts is shown in Figure 9-2. These drainage districts were originally organized to provide for the drainage of agricultural land, but they also serve to discharge stormwater from the City. When drainage district improvements are made, the City and the citizens living within the drainage district are assessed a share of the costs based upon the benefits received.

The Urbana and Somer Township Road District Commissioners provide maintenance of local roadside ditches in unincorporated portions of the planning area. Champaign County maintains roadside ditches along County highways. The Townships also provide maintenance of storm sewer lines in the unincorporated areas.

In 1982, Greeley and Hansen Engineers prepared reports on sanitary and storm sewer needs in Urbana. Some of this analysis was updated in 1993 for the ETJA Plan.

New subdivisions in Urbana are required to construct storm sewers and to provide detention in accordance with the Urbana Subdivision and Land Development Code. However, some developed areas in Urbana were developed prior to these code requirements and do not have storm sewers or detention basins. This results in some areas of localized flooding during storm events. Storm drainage upgrades in developed areas is addressed by the City's Capital Improvement Plan (CIP).

The City of Urbana also has jurisdiction over a regional stormwater detention basin located at the southwest corner of the I-74 interchange with Lincoln Avenue. Regional stormwater detention provides a means of handling shared runoff from a large area without requiring individual detention on each separate development parcel. Potential locations of regional stormwater detention basins in the ETJ are shown in Figure 9-2.



Many newer developments construct wet bottom detention basins and use these as water body amenities.

Gas and Electricity

Gas and electricity in Urbana is provided by Illinois Power, a private utility that is regulated by the Illinois Commerce Commission. As with Illinois-American Water Company, extension of gas and electricity is provided upon request and at the cost of the customer. Illinois Power has a number of substations and other facilities located in Urbana.

Other electricity providers in the planning area include CIPS/Ameren and the Eastern Illini Electric Cooperative out of Paxton. Additional power providers and sources are likely under recent utility deregulation provisions in Illinois. For example, an electricity-generating peaker plant is proposed in the Village of Sidney, south of Urbana and a demonstration wind turbine is proposed west of Champaign.

Identification of adequate easements and placement of utilities underground is required by the Urbana Subdivision and Land Development Code.

Other Utilities

Other utilities, including telephone, cable television, Internet access, cellular telephone, and fiber optic lines are provided by a number of private carriers. As with other private utilities, provision of these utilities is based upon customer demand and payment. The placement of these utilities in right-of-way or proper easements is required by the Urbana Subdivision and Land Development Code.

Telecommunications towers and antennas are controlled by a recently adopted section of the Urbana Zoning Ordinance. This Ordinance limits the height and placement of towers and antennas, particularly with respect to existing and planned residential uses.

Access to fiber optic lines is available in many areas of Urbana due to the proximity to the University of Illinois and the prevalence of many companies requiring a high level of computerized capability.

The expansion of demand for new and different types of utilities beyond those addressed above (water, sanitary sewers, storm sewers, etc.) places new demands and pressures upon right-of-way provision, access, and maintenance requirements. Planning policies and development regulations should address these expanding needs and provide guidance for the future. A recent example of conflicting pressures upon easements and rights-of-way is Illinois Power's controversial proposal to impose additional tree clearance tariffs in locations with overhead utility lines.



Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and the 1993 Extra Territorial Jurisdiction Area Plan apply to this chapter:

1982 Comprehensive Plan

Goal 3.200 To promote development that maximizes the assets of the natural landscape and recognizes its limitations.

Objective 3.210 Protect areas that are subject to ponding or flooding from development.

Policy 3.211 Review the Subdivision Ordinance to evaluate the effectiveness of drainage controls. Revise if necessary.

Policy 3.212 Adopt a Storm Water Control Ordinance.

Policy 3.213 Continue to carefully administer the Flood Plain Management Ordinance.

Goal 3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized

Objective 3.410 Designate growth areas in a manner that minimizes the cost of providing public services.

Policy 3.411 Encourage development only in areas where urban services and facilities are available at adequate capacity or have been planned.

Goal 3.500 To minimize non-productive and under-productive uses of land.

Objective 3.510 Reduce the future amount of land devoted to landfills and sewage treatment plants.

Policy 3.513 Investigate alternative technological approaches to the disposal of solid and chemical wastes, sewage treatment, and recycling.

Goal 3.600 To assign the costs of development to those who receive its benefits.

Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.



Policy 3.613 Through the Subdivision Ordinance and annexation agreements, limit the public's share of the cost for providing utilities and public services to the amount justified by the public benefit received.

Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment, and resources of the community.

Policy 4.212 Encourage developments whose requirements for water supply, waste disposal, land, transportation, and related services can be provided by the community's existing or potential resources.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other city developments.

Policy 5.116 Provide for the underground location of electrical, telephone, and related utility lines.

Objective 5.120 Promote residential development patterns which preserve and improve environmental quality and protect natural resources.

Policy 5.121 Encourage new residential development only in areas where urban services and facilities are available at adequate capacity or have been planned and will be available when the proposed development is in place.

Policy 5.122 Discourage the extension of water, sewer, transportation, and related facilities into prime agricultural land not contiguous to the urbanized area.

Goal 8.100 To provide for the collection and disposal of sanitary sewage as required to protect people and their environment.

Objective 8.110 Upgrade sanitary sewer service in the developed areas of the City.

Policy 8.111 Give priority to sanitary sewer improvements in developed areas where existing facilities do not meet standards of quality and service.



Goal 8.200 To encourage and support the extension of sanitary sewer facilities only in areas deemed suitable for urban development.

Objective 8.210 Provide for the needs of the future population and of expanding commerce and industry.

Policy 8.211 Encourage and support expansions of the sanitary sewer system that are consistent with the City's population forecast.

Policy 8.212 Encourage and support new sanitary sewer facilities in areas contiguous to existing developments and where urbanization does not conflict with the preservation of natural resources.

Objective 8.220 Coordinate with the activities of other departments, agencies, and units of government involved in sanitary sewer planning and management.

Policy 8.221 Coordinate the provision and maintenance of sanitary sewer services with related urban services and facilities.

Policy 8.222 Encourage the application of new technology in the treatment and disposal of sanitary sewage.

Goal 9.100 To protect life and property from storm and floodwater damage.

Objective 9.110 Provide continuity of service and uniform protection from flooding to all residents throughout the City.

Policy 9.111 Improve storm sewer facilities in developed areas as part of the conservation and redevelopment of these areas.

Objective 9.120 In new developments, provide storm sewer facilities to handle the run-off of storms which occur at five-year frequencies.

Policy 9.121 Discourage urban development in Special Flood Hazard Areas (SFHA).

Policy 9.122 Encourage the utilization of Special Flood Hazard Areas for restoration and open space purposes.

Policy 9.123 When development occurs, ensure that reasonable provisions have been made to collect and divert surface runoff in order to reduce the likelihood of damage to the adjoining property.

Policy 9.124 Adopt a Storm Water Control Ordinance.



Policy 9.125 Coordinate storm water planning and management with other appropriate agencies, drainage districts, units of government, and the Boneyard Creek Commission.

Goal 9.200 To protect ground and surface waters from flood and storm related pollution.

Objective 9.220 Promote cooperation between agencies, commissions, and units of government that have direct jurisdiction over floodways, landfills, and construction practices.

Policy 9.222 Prevent the storage of waste and other noxious materials where they can pollute ground and surface water.

Goal 12.200 To encourage the efficient use of energy by both private and public users through careful site planning.

Objective 12.220 Promote the efficient use of energy in the provision of community facilities and services.

Policy 12.222 Identify and implement programs which reduce energy demands, while not sacrificing public safety for street lighting systems.

1993 ETJA Plan

Goal 15.200 To assure that municipal services can be extended to adequately serve a rapidly growing municipal territory.

Objective 15.210 Assess the cost of annexations and developments so that developments are contributing their fair share of the increased cost of municipal services and/or capital improvements.

Objective 15.220 Control development in the ETJA so that properties adjacent to or near city limits develop first to prevent scattered development in the outer reaches of the ETJA.

Objective 15.230 Amend the Land Development Code to specifically define a developer's responsibility for public improvements needed to serve new developments.

Goal 15.400 To incorporate capital improvements needed as a result of annexation and planning efforts in the City's Capital Improvement Plan to better reflect the needs associated with annexation and development of new territories.



Objective 15.410 Amend the criteria used in the Capital Improvements Plan to evaluate and prioritize capital improvement projects to include planning criteria, goals, and objectives.

Issues to Consider

Among the utility issues that should be addressed by the Comprehensive Plan are the following:

- How can the Comprehensive Plan best incorporate the ongoing long-range planning efforts of the Urbana-Champaign Sanitary District?
- What are the growth restrictions that will be placed upon the planning area due to sanitary sewer capacity restraints? How can these be rectified?
- How will the City of Urbana and its residents participate in the necessary improvements to the Sanitary District's interceptor extensions and treatment plant improvements and expansion? What are the equity issues for existing and future Urbana residents?
- Are current policies regarding extension of sanitary sewers to newly developing areas adequate? What modifications might be necessary?
- Are any revisions to the requirements of the Urbana Subdivision and Land Development Code with respect to sanitary sewers necessary?
- Should policies be developed to address alternative forms of wastewater collection and treatment?
- How can the Comprehensive Plan best incorporate the ongoing long-range planning efforts of Illinois-American Water Company?
- What are the growth restrictions that will be placed upon the planning area due to water source and distribution limits? How can these be rectified? Are there funding sources available to encourage extension of water lines in areas where they do not currently exist?
- What can the City do to promote water conservation?
- Are any revisions to the requirements of the Urbana Subdivision and Land Development Code with respect to water mains and sanitary sewers necessary?



- Consider incorporation of sanitary sewer overflow (SSO) requirements into City regulations upon publication in the Federal Register.
- What are the storm sewer and detention needs in the planning area, given existing and planned land uses?
- Are current stormwater policies and regulations adequate?
- How can Urbana best assist and participate in issues of regional water quality and supply?
- Consider incorporation of NPDES (National Pollutant Discharge Elimination Systems) Phase II best management practices (BMP) for stormwater quality.
- How must existing water bodies and drainageways be protected from the effects of construction and new development (per new Environmental Protection Agency regulations)? How can they be improved to act as amenities?
- How can the City best work with surrounding drainage districts to minimize the impacts of urbanization on agricultural drainage? What funding sources are available to make improvements to district facilities?
- Are any revisions to the requirements of the Urbana Subdivision and Land Development Code with respect to storm sewers and detention necessary? For example, should inflow requirements be modified from 50-year to 100-year?
- What will be the effects of utility deregulation upon Urbana? Will new local regulations be necessary to address uses such as peaker plants and wind turbines?
- How can energy conservation be encouraged in existing and proposed new development?
- What can be done to encourage energy conservation?
- What modifications are necessary to right-of-way and easement requirements to ensure adequate placement, access, and maintenance of utilities?
- Are modifications to existing regulations necessary/desirable to require placement of sewers in rights-of-ways, rather than in easements along rear or side lot lines?
- What are the local needs for extension of fiber optic cables and other specialized telecommunications needs? How can the City assist in the extension of such utilities? What are the economic development implications?



- Should the City undertake special service areas to place utilities underground in areas where they are currently aboveground?
- What can be done to protect against extreme takings of property for utility extension and assuage easement concerns? How can the urban forest best be protected and safety concerns addressed?
- Are current City regulations governing telecommunication facilities (towers and antennas) adequate? Are additional regulations necessary?
- What kinds of benefits can the City realize from support of a Countywide Geographic Information System (GIS)?



Chapter 10 Community Services

Schools

Within most of the City of Urbana and the adjacent unincorporated areas, public school students attend Urbana School District 116. A small area in the extreme northwest portion of the City and its extra-territorial jurisdiction (ETJ) is in the Champaign Unit 4 district, and ETJ areas to the east and north beyond High Cross Road are in the jurisdiction of St Joseph Community Consolidated School District 169 and St Joe-Ogden High School District 169 (see Figure 10-1). Any eventual growth of Urbana



into these areas will require negotiation with these jurisdictions in order to adequately address concerns of property tax bases and student enrollments.

Urbana School District 116 defines its mission as, “through the active engagement of the community, to provide a quality education by vigorously fostering high expectations for individual growth within a nurturing environment, enabling each student to become a self-sufficient, productive, caring, and responsible member of a changing world society.”

Urbana has six neighborhood elementary schools, one middle school, one high school, an early childhood center, and a special education program. The elementary schools are advantageously located to provide facilities close to residential areas and the High School and Middle School are centrally located near downtown Urbana. The district employs 355 classroom teachers to instruct approximately 4,550 students.

Urbana schools have classroom sizes that are consistently below the state average. 1999 classroom sizes in the district ranged approximately from 18 to 19 in elementary grades, 20 to 22 in middle school grades, and 17 in the high school.

The district has a diverse student population from varying socio-economic backgrounds, cultures, and countries of origin. This diversity presents opportunities and challenges. In 1999, 41.2% of the student population was considered low income, and 6.2% had limited English proficiency. To determine how to meet these challenges, the district began an Equity Audit process involving professional consultants, a steering committee, and extensive public participation. The purpose of the audit is to review attitudes, opinions and perceptions, policies and practices, and the distribution and/or allocation of



school resources to determine how they might impact the equity in education opportunities for all students regardless of race, gender, nationality, and socio-economic background.

At this time, there are three major construction projects ongoing in the district. Construction is in progress on the renovation and expansion of Leal Elementary School. During construction, all Leal programs have been temporarily relocated to a renovated grocery store on Philo Road, known as the East Campus. At the end of the 2000-2001 school year the students of Leal will return to their newly expanded school on Oregon Street, and the students of the Urbana Middle School will take up residence for the 2002 through 2004 school years at the East Campus while the Middle School facility on Vine Street undergoes its own extensive renovation. In the third project, Urbana School District 116 and the Urbana Park District are collaborating on the construction and operation of the new indoor Aquatic Center at the High School. This facility will expand the physical education curriculum for students of all ages and will also serve the recreational needs of the general population.

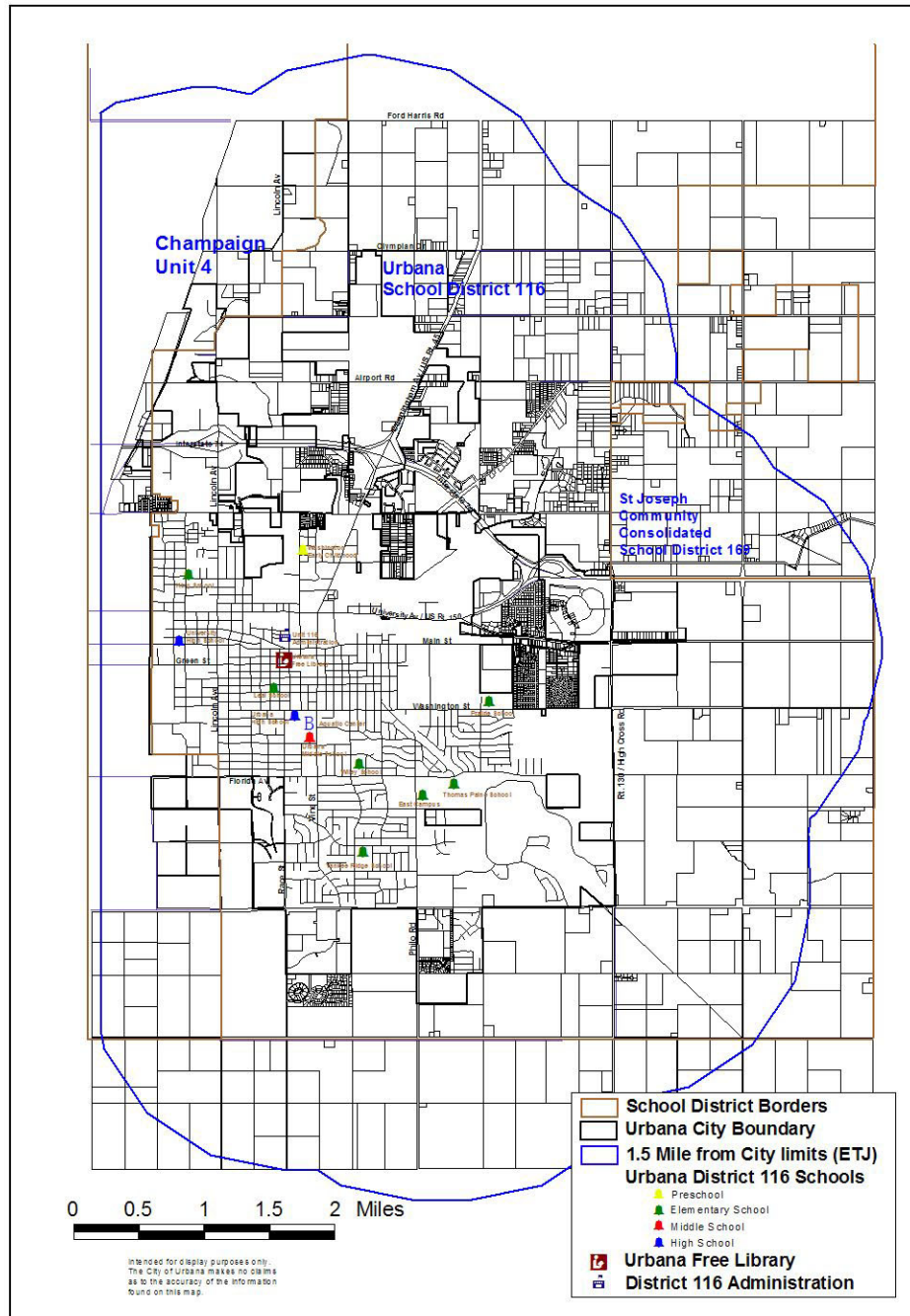
Community involvement has been a key to the high quality of Urbana's schools. Last year, Urbana School District 116 won in the 19th annual Governor's Home Town Awards, which are given to volunteer projects throughout the state and are administered by the State of Illinois Department of Commerce and Community Affairs. The district was recognized for "outstanding achievements to make Illinois an ideal state in which to work, live, and conduct business" for the Urbana Middle School's One to One Mentoring Program. This past year, the program expanded into each elementary school in the district.

Also last year, the district was able to benefit from a new Illinois State Board of Education program to reduce class sizes. The program targeted grades one through three. By taking advantage of the program, the district was able to hire four additional primary teachers. Four Schools - Yankee Ridge, Wiley, Leal, and Prairie - each added staff. As a result, each school substantially decreased its class sizes in the targeted grades. This program allowed the district to keep class sizes in grades one through three below 22 students per classroom overall.

Continuing to provide excellent educational opportunities for the children of Urbana is inextricably tied to the City's tax base. Land use decisions and other policies can have a major impact on the both the Champaign Unit 4 and Urbana School District 116. Protecting and expanding the tax base is fundamental for the City to assist School District 116.



Figure 10-1; Schools



**Figure 10-1 Existing Schools Map
Urbana Comprehensive Plan 2002**

Prepared April 5, 2002 by Community Development Services





Library

The Urbana Free Library is located on Race and Elm Streets in downtown Urbana. The original library building was built in 1918 and is one of Urbana's historically significant civic buildings. A major addition to the west of the original library was added in 1974. The library serves the population within the Urbana city limits (i.e., Cunningham Township). People living outside the corporate limits who do not live in the taxing district of any other nearby public library, and are not taxed for library service, can use the Urbana



Free Library if they pay a non-resident tax-substitute fee. People who live in another nearby library taxing district may use their cards at the Urbana Library.

The Urbana Free Library circulates books, magazines, pamphlets, videocassettes, compact discs, audiocassettes, CD-ROM materials, educational toys, and audiocassette players. The Urbana Free Library serves as a center for community activity. It hosts numerous educational programs on evenings and weekends, and its close proximity to Urbana High School, Urbana Middle School, and Leal Elementary School ensures that it remains busy during the school year.

Each year, more than 450,000 people visit the Library and 17,000 Urbana citizens borrow over 750,000 items. Attendance at additional programs has reached nearly 20,000 a year. The high level of use of the Urbana Free Library has consistently ranked among the highest in the country. This past year, the Library Director achieved national honor as a top librarian.

In fact, the popularity of the Library has caused it to outgrow the existing space. Current plans call for the construction of a new three-story addition and extensive remodeling of the library at a total cost of \$6.85 million. Funding sources will consist of \$4.5 million in City funds, \$2 million to be raised by the Urbana Free Library Foundation, and \$350,000 in State of Illinois funds.



Parks And Recreation

The award-winning Urbana Park District provides facilities and recreational programs for the residents of Urbana and the surrounding area. The Park District maintains 22 parks and seven recreational facilities, totaling more than 426 acres (see Figure 10-2). Major parks include Crystal Lake Park, which offers a lake house, boating, playgrounds, trails, picnic pavilions, a swimming pool, nature center, and the 59-acre Busey Woods, and Meadowbrook Park, a



160-acre open space area, complete with 60 acres of recreated native Illinois prairie, the Wandell Sculpture Garden, extensive recreational trails, adventure playground, and community gardens. The Phillips Recreation Center provides a full schedule of classes in fitness, dance, arts, martial arts, etc. Recreational programs for all ages are provided by the park district, including sports, environmental education, fine arts, fitness, summer camps, and more.

The Park District is in the process of completing a Comprehensive Plan to provide a guide to the development of the community's park and recreation resources for the next five years. The current park district system is adequate and meets national and state standards. For example the National Recreation and Park Association suggests that a park system, at a minimum, be composed of a total of 6.25 to 10.50 acres of developed open space per 1,000 population, to be distributed in a system of municipal parks of varying sizes and distances from residences. With 426 acres of parks for a population of approximately 37,000, Urbana currently meets the recommended standard with 11.5 acres of parks per 1,000 residents.

As Urbana grows, the park system continues to expand and develop to meet the changing needs of Urbana and area residents. However, the park district anticipates increasing difficulties in meeting the demands of residents in the face of recent tax caps; increases in the cost of goods, services, and labor; and legislative constraints.

In order to continue to provide the levels of service it has in the past, the park district regularly develops master plans and/or site plans for improvements to its parks and facilities. Improvement plans have recently been developed for the Anita Purves Nature Center, Phillips Recreation Center, Busey Woods, Wandell Sculpture Garden and other areas of Meadowbrook Park. New master plans and/or site plans are also currently being prepared for the Judge Webber Park Site and for the Carle Park Tree Walk.



At the Judge Webber Park on Perkins Road, proposed facilities will include a 10-acre dog park on land recently leased adjacent to the existing park site. This new dog park will be fenced and people and pets can enjoy the space without the need for leashes, as in other parks. As of December 2000, the park district had raised \$7,500 toward the estimated \$80,000 it will take to open the park. In addition, trees have been planted on the site.

Urbana School District 116 and the Urbana Park District are collaborating on the construction and operation of a new indoor aquatic center. The aquatic center building is an addition to the south side of Urbana High School, adjacent to Urbana Middle School. It will feature a competition sized pool and deep diving well with 1 and 3 meter diving boards. The facility will expand the physical education curriculum for students of all ages and will also serve the recreational needs of the general population.

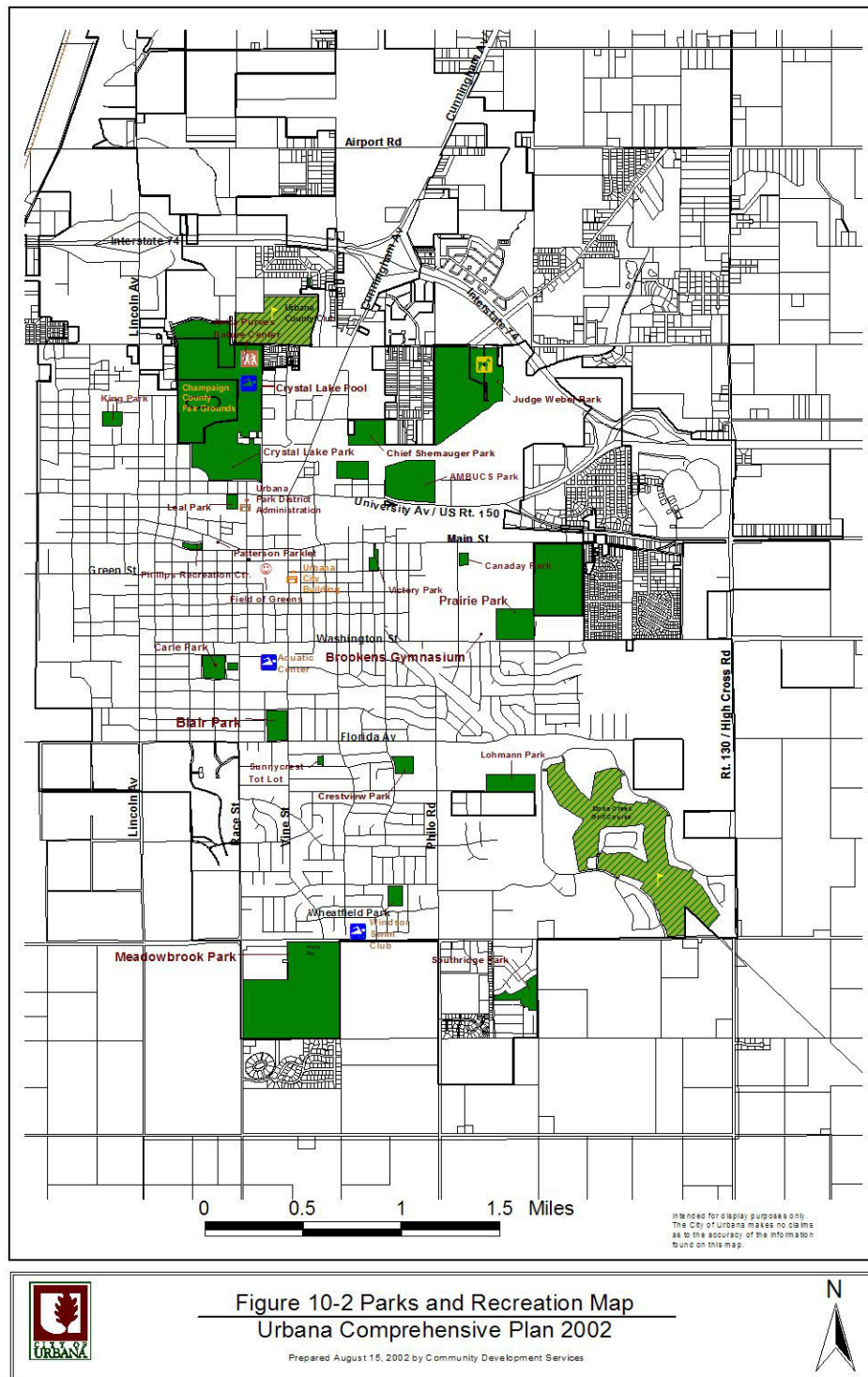
A new master plan for an outdoor Family Aquatic Center in Crystal Lake Park has also just been completed. This plan calls for a \$5.5 million renovation of the existing Crystal Lake pool. The project will revitalize the facility and provide improvements that will attract an immediate and sustained increase in the number of users at this location.

Other local facilities include the new 18-hole Stone Creek public golf course and the venerable Urbana Country Club and golf course. In addition the Champaign County Fairgrounds is a popular summer attraction for a demolition derby, fireworks, and other events.

Planning and future development of the park system should reflect the goals and objectives set forth in the 1982 Urbana Comprehensive Plan and the Extra Territorial Jurisdiction Plan of 1993.



Figure 10-2; Parks





Fire and Rescue Services

Fire and rescue services in Urbana and the surrounding area are provided by the City of Urbana Fire Department and several township volunteer fire departments (see Figure 10-3).



The Urbana Fire Department is staffed by 58 firefighters, including four Division Officers. Three of the firefighters are Shift Commanders and one is assigned to the Department's Prevention and Education Bureau. The Department provides full service fire protection, search and rescue, extrication, emergency response, hazardous materials response, community education, etc.

The Urbana Fire Department's main station is located in the City building at 400 South Vine Street across from Lincoln Square Mall. This station contains the administrative offices and serves the center of the City with its combination of commercial and residential land uses.

Three substations provide fire coverage for the rest of the City.

The North Station at 1407 North Lincoln Avenue serves the residential areas to the west of Lincoln Avenue and the commercial and industrial areas north of Interstate 74. In addition to the extensive area this station serves, it is also challenged by recent development, such as the Melrose Place apartment complex and the relatively high number of calls associated with its residents.

The South Station at 2130 South Philo Road services the mainly residential area surrounding it, as well as the nearby commercial development along Philo Road.

The West Station at 1306 West Green Street occupies the facility that previously belonged to the University of Illinois Fire Department. It continues to serve the campus area and its extensive student housing facilities.

The City of Urbana has an admirable Insurance Services Offices (ISO) rating of 3 (one is best and ten is worst). The growth of the City through recent annexation creates a challenge for the Department to continue to maintain a favorable ISO rating as the expanding area contributes to longer response times. Consideration is being given to locating a station north of Interstate 74 to more effectively serve the people and businesses of that developing area. The following volunteer fire departments provide their services to the territory surrounding the City:



Carroll Fire Protection District protects 5,400 people living in an area of 10 square miles (see Figure 10-3). This district operates out of one station located at 1811 North Brownfield Road and protects a primarily residential area to the north and east of Urbana. The district is a public entity whose 30 members are on a volunteer professional status. The district has an ISO rating of 7. The district performs fire fighting, emergency medical, search and rescue, and extrication operations.

The district's major equipment includes a 1997 Pierce Saber Pumper truck, a 1997 AM General Fire Attacker Hummer Brush Truck with off-road capabilities, and two additional pumpers.

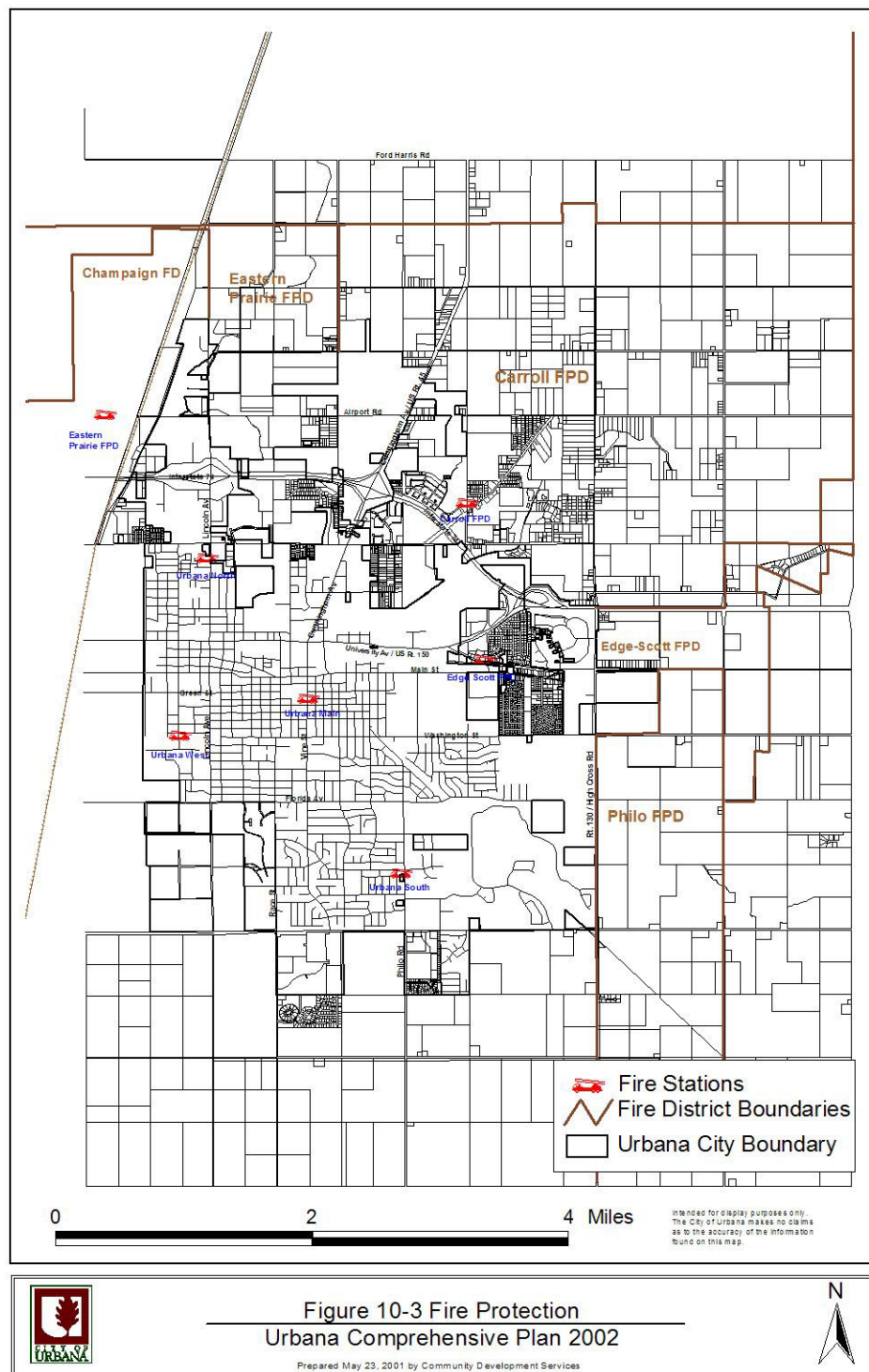
Eastern Prairie Fire Protection District protects 4,000 people living in an area of eight square miles. The district operates out of one station located at 424 Wilber Road in Champaign and protects the northern unincorporated area of Champaign and the northwest unincorporated area of Urbana. The district is a public entity whose 25 members are on a volunteer professional status. The department has an ISO rating of 7. Eastern Prairie performs fire fighting, emergency medical, hazardous materials, search and rescue, and extrication operations. The district's major equipment includes four pumper/tanker engines and a rescue vehicle.

Edge-Scott Fire Protection District protects 3,000 people living in an area of three square miles. Edge-Scott operates out of one station located at 201 North Smith Road in Urbana and protects a primarily residential area east of Urbana. The district is a private entity and has four paid professionals on staff and 33 volunteer professionals, for a total of 37 personnel. All the district's fire fighters must be certified as a Fire Fighter II through the Office of the Illinois State Fire Marshal within 3 3/4 years of first becoming a member. The district has an ISO rating of 4 Metropolitan and 7 Rural. Edge-Scott performs fire fighting, emergency medical, hazardous materials, search and rescue, and extrication operations. The district's major equipment includes a new 2000 Pierce Saber Quad Rescue Pumper truck, two other pumper trucks, and a rescue support van.

Philo Fire Protection District serves 1,300 people living in an area of 40 square miles. The district operates out of one station located at 112 Washington Street in Philo, Illinois and protects a primarily rural area south and east of Urbana. The district is a public entity whose members are on a volunteer status. It has a total of 22 volunteer professionals. Philo performs fire fighting, emergency medical, hazardous materials, search and rescue, and extrication operations. Philo's major equipment includes three pumper tanker trucks, a 4,500-gallon tanker truck, a rescue van, and a vintage 1960 Rock Island Fire Equipment Tanker/Pumper, which is used for in town fires only.



Figure 10-3; Fire Protection





Savoy Fire Department protects 15,000 people living in an area of 20 square miles.

The Savoy Department operates out of one station located at 106 West Tomaras Avenue in Savoy and protects a primarily residential area to the south of Urbana. The department is a public entity whose members are on a paid on-call status. Savoy has an ISO rating of 4. The department has 32 volunteers who staff four engine companies, one ladder/tower company, and one squad company. The department performs fire fighting, hazardous materials, search and rescue, and extrication operations. The

Village of Savoy Fire Department utilizes an extensive training program to prepare emergency response personnel. All members are required to successfully complete the State of Illinois Firefighter II program within their first three years of service.

Police Protection

The Urbana Police Department's authorized strength is 49 sworn, 12 civilians, and 20 part time and/or temporary seasonal employees. The Department has a policy of cooperating with other local police and criminal justice agencies, including Champaign Police, University Police, Champaign County Sheriff's Department, and the Illinois State Police. The department participates in mutual dispatching and tele-communications through the Metropolitan Computer Aided Dispatch (METCAD) system, as well as in other areas, such as narcotics investigations and the METRO (Metropolitan Emergency Tactical Response Operations) SWAT team.



Besides their duties with the Patrol Division and Criminal Investigations Section of the Department, Urbana officers also have responsibilities in various police-related specialties. These include Field Training Officers, Bike Impound Officer, METRO team, K-9 Officer, Bicycle Officer, etc.

The Urbana Police Department has a Community Policing strategy to help make the community a safer environment in which to live, work, and recreate. The community policing strategy is achieved through collaboration and problem solving in partnership with citizens. The goal of the community policing strategy is to reduce crime and the public fear of crime by seeking citizen involvement, cooperation, and support.

Urbana's crime rate mirrored national trends with reported crimes declining 18% from 1994 to 1998; however, the rate has begun to increase in 1999 and into 2000. With the expansion of the City through annexation, the Urbana Police Department faces the challenge of increases in the patrol area in which an incident might take place and with it the number of potential victims and suspects as well.



The University of Illinois Campus Police Department is responsible for law enforcement and security on University property. The campus police jurisdiction includes all property owned or controlled by the University, as well as streets adjacent to and running through the University campus. With its headquarters located at 1110 West Springfield Avenue in Urbana, the department's 51 officers protect the campus 24 hours a day. Officers patrol the campus utilizing a variety of strategies, including marked squad cars, all-terrain bicycles, and foot patrol. Campus police operate under a community-oriented public safety philosophy. Officers are deployed into defined focus areas throughout campus to facilitate building partnerships and solving problems with the campus community. The Campus Police Department maintains a mutual aid agreement with other local law enforcement agencies.

Emergency Services

METCAD

Emergency calls in Urbana are handled by METCAD (Metropolitan Computer Aided Dispatch). METCAD is a consolidated dispatch center, which answers emergency 9-1-1 calls for all of Champaign County (except the Village of Rantoul). With a staff of 24 telecommunicators and 5 administrative staff members, METCAD provides direct dispatch service for law enforcement agencies and fire agencies throughout the county.

METCAD is located in the lower level of the Champaign County Office Building at 1905 East Main Street in Urbana. This secure facility offers shelter from severe weather and offers amenities to provide for continuous operation through the most adverse of conditions.

ESDA

Champaign County ESDA (Emergency Services Disaster Agency) operates an Emergency Operations Center (EOC) in the basement of the Champaign County Office Building at 1905 East Main Street in Urbana. Often called upon to respond to emergency situations as either a coordinating agency or a support agency, ESDA must maintain a staff of trained volunteers well versed in a number of areas.

The main function of ESDA is severe weather event coordination. This includes a network of Champaign County Storm Spotters who are strategically deployed throughout the county to provide advance warning of severe weather. In addition, local ESDA units operated by the cities and villages in the county deploy their own spotters to monitor conditions in and around their communities. All of these storm spotters maintain constant contact with the EOC to provide immediate notification of severe weather conditions.



During severe weather watches, the EOC staff is responsible for monitoring the weather radar and the National Weather Service weather wire. EOC staff disseminates this information to ESDA storm spotters, amateur radio storm spotters, and other public safety agencies.

Other active ESDA units include the Communications Division and the Underwater Search And Recovery Team (USART). This team of divers performs searches for victims in lakes, ponds, and streams. The USART regularly assists local public safety agencies with evidence recovery.

The Communications Division coordinates all communications needs for ESDA activations. Communications are primarily established from the EOC; however, ESDA is often called upon to provide temporary emergency field communications. When this happens, the Mobile Command Post (E-1) is pressed into service. E-1 is a self-contained mobile communications and command van with a fully functional communications room equipped with radio equipment capable of operating on any public safety frequency used in Champaign County.

Medical Services

Carle Foundation Hospital, located on University Avenue in Urbana, is a 300-bed facility with more than 25 departments, including surgical, cardiac and neurological intensive care units, a Level III Perinatal Center, and the region's Level 1 Trauma Center. Carle also serves as the primary teaching hospital for the University of Illinois College of Medicine. Carle Foundation Hospital is owned and operated by the Carle Foundation, a not-for-profit organization which operates a variety of health-related services in the area.

Provena Covenant Medical Center is a 288-bed comprehensive medical facility located on University Avenue in Urbana. Provena is one of east central Illinois' most advanced medical facilities, with a medical staff of 250 physicians, representing 37 areas of specialized care. Provena Covenant also features the area's only dialysis unit and an emergency department that treats more than 30,000 patients a year. Other departments include a Level III Center for Perinatal Care and a Neonatal Intensive Care Unit, as well as a new cancer facility.

Two large health care associations provide many group medical services in the Urbana area: Carle Clinic Association works in collaboration with Carle Foundation Hospital and has a network of clinics serving east central Illinois; and Christie Clinic Association is a multi-specialty medical group practice with five clinics in the area.

Solid Waste Collection

Solid waste collection in the City of Urbana is accomplished primarily through private hauling companies. Homeowners, leasing companies, and businesses contract with



private companies to pick up their solid waste and recyclables. The private companies then deliver the waste to a landfill. Currently, because there is no landfill capacity in Champaign County, all solid waste materials must be transported out of the county for disposal. The closest landfill is Brickyard Disposal and Recycling in Danville, some 33 hauling miles (one way) from Urbana. Waste collection trucks make several trips from their service areas to the landfill each day.

At waste transfer stations, the contents of several waste collection trucks are transferred into a single larger transfer trailer truck for a more economical single trip to a landfill. Other than a Waste Transfer & Material Recovery Facility owned by the University of Illinois, which accepts waste and recyclables from the University only, Champaign County currently has no transfer stations to assist in waste transportation to landfills.

A Central Waste Transfer and Recycling Facility is proposed for Urbana along North Lincoln Avenue and would offer local transfer service. The proposed transfer station will provide transportation cost savings as an alternative to direct haul to the closest landfills outside of the county. The proposed transfer station will reduce the number of truck trips, and hence air emissions and road wear, required to transport waste to the landfills. The new transfer station will also serve the general public directly through a citizens recycling drop-off area located near the entrance. This service will complement the City of Urbana's recycling efforts.

The City of Urbana operates two curbside recycling programs called "U-CYCLE." The U-CYCLE residential recycling program services single-family homes and the U-CYCLE multifamily recycling program services apartment complexes. The City of Urbana also operates a Landscape Recycling Center accessible from east University Avenue pursuant to an Intergovernmental Agreement between the City of Urbana, City of Champaign, and Champaign County.

Human Services

The City of Urbana and Champaign County have literally dozens of public and private organizations working to provide human services for populations in need. Areas of service provision include adult education, childcare, early childhood learning, elder care, homelessness, mental health care, substance abuse, women's shelters, and many others. The sources of support for these programs are equally varied from federal, state, and local funding to private monetary assistance, in-kind donations, and volunteerism.

As part of the City of Urbana's Community Development Services Department, the Grants Management Division administers housing, community development, and social service programs intended to improve the quality of life for low- and moderate-income residents in Urbana. In preparing these programs, plans, and budgets, the Grants Management Division works closely with neighborhood organizations, social services



agencies, and citizens. To coordinate this complicated task, the division follows a detailed Consolidated Plan required by the federal government.

In 1994, the Federal Government introduced a consolidated process for four Community Planning and Development formula programs administered by the U.S. Department of Housing and Urban Development: Community Development Block Grants (CDBG); HOME investment Partnerships (HOME); Emergency Shelter Grants (ESG); and Housing Opportunities for Persons With AIDS (HOPWA). This process replaces all applications and planning requirements of these programs with a single submission known as the Consolidated Plan.

Last year, the division completed its second Consolidated Plan for the City of Urbana and the Urbana Home Consortium. The plan will guide decisions regarding housing and community development funds during the five-year period beginning July 1, 2000 and ending June 30, 2005.

In the process of formulating the first Consolidated Plan, a Citizen Participation Plan was created and was adopted by City Council in 1995. HUD regulations guiding preparation of the Consolidated Plan require the City to adopt a Citizen Participation Plan that sets forth the City's policies and procedures for participation by citizens and other local public/private community development entities in creation and amendment of the Consolidated Plan.

With the Consolidated Plan, the City attempts to develop strategies and specific objectives for addressing and resolving identified needs associated with issues of homelessness, affordable housing, community development endeavors, economic development, and planning and administration. Because the City of Urbana receives Federal funding through these programs the plan must be developed to achieve the following statutory goals:

- To provide decent housing
- To provide a suitable living environment; and
- To expand economic opportunities.

For the City to achieve these goals, it participates in strategic partnerships with numerous agencies and organizations. These include the Housing Authority of Champaign County, local financial institutions, and non-profit organizations such as local homeless/transitional shelter providers, Developmental Services Center, Mental Health Center of Champaign County, Illinois Center for Citizen Involvement (ICfCI), and Habitat for Humanity.

The City of Urbana receives funding under the Community Development Block Grant Program and the Urbana Home Consortium (for which the Grants Management division acts as the central administrator) receives funding under the HOME Investment



Partnership Act. CDBG funds are used by the City principally to improve low-income neighborhoods designated by Census Tracts, while HOME funds are used to increase availability of quality housing to low-income persons at affordable levels. Activities vary each year depending on community needs.

The City of Urbana has administered housing programs since 1975, and since then has spent over \$9 million in CDBG funds, primarily for rehabilitation of private housing. The City of Urbana has also spent \$1.25 million in Federal Rental Rehabilitation funds, one of the largest amounts in downstate Illinois. In recent years, the City has become a property owner, a property manager (transitional housing), and a housing developer (house recycling and house construction).

The primary strengths of the City as housing deliverer are its technical experience and its financial packaging ability. Its primary weakness is lack of adequate staff to keep up with the various programs it administers and the extensive administrative requirements attached to its programs. Although its housing funds are limited, the City of Urbana has the ability to use its funds to leverage other public and private housing efforts. The City also can use its housing staff to package leveraged programs.

Local financial institutions are able to significantly enhance housing opportunities for lower income Urbana residents. The Eads at Lincoln project provides an excellent model for institutional cooperation by creating quality housing choice in areas where the private sector would not invest. By pooling their risk, seven financial institutions were able to provide below-market rate financing with more flexible eligibility requirements for low- and moderate-income homebuyers.

The principal findings and strategies of the Consolidated Plan are summarized as follows.

AFFORDABLE HOUSING

- Affordability of rental housing is the principal housing problem for low-income residents in the Urbana-Champaign area. Additional subsidies for extremely low-income and very low-income tenants are needed, such as tenant-based rent assistance and assistance with security deposits and first month's rents.
- Programs to remove obstacles to homeownership, such as down payment assistance, continue to be needed.
- Subsidized housing is greatly needed throughout Champaign County. However, family units owned and managed by the Housing Authority of Champaign County are generally considered last-resort housing due to poor living conditions and the perception of high crime rates. In the short-term, family complexes should be renovated to ensure safe living conditions. In the long-term, both Dunbar Court and Lakeside Terrace should be closed and replaced with scattered-site rental housing or Section 8 rent assistance and replaced on-site with mixed-income housing at reduced densities.



HOMELESSNESS

- The Urbana-Champaign housing and social service system has significantly expanded its Continuum of Care for homeless persons over the past five years; two principal gaps remain in the Continuum, however. Permanent affordable housing, including permanent supportive housing such as single-room-occupancy facilities, needs to be strengthened by increasing the number of available units, and a centralized intake and assessment service is needed for homeless programs. The purpose of this service would be to direct homeless persons needing shelter and supportive services to shelter vacancies and to non-shelter housing opportunities.
- Emergency shelters are under funded. A concerted community-wide effort is needed to ensure long-term viability of these facilities. Development of one or more community trusts is needed to pool funds for future shelter operation.

OTHER SPECIAL NEEDS

- Expansion of substance abuse treatment facilities, including long-term residential spaces
- Development of dual diagnosis (substance abuse and mental illness) treatment programs including transitional and permanent residential programs

NON-HOUSING COMMUNITY DEVELOPMENT NEEDS

- Neighborhood redevelopment programs have been successful at conserving older, low-income Urbana neighborhoods over the past years. These efforts should continue through housing renovation and infrastructure improvement programs and neighborhood organization.
- Stronger linkages between economic development and community development efforts are needed. Economic development should, at least in part, be targeted toward creation of jobs for unemployed and underemployed residents so they can better afford existing housing. Technical assistance programs are needed to help retain existing jobs and to develop new businesses locally. Financial incentives for economic development should be linked to direct job benefits for low-income residents.

PROGRAM DELIVERY

- The housing and community development needs described in the Consolidated Plan are so numerous as to be overwhelming. To best budget its housing and community development funds, the City should focus funds on a few projects which will have maximum input rather than on many programs each with minimal impact.
- In budgeting its funds to address housing and community development needs, the City should seek collaborative projects that leverage non-City funds including private lender commitments.
- The role of the City's Grants Management Division should continue in the direction of program planning, design, fund development, and oversight.



- Program delivery should be done primarily by sub-grantee organizations including Community Housing Development Organizations (CHDOs).
- The City should support development of private non-profit housing organizations to maximize use of HOME funds and to deliver services to Urbana residents. No single CHDO should be supported, rather multiple organizations with unique program niches should be encouraged.

Related Goals, Objectives & Policies

The following goals, objectives, and policies from the 1982 Comprehensive Plan and 1993 Extra-Territorial Jurisdictional Area Plan apply to this chapter:

1982 Urbana Comprehensive Plan

Goal 1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.

Goal 3.400 To create a compact community where the conversion of agricultural land, the cost of providing public services, and the use of energy are minimized.

Objective 3.410 Designate growth areas in a manner that minimizes the cost of providing public services.

Policy 3.411 Encourage development only in areas where urban services and facilities are available at adequate capacity or have been planned.

Goal 3.500 To minimize non-productive and under-productive uses of land.

Objective 3.510 Reduce the future amount of land devoted to landfills and sewage treatment plants.

Policy 3.511 Provide legislative and financial incentives for the creation of a solid waste resource recovery facility.

Policy 3.512 Participate in and financially support recycling projects.

Policy 3.513 Investigate alternative technological approaches to the disposal of solid and chemical wastes, sewage treatment, and recycling.

Policy 3.514 Provide financial support for neighborhood clean-up programs, with particular emphasis on Community Development target areas.



Policy 3.515 Enforce regulations prohibiting the unauthorized disposal of refuse, junk, and debris.

Goal 3.600 To assign the costs of development to those who receive its benefits.

Objective 3.610 Encourage appropriate units of government to undertake cooperative capital improvements programming in designated growth and renewal areas.

Policy 3.613 Through the Subdivision Ordinance and annexation agreements, limit the public's share of the cost for providing utilities and public services to the amount justified by the public benefit received.

Goal 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.

Goal 4.200 To minimize tax increases or service reductions caused by inflation.

Objective 4.210 Promote commercial and industrial developments which are compatible with the character, environment, and resources of the community.

Policy 4.212 Encourage developments whose requirements for water supply, waste disposal, land, transportation, and related services can be provided by the community's existing or potential resources.

Goal 5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities, and are designed in a manner which conserves land, energy, and other resources.

Objective 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other city developments.

Policy 5.115 Provide protective public services and a full range of educational, social, and utility services for all residential neighborhoods.

Policy 5.121 Encourage new residential development only in areas where urban services and facilities are available at adequate capacity or have been planned and will be available when the proposed development is in place.

Goal 6.200 To capitalize on the existing economic, educational, environmental, and personnel resources that Urbana has to offer businesses and industries.



Goal 6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.

Objective 6.310 Improve Urbana's image as a community that welcomes and aggressively pursues compatible economic development.

Policy 6.312 Identify ways in which the review of projects can be accomplished in a more timely and efficient manner.

Goal 9.100 To protect life and property from storm and floodwater damage.

Objective 9.120 In new developments, provide storm sewer facilities to handle the run-off of storms which occur at five-year frequencies.

Policy 9.122 Encourage the utilization of Special Flood Hazard Areas for recreation and open space purposes.

Goal 10.100. To support the provision of constructive opportunities for leisure activities for all Urbana citizens.

Objective 10.110. Support the expansion of recreational opportunities of all citizens in the service area.

Policy 10.111 Assist the Park District in expanding recreational opportunities through cooperative use of City facilities.

Goal 10.200. To assist the Urbana Park District in the acquisition of additional parkland.

Objective 10.210. Help expand the amount of park land to meet the needs of an expanding population.

Policy 10.211 Consider the use of Community Development funds to purchase additional park land in Community Development target areas.

Policy 10.212 Seek the establishment of a land dedication Ordinance to be incorporated in the Subdivision Ordinance.

Policy 10.213 Work with the Park District to maintain coterminous or nearly conterminous City and Park district boundaries.

Goal 10.300 To assist in improving the level of maintenance of each park site.

Objective 10.310 Promote the development and maintenance level of each park site.



Policy 10.311 When feasible, jointly purchase maintenance supplies and machinery with the Urbana Park district and other units of government.

Policy 10.312 Enforce City junk, debris, and weed ordinances.

Goal 11.100 To minimize underutilization of existing school facilities.

Objective 11.110 Minimize the need to convert school buildings to other uses.

Policy 11.111 Support efforts to improve the safety and quality of the residential environment and the affordability of living units within existing neighborhoods in order to attract new residents with school age children.

Policy 11.112 Promote achievement of future population as forecasted.

Objective 11.120 Develop a plan of action including strategies and implementation measures in cooperation with the School District for the most effective utilization of school facilities.

Policies 11.121 Identify alternative suitable uses for school buildings.

Policies 11.122 Prepare detailed procedures for the smooth transition of school buildings from educational to other uses.

Goal 12.200 To encourage the efficient use of energy by both private and public users through careful site planning.

Objective 12.220 Promote the efficient use of energy in the provision of community facilities and services.

Policy 12.221 Identify and implement programs to reduce energy consumption in public buildings.

1993 Extra-Territorial Jurisdictional Area Plan

Goal 15.200 To assure that municipal services can be extended to adequately serve a rapidly growing municipal territory.

Objective 15.210. Assess the cost of annexations and developments so that developments are contributing their fair share of the increased cost of municipal services and/or capital improvements.



Issues to Consider

- How can continued excellence of Urbana's schools, parks, and other services be encouraged?
- How can any existing deficiencies in schools, parks, and other services be remedied?
- How will new development affect demand for schools, parks, and other services? Are new sites necessary? Will new funding sources need to be developed?
- What can the community-at-large do to make the proposed library expansion a reality?
- How can the City and the community-at-large assist the Park District in achieving its comprehensive plan goals and its master plans for improvements?
- How can the Urbana Fire Department retain and improve upon its excellent insurance services rating for fire protection? Will relocation of a fire station be necessary, or possible addition of a new fire station?
- How can the Urbana Fire Department best work with surrounding fire protection districts to ensure a high level of protection for improvements in the planning area?
- What can the Urbana Police Department do to continue and strengthen its community policing efforts? To encourage the continued decline of crime in our community?
- How can the continuation of a high level of emergency response best be encouraged? Will Urbana continue to be well prepared for disaster events?
- What will the long-term solid waste collection and disposal needs be for the City of Urbana? Can we continue to transport our solid waste out of the area?
- What can be done to further encourage recycling efforts?
- How can the provision of human services be strengthened? What populations and neighborhoods require expanded or different services?
- Should Urbana consider a neighborhood wellness initiative for both target and non-target areas? If so, what should be the goals of such a program?



Resource List

Bucher, Willis & Ratliff Corporation, 1999. University of Illinois Campus Area Transportation Study (CATS), Final Report.

Camiro, Ltd., 2000. State of the Downtown Report, Downtown Strategic Plan, Urbana, Illinois.

Champaign County Regional Planning Commission, 2000. Big Grove: A Report on the Impacts of Big Grove Incorporation – Process, Impacts, Impetus.

Champaign County Regional Planning Commission, 1999. Champaign County Natureways, Bikeways, & Trails (Greenways) Plan, Map of Greenway Opportunities.

Champaign County Regional Planning Commission, 1999. Champaign County Statistical Abstract 1999.

Champaign County Regional Planning Commission, 1999. Final Champaign County Regional Natureways, Bikeways, and Trails (NBT) Plan.

Champaign County Regional Planning Commission, 1998. State of the County.

Champaign County Regional Planning Commission, 1992. State of the County.

Champaign-Urbana Area Transportation Study (CUUATS), 1999, C-U in 2030, A Long Range Transportation and Mobility Plan for the Champaign-Urbana-Savoy-University of Illinois Area. CUUATS Report #R99-8.

City of Urbana, 2000. 2000 Capital Improvement Plan Update.

City of Urbana, 1999, as amended. The Urbana Zoning Ordinance.

City of Urbana, 1999. Historic Preservation Program Survey Plan.

City of Urbana, 1999. Urbana Reconnaissance Survey: Architectural and Historical Resources.

City of Urbana, 1993. Enhancing Urbana's Future: The One and One-Half Mile Extraterritorial Jurisdictional Area Plan.

City of Urbana, 1997. Urbana Historic Preservation Plan.

City of Urbana, 1990. Downtown to Campus Plan.



City of Urbana, 1990. North Campus and King Park Neighborhood Redevelopment Plan and Projects, Tax Increment Finance District #3.

City of Urbana, 1989. King Park Plan, 1989-2001.

City of Urbana, 1988, as amended. Urbana Subdivision and Land Development Code.

City of Urbana, 1986. Downtown Urbana, Tax Increment Financing District Two.

City of Urbana, 1982. City of Urbana Comprehensive Plan.

City of Urbana, Community Development Services, 1999. Historic Preservation in Urbana, Protecting our Heritage.

City of Urbana, Community Development Services, 1995. Carle Neighborhood Plan.

City of Urbana, Community Development Services, 1995. Woodland Park Neighborhood Plan.

City of Urbana, Police Department, 1999. Annual Report.

Federal Emergency Management Agency, 1980, Federal Insurance Administration, Flood Insurance Study, City of Urbana, Illinois.

Greater Champaign-Urbana Economic Partnership, INC., 1998. Community Profile.

Horner & Shifrin, Inc., 1992, Frasca Industrial Technology Airpark, Master Development Plan.

Illinois Department of Natural Resources, 2001, website: <http://dnr.state.il.us/>.

Urbana & Champaign Sanitary District, 2000. Draft Long Range Facility Plan, Interceptor Sewer Service Area Plan. Technical Memorandum 11 (TM-11).

Urbana Home Consortium and the City of Urbana, 2000. Consolidated Plan for Program Years 2000-2004.

United States Department of Agriculture, Soil Conservation Service, 1982, Soil Survey of Champaign County, Illinois.

United States Geological Survey, 1975. Urbana Quadrangle and Thomasboro Quadrangle, 7.5 Minute Topographic Series.



Sasaki Associates, Inc., 1989. University of Illinois at Urbana-Champaign Central Campus Master Plan.

Sasaki Associates, Inc., 1986. University of Illinois at Urbana-Champaign North Campus Master Plan. University of Illinois at Urbana-Champaign.

Sasaki Associates, Inc., 1986. University of Illinois at Urbana-Champaign South Campus Master Plan. University of Illinois at Urbana-Champaign.

Department of Urban and Regional Planning, 1990, A Plan for Boneyard Creek.

Urbana Park District, 2000. Parks and Recreation for the Year 2000, Draft Report.

Websites Contacted:

Carroll Fire District <http://www.fire-ems.net/firedept/view/Urbanall>

City of Urbana, 2001, website:

http://www.city.urbana.il.us/PublicWorks/Arbor/tree_city.html.

City of Urbana, 2000. Project Impact press release, <http://www.inhs.uiuc.edu/nsdihome/>

Eastern Prairie <http://www.fire-ems.net/firedept/view/Champaign4IL>

Edge Scott Fire Protection district <http://www.fire-ems.net/firedept/view/Urbana3IL>

ESDA <http://www.prairienet.org/esda/homepage.html>

METCAD <http://www.prairienet.org/metcad/homepage.html>

Philo Fire Protection District <http://www.fire-ems.net/firedept/view/PhilolL>

Savoy Fire Department <http://www.fire-ems.net/firedept/view/SavoyIL>

Urbana Free Library <http://urbanafreelibrary.org/>

Urbana Park District <http://urbanaparks.org/index.html>

Urbana Public School District Unit 116 <http://www.cmi.k12.il.us/Urbana/>

United States Department of Commerce, Bureau of the Census, 2001, Census 2000 website <http://www.census.gov>.



University of Illinois Campus Safety Report
<http://www.uiuc.edu/safety/report/safety/index.htm>

University of Illinois Division of Public Safety <http://www.dps.uiuc.edu/>



Appendices

Appendix A Urbana Comprehensive Plan Task List

December 2000

Task #	Task
1	<i>Getting Started</i>
1a	<i>Appoint Steering Committee</i>
1b	<i>SC Meeting – Discuss Objectives and Process</i>
2	<i>Background Analysis</i>
2a	<i>Collect and Map Land Use Info.</i>
2b	<i>Complete Existing Conditions Maps</i>
2c	<i>Prepare Background Document</i>
2d	<i>Present to Boards, Commissions, Steering Committee</i>
3	<i>SWOT and Visioning Determination</i>
3a	<i>Public Meetings in 4 Locations – Input on vision</i>
3b	<i>Develop, Mail Surveys</i>
3c	<i>Website, Newsletter</i>
3d	<i>Input from SC, CC, PC</i>
3e	<i>Develop Suggested Vision Statement</i>
3f	<i>Develop Suggested Policy Format for Plan</i>
3g	<i>Develop Suggested Sub-Areas</i>
3h	<i>Completed Analysis Maps</i>
3i	<i>Draft Issues / Forces Map</i>
3j	<i>Present to Steering Committee, Boards, Commissions</i>
3k	<i>Revise per SC, CC, PC comments</i>
3l	<i>Final Vision Statement</i>
3m	<i>Final Issues and Forces Map</i>
3n	<i>Final Plan Format</i>
3o	<i>Final Sub-Area Determination</i>
3p	<i>Present to SC</i>
4	<i>Developing the Plan</i>
4a	<i>Public Meetings in 4 Locations – Input of Goals</i>
4b	<i>Draft goals, objectives, policies</i>
4c	<i>Complete all analysis maps</i>



4d	<i>Meet with Advisory Committee / Focus Groups</i>
4e	<i>Draft sub-area plan content</i>
4f	<i>Draft policy / project recommendations</i>
4g	<i>Present to Steering Committee</i>
4h	<i>Revise per comments of SC</i>
4i	<i>Present to SC, CC, PC</i>
5	<i>Draft Plan</i>
5a	<i>Public Meetings in 4 Locations – Input on Draft</i>
5b	<i>Present Draft to Steering Committee</i>
5c	<i>Revisions to Draft</i>
5d	<i>Present again to Steering Committee</i>
5e	<i>Present to UPC, CC, CDC</i>
5f	<i>Final Revisions to Draft</i>
6	<i>Final Plan</i>
6a	<i>Complete formatted final plan</i>
6b	<i>Public Meetings in 4 Locations – Presentation of Final</i>
6c	<i>Present to CDC, ZBA</i>
6d	<i>Fine Tuning of plan</i>
6e	<i>Action from UPC, CC</i>



Appendix B Urbana Zoning District Classifications



AG; Agricultural

Retain agricultural and other compatible low intensity uses in areas where soil and topographic conditions are suitable for agricultural purposes, and where the intrusion of urban uses would be inappropriate or untimely due to a lack of urban services and facilities.



CRE; Conservation-Recreation-Education

Intended to conserve natural and scenic areas for open space, recreational, and education purposes, both public and private, and to preserve from unsuitable uses natural surface drainage courses and other areas whose physical characteristics, such as slope or susceptibility to flooding, make many forms of development inappropriate or potentially injurious to the public health or safety.



R-1; Single-Family Residential

Intended to provide for areas of single-family detached dwellings at a low density.



R-2; Single-Family Residential

Intended to provide areas for single-family detached dwellings at a low density, on lots smaller than the minimum for the R-1 District. The R-2 District is also intended to provide for a limited proportion of two-family dwellings.



R-3; Single and Two-Family Residential

Intended to provide areas for low density residential development, including single-family attached and detached dwellings and two-family dwellings.



R-4; Medium Density Multiple-Family Residential

Intended to provide for areas for multiple-family dwellings at low and medium densities.



R-5; Medium High Density Multiple-Family Residential

Intended to provide areas for multiple-family dwellings at densities ranging up to medium high.



R-6; High Density Multiple-Family Residential

Intended to provide areas for multiple-family dwellings at densities ranging up to high.



R-6B; High Density Multiple-Family Residential

Restricted Business District is intended to provide areas for a compatible mixture of limited business uses and residential development at densities ranging up to high. Both the uses permitted and the regulations on physical development make this district suitable as a buffer between more intensive commercial districts and lower density residential districts.



R-7; University Residential

Intended to provide areas in proximity to the University of Illinois for dormitories and rooming houses, which are occupied primarily by students, to insure the longevity of the architectural character and use of these existing buildings, and to protect nearby low density residential districts from incompatible development.



B-1; Neighborhood Business District

Intended to provide commercial areas of limited size, for basic trade and personal services for the convenience of adjacent residential areas, for needs recurring regularly or frequently.



B-2; Neighborhood Business - Arterial

Intended to provide areas of limited size along arterial streets in proximity to low density residential areas for a limited range of basic commercial trade and personal services. This district is also intended to provide areas for new high density residential uses. These buildings and residential uses may occur in the same structure.



B-3; General Business

Intended to provide areas for a range of commercial uses wider than that of Neighborhood Business but at a lower intensity than Central Business, meeting the general business needs of the city.



B-3U; General Business – University District

Intended to provide areas in proximity to the University for a range of business and office uses to meet the needs of persons and businesses associated with the University. This district is also intended to provide areas for high density residential uses to insure an adequate supply of housing for persons who desire to reside near the campus. These businesses and residential uses may occur as mixed uses in the same structure.



B-4; Central Business District

Intended to provide an area for the focus of the city, in which the full range of commercial and business uses may locate in a limited area of high intensity uses, with the appropriate forms of physical development at a high density.



B-4E; Central Business Expansion District

Intended to provide areas in proximity to downtown for a wide range of retail business, office, and service uses. Also intended to allow high density residential uses. The development regulations are designed to encourage the construction of new buildings which are comparable with the size and scale of the buildings allowed in the B-4 district.



IN; Industrial

Intended to provide areas for manufacturing and industrial uses, where they will have the necessary services and facilities, and minimize obtrusion on or by adjoining uses and districts. Light industrial uses are permitted by right while more intensive industrial uses require a higher level of review.



MOR; Mixed Office Residential

Intended to provide areas for a limited variety of business, office and residential land uses in proximity to low density residential dwellings in order to promote the economic viability and preservation of older residential structures while protecting the aesthetic and residential character of the area.



MIC; Medical Institutional Campus

Intended as a district to assist and encourage the development of the medical institutional and complementary land uses in a campus setting. The MIC district utilizes special zoning approaches applicable to institutions which have multi-block common ownership of lands, have developed a long-range master site plan, and thereby have developed a campus support system of parking, loading and materials handling, decentralized support facilities reducing campus congestion and interconnecting system of above and below ground corridors.



OP; Office Park

Intended to provide areas for office complexes and office parks along or in proximity to arterial streets. These areas are intended to serve as employment centers for adjacent or nearby residential neighborhoods, and as buffers between those neighborhoods and arterial street traffic.



CCD; Campus Commercial District

Intended to create a district to provide opportunities for development of a commercial center to serve the east-central University of Illinois campus and neighboring residential areas. The focus of this area of campus as the “gateway” to the University, the presence of public functions such as the Office of Admissions and Records, the Spurlock Museum, the Krannert Center for Performing Arts, the increased academic presence and adjacent strong residential neighborhoods all contribute to the area’s demand for commercial services.



Appendix C

Racial and Ethnic Classifications Used in Census 2000 and Beyond

Introduction. The purpose of this document is to provide information about changes to the questions on race and Hispanic origin that have occurred for the Census 2000. These changes conform to the revisions of the standards for the classification of federal data on race and ethnicity promulgated by the Office of Management and Budget (OMB) in October 1997.

Old Standards. In response to legislative, programmatic, and administrative requirements of the federal government, the OMB in 1977 issued Statistical Policy Directive Number 15, "Race and Ethnic Standards for Federal Statistics and Administrative Reporting." In these standards, four racial categories were established: American Indian or Alaskan Native, Asian or Pacific Islander, Black, and White. In addition, two ethnicity categories were established: Hispanic origin and Not of Hispanic origin. Although the Census Bureau has traditionally used more categories for decennial censuses, those categories collapsed into the four minimum race categories identified by the OMB, plus the category Some Other Race.

Reason For Changing the Old Standards. The racial and ethnic makeup of the country has changed since 1977, giving rise to the question of whether those standards still reflected the diversity of the country's present population. In response to this criticism, the OMB initiated a review of the Directive. This review included (1) organizing a workshop to address the issues by the National Academy of Science, (2) convening four public hearings, and (3) appointing an Interagency Committee for the Review of Racial and Ethnic Standards, which later developed a research agenda and conducted several research studies. The result of the Committee's efforts was a report describing recommended changes to the Directive. The members of the Committee included representatives of more than 30 agencies that covered the many diverse federal requirements for data on race and ethnicity. In 1997, the OMB accepted almost all of the recommendations of the Interagency Committee, resulting in changes to the standards.

What Are The New Standards And When Do They Take Effect?

In October 1997, the Office of Management and Budget (OMB) announced the revised standards for federal data on race and ethnicity. The minimum categories for race are now: American Indian or Alaska Native; Asian; Black or African American; Native Hawaiian or Other Pacific Islander; and White. Instead of allowing a multiracial category as was originally suggested in public and congressional hearings, the OMB adopted the Interagency Committee's recommendation to allow respondents to select one or more races when they self-identify. With the OMB's approval, the Census 2000 questionnaires also include a sixth racial category: Some Other Race. There are also



two minimum categories for ethnicity: Hispanic or Latino and Not Hispanic or Latino. Hispanics and Latinos may be of any race.

The new categories were used by the Census Bureau for the Census 2000 Dress Rehearsal in spring 1998, and will be used on the Census 2000 questionnaire. The new standards are effective immediately for new and revised data collections by federal agencies, and all federal agencies must implement the new standards by January 1, 2003.

How Does the Census 2000 Question on Race Differ from the 1990 Question?

The most profound change to the question on race for Census 2000 is that respondents are allowed to identify one or more races to indicate their racial identity. There are 15 check box response categories and 3 write-in areas on the Census 2000 questionnaire, compared with 16 check box response categories and 2 write-in areas in 1990. The three separate identifiers for the American Indian and Alaska Native populations (American Indian, Eskimo, or Aleut) used earlier have been combined into one category - - American Indian or Alaska Native - - with instructions for respondents who check the box to print the name of their enrolled or principal tribe. The Asian and Pacific Islander category has been split into two categories Asian, and Native Hawaiian and Other Pacific Islander. There are six specified Asian and three detailed Pacific Islander categories shown on the Census 2000 questionnaires, as well as Other Asian and Other Pacific Islander which have write-in areas for respondents to provide other race responses. Finally, the category Some Other Race, which is intended to capture responses such as Mulatto, Creole, and Mestizo, also has a write-in area. All of the responses collected in Census 2000 can be collapsed into the minimum race categories identified in the 1997 revisions to the standards on race and ethnicity issued by the Office of Management and Budget, plus the category Some Other Race.

Other changes include terminology and formatting changes, such as spelling out "American" instead of "Amer." for the American Indian or Alaska Native category; and adding "Native" to the Hawaiian response category. In the layout of the Census 2000 questionnaire, the Asian response categories were alphabetized and grouped together, as were the Pacific Islander categories after the Native Hawaiian category. American Indians and Alaska Natives can report one or more tribes. In addition, the question on Hispanic origin is sequenced immediately before the question on race.

How Will the Data on Race from Census 2000 be Tabulated?

In 1997, the Office of Management and Budget (OMB) issued preliminary guidelines on how data for respondents who report two or more races are to be tabulated. These guidelines stipulated that data producers should provide the number of respondents who marked (or selected) only one category, separately for each of the five racial categories, as well as the detailed distribution of respondents who reported two or more races, so long as data quality standards and confidentiality requirements are met.



For Census 2000, 63 possible combinations of the six basic racial categories exist, including six categories for those who report exactly one race, and 57 categories for those who report two or more races. These categories will be the basic presentation for the PL 94-171 Redistricting File.

In some other presentations, the 57 combinations of two or more races will be collapsed into a category called "Two or More Races," resulting in seven mutually exclusive and exhaustive racial categories: American Indian and Alaska Native alone, Asian alone, Black or African American alone, Native Hawaiian and Other Pacific Islander alone, Some Other Race alone, White alone, and Two or More Races. This approach is a tally of all respondents and sums to 100 percent of the total population.

Additional tabulations, including detailed racial categories, are under discussion for Census 2000 data products.

Source: *Source: U.S. Census Bureau, Population Division,
Special Population Staff*

<http://www.census.gov/population/www/socdemo/race/racefactcb.html>