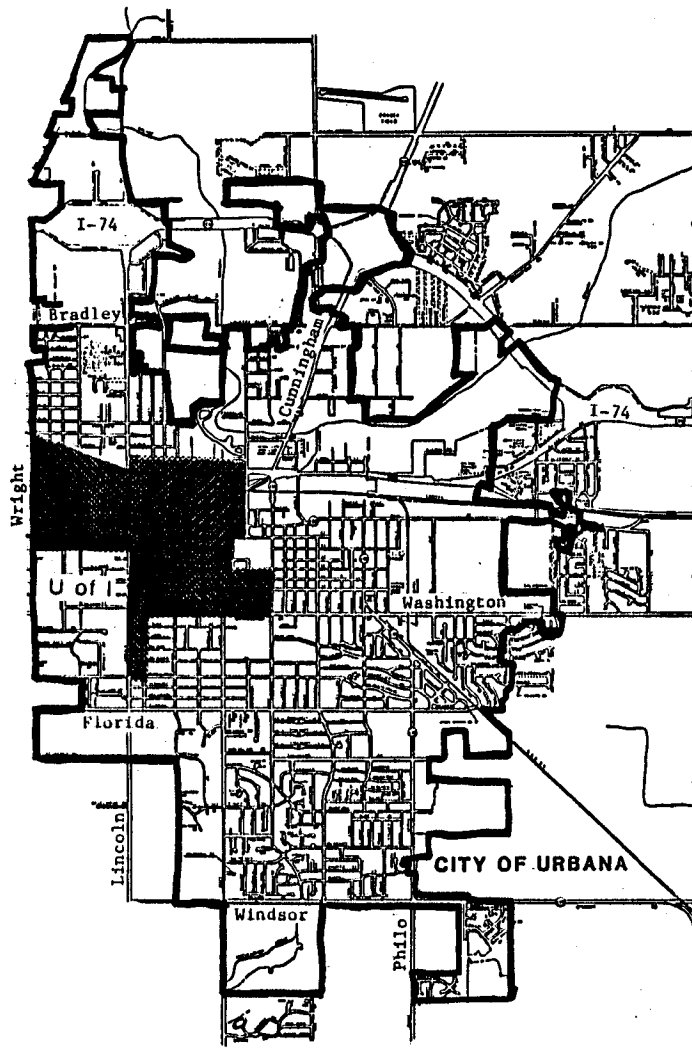


DOWNTOWN TO CAMPUS PLAN



CITY OF URBANA

Department of Community Development Services

Adopted by the Urbana City Council

June 4, 1990

DOWNTOWN TO CAMPUS PLAN

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June 4, 1990

DOWNTOWN TO CAMPUS PLAN

EXECUTIVE SUMMARY

INTRODUCTION

The neighborhood located between Downtown Urbana and the University of Illinois has experienced many changes in recent years. These changes have resulted from many factors including the University's expansion, the construction of nearly forty apartment buildings during the 1980's and the continuing growth of Downtown Urbana. These changes have led to a growing concern that the neighborhood's many single-family homes, historic characteristics and unique appearance are being lost. As a result, the Mayor and Urbana City Council directed the Urbana Plan Commission and City staff to conduct a study of the neighborhood and recommend a plan for addressing these concerns. This document is the result of that effort.

NEIGHBORHOOD DESCRIPTION

The Downtown to Campus (DTC) area is one of the most diverse neighborhoods in Urbana. No other part of the community contains a similar mixture of residents, buildings and land uses. The area contains about 500 acres, over 3,700 dwelling units and about 7,900 residents. Owner-occupied and renter-occupied single-family homes and duplexes are the most common residential uses. There are also many apartment buildings, rooming houses, fraternities and sororities. The University's on-going expansion is increasing its already large impact on the neighborhood. Many businesses and offices are concentrated in Downtown Urbana and along University Avenue. Other common land uses include churches, parks, schools, government buildings and parking lots.

The DTC area is characterized by a mixture of older single-family homes and newer multiple-family residential buildings in a variety of architectural styles. Over 300 structures which were built before 1900 still exist, including many which are historically or architecturally significant. The large, mature trees, brick streets, brick sidewalks and old-style street lights help to define the neighborhood's unique character and appearance. The unsightly Boneyard Creek has the potential to become a more attractive and useful feature in the community.

Numerous problems and issues affecting the neighborhood have been identified during this Study. Recent changes have made the City's Official 1982 Comprehensive Plan an ineffective guide to future land use decisions. An over-abundance of multiple-family residential zoning has allowed incompatible land use transitions to occur. Traffic levels on some streets are high. Parking congestion is very common. The area's public infrastructure and

utilities are aging and need some improvements. The neighborhood's traditional character and appearance are changing and the City's Zoning Ordinance is considered to be inadequate to protect these unique qualities.

GOALS AND OBJECTIVES

The Urbana Plan Commission and staff were directed to prepare and implement a plan to address the neighborhood's existing problems and to guide future development decisions. The goal of this plan is to achieve a desirable and compatible balance among the area's diverse residential, commercial and institutional land uses in order to protect the historical, architectural, economic and environmental character of the neighborhood. The plan features over twenty specific objectives related to land uses, zoning, housing, parking, traffic and public improvements. These objectives were used to guide the formulation of the specific actions recommended in the plan.

RECOMMENDATIONS

One of the guiding principles used to prepare this plan was the desire to balance the different and often incompatible land uses in the neighborhood. This required compromises and trade-offs between the interests of single-family homeowners, apartment owners, developers, businesses and the University. An attempt was made to provide appropriate protections and locations for the various types of residential, commercial and institutional land uses located in the area. The plan's primary recommendation is a Proposed Land Use Map which contains revisions to the future land use designations made in the City's Official 1982 Comprehensive Plan. This map reflects the plan's goal of balancing the different uses into a more compatible pattern while recognizing the land use diversity which already exists in the area.

In addition to the Proposed Land Use Map, over twenty specific actions are recommended to achieve the plan's objectives. These actions include zoning changes, Zoning Ordinance amendments and new ordinances. These proposals reflect a feeling of dissatisfaction with the current Zoning Ordinance but recognize that a complete overhaul of the Ordinance is not possible at this time. A new mixed-use zoning district is proposed for the Green/Elm/Race Street area to allow small shops and offices as an economic incentive to re-use and rehabilitate the older homes on these streets. A new historic preservation ordinance is also proposed in order to provide recognition and protection for the significant structures in the community.

Finally, the plan recommends the installation of needed capital improvements in addition to a program to beautify the major streets in the neighborhood with additional trees and landscaping.

DOWNTOWN TO CAMPUS STUDY

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- A. Resolution #8889-R8 - A Resolution Regarding the Downtown to Campus Study
- B. Selected Recommendations from 1982 Comprehensive Plan

AN ORDINANCE

AMENDING THE CITY OF URBANA 1982 COMPREHENSIVE PLAN

BY ADOPTING THE 1990 DOWNTOWN TO CAMPUS PLAN

WHEREAS, the Urbana City Council on September 7, 1982 in Ordinance No. 8283-17 adopted the 1982 City of Urbana Comprehensive Plan; and

WHEREAS, the 1982 Comprehensive Plan contained goals, objectives, policies, maps and other recommendations pertaining to land uses, housing, zoning, land development, new streets, neighborhood conservation, public infrastructure and other issues in the community; and

WHEREAS, the 1982 Comprehensive Plan contained a map entitled the "Official Comprehensive Plan Map 1982 Showing Future Land Use and Proposed Arterial and Collector Streets" which map serves as the City's official guide to land use and zoning decisions in Urbana; and

WHEREAS, changes in various circumstances since the 1982 Comprehensive Plan was adopted have caused the 1982 Comprehensive Plan to be considered an inadequate guide for making land use and zoning decisions that are in the public interest in parts of the neighborhood located between Downtown Urbana and the University of Illinois campus; and

WHEREAS, the Urbana City Council on March 16, 1987 in Resolution No. 8687-R23 made a study of said Downtown to Campus Area the City's highest priority planning project and directed the Urbana Plan Commission and staff to prepare this Study; and

WHEREAS, in order to further clarify the intent of Resolution No. 8687-R23, the Urbana City Council on October 17, 1988 approved Resolution No. 8889-R8 which directed the Urbana Plan Commission and staff to focus the Downtown to Campus Study on seven specific objectives related to existing and potential problems pertaining to land use, zoning, housing, traffic, parking, historic preservation, drainage and public infrastructure and to recommend policies and other actions to address these problems; and

WHEREAS, the Urbana Plan Commission and the Department of Community Development Services have completed said Study and have prepared a Downtown to Campus Plan which contains recommendations designed to address the problems identified in the Study; and

WHEREAS, after due publication and proper legal notification, the Urbana Plan Commission in Plan Case #1334-CP-89 conducted a public hearing on the proposed Downtown to Campus Plan on January 10, 11, 18, 25 and 31, 1990 and unanimously voted on February 8, 1990 to recommend that the City Council adopt the Downtown to Campus Plan dated February 8, 1990; and

WHEREAS, after due publication and proper legal notification, the Urbana Plan Commission in Plan Case #1351-CP-90 conducted a second public hearing on April 19 and May 10, 1990 and voted to revise the land use recommendations for a portion of said Downtown to Campus Plan in the area bounded by Race Street, California Street, Vine Street, and Oregon Street; and

WHEREAS, the Urbana City Council, meeting as either the Committee on Administration and Finance or the Committee on Environment and Public Safety, reviewed the proposed Downtown to Campus Plan at meetings on February 26, March 12, 19, 26, and 27, April 9, May 14, 21 and 29, 1990 and revised some of the recommendations contained in said Plan; and

WHEREAS, the Urbana City Council finds that it is in the public interest of the City of Urbana to amend the 1982 City of Urbana Comprehensive Plan by adopting and incorporating the findings and recommendations presented in the attached Downtown to Campus Plan dated June 4, 1990.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the 1982 City of Urbana Comprehensive Plan is hereby amended in the following respects:

Section 1. The attached document, entitled the City of Urbana Downtown to Campus Plan and dated June 4, 1990, together with the tables, maps and figures included therein and attached hereto as Exhibit A and incorporated herein by reference is hereby adopted as an amendment and supplement to the 1982 City of Urbana Comprehensive Plan.

Section 2. The Proposed Land Use Plan designated as Map Twenty in the attached Downtown to Campus Plan is hereby adopted as an amendment to the Official Comprehensive Plan Map 1982 Showing Future Land Use and Proposed Arterial and Collector Streets. Where the Proposed Land Use Plan may conflict with the Official Comprehensive Plan Map 1982, the land use recommendations designated in the Proposed Land Use Plan shall supercede the designations contained in the Official Comprehensive Plan Map 1982.

This ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called, of a majority of the members of the Council of the City of Urbana, Illinois, at a regular meeting of said Council.

PASSED by the City Council this 4th day of June, 1990.

Ruth S. Brookens
Ruth S. Brookens, City Clerk

APPROVED by the Mayor this _____ day of _____, 1990.

Jeffrey T. Markland, Mayor

CERTIFICATE OF PUBLICATION

I, Ruth S. Brookens, City Clerk, City of Urbana, Illinois do herewith certify that I caused the above ordinance to be duly published in the News-Gazette on the _____ day of _____, 1990 and a Certificate of Publication is attached hereto.

Ruth S. Brookens, City Clerk

Pursuant to Chapter 24, § 3-11-19 (Illinois Revised Statutes), this Ordinance became effective on June 18, 1990 when the Urbana City Council voted to over-ride the Mayor's veto of this Ordinance by the required two-thirds vote. The Ordinance is adopted without the Mayor's signature affixed hereto.

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DOWNTOWN TO CAMPUS STUDY

CHAPTER ONE

INTRODUCTION

INTRODUCTION

The history of Urbana has been closely tied to the growth of the University of Illinois since the University was founded in 1867. In the past 123 years, no other factor has shaped the economy, land uses and traffic in Urbana as much as the community's relationship with the University. This is especially true for the area located closest to the campus. No other neighborhood in Urbana has been affected by the UI as much as the neighborhood located between the Downtown and the University.

West Urbana has been a favorite location for the homes of community leaders and University faculty, staff and students since the 1870's. The neighborhood is considered desirable because of its fine homes, tree-lined streets, excellent elementary school and proximity to both the University and Downtown Urbana. Despite occasional traffic and parking problems, there were generally few negatives associated with living near the campus. Following World War II, however, the neighborhood began to change as the University continued to increase its enrollment, acquire more land and construct new facilities. Most of the neighborhood was rezoned for apartments even though many areas have remained single-family residential. In recent years, the area has continued to be affected by the University's land acquisition and development activities, by the construction of large apartment buildings and by growing traffic and parking problems. In 1985, the public's concern about these problems increased noticeably following the development of the Beckman Institute and other construction in the neighborhood. As awareness of these problems grew, public concern about the long-term desirability of the neighborhood also grew.

In response to this growing public concern, the Urbana City Council directed the Urbana Plan Commission and staff to study the Downtown to Campus (DTC) area and recommend a plan to address the neighborhood's problems. This action was taken because there was doubt about the validity of the City's 1982 Comprehensive Plan in light of the rapidly changing conditions in the area.

DOWNTOWN TO CAMPUS STUDY

On June 22, 1987, the City Council approved a memorandum which outlined the objectives, timetable and boundaries of the Downtown to Campus Study. The purpose of the Study was to re-evaluate the City's land use plans and policies for the area. As stated in the memorandum:

"There are marked changes affecting the area that are beyond the City's control. The City is significantly moving away from the pattern of growth that it envisioned when the plan was enacted. Such a shift in policy is not in itself inherently alarming. Plans can and should change as factors affecting urban development and redevelopment change. It is imperative that the City resolve for itself the affects of these changes, whether seen as desirable or undesirable, in context of the needs of the City as a whole, and, if necessary, adjust its planning policy accordingly."

The Study was originally designed to focus on ten broad objectives and was expected to be completed by November, 1988. However, due to a change in the planning staff, there was a delay of approximately one year in the original timetable. After a revision of the objectives and boundaries of the Study, the City Council adopted Resolution #8889-R8 on October 17, 1988 (see Appendix A). This resolution directed the Plan Commission and staff to:

"study the area for the purpose of identifying existing and potential problems with land use, zoning, housing, historic preservation, traffic, parking, drainage and public infrastructure ...(and)... report its findings and make recommendations for policies and actions to address the problems identified in the Study."

The City Council also directed the Plan Commission and staff to focus on the following objectives in the Study:

1. Evaluate and resolve inconsistencies among existing land uses, zoning designations and Comprehensive Plan recommendations
2. Evaluate the anticipated impact of the University of Illinois' North Campus Master Plan:
 - a. Identify and resolve potential land use and policy conflicts between the University's plans and the City's existing Comprehensive Plan and proposed Downtown to Campus Plan
 - b. Identify opportunities for cooperative efforts in capital improvements and economic development
 - c. Identify and address economic, land use, housing, traffic and other impacts of the proposed campus expansion
3. Evaluate and plan for expected new development in the University Avenue corridor from Mercy Hospital to Downtown Urbana
4. Evaluate and plan for expansion of Downtown Urbana
5. Evaluate and plan for future land uses in the Green Street corridor from Lincoln Avenue to Downtown Urbana
6. Identify methods for protecting and preserving the character, scale and appearance of the low density residential sections of the area
7. Evaluate the existing condition and capacity of streets, sanitary sewers, storm sewers and other infrastructure to identify the short and long term improvement costs needed to accommodate expected planned growth.

This extensive list of objectives can be summarized into a single primary task: Prepare and implement a plan to address existing problems and guide future decisions in the Downtown to Campus Study area.

PLANNING PROCESS

The process used in conducting the DTC Study followed a traditional comprehensive planning format which relied upon participation by the Planning Division staff, Urbana Plan Commission, City Council and the general public. The Planning Division staff had the following primary responsibilities:

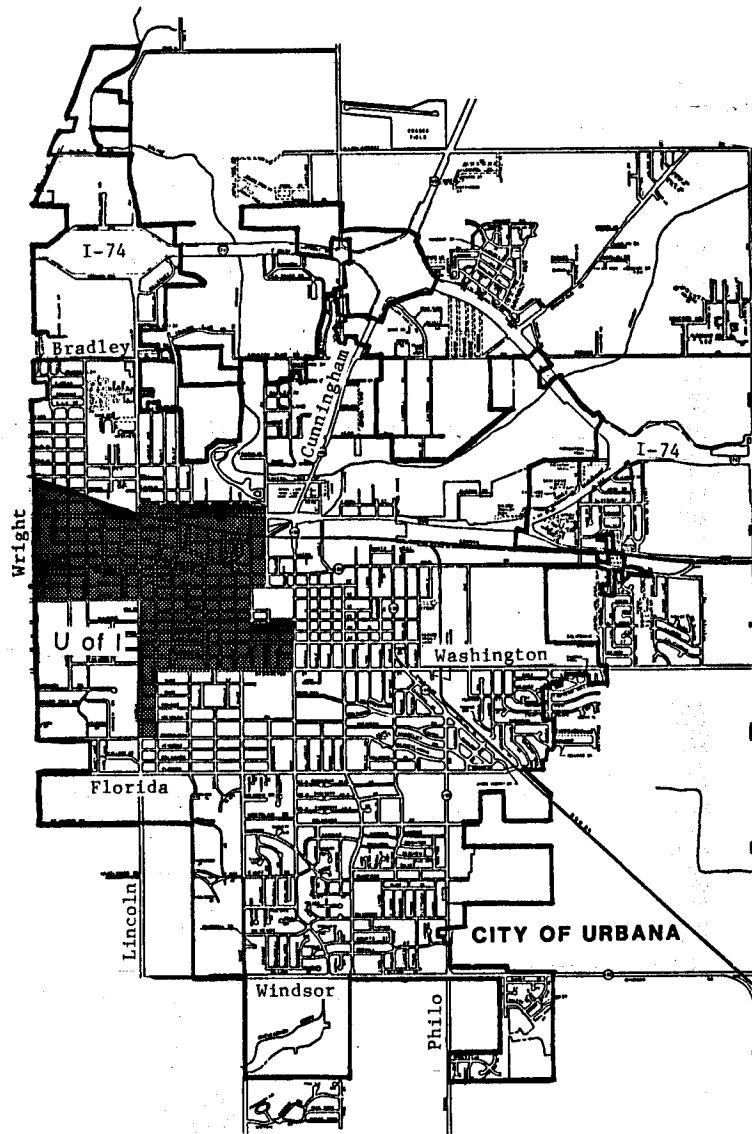
- coordinate the planning process and keep it on schedule,
- gather and analyze various types of data for the purpose of identifying trends and problems in the area,
- research and propose for Plan Commission consideration a variety of policies and other recommendations to address the identified problems, and
- prepare the Downtown to Campus Plan documentation and maps.

The Urbana Plan Commission was responsible for reviewing the staff's work and making recommendations to the City Council. In this role, the Commission focused on basic decisions about future land use designations and the planning policies which form the foundation of the Plan. In addition, the Commission focused on Zoning Ordinance changes and other actions to implement the Plan. Finally, the Commission conducted both the initial meetings where public comments were received and the public hearings where the Plan was reviewed before it was adopted by the City Council.

Early in the planning process, the public was invited to make comments and raise concerns about the area at meetings on April 6, May 18 and June 1, 1989. Notices were sent to all property owners and newspaper articles were used to notify tenants and others who did not receive individual letters. Approximately 140 people attended these meetings and 42 individuals spoke to the Commission and staff about their concerns. Once a draft version of the Plan was prepared, it was reviewed at public hearings conducted by the Plan Commission in January, 1990. The Plan was then reviewed by the City Council before it was adopted on June 4, 1990.

STUDY AREA BOUNDARIES

As seen in Map 1, the Downtown to Campus Study area is an irregularly shaped portion of west-central Urbana. The area contains approximately 500 acres of land and about 3700 dwelling units. The specific boundaries of the Study area are shown in Map 2. At the direction of the City Council, a portion of the area was included with the understanding that no changes to the Comprehensive Plan or Zoning Map would be recommended for this area. This portion of the neighborhood has been called the "R-2" area because of it's R-2 Single-Family Residential zoning. Resolution #8889-R8 specifically prohibited the Plan Commission and staff from considering any Comprehensive Plan or zoning changes in this part of the Study area.



MAP ONE

Downtown to Campus Study Area

GENERAL LOCATION

PLAN FORMAT

The Downtown to Campus Plan was written to guide the City of Urbana, property owners, residents, investors and others make decisions about the future of this neighborhood. It identifies and analyzes the area's problems and recommends policies and other actions to solve these problems. The Plan also provides the legal and planning foundation to justify changing the City's 1982 Comprehensive Plan and other land use regulations. The Plan is divided into the following chapters:

Executive Summary - This is a brief summary of the information and recommendations presented in the Plan.

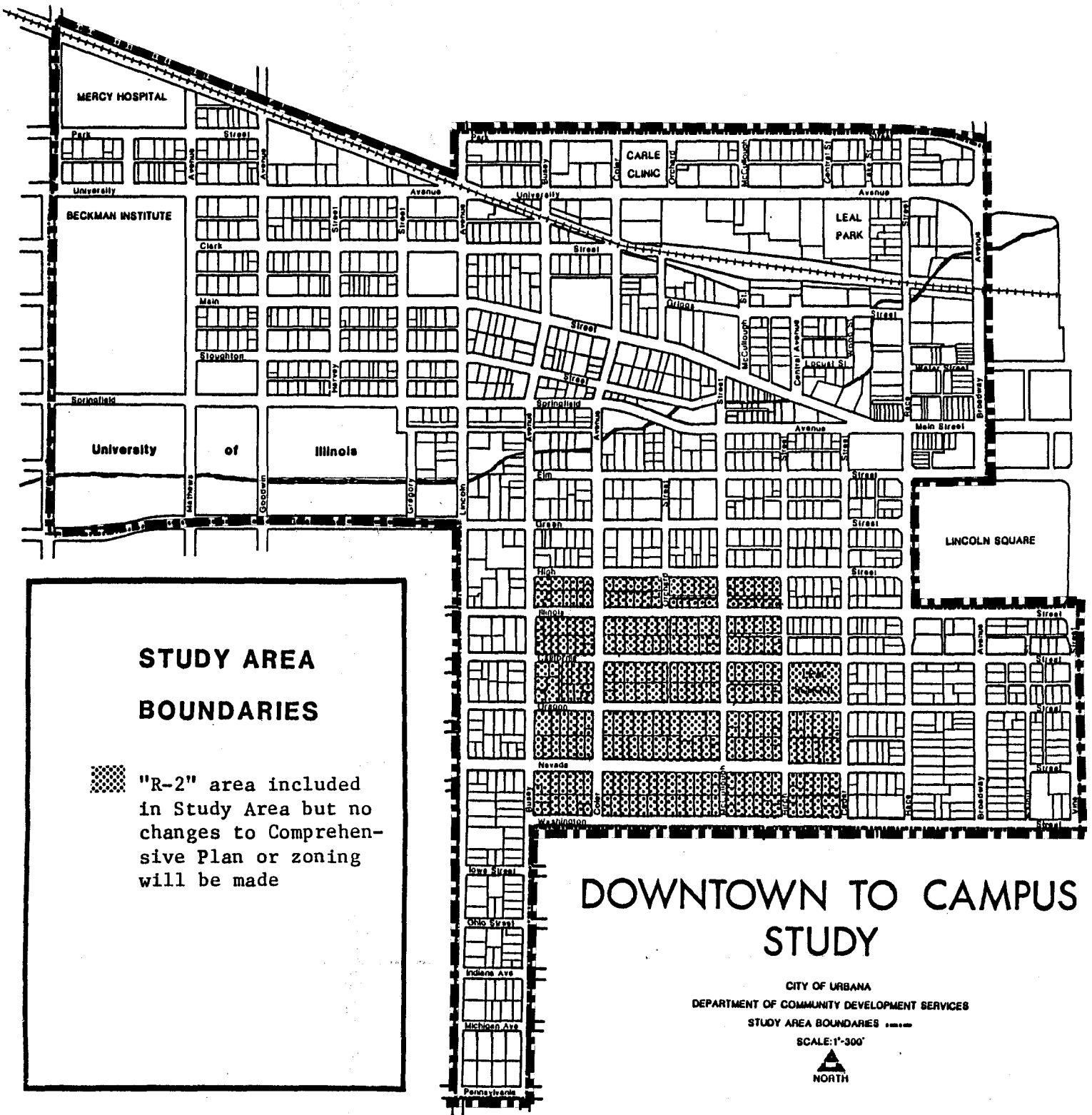
Chapter One - Introduction - This chapter explains the purpose, objectives, process and boundaries of the Study.

Chapter Two - History - This chapter reviews some of the neighborhood's history as well as past planning and zoning actions that have affected the area.

Chapter Three - Neighborhood Conditions - This chapter presents a variety of information about conditions, characteristics and problems in the neighborhood.

Chapter Four - Goals and Objectives - This chapter focuses on the goals and objectives which the Downtown to Campus Study was designed to achieve.

Chapter Five - Recommendations - This chapter recommends specific policies, programs and actions to implement the Plan's goals and objectives for addressing the area's problems.



MAP TWO

CHAPTER TWO

HISTORY

A BRIEF HISTORY OF THE NEIGHBORHOOD

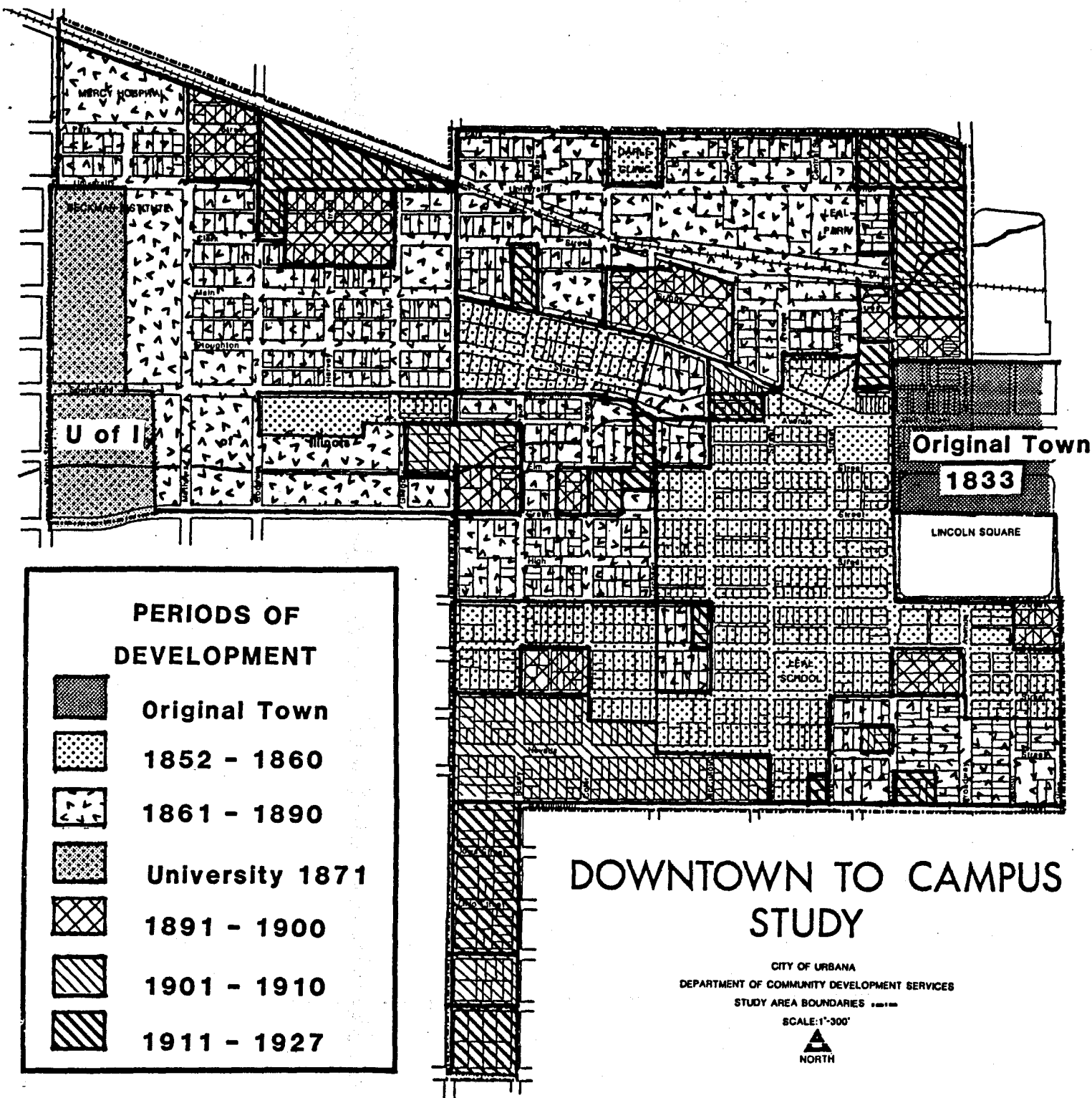
In the late-1820's, immigrant farmers began to settle near a heavily-wooded but swampy part of the east-central Illinois prairie known as the "Big Grove". In 1833, the State legislature created Champaign County as additional settlers arrived to farm the rich soil around the Big Grove. These settlers founded the Town of Urbana in 1833 when it was selected as the county seat for the newly created county. As shown in Map 3, the town's original boundaries included land which is now a part of the Downtown to Campus Study area.

During the 1830's and 1840's, the region's agricultural productivity attracted new growth which helped Urbana become the center of economic activity in this part of Illinois. In 1853, the Illinois Central Railroad opened a line between Chicago and Memphis, Tennessee. However, the line was located two miles west of Urbana because of topographic considerations. Consequently, much of the town's business activity was attracted to the vicinity of the new tracks. This development led to the growth of a new town which eventually became the City of Champaign. Attracted by the railroad, development in Urbana began to spread west from the town's original boundaries. Map 3 illustrates the major periods of development identified by the dates when land was subdivided and platted into lots for new construction.








The next major event to affect the land which is now the Downtown to Campus area was the founding of the University in 1867. This land became a prime residential neighborhood for community leaders and University faculty, staff and students. Many prominent Urbana families built impressive homes along the streets west of the "downtown" area. A total of 118 buildings over 100 years old still exist within the Study area including four from the 1850's, six from the 1860's and fifty from the 1870's. Additional information about the neighborhood's historical and architectural resources will be presented in Chapter Three.

As Map 3 shows, slow but steady growth occurred in the decades after the University was founded until the neighborhood was finally fully developed in the 1920's. Some of the residences which were built during these years included extra rooms or apartments for students. This was done as a source of extra income for the owners and also because the University did not provide much on-campus housing. The neighborhood experienced little change during the 1930's and 40's because of the Great Depression and World War II.


Following World War II, however, the neighborhood began to change. Increasing enrollments at the University led to acquisition of more land and expansion of the campus. A housing shortage led to the



PERIODS OF DEVELOPMENT

-  Original Town
-  1852 - 1860
-  1861 - 1890
-  University 1871
-  1891 - 1900
-  1901 - 1910
-  1911 - 1927

DOWNTOWN TO CAMPUS STUDY

CITY OF URBANA
 DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES
 STUDY AREA BOUNDARIES
 SCALE: 1"=300'

 NORTH

MAP THREE

conversion of older single-family homes into rooming houses. The advancing age of the structures led to maintenance problems and more conversions. Some apartment buildings were also constructed during this period. The increasing use of automobiles created a demand for better streets and more parking near the campus. These trends continued to affect the neighborhood during the 1950's, 60's and 70's. The combined impact of these changes became more noticeable in the 1980's as the rate and scale of the changes increased.

Several factors have combined to affect the Study area during the past decade. The construction of the Beckman Institute and other University facilities has had a substantial physical and economic impact. Another factor has been the growth of the "campuses" at both Mercy Hospital and Carle Hospital. The economic revival of Downtown Urbana which has occurred since 1980 has led to additional pressures in the neighborhood. Finally, the continuing construction of apartment buildings has increased the feeling that this unique, old part of Urbana is being irretrievably changed. In response to this growing concern, the City Council and Plan Commission initiated the Downtown to Campus Study.

HISTORY OF PLANNING AND ZONING DECISIONS

In order to fully understand the conditions and problems which exist today in the Downtown to Campus Study area, it is helpful to review past planning and zoning decisions. Examining these decisions helps to show how the City's policies shaped how the neighborhood came to be the way it is today. The remainder of this chapter contains a review of the most significant planning and zoning actions in this area.

1. 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, nothing resulted from this initial effort. The first official Zoning Ordinance in Urbana was adopted by the City Council on August 3, 1936. This action was taken:

"in order to conserve the value of property in the city, and to the end that building development may be directed to the best advantage of the entire city, that adequate light, pure air and safety from fire and other dangers may be secured, that congestion in the public streets may be lessened or avoided, and that the public health, safety, comfort, morals and welfare may otherwise be promoted in accordance with a well considered plan for the use and development of all property throughout the city."

Although the City had no "well considered plan" to guide the Zoning Commission which drafted this ordinance, the community was divided into five zoning districts: the 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. Because the map is not available, it is difficult to evaluate the impact which the 1936 ordinance had on the land uses which eventually developed in the Study area. Some of the zoning regulations from the 1936 ordinance are shown in Table One.

2. 1940 Zoning Ordinance

The City Council adopted a new Zoning Ordinance on September 16, 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. Some of the 1940 zoning regulations are presented in Table One.

The 1940 Zoning Map is shown in Map 4. Almost all of the land in the DTC area was zoned B Multiple Dwelling and Apartment District. Only fourteen blocks south of Oregon Street and eleven blocks along University Avenue and Park Street were zoned for single-family homes and duplexes. 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. The following patterns can be seen in Map 4:

- zoning districts were generally assigned to whole blocks and not to individual lots to avoid "spot" zoning,
- 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 and was not generally located near the campus except for an area east of Busey Avenue and south of Nevada Street,
- 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 Avenue, and along the railroad.

As Map 4 shows, the UI was much smaller in 1940. It did not include much of the land which is now or soon will be a part of the campus. Therefore, the impacts associated with living near the University occurred in different areas than they do today. As the campus has grown, the transition area around the campus has shifted to the north and east.

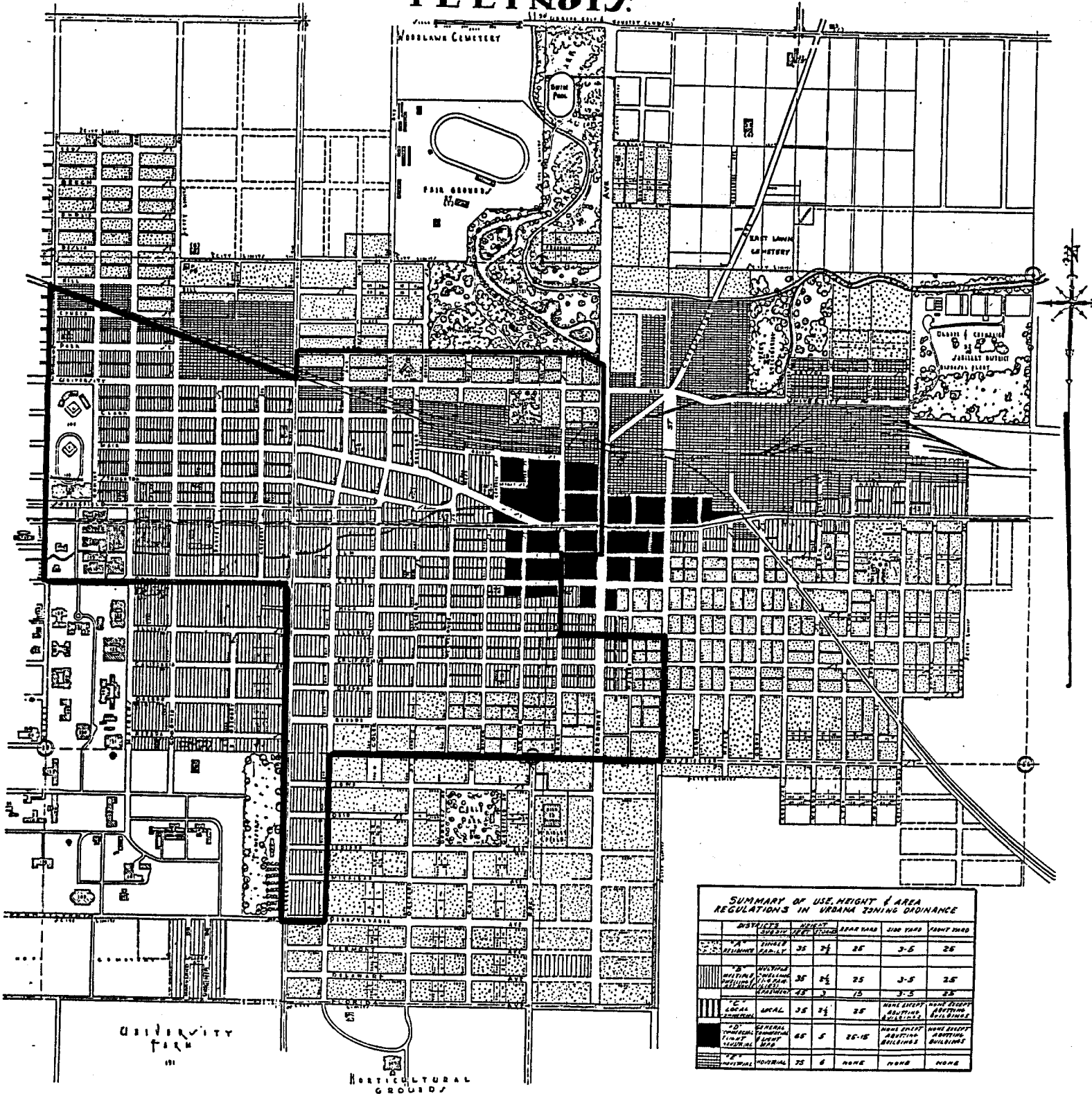
TABLE ONE

SELECTED RESIDENTIAL ZONING REGULATIONS

DATE OF ORDINANCE AND DISTRICT	MAXIMUM HEIGHT (Ft.)	MINIMUM FRONT YARD (Ft.)	MINIMUM REAR YARD (Ft.)	MINIMUM SIDE YARD (Ft.)	MINIMUM LOT SIZE (Sq. Ft.)	MINIMUM LOT WIDTH (Ft.)	LOT AREA PER UNIT (Sq. Ft.)	FLOOR AREA RATIO	OPEN SPACE RATIO
1936									
A Residence	35	25(b)	25	3	5,000	n/a	n/a	n/a	n/a
B Multiple Dwellings	35(a)	25(b)	25	5	n/a	n/a	n/a	n/a	n/a
1940									
A Residence	35	25(b)	25(c)	3	5,000	n/a	n/a	n/a	n/a
B Multiple Dwellings	35(a)	25(b)	25(c)	5	n/a	n/a	n/a	n/a	n/a
1950									
R-1 One and Two Family Resid.	35	25(b)	25(c)	5	6,000	60	6,000(e)	n/a	n/a
R-2 Multi Family Resid. (MFR)	35	25(b)	25(c)	5	6,000	60	1,000	n/a	n/a
1970									
R-1 One and Two Family Resid.	35	25(b)	25(c)	5	6,000	60	6,000(e)	n/a	n/a
R-2 Multi Family Residential	35	25(b)	25(c)	5	6,000	60	1,000	n/a	n/a
R-3 Multi Family Only	35	25(b)	25(c)	5	6,000	57	1,000	n/a	n/a
R-4 Multi Family/High Density	99	20	20	5	6,000	57	(f)	n/a	n/a
R-5 Fraternities & Sororities	80	5	0	0	6,000	60	n/a	n/a	n/a
1979									
R-2 One Family Residential	35	15(b)	10	5	6,000	60	n/a	0.35	0.45
R-3 One and Two Family	35	15(b)	10	5	6,000	60	n/a	0.40	0.40
E-4 Medium Density MFR	35	15(b)	10	5	6,000	60	n/a	0.50	0.35
R-5 Med/High Density MFR	35	15(b)	5	5	6,000	60	n/a	0.90	0.30
R-6 High Density MFR	(d)	15(b)	10	5	6,000	60	n/a	1.40	0.25
R-7 Dormitories	80	15(b)	10	5	6,000	60	n/a	1.40	0.25

(a) 45' for Apartment Buildings
 (b) or Average Setback of Existing Buildings in the block, minimum of 15 feet
 (c) or 20% of the depth of the lot, whichever is smaller
 (d) maximum height = twice the distance from the street centerline to the face of the building
 (e) 3,000 sq. ft. per unit for a duplex
 (f) 500 sq. ft. for efficiency units
 600 sq. ft. for one and two bedroom units
 700 sq. ft. for three or more bedroom units

ZONING MAP OF THE CITY OF URBANA ILLINOIS.



SUMMARY OF USE HEIGHT & AREA REGULATIONS IN URBANA ZONING ORDINANCE

DISTRICT	MINIMUM HEIGHT	MAXIMUM HEIGHT	REAR YARD	SIDE YARD	FRONT YARD
VA RESIDENTIAL SINGLE-FAMILY	35	34	25	3-5	25
B RESIDENTIAL MEDIUM-DENSITY SINGLE-FAMILY	35	34	25	3-5	25
B RESIDENTIAL MEDIUM-DENSITY MULTI-FAMILY	45	3	15	3-5	25
LOCAL COMMERCIAL	35	34	25	NONE EXCEPT ADJUTING BUILDINGS	NONE EXCEPT ADJUTING BUILDINGS
CD COMMERCIAL DENSE MULTI-FAMILY BUILDINGS	65	5	25-15	NONE EXCEPT ADJUTING BUILDINGS	NONE EXCEPT ADJUTING BUILDINGS
INDUSTRIAL GENERAL	35	6	NONE	NONE	NONE

1940 OFFICIAL ZONING MAP

MAP FOUR

It is interesting to note that the 1940 Ordinance restricted multiple dwellings in the B zoning district to occupancy by **"no more than four families"**. Therefore, the City Council clearly did not intend to allow high residential densities in west Urbana in the 1940's. This is quite different from the high density apartment buildings allowed in the neighborhood today.

3. 1950 Comprehensive Plan

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 1950 Comprehensive Plan focused on a variety of problems. Some of the recommendations which were made to address these problems have had unexpected impacts on the area. A brief description of a few of these problems includes the following quotations:

1. Decentralization - **"Residential and commercial expansion into uneconomical fringe development ... must be controlled."**

2. Obsolescence - **"A considerable amount of structures are in a marked state of obsolescence, and must be rehabilitated or rebuilt in conformation with the best possible land use pattern. Obsolescence coupled with decentralization will result in ultimate abandonment of interior areas and lowered tax revenues. It is, therefore, increasingly important to encourage an in-growing of both residential and commercial development, and the rehabilitation of presently blighted areas."**

3. Rental Housing - **"There is an unfulfilled demand for rental housing in all income ranges. Provision of adequate rental housing will relieve present over-crowding, and construction in indicated locations will be a neighborhood rehabilitation measure"**.

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. Much of the land now included in the DTC Study was considered to be **"obsolescent"** and in need of redevelopment because of the age of the structures in the neighborhood.

The objectives of the 1950 Comprehensive Plan are reflected in the land use plan shown in Map 5. The area west of Lincoln Avenue was designated as an **"almost exclusively multiple housing area through redevelopment of the obsolescent housing"**. East of Lincoln Avenue the Plan allocated multiple housing **"along and north of Green**

Street, west of the Downtown area, while the remainder of the neighborhood consists of the existing adequate single-family residences". According to the Plan, medium density multiple-family housing consisted of 15.5 or more dwelling units per acre while high density multiple-family housing consisted of 27.5 dwelling units or more per acre. In contrast, the existing single-family residential areas averaged only about 4.7 dwelling units per acre. In addition to multiple-family housing, the Plan advocated the expansion of the Downtown west to McCullough Street to accommodate the greater population which was envisioned in the area. Other recommendations included the widening of Springfield Avenue to a four-lane arterial and the conversion of Thornburn School to a park and recreation center.

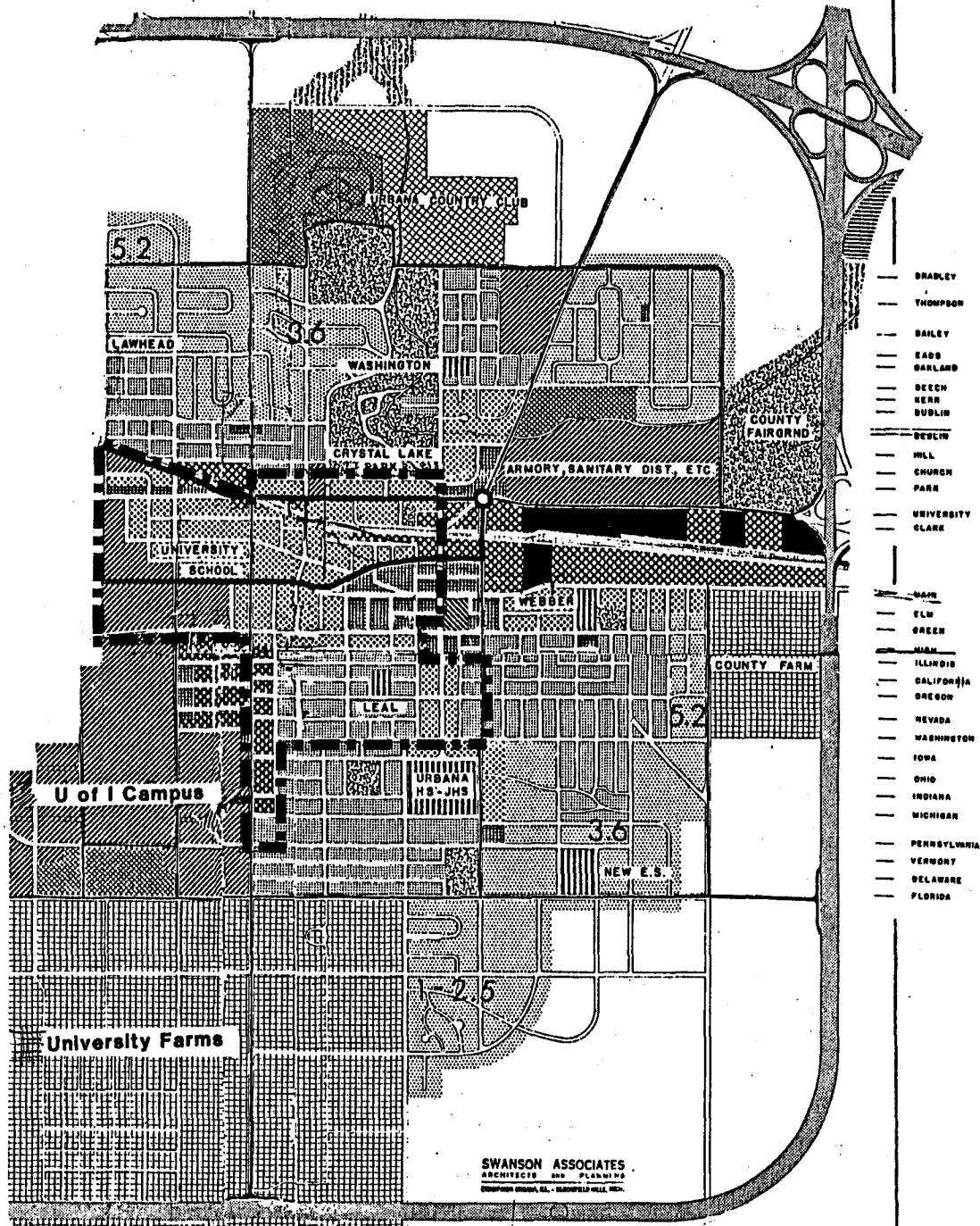
Even though it has been nearly forty years since the City adopted the 1950 Comprehensive Development Plan, some of its effects can still be seen in the DTC area. As Urbana's first official comprehensive plan, it established the City's basic policy about the type of development which was considered appropriate and desirable in the neighborhood. This policy was reflected in the new Zoning Ordinance which was adopted by the City Council on November 6, 1950. This Ordinance was written by the same consultant who prepared the Comprehensive Development Plan so there is a close correlation between the land uses and zoning patterns recommended in the two documents. By adopting both the 1950 Plan and 1950 Zoning Ordinance, the Urbana City Council made a fundamental decision to encourage multiple-family residential development in what is now the Downtown to Campus Study area.

This decision was based on the following assumptions:

- a. 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;
- b. it was the most feasible way to redevelop "obsolescent" houses and aging residential neighborhoods;
- c. it would counter the trend toward costly decentralization or "suburban sprawl"; and
- d. it would strengthen and maintain the economic vitality of the Central Business District (CBD).

Based on these beliefs, it is understandable that both the 1950 Plan and Zoning Ordinance focused on multiple-family housing as the primary means to meet housing needs, redevelop deteriorating neighborhoods and prevent unwelcome sprawl. In hindsight, however, it is apparent that the Plan was based on 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 35,000 students. The Plan did not anticipate the problems which the unexpected number of residents

GENERAL DEVELOPMENT PLAN



- KEY**
- | | | | |
|--|-------------------------------------|--|---------------------------------|
| | SINGLE-FAMILY RESIDENCES (EXISTING) | | INSTITUTIONAL |
| | SINGLE-FAMILY RESIDENTIAL AREAS | | PARKS & RECREATIONAL |
| | LOW-DENSITY MULTIPLE HOUSING | | WOODED AREAS (PRESERVE) |
| | HIGH-DENSITY MULTIPLE HOUSING | | SCHOOLS |
| | COMMERCIAL (LIGHT) | | COUNTRY CLUBS, CEMETERIES, ETC. |
| | COMMERCIAL (HEAVY) | | FARMLAND (TAX-FREE) & AIRPORTS |
| | INDUSTRIAL (LIGHT) | | |
| | INDUSTRIAL (HEAVY) | | |
- NOTE - FIGURES ON FUTURE S.F. RESIDENTIAL AREAS INDICATE HOUSES PER NET ACRE

MAP FIVE

1950 COMPREHENSIVE PLAN

and vehicles would cause in the neighborhood. It substantially overestimated the demand for multiple-family dwellings and underestimated the demand for single-family homes. It did not anticipate the widespread impacts that would result from the increasing use of automobiles. Finally, the Plan equated "old houses" with "obsolescence" and, therefore, did not anticipate the improvement which has occurred during the last two decades as a result of the renovation and restoration of the older structures in the area.

Despite the errors and faulty assumptions which have become apparent since the 1950 Plan was adopted, many of its basic recommendations and policies have continued to affect the Downtown to Campus area. The Plan and the accompanying Zoning Ordinance helped to create the land use pattern now found in the area. Although many changes have occurred in the neighborhood since 1950, the City's basic land use and zoning policy has not significantly changed in nearly forty years.

4. 1950 Zoning Ordinance

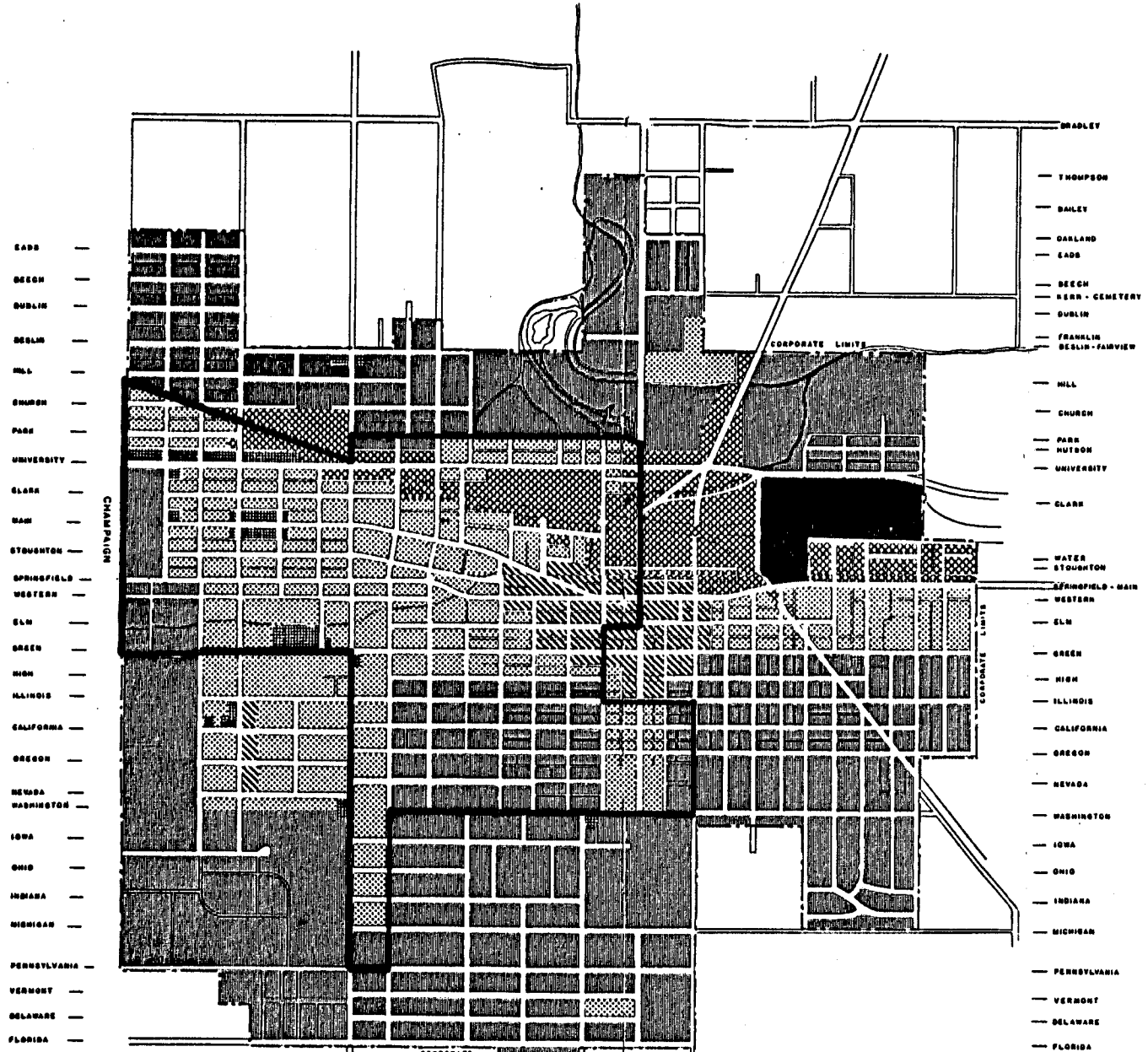
As mentioned above, the Urbana City Council adopted a new Zoning Ordinance on November 6, 1950 to replace the 1940 Ordinance. One of the important changes was the removal of the 1940 limit on occupancy of multiple-family dwellings to "no more than four families". This restriction was removed in keeping with the 1950 Plan's recommendation for higher residential densities in west Urbana. Eliminating this restriction led to an increase in the conversion of older single-family homes and to the construction of apartment buildings which subsequently increased traffic in the neighborhood. The problems which resulted from these density changes were not anticipated in the 1950 Comprehensive Plan.

Some of the 1950 regulations are outlined in Table One. 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. The 1950 Zoning Map is illustrated in Map 6. As it shows, the primary zoning district in what is now the Downtown to Campus area was R-2 Multiple Family Residence. This zoning pattern reflected the 1950 Comprehensive Plan's recommendation to increase the local housing supply by redeveloping the "obsolescent" neighborhood with multiple-family residences. The following changes to the neighborhood's zoning boundaries were made in the 1950 Map:

- 21 blocks south of High Street which were zoned B Multiple Dwellings and Apartments in 1940 were rezoned to R-1 One and Two Family Residence,
- three areas west of Lincoln Avenue along University Avenue, Main Street and Green Street were rezoned to B-1 Neighborhood Business,
- the 700 blocks of South Race Street and South Broadway Avenue were rezoned to R-2 Multiple-Family Residence,

URBANA, ILL.

- WYOMING
- WISCONSIN
- MICHIGAN
- MINNESOTA
- IOWA
- INDIANA
- OHIO
- PENNSYLVANIA
- DELAWARE
- FLORIDA
- MICHIGAN
- MINNESOTA
- IOWA
- INDIANA
- OHIO
- PENNSYLVANIA
- DELAWARE
- FLORIDA



MAP SIX
1950 OFFICIAL ZONING MAP

- WYOMING
- WISCONSIN
- MICHIGAN
- MINNESOTA
- IOWA
- INDIANA
- OHIO
- PENNSYLVANIA
- DELAWARE
- FLORIDA
- MICHIGAN
- MINNESOTA
- IOWA
- INDIANA
- OHIO
- PENNSYLVANIA
- DELAWARE
- FLORIDA

DISTRICT	HEIGHT	DISTRICT	HEIGHT
R-1 ONE & TWO FAMILY RESIDENCE	24' 35'	B-2 CENTRAL COMMERCIAL	6' 75'
R-2 MULTIPLE FAMILY RESIDENCE	3' 35'	I-1 LIGHT INDUSTRIAL	SEE ORD.
B-1 NEIGHBORHOOD BUSINESS	24' 35'	I-2 HEAVY INDUSTRIAL	SEE ORD.

ZONING MAP
URBANA, ILLINOIS
SWANSON ASSOCIATES
ARCHITECTS AND PLANNERS

Adopted by the City Council
this 4th day of November, 1950.
Ben H. Johnson, City Clerk
Approved: November 15, 1950
John F. Chapman, Mayor

Submitted to City Council of
Urbana, Illinois July 14, 1950.
James H. Shull, Roland F. Borch

- the B-2 Central Commercial zoning district was extended to McCullough Street along Main Street and Springfield Avenue,
- the B-2 Central Commercial zoning district was also extended west to Birch Street along Elm Street and Green Street, and
- the land along Park Street and University Avenue between Race Street and Busey Avenue was rezoned to R-2 Multiple Family Residence and I-1 Light 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. There was apparently little consideration 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 to create some of the 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. Therefore, it played a very large role in shaping the Downtown to Campus area.

5. 1968 Comprehensive Plan

Between 1965 and 1968, the Urbana Plan Commission, Regional Planning Commission staff and a planning consultant devoted a tremendous amount of time and effort to the creation of a new plan to replace the 1950 Plan. The new Comprehensive Plan was adopted by the City Council on July 22, 1968. The first product of this planning process was "A Study of the City-University Transition Area" which was issued in January, 1966. This Study was designed to address the problems caused by **"the disorganized and unguided change in character of land use and occupancy between the regular city pattern and the growing University"**. The preparation of this Study represented the first time that the City officially recognized and addressed the campus neighborhood's problems.

Although 23 years have passed since this study was published, many of the same problems which were found in 1966 still exist today including:

- "a high incidence of mixed land uses adjacent to the campus",
- "a large number of rooming houses and multiple dwellings and the relatively high densities resulting from conversion of low density structures to multiple occupancy on small lots",

- "fragmented neighborhood units",
- "clearance of land for construction of University buildings and private apartment buildings and dormitories",
- "a definite excess of demand over supply of parking reflects the conversion of dwellings without providing sufficient space for additional automobile storage",
- "in sections of high density, yards are not well-maintained, automobiles fill all available space, and mixed uses combine with intensity of use to create conditions of disorder", and
- "new structures have been located on inadequate sites furnishing few amenities... the problem is the lack of effective municipal guides to land use and occupancy, and in part the lack of attention to amenities by the developers or owners".

In order to address these problems, the City's planning consultant designed a "Tentative Land Use Plan" which was based on the following factors:

- a. "the need for controlling development to avoid further overcrowding of the land and people"
- b. "the market for replacement of substandard and otherwise inadequate housing"
- c. "indications from residents that the neighborhood character should be retained and protected from invasion by transitional uses"
- d. "the necessity for relocating commercial uses in the path of University expansion and the additional need for services for proposed high-density residential development"
- e. "a University-Central Business District attraction corridor along Green Street with special design to serve pedestrian and vehicular traffic", and
- f. "campus expansion to University Avenue and Lincoln Avenue".

Following the publication of the Tentative Land Use Plan in 1966, it was carefully reviewed by the City Council, Plan Commission, planning staff, neighborhood residents and property owners. As a result, it was modified and incorporated into the Comprehensive Plan. The Land Use Plan recommended by the planning consultant is shown in Map 7. It was based on the following design features:

"1. The Campus - The eventual expansion of the campus to the logical boundaries of University Avenue and Lincoln Avenue."

"2. Green Street - Development of a concourse containing a boulevard landscaped for a park-like atmosphere for auto and pedestrian use. The concourse to be flanked by garden apartment clusters, professional offices, specialty shops and restaurants with vehicular access from Elm and High Streets. Many of the worthwhile natural and cultural features established along Green Street would be retained. Termination of several north-south streets would reduce traffic congestion."

"3. Lincoln Avenue - Development of the east side for high density apartment use supported by local commercial services oriented to the residents."

"4. Central Business District - Limited development of commercial uses at the perimeter of the downtown business district near the Green Street concourse tie with the campus."

"5. East and Southeast Residential Area - Continuation and preservation of the section east of Busey Avenue and south of High Street as a part of a neighborhood unit with low density."

The proposed medium density development included 6 to 20 dwelling units per acre and the high density development included 21 to 40 dwelling units per acre. As Map 7 shows, most of the proposed medium and high density residential development was concentrated along Lincoln Avenue and Springfield Avenue. Commercial uses were also located near the campus at major intersections and near the Downtown along Springfield Avenue and Race Street. Another feature of the Plan was a proposed street connection between Washington Street and Lincoln Avenue.

Early in 1968, a neighborhood group known as the West Urbana Neighborhood Committee reviewed the Land Use Plan that had been recommended by the planning consultant. A variety of comments were presented to the Urbana Plan Commission during its review of the completed but not yet adopted Comprehensive Plan. In response to the public's concern about the proposed Land Use Plan, a revised plan was drafted by the Regional Planning Commission staff and presented to the Plan Commission in July, 1968. The revised plan was based in part on the consultant's original recommendations but also included modifications suggested by the West Urbana Neighborhood Committee, RPC staff and others.

The final version of the Plan that was adopted by the Council on July 22, 1968 is shown in Map 8. A comparison of Map 8 and Map 7 illustrates the changes which were made in response to the public's concerns. The following features of the plan which was finally adopted are shown in Map 8:

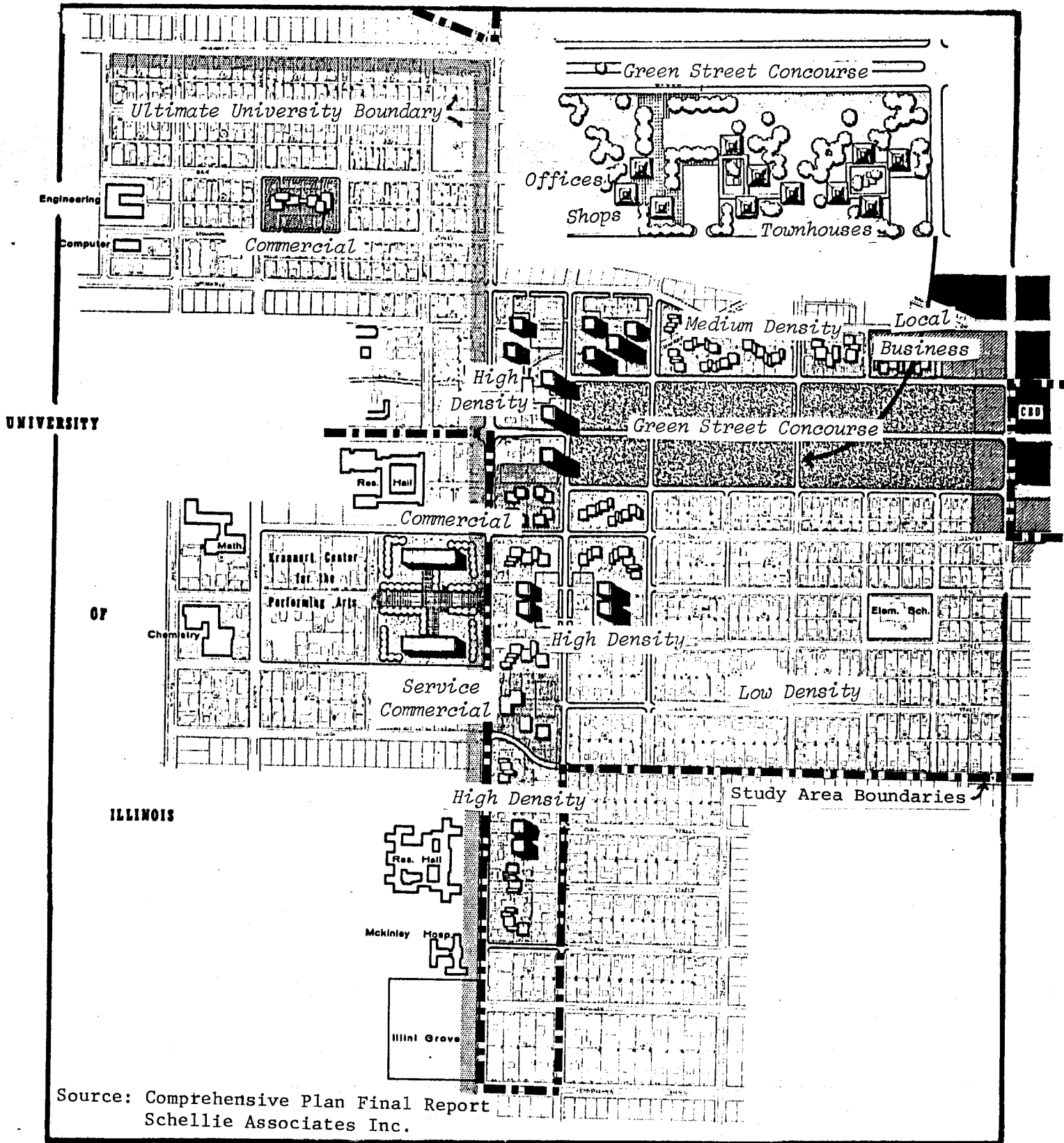
- the Green Street concourse was modified into a more pedestrian-oriented street by closing off both the eastern and western ends; Elm Street and High Street would be extended to Lincoln Avenue; the proposed land uses along Green Street included high density residential and restricted commercial development; much of Green Street was also designated a "conservation area" to preserve its unique historic and architectural structures,

- an open space buffer was proposed as a transition between the high density residential development along Lincoln Avenue and the low density neighborhood east of Busey Avenue,

- the proposed street between Washington Street and Lincoln Avenue was retained; a new street between Oregon Street and Lincoln Avenue was proposed and Nevada Street was to be closed at Busey Avenue,

- there was less commercial proposed along Lincoln Avenue, and

- two parking garages were proposed where none had been shown earlier.



City - University Transition Area

1968 LAND USE PLAN

MAP SEVEN

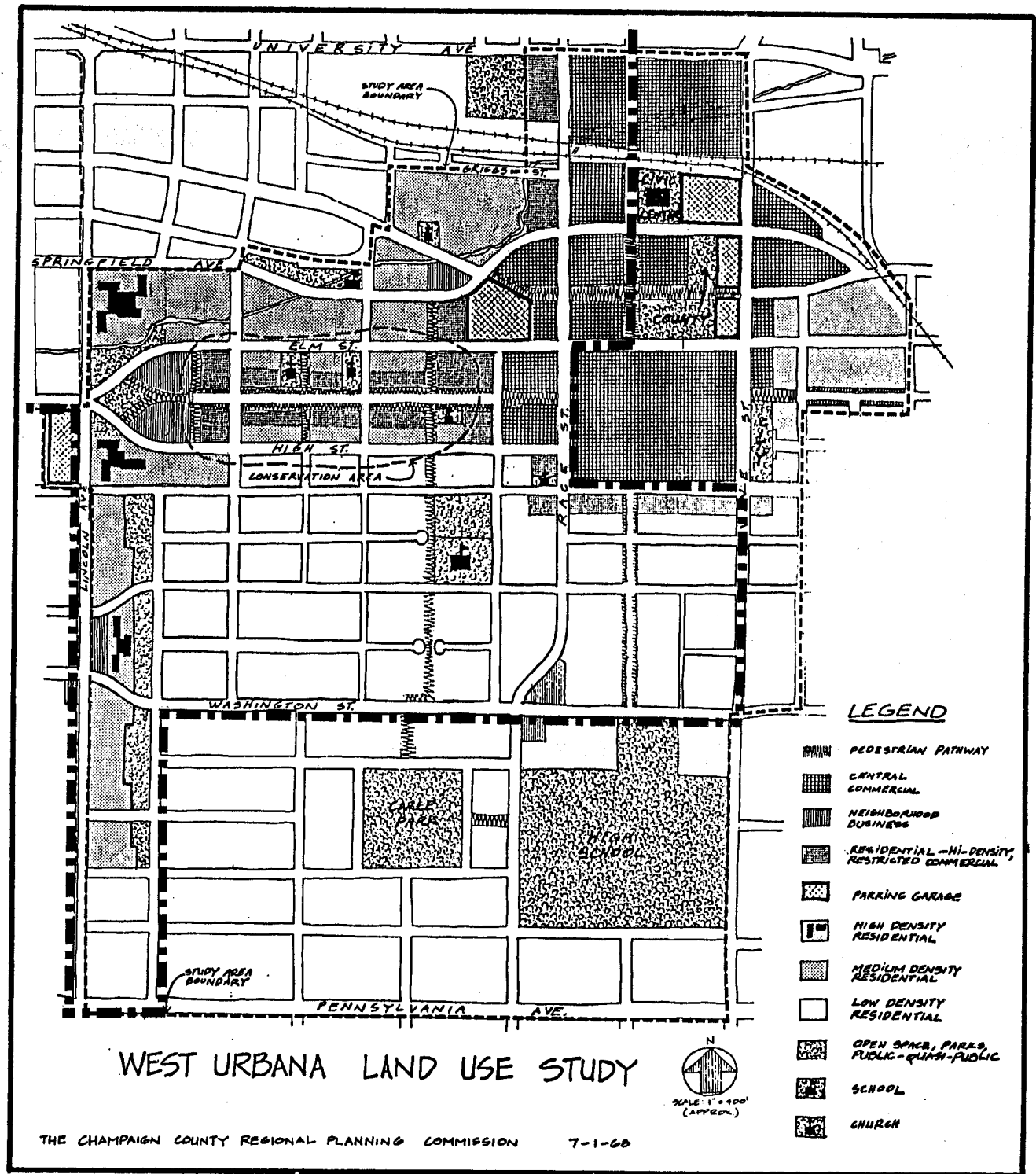
There was very little discussion in the 1968 Comprehensive Plan about implementing the Transition Area Land Use Plan. The only recommendations called for revising the zoning to **"assist in guiding development"** and for considering an architectural committee to **"assure adequate aesthetics in new construction"**. There were no recommendations for specific changes to the Zoning Ordinance and Zoning Map or other suggestions on how to achieve the Plan's objectives and solve the neighborhood's problems. For example, there was no recommendation on how to resolve the conflicting objectives of encouraging development along Green Street while still preserving its unique structures and features. Although this Plan was an imaginative attempt to solve some of the neighborhood's problems, there was no effective effort to implement the recommendations. Consequently, it appears that the Transition Area Study has had little lasting effect on the present land use and zoning patterns in the area.

6. 1969 North Urbana - University Neighborhood Study

Shortly after the 1968 Comprehensive Plan was adopted, the Plan Commission received a request for a zoning change to allow a 26-story, 200 unit apartment building at Clark Street and Mathews Avenue. Although this rezoning was denied, it pointed out a shortcoming in the Comprehensive Plan. The Plan assumed that the University would eventually acquire all of the land south of University Avenue and west of Lincoln Avenue. However, there was no discussion of what uses would be appropriate during the interim period prior to the University's acquisition of the land. Therefore, the Plan provided little guidance in reviewing zoning requests and development proposals near the campus.

In response to this shortcoming, the Regional Planning Commission prepared a "North Urbana - University Neighborhood Study" in 1969. This Study contained a variety of policies to guide the Plan Commission and City Council in making decisions in the area.

The land use designations recommended in the Interim Land Development Policy are shown in Map 9. This plan was designed to supplement the 1968 Comprehensive Plan. As Map 9 shows, the principal land uses recommended west of Lincoln Avenue were medium and high density residential. However, the proposed housing densities ranged from 16 to 87 dwelling units per acre which was substantially higher than previous plans had recommended. This density was intentionally recommended in order to meet the housing demand which was expected to result from the anticipated growth of the University to an enrollment of approximately 48,000 students in 1985. In order to accommodate these housing densities, the Study recommended that **"housing complexes will average eight stories in height and non-housing projects will average five stories"**. In addition to these large-scale buildings, the Study advocated more commercial development along University Avenue and several street closings to reduce traffic through the neighborhood east of Busey Avenue. Thus, the proposed Interim Development



West Urbana
LAND USE PLAN
 Adopted in 1968 Comprehensive Plan
MAP EIGHT

Policy would have significantly changed the physical, economic and visual character of this neighborhood if it had been implemented. However, the City Council and Plan Commission did not officially adopt this Study. No changes to the Zoning Ordinance or Zoning Map or other actions were taken to implement the Study's recommendations. The Council and Commission continued to rely on the 1968 Comprehensive Plan for guidance in making zoning decisions despite its shortcomings in this area.

7. 1973 Comprehensive Plan Update

The next planning for the Downtown to Campus area occurred in 1973 when the 1968 Comprehensive Plan was updated by the Regional Planning Commission staff. This update was needed primarily to address land use concerns in two areas of the community where changing conditions had rendered the 1968 Plan ineffective and outdated. These two areas were the 1 1/2 mile extraterritorial planning area surrounding Urbana's city limits and the Downtown area. Because this Plan focused on these two areas, many of the 1968 Plan's recommendations and policies were simply incorporated by reference without being changed. However, a few changes were made and some Zoning Ordinance revisions were recommended in order to implement the Plan. In addition, the City Council directed the staff to update the 1969 North Urbana - University Neighborhood Study.

The land use recommendations made in the 1973 Comprehensive Plan for west Urbana are shown in Map 10. The proposed land use pattern contained the same basic mixture of residential and commercial categories designated in the earlier plans for the neighborhood. However, there was an attempt to refine the Plan by emphasizing transitions between different residential densities and between residential and commercial land uses. As Map 10 shows, the 1973 Plan included the following significant features:

1. Retention of the low density residential area south of High Street and east of Busey Avenue,
2. Retention of the high density residential development proposed along Green Street and Lincoln Avenue,
3. Creation of a mixed "residential/restricted business" land use category to provide a transition between the neighborhood and the Central Business District,
4. Addition of a proposed medium density residential area along Busey Avenue south of Oregon Street to provide a transition between the high and low density residential areas,
5. Creation of a new "medium/high density residential" land use category which was assigned to most of the neighborhood,
6. Elimination of the "landscaped concourse and pedestrian pathway" which had been proposed along Green Street in 1968,

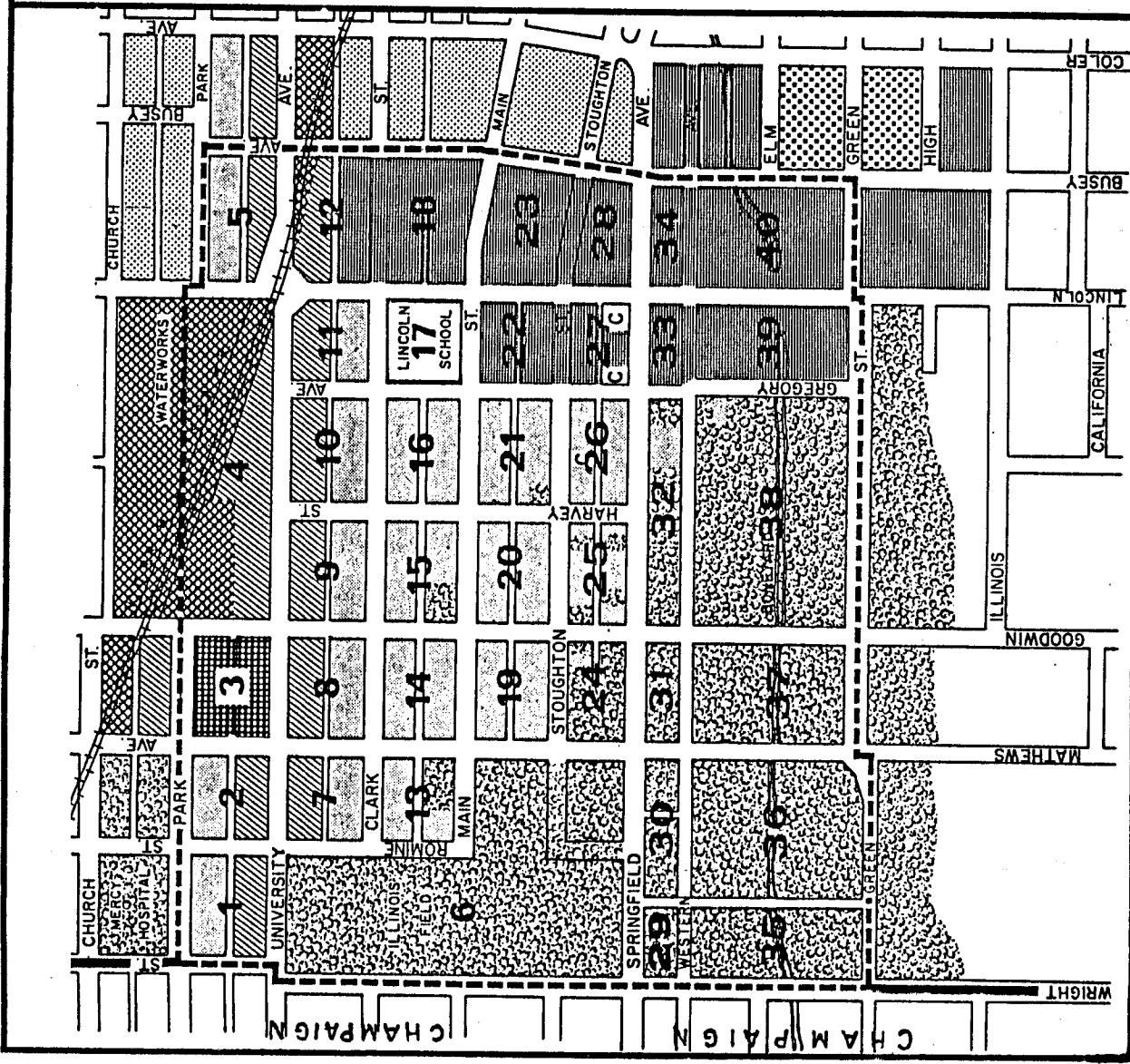
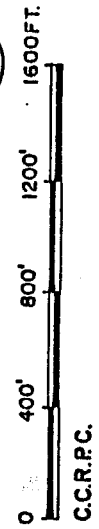
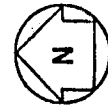
PROPOSED INTERIM LAND DEVELOPMENT POLICY

- INSTITUTIONAL, PUBLIC, QUASI-PUBLIC
- LIGHT INDUSTRY
- ACCOMMODATION BUSINESS (AUTO-ORIENTED SERVICES)
- NEIGHBORHOOD BUSINESS
- INSTITUTIONAL/RESIDENTIAL/COMMERCIAL
- HIGH DENSITY RESIDENTIAL (44-87 D.U.s./ACRE)
- MEDIUM-HIGH DENSITY RES. (16-43 D.U.s./ACRE)
- LOW-MEDIUM DENSITY RES. (1-15 D.U.s./ACRE)
- C - CHURCHES
- 3 - BLOCK NUMBERS

--- STUDY AREA BOUNDARY

THIS IS NOT A ZONING MAP

NORTH URBANA - UNIVERSITY
NEIGHBORHOOD STUDY
MAR. 1969



North Urbana - University Neighborhood
1969 LAND USE PLAN
MAP NINE

7. Retention of the proposals from 1969 to close Clark Street and Stoughton Street near Lincoln Avenue; a new proposal to close Elm Street between Race Street and Broadway Avenue, and
8. Elimination of the proposed commercial uses near the campus on Lincoln Avenue and Green Street as well as the proposed street connections from Washington Street and Oregon Street to Lincoln Avenue.

In addition to these land use changes, the 1973 plan increased the housing densities to more closely correspond to the densities permitted by the Zoning Ordinance. Low density residential referred to 1 to 8 units per acre, medium density meant 8 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.

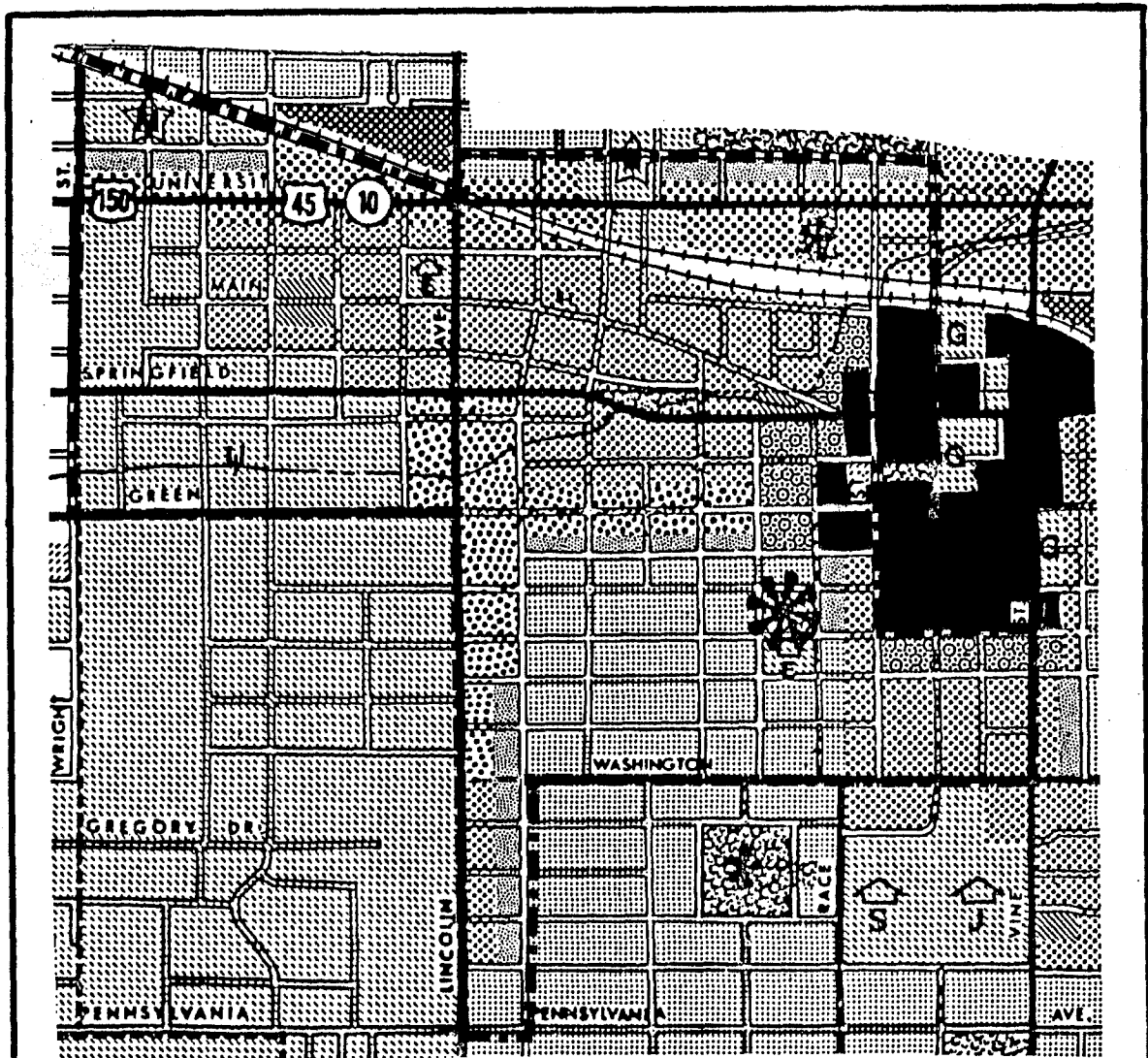
Unlike the earlier plans, the 1973 Plan included specific suggestions to implement its recommendations by changing the City's Zoning Ordinance. As the Plan said:

"A comprehensive amendment to the Zoning Ordinance is necessary for the implementation of the Comprehensive Plan. The present ordinance does not correspond to the Plan's land use classifications; for that matter, it did not correspond to the 1968 Plan which it was intended to help realize. The Plan Commission and City Council were therefore handicapped in both long range planning and especially in deciding on zoning cases. Among the most serious discrepancies of the ordinance is that its residential densities in the various districts exceeded those indicated in the 1968 Plan by a factor of four. Another problem is that the two commercial zones (Neighborhood and Central) do not provide appropriate regulations for other commercial uses."

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:

- "1. 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."
- "2. 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."
- "3. A revision of the parking requirements to make them correspond to the characteristics and needs of specific uses."

When the 1973 Comprehensive Plan was adopted by the City Council on December 17, 1973, the Plan Commission and staff began to implement the Plan by working on a complete revision of the Zoning Ordinance. The DTC area was especially affected by the changes that were eventually made in the new Ordinance.



LEGEND

	Low Density Residential		Central Commercial		Industrial		Agriculture		PROPOSED
	Medium Density Residential		General Commercial		Institutional		Recreation		
	Medium-High Density Residential		Highway Business		Conservation		Schools		
	High Density Residential		Community Business		Recreation		Public Facilities		
	Residential-Restricted Business		Neighborhood Business		Private Recreation		Government		
							Medical		
							Cemetery		
							Utilities		
							Institutions		
							University		

Proposed Land Use Plan COMPREHENSIVE PLAN UPDATE

1973

MAP TEN

8. Boneyard Creek Master Plan

One of the few prominent natural features in the Downtown to Campus area is the Boneyard Creek, a drainage channel which begins in north Champaign and flows south and east through the campus and west-central Urbana before entering the Saline Ditch. For many years the Boneyard Creek was regarded as little more than an open storm sewer which occasionally caused flooding, odor and insect problems for adjacent properties. Much of the Boneyard in Urbana has been channelized with steel sheetpiling and several sections have been enclosed with a box culvert. It retains few pleasant natural features and was given little attention in the 1950, 1968 and 1973 Comprehensive Plans.

In the early 1970's, however, the community began to focus attention on the potential for transforming the Boneyard into a more attractive and useful recreational amenity while improving its primary function as a drainage channel. A Boneyard Creek Commission was formed in 1976 to oversee the preparation of a Boneyard Creek Master Plan for the Twin Cities. On December 19, 1978, the Urbana City Council amended the 1973 Comprehensive Plan to incorporate the goals, objectives and recommendations of the Boneyard Creek Master Plan. The goal of this Plan was to develop the Creek into "a multi-purpose community asset for water shed management, recreation and urban beautification". In order to do this, the Plan recommended improvements to increase the Creek's flood control capacity and water quality and construction of a bicycle and pedestrian path and other recreational sites along the Creek. The Plan also included guidelines for private development to improve the appearance of the Boneyard.

On June 13, 1979, the City Council amended the Zoning Ordinance to create a Boneyard Creek District with special zoning provisions to encourage and control development in keeping with the Master Plan. A "Creekway permit" was required for all construction in the District and a building setback was required to prevent encroachments along the Creek. Special zoning bonuses for height, floor area, lot size and parking were provided as an incentive for developers to build projects in conformance with the Master Plan.

Besides these zoning provisions, there has been relatively little else done to implement the Master Plan. The high cost of the recommended improvements made the Plan unrealistic and unacceptable. Consequently, public funds have not been made available for land acquisition or construction of the bike path and other facilities. The private development which has occurred has not resulted in significant beautification along the Creek. The Boneyard Creek Master Plan still has the potential to improve the Downtown to Campus area but only if a more realistic and feasible Plan is prepared and implemented.

9. 1979 Zoning Ordinance

The 1950 Zoning Ordinance contained six zoning districts: two residential zones, two business zones and two industrial zones. As development occurred and the community changed, many revisions and additions were made to keep the Ordinance up-to-date. On September 21, 1970, the City Council adopted a newly recompiled version of the 1950 Ordinance which incorporated the changes that had been made over the years. This 1970 Ordinance contained ten zoning districts and two maps, one for the City and one for the extraterritorial planning area. Numerous changes to the definitions and regulations had been made in an attempt to keep the Ordinance effective and enforceable.

As noted earlier, the 1973 Comprehensive Plan made specific recommendations to change the Zoning Ordinance in order to achieve the Plan's objectives. At the direction of the City Council, the Urbana Plan Commission and Regional Planning Commission staff began to work on revising the Ordinance in 1973. It soon became apparent that an almost entirely new Ordinance was needed to regulate development in the community in conformance with the Plan. The process of rewriting the Zoning Ordinance was difficult and time-consuming. It required a tremendous amount of effort by many individuals. Numerous public meetings were held and at least four different drafts were prepared. Following a great deal of public discussion and additional modifications, the "Comprehensive Amendment to the 1950 Zoning Ordinance" was finally adopted by the City Council on December 17, 1979; nearly six years after the project began.

The 1979 Ordinance was a significant departure from the basic Ordinance which had been in effect since 1950. The new 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. Some of the development regulations included in the 1979 Ordinance are shown in Table One.

It is impossible to briefly summarize all of the changes which were made in the 1979 Ordinance or the impacts which resulted from these changes. However, the record is clear that the Plan Commission and City Council attempted to make the new Ordinance address the concerns mentioned in the public hearings, including many of the same concerns which still are heard today. The Zoning Ordinance will be discussed in more detail in Chapter Three.

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 "downzone" portions of the community.

In an early version of the Zoning Map, however, the proposed zoning of some areas was different than the old zoning, including large portions of west Urbana. This proposal generated angry 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. The Plan Commission and City Council were very careful to avoid significantly changing the zoning of property in the new Map. This resulted in much of the Downtown to Campus area being zoned R-5 because the density which it allowed was considered the most comparable to the density allowed in the old R-2 zoning which had first been assigned to the area in 1950.

The decisions which were made in drafting the 1979 Zoning Ordinance and Map have had many implications for the Downtown to Campus area. For example, the floor area ratios and open space ratios were intended to better control the bulk and placement of buildings. However, there have been many comments that the buildings constructed during the past decade are too large and out-of-scale and have contributed to the area's parking problems even though they have been legally constructed in conformance with the requirements of the 1979 Zoning Ordinance. Therefore, it was felt that the Ordinance and Zoning Map should be re-examined and refined in order to insure that it reflects the community's standards and concerns. One of the fundamental objectives of the Downtown to Campus Study is to consider possible changes to the Zoning Ordinance in keeping with a new plan for the area.

10. 1982 Comprehensive Plan

The next planning activity to affect the neighborhood was the adoption of a new Comprehensive Plan on September 7, 1982. The preparation of this Plan actually began in 1979 at about the same time that the 1979 Zoning Ordinance was adopted. A series of background papers was prepared for the Plan Commission which discussed many issues, problems and opportunities in Urbana. One of these papers covered the topic of "Residential Development and Conservation" by analyzing a variety of housing, population, land use and market information. After reviewing this information, the Plan Commission felt the Comprehensive Plan should include the following recommendations among others:

- "Expand the supply of high density housing for the non-student segment of the population,
- Increase housing densities as fewer people can afford traditional low density single family homes,

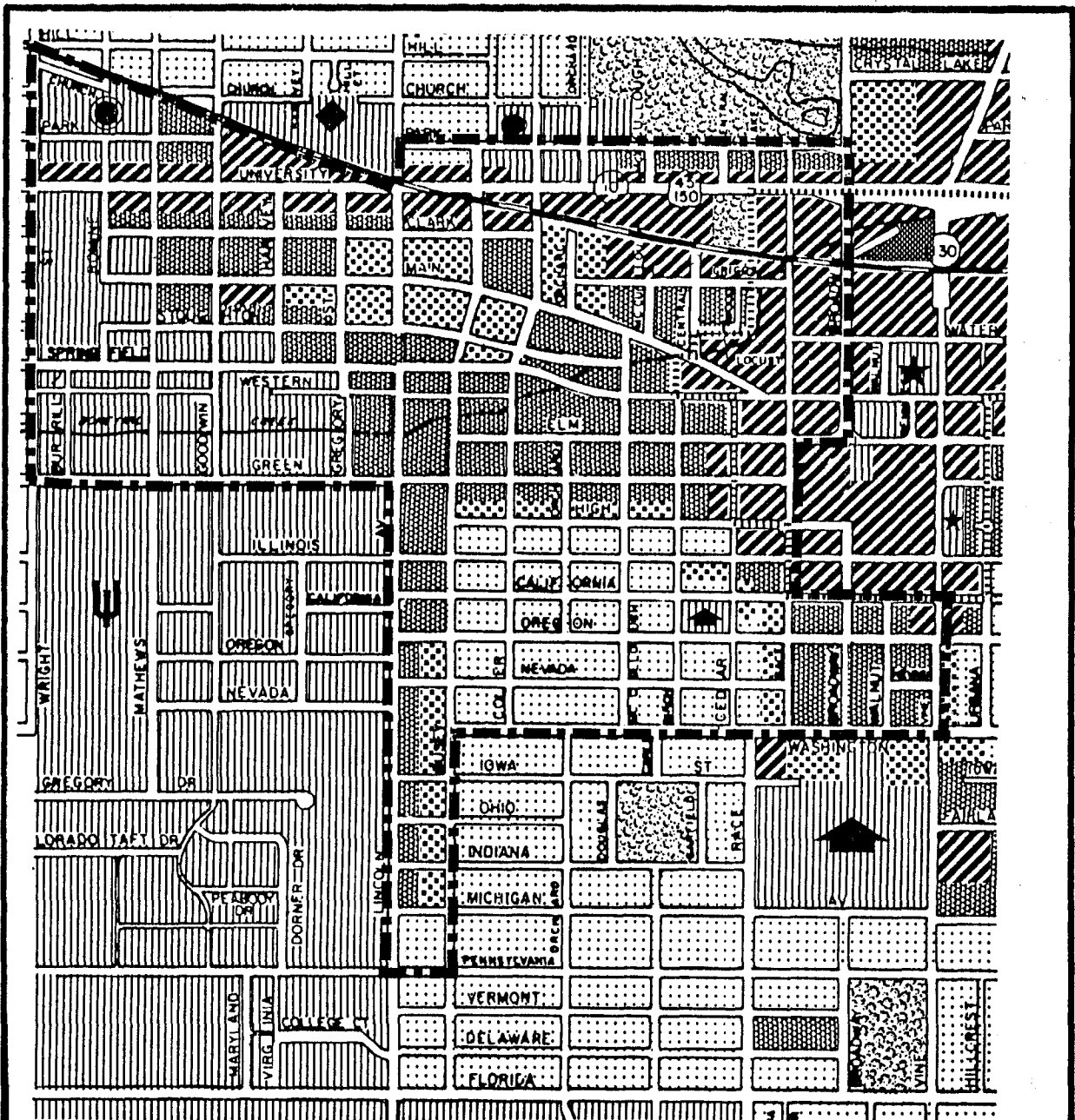
- Conserve existing sound residential structures and protect them from neglect and demolition,
- Use more aggressive and innovative methods to encourage commercial and industrial development, and
- Build in flexibility in the Zoning Ordinance to allow for changes as needed to promote development".

As this list shows, the Plan emphasized two diverse and often conflicting goals: "Conservation" and "Development". As the Plan stated: "In Conservation, the emphasis is on the need to maintain and improve older neighborhoods where existing facilities are underutilized or deteriorating, and to consider these areas as centers of new opportunities. In Development, the emphasis is on the need to synchronize land uses with urban services and facilities in ways that will minimize environmental incursion and the public cost for capital improvements while expanding the economic base."

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. A selection of some of the goals, objectives and policies which are most relevant to the DTC Study are shown in Appendix B. Because some of these conflict with one another, the Comprehensive Plan has not always been a consistent guide for decisions about the neighborhood. The Plan also contained the Official Comprehensive Plan Map which is shown in Map 11. Although this map was intended to guide future land uses in the community, the land use recommendations followed the same pattern as the Zoning Map with few exceptions. Therefore, it is clear that the 1982 Plan did not propose any widespread land use or zoning changes to protect the area despite it's emphasis on conserving older residential neighborhoods. In spite of this emphasis, the area has continued to change. Public concern over these on-going changes has led to the feeling that the 1982 Comprehensive Plan may no longer adequately protect the neighborhood while still allowing development in appropriate locations. Therefore, one of the primary purposes of the Downtown to Campus Study is to evaluate the Plan and determine where modifications are needed and advisable. Additional discussion of the 1982 Plan will be presented in Chapter Three.

11. 1986 Tax Increment Area II Redevelopment Plan

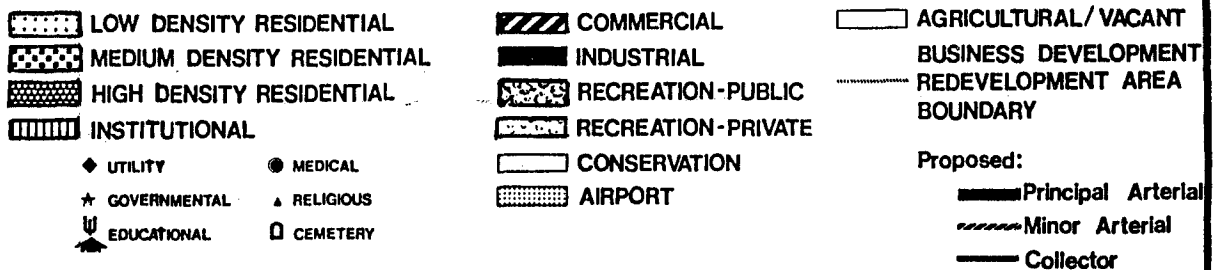
On December 15, 1986, the Urbana City Council adopted the Tax Increment Area II Redevelopment Plan (TIF II) as a follow-up to the successful achievements of the 1980 Tax Increment Finance District I. The TIF II Plan established the City's second Tax Increment Finance District and outlined a comprehensive strategy for the economic and physical redevelopment of the entire Downtown area. Approximately one-half of the area located in the TIF II Plan is also located in the Downtown to Campus area. Therefore, the new development which the TIF II Plan encourages may have



URBANA, ILLINOIS

OFFICIAL COMPREHENSIVE PLAN MAP 1982

Showing Future Land Use and Proposed Arterial and Collector Streets



This map was prepared by Champaign County Regional Planning Commission.

MAP ELEVEN

implications for the neighborhood. The future land use map in the TIF II Plan is the same as the 1982 Comprehensive Plan. The Plan encourages commercial development in Downtown Urbana and high density residential in transition areas between the Downtown and nearby low density residential areas. As part of the evaluation of the 1982 Comprehensive Plan, the TIF II Plan should also be reviewed.

12. 1986 North Campus Master Plan

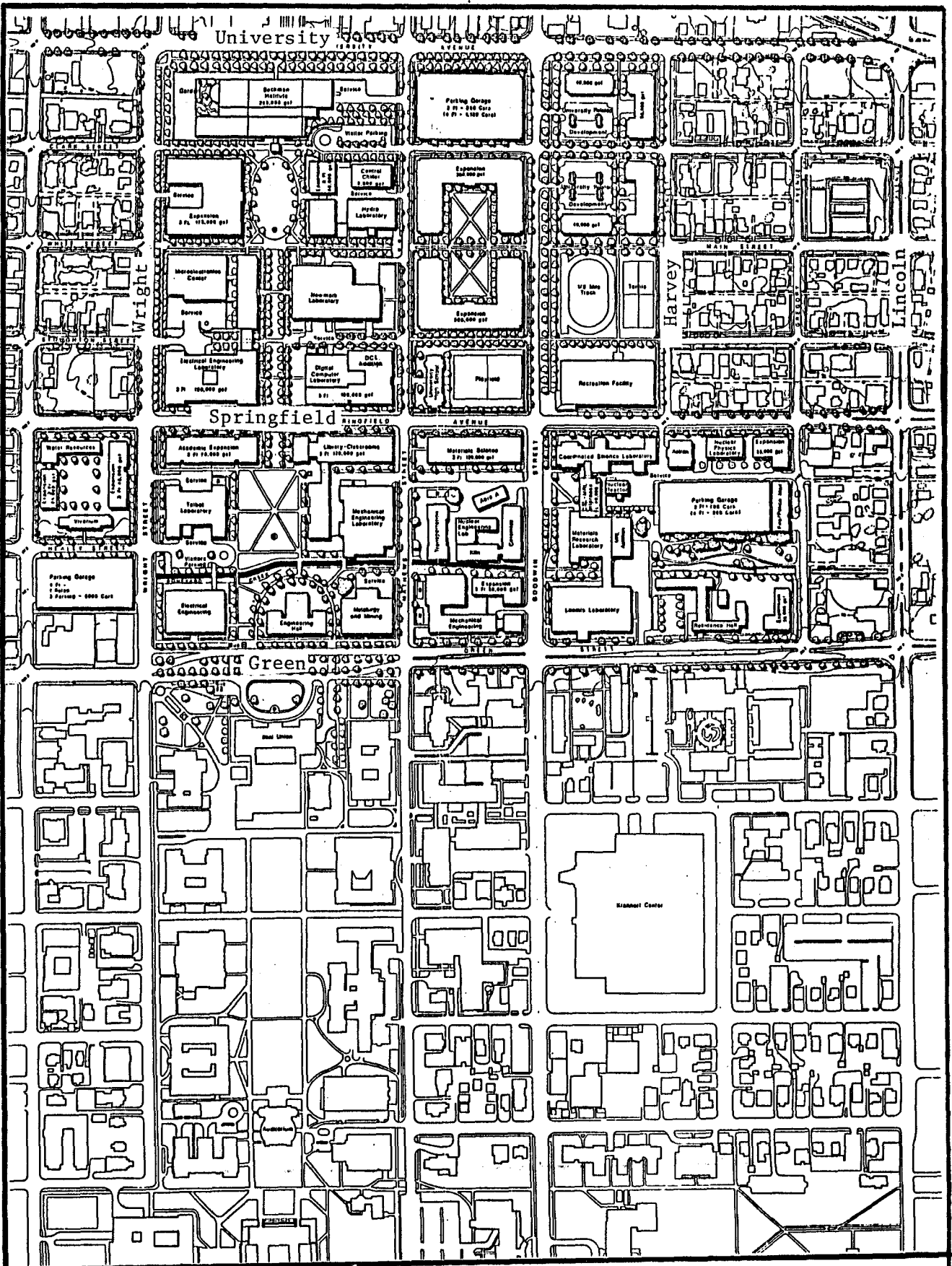
The University of Illinois Board of Trustees adopted a North Campus Master Plan on April 10, 1986 to guide expansion and development in the north campus area following the construction of the Beckman Institute for Advanced Science and Technology. The North Campus Master Plan is illustrated in Map 12. As it shows, the Plan proposes the expansion of the campus north to University Avenue and east to Harvey Street. A variety of buildings containing approximately 1.4 million gross square feet will be constructed in this area during the next twenty years.

This Plan has many serious implications for the future of the Downtown to Campus area. The changes in land use and traffic patterns created by the University's expansion will be substantial. The loss of taxable property will have a significant revenue impact. At the same time, however, the development of the Beckman Institute and other facilities provides an excellent opportunity for new spin-off developments such as mixed office/commercial and high density residential buildings. The acquisition and demolition of several hundred dwelling units will create shifts in the housing market and will lead to additional pressure for residential development elsewhere in the neighborhood. All of these expected impacts from the North Campus Master Plan are one of the major reasons why the Downtown to Campus Study has been initiated.

SUMMARY

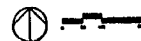
This chapter has reviewed the significant planning and zoning actions which have occurred in the Downtown to Campus area during the past fifty years. In combination with the University's growth and private market forces, the City's decisions have shaped the neighborhood's land use and traffic patterns. The following points can be summarized from the information presented in this chapter.

1. The growth of the University has had the greatest overall impact on the neighborhood. The physical expansion of the campus has been and will remain the driving force behind many physical, visual, economic and land use changes in the area. Policy changes have resulted in more students living off-campus. Projections of enrollment increases have resulted in planning, zoning and development decisions which have caused substantial impacts. In hindsight, some of these decisions were inappropriate because the projections on which they were based were inaccurate. However, the impacts of these decisions are still being felt today.



University of Illinois - Urbana - Champaign
North Campus Master Plan

MAP TWELVE



Geacki Associates, Inc.
 Planning, Architectural,
 Landscape Architectural,
 Civil Engineering, Urban Design
 1000 University Mall, Suite 1000, Urbana, IL 61801
 618-241-1000 Fax 618-241-1001

2. Because the City has been unable to anticipate and plan for the changes and problems which have resulted from the University's growth, it has been forced to react to these changes. This has made it difficult to minimize the negative effects of the University's decisions. This emphasizes the need to formalize and improve communication and cooperation between the two parties to share information and avoid unnecessary problems.

3. Much of west Urbana has remained low density residential despite the fact that many areas have been planned and zoned for high density development for fifty years. This zoning was originally assigned to accommodate the housing demands of the University's students and staff. The City maintained this zoning pattern for the following reasons: to avoid suburban sprawl and preserve prime farmland by encouraging compact development, to increase the housing supply in the community, to encourage redevelopment of neighborhoods which were considered obsolescent in 1950 and to support the Central Business District. At one time, these were all legitimate reasons for retaining the area's zoning but they have not been without cost to the neighborhood. The area's zoning has also changed very little because of the City's concern for the legal and financial ramifications of rezoning an owner's property. This Plan recommends the rezoning of parts of the neighborhood for reasons which better reflect the City's new objectives for the 1990's rather than the objectives of the 1950's.

4. The City's planning and zoning decisions in this area have been incremental and piecemeal. The only time a new Comprehensive Plan and Zoning Ordinance were adopted together was in 1950. All other plans and ordinances were revised in response to changing problems and conditions, revised population forecasts and new enrollment projections. Although well-intentioned, few of these changes were well-coordinated. Most of the Zoning Ordinance changes were made to deal with an immediate problem and were not intended to solve the long-range issues addressed in the various Comprehensive Plans.

5. The Zoning Ordinance has become much more complex as changes were made in response to new problems and changing development patterns. Consequently, the Ordinance is more difficult to understand, administer and enforce. This creates problems for property owners, residents, landlords, tenants, developers and the City's staff in understanding exactly what sort of buildings, land uses and activities are allowed. Attempts to solve one problem by changing the Ordinance sometimes resulted in other unexpected problems.

6. During the last twenty years, the City has attempted to address the same land use, parking and zoning problems still found in the Downtown to Campus area today. The 1968 Plan, 1970 Zoning Ordinance, 1973 Plan, 1979 Ordinance and 1982 Plan all provided an opportunity to deal with these problems. Although numerous proposals and zoning amendments were made, these problems still remain. This means it will be difficult to find long-lasting solutions to the issues which led to the initiation of this Study.

CHAPTER THREE

NEIGHBORHOOD CONDITIONS

INTRODUCTION

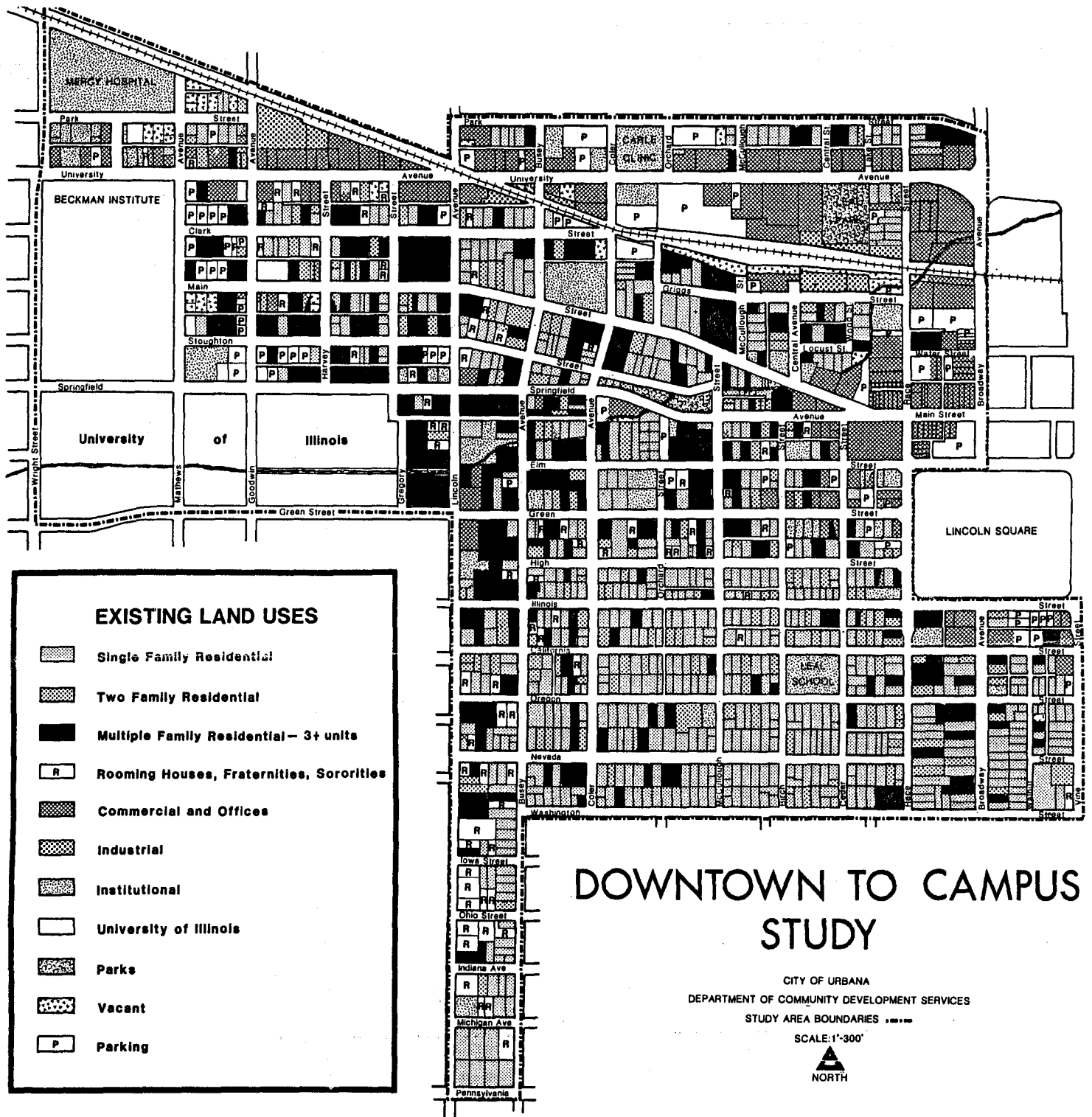
Some of the problems and characteristics which led to the initiation of the Downtown to Campus Study were mentioned in the first two chapters. These problems include the University's expansion, the construction of large apartment buildings, the conversion of older single family homes, parking deficiencies and the high density residential zoning which fails to protect the neighborhood's historic structures and characteristics. This chapter presents more information about these conditions.

LAND USE

The Community Development Department surveyed the Study area in 1989 in order to identify existing land uses, zoning and Comprehensive Plan patterns. Records from the Cunningham Township Assessor's Office and other sources were used to identify land uses, ownership, dates of construction and other information.

The area's single most evident land use characteristic is diversity. No other neighborhood in Urbana has a similar mixture of residential, commercial and institutional land uses. The pattern of these existing uses is shown in Map 13. As the Map shows, virtually every block has a variety of residential uses including single-family, two-family and multiple-family residences, rooming houses and apartment buildings. Despite the neighborhood's high density residential zoning, single-family residences are still the most common type of land use. Commercial land uses are concentrated in the Central Business District (CBD) and along University Avenue. The University's facilities and parking lots dominate the western part of the area. Public and private parking lots are concentrated in the CBD and near Carle Hospital. The neighborhood also contains a dozen churches, two schools, two parks and is adjacent to Crystal Lake Park.

Due to its location near the campus and its zoning history, the neighborhood has had diverse land uses for many years. This has resulted in some inappropriate transitions between different uses. For example, apartments with inadequate buffering or screening have often located next to single family homes. In recent years, these diverse and changing land use patterns have become a threat to the long-term stability of the many single-family homes remaining in the neighborhood. Conversions of older structures and construction of large apartment buildings have increased densities and also reduced the number of single-family homes. A comparison of land use surveys shows a 90% increase in the number of dwelling units has occurred since 1965. The average density in 1965 was 17.7 dwelling units per block compared to 33.8 units per block in 1989. This higher density and the accompanying increases in congestion,



MAP THIRTEEN

traffic, parking and noise have detracted from the quiet, historic character and appearance of the neighborhood.

Table Two shows the area contains approximately 504 acres of land including 119.3 acres of right-of-way for streets and alleys. Single family homes account for the next largest amount of land with 103.2 acres. The University is the next largest use with 67.1 acres. Multiple family residential uses account for 62.2 acres and commercial uses for 50.7 acres. The remaining acreage consists of two family residences, rooming houses, fraternities, sororities, churches, schools, parks, government facilities, parking lots and vacant land.

TABLE TWO
EXISTING LAND USES

<u>Land Use Category</u>	<u>Acreage</u>	<u>Percent</u>
Single Family Residential	103.2	26.8
Two Family Residential	23.7	6.2
Multiple Family Residential (3+ units)	62.2	16.2
Rooming Houses ¹	12.5	3.3
Commercial	50.7	13.2
Industrial	5.5	1.4
Parks	5.9	1.5
University	67.1	17.5
Institutional ²	19.4	5.0
Parking ³	26.8	7.0
Vacant	7.4	1.9
TOTAL	384.4	100.0%
Street Right-of-way	113.2	
Alley Right-of-way	6.1	
TOTAL	503.7 acres	

¹ Includes fraternities, sororities and converted houses

² Includes churches, hospitals, schools and government

³ Includes public, private and University parking lots

Source: Community Development Department Land Use Survey, June, 1989.

There are 1,541 properties located in the DTC area. Of these, 1,159 or 75.2% are residential land uses and the remaining 382 (24.8%) are non-residential uses. The residential properties consist of 671 single family homes (57.9%), 156 two family homes (13.5%), 72 rooming houses (6.2%) and 260 multiple family residences (22.4%). Therefore, the predominant land use in the neighborhood is still single family residential based on both the acreage and number of properties.

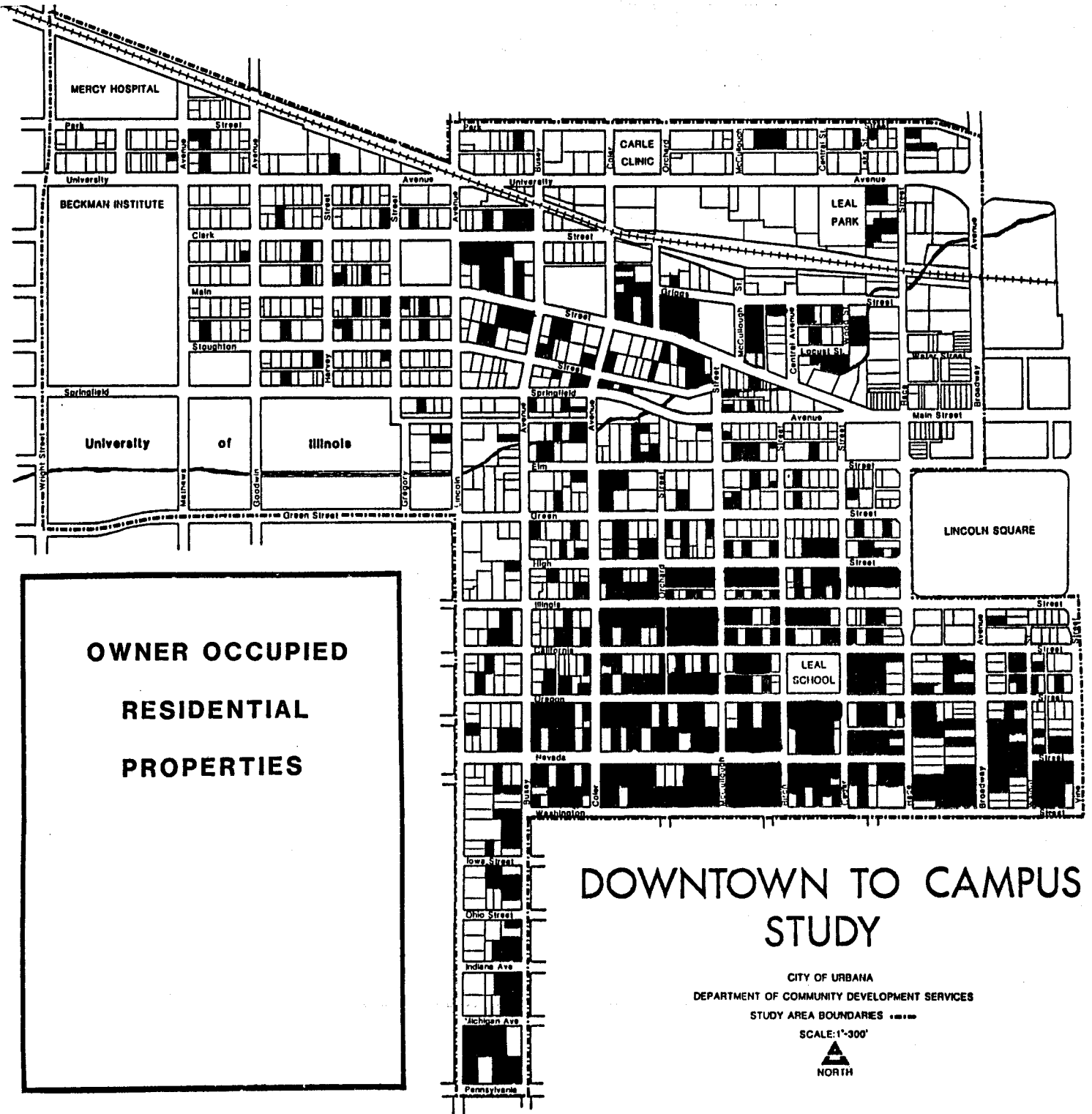
There are 526 owner-occupied residential buildings in the area. Of this, 461 or 87.6% are single family homes while 48 (9.1%) are two family homes and 17 (3.3%) are multiple family buildings. This means that nearly half of all the residential properties are owner-occupied and about two-thirds of the 671 single family homes are also still owner-occupied. Therefore, the area remains a viable residential environment for families despite the high level of student housing. Map 14 shows the owner-occupied residences are concentrated along Main Street east of Lincoln Avenue, along Busey Avenue south of Oregon Street and in the large area south of and along High Street.

Although over half the residential properties are still single family homes, the number of such homes was much higher in the past. The 1989 survey identified 348 properties which apparently have been converted from single family homes to other land uses. Of the 348 conversions, 140 (40.2%) were converted to two family residences, 119 (34.2%) to multiple family residences, 67 (19.3%) to rooming houses, 13 (3.7%) to businesses and 9 (2.6%) to other assorted uses. The total number of conversions represents nearly 23% of all the properties located in the Study Area. Map 15 shows the location of the properties which have been converted from single-family homes to other uses.

If additional conversions and apartment construction takes place, the existing balance between the various land uses in the area will change. If the neighborhood becomes less desirable for homeowners, the number of rental properties will increase. This will result in even more congestion and parking problems. It may also lead to more housing deterioration because rental housing is generally less well maintained than owner-occupied housing. This will accelerate the loss of the neighborhood's traditional character which will in turn increase the exodus of single-family homeowners.

ZONING

Table Three shows the acreage of the twelve zoning districts in the Downtown to Campus area. The largest district is R-5 Medium High Density Multiple Family Residential which accounts for 113.9 acres or 29.6% of the area. The history behind this level of R-5 zoning was discussed in Chapter Two. The next largest zoning category is R-2 Single Family Residential (15.3%) followed closely by B-3 General Business (13.3%) and CRE Conservation-Recreation-Education (12.8%). The other eight zoning districts account for the remaining 29% of the acreage in the neighborhood. The existing zoning pattern shown in Map 16 is basically the same zoning pattern created when the revised Zoning Ordinance was adopted in 1979. In the mid-1980's, two significant zoning changes occurred when the South Broadway/Race Street area and the West Main Street area were downzoned from R-5 to R-3 and R-4 in an effort to protect these areas from incompatible development. Several other zoning map changes have also been made since 1979 in response to requests.

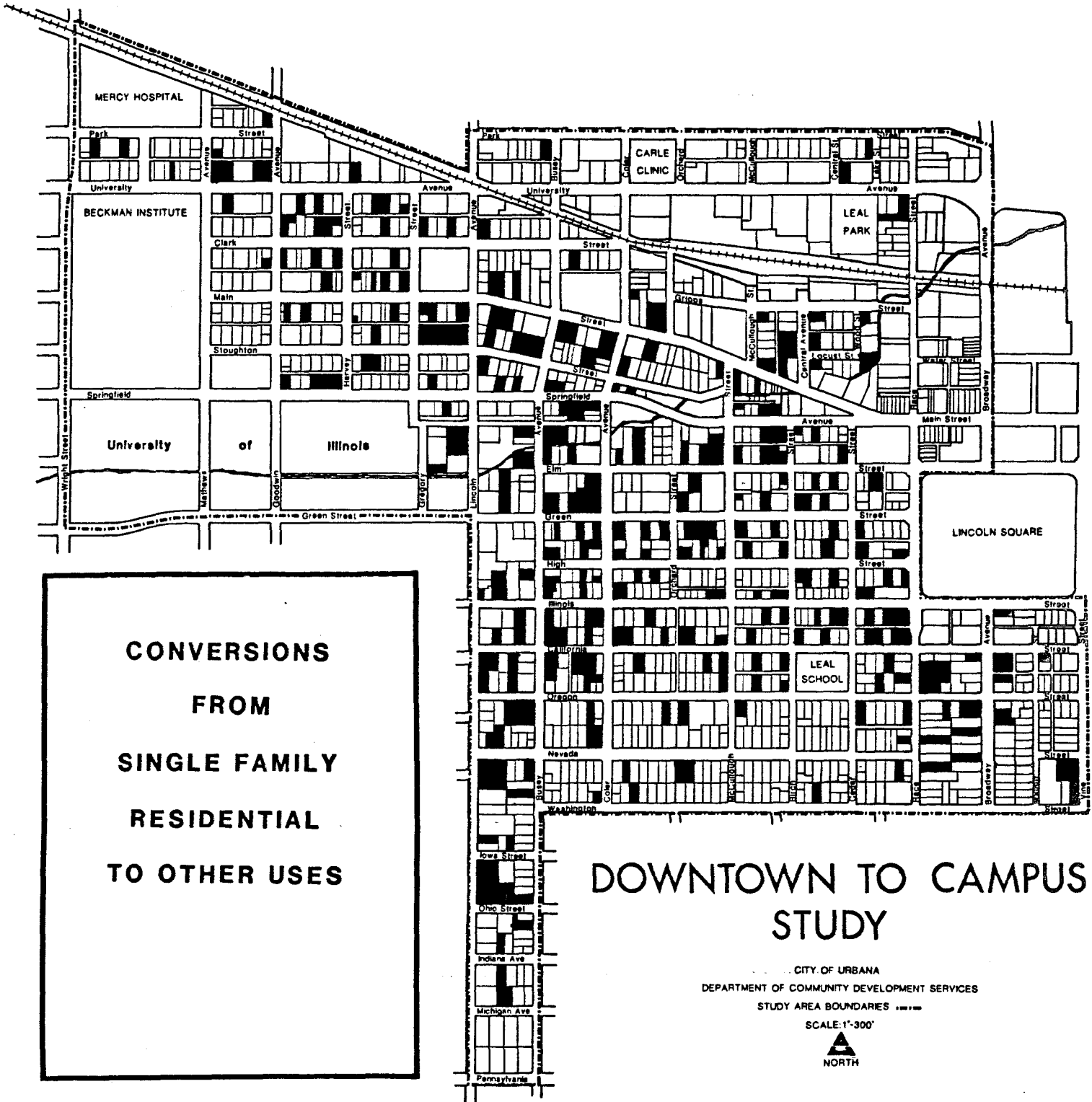


**OWNER OCCUPIED
RESIDENTIAL
PROPERTIES**

DOWNTOWN TO CAMPUS STUDY


CITY OF URBANA
DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES
STUDY AREA BOUNDARIES
SCALE: 1"=300'
NORTH

MAP FOURTEEN

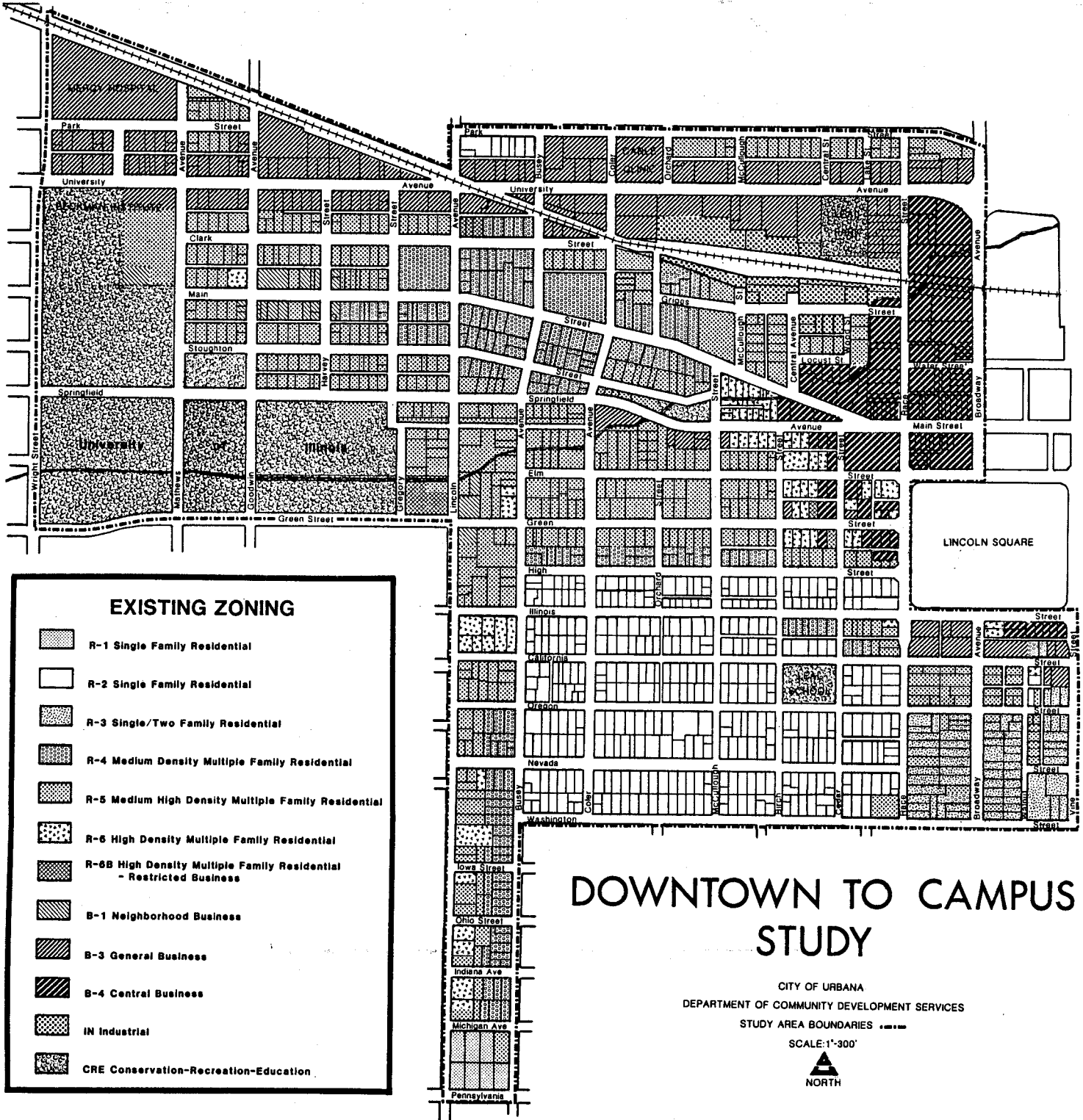


**CONVERSIONS
 FROM
 SINGLE FAMILY
 RESIDENTIAL
 TO OTHER USES**

DOWNTOWN TO CAMPUS STUDY

CITY OF URBANA
 DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES
 STUDY AREA BOUNDARIES
 SCALE: 1"=300'

 NORTH

MAP FIFTEEN



MAP SIXTEEN

TABLE THREE

EXISTING ZONING ACREAGE

<u>Zoning District</u>	<u>Acreage</u>	<u>Percent</u>
R-1 Single Family Residential	2.8	0.7
R-2 Single Family Residential	58.8	15.3
R-3 One and Two Family Residential	11.3	2.9
R-4 Medium Density Multiple Family	35.1	9.1
R-5 Medium High Density Multiple Family	113.9	29.6
R-6 High Density Multiple Family	12.7	3.3
R-6B High Density - Restricted Business	2.2	0.6
B-1 Neighborhood Business	3.8	1.0
B-3 General Business	51.0	13.3
B-4 Central Business	33.2	8.6
IN Industrial	10.5	2.7
CRE Conservation-Recreation-Education	<u>49.1</u>	<u>12.8</u>
TOTAL	384.4	100.0%

Source: Community Development Department, 1989

The current zoning map contains a number of single lot or "spot" zoning districts, especially on Green Street near Race Street, on Lincoln Avenue and in the South Broadway/Race Street area. Another noticeable zoning feature is the amount of University property which should be zoned CRE. Another zoning feature which is not apparent in Map 16 is the number of properties which are zoned more intensively than they are used. Tables Four and Five show the acreage and number of dwelling units for each type of zoning district. For example, these tables show that 57.3 acres of land containing 471 single or two family dwelling units are actually zoned for multiple family residences. Altogether there are 429 separate properties which are now used less intensively than they are zoned. This level of "over-zoning" clearly illustrates the discrepancy between existing uses and existing zoning which is one of the fundamental problems in the Downtown to Campus area. If development occurs at the density allowed by the Ordinance, the new buildings and resulting traffic and congestion would drastically change the character and appearance of the neighborhood.

Another zoning feature not shown in Map 16 is the number of properties which are used more intensively than they are zoned. There are 92 properties with land uses which are not allowed by their current zoning. Most of these involve legal, non-conforming uses, conditional uses or special uses approved by the City Council. A few involve illegal land uses which violate the Ordinance. Map 17 shows the location of the 521 properties where the existing land uses and zoning are inconsistent.

**TABLE FOUR
EXISTING LAND USE/ZONING ACREAGE COMPARISON**

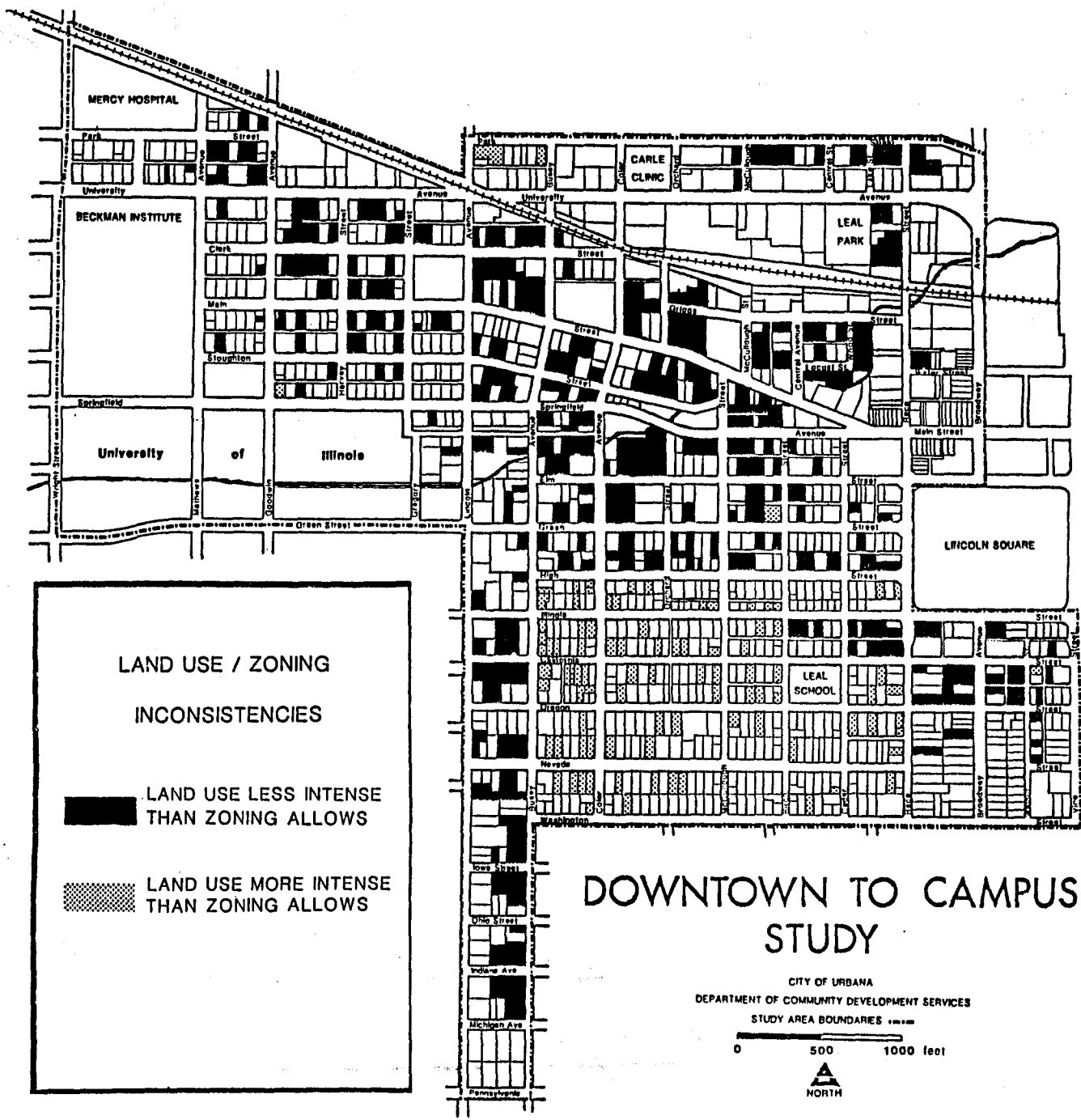
Land Use/Zoning District	R-1	R-2	R-3	R-4	R-5	R-6	R-6B	B-1	B-3	B-4	IN	CRE	TOTAL
Single Family Residential	2.80	43.20	9.10	17.00	23.40	3.10	.20	.30	2.10	---	.80	---	103.20
Two Family Residential	---	7.40	1.50	4.10	7.90	1.50	.10	.40	.80	---	.10	---	23.70
Multiple Family Residential	---	6.20	.10	8.60	38.90	4.10	1.50	.10	1.70	.80	.10	---	62.20
Rooming Houses	---	.70	.30	2.60	6.10	1.70	.10	.20	.90	---	---	---	12.50
Commercial	---	.60	---	---	.70	.60	.30	2.00	22.50	22.30	1.70	---	50.70
Industrial	---	---	---	---	---	---	---	---	2.60	---	2.90	---	5.50
Parks	---	---	---	---	---	.10	---	---	1.10	.20	---	4.50	5.90
University	---	---	---	---	22.40	---	---	.60	1.50	---	---	42.60	67.10
Institutional	---	.70	---	2.30	4.20	1.40	---	---	7.60	1.30	---	2.00	19.40
Parking	---	---	.20	.50	7.90	.30	---	---	8.90	5.30	3.70	---	26.80
Vacant	---	.10	---	---	2.30	.02	---	.20	1.40	2.30	1.20	---	7.40
TOTAL	2.80	58.80	11.30	35.10	113.90	12.70	2.20	3.80	51.00	33.20	10.50	49.10	384.40

Source: Community Development Department, 1989.
Note: Totals May Not Equal Due to Rounding.

**TABLE FIVE
DWELLING UNITS BY TYPE OF ZONING**

Dwelling Type/Zoning	R-1	R-2	R-3	R-4	R-5	R-6	R-6B	B-1	B-3	B-4	IN	CRE	TOTAL	PERCENT
Single Family Residential	7	284	49	107	163	22	1	4	15	9	7	---	668	17.9%
Two Family Residential	---	104	10	46	108	22	2	6	12	---	2	---	312	8.3%
Multiple Family Residential	---	159	8	277	1638	200	185	3	101	52	3	---	2626	70.2%
Rooming Houses	---	6	1	17	34	6	1	1	6	---	---	---	72	1.9%
Mixed Residential/Non-Res.	---	3	---	---	3	---	4	7	10	34	---	---	61	1.6%
TOTAL D.U.'S	7	556	68	447	1946	250	193	21	144	95	12	0	3739	100.0%
PERCENT	.2%	14.9%	1.8%	12.0%	52.0%	6.7%	5.2%	.6%	3.9%	2.5%	.3%	.0%	100.0%	

Source: Community Development Department, 1989.



MAP SEVENTEEN

Since the revised Zoning Ordinance was adopted in 1979, approximately 54 buildings have been constructed in this area including 37 multiple family residential buildings containing over 700 dwelling units. It is apparent that many of the new buildings are not compatible with the scale and character of the neighborhood even though they conform to the Zoning Ordinance. The floor area ratios, setbacks and other development regulations have allowed massive structures on relatively small lots with little open space and landscaping. In many cases, older homes and mature trees have been removed and replaced with high-density, large-scale buildings and parking lots with almost no vegetation. Although it is difficult to quantify the problems allowed or caused by the Ordinance, it is clear from a visual survey that many of the structures built since 1979 are not very compatible with the design, scale, appearance and historical character of the neighborhood. The revisions made to the Ordinance in 1979 have not effectively preserved the neighborhood's character by requiring better designed and more compatible construction. Therefore, one of the primary objectives of this Study is to refine and improve the Ordinance.

COMPREHENSIVE PLAN

Six different land use categories were proposed for the DTC area in the Official 1982 Comprehensive Plan Map which was shown in Map 11. The largest acreage is designated High Density Residential with 120.2 acres or 31.3% of the neighborhood. The next largest categories are Commercial (22.9%) and Institutional (21.3%) land uses. A comparison of the existing uses and Comprehensive Plan recommendations is shown in Table Six. It shows that much of the area is designated for land uses which are more intensive than the existing uses. For example, over 40% of the acreage is designated Medium and High Density Residential even though less than 20% is now used this way. Conversely, only 14.8% is designated as Low Density Residential even though 33% is still used this way.

As with the Zoning Ordinance, the 1982 Official Comprehensive Plan clearly allows much higher residential densities than the neighborhood currently has. If new development occurs at these densities, significant changes will result from the increased population, traffic, noise and congestion. These impacts would not be consistent with the Plan's goals, objectives and policies for conserving the community's older neighborhoods. Although the 1982 Comprehensive Plan recommends higher densities, the neighborhood still remains largely single-family residential. Therefore, it is doubtful that the Plan is still a useful guide for making zoning and development decisions. For example, there have been several recent rezoning requests in which the Plan was not followed. In addition, the Comprehensive Plan does not reflect the changes planned in the University's North Campus and Central Campus Master Plans. Consequently, a primary objective of this Study is to revise the 1982 Plan to reflect new objectives and more effectively protect the neighborhood's unique character.

TABLE SIX
EXISTING LAND USE / COMPREHENSIVE PLAN ACREAGE COMPARISON

Land Use/Comp Plan	LDR	MDR	EDR	COM	INST	REC	TOTAL	PERCENT
Single Family Residential	42.7	18.0	36.1	6.1	.3	---	103.2	26.8%
Two Family Residential	6.5	4.5	11.2	1.5	---	---	23.7	6.2%
Multiple Family Residential	5.5	8.6	43.1	4.6	.4	---	62.2	16.2%
Rooming Houses	1.1	2.6	7.6	1.2	---	---	12.5	3.3%
Commercial	.6	.1	3.7	44.5	1.8	---	50.7	13.2%
Industrial	---	---	---	5.5	---	---	5.5	1.4%
Parks	---	---	2.3	1.0	.1	2.6	6.0	1.6%
University	---	---	2.1	1.5	63.4	---	67.0	17.4%
Institutional	.2	---	7.2	3.3	8.7	---	19.4	5.0%
Parking	---	1.0	5.6	13.1	7.1	---	26.8	7.0%
Vacant	.1	.2	1.3	5.6	.2	---	7.4	1.9%
TOTAL	56.7	35.0	120.2	87.9	82.0	2.6	384.4	100.0%
PERCENT	14.8%	9.1%	31.3%	22.9%	21.3%	.7%	100.0%	

LDR = Low Density Residential; MDR = Medium Density Residential; HDR = High Density Residential;
COM = Commercial; INST = Institutional; REC = Public Recreation

Source: Community Development Department, 1989

Note: Totals may not be equal due to rounding.

HISTORIC PRESERVATION

As noted in Chapter Two, the history of this area dates back to the founding of Urbana in 1833 and the original town plat. The oldest existing structures in the neighborhood were built in the 1850's. Table Seven shows the dates of construction for the structures in the area by each decade since 1850.

TABLE SEVEN

DATES OF CONSTRUCTION BY DECADE

<u>Date of Construction</u>	<u>Structures</u>	<u>Percent</u>
1850 - 1859	5	0.4%
1860 - 1869	6	0.4%
1870 - 1879	50	3.7%
1880 - 1889	58	4.3%
1890 - 1899	221	16.3%
1900 - 1909	362	26.6%
1910 - 1919	212	15.6%
1920 - 1929	112	8.2%
1930 - 1939	24	1.8%
1940 - 1949	50	3.7%
1950 - 1959	48	3.5%
1960 - 1969	70	5.1%
1970 - 1979	61	4.5%
1980 - 1989	54	4.0%
Construction Date Unknown	<u>26</u>	<u>1.9%</u>
Total	1359	100.0%

Source: Cunningham Township Assessor's Office, 1989

Approximately 340 structures built before 1900 still exist including about 120 buildings more than one hundred years old. Many of these structures are historically and architecturally important because of their association with individuals and families who were important to the development of Urbana and the University in the late 19th and early 20th centuries. Some of the existing structures are associated with prominent names from Urbana's history such as Cunningham, Griggs, Busey, Sheldon, Knowlton, Ricker and others.

The architecture of these structures includes a wide variety of styles including Greek Revival, English Revival, Colonial Revival, Spanish Revival, Italianate, Queen Anne, Eastlake and even Cape Cod. As noted earlier, many structures have been converted into rental housing or otherwise remodeled so they have lost some of their original styling. However, many of the structures have also retained their original characteristics while others have been carefully rehabilitated and restored.

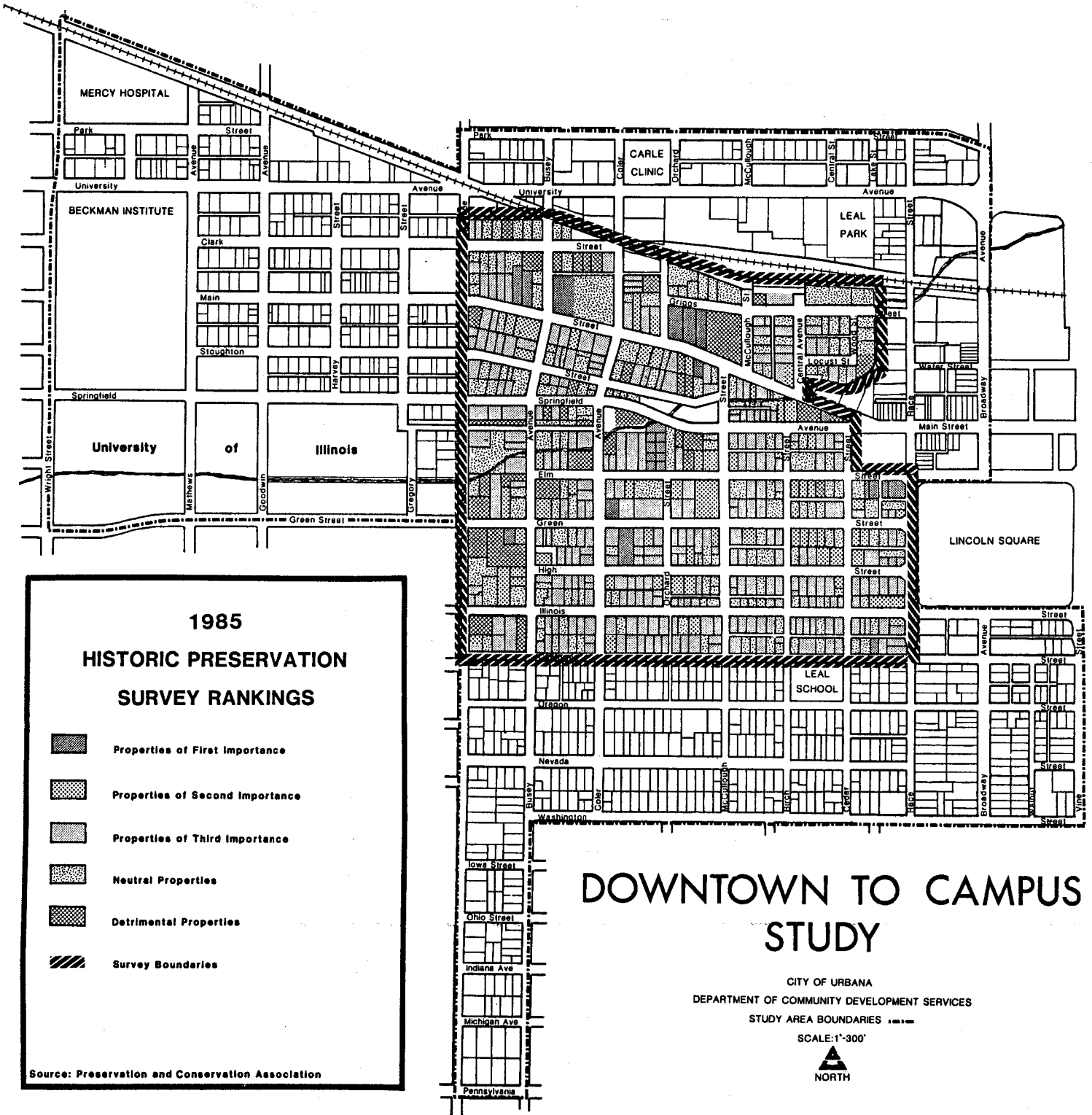
During the past twenty years, several surveys have inventoried and documented Urbana's remaining historic and architectural resources. The most detailed survey was conducted in 1985 under the sponsorship of the Preservation and Conservation Association (PACA). This survey covered 55 blocks in the Downtown to Campus area which were felt to be under increasing development pressure.

The survey found a **"high percentage of significant historical and architectural sites including some of the oldest extant residences in Urbana."** These structures were evaluated and ranked by PACA into five categories according to their historic importance and contribution to the character of the neighborhood. The five categories were described as follows:







1. First Importance - Buildings or areas of landmark quality, eligible for listing on the National Register of Historic Places; 15 properties received this designation
2. Second Importance - Buildings or areas vital to the local community of architectural or historical value worthy of preservation in themselves; 68 properties received this rank
3. Third Importance - Those buildings necessary to preserve the integrity of an area or scene within the neighborhood; 299 properties received this designation
4. Neutral - Properties which neither add to nor detract from the preservation picture; they have no importance from a preservation point of view; 190 properties received this designation
5. Detrimental - Properties which interfere with sound development and detract from priority buildings and should be removed or improved; 39 properties received this rank.

The survey area and structural rankings assigned by PACA are shown in Map 18. Since the survey was completed, more than a dozen structures have been lost and others are now facing demolition. This illustrates the development pressures affecting the neighborhood. In addition, other demolitions have occurred in areas which were not surveyed in 1985. These areas undoubtedly contain some significant structures which should also be documented and protected.

The neighborhood's historic character consists of more than just the individually significant structures. The trees, landscaping, yards, open spaces, fences, brick streets, brick sidewalks, street lights and other features all contribute to the unique environment. It is this environment which the Downtown to Campus Plan seeks to preserve. If the overall character of the neighborhood is not protected, the context in which the significant structures were built will be lost and they will seem out of place. Therefore, another primary objective of this Study is to recommend ordinances or other methods for protecting the entire area and not just the individually significant structures.



**1985
HISTORIC PRESERVATION
SURVEY RANKINGS**

-  Properties of First Importance
-  Properties of Second Importance
-  Properties of Third Importance
-  Neutral Properties
-  Detrimental Properties
-  Survey Boundaries

Source: Preservation and Conservation Association

**DOWNTOWN TO CAMPUS
STUDY**

CITY OF URBANA
DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES
STUDY AREA BOUNDARIES

SCALE: 1"=300'



MAP EIGHTEEN

IMPACTS OF UNIVERSITY EXPANSION

Another primary objective of this Study is to respond to and minimize the negative impacts of the University's plans for campus expansion and development. The North Campus and Central Campus Master Plans have recommended a sizable amount of land acquisition and construction which have already had a noticeable physical, visual, economic and traffic impact on the neighborhood. These impacts will be even greater once the University's plans are fully developed in the future.

The two Master Plans will add over twenty acres of land to the campus. The removal of this land from the community's tax base may have significant tax revenue implications. The total loss of revenues to the City, Park District and School District is estimated to exceed \$700,000 per year once all of this land is acquired by the University. Assuming all other variables are unchanged, the City's corporate property tax rate would need to increase by about 10% to compensate for this loss of revenue.

Another result of the University's expansion in the North Campus area will be the demolition of nearly 300 existing dwelling units which will displace many residents. The loss of these units will increase development pressure on other parts of the neighborhood for new apartment buildings to replace these units. Another possible result could be a decline in Urbana's population if the displaced residents move out of the community. This would cause a secondary loss of revenue because some of the intergovernmental fund transfers received by the City are based on the City's total population.

The visual and traffic impacts of the campus expansion are more difficult to quantify but are no less significant. Although the North Campus Master Plan recommends a large parking garage east of Mathews Avenue near the Beckman Institute, this facility is not expected to be built for at least several years. In the meantime, the University is constructing temporary gravel-surfaced parking lots until other facilities are built. These lots are not adequately screened with fences or landscaping and are not very attractive. The scattered location of these lots also allows a more dispersed and less controlled traffic pattern than a parking garage would generate. This may result in more traffic infiltration on the streets in the small residential area west of Lincoln Avenue. The combination of the University's expansion and corresponding traffic impacts will significantly detract from the quiet residential character of this area. Consequently, as this area becomes less suitable for low density housing, it will become more suitable for high density residential, office and commercial land uses which desire a location near the campus. This area could provide locations and opportunities for new development to replace the demolished housing units, expand the community's tax base, relieve development pressures elsewhere in the neighborhood and otherwise capitalize on the University's plans for expansion.

HOUSING MARKET ANALYSIS

As noted earlier, the Downtown to Campus area includes 1,159 residential properties which contain about 3,739 dwelling units. This includes 671 single family units (17.9%), 312 units in duplexes (8.3%), 72 rooming houses (1.9%), 58 units in mixed residential/commercial structures (1.6%) and 2,626 units in converted houses and apartment buildings (70.2%). A variety of housing and population statistics are presented in Table Eight.

TABLE EIGHT

POPULATION AND HOUSING STATISTICS

<u>City of Urbana</u>	<u>1970^a</u>	<u>1980^a</u>	<u>1986^b</u>
Population	33,976	35,978	36,892
Housing Units	9,716	12,756	13,539
Owner-occupied Units	4,293 (44.2%)	5,157 (40.4%)	N.A.
Renter-occupied Units	5,163 (53.1%)	6,997 (54.9%)	N.A.
Vacant Units	260 (2.7%)	601 (4.7%)	N.A.
Vacancy Rate	2.7%	4.7%	5.2%
Persons per Unit	2.63	2.32	2.25
<u>Downtown to Campus Area</u>	<u>1970^a</u>	<u>1980^a</u>	<u>1989^c</u>
Population	7,977	7,766	7,927
Housing Units	3,032	3,204	3,739
Owner-occupied Units	764 (25.2%)	613 (19.1%)	526
Renter-occupied Units	2,160 (71.2%)	2,420 (75.5%)	3,213
Vacant Units	108 (3.6%)	171 (5.3%)	N.A.
Vacancy Rate	3.6%	5.3%	N.A.
Persons per Unit	2.63	2.42	2.12 ^d
Gross Density (DU's/acre)	7.89	8.34	9.73

Sources:

- ^a United States Census Bureau, 1970 and 1980
- ^b U.S. Census Bureau estimate, 1988
- ^c Community Development Department estimate, 1989
- ^d Illinois Bureau of the Budget estimate, 1987

As these figures show, the neighborhood's population has remained relatively stable since 1970 even though the number of dwelling units has steadily increased. This has resulted from the smaller number of persons per household that has occurred as family sizes have decreased. The growth in the number of housing units has raised the gross residential density to a medium level of 9.73 units per acre. As noted earlier, approximately 750 dwelling units have been constructed since 1980 which has resulted in a net increase of over 500 units after excluding the demolished units. If this growth continues, the overall density and corresponding impacts on the neighborhood will also increase.

In order to estimate the need for additional residential development in the DTC area, staff conducted a limited analysis of available housing and population information. In November, 1987, the City adopted an updated population forecast prepared by the Champaign County Regional Planning Commission utilizing projections supplied by the Illinois Bureau of the Budget. As Table Nine shows, Urbana is expected to grow slowly and steadily for the next twenty years. The forecasted population of 38,249 in 2010 is 6.3% above the 1980 population of 35,978 which represents an average annual growth rate of only 0.21% per year. The number of housing units will grow slightly more rapidly than the population because of the expected decline in the number of persons per household. The number of dwelling units in Urbana is projected to grow by 0.83% each year which represents only about 125 new units per year between 1980 and 2010. This forecast does not reflect any population or housing increases which could result from the annexation of existing developed areas.

TABLE NINE

POPULATION AND HOUSING PROJECTIONS

<u>City of Urbana¹</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Population	36,527	37,424	37,181	37,563	38,249
Housing Units	13,456	14,334	14,590	15,160	15,920
Persons per Unit	2.12	2.04	2.00	1.95	1.90

Average population increase from 1980 to 2010 = 0.21% per year

Average housing unit increase from 1980 to 2010 = 0.83% per year

<u>Downtown to Campus²</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Population	7,990	8,187	8,170	8,278	8,470
Housing Units	3,769	4,013	4,085	4,245	4,458
Persons per Unit	2.12	2.04	2.00	1.95	1.90

Average population increase from 1980 to 2010 = 0.30% per year

Average housing unit increase from 1980 to 2010 = 1.3% per year

Sources: ¹ Population Forecast Update, CCRPC, 1987
² Community Development Department estimates, 1989

It should be emphasized that population forecasts are "educated guesses" made on the basis of variable and somewhat speculative information. Therefore, the predictions can change significantly if major unforeseen changes occur in the community. For example, the possible closure of Chanute Air Force Base in Rantoul will have a significant but still unmeasurable impact on the local housing market in Urbana-Champaign.

Bearing this caveat in mind, staff attempted to forecast growth in the Downtown to Campus area by prorating Urbana's projected community-wide growth utilizing estimated ratios derived from U.S. Census data. Based on this analysis, as Table Nine shows, the neighborhood's population is expected to grow 0.30% per year which is slightly above the community-wide rate. If the number of dwelling units increases to 4,458 as projected, the average annual increase from 1980 to 2010 would be about 1.3% or about 42 new units each year. However, housing development during the 1980's has already averaged about 75 units per year. Therefore, the total housing needed during the next twenty years to meet the projected figure is about 720 units or only 36 units per year. This is less than half the rate experienced during this past decade.

This forecast of 36 new units per year may actually be high. A study of the County's multiple family housing market conducted in 1986 for Regency Associates of Savoy estimated the county-wide demand for new housing would average 385 total units per year. Of this, only 177 units are expected to be multiple family residences. Utilizing Census-derived ratios to estimate the housing demand in the DTC area indicates it would capture only about 10% of the County's market or 18 new multiple family units each year. Therefore, it is reasonable to expect the demand for new housing will range from 18 to 36 units per year.

In estimating the market for new housing in the DTC area, staff relied on market studies, U.S. Census data, City information and the population forecasts cited above. Interviews were also conducted with University personnel, landlords, Realtors and others familiar with the campus-area housing market in Urbana-Champaign. The consensus of this information indicates that the market for multiple family housing primarily oriented to University students has become saturated in recent years. For example, the University's enrollment has grown by less than 6% since 1970 while the number of dwelling units in the DTC area alone has grown by over 23% during this time. If other units in Urbana and the units recently built in Champaign are included, it is clear that multiple family housing construction during the 1980's has substantially exceeded both enrollment increases at the University and general population growth in the Twin Cities. One result of this is the higher vacancy rates now seen in campus-area housing. It also means there is relatively less need for construction of additional dwelling units to meet anticipated housing demands in the near future.

Despite the substantial construction of campus facilities planned for the next decade, the University does not expect its student enrollment to increase significantly in the foreseeable future. Combining this stable enrollment trend with the slow population growth projection leads to the conclusion that relatively little development is needed to accommodate the future demand for multiple family housing in the Downtown to Campus area.

The substantial amount of multiple family residential zoning in the DTC area was noted earlier. The residential densities recommended in the 1982 Comprehensive Plan and allowed by this zoning are significantly higher than the existing land use densities. In order to illustrate the impact of this discrepancy, the maximum potential development allowed by the present zoning was estimated by calculating the acreage of land zoned R-4, R-5, or R-6 and assuming it would be redeveloped with the maximum floor area allowed by the Ordinance. Based on this analysis, it is theoretically possible that a total of about 7,078 dwelling units could be built which is an increase of 190% or 3,339 units above the current level. If this maximum possible development were actually to occur, the gross residential density in the neighborhood would nearly double from 9.73 to 18.4 units per acre and the total population would increase by well over 6,000 people. The impacts of such growth would obviously be substantial.

Fortunately, this level of housing development is not likely to occur because the market cannot support it. The point of this analysis is to illustrate the development possibilities allowed by the existing zoning and the impacts which could result from this development. It also illustrates the fact that there is more than enough multiple family residential zoning to meet the expected future demand for housing.

This very limited market analysis was intended to examine a few of the many factors which affect the future demand for housing in the Downtown to Campus area. Based on the limited information available, several points are clear. Student enrollment at the University is expected to remain stable. Population growth is expected to proceed very slowly. The full impact of closing Chanute Air Force Base is unknown. Housing construction in the neighborhood during the 1980's has exceeded both enrollment and population increases. The existing supply of land zoned for multiple family housing is well in excess of the amount needed to meet future housing demands. The impact of new high density residential development will be substantial. In conclusion, it is clear that the housing market does not justify the substantial amount of multiple family residential zoning in the neighborhood.

TRAFFIC

The DTC area has relatively high traffic levels in comparison to other parts of the community. This is caused by the neighborhood's high residential densities and by major traffic generators such as the University, Carle Hospital, Mercy Hospital and Downtown Urbana. The heaviest traffic flows occur in an east-west direction along University, Springfield and Green. The major north-south routes are Wright, Goodwin, Lincoln, Race and Vine. Despite these high volumes, traffic flows remain acceptable. All routes have an adequate level of service although there are occasional delays at peak times on Springfield Avenue. Map 19 shows a variety of traffic information derived from the Champaign-Urbana Urbanized Area Transportation Study (CUUATS) and the 1982 Comprehensive Plan.

As Map 19 shows, the street system is primarily a conventional grid pattern commonly found in older neighborhoods. The streets range in width from 12' on Western Avenue to 65' on Green Street near Wright Street. Most of the local residential streets range from 24' to 35' in width. All the streets carry two-way traffic and most have one lane of on-street parallel parking. In some cases, on-street parking is allowed on streets which are narrower than the 31' currently required by the City in new subdivisions. However, this is not a serious safety problem even though it does cause congestion at times.

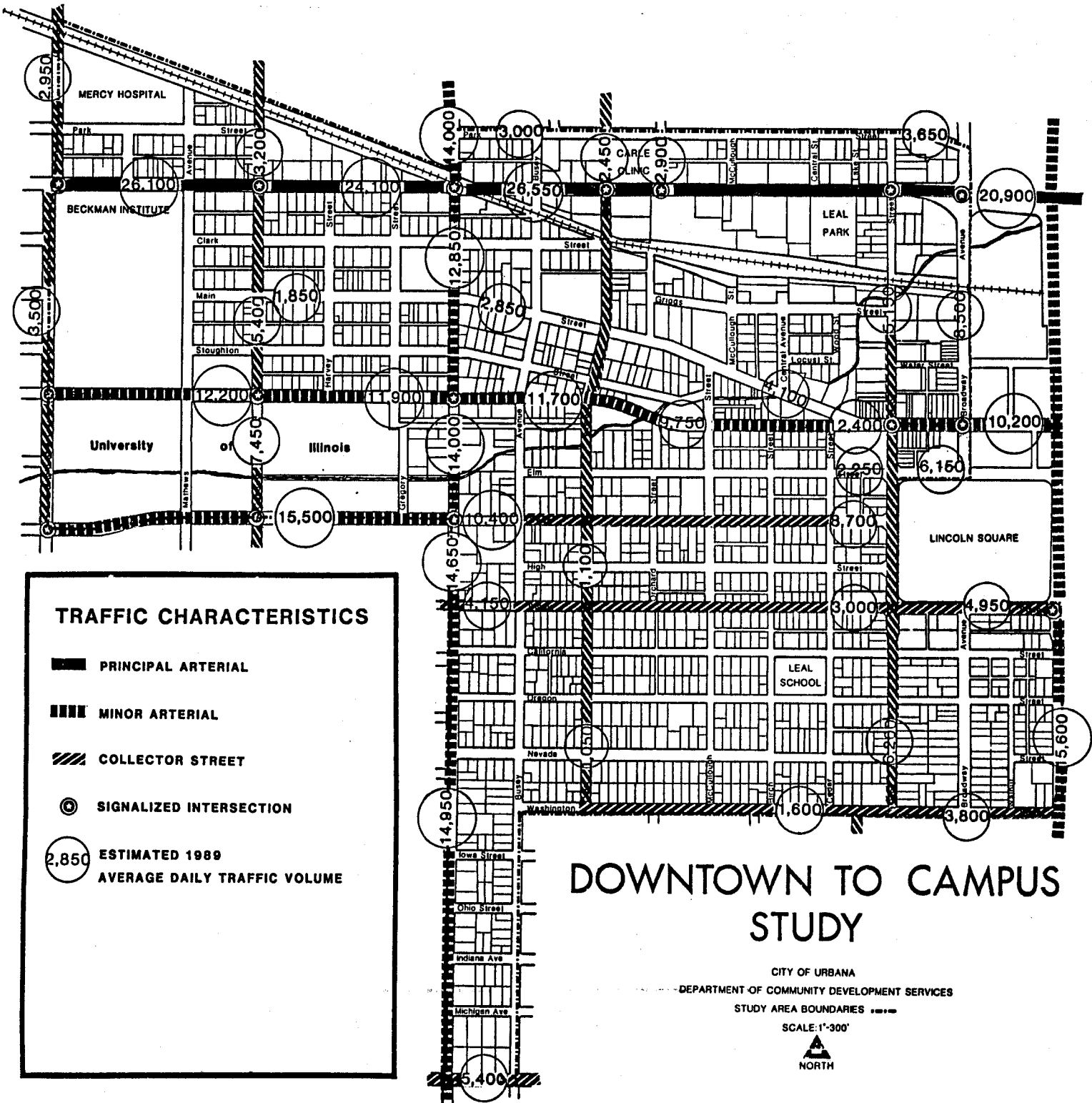
The area has few serious traffic safety or circulation problems despite the relatively high traffic levels. As Map 19 shows, the arterial and collector streets are well located to transport and disperse traffic through the neighborhood. One of the few traffic concerns raised by the residents was the speed of traffic on Coler Avenue. The recent installation of four-way stop signs at Coler/Illinois and Coler/Oregon should help to relieve this problem.

One of the most obvious traffic problems occurs along Lincoln Avenue south of Green Street where high north-south traffic volumes and offset intersections cause conflicts with the east-west flow of vehicles, bicyclists and pedestrians. This problem will increase as the new facilities recommended in the Central Campus Master Plan add more traffic during the next decade. The City's Capital Improvements Plan (CIP) indicates that traffic signals on Lincoln Avenue at Illinois, Nevada and Pennsylvania may be warranted by 1995 based on possible traffic volumes. When these signals are installed in the future, traffic safety and circulation in this corridor should improve significantly.

Another area which will experience more traffic problems as the University expands is the area west of Lincoln Avenue. Street work and construction traffic will periodically disrupt the area during the next decade. Once the new campus buildings are occupied, traffic on nearby streets will increase, particularly during the morning and afternoon rush hours. This will affect the level of service and cause delays at some intersections.

Another area where safety concerns have been raised is along Green Street between Race Street and Lincoln Avenue. Although the 32' wide pavement is adequate for two traffic lanes plus on-street parking, the issue is whether the parking should be prohibited in order to improve traffic flow and visibility. In attempting to meet public demands for more parking, the City must emphasize traffic circulation and safety first. The issue of removing parking on Green Street must be evaluated by the Traffic Commission before any changes should be made.

Based on current traffic volumes, the DTC area includes 10 of the 14 busiest intersections in Urbana. All of these intersections are already signalized. Some of the busiest unsignalized intersections



MAP NINETEEN

in the neighborhood may warrant them by 1995 according to the CIP. In addition to the three intersections along Lincoln Avenue mentioned above, signals may also be warranted at Main/Springfield, Race/Green and Vine/Washington. The City Council will decide whether to install any of these signals in the future based on technical considerations and project priorities at the time. Some of the high volume intersections which are unlikely to warrant signals in the next decade include Mathews/Green, Lincoln/Main, Mathews/Springfield and Lincoln/Park.

The traffic impacts from projected housing and population increases in the neighborhood are expected to be moderate. Based on current Institute of Traffic Engineering estimates, the forecasted development of 720 additional dwelling units would generate an additional 4,400 vehicle trips each day. The existing street system has sufficient capacity to absorb this increase without requiring major street improvements. If the maximum potential housing development allowed by the Zoning Ordinance is built, the increased housing supply would generate an extra 20,400 vehicle trips each day. Although this level of development is not likely to occur, it illustrates the possibilities allowed by the existing Zoning Ordinance.

In conclusion, this brief analysis has indicated that traffic volume and circulation are not a major threat to the stability and character of the neighborhood. The need for street and traffic management improvements is continually monitored by the City. Needed projects are recommended each year in the CIP. There are no existing traffic problems which require immediate action. If problems occur as development continues, the City may have to consider additional traffic signals, stop signs or other traffic management methods to improve safety and circulation and to minimize impacts on the neighborhood. In the unlikely event that high traffic volumes begin to use local streets and impact the low density residential sections of the neighborhood, more drastic traffic management techniques should be evaluated. This could include the use of one-way streets to direct traffic or even physically closing off selected intersections to prevent traffic infiltration through the neighborhood.

PARKING

Another problem identified by the neighborhood's residents is a shortage of available parking, particularly on-street spaces. Although parking problems are very common around college campuses, these problems have escalated as the number of students and staff with vehicles has increased. A 1988 University survey found that 52% of the 35,000 students now have cars and about 25% use them to get to and from classes. Despite this demand, the UI's policy has been to avoid providing on-campus parking lots for students. In addition, the University's 10,500 faculty and staff employees create a large demand for parking spaces. The University has projected an additional 1,400 parking spaces for faculty and staff

will be needed by 1996 as a result of new demands and the loss of existing spaces. Although several parking garages are shown in the University's master plans, they are unlikely to be built in the near future. Additional temporary off-street parking lots are being constructed to meet this demand. The University and the Metropolitan Transit District (MTD) recently implemented a new shuttle bus system to relieve parking problems on campus. If successful, this system may help to determine when the parking garages are built. In addition to this large University-related parking demand, more parking is needed for residents in the neighborhood as well as in and around Downtown Urbana to help relieve the obvious congestion in these areas.

Most of the vehicle parking in the Study area now occurs in off-street locations. The 1989 land use survey found 26.8 acres or 7% of the area is used for public, private and University parking lots. This includes only separate free-standing lots and does not include other off-street parking lots, garages and driveways associated with buildings. Another common source of off-street parking is illegal parking on front yards, sidewalks and other inappropriate locations despite the City's efforts to prevent this problem. Despite the supply of off-street parking spaces, there is still a great demand for on-street parking. In order to meet this need, the City allows parking on nearly every street in the Study area. Some of these spaces are metered near the campus and Downtown but most are unrestricted during the daytime and evening hours. Even with this large supply of both on an off-street spaces, parking shortages and congestion still commonly occur in the Study area.

One of the most common parking problems is congestion on the streets near the campus where residents and commuters compete for the limited supply of on-street spaces. The City addressed this situation in 1975 by instituting a special parking permit system in the area bounded by Race Street, Green Street, Lincoln Avenue and Florida Avenue. This system is intended to provide on-street spaces for local residents by prohibiting parking from 3 a.m. to 10 a.m. except for permit holders. Nearly three hundred permits were issued in 1989; 98% of these went to local residents and the rest to commuters. Approximately 50% of the permits were issued to residents on blocks where fraternities or sororities are located. In response to public requests, changes are now being considered to make the permit system more effective. The new campus shuttle bus system may also help to relieve some congestion on these streets.

Another parking problem occurs where there are insufficient off-street spaces available for local residents. This is especially true around fraternities and sororities and also where single family homes have been converted to apartments or rooming houses without adequate parking. For example, a recent parking survey conducted by Walker Parking Consultants for the City of Champaign found the average fraternity/sorority had 50% of its residents with vehicles but only about two-thirds of these vehicles were provided

with off-street spaces. A review of 14 University Certified dormitories, fraternities and sororities in Urbana found only 187 spaces for 838 residents. This is a ratio of one space for every 4.5 residents which is well below the City's requirement of one space for every three residents. Assuming the 50% vehicle ownership ratio found in the Walker study, there is a deficit of over 200 parking spaces at these 14 locations.

The Walker study also found that **"a major user of on-street parking is the single family home occupied by a group of students."** This also appears to be true in Urbana based on observations of rooming houses, conversions and student rental housing. For example, many of the illegal parking tickets issued by the City are at converted houses which confirms the finding that these conversions often have insufficient parking.

Although there are currently few parking shortages in the Downtown area, significant changes in parking demand will soon occur as a result of the new Federal Courthouse and other developments. The City recently hired the Main Street Associates to study parking demand and supply options in the area bounded by University Avenue, Maple Street, California Avenue and Central Avenue/Birch Street. The land use and parking recommendations made in the Downtown to Campus Plan should be coordinated with the parking consultant's recommendations.

Urbana's multiple family residential parking requirements are based on the size and number of bedrooms in each dwelling unit. A quick comparison with 15 other Midwestern communities finds Urbana's requirements are on the low end of the range of requirements. Most of the cities required 1.5 or more parking spaces per dwelling unit. In 1985, the City did increase its parking requirement for efficiency and one bedroom units to require one space per unit. With this exception, no other changes to the residential parking requirements have been made since 1979. Vehicle ownership has increased during the past decade and more students are bringing their cars to the community. Respondents to a 1985 survey indicated parking shortages were common at some of the newly constructed apartment buildings, particularly parking for guests. A review of 17 apartment buildings constructed since 1983 finds 226 dwelling units containing 571 bedrooms were built with only 267 parking spaces. This is a ratio of 1.18 spaces per unit and only 0.46 spaces per bedroom. This demonstrates why parking congestion is common at new buildings in the neighborhood even though these buildings conformed to the City's parking requirements.

This review indicates that solutions to the neighborhood's parking problems are needed including new parking requirements, a revised permit system, construction of new lots and other actions. A detailed parking study should be conducted to determine the most appropriate and affordable solutions.

INFRASTRUCTURE

The infrastructure in the Downtown to Campus area includes the streets, alleys, sidewalks, street lights, storm sewers, sanitary sewers and other utilities. In addition to servicing the area, these features contribute to the neighborhood's unique character.

1. Streets and Sidewalks

There are about 15.37 miles of public streets and over 30 miles of sidewalks in the neighborhood. This includes approximately 2.2 miles of brick streets and over 10 miles of brick sidewalks which date from the original development of the neighborhood. Most of these facilities are in adequate condition so no major street reconstruction projects are needed. Routine maintenance and occasional resurfacing will keep them in good shape. In maintaining the streets and sidewalks, the City is required by ordinance to retain the brick streets and walks and avoid repaving them when possible. Table Ten lists the street maintenance projects and other neighborhood improvements included in the current Capital Improvements Plan (CIP) for the period 1989 to 1998. Street maintenance projects represent about 22% of the total expenditure of \$5,056,000 which is projected for the neighborhood. It should be emphasized that the CIP is an advisory plan and the projects actually constructed may vary as determined each year by the Mayor and City Council.

There are about 3.62 miles of platted alleys in the neighborhood. Some of these are still used but many were never built and should probably be vacated or otherwise returned to the tax rolls. This would require a change to the City's current alley vacation policy.

2. Sanitary Sewers

A "Report on the Urbana Sanitary Sewer System" was prepared by the engineering firm of Greeley and Hansen in 1981. This study found only 3.6% of the sewer system was in an unsatisfactory condition to handle the sewage generated by the development expected in the community. The study also found that most of the sewers in the DTC area were first built before 1920. Despite their age, the most common sewer problem was that nearly half the sewers have less than the minimum slope recommended to maintain adequate flows. This can cause back-up problems. Fortunately, this problem can be resolved by maintaining the lines more frequently which is easier and less costly than reconstructing them or building new relief sewers.

The Greeley and Hansen study also found that relatively few sewers have insufficient capacity to handle the development expected in the neighborhood. However, the estimated sewage flows were based on an expected residential density of only 12 units per acre which is less than the existing density in much of the neighborhood. Therefore, it is possible that relief sewers may be needed to increase the system's capacity to handle the demand created by new high density development. The major improvements recommended by

TABLE TEN

CAPITAL IMPROVEMENT PROJECTS 1989 - 1998

STREET SEGMENT	SANITARY SEWER	STREET MAINTENANCE	STORM SEWER	CURB & GUTTER	STREET LIGHTS	SIDEWALKS	TRAFFIC SIGNALS	TOTAL
COLER (Springfield to Washington)	\$598,000	\$82,000	---	\$7,000	\$60,000	\$5,000	---	\$752,000
PARK (Lincoln to Broadway)	---	\$56,000	\$305,000	\$7,000	---	---	---	\$368,000
BRICK ARCH (Nevada to Boneyard)	---	---	\$540,000	---	---	---	---	\$540,000
ILLINOIS (Lincoln to Race)	---	\$49,000	\$145,000	\$30,000	\$50,000	---	---	\$274,000
ILLINOIS (Race to Vine)	---	\$76,000	\$63,000	---	---	---	---	\$139,000
LINCOLN (Nevada to Florida)	---	\$132,000	\$7,000	---	\$83,000	---	---	\$222,000
NEVADA (Lincoln to Race)	---	---	\$98,000	\$101,000	\$43,000	---	---	\$242,000
WASHINGTON (Busey to Race)	\$232,700	\$85,000	\$417,000	\$8,000	\$36,000	---	---	\$778,700
WASHINGTON (Race to Vine)	\$76,700	\$43,000	\$132,000	\$4,000	\$32,000	\$9,000	---	\$296,700
OREGON (Lincoln to Race)	---	\$94,000	\$253,000	\$35,000	\$43,000	---	---	\$425,000
OREGON (Race to Vine)	---	\$13,000	---	\$4,000	\$11,000	---	---	\$28,000
BROADWAY (High to Washington)	---	\$4,000	---	---	---	---	---	\$4,000
BUSEY (Illinois to Washington)	---	\$10,000	---	\$1,000	---	---	---	\$11,000
MAIN (Mathews to Lincoln)	---	\$16,000	---	\$2,000	---	---	---	\$18,000
MAIN (Central to Vine)	---	\$94,000	---	---	---	---	---	\$94,000
CALIFORNIA (Race to Vine)	---	---	---	\$2,000	\$11,000	---	---	\$13,000
WALNUT (California to Washington)	---	---	---	---	\$17,000	---	---	\$17,000
SPRINGFIELD (Lincoln to Main)	---	\$75,000	---	---	---	\$8,000	---	\$83,000
SPRINGFIELD (Wright to Lincoln)	---	\$60,000	---	---	---	---	---	\$60,000
CLARK (Mathews to Coler)	---	---	---	---	---	---	---	\$91,000
RACE (Green to Washington)	---	\$113,000	\$44,000	\$72,000	\$19,000	---	---	\$186,000
GREEN (Lincoln to Race)	---	---	---	---	\$29,000	---	---	\$89,000
GREEN (Wright to Lincoln)	---	\$95,000	---	\$23,000	\$66,000	---	---	\$145,000
ELM (Busey to Race)	---	\$11,000	---	---	\$45,000	---	---	\$56,000
PARK (Wright to Goodwin)	---	---	---	\$15,000	---	---	---	\$15,000
MCCULLOUGH (Griggs to Springfield)	\$93,600	\$15,000	---	---	---	---	---	\$108,600
TOTAL	\$1,001,000	\$1,123,000	\$2,004,000	\$311,000	\$545,000	\$22,000	\$50,000	\$5,056,000
PERCENTAGE	19.8%	22.2%	39.6%	6.2%	10.8%	.4%	1.0%	100.0%

Source: "Capital Improvement Plan", City of Urbana, August, 1989.

Note: This is not a list of proposed projects. It is a planning tool to identify infrastructure needs in the neighborhood. Project implementation is determined by the Mayor and City Council. The cost estimates are rough estimates.

Greeley and Hansen included new sewers along Coler from Elm to Washington and along Washington from Coler to Broadway. As Table Ten shows, the CIP includes both of these projects as well as a new line in McCullough Street. Sanitary sewer projects represent about 20% of the total CIP expenditures expected in the neighborhood by 1998.

Based on the Greeley and Hansen study and the CIP, it appears that few other major sewer improvements will be needed in the DTC area. A study of the sanitary sewers and storm sewers in the Coler Avenue basin is currently being conducted by the City's Engineering Department. The results of this study will indicate whether any changes to the projects listed in the Capital Improvements Plan will be needed in the near future.

3. Storm Sewers

A separate Greeley and Hansen report on the City's storm sewer system was issued in 1980. The 75 miles of pipe in the system were inspected to identify physical problems. Peak runoff estimates were made to identify deficiencies in the system's capacity to handle a major storm without flooding. The study found 7.7% of the system was in poor condition with significant deficiencies and almost 43% had an inadequate capacity to handle the runoff from the "two year design storm" used in the analysis.

Most of the streets in the DTC area have storm sewers ranging from 12" to 24" in size. Combined with surface drainage, these sewers are generally adequate for handling the runoff from most storms. Although scattered drainage problems were identified, no serious flooding problems were found. The study recommended 14 major storm sewer improvements and a variety of minor improvements to improve drainage. Some of these projects have been completed since 1980. Table Ten shows ten storm sewer projects are included in the CIP for 1989-1998. These projects represent about 40% of the total estimated expenditure in the neighborhood. The study of the Coler Avenue basin which is currently being conducted may change the storm sewer projects which are included in the CIP. Because these improvements may increase discharges into the Boneyard Creek, there may be a need for additional improvements along the Boneyard's channel to handle the greater runoff without flooding. If the City assumes the UCSD's responsibility for maintaining the Boneyard, these improvements may have to be incorporated into the CIP. This could provide a good opportunity for the City and adjacent property owners to install landscaping and other improvements to beautify the Creek.

4. Other Infrastructure Improvements

Table Ten shows other projects included in the 1989-1998 Capital Improvements Plan. This includes scattered curb and gutter work, sidewalk repairs, and streetlight repairs. Most of this work is needed to correct minor problems and upgrade the condition of these facilities. The neighborhood's residents expressed a concern for

keeping the historic appearance of the streetlights which have contributed to the overall character of the area. When repairing and replacing the streetlights, the City should respect the historic character of the lights including their poles, globes, fixtures and lighting characteristics.

In conclusion, the Downtown to Campus area does not appear to have serious infrastructure problems which require emergency action. However, some improvements are needed to prevent future problems. These improvements reflect the age of the infrastructure in the neighborhood and the heavy demands placed on these facilities by the increasing development in the area. The City continually evaluates the condition of the public infrastructure and new projects are recommended each year in the CIP. Special attention should be given to the historic character of the neighborhood in designing and installing these improvements.

OTHER CHARACTERISTICS

In addition to the various characteristics and problems discussed in this chapter, there are several other features which contribute to the environment in the DTC area. One of the most significant of these features is the number of large old trees which give the neighborhood beauty, privacy and a sense of identity. These trees and other types of landscaping enhance the historic appearance of the neighborhood. They also help to screen and soften the visual impact of large buildings on adjacent properties. The importance and impact of trees can easily be seen by comparing sections of Green Street east and west of Lincoln Avenue.

As a designated "Tree City, USA", Urbana has an extensive program for planting and maintaining trees located in the public right-of-way along the community's streets. Although most of the neighborhood's streets have trees, the appearance of several streets could be improved by installing more trees and landscaping. This is especially true for Lincoln Avenue, University Avenue, Broadway Avenue, Springfield Avenue and sections of other streets. The City should consider preparing a long-range plan to enhance the landscaping on these streets as well as on other major streets in the community.

Although the street trees in the DTC area are very important, most of the neighborhood's trees are located on private property. The City has no procedures or requirements for protecting trees on private property and few requirements for installing landscaping in new developments. Therefore, mature trees are often removed when new construction occurs and are replaced with saplings and a minimal amount of landscaping. Because of the importance of the community's mature trees and landscaping, the City should evaluate the need for a new ordinance to protect trees on private property as well as the need for new landscaping requirements.

The impact of Downtown Urbana on the neighborhood's character is substantial. Assisted by the City's Tax Increment Finance Plans

(TIF I and II), the Central Business District (CBD) has made an economic recovery during the past decade. This has led to the expansion of the CBD as new buildings have been built on the perimeter of the Downtown. This has created pressures and conflicts in nearby residential areas. It is important to provide opportunities for continued growth while also offering some protection and stability to the nearby residential areas. Therefore, this Plan should designate the locations which are considered appropriate for commercial development and those areas which should remain residential.

Because of its location at the heart of the area, the Green Street corridor has a significant impact on the neighborhood, particularly the area between Lincoln Avenue and Race Street. As a primary entrance to Urbana, Green Street provides an image of the community to many residents and visitors. As the primary link between the University and Downtown Urbana, Green Street can affect the economic vitality of the CBD. Because of its importance, Green Street merits special attention in this Plan.

Crystal Lake Park, Leal Park and Thornburn Park make important contributions to the neighborhood's character and appearance. Efforts to expand and improve these facilities should be encouraged. Leal Elementary School also plays a vital role in maintaining the viability of the area as a single family residential neighborhood. Efforts to protect the stability of the established low density residential areas will in turn help to keep the school viable as well.

Finally, another important aspect of the neighborhood's character is the diversity of the residents and their lifestyles. The DTC area has historically been the home of a wide variety of people including University faculty, staff and students, community leaders, young families with children, retirees and others. Few, if any, parts of Urbana have the range of ages, races, occupations, incomes and lifestyles found here. Unfortunately, the interaction of these groups often involves a conflict between the interests of the more permanent homeowners and the more transient students and renters. The neighborhood provides a range of housing types and prices which is not found elsewhere in Urbana. A major objective of this Plan is to protect and maintain this diversity of people and housing. This can be accomplished by planning for a stable balance among the area's different residential, commercial and institutional interests.

SUMMARY

This chapter has discussed many of the Downtown to Campus area's different problems and characteristics. New problems will arise as the University and Downtown Urbana expand and new development continues. It is clear that the complexity of the issues involved will make solutions difficult. The recommendations for attempting to solve these problems are presented in Chapter Five.

CHAPTER FOUR

GOALS AND OBJECTIVES

The Urbana City Council directed the Plan Commission and staff to focus on seven broad objectives in conducting the Downtown to Campus Study. These objectives were listed in Chapter One and are also shown in Appendix A. They can be summarized into a single primary task: *Prepare and implement a plan to address the neighborhood's existing problems and to guide future development decisions in the DTC area.* The neighborhood's problems were discussed in Chapter Three. This chapter presents a general goal and additional objectives which were used in drafting the specific actions and other recommendations presented in the next chapter. These recommendations are the Downtown to Campus Plan.

GOAL

The overall goal of the Downtown to Campus Plan is *"to achieve a desirable and compatible balance among the area's diverse residential, commercial and institutional land uses in order to protect and preserve the historical, architectural, economic and environmental character of the neighborhood"*. This goal is based on the belief that the 1982 Official Comprehensive Plan Map is no longer an appropriate or effective guide in making decisions about the area. It is also based on the belief that the Zoning Ordinance has not protected the neighborhood and has actually created some of its problems. Consequently, the recommendations made in the next chapter for revising the Comprehensive Plan and Zoning Ordinance represent a major part of the City's strategy for achieving this goal.

OBJECTIVES

In order to provide a framework for achieving this goal, a variety of individual objectives were used to focus the Downtown to Campus Plan on the neighborhood's different problems and characteristics. The Plan itself includes the specific methods and actions recommended to achieve these objectives. The following objectives are not listed by any priority.

1. Protect and preserve the character, scale and integrity of established low density residential areas by discouraging inappropriate and incompatible zoning and development
2. Provide a diverse supply of affordable housing to meet the needs of a variety of individual lifestyles while seeking a stable balance between owner-occupied and renter-occupied units

3. Provide appropriate locations for compatible and well-designed multiple family residential development, especially near the University's campus and Downtown Urbana
4. Improve the transition and buffering between different types of residential and commercial land uses by appropriate land use planning and by improving the City's site design and landscaping regulations for new development
5. Provide for the physical and economic growth of Downtown Urbana by allowing businesses and parking areas to locate in appropriate designated areas
6. Encourage campus-related private investment by allowing high density multiple family residential, office and commercial development west of Lincoln Avenue
7. Encourage new buildings to blend with the historic, architectural and environmental character of the neighborhood through the use of compatible building and site design techniques
8. Recognize and preserve the neighborhood's existing buildings and unique character through the use of neighborhood conservation zoning, historic preservation ordinances or similar methods
9. Re-evaluate the City's current off-street parking requirements for new development and consider methods for increasing the supply of both on-street and off-street parking for neighborhood residents while discouraging commuter parking along residential streets
10. Re-evaluate the Zoning Ordinance's regulations pertaining to floor area ratios, open space ratios, setbacks, parking requirements and other site design criteria; develop new zoning districts or other regulations as needed to implement the Plan
11. Provide appropriate locations for compatible and well-designed commercial and residential development to increase local property values and Urbana's tax base while relieving development pressure in established low density residential areas
12. Continue the systematic evaluation, maintenance and improvement of the neighborhood's infrastructure focusing special attention on the brick streets, brick sidewalks, street lights, street trees and other features which contribute to the area's character
13. Support the efforts of the Urbana Park District to expand and improve Thornburn Park and Recreation Center
14. Beautify the Study area by planting more street trees and landscaping, especially along Lincoln Avenue, University Avenue, Springfield Avenue and Green Street

15. Continue the enforcement of the Zoning Ordinance, building code and other City codes and ordinances which regulate housing conditions, nuisances and parking
16. Protect and preserve the trees and vegetation, on both public and private property, which significantly contribute to the neighborhood's character and appearance
17. Prepare a new and more realistic Boneyard Creek Master Plan to improve the Boneyard's drainage capacity and appearance;
18. Maintain and improve the capacity, function and safety of the neighborhood's streets and arterials for motorists, bicyclists and pedestrians
19. Construct infrastructure improvements and take other appropriate actions to improve access into and around Downtown Urbana while minimizing negative traffic impacts on local residential streets
20. Improve the Green Street corridor to strengthen the connection between the University's campus and Downtown Urbana
21. Provide support for increased neighborhood rehabilitation and re-investment to maintain and improve the quality of the existing residential and non-residential structures
22. Negotiate a mutually beneficial agreement with the University concerning common interests such as land use, parking, traffic, drainage, infrastructure improvements, landscaping and other issues

CHAPTER FIVE

PROPOSED RECOMMENDATIONS AND ACTIONS

INTRODUCTION

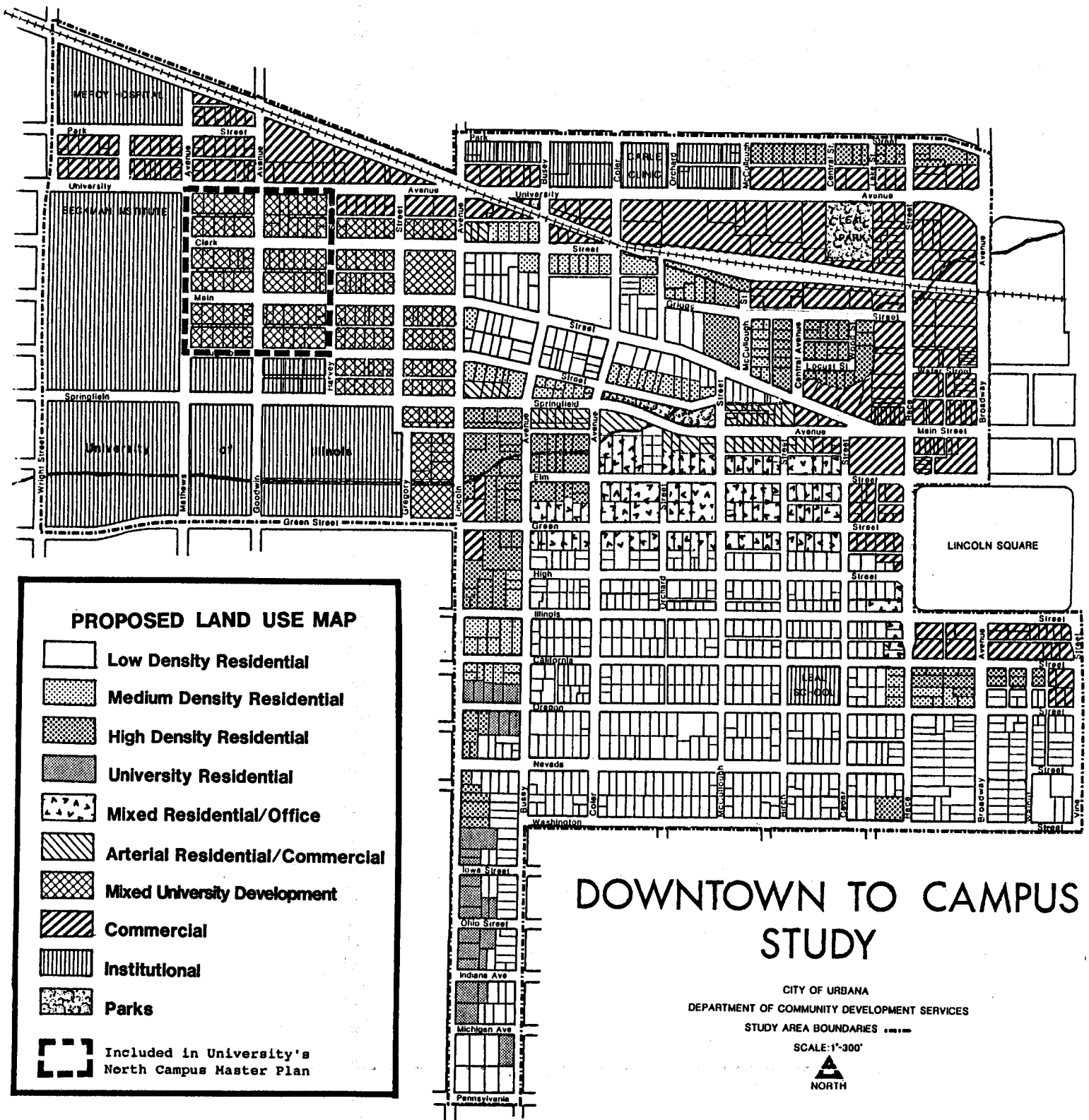
This chapter proposes a variety of specific recommendations and actions to achieve the goal and objectives outlined in the previous chapter. Each proposal has been made to address one or more of the neighborhood's problems and concerns. Given the diversity and longevity of some of these problems, no single recommendation will successfully address all the issues. In combination, the many proposals recommended in this chapter comprise the Downtown to Campus Plan (DTC Plan).

PROPOSED LAND USE MAP

The primary recommendation in this Plan is the Proposed Land Use Map shown in Map 20. This map recommends changes to the future land use designations that were made in the City's 1982 Official Comprehensive Plan. As previously discussed, the 1982 Plan Map is no longer considered an effective guide for making land use decisions in the neighborhood. The recommendations shown in the Proposed Land Use Map are intended to help the City, property owners and residents make zoning and development decisions that are in the best interests of both this neighborhood and the entire community.

Due to the University's stable enrollment projections and the current over-supply of rental housing near the campus, the neighborhood is not expected to experience substantial new development in the next decade. More renovation of existing residential structures is expected to continue including the conversion of some buildings back to single-family homes. The conversion of existing residential buildings to mixed uses is also expected to become more common. However, there will be some new apartment construction to meet future housing needs, to replace aging apartments and to replace the nearly 300 units which will be lost to the University's expansion. In addition, the City is working to encourage new office and commercial development near the campus and in Downtown Urbana. The Proposed Land Use Map seeks to guide this 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 order to achieve this objective, the DTC Plan has designated new land use categories for parts of the neighborhood while other parts



As adopted by City Council on
 June 4, 1990

MAP TWENTY

Note: This is not a zoning map. The zoning of specific properties will be determined in separate hearings.

have remained unchanged from the 1982 Plan Map. The land use categories shown in Map 20 have been based on a variety of factors such as existing land use and zoning patterns, the location of architecturally or historically significant structures, street characteristics, ownership patterns and other factors. In keeping with the Plan's goal for a "desirable and compatible balance" among different land uses, compromises were made to reflect and protect the area's diverse interests. Trade-offs between different objectives and different parts of the neighborhood were made in developing the Proposed Land Use Map. Small areas of just a few lots have been shown with a land use category that is different from nearby areas. In some cases, this was done to protect the existing land uses or to provide a better transition between different uses while in other cases the categories were chosen to limit the new development to the most appropriate areas.

The land use categories shown in Map 20 should be considered general recommendations that represent a broad guideline to direct changes in the neighborhood during the next ten years. The following sections briefly describe the land use recommendations shown in Map 20.

1. Most of the land along University Avenue has been designated as **Commercial** or **Institutional** based on the existing land uses that include the facilities owned by the U of I, Carle Foundation, Mercy Hospital and the many businesses in this area. The only differences from the 1982 Plan include several blocks near Mercy Hospital that have been changed from High Density Residential to **Commercial** and one-half block near Carle Hospital that has been changed from High Density Residential to **Institutional**. These new land use designations reflect the long-range development plans of these two medical institutions.

2. A large area west of Lincoln Avenue has been designated as **Mixed University Development**. This category is defined as a mixture of high density residential, office and commercial land uses that are economically associated with the nearby University. Although this pattern is a significant increase from the strictly residential uses shown in the 1982 Plan, it is more consistent with the land uses, densities and scale recommended in the 1969 Transition Area Study discussed in Chapter Two. This area is considered appropriate for more intensive private redevelopment for several reasons. First, its' location near the campus makes it a prime location for new spin-off developments affiliated with the UI. Second, the existing development is a mixture of residential densities so there is no established low density residential area to be preserved. Third, allowing more intensive land uses will strengthen the community's tax base and help restore the revenues lost to the University's expansion. Fourth, increasing the density will provide opportunities for new housing to replace the units lost to the University's growth and to meet future housing needs. Finally, this area has been designated for **Mixed University**

Development in order to relieve development pressures and protect the key remaining low density residential parts of the neighborhood, especially along Main Street east of Lincoln Avenue.

3. Most of the University's campus has been designated as **Institutional** in Map 20. However, six blocks west of Harvey Street are shown as **Mixed University Development** even though they are also included in the University's North Campus Master Plan (NCMP). The City expects these blocks to eventually become a part of the campus as recommended in the NCMP. In the interim period before the University acquires this land, however, this area is shown as **Mixed University Development** in order to guide the land use decisions of the City or individual property owners who may seek zoning changes or otherwise act to develop this area.

4. A large area in and around Downtown Urbana has been designated as **Commercial** in the Proposed Land Use Map. Several areas along Race Street, Locust Street, Green Street and High Street are no longer considered appropriate for intensive commercial development because of a concern for preserving these areas and for limiting traffic impacts. Consequently, these areas have been changed from the 1982 Plan to either residential or mixed residential/office land use categories. The DTC Plan anticipates that Downtown will grow north toward University and Cunningham Avenues, east along Main Street and also along Vine Street. In addition, new commercial areas along Springfield Avenue have been designated as **Arterial Residential/Commercial**. These areas are considered appropriate for redevelopment into a mixture of high density residential and business uses to provide for the westward expansion of Downtown Urbana. However, the Plan recommends that this type of mixed residential/commercial redevelopment be done carefully to blend with the surrounding neighborhood and to minimize traffic, parking and visual impacts. A new zoning district must be created in order to allow the carefully controlled development that is desired along Springfield Avenue because the current Zoning Ordinance is not adequate for this area.

5. A significant change from the 1982 Comprehensive Plan is the designation of a large area along Green Street, Elm Street and Race Street as **Mixed Residential/Office**. This land use category is defined as a mixture of residences, offices and small shops that are primarily located in older residential buildings. The reason for allowing the re-use of these buildings is to provide the owners with a greater economic return than can be gained from renting only to residential tenants. This will provide an incentive to retain these structures rather than raze them and build large apartment buildings. By allowing such mixed uses, the City hopes to preserve the character and appearance of these areas as well as strengthen the attraction between the campus and Downtown Urbana by encouraging more activity along Green Street. This type of mixed development must be done very carefully with special care given to the scale of new buildings and the location of parking areas on

these lots. A new zoning district must be created to allow this type of carefully regulated residential/office land use pattern because the current Zoning Ordinance is not adequate for this area.

6. Most of the Downtown to Campus area has been designated as **Low Density Residential** to reflect the many single-family and two-family homes remaining in the neighborhood. This includes 24 blocks south of High Street that have not been changed from the 1982 Plan Map. One of the most significant changes in the DTC Plan is the re-designation of large sections of the neighborhood that were recommended for higher residential densities in the 1982 Plan or previous plans. The following areas have been re-designated as **Low Density Residential** in Map 20: Main Street west of Central Avenue, Mc Cullough Street north of Main, the north side of the 700 and 800 blocks of Stoughton Street, part of the 800 block of Clark Street, the north side of High Street, a large area between Busey Avenue and Lincoln Avenue south of Oregon Street, and the area bounded by Race, Oregon, Vine and Washington. Although these areas still contain a variety of residential uses, this fundamental change has been recommended for several reasons. First, it will provide stability and protection for the many single-family and two-family homes that still remain along these streets. Second, it will encourage more renovation of older buildings including the re-conversion of some back to single-family homes. Third, it will limit the development of large apartment buildings and the traffic and infrastructure impacts that result from such development. Finally, it will protect the overall character and appearance of the neighborhood. As noted in Chapter Four, this is one of the primary objectives of the DTC Plan.

The area between Busey Avenue and Lincoln Avenue south of Oregon Street has been the focus of particular interest and much discussion during the DTC Study. This area has remained a unique combination of single-family housing and fraternities, sororities and rooming houses despite the fact it has been zoned for higher densities for many years. Because this area is within walking distance of the University, it is still a desirable location for faculty, staff and student housing. The DTC Plan seeks to protect this area by designating it a combination of **Low Density Residential** and a new land use category called **University Residential**. The **University Residential** category will include sororities and fraternities that serve the student population and will allow rooming houses as a special use. By virtue of these land use recommendations, the City has indicated its desire to preserve these uses as they now exist while precluding further encroachment of higher density buildings into this unique residential area.

7. As noted above, the Proposed Land Use Map includes a new use category called **University Residential** located between Lincoln Avenue and Busey Avenue. This designation reflects the fraternities, sororities, private dormitories, rooming houses and

boarding houses already located in this area. Although these residences are privately-owned, most are affiliated with the University's Certified Housing Program and provide adequate housing for many students. These buildings have historically contributed to the neighborhood's overall character even though their visual, noise and traffic impacts can often be substantial. The designation of these areas as **University Residential** is intended to allow these existing uses to continue while preventing the development of new high density apartment buildings near the single-family homes along Busey. In order to achieve this objective, the current R-7 zoning district should be modified to permit only rooming houses, sororities and fraternities in the areas designated as **University Residential**.

8. The Proposed Land Use Map shows the block bounded by Coler, Stoughton, Mc Cullough and Springfield as **Park** to reflect the long-range desire of the Urbana Park District to someday expand Thornburn Park. This will help to meet the need for additional park and open space in the neighborhood as well as beautify a section of Springfield Avenue. Due to the location of this land along Springfield and the small lots involved, the DTC Plan does not recommend the rezoning of any land in this block until after it has been acquired by the Urbana Park District.

9. Most of the remaining parts of the DTC area are shown in Map 20 as either **Medium Density Residential** or **High Density Residential**. This includes areas along Clark, Griggs, Central, Wood, Locust Stoughton, Elm, Busey, Lincoln, Illinois, California and Oregon. These areas already have a high concentration of multiple-family residences or are close to commercial areas so they are considered appropriate locations for new apartment development. Some of these areas have not been changed from the 1982 Plan. **Medium Density Residential** corresponds to the densities allowed in the R-4 zoning district and **High Density Residential** corresponds to the densities permitted in the R-5 and R-6 zoning districts.

An area which has been changed from High Density Residential in the 1982 Plan to **Medium Density Residential** is on Stoughton Street near Thornburn Park. This block has been changed to provide a more compatible transition to residential densities in the surrounding area, to limit the impact of new development upon the historically significant structures on Main Street and to reduce the potential traffic impacts on Stoughton Street near the Park. Another area that has been changed is along Central Avenue, Locust Street and Wood Street. Because the Boneyard Creek distinctly separates this area from Downtown Urbana, it is no longer considered appropriate for Commercial uses. Therefore, the area is now designated as **Medium Density Residential** to allow new development to meet future demands for housing near Downtown Urbana. Because of possible restrictions on residential development in the Boneyard's floodplain, however, new apartments may not be feasible in this area. Therefore, the DTC Plan suggests an appropriate alternative

land use for this area would be well-designed and landscaped parking lots to serve Downtown Urbana. These lots could be reached by one or more pedestrian access bridges over the Boneyard Creek.

PROPOSED ZONING CHANGES

As discussed in Chapter Two, one of the reasons why the previous neighborhood plans were not successfully achieved was a failure to rezone land in conformance with those plans. This has resulted in the "over-zoning" discussed in Chapter Two. In order to address this problem, the Downtown to Campus Plan recommends that the City initiate a variety of zoning changes to better correlate the zoning with both the existing land uses and the Proposed Land Use Map. Although the DTC Plan recommends the City initiate many of these zoning changes, the Plan does not actually specify which properties should be changed. After the Plan has been adopted, the City Council should direct the Plan Commission and staff to initiate the rezoning requests for those properties most in need of rezoning to bring them into conformance with the Proposed Land Use Map. The zoning changes should attempt to protect the existing low density residential areas and guide new uses and developments into the appropriate locations shown in Map 20. In addition, the Plan recommends that the City not initiate any zoning changes in the area west of Harvey Street that is included in the North Campus Master Plan. The City should respond only to rezoning petitions from property owners who may wish to develop in this area.

Many of these changes must wait until the appropriate new zoning regulations have been adopted. Several new zoning districts must be created because the current ordinance is not adequate to insure the sensitive and well-designed development which is desired. New zoning regulations are needed for the **Mixed Residential/Office** area along Green, Elm and Race Streets, for the **Arterial Residential/Commercial** area along Springfield Avenue, and for the **Mixed University Development** area west of Lincoln Avenue. In addition, the height and floor area restrictions and the land uses permitted in the present R-7 zoning district must be modified for the **University Residential** area along South Lincoln Avenue.

Although these proposed zoning changes will address many of the land use concerns that threaten the neighborhood's stability, they will not address important issues related to the design of the structures in the area. Therefore, the DTC Plan also strongly recommends the creation of a new Historic Preservation zoning district. This should be an overlay zoning district which can impose additional design restrictions on development beyond those imposed by the underlying zoning regulations. A Historic Preservation zoning district can offer greater recognition and protection for the architecturally and historically significant structures in the community. The specific design requirements and procedures to be imposed by this ordinance should be written within

twelve months of the adoption of this Plan. The areas where the Historic Preservation zoning may be applied should be identified after the ordinance has been adopted.

After the zoning changes are completed, many properties will be more restricted and many will be less restricted. Some existing land uses and structures may become nonconforming. The DTC Plan recommends that the City continue to use the current Zoning Ordinance regulation concerning these nonconformities. This will allow the existing land uses to remain unless they are damaged in excess of 60% of their value. It will also require the nonconformities to eventually comply with the Zoning Ordinance when they are replaced with new uses and structures in the future.

RECOMMENDED ACTIONS

In addition to zoning changes, the DTC Plan recommends a wide variety of specific actions to achieve the goals and objectives outlined in Chapter Four and represented in the Proposed Land Use Map. The following recommendations are divided into long-term actions, intermediate actions and short-term actions because of the time involved in implementing them. All of these actions are related to specific issues, concerns and neighborhood characteristics as identified and discussed throughout this document. Some of these recommendations may relate only to the Downtown to Campus area while others may have city-wide implications. The Department of Community Development Services has the primary responsibility for implementing this Plan but other municipal departments should also assist in implementing these recommended actions.

LONG TERM ACTIONS

The following actions should be initiated within the next few years as time and resources allow. These recommendations are not listed according to any priority.

1. Perform a detailed analysis of parking demand and supply problems in the neighborhood; analyze the City's current parking requirements; identify and adopt modifications to both the current requirements and the existing parking permit system; evaluate methods to increase parking supplies such as constructing scattered lots, allowing more on-street parking, and, if possible, retroactively requiring more off-street parking at converted single-family residences

2. Negotiate a binding agreement between the City and the University outlining the interests and responsibilities of the two parties with respect to issues of mutual concern such as campus expansion (especially east of Lincoln Avenue), the City's tax base, parking, traffic, public infrastructure, the Boneyard Creek, street beautification and other issues

3. Adopt and implement a five year plan for beautification of major arterials throughout the neighborhood and the community including street trees and street lighting (especially on Green Street); make street landscaping improvements a regular component of the Capital Improvements Plan (CIP)
4. Evaluate the feasibility of, and prepare a plan for, a pedestrian walkway to link Downtown Urbana and Carle Hospital along the existing CONRAIL railroad right-of-way
5. Evaluate the feasibility of, and prepare a design for, a pedestrian access bridge over the Boneyard Creek to connect Downtown Urbana to possible outlying parking lots in the Wood/Locust/Griggs area
6. Revise the Boneyard Creek Master Plan to reflect the objectives of the DTC Plan; evaluate changes created by the proposed agreement with the Sanitary District concerning the City assuming jurisdiction over the Creek; evaluate the impact of proposed State floodplain restrictions; revise the Boneyard Creek District zoning provisions to conform with the objectives of the DTC Plan
7. Revise the zoning provisions of the Business Development and Redevelopment District to make them more effective and compatible with the objectives of the DTC Plan
8. Identify appropriate methods to preserve trees on private property; incorporate tree preservation as a desirable goal into Zoning Ordinance and variance procedures
9. Evaluate the feasibility of a systematic inspection and licensing program for multiple family residences to insure better compliance with the City's housing and building codes
10. Re-evaluate the City's current policy concerning street/alley vacations; develop a new policy and procedure for vacating unused or undeveloped alleys without requiring payment for the land
11. Streamline and improve the City's zoning enforcement efforts
12. Construct infrastructure improvements and take other actions which will improve access into and around Downtown Urbana for motorists, bicyclists and pedestrians
13. Conduct a study of the neighborhood east of Vine Street to analyze and address issues related to the easterly growth of Downtown Urbana as a result of the construction of the new Federal District Courthouse and related parking facilities

14. Evaluate and revise as necessary the Zoning Ordinance language concerning nonconformities to make it better conform to standard insurance industry practices

INTERMEDIATE ACTIONS

The following recommended actions should be completed within twelve months of adopting the Plan. They are not listed by priority.

1. Draft and adopt a historic preservation zoning ordinance amendment; this may involve the creation of a Historic Preservation Commission to help administer the design guidelines and other regulations imposed by the ordinance
2. Draft and adopt a new Mixed Residential/Office zoning district for the areas along Green Street, Elm Street and Race Street
3. Draft and adopt a new Mixed University Development zoning district for the area west of Lincoln Avenue or modify the existing R-6B district for the same area
4. Draft and adopt a new Arterial Residential/Commercial zoning district for the area along Springfield Avenue (this district may also be useful along East Main Street in the future)
5. Evaluate the feasibility of removing on-street parking from Green Street and other actions to improve the safety and appearance of the street to strengthen its role as a connection between Downtown Urbana and the University
6. Draft and adopt numerous modifications to the zoning ordinance including, among others, the following revisions to: restrict the maximum height in the R-6, R-6B and R-7 districts; allow parking in setbacks in all B Business zoning districts while requiring better screening; require better landscaped transitions between land uses; provide an FAR bonus as an incentive for parking which exceeds requirements or is located within or below the principal structure; allow off-site parking within 500' of a principal use; allow "bed and breakfasts" in some residential districts; require screening of "stilt" building parking
7. Complete the rezoning of properties to conform with the Plan while minimizing the number of nonconforming uses created
8. Amend the boundaries of the current Rental Rehabilitation Loan Program to add the area between Lincoln and Busey Avenues north of Pennsylvania Avenue
9. Conduct a follow-up to the R-2 zoning enforcement program
10. Explore the feasibility of constructing a parking lot on Coler Avenue near Glen Poor's

11. Pursue opportunities for private commercial development in the University's Central Campus area west of Lincoln Avenue

12. Follow-up the 1983 Dormitory Study with rezoning of selected fraternities and sororities to the modified R-7 University Residential zoning district

SHORT-TERM ACTIONS

The following recommended actions should be completed concurrent with the Plan or as soon as possible after it is adopted.

1. Complete the rezoning of selected properties to conform with the Proposed Land Use Map

2. Establish a new smaller Interim Development Ordinance to allow time to draft and adopt the new zoning districts and the proposed historic preservation ordinance

3. If necessary, extend the deadline of the existing IDO to a date beyond July 1, 1990 to allow additional time to complete the rezonings or other actions recommended in the Plan

ON-GOING ACTIONS

The following actions are mentioned because of their relevance to on-going concerns and issues in the neighborhood.

1. Parking enforcement in front yards

2. Zoning enforcement of over-occupancy and other complaints

3. Systematic inspection of multi-family residences and housing code enforcement

4. Administration of the Rental Rehabilitation Loan Program

5. Implementation of CIP projects and systematic repair of brick streets and sidewalks

6. Upgrade street lights in the neighborhood while remaining sensitive to the historic character and appearance of the lights

SUMMARY

This Plan has attempted to identify and recommend solutions to the problems found in the Downtown to Campus area while protecting the diversity and appearance which contribute to the unique character

of this neighborhood. Because the area has experienced many of its problems for many years, the actions recommended in this plan may not be effective for some time to come. In addition, it is clear that planning needs change over time in response to changing conditions. For example, this Plan has attempted to recognize and protect the interests of the families and residents who have remained in, or moved into, the area in spite of its high density zoning history. In light of these changing conditions, the Downtown to Campus area should be re-examined in the year 2000 to determine what, if any, changes need to be made in the DTC Plan to reflect the needs of the community at that time.

APPENDIX A

RESOLUTION NO. 8889-R8

A RESOLUTION REGARDING

THE DOWNTOWN-TO-CAMPUS STUDY

WHEREAS, the value and use of land and physical appearance of improvements within the City of Urbana have long been subjects of continuing interest to the citizens of Urbana; and

WHEREAS, that interest has been expressed by resolution, ordinance and policy of the City of Urbana including the passage and enforcement of the Zoning Ordinance and Subdivision Regulations and the adoption of a Comprehensive Plan; and

WHEREAS, changes in the value and use of land and physical appearance of improvements within the City of Urbana have indicated a need for a new planning study of a portion of the City known as the Downtown-to-Campus Study Area; and

WHEREAS, the Urbana City Council on March 16, 1987 passed Resolution No. 8687-R23 A RESOLUTION REGARDING PLANNING PROJECT PRIORITIES, in which the City Council resolved:

1. That the Downtown to Campus Study is the City's highest priority planning project.

2. Further, that the Plan Commission is directed to proceed with preparing appropriate studies and recommendations to City Council for the Downtown to Campus Study.

3. Further, that as part of the Downtown to Campus Study, the Plan Commission consider and report on the geographic locations for the potential designation of any historic preservation district(s) or site(s) and that prior to commencement of the study, a problem statement, study objectives and general study methodology first be reviewed and approved by the City Council; and

WHEREAS, the Urbana Plan Commission on May 7, 1987 recommended approval of Plan Case #1251-ST-87 which outlined the problem statement, study objectives, general study methodology, boundaries and timetable for the Downtown to Campus Study; and

WHEREAS, the Urbana City Council reviewed Plan Case #1251-ST-87 on May 18, 1987 and again on June 1, 1987; and

WHEREAS, the Urbana City Council acting as the Committee on Environment and Public Safety on June 22, 1987 reviewed Plan Case #1251-ST-87 and recommended a change in the boundaries; and

WHEREAS, the Urbana City Council and Urbana Plan Commission met in joint session on September 12, 1988 and again on September 19, 1988 for the purpose of discussing and determining the objectives and boundaries of the Downtown to Campus Study.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, as follows:

Section 1. That the Urbana Plan Commission is hereby directed to study the Downtown to Campus Area for the purpose of identifying existing and potential problems with land use, zoning, housing, historic preservation, traffic, parking, drainage and public infrastructure.

Section 2. Further, that the Urbana Plan Commission is directed to report its findings to the City Council and make recommendations for policies and actions to address the problems identified in the Study Area.

Section 3. Further, that the Urbana Plan Commission is directed to focus the Downtown to Campus Study on the following objectives:

1. Evaluate and resolve inconsistencies among existing land uses, zoning designations and Comprehensive Plan recommendations.
2. Evaluate the anticipated impact of the University of Illinois' North Campus Master Plan:
 - a. Identify and resolve potential land use and policy conflicts between the University's plan and the City's existing Comprehensive Plan and proposed Downtown to Campus Plan
 - b. Identify opportunities for cooperative efforts in capital improvements and economic development
 - c. Identify and address the economic, land use, housing, traffic and other impacts of the proposed campus expansion
3. Evaluate and plan for expected new development in the University Avenue corridor from Mercy Hospital to Downtown Urbana
4. Evaluate and plan for expansion of Downtown Urbana
5. Evaluate and plan for future land uses in the Green Street corridor from Lincoln Avenue to Downtown Urbana
6. Identify methods for protecting and preserving the character, scale and appearance of the low density residential sections of the Study Area
7. Evaluate the existing condition and capacity of streets, sanitary sewers, storm sewers and other infrastructure to identify the short and long term improvement costs needed to accommodate expected planned growth.

Section 4. Further, that the boundaries of the Downtown to Campus Study Area shall be as shown on the attached map provided further, however, that the area bounded by High Street, Washington Street, Busey Avenue and Birch/Cedar Streets shall be included as part of the Study only to the extent deemed necessary to achieve the objectives of the Study, while recognizing that no zoning map changes or Comprehensive Plan changes in this area shall be recommended as a result of the Study.

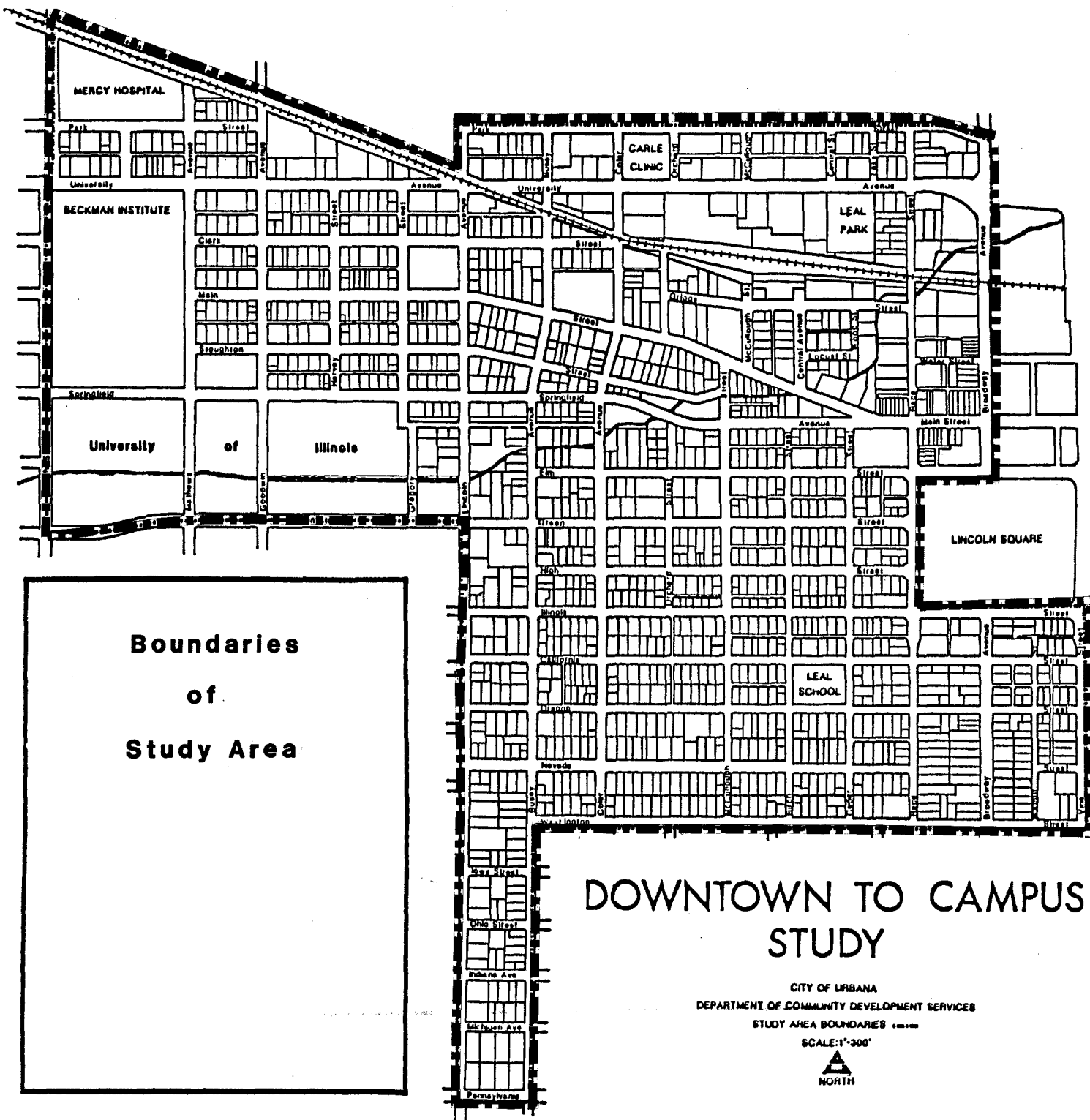
PASSED by the City Council this 17th day of October 1988.

Ruth S. Brookens

Ruth S. Brookens, City Clerk

APPROVED by the Mayor this 19th day of October 1988.

Jeffrey T. Markland
Jeffrey T. Markland, Mayor



APPENDIX B

SELECTED RECOMMENDATIONS FROM 1982 COMPREHENSIVE PLAN

GOALS

- 1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.
- 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.
- 3.100 To organize and develop land uses and adjacent properties in a balance and mutually compatible manner relative to the functional needs of the City.
- 4.100 To increase sources of municipal revenues required to continue providing existing and future increased levels of municipal services.
- 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 in a manner which conserves land, energy and other resources.
- 6.100 To increase and diversity the tax base of the City of Urbana.
- 6.300 To achieve a proactive stance towards economic development that will be viewed in a positive manner by potential investors.
- 6.500 To support the redevelopment of downtown Urbana with particular emphasis on the Tax Increment District (TID), and Business Development and Redevelopment District.
- 6.600 To arrest the spread of blighting factors throughout the City that detract from property values and discourage economic development.
- 7.100 To provide for the safe, efficient and cost effective movement of people and goods within, through and around the City.

OBJECTIVES

- 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.

- 1.230 Encourage infill development of vacant and underutilized land within the City limits, with emphasis on downtown where appropriate.
- 1.410 Promote the redevelopment and conservation of urbanized areas.
- 4.210 Promote commercial and industrial developments which are compatible with the character, environment and resources of the community.
- 5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other developments.
- 5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development, and redevelopment.
- 6.110 Encourage the promotion of commercial and industrial development which is compatible with the character, environment, and resources of the community.
- 6.520 Encourage private investment in the conservation of existing buildings, as well as new residential and commercial development.
- 7.110 Reduce conflicts among transportation modes.
- 7.120 Increase safety for all modes of transportation.
- 10.110 Support the expansion of recreation opportunities for all citizens in the service area.

POLICIES

- 3.111 Review all land use changes that are controlled by the Zoning Ordinance, Subdivision Ordinance, or annexation procedures to ensure compatibility.
- 3.515 Enforce regulations prohibiting the unauthorized disposal of refuse, junk and debris.
- 4.112 Enhance the downtown area as the City's major commercial and business center.
- 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.
- 5.113 Provide incentives to promote the preservation of historically significant sites.

- 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.
- 5.132 Continue the use of codes and ordinances for housing construction and rehabilitation based on performance standards.
- 5.141 Review codes and ordinances on a regular basis and make revisions as necessary.
- 5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.
- 6.519 Redefine the goals and objectives of the Urbana Business District Development and Redevelopment Commission.
- 6.520 Work to establish a better functional and design relationship between Lincoln Square and Main Street.
- 7.113 Minimize vehicle traffic in residential areas where pedestrian movement is concentrated.
- 7.132 Improve the existing transportation system to promote safety, and reduce congestion, costs, and environmental intrusions.
- 7.133 Promote transportation improvements that meet the needs of the elderly and handicapped.
- 9.111 Improve storm sewer facilities in developed areas as part of the conservation and redevelopment of these areas.
- 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.
- 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.
- 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.