



**DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES**  
*Planning and Economic Development Division*

**m e m o r a n d u m**

**TO:** Bruce K. Walden, Chief Administrative Officer

**FROM:** Elizabeth H. Tyler, AICP, Director

**DATE:** January 3, 2002

**SUBJECT:** Plan Case No. 1807-T-01: Request by the Zoning Administrator to amend the text of Urbana Zoning Ordinance to establish the CCD, Campus Commercial District Zoning District.

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**Introduction**

The Urbana Zoning Administrator is requesting a text amendment to the Zoning Ordinance to include a new zoning district called the CCD, Campus Commercial District. Also proposed are text amendments to include parking and development regulations related to the proposed CCD District. The proposed amendments would create a new zoning district intended to provide opportunities for development of a urban-style, mixed-use commercial center to serve the east-central University of Illinois campus and neighboring residential areas.

On December 20, 2001 the Urbana Plan Commission considered the request and voted 5-1 in favor of recommending approval of the case to the City Council with the condition that staff generate a definition of “university-or-college related use.” A proposed definition is included in this report. For additional background on this request, see the staff memorandum to the Plan Commission dated December 14, 2001.

**Background**

Although the requested text amendments are technically submitted by the Zoning Administrator, the need for the creation for the new CCD District is driven by the University of Illinois and their plans for growth and development in the east campus area. The University is in the process of soliciting proposals for the development of a mixed-use center on Gregory Place between Nevada Street and Oregon Street. The project, called the East Campus Commercial Center, will create a mix of ground level retail and service uses along with upper-story multi-family residential uses. The project will be constructed and operated by a private developer on land leased to them by the University of Illinois. The private developer will be responsible for attaining all zoning and code approvals with the city and the city will receive retail sales taxes generated from the development.

The project envisions two phases of development. Phase I would include a mixed-use building on the west side of Gregory Place with a footprint of approximately 30,000 square feet. Phase II would include a similar type of facility on the east side of Gregory Place. Gregory Place would eventually be vacated and converted into a pedestrian plaza between the two buildings. Considering the dense campus location, the project envisions an urban style development with an emphasis on pedestrian and transit activity rather than the majority of users coming by car.

To best accommodate the East Campus Commercial Center and to create the most appropriate zoning district for future urban-style, mixed use commercial center in the east campus area, the CCD zoning district is proposed to be established.

## **Proposed Amendments**

The following amendments to the Urbana Zoning Ordinance are proposed:

### **Article II ; Section 3. Definitions**

Add the following definition:

*University-or-College Related Use: A facility or use associated with the administration, operation, or educational activities of a college or university including, but not limited to, classrooms, laboratories, meeting rooms, libraries or offices.*

### **Article IV ; Section 1. Number and Designation of Districts**

Amend the text to read; “...the City of Urbana, Illinois, is hereby divided into twenty-three (23) zoning districts...”

Add “*CCD Campus Commercial District*” to the list of designated districts.

### **Article IV; Section 2. Purpose of Districts**

Add the following text related to the purpose and intent of the CCD, Campus Commercial District:

*The Campus Commercial District is intended to create a district to provide opportunities for development of a commercial center to serve the east-central University of Illinois campus and neighboring residential areas. The focus of this area of campus as the “gateway” to the University, the presence of public functions such as the Office of Admissions and Records, the Spurlock Museum, the Krannert Center for Performing Arts, the increased academic presence and adjacent strong residential neighborhoods all contribute to the area’s demand for commercial services. Because, however, this area of campus must be designed to be compatible with other development in the area, a Special Use Permit is required for the establishment of a non-university-or-college related use within the campus commercial district.*

**Article V; Use Regulations**

Add Section 14. Use and Parking Regulations in the CCD District.

A. The following uses are allowed by right or by Special Use Permit in the CCD:

1. Uses Permitted by Right:

*University-or-College related uses.*

2. Uses permitted as part of a commercial center subject to approval of a Special Use Permit:

**Public Facilities**

*Police Substation*

**Business Uses**

*Antique or Used Furniture Sales and Service  
Laundry*

*Apparel Shop*

*Art and Craft Stores and Studios*

*Art Gallery*

*Art Supply*

*Bakery (less than 2,500 sq. ft.)*

*Bank or Savings and Loan Association*

*Barber Shop*

*Beauty Shop*

*Bicycle Sales and Service*

*Billiard Room*

*Bookstore*

*Coffee Shop*

*Computer Supply*

*Confectionery*

*Convenience Grocery and/or Dairy Store*

*Copy & Printing Service*

*Dancing School*

*Delicatessen*

*Drug Store*

*Dry Cleaning Pick-up and/or*

*Electronic Sales and Service*

*Florist*

*Health Club/Fitness*

*Jewelry Store*

*Meat and Fish Market*

*Music Store*

*Non-Profit or Governmental, Educational,  
and Research Agencies*

*Package / Mailing Service*

*Photographic Studio and Equipment Sales  
and Service*

*Private Indoor Recreational Development*

*Professional and Business Office*

*Restaurant or Café*

*Shoe Repair Shop*

*Shoe Store*

*Sporting Goods*

*Stationery/Gift Shop/Art Supplies*

*Tailor and Pressing Shop*

*Technical Training and Test Preparation*

*Variety-Dry Goods Store*

*Video Store*

**Residential**

*Multifamily Residential*

*B. The following parking requirements shall be applied:*

***East Campus Commercial Center Off-Street Parking Requirements***

**Article VI; Section 1. Development Regulations By District**

Add the following development standards:

<i>District</i>	<i>Minimum Lot Size (In Square Feet)</i>	<i>Minimum or Average Lot Width</i>	<i>Maximum Height</i>	<i>Maximum FAR</i>	<i>Minimum OSR</i>	<i>Required Yards (In Feet)</i>		
						<i>Front</i>	<i>Side</i>	<i>Rear</i>
<i>CCD</i>	<i>6,000</i>	<i>60</i>	<i>None</i>	<i>4.00</i>	<i>0.10</i>	<i>6</i>	<i>5</i>	<i>5</i>

**Discussion**

The east campus area is considered the “gateway” to the University. Visitors are directed to access the University via Lincoln Avenue from the north. To access facilities such as Krannert, the Spurlock Museum and the Chemical Life Sciences Building, visitors must pass through the east campus area. East campus is also an area which experiences a high density of people who both live and pass through this area of campus. The area has lost a significant number of retail establishments over the years as the University has expanded. For many years the City has promoted retail uses to be re-established on campus and specifically in areas like east campus where existing businesses have been lost. The University is now reviewing proposals to establish new commercial and residential uses in the area which will help provide services to the population and replace sales tax revenue lost to the local governments. The Campus Commercial District will help facilitate these types of developments by tailoring a zoning classification which best meets the spirit and intent of an urban-style, mixed-use development.

The proposed CCD District can best be characterized as a blend of the existing B-3U, General Business – University Zoning District and the existing B-4E, Central Business – Expansion Zoning District. The purpose of the CCD best matches the purpose of the B-3U and best matches the parking and development requirements of the B-4E. While the proposal adds another district to an already complex system of zoning classifications, the CCD is designed to accommodate mixed-use developments in the east campus area by blending the best characteristics of similar zoning districts. The requirements for parking will more closely match what is realistically needed for multi-family residential uses while requiring what is reasonable for a commercial development in a dense, pedestrian and transit-oriented area. The proposed development standards are also consistent with an urban-style development with setbacks close to the street and a floor area ratio allowing up to four stories. Further, the provision for all multi-family residential and commercial uses being approved only with a special use permit gives the city an opportunity to review proposals as they are submitted in conjunction with a zoning change.

## Summary of Staff Findings

1. The text amendments are proposed to create a district with regulations that will provide opportunities for development of commercial centers in the east campus area.
2. The proposed Central Campus District zoning district is distinct from other established zoning districts in that it is intended for development in the east campus area containing an urban-style of development with a mix of uses.
3. The proposed text amendments for the parking and development regulations related to the Central Campus District are consistent with what is appropriate for an urban-style, mixed-use commercial center in a dense area of the community.
4. The CCD, Campus Commercial District requires a special use permit for proposed development that is not a university-or-college related use. The special use permit provision allows the Urban Plan Commission and City Council a more complete review of proposals in the CCD District.
5. The proposed text amendments are consistent with the goals and policies of the Urbana Comprehensive Plan.
6. The proposed text amendments are consistent with the requirements of the Urbana Zoning Ordinance.

## Options

The Urbana City Council has the following options with this case:

- a. approve of the proposed text amendments to the Zoning Ordinance as presented in this staff memo; or
- b. approve the proposed text amendments to the Zoning Ordinance with specific changes to the staff recommendations; or
- c. deny the proposed text amendments to the Zoning Ordinance.

## Staff Recommendation

Staff recommends that the Urbana City Council **APPROVE** the proposed text amendments as outlined in this staff memo.

Attachments: Proposed Ordinance  
Petition for Zoning Text Amendment  
Zoning Map of East Campus Area  
December 20, 2001 Plan Commission Minutes

Cc: April Getchius, University of Illinois

ORDINANCE NO. 2002-01-001

**AN ORDINANCE AMENDING THE ZONING ORDINANCE OF THE CITY OF URBANA,  
ILLINOIS**

(Creation of the CCD, Campus Commercial District Zoning District -  
Plan Case No. 1807-T-01)

WHEREAS, the City Council of the City of Urbana, Illinois, adopted Ordinance No. 9293-124 on June 21, 1993 consisting of a comprehensive amendment to the 1979 Zoning Ordinance of the City of Urbana, also known as the Urbana Zoning Ordinance; and

WHEREAS, the Urbana Zoning Administrator has submitted a petition to amend the Urbana Zoning Ordinance to add a new zoning district called the CCD, Campus Commercial District, and to specify applicable requirements for the CCD zoning district; and

WHEREAS, said petition was presented to the Urbana Plan Commission as Plan Case No. 1807-T-01; and

WHEREAS, after due publication in accordance with Section XI-7 of the Urbana Zoning Ordinance and with Chapter 24, Section 11-13-14 of the Illinois Revised Statutes, the Urbana Plan Commission held a public hearing to consider the proposed amendment on December 20, 2001; and

WHEREAS, the Urbana Plan Commission voted 5 ayes and 1 nay to forward the proposed amendments set forth in Plan Case No. 1807-T-01 to the Urbana City Council with a recommendation for approval; and

WHEREAS, after due and proper consideration, the Urbana City Council has deemed it to be in the best interests of the City of Urbana to amend the text of the Urbana Zoning Ordinance as described herein.

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

Section 1. Section II-3, Definitions, of the Zoning Ordinance is hereby amended to add the following definitions:

*University-or-College Related Use: Any facility associated with the administration, operation, or educational activities of a college or university including, but not limited to, classrooms, laboratories, meeting rooms, libraries or offices.*

Section 2. Section IV-1. Number and Designation of Districts, of the Zoning Ordinance is hereby amended to add *CCD Campus Commercial District* to the list of designated districts and to add the following text:

*"...the City of Urbana, Illinois, is hereby divided into twenty-three (23) zoning districts..."*



Section 3. Section IV-2, Purpose of Districts, of the Zoning Ordinance is hereby amended to add the following text related to the purpose and intent of the CCD, Campus Commercial District:

*The Campus Commercial District is intended to create a district to provide opportunities for development of a commercial center to serve the east-central University of Illinois campus and neighboring residential areas. The focus of this area of campus as the "gateway" to the University, the presence of public functions such as the Office of Admissions and Records, the Spurlock Museum, the Krannert Center for Performing Arts, the increased academic presence and adjacent strong residential neighborhoods all contribute to the area's demand for commercial services. Because, however, this area of campus must be designed to be compatible with other development in the area, a Special Use Permit is required for the establishment of a campus commercial district.*

Section 4. Article V, Use Regulations, of the Zoning Ordinance is hereby amended to add item #14 entitled *Use and Parking Regulations in the CCD District* and to add the following provisions:

A. *The following uses are allowed by right or by Special Use Permit in the CCD:*

*1. Uses Permitted by Right:*

*University-or-College related uses.*

*2. Uses permitted as part of a commercial center subject to approval of a Special Use Permit:*

**Public Facilities**

*Police Substation*

**Business Uses**

*Antique or Used Furniture Sales and Service*

*Apparel Shop*

*Art and Craft Stores and Studios*

*Art Gallery*

*Art Supply*

*Bakery (less than 2,500 sq. ft.)*

*Bank or Savings and Loan Association*

Barber Shop  
 Beauty Shop  
 Bicycle Sales and Service  
 Billiard Room  
 Bookstore  
 Coffee Shop  
 Computer Supply  
 Confectionery  
 Convenience Grocery and/or Dairy Store  
 Copy & Printing Service  
 Dancing School  
 Delicatessen  
 Drug Store  
 Dry Cleaning Pick-up and/or Laundry  
 Electronic Sales and Service  
 Florist  
 Health Club/Fitness  
 Jewelry Store  
 Meat and Fish Market  
 Music Store  
 Non-Profit or Governmental, Educational, and Research Agencies  
 Package / Mailing Service  
 Photographic Studio and Equipment Sales and Service  
 Private Indoor Recreational Development  
 Professional and Business Office  
 Restaurant or Café  
 Shoe Repair Shop  
 Shoe Store  
 Sporting Goods  
 Stationery/Gift Shop/Art Supplies  
 Tailor and Pressing Shop  
 Technical Training and Test Preparation  
 Variety-Dry Goods Store  
 Video Store

**Residential**

Multifamily Residential

B. The following parking requirements shall be applied:

<u>Use</u>	<u># of Spaces Required</u>
1. <b>Public and Quasi Public</b>	
-- Art Gallery	1 for every 1000 sq. ft.

- *Police Station* *1 per 2 employees on maximum shift*
- *Technical Training and Test Preparation* *1 for every 600 sq. ft. of floor area*
- *Non-Profit or Governmental, Educational, and Research Agencies* *1 for every 600 sq. ft. of floor area*

**2. Office and Related Uses**

- *Professional & Business Office* *1 for every 600 sq. ft. of floor area*
- *Bank, Savings and Loan Association, and other Financial Institutions* *1 for every 500 sq. ft. of floor area*

**3. Service Business Uses**

- *Dry Cleaning or Laundry Establishment* *1 for every 600 sq. ft. of floor area*
- *Barber & Beauty Shop, Shoe & Hat Repair* *1 for every 400 sq. ft. of floor area*
- *Tailor and Pressing Shop* *1 for every 600 sq. ft. of floor area*
- *Copy & Printing Service* *1 for every 600 sq. ft. of floor area*
- *Packaging / Mailing Service* *1 for every 600 sq. ft. of floor area*

**4. Retail Business Uses**

- *Restaurant or café or Coffee Shop (including outdoor area used for business)* *1 for every 400sq. ft. of floor area*
- Bakery, Meat and Fish Market, Convenience Store* *1 for every 500 sq. ft. of floor area*
- Bicycle Sales and Service* *1 for every 600 sq. ft. of floor area*
- *Variety & Misc. Retail: Sporting Goods* *1 for every 500 sq. ft. of floor area*
- Art Supply, Book Store, Office Supply, Computer Supply or Electronic Sales And Service, Art and Craft Stores and Studios, Florist, Music Store, Stationery or Gift Shop, Video Store*
- *Apparel & Accessory Stores* *1 for every 500 sq. ft. of floor area*
- Shoe Store or Shoe Repair, Jewelry Store*
- *Drug Stores* *1 for every 500 sq. ft. of floor area*
- *Photographic Studio and Equipment Sales and Service* *1 for every 500 sq. ft. of floor area*
- *Antique or Used Furniture Sales and Service* *1 for every 800 sq. ft. of floor area*

**5. Commercial Recreation**

-- Private Indoor Recreation Facilities: *1 for every 800 sq. ft. of floor area*  
*Health or Fitness Club, Dancing School, Billiard Room*

**6. Residential**

-- Multiple Family Residential *.75 per bedroom (but no dwelling unit shall have less than 1 parking space)*

Section 5. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities. This Ordinance shall be in full force and effect from and after its passage and publication in accordance with the terms of Chapter 65, Section 1-2-4 of the Illinois Compiled Statutes (65 ILCS 5/1-2-4).

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_,  
\_\_\_\_\_.

AYES:

NAYS:

ABSTAINS:

\_\_\_\_\_  
Phyllis D. Clark, City Clerk

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_,  
\_\_\_\_\_.

\_\_\_\_\_  
Tod Satterthwaite, Mayor

**CERTIFICATE OF PUBLICATION IN PAMPHLET FORM**

I, Phyllis D. Clark, certify that I am the duly elected and acting Municipal Clerk of the City of Urbana, Champaign County, Illinois.

I certify that on the \_\_\_\_\_ day of \_\_\_\_\_, 2002, the corporate authorities of the City of Urbana passed and approved Ordinance No. \_\_\_\_\_, entitled "AN ORDINANCE AMENDING THE ZONING ORDINANCE OF THE CITY OF URBANA, ILLINOIS (Creation of the CCD, Campus Commercial Zoning District - Plan Case 1807-T-01)" which provided by its terms that it should be published in pamphlet form. The pamphlet form of Ordinance No. \_\_\_\_\_ was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the \_\_\_\_\_ day of \_\_\_\_\_, 2002, and continuing for at least ten (10) days thereafter. Copies of such Ordinance were also available for public inspection upon request at the Office of the City Clerk.

DATED at Urbana, Illinois, this \_\_\_\_\_ day of \_\_\_\_\_, 2002.

(SEAL)

\_\_\_\_\_  
Phyllis D. Clark, City Clerk



**CITY OF URBANA, ILLINOIS**

**URBANA PLAN COMMISSION**

*PETITION FOR ZONING TEXT AMENDMENT*

TO: Mr. Michael Pollock, Chairman  
**Urbana Plan Commission**  
400 South Vine Street  
Urbana, IL 61801

**DO NOT WRITE IN THIS SPACE**

**FOR OFFICE USE ONLY**

Date Petition filed \_\_\_\_\_ Plan Case No. \_\_\_\_\_

Date set for Public Hearing \_\_\_\_\_ Date(s) of Hearing \_\_\_\_\_

Date Legal Notice Published \_\_\_\_\_ Newspaper \_\_\_\_\_

Fee Paid: Receipt No. \_\_\_\_\_ Amount \_\_\_\_\_ Date \_\_\_\_\_

Comments: (Indicate other actions such as continuances) \_\_\_\_\_

Recommendation by Plan Commission \_\_\_\_\_ Date \_\_\_\_\_

Action by City Council \_\_\_\_\_ Date \_\_\_\_\_

1. Name of Petitioner(s) \_\_\_\_\_

2. Address \_\_\_\_\_

3. Telephone \_\_\_\_\_

4. Name and Address of Owner(s) (if different from Petitioner) \_\_\_\_\_

5. Telephone \_\_\_\_\_

6. Portion(s) of Zoning Ordinance affected by petition:

Change #1: Article: IV Section IV-1 Paragraph     Page 34

Change #2: Article IV Section IV-2 Paragraph     Page 36

7. Existing Text of the Zoning Ordinance Article IV, Section IV-1. Number and Designations of Districts. "...the City of Urbana, Illinois is hereby divided into 21 zoning districts:"

8. Proposed Text of the Zoning Ordinance

a. Article IV, Section IV-1: "...the City of Urbana is hereby divided into 23 zoning districts:"  
and add "CCD Campus Commercial District"

b. Add Section IV-2

Purpose of Districts: The Campus Commercial District is intended to create a district to provide opportunities for development of a commercial center to serve the east-central University of Illinois campus and neighboring residential areas. The focus of this area of campus as the "gateway" to the University, the presence of public functions such as the Office of Admissions and Records, the Spurlock Museum, the Krannert Center for Performing Arts, the increased academic presence and adjacent strong residential neighborhoods all contribute to the area's demand for commercial services. Because, however, this area of campus must be designed to be compatible with other development in the area, a Special Use Permit is required for the establishment of a campus commercial district.

c. Add Section V-14.

Campus Commercial District (CCD). The following are uses allowed by right or by Special Use Permit in the CCD:

C. The following uses are permitted by right:

University-or College-related uses

D. The following uses are permitted as part of a commercial center subject to the approval of Special Use Permit:

**Public and Quasi Public Facilities**

Police Substation

**Business Uses**

Antique or Used Furniture Sales and Service

Apparel Shop

Art and Craft Stores and Studios

Art Gallery

Art Supply

Bakery (less than 2,500 sq. ft.)

Bank or Savings and Loan Association

Barber Shop

Beauty Shop

Bicycle Sales and Service

Billiard Room

Bookstore  
Coffee Shop  
Computer Supply  
Confectionery  
Convenience Grocery and/or Dairy Store  
Copy & Printing Service  
Dancing School  
Delicatessen  
Drug Store  
Dry Cleaning Pick-up and/or Laundry  
Electronic Sales and Service  
Florist  
Health Club/Fitness  
Jewelry Store  
Meat and Fish Market  
Music Store  
Non-Profit or Governmental, Educational, and Research Agencies  
Package / Mailing Service  
Photographic Studio and Equipment Sales and Service  
Private Indoor Recreational Development  
Professional and Business Office  
Restaurant or Café  
Shoe Repair Shop  
Shoe Store  
Sporting Goods  
Stationery/Gift Shop/Art Supplies  
Tailor and Pressing Shop  
Technical Training and Test Preparation  
Variety-Dry Goods Store  
Video Store

## **Residential**

### Multifamily Residential

- E. Residential uses in this district shall provide .75 parking spaces per bedroom (except that no apartment shall have less than one parking space). Because of the highly pedestrian nature of the commercial center's service area, all commercial uses will provide the following parking:



## East Campus Commercial Center Off-Street Parking Requirements

<u>Use</u>	<u># of Spaces Required</u>
<b>1. Public and Quasi Public</b>	
-- Art Gallery,	1 for every 1000 sq. ft.
-- Police Station 1 per 2 employees on maximum shift	
-- Technical Training and Test Preparation	1 for every 600 sq. ft. of floor area
-- Non-Profit or Governmental, Educational, and Research Agencies	1 for every 600 sq. ft. of floor area
<b>2. Office and Related Uses</b>	
-- Professional & Business Office	1 for every 600 sq. ft. of floor area
-- Bank, Savings and Loan Association, and other Financial Institutions	1 for every 500 sq. ft. of floor area
<b>3. Service Business Uses</b>	
-- Dry Cleaning or Laundry Establishment	1 for every 600 sq. ft. of floor area
-- Barber & Beauty Shop, Shoe & Hat Repair	1 for every 400 sq. ft. of floor area
-- Tailor and Pressing Shop	1 for every 600 sq. ft. of floor area
-- Copy & Printing Service	1 for every 600 sq. ft. of floor area
-- Packaging / Mailing Service	1 for every 600 sq. ft. of floor area
<b>4. Retail Business Uses</b>	
-- Restaurant or café or Coffee Shop (including outdoor area used for business)	1 for every 400sq. ft. of floor area
Bakery, Meat and Fish Market, Convenience Store	1 for every 500 sq. ft. of floor area
Bicycle Sales and Service	1 for every 600 sq. ft. of floor area
-- Variety & Misc. Retail: Sporting Goods Art Supply, Book Store, Office Supply, Computer Supply or Electronic Sales And Service, Art and Craft Stores and Studios, Florist, Music Store, Stationery or Gift Shop, Video Store	1 for every 500 sq. ft. of floor area
-- Apparel & Accessory Stores Shoe Store or Shoe Repair, Jewelry Store	1 for every 500 sq. ft. of floor area
-- Drug Stores	1 for every 500 sq. ft. of floor area
-- Photographic Studio and Equipment Sales and Service	1 for every 500 sq. ft. of floor area
-- Antique or Used Furniture Sales and Service	1 for every 800 sq. ft. of floor area

**5. Commercial Recreation**

- Private Indoor Recreation Facilities: 1 for every 800 sq. ft. of floor area  
Health or Fitness Club, Dancing School,  
Billiard Room

**6. Residential**

- Multiple Family Residential .75 per bedroom (but no dwelling unit shall have less than 1 parking space)

District	Minimum Lot Size (In Square Feet)	Minimum or Average Lot Width	Maximum Height	Maximum FAR	Minimum OSR	Required Yards (In Feet)		
						Front	Side	Rear
CCD	6,000	60	None	4.00	.10	6	5	5

F. Amend Table VI-1 entitled “Development Regulations By District” to add the following:

9. What error in the existing Ordinance would be corrected by the proposed Amendment? The current Ordinance does not provide for the controlled development of commercial services on the east campus, where growing populations have few services available nearby.
  
10. What changed or changing conditions warrant the approval of this Amendment? The University of Illinois has designated the Lincoln Avenue as the “Gateway” to the University. In recent years, there has been extensive new development of the Hallene Gateway, the new Office of Admissions and Records, the Spurlock Museum and the Chemical Life Sciences Building. Some of this expansion came at the cost of relocation of existing business and services. The growing population of visitors, students (there are numerous fraternities, sororities, dormitories and other certified student housing in the area), staff, faculty and the nearby neighborhood residents have limited opportunities in this area for services, food, etc. The development of a Campus Commercial District will provide services to this population and replace real estate and sales tax revenue lost to the local governments.
  
11. What other circumstances justify the Amendment? The proposed amendment will allow development under regulations which are a blend of the B-3U and the B-4E districts, but will require 100% of required parking for residential and

approximately 50% of the required parking for commercial. These regulations allow for development at a density that is appropriate for this area and compatible with other commercial development at the corner of Goodwin Avenue and Oregon Street that is zoned B-4.

12. Time schedule for development (if applicable)

The University is targeting issuance of a request for proposals (RFP) for fall 2001. University staff has worked with the City of Urbana staff on the RFP's development. After selection of the developer, the University will then obtain Board of Trustees approval on a design concept, and ultimately break ground in the fall or summer of 2002.

13. Additional exhibits submitted by the petitioner

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

WHEREFORE, the petitioner prays that this petition be heard by the Urbana Plan Commission and the petition for amendment to the text of the Urbana Zoning Ordinance be granted.

Respectfully submitted this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_

\_\_\_\_\_  
Signature of Applicant

STATE OF ILLINOIS }  
                                  }SS  
CHAMPAIGN COUNTY }

I, \_\_\_\_\_, being first duly sworn on oath, deposes and says, that he/she is the same person named in and who subscribed the above and foregoing petition, that he/she has read the same and knows the contents thereof, and that the matters and things set forth are true in substance and in fact as therein set forth.

Subscribed and sworn to me this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_

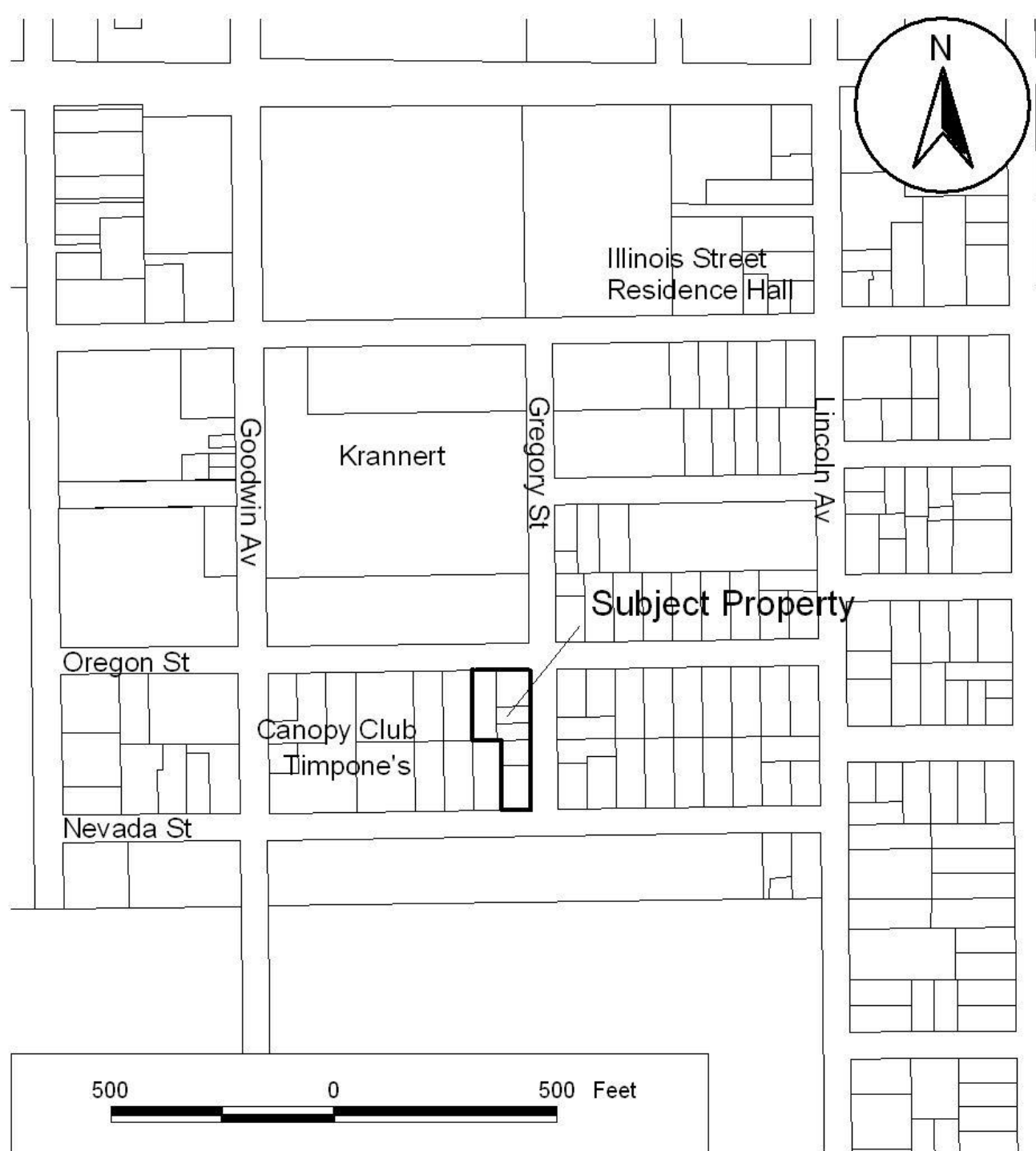
\_\_\_\_\_  
Notary Public

SEAL

Petitioner's Attorney \_\_\_\_\_

Address \_\_\_\_\_ Telephone \_\_\_\_\_

# Exhibit "A": Location Map



1808-M-01  
Campus Commercial District  
703 S. Gregory Place, 705 S. Gregory Place, 1101 W. Oregon,  
1103 W. Oregon, and 1102 W. Nevada

Prepared December 14, 2001 by Community Development Services - lk

**MINUTES OF A REGULAR MEETING**

**URBANA PLAN COMMISSION**

**DRAFT**

**DATE:** December 20, 2001

**TIME:** 7:30 P.M.

**PLACE:** Urbana City Building  
400 South Vine Street  
Urbana, IL 61801

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**MEMBERS PRESENT:** Christopher Alix, Alan Douglas, Randy Kangas, Gerrit Knaap, Joseph Rank, Bernadine Stake

**MEMBERS EXCUSED:** Michael Pollock, Marilyn Upah-Bant

**STAFF PRESENT:** Libby Tyler, CD Director/City Planner; Rob Kowalski, Assistant City Planner/Planning Manager; Tim Ross, Planner; Teri Hayn, Clerk-Typist

**OTHERS PRESENT:** April Getchius, Dave Monk, Russ Rybicki, Kelly Strube, Bill Volk

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**1. CALL TO ORDER, ROLL CALL AND DECLARATION OF QUORUM**

moved to have Randy Kangas act as chairperson in the absence of Chair Pollock. Mr. Alix seconded the motion. The motion was passed by unanimous vote. The meeting was then called to order at 7:30 p.m., the roll call was taken, and a quorum was declared.

**2. CHANGES TO THE AGENDA**

There were none.

**3. APPROVAL OF MINUTES**

Ms. Stake moved to approve the minutes from the December 6, 2001 meeting. Ms. Rank seconded the motion. The minutes were approved by unanimous vote.

**4. COMMUNICATIONS**

- Letter from the League of Women Voters of Champaign County
- Letter from Helen C. Peterson
- Letter from David & Betty Lazarus
- Email from Jerry M. Landay

- Email from List Treul
- Letter from John & Beth Chato
- Letter from Amy Kummerow
- Letter from the League of Women Voters of Champaign County
- Letter from Susan C. Stone
- Email from Deborah C. Rugg
- Letter from Don & Jean Burkholder

**5. CONTINUED PUBLIC HEARINGS**

There were none.

Plan Case 1807-T-01, Request by Zoning Administrator to amend the text of the Urbana Zoning Ordinance to establish the CCD, Campus Commercial District Zoning District.

**6. OLD BUSINESS**

There was none.

**7. NEW PUBLIC HEARINGS**

Rob Kowalski, Assistant City Planner/Planning Manager, presented the staff report. He gave a brief introduction and background of the East Campus Commercial Center. He stated that the purpose and intent of the proposed CCD District was to create a district to provide opportunities for development of a commercial center to serve the east-central University of Illinois campus and neighboring residential areas. Furthermore, he discussed the issues of permitted uses, parking requirements, development regulations, and existing districts and their regulations, especially the B-3U and B-4E Zoning Districts. He summarized the staff findings. He reviewed the options of the Urbana Plan Commission and stated the staff recommendation, which was as follows:

*Staff recommended that the Urbana Plan Commission forward a recommendation of APPROVAL to the Urbana City Council of the presented text amendments as outlined in the staff report.*

Mr. Alix asked what was a university or college use? Mr. Kowalski answered that staff would interpret that a university or college use would be similar to a type of university business office or classroom related use. It would typically be left to an interpretation.

Mr. Alix questioned if the University of Illinois (U of I) was not bound by the City of Urbana’s Zoning Ordinance? The land that the University of Illinois owns could be developed as the U of I deems appropriate. Mr. Kowalski replied that was correct. Mr. Alix inquired if this proposal was being required for private development in cooperation with the U of I? Mr. Kowalski responded that the CCD Zoning District could be used for any proposed development in the east-central University campus area whether owned by the U of I or a private developer.

Mr. Alix stated that he was having trouble understanding the rationale behind having an area developed that basically would fit into the B-3U Zoning District classification but with more restrictive requirements. It seemed that there were two possibilities, which are as follows: 1) the U of I owns the land, in which

case, the zoning would be almost immaterial and 2) the U of I does not own the land, in which case, there does not seem to be any reason to impose restrictions beyond those that are listed in the B-3U zoning classification. Mr. Alix asked who would be protected by restricting what could be developed in the CCD beyond what could be developed in the B-3U zoning classification?

Ms. Tyler responded to the first comment regarding the U of I complying with the City of Urbana's Zoning Ordinance. She stated that stance was debatable. She believed that the U of I should be subject to local zoning regulation. Instead of testing it in any formal fashion, the U of I has agreed to build and design consistent with the City of Urbana's zoning regulations.

Mr. Alix commented that he assumed that the issue was not that there was a higher education use, but that the land was owned by the State of Illinois. Ms. Tyler replied that the argument for exemption from local zoning is that the U of I has a higher purpose being education. It would be the same argument that a church would use. They have another purpose that should not be subject to local government regulation. The City of Urbana is not giving up their authority whether for a public school, for the State of Illinois, for a university, or for a church.

Mr. Alix re-asked who was being protected by not making this a B-3U zoning district? Mr. Kowalski answered that instead of trying to protect a certain area or entity, CCD would allow a private developer some benefits of reduced parking for commercial uses. It would give the private developer another option how to develop the land.

Mr. Rank inquired if every lease signed (other than a university use) would require a special use permit? Mr. Kowalski responded that the special use permit would review the initial request of the building, the number of leaseable spaces in the building, and how the building was designed and laid out.

Ms. Stake questioned why "university or college related uses" were not defined? This was very vague. The U of I could claim that any use they deem appropriate could be a "university or college related use". Mr. Kowalski replied that the Zoning Administrator has the authority to interpret that meaning. However, it could be defined more clearly. Ms. Stake commented that the University of Illinois is complex, and the CCD Zoning could be interpreted many ways. Mr. Knaap added that a clearer definition could be useful to make a distinction among ownership more than use. Mr. Kowalski mentioned that the item, "institution of an educational nature", already existed in the Table of Uses. He stated that that term could be used in place of "university or college related uses". Mr. Knaap questioned if the U of I would be allowed to build a commercial use under the term "institution of an educational nature"? Mr. Kowalski answered that a commercial use could fall under "university or college" in the Table of Uses. Ms. Stake added that definition could be improved as well.

Mr. Rank asked if a developer on behalf of the U of I applies for a special use permit for a certain use that requires one parking space per every 600 square feet, then subsequently, another business with a different parking requirement wants to use that same space, would the second business have to apply for a special use permit? Mr. Kowalski answered that if the proposed change effects the original special use approval, then the proposed change would have to apply for a special use permit.

Mr. Knaap asked why the parking restrictions would be tighter for multi-family residential and looser for commercial? Mr. Kowalski answered that this area would be zoned for commercial and would be a highly pedestrian trafficked area. Therefore, the U of I would expect less auto traffic. A reduction in the parking requirements for commercial would be appropriate. Mr. Knaap inquired if there was any data to

support the assumption regarding pedestrian traffic being the commercial clientele? Would there be transit access? Mr. Kowalski responded that he did not know what the transit routes were. The evidence is there that the level of pedestrian activity is high for the proposed area.

Ms. Stake questioned that there have not been any in depth studies regarding pedestrians walking and not driving? Mr. Kowalski replied that there have been studies regarding the number of cars that students are bringing and the number of apartment buildings on campus. The .75 spaces per bedroom are accurate for what the demand is for multi-family residential areas on campus. Ms. Tyler mentioned that the University of Illinois had conducted a census/count regarding the number of students and workers in the proposed area. April Getchius from the office for Project Planning and Facility Management for the University of Illinois could address any questions about that census/count.

April Getchius commented that the University of Illinois is exempt from local regulations, because it is a State of Illinois authority. It is a sovereign issue. The U of I builds institutional buildings, not buildings that are typically commercial.

In regards to the term “university or college related uses”, it is a term that is pulled from the City of Urbana’s Zoning Ordinance. It had never been defined. It was included in the proposal since it is a university campus.

One element that is confusing is that the proposed Zoning Ordinance amendment would not regulate the University of Illinois; however, the CCD Zoning District would regulate the developer. The underlying land in the proposed area owned by the U of I would be leased to the developer. What the developer does on that land would be subject to the Urbana Building Codes and Zoning Ordinances. The U of I will have control from the University’s standpoint and will also have a developer’s agreement. However, the University of Illinois does not own all the land in the proposed area, and a private developer could come in without this scrutiny and develop something that may be less than positive for the West Urbana neighborhood and for the campus environment. This is the reason that the additional scrutiny was introduced.

Ms. Getchius went on to discuss the modifying of the special use. She stated that as long as the developer maintains the list of uses, then the developer would not need to have a modification of the special use permit approved. The Urbana Plan Commission and City Council would only need to review the initial proposal. The list of commercial uses was trimmed down significantly from the uses allowed in the General Business Zoning Districts to control the list of uses allowed in the proposed area.

In terms of transit routes, there are lines that run down Nevada and down Goodwin to Gregory and Donner servicing the library, residential halls and Agricultural campus. There are also transit lines that run down Lincoln Avenue and Mathews as part of the whole campus loop.

The increase of the residential parking is due to the need, which was discovered in the City of Urbana’s survey. Ms. Getchius stated that she had the population figures for this area, which shows the number of staff and faculty in various academic buildings. It shows the population of residents as well as the capacity of Krannert and Levis.

Ms. Getchius noted that the University of Illinois hoped to serve visitors as well as people who work and live in the area. She mentioned that the U of I restricts the building height to four stories.



Mr. Kangas asked if Ms. Getchius would comment on the definition of the term “university or college related uses”? Ms. Getchius stated that the intent in terms of the inclusion in this proposal was that this is University land. It has never been debated or defined before. It was lifted from current terminology that has been in the Urbana Zoning Ordinance for twenty-five years. Ms. Tyler added that it was a loose term.

Ms. Tyler went on to say that a good way to handle the changing of the initial special use permit would be to phrase the approval in a way such that tenant changes of a similar intensity could be permitted without a new special use permit approval.

Mr. Knaap presumed that the setback would be determined by the site plan. Ms. Getchius commented that, in terms of the project, there was much debate regarding the setback. Some argued that there should not be any setback because the proposed area is a very small parcel. In addition, it would ultimately be combined with Gregory Place as a pedestrian area. However, some setback needs to occur since the combining of Gregory Place will not take place as soon as it was hoped to be due to some complications. Mr. Knaap commented that it would be hard to get a sense of what the right setback would be without a site plan. A setback is important only in consistency. Ms. Getchius commented that the intent was to make this an urban development and maximize the land area that is actually very small.

Mr. Knaap felt that the transit should be built into the justification. Even if a study were done now regarding the pedestrian traffic, it would not tell much about the pedestrian traffic once this project is finished. Ms. Tyler stated that although this is important, more important would be the sheer volume of individuals who live in very close proximity and work in close proximity. Ms. Getchius added that we should not lose sight of the number of destinations there are in the area.

Mr. Alix questioned the sovereignty of the University of Illinois. He asked Ms. Getchius if she believes that the land which the U of I owns is exempted from local zoning requirements? Does the same apply to land that the U of I owns and leases out to a private developer or would the developer be bound by the City of Urbana’s Zoning Ordinance regulations? Ms. Getchius commented that she could not debate the legalities of this issue. However, this was the agreement made in the past, and it is the agreement that the U of I has talked about making with the City of Urbana. Mr. Kangas added that historically, the University of Illinois leasing out properties has not happened a lot. Mr. Alix stated that it seemed strange that since the U of I has contracted with another developer to develop the land, the U of I cannot consent on the developer’s behalf to be bound by this proposal. The U of I could consent to be bound by this. Ms. Getchius stated that she would rather have legal counsel present if he wanted to get into this depth of this issue. She mentioned that this proposal was modeled from the agreements made between the U of I and the City of Champaign regarding the South Research Park. In that annexation agreement, it states that the City of Champaign does not have the right to impose zoning and the U of I does not ask to be subject to local zoning. Given that, the U of I promised to have the developer abide by zoning and get the necessary permits. Mr. Alix inquired if that was a covenant in the lease between the U of I and the developer? Ms. Getchius replied that it would be part of the development agreement between the U of I and the developer.

Mr. Alix asked if the University of Illinois would own the proposed land? Ms. Getchius answered that the University of Illinois owns the land to be developed in Phase I. Mr. Alix asked if future phases of this proposal would be developed by private developers on land that was not owned by the U of I? Was that the reason for the new zoning category being proposed? Ms. Getchius replied that the reason for the new zoning classification is because the U of I does not own all the property in the proposed area. If this area was zoned B-3U or B-4E, then a precedent would be set where it would be difficult to deny zoning to someone else. She stated that her opinion was that this area was not appropriate for the B-3U or the B-4E

Zoning District classification, because it would allow a wide variety of uses. Without additional scrutiny of the site plan and allowable uses, developers may be able to build an inappropriate development. Mr. Kangas added that all of the proposed area is under the U of I's master plan. The intent under the master plan would be that the proposed area would be within the area of land that the U of I would be interested in purchasing if the money were available.

Mr. Alix stated that his objection to this plan came from a general resistance to proliferating these Table of Use based zones. It would be worse than spot zoning. It would be a spot creation of zoning classifications. He asked why the University of Illinois was asking for this? Ms. Getchius stated that the U of I does not own all the land in the area. Ms. Tyler stated that it was the zoning pattern that was a concern. Once one business zone is established, then it would be hard to argue for a different type of business zone. The CCD Zoning District would establish this zone in this area if it were adopted and approved. Other nearby business areas would make more sense to be zoned CCD than MOR, B-4, or B-3U. It is one of the LaSalle criterias to look at the zoning patterns to see what would make sense. Mr. Kowalski added that by creating the CCD Zoning District, it was not being proposed that large massive land in that area is rezoned to CCD.

Ms. Stake questioned if the CCD Zoning District would jump across Lincoln Avenue to the west side? Ms. Getchius replied that it would not. Mr. Kangas added that the border on the Campus Master Plan was Lincoln Avenue, which would prevent the CCD Zoning District crossing over to the west side. Ms. Tyler stated that there is also the Downtown to Campus Plan that is quite clear on the zoning and plan designations that would need to be honored as well.

Ms. Stake commented that this proposal seems like an experiment. She would like to continue the case before voting on it to get a better definition of "university or college related uses".

Mr. Knaap asked if the CCD Zoning District was designed to exclude alcohol? Ms. Getchius replied that it was not. The U of I would like to see a restaurant that would face Krannert. However, it does exclude taverns.

Dave Monk, of 115 North Market, stated that he supported the concern for the transit lines. He would like to know how the proposal would affect the transit lines.

Mr. Alix commented that his objection was the same. He felt that an additional problem with the proposal was proliferation of special use and conditional use permits. The City of Urbana would appear to be saying that we do not want to impose use-by-use control over what is developed in this area; however, we do not trust our Zoning Ordinance enough to ensure that the uses which would go in this area would be compatible with what the City of Urbana and U of I want. He felt that it would go against the goal of zoning, which is to encourage development of land and surrounding development of land in the way that the people would know what they would be getting into. He could not see why this area could not be zoned B-3U or B-4E. By creating the new zone of CCD for the proposed area, it would not serve anyone's best interest. It would be adding another zoning category, which would make the map even more spotty and confusing. It would be adding more Tables of Uses and more planned obsolescence into the zoning code. It would be putting more reliance on special use and conditional use permits. He would be inclined to vote against it.

Ms. Stake stated that the CCD zoning classification would give flexibility in an area that would need flexibility. The City of Urbana could tailor the CCD zoning classification to this area, and if another area

were to be developed that was as difficult to zone, then another classification could be made to fit that area as well. The proposed area would be small enough that if the new zoning classification did not work, then it could be changed. Ms. Stake had one concern of having a better definition of the term “university-college related uses”.

Mr. Kangas understood Mr. Alix’s concerns. He mentioned that he liked the idea that the University of Illinois was trying to improve the quality of student/faculty life in the area and keep control on it. The second concept that he was in favor of was that the University of Illinois and the City of Urbana were working together. Finally, he liked that this was unique in the sense that the U of I was trying to work directly with the private sector. The campus owns the land, and the developer would be building and taking the risks.

Ms. Stake moved to forward this plan case with a recommendation for approval of the proposed text amendment to the Urbana City Council with a more extensive definition of the term “university-college related uses”. Mr. Knaap seconded the motion.

Mr. Knaap commented that a comprehensible definition would be useful. The CCD Zoning District would allow the City of Urbana to have more scrutiny over the development in that area. However, without a clearer definition of the term “university or college related uses”, then a private land developer could claim that his future development would be university or college related. As a result, it would defeat the purpose of creating a new zoning district.

Mr. Knaap stated that in general he agreed with Mr. Alix regarding the proliferation of zoning definitions. Performance zoning is something that a lot of people would like to see. Performance zoning would be just as hard in regards to identifying what the performances would be in terms of traffic generation, etc. However, he felt the proposed area was unique unlike downtown Urbana or other commercial areas. He felt the new zoning for the proposed area was a good idea with a more understandable definition of “university-college related uses”.

Mr. Rank questioned if the definition of “university-college related uses” would apply to this site only or to the university wide? Mr. Kowalski stated that the definition would be used throughout the Zoning Ordinance. Mr. Rank commented that if the definition applied to the university wide, then it would have to include animal facilities, research facilities, and laboratory facilities. He felt that the definition should apply to the CCD zoning classification. Mr. Kowalski stated that it could be done either way.

Mr. Alix made a final comment regarding his previous comments. He never meant to imply that his objection was based on the fact that he was spiteful that the City of Urbana had not converted all of the zoning to performance-based codes. His objection was that given the U of I has specific concerns about uses that are undesirable in this district. He would like to see those concerns codified more in terms of performance-based language instead of table of uses. Mr. Alix would also like to see the statement of intent to explain what is unique about the proposed area to clarify the proximity to transit routes, housing density in the area, or the fact that the intended clients are expected to be primarily pedestrians rather than businesses. The CCD Zoning District might apply to other areas in the city as well now or in the future. He could support this if it was more general.

Mr. Knaap asked why there was a list of allowable uses if a special use permit would be needed? Mr. Kowalski replied that the site plan would have to specify what kinds of uses would be allowed in the spaces. Ms. Tyler added that the list was not complete. There were more uses listed on the business

zoning classification Table of Uses. Mr. Knaap asked what if a developer wanted an internet café, and it was not on the list? Ms. Tyler answered that there would be a zoning interpretation that it would really be a café. Mr. Knaap asked why have a list if a special use permit would be needed anyway? Ms. Tyler replied that the point was a use not on the list would not be allowed even with a special use permit. The Table of Uses was a base of the Zoning Ordinance that staff has to work with. A comprehensive update of the Zoning Ordinance is due, but this cannot be done until the Comprehensive Plan is complete. Ms. Getchius added that the intent of the list was to exclude certain uses that were agreed upon to be inappropriate. Until there is an update of the Zoning Ordinance, a lot of uses will be not listed. Therefore, it would be up to the Zoning Administrator to make an interpretation.

The roll call was taken as was as follows:

Ms. Stake	-	Yes	Mr. Rank	-	Yes
Mr. Knaap	-	Yes	Mr. Kangas	-	Yes
Mr. Douglas	-	Yes	Mr. Alix	-	No

The motion was passed by a 5-1 vote.