



## DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

*Planning Division*

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

**TO:** Mayor Diane Wolfe Marlin and City Council

**FROM:** John A. Schneider, Manager, Community Development Services Department

**DATE:** October 12, 2017

**SUBJECT:** **An Ordinance Approving a Special Use Permit** (3202 North Lincoln Avenue / Roanoke Concrete Products – Plan Case 2313-SU-17).

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### **Introduction**

Roanoke Concrete Products, Co. has applied for a Special Use Permit to establish a ready-mix concrete plant and materials recycling facility at 3202 North Lincoln Avenue. The Urbana Zoning Ordinance requires that a Special Use Permit to allow the proposed uses in the IN-2, Heavy Industrial district. The area of the property is approximately 47 acres; however, the proposed facility would only require around 11.5 acres. The southernmost 6.5 acres would be reserved for a future road linking Somer Drive to Airport Road to the east. The remaining land would continue to be leased for farming, and may be sold in the future for industrial development.

At its September 21, 2017 meeting, the Urbana Plan Commission voted six (6) ayes to (1) nay to forward the case to the City Council with a recommendation to approve with conditions the request for a Special Use Permit.

### **Background**

#### **Description of the Site and Surrounding Properties**

The property is 47.15 acres of land currently used as farmland. The applicant would like to turn 11.5 acres in the middle of the property into a ready-mix concrete and concrete recycling facility. Vehicles would enter and exit the site from North Lincoln Avenue slightly south of where North Lincoln Avenue turns east (see Exhibit D). On the site, the applicant would construct a machine shed-type building (see Fig. 1) of approximately 7,200 square feet, with a maximum height around 68 feet.

The surrounding area is industrial and agricultural in nature. To the west (across Lincoln Avenue) are three industrial properties, a single-family rental home, a UPS facility, Coca-Cola bottling facility, and (along Somer Drive) a concrete manufacturing facility. To the north and east are agricultural parcels. To the south is Mack’s Twin City Recycling and a single-family rental home.



Fig. 1 – Roanoke Facility in Mossville

The following chart identifies the current zoning, existing land uses, and Comprehensive Plan future land use designations of the site and surrounding properties (see Exhibits A and B).

Direction	Zoning	Existing Land Use	Future Land Use
Site	IN-2, Heavy Industrial	Agriculture	Heavy Industrial
North	County CR, Conservation-Recreation	Agriculture	Heavy Industrial
East	County I-1, Light Industrial	Agriculture	Residential
South	County I-2, Heavy Industrial	Industrial/Commercial	Heavy Industrial
West	IN-2, Heavy Industrial	Industrial, Single-Family Rental	Heavy Industrial

As noted above, the subject site is zoned IN-2, Heavy Industrial. The Urbana Zoning Ordinance states the purpose of the IN-2, Heavy Industrial Zoning District:

*The IN-2, Heavy Industrial District is intended to provide land for employment centers for more intensive industrial uses that typically generate heavy demands on the transportation system, including the need for freight rail service. These uses may cause odors, dust, noise, and vibrations and generate significant amounts of truck and freight rail traffic. Land uses in this district should generally be separated from residential districts by land uses permitted in the IN-1 or B-3 zoning districts.*

A variety of heavy industrial uses are permitted in the IN-2 zoning district, as illustrated in the Zoning Description Sheet in Exhibit G. The proposed use of a ready-mix concrete plant is not listed specifically as a permitted use. Therefore the use falls under the “All Other Industrial Uses” category and therefore requires a Special Use Permit.

## **Proposed Use**

The proposed use of the Roanoke Concrete site would be a ready-mix concrete plant and concrete recycling center<sup>1</sup>. Raw or recyclable materials would be brought to the site and turned into ready-mix concrete and concrete products (pavers, blocks, etc.), then brought to construction sites, or stored on site in the case of concrete products. The building structure would be very similar to other industrial buildings in the surrounding area.

Exhibit D contains a preliminary site plan. The entrance for the facility would be on North Lincoln Avenue between Somer Drive and Oaks Road (formerly Lincoln Avenue). As shown on the preliminary site plan, the proposed facility would occupy an 11.5-acre area in the middle of the site. Roughly 6.5 acres at the southern end of the property would be set aside for the future Airport Road extension. The extension, which was planned in 1998 as long-term project, would link Airport Road between Willow Road and Somer Drive, effectively connecting Cunningham Avenue (Route 45) to North Lincoln Avenue. The remainder of the property would continue to be used as farmland for the immediate future. Given the heavy industrial zoning of the parcel, the farmland may be sold for development in the future. While the site plan submitted with this application is preliminary, the applicant will be required to submit plans that conform with all of the City of Urbana's development regulations prior to beginning operations. The applicant plans to have such plans prepared immediately if the application for a Special Use Permit is successful.

The preliminary plans include a fence on the north, west, and south sides of the site of the facility, which would provide screening of the site from North Lincoln Avenue. The fence will need to be a six-to-eight feet solid fence or wall, and a landscape buffer will also be required. The landscape buffer must consist of one tree and three bushes for every 40 linear feet. This requirement is consistent with other properties in the area. Staff recommends that a full landscape plan be submitted and adhered to as a condition of the Special Use Permit to show compliance with the screening and landscape requirements of the Zoning Ordinance. In addition to these landscaping requirements, all areas that will be used for truck parking and circulation will need to be paved.

## **Discussion**

### **Memo from Berns, Clancy and Associates (Exhibit E)**

#### *Overview*

At the public hearing at the Plan Commission meeting on September 21, 2017, Chris Billing of Berns, Clancy and Associates (BCA) submitted a memorandum regarding the proposed Special Use Permit. Most of the objections in the memorandum to the Special Use Permit request go beyond the geographic scope of the proposed project or otherwise go beyond the criteria that must be used to make a determination regarding a Special Use Permit. Such arguments must be dismissed and must not be considered when making a final determination in this case.

According to the memorandum, "Berns, Clancy and Associates was retained by a group of businesses

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<sup>1</sup> The U.S. Environmental Protection Agency (EPA) estimates that construction and demolition materials account for more than 60 percent of all material consumption in the United States. The EPA has therefore targeted construction and demolition materials for reduction, reuse, and recovery. ([https://www.epa.gov/sites/production/files/2015-09/documents/rcras\\_critical\\_mission\\_and\\_the\\_path\\_forward.pdf](https://www.epa.gov/sites/production/files/2015-09/documents/rcras_critical_mission_and_the_path_forward.pdf))

located along the North Lincoln Avenue corridor to review the proposed development of the 47 acre tract east of Lincoln at Somer Drive and assess potential impacts of the development.” While the memorandum acknowledges that only 11.5 acres are currently being considered for development (and are the subject of the Special Use Permit request), the analysis that follows assumes that the entire 47 acre parcel is under consideration at this time, which is not accurate. The future development of the remaining 35.5 acres of the parcel is not under consideration at this time. If granted, the Special Use Permit would only pertain to the proposed concrete and concrete recycling facility. The memorandum also takes into account a full build-out scenario of adjacent properties, which is also beyond the scope for evaluating a Special Use Permit for a specific use.

### *Traffic Analysis*

In their traffic analysis, BCA claims that the development of the entire 47-acre tract would increase traffic by 56 percent, or 734 vehicles per day. Assuming the rate of traffic generation is correct, but considering only the 11.5 acres that are subject to this Special Use Permit request, the increase in traffic would be around 180 vehicles per day, or 14 percent higher than existing conditions. That number is very similar to the number of vehicles per day that Roanoke Concrete estimates the site will serve, an amount of traffic that Lincoln Avenue can easily accommodate according to the City’s engineering staff. The City has expended considerable money and effort to extend Lincoln Avenue and Olympian Drive, and will be resurfacing Lincoln Avenue later this year to accommodate industrial growth that is expected and has been long-planned along this corridor. Lincoln Avenue is also a designated truck route. Much of the property along Lincoln Avenue is zoned for heavy industrial uses, which as the Zoning Ordinance indicates, is intended for uses that “typically generate heavy demands on the transportation system.”

### *Other Traffic Related Issues*

The BCA memorandum correctly states that excessive driveways and intersections are not desirable along roads such as Lincoln Avenue. Only one driveway is proposed for this Special Use Permit request, and its location meets the City’s access guidelines. It is far from Somer Drive and the Oaks Road intersection. Any future driveways or public streets that would create access to the remainder of the 47 acres would be studied at the time of future development. Additional future driveways from this property is not a given. Future driveways are also not subject to review under the current Special Use Permit request.

### *Impacts to Area Business*

After performing the traffic impact analysis based on the assumption that the entire 47 acre site would be developed, the BCA memorandum then states that: “*The City of Urbana should not allow development that might in any way impact the current use or potential growth of Frasca Field,*” implying that some parts of the site, or perhaps the entire site, are not suitable for development. City staff, and Roanoke Concrete Products, are aware that it is desirable to limit development in the flight path of Frasca Field. Initially, Roanoke wanted to build their facility just east of Somer Drive, which would have put their building in line with the flight path of Frasca Field. It also would have been in the path of the future Airport Road extension. After discussion with City staff, Roanoke agreed to move the proposed site of their facility as far north as possible. Exhibit D reflects a carefully considered site plan that is as far from the flight path of Frasca Field as possible, while still having direct access to Lincoln Avenue.

### *Site Development Issues*

As the BCA memorandum states, sanitary sewer service and stormwater management are required for the site. The developer is responsible for providing both in compliance with the Urbana Subdivision and Land Development Code. Engineered drawings will be required at the time of building permit submittal and are not required at the time of application for a Special Use Permit.

### *LaSalle Factor*

The only time that LaSalle criteria are used is to evaluate rezoning requests. Despite the assertion in the BCA memorandum, LaSalle criteria cannot be used to evaluate Special Use Permit applications. The only criteria to consider are the three criteria in the section below, entitled “Requirements for a Special Use Permit”.

### **Neighbor Protest Letter**

On October 6, 2017, David Thies of Webber & Thies, Attorneys at Law, submitted a letter to the Urbana City Clerk filing a protest on behalf of property owners near the proposed development. To be considered a valid protest under Section XI-11 of the Urbana Zoning Ordinance, a protest letter must be signed by 40 percent of property owners within 250 feet (excluding right-of-way) of the subject property. In the case of a valid written protest, a two-thirds vote of the City Council is required to approve a Special Use Permit. Staff is evaluating if the protest meets the requirements and can be considered a valid written protest.

### **Requirements for a Special Use Permit**

According to Section VII-4.A of the Urbana Zoning Ordinance, an application for a Special Use Permit shall demonstrate the following:

1. *That the proposed use is conducive to the public convenience at that location.*

The property is located in an area of North Lincoln Avenue meant for industrial development. The west side of Lincoln Avenue is developed with heavy industrial uses, including an asphalt plant, asphalt recycling facility, construction materials recycling facility, concrete recycling facilities, and a waste transfer station. The site has convenient access to Interstate 74 and to Interstate 57 via Olympian Drive (once the North Lincoln Avenue extension is opened later this year). The Urbana Comprehensive Plan designates this area of the City for Heavy Industrial uses.

2. *That the proposed use is designed, located, and proposed to be operated so that it will not be unreasonably injurious or detrimental to the district in which it shall be located, or otherwise injurious to the public welfare.*

The proposed concrete facility will not be injurious to the public at this location. The proposed uses will allow for a facility that benefits the public by diverting materials from local landfills and re-using those materials in construction projects locally and throughout the state. While there are two rental residences on Lincoln Avenue near the site, the area is already heavily industrial, and the addition of another industrial use should not be unreasonably detrimental to the area.

3. *That the proposed use conforms to the applicable regulations and standards of, and preserves the essential character of, the district in which it shall be located, except where such regulations and standards are modified by Section VII-7.*

The character of the IN-2, Heavy Industrial District will be preserved with the proposed special use. Setbacks, screening, drainage, and all other applicable development requirements must be met prior to construction and operation of the facility. The proposed development would conform to applicable regulations for the IN-2, Heavy Industrial District.

The City Council shall determine whether the reasons set forth in the applications, and the evidence adduced during the public hearing, justify the granting of the Special Use Permit, and whether the proposed use will be in harmony with the general purpose and intent of the Zoning Ordinance, and will not be unreasonably injurious or detrimental to the district in which it shall be located, or otherwise injurious or detrimental to the public welfare.

In addition, the City Council may impose additional conditions and requirements on the operation of the proposed uses as are appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of this Ordinance, including but not limited to conditions that:

1. Regulate the location, extent, and intensity of such uses;
2. Require adherence to an approved site plan;
3. Require landscaping and the screening of such use by means of fences, walls, or vegetation;
4. Stipulate a required minimum lot size, minimum yards, and maximum height of buildings and structures;
5. Regulate vehicular access and volume, and the design and location of parking and loading areas and structures;
6. Require conformance to health, safety, and sanitation requirements as necessary;
7. Regulate signs and outdoor lighting;
8. Any other conditions deemed necessary to affect the purposes of the Zoning Ordinance.

### **Summary of Findings**

1. Roanoke Concrete Products, Co. is requesting a Special Use Permit to establish a ready-mix concrete and concrete recycling facility in the IN-2, Heavy Industrial Zoning District.
2. The proposed use is conducive to the public convenience at this location, and is located in an area which already contains heavy industrial uses.
3. The proposed use would not be unreasonably injurious or detrimental to the district in which it shall be located.
4. The proposed use meets the regulations and standards of, and preserves the essential character of the IN-2 district in which it shall be located.
5. The proposed use is consistent with the Heavy Industrial designation, as identified in the 2005 Urbana Comprehensive Plan Future Land Use Map.
6. At their October 5, 2017, meeting, the Urbana Plan Commission voted six (6) ayes and one (1) nay to forward Plan Case No. 2313-SU-17 to the Urbana City Council with a recommendation of approval with certain conditions.

## Options

The City Council has the following options in Case No. 2313-SU-17:

1. Approve the Special Use Permit without any additional conditions.
2. Approve the Special Use Permit with any conditions deemed appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of the Zoning Ordinance
3. Deny the Special Use Permit.

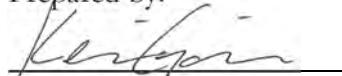
## Recommendation

At its October 5, 2017, meeting, the Urbana Plan Commission voted six (6) ayes and one (1) nay to forward Plan Case No. 2313-SU-17 to the Urbana City Council with a recommendation of **Approval** for the proposed Special Use Permit, with the following recommended conditions:

1. That the applicant submits final site plans prior to issuance of any site or building permit to ensure that the proposed development will conform to all applicable development regulations for the City of Urbana, and that such plans are approved by the City prior to development of the site.
2. That the applicant submits a landscape plan prior to issuance of any building permit to ensure that proposed landscaping and screening conforms to the City of Urbana Zoning Ordinance standards for screening of industrial storage and required landscape buffers.
3. That the development shall be constructed in general conformance with the approved site plans and landscape plan.
4. That all required Illinois EPA permits be obtained prior to development of the site.
5. The site plan shall conform to FAA requirements for Runway Protection Zones.

Staff concurs with the recommendation.

Prepared by:



Kevin Garcia, Planner II




Attachments: Exhibit A: Location and Existing Land Use Map  
Exhibit B: Zoning Map  
Exhibit C: Application for Special Use Permit  
Exhibit D: Preliminary Site Plan  
Exhibit E: Berns, Clancy and Associates Memorandum  
Exhibit F: Neighbor Protest Letter  
Exhibit G: Zoning Description Sheet for IN-2  
Exhibit H: Written Communications

cc: Roger Gerichs (Roanoke Concrete Products, Co.)

# Exhibit A: Location & Existing Land Use Map

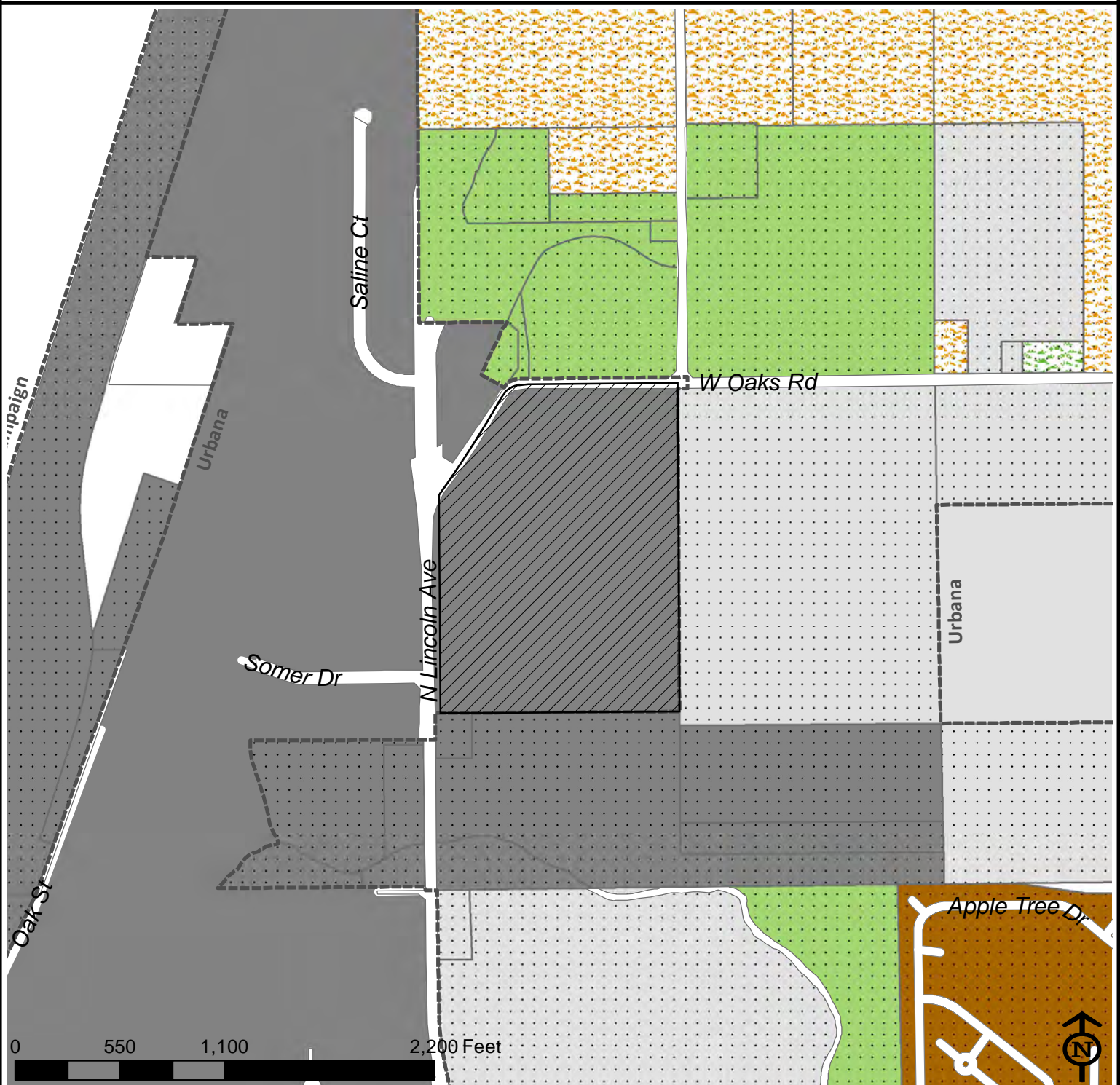


Case: 2313-SU-17  
 Subject: Special Use Permit  
 Location: 3202 North Lincoln Avenue  
 Petitioner: Roanoke Concrete Products

-  Subject Property
-  Approximate Boundary of Proposed Facility
-  Approximate Set Aside for Future Airport Rd



# Exhibit B: Zoning Map



Case: 2313-SU-17  
 Subject: Special Use Permit  
 Location: 3202 North Lincoln Avenue  
 Petitioner: Roanoke Concrete Products

- |                  |               |              |
|------------------|---------------|--------------|
| IN-1             | AG-2 (County) | I-2 (County) |
| IN-2             | CR (County)   | R-5 (County) |
| AG-1 (County)    | I-1 (County)  |              |
| Subject Property | City Boundary |              |



# Application for Special Use Permit

# PLAN COMMISSION

The application fee must accompany the application when submitted for processing. Please refer to the City's website at <http://www.urbanaininois.us/fees> for the current fee associated with this application. **The Applicant is also responsible for paying the cost of legal publication fees.** Estimated costs for these fees usually run between \$75.00 and \$225.00. The applicant will be billed separately by the News-Gazette.

### DO NOT WRITE IN THIS SPACE - FOR OFFICE USE ONLY

Date Request Filed 08-28-2017 Plan Case No. 2313-SU-17  
Fee Paid - Check No. 034076 Amount \$200.00 Date 08-28-2017

### PLEASE PRINT OR TYPE THE FOLLOWING INFORMATION

A SPECIAL USE PERMIT is requested in conformity with the powers vested in the Plan Commission to recommend to the City Council under Section \_\_\_\_\_ of the Urbana Zoning Ordinance to allow *(Insert proposed use)* concrete plant, material recycling on the property described below.

#### 1. APPLICANT CONTACT INFORMATION

Name of Applicant(s): Roanoke Concrete Products Co. Phone: 309-698-7882  
Address (street/city/state/zip code): 1275 Spring Bay Road, East Peoria, IL 61611  
Email Address: rcpco@frontier.com

#### 2. PROPERTY INFORMATION

Address/Location of Subject Site: North Lincoln Avenue, Urbana, IL  
PIN # of Location: 91-15-32-300-002  
Lot Size: 47.15 acres  
Current Zoning Designation: IN-2 Heavy Industrial  
Current Land Use (vacant, residence, grocery, factory, etc): vacant/farmland  
Proposed Land Use: Ready-mixed concrete plant and material recycling  
Legal Description (If additional space is needed, please submit on separate sheet of paper):  
SECTION 32-T20N-R9E (see Attached)

**3. CONSULTANT INFORMATION**

**Name of Architect(s):** BLDD ARCHITECTS Phone: 844-784-4440

Address (*street/city/state/zip code*): 106 S. NEIL STREET CHAMPAIGN, IL 61820

Email Address:

**Name of Engineers(s):** MOHR & KERR ENGINEERING & LAND SURVEYING PC Phone: 309-692-8500

Address (*street/city/state/zip code*): 5901 N PROSPECT ROAD #6B PEORIA, IL 61614

Email Address: sdkerr@mohrandkerr.com

**Name of Surveyor(s):** MOHR & KERR (SAME AS ABOVE) Phone:

Address (*street/city/state/zip code*):

Email Address:

**Name of Professional Site Planner(s):** MOHR & KERR (SAME AS ABOVE) Phone:

Address (*street/city/state/zip code*):

Email Address:

**Name of Attorney(s):** Brian J. Meginnes - Elias, Meginnes & Seghetti PC Phone: 309-637-6000

Address (*street/city/state/zip code*): 416 Main Street, Suite #1400 Peoria, IL 61602

Email Address: bmeginnes@emrslaw.com

**4. REASONS FOR SPECIAL USE PERMIT**

Explain how the proposed use is conducive to the public convenience at the location of the property.

**LOCATED IN THE INDUSTRIAL AREA WITH COMPARABLE BUSINESSES ALONG WITH INTERSTATE ACCESS**

Explain how the proposed use is designed, located and proposed to be operated, so that it will not be unreasonably injurious or detrimental to the district in which it shall be located, or otherwise injurious or detrimental to the public welfare.

**ROANOKE CONCRETE PRODUCTS IS WILLING TO MAKE A MAJOR INVESTMENT IN THE CITY OF URBANA. THIS INCLUDES A NEW CONCRETE BATCH PLANT, BUILDING, CONCRETE TRUCKS, ENDLOADERS, CRUSHING PLANT ALONG WITH HIRING A LOCAL WORK FORCE. WE ALSO PROMOTE "SAFETY FIRST"**

Explain how the proposed use conforms to the applicable regulations and standards of and preserves the essential character of the district in which it shall be located.

**WE TRIED HARD AND WERE FORTUNATE TO FIND PROPERTY AVAILABLE IN THIS DISTRICT WHERE COMPARABLE BUSINESSES ARE LOCATED**

*NOTE: If additional space is needed to accurately answer any question, please attach extra pages to the application.*

*By submitting this application, you are granting permission for City staff to post on the property a temporary yard sign announcing the public hearing to be held for your request.*

**CERTIFICATION BY THE APPLICANT**

I certify all the information contained in this application form or any attachment(s), document(s) or plan(s) submitted herewith are true to the best of my knowledge and belief, and that I am either the property owner or authorized to make this application on the owner's behalf.

  
Applicant's Signature KYLE HOEDEL

8/28/17  
Date

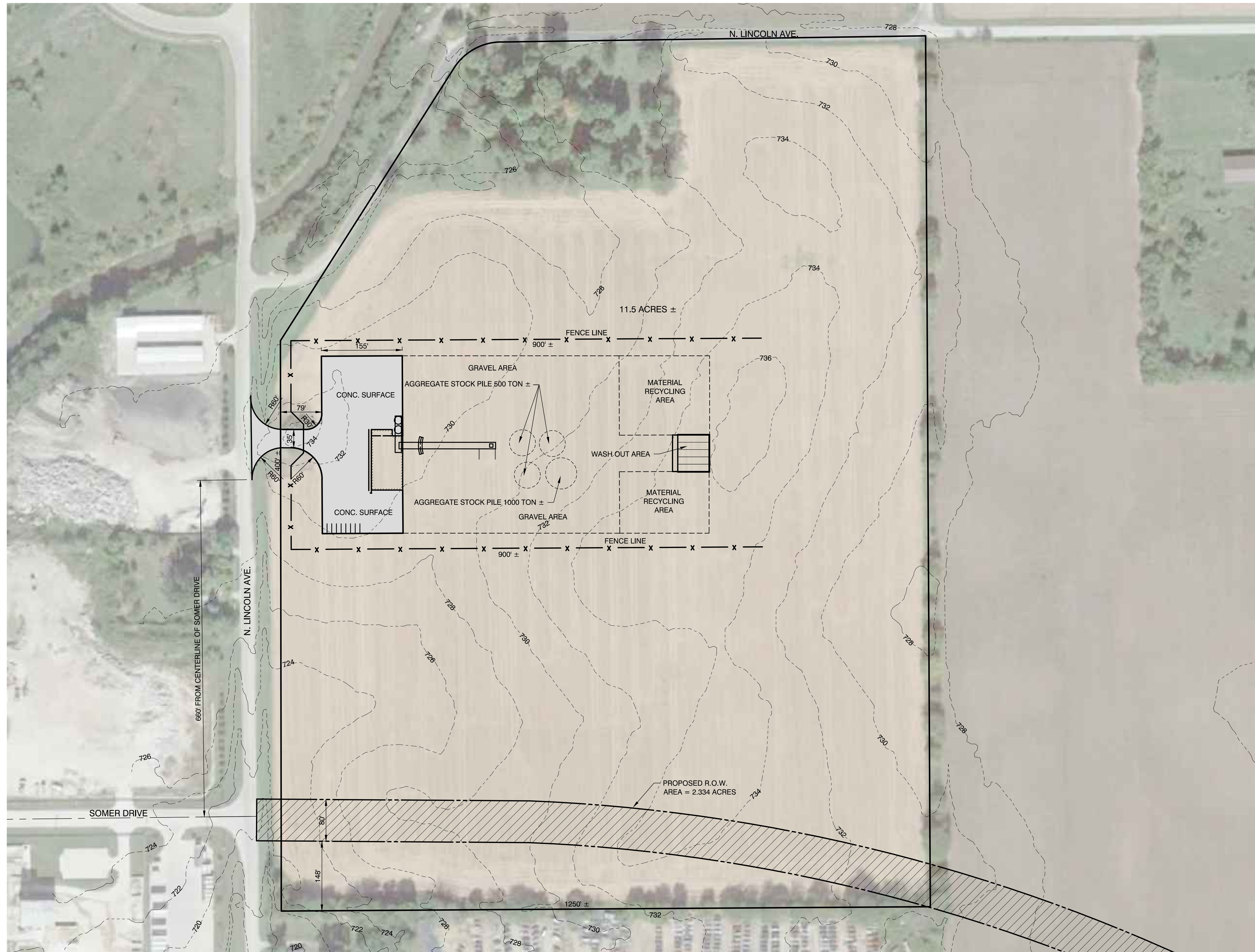
**PLEASE RETURN THIS FORM ONCE COMPLETED TO:**

City of Urbana  
Community Development Department Services  
Planning Division  
400 South Vine Street, Urbana, IL 61801  
Phone: (217) 384-2440  
Fax: (217) 384-2367

## Exhibit C - Application for Special Use Permit

### Exhibit A

Beginning at a point 915.18 feet North of the Southwest corner of Section Thirty-two (32), Township Twenty (20) North, Range Nine (9) East, of the Third Principal Meridian and running thence North along the West line of said Section Thirty-two (32) to the center of the wagon road running Southwesterly and Northeasterly across the Northwest corner of the Northwest Quarter (NW 1/4) of the Southwest quarter (SW 1/4) of said Section Thirty-two (32), thence running in a Northeasterly direction along the center line of said wagon road to the North line of the Northwest Quarter (NW 1/4) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32), thence running East along the center line of said Section Thirty-two (32) to the Northeast corner of said Northwest Quarter (NW 1/4) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32) and thence running South along the East line of the West Half (W 1/2) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32) to a point on said East line 915.18 feet North of the South line of said Section Thirty-two (32), thence running West on a line parallel with the South line of said Section Thirty-two (32) to the point of beginning, EXCEPT that part dedeed as Tract #2 in Dedication of Right of Way for Public Road Purposes as Document No. 2001R02916, situated in Champaign County, Illinois.



**ZONING**

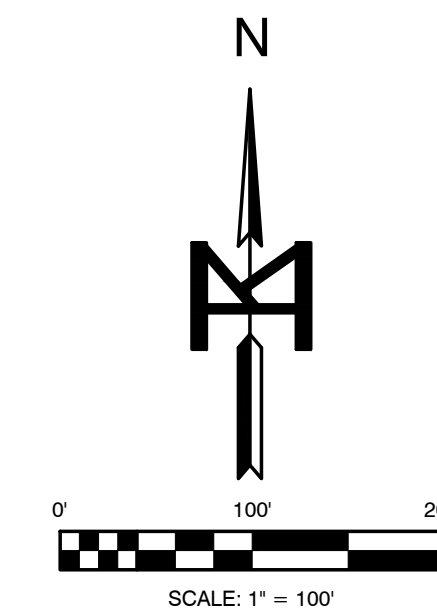
ZONED IN2 - SPECIAL USE

**NOTE:**

DETENTION SHALL BE PROVIDED AND DESIGNED MEETING THE REQUIREMENTS BY THE CITY OF URBANA.

**CONCRETE SITE PLAN**

SCALE: 1" = 100'



REV.	DATE	NATURE OF REVISION	CHECKED

SURVEYED	-
DRAWN	MRC
CHECKED	SDK
SCALE	1" = 100'
DATE	09-25-17

CLIENT:

ROANOKE CONCRETE PRODUCTS  
 3202 N. LINCOLN AVE.  
 URBANA, IL

TITLE:

CONCRETE SITE PLAN



**BERNS, CLANCY AND ASSOCIATES**

PROFESSIONAL CORPORATION

**ENGINEERS • SURVEYORS • PLANNERS**

October 5, 2017

THOMAS BERNS  
EDWARD CLANCY  
CHRISTOPHER BILLING  
DONALD WALTHIER  
GREGORY GUSTAFSON  
ROGER MEYER  
JUSTIN HOUSTON  
SHANNON BERANEK

\_\_\_\_\_  
MICHAEL BERNS  
OF COUNSEL

**TO: Urbana Plan Commission Members  
Urbana City Council Members**

**RE: PLAN CASE 2313-SU-17  
ROANOKE CONCRETE PRODUCTS SPECIAL USE PERMIT  
CITY OF URBANA, CHAMPAIGN COUNTY, ILLINOIS**

Roanoke Concrete Products Company proposes to purchase 47 acres of land zoned Heavy Industrial on the east side of Lincoln Avenue at roughly Somer Drive. An initial 11.5 acres would be immediately developed. This single development will have a significant impact on North Lincoln Avenue and negative impacts will require mitigation.

Berns, Clancy and Associates was retained by a group of businesses located along the North Lincoln Avenue corridor to review the proposed development of the 47 acre tract east of Lincoln at Somer Drive and assess potential impacts of that development. The development is described in City staff's case memorandum of September 29, 2017 to the Urbana Plan Commission.

**SUMMARY OF FINDINGS**

There are many impacts that result from this proposed development. Significant negative impacts include traffic capacity and safety along this Lincoln Avenue corridor. Construction of physical accommodations for new truck traffic will be needed. The extension of Airport Road to connect to Lincoln Avenue has long been a City goal to improve regional access and promote emergency response. As a segment of this extension is to occur across this property, this road segment should be built at this time.

Coordinated development of this 47 acre tract should be promoted for the benefit of this industrial corridor and the City of Urbana as a whole. The piecemeal development of this tract as proposed is detrimental to the public's interest. Industrial development will require sanitary sewer service. No sanitary sewers serve this 47 acre tract, though there are interceptors in the region. An off-site extension to this property must be required for this proposed development so that environmental integrity is maintained.

The site plan provided by Roanoke Concrete Products does not comply with many of the requirements of Urbana's Development Codes – most notable is storm water detention. Addressing all development requirements for this 47 acre tract at this time is paramount for the best interests of the City of Urbana and its residents. For public improvements that are not initially constructed, bonding must be provided by this developer so that funds are available to meet the future needs.

## TRAFFIC IMPACT ANALYSIS METHODOLOGY

A planning level transportation system analysis was undertaken to understand the potential traffic impacts to Lincoln Avenue. To perform the analysis, the traffic service area was defined to be within a half mile either side of Lincoln Avenue between I-74 and Olympian Drive. We considered the re-aligned Lincoln Avenue as opposed to following the existing North Lincoln Avenue alignment.

The traffic service area was categorized into "Existing", "Proposed", and "Future" areas. Existing consists of area that is already developed. Proposed is the 47 acre area of interest for this matter. Future consists of the remainder of the service area that is currently undeveloped, but will be developed in the future and will rely on Lincoln Avenue.

The Existing and Future categories were further sub-divided into smaller tracts to aid in the traffic impact analysis resulting in five (5) "Existing" areas and seven (7) "Future" areas. These smaller areas were determined by where the traffic connections might access Lincoln Avenue segments.

To estimate the anticipated traffic generation for each area, the existing and future developed land use was considered. Each area designated was measured for total acreage and classified by the City of Urbana's current Official Zoning Map and the "Future Land Use / Zoning Exhibit", noted as Map #1 and adopted April 11, 2005 (attached). The three (3) zoning classifications used were Heavy Industrial, Light Industrial, and Residential.

The average vehicle trip generations, based on zoning / land use, were taken from the Institute of Transportation Engineer's *Transportation and Land Development Manual* - pages 32-33 (attached). These values were used to estimate the Average Daily Traffic (ADT) as well as vehicle trips in the morning peak hour and vehicle trips in the afternoon peak hour for each designated area as a function of total acreage.

For a base line for comparison we calibrated the traffic generation with actual traffic counts as reported by the Illinois Department of Transportation (IDOT) for 2015 / 2016 actual counts. These IDOT traffic count values are indicated on the attached Lincoln Avenue Traffic Impacts aerial map exhibit. This exhibit also depicts the traffic generation data for each of the thirteen (13) sub-areas in the Service Area. A spreadsheet summary is also attached that depicts the traffic generation data.

## EXISTING LINCOLN AVENUE CONDITIONS

Lincoln Avenue north of I-74 to Wilbur Road was improved to its current condition nearly 20 years ago as a part of the I-74 highway replacement project. Lincoln Avenue northward to Olympian Drive has been studied and will be improved to accommodate regional transportation needs. Currently, this segment of Lincoln Avenue is undergoing an initial element of construction along this new alignment. It should be open in the near future and will feed more traffic from the north into the existing Lincoln Avenue to the south. The existing roadway cross sections are as follows:

1. Interstate 74 to Anthony Drive: four (4) lanes with dedicated left turn lanes in both directions. The pavement surface is asphalt.



2. Anthony Drive to Wilbur Road: two (2) lanes with a dedicated northbound left turn lane (serving JM Jones). The pavement surface is asphalt.
3. Wilbur Road to the new alignment point: two (2) lanes with no dedicated turn lanes. The pavement surface is new overlay augmented with pothole patches of concrete. The bridge surface is concrete pavement.
4. The new alignment point north to Olympian Drive: two (2) lanes. The pavement surface is concrete.

The overall pavement along all of North Lincoln Avenue is currently in fairly good condition. There have been some recent repairs to the road between Wilbur Road and Somer Drive near the UPS depot. This location is also just south of the Area of Interest.

The pavement repairs entailed cutting out of fatigued and rutted wheel path sections and replacing those sections with concrete pavement. This makes for a smoother, more level road surface that will better withstand repeated traffic loads for a longer period of time than the previous road surface without having to re-pave the entire stretch of roadway at this time. Eventually the entire road surface will need to be replaced and widened, especially with an expected increase in truck traffic over time.

### TRAFFIC ANALYSIS

Potential traffic impacts from development of the entire 47 acre tract must be considered at this time, even though only the initial phase of development is the subject of this special use permit hearing. The existing Lincoln Avenue Average Daily Traffic count adjacent to this 47 acre tract is roughly 1,300 ADT. The projected traffic to be generated by this single tract is 734 ADT. This is an increase in traffic on the adjacent Lincoln Avenue of 56%. Considering the anticipated use, the majority of this traffic will be truck traffic.

The morning and afternoon peak hourly traffic generated by this 47 acre tract is roughly 100 vehicles, again mostly trucks. On average, this is one (1) vehicle every 36 seconds. There is no doubt that the turning movements into and out of this tract would have serious impacts on existing traffic on Lincoln Avenue without some accommodation. Reducing traffic accident risk means some improvement will be required to Lincoln Avenue. This accommodation and financial contribution from the developer must be solicited at this time as a condition of this special use permit.

The development of this tract, along with the remaining traffic service area will cause significant impact to Lincoln Avenue. The "Proposed" and "Future" generated Average Daily Traffic have been added to the existing traffic with the results included on the attached Lincoln Avenue Traffic Impacts exhibit. The segment of Lincoln Avenue adjacent to this 47 acre tract is projected to increase from 1,300 ADT to 19,250 ADT with full development. This level of traffic will require multiple lanes for traffic and various traffic controls such as signals or regulating devices. Again, a great majority of this additional traffic is trucks.

The developing land and the public road agency (City) must fund these future needs when they are required. Funding for a proportionate share of these future needs from this 47 acre tract must be determined at this time. Significant funds will be required from the land owner and the City of Urbana, as well as other sources, to meet these future needs. Significant upgrades to Lincoln Avenue from I-74 to Olympian Drive will be required. Planning for these funds needs to begin with this development.

The extension of Airport Road westerly to Lincoln Avenue is part of Urbana's long range transportation plan and is needed for regional safety and transportation efficiency. This extension is depicted on the City's Map #1 exhibit attached. Roughly ¼ mile of this arterial roadway connection extends across this 47 acre tract and should be constructed or at least funded, by the development of this property. Fixing these requirements should be a part of this special use permit for the development at this time.

But the extension of Airport Road may result in another problem. The runways of Frasca Field inhibit the development of an interconnected roadway system. This is a primary reason why the Airport Road extension is so important. If however, Airport Road is connected and needed improvements to Lincoln Avenue have not been made, then Lincoln Avenue traffic will use Airport Road as a "relief valve" to U.S. Route 45. This may route significant industrial truck traffic through residential and commercial areas east of Lincoln Avenue. Beside the inappropriate routing of this truck traffic, other areas of Airport Road may require upgrades so that impacts are properly accommodated. The City of Urbana, or other sources will be required to fund these additional Airport Road accommodations if the needed investments are not made to Lincoln Avenue. This is why Lincoln Avenue upgrades are critical.

### **OTHER TRAFFIC RELATED ISSUES**

A proposed site plan accompanies the staff memo for this special use permit hearing. This site plan shows the initial development occurring in the central portion of the tract with a single service driveway onto Lincoln Avenue. Remaining areas to the north and south will also require driveways connected to the adjacent Lincoln Avenue. As an arterial, the number of driveways that directly access Lincoln Avenue should be minimized. Excessive driveways and intersections reduce traffic capacity and increases traffic hazards. This 47 acre tract can be appropriately served by one (1) street intersection with Lincoln Avenue that would allow all site traffic to obtain access through one (1) public roadway connection. The Airport Road extension that would intersect at the Somer Drive intersection would be appropriate at this time and internal access within this 47 acre tract can then serve all site traffic through this one connection to Lincoln Avenue.

The site plan exhibit provided also shows the proposed driveway intersection with Lincoln Avenue offset only about 50 feet from an existing driveway on the west side of Lincoln Avenue. This small offset is extremely hazardous on an arterial, is not supported by City code or engineering practice, and further supports the alternative view of access to Lincoln Avenue via Airport Road for traffic generated by development of this 47 acre tract.

## TRAFFIC RECOMMENDATIONS

Phased improvement to Lincoln Avenue from Wilbur Road north to Olympian Drive is underway which will benefit local and regional traffic. None the less, the upgrades presently underway to Lincoln Avenue do little to address traffic capacity and safety impacts that arise from the development of this 47 acre tract. Additional improvements to Lincoln Avenue are necessary to accommodate the new traffic to be generated by this 47 acre development. Unless the City of Urbana is willing to solely provide the funds to address the impacts to Lincoln Avenue, responsibilities must be established at this time to assure the improvements and the funding are provided by the developer of this tract.

The Airport Road extension, at least across this 47 acre tract, should be constructed at this time and the traffic access to this tract should be provided by this new public street. The new intersection would be an appropriate location for a future traffic signal at such time as warrants are met.

If the construction of these traffic improvements are not required at this time by the City of Urbana, these improvements should at least be bonded by this developer so that they can be made in the near future.

## IMPACTS TO AREA BUSINESS

The traffic impacts previously addressed can affect a variety of existing and future businesses along the Lincoln Avenue corridor. But in addition to these business impacts, serious consideration must be given to the proximity to **Frasca Field**. Frasca International, Frasca Aviation and Frasca Field are interdependent businesses that in aggregate represent significant business in the City of Urbana. Any development that might negatively impact Frasca Field may create a ripple effect that impacts these businesses.

This 47 acre tract is only 2,000 feet from the west end of the main runway and is in the flight path. This tract development including the initial development proposed by Roanoke Concrete Company will include tall structures. The City of Urbana should not allow development that might in any way impact the current use or potential growth of Frasca Field as it is an important air traffic facility and area employer. In addition to the height of structures, the relative ground elevation difference of this tract with the runway is a concern. The initial phase of construction proposed appears to be located on the high ground of the tract. Current tall structures within the developments on the west side of Lincoln Avenue are more than 4,000 feet from the runway. Cutting this distance in half may have detrimental impacts to the airport; not just to current operations, but to future opportunities as well.

## SITE DEVELOPMENT ISSUES

Industrial development in this area of Urbana must be served by sanitary sewer. Sanitary sewer service is provided to existing developed areas and there are interceptors in the region. But there is no sanitary sewer service currently provided to this 47 acre tract. An off-site sanitary sewer extension is required just to bring it to this site; and then sewers must be extended through this site. Who is accepting the responsibility of this off-site sewer extension and the funding of the costs of this service? This issue is not addressed in the proposal by Roanoke Concrete Products.

Storm water management is required by the City of Urbana's Land Development Code. But this important issue is not represented by the site plan and is not addressed in any fashion in the special use permit application. Storm water detention for a 47 acre tract is not trifling and might represent a notable portion of the tract. Failure to plan and to act even with the initial phase of construction can have negative repercussions for the future development of the remainder of the tract. This land use item should be an issue in a special use permit consideration.

## LASALLE FACTORS

While the LaSalle Factors are typically reviewed and applied to zoning changes, a potential development that requires a special use permit can also be reviewed with these criteria. The Illinois Supreme Court has established a set of factors for evaluation of the constitutionality of zoning decisions by a public body. No single factor is controlling and each case must be decided on its own facts. We reviewed the LaSalle criteria and note the following issues from among those factors that may be germane to this case:

- Q. Are values of adjacent properties diminished by the proposed development?
- They will be diminished if mitigating measures are not required components of the project.
- Q. Does the gain to the public offset the hardships imposed on adjacent properties?
- Hardships will not be offset unless mitigating measures are required components of the project.
- Q. Is orderly development of the site and surrounding properties promoted?
- The site plan provided does not indicate an orderly development of this 47 acre tract. Development is proposed only in a central part of the site and a planned road extension through this tract is not addressed.

- Q. Is there a significant adverse impact to existing traffic patterns?
- Traffic capacity and safety on Lincoln Avenue will be significantly impacted unless mitigating measures are required components of the project. The opportunity to promote improvements to regional traffic patterns will be lost if the Airport Road extension is not included.
- Q. Are adequate facilities for municipal sanitary and water services available at the site?
- Not without investment to off-site infrastructure which should be required components of the project.
- Q. Are storm water drainage provisions provided?
- No reference to storm water management features are included in the submittals.
- Q. Does the development adversely impact police and fire protection?
- These issues are not addressed by the applicant or City staff.
- Q. Does the development conflict with existing public commitments for planned public improvements?
- Potential conflicts may exist for commitments to the Lincoln Avenue corridor, Airport Road extension and other public utilities or facilities which are not addressed in the application or addressed by the staff memo but which should be rectified by the details of the project.

### **SUMMARY OF IMPACTS**

Traffic impacts by this development are serious, yet the special use permit application materials and City staff recommendations are silent on this issue. A mechanism to implement, or at least fund the accommodations needed to mitigate this impact must be considered and included in this permit.

Airport Road extension is a critical item that is related to this 47 acre tract. A mechanism to construct the portion of this extension across this 47 acre tract must be considered and included in this permit. Access throughout this 47 acre tract may be provided by a system of internal subdivision streets that access this segment of Airport Road extended. Individual driveway access onto Lincoln Avenue, an arterial roadway, can then be prohibited – to the benefit of corridor traffic safety.

Impacts to area businesses, including Frasca Field can be minimized with proper transportation infrastructure and development restrictions. Appropriate mechanisms must be considered and included in this permit.

Off-site sanitary sewer infrastructure must be constructed to serve this development, and then extended throughout the site. A mechanism to construct these facilities must be considered and included in this permit.

Other industrial site development issues, including storm water detention appear to be unaddressed. A mechanism to construct these improvements to serve the 47 acre tract development must be considered and included in this permit. Previous developments on the west side of Lincoln Avenue in this immediate area have been planned and constructed in accordance with proper subdivision planning which provides streets, utilities and public facilities for use by the public. This proposed development should do no less.

A handful of the LaSalle Factors bring questions to mind that are not addressed by the application and submittals to date, but should be considered for this special use permit for the development proposed.

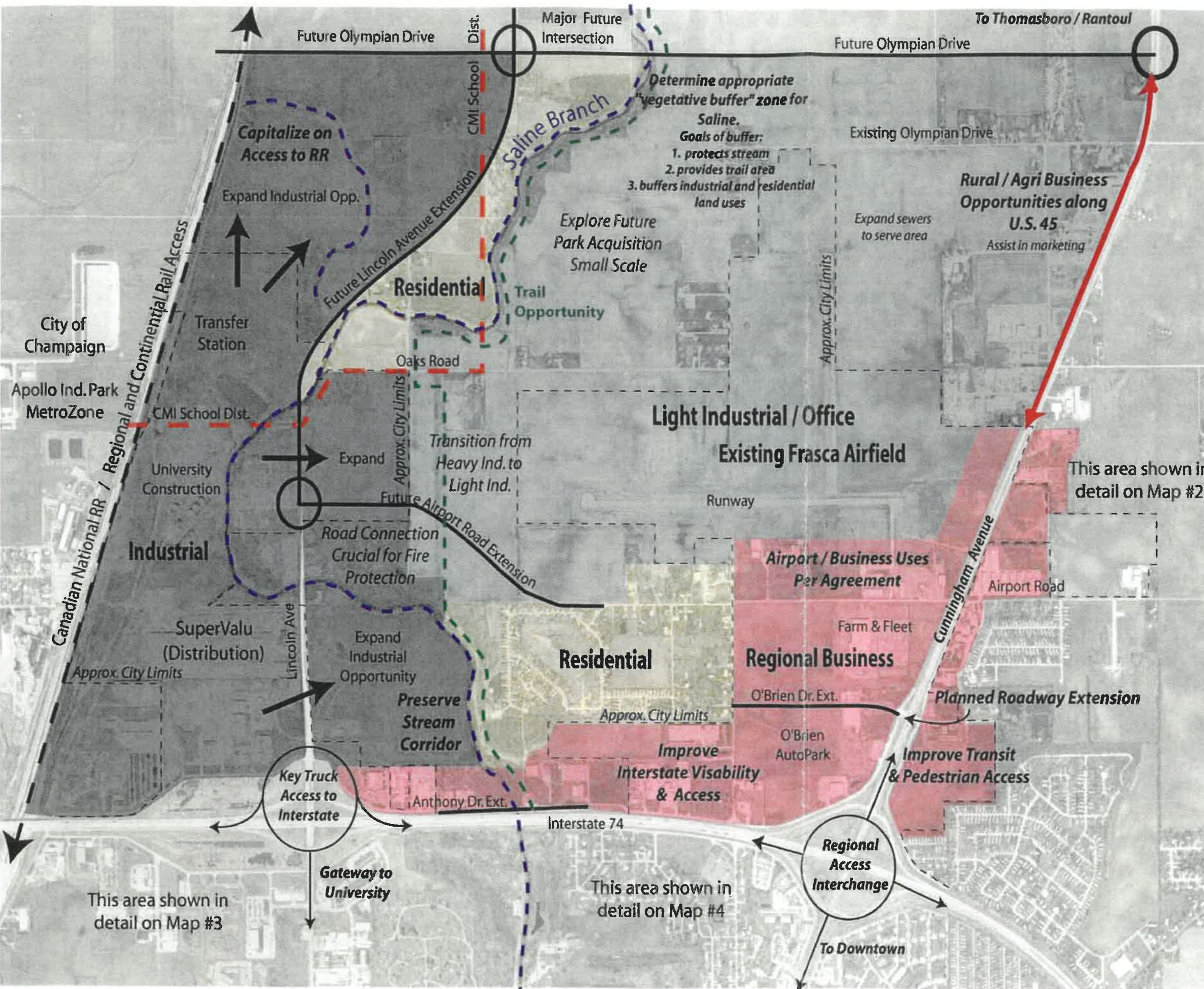
Respectfully Submitted,  
**Berns, Clancy and Associates, P.C.**



Christopher Billing, P.E., Vice President  
Illinois Professional Engineer 40282

# Map #1

## North Lincoln Avenue / North Cunningham Avenue



# ADOPTED

April 11, 2005  
Map Created by City of Urbana  
Community Development Services Dept.

**INSTITUTE  
OF  
TRANSPORTATION ENGINEERS**

# Transportation and Land Development

**Vergil G. Stover**  
*Texas A & M University*

**Frank J. Koepke**  
*The Traffic Institute, Northwestern University*



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**RECEIVED JAN 31 1989**



**TABLE 3-2**  
Summary of Trip-Generation Rates

LAND USE GENERATOR DESCRIPTION & ITE CODE	VEHICLE TRIP RATES IN PEAK HOUR															
	VEHICLE TRIPS PER DAY TO & FROM LAND USE (Rate/Unit as noted)					STATISTICS					VEHICLE TRIP RATES IN PEAK HOUR					
	UNITS	MEAN	MIN	MAX		STD DEV. <sup>a</sup>	MEAN <sup>b</sup>	SAMPLE IN	OBS. IN	AM IN	AM OUT	PM IN	PM OUT	TOTAL IN	TOTAL OUT	PEAK HOUR OF GENERATOR
<b>PORTS &amp; TERMINALS (000)</b>																
Water Ports 010	BOSBER ACRE	171.52	38.60	338.57	112.98	42.70	7	*	*	*	*	*	*	*	*	*
Air Ports 020	CFL/DY	70.85	51.33	78.44	13.59	7.85	3	2.86	1.95	4.81	4.16	4.42	8.58	3.33	3.33	6.66
	FLT/DY	3.05	0.96	31.38	8.83	2.66	11	0.17	0.13	0.30	0.22	0.23	0.45	0.25	0.25	0.50
	EMP	21.45	11.55	284.29	102.29	38.66	7	1.32	1.03	2.35	1.69	1.81	3.50	0.98	0.98	1.96
	ACRE	4.77	0.99	24.89	8.25	2.49	11	0.23	0.18	0.41	0.30	0.31	0.61	0.31	0.31	0.62
Comm Airport 021	CFL/DY	122.21	99.50	138.74	22.55	13.02	3	3.57	2.86	6.43	3.72	3.17	6.89	4.26	4.98	9.24
	FLT/DY	8.34	1.62	122.97	60.71	35.05	3	0.24	0.20	0.44	0.25	0.22	0.47	0.29	0.34	0.63
	EMP	15.39	14.11	22.94	6.25	4.42	2	0.45	0.37	0.82	0.44	0.36	0.80	0.54	0.67	1.21
	ACRE	11.48	9.13	16.22	3.63	2.10	3	0.33	0.27	0.60	0.35	0.30	0.65	0.40	0.47	0.87
Gen Avi Airport 022	FLT/DY	2.50	*	*	NA	NA	*	*	*	0.30	*	*	0.26	*	*	0.39
	EMP	6.50	*	*	NA	NA	*	*	*	0.77	*	*	0.68	*	*	1.02
	ACRE	3.60	*	*	NA	NA	*	*	*	0.43	*	*	0.38	*	*	0.57
Truck Terminals 030	1K SF	9.86	NA	NA	NA	NA	1	0.36	0.54	0.90	0.35	0.47	0.82	0.36	0.54	0.90
	EMP	6.99	4.22	47.29	30.45	21.53	2	0.27	0.39	0.66	0.26	0.29	0.55	0.27	0.39	0.66
	ACRE	81.86	66.20	100.08	23.96	16.94	2	3.12	4.62	7.74	3.05	3.41	6.46	3.12	4.62	7.74
<b>INDUSTRIAL (100)</b>																
Gen Lght Indus 110	1K SF	6.98	1.58	16.88	4.44	1.05	18	0.82	0.13	0.95	0.19	0.69	0.88	0.35	0.66	1.01
	EMP	4.50	1.53	10.42	2.12	0.49	19	0.45	0.07	0.52	0.10	0.37	0.47	0.53	0.08	0.61
	ACRE	76.03	5.21	159.38	43.90	10.07	19	7.51	1.35	8.86	1.80	6.12	7.92	7.63	2.63	10.26
Gen Heavy Indus 120	1K SF	1.50	0.58	1.84	0.69	0.40	3	*	*	0.51	*	*	0.19	*	*	0.69
	EMP	2.05	0.75	11.05	4.99	2.50	4	*	*	0.51	*	*	0.89	*	*	0.89
	ACRE	15.62	1.66	55.13	24.71	12.36	4	*	*	1.98	*	*	2.16	*	*	6.41
Indus Park 130	1K SF	7.00	0.91	36.97	7.71	1.12	47	0.71	0.22	0.93	0.24	0.75	0.99	0.24	0.75	0.99
	EMP	3.59	1.37	8.80	1.92	0.29	45	0.42	0.15	0.57	0.14	0.38	0.52	0.42	0.15	0.57
	ACRE	62.82	13.87	1272.63	209.24	32.68	41	7.79	2.45	10.24	8.26	2.65	10.91	8.26	2.65	10.91
Manufact 140	1K SF	3.85	0.50	52.05	6.90	0.89	60	*	*	0.78	0.43	0.32	0.75	0.52	0.26	0.78
	EMP	2.09	0.60	6.66	1.21	0.16	60	*	*	0.43	0.22	0.17	0.39	0.17	0.29	0.46
	ACRE	38.88	2.54	396.00	69.43	9.28	56	*	*	7.35	4.78	3.50	8.28	6.10	3.05	9.15
Warehouse 150	1K SF	4.88	1.51	17.00	3.76	0.97	15	*	*	0.66	0.62	1.01	1.63	2.19	2.69	4.88
	EMP	3.89	1.47	15.71	3.74	0.97	15	*	*	0.50	0.49	0.79	1.28	0.61	0.76	1.37
	ACRE	56.08	20.23	255.80	59.64	15.94	14	*	*	9.56	7.07	11.70	18.77	9.01	11.01	20.02

RESIDENTIAL (200)																		
S-F Det Hous 210	DU	10.03	4.31	21.90	2.37	0.13	313	0.21	0.54	0.75	0.64	0.36	1.00	0.64	0.36	1.00	0.36	1.00
	ACRE	26.18	1.82	275.19	31.15	2.82	122	0.61	1.50	2.11	1.70	1.03	2.73	1.70	1.03	2.73	1.03	2.73
Urban	DU	11.28						0.24	0.61	0.84	0.72	0.41	1.13	0.72	0.41	1.13	0.41	1.13
	ACRE	29.45						0.69	1.69	2.37	1.91	1.16	3.07	1.91	1.16	3.07	1.16	3.07
Suburban	DU	9.06						0.19	0.49	0.68	0.58	0.33	0.90	0.58	0.33	0.90	0.33	0.90
	ACRE	23.64						0.55	1.35	1.91	1.54	0.93	2.47	1.54	0.93	2.47	0.93	2.47
Rural	DU	9.73						0.20	0.52	0.73	0.62	0.35	0.97	0.62	0.35	0.97	0.35	0.97
	ACRE	25.40						0.59	1.46	2.05	1.65	1.00	2.65	1.65	1.00	2.65	1.00	2.65
Apartment 220	DU	6.11	0.54	12.34	1.92	0.17	122	0.09	0.46	0.55	0.49	0.22	0.71	0.49	0.22	0.71	0.22	0.71
	ACRE	23.79	1.82	361.83	67.98	8.37	66	0.36	0.90	1.26	1.40	0.81	2.21	1.40	0.81	2.21	0.81	2.21
Urban	DU	6.87						0.10	0.52	0.62	0.55	0.25	0.80	0.55	0.25	0.80	0.25	0.80
	ACRE	26.76						0.41	1.01	1.42	1.58	0.91	2.49	1.58	0.91	2.49	0.91	2.49
Suburban	DU	5.52						0.08	0.42	0.50	0.44	0.20	0.64	0.44	0.20	0.64	0.20	0.64
	ACRE	21.48						0.33	0.81	1.14	1.26	0.73	2.00	1.26	0.73	2.00	0.73	2.00
Rural	DU	5.93						0.09	0.45	0.53	0.48	0.21	0.69	0.48	0.21	0.69	0.21	0.69
	ACRE	23.08						0.35	0.87	1.22	1.36	0.79	2.14	1.36	0.79	2.14	0.79	2.14
Condomin 230	DU	5.40	0.57	11.79	2.28	0.31	55	0.07	0.37	0.44	0.36	0.18	0.54	0.36	0.18	0.54	0.18	0.54
	ACRE	68.04	14.81	337.66	74.29	17.04	19	0.76	4.50	5.26	4.41	2.16	6.57	4.41	2.16	6.57	2.16	6.57
Urban	DU	6.08						0.08	0.42	0.50	0.41	0.20	0.61	0.41	0.20	0.61	0.20	0.61
	ACRE	76.55						0.86	5.06	5.92	4.96	2.43	7.39	4.96	2.43	7.39	2.43	7.39
Suburban	DU	4.88						0.06	0.33	0.40	0.33	0.16	0.49	0.33	0.16	0.49	0.16	0.49
	ACRE	61.44						0.69	4.06	4.75	3.98	1.95	5.93	3.98	1.95	5.93	1.95	5.93
Mobile Home 240	DU	4.78	2.29	7.60	1.44	0.28	26	0.05	0.37	0.42	0.38	0.19	0.57	0.38	0.19	0.57	0.19	0.57
	ACRE	39.13	15.86	85.89	17.19	3.19	29	0.59	3.03	3.62	3.10	1.81	4.91	3.10	1.81	4.91	1.81	4.91
Retire Comm 250	DU	3.30	2.80	9.90	NA	NA	3	*	*	0.40	*	*	0.40	*	*	0.40	*	*
	ACRE	7.49	5.23	14.38	2.62	0.70	14	0.13	0.43	0.56	0.46	0.24	0.70	0.46	0.24	0.70	0.24	0.70
Plan Unit Dev 270 (Suburban)	DU	46.78	41.85	50.80	4.24	2.12	4	0.67	2.21	2.88	2.66	1.39	4.05	2.64	1.39	4.05	1.39	4.05
	ACRE	8.70	5.31	9.58	1.58	0.60	7	0.44	0.26	0.70	0.36	0.31	0.67	0.56	0.31	0.67	0.31	0.67
Hotel 310	ROOM	14.34	8.85	24.47	6.13	2.74	5	0.40	0.29	0.69	0.36	0.27	0.63	0.52	0.27	0.63	0.27	0.63
	EMP	1430.19	755.38	1663.55	395.72	197.86	4	7.05	4.90	11.95	47.31	46.42	93.73	65.28	46.42	93.73	46.42	93.73
Urban	ROOM	8.68						0.44	0.26	0.70	0.36	0.31	0.67	0.56	0.31	0.67	0.31	0.67
	EMP	14.31						0.40	0.29	0.69	0.36	0.27	0.63	0.52	0.27	0.63	0.27	0.63
Suburban	ROOM	1427.33						7.04	4.89	11.93	47.22	46.33	93.54	65.15	46.33	93.54	46.33	93.54
	EMP	9.34						0.47	0.28	0.75	0.39	0.33	0.72	0.60	0.33	0.72	0.60	0.38
Motel 320	ROOM	15.39						0.43	0.31	0.74	0.39	0.29	0.68	0.56	0.29	0.68	0.29	0.68
	EMP	1534.59						7.56	5.26	12.82	50.76	49.81	100.57	70.05	49.81	100.57	49.81	100.57
Resort Hotel 330	ROOM	6.13	4.17	10.04	2.54	0.90	8	0.32	0.20	0.52	0.27	0.27	0.54	0.41	0.27	0.54	0.27	0.54
	EMP	12.81	7.20	41.00	10.69	3.38	10	0.51	0.31	0.82	0.30	0.30	0.60	0.69	0.30	0.60	0.30	0.69
Resort Hotel 330	ROOM	18.40	7.11	52.41	14.33	5.07	8	*	*	0.24	*	*	0.50	*	*	0.50	*	*
	EMP	10.27	NA	NA	NA	NA	1	*	*	0.34	*	*	0.73	*	*	0.73	*	*
ACRE	ROOM	237.96	33.42	1811.11	568.51	201.00	8	*	*	16.72	*	*	35.63	*	*	35.63	*	*
	EMP																	



**BERNS, CLANCY AND ASSOCIATES**

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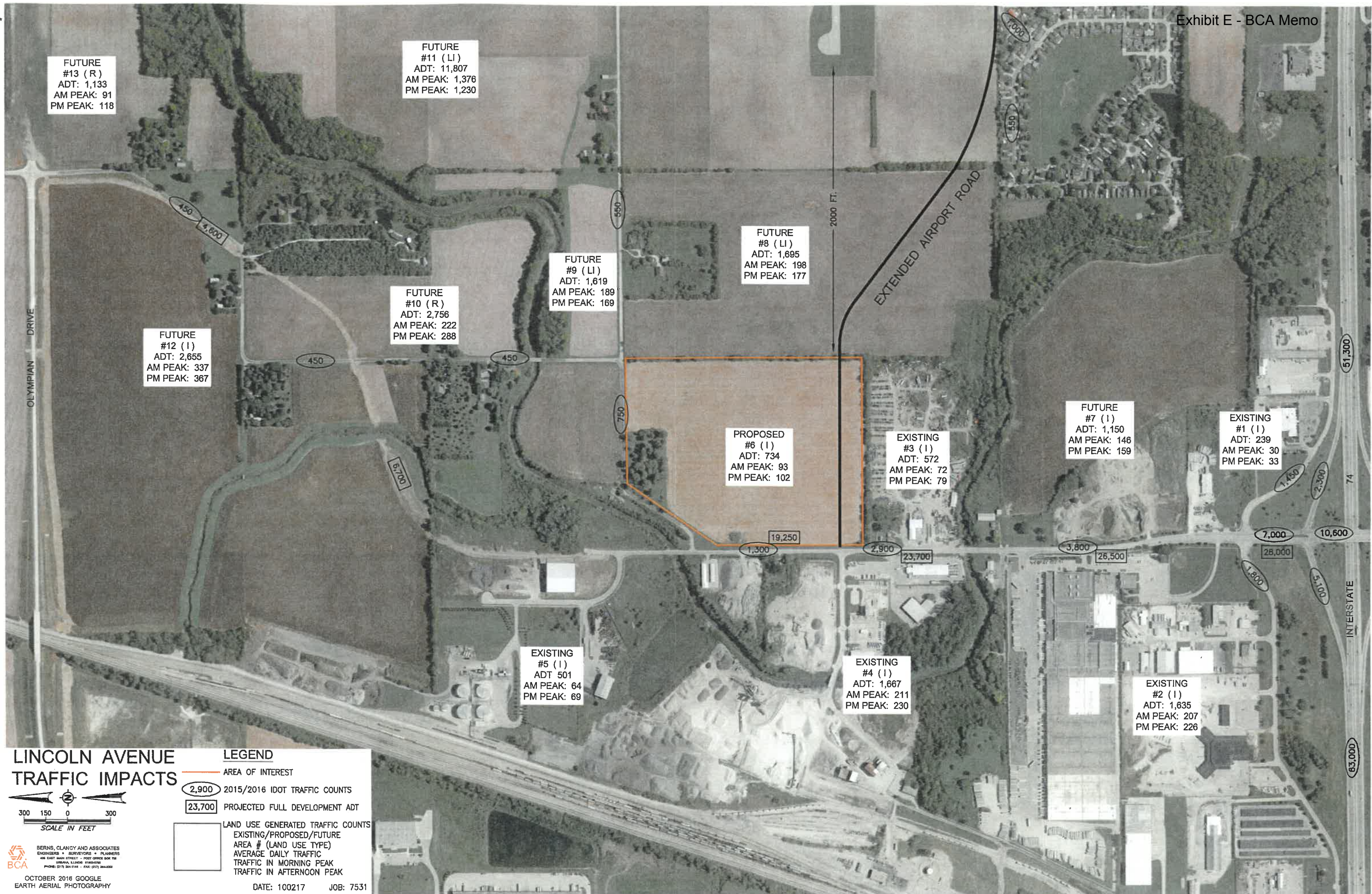
October 5, 2017

MICHAEL BERNS  
 OF COUNSEL

**Lincoln Avenue Traffic Generation  
 Anthony Drive to Olympian Drive  
 Roanoak Special Use Permit  
 City of Urbana, Champaign County, Illinois**

Development Status	Area Designation	Zoning	Acres	Average Daily Traffic (ADT)	AM Peak Traffic	PM Peak Traffic
Existing	1	Industrial	15	239	30	33
	2	Industrial	105	1,635	207	226
	3	Industrial	37	572	72	79
	4	Industrial	107	1,667	211	230
	5	Industrial	32	501	64	69
	Existing Subtotal		295	4,614	585	638
Proposed	6	Industrial	47	734	93	102
Future	7	Industrial	74	1,150	146	159
	8	Light Industrial	22	1,695	198	177
	9	Light Industrial	21	1,619	189	169
	10	Residential	109	2,756	222	288
	11	Light Industrial	155	11,807	1,376	1,230
	12	Industrial	170	2,655	337	367
	13	Residential	45	1,133	91	118
	Future Subtotal		596	22,816	2,558	2,507

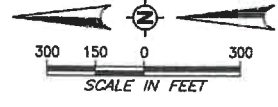
Traffic Generation Rate Source: Stover, Vergil G., and Frank J. Koepke. Institute of Transportation Engineers, Transportation and Land Development, pages 32-33.



# LINCOLN AVENUE TRAFFIC IMPACTS

## LEGEND

- AREA OF INTEREST
- 2,900 2015/2016 IDOT TRAFFIC COUNTS
- 23,700 PROJECTED FULL DEVELOPMENT ADT
- LAND USE GENERATED TRAFFIC COUNTS
- EXISTING/PROPOSED/FUTURE AREA # (LAND USE TYPE)
- AVERAGE DAILY TRAFFIC
- TRAFFIC IN MORNING PEAK
- TRAFFIC IN AFTERNOON PEAK



BERNS, CLANCY AND ASSOCIATES  
ENGINEERS • SURVEYORS • PLANNERS  
400 EAST MAIN STREET • PO BOX 1000  
MILWAUKEE, WISCONSIN 53101  
PHONE: (278) 344-1144 • FAX: (278) 344-0884

OCTOBER 2016 GOOGLE EARTH AERIAL PHOTOGRAPHY

DATE: 100217 JOB: 7531

**WEBBER & THIES, P.C.**  
**ATTORNEYS AT LAW**  
202 LINCOLN SQUARE  
P.O. BOX 189  
URBANA, ILLINOIS 61803-0189

RICHARD L. THIES  
DAVID C. THIES  
JOHN E. THIES  
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MIA O. HERNANDEZ

OF COUNSEL:  
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(1903-1991)  
CRAIG R. WEBBER  
(1936-1998)

(217) 365-5303  
WRITER'S DIRECT LINE

dthies@webberthies.com  
WRITER'S E-MAIL

October 6, 2017

**VIA HAND DELIVERY**

Mr. Charles A. Smyth  
Clerk of the City of Urbana  
400 S. Vine St.  
Urbana, IL 61801

CITY OF URBANA  
RECEIVED

OCT 06 2017

CITY CLERKS OFFICE

**RE: Protest of Application for Special Use Permit  
Urbana Plan Case No. 2313-SU-17**

Dear Mr. Smyth:

We represent Blager Properties, LLC. Please find enclosed for filing a protest signed by a number of owners of real property relating to the above matter. Thank you very much for your attention to this matter.

Respectfully submitted,

WEBBER & THIES, P.C.

By: 

David C. Thies

DCT:ejo  
Encl.

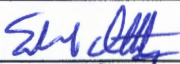
PROTEST

We, the undersigned, owners of properties located within 250 feet (excluding the streets) of the tract commonly known as 3202 N. Lincoln Avenue, Urbana, IL and further described on Exhibit A attached hereto and incorporated herein by reference herein, do hereby petition the City of Urbana to DENY the request for an application for a Special Use Permit as further detailed in Urbana Plan Case No. 2313-SU-17.

	STREET ADDRESS OF PROPERTY OWNED	OWNER'S SIGNATURE	STREET	OWNER'S RESIDENCE CITY	ZIP CODE	COUNTY	STATE
	26.66 ACRES	SHIRLEY C. SQUIRE					
1.	25-15-32-300-015	BY: <i>Shirley C. Squire</i>	P.O.A.	3913 N. LINCOLN AVE.		CHAMPAIGN	IL 61822
2.	67.23 ACRES	SHIRLEY C. SQUIRE					
3.	25-15-32-100-002 1001-1005 Somer Dr.	BY: <i>Shirley C. Squire</i>	P.O.A.	3913 N. LINCOLN AVE		CHAMPAIGN	IL 61822
4.	91-15-31-400-036	<i>Brenda Blager</i> Blager Properties, LLC		1112 Foothill Dr.		Champaign	IL 61821
5.							
6.							
7.							
8.							
9.							
10.							

PROTEST

We, the undersigned, owners of properties located within 250 feet (excluding the streets) of the tract commonly known as 3202 N. Lincoln Avenue, Urbana, IL and further described on Exhibit A attached hereto and incorporated herein by reference herein, do hereby petition the City of Urbana to DENY the request for an application for a Special Use Permit as further detailed in Urbana Plan Case No. 2313-SU-17.

	STREET ADDRESS OF PROPERTY OWNED	OWNER'S SIGNATURE	STREET	OWNER'S RESIDENCE CITY	ZIP CODE	COUNTY	STATE
1.	3402 N. Lincoln Ave.		611 N. Goodwin	Urbana	61801	Champaign	IL
2.		Barber & DeAtley, Inc.					
3.							
4.		Parcel #'s	25-15-32-100-016				
5.			25-15-32-100-017				
6.			91-15-32-300-017				
7.							
8.							
9.							
10.							

PROTEST

We, the undersigned, owners of properties located within 250 feet (excluding the streets) of the tract commonly known as 3202 N. Lincoln Avenue, Urbana, IL and further described on Exhibit A attached hereto and incorporated herein by reference herein, do hereby petition the City of Urbana to DENY the request for an application for a Special Use Permit as further detailed in Urbana Plan Case No. 2313-SU-17.

	STREET ADDRESS OF PROPERTY OWNED	OWNER'S SIGNATURE	STREET	OWNER'S RESIDENCE CITY	ZIP CODE	COUNTY	STATE
1.	1002 SOMER DR	<i>[Signature]</i>		APCON CORP.			
2.	URBANA, IL		10/5/17		PO Box 290		
3.		HUGH W. GALLMAN		MAHOMET IL			
4.		AS AUTHORIZED			61853		
5.		AGENT FOR					
6.		APCON CORP.					
7.							
8.	901 Saline, Urbana	<i>[Signature]</i>		495 Devonshire Dr., Champaign, IL			
9.		MANAGER Shepherd Realty, LLC					61820
10.							

*[Handwritten]*  
 10/5/17  
 1 of 2





## IN-2 – HEAVY INDUSTRIAL ZONING DISTRICT

### ZONING DESCRIPTION SHEET

According to Section IV-2 of the Zoning Ordinance, the purpose and intent of the IN-2 Zoning District is as follows:

“The *IN-2, Heavy Industrial District* is intended to provide land for employment centers for more intensive industrial uses that typically generate heavy demands on the transportation system, including the need for freight rail service. These uses may cause odors, dust, noise, and vibrations and generate significant amounts of truck and freight rail traffic. Land uses in this district should generally be separated from residential districts by land uses permitted in the IN-1 or B-3 zoning districts.”

Following is a list of the Permitted Uses, Special Uses, Planned Unit Development Uses and Conditional Uses in the IN-2 District. Permitted Uses are allowed by right. Special Uses and Planned Unit Development Uses must be approved by the City Council. Conditional Uses must be approved by the Zoning Board of Appeals.

#### PERMITTED USES:

##### **Agriculture**

Agriculture, Cropping  
Farm Chemicals and Fertilizer Sales Including  
Incidental Storage and Mixing of Blending  
Fertilizer

##### **Business - Food Sales and Services**

Wholesale Produce Terminal

##### **Business - Miscellaneous**

Aviation Sales, Service or Storage  
Construction Yard  
Contractor Shop and Show Room (*Carpentry,  
Electrical, Exterminating, Upholstery, Sign Painting,  
and Other Home Improvement Shops*)  
Kennel\*\*\*\*  
Lawn Care and Landscaping Service  
Lumber Yard  
Mail Order Business  
Radio or TV Studio  
Self-Storage Facility  
Shopping Center – Convenience  
Warehouse  
Wholesale Business

##### **Business - Personal Services**

Ambulance Service  
Medical Carrier Service  
Movers

##### **Business - Professional and Financial Services**

Bank/Savings and Loan Association  
Check Cashing Service  
Express Package Delivery Distribution Center  
Professional and Business Office

##### **Business - Retail Trade**

Building Materials Sales (*All Indoor Excluding  
Concrete or Asphalt Mixing*)  
Heat, Ventilating, and Air Conditioning Sales and  
Services  
Photographic Studio and Equipment Sales and  
Service

##### **Business - Transportation**

Motor Bus Station  
Railroad Yard and Freight Terminal  
Taxi Service  
Truck Terminal\*\*\*\*/Truck Wash

##### **Business - Vehicular Sales and Services**

Automobile, Truck, Trailer or Boat Sales or Rental  
Automobile/Truck Repair  
Gasoline Station  
Towing Service  
Truck Rental  
Truck Stop

##### **Public and Quasi-Public**

Electrical Substation  
Municipal or Government Building  
Non-Profit or Governmental, Educational and  
Research Agencies  
Park  
Police or Fire Station  
Principle Use Parking Garage or Lot  
Public Maintenance and Storage Garage  
Utility Provider

**PERMITTED USES Continued:**

**Industrial**

Bookbinding  
 Building Paper, Paper Containers and Similar Products Manufacturing  
 Confectionery Products Manufacturing and Packaging  
 Electrical and Electronic Machinery, Equipment and Supplies Manufacturing  
 Electronics and Related Accessories – Applied Research and Limited Manufacturing  
 Engineering, Laboratory, Scientific and Research Instruments Manufacturing  
 Grain Mill Products Manufacturing and Packaging  
 Household and Office Furniture Manufacturing  
 Jewelry, Costume Jewelry, Novelties, Silverware and Plated Ware Manufacturing and Processing  
 Light Assembly Manufacturing  
 Manufacturing and Processing of Apparel and Related Finished Products Manufacturing  
 Manufacturing and Processing of Athletic Equipment and Related Products  
 Manufacturing and Processing of Plastic Products including Blow-Molding or Injection-Molding  
 Mechanical Measuring and Controlling Instruments Manufacturing  
 Medical Cannabis Cultivation Center  
 Microbrewery  
 Miscellaneous Finished Products Manufacturing Including Home Products, Canvas Products, Decorative Textiles, Luggage, Umbrellas and Similar Products

Motion Picture Production Studio  
 Motor Vehicles Parts and Accessories Manufacturing  
 Musical Instruments and Allied Products Manufacturing  
 Office and Artists Materials Manufacturing (*Except Paints, Inks, Dyes and Similar Products*)  
 Optical Instruments and Lenses Manufacturing  
 Photographic Equipment and Supplies Manufacturing  
 Printing and Publishing Plants for Newspapers, Periodicals, Books, Stationery, and Commercial Printing  
 Signs and Advertising Display Manufacturing  
 Surgical, Medical, Dental and Mortuary Instruments and Supplies Manufacturing  
 Theoretical and Applied Research, Development and Prototype Light Manufacturing of the following: Drugs, Chemicals, Food Products, Rubber and Petroleum Products, Light Fabricated Metal Products, Electrical Products, Physical and Aerospace Sciences, Wood and Wood Products, Non-electrical Machinery, Textiles, Glass Ceramic Products  
 Watches, Clocks and Clockwork Operated Devices Manufacturing  
 Wool, Cotton, Silk and Man-Made Fiber Manufacturing

**SPECIAL USES:**

**Business - Transportation**

Heliport\*\*\*\*

**Business – Vehicular Sales and Service**

Automobile Salvage Yard (*Junkyard*)

**Industrial**

Chemicals and Allied Product Manufacturing  
 Recycling Center  
 All Other Industrial Uses

**Public and Quasi-Public**

Correctional Institution or Facility

**PLANNED UNIT DEVELOPMENT USES:**

**Business - Miscellaneous**

Commercial Planned Unit Development (*See Section XIII-3*)

**Industrial**

Industrial Planned Unit Development

**CONDITIONAL USES:**

**Agriculture**

Artificial Lake of one (1) or more acres  
 Commercial Breeding Facility  
 Farm Equipment Sales and Service  
 Grain Storage Elevator and Bins  
 Livestock Sales Facility and Stockyards  
 Mineral Extraction, Quarrying, Topsoil Removal  
 and Allied Activities\*\*\*\*

**Business - Miscellaneous**

Day Care Facility (*Non-Home Based*)  
 Veterinary Hospital - Large Animal\*\*\*\*  
 Veterinary Hospital - Small Animal\*\*\*\*

**Business - Personal Services**

Dry Cleaning or Laundry Establishment

**Business - Professional and Financial Services**

Vocational, Trade or Business School

**Business - Transportation**

Airport\*\*\*\*  
 Air Freight Terminal

**Business - Vehicular Sales and Services**

Car Wash

**Public and Quasi-Public**

Public or Commercial Sanitary Landfill\*\*\*\*  
 Radio or Television Tower and Station  
 Sewage Treatment Plant or Lagoon\*\*\*\*  
 Water Treatment Plant\*\*\*\*

Table V-1 Notes:

\*\*\*\* See Table VII-1 for Standards for Specific Conditional Uses.

**DEVELOPMENT REGULATIONS IN THE IN-2 DISTRICT**

ZONE	MIN LOT SIZE (square feet)	MIN AVERAGE WIDTH (in feet)	MAX HEIGHT (in feet)	MAX FAR	MIN OSR	MIN FRONT YARD (in feet) <sup>1</sup>	MIN SIDE YARD (in feet) <sup>1</sup>	MIN REAR YARD (in feet) <sup>1</sup>
IN-2	10,000	90	None	1.00	None	25	None	None <sup>18</sup>

FAR = Floor Area Ratio  
 OSR = Open Space Ratio

**Footnote<sup>1</sup>** – See Section VI-5 and Section VIII-4 for further information about required yards.

**Footnote<sup>18</sup>** – In the B-4, B-4E and IN-2 Districts, if the property is adjacent to a residential district, a ten foot rear buffer is required, in accordance with Table VI-3.

For more information on zoning in the City of Urbana call or visit:

**City of Urbana**  
**Community Development Services Department**  
 400 South Vine Street, Urbana, Illinois 61801  
 (217) 384-2440 phone / (217) 384-2367 fax  
[www.urbanaininois.us](http://www.urbanaininois.us)

**Garcia, Kevin**

---

**From:** barberdeatley@aol.com  
**Sent:** Friday, September 15, 2017 4:11 PM  
**To:** Garcia, Kevin  
**Subject:** Re: RE: North Lincoln Ave. Variance

Thank you for the update. Without the specific details of this case, my office - as an adjacent landowner, is supportive of the proposed development.

Robert DeAtley  
Barber & DeAtley, Inc.  
611 N. Goodwin Ave.  
Urbana, IL 61801  
P. (217) 367-5350  
F. (217) 367-9483  
E. [barberdeatley@aol.com](mailto:barberdeatley@aol.com)

In a message dated 9/15/2017 4:08:42 PM Central Standard Time, kjgarcia@urbanaininois.us writes:

Good Afternoon Robert,

I'm writing to let you know that the Special Use Permit case for Roanoke Concrete Products is going to be continued until the October 5<sup>th</sup> Plan Commission meeting. Please let me know if you have any questions.

Thank you,

Kevin

---

**From:** Garcia, Kevin  
**Sent:** Tuesday, September 12, 2017 10:58 AM  
**To:** '[barberdeatley@aol.com](mailto:barberdeatley@aol.com)'  
**Subject:** RE: North Lincoln Ave. Variance

Good Morning Robert,

## Exhibit H - Written Communications

It's no wonder you couldn't find the info on our website, as the packet won't be finalized until Friday. I can send you an email once it's posted, but in any case you will be able to access the Plan Commission packet at the following link by Friday evening: <http://www.urbanaininois.us/node/6173>

Since I have your attention, I can give you a brief background on the case. [Roanoke Concrete Products](#) is interested in purchasing the 47-acre parcel on the east side of Lincoln Avenue across from Somer Drive, just north of Mack's Recycling. Roanoke wants to build a ready-mix concrete and concrete recycling plant on the southernmost 15-20 acres of the property, then sell the remaining land at some point. The property is zoned IN-2, Heavy Industrial. Concrete plants require a Special Use Permit in the IN-2 district, so that is what the applicant is seeking and what the Plan Commission hearing will address.

Please let me know if you have any questions. I will send you an email once more information is available.

Thank you,

Kevin

Kevin Garcia, AICP

Planner II

City of Urbana | Community Development Services

400 S Vine St

Urbana, IL 61801

p: (217) 328-8269

e: [kjgarcia@urbanaininois.us](mailto:kjgarcia@urbanaininois.us)

**From:** [barberdeatley@aol.com](mailto:barberdeatley@aol.com) [<mailto:barberdeatley@aol.com>]

**Sent:** Tuesday, September 12, 2017 8:56 AM

**To:** Garcia, Kevin

**Subject:** North Lincoln Ave. Variance

Kevin,

I noticed the sign indicating a variance had been requested for land on North Lincoln Ave., but was unable to locate the proposed variance / use information on the City website. Can you direct me to the packet? My business owns land north of the site on Old Lincoln Ave. and I wanted to be aware of the proposed use.

Robert DeAtley

Barber & DeAtley, Inc.

611 N. Goodwin Ave.

Urbana, IL 61801

P. (217) 367-5350

F. (217) 367-9483

E. [barberdeatley@aol.com](mailto:barberdeatley@aol.com)

**Garcia, Kevin**

---

**From:** Janet Scharlau <Schar1970@aol.com>  
**Sent:** Monday, October 02, 2017 10:25 AM  
**To:** Garcia, Kevin  
**Subject:** Re: Plan 2313-SU-17

While looking at the conditions of approval I noticed the following statement.

1. Recommend approval of the special use permit with any conditions deemed appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of the Zoning Ordinance

The dust, odor and increased traffic are all detrimental. They are after issues with the increased truck traffic in the area. I am also concerned about the follow through with landscaping and the height allowed of the material to be recycled. Please look at the Cross construction site and the height of the material almost across from this site. That is also true with the shingle recycle site. Additionally look at the appearance of the site across from Super Valu. We are a residential area not only an industrial area. We are also an agricultural area. There needs to be a balance between the proposed uses. We were here first and I don't think many would want this type of industry surrounding their homestead. Would you?

Janet Scharlau

Sent from my iPad

On Oct 2, 2017, at 10:39 AM, Garcia, Kevin <[kjgarcia@urbanaininois.us](mailto:kjgarcia@urbanaininois.us)> wrote:

Good Morning Janet,

I'm writing to let you know that the staff memo for the Special Use Permit request for Roanoke Concrete is now available on our website at <http://www.urbanaininois.us/node/6174>. The memo is titled "Plan Case No. 2313-SU-17 Staff Memo". Alternatively, you can follow [this link](#) to access the memo directly.

You'll notice that in the updated site plan (p.12), the facility is proposed to be further north than I had previously indicated. We asked them to move it north because the southern part of the site is being set aside for a future road to connect Somer Drive to Airport Road. This road has been planned since 1998. In the updated plans, the proposed concrete facility would still get access from Lincoln Avenue, not Oaks Road, and the stand of trees on the northern part of the property would remain untouched.

Please let me know if you have any questions.

Thank you,  
Kevin

Kevin Garcia, AICP  
Planner II  
City of Urbana | Community Development Services  
400 S Vine St

Urbana, IL 61801  
p: (217) 328-8269  
e: [kjgarcia@urbanaininois.us](mailto:kjgarcia@urbanaininois.us)

---

**From:** Garcia, Kevin  
**Sent:** Monday, September 18, 2017 1:19 PM  
**To:** 'schar1970' <[schar1970@aol.com](mailto:schar1970@aol.com)>  
**Subject:** RE: Plan 2313-SU-17

Janet,

That's a good question, as you might think that "heavy industrial" would allow things like concrete plants without additional permission. In our Zoning Ordinance there is a large "Table of Uses" that specifies what uses are allowed "by right", allowed with a Special Use Permit, or allowed with a Conditional Use Permit, in each zoning district. In the event that a certain use (in this case, a concrete plant) is not in the Table of Uses, we find the most similar use in the table and apply its standards. In this case, there aren't any uses that are very similar to a concrete plant, so we fall back on a catch all industrial use called "All Other Industrial Uses", which requires a Special Use Permit.

Kevin

---

**From:** schar1970 [<mailto:schar1970@aol.com>]  
**Sent:** Monday, September 18, 2017 10:06 AM  
**To:** Garcia, Kevin  
**Subject:** RE: Plan 2313-SU-17

We will be out of town on October 5. I would like to know if already zoned heavy industrial why is a special use needed?  
Janet Scharlau

Sent from my Sprint Samsung Galaxy S7.

----- Original message -----

**From:** "Garcia, Kevin" <[kjgarcia@urbanaininois.us](mailto:kjgarcia@urbanaininois.us)>  
**Date:** 9/18/17 9:33 AM (GMT-05:00)  
**To:** "'[schar1970@aol.com](mailto:schar1970@aol.com)'" <[schar1970@aol.com](mailto:schar1970@aol.com)>  
**Subject:** RE: Plan 2313-SU-17

Good Morning Ms. Scharlau,

Since you had written to me regarding the proposed Special Use Permit case for Roanoke Concrete Products, I wanted to let you know that the case will not be heard this Thursday. It is going to be continued to the October 5th Plan Commission meeting at 7:30. Please let me know if you have any questions.



Best wishes,

Kevin

Kevin Garcia, AICP

Planner II

City of Urbana | Community Development Services

400 S Vine St

Urbana, IL 61801

p: (217) 328-8269

e: [kjgarcia@urbanaillinois.us](mailto:kjgarcia@urbanaillinois.us)

---

**From:** Garcia, Kevin  
**Sent:** Friday, September 15, 2017 11:51 AM  
**To:** '[schar1970@aol.com](mailto:schar1970@aol.com)'  
**Subject:** RE: Plan 2313-SU-17

Dear Ms. Scharlau,

Thank you for submitting your comments regarding this case. I will include them in the packet of information for the Plan Commission to consider. To address a couple of your concerns, I can share the following information with you. The applicant does not need the entire 47 acres for their proposed use, but plans to use 10-15 acres on the southern half of the property. They plan to enter and exit the property from of Lincoln Avenue, not Oaks Road. I agree with you that Oaks Road is not designed for heavy truck traffic, and we would not support using Oaks Road for the heavy truck traffic the proposed use would generate. (The City of Urbana has spent considerable money and effort on Olympian Drive and the soon-to-be opened Lincoln Avenue reroute to keep industrial traffic off of roads that are not suited for it.) I have made note of the rest of your concerns and will share them with the Plan Commission at the public hearing for this

## Exhibit H - Written Communications

case, which I encourage you to attend if you are able to. Thank you again for your comments.

Best wishes,

Kevin

Kevin Garcia, AICP

Planner II

City of Urbana | Community Development Services

400 S Vine St

Urbana, IL 61801

p: (217) 328-8269

e: [kjgarcia@urbanaininois.us](mailto:kjgarcia@urbanaininois.us)

**From:** [schar1970@aol.com](mailto:schar1970@aol.com) [<mailto:schar1970@aol.com>]  
**Sent:** Thursday, September 14, 2017 8:44 PM  
**To:** Garcia, Kevin  
**Subject:** Plan 2313-SU-17

Dear Sir: I am writing to protest the issuing of the special use permit for the concrete and recycling center on North Lincoln. The land that this is projected to go on faces Oaks road and that road is not designed for the types of trucks and traffic that you will generate. The big bend in the road is difficult so see around. It also will require the removal of a beautiful stand of trees that have been part of the area for over 10o years. That is sad. I am also very concerned of the noise and the pollution to the air caused by the recycling of the concrete. We already have two concrete plants right across the street, a shingle recycler, and a asphalt plant plus a garbage recycling plant. That all add to our poor air quality and now this plant. That section of land has many acres and wonder if they intend to use it all. I would also be interested where the entrance and exit will be. Our roads just are equipped to handle trucks of this weight . I am also concerned that this type of work starts early in the AM and will be quite a disturbance to the neighbors. . We feel like an area that is getting all the industrial plants and it seems they could be located through out the city. We have enjoyed the beauty of our roads, house, farm, land, air, and it seems that there is no end to the amount of heavy industry coming our way. I would think the plan would balance it out and not have it all within one area.

Exhibit H - Written Communications

Janet Scharlau

Manager of Squire Farms and a resident

3610 N. Lincoln

Urbana, IL 61802

## MINUTES OF A REGULAR MEETING

### URBANA PLAN COMMISSION

**DRAFT**

**DATE:** October 5, 2017

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

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

---

**MEMBERS PRESENT:** Barry Ackerson, Jane Billman, Tyler Fitch, Lew Hopkins, Nancy Esarey Ouedraogo, Christopher Stohr, David Trail

**MEMBERS EXCUSED:** Andrew Fell, Dan Turner

**STAFF PRESENT:** Lorrie Pearson, Planning Manager; Kevin Garcia, Planner II; Christopher Marx, Planner I; Brad Bennett, Assistant City Engineer; Teri Andel, Administrative Assistant II

**OTHERS PRESENT:** Chris Billing, Brenda Blager, David Blager, Mark Blager, Tom Frasca, Hugh Gallivan, Susan Taylor, David Thies, Steve Walker, Amos Yim, Xuezhn Zhao

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### COMMUNICATIONS

- Email from Robert DeAtley in support of Plan Case No. 2313-SU-17
- Email from Janet Scharlau in opposition of Plan Case No. 2313-SU-17
- Summary of Findings from Berns, Clancy and Associates in opposition of Plan Case No. 2313-SU-17

### CONTINUED PUBLIC HEARINGS

**Plan Case No. 2313-SU-17 – A request by Roanoke Concrete Products, Co. for a Special Use Permit to establish a Ready-Mix Concrete Plant and Material Recycling Center at 3202 North Lincoln Avenue in the IN-2, Heavy Industrial Zoning District.**

Chair Fitch re-opened this case on the agenda. Kevin Garcia, Planner II, presented the case to the Plan Commission. He began by stating the purpose for the proposed special use permit request and by giving background information on the subject property. He noted the location, existing land use, zoning and future land use designations of the proposed site as well as for the surrounding adjacent properties. He stated that Exhibit D is a preliminary Site Plan, and the

applicant would need to submit a final site plan before getting approval on any building permits and being able to open the facility. The owner would also need to submit a full landscape plan as well. He reviewed the requirements for a special use permit according to Section VII-4.A of the Urbana Zoning Ordinance. He noted the two communications he received from Janet Scharlau and Robert DeAtley. Lorrie Pearson, Planning Manager, added the communication from Berns, Clancy and Associates. Mr. Garcia stated the options of the Plan Commission and presented City staff's recommendation for approval including the conditions as written in the staff memo.

Chair Fitch asked if any members of the Plan Commission had questions for City staff.

Mr. Hopkins wondered if there was a subdivision request related to the proposed special use permit. Mr. Garcia said no. Mr. Hopkins asked if the special use permit would apply to the Site Plan, the parcel or the use. Mr. Garcia replied that the special use permit would apply to the use. Ms. Pearson added that it would apply to the use and the Site Plan and not to the entire property.

Mr. Trail questioned if the owner wanted to expand beyond the proposed Site Plan, then would the owner need to request an additional special use permit. Mr. Garcia answered that the owner would need to apply for a new special use permit. The City does not allow an expansion of an existing special use permit.

There were no further questions for City staff. Chair Fitch stated the procedures for a public hearing. He opened the hearing for public input.

David Thies approached the Plan Commission to speak in opposition on behalf of Blager Properties and to file protest papers for Apcon Corporation, Shirley Squire, Squire Farms, Robert DeAtley and Shapland Realty. He urged that the special use permit request be denied. He introduced Chris Billing from Berns, Clancy and Associates and asked him to summarize his communication that was handed out prior to the start of the meeting. The communication states that the property is not just an 11-acre tract, but instead is a 47-acre tract that is one of the key potential industrial developments in the City of Urbana. They believe the Plan Commission and City Council should take into consideration the long-term planning that has been done for the entire 47 acres.

Chris Billing approached the Plan Commission to speak in opposition. He talked about his background in civil engineering. He summarized his findings of impacts that would result from the proposed development, which were as follows:

- Significant negative impacts include traffic capacity and safety along Lincoln Avenue
- Piecemeal development of this tract as proposed is detrimental to the public's interest
- The proposed Site Plan does not comply with many of the requirements of the Urbana Subdivision and Land Development Code
- Traffic impact analysis methodology
- Existing Lincoln Avenue conditions
  - Lincoln Avenue serves as main corridor to the industrial area
  - Number of lanes for Lincoln Avenue to Anthony Road, Anthony Drive to Wilbur Road, Wilbur Road to the new alignment point and the new alignment point north to Olympian Drive.

- Traffic analysis
  - Average Daily Traffic (ADT) count
  - Development of 47-acre tract would create an increase in traffic on Lincoln Avenue by 56% (1,300 ADT to 19,250 ADT)
  - Funding of future improvements to Lincoln Avenue from Interstate 74 to Olympian Drive
  - Extension of Airport Road
- Other traffic related issues
  - Excessive driveways along Lincoln Avenue
- Traffic Recommendations
- Impacts to area businesses
  - Impact to Frasca Airport runway
- Site development issues
  - Funding of sanitary sewer service connection
  - Storm water management
- LaSalle Factors

He stated that he believed the 47-acre tract should be developed as industrial use; however, as it is proposed would be very problematic. Many negative impacts would need to be mitigated to make it the development that it should be.

Mr. Thies concluded that they are not anti-development for the subject property. Instead, they are stating that this 47-acre property is a diamond in the rough and to properly plan for it, these potential considerations need to be made with discussion with the developer.

Mr. Hopkins asked Mr. Thies to indicate on the map the parcels of the clients that he was representing. Mr. Thies pointed the properties out. Mr. Hopkins questioned if these property owners/clients have contributed to the upgrading of Lincoln Avenue. Mr. Thies said yes.

Mr. Trail questioned what particular harm his clients fear from the proposed special use. Mr. Thies replied that his clients would endure the consequences of the proposed development such as costs with traffic, sanitary sewer and stormwater issues. They do not have an issue with the particular type of development that was being proposed, but rather the process of developing the 47-acre tract.

Mr. Stohr asked Mr. Billing to expand on why a single access to the subject property would not be desirable for an industrial site. Mr. Billing explained that when the remainder of the tract would be developed, then there would potentially be more driveways. The number of access points onto a major arterial street should be kept to a minimum. CUUATS states that there should be one for every ¼ mile.

Mr. Stohr wondered if the proposed access being opposite another access drive would pose any potential problems. Mr. Billing said yes. The Code says that access drives should be offset by a minimum of 100 feet. He stated that opposite access drives either should align or be offset with enough feet to allow for turning. Larger vehicles need more accommodation.

Ms. Billman asked if an Industrial Park make sense for the proposed area. Mr. Billing said certainly. On the west side of Lincoln Avenue, there are multiple properties that generate their own traffic onto Lincoln Avenue at a controlled location or public intersection. If there are a reasonable number of public streets to access Lincoln Avenue rather than multiple individual access drives, the City could do traffic timing. Otherwise, traffic on Lincoln Avenue will not move and when the extension of Airport Road is constructed, it will cause traffic to use Airport Road, which will not be intended for industrial type of truck traffic.

Mr. Stohr questioned if the alignment for the extension of Airport Road was determined. Brad Bennett, Assistant City Engineer, stated that a preliminary alignment study had been performed for the extension of Airport Road. There will be additional follow up to set where the layout would be exactly. Mr. Stohr asked if the right-of-way for the extension had been purchased yet. Mr. Bennett said that discussion is going on, but no property has been purchased yet.

Tom Frasca approached the Plan Commission to speak. He expressed concern about the impact that the height of the proposed concrete development would have on the end of Frasca Field's runway. Typically, they do not like to see any development occur in their approach zone. If the height of the proposed use does encroach into their approach zone, the Federal Aviation Administration (FAA) will cut their runway in half. With no runway, there will be no airport for Frasca Fields in the City of Urbana.

Mr. Fitch asked if their concern was with the proposed use or with development of the entire tract. Mr. Frasca stated that the subject property is in line with the end of their runway, and Frasca's concern is that any development in line with the end of the runway could negatively impact their business.

Mr. Hopkins commented that while he understands the emotional issue, one cannot expect the subject property to not be developed. It has been zoned Industrial for at least 15 years. He asked if Mr. Frasca knew the height limits that would be allowed without negatively impacting Frasca's runway. Mr. Frasca said yes. He believed that City staff had that information too. He mentioned that he found out about the proposed case through a friend. He was not notified by City staff.

Mr. Trail inquired what the distance was from the proposed development to the runway. Mr. Garcia stated that there was an Airport Road Study performed in 1998 by Hanson Engineering. They did an analysis for runway protection zones, and it was done on the assumption that Frasca's runway would be extended, so the estimates were conservative. The subject property appears to be well outside of those runway protection zones. The centerline of the runway is essentially in line with the northern edge of Somer Drive. Ms. Pearson added that the map on the last page of the communication submitted by Berns, Clancy and Associates indicates the runway to be 2000 feet to the eastern property line of the subject property. Mr. Garcia noted that if this is a concern then the Plan Commission could add a condition that the proposed special use permit must comply with the FAA runway protection zone requirements.

Mr. Trail asked Mr. Frasca if height was the only concern that he had. Mr. Frasca recalled an airplane accident that happened in 2002 where the plane landed right in the middle of the subject property. Safety is their family and business main concern. Although he knows that he cannot

prevent development from happening, he would like to be assured that there would not be a 100-foot tower constructed that would impact his runway.

Mr. Trail questioned if Mr. Frasca had any concerns with dust or smoke issues coming from the subject property. Mr. Frasca said no. Dust and smoke was already created in the area.

With no further questions or concerns from the audience, Chair Fitch closed the public input portion of the hearing. He opened the hearing for Plan Commission discussion and motion(s).

Ms. Pearson commented that the LaSalle criteria was mentioned in the Berns, Clancy and Associates memo; however, the LaSalle criteria only pertains to rezoning requests and does not pertain to this case. The only criteria that the Plan Commission could consider is the three criteria from the Urbana Zoning Ordinance.

She stated the purpose of the IN-2, Heavy Industrial Zoning District. She mentioned some of the uses that would be allowed by right and with approval of a special use permit. The proposed concrete plant use falls under **All Other Industrial Uses** and therefore requires a special use permit. The subject property is currently zoned IN-2 and is consistent with the 2005 Comprehensive Plan future land use designation.

Mr. Bennett mentioned that the City's Engineering Division reviewed the impacts of the proposed use on Lincoln Avenue. They felt there would be enough capacity on Lincoln Avenue to accommodate the proposed use. The Lincoln Avenue extension to Olympian Drive will open on October 31, 2017. The Lincoln Avenue extension was designed as a truck route, so the proposed use would not have a negative impact. It was also designed to be expanded at some point in the future when needed as the area develops.

Regarding driveway access, the City typically does require ¼ mile between each access drive onto arterial streets. On a collector street, such as Lincoln Avenue, because there are existing driveway approaches already, Engineering felt it would be appropriate for the proposed use to have their driveway approach where it is located. However, in the future, if the remainder of the parcel is subdivided, a street may be required. The City would not allow each subdivided parcel to construct access drives directly onto Lincoln Avenue. There is no offset requirement for driveway approaches. Offset requirements only pertain to streets.

Stormwater detention would be addressed with site design at a later date. The property owner would have to comply with the stormwater management regulations that are in the Urbana Subdivision and Land Development Code. He mentioned that the subject property was close to the Saline Drainage Ditch so there would not be an issue with drainage. He also believed that sanitary sewer system already existed in the area. Engineering did not anticipate any utility barriers to the proposed development.

Mr. Ackerson questioned why we are only considering development on 11 acres rather than development for the entire 47 acres. Ms. Pearson replied that the City does not require a property owner to develop their property all at once. One usually purchases a property and develops the portion that they need and as others become interested in developing a portion, the remainder of the property that is undeveloped would then be subdivided, sold and developed.



Ms. Pearson recalled that the petitioner had initially hoped to develop in the bottom corner of the 47 acre parcel. City staff told them that the area was planned for road construction. So, the petitioner decided to develop to the north but found that would be in line with Frasca Field's runway, so they moved the development as far north as practical to still be able to have an access drive onto Lincoln Avenue.

Mr. Stohr asked if Engineering had a chance to review the communication from Berns, Clancy and Associates. Mr. Bennett said no. He received a copy right before the start of the meeting. He briefly scanned it. He noted that their numbers are based on the total build out of the area. Engineering assessment was based on development of the proposed portion of the site. At some point in the future, there will be enough build out that the roads would need to be expanded. It depends on how quickly development would occur as to when that expansion would be needed.

Mr. Hopkins stated that the petitioner located their development in a particular area of the parcel because Planning staff said it would not work where they originally wanted to place it. Planning staff clearly has an unofficial map of right-of-way. So, he sees the proposed development as success. They are not changing the zoning and they know where the alignments are. The City's Mobility Map even shows an arrow that suggests a connector from Airport Road to Oaks Road at approximately the east boundary of the subject parcel. The way the development is laid out keeps that potential right-of-way available.

He understood that this was a great 47-acre plot of land, but he also is looking at what the proposed use is and what uses are located across the street and to the south. If someone comes along and wants to develop a 40-acre parcel, then a concrete recycling plant would not be irreversible. There is no reason to refuse the proposed use. Therefore, he moved to forward Case No. 2313-SU-17 to the Urbana City Council with a recommendation for approval including the four conditions recommended by staff with the additional condition that the FAA guidelines on height limits and airport runway protection zones are met in this proposal. Ms. Billman seconded the motion.

Mr. Hopkins noted that the written staff memo and statement constitute the findings for the motion.

Mr. Trail questioned whether the residential area to the south/southeast were notified of the public hearing. Mr. Garcia said no. City staff is required to notify property owners within 250 feet of the subject property. The residential area was outside the 250 feet area so they were not notified. Mr. Fitch added that there was a legal ad published in the News Gazette and a sign posted onsite. Mr. Trail expressed concern about certain types of industrial uses having impacts outside of the 250 foot area and felt that City staff should consider notify beyond the 250 feet depending on the use. Ms. Pearson stated that City staff needed to abide by the rule for all uses.

Mr. Stohr stated that it might ease some concerns if the petitioner provided a Site Plan for the remainder of the 47-acre parcel to address stormwater retention, access drives, single access road, etc. Mr. Fitch responded that the Plan Commission could not expect the petitioner to change the Site Plan to reflect a futuristic Industrial Park. The Commission should only consider what is before them.

Mr. Ackerson felt it was important to add the condition about the FAA rules.

Roll call on the motion was as follows:

Ms. Billman	-	Yes	Mr. Fitch	-	Yes
Mr. Hopkins	-	Yes	Ms. Ouedraogo	-	Yes
Mr. Stohr	-	Yes	Mr. Trail	-	No
Mr. Ackerson	-	Yes			

The motion passed by a vote of 6 to 1. Mr. Garcia pointed out that this case would be forwarded to City Council on October 16, 2017.

**ORDINANCE NO. 2017-10-059**

**AN ORDINANCE APPROVING A SPECIAL USE PERMIT**

**(3202 North Lincoln Avenue / Roanoke Concrete Products – Plan Case 2313-SU-17)**

**WHEREAS**, Roanoke Concrete Products Co. has petitioned the City for approval of a Special Use Permit to allow a ready-mix concrete plant and materials recycling facility in the IN-2, Heavy Industrial Zoning District; and

**WHEREAS**, the Urbana Zoning Ordinance requires a Special Use Permit for recycling facilities and for “all other industrial uses”, including ready-mix concrete plants, in the IN-2, Heavy Industrial Zoning District; and

**WHEREAS**, the proposed use is conducive to the public convenience at this location; and

**WHEREAS**, the proposed use is designed, located, and proposed to be operated so that it will not be unreasonably injurious, detrimental to its location or the public welfare; and

**WHEREAS**, the proposed development is consistent with the development regulations for properties in the IN-2 Zoning District and preserves the essential character of the district in which it shall be located; and

**WHEREAS**, after due publication. the Urbana Plan Commission held a public hearing on October 5, 2017, and voted with 6 ayes and 1 nay to forward Plan Case 2313-SU-17 to the Urbana City Council with a recommendation to approve the request for a Special use Permit, subject to the conditions specified in Section 1 herein; and

**WHEREAS**, approval of the Special Use Permit, with the conditions set forth below, is consistent with the requirements of Section XIII-1 of the Urbana Zoning Ordinance, Special Use Permit Procedures, and with the general intent of that Section of the Ordinance; and

**NOW, THEREFORE, BE IT ORDAINED** by the City Council of the City of Urbana, as follows:

**Section 1.** A Special Use Permit is hereby approved to allow a ready-mix concrete plant and materials recycling facility in the IN-2, Heavy Industrial Zoning District with the following conditions:

1. The applicant submits final site plans prior to issuance of any site or building permit to ensure that the proposed development will conform to all applicable

development regulations for the City of Urbana, and that such plans are approved by the City prior to development of the site.

2. The applicant submits a landscape plan prior to issuance of any building permit to ensure that proposed landscaping and screening conforms to the City of Urbana Zoning Ordinance standards for screening of industrial storage and required landscape buffers.
3. The development shall be constructed in general conformance with the approved site plans and landscape plan.
4. All required Illinois EPA permits are obtained prior to development of the site.
5. The site plan shall conform to FAA requirements for Runway Protection Zones.

Legal Description:

Beginning at a point 915.18 feet North of the Southwest corner of Section Thirty-Two (32), Township Twenty (20) North, Range Nine (9) East of the Third Principal Meridian and running thence North along the West line of said Section Thirty-two (32) to the center of the wagon road running Southwesterly and Northeasterly across the Northwest corner of the Northwest Quarter (NW 1/4) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32), thence running in a Northeasterly direction along the center line of said wagon road to the North line of the Northwest Quarter (NW 1/4) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32), thence running East along the center line of said Section Thirty-two (32) to the Northeast corner of said Northwest Quarter (NW 1/4) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32) and thence running South along the East line of the West Half (W 1/2) of the Southwest Quarter (SW 1/4) of said Section Thirty-two (32) to a point on said East line 915.18 feet North of the South line of said Section Thirty-two (32), thence running West on a line parallel with the South line of said Section Thirty-two (32) to the point of beginning, EXCEPT that part deeded as Tract #2 in Dedication of Right of Way for Public Road Purposes as Document No. 2001R02916, situated in Champaign County, Illinois. Lot 1 of Ohnstad Commercial Subdivision No. 1, as per plat recorded August 16, 2004 as Document No. 2004R26137, in Champaign County, Illinois.

PIN: 91-15-32-300-002, Address: 3202 North Lincoln Avenue

**Section 2.** The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the City Council. 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 \_\_\_\_\_, 2017.

AYES:

NAYS:

ABSTENTIONS:

\_\_\_\_\_  
Charles A. Smyth, City Clerk

**APPROVED BY THE MAYOR** this \_\_\_\_\_ day of \_\_\_\_\_, 2017.

\_\_\_\_\_  
Diane Wolfe Marlin, Mayor