



## DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

### MEMORANDUM

**TO:** Bruce K. Walden, CAO

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

**DATE:** March 24, 2005

**SUBJECT:** Plan Case No. 1923-CP-05, Request by the Zoning Administrator to consider adoption of the 2005 Urbana Comprehensive Plan.

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### Introduction & Background

Presented to City Council is a proposed ordinance adopting the 2005 Urbana Comprehensive Plan. The plan represents four years of work on the part of staff, the Comprehensive Plan Steering Committee, the Urbana Plan Commission and the public. An extensive public participation program has ensured that residents have been given opportunity to review and comment on the progress along the way and that the steering committee and Plan Commission has had the opportunity to consider these comments.

The final draft plan has been under consideration for the past several months. The following offers a summary of the final draft plan's road to adoption.

#### **November 2004; Initial Draft Plan**

In November staff released a first draft of the 2005 Urbana Comprehensive Plan. It was the intent to produce only a first and final draft of the plan. This draft was presented to the Urbana Comprehensive Plan Steering Committee in December and January for their review and discussion.

#### **January Study Sessions**

On January 6, 2005 and January 10, 2005 the draft plan was presented to the Urbana Plan Commission and Urbana City Council respectively as a study session item. These study sessions afforded the opportunity for the Plan Commission and City Council to learn the basics of the plan and discuss any issues.

#### **February 8, 2005; Public Open House**

The first draft was presented in a public open house at the Urbana Civic Center. The public was given the opportunity to review the final results and offer any additional comments pertaining to the draft.

**February 14, 2005; Final Draft Plan Distributed**

Final comments gathered from the public, the Steering Committee, the Plan Commission and City Council were compiled into a final draft document which is now proposed for adoption. The final draft plan was distributed to the Urbana City Council on February 14, 2005. This is the document City Council members should refer to when considering this ordinance.

**February 17, 2005; Final Comprehensive Plan Steering Committee Meeting**

The Comprehensive Plan Steering Committee unanimously voted to recommend approval of the plan to the Urbana Plan Commission and City Council. This was the final meeting of the Steering Committee.

**March 10, 2005; Plan Commission Public Hearing**

On March 10<sup>th</sup> the Plan Commission began the official public hearing for Plan Case 1923-CP-05. The Commission primarily took testimony on this night and continued the public hearing to a special meeting on March 17, 2005. The majority of the public testimony focused on two topic areas including unincorporated northeast Champaign County and Orchard Downs.

**March 17, 2005; Continued Plan Commission Public Hearing**

At this meeting the Plan Commission took any additional testimony and then discussed the proposal. The Commission ultimately voted unanimously (7-0) to approve the proposal with modifications that are explained further in this memorandum.

For more detailed information on the background of the 2005 Urbana Comprehensive Plan process and formulation please consult the staff memorandums to the Urbana Plan Commission dated March 4, 2005 and March 15, 2005. Also attached to this memorandum are the Plan Commission minutes from these meetings.

**Discussion**

**Plan Commission Public Hearing**

The public hearings at the Plan Commission focused on primarily two areas; unincorporated northeast Champaign County and Orchard Downs. The Plan Commission recommended specific changes to the draft plan to address these areas. A detailed strike-through and underline analysis of the proposed changes is attached to this memorandum.

*Northeast unincorporated Champaign County*

Residents of the High Cross Road corridor north of Interstate 74 have participated in the planning process from the very beginning. Their comments have been consistent throughout the planning process in that they are concerned about any increased development on the corridor north of the interstate and they are concerned about proposals to complete the University Avenue / Interstate 74 interchange to serve High Cross Road. The plan recognizes the desire to protect the “rural residential” character of the northeast area and does not propose any type of development more intense than very low density residential. This represents a reduction in planned intensity from the current Comprehensive Plan where standard density residential development was proposed. The

1993 Extraterritorial Jurisdictional Area Plan specifically identifies the completion of the University Avenue / Interstate 74 interchange by illustrating a dashed line on the future roadway map. The first draft of the 2005 Comprehensive Plan continued to identify this roadway connection as identified in current plans. The plan is also clear to identify that the intent of this connection is to serve planned development on High Cross Road *south* of the interstate. Some residents have advocated for alternatives to completing the University Avenue interchange including a new interchange at either Cottonwood Road or 1800 East.

The overall concern for completing the University Avenue interchange is that it would lead to additional traffic on High Cross north of the interstate and that this traffic would have a negative impact to natural features in the area. Similar natural features along north Cottonwood Road lead to the same concern thus suggesting consideration for a new interchange at 1800 East. Staff has argued over the past few years that promoting a new interchange at either Cottonwood or 1800 East instead of completing the current interchange at University Avenue could lead to development pressure further east than planned for and would be inconsistent with the overall goal of the plan to promote compact and contiguous development.

The Urbana Plan Commission discussed the issue and recommended that the plan indicate that all three locations should be considered together as alternatives when considering improved connections to Interstate 74. The Commission also recommended that the plan not pre-determine the need for the connection and indicate that further study is needed. This study should include all three locations in order to best determine the need. Although the Mobility Map illustrates a similar symbol at all three locations, this does not suggest three interchanges are necessary or desired. It simply suggests that they should all be reviewed together to determine an optimal location.

Discussing High Cross Road and the University Avenue interchange has consistently led to comments about any plans for a “ring road” or “beltway”. The 2005 Urbana Comprehensive Plan does not make any reference to this type of roadway improvement in either the goals and objectives or the maps. The plan does indicate that there is currently underway a study for the IL130/High Cross Road corridor. This study is expected to be completed later this year and will give more detail and analysis about what, if any, improvements are needed to the corridor in the very long term. The 2005 Comprehensive Plan will guide this process and the final plan will be considered by the City Council.

#### ***Orchard Downs***

The majority of the Plan Commission public hearing on March 10, 2005 was spent receiving input on the future of Orchard Downs. Recent market reports commissioned by the University of Illinois has generated concern in the neighborhood regarding potential future commercial uses for the site. Prior to the public hearing a flyer was distributed to neighbors by a resident that the Plan Commission would be considering the “redevelopment plans” for Orchard Downs. The Comprehensive Plan does not illustrate specific redevelopment plans but rather identifies the need for the City and the University to cooperatively master plan the site. The Plan Commission recommended additional language that requires master planning to consider the character of the surrounding

neighborhoods, open space and natural amenities.

### **Following Adoption**

Once adopted the 2005 Urbana Comprehensive Plan will become the guiding document for growth and development in the city and ETJ. The plan will replace the 1982 plan and its subsequent amendments with the exception of the 2002 Downtown Strategic Plan. This plan will be incorporated into the new Comprehensive Plan. It is the intent to make the plan user-friendly in a variety of mediums but primarily electronic format. While print copies will still be available, it is the intent to organize the plan, background reports, and related city plans in electronic format so they can be better used to reference goals and monitor progress. Finally the plan proposes updates every 3-5 years to remain a relevant planning tool.

### **Summary of Findings**

On March 17, 2005 the Urbana Plan Commission recommended approval of the plan with the following findings of fact:

1. Illinois State Statutes (ILCS 65) give municipalities the ability to create Comprehensive Plans and maps for the purpose of planning for the growth of the community.
2. The City of Urbana first adopted a Comprehensive Plan in 1950 and have adopted updates to the Comprehensive Plan in 1968, 1973 and lastly in 1982 under Council Ordinance No. 8283-17.
3. There have been subsequent amendments to the 1982 Comprehensive Plan including the 1993 Extraterritorial Jurisdictional Area Plan (ETJ).
4. The current 1982 Comprehensive Plan and subsequent amendments are no longer adequate to address issues of planning, growth, and development for the City of Urbana and the one-and-one-half mile extraterritorial jurisdictional area.
5. In December 2000, the Mayor of Urbana appointed a Comprehensive Plan Steering Committee for the purpose of overseeing the creation of a new Comprehensive Plan.
6. Under the guidance of the Comprehensive Plan Steering Committee, staff of the City of Urbana Community Development Services Department has assembled a plan that better address the issues of planning in Urbana and the one-and-one-half mile area beyond the city limits.
7. The creation of the 2005 Comprehensive Plan has included numerous opportunities for public input and comment including community visioning workshops, focus groups, door-to-door surveys and open houses.
8. The vision, goals, objectives, maps and implementation strategies identified in the draft 2005 Urbana Comprehensive Plan address planning issues within the community and will be used by the Urbana Plan Commission and Urbana City Council when making decisions on these issues.

## Options

The Urbana City Council has the following options regarding Plan Case No. 1923-CP-05:

1. The Urbana City Council may approve the request by the Zoning Administrator to adopt the proposed 2005 Urbana Comprehensive Plan as presented by staff with the conditions recommended by the Urbana Plan Commission; or
2. The Urbana City Council may approve the request by the Zoning Administrator to adopt the proposed 2005 Urbana Comprehensive Plan as presented by staff with modifications; or
3. The Urbana City Council may deny the request by the Zoning Administrator to adopt the proposed 2005 Urbana Comprehensive Plan.

## Recommendation

Following a public hearing, the Urbana Plan Commission voted 7-0 to recommend approval of the request by the Urbana Zoning Administrator in **PLAN CASE NO. 1923-CP-05** to adopt the 2005 Urbana Comprehensive Plan. The recommendation was made with specific revisions to the final draft document (attached to this memorandum). This recommendation was made based on the summary of findings presented herein. Staff concurs with this recommendation.

Attachments:

Proposed Ordinance  
Recommended changes to the plan from the Urbana Plan Commission  
Proposed revised Mobility Map

Prepared By:

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Rob Kowalski, AICP  
Planning Manager

A complete copy of the Urbana Comprehensive Plan can be reviewed at the following locations:

City of Urbana  
Community Development Services Dept.  
400 South Vine Street, Urbana

Urbana Free Library  
201 South Race Street  
Urbana

Electronically at [www.city.urbana.il.us](http://www.city.urbana.il.us)

ORDINANCE NO. 2005-03-050

AN ORDINANCE ADOPTING THE 2005 COMPREHENSIVE PLAN OF THE CITY OF URBANA,  
ILLINOIS

(Plan Case 1923-CP-05)

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

WHEREAS, the 1982 Comprehensive Plan contained goals, objectives, policies, and other recommendations pertaining to land uses, housing, neighborhoods and public infrastructure in the community; and

WHEREAS, since 1982 various amendments to the Comprehensive Plan have been adopted including the 1993 Extraterritorial Jurisdictional Area Plan and other neighborhood plans; and

WHEREAS, changes in various circumstances since the 1982 Comprehensive Plan was adopted have indicated a need for a new new Comprehensive Plan to address problems and issues facing Urbana; and

WHEREAS, in December of 2000 the Mayor of the City of Urbana appointed a 15-member steering committee to oversee the development of a new Comprehensive Plan; and

WHEREAS, since December 2000 the Comprehensive Plan Steering Committee has consistently convened to review progress of the plan's development and to provide comment and discussion regarding the plan's issues; and

WHEREAS, the planning process for the 2005 Urbana Comprehensive Plan has included a significant public participation program which has included neighborhood visioning workshops, resident surveys, focus groups and open houses resulting in approximately 1,200 residents commenting on the plan elements; and

WHEREAS, the 2005 Urbana Comprehensive Plan contains an Introduction, Vision, Community Profile, Trends and Issues Analysis, Goals and Objectives, Future Land Use Descriptions, Future Land Use Maps, and an Implementation Program all intended to set new policy and mapping direction for the future planning, growth and development of the City of Urbana as well as the extraterritorial jurisdictional area; and

WHEREAS, after due publication and proper legal notification of a public hearing on March 10, 2005 and March 17, 2005, the Urbana Plan Commission in Plan Case 1923-CP-05 has unanimously recommended the adoption of the 2005 Urbana Comprehensive Plan to the Urbana City Council; and

WHEREAS, the City Council finds that it is in the public interest to adopt the 2005 Urbana Comprehensive Plan; and

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

Section 1. The attached document, entitled 2005 Urbana Comprehensive Plan, as Exhibit "A" and incorporated herein by reference is hereby adopted as the official Comprehensive Plan of the City of Urbana and shall replace the existing 1982 Comprehensive Plan and all amendments to said plan with the exception of the 2002 Strategic Plan which shall remain an element of the 2005 Urbana Comprehensive Plan, Illinois.

Section 2. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities. This Ordinance shall be in full force and effect from and after its passage and publication in accordance with the terms of

Chapter 65, Section 1-2-4 of the Illinois Compiled Statutes (65 ILCS 5/1-2-4).

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

AYES:

NAYS:

ABSTAINS:

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

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

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

# **ATTACHMENT**

## **2005 Urbana Comprehensive Plan** **Plan Commission Action** **March 17, 2005**

On March 17, 2005 the Urbana Plan Commission voted unanimously (7-0) to recommend approval of the 2005 Urbana Comprehensive Plan dated *Final Draft Plan March 2005* to the Urbana City Council with the following revisions:

### **Page 26. Trend #3, Second “Issue” Bullet**

~~The University Avenue / Interstate 74 interchange access as Urbana grows to the east and south. does not allow for complete access to intersecting roadways and for convenient access to High Cross Road south of the interstate.~~

### **Page 75. Future Land Use Map #2**

Change language pertaining to interchange access as follows:

Improve interstate interchange access at High Cross Road, Cottonwood Road or 1800E to serve ~~High Cross Road~~ growth south of the interstate. Future study will determine appropriate location. ~~Consider rural boulevard design.~~

### **Page 85. Future Land Use Map #12**

Replace annotated language pertaining to Orchard Downs with the following:

*Coordinate with the University on Long Range Master Planning for the Orchard Downs Tracts as a Planned Development. Master Planning should address the following:*

- *Relationship and compatibility of new development to surrounding areas*
- *A mix of residential densities that include both single-family and multi-family*
- *The scale and extent of potential supporting neighborhood businesses*
- *Provisions for community open space and links to open space amenities*

**Page 98. Implementation Program Item**

*Coordinate with the University ~~to develop~~ redevelopment site plans for the Orchard Downs and Pomology tracts that are consistent with the Future Land Use Maps and achieve the goal of providing taxable development in the City of Urbana while complementing the character of surrounding areas.*

**Page 102. Implementation Strategy, Fourth strategy listed.**

Study ~~future~~ potential roadway ~~extensions~~ projects identified on the Mobility Map to determine ~~optimal~~ design, location and function.

**Page 105. Implementation Strategy, Second strategy listed.**

Support and ~~implement~~ the goals and objectives of the Long Range Transportation Plan developed by CUUATS ~~as it pertains to the City of Urbana~~ when evaluating transportation projects.

**Page 108. Appendix E: Mobility Map text. First paragraph, fifth sentence.**

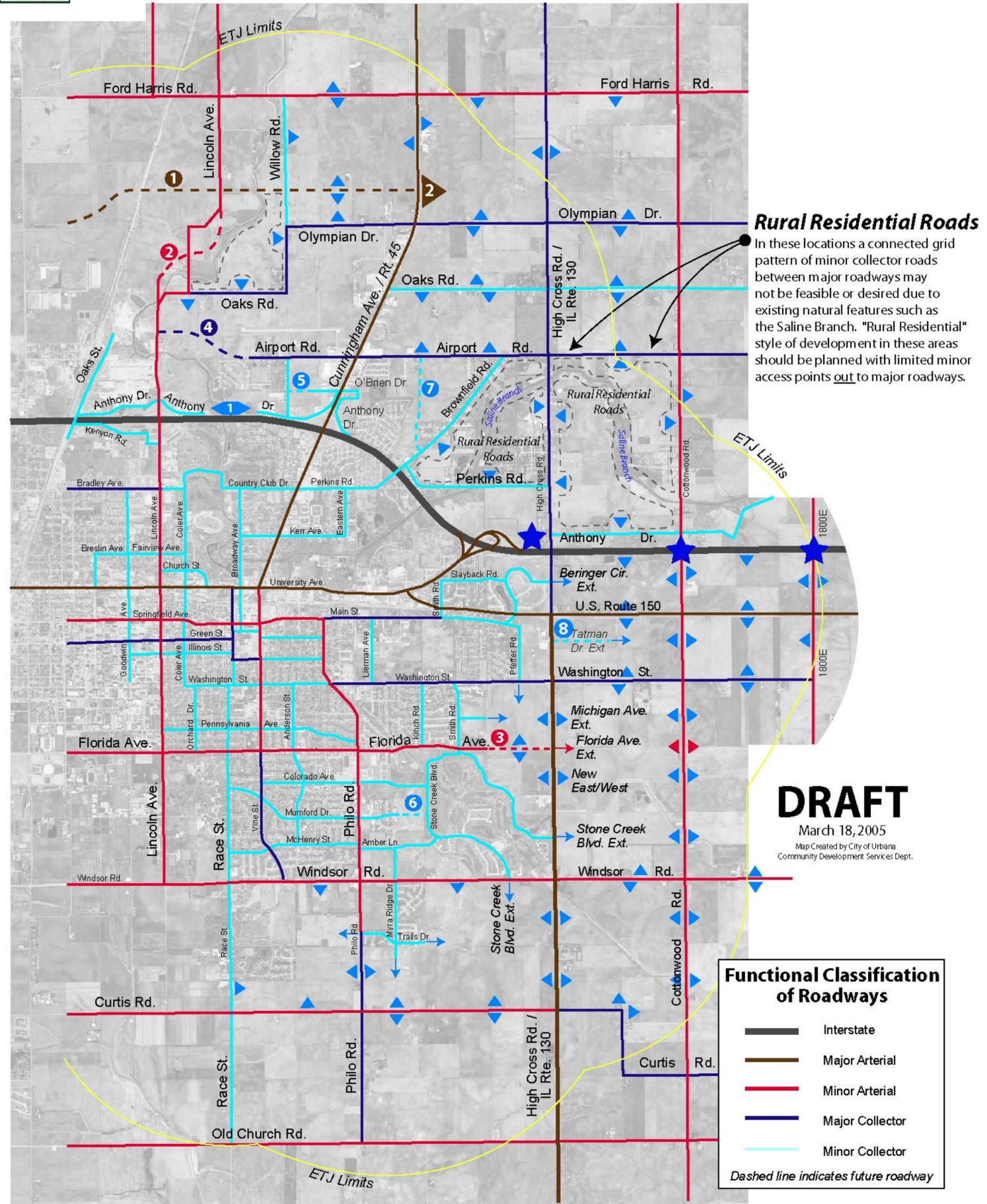
Future roadway ~~extensions are considered necessary~~ projects to ensure a connected transportation network ~~though~~ require additional study to determine ~~optimal~~ design, location and function.

**Appendix E: Mobility Map**

Revise the Mobility Map to generally illustrate the following points. See attached copy of revised map.

- Reword language in the middle text box on the bottom of the map and say “Potential Projects” instead of “Future Roadway Extensions”. Reword the description beneath this title to read as follows ; “Projects identified as needing additional study to determine design, location, and function.”
- Change the symbol for the potential extension of Olympian Drive from Cunningham Avenue to High Cross Road to a brown triangle. Revise the stated intention for this symbol in the middle legend to read as follows: “Olympian Drive termination at U.S. Route 45 or continuation to High Cross Road”.
- Remove the brown symbol for the University Avenue/I-74 interchange area and illustrate three new symbols (shown as blue stars) for interstate interchange alternatives at University Avenue/High Cross Road, Cottonwood Road, and 1800E. Revise the

explanation of these symbols in the middle legend box to read as follows: “*Interstate 74 interchange alternatives when needed as Urbana grows east. High Cross Road, Cottonwood Road, 1800E.*” Also include with this explanation the following text: “*Consideration of interchange alternatives to include: Rural Residential development area, ecological areas, horizontal and vertical alignments of intersecting roads and desired land use patterns*”.



**Planned Roadway Extensions**  
Connections have been determined and planned for accordingly.

- 1 Olympian Drive relocation and extension west from U.S. Route 45
- 2 Lincoln Avenue re-aligned north between Oaks Road and Olympian Drive
- 3 Florida Avenue extended to east to High Cross Road
- 4 Airport Road extended to Lincoln Avenue
- 5 O'Brien Drive extended to Willow Road
- 6 Mumford Drive extended to Stone Creek Boulevard
- 7 North/South Collector between Brownfield Road and Airport Road
- 8 Tatman Drive extended east from High Cross Road

**Potential Projects**  
Projects identified as needing additional study to determine design, location, and function.

- 1 Anthony Drive connection between Lincoln Avenue and Willow Road
  - 2 Olympian Drive termination at U.S. Route 45 or continuation to High Cross Road
  - ★ Interstate 74 interchange alternatives when needed as Urbana grows east. High Cross Road, Cottonwood Road, 1800E.
- Consideration of interchange alternatives to include:
- \* Rural Residential Development Area
  - \* Ecological Areas
  - \* Horizontal and vertical alignments of intersecting roads
  - \* Desired land use patterns

**Extending the Grid System**

Extending a consistent system of collector and arterial roadways is critical to ensure adequate facilities are constructed in tandem with development. The map indicates general locations where the system shall be extended. The map identifies two different types of grid extension symbols:

- ▲ **Direction and approximate location.**  
The exact location of roadways and/or right-of-way dedication shall be determined depending on factors including (but not limited to) proposed development plans, natural features and safety needs.
- ↑ **Pre-determined location for extension**  
The desired location of roadways and/or right-of-way dedication is known though further study is required to determine the final design.

*Note: Colors indicate classification*