



**DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES**

*Planning Division*

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

**TO:** The Urbana Plan Commission

**FROM:** Lisa Karcher, AICP, Planner II

**DATE:** January 15, 2009

**SUBJECT:** Draft Champaign County Land Resource Management Plan

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**Introduction**

A draft Land Resource Management Plan (LRMP) for Champaign County has been prepared by the Champaign County Regional Planning Commission (CCRPC). The Plan is intended to constitute a land use and development policy framework for the County and will be used to guide land use related decisions. The draft plan has been approved for public review by the County Board's Environment and Land Use Committee (ELUC). The public review and comment period for the County's draft LRMP is from January 11 through February 9, 2010. A digital version of the Plan is being provided to Plan Commissioners and Councilmembers in CD format due to the length of the document. Paper copies of the plan can be provided at Commission member's request. The Plan may also be downloaded from the following website, or paper copies purchased directly from the CCRPC:

<http://www.ccrpc.org/planning/planningservices/lrmpcc/documents.php>

The LRMP planning area generally covers the rural unincorporated lands in Champaign County, but also includes some areas within the City's one-and-one-half mile extra-territorial jurisdiction (ETJ) that do not have near-term sanitary sewer service. The Plan identifies land use policies that could have implications for property within Urbana's ETJ. Since the LRMP impacts the City's ETJ, staff is presenting the draft LRMP to the Plan Commission and City Council for review. Although formal action is not required, comments will be forwarded to CCRPC staff within the specified public review and comment period. Susan Chavarria, a CCRPC staff member and the LRMP Project Manager, will make a presentation on the LRMP at the January 21<sup>st</sup> Plan Commission Meeting and the January 25<sup>th</sup> City Council Meeting. A letter from Susan Chavarria, concerning the LRMP is attached as Exhibit A.

## Background

Currently, the County has a set of *Land Use and Regulatory Policies* (LURP) dated 2001 that guide the regulation of land use in the County. The 2001 LURP is used by the County for discretionary approvals under the County Zoning Ordinance such as zoning map amendments. Prior to the adoption of these policies, the *Champaign County Land Use Goals and Policies* adopted by the County Board in 1977 guided land use decisions such as map amendments.

Champaign County has not had a modern comprehensive plan since the early 1970's. A *Preliminary Statement of Areawide Goals and Objectives* was produced and adopted by the CCRPC in 1972. This document covered a full range of planning concerns in the County. In 1973 the CCRPC adopted a Comprehensive Plan for the County that included a revised policy statement and five elements that addressed open space, water/sewer/drainage, housing, human resources and land use. This plan was presented to the County Board for adoption, but was not adopted. A complete history of land use planning for Champaign County is outlined in Chapter 1 of the LRMP.

As cited in the draft LRMP, a number of entities in Champaign County have expressed a need or desire for a regional or county-wide comprehensive land use plan. The City of Urbana itself has long encouraged the development of a comprehensive land use plan for Champaign County to help guide land use and zoning decisions outside the municipal planning limits.

In June of 2007 the County Board adopted a resolution supporting the development of a county-wide LRMP and asserting that the Plan will serve as an important source of guidance to the County in making land use related decisions. Illinois Statute 50 ILCS 805, known as the Local Land Resource Management Planning Act, gives authority to counties and municipalities to adopt a local land resource management plan and to adopt ordinances to implement the Plan. The Act defines a local land resource management plan as “a map of existing and generalized proposed land use and a policy statement in the form of words, numbers, illustrations, or other symbols of communication” adopted by the County.

Under State law (65 ILCS 5/11-12-5), municipal comprehensive plans adopted pursuant to State law are made applicable to land situated within the municipalities ETJ. Urbana's current Comprehensive Plan was adopted in 2005 and addresses land use within the City's ETJ. In addition eleven other municipalities in Champaign County have adopted comprehensive land use plans. It is stated in the LRMP that under state law (55 ILCS 5/5-14) a County's planning jurisdiction extends to all unincorporated areas of the County, including areas situated within the ETJ of municipalities with an adopted comprehensive plan. This creates an area of overlapping planning jurisdiction within Urbana's ETJ. It is important to note that LRMP's are meant to be collaborative documents and not intended to establish overlapping, competing or contradicting land use policies and designations.

The CCRPC is responsible for completing the LRMP and overseeing the LRMP process. Work began on the Plan in mid 2007. An 18 person steering committee, committee chair and vice-chair were appointed by the County Board to supervise the completion of the Plan. Plan Commissioner Marilyn Upah-Bant has served on the Steering Committee as a representative for

Urbana. CCRPC staff, County Planning and Zoning staff as well as the Steering Committee have worked diligently over the past 2½ years to create the draft LRMP. As noted by Ms. Chavarria in her attached letter, the Steering Committee has met over 30 times.

Throughout the process of working with the Steering Committee to create the LRMP, CCRPC staff also consulted with the CCRPC Technical Committee. The Technical Committee is a standing committee who has been charged by the CCRPC Board to review items of planning relevance and provide input and guidance. The Technical Committee is comprised of representatives from CCRPC member agencies and the majority of Committee members are planning professionals. Since CCRPC member agencies include the City of Champaign, City of Urbana, Village of Mahomet, Village of Rantoul and the Village of Savoy, the Technical Committee has provided on-going municipal input on the LRMP.

Input on the LRMP has also been sought through interviews with representatives of townships and municipalities, public workshops and a project webpage. Upon completion of review of each component of the LRMP by the Steering Committee, CCRPC held study sessions with ELUC and the County Board.

## **Discussion**

### **Outline of the Land Resource Management Plan**

There are four main components to the LRMP: Existing Conditions and Trends; Goals, Objectives and Policies; Future Land Use; and Implementation Strategy. The Existing Conditions and Trends Report section consists of Chapters 1-13 and is a compilation of information that forms the basis for the remainder of the Plan. This section reviews existing conditions for such topics as land use planning, relevant plans and policies, planning area criteria, regional data, demographic data, socioeconomic data, public water and sanitary sewer, private wells and wastewater disposal, energy distribution systems, public facilities and services, parks, recreational resources, cultural resources, transportation, natural resources, agricultural infrastructure, land cover and generalized land use. Chapter 13, the final chapter of this component, identifies key existing conditions and trends and summarizes issues that the LRMP will address.

The second component of the LRMP is Goals, Objectives and Policies. As stated in the Plan, this section “details the County’s land use and resource management aspirations and outlines how they can be achieved”. Ten goals, 42 objectives and 99 policies intended to manage County resources are identified. Following is the purpose statement for this section as well as a copy of a table from the LRMP that defines the 10 identified goals of the Plan:

“It is the purpose of this plan to encourage municipalities and the County to protect the land, air, water, natural resources and environment of the County and to encourage the use of such resources in a manner which is socially and economically desirable. The Goals, Objectives and Policies necessary to achieve this purpose are as follows:”

## LRMP Goals

<b>1</b>	<b>Planning and Public Involvement</b>	Champaign County will attain a system of land resource management planning built on broad public involvement that supports effective decision making by the County.
<b>2</b>	<b>Governmental Coordination</b>	Champaign County will collaboratively formulate land resource and development policy with other units of government in areas of overlapping land use planning jurisdiction.
<b>3</b>	<b>Prosperity</b>	Champaign County will encourage economic growth and development to ensure prosperity for its residents and the region.
<b>4</b>	<b>Agriculture</b>	Champaign County will protect the long term viability of agriculture in Champaign County and its land resource base.
<b>5</b>	<b>Urban Land Use</b>	Champaign County will encourage <i>urban development</i> that is compact and contiguous to existing cities, villages, and existing unincorporated settlements.
<b>6</b>	<b>Public Health and Public Safety</b>	Champaign County will ensure protection of the public health and public safety in land resource management decisions.
<b>7</b>	<b>Transportation</b>	Champaign County will coordinate land use decisions in the unincorporated area with the existing and planned transportation infrastructure and services.
<b>8</b>	<b>Natural Resources</b>	Champaign County will strive to conserve and enhance the County's landscape and natural resources and ensure their sustainable use.
<b>9</b>	<b>Energy Conservation</b>	Champaign County will encourage energy conservation, efficiency, and the use of renewable energy sources.
<b>10</b>	<b>Cultural Amenities</b>	Champaign County will promote the development and preservation of cultural amenities that contribute to a high quality of life for its citizens.

Although the nature of comprehensive plans and land resource management plans are different, there are similarities and consistencies with many of the goals, objectives and policies of the draft LRMP and Urbana's Comprehensive Plan. Goals 2 and 5 of the LRMP are the most pertinent to the City of Urbana since they consist of objectives and policies relating to coordination with the City as well as land use policies pertinent to Urbana's ETJ. A copy of Goals 2 and 5 are attached as Exhibit D.

The third component of the plan is Future Land Use. An analysis of existing land use was initially completed. This analysis found that the primary land use is agriculture, which comprises 97.46% of the unincorporated area in the County. Projections were then made for the future demand for land uses that was primarily concerned with agricultural, residential, commercial and industrial land uses as well as the potential for projects of regional impact. Two maps were created to illustrate future land use. The Future Land Use - 2030 Map illustrates the County's vision for land use for the next 20 years. (See Exhibit E) The four main land uses

categories illustrated are farmland, rural residential, commercial/industrial and natural resources. The LRMP also includes a Land Use Management Areas Map. The purpose of this map is to illustrate specific geographical areas for which only certain recommended objectives and policies apply. (See Exhibit F) Two management/policy areas are identified, rural and urban, both of which have defined sub-management areas.

The fourth component of the LRMP is the Implementation Strategy. The Implementation Strategy is a chart of the goals, objectives and policies identified in the LRMP with detailed action items along with responsible parties and timeframes for completion.

## **Planning Implications**

### *Overlapping Land Use Planning Jurisdictions*

CCRPC staff and County Planning and Zoning staff have met with City staff throughout the LRMP creation process to discuss and address City concerns. A major concern identified by City staff involves land use polices and designations within Urbana's ETJ. Under State law (65 ILCS 5/11-12-5), municipal comprehensive plans adopted pursuant to State law are made applicable to land situated within the municipalities ETJ. Urbana has adopted a comprehensive plan that addresses land use within the City's ETJ. It is stated in the LRMP that under state law (55 ILCS 5/5-14) a County's planning jurisdiction extends to all unincorporated areas of the County, including areas situated within the ETJ of municipalities with an adopted comprehensive plan. With the adoption of the LRMP there will essentially be two sets of land use policies covering Urbana's ETJ. It is important to note that LRMP's are meant to be a collaborative documents and not intended to establish overlapping, competing or contradicting land use polices and designations.

During the time the Steering Committee was discussing proposed goals, objectives and policies of the LRMP, Elizabeth Tyler, Community Development Director, forwarded a letter dated April 16, 2009 to the CCRPC indicating Urbana's concern with overlapping land use policies and designations in the ETJ. (See Exhibit B) In this letter Ms. Tyler requested that the Steering Committee except out the ETJ areas that are already planned by the City's Comprehensive Plan from any future land use maps for the LRMP or to explicitly incorporate the designations in the Comprehensive Plan by reference.

A portion of the concern over overlapping land use policies in the ETJ is addressed by the following policy language:

“Policy 5.1.3: The County will consider municipal extra-territorial jurisdiction areas that are currently served by or that are planned to be served by an available public sanitary sewer service plan as contiguous urban growth areas which should develop in conformance with the relevant municipal comprehensive plans. Such areas are identified on the Future Land Use Map.”

The Contiguous Urban Growth Area (CUGA) is a land use management area defined by the LRMP. As illustrated on the Land Use Management Map (See Exhibit F), this area comprises a

significant portion of Urbana’s ETJ immediately surrounding Urbana. For land use within the CUGA, there are no overlapping land use policies. However, the CUGA does not encompass all areas shown for future development in the City’s ETJ.

The remaining land in the ETJ that is not within the CUGA is designated on the LRMP Future Land Use Map as “Primarily Farmland (Municipal ETJ without Sanitary Sewer)”. (See Exhibit E) This specific land use helps to address the issue of overlapping land use planning jurisdictions. Although the land use is rural in nature, it acknowledges the fact that the area is situated such that urban type development may occur per adopted municipal comprehensive plans. The LRMP identifies that these areas will remain rural/agricultural in nature until such time as appropriate services are provided for urban development and land owners are ready to sell or develop their land.

LRMP Goals, Objective and Policies

Goal 2, Governmental Coordination and Goal 5, Urban Land Use are the most pertinent LRMP goals to the City of Urbana. Goal 2 involves coordination between the City and the County concerning policy formation for areas where land use planning jurisdictions overlap. City staff has and will continue to work to support coordination of land use management planning with the County.

**Goal 2 Governmental Coordination**

Champaign County will collaboratively formulate land resource and development policy with other units of government in areas of overlapping land use planning jurisdiction.

Goal 2 Objectives and Policies

**Objective 2.1** *Local and Regional Coordination*

Champaign County will coordinate land resource management planning with all County jurisdictions and, to the extent possible, in the larger region.

**Policy 2.1.1**

The County will maintain an inventory through the LRMP, of contiguous urban growth areas where connected sanitary service is already available or is planned to be made available by a public sanitary sewer service plan, and development is intended to occur upon annexation.

**Policy 2.1.2**

The County will continue to work to seek a county-wide arrangement that respects and coordinates the interests of all jurisdictions and that provides for the logical extension of municipal land use jurisdiction by annexation agreements.

**Policy 2.1.3**

The County will encourage municipal adoption of plan and ordinance elements which reflect mutually consistent (County and municipality) approach to the protection of best prime farmland and other natural, historic, or cultural resources.

**Objective 2.2** *Information Sharing*

Champaign County will work cooperatively with other units of government to ensure that the Geographic Information Systems Consortium and Regional Planning Commission have the resources to effectively discharge their responsibilities to develop, maintain and share commonly

used land resource management data between local jurisdictions and County agencies that will help support land use decisions.

Goal 5 includes objectives and policies that apply to land within the City's ETJ, not including that area designated on the LRMP Land Use Management Areas Map as CUGA.

### **Goal 5 Urban Land Use**

Champaign County will encourage *urban development* that is compact and contiguous to existing cities, villages, and existing unincorporated settlements.

#### Goal 5 Objectives and Policies

##### **Objective 5.1** *Population Growth and Economic Development*

Champaign County will strive to ensure that the preponderance of population growth and economic development is accommodated by new *urban development* in or adjacent to existing population centers.

##### **Policy 5.1.1**

The County will encourage new *urban development* to occur within the boundaries of incorporated municipalities.

##### **Policy 5.1.2**

- a. The County will encourage that only compact and contiguous *discretionary development* occur within or adjacent to existing villages that have not yet adopted a municipal comprehensive land use plan.
- b. The County will require that only compact and contiguous *discretionary development* occur within or adjacent to existing unincorporated settlements.

##### **Policy 5.1.3**

The County will consider municipal extra-territorial jurisdiction areas that are currently served by or that are planned to be served by an available public sanitary sewer service plan as contiguous urban growth areas which should develop in conformance with the relevant municipal comprehensive plans. Such areas are identified on the Future Land Use Map.

##### **Policy 5.1.4**

The County may approve *discretionary development* outside contiguous urban growth areas, but within municipal extra-territorial jurisdiction areas only if:

- a. the development is consistent with the municipal comprehensive plan and relevant municipal requirements;
- b. the site is determined to be *well-suited overall* for the development if on *best prime farmland* or the site is *suited overall*, otherwise; and
- c. the development is generally consistent with all relevant LRMP objectives and policies.

##### **Policy 5.1.5**

The County will encourage *urban development* to explicitly recognize and provide for the right of agricultural activities to continue on adjacent land.

##### **Policy 5.1.6**

To reduce the occurrence of agricultural land use and non-agricultural land use nuisance conflicts, the County will encourage and, when deemed necessary, will require discretionary

development to create a sufficient buffer between existing agricultural operations and the proposed *urban development*.

**Policy 5.1.7**

The County will oppose new *urban development* or development authorized pursuant to a municipal annexation agreement that is located more than one and one half miles from a municipality's corporate limit unless the Champaign County Board determines that the development is otherwise consistent with the LRMP, and that such extraordinary exercise of extra-territorial jurisdiction is in the interest of the County as a whole.

**Policy 5.1.8**

The County will support legislative initiatives or intergovernmental agreements which specify that property subject to annexation agreements will continue to be under the ordinances, control, and jurisdiction of the County until such time that the property is actually annexed, except that within 1-1/2 miles of the corporate limit of a municipality with an adopted comprehensive land use plan, the subdivision ordinance of the municipality shall apply.

**Policy 5.1.9**

The County will encourage any new *discretionary development* that is located within municipal extra-territorial jurisdiction areas and subject to an annexation agreement (but which is expected to remain in the unincorporated area) to undergo a coordinated municipal and County review process, with the municipality considering any *discretionary development* approval from the County that would otherwise be necessary without the annexation agreement.

**Objective 5.2 Natural Resources Stewardship**

When new *urban development* is proposed, Champaign County will encourage that such development demonstrates good stewardship of natural resources.

**Policy 5.2.1**

The County will encourage the reuse and redevelopment of older and vacant properties within *urban land* when feasible.

**Policy 5.2.2**

The County will:

- a. ensure that *urban development* proposed on *best prime farmland* is efficiently designed in order to avoid unnecessary conversion of such farmland; and
- b. encourage, when possible, other jurisdictions to ensure that *urban development* proposed on *best prime farmland* is efficiently designed in order to avoid unnecessary conversion of such farmland.

**Policy 5.2.3**

The County will:

- a. require that proposed new *urban development* results in no more than minimal disturbance to areas with significant natural environmental quality; and
- b. encourage, when possible, other jurisdictions to require that proposed new *urban development* results in no more than minimal disturbance to areas with significant natural environmental quality.



**Objective 5.3 Adequate Public Infrastructure and Services**

Champaign County will oppose proposed new *urban development* unless adequate utilities, infrastructure, and *public services* are provided.

**Policy 5.3.1**

The County will:

- a. require that proposed new *urban development* in unincorporated areas is sufficiently served by available *public services* and without undue public expense; and
- b. encourage, when possible, other jurisdictions to require that proposed new *urban development* is sufficiently served by available *public services* and without undue public expense.

**Policy 5.3.2**

The County will:

- a. require that proposed new *urban development*, with proposed improvements, will be adequately served by *public infrastructure*, and that related needed improvements to *public infrastructure* are made without undue public expense; and
- b. encourage, when possible, other jurisdictions to require that proposed new *urban development*, with proposed improvements, will be adequately served by *public infrastructure*, and that related needed improvements to *public infrastructure* are made without undue public expense.

**Policy 5.3.3**

The County will encourage a regional cooperative approach to identifying and assessing the incremental costs of public utilities and services imposed by new development.

*Future Land Use Map and Land Use Management Areas Map*

During the LRMP development process, City staff conducted a detailed comparison of the LRMP land use maps with Urbana’s Comprehensive Plan maps. (See Exhibits E, F, and G) Three inconsistencies were identified involving discrepancies between future land use designations on the LRMP maps and Urbana’s Comprehensive Plan. These inconsistencies relate to the remaining area in Urbana’s ETJ not including the CUGA. The inconsistencies were identified in a letter to ELUC from Mayor Prussing dated September 23, 2009. (See Exhibit C) The identified inconsistencies are noted below with an explanation of how the impact of the inconsistencies is addressed by the LRMP:

- Urbana’s ETJ north of Olympia Drive and east of U.S. Route 45 – The draft Future Land Use Map shows the area fronting on Route 45 as “Commercial/Industrial”, while the City’s Comprehensive Plan shows “Agricultural”.

According to County staff, this area is designated “Commercial/Industrial” on the Future Land Use Map because the area is currently zoned for commercial use. Although the area has remained rural in nature, the County does not intend to pursue rezoning of this property as an outcome of the plan. Therefore, it is appropriate to show this use as such on the map since it is possible for the property to be developed commercially.

- Urbana’s ETJ north of I-74 and east of High Cross Road – This area is shown on the draft Future Land Use Map as “Primarily Farmland – Riparian”, “Existing Residential”, and

“Existing Parks and Preserves”. The City’s Comprehensive Plan instead shows the area as “Rural Residential”. The Rural Residential designation was made following a great deal of input from residents and property owners in the area.

The “Existing Residential” and “Existing Parks and Preserves” land uses are relevant because they reflect how the land is currently used. It is not anticipated that these uses will change. The majority of the remaining area is designated as “Primarily Farmland” in the LRMP. The only other exception is the land immediately adjacent to and following the course of the noted Saline Branch Drainage Ditch which is shown as “Primarily Farmland – Woodland” and “Primarily Farmland – Riparian”. These areas are noted in the LRMP as areas that may contain sensitive natural resources (Woodland), or areas which may contain natural areas in the form of aquatic and riparian ecosystems (Riparian). The LRMP has identified these two primarily farmland categories because specific policies are identified to protect these areas. The Urbana Comprehensive Plan shows the entire area as “Rural Residential”. Rural Residential is defined by Urbana’s Comprehensive Plan as areas that “encourage large lots and clustered development to protect unique natural amenities”. If reviewed in the context of the intended purposes of the designations in the LRMP to that of the Urbana’s Comprehensive Plan, the designations are very similar in the type of land use that would result.

- Urbana’s ETJ south of Curtis Road – This area is shown on the draft Future Land Use Map as “Primarily Farmland” and “Primarily Conservation” while the City’s Comprehensive Plan shows the area as split between “Institutional” and “Future Planning Area”. Future Planning Area means areas which will be studied for their growth potential and included in regular updates to the City Comprehensive Plan.

The property designated as “Institutional” in Urbana’s Comprehensive Plan was designated as such because the property is owned by the University of Illinois. The LRMP Future Land Use Map has not been changed to illustrate institutional land use; however, a boundary has been illustrated on the map showing this area as University of Illinois Property. To address the “Future Planning Area”, the LRMP defines the land use management area “Municipal Extraterritorial Jurisdiction without Sanitary Sewer”. This management area recognizes the potential for municipalities to develop plans for these areas. The LRMP states that “In this management area, the county will balance consistency with Municipal Comprehensive Plans, suitability of development, and consistency with all relevant LRMP policies.”

#### Transportation and Mobility Issues

In the letter from the Mayor dated September 23, 2009 it was identified that the City of Urbana’s Comprehensive Plan Mobility Map (See Exhibit G) includes notation for an I-74 interchange alternative as Urbana grows eastward. Potential locations include Route 130, Cottonwood Road, and 1800 East. Although the impact on surrounding land uses as far as development that may be envisioned for the areas surrounding the interchange has not been considered or realized by the County, it would be helpful to at least recognize the possibility of an I-74 interchange in the

County's draft plan should an access justification study prove one of these locations necessary for future interstate interchange.

### Annexation Agreements

Under State law, Champaign County has zoning jurisdiction in the ETJ, while the City's Subdivision and Land Development Code applies. Oftentimes when annexation agreements are entered into for properties within the ETJ, zoning approvals, special and conditional use approvals and variances are handled in conjunction with annexation agreement approval. As these approvals would be conducted via the processes set forth in the Urbana Zoning Ordinance, input from the surrounding property owners that are in the unincorporated area and that may be affected may not be the same as is afforded them if reviewed under the Champaign County Zoning Ordinance. Providing for these opportunities for input is particularly important for properties for which annexation may not occur for an extended period of time. In addition, in recent years the Chatham, IL v. Sangamon County case has complicated the issue of zoning jurisdiction where there is an annexation agreement. The findings of the case provide that the City has zoning and building code jurisdiction for properties under an annexation agreement.

The City of Urbana currently coordinates with County staff regarding land use and zoning issues within the ETJ in order to allow neighbors proper representation for issues pertaining to properties that are not subject to immediate annexation to the City. The purpose of LRMP Policy 5.1.9 is to formalize this coordination. CCRPC staff, County Planning and Zoning staff and City staff have taken much care to craft language that allows for concurrent coordinated review, to minimize an applicant's review/approval time, while respecting the City's authority. The final proposed policy language is as follows:

“Policy 5.1.9: The County will encourage any new discretionary development that is located within municipal extra-territorial jurisdiction areas and subject to an annexation agreement (but which is expected to remain in the unincorporated area) to undergo a coordinated municipal and County review process, with the municipality considering any discretionary development approval from the County that would otherwise be necessary without the annexation agreement.”

Policy 5.1.9 is also listed in the Implementation Strategy Section. It should be noted that the language in this section does not match the above language, but reflects an earlier proposed version that has since been updated. The language should be changed to mirror Policy 5.1.9 as written in the Goals, Objectives and Policy Section.

## **Summary**

Preparation of a regional or county-wide comprehensive land use plan has long been identified as a need for Champaign County. The County and the LRMP Steering Committee should be commended on the extensive work that has been completed on the draft LRMP. The LRMP will provide for a land use and development policy framework for the County to guide land use related decisions. The Plan will assist the City in understanding Champaign County's vision for

the future so that Champaign County Zoning Board of Appeals cases can be reviewed in the context of this vision. The Plan will further coordination between the County and City to build upon the coordination that already exists. Although goals, objectives and policies have been identified that impact Urbana's ETJ, the County has worked to take into account comments and concerns that City staff have provided throughout the development of the plan, thereby minimizing impacts on Urbana's ETJ. While staff remains concerned about the issues of overlapping jurisdiction, the areas of dissimilarity are minor enough and the benefits offered by the Plan are important enough to lead City staff to be in support of the draft LRMP.

## **Action Requested**

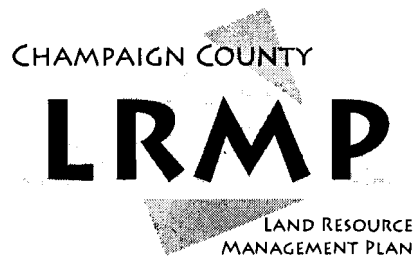
The proposed draft LRMP is a County planning document to be used by the County to guide land use decisions and ultimately the future development of the primarily unincorporated areas of Champaign County. Formal review and approval by Urbana is not required. The LRMP is being reviewed by both the Plan Commission and City Council to offer comments concerning the LRMP, as it impacts lands within the City's ETJ and ultimately the future periphery development of Urbana. In addition to any comments that may be expressed by the Plan Commission at their meeting on January 21, staff recommends forwarding the following comments concerning the LRMP to CCRPC:

- Policy 5.1.9 listed in the Implementation Strategy Section is language that has since been updated. The language should be updated to mirror Policy 5.1.9 as written in the Goals, Objectives and Policy Section.
- Consider adding a notation to the Future Land Use Map concerning the possibility of a future I-74 interchange alternative at the potential locations noted in Urbana's Comprehensive Plan.

The draft LRMP will be reviewed by City Council on January 25, 2009.

Attachments: Exhibit A: Letter from Susan Chavarria, LRMP Project Manager dated 1/7/2010  
Exhibit B: Letter from Elizabeth Tyler to CCRPC dated April 16, 2009  
Exhibit C: Letter from Mayor Prussing to ELUC dated September 23, 2009  
Exhibit D: LRMP Goal 2 and Goal 5  
Exhibit E: LRMP Future Land Use Map  
Exhibit F: LRMP Land Use Management Areas Map  
Exhibit G: City of Urbana Future Land Use Maps  
Exhibit H: City of Urbana Mobility Map

cc: Susan Chavarria, Champaign County Regional Planning Commission



Date: January 7, 2010  
To: City of Urbana  
From: Susan Chavarria, LRMP Project Manager  
Re: Draft Champaign County Land Resource Management Plan  
Action Requested: Information Only

### **Introduction and Background**

The Land Resource Management Plan (LRMP) details how Champaign County's land resources should be managed over the next 20 years. The LRMP includes an Existing Conditions Report; Goals, Objectives and Policies; Future Land Use Map; and Implementation Strategy. The LRMP generally covers unincorporated Champaign County, although some policies relate to shared jurisdiction and cooperation within the municipal 1-1/2 mile Extraterritorial Jurisdiction.

LRMP policies are intended to guide management of land resources for both current and future generations. Stewardship of these lands, albeit by individual property owners or with the guidance of county government, is crucial to the well-being of our economy, quality of life, and our environment. Agricultural land, woodlands, wetlands, stream corridors, and other land uses were all considered during plan development.

Of specific interest to the municipalities are the set of policies related to governmental coordination and urban land use. Please refer to Goals 2 and 5, respectively in the Goals, Objectives and Policies section of the draft LRMP. Urban land uses are defined as those land uses that are generally served by a public sewer system. Municipal planners had significant influence on the final wording of these policies.

The Future Land Use Map (FLU) and Land Use Management Areas Map (LUMA) provide a visual representation of LRMP policies. These two maps are paired and cannot be appropriately deciphered apart from one another.

The final stage of the planning process was the creation of an Implementation Strategy, which identifies tasks to be undertaken for successful implementation of the 10 Goals, 42 Objectives, and 99 Policies.

## **Discussion**

The LRMP planning process began in August 2007 with the designation of an 18-member Steering Committee, which was charged with overseeing the content of the plan. The Steering Committee met over 30 times in the last two years to create the draft LRMP that has since been approved for public review by the County Board's Environment and Land Use Committee.

The Champaign County Regional Planning Commission's Technical Committee, comprised of planners from CCRPC member agencies, served as the sounding board for LRMP content and issues related to municipalities during all phases of the planning process. CCRPC staff also met with municipalities that have adopted comprehensive plans early in the planning process to gather data and input for the plan.

The LRMP Steering Committee gave voice to Champaign County sentiment regarding farmland as a land use, and identified methods and development review requirements that preserve productive farmland. Related elements addressed include affirmation of the Champaign County Right to Farm Resolution, locally grown food, and landscape character. The Steering Committee also provided a significant voice for the County regarding natural resources. Specifically, new discretionary development on land divided after the adoption of the plan will be required to minimize the disturbance of areas which provide habitat for native and game species, or mitigate impacts of unavoidable disturbance. The LRMP encourages conservation and enhancement of natural resources for sustainable use. The LRMP also provides guidance regarding public health and safety, transportation, energy conservation, and cultural amenities.

Goal 5 outlines the County perspective of encouraging urban development that is compact and contiguous to existing cities, villages, and unincorporated settlements. Policy 5.1.4 formally establishes the County policy of possibly approving discretionary development outside municipal Contiguous Urban Growth areas if certain conditions exist. These conditions include meeting site suitability criteria and consistency with existing municipal comprehensive land use plans. The County desires urban development that explicitly recognizes and provides for the right of agricultural activities to continue on adjacent lands, and encourages appropriate buffers to reduce the occurrence of nuisance conflicts.

Two specific topics became points of interest for the municipalities during the planning process, including:

- Topic: Overlapping land use policies in the extra-territorial jurisdiction area  
Issue: Under state law (65 ILCS 5/11-12-5), municipal comprehensive plans adopted pursuant to state law are made applicable to land situated within the municipality's 1-1/2 mile extra-territorial jurisdiction (ETJ). Also under state law, County zoning prevails in all unincorporated areas of the County, including within the 1-1/2 mile ETJ adjacent to municipal corporate limits. The issue is that municipal policies and County zoning policies may conflict in these areas of overlapping jurisdiction.  
Solution: Policy 5.1.3 establishes a boundary for identifying whether municipal or county policies prevail:

*Policy 5.1.3: The County will consider municipal extra-territorial jurisdiction areas that are currently served by or that are planned to be served by an available public sanitary sewer service plan as contiguous urban growth areas which should develop in conformance with the relevant municipal comprehensive plans. The contiguous urban growth areas are identified on the Future Land Use Map.*

- **Topic:** Annexations

**Issue:** Some municipal annexation will result in development which may directly impact properties located outside the corporate limits. In these cases, the County would like to encourage municipalities to request the developer undergo a coordinated municipal and County review process so that public input from residents and establishments impacted by a proposed development and located outside the corporate limits may be more effectively provided.

**Solution:** Policy 5.1.9 recognizes municipal authority in annexation cases while encouraging a more thorough approval process.

*Policy 5.1.9: The County will encourage any new discretionary development that is located within municipal extraterritorial jurisdiction areas and subject to an annexation agreement (but which is expected to remain in the unincorporated area) to undergo a coordinated municipal and County review process, with the municipality considering any discretionary development approval from the County that would otherwise be necessary without the annexation agreement.*

## **Schedule**

The draft LRMP will be available for public review and comment from January 11 through February 9, 2010. During this period, the draft LRMP is available for review on the LRMP project website, with a copy also available for review at local libraries, and at the Champaign County Regional Planning Commission office. An Open House will be held from 4 to 7 pm on Tuesday, January 26, 2010 at the Holiday Inn, on north Lincoln Avenue in Urbana.

All comments received during the 30-day review period will be submitted to the County Board for consideration in March. Revisions requested by the County Board based on those comments will finalize the document. Adoption of the Plan by the County Board is anticipated in April.

## **Public Input**

Every LRMP Steering Committee meeting was open to the public and advertised in the News Gazette, on the County Board calendar, and on the LRMP project website.

- Two public workshops were held in April 2008 to solicit input on goals and objectives and on desirable and undesirable land uses. Over 130 residents attended the workshops.

- A survey of key township and municipal officials, and interviews regarding local adopted municipal comprehensive plans and recent land use development trends provided additional input and perspectives.

County Board study sessions were held at the end of each stage of the planning process. These meetings were open to the public and accepted public comments during the agenda.

CCRPC staff presented drafts of different end-stage documents at approximately seven Environment and Land Use Committee meetings as well as provided monthly updates to the Committee throughout the planning process. These meetings were open to the public and accepted public comments during the agenda.

Remaining public input opportunities include the aforementioned 30-day review period, the January 26, 2010 Open House, the March ELUC meeting (part of the County Committee of the Whole meeting), and the April County Board meeting.

#### **Budget Impact**

No budget impact is anticipated for municipalities.

#### **Recommendations**

Please submit any comments to Susan Chavarria at the Regional Planning Commission no later than Tuesday, February 9<sup>th</sup> to receive fullest consideration by the County Board.





Community Development Services  
400 South Vine Street  
Urbana, IL 61801  
(217) 384-2444  
FAX (217) 384-0200

April 16, 2009

Champaign County Land Resource Management Plan  
Steering Committee  
c/o Susan Chavarria, Regional Planning Manager  
Champaign County Regional Plan Commission  
1776 East Washington Street  
P.O. Box 17760  
Urbana, IL 61803-7760

RE: CHAMPAIGN COUNTY LAND RESOURCE MANAGEMENT PLAN AND 2005 CITY OF URBANA COMPREHENSIVE PLAN

Dear Committee members:

This letter summarizes the public comments that I presented to your Committee on March 26, 2009.

First, on behalf of the City of Urbana, I would like to thank you for your hard work on this committee undertaking the important task of developing a comprehensive land use plan for Champaign County. I am the Community Development Director for the City of Urbana. I have worked with many of you over the years on various community planning projects, including the preparation of the Urbana Comprehensive Plan and the big.small.all Champaign County vision document. I know how hard it can be to prepare these plans, but it is very much worth the effort.

I have long been an advocate for the development of a comprehensive land use plan for Champaign County and it is very exciting to see that this is now taking place thanks to your efforts and with the able guidance of the Regional Planning Commission and Champaign County Planning and Zoning Department staff. I am very impressed with the policy statements that are under consideration, especially the interest in protecting agriculture and other environmental resources and preserving the community character of rural Champaign County. It is also encouraging to hear about the interest in public safety and hazard mitigation, and the possible adoption of building codes in Champaign for non-agricultural buildings.

I have been very concerned about some overlapping jurisdictional issues with respect to the new Land Resource Management Plan and the 2005 City of Urbana Comprehensive Plan. Urbana Mayor Laurel Prussing suggested that I attend a Committee meeting to let you know of my concerns directly. In short, the problem is that State law gives the City comprehensive planning jurisdiction in the area within one mile and half of our corporate limits, called the Extra Territorial Jurisdiction or ETJ. But, according to County staff, State law will now also grant the County planning jurisdiction within this same area for the LRMP. The City of Urbana has



employed our planning jurisdiction in good faith since at least the early 1990's by developing comprehensive land use plans for the ETJ area. These have not been City plans, but plans that have been developed with the active participation of the community and relevant stakeholders. We are asking that the County's LRMP recognize these previous planning efforts and to not redo what has already been accomplished in this area.

In recent years, the Chatham case has complicated the issue of zoning jurisdiction where there is an annexation agreement within the ETJ. The City of Urbana has worked hard to coordinate with County staff regarding land use and zoning issues within the ETJ in order to preserve jurisdictional authorities and to allow neighbors proper representation for issues pertaining to properties that are not subject to immediate annexation to the City.

Our 2005 Comprehensive Plan took over four years to develop. Then County Board Chair Barb Wysocki was a member of our steering committee, as were other County and Regional Planning Officials and representatives of both of the affected Townships, the School District, the University, and the Park District. We also hosted technical focus groups where we had input from environmental groups, utilities, the Farm Bureau, and other interests. We held a variety of major public outreach efforts and thousands of individuals participated in the development of the plan. The extent of this outreach resulted in an award by the Illinois Chapter of the American Planning Association. Documentation of all of these efforts is available at our website ([www.city.urbana.il.us](http://www.city.urbana.il.us)) under Community Development/Planning Division. Using this extensive public input, we planned for compact, contiguous growth in a relatively small area along High Cross Road and Windsor Roads, for rural residential development in the area to the northeast of Urbana, and for airport, industrial and commercial uses between Lincoln and Cunningham north of the interstate (please see attached maps).

Among our most active participants were residents of the County in the area along High Cross Road north of Interstate 74. With a grant from the Illinois Department of Transportation and under a contract with the same planners at RPC who are working on the LRMP, we also completed a Corridor Plan for High Cross Road in 2007. Again, there was a very high level of public participation in this plan.

In respect for the City's extensive recent community planning efforts in this area and the active, interested citizens and property owners who worked hard on these recent plans, **we are asking the committee to except out the ETJ areas that are already planned by the City's Comprehensive Plan from any future land use maps for the LRMP or to explicitly incorporate these designations by reference.** This is a very minimal area when considering the County as a whole, but it will mean a lot to the people who own property or live in this area. It will also save the Committee much time in not having to redo what has been so recently completed. It would be unfair and confusing to subject residents and property owners to be covered by two different sets of future land use designations and we believe this will inevitably result in land use conflicts and jurisdictional disputes.

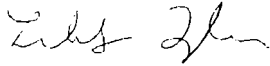
We have previously worked with the staff to request this exception, but by policy they are only prepared to allow for the area that has imminent sanitary sewer improvements planned. Unfortunately, our East Urbana Interceptor Sewer project only encompasses a portion of the area

we have already planned along High Cross Road. We also understand that there are other communities that do not have recent comprehensive plans or that have undertaken planning efforts without engaging rural residents, but this is not the case in Urbana.

In summary, we hope that the County can assist us by recognizing the historic planning jurisdiction that the City has engaged in over the past decades within our ETJ, just as we are working hard to respect the County's historic zoning jurisdiction. By recognizing the City's comprehensive planning effort within the ETJ, the County will also be respecting the efforts of the County residents and stakeholders who participated in these plans

Once again, I would like to extend my appreciation to the Committee and to the staff for your efforts on this admirable undertaking. Please feel free to contact me with any questions or concerns about these comments.

Sincerely,



Elizabeth H. Tyler, Ph.D., FAICP  
Director

Attachments: ETJ Plan Maps

Cc: Laurel Lunt Prussing, Mayor  
Ron O'Neal, City Attorney  
William Gray, City Engineer



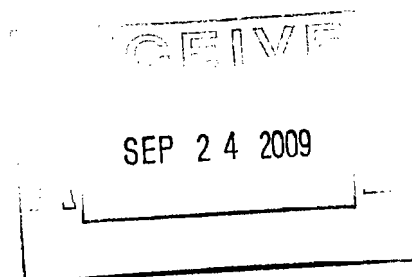
## Office of the Mayor

Laurel Lunt Prussing

400 S. Vine Street  
 Urbana, IL 61801  
 (217) 384-2456  
 FAX (217) 384-2426  
 llprussing@city.urbana.il.us

September 23, 2009

Barbara Wysocki, Chair  
 Environment & Land Use Committee  
 Champaign County Board  
 1776 E. Washington St  
 Urbana, IL 61802



Re: Draft Land Resource Management Plan

Dear Ms. Wysocki: *Barb*

This letter is intended to express City of Urbana concerns about the draft Land Resource Management Plan now being prepared for Champaign County. First of all, the City is very pleased that the County is working to adopt a long-range plan to meet its future needs. The following suggested changes would be intended to strengthen use of the plan.

When two jurisdictions adopt different land use policies for the same area, conflicts are bound to arise. This would be the anticipated result of the County adopting future land use policies within 1.5 miles of Urbana's ETJ (extraterritorial jurisdiction). Under state law (65 ILCS 5/11-12-5), municipal comprehensive plans adopted pursuant to State law are made applicable to land situated within the municipality's ETJ. The City of Urbana has adopted such a plan. In preparing our comprehensive plan, the City engaged County residents and property owners through its steering committee representation, neighborhood visioning workshops, and neighborhood open houses. This included a separate visioning workshop and open house just for the predominantly-unincorporated area north of Interstate 74.

*Future Land Use Map.* As identified below, the County's draft Land Resource Management Plan map conflicts with Urbana's adopted policies in several areas within the ETJ:

- Urbana's ETJ south of Curtis Road – This area is shown on the draft Future Land Use Map as "Primarily Farmland" and "Primarily Conservation" while the City's Comprehensive Plan shows the area as split between "Institutional" and "Future Planning Area." Future Planning Area means areas which will be studied for their growth potential and included in regular updates to the City Comprehensive Plan.
- Urbana's ETJ north of I-72 and east of High Cross Road – This area is shown on the draft Future Land Use Map as "Primarily Farmland – Riparian", "Existing Residential", and "Existing Parks and Preserves." The City's Comprehensive Plan instead shows the



area as “Rural Residential.” The Rural Residential designation was made following a great deal of input from residents and property owners in that area.

- Urbana’s ETJ north of Olympian Drive and west of US Route 45 – The draft Future Land Use Map shows the area fronting on Route 45 as “Commercial/Industrial” while the City’s Comprehensive Plan shows “Agricultural.”
- The City of Urbana’s Comprehensive Plan (Mobility Map, Appendix D) includes notations for I-74 interchange alternatives as Urbana grows eastward. Potential locations include Route 130, Cottonwood Road, and 1800 East. It would be helpful to recognize this in the County’s draft plan should an access justification study prove one of these locations necessary for a future interstate interchange.
- Showing existing land use categories on a future land use map is ambiguous. For property owners in areas shown as “existing land use”, what will be the future land use designation be for their land? Presumably most existing land uses (including agricultural, now depicted as a future land use) might be expected to also be the future land use, but the map doesn’t specify this. Conceptually, it seems much cleaner for the map to simply show future land use, but which should obviously take into account existing land use.
- In terms of depicting future land uses on a map, distinguishing between “Best Prime Farmland” and “Non Best Prime Farmland” seems problematic. Because the Best Prime Farmland designation doesn’t follow property lines or boundaries such as roads, the future designation for a given property will be ambiguous.
- Showing and labeling major roads would help with the map’s readability and interpretation.

The City of Urbana respectfully requests that the draft Land Resource Management Plan be amended to defer to the City of Urbana’s adopted Comprehensive Plan for the area within its 1.5-mile planning jurisdiction.


*Plan Policies.* The City of Urbana has reviewed the proposed plan policies and would like to recommend one modification. As currently written under LMRP Policy 4.1.9, for unincorporated land within a municipal ETJ, but subject to a municipal annexation agreement, development of the property would *first* receive any discretionary development approvals from the County before obtaining necessary city approvals. The City of Urbana supports the idea that such developments conform to both the City’s and County’s development requirements to the extent possible. However, we believe that City and County approvals could take place *concurrently*. Allowing only sequential approvals would more than double the review time necessary for applicants. The following are two suggested alternatives.

*Policy 4.1.9. Coordinated development review and opportunities for public input should be encouraged for new urban development that is proposed to occur within municipal extra-territorial areas and is subject to an annexation agreement, but not subject to immediate or near-term annexation. or*

*Policy 4.1.9 To ensure adequate public input, the County will encourage new urban development within municipal extra-territorial jurisdiction areas, developing pursuant to a municipal annexation agreement and anticipated to remain in the unincorporated area, to undergo coordinated municipal and county development review processes.*

The City of Urbana is appreciative of this opportunity to provide input on what we believe will be a very beneficial plan for Champaign County's future needs. Please feel free to contact me at (217) 384-2456 or [llprussing@city.urbana.il.us](mailto:llprussing@city.urbana.il.us) should you have questions.

Sincerely,



Laurel Lunt Prussing

cc: John Hall, Champaign County Planning Director  
Susan Chavarria, Champaign County Regional Planning Commission  
Elizabeth H. Tyler, PhD, FAICP, Urbana Community Development Director  
Robert Myers, AICP, Urbana Planning Manager

**Objective 1.4 *Comprehensive Updates***

Champaign County will comprehensively update the LRMP at a regular interval of no more than 15 or less than 10 years, to allow for the utilization of available updated census data and other information.

**Policy 1.4.1**

A Steering Committee that is broadly representative of the constituencies in the County but weighted towards the unincorporated area will oversee comprehensive updates of the LRMP.

**Policy 1.4.2**

The County will provide opportunities for public input throughout any comprehensive update of the LRMP.

**Goal 2 Governmental Coordination**

Champaign County will collaboratively formulate land resource and development policy with other units of government in areas of overlapping land use planning jurisdiction.

**Goal 2 Objectives****Objective 2.1 *Local and Regional Coordination***

Champaign County will coordinate land resource management planning with all County jurisdictions and, to the extent possible, in the larger region.

**Objective 2.2 *Information Sharing***

Champaign County will work cooperatively with other units of government to ensure that the Geographic Information Systems Consortium and Regional Planning Commission have the resources to effectively discharge their responsibilities to develop, maintain and share commonly used land resource management data between local jurisdictions and County agencies that will help support land use decisions.

**Goal 2 Objectives and Policies****Objective 2.1 *Local and Regional Coordination***

Champaign County will coordinate land resource management planning with all County jurisdictions and, to the extent possible, in the larger region.

**Policy 2.1.1**

The County will maintain an inventory through the LRMP, of contiguous urban growth areas where connected sanitary service is already available or is planned to be made available by a public sanitary sewer service plan, and development is intended to occur upon annexation.

**Policy 2.1.2**

The County will continue to work to seek a county-wide arrangement that respects and coordinates the interests of all jurisdictions and that provides for the logical extension of municipal land use jurisdiction by annexation agreements.

**Policy 2.1.3**

The County will encourage municipal adoption of plan and ordinance elements which reflect mutually consistent (County and municipality) approach to the protection of best prime farmland and other natural, historic, or cultural resources.

**Objective 2.2 *Information Sharing***

Champaign County will work cooperatively with other units of government to ensure that the Geographic Information Systems Consortium and Regional Planning Commission have the resources to effectively discharge their responsibilities to develop, maintain and share commonly used land resource management data between local jurisdictions and County agencies that will help support land use decisions.

**Goal 3 Prosperity**

Champaign County will encourage economic growth and development to ensure prosperity for its residents and the region.

**Goal 3 Objectives**

**Objective 3.1 *Business Climate***

Champaign County will seek to ensure that it maintains comparable tax rates and fees, and a favorable business climate relative to similar counties.

**Objective 3.2 *Efficient County Administration***

Champaign County will ensure that its regulations are administrated efficiently and do not impose undue costs or delays on persons seeking permits or other approvals.

**Objective 3.3 *County Economic Development Policy***

Champaign County will maintain an updated Champaign County Economic Development Policy that is coordinated with and supportive of the LRMP.

**Goal 4 Agriculture**

Champaign County will protect the long term viability of agriculture in Champaign County and its land resource base.

**Goal 4 Objectives**

**Objective 4.1 *Agricultural Land Fragmentation and Conservation***

Champaign County will strive to minimize the fragmentation of the County's agricultural land base and conserve farmland, generally applying more stringent development standards on best prime farmland.

**Objective 4.2 *Development Conflicts with Agricultural Operations***

Champaign County will require that each discretionary review development will not interfere with agricultural operations.



## Goal 5 Urban Land Use

Champaign County will encourage *urban development* that is compact and contiguous to existing cities, villages, and existing unincorporated settlements.

### Goal 5 Objectives

#### **Objective 5.1** *Population Growth and Economic Development*

Champaign County will strive to ensure that the preponderance of population growth and economic development is accommodated by new *urban development* in or adjacent to existing population centers.

#### **Objective 5.2** *Natural Resources Stewardship*

When new *urban development* is proposed, Champaign County will encourage that such development demonstrates good stewardship of natural resources

#### **Objective 5.3** *Adequate Public Infrastructure and Services*

Champaign County will oppose proposed new *urban development* unless adequate utilities, infrastructure, and *public services* are provided.

### Goal 5 Objectives and Policies

#### **Objective 5.1** *Population Growth and Economic Development*

Champaign County will strive to ensure that the preponderance of population growth and economic development is accommodated by new *urban development* in or adjacent to existing population centers.

##### **Policy 5.1.1**

The County will encourage new *urban development* to occur within the boundaries of incorporated municipalities.

##### **Policy 5.1.2**

- a. The County will encourage that only compact and contiguous *discretionary development* occur within or adjacent to existing villages that have not yet adopted a municipal comprehensive land use plan.
- b. The County will require that only compact and contiguous *discretionary development* occur within or adjacent to existing unincorporated settlements.

##### **Policy 5.1.3**

The County will consider municipal extra-territorial jurisdiction areas that are currently served by or that are planned to be served by an available public sanitary sewer service plan as contiguous urban growth areas which should develop in conformance with the relevant municipal comprehensive plans. Such areas are identified on the Future Land Use Map.

##### **Policy 5.1.4**

The County may approve *discretionary development* outside contiguous urban growth areas, but within municipal extra-territorial jurisdiction areas only if:

- a. the development is consistent with the municipal comprehensive plan and relevant municipal requirements;
- b. the site is determined to be *well-suited overall* for the development if on *best prime farmland* or the site is *suited overall*, otherwise; and
- c. the development is generally consistent with all relevant LRMP objectives and policies.

**Policy 5.1 5**

The County will encourage *urban development* to explicitly recognize and provide for the right of agricultural activities to continue on adjacent land.

**Policy 5.1.6**

To reduce the occurrence of agricultural land use and non-agricultural land use nuisance conflicts, the County will encourage and, when deemed necessary, will require discretionary development to create a sufficient buffer between existing agricultural operations and the proposed *urban development*.

**Policy 5.1.7**

The County will oppose new *urban development* or development authorized pursuant to a municipal annexation agreement that is located more than one and one half miles from a municipality's corporate limit unless the Champaign County Board determines that the development is otherwise consistent with the LRMP, and that such extraordinary exercise of extra-territorial jurisdiction is in the interest of the County as a whole.

**Policy 5.1.8**

The County will support legislative initiatives or intergovernmental agreements which specify that property subject to annexation agreements will continue to be under the ordinances, control, and jurisdiction of the County until such time that the property is actually annexed, except that within 1-1/2 miles of the corporate limit of a municipality with an adopted comprehensive land use plan, the subdivision ordinance of the municipality shall apply.

**Policy 5.1.9**

The County will encourage any new *discretionary development* that is located within municipal extra-territorial jurisdiction areas and subject to an annexation agreement (but which is expected to remain in the unincorporated area) to undergo a coordinated municipal and County review process, with the municipality considering any *discretionary development* approval from the County that would otherwise be necessary without the annexation agreement.

**Objective 5.2 Natural Resources Stewardship**

When new *urban development* is proposed, Champaign County will encourage that such development demonstrates good stewardship of natural resources.

**Policy 5.2.1**

The County will encourage the reuse and redevelopment of older and vacant properties within *urban land* when feasible.

**Policy 5.2.2**

The County will:

- a. ensure that *urban development* proposed on *best prime farmland* is efficiently designed in order to avoid unnecessary conversion of such farmland; and
- b. encourage, when possible, other jurisdictions to ensure that *urban development* proposed on *best prime farmland* is efficiently designed in order to avoid unnecessary conversion of such farmland.

**Policy 5.2.3**

The County will:

- a. require that proposed new *urban development* results in no more than minimal disturbance to areas with significant natural environmental quality; and

- b. encourage, when possible, other jurisdictions to require that proposed new *urban development* results in no more than minimal disturbance to areas with significant natural environmental quality.

**Objective 5.3 Adequate Public Infrastructure and Services**

Champaign County will oppose proposed new *urban development* unless adequate utilities, infrastructure, and *public services* are provided.

**Policy 5.3.1**

The County will:

- a. require that proposed new *urban development* in unincorporated areas is sufficiently served by available *public services* and without undue public expense; and
- b. encourage, when possible, other jurisdictions to require that proposed new *urban development* is sufficiently served by available *public services* and without undue public expense.

**Policy 5.3.2**

The County will:

- a. require that proposed new *urban development*, with proposed improvements, will be adequately served by *public infrastructure*, and that related needed improvements to *public infrastructure* are made without undue public expense; and
- b. encourage, when possible, other jurisdictions to require that proposed new *urban development*, with proposed improvements, will be adequately served by *public infrastructure*, and that related needed improvements to *public infrastructure* are made without undue public expense.

**Policy 5.3.3**

The County will encourage a regional cooperative approach to identifying and assessing the incremental costs of public utilities and services imposed by new development.

**Goal 6 Public Health and Public Safety**

Champaign County will ensure protection of the public health and public safety in land resource management decisions.

**Goal 6 Objectives**

**Objective 6.1 Protect Public Health and Safety**

Champaign County will seek to ensure that *rural* development does not endanger public health or safety.

**Objective 6.2 Public Assembly Land Uses**

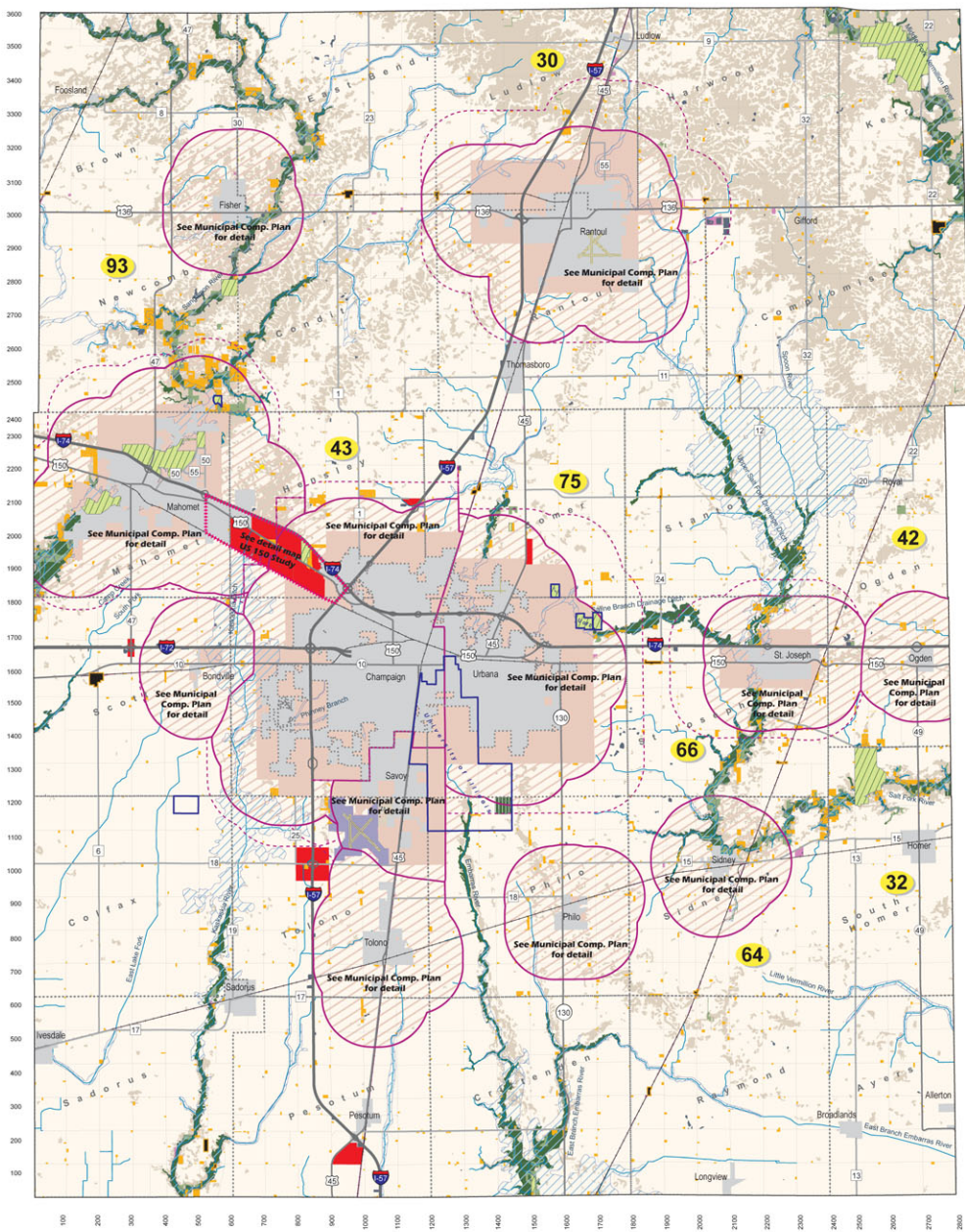
Champaign County will seek to ensure that public assembly, dependent population, and multifamily land uses provide safe and secure environments for their occupants.

**Objective 6.3 Development Standards**

Champaign County will seek to ensure that all new non-agricultural construction in the unincorporated area will comply with a building code by 2015.

**Objective 6.4 Countywide Waste Management Plan**

Champaign County will develop an updated *Champaign County Waste Management Plan* by 2015 to address the re-use, recycling, and safe disposal of wastes including: landscape waste; agricultural waste; construction/demolition debris; hazardous waste; medical waste; and municipal solid waste.



## Future Land Use - 2030

### Champaign County

The Future Land Use map is the visual guide to future planning. This combines elements of the LRMP showing a desired future. The map is not a prediction.



#### Generalized Future Land Use

- Primarily Farmland - Best Prime
- Primarily Farmland - Non Best Prime
- Primarily Farmland (Woodland)
- Primarily Farmland (Riparian)
- Primarily Farmland (Municipal ETJ w/o sewer)
- Commercial / Industrial
- Rural Residential (infill)
- 43** Rural Residential (projected)
- Primarily Conservation
- Incorporated Area (Future)

#### Existing Land Use and Characteristics

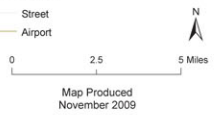
- Rural Settlement
- Existing Parks and Preserves (2009)
- Incorporated Area (2009)
- 100-Year Flood Plain
- Airport
- Existing Residential (2009)
- Stream
- Lake
- Commercial / Industrial

#### Boundaries

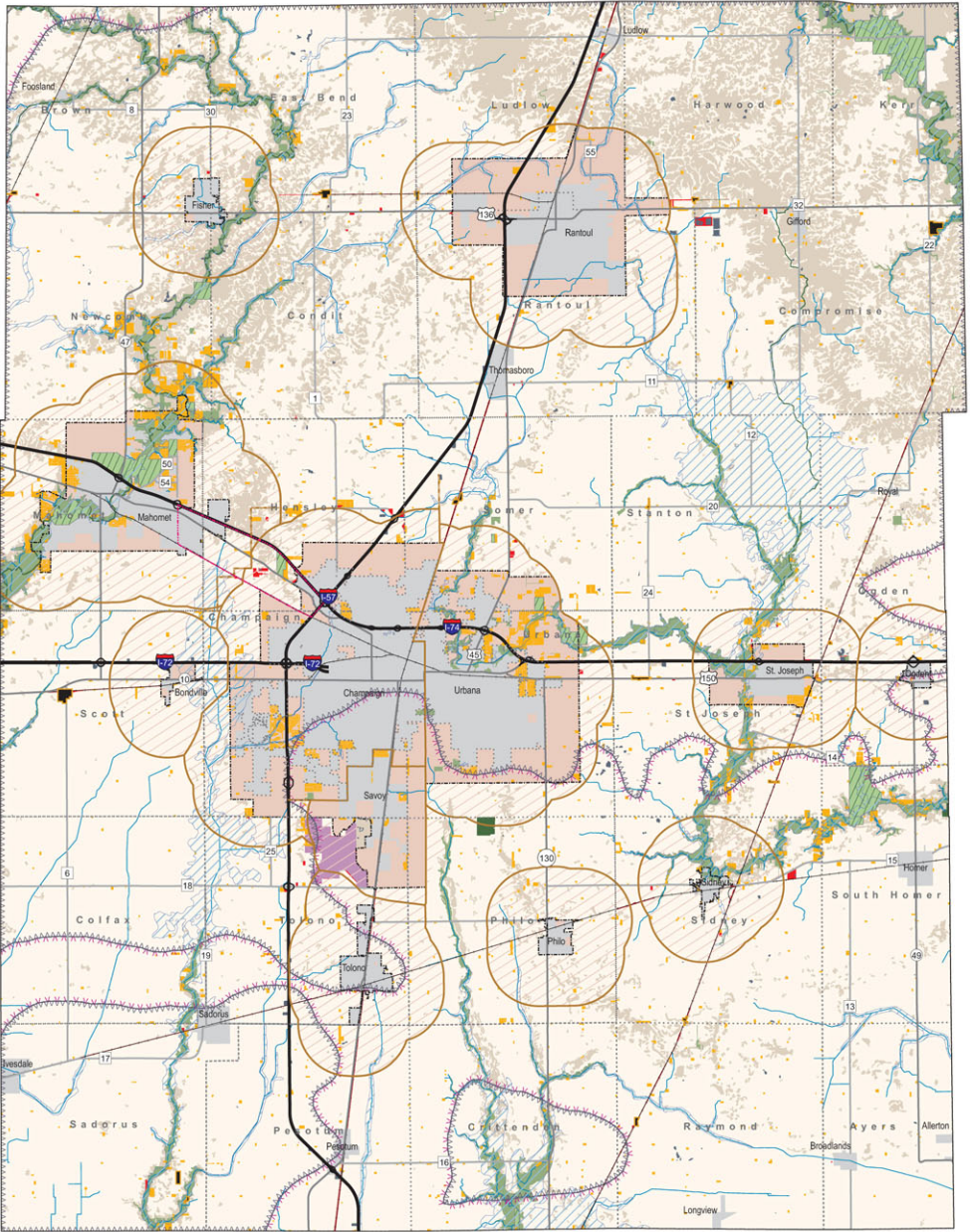
- US 150 Study Area
- Township Boundary
- County
- Extraterritorial Jurisdiction (existing)
- Municipal Boundary Agreement (existing)
- Extraterritorial Jurisdiction (future)
- University of Illinois Property (2009)

#### Roads

- Interstate
- Federal Hwy
- State Hwy
- County Hwy
- Railroad
- Street
- Airport







**Land Use Management Areas**

Policy Areas

- Rural**
- Best Prime Farmland
- Non Best Prime Farmland
- Existing Natural Area
- Areas which may contain Natural Areas
- Parks and Preserves
- Major Sand and Gravel Aquifers (approx.)
- Limited Groundwater Availability below 50 ft. (approx.)
- Stream
- Lake
- Urban**
- Settlement
- Contiguous Urban Growth Area
- Municipal Extrateritorial Jurisdiction without Sanitary Sewer

Existing Land Uses

- Commercial / Industrial
- Residential
- Existing Incorporated Area
- Airport

Administrative Boundaries

- Extrateritorial Jurisdiction
- Extrateritorial Jurisdiction Boundary Agreement
- Township Boundary
- Floodplain

The Land Use Management Area map defines spatial extents of policies based on language and intent of the LRMP.



0 2.5 5 Miles

Map Produced November 2009

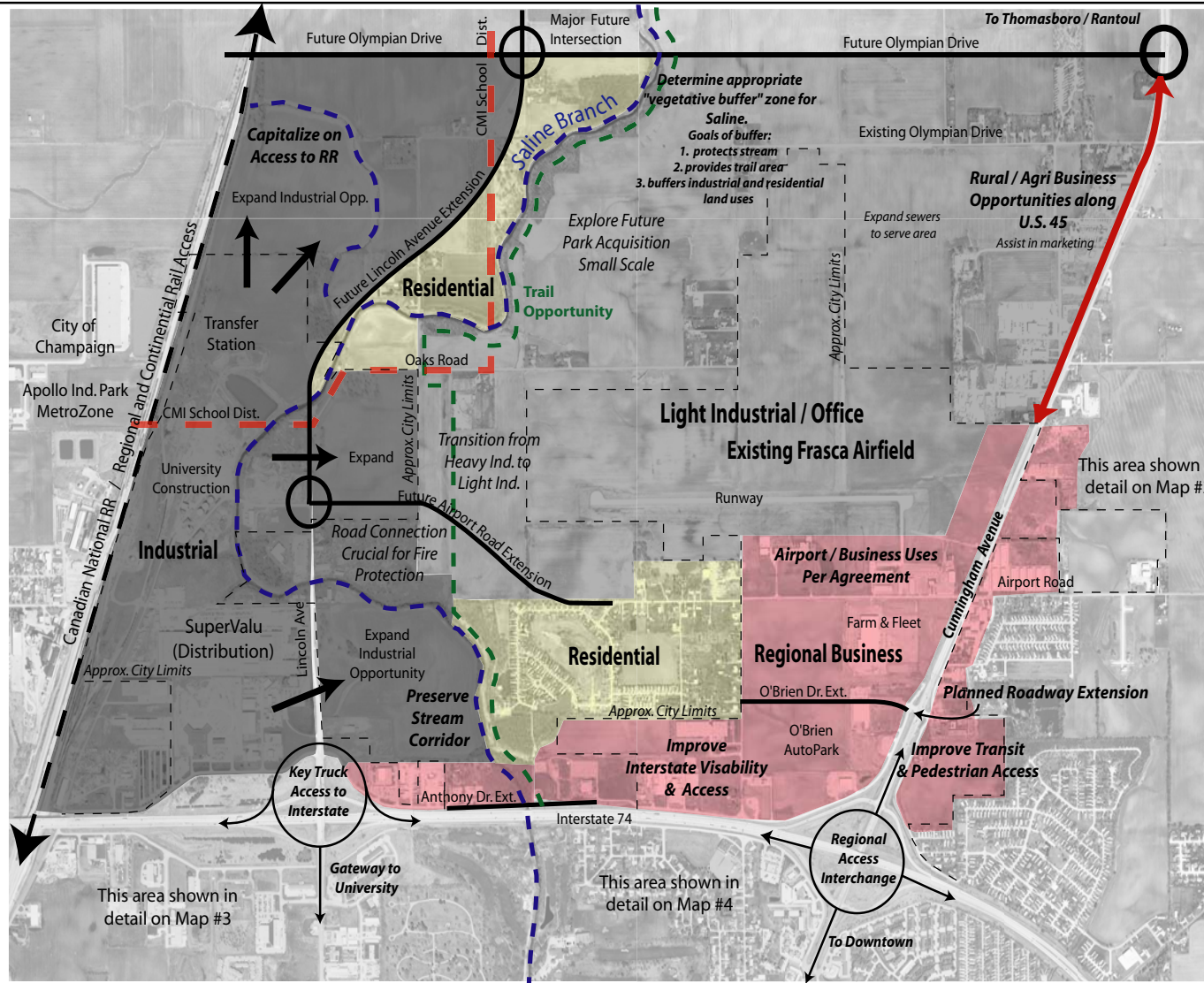
Roads

- Interstate
- Federal Highway
- State Highway
- County Highway
- Railroad



**2005  
Comprehensive  
Plan**

# Future Land Use Maps Map #1



North Lincoln Avenue /  
North Cunningham Avenue

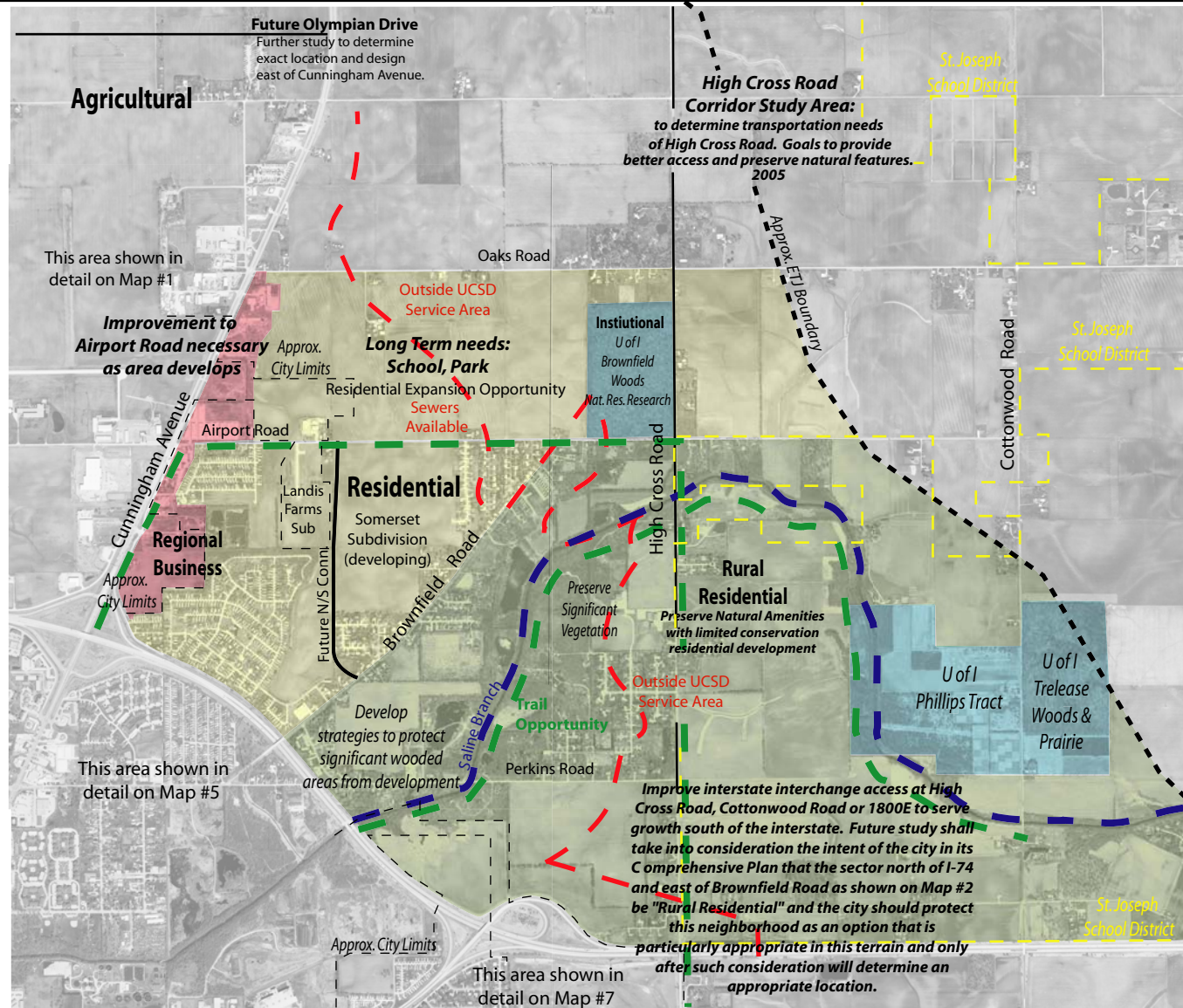
**ADOPTED**  
April 11, 2005  
Map Created by City of Urbana  
Community Development Services Dept.





# Future Land Use Maps Map #2

## Northeast Urbana / Champaign County



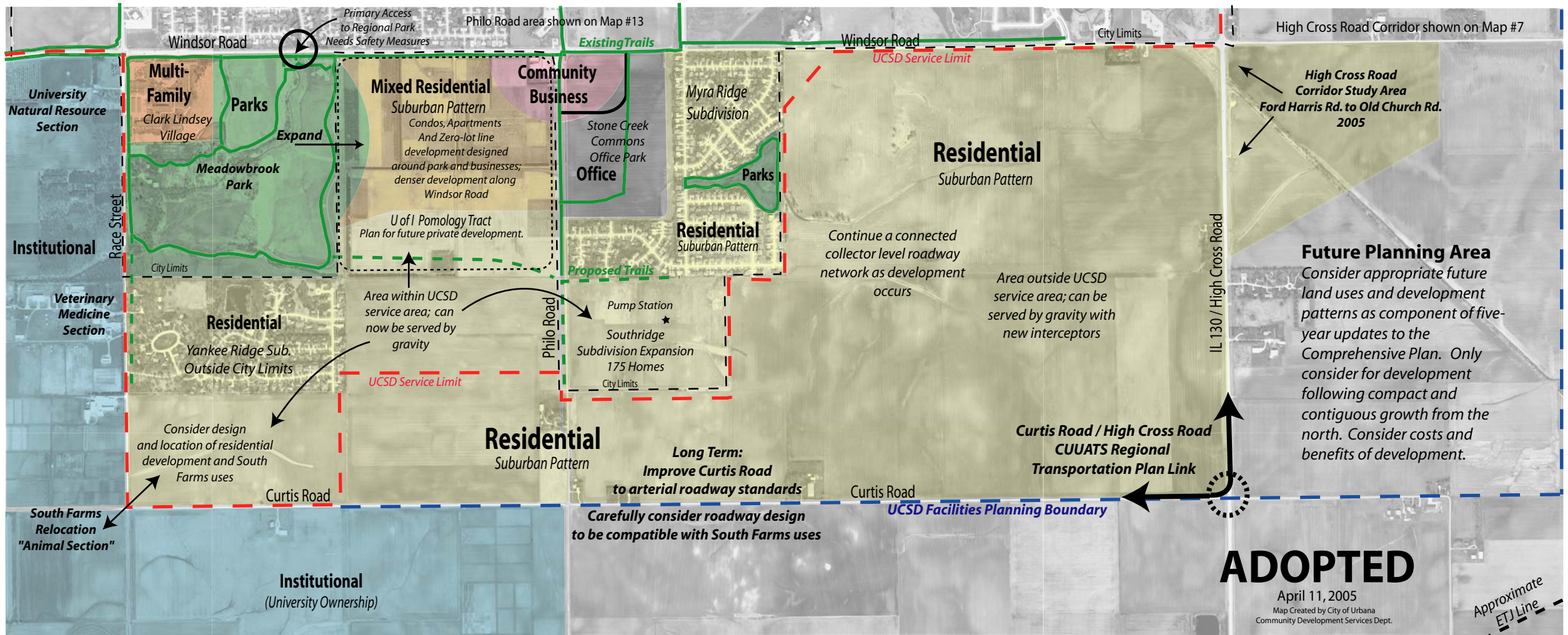
**ADOPTED**

April 11, 2005

Map Created by City of Urbana  
Community Development Services Dept.



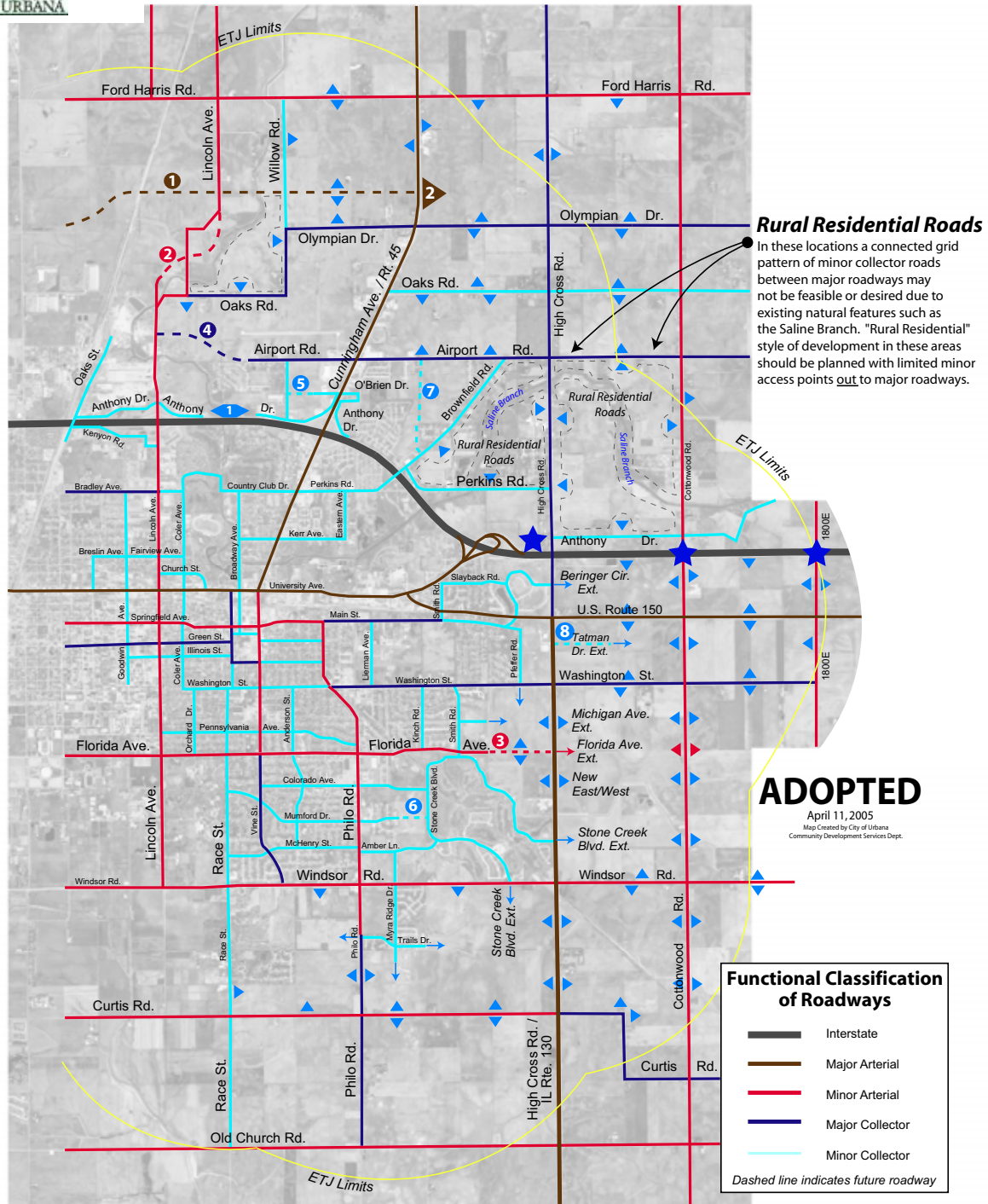




**APPENDIX "D"**  
**MOBILITY MAP**



**2005**  
**Comprehensive**  
**Plan**



**Rural Residential Roads**

In these locations a connected grid pattern of minor collector roads between major roadways may not be feasible or desired due to existing natural features such as the Saline Branch. "Rural Residential" style of development in these areas should be planned with limited minor access points out to major roadways.

**ADOPTED**

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

**Functional Classification of Roadways**

- Interstate
  - Major Arterial
  - Minor Arterial
  - Major Collector
  - Minor Collector
- Dashed line indicates future roadway*

<p><b>Planned Roadway Extensions</b> Connections have been determined and planned for accordingly.</p>	<p><b>Potential Projects</b> Projects identified as needing additional study to determine necessity, design, location and function, economic, environmental and ecological impact.</p>	<p><b>Extending the Grid System</b> 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:</p>
<ul style="list-style-type: none"> <li><b>1</b> Olympian Drive relocation and extension west from U.S. Route 45</li> <li><b>2</b> Lincoln Avenue re-aligned north between Oaks Road and Olympian Drive</li> <li><b>3</b> Florida Avenue extended to east to High Cross Road</li> <li><b>4</b> Airport Road extended to Lincoln Avenue</li> <li><b>5</b> O'Brien Drive extended to Willow Road</li> <li><b>6</b> Mumford Drive extended to Stone Creek Boulevard</li> <li><b>7</b> North/South Collector between Brownfield Road and Airport Road</li> <li><b>8</b> Tatman Drive extended east from High Cross Road</li> </ul>	<ul style="list-style-type: none"> <li> Anthony Drive connection between Lincoln Avenue and Willow Road</li> <li> Olympian Drive termination at U.S. Route 45 or continuation to High Cross Road</li> <li> Interstate 74 interchange alternatives when needed as Urbana grows east. High Cross Road, Cottonwood Road, 1800E.</li> </ul> <p>Consideration of interchange alternatives to include:</p> <ul style="list-style-type: none"> <li>* Rural Residential Development Area</li> <li>* Ecological Areas</li> <li>* Horizontal and vertical alignments of intersecting roads</li> <li>* Desired land use patterns</li> </ul>	<ul style="list-style-type: none"> <li> <b>Direction and approximate location.</b> 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.</li> <li> <b>Pre-determined location for extension</b> The desired location of roadways and/or right-of-way dedication is known though further study is required to determine the final design.</li> </ul> <p style="text-align: right;"><i>Note: Colors indicate classification</i></p>