



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Planning Division

m e m o r a n d u m

TO: Urbana Plan Commission

FROM: Rebecca Bird, Planner II

DATE: February 3, 2012

SUBJECT: Plan Case No. 2012-A-01: Annexation agreement for an 8.14-acre tract of property at 3106 N Cunningham Avenue.

Plan Case No. 2169-M-12: Request to rezone an 8.14-acre tract of property at 3106 N Cunningham Avenue from Champaign County B-4 (General Business) to City IN (Industrial) upon annexation.

Introduction & Background

The City of Urbana has received a request from Mervis Industries, Inc. to enter into an annexation agreement for an 8.14-acre parcel located east of Cunningham Avenue between Airport Road and Oaks Road, and addressed as 3106 N Cunningham Avenue. The proposed agreement would obligate the City to rezone the property from County B-4 (General Business) to City IN (Industrial) upon annexation. The property is contiguous to the City of Urbana. The City of Urbana would then process an annexation petition to formally annex the property into the City. The property is adjacent to the petitioners' planned recycling center which is already in the City. Mervis Industries were granted a Special Use Permit on February 2, 2009 by Ordinance No. 2009-02-006. Rezoning the subject property to IN (Industrial) will ensure zoning consistency for Mervis Industries' adjacent land holdings.

The Plan Commission is requested to recommend to the City Council whether to rezone the property from County B-4 to City IN as part of the draft annexation agreement.

Issues and Discussion

Annexation Agreement

Benefits of bringing the subject property into the City include future tax revenues, ability to ensure code compliance and safety, and to bring utilities further north to allow for future development. The annexation agreement states that the property will be rezoned to City IN (Industrial) upon annexation. According to Section IV-5 of the Urbana Zoning Ordinance, an

annexation agreement is required if the proposed zoning is not a direct conversion from County zoning as stated in Table IV-1. Per Table IV-1, Table of Uses, a direct conversion from County B-4 (General Business) would result in City B-3 (General Business) zoning.

Proposed Rezoning

The property is currently zoned County B-4 (General Business), and upon annexation, the property would be zoned City IN (Industrial). The subject property is occupied by a vacant commercial building which until the spring of 2009 housed Malibu Bay Lounge, an adult entertainment establishment. Due to a State law, a new adult entertainment use cannot be established on this site. Although Mervis Industries does not currently have plans to develop the lot, the rezoning would facilitate future expansion of their recycling center. Any future expansion of the recycling center would require a Special Use Permit.

Adjacent Land Uses and Zoning Designations

The property fronts on Cunningham Avenue (Route 45) at the northern edge of the City. This corridor is occupied by a mix of commercial, industrial, agricultural, and airport uses. Immediately north of the property is a construction yard, zoned County B-4, General Business District. To the south is a currently vacant lot where the planned Mervis recycling center will be located, zoned City IN, Industrial. To the west, across Cunningham Avenue, and to the east, are farm fields.

The following summarizes zoning and land uses for the subject site and surrounding property:

Location	Zoning	Existing Land Use	Comprehensive Plan Future Land Use
Site	B-4, General Business (County)	Vacant	Regional Business
North	B-4, General Business (County)	Construction Yard	Regional Business
South	IN, Industrial (City)	Vacant (Planned Recycling Center)	Regional Business
East	AG-2, Agriculture (County)	Agriculture, Cropping	Regional Business
West	IN, Industrial (City)	Agriculture, Cropping	Regional Business

Comprehensive Plan

The 2005 City of Urbana Comprehensive Plan shows two future land use designations for the subject property. The western portion of the subject property is identified as “Regional Business”. The Comprehensive Plan defines “regional business” as follows:

“Regional Business centers are intended to serve regional as well as local demand. Typically located in a high-visibility area that offers convenient access and parking. The intensity of development may range from large-scale “big box” uses to smaller-scale buildings supporting outlot business opportunities. Although Regional Business areas are typically oriented primarily to automobile traffic, their design should include adequate facilities for pedestrians, bicyclists and public transit.”

The eastern portion of the subject property is identified in the Comprehensive Plan as having a future land use designation of “residential”. While not entirely consistent with the Future Land Use designation, the requested rezoning would ensure zoning consistency of the subject lot with Mervis Industries’ adjacent land holdings and would avoid a “split” future land use designation of the property. It is important to note that the Future Land Use designations do not necessarily follow property lines as they are meant as a more general designation than zoning districts. Although Mervis does not currently have plans to develop the site, rezoning to IN, Industrial would facilitate any future expansion of their planned recycling center to the south. Recycling centers are allowed in the Industrial Zoning District with a Special Use Permit. Mervis’ planned recycling center to the south will serve the entire Champaign County region and therefore is compatible with the “regional business” future land use designation. As the subject property is an additional Mervis land holding, the proposed rezoning would therefore be compatible with the regional business Comprehensive Plan designation for the site.

The La Salle National Bank Criteria

In the case of *La Salle National Bank v. County of Cook* (the “La Salle” case), the Illinois Supreme Court developed a list of factors that are paramount in evaluating the legal validity of a zoning classification for a particular property. Each of these factors will be discussed as they pertain to a comparison of the existing zoning with that proposed by the Petitioner.

1. *The existing land uses and zoning of the nearby property.*

This factor relates to the degree to which the existing and proposed zoning districts are compatible with existing land uses and land use regulations in the immediate area.

The proposed IN, Industrial zoning is consistent with Mervis Industries’ planned recycling center site, which is already in the City. The proposed rezoning is intended to facilitate any future expansion of the recycling center and to ensure zoning consistency for Mervis’ adjacent land holdings. The subject property is along a regional business corridor at the edge of the City on Cunningham Avenue. The surrounding area is occupied by a mix of commercial, industrial, agricultural, and airport uses. Immediately north is a construction yard, which is an Industrial use under the Table of Uses in the Urbana Zoning Ordinance. To the south is the planned recycling center, which will be a regional commercial business and is zoned IN, Industrial. To the west and east are farm fields.

2. *The extent to which property values are diminished by the restrictions of the ordinance.*

This is the difference in the value of the property as B-3, General Business and the value it would have if it were rezoned to IN, Industrial.

A direct conversion from County to City zoning would create an inconsistency in zoning for Mervis' land holdings. Recycling centers are permitted only in the Industrial Zoning District and by Special Use. Should the subject property not be rezoned, Mervis may be unable to expand onto this property which they own.

It should be noted that the Urbana City Planning Division staff are not qualified as professional appraisers and that a professional appraiser has not been consulted regarding the impact on the value of the property. Therefore, any discussion pertaining to property values must be considered speculative and inconclusive.

3. *The extent to which the ordinance promotes the health, safety, morals or general welfare of the public.*

4. *The relative gain to the public as compared to the hardship imposed on the individual property owner.*

Questions 3 and 4 apply to the current zoning restrictions: do the restrictions promote the public welfare in some significant way so as to offset any hardship imposed on the property owner by the restrictions?

The proposed rezoning should not jeopardize the health, safety, morals, or general welfare of the public. Should the rezoning be denied, there would be no relative gain to the public.

5. *The suitability of the subject property for the zoned purposes.*

The issue here is whether there are certain features of the property which favor the type and intensity of uses permitted in either the current or the proposed zoning district.

The property has access to sewer and will have access to water when the recycling center to the south is built. Should the property be redeveloped, the owner would be required to extend the water line to the north. The site is generally suited for development. Any future development would be subject to all the applicable development standards of the Zoning Ordinance.

6. *The length of time the property has been vacant as zoned, considered in the context of land development, in the area, in the vicinity of the subject property.*

Another test of the validity of the current zoning district is whether it can be shown that the property has remained vacant for a significant period of time because of restrictions in that zoning district.

The property has been vacant since Spring 2009 when an adult entertainment establishment that was located there closed. Due to a State law, a new adult entertainment use cannot be established on this site.

Summary of Findings

1. Mervis Industries, Inc. has requested that the City of Urbana enter into an annexation agreement for an 8.14-acre parcel located east of Cunningham Avenue between Airport Road and Oaks Road, and addressed as 3106 N Cunningham Avenue.
2. The proposed IN, Industrial Zoning District would allow zoning consistency for Mervis Industries' adjacent land holdings and allow for potential future expansion of Mervis' planned recycling center.
3. The proposed IN, Industrial Zoning District would be generally compatible with the future land use designation of the 2005 Urbana Comprehensive Plan.
4. The proposed rezoning would not be detrimental to the public health, safety or general welfare.
5. The proposed rezoning appears to generally meet the LaSalle Case criteria.

Options

The Plan Commission has the following options. In Plan Case 2012-A-01 / 2169-M-12, the Plan Commission may forward this case to the City Council with a recommendation to:

- a. Approve the proposed annexation agreement, including a zoning designation of IN, Industrial for the subject property; or
- b. Approve the proposed annexation agreement, including a zoning designation of IN, Industrial for the subject property, subject to recommended changes (note that the property owner would have to agree to any recommend changes); or
- c. Deny the proposed annexation agreement.

Staff Recommendation

In Plan Case 2012-A-01 / 2169-M-12 staff recommends **APPROVAL** of the proposed annexation agreement as presented.

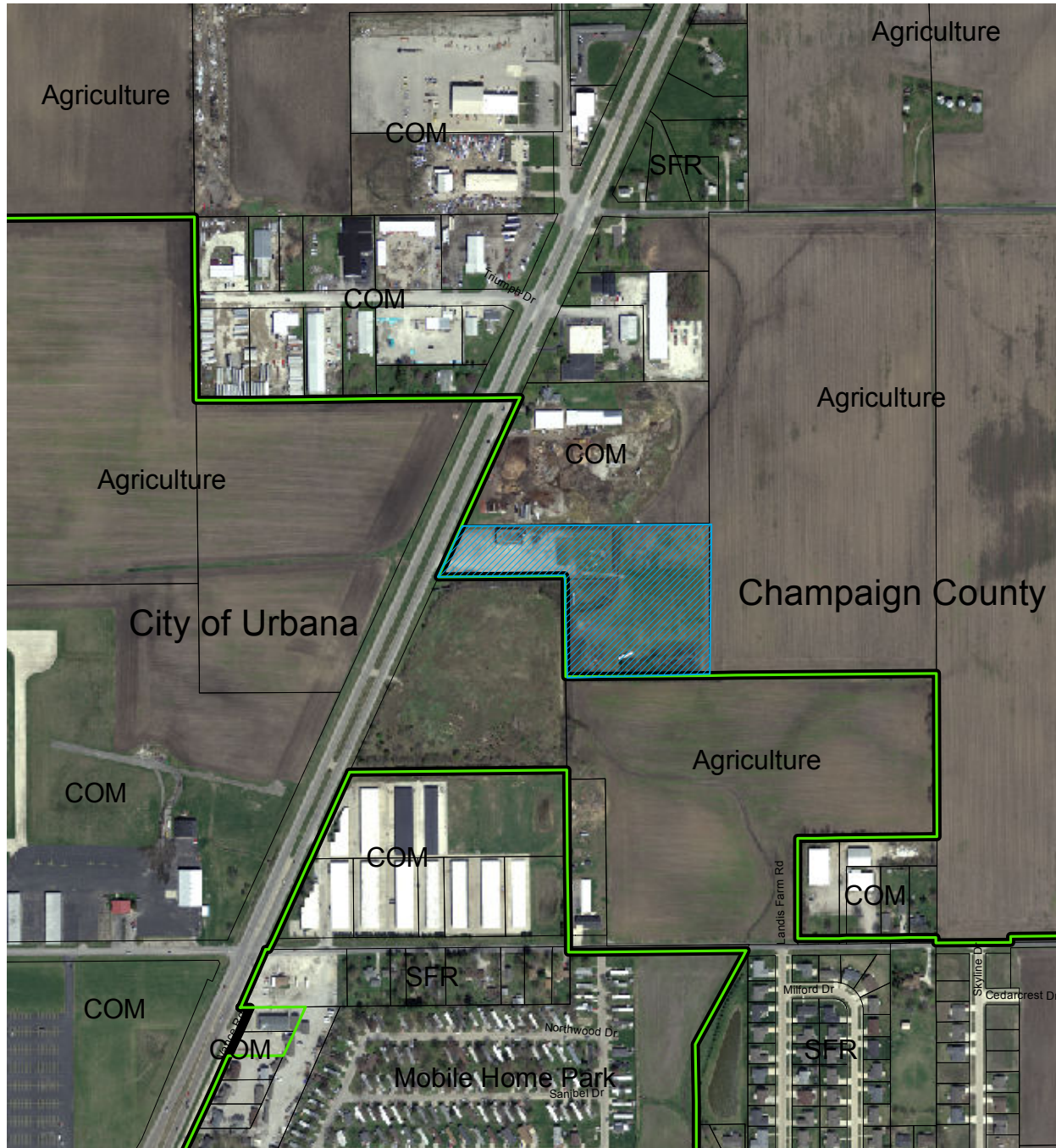
Prepared By:

Rebecca Bird, Planner II

cc: Mervis Industries: 3295 E Main Street, Danville, IL 61834

Attachments: Exhibit A: Location & Existing Land Use Map
 Exhibit B: Zoning Map
 Exhibit C: Future Land Use Map
 Exhibit D: Draft Annexation Agreement

EXHIBIT A: Location & Existing Land Use Map



0 200 400 800 1,200 1,600 Feet



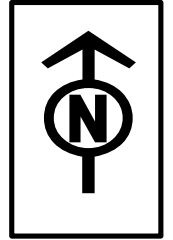
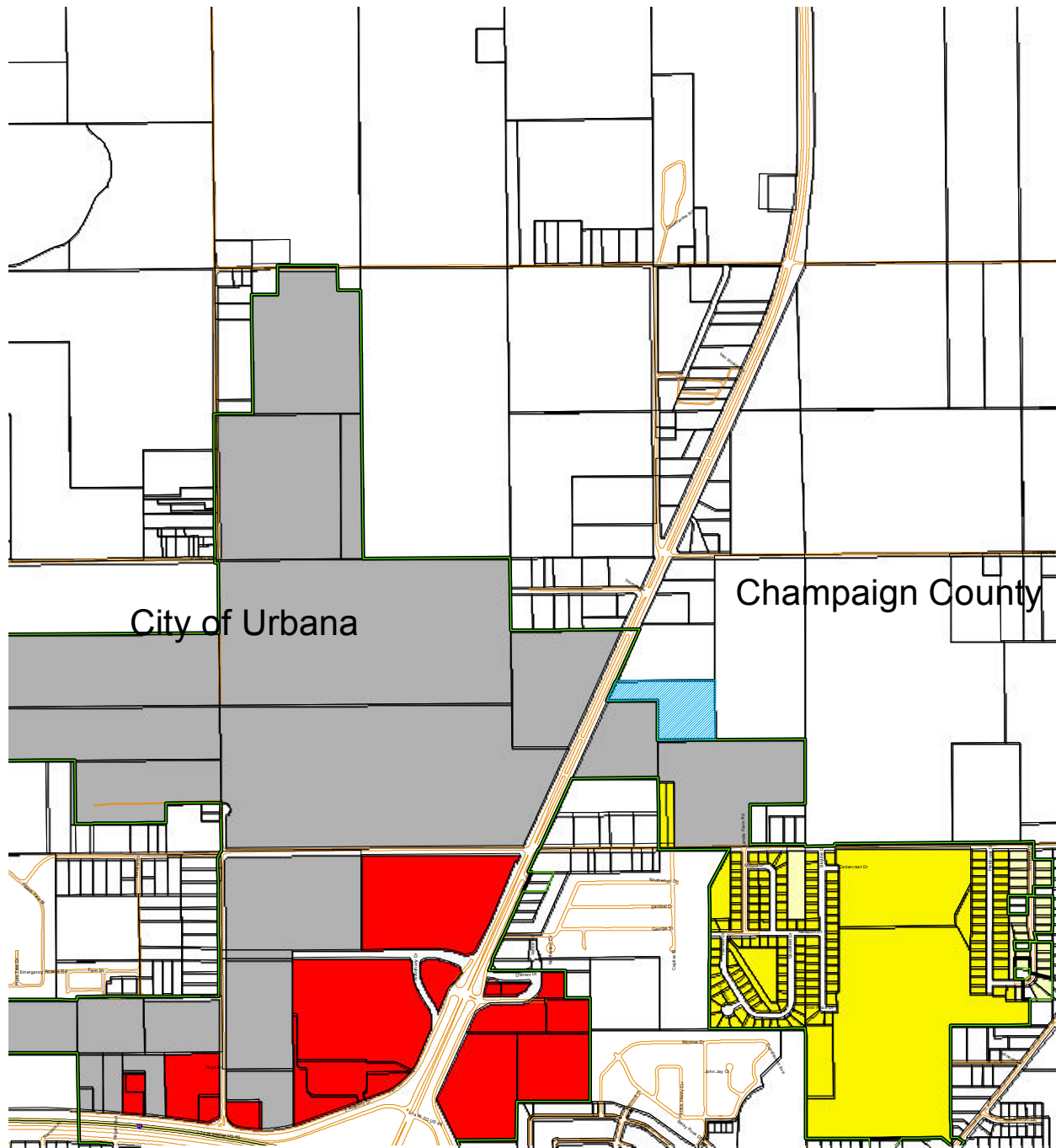
Case: 2012-A-01 & 2012-M-01
 Subject: Annexation Agreement including rezoning & Annexation Petition
 Location: 3106 N Cunningham Avenue, Urbana
 Petitioner: Mervis Industries, Inc.

 Subject Property
 Corporate Limits

COM Commercial
 SFR Single-Family Residential

Prepared 1/23/2012 by Community Development Services - rlb

EXHIBIT B: Zoning Map



0 500 1,000 2,000 3,000 4,000 Feet



Case: 2012-A-01 & 2012-M-01
Subject: Annexation Agreement including rezoning & Annexation Petition
Location: 3106 N Cunningham Avenue, Urbana
Petitioner: Mervis Industries, Inc.

Prepared 1/23/2012 by Community Development Services - rlb






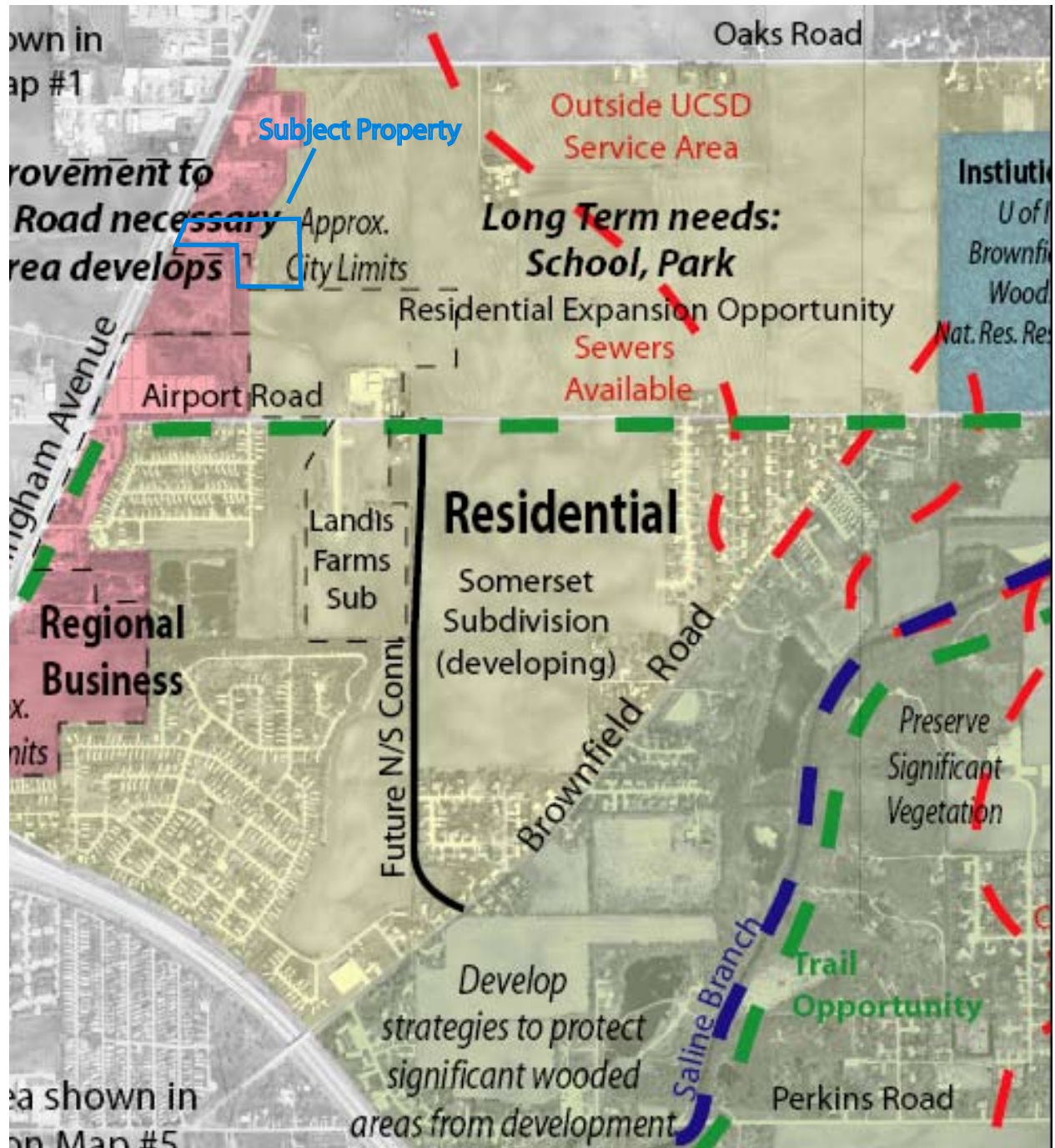
-  Subject Property
-  Corporate Limits
-  B3
-  IN
-  R2

EXHIBIT C: Future Land Use Map



Source: 2005 Comprehensive Plan Future Land Use Map #2



Case: 2012-A-01 & 2012-M-01
 Subject: Annexation Agreement including rezoning & Annexation Petition
 Location: 3106 N Cunningham Avenue, Urbana
 Petitioner: Mervis Industries, Inc.

Annexation Agreement

(Green Vistas, LLC)

THIS Agreement is made and entered into by and between the **City of Urbana**, Illinois, (hereinafter sometimes referred to as the "Corporate Authorities" or the "City") and **Green Vistas, LLC** (hereinafter referred to as the "Owner"). The effective date of this Agreement shall be as provided in Article III, Section 6.

WITNESSETH:

WHEREAS, this Agreement is made pursuant to and in accordance with the provisions of Section 11-15.1-1 et seq., of the Illinois Municipal Code (65 ILCS 5/11-15.1-1); and

WHEREAS, Green Vistas, LLC is the Owner of record of a certain parcel of real estate located at 3106 N. Cunningham Ave., Champaign County, Illinois, the legal description of which real estate is set forth in Exhibit A attached hereto and referenced herein as Tract "A", or "the tract"; and

WHEREAS, the attached map, labeled Exhibit A, is a true and accurate representation of the tract to be annexed to the City of Urbana under the provisions of this agreement; and

WHEREAS, the tract is contiguous to the City of Urbana and may be immediately annexed; and

WHEREAS, the tract is currently zoned Champaign County B-4, General Business Zoning District in Champaign County and the City and the Owners find it necessary and desirable that the tract be annexed to the City with a zoning classification of IN, Industrial District, under the terms and provisions of the Urbana Zoning Ordinance in effect upon the date of annexation, as amended, and subject to the terms and conditions set forth in this Agreement; and

WHEREAS, the Corporate Authorities find annexation of the tract as described herein as IN, Industrial, generally reflects the goals, objectives and policies set forth in the City's 2005 Urbana Comprehensive Plan, as amended from time to time, and which Plan designates the future land use as "Regional Business"; and

WHEREAS, the Owner desires to have the aforementioned real estate annexed to the City of Urbana upon certain terms and conditions hereinafter set forth in this Agreement; and

WHEREAS, the Owner desires to use this property as a recycling center in conjunction with a tract of land adjoining to the south which the Urbana City Council

through Ordinance No. 2009-02-006 (Plan Case 2093-SU-08) approved for use as a recycling center.

NOW, THEREFORE, FOR AND IN CONSIDERATION OF THE MUTUAL COVENANTS AND AGREEMENTS SET FORTH HEREIN, THE PARTIES AGREE AS FOLLOWS:

ARTICLE I. REPRESENTATIONS AND OBLIGATIONS OF THE OWNER

The Owner agrees to the following provisions:

Section 1. Ownership and Annexation. The Owner represents that the Owner is the sole record Owner of the property described in Exhibit A and that the Owner shall, within thirty (30) days of the approval of this agreement cause the tracts to be annexed to the City of Urbana by filing a legally sufficient annexation petition with all required signatures thereon, all in accordance with Illinois Statutes.

The Owner further agrees that the substance of this Section of the Annexation Agreement shall be included in any sales contract for the sale of any portion of the subject property. If the subject tract is to be platted for subdivision, the Owner agrees that the substance of this provision regarding annexation shall be included in the subdivision covenant and such will constitute a covenant running with the land. The Owner agrees for itself, successor and assigns, and all other persons intended herein to be obligated to consent to annexation, to cooperate in signing or joining in any petition for annexation for the subject tract and that mandamus would be an appropriate remedy in the event of refusal so to do, and, if the City has to resort to Court proceedings to enforce this obligation, the City shall be entitled to recover reasonable attorney's fees. The Parties agree that nothing in this section shall preclude the voluntary annexation of the subject tract or any portion thereof earlier than would otherwise be required.

Section 2. Authority to Annex. The Owner agrees and hereby stipulates that the City, by its approval, execution or delivery of this Agreement does not in any way relinquish or waive any authority it may have to annex the tract in the absence of this Agreement.

Section 3. Zoning. The Owner acknowledges that upon annexation, the tract will be rezoned from Champaign County B-4, General Business Zoning District to City IN, Industrial Zoning District. The Owner agrees that, unless changed upon the initiative of the Owner, the said City zoning classifications for said tract shall remain in effect for the term of this Agreement, subject to the right of the Corporate Authorities to amend the Zoning Ordinance text even if such amendment affects the tract. The Owner agrees to use the tract only in compliance with the Urbana Zoning Ordinance and this agreement as such may be amended from time to time.

Section 4. Special Use Permit: The Owner agrees to the following conditions of a Special Use Permit granted by Article II Section 3 of this Agreement, which will allow a recycling

collection center in the IN, Industrial zoning district as a “Recycling Center” which is permitted by Urbana Zoning Ordinance Table IV-1 as Special Use.

1. The Special Use Permit shall be applicable only to the confines of Tract “A” as depicted in the attached Exhibit “A” Map, and legally described in Exhibit “B.”
2. The Special Use Permit approves only the collection of recyclable materials and the sorting, consolidating, and distributing of these materials as depicted in the attached Exhibit “C” Site Diagram.
3. The layout and operation shall substantially conform to the attached Site Diagram, as shown in Exhibit C, along with any minor changes that may be necessary for the project to comply with City regulations including building, fire, and site development codes, as approved by the Zoning Administrator.
4. An engineered Stormwater Management Plan and an Erosion and Sedimentation Control Plan shall be prepared and implemented consistent with the requirements of the Urbana Subdivision and Land Development Code.
5. The development shall meet requirements for screening and landscaping in Article VI of the Urbana Zoning Ordinance.
6. Final traffic layouts shall be subject to the approval of the Illinois Department of Transportation and City Engineer, as appropriate.
7. The facility shall be required to comply with all applicable federal and state environmental regulations. All runoff, noise, odors, dust or other emissions shall meet standards set forth by the Illinois Environmental Protection Agency.

Section 5. Land Uses. The Owner agrees that the uses of the tract shall be limited to those allowed within the IN, Industrial Zoning District and as allowed by the Special Use Permit authorized through Article II, Section 3 of this Agreement.

Section 6. Building Code Compliance. The Owner agrees to cause all new development, construction, remodeling or building additions on said tracts to be in conformance with all applicable City of Urbana codes and regulations including building, zoning and subdivision codes.

Section 7. Amendments Required. The Owner shall take no action or omit to take action during the term of this Agreement which action or omission, as applied to the tract, would be a breach of this Agreement, without first procuring a written amendment to this Agreement duly executed by the Owner and the City. Said action includes petitioning for a county rezoning of said tracts without written amendment to this Agreement.

ARTICLE II. REPRESENTATIONS AND OBLIGATIONS OF THE CORPORATE AUTHORITIES

The Corporate Authorities agree to the following provisions:

Section 1. Annexation. The Corporate Authorities agree to annex said tract subject to the terms and conditions outlined in this Agreement, when properly and effectively requested to do so, by submission of a legally sufficient petition from the Owner, by enacting such ordinances as may be necessary and sufficient to legally and validly annex said tract to the City.

Section 2. Zoning. The Corporate Authorities agree to annex the tract with a zoning classification of IN, Industrial.

Section 3. Special Use Permit: Through this annexation agreement the Corporate Authorities hereby grant the Urbana Zoning Administrator with the authority to issue a Special Use Permit to allow the Owners to construct a recycling center on the subject property and zoned IN, Industrial Zoning District, subject to the conditions specified in Article I, Section 4. Furthermore, the Corporate Authorities find that granting of the Special Use Permit is consistent with the established criteria identified in Section VII-4 of the Urbana Zoning Ordinance in that this use:

- a. will be conducive to the public convenience at this location;
- b. will be designed, located, and proposed to be operated so that it will not be unreasonably injurious or detrimental to the district in which it will be located, or otherwise injurious or detrimental to the public welfare; and
- c. will conform to the applicable regulations and standards of, and preserves the essential character of, the district in which it shall be located.

Section 6. Amendments. The City shall take no action nor omit to take action during the term of this Agreement which act or omission, as applied to the tract, would be a breach hereof, without first procuring a written amendment to this Agreement duly executed by the Owner, or the Owner's successors or assigns, of the portion of the tract which is directly the subject of the amendment.

ARTICLE III: GENERAL PROVISIONS

Section 1. Term of this Agreement. This Agreement shall be binding upon the parties hereto, and their respective successors and assigns, for a full term of twenty (20) years commencing as of the effective date of this Agreement as provided by the Illinois State Statutes, unless other provisions of this Agreement specifically apply a different term. To the extent permitted thereby, it is agreed that, in the event the annexation of subject tract under the terms and conditions of this Agreement is challenged in any court proceeding, the period of time during which such litigation is pending shall not be

included in calculating said twenty-year term. By mutual agreement, the term of this Agreement may be extended.

If this Agreement imposes any obligation, restraint, or burden (hereinafter called collectively "obligation") on the Owner or the Owner's successors or assigns, which obligation extends beyond the termination date of this Agreement, such obligation may be released by the Urbana City Council enacting an Ordinance releasing such obligation by a majority vote of all Alderpersons then holding office and the recording of such Ordinance in the Champaign County Recorder's Office, Champaign County, Illinois.

Section 2. Covenant running with the land. The terms of this Agreement constitute a covenant running with the land for the life of this Agreement unless specific terms are expressly made binding beyond the life of this Agreement. Furthermore, the terms herein are hereby expressly made binding upon all heirs, grantees, lessees, executors, assigns and successors in interest of the Owner as to all or any part of the tracts, and are further expressly made binding upon said City and the duly elected or appointed successors in office of its Corporate Authorities.

Section 3. Binding Agreement upon parties. The Corporate Authorities and Owner agree that no party will take action or omit to take action during the term of this Agreement which act or omission as applied to the tracts would be a breach of this Agreement without first procuring a written amendment to this Agreement duly executed by the Owner and the City.

Section 4. Enforcement. The Owner and Corporate Authorities agree and hereby stipulate that any party to this Agreement may, by civil action, mandamus, action for writ of injunction or other proceeding, enforce and compel performance of this Agreement or the party not in default may declare this Agreement null and void in addition to other remedies available. Upon breach by the Owner, the City may refuse the issuance of any permits or other approvals or authorizations relating to development of the tract.

Section 5. Severability. If any provision of this Agreement is rendered invalid for any reason, such invalidation shall not render invalid other provisions of this Agreement which can be given effect even without the invalid provision.

Section 6. Effective Date. The Corporate Authorities and Owner intend that this Agreement shall be recorded in the Office of the Champaign County Recorder with any expenses for said recording to be paid by the Corporate Authorities. The effective date of this Agreement shall be the date it is recorded; or if not recorded for any reason, the effective date shall be the date the Mayor signs the agreement on behalf of the City.

IN WITNESS WHEREOF, the Corporate Authorities and Owner have hereunto set their hands and seals, and have caused this instrument to be signed by their duly authorized officials and the corporate seal affixed hereto, all on the day and year written below.

Corporate Authorities
City of Urbana:

Owner:

Laurel Lunt Prussing
Mayor

Date

Date

ATTEST:

ATTEST:

Phyllis D. Clark
City Clerk

Notary Public

Date

Date

Exhibit A

Map of Tract

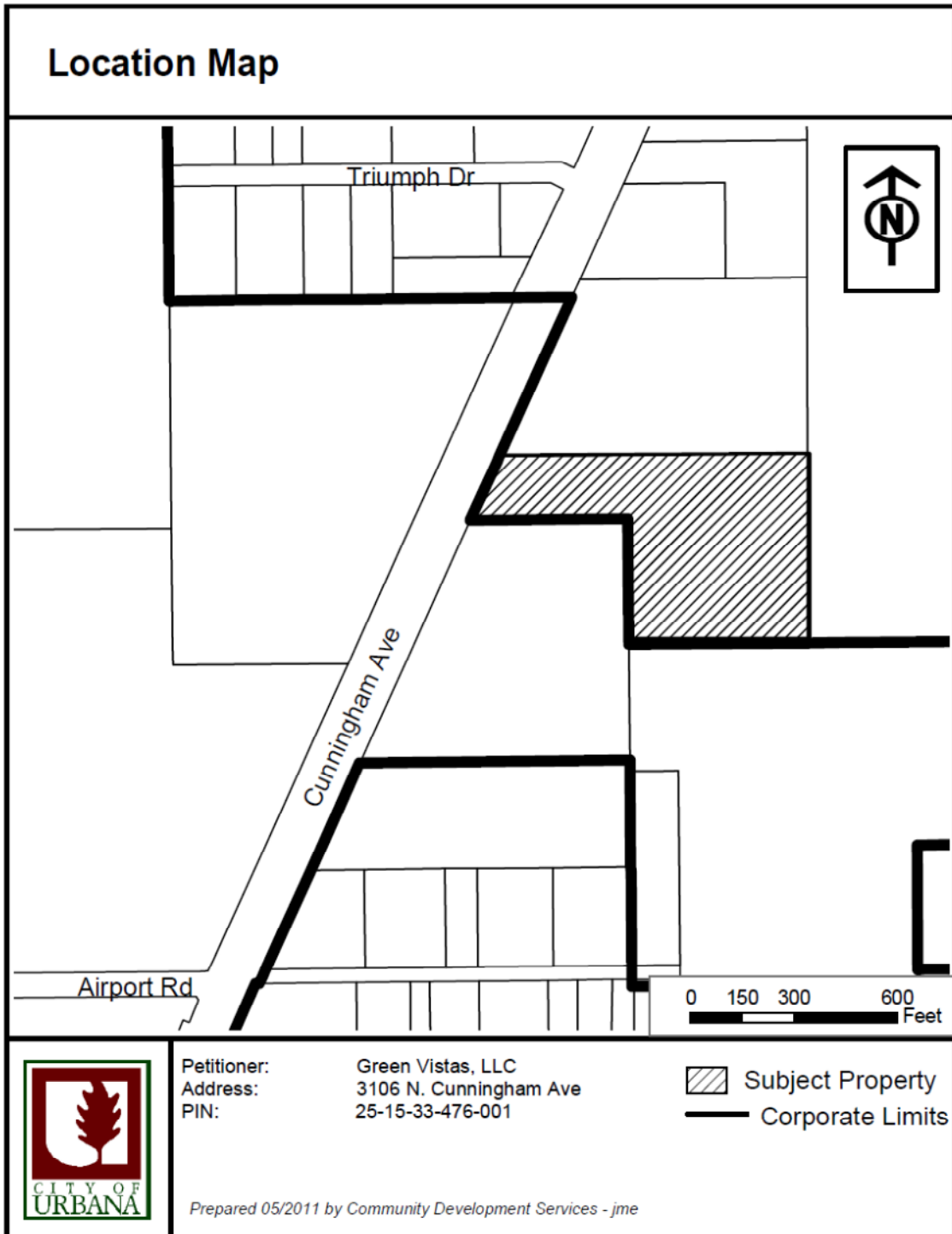


Exhibit B

Legal Description

Part of the Southeast Quarter of Section 33, Township 20 North, Range 9 East of the Third Principal Meridian, Champaign County, Illinois, described as follows:

Beginning at a point which is 819.64 feet West and 1137.41 feet South of the Northeast Corner of the Southeast Quarter of Section 33, Township 20 North, Range 9 East of the Third Principal Meridian for a true point of beginning; thence 833 feet West to the East line of the right-of-way of Federal Highway Route 45; thence Southwesterly along said right-of-way line 206.78 feet; thence East 463.6 feet; thence South 357.6 feet; thence East 506.33 feet; thence North 544.19 feet to the true point of beginning, in Champaign County, Illinois. Containing 8.14 acres, more or less.

Permanent Index No. 25-15-33-476-001

Commonly known as 3106 N. Cunningham Avenue, Urbana, Illinois.