



**DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES**

*Planning Division*

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

**TO:** Mayor Laurel Lunt Prussing

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

**DATE:** November 23, 2011

**SUBJECT:** An amendment to Section VIII-5.K of the Urbana Zoning Ordinance to revise parking requirements in the CCD, Campus Commercial District. (Plan Case 2162-T-11)

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**Introduction and Background**

The Zoning Administrator is requesting an amendment to Section VIII-5.K of the Zoning Ordinance in order to revise the minimum number of parking spaces for multi-family dwellings in the CCD, Campus Commercial Zoning District. Specifically, the Zoning Administrator is proposing to reduce the parking requirement from 0.75 spaces per bedroom to 0.5 spaces per bedroom. This change would bring residential parking requirements in the CCD in line with other residential zoning districts. At their November 10, 2011 meeting, the Urbana Plan Commission held a public hearing regarding the proposed text amendment. The Plan Commission voted five ayes and zero nays to forward the case to City Council with a recommendation for approval.

The CCD zoning district was created to promote urban-style development in the area just east of the University of Illinois. In November 2001 the University of Illinois issued a Request for Proposals to develop the property they own on Gregory Place. Concurrent with the University review of development proposals, City staff proposed to create a new zoning district called the CCD, Campus Commercial District. The new district was intended to allow for the establishment of new commercial and mixed-use developments in this area of campus where many commercial developments had been lost in previous years. The Urbana City Council adopted the new district in 2002. Currently two sites are zoned CCD: Gregory Place and Gregory Place II mixed-use developments.

A third site was recently rezoned to CCD. This property is directly west of Gregory Place, and was granted a rezoning to CCD (plan case 2153-M-11) and a special use permit to allow a mixed-use development known as Krannert View (2153-SU-11), and is currently under consideration for a variance to reduce the required amount of parking from 107 to 71 spaces (ZBA case 2011-MAJ-03). The Zoning Board of Appeals considered the case on October 19, 2011, and continued the case to

their next meeting. During review of the proposed CCD site, the Urbana Plan Commission and Zoning Board of Appeals both suggested that staff review whether the higher parking requirements of the CCD should be reduced to match the requirement in other residential zoning districts. The proposed text amendment is an alternative to the variance and would avert future variance requests in the CCD district.

## **Comprehensive Plan**

The Campus Commercial District is tied to the “Campus Mixed-Use” future land use in the Comprehensive Plan. Future Land Use Map #8 designates the area where “Campus Mixed-Use” should be located, and is further annotated with “Encourage more East Campus Commercial Center [Gregory Place I] style of development.” The Comprehensive Plan defines Campus Mixed-Use as follows:

“The Campus Mixed-Use classification is intended for limited areas that are close to campus. These areas promote urban-style private development with a mix of uses that commonly include commercial, office and residential. Design Guidelines shall ensure that developments contain a strong urban design that emphasizes a pedestrian scale with buildings close to the street, wide sidewalks, and parking under and behind structures. The design and density of development should capitalize on existing and future transit routes in the area. Large-scale developments containing only single uses are discouraged within this classification.”

Additionally, the following goals and objectives relate to this case:

### **Goal 5.0 Ensure that land use patterns conserve energy.**

#### *Objectives*

5.1.1. *Encourage development patterns that help reduce dependence on automobiles and promote different modes of transportation.*

### **Goal 18.0 Promote infill development.**

### **Goal 49.0 Avoid development patterns that can potentially create an over-dependency on the automobile.**

#### *Objectives*

49.2 *Increase land use densities to promote availability of transit service and walkability.*

## **Discussion**

For commercial uses, parking requirements in the CCD zoning district are lower than they are for other areas of the City, except for the B-4, Central Business District, which has no required parking. This parking requirement reflects the concentrated, urban nature of this area and its close proximity

to the University of Illinois. Most of the residential properties in this area are leased by students who primarily walk to campus, and students in the nearby residence halls and sororities generally do not bring cars to campus. The CCD parking requirements are one half of the standard amount for most commercial uses and one fourth of the standard amount for restaurants and cafés. No change is recommended for commercial parking requirements in the CCD zoning district.

However, for residential uses, parking requirements in the CCD zoning district are significantly higher than for the rest of the City. The CCD District requires 0.75 parking spaces per bedroom for apartments (with a minimum of one space per unit). This requirement is 50% higher than any other residential district, which generally require only 0.5 parking spaces per bedroom (and a minimum one space per unit). Given the walkable, transit-oriented nature of the district and its close proximity to campus, requiring a parking level of 0.75 spaces per bedroom seems unnecessary and contrary to the City's goal of creating walkable, less automobile-oriented neighborhoods.

For the two existing developments in the CCD zoning district, the parking requirement has been met by an agreement between that developer and the University to lease off-site parking. For example, the Gregory Place development required 165 parking spaces, but only 59 are provided on site. The remainder are provided in a nearby lot owned by the University of Illinois. Providing all of the required parking on site in the CCD district is extremely difficult to achieve while meeting the design standards and densities called for by the Comprehensive Plan. The proposed amendment would help alleviate this inconsistency, and would allow for a level playing field in the planned Campus Mixe-Use area by allowing properties to be developed without seeking parking agreements with the University.

Increased parking requirements relative to other mixed-use and multifamily residential zones are not justified for the CCD zoning district. The CCD is only found in close proximity to the University of Illinois, in an area where multiple modes of transportation are available. The City and the University have installed a network of on-street bicycle lanes and off-street bicycle paths, and the Champaign-Urbana Mass Transit District has four routes in the immediate area, and several more routes within walking distance. There is also a Zipcar car-sharing station within a few blocks of the area. The proposed amendment would not cause overflow parking to impact surrounding properties as there is no unrestricted off-site parking or unmetered street parking available in the area.

Reducing the residential parking requirement in CCD to what is required for other residential districts would not result in a burden for residents. In recent years, students have been bringing fewer cars to college (see Exhibit A). The owner of the apartments currently located on the proposed Krannert View site has estimated that only 85% of his parking spaces are leased, and some are leased to non-residents.

### **Text Changes**

The proposed changes are listed below, using a strikethrough and underline notation system. A strikethrough is used to indicate ~~deleted language~~, while an underline is used to indicate added language.

## Section VIII-5. Amount of Parking Required

- K. *CCD, Campus Commercial District Parking Requirements.* Parking requirements shall be calculated for individual uses permitted in the CCD, Campus Commercial District, as specified in Table V-1. Each use shall provide parking at a rate of one-half of the requirement for said use outlined in Table VIII-7, with the following exceptions:
1. *Restaurants, Cafés, and Coffee Shops.* 1 space per 400 square feet of floor area, including outdoor seating areas.
  2. *Multiple Family Dwellings.* ~~0.75~~ 0.5 spaces per bedroom; no less than 1 space per dwelling unit.
  3. *Technical Training and Test Preparation.* 1 space per 600 square feet of floor area.

The proposed text amendment would match the parking requirements for multiple family dwellings in the CCD zoning district with that for other residential zoning districts. Table VIII-7 of the Zoning Ordinance lists parking requirements by type of use. For multiple family dwellings, the parking requirement is 0.5 spaces per bedroom with no less than one space required per unit.

## Summary of Findings

1. The proposed amendment will modify Section VIII-5.K of the Urbana Zoning Ordinance to reduce the minimum parking space requirements for residential uses in the CCD zoning district from 0.75 spaces per bedroom to 0.5 spaces per bedroom.
2. The proposed amendment will revise parking requirements in the CCD district to match that required in other residential districts.
3. The proposed amendment will help to facilitate infill development in the area near the University of Illinois campus.
4. The proposed amendment will promote development in an area that is highly walkable and has multi-modal transit access.
5. The proposed amendment would eliminate the need for the pending variance request for the proposed Krannert View development (ZBA-2011-MAJ-03).
6. The proposed amendment would not negatively affect properties in the CCD district with overflow parking demand because there is no unrestricted off-site parking or unmetered street parking available in the area.
7. The proposed amendment is consistent with the goals and objectives of the 2005 Urbana Comprehensive Plan to promote infill and increase densities to promote walkability and transit.

8. The proposed amendment conforms to notification and other requirements for the Zoning Ordinances as required by the State Zoning Act (65 ILCS 5/11-13-14).

## **Options**

City Council has the following options regarding Plan Case 2162-T-11:

- a. Approve the proposed text amendment as presented herein;
- b. Approve the proposed text amendment as modified by specific suggested changes; or
- c. Deny the proposed text amendment.

## **Recommendation**

At their November 10, 2011 meeting, the Urbana Plan Commission voted five to zero to forward the proposed text amendment to City Council with a recommendation for **APPROVAL** as presented herein.

Attachments:

Exhibit A: "Students Bringing Fewer Cars to U of I", September 9, 2011 News-Gazette

**ORDINANCE NO. 2011-11-124**

An Ordinance Amending the Zoning Ordinance of the City of Urbana, Illinois  
(Revision to Section VIII-5 Regarding Parking Requirements in the CCD, Campus  
Commercial District - Plan Case No. 2162-T-11)

WHEREAS, the City Council of the City of Urbana, Illinois adopted Ordinance #9293-124 on June 21, 1993 which adopted the 1993 Comprehensive Amendment to replace the 1979 Comprehensive Amendment to the 1950 Zoning Ordinance of the City of Urbana which is also known as the Urbana Zoning Ordinance; and,

WHEREAS, the Zoning Administrator has applied to revise Section VIII-5, Amount of Parking Required, in order to reduce parking requirements for residential uses in the CCD, Campus Commercial District in order to match the requirements of other residential districts; and

WHEREAS, said text amendment is consistent with the goals and objectives of the Urbana Comprehensive Plan; and

WHEREAS, after due publication in accordance with Section XI-7 of the Urbana Zoning Ordinance and with Chapter 24, Section 11-13-14 of the Illinois Revised Statutes, the Urbana Plan Commission held a public hearing on this application at their November 10th, 2011 meeting; and

WHEREAS, the Urbana Plan Commission on November 10th, 2011 voted 5 ayes to 0 nays to forward this application to the Urbana City Council with a recommendation for approval;

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the Urbana Zoning Ordinance shall be amended as follows:

Section 1. That Paragraph VIII-5.K of the Urbana Zoning Ordinance is hereby amended to read as follows:

- K. *CCD, Campus Commercial District Parking Requirements.* Parking requirements shall be calculated for individual uses permitted in the CCD, Campus Commercial District, as specified in Table V-1. Each use shall provide parking at a rate of one-half of the requirement for said use outlined in Table VIII-7, with the following exceptions:
1. *Restaurants, Cafés, and Coffee Shops.* 1 space per 400 square feet of floor area, including outdoor seating areas.
  2. *Multiple Family Dwellings.* 0.5 spaces per bedroom; no less than 1 space per dwelling unit.
  3. *Technical Training and Test Preparation.* 1 space per 600 square feet of floor area.

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

This Ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called of a majority of the members of the City Council of the City of Urbana, Illinois, at a regular meeting of said Council on the 28th day of November, 2011.

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2011.

AYES:

NAYS:

ABSTAINED:

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

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_, 2011.

\_\_\_\_\_  
Laurel Lunt Prussing, Mayor

**CERTIFICATE OF PUBLICATION IN PAMPHLET FORM**

I, Phyllis D. Clark, certify that I am the duly elected and acting Municipal Clerk of the City of Urbana, Champaign County, Illinois. I certify that on the \_\_\_\_ day of \_\_\_\_\_, 2011, the corporate authorities of the City of Urbana passed and approved Ordinance No. \_\_\_\_\_, entitled "An Ordinance Amending the Zoning Ordinance of the City of Urbana, Illinois (Revision to Section VIII-5 Regarding Parking Requirements in the CCD, Campus Commercial District - Plan Case No. 2162-T-11)" which provided by its terms that it should be published in pamphlet form. The pamphlet form of Ordinance No. \_\_\_\_\_, including all of its attachments, was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the \_\_\_\_\_ day of \_\_\_\_\_, 2011, and continuing for at least ten (10) days thereafter. Copies of such Ordinance were also available for public inspection upon request at the Office of the City Clerk.

DATED at Urbana, Illinois, this \_\_\_\_\_ day of \_\_\_\_\_, 2011.



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# Students bringing fewer cars to UI

Fri, 09/09/2011 - 8:00am | [Tom Kacich](#) <sup>[1]</sup>

URBANA — Local transportation planners believe there has been a significant reduction in the number of vehicles students are bringing to the University of Illinois campus, leading to more bicycle and bus use.

The number of student parking permits sold by the UI has plunged nearly in half in the last four years; sales of city of Champaign on-street parking permits in the university district have dropped, and ridership on Champaign-Urbana Mass Transit District buses has soared to record levels.

"We've been trying really hard to make this happen," said Morgan Johnston, the UI's campus transportation coordinator. "This is the result of a lot of things, including policy changes, facility changes and of course there's also the change in the national economy.

"I think the younger generation is much more in tune with the benefits of walking and riding a bike and taking transit and using Zipcars."

So far this year, the UI has sold 2,000 student parking permits, compared with 2,800 in fiscal year 2011 and 3,200 in fiscal year 2009.

Furthermore, the city of Champaign has sold 642 on-street parking permits this year, down from 743 permits at this point last year.

"The Campus Area Transportation Area Study goal was to reduce the number of vehicles in the core of the campus area and to improve pedestrian safety, and it looks like we're doing that," said Stacy Rachel, administrative services supervisor in Champaign's public works department.

As recently as four years ago Champaign was able to lease 94 percent of its parking spaces in the university district. At the current level the city has leased only 54 percent of the 1,200 available spaces there.

Both the UI and the city of Champaign have increased their campus area parking rates in recent years. Champaign now charges between \$540 and \$495 per space per academic year. Rates are highest along the Green Street corridor.

The UI now charges \$540 for a nine-month contract (\$600 for 12 months), which is up from \$480 and \$540 last year. In fiscal year 2009 the rates were \$420 and \$480.



<sup>[2]</sup>

**Photo by: Heather Coit/The News-Gazette**

Pedestrians and bicyclists near the corner of Sixth Street and Armory Avenue in Champaign.

Students also can purchase parking spaces in remote shuttle lots for \$127 an academic year.

At the same time the number of leased parking spaces has decreased by almost 900 in a year, the C-U MTD has seen a significant spike in bus ridership. It has established monthly ridership records for the last four months, including about 780,000 rides last month, a 9 percent increase over August 2010.

And the use of Zipcars, a car-sharing program most prevalent on campus, has increased, according to Tom Costello, assistant managing director of the MTD. There are now 1,100 Zipcar members in Champaign-Urbana, using 11 different vehicles scattered about the community.

"Even a year and a half ago we only had about 600 members," Costello said.

Johnston said the university actively promotes transportation alternatives in student orientation materials, campus tours and by other means.

"I think we're looking to become known as a bike-friendly community, and that's impacting decisions of freshmen who are looking for a place where they can ride their bikes. They know that we are doing everything we can to make it convenient and helpful for them," she said.

Later this month the UI hopes to unveil a new network of bike paths and bike lanes on campus, and is working to install more bike racks.

"People in different departments who are responsible for individual buildings and facilities have been reaching out to me a whole lot more this year for more bike parking," Johnston said. "It's a bit of an issue because we have extremely minimal funding for it."

The change in transportation use has its drawbacks. It means less parking income, acknowledged Rachel.

"From a revenue standpoint it is challenging, but safety is our concern," she said.

For Johnston it means an entirely new safety concern.

"It's really getting into a different type of conversation about safety on campus," she said. "It's no longer about, how do we keep these cars from speeding through and hitting somebody? Now it's about complaints and concerns about interactions between pedestrians and bicycles: How do we all work together and make sure that conflicts are minimized?"

Whether the transportation changes on campus lead to fewer accidents will be determined with a two-year study set to begin later this fall, according to Rita Black, planning and community development director at the Champaign County Regional Planning Commission. Another RPC study, already under way, is looking at traffic counts on campus and throughout the county.

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## Comments

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**MINUTES OF A REGULAR MEETING**

**URBANA PLAN COMMISSION**

**DRAFT**

**DATE:** November 10, 2011

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

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

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**MEMBERS PRESENT:** Tyler Fitch, Lew Hopkins, Michael Pollock, Mary Tompkins,  
Marilyn Upah-Bant

**MEMBERS EXCUSED:** Carey Hawkins Ash, Andrew Fell, Dannie Otto, Bernadine Stake

**STAFF PRESENT:** Robert Myers, Planning Manager; Teri Andel, Planning Secretary

**OTHERS PRESENT:** Tom Berns, Torian Priestly, Susan Taylor

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**NEW PUBLIC HEARINGS**

**Plan Case No. 2162-T-11: A request by the Urbana Zoning Administrator to amend Section VIII-5.K of the Urbana Zoning Ordinance to revise the parking requirements in the CCD, Campus Commercial Zoning District.**

Robert Myers, Planning Manager, presented this case to the Plan Commission. He explained that this application was prompted by a recent variance request that came before the Zoning Board of Appeals to reduce the parking for a new project in a CCD (Campus Commercial District) zoning district. When the CCD district was created in 2001, parking for most uses was reduced to half of that required in other districts. But for yet unclear reasons, parking requirement is 50% higher than for residential parking in any other zoning district outside of downtown.

On the University of Illinois campus, there is a lot of structured parking, which is really expensive to construct. Nationally, it costs about \$16,000 per parking space to build structured parking. So, for an extra 35 parking spaces, it would add approximately a half a million dollars to the development costs. The developer would then pass this extra cost along to the buyer of the development, and the buyer would pass this along to the tenants, so it would mean higher rents and higher housing costs. This would be alright if there is an actual need for parking, but now students are bringing fewer cars on campus. Both the University of Illinois and the City of Champaign have reported that there are fewer parking permits being issued.

In the past few years, bus ridership has greatly increased with MTD (Mass Transit District) having 50,000 riders per day. More people are bicycling and/or walking to work as well. He believes this to be a long-term trend of students bringing fewer cars to campus. In addition, the Zip Car system has really become popular. Especially for these reasons he does not see a good reason for the City to require 50% more parking for residential uses in this zoning district than for any other. City staff is recommending that the minimum be changed to match that required in other districts.

In response to the question why the 2001 zoning amendment enacted higher residential parking, Mr. Myers replied that a City parking survey of students near campus played a role. Also, at that time, parking was based on bedroom size and has since been simplified to the number of bedrooms. This may have played a role.

In terms of how this change would effect Gregory Place I and II, Mr. Myers said that it would lower the minimum for those existing properties as well. Currently Gregory Place I can only provide about a third of their required parking spaces on-site with the other third now having to be leased off site from the University of Illinois.

Asked about possible future CCD districts, Mr. Myers stated that the only properties zoned CCD in the City of Urbana are the Gregory Place properties and the future Krannert View properties. This district was created for private development on campus and on the edge of campus.

With no further questions for staff from the Plan Commission, Chair Pollock opened the hearing up for audience members to comment or ask questions. There was none, so Chair Pollock closed the public hearing and opened it up for Plan Commission discussion and/or motion(s).

Mr. Hopkins believes that one reason why the City required an additional amount of parking in the CCD Zoning District was due to the resistance of student parking east of Lincoln Avenue in the state streets area. At that time, student parking on the state streets was a major issue for the City. However, we now have on-street parking restrictions to control on-street parking in the neighborhood. Since it has become harder to find and afford renting parking spaces, the students' behavior has changed. Therefore, he feels that the City should approve the proposed text amendment as part of continuing to change the behavior.

Chair Pollock commented in this case it would be best to change the requirements rather than make special exceptions through variances for each project.

Mr. Fitch moved that the Plan Commission forward Plan Case No. 2162-T-11 to the City Council with a recommendation for approval. Ms. Upah-Bant seconded the motion. Roll call was as follows:

Mr. Hopkins	-	Yes	Mr. Pollock	-	Yes
Ms. Tompkins	-	Yes	Ms. Upah-Bant	-	Yes
Mr. Fitch	-	Yes			

The motion was passed by unanimous vote.