Introduction

Gregory Place, LLC (JSM Development) is requesting a Special Use Permit to establish an urban-style, mixed use building in the 700 block of Gregory Place on the University of Illinois campus. The project will provide 136,000 sq. ft. of space on five floors. The first floor will be retail, the second floor will have offices, and the third through fifth floors will be apartments. The project will be very similar to the first phase of this development constructed on the opposite side of Gregory Street but one story taller. Gregory Place II Gregory Place LLC is a private company which will construct and operate this facility on property owned by the University of Illinois.

The project is formally known as East Campus Commercial Center, Phase II, but is commonly called Gregory Place, Phase II.

The property is currently zoned R-5, Medium High Density Multiple Family Residential District, but the petitioners are concurrently applying to rezone the property to CCD, Campus Commercial District. The Urbana Zoning Ordinance Table of Uses V-1, permits retail, offices, and apartments in the CCD zoning district subject to Special Use Permit procedures. Additionally, the City Council will be considering a Development Agreement for this project to address right-of-way use issues and economic development assistance for commercial tenants.

At their January 18, 2007 meeting, the Plan Commission recommended unanimously that the City Council approve this Special Use Permit request.
Background

In November 2001 the University of Illinois issued a Request for Proposals to develop the property they own on Gregory Place. Coinciding with the University review of development proposals, City staff proposed a text amendment 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 have been lost in recent years. The Urbana City Council adopted the new district in 2002. Following City approvals, Gregory Place LLC constructed the first phase of this development on the west side of the 700 block of Gregory Place. The facility is four stories with retail on the first floor and residential on the upper three stories and has been successfully leased.

These previous approvals have laid the groundwork for the present Special Use Permit and rezoning applications for Gregory Place, Phase II. Should these applications be approved by the Plan Commission and City Council, the developer anticipates breaking ground on this project in February 2007.

In terms of City tax revenues, even though the property will be owned by the University of Illinois, Gregory Place, Phase II will be taxed as any other commercial property per Illinois law because it is larger than one acre in area. Although Gregory Place, Phase I, was smaller than one acre in area, Gregory Place, LLC and the City of Urbana signed a Development Agreement specifying that the developer would make certain payments in lieu of taxes. Consequently, both phases of the Gregory Place development will generate revenues for the City of Urbana and other taxing districts.

Zoning and Land Use Table

The following is a summary of surrounding zoning and land uses for the subject site:

<table>
<thead>
<tr>
<th>Direction</th>
<th>Comprehensive Plan</th>
<th>Zoning</th>
<th>Land Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site</td>
<td>“Campus Mixed-Use”</td>
<td>R-5, Multi-Family Residential (Applied to be rezoned to CCD, Campus Commercial Zoning District)</td>
<td>Residential, parking, vacant</td>
</tr>
<tr>
<td>North</td>
<td>“Institutional”</td>
<td>R-5, Multi-Family Residential</td>
<td>Residential</td>
</tr>
<tr>
<td>East</td>
<td>“Campus Mixed-Use”</td>
<td>R-5, Multi-Family Residential</td>
<td>Residential, Parking</td>
</tr>
<tr>
<td>South</td>
<td>“Institutional”</td>
<td>CRE, Conservation, Recreation, Education</td>
<td>Institutional</td>
</tr>
<tr>
<td>West</td>
<td>“Campus Mixed-Use”</td>
<td>CCD, Campus Commercial and R7, University Residential</td>
<td>Residential</td>
</tr>
</tbody>
</table>
Comprehensive Plan Goals, Objectives and Policies

The proposed Special Use Permit has been reviewed under the goals and objectives contained in the 2005 Urbana Comprehensive Plan. Future Land Use Map #8 designates the future land use of both sides of this block of Gregory Street as “Campus Mixed-Use” 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 18.0** Promote infill development.

**Goal 25.0** Create additional commercial areas to strengthen the city’s tax base and service base.

**Goal 28.0** Develop a diversified and broad, stable tax base.

*Objectives*

28.4 Work with the University of Illinois and other institutions to reduce the impact of tax-exempt properties in the community.

28.5 Encourage University efforts to promote public-private partnerships that can benefit multiple parties.

28.6 Increase the allocation of land devoted to tax-generating commercial uses in appropriate locations.

**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**

**Proposed Gregory Place, Phase II**

Gregory Place II proposes a mixed-use development with its scale, massing and building placement in keeping with urban style development. The development will front on Gregory Place and will have shallow setbacks to create a pedestrian-oriented design similar to buildings
typically found in downtown areas. The development proposes approximately 17,600 square feet of commercial space on the first floor. The first-floor commercial uses are expected to be marketed primarily to pedestrian traffic created from the campus and the immediate neighborhood. The second floor will have approximately 36,600 sq. ft. of office space. The project will also have 140 apartments on the third through fifth floors. The residential units are expected to be marketed to students, faculty, staff and young professionals.

Forty-one parking spaces will be provided onsite at ground level, behind and underneath the building. Site plans illustrating the apartment layout and the parking facilities are attached to this memorandum.

Structure and Design

Although the project is a private development, the developer will be leasing the property from the University of Illinois. The University has established specific campus design guidelines that will dictate the design of the structure. This design will be for a “university quality” structure built with brick veneer with limestone detailing. Elevation drawings are attached to this memorandum.

Site Design

The CCD, Campus Commercial District requires minimal setbacks in order to achieve the goal of an urban style of development. The CCD District requires a front yard of six feet. In this case, the development is setback from the Gregory, Oregon, and Nevada Street rights-of-way by seven feet one inch. The purpose of this shallow setback is to have the commercial uses directly on the sidewalk to encourage pedestrian walk-up traffic.

In terms of open space, the development proposes that required open space be met at grade level in open patio areas along Gregory Place, and by an open atrium extending up through all floor of the building and through the roofline. The proposal meets the requires of the Zoning Ordinance.

Parking and Bicycle Access

Under Table VIII-7 and Section VIII-5.K of the Zoning Ordinance, approximately 190 parking spaces are required for the project. For the apartments, 128 parking spaces are necessary, for the offices 61 parking spaces are needed, and at least 35 spaces are needed for the retail portion, depending on the specific retail mix. Forty-one parking spaces will be provided onsite. It as anticipated that the majority of the underground spaces will be used for residential tenant parking. The remainder of required parking will be provided offsite but within 600 feet as allowed per the Zoning Ordinance. The University of Illinois has agreed to provide dedicated parking spaces for this project in lots D21 and D22 located just to the east of the project. The agreement also specifies that additional spaces could be reserved as demand warrants. Additionally, the adjoining Gregory Place roadway will be redesigned to yield additional on-street parking, and the adjacent Krannert Center provides underground parking which is used primarily for evening performances.
In terms of access by alternative transportation modes, Gregory Place II is well designed for access by bicycle, bus, and on foot, in addition to car access. The number and placement of bicycle racks exceed minimum standard provided in the Zoning Ordinance and reflect the actual bicycle demand observed for Gregory Place I across the street. Although bike lanes along this segment of Gregory Place will not be possible given the width and roadway design, bicycle access in and through the area can benefit from further study.

**Requirements for a Special Use Permit**

According to Section VII-6 of the Urbana Zoning Ordinance, an application for a Special Use Permit shall demonstrate the following factors. Please refer to the attached Petition for a Special Use Permit for the petitioner’s specific response.

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

   The development is located in an area that has been transitioning to institutional uses for several years. The proposed East Campus Commercial Center will be conducive to the public convenience at this location because it will offer convenient residential opportunities in close proximity to the University of Illinois. The development will also offer commercial and retail services in the East Campus area which will be convenient for students, faculty, staff and the immediate neighborhood. The establishment of new commercial businesses will help replace some of the many businesses that have been lost in recent years due to University expansion. Also, according to the petitioner, including offices in Gregory Place, Phase II will provide an additional customer base for retailers and add vitality to the area throughout the workday.

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

   The East Campus Commercial Center will be designed with a mixed-use, urban-style layout with shallow setbacks. The concept is to construct a development that is of a pedestrian scale and encourages walk-up access. Nevertheless, the development will contain both on-site and off-site parking to serve residents and customers with cars. Further, the building will contain a strong architectural appeal not typically found in new private development. This is due to the Developer’s requirement to adhere to the University of Illinois design standards. It is the opinion of staff that the development will not be injurious to the public welfare or the district in general.

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

   The development is proposed to be constructed fully within the requirements of the Urbana Zoning Ordinance and the CCD, Campus Commercial District regulations. There are no variances or waivers requested along with the Special Use Permit.
Consideration

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

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

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

Summary of Findings

1. The proposed East Campus Commercial Center, Phase II development will consist of a mixed-use commercial center on the University of Illinois campus. The development will consist of approximately 54,200 square feet of commercial and office space and 140 apartments.

2. The proposed development will foster new retail development in the east campus area which has seen a loss of such business and service establishments over the past 20 years. New retail development will be a benefit to the east campus area and the immediately surrounding neighborhood.

3. The proposed mixed-use development will be generally compatible with surrounding land uses, including commercial, apartments, and institutional uses. The proposed East Campus Commercial Center, Phase II is designed to offer services and residential opportunities primarily to users of the university but also to the surrounding neighborhoods.
4. The proposed use would be conducive to the public convenience at this location by offering commercial and residential opportunities in close proximity to the campus and surrounding neighborhoods.

5. The proposed development will not pose a detriment to the district in which it is proposed to be located. The traffic generated is expected to be largely pedestrian and parking is to be provided both on-site and off-site.

6. The proposed development meets all applicable standards and regulations of the district in which it is located.

7. The proposed development conforms to the 2005 Urbana Comprehensive Plan.

8. The proposed development will benefit the City of Urbana by offering private, taxable development that will contribute to City revenues.

9. At their January 18, 2007 meeting, the Plan Commission voted 7 ayes to 0 nays to recommend approval of the proposed development.

Options

The City Council has the following options regarding Plan Case No. 1959-SU-05:

1. The City Council may approve the Special Use Permit request as presented on the attached application without any additional conditions;

2. The City Council may approve the Special Use Permit request, as presented on the attached application, with any conditions deemed appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of the Zoning Ordinance; or

3. The City Council may deny the request for a Special Use Permit.

Recommendation

At their January 18, 2007 meeting, the Plan Commission recommended APPROVAL of this rezoning with a vote of seven ayes and no nays and with the following conditions. City staff likewise recommends approval with these conditions.

1. The Developer shall consult with City staff indicating the exact commercial uses that will be located within the commercial space. City staff shall confirm that the uses are permitted in the CCD District and that adequate parking is accommodated to satisfy the development regulations.
2. That the development on the property be in substantial conformance with the attached Site Plan.

Prepared by:

________________________
Robert Myers, AICP
Planning Manager

(Common exhibit packet with Plan Case No. 1959-M-05)

Attachments: Exhibit A: Location Map
Exhibit B: Zoning Map
Exhibit C: Existing Land Use with Aerial Map
Exhibit D: Future Land Use Map
Exhibit E: CCD, Campus Commercial District Regulations
Exhibit F: Special Use Permit Application
Exhibit G: Site Plan Maps

Cc: Helen Coleman, University of Illinois, 1501 S Oak St., Champaign, IL 61820
Scott Kunkel, Gregory Place, LLC, 505 S 5th St., Champaign, IL 61820
ORDINANCE NO. 2007-02-022

AN ORDINANCE APPROVING A SPECIAL USE PERMIT

(To allow a mixed use development known as the 'East Campus Commercial Center - Phase II' in the CCD, Campus Commercial District, located on the east side of Gregory Place between Oregon and Nevada Streets - Plan Case No. 1959-SU-05 / Gregory Place II)

WHEREAS, Gregory Place, LLC has petitioned the City for a Special Use Permit to establish a mixed use development known as the East Campus Commercial Center Phase II located at 1004, 1006 and 1008 W Nevada Street; 704 and 706 Gregory Place; and 1003, 1005, and 1007 W Oregon Street in the City’s CCD, Campus Commercial Zoning District; and

WHEREAS, the 2005 Comprehensive Plan designates the future land use of this property as “Campus Mixed Use”; and

WHEREAS, all applicable development regulations will be met, including those involving setbacks, parking, drainage, and vehicular access; and

WHEREAS, after due publication, a public hearing was held by the Urbana Plan Commission on January 18, 2007 concerning the petition filed by the petitioner in Plan Case No. 1959-SU-05; and

WHEREAS, on January 18, 2007, the Urbana Plan Commission voted 7 ayes and 0 nays to forward the case to the Urbana City Council with a recommendation to approve the request for a Special Use Permit, subject to the conditions as outlined in Section 1 herein; and

WHEREAS, the approval of the Special Use Permit, with the conditions set forth below, is consistent with the requirements of Section VII-4 of the Urbana Zoning Ordinance, Special Use Permit Procedures, and with the general intent of that Section of the Ordinance; and

WHEREAS, the findings of the Plan Commission indicate that approval of the special use permit would promote the general health, safety, morals, and general welfare of the public; and
WHEREAS, the application demonstrates that the development will be generally conducive to the public convenience at this location; that it will not be injurious to the public or district in which it is located; and that it will meet the applicable standards of the Urbana Zoning Ordinance and enhance the character of the zoning district in which this is located.

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

Section 1. A Special Use Permit is hereby approved to allow the establishment of a mixed use development known as the East Campus Commercial Center Phase II located at 1004, 1006 and 1008 W Nevada Street; 704 and 706 Gregory Place; and 1003, 1005, and 1007 W Oregon Street in the City’s CCD, Campus Commercial Zoning District with the following conditions upon approval:

1. The Developer shall consult with City staff indicating the exact commercial uses that will be located within the commercial space. City staff shall confirm that the uses are permitted in the CCD District and that adequate parking is accommodated to satisfy the development regulations.

2. That the development on the property be in substantial conformance with the attached Site Plan.

LEGAL DESCRIPTION:

The west 31 feet of the south 20 feet and the west 17 feet of the north 136 feet of Lot 7, and Lot 8, and the east 52 feet and the west 13 feet of the north 22 feet of the south 94 feet of Lot 9, all in the Forestry Heights Addition to the City of Urbana, Champaign County, Illinois; AND the east 52 feet and the north 15 feet of the west 13 feet and the west 13 feet of the north 47 feet of the south 59 feet of Lot 28, and Lot 29, and the west 31 feet of the north 20 feet and the west 17 feet of the south 137 feet of Lot 30, all in the University Addition to the City of Urbana, Champaign County, Illinois.

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

PASSED by the City Council this _____ day of __________________, 2007.

AYES:

NAYS:

ABSTAINS:

Phyllis D. Clark, City Clerk

APPROVED by the Mayor this _____ day of __________________, 2007.

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 ______________, 2007, the Corporate Authorities of the City of Urbana passed and approved Ordinance No. ____________, entitled “AN ORDINANCE APPROVING A SPECIAL USE PERMIT (To allow a mixed use development known as the 'East Campus Commercial Center - Phase II' in the CCD, Campus Commercial District, located on the east side of Gregory Place between Oregon and Nevada Streets -- Plan Case No. 1959-SU-05 /Gregory Place II)” which provided by its terms that it should be published in pamphlet form. The pamphlet form of Ordinance No. ____________ was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the _____ day of ________________, 2007, 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 ________________, 2007.
Location Map

EXHIBIT "A"

Plan Cases:
1959-M-05, Gregory Place II - East Campus Commercial Center: Rezone part of a lot from R-5 (Medium High Density Multiple-Family Residential District) to CCD (Campus Commercial District)
1959-SU-05, Gregory Place II - East Campus Commercial Center: Special Use Permit for a mixed use development in the CCD zoning district

Petitioner: Gregory Place, LLC
Location: Gregory Place between Oregon and Nevada Streets
Zoning: R-5, Medium High Density Multiple-Family and CCD

Prepared 1/12/07 by Community Development Services - pal
Future Land Use Map

Source: Comprehensive Plan Future Land Use
Map # 8, p. 79 - Detailed Section

Plan Cases:
1959-M-05, Gregory Place II - East Campus Commercial Center: Rezone part of a lot from R-5 (Medium High Density Multiple-Family Residential District) to CCD (Campus Commercial District)
1959-SU-05, Gregory Place II - East Campus Commercial Center: Special Use Permit a mixed use development in the CCD zoning district

Petitioner: Gregory Place, LLC
Location: Gregory Place between Oregon and Nevada Streets
Zoning: R-5, Medium High Density Multiple-Family and CCD

Prepared 1/12/07 by Community Development Services - pal
NEW PUBLIC HEARINGS

Plan Case No. 1959-M-05: Request by Gregory Place, LLC to rezone parcels totaling one acre located at 1004, 1006 and 1008 West Nevada Street, 704 and 706 Gregory Place, and 1003, 1005, and 1007 West Oregon Street from the R-5, Medium High Density Multiple-Family Residential Zoning District, to CCD, Campus Commercial Zoning District.

Plan Case No. 1959-SU-05: Request by Gregory Place, LLC for a special use permit to allow a mixed use development known as the East Campus Commercial Center Phase II located at 1004, 1006 and 1008 West Nevada Street, 704 and 706 Gregory Place, and 1003, 1005, and 1007 West Oregon Street in the City’s CCD, Campus Commercial Zoning District.

Robert Myers, Planning Manager, presented these two cases to the Plan Commission. He introduced the rezoning and special use permit request cases together by stating the reasons for each request. He gave a brief background noting the zoning and land uses of the proposed site and its surrounding properties. He talked about the goals and objectives of the Comprehensive Plan that relate to the proposed rezoning request. He reviewed the LaSalle National Bank criteria that pertains to the request to rezone the proposed property from the R-5, Medium High Density Multiple Family Residential Zoning District, to the CCD, Campus Commercial
January 18, 2007

Development Zoning District. He presented staff’s recommendation for the rezoning case, which was as follows:

In Plan Case 1959-M-05, based on the evidence presented in the written staff report, and without the benefit of considering additional evidence that may be presented during the public hearing, staff recommended that the Plan Commission recommend approval of the proposed rezoning.

Mr. Myers continued his presentation by reviewing the requirements for a special use permit according to Section VII-6 of the Urbana Zoning Ordinance that pertain to the proposed special use permit request. He presented staff’s recommendation for the special use permit, which was as follows:

In Plan Case 1959-SU-05, based on the evidence presented in the written staff report, and without the benefit of considering additional evidence that may be presented at the public hearing, staff recommended that the Plan Commission recommend approval of the proposed special use with the following conditions:

1. The Developer shall consult with City staff indicating the exact commercial uses that will be located within the commercial space. City staff shall confirm that the uses are permitted in the CCD District and that adequate parking is accommodated to satisfy the development regulations.

2. That the development on the property be in substantial conformance with the Site Plan.

With no questions for City staff, Chair Pollock opened the public hearing to testimony from the petitioner and other members of the audience.

Scott Kunkel, representative for Gregory Place, LLC, approached the Plan Commission. He showed photos of the existing Phase I building noting that many of the characteristics would be seen in the proposed Phase II building as well. He displayed a site plan of the overall project, a site plan of the 1\textsuperscript{st} floor plan (retail level), a site plan of the 2\textsuperscript{nd} floor plan (office level), a site plan of the 3\textsuperscript{rd} – 5\textsuperscript{th} floor plans (residential levels), and an elevation plan showing the west and south sides of the proposed building. He talked about architectural layout and uses for each floor.

Ms. Stake inquired as to whether or not there would be any common space for the residents. Mr. Kunkel stated that the main common space would be the courtyards on the third floor interior. It would be accessible to all residential users. Otherwise there would be only minor common areas.

Ms. Upah-Bant wondered where parking would be available. Mr. Kunkel explained that there would be parking behind the retail spaces on the first floor. The balance of the parking would be provided on an adjacent parking lot through a development agreement that Gregory Place, LLC
has with the University of Illinois (U of I). The U of I has designated parking for the building in Phase I with some unique signage, and it has worked out well.

Ms. Upah-Bant inquired as to how many parking spaces would be behind the retail space. Mr. Kunkel answered by saying that there would be 41 parking spaces provided onsite. Prior to Phase I being built, Gregory Place had parallel parking on either side of this street. When the Phase I project was completed, Gregory Place was reconfigured to provide diagonal parking in front of Phase I. Gregory Place is currently one-way southbound. With the Phase II project, they will continue to reconfigure Gregory Place to convert to two-way traffic and have diagonal parking in front of Phase II mirroring the diagonal parking that is in front of Phase I. The parking meters, which are owned by the U of I, are short duration (30 minute and 1 hour) meters for use by customers for the retail spaces.

With no further testimony from the audience, Chair Pollock closed the public hearing portion of this case and opened the case up to hear discussion from the Plan Commission.

Mr. White moved that the Plan Commission forward Plan Case 1959-M-05 and Plan Case 1959-SU-05 to the City Council with a recommendation for approval with the two conditions recommended by City staff. Ms. Stake seconded the motion. Roll call was as follows:

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<tr>
<td>Ms. Burris</td>
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<td>Yes</td>
<td>Mr. Hopkins</td>
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<tr>
<td>Mr. Pollock</td>
<td>-</td>
<td>Yes</td>
<td>Ms. Stake</td>
</tr>
<tr>
<td>Ms. Upah-Bant</td>
<td>-</td>
<td>Yes</td>
<td>Mr. Ward</td>
</tr>
<tr>
<td>Mr. White</td>
<td>-</td>
<td>Yes</td>
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The motion was passed by a unanimous vote of 7-0. Mr. Myers stated that these two cases would go before the Urbana City Council on February 5, 2007.