



## DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

*Planning Division*

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

**TO:** The Urbana Plan Commission

**FROM:** Robert Myers, AICP, Planning Manager

**DATE:** June 15, 2007

**SUBJECT:** Plan Case 2043-SU-07: A request by Trammell Crow Higher Education Development, Inc. for a Special Use Permit to construct Multi-family Dwellings at 1008, 1010 and 1012 W. University Avenue in the B-3, General Business Zoning District.

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### **Introduction and Background**

This case is a request by Trammell Crow Higher Education Development, Inc. to allow a mixed retail/apartment building with an interior parking garage on a 1.7 acre property located at 1008, 1010 and 1012 W. University Avenue in the B-3, General Business Zoning District. The Urbana Zoning Ordinance Table V-1, "Table of Uses", of requires a Special Use Permit for Multi-family Dwellings in B-3 zoning districts.

Specifically, the project would include construction of a five-story building with approximately 9,000 square feet of ground floor retail space, 161 residential units marketed primarily toward university students, and 161 parking spaces located primarily within the footprint of the proposed building.

The subject property is located on the north side of University Avenue, the major east-west corridor in central Urbana-Champaign, and between the intersections of Lincoln and Goodwin Avenues. University Avenue is also the north boundary of the University of Illinois campus, and both Lincoln and Goodwin Avenues are important routes to campus. The area immediately surrounding the subject property is commercial in character. The development of the property represents an infill development opportunity along the University Avenue corridor. The development would include a five-story, mixed-use building with commercial on the ground floor and four floors of apartments above with interior parking on two levels.

### **Concurrent Efforts**

On Wednesday June 20, 2007 the Zoning Board of Appeals will have heard ZBA Case 2007-MAJ-06 which is a request for a major variance to allow five foot side yard setbacks instead of 17 foot

side yard setbacks. The Urbana Zoning Ordinance requires that for residential buildings in B-3 zoning districts, the minimum side yard setback of five feet must be increased by three feet for every 10 feet (or fraction thereof) over 25 feet in building height. The proposed building would be five stories above grade, and approximately 65 feet tall at the five foot setback line. Mathematically the variance request is for a 71% reduction. City staff is recommending approval of the variance request because the site is irregularly shaped with four side yards, and having four 17-foot setbacks on a lot of this size and configuration presents a serious practical difficulty for development. If the proposed building were entirely commercial then it could be constructed with 5-foot setbacks instead.

**Surrounding Properties**

The surrounding area is characterized by retail development, university buildings, and student apartments to the south and west. The 2005 Urbana Comprehensive Plan indicates the future land use for the area as Community Business on the north side of University Avenue, and Campus - Mixed Use on the south side.

<i>Direction</i>	<i>Zoning</i>	<i>Existing Land Use</i>	<i>Comprehensive Plan - Future Land Use</i>
<b>Site</b>	B-3, General Business	Vacant - commercial	Community Business
<b>North</b>	IN, Industrial	Railway spur right-of-way	Institutional
<b>East</b>	B-3, General Business	Commercial - Retail	Community Business
<b>South</b>	B-3, General Business	Commercial - Restaurant	Campus - Mixed Use
<b>West</b>	B-3, General Business	North portion - Warehouse South portion - Restaurant (Hot Wok)	Community Business

It should be noted that a railroad spur adjoins the property on the north. The City understands this spur is used about once a week and serves one user (Solo Cup). According to the applicants, “The development will be adequately screened and protected from the adjacent railroad tracks, which, are in any event, used on a very infrequent basis.”

**Comprehensive Plan Goals, Objectives and Policies**

The City of Urbana’s 2005 Comprehensive Plan, Future Land Use Map 3, designates the future land use of this property as “Community Business”. The adjacent area on the opposite side of University Avenue is designated by Future Land Use Map 8 as “Campus Mixed Use.” The map is annotated to say that appropriate development in that area should include: “Urban designed mixed-use buildings, which include business/office on the ground floor and residential on upper floors...” The proposed

development is compatible with both of these development types.

The Comprehensive Plan's future land use designation for this site is "Community Business" which the Plan defines as:

"Community Business centers are designed to serve the overall community as well as the immediate neighborhood but are less intense than regional commercial centers. Located along principal arterial routes or at major intersections. Community Business center contain a variety of business and service uses at scales and intensities that made them generally compatible with surrounding neighborhoods. Encourage planned-unit development to create a variety of uses, and to transition intensities to adjoining neighborhoods. Design facilities to permit pedestrian, bicycle, and transit access as well as automobile traffic."

The Comprehensive Plan's future land use designation on the opposite side of University Avenue is for "Campus Mixed-Use" which the plan defines as:

"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 proposed Special Use Permit has been reviewed under the goals and objectives contained in the 2005 Urbana Comprehensive Plan. The following goals and objectives relate to this case:

**Goal 2.0 New development in an established neighborhood will be compatible with the overall urban design and fabric of that neighborhood.**

*Objectives*

- 2.1 Ensure that the site design for new development in established neighborhoods is compatible with the built fabric of that neighborhood.
- 2.4 Promote development that residents and visitors recognize as being of high quality and aesthetically pleasing.

**Goal 15.0 Encourage compact, contiguous and sustainable growth patterns.**

*Objectives*

- 15.1 Plan for new growth and development to be contiguous to existing development where possible in order to avoid "leapfrog" development.
- 15.5 Promote intergovernmental cooperation on development and growth issues.

**Goal 16.0 Ensure that new land uses are compatible with and enhance the existing community.**

*Objectives*

- 16.1 Encourage a mix of land use types to achieve a balanced growing community.
- 16.3 Encourage development in locations that can be served with existing or easily extended infrastructure and city services.

**Goal 18.0 Promote infill development.**

*Objectives*

- 18.1 Promote the redevelopment of underutilized property using techniques such as tax increment financing, redevelopment loans/grants, enterprise zone benefits, marketing strategies, zoning incentives, etc.

**Goal 19.0 Provide a strong housing supply to meet the needs of a diverse and growing community.**

*Objectives*

- 19.1 Ensure that new residential development has sufficient recreation and open space, public utilities, public services, and *access to commercial and employment centers*.
- 19.2 Encourage residential developments that offer a variety of housing types, prices and designs.

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

*Objectives*

- 25.2 Promote new commercial areas that are convenient to existing and future neighborhoods.
- 25.4 Find new locations for commercial uses and enhance existing locations so Urbana residents can fulfill their commercial and service needs locally.

**Goal 26.0 Improve the appearance of Urbana's commercial and industrial areas.**

*Objectives*

- 26.2 Promote the beautification of commercial areas especially along University Avenue, Cunningham Avenue, and Philo Road.

**Goal 34.0 Encourage development in areas where adequate infrastructure already exists.**

The proposed Special Use Permit appears to comply with the Urbana's 2005 Comprehensive Plan in terms of future land uses, goals, and objectives.

**Development Regulations**

*Height*

There is no height limit in B-3 zoning districts.

*FAR and OSR*

The required maximum Floor Area Ratio (FAR) in the B-3 zoning district is 4.0. That translates roughly to an internal floor area of approximately four times the lot size. There is no Open Space Ratio (OSR) requirement in the B-3 zoning district.

*Access*

The proposed access is one driveway from University Avenue which would lead vehicles through and underneath the building and into the covered parking garage. The Urbana Fire Department does not foresee fire code issues with this access and layout.

### *Parking*

The proposed development calls for parking located on the ground floor behind the retail space as well as a parking level below grade. There will be a total of 228 parking spaces on the two floors underneath the building. There will be 97 spaces on the ground floor and 131 spaces in the basement. The zoning code requires minimum of 36 spaces for the retail component and a minimum of 161 spaces for the 161 dwelling units proposed (35 efficiency, 40 one bedroom, and 86 two bedroom apartments). The proposed parking meets the zoning code requirements.

### *Signage*

Signage is not included as part of this Special Permit review.

## **Discussion**

### **Requirements for a Special Use Permit**

Special Use Permit applications generally must demonstrate that they meet the following three criteria as provided in italics. (Please see the attached Petition for Special Use Permit for the applicant's specific response to each question.) Pursuant to the Urbana Zoning Ordinance, the Plan Commission must recommend approval or denial of the Special Use Permit and forward it to City Council for a final determination.

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

The proposed project is conducive to the public convenience in terms of its location and is mixed-use aspect. First, the Special Use is located along the main east-west commercial corridor in central Urbana-Champaign, and located between Goodwin and Lincoln Avenues. The property is within walking distance of the University of Illinois which has approximately 42,000 students and 12,000 faculty and staff members. Both Good and Lincoln Avenues are major entryways into campus. According to the applicants, the residential units "will meet the demand for student housing in the community." Its location makes the property within commuting distance for pedestrians and bicyclists. Second, the project's mixed-use aspect lends itself to shorter trips, less reliance on automotive transportation, and is simply can be more convenient for residents.

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

Construction of residences within a commercial zoning district would introduce a less intensive use in a more intensive zoning district. Consequently it is not be injurious or a detriment to the district.

Exceptions might be raised if commercial zoning districts were overtaken with residential construction, or if a high-value commercial site next to an interstate interchange was built out solely with residences. But this is not the case with this Special Use Permit. The University Ave. commercial corridor can accommodate both commercial and residential development, especially for mixed-use developments such as this.

It is correct that if constructed with 5-foot side yards, a multi-story commercial building could later be constructed 10 feet away from upper story residences. However, the University Avenue corridor is comprised of one- or two-story buildings. Additional side yard setbacks for residential projects in commercial districts are the result of a desire to insure adequate light and air for residents in densely built up areas. Downtown Chicago is an example of where such a setback would be beneficial. There would be no “detrimental” or “injurious” risk to neighboring properties by introducing a residential use, and the risk of any commercial intrusion would be for this property.

In conclusion, the proposed use would not be unreasonably injurious or a detriment to the district in which it is located.

*3. That the proposed use conforms to the applicable regulations and standards and preserves the essential character of the district in which it shall be located.*

According to the applicant, the proposed development will enhance the general appearance and character of the University Avenue corridor as well as contribute to the economic vibrancy of the area. The project would meet height, floor area ratio, parking, and side and rear yard setback requirements. A major variance request has been submitted for side yard depth on the subject property. If granted the side yards will be consistent with the zoning regulations for non-residential properties in the B-3 zoning district and therefore cause no more of a “nuisance” to adjacent properties than a “by right” commercial project.

In summary, City staff finds that the application meets the specific criteria for Special Use Permits provided in Section VII-4 of the Zoning Ordinance.

### **Consideration**

The Plan Commission 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 Plan Commission shall make a recommendation to the City Council for or against the proposed special use, and may also recommend such 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 the Zoning Ordinance, including but not limited to the following:

1. Regulating the location, extent, and intensity of such use;

2. Requiring adherence to an approved site plan;
3. Requiring landscaping and the screening of such use by means of fences, walls, or vegetation;
4. Stipulating a required minimum lot size, minimum yards, and maximum height of buildings and structures;
5. Regulating vehicular access and volume, and the design and location of parking and loading areas and structures;
6. Requiring conformance to health, safety, and sanitation requirements as necessary;
7. Regulating signs and outdoor lighting;
8. Imposing any other conditions deemed necessary to affect the purposes of this Ordinance.

## **Summary of Findings**

In Plan Case No. 2043-SU-07, the following Summary of Findings is proposed:

1. The proposed Special Use is conducive to the public convenience as the property is within commuting distance of the University of Illinois for pedestrians and bicyclists. Its mixed use aspect lends itself to shorter trips and less reliance on automotive transportation, and is otherwise convenient for residents.
2. The proposed use is designed and located 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.
3. The proposed use preserves the essential character of the district in which it shall be located.
4. The proposed development is consistent with the Urbana's 2005 Urbana Comprehensive Plan in terms of both its future land use designation of "Community Business".
5. Redevelopment of this site conforms to Urbana's 2005 Comprehensive Plan goals and objectives seeking infill development in areas with existing infrastructure.

## **Options**

In Plan Case No. 2043-SU-07 the Urbana Plan Commission has the following options:

1. Recommend approval to the Urbana City Council of the Special Use Permit application;
2. Recommend approval of the Special Use Permit request with any additional conditions deemed appropriate or necessary for the public health, safety, and welfare, and to carry out the purposes of the Zoning Ordinance;
3. Recommend denial of the request for the Special Use Permit.

## Staff Recommendation

Based on the evidence presented in the discussion above, and without the benefit of considering additional evidence that may be presented at the public hearing, staff recommends the Urbana Plan Commission recommend **APPROVAL** of the Special Use Permit to the Urbana City Council with the following conditions:

1. The development shall be constructed in general conformance with the site plan submitted and attached. The Zoning Administrator shall have the power to approve additional minor changes necessary for the project to comply with City regulations including building, fire, and site development codes.
2. The design and appearance of the development shall be of a high standard of quality in substantial conformance to the illustration submitted as part of the Special Use Permit application submitted and attached. This condition shall include a requirement for masonry construction.

Prepared by:

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Robert A Myers, AICP  
Planning Manager

CC:

Trammell Crow Higher Education Development, Inc.  
ATTN: Kevin Augustyn  
222 S. Riverside, 30<sup>th</sup> Floor  
Chicago, IL 60606

Advantage Properties C-U  
Attn: Howard Wakeland  
406 N. Lincoln, Ste. B  
Urbana, Illinois 61801

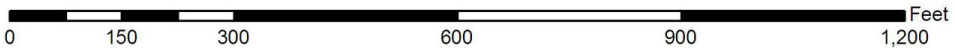
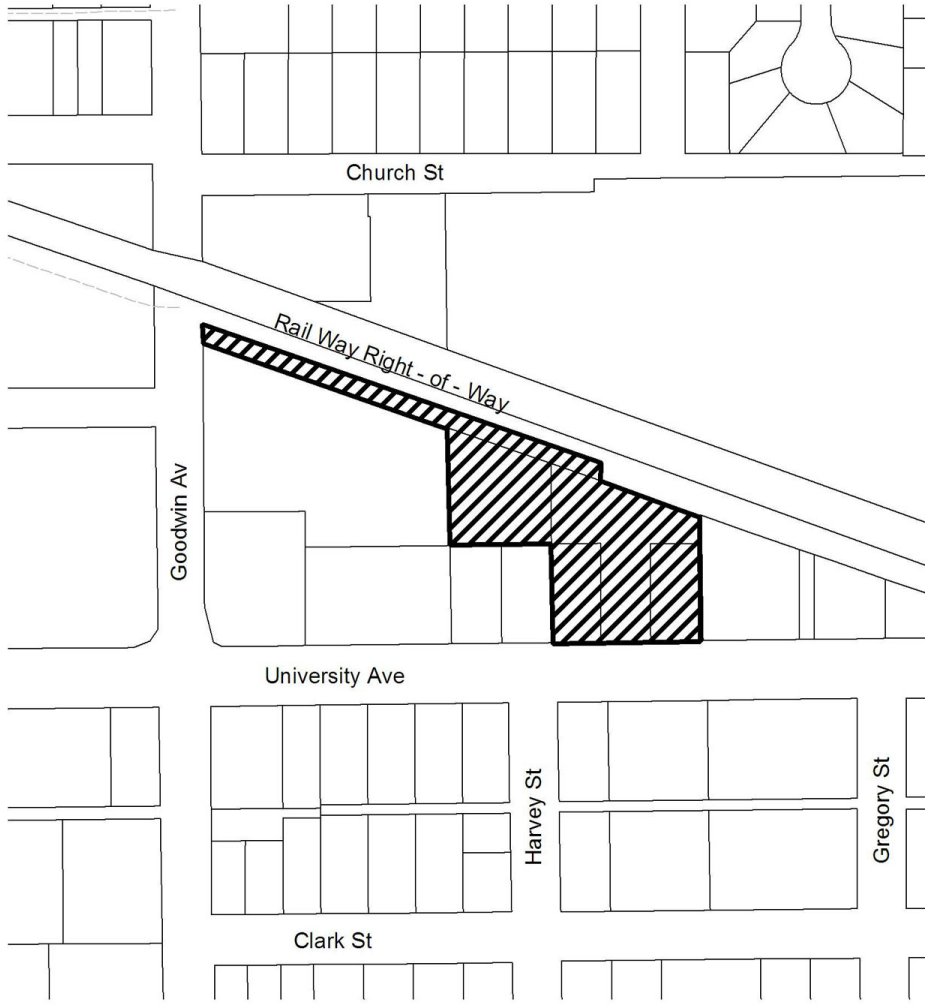
Attachments:

Exhibit A: Location Map  
Exhibit B: Zoning Map  
Exhibit C: Existing Land Use w/ Aerial Map  
Exhibit D: Future Land Use Map  
Exhibit E: Conceptual Elevation and Floor Concept Plans



# Location Map

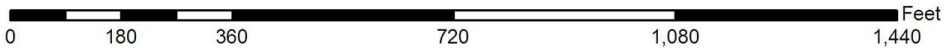
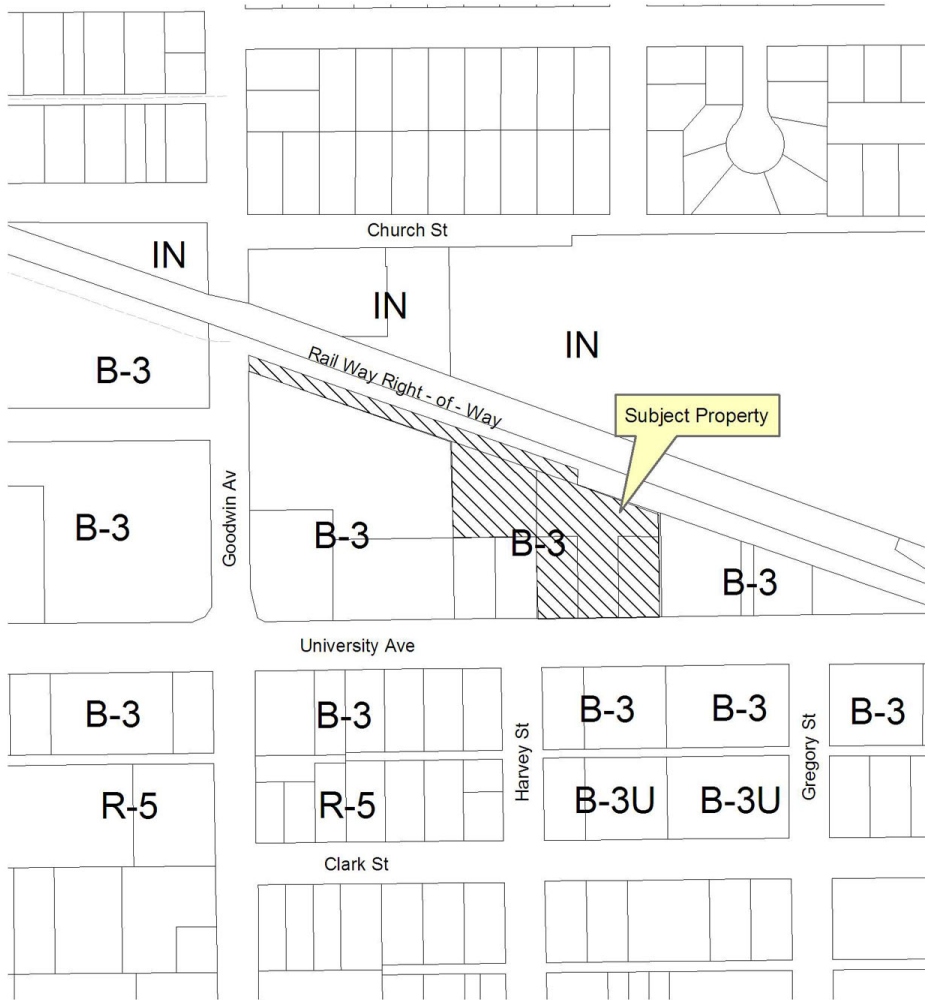
# EXHIBIT "A"



Plan Case 2043-SU-07:  
Subject: Special Use Permit to construct Multifamily Dwellings  
in the B-3 Zoning District  
ZBA Case 2007-MAJ-06:  
Subject: major variance to allow a mixed retail/apartment building with  
an interior parking garage to have five foot side yard setbacks rather  
than increasing the side yard setback to approximately 14 feet.  
Petitioner: Trammell Crow Higher Education Development  
Location: 1008, 1010 and 1012 W. University Ave  
Zoning: B-3, General Business Zoning District.  
*Prepared 06/04/07 by Community Development Services - pal*

# Zoning Map

# EXHIBIT "B"

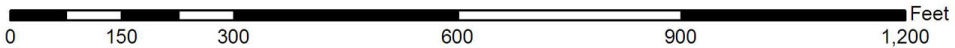
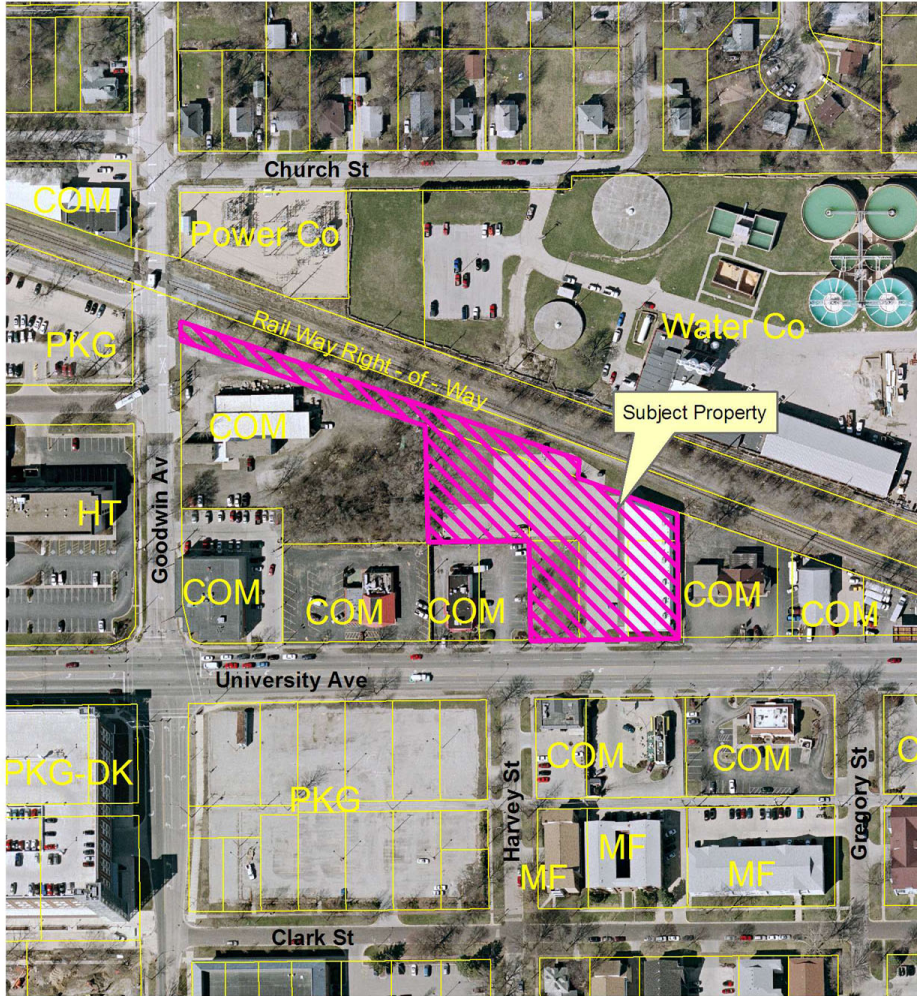


Plan Case 2043-SU-07:  
 Subject: Special Use Permit to construct Multifamily Dwellings in the B-3 Zoning District  
 ZBA Case 2007-MAJ-06:  
 Subject: major variance to allow a mixed retail/apartment building with an interior parking garage to have five foot side yard setbacks rather than increasing the side yard setback to approximately 14 feet.  
 Petitioner: Trammell Crow Higher Education Development  
 Location: 1008, 1010 and 1012 W. University Ave  
 Zoning: B-3, General Business Zoning District.  
 Prepared 06/04/07 by Community Development Services - pal

- B-3, General Business
- B-3U, General Business - University
- IN, Industrial
- R-5, Medium High Density Multiple Family Residential

# Existing Land Use w Aerial Photo

# EXHIBIT "C"



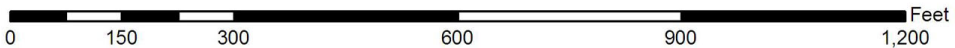
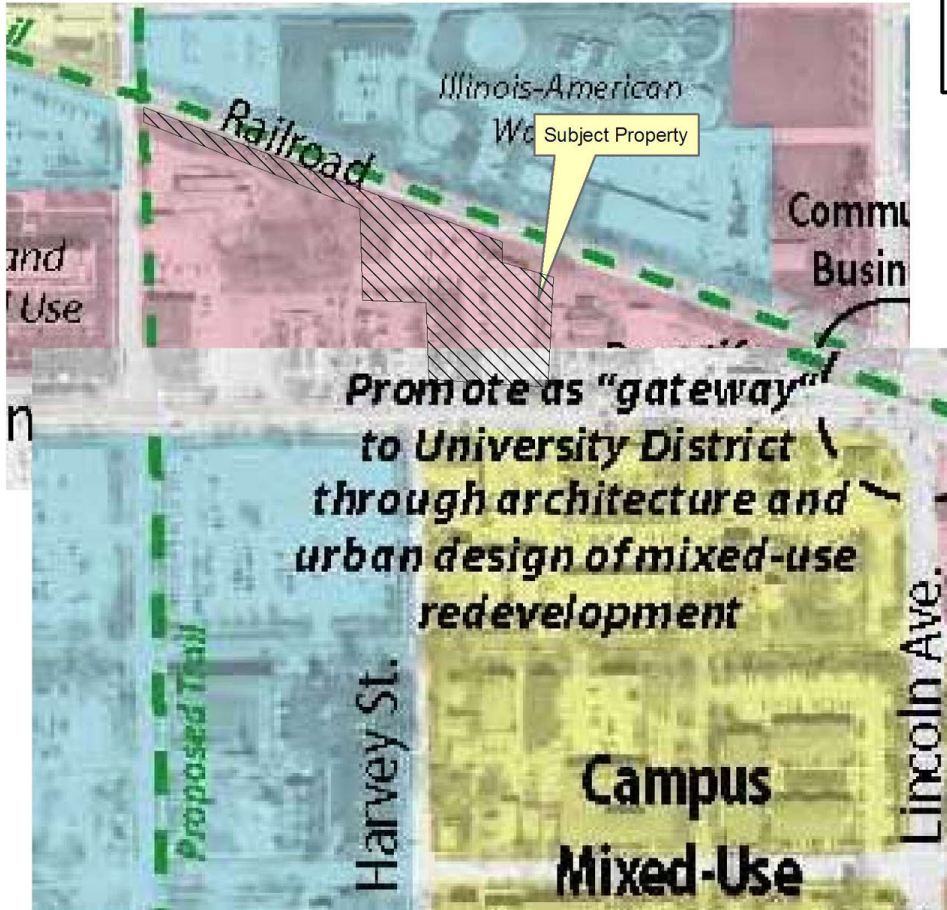
Plan Case 2043-SU-07:  
 Subject: Special Use Permit to construct Multifamily Dwellings in the B-3 Zoning District  
 ZBA Case 2007-MAJ-06:  
 Subject: major variance to allow a mixed retail/apartment building with an interior parking garage to have five foot side yard setbacks rather than increasing the side yard setback to approximately 14 feet.  
 Petitioner: Trammell Crow Higher Education Development  
 Location: 1008, 1010 and 1012 W. University Ave  
 Zoning: B-3, General Business Zoning District.  
 Prepared 06/04/07 by Community Development Services - pal

- COM - Commercial
- PKG - Parking Lot
- PKG-DK - Parking Deck
- MF - Multi Family Residential
- HT - Hotel

# Future Land Use Map

# EXHIBIT "D"

Source: Comprehensive Plan Future Land Use  
Map # 3 and 8 , p. 74 and 79 - Detailed Section



Plan Case 2043-SU-07:  
Subject: Special Use Permit to construct Multifamily Dwellings in the B-3 Zoning District  
ZBA Case 2007-MAJ-06:  
Subject: major variance to allow a mixed retail/apartment building with an interior parking garage to have five foot side yard setbacks rather than increasing the side yard setback to approximately 14 feet.  
Petitioner: Trammell Crow Higher Education Development  
Location: 1008, 1010 and 1012 W. University Ave  
Zoning: B-3, General Business Zoning District.  
Prepared 06/04/07 by Community Development Services - pal

Pink - Community Business  
Blue - Institutional  
Yellow - Campus Mixed Use



CONCEPTUAL ELEVATION

**URBANA STUDENT HOUSING**  
URBANA, ILLINOIS

FOR TRAMMELL CROW CO. BG  
05-24-07



CHAMPAIGN-URBANA JOB NUMBER 06187  
UNIT TABULATION CREATED 5-15-07

TYPE	AREA	NO.	%	TOTAL AREA	BEDS
E1	430	35	21.74%	15,050	35
A1	596	40	24.84%	23,840	40
B1	850	67	41.61%	56,950	134
B2	889	19	11.80%	16,891	38
<b>TOTAL</b>		<b>161</b>	<b>100.00%</b>	<b>112,731</b>	<b>247</b>

AVERAGE UNIT SIZE : 700.19

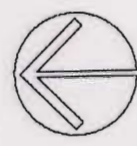
PARKING @ RETAIL = 97  
PARKING @ BASEMENT = 131

TOTAL = 228

GOODWIN AVE.

RAILROAD R.O.W.

OPEN TO PARKING BELOW  
PLAZA @ 2ND FLOOR

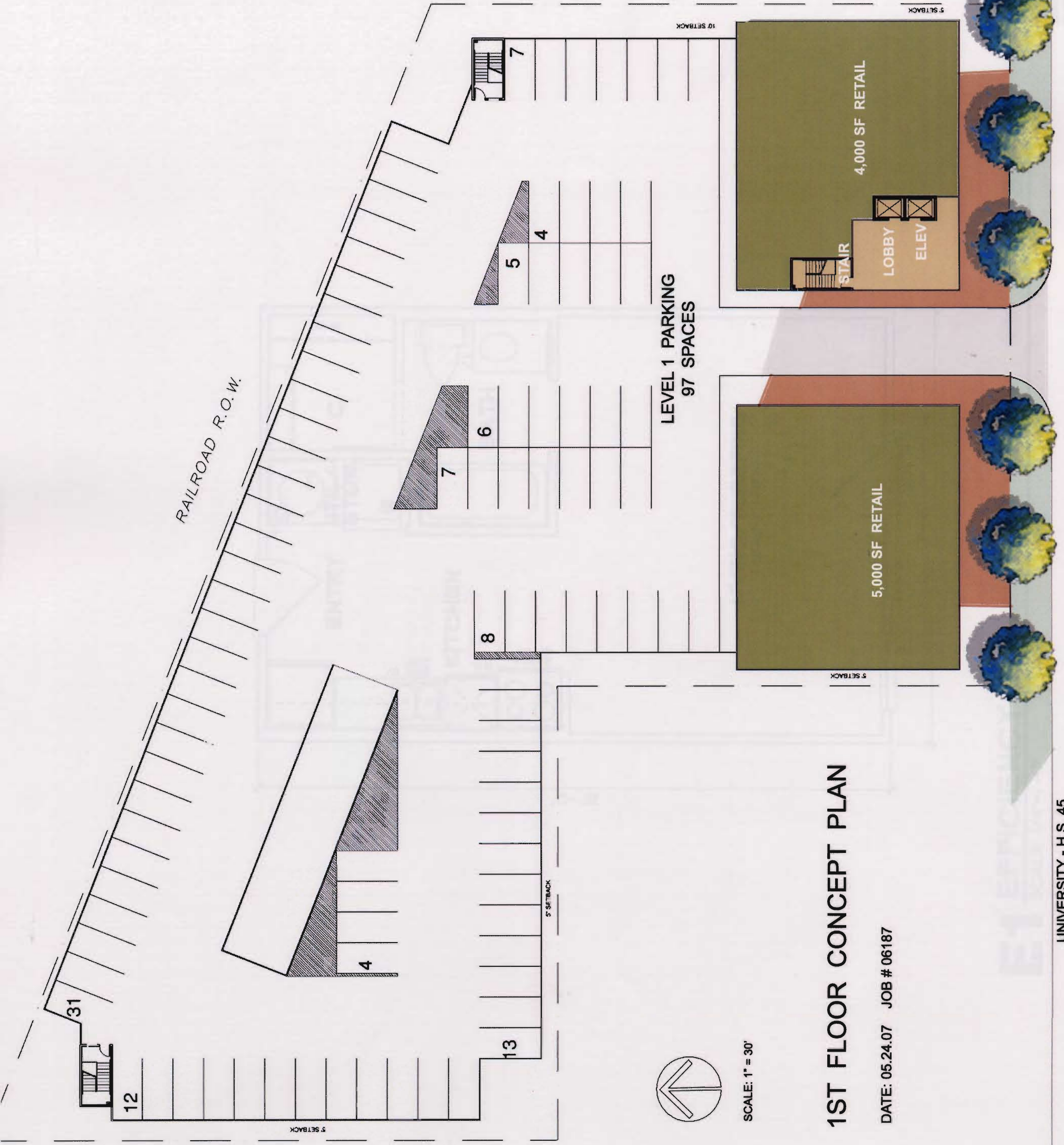


SCALE: 1" = 30'

**2ND FLOOR CONCEPT PLAN**  
(FLOORS 3 - 5 SIMILAR)

DATE: 05.24.07 JOB # 06187

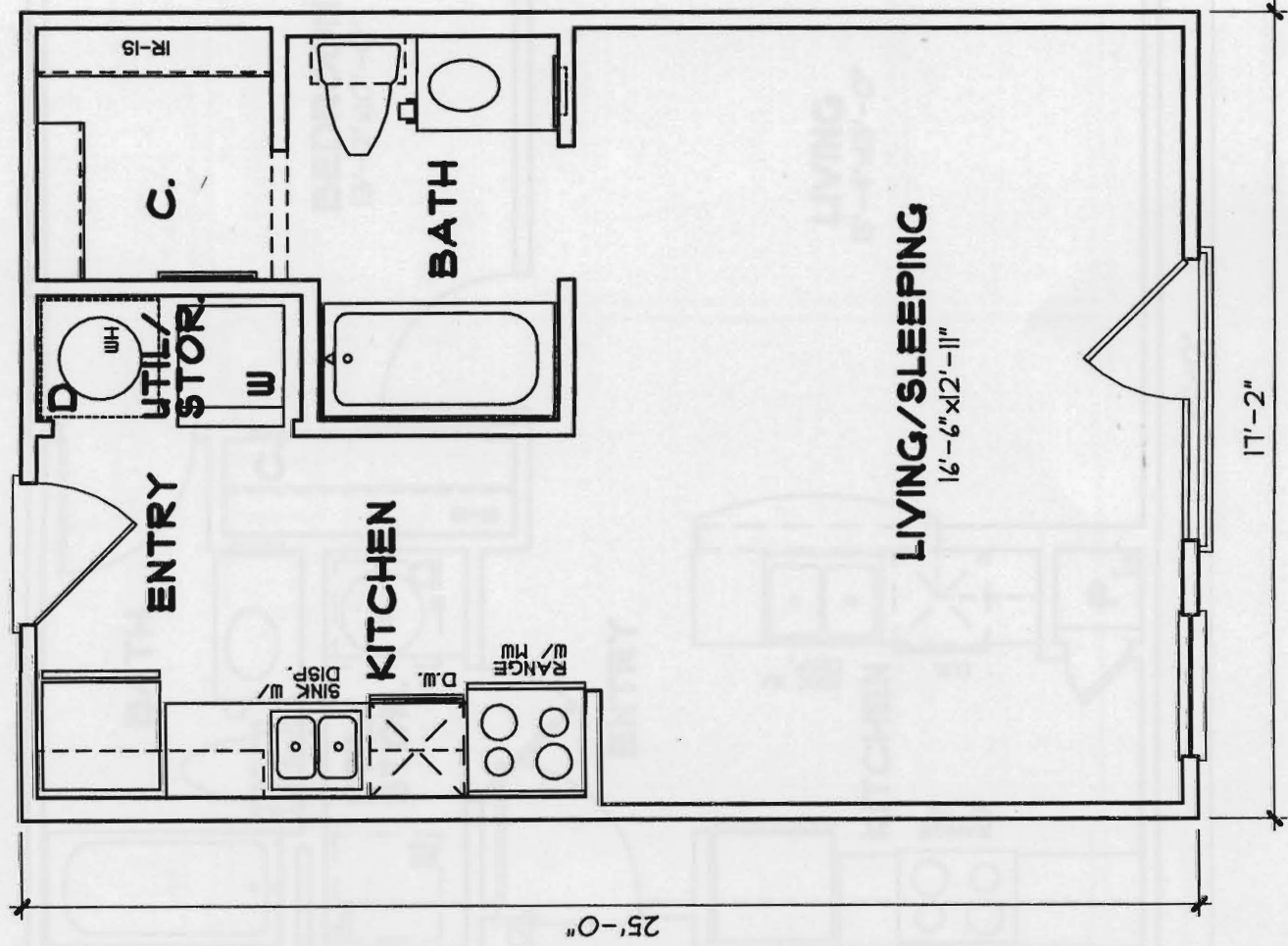




# 1ST FLOOR CONCEPT PLAN

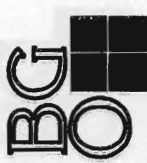
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**E1** EFFICIENCY  
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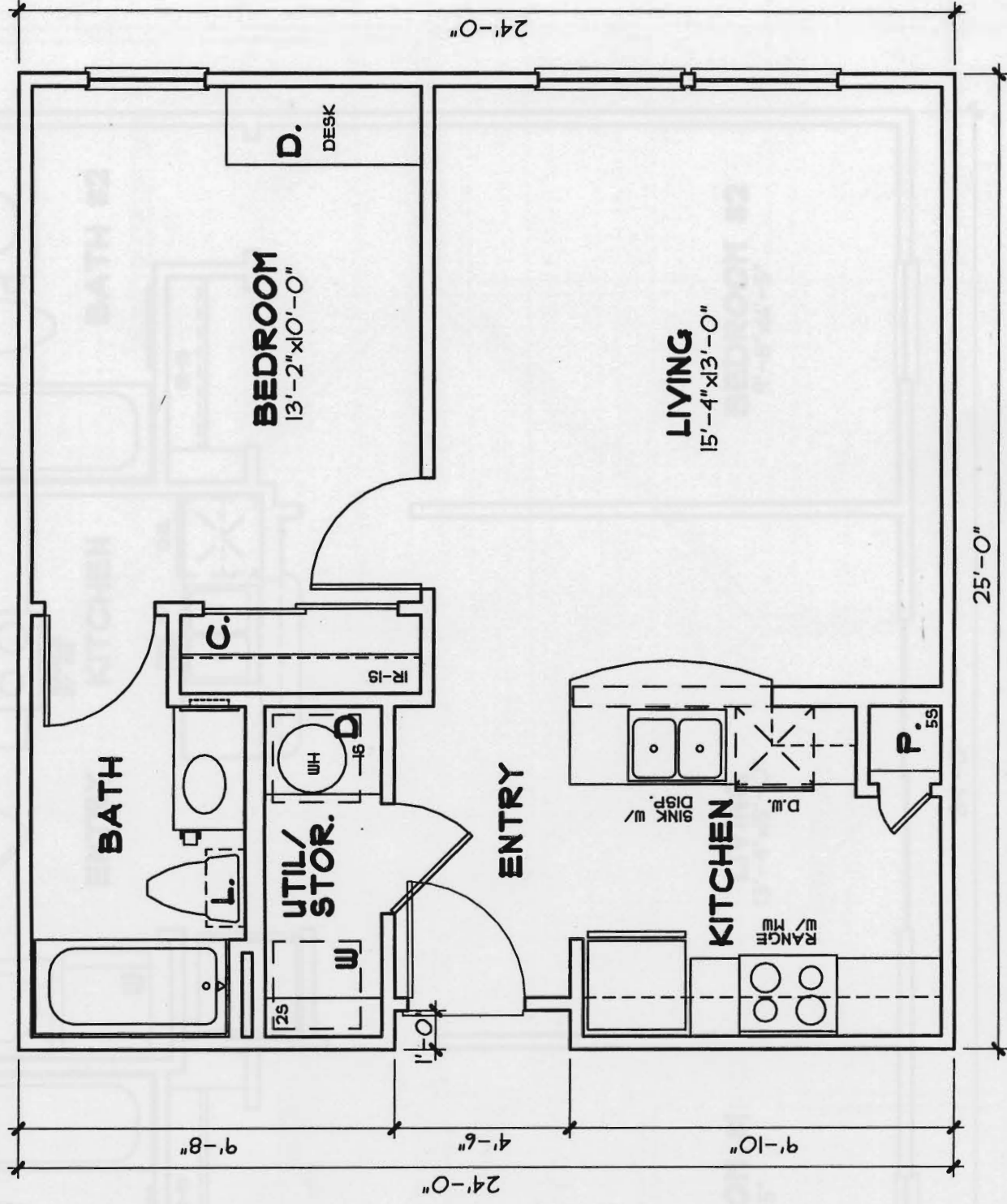
**430 S.F.**



JOB# - 06187  
DATE -17-JULY-08

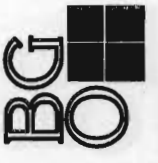
BECKER GUEST OWENS ARCHITECTS, L.P.  
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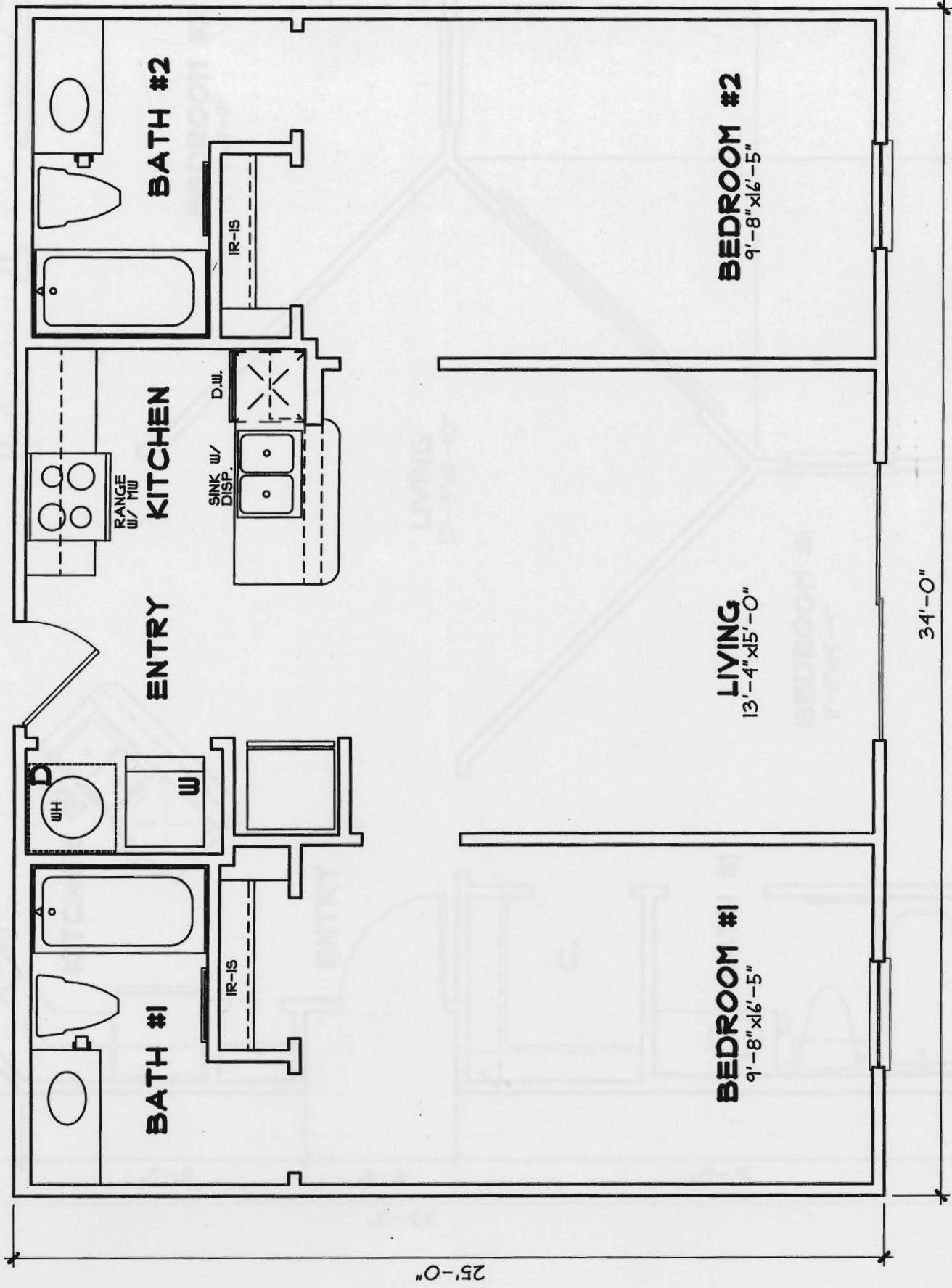


**A1** ONE BEDROOM/ ONE BATH **596 S.F.**

SCALE 1/4"=1'-0"



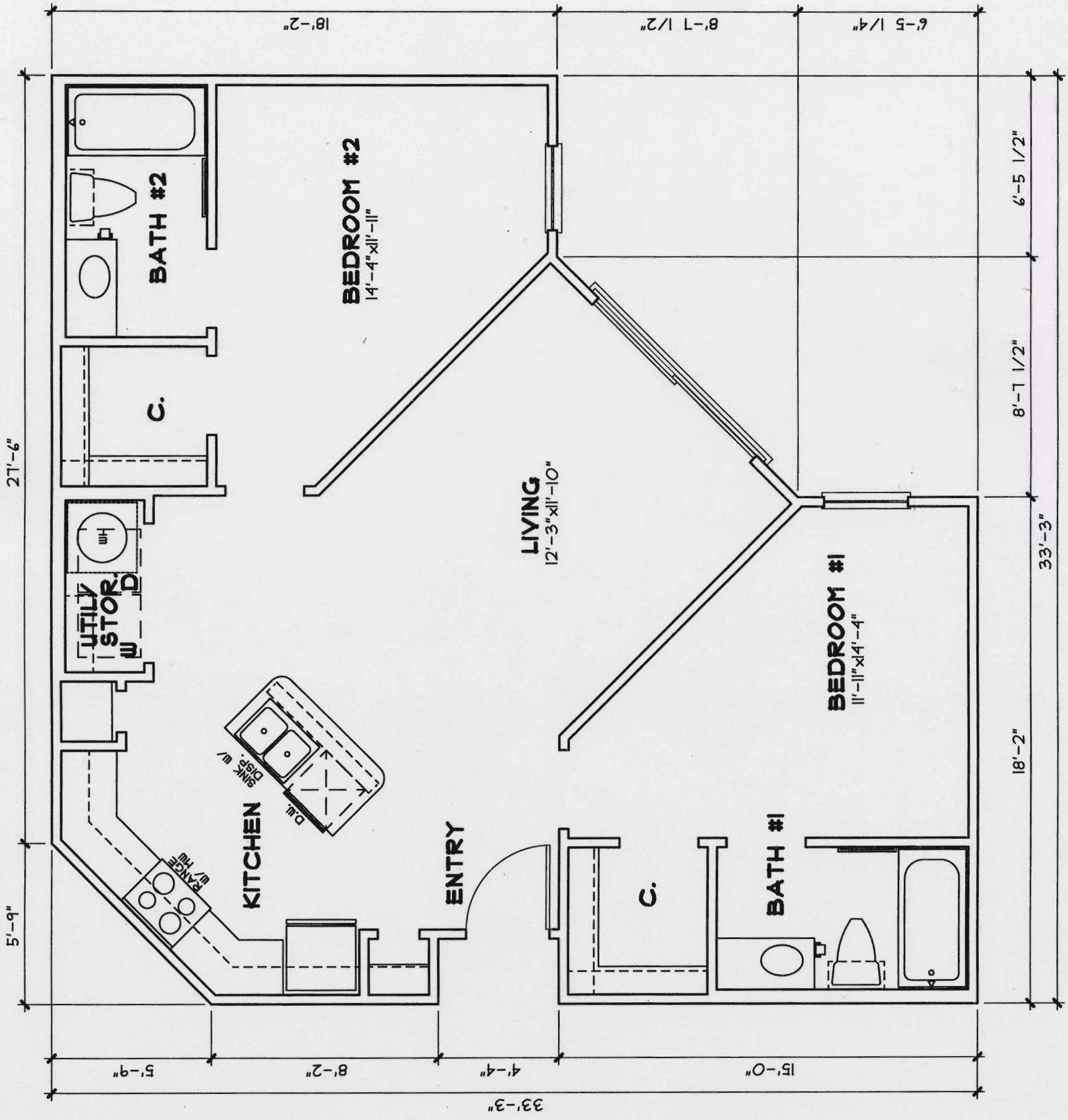
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**B1** TWO BEDROOM/ TWO BATH 850 S.F.  
 SCALE 1/4"=1'-0"



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**B2 TWO BEDROOM/ TWO BATH**      **889 S.F.**  
 SCALE 1/4"=1'-0"