

RESOLUTION NO. 7475^{R-}-11

RESOLUTION ADOPTING "A POLICY PLAN FOR THE URBANA CENTRAL
BUSINESS DISTRICT FOR DEVELOPMENT OR REDEVELOPMENT"

WHEREAS the City Council of the City of Urbana, by Ordinance #7374-70, dated May 1, 1974, established a procedure whereby it could designate business districts within the City of Urbana for development and redevelopment; and

WHEREAS the Urbana Plan Commission, pursuant to said Ordinance, did on June 13 and June 20, 1974, review the proposed boundaries of the Urbana Central Business District for Development or Redevelopment and the character of the structures and businesses located therein, and did on June 20, 1974, report to the City Council its findings and recommendations thereon, and on the need for development or redevelopment of the proposed district; and

WHEREAS the Urbana City Council did on June 24, 1974, hold a public hearing, after giving the required notice, on the creation of the proposed business district, and thereafter on July 1, 1974, the Urbana City Council did adopt Ordinance #7475-15, duly approved by the Mayor of the City of Urbana on July 2, 1974, which ordinance is now in full force and effect, and which ordinance did designate a business district for development and redevelopment, referred to as the Urbana Central Business District, and

WHEREAS the aforementioned Ordinance #7374-70 authorized the Mayor of the City of Urbana to direct and request the Champaign County Regional Planning Commission to prepare and recommend to the City Council of the City of Urbana, a development or redevelopment plan for any business district in the City of Urbana created pursuant to said ordinance; and

WHEREAS the Mayor of the City of Urbana did request the Champaign County Regional Planning Commission to prepare a plan for the development or redevelopment of the Urbana Central Business District for Development or Redevelopment; and

WHEREAS the Champaign County Regional Planning Commission staff prepared a plan for the Urbana Central Business District for Development or Redevelopment, in conformance with the provisions of the Champaign County Regional Planning Commission's participation agreement with the City of Urbana for the purpose of providing technical and advisory planning staff services to the City of Urbana, dated December 18, 1973; and

WHEREAS the Champaign County Regional Planning Commission did on July 10, 1974, find the proposed plan for the Urbana Central Business District for Development or Redevelopment to be generally consistent with the areawide objectives as stated in the Land Use Policy Plan adopted by the Champaign County Regional Planning Commission in 1973; and did also find the recommendation and adoption of said plan to be a local planning responsibility to achieve the objectives set forth in the Urbana City Comprehensive Plan Update as amended, as well as the ordinance adopted by the Urbana City Council relative to the creation of the Urbana Central Business District for Development and Redevelopment; and

WHEREAS the Champaign County Regional Planning Commission, by the aforementioned Resolution, recommended and forwarded said plan for the Urbana Central Business District for Development or Redevelopment to the Mayor and City Council of the City of Urbana, Illinois, for study, modification, if necessary, and adoption; and

WHEREAS the Urbana Plan Commission did on July 11, 1974, review the proposed plan, and transmit to the City Council its favorable findings and recommendations with respect thereto; and

WHEREAS the Urbana City Council did on July 22, 1974, hold a public hearing, after giving the required notice, on said proposed plan for the Urbana Central Business District for Development or Redevelopment;

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Urbana, Champaign County, Illinois as follows:

Section One: that the City Council of the City of Urbana does hereby find as facts the recitals hereinabove set forth.

Section Two: that the City Council of the City of Urbana does hereby adopt "A Policy Plan for the Urbana Central Business District for Development or Redevelopment," as forwarded by the Champaign County Regional Planning Commission and as modified and recommended by the Urbana Plan Commission, a copy of which document is attached to this Resolution as Exhibit A and made a part hereof by this reference.

Section Three: This Resolution shall be in full force and effect from and after its passage and approval in the manner provided by law.

PASSED by the City Council this 22TH day of July, 1974.

Duane Eckerty
Duane Eckerty, City Clerk

APPROVED by the Mayor this 23 day of July, 1974.

Hiram Paley
Hiram Paley, Mayor



**A POLICY PLAN FOR
THE URBANA
CENTRAL BUSINESS DISTRICT
FOR DEVELOPMENT
OR REDEVELOPMENT**

URBANA, ILLINOIS

PREPARED BY THE
CHAMPAIGN COUNTY REGIONAL PLANNING COMMISSION
JULY, 1974

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I INTRODUCTION

This document presents a policy for the Urbana Central Business District for Development or Redevelopment, which proceeds from an initial delineation of the district and statement of objectives to be accomplished. The plan for the district is a logical outgrowth of the City's past policies and land use plans. The Schellie plan of 1967, the 1968 study revising it, and the 1973 Comprehensive Plan Update all called for redevelopment of the downtown area. The 1968 study specifically spoke of the northward expansion of commercial uses in close relation to Lincoln Square, and the revitalization of Main Street; the 1973 Update anticipated these plans more directly. In addition, a feasibility study of downtown development by Arthur Rubloff and Company in January, 1974 confirmed the economic feasibility of one specific project in the redevelopment of downtown Urbana.

Urbana City Council Ordinance #7374-70, "An Ordinance Creating the Urbana Business District Development and Redevelopment Commission and Citing Certain Findings and Powers of the City Council of Urbana, Illinois with Respect to Downtown Development," which was adopted May 1, 1974, established the procedure for the development and redevelopment project. It outlined the basic objectives of the public health, safety, and welfare, the prevention of abandoned, deteriorated, and blighted business and commercial structures, and the enhancement of the tax base. The delineation of the district, carried out as directed by this Ordinance, is described verbally and shown graphically in maps. This report establishes in general terms the basic policy objectives for land uses and circulation, and

the standards and design principles recommended to be observed in carrying out the plan. The next phase of the process is the submission of project proposals, which will be supported by physical plans as well as other basic materials required for a complete submission, as listed herein.

II DESCRIPTION OF DISTRICT

The area which was recommended by the Urbana Plan Commission and designated by the Urbana City Council as the "Urbana Central Business District for Development or Redevelopment" is shown on the map. The district includes and is coterminous with the central commercial area and adjoining governmental facilities as designated in the Comprehensive Plan Update of 1973.

A more specific description of the district is as follows:

Beginning at the intersection of Race and California, proceed north for two blocks on Race Street; then west on High Street for one block to Cedar; then north for two blocks on Cedar from High to Elm; then east on Elm for one-half block, to the midpoint between Cedar and Race; then north for approximately two blocks, to a point west of the south right-of-way line of Water Street extended; then east to Race Street; then north on Race, continuing to the southern boundary of the railroad right-of-way; then east along the southern boundary of the rail lines to the eastern edge of Vine Street; then southeast along the south and west railroad right-of-way line of the Norfolk and Western Railroad to its intersection with East Main Street; then southwest along Main Street.

to a point midway between Urbana and Vine Streets; then south five blocks to California; then west to the intersection of California and Race, which is the point of beginning.

III STATEMENT OF DEVELOPMENT OBJECTIVES

The general goals of this policy plan for development and redevelopment are defined by the public purpose of the City of Urbana relative to the Central Business District. These goals are the promotion of the health, safety, and welfare of the public, the prevention of abandoned, deteriorated, and blighted business and commercial structures, and the enhancement of the tax base of the business district. These objectives can be accomplished through the arrest and reversal of the gradual physical and economic decline which have plagued Urbana's central business district, in order both to maintain and increase the economic viability of the downtown area, and to enhance its environmental character.

The attraction of businesses to newer shopping centers and other decentralized commercial areas has resulted in vacancies in the central business district. Vacancies and the physical deterioration and obsolescence of many buildings cause fire hazards and other conditions endangering the public health, safety, and welfare of the residents of the City of Urbana. In addition, these physical problems cause economic problems in the form of a declining sales volume in the downtown commercial area, due to its competitive disadvantage with other commercial areas. There would be a concomitant

reduction in sales and property tax revenues. This impairs the ability of the City to provide essential public services, such as police and fire protection, throughout the City without increases in the property tax rate. At the same time, there would be an increased demand for public services in the downtown commercial area, and an increase in the proportionate burden on the residential tax base.

Development and redevelopment in the central business district will provide increased tax revenue, through both enhanced property values and increased sales volumes. The provision of additional retail and office space will enable Urbana to maintain its proportional share of these activities within the metropolitan area. A substantial commercial tax base in turn increases the City's residential desirability, by reducing the need for disproportionate taxes derived from residential properties.

Redevelopment will also make more intensive use of the downtown area, as the central area in which facilities for work, shopping, governmental and other public and quasi-public activities, and recreation complement on another. Without such redevelopment, vacancies and deterioration will persist and increase to such a degree that they will further deleteriously affect the public health, safety, and welfare, and discourage private activity and investment in the downtown area.

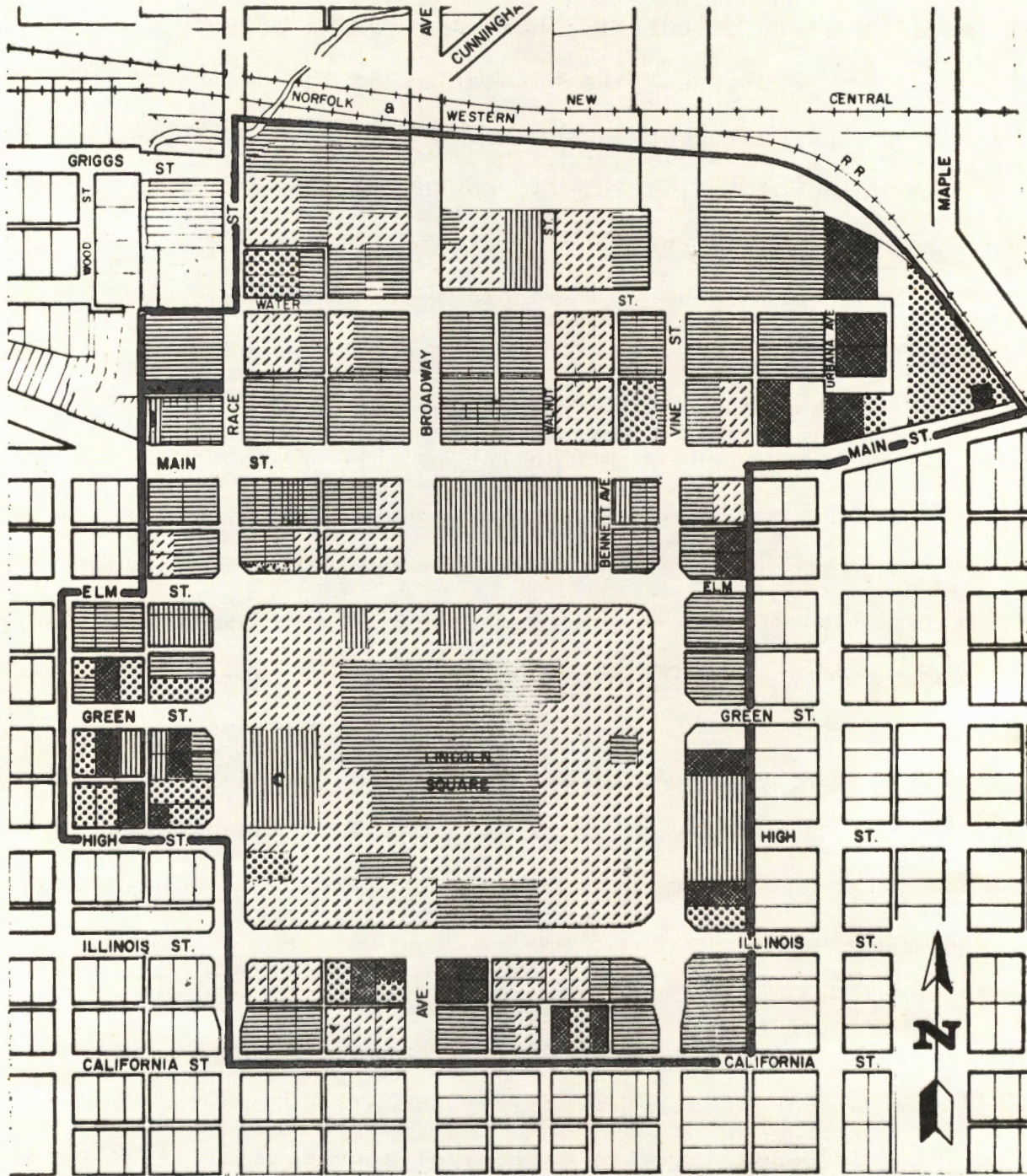
IV DEVELOPMENT POLICY PLAN

A. General Land Use Policies









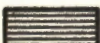
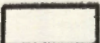
The Land Use map shows existing predominant land uses in the redevelopment district, including both public and private uses and major circulation routes and the boundaries of the designated development and redevelopment district. The predominant land use in a central commercial district is, obviously, commercial. Retail and wholesale sales, offices, and services facilities are the major categories within this general land use type. These uses can also be distinguished as primary uses, supporting or secondary uses, and ancillary uses. The distinction is not clearcut, but, generally, primary uses offer the major attractions to the downtown area, to people carrying out business and to shoppers, while supporting uses, subordinate both in physical and economic impact, serve the clientele drawn to the downtown area by the primary uses. Secondary uses depend largely on their location in intensely used central areas, although they may to some degree attract customers independent of this. Ancillary uses are more clearly accessory and a function of their location, and are often of the important but somewhat utilitarian type such as parking, bus or other transit "loop" areas, and newsstands.

In a downtown area, retail sales range from department stores with a broad range of merchandise, to small specialty shops featuring a narrow line of goods. A wide variety of service facilities such as restaurants, transient lodging, service stations, churches, fraternal lodges, and personal services such as barber and beauty shops and dry cleaners complement these, and serve both those who work and shop downtown.

URBANA C.B.D. EXISTING LAND USE



LEGEND

- | | | |
|---|--|---|
|  Single / Two Family Residence |  Government |  Recreation |
|  Multiple Family Residence |  Services
c-church l-lodge |  Boundary . . . Urbana C.B.D.
for Development or
Redevelopment |
|  Parking |  Manufacturing | |
|  Commercial |  Vacant | |

Offices include professional and general business offices, financial institutions, and the administrative offices of stores and other businesses. Federal, state and local government offices are common in commercial areas. The land use implications of most governmental offices are similar to those of private business: in addition, there are many unique governmental functions characteristic of downtown areas, including courts, legislation, police and fire departments, libraries, post office, civic centers, and public recreation facilities.

Open spaces, both public and private, can be incorporated into the design of downtown streets, walkways, and other areas open to the public, as well as in larger, more defined plazas, malls, and "vest-pocket" parks. Both types have recreational potential for special events, as well as on a constant, informal basis, and these may be supplemented by the recreational aspects of some businesses. Redevelopment projects offer the opportunity to provide or enhance open spaces so that they can exercise their full potential. The designation of recreation in the Comprehensive Plan is relative to the scale of total City land use planning. Since the Comprehensive Plan is an advisory document, an adjustment of the location of recreation and open space should become a function of the design of any specific project.

Residential uses are not necessarily incompatible in a commercial district, and may meet the housing desires and requirements of many people, to whom the high density is not a disadvantage. A resident population of the downtown area adds vitality, especially during

business off-peak hours. In the heart of the downtown area, apartments are usually either on the upper floors of commercial buildings, or in freestanding buildings of relatively high density. Lower densities are more often found on the periphery of the downtown area. Urbana's present R-4 High Density Multiple Family Residential zoning district allows a maximum of approximately 85 units per acre, while the B-2 Central Commercial zone allows a maximum of approximately 40 units per acre, as do the R-2 and R-3 Multiple Family Residential zones. Seven single family units per acre, and nine duplex units per acre, are the maximum densities established by zoning for these housing types.

As an ancillary use for all of the above, parking for employees, customers, and residents is necessary in the downtown area, in adequate quantity and at a convenient location and acceptable price. Loading facilities also are needed for stores and other businesses receiving frequent shipments in bulk.

B. Planning Criteria, Standards, and Design Objectives

I. Type, Location, and Other Characteristics of the Internal Circulation System

Arterial streets are designed to provide for inter- and intra-city travel, providing for major through movements of large volumes of traffic between regional circulation facilities. Major streets serve as principal elements for local and through traffic flow, with unlimited access to abutting properties. These routes are located to connect areas of traffic generation. Collector streets

are designed primarily to serve as intermediaries, to conduct traffic between minor local streets and major arterial streets. They also accommodate local through traffic movements, and provide access to abutting property. Minor streets provide access to abutting property and connect it with collector and larger streets. They generally carry only neighborhood traffic.

This categorization is less clear in a downtown area, where relatively heavy traffic volumes are characteristic of segments of many streets, and where the function of streets in the metropolitan context can conflict or be confused with their role in the more immediate setting. The interruption of the grid layout of streets by the location of Lincoln Square also weakens the distinction of street functions, although the grouping of streets according to their physical characteristics and purposes is still valid. In the Urbana central business district, University Avenue, Vine Street and Main Street are the arterials. Green Street with its jog to Elm at Race, Race Street, Broadway, and Illinois are major streets. Other streets in the downtown area are collector or minor streets.

The potential closing of streets in conjunction with redevelopment projects within the business district, and changes in traffic generating and attracting points as a result of such projects, will inevitably alter present traffic patterns. For instance, although the official comprehensive plan designates Main Street as the east-west arterial through the downtown area, an alternative which was also seriously considered was the proposal to establish Main and Water Streets as a pair of one-way streets. Major

alterations such as this require additional extensive study, both as a part of the site planning in conjunction with particular redevelopment projects, and in the larger scale of the City's transportation plans.

2. Need, Type, Location, and Other Characteristics of Public Improvements and Facilities not Identified on the Land Use Plan

Utility and street improvements, public open space, pedestrian walkways, and landscaping will be needed to serve and enhance the downtown area, and will be provided at appropriate locations.

3. Design Objectives

Overall design objectives established for the downtown area are intended to achieve sound and attractive development and will supplement the basic criteria established in the zoning and subdivision ordinances.

a.) Building Design Objectives

Each building or building unit, whether as existing or as proposed for construction or renovation, shall be an integral element of the overall site design, and shall reflect and complement the character of the surrounding area. The basic design objective is the creation of an environment which is conducive to an improved urban central place with its commercial and civic related uses. Developers shall provide adequate open space and landscaping in combination with the proper siting of buildings and location of parking areas and other

accessory facilities.

b.) Parking Design Objectives

Parking areas shall be designed with careful regard for orderly arrangement, landscaping, amenity of view, ease of access, and as an integral part of the site design. Vehicular access to the parking areas shall be direct and shall avoid conflict with pedestrians, with street traffic, or with other off-street vehicular traffic. Ingress and egress points shall be well distanced from intersections and designed to avoid congestion and interference from traffic.

c.) Loading Design Objectives

Loading space and facilities, and the access to them, shall be provided insofar as possible in conveniently and safely located separate facilities to serve businesses in the district.

d.) Street, Pedestrian Walkway, and Open Space Objectives

Streets, pedestrian walkways and sidewalks, and open spaces shall be designed as an integral part of the overall site design, properly related to adjacent existing and proposed buildings.

e.) Landscape Design Objectives

A coordinated landscape program appropriate to a central commercial

area shall be developed for the entire area, to incorporate the landscaping treatment for open space, streets, parking areas, and building site plans.

V. IMPLEMENTATION OF DEVELOPMENT OR REDEVELOPMENT POLICY PLAN

A. General Procedures

Implementation of the policy plan for the Urbana Central Business District for Development or Redevelopment should be initiated on the basis of specific project proposals by the Urbana Business District Development and Redevelopment Commission with the aid of potential developers for specified areas within the designated district. Ideally, each proposal should involve one or more blocks of land, depending on clearance potential and design considerations. An example of this approach would be the proposals of the Broadway Development Corporation, and the feasibility study and recommendations of Arthur Rubloff and Company. As with all proposals using this approach, the Redevelopment Commission may request developer participation in a specific project in designated clearance areas, under the purview of the Redevelopment Commission.

Redevelopment proposals must include elements which indicate planning, analysis, and execution activities demonstrating both substantive and procedural aspects of the proposal. The following statements are elements that will need to be considered by the Redevelopment Commission as it proceeds to carry out its mandate to evaluate particular projects. The Redevelopment Commission sets

up criteria and tests a developer's proposals against the criteria of these elements.

1. Statement of Development or Redevelopment Proposal -- This statement will identify the project area, the substance of the proposal, and how the proposal will relate to and meet development objectives.

2. Statement of the Existing Economic and Physical Conditions of the Project Area -- This statement shall provide a basis for determination of clearance and redevelopment eligibility.

3. Statement of Market Absorption Capacity -- This statement shall demonstrate the economic feasibility of proposed reuse; for example, the Rubloff feasibility study of January, 1974.

4. Design Plan -- The design plan shall include plans for site improvements, building improvements, and required public improvements as well as a statement relating design proposals to the design objectives.

5. Financial Plan -- The financial plan shall include a schedule of financing which identifies project costs, sources of financing, and cash flow.

6. Schedule of Development and/or Redevelopment Activity -- This statement shall include a description of the timing of activities, presented, to the extent possible, in units of activity. The

activities to be described include rehabilitation, acquisition, relocation, clearance, disposition, construction, and maintenance.

B. City Actions

It remains for the City of Urbana and the Redevelopment Commission to select the approach or approaches delineated above and develop the administrative procedures necessary to accomplish the objectives of the development or redevelopment plan.

Upon adoption of the Policy Plan for the Urbana Central Business District for Development or Redevelopment, the City may take the following directions:

1. The City may direct the Redevelopment Commission to prepare guidelines for the review of site plans, development and redevelopment proposals, financing plans, etc., as well as criteria for the selection of developers.
2. The City may direct the Redevelopment Commission and legal counsel to adopt procedures and guidelines for redevelopment activities, including acquisition, relocation, and land disposition.
3. At the City's option, it may request the Urbana Plan Commission or planning consultant to prepare data delineating areas eligible for clearance and redevelopment.
4. At the City's option, it may direct the Redevelopment Commission to select a consultant to prepare a land use market absorption

capacity study for the entire designated business district within the framework of those primary and supporting uses designated by this development or redevelopment policy plan.

5. At the City's option, it may request the Urbana Plan Commission or a planning consultant to prepare a detailed land re-use alternative plan.

