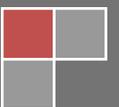


1926-
2011

History of Comprehensive Planning City of Champaign

This document summarizes the content of Champaign's first six Comprehensive Plans prepared in 1926, 1950, 1974, 1980, 1992, and 2002. It was prepared during the preparation of the City's seventh Comprehensive Plan, Champaign Tomorrow, adopted in 2011.

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Planning Director
City of Champaign



I. **Introduction.** Champaign was founded in 1855, when the Illinois Central Railroad laid its rail track two miles west of downtown Urbana. Originally called “West Urbana,” it was renamed Champaign when it acquired a city charter in 1860. By 1900 the community had grown to a population of 9,098, and by 1920 the population had reached 15,873. To this point in time, the community had grown through individual speculation and with little guidance from the City, which was not uncommon across the country. However, starting in the early 1900’s through the City Beautiful Movement, American cities began to realize the need to plan for their future. Daniel Burnham’s 1909 *Plan of Chicago* was one of the early and best examples of these efforts. Rapid growth following World War I greatly increased awareness of the need for planning, although such efforts were often carried out by private groups. Another hallmark of the 1920’s was the widespread acceptance of comprehensive zoning. In 1922, the U.S. Department of Commerce published the first edition of *A Standard State Zoning Enabling Act*, and by 1926 there were 564 cities with such ordinances, Champaign being one of those.

The City of Champaign’s history of planning for its growth and development is long and rich, but has also been spotty over the years with long gaps occurring between planning efforts on a number of occasions. This Chapter summarizes the history of comprehensive planning in Champaign, as well as summarizing some of the key issues, findings and recommendations made by each of the City’s Comprehensive Plans. As we look to the future and think about what we want our community to look like 20 years from now, there is value in understanding the historical thinking that shaped Champaign as we know it today.

As we consider the findings and recommendations of prior plans, it is also important to understand that successful planning reflects the context within which it is performed. There is no single process, program, or policy that provides a universal or timeless answer. The world continues to change, often rapidly, and communities and officials serving them must adjust to that changing context and reinvent themselves and their plans to remain effective. Ultimately planning only effects change if the will exists to educate, advocate, and advance the ideas in our plans and ultimately see them implemented.

II. Comprehensive Plans.

A. 1926 – *Champaign Comprehensive Plan* prepared by Harland Bartholomew and Associates.

In 1926 the City of Champaign’s first Comprehensive Plan was completed by the firm of Harland Bartholomew and Associates out of St. Louis. In later years, this Plan was considered “lost” as subsequent plans noted that no known copy existed. It was recently discovered that a copy was available in the Washington University Libraries archives of Harland Bartholomew work. The Plan had five chapters, including: Major Streets, Transit, Railroads, Public Recreation Facilities, and Civic Art. In the Introduction section, the Plan states “The lack of a plan in years past is beginning to show. It appears now that mistakes have been made in arranging the structure of the City. One notes frequently the serious effect of streets with inadequate traffic capacities. There is an obvious need of more adequate school playgrounds and of a system of parks and pleasure drives. The transit facilities are not properly arranged for services. Sanitary conditions are bad. The “Boneyard” is a menace to health. Zoning is a pressing need. These are general statements of conditions resulting from a planless habit of growth.” It goes on to say “Champaign needs a comprehensive, predetermined scheme to use in controlling and directing its future physical growth.”



Much of the 1926 Plan focused on issues related to streets, parking and transit. It did make recommendations in a variety of other areas including provision of land for recreation, strategies for improving the appearance of the city, and recommendations for zoning and subdivision regulations. However, it did not include a future land use map of any kind to guide the

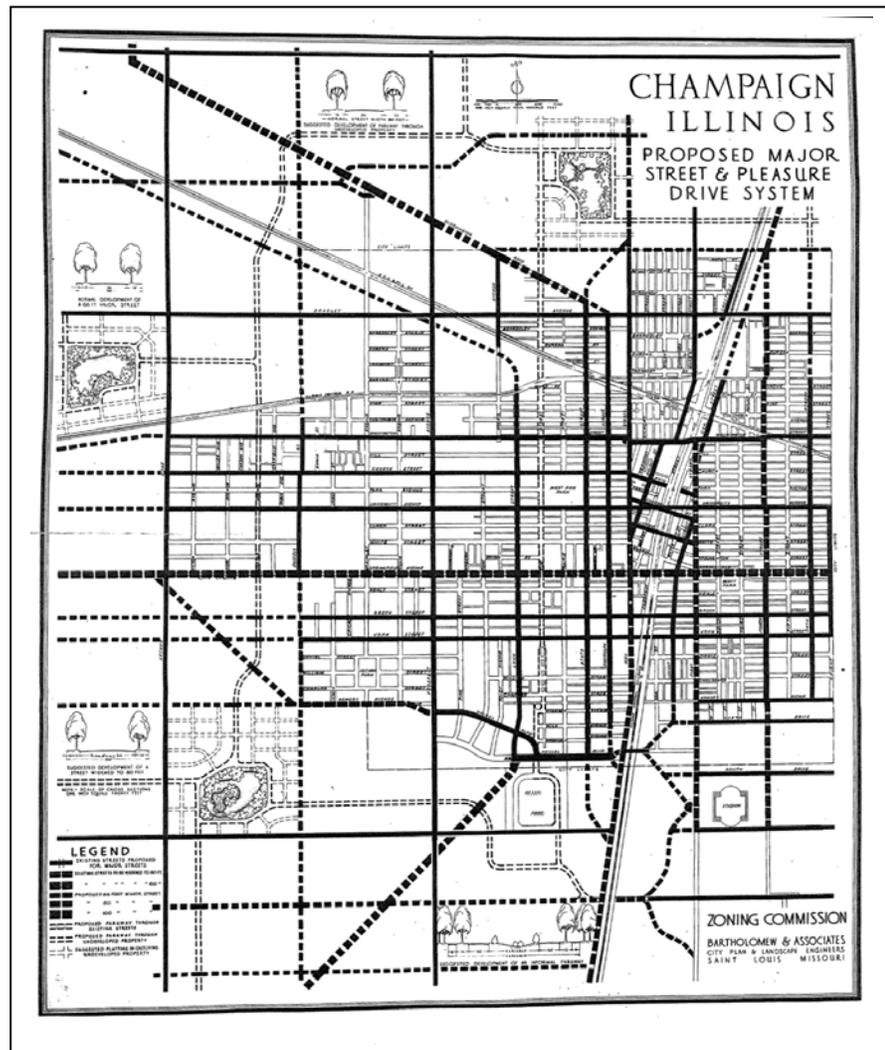
creation of a zoning map. There is no indication that this plan was ever adopted, but on September 14, 1926 the City Council approved Ordinance 270, the Zoning Ordinance for Champaign Illinois. This ordinance established nine Zoning Districts for the City as follows:

- “A” Residence District
- “B” Multiple Dwelling District
- “C” Apartment District

- “D” Commercial District
- “E” Commercial District
- “F” Industrial District
- “G” Industrial District
- “H” Industrial District
- “I” Unrestricted District

While the City Council did not adopt the 1926 Comprehensive Plan, it did lead to the adoption of the City’s first Zoning Ordinance. Following are some of the other findings and recommendations included in the Plan:

Streets: Bartholomew advocated for wider streets and elimination of jogs and dead ends. The Plan states that “Champaign circulation problems are not serious now except on certain days. They will become more aggravated however as the city continues to grow unless some corrective and preventive measures are adopted. The congestion of holidays and big game days will be a daily condition in the course of time. The first step, and in fact the most satisfactory step toward meeting the traffic problem, is the development and gradual execution of a comprehensive major thoroughfare plan supplemented with proper traffic regulations. It is of the utmost importance for municipal officials to know which streets should have primary significance in the circulation scheme and what is needed to bring them all into effective use.” To accomplish this, Bartholomew advocated for a system of major streets and a “pleasure drive system” as shown on this map:

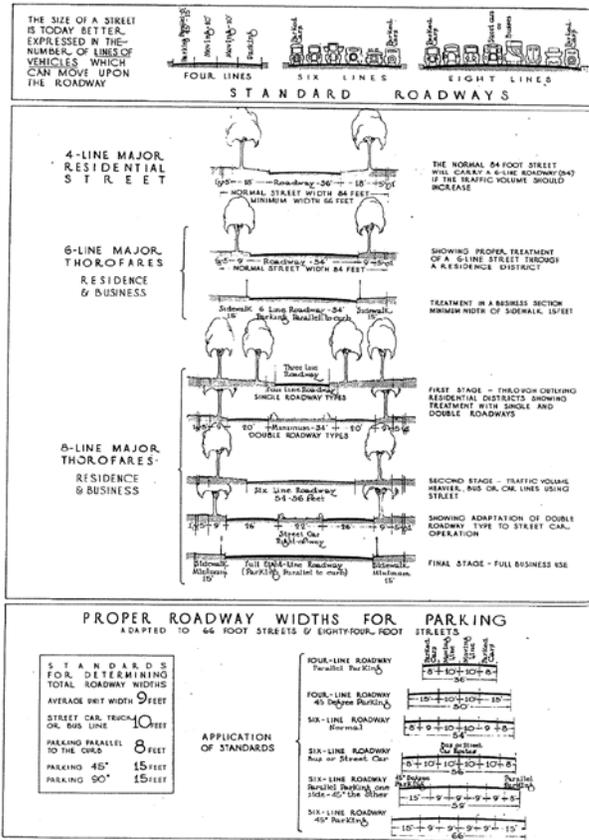


STANDARD STREET CROSS-SECTIONS CHAMPAIGN ILLINOIS

ZONING COMMISSION
CHAMPAIGN ILLINOIS

BARTHOLOMEW & ASSOCIATES
SAINT LOUIS MISSOURI

MAJOR STREETS

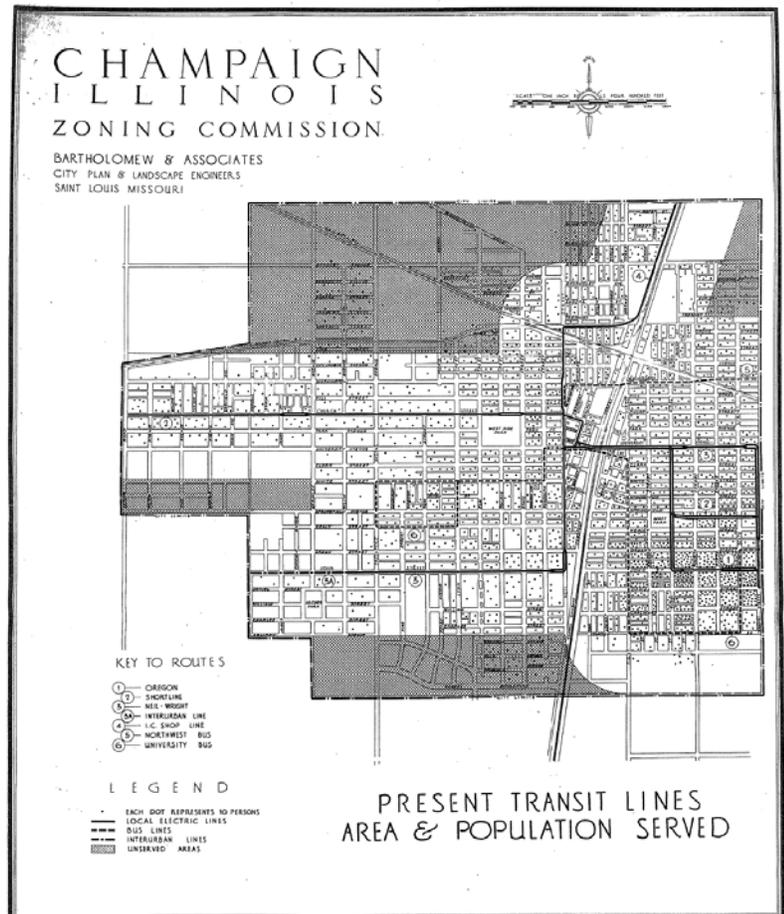


The Plan goes on to say that “the aim of the Champaign major street plan will be to indicate the general lines of the principal thoroughfares which should be established to insure an orderly, balanced urban growth throughout the entire district.” The standard street cross-sections proposed in the Plan can be seen in this graphic.

Transit: The 1926 Comprehensive Plan states that “transit facilities are essential to city growth. They are the chief means of carrying and distributing the city’s population. Serving as the connecting link between homes of the people and their places of work and amusement the transit lines have become as vital to community welfare as other public utilities.” The plan goes on to say that “up to a certain density of

travel it has been found that the motor bus is more economical than the electric line in that the initial cost of installing bus service is much less than that of electric lines where tracks are required. Transit companies, therefore, are realizing that the most satisfactory method of providing service in new districts is to use busses as feeders or extensions to electric lines.”

The following map of “Present Transit Lines Area and Population Served” shows the transit service that existed at the time, including local electric cars (streetcars), bus lines and the interurban line. The Plan notes that “those areas within one-quarter mile of a transit route, which is equivalent to a five minute walk,



are considered to be adequately served.”

Railroads: The Plan notes that “Champaign is served by three railroads, the Illinois Central, the Big Four and the Wabash. The Illinois Central is the primary cause of the City’s existence and has always been a prominent factor in its development. The Big Four is of growing importance, however, and renders valuable service in freight and passenger transportation to the east and west. The Wabash being a branch line, with its terminus in Champaign has less significance than the others.”

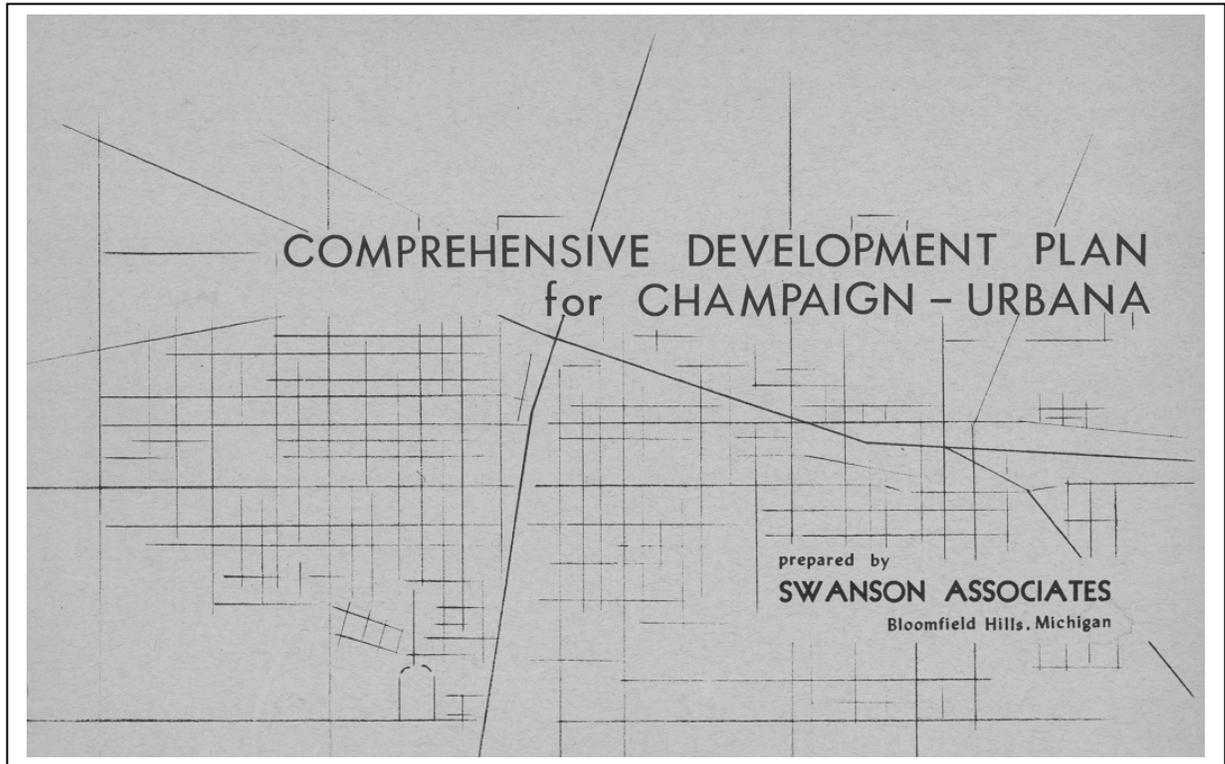
Public Recreation Facilities: “Close observers of present day city life are noting changes in living conditions. The wide use of the automobile is having a notable effect upon trends of growth. New areas are rapidly built up, too frequently without thought of future recreation needs...Parks and playgrounds are becoming more vital to the well-being of the city the larger it grows. There is a heavier obligation on the community to nourish the strength of the children by giving them suitable recreation spaces. There is value in adult health which can be saved by public action.” The Plan went on to recommend “approximately one acre of park land to every one hundred persons and about one tenth of the city’s area should be reserved for public recreation. No child should have to walk more than one-half mile to reach his school and playground.” Finally, the Plan observes that “A growing city which would conscientiously provide for the well being of its citizens must reserve for public use large sections of natural topography. These large areas connected by a chain of pleasure drives offer wholesome retreat from the crowded city. Tracts having a natural growth of trees and valleys containing streams suggest themselves as sites for these areas. It is unfortunate that Champaign has so little natural park land to draw upon. It will have to create parks of this type. The land along streams and water courses should be acquired for long naturalistic parkways.”

Civic Art: “The first impressions of Champaign are pleasing. The Illinois Central Railroad station and the manner in which the tracks and street crossings have been handled all tend to bring forth favorable comment. The street lighting system which has been installed raises the city well above the commonplace. Street trees and those which have been cultivated in parks and spacious home grounds all give the city a distinctly pleasing atmosphere...there are qualities here which make the city pleasingly and easily remembered...Without great effort every phase of its development can be given outstanding merit. It should lead other cities of the state in attractiveness. It is the seat of the state’s greatest educational institution. This serves to bring the city to the attention of people of taste and culture. There are expectations which should be met. Nature moreover has given the site few advantages. Lack of hills and ravines, lakes and water courses must be offset by other features created by the people who live in Champaign.”

In response to these comments, the Plan recommends that “Those who are not afraid to stand for better art in public and semi-public work should be organized. Those who have a real interest in seeing the taste of the community developed should have some organization through which their influence may be exerted. The city plan commission could well foster a movement to form an art league for Champaign...an art league

working in conjunction with the city planning commission can do a great deal to make a specific civic art program effective.”

B. 1950 – *Comprehensive Development Plan for Champaign-Urbana* prepared by Swanson Associates.



The Swanson “Comprehensive Development Plan for Champaign-Urbana” was unique in that it was the only comprehensive plan produced that covered both of the twin cities. It had fourteen chapters including: Introduction, Economic and Social Background, Residential Areas, Schools, Parks and Playgrounds, Traffic and Transportation, Commercial Areas, Industrial Areas, Public Buildings, County Planning, Zoning, Administration of the Plan, and Composite Development Plan and Capital Expenditure Budget. The introduction establishes the impetus to develop the Plan by stating “Shortly



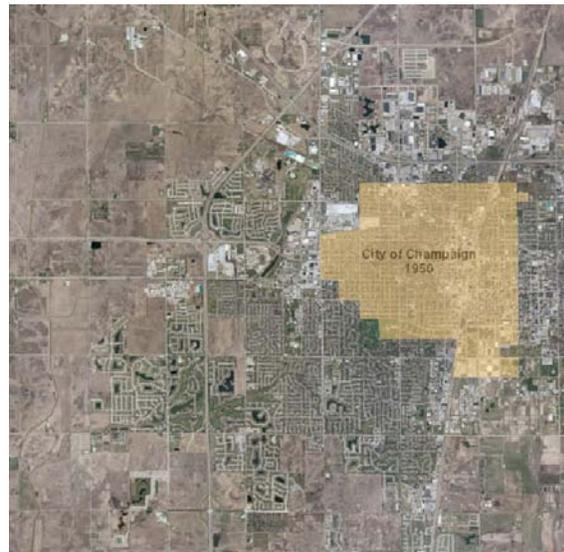
after World War II, the acute housing shortage in Champaign-Urbana indicated the need for a long-range study and evaluation of the situation. In 1947 the Community Housing and Development Council was



organized...composed of a wide cross-section representation of community groups, and under the auspices of this organization some studies were made of basic problems. It became apparent that the formulation of a comprehensive planning program was a basic and fundamental step preliminary to solving numerous community problems.” The Plan was formulated with significant citizen involvement. A Community Plan Committee was formed, along with ten additional special citizen advisory committees to assist the professional planners. The Plan notes that “These committees met frequently during the period of Plan preparation for the purpose of discussing preliminary proposals and making advisory recommendations on the basis of the facts submitted by the planning staff.”

I. Introduction.

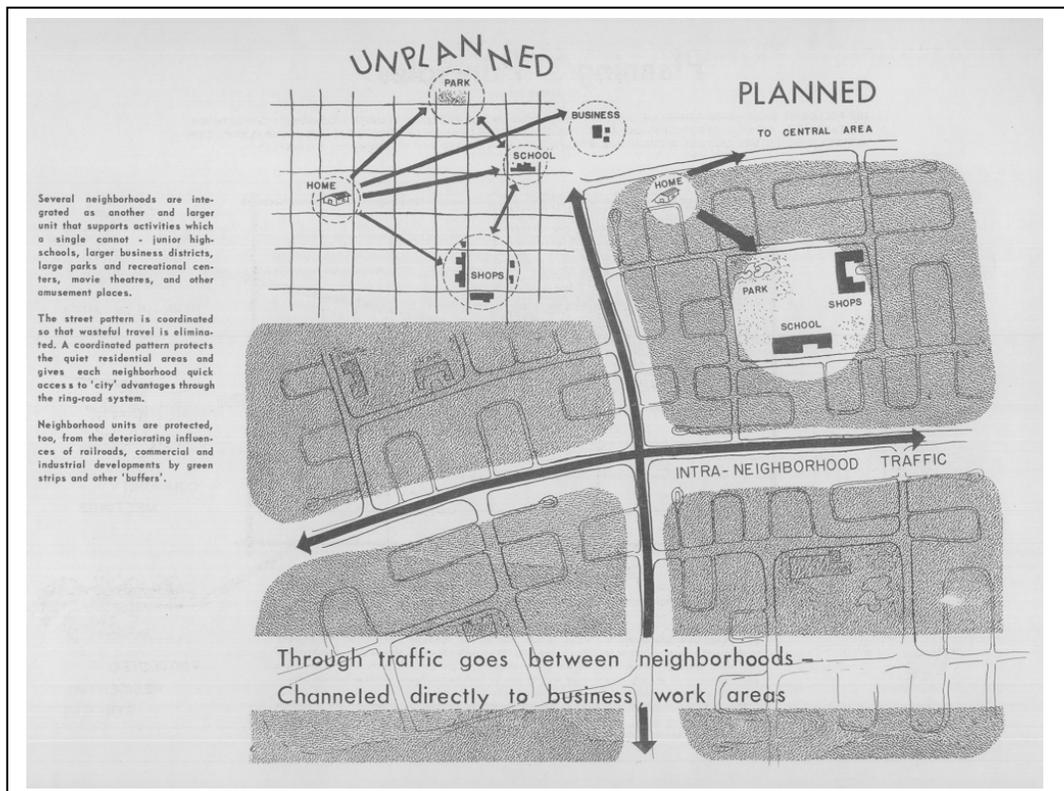
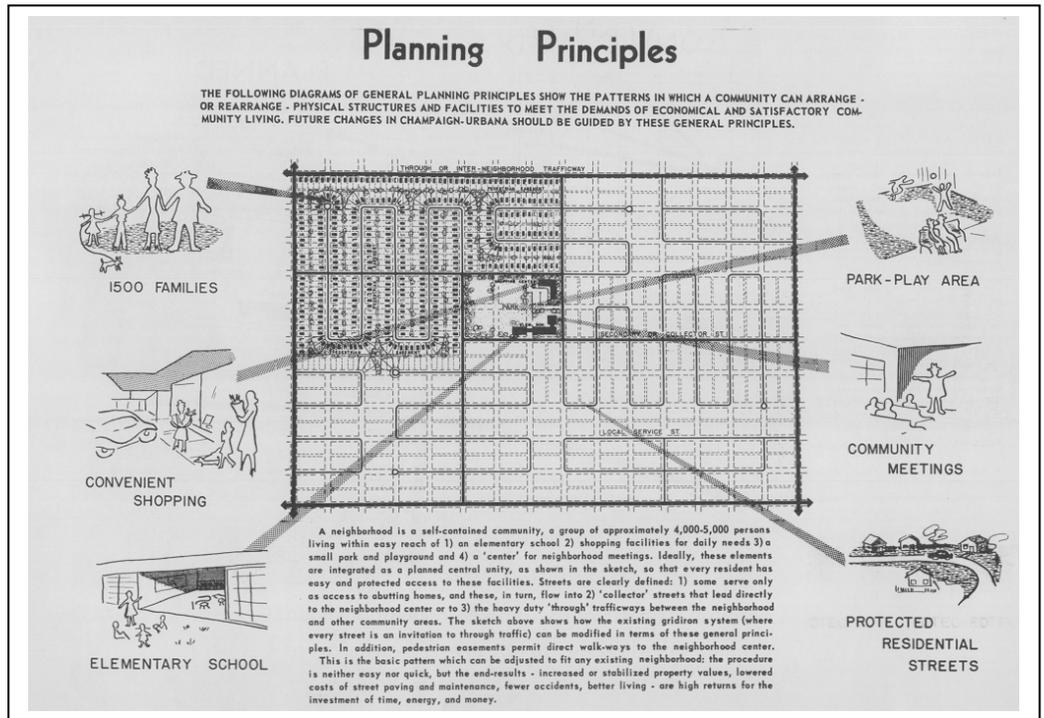
In summarizing the planning problems of the time, this 1950 Plan for the twin cities stated “The steady growth of Champaign-Urbana has been due to two factors – development of the University of Illinois and an advantageous position as a primary trading center for a large area. The community is self-contained and has a stable economy; the Comprehensive Planning program is thus directed toward combating the long-range trends which undermine this security and stability.” Some of the key problems identified included:



- Decentralization. The plan noted “...a low percentage of land vacancy...is presently forcing residential and commercial expansion into uneconomical fringe development. Natural and needed expansion must be controlled so as to have an economic and desirable relation to traffic systems, utility expansion, school location...and to prevent the devaluation of the central business district.”
- Street system. The system was described as “...not, at present, organized or coordinated as to use, and lacks a pattern of channelization for intra-neighborhood and neighborhood-to-business-area traffic...As area expansion continues, a more effective transportation system to the central area will be necessary if the central business areas are to continue healthy, and this, in turn, requires a greater concentration on an adequate parking program.”
- Inadequate park and recreational facilities. It was noted that the area “falls far below the minimum standard for park and playground acreage and distribution.”
- Inadequate schools. “Many schools are presently overcrowded and poorly planned. A planned program of building and expansion must be carried through to meet the immediate needs and the long-range foreseeable future demands.”

- Industrial expansion. It was suggested that “the economy of the community can support and will be more evenly rounded off by encouraging a limited industrial expansion of a harmonious nature.”
- Administrative Coordination. The plan stated that “the present divided authority within the community is both uneconomical and inefficient, and desirable and necessary long-range plans may be thwarted without a high degree of coordination.”

Planning Principles.
 “The following diagrams of general planning principles show the patterns in which a community can arrange or rearrange physical structures and facilities to meet the demands of economical and satisfactory community living. Future changes in Champaign-Urbana should be guided by these general principles.”



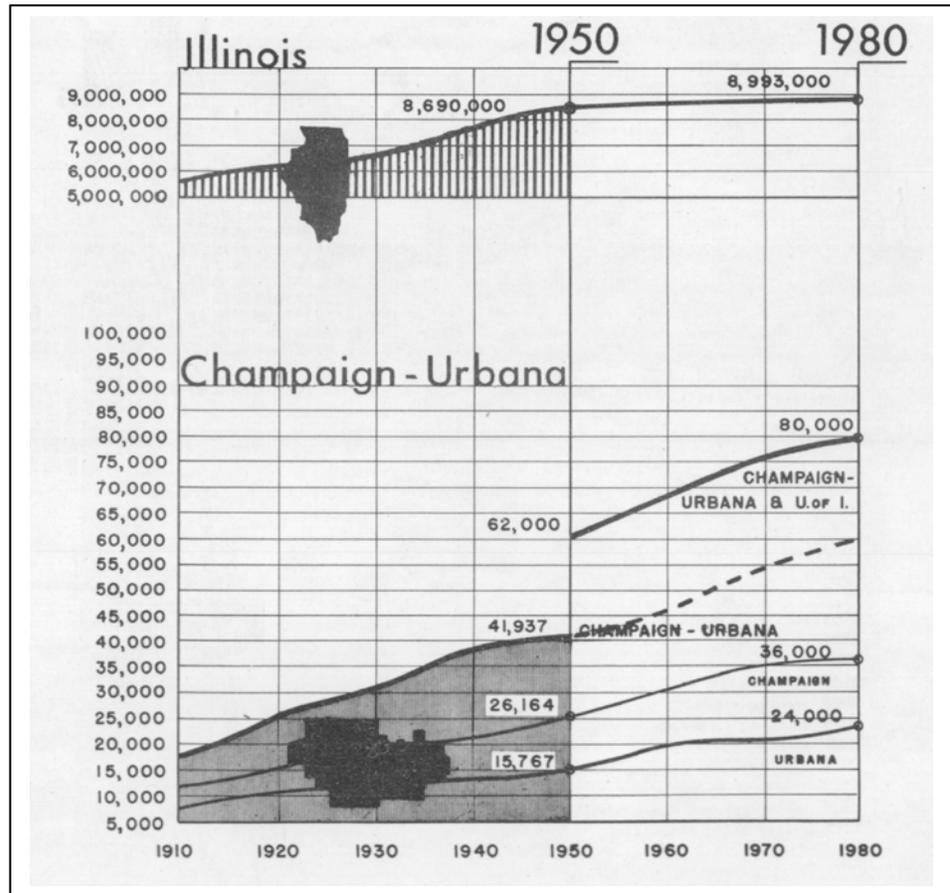
In describing the Scope and Objectives of the Plan, the document stated “The objective of the Comprehensive Plan is to promote the welfare of Champaign-Urbana citizens by recommending the means by which a better community environment may be achieved. Planning is a coordination and integration of the physical development of the community; it recognizes that the more or less independent action of many private individuals, groups, and governmental agencies build the community organism, but that the purposes and uses of land, structure, and streets, are closely inter-related and interdependent. In order to prevent or minimize the economical and social waste which may result from uncoordinated activity, this Plan sets forth the methods and techniques for harmonizing these activities.” The Plan further noted that “Planning represents the difference between drifting and directing; it is a program for performance, however, not a program of restrictions and controls. Large sums of money are spent by governmental bodies and private individuals and groups on local improvements every year; the orderly, systematic locating and scheduling of such improvements means a savings in dollars and cents. Planning costs less, not more.”

Following is a brief summary of some of the key findings and recommendations in each of the Chapters.

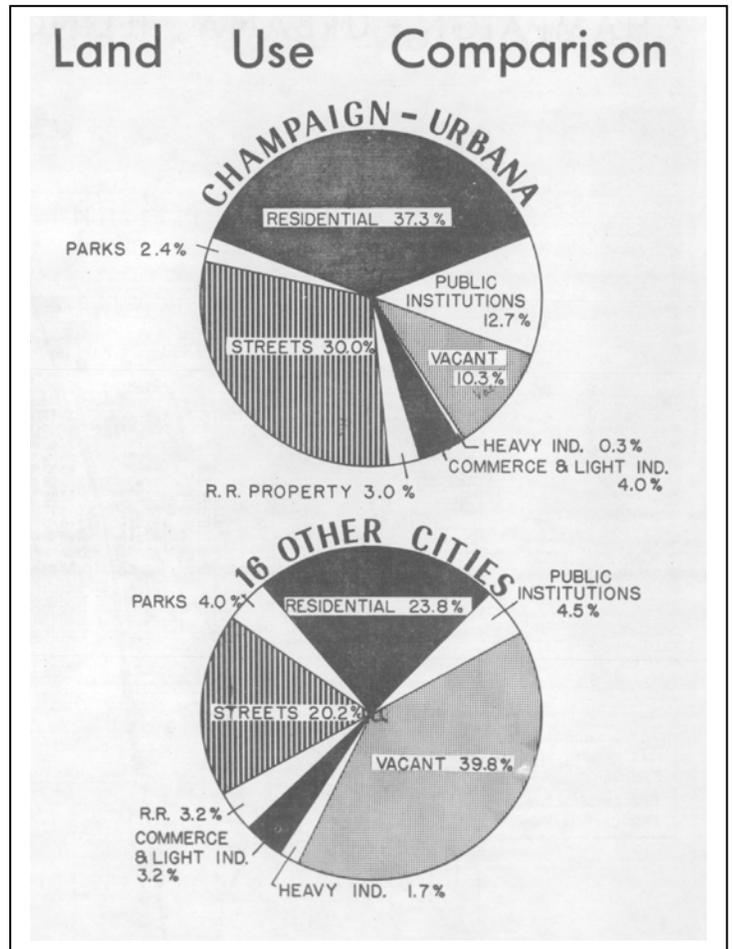
II. Economic and Social Background. In discussing the physical and regional influences that will shape Champaign-Urbana in the future, this Plan stated “Champaign-Urbana, and its dependent market area, form the hub of a geo-economic land variously described as the “Prairie Province”, and the “Illinois Corn Belt”...The future increased dispersion of industries to the various rural population centers, the intensification of farm cultivation on a mass scale, and the concentration of transport facilities, all of which are nation-wide trends, will be reflected in the population decline of metropolitan centers in favor of the rural trading centers. In this respect, Champaign-Urbana enjoys several outstanding advantages in its central location. Almost equally spaced between the cities which are second, eighth and nineteenth in size in the nation, and crossed by interregional highways, the Twin Cities should realize a continual growth as a future site of industries dependent on this regional distribution.”

The Plan notes that “The establishment of the University of Illinois is perhaps the greatest single factor in determining the growth pattern of the Twin Cities. From the first enrollment of 57 students in 1868 to the 1950 enrollment of 19,000, the University has had an important social and economic influence...The economy of the community is stabilized by the presence of the large University staff (8,149 Champaign-Urbana employees in December 1949)...the large transient population...creates a rental housing market which is not yet fully accommodated...as a cultural center, the University attracts conventions and groups for educational purposes and athletic competitions, which is reflected in a further demand for transient housing and tourist accommodations.”

Population and Land Use – Regarding population growth, the Plan states that “The future growth of the Champaign-Urbana urban community is expected to be relatively slow and steady, totaling approximately 80,000 (including the University student population) by 198x. It is expected that the future growth of Champaign and Urbana will continue in the present ratio of 6 to 4. The present University population will remain about the same with an expected increase between 1960 and 1980 reflecting the national birth rate during the corresponding earlier period.”



The Plan’s analysis of existing land use in the two communities notes that “The present amount of vacant and occupied land within the community directly affects the future policies of annexation, utility expansion, subdivision control, etc.” It compared a breakdown of land uses by percentage to the aggregate of 16 other American cities and noted a higher percentage of residential use and public and semi-public institutions than in cities of comparable population. It also noted a lower percentage of vacant land than in comparable cities and determined that this showed “...the necessity for finding feasible expansion limits to meet the pressure of uncontrolled development seeking outlet.” It was also pointed out that “The lack of vacant land has also created false land values within the

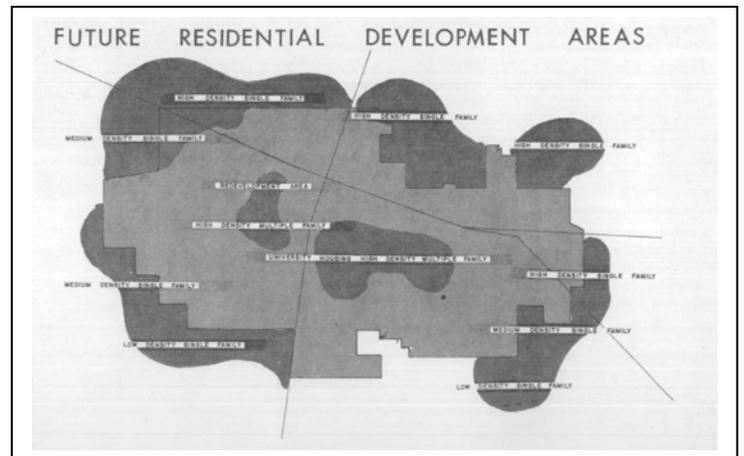


community, which in turn, make economical re-use of land difficult, and stimulate such depreciating trends as decentralization and blight.”

III. **Residential Areas.** In introducing this Chapter, the Plan states that “Communities such as Champaign-Urbana are primarily places to live. One of the major objectives of planning is the protection and improvement of living facilities. Maintenance of residential values, protection of good neighborhoods and redevelopment of poor becomes one of the most important phases of the Comprehensive Development Plan.”

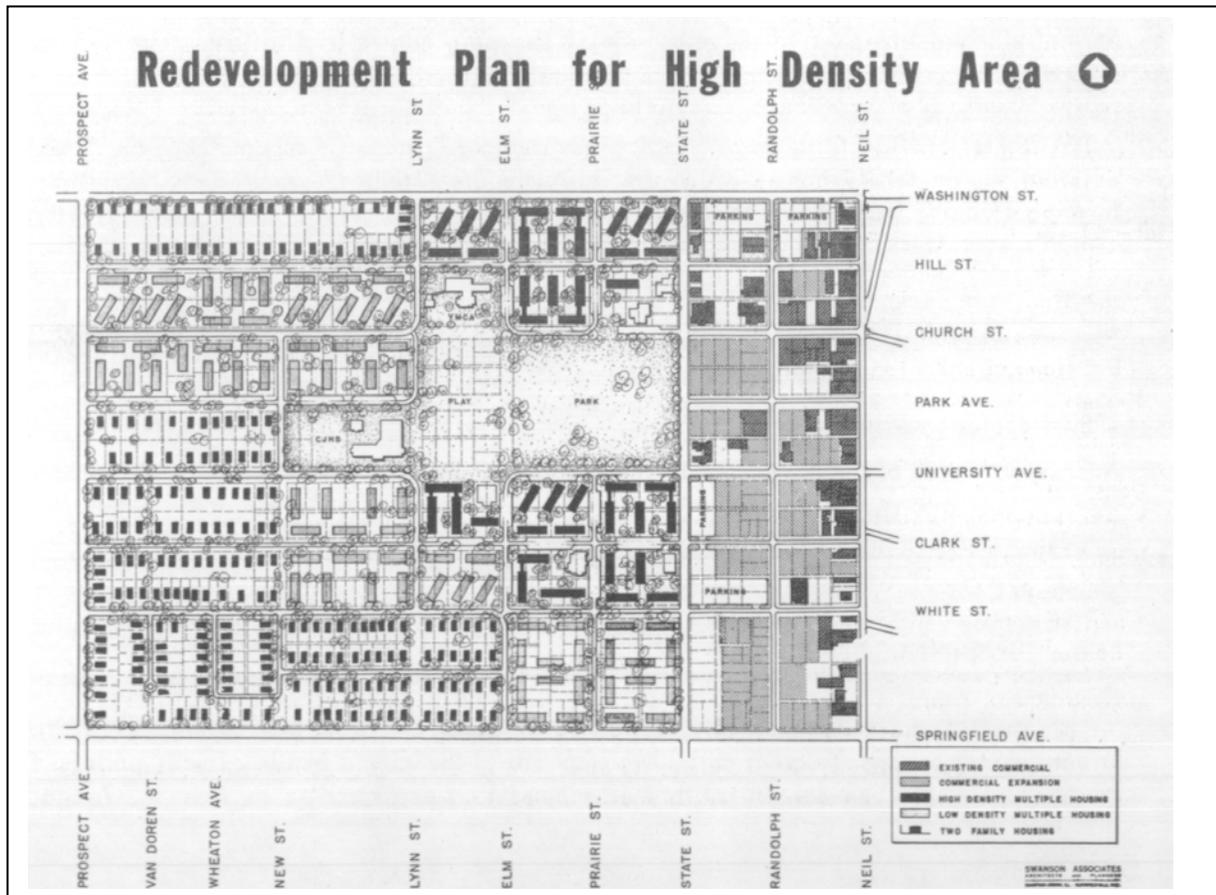
Champaign-Urbana has **GOOD** neighborhoods that must be **PROTECTED**,
OLD neighborhoods that must be **REMODELED**,
POOR neighborhoods that must be **REBUILT**

Key problems identified include “Decentralization” about which the Plan expresses concern about growth moving away from the core toward the peripheries and states “When such a movement is unchecked, the eventual tax depreciation of central areas added to the burden of extended city services and facilities to any and all outlying areas becomes unsupportable.” Another concern is “Lack of good building sites” which is due to a “deparately small amount of vacant land” for residential development.



The Plan states “In order to avoid unplanned and uneconomical fringe development, it will be necessary to assemble and re-subdivide parcels of too small lots, sub-divide some larger lots...and redevelop depreciating sections of some neighborhoods.”

The Plan goes on to project the need for different types of residential units, and to promote the “Neighborhood Concept of Residential Planning” based on the Planning Principle for a Complete Neighborhood cited earlier. The map below depicted areas for different densities of future residential development. The Plan also addressed areas in need of redevelopment and conservation stating “The redevelopment and conservation areas in Champaign-Urbana fall into three general categories 1) obsolescent sections within residential neighborhoods, 2) special problems of the campus area, and 3) blighted slum or areas. The essential steps in redeveloping and conserving residential areas are a) enforcement of satisfactory standards for all new building, b) maintenance of existing character where satisfactory, c) improvement or replacement of deteriorated or obsolete structures and d) replacement of sub-standard and blighted structures.”



IV. Schools. In addressing schools, the Plan noted that “A well-organized school system must be set up 1) to meet community needs 2) for convenience to children 3) to bring enough students together for good instruction at reasonable cost and 4) to be soundly financed and administered...A school serves as a neighborhood focal point; when well integrated with neighborhood needs it serves as a stabilizing influence.” The Plan goes on to state that “The need for new and enlarged school facilities has never been greater in the country as a whole, and this condition is reflected in Champaign-Urbana. A number of factors have contributed to this: an increase in the birth rate with a steadily mounting enrollment; war-time delay in building and maintenance; and the postponement of new building in the face of present high building costs.” In short, the Plan identified the ramifications of what we now call the “baby boom” generation becoming school age.

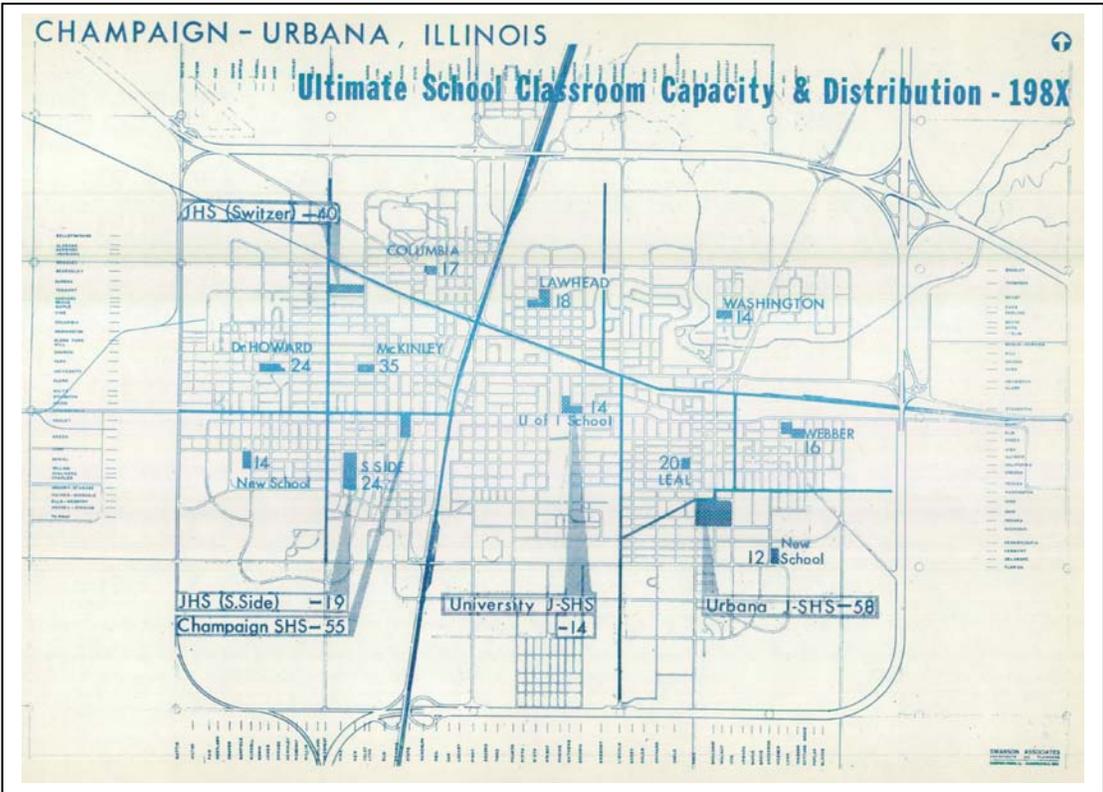
Issues identified by the Plan include the following:

- From this study four current or approaching major problems were identified:
- 1) **Obsolescence and inadequacy of many present school plants.**
 - 2) **A great post war increase in child population, expected for 1952-60.**
 - 3) **Further student increase on the basis of predicted population growth to 198X.**
 - 4) **Shift and spread of residential areas.**

“Planning proposals for the school program divide into two sections:

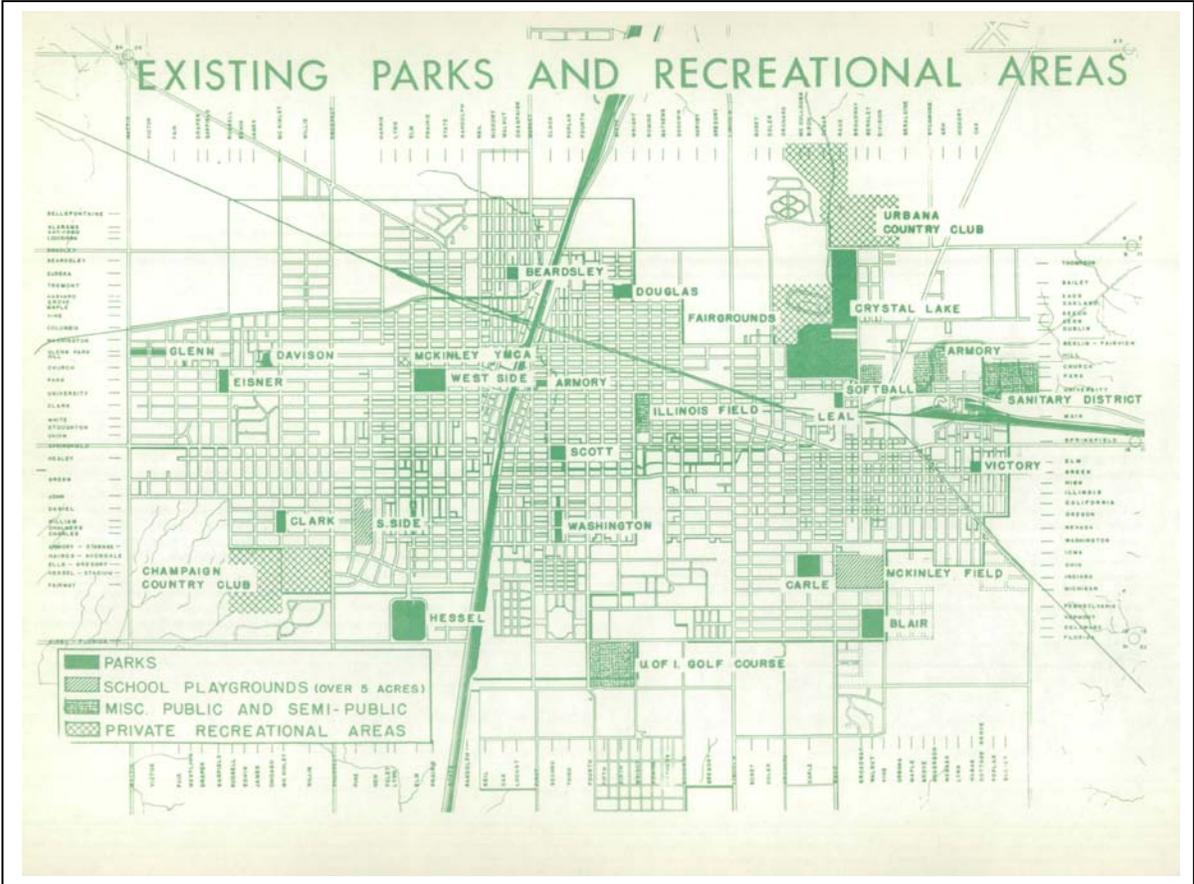
- 1) An immediate program to accommodate the approaching peak enrollments and 2) the integration of these immediate expedient solutions with the long term needs.”

The Plan goes on to suggest that “In formulating building plans, it will be well to keep in mind the possibility of flexible construction that would permit the conversion of part of the school building to community uses when and if the child population no longer warrants



the use of the total number of classrooms...Construction of school buildings for easy conversion to other uses would further guarantee the permanent value of the expenditures involved.” Finally, this section of the Plan recommends schools to keep and expand, and schools to abandon to achieve greater efficiency, with the capacity and distribution of students ultimately as shown on the map below.

V. Parks and Playgrounds. “In Champaign-Urbana...there is an increasing need for more adequate park and recreational facilities...With one or two notable exceptions, existing

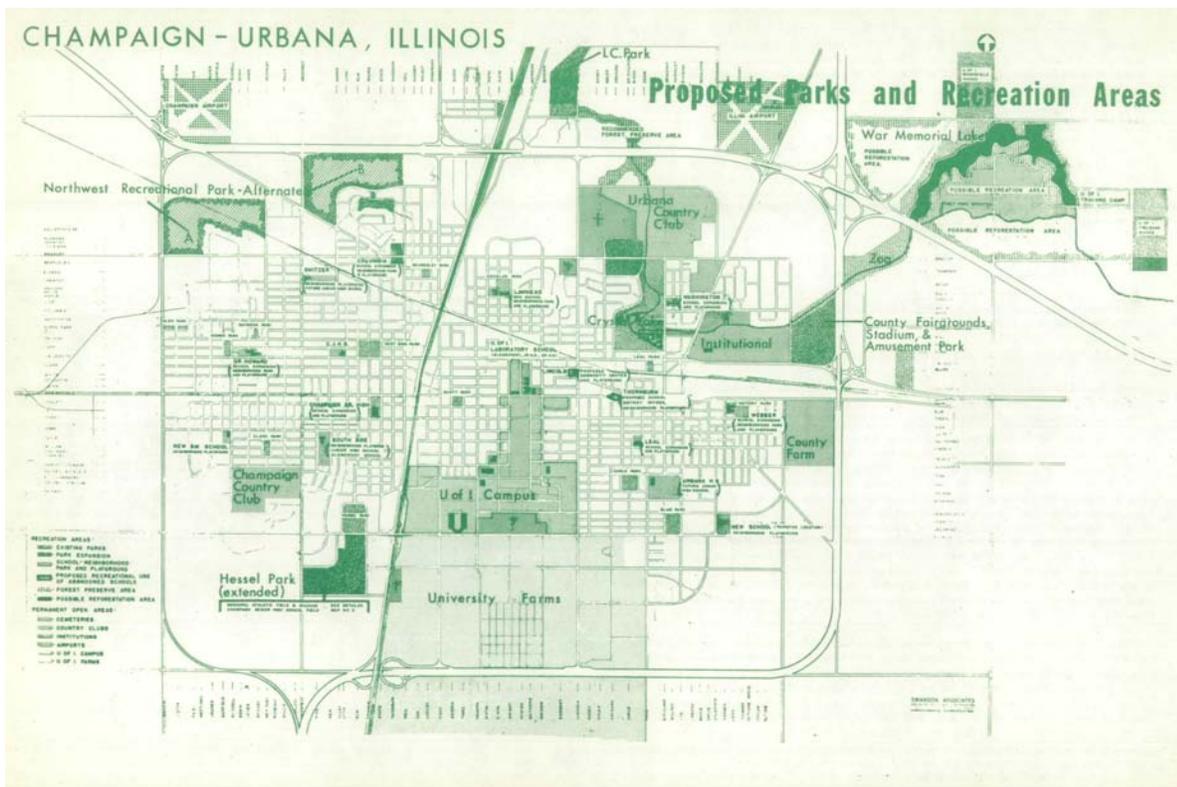


public parks...were donated by civic-minded individuals or purchased for community use from 40 to 80 years ago. This heritage of the past has had little embellishment. Higher land values coupled with the passing of the era of “donation and dedication” makes the acquisition of parks and recreational areas a public responsibility.” The Plan goes on to say “Champaign-Urbana falls far below accepted planning standards...a situation which has led some qualified experts to dub the community ‘a recreational desert’.”

The Plan concludes that “At the 60,000 projected Twin City population...Champaign-Urbana will require 600 acres of recreation area, excluding the natural preserves and large-scale developments outside the city, which should not be considered as fulfilling these requirements.” Based on that, the following was proposed:

Development Plan Proposals	
Neighborhood Park Expansion	48.5 plus
Elementary School Playground Expansion	13.3 to 18.2
Obsolete School Sites Converted	5.65
Municipal Park Extension	
Hessel Park	60
Northwest Champaign Park	75
Crystal Lake Park	95
U. of I. Illinois Field (for public use)	13
Fairgrounds (relocated)	82
War Memorial (Salt Fork) Lake Area	400 to 1,000

The proposed locations of the additional parkland are shown on the following map:



VI. Traffic and Transportation. In summarizing the existing conditions of the streets system at the time, the Plan stated “The existing inadequacies of the Champaign-Urbana street system are so widespread and basic...that specific enumeration is pointless. In general, all residential areas lack systematized traffic channels to destination areas...Too many streets are presently used as major arteries...at the same time, no single existing street is adequate to handle the necessary traffic channeling. All cross-town traffic east and west must go directly into or through the business centers and most congested districts.” To resolve this, the Plan recommended the Major Street Plan shown below.



The basis of the Plan was that “All arterial streets ring rather than bisect neighborhoods...providing the much-needed residential area protection.” The Plan included recommendations for an inter-loop system; commercial areas loop systems for downtown Champaign, downtown Urbana and the campus area; and an outer loop and major access streets. It also recommended these typical street cross sections.

The Plan wrapped up its look at transportation by short overviews of bus transportation, trucking and terminals, rail and air transportation.

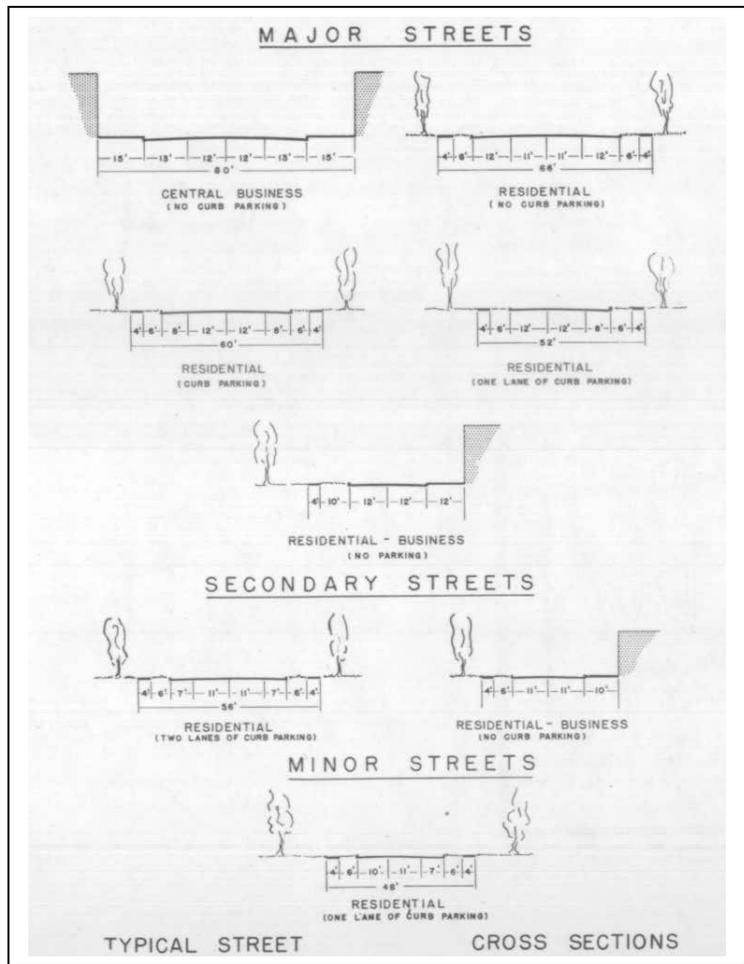
VII. Commercial Areas. The Plan notes

that “The central business areas are the core of Champaign-Urbana’s business and civic life, and contain the highest tax base property in the community...These central districts were once the scene of all local daily trade, but as the community grew, small trade areas were established within neighborhoods. Increased use of the automobile hastened this decentralization trend, but at the same time increased the size of the regional trade area. Thus between 1920 and 1940, the central areas gained more through extension of the trade area...than lost from the

population and business shift outward. At the present time the gain from increased trade and the loss from decentralization is approaching a balance, and unless present trends are reversed, the loss will ultimately outweigh any future gains.” The Plan identifies three downtown areas (Champaign, Campus and Urbana) and goes on to state four purposes for the recommendations in this section:

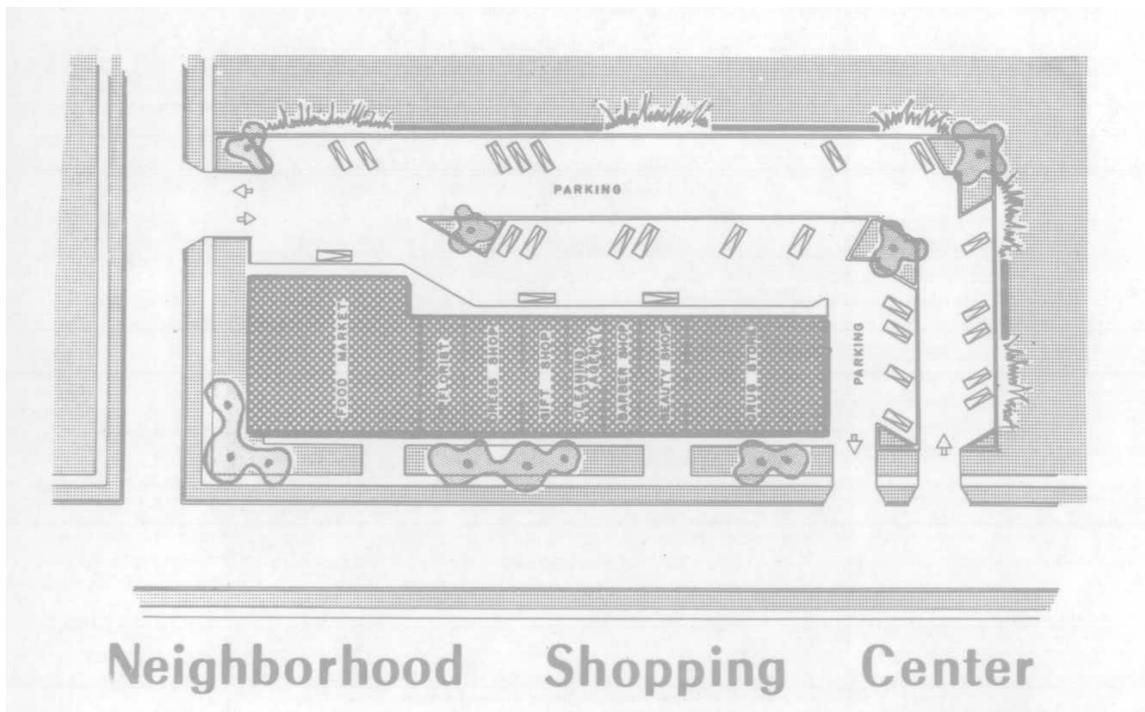
1. *Keep the three central business districts efficient and economically sound,*
2. *Establish the most appropriate and balanced use of land to uphold property values,*
3. *Encourage a more modern and less intensive land use,*
4. *Provide adequate access and parking facilities.*

It is noted that unchecked and uncontrolled commercial area expansion is bad for the City for a number of reasons. “The disadvantages of such unrestricted and scattered developments are obvious and constitute a real threat to both the businessman and the community at large; commercial areas at the city limits are not good tax base property and return limited revenue to the city as compared with that of the centralized areas, unnecessary damage is done to residential areas adjacent, the problems of traffic congestion are not solved but merely shifted, and the central business areas become commercial ‘slums’ as money...is spent elsewhere.” To combat this risk, the Plan proposes an investment program in planned expansion of the downtown area and improved traffic circulation and parking facilities. “Encouragement of ‘in-growing’ is essential if business sprawl is to be avoided.”



The Plan recommends a number of actions in support of the commercial areas. For Downtown Champaign, a street system that includes “a four-lane, no curb-parking loop system with University Avenue and Neil Streets “...providing main internal arterial access. For parking, the Plan recommends establishment of an off-street parking program through acquisition of parking lots dispersed about the area, “...rather than concentration on any one section at the expense of the whole.” For the Campus Commercial District the Plan recommends “a ‘loop’ traffic system, composed of Sixth, Goodwin, Springfield and Pennsylvania...for development. It is important that no major arteries bisect the campus, for pedestrian circulation is of primary importance.” For parking in this area the Plan states “it is important that future parking areas be coordinated in location with important areas of congregation.”

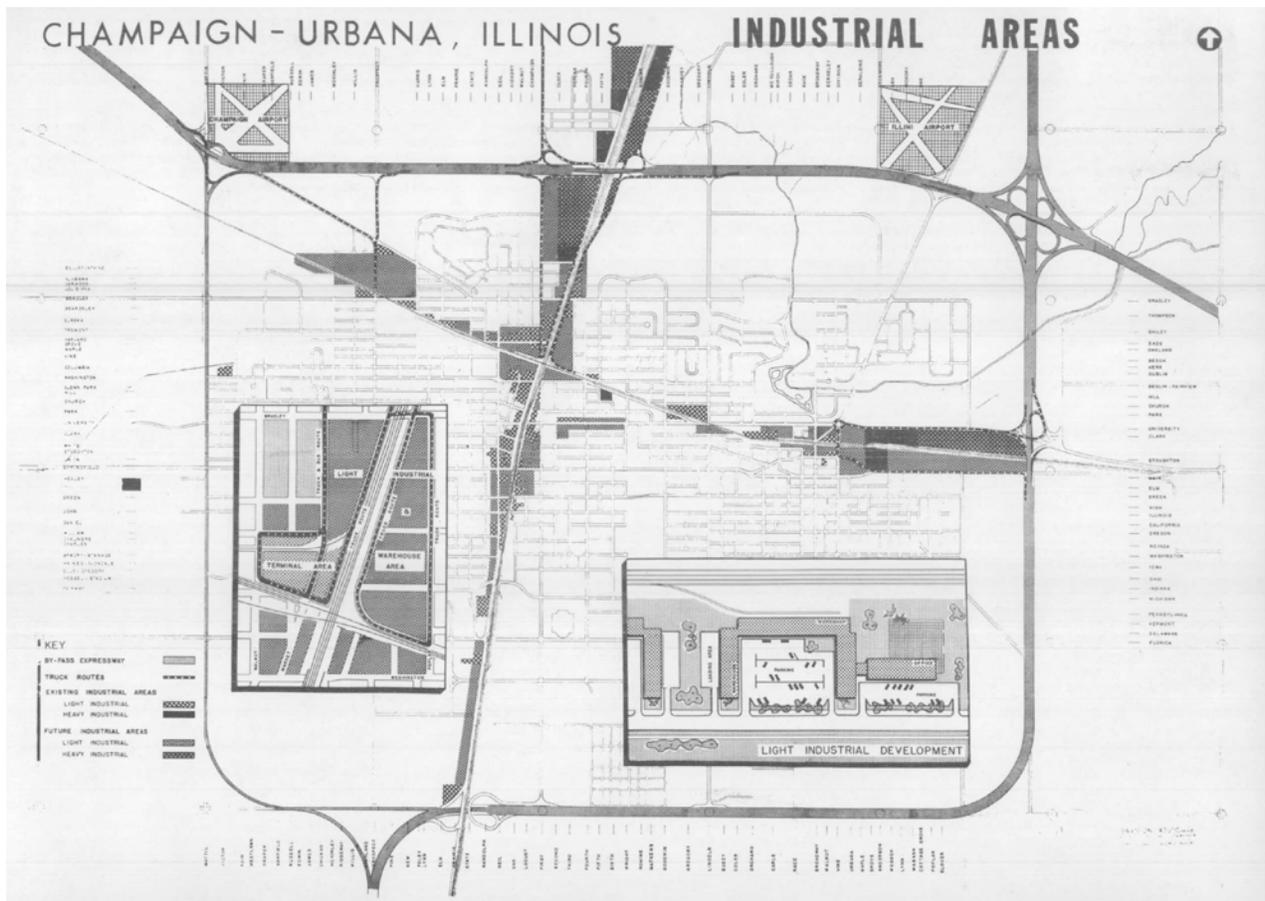
For Neighborhood Shopping Centers, the Plan states they “...should contain only the types and number of stores which can be supported by the local population.” The Plan promotes relocation of existing scattered development into compact, central units as part of a program of “neighborhood ‘center’ development.” Following is a proposed layout for such centers.



Finally, the Plan notes that “well planned and organized regional shopping areas...are desirable...When clearly defined, these decentralized developments take over functions which cannot be economically accommodated in other retail areas – such as farmers markets, used car lots, farm equipment sales, bowling alleys, drive-ins, etc. These centers should be kept consolidated to prevent unnecessary traffic congestion and any tendency toward strip development along access roads should be promptly discouraged.”

VIII. Industrial Areas. With respect to industrial development, the Plan notes that the most significant trend is "...that of decentralization. Other factors being equal, large industries and small are seeking plant sites in smaller communities, as opposed to the previously favored metropolitan centers." However, the Plan notes that industrial uses employ a very small percentage of the workforce and occupy a low percentage of land area in the two cities and quote a statement of the Joint Industrial Committee that "Although Champaign-Urbana has everything to attract industry, the community is the least developed, industrially, along the 7,500 miles of the Illinois Central Railroad. The internal balance between industry, commerce and other work is dangerously one-sided."

To address this issue the Plan recommends locations for new industrial development as shown on the map below and states "The type of industry recommended for expansion is light manufacturing, of a type employing less than 500 workers, and which can supply the greatest opportunity and diversification for the highly trained local population. Some suggestions are medical laboratories, radio and television parts manufacturing or assembly, scientific instrument manufacturing, farm equipment parts manufacturing or assembly, drug manufacturing, food processing plants."



XI. Public Buildings. The Plan states that "The majority of public and semi-public buildings in Champaign-Urbana are in relatively good condition, although in need of repairs or expansion. In general, their present locations are effective for serving their

functions in the community. A substantial proportion could, however, be relocated upon obsolescence for greater efficiency.” Specifically, the Plan suggested that “If eventual consolidation of the administration of Champaign-Urbana occurs, a coordinated Civic Center, replacing the presently duplicating buildings would prove an economically sound expenditure.” However, it also suggested that should that idea fail, “...consideration should be given to the possibility of a Civic Center development around West Side Park. This grouping would contain, in addition to the City Building, an enlarged library and a new Post Office Building with space for other Federal offices.”

X. Public Utilities. “Existing public utility service policies and extension plans are an important factor in shaping and influencing urban growth and expansion. The development of outlying areas, in particular, is affected by the provision or extension of water lines, sewerage and storm drainage, gas and electric service, etc. The provision that property subdividers install utilities or post bond to secure installation exerts a measure of control over the urban pattern, and encourages orderly expansion as against spotty, scattered area growth.” Specific recommendations of the Plan include annexing the Fountainhead Drainage District to the Urbana and Champaign Sanitary District, making storm drainage improvements in the area southwest of Russell Street, buying the Water Company out to make water service a municipal function, and taking over garbage collection and disposal by the municipalities as a joint enterprise.

XI. County Planning. The Plan states that “There is, at present, no comprehensive regional plan for Champaign County nor a zoning ordinance, although the power to prepare and administer them are granted under the existing state enabling legislation. Neither the best interests of the rural population nor the well-being of incorporated municipalities within the county can be served adequately without these protective measures.”

XII. Zoning. In the Zoning Chapter, the Plan states that “The adoption of comprehensive zoning regulations has been fairly rapid and widespread since the first ordinance was adopted in New York City in 1916. A zoning ordinance was adopted by the city of Champaign in 1926 and by Urbana in 1940...these ordinances have ...influenced the new development and growth that has taken place since.” It is then pointed out that new zoning ordinances prepared by well known zoning attorney Richard F. Babcock of Chicago were being considered by both cities. The Plan further states that “A zoning ordinance is not a community development plan; it is, however, a valuable and integral tool for implementing such a plan. As such it must be carefully coordinated with all other factors of community planning.”

XIII. Administration of Plan. A number of recommendations are made for the administration and implementation of the Plan noting that “The key to a continued successful planning program lies in the provision of adequate administration with sufficient legal power, and widespread citizen understanding and support.” Recommendations include pursuing legislative changes to require that projects of other public bodies are required to come before the Plan Commission and providing authority for a joint plan commission between the two cities. It is also recommended that technical staff be hired to “...assist the Commissions in preparing the necessary future detailed studies, provide clerical

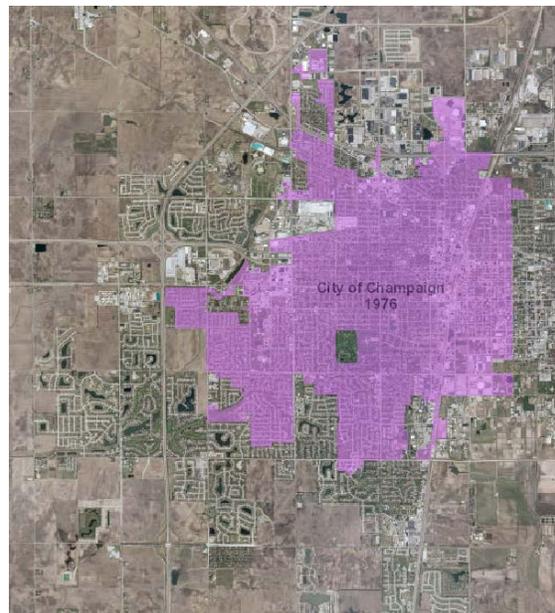
assistance, compile essential data, etc.” Finally, the Plan recommends adoption of subdivision regulations which would apply to development within a mile and one half of the corporate limits and that the regulations “...should stipulate that the developer of new subdivisions shall either install substantial amount of utilities, streets, etc. at his own expense or post bond with the corporate authorities until such time as the facilities are installed.”

XIV. Composite Development Plan and Capital Expenditure Program. In this chapter recommendations are made for capital improvements to be made over time. The Plan states that “Physical facilities have a long life, whether they are school buildings, water pipes, or streets. The proper location of these facilities, with a life-span of up to 75 years, cannot be determined on a year to year basis, nor even on a ten-year plan. It is necessary to look ahead twenty, thirty, or even fifty years.” The Plan included recommendations for street widening, off-street parking, park land acquisition and development, and school improvements.

C. 1974 – *City of Champaign Comprehensive Plan Report* prepared by the Champaign County Regional Planning Commission

The City’s third comprehensive plan was developed by the Regional Planning Commission using funding from the Department of Housing and Urban Development under the provisions of Section 701 of the Housing Act of 1954 as amended. Between the passage of this program in 1954 and 1980 when it was eliminated, this federal program spent more than a billion dollars assisting jurisdictions in preparing comprehensive plans. On the first page the Plan notes that “The Champaign Comprehensive Plan is intended to guide citizens and public officials in determining future growth of the City.” The Plan included an analysis of major planning factors, and had three major components providing direction: goals, objectives and policies; the Physical Development Plan; and the Implementation chapter.

Analysis of Major Planning Factors. The analysis focused on the “Champaign Planning Region” entailing the existing City and the adjacent mile and a half unincorporated area. This Chapter analyzed the Population, Economic and Land Use Characteristics of the Champaign Planning Region. In 1970, the City’s population was 56,837. The City conducted a special census in 1972 due to annexations that had occurred since the 1970 Census and determined the population to be 59,152. It was also noted when looking at historic City growth, that the 1950 Census was the first to count students at their campus address, rather than at their previous home address. This resulted in a significant population increase



for Champaign in that decade. In considering projections of future growth, the Plan noted that "The year 1974 is proving to be a difficult one for forecasters of all types. The level of uncertainty about the future has probably not been higher at any time during the past twenty years. Three general areas of uncertainty may be cited:

- 1) Long-run economic and social adjustments that will result from developing worldwide scarcities of economic resources;
- 2) Short-run political and economic adjustments that may result from the current high level of inflation and interest rates in the U.S. economy;
- 3) Development of local attitudes, goals and objectives with regard to population and economic growth, and the effectiveness of local policies in furthering such goals and meeting such objectives."

Population Characteristics - Because of this, the Plan contained four alternative population projections that were described as moderately rapid growth, moderate growth, slow growth and minimal growth. These projections are shown in the table below.

TABLE 3
CITY OF CHAMPAIGN POPULATION PROJECTIONS
ALTERNATIVE GROWTH PROFILES, 1970-2000

Year	Minimal Growth	Slcw Growth	Moderate Growth*	Moderately Rapid Growth
1970	56,800	56,800	56,800	56,800
1975	58,500	58,900	59,600	60,300
1980	59,900	61,400	62,800	64,300
1985	62,200	64,400	68,300	70,600
1990	64,700	67,800	74,300	77,400
1995	66,700	69,700	78,300	82,000
2000	68,000	72,800	84,500	89,300

*The moderate growth series is used as the planning guideline for long-range population projections in this report.

Source: CCRPC staff estimates based upon CCRPC, Human Resources Element: Population and Economic Base Study and Illinois Bureau of the Budget, Summary: Uniform Demographic and Economic Data, 1973.

It was also noted that Champaign had "...pursued a vigorous annexation program. A special census in April, 1972 showed that Champaign had gained 2,315 in population by annexation, representing an annual growth rate of 2 percent."

Economic Characteristics - The Plan notes that "The economy of the City of Champaign is highly specialized in educational services. The University of Illinois at Urbana-

Champaign, employing as many as 19,000 persons, plays a central role in the local economy. "However, employees of "other professions and related services" are also significant and the Plan identifies several employers including "...the Construction Engineering

TABLE 16
SUMMARY OF MAJOR MANUFACTURING ESTABLISHMENTS
CHAMPAIGN PLANNING REGION, 1972

SIC Code	Name of Firm	Types of Products	Number of Persons Employed			Location by Study Area
			100-249	250-499	500+	
2026	Beatrice Foods Company	Fluid milk	X			2
2035	Kraft Foods Division, Kraftco Corporation	Salad dressing, margarine, cooking oil, paste, cheese			X	7
2092	Swift Edible Oil Division, Esmark Corp.	Soybean meal, soybean oil	X			1
2096	Humko Products Division, Kraftco Corporation	Shortening, salad oil, margarine oil		X		7
2389	Collegiate Cap and Gown Co., div. of Cenco Instruments Inc.	Academic caps and gowns, Judicial robes, choir robes, etc.	X			3
2711	Champaign-Urbana News Gazette	Newspapers	X			3
2751	R.F. Colwell Printing Corp.	Commercial printing	X			3
3369	Alloy Engineering and Casting Company	Heat and corrosion resistant castings	X			7
3391	Clifford-Jacobs Forging Co.	Steel forgings	X			1
3531	C.S. Johnson Company div. of Koehring Corp.	Construction machinery concrete plants, mixers, etc.	X			8

Sources: U.S. Bureau of the Census County Business Patterns 1972, 1974 Illinois Manufacturers Directory

Research Laboratory of the U.S. Army Corps of Engineers; the Illinois State Water Survey, Geological Survey, and Natural History Survey, and a number of private engineering firms." The table shows the 1972 Summary of Major Manufacturing Establishments in the Champaign Planning Region:

Regarding commercial activity, the Plan notes that "The Champaign-Urbana urban area is the focus of an economic region and trade area that extends from Buckley on the north, to Tuscola on the south, and east to west from Monticello and Farmer City to the Vermilion County line." The following Table shows the estimated 1970 taxable retail sales comparison among area jurisdictions:

TABLE 13
ESTIMATES OF 1970 TAXABLE RETAIL SALES.
COMPARISON AMONG AREA JURISDICTIONS

	Population	Taxable Retail Sales	Retail Sales Per Capita
		(in millions of dollars)	
Champaign	56,837	\$154.03	\$2710
Urbana	33,739	54.68	1621
Rantoul	25,562	29.55	1156
Champaign County Total	163,281	297.93	1825

Source: Calculated by CCRPC Staff from data supplied by the Illinois Department of Revenue.

The Plan also notes that "Champaign's share of all County retail sales has slipped from about 55 percent in 1964 to less than 50 percent in 1973. The new Market Place shopping center should help to reverse this trend beginning in 1975 or 1976." Table 15 shows a summary of the leading stores in major Champaign shopping areas in 1974.

TABLE 15

SUMMARY OF LEADING STORES IN MAJOR CHAMPAIGN SHOPPING AREAS

Shopping Area Designation	Full-line Department Stores	Variety, Discount or Junior Department Stores	Grocery or Drug Store
Champaign Central Business District	Sears* Robeson's Penney	Grant	Walgreen
Market Place**	Sears* Bergner's	---**--	---**--
Country Fair		Goldblatt Zayre Kresge	Eisner Kroger Osco
Campustown		Campus 5¢ To \$1.00 U of I Campus Store Feather Merchant	McBride's Schrumph's Grocery
Northgate/ K-Mart Plaza		K-Mart	Kroger
Glenn Park		Ayr-Way	Ayr-Way IGA
Kirby-Mattis			A&P Walgreen
Green-Neil			Eisner Osco
Lincolnshire Center			Eisner
Meadow Fair			Short's IGA

Sources: CCRPC, Land Use and Housing Data File
Johnson's 1974 Urbana-Champaign, Illinois City Directory,
Champaign-Urbana Telephone Directory, December, 1973.

*The Sears department store is currently located in the Champaign Central Business District, but the store has announced plans to move to the Market Place center.

**The Market Place Center will be an enclosed shopping mall located northeast of the interchange of I-74 with North Neil Street. This center is currently under construction, with completion expected in 1975. Myers Brothers, a Springfield-based department store chain will be a third major tenant. The identities of other tenants are not known at this time.

Regarding industrial activity, the Plan states that "...it appears that Champaign's manufacturing activity is concentrated in the food products categories, and particularly in types of activities that involve soybean and corn oil." The following table shows area employers with more than 100 employees:

The Plan goes on to point out that "The greatest concentration of jobs in Champaign have been in the Central Business District and in the University Area...The Parkland Study Area is shown to have the third largest employment in 1970..."

Land Use Characteristics – The Plan notes that "About 56 percent of the net developed land area is devoted to residential uses. Trade and services consume nearly another 16 percent of the developed land. This latter figure includes the University educational facilities, except for the South Farms, which are coded agricultural. The remaining 27 percent of the developed land is divided among parks and recreation, manufacturing, utilities, vacant buildings, and various other uses." Key land use changes occurring

during the planning period include construction of Parkland College in 1972, and dedication of Pick-Dodd's Park.

Housing Characteristics – The Plan states that “By 1972, there were about 18,200 dwelling units in the City of Champaign. This total does not include individual rooms in dormitories or sororities, which are considered to be ‘group quarters.’ ...57 percent of the city’s dwelling units are in single –family structures, 2 percent in mobile homes, and 38 percent in multiple family units.”

The Comprehensive Plan: Goals, Objectives and Policies. “Planning is a continuous and ongoing process. Decision-making must not only keep pace with the changing urban environment, it must also anticipate changes in that environment. A policies plan which is adopted by the City Council, and periodically reviewed and revised, facilitates this kind of flexible approach.” For the purpose of developing the Plan’s goals, objectives and policies, four subgroups of the Champaign Plan Commission were established, including “...human resources and economic development, housing and residential development, community facilities and environmental preservation, and transportation and utilities.” Some of the identified goals, and some highlights of policies for each include:

Goal: “Continuation and Expansion of the Comprehensive Planning Process.” Policy recommendations included updating the Comprehensive Plan every five years, adopting a Capital Improvements Plan to assist in implementation and encouraging the establishment of a “comprehensive system of neighborhoods to be used as identifiers by residents and to be used by government for the carrying out of various functions.”

Goal: “Realize the Full Potential of the city’s Human and Economic Resources.” Policy recommendations included cooperating with area agencies and organizations to establish economic development programs to benefit the entire area, planning for and encouraging the redevelopment, preservation and enhancement of the downtown area as a major focus of services, commercial and cultural activities and encouraging programs for the disadvantaged, unemployed and underemployed to provide the training necessary to achieve their productive employment.”



Goal: “Protection and Enhancement of the City’s Natural and Man-Made Environment.” Some of the policy recommendations include assisting in the preservation of prime agricultural land by encouraging the development and redevelopment of land within the existing city limits and predominately around the central business district, the careful study and planning for stream corridor development, particularly with respect to the Boneyard, and undertaking, pursuing a program for upgrading the overall visual appearance of the city, encourage the creation of a dynamic

open space system and encourage coordination in the location of open space facilities and sites for future public services and facilities .

Goal: “A Wide Range of Housing Opportunities – Tenure, Type, Price, Location – Available to All Citizens Regardless of Sex, Age, Race, or Ethnic Background.” Policy recommendations included exploring all possible sources of funds to provide low and moderate income housing, enforcing the City’s Fair Housing Ordinance and “urgently requesting the Champaign County Housing Authority to adopt a more aggressive stance in regard to meeting the needs of Champaign’s low and moderate income families.”

Goal: “Balanced, Efficient, Safe and Attractive Residential Areas Accessible to Open Space and Recreation Facilities, Employment Centers, Commercial Areas, and Community Services.” Policy recommendations included utilizing a variety of tools to provide residential areas with employment opportunities and adequate and efficient services, discouraging strip commercial development, promoting new residential development that is compact and contiguous to existing development, and that development shall not proceed and thereby necessitate the unplanned extension of public utilities.

Goal: “Water Supply System – Provision of Safe and Adequate Supplies of Water for Current and Long-Range Public Needs.” Policy recommendations included requiring users of large quantities of groundwater to submit estimates of their water needs over time for evaluation and approval, coordinating land use decisions with economic access to water supply and other utilities to discourage urban sprawl, and promoting adequate fire protection including availability of hydrants and standby water supplies.

Goal: “A Balanced, Safe, Efficient and Attractive Transportation System for the Movement of People and Goods Within and Through the City.” Policy recommendations included a street system with the majority of traffic movements on relatively few, well-improved facilities, truck and bus traffic required to utilize major arterial and collectors, encouraging planning and development of an interchange on Interstate 57 in southwest of Champaign, reservation of the southern arterial coordinated with the new interchange, requiring public sidewalks on public streets and pedestrian paths and pedestrian-ways connecting existing facilities with adjacent development, encouraging provision of bicycle paths in new development and elimination of hazards on existing bicycle paths, and encouraging transit routes which serve major commercial, employment and recreational areas.

The Comprehensive Plan: Physical Development Plans. In looking at the plans for physical development the City and its surrounding extra-territorial jurisdiction, the 1974 Comprehensive Plan broke the City into eight planning areas, i.e. the Far North Area, Northeast Area, Central Area, University Area, Windsor Road Area, Staley Road Area, Parkland Area, and Centennial Area. In each of these areas the Plan addressed residential use, community facilities, commercial use, industrial use, and transportation. In some cases it also looked at redevelopment and renewal, utilities and public improvements. Following are some highlights of the recommendations for each area.

Far North Area – This area was bounded on the east by the I.C.R.R., on the south by I-74, and on the north and west by the 1 ½ mile extraterritorial boundary. A total of 4,550 acres were included in the area of which 350 was in residential use (Dobbins Downs and Wilbur Heights) and 4,000 acres were agricultural or undeveloped. Marketplace Mall was under construction with the first phase planned for completion in 1975. The Plan called for low density residential with a band of medium density residential around the Mall to act as a buffer. No schools, parks or fire stations existed in the area and it was noted that Unit 4 had no plans for school construction. Park District plans called for at least 12 acres of parkland in the area to meet existing need. Commercial uses were located along Anthony Drive, and several convenience shopping centers were planned around the new mall. The Plan called for “Increased residential uses have been allocated to the Far North Area for the convenience of employees of these commercial areas and added industrial areas.”

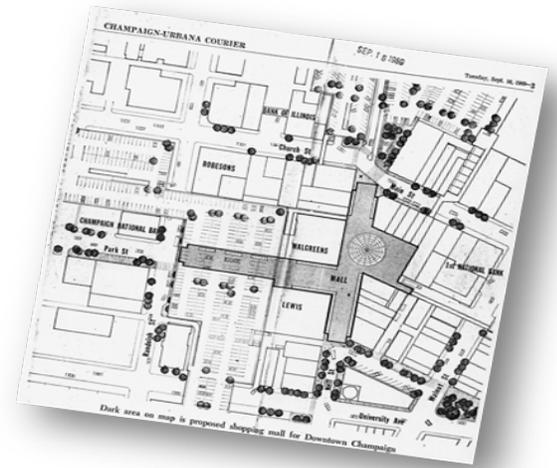
Northeast Area – This area was bounded by Interstate 74 on the north, the Champaign City limits on the east, University Avenue on the south and Prospect Avenue on the west. A major focus for this area was on redevelopment and renewal. It was noted that in 1964 the City commenced a 10-year, 6 stage General Neighborhood Renewal Project with the U.S. Department of Housing and Urban Development (HUD) for a 237 acre area. Phase I focused on a 47 acre area designated for partial clearance and redevelopment. Later phases of this project did not occur as the Federal program was terminated. The Plan noted however that the City Council remained “...fully committed to the objective set forth in the Neighborhood Development Program Application for the Year 1973.” Subsequently the City Council created the “Better Housing Committee (BHC)”. The BHC was given the goal of “the upgrading of residential areas in the city which have deteriorated or are now deteriorating, into attractive, functional, and economically stable residential communities.” To accomplish this, \$975,500 was budgeted from the local utility tax. The Plan called for maintaining the predominantly residential character of this area by adjusting the zoning pattern that existed at that time to reduce the amount of multi-family zoning and the over-zoning for business in the area north of Beardsley Avenue.

Central Area – This area was bounded on the north by the Illinois Central Railroad’s “Moline and Decatur Branch”, on the east by the I.C.R.R., on the south by Kirby Avenue, and on the west by Prospect Avenue. The total population of the area in 1970 was 9,200. The area included 625 acres of which 450 acres were residential and only 25 acres manufacturing, transportation, and utilities. It was noted that “The Central Area contains a wide variety of housing types and conditions...The maintenance of high quality housing and a pleasing living environment contributes to the viability of the downtown area.” The Plan recommended an historic preservation district for an area generally located on Park Street and University Avenue between Prospect Avenue and Elm Street. Regarding commercial development in the area the Plan stated “At the present time, the Central Business District is the largest retail center in the urban area. However, in 1975 it will be joined by the Market Place shopping mall which is under construction in the Far North Area. In 1970 the Central Area accounted for 8,075 jobs or 34.6 percent of the

total employment for the eight study areas...Several large uses, e.g. Parkland College, relocated outside of the Central Area. The Sears store has announced plans to move to the Market Place shopping mall.” The Plan explained that the downtown mall was



proposed as the solution to maintaining a strong tax base in the CBD and “...preserving it as a viable part of the community’s cultural life.” For



transportation the Plan noted plans “...for development of the Green and John Street couple between Mattis and Fifth Streets and construction of an underpass at the I.C.R.R. on John Street.”

University Area – This area was bounded on the north by University Avenue, on the east by the Champaign corporate limits, on the south by Curtis Road, and on the west by the I.C.R.R. The area included 1,626 acres with 934 acres in agricultural use or undeveloped land owned largely by the University. There were 175 acres of residential land and it was noted that “As the University expanded, the medium and large-sized single family dwellings which characterized the original development were either converted to student living quarters or replaced by private multi-story dormitories, apartments, or fraternities and sororities.” The Plan referred to the area in the vicinity of Chester and Water Streets as Champaign’s “Old Town” and suggested that the City should “...encourage coordinated and imaginative redevelopment in the area.” The Plan also states that “Among the most serious problems in the Campus Subarea are excessive traffic volumes on inadequate streets and deficient vehicular storage.” Suggested solutions included elimination of on-street parking to increase the carrying capacity of the streets, promoting “Safe, efficient pedestrian and bicycle circulation systems...” and encouraging “...transit routes which connect...with major commercial, employment and recreational areas in Champaign and Urbana.” It was also noted that “Due to the scarcity and high price of available land, multiple-level garages are the apparent solution to vehicular storage problems.”

Windsor Road Area – This area was bounded by Kirby Avenue on the north, the Village of Savoy and Curtis Road on the south, the Illinois Central Gulf Railroad on the east, and Interstate 57 on the west. The area contained 3,300 acres. The Plan noted the “Of concern in the area are the intentions of both Champaign and Savoy regarding annexations. While an agreement has been reached in regulating development in the area through extra-territorial zoning control, future annexations by Savoy will seriously affect Champaign’s efforts to control growth in the area. Some agreement on coordination of future development in the area regardless of jurisdiction must be reached.” Regarding residential development the Plan noted that “National housing trends indicate an

increasing preference at both ends of the family cycle for townhouses and other types of rental units with generous amenities and less ownership or maintenance responsibilities.” It further suggested that “Residential expansion should occur primarily in a pattern contiguous to existing development. Whenever possible, use of cluster and planned unit development (PUD) techniques should be encouraged, by lowering lot sizes and permitting more flexible density distributions.” In discussing Community Facilities, it was suggested that “Future development should include utilizing drainage easements to provide open space linkages between major private and public recreation and school areas.” Regarding commercial uses in the area the Plan promoted concentrating such development in a limited number of strategic locations. “Growth of strip commercial and small isolated businesses should be discouraged to prevent excessive build-up of traffic and related problems and to protect the cohesiveness and residential environment of surrounding neighborhoods.” For transportation, the Plan notes that “A second interchange with Interstate 57 is contemplated with the proposed Southern Arterial. The arterial would be located approximately one-quarter mile north of the present Curtis Road for much of its length but would join Curtis Road approximately one-quarter mile west of Prospect Avenue.”

Staley Road Area – This area was located south of Interstate 72 and west of Interstate 57. It encompassed 2,300 acres, excluding highways, streets and railroad rights-of-way. In 1972 more than 90 percent of the area was agricultural or undeveloped. The only residential development occurring at that time was the Lincolnshire Fields Subdivision, which had been approved in 1967, but not platted until 1971. In 1972 the Plan Commission and City Council adopted the Staley Road Study which recommended that “...growth west of Interstate 57 be discouraged until the reserve of vacant land east of Interstate 57 is reasonably depleted. Any new development which occurs at that time should maintain low densities so that existing Interstate 57 overpasses may continue to carry east-west traffic.” It was also suggested by the Plan that commercial development planned on the east side of I-57 would adequately serve any development to the west for some time, and that additional commercial development “...should be discouraged until developable land east of the Interstate is depleted.”

Parkland Area – This area was bounded on the north by the ICGRR and the section line, on the east by Prospect Avenue, on the south by Springfield Avenue, and on the west by



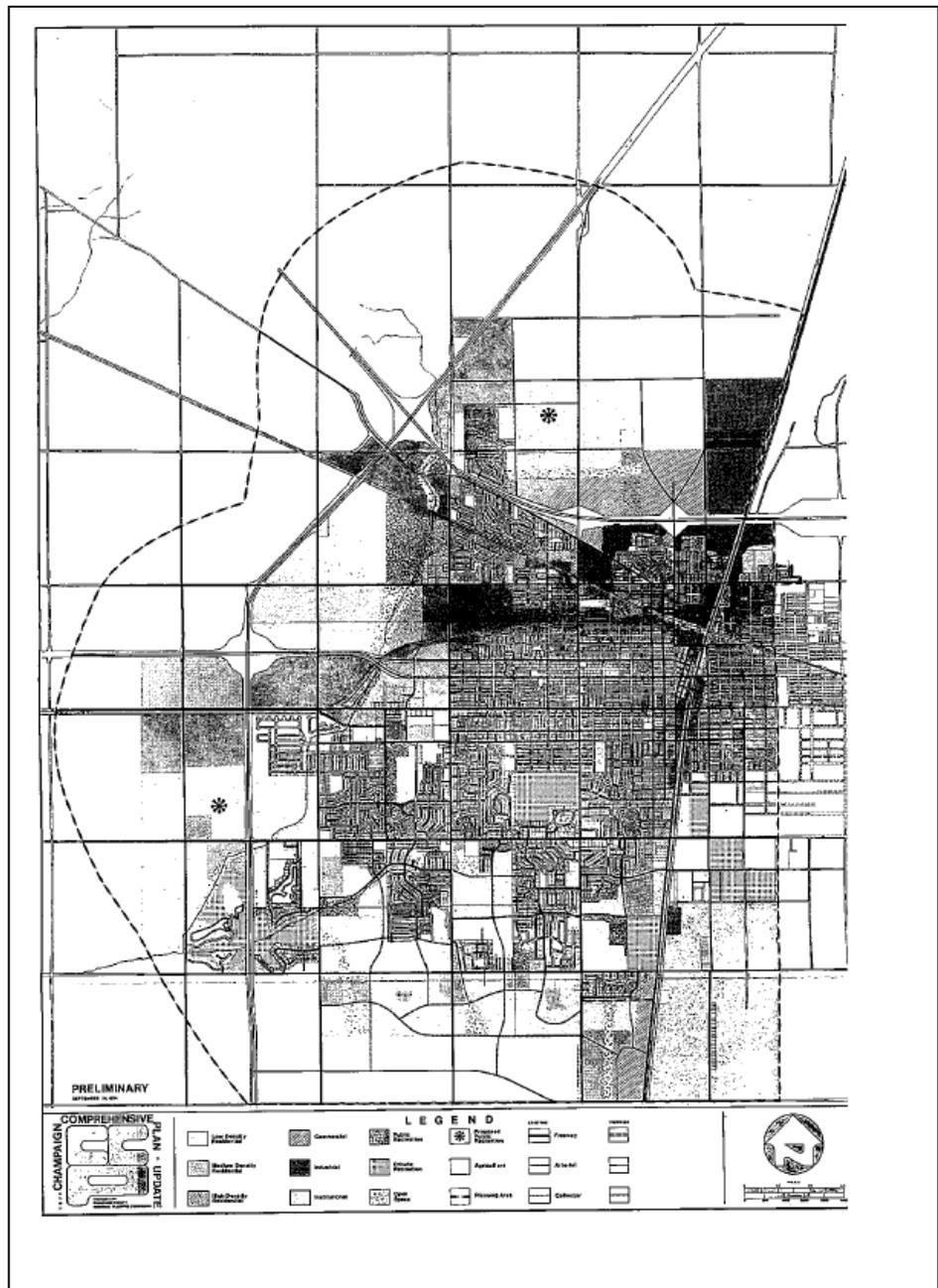
the 1½ mile extraterritorial jurisdiction line. The area included 3,300 acres, and 2,475 acres were agricultural or undeveloped. For residential uses, the

Plan notes that the area is “...primarily low density with several concentrations of high density units...” Because the Garden Hills neighborhood was heavily impacted by railroads, interstate highways, Bloomington Road, Prospect Avenue and Mattis Avenue,

the Plan indicated a need for “careful planning to protect residential neighborhoods from intrusion. Enactment of urban design standards and enforcement of sign regulations are means to accomplish this objective.” Concern was expressed about large commercial and industrial uses that were not annexed to the City, including Country Fair Shopping Center and Kraft-Humko Manufacturers. It therefore promoted working closely “...with the County to minimize land use incompatibilities associated with properties which, although part of the urban community, choose not to annex to the City.” Parkland College moved from the Central Area to this area in the fall of 1973. The Plan noted that the college does not expect to acquire additional land for the next 20 years.

Centennial Area – This area was bounded on the north by Springfield Avenue, on the east by Prospect Avenue, on the south by Kirby Avenue, and on the west by Interstate 57. The area included 3,550 acres of which 2,475 acres were agricultural or undeveloped at that time. It was noted that “New residential development is occurring in a tract which is southwest of Round Barn Center...Development such as this which occupies vacant land within the city as

opposed to locating in outlying areas is consistent with the city’s land development policies. The city may encourage contiguous development, such as this, by providing a mechanism by which residential use may be buffered from conflicting uses which are located in the vicinity.” In discussing community facilities, the Plan describes the 82 acre Centennial Park integration with 40 acres of school property and notes how that “...typifies the constructive and economic principles of combined park-school planning, which results in tax savings and increased services to citizens.”



Regarding commercial development, the Plan expresses concern about patterns of strip commercial development and suggests “An urban design ordinance is one appropriate means to address problems of site design, landscaping and buffering of nearby residential areas. Sign regulations in this and all areas of the city will be strictly enforced.”

Future Land Use Map: Based on the breakdown of the eight planning areas described above, the congregate map shown below was developed:

Comprehensive Plan Implementation. In introducing this Chapter, the question is raised “...how does a general statement of policy relate to the daily decisions regarding community development?” The Plan suggests two types of technique of plan implementation i.e. those that are procedural and those that are substantive considerations. “Procedural techniques involve the roles of the Plan Commission and the City Council in relation to how these issues are addressed.” Substantive areas of plan implementation are described as those generally circumscribed by state statute such as “...creating ordinances, by-laws of the Commission and custom.” The following table contains the recommended substantive planning activities:

TABLE 24 SUBSTANTIVE PLANNING ACTIVITIES

SUBJECT AREA	TIME FRAME	FUNCTIONAL LEVEL	AREA FOCUS
Comprehensive Plan	Long Range	General	Planning Area
Functional Elements Open Space, Commercial Areas, Transportation	Long Range	Specific	Planning Area
Ordinance Review, Comprehensive Amendments	Long Range	General	Planning Area
Capital Improvement Program	Middle Range	General	Planning Area
Community Development, Redevelopment, Rehabilitation, Conservation	Middle Range Current	Specific	Citywide Neighborhoods
Special Studies	Middle Range	Specific	Planning Area Specific Parcel
Zoning & Subdivision Review	Current	Specific	Specific Parcel

D. 1980 – *City of Champaign Comprehensive Plan Land Use Element* prepared by the Champaign County Regional Planning Commission

The City's fourth Comprehensive Plan was also prepared by the Champaign County Regional Planning Commission but unlike the 1974 Plan it was a "Land Use Element" only. The Plan states that "This Land Use Element provides guidance to agricultural, residential, commercial, and industrial land use, community facilities, open space, and transportation and utilities planning. It consists of a Policies Plan, i.e. goals, objectives and policies, and a Physical Development Plan, the major component of which is the Land Use Plan Map for the year 2000." Broad based community involvement was evidenced by the Acknowledgments, where the Champaign City Council thanked "...those persons who provided in-depth assistance, commentary, or constructive criticism during the preparation of this Plan. Included are members of the comprehensive plan study groups which met in 1973 and 1974, participants in the Town Meetings for Tomorrow, sponsored by the Champaign County Regional Planning Commission in 1976 and 1977, the Champaign Plan Commission, the Champaign Environmental Advisory Commission, the Champaign Better Housing Committee, City departments, numerous community interest groups, other public officials, and land use professionals."

In discussing the "Jurisdiction of the Land Use Element" it was noted that where municipal or village planning jurisdictions overlap, the unit of government nearest the property has jurisdiction "...unless an agreement between or among the affected units of government has otherwise defined jurisdiction." There were no such agreements in place in 1980, but the Plan stated that "...the Comprehensive Plan for the Village of Savoy gives Champaign planning jurisdiction of all unannexed territory north of Curtis Road, even when specific properties are closer to Savoy than Champaign."

Policies Plan. The Policy Plan is described as the foundation of the Land Use Element. "Although the initial purpose of the Policies Plan was to guide preparation of the Land Use Plan Map, the Policies Plan also serves to facilitate public understanding and participation in the planning process; assist evaluation of plan implementation programs; facilitate coordinated intra- and inter-governmental planning; and lend continuity to the planning process. The goals, objectives, and policies contained in this chapter set the community's direction for growth; economic, commercial, and residential development; transportation; utilities; and general planning and implementation." Following is a summary of the recommendations under each area:

Growth – This goal promoted a compact community that minimizes conversion of agricultural land and the cost of public services, but with "...recognition of the fact that economic factors may warrant a development pattern inconsistent with this goal." It also promoted the assignment of the "...costs of growth to those who receive its benefits." Policies call for designating growth areas on the outskirts of the City, designating neighborhood redevelopment areas and encouraging the provision of park, fire station and school sites through the subdivision process.

Economic Development – This goal promoted a balanced regional economy capable of providing employment opportunities for all residents, and an emphasis on industries which are non-polluting and efficient users of land, energy and water. Policies included encouraging local firms to remain in Champaign by assisting in location of expansion sites, extending services and considering requests for industrial revenue bond financing; encouraging new industries which are the spin-off of University of Illinois research; and designating areas with appropriate services and infrastructure for short and long term industrial growth.

Commercial Development – This goal promoted a strong and vital downtown which offers a broad range of shopping, recreation, and employment and service opportunities; conservation of existing commercial facilities; and convenient, safe and attractive commercial centers which use land and public services efficiently. Policies promote commercial expansion occurring in existing commercial areas, except as small new neighborhood centers are needed; giving priority to public investments designed to maintain or increase the vitality of downtown; improving downtown parking and traffic systems, encouraging office and high-density housing development downtown; conserving existing commercial areas; and discouraging strip commercial development patterns.

Residential Development – Goals include sound housing to meet all residential needs, and attractive and safe neighborhoods accessible to open space and recreational facilities, commercial and employment centers, and basic community services. Policies included



promoting low and moderate income housing, coordinating neighborhood by neighborhood renewal and rehabilitation with code enforcement and capital improvements programming, clearing blighted structures, designation residential growth areas having good access to commercial services and employments centers and where adequate arterial streets, drainage, sewer and water service, fire and police protection, and parks, and requiring buffering of residential areas from incompatible non-residential uses.

Transportation – This goal promoted a balanced, efficient, safe, and attractive system for the movement of people and goods. Policies addressed truck routes, designation of future transportation corridors with proper access controls, encouraging pedestrian paths and sidewalks, and establishing bicycle routes.

General Planning and Implementation – This goal promoted an effective city land use planning and growth management system. Policies included the review and update of the Land Use Element every seven years, using capital improvements programming, zoning and subdivision regulations to implement, reserving land for needed public facilities, coordination with the school and park districts, and promoting preservation of areas having scenic, architectural or historic significance.

Physical Development Plan. In describing the general pattern of development, the Plan states that “In 1970 the United States Census Bureau reported that after New York City, the Champaign-Urbana area was the most densely urbanized area in the nation. This plan proposes to continue a compact development pattern. It calls for redevelopment in the heart of the City, more efficient low and low-medium densities, and filling gaps in development. The plan attempts to spare agricultural land from loss to inefficient, scattered, difficult to serve, and premature development.” The Plan noted significant redevelopment potential in the downtown and campus area. At the same time, it was noted that “This plan intends to show a greater developable area than might be expected given the Policies Plan, the preceding projections, existing development and current zoning.” It refers to these expansion areas as “reserves” and explains that they “...permit choice among sites, encourage competition, restrain inflationary land pricing, permit land acquisition in anticipation of future expansion, and compensate for the fact that not all land shown for development will actually be available for development during the Plan period.”

The following summarizes narrative in the Plan addressing key considerations of the Physical Development Plan:

Natural Constraints – It is noted that flooding potential exists along the small streams which originate in the Champaign Planning Area. The Boneyard Creek, Copper Slough, Phinney Branch and the Kaskaskia all have identified flood hazard areas and the Land Use Plan Map shows several areas along these creeks as uniquely suited for public or private conservation or recreation. All new development should be consistent with the City’s storm drainage requirements. This section also notes that the areas high water table, especially in the spring, is not conducive to septic tank filter fields and may lead to basement flooding.



Agriculture - The Plan noted that it is almost impossible to develop anywhere on Champaign’s fringe without impacting excellent agricultural soils. The approach taken to protecting these soils is to encourage efficient land use and discourage premature conversion of land. “If actions are taken to encourage higher density developments in-town and more efficient land use in the periphery, growth should not pass Curtis Road in the 23½ year planning period and, in fact may not even be warranted as far south as Curtis Road.”

Residential Development – The Plan promoted “...legislation to reduce minimum lot sizes and widths, permit zero lot line and cluster housing, urge townhouse construction, encourage planned unit developments, and underwrite in-town redevelopment.” For development south of Windsor Road, the Plan suggested that growth “...maximize the use of existing facilities thereby minimizing the cost of extending services.” However it goes on to note that “A number of factors may warrant earlier development in the vicinity

of Curtis Road. These factors include a shortage of contiguous parcels “for sale”; the relative difference in land costs between contiguous and more distant tracts adjusted for development costs and distance from existing development; the availability of utilities and other services; a demand in excess of projections; a shortage of subdivisions or lots in the process of development; a lack of lots or units in the particular price range proposed—relative to the demand; public inaction in providing incentives to in-town or close-in peripheral development; the ability of the proposed development to maximize other aspects of the Policies Plan, etc.” The Plan also suggests that “Although higher density in-town redevelopment is encouraged, lower density in-town residential neighborhoods, particularly historic or architecturally significant neighborhoods, should be preserved and revitalized.”

Community Facilities and Institutions – These include educational, medical, religious and social institutions. It was noted that public school enrollment is expected to decline from 10,000 to 9,200 by the year 2000, and therefore school sites appear to be adequate for the future. With regard to fire protection, the Plan noted the excellence of Champaign’s services but points out that “Present fire station locations do not permit the optimal three-minute response time to developing areas west of Parkland College and developing and developed areas north of Interstate 74.”

Parks and Open Space – The Plan locates, “...symbolically, future neighborhood parks if equivalent private recreational facilities are not provided.” It also recommends that recreation be provided adjacent to elementary schools whenever possible, and identifies land suited for public or private conservation or recreation facilities such as flood hazard areas.

Commercial Development – The Plan identifies subcategories of general retail, shopping center, mixed use, and downtown retail. Key recommendations are that Champaign’s Central Business District must be rehabilitated and revitalized and that planning and government assistance are vital. Existing shopping areas are sufficient to meet demand and no new *major* centers are planned. New neighborhood shopping centers were recommended in a number of locations and strip commercial patterns of development should be discouraged.

Industrial Development – To accomplish the Plan’s goals in this area it was recommended that the City “...consider requests for industrial revenue bonds, carry out periodic inventories of industrial sites, and use its planning and zoning authority to reserve industrial sites.”

Transportation – The Plan identifies the following elements of a balanced transportation system:

- Air Service – Willard Airport “...is vital to the growth and vitality of the area and must be protected from encroaching development.”
- Railroads – “Future industrial sites should be located so as to increase railroad use and benefit from the presence of rail service...The energy crisis may well increase

- the use of passenger service...A transportation center to service both rail and bus patrons may merit consideration.”
- Interstate highways – “Two new interchanges are proposed on Interstate 57. The Township Road 151 interchange has highest priority. Construction of the interchange will occur prior to mid-year 2000. This interchange is important to Champaign’s economic development, particularly on the north side. Traffic may not justify construction of a new interchange on the south side at Curtis Road until after the year 2000.”
 - Major and collector streets – “In newly developing areas, the City is committed to controlling access to major streets by requiring adjacent properties to use the interconnecting local and collector street system...Two collector streets, or at most, four collector streets should intersect each mile of major street. It may not be desirable to permit collector streets to cross major streets and extend beyond one and one-half miles.”
 - Local Streets – “...provide access to abutting properties...through traffic is discouraged.”
 - Sidewalks – “Should be constructed along both sides of all new streets in new subdivisions, with occasional exceptions in industrial areas or where alternative internal circulation is provided.”
 - Bicycle routes – “Should be established throughout the City.”
 - Mass transportation – “Efficient mass transportation is ...important given the rising cost of operating private automobiles and the need to conserve energy resources and minimize air pollution...Future land use patterns can affect efficiency and public acceptance of the mass transportation system.”

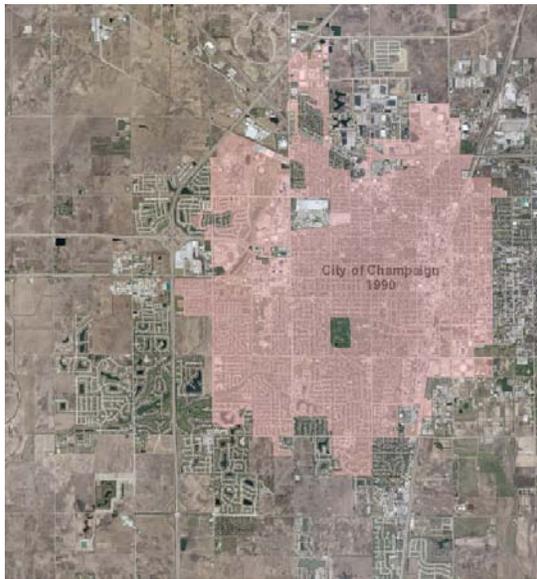
Utilities – “In general, new urban development should occur only where wastewater facilities and water and electrical services are available or planned.”

Development Timing – “The Land Use Plan Map shows the greatest area which is likely to develop by mid-year 2000. If population, household, employment and housing projections are accurate, much of this area will be undeveloped by mid-year 2000; these undeveloped areas represent reserves.”

Land Use Plan Map. “The Land Use Plan Map for mid-year 2000...transforms policies and projections into a graphic guide for land use and investment decisions.” The major land use categories used on the map included residential, commercial, industrial, institutional, open space and agricultural. Residential categories low density at 7.4 units/net acre to high at a density of 27.5 units/net acre. Commercial included shopping center, neighborhood center, mixed use and general. It is notable that a downtown category was not included, but the “mixed use” category location was given as near campus and downtown. The industrial use category included industrial/office park, light industrial, local service (small scale industry oriented to local markets) and terminal storage. The institutional category covered educational, medical, religious, cultural and social services. Open space was broken into conservation, recreation and neighborhood parks. Finally agriculture included preservation area and industrial reserve area, which were described as areas with unique long-range potential for industrial use.

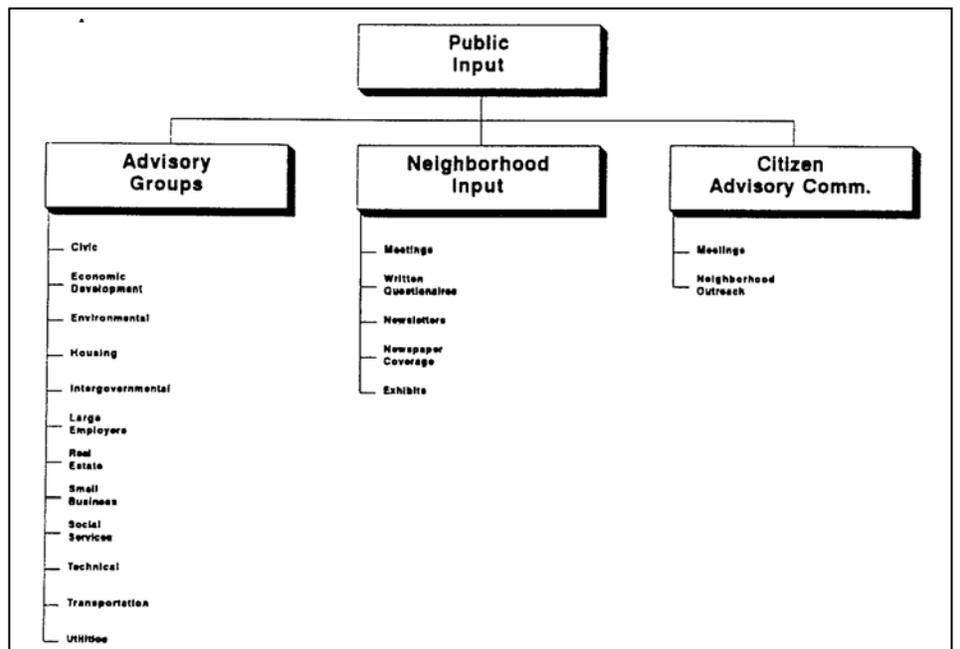
Land Use Element: Implementation. This Chapter of the Plan notes that “The Land Use Element is made vital and relevant to the community through active implementation. The City Council will develop annual implementation programs and regularly evaluate the effectiveness of these programs. Subjects of possible future discussion include the Boneyard Creek, periodic review and amendment of zoning maps, industrial site inventories, historic preservation, land use policy agreements with nearby villages and municipalities, metropolitan coordination, the use of official maps to reserve rights-of-way, incentives for private redevelopment, public programs to accomplish redevelopment, especially in the downtown area, new regulations for increased densities to facilitate innovative and cost-saving site designs, etc.” To reinforce the commitment to revise the Land Use Element as needed, the Council Bill which adopts this Plan had a seven year expiration date.

E. 1992 – Destination Champaign 21st Century prepared by the Champaign Planning Department



This was the first Comprehensive Plan for the City of Champaign that was prepared in-house by its own Planning Department. It started with a “Background for Planning” document that “...describes the need for, scope of, and method of preparing the Comprehensive Plan Update; explains procedures for citizen and group involvement and intergovernmental coordination; and outlines a program of technical work involved.” Next, a “Neighborhood Meeting Report” was prepared that summarized the ideas and concerns raised at a series of neighborhood and advisory group meetings held in early 1990. A “City Inventory” was published documenting a variety of data and

statistics about the City to establish a background for preparing the Plan. Technical reports and data were developed to support the planning process including “Population and Economic Projections” and “the Land Use and Building Condition Database” that documented the results of a parcel-by-parcel survey of the City. Supporting



documents included the Champaign Transportation Plan, which was adopted by the City Council in January of 1992, and a series of infrastructure master plans prepared by the Public Works Department.

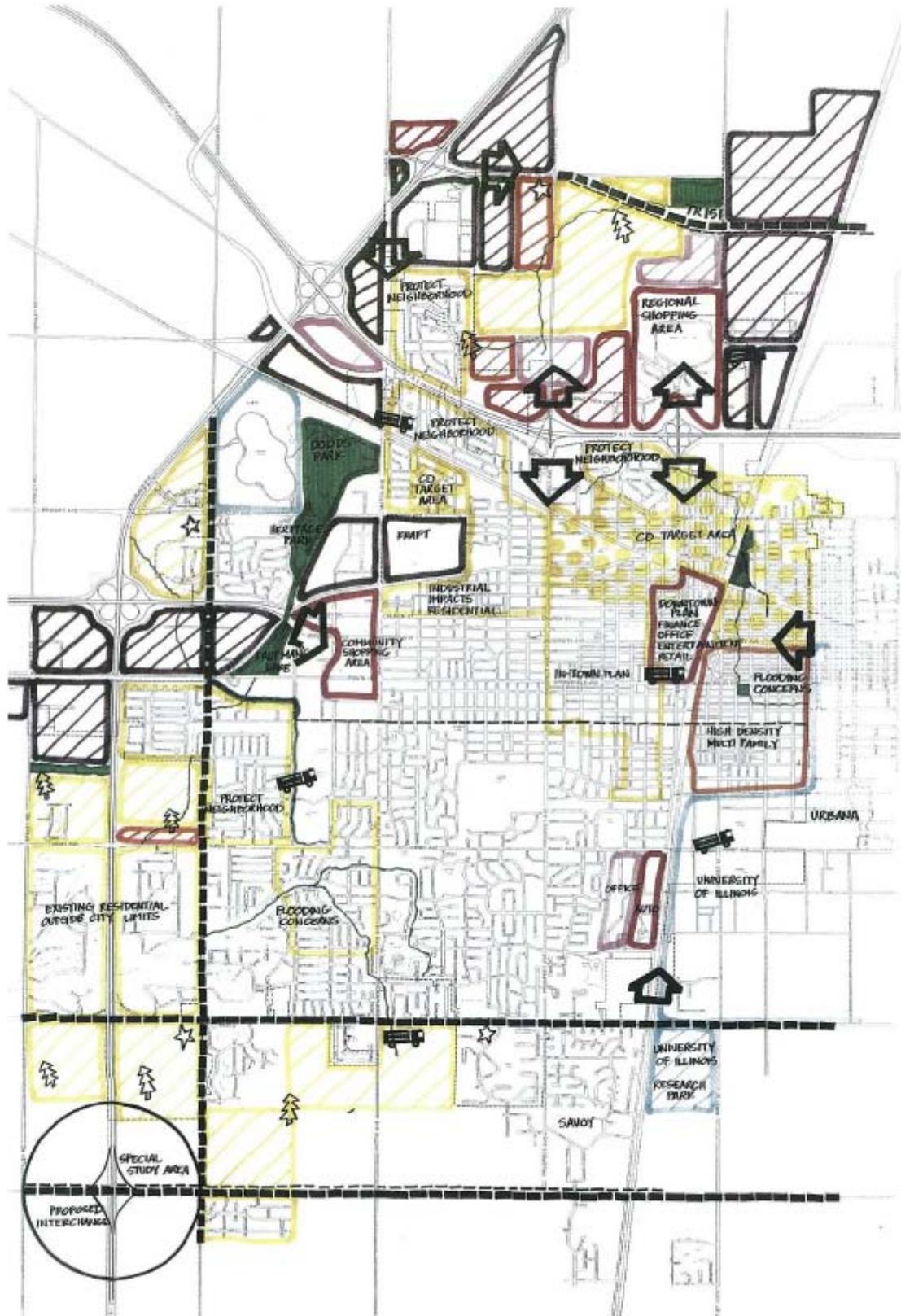
The completed Plan included eight chapters, including the introduction, Vision Statement, Urban Issues, Growth Issues, Land Use, Urban Design, Implementation, and Goals and Objectives. Following is a summary of some of the key findings and recommendations in each chapter:

Vision Statement. The Vision Statement for *Destination Champaign* was introduced as follows “Since 1861 the citizens of Champaign have journeyed from a railroad town, to a university town, to a community with a diverse economy and citizenry. They have witnessed the twin cities take divergent routes while periodically coming to a crossroads on items of mutual concern, such as annexation, solid waste, and economic development. They have ridden out market trends, shifts in population, and changes in their own neighborhoods. It is at this juncture that the City takes stock of where it is and how to continue its journey into the 21st century.”

The Vision developed in *Destination Champaign: 21st Century* was built around seven themes, including:

1. Quality of Life – Champaign will strive to achieve a good quality of life for all citizens in the community.
2. Intergovernmental Cooperation – The City will seek joint solutions with other government agencies on issues of common concerns.
3. Neighborhood Preservation – The City will preserve neighborhoods as desirable places to live.
4. Environmental Awareness – The City will preserve its natural resources and be sensitive to the environment around it.
5. Cultivate Community Assets – The City will promote its assets and seek opportunities to make Champaign a thriving, healthy community.
6. Community Aesthetics and Appearance – The City will foster a sense of community pride by promoting aesthetic considerations and an attention to appearance.
7. Plan and Program for Existing and Future Community Needs – The City will establish priorities and develop strategies to meet the capital improvement needs of the community.

This chapter also included an “Issues and Forces Map” that documented “...existing major land uses, growth areas, major corridors, locations of public facilities, and potential locations for greenbelts and trails...existing planning areas such as In-Town and the Community Development Target areas. It also has a protect neighborhood designation for areas that represent affordable housing but may be vulnerable to decline.” The purpose of the map was to “...display the issues and forces underlying the future land use map.” The resulting map is shown below:



ISSUES AND FORCES MAP 1992



Urban Issues. This chapter of the Plan provided information on the existing conditions of the community, including other planning initiatives and issues to consider in developing the Comprehensive Plan Update. These included general information about the City and its history. It noted that “In recent history, the City’s economy has

Table 1
Major Employers

Employer	No. of Full-Time Employees
University of Illinois	11,900
Kraft Foods, Inc.	1,450
Champaign Community Unit School District No. 4	826
Colwell Systems, Inc.	584
Market Place Mall	540
Southland Corp. (Food Distribution Centers)	520
Collegiate Cap and Gown	500
Hobbico, Inc.	407
City of Champaign	375
Humko	370
U.S. Construction Engineering Research Lab	349

Source: Employee levels were obtained through phone calls to employers' personnel, human resource, payroll, or administrative offices during February and March 1990.

diversified from being primarily a university town to a community with a varied industrial base.”

Table 1 shows the major employers in the community in 1990. In discussing population trends (racial composition, age composition and household formation), it was noted that “According to the U.S. Bureau of the Census, all racial groups increased numerically from 1980 to 1990. The largest percentage increase occurred among the Asian and Pacific Islander population.”

Table 5
Land Uses by Type, 1989

LAND USE	Acres	%
Residential	3,081	35%
Commercial	629	8%
Industrial	457	5%
Recreation/Open Space	568	6%
Streets/R. O. W.	2,181	25%
Institutional/Public	890	10%
Vacant	929	10%
Parking	86	1%
Total	8,823	100%

Source: City of Champaign Planning Department, Land Use and Building Condition Survey: User Manual, 1989

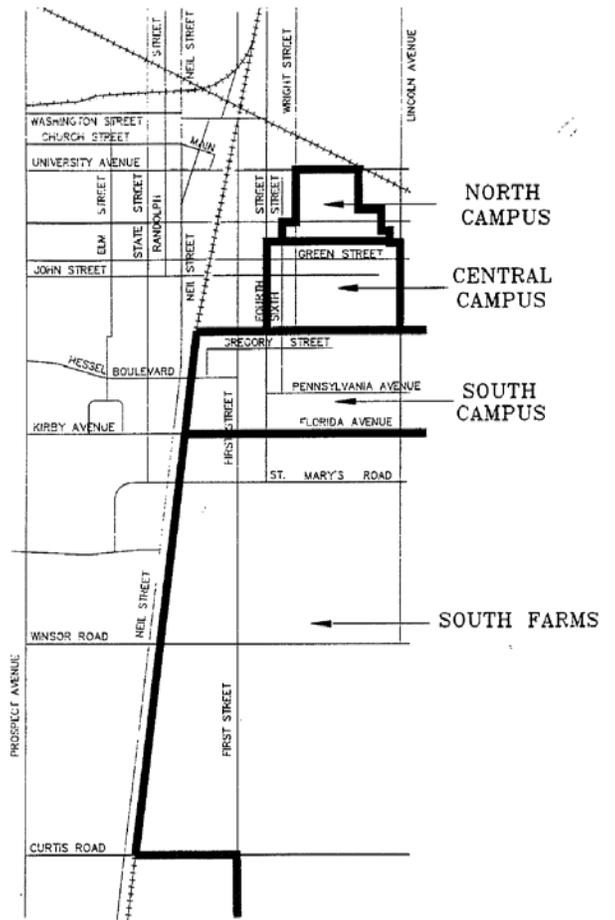
Table 5 shows the breakdown of land use in Champaign in 1990. “Following residential uses, streets and public right-of-way (R.O.W.) are the second largest uses of land. Institutional

uses include the University of Illinois, Parkland Community College, churches, and government-owned land. Parks make up six percent of the community's land area." Regarding Zoning, the Plan noted there had been no comprehensive review of the ordinance since 1965. "In addition to reviewing the intent and purpose of districts and amending the permitted uses accordingly, frequent users of the ordinance have noted other areas in which the ordinance could be improved. They include:

- Make the ordinance easier to use and understand...
- Review nonconforming use provisions...
- Enumerate provisions for transitions between incompatible land uses...
- Incorporate minimum acceptable design standards...
- Streamline administrative review for planned unit developments (PUDs)...
- Examine techniques for zero-lot line and other innovative designs...
- Review parking and loading provisions to alleviate traffic congestion...
- Incorporate historic preservation provisions in the ordinance...
- Introduce concepts of performance zoning..."

Table 7 Transportation Statistics	
Miles of Streets (1987)	182.2
Busiest Intersection (1990)	Mattis & Springfield (Daily Entering Volume = 40,900)
# Accidents (1988)	Without Injury = 2,375 With Injury = 973
Mass Transit Ridership (1990)	5,434,749
Airplane Enplanements (1990)	180,457 (Willard Airport)
Amtrak Passengers (1989)	64,620

In discussing transportation, the Plan stated that "Cars, trucks, buses, bicycles, pedestrians, trains, and planes are all part of the transportation system. Because of the variety of transportation modes, the plan must integrate an equally varied configuration of transportation improvements, plans, and user demand." Table 7 provided transportation statistics existing at that time. Discussing campus master plans, it was stated that "The University of Illinois is planning to develop and expand its campus over the next 25-30 years. Plans for four sections of campus (See Map 6) have been prepared over the last four years. In 1986 when the first plan was prepared, there was 9.1 million square feet of University buildings. Plans call for an additional 4.5 million square feet by the year 2000." A summary was provided of other

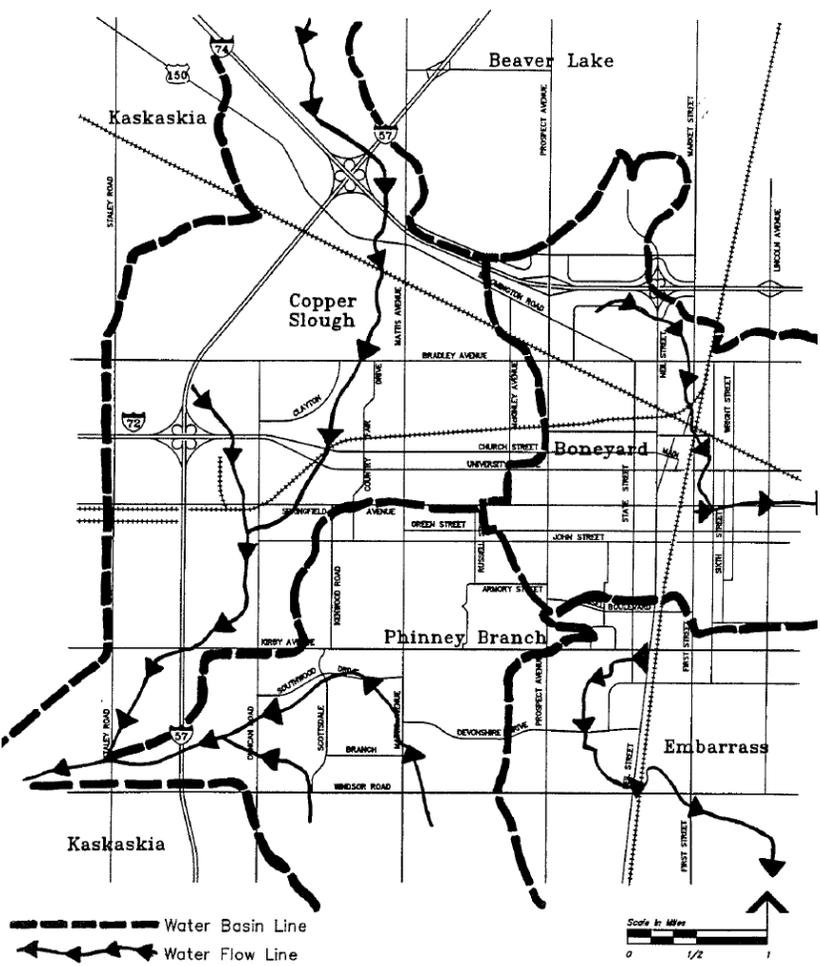


Map 6. University of Illinois Campus Boundaries
Source: Campus Master Plans

planning efforts including the Downtown Area Comprehensive Development Plan, In-Town Plan, Neighborhood Wellness Plan, and the Comprehensive Housing Affordability Strategy. Finally, it reviewed the community's infrastructure needs and drainage ways. Regarding infrastructure challenges it was noted that "Half of the City's streets lack sidewalks. More than half of existing storm sewers have insufficient capacity for a five-year storm event. Some areas lack storm sewers altogether. In some locations problems exist with sewers surcharging during rain storms. There is no complete inventory of the sanitary sewer system." Table 9 provided basic infrastructure statistics. Regarding drainage challenges, the Plan stated that "Jurisdiction over drainage is divided among many agencies. The City maintains storm sewers, inlets, and outlets within the City limits. Detention basins are generally privately owned and maintained... Road ditches are in the street rights-of-way and are maintained by the unit of government with

Miles of Sidewalks	91.2
Miles of Alleys	15.7
Miles of Lighted Streets	65.3
No. of Parking Meters	2,017
Miles of Storm Sewers	92.0
Miles of City Sanitary Sewers	165.0

jurisdiction over the street...the open channels...are generally under the jurisdiction of the drainage districts. Four are maintained by the individual drainage districts and the Boneyard Creek is under the jurisdiction of the Urbana-Champaign Sanitary District (See Map 9)

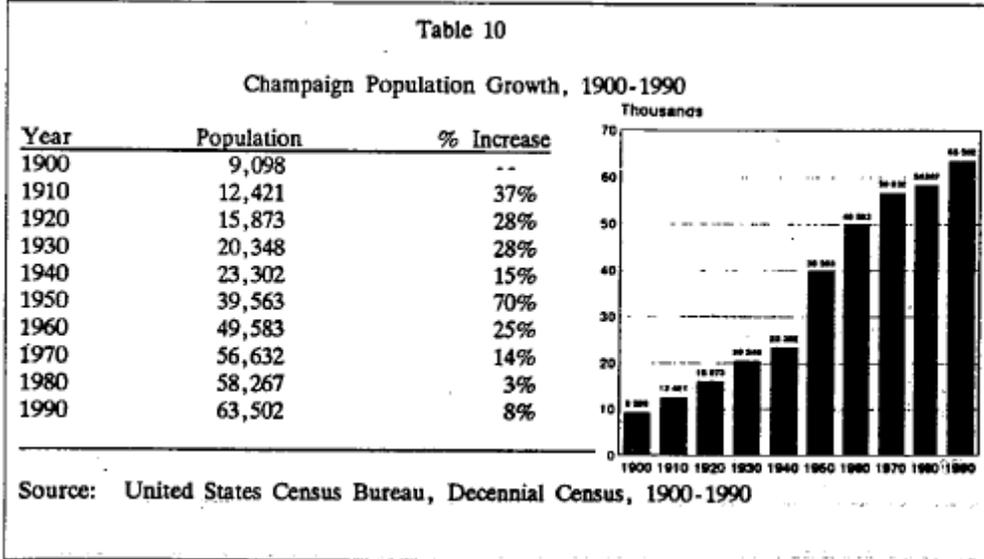


Map 9. City of Champaign Water Basin Map
(Source: Comprehensive Drainage Study. Daily and Associates. 1979.)

Miles of Sidewalks	91.2
Miles of Alleys	15.7
Miles of Lighted Streets	65.3
No. of Parking Meters	2,017
Miles of Storm Sewers	92.0
Miles of City Sanitary Sewers	165.0

Growth Issues. This chapter of the Plan addressed issues that impacted the future growth and development of the community. These included population growth, housing projections, economic projections, UCSD Agreement, Boundary Agreements, annexation, stormwater management, Capital Improvements Plan, Fire Station Placement Study, transportation projects, recreational opportunities, education, and environmental concerns.

Population Growth – This section was intended to “...help estimate future needs and provide data for designing programs and establishing priorities.” It first looked at the historic population trends for the community.



It then evaluated a number of factors influencing population growth including annexation, rural out-migration, U of I employment and research growth, moderate industrial sector growth, crude birth rate decline, Chanute Air Force base closing, household size decline and U of I enrollments being stable and made the following projection:

Table 12
Comparison of Population Projections, 1990-2010

Method	1990	2000	2010
Trends	63,502	66,618	70,773
Employment (30% migration)	63,502	68,835	75,208
Employment (70% migration)	63,502	71,053	79,643
Buildout	63,502	73,788	84,475

The Plan went on to state “If current trends continue, Champaign can expect a .6 percent annual growth rate. This would result in approximately 71,000 residents by the year 2010. Growth could change drastically, however, if major industrial development were to occur in the area. The population in the year 2010 could range between 75,000 and 80,000. In either case, the planning area has a capacity for a total population of approximately 84,500.”

Housing Projections – This section of the Plan projected increases in housing units as shown below, and drew the conclusion that “If current trends continue there are currently enough units either under construction or planned to meet the demand until the year 2000. The actual number of new units may exceed projected increases, however, if market shifts create a demand for housing types that are currently not available.”

Table 13
Projected Increases in Housing Units

	Change by <u>2000</u>	Change by <u>2010</u>	Planning Area <u>New Units</u>	Total No. of Units <u>By 2010</u>
Current Trends	1,361	3,175	- - -	29,171
Employment # (High Migration)	3,297	7,048	- - -	33,044
Under Construction	- - -	- - -	1,513	27,509
Near Term	- - -	- - -	2,376	29,885
Long Term	- - -	- - -	4,937	34,822
Total at Buildout	- - -	- - -	8,825	34,882

Source: City of Champaign Planning Department, Population Projections, April 1991

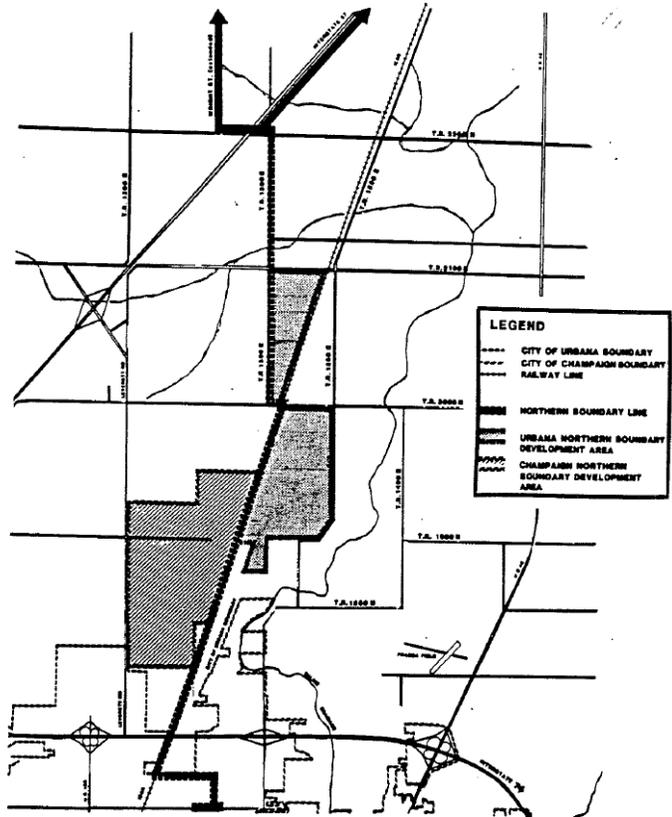
Economic Projections – This section looked at three kinds of economic growth i.e. industrial, office and retail. For industrial, it noted that “The general pattern of growth in the County was that the rate of growth in number of employees outpaced the rate of growth in new establishments...This may indicate that growth is occurring from the expansion of existing businesses rather than a boom in new business. For office, the Plan noted that “The City of Champaign experienced the addition of 577,000 square feet of office space between the years 1985 and 1990, with an average annual increase of approximately 96,000 square feet. The average citywide office vacancy rate is estimated at approximately 10 percent...The Neil Street corridor...has captured the majority of new office construction in the last decade.” It also projected that 1,052,000 of new office space would be warranted in the community between 1991 and 2005. For retail, it was noted that “The urban area population is reaching a point where a second community shopping center may be warranted. The area in southwest Champaign is beginning to expand beyond the service area of the Springfield Avenue-Mattis Avenue corridor.

Either the new retail area in Savoy on Route 45, or the Curtis Road interchange area could satisfy this need.” It was also projected, based on a market study prepared by Urbanics for the Downtown Comprehensive Development Plan, that a total of 1,721,000 square feet of new retail space was warranted between 1991 and 2005.

UCSD Agreement – This section noted the policy that the agreement with the Urbana-Champaign Sanitary District, which its Board only approved in part, continue to be pursued and concluded.

Boundary Agreements – This section discussed the boundary agreement between the City and Urbana, and the fringe agreement with the County.

Annexation – This section discussed the advantages of annexation to both the City and property owners. It described the Annexation Policy Resolution adopted to promote a problem solving approach to negotiation of annexation agreements, and expressed the importance of the intergovernmental agreements providing for annexation to ensuring the “...future growth of the City is achieved in a planned, orderly manner for the benefit of the entire community.”



Map 1. Champaign and Urbana Northern ETJ Boundaries
Source: Planning Division, Department of Community Development Services, City of Urbana

Stormwater Management – In this section it was noted that “Stormwater management issues have become extremely complex with the increasing urbanization of local drainage basins. Stormwater issues include jurisdiction difficulties, lack of regular channel maintenance, areas of chronic flooding, infiltration into the sanitary sewer system, and overall lack of protective planning.” Action steps that were discussed included establishing stormwater management as a basic service, consolidating jurisdictions, finalizing the intergovernmental agreement regarding the Boneyard Creek, developing a maintenance and rehabilitation plan, formulating a funding proposal, drainage basin planning, and coordination with other governmental entities.

Capital Improvement Plan – This section overviewed the City’s five-year capital improvement plan and some of the key projects planned, including:

- Design and construction of the upper Boneyard Creek Improvement Project
- Phase I of the Fire Station Relocation Plan
- Preliminary design work for the Duncan and Windsor Road corridors
- Initiation of the Beaver Lake Drainage Improvement/Phase I
- Phase I of the Beaver Lake Interceptor Sanitary Sewer
- Sanitary Sewer Rehabilitation Project
- Other Projects (including Phase 4 of the Martin Luther King Subdivision, the Eureka/Elm Street improvement project, the Mattis Park area drainage improvements, Bradley Avenue intersection improvements, and downtown streetscaping.)

Fire Station Placement Study – This section reviewed the findings of the *City of Champaign Fire Station Placement Study* and discussed the need to move from four stations to six stations. It also noted that moving to five stations met the City’s needs in the near term and recommended a location of Mattis Avenue and Paula Drive for that station.

Transportation Projects – This section of the Plan noted that the majority of traffic issues in the community were centered around east-west traffic due to the University of Illinois, and the ICRR tracks. A number of projects were being planned to address these issues including improvements to Windsor Road, I-74 reconstruction, Curtis Road, and Olympian Drive.

Recreational Opportunities – This section described the national standards for neighborhood parks and noted that “The City is slightly under this standard. Areas that are outside the service area of a neighborhood park include Dobbins Downs, Garden Hills south of the railroad tracks, Southwood near Kirby and Mattis Avenues, and the In-Town area south of the railroad tracks. As new areas develop, it will be important to set aside land for neighborhood parks to serve these areas.” The Plan promoted the idea of establishing a “large urban park” of over 100 acres to serve the entire community and noted the opportunity when stormwater management improvements are made in the Beaver Lake drainage basin.

Table 16
Land Area Classification of Parks

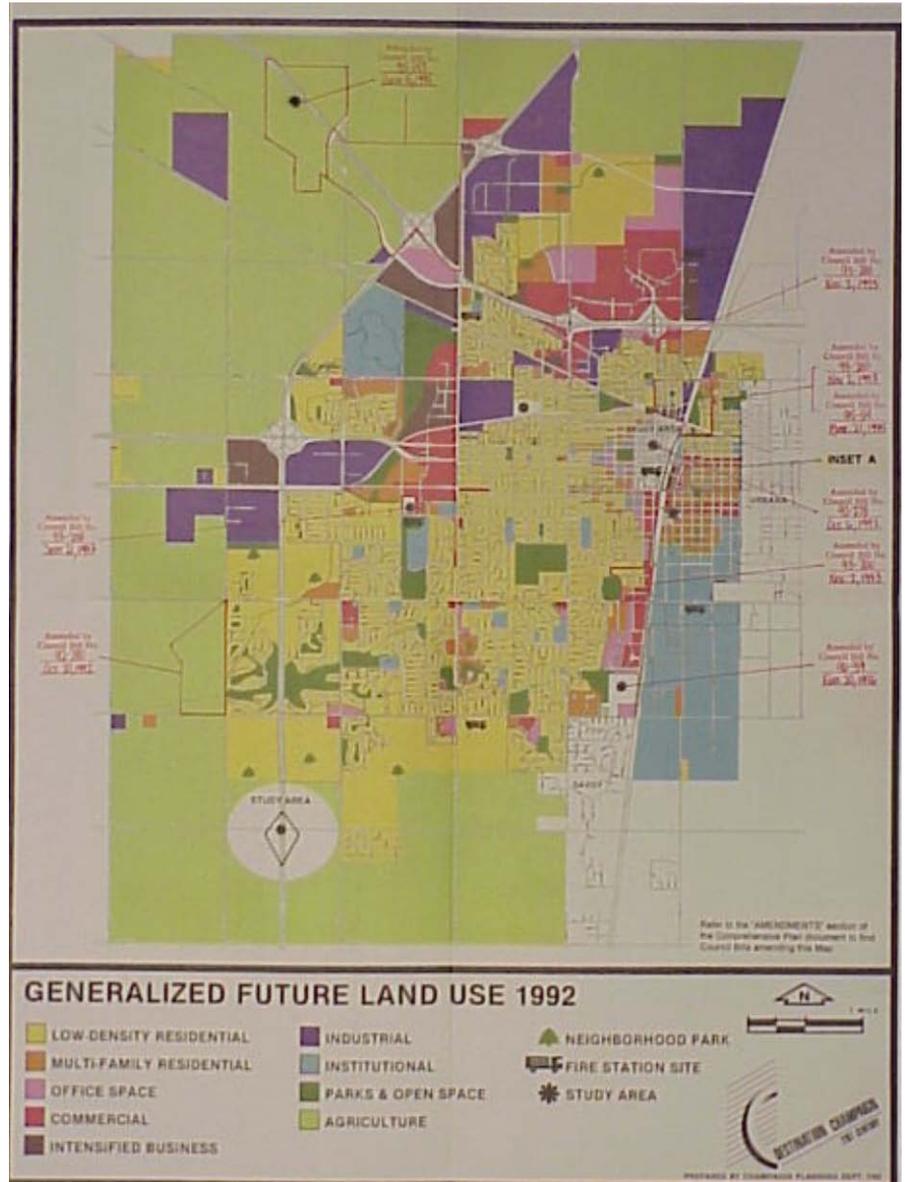
Type	Total Acres	Acres Per 1000 People	NRPA Standard
Mini	4.83	.76	N/A
Greenbelt	1.18	.01	N/A
Neighborhood	143.28	2.25	2.5
Community	261.00	4.11	2.5
Large Urban	0.00	0.00	5.0
Total	479.32	7.55	10.0

Source: City of Champaign Planning Department, August 1991. Based on 1990 U. S. Census.

Education – The Plan noted that the School District has ten elementary schools, three middle schools, two high schools, and one early learning facility. These facilities have an optimum capacity of 9,979 students, including 3,255 high school students, 1,900 middle school students and 4,054 elementary school students. The Facilities Utilization Advisory Committee reported enrollment projects for 1996 of 2,603 high school students, 2,033 middle school students and 4,700 elementary school students.

Environmental Concerns – Although the Plan notes that overall environmental quality in the City is good, it does point out two environmental issues facing the City i.e. preservation of prime farm land, and management of solid waste. The Plan suggested that “A key to addressing these and all environmental issues is the increasing general awareness of the issues and potential threats to the environment...The general public needs to become aware of the importance of the resources of the area and how they can be protected.”

Land Use Element. This Chapter of the Plan presents the Future Land Use Map depicting the general pattern of growth and development. In describing the map, the Plan explains that the planning area includes those areas designated for urban development, and that the area beyond that is intended to remain in agricultural use. It is further explained that “...the majority of new growth is shown north of I-74, where infrastructure improvements are currently being constructed or planned.” This area is touted for growth because it is close to two major employment centers and has excellent interstate highway access. In describing the Future Land Use Map, it is also noted that “...if current trends continue, the planning area has a holding capacity to accommodate population growth for 50 years.”



Land Use Classifications – The map contains nine land use designations, including:

- Low-Density Residential
- Medium to High Density Residential
- Office

- Commercial
- Intensified Business
- Industrial
- Parks/Open Space/Greenbelts
- Institutional
- Agricultural

Issue Areas – These are areas that the Plan identified as needing follow-up study or action to address their issues. They included:

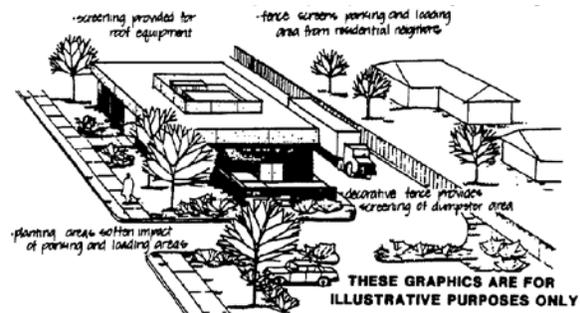
- Church Street, north of Eisner Park
- Prospect Avenue and Vine Street, northwest corner
- John Street and Pine Street, northwest corner
- Springfield Avenue and Prospect Avenue, northwest and southwest corners
- Mattis Avenue and Henry Street, southeast corner
- Mattis Avenue and John Street, southeast corner
- Bradley Avenue and Prospect Avenue, southwest corner
- Bradley Avenue and Bloomington Road, southwest corner
- Bradley Avenue and Market Street, northwest corner
- Bloomington Road and Louisiana Avenue, southwest corner
- Prospect Avenue and Tremont Street, northwest corner
- Mattis Avenue and Sangamon Street, southwest corner

Study Areas – The Plan identified a number of areas for more detailed study to identify “...strategies unique to their particular situation.” Circumstance identified that might lead to an area needing further study include situations where urban development surrounds a use that was historically developed in a remote location, areas where factors could hinder future development, or opportunities to create a unique development in the community. The Plan identified 15 such locations as follows:

1. McKinley Court Trailer Park and Illinois Concrete Company
2. Builders Supply Company/Harlan E. Moore
3. Kenwood/John/Belmont Area
4. Downtown
5. Campustown
6. Curtis Road Interchange Area
7. Wilbur Heights
8. Beaver Lake Drainage Channel
9. Francis Street/McKinley Street/Bloomington Road/Prospect Avenue
10. Northwest Corner of John and Kenwood Streets
11. Church Street – Prospect Avenue to McKinley Street, Davidson Court
12. Boneyard Creek
13. East University Avenue Tax Increment Finance District
14. Par 3
15. Glenn Park/Alloy Engineering

Urban Design Element. This Chapter noted that “good urban design improves the urban environment” and promoted four general concepts of good urban design i.e. aesthetics, efficient use of space, environmental quality, and sensitivity to surrounding development. Eight components of design were identified:

- Site Planning
- Parking lots
- Landscaping/Street Trees
- Streetscape
- Signs
- Gateways
- Maintenance
- Architectural Treatment



The Plan also identified design mechanism design. They included education, incentives, regulations, design review, and dedications.

Implementation. This Chapter identified various techniques for implementation of the Plan’s recommendations. Techniques identified included:

- Zoning Ordinance – Is over 25 years old and in need of a major overhaul. It should be revised to make it consistent with the policies of the plan.
- Subdivision Ordinance – These are also in need of updating to conform to the recommendations of the Comprehensive Plan.
- Neighborhood Wellness Programs – The Neighborhood Wellness Plan is scheduled for completion soon after adoption of the Comprehensive Plan and will include programs for citizen participation, blight abatement, code enforcement, capital improvements, and other similar activities.
- Intergovernmental Cooperation – Some issues require response from multiple jurisdictions. A major theme of the plan is to continue and expand on such efforts.
- Capital Improvement Plan – The Comprehensive Plan provides a long range framework for developing the CIP. The Plan identifies infrastructure improvements and provides a basis for prioritizing these improvements.
- Planning Studies – There are areas with unique characteristics that require more detailed studies and special strategies that the Comprehensive Plan identifies. These will need to be prioritized by the City Council.
- Design Manual – The urban design element recommends that the City create and distribute a design manual to promote good urban design. This would be used mostly as an educational tool.
- Procedural Techniques – Updating mailing lists, maintaining databases, providing meeting space, improving notice to the public, and enhancing the review process are all procedural or administrative approaches to achieving many of the recommendations in the plan.
- Code Enforcement – Most citizens will comply voluntarily if they are aware of the requirements. In this instance an educational effort can achieve the desired results. For the minority of the population that still fails to comply,

finances and penalties need to be levied. In some areas a more proactive approach such as routine patrolling, mandatory inspections, and more active reporting from neighborhood groups may have more effective results.

- Communications Techniques – Communicating the plan’s vision to various groups is critical to the success of the plan. This includes publications, brochures, news releases, service announcements, correspondence, displays, television and radio broadcasts, and other public relations methods.
- Miscellaneous Programs – The City administers a number of programs that are related to Comprehensive Plan policies, as do other local agencies, including Neighborhood watch, the Park District flower island program, the cost-sharing tree planting program, and curbside recycling.
- Comprehensive Plan Review – The policies recommend that the Plan be reviewed on an annual basis, and for a major review every 5 years.

A Plan implementation table was provided identifying work items, scheduling and time to complete. Categories addressed included:

- Comprehensive Plan Elements – Those remaining to be completed included:
 - ✓ Infrastructure and Utilities
 - ✓ Environmental and Natural Resources
 - ✓ Housing
 - ✓ Economic Development
 - ✓ Parks, Schools and Community Facilities
 - ✓ Social Concerns
- Study Areas – Fifteen study areas were identified including downtown, Campustown, and the Curtis Road interchange.
- Other Planning Activities – Twelve work activities were identified in this category including Neighborhood Wellness, the Zoning Ordinance, Historic Preservation and the Subdivision Ordinance.
- Transportation Studies – Seven transportation studies were identified including the Springfield Avenue corridor, Campustown, Country Fair Road and Windsor/Duncan Roads.

Goals, Objectives, and Policies. This Chapter identified goals, objectives and policies that provided the framework for the Plan. Following are the identified goals and some of the key objectives:

General Planning:

Goal – Enhance the planning, coordination, and cooperative efforts among the different government agencies.

- Coordinate land use planning with other jurisdictions.
- Coordinate provision of public utilities.
- Encourage joint solutions to areawide planning issues.

Goal – Maintain a high quality of life for all citizens of the community.

- Promote a vision for the community so all citizens strive to achieve these goals.
- Promote an end to discrimination and encourage opportunities for interaction between all people.
- Promote security from crime.
- Promote cultural opportunities.
- Improve opportunities for continuing education for adults and reduce illiteracy.

Goal – Maximize opportunities for meaningful citizen involvement in the decision-making process.

- Provide opportunities for citizen input in the decision-making process.
- Maintain the effectiveness of citizen committees, boards, and commissions.
- Improve public access to relevant information.

Land Use and Urban Development:

Goal – Create livable neighborhoods by encouraging development that is compatible with adjacent land uses and transportation facilities.

- Through a variety of techniques, provide for transitions between land uses with varying degrees of intensity.
- Coordinate land use plans with those of neighboring and overlapping jurisdictions.
- Minimize the impact of heavily travelled streets on adjoining land uses.

Goal – Promote development that generally occurs adjacent to existing development and is an efficient use of land, thereby minimizing premature conversion of agricultural land.

- Designate growth areas to minimize the cost of providing public services and encourage annexation.
- Direct development to land for which services are already available.
- Promote more efficient land use with innovative development techniques such as clustering, mixed-use, planned unit developments, zero-lot-line, performance zoning, and other techniques that achieve a balanced density.
- Design development standards to achieve the goals of the plan.
- Promote unified development.

Urban Design and Aesthetics:

Goal – Improve the appearance of major corridors.

- Strengthen the gateway identity at major entrances into the City.

Goal – Promote visual environments that are of high aesthetic quality and variety.

- Encourage new development to achieve high quality design.
- Use sign regulations to encourage signs that are unobtrusive and complement the site.
- Encourage preservation of historical buildings or those of architectural significance.

Goal – Enhance and expand opportunities for open space development to offer a range of experiences, including active and passive recreation, visual relief, natural habitats and greenbelts.

- Provide a mechanism for coordinating open space development with other physical development plans and proposals.
- Create stormwater detention and conveyance facilities with dual use so they area also amenities.
- Designate greenbelts, scenic areas, and open space corridors throughout the area based on transportation routes, natural areas, drainage ways, and potential urban boulevards.

Infrastructure/Utilities:

Goal – Provide an efficient infrastructure system that meets the demands of new and existing development.

- Make improvements prior to or concurrent with new development.
- Provide for needed improvements such as sidewalks, curbs, streetlights, and storm sewers in developed areas where they are lacking.
- Take corrective measures to alleviate stormwater management problems, especially in areas subject to flooding.

Goal – Link the public cost for providing infrastructure to the public benefit received.

- Investigate various funding mechanisms for the provision of infrastructure.

Environment and Natural Resources:

Goal – Preserve the area's natural resources.

- Identify areas for preservation of agricultural land.
- Protect groundwater supplies.
- Enhance erosion control during development.
- Encourage development of greenbelts, scenic areas and open space corridors.
- Maintain existing trees and encourage planting of new ones.

Goal – Encourage a comprehensive approach to the solid waste issue.

- Encourage expansion of recycling.
- Pursue opportunities to promote generator-based source reduction efforts.

Goal – Increase the environmental consciousness of the community.

- Develop educational programs.
- Coordinate efforts with other governmental entities.
- Encourage energy and resource conservation.

Goal – Manage urban development and stormwater runoff to preserve drainage ways, wetlands, and water resources.

- Promote regional solutions.
- Maintain and improve existing drainage ways.

Housing:

Goal – Promote choice in adequate, affordable housing for all income levels and provide equal access to housing for all people.

- Cooperate with the Champaign County Housing Authority to meet the housing needs of low- and moderate-income families and in the maintenance and inspection of units.
- Encourage a wide range of housing types at varying densities through innovative site design, floor plans and building technologies.

Goal – Preserve and expand the supply of adequate, safe, and sanitary housing in all areas of the City.

- Encourage efforts to redevelop and rehabilitate property in deteriorating neighborhoods.
- Promote neighborhood wellness.
- Strengthen code enforcement to achieve more timely compliance.

Goal – Maintain and enhance the unique character of existing residential neighborhoods.

- Develop neighborhood by neighborhood strategies to determine degrees of wellness and target strategies to complement specific areas.

Economic Development:

Goal – Build a strong and vital downtown that offers a broad range of opportunities.

- Reinforce the identity and vitality of downtown and reestablish the image as a major destination point.
- Coordinate parking system improvements with a comprehensive strategy.
- Foster the rehabilitation/redevelopment of deteriorating and/or vacant structures.
- Establish downtown as a 24-hour a day activity center.

Goal – Promote and build upon community assets to expand the economic base of the community.

- Work with the University of Illinois and Parkland College.
- Locate industrial tracts so that they can capitalize on the advantages of interstate highway and rail access.
- Promote the enhancement and redevelopment of existing commercial and industrial uses.

Goal – Promote economic growth with emphasis on industries that are stable and nonpolluting, and efficient users of land, energy, and water.

- Investigate an office-service district.
- Encourage new industries that are the spin-offs of research undertaken at the University of Illinois, CERL, and other industries in the region.

Goal – Support retention and expansion of existing companies.

- Establish regular communications.

- Promote training and attraction of a labor pool.
- Retain local firms.

Parks, Schools, and Community Facilities:

Goal – Provide for future municipal facilities, schools, parks, and recreation sites.

- Coordinate with the Park and School Districts to identify potential future sites.
- Locate future municipal facilities to enhance service.
- Identify park sites as part of the development process.

Goal – Assure sufficient park land to meet the diverse needs of present and future populations.

- Encourage development of a comprehensive urban trails system.

Goal – Maintain and enhance the utilization of existing public facilities and services.

- Support involvement of neighborhood organizations in improvement of area parks.
- Support activities that use existing park and school resources and involve the neighborhood.

Transportation:

Goal – Provide a safe, efficient, and economical transportation system.

- Enhance east-west traffic movements between major traffic generators and across the Illinois Central railroad tracks.
- Reduce congestion and traffic conflicts in existing and future high activity centers by improved circulation, parking, and loading systems and through efficient traffic management.

Goal – Accommodate growth and expansion of the transportation system to serve future development activity.

- Ensure the transportation system's capacity keeps pace with growth.
- Link the cost for providing transportation improvements to those who benefit.

Goal – Provide a system that can safely and conveniently accommodate a variety of transportation modes.

- Ensure development standards accommodate future bus routes and truck traffic in appropriate areas.
- Incorporate design for bikeways in the design of streets and highways for new and existing development.
- Secure a safe pedestrian circulations system.
- Coordinate transportation planning with other jurisdictions.
- Support the high level of service at Willard Airport.

F. 2002 – City of Champaign Comprehensive Plan Update prepared by the Champaign Planning Department

The 2002 Comprehensive Plan Update was the second that was prepared entirely in-house by the City of Champaign Planning Department. The Plan included five chapters i.e. Background and Process; Issues and Forces; The Vision; Goals, Objectives and Policies; and Implementation. It was also the first of the City’s Comprehensive Plans to be converted for viewing in digital format, and made available on compact disc and on-line.



Background and Process. In this Chapter, the Plan described why it was important to have a Comprehensive Plan and the typical content in a

plan document. It also noted that the Plan is “...used to guide the decisions of numerous groups. The City Council uses the Plan when making decisions that impact growth and development in the community.

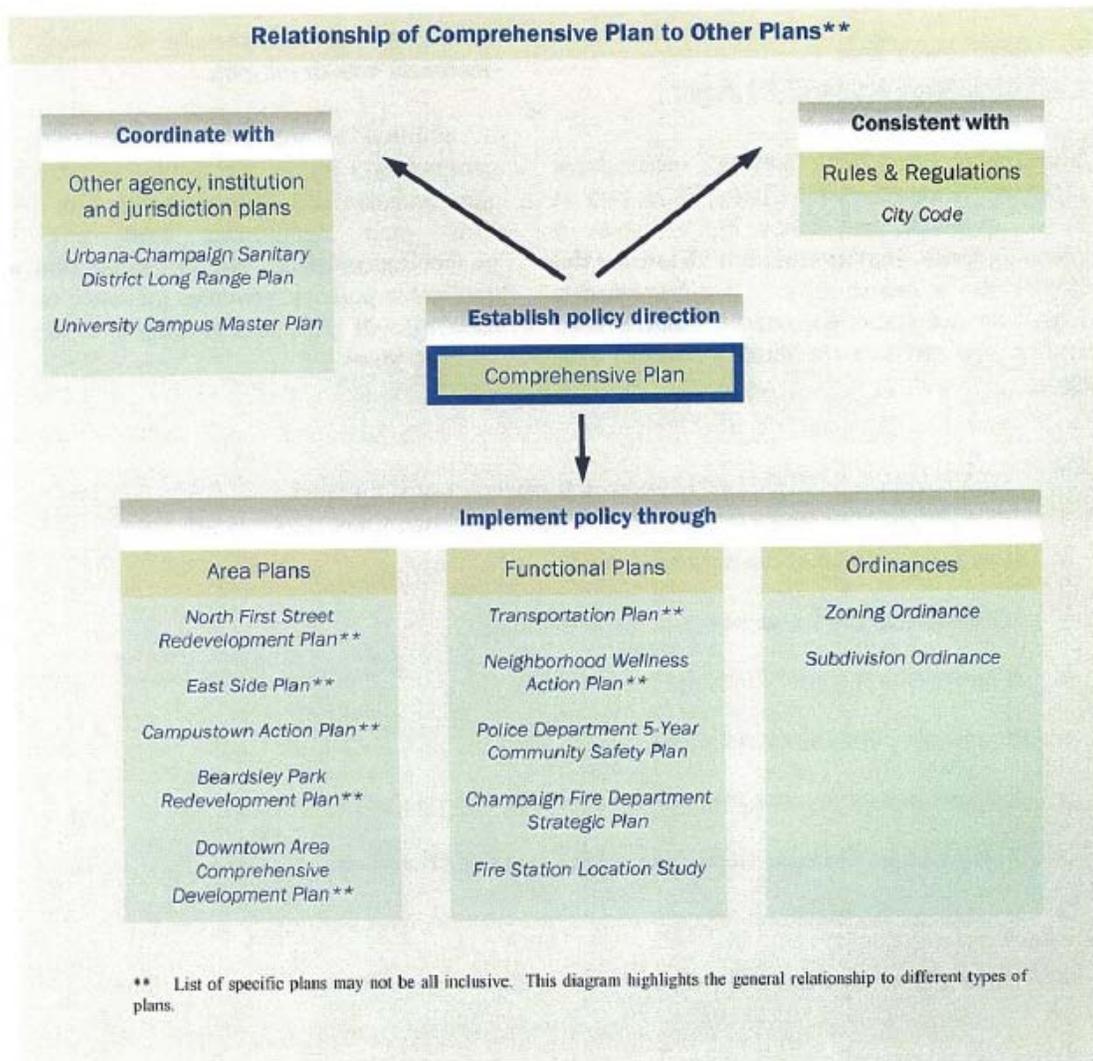
Why have a Comprehensive Plan?

- It conveys a vision of the community in 15 to 20 years
- It anticipates the future needs of the community
- It represents the public interest
- It presents policy direction
- It presents a comprehensive strategy to shape a community's future
- It coordinates the inter-relatedness of the many city functions
- It balances the needs of existing urban areas with the needs of growth areas
- It designates land use and transportation routes through the Future Land Use Map

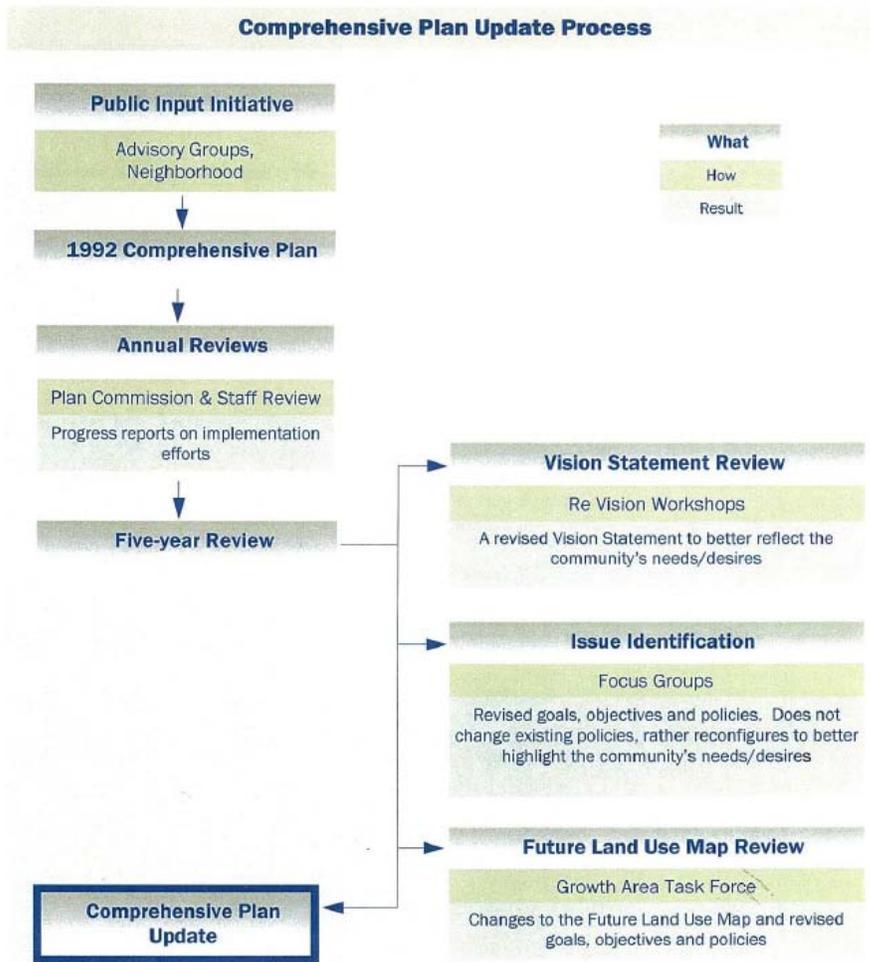


Many boards and commissions such as the Plan Commission, the Zoning Board of Appeals and the Historic Preservation Commission use the Plan’s direction when making recommendations to the City Council. The development community uses the Plan to determine appropriate locations for new development.” This chapter also described the relationship of the Comprehensive Plan to

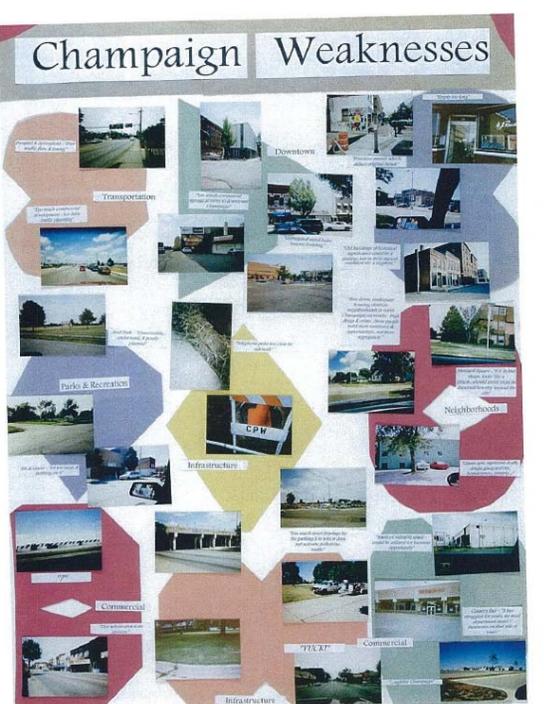
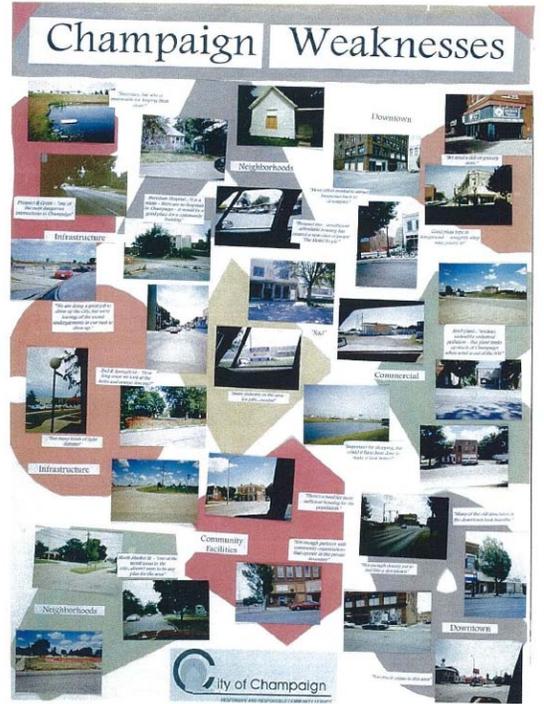
other plans with the following chart:



In describing the process followed to develop the Updated Plan it stated “The plan process may be characterized as a flow of information that creates a given result, which in turn is continually monitored and updated. The process to complete the 1992 Comprehensive Plan was described, along with major amendments that had occurred since that time. The chart below documents the steps in the process to complete the 2002 Comprehensive Plan Update:



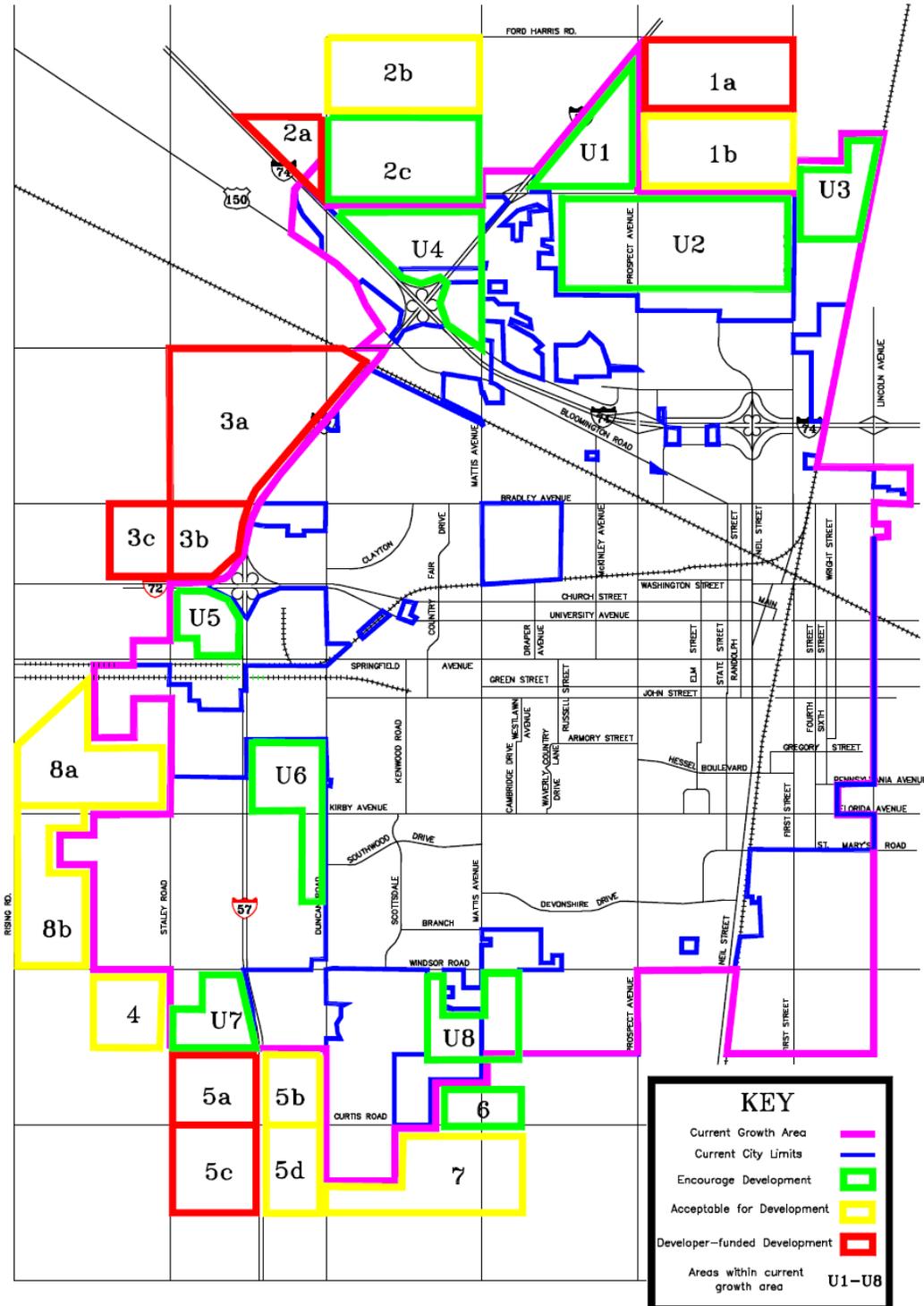
Development of the 2002 Plan started with a “Re-Vision Workshop” that focused on what changes to make from the vision established in 1992. Prior to that workshop, participants were given disposable cameras and asked to take pictures of community features that they felt were strengths or weaknesses of the City. These pictures were presented in a collage format on boards to inform the reworking of the Plan’s vision.



Following this workshop, topic specific input was received on recent changes and challenges for the City through six Focus Groups with representatives from special interest groups, agencies, taxing districts, and governmental bodies. Another unique part of this planning process was the creation of a “Growth Area Task Force” made up of

representatives of a variety of stakeholder groups. This Task Force was established "...to evaluate the potential areas of growth around the City and to classify the areas in terms of their relative appropriateness for urban development. The Task Force also discussed issues of service provision to newly developing areas." The work of the Task Force resulted in proposed new growth areas that were ultimately reflected in changes to the Future Land Use Map and in the goals, objectives and policies.

City of Champaign Proposed Classification of Growth Areas



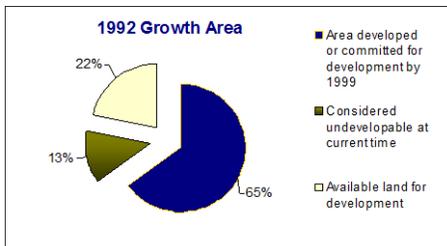
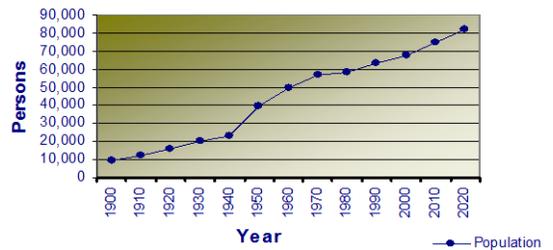
Issues and Forces. This Chapter assessed the community’s current conditions and identified “issues and forces” that would influence the future. These two terms were defined as follows:

*A **force** is an effect from other actions onto an area or situation. It may be a physical, social, economic or political characteristic, which has a cause and effect relationship.*

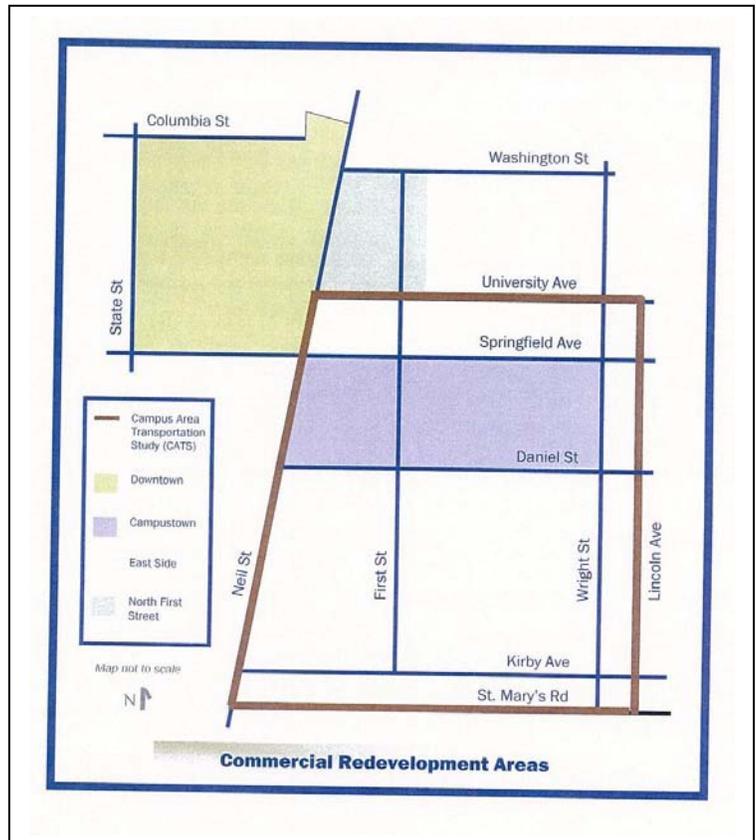
*An **issue** is a condition brought on by circumstance. They are raised by forces.*

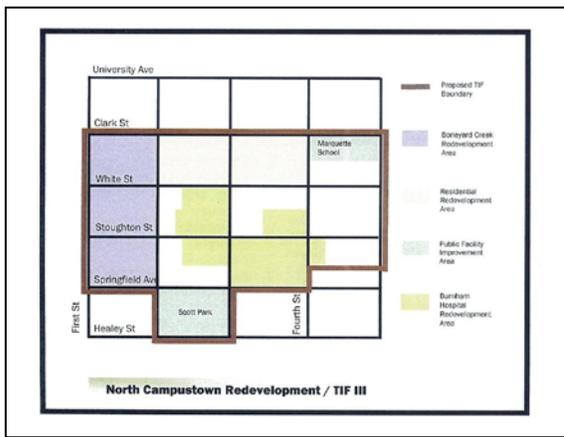
Areas addressed included: History, Economy and Government; Population Trends; Physical Growth; Commercial Area Redevelopment; University of Illinois; Transportation; Neighborhood Wellness; Historic Preservation; Infrastructure; Growth Issues; Capital Improvement Plan; Fire Station Placement Study; Parks and Open Space; Education; and Summary (Issues and Forces Map). In

Figure 1: Champaign Population Growth



summarizing this Chapter, the Plan noted that “The growth trends indicate that the City has expanded its physical boundaries at an increasing pace. As a result, the Comprehensive Plan needs to identify suitable land to house the increasing population and a means to facilitate the private development of these areas.” It also identified priority areas for commercial redevelopment including Downtown, East Side and Campustown. The importance of supporting and redeveloping existing areas was also noted with a focus on Neighborhood Wellness, Downtown and the In-Town Neighborhood given as examples.



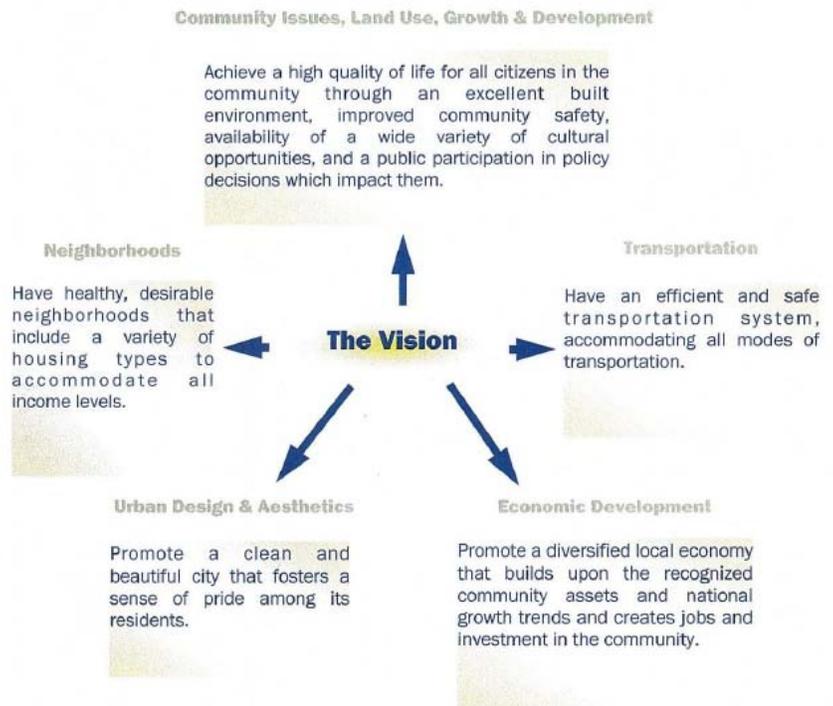


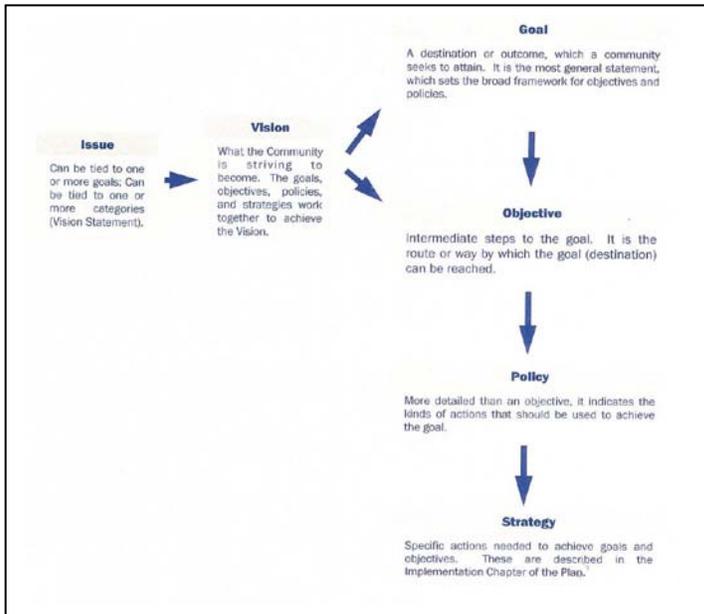
In summarizing the existing conditions, the Plan stated “Champaign is a growing community defined by an increase in population and land area. The growth trends indicate that the City has expanded its physical boundaries to accommodate residential development at an increasing pace. As a result, the Comprehensive Plan needs to identify suitable land to house the

increasing population and a means to facilitate the private development of these areas...the City has also made significant progress in supporting and redeveloping existing areas in response to activity changes. Indicated by residents, the redevelopment of the downtown area is an example of the City’s commitment to an existing area and how a declining area can be redirected.” It went on to identify the East University Avenue, North First Street, Campustown and North Campustown areas as priorities for such investment. It also noted that the values represented in the Neighborhood Wellness Plan, In-town neighborhood and Downtown Plans are vital components of the Comprehensive Plan and require monitoring.

Vision. This Chapter describes the vision for Champaign in 15 to 20 years based on public input received during the formulation of the Plan. The Vision Statement “...depicts in words what the community is striving to become. The goals, objectives, and policies of the Comprehensive Plan work together as a means of achieving the vision.” The Plan presented a short version, as well as a more detailed Vision Statement. The short version is shown here in graphic form.

The longer form of the Vision addressed each of these issues in more detail through a series of aspirational statements about each community issue; land use, growth and development; neighborhoods; urban design and aesthetics; economic development; and transportation.





Goals, Objectives and Policies. This Chapter establishes the road map to achieve the vision for the Community. It presented the graphic to the left to highlight the connection between the Vision and the Goals and Objectives. Goals, Objectives, Policies and Strategies were identified for each of the following areas:

1. Community Issues – Includes providing a high quality of life; enhancing planning, coordination and

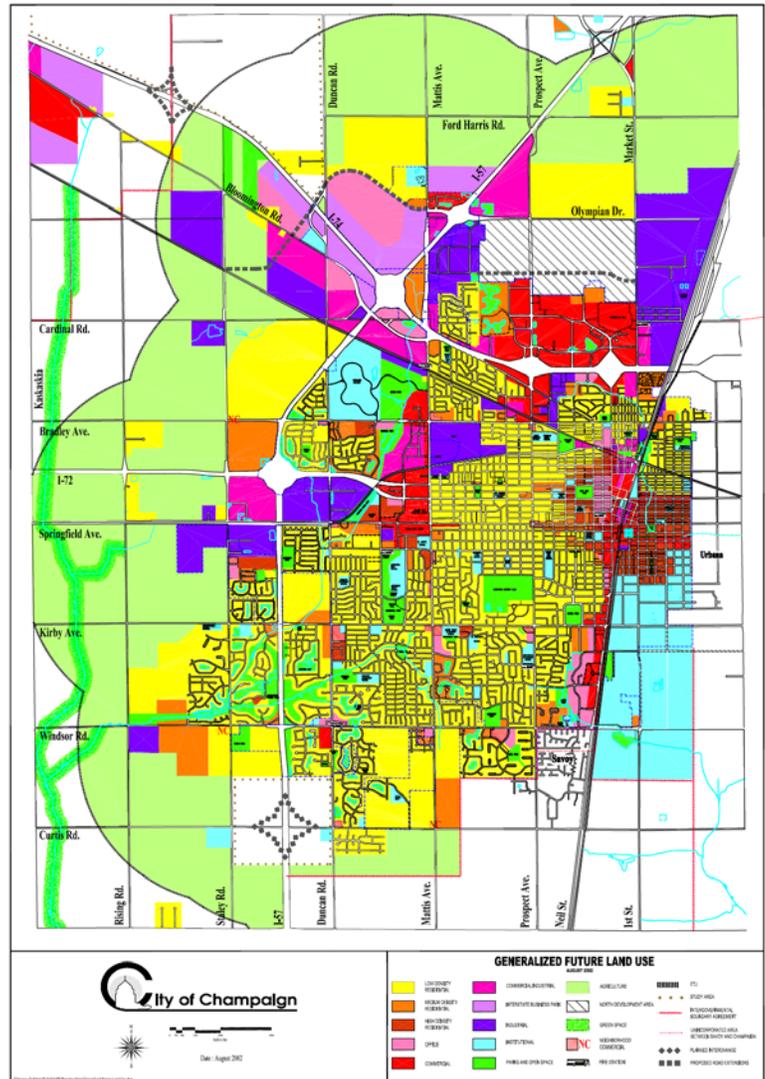
cooperation; and promoting citizen involvement in the decision making process. The goals and objectives included:

- Goal - Provide a high quality of life for all citizens. Objectives included increasing safety, ending discrimination and offering cultural opportunities.
 - Goal – Enhance planning coordination and cooperative efforts among government and public agencies. Objectives include encouraging joint solutions and enhancing communications between governmental agencies.
 - Goal – Maximize meaningful citizen involvement in decision making. Objectives include providing a variety of opportunities, maintaining the effectiveness of existing boards and commissions and providing information to the public in a variety of ways to facilitate understanding.
 - Goal – Facilitate public understanding of policies, programs and issues. Objectives include providing information to the public in a variety of mediums and speak to civic organizations, schools and interested groups about City issues.
2. Neighborhoods – Provides for planning and developing complete neighborhoods; ensuring adequate infrastructure; providing safe, affordable housing; and healthy neighborhoods. The goals and objectives include:
 - Goal – Plan and develop complete neighborhoods. Objectives include encouraging sufficient park and open space in new neighborhoods; providing needed community facilities; planning for neighborhood commercial space; and facilitating a variety of transportation modes.
 - Goal – Ensure adequate infrastructure in neighborhoods. The objective provided for upgrading deficient infrastructure.
 - Goal – Preserve and expand the supply of adequate, safe and affordable housing. Objectives include promote a wide range of housing choices; and improve and maintain appearance and condition of properties in neighborhoods.

- Goal – Promote healthy neighborhoods. Objectives include implementing the Neighborhood Wellness Action Plan; solving neighborhood specific problems using an area-specific planning process; organizing and assisting residents in solving problems and improving their neighborhoods; and preserving neighborhood character.

3. Land Use, Growth and Development – Promote the development of vacant, underdeveloped, and redevelopable land where urban services are readily available; encouraging development that is compatible with and complementary to adjacent land uses; encouraging balance development; promoting accessibility by all modes of transportation; providing efficient infrastructure systems; and preserving natural resources. The Goals and Objectives included:

- Goal – Promote the development of vacant, underdeveloped, and redevelopable land for which urban services are readily available. Objectives included identifying and removing barriers discouraging infill development and redevelopment; and encourage reinvestment in areas of the City that have suffered from disinvestment.
- Goal – Direct new development to areas that can most easily and efficiently receive existing and future urban services. Objectives included designating land for future urban development (growth area) on the Future Land Use Map; promote use of land that efficiently uses urban services and infrastructure; promote unified developments on entire tracts of ground; and provide urban services in a cost-effective manner.
- Goal – Encourage development that is compatible with and complementary to adjacent land uses. Objectives include providing transitions and buffering



between land uses of different intensity; and zoning land in accordance with the Future Land Use Map.

- Goal – Encourage balanced development – a mix of industrial, commercial, residential, and recreational uses. Objectives include designating adequate land to meet future need; and locating residential development in proximity to employment centers, commercial services, and public facilities.
- Goal – Make residential areas, recreation areas, shopping, and employment centers accessible by all modes of transportation. Objectives include planning for an efficient road network; and encouraging new development that can be served by all modes; promoting the use and development of bikeways.
- Goal – Provide an efficient infrastructure system that meets the demands of new and existing development. Objectives include linking the public cost for infrastructure to the public benefit; plan for maintenance and replacement; plan for infrastructure in growth areas to serve new development.
- Goal – Encourage development that preserves natural resources and environmentally sensitive areas. Objectives include directing development away from environmentally sensitive areas; promoting redevelopment of land within the existing urban area; and promoting development practices that are sensitive to the environment.

4. Urban Design and Aesthetics – Urban design and aesthetics are important in creating a high quality of life for a community. Design mechanisms to consider include education, incentives, regulatory, design review, and dedications. Design components include site planning, parking lot design, landscaping/street trees, streetscaping, signs, and architectural treatments. Goals and objectives in this area include:



- Goal – Improve the appearance of major corridors and entryways in the City. Objectives include promoting visual aesthetics; and strengthening the gateway identity at major entrances into the City.
- Goal – Promote built environments that are of high aesthetic quality and variety. Objectives include encouraging high quality design; encouraging maintenance and upkeep of existing properties; preventing proliferation of signs; ensuring new uses are in scale with their surroundings; encouraging preservation of buildings of historical or architectural significance; and maintaining the unique visual features that give character to the City.

5. Economic Development – The sustainability and economic vitality of a community increases as the diversity and strength of its industrial and commercial enterprises

Typical Economic Development factors include:
• Maintaining the economic health of the City
• Growth in employment and income
• Real estate development
• Enhanced opportunities for low-income households
• Growth in property tax base
• Revitalization of urban neighborhoods

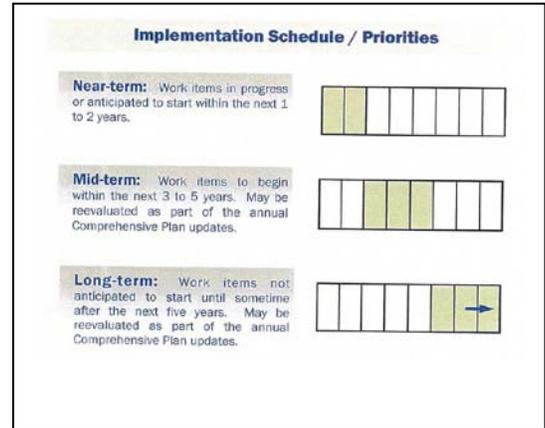
increase. Champaign has a diversified economy and is a regional shopping destination. Goals and objectives for economic development include:

- Goal – Develop and maintain strong and vital older commercial areas in the City. Objectives include encouraging maintenance and improvements to property in older commercial areas; maintaining and improving existing infrastructure; supporting involvement of commercial neighborhood and business groups; supporting small business establishment, expansion and retention; and using incentives to encourage redevelopment and adaptive reuse.
- Goal – Maintain and expand the economic base of the City. Objectives include providing for a balance of land uses including retail, office, warehousing, manufacturing, research and development, institutional, and residential; maintain a clear and effective development process; promote a diversity of employment opportunities; and plan and build capital improvements that support appropriate growth.
- Goal – Promote and support the regional coordination of economic development activities. Objectives include improving and maintaining communications and coordination between jurisdictions; supporting the Champaign County Alliance; and working with the University of Illinois to facilitate development opportunities.

6. Transportation – The transportation system provides long-distance travel between cities and states and provides access to locations within the City. Transportation is necessary for continued land development, economic growth, and day-to-day living within an urban area. The 1992 *Transportation Plan* was based on existing and proposed land uses from the early 1990's. The Future Land Use Map has been updated. Therefore, an update of the *Transportation Plan* is necessary to ensure transportation planning is on target to accommodate existing conditions and anticipated land use and development. The goals and objectives for transportation include:

- Goal – Provide a safe, efficient and economic transportation system. Objectives include reducing congestion and improving safety on streets; maintaining a desirable level of service on major streets; enhancing east-west and north-south traffic; reduce congestion and traffic conflicts in high activity areas; and discouraging through traffic in residential areas.
- Goal – Accommodate growth and expansion of the transportation system to adequately serve future development. Objectives include ensuring the transportation system's capacity keeps pace with growth; and linking the cost of providing transportation improvements to those who benefit.
- Goal – Provide a system that accommodates a variety of transportation modes. Objectives include ensuring streets are designed to accommodate future transit and truck traffic in appropriate areas; incorporating bikeways in the design of streets and highways; securing safe pedestrian circulation systems, coordinating with other jurisdictions; and supporting a high level of service at Willard Airport.

Implementation. This Chapter outlined the actions to implement the Plan and prioritized them as “Near-term, Mid-term or Long-term”. The implementation plan was arranged in tables corresponding to the goals, objectives and policies represented in the Plan. It stated that “The work items in this chapter are organized according to each policy. Each policy may include strategies or implementation tools to carry out the respective policy...Each policy/implementation measure includes the primary responsible department/organization, the timeframe or anticipated schedule, and the status of implementation.”



The following implementation techniques were identified:

- Subdivision Ordinance
- Neighborhood Wellness Plan and Program
- Zoning Ordinance
- Intergovernmental Cooperation
- Capital Improvement Plan
- Mitigation Plans
- Procedural Techniques
- Comprehensive Plan Review
- Communication Techniques
- Code Enforcement
- Miscellaneous Programs
- Planning Studies and Plans
- Future Land Use Map
- Tax Increment Financing (TIF)

G. Other Comprehensive Plan Elements. While this document summarizes the six comprehensive plan documents which have been prepared over the years to guide the City’s growth and development, it does not address the other numerous plan elements that have been prepared to address specific geographic or topical areas. Since 1990, 15 different plans have been developed, 11 of which were done in-house by Champaign planning staff and four using consultants. In addition, much work has been done implementing the recommendations of these plans, including a Zoning Ordinance adopted in 1996, and Subdivision Regulations and the Manual of Practice adopted in 2002, both of which were produced entirely by in-house staff. A list of the plans prepared since 1990 is shown below:

- 1992 – “Neighborhood Wellness Action Plan” prepared by the City of Champaign Planning Department
- 1992 – “Champaign Transportation Plan” prepared by Bucher, Willis and Ratliff

- 1992 – “The Downtown Champaign Development Plan” prepared by BRW and Urbanics
- 1995 – “The Beardsley Park Neighborhood Improvement Plan” prepared by the City of Champaign Planning Department
- 1996 – “The North First Street Redevelopment Plan” prepared by the City of Champaign Planning Department
- 1996 – “The Eastside Plan” prepared by the City of Champaign Planning Department
- 1999 – “The Campustown Action Plan” prepared by the City of Champaign Planning Department
- 2000 – “The Beardsley Park Neighborhood Improvement Plan Update” prepared by the City of Champaign Planning Department
- 2003 – “The Burch Village Area Redevelopment Plan” prepared by the City of Champaign Planning Department
- 2006 – “The 2006 Downtown Plan” prepared by the City of Champaign Planning Department
- 2006 – “The Neighborhood Wellness Plan Update” prepared by the City of Champaign Planning Department
- 2007 – “Champaign Moving Forward – City of Champaign Transportation Master Plan” prepared by LSA
- 2007 – “The Curtis Road Interchange Master Plan” prepared by Teska and Associates
- 2008 – “The Landfill Reuse Park Plan” prepared by Hitchcock Design Group
- 2011 – “The Bristol Park Neighborhood Plan” prepared by the City of Champaign Planning Department

H. **Conclusions.** In evaluating the City’s comprehensive planning efforts over the years, a number of conclusions can be drawn. First there is a remarkable similarity in the call for compact and efficient development patterns throughout the various plans. It was often noted that such a pattern of development would provide for more efficient delivery of services, maximize the value of existing utilities and infrastructure, and help maintain the vitality of the City’s core. This included repeated calls for infill development and redevelopment of areas that were deteriorating. A number of the Plans also promoted a mixture of housing types, styles and price points to meet the diverse needs of the Community, and also promoted the idea of placing housing in proximity to jobs, commercial services and important community facilities.

The many mentions of the importance of maintaining the vitality of Downtown, and then reestablishing the vitality of Downtown are also significant. As of the 1974 Comprehensive Plan, Downtown maintained almost 35 percent of all employment in the community. However significant changes were occurring with the development of Market Place Mall underway and the relocation of Parkland College out of Downtown completed. By the time of the 1980 Comprehensive Plan the language began to shift from maintaining Downtown’s vitality to restoring it. The 1992 Comprehensive Plan was completed in conjunction with the “Downtown Comprehensive Development Plan” of the same year, which history now tells us marked a key landmark in Downtown’s

rebirth. By the time the 2002 Plan was completed, the citizens of Champaign had identified Downtown as one of the community's strengths during the Revisioning Workshop.

Similarities in the goals of the transportation system are also notable. Beginning in the 1926 Plan, the recognition exists that transit is critical to the success of a dense urban area. At that time the community had four streetcar lines, two bus lines and the interurban that served the region. The 1926 Plan suggested that buses could be used to extend the streetcar lines to build ridership until demand existed for extension of the streetcar. This Plan also started a call for street widening to prepare for the impact of automobiles on the urban area that carried forward to the 1950 Plan. Fortunately for the community few of these proposals were implemented preserving the pedestrian character of the City's core. However, dealing with traffic congestion and parking issues are topics that are repeatedly addressed throughout the various plans. Solutions include promoting the arterial and collector street system we see today, but in addition to improving the streets it is often noted that solutions to these issues include transit, pedestrian accommodations and bike facilities...what we now refer to as "Complete Streets". The 1950 Plan also promoted development of multiple small surface parking lots to support downtown. However in the early 1970's many buildings were torn down to build surface lots in a misguided attempt to keep Sear's and Penney's downtown. Instead they moved to Marketplace Mall.

All of the Plans also address the importance of building and improving public facilities as the City grows and develops. Both the 1926 and 1950 Plans call for a parkland dedication requirement, as well as recommending a similar requirement for school sites. All six of the Plans have been consistent in noting that the City's park acreage was below national standards. The 1926 and 1950 plans promoted the importance of planning for new and improved school facilities, an issue that was just recently addressed through the intergovernmental agreement between the City and School District to provide planning services. Another common theme has been the call for ensuring that those who benefit from new infrastructure share proportionately in the cost of constructing it starting with requiring construction of the necessary infrastructure to support the subdivision, and then a growing awareness of the need for a means to apportion the cost of expensive regional infrastructure like arterial streets. This has led to the preparation of a Fiscal Impact Analysis as part of the current Plan Update, which has more definitively established the grounds for impact fees.

All of the plans also have in common a focus on implementation and over the years zoning and subdivision regulation, along with capital improvement planning have been the key tools used in this effort. The 1926 Plan led to the adoption of the City's first zoning regulations, and the 1950 Plan noted "...that property subdividers install utilities or post bond to secure installation exerts a measure of control over the urban pattern, and encourages orderly expansion as against spotty, scattered area growth." It is clear however that implementation of the recommendations of these plans has been inconsistent and has often lost out to, or been softened by, the demands of the market or opposition by focused public interests. Often, lack of jurisdictional control has also

impacted implementation as can be seen with the development of Country Fair Shopping Center, and issues regarding parks and schools. Thus the diversity of local units of government clearly impacts the City of Champaign's ability to manage its patterns of growth and development and that is a key reason to strive for coordination and cooperation between the units of government. Finally, implementation is often about the need for patience to gradually document, educate and inform enough people about the need for change, and to build the will to enact that change.

In closing it must also be noted that in each of these plans there are ideas that history tells us today were not great ideas. Proposals for massive street widening in the 1926 Plan, or a highway like by-pass around the north side of Downtown in the 1950 Plan, neither of which were implemented. The construction of a downtown pedestrian mall described in the 1974 Plan as the solution to making Downtown Champaign competitive with Market Place Mall, then under construction. That idea was implemented, and 12 years later reversed by removing the mall and rebuilding the street, at great expense, in an effort to revitalize a failing downtown. The take away from these examples is to beware of fads and quick fixes to substantial problems, and to never assume that what has worked in one location will work in our city without fully understanding the context. This is the value of developing a plan with local staff, guided by local citizen input, a local plan commission and a local city council. In the end, it is important that this is our community's comprehensive plan and not a rehash of one for another place.

III.Planning Department History

The first Champaign Planning Department was established in 1961 to staff the Champaign Plan Commission. The City Planning Department prepared a number of tooling-up reports and maps to serve as a basis for future comprehensive planning activities. The Department was disbanded in 1967 when the City officially joined the newly formed Champaign County Regional Planning Commission. Between 1967 and 1977 the City contracted with the Regional Planning Commission for both short and long-range planning. The zoning administration function was provided in the City's Department of Environmental Control. In 1974, the Department of Planning and Environmental Control was established with 5 full time employees and included both short and long-range planning as well as zoning administration. From 1980 to 1988 the department was called Planning and Economic Development, but in 1988 the economic development function was moved to the City Manager's Office with the establishment of the Deputy City Manager for Development position. By this time the Department had grown to 10 full time employees and was administered by a Planning Director and Assistant Planning Director. In 1993, the Department was again reorganized and the Assistant Director position was eliminated in favor of creating two Principal Planner positions to manage respectively the Current Planning and Advance Planning divisions. That departmental structure remained in place until budget cuts eliminated one of the Principal Planner positions in FY 2005-06 and subsequently the position of Assistant Planning Director was reestablished.