

IMPLEMENTATION

In adopting this plan, the City of Champaign cannot stop planning and implementation on a day to day basis and expect to see its vision realized. This chapter presents the approach to implement the overall vision for the planning area: a vibrant, diverse area that takes full advantage of the market potential while respecting existing adjacent neighborhoods and enhancing the overall balance of uses in Champaign.

Managing the Sequence and Quality of Growth

Controlling the destiny of the planning area—the management of its physical growth—involves several simultaneous determinations. What is the appropriate mix of land uses? What are appropriate density, design, and orientation standards of new development?

Controlling the destiny of the planning area, however, is not limited to decisions on appropriate land uses, the intensity of the land uses, or the forms of development—the “where,” the “how” and “how many.” It includes decisions on the sequence of development as well, or the “when” of development. Controlling the sequence of development ensures that the planning area develops in a logical manner that does not burden the City’s environmental resources, fiscal health, sewer system and transportation network and other infrastructure elements, now or in the future. These considerations differ from decisions about the appropriateness of a particular development or use of land for a specific area. This section seeks to provide guidance, not on the appropriateness of specific developments at specific locations, but rather on what the proper sequence of development should be.

The sequence of growth should be based the characteristics of the property, the infrastructure and services that may be available to the property, about the trend and context of development, and most importantly, on the contribution that the potential development would make toward enhancing the community.

Annexation Agreements

The one tool that is most likely to enable the City to manage the sequence and quality of growth in the community is the “annexation agreement”. Annexation agreements allow the City to enter into pacts with property owners that establish the manner and standards by which property is brought within the boundaries of the community. Annexation agreements may be used to establish:

- The application of zoning, subdivision, building, or related ordinances to the property. The annexation agreement may contain waivers of specific requirements of these ordinances as they will apply to the property upon annexation.
- Contributions of land or money to the City or to other local government entities that have jurisdiction over the land to be annexed.
- Any agreement with regard to the collection of property taxes or municipal fees.

Annexation agreements allow the City and property owners to establish or waive a wide range of regulations which will apply to a property. All of the property within the planning area lies outside of the City of Champaign's boundaries. Due to an intergovernmental agreement with the UCSD, any development requiring sewer service must annex to Champaign. Thus, any development proposal will involve annexation to the City. Annexation must be negotiated prior to development occurring in the Study Area. Annexation will require a thorough evaluation of their impact and potential contribution to the overall health of the City and the resultant quality of life. Given a range of acceptable or desirable development possibilities, the priority for evaluating the reasonableness of annexation and development should reflect the following:

- **The developments' contiguity with urbanized areas.** Does the potential development result in growth that is contiguous with existing urbanized areas, or will it result in a sequence of development that is a natural extension of existing urbanized areas? The sequence of growth should proceed in a logical, orderly manner. That is, development scenarios, upon full build-out, should generally occupy areas adjacent to existing urbanization. This will prevent premature or unnecessarily lengthy extensions of sewer and utilities lines, and higher expenses associated with providing police, fire, emergency, road maintenance, and other essential public services.
- **Access to public and private utilities.** Will the potential development involve a logical extension of public and private utilities? Will the development require a minimal expansion of public utilities? How will the development impact the relationship between capital expense and cost recovery, and operating expenses for public utilities?
- **Integration with the transportation network.** Will the potential development, upon build-out, be adequately served by the existing road and pathway network? Does the proposed development provide the logical extension of transportation networks? How will the proposal impact existing roadway capacity, load balancing and emergency access inter-connectors and how does the proposed development attempt to address any increases? Have logical extensions of existing trail networks been proposed?
- **Range of potential transportation options.** Does the potential development scenario offer a range of transportation choices—walking, biking, and automobile—to reach jobs, shopping, and recreation? Neighborhoods that are well-connected and compact can provide this range of transportation options. In addition, a hierarchy of connected roadway options helps to alleviate traffic and allows for alternative routes in an emergency situation.
- **Fulfillment of City's housing and economic needs.** Will the proposed development improve the balance between housing and commercial land uses? Will the proposed development lead to a fulfillment of a City need, e.g. correct a deficiency in the housing stock or create a better balance between housing types? Will the development expand the diversity of the employment sector or create a better match between residents and jobs, e.g. provide a new job segment to the local economy? Will the development create greater diversity in goods and services available to residents?
- **Impacts on fiscal, social, or environmental health of the community.** Development has an impact on the community, and if unmanaged, the negative impact can outweigh the positive. The costs of providing public services could outpace the revenues from property, sales taxes and fees generated by the development. The size and age characteristics of school

children generated by development may overwhelm existing school capacity. In advance of annexation, the City should require analyses which quantify potential impacts. The City should determine the extent that they can be mitigated, and favor those developments that present the least threat to the short and long term financial, social, and environmental health of the community. As part of annexation, the City may choose to require the dedication of property for open space, school sites, public facility sites, or fees to compensate or correct potential impacts. Evaluation of these impacts in advance of annexation and site-by-site development is not as accurate, however, such an evaluation can consider a wide range of potential development scenarios and permit the City greater authority to choose the best development and the most complete compensation for impacts.

- **Standards of Quality.** Beyond the standards that apply to the whole of the City of Champaign, all proposed development must meet the minimum standards of design and quality contained within this plan for approval. However, the degree to which a development exceeds minimum standards for quality may be directly related to the success with which its approval and development are advanced to completion.
- **Community Strengthening.** Champaign’s character and “sense of place” are strong because the city is not homogenous. It is comprised of interrelated neighborhoods and places of human scale. New development adjacent to established areas should fit within the existing pattern and scale of development. Larger scale development scenarios should be broken into identifiable enclaves. Development proposals with logical access to places of employment, commercial shopping and services, entertainment, and public services are preferable to a scenario that is physically isolated or do not meet these conditions.
- **Preservation of environmentally sensitive areas.** Does the potential development best protect existing natural resources, planned greenway corridors, open space, wetlands, wildlife habitats, and groundwater? New growth presents an opportunity to link open space areas to create a larger, more significant and connected open space system.
- **Maintaining Development Quality and Public Safety.** Community members have raised concerns regarding noise, dust, construction traffic, and plastic bag/litter destroying the tranquil quality of the quiet neighborhood. Zoning and design guidelines are likely to have little influence on preventing these problems. Through its annexation agreement, the City may consider including area specific requirements including:
 - **Restrict Business Practices** including limitations on the use of plastic bags or hours of operation. Regulation and oversight of the operations of the businesses and other site development may assure the community that the study area performs as well in the fiftieth year as it did in the first, however, no additional funding or capacity to enforce these regulations is guaranteed.
 - **Adoption of Special Service Areas (SSA) or Business District designations** which allow for the collection of fees or sales taxes to fund higher level of public services and maintenance of public facilities, or exceptional police patrols. SSAs are financed by a special service tax applied to an area that receives the benefit of specific “special services” provided by the municipality. Pursuant to the Illinois Property Tax Code, “special services” include “all

forms of services pertaining to the government and affairs of the municipality or county” so SSAs can be used for a wide range of services that benefit a portion of a municipality that is less than the whole. This is an additional property tax on the area, and applies uniformly against the assessed value within the district, regardless of use. Business Districts are typically used as a redevelopment tool but can be applied to any area designated as a Business District under the statute. In lieu of a property tax overlay as in an SSA, the Business District can impose an additional sales tax which can be used to provide a higher standard of public improvements. SSA’s may allow a greater range of public services and public improvements, but will require the approval of 51% of electors and 51% of property owners within the designated area (thus being more likely to be imposed in advance of development).

- **Require the submission of Pattern Books or Tenant Criteria** which set standards of quality imposed on builders and tenants for design and operation of buildings and sites which exceed what may otherwise be imposed by the City. Often the “developer” of a project is not the actual builder or end user. Through the adoption of a pattern book, both the developer and the City can be assured that future builders within the study area will remain consistent with the vision and design anticipated for that specific development at the time of annexation.

A Balanced Mix of Uses

The Land Use Strategy component of this plan expresses the value, basis and logic of establishing and maintaining a balanced mix of land uses. It should be noted that the balance is not merely one of an appropriate number, size, orientation, cluster and relationship of different forms of residential, commercial and employment uses and the open space, utility, roadways, and institutional uses which support them: that balance is also a matter of sequence and scaling of these uses. By regularly evaluating the relationship of existing and anticipated land use relationships (e.g. number of dwellings to square feet of commercial/retail floor area) the City may identify threats and pose alternatives to correct them.

Controlling Quality of Design

The Design Guidelines component of this plan contains a series of design and quality standards that apply to the study area. Guidelines can be found in Appendix B. These standards are crafted to aid the City in evaluating development proposals for the study area. While the Curtis Road Interchange Area provides a distinctive set of circumstances, the City could assert more control over the contribution of developments beyond the boundaries of the study area by creating an adopted set of guidelines that would control commercial and residential site design standards, building orientation, parking, signage, and pedestrian/vehicular circulation.

The Design Guidelines included with this plan provide recommended standards of quality and design for the study area. However, these and other recommendations contained in this plan are not binding unless they are applied to the planning area via a binding document such as an annexation agreement, zoning ordinance or restrictive covenants. In order to insure that the design guidelines apply to all properties within the study area, the recommendation of this plan is to create a new zoning overlay district that would include these guidelines. The annexation agreement may require the submission and approval of detailed pattern books which clearly depict the range and palette of site design characteristics and architectural features. If a range of architectural styles and models are proposed, the pattern book acts as a guide to assure that the building materials, elements and features used remain internally consistent with those styles.

Fiscal Policies

The fiscal integrity of the municipality and other local government units, e.g. park district and school districts, is directly related to the management of growth and change. To the extent reasonable, new development should occur at a rate consistent with the community's ability to accommodate it physically (with infrastructure) and financially. Demand for services should be balanced with the supply of high quality services, and public costs should be balanced with public revenues. This concept of "concurrency" melds private development to public infrastructure requiring uniform expansion of both. This means that private development is not supposed to be approved unless the public infrastructure to accommodate it is constructed at the same time.

If public infrastructure is inadequate to accommodate a development proposal, new sources of municipal revenue need to be considered, including "fair share" contributions from the real estate development industry, e.g. impact fees, public land dedications, etc. Public infrastructure in the study area is sufficient to accommodate current levels of development. Any new development within the study area will require improvements to existing infrastructure including improvements to Duncan Road and Staley Road, extensions of the sanitary sewer system and the public open space system. These improvements will likely require the participation of private real estate developers.

Zoning, Subdivision, and Other Regulations

The City of Champaign has traditionally relied primarily on zoning, subdivision and other regulations for the management of land use. While such regulations are effective at preventing types of development, they can also be used proactively if they provide some flexibility for beneficial development exceeding minimum or traditional standards. While it is possible to accommodate development within the planning area using Champaign's current Zoning Ordinance, in order to provide the ability to flexibly respond to development proposals the City should consider amendments to the existing Ordinance. These include:

- Regulations requiring the dedication of public lands and/or appropriate cost sharing to ensure adequate public infrastructure (such as roads, parks, sewers, etc.) to serve proposed development.
- Improved performance standards for new development. This would include a zoning overlay district to include the design guidelines in this plan as binding regulations for any new development within the planning area. Overlay zones establish additional or stricter standards and criteria that apply in addition to those of an underlying zoning district. Overlay zoning can be used to protect valuable resources from development pressure or coordinate specific standards over a large area with a variety of underlying zoning districts.
- A new zoning district to accommodate a mix of uses consistent with the objectives of this plan.
- Incorporation of standards, or cross-referencing to other ordinances, dealing with such topics as signage, lighting, handicapped parking, appearance, tree preservation, property maintenance, etc.
- Amendments to parking standards which address both minimum and maximum parking requirements recognizing the potential for maximizing the effective use of parking
- Zoning map amendments.