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## White Street and Springfield Avenue Corridors Analysis

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## Acknowledgements

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## About the Center for Neighborhood Technology

The Center for Neighborhood Technology (CNT) is an award-winning innovations laboratory for urban sustainability. Since 1978, CNT has been working to show urban communities in Chicago and across the country how to develop more sustainably. CNT promotes the better and more efficient use of the undervalued resources and inherent advantages of the built and natural systems that comprise the urban environment.

As a creative think-and-do tank, we research, promote, and implement innovative solutions to improve the economy and the environment; make good use of existing resources and community assets; restore the health of natural systems and increase the wealth and well-being of people—now and in the future. CNT’s unique approach combines cutting edge research and analysis, public policy advocacy, the creation of web-based information tools for transparency and accountability, and the advancement of economic development social ventures to address those problems in innovative ways.

CNT works in four areas: transportation and community development, natural resources, energy and climate. CNT has two affiliates, I-GO™ Car Sharing and CNT Energy.

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## Corridors Study Background

The White Street-Springfield Avenue Corridors Analysis was conducted as part of the multi-phase miPLAN's Transportation Study.



*The purpose of miPLAN is to: Find out what mobility options Champaign, Urbana & Savoy want as a community, both now and in the future, and then craft a plan to bring those options to fruition.*



Fig. 1: Vibrant pedestrian environment on Green Street near campus.

### What is MiPlan?

The Champaign-Urbana Urbanized Area Transportation Study (CUUATS), the transportation entity of the Champaign Regional Planning Commission (CCRPC), completed its Long Range Transportation Plan 2025 in 2005. To implement the non-single occupant vehicle mobility recommendations of the LRTP 2025, a Mobility Implementation Plan (miPLAN) Committee was convened. miPLAN is a multi-phased study to identify ways to expand mobility options that provide residents and visitors with more choices and enhance the livability of the region. MiPlan will expand transportation choices that support a greater diversity of living.

## Mobility Enhanced Development

MED is defined as a compact walkable neighborhood with a wide array of transportation choices for trips of varying distances, including frequent and well-connected transit, biking amenities, and possibly car sharing. MED also includes a diverse housing stock, and a concentration of small retail and service-oriented business that meet day-to-day needs of local residents and serve as a shopping destination for others.

### *miPLAN Phase II - Building on the Phase I MED Report*

The White Street and Springfield Avenue Corridors Study is part of miPLAN Phase II, which will create a workable mobility plan for Champaign, Urbana & Savoy's future. It builds upon the Phase I report *Creating an Affordable Future: Mobility Enhanced Development Opportunities for the Champaign-Urbana Region*, which identified opportunities for mobility enhanced development (MED). The Corridors Study examines the potential to use MED to bolster the role of White Street in Champaign and Springfield Avenue in Urbana as transportation links to the University, and to strengthen the connection between both downtown commercial districts.

The study examines the potential to leverage transit, invest in local economic development, and utilize "place-making" and sustainable development practices to create a transit-centered, walkable mixed commercial and residential district, where residents can meet many of their daily needs in close proximity to their home.

### *Vision for White and Springfield Corridors*

Incorporating input from the miPLAN Phase I public input process, the November 2008 Corridors Study public input meeting, and the Mobility Implementation Plan Committee (MIP-C), a vision for the future development of the corridors was synthesized.

*The White Street and Springfield Avenue corridors will be lively, transit-centered neighborhoods linking downtowns Champaign and Urbana with the University and to each other. Employing a "green" planning approach, the corridors will provide mixed use commercial activities, diverse residential units, robust transit service and a variety of transportation choices, including walking, biking, and car sharing, that support a sustainable lifestyle with less reliance on automobiles.*



## Corridors Study Area



Fig. 2: White Street and Springfield Avenue study areas

### White Street and Springfield Avenue

Both White Street in Champaign and Springfield Avenue in Urbana have been designated as key transportation links between the University and Champaign and Urbana downtowns by both cities. This study examines the potential to leverage existing assets and opportunities to stimulate economic development, and create a lively transit-centered, mixed use corridor where residents can rely less on costly, carbon intensive automobiles. In particular, this study examines strategies to:

- Leverage public transit assets and provide a wide array of transportation choices
- Identify opportunities for economic growth through real estate investment and commercial/retail development
- Improve the connection between land use and transportation planning
- Employ best practices to create a sustainable and affordable lifestyle for residents
- Implement the recommendations of the miPLAN Phase I report (Creating an Affordable Future: Mobility Enhanced Development Opportunities for the Champaign-Urbana Region)

### Background Research

There are a number of planning studies that impact the White Street and Springfield Avenue corridors. The City of Champaign is completing an update of its Comprehensive Plan, *Champaign Tomorrow*, which establishes a policy to direct development to areas that already include urban services. This policy would directly support future infill development in the White Street corridor. The City of Champaign has drafted future land use maps, guiding principles and action items for the plan.

In addition to the Comprehensive Plan update, the City of Champaign hired Business District, Inc. to complete a market analysis of the downtown area. The report, called *Market Demand and Land Use*, recognizes the development opportunities and key challenges to development in the downtown and





Fig. 3: Diagram of Boneyard Creek

adjacent areas including the White Street corridor. Among the challenges are vacant buildings that may increase the cost of development, need for local business retention, necessity to create larger retail base, lack of market data, unproven markets, added cost of land assembly, and need for more residential uses to support current and future retail<sup>2</sup>.

In effect as of January 1st, 2010, the City of Champaign has created a Campus Commercial Overlay District along the nearby Green Street Corridor that incorporates MED design strategies and allows for parking reductions for new development in the district.

Both Champaign and Urbana have also evaluated opportunities for creating and enhancing open space. The most important of these in terms of its scale, financial investment and community support is the Boneyard Creek. In Urbana, the Boneyard Creek Master Plan has identified a number of areas where this small underutilized water body can be enhanced to create open space and support commercial opportunities that would benefit from this valuable asset. While there are sections of the Boneyard Creek targeted for improvement in both Champaign and Urbana, the Urbana sections fall outside of the Springfield corridor and are not included in this report. Alternatively, the White Street corridor is directly impacted by the Boneyard Creek improvement plan, with a large portion of the open space located at White Street and Second Avenue. The transformation of the Boneyard Creek into a regional park in Champaign is under construction and will be completed in December 2010. The adjacent renderings illustrate the entranceway to the park and its location in the corridor.

The *Urbana Comprehensive Plan* also recognizes the importance of preserving the existing character of the Springfield Avenue corridor. All these plans for development should not be viewed as conflicting – as any mixed use development along the corridor can be built at an appropriate scale to fit in with the existing neighborhood characteristics. Directly north of the Springfield Avenue corridor is a designated historic district. There are also two historic buildings along the Springfield Avenue corridor and a number that fall on its outskirts that should be preserved under any development plans.

In Urbana, there have been a number of planning studies that have involved the Springfield Avenue corridor. Starting with the *Urbana Comprehensive Plan*, Springfield Avenue is identified as a key transit link from downtown Urbana to the campus<sup>3</sup>. The plan also designates a portion of the Springfield Avenue corridor as a Campus Mixed-Use development opportunity. The Campus Mixed-Use designation encourages business/office on the ground floor and residential on the upper floors. Developments consisting only of multi-family units are discouraged in these Campus Mixed-Use areas. The *Urbana Downtown Strategic Plan* also supports Mixed-Use developments along Springfield Avenue corridor, and it designates the corridor as a Residential Transition from the downtown to the U of I campus.

<sup>2</sup> Champaign, IL 2006 Downtown Plan. <http://ci.champaign.il.us/departments/planning/planning-documents/>  
<sup>3</sup> Urbana Comprehensive Plan adopted 2005. Chapter 8 Future Land Use Maps, page 78.



Fig. 4: Boneyard Creek site before construction



Fig. 5: Diagram of Boneyard Creek

## Mobility Enhanced Development



Fig. 6: Illinois Terminal Amtrak Station on White Street corridor



Fig. 7: Downtown Urbana just east of Springfield Avenue corridor has mix of retail and encourages walking, bicycling, and transit use, as well as accommodating the automobile.

Mobility Enhanced development (MED) is similar to transit-oriented development, and focuses on the creation of compact, walkable communities centered around high quality transportation alternatives. This type of development presents a place-making opportunity to create mixed commercial and residential neighborhoods where residents can meet everyday needs without complete dependence on a car for mobility and survival. MED is a strategy that would allow Champaign-Urbana to grow its population in a manner that takes advantage of existing assets and resources efficiently.

Key principles of MED include:

- Land use and transportation planning are considered concurrently
- Development is walkable and at a pedestrian scale
- Mixed use development includes residential and commercial opportunities
- Existing recreational opportunities are preserved and new ones planned
- Transportation choices are expanded, and include transit, bicycling and walking



## Transforming the Corridor



*Fig. 8: Before  
On Logan Street at Market looking east*



*Fig. 9: After  
On Logan Street at Market looking east during construction*

Significant improvements have been made along the White Street corridor that support the principles of MED. A project addressing flood control, transportation management and beautification has transformed the western portion of the White Street corridor from Second Street to Market Street. Several homes have been demolished to allow for the creation of the Boneyard Creek public space. The Boneyard Creek offers an opportunity for recreation and access to open space on both sides of White Street. In the process of creating the Boneyard Creek Park, which is designed to manage flood control, the improvements have been extended to:

1. Widening the sidewalks
2. Street reconstruction including the shortened width of Logan Street to make it easier for pedestrians to cross
3. Introduction of a sidewalk on the north side of Logan Street at the viaduct and at First Avenue
4. Decorative street lighting
5. The removal of two railroad bridges
6. Bike lanes on Logan Street
7. Street trees and landscaping

### White Street Existing Transportation Conditions



Fig. 10: White Street existing transportation infrastructure conditions

#### Existing Transportation Related MED Obstacles

The figure above notes a number of obstacles that could deter MED. The positive improvements include a major capital investment transportation project that occurred in conjunction with the Boneyard Creek watershed management project, noted on the previous page.

The obstacles that require attention include the need for curb cut improvements and improved pedestrian crosswalk signs and street lines (particularly at the bus stops where people tend to concentrate). Considering the major investment that this corridor has undergone, these obstacles are relatively small, and a solution for them will promote MED by increasing the importance of pedestrians relative to vehicular traffic.



### Springfield Avenue Existing Transportation Conditions



Fig. 11: Springfield Avenue existing transportation infrastructure conditions

#### Existing Transportation Related MED Obstacles

A number of MED obstacles were noted along the Springfield Avenue corridor. As the map outlines, these include a number of sidewalks that are in poor condition, necessary curb cut improvements (these typically included the markers that signify the end of the sidewalk that have been patched over through time), missing curb cuts at bus stop locations (not ADA required but increases the accessibility of these stops), a segment of missing sidewalk, and the lack of pedestrian crosswalks and street lines to give pedestrians a priority in relation to vehicular traffic.







Fig. 12: Springfield Avenue Lower Density Businesses



Fig. 13: Logan/Water Street reconstruction project

## Opportunities White Street & Springfield Avenue

Under-utilized land, vacant parking lots, and small single use buildings present opportunities for development.

A robust student population, accustomed to walking, biking, and using transit, provides a ready market for the lifestyle served by mobility enhanced development.

Downtown commercial districts of Champaign and Urbana provide destination anchors on each end of the corridor.

Robust transit service linking both downtowns, the Illinois Transit Terminal, and the University provides the foundation for multi-modal choice in an MED corridor.

A strong existing bike culture provides a market for bike improvements and amenities.

Existing TIF districts provide a tool for value capture and subsequent investment in infrastructure.

## The Time is Right - Opportunity for a Green Development Approach

In the last few years, extraordinary interest and demand for sustainable transportation, energy efficiency, and greenhouse gas reduction strategies have evolved to produce a strong demand for green development. Both government and consumers are looking for opportunities to plan, build, and live in sustainable communities.

A confluence of government incentives, market interest, and consumer demand provide an opportunity to embrace the best practices and resulting benefits that accrue from sustainable development. At the nexus of this sustainable planning wave is the recognition that land use and transportation planning are inherently linked, which has been recently recognized at the highest level of government by the EPA, HUD, and the Department of Transportation in their creation of the Partnership for Sustainable Communities. Other sustainable planning approaches that could potentially inform development in the corridors are LEED ND, Transit-Oriented Development (TOD), and the many Greenhouse Gas Emissions plans that have been developed by cities across the U.S.

This study recommends that the opportunity to utilize a green, or sustainable, approach for planning and developing the White-Springfield corridors be embraced. Among other benefits discussed in the recommendations, chief among them are the reduced cost of living, reduction of greenhouse gas emissions, potential increases to property value that will increase city tax revenues, and place-making attributes of a neighborhood built for reduced reliance on automobiles. The employment of sustainable planning practices will position the White-Springfield Corridors as a leader in step with some of the leading national sustainable planning practices below.

**The Partnership for Sustainable Communities** is a collaboration of the Environmental Protection Agency (EPA), the Housing and Urban Development (HUD) and the U.S. Department of Transportation (DOT) to improve access to affordable housing, increase transportation options, and lower transportation costs while protecting the environment. These ambitious goals are a priority for the current administration and have secured a total of \$150 million in the 2010 budget. The funds will be used to improve regional planning efforts through the integration of housing and transportation.

**LEED ND** is a collaboration between the U.S. Green Building Council (USGBC), Congress for New Urbanism and Natural Resources Defense Council<sup>4</sup> and is the first neighborhood based rating and certification system. Based on the principles of smart growth, new urbanism and the green building movement, LEED ND incorporates:

- Smart Location: development that supports non-auto oriented trips
- Neighborhood Pattern & Design: mixed-use walkable communities
- Green Infrastructure and Buildings: building design and construction that produces less waste and reduces energy consumption
- Innovation and Design Process: recognizes local efforts to link innovative strategies that go beyond the current requirements
- Regional Priority: recognizes projects that have a regional impact

To date there are 239 LEED ND registered projects throughout the U.S.<sup>5</sup> Seven of those projects are located in IL, with five located in the Chicago region. One project is located in Duplo (just south of East St. Louis), and the other project is a \$75 million mixed-use development project located in the Uptown Community in Normal, IL.

<sup>4</sup> LEED for Neighborhood Development Registered Pilot Projects and Plans List – updated 3/1/10

**Transit Oriented Development**

Transit Oriented Development (TOD) principles closely resemble those of MED, with the primary difference being that TOD, while it considers other modes of travel, is centered on fixed rail. MED, on the other hand, considers all modes of travel, but it can occur outside of a fixed rail transit station, such as the high frequency bus corridor in Champaign and Urbana.

The demand for TOD is expected to grow. By the year 2030, 16 million households nationally will want to live in communities adjacent to transit<sup>6</sup>. Part of what accounts for this growing demand is a frustration on the part of the public with increasingly long commute times. Champaign and Urbana, with their rich transit system and already walkable neighborhoods, are positioned well to capture this growing demand for TOD.

**Community Climate Change Plans** have been developed by cities across the United States to plan for reduced community-wide greenhouse gas emissions. Nationally, 28% of greenhouse gases are attributable to transportation, second only to energy used in buildings. Central to many greenhouse gas reduction plans is an increased emphasis on transit, reduced reliance on carbon intensive automobiles, and development of more sustainable transportation options such as walking, biking, and car sharing.

<sup>6</sup> Center for Transit Oriented Development. "Promoting and Preserving Diverse Transit-Oriented Neighborhoods", September 2006.

## White Street and Springfield Avenue Assets



Fig. 14: Near White Street: opportunity to strengthen and build on surrounding recent development

### White Street Assets

- Frequent and reliable transit service
- Vacant or underutilized parcels provide land for potential mixed use development
- Connects to bike paths and Boneyard Creek recreational area
- Need for Logan St. underpass improvements will include pedestrian/ bike design amenities, such as sidewalks and bicycle lanes
- High residential density along the corridor
- Proximity to Burnham Project and other higher density housing & retail
- Proximity to Downtown Champaign, University Avenue & Illinois Terminal
- Several TIF districts encompass the White Street corridor and development scenario parcels



Fig. 15: Springfield Avenue: culture for bicycling already exists along the corridors

### Springfield Avenue Assets

- Frequent and reliable transit service
- Springfield corridor connects downtown Urbana's retail, government, and local transit hub to the University and further west to downtown Champaign
- Large parcel in prime location available for development east of Lincoln
- Proximity to residential historic district
- Economic incentives in place (TIF) to stimulate development and public improvements



## Planning Process



Fig. 16: White Street and Springfield Avenue corridors public involvement



Fig. 17: White Street and Springfield Avenue corridors public involvement

A public meeting was held to present the corridors analysis project framework, existing conditions, and issues and opportunities, and solicit input about the vision for the corridors. Through roundtable discussions participants recorded their views on corridor issues and opportunities. These public comments were then compiled and used as a benchmark for moving forward with the corridors analysis. Many attendees expressed a preference for increased pedestrian amenities and retail opportunities through increased mixed use development. Generally, the issues and concerns centered on the importance of having a strong definition of mixed use and what it entails before development commenced.

Despite an aggressive outreach campaign that included newspaper advertisements and a mailing to all of the businesses and housing units along the corridors, the public meeting received a modest turnout. With that said, the people that did attend were very engaged and represented diverse and varied backgrounds, including bicycle enthusiasts, city planning officials, elderly persons, and developers.



## Summary of Public Comments

While participants at the public meeting recognized the differences between the White Street and Springfield Avenue corridors, they were encouraged by the prospect of coordinated change along the corridors and wanted to see it take the form of increased mixed use development with pedestrian-oriented amenities.

Examples of desired pedestrian-oriented infrastructure include wider sidewalks, better street lighting, bike lanes & facilities, commitment to preserving and creating new open space, and public transit improvements.

The study recommendations incorporate input received from this corridors public meeting and miPLAN’s public participation process, to propose a set of green economic development strategies that would help create a vibrant community of economic vitality and mobility enhanced development, with robust transit and pedestrian infrastructure.

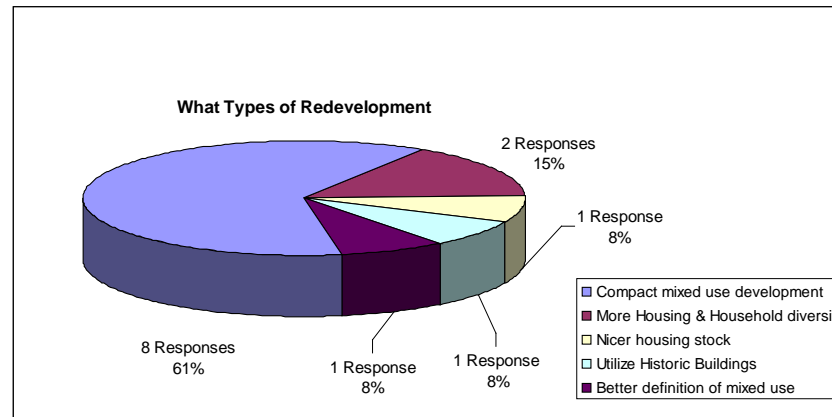


Fig. 18: Public meeting responses to redevelopment along the corridors

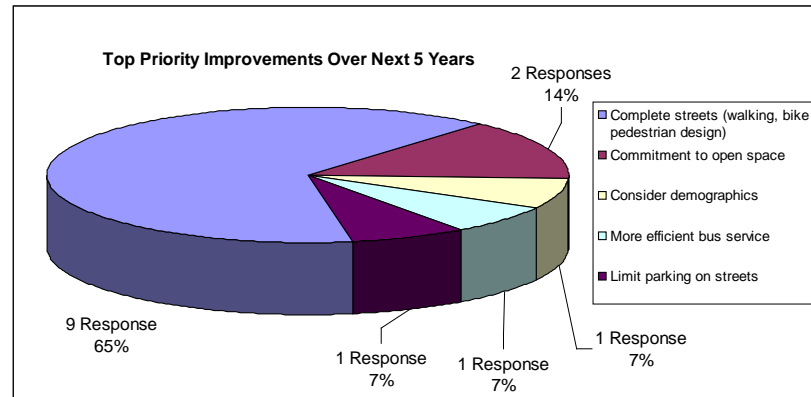


Fig. 19: Public meeting responses to priority improvements along the corridors

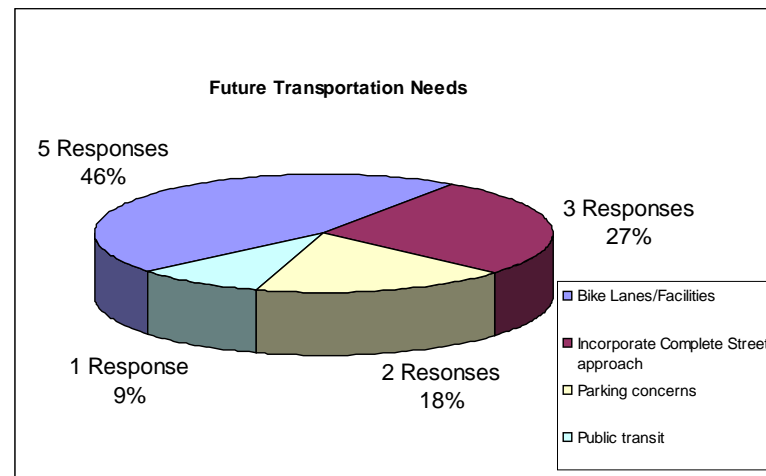


Fig. 20: Public meeting responses to future transportation needs along the corridors

## Enhancing the Connection Between Transportation and Land Use

Transit is the linchpin supporting a wide array of transportation choices that include walking, biking, and car sharing, and provides the foundation for a Mobility Enhanced Development land use strategy. With a diverse selection of mode choices available for trips of varying distances, residents are better equipped to rely less on auto ownership. As the map to the right indicates, the MTD service area covers both Champaign and Urbana, as well as the outskirts of both cities.

By promoting mixed use infill development in the White and Springfield corridors to accommodate future population growth, resulting retail concentrations will allow residents to meet many everyday needs through walking and biking. Trips of greater distances can be accomplished by taking advantage of frequent transit service connecting to the University and both downtowns. For longer trips, or those requiring cargo capacity, car sharing options can be sited in new developments and in public facilities.

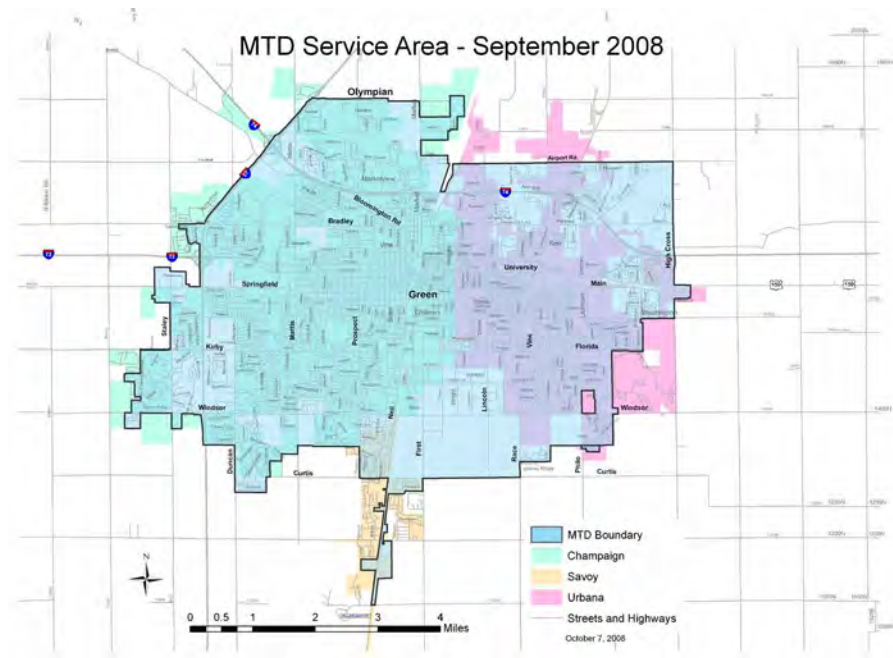


Fig. 21: CUMTD service area

## Recent MTD System Improvements

CUMTD has recently implemented service upgrades that increase frequency and connectivity, and provide a foundation for MED strategies.

Serviced improvements include:

1. The GREENhopper (in service August 2008 – provides 15 minute headways)
2. The “High Frequency” core (operates 10 to 15 minutes intervals)
3. Recently implemented routes are the Teal and Navy
4. Improved service on the Yellow, Gold, Silver, Illini, and Northeast Direct
5. The Bronze (formerly Orchard Downs) has been renamed and has small service changes
6. The Quad, Shuttle East and West, Scamp, Pink and Pace are gone. These routes are replaced with new service that offers less connections and is easier to understand
7. The Orange Hopper was created with frequent service along University Avenue between downtown Champaign at IL Terminal and the Champaign County courthouse in downtown Urbana.

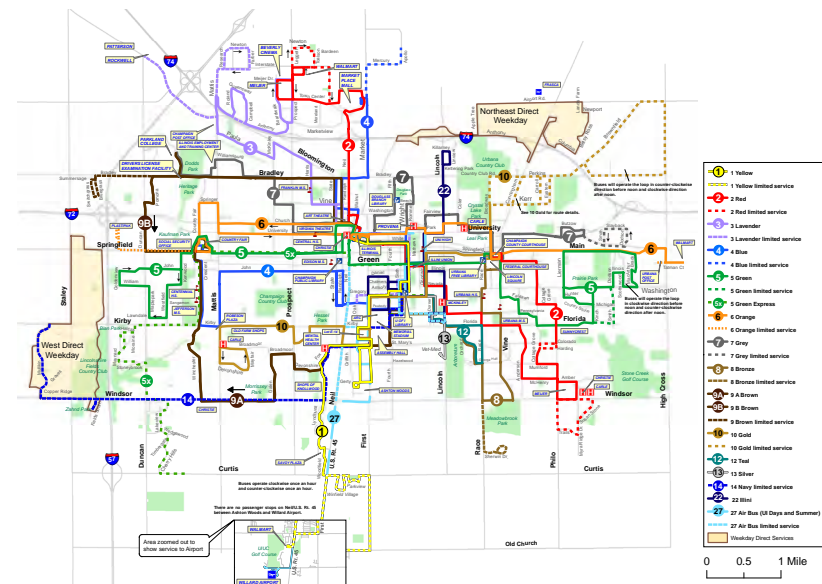


Fig. 22: CUMTD current scheduled bus routes (September 2010)

## The Green Hopper Frequent and Convenient Transit

The GREENhopper was put in service August 2008. With an average wait time of seven minutes, service runs between the campus and downtowns Champaign and Urbana Monday – Friday 8:30 am – midnight, and Saturday evening 7:00 pm – 3:00 am. This type of frequent and convenient service, which stops at many corners along the route, connects a number of retail businesses and entertainment options. This type of service could be replicated on the White and Springfield corridors to provide a real alternative for living a carless lifestyle.

## CUMTD High Frequency Core

The GREENhopper is one element to the “high frequency” core that CUMTD has recently announced. The routes along the high frequency core operate at intervals of 10 to 15 minutes while the University is in session. The high frequency core is centered around the University’s Main Quad and radiates outward. Both downtowns are connected, as well as the University satellite business incubator site, other key sites, and residential neighborhoods.

The GREENhopper promotes the link between transit service and land use under the GO Green Every 15 initiative. Local businesses with the “GO Green Every 15” logo promote the benefits of their location along this high frequency bus corridor. Parking, buying gas, or worrying about a bus schedule are advertised as no longer a concern. Local business partners with the Go Green logo include a mix of retail, government and service oriented establishments, such as the Cold Stone Creamery, and the Urbana Free Library. The land use and zoning evaluation, along with the market study in this report, further evaluate the opportunities to increase the car free mentality promoted by the GREENhopper.

White Street is served by the new Teal Route and Springfield Avenue is served by the Silver Route. There is no direct service between the corridors which would enhance the connectivity between the corridors and both downtowns. However, the concentration of high frequency routes and proximity to the GREENhopper add to corridors’ transit connectivity and access.

*Reference page 42 of report for corridors bus route service levels*

Fig. 23: The Go Green high frequency bus route



Fig. 24: CUMTD high frequency bus service

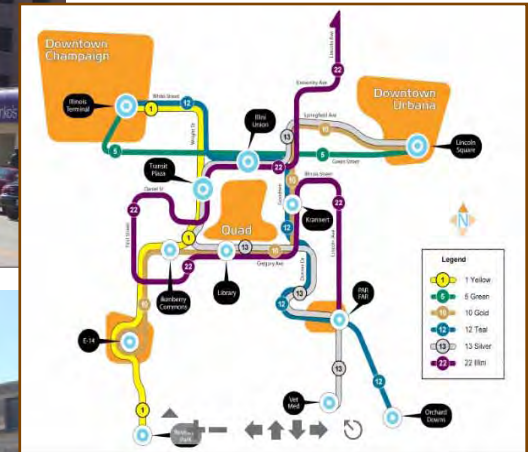


Fig. 26: Map of CUMTD high frequency core

Fig. 25: CUMTD high frequency bus service

## Existing Land Use Conditions

Existing land use conditions in both corridors were investigated to identify opportunities and challenges for implementing Mobility Enhanced Development. Zoning, tax assessor, and comprehensive and other plans were examined, and field work was conducted to collect data on parking, bike amenities, sidewalk conditions, and building types.

## White Street and Springfield Avenue Land Use

<b>White Street Land Use</b>		
Land Use	Acres	Percent of Land Area
Arts, Culture, Recreation	0.0	0%
Commercial	2.9	13%
Education	0.0	0%
Government	0.0	0%
Healthcare	0.1	1%
Industrial/Manufacturing	2.3	11%
Mixed Use	0.7	3%
Parking	3.2	15%
Religious	-	0%
Residential Multi-Family	9.6	44%
Single Family	1.4	6%
Vacant	-	0%
Other	0.4	2%
Boneyard Creek Plans	1.0	5%
<b>Total</b>	<b>21.7</b>	<b>100%</b>

Table 1

<b>Springfield Avenue Land Use</b>		
Land Use	Acres	Percent of Land Area
Arts, Culture, Recreation	1.8	10%
Commercial	0.8	4%
Education	2.1	12%
Government	0.5	3%
Healthcare	0.2	1%
Industrial/Manufacturing	-	0%
Mixed Use	0.1	1%
Parking	0.3	1%
Religious	0.4	2%
Residential Multi-Family	7.4	42%
Single Family	3.1	18%
Vacant	0.6	3%
Other	0.4	2%
<b>Total</b>	<b>17.7</b>	<b>100%</b>

Table 2



## White Street Existing Land Use

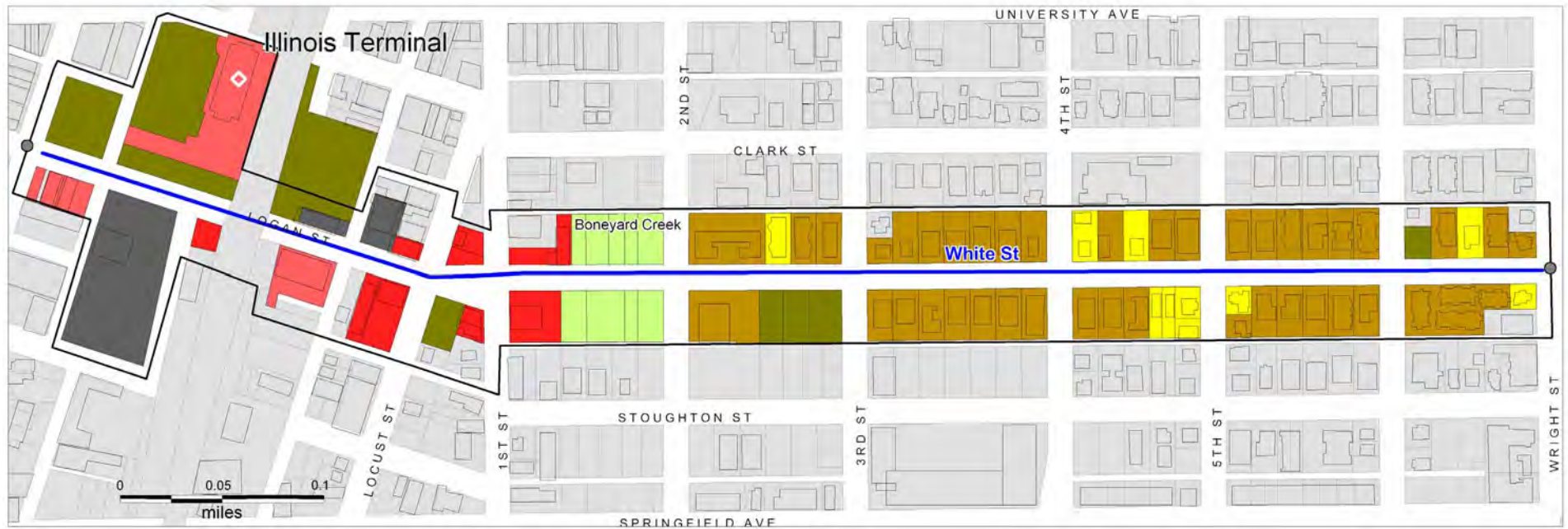


Fig. 27: White Street land use

The White Street Corridor has two distinct stretches. Between First Street and Wright Street it is primarily multi-family residential, and due to its proximity to the University, likely student housing. The portion of the corridor along Logan Street is a mix of manufacturing, commercial, office and residential land uses, and is anchored by the Illinois Terminal Amtrak station.

While there is little commercial activity along the corridor – its proximity to Green Street, University Avenue, downtown Champaign commercial areas, the Boneyard Creek recreation space, and the campus make it attractive for future development.

There are a number of large surface parking lots along that corridor that offer potential for development. These parcels are discussed in the development opportunities section of the report.

### Current Land Use

- Arts, Culture, Recreation
- Commercial
- Mixed Use
- Institutional
- Industrial/Manufacturing
- Residential Multi-Family
- Single Family
- Open Space
- Parking
- Vacant



## Springfield Avenue Land Use

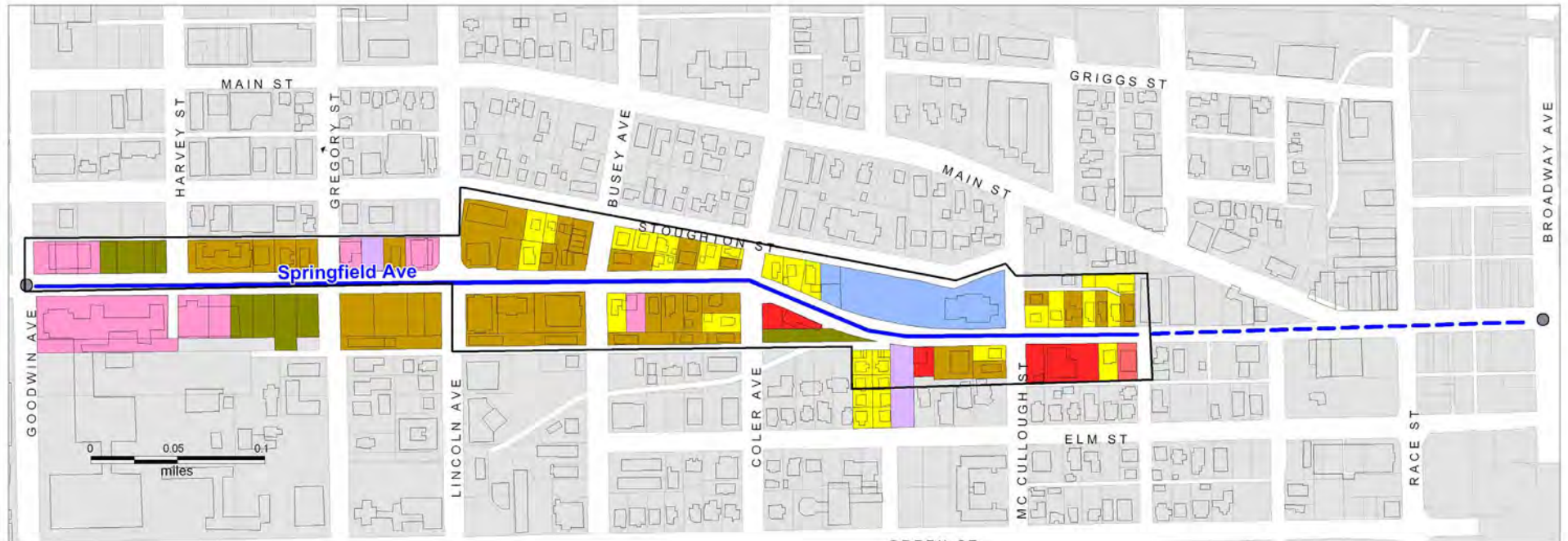


Fig. 28: Springfield Avenue land use

Similar to the White Street corridor, the Springfield Avenue corridor is located between downtown Urbana and the campus. The corridor has a mix of university owned parcels, single family, multi-family and public space for recreation.

Given the mix of single family and multi-family housing, the household densities tend to be lower along Springfield Avenue than White Street.

Although the corridor is built out, there are still a number of redevelopment opportunities present. These opportunities range from vacant lots and surface parking to buildings that could potentially be renovated or redeveloped to incorporate mixed use commercial and residential opportunities.

### Current Land Use

- Arts, Culture, Recreation
- Commercial
- Mixed Use
- Institutional
- Industrial/Manufacturing
- Residential Multi-Family
- Single Family
- Open Space
- Parking
- Vacant

## White Street Zoning



Fig. 29: White Street zoning

The White Street corridor is zoned primarily multi-family medium density (MF2). The western portion of the corridor is zoned for a greater mix of uses, including commercial and industrial. This stretch of the corridor also contains the CB, Central Business zoning district which is the zoning classification the city uses for downtown and campustown. It allows for a higher density and a greater mix of commercial and residential uses.

There are a number of larger surface parking lots located along the corridor that offer ready opportunities for redevelopment. There are also a number of buildings within the corridor that hold opportunities for mixed use redevelopment within the commercial, CBD and industrial zoned parcels. The western section of the corridor has seen some recent redevelopment. However, it is important to note that this area, as an entryway from the west, has traditionally been inhibiting to pedestrians. Prior to the improvements to the Logan Street viaduct, pedestrians had to negotiate sidewalks that did not connect, and cross under a viaduct that was not very welcoming. The recent improvements added a sidewalk on the north side (a sidewalk existed on the south side) and removed obsolete overpasses that contributed to the viaduct being dark and inhospitable.

If the White Street corridor is planned to fully incorporate MED principles, the lower density residential parcels may also be evaluated for potential opportunities to create higher densities and a greater mix of uses, through redevelopment occurring through attrition.

### Zoning Classification

- MF2 - Multifamily Medium Density
- CG - Commercial General
- CBD - Central Business District
- CRE - Conservation, Recreation, Education
- CI/I2 - Commercial or Heavy Industrial



Example of converted warehouse to residential use on White Street



## Springfield Avenue Zoning



Fig. 30: Springfield Avenue zoning

A comparison of land use and zoning in the Springfield Avenue corridor reveals that many of the parcels are underdeveloped. Where the land use is predominantly single use and smaller scale residential, the zoning allows for greater mix of uses and development at higher densities.

B2 Neighborhood Business Arterial is an important zoning designation that allows for a mix of commercial and residential uses. There is a minimum parcel size of 6,000 sq feet that could serve as a potential barrier to redevelopment. But notwithstanding, the business examples that are included in the B2 zoning coincide with MED and LEED ND standards, as they serve the day-to-day needs of neighboring residents. B2 neighborhood business examples include bakery, laundry, meat & fish market, supermarket/grocery, sporting goods, shoe repair and tailor, drug store, florist, video store, bookstore, and hardware.

The B4 “Central Business” zoning exists on the eastern edge of the corridor as it leads into downtown Urbana (not shown on map). This allows for higher density and intensity of uses. Neighborhood mixed use in the corridor study area would offer a logical extension of the higher densities found in downtown Urbana.

Zoning Classification	
	R2 - Single Family Residential
	R4 - Medium Density Multi-Family Residential
	R5 - Medium High Density Multi-Family Residential
	MOR - Mixed Office Residential
	B2 - Neighborhood Business - Arterial
	B3U - General Business - University
	CRE - Conservation, Recreation, Education



Fig. 31: Example of retail on Springfield Avenue



## White Street & Springfield Avenue Bicycle Amenities

Given the MED focus of this study and the importance of providing alternative transportation options to cars, the availability of bike parking was recorded. 30% of the lots on White Street, and 25% on Springfield Avenue, had available bike parking. Bicyclists and bicycle parking facilities can be observed throughout the two corridors.

The bike parking ranges from more formalized facilities like at the Illinois Terminal, to bike racks at residential housing units.

The extent of bike parking already in places affirms the proposal to incorporate pedestrian and bicycle amenities into existing buildings and future developments. This observation is furthered given the demand for bicycle racks that were filled to capacity and the number of bicycles that were chained to trees and street signs during the field survey work.



Fig. 32: Bicycle rack along Springfield Avenue at capacity



Fig. 33: Bicycles were observed chained to trees when bicycle racks were not available



Fig. 34: Shared uses between buses, automobiles, bicyclists and pedestrians

### White Street Housing Unit & Parking Densities



Fig. 35: White Street reference map for housing and parking densities listed in the table

The residential densities per block on White Street range from 7.3 to 83.9 units per acre. Due to the proximity of campus, many of these residential units likely serve students.

The parking availability ranges from .7 to 1.2 spaces per housing unit per block, which is low compared to the cities of Champaign and Urbana as a whole, which have an average of 1.5 and 1.3 parking spaces per unit, respectively (field survey conducted by Brian Sheehan and CNT).

The higher residential densities and lower parking rates indicate that MED is already occurring along the White Street corridor. The close proximity to downtown Champaign, the Green Street retail corridor, and the University make this an attractive area for students to live. These same qualities will also help attract future development within the corridor.

White Street Housing Unit & Parking Densities				
Block	Units	Parking	Units/Acre	Parking/Unit
0-99 E-S	4	9	7.3	2.3
100 E-N	0	0	-	-
100 E-S	0	0	0	0
200 E-N	56	49	46.5	0.9
200 E-S	77	93	61.1	1.2
300 E-N	67	55	46.9	0.8
300 E-S	93	57	65.5	0.6
400 E-N	31	36	30.9	1.2
400 E-S	52	37	51.3	0.7
500 E-N	101	64	83.9	0.6
500 E-S	61	48	50.3	0.8
600 E-N	45	38	43.5	0.8
600 E-S	55	44	53.3	0.8

Table 3



## Springfield Avenue Housing Unit &amp; Parking Densities

Fig. 36: Springfield Avenue reference map for housing and parking densities listed in the table

Residential densities are lower along Springfield Avenue, where there is a greater mix of housing, including smaller scale apartment buildings and single family homes. These densities are somewhat of an extension of the historic neighborhood just to the north of the corridor that is primarily single family.

The parking availability along Springfield Avenue tends to be higher than the White Street corridor, with a high of 3.3 parking spaces per unit. However, the low end of the parking availability indicates that there is still a culture for MED, at .9 parking spaces available per unit.

Similar to the White Street corridor, one of the assets of the Springfield Avenue corridor is its walkable proximity to downtown Urbana and the University.

<b>Springfield Avenue Housing Unit &amp; Parking Densities</b>				
Block	Units	Parking	Units/Acre	Parking/Unit
100 W-N	44	52	48.7	1.2
900 W-N	8	7	25.9	0.9
900 W-S	97	102	74.5	1.1
800 W-N	39	65	23.8	1.7
800 W-S	76	70	56.8	0.9
700 W-N	16	30	17.2	1.9
700 W-S	24	35	13.5	1.5
500-600 W-N	3	8	8.2	2.7
500-600 W-S	33	33	29.1	1.0
400 W-N	16	33	14.3	2.1
400 W-S	3	10	9.7	3.3

Table 4



Traffic Counts

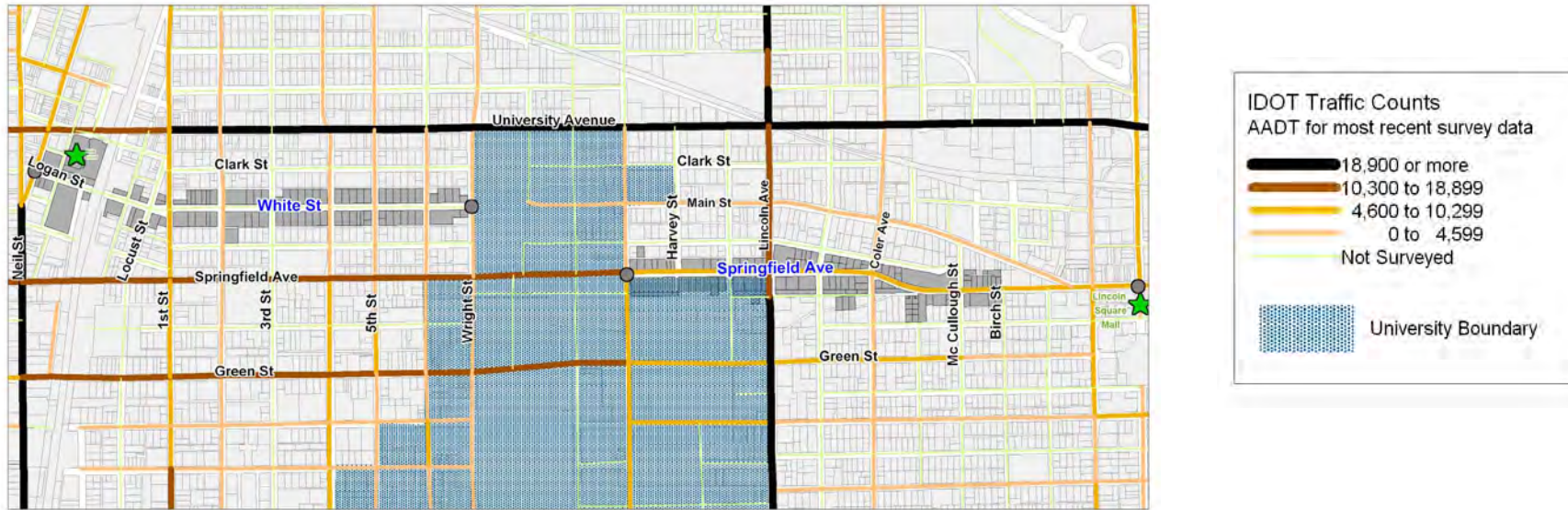


Fig. 37: Illinois Department of Transportation Average Annual Daily Traffic counts. 2006/2007 surveyed data

IDOT traffic counts were collected for the corridors areas, which can provide further insight into the existing and potential auto related commercial base; parking requirements to serve the commercial sector; and potential high traffic areas that could pose a conflict with pedestrian and transit service.

White Street was not surveyed by IDOT, so traffic counts are not available. However, just to the south of White Street, both Springfield Avenue and Green Street were surveyed. These streets have a high traffic volume that ranges between 10,300 to 18,899 Average Annual Daily Traffic (AADT). Lower AADT volumes of 4,600 to 10,299 were observed for the road segments near the Springfield Avenue corridor. The higher traffic volumes near White Street reflect the higher housing densities and greater retail opportunities located in proximity to the corridor.

## Implementing Mobility Enhanced Development

Opportunities for economic development are the cornerstone to implementing a MED strategy for transit-oriented mixed use corridors. Two key investigations were conducted to identify economic development opportunities. One, to provide data to target future commercial development, a market study was conducted to identify gaps in commercial and retail businesses for the immediate corridor study area, as well as radiating areas easily reached by biking and transit. Secondly, in conjunction with MIP-C and planners for both cities, nine potential development parcels and one representative residential parcel on White Street were identified and development scenarios created.

## Market Study

### Market Areas by Likely Transportation Mode

Four market areas have been identified for the White Street and Springfield Avenue corridors. Identified in Figure 38, they are the Economic Impact Area and a ¼, ½ and 1 mile catchment. The market analysis uses these geographies to examine the existing retail opportunities. Using the LEAM model growth scenarios, potential growth retail opportunities that would occur with increased population and residential density are identified.

The Economic Impact Area is the walkable market area, which expands to catchment areas that can be more easily accessed by auto, transit or bicycles. Existing and potential businesses will likely draw from the one mile market area and potentially beyond to create a sufficient customer base. The distance a business must draw from to capture a large enough customer base depends on the population density where it is located and the type of business.

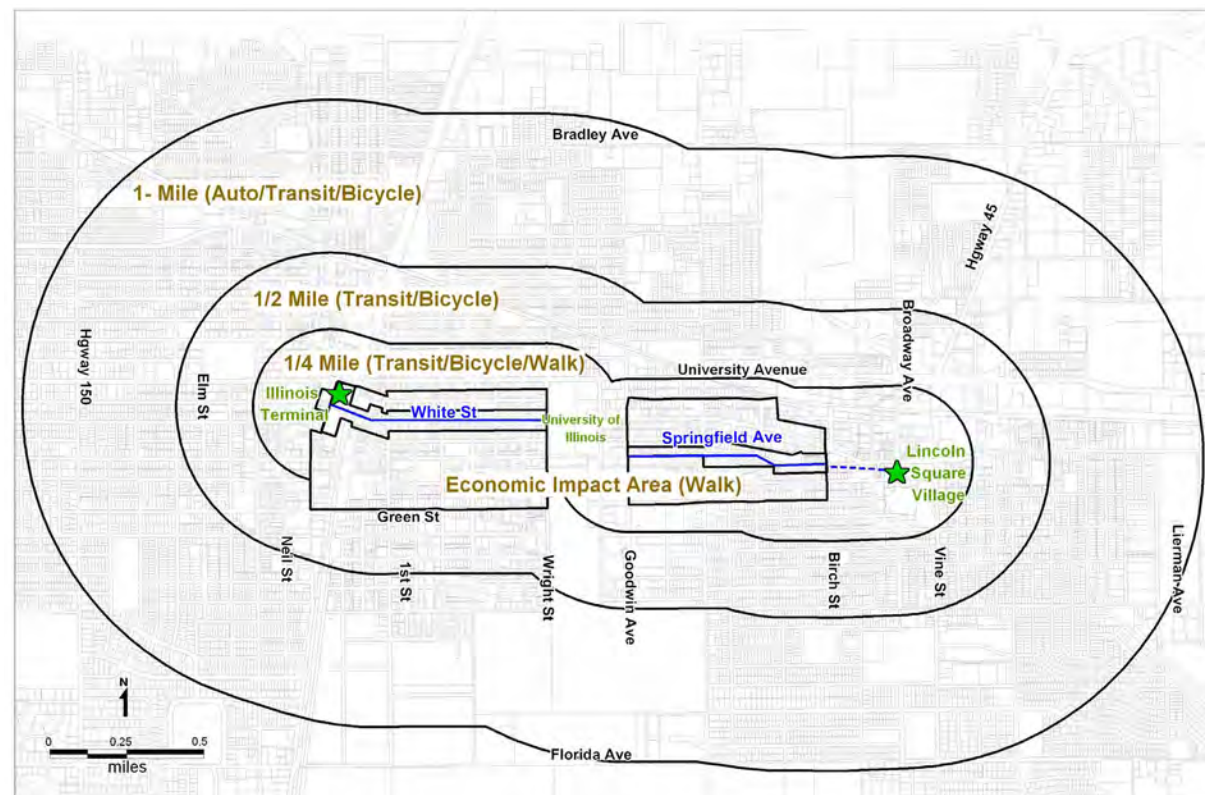


Fig. 38: White Street and Springfield Avenue market areas

### Corridors Market Demographics and Characteristics

The Economic Impact Area consists primarily of residents between the ages of 20 and 29, most likely students, given the proximity to campus. This is true for both the White Street and Springfield Avenue areas. However, as the chart to the right and the population figures cited below indicate, the population density of the White Street Economic Impact Area is much higher than the Springfield Avenue. This is reflected in the aggregate income, as White Street has more than double the buying power.

Households in the corridors are primarily renters, with the proportion of owner-occupied units increasing in the larger market catchment areas. While existing business likely draw many customers from the immediate vicinity of the Economic Impact Area, they likely rely on the higher aggregate incomes in the expanded catchment areas to capture their necessary customer base.

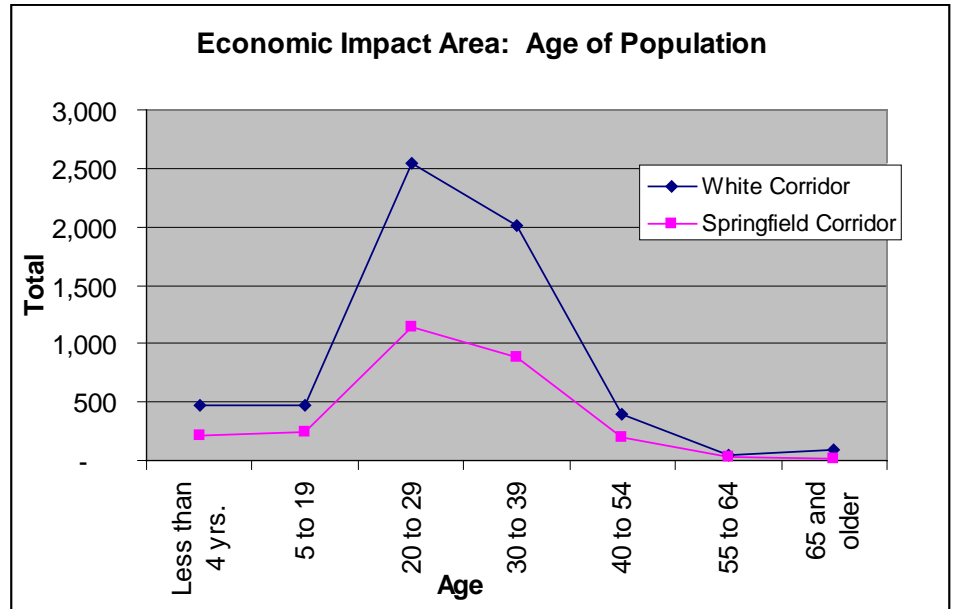


Fig. 39: Population age cohorts within Economic Impacts Areas

Reference Figure 38 for areas	Population	Occupied Housing Units	Owner Occupied	Renter Occupied	Aggregate Income	Average Income
Springfield Economic Impact Area	2,731	1,144	54	1,091	\$22,706,813	\$17,978
White Economic Impact Area	6,005	2,826	19	2,807	\$46,013,790	\$15,280
.25 mile	12,287	5,454	242	5,212	\$103,758,542	\$17,834
.5 mile	25,750	10,389	1,218	9,171	\$228,398,182	\$21,241
1 mile	51,225	19,864	4,939	14,925	\$561,620,333	\$28,083

Table 5: Geolytics Census Estimates, 2007



## Estimating Market Opportunity

To measure the existing market opportunity, as well as future potential opportunity under the 2035 LEAM growth scenarios, a projected retail gap analysis was conducted using Claritas market site reports. The analysis calculates the demand for specific types of retail and compares that demand to the supply.

When demand, or buying power, is greater than the supply of a given business type, the opportunity, or gap, for that type of retail is reported. If the demand is lower than the supply, there is not an opportunity, as the market has a surplus of that type of business.

Market opportunity was calculated for both the existing population of each market area, and for the population growth projected in the four LEAM scenarios.

Buying power is important when considering the market strength and the potential impact of the LEAM development scenarios. The MED development scenarios recognize mixed infill development as a priority, which results in a critical mass of collective buying power that can support retail and commercial expansion in the corridors.

For example, 10,000 people with an average annual income of \$20,000 will have a spending power of \$200 million, four times the spending power of 1,000 people with an average income of \$50,000. Therefore, densely populated areas can have tremendous potential in the eyes of investors.

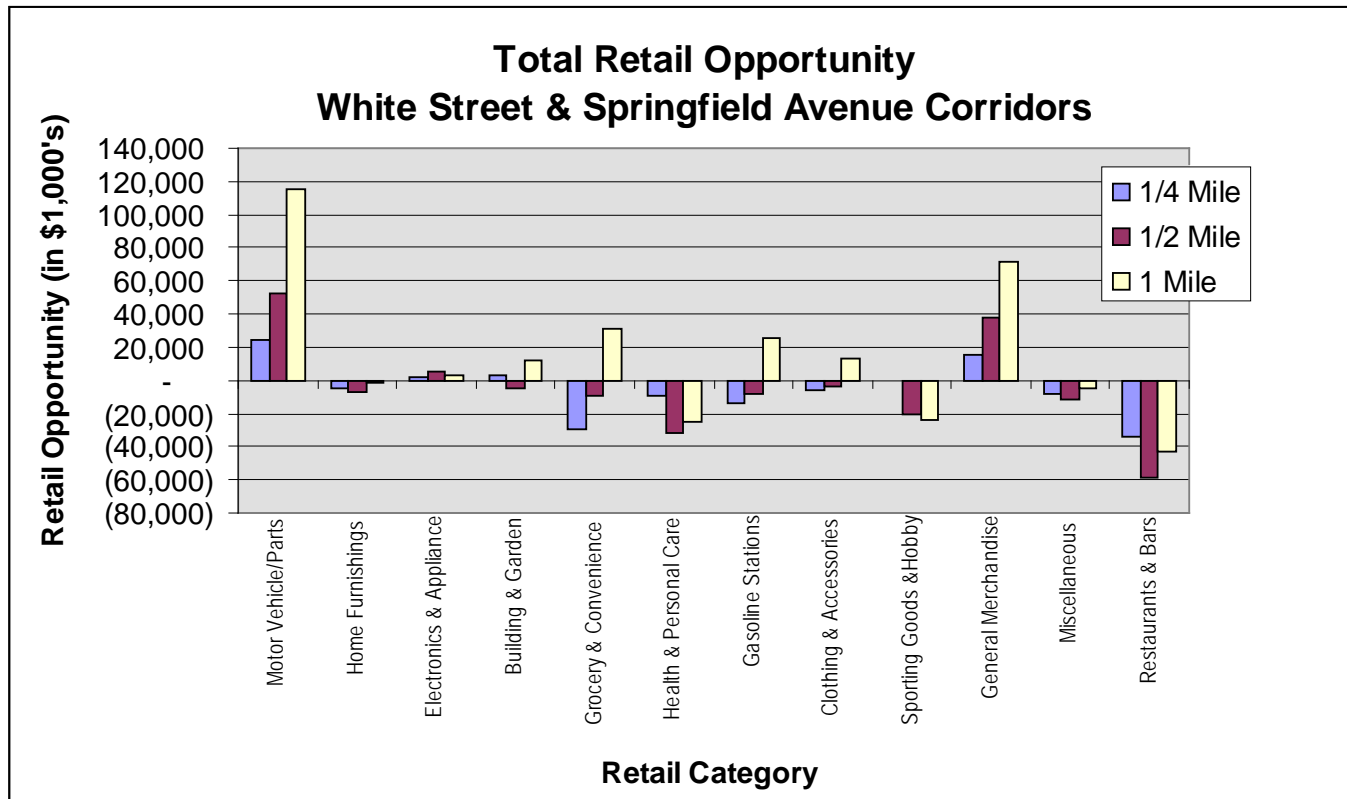
*It is important to recognize that since the market areas are centered on the university, students may have more disposable buying power than others in their income cohort, which may not be fully captured in this analysis.*

$$\text{Demand (Buying Power)} - \text{Supply (Retail Sales)} = \text{Opportunity (Gap/Surplus)}$$

Fig. 40: Retail gap analysis method

### Existing Retail Opportunity

According to the 2009 Claritas retail market site report, most retail categories in the ¼ and ½ mile market areas are saturated, but there are some opportunities for grocery, clothing, and general merchandise in the 1 mile market catchment area. Given that the data showed more demand one year ago, it is likely that some of this saturation is due to the current economic downturn. However, since Claritas data is based on typical household spending as related to income, the market for these services may be underestimated given that lower student incomes of this community do not conform to spending patterns and disposable income of this income cohort. Additionally, student visitors from outside the market area generate substantial buying power that flows through these market areas on a regular basis.



Positive Numbers = Demand or Need for Retail  
*Demand Outweighs Supply*

Negative Numbers = Market Demand is Met  
*Supply Outweighs Demand*

Fig. 41: Existing retail opportunity within the corridors' market areas

Note: It is not expected that the market for gas stations and motor vehicles and parts will be pursued given this is a MED area.

## LEAM Model Growth Scenarios

The population density that will occur with the implementation of MED will support potentially greater concentration of retail and services. To estimate the future market potential, a retail gap analysis was conducted for four population growth scenarios in these market areas provided by LEAM (Land Use Evolution and Impact Assessment Model).

LEAM is a planning tool used to model future land use change and growth in Champaign County as part of the miPLAN Phase II process. Four potential growth scenarios were developed to examine the impact of business as usual versus an infill (MED) development strategy.

### Reference Scenario

This reference or “business-as-usual” scenario represents potential future development patterns in the county by the year 2035, using LEAM economic and demographic projections, should current development trends continue.

### Reference 250k Scenario

This high-growth scenario represents potential future development patterns in the county by the year 2035, with a target Champaign Urbana urbanized area population of 250,000, should current trends continue.

### MED Scenario

Mobility Enhanced Development (MED) scenarios project potential higher density growth within MED target areas in the region. This MED scenario represents LEAM economic and demographic projections for the county by the year 2035. In contrast to the reference scenarios, which assume a continuation of current growth trends, this MED scenario assumes a final population increase of 20% within MED zones.

### MED 250k Scenario

Mobility Enhanced Development (MED) scenarios project potential higher-density growth within target areas in the region. This MED scenario represents high growth, using a target population for the Champaign Urbana urbanized area of 250,000 by the year 2035. Unlike the reference scenarios, which assume a continuation of current growth trends, this MED scenario assumes a final population increase of 40% within MED zones.

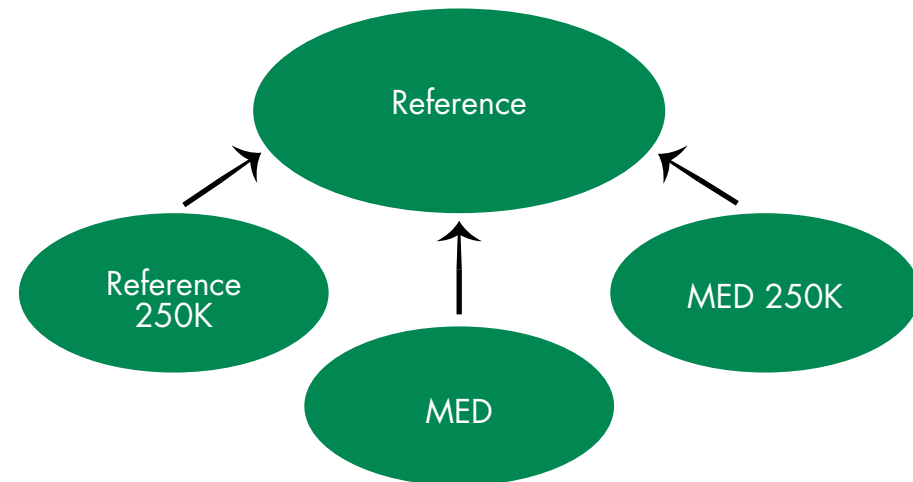


Fig. 42: Diagram of LEAM model growth scenarios



## Mobility Enhancing Development Areas

The MED area is defined as a compact neighborhood that is walkable (small block size), with a high level of mobility (strong transit connections and grid street network), a concentration of small retail and service oriented business, and a diverse housing stock. These elements coalesce to create a vibrant pedestrian oriented community, where local residents can meet their day-to-day needs and retail provides a shopping destination for others.

Target MED areas were selected in cooperation with the Cities of Urbana and Champaign Planning Departments, and have been identified as opportunities for infill development. MED infill corridor opportunities include the White Street and Springfield Corridors. Many of these MED areas were noted in a previous report for CUMTD; titled: "Creating an Affordable Future Mobility Enhanced Development Opportunities for the Champaign-Urbana Region," and others were added in 2009.

The LEAM MED scenarios gave higher priority to MED areas to support additional development than would occur in a business as usual scenario.

The other MED areas have been targeted as opportunities for a range of development types and sizes. The small infill development areas hold opportunities for smaller scale developments to compliment the existing mix of uses. The medium and large development areas are not built out – as a result they hold opportunities for larger developments that could be built incorporating MED principles. The other two infill development types (corridor and designated Champaign Development Areas) are located along primary corridors. In the case of Champaign, they are development areas that are planned for future growth in the Comprehensive Plan.

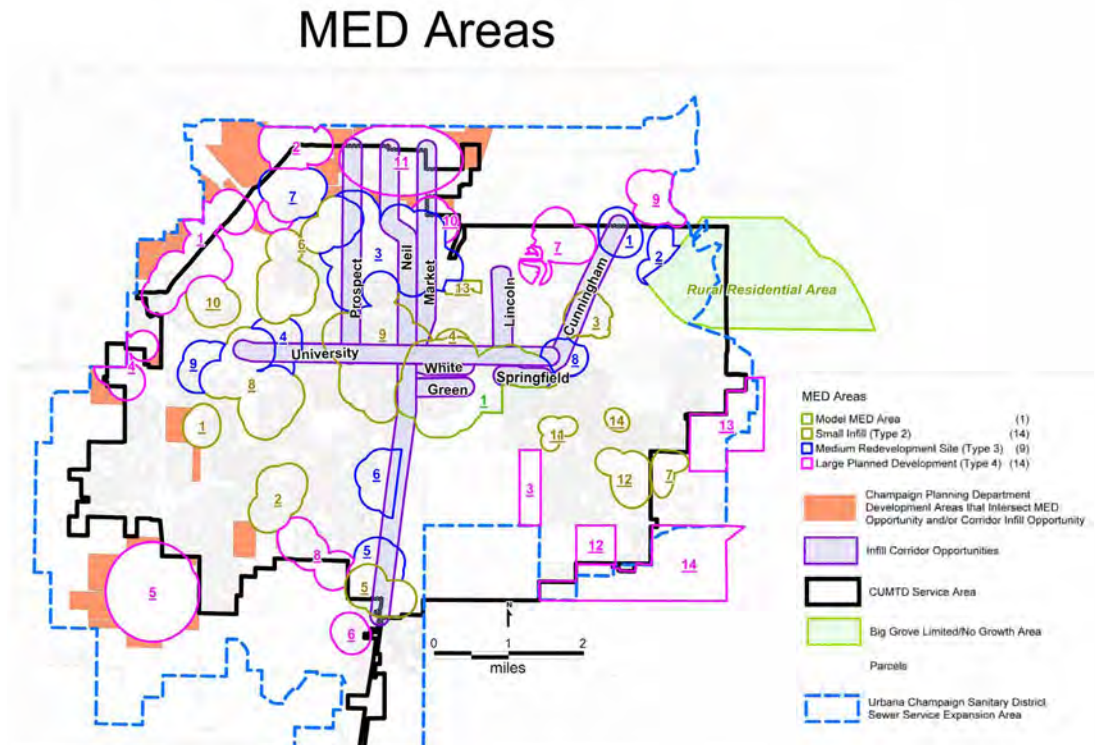


Fig. 43: Champaign-Urbana opportunities for Mobility Enhanced Development

## LEAM Household & Employment Growth Scenarios

The LEAM model looks at the relationship between land use and household and employment growth. The four growth scenarios present very different pictures of what Champaign-Urbana could look like in the future. The Reference and Reference 250k scenarios show very little growth across the different markets areas. For analysis purposes, the MED and MED 250k development scenarios follow the stated assumption that these areas will grow more than others. This is particularly true when the population growth is targeted toward 250,000. In the one mile market area the growth in the MED areas reaches nearly 12,000 households. This is reflected in the household residential densities. The residential densities in the Economic Impact Areas reaches a high of 54 households per acre along White Street. These higher density corridors will help create the necessary market for future business growth to occur at a pedestrian scale.

<b>Projected LEAM Growth Patterns for the Corridors' Market Areas</b>										
	<b>Current</b>		<b>Reference</b>		<b>Reference 250k</b>		<b>MED</b>		<b>MED 250k</b>	
	Households	Employment	Households	Employment	Households	Employment	Households	Employment	Households	Employment
<b>White Street Economic Impact Area</b>	2,506	2,084	-	1,054	-	1,712	256	1,090	1,174	3,169
<b>Springfield Avenue Economic Impact Area</b>	1,390	1,202	-	248	-	1,280	227	864	430	2,369
<b>Quarter Mile</b>	5,530	8,635	-	2,253	-	5,678	707	3,383	2,225	8,902
<b>Half Mile</b>	9,624	18,998	3	4,554	4	11,963	1,603	5,469	4,958	13,284
<b>One Mile</b>	18,523	33,606	29	9,558	33	24,925	3,887	8,986	11,899	20,530

Table 6: LEAM modeled growth patterns

## Existing versus Potential Aggregate Retail Opportunity

When looked at from a citywide level the four LEAM development scenarios have different impacts in terms of future development. Only 15% and 8% of the household growth is projected to occur in the current city boundaries of Champaign and Urbana for the Reference scenarios. Any new development that would occur on the fringe would require annexation to receive city services, such as sewer. Whereas, 50% of the new growth in the MED scenarios will occur in Champaign and Urbana. These very different growth patterns have enormous implications ranging from the loss of agricultural land to creating a concentration of wealth that can support commercial activity.

After having established the retail opportunity for the current conditions, the LEAM development scenario results were evaluated in terms of their impact for increasing the retail opportunities for the White Street and Springfield Avenue market areas of ¼, ½ and 1 mile.

The Reference and Reference 250k scenarios show no growth in retail opportunity, as a result of population growth occurring outside the corridors and other MED areas. The MED scenario shows slightly more opportunity, particularly at the half and one mile markets, as population increases modestly in the corridors in this scenario. The MED 250k scenario, which has the highest projected number of infill housing units, present more retail opportunity, with an increased aggregate buying power in the 1 mile catchment area of more than 60%.

Based on the LEAM population projections in the corridors, commercial development will need to rely on one mile market area and perhaps beyond. This is in line with destination and place-making role of MED that will attract a customer base from outside the corridors to supplement the residential market. Good transit and pedestrian scale development will help assure these expanded markets are not served by autos alone.

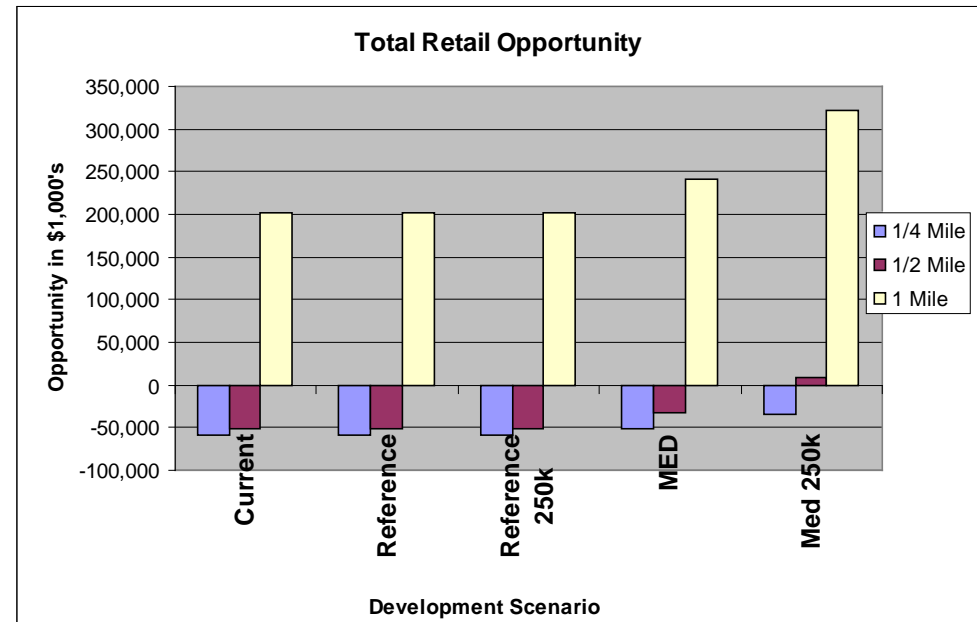


Fig. 44: Total retail opportunities examined across the different growth scenarios

	Reference	Reference 250k	MED	MED 250k
Champaign	1,329	1,951	7,458	23,263
Urbana	1,018	1,401	1,537	3,920
Champaign-Urbana	2,347	3,352	8,995	27,183
%of Total Household Growth in Cities	15%	8%	50%	49%
Concentrated Buying Power in the Cities (\$1,000's)	\$23,657	\$33,784	\$90,666	\$274,005

Table 7: Champaign-Urbana household growth across the different LEAM modeled scenarios



### Existing Businesses and Retail by Market Areas

The White Street and Springfield Avenue corridors have a wide range of commercial diversity. While the White Street walkable market area has a greater number of businesses than the Springfield Avenue walkable area –at the half mile radius both corridors have a strong commercial base. However, the limited number of businesses within the Springfield Avenue walkable market indicates there is an opportunity to utilize the existing zoning to create more neighborhood-based commercial and residential mixed use developments. The White Street corridor walkable area can leverage the existing concentration of businesses to enhance its potential as a destination market.

Restaurants are the most common retail establishments with 119, followed by auto related businesses (52), drinking & eating establishments (43), and cafés (36). Future MED development plans should evaluate the need for so many auto related businesses that may impede the desired pedestrian and biking culture in the corridors.

<b>Business Types by Mutually Exclusive Market Areas</b>					
Business Type	White Street District	Springfield Avenue District	District Boundary 0 - 1/4 Mile	1/4 - 1/2 Mile	1/2 - 1 Mile
Architect/Planner			9	3	12
Construction	3		7	20	30
Culture/Arts			1	1	2
Dentist	1	1	4	4	10
Education	3	1	21	11	36
Finance	3		35	12	50
Government			12	4	16
Insurance	1		17	4	22
Legal		1	52	4	57
Library			1	1	2
Lodging			2	6	8
Manufacturing	1	1	1	5	8
Medical	7	2	55	19	83
Office		3	2	1	6
Professional	2	1	35	9	47
Real Estate	8	5	20	10	43
Religious	1	6	10	17	34
Retail	100	9	172	173	454
Service	31	11	120	89	251
Transportation	1		3	2	6
Wholesale	7		6	4	17

Table 8: Count of general business categories within the corridors' market areas Info USA, 2008.

<b>Retail by Mutually Exclusive Market Areas</b>					
Retail Type	White Street District	Springfield Avenue District	District Boundary 0 - 1/4 Mile	1/4 - 1/2 Mile	1/2 - 1 Mile
Antiques	1		1		2
Auto Related	12	3	16	20	52
Eatery			1	1	2
Bicycles		2		2	4
Bookstore	1		4	2	7
Café	3	2	15	16	36
Cand & Confectionery Stores			1	6	7
Clothing	3		11	3	17
Convenience	2	2	4	9	17
Culture/Arts	1			6	7
Drinking/Eating Establishment	7		24	12	43
Electronics	3	1	2		6
Florist	2		5	1	8
Grocery	5		6	4	15
Hardware	1		1		2
Home	1		10	9	20
Ice Cream	2			5	7
Jewelry			5		5
Liquor/Tobacco	5		3	1	9
Miscellaneous	7		13	10	30
Music	1		9		10
Office Supplies			1	2	3
Pet Store				1	1
Pharmacy	1		2	2	5
Restaurant	36		29	54	119
Shoes			3		3
Sporting Goods	2		2	2	5
Theater			1		1
Toy Store			1		1
Video/Games	3		2	5	10
<b>Total</b>	<b>100</b>	<b>9</b>	<b>172</b>	<b>173</b>	<b>454</b>

Table 9: Count of retail business within the corridors' market areas Info USA, 2008.

## Existing versus Potential 1 Mile Market Area Retail Opportunity

Given the desire to develop a future commercial base that draws from the 1 Mile market areas, an analysis was conducted to compare current retail gaps with the four LEAM scenarios. At this larger geography, detailed retail categories, such as type of clothing establishment, were available and employed in the analysis.

To estimate the potential demand for the LEAM growth scenarios the number of new households in each scenario was multiplied by the average household spending patterns for a household earning the Champaign-Urbana average income, as cited by the Bureau of Labor Statistics 2007 Consumer Expenditure data. The consumer expenditure retail categories were matched as closely as possible to the Claritas retail categories. The estimated new demand was added to the current demand and plotted against the current supply.

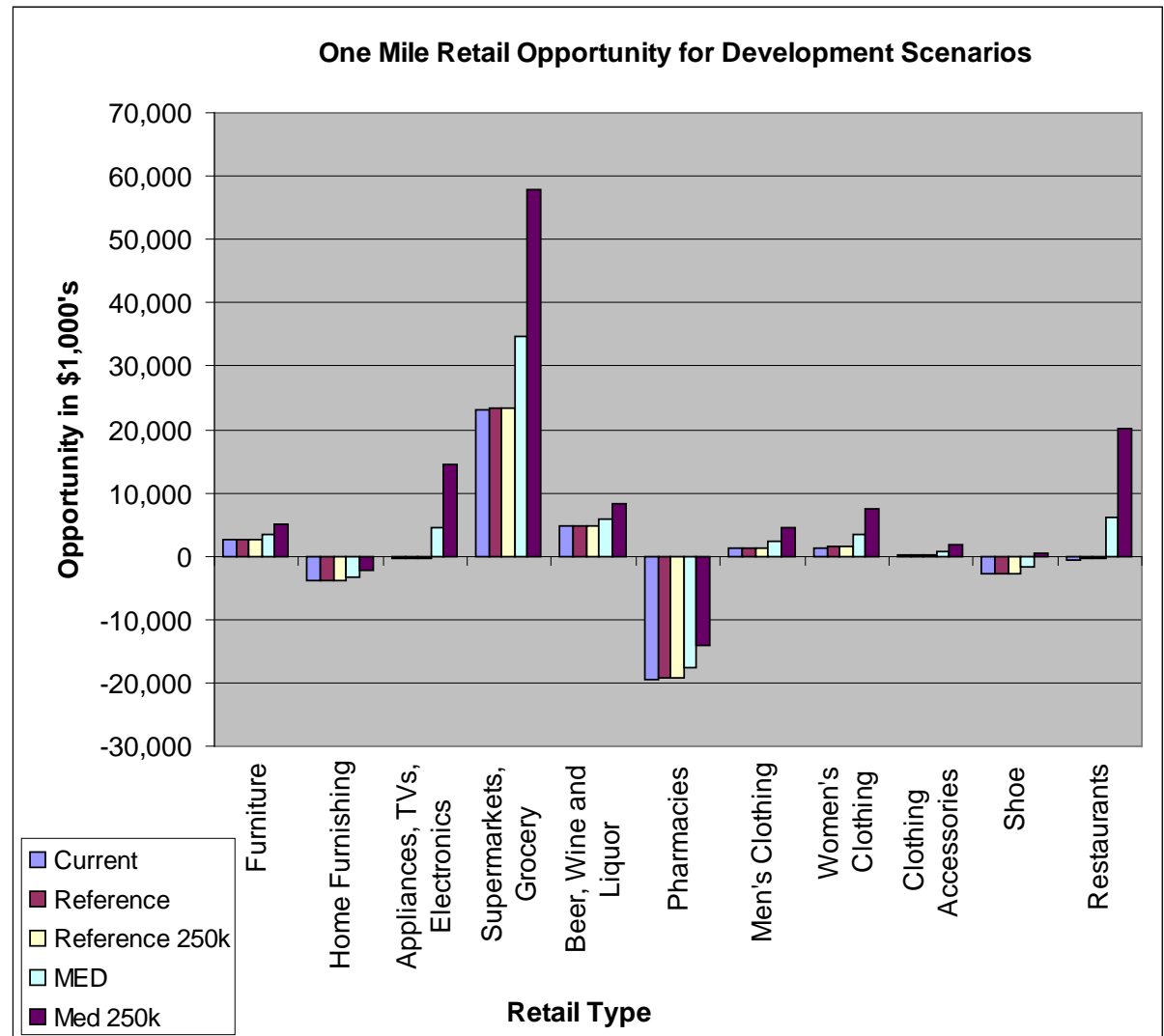


Fig. 45: Specific retail opportunities for the different growth scenarios

## Market Analysis Highlights

The results of the market analysis correspond to an informal study conducted by Brian Sheehan that surveyed students about the types of retail establishments they would like to see around campus. Out of 23 responses, the highest ranking responses included a fine dining establishment (54%), traditional clothing store (37%), and fast food restaurant (34%). Grocery stores were not listed as an option, but 12 of the students wrote the answer in and expressed a desire to see one locate in their community. The survey report also indicated that a movie theater ranked as a popular choice among the students surveyed.<sup>6</sup>

In addition to the above amenities that are discussed in more detail in this market study, the student population expressed a desire for an electronics retail store (20%) and a bicycle shop (15%). There are three bicycle shops and one non-profit bicycle shop with a mission to educate the public on bicycle safety and maintenance within a half mile of the market areas. However, given the MED orientation of the corridors, along with the high student population and the potential growth projected by LEAM, an additional bicycle store near campus could potentially be supported in the future.

### Clothing

There is currently a limited demand for additional clothing stores within the one mile market area. However, the demand for new women and men's clothing stores increases to over 62,200 square feet of additional clothing store retail space under the LEAM 250K MED growth scenario. This demand represents the total across four different clothing store types. Based on median square footage for each store type, this represents a total of 15 new stores within the one mile market area of White Street and Springfield Avenue.<sup>7</sup>

Men's Clothing	5
Women's Clothing	10
Total	15

Table 10: Demand for new clothing stores

This demand could be a reflection of the large student population coupled with current limited supply of clothing stores within the market areas. Given the scale of the projected demand there is an opportunity to create a retail destination where clothing stores are one segment of a larger walkable and vibrant retail sector.

### Restaurant

While the market study indicates there is currently little opportunity for a new restaurant, the results indicate that under the LEAM 250K MED growth scenario the one mile market area could support 68,000 square feet of new restaurant space. Based on average sales per square foot for a full service restaurant, this translates to roughly 16 new restaurants.<sup>8</sup>

These results correspond to the survey conducted of the students that asked what types of amenities they would like to see on campus. Fine dining establishments and fast food restaurants ranked highly, indicating there is a broad need for additional dining places. This may be somewhat indicative of the student population and their more disposable spending patterns.

<sup>6</sup> Student survey conducted by Brian Sheehan, 2008. The percentages are based on a total of 23 respondent answers to the question in the survey.

<sup>7</sup> For a Community Shopping Center there is an estimated sales of \$219.4/sq foot & square feet of 4,000 for a men's clothing store, sales of \$176.25/sq foot and square feet of 4,200 for a women's clothing store, sales of \$236/sq foot and square feet of 3,912 for a children's and infants clothing store and sales of \$255.8/sq foot and square feet of 12,000 for a family clothing store. Urban Land Institute Dollars and Cents

<sup>8</sup> For a Community Shopping Center Restaurant Dollars and Cents reports an estimated sales of \$294.11 per square foot and an estimated store size of 4,180 square feet. Urban Land Institute Dollars and Cents



**Supermarket/Grocery Opportunity**

Currently, there are a number of large supermarkets in Champaign-Urbana, which tend to locate on the outskirts of the cities. There are also a number of smaller grocery stores including Jerry’s IGA, Schnucks Supermarkets, Save-A-Lot, Aldi’s and County Market. The County Market just south of the White Street Corridor helps meet the immediate gap for grocery needs in the 1 mile market area.

It is also important to mention that there are a number of other local grocery stores that are more niche-oriented. These include Strawberry Fields, Inc, AM-KO Oriental Foods and Gifts, The Natural Gourmet, The Common Ground Food Co-op in Lincoln Square, and the World Harvest International and Gourmet Foods. There is also a farmer’s market in downtown Urbana that caters to as many as 15,000 shoppers during peak season. Champaign has also started a farmers market – although it is smaller in scale.

If projected growth under the MED 250k scenario is achieved, the White Street and Springfield Avenue corridors’ market areas could support an estimated three new grocery or convenience stores within the one mile market area. This is based on the Claritas Retail Gap analysis and the average supermarket square feet and sales figures reported by ULI Dollars and Cents.<sup>9</sup> Potential stores could include a full scale supermarket along with a smaller niche oriented grocer, such as Trader Joe’s.

**Movie Theatre**

The aforementioned survey indicates that University students expressed an interest in having a movie theater within walking distance of the campus. The first run movie theaters are currently located on the outskirts of Champaign-Urbana in areas that rely heavily on autos for accessibility. A peripherally located parking lot or parking deck along the corridor could help meet the parking needs of future businesses, including a movie theater, as well as potential residents.

Given the interest found in the survey, and the capacity of a movie theater to generate foot traffic and contribute to place-making efforts, the market for a movie theater was evaluated for current market conditions and the LEAM growth scenarios. In the one-mile market area the analysis indicates there is currently a market for nearly three movie screens. There is little change between the reference and reference 250k scenarios given the limited projected growth in the one mile market area. However, the opportunity within the one mile market area increases slightly under the MED scenario and the demand increases to five movie screens under the MED 250K scenario. The Boardman’s Art Theatre is currently the only theatre within the one mile market area, which specializes in independent films. There is one additional theatre in Champaign with 18 screens and another one in Savoy with 16 screens. Neither of these two movie theatres directly serves the White Street and Springfield Avenue market areas. A movie theatre on the western edge of the White Street Corridor would compliment the Virginia Theatre and the Boardman’s Art Theatre and help to create an entertainment district. The Park District owns and operates the Virginia Theatre and is currently managing its renovation for future live performances. An alternative location for a movie theatre and one that would also help create an entertainment district would be in Urbana in proximity to The Station Theatre playhouse. And, while there is the former Urbana Cinema located in downtown Urbana, it is currently being used as an art gallery and may not have enough square footage to accommodate the multiple screens that are necessary to draw larger crowds.

<b>The Closest Theaters to Champaign-Urbana, IL Within a 35 Mile Radius</b>		
Theater Name	Number of Screens	Distance in Miles
Goodrich Savoy	16	4
Harvest Moon Drive-In	1	25
Kerasotes Danville Village Mall Cinema	8	33
Lorraine	2	33
Princess Theatre	1	31
Twin Cinemas	2	19

Table 11: Existing movie theatres within 35 miles of Champaign-Urbana

<b>Movie Theaters in Champaign</b>		
Theater Name	Number of Screens	Location
Boardman’s Art Theatre	1	Located in Downtown Champaign
GKC Beverly	18	Located north of I-74 on Prospect Ave. (approximately 3 miles for Downtown Champaign)

Table 12: Existing movie theatres in Champaign

<sup>9</sup> For a Neighborhood Supermarket Dollars and Cents reports an estimated sales of \$349 per square foot and an estimated store size of 38,472 square feet. Urban Land Institute Dollars and Cents.

## LEED-ND Neighborhood Business Development

**Food retail**

Supermarket  
Other food store with produce

**Community-Serving retail**

Clothing store or department store selling clothes  
Convenience store  
Farmer's market  
Hardware store  
Pharmacy  
Other retail

**Services**

Bank  
Gym, health club, exercise studio  
Hair care  
Laundry, dry cleaner  
Restaurant, café, diner (excluding establishments with only drive-throughs)

**Civic and Community Facilities**

Adult or senior care (licensed)  
Child care (licensed)  
Community or recreation center  
Cultural arts facility (museum, performing arts)  
Educational facility (including K–12 school, university, adult education center, vocational school, community college)  
Family entertainment venue (theater, sports)  
Government office that serves public on-site  
Place of worship  
Medical clinic or office that treats patients  
Police or fire station  
Post office  
Public library  
Public park  
Social services center

Given the desire to develop walkable transit-oriented corridors, it is worth noting that LEED ND specifies particular types of businesses that contribute to the walkability and sustainability of a neighborhood. These businesses are thought to be ones that residents may visit frequently enough to support their location in a walkable neighborhood.

Developed by the U.S. Green Building Council, LEED (Leadership in Energy & Environmental Design) is an internationally recognized certification system for green building practices. LEED-ND builds off of the LEED individual building practices, and is the first green neighborhood certification system. LEED-ND integrates smart growth and MED principles. Among these principles is a list of business types that are viewed as important pieces for a walkable pedestrian oriented neighborhood.

Many of the business types listed in the LEED-ND standards are already within the corridors market areas. This is an indication of the strength of these neighborhoods to support MED, and the fact that they already have many of the necessary elements for MED in place.

## MED Development Scenarios

A series of MED parcel development scenarios were created to explore the range of potential mixed use developments that could occur to support the robust retail concentration and higher density residential growth of MED. These development scenarios are realistic in regard to potential size and mass – but should only be viewed as *what if* scenarios. They do not take into consideration the development costs or the dynamic changes in the real estate market over the last several years. A full feasibility study would need to be done on a parcel-by-parcel basis to determine the financial viability of any development project. The purpose is not to do the more complex work of the developer, but to illustrate the potential housing unit densities, new commercial development, and property tax revenue.

Working with both the Champaign and Urbana Planning Departments, nine development scenario sites and one representative residential block on White Street were selected for analysis. Eight are located along the White Street Corridor and two were located along, or in close proximity, to the Springfield Avenue Corridor. The development scenarios incorporate a mix of uses including retail, entertainment, recreation, and office as well as residential units, providing opportunities for corridor residents to “live, work and play” within their community.

### Site Selection and General Design Characteristics

The sites represent current opportunities for development that would require a minimal amount of work to assemble the land or raze the existing structures. In most cases the sites are vacant, used as a parking lot, or are otherwise believed to be underutilized in the sense that the type and/or scale of the existing business do not fully take advantage of the size and location of the parcel. The CUMTD owns one of the large parking lots located at Logan and Water. The other sites are privately owned, with five being owned by one owner. In Champaign, the sites are clustered on the western portion of the corridor, along Logan Street between First and Market. The concentration of opportunities will help define and transform the corridor and coordinate with the Boneyard Creek and other infrastructure improvements that are currently underway.

There are two development sites in Urbana. One is located on the eastern portion of the corridor at Springfield Avenue and Main Street. There are currently buildings that occupy this parcel. However, the parcel has a prominent corner location and once held a large mixed use building. The City of Urbana would like to see that parcel developed to a more prominent scale. The other parcel in Urbana is located at North Broadway Avenue and West Water Street. The large parcel is primarily a surface parking lot with the exception of a counseling center located on the northeast portion. The size of the site holds an enormous opportunity to transform the area and define the northern boundary of downtown Urbana.

In all cases where an existing business could be temporarily displaced, the cities should work with these businesses and the developers to identify temporary locations and help negotiate fair rent terms to assure these businesses remain in the community.

The development scenarios were conceived as mixed use opportunities. The sites do not specify what retail opportunities would locate in each of the buildings – rather they should be viewed in coordination with the market study to help identify current and future demand for retail. The scale and size of the buildings are generalized and are presented more as opportunities for increasing residential density.

LEED certification should be explored as an alternative to traditional building design. The Campus Commercial Overlay District - Green Street Corridor currently offers density bonus for LEED certified buildings. These considerations could be carried over to the White Street and Springfield Avenue Corridors. LEED certification works on a point system and buildings can achieve a rating depending on what green elements are included in the design and daily usage of a building.



### Reduced Parking Standards and Car Sharing

A key MED principle at the center of the scenario developments is reduced parking standards. The robust transit connections, pedestrian and bike-friendly environment, and a lively mixed use commercial core of MED allows a reduced reliance on autos that translates into less need for parking. By implementing MED planning principles, corridor residents have the opportunity to reduce their auto ownership to one car per household, or no car.

Expanding car sharing to the corridor would provide the added transportation option that, in some cases, allows residents to forgo vehicle ownership altogether. Car sharing is based on the principle that people might need access to a vehicle, but they do not need a vehicle all of the time. Typically a car sharing user will pay an hourly rate and/or a nominal charge per mile of travel. Given the costs associated with purchasing and maintaining a vehicle, car share offers a real alternative to helping reduce household monthly transportation costs. PhillyCarShare, a Philadelphia-based non profit car sharing provider, estimates that for each car in service it has removed 15 personal vehicles from the road.<sup>10</sup> Car sharing can also help reduce the development costs of a project given the high cost associated with parking construction, which transportation planner Todd Littman estimates to be \$5,000 per space for an urban surface parking lot, \$18,000 per space for an urban 3-level structure, and \$25,000 per space for an urban underground parking garage.<sup>11</sup> In 2009 Champaign, Urbana, the University, and the CU-MTD jointly initiated a contract with Zipcar to provide car sharing in this area. The system currently has 12 car share vehicles, and has been proven successful, particularly on the campus. Efforts should be made to expand the car share system where demand allows.

In the development scenarios, a residential parking standard of one space per unit is used. An additional 20% reduction in the number of spaces was also allotted given a development's proximity to transit. A further reduction of three parking spaces per on-site car sharing vehicle was made for allotments of up to one car sharing vehicle per 60 units.

Commercial and office parking demand is based on 3 spaces/1,000 square feet of use. Commercial parking needs are allocated across garages, surface parking lots, and on-street short term meters. These standards are consistent with higher density neighborhoods that incorporate MED principles. Sample local ordinances for maximum parking requirements can be found in the Appendix on page 74.

### Development Scenarios

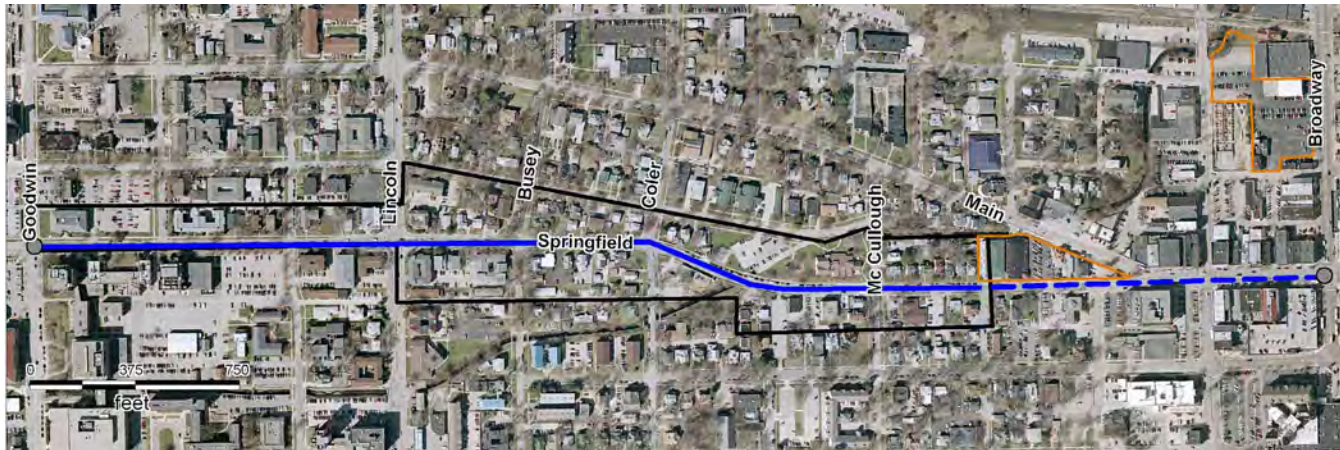
The development scenarios range in size from 10 units (2 stories) to 133 units (8 stories). Combined, the nine developments scenarios span 14 acres and total 720 residential units, over 172,000 square feet of commercial space, and over 23,000 square feet of office space. The residential density of the development scenarios ranges from 31 to 129 units per acre, with seven of the nine scenarios having densities below 84 units per acre, the highest density found in the corridors (on White Street). The combined average of the nine scenarios is 51.4 units per acre. This is consistent with the current parcel level densities found within the two corridors. The densities on White Street currently range from 7.3 to 83.9 units per acre and the current densities on Springfield Avenue range from 8.2 to 74.5.

If population growth occurred consistent with the LEAM MED 250k growth scenario, it would provide an additional benefit of concentrated wealth that could support new retail and bolster sales tax revenue. These new developments would also provide additional real estate tax revenue for the cities of Champaign and Urbana. The development scenarios presented in this study are estimated to generate an increase \$3.6 million dollars in real estate taxes annually, based on current tax rates. Based on actual sales for the One Main mixed use development in Champaign, the projected market value and corresponding tax revenue for residential (condo sales) is \$180/sq foot, \$100/sq. foot for commercial (ground floor), and \$90/sq. foot for office and/or second floor or above commercial. These figures are current as of March 25, 2009.<sup>12</sup>

<sup>10</sup> *The Economic and Environmental Impact of PhillyCarShare in the Philadelphia Region.*

<sup>11</sup> *Victoria Transport Policy Institute. Parking demand strategies based on 2007 dollars.*

<sup>12</sup> *Please see Appendix page 72 for a complete list of the development scenario assumptions.*



Figs. 46 and 47: Development scenario sites



Fig. 48: Example of Mixed Use Development in Champaign

**Development Scenario Impact**

	Total Development Acres	Potential Real Estate Tax Revenue	Commercial Square Feet	Residential Square Feet	Office Square Feet	1 Bedroom Units	2 Bedroom Units	Total Residential Units	Residential Unit Density
White-Springfield	14	\$3,630,976	172,718	733,800	23,342	372	348	720	51.4

Table 13: Summary of development scenarios

## Current Average Real Estate Market Value White Street & Springfield Avenue

The average real estate values along White Street and Springfield Avenue are strong compared to the ¼, ½ and 1 mile market areas, and are in line with the county averages.

These market values across the different land uses indicate a stable housing base and a viable commercial market. The mix of housing types from single family to multi-family buildings demonstrates that these uses already coexist in corridors.

Average commercial values are lower in comparison to the ¼, ½ and 1 mile market areas, indicating that the commercial activity around White Street and Springfield Avenue may be smaller in scale, and have lower land values, than the higher commercial properties in the Champaign and Urbana downtowns, where there are a number of new mixed use commercial developments.

<b>Market Value Estimates for Study Area</b>						
Land Use	White Street Economic Area	Springfield Ave Economic Area	Quarter Mile	Half Mile	1 mile	County Average Value
Single Family	\$76,715	\$88,839	\$81,009	\$60,842	\$63,041	\$83,384
Duplex	\$117,013	\$113,781	\$116,210	\$108,093	\$97,274	\$107,911
3-7 Dwelling Units	\$99,653	\$231,704	\$162,362	\$131,287	\$136,424	\$156,206
8 or more Dwelling Units	\$855,277	\$797,805	\$627,329	\$769,092	\$1,072,747	\$964,287
Condominiums						\$126,596
Commercial	\$216,888	\$187,890	\$365,187	\$444,167	\$205,726	\$436,918
Hotels & Motels			\$332,408	\$437,265	\$248,130	\$1,589,325
Industrial	\$189,450		\$631,950	\$205,668	\$731,066	\$1,185,106

Table 14: Market value estimates. Based on Champaign County Assessor data, 2006.



## Level of Transit Service and Residential Densities

Residential density and transit level of service have a strong relationship. Assuming the ¼ mile catchment area is the walkable area for buses, the LEAM analysis calculates there are currently 15.2 households per residential acre, which could support bus services of up to 120 buses per day.<sup>13</sup>

The table below provides bus service totals for the routes serving White Street and Springfield Avenue. The area around the University falls within the CUMTD “high frequency core”, and therefore has a concentration of transit service. This transit service then travels beyond this area to serve other parts of Champaign and Urbana. Springfield Avenue’s 125 trips per day are supported by current densities, and with 188 transit trips per day, White Street is providing even more frequent services

<b>White Street and Springfield Avenue Bus Service</b>		
	Bus Route	Average Weekday Trips (1-way)
White Street Corridor Bus Service	Brown	29
	Yellow/Yellow Hopper	60
	Teal	70
	Red	29
	<b>Total</b>	<b>188</b>
Springfield Avenue Corridor Bus Service	Gold/Gold Hopper	57
	Silver	68
	<b>Total</b>	<b>125</b>

Table 15: Corridors bus services

According to the LEAM projections below, the ¼ mile catchment area could grow to a residential density of up to 21 households per acre in the MED 250K scenario, necessitating an increase in bus service.

<b>LEAM Projections for Residential Density (HU/Acre) in Market Areas</b>					
	Current (2005)	Reference	Reference 250k	MED	MED 250k
White Street Economic Impact Area	37.2	37.2	37.2	41	54.6
Springfield Avenue Economic Impact Area	19.9	19.9	19.9	23.1	26
Quarter Mile	15.2	15.2	15.2	17.2	21.4
Half Mile	9.6	9.6	9.6	11.1	14.5
One Mile	6.4	6.4	6.4	7.7	10.5
Champaign-Urbana	4.2	3.9	3.9	4.7	6.2

Table 16: Household growth and density across the growth scenarios

Note: The scenario figures include the current household counts.

13 Boris Pushkarev and Jeffrey Zupan “Where Transit Works: Urban Densities for Public Transportation”, in *Urban Transportation: Perspectives and Prospects*, ed. by H. S. Levinson and R. A. Weant, Eno Foundation, 1982

### Transit Connectivity Index

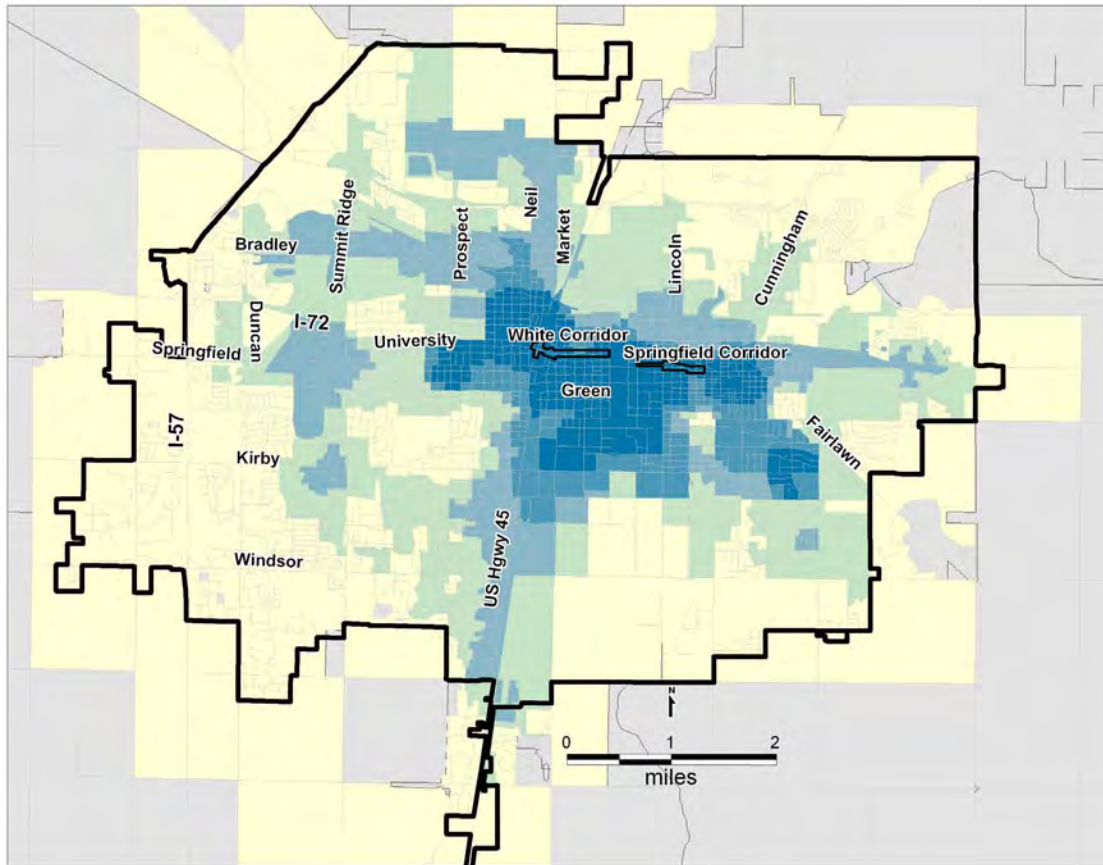


Fig. 49: Level of transit service in Champaign-Urbana

The Transit Connectivity Index (TCI) measures transit accessibility that is walkable from any given location. The TCI for Champaign Urbana is calculated as the number of bus routes within a ¼ mile for households in a given Census block, scaled by frequency of service. It is presented on the map as the average trips/hour that can be accessed.

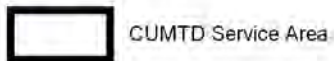
The high density core bus service serves the two downtowns and the University, which are the areas with the highest residential densities.

There is an opportunity to increase the already rich transit service along and in close proximity to the White Street and Springfield Avenue corridors in the MED 250k growth scenario. To the extent that the cities as a whole increase their density, there may be an opportunity to open up additional transit opportunities other than bus.

#### Transit Connectivity Index

Average Trips/Hour

- 16 or more
- 8 to 16
- 4 to 8
- 2 to 4
- 2 or less



The development scenario parking ratio of one space per unit is on the low end of current parking densities found along the corridors, which range from .6 to 3.3 spaces per unit. While each potential development would undergo its own feasibility study in consideration of zoning standards and the total development costs, given current parking trends along the corridors, and the application of MED principles in corridors development, the parking ratios incorporated in the development scenarios are a reasonable basis on which to evaluate future development.

The parking standards used in this market study are based on a Smart Growth Toolkit that outlines a standard of 3 spaces per 1,000 feet of commercial space and 1 space per residential unit. The Smart Growth/Smart Energy Toolkit was created by the Executive Office of Energy and Environmental Affairs (EEA) on behalf of the Commonwealth of Massachusetts. The toolkit is designed to increase the understanding of smart growth principles and their applications within all stages of the development process, from zoning to site design and construction. And, while these parking standards are somewhat aggressive, they are consistent with other high density mixed use neighborhoods that are well served by transit.

Representative parking requirements of other cities are presented to provide context. At the low end of the range is Portland, with .5 spaces per units in buildings with four or more units. Seattle is comprehensively working to lower parking ratios and has a residential requirement of .167 to 1.5 per unit. Some cities also have lower commercial requirements than Champaign and Urbana, which require five and four spaces per 1000 square feet, respectively. On the comparative low end, Burbank requires 3.3 spaces, and Portland has a low requirement of 1 space per 500 square feet of commercial. The parking requirements listed below are examples of baseline standards. In many cases these requirements are granted exemptions based on a development's transit accessibility and pedestrian orientation of its location.<sup>14</sup> These standards are presented to demonstrate that lower parking ratios can be successfully implemented, and can support, rather than inhibit, future development in the corridors.



Fig. 50: Mixed use development reference diagram. Urbana, IL Comprehensive Plan.

14 Based on 1.) *Developing Parking Policies to Support Smart Growth in Local Jurisdictions: Best Practices*. Metropolitan Transportation Commission. Consultants Wilbur Smith Associates. June, 2007. 2.) *Cities of Champaign and Urbana*. 3.) *Pedestrian-oriented off-street parking regulations*. [www.ci.minneapolis.mn.us/lrtrezoning/tod-haiwatha-09.asp](http://www.ci.minneapolis.mn.us/lrtrezoning/tod-haiwatha-09.asp). 4.) *Parking Spaces / Community Places Finding the Balance through Smart Growth Solutions*. Finding the Balance through Smart Growth Solutions Development, Community, and Environment Division (1807T) U.S. EPA

<b>Sample Parking Requirements for Champaign-Urbana Compared to Other Cities</b>					
	Single Family Dwelling Unit	Multi-Family Dwelling Unit	General Office	General Retail	Restaurants
Champaign	2/unit	1 to 2/unit	3.3/1,000 S.F.	5/1,000 S.F.	10.0/1,000 S.F.
Urbana	2/unit	1 to 2.5/unit	3.3/1,000 S.F.	4/1,000 S.F.	10/1,000 S.F.
Seattle	1/unit	.167 to 1.5/ unit	1/ 350 to 1,000 S.F.	n/a	1/ 200 S.F.
Sacramento	n/a	0 to 1.5/unit	1/400 to 1/275 S.F.	0 (less than 5,200 S.F.); 1 / 250 to 400 S.F.	1/ 3 seats
Burbank	n/a	varies	3/1,000 S.F.	3.3/1,000 S.F.	5/1,000 S.F.
Berkeley	n/a	1/unit (1-4 units) 1/3 units (5 or more units)	1.5/1,000 S.F.	n/a	1/300 S.F.
Los Angeles	n/a	1 to 2/unit	1/500 S.F.	4/1,000 S.F.	1/100 S.F.
Pasadena	n/a	1/unit (less than 650 S.F.) 1.5 to 2/unit (more than 650 S.F.)	3/1,000 S.F.	3-4/1,000 S.F.	4-10/1,000 S.F.
Milwaukee	n/a	n/a	8 for first 2,000 S.F. & 1 for each subsequent 1,000 S.F.	2/1,000 S.F.	n/a
Minneapolis	1/unit	1/unit	Minimum of 4 spaces. In excess of 4,000 S.F., 1 space/300 S.F. GFA.	n/a	n/a
Downtown Bellevue, WA (parking maximum)	n/a	0 to 2/unit	2.0 min to 2.7 max/1,000 S.F.	3.3 min to 5 max/ 1,000 S.F.	0 to 15/ 1,000 S.F.
Portland (parking maximum)	n/a	1/unit, .5/unit (four plus)	2/1,000 S.F. 1/294 S.F.	1/500 S.F. or 1/196 S.F.	1/250 S.F. or 1/63 S.F.
Eugene, OR (Comparable Size City)	1 to 2/dwelling	1 to 1.5/dwelling (1 to 3 bedrooms), .5 for each additional bedroom	1/330 S.F.	1/330 S.F.	1/66 S.F. Seating Area, 1/440 S.F. non seating area
Fort Collins, CO (Compa- rable Size City)	1 to 2/Unit	1.5 to 2.5/Unit (less than 1 bedroom to 4 bedrooms and above)	3/1000 S.F. or .75/ employee on the largest shift or 4.5/1000 S.F. if all additional parking spaces gained by the increased ratio (over 3/1000 SF.) are contained within a parking garage/structure; maximum	4/1000 S.F. maximum	Fast Food: 15/1000 S.F. Standard: 10/1000 S.F. maximum

Table 17: Comparison of cities parking requirements

The parking standards cited are representative of more “suburban” development standards in the Champaign zoning ordinance. The more “urban” districts, such as the Central Business District require very little residential parking and no parking for commercial and other uses.

The Eugene, OR parking standards are based on Section 9.6400 of the zoning code. Eugene also has in place a 25% to 50% parking reduction to promote compact development depending on the type and location of the development. Multifamily based on R-3 and R-4 zones.

The Fort Collins, CO parking standards are based on Section 3.2.2 Access, Circulation and Parking of the Fort Collins Land Use Code.

See Footnote 14



Balancing the need for parking and the desire to develop large surface parking lots can often be achieved without building parking structures. For example, alternatives to large surface parking lots, such as diagonal parking along the rail right-of-way, are already in use at many areas. Oftentimes a rail right-of-way can house as many vehicles, if not more, than a surface parking lot. The diagram to the right is an example of a Metra station in the Chicago suburbs where a surface parking lot is compared to parking along the rail right-of-way. The surface parking lot holds 240 parking spaces, but there is an estimated 370 parking spaces along both sides of the rail right-of-way. And, while there is no commuter rail in Champaign-Urbana the example demonstrates how parking can be accommodated in ways other than a surface parking lot.

Satellite parking lots are another strategy that work in shopping districts that are more destination oriented. In these cases, there may be a larger surface lot or parking deck that can accommodate parking demand so that the parking requirements for each business can be reduced. Satellite parking lots can be supplemented by a number of smaller surface lots and short term parking meters that can accommodate the quick automobile trip.

These parking strategies, as well as ones that help reduce the demand for parking, should be explored further to fully accommodate the needs of commuters, shoppers and the residences of the proposed housing development scenarios along the White Street and Springfield Avenue corridors.



Fig. 51

**On Street Parking Alternative to Surface Parking Lots**

The diagram shows how parking along the rail right-of-way can be used to accommodate the needs of commuters. In this example, the parking spaces available along the rail tracks are estimated at 370, compared to a typical size surface lot that is estimated to have 240 parking spaces. More spaces are available along the linear strips without occupying land that instead could be used for development or open space.

## Visualizing the Development Process



These two examples demonstrate how a street can transform from one that is narrow in scope to one that is vibrant and encourages a mix of uses and activity.

Phase 1

1. Very little street activity
2. Single use buildings limit the opportunities for a combination of daytime & evening population



Phase 2

1. Signs of infill mixed use development
2. Buildings razed to open additional opportunities for green space and new mixed use development



Phase 3

1. Pedestrian amenities integrated into landscape, including crosswalks, planters, bicycle lane and stop signs
2. Multi story mixed use buildings encourage diversity of users
3. Shared use between autos, bus, bicycles and pedestrians
4. Increased pedestrian and public transit users offer an additional market to support current and potentially new retail



Fig. 52: Visualization of the development process

Intersection of Logan and Market - NW Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	6
Residential Units	80
Commercial sq ft	16,016
Parking Demand	107

Table 18

Parcel Information	
Land Area	27,050 sq ft
Building Area	n/a
PIN	42-20-12-480-005
Zoning	Central Business District (CBD)
Financial Incentives	Downtown TIF District
Owner	Private

Table 19



Fig. 53: Logan & Market (north side of street) development site

	Existing	Proposed
Use	Parking Lot	Mixed Use Commercial/Residential
Building Footprint (sq ft)	n/a	22,244
Lot Coverage	n/a	82%
<b>Commercial</b>		
Commercial Stories		1 (ground floor)
Commercial sq ft		16,016
Parking Demand		48 Spaces
<b>Residential</b>		
Residential sq ft		78,500 sq ft
Residential Floors		5
Residential Units		10 Units/Floor = 800 sq ft (50) 6 Units/Floor = 1,200 sq ft (30)
Parking Demand		59 Spaces
<b>Parking</b>		
Car Sharing on Site	0 Cars	2 Cars
On Street	n/a	41 Short Term Meters
Surface	76 (approximate)	n/a
Underground Deck (sq ft/space)		22,244 sq ft 68 Spaces
<b>Value / Revenue</b>		
Market Value	Land: \$422,593	\$15,731,566 Projected
Tax Revenue	\$9,455 (partially exempt)	\$377,558

Table 20



Intersection of Market and Logan - SE Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	Bldg A = 2 Stories; Bldg B = 8 Stories
Residential Units	Bldg. B = 133
Commercial sq ft	Bldg A = 33,189; Bldg B = 20,789
Parking Demand	Bldg A = 100; Bldg B = 161

Table 21

Parcel Information	
Land Area	83,486 sq ft
Building Area	6,083 (estimated footprint)
PIN	42-20-12-485-006
Zoning	Light Industrial
Financial Incentives	n/a
Owner	Christie Bldg. Inc.

Table 22

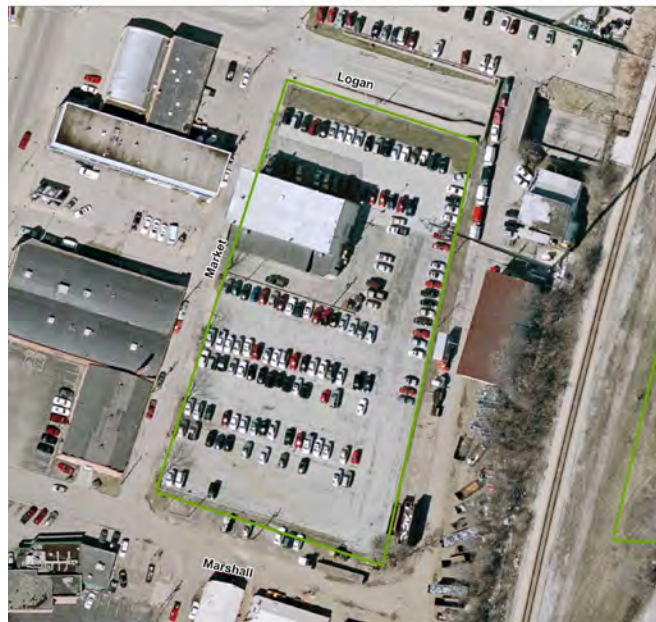


Fig. 54: Logan & Market (south side of street) development site

	Existing	Proposed	
Use	Manufacturing/ Parking Lot	Commercial	Mixed Use Commercial/ Residential
Building Footprint (sq ft)	6,083	23,048	28,874
Lot Coverage	7%	28%	35%
<b>Commercial</b>			
Commercial Stories		2 (ground floor & above)	1 (ground floor)
Commercial sq ft		33,189	23,099
Parking Demand		100 Spaces	62 Spaces
<b>Residential</b>			
Residential sq ft		100 Spaces	142,450 sq ft
Residential Floors			7
Residential Units			7 Units/Floor 800 sq ft (49) 12 Units/Floor 1,200 sq ft (84)
Parking Demand			99 Spaces
<b>Parking</b> <i>Shared Parking Between 2 Buildings</i>			
Car Sharing on Site	0 Cars		3 Cars
On Street	n/a	30 Spaces	
Surface	170 (approximate)	92 Spaces	
Underground Deck (sq ft/space)		23,048 sq ft 71 Spaces	28,874 sq ft 89 Spaces
<b>Value / Revenue</b>			
Market Value	Land: \$ 475,368 Building(s): \$43,774	\$3,152,966 projected	\$27,719,903 projected
Tax Revenue	\$11,678	\$75,671 projected	\$665,278 projected

Table 23



Intersection of Logan and Water - NW Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	5
Residential Units	88
Commercial sq ft	23,342
Parking Demand	133

Table 24

Parcel Information	
Land Area	59,247 sq ft
Building Area	4,638 (estimated by footprint)
PIN	42-20-12-488-014 (015)
Zoning	Central Business
Financial Incentives	East University Ave/ Downtown TIF
Owner	CUMTD

Table 25



Fig. 55: Logan & Water (north side of street) development site

	Existing	Proposed
Use	CUMTD maintenance facility/ parking	Mixed Use Residential/Office
Building Footprint (sq ft)	4,638	32,419
Lot Coverage	13%	55%
<b>Commercial</b>		
Commercial Stories		1 (ground floor)
Commercial sq ft		23,342
Parking Demand		70 Spaces
<b>Residential</b>		
Residential sq ft		88,800 sq ft
Residential Floors		4
Residential Units		12 Units/Floor 800 sq ft (48) 10 Units/Floor 1,200 sq ft (40)
Parking Demand		63 Spaces
<b>Parking</b>		
Car Sharing on Site	0 Cars	3 Cars
On Street	n/a	15
Surface	155 (approximate)	34
Underground Deck (sq ft/space)		32,419 sq ft 100 Spaces
<b>Value / Revenue</b>		
Market Value	Land: n/a Building(s): n/a	\$18,084,783 projected
Tax Revenue	Exempt	\$434,035 projected

Table 26

Intersection of Water St. and Logan - SW Corner

Proposed Development	
Development Type	Residential Multi-Family
Number of Stories	3
Residential Units	57
Commercial sq ft	n/a
Parking Demand	43

Table 27

Parcel Information	
Land Area	38,735 sq ft
Building Area	n/a
PIN	42-20-12-489-003
Zoning	Commercial Industrial
Financial Incentives	East University Avenue TIF District
Owner	Private (GALLIVAN JAMES)

Table 28

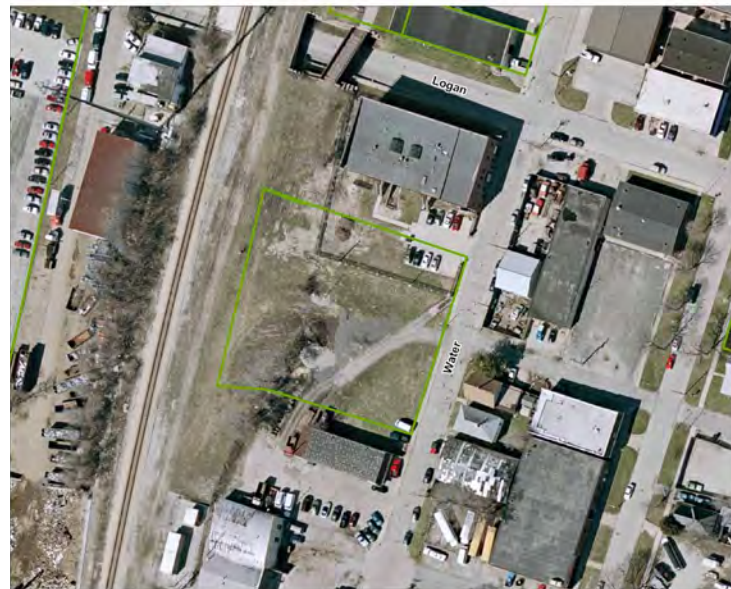


Fig. 56: Logan & Water (south side of street) development site

	Existing	Proposed
<b>Use</b>	Vacant Lot	Residential Multi-Family
<b>Building Footprint (sq ft)</b>	n/a	27,655 sq ft
<b>Lot Coverage</b>	n/a	71%
<b>Commercial</b>		
<b>Commercial Stories</b>		n/a
<b>Commercial sq ft</b>		
<b>Parking Demand</b>		
<b>Residential</b>		
<b>Residential sq ft</b>		57,900 sq ft
<b>Residential Floors</b>		
<b>Residential Units</b>		3
<b>Parking Demand</b>		10 Units/Floor 800 sq ft (30) 9 Units/Floor 1,200 sq ft (27)
<b>Parking</b>		
<b>Car Sharing on Site</b>	0 Cars	1 Car
<b>On Street</b>	n/a	15 Spaces (Permit Parking)
<b>Surface</b>	n/a	30 Spaces
<b>Underground Deck (sq ft/space)</b>		n/a
<b>Value / Revenue</b>		
<b>Market Value</b>	Land: \$ 67,717 Building: n/a	\$10,422,000 projected
<b>Tax Revenue</b>	\$1,523	\$250,128 projected

Table 29

Intersection of Logan and First - NW Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	3
Residential Units	10
Commercial sq ft	5,582
Parking Demand	25

Table 30

Parcel Information	
Land Area	10,349 sq ft
Building Area	1,424 (estimated footprint)
PIN	42-20-12-496-002, 003 (part of 001)
Zoning	Commercial General
Financial Incentives	East University Ave. TIF
Owner	Private (WASSON PATRICK)

Table 31



Fig. 57: Logan & First development site

	Existing	Proposed
Use	Automotive Repair	Mixed Use Residential/Commercial
Building Footprint (sq ft)	1,424	7,753
Lot Coverage	14%	75%
<b>Commercial</b>		
Commercial Stories		1 (ground floor)
Commercial sq ft		5,582
Parking Demand		17 Spaces
<b>Residential</b>		
Residential sq ft		9,900 sq ft
Residential Floors		
Residential Units		2
Parking Demand		3 Units/Floor 800 sq ft (6) 2 Units/Floor 1,200 sq ft (4)
<b>Parking</b>		
		8 Spaces
Car Sharing on Site	n/a	n/a
On Street	10 (approximate)	16 (on site along Locust)
Surface	10 (approximate)	9
Underground Deck (sq ft/space)	n/a	n/a
<b>Value / Revenue</b>		
Market Value	Land: \$64,387 Building(s): \$ 39,304	\$2,340,220 projected
Tax Revenue	\$1,166	\$56,165 projected

Table 32

Intersection of Locust and Logan - SE Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	4
Residential Units	12
Commercial sq ft	3,573
Parking Demand	20

Table 33

Parcel Information	
Land Area	10,236 sq ft
Building Area	n/a)
PIN	42-20-12-497-001
Zoning	Commercial General
Financial Incentives	East University Avenue/ Downtown TIF
Owner	Private (Regal Dental)

Table 34

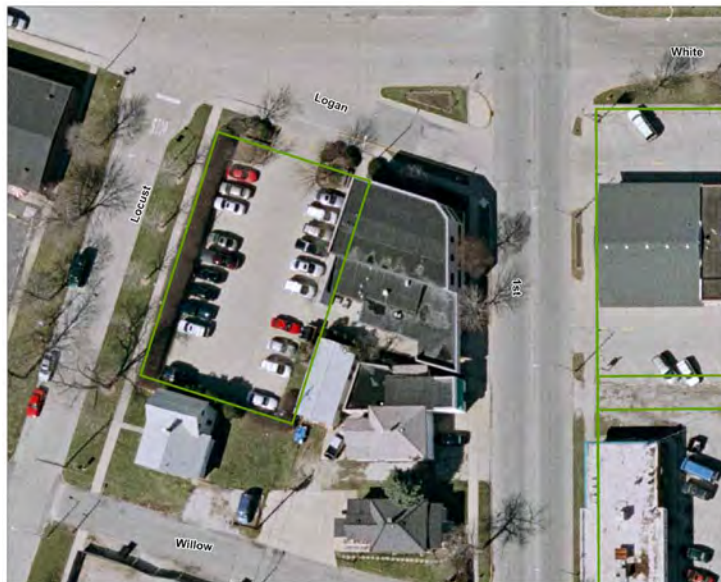


Fig. 58: Locust & Logan development site

	Existing	Proposed
Use	Parking (dentist laboratory)	Mixed Use Commercial/Residential
Building Footprint (sq ft)	n/a	4,963
Lot Coverage	n/a	48%
<b>Commercial</b>		
Commercial Stories		1 (ground floor)
Commercial sq ft		3,573
Parking Demand		11 Spaces
<b>Residential</b>		
Residential sq ft		11,250 sq ft
Residential Floors		3
Residential Units		3 Units/Floor 800 sq ft (9) 1 Units/Floor 1,200 sq ft (3)
Parking Demand		10 Spaces
<b>Parking</b>		
Car Sharing on Site	n/a	n/a
On Street	n/a	n/a
Surface	25 (approximate)	Parking in rear 13 spaces Parking adjacent vacant lot 23 spaces (Extra parking will help accommodate current parking)
Underground Deck (sq ft/space)		n/a
<b>Value / Revenue</b>		
Market Value	Land: \$66,097 Building(s): \$ 0	\$2,382,321 projected
Tax Revenue	\$1,487	\$57,176 projected

Table 35



Intersection of White Street and First Street - SE Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	6
Residential Units	105
Commercial sq ft	20,338
Parking Demand	140

Table 36

Parcel Information	
Land Area	37,921 sq ft
Building Area	11,00 (3 bldgs. estimated footprint)
PIN	46-21-07-353-001 (007, 008)
Zoning	Commercial General
Financial Incentives	n/a
Owner	Private (MANZELLA JOSEPH, STOUGHTON ST LLC)

Table 37



Fig. 59: White & First development site

	Existing	Proposed
<b>Use</b>	Commercial (Vacant)	Mixed Use Commercial/Residential
<b>Building Footprint (sq ft)</b>	11,000 (3 bldgs. estimated footprint)	28,247
<b>Lot Coverage</b>	29%	74%
<b>Commercial</b>		
<b>Commercial Stories</b>		1 (ground floor)
<b>Commercial sq ft</b>		20,338
<b>Parking Demand</b>		61 Spaces
<b>Residential</b>		
<b>Residential sq ft</b>		99,750 sq ft
<b>Residential Floors</b>		5
<b>Residential Units</b>		15 Units/Floor 800 sq ft (75) 6 Units/Floor 1,200 sq ft (30)
<b>Parking Demand</b>		79 Spaces
<b>Parking</b>		
<b>Car Sharing on Site</b>	0 Cars	2 Cars
<b>On Street</b>	n/a	n/a
<b>Surface</b>	45 (approximate)	23 (rear of bldg.)
<b>Underground Deck (sq ft/space)</b>		37,921 sq ft 117 Spaces
<b>Value / Revenue</b>		
<b>Market Value</b>	Land: \$279,238 Building: \$555,356	\$19,988,807 projected
<b>Tax Revenue</b>	\$17,750	\$479,731 projected

Table 38

Intersection of Springfield and Main - West

Proposed Development	
Development Type	Mixed Use
Number of Stories	4
Residential Units	75
Commercial sq ft	26,817
Parking Demand	135 Spaces

Table 39

Parcel Information	
Land Area	58,099 sq ft
Building Area	24,870 (estimated by footprint)
PIN	92-21-17-130-014 (015, 016, 017)
Zoning	Central Business, Central Business Expansion, R2 Residential
Financial Incentives	Downtown TIF
Owner	312 WEST SPRINGFIELD LLC, Strawberry Fields, Kirby Michael, Allman Carl

Table 40

	Existing	Proposed
Use	Commercial, Residential & Parking	Commercial, Residential & Parking
Building Footprint (sq ft)	24,870 (3 bldgs)	37,246
Lot Coverage	43%	64%
<b>Commercial</b>		
Commercial Stories		1 (ground floor)
Commercial sq ft		26,817
Parking Demand		80 Spaces
<b>Residential</b>		
Residential sq ft		79,500 sq ft
Residential Floors		
Residential Units		3
Parking Demand		10 Units/Floor 800 sq ft (30) 15 Units/Floor 1,200 sq ft (45)
<b>Parking</b>		
		55 Spaces
Car Sharing on Site	0 Cars	2 Cars
On Street	125 (approximate)	50
Surface	50 (approximate)	0
Underground Deck (sq ft/space)		32,109 sq ft 99 Spaces (residential w/ some commercial)
<b>Value / Revenue</b>		
Market Value	Land: \$430,033 Building(s): \$1,673,927	\$16,991,712 projected
Tax Revenue	\$55,899	\$407,801 projected

Table 41

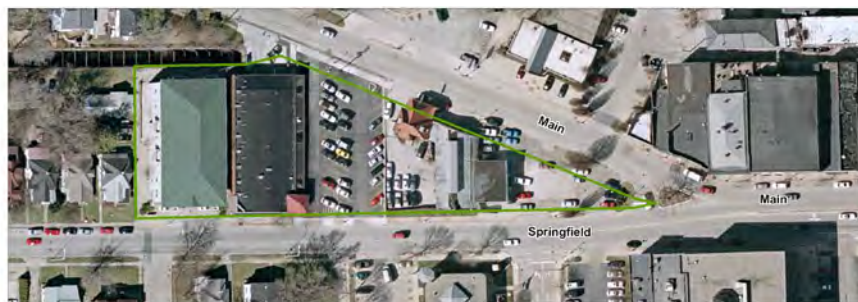


Fig. 60: Springfield & Main development site

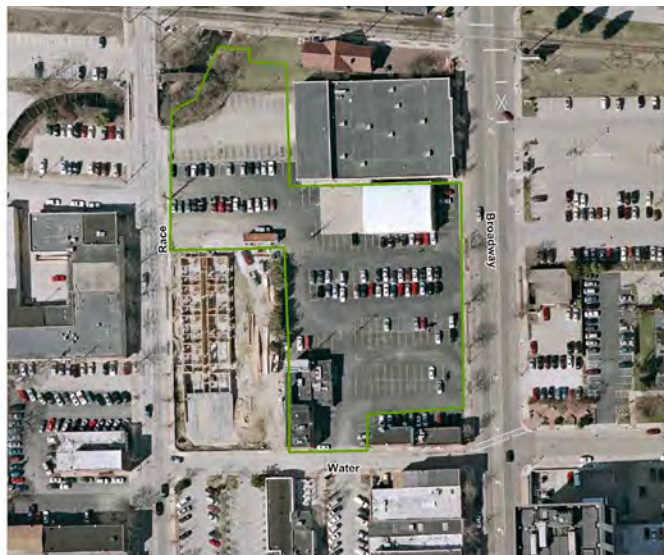
Intersection of Broadway Avenue and Water Street - NW Corner

Proposed Development	
Development Type	Mixed Use
Number of Stories	Bldg A = 6 Stories; Bldg B = 4 Stories
Residential Units	Bldg. A = 70; Bldg. B = 90
Commercial sq ft	Bldg A = 15,258; Bldg B = 31,156
Parking Demand	Bldg A = 99 Bldg B = 161

Table 42

Parcel Information	
Land Area	97,523 sq ft
Building Area	8,325 (estimated by footprint)
PIN	912108456003, 912108457016 (018, 020, 023)
Zoning	B4 Central Business
Financial Incentives	Downtown TIF
Owner	Timpone, R./J. Messman, John

Table 43



	Existing	Proposed	
Use	Commercial, Parking	Residential, Commercial, Parking	Residential, Commercial, Parking
Building Footprint (sq ft)	8,325	21,192	43,272
Lot Coverage	8%	22%	44%
<b>Commercial</b>			
Commercial Stories		1 (ground floor)	1 (ground floor)
Commercial sq ft	8,325 (estimated footprint – does not include closed restaurant)	15,258	31,156
Parking Demand		46 Spaces	93 Spaces
<b>Residential</b>			
Residential sq ft		73,500 sq ft	142,450 sq ft
Residential Floors			92,250 sq ft
Residential Units		5	3
Parking Demand		6 Units/Floor 800 sq ft (30) 8 Units/Floor 1,200 sq ft (40)	15 Units/Floor 800 sq ft (45) 15 Units/Floor 1,200 sq ft (45)
<b>Parking</b>			
Car Sharing on Site	0 Cars	3 Cars	Shared Parking
On Street		35	
Surface	190 (approximate)	21	
Underground Deck (sq ft/space)		71,592 sq ft	
<b>Value / Revenue</b>			
Market Value	Land: \$ 619,052 Building(s): \$215,512	\$14,755,824 projected	\$19,720,584 projected
Tax Revenue	\$21,856	\$354,140 projected	\$473,294 projected

Table 44

Fig. 61: Broadway & Water development site

Representative White Street Block - South side between 3rd Street & 4th Street

Proposed Development	
Development Type	Mixed Use
Number of Stories	3 (4 including garden level)
Residential Units	132
Commercial sq ft	39,652
Parking Demand	103 (residential only)

Table 45

Parcel Information	
Land Area	61,752 sq ft
Building Area	20,695 sq. ft
PIN	46-21-07-361-001 to 007
Zoning	Multi-Family Medium Density
Financial Incentives	North CampustownTIF
Owner	Private (7 owners)

Table 46



Fig. 62: Representative White Street block development site  
 Future redevelopment of these parcels is projected to occur through attrition. As these, and surrounding parcels, are redeveloped in line with MED principles, densities will increase. This scenario projects an increase in residential net density from 65.5 to 93.1 units/acre.

	Existing	Proposed
Use	Apartments	Mixed Use Commercial (1st Floor) & Residential (Ground, 2nd & 3rd Floors)
Building Footprint sq ft	20,695 (est. from bldg. footprint)	55,072
Lot Coverage	n/a	89%
Commercial		
Commercial Stories		1 (First floor)
Commercial sq ft		39,652
Example Use		
Parking Demand		See comment on parking considerations
Residential		
Residential sq ft	n/a	116,400 sq ft
Residential Floors	n/a	3
Residential Units	93 (estimated)	40 Units/Floor 800 sq ft (120) 4 Units/Floor 1,200 sq ft (12)
Parking Demand	.6 spaces/unit (based on current parking and housing density)	103 Spaces
Parking		
Car Sharing on Site	n/a	1
On Street	n/a	n/a
Surface	57 (approximate)	45 Estimated Spaces in Rear
Underground Deck sq ft/spaces		n/a
Value / Revenue		
Market Value	Land: \$859,834 Building(s): \$3,406,180	\$24,917,218 projected
Tax Revenue	\$104,062	\$598,013 projected

Table 47:

*Parking Considerations - The residential parking ratio is estimated at .3 spaces/unit. This is less than the estimated existing parking ratio of .6 spaces/unit. The on site commercial demand for parking was not included under the assumption that these parcels, along with neighboring parcels within the corridor, develop according to MED standards. These aggressive parking strategies, particularly in regard to retail, could only be met if there is a critical mass of new development within the corridor to further strengthen the pedestrian traffic and transit use.*



## Recommendations for MED Implementation

The following strategies can be employed to attract investment, leverage transit, implement MED, and employ a green development approach to achieving the vision for the corridors.

### Economic Development

Create an overlay Green Zone district where green policies can be implemented, TIF funds could be leveraged to create infrastructure and support investment, and MED policies can be clearly articulated.

Utilize existing zoning to support mixed use development with diverse residential designs at various price points on under-developed parcels.

Fill pro forma gaps for strategic developments around strong market areas through low interest subsidized financing.

Redefine housing affordability in plans and policy documents to include transportation costs, and leverage the proximity to transit and reduced reliance on autos to develop and market housing at affordable price points.

Explore non traditional development opportunities such as live/work building design and business incubator centers.

### Leverage Transit as a Linchpin to Support a Wide Array of Transportation Choices

Expand electronic bus tracking communications to include electronic messages in stores, lobbies, and upgraded phone apps.

Implement bulk transit pass programs, similar to Boulder's Eco Pass, for residential buildings and commerce associations.

Explore the feasibility of a combined transit and car sharing pass.

Support safe biking in the corridor with designated bike paths, bike parking, and surface improvements.

Expand the provision and use of car sharing by instituting a reduced parking ratio for car sharing in developments (three less spaces per one car share vehicle), and developing an ordinance to support car sharing expansion.



Fig. 63: Continue to encourage new mixed use development.

## Develop Sustainability Policies for the Green Zone

Employ energy efficiency measures in all new construction and infrastructure investment, including new street lighting.

Implement green infrastructure storm water practices in streets and on building sites, including permeable pavement rain catchment devices.

Require recycling for all residences and businesses, and provide appropriate services for collection.

## Develop and Implement Design Guidelines for the Corridor

Explore implementation of form based code which relies on the physical form, rather than separation of uses, as an organizing principle. Building Form Standards control the configuration, features, and functions of buildings, and can include provisions for building lines, setbacks, building height and parking lot location.

Implement a Complete Streets approach to street design, where transit, biking, and walking can operate safely and efficiently with automobiles.

Develop a parking policy with reduced parking standards to reflect MED principles that support reduced reliance on autos. Develop design and siting regulations for parking that reduce the visual presence of parking in the district.

Make the corridors attractive and welcoming to pedestrians by implementing safety crossings, street furniture, energy efficient lighting, and landscaping.

Develop design guidelines for development that require pedestrian scale design, appropriate signage, welcoming facades, and other design considerations.

## Implement Sustainability Best Practices and Market Their Benefits

Provide incentives to conduct residential energy retrofits for single and multi-family housing in the Green Zone.

Develop a business sustainability program to leverage group purchasing power for green procurement, recycling, and energy efficiency programs.

Use the Housing+Transportation (H+T<sup>®</sup>) Affordability Index (<http://htaindex.cnt.org>)<sup>15</sup> to publicize household transportation costs at the neighborhood level to show the economic benefits of reduced car ownership, and market the benefits to current and prospective residents and developers.

Promote the savings associated with living in newly developed energy efficient buildings in terms of reduced utility costs.

## Provide Education and Support to City Officials, Developers, Trades and Consumers to Implement Energy Codes

Both Urbana and Champaign have adopted the Illinois State Energy Conservation Code. The Illinois State Energy Conservation Code requires that all commercial and residential new construction and major renovations follow a comprehensive statewide energy conservation code. The Law requires design and construction professionals to follow the latest published edition of the International Energy Conservation Code, the American Society of Heating, Refrigeration and Air-conditioning Engineers (ASHRAE) Standard 90.1, 2007 "Energy Standard for Buildings except Low-Rise Residential Buildings." Under the law, the Capital Development Board has the power to modify the Illinois Energy Conservation Code.

15 *Creating an Affordable Future Mobility Enhanced Development Opportunities for the Champaign-Urbana Region. Prepared by the Center for Neighborhood Technology in conjunction with Cynthia Hoyle, AICP, for the Transit Resource Center and the Champaign-Urbana Mass Transit District. July 2007*

## Practices and Policies to Promote MED

The recommendations to promote MED range from smaller, lower-cost projects, to larger scale policies. When implemented, they work to further a safe and lively pedestrian environment. The recommendations outlined below demonstrate the range of improvements that can be implemented along the White Street and Springfield Avenue corridors.

### White Street Corridor

1. Carry through decorative lighting along the creek through the corridor and to the University (and along Wright Street given the University & 4th Street given the new grocery store and Burnham mixed use development)
2. Introduce a bike lane along White Street – which will connect to the planned bike path on Logan
3. Centrally locate bike racks at bus shelters and at Boneyard Creek
4. Install pedestrian crosswalks at all bus stops
5. Promote signage for neighborhood and corridor identities
6. Update curb cuts where needed
7. Promote public art/sculptures in Boneyard Creek
8. Locate benches at bus stops
9. Extend the East University TIF district in Champaign for another 12 years to target reinvestment within the updated TIF boundary

### Springfield Avenue Corridor

1. Update and widen sidewalks
2. Prohibit parking on north side of street, create sidewalks where they currently do not exist, and develop a bike lane
3. Identify parking opportunities to offload displaced parking on Springfield (side streets, underutilized surface lot, shared parking opportunity).
4. Widen sidewalks - while widths meet ADA requirements of 36", they are insufficient to promote a MED environment, particularly in those areas where the sidewalk width decreases to 4 feet
5. Incorporate curb cuts and crosswalks on the south side of the street at Harvey and Springfield
6. Update curb cuts where needed

7. Create bus shelters at Harvey & Springfield, in front of recreation center, and at the eastern edge of the corridor by Strawberry Fields grocery
8. Take full advantage of the parcels along Springfield Avenue that fall within a TIF district and develop those as mixed use

### MED Recommendations for both Corridors (Further Discussion Follows on Key Strategies)

1. Develop MED Overlay for the corridors – along White Street, the Campus Commercial Overlay District could be extended. Along Springfield Avenue, an appropriate overlay boundary should be identified and then suitable principles as outlined in the Campus Commercial Overlay District should be incorporated
2. Create a land bank to help promote the development of the corridors
3. Institute Developer Impact Fees to help promote infill development
4. Institute Transfer Development Rights strategy
5. Adopt a form-based zoning code for the corridors
6. Utilize financial incentive tools to promote development – such as TIF districts and Enterprise Zones
7. Adopt strategies similar to LEED Neighborhood Development standards
8. Reduce parking standards
9. Reassess parking needs and, if additional parking is warranted, direct future parking construction to peripheral areas to serve multiple mixed use buildings and daytime population
10. Incorporate more mixed use development along corridor
11. Build higher residential densities (will create a higher demand for retail and services with higher concentrations)
12. Flex and or float zoning
13. Give Community Development Block Grant (CDBG) funding priority to smart growth projects
14. Provide incentives for infill development
15. Create online development property inventory & streamline permitting process for key development sites

## MED Overlay District

One approach to help guide development along the corridors would be the creation of a zoning overlay district that would require development consistent with MED principles. There is currently an overlay district along Green Street just east of the university, the Campus Commercial Overlay District - Green Street Corridor. Its principles could offer a starting point for creating a White Street Corridor overlay district.

The map to the right shows the relationship between the Green Street Corridor and the proposed White Street Corridor Overlay District boundary. The White Street proposed overlay boundary already includes a number of new higher density residential developments and new mixed use retail. Among these are the Burnham 310 Apartments and the neighboring County Market grocery store. While the residential density of the Burnham 310 apartments is higher than a typical development that the district would experience, it offers a good example of a recent mixed use development that could be encouraged further if an overlay district were in place. The area on the map referred to as the Potential Area for District Expansion offers a ready made market given its mix of uses and residential densities for connecting these two districts in the future.

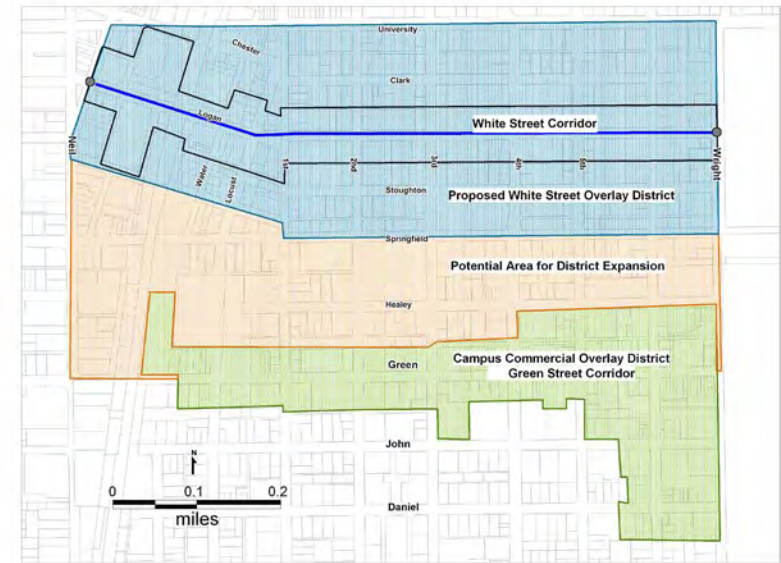


Fig. 64: Campus commercial overlay district and potential neighboring overlay districts

The Green Street Campus Overlay District supports MED in that it requires:

1. Mixed use development
2. Minimum Floor Area Ratios (FAR)
3. Design standards to create open qualities and pedestrian orientation
4. Density bonus for LEED certification
5. Parking and right-of-way for alley or parking lot restrictions
6. Required bicycle parking

While the strategies at left go a long way to promoting MED – there are other strategies that could be employed to strengthen and further enhance MED:

### Opportunities for Strengthening MED Requirements

1. Increase minimum number of stories
2. Discuss retail and other types of uses explicitly in overlay using LEED-ND business examples<sup>16</sup>
3. Further enhance “beautification” requirements

<sup>16</sup> See page 38 of this report for list of LEED-ND Neighborhood Business Types



## Implementation Strategies for MED

The CUMTD MED Phase 1 report helped establish the framework for this corridors analysis. The report concludes with a number of MED implementation strategies that deserve more attention in this report given their abilities to promote MED. These include land banking, developer impact fees, transfer development rights, and form-based codes.

### Land Banks

A creation of a land bank should be explored as a tool to further the development of foreclosed, tax delinquent, abandoned and vacant properties along the corridor and the surrounding neighborhood. Land banks offer an alternative for holding land because they are often non-profit or quasi-governmental agencies. As such, they can accept land either through donation, foreclosure, or eminent domain. A land bank can target neighboring parcels that meet the blighted criteria conditions to create larger development opportunities. This is an important consideration in urban areas given the difficulty in dealing with multiple owners.<sup>17</sup>

A land bank would compliment the TIF districts in each of these corridors, as once the developable land is assembled it would then qualify for TIF funding that could help alleviate site remediation and/or other building improvements.

### Developer Impact Fees

Developer impact fees are another tool that can be used to promote infill development. Infill development is often viewed as a more expensive development option than building on a greenfield or agricultural site. Infill development brings with it the challenges of land assembly, dealing with multiple property owners, and additional costs for construction of parking facilities. However, greenfield development also has hidden costs, given it often occurs outside of existing city infrastructure, such as sewer, transit service, and the local street network. These costs can exceed those of an infill development site, but because they are often hidden or overlooked, oftentimes they fall upon tax payers as cities annex these greenfield sites and assess the cost of infrastructure through higher taxes.<sup>18</sup>

Development impact fees offer a strategy to collect these hidden costs for building new infrastructure on greenfield sites, as developers are assigned a fee to help pay for these costly infrastructure improvements. The requirement to incur costs creates a level playing field across infill and greenfield development sites.

17 *Reinventing Dayton and the Miami Valley Assessment Report (June 2005)*. National Vacant Properties Campaign. [http://docs.mvrpc.org/vacant/reinv\\_theme\\_6.pdf](http://docs.mvrpc.org/vacant/reinv_theme_6.pdf)  
18 *Ohio State University Extension Fact Sheet. Community Development. Development Impact Fees. CDFS-1558-04. Lawrence W. Libby and Carmen Carrion*

## Transfer of Development Rights

Transfer of Development Rights (TDR) is a regulatory strategy that uses the private market to implement and pay for development density and location decisions. TDR is the exchange of zoning privileges from one district (the “sending district”) to another (the “receiving district”). It is typically used to achieve both open space and economic goals by shifting development densities without changing the overall development potential of a community. TDRs can be used to limit the low density development and sprawl that often occurs with conventional zoning and direct development towards urbanized areas. Additionally, they can also be used for other means such as historic preservation and affordable housing.

TDRs are implemented through comprehensive planning and zoning bylaws, and authorize landowners in the sending areas to sell their development rights to landowners in the receiving areas. Although influenced by zoning bylaw provisions, the amount of money required to purchase these development rights is generally negotiated between the landowners. When development rights are sold, a restriction is placed on the property of the landowner in the sending area, which is generally recorded as a deed restriction. TDR programs offer many advantages to local governments that want to control land use but also compensate landowners for restrictions placed on the development potential of their properties. They can be easier to implement than typical zoning regulations and are also more permanent. TDR programs make development more predictable while using the market to compensate landowners for lost property value.

### Examples of Transfer Development Rights

- Montgomery County, MD: A TDR system was introduced in the 1979 master plan in order to combat the loss of agricultural land to low density development. Although properties in “Agricultural Reserve” zones cannot be developed at more than one dwelling per 25 acres, under the TDR system landowners retain “development rights” at one dwelling per five acres that can be used in receiving areas. TDR receiving areas must be designated by the County Planning Board and Council and conform to local master plans. Receiving areas are located where more development is seen as appropriate because infrastructure is already in place. Nearly 50,000 acres of farmland have been preserved in perpetuity through TDR transfers in Montgomery County.  
(<http://www.nrdc.org/cities/smartgrowth/solve/mont.asp>; [http://www.rff.org/rff/News/Features/upload/30347\\_1.pdf](http://www.rff.org/rff/News/Features/upload/30347_1.pdf))
- Chattahoochee Hill Country (CHC), Fulton County, Georgia: Located in the Atlanta metropolitan area, CHC was spared growth for many years because of a lack of infrastructure. However, as the rest of Fulton County became built out to capacity, residents worried that if growth occurred in the pattern typical of Metro Atlanta most of the land in CHC would be disturbed. A Master Plan was created which clusters the same number of housing units allowed under the conventional development pattern into villages and hamlets. These development “nodes” were selected based on access to transportation, existing development, and available or planned infrastructure.  
([http://www.rivercenter.uga.edu/service/tools/tdr/acc\\_tdr.pdf](http://www.rivercenter.uga.edu/service/tools/tdr/acc_tdr.pdf); [http://www.sgli.org/toolkit/casestudies/chattahoochee\\_casestudy.pdf](http://www.sgli.org/toolkit/casestudies/chattahoochee_casestudy.pdf))

## Form Based Codes

A Form Based Code is a development zoning tool that focuses on the building design and surrounding urban form – and de-emphasizes land use. The assumption is that the use of a building will likely change over the course of its lifetime; however, the building itself will remain. By focusing on the design and urban form, these codes support a mix of uses and housing types built at a pedestrian scale more than conventional land use based zoning because the building itself and how it interacts within the community are more fully considered.<sup>19</sup>

Form-based code is the result of public input – often through a series of public meetings, where community residents are given the opportunity to articulate their vision. The process is hands on – where community residents note the different characteristics of their community on a street by street basis, and then give their opinions of the existing conditions and needs. Form-based code is more flexible and is better suited to this site specific planning method than conventional land use zoning, which often covers an entire neighborhood, without recognizing the unique characteristics on a street to street and building to building basis.<sup>20</sup>

A neighborhood is organized into zones, or districts, with each having its own form-based zoning development standards. According to Smart Growth America's Form-Based Code Handbook, standards of form-based code typically fall into these five categories:<sup>21</sup>

1. Public Realm, streetscape and connectivity
  - Special attention is given to the design of streets and public areas and how these areas interact with the building standards to assure they are supportive and complement each other.
2. Site Design and circulation standards
  - Considers the design of the site, from the building placement, parking, environmental considerations and pedestrian mobility and circulation. Buildings are sited to create and enhance the opportunities for public space and interaction.
3. Building form standards
  - Building form is an important consideration as its goal is to create an inviting space that fits within the existing urban form - building size, site orientation, and pedestrian access from the street are considerations.
4. Land use requirements
  - Land use is typically the focal point of conventional zoning. However, with form-based zoning, land use is often defined in general categories, rather than specific uses. And, more importantly, is often addressed more so with the other four categories of form-based code. For example, a building's orientation to the street and set back can help to encourage a restaurant or café, given the opportunity for outside seating.
5. Architectural standards
  - The design and finishing materials are detailed in form-based code and are developed for each defined zone. While the design standards are detailed in nature, they also allow for a certain level of creativity given their visual approach. Often, the design standards are depicted through diagrams offering a set of design choices for an architect. This has the added benefit of creating a variation along a corridor and within a neighborhood.



*Fig. 65: Public space is accommodated for through a building set back and wide sidewalk, creating opportunities for people to relax and interact. (This photo is licensed under a Creative Commons Attribution 3.0 United States License. EPA Smart Growth)*

<sup>19</sup> Form Based Codes: Implementing Smart Growth. Local Governments Commission. Sacramento, Ca. [www.lgc.org](http://www.lgc.org)

<sup>20</sup> Form-Based Code Handbook. SACOG. August 21, 2008. Pages 26-31.

<sup>21</sup> Form-Based Code Handbook. SACOG. August 21, 2008. Pages 26-31.

## Financial Incentives for Development

### TIF Districts

TIF districts are used in areas to stimulate economic development. TIF districts are created in areas that meet a minimum criteria for blight, and are designed to take the incremental real estate tax increases and use that money for infrastructure and other improvements directly tied to the area where the development is located. The idea is that as the area improves; other investment will also be attracted to develop. TIF district incentives also extend to low cost loans. For example, TIF funded façade loan program in Urbana offers interest subsidies of up to 5.5% on loans between \$5,000 and \$60,000 to construct on or improve a property. In addition, qualifying businesses can receive up to an additional 10 percent of their loan amount in the form of grants.

A potential downside to TIF districts is the diversion of real estate taxes that other city programs cannot directly access, as the increase in tax revenue within a TIF district is reserved for improvements within the district itself.

Champaign has three Tax Increment Financing Districts (TIF). The White Street corridor falls almost entirely within a TIF district as it cuts across all three of these TIF districts. These TIF districts include Downtown (extended in 2005 for 12 years), East University Avenue (set to expire in Dec 2010 – seeking 12 year extension), and North Campustown (created in 2002 – 23 year TIF).

Set to expire in December 2010 unless an extension is granted, the East University Avenue TIF district covers the eastern portion of the White Street corridor from First Street to the viaduct along Logan Street. The East University Avenue TIF district has accomplished many of its goals. However, the City of Champaign is seeking an extension because it believes there is a real opportunity to create an urban residential neighborhood south of University Avenue between the railroad tracts and Second Street.

The East University Avenue TIF is reviewed in this report more thoroughly given the City of Champaign is currently seeking its recertification. In 2008 this TIF generated nearly \$720,000 in tax increment funds that were directed to the redevelopment of the district, including streetscape projects on

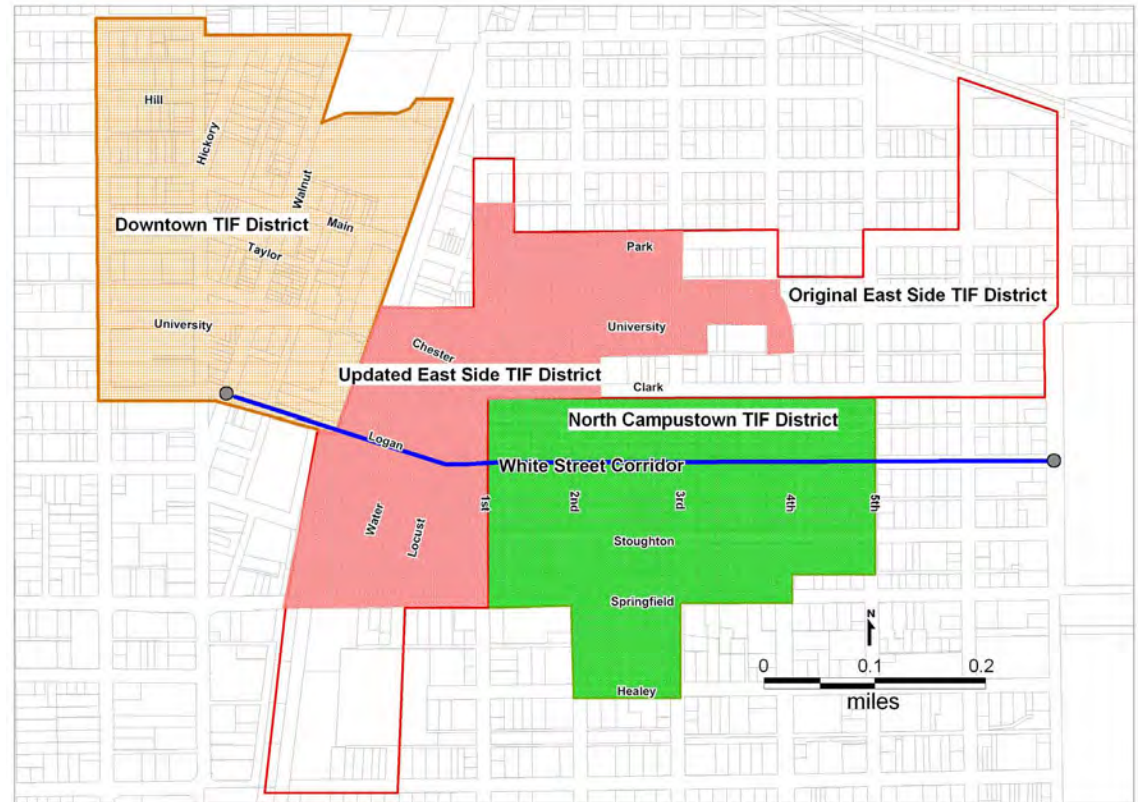


Fig. 66: Champaign TIF districts



First Street and University Avenue. This TIF has seen an average growth of 4.7 percent over the last five years. These future developments will tie into the Boneyard Creek renovation. The city projects that by extending the TIF, the district will see more development in the short term, which will increase tax revenue in the long term.<sup>22</sup>

The City of Champaign is proposing a different strategy for the East University Avenue TIF, as the plan is to shrink the TIF boundary, which would release slightly more than 50 percent of the TIF revenue (\$392,000) back to the taxing districts.<sup>23</sup> The smaller TIF boundary focuses on the area between the Downtown and Campustown TIF districts, enabling a concentration of funded improvements aimed at strengthening the connection between the downtown and campus. This strategy would allow the TIF to still have an impact on the area – but money would be freed for other programs and a portion would be returned to the County's tax rolls.<sup>24</sup> Moreover, since the three TIF boundaries are still contiguous they can borrow across district lines.

## Goals and Objectives of East University TIF District

The goals and objectives of this revised Redevelopment Plan are, to a large degree, the same as in the original 1986 Plan.<sup>25</sup> Summarized below, these goals and objectives include:

### Goals

1. Reduce or eliminate qualifying conservation conditions
2. Encourage private investment across a mix of uses to increase the City of Champaign and other taxing districts revenue
3. Expand employment opportunities
4. Preserve and enhance the value of properties to prevent the recurrence of blighted conditions

<sup>22</sup> Champaign council to consider TIF district extension. Mon, 11/30/2009 - 9:16am | Steve Bauer. News Gazette

<sup>23</sup> DOCUMENTS DISTRIBUTED TO THE COUNTY BOARD AT THE MEETING COMMITTEE OF THE WHOLE. APRIL 6, 2010

<sup>24</sup> Committee of the Whole (Highway & Transportation, County Facilities, & ELUC) Minutes, Tuesday, April 6, 2010 Page 8

<sup>25</sup> Champaign, Illinois East University Avenue TIF Redevelopment Plan Amendment. Champaign Planning Department.



Fig. 67: Improvements such as the Logan/Water Street Reconstruction Project were furthered given the TIF revenue

### Objectives

1. Support new commercial and residential development to add new jobs and expand the tax base
2. Revitalize vacant and underutilized parcels
3. Provide public facility improvements and/or eliminate facility deficiencies to support private development projects
4. Assemble vacant and underutilized parcels suitable for today's development standards
5. Help alleviate land acquisition and/or site preparation costs for development
6. Fund open space, streetscape and building façade improvements
7. Emphasize and preserve architectural identity of the area
8. Provide safe vehicular and pedestrian circulation and adequate off-street parking
9. Build off of the success of the Boneyard Creek to create connections to additional parks, walkways, bike paths, greenways, and other public amenities

### Planned Projects Centered Promote MED

The proposed TIF funds would be used to fund a number of proposed projects that fall in line with MED principles. These include a:<sup>26</sup>

1. Marshall Street Public Parking Lot: satellite parking lot on Marshal between First and Locust
2. Public/Private Redevelopment Incentives: fund for developers to renovate existing buildings, make permanent improvements and site remediation for new buildings
3. Water Street Plaza: close a one block section along Water Street between Chester Street and University Avenue – creating more retail opportunities and gathering space – while eliminating a current pedestrian safety hazard
4. Springfield Avenue Streetscape: streetscape improvements along Springfield Avenue between the railroad tracks and the Boneyard Creek, specifics include upgraded sidewalks, curb cuts and lighting similar to what is currently on First Street at the Boneyard Creek
5. Locust Street Reconstruction: Locust street between Logan and Chester would include larger sidewalks to accommodate an outdoor café, improved lighting, and options for closure of the street to traffic for special events.

The Campustown TIF also covers a large portion of the White Street corridor. Within the past year the Campustown TIF has used funds to provide streetscape improvements including new trash cans and bicycle parking, as well as provided funding to the local business group to promote the area.<sup>27</sup> The recently developed Burnham 310 project is located in this TIF district, which is an 18 story mixed use development with luxury student housing, as well as the County Market grocery store.<sup>28</sup>

### Urbana

The eastern portion of the Springfield Avenue corridor falls within a TIF district – referred to as TIF district # 2 (set to expire in 2021). Just east of the Springfield Avenue corridor in downtown Urbana is TIF District #1 (set to expire in 2016).

The parcels that fall within the TIF district #2 are discussed in the development scenarios of this report and TIF could be used as a tool to support the development of these parcels.

Similar to the TIF districts in Champaign, the TIF districts in Urbana are designed to provide development incentives within their boundaries, by dedicating increased tax revenue to these districts.

### Enterprise Zones

Another economic incentive available for development within the corridors is the Enterprise Zone. All of the White Street Corridor is located within an Enterprise Zone and the eastern portion of the Springfield Avenue corridor falls within an Enterprise Zone (set to expire December 31, 2015). Enterprise Zones offer development incentives provided a proposed development meets a set criteria. These incentives range from sales tax exemptions on building materials to real estate tax abatements. However, those portions that are also located within a TIF district do not qualify for a tax abatement – so most of the White Street corridor and the portion of the Springfield Avenue corridor that are classified as an Enterprise Zone do not qualify for this incentive.

<sup>26</sup> Champaign, Illinois East University Avenue TIF Redevelopment Plan Amendment

<sup>27</sup> Project Manager: TJ Blakeman. (city of champaign annual report 2009-2010)

<sup>28</sup> Champaign, Ill., plans to expand area of rapid development. By Mike Monson *The News-Gazette, Champaign-Urbana, Ill.* Publication: *The News-Gazette (Champaign, Illinois)*. August 23, 2009.

## Appendix

### White Street and Springfield Avenue Land Use

White Street Land Use		
Land Use	Acres	Percent of Land Area
Arts, Culture, Recreation	0	0%
Commercial	2.9	13%
Education	0	0%
Government	0	0%
Healthcare	0.1	1%
Industrial/Manufacturing	2.3	11%
Mixed Use	0.7	3%
Parking	3.2	15%
Religious	-	0%
Residential Multi-Family	9.6	44%
Single Family	1.4	6%
Vacant	-	0%
Other	0.4	2%
Boneyard Creek Plans	1.0	5%
<b>Total</b>	<b>21.7</b>	<b>100%</b>

Table 48

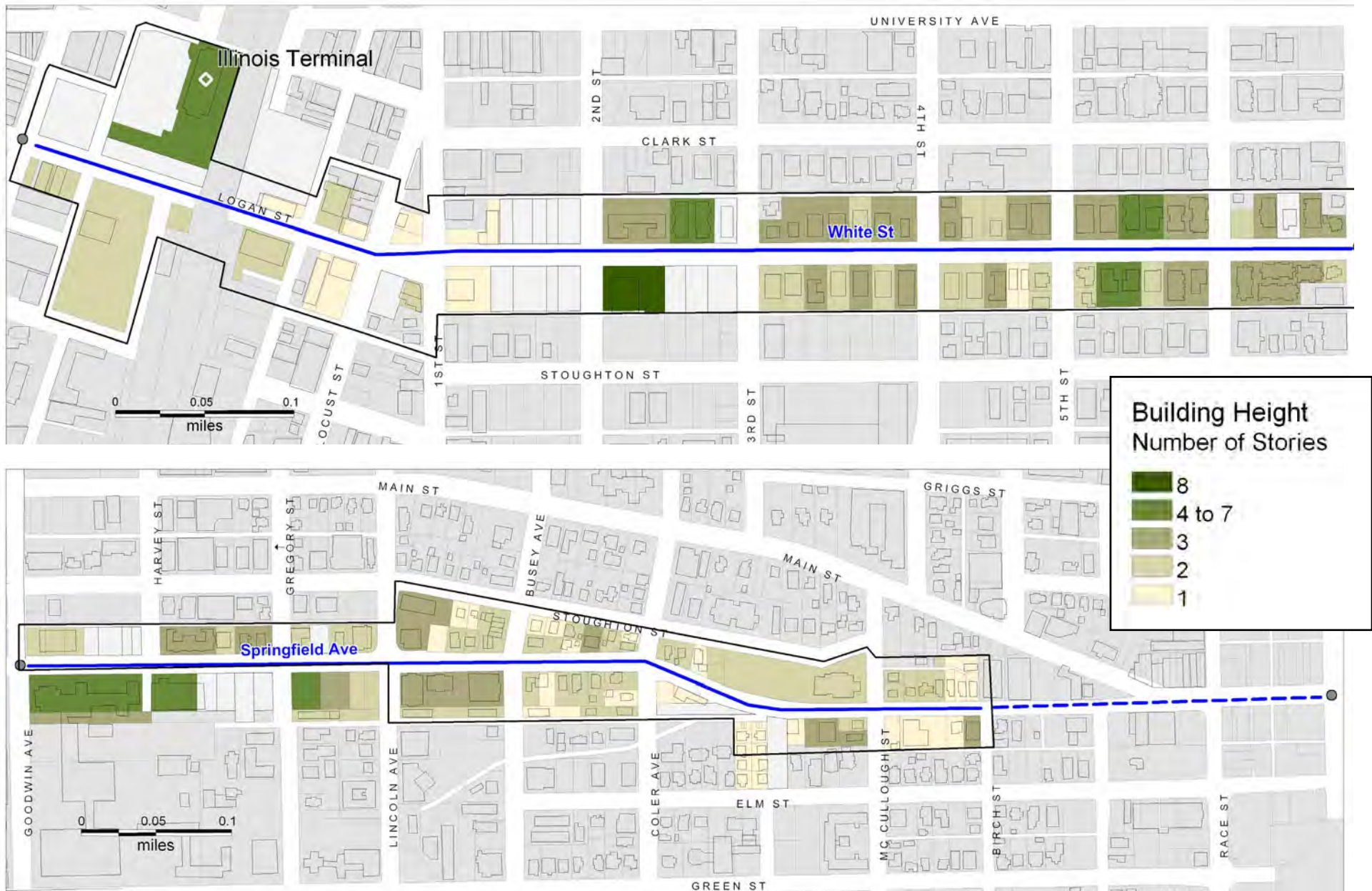
Springfield Avenue Land Use		
Land Use	Acres	Percent of Land Area
Arts, Culture, Recreation	1.8	10%
Commercial	0.8	4%
Education	2.1	12%
Government	0.5	3%
Healthcare	0.2	1%
Industrial/Manufacturing	-	0%
Mixed Use	0.1	1%
Parking	0.3	1%
Religious	0.4	2%
Residential Multi-Family	7.4	42%
Single Family	3.1	18%
Vacant	0.6	3%
Other	0.4	2%
<b>Total</b>	<b>17.5</b>	<b>100%</b>

Table 49





White Street & Springfield Avenue Building Height



Figs. 70 and 71: Corridors building height

## Development Scenario Method

1. The existing Market Value is based on 2008 Pay/2009 County Assessment Office data: <http://www.co.champaign.il.us/ccao/Assessors.htm>
2. The existing tax revenue is based on 2007 taxes reported by the Champaign County Treasurer: <http://www.co.champaign.il.us/taxlookup>
3. Resident parking demand based on ½ a space per bedroom with a minimum of 1 space per unit. A 20% reduction in the number of spaces has been allotted given the development's proximity to transit. A further reduction of 3 parking spaces per car sharing vehicle on site up to 1 car sharing vehicle per 60 units (based on parking bylaws in Vancouver, British Columbia).
4. Commercial and office parking demand based on 3 spaces/1,000 square feet of use. Commercial parking is shared between garages with the residential, surface parking lots and on street short term meters.
5. 325 sq feet per parking space is used to determine the number of surface and deck parking spaces. (Victoria Transport Policy Institute Online TDM Encyclopedia)
6. Projected Market Value and corresponding Tax Revenue based on the One Main mixed use development at One Main Plaza in Champaign. Residential (condo sales) = \$180/Sq Foot, Commercial (ground floor) = \$100/Sq. Foot, Office and/or second floor or above commercial = \$90/Sq. Foot. These figures are current as of March 25, 2009.
7. development size
  - a. 1 – 3 floors = small
  - b. 4-6 floors = Medium
  - c. 7 + = Large

**Curbside Survey**

Address: \_\_\_\_\_

Parcel Number: \_\_\_\_\_ Frontage (ft): \_\_\_\_\_ Commercial Sq. Footage: \_\_\_\_\_

**For Sale, For Rent, or For Lease Sign Present:**     For Sale sign is present     For Rent sign is present  
 For Lease sign is present     Business For Sale sign is present     No sign is currently present

**Freestanding or part of larger building or development:**     Freestanding     Part of larger building

**Number of parking spaces available on site:** \_\_\_\_\_

**Parking type:**     Dedicated parking for this cluster of businesses     Dedicated parking for this business  
 No parking     Parking on site, currently closed to public     Public parking lot (free)  
 Public parking lot (pay or meter lot)     Street parking—free     Street parking—meters

**Accessible to persons with disabilities:**     Yes     No

**Outside Appearance:**     Excellent     Good     Fair     Poor     (not applicable)

**Business Survey**

**Business Name:** \_\_\_\_\_ **Posted Hours:** \_\_\_\_\_

**Business Type:** \_\_\_\_\_

**Window Type:**     Floor to ceiling     3/4 length     1/2 length     <1/2 length     Mix of different types     N/A

**Sign Position:**     Flush     Perpendicular     Flush and perpendicular signs are present  
 Free-standing sign mounted on post     Other style of sign     No sign present     (not applicable)

**Signage Type:**     Neon sign     Handmade sign     Painted sign     Printed sign  
 Lettering directly on façade     Other style of sign     No sign present     Awning  
 (not applicable)

**Residential Survey**

**Number of units:**     1-2     3-5     6-8     8 or more

---

**Parking Survey**

**Parking type:**     Structure     Surface Lot    **Ownership:**     Public     Private     Cannot determine

**Location/Orientation:**     Front     Side     Rear

**Parking duration:**     Long term     Short term     Cannot determine     (not applicable)

**Payment:**     Hourly     Daily     Free     Cannot determine     (not applicable)

**Observed Usage:**     High     Medium     Low     Cannot determine     (not applicable)

**Lighting:**     Excellent     Good     Fair     Poor     (not applicable)

**Parcel Survey**

**Business Type:** \_\_\_\_\_

**Land Use:**     Arts, Culture, Recreation     Commercial     Educational     Healthcare     Hotel, Motel  
 Industrial, Manufacturing     Government or Public Administration     Mixed Commercial and Residential  
 Non-profit organization     Open/Green Space     Other     Parking Lot or Parking Deck  
 Religious     Residential—Multi-family     Residential—Single family     Transportation     Vacant Lot

**Detailed Land Use:** \_\_\_\_\_

**Condition of Building:**     Excellent     Good     Fair     Poor     (not applicable)

**Structure Type:**     Brick (dominant, exclude trim)     Brick/Limestone     Brick/Terra Cotta  
 Frame (wood and related materials)     Stone     Other     (not applicable)

**Façade Condition:**     Excellent     Good     Fair     Poor     (not applicable)

**Height of Building (in feet):** \_\_\_\_\_ (1 floor = ~12 ft)    **Number of Stories:** \_\_\_\_\_ (1, 1.5, 2, etc.)

**Number of Housing Units:** \_\_\_\_\_    **Number of vacant business sites in this parcel:** \_\_\_\_\_

**Sidewalk condition:**     Excellent     Good     Fair     Poor     (not applicable)

**Sidewalk width (ft):** \_\_\_\_\_    **Number of Street Trees:** \_\_\_\_\_

**Street lighting (presence of it):**     Excellent     Good     Fair     Poor     (not applicable)

**Vacant or Occupied:**     Occupied     Multi-Unit, Partially Occupied/Vacant     Vacant, at Ground Level  
 Vacant building     Vacant lot, no buildings     Cannot determine

**Bike parking:**     Yes     No

**Notes:** \_\_\_\_\_

Fieldwork Building and Land Use Survey Form

## Parking Maximum Reference Materials

Portland, OR has a parking maximum zoning ordinance in place. Reference Portland, OR Planning & Zoning Code. Title 33, Planning and Zoning. 4/24/10

Section 33.266.115 Maximum Allowed Parking Spaces

<http://www.portlandonline.com/shared/cfm/image.cfm?id=53320>

A report that covers a wide variety of parking issues, including parking management strategies. "Parking Management Strategies, Evaluation and Planning". 16 July 2010. Todd Litman. Victoria Transport Policy Institute

[http://www.vtppi.org/park\\_man.pdf](http://www.vtppi.org/park_man.pdf)

Municipal Research and Services Center of Washington (a Seattle based private, non profit organization) evaluates downtown parking strategies and has several reference sources on maximum parking.

<http://www.mrsc.org/subjects/transpo/tpark/downtownpkg.aspx#Maximums>