



## DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

*Planning Division*

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

**TO:** Mayor Laurel Lunt Prussing

**FROM:** Elizabeth H. Tyler, FAICP, Director

**DATE:** October 30, 2008

**SUBJECT:** **Plan Case 2088-CP-08**, a request to adopt the Crystal Lake Neighborhood Plan as an element of the 2005 Urbana Comprehensive Plan.

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### **Introduction**

The Urbana Zoning Administrator is requesting that City Council adopt the final draft of the Crystal Lake Neighborhood Plan as an element of the 2005 Urbana Comprehensive Plan. The Crystal Lake Neighborhood Plan contains goals and strategies for the area surrounding Crystal Lake Park and the Carle Hospital campus. Similar to previous neighborhood plans, such as the 1989 King Park Plan and the 2002 Downtown Strategic Plan, the Crystal Lake Neighborhood Plan would be adopted as an element of the Comprehensive Plan and would become the guiding document for policy and planning decisions in planning area.

Public input was a key element in the compilation of the Crystal Lake Neighborhood Plan. Resident comments were gathered in two neighborhood meetings, through surveys, and several comments mailed to the City. In addition to resident input, stakeholder groups such as the Urbana Park District, Champaign County Fairgrounds, and Carle Clinic and Hospital were interviewed and invited to comment on draft plans.

On September 8, 2008, copies of the draft plan were mailed to City Council, as well as the Plan Commission and the Community Development Commission for review and comment. This memorandum refers to that draft. The draft plan encompasses many topical areas, such as land use, mobility, housing and community cohesion. Staff presented the draft plan to the Community Development Commission on September 23, 2008 for review and comment on elements of the plan that fall under their purview, including housing, grants and neighborhood programs. The draft plan was then reviewed at public hearing before the Plan Commission on October 9, 2008, which was carried over to October 23, 2008. Comments from the Community Development Commission, Plan Commission and the public in general are included in this memorandum. Staff has incorporated recommended changes into five replacement pages to be inserted into the draft plan. These five

pages are found in Exhibit “A”. City Council may now review the recommended changes and adopt or deny the final draft of the Crystal Lake Neighborhood Plan.

## **Background**

### **Planning Process**

The process for developing the Crystal Lake Neighborhood Plan began in March of 2007. Members of the neighborhood organization United Citizens and Neighbors (UCAN) met with the Mayor and city staff to discuss concerns about Carle’s potential expansion of the Medical Institutional Campus zoning district. Working with residents and other stakeholders to address these concerns and to provide a planning context in anticipation of Carle Hospital’s revised master plan, the City committed to prepare a plan for the neighborhood. The planning process consisted of several phases and took place over the subsequent eighteen months. Phases included Background Research, Visioning, Plan Concepts, Draft Plan Preparation, and Final Preparation. The sixth phase, Implementation, will begin after the plan is approved.

1. The Background Research Phase began with a discussion of how to produce the plan. Staff decided to use a process similar to that of the 2005 Urbana Comprehensive Planning Process. The majority of the time in this Phase was spent researching the neighborhood’s history and existing conditions.

2. The Visioning Phase was centered on collecting information from residents, property owners, employees and users of local businesses and parks, and other stakeholder groups on what they would like to see happen within the neighborhood. Staff designed exercises for a visioning workshop which took place in June of 2007. Residents and property owners from the area were invited to discuss what aspects of the neighborhood they wanted to see preserved or improved. Fifty area residents participated in the workshop. Staff prepared a resident survey, which was sent to all residents and property owners in the neighborhood. City staff also met with members of UCAN to discuss their concerns and aspirations for the neighborhood.

In concert with the visioning workshop and resident survey, staff also distributed a survey to businesses within the area. Key stakeholders such as the Urbana Park District and Carle Clinic and Hospital were interviewed to gain further insights on how they envisioned the neighborhood developing. Both Carle Hospital and the Park District have master plans for their facilities in the planning area, which are interrelated with, but separate from, the Crystal Lake Neighborhood Plan.

3. The Plan Concepts Phase synthesized information gathered from the visioning workshop, resident survey, business survey, and stakeholder interviews. From this information staff identified a development framework and plan parameters, as well as goals and objectives. Alternative implementation strategies were evaluated and tested with key stakeholders.

4. The Draft Plan Preparation Phase consisted of synthesizing the components of the plan into a complete draft before garnering feedback during a second neighborhood meeting. On August 13<sup>th</sup>,

2008, the City held an open house to review the draft Goals and Objectives, and Implementation Strategies with neighborhood residents. Over twenty-five residents attended to comment on the plan.

5. The Final Plan Preparation Phase came next. The draft plan was revised based on comments from the open house and a final draft was issued for public comment on September 8, 2008. Area residents and property owners were notified that the draft plan was available at several locations and on the City's web site for review. Comments from this review period were forwarded to the public hearing at the October 9, 2008 meeting of the Urbana Plan Commission. Following the public hearing, the Plan Commission has forwarded the draft with recommended changes to City Council for final review and adoption.

6. The Implementation Phase will consist of carrying out strategies identified in the Plan and will help to guide the City as it pursues related activities in 2008 and beyond. The goals and strategies set forth in the plan will assist the City in review of any future updates to an existing development agreement with Carle, decisions made during the City's Annual Action Plan for funds allocated by the U.S. Department of Housing and Urban Development (HOME and CDBG), Capital Improvement Planning, review of zoning requests and building permits, and other planning decisions.

## **Issues and Discussion**

### **Plan Overview**

The plan consists of six major components, as well as an extensive appendix. The Background section contains a history of the area, an inventory of current zoning and land uses, and an analysis of the existing demographic conditions and trends. The Planning Process section provides an overview of the plan's formation, introduces the major stakeholders for the area and lays out the existing plans and agreements that govern development in the neighborhood. The heart of the plan outlines Trends and Issues, maps out key Plan Concepts, and introduces Goals and Objectives for the area.

The Trends and Issues section (starting on page 35 of the draft plan) identifies key trends occurring in the area, and asks key questions about how those trends affect the neighborhood. Trends include items such as the growth of Carle Hospital, an aging housing stock, and changing conditions along the University Avenue Corridor.

Key Plan Concepts are mapped out next, as shown on the attached Exhibit "A". This map identifies several desired improvements that were noted as priorities from public meetings and surveys. Various planning initiatives or other important features identified in the Plan are noted on the map. Some annotations are also taken from other agency plans, such as the Park District's Crystal Lake Park Master Plan. The University Corridor Study is taken into account by the Plan Concepts Map,

as well as links to connect Crystal Lake Park to Leal Park and downtown Urbana. The map also identifies Future Land Uses as set forth in the 2005 Urbana Comprehensive Plan.

The Plan Concepts Map outlines a proposed Medical Institutional Campus (MIC) expansion area which allows Carle Hospital room to expand without encroaching into areas where Carle does not already own significant property. This expansion area was indicated as a “5-20 year expansion area” in Carle’s 1995 Master Plan. The area is bordered by Lincoln Avenue to the west, Orchard Street to the east, Church street to the south, Hill Street to the north from Lincoln to Busey, and Fairview to the north from Busey to Orchard. A 1995 Development Agreement between the City and Carle (found in the appendix to the Plan) allowed Carle to purchase properties in this area in anticipation of a future expansion of the MIC. The Development Agreement specifies that expansion of the MIC will require an amendment to the agreement, as well as amendments to the Comprehensive Plan and the Zoning Ordinance, and that the Zoning Administrator shall give notice to all neighborhood organizations, property owners, and residents 45 days prior to the public hearing. It is anticipated that Carle will seek an amendment to the Development Agreement and an expansion of the MIC within the next several months.

The Goals and Objectives section lists nineteen goals and several objectives derived from input gathered during the planning process. Goals and Objectives are intended to preserve what residents and stakeholders like most about the neighborhood and to improve other aspects where needed. Many Goals and Objectives are taken directly from the 2005 Comprehensive Plan, as listed in the Appendix to the Plan. The full list of Goals and Objectives can be found starting on page 43 of the Plan. Goals and Objectives, as well as Implementation Strategies are divided into four categories: Land Use and Development, Housing, Mobility, and Community Enhancement. The following is a list of the Goals, with a brief discussion of how they relate to the neighborhood:

### ***Land Use and Development***

- Goal 1.0 Provide a framework for potential expansion of the Carle campus which balances what is best for residents, Carle, and the City as a whole.*
- Goal 2.0 Ensure that commercial development and development on the Carle Campus is implemented with the minimal amount of impact on the surrounding residential neighborhood.*

These first two goals address the potential conflicts between a large hospital and the adjacent low-density residential neighborhood. By encouraging Carle to expand upward within its existing campus, rather than out into the neighborhood, potential conflicts can be avoided. As time goes by, the need to expand will eventually lead to new hospital-related uses outside of the current MIC. These uses should be low-intensity buildings that are primarily used during the work day. Proper landscaping and lighting will also remediate potential conflicts.

- Goal 3.0 Retain and expand local businesses as community assets.*
- Goal 4.0 Redevelop University Avenue. (Comp Plan Goal 26.2)*
- Goal 5.0 New development should be compatible with the overall urban design and fabric of the neighborhood. (Comp Plan Goal 2.0)*

These goals deal with the commercial areas of the neighborhood, mostly located along University Avenue. The City should work to improve the corridor as anticipated by the upcoming University Avenue Corridor Study. The City should also expand efforts to bring new businesses to the area, and ensure that they are developed in character with the neighborhood.

*Goal 6.0 Promote Sustainability*

*Goal 7.0 Integrate Planning Efforts*

Future development in the area should minimize impacts on the environment, and should be in harmony with other agency plans.

### ***Housing***

*Goal 8.0 Preserve the established residential character of the neighborhood. (Comp Plan Goal 1.0)*

*Goal 9.0 Promote a mixture of housing types that preserves the affordable nature of neighborhood homes. (Comp Plan Goal 40.0)*

*Goal 10.0 Provide for one-to-one replacement of housing removed in the area*

Housing goals recognize that area homes are aging and that expansion by Carle Hospital toward the north would reduce the number of homes in the neighborhood. Carle currently owns and maintains over forty rental homes in the area, many of which are occupied by Carle visitors and employees. Proposed expansion of the MIC, as outlined on the Plan Concepts map, could over time result in the loss of over 50 homes. While it is recognized that Carle is not a housing developer, the Plan anticipates that Carle will support the development of replacement residential units within the larger neighborhood. Existing and potential properties for replacement housing include the Stratum on University, Crystal View Townhomes, and the Kerr Avenue sustainable neighborhood. Carle has already participated in the Crystal View Townhomes project by assisting with the application process and providing a computer lab for the development.

The City also has a role to play in helping low and moderate income residents maintain their homes. Most of the planning area falls within the Community Development Target Area, which is eligible for project assistance through Federal funds. Extension of the Neighborhood Improvement Fund established by the 1995 agreement could also help improve homes and promote neighborhood stability in the area.

### ***Mobility***

*Goal 11.0 Reduce traffic congestion and impact on surrounding neighborhood.*

*Goal 12.0 Create and maintain a multi-modal transportation system. (Comp Plan Goal 47.0)*

*Goal 13.0 Improve neighborhood infrastructure.*

These related goals deal with the reduction of car trips throughout the residential areas surrounding Carle and Crystal Lake Park. A multi-modal transportation system with improved infrastructure, such as bicycle paths, would allow for residents, employees, and visitors to travel throughout the neighborhood by means other than automobile.

*Goal 14.0 Enhance connections for residents to neighborhood amenities, downtown Urbana, and the University of Illinois.*

The neighborhood's location adjacent to downtown Urbana should afford residents easier access to downtown amenities such as the Market at the Square. An enhanced connection, possibly through Leal Park and along the Boneyard Creek, will provide greater mobility for bicycle and pedestrian trips.

### ***Community Enhancement***

*Goal 15.0 Capitalize on the neighborhood and its assets.*

*Goal 16.0 Promote a sense of community through neighborhood activities and community gathering spaces.*

*Goal 17.0 Improve neighborhood safety and appearance.*

The neighborhood has many assets, including some active community groups. Increased participation among neighbors and more community-building activities can result in a safer and more attractive neighborhood.

*Goal 18.0 Utilize the Champaign County Fairgrounds to its full potential.*

*Goal 19.0 Promote Crystal Lake Park as a Neighborhood Amenity*

The fairgrounds and Crystal Lake Park represent great opportunities for community and neighborhood events. While the fairgrounds come alive every summer, they are underutilized during the remainder of the year. Crystal Lake Park is a tremendous destination for residents of Urbana and it has the potential to host many events that cater to the needs of neighborhood residents.

### **Implementation**

Finally, the plan offers an Implementation Strategies section which outlines how the goals and vision will be achieved. This table, attached as Exhibit “B”, is broken down into the same categories as the Goals and Objectives. For each strategy a responsible party is identified; either a City Division, an outside agency, or one of each. Many strategies call for a continuation of ongoing City programs, such as the Whole House Rehabilitation program. Others call for new initiatives, such as creating a neighborhood watch. These strategies are supported by the City of Urbana and area stakeholders UCAN, the Park District, and Carle.

### **Community Development Commission**

At their September 23, 2008 meeting, the Urbana Community Development Commission reviewed the draft plan and submitted the following comments to staff:

- One commissioner noted the importance of having residences face out onto the park. As the Carle campus expands, houses along Orchard Street will be replaced with medical-related uses. Objective 5.2 calls for residentially-compatible uses along the park. The commissioner inquired as to whether the City could ask Carle to build a neighborhood park at the edge of their campus to serve as a buffer and to allow homes to face the park. An evaluation of the Urbana Park District’s Crystal Lake Park Master Plan (on page 145 of the draft appendix) shows that several improvements, such as increased lighting and new picnic and play areas will allow the park to function as a neighborhood park for nearby residents.
- Many commissioners noted that Objective 16.1, regarding a potential community center, is a project that the CD Commission has addressed before. Staff from the Grants Management explained that the neighborhood has not yet come to a consensus on the purpose of the proposed center, and whether it would cater to teens, seniors, or both, and as such the project has not yet been realized. Implementation Strategy CE7 calls for the City to work with residents on a potential community center and to continue to help define its purposes.
- Another major comment from the CD Commission was that the Implementation Strategies should be prioritized. Strategies currently have projected timeframes for completion, but are not listed in order of importance. Residents and stakeholders have not been asked to rate the importance of various Implementation Strategies. Some will be easier or less expensive to achieve, yet all are important and all will be helpful to achieve the Goals and Objectives of the plan. Because all of the Goals and Objectives are important, it is difficult to rank the Implementation Strategies.
- The final comment from the CD Commission involves Implementation Strategy H3, which currently reads: “Promote investment in rental properties such as apartments at Lincoln and Fairview”. The Commission suggested a change of language to “Encourage investment in existing rental properties such as apartments at Lincoln and Fairview”. This change will help clarify that the plan does not promote the conversion of housing from single-family to multi-family.

## **Public Comments**

During the 30-day public review period, there was one comment received regarding the draft plan, which is attached as Exhibit “C”. The comment states that business uses should not expand into the park or residential areas.

At the October 9<sup>th</sup> public hearing, a member of the North Broadway Neighbors group requested that the Commission defer discussion on the Crystal Lake Neighborhood Plan until the group had a chance to provide additional comments regarding the plan. City staff met with ten members of the group on October 14, 2008 to discuss their concerns. The discussion centered on the proposed goals and implementation strategies related to infrastructure along Broadway Avenue.

The first topic discussed was sidewalks. Implementation Strategy M6 calls for missing sidewalks to be installed. These sidewalks are shown on the Plan Concepts Map, including along the east side of Broadway Avenue, north of Oakland Avenue. This strategy was derived from comments collected at the Visioning Workshop held last summer, as well as from responses to a resident survey. Residents at the October 14<sup>th</sup> meeting expressed concerns about the potential of installing a sidewalk along the eastern right-of-way of Broadway. They felt that other projects should take higher priority, such as repairing the brickwork on Broadway Avenue. They also were concerned that a sidewalk would take away green space from their yards, and could be placed too close to homes. However, the majority agreed that installation of sidewalks along with curbs and gutters would improve the appearance of the area, improve drainage, and increase property values. Overall, residents concluded that the long-term goal of installing sidewalks is not objectionable, as long as street parking is maintained and local property owners are not assessed a fee to pay for the improvements.

A related discussion focused on the proposed multi-use path running north along the western side of Broadway Avenue and west along Country Club Road. This path is shown in the Park District’s Crystal Lake Master Plan, as well as on the City’s Bicycle Master Plan. The residents fully support this path. They had questions about how it would be funded, but saw the project as beneficial to the neighborhood.

Street lighting was another major topic discussed at the meeting. Objective 13.4 calls for street lighting to be installed along the east side of Broadway Avenue. Residents collectively did not agree with this objective. They felt the existing street lighting along the west side of the street provided more than adequate illumination and do not want any more light trespass onto their property. Staff subsequently recommends that Objective 13.4 be removed from the Crystal Lake Neighborhood Plan.

## **Plan Commission**



A public hearing regarding the draft plan was held at the October 9, 2008 meeting of the Plan Commission and continued to the October 23, 2008 meeting. At the October 9th meeting, the Plan Commission inquired about Implementation Strategy M12. This strategy calls for the creation of a bicycle path along Lincoln Avenue. Review of the Urbana Bicycle Master Plan reveals that this strategy is in conflict with existing plans, and would not be feasible due to traffic levels on Lincoln Avenue. Instead, the plan calls for the neighborhood to be connected to the campus via a path along Fairview to the existing path on Goodwin Avenue. Staff recommends replacing strategy M12 with the following: “Create a safe bicycle path towards the U of I campus along Fairview and Goodwin Avenues, as shown in the Urbana Bicycle Master Plan”.

Another item discussed by the Plan Commission was Implementation Strategy H1, which encourages Carle to support one-to-one replacement housing for any units lost to the expansion of hospital and clinic uses in the neighborhood. Commissioners discussed whether Implementation Strategy H1 should be amended to "require" (rather than "encourage") Carle Hospital to support one-to-one replacement housing. City staff recommended maintaining the current wording, which has previously been reviewed and accepted by staff at Carle. Carle Hospital indicates they understand that this is an important goal for the City and have committed to assisting in its achievement. However, because Carle is not a housing developer, the terms of this support will need to be determined in response to any future request for expansion of the MIC district, by means of an evaluation or amendment of the existing development agreement between the City and Carle Hospital.

At the October 23, 2008 Plan Commission meeting, the public hearing regarding the Crystal Lake Neighborhood Plan was continued. Discussion focused on Implementation Strategy H1: “Encourage Carle Hospital to support one to one replacement housing at locations such as Crystal View Townhomes, Kerr Avenue, and at other various locations partnering with local housing providers if residences are removed due to Carle expansion.” Some commissioners still felt that this should be a requirement, rather than something the City “encourages”. This resulted in a discussion of the role of the plan as a guiding document. It was generally agreed that such a requirement should be negotiated as part of an amendment to the City’s development agreement with Carle.

One commissioner felt that the City was potentially “chasing away” future development by Carle by placing such requirements on the hospital, and that the strategy should be removed altogether. Another argued that the strategy was poorly phrased, that Carle would not be able to provide “one-to-one” replacement unless they developed the housing themselves, and that the strategy should be removed for that reason. Ultimately the Plan Commission voted to recommend removal of Strategy H1, but did note that Objective 10.1 should remain in the plan. Objective 10.1 reads “Seek replacement of housing lost due to Carle expansion one-to-one with housing opportunities in the larger neighborhood, such as Crystal Lake Townhomes, Kerr Avenue, and the Stratum on University.”

## **Summary of Findings**

1. Due to concerns over the potential expansion of the Carle Hospital, the residents of the planning area requested a neighborhood plan, which was begun by the City in March, 2007.
2. Residents and key stakeholders were involved in formation of the plan through various workshops, surveys, and interviews over the past eighteen months.
3. The Crystal Lake Neighborhood Plan offers a detailed background of the existing conditions of the area and notes important trends and issues facing the neighborhood.
4. The Crystal Lake Neighborhood Plan maps out key Plan Concepts and recommends Goals and Objectives intended to help address the trends and issues facing the neighborhood.
5. The Crystal Lake Neighborhood Plan offers Implementation Strategies which outline the projects, policies and programs to be implemented and identifies responsible parties for those items.
6. The Crystal Lake Neighborhood Plan recommends potential expansion limits to the Medical Institutional Campus consistent with the 1995 Carle Master Plan's 5-20 year expansion area.
7. The Crystal Lake Neighborhood Plan serves as a supplement to and amendment of the 2005 Comprehensive Plan where the goals and policies of the Crystal Lake Neighborhood Plan would be utilized as the guiding document for planning and development in that area.
8. The Plan was made available for public comment during a 30-day review period, which residents were made aware of by postcards and a newspaper ad.
9. The Plan was presented to the Urbana Community Development Commission on September 23, 2008, and changes recommended by the CD Commission are incorporated in the attached replacement pages.
10. Additional input on the Plan was collected at a meeting with the North Broadway Neighbors group on October 14, 2008.
11. The Plan was reviewed at a Public Hearing, beginning on October 9, 2008 and continued on October 23, 2008, at which the Plan Commission heard public comments and recommended changes.

## **Options**

In Plan Case 2088-CP-08, City Council may:

- a) Adopt the Crystal Lake Neighborhood Plan as an amendment of the 2005 Urbana Comprehensive Plan.
- b) Adopt the Crystal Lake Neighborhood Plan as an amendment of the 2005 Urbana Comprehensive Plan, with recommended changes.
- c) Do not adopt the Crystal Lake Neighborhood Plan as an amendment of the 2005 Urbana Comprehensive Plan.

## Recommendations

By a vote of three ayes to two nays, the Plan Commission voted on October 23, 2008 to forward Plan Case No. 2088-CP-08 to the Urbana City Council with a recommendation for **APPROVAL** with the following changes:

- Remove Objective 13.4, concerning additional street lighting on Broadway, from the Plan.
- Amend Implementation Strategy H3 to read “Encourage investment in existing rental properties such as apartments at Lincoln and Fairview”.
- Amend Implementation Strategy M12 to read “Create safe bicycle path towards the U of I campus along Fairview and Goodwin Avenues, as shown in the Urbana Bicycle Master Plan”.
- Remove Implementation Strategy H1, which states “Encourage Carle Hospital to support one to one replacement housing at locations such as Crystal View Townhomes, Kerr Avenue, and at other various locations partnering with local housing providers if residences are removed due to Carle expansion.”

Staff concurs with this recommendation for approval with the first three suggested changes. Staff recommends retaining Implementation Strategy H1.

### Attachments:

Exhibit “A”: Replacement Pages Reflecting Recommended Changes to the Plan (Cover, 41, 46, 51, 52)

Exhibit “B”: Implementation Strategies Table

Exhibit “C”: Comments Received from the Public Regarding the Draft Plan

Exhibit “D”: Minutes from the October 9, 2008 and October 23, 2008 Public Hearings

**ORDINANCE NO. 2008-11-129**

**AN ORDINANCE AMENDING THE CITY OF URBANA COMPREHENSIVE PLAN 2005**

(Crystal Lake Neighborhood Plan -  
Plan Case No. 2088-CP-08)

WHEREAS, the Urbana City Council on April 11, 2005 in Ordinance No. 2005-03-050 adopted the 2005 City of Urbana Comprehensive Plan; and

WHEREAS, the 2005 Comprehensive Plan contains goals, objectives, policies, future land use maps, and other recommendations pertaining to the entire City; and

WHEREAS, the 2005 Comprehensive Plan states that Neighborhood Plans may be adopted and considered an extension of the Comprehensive Plan in order to address specific issues that arise in a defined neighborhood; and

WHEREAS, changing conditions in the Crystal Lake Neighborhood warrant the creation of a plan specific to the area which will address concerns of the residents and area stakeholders, as well as provide a context for agency plans adopted within the area; and

WHEREAS, after due publication and proper legal notification of a public hearing on October 9, 2008, which was continued on October 23, 2008, the Urbana Plan Commission voted 3 ayes to 2 nay to recommended that the Urbana City Council adopt the Crystal Lake Neighborhood Plan as an official amendment to 2005 Urbana Comprehensive Plan; and

WHEREAS, the City Council finds that it is in the public interest to adopt an amendment to the 2005 Urbana Comprehensive Plan to provide a detailed plan to achieve these public policies.

NOW, THEREFORE, BE IT ORDAINED BY THE CORPORATE AUTHORITIES OF THE CITY OF URBANA, ILLINOIS, as follows:

Section 1. The attached document entitled "Crystal Lake Neighborhood Plan", dated October 2008, and incorporated herein by reference is hereby adopted in whole as an amendment to the 2005 Comprehensive Plan of the City of Urbana, as amended.

Section 2. The City Clerk is directed to publish this Ordinance in pamphlet form by authority of the corporate authorities and thereafter file a certified copy in the Champaign County

Recorder's Office in conformance with Chapter 65, Section 11-12-7 of the Illinois Compiled Statutes (65 ILCS 5/11-12-7).

Section 3. This Ordinance shall be in full force and effect upon the expiration of 10 days after the date of filing notice of the adoption of the comprehensive plan amendment with the Champaign County Recorder, in conformance with Chapter 65, Section 11-12-7 of the Illinois Compiled Statutes (65 ILCS 5/11-12-7).

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2008.

AYES:

NAYS:

ABSTAINS:

\_\_\_\_\_  
Phyllis D. Clark, City Clerk

APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_, 2008.

\_\_\_\_\_  
Laurel Lunt Prussing, Mayor

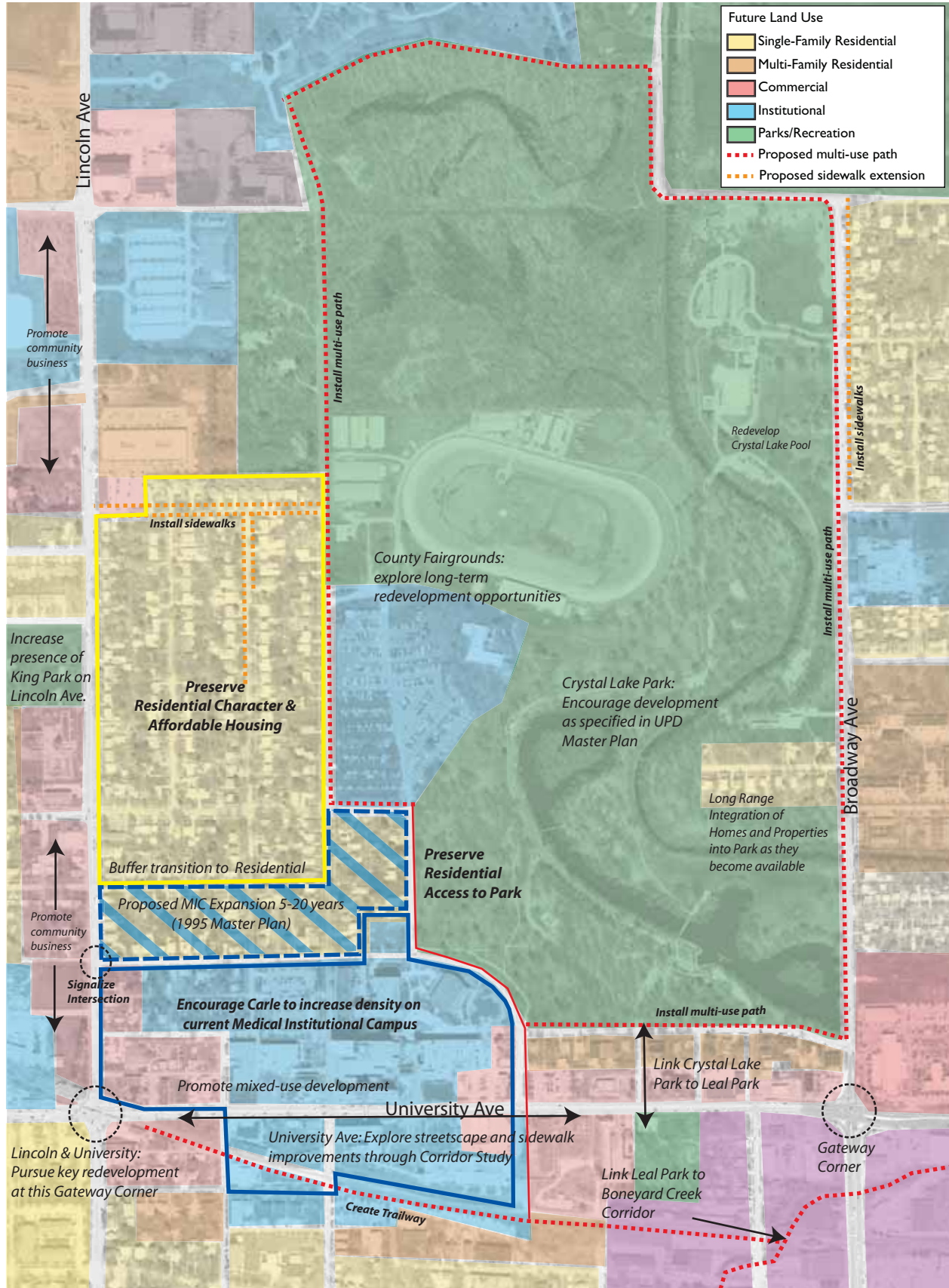
**CERTIFICATE OF PUBLICATION IN PAMPHLET FORM**

I, Phyllis D. Clark, certify that I am the duly elected and acting Municipal Clerk of the City of Urbana, Champaign County, Illinois.

I certify that on the \_\_\_\_\_ day of \_\_\_\_\_, 2008, the corporate authorities of the City of Urbana passed and approved Ordinance No. \_\_\_\_\_, entitled: **"AN ORDINANCE AMENDING THE CITY OF URBANA COMPREHENSIVE PLAN 2005** (Crystal Lake Neighborhood Plan -- Plan Case No. 2088-CP-08), which provided by its terms that it should be published in pamphlet form. The pamphlet form of Ordinance No. \_\_\_\_\_ was prepared, and a copy of such Ordinance was posted in the Urbana City Building commencing on the \_\_\_\_\_ day of \_\_\_\_\_, 2008, and continuing for at least ten (10) days thereafter. Copies of such Ordinance were also available for public inspection upon request at the Office of the City Clerk.

DATED at Urbana, Illinois, this \_\_\_\_\_ day of \_\_\_\_\_, 2008.

# Exhibit A: Plan Concepts Map





## LAND USE & DEVELOPMENT

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
LU1	Update Carle Campus Master Plan to reflect changing conditions in the area.	Plan/ Coordination	1.0, 1.2, 1.3	Short Term	Community Development / Public Works / CD Commission / Plan Commission / Council	Carle Foundation Hospital
LU2	Identify and market vacant and underutilized commercial properties along University and Lincoln Avenues, consistent with Comprehensive Plan designations, providing economic incentives where available.	Action	3.0, 3.1, 3.3, 3.4	Ongoing	Economic Development	Private Sector
LU3	Integrate additional complimentary uses and medical-related businesses along University Ave. and Lincoln Ave.	Coordination	4.0, 4.4, 5.4	Ongoing	Economic Development	Private Sector
LU4	Work with the University of Illinois to redevelop the southwest corner of Lincoln and University.	Coordination	3.0, 4.0, 4.4, 5.4	Short Term	Economic Development	University of Illinois/Private Sector
LU5	Work with the private sector to redevelop the southeast corner of Lincoln and University.	Coordination	3.0, 4.0, 4.4, 5.4	Short Term	Community Development/ Public Works	Private Sector
LU6	Work with Carle to develop the northeast corner of Lincoln and University as a prime gateway location.	Coordination	3.0, 4.0, 4.4, 5.4	Short Term	Community Development	Carle Foundation Hospital
LU7	Adopt and implement the Boneyard Creek Master Plan.	Action	14.5	Short Term	Public Works	Private Sector
LU8	Integrate the Crystal Lake Neighborhood Plan with the Carle Master Plan by providing for shared provision of amenities such as pathways and linkages to the Hospital	Coordination	7.3	Short Term	Community Development/ Public Works	Carle Foundation Hospital/Urbana Park District
LU9	Coordinate with Carle and the Park District regarding potential relocation incentives for the Champaign County Fairgrounds.	Coordination	7.2, 18.3	Long term	Economic Development	Carle Foundation Hospital/ Urbana Park District / Fairgrounds
LU10	Complete University Avenue Corridor Plan	Plan/ Coordination	4.1	Short Term	Community Development, Public Works	Regional Planning Commission
LU11	Explore potential new "Light" MIC District for low-intensity uses on Carle campus to buffer residential areas.	Action	2.4, 2.5	Short Term	Community Development	Carle Foundation Hospital

## HOUSING

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
H1	Encourage Carle Hospital to support one to one replacement housing at locations such as Crystal View Townhomes, Kerr Avenue, and at other various locations partnering with local housing providers if residences are removed due to Carle expansion.	Agreement	10, 10.1	Short Term	Community Development	Carle Foundation Hospital
H2	Use Community Development Block Grant and HOME investment Partnership funds to help repair homes for low-income families and to purchase and rehab or demolish severely blighted homes.	Policy	8.0, 9.0, 9.5	Ongoing	Grants Management Division	Property Owners/UCAN
H3	Promote investment in rental properties such as apartments at Lincoln and Fairview.	Policy	9.0	Ongoing	Community Development	Private Sector
H4	Market housing in neighborhood to Carle employees, continue implementing Employee Assisted Housing program.	Action	8.0, 9.0	Ongoing		Carle Foundation Hospital/Carle Clinic
H5	Utilize rental registration and inspection program to improve property maintenance and neighborhood appearance.	Action	8.0, 8.1	Ongoing	Building Safety	Carle/Property Owners
H6	Redevelop Crystal View Townhomes (former Lakeside Terrace) as mixed-income housing, including low to moderate income residents.	Action	10.2	Short Term	Grants Management Division	Housing Authority of Champaign County/Brinshore Development
H7	Support housing improvement in the TIF 3/King Park Area through the use of CDBG and HOME funds.	Policy	9.0, 9.5	Ongoing	Grants Management Division / Economic Development	Private Sector
H8	Support home ownership in area through First-Time Homebuyer programs	Policy	8.2	Ongoing	Grants Management Division	Financial Institutions

## MOBILITY

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
M1	Build a public path through Carle campus to Crystal Lake Park. (Comp Plan Goal 10.0)	Action	12.2	Short Term		Carle Foundation Hospital
M2	Coordinate with the MTD and Carle on an updated comprehensive trip reduction plan.	Coordination/ Plan	11	Short Term	Public Works	MTD; Carle Foundation Hospital
M3	Synchronize traffic signals on University Avenue.	Action	11.5	Short Term	Public Works	IDOT
M4	Encourage UCAN to establish program for volunteers to shovel seniors' sidewalks.	Action	17.0	Short Term	Community Development	UCAN
M5	Conduct a sidewalk inventory for missing and unsafe sidewalks and accessibility problems. Use grant funds to make improvements.	Action	13.0	Ongoing	Public Works/Grants Management	
M6	Install sidewalks along northernmost sections of Busey, Sunset and Broadway.	Council Action	13.0, 13.3	Long Term	Public Works/Grants Management	
M7	Create partnership between Park District, Carle, and City for the creation of a path along the north side of Park Street.	Action	12.0, 12.3	Short Term	Public Works	Urbana Park District; Carle Foundation Hospital
M8	Support Park District plan for the creation of a path along the west side of Broadway Ave.	Coordination	12.3	Short Term	Public Works	Urbana Park District
M9	Repair and maintain brick paving on Broadway Ave. for traffic control and aesthetic purposes.	Action	13.1	Ongoing	Public Works	
M10	Install crosswalks across University Ave. at Broadway Ave.	Action	14.2	Short Term	Public Works	IDOT
M11	Install multi-use path to downtown along Race St. or Broadway Ave.	Action	14.3	Short Term	Public Works	
M12	Create safe bicycle path along Lincoln Ave. towards campus.	Action	14.3	Short Term	Public Works	

## MOBILITY (continued)

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
M13	Ensure safe bicycle and pedestrian crossings on University Ave. at signalized locations between Broadway Ave. and Lincoln Ave.	Action	13.0, 14.0	Short Term	Public Works	IDOT
M14	Encourage Carle to build parking structures where possible to reduce encroachment of parking lots into residential neighborhoods.	Policy	11.2	Ongoing		Carle Foundation Hospital
M15	Continue Neighborhood Improvement Fund to fund projects and programs such as parking permits for residents.	Action	8.0, 11.0	Short Term	Grants Management Division / Finance	Carle Foundation Hospital
M16	Use berms, evergreen landscaping, and fences to shield neighbors from parking lots.	Policy	2.4, 11.2	Ongoing		Carle Foundation Hospital
M17	Shield parking lot light and use lower height light poles adjacent to residential areas.	Policy	2.2	Ongoing		Carle Foundation Hospital

## COMMUNITY ENHANCEMENT

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
CE1	Create "Crystal Lake Park Neighborhood District". Increase signage, especially along University and Lincoln, promoting the park and its neighborhood.	Action	15.0, 15.1	Short Term	Community Development, Public Works	Urbana Park District
CE2	Host neighborhood block parties to build neighbor relationships.	Action	16.3	Short Term		UCAN, North Broadway Neighbors
CE3	Produce block party guide and kit.	Action	16.0, 16.3	Short Term	Community Development, Police Department, Public Works	
CE4	Market Crystal Lake Park's availability for parties and reunions.	Action	19.0, 19.2	Short Term		Urbana Park District
CE5	Install more playground equipment in southwest area of park.	Action	19.4	Short Term		Urbana Park District
CE6	Construct basketball courts in area parks or schools to meet resident needs.	Action	16.2	Short Term		Urbana Park District
CE7	Work with neighborhood residents to study the development of a neighborhood center, serving the needs of seniors, youth, and families.	Study	16.1	Short Term	Grants Management	Neighborhood Residents
CE8	Continue summer concert series at Crystal Lake Park.	Action	16.1, 16.3	Ongoing		Urbana Park District

## COMMUNITY ENHANCEMENT (continued)

	<b>Implementation Strategy</b>	<b>Type of Strategy</b>	<b>Related Goals / Objectives</b>	<b>Timing</b>	<b>Responsible City Divisions</b>	<b>Other Responsible Entities</b>
CE9	Explore the possibility of a regional juried art fair at Crystal Lake Park.	Special Study; Coordination	16.0	Short Term	Public Arts Commission	Urbana Park District; 40 North
CE10	Have teen nights at the pool, park, and Nature Center.	Coordination	16.0, 16.2	Short Term		Urbana Park District
CE11	Work with the U of I Department of Urban and Regional Planning preservation class to inventory historic properties in neighborhood.	Coordination	15.4	Short Term	Planning Division / Historic Preservation Commission	University of Illinois
CE12	Create Neighborhood Watch program.	Action	17.6	Short Term	Police Department	UCAN, UCAP, North Broadway Neighbors
CE13	Work with County to prohibit leaf burning in areas adjacent to the City.	Coordination	17.0	Ongoing	Environmental Compliance Officer	Champaign County, ILEPA
CE14	Expand youth trash can painting program beyond the park to Carle area and near bus stops.	Action	16.0, 17.0	Short Term	Public Arts Commission	40 North/88 West
CE15	Promote semi-annual neighborhood cleanups.	Action	17.7	Short Term	Grants Management Division	UCAN, UCAP, NBN
CE16	Expand resident interaction through neighborhood newsletter, website, and email lists.	Action	16.0	Short Term		UCAN, UCAP, NBN
CE17	Consider extension of a neighborhood improvement fund for use in the neighborhoods surrounding Carle to help to improve neighborhood conditions and stabilization.	Agreement	1.0, 13.0, 16.0	Short Term	Grants Management Division / Finance Department	Carle Foundation Hospital/City of Urbana

## MINUTES OF A REGULAR MEETING

### URBANA PLAN COMMISSION

**APPROVED**

**DATE:** October 9, 2008  
**TIME:** 7:30 P.M.  
**PLACE:** Urbana City Building  
400 South Vine Street  
Urbana, IL 61801

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**MEMBERS PRESENT:** Jane Burris, Tyler Fitch, Lew Hopkins, Michael Pollock, Bernadine Stake, Marilyn Upah-Bant, Don White

**MEMBERS EXCUSED:** Ben Grosser

**STAFF PRESENT:** Robert Myers, Planning Manager; Jeff Engstrom, Planner I; Rebecca Bird, Associate Planner/Historic Preservation Planner; Connie Eldridge, Grants Management Division Secretary

**OTHERS PRESENT:** Brian Adams, Dick Brazee, Cathy Eastman, Tony and Mary Graham, Medford Johnson, Georgia Morgan, Kent Ono, Beverly Rauchfuss, Marc Rogers, John and Candice Sloan, Shirley Stillinger, Susan Taylor

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### NEW PUBLIC HEARINGS

**Plan Case No. 2088-CP-08: A request by the Zoning Administrator to adopt the Crystal Lake Neighborhood Plan as an element of the 2005 Urbana Comprehensive Plan.**

Jeff Engstrom, Planner I, presented this case to the Plan Commission. He gave a brief introduction and showed the west study area boundary as Lincoln Avenue and the east boundary as one block east of Broadway Avenue. The northern boundary is Country Club Road, and the southern boundary extends along the rail right-of-way south of University Avenue. He explained that the Plan contains goals and strategies similar to the King Park Plan and the Downtown Strategic Plan. The proposed plan, if approved, will become a guiding document for the planning area.

He reviewed the steps in the planning process that have been completed and what phases are left. The phases involved include:

- 1) **The Background Research Phase** – Research on the neighborhood’s history and existing conditions.

- 2) **The Visioning Phase** - Visioning workshops, resident and business surveys, and open house events to gather public input.
- 3) **The Plan Concepts Phase** - Staff synthesized information from the surveys and stakeholder interviews. They used this information to try to identify with some trends and issues and to try to create some preliminary goals.
- 4) **The Draft Plan Preparation Phase** – Preparation of a draft plan with goals and a map. Staff presented these drafts documents to the public to get more input.
- 5) **Final Plan Preparation Phase** – The draft plan is currently going through the City review process. The proposed plan has been presented to the Community Development Commission and is now before the Plan Commission, which will make a recommendation to the City Council.
- 6) **Implementation Phase** – This will consist of carrying out strategies identified in the plan, and will guide the City’s activities in coming years, help in allocating City funds and prioritize Capital Improvement Plan projects, and provide a basis for review of rezoning requests and building permits.

The plan overview consists of six major components, which are the Background, the Process, Trends and Issues, the Plan Concepts map, Goals and Objectives and the Implementation Strategies, as well as the Appendix.

Mr. Engstrom gave a brief description of the Background and the Process. With Trends and Issues, there are four key topic areas – Land Use and Development, Housing, Mobility and Community Enhancements. He discussed the Plan Concepts Map and the Goals and Objectives. He explained how each of these were created, the comments and ideas of the residents, the stakeholders and City staff that were involved as well as the existing City documents, such as the 2005 Comprehensive Plan and the Development Agreement between the City of Urbana and Carle Foundation Hospital, that support them. The Implementation Strategies are aimed at achieving the Goals and Objectives of the Plan.

Mr. Engstrom discussed the comments and concerns of the Community Development Commission (CDC). During their meeting, a CDC member recommended having homes either facing Crystal Lake Park or on new public open space. The CDC also discussed the potential for a community center. The CDC suggested prioritizing the implementation strategies. Their final comment was that the strategy to promote apartments should be clarified as promoting the maintenance and upgrade of existing apartments.

As for public comments, City staff has received only one comment during the 30 day review period. The comment states that business uses should not expand into the residential areas or into the park, which is something that City staff concurs with.

He read the options of the Plan Commission and gave staff’s recommendation, which is as follows:

*Staff recommends that the Plan Commission forward Plan Case No. 2088-CP-08 to the Urbana City Council with a recommendation for approval.*

Ms. Upah-Bant quoted Implementation Strategy M12, which states, “*Create safe bicycle path along Lincoln Avenue towards campus.*” She recalled discussing this issue extensively when



they reviewed the Urbana Bicycle Plan. It was determined then that Lincoln Avenue was not wide enough, and Goodwin Avenue was should have the bike path instead. Mr. Pollock added that south of University Avenue is not included in the boundary of the proposed Crystal Lake Neighborhood Plan, so why is there a strategy listed for outside the Plan area? If the idea is to hook this path up to a broader vision for a bike path that goes through the Plan area, then he would agree that we need to talk about how to accomplish this on the busiest street in Urbana. Mr. Engstrom replied that the issue for a bike path along Lincoln Avenue to campus came up early in the process, and City staff will take a closer look at why it is still mentioned. Robert Myers, Planning Manager, noted that City staff will ensure that this implementation strategy matches the Bicycle Master Plan.

Mr. Pollock feels it is crucial to discuss the replacement of housing that is removed. The Plan states that removed housing will be replaced one-for-one in a “larger neighborhood.” What defines a “larger neighborhood”? Mr. Engstrom explained that City staff had in mind a neighborhood where one could easily walk or bike to Crystal Lake Park or to Carle.

Mr. Pollock referred to H1 in the Implementation Strategies. He did not feel that “encouraging” Carle would be enough to make sure the one to one replacement happens in neighborhoods where homes are removed due to the Carle expansion. The City would need something that would do more than just encourage Carle to do this. Mr. Engstrom responded that Carle will be asking for an amendment to the Development Agreement with the City of Urbana. When this happens, the City would be more specific than just encouraging Carle to be put into the amendment. Mr. Pollock stated that he realizes the proposed plan is kind of a small Comprehensive Plan, and it does not call for this type of specificity. However, he would like to bring this up and make sure it stays at the top of the list.

Mr. Pollock went on to discuss the Community Center. Is any of the planning area inside Tax Increment Financing (TIF) District #3? The purpose for him asking this question is because part of the reason people agreed to take those revenues and use them for business promotion and development was the agreement that some of those funds would get put back into the neighborhood in the form of a community center. He understands that there has been a lot of discussion about this, but this is something that the City committed to years ago already. Mr. Engstrom explained that City staff proposes a community center to go into a larger neighborhood, such as the King Park neighborhood.

Mr. Myers said that he had the answer to Ms. Upah-Bant’s earlier question regarding a bike path on Lincoln Avenue. The Urbana Bicycle Master Plan shows that Lincoln Avenue is not slated for either a bicycle lane or route. Instead it shows Goodwin and Coler Avenues as being routes. So Implementation Strategy M12 will be modified to reflect the Bicycle Master Plan.

Ms. Stake felt it would be a good idea to change “encourage” to “require” in Implementation Strategy H1. She did not think that the Plan Commission should let the proposed plan be approved with “encourage” as part of the language in this case. Mr. Pollock pointed out that this is an amendment to the 2005 Comprehensive Plan, and it is not actually a development agreement with Carle. So, he is not sure if they should change the wording or just keep it on the radar, because the Plan Commission will be reviewing a future amendment to the Development Agreement between the City of Urbana and Carle in the next few months. Mr. Myers added that City staff has spoken with representatives from Carle. Carle recognizes that it is important to the

Mayor, the City, and to the residents that houses be replaced one-for-one, so they are willing to see that it happens. However, Carle is not sure what role they would play because they are not developers, but they are in agreement with the concept. City staff feels that this should be pinned down in the Development Agreement Amendment with Carle.

Mr. Engstrom reviewed a map with the Commission showing the boundaries of TIF # 3. It only goes to the east side of the Lincoln Avenue right-of-way. If a community center would be partially funded by the TIF District #3 funds, he understood it would need to be located within the District's boundaries.

Chair Pollock opened the hearing up for public input.

Cathy Eastman, of 1311 North Berkley Avenue, requested that the Plan Commission table this item to a future meeting to allow City staff to get some additional feedback from the neighbors east of Broadway Avenue. There are a number of issues and changes to North Broadway mentioned in the proposed plan that would affect the neighborhood to the east, such as additional sidewalks on the north end, additional street lighting, and a multi-use path. She is concerned that there is a need for additional feedback.

Mr. Myers asked if Ms. Eastman was asking that the boundary of the proposed plan be expanded, or does she just want the residents along the east side of Broadway Avenue to have a second opportunity to look at what is being proposed in the Broadway Avenue Corridor? Ms. Eastman replied that she does not know what the neighborhood's options are. Many of these issues will have an impact on the adjacent neighbors. They are not sure if they will have other opportunities to voice their concerns or if this meeting is their only chance.

With no further comments or questions from the public, Chair Pollock closed the public input portion of the hearing. He then opened the hearing up for Plan Commission discussion and/or motion(s).

Chair Pollock asked if this area was originally part of the proposed plan. Mr. Engstrom answered that originally the east boundary for the plan was Broadway Avenue. As part of the feedback from the first visioning session, some neighbors on the east side of Broadway Avenue wanted to be included in the proposed plan, so City staff expanded the boundary to include the block just east of Broadway Avenue. Chair Pollock inquired as to whether the residents in the block where the expansion occurred had been notified about the Plan Commission meeting. Mr. Engstrom said yes. The residents in this area have been notified of every meeting, except for the Visioning session.

Mr. Myers added that if people feel like they need more time for comment, then the Plan Commission could table the item until the next meeting. City staff initially discussed the eastern boundary of the proposed plan quite a bit. They decided that extending the boundary to Cunningham Avenue might dilute the original impetus for the plan, which was a concern for neighbors about the proposed expansion of Carle Hospital.

Chair Pollock realizes that there are other plans in the works at the same time. When we look at what is being planned that would affect the residents along the east side of Broadway Avenue in terms of a multi-use path, sidewalks or other amenities, would that be done in conjunction with

October 9, 2008

the Urbana Park District (UPD) as a reflection of their plan? Is the UPD far enough along that they are aware of what the City is proposing? Or do the changes along Broadway Avenue have anything to do with what the UPD is doing? Mr. Myers responded that the UPD has adopted a long term plan over the next 50 years. The proposed Crystal Lake Neighborhood Plan reflects what the UPD's adopted long-range plan. Subsequent to finishing their plan, some residents have expressed a concern about UPD's plans to purchase properties on Franklin Street, as they become available. But the Crystal Lake Plan reflects the UPD's adopted plan.

Ms. Stake requested that the Plan Commission postpone making a decision regarding this case until the next regularly scheduled meeting. Mr. Fitch agreed. With no objection from the other members of the Plan Commission, Chair Pollock continued this case until October 23, 2008.

## MINUTES OF A REGULAR MEETING

### URBANA PLAN COMMISSION

### DRAFT

**DATE:** October 23, 2008

**TIME:** 7:30 P.M.

**PLACE:** Urbana City Building  
400 South Vine Street  
Urbana, IL 61801

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**MEMBERS PRESENT:** Lew Hopkins, Michael Pollock, Bernadine Stake, Marilyn Upah-Bant, Don White

**MEMBERS EXCUSED:** Jane Burris, Tyler Fitch, Ben Grosser

**STAFF PRESENT:** Lisa Karcher, Planner II, Jeff Engstrom, Planner I; Rebecca Bird, Associate Planner/Historic Preservation Planner; Teri Andel, Planning Secretary

**OTHERS PRESENT:** Dick Brazee, Paul Debevec, Ann Reisner, Shirley Stillinger, Gail Taylor

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### CONTINUED PUBLIC HEARINGS

**Plan Case No. 2088-CP-08: A request by the Zoning Administrator to adopt the Crystal Lake Neighborhood Plan as an element of the 2005 Urbana Comprehensive Plan.**

Jeff Engstrom, Planner I, presented an updated staff report for this case to the Plan Commission. He gave a brief recap of the discussion held at the previous Plan Commission meeting. He pointed out that Cathy Eastman had recommended a continuation so that the North Broadway Neighborhood Association could have another opportunity to meet with City staff and review the proposed Plan. He noted the topics that were discussed at a meeting that was held with the North Broadway Neighborhood residents at the Anita Purves Nature Center since the October 9, 2008 Plan Commission meeting. Those topics included the installation of missing sidewalks, the installation of a multi-use path running north along the western side of Broadway Avenue and west along Country Club Road, and street lighting to be installed on the east side of Broadway Avenue.

Mr. Engstrom talked about the change made to Implementation Strategy M12 regarding a bicycle path along North Lincoln Avenue. He also addressed the Plan Commission's concern regarding

the language use of the word “required” in place of the word “encourage” in Implementation Strategy H1.

Ms. Stake mentioned that she got a phone call from Andrea Antulov. Ms. Antulov had suggested that City staff put the proposed Plan on display at the Lincoln Square Village Mall and/or at the Urbana Free Library for further public review prior to a decision being made. She also mentioned over the phone that one time her property is inside the boundary for the proposed plan, and the next time her property is not included. So, Ms. Stake asked when City staff took all the surveys, was Ms. Antulov’s property included? Mr. Engstrom said yes. Ms. Antulov’s property was included in the survey. City staff mailed out a postcard about the public hearing 30 days prior to the October 9, 2008 Plan Commission meeting to all the residents within the proposed plan area, so Ms. Antulov should have received one. He handed out a copy of the postcard that had been mailed out.

Ms. Upah-Bant felt bothered by Carle’s reluctance to have the word “required” used in the plan rather than “encourage”. She did not understand the difference between having it in the plan and having it in the development agreement. If Carle is going to go along with the plan, then why does it matter whether the word “required” is used or not in the plan? City staff discussed this issue with Carle, and Carle mentioned that they would be amiable to this approach in the development agreement amendment. Ms. Stake expressed her concern about this issue as well.

With no further questions from the Plan Commission for City staff, Chair Pollock opened the hearing up for public input. There was none. So, Chair Pollock closed the public input portion of the hearing and opened it up for Plan Commission discussion and/or motion(s).

Mr. White commented that Carle is one of the major employers in the City of Urbana. There are many people who come to Carle for medical treatment, and some of them or their families stay in hotels and eat at restaurants in the City of Urbana. When you look at the way this sounds, it almost sounds like the City does not want Carle to be here, because they are taking over some houses.

He really does not want his healthcare dollars to be shunted off to pay for replacement housing. So, he is very adamant against anything that somehow recommends or requires anything from Carle. He believes it sends the wrong message.

Ms. Stake replied that the housing would still be there. Are they replacing the housing for free? Mr. Engstrom answered by saying that Carle would be supporting the replacement of housing through various means, such as Carle has supported some units at the Crystal View Terrace, they were instrumental in getting the application approved for their tax credits, and Carle has also pledged to buy computers for the Computer Lab. However, they will not be building housing necessarily. Ms. Stake stated that she did not understand how this would be supporting replacement housing. Mr. Engstrom explained that nowadays, it is hard to find the right buyers to purchase affordable housing. Carle plans to use their resources to help put out the word through their employees and other people they are involved with to help find buyers. This is one method in which they support replacement housing.

Ms. Stake questioned if Carle would be tearing down housing and supporting new. Mr. Engstrom said that over the long term, Carle would be expanding their campus if they get an amendment to their development agreement. Carle would then be tearing down some of the housing that they own. This will be done in phases. When Carle comes to the City to request an expansion of the MIC Zoning District, City staff will ask for an amendment to the development agreement, in which they will try to work out the specific terms for which Carle will support housing replacement.

Ms. Stake wondered if Ms. Antulov's house would be one that might be torn down. Mr. Engstrom replied no. Ms. Antulov's house is not one of the properties owned by Carle. Carle will only be able to tear down properties which they own, and the City is not going to pursue any eminent domain taking. Ms. Stake commented that apparently Ms. Antulov's house is located near some homes that would be torn down then. Mr. Engstrom said that is probably correct. Mr. Hopkins pointed out that when Ms. Antulov mentioned that sometimes she was part of the area and other times she is not, she is probably referring to being invited to the meetings that were held by the City of Urbana regarding this case. Chair Pollock pointed out that Ms. Antulov lives in the Carle Park area on Busey Avenue, but that she is acting as a neighborhood advocate for the residents along Broadway Avenue.

Mr. Hopkins stated that he has two kinds of reactions regarding Carle and housing. The first reaction is that the current statement is inappropriate and misleading. The notion of one for one replacement usually means in housing policy or eminent domain or urban development projects exactly what it says. Each housing unit eliminated by this project will be replaced somewhere else with a housing unit that somebody will pay for. He understands that this is not what is meant in the proposed plan at all, so the wording needs to be changed.

The second reaction is that the term "encourage" belongs in a plan rather than the word "required". One for one replacement, in a development agreement would be a negotiated compound of the agreement. In negotiation, you put a lot of things on the table and work it out between two or more parties for what is going to be in the agreement. So, it does not help for a plan to pretend to be an agreement when it is not. It is misleading to people. A plan cannot actually take the action. A plan is a guiding document.

Chair Pollock agrees that Carle is a valuable asset to the local economy, and we certainly do not want to send a bad message. On the other hand, the proposed plan would be an addendum to an agreement that was already agreed upon and approved through a lot of negotiation. Carle does have a responsibility to the neighborhood. Eventually a real agreement or an amendment to the existing agreement is going to come forward. Mr. Hopkins made a great point in that if the City is going to require in the amendment to the agreement that there be some kind of replacement housing that it should be up front, but it does not necessarily go in a comprehensive plan, which is a guiding document. So, at whatever point an amendment to the agreement comes before the Plan Commission and City Council regardless of what they decide to do with the Comprehensive Plan description of this and based on having been involved in negotiations between Carle and the neighborhood, if it does not require housing replacement, then he will not support it at all at that point.

When he reads the proposed plan, when talking about the language that requires Carle to support housing replacement, it does not state that the City requires Carle to build or to develop. It just states that we require Carle to support replacement housing, which can be a very broad application. "Encourage" is okay for a comprehensive plan, but in an agreement, it does not mean anything.

Mr. White moved that the Plan Commission forward Plan Case 2088-CP-08 to the City Council with a recommendation for approval with the following conditions: 1) Remove Objective 13.4, concerning additional street lighting on Broadway, from the Plan and 2) Amend Implementation Strategy M12 to read "Create safe bicycle path towards the U of I campus along Fairview and Goodwin Avenues, as shown in the Urbana Bicycle Master Plan". Ms. Upah-Bant seconded the motion.

Chair Pollock suggested a friendly amendment to include the following condition in the motion: *Amend Implementation Strategy H3 to read "Encourage investment in existing rental properties such as apartments at Lincoln and Fairview"*. Mr. Engstrom pointed out that this was something brought up by the Community Development Commission to show the position that the City does not encourage the conversion of housing to multi-family, but that we do encourage investment into the existing rental properties. Mr. White accepted the friendly amendment to the motion. Ms. Upah-Bant agreed as the seconder.

Mr. White moved to amend the motion to take out any and all references to Carle Hospital and the replacement of properties and any of the language that deals with one for one replacement housing, because it sends the wrong message to someone who reads this and happens to be interested in setting up a business. If they are going to do it for Carle, then we need to be consistent and do it for others who purchase homes such as the School District and the Urbana Park District.

Mr. Hopkins stated that he would second the motion if it were a little more specific. Mr. Engstrom responded by saying that the two sections that contain language about one for one replacement housing are H1 and Goal 10.1 on Page 45. Chair Pollock read Goal 10.1, and Mr. White restated his motion to amend to remove Strategy H1. Mr. Hopkins seconded the motion to amend.

Ms. Stake commented that there is a long standing problem between what the City does for Carle and what the City does for the neighborhood. The neighborhood has had a really difficult time because of Carle. This neighborhood is one of the only integrated, low income areas. So, it does not hurt to say that Carle can at least look at it or think about replacement housing. Therefore, she would like to send it to the City Council as it currently is worded. We have had problems with Carle destroying some of the low-income housing, and it does not get replaced. Therefore, she would vote no on the motion to amend.

Mr. Hopkins stated that the reason to keep Goal 10.1 and delete H1 is because Goal 10.1 does not identify the responsibility as being Carle's. Implicitly, since it is the City's plan, the City is saying that this is what we are going to do. It is our responsibility to do it in any number of

ways, which might include a development agreement with Carle, but it includes a lot more than this.

The reason it is appropriate to remove Strategy H1 is because it is badly and confusingly worded, and because it is not Carle's responsibility. He stated that he would vote in favor of the amendment.

The motion to amend passed by a hand vote of 3-2. So, the motion now reads as such,

*The Plan Commission forward Plan Case No. 2088-CP-08 to the City Council with a recommendation to approve with the following conditions:*

- 1. Remove Objective 13.4, concerning additional street lighting on Broadway, from the Plan;*
- 2. Amend Implementation Strategy M12 to read "Create safe bicycle path towards the U of I campus along Fairview and Goodwin Avenues, as shown in the Urbana Bicycle Master Plan";*
- 3. Amend Implementation Strategy H3 to read "Encourage investment in existing rental properties such as apartments at Lincoln and Fairview"; and*
- 4. Remove Strategy H1*

Roll call on the main motion, including the amendment, was as follows:

Mr. Hopkins	-	Yes	Mr. Pollock	-	No
Ms. Stake	-	No	Ms. Upah-Bant	-	Yes
Mr. White	-	Yes			

The motion was approved by a voice vote of 3-2. Mr. Engstrom pointed out that this case would go before the City Council on November 3, 2008.