

CRYSTAL LAKE NEIGHBORHOOD PLAN

November 2008

Prepared by the Planning Division
Department of Community Development Services
City of Urbana, Illinois





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Introduction

Executive Summary

The Crystal Lake Neighborhood Plan serves as a guiding document for future land uses and improvements in the Crystal Lake Park area of Urbana. The City of Urbana will work with residents and stakeholders in the area to pursue implementation of the strategies set forth here and will seek to base future decisions on the plan's goals.

Park, neighborhood, and hospital interaction

Incorporating input gathered from key stakeholders in the area, including the Urbana Park District, Carle Foundation Hospital and Clinic, United Citizens and Neighbors, the Champaign County Fairgrounds, area businesses, and residents, this plan recommends that the area directly west of Crystal Lake Park remain residential in character and that the areas lining Lincoln and University Avenues be improved as enhanced commercial corridors. The area will strike a balance between a controlled expansion of Carle Hospital, commercial redevelopment along the arterials, and protection and enhancement of an established residential neighborhood. Housing removed for expansion of medical facilities will be replaced one for one within the larger neighborhood. Land uses that are residential in character should line the park to the extent possible, University Avenue should be improved as a commercial corridor with enhanced links north to the park, and Carle's expansion should be efficiently dense within its core campus while being sensitive to its bordering neighbors. While the Champaign County Fairgrounds have no plans to move and most neighbors enjoy the proximity of the Fair, should the Fair relocate to a more rural location in the future, the site should be considered for a combination of residential and recreational uses, along with the continuation of overflow parking for Carle Hospital and events at Crystal Lake Park.

Enhanced connections

Provision of vehicular, transit, bicycle, and pedestrian facilities are important in providing access between area residences, the hospital, businesses and the rest of the community. Improved access to Crystal Lake Park is also key to allowing this area to thrive. A greater system of paths within the City will link to Leal and Crystal Lake Parks, providing convenient "greenway" access for residents of the entire city. Crystal Lake Park will continue to serve as a signature urban park with close proximity to Downtown and University communities. Expansion of Carle Hospital and Clinic will be designed in such a manner as to enhance the ability to move throughout the neighborhood with new and improved streets, sidewalks, bike lanes, bike paths, and transit access. The area will become a destination where residents, workers, and visitors alike will enjoy the park's amenities and revived University Avenue and Lincoln Avenue commercial districts.



Introduction

Introduction

The Crystal Lake Neighborhood Plan addresses future land uses and improvements for the neighborhood in terms of the needs of the residents as well as the major stakeholders in the area, including the Urbana Park District, Carle Hospital/Clinic and the Champaign County Fairgrounds. The Urbana Park District and Carle Hospital are each completing master plans which will impact the area surrounding Crystal Lake Park and the Carle Campus. The Crystal Lake Area Plan provides a broader context for the area within which the other plans can operate. While the City of Urbana's 2005 Comprehensive Plan continues to provide the overall basis for future development in Urbana, this plan is intended to provide a more detailed vision for this area.

The impetus for the City of Urbana initiating this planning process was Carle Hospital's proposed revision to their master plan, which included planned expansion of their campus to the north and west. Residents living nearby expressed concern that their neighborhood could be negatively impacted by the hospital's planned expansion. The City seeks to find a balance such that Carle Hospital's revised master plan can be broadly beneficial to the community while also protecting the property and quality of life of nearby residents to the greatest extent possible. It is anticipated that a number of City approvals will be necessary for campus expansion and that this neighborhood plan will be able to inform and guide decision makers during these subsequent processes.

In addition to addressing the expansion of Carle Hospital, this plan provides a framework for other key elements and future enhancements in the area. While not currently anticipated by the Fairgrounds leadership, it is possible that the Champaign County Fairgrounds may eventually move to a more rural location. To prepare for that eventuality, this plan analyzes what other uses would be best for the current location. The University and Lincoln Avenue Corridors are ripe for further commercial and mixed use redevelopment and this plan identifies ways in which these corridors might be improved. Crystal Lake Park itself has recently undergone a planning process that sought to improve the park facilities and to capitalize on its status as the City's premiere urban park by providing stronger connections to Urbana's Downtown as well as to the University of Illinois campus.

The geographic scope of the Crystal Lake Neighborhood Plan, shown in the adjacent map, is bounded by the dashed black line. The area includes the Carle Hospital campus, the neighborhoods surrounding the Carle campus, and adjacent public areas such as Crystal Lake Park and the County Fairgrounds. Major streets and a railroad track have been used to define the planning area boundaries as follows: Broadway Avenue to the east, Country Club Road to the north, Lincoln Avenue to the west, and the railroad tracks to the south of University Avenue. The map also depicts major features in the planning area, including residential areas, the commercial corridor along University Avenue, Leal Park, Vineyard Church and Busey Woods.



Introduction

Planning Area



Crystal Lake Neighborhood Plan



Background

Crystal Lake Park Environs

The Crystal Lake Park Neighborhood is a diverse neighborhood located just north of Downtown Urbana, in the north-central area of the city. It is accessed by two major roads: Lincoln Avenue which is the main north-south arterial in this part of the city, and University Avenue (Rte 45 and 150) which is the main east-west corridor through the northern half of Urbana-Champaign. The area includes Crystal Lake Park and Busey Woods, Leal Park, and the County Fairgrounds, as well as the Carle Foundation Hospital and Clinic, several businesses on University Avenue, over 250 homes and a number of apartments.

As shown in the Current Land Use map (page 9), much of the area is owned by the Urbana Park District or County Fairgrounds and used for recreational purposes. The remaining land area is split between housing, commercial and medical uses. These land uses are generally consistent with current zoning designations, as shown in the Zoning Map on page 8. The neighborhood's character is largely residential, with older homes and plenty of mature trees, and a few brick roads and sidewalks. While not the oldest neighborhood in the city, this area has been a part of Urbana for over a century.

Table 1: Approximate Areas of Land Use in the Planning Area

Land Use	Approx. Acreage	Percent
Parks	143	40.3%
Residences	95	26.8%
County Fairgrounds	54	15.2%
Medical	42	11.8%
Businesses	21	5.9%
Total	355	100.0%



Background

History of the Area

COUNTY FAIRGROUNDS

The Champaign County Fairgrounds have been home to the annual Champaign County Fair at their current location on Coler Street for over 100 years. The fairgrounds relocated to 54 acres northwest of Crystal Lake Park in 1905 after having previously occupied an area in Champaign between what is now First and Fourth Streets and John and Armory Streets since 1870. The fair had originally been held near the Champaign County Courthouse in what is now downtown Urbana. The site near Crystal Lake Park is home not only to the summer fair but to a humane society garage sale, gun show, “Heart Walk”, and annual “Turkey Trot” race.

CRYSTAL LAKE PARK

Crystal Lake Park, the oldest park in Urbana, is located north of Downtown Urbana with entrances off of Broadway Avenue and Park Street. Originally named Union Park, Crystal Lake Park was originally comprised of orchard and pasture land owned by a Mr. Schwartz. The Urbana Park District was formed in 1907 and over the years would go on to acquire land to comprise the current park holdings. Because the land was originally swampy, dredging and damming was done early on to create the lake. In later years, the stagnant lake would be drained and cleaned. By 1957, the park was 90 acres and today it has grown to 140 acres.

The Crystal Lake Pool was built in 1927 for \$100,000. The large, oval shaped pool was one of the largest and most frequently visited pools in the area. By the 1970s, the pool had deteriorated and swimmers were frequenting other neighborhood pools in Champaign and Urbana. Rather than undertake costly upgrades to the pool, the Park District decided to build a new pool, and in 1980 an Award-Winning designed pool (Midwest Division of the National Swimming Pool Institute) opened for a cost of \$779,000.

The Anita Purves Nature Center was built in 1979 for \$100,000 and more recently underwent a major remodeling and expansion. Shelters and the Lake House also went through a series of constructions, remodelings, and rebuildings, with the current Lake House being built in 1987.

A plan for the park written in the 1970s called for the acquisition of homes along Franklin Street on the east side of the Park, which is the last piece of the puzzle of properties at the park site. The Crystal Lake Park Master Plan of 2007 similarly depicts the absorption of Franklin Street into the park in its long-term map.

Source: Champaign County Archives



Background

History of the Area

LEAL PARK

Leal Park, a small neighborhood park, which was once a cemetery, was acquired by the Urbana Park District in 1907. The Park District uses the Greek Revival Cottage as its administrative offices. Built in the 1850's, the Greek Revival Cottage was moved to Leal Park in 1987 from Springfield Avenue to be restored and re-used by the Park District.

In 1987, the National Association of Arborists certified an oak tree in the park as being at least 200 years old.

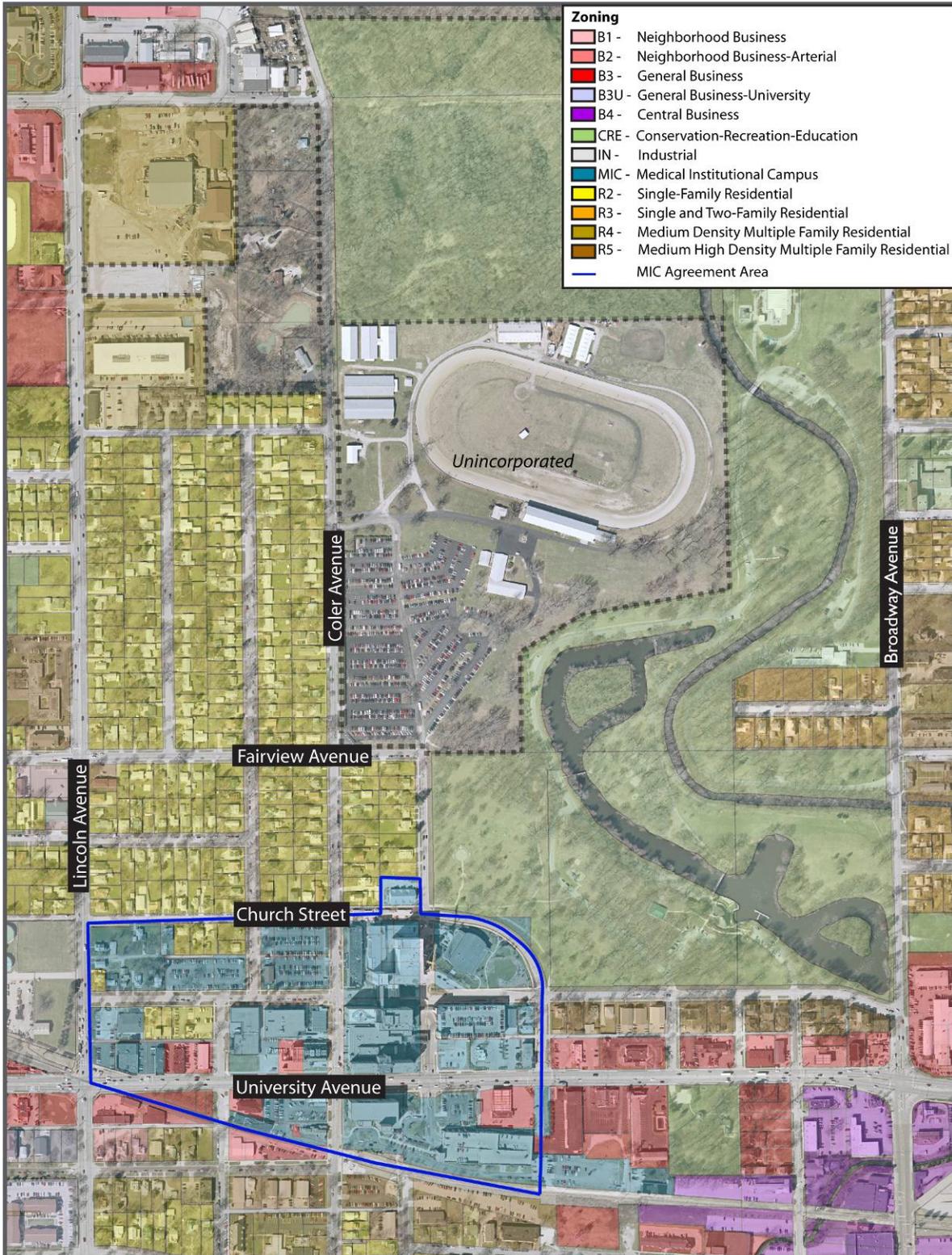
CARLE HOSPITAL AND CLINIC

Carle Hospital originated with a 1918 donation of \$40,000 by Margaret B. Carle Morris to establish a hospital in Urbana. That seed money, in addition to the Busey family donating their homestead at 602. W. University Avenue, led to the formation of the Carle Sanitarium in the early 1920s. The first major hospital building added to the site was what would be called the "Y" building in 1928. At the time, the renamed Eastern Illinois Sanitarium was run by the Seventh Day Adventists. After closing due to the Great Depression, the Eastern Illinois Sanitarium was renamed Carle Memorial Hospital in 1931 when two doctors, J.C. Thomas Rogers and Hugh L. Davison, left Mayo Clinic in Rochester, Minnesota and moved to Urbana. The Carle Clinic was established in 1932 and continues today as a separate but related entity from Carle Hospital. Numerous building additions throughout the 1940s to the present have expanded Carle's campus to what it is today. The historic "Y" building was demolished in 1973, followed by the original Busey home in 1975. The campus today contains 1.4 million square feet and the clinic employs over 300 doctors. Total employment of the Hospital and Clinic (at all locations) now exceeds 4,500, making it the second largest employer in the County, behind only the University of Illinois.



Background

Current Zoning Map

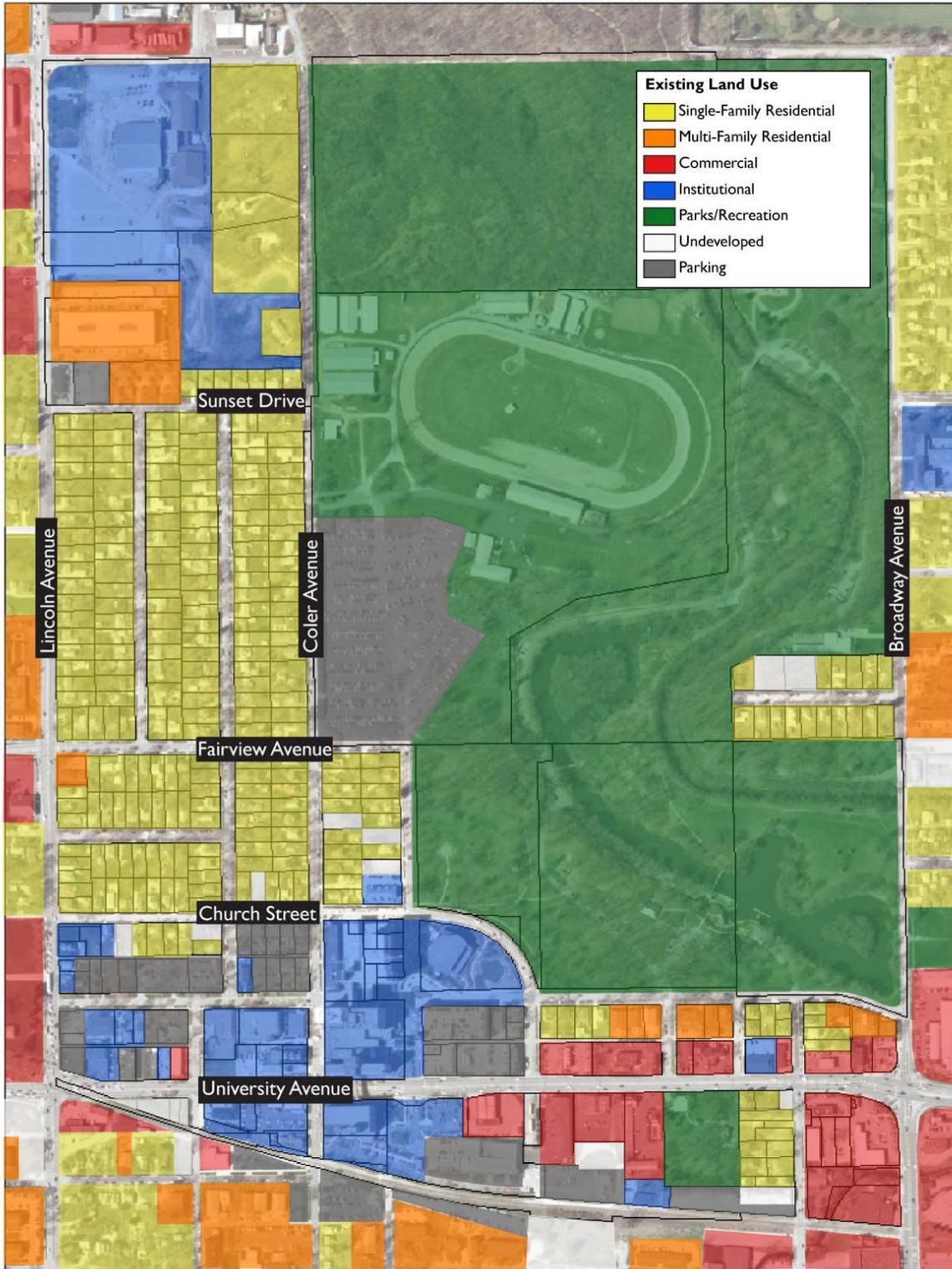


Crystal Lake Neighborhood Plan



Background

Current Land Use Map



Crystal Lake Neighborhood Plan



Background

Existing Conditions

COMMUNITY FACILITIES

Several facilities serve the neighborhood as key destinations for all Urbana residents.



Crystal Lake Park Lakehouse



Crystal Lake Pool

Crystal Lake Park, combined with Busey Woods, is the largest recreation site in the city, offering 140 acres of natural and recreation areas. The Crystal Lake Pool, Anita Purves Nature Center, and Crystal Lake Boat House offer group meeting spaces, and educational and recreational opportunities for residents. Leal Park, a small park on the south side of University Avenue, houses the Urbana Park District offices. Though outside the planning boundary, King Park between Fairview and Lincoln Avenues provides playfields, play-grounds, and tennis courts for the area.



Carle Foundation Hospital



The Forum at Carle Foundation Hospital

Carle Foundation Hospital, is a 300-bed, not-for-profit teaching hospital and the region's only Level I Trauma Center. Carle Clinic is home to more than 300 primary care physicians, one of the largest group practices in the country.



Background

Existing Conditions



The Champaign County Fairgrounds comes alive every summer for the County Fair, the Champaign County Humane Society Garage Sale, and for joint events with Crystal Lake Park, such as the Turkey Run. The Fair's parking lot, leased to Carle Hospital, provides 1,000 surface parking spaces.



Washington School

Schools serving the neighborhood include Martin Luther King Jr. Elementary School, just two blocks west of Lincoln Avenue and Washington Early Education Center, located across from Crystal Lake Park on Broadway.



Background

Existing Conditions

POPULATION AND DEMOGRAPHICS

According to the U.S Census, the Crystal Lake Park neighborhood was home to 964 people in the year 2000, which was a 10.2% increase over the 1990 figure of 875. This growth shows a much higher increase than the city's overall growth rate of 0.1% during the same time period, as shown in the Table below.

The Crystal Lake Park neighborhood is more diverse than Urbana as a whole, with whites comprising 67% of the city's overall population, but only 49.9% of neighborhood residents. The neighborhood has a higher percentage of African-Americans than the city as a whole, but fewer Asians and Latinos. There are also a greater proportion of residents whose heritage includes two or more races in this neighborhood than in the rest of Urbana.

In terms of age distribution, there were higher percentages of children and middle-aged to older residents in 2000 in this neighborhood than in the city as a whole. In 2000, the neighborhood was home to a higher percentage of children than it was in 1990. The neighborhood was also home to a lower percentage of those in their twenties in 2000 than the city as a whole, suggesting that fewer university students lived there than in the rest of the city. There was a sharp decrease of people in their mid-twenties to mid-thirties living in this neighborhood between 1990 and 2000.

Between 1990 and 2000, the number of households in the neighborhood decreased from 351 to 329, while the average number of people per household increased from 2.49 to 2.93. This increased household size is reflected in the number of households with people aged 18 and younger, which increased from 96 to 118 between 1990 and 2000. These changes indicate a transition from student or single person households to more of a family orientation in the neighborhood. In 2000, 47% of families with children were headed by married-couples and 45% were headed by women with no partner present.

Table 2: Crystal Lake Park Neighborhood and Urbana Populations

	1990	2000	Pct. Increase	2006 estimate
Neighborhood	875	964	10.2%	NA
Urbana	36,344	37,372*	2.8%	38,658

Source: U.S. Census Bureau, 1990 STF1: P001, 2000 SFI: P1, * Census corrected total

Table 3: Households in Crystal Lake Park Area

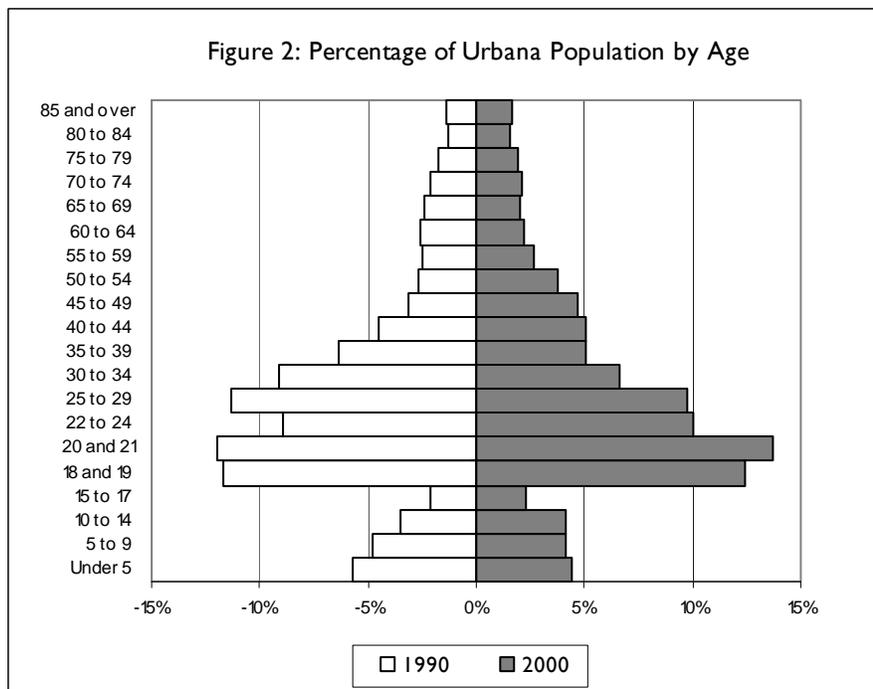
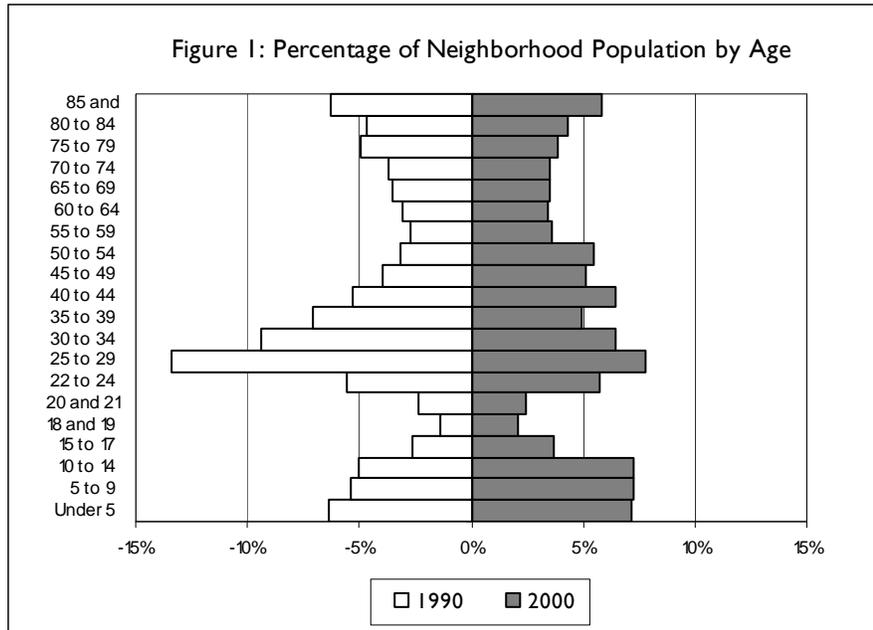
	1990		2000	
	Neighborhood	Urbana	Neighborhood	Urbana
Number of Households	351	13,210	329	14,327
Total Population	875	36,344	964	37,372
Average no. people per household	2.49	2.75	2.93	2.61

Source: U.S. Census Bureau, 1990 STF1: P018, 2000 SFI: P19



Background

Existing Conditions

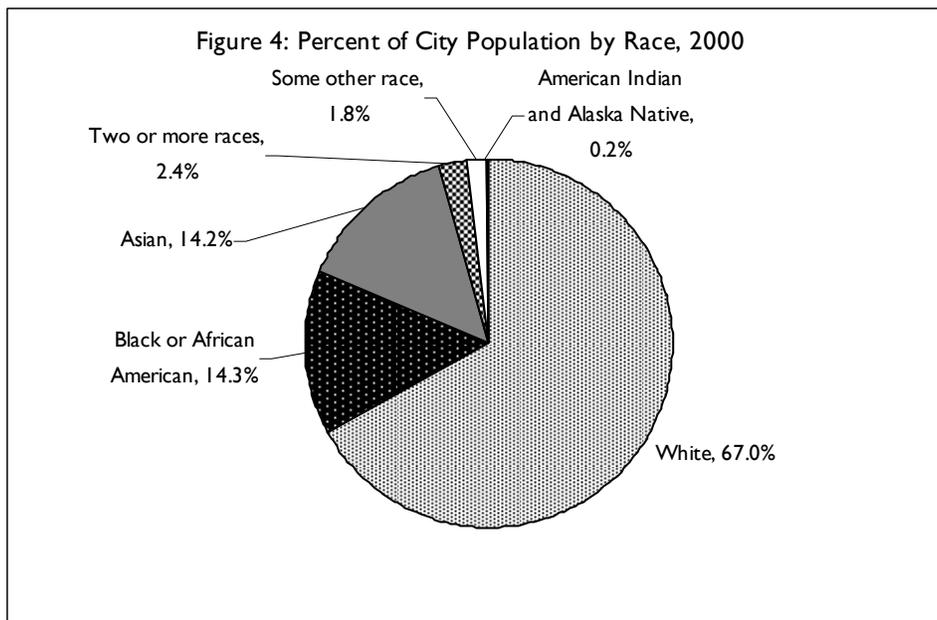
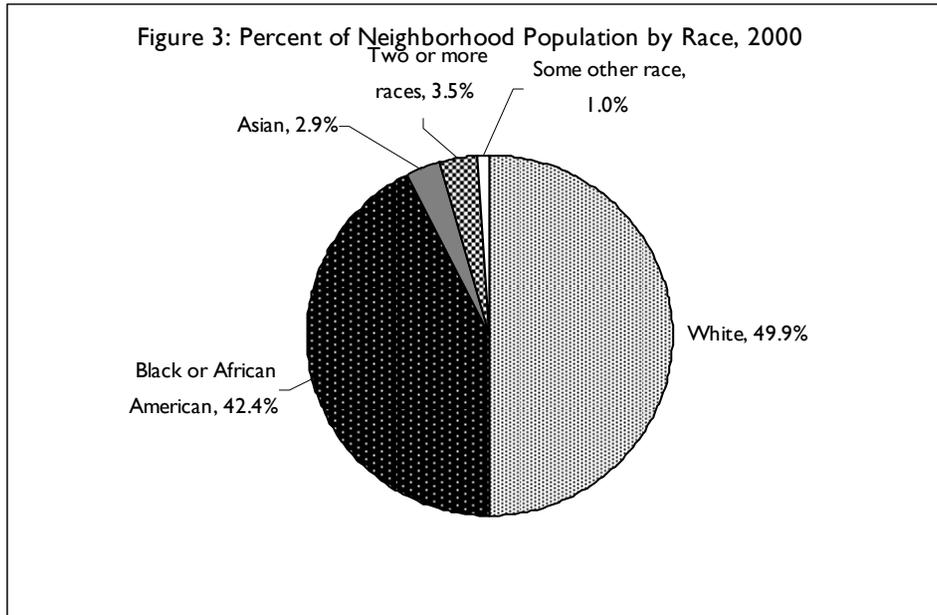


Source: U.S. Census Bureau, 1990 STF1: P011, 2000 SFI: P12



Background

Existing Conditions



Source: U.S. Census Bureau, 1990 STF1: P006, 2000 SF1: P7

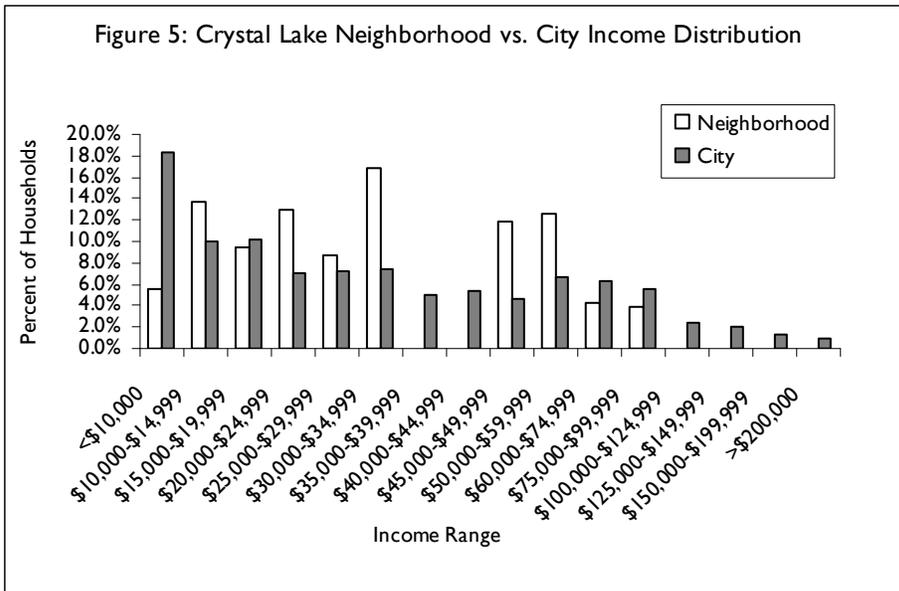


Background

Existing Conditions

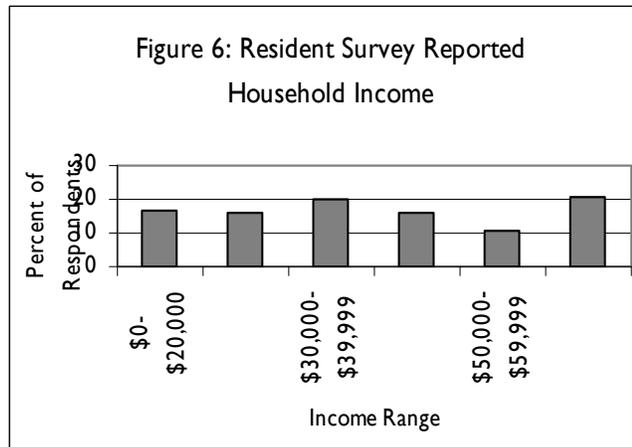
INCOME

The residents of the Crystal Lake Park Neighborhood earn slightly more than the average Urbana worker, according to the 2000 Census. The median household income for the neighborhood in the year 2000 was \$29,844, which was \$2,025 more than for the rest of the city. Figure 5 compares the income distribution of the neighborhood to Urbana as a whole. There are far fewer households which make less than \$10,000 in the neighborhood than in the city as a whole, probably due to the lack of students compared to the rest of the city. There were also fewer middle-income earners in the neighborhood (i.e., earning between \$35,000 and \$45,000).



Source: US Census 2000, SF3

The responses to the Resident Survey revealed little variation among the different income brackets.



Source: Crystal Lake Area Resident Survey, July 2007



Background

Existing Conditions

EMPLOYMENT

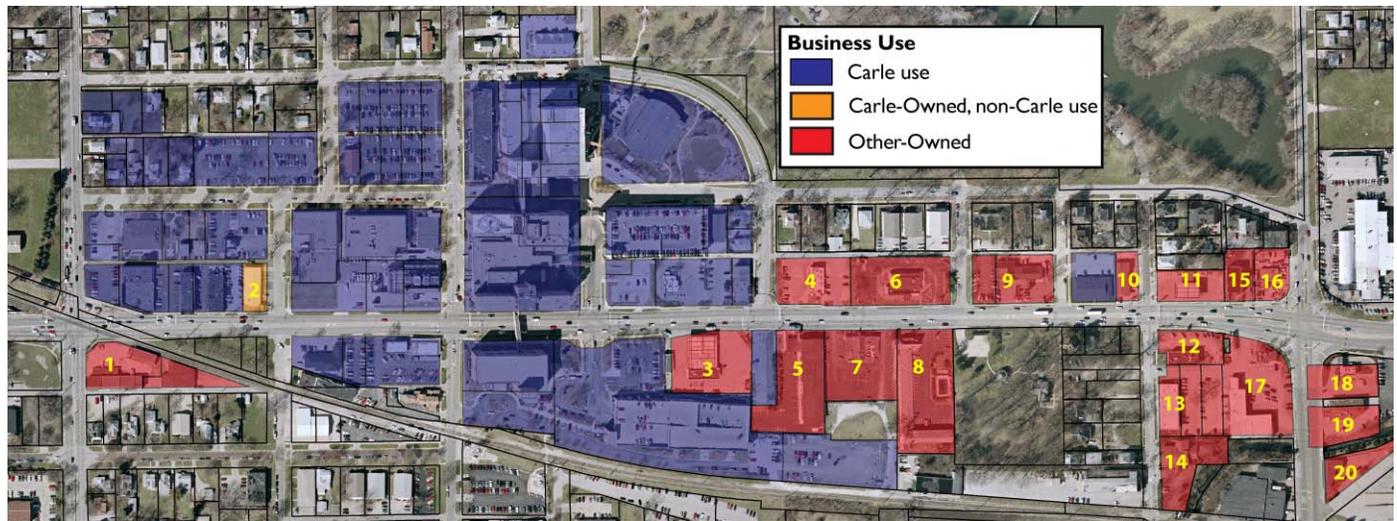
The Crystal Lake Park Area is home to a major regional employer, Carle Foundation Hospital and Clinic. There are also several other employers in the neighborhood, primarily commercial businesses. Overall, there are over 4,000 people who work within the area. The great majority of those jobs are in the healthcare industry; Carle Foundation Hospital employs over 2,500 employees, and Carle Clinic employs around 1,400 within the area. The average yearly salary for area employees is \$47,400. This number is skewed by the higher salaries of over 200 doctors who work for Carle. The number of area employees continues to increase as Carle expands its facilities.

Table 4: Top Employment Sectors in a portion of the Crystal Lake Area, 2000

Sector	Employees	Mean Annual Salary
Healthcare Practitioners	2,700	\$52,562
Food Preparation, Servers, Fast Food	120	\$15,683
Building Grounds Maintenance	100	\$24,544
Janitors	80	\$25,334
Medical Secretaries	50	\$27,082

Source: Bureau of Labor Statistics

Figure 7: University Avenue Businesses



- | | |
|---|---|
| 1. Magic Sew, English Hedgerow | 11. former Collins gas station site |
| 2. Subway | 12. former Wendy's |
| 3. Mobil | 13. Solar Tan, Art Cooper Insurance, Troy's Uniforms |
| 4. KFC | 14. Silvercreek Restaurant |
| 5. Travelodge Blue Star Inn | 15. Vision World Tattoo, Webster and Associates, Morton F. Dorothy, attorney, Precious Nurses Health Care |
| 6. Dunkin Donuts/Baskin Robbins | 16. Red's Muffler |
| 7. Miko | 17. Chase, Paunicka Chiropractic Clinic, Royce Financial, Jackson Hewitt, Lil Porgy's Bar-B-que |
| 8. Lincoln Lodge | 18. Freestar Bank |
| 9. Midas | 19. Courtesy Cleaning Center |
| 10. Balloon Creations, Mirror Image Hair Studio | 20. Star Uniforms |



Background

Existing Conditions

HOUSING

There are over 250 homes and duplexes in the study area, as well as a dozen multi-family properties. Most of the homes north of Fairview Avenue are single-story ranch models built in the post-war era. There are a variety of styles south of Fairview Avenue, which contains homes that date back 100 years. Most of these homes are smaller bungalows, but there are some four-square and other vernaculars from the turn of the last century. Carle owns many of the older homes on the blocks just north of their campus. These homes are well maintained and many are rented to Carle employees.

Over half of the single-family homes are owner-occupied. There are approximately 144 (55%) owner-occupied homes and 118 rental properties (45%) in the study area. Carle owns 42 of the rental properties on the blocks surrounding their campus.

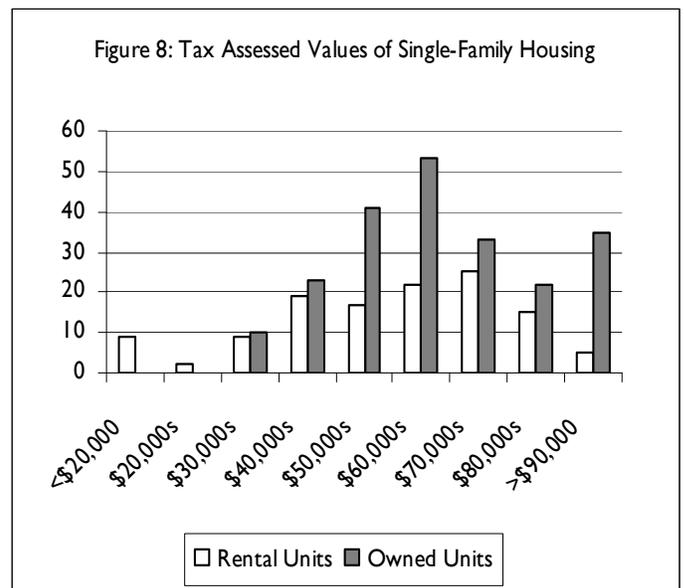
Nineteen area homes have been demolished in the past six years for the expansion of Carle's medical campus. Two homes have been built in the area during that time, and several homes have been remodeled. This is in compliance with the 1995 Development Agreement between Carle and the City of Urbana (included in the Appendix). As a part of that agreement, Carle sold properties it owned north of Church Street, and the properties south of Church Street were to be automatically rezoned to Medical Institutional Campus as they were converted to hospital uses.

Houses in the area are generally affordable. To be considered affordable, housing costs must be at or less than 30% of income for households earning less than 80% of the Area Median Income. For those spending 30% of their income on housing alone (not including taxes, utilities, etc), nearly all units (single-family, duplexes if sold) in the neighborhood are available to households making less than \$35,000 per year.

Table 5: Construction and Demolition Permits, 2001-2007

New Construction (Single-family homes)	2
Renovations (Single-family and duplexes)	10
Demolitions (all residences)	23

Source: City of Urbana Community Development Services Department, Building Safety Division

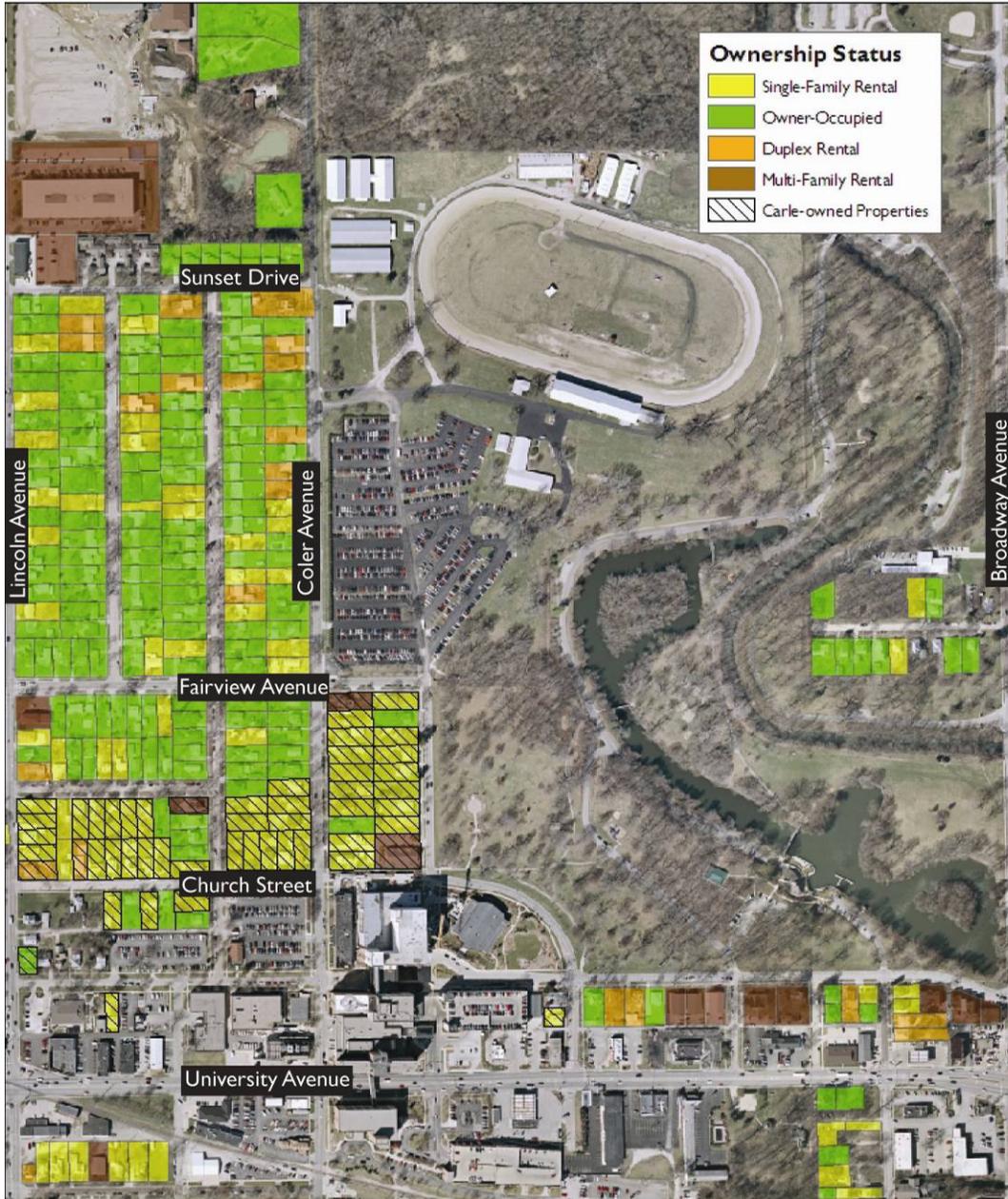




Background

Existing Conditions

Figure 9: Home Ownership



Source: Champaign County Assessor, 2008



Background

Existing Conditions

CIRCULATION

The Crystal Lake Park area is served by two arterial streets, several local access roads, four bus routes, one bike path, and a network of sidewalks. The great majority of residents and workers drive within the area.

Neighborhood residents tend to rely more on private autos for transportation to work than the average Urbana worker, but also are more likely to carpool. Census data shows that very few people from the area use public transportation to get to work. Commuting times are shorter for neighborhood residents than for others in the city, indicating that residents live in close proximity to their jobs. Recent surveys conducted by the Champaign-Urbana Mass Transit District of employees at Carle and other Champaign-Urbana workplaces show that 74% of commuters drive alone, 11% carpool, and 8% take transit. More than half (52%) reported commutes of 15 minutes or less.

According to a February, 2007 Traffic Impact Analysis undertaken for Carle by Foth Infrastructure & Environment, LLC, most intersections in the area have adequate to good levels of service. Level of service is defined by the average delay experienced by a vehicle passing through the intersection. The only intersection with less than adequate service is at University and Lincoln Avenues.

Figure 10: Mobility Map



Source: 2005 Comprehensive Plan

Table 6: University Ave. & Lincoln Ave. Intersection Traffic Counts

		Eastbound University	Westbound University	Northbound Lincoln	Southbound Lincoln
Existing Traffic Counts in 2007					
	AM	132	132	115	146
Left Turn	PM	217	133	147	159
Through	AM	472	604	283	569
	PM	774	642	514	485
Right Turn	AM	110	82	70	131
	PM	134	127	76	116
Projected Traffic Counts in 2027					
	AM	146	146	127	161
Left Turn	PM	240	147	162	176
Through	AM	552	667	313	629
	PM	855	709	568	536
Right Turn	AM	122	91	77	145
	PM	148	140	84	128

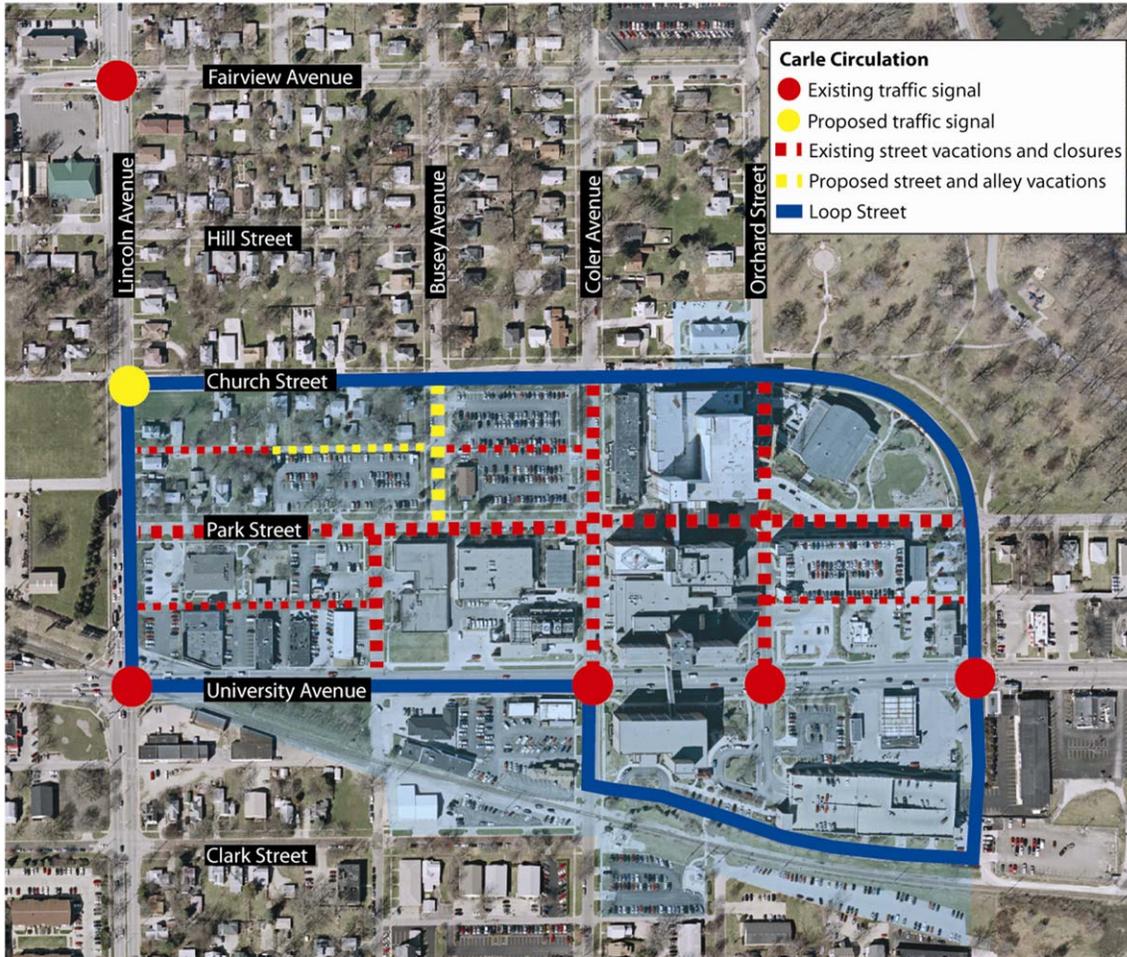
Source: 2007 Carle Traffic Impact Analysis, Foth Infrastructure & Environment, LLC



Background

Existing Conditions

Figure 11: Carle Hospital & Clinic Circulation Plan



Source: Carle Foundation Hospital, 2007

The major traffic generator in the area is Carle Foundation Hospital and Clinic. Carle currently uses the parking lot at the County Fairgrounds for their employees and provides shuttle service to their facilities. Visitors use two parking decks, one located to the east of the hospital and one serving the South Clinic. Carle Hospital is currently updating their master plan. The new plan calls for a new hospital building and heart and vascular center, several new parking lots, the closure of three public streets, changes to circulation patterns, and improvements in traffic control. Segments of Coler, Busey, and Park streets were vacated by the City in order to facilitate construction of a new Heart and Vascular Institute and to improve safety on campus. Improvements proposed in Carle’s traffic study will address the street vacations and provide improved access as traffic volumes increase. As a condition of the street vacations, the City has requested the incorporation of additional bicycle and pedestrian pathway connections to ensure continued and improved public access through the campus.



Background

Existing Conditions

Figure 12: Bus and Bicycle Circulation



Source: City of Urbana Bicycle Master Plan, 2008; CUMTD

The Crystal Lake Park Area is served by four lines of the Champaign Urbana Mass Transit District (CUMTD). One line travels down Lincoln Avenue and goes to the U of I campus. The other three lines go through the downtowns of Urbana and Champaign. From these three hubs, riders can access all of the other CUMTD bus routes.

Crystal Lake Neighborhood Plan



Planning Process

Timeline

The planning process for this plan began in March of 2007. City staff, along with the Mayor, met with area representatives concerned about Carle's potential expansion. The city committed to preparing a plan for the neighborhood, working with residents and other stakeholders. The process has six phases: Background Research, Visioning, Concepts, Preparation, Finalization, and Adoption.

Phase I: Background Research: March-June 2007

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.

Phase II: Visioning: June-July 2007

The Visioning Phase was centered on collecting information from stakeholders on what they would like to see happen within the neighborhood. Staff designed exercises for a Visioning Workshop and invited residents and property owners from the area to discuss what aspects of the neighborhood they want to see changed or preserved. Fifty area residents participated in the Workshop. Staff also prepared a Survey and sent it to all residents and property owners in the neighborhood.

Phase III: Plan Concepts: July-October 2007

The Plan Concepts Phase synthesized information gathered from the Visioning Workshop, Resident Survey, Business Survey, and Stakeholder Interviews. Staff developed a development framework and plan parameters, as well as goals and objectives. Alternative implementation strategies were evaluated and tested with key stakeholders.

Phase IV: Draft Plan Preparation: September 2007-June 2008

A draft plan based on Phases I through 3 was prepared before garnering feedback during a second neighborhood meeting.

Phase V: Final Plan Preparation: July-September 2008

Based on feedback from thirty residents at the August 13th Open House, the plan was revised for submission to the Plan Commission and City Council for a formal public hearing and adoption.

Phase VI: Implementation: 2008 and future years

The implementation strategies identified in the Plan will help to guide the city as it pursues related activities in 2008 and beyond. The goals and strategies set forth herein will assist the city in review of Carle's Master Plan Update, 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 Plan, review of zoning requests and building permits, and other planning decisions.



Planning Process

Stakeholders

In preparing for this plan, several stakeholders were identified. Stakeholder groups, such as residents and property owners have been engaged through neighborhood workshops and written surveys. Input was gathered from Major Stakeholder Entities through interviews, as well as study of their plans and policy documents.

Stakeholder groups

- Property owners
- Area residents
- Businesses
- Customers, patients, and facility users
- Employees
- City residents and taxpayers

Major stakeholder entities

- Carle Clinic Association
- Carle Hospital Foundation
- Champaign County Fair Association
- City of Urbana
- United Citizens and Neighbors (UCAN)
- Urbana Park District

Existing Plans and Agreements

In creating the Crystal Lake Neighborhood Plan, it is important to recognize the context of existing plans. First, the City of Urbana has adopted official plans affecting the public decision making process for development in the study area. Second, other major stakeholders have adopted an array of plans for their own facilities which the City's Plan must take into account. These plans include:

- 2005 Urbana Comprehensive Plan
- 2005-2009 Urbana Consolidated Plan and Annual Action Plans
- Carle Hospital Master Plan (1994)
- Carle Neighborhood Plan City staff report (1995)
- North Broadway Neighborhood Plan (2000)
- Crystal Lake Park Master Plan (2007)
- Downtown Urbana Tax Increment Financing District Plans (as amended in 2004 and 2005)
- Downtown Strategic Plan (2002)
- CUUATS Long Range Transportation Plan (2004)
- Greenways and Trails Plan (2004)
- Capital Improvements Plan (updated annually)

While land use plans may serve as the official guides to future development, the City of Urbana will implement its plans through controlling documents, such as:

- Urbana Zoning Ordinance (2006, as amended)
- Urbana Subdivision and Land Development Code (1988, as amended)
- Development Agreement between Carle Hospital and the City of Urbana (1995, amended in 2001)



Planning Process

Existing Plans and Agreements

CITY OF URBANA 2005 COMPREHENSIVE PLAN

The City of Urbana undertook a complete update of its Comprehensive Plan from 2002 through 2005. The result is a document that lays out how the City should develop over the next few decades. The Comprehensive Plan identifies trends and issues, specifies goals and objectives, and includes an implementation program to address those issues through the appropriate goals. Many of the goals and objectives in this Plan are directly derived from the 2005 Comprehensive Plan. The Comprehensive Plan also specifies Future Land Uses as shown in the Plan Concepts Map on page 41. The 2005 Comprehensive Plan Future Land Use map shows land uses that are consistent with the current zoning in the Plan Area.

The Crystal Lake Neighborhood Plan is intended to supplement the 2005 Comprehensive Plan. When development is proposed in the Plan Area, the City Council, Plan Commission, and Zoning Board of Appeals will look to this Plan in addition to the Comprehensive Plan for guidance.

CITY OF URBANA/HOME CONSORTIUM 2005—2009 CONSOLIDATED PLAN

The 2005-2009 Consolidated Plan for the City of Urbana and Champaign/Urbana/Champaign County HOME Consortium is a five-year plan that is prepared pursuant to Federal Housing and Urban Development (HUD) Requirements. This Plan addresses goals and strategies pertaining to the use of Community Development Block Grant (CDBG) and HOME funds from HUD. The portion of the Crystal Lake Neighborhood Plan that is north of University Avenue and within the corporate limits of the City of Urbana is contained in the city's Target Area and as such is eligible for a number of programs that are funded by the city through its Annual Action Plan process. These programs include affordable housing initiatives, community social services, and improvement of infrastructure.

The Consolidated Plan identifies goals and strategies related to provision of affordable housing, removal of lead-based paint, provision of public housing, removal of barriers to affordable housing, reduction of homelessness, economic development, infrastructure, public facilities, anti-poverty measures, and non-homeless special needs, such as the elderly and persons with disabilities.

Recent HOME and CDBG initiatives in the general vicinity of the Crystal Lake Area include the Eads at Lincoln Subdivision, road improvements to Sunset Avenue, and installation of sidewalks on Harvey and Gregory Streets. A semi-annual neighborhood cleanup at King School is funded by CDBG.



Planning Process

Existing Plans and Agreements

CRYSTAL LAKE PARK MASTER PLAN

The Urbana Park District approved a Master Plan for Crystal Lake Park in 2007. The plan calls for expanded, multi-use paths and trails not only through the park but along its periphery connecting it to other trails and parks in the city. Increased parking and improved roadways will accommodate the park's use as a drivable destination. Improved amenities include more restrooms, an expanded Lake House, enhanced play areas, a "Destination Playground," and an aquatic center. The Park District will continue to acquire homes along Franklin Street as they become available and convert the property to park use. The plan also describes the desire to improve visibility of the park through more prominent signage and connections to neighborhoods and Downtown. The City will work with the Park District to improve these connections through streetscape improvements and assistance in the extension of trail-ways. Please refer to the Appendix for the complete plan.

CARLE 1994 MASTER PLAN

In 1994, Carle prepared a Master Plan for its Medical Campus. This plan depicted the area south of Church Street for "short-term" development, the area between Church and Hill Streets for long-term expansion in "5 to 15 years" and the area between Hill and Fairview Streets for long-term expansion in "15 to 20 years" between Coler and Orchard Streets and in "25 plus years" between Lincoln and Orchard Streets.

1995 DEVELOPMENT AGREEMENT

In 1995, after an extensive planning process, the City and Carle entered into a Development Agreement, a copy of which is contained in the appendix. This Agreement allowed for potential rezoning of the area shown for "short term" development in Carle's Master Plan to a then new zoning district, entitled "Medical Institutional Campus" or MIC, which is granted automatically upon submission of a building permit. The Agreement also addressed a host of other issues, including construction of the McCullough Street Loop Road, street design details, traffic impact assessment, stabilization of equalized assessed values, and maintenance and disposition of Carle owned residential properties. The Agreement prohibited Carle from purchasing properties north of Hill Street and called for the resale of 13 Carle owned properties outside of the plan area. The Agreement also established a Neighborhood Improvement Fund with contributions from both Carle and the City. The Agreement was amended in 2001 to allow development of the Carle Guest House north of Church Street.



Planning Process

Existing Plans and Agreements

CARLE EXPANSION PLANS

In 2007 Carle began the process of updating their Master Plan, including possible expansion into the “5 to 15” and “15 to 20 year” long-term expansion areas. This update will be completed in 2008. Carle is proposing to extend its Medical Institutional Campus (MIC) boundary to the north as a part of its Master Plan Update. Carle has stated that they intend to work cooperatively with the City to develop suitable plans for replacement housing should the boundary extend. Please see the Appendix for more details of Carle’s proposed expansion.

Also in 2007, Carle announced plans to expand the hospital with a 240,000 square foot, eight story cardiovascular center (as known as the “Heart and Vascular Institute”) to be located west of the main hospital building on and across Coler Avenue, requiring a street vacation by the City. The new cardiovascular center will be located directly west of the current North Tower, providing for critical adjacencies for the emergency department, operating rooms, and patient rooms. The proposed construction includes plans for a redirected pedestrian and bike path west of the new building to compensate for the north-south access lost due to the closing of Coler Avenue. With the Mills Breast Cancer Institute now open on the south part of the campus, improved bicycle routes will be constructed along the loop road nearby. In September 2007, the City Council approved a modified street vacation request, subject to approval of a Certificate of Need for the Heart and Vascular Institute by the State of Illinois Health Facilities Planning Board.

Carle Clinic Association is also moving much of its primary care operations away from the main campus and into southeast Urbana and southwest Champaign. These areas are experiencing high levels of residential growth. The Clinic accounts for many of the visits to the Carle Foundation Hospital campus, and its departure will help relax the strain on traffic and parking for visitors and area residents.

CITY OF URBANA DOWNTOWN STRATEGIC PLAN

In 2002, the city adopted a Strategic Plan for Downtown Urbana, as prepared by the consulting firm of Camiros, Ltd. This Strategic Plan establishes a framework and vision for developing Urbana’s Downtown. The plan outlines several key areas to focus and build on in order to help foster a more vibrant downtown. One of these areas is open space. The plan specifically cites Leal Park as the only public park within the downtown area, and suggests it be expanded along the railroad once tracks are removed. Another key area is creating a visual gateway to downtown. Among other locations, this is proposed for the Broadway Avenue corridor between University Avenue and Lincoln Square Mall.



Planning Process

Existing Plans and Agreements

CITY OF URBANA TAX INCREMENT FINANCE (TIF) DISTRICT PLANS

The City of Urbana has established Tax Increment Finance (TIF) District Plans in several of its commercial areas in order to foster redevelopment. TIF Districts No. 1 and No. 2 encompass the greater downtown area. TIF District No. 2 extends westward to Leal Park and extends along the railroad line to the south of Carle Clinic. The Race/University/Leal Park area, Strong Banquet Center, and Five Points West (Gateway Shoppes) are shown as redevelopment project sites in a 2005 Amendment to the Redevelopment Plan. It is anticipated that these redevelopment projects can help tie the Crystal Lake Plan Neighborhood together with the downtown by incorporating amenities such as pedestrian and bicycle pathway connections.

To the west of the Crystal Lake Plan Neighborhood is TIF District No. 3 (1990). This TIF District covers an area to the west of Lincoln Avenue and north of University Avenue. It includes a variety of projects that have already been completed, including the Eads at Lincoln Subdivision, Capstone Redevelopment, Provena Covenant Medical Office Building, and Hampton Inn. A recently approved TIF project is the Stratum mixed use development planned for the north side of University Avenue between Goodwin and Lincoln Avenues. Additional development projects in this area could include improvements to the King School and Park areas, such as a community center addition, and possible additional housing development on older industrial sites in the area.

UNIVERSITY AVENUE CORRIDOR PLAN

The City of Urbana recently received a grant from the Illinois Department of Transportation (IDOT) to prepare a corridor plan for the stretch of University Avenue from Cunningham Avenue on the east to State Street in Champaign on the west. The purpose of the study is to seek a unified street improvement approach to benefit and connect the downtowns of both Urbana and Champaign, the north campus of the University of Illinois and the major institutional entities of Carle Hospital/Clinic and Provena Covenant Hospital. The Corridor Plan will be prepared by the Champaign County Regional Planning Commission, with participation by all affected government agencies and major stakeholders in the area. The Plan preparation will commence in 2008 and conclude in 2009.



Planning Process

Resident & Stakeholder Input

VISIONING WORKSHOP

The City of Urbana held a visioning workshop for area residents on June 12, 2007 at the Anita Purves Nature Center. Approximately 50 neighborhood residents gathered to give input. Several city officials also attended this meeting. Following a brief introduction, staff led participants through a set of exercises with the help of facilitators.

First, participants were asked in an individual exercise to list what they liked, did not like, and would like to see improved for their neighborhood. In terms of the strengths of the neighborhood, comments pertaining to Crystal Lake Park, Busey Woods, and the natural environment of the area garnered the most responses (n=71). A similarly high number of responses (n=62) pertained to qualities of the neighborhood, such as it being a quiet, established, friendly, diverse, affordable, residential neighborhood. Other strengths cited were the proximity to downtown, the University of Illinois, Carle Hospital, local schools, and other services.

When asked what they did not like about their neighborhood, the highest number of responses (n=34) pertained to streets, traffic, and parking. The street conditions of Broadway Avenue and Country Club Road in addition to high volumes and speeds of cars on those streets and on Coler Avenue were mentioned. Loud noises, especially from helicopter traffic, was also a common response. Hospital-related issues, including increased traffic, parking, potential street closures, and uncertainties about Carle's expansion plan received 30 responses. Another common area of response revolved around property upkeep with 27 responses. Other areas of concern included a variety of noise and nuisance concerns about the park, the County Fair, and neighborhood perceptions and needs.

Responses to the question, "What should be done to make the neighborhood a better place to live, work, and play?" ranged from suggestions for neighborhood, park, street, and fair improvements to requests for nearby shopping, a community center, better enforcement of nuisance ordinances, and more neighborhood meetings and gatherings.

After completing the strengths, weaknesses, and opportunities exercise individually, participants met as small groups with those at their table to discuss their thoughts and ideas. First, they placed dots indicating positives and negatives on a map of the area. Each participant was given three positive (green) and three negative (red) dots to place. The facilitators looked for common areas of concern or interest and notated on the map and on easels the groups' top strengths, weaknesses, and opportunities. After the small group discussions, the entire group reconvened and the facilitators from each table shared the results of the discussion. Please refer to the Appendix for tabulated responses.



Planning Process

Resident & Stakeholder Input

VISIONING WORKSHOP (CONTINUED)

Finally, the participants were asked to individually write a vision statement for the neighborhood. Several residents shared their vision statements with the whole group before the meeting was concluded. Many statements summarized the comments mentioned above, such as a strong sense of community related to the park, neighborhood characteristics of diversity, affordability, and vibrancy, and the assets of proximity to parks, a hospital, downtown, and the University.

Select vision statements taken from the Visioning Workshop:

“Crystal Lake area should become a walkable community close to shopping, recreation, and employment opportunities. The community area will also have a diverse population with affordable housing and infrastructure improvements for all residents.”

“We are the best kept secret in Urbana. We are racially and economically diverse with wonderful amenities in an old, established neighborhood.”

“The Crystal Lake area is a stable, quiet community of affordable, single family homes, closely associated with the naturalistic areas of Busey Woods and Crystal Lake Park. It should strive to retain its green space, mature trees, diversity, and solitude. At the same time it should capitalize on its proximity to downtown Urbana, Carle Hospital, and campus via increased MTD service, bike paths, and easy walking routes.”



Participants at the Visioning Workshop





Planning Process

Resident & Stakeholder Input

Select Vision Statements Taken from the Visioning Workshop:

“Crystal Lake Park neighborhood is the combination of a world class hospital campus, a large well-managed park and a diverse collection of single family houses and small apartments.”

“Our residential neighborhood has value and potential for new green building methods and preservation of vintage homes. Carle expansion is welcome but not at the expense of homes. And our love of Crystal Lake Park is best expressed in opposition to addition[al] parking lots and roads.”

“Insofar as possible, I would like to see this small area be a refuge for wild things, a corridor of migration. This would mean a renewed emphasis on conservation, which is not always compatible with some forms of recreation.”

“We have a great start to preserve the “neighborliness” of our area. We have older established affordable, diverse homes located by parks, schools, public transportation, and we’re centrally located. We need to build on that. We need to work with Carle, City, Park District to provide more opportunity to increase the usability of our public areas and increase the “friendliness” of our area with continued access to the parks, some places to gather for teens and adults, and increased affordable homes and green space.”

“This is a pleasant, affordable, diverse neighborhood with excellent housing stock. To remove it would constitute vandalism on the city. No matter what Carle may say, they could build anywhere else. I would like the houses they own preserved and sold to the public. Above all, I want it to remain a neighborhood. And I don’t want to be afraid to put any money into the upkeep and improvement of my property.”

“The Crystal Lake area should continue and increase standing for single and owner-occupied housing, and have resources available for repairs, etc in order to maintain the essential charm of the area [and] its diversity of uses.”

“Support the woods. Make them more of an area resource. Improve the retail environment on University. Maintain a central, green neighborhood where people don’t have to drive 15 minutes to shop. Keep the economic and racial diversity.”

“Crystal Lake Park is a diverse neighborhood, with high quality affordable housing, family friendly environment and great park-like environment.”

“I want my neighborhood to represent the pride and spirit of hardworking citizens who value the environment in which we live. This means providing an area for each other that fosters mutual respect and cooperation to grow and improve, and work for a peaceful co-existence.”

“The Crystal Lake Area should remain a quiet, residential unique neighborhood where residents can utilize the park without the constant threat of encroachment from Carle.”

“Our neighborhood is a homey, personable place. Quiet, but you can meet and visit with your neighbors while out enjoying the park.”

“My neighborhood is one I can be proud of, can be home—where I can have friends and family visit and feel at ease.”



Planning Process

Resident & Stakeholder Input

RESIDENT SURVEY

A survey was sent on July 13, 2007 to residents in the Crystal Lake area. Addresses were verified through the U.S. Postal Service webpage and did not include those addresses that were returned to sender from the neighborhood workshop postcard mailing. The deadline listed on the survey cover letter was July 24, but surveys received up to August 10, 2007 were included in the analysis. The total number of surveys received by residents was 592 (653 were sent and 61 were returned to sender unopened), and 118 surveys were returned to the City resulting in a 19.9% return rate. The purpose of the survey was to obtain general information on residents' perceptions, desires, and opinions. Surveys were mailed to every household instead of a random sample with the intent of providing each household with an opportunity to contribute their opinions to the planning process. Staff drew conclusions from the survey as well as the workshop responses to incorporate residents' opinions into the goals and objectives of the plan. Following are summary results from the survey. A copy of the survey instrument is attached as an appendix.

Demographics

Average age of respondent: 45.8

2/3 female respondents

77.6% white respondents

83.3% of respondents have attained at least some college education

Housing

Average length of tenure: approximately 14 years

Average number of household members: 2.09

Approximately 2/3 respondents own homes

Approximately 3/4 respondents live in single-family homes

90.2% ranked single-family homes as either very desirable or desirable

68% ranked multi-family units as either very undesirable or undesirable

Business

Residents were surveyed about the desirability of certain businesses and most business types received a varied response. Only two had a high majority of desirability:

69.1 % ranked grocery stores as either very desirable or desirable

70.8% ranked sit-down restaurants as either very desirable or desirable

Community Facilities

There was mixed support for a community center, perhaps from uncertainty about how it would operate. More planning will have to be done with the neighborhood to develop plans for a community center.

16.7% ranked a community center as either very undesirable or undesirable

78.4% ranked park facilities improvements as either very desirable or desirable

65.7% ranked new park facilities as either very desirable or desirable

47.5% ranked outdoor school facilities as very desirable or desirable

40.4% ranked school multi-purpose rooms as very desirable or desirable



Planning Process

Resident & Stakeholder Input

RESIDENT SURVEY(CONT.)

Other results of potential interest:

58.1% replied that there are not enough bike paths in the neighborhood

80.4% replied that they would like to see the County Fairgrounds stay at its current location

53.7% reported crime as being a problem or somewhat of a problem

88.7% would support a Neighborhood Watch program

17.3% replied that they were very active, active, or somewhat active in a neighborhood organization

BUSINESS SURVEY

The City also surveyed the various businesses within the Crystal Lake Planning Area. A total of nine businesses responded out of 35 surveys sent (a 25.7% response rate). Of those returned, most businesses reported that very few or some of their customers lived or worked within walking distance of their establishment. Many responded that expanded retail and housing in the area would help boost business. Four businesses responded that what they like best about their locations is their access to other amenities. Only two responded that the County Fair negatively affects business, and the other seven replied that there is no effect for their businesses during that time. In terms of crime, seven reported it as being a problem or somewhat of a problem. A copy of the survey form is attached as an appendix.

STAKEHOLDER INTERVIEWS

In addition to collecting input from the residents and property owners, Community Development Staff interviewed representatives from major stakeholders in the area. Interviews were held with the Urbana Park District, Carle Hospital/Clinic and United Citizens and Neighbors, which is the neighborhood association most active in the area. The Champaign County Fairgrounds Association was not available. At these interviews staff asked questions about what each of the stakeholders' plans were for expansion in the area, and what issues were important to their continued success at their present location. Input from these interviews was used to help shape the goals and objectives for this plan. Summaries of these interviews may be found in the Appendix.



Trends and Issues

In order to help formulate the goals, objectives and implementation strategies for the Crystal Lake Neighborhood Plan, it is important to identify issues and to analyze trends in the neighborhood. The Trends and Issues analysis can offer an overview of how the area is developing and identify the ramifications of that development. The following Trends and Issues have been identified from the public input and technical analysis.

GROWTH & DEVELOPMENT

Trend #1 Growth and Increased Use of Carle Campus

Carle Foundation Hospital is experiencing a high level of growth in demand for services, and requires additional space for future improvements and expansion. The growth in services has been manifested by a large increase in visitorship to the Clinic and Hospital, along with associated increases in traffic, parking demand, helicopter flights, etc. This growth has helped to create increased jobs and improved health services for the larger community, but at the expense of an increase in impacts upon the adjacent residential neighborhood.

Carle has recently completed construction on a new Cancer Institute to the east of the South Clinic, and is in the planning stages for a new Heart and Vascular Institute to be located to the northwest of the Hospital. As a part of its Master Plan Update, Carle wishes to expand the area of the Medical Institutional Campus (MIC) Zone further to the north, with the possible redevelopment of Carle-owned houses. The precise future uses of the campus space are unknown, as Carle wishes to be flexible in responding to the market and user needs. Carle Clinic Association is also relocating much of its Clinic operations to locations elsewhere in Urbana and Champaign. With this relocation, Carle Foundation Hospital will be able to transition to fully private rooms to create a better healing environment.

Questions and issues include:

- How will Carle's expansion impact the adjacent neighborhood? What land use conflicts will arise as a result of the proposed expansion?
- What can the City do to accommodate Carle's economic growth and vitality at its current campus while ensuring that Carle expansion plans minimize impacts upon the adjacent residential neighborhood?
- As intensities of use on the Carle campus increase, what other kinds of impacts will develop, such as traffic, parking demand, noise and light pollution?
- Where should the future Medical Institutional Campus (MIC) boundary extend to?
- Would a lower-intensity MIC district be more appropriate for any potential MIC expansion?
- What can be done to encourage optimal use of the current campus boundary to facilitate Carle's expansion at its current location, rather than at satellite locations?



Trends and Issues

Trend #2: Changing Commercial Vitality along Corridors

While bolstered by its vital role connecting downtown Urbana with the campuses of Carle, Provena, and the University of Illinois, University Avenue is an older commercial corridor and as such is challenged by inefficient development and traffic patterns. Newer uses such as the Perkins Restaurant and Hampton Inn exist in close proximity to older, more marginal businesses with a need for improved maintenance and upgrading.

Lincoln Avenue contains a mixture of residential and commercial uses making it difficult to provide a coherent image. Much of the corridor has been recently developed and it is accommodating greater amounts of traffic to connect residential areas to the north with the campus. Residential properties that face Lincoln are challenged by the increased traffic. Participants in the planning process expressed a desire for additional and improved local business choices. Questions include:

- What can be done to enhance the University and Lincoln Avenue frontages to improve the image and vitality of these important corridors?
- What kinds of businesses will be most successful along the University and Lincoln corridors?
- What kinds of connections can be made between these potential businesses and the nearby neighborhood, Carle, and the University of Illinois to enhance the customer base and add to the amenities of the area?
- What role can the University Avenue Corridor Plan play in improving this important roadway?

Trend #3: Desire for Connectivity to Downtown and Other Uses

Review of the City's Tax Increment Finance District plans, Downtown Strategic Plan, and the Crystal Lake Master Plan and responses to the resident survey show a desire to improve connections between downtown and Crystal Lake Park, businesses along University Avenue, and Carle Hospital/Clinic, and connections to the University of Illinois campus. Residents noted the value of the neighborhood in its close proximity to the park, downtown, and campus. Questions include:

- What pathway and transportation improvements can be made to improve the interconnectivity between downtown, nearby residential neighborhoods, the Carle campus, and Crystal Lake Park?
- What kinds of transitional land uses and buffers should be employed to provide improved connectivity between, for example, Crystal Lake Park and University Avenue?
- What kinds of hospital uses are best suited for proximity to Crystal Lake Park, University and Lincoln Avenues, and the residential neighborhoods to the north and south?



Trends and Issues

Trend #4 Opportunity for Redevelopment of the Champaign County Fairgrounds

While the Fairgrounds organization has no plans to seek an alternate location and over 80% of planning area residents would like to keep the Fair at its current location, the scarcity of land area for residential development and the demand for overflow parking for Carle and Crystal Lake Park has led to suggestions that the Fairgrounds be relocated, perhaps to a more rural location. Questions include:

- If the Fairgrounds were to relocate, what would be the best mix of land uses for the site?
- What alternate location would be best for the long-term success of the Fair?
- Assuming the Fairgrounds remains in its current location for the next several years, are there ways in which its use can be improved to provide mutual benefit to the community and to the organization?

HOUSING

Trend #5 An Aging and Affordable Housing Stock

Housing stock in the neighborhood is aging. Carle has improved the condition of the properties it owns, but some other properties have suffered neglect. Surveys show that property owners are reluctant to invest in properties that may be bought by Carle. On the positive side, the area includes a number of attractive homes that are affordable to lower- and middle-income families. The location of the neighborhood makes it convenient to local employment at the University of Illinois or Carle.

Questions include:

- What tools can be used to spur investment in older properties in this built-out neighborhood? (e.g., neighborhood improvement fund, block grants, etc).
- What initiatives can residents undertake to encourage property upkeep and investment?
- What can be done to ensure continued affordability for housing in the area?



Trends and Issues

Trend #6 A Change in Residential Character

Older homes along Park Street near Crystal Lake Park are being torn down and replaced with apartment buildings. Carle has also previously purchased many homes, the majority of which are now renter-occupied. As a result, the neighborhood is experiencing a shift from owner-occupied homes to rental houses and apartments. On the east side of the park, a large public housing project (Lakeside Terrace) was demolished. It is slated to be replaced with a new mixed-income development. Questions include:

- How will the shift in tenancy from owner-occupied to rental affect the character of the neighborhood?
- Will new developments increase property values and cause a loss of affordable owner-occupied housing?
- What can be done to replace housing that may be lost due to Carle and other business expansion in the area?
- Are residential areas properly zoned to promote neighborhood conservation where appropriate?

DEMOGRAPHICS

Trend #7 A Shift to More Family Households

Demographic shifts from the 1990 to 2000 Census indicate a decrease in the percentages of young adults in the area. There are now more families with parents over forty and children under eighteen. The area also remains home to higher percentages of older adults than the City of Urbana as a whole. The Crystal Lake and King Park area has previously been identified as a possible location for a community center. An after school program had been located at the Lakeside Terrace public housing complex, but is no longer in existence. Questions include:

- What kinds of services and/or facilities can be provided for the increased family, youth, and senior populations?
- Is there continued demand for a community center? If so, where should it be located? Whom should it serve?
- How can the large senior population best be accommodated in terms of mobility, property upkeep assistance, and senior programming?
- What can be done to ensure continued provision of routine health services in the neighborhood?



Trends and Issues

MOBILITY

Trend #8 Shifts in Traffic Patterns

As part of their proposed expansion plans and to improve on-campus traffic safety, Carle pursued vacations of streets through their campus, including portions of Coler Avenue, Busey Avenue, and Park Street. These street vacations will alter the flow of traffic through the neighborhood by requiring diversion to the major loop configuration of McCullough Street/Orchard Street on the east and Lincoln Avenue on the west. Carle is also partnering with the City to install a new traffic signal at the intersection of Lincoln Avenue and Church Street. Questions include:

- What impacts will street closures have on the residents of the Crystal Lake Area? What can be done to mitigate those impacts?
- How much impact will the proposed Heart and Vascular Institute and other expansion plans have on traffic levels? What mitigation measures will be employed to reduce impacts?
- What kinds of trip reduction measures can be employed by Carle and other area employers to reduce traffic and encourage alternate modes?
- The street and alley closures will also affect bicycle traffic. How will Carle ensure safe passage throughout its campus for users of all modes of transportation?
- Where will Carle visitors and employees park as the hospital continues to grow?
- What is the best way to minimize parking impacts upon the area residents?

COMMUNITY COHESION

Trend #9 Need for Community Cohesion and Amenities

Feedback from the planning workshop and resident surveys show a keen interest in improved neighborhood cohesion and provision of services, particularly given the pressures from Carle expansion and other nonresidential development. Questions include:

- What kinds of neighborhood services and facilities can be provided to help build and maintain community cohesion?
- How can these services and facilities tie into existing or planned programs and locations at Crystal Lake Park, Carle Hospital and Clinic, King Park, King School, Leal Park, the Champaign County Fairgrounds and other local institutions?



Plan Concepts

Visualizing Key Concepts

The following map demonstrates Plan Concepts that result from the analysis of Trends & Issues, as well as input from the Visioning Workshop, Resident Surveys, and Stakeholder Interviews. These Plan Concepts are a visual representation of the forces in the plan area, and form the basis for many Goals & Objectives found in the following section.

This map conceptually illustrates the general issues and forces affecting the neighborhood, as well as potential goals or implementation items. Locations of desired multi-use paths, boundaries of campus and residential areas, and selected notes from the Urbana Park District's Crystal Lake Park Master Plan are all found on this map. The underlying colors are taken directly from the 2005 Urbana Comprehensive Plan. They show the Future Land Uses designated by that plan. The Plan Concepts Map also contains notes from the Comprehensive Plan about what kinds of development should be encouraged in key corridors or intersections.

Altogether, this map is a visual representation of how the Crystal Lake Neighborhood should be developed in the coming years. It expands upon the land use map contained in the 2005 Comprehensive Plan by providing more specific guidance in for this area.



Goals & Objectives

Land Use & 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.

Objectives

- 1.1 Maximize opportunities for expansion within the current Carle campus.
- 1.2 Consider potential expansion of Medical Institutional Campus (MIC) zoning as an outcome of the Carle Hospital's Master Plan Update process.
- 1.3 When evaluating applications for MIC zoning district expansion, the City should be guided by the goals, objectives, and strategies articulated in this plan.

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.

Objectives

- 2.1 Encourage use of landscaping and screening near trash receptacles, mechanical equipment, off-street loading and unloading areas and parking lots abutting or adjacent to residential uses.
- 2.2 Encourage the design of lighting for parking and common areas that it is directed downward, shielded and arranged to direct away from adjacent or nearby residential uses.
- 2.3 Discourage circulation of nonresidential traffic in residential areas.
- 2.4 Employ land use intensity buffers between low intensity residential uses and higher intensity medical uses. For example, a medical office building generates less traffic than a clinic use.
- 2.5 Encourage the location of residentially-compatible aspects of Carle's Master Plan, such as the Guest House, Low-Vision Program, and Accessibility House, nearby residential areas.

Goal 3.0 Retain and expand local businesses as community assets.

Objectives

- 3.1 Preserve employment opportunities near the neighborhood at businesses such as Carle and those along University Avenue.
- 3.2 Promote access to employment opportunities for residents through provision of transit, sidewalks, and bicycle paths. (Comp Plan Goal 41.0)
- 3.3 Encourage expanded neighborhood-serving businesses along the Lincoln and University Avenue corridors.
- 3.4 Promote infill development that is in character with the surrounding neighborhood. (Comp Plan Goal 18.0)



Goals & Objectives

Goal 4.0 Redevelop University Avenue. (Comp Plan Goal 26.2)

Objectives

- 4.1 Complete a corridor study for University Avenue.
- 4.2 Improve safety and mobility along University Avenue by implementing proposed transportation improvements identified in the corridor study.
- 4.3 Beautify University Avenue by implementing landscape and streetscape improvements identified in the corridor study.
- 4.4 Promote attractive, mixed-use developments along University Avenue (Comp Plan Objective 25.5)
- 4.5 Encourage improved commercial property upkeep.

Goal 5.0 New development should be compatible with the overall urban design and fabric of the neighborhood. (Comp Plan Goal 2.0)

Objectives

- 5.1 Ensure that the site design for new development is compatible with the existing built fabric of the neighborhood. (Comp Plan Objective 2.1)
- 5.2 Preserve and encourage residentially-compatible uses along Crystal Lake Park.
- 5.3 Encourage the design of new construction that is consistent with the architectural style of surrounding structures and the neighborhood in general.
- 5.4 Seek a mixture of commercial and residential development along Lincoln Avenue consistent with the 2005 Comprehensive Plan.

Goal 6.0 Promote Sustainability

Objectives

- 6.1 Encourage preservation of mature trees and additional tree planting.
- 6.2 Encourage more green building like the Eco-Lab Homes on Fairview Avenue.
- 6.3 Encourage Carle and other businesses to continue to build energy-efficient buildings and utilize sustainable building practices.
- 6.4 Encourage development patterns that help reduce dependence on automobiles and promote different modes of transportation. (Comp Plan Objective 5.2)
- 6.5 Encourage Carle to adopt energy-efficient, non-invasive lighting for its facilities.

Goal 7.0 Integrate Planning Efforts

Objectives

- 7.1 Incorporate future improvement plans for Crystal Lake Park into the Crystal Lake Neighborhood Plan to ensure a cohesion of efforts.
- 7.2 Study possible future reuse of the Champaign County Fairgrounds for residential and recreational uses should the Fairgrounds Association desire to relocate.
- 7.3 Ensure that the updated Carle Master Plan is consistent with the recommendations in this plan.
- 7.4 Incorporate the updated Boneyard Creek Master Plan with Urbana Park District plans for Leal Park.



Goals & Objectives

Housing

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

Objectives

- 8.1 Encourage investment in older properties to help maintain their appearance and long-term potential. (Comp Plan Objective 1.2)
- 8.2 Encourage increased ownership of single-family homes.
- 8.3 Encourage improved residential property upkeep.
- 8.4 Promote the rehabilitation of deteriorated single-family homes; if removal is necessary, replace with housing that is in keeping with the neighborhood character.

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

Objectives

- 9.1 Encourage residential developments that offer a variety of housing types, prices, and designs. (Comp Plan Objective 19.2)
- 9.2 Sponsor rehabilitation of single-family owner-occupied units for low-income households. (Con Plan Goal)
- 9.3 Promote new construction efforts providing affordable housing opportunities for low- and moderate-income households, including projects such as the Crystal View Townhomes and Kerr Avenue Development. (Con Plan Goal)
- 9.4 Ensure the conservation and improvement of existing housing stock and promote neighborhood stabilization. (Comp Plan Objective 40.5)
- 9.5 Utilize HUD funds (CDBG and HOME) for purposes of maintaining and improving affordable housing opportunities in the area (Con Plan Goal).

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

Objectives

- 10.1 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.
- 10.2 Encourage redevelopment of the Lakeside Terrace site with a mixed income rental housing development offering a variety of on-site amenities (Consolidated Plan Goal)



Goals & Objectives

Mobility

Goal 11.0 Reduce traffic congestion and impact on surrounding neighborhood.

Objectives

- 11.1 Improve traffic circulation around the Carle Hospital campus to serve commercial, medical, and residential land uses.
- 11.2 Ensure that traffic generated by Carle limits impacts within the residential area of the neighborhood, based in part upon improvements shown in the Carle Traffic Study.
- 11.3 Encourage Carle to update and utilize its trip reduction plan.
- 11.4 Provide pedestrian and bicycle connections to employment centers such as Carle Hospital, downtown, and the University of Illinois campus. (Comp Plan Objective 41.3, 47.7)
- 11.5 Improve traffic flows during peak traffic periods through traffic control and intersection and roadway improvements, as depicted in the Carle Traffic Study. (Comp Plan Objective 47.6)

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

Objectives

- 12.1 Ensure the sidewalk network extends throughout the neighborhood and links destinations.
- 12.2 Expand and improve bike paths through the neighborhood in conformance with Bicycle Master Plan (along Broadway Avenue, Country Club Road, and Coler Avenue) .
- 12.3 Work with the Urbana Park District to install additional paths in and around Crystal Lake Park for bicycle and pedestrian users.
- 12.4 Promote use of bus service to major destinations.

Goal 13.0 Improve neighborhood infrastructure.

Objectives

- 13.1 Improve Broadway Avenue, Country Club Road and the northern portion of Coler Avenue through roadway upgrades, as depicted in the City's Capital Improvement Plan.
- 13.2 Encourage the redesign of Country Club Road for improved safety.
- 13.3 Install a sidewalk on the east side of Broadway Avenue north of Washington School and a multi-use path along the west side of Broadway Avenue.

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

Objectives

- 14.1 Maintain ease of accessibility through the neighborhood to the hospital and park.
- 14.2 Enhance a linkage between Crystal Lake Park and Leal Park across University Avenue (Comp Plan Goal 10.0)
- 14.3 Link both Crystal Lake and Leal Parks to greater system of trails and parks throughout the city.
- 14.4 Create a trail way from Carle to downtown. (City Council Common Goals 3.E.)
- 14.5 Link neighborhoods and parks to an enhanced Boneyard Creek corridor.



Goals & Objectives

Community Enhancement

Goal 15.0 Capitalize on the neighborhood and its assets.

Objectives

- 15.1 Identify and improve key entrances to the neighborhood, creating identifiable gateways to the neighborhood.
- 15.2 Create a way-finding system for amenities such as Crystal Lake Park, Busey Woods, the County Fairgrounds and the Carle Campus.
- 15.3 Identify and create public awareness of homes which are historically and architecturally significant.

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

Objectives

- 16.1 Provide a facility for new neighborhood, teen, and senior activities, possibly within the King School or Park area.
- 16.2 Ensure recreation opportunities for children and youth at parks and schools.
- 16.3 Encourage neighborhood gatherings and block parties, possibly at Crystal Lake Park.
- 16.4 Promote the success of neighborhood organizations such as UCAN, North Broadway Neighbors and UCAP. (Comp Plan Objective I.1)

Goal 17.0 Improve neighborhood safety and appearance.

Objectives

- 17.1 Ensure continued high levels of police and fire protection. (Comp Plan Objective 37.1)
- 17.2 Reduce speeding on Coler Avenue, Country Club Road, Kerr Avenue and Broadway Avenue.
- 17.3 Ensure sidewalks and crosswalks are well lit.
- 17.4 Ensure that bus stops and major paths to them are well lit.
- 17.5 Improve lighting in and around Crystal Lake Park.
- 17.6 Establish a neighborhood watch program.
- 17.7 Reduce the presence of trash and debris in yards, on sidewalks, and in parks by establishing a litter prevention/collection program.

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

Objectives

- 18.1 Hold more community events at the fairgrounds.
- 18.2 Enhance the fairgrounds boundaries along Coler Avenue and Crystal Lake Park.
- 18.3 Explore redevelopment possibilities of the fairgrounds should the organization decide to relocate.

Goal 19.0 Promote Crystal Lake Park as a Neighborhood Amenity

Objectives

- 19.1 Expand community programs and events at Crystal Lake Park. (Comp Plan Goal 9.0)
- 19.2 Increase opportunities for community involvement at the Anita Purves Nature Center.
- 19.3 Encourage Urbana Park District to improve Crystal Lake, as anticipated by the Crystal Lake Master Plan.
- 19.4 Support the Urbana Park District in implementing the Crystal Lake Park Master Plan.





Implementation Strategies

Realizing the Plan

Completing the Crystal Lake Neighborhood Plan is the first step towards improving the neighborhood for residents, park users, hospital employees and patients, and business owners. To meet the goals presented in the Plan, residents, stakeholders, and the City must commit themselves to putting an implementation plan into action. This Plan should also be revisited and updated periodically to respond to the needs of future residents and stakeholders.

Implementation of the Plan will require the continued cooperation of the city, residents, and key stakeholders. The following tables outline proposed Implementation Strategies for the Crystal Lake Neighborhood Plan. These strategies represent actions and studies that may be employed to achieve the Goals and Objectives of the Plan. Each strategy is categorized by type, timing, and responsible entities. Some strategies will be carried out by the city itself. Others will be worked on by another entity, such as Carle Foundation Hospital or United Citizens and Neighbors. Still others will require coordination among multiple entities. Timing for these strategies are either short term (within the next few years), long term (beyond five years), or ongoing. These strategies are designed to coincide with existing plans and programs, such as the City's Capital Improvement Plan, whenever possible.

LAND USE & DEVELOPMENT

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
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

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
H1	In order to implement the City of Urbana's commitment to neighborhood preservation, energy efficiency and sustainability, and Carle Foundation's commitment to the City to be part of the solution to finding replacement housing if residences are removed due to Carle expansion, the City and Carle Foundation shall negotiate, in consultation with the people of the neighborhood, to provide energy-efficient replacement housing .	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	Encourage investment in existing 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

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
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 a safe bicycle path towards the U of I campus along Fairview and Goodwin Avenues, as shown in the Urbana Bicycle Master Plan.	Action	14.3	Short Term	Public Works	

MOBILITY (continued)

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
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

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
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)

	Implementation Strategy	Type of Strategy	Related Goals / Objectives	Timing	Responsible City Divisions	Other Responsible Entities
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