

ORDINANCE NO. 8889-81

AN ORDINANCE

AMENDING THE 1982 COMPREHENSIVE PLAN  
(King Park Plan)

WHEREAS, the Urbana City Council on September 7, 1982 adopted the 1982 Comprehensive Plan in Ordinance No. 8283-17; and

WHEREAS, the 1982 Comprehensive Plan contained goals, objectives, policies and other recommendations pertaining to land uses, housing, neighborhoods and public infrastructure in the community; and

WHEREAS, changes in various circumstances since the 1982 Comprehensive Plan was adopted have indicated a need for a new planning study to address problems found in the King Park neighborhood in northwest Urbana; and

WHEREAS, the Department of Community Development Services has completed a planning study of the King Park neighborhood and has prepared a King Park Plan which contains recommendations intended to address problems in the area; and

WHEREAS, the King Park Plan was reviewed and approved by the Urbana Community Development Commission on March 28, 1989 and again on April 25, 1989; and

WHEREAS, after due publication and proper legal notification of a public hearing on April 20 and May 4, 1989, the Urbana Plan Commission in Plan Case #1306-CP-89 has unanimously recommended the adoption of the King Park Plan; and

WHEREAS, the City Council finds that it is in the public interest to amend the 1982 Comprehensive Plan to incorporate the findings and recommendations contained in the King Park Plan.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the 1982 Urbana Comprehensive Plan is hereby amended in the following respects:

Section 1. The attached document, entitled King Park Plan, together with the tables and maps included therein and attached hereto as Exhibit A and incorporated herein by reference is hereby adopted as an amendment and supplement to the "1982 Comprehensive Plan for the City of Urbana, Illinois".

Section 2. The Proposed Land Use Plan designated as Map Twelve in the attached King Park Plan is hereby adopted as an amendment to the "Official Comprehensive Plan Map 1982" showing future land use and proposed arterial and collector streets. Where the Proposed Land Use Plan conflicts with the "Official Comprehensive Plan Map 1982", the land uses designated in the Proposed Land Use Plan shall control.

This ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called, of a majority of the members of the Council of the City of Urbana, Illinois, at a regular meeting of said Council.

Passed by the City Council this 5th day of June, 1989.



Ruth S. Brookens by Sharon Menges,  
Ruth S. Brookens, City Clerk Deputy Clerk

Approved, by the Mayor this 13<sup>rd</sup> day of June, 1989.

Jeffrey T. Markland  
Jeffrey T. Markland, Mayor

kngprk.ord/bg

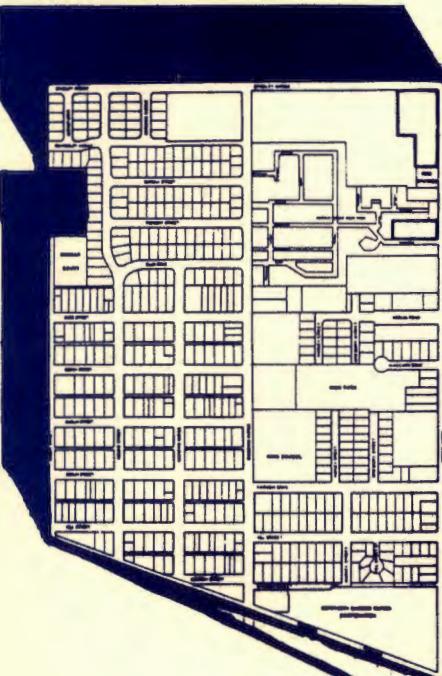
THIS IS THE ATTACHMENT WHICH IS REFERRED TO IN  
ORDINANCE NO. 8889-81 AND IS INCORPORATED  
THEREIN BY REFERENCE.

*Ruth S. Brookens City Sharon K. Menges*  
Ruth S. Brookens, City Clerk Deputy Clerk

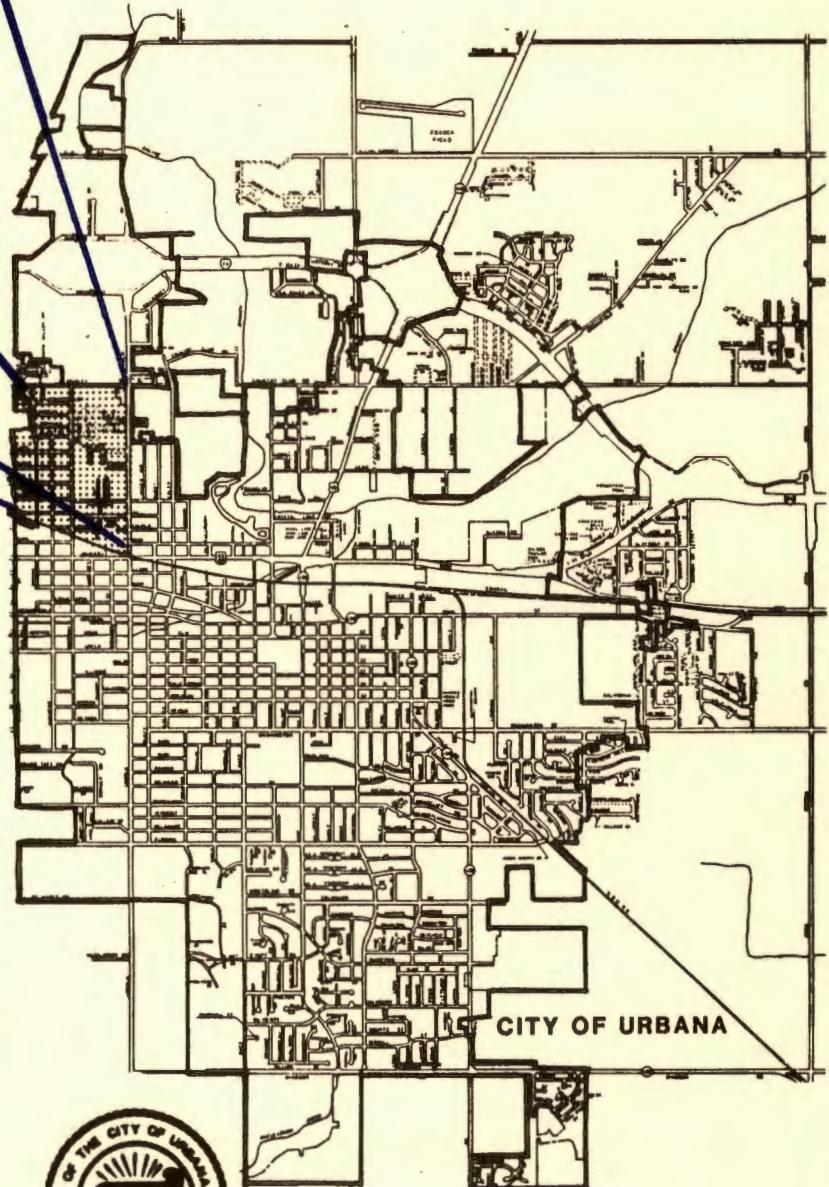
June 13, 1989  
Date







**KING PARK  
PLAN  
1989-2001**



**CITY OF URBANA**

**Department of Community Development Services**

**June, 1989**

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Principal Project Planner for the King Park Plan

Sheila Dodd, Secretary

# KING PARK PLAN

## EXECUTIVE SUMMARY

### **Introduction**

The City of Urbana has planned several projects to address problems in the King Park neighborhood in northwest Urbana since 1967. Approximately \$1,500,000 in Community Development Block Grant funds has been spent since 1975 for housing rehabilitation and public improvements in this area. Despite these expenditures, the neighborhood still has poor housing conditions, inadequate public improvements and other problems. In 1988, the Urbana City Council directed the Department of Community Development Services to prepare a plan to address these problems and to guide the City's future actions and decisions in the area. In 1988-89, the City's staff met with the residents and property owners to discuss and develop solutions to these problems. This document presents those recommended solutions.

### **Neighborhood Description**

King Park is a prime target for a coordinated strategy of actions and improvements. Almost 40% of the 201 acres of land in the area contains single-family homes. Most of the area is zoned for low density residential uses. There are only a few incompatible land uses in the neighborhood. However, the housing is aging and shows signs of deterioration. Approximately 60% of the residences need some type of repair. Some of the residents cannot afford to maintain their homes because of the relatively low income level and high unemployment rate in the area. There is also a large amount of vacant and underdeveloped land which attracts nuisances and could be put to better uses like new affordable housing. Living conditions in the Lincoln Mobile Home Park are far from ideal. This park also detracts from the quality of life in the surrounding areas. Several major institutions will influence the neighborhood's future including the Northern Illinois Water Corporation, the University of Illinois and Mercy Hospital. The City has identified a need for about \$3,000,000 worth of improvements to the streets, curbs, sidewalks and sewers. Traffic circulation and access in some parts of the neighborhood is poor because of dead-end streets. The Urbana Park District's King Park facility is not very visible or accessible and needs to be expanded and improved. In summary, King Park is a neighborhood which is faced with a variety of problems but not so many that it is too deteriorated to be improved. Some of the neighborhood's assets include the existing homes, vacant land, King School and King Park. This Plan seeks to build on these assets and address the neighborhood's problems.

## **Goals and Methods**

This Plan has two basic objectives. One is to improve the quality of life for existing residents. The other is to attract compatible new development, especially affordable housing. In order to accomplish these objectives, the Plan relies on three primary methods. The first depends upon the voluntary cooperation and individual initiative of residents and property owners to repair and maintain their properties. The second method relies upon the City's authority to enforce the zoning, housing, building and nuisances codes to clean up existing problems and prevent new ones from occurring. The third and most important method for implementing this Plan relies on the City's ability to provide financial assistance or incentives in the neighborhood. This includes housing rehabilitation loans, construction and repair of public improvements, and possible financial aid to builders or buyers of new housing.

## **Recommendations**

The King Park Plan includes many recommendations designed to improve the existing quality of life and attract new development. A Proposed Land Use Plan and several zoning changes are recommended to protect the existing residential character of the neighborhood. The Plan also recommends several land use changes including the expansion of the Park District's King Park facility, construction of new housing and the eventual redevelopment of the Lincoln Mobile Home Park into new residences and businesses. Some of the other recommendations include: continuing the current housing rehabilitation programs, forming a non-profit organization to build affordable houses, continuing the nuisance code enforcement program, forming a Neighborhood Watch program, and continuing to provide a junk disposal service. The Plan also includes a timetable for making public improvements in the area. The extension of Eads Street from Lincoln Avenue to Goodwin Avenue should be completed in 1991. Improvements to Harvey and Gregory Streets are recommended as well as improvements to other streets, sidewalks, sanitary sewers and storm sewers. In sum, the Plan recommends a Proposed Budget of approximately \$3,040,000 to be spent during the next twelve years to address existing problems and achieve positive changes in King Park.

# KING PARK PLAN

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# **Chapter One**

## **INTRODUCTION**

In 1967, the City of Urbana adopted a Comprehensive Plan which presented recommendations and long-range solutions to problems in the community. This Plan studied some of the neighborhoods which had problems with deteriorating housing conditions, inadequate public improvements and blighting influences like weeds, trash and junk cars. One of the areas studied was a portion of northwest Urbana known as the King Park neighborhood. The Comprehensive Plan concluded that redevelopment of this area was needed. It recommended a "concentrated code enforcement program" and a "special assessment program" to bring the area's residences, streets, sidewalks and utilities up to the same standard found elsewhere in Urbana. These programs were intended to solve the neighborhood's problems and lead to new investment and construction. Unfortunately, these optimistic recommendations did not lead to the overall improvement of King Park. However, this plan was still significant because it was the first to recognize the area's problems and make a formal commitment to improve this part of the community.

Since 1967, several other studies and projects have focused on this neighborhood. For a variety of reasons, the recommendations made in these plans were never fully realized. Consequently, living conditions in the neighborhood have remained less than ideal. Today, King Park is characterized by a mixture of conditions. Some houses are in good condition while others need to be repaired and a few should be demolished. Many properties are well-maintained while others have weeds, trash and junk. Some of the streets and sidewalks have recently been upgraded by the City but much more improvement remains to be done.

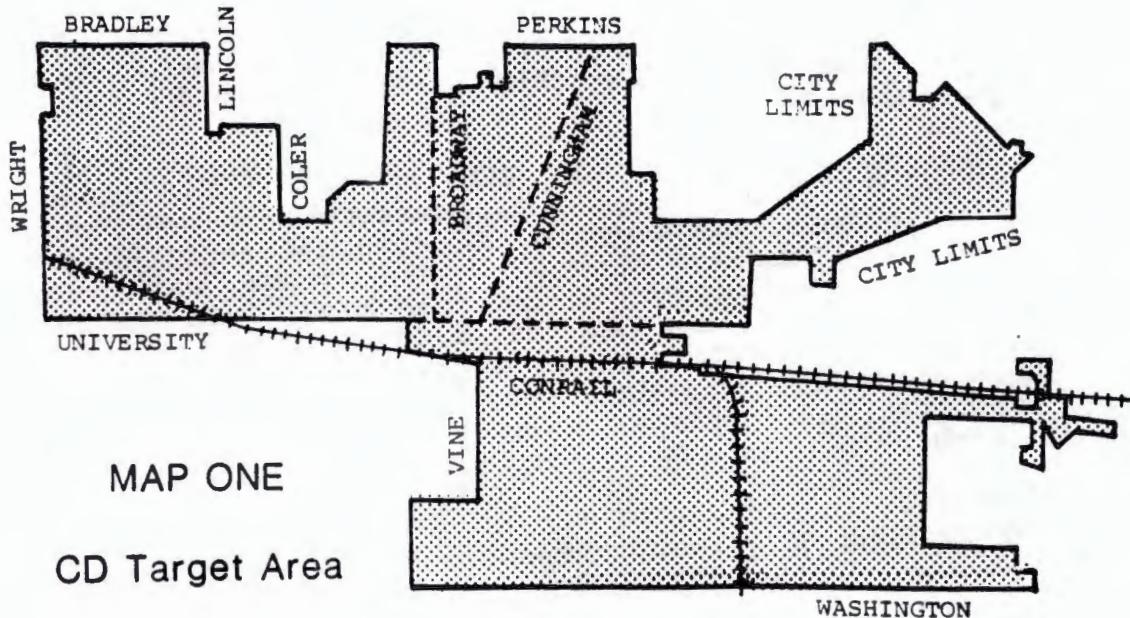
Since the mid-1970's, the City of Urbana has invested well over \$1 million of Community Development Block Grant (CDBG) funds in this neighborhood. In combination with investments made by property owners, these funds have helped to stabilize and improve the neighborhood. Nevertheless, there is still much work to be done to solve the remaining problems. As mentioned, these problems include the sizable need for more housing rehabilitation and infrastructure improvements. Other issues which may affect the neighborhood include the possible expansion of the Urbana Park District's King Park, the possible expansion of Mercy Hospital, the future of the Lincoln Mobile Home Park and the development of currently vacant and underutilized land.

The Department of Community Development Services (CDS) was directed by the City Council to prepare a plan for the King Park neighborhood in 1987. Even though much time, energy and money have been spent in King Park over the years, there was no cohesive plan to guide this work. As a result, some of the problems which were not addressed have remained as blighting influences to the detriment of the entire neighborhood. This Plan has been designed to address the issues, conditions and problems still found in the area.

The purpose of this Plan is to guide property owners, residents and the City in making decisions which affect the area. The overall goal of the Plan is to implement a comprehensive program that will improve the neighborhood and make it more desirable and attractive, but still affordable, for many people.

### **Project Boundaries**

The Federal Department of Housing and Urban Development (HUD) requires that the City of Urbana use its Community Development Block Grant (CDBG) funds primarily for the benefit of low and moderate income people. Consequently, the City has established a CD Target Area based on income levels which consists of the area shown in Map One. The City is generally limited to this Target Area in spending its CDBG funds. The King Park neighborhood is located in the northwest portion of Urbana adjacent to the City of Champaign. As shown in Map Two, the boundaries are Bradley Avenue, Lincoln Avenue, the Conrail tracks, and Wright Street. These boundaries were selected because they are easily recognizable physical features which distinctly separate King Park from adjacent areas.

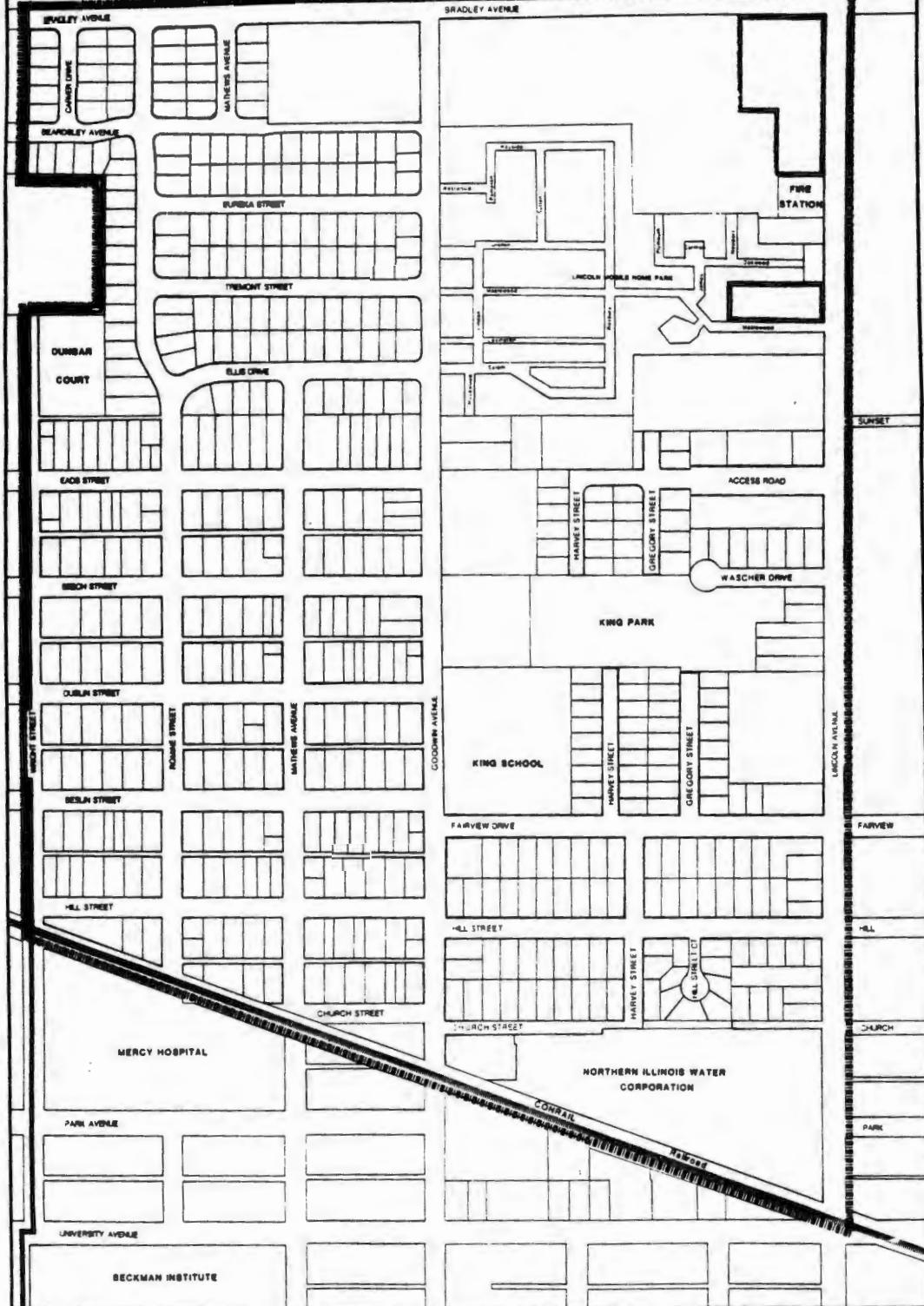
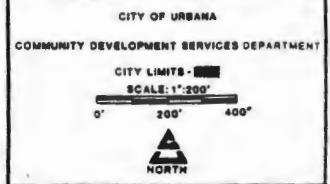


**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**PROJECT  
BOUNDARIES**

Study Area Limits

**MAP TWO**



The Urbana Park District owns and operates a recreational park in the neighborhood which is named King Park in honor of the late Dr. Martin Luther King, Jr. Throughout this Plan, the phrase "King Park" will be used to refer to the entire neighborhood, except as otherwise noted, in order to avoid confusion between the two names.

### Planning Process

The process used to prepare this Plan featured both public and staff participation. Two public meetings were held in April and May of 1988 to solicit opinions about the strengths and weaknesses of the area and the need for neighborhood improvements. All residents and property owners were notified of these meetings. Questionnaires were distributed so that specific types of information could be gathered. Additional public input was received during the annual CDBG budget approval process and other comments were received in the form of letters and telephone calls.

Approximately thirty people attended each of the two public meetings which were held at King Elementary School. Approximately fifteen responses to the questionnaire were received. A variety of problems, issues, comments and complaints were raised by the neighborhood's residents and property owners. Many people were pleased to see the City's interest in the area but were skeptical that solutions to the area's problems would be found. Most residents desired improvements to their homes; removal of trash and junk from vacant lots; improvement of streets, curbs, sidewalks and drainage; improvement of traffic circulation and improvements to King School and King Park. The general consensus was that the neighborhood should remain a nice, quiet affordable place to raise a family and that the City should not acquire too much land or remove too many homes in order to solve the neighborhood's problems.

The role of the CDS staff in the planning process was to survey the neighborhood and prepare the draft and final versions of the Plan. An extensive survey was conducted of the physical and demographic characteristics of the neighborhood, including land uses, zoning, housing conditions, public improvements, utilities, ownership patterns and other data. From the comments received and the information gathered, problems and issues were identified. Possible solutions to these problems and other recommendations were developed by the staff and compiled into a draft version of the Plan.

The draft Plan was reviewed by neighborhood residents and the Community Development Commission in October, 1988. Comments about specific policies and recommendations were received. Revisions to the Plan were made and it was again reviewed by the residents in March, 1989. Approximately thirty people attended each of these meetings. Although

there were some objections to specific recommendations made in the Plan, the general feeling at these meetings was in support of the Plan. Once a final draft of the Plan was prepared, it was presented to the Community Development Commission and Plan Commission for their review and approval. Few people attended the Commission meetings to express their feelings about the Plan.

Upon adoption of the Plan by the Urbana City Council, it will become an official amendment to the City's 1982 Comprehensive Plan and will guide future decisions about King Park.

### **Plan Format**

The King Park Plan is intended to help the City, property owners and residents make the area a more desirable and attractive, but still affordable, place to live. The Plan itself was written to be informative, practical and useful. It includes a variety of tables and maps intended to illustrate some of the neighborhood's problems. It also includes many recommendations for solving these problems.

The Plan is divided into the following chapters:

**Executive Summary** - This is a brief summary of the information and recommendations presented in much greater detail in the Plan.

**Chapter One - Introduction**

**Chapter Two - Neighborhood Description** - This chapter presents a variety of information about King Park focusing on its assets, problems and opportunities.

**Chapter Three - Goal and Objectives** - This chapter outlines the overall goal of the Plan as well as specific objectives for achieving the goal.

**Chapter Four - Recommendations** - This chapter recommends specific policies, programs and actions to implement the Plan.

**Chapter Five - Adoption and Implementation** - This chapter stresses the importance of having the Plan officially adopted and implemented.

## Chapter Two

# NEIGHBORHOOD DESCRIPTION

### History

The City of Urbana is centrally located in Champaign County in east-central Illinois. The County was established in 1833 and Urbana was selected to be the county seat. The first settlers were farmers who displaced the Indians, cleared and drained the prairies, and eventually transformed the region into one of the most productive agricultural areas in the nation. New settlers continued to arrive which enabled Urbana to prosper and develop as a community during the 1830's and 1840's.

The increasing need to send farm products to market lead to the development of the Illinois Central Railroad which linked Chicago and Memphis in 1853. Because of political and geographic considerations, the track was located two miles west of Urbana. This decision lead to the development of a new town called West Urbana which later became the City of Champaign. The location of the Illinois Central Railroad also eventually influenced the land now known as the King Park neighborhood.

After the development of the railroad, the next major event in the growth of Urbana was the establishment of a large seminary in the late 1850's. This institution was the forerunner of several schools which later became the University of Illinois. The history of Urbana has been closely tied to the growth of the University and the agricultural economy of the region for over a century. Expansion of the Illinois Central Railroad's facilities had a significant influence on the growth of the neighborhood. After the railroad was built, much of the land in northwest Urbana and northeast Champaign was surveyed and platted into lots, blocks, streets and alleys during the 1860's. Other portions of King Park were platted during the 1890's and early 1900's. Many of these properties were developed with relatively small, wood-frame bungalows for the families of railroad workers. Map Three and Table One shows the ages of the existing houses in the neighborhood. Three distinct periods of residential development are apparent.

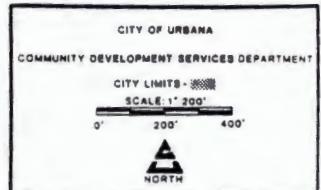
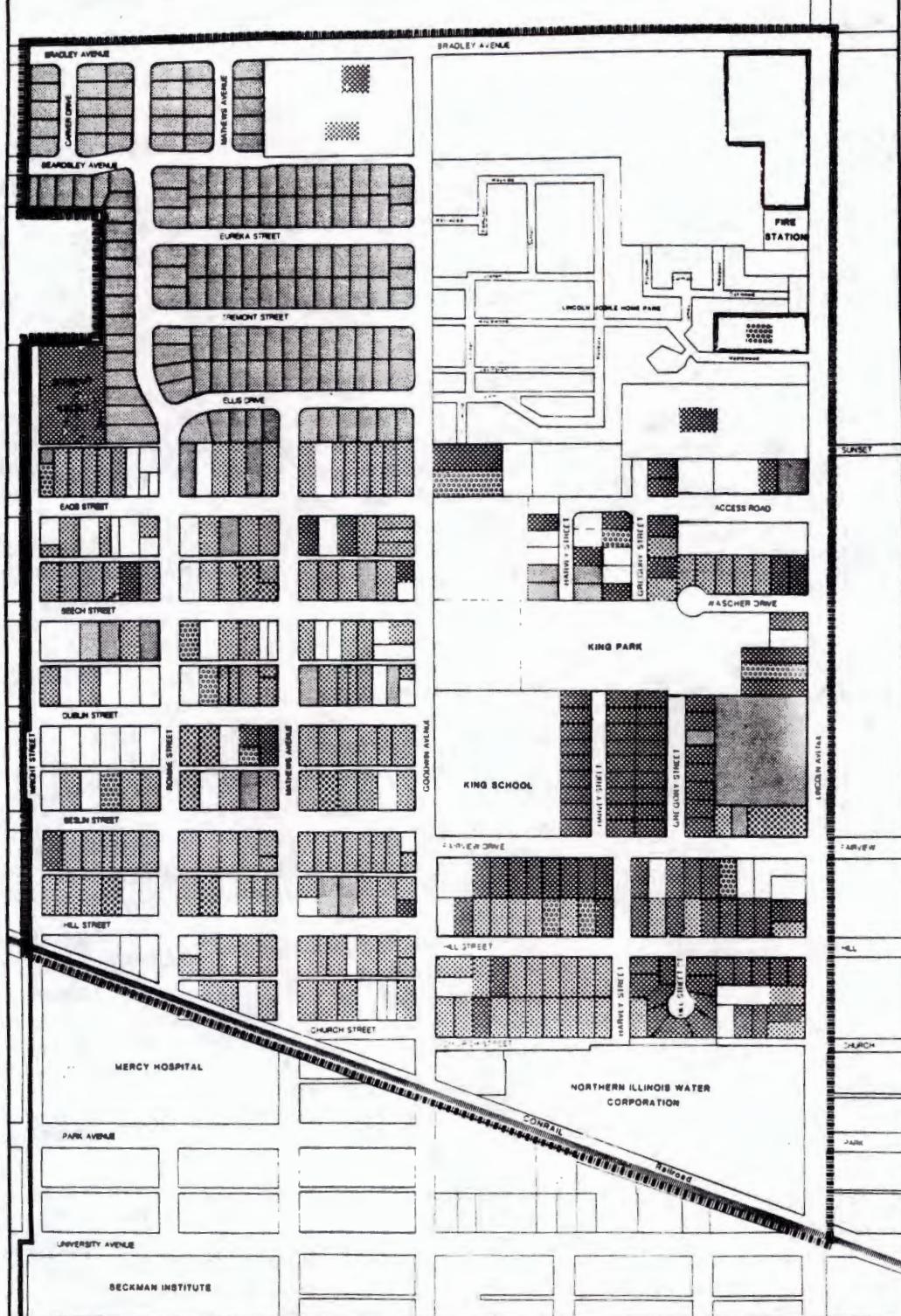
The first major phase of residential development includes houses built before 1920 including the oldest existing structure which was built in 1878. Over one-third of the buildings in the area were constructed before 1920 including at least 48 homes built during 1904 alone. There was little building activity in the area during the 1920's and 30's. The second major phase of development occurred during the

## KING PARK NEIGHBORHOOD DEVELOPMENT PLAN

### AGE OF RESIDENTIAL STRUCTURES

- [Hatched pattern] Built before 1918
- [Cross-hatched pattern] Built 1920-1939
- [Solid dark gray] Built 1940-1959
- [Light gray] Built 1960-1979
- [Medium gray] Built since 1980
- [White] Nonresidential structures and vacant land

**MAP THREE**



Source: Cunningham Township Assessor's Office, 1988

**TABLE ONE**  
**AGE OF RESIDENTIAL STRUCTURES\***

<u>Category</u>	<u>Number</u>	<u>Percent</u>
Built before 1920	151	34.8%
Built 1920 - 1939	12	2.7%
Built 1940 - 1959	106	23.5%
Built 1960 - 1979	167	37.0%
Built 1980 - Present	<u>9</u>	<u>2.0%</u>
<b>TOTAL</b>	<b>451</b>	<b>100.0%</b>

\*This Table does not include mobile homes.

Source: Community Development Services Dept. Survey, May 1988. Information provided by Cunningham Township Assessor's Office.

1940's and 50's. Large sections of the area were platted and annexed into the City during this time. Approximately 24% of the existing housing supply, or over 100 homes, were built in the years following World War II to meet the needs of returning veterans and young families. This period also saw the development of the Lincoln Mobile Home Park which now contains about 220 mobile homes. The third major period of construction occurred during the 1960's when the Doctor Ellis Subdivision was developed.

The location of the railroad influenced King Park in several ways. It provided access to markets for local products and services. It provided jobs for local residents and new arrivals. It also helped to establish the area as the predominantly black community of Urbana-Champaign. The United States Census found only two blacks were living in Champaign County in 1850. When the railroad improved access to the North, blacks began to leave the South in search of a better life, especially after the Civil War. Some of these families settled in the northern part of Champaign instead of moving on to larger urban areas like Chicago. As more individuals and families arrived, the black community grew into the northwest part of Urbana. By 1900, there were over 550 black residents in the County. As the years passed, the King Park area became a predominantly black neighborhood through a combination of factors including segregation, economics, discrimination, tradition and personal choice. Even though racial discrimination and segregation in the housing market have been illegal for years, the area remains a primarily black neighborhood today.

This brief history of the neighborhood would be incomplete without mentioning two of its major assets. In 1909, the J.W. Hays School was constructed at the corner of Fairview Avenue and Goodwin Avenue. Additions to the school were built in 1952 and 1963. In 1970, the school was renamed in honor of the late Dr. Martin Luther King, Jr. The development of the Urbana Park District's King Park began in 1967 when a nursery site was acquired. The park was expanded in 1972 and has since received a variety of improvements including some funded by the City's CDBG program.

During the last twenty years, the City has played a more active role in the neighborhood. As noted in Chapter One, the 1967 Comprehensive Plan proposed that the City begin a concentrated code enforcement program and a special assessment program to help improve living conditions in the area. In a 1972 amendment to the Comprehensive Plan, much of King Park was designated a "renewal area". In 1973, the City unsuccessfully applied for federal funds to undertake a Neighborhood Development Program which would have upgraded some streets and homes in the area. In 1977, the City and Park District proposed a joint project to remove some housing and expand King Park recreational facilities. This controversial project was never funded or carried out. In 1987, the City was unable to reach an agreement with a private developer to build new moderately priced homes in the neighborhood. Since 1976, the City has spent approximately \$1.5 million in Community Development Block Grant funds for housing rehabilitation assistance and public improvements in the neighborhood. Most of these funds were loans or grants to repair both owner and renter-occupied residences. A portion of these loans will be repaid to the City in the future as these properties are sold.

The major characteristic of the King Park area throughout its history has been its identity as a quiet neighborhood of modest homes occupied primarily by black families. This Plan seeks to improve the area and make it more attractive, desirable, and affordable for a variety of residents. In this way, the historical character of the area can be strengthened and carried into the future.

### **Existing Conditions**

The remainder of this chapter presents a brief description of factors which affect the quality of life in King Park. These factors include land use and zoning patterns, housing characteristics, traffic, the condition of public improvements and other information. The chapter ends with a brief summary which focuses on the problems, assets and opportunities facing the area.

## LAND USE

One of the basic features of any neighborhood is its pattern of land uses. Land is typically used for residential, commercial, industrial, public/semi-public and recreational activities. In addition, some land usually remains vacant and much land is always needed for streets and alleys. The pattern in which these uses develop over time has a major impact on the quality of life in the neighborhood. Land uses directly affect property values, noise, visual appearances, traffic, schools, personal safety and a neighborhood's image in the community. Therefore, it is important to discuss land uses in this Plan.

The existing pattern of land uses in King Park is shown in Map Four. The most evident characteristic is that the neighborhood is primarily an area of one and two family homes. Well over one-third of the 201 acres in the neighborhood contains such residences. A summary of the land uses in King Park is presented in Table Two.

TABLE TWO

### EXISTING LAND USES

Category	Acreage	Percent
One/Two Family Residential	74.99	37.3%
Multiple-Family Residential	4.97	2.5%
Mobile Home Park	19.36	9.6%
Commercial	0.71	0.3%
Industrial	5.76	2.9%
Utilities	21.03	10.5%
Public/Semi-Public	9.58	4.8%
Parks	6.37	3.2%
Vacant	18.39	9.2%
Street and Alley Right-of-Way	<u>39.62</u>	<u>19.7%</u>
TOTAL	200.78	100%

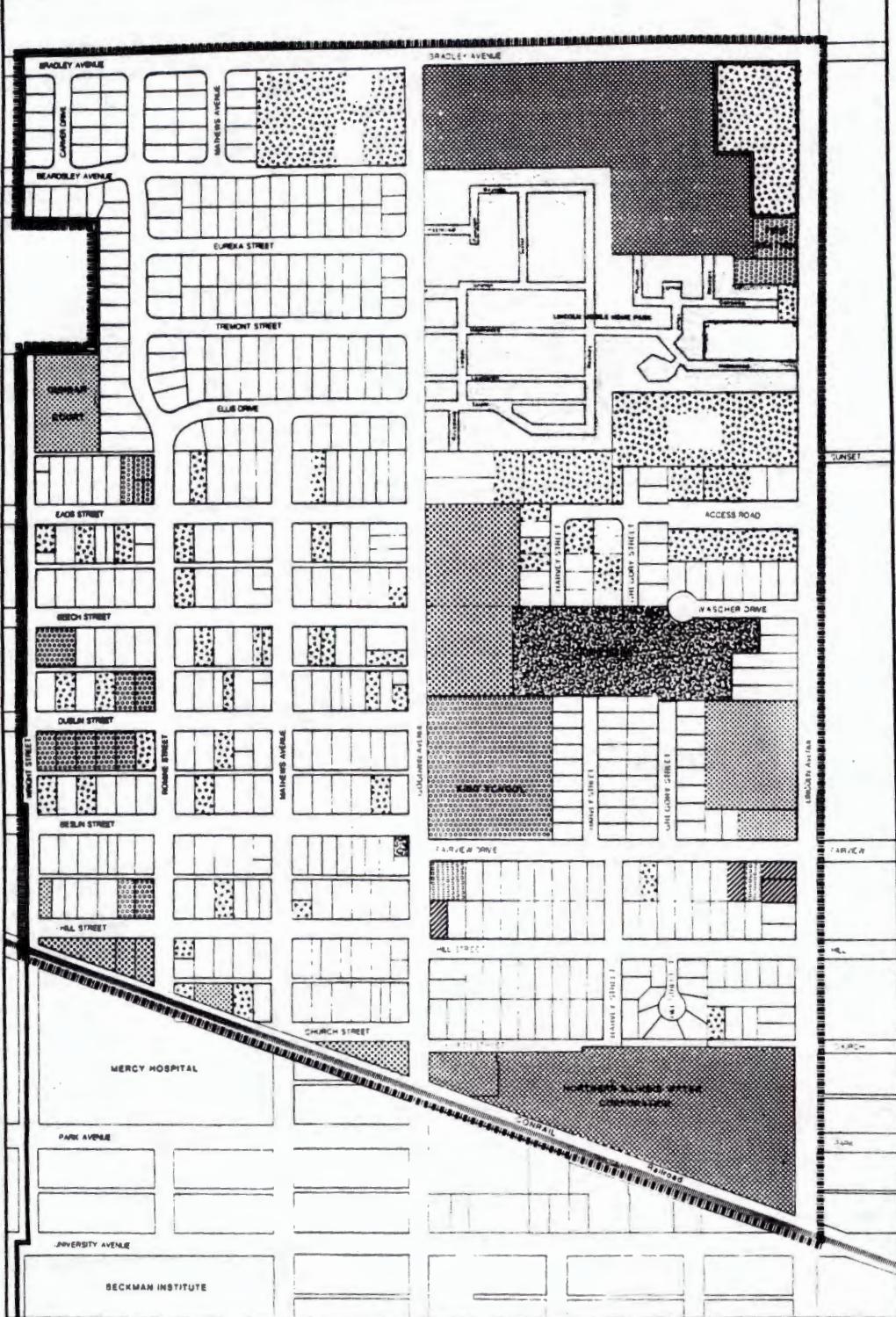
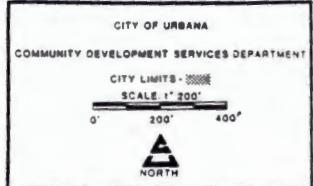
Source: Community Development Services Department Survey  
April, 1988

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**EXISTING LAND USES**

- [White Box] One/Two Family Residential
- [Hatched Box] Multiple Family Residential
- [Mobile Home Park Logo] Mobile Home Park
- [Diagonal Hatching] Commercial
- [Vertical Hatching] Industrial
- [Horizontal Hatching] Utilities
- [Public/Semi-public Logo] Public/Semi-public
- [Parks Logo] Parks
- [Dotted Box] Vacant Land

**MAP FOUR**



Source: Community Development Department survey, 1988.

The fact that King Park contains mostly one and two family homes is important to the future of the neighborhood. It means the area has been able to remain relatively intact as a place of individual homes on separate lots. This is generally considered the most desirable type of place to live and raise a family. If too many apartments and businesses intrude into an area, it can become a less desirable place to live and may even lose its identity as a unique neighborhood. The low density residential character of King Park provides a good foundation for efforts to stabilize and improve the area.

Several other characteristics of King Park can be seen in Map Four and Table Two. The second largest type of land use is street and alley right-of-way which occupies only about 20% of the neighborhood. This is lower than some Urbana neighborhoods due to the fact that there are few public streets between Lincoln Avenue and Goodwin Avenue north of Fairview Avenue.

Two specific land uses may significantly affect the future of this neighborhood. One of these is the Lincoln Mobile Home Park and the other is the Northern Illinois Water Corporation's facilities along Bradley Avenue and Church Street. The Lincoln Mobile Home Park is an aging, poorly designed, densely-developed facility with marginal living conditions. However, it does provide affordable housing for low and moderate income people in Urbana. The future use or redevelopment of this land will have a major impact on the park's residents and the rest of the neighborhood. The Northern Illinois Water Corporation's facilities do not presently have a large impact because they are relatively quiet activities. The major concerns are dust coming from the settling ponds and traffic from the pumping station. This Plan will address the future use of these facilities as well as the Mobile Home Park.

Another land use problem which is evident in Map Four is the lack of visibility and access to the Urbana Park District's King Park. Although this park is large enough to adequately serve the neighborhood, it is relatively isolated and hard to reach. One of the respondents to the City's questionnaire remarked that she did not know where the park was located, even though she lived within blocks of it. The improvement and expansion of this park will be addressed in this Plan.

Some of the neighborhood's assets include King Elementary School and several churches. Although these activities do not occupy much land, they have a positive impact on the neighborhood's character and image. King Elementary School is located at the geographic center of the area and provides a central focus for the residents. The modernization and continued operation of the school will play an important role in keeping the area a viable residential neighborhood.

There are at least four local churches which also play a role in protecting the future of this neighborhood. They help to define the area as a "community", keep it attractive and serve as a positive influence for local residents.

Another significant land use characteristic which is evident in Map Four is the amount of vacant land in the area. Approximately 18 acres or 9% of the neighborhood is now undeveloped. This situation is both a problem and an opportunity. The vacant lots can be a problem because of the weeds, trash, and unsightly blighting influences which are often found on them. However, this land provides a good opportunity for investment in the neighborhood for construction of new homes and other uses. These lots can also be good sites to relocate houses which can be moved away from construction projects elsewhere in the community.

Finally, it must be remembered that King Park is not an isolated area which is unaffected by its surroundings. The University of Illinois and Mercy Hospital are two large landholders within the vicinity of the neighborhood. The long-range land acquisition and development plans of these institutions will affect the area. The vacant land located north of Bradley Avenue may also undergo industrial development in the future. Although this development may provide jobs for residents, it will also affect the neighborhood to an unknown degree, especially due to increases in auto and truck traffic.

#### ZONING

The City of Urbana has had a zoning ordinance in effect since 1936 to control the location and use of land and buildings. Zoning is intended to implement the Comprehensive Plan, protect the value of land and buildings, promote the public health, safety and welfare, and preserve the character of neighborhoods.

The existing zoning pattern in King Park is shown in Map Five. The most common zoning in the neighborhood is R-2 (Single-Family Residential). As Table Three shows, R-2 zoning accounts for nearly two-thirds of the land in the neighborhood excluding streets and alleys. This is not surprising since most of the land in the area is used for single family homes.

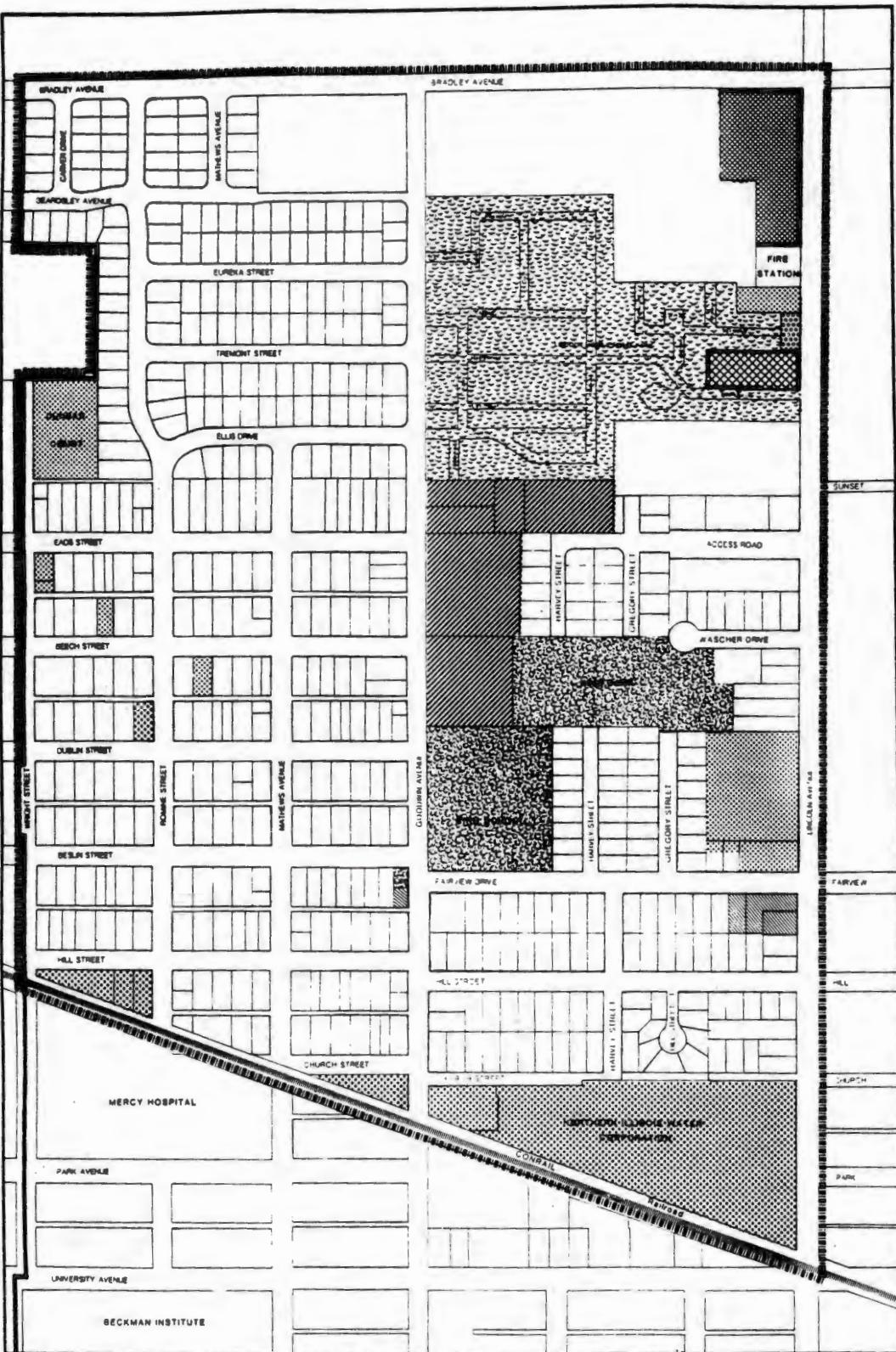
Analysis of the zoning and land uses shown in Maps Four and Five raises several issues. A primary consideration should be to protect the R-2 zoned areas from changes which might allow incompatible development. A second issue is the zoning of the Lincoln Mobile Home Park and the Northern Illinois Water Corporation's settling ponds. These sites will need to be rezoned in the future to allow for their eventual redevelopment. It will be important to carefully rezone

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

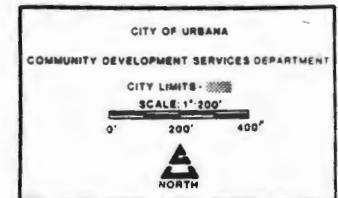
**EXISTING ZONING**

- R-2 Single Family Residential
- R-4 Medium Density Multiple Family Residential
- R-5 Medium High Density Multiple Family Residential
- B-1 Neighborhood Business
- B-3 General Business
- I-1 Industrial
- AG Agriculture
- CRE Conservation-Recreation-Education
- R-4 County Zoning
- B-2 County Zoning

**MAP FIVE**



Source: Community Development Department, 1988.



these sites to encourage more desirable land uses and to protect adjacent residential areas. Another zoning issue involves properties in the neighborhood which appear to be zoned inappropriately. In some cases, individual lots have two separate zoning classifications and in other cases, the zoning and use of the land are inconsistent. It is important to plan for the most proper zoning pattern in the neighborhood. An appropriate zoning pattern is a good method for encouraging new investments and for protecting the investments already made by property owners and the City.

TABLE THREE

EXISTING ZONING

<u>Category</u>	<u>Acreage</u>	<u>Percent</u>
CRE (Conservation-Recreation-Education)	11.06	6.9%
AG (Agriculture)	19.36	12.0%
R-2 (Single Family Residential)	103.62	64.3%
R-4 (Medium Density Multiple-Family Residential)	0.19	0.1%
R-5 (Medium High Density Multiple-Family Residential)	4.50	2.8%
B-1 (Neighborhood Business)	0.78	0.5%
B-3 (General Business)	6.77	4.2%
IN (Industrial)	10.89	6.8%
R-4 (Champaign County)	0.95	0.6%
B-2 (Champaign County)	3.04	1.9%
<b>TOTAL</b>	<b>161.16</b>	<b>100.0%</b>

Source: Community Development Services Department survey, April 1988.

COMPREHENSIVE PLAN

In 1982, the City Council adopted a Comprehensive Plan to "provide the policy framework for decisions, both in the public and private sectors, necessary to realize the desired future for Urbana." This was the second revision of the Comprehensive Plan originally adopted in 1967. It resulted from more than two year's work by residents, the City Council and the Urbana Plan Commission.

The 1982 Comprehensive Plan contains goals, objectives and policies on a variety of issues including land development, economic development, transportation, sewers, open space and neighborhood preservation. Although King Park and other

Urbana neighborhoods are not specifically discussed in the Plan, there are many goals, objectives and policies which are directly relevant to this King Park Plan. Some of these are presented in Table Four. In addition, the following comment was made in the Comprehensive Plan:

"Census Tracts 53 and 55 were identified in 1976 and 1979 respectively as target areas for the expenditure of Community Development Block Grant funds. Extensive planning, capital improvement work and home construction and rehabilitation have been done in these tracts during the last several years. For the foreseeable future, the bulk of Community Development funds will continue to be spent in these target areas."

One of the purposes for this Plan is to amend the 1982 Comprehensive Plan so that more specific policies and recommendations about the neighborhood can be reviewed and adopted by the City Council. The 1982 Plan contains an "Official Comprehensive Plan Map" which shows the desired future land use pattern in the community as well as designations for Arterial and Collector Streets. Map Six shows these recommendations reflect a continuation of the existing land uses in the area, especially the low density residential character of the neighborhood. The major changes shown on the Official Comprehensive Plan Map include an expansion of the Urbana Park District's King Park recreational facility, the development of a commercial area along Goodwin Avenue and the extension of a Collector Street from Lincoln Avenue to Goodwin Avenue. The Proposed Land Use Plan recommended in Chapter Four closely follows the 1982 Plan with several differences. The emphasis remains on preserving the residential character of the neighborhood but more effort will be given to encouraging compatible new residential and commercial development. The objective is to improve and increase the housing supply, add to the community's tax base and strengthen the identity, image and desirability of the neighborhood.

#### HOUSING

The quantity, condition and cost of housing affect the quality of life in any neighborhood. The 1980 United States Census found a total of 804 housing units in King Park with 60.0% occupied by owners and 35.3% occupied by renters. A variety of statistics from the 1980 Census is presented later in this chapter in Table Seven.

During the 1980's, new construction in the area has added only about twenty new housing units including an apartment building and several single family homes. The high percentage of owner-occupied housing units in the neighborhood is significant for two reasons. First, rental

## TABLE FOUR 1982 COMPREHENSIVE PLAN RECOMMENDATIONS

### GOALS

1.100 To promote steady but moderate growth in the population, employment and productivity free from extreme fluctuations that would upset the balance between the needs of the residents and the ability to provide for the necessary services and facilities.

1.200 To protect, and to the extent possible, improve the quality of the environment for present and future generations.

1.300 To ensure that financial resources required to provide the City's residents with needed services and facilities are available and will continue to be available in the future.

1.400 To improve and maintain the developed portions of the City including the existing housing stock, the older residential neighborhoods, and the commercial areas with special emphasis on the downtown area.

The overall goal for the City of Urbana for the development and preservation of residential areas shall be as follows:

5.100 To provide sound and attractive residential neighborhoods which meet the housing needs of the current and future population, are accessible to urban services and facilities in a manner which conserves land, energy and other resources.

10.100 To support the provision of constructive opportunities for leisure activities for all Urbana citizens.

10.200 To assist the Park District in the acquisition of additional park land.

### OBJECTIVES

1.110 Continue to provide high standards of living environment both in the older and developing portions of the City.

1.230 Encourage infill development of vacant and underutilized land within the City limits with emphasis on downtown where appropriate.

1.410 Promote the redevelopment and conservation of urbanized areas.

5.110 Protect and improve the residential quality of residential neighborhoods and minimize the effects on such neighborhoods of other city developments.

5.140 Expand the housing supply to include a variety of housing types and price ranges through preservation, development and redevelopment.

7.130 Consider both measurable benefits such as improved safety, fuel efficiency, and travel time and more subjective benefits such as aesthetics and level of convenience when evaluating transportation improvements.

9.110 Provide continuity of service and uniform protection from flooding to all residents throughout the City.

10.110 Support the expansion of recreation opportunities for all citizens in the service area.

10.210 Help expand the amount of park land to meet the needs of an expanding population.

10.310 Promote the development and maintenance level of each park site.

### POLICIES

3.514 Provide financial support for neighborhood clean-up programs, with particular emphasis on Community Development target areas.

3.515 Enforce regulations prohibiting the unauthorized disposal of refuse, junk and debris.

3.611 Designate neighborhood redevelopment areas and provide incentives for privately financed renewal in these areas.

3.612 In the planning process, evaluate the public costs and benefits of land development

5.111 Offer continued support for the maintenance of residential lifestyles and values and the preservation of property values by discouraging the encroachment or influence of unacceptable non-residential uses into residential neighborhoods.

5.112 Provide incentives for housing rehabilitation and for quality in new residential developments.

5.115 Provide protective public services, and a full range of educational, social and utility services for all residential neighborhoods.

5.121 Encourage new residential development only in areas where urban services and facilities are available at adequate capacity or have been planned and will be available when the proposed development is in place.

5.131 Encourage new residential development to occur contiguous with existing development and within municipal boundaries or in areas which can be annexed.

5.142 Ensure that the housing market operates without discrimination.

5.143 Through the Division of Community Development, provide housing information and counseling services to assist persons of moderate income with their housing needs.

### POLICIES

5.144 Make available low interest loans and grants from sources such as Community Development funds for housing rehabilitation.

5.145 Encourage higher densities where need and existing facilities can support such increased residential densities.

7.131 Promote transportation improvements to areas suitable for development and redevelopment

7.132 Improve the existing transportation system to promote safety, and reduce congestion costs, and environmental intrusions.

7.133 Promote transportation improvements to provide for better traffic flow and improved fuel efficiency through the appropriate use of traffic control devices.

8.111 Give priority to sanitary sewer improvements in developed areas where existing facilities do not meet standards of quality and service.

8.221 Coordinate the provision and maintenance of sanitary sewer services with related urban services and facilities.

9.111 Improve storm sewer facilities in developed areas as part of the conservation and redevelopment of these areas.

10.111 Assist the Park District in expanding recreational opportunities through cooperative use of City facilities.

10.211 Consider the use of Community Development funds to purchase additional park land in Community Development target areas.

10.312 Enforce City junk, debris and weed Ordinances.

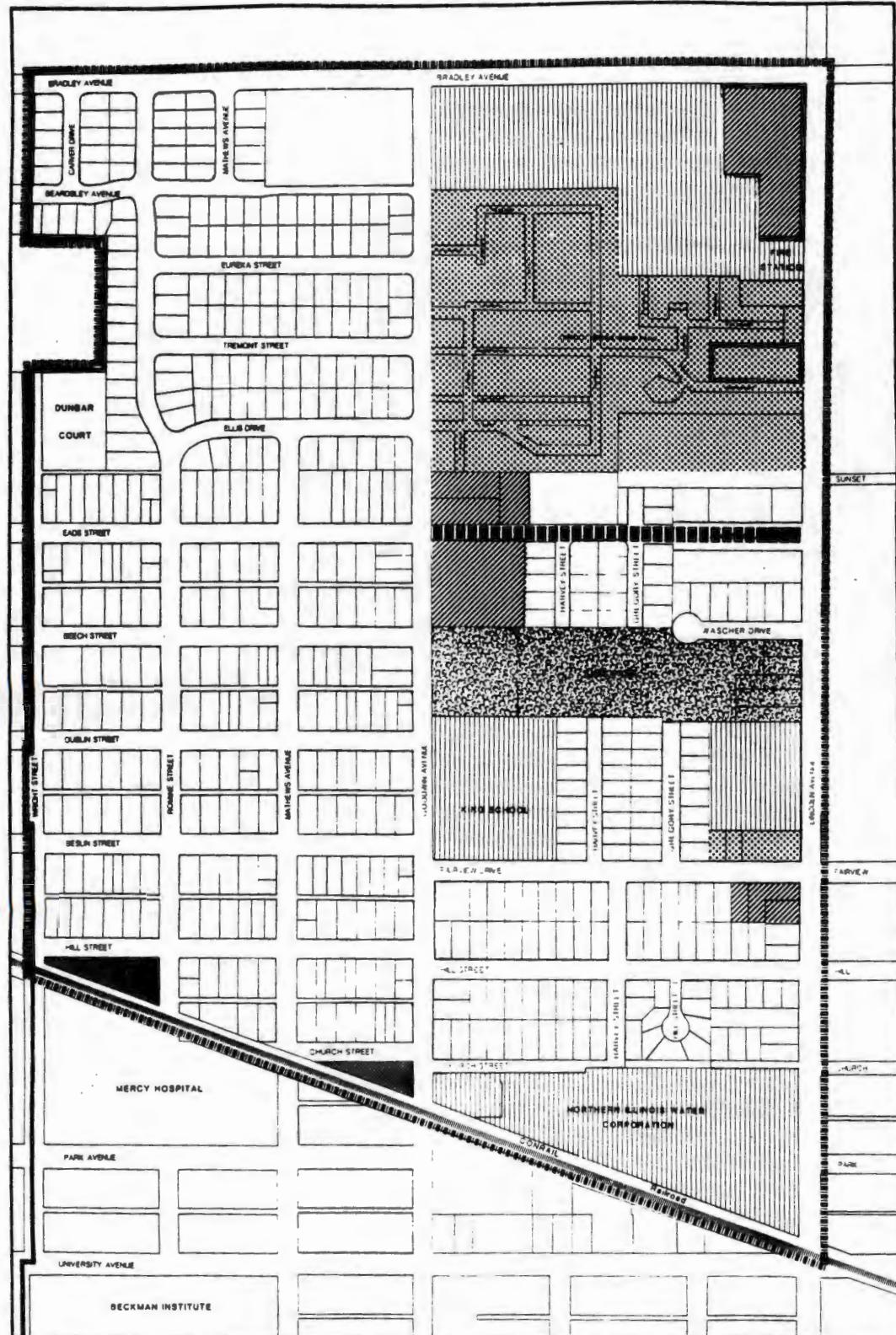
11.111 Support efforts to improve the safety and quality of the residential environment and the affordability of living units within existing neighborhoods in order to attract new residents with school age children.

## KING PARK NEIGHBORHOOD DEVELOPMENT PLAN

### COMPREHENSIVE PLAN RECOMMENDATIONS

- Low Density Residential
- Medium Density Residential
- Commercial
- Industrial
- Public Recreation
- Institutional
- Proposed Collector Street

MAP SIX



CITY OF URBANA  
COMMUNITY DEVELOPMENT SERVICES DEPARTMENT  
CITY LIMITS -   
SCALE: 1":200'  
0' 200' 400'  
NORTH

Source: City of Urbana Comprehensive Plan, 198...

properties are generally not maintained as well as owner-occupied houses. Second, the majority of the City's CDBG-funded housing rehabilitation programs are oriented to owner-occupants. For these reasons, the high ratio of owner to renter-occupied housing is a positive asset.

A survey of the neighborhood in June, 1988 found a total of 451 residential buildings including single-family homes, duplexes, apartments, a nursing home and public housing. In addition, there are spaces for approximately 220 mobile homes in the Lincoln Mobile Home Park. The residential structures were surveyed and divided into categories based upon their apparent structural condition and need for rehabilitation. Table Five presents the survey findings and Map Seven shows the distribution of housing conditions throughout the neighborhood. The survey found about 60% of the 451 residential structures need either a moderate or major amount of repair work. This is not surprising considering the age of the buildings. As Table One showed, nearly 61% of the dwellings in the area were built more than thirty years ago. The survey also found that less than 5% of the buildings are vacant or appear to have deteriorated to such an extent that it may not be economically worthwhile to repair them. This statistic is positive for two reasons. First, it indicates the overall level of structural deterioration has not reached a point where it cannot be improved. Second, the City incurs large costs when it acquires a deteriorated structure, provides relocation assistance to the occupants and then demolishes the building. Because there are only a few of these properties in the area, this expense will be minimized in King Park.

TABLE FIVE  
HOUSING CONDITIONS

Category	Number of Structures	Percent
1 - Minimum or No Repair Needed	157	34.8%
2 - Moderate Repair Needed	184	40.8%
3 - Major Repair Needed	88	19.5%
4 - Not Suitable for Repair	17	3.8%
5 - Vacant/Boarded Up	5	1.1%
Total	451	100.0%

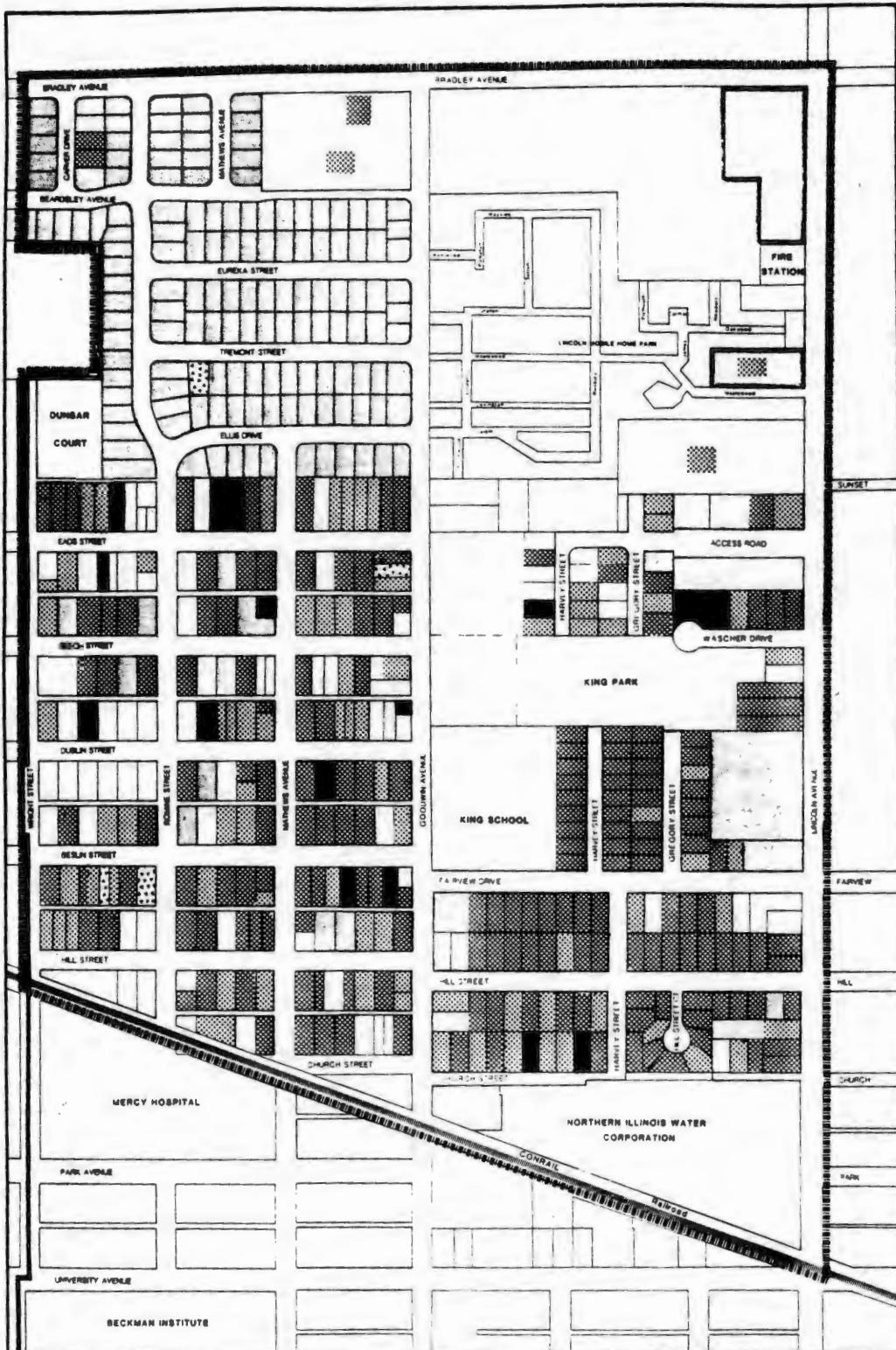
Source: Department of Community Development Services survey, June 1988.

## KING PARK NEIGHBORHOOD DEVELOPMENT PLAN

### HOUSING CONDITIONS

- [Light gray square] Needs Minimum Repair
- [Dark gray square] Needs Moderate Repair
- [Hatched square] Needs Major Repair
- [Solid black square] Not Cost-Effective to Repair
- [Dotted square] Vacant/Boarded up
- [White square] Nonresidential structures and vacant land

MAP SEVEN



CITY OF URBANA  
COMMUNITY DEVELOPMENT SERVICES DEPARTMENT  
CITY LIMITS -   
SCALE: 1" = 200'  
0' 200' 400'  
NORTH

Source: Community Development Department survey, 1988.

As Table Five shows, approximately one-third of the residences need either a minimal amount of repair work or perhaps no work at all. Most of these dwellings are found in the Doctor Ellis Subdivision where all the buildings have been constructed since the early 1960's. It should be noted that these ratings are based on a general, visual survey of building exteriors and do not include any interior structural elements. Therefore, the findings may not accurately reflect the real need for repair work in cases where the exterior appearance of a building is much better than the interior condition. The survey findings should not be used to determine the need for rehabilitation or eligibility for assistance of any individual structure.

The survey of housing conditions in King Park did not include the Lincoln Mobile Home Park. This was excluded primarily because the City's CDBG-funded housing rehabilitation programs are not designed for mobile homes. This park is a source of affordable housing for people of low and moderate income in Urbana. However, living conditions in the park are generally poor. Many of the units are old and show signs of deterioration or lack of proper maintenance. There are occasional problems with junk, debris, junk cars and other nuisances. The design and density of the park are not consistent with modern standards. The result is overcrowding, unsightly appearance, a lack of privacy and a less than pleasant residential environment. One of the objectives of this Plan is to address these problems.

As Map Seven shows, there is no concentrated pocket of deteriorated housing within the neighborhood. In general, housing conditions are best in the Doctor Ellis Subdivision but structures in need of repair can be found in all parts of King Park. This means that the City should not target any one section of the area for rehabilitation assistance.

The City provides a variety of housing rehabilitation assistance programs for both owners and renters in the CD Target Area. Funding for these programs comes from the federal government's Community Development Block Grant (CDBG) program and is locally administered by the Department of Community Development Services. From the beginning of the CDBG program in 1975 to 1988, the City has provided assistance to 128 properties in King Park or about 28% of the residential structures. The total expenditure of CDBG funds for this assistance was approximately \$1.5 million or an average of about \$12,000 for each structure that was helped. Even though there is still much repair work to be done, housing conditions would be worse if these programs had not been used in King Park, especially for the 128 families that received assistance. The combined efforts of

property owners and the City have helped to prevent more widespread housing deterioration. However, this Plan hopes to do more than just stabilize the area and prevent additional blight. The goal is to improve living conditions for existing residents and also encourage the construction of new affordable housing.

The cost of housing in King Park reflects the age, size, location and physical condition of the dwellings. It is also a reflection of the image and popularity of the area and the demand for housing in this neighborhood as compared to other neighborhoods in Urbana-Champaign. In general, housing costs for both owners and renters are lower in King Park than they are elsewhere in the community. The 1980 Census found that the median monthly mortgage payment for owner-occupied housing units was \$277 in King Park compared to a citywide figure of \$393. In addition, the median monthly rent payment for renter-occupied housing units was \$166 in King Park but was \$202 for all of Urbana. These figures indicate this area is an important part of the housing market because it provides lower cost housing. Although the City believes housing values in King Park will increase as a result of this Plan, the neighborhood should remain a good place to find lower cost housing for both renters and owners, especially for first-time home buyers.

#### TRAFFIC

The volume, flow and speed of traffic impact the quality of life in a neighborhood because they affect noise, safety, parking and the ease of travel. Because of its location, King Park's local streets do not carry a large volume of traffic to and from other parts of Urbana-Champaign. Bradley Avenue and Lincoln Avenue, which border the neighborhood, are classified as Minor Arterials and carry the most traffic. A Minor Arterial is defined as a wide street (at least 80 feet of right-of-way) which provides for continuity of traffic flow but ideally does not penetrate identifiable neighborhoods. Goodwin Avenue is classified as a Collector Street and carries a moderate amount of traffic to and from the local streets and Arterials.

Based on the comments and questionnaires received, most residents do not view traffic as a major problem. This conclusion is supported by staff's analysis of traffic characteristics including vehicular traffic counts, street designations, traffic control devices and other factors. Map Eight shows a variety of this information and some of the general traffic problems found in King Park.

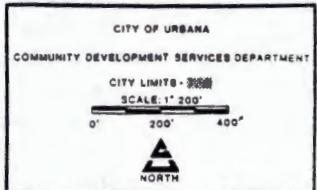
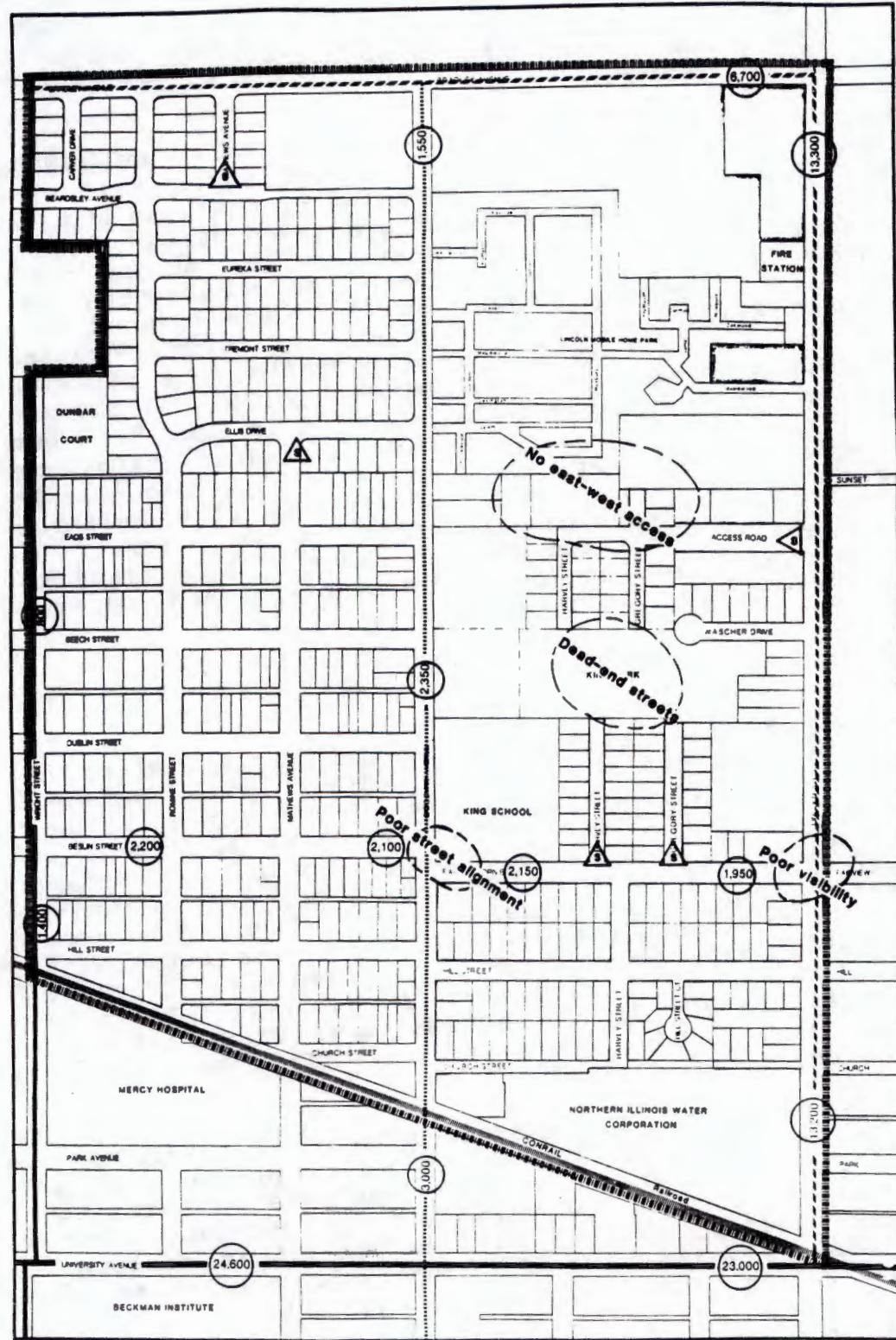
One of the problems is the intersection of Lincoln Avenue and Fairview Avenue where high traffic volumes and poor

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**TRAFFIC  
CHARACTERISTICS**

- Principal Arterial
- - - Minor Arterial
- \*\*\*\*\* Collector Street
- (2,200) Average Daily Traffic Volume 1988
- ( ) Problems
- (Δ) No Stop or Yield Signs

**MAP EIGHT**



Source: CUUATS and Community Development Department, 1988.

visibility create a relatively high accident rate. The Champaign-Urbana Urbanized Area Transportation Study (CUUATS) has identified this corner as one of the top ten accident locations in Urbana. (Intersection Accident Analysis, Jan. 1988, pg. 60) This intersection was also mentioned as a problem several times during the public meetings held in the neighborhood.

Other traffic problems include the lack of access between Lincoln Avenue and Goodwin Avenue north of Fairview Avenue, the dead-ends found on Harvey Street and Gregory Street, and the poorly aligned intersection at Goodwin Avenue, Fairview Avenue and Beslin Street. As Map Eight shows, there are no extremely high traffic volumes on streets within the neighborhood. The highest volumes occur at Goodwin Avenue and Fairview Avenue and may be related to traffic going to and from King Elementary School. There are also five intersections which do not have any traffic control signs.

Several factors have helped the neighborhood avoid serious traffic problems. The area is somewhat isolated by the Conrail tracks and the two Minor Arterials which border it. Goodwin Avenue stops at Bradley Avenue and, therefore, doesn't carry traffic north to Interstate 74 and beyond. Wright Street is not a "through" street so it is less convenient to use than Goodwin Avenue. Although the brick surface on Goodwin Avenue causes more noise than a paved street surface, it also tends to slow down traffic. The residential character of the area also means King Park experiences less overall traffic than a more commercial or industrial area would have. Chapter Four addresses the traffic problems which occur in the neighborhood.

### **Public Improvements and Services**

A major influence on the quality of life in a neighborhood is the condition of the public improvements and services. This includes such services as police and fire protection, education and recreation as well as capital improvements like streets, curbs, gutters, sewers, sidewalks and utilities.

#### **SERVICES**

The level of fire protection provided in King Park by the Urbana Fire Department is considered satisfactory. The Department's North Substation is located in the neighborhood at 1407 North Lincoln Avenue. This station can respond to emergency calls in the area in less than five minutes. In 1986, the Department of Community Development Services conducted a telephone survey of the CD Target Area which includes King Park. This survey found that 83% of the respondents were satisfied with the fire protection services provided by the City.

The same survey found a similarly high level (82%) of satisfaction with the police protection provided by the City in the CD Target Area. The King Park neighborhood is regularly served by routine police patrols. The Urbana Police Department is prepared to work with area residents to establish a Neighborhood Watch crime prevention program. To date, however, the residents have not expressed a desire to form a program.

King Park is a part of School District #116 and is served by King Elementary School and Urbana Junior and Senior High Schools. Many of the neighborhood's children attend elementary schools located elsewhere in the community. Although a majority of the School's 1988-89 enrollment comes from outside the neighborhood, the School still serves as a focal point and source of pride and identity for residents. The original wing of the school was built in 1909 and will not be used beyond the 1988-89 school year because it does not meet modern educational standards and requirements. Due to the closing of this wing, School District #116 explored various options for the future of this site including the possibility of discontinuing the elementary school. This would have seriously affected the future viability of the neighborhood. Fortunately, the School Board decided to spend approximately \$1.7 million to replace the old wing and repair the newer wings of the school. This will modernize the School and help it remain a positive influence and source of pride in the neighborhood.

Recreational activities and services are provided in the neighborhood by the Urbana Park District (UPD). The six acres of land in King Park includes playground equipment and two tennis courts. Although this park is centrally located in the neighborhood, it is not easy to locate or use. The site is large enough to adequately serve the area but it suffers from poor access and poor visibility. Residents have expressed a desire for more improvements to the park including picnic tables, a basketball court and a small ballfield. The City owns a small one-lot park at the southwest corner of Goodwin Avenue and Beslin Street. Many residents also use the recreational facilities at Douglass Park which is operated by the Champaign Park District. The expansion and improvement of the area's recreational facilities is addressed in Chapter Four.

#### PUBLIC IMPROVEMENTS

Public improvements are the facilities needed to support and serve people and buildings in a neighborhood or community. This includes the streets, curbs, gutters, sidewalks, streetlights, sanitary sewers and storm sewers which are provided and maintained by the City. Other utilities such as water, gas and electricity are provided by public utility companies and are not the City's responsibility.

In 1986, the City of Urbana prepared a Capital Improvement Plan (CIP) which examined the community's infrastructure and identified an extensive list of needed improvements and cost estimates. One of the purposes of the CIP was to establish a data base and system for objectively evaluating the community's infrastructure to estimate the cost of needed improvements. Table Six presents a summary of the improvement projects located in King Park which were listed in the Capital Improvement Plan. The total estimated cost of constructing these projects is over \$3,000,000.

There are approximately 6.8 miles of public streets in King Park and 1.2 miles of private drives in the Lincoln Mobile Home Park. The City is responsible for maintaining only the public streets. As Map Nine shows, most of the streets have adequate pavement, curbs and gutters. There are only about 17 blocks of streets which need to be reconstructed and/or resurfaced. There are also scattered locations where curbs and gutters need to be installed or repaired. The most important need is the extension and improvement of Eads Street from Lincoln Avenue to Goodwin Avenue. In addition, traffic flows could be improved by connecting Harvey Street and Gregory Street through King Park. One of the largest single projects in the area is the need to upgrade the condition of Mathews Avenue. In 1986, the estimated cost of this project was \$459,000 as shown in Table Six.

The condition and availability of sidewalks in King Park is generally adequate. As Map Ten shows, most of the areas which lack sidewalks are on streets which already need to be improved. There are only a few scattered locations where sidewalks may need to be constructed independent of a street improvement project. One of these is along Goodwin Avenue near King School. Brick sidewalks are located along some of the streets west of Goodwin Avenue. Although some residents have indicated a desire to have these walks replaced, it has been the City's policy to repair and maintain these walks whenever possible.

According to engineering reports, several drainage projects are needed in the neighborhood as shown in Map Eleven. As seen in Table Six, the total estimated cost of constructing these storm sewers exceeds \$900,000. The single largest project is a proposed 36" storm sewer between Goodwin Avenue and Lincoln Avenue. The neighborhood generally has adequate sanitary sewer service. As Map Eleven shows, the only needed sanitary sewers are on Harvey Street and Eads Street to serve existing homes and future housing development.

The availability and condition of public utilities in King Park is generally satisfactory. The area is now adequately served by the Illinois Power Company which provides both gas and electric service. The level of water service provided by

**TABLE SIX**  
**CAPITAL IMPROVEMENT PROJECTS**

STREET SEGMENT	SANITARY SEWER	STORM SEWER	STREET MAINTENANCE	STREET IMPROVEMENT	CURB AND GUTTER	SIDEWALKS	TOTAL
Beardsley, from Mathews to Goodwin	-----	-----	-----	\$120,000	-----	\$ 8,000	\$128,000
Beardsley, from City Limit to Mathews	-----	-----	\$13,000	-----	-----	-----	13,000
Beslin from Wright to Goodwin	-----	-----	40,000	-----	\$4,000	-----	44,000
Carver, from Bradley to Beardsley	-----	-----	17,000	-----	-----	-----	17,000
Church, from Goodwin to Harvey	-----	-----	9,000	-----	2,000	11,000	22,000
Church, from Mathews to Goodwin	-----	-----	-----	95,000	-----	7,000	102,000
Church, West end to Lincoln	-----	-----	-----	60,000	-----	9,000	69,000
Dublin, from Wright to Goodwin	-----	-----	-----	-----	1,000	-----	1,000
Eads, from Gregory to Harvey	-----	-----	-----	95,000	-----	9,000	104,000
Eads, from Wright to Goodwin	-----	-----	-----	-----	4,000	-----	4,000
Eureka, from Romine to Goodwin	-----	-----	-----	-----	4,000	-----	4,000
Goodwin, from Ellis to Dublin	-----	-----	-----	-----	28,000	19,000	47,000
Goodwin, from Dublin to University	-----	\$120,000	-----	-----	29,000	14,000	163,000
Gregory, from King Park to Fairview	-----	29,000	-----	110,000	-----	-----	139,000
Gregory, from North End to King Park	-----	-----	-----	110,000	-----	10,000	120,000
Harvey, from Eads to King Park	\$58,500	-----	-----	85,000	-----	14,000	157,500
Harvey, from King Park to Church	-----	76,000	-----	265,000	-----	19,000	360,000
Hill, from Goodwin to Lincoln	-----	-----	-----	-----	4,000	9,000	13,000
Hill, from Wright to Goodwin	-----	127,000	39,000	-----	10,000	5,000	181,000
Hill Street Court	-----	-----	-----	70,000	-----	-----	70,000
Lincoln, from Bradley to University	-----	138,000	-----	-----	5,000	30,000	173,000
Mathews, from Ellis to Church	-----	-----	-----	455,000	-----	4,000	459,000
Romine, from Bradley to Church	-----	113,000	70,000	-----	3,000	4,000	190,000
Tremont, from Romine to Goodwin	-----	80,000	-----	-----	-----	-----	80,000
Wascher, from West End to Lincoln	-----	-----	-----	110,000	-----	3,000	113,000
Wright, from Eads to Church	-----	-----	-----	90,000	2,000	-----	92,000
no street, from Goodwin to Lincoln	-----	251,000	-----	-----	-----	-----	251,000
<b>TOTAL</b>	<b>\$58,500</b>	<b>\$934,000</b>	<b>\$188,000</b>	<b>\$1,665,000</b>	<b>\$96,000</b>	<b>\$175,000</b>	<b>\$3,116,500</b>

Traffic signal at Lincoln and Fairview Intersection - \$60,000

Source: Capital Improvement Plan, City of Urbana Engineering Department, July 1986.

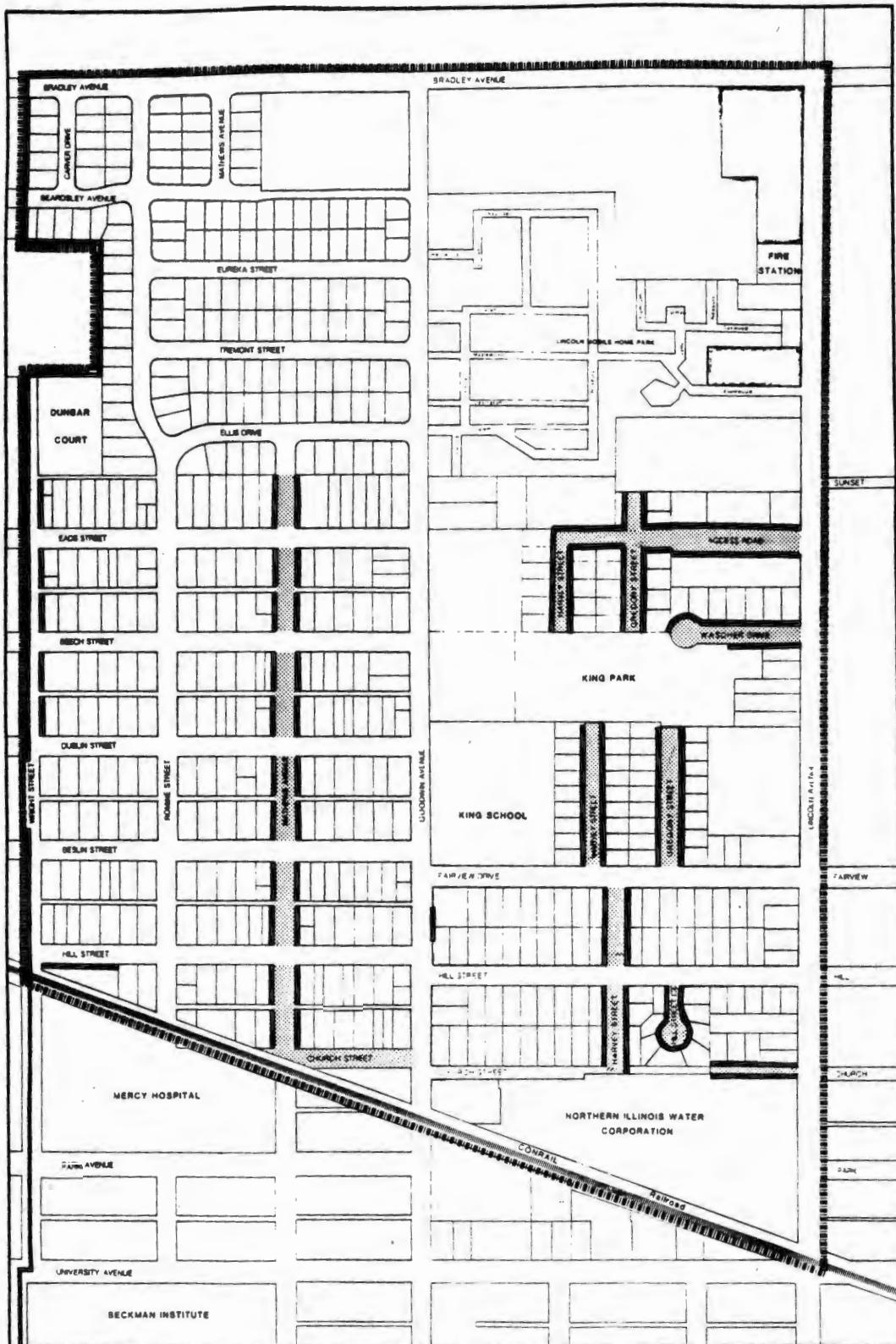
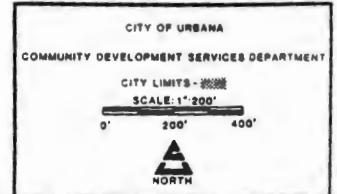
\*This is not a list of proposed improvements. It is a tool to identify the need for potential improvements in the neighborhood. Priorities for individual projects will be established separately.

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**CAPITAL  
IMPROVEMENTS  
STREETS**

Needed Street Improvements  
 Needed Curb & Gutter Improvements

**MAP NINE**



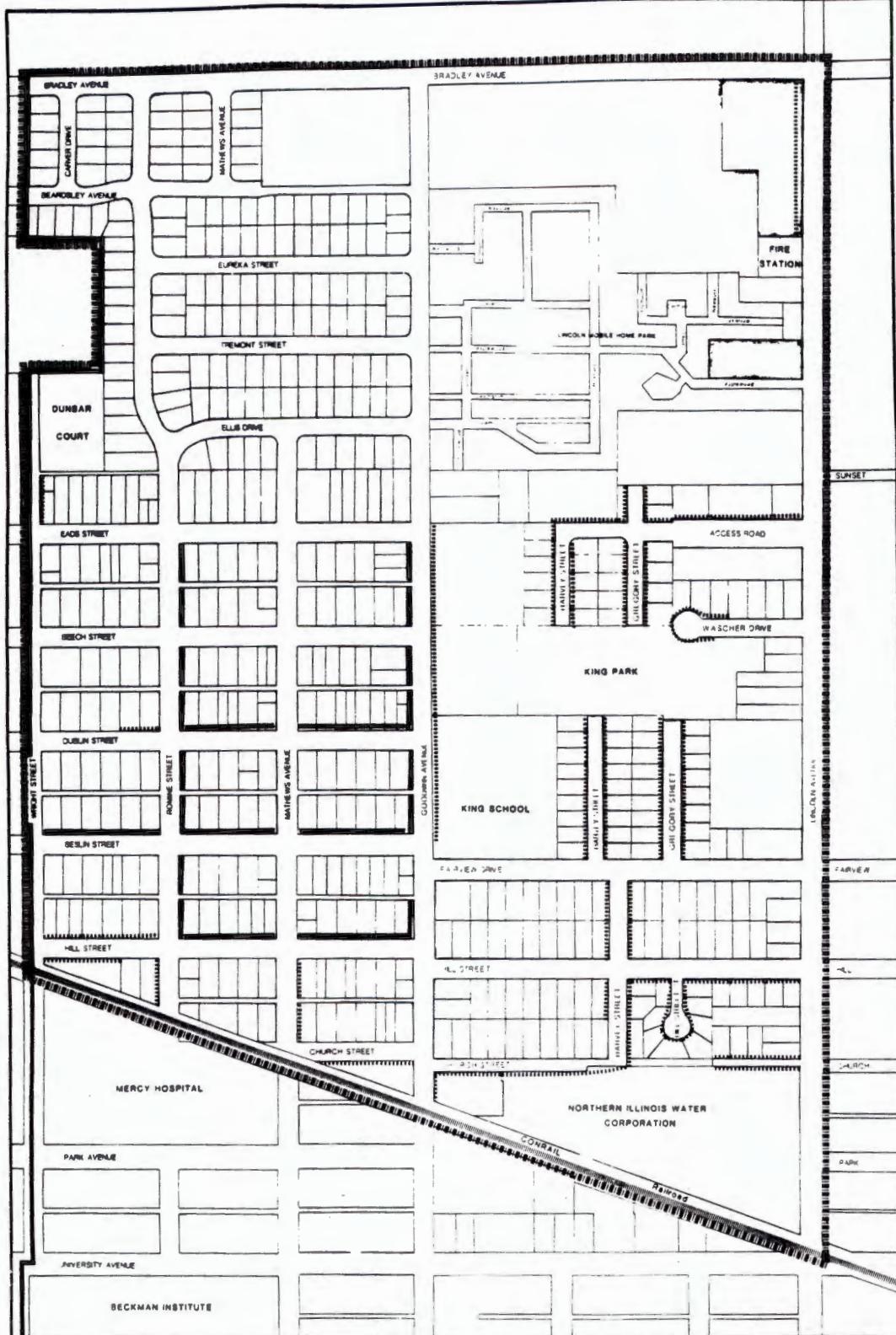
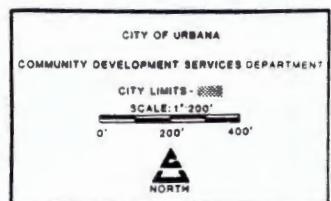
Source: Community Development Department survey, 1988.

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**CAPITAL  
IMPROVEMENTS  
SIDEWALKS**

..... Needed Sidewalk Improvements  
— Existing Brick Sidewalks

**MAP TEN**



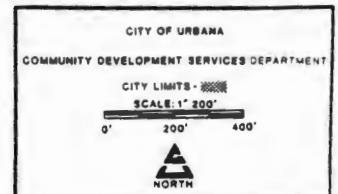
Source: Community Development Department survey, 1988

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

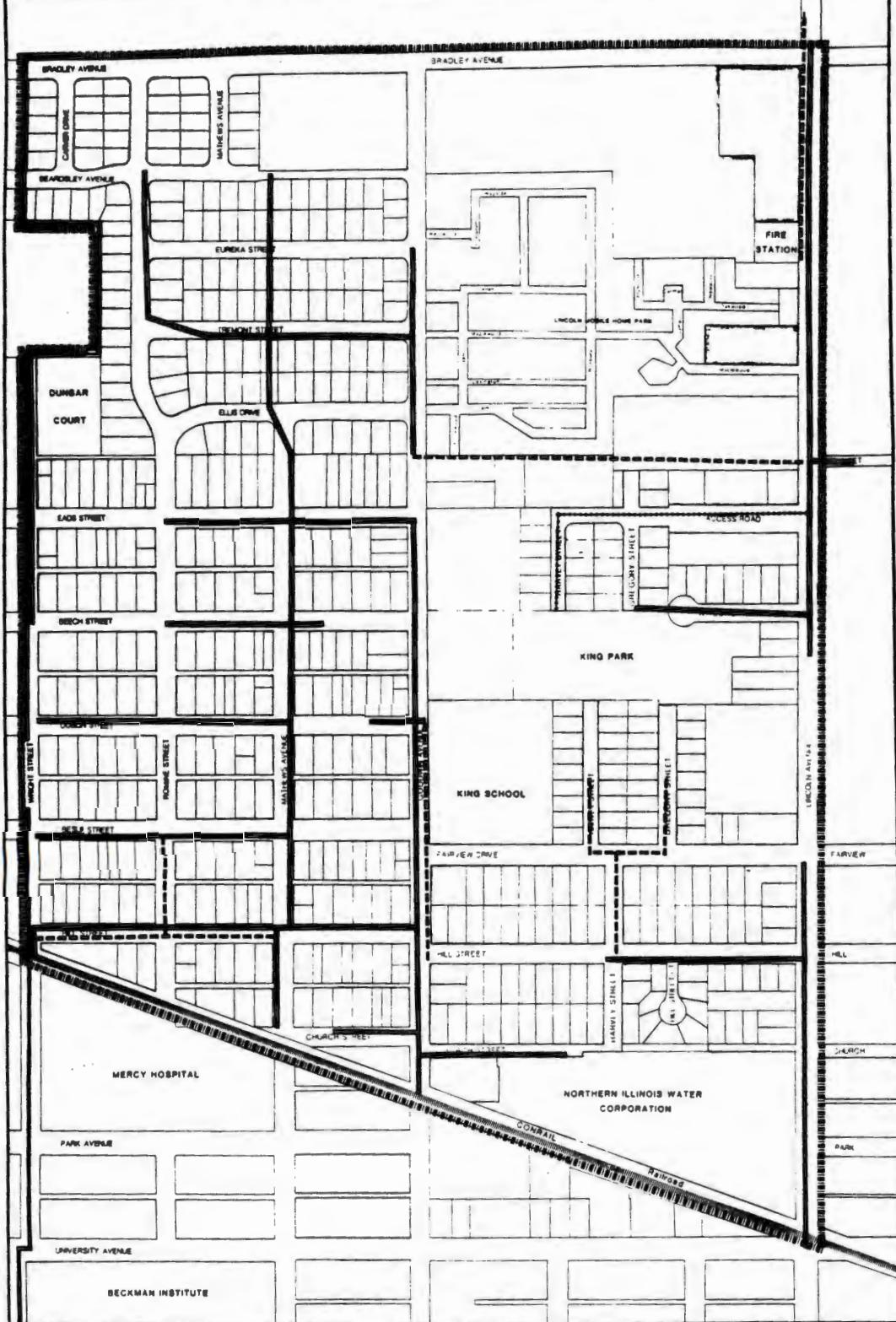
**CAPITAL  
IMPROVEMENTS  
SEWERS**

- Proposed Storm Sewers
- Existing Storm Sewers
- Proposed Sanitary Sewers

**MAP ELEVEN**



Source: Community Development Department based on  
Greeley - Hansen Reports, 1980-81.



the Northern Illinois Water Corporation is adequate with one exception. A portion of the area is served by water lines which are smaller than the City's standard of 6" lines. This may be a problem because there is a potential for an insufficient flow of water if a major fire occurs in the neighborhood. The Urbana Fire Department supports the idea of upgrading these substandard water lines whenever possible, especially in conjunction with street improvement projects.

During the public meetings held as part of this Project, several comments were received about a need to upgrade streetlights in the area. The City believes the location and condition of the lights are adequate. Section 20-116 of the City of Urbana Code of Ordinances contains a variety of illumination and spacing requirements for streetlights. The lights in King Park have been upgraded during the last ten years in several CDBG-funded projects. The lights meet all Code requirements and are equal or superior to streetlights in other parts of the community.

The City's CDBG allocation has also funded other capital projects in the neighborhood including improvements to Beardsley Avenue, Fairview Avenue, Goodwin Avenue and sidewalks along Lincoln Avenue. Despite these improvements, there is still a substantial need for capital expenditures in the neighborhood, especially for street improvements, curbs, gutters and sidewalks. The figures from the Capital Improvements Plan in Table Six show a need for over \$3 million in estimated construction costs. Although this clearly shows the scale of the neighborhood's infrastructure problems, it does not represent a proposal to construct all of these improvements. Specific recommendations for capital improvements will be made in Chapter Four.

### **Socio-economic Characteristics**

The history and description of King Park presented in this chapter would not be complete without some analysis of its socio-economic characteristics. A review of data concerning population, housing, income levels, education and unemployment illustrates what kind of neighborhood King Park is and why it was selected for this Plan. The figures are from the 1980 Census. Although changes have occurred since the Census was taken, the data are still the most accurate statistics available.

Table Seven presents some of the most significant and relevant statistics about King Park. A comparison of this neighborhood with the entire community sheds light on some of the serious problems facing the area. King Park's population in 1980 was 2,291 or about 6.4% of the total Urbana population. There is a significantly higher concentration of black residents in King Park than in any other neighborhood in the city. An explanation of the historical reasons for this concentration was given earlier in this chapter.

TABLE SEVEN  
NEIGHBORHOOD STATISTICS

**POPULATION**

**KING PARK**

**URBANA**

<u>RACE</u>	#	%	#	%
Blacks	1,584	69.1	3,596	10.0
Whites	693	30.2	30,250	84.1
Others	14	0.6	2,132	5.9
TOTAL	2,291	100.0	35,978	100.0
<u>AGE</u>				
0-14 years of age	566	24.7	4,554	12.7
15-24 years of age	549	24.0	14,869	41.3
25-64 years of age	980	42.8	13,612	37.8
65+ years of age	196	8.6	2,943	8.2
TOTAL	2,291	100.0	35,978	100.0
Median age of residents		29.3 years		24.1 years
<u>EDUCATION (Years of school completed)</u>				
Elementary (0-8 years)	304	27.5	1,457	8.8
High School (1-3 years)	136	12.3	1,125	6.8
High School (4 years)	264	23.9	3,331	20.1
College (1-3 years)	218	19.7	2,452	14.8
College (4 years)	182	16.5	8,241	49.6
TOTAL	1,104	100.0	16,606	100.0
Percentage of residents who are high school graduates		60.1%		84.5%

**HOUSING**

<u>HOUSING UNITS</u>	#	%	#	%
Owner-Occupied Units	482	60.0	5,158	40.4
Renter-Occupied Units	284	35.3	6,997	54.8
Vacant Units	38	4.7	601	4.7
TOTAL	804	100.0	12,756	100.0
<u>Persons Per Housing Unit</u>				
Percentage of households headed by females		24.4%		7.3%
Median value of Owner-Occupied housing		\$29,500		\$50,700
Percentage of residents in same house since 1975		61.5%		26.4%

**INCOME**

<u>HOUSEHOLD INCOME, 1979</u>	#	%	#	%
\$0 to \$15,000	466	63.9	6,270	51.3
\$15,000 to \$25,000	160	21.9	2,861	23.4
\$25,000 +	103	14.1	3,080	25.2
TOTAL	729	100.0	12,211	100.0
Percentage of families below poverty level		24.3%		8.1%
1980 Unemployment rate		9.4%		3.8%
1979 Median household income		\$11,254		\$14,551
1979 Mean household income		\$13,307		\$18,404
1979 Per capita income		\$4,540		\$6,717

Source: U.S. Bureau of the Census, Neighborhood Statistics Program,  
1980 Census of Population and Housing.

Note: Some percentages may not add to 100 due to rounding off.

The overall median age of the residents in King Park is 29.3 years which is significantly higher than the citywide figure of 24.1 years. However, this discrepancy is due largely to the impact of the University students on the community's median age level. There is a much higher percentage of children aged 0-14 years in the neighborhood. This concentration of children emphasizes the need to keep King School open, the need to improve the UPD's park site, and the need to maintain and improve the neighborhood's residential character and quality of life.

Analysis of housing data shows that the percentage of owner-occupied housing units in King Park is higher than in the rest of Urbana. Although the citywide figure is affected by the number of student/renters in the community, the level of home ownership in King Park is still higher than some other Urbana neighborhoods. This is important because a high level of owner-occupied housing greatly affects the stability and physical condition of a neighborhood. It is also important because many of the City's CDBG-funded housing rehabilitation programs are oriented to homeowners.

As Table Seven shows, the number of persons per housing unit is higher in King Park which may indicate a problem with overcrowded housing conditions. The median value of an owner-occupied house in this neighborhood in 1980 was \$29,500. This was much lower than the community's median value of \$50,700. Some of the reasons for this sizable difference include the age and physical condition of the structures and the racial composition of the neighborhood. Because King Park is largely a black community, the reluctance of white families to move into the area may reduce the demand for housing which will in turn affect housing values.

One positive housing statistic from the Census is the level of stability in the neighborhood shown by the high percentage of residents who had lived in the same house since 1975. Although this figure may include some people who could not afford to move, it also includes all those residents who chose to remain in their homes. This is an indication of neighborhood pride and satisfaction.

The income statistics provided in Table Seven clearly show a much higher concentration of poverty and unemployment in King Park than in the rest of Urbana. The low income level and high unemployment rate reflect the lower educational levels found in the neighborhood. These facts pose a problem because they show that some of the residents cannot afford to purchase, maintain or repair their homes. This can lead to a continuing pattern where the aging houses deteriorate and because the residents cannot afford repairs, the housing values decline which can lead to further deterioration

until the whole neighborhood is affected. Fortunately, the physical condition of King Park has not reached a point where the area cannot be helped. The combined efforts and expenditures of the residents and the City have prevented widespread deterioration. It will take additional efforts and expenditures to improve the overall condition of the neighborhood and attract new housing development.

### **Summary**

A brief summary of this chapter shows why King Park is a prime target for a coordinated strategy of investments and improvements. Most of the neighborhood still consists of single-family homes on separate lots with few intrusions of incompatible land uses. However, the housing in the area is aging and beginning to deteriorate. There is a high concentration of low and moderate income residents and a high unemployment rate so some of the residents cannot afford to maintain their homes. There is a large amount of vacant or underdeveloped land which attracts nuisances and can be put to better uses such as new affordable housing. The continuation or future redevelopment of the Lincoln Mobile Home Park will affect the area as will the possible expansion of Mercy Hospital. There are potential impacts from development related to the University of Illinois. There is a substantial need for improvements to local streets and other capital projects even though there are few major traffic problems. There has already been a sizable investment in the neighborhood by property owners and the City. School District #116 has decided to make a large investment to modernize King Elementary School. Finally, the statistics indicate that King Park is still a stable, viable and identifiable community which has much potential for improvement. Through the efforts of the residents, property owners and the City, the neighborhood's problems can be addressed and a new future can be created.

## Chapter Three

# GOAL AND OBJECTIVES

The first chapter of this Plan stated a general goal for King Park. The reason for including goals and objectives in a plan is to give direction to the City and property owners in making decisions and taking actions to stabilize and improve the neighborhood. These objectives should protect the strengths and assets of King Park while attacking its weaknesses and problems. The specific policies and actions recommended in Chapter Four are designed to achieve the following goal and objectives.

### **Goal**

The overall goal or target of the King Park Project is:

"To improve living conditions for existing residents and property owners in King Park and to achieve the development of new affordable housing by implementing a comprehensive improvement program to make the area more desirable, more attractive and more affordable for a wide range of people."

A "comprehensive improvement program" means a substantial and long-range investment of time, energy and resources by residents, property owners and the City for housing improvements, infrastructure improvements, clean-up efforts and other activities which affect the physical condition and character of the area. This goal provides a very general long-range target. It is based on four simple principles: protect the area's good qualities, address its existing problems, avoid creating new problems and attract new compatible housing and business development.

### **Objectives**

A goal provides a general target. Objectives are more specific steps to achieve the goal. As noted, the City has made a large investment in King Park through the Community Development Block Grant (CDBG) program. It is anticipated that many, but not all, of the recommendations in this Plan will be funded by the CDBG program. The City has established the following objectives to guide the expenditure of these funds during 1988-89:

1. To maintain and improve the quality of life in the CD Target Area and throughout the city through the design and delivery of revitalization projects that either benefit low and moderate income persons or eliminate slum and blight;
2. To eliminate deficient housing conditions through grants, deferred loans, and low interest loans which principally benefit low and moderate income persons;

3. To remove blighting conditions through provisions of the Federal Uniform Relocation Act;
4. To improve the local economy through economic development activities consistent with the Urbana Comprehensive Plan, Community Development Block Grant Program and Urbana Enterprise Zone Program;
5. To help neighborhood residents and organizations improve community services for low and moderate income persons;
6. To improve infrastructure and the overall physical appearance of the CD Target Area through capital improvements and neighborhood cleanup activities principally benefitting low and moderate income persons;
7. To increase the number of physically accessible housing units available to disabled persons; and
8. To plan and administer the Community Development Block Grant Program in a timely and cost-effective manner in accordance with Federal regulations.

These objectives guide the City's CDBG program throughout the CD Target Area which includes King Park. The following objectives have been designed specifically for this neighborhood Plan:

1. To increase the supply of affordable housing and eliminate substandard housing conditions;
2. To eliminate trash, junk, debris and other blighting influences and nuisances;
3. To encourage the growth of both existing and new businesses and expand employment opportunities for neighborhood residents;
4. To reduce traffic problems, improve traffic safety, and promote better access and circulation;
5. To install needed public improvements in an equitable and cost-efficient manner;
6. To achieve a safe, desirable and visually-attractive environment;
7. To encourage new development and redevelopment which maintains or improves compatibility between land uses;

8. To protect the residential character, scale and integrity of the neighborhood;
9. To encourage the formation of an organization to represent the interests of the neighborhood;
10. To work with the Urbana Park District in improving the accessibility, appearance and use of King Park;
11. To work with School District #116 to retain King Elementary School as a positive asset in the neighborhood;
12. To utilize voluntary cooperation, financial assistance, regulations, land acquisition and other appropriate methods to improve the overall condition of the neighborhood.

Each of these objectives is intended to focus on one aspect of the neighborhood. The next chapter recommends a variety of specific policies, activities and programs which are intended to achieve these objectives.

## Chapter Four

# RECOMMENDATIONS

### **Introduction**

The City of Urbana has played an active role in attempting to improve the quality of life in King Park during the last twenty years. Several efforts were made during this time to improve living conditions and encourage new housing construction. These efforts were only marginally successful. One of the reasons for this was that there was no cohesive plan to guide the City's decisions and actions. Much of the time, energy, and money spent in King Park was directed only at individual problems. In 1971, a neighborhood group commented that "piecemeal planning will not guarantee a first-class environment. Only by generating a master plan for the area can we insure the quality of the King Park area." (Community Advocacy Depot, November, 1971) This document is that master plan.

This Plan relies on a two-part strategy of actions designed to improve the neighborhood during the next twelve years. This time frame was chosen on the basis of budget projections and anticipated project completion dates. Based on the analysis presented in Chapter Two, there are two separate but very basic issues to be addressed. The first issue is the need to improve the quality of life for the residents who live in the area. The second issue is the need to attract new development which will make better use of the vacant and underdeveloped land in the neighborhood. The two-part strategy which forms the foundation of this Plan focuses on each of these issues.

The first part of the strategy seeks to protect and improve the existing low density residential area. This will be done through a variety of recommendations involving housing assistance, public improvements, code enforcement and zoning. The basic intention is to prevent negative changes in the neighborhood. The second part of the strategy seeks to attract new investment for construction of affordable housing and other appropriate development. This will be achieved through a variety of recommendations involving financial incentives, public improvements and zoning. The basic intention is to achieve positive changes in the neighborhood.

There is undoubtedly some conflict between these two strategies because one part encourages change while the other seeks to prevent it. This Plan attempts to balance these strategies into a complimentary and comprehensive course of action which will lead to the overall improvement of the neighborhood. The Plan attempts to minimize negative impacts on individual residents or property owners while maximizing the positive effects on the entire neighborhood.

## Methods

There are three primary methods to achieve the objectives of this Plan. The first relies upon the voluntary cooperation and private initiative of individual property owners and residents. The willingness and ability of owners and residents to repair and maintain their properties is vitally important to the quality of life and image of the neighborhood. None of the City's actions or expenditures will have any long-lasting effect if the residents and owners do not maintain their properties. It will be difficult to attract new investment unless the area improves its appearance and image. It is in the everyone's best interest for the neighborhood and the City to work together to improve this area.

The second and most important method for achieving the Plan's objectives involves financial assistance and incentives. Most of this financial assistance will be provided for housing repairs in the form of loans from the Community Development Block Grant (CDBG) program. This assistance is available to owners and landlords to repair and maintain their structures. The City may also provide assistance to builders or buyers of new housing in the neighborhood. A prime example of this financial assistance is the construction of public improvements which would ordinarily be the responsibility of a developer, including streets, curbs, gutters, sidewalks and sewers.

The third method for implementing this Plan is for the City to use its regulatory powers to force the repair and maintenance of properties in the area. This includes enforcement of the zoning code, building code, land development code, housing code and other ordinances dealing with weeds, junk cars, trash and similar nuisances. This method is most useful where owners are simply unwilling to keep their properties in good condition. Although a code enforcement program can be effective, it can also be unpopular. Therefore, it is better to make limited use of this method and to rely instead upon voluntary cooperation and financial incentives to implement this Plan when adequate resources are available.

A comprehensive approach which relies upon these three methods offers the best opportunity to successfully improve the quality of life in King Park. Therefore, the following policies and recommendations rely on all three methods for achieving the objectives of this Plan.

## **Land Use and Zoning Recommendations**

The pattern of land uses and zoning plays the largest role in determining the future character and condition of a neighborhood. The Proposed Land Use Plan for King Park is based on several factors. First, the existing land uses and zoning form the foundation of the Plan in order to retain as much of the present residential environment as possible. Second, the concerns and opinions of the residents are reflected in the Plan. Many comments were received about keeping the area a nice, quiet place to live. Third, the Plan reflects a realistic but optimistic strategy for encouraging compatible new residential and commercial development during the next twelve years. Finally, the Plan is based on land use and zoning principles which address the location and inter-relationship of different land uses.

The land use categories in the Proposed Land Use Plan shown in Map Twelve are briefly described as follows:

**Low Density Residential** - Development which includes detached single-family residences and duplexes; typically occurs in the R-2 and R-3 zoning districts;

**Medium Density Residential** - Development which includes attached single-family residences in condominiums or townhouses, duplexes and multiple-family residences; typically occurs in the R-3 and R-4 zoning districts;

**High Density Residential** - Development which includes condominiums, apartments and other multiple-family residences; typically occurs in the R-4, R-5 and R-6 zoning districts;

**Commercial** - Development which includes offices, wholesale, retail and service businesses; typically occurs in the B-1 and B-3 zoning districts; may also occur in the R-6B zoning district;

**Utilities** - Development which includes public and private utilities; may occur in several different zoning districts;

**Public/Semi-public** - Public and semi-public land uses include schools, churches, hospitals and governmental activities; typically occurs in the CRE zoning district; may also occur in other zoning districts;

**Recreation** - Parks and other public recreational facilities; typically occurs in the CRE zoning district;

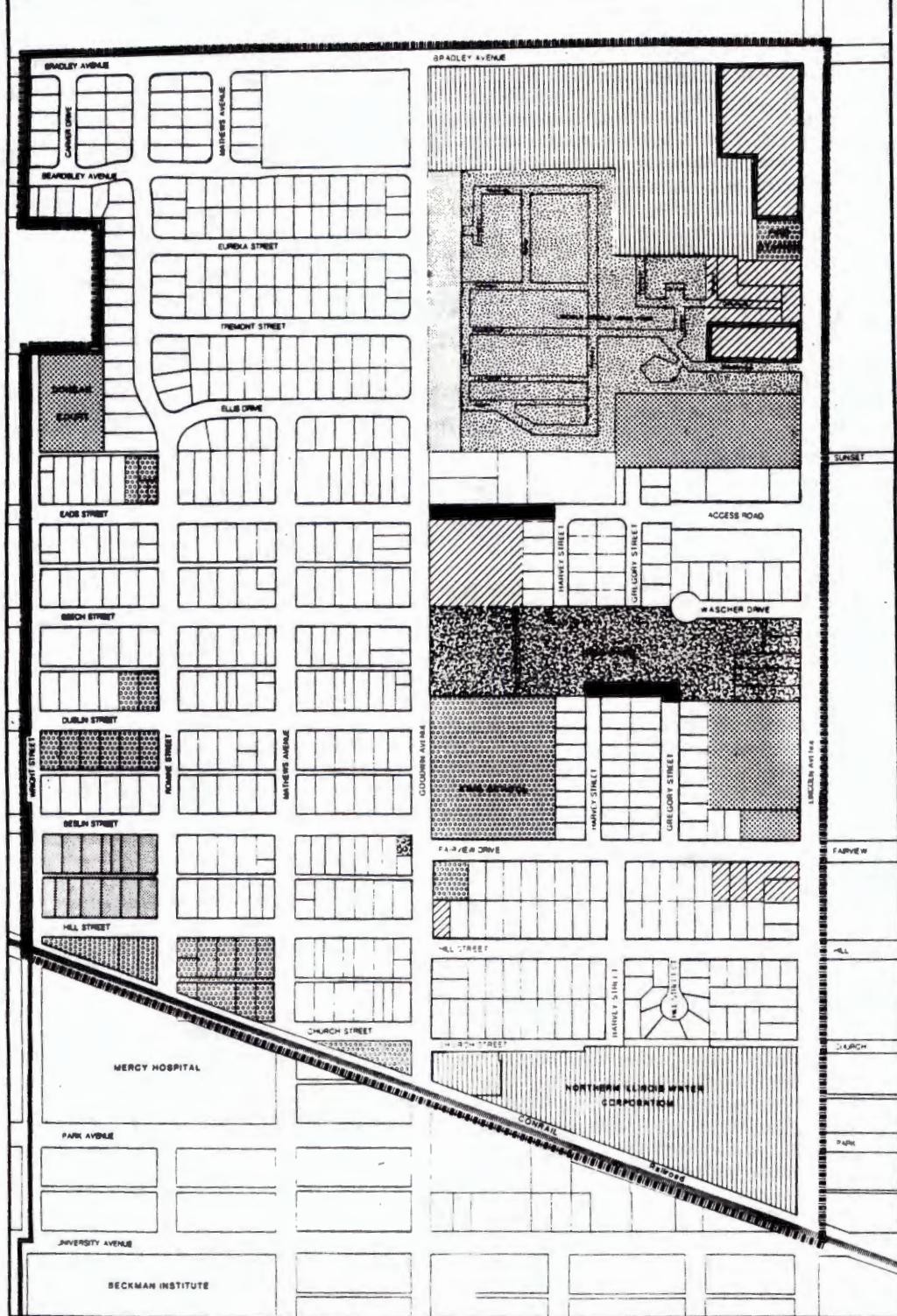
**Mobile Home Park** - Development which includes mobile homes and mobile home parks, only occurs as a special use in the AG zoning district.

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**PROPOSED.  
LAND USE PLAN**

- [White Box] Low Density Residential
- [Dark Gray Box] Medium Density Residential
- [Hatched Box] High Density Residential
- [Diagonal Stripes Box] Commercial
- [Vertical Stripes Box] Utilities
- [Dotted Box] Public/Semi-public
- [Cross-hatch Box] Public Recreation
- [Solid Black Box] Streets
- [Small Squares Box] Mobile Home Park

**MAP TWELVE**



CITY OF URBANA  
COMMUNITY DEVELOPMENT SERVICES DEPARTMENT  
CITY LIMITS -   
SCALE: 1" = 200'  
0' 200' 400'  
NORTH

The Proposed Land Use Plan generally continues the existing low density residential pattern found in most of King Park. Although the Plan recommends against the intrusion of incompatible land uses, it does encourage the development of new housing, especially on vacant and underutilized land. Therefore, several changes from the existing land use pattern are recommended.

The greatest number of changes are expected between Goodwin Avenue and Lincoln Avenue north of Fairview Avenue. The most significant land use change in this area will involve the construction of new, affordable, low-density housing in the vicinity of Harvey Street, Gregory Street and Eads Street. Because of the vacant and underutilized land and substandard housing in this area, it provides a very good opportunity and location for the development of new housing.

Another significant change recommended in the Plan is for the Urbana Park District and the City to expand and improve King Park to increase its visibility, accessibility and usefulness. Although Map Twelve shows the expansion of the park west to Goodwin Avenue, the Plan does not anticipate that this is likely to happen during the next twelve years. However, it remains a desirable project and should be done when funds become available. The eastward expansion of the park to Lincoln Avenue is a high priority in the Plan.

Perhaps the most difficult land use issue to address in King Park is the future of the Lincoln Mobile Home Park. As noted in Chapter Two, this park is a source of affordable housing for low and moderate income people. Therefore, it is an asset in the community's housing market. However, living conditions in the park are generally poor because the units are aging and deteriorating. This situation poses a dilemma because it involves conflicting objectives. On one hand, the City has a responsibility to use its CDBG funds to provide affordable housing for low and moderate income people. On the other hand, the City has a responsibility to eliminate blight and deficient housing conditions while improving the quality of life in the CD Target Area. Although the park conforms to the City's minimum mobile home park standards, there is no question that it contains deficient housing and is a blighting influence on the surrounding area. Therefore, the Proposed Land Use Plan recommends that the park be gradually phased out and redeveloped with new residential, office and commercial land uses. This is unlikely to be accomplished solely through the City's efforts by 2001 so a remnant of the park will most likely remain unless the park's owners initiate their own redevelopment projects. In the event the park's owners seek to redevelop this site, the Plan recommends a cooperative effort between the owners and the City to achieve a mixture of affordable and compatible new land uses.

Compatibility with the surrounding neighborhood should be emphasized in designing and redeveloping the mobile home park. This can be achieved through the careful location of new land uses and streets as well as through landscaping, buffering and screening. As Map Twelve shows, there should be a transition of residential densities and land use intensities away from the low density residential parts of the neighborhood. The portion of the park closest to Lincoln Avenue should be redeveloped with the most intense land uses such as offices, businesses and apartments. The remaining portions of the site should be redeveloped with affordable low and medium density housing.

Another substantial change to the existing land use pattern which is recommended in Map Twelve involves the long-range expansion of Mercy Hospital's campus in the southwestern part of the neighborhood. The Plan reflects the Hospital's anticipated development of accessory facilities including offices and parking areas. A very desirable part of this expansion includes the possible development of an elderly housing facility in this area. Although this Plan supports the eventual development of these facilities, it does not recommend that the City participate in any land acquisition for this project. The acquisition of land should be negotiated by the Hospital and the affected property owners.

In order to bring about these recommended land use changes, a variety of specific actions will be necessary. In some cases, the City may simply respond to proposals from the private sector such as the possible expansion of Mercy Hospital or the redevelopment of the mobile home park. In other cases, the City will have to work in partnership with the private sector in order to achieve positive changes like the construction of new housing. In still other cases, the City will have to take the lead to initiate changes through land acquisition and site preparation for redevelopment. The specific actions recommended to implement this Plan are outlined later in this chapter.

The recommendations shown in Map Twelve and discussed in this section have focused on specific portions of the area. The following general land use and zoning policies should apply to the entire neighborhood.

**Policy:** All requests for zoning map changes, special uses and conditional uses should be reviewed for compliance with the principles and objectives contained in this Plan and the Official Comprehensive Plan.

**Policy:** The City should encourage and assist efforts to preserve the existing housing supply and to protect the residential character of the area.

**Policy:** The City should use a variety of methods to encourage the development of vacant and underutilized land.

**Policy:** All new development should be designed to blend into the character, scale and appearance of the neighborhood. Proposed site designs should maximize compatibility with adjacent land uses through the treatment of open spaces, setbacks, building height, parking, driveways, landscaping and screening.

**Policy:** The City should prevent the encroachment of incompatible land uses or zoning into the neighborhood.

As noted in Chapter Two, King Park is primarily zoned R-2 (Single Family Residential). Although this Plan recommends that the existing zoning be maintained and protected from inappropriate changes, in some cases R-3 zoning may be appropriate in order to allow better utilization of the land and the development of more housing units. There are a number of properties which should be rezoned to make their zoning more consistent with either the existing land uses or the Proposed Land Use Plan. Map Thirteen shows the location of these properties and a brief reason why the City should initiate these rezoning requests.

### **Housing Recommendations**

The dual nature of the two-part strategy which forms the foundation of this Plan is especially evident with regard to housing in King Park. The Plan emphasizes the importance of maintaining the existing housing while also actively seeking the construction of new housing. The City's resources will be devoted to both of these objectives.

One of the City's most effective tools for improving living conditions is the financial assistance to rehabilitate residences provided by the CDBG program. A variety of loans will continue to be offered by the City for repairing both owner-occupied and renter-occupied residences. In combination with the efforts of individual owners, this investment by the City offers the best hope for improving housing conditions. The following policies should guide the City's efforts to improve the existing housing supply in King Park.

**Policy:** The City should continue to provide rehabilitation assistance on a first-come, first-served basis according to the applicable eligibility criteria.

**Policy:** New assistance programs should be designed and implemented to meet the needs of both renters and owners as allowed by available resources and regulations.

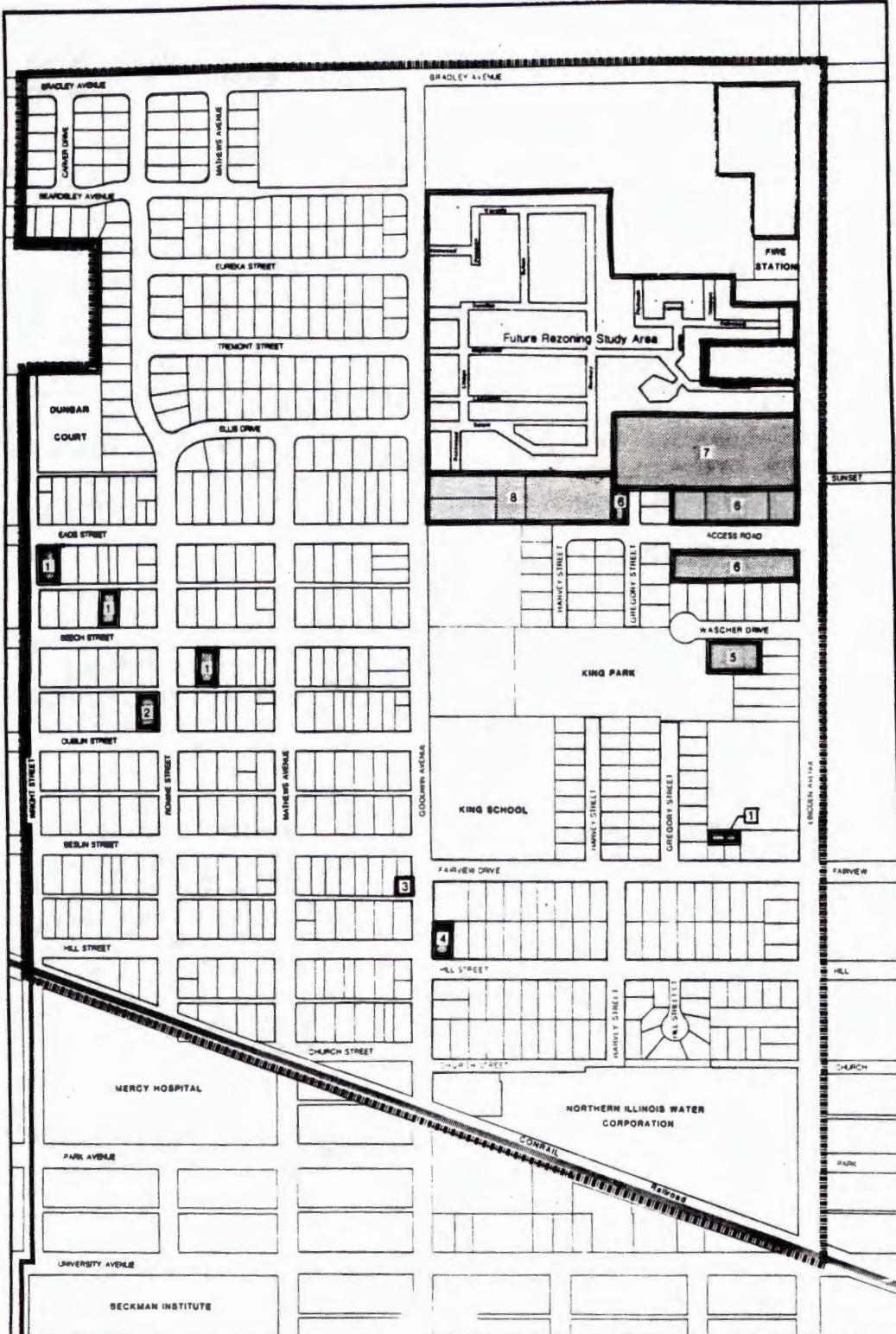
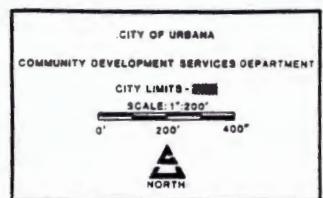
**Policy:** The City should continue to provide housing information and counseling services to assist people of low and moderate income with their housing needs.

## KING PARK NEIGHBORHOOD DEVELOPMENT PLAN

### PROPOSED ZONING CHANGES

- | CHANGE           | REASON                                    |
|------------------|---|
| 1. - R-5 to R-2  | - Remove spot zoning                      |
| 2. - IN to R-2   | - IN zoning inappropriate                 |
| 3. - B-1 to R-2  | - B-1 zoning inappropriate                |
| 4. - R-2 to R-6B | - Make existing use and zoning consistent |
| 5. - R-2 to CRE  | - Extend park's zoning                    |
| 6. - R-2 to R-3  | - Encourage future development            |
| 7. - R-2 to R-4  | - Encourage future development            |
| 8. - B-3 to R-3  | - B-3 zoning inappropriate                |

### MAP THIRTEEN



**Policy:** The City should acquire and demolish structures which have been abandoned or have deteriorated too much to be repaired economically.

**Policy:** The City should continue to actively enforce the housing code, property maintenance code and nuisance ordinance when complaints are received and voluntary compliance with the codes cannot be achieved.

**Recommendation:** The City should evaluate its current codes and ordinances which regulate mobile homes and mobile home parks. These regulations should be strengthened in order to require a higher standard of maintenance than is currently required. The codes should be actively enforced.

Using a combination of rehabilitation assistance and code enforcement will enable the City to improve housing conditions and prevent additional deterioration. In order to most completely upgrade the existing housing supply, however, it is important to involve as many property owners as possible because the City's resources alone are not enough to meet the need. An average of eleven residences per year in King Park have been assisted through the CDBG program since 1975. Even if the current funding level of this program is maintained, it will not be possible for the City to assist in repairing all of the structures which need work. Therefore, it is essential for individual owners to maintain their properties independently of the City's programs in order to keep the housing in good condition.

In addition to the objective of maintaining the existing housing supply in King Park, one of the City's major objectives in this Plan is to increase the supply through the construction of new affordable housing. In order to accomplish this, it will be necessary for the City to work in partnership with private developers to reduce the costs and risks and increase the attractiveness of building in this neighborhood. There has been little investment for new housing in this area during the past decade. One reason cited for this was that there was no market for new housing. However, this may not be accurate based on a general review of population statistics and market information.

According to the 1987 Population Forecast prepared by the Champaign County Regional Planning Commission, the population of Urbana is expected to grow by 6.3% by the year 2010. The number of households is expected to increase by nearly 31% during this same period due to an expected decrease in the average number of persons per household. Extrapolating these figures down to King Park leads to a conclusion that population and household growth should lead to a demand for eight new housing units in the neighborhood every year. In addition, United States Census figures

indicate that the number of black households in Champaign County grew by 66.3% between 1970 and 1980 compared to all other households which increased by only 20.7%. This more rapid rate of growth in the black community should increase the demand for new housing in King Park based on the assumption that blacks would constitute the primary market for housing in this neighborhood.

There was a housing vacancy rate of just 2.7% in Urbana in 1987 which means there is little leeway in the existing housing supply to accommodate new population and household increases. This will increase the need for new housing as growth occurs. Most of the new housing built in recent years in Urbana-Champaign has been either apartments or large-lot single-family homes priced over \$100,000. There has been relatively little housing built in the \$50,000 to \$70,000 range which is the most likely market for new homes in King Park. The successful development of the Parkland Ridge and Martin Luther King Subdivisions in Champaign indicates there is a demand for housing in this price range.

Based on this brief analysis, it appears that a lack of market is not the principle reason why little investment in new housing has occurred during the 1980's in King Park. There are two primary reasons for this lack of construction. One reason is the difficulty which potential home buyers have in arranging financing, particularly in making the down payment on a home. The other reason is the neighborhood's image which makes developers and investors more hesitant to build here than in other neighborhoods in the community. Each of these factors represents an obstacle to the City's objective of increasing the housing supply in King Park. The recommendations made in this Plan have been designed to address these problems by making it more attractive for developers to build homes in the neighborhood and more feasible for people to buy them.

**Recommendation:** The City should encourage and assist developers in efforts to construct new affordable housing by offering technical assistance, financial assistance and other incentives.

**Policy:** It should be the City's policy to emphasize affordability in new housing development in order to minimize the displacement of existing residents.

**Recommendation:** The City should work with the Illinois Housing Development Authority, the Federal Housing Administration, the Veteran's Administration, local financial institutions and other agencies to identify and increase the number of affordable financing programs available to potential home buyers.

**Recommendation:** The City should evaluate the cost and feasibility of organizing a not-for-profit corporation to construct new owner-occupied, single-family homes on vacant lots in the area. This type of program is permitted by HUD regulations and has been used successfully in cities across the country to build new housing.

These general recommendations address some of the problems which now confront new home builders and buyers in King Park. Other elements of this Plan will help to improve the appearance and image of the neighborhood which will make it more attractive for potential investors and residents. Specific actions for the City to take to achieve the objective of increasing the supply of affordable housing in this area are presented later in this chapter.

### **Traffic Recommendations**

King Park does not have many traffic problems. The following recommendations address those problems which it does have. Although the Department of Community Development Services has the primary responsibility for implementing this Plan, the Engineering Department and Public Works Department should also assist in carrying out these recommendations.

**Recommendation:** The City should extend Eads Street from Lincoln Avenue to Goodwin Avenue.

**Recommendation:** If it is determined in the future that street connections between Harvey Street and Gregory Street are needed, the City should negotiate a suitable agreement with the Urbana Park District to allow these connections.

**Recommendation:** The City should periodically re-evaluate the intersection of Lincoln Avenue and Fairview Avenue to determine the need for installation of a traffic signal.

**Recommendation:** The City should install stop signs or yield signs at the following intersections:

Harvey Street at Fairview Avenue  
Gregory Street at Fairview Avenue  
Eads Street at Lincoln Avenue  
Mathews Avenue at Ellis Drive  
Mathews Avenue at Beardsley Avenue

### **Public Improvement Recommendations**

The primary form of financial assistance which the City should use to improve this neighborhood is investment in capital improvements. This type of expenditure will dramatically demonstrate the City's interest and commitment to improving the quality of life in King Park.

As Table Six in Chapter Two showed, the City's 1986 Capital Improvement Plan (CIP) estimated the potential need for projects in King Park at about \$3,100,000. This includes both new projects and repairs to existing streets, curbs and walks. The cost of constructing the new streets recommended in this Plan was not included. Therefore, the total estimated cost of all the projects identified in King Park actually exceeds \$3,100,000.

It is impossible for all of these projects to be completed in the foreseeable future because the City's resources are very limited. There is also some question whether certain projects are merely desirable or are genuinely needed to solve existing problems. Therefore, this Plan recommends the modified list of proposed improvements shown in Table Eight and Map Fourteen.

The primary recommendation is to extend Eads Street from Goodwin Avenue to Lincoln Avenue. This will open up this area for new development and improve traffic circulation. It may also reduce traffic on Fairview Avenue near King School. This proposal was first made in the City's 1982 Comprehensive Plan. The Plan also recommends that three-point turn-arounds be constructed on Harvey Street and Gregory Street to improve traffic flow. If it is determined in the future that these streets should be connected through King Park, a suitable agreement will have to be negotiated with the Urbana Park District to allow the connection. This may involve a land trade or other suitable arrangement.

Among the other major capital projects recommended in Table Eight and Map Fourteen are improvements to Harvey Street, Gregory Street, Wascher Drive, and Mathews Avenue. All of these streets need to be resurfaced with adequate pavement, curbs and gutters. The improvements to Harvey Street and Gregory Street should include the three-point turn-arounds noted above. The remaining recommendations include two new sanitary sewers to serve both existing and new homes and a 36" storm sewer to improve drainage in the northwestern part of the neighborhood.

The estimated total cost in 1988 dollars of the capital improvements recommended in this Plan is \$1,576,000. Because of the high cost of these improvements and the limited availability of funds, the City must set priorities for the projects and phase them over a number of years. The Plan concentrates public infrastructure improvements in a relatively compact area in order to address existing problems and encourage new housing development. The specific priorities presented later in this chapter should guide the City in making public investments in King Park.

TABLE EIGHT  
PROPOSED PUBLIC IMPROVEMENTS 1989 - 2001

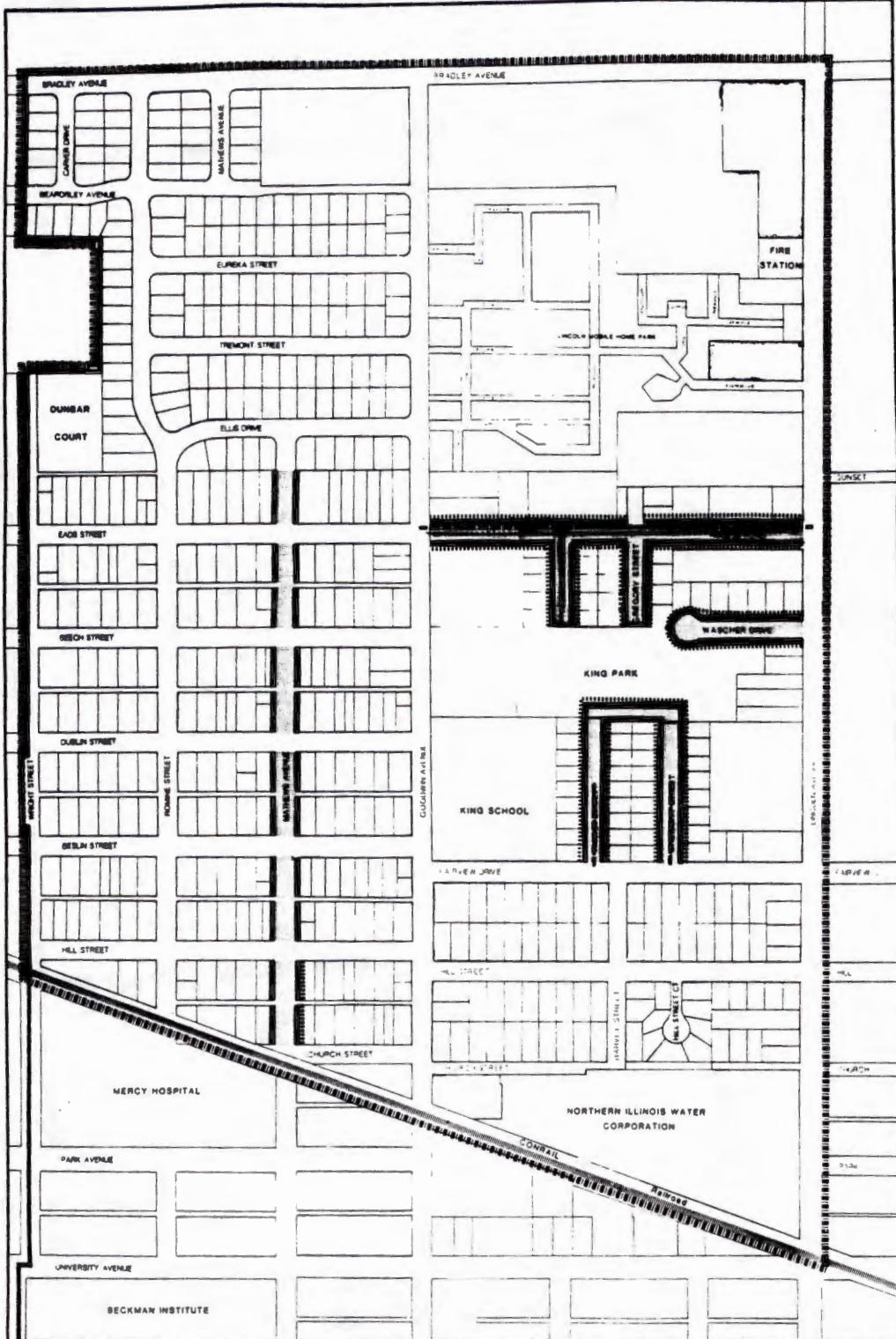
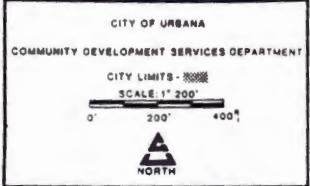
STREET SEGMENT	SANITARY SEWER	STORM SEWER	STREET IMPROVEMENT	LIGHTING	SIDEWALKS	TOTAL
Eads, from Lincoln to Goodwin	\$110,000	\$ 82,000	\$ 275,000	\$28,000	\$ 40,000	\$ 535,000
Harvey, from Eads to King Park	\$ 30,000	-----	\$ 65,000	-----	\$ 10,000	\$ 105,000
Gregory, from Eads to King Park	-----	-----	\$ 70,000	-----	\$ 10,000	\$ 80,000
Wascher Drive	-----	-----	\$ 97,000	\$ 3,000	-----	\$ 100,000
Harvey, from King Park to Fairview	-----	\$ 29,000	\$ 104,000	-----	\$ 13,500	\$ 146,500
Gregory, from King Park to Fairview	-----	\$ 29,000	\$ 104,000	-----	\$ 13,500	\$ 146,500
new street, from Harvey to Gregory	-----	-----	\$ 71,000	-----	\$ 9,000	\$ 80,000
Mathews, from Ellis to Beslin	-----	-----	\$ 240,000	-----	\$ 5,000	\$ 245,000
<b>SUBTOTAL</b>	<b>\$140,000</b>	<b>\$140,000</b>	<b>\$1,092,500</b>	<b>\$31,000</b>	<b>\$109,500</b>	<b>\$1,438,000</b>
<u>Land Acquisition</u>						<u>138,000</u>
<b>TOTAL</b>	<b>\$140,000</b>	<b>\$140,000</b>	<b>\$1,092,500</b>	<b>\$31,000</b>	<b>\$109,500</b>	<b>\$1,576,000</b>

**KING PARK  
NEIGHBORHOOD  
DEVELOPMENT  
PLAN**

**PROPOSED  
CAPITAL  
IMPROVEMENT  
PROJECTS**

- Street Improvements
- Curb and Gutter
- Sidewalks
- Sanitary Sewers
- Storm Sewers

**MAP FOURTEEN**



## **Additional Recommendations**

This chapter has presented recommendations concerning land use, zoning, housing, traffic and capital improvements. The following recommendations are made to address other issues.

**Recommendation:** The City should encourage School District #116 to keep King Elementary School open as a regular elementary attendance center. The positive influence of the school is important to the potential success of the City's efforts to improve the neighborhood.

**Recommendation:** The City should routinely inspect the neighborhood and enforce all ordinances which regulate weeds, trash, junk cars and similar nuisances. The City should encourage the residents to maintain their properties and avoid these blighting influences in the first place. However, when problems occur, the residents should register their complaints with the City's Nuisance Inspector.

**Policy:** It should be the City's policy to minimize the acquisition of land in order to reduce costs and avoid unnecessary displacement of residents.

**Policy:** It may be necessary for the City to acquire land in the future in order to implement this Plan. The following guidelines should direct this acquisition.

Property may be acquired only for one or more of the following objectives:

1. To remove substandard structures as determined by a structural survey, or
2. To remove blighting influences if code enforcement actions are unable to resolve the problem, or
3. To provide land needed for public improvements and public facilities, or
4. To provide land for new development or other Plan objectives.

Property may be acquired only if the following conditions are met:

1. The proposed acquisition is intended to meet one or more of the objectives listed above,
2. The intended reuse of the property is consistent with this Plan and the Official Comprehensive Plan, and
3. The requirements of the Federal Uniform Relocation Act are followed and the project conforms to the City's Residential Antidisplacement and Relocation Assistance Plan.

**Recommendation:** The City should encourage the formation of an organization to represent the interests of residents and property owners in the neighborhood.

**Recommendation:** The City should encourage and assist efforts to establish a Neighborhood Watch crime prevention program with the cooperation of the Urbana Police Department.

**Recommendation:** The City should encourage the Northern Illinois Water Corporation to upgrade all substandard water lines, especially in conjunction with street improvement projects.

**Recommendation:** The City should encourage the Northern Illinois Water Corporation to install a landscaped berm or other suitable screening along Church Street. This might include technical assistance in preparing an adequate landscaping plan or financial assistance in installing the landscaping.

**Recommendation:** The City should encourage the Northern Illinois Water Corporation to install additional landscaping or screening along Bradley Avenue and Goodwin Avenue. This might include technical or financial assistance.

**Recommendation:** The City should continue to provide a trash and junk collection and disposal service for residents in the neighborhood.

### **ACTIONS**

The foundation of this Plan is a two-part strategy designed to improve the present condition of the neighborhood while also attracting new development. The principal recommendations to achieve these objectives include the Proposed Land Use Plan shown in Map Twelve, the rezoning changes shown in Map Thirteen, the Proposed Capital Improvements shown in Map Fourteen and Table Eight and the Proposed Budget shown in Table Nine. However, these objectives will not be achieved unless the City takes specific actions and makes specific decisions to implement this Plan. The following actions are recommended to make this happen. They are not listed according to any priority.

1. The City should continue to offer a variety of programs to financially assist in the rehabilitation of both owner and renter occupied residences.

2. The City should work to identify and utilize new funding sources to implement this Plan over and above the City's allotment of CDBG funds. This might include the state's Rental Rehabilitation Program and Build Illinois Program; the Federal Land and Water Conservation Fund; the Federal discretionary CDBG fund; and other local funding sources.

3. The City should continue a systematic nuisance enforcement program to address problems with trash, junk cars and debris. In conjunction with this program, the City should continue to provide the neighborhood with a trash collection and disposal service.

4. By December, 1989, the City should begin actions to acquire and demolish the vacant/abandoned structures at 1107 N. Goodwin, 807 N. Romine, and 1405 1/2 W. Beslin.

5. The City should actively encourage and support the formation of a citizen's group to represent the neighborhood and form a Neighborhood Watch crime prevention program.

6. The City should install traffic control signs at the five uncontrolled intersections identified in this Plan.

7. The City and Urbana Park District should work together to identify and apply for federal or state funding sources to expand and improve King Park. If it is determined that a street connection through the park is needed, the City should negotiate a suitable arrangement with the Park District to allow this connection.

8. The City should initiate the rezoning actions shown in Map Thirteen following the adoption of this Plan.

9. By April, 1990, the City should negotiate an agreement with a developer to begin construction of new affordable housing on Eads Street. This agreement should outline the responsibilities of each party. The City's primary responsibility should be to reduce the land costs normally associated with this development. The proposed agreement must be approved by the City Council so there will be an opportunity for the neighborhood to review and comment on the new development. Upon approval of the agreement, construction of the street and other improvements should begin as soon as the engineering design is completed and funds are available.

10. By July, 1990, in conformance with the Proposed Budget shown in Table Nine, the City should initiate steps to arrange the long-term financing needed to raise a portion of the funds required to begin the construction of Eads Street.

11. By July, 1991, the City should form and capitalize a neighborhood-based, not-for-profit corporation for the purpose of building new housing on vacant lots. Regulations of the Department of Housing and Urban Development will govern this program. This corporation should acquire land to build scattered site housing with the proceeds of each house

sold used to finance the next project. This corporation should also seek to relocate, renovate and sell homes which might otherwise be demolished as a result of development occurring elsewhere in the community.

12. The City should contact the Illinois Housing Development Authority, the Federal Housing Administration, local financial institutions and other agencies to identify affordable financing programs that may be available to potential home buyers and builders in the neighborhood.

13. The priorities and budget recommendations for financing the public improvements, programs and other actions recommended in this Plan are presented in Table Nine. The City should attempt to follow these priorities and recommendations as permitted by available resources during the next five years.

14. By July, 1994, the City should evaluate the implementation of this Plan and analyze changes which have occurred in the neighborhood. The findings and recommendations of this evaluation should be incorporated into an amendment of this Plan. This amendment should determine new priorities for the programs and public improvements to be made in King Park between 1994 and 2001.

**TABLE NINE:**  
**PROPOSED BUDGET 1989 - 2001**

Housing and Related Services		1989-1990 YEAR 1	1990-1991 YEAR 2	1991-1992 YEAR 3	1992-1993 YEAR 4	1993-1994 YEAR 5	1989-2001** YEARS 1-12
Housing Rehabilitation (owner-occupied)	\$ 75,000	\$75,000	\$75,000	\$150,000	\$75,000		
Housing Rehabilitation (renter-occupied)	\$ 25,000	\$25,000	\$25,000	\$25,000	\$25,000		
Acquisition/Relocation/Demolition	\$ 63,000 <u>1</u>	\$25,000 <u>1</u>		\$50,000 <u>2</u>			
Neighborhood Cleanup	\$5,000	\$5,000					
House Construction Revolving Fund			\$30,000				
<b>Public Improvements</b>							
Eads Street Construction, Lincoln to Goodwin		\$535,000					
Harvey Street Sanitary Sewer	\$30,000						
Harvey-Gregory improvements, north of park				\$155,000			
Property acquisition for new housing	\$60,000	\$60,000					
King School Equipment Grant	\$ 12,000						
<b>LONG-TERM DEBT SERVICE</b>			\$25,500	\$25,500	\$25,500		
<b>SHORT-TERM DEBT SERVICE</b>						\$125,796	
<b>Expenditures by Source</b>							
Total Expenditures	\$270,000	\$725,000	\$155,500	\$405,500	\$251,296	\$3,043,796	
Community Development Block Grant	\$215,000	\$291,704	\$105,000	\$355,000	\$200,796	\$2,200,500	
HUD Rental Rehabilitation	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$ 150,000	
Sewer Benefit Tax	\$30,000	\$110,000				\$ 140,000	
Bond Proceeds		\$172,500				\$ 172,500	
CDBG Borrowing		\$125,796				\$ 125,796	
Capital Improvement Fund			\$25,500	\$25,500	\$25,500	\$ 255,000	
<b>OTHER CAPITAL PROJECTS</b>		\$40,000 (Kerr Ave)		\$36,000 (Kerr Ave)		\$ 576,000	

## Chapter Five

# ADOPTION AND IMPLEMENTATION

### **Adopting the Plan**

The King Park Plan is intended to guide both public and private decisions which affect the neighborhood so it is very important for the Plan to be officially recognized by the City of Urbana. The best way for this to occur is for the Plan to be formally adopted as an ordinance by the City Council following the required hearings by the Community Development Commission and Urbana Plan Commission.

Adoption of the Plan will officially recognize the importance of the policies and recommendations made in the Plan. It will incorporate the Plan into the City's Comprehensive Plan and Capital Improvement Plan. It will support the Department of Community Development Services in implementing the Plan and in applying for Federal, state and local funds for neighborhood activities. Adoption of the Plan will emphasize its importance to other municipal departments. Finally, adoption of the Plan will give it greater credibility and support among residents, property owners and potential investors in King Park.

### **Implementing the Plan**

Once the Plan has been adopted, it is essential that the City's resources be used to carry it out. If the Plan is not implemented, structural deterioration and visual blight in the neighborhood will become worse. The area will stagnate or decline and it will be even more difficult to attract new investment. King Park will remain less than it can be.

The major responsibility for implementing this Plan should be shared by the City, residents and property owners. A joint effort utilizing both private investment and public assistance can eliminate much of the blight and deterioration and help revitalize the area. For the Plan to be most successful, however, it is important for individuals to invest in the neighborhood because the City's resources alone are not adequate to solve all of King Park's problems. In addition to the Department of Community Development Services, other municipal departments share in the responsibility for implementing this Plan including Public Works, Engineering and to a lesser extent, the Public Safety Department. It is important for these departments to be aware of the King Park Plan with respect to their operations and to assist the CDS Department when possible.

The policies and actions recommended in Chapter Four are largely based on the existing Community Development programs and other tools legally available for the City to use in this area. These programs have been successfully used to stabilize and improve living conditions in the CD Target Area. With few exceptions, the problems found in King Park are not so different that the City's traditional programs and strategies cannot be successfully used in this area as well.

### **Amending the Plan**

Once the Plan has been adopted and implementation has begun, it is important to monitor the neighborhood. As conditions change, there will be a need to evaluate the impact of the Plan and determine the need for new programs and projects. It may be necessary to amend the Plan to reflect changes in these programs or changes in the needs and desires of the residents. Such changes are inevitable during the first five years. The Plan should be reviewed and amended as necessary in 1994 to determine the budget priorities and recommendations for 1994-2001.

ORDINANCE NO. 8889-81

AN ORDINANCE

AMENDING THE 1982 COMPREHENSIVE PLAN  
(King Park Plan)

WHEREAS, the Urbana City Council on September 7, 1982 adopted the 1982 Comprehensive Plan in Ordinance No. 8283-17; and

WHEREAS, the 1982 Comprehensive Plan contained goals, objectives, policies and other recommendations pertaining to land uses, housing, neighborhoods and public infrastructure in the community; and

WHEREAS, changes in various circumstances since the 1982 Comprehensive Plan was adopted have indicated a need for a new planning study to address problems found in the King Park neighborhood in northwest Urbana; and

WHEREAS, the Department of Community Development Services has completed a planning study of the King Park neighborhood and has prepared a King Park Plan which contains recommendations intended to address problems in the area; and

WHEREAS, the King Park Plan was reviewed and approved by the Urbana Community Development Commission on March 28, 1989 and again on April 25, 1989; and

WHEREAS, after due publication and proper legal notification of a public hearing on April 20 and May 4, 1989, the Urbana Plan Commission in Plan Case #1306-CP-89 has unanimously recommended the adoption of the King Park Plan; and

WHEREAS, the City Council finds that it is in the public interest to amend the 1982 Comprehensive Plan to incorporate the findings and recommendations contained in the King Park Plan.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the 1982 Urbana Comprehensive Plan is hereby amended in the following respects:

Section 1. The attached document, entitled King Park Plan, together with the tables and maps included therein and attached hereto as Exhibit A and incorporated herein by reference is hereby adopted as an amendment and supplement to the "1982 Comprehensive Plan for the City of Urbana, Illinois".

Section 2. The Proposed Land Use Plan designated as Map Twelve in the attached King Park Plan is hereby adopted as an amendment to the "Official Comprehensive Plan Map 1982" showing future land use and proposed arterial and collector streets. Where the Proposed Land Use Plan conflicts with the "Official Comprehensive Plan Map 1982", the land uses designated in the Proposed Land Use Plan shall control.

This ordinance is hereby passed by the affirmative vote, the "ayes" and "nays" being called, of a majority of the members of the Council of the City of Urbana, Illinois, at a regular meeting of said Council.

Passed by the City Council this 5<sup>th</sup> day of June, 1989.

Ruth S. Brookens by Sharon Menges  
Ruth S. Brookens, City Clerk Deputy Clerk

Approved, by the Mayor this 13<sup>th</sup> day of June, 1989.

Jeffrey T. Markland  
Jeffrey T. Markland, Mayor

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