

II. SUMMARY OF PAST AND CURRENT PRESERVATION EFFORTS

Since its establishment by ordinance on October 3, 1989, the Carbondale Preservation Commission has been active in educating the citizens of Carbondale about the community's historic resources. Activities have included tours, information booths, newspaper articles, surveys, and brochures. Another effort has resulted in developing a historic photographic archive program that copies and documents vintage photographs related to Carbondale's history. Many of these endeavors were partially funded by grants from the Illinois Historic Preservation Agency's Certified Local Government Program, for which Carbondale has been certified since September 12, 1990. All of these efforts have led to an increased awareness of historic preservation and the Commission's role in preserving the significant historic resources of Carbondale. The following is a summary of past and current preservation efforts that have been undertaken by the Carbondale Preservation Commission.

Designated Carbondale Landmarks

One of the Commission's first activities was to designate the Old Illinois Central Railroad Passenger Depot as a local landmark in 1991. Since then, a total of eight local landmarks have been listed in the Carbondale Historic Register. The designated landmarks and the year of their designation are listed below.

Illinois Central Railroad Passenger Depot, <i>111 S. Illinois Avenue</i>	(1991)
Woodlawn Cemetery, <i>405 E. Main Street</i>	(1994)
Old Freight Building (Town Square Pavilion)	(1994)
George Washington Smith Home, <i>605 W. Walnut Street</i>	(1995)
F.A. Prickett Building, <i>127 N. Washington Street</i>	(1997)
Batson/Gilbert House, <i>513 W. Walnut Street</i>	(1998)
William Dixon House, <i>511 W. Walnut Street</i>	(1998)
The Winter House, <i>512 W. Oak Street</i>	(1999)

All designations as of April 2002 have been individual landmarks, but the Commission has been studying the feasibility of establishing historic districts. Three potential districts have been identified by the Preservation Commission: the Town Square Historic District, the West Walnut Street Historic District, and the Southern Illinois University Campus Historic District. Action toward establishing the districts has been slow. Initial meetings with property owners in the Town Square and West Walnut Street districts were held in 1995 and have been ongoing, but further education as to the benefits of and requirements for a historic district is needed in order to garner the required support of property owners for designation. In 2000, a Southern Illinois University student completed Preservation District Nomination Forms for properties in the West Walnut Street neighborhood; over fifty properties were surveyed. However, no further action toward designating this district has taken place. Furthermore, the Preservation Commission desires to initiate additional dialogue with Southern Illinois University administrators to have a Campus Historic District designated, either nationally or locally.

The Carbondale Preservation Ordinance, as currently written, requires a petition in support of a district nomination to be signed by the owners of record of twenty percent of the parcels within the

proposed district for the Preservation Commission to consider the nomination. Fifty-one percent of the owners of record must then sign a petition in support of the nomination and proposed design standards as drafted by the Preservation Commission and representatives of the proposed district. The ordinance also makes a provision for neighborhood preservation districts, but no nominations or work toward establishing such districts have been undertaken.

A number of Certificates of Appropriateness have been issued by the Preservation Commission over the years. Most have dealt with the restoration of the Old Railroad Passenger Depot, the reconstruction of the Freight Depot, or work at Woodlawn Cemetery. No Certificates of Economic Hardship have ever been reviewed or issued by the Preservation Commission.

In 1994, the Preservation Commission designed plaques to be affixed to properties listed in the Carbondale Register of Historic Places. To further publicize the historic significance of Woodlawn Cemetery, the Preservation Commission applied for an Illinois State Historical Society marker for the cemetery which was installed in 2001. At the same time, numerous physical improvements to the cemetery were undertaken under the guidance of the Preservation Commission, which issued a Certificate of Appropriateness for the work. Prior to undertaking the work, an engineering class from Southern Illinois University surveyed all the grave sites and markers and completed an inventory of all the markers, which was cross-referenced to a similar project undertaken in 1974. In cooperation with the Carbondale Convention and Tourism Bureau, the Preservation Commission researched and developed a brochure for Woodlawn Cemetery, "*Visit Carbondale's Woodlawn Cemetery.*" Additionally, an interpretive sign was developed and two of the signs were installed at the cemetery in May 2002.

Architectural and Historical Surveys

State Surveys

Five surveys of Carbondale have been undertaken. Four of these surveys were done under the auspices of the Illinois Historic Preservation Agency and its predecessors, while the fifth and most recent reconnaissance survey was undertaken by members of the Preservation Commission. Jackson County, like all Illinois counties, was surveyed in the early 1970s as part of a statewide program to locate historically and/or architecturally significant properties in communities above 500 in population. The *Inventory of Historic Structures in Jackson County: Interim Report* was prepared in 1972 under the auspices of the Illinois Department of Conservation, the precursor of the Illinois Historic Preservation Agency. This reconnaissance survey dealt mainly with larger and obviously notable buildings, and resulted in a list of structures considered of special interest because of their architectural characteristics. A total of eighty-seven buildings, mostly residences, were surveyed with a black and white photograph, address, and current land use; however, no historic research on the buildings was conducted. Carbondale had four residences (705 W. Main, 1013 N. Oakland, 603 W. Walnut and 6270 Old Highway 13 West), three churches (First Baptist, the old First Christian Church [razed] and First Presbyterian), a commercial building (100 N. Illinois), the old federal post office (301 W. Main), the Illinois National Guard Armory (900 W. Sycamore), and the Illinois Highway Department building (2801 W. Murphysboro Road) specifically identified in the inventory's report. Four buildings on the Southern Illinois University campus were listed separately: Altgeld Hall, Allyn Building, Shryock Auditorium, and Wheeler Hall.

A companion survey, *Inventory of Historic Landmarks in Jackson County*, was conducted in 1974 and resulted in a list of landmarks that were considered of special historic importance within the county. Carbondale had twelve listings in the survey including three buildings on the SIU campus (Altgeld Hall, Allyn Building, and Shryock Auditorium), five residences (6270 Old Highway 13 West, 502 W. Walnut, 505 W. Walnut, 511 W. Walnut and the Harker House at the northeast corner of W. Main and N. Poplar which has been razed), the Buckles School (razed), the First Baptist Church, Woodlawn Cemetery, and the Illinois Central Railroad District Office building (razed). This survey included a photograph, address, date, and brief statement of significance. Neither inventory developed a historic context.

Intensive-Level Surveys

Pre-1941 buildings, both residential and commercial, in the central area of Carbondale were intensively surveyed in 1991, with partial funding provided by a Certified Local Government grant. The survey area was generally bounded by Chestnut Street on the north; Forest Avenue on the west; Mill Street on the south, including the original Southern Illinois University campus; and Wall Street on the east. Also included in the survey was the Downtown area. The following information was compiled for each of 696 buildings surveyed: surveyor's name and date, address of building, overall shape of the building, number of stories, roof type, material(s), architectural style/influence, type of outbuilding(s), integrity, description of apparent alterations, construction date, landmark potential, and additional comments. A black and white photograph was also taken of each building. Research on the history of the area and specific buildings was conducted which resulted in a lengthy historic context focusing on the events, people, and dates associated with historically significant buildings. Construction dates were verified in many cases. The survey report also discussed National Register of Historic Places and Carbondale Register properties and listed places suitable for further investigation for nomination to the above two registers.

A second intensive-level, building-by-building survey of the historic Town Square of Carbondale was conducted in 1996. *The Historic Town Square, Carbondale, Illinois* expanded on the 1991 project and provided additional information on building rehabilitation, National Register eligibility, and local landmark designation. Each building was assessed as to changes to its architectural character over time, and a limited architectural description was given. In addition, a black and white photograph was taken of every building. More detailed research on the buildings was conducted using published sources on the history of Carbondale as well as deed research, city directory information, and Sanborn Fire Insurance Maps. Based on the research, a historic and architectural context for the Town Square was also developed. Included in the published survey report were building specific recommendations for future rehabilitation. Finally, the Town Square survey suggested individual buildings that could be eligible for listing in the National Register of Historic Places and defined two possible local historic districts. This survey was also partially funded by a 1996 Certified Local Government grant.

As early as 1991, Preservation Commission members were concerned that structures which may have architectural or historic significance could be significantly altered or razed by their owners. A list of potential landmark properties was needed in order that legislation could be developed that would give potential landmark properties some degree of protection. To address that concern, the Carbondale Preservation Commission initiated a potential landmark list that was based on the recently completed 1991 intensive-level survey.

In 1992, the City Council approved by resolution the “Inventory of Potential Places to be Considered for Designation as a Landmark or Historic District.” Properties on this list are subject to a sixty day moratorium on demolition and must have their Downtown Facade Improvement Loan Program applications reviewed by the Preservation Commission. Since its inception, the Preservation Commission has reviewed three demolitions of buildings on the list and a number of facade loan applications.

In 1997, the Inventory of Potential Designations Committee was formed to review the 1992 “Inventory of Potential Places” and to add additional properties if appropriate. Committee members compiled a *Master List of Historic and Architecturally Significant Properties in Carbondale*. This *Master List* included potentially significant buildings from data collected in the previous four surveys, which had suggested possible local landmark and National Register designations. In addition, the Commissioner’s knowledge of local history provided historic context to the list and suggested other buildings possibly worthy of designation. The team drove all the streets of Carbondale and the outlying one and one-half mile zoning jurisdiction to cross check the list and eliminate those buildings no longer standing and to include additional buildings that were outside the surveys’ boundaries. The final product, which included the 1992 “Inventory of Potential Places,” was a *Master List* of approximately 300 buildings and sites that could be considered potential local landmarks. Owners of properties on the *Master List* were to be encouraged to nominate their property to the Carbondale Register of Historic Places.

Brick Streets and Sidewalks Survey

In 1998, the Preservation Commission began a survey of extant brick streets and sidewalks. The City has made an effort to preserve the brick streets around the Town Square and has a list of approximately 1.3 miles of exposed brick streets throughout the City. A list of brick sidewalks is also maintained by the Preservation Commission. A brick street and sidewalk policy, which outlines preservation and maintenance procedures, was adopted by the City Council on April 2, 2002.

Tours and Publications

The Preservation Commission has been involved in various community education efforts over the past ten years. Most of these endeavors have focused on tours, with the types of tours varied: walking, tram, and self-guided audio compact disk. A 1995 Certified Local Government grant was used to produce a multi-fold tour brochure entitled *A Walking Tour of the Historic Town Square, Carbondale, Illinois*. This brochure, reprinted in 2000, summarizes the founding of Carbondale in 1852 by Daniel Brush and its close connection with the Illinois Central Railroad. The tour describes the architectural and historical features of twenty-five buildings surrounding the four block Town Square. An interesting aspect of the brochure is that it includes descriptions and photographs of demolished buildings to give a historic perspective of the Town Square and how it evolved over time. Other photographs show extant buildings to showcase either their restorations or their potential for rehabilitation. The tour is keyed to a map while a second map locates former and existing railroad-related structures that comprised the historic Town Square.

Closely related to the Town Square walking tour is the Town Square Interpretive Signage Project that was completed in 1998. Ten aluminum interpretive signs have been installed around the Town Square

and provide a self-guided walking tour on the development of the Square that supplements the walking tour brochure. Each sign features interpretive text that is keyed to historic photographs of Town Square streetscapes and buildings. This project was undertaken by the Preservation Commission with private funding and was awarded a Local Preservation Award from the Illinois Association of Historic Preservation Commissions and an Outstanding Service Award from the Carbondale Main Street Program.

A Certified Local Government grant in 1999 partially funded the Town Square Audio Walking Tour Project. This major project, undertaken by the Preservation Commission, involved the researching, script writing, and production of an audio walking tour that was published in a compact disk format. Grant funds also paid for the purchase of compact disk players and the reprinting of companion walking tour brochures. The Town Square Audio Walking Tour compact disks and players are available for public use at various locations including the City Hall, Public Library, Carbondale Main Street office and Carbondale Tourism and Convention Bureau office. An Audio Tour Release Party was sponsored by the Preservation Commission in observance of National Historic Preservation Week. This project also received an award from the Illinois Association of Historic Preservation Commissions.

Besides producing tour brochures and audio tours, Preservation Commission members have personally conducted numerous walking tours of the historic Town Square and Woodlawn Cemetery. Some of these tours have been in conjunction with other special events/festivals held in the Square. In addition, Preservation Commissioners have assisted with a 1995 Christmas Home Tour and most recently, they have conducted tram tours of central Carbondale and the Northeast neighborhoods in order to create an increased awareness of the historic importance of these areas. Furthermore, Commissioners lead tours of the Town Square and Woodlawn Cemetery for grade school students and have given numerous presentations to school classes. The Commission has also toured the old County Poor Farm that is now owned by Southern Illinois University.

In addition to tour brochures, the Preservation Commission has prepared a number of other preservation-related publications. *Architectural Preservation Guidelines* was completed in 1996 and contains suggested design standards for local historic buildings. Although never formally adopted, the book is used by both the Preservation Commission and Carbondale Main Street's Grant Committee as a basis for reviewing the historic and architectural appropriateness of proposed changes to historic buildings. The guidelines also help to educate the community about suitable design considerations for older buildings or new construction in historic areas. Another educational effort resulted in the publication of a brochure that explains the duties of the Preservation Commission and the Carbondale Preservation Ordinance. *Designating Properties to the Carbondale Register of Historic Places* was first produced in 1993, revised in 1996, and reprinted in 2000. This brochure answers some of the common questions individuals have regarding the landmarking of their property and describes the nine properties and one district that are currently listed as Carbondale Landmarks and/or are on the National Register of Historic Places.

Other Projects

One important tool for communicating the work of the Preservation Commission to the public is the bi-monthly City newsletter, the *Carbondale Communique*. Since 1997, the Preservation Commission

has published a column in the newsletter, "Preservation News," that details the Preservation Commission's activities and informs the public about community events related to historic preservation. Other community outreach activities included presentations to two civic groups in 1995, the first on the Town Square walking tour and the second on the activities of the Preservation Commission, and the staffing of informational booths at various community events and festivals. Many activities have also been undertaken to recognize National Historic Preservation Week. In 1994, the Preservation Commission sponsored a photographic contest in the local newspaper that featured close-up views of architectural details in Carbondale, and in 1995 a junior high school essay contest was held with the theme, "Real People, Real Places, Real History."

An innovative project was begun in 1996 with the establishment of the City's Photographic Archives under the auspices of the Preservation Commission and with the assistance of the Cinema and Photography Department at Southern Illinois University. The program solicits old photographs from the community and copies them to create a new negative and an 8-inch by 10-inch black and white print. Expansion of the project was made possible by a 1997 Certified Local Government grant for a *Photographic Archives Training Manual and Workshop*. The training manual instructs volunteers on the use of a copy stand and camera, the proper procedure for handling historic photographs, and how to accurately record information about the photographs, while the workshop was held to provide "hands-on" instruction of the above material. Subsequent workshops have been held which have yielded more than sixty historic photographs registered with the Carbondale Photographic Archives. The archive collection allows these privately held photographs to be accessible to the general public for research purposes. A procedure for copying the archived photographs for the public was also developed by the Preservation Commission. The collection is presently housed in the Development Services Office at City Hall.

The Carbondale Preservation Commission has reviewed various City programs for their impact on historic resources at the behest of the City Council. One task involved establishing signage guidelines for the Town Square area. Since 1997, the Preservation Commission has the authority to review all proposals for signs, plaques, and monuments in the Town Square and forwards its recommendations to the City Manager. The Preservation Commission worked with Station Carbondale, the Downtown Steering Committee, and the Carbondale Main Street Design Committee with planning the 1998 improvements to the southwest quadrant of the Town Square. The resulting design includes a brick plaza with a railroad worker statue, lighting, and landscaping. They also reviewed plans for the VFW Memorial in the southeast quadrant of the Town Square and reviewed the Illinois Avenue Streetscape Improvements TEA-21 grant application.

The Preservation Commission has worked with the Carbondale Main Street Design Committee in developing several downtown facade improvement grant programs. (See Section IV. *Recommendations: Main Street Program/Downtown Carbondale* for additional information.) Interaction between the two groups is enhanced by the appointment of Preservation Commission members to various Main Street committees including the Design Committee and the Facade Grant Review Committee. Members also volunteer to help with Main Street projects and events. Both groups have a common interest in promoting historic preservation activities in Carbondale, as does the Carbondale Convention and Tourism Bureau. The Bureau advertizes historic sites in Carbondale through its brochures and visitors' guides. While regional in scope, the Bureau's publications list such sites as Woodlawn Cemetery, the historic Town Square, the Old Illinois Central Railroad Passenger Depot, and the West Walnut Street Historic District, as well as four sites on the campus of Southern

Illinois University.

The Preservation Commission has also reorganized their files into Organizational Files and Resource Files. Organizational Files deal with the administrative activities of the Preservation Commission, while the Resource Files contain information of public interest such as architectural style references, design guidelines, national and local designation of properties, local history files, and restoration resource materials. These files are presently kept at the Development Services Office at City Hall.

Certified Local Government Grants

The Carbondale Preservation Commission has been a Certified Local Government (CLG) since September, 1990. As such, the Commission can review and comment upon local National Register of Historic Places nominations, is eligible to receive grant funds set aside specifically for CLG communities, may participate in other state and federal historic preservation programs, and can receive direct technical assistance from the Illinois Historic Preservation Agency. To qualify as a CLG, the Commission must have: 1) enacted an approved historic preservation ordinance and enforce state and local preservation legislation; 2) maintained an adequate and qualified historic preservation review commission; 3) maintained a system for the survey and inventory of historic properties; and, 4) provided for public participation in the local historic preservation program, including the process for nominating properties to the National Register. Illinois currently has over sixty Preservation Commissions that are Certified Local Government entities.

Carbondale has been active in the CLG program, especially in the area of grant funding. Following is a list of grant proposals prepared by the Commission for CLG funded projects. The amount in parentheses represents the grant amount received from the Illinois Historic Preservation Agency, not the total project cost.

Funded

- 1991: Survey of Carbondale (\$5,653)
- 1994: Program Administration (\$7,159)
- 1995: Preservation Educational Resources (\$3,210)
- 1996: Downtown Survey Publication (\$5,070)
- 1997: Photo Archive Training Manual and Workshop (\$1,986)
- 1999: Audio Tour of Town Square (\$3,628)
- 2001: Historic Preservation Plan (\$11,646)

Unfunded

- 1993: Woodlawn Cemetery Restoration
- 1993: Preservation Educational Resources
- 1994: Preservation Educational Resources
- 1995: Program Administration
- 1997: Town Square Interpretive Signage
- 2002: Woodlawn Cemetery Interpretive Sign