

Civic Center

City Hall

# DOWNTOWN DEVELOPMENT PLAN 1990-2000

Depot Center

# CARBONDALE, ILLINOIS

Washington Square Park

prepared by

**Barge  
Waggoner  
Sumner and  
Cannon**

in association with  
**ECONOMIC RESEARCH ASSOCIATES**

**DOWNTOWN DEVELOPMENT PLAN**

**1990-2000**

**CARBONDALE, ILLINOIS**

**MAY 1990**

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## INTRODUCTION/SUMMARY

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From its birth as a "train station town" on the Illinois Central Railroad in 1852, Carbondale has evolved in a manner similar to other communities. Development throughout the 1800s produced a compact downtown nucleus of two- and three-story, masonry, commercial structures, which surrounded the public square, and the train station.

The downtown continued as the hub of the community until the post-World War II days when urban America was turned inside out by the automobile; both shopping and new residential construction moved to the outer ring of the City during the following three decades, thus allowing buildings and uses of the relatively-more-expensive downtown land to mature and decline.

A unique characteristic not present in all other cities is the presence of a strong and growing university on the southern edge of the downtown. The built-in dependence of the university community's need for convenient commercial services has helped form the quality of service and provided a stable market for the South Illinois corridor.

Today, Carbondale's downtown is a mixed tapestry of sound, viable businesses, stately churches, marginal establishments, and vacant property. The very diversity reflects the town's history, which has built-in high land values, property subdivided into small lots, old buildings, and a location that is more accessible to more citizens in the community than any other comparable area in the City. The dichotomy of viable and vacant parcels offers both opportunities to be enhanced and problems to be solved.

Citizens in Carbondale have long recognized the need to reverse the decline in the downtown area. Previous planning studies and redevelopment efforts have resulted in change, but no substantial improvement in the downtown and the community's attitude about it. The plan described in this document has carried forward lessons learned from the City's past experience. The most important objectives to be met by the plan are to help resolve existing problems within a long-range time frame and to focus on short-term projects that can begin to make an immediate improvement in the function and appearance of the downtown. The planning process focused on the community's location needs for a new city hall, civic center, hotel, and other supporting land uses, along with an improved parking system.

During the planning process, a citizens' advisory task force reviewed and advised the work produced by the planning technicians. Their understanding of the community's goals and tolerance for change made an invaluable contribution to the plan's recommendations. The advisory task force consists of:

- Ruthie Altekruise
- David Christensen
- C. G. Dougherty
- Marie Earhart
- Jeanne Foster
- Alice Kimmel
- Dr. Bryan McElheny
- Mike McNerney
- James Prowell
- Charles Renfro
- Trish Richey
- Elbert Simon
- Robert Stalls
- Keith Tuxhorn
- Helen Westberg
- Gail White

The planning process also benefited from guidance provided especially by Steve Hoffner, City Manager, and Jeff Doherty, Deputy City Manager. Other City staff who made appreciable contributions include Don Monty, Director, Community Development Department; Paul Sorgen, City Finance Director; Ed Reeder, Director,

Public Works Department; Tom Redmond, Linda Gladson, and Jim Rayfield, Community Development Department; and Greg Kline, Urban Forester.

The plan contains two sections following Introduction/Summary. Section 2 presents the recommended development plan. Section 3 summarizes the examination of various physical characteristics; presents the analysis of economic/market factors that will help shape the next generation of change; and reviews three alternative plans examined during the course of the planning study. The results of a survey of employees who work in the downtown and at Southern Illinois University at Carbondale (SIU-C) are presented in the Appendix.

### SUMMARY OF PLAN

1. Combine the city hall and civic center into an integrated structure on Parcel A at Illinois and Walnut. Develop a garage as part of the complex after conducting a feasibility study to determine its size and means of financing.
2. Reserve Parcel B for construction of a new hotel; reserve the option to expand Parcel B, if required by the hotel developer/operator.
3. Rehabilitate the old depot for retail/restaurant use; encourage additional retail activities on the east side of Illinois between Walnut and Monroe, and on the west side between Monroe and Main Street; market the retail complex as an intown "period" shopping complex.
4. As local market conditions permit, consider providing a recreation/entertainment center--a nonalcoholic gathering place for juveniles and young adults. Also encourage development of an arts and crafts center to contain both studio and retail space in proximity to the hotel.
5. Create an "Old Town Square" in the four parcels at the intersection of the Illinois Central Railroad and Main Street. Develop the square with park land and well-landscaped parking lots.
6. Install street lighting using fixtures with a historic theme in the downtown area north of Elm to reinforce the historic character of buildings, and contemporary lighting fixtures south of Elm compatible with the character of the retail area serving the university community.
7. Undertake a street improvement program through planting of street trees, installation of unifying canopies, and reconstruction of damaged sidewalks. Special attention should be given to improving "entrance" intersections with special street paving and street trees/landscaping. Brick sidewalk pavements should be used to link key downtown focal points, such as the city hall/civic center and the Old Town Square complex.
8. Utilize the excess railroad right-of-way for a linear vehicular parking system served by crossing streets and a continuous pedestrian/bicycle path from Grand to Oak.
9. If parking demands in the South Illinois corridor remain unmet, encourage the development of a parking garage with ground-level retail space by the private sector, the City, and the university.
10. Designate a permanent civic body to guide implementation of the downtown development plan.

11. Emphasize development of high-priority, Phase 1 projects: the city hall/civic center complex, Old Town Square, the garage adjacent to the city hall/civic center complex, and parking in the South Illinois corridor.
12. Promote use of the Enterprise Zone to encourage private investment in property development and rehabilitation.
13. Explore the use of a variety of other financing tools to provide funds for investment in the public infrastructure and stimulation of private development.

## DOWNTOWN DEVELOPMENT PLAN

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The Downtown Development Plan contains four major items of information. First, the goals/objectives to be achieved by the plan are presented. Next, the land use element general, long-range land use patterns, plus specific projects for the downtown. The transportation element follows with a discussion of recommended parking improvements. Finally, a development strategy is outlined to discuss organization for and implementation of the plan.

### GOALS/OBJECTIVES

1. Take advantage of the downtown's central location relative to the community's residents; emphasize and enhance.
  - Diverse uses that meet a variety of needs of different segments of population, including the community-at-large and the university community
  - Extension of use/activity hours from morning to nighttime
2. Build on existing downtown structure to create a convenient and "user-friendly" downtown.
  - Emphasizing compactness and intensity of land uses for ease of access by pedestrians
  - Accommodating pedestrian comforts in moving between destinations
  - Creating usable outdoor spaces that attract casual, ceremonial, and community-oriented use
  - Promoting convenient access by motorists into the downtown and to parking places located near their destinations
  - Adding off-street parking in areas of need; the South Illinois corridor and the Washington/Jackson intersection
3. Build a positive and distinctive identity in the downtown.
  - Building a focal point in the downtown
  - Recognizing the positive contribution of historic structures and their ability to accommodate contemporary uses
  - Developing new construction (new building space) that reinforces the scale, tone, and texture of the downtown
  - Improving the appearance by cleaning up the downtown
4. Promote plan elements that are achievable in Carbondale.
  - Meet identified needs of the community in a creative manner
  - Recognize fiscal and institutional restraints

- Provide opportunities and encourage private investment in land development
- 5. Assign a high priority to development of two public facilities; a new city hall and a civic center.
- 6. Create an effective downtown development program to coordinate public/private actions, guide development of new projects, and promote use of downtown throughout the community and region.

### LAND USE ELEMENT

The downtown development plan provides a framework for continuation of viable land uses and the introduction of the next generation of projects. Carbondale's heritage, reflected in the number of sound, older buildings, will continue to play a vital role in the function of the downtown area. New construction featuring public facilities, as well as the opportunity for private investment, has been incorporated as a major element in the plan. See Figure 1.

During preparation of the plan, three alternative arrangements were investigated for several of the major land use components. The alternative plans are more thoroughly discussed in Section 3 of this report.

In addition to alternative arrangements for major components, a variety of land uses in the downtown area were viewed as committed elements that were not subject to change. Some of these elements, such as the residential neighborhoods west of University, the hospital enclave west of University, the university-dominated commercial spine along Illinois Avenue south of Elm, and the general commercial corridor along Main Street east of Washington, are examples of existing land use patterns that will continue in the future.

In some instances, such as the examples cited above, continuation of the uses reflects the proper function of the areas. Other areas, such as the Illinois Avenue corridor north of Jackson, may change in the future in response to market-driven demands; however, at present the use of this area represents the most appropriate activity for the property.

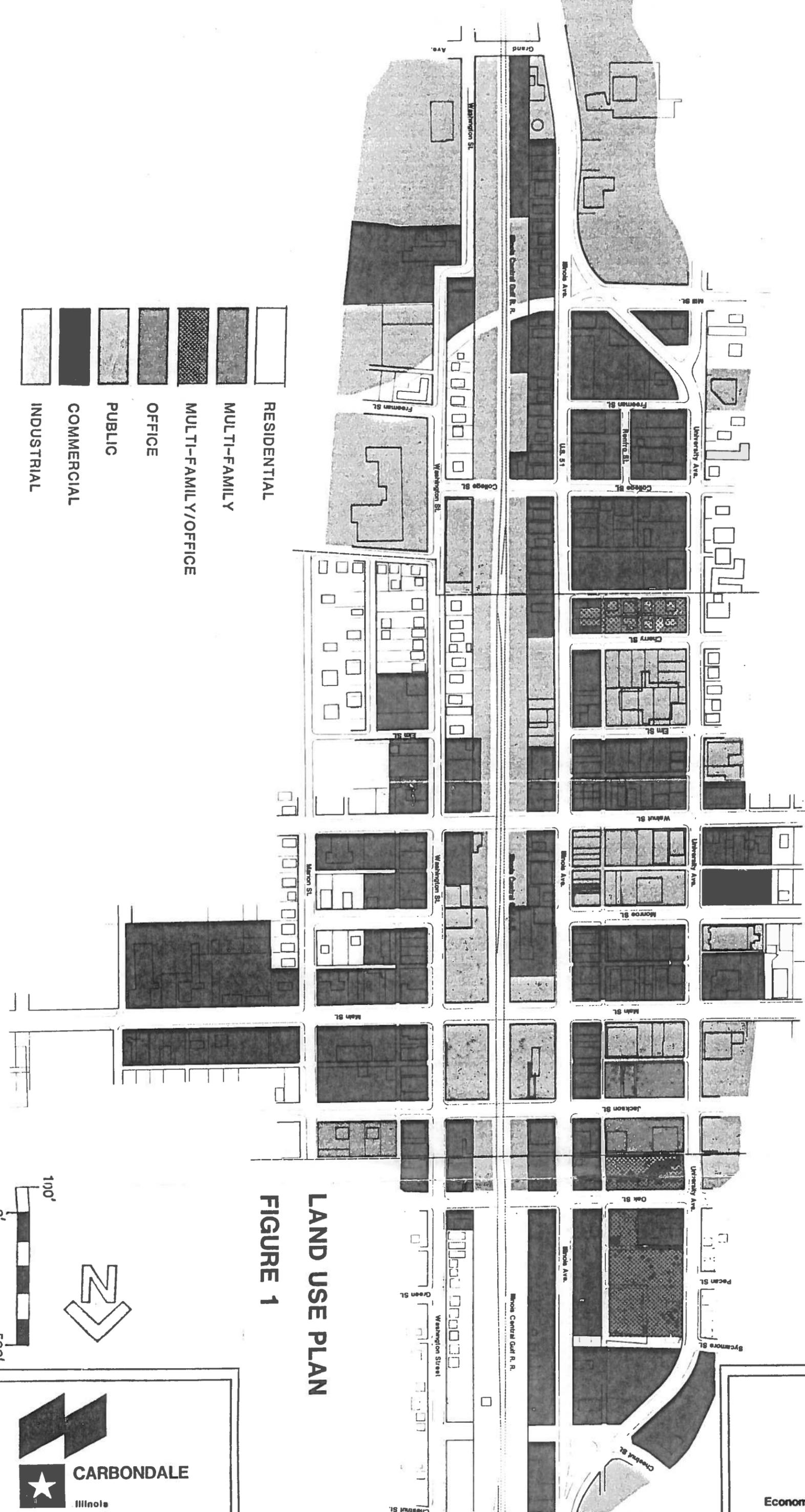
Several specific projects proposed for the downtown plan have been incorporated as significant cornerstones for revitalizing the downtown. These projects are described in the following sections and are shown on Figure 2.

#### City Hall/Civic Center

Parcel A, which contains 1.3 acres, has been designated as the location for the combined city hall/civic center building. By utilizing a three- to four-level structure, assuming one level may be the basement, the site can accommodate the anticipated space required for the joint city hall/civic center complex. By coordination of the two activities, a common lobby and shared meeting rooms can be effectively developed.

During preparation of designs for the complex, special attention should be given to the needs of the community theater/city council chamber to ensure that both functions can be accommodated in a single, flexible space. Preliminary arrangements studied for the structure indicate that a drive-up window for the City's bill-paying customers can be provided along the Monroe Street side of the building.

-  RESIDENTIAL
-  MULTI-FAMILY
-  MULTI-FAMILY/OFFICE
-  OFFICE
-  PUBLIC
-  COMMERCIAL
-  INDUSTRIAL

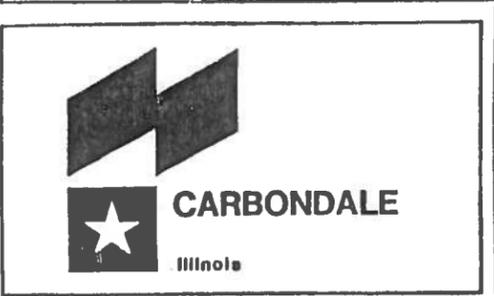


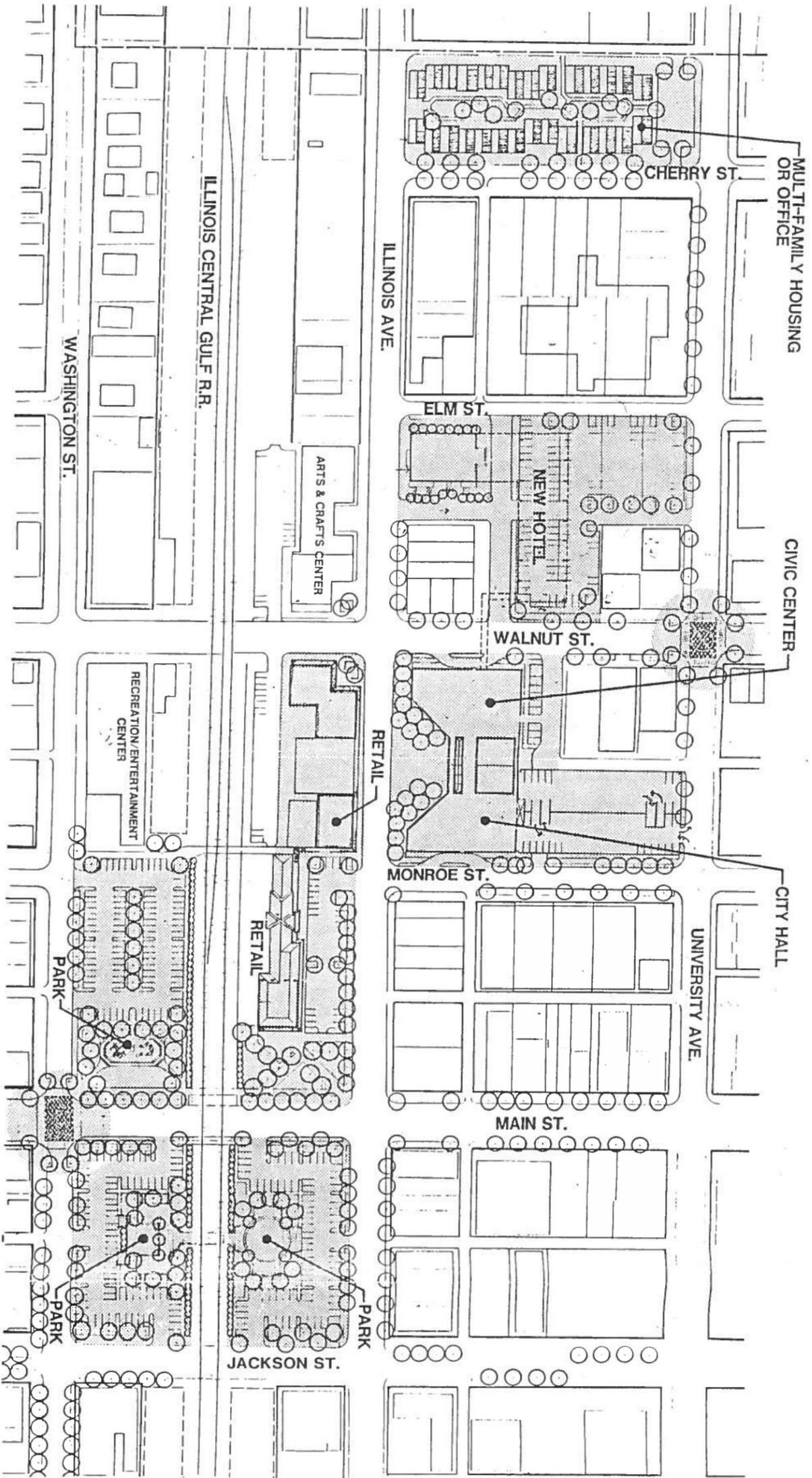
**FIGURE 1**  
**LAND USE PLAN**

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Waggoner  
Sumner and  
Cannon**

in association with

**Economic Research Associates**  
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**SIGNIFICANT  
DOWNTOWN  
PROJECTS**

**FIGURE 2**



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The viability of a teleconferencing center as a part of the civic center project should be tested. This concept will reinforce the idea of the civic center serving as a regional amenity and could relate to SIU-C's visual arts program.

Design of the structure should orient the building to Illinois, with the secondary orientation to Walnut and Monroe Streets. The building should be designed as a landmark structure to reflect its unique function in the community. To achieve this, the building should have greater height than the neighboring structures, or at least a higher vertical element. Masonry compatible with structures in the environs of the city hall should be used. A paved plaza incorporating trees and landscape features should be provided along the Illinois Avenue frontage. The plaza may also be oriented to the intersection of Illinois and Walnut to reflect the importance of both streets as portals to the city hall/civic center complex. By use of landscaping and building design techniques, the overall greater level of importance of Illinois in the downtown structure should be recognized.

Design of the complex should also integrate the garage located adjacent to the building at University and Monroe. The city hall/civic center design scheme should recognize the garage as a point of access, or "front door," for many visitors to the complex. See Figure 3.

### Hotel

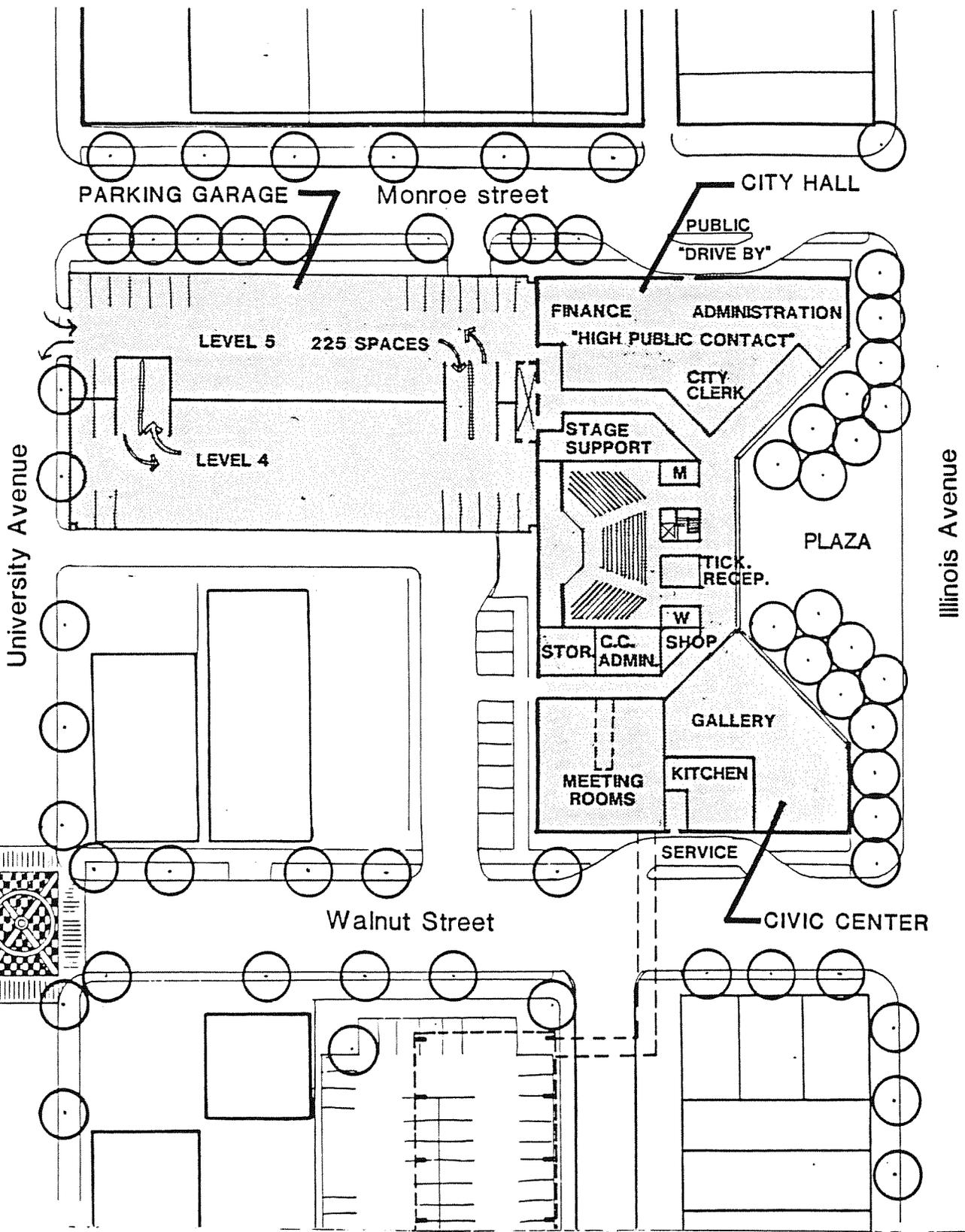
Parcel B, containing one acre, has been designated as the site for the future hotel. Due to restrictions of the present site, the tract should be expanded to include three residential lots, one vacant commercial structure facing Walnut Street, and two small lots facing University Avenue. The resulting T-shaped tract may be large enough to accommodate a new hotel structure. The final test of the site's size feasibility will be determined when a hotel developer begins negotiations with the City on the design of a facility.

It is likely that the hotel will have to be elevated above the site's primary surface in order to provide space for parking under the hotel. Design of the hotel facility should also accommodate the construction of ground-level retail space along the Illinois Avenue frontage of the site. The structure should be designed to provide for an overhead walkway connecting the hotel to the civic center north of Walnut. See Figure 4.

### Retail

The former passenger depot should be used for activity-generating purposes; retail and/or a restaurant may be the most productive uses for the space. Due to the structure's narrow depth, the south end of the building could be adapted for small, retail shops and boutiques, while the north end of the facility could accommodate larger stores or parts of a restaurant. If, in order to convert the depot into a productive use, additional space is required, construction at the north end of the depot should be carefully designed to compliment the original structure and not disturb its historic character.

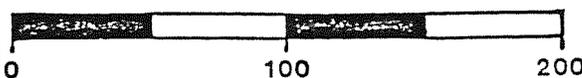
Development of uses in the depot should be carefully organized to occupy the building with viable establishments, yet retain and restore the integrity of its historic form. The "new" depot building should be the centerpiece of the new downtown retailing hub, Depot Center.



**CARBONDALE**

Illinois

**CITY HALL/CIVIC CENTER -  
 PARCEL A  
 FIGURE 3**



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The plan also encourages the construction of new infill structures along the east side of Illinois between Walnut and Monroe Streets. The new structure on the Ali-Baba Restaurant site could be either a one-story retail building to match the bulk guidelines established by the depot, or a two-story structure with offices over retail to resemble the building to the south, 209-13 South Illinois. At the corner of Walnut and Illinois, the new infill structure should be a two-story building if a productive use can be found for the second level. Infill commercial structures should be constructed of masonry selected to be compatible with existing commercial buildings. See Figure 5.

Approximately 19,500 gross square feet of ground-level retail space can be provided in the depot and infill structures shown on the sketch plan.

All together, the depot, new infill structures, and the building at 209-13 South Illinois could be tied together by use of a common canopy structure, special sidewalk pavement, lighting, and landscaping, and then marketed as the "Depot Center." The Depot Center theme could also embrace the retail structures located on the west side of Illinois between Monroe and Main Street. A secondary area of retail activity that should be encouraged to develop is along Washington Street from Oak to Walnut. Over the short term, greatest emphasis should be placed on the development of sound business enterprises at the intersection of Jackson and Washington.

South of Elm Street, the retail/entertainment corridor along Illinois Avenue should be reinforced. New infill construction for improved retail establishments should be encouraged.

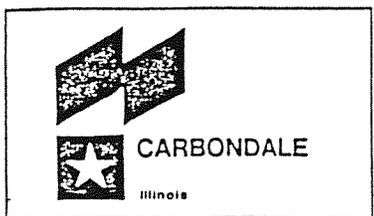
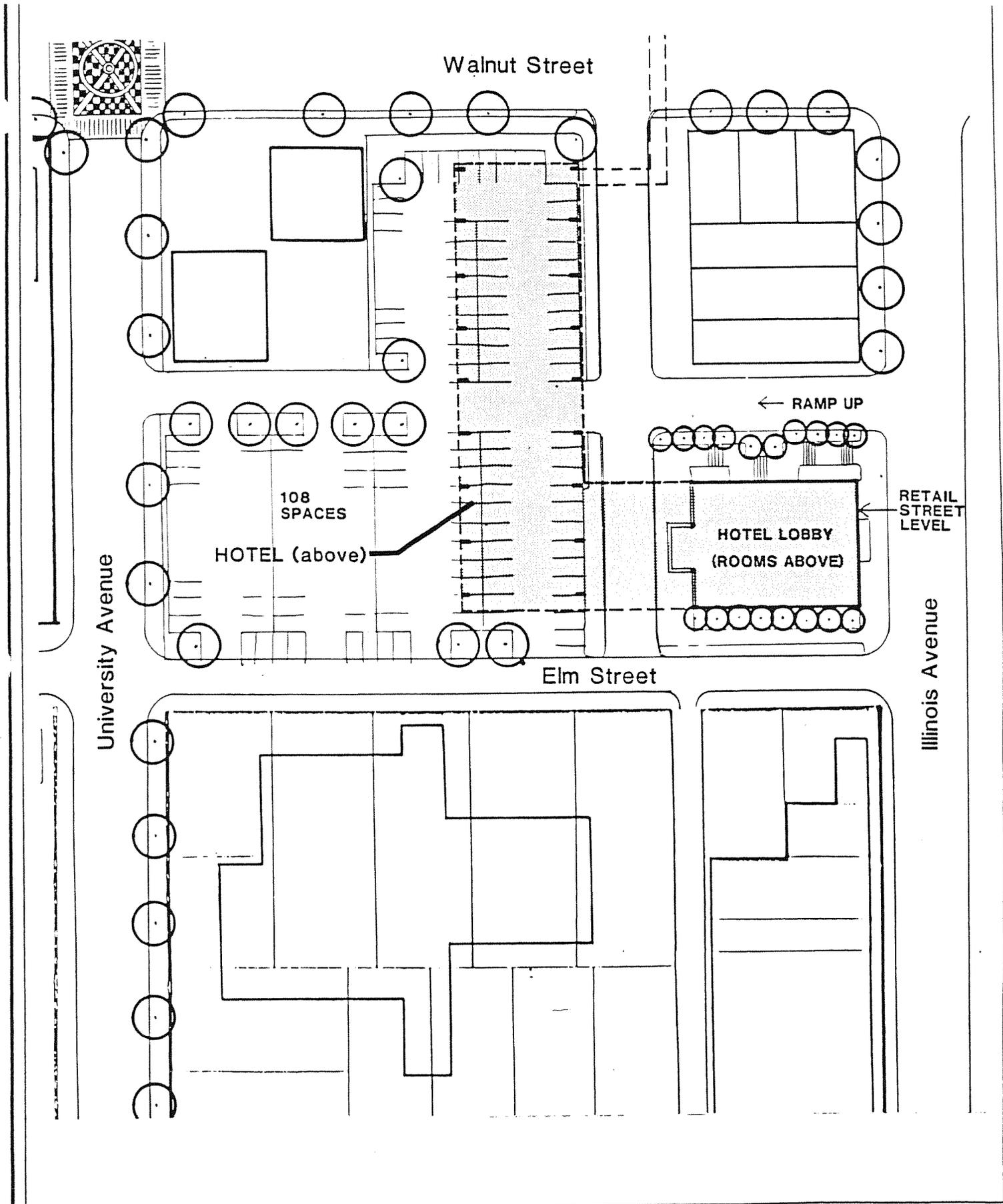
In order to unite the diverse architectural styles in the corridor, unifying themes should be introduced with street lighting, canopies, and improved landscaping. Decorative banners displayed on light fixture poles can also be very effective means of enlivening and tying together the retail corridor throughout the downtown. Additional parking should also be provided for customers in the South Illinois corridor. Additional discussion of parking follows.

One significant means of improving the appearance of the South Illinois corridor will be to remove the overhead utility lines that run from Cherry to Grand along Illinois.

### **Recreation/Entertainment and Arts and Crafts Centers**

To the extent that local entrepreneurs, with support of local government as needed, are successful in establishing these facilities, they could contribute to the diversity of activities made available to citizens of and visitors to Carbondale. The best location for the arts and crafts center would be in proximity to the hotel and with direct access from Illinois Avenue. The preliminary location designated in the plan is along the east side of Illinois south of Walnut adjacent to the Illinois Central Railroad.

The recreation/entertainment center should be located in proximity to the civic center function. The recreation/entertainment center will be oriented to serving the needs of young adults and teenagers in a nonalcoholic environment and services will complement those provided by the civic center for the same and other age groups in the community.

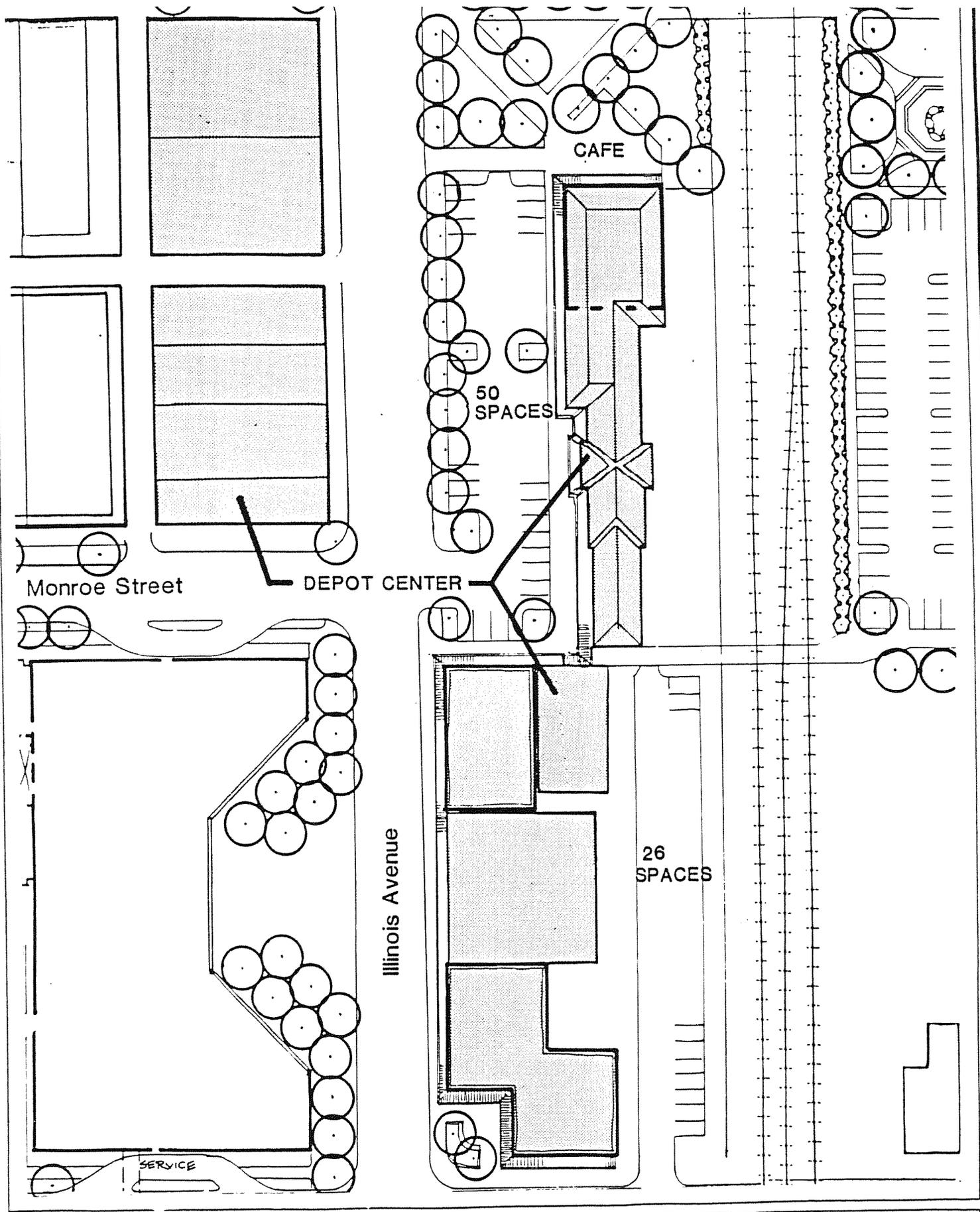


**HOTEL SITE - PARCEL B**  
**FIGURE 4**

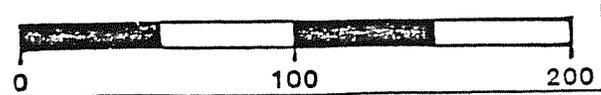
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**DEPOT SQUARE  
FIGURE 5**



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## Old Town Square

Carbondale's traditional public square should be reorganized to incorporate permanent park space, as well as heavily landscaped parking lots. The park space should be developed to serve as a public gathering ground for area residents, as well as make positive contributions to the visual environment in the downtown. A separate theme can be established for each of the three park areas designated on the plan. See Figure 6.

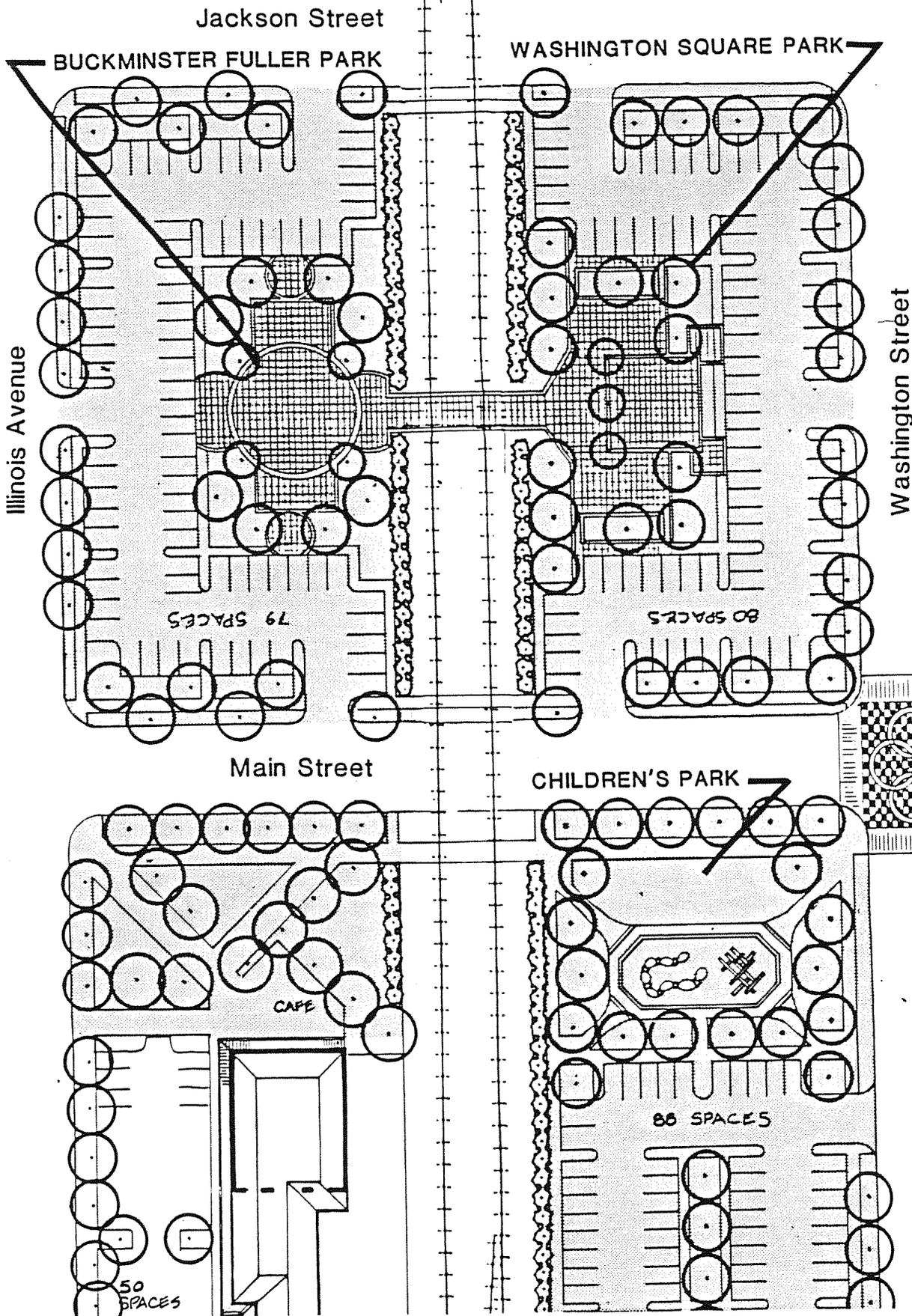
A children's recreation facility, including timber-type playground apparatus can be located in the public park on the south side of Main Street between Washington and the railroad. This existing park would require expansion of the present area, modification and enhancement of the present planting areas, and the construction of the children's play area and adult seating/supervision area. This park would be located in the same block with the recreation/entertainment center proposed for teenagers and young adults at the south end of the block.

The public park designated for the block serving Washington Street between Main and Jackson could be designated as the Washington Square Park. The park should include ample paved areas to accommodate public gatherings, as well as protected landscaped areas to provide trees and shade for the park. A pavilion or other covered structures could be incorporated in the park plan to provide shelter for fairs and festivals that may be conducted in the park. The general theme of the Washington Square Park should reinforce the character of development exhibited by the rehabilitated historic structures along Washington and Jackson Streets in the vicinity of the park. The original fountain which functioned on the site as part of the Illinois Central division office complex should be restored on the property to reflect the site's original service to the community. See Figures 7 and 9.

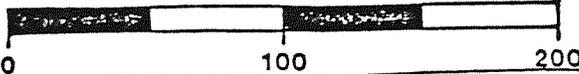
The park designated in the sector of the Old Town Square bound by Illinois Avenue between Main and Jackson Streets could be developed with a separate theme from the Washington Square Park. The park could be dedicated to the memory of prominent founders of the community, prominent leaders of SIU-C, or elected officials. A park dedicated to the memory of Buckminster Fuller is a suggestion that should be considered in establishing the theme. Like the Washington Square Park, ample paved surfaces should be provided with abundant shade to accommodate the gathering of people in comfortable outdoor surroundings. See Figures 8 and 9.

Due to the location of the Washington Square and Buckminster Fuller Park on both sides of the Illinois Central Railroad, the flow of pedestrians across the tracks should be carefully examined during the design of these facilities. Due to the encouragement of public gatherings in the Old Town Square, it is likely large volumes of pedestrians will be attracted to the railroad property area. Two options appear to exist in accommodating the pedestrian flow across the tracks. First, the parks could be designed to incorporate fencing and other techniques to prohibit or discourage pedestrians from crossing the railroad tracks in between Main and Jackson Streets. Under this option, pedestrians would cross on sidewalks at the street crossings. Second, a specific pedestrian midblock crossing could be incorporated into the design of the parks to channel pedestrian flows at a single crossing point. If appropriate, this midblock pedestrian crossing could also be protected by warning devices indicating the approach of oncoming trains.

In the design of the parking lots incorporated into the public square area, abundant landscaping should be provided to extend the park-like atmosphere throughout the parking lot areas.

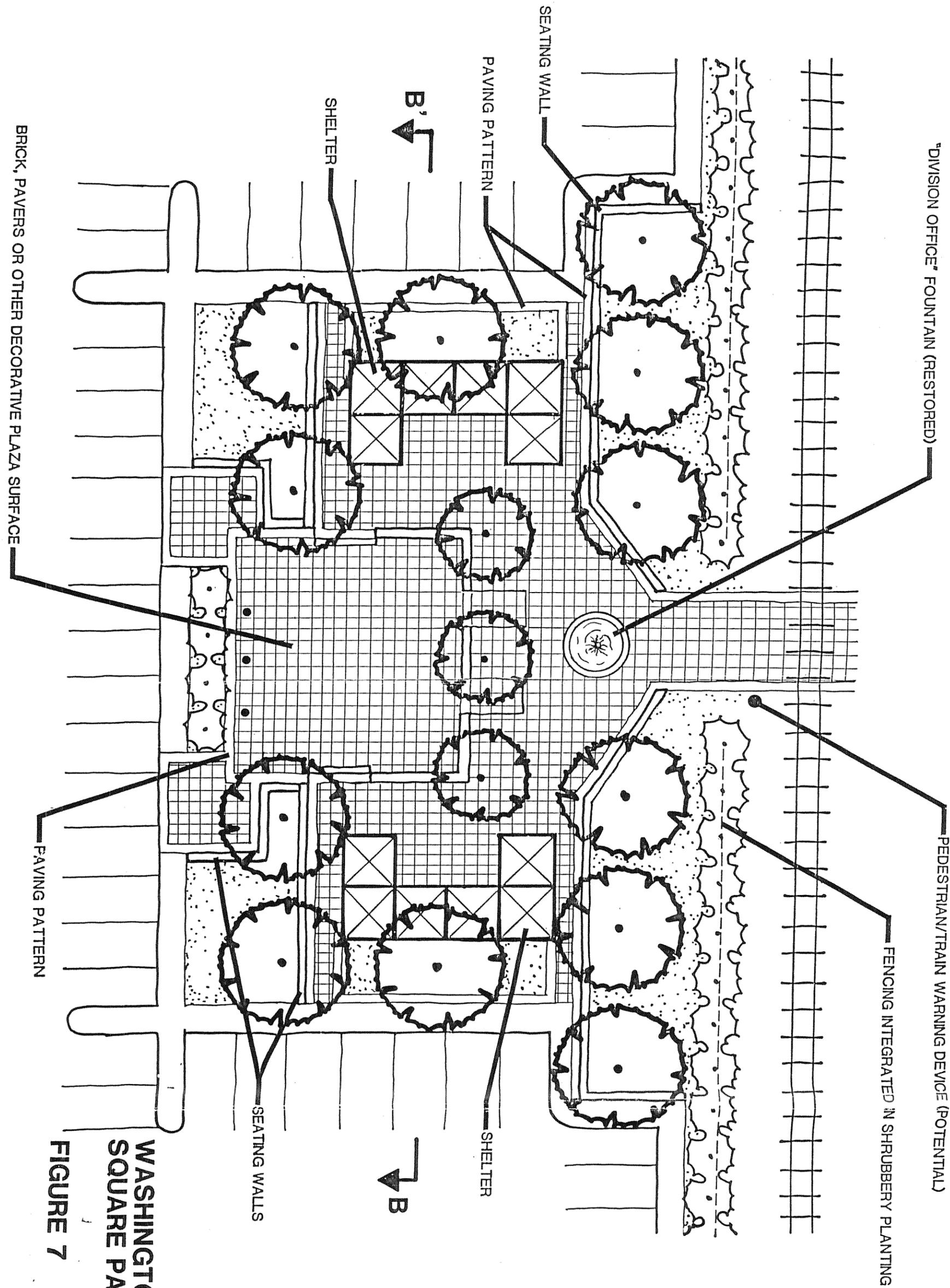


**OLD TOWN SQUARE  
FIGURE 6**

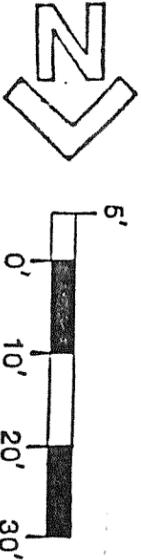


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**WASHINGTON  
SQUARE PARK**  
FIGURE 7

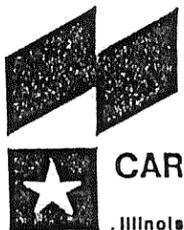


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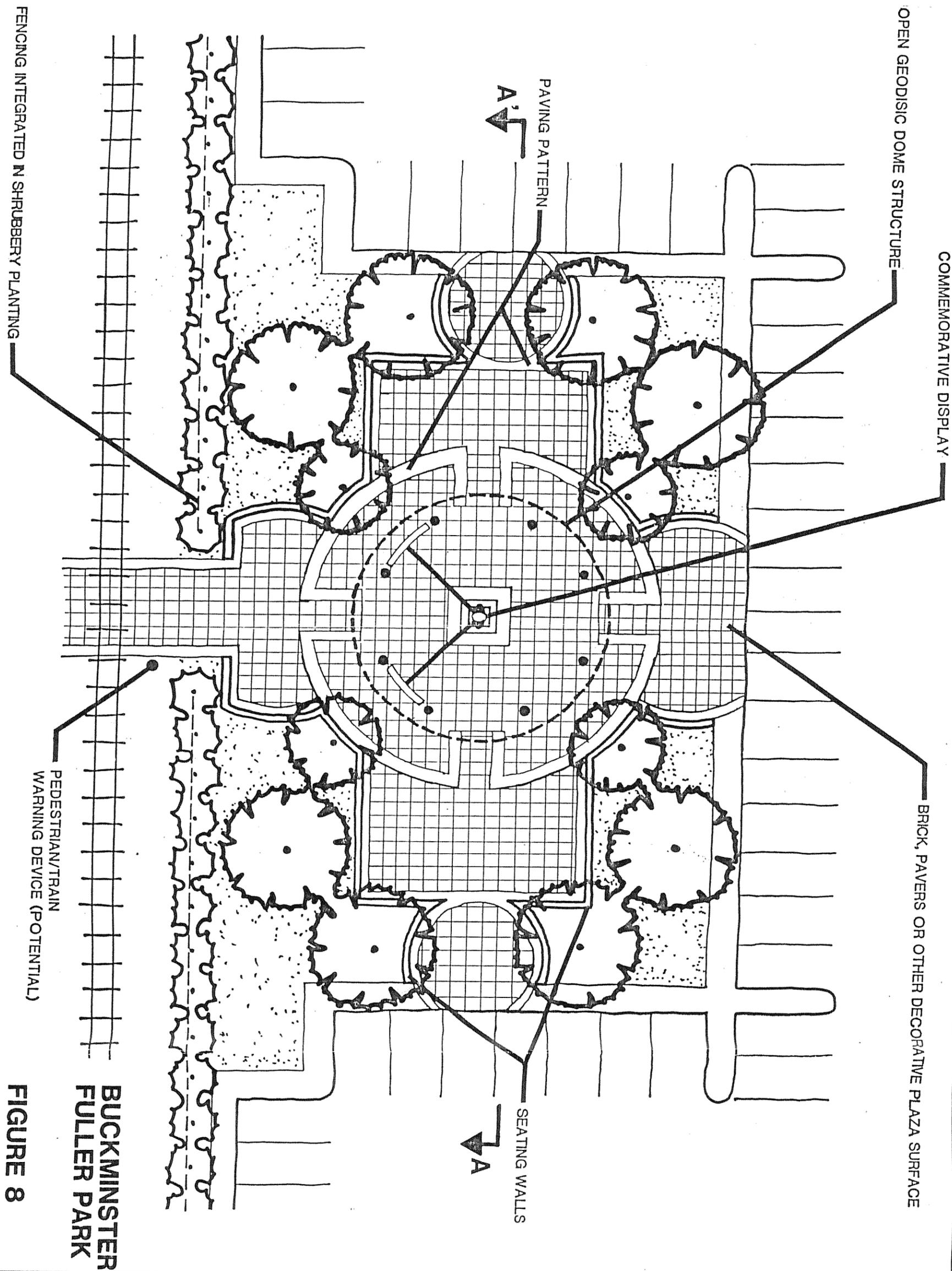
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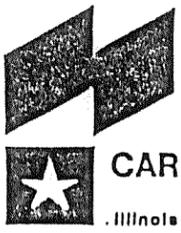
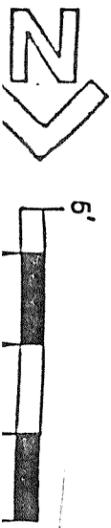


CARBONDALE

Illinois



**FIGURE 8**



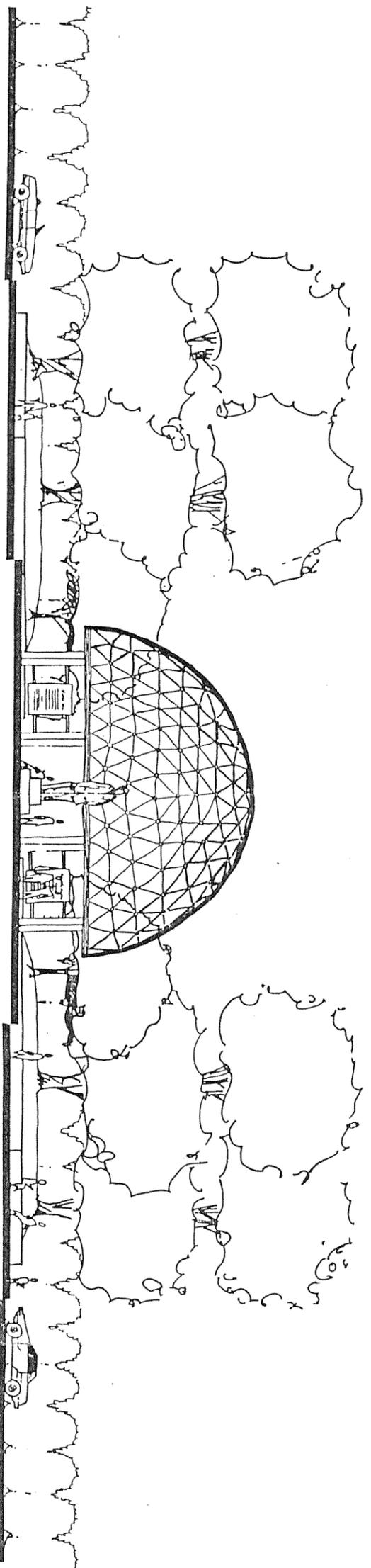
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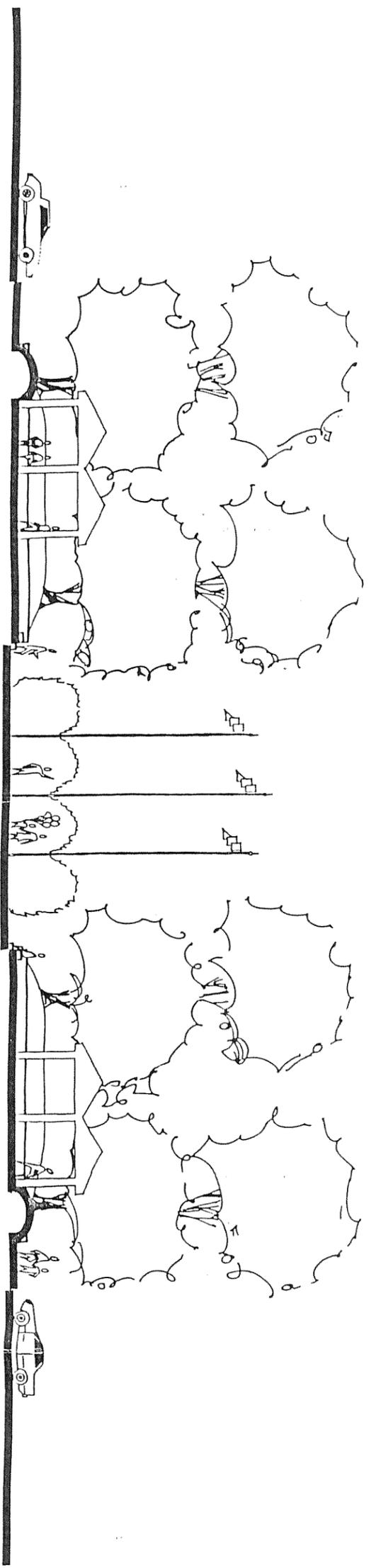
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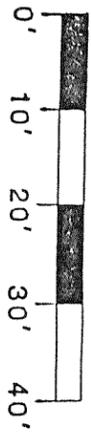
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SECTION A - A'  
BUCKMINSTER FULLER PARK



SECTION B - B'  
WASHINGTON SQUARE PARK



DOWNTOWN  
PARKS  
(SECTIONS)

FIGURE 9



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The design of planting areas in the park segments of the Old Town Square should be protected from pedestrian traffic and incorporated into the paved plaza areas. The selection of trees and flowering plants should produce an ever changing panorama of colors during the growing season from spring to fall.

### Street Elements

New **street lighting** should be incorporated into the downtown area, in particular along Illinois from Mill Street to Oak, on Washington from Walnut to Oak, and on University from Mill Street to Oak. Light fixture styles should be selected to reinforce the turn-of-the-century theme for the area north of Elm Street and the more contemporary youthful theme for the downtown south of Elm Street. In the "old town" area historic-compatible fixtures with modern lighting elements mounted on metal poles 25 to 30 feet in height should be used. This pole standard will help maximize the spacing of light fixtures yet retain the historic theme and reduce the cost of installation. A dark-colored metal pole should be selected for these fixtures.

The block between Elm and Cherry on Illinois should be established as a transition zone between the historic theme area to the north and the contemporary theme area to the south. The Elm/Cherry block contains the new Federal Building and the early modern retail/theater structures facing Illinois Avenue. South of Elm, contemporary street light fixtures should be employed, using poles of the same size and color as used north of Elm Street. The contemporary fixtures will be more compatible with the range and variety of architectural styles present in this section of the downtown.

**Street trees** should be incorporated into areas of high pedestrian traffic, in particular along Illinois Avenue from Grand Avenue to Oak, Washington Street from Walnut to Oak, and University Avenue from Mill Street to Oak. When selecting street trees for planting, the species should not be mixed within any one block. The same species should be used on both sides of the street within the same block, as well. Within the downtown area, various groups of species should be employed to provide a variety of color and tree type.

During the selection of locations and species of street trees, follow these general guidelines:

- Select a location that will allow the mature tree to grow to its natural form; don't place trees too close to a structure or under overhead wires that will require trimming of the tree.
- Place the trees so that the mature canopy will not overlap with neighboring trees.
- Select trees with a branching structure that will permit 7 to 8 feet of clearance for pedestrians walking under the trees.

The following table includes representative trees appropriate for Carbondale.

Large Street Trees (also useful in park situations)

Thornless Honeylocust*#	Fine-textured, leathery foliage; yellow fall color; very durable in urban conditions
Green Ash*#	Yellow fall color; rapid growth, drought tolerant
Littleleaf Linden#	Very durable in urban situations; interesting branching
Baldcypress*#	Feathery foliage; tolerant of poor drainage; useful in narrow spaces; interesting trunk, bark and branching
Willow Oak*#	Fine-textured foliage; interesting branching
Zelkova#	Vase-shaped form similar to American Elm; interesting trunk and bark with age

Large Park Trees

Japanese Pagoda Tree#	Fine-textured foliage; creamy flower clusters in mid to late summer; green twigs and smaller branches
Yellowwood*	Hanging white flower clusters in late spring; silvery bark; yellow to orange fall color
Black (Sour) Gum*	Smooth grey bark; brilliant red fall color

Small Street Trees (also useful in park situations)

Flowering Crabapples#	Spring flowers white, pink, or red, depending on variety; plant so that fruit falls in planting bed rather than on sidewalk; many types; choose fungus-resistant types
Redbud*#	Pink flowers in spring; yellow fall foliage

\*Native

#Currently used in Carbondale

Three significant intersections that serve as **entrances** to the downtown should be enhanced by the clustering of significant trees and the installation of special paving; Main at Washington, the east entrance; Walnut at University, the west entrance; and University/Illinois at Mill Street, the south entrance. Special pavement patterns using brick or other decorative paving materials should be installed at the three intersections. If permitted, by the width of the vehicular travel lanes passing through the intersection, planting or paving areas should extend beyond the present curb line into the street to accentuate the entrance designation. The location of street trees must maintain safe sight distances for motorists and pedestrians negotiating the intersections.

**Canopies** should be provided in areas of high pedestrian volumes in the downtown. North of Elm Street, selected canopies should be compatible with the building form on which they are attached. Like street trees, a common canopy type should be used along a whole block face, whenever possible. For example, the existing canopy used on the rehabilitated structure in the southeast quadrant of the Jackson/Washington intersection could be employed on each structure and along the Washington Street frontage. Variations in color from the basic canopy and design could be employed in this area to provide variety in the sidewalk cover. At other locations, other canopy forms could be appropriate for the building setting.

South of Elm Street, merchants and property owners should identify common canopy theme that could be employed throughout the University-oriented corridor. For example, common colors or shapes could be selected to introduce a unifying theme for the street corridor. It is unlikely that a single canopy would be appropriate and could be employed throughout the South Illinois corridor; however, by selecting common themes, the various canopies would nonetheless fit together and thereby provide the unifying theme.

**Sidewalks** throughout the downtown area should be repaired and replaced where necessary. Special attention should be given in the design and construction of sidewalks to ensure easy access for disabled citizens.

Where building and street elevation differences have resulted in the use of longitudinal sidewalk steps, the design technique employed by the City in constructing the sidewalk along Illinois between College and Hospital Street should be followed. This prototype area incorporates street tree planting wells into the step structure.

Special street paving materials should be used in the vicinity of the city hall/civic center complex to denote the special character of the plaza and structure. Similar special paving materials should be employed at access areas in the public park space in the Old Town Square. Special street paving recognition of crosswalks should also be employed at the gateway intersections into the downtown: at Main and Washington Street; at Walnut and University; and at the intersection of Illinois, University, and Mill Streets.

The Downtown Development Plan recommends utilization of the excess Illinois Central Railroad right-of-way from Grand to Oak as a linear parking lot system served by crossing streets. Construction of the parking lot system opens the opportunity for the City to construct a continuous pedestrian/bicycle path over the same route as part of the lots. The path would offer an alternative route for bicyclists currently using Illinois, University, and Washington for north/south movement in the downtown. The path would pass through the Old Town Square complex and provide an alternative means of egress to events in the Square. Design of the path must carefully evaluate safety considerations at each crossing of a public street. At the new Mill Street crossing, a separate pedestrian/bicycle bridge may be required to carry the path over the new street.

## TRANSPORTATION/PARKING ELEMENT

### Street System

The City of Carbondale, the Illinois Department of Transportation, and interested citizen groups have worked for several years on resolution of transportation issues affecting the downtown. Three of these issues were resolved by the community outside the downtown planning process and have been incorporated into the transportation plan. See Figure 10.

First, the decision to complete the one-way street couple involving traffic on West Walnut Street will eliminate turning movement congestion through intersections on University at Main and Walnut.

Second, the extension of Mill Street under Illinois Central Railroad to Freeman and Wall Street will reorganize traffic at the south end of the Illinois Street commercial corridor. The roadway extension may reduce pedestrian and motorist conflicts at Grand Avenue and congestion on Illinois at College Street. The route will also serve as a safety valve for circulation during periods when trains block grade crossings in the downtown. During design of the Mill Street extension, it is important to recognize the high volume of pedestrians that will cross Mill Street to gain access to the lower Illinois Avenue business area.

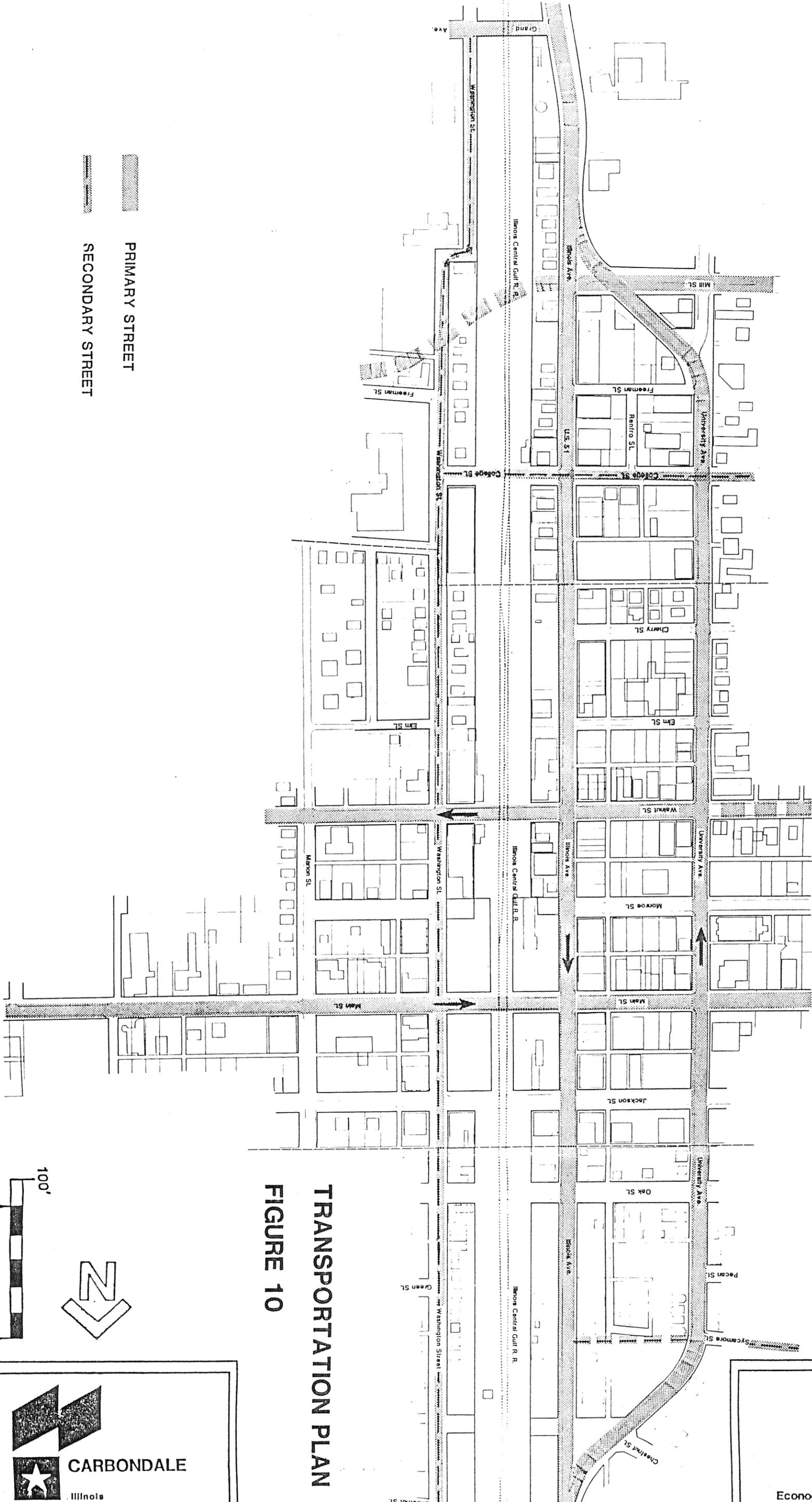
Third, the City intends to extend Sycamore Street to Illinois. The extension will provide improved access for westbound traffic on Sycamore from Illinois and provide better access to the underused block in the downtown bound by University, Illinois, and Oak Street. The roadway extension will permit Sycamore, a collector street serving the residential neighborhood to the northwest of the downtown, to better serve its purpose.

During the course of the downtown development planning program, no other circulation changes in the street system were identified.

### Parking Facilities

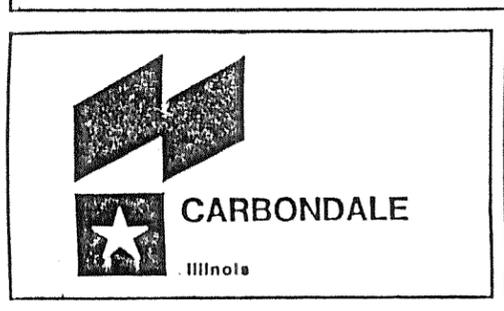
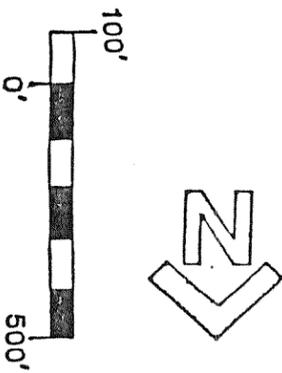
A variety of proposals affecting the location and supply of public parking have been made in the development plan. See Figure 11.

1. To serve the growing level of intense activities in the vicinity of Illinois between Walnut and Main, a parking garage has been proposed. The garage is intended to provide direct service to the city hall/civic center complex, the Depot Center retail area, and as needed, other businesses in the area, including the proposed hotel. As plans for the city hall/civic center are finalized, a key ingredient in the development program will be investigation of the financial feasibility for constructing the garage. The feasibility study should investigate the size of the garage, demand, patrons' willingness to pay, and the financing mechanisms to be used to support the garage structure. The garage program must be carefully geared to projected use by City personnel, city hall visitors, civic center patrons, private employees in the downtown, such as GTE staff, and shoppers visiting the downtown. The study will examine the time of day when demand is expected in the garage, the projected revenue stream under various scenarios, and mechanisms for long-term financing of the garage.



 PRIMARY STREET  
 SECONDARY STREET

**TRANSPORTATION PLAN**  
**FIGURE 10**

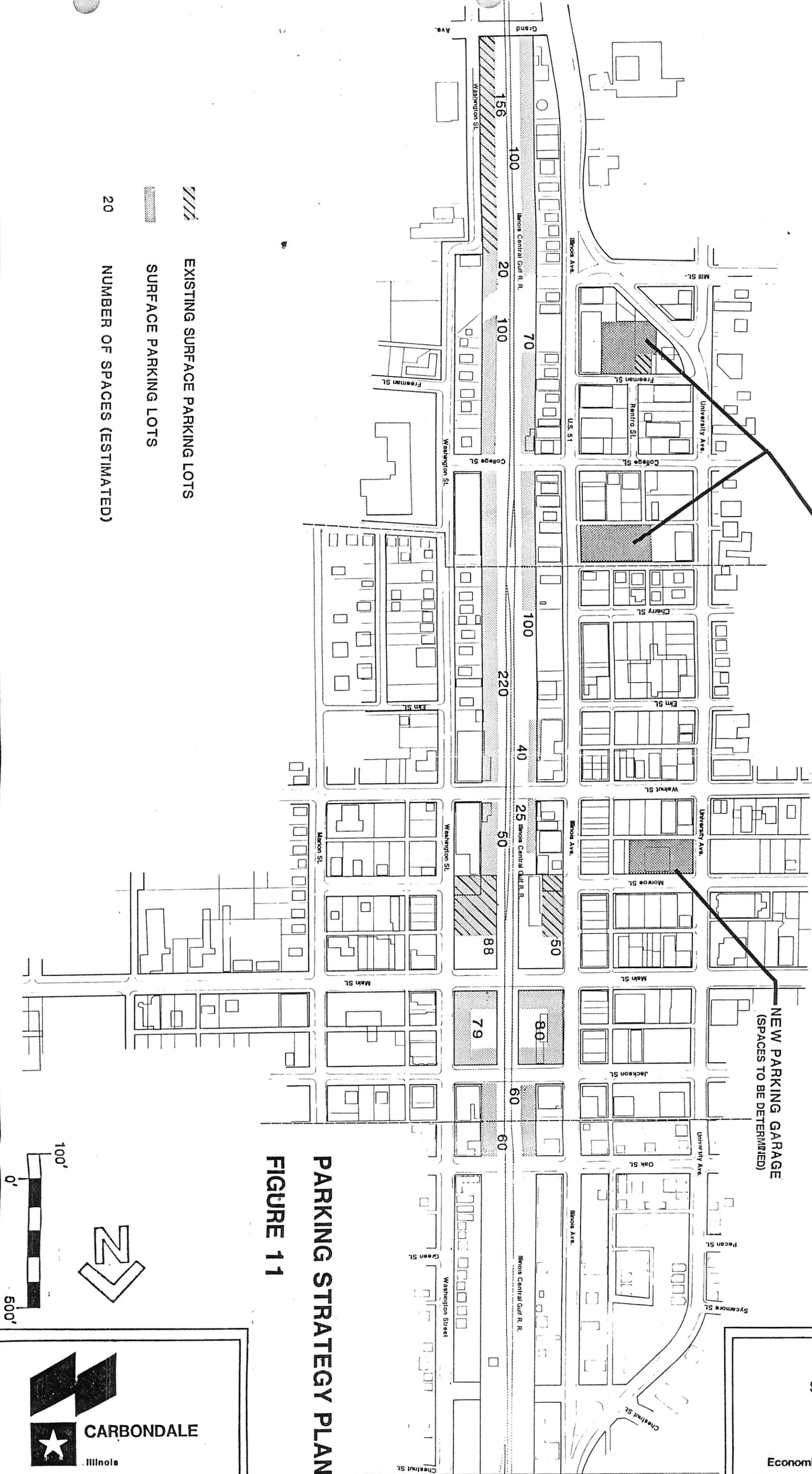


Barge  
 Waggoner  
 Sumner and  
 Cannon  
 In association with  
 Economic Research Associates  
FRE NO 11705

ALTERNATIVE POTENTIAL GARAGE SITES  
(NEED TO BE DETERMINED)

NEW PARKING GARAGE  
(SPACES TO BE DETERMINED)

- EXISTING SURFACE PARKING LOTS
- SURFACE PARKING LOTS
- 20 NUMBER OF SPACES (ESTIMATED)



**PARKING STRATEGY PLAN**  
**FIGURE 11**

Barge  
Waggoner  
Sumner and  
Cannon

In association with

Economic Research Associates  
F.R.E. NO. 11785

**CARBONDALE**  
Illinois

The garage should be designed as a separate structure and not located under the city hall building. This will permit the design of the garage to maximize its structural efficiency and to minimize the cost. The need for independent elevators operating in the garage should be carefully examined. The opportunity exists to permit access to elevators in the city hall building, thus avoiding the cost of additional elevators in the garage structure. The garage, depending on the final design selected, has the opportunity to provide direct pedestrian access from each level to Monroe Street, which descends the hill from the intersection of Monroe and University to the intersection of Monroe and Illinois Avenue.

2. Parking in the Old Town Square has been planned to serve the downtown area surrounding the square. The parking lots surrounding the Washington Square Park and Buckminster Fuller Park will each provide approximately 80-90 spaces. These spaces coupled with on-street parking should serve the private parking needs of the current and anticipated land use development patterns in the immediate area. If new office buildings are developed, for example, on the site of the Franklin Hotel at Jackson and Illinois, additional parking space may be required. The railroad right-of-way north of Jackson on both sides of the main line could provide space for two surface lots, each with about 60 spaces.
3. The Depot Center shopping area will be served directly by the 50 parking spaces provided on the depot site. The proposed parking arrangement provides the same number of spaces contained in the present lot on the site by using less land and a more efficient parking pattern. The Depot Center development will also be served by the new garage located behind city hall, lots in the Old Town Square area north of Main Street, and the parking lot on Washington Street south of Main, directly east of the depot development.
4. The railroad right-of-way on both the north and south side of Walnut and on the west side of the rail line may be developed for parking. Approximately 25 spaces may be provided to the north and 40 spaces to the south of Walnut. The north lot is well-positioned to serve employees of the Depot Center while the south lot could serve the arts and crafts center, if developed as proposed.
5. Parking for the South Illinois corridor is proposed at several locations along the IC Railroad right-of-way. Depending on the width of the excess right-of-way, the design at the parking lots and the continuous pedestrian/bicycle path must account for safe operation of both systems. The following estimate of parking spaces may be reduced due to integration of the path.

Three new lots are proposed west of the rail line, two with access from College Street (70 and 100 spaces), and the other south of the Mill Street extension with access from Mill Street (100 +/- spaces). Access to and design of the second lot must be carefully coordinated with the design for the Mill Street extension project to test the feasibility of grades and the safety of the entrance/exit drive. Pedestrian access to both of these lots from Illinois should be provided. Public (pedestrian) access easements across business lots should be secured by the City.

- Three new lots are proposed east of the rail line, one with access from College Street (220 spaces), one with access from the Mill Street extension and College Street (100+/- spaces), and the other with access from the Mill Street extension (20+/- spaces). Again, design of lots and access drives utilizing the Mill Street extension must test the feasibility of the parking lot design against site grades and safety (sight distance) standards.

The intent of the parking lots proposed for the South Illinois Avenue corridor are to meet demand generated by businesses in the area plus the spillover parking needs of students using the adjacent SIU-C campus. If the additional parking spaces provided in this plan are still inadequate, the **City**, the **university**, and the **private sector** should determine whether a joint cooperative approach to meet the parking needs is called for.

By adopting the B-PR (Business, Primary) zoning district, the City has accepted responsibility for providing parking in the South Illinois corridor. The B-PR zoning classification presumes the parking will be provided by the City, and not on-site by individual property owners. If after installing lots called for in this plan the proposed public parking arrangement is still inadequate to meet the demands in the area, the joint cooperative arrangement should be pursued by the three benefiting parties.

During investigation of alternative means of resolving the continuing parking problem, it is important to maintain a relatively high density of shops in the lower Illinois Avenue area suited to access by pedestrians. A solution which focuses on the change of the zoning classification to require on-site parking will be relatively ineffective due to the relatively slow pace of new construction in the area. Only new building development plans would be required to comply with the new zoning regulations, while establishments developed under the present B-PR district could continue to function without providing parking.

During investigation of a cooperative solution, the City, university, and business community may investigate the construction of a jointly supported parking garage that could contain retail space at the ground level. Such a garage facility would be located north of Mill Street in the Illinois Avenue corridor. The structure must be located in proximity to the campus to serve as an attractive alternative parking place for students. Two sites in the corridor could support the garage/retail complex, the open parking lot at the rear of 710 University, and the existing parking lot at Illinois and Hospital Avenue, owned by First National Bank. Development of the complex must incorporate a feasible means of financing the garage and meet an increased demand for university-oriented retail space.

A second solution could be addressed by the University in providing for student parking needs with an on-campus solution.

### **Illinois Central Railroad**

The downtown development plan incorporates the continued operation of the railroad line and the provision of passenger service through the Amtrak station on South Illinois Avenue. Much of the right-of-way, however, is not required for railroad operations, and several segments have been leased to private parties or sold to the City. The plan recommends utilization of the excess right-of-way for parking, as a pedestrian/bicycle path, and in the Old Town Square, as park land. Through the construction of improvements in the right-of-way, including landscaping, the appearance of the rail corridor will be substantially enhanced and will make a positive contribution to the revitalized downtown.

## DEVELOPMENT STRATEGY

As discussed in the conclusions to the market agreement section of the plan, opportunities for private development activity are currently limited. Much of the potential for future private development is related to a successful city hall/civic center project. To begin placing the foundation for a successful implementation program, several actions need to be addressed.

1. Organization of implementation structure in the community to incorporate public and private resources into an effective decision-making process.
2. Identification of priority projects that will help address current needs and stimulate additional project improvements.
3. Examination of project finance tools available to the community to assist in implementing projects.
4. Examination of zoning regulations and their contribution to downtown development.

### Organization

A key step in organizing implementation actions in Carbondale will be to get and keep the key players (i.e., business representatives, University, City, and property owners) involved in the program. Following the example established in the planning process, a "Steering Committee" entity could be appointed by the Mayor to guide and push the process.

Membership of the Steering Committee is important and it should include significant carryover members from the planning program. The chairman of the Committee will play a key role since he/she will direct the effort and replace in part the function played by the consultants during the planning stage. The Committee will need financial support for fleshing out specific projects and sponsoring development activities. Funding should not just be from the City and should include local business and property owners as well as the University. SIU-C and City staff could provide technical and economic/marketing assistance to the Steering Committee.

One option open to the community would be to structure the Steering Committee as a Downtown Development Authority (DDA) or a commission. The DDA commission would have responsibility for facilitating development and would be a "watch dog" group protecting the downtown area's interests in the many private and public decisions that will help shape the area.

A second option open to the community would be to consolidate responsibility and designate an existing body, such as the Civic Center Authority (CCA) or the Uptown, Inc., as the downtown management agency. As the entities already performing tasks in the downtown, they would be well positioned to guide other activities leading to development of the Old Town Square, Depot Center, the hotel, and parking in the South Illinois corridor. As the downtown facilities are realized, the Steering Committee entity can assume program responsibility, such as developing outdoor events for the Old Town Square and promoting attendance at events from throughout the region.

The Steering Committee entity must act as a coordinator of development. For example, if portions of the downtown are designated as historic preservation districts, the Steering Committee must work with the Preservation Commission in facilitating the review of designs for building projects.

A guide for the Steering Committee entity could be provided by the National Main Street program. The National Main Street Center has a wealth of information and guide books. Many of the books deal with organizing at the grass roots, forms of funding, and structuring the management entity; carrying out a facade program; etc. Illinois does not have a Main Street Program, although the State Historic Preservation Office in Springfield could provide some guidance as well. Indiana has a Main Street Program (Indiana Department of Commerce) and has about 50 active towns.

### **Priority Projects**

The downtown revitalization strategy will require that initial energy/resources be focused on several related projects. Clearly the most important is the city hall/civic center. This multi-use project will absorb most of the time of the downtown and civic leadership in the near term. Considerable activity is currently taking place in conjunction with this project and consideration should be to be given as follows:

1. Get early involvement of local legislators and officials for the Department of Commerce and Community Affair (DCCA).
2. As an alternative or fallback to DCCA approval, special legislation for the civic center project should be considered. This would probably need aggressive support from the SIU-C leadership.
3. Involve SIU-C in the process to the fullest extent and determine if they have access to any funding sources (i.e., for performing arts center). Also, consider resources from the Capital Development Board.

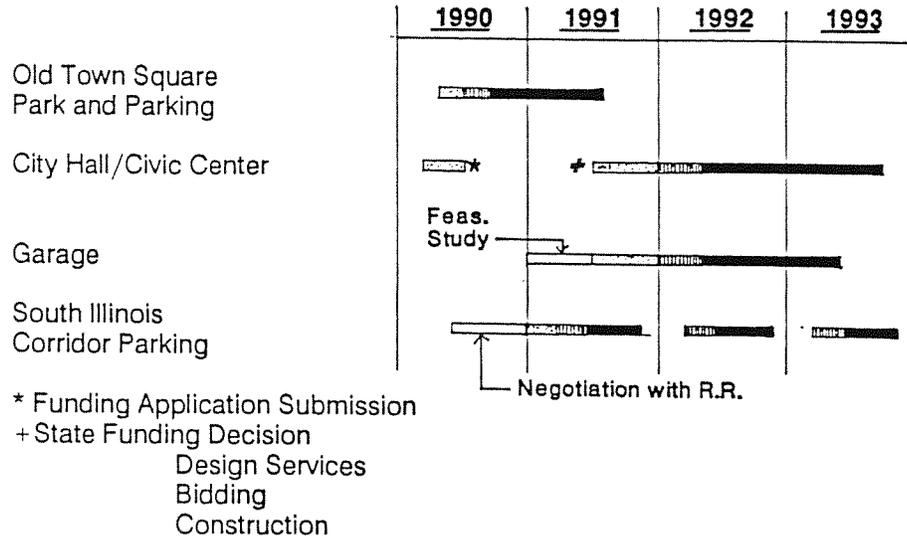
A second and companion short-term project is the parking deck. This project will have difficulty with economic feasibility, and to succeed, joint use (i.e., day, evening, and weekend) will be essential. It will also require public support of the garage, possibly through a special benefit district.

A third short-term project that can have immediate positive impact on the downtown is construction of the parking lots/parks in the Old Town Square and the South Illinois Avenue area. The Old Town Square project may be the easiest project to undertake since the City controls the land in the Square.

Subsequent projects which must be coordinated with property owners, developers, potential business investors, and market forces must be managed by the Steering Committee entity set up to manage the program.

The timing of the city hall/civic center and garage projects is dependent in part on the state's funding cycle for civic centers. The following schedule shows the potential timetable for the initial projects, Phase I, based on the assumption that the Carbondale civic center complex will be granted funds in July 1991.

Schedule of Events--Phase I



General Cost Range Estimates

Old Town Square:		
Park	\$	265,000
Parking	\$	75,000
City Hall/Civic Center:		
60,000-70,000 Sq. Ft.	\$4,500,000 to	\$4,900,000
Garage:		
225 Spaces	\$1,000,000 to	\$1,550,000
180 Spaces	\$ 550,000 to	\$ 800,000

NOTES:

1. Cost for Old Town Square Park does not include estimates for railroad warning/protection devices at pedestrian crossing of railroad.
2. Old Town Square Park estimates included 20,000 square feet of pavement utilizing pavers, 4800 linear feet of sidewalk, 102 trees, and \$20,000 for children's playground equipment. Improvements are planned for Washington Square Park, Buckminster Fuller Park, and Children's Park.
3. Timing for design and construction of city hall/civic center assumes state approval of application for funds under Metropolitan Civic Center Support Act in the spring of 1991.
4. Estimates for cost make no provisions for removal or treatment of hazardous materials found on construction sites.
5. Construction of garage with 225 spaces assumes a staggered split-level design (5 levels); construction of garage with 180 spaces assumes one level of structure parking above a paved parking surface.

## Project Financing

Financing of downtown development involves consideration of a variety of tools, each with their own contributions and limitations.

The Illinois Department of Commerce and Community Affairs (DCCA) recently designated an "Enterprise Zone" in Carbondale. This designation permits, if certain conditions are met, the following benefits:

1. Abatement of all real estate taxes on improvements for 5 years (7 for historic structures), followed by abatement of 50 percent of the taxes for the next 5 years (3 for historic structures)
2. Deduction of local sales taxes for purchase of building materials for remodeling or new construction
3. Waiver of building permit fees
4. Sale of structures for urban shopsteading and homesteading for up to \$100 to qualified organizations for rehabilitation and resale to end users
5. Tax credits applied against Illinois income taxes
6. Deduction of state sales tax for purchase of building materials for remodeling or new construction
7. Exemption from the state sales tax on manufacturing machinery and sales equipment
8. Utility tax exemption from state utility levies
9. Earning tax credits applicable toward state taxes by providing new jobs
10. Deductions for institutions and businesses for state income tax purposes for various levels in involvement in businesses in the zone

The net effect of the designation of an enterprise zone in Carbondale will be to promote private property development. The various incentives may act as a stimulus for attracting private investment in property improvements and establishment of new enterprises.

The enterprise zone will not directly assist the City in formulating an investment strategy to help underwrite cost of public improvements. A variety of other tools address this need, as well as provide additional private investment incentives.

The method of financing will be determined by the precise form of the project. The successful financial formula will have to be creative and could involve drawing from one or more of the following:

1. Tax Increment Finance (TIF): Downtown Carbondale meets the tests for either a redevelopment or conservation TIF district. The state's 5 percent sales tax TIF is not available to Carbondale, since the district was not formed prior to December 31, 1986. The City's 1 percent sales tax, however, can be considered as a potential source of TIF funds. The City's attorney will need to determine if a utility TIF could be adopted, and if so, the City can consider applying its gains in utility tax proceeds to the TIF district. In either case, the classic real estate TIF conditions apply. Changes in the TIF law require consultation with the school district(s), park district, and county, among

others. For a TIF district organized to use real estate taxes, it would appear that the current real estate base is low, so any growth in real estate taxes could be captured. However, due to approval of the enterprise zone, most of the growth in real estate taxes could possibly be exempt for up to ten years, so the "real estate" TIF impact may be slight.

2. Hotel, Restaurant, and Amusement (HRA) Taxes: The City currently is involved in this program and collects a 4 percent hotel tax and a 1 percent food and beverage tax. The hotel tax generates \$155,000 of which \$115,000 is used to promote tourism and \$40,000 is used to support downtown programs. To the extent that the civic center or theatre concept conforms with the current guidelines for these funding sources, consideration should be given to supporting the civic center program. The HRA tax would appear to be an excellent source of operating funds for those projects that can be shown to have a relationship to generating additional hotel business. The 1 percent food and beverage tax generates \$386,000 per year, which currently goes to the general fund.
3. Special Service Area: Illinois law permits a city to form Special Service Areas if additional services or some other functions are to be performed over and above normal services. For instance, the downtown implementing body, the Steering Committee entity, could be partially funded through an SSA. It might also be possible to form a facade program, sidewalk renovation program, snow removal, etc., through the SSA. A potential variation is using the SSA district as a single parcel; by applying the SSA process and waiving the rights of taxpayer remonstrance, a property owner might be able to fund exterior renovations, including sidewalks, period lighting, etc., through the SSA mechanism at a tax exempt rate. This process requires careful guidance by legal counsel.
4. Public Benefit: Illinois law permits the taxing of property owners for a public benefit fund. This mechanism is not widely used, but it is possible to create the fund to carry out certain works that have a direct public benefit.
5. CDAP Loans/Grants (DCCA): This is a program funded through the state portion of the CDBG program and therefore uses the same standards as in 24 CFR 570 et seq. Carbondale, as a non-entitlement city, utilizes these funds. The infrastructure work to be done in the downtown might be supported by this program as economic development eligible activities of CDBG; however, the low-moderate household income benefit issue must be addressed. Typically, application of CDBG funds can be a very political issue. Note that if the CDAP came to the City for another purpose, the funds, when repaid, stay with the City. The City currently receives approximately \$25,000 per year into its revolving fund from the repayment of previously loaned project funds.
6. Linked Deposits: The City has initiated a linked deposit program which may help improve the feasibility of improvements to private property. Under the program, a private property owner defines a property improvement project and arranges for a conventional loan from a lending institution. Upon approval by the City, a portion of its funds are deposited at the same lending institution and a share of the City's interest is allocated to the property owner's loan, thus buying down the interest rate paid by the borrower.
7. DCCA Programs: DCCA has a number of programs, including loan programs for businesses, that could factor into the downtown development program. Loans and loan packaging for businesses outside the civic center project area could be one of the "hooks" or incentives for getting the remaining downtown businesses involved. This will require administration by a local staff, and possibly should be undertaken by the City.

8. **Public Building Commission:** Some Illinois cities have Public Building Commissions (PBCs) that enter into intergovernmental agreements to design, fund, build, lease back, maintain, and operate facilities. Usually PBC bonds are relatively short term (10 years or less). Revenue for repayment of the bonds comes in the form of lease payments from the government(s). This may bear investigation if Carbondale does not have or does not use an existing PBC. There are limits as to the use of the proceeds. Also, other taxing bodies may object to the City's use of PBC capacity.
9. **Income Tax Surcharge:** This one-time program will amount to \$1.1 million for Carbondale in 1990 and 1991. These funds are currently earmarked for downtown with the following commitments:

Purchase Railroad Property	\$275,000
Decorations	25,000
Banners	25,000
Civic Center Proposal	<u>31,000</u>
	\$356,000

The balance of these funds can be used for recommended projects.

10. **General Obligation/Revenue Bonds:** Carbondale can always go the traditional GO route and sell bonds. The technique could be to issue a go-bond for the civic center facility, but to abate the tax levy if the other revenue sources will service the debt (e.g., TIF revenues, leases from SIU-C).
11. **Historic Preservation Programs:** A state grant of up to \$20,000 for rehabilitation of buildings owned by public or not-for-profit organizations may be applicable to downtown buildings such as the depot. Federal tax credits of 10 percent may also be applicable for commercial structures built prior to 1940. See Background Analysis, Historic Buildings, for more information.
12. **SIU-C Long-Term Lease:** This may be the key factor in getting the commitment to both use and finance the civic center project.

As stated, ideally the project should determine the method of financing although it does not always work that way. In any event, a successful city hall/civic center garage project in Carbondale is going to probably involve "creative financing."

### Zoning Ordinance

The Primary Business District (B-PR) covers the core of the downtown, including the area along the Illinois/University corridor from south of Mill Street to Oak Street. East of the railroad, the B-PR District extends from Main to Oak along Washington. The B-PR District is very permissive and is similar to downtown zoning regulations in similar cities. The range of permitted uses includes typical downtown activities and the floor area ratio which controls the intensity of building development is liberal enough to permit reasonable density levels consistent with downtown market needs.

The zoning regulations permit but do not require off-street parking for each principal use. Consequently, most establishments provide no parking or only enough parking to meet their individual marketing needs. The ordinance places responsibility on the City and private parking operators to provide parking spaces. Due to the size of the City and lack of high-density parking demands, the private sector does not operate pay lots, leaving the City as the primary provider of public parking facilities. This situation is unlikely to change in the foreseeable future.

The parking shortage in south Illinois Avenue cannot be remedied by requiring private property owners in the B-PR District to provide parking or by rezoning the area to a district requiring parking because the area is relatively well developed and new structures are likely to be scattered through the area. Existing establishments that began operation under the B-PR would not have to provide parking. The requirement that off-street parking be provided by property owners for each use would also, if successful, lead to a lower building coverage per lot and a lowering of building density. The south Illinois area thrives on relatively high densities that attract pedestrian shoppers.

Section 15-1-11 of the ordinance sets minimum design standards for development of private parking lots required by the ordinance. The standards are part of a mandatory, comprehensive site design review process applied to each structure that requires issuance of a building permit. Although not required to do so, the City should apply the parking lot landscape requirements contained in the ordinance and use it as a minimum standard for design and redesign of all of its lots.

The current zoning district pattern in the downtown is appropriate except for the Light Industrial classification of the City's parking lot on Washington Street south of Main. Although the classification has no immediate ramifications, the lot should be classified in the B-PR District when commercial-type uses are developed.

## BACKGROUND ANALYSIS/EXISTING CONDITIONS

The start-up tasks that initiated the downtown planning program called for conducting **interviews** with community leaders, investigating **land use** activities and **transportation** patterns, identifying **historic** buildings, conducting a **visual assessment**, and identifying potential **building projects**. Information gained from these tasks is described below.

### ANALYSIS OF INTERVIEW

Thirty-six community leaders were interviewed during a two day period. Comments made by the interviewees have been divided into five topics: trends, problems, opportunities, objectives in the downtown area, plus suggestions for ways to organize the downtown redevelopment program.

#### Trends

The most often mentioned positive trend was general approval for restoration and rehabilitation activities of older buildings in the downtown area. In particular, restoration activities at the intersection of Washington and Jackson Streets and Illinois and Jackson Streets were cited as leading examples.

The removal of structures in the downtown to assemble Parcels A and B produced mixed reaction among the respondents. Some indicated the building removal improved the appearance by making the downtown cleaner and neater while others said the building removal detracted from the activity generating ability of downtown.

Some respondents indicated the downtown suffers from "benign neglect" while others indicated activity and development is "stagnant".

Many people mentioned the continued decline of downtown's retail function, often recognizing the related development of suburban facilities. The implications of downtown's retail loss appeared divided between a feeling that attempts should be made to recapture this function or to seek new types of activity.

There was a general consensus that the present downtown is ugly and needs major improvements.

#### Problems

Problems identified by the respondents dealt with (1) attitudes of citizens about downtown, (2) the development process, and (3) the lack of facilities or problems with existing facilities.

**Attitude** problems dwell on the Community's inability to cause positive change in the downtown. Those interviewed indicated a lack of confidence in city government to carry out long-range or short-range development objectives. A general consensus stated the downtown business community is fragmented and provides little leadership; the Chamber of Commerce is not viewed as a leader in revitalizing the downtown area. There is a general consensus that there is little reason to go downtown. University and Medical recruiters, when showing Carbondale to prospective professional faculty and doctors, generally avoid the downtown or describe it as a "student business" center. The downtown is viewed as a negative factor when it comes to "selling" Carbondale to prospective professionals.

A minority of respondents reflected a belief that a segment of Carbondale's population distrusted and disliked what they view as the student domination of downtown. The respondents believe this segment of the town's population generally view the student interest as a dominating force throughout the entire downtown, they do not differentiate between the student area south of Cherry Street and the general community service north of Walnut. The distrust of student influence dates back to the student riots of 1970's and the years of turmoil that followed.

When discussing downtown business problems, a number of interviewees mentioned the competition of outlying retail areas, the University's entertainment facilities, as well as traditional downtown problems, such as parking, perceived or real crime, etc.

A small segment of those interviewed indicated a fear is held in parts of the community population of the "levee" area. This area is perceived to be the black dominated neighborhood beginning at the intersection of Washington and Jackson and running to the north.

A final "attitude" problem held by one respondent was capsulized in its description of downtown Carbondale as "appearing like downtown Beirut without parking meters."

The observations of problems growing out of the frustration with the **development process** generally focuses on City government's inability to redevelop in Parcel A with a hotel/conference center and Parcel B with a garage and retail shopping area. The frustration is magnified by the consensus view that downtown Carbondale needs a positive stimulus for change. The City's failure was blamed by some on a poor process or on poor development procedures. The City is believed to have poorly handled its attempt to include the Walnut Street Baptist Church in the boundary of Parcel A, resulting in a smaller area for redevelopment. The City's efforts to implement a facade loan program was also criticized for being too slow and, in one instance, for being poorly marketed to downtown property owners. Development process issues not necessarily related to downtown include the lack of support or encouragement for the development of minority-owned small business enterprises.

Problems with **facilities** included a variety of factors. The lack of a focal point or anchor in the downtown was noted by numerous respondents as the most important facility related problem.

The lack of a retail shopping nucleus as well as the lack of nighttime activity-generating uses was noted as a problem by some respondents.

Problems related to parking and traffic circulation included a lack of parking south of Cherry Street, the need for additional parking in the vicinity of Washington and Jackson Streets, the need for parking convenient to the users destinations, and the lack of free parking. The downtown's high traffic volume, along with "traffic gridlock," was noted by several respondents as a problem in the downtown. It was noted by respondents that the Mill Street underpass that may be constructed under the IC tracks may lessen the traffic volume and gridlock problem.

The poor pedestrian environment in the downtown was noted by several respondents along with the poor condition of sidewalks that effects movement of handicapped residents.

A problem volunteered by two respondents was the need for a "teen center" for the community. The downtown was noted as a potential location for a teen facility that would be located on neutral ground near the center of the community. Other respondents indicated the location of the teen center in the campus town area may

have negative connotations due to proximity of the teen center to bars and alcohol-selling establishments.

Several business-owner respondents from the campus town area commented on the presence of an automobile repair garage located on south Illinois Avenue that stores numerous inoperable cars in the public's view. This business establishment is regarded as an eye sore in the student service area.

### Opportunities

Opportunities discussed by the respondents identified two general categories: (1) design or process related actions and their results, and (2) facilities or land uses that may be successful in the downtown.

The single most important **design opportunity** was cited as the ability of the community to create a focal point or a draw for the downtown. This reflects the commonly held view that the downtown lacks a center point, a heart. Usually, respondents picked Parcel A as the key focal area although a lesser number identified the "square" (Jackson on the north, Monroe on the south, Illinois on the west, and Washington to the east) as the central focal area.

A second commonly cited opportunity was the ability to improve the appearance or "cosmetics" of the downtown during new construction, continued rehabilitation and restoration of existing structures, and beautification of the "square" area. Some specific design guidelines offered included: (1) the area north of Walnut should be redeveloped and recast as the "Old Town," and the area south of Walnut or Cherry (depending on the real definition) as "Student Town"; (2) the Main Street entrance into the downtown (particularly from the east) should be handled as the downtown's "front door"; and (3) the key block of existing buildings in downtown is the west side of Illinois between Main and Monroe and the old depot on the opposite side of Illinois Avenue. Opportunities for reusing the old depot for a museum and tourist reception center was frequently noted as a positive step.

There was some mild diversion of opinions on the issue of emphasis on new construction versus rehabilitation or restoration of older structures. While all supported the restoration work that has gone on thus far, some stressed strongly the need for "new construction" at this point to act as a stimulus for further development while others continued to place a primary emphasis on continued rehabilitation. The Franklin Hotel at Jackson and Illinois which has been vacant for fifteen years, was cited by different respondents as a building that should be torn down and one that should be saved. One respondent cited the need to move City offices into existing buildings thus opening the opportunity for the private-sector use of Parcel A as a retail and banking center.

The final design opportunities discussed by the respondents focused on the potential impact of the University and its students on the downtown. The respondents generally believed the University is willing and can play a positive role in the downtown although few specific suggestions were offered. Several cited the potential for a performing arts center facility as a downtown element. A minority of the respondents reflected the need to emphasize the student service aspects of the downtown area as a general theme, while virtually all the respondents agreed the student theme should be capitalized on in the area south of Cherry.

When **facility** opportunities were discussed, almost without exception, the respondents agreed that the City's office center should move downtown as the focal point or as part of the focal area. The hotel/conference center received support although several respondents believed the City's opportunity for developing the

project may have passed. An undefined civic center or community center received consistent support among those interviewed. Other uses noted as needed in the downtown include speciality retail stores, office space (medical or other uses), garden apartments and housing for senior citizens, restaurants, public park land, upscale retail, entertainment hotel, and various services.

The recently acquired railroad property received attention as an opportunity in the downtown. Respondents, in addition to viewing the acquisition as positive, indicated use of the property should be for park area, parking, and in some instances, for construction of buildings. While most respondents viewed the potential use of the property as a general opportunity, several specifically pushed for the re-creation of the old square atmosphere dominated by public park land in the railroad area.

### Objectives

Several objectives identified process related goals for the downtown program. It was noted that a long-range plan is required for the downtown to guide projects carried out in the short range as well as over the long-term. The process must be developed to carry out the plan for sound development and, importantly, to do something fast in the short range for an immediate impact on the downtown. Variations of the plan objectives included the development of a theme or purpose for the downtown as well as many reminders of the importance of having a plan that is feasible and can be implemented.

The respondents focused on the City Government complex as a key objective in the development program. It was suggested the government center be combined with a civic center by several respondents and that the City facility be designed with flexibility in mind to permit it to adjust over time to changing governmental needs. An additional objective cited was the combination of private investment with public funds in the City government complex.

An objective cited by many of the respondents was the need to improve the appearance of the downtown.

A commonly voiced objective was the need to increase activity downtown and to support economic development of the community.

A commonly cited objective noted the desirability of building on the historic past of the downtown.

Several objectives relating to parking and circulation were noted. Objectives included: (1) maximize use of the same parking facilities by day and nighttime activities in the downtown, (2) develop downtown as a walking community with improvements in the pedestrian atmosphere, (3) maintain traffic flow through the downtown without further diversion of traffic on perimeter bypass roads, and (4) add additional parking in the student town area and in the vicinity of Jackson and Washington Streets.

Several general design objectives were noted including the creation of a focal point in the downtown and construction of a tall, landmark building in the downtown area. Improved maintenance of street furniture was noted along with support for reuse of the existing depot as a welcome center and museum. There was a general support for the creation of park space and a plaza area as part of a permanent, positive, open-space structure in the downtown area.

A final general objective statement was to define the need to develop the downtown as a stable, attractive business area that is capable of growing with economic development of the community.

Carbondale's student population was included in two objectives: (1) to overcome the negative perception of the community that the downtown is a student-dominated area, and (2) to meet the needs of students that are not served on campus at the present time.

### Development Organization

With few exceptions, respondents agreed strongly that the City must take the lead in promoting redevelopment of the downtown area. This represents the recognition that the City controls the major vacant parcels and is the "logical" lead body. This also reflects the belief that the business community is not capable of providing the lead organization.

The combination of the City with support from the University was also noted as a possible structure for promoting redevelopment.

Several respondents cited the need for the lead entity to be a coalition of City leaders, representatives of Uptown Inc. and by representatives of business owners. To carry this out, it was noted that a new organization would be needed to work as an advocate for the downtown. The new Civic Center Authority to be formed by the City and created by the State was noted as a potential management mechanism to combine groups into a lead organization

Staff responsibilities in carrying out the downtown plan were often assigned by respondents to the City Manager as the principle responsible individual. Some respondents noted the need for the City's planning staff to help educate the public and to participate in the development program.

### LAND USE

This section provides an overview of the study area's land use activities. The hierarchy of activities includes a specific land use classification of uses and general land use patterns. Eleven different specific land use classes define the various land use activities. The existing land use pattern is then formed by combining related classes into five different general land use patterns. Both items, specific classes and general patterns, are discussed in this section.

Field surveys were conducted by Barge, Waggoner, Sumner and Cannon (BWS&C) during October and November 1989.

#### Land Use Activities

Land use activities are classified as residential single family, residential multi-family, tourist commercial, retail convenience, retail shopping goods, services professional, services personal, general business, public, quasi/public, and light industrial. The classifications are defined as follows:

1. Residential single-family land is used for dwelling purposes for single-family detached units.
2. Residential multi-family land is used for dwelling purposes for duplexes and multi-family units.
3. Tourist commercial uses include hotels, motels, and other transient lodging facilities.

4. Retail convenience includes those activities that provide consumable or convenience goods purchased on a frequent basis, primarily by the resident population; restaurants, food, theaters, entertainment, gas, etc.
5. Retail shopping goods are land uses providing durable goods purchased on an infrequent basis and typically after comparison shopping; clothing, appliances, furniture, etc.
6. Services professional uses are primarily office and institutional space for the provision of financial, medical, legal services, and the like.
7. Services personal include office and retail space for barber and beauty shops, repair services, and the like.
8. General business land use includes office and retail space for business services, distribution and office/show rooms, building materials, automobile sales and service, and the like, where outdoor display and storage of goods is allowed.
9. Public institutional uses include those which are owned and operated by a public agency.
10. Quasi-Public activities include churches, fraternal organizations, and the like, which generally serve the public.
11. Light industrial includes manufacturing, assembly, or processing enterprises fully contained within a structure and provide for the storage of goods.

In an effort to better understand the dynamics of the study area, the distribution of land uses was analyzed with specific attention towards the entrepreneurial uses--retail convenience, retail shopping goods, and services professional uses. The following observations are made for the entrepreneurial category of uses.

- Retail convenience represents 45 percent of this class of uses.
- Retail shopping goods represents 39 percent.
- Services professional represents 16 percent of the total entrepreneurial uses.

The following table indicates the distribution of the three specified classifications.

<u>Classification</u>	<u>Study Area North of Jackson</u>	<u>Study Area Between Jackson &amp; N. Hospital</u>	<u>Study Area Between S. Hospital &amp; Grand</u>	<u>% of Total</u>
Retail Convenience	2.25%	22.0%	20.75%	45%
Retail Shopping Goods	0.00%	25.5%	13.50%	39%
Services Professional	1.25%	8.5%	6.25%	16%

Further analysis of the data, with respect to the various activities contained in each classification, reveals that the majority of the restaurants, bars, and entertainment activities are located between Elm Street and Grand Avenue. The majority of retail shopping goods are located along Illinois, between Jackson Street and Grand Avenue; specialty apparel (i.e., menswear, ladies' wear, casual wear) are located south of College Street on Illinois Avenue.

Throughout the study area, undeveloped land and vacant buildings occur. This creates a visual blight and interrupts the vitality of the street scene. See Figures 12, 13, and 14.

### Land Use Pattern

The general land use pattern, based upon analysis of the study area's land use arrangements, is defined by residential, public/quasi-public, retail, business, and industrial land uses.

Residential land uses are primarily located on the fringes of the study area. An exception to this rule is residential uses that penetrate into the study area on the south side of Walnut Street and the south side of Cherry Street.

Public/quasi-public lands create predominant patterns in four areas. The first occurs in the western fringes of the study area north and west of Main Street/University Avenue intersection, the hospital precinct. The second location links public lands at the Main Street/Railroad intersection with the Walnut Street-Monroe Street/Illinois Avenue intersections. The Elm Street-Cherry Street/Illinois Avenue-University Avenue intersections create a third area of public/ quasi-public land centered on the Federal Building. The fourth area anchors the study area and is composed of SIU-C land along the southern and southeastern boundaries of the study area.

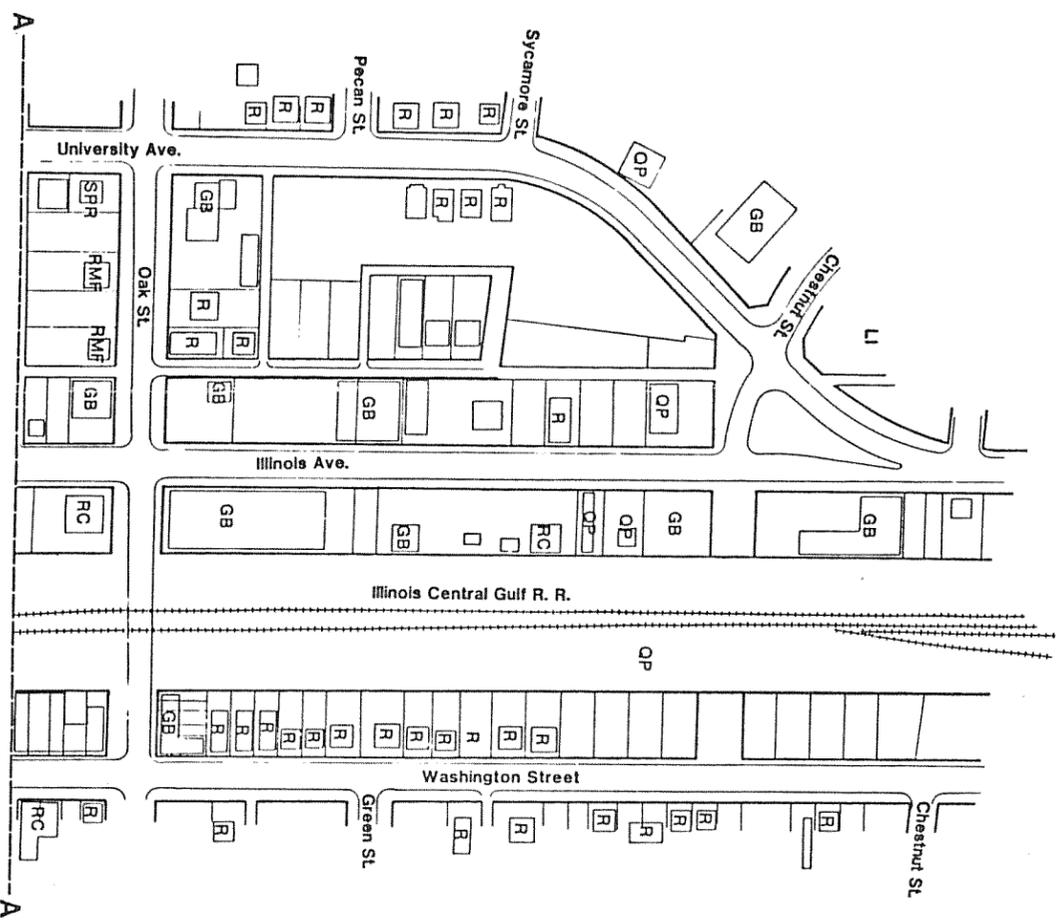
Retail uses are predominately located in the Illinois Avenue corridor. More so than any other use, retail activities in the downtown reflect the downtown area's dual purpose of serving students and the broader community. South of Elm, retail uses are primarily marketed to university customer needs. Book stores, supplies, food, recreation, entertainment, clothing, and personal services predominate in the corridor from Grand Avenue to Elm. The clothing stores located in the south Illinois Avenue area represents the greatest concentration of clothing sales in the downtown.

North of Elm, retail uses are marketed to a broader, less well defined community-based user group. Between Elm and Jackson, a variety of retail uses are provided: speciality gifts, jewelry, shoes, bicycles, and used furniture. In addition to the Illinois corridor, additional limited retail is located on Washington between Monroe and Jackson. The presence of used furniture sales in the downtown core reflects the relatively low level of economic demand for retail space.

Main Street, between University and Marion provides additional limited retail mixed with general business activities.

Three banks are also located in the downtown area on Main at Marion and at the intersection of Main and Illinois Avenue. The third bank, on University at Hospital Street, is located in the university service area of the downtown.

The distribution of restaurant and entertainment establishments in the downtown reflect the downtown's diverse personality serving students and the broader community. South of Elm along Illinois Avenue and, in particular, in the vicinity of the College Street/ Illinois Avenue intersection is a cluster of establishments serving food and providing entertainment for university students. North of Elm, two other clusters of entertainment/restaurant activity exists in the vicinity of Monroe and Illinois and at the intersection of Jackson and Washington Streets. The entertainment restaurant areas in the downtown extend the length of business activity into the nighttime hours.



**LAND USE CLASSIFICATION**

RETAIL, CONVENIENCE	RC
RETAIL, SHOPPING GOODS	RS
SERVICES, PROFESSIONAL	SPR
SERVICES, PERSONAL	SP
GENERAL, BUSINESS	GB
PUBLIC	P
QUASI / PUBLIC ( CHURCHES, FRATERNAL ORG. )	QP
LIGHT INDUSTRIAL ( WHOLESALE, WAREHOUSING )	LI
RESIDENTIAL - SINGLE FAMILY	R
RESIDENTIAL - MULTI - FAMILY	RMF
TOURIST COMMERCIAL	TC

**LAND USE CLASSIFICATION**  
**FIGURE 12**



Barge  
Waggoner  
Sumner and  
Cannon

in association with

Economic Research Associates

REL NO 11785



**LAND USE CLASSIFICATION**

RC	RETAIL, CONVENIENCE
RS	RETAIL, SHOPPING GOODS
SPR	SERVICES, PROFESSIONAL
SP	SERVICES, PERSONAL
GB	GENERAL BUSINESS
P	PUBLIC
QP	QUASI / PUBLIC (CHURCHES, FRATERNAL ORG.)
LI	LIGHT INDUSTRIAL (WHOLESALE, WAREHOUSING)
R	RESIDENTIAL - SINGLE FAMILY
RMF	RESIDENTIAL - MULTI - FAMILY
TC	TOURIST COMMERCIAL

**LAND USE CLASSIFICATION**  
**FIGURE 13**

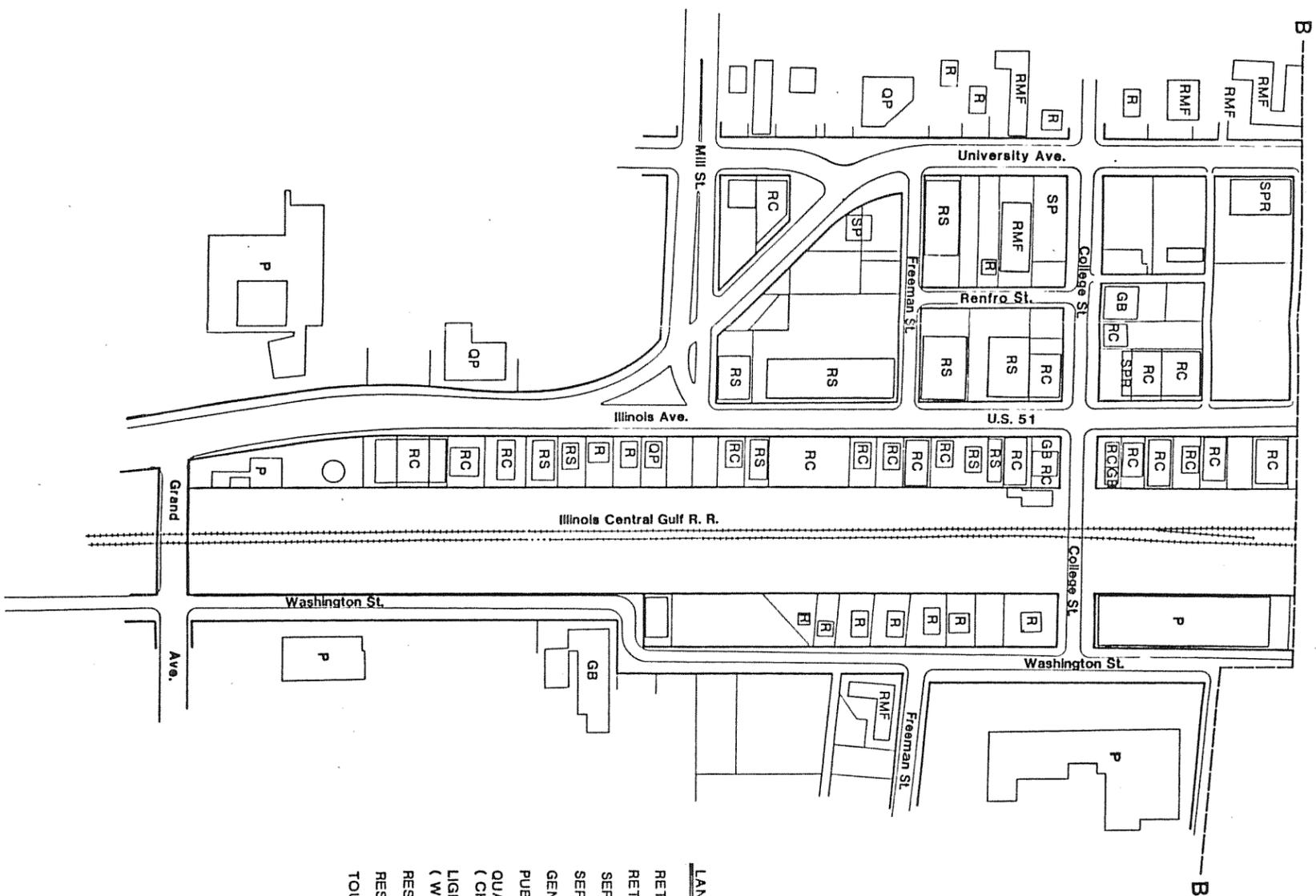


Barge  
Waggoner  
Sumner and  
Cannon

In association with

Economic Research Associates

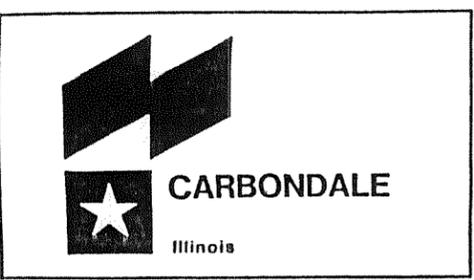
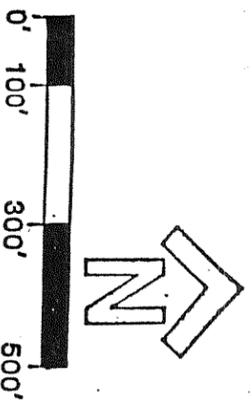
FRE NO. 11785



**LAND USE CLASSIFICATION**

RETAIL, CONVENIENCE	RC
RETAIL, SHOPPING GOODS	RS
SERVICES, PROFESSIONAL	SPR
SERVICES PERSONAL	SP
GENERAL BUSINESS	GB
PUBLIC	P
QUASI / PUBLIC (CHURCHES, FRATERNAL ORG.)	QP
LIGHT INDUSTRIAL (WHOLESALE, WAREHOUSING)	LI
RESIDENTIAL - SINGLE FAMILY	R
RESIDENTIAL - MULTI - FAMILY	RMF
TOURIST COMMERCIAL	TC

**LAND USE CLASSIFICATION**  
**FIGURE 14**



Barge  
Waggoner  
Sumner and  
Cannon

In association with

Economic Research Associates  
FRE NO 11785

Business land use is distributed throughout the study area. Along Illinois, north of Jackson, the business activity markets primarily auto-related services: used cars, auto parts, and gas. The secondary area is located along Washington Street south of Main Street and includes car service, lumber sales, and a linen transfer station. The third general business area, located on Main Street east of Marion Street, provides used cars, automobile parts, office, and mixed commercial uses.

Vacant land and buildings occur at scattered locations throughout the downtown area. Located on University, north of Oak, is an area of vacant and underused property. The proposed Sycamore Street extension will bisect this area and may provide enhanced access leading toward productive uses. A second general area is located on Washington Street north of Oak. This predominately residential area is characterized by vacant lots and residential structures in a deteriorated condition. The area of marginal economic residential values extends south to the intersection of Oak and Washington where several commercial buildings are vacant apparently. A third area of vacant and under used land exists in the eastern part of the downtown centered on the mid-portion of the block bounded by Main on the north, Marion on the west, Walnut on the south, and Gum on the east. The interior of this block represents a large land holding of under used property. A fourth area of vacant property is owned or controlled by the City of Carbondale. Parcels A and B assembled for previous redevelopment activities are located in the core of the downtown area. The other four parcels that make up the public square area centered on Main and the Illinois Central Railroad are currently used for a park, parking, or remain idle. Finally, several isolated structures remain vacant including the hotel at Jackson and Illinois, the commercial establishment on Illinois south of Walnut (north of the Amtrak station), and a few isolated retail structures along Illinois south of College.

Industrial uses in the downtown are isolated in the northwest quadrant of the intersection of University Avenue and Hickory Street.

The following table defines the percentage of each land use in the study area.

<u>Use</u>	<u>Acres(+ /-)</u>	<u>Percent</u>
Residential	27	26.5
Public/Quasi-Public	26	25.5
Retail	15	14.5
Business	33	32.5
Industrial	<u>1</u>	<u>1.0</u>
TOTAL	102	100.0

Entire lots were utilized in determining the acreages. Consequently, land fronting on Washington Street, University Avenue, and the other "fringe" streets was calculated to the rear lot line. This determination explains the predominance of the residential property in the above table.

Although retail land uses are predominant in the core of study area, they are in the minority overall. Other observations include:

- Business land uses are predominant overall.
- Public lands, although representing 25 percent of the land, are not visually dominant.

## TRAFFIC AND PARKING

The transportation elements of traffic and parking have been analyzed to better define the circulation, parking, and congestion patterns with respect to vehicular accessibility in and through the study area. The following assumptions have been made:

- The East-West one-way couple will be implemented.
- Mill Street will be extended to Freeman Street by way of an underpass at the railroad.
- Sycamore Street will be extended to Illinois Avenue.

BWS&C conducted visual reconnaissance, interviewed City staff, and reviewed previously prepared studies and reports (by others) to prepare this section.

### Traffic

The study area is bisected with four arterial thoroughfares. The north-south thoroughfare is U.S. 51 (Illinois Avenue-University Avenue, respectively). The east-west thoroughfare is Illinois 13 (Walnut Street-Main Street, respectively). This roadway system carries the vast majority of the daily trips in and through the study area. Further, of all external trips (those trips originating outside of Carbondale) having destinations through or outside Carbondale, one-third entered the City on the north-south route, and two-thirds entered the City on the east-west route.

Overall, the dominant impact on travel patterns over the past two decades has been the development of University Mall. Currently, among all external trips, one-third have a destination outside of Carbondale, one-third have a destination at S.I.U., University Mall, or the CBD, and one-third have destinations elsewhere in the City.

At present, the intersection of Illinois and College has operational problems during rush hours due to the two-lane configuration on College Street. During the short green phase for College, left-turning traffic on to Illinois will block the intersection if it is opposed by oncoming traffic. The traffic attracted to College may be lessened with the opening the the Mill Street/Freeman Street connector passing under the railroad.

The intersection congestion on Main at Illinois and on Walnut at University should be reduced with the opening of the one-way couple--Walnut and Main Street--west of University. The large number of automobiles making turns at the intersections should be reduced.

One additional street project will have limited impact on the downtown. The City intends to extend Sycamore Street from its present terminus at University, one more block to Illinois Avenue. The proposed extension will permit northbound motorists on Illinois to turn left into Sycamore, rather than traveling one block farther north, turning left into University, and retracing the block trip to Sycamore Street. Extension of the street may provide enhanced access to an underused portion of the University/Illinois corridor north of Oak Street.

With implementation of the east-west couple and Mill Street extension, traffic congestion should be reduced. Additional future roadway improvements may include intersection improvements, conversion of on-street parking to traffic lanes, and signalization improvements.

## Parking

A total of 15 public parking lots (containing at least 4 spaces) are located throughout the study area. In addition, 247 on-street parking spaces are located in the study area. Both the public parking lots and public on-street parking spaces are metered. None of the metered public spaces are located north of the alley between Jackson Street and Oak Street.

Previous studies, by others, have documented the need for more parking, especially in the area south of Elm Street. A review of the City's revenues generated from the parking meters validate, at least, the intensity of the parking situation. The following table illustrates the annual revenues per space of the public parking lots.

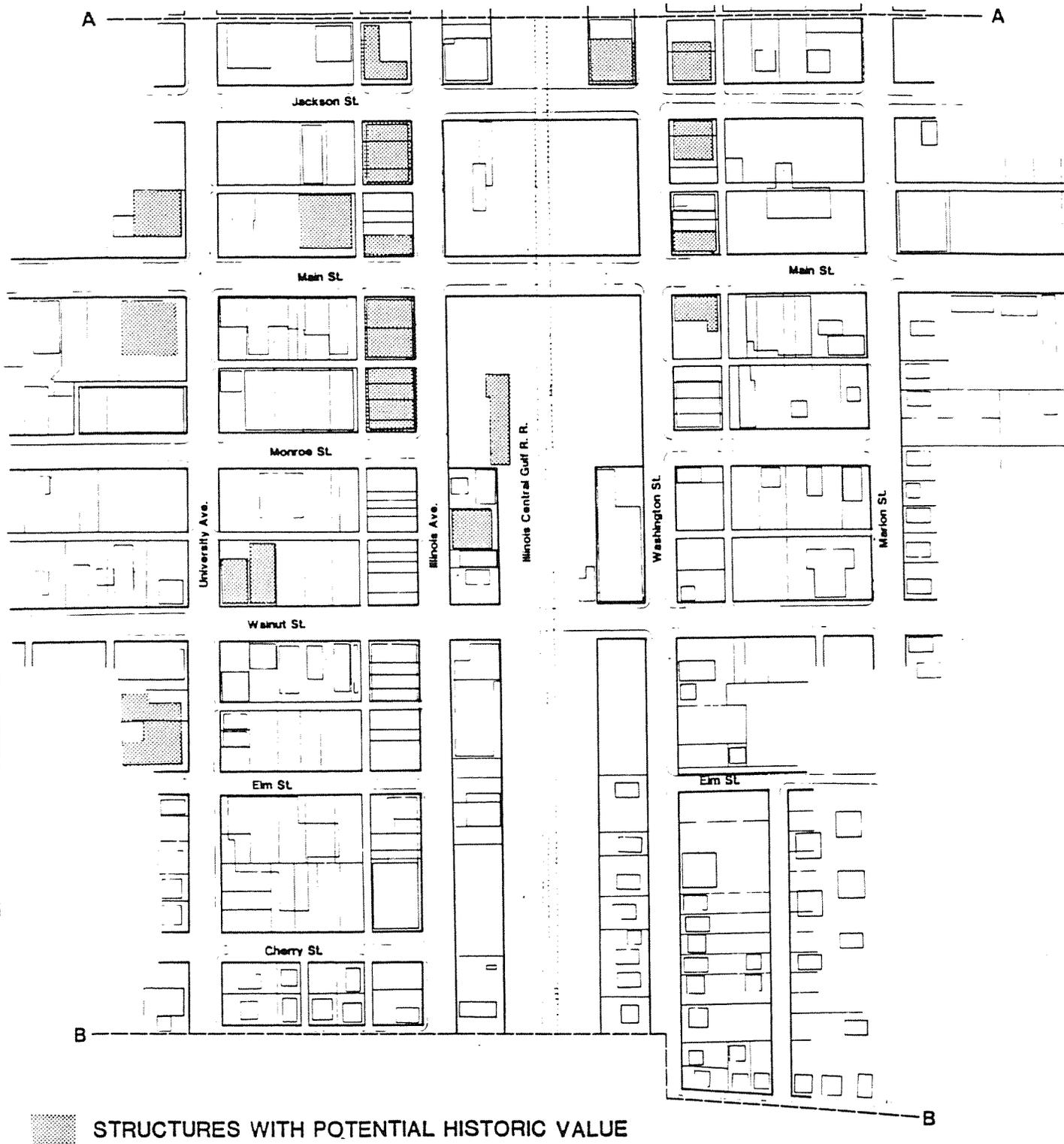
<u>Area Between Jackson and Cherry Street</u>			
<u>Lot No.</u>	<u>1980 Revenue/Space</u>	<u>1985 Revenue/Space</u>	<u>1989 Revenue/Space</u>
9	N/A	N/A	\$ 83
10	\$35	\$ 82	74
11	46	37	65
12	N/A	94	94
13	65	122	119
14	14	153	144
16	N/A	N/A	N/A
17	48	54	64
18	10	114	N/A
19	42	91	64
Average	37	93	88

<u>Area Between Grand and Cherry Street</u>			
<u>Lot No.</u>	<u>1980 Revenue/Space</u>	<u>1985 Revenue/Space</u>	<u>1989 Revenue/Space</u>
1	\$26	\$18	\$ 93
2	72	62	56
3	53	70	136
4	62	67	125
5	49	28	89
Average	52	49	100

## HISTORIC BUILDINGS

The Old Town Square, the birthplace of Carbondale, is surrounded by a variety of historic structures, some predating 1900. A detailed survey of historic structures was not available for the downtown planning program; however, a review of An Architectural History of Carbondale, Illinois<sup>(1)</sup> reveals information on the mercantile structures surrounding the square. Apparently, the oldest surviving downtown commercial structure is the Franklin Hotel located at Jackson and Illinois. In a state of dilapidation, the structure still exists today, however its long-term viable economic use is in considerable doubt. Other historic structures all appear to be in better physical condition. The Brush Building and New Brush Building located on Illinois south of Main Street have had their ground-floor levels substantially "modernized," while the second and third floors retain much of the original character of the structures.

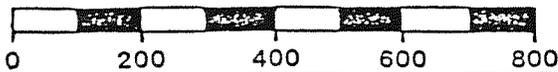
(1) Susan E. Maycock (Carbondale, Illinois: Southern Illinois University Press, 1983).



Source: An Architectural History of Carbondale, Illinois and Barge, Waggoner, Sumner, and Cannon.



# HISTORIC RESOURCES FIGURE 15



Barge  
Waggoner  
Sumner and  
Cannon

Economic Research Associates

Highly successful historic preservation efforts have been undertaken on structures at the intersection of Jackson and Washington Streets and Jackson and Illinois Streets. While some work is in progress, the restoration and modification of these buildings represents a successful combination of historic architecture and contemporary uses. Several other structures on the southern perimeter of the square, including the passenger depot, remain as candidates for restoration activities. See Figure 15.

The Enterprise Zone recently approved for Carbondale opens additional options for rehabilitating historic structures. Providing certain conditions are met, historic property rehabilitation can result in the abatement of real estate taxes for seven years on the value of the improvements. Additional benefits through reduction in sales taxes on the purchase of remodeling materials can also benefit continued use of existing buildings.

Several state and federal programs to offset the cost of rehabilitation of historic and old structures may benefit property owners in downtown Carbondale. The Illinois Historic Preservation Agency manages two state programs. Under the Property Tax Assessment Freeze Program, owner-occupied residences that have been recognized by a federal or local historic designation may have property assessments frozen at a prerehabilitation level for an eight-year period. The assessed value is then returned to its true value for tax purposes over a four-year period of graduated assessment increases.

The second state program, Illinois Heritage Grants, involves the approval of development grants for rehabilitation of structures owned by the public or not-for-profit organizations, excluding churches. The structures must be listed on the National Register. The average grant is in the \$8,000 to \$10,000 range, while a few applications receive the maximum grant of \$20,000.

Federal tax credits may also provide benefits for owners of downtown structures. Federal regulations permit use of 10 percent tax credit for substantial rehabilitation of commercial structures 50 years of age or older. No official recognition of the historic value of the structures is required.

A second federal tax credit program permits a 20 percent credit for substantial rehabilitation of designated historic properties. To receive approval of rehabilitation action, both state and federal agency approval is required of plans that restore and contribute to preservation of the structure's historic value. To be eligible for this program, the structure must be in an approved National Register District or be individually recognized as an historic structure.

## VISUAL ASSESSMENT

Appearance is an important ingredient in a successful downtown program. A survey of the visual elements of downtown Carbondale was undertaken as part of this plan. The general assessment measured the impact of buildings and the defined urban street spaces.

### Building Design

The design of buildings in downtown Carbondale reflects a wide variation in styles and quality. The mercantile structures can generally be divided into two categories: (1) those south of Elm Street marketing services to the university community, and (2) those north of Elm Street serving the general population.

Along Illinois, south of Elm, structures are predominantly single-story and consist of remodeled residential structures and those built solely for commercial purposes. There is no consistent architectural theme exhibited by the structures other than their predominantly single-story construction. Design styles include cottage-type structures with clapboard siding, concrete frame buildings with glass exteriors, concrete block masonry buildings with minimal openings, brick veneered buildings, and structures clad in plastic and metal skins.

The use of canopies and awnings is a frequent device used by the commercial structures to provide shade for pedestrians; however, again the appearance of the shading devices includes a very wide range of designs in the south Illinois corridor. There is no common theme in character or color employed in the selection of canopies.

North of Elm Street and, in particular, north of Walnut Street, the character of structures is dominated by the two- and three-story masonry mercantile buildings several of which were constructed prior to 1900. The impact of these structures is to establish a character for the downtown. None of the buildings contain unique elements that could represent landmark structures. Instead, the buildings serve as background architecture for the downtown.

Other than churches and the former post office structure downtown, Carbondale has a lack of prominent public building to serve as landmarks. The new Federal Building, while a striking contemporary design, is orientated to Elm Street, which diminishes its impact. The structure is partially obscured from Illinois Avenue by commercial buildings resulting in a minimum visual contribution to the downtown by the Federal Building structure.

### Streetscape

The streetscape in downtown Carbondale reflects the accumulation of elements established in the downtown over the years. Overhead electric utility lines dominate the sky above Illinois Avenue south of Cherry Street. The frequent utility poles, transformers, and feeds to individual properties clutter the streetscape. North of Cherry, the Illinois Avenue sky is remarkably open due to the location of the utility lines in an alley running parallel and to the west of Illinois. Overhead electric lines contribute negatively to the streetscape along University between Sycamore and SIU-C campus, along Washington Street, and a portion of the Illinois Central Railroad right-of-way.

Street trees, a potentially important element in the streetscape, exist in a mature state on several streets crossing Illinois and University. The street tree planting program has begun to provide the promise of mature trees on Illinois from Freeman to Cherry, on Illinois in the vicinity of Jackson Street, on Washington Street between Walnut and Monroe, and at the intersection of Jackson and Washington.

The condition of the sidewalk pavement is another element contributing to the streetscape. Along Illinois Avenue, south of Cherry, several sidewalk condition problems were found, particularly on the east side of the street. Uneven sidewalk pavements due to cracking of pavement and reconstruction of surfaces in conjunction with property development contribute to the problem. Another characteristic common to Illinois Avenue are the sidewalk steps. In many locations, first floor building elevations are three to four feet higher than the street surface requiring the construction of steps in the longitudinal direction of the sidewalk. In some instances, the sidewalk steps have been integrated with new street tree planting wells resulting in an organized and positive visual image, such as the block of Illinois Avenue between Hospital and College Streets. On the other hand, some of

the poorly constructed sidewalks steps have contributed to sidewalk problems in the vicinity of the intersection of Illinois and Freeman Street.

A unique image footprint of all cities results from the assessment of the quality of exterior urbane spaces created by buildings and trees. Downtown Carbondale is unique for a community of its size for the relatively large size of its downtown. Stretching for approximately one mile in a north-south direction, and one-half mile east and west, the resulting urban spaces are characterized by a relatively low density of buildings. The low density of structures and the frequent open spaces results in a downtown with few well-defined urban street spaces. In assessing the visual contribution of buildings and tree masses, several were noted as providing positive visual anchors in the downtown. Two areas with clusters of visual anchors upon which the revitalized downtown image can be based are on Washington from the Main Street to Jackson Street intersections and along Illinois from the vicinity of the Monroe Street and the Jackson Street intersections. Both of these areas are located around the Old Town Square and form the basis for the definition of the downtown core area.

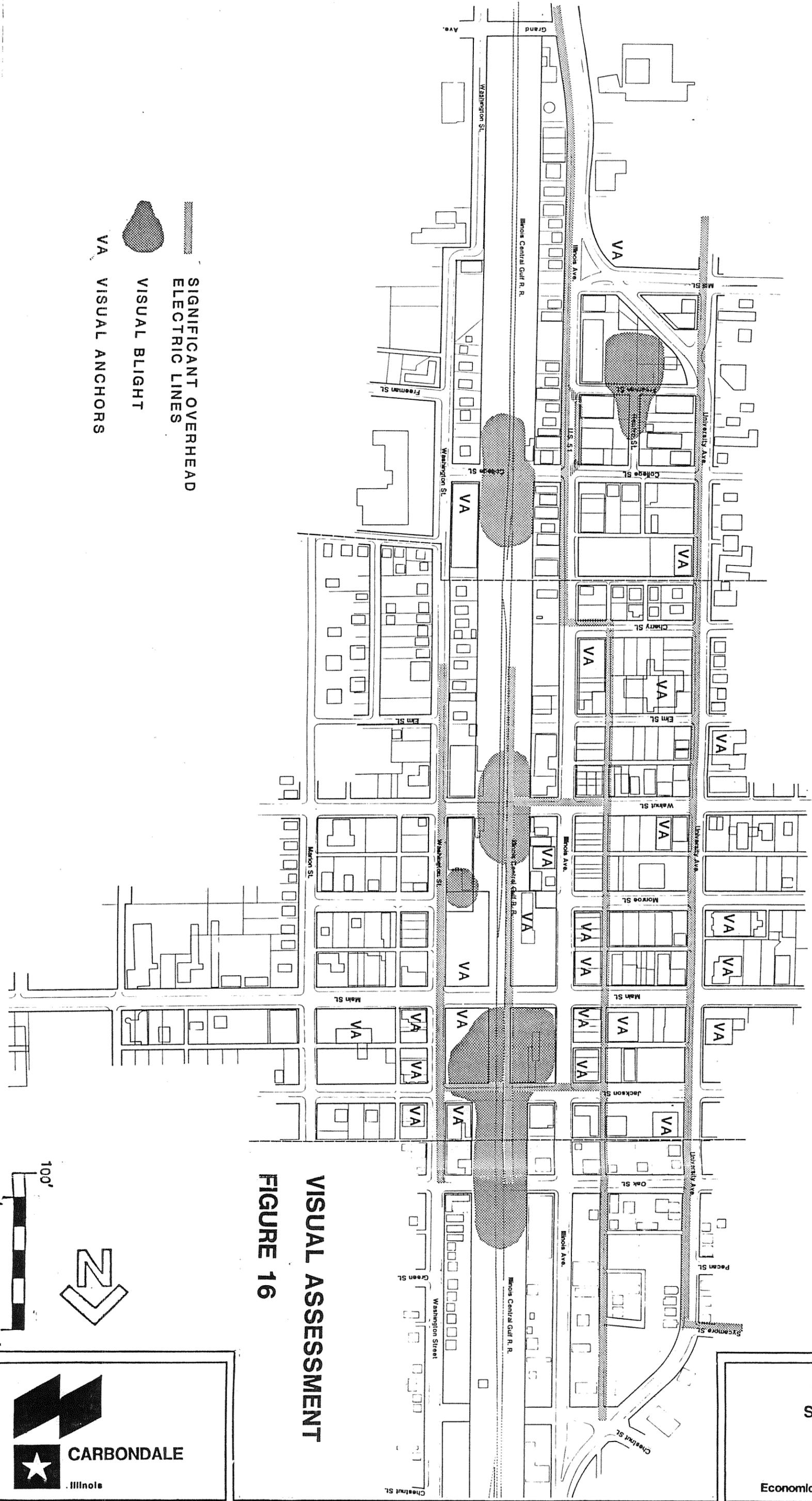
The downtown exterior spaces can also make a negative visual impression on downtown users due to lack of organization and poor maintenance of grounds and buildings. The most prominent visually blighted area exists along the Illinois Central Railroad property north of Main Street. This area contains the former freight depot and includes the unkempt site of the former division headquarters building. Several other locations of visually blighted areas occur along the railroad right-of-way. In the university dominated portion of the downtown, the poorly organized parking lot with utility poles and random building placement located in the vicinity of Freeman and Renfro Streets is a significant visual problem. In this same vicinity, at the intersection of College and Illinois Avenue, a business operating as a garage is located on a site that is inadequate for the volume of business. The congestion of automobiles on the property adds to problems at the intersection. See Figure 16.

### Urban Design Opportunities

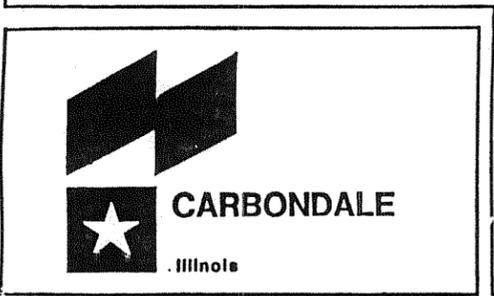
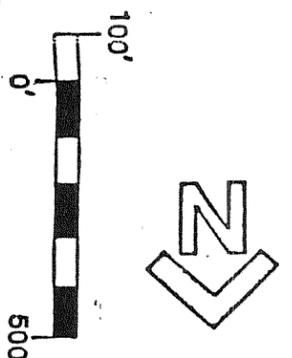
In order to resolve some of the visual problems and create a functional downtown, a variety of opportunities are present. See Figure 17.

1. Create a downtown landmark structure. Construction of the proposed city hall/civic center presents the best opportunity through the construction of a prominent public building to create a focal point in the downtown. The building should be designed to be compatible with the general scale of the downtown, yet express a clear, prominent theme so that it is viewed as a significant and important structure in the downtown.
2. Identify and strengthen key pedestrian links between uses. The use of special brick paving, distinctive lighting fixtures, and street trees can be used to highlight pedestrian paths--links--between key downtown uses, thus contributing to the image of the downtown as a special place.
3. Create an architectural design theme for new infill structures north of Elm Street. With special attention given to materials, scale, and color of structures, new buildings constructed in the downtown area north of Elm Street can reinforce the character established by the existing older mercantile buildings.

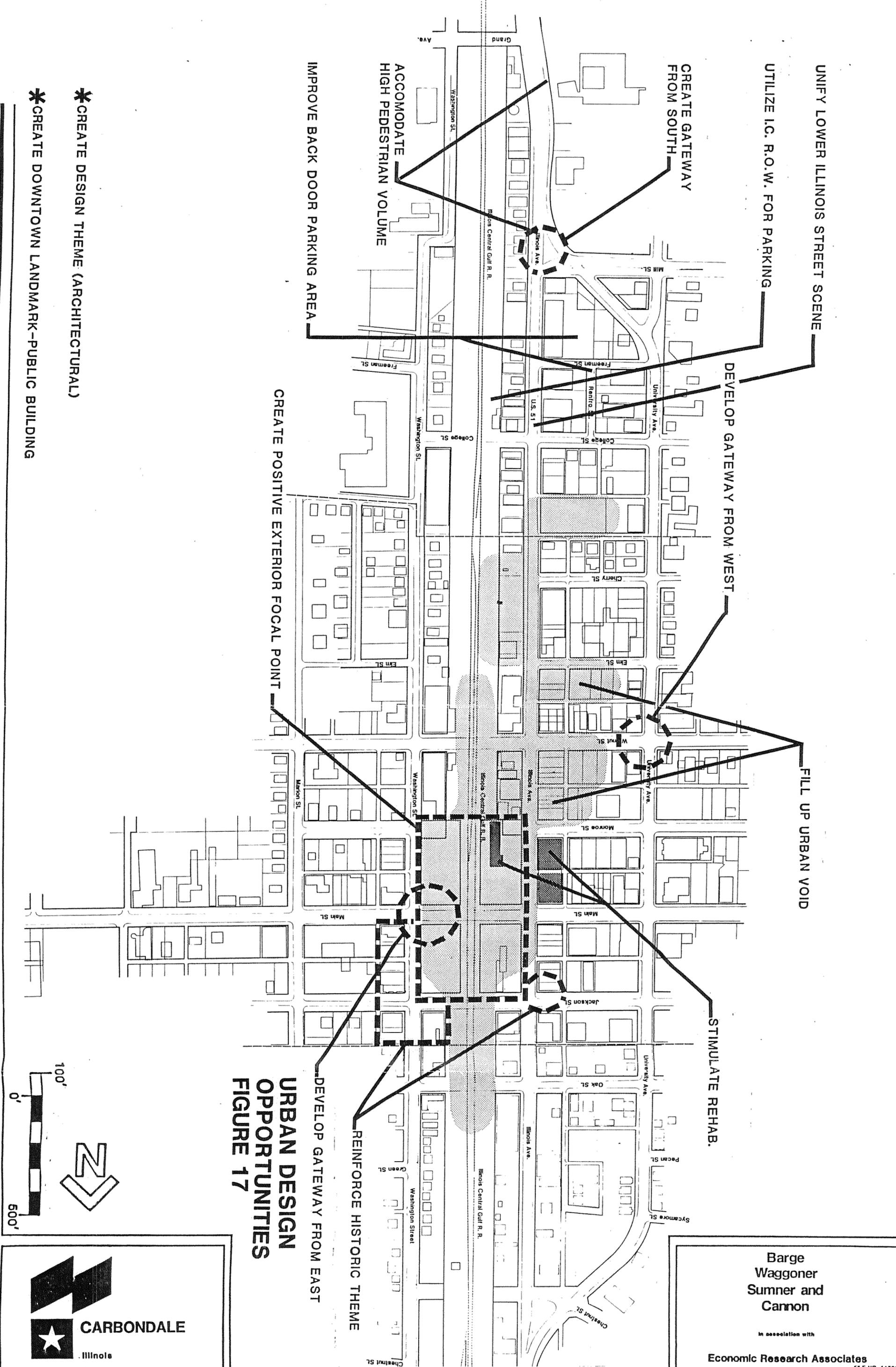
 SIGNIFICANT OVERHEAD  
 ELECTRIC LINES  
 VISUAL BLIGHT  
 VA VISUAL ANCHORS



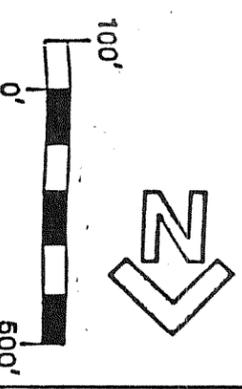
**VISUAL ASSESSMENT**  
**FIGURE 16**



Barge  
 Waggoner  
 Sumner and  
 Cannon  
 in association with  
 Economic Research Associates  
F&E NO. 11760



**URBAN DESIGN OPPORTUNITIES**  
**FIGURE 17**



**CARBONDALE**  
 Illinois

Barge Waggoner Sumner and Cannon  
 In association with  
 Economic Research Associates  
 FILE NO. 11760

- \*CREATE DESIGN THEME (ARCHITECTURAL)
- \*CREATE DOWNTOWN LANDMARK-PUBLIC BUILDING

4. Reinforce the historic theme of the downtown. A block of buildings on the west side of Illinois between Monroe and Main street should be rehabilitated with the intent to restore and enhance the architectural character of the structures. Similarly, restoration and productive use of the passenger depot should be encouraged. Two clusters of buildings which have been restored to productive economic uses while retaining the character of the structures, should be reinforced through the provision of parking and street landscaping sensitive to the buildings. Located along Jackson at Illinois and Washington Streets, the contributions made by these buildings should be capitalized on through the development of support facilities.
5. Create gateways into the downtown. Three intersections have been identified that if enhanced through landscaping can create effective entranceways into the downtown; for traffic from the east of the downtown, the intersection of Main and Washington Streets should be developed; for traffic entering downtown from the west along Walnut, the intersection of Walnut and University should be enhanced; and, for traffic entering the downtown from the south along Illinois Avenue, the intersection with Mill Street should be enhanced. Improvements to the Illinois/Mill Street intersection must be coordinated with construction plans proposed to extend Mill Street under the Illinois Central Railroad.
6. Create a positive downtown focal area. The public square, composed of four tracts, centered on the railroad at Main Street should be developed as a positive open space contributing to the "user friendly" environment in the downtown. The public square should remain as a positive open space containing the rehabilitated passenger depot which may be used for downtown related uses, landscaped parking areas as well as public park space.
7. Fill the urban void. Steps should be taken to encourage construction of new buildings in the downtown area. In particular, use of Parcels A and B, currently owned by the City, should be given a high priority. The location of structures on these parcels plus the introduction of landscaping should be designed to enhance the urban street space as well as accommodate the intended use of the parcels.
8. Unify lower Illinois Street. The university dominated area along Illinois south of Elm Street is characterized by a chaotic visual environment. Use of distinctive street lights and common canopies can help unify the area.
9. Provide parking in the Illinois Central right-of-way. Due to the shortage of parking in the Illinois Avenue commercial corridor south of Elm, a provision should be made to provide additional parking by utilizing excess right-of-way along the Illinois Central line.
10. Improve back door area. To the extent feasible, improvements in the parking lot south of Freeman and in the facilities served by Renfro Street, should be undertaken with improved landscaping, street lighting, and revamped parking layout.
11. Accommodate high pedestrian volumes. Due to the large number of pedestrians originating from the SIU-C campus and bound for the Illinois Street corridor, special provisions should be made for facilitating the flow of pedestrian traffic across Mill Street into the Illinois Street shopping area. Moving pedestrians through the Mill Street/Illinois Avenue intersection must be coordinated with the redesign of the intersection. Also, the opportunity to

accommodate pedestrians and especially bicyclists in continuous paths along the railroad right-of-way should be considered. A path parallel to the rail line could eliminate the numerous obstacles found on Illinois for north/south-bound pedestrians/bicyclists.

### BUILDING PROGRAM

During investigation of potential building space projects in the downtown, several prospects were identified.

Community leaders have discussed the need for a civic center facility for several years. Study by a previous citizens' committee helped sharpen the interest, and in 1989, the City created the Civic Center Authority (CCA) to investigate opportunities for assistance in funding the project under a State program.

Similarly, community leaders recognize the need for the City of Carbondale to construct a new city hall in the downtown to replace its current facility in a rehabilitated dormitory complex on College Street.

These two projects, plus several other project opportunities, are discussed below. The detailed space needs and users of each project represent very preliminary concepts, but, they provide a general understanding of the potential contribution each may play in the revitalized downtown.

Use: Civic Center--Performing Arts/Gallery

Purpose:

Provide performance and display space, meeting facilities for the entire Carbondale community and region

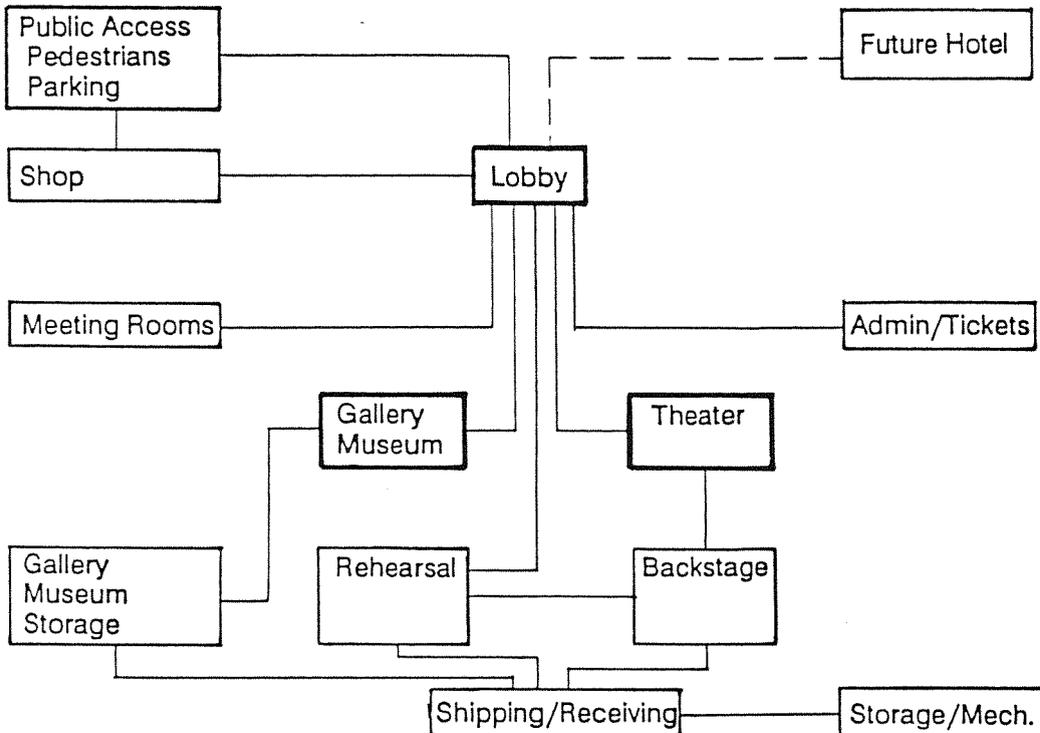
Location Criteria:

1. Central location is downtown; serves as a focal point and visually/architecturally prominent structure
2. Location on site that provides:
  - a. Convenient access to one or two major streets
  - b. Adjacent parking
3. Provide for convenient access from "future" hotel site

Description:

1. Provide facilities to meet the following community needs:
  - a. Community Theater, 250-300 seats
  - b. Recitals, Solo Presentations
  - c. Small Music Ensembles
  - d. Modern Dance
  - e. Film
  - f. Lectures
  - g. Meetings
  - h. Displays - Gallery (for sale items), Museum
  - i. Gift Shop
2. Provide approximately 30,000 to 35,000 square feet of space (Additional study by the CCA will refine the actual space needed.)

A key participant in bringing about construction of the civic center is SIU-C. A commitment by the University to participate as a user of the space will help underwrite its purpose. In addition, a definition of performance, rehearsal, and gallery space needs helped solidify the building's program. A diagram depicting the relationship of space in the center is defined below.



Use: City Hall

Purpose:

Provide legislative and administrative setting for municipal government

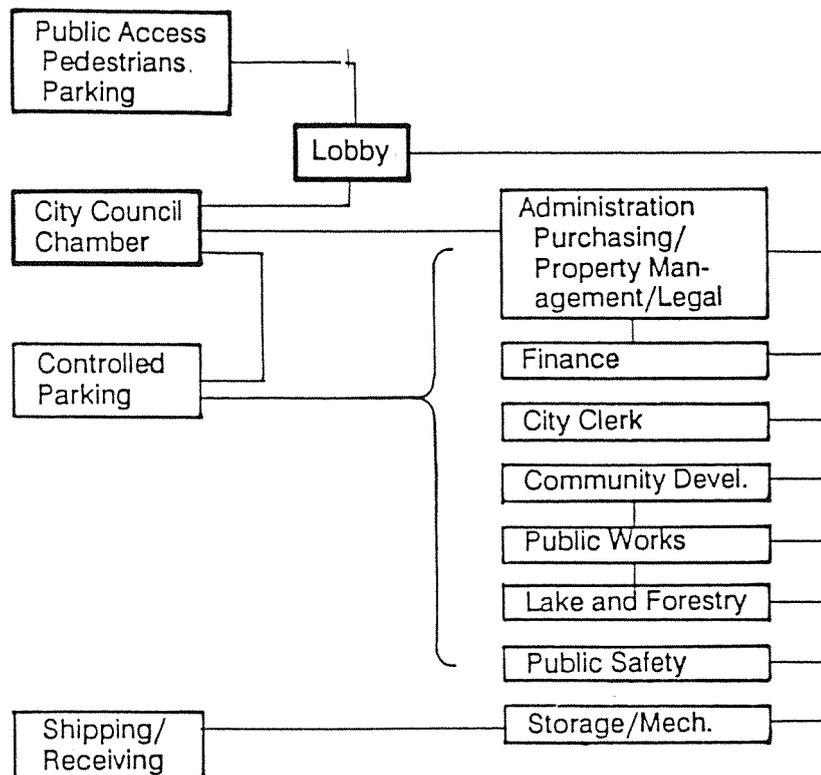
Location Criteria:

1. Central location is downtown; serves as a focal point and visually/architecturally prominent structure
2. Location on site that provides:
  - a. Convenient access to one or two major streets
  - b. Adjacent parking
  - c. Drive-through access for bill paying purposes
3. Location to serve as an anchor and aid for private investment

Description:

1. Contain City Council/City Court ceremonial and support space
2. Contain administrative office and support space except for police department functions
3. Provide 30,000 to 35,000 square feet of space

The extent of space needs are dependent on the City departments included in the downtown facility. Also, an opportunity exists to share facilities with the civic center thus reducing space needed for meeting rooms, mechanical equipment/storage, and perhaps the Council Chamber if the proposed theater can serve as a meeting place for the Council. A diagram depicting the relationship of space in city hall follows.



Use: Suites Hotel

Purpose:

Provide visitor accommodations downtown; serve university overnight/short-term accommodations; provide facilities not available elsewhere in community

Location Criteria:

1. Central location is downtown, serve as a focal point
2. Locate on site that provides convenient access by public, located on one to two major streets
3. Locate on site that provides:
  - a. Convenient access to the University
  - b. Convenient pedestrian access to the civic center meeting/performance facilities
  - c. Parking for hotel
  - d. Convenient access to shopping

Description:

1. Minimum site size 1.9 acre to provide structure and parking

Given hotel market conditions in Carbondale, the hotel must find an unmet market niche to serve. The most promising marketing strategy will be for the hotel to serve the comprehensive needs of the University; capable of accommodating short- and long-term guests drawn to the school. An expression of interest in the hotel by the University is essential to its success. A suites hotel may be the preferred room format in the facility.

Use: Public Pavilion/Gathering Ground

Purpose:

Provide attractive and inviting outdoor public space for casual, ceremonial, and community-oriented use

Location Criteria:

In the heart of downtown

Description:

1. A park-like public open space with ample paved surfaces to attract and support high pedestrian usage
2. An abundance of "greenery"--trees, shrubs, flowers, ground cover--to provide relief from the "built" environment, provide shade, and esthetic pleasure
3. Permanent pavilion or roof-covered areas to provide settings for fairs and celebrations
4. An overall design theme that permits intensive pedestrian use without damaging the space, is attractive and inviting, and contributes to the downtown aesthetically when it is not occupied by large number of people

Downtown Carbondale needs a positive outdoor space to beautify the downtown and provide a flexible site to accommodate a variety of civic activities. Fairs, fetes, public displays, and markets could be held in the usable exterior space.

Use: New Retail

Purpose:

Provide space for existing retail establishments that need to relocate; provide space for specialty "niche" retail

Location Criteria:

1. Locate sites in areas with high pedestrian volumes
2. Provide convenient access, proximity to parking
3. Sites should be adjacent to or conveniently accessible from other existing and potential retail sites to create more effective nucleus

Description:

1. Develop in small units, new construction, to permit phasing over a period of time to meet developing market-structure; new building space should be 50 to 60 feet deep
2. Rehabilitate existing under-used building space in proper location

The market for new retail space is limited, but the chance for successful expansion of downtown retailing is dependent on the ability of entrepreneurs to serve targeted user groups in the community-at-large, the university, and visitors to town. The success of new retailing should be enhanced with construction of the downtown city hall/civic center facilities.

Use: Arts and Crafts Center

Purpose:

Provide affordable space for production and sale of products by individuals and groups

Location Criteria:

1. Convenient to hotel/out of town guests
2. Locate on major streets with convenient parking
3. Locate site in area with high pedestrian volume

Descriptions:

Rehabilitate existing building space with limited competing uses to maintain low cost

This project is speculative in nature and represents the type of facility that a dedicated entrepreneur can be successful with by matching a service to an identified opportunity. If, for example, a community of artisans could benefit from both a shared production/studio space and marketing pool to sell their wares, inexpensive building space near the new hotel could attract new out of town customers and contribute to success of the venture.

Use: "For Profit" Recreation/Entertainment Center

Purpose:

Provide recreation/entertainment facility for youth and young adults in non-alcohol environment.

Location Criteria:

1. Not in the "strip"
2. Convenient access to major streets and parking
3. Proximity to community center

Description:

1. Provide facilities not in competition with SIU-C, such as:
  - Indoor Miniature Golf
  - Youth Night Club with dancing, music, etc.
  - Roller Skating
  - Electronic Games
  - Food Court
2. Located in rehabilitated building to minimize cost

This project is the most speculative of the identified construction concepts. Like the arts and crafts center, the recreation/entertainment center must find the right set of services required by a segment of the public. Due to its potentially positive social service to youth and young adults, the center may be supported by the City, churches, and service clubs.

## DEVELOPMENT ASSESSMENT/MARKET OVERVIEW

This section provides an overview of major factors affecting the economy of Carbondale, Illinois, and the physical environment. Population growth, household trends, employment trends, income, and distribution are considered in the economic subsection. Transportation accessibility and the area's climate and setting are discussed in the physical environment subsection. The purpose of this review is to discuss those economic and physical factors which may impact the potential support for increased day use and overnight visitation, tourist facilities, cultural facilities, and office space in a revitalized downtown.

### POPULATION DEMOGRAPHICS AND PHYSICAL ENVIRONMENT

#### Economic Environment

Population growth, household trends, employment trends, income distribution, and visitation development are presented in the following paragraphs.

#### Population Growth

Population growth is an important element in determining support for a revitalized downtown. The 1988 population of Carbondale, Illinois is estimated to be 26,659. This includes students at SIU-C that are classified as Carbondale residents (the City estimates this number to be approximately 13,000). Table T-1 summarizes the growth in population during the past two decades and provides projections for 1990, 1995, and 2000. Carbondale experienced a decline in population between 1980 and 1985, but it is expected to grow at a fairly slow annual growth of approximately 0.2 percent. Carbondale's population is increasing at a slower rate than the United States as a whole.

Jackson County is expected to experience a similar annual growth level of about 0.2 percent.

Both Carbondale, Illinois, and Jackson County have been and are expected to continue growing at a similar pace with the state. Illinois, as a whole, is growing slower than the United States by 0.5 percent.

#### Age Distribution

Age distribution is an important issue in assessing demand for office space, hotel space, recreational, and public facility development. Table T-2 displays age distributions for Carbondale and Jackson County, the state of Illinois, and the United States.

Carbondale's median age is 23.1, lower than Jackson County by 3.3 years. This age difference can be attributed to the presence of a major university. Carbondale has 42.5 percent of its population between the ages of 18 and 24, and 13.6 percent between the ages of 25 and 34. Carbondale, when compared to the state, has a higher percentage of young adults. Because of the comparably large proportion of young adults, the demand analysis for facilities in a revitalized downtown must consider the needs of this population segment.

T-1

POPULATION TRENDS  
FOR  
CARBONDALE, JACKSON COUNTY, ILLINOIS, AND THE UNITED STATES

	<u>Carbondale</u>	<u>Jackson County</u>	<u>Illinois</u>	<u>United States</u>
1980	26,414	61,522	11,418,461	226,500,000
1985	25,607	62,400	11,640,400	235,000,000
1988	26,659	63,612	11,674,300	240,000,000
1990	27,361	65,287	11,721,044	243,000,000
1995	27,485	65,583	11,838,724	252,000,000
2000	27,898	66,567	11,957,586	261,000,000
Annual Growth Rate 1980-1985	-0.6%	0.3%	0.4%	0.7%
Annual Growth Rate 1985-1990	1.3%	0.9%	0.1%	0.7%
Annual Growth Rate 1990-1995	0.1%	0.1%	0.2%	0.7%
Annual Growth Rate 1995-2000	0.3%	0.3%	0.2%	0.7%

Source: Sales and Marketing Management Survey of Buying Power; United States Census; City of Carbondale; Economics Research Associates. 9631-11/89

T-2

AGE DISTRIBUTION AND MEDIAN AGE  
FOR  
CARBONDALE, JACKSON COUNTY, ILLINOIS, AND THE UNITED STATES  
1989

	<u>Carbondale</u>	<u>Jackson County</u>	<u>Illinois</u>	<u>United States</u>
Total Population	27,007	62,738	11,457,470	243,211,700
Median Age	23.1	26.4	32.6	32.2
0-5	5.2%	7.5%	9.1%	8.2%
6-13	4.8%	7.9%	11.4%	9.8%
14-17	10.1%	7.5%	5.5%	7.8%
18-24	42.5%	24.8%	10.6%	10.5%
25-34	13.6%	16.1%	17.8%	16.6%
35-44	6.5%	11.3%	14.4%	18.3%
45-54	4.2%	7.3%	10.2%	9.0%
55-64	4.9%	6.4%	8.6%	8.5%
65+	8.2%	11.2%	12.5%	11.5%

Source: Urban Decision Systems; Economics Research Associates.  
9631-11/89

T-3

HOUSEHOLD TRENDS  
FOR  
CARBONDALE, JACKSON COUNTY, ILLINOIS, AND THE UNITED STATES

	<u>Carbondale</u>	<u>Jackson County</u>	<u>Illinois</u>	<u>United States</u>
1980	8,817	22,558	4,045,374	80,389,664
1989	9,462	24,168	4,267,913	92,867,757
1990	9,471	24,508	4,302,125	92,775,008
1995	9,495	25,377	4,388,858	101,530,486
2000	9,519	26,278	4,477,340	101,530,486
Annual Growth Rate 1980-2000	0.4%	0.8%	0.5%	1.2%

Source: Urban Decision Systems; Sales and Marketing Management's Survey of Buying; Economics Research Associates. 9631-11/89

### Household Trends

Households represent the economic unit which dictates the spending of leisure time and discretionary income. It is important to understand household change and growth when assessing demand for office space, retail, and public facilities. The following dot points summarize Table T-3.

- There are 9,462 households currently in Carbondale, and 24,168 in all of Jackson County.
- Over a period of twenty years--1980 to 2000--Carbondale is expected to have a positive 0.4 percent growth level. Jackson County households are expected to increase twice as fast.
- Illinois is expected to grow .5 percent per year, and the United States at 1.2 percent.

### Income

Carbondale, Jackson County, and Illinois's primary market effective buying income is another economic factor affecting the demand for a revitalized downtown. The higher a household's disposable income, the greater the probability that the household will participate in additional recreational and leisure activities such as shopping, entertainment, and added social involvement. The following dot points summarize Table T-4.

- Carbondale's estimated median household effective buying income of 1988 is \$14,670.
- Jackson County's effective buying income for 1988 is estimated at \$17,998. Illinois' effective buying income is expected to be \$28,031.
- The United States 1988 effective buying income is projected to be \$27,991.

Carbondale's median effective buying income is lower than that of Jackson County and the state as a whole by almost \$14,000. The relatively low buying power of the local population in particular, as it relates to demand for additional office space, retail facilities, hotel rooms, and public facilities, will need to be considered carefully in subsequent phases of this study process. ERA believes that the large student population seriously impacts median purchasing power in Carbondale since students are usually heavily subsidized by their parents (as well as student loans, government programs, etc.). In addition, the large student population presents some positive implications for entertainment, dining, and specialty retail.

### Employment

Employment is an important factor which affects population and income. Table T-5 profiles the annual unemployment rate from 1980 through 1988 for Jackson County. Since 1980, Jackson County's employment base has decreased from 29,389 to 27,021. Employment has a direct impact on the population base and household income.

Jackson County's overall unemployment rate in 1988 is estimated at 7.9 percent. The unemployment rate for the United States as a whole ranged from 6.1 to 7.0 percent.

Major employers in Carbondale, Illinois, and Jackson County are listed in Table T-6. Subsequent dot points summarize this table.

T-4

MEDIAN HOUSEHOLD INCOME ANALYSIS--EFFECTIVE BUYING INCOME  
FOR  
CARBONDALE, JACKSON COUNTY, ILLINOIS, AND THE UNITED STATES

	<u>Carbondale</u>	<u>Jackson County</u>	<u>Illinois</u>	<u>United States</u>
1980	\$ 9,190	\$14,833	\$22,366	\$17,924
1986	13,036	17,508	27,136	24,632
Estimate 1988	14,670	17,998	28,031	27,991
Annual Growth Rate 1980-1986	6.0%	2.8%	3.3%	5.4%
Annual Growth Rate 1986-1988	6.1%	1.4%	1.6%	6.6%

Source: Sales and Marketing Management Survey of Buying Power; Dun and Bradstreet Corporation; Economics Research Associates. 9631-11/89

T-5

JACKSON COUNTY AVERAGE ANNUAL UNEMPLOYMENT  
1980-1988

	<u>Unemployment Rate</u>	<u>Labor Force</u>	<u>Resident Total Employment</u>
1980	9.7%	29,389	26,552
1981	9.2%	29,327	26,632
1982	9.2%	28,675	26,028
1983	9.6%	28,022	25,327
1984	9.0%	26,564	24,178
1985	8.8%	26,700	24,360
1986	8.6%	26,264	24,018
1987	8.1%	27,339	25,125
1988	7.9%	27,021	24,897

Source: Jackson County Department of Employment Security;  
Economics Research Associates. 9631-11/89

T-6  
 MAJOR EMPLOYERS  
 IN  
 CARBONDALE AND JACKSON COUNTY, ILLINOIS

<u>Company</u>	<u>Type of Industry</u>	<u># of Employees</u>
Southern Illinois University at Carbondale (SIU-C)	Higher Education/Research	6,363
Southern Illinois Hospital Service	Regional Medical Facility	625
Illinois Department of Transportation	Highway Regional Service	352
Nutrition Headquarters	Mail Order Vitamin Products	325
Tesa Tuck, Inc.	Pressure Sensitive Tape Manufacturing	320
City of Carbondale	Municipal Government	255
J. C. Penney	Retail	255
U.S. Postal Service	Regional Sectioning Center	228
Sears	Retail	200
Lee Enterprises	Regional Newspaper Publishing	160
General Telephone	Communications	150
Carbondale Clinic	Multispecialty Medical Clinic	140

Source: Central Illinois Public Services--"1989 Community Profile;"  
 Economics Research Associates. 9631-11/89

T-7

BREAKDOWN OF LABOR FORCE--1988  
CARBONDALE, ILLINOIS

<u>Category</u>	<u>Number Employed</u>	<u>Percentage</u>
Manufacturing	1,375	4.8%
Nonmanufacturing	12,610	44.2%
Public Sector	12,360	43.3%
Unemployed	2,214	7.8%

Source: Central Illinois Public Services--"1989 Community Profile;"  
Economics Research Associates. 9561-11/89

- SIU-C, the second largest university in the state of Illinois, employs 6,363 persons. The second largest employer is Southern Illinois Hospital Service which employs about one-tenth as many workers with 625 employees.
- All major employers in Carbondale, Illinois, and Jackson County, except Tuck Tape, are either in non-manufacturing or public sectors, as seen on Table T-7.

### Construction

ERA considers the current employment situation to be relatively stable and to have positive implications for predicting future income and market conditions. The dollar value of building permits issued for new construction is an indicator of economic growth. Table T-8 displays the number and dollar value of building permits issued for the period 1980 through 1989. Over the period 1980 through 1989 building permit values average approximately \$8.2 million. Although some of the increased value is due to inflation, the majority is likely result of increased economic activity in the area.

### Number of Overnight Visitors

The lodging industry has a direct positive impact on the local economy in terms of wages, visitor expenditures, and taxes. Direct economic impacts consist of jobs, income, and taxes generated within the local economy by the overnight visitor expenditures.

Indirect/induced impacts go a step further. Overnight visitor dollars do not remain static. These dollars are re-spent throughout the local and regional economy generating additional demand for goods and services. For example, a lodging establishment (recipient of the dollar) will spend money to replace inventory purchased by the visitor such as food and beverages, linen service, electricity. The purchase resulting from the visitors' stay represents the "indirect" impacts of the visit. In addition, the employees of the lodging establishment have income to spend a wide variety of purchases. The larger an area the more developed its tourist industry (and associated array of supplies of goods and services), the longer dollars stay in that county, region, or state before "leaking out" of an area. Thus, there is a great deal of public incentive to support activities and facilities that in turn support the lodging and restaurant industries.

Table T-9 summarizes overnight activity in Carbondale for 1988. Important data is summarized in the following dot points:

- In 1988, Carbondale's hotels/motels realized approximately 113,629 room nights and 100,261 overnight visitors.
- The average annual city-wide occupancy level was approximately 46.6 percent in 1988. This average is skewed downward by the low occupancy rates of a large number of small independent motels. ERA estimates the large chain facilities average between 60 and 70 percent year-round occupancy.
- The major contributors to overnight occupancy are business travellers; persons associated with the University; and groups holding meetings in Carbondale.
- The strongest months for hotel/motel occupancy in Carbondale are May through October; the slowest months are November through February.

T-8

BUILDING PERMIT VALUATION--CARBONDALE, ILLINOIS

	<u>Number of Permits</u>	<u>Valuation of Building Permits Issued in Construction \$</u>	<u>Annual Change in Valuation of Building Permits</u>
1980	169	\$ 5,949,000	
1981	190	14,106,000	137.1%
1982	174	7,011,000	-50.3%
1983	161	6,686,000	-4.6%
1984	199	5,835,000	-12.7%
1985	170	4,760,000	-18.4%
1986	231	10,032,000	110.8%
1987	204	8,965,000	-10.6%
1988	196	11,512,000	28.4%
1989	173	7,184,000	-37.6%

Source: Carbondale City Hall; Economics Research Associates. 9631-11/89

TOTAL ROOM NIGHTS, OCCUPANCY LEVELS, & OVERNIGHT ESTIMATIONS  
CARBONDALE, ILLINOIS

	Total Room Nights Based on Average Occupancy <sup>1</sup>	Total Available Room Nights <sup>2</sup>	Average Occupancy	Overnight Visitors <sup>3</sup>
January	7,683	20,708	37.1%	6,779
February	6,584	18,704	35.2%	5,809
March	7,248	20,708	35.0%	6,395
April	8,938	20,040	44.6%	7,886
May	9,464	20,708	45.7%	8,350
June	10,481	20,040	52.3%	9,248
July	11,327	20,708	54.7%	9,995
August	11,273	20,646	54.6%	9,947
September	11,283	20,040	56.3%	9,955
October	11,534	20,708	55.7%	10,177
November	9,118	20,040	45.5%	8,045
December	<u>8,697</u>	<u>20,708</u>	42.0%	<u>7,674</u>
Total	113,629	243,758	46.6%	100,261

<sup>1</sup> Available Room Nights x Average Occupancy

<sup>2</sup> Based on 668 hotel/motel rooms in Carbondale as of 1/88

<sup>3</sup> Based on a 1.7-day average stay & party size of 1.5

Source: Economics Research Associates. 9631-11/89

As Table T-9 indicates, Carbondale does have the opportunity to increase hotel/motel occupancy levels. In view of the Carbondale hotel/motel occupancy levels, additional research into alternatives (attracting and/or public facilities) is necessary to continue increased overall occupancy.

Initial Observations - Overnight Visitors' Situation

Additional office and retail space, recreational, cultural, and public facility development has a snowballing effect on the lodging industry and area businesses.

As Carbondale is able to offer a greater breadth of activities downtown, it will become easier to sell Carbondale's downtown as a cultural/business/retail focal point; thus more dollars will be spent within the community from within the City, as well as, outside. Carbondale will be easier to promote as a point of destination for conferences and conventions, thereby more rooms will be occupied and more outside dollars will be spent and re-spent in the local and regional economy.

Physical Environment

The following physical environment components are examined in this subsection.

- Physical setting
- Distance to selected metropolitan areas.

Physical Setting

Carbondale is located in southwestern Illinois in the southeastern part of Jackson County. Carbondale is 330 miles south of Chicago, 200 miles west of Louisville, 200 miles north of Memphis, 100 miles southeast of St. Louis, and 15 miles east of the Mississippi River.

Distance to Selected Metropolitan Areas

The test table below summarizes mileage and driving time to Carbondale from selected surrounding areas.

<u>City</u>	<u>Approximate Mileage</u>	<u>Driving Time</u>
St. Louis	96	2.0 hours
Springfield	165	2.8 hours
Nashville	200	3.3 hours
Memphis	215	3.6 hours
Indianapolis	280	4.7 hours
Chicago	330	5.5 hours
Kansas City	350	5.8 hours

Southern Illinois University at Carbondale (SIU-C)

The physical presence of a large university has a myriad of implications for a community the size of Carbondale. SIU-C, with an enrollment equal to or slightly higher than the actual population, provides the City various opportunities, as well as constraints.

ERA has analyzed various aspects of SIU-C and how they may impact the future of Carbondale's downtown. Some factors examined by ERA are: enrollment numbers and growth, faculty numbers and salaries, and on-campus facilities and their utilization by the community.

#### Student Demographics

Table T-10 depicts university enrollment from 1980 through 1989. Highlights are as follows:

- The early eighties witnessed a decline in attendance between 1.5 to 1.8 percent annual drop.
- The late eighties have witnessed a modest growth in student population.

Tables T-11 and T-12 illustrate specific demographic information for SIU-C's enrolled students for 1989. The following dot points summarize the student population:

- Over three fourths, 79.8 percent of the student population is single, less than 20 percent are married, and the rest are either divorced or widowed.
- The student population is fairly young with over 63 percent under 24 years of age. Thirty-one percent of the student enrollment is between 24 and 29 years of age. A fairly small percentage, 5.5 percent, are over 30.
- A great majority, almost 81 percent, of the students are Illinois state residents. Nearly 13 percent are from out of state but within the continental United States. The remaining 6.9 percent are foreign pupils.
- A greater percentage of undergraduate students, 82.9 percent, go to school during the academic year rather than summer, 72.2 percent.
- The summer session student body is comprised of 25 percent graduate level students in comparison to only 14.6 percent during the academic year. This is due to undergraduates taking summer vacation while graduate students usually continue straight through.

#### Faculty, Administration, and Civil Service

SIU-C faculty, administration, and the civil service are an important segment of the population. These professional academicians and civil service employees of the university represent a segment of the market with specific needs and desires. In order to entice this segment to wander off campus and into downtown there must be something for them to do, see, or buy. Faculty, administration, and civil service employment details are delineated on Table T-13. The following are highlighted:

- The faculty is evenly distributed between full- and part-time; 28 percent and 29.7 percent respectively.
- A greater percentage, 42.4 of total SIU-C employees are in civil service.

As Table T-13 depicts, over half of SIU-C employees are either faculty or administration. This market segment should be examined closely in order to determine their demands that can be met in the downtown area.

T-10

SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE  
ENROLLMENT TRENDS

	<u>Carbondale Campus Enrollment</u>	<u>Annual Percentage Change</u>
1980	21,144	
1981	21,446	1.4%
1982	21,116	-1.5%
1983	20,732	-1.8%
1984	20,408	-1.6%
1985	20,012	-1.9%
1986	20,422	2.0%
1987	21,191	3.8%
1988	21,551	1.7%
1989	21,789	1.1%

Source: Southern Illinois University at Carbondale;  
Economics Research Associates. 9631-  
11/89

T-11

1989  
STUDENT DEMOGRAPHICS  
SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE

	<u>Number</u>	<u>Percentage</u>
Single	19,618	79.8%
Married	4,513	18.3
Other	<u>465</u>	<u>1.9</u>
Total	<u>24,596</u>	<u>100.0%</u>
Under 24	15,610	63.5%
24-29	7,626	31.0
30+	<u>1,360</u>	<u>5.5</u>
Total	<u>24,596</u>	<u>100.0%</u>
Illinois Resident	19,790	80.5%
Out of State	3,108	12.6
Foreign	<u>1,698</u>	<u>6.9</u>
Total	<u>24,596</u>	<u>100.0%</u>

Source: Southern Illinois University at Carbondale;  
Economics Research Associates. 9631-11/89

T-12

1989  
BREAKDOWN OF STUDENT BODY  
SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE

	---Academic Year---		-----Summer-----	
	<u>Number</u>	<u>Percentage</u>	<u>Number</u>	<u>Percentage</u>
Undergraduate	20,391	82.9%	8,192	72.2%
Graduate	3,595	14.6	2,833	25.0
Professional	573	2.3	286	2.5
Non-degree	<u>37</u>	<u>0.2</u>	<u>38</u>	<u>0.3</u>
Total	24,596	100.0%	11,349	100.0%

Source: Southern Illinois University at Carbondale; Economics Research Associates. 9631-11/89

T-13  
 1989  
 BREAKDOWN OF STAFF  
 SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE

	<u>Number</u>	<u>Percentage</u>
Full-time Faculty/ Administration	1,869	28.0%
Part-time Faculty/ Administration	<u>1,983</u>	29.7
Subtotal	3,852 <sup>a</sup>	
Civil Service	<u>2,834</u>	<u>42.4</u>
Total Faculty/ and Staff	6,686	100.0%

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<sup>a</sup>Includes Faculty, Administrative, Professionals, and Graduate Assistants

Source: Southern Illinois University at Carbondale; Economics Research Associates. 9631-11/89

### Southern Illinois University at Carbondale Facilities

Due to the university's size in comparison to the City of Carbondale, facilities housed on campus for the primary usage by students must also serve the local community. ERA inventoried the main on-campus facilities and interviewed those persons responsible. Tables T-14 and T-15 characterize SIU-C facilities.

The university has a variety of facilities ranging from an Arena primarily used for athletic games, classroom space, and large scale concerts to the McLeod Theatre strictly utilized for seven theatrical performances a year. The five facilities inventoried range in seating capacities from approximately 95 in the experimental theater to 11,000 in the school's arena.

Although SIU-C's first responsibility is to students, faculty, and the administration with a myriad of events, the local community and surrounding region also benefit from such events as: athletic competitions; plays; student and professional musical recitals, lectures, and debates.

Ticket prices range from nothing for school organization meetings, lectures, and some musical recitals, to between \$12 and \$18 for the bigger-name, special events.

SIU-C's facilities are utilized not only by students, faculty, and administration; some events reach as far into the region as Williamson County, Union County, Perry County, Franklin County, and still further away.

The SIU-C Student Center, the largest Student Center in the United States sans a hotel, hosts a myriad of conventions and conferences. Sixty to seventy percent of these events occur during the summer months when the majority of students are gone and therefore on-campus housing may be utilized. These conference/conventions range in scope from athletic and religious youth camps to Continuing Education Programs.

### Conclusions and Implications of SIU-C

ERA feels existing University facilities offer a unique draw for a City the size of Carbondale. The existing facilities also meet a portion of the demands of the rest of the City and the region. Downtown development must compliment and build off the existing University situation and market.

The students and staff of SIU-C will continue to play a major role in the downtown retail, service, and entertainment market. Projects developed for the downtown area should recognize and incorporate this reality. In addition, the University should be invited to consider downtown locations for projects that need not be located directly on campus (or that would benefit from an off-campus location).

The University will be significantly enhanced by an attractive and viable downtown. As was discussed in our interviews, the downtown is a factor in the recruitment of students and faculty. A stronger relationship between downtown and University leadership will be mutually beneficial.

ERA also believes the University's regional role and importance should be stressed in Carbondale's application if state support is requested for the proposed civic center. The fact that this project will benefit the University, and therefore, the region will enhance the local submission.

T-14

1989  
 SURVEY OF SELECTED FACILITIES  
 SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE CAMPUS

<u>Facility Name</u>	<u># of Seats</u>	<u>Approximate Breakdown of Events</u>	<u>Ticket Price</u>	<u>Attendance</u>
Shryock Auditorium	1,239 <sup>a</sup>	10% Celebrity Series Events & Special Events	\$12-18	800-850 Per Celebrity and Special Event
		62% Music Concerts/Choir/Opera/Dance/Variety Show	Free-\$5	
		14% Lectures/Debates/Meetings/Graduations/Awards	Free-\$5	
		7% Pageants	Free-\$5	
		7% Outside Organizations	\$10	
Arena	4,000 to 11,000	58% Basketball Games	Free	3,700 Average
		15% Graduations	\$12-17	
		13% Concerts		
		8% Conventions		
		4% NWA Wrestling/Sports Rec.	\$3-13	
2% Circus	\$7.50-9.50	15,527		
McLeod Theatre	550	100% Plays	Students \$3	450 During Academic Year
		4 During Academic Year	Others \$6-8	
		3 During Summer Playhouse		
Calipre Theatre (Experimental Theatre)	90-100	100% Student One Acts	Students \$3	90-100 Per Play
			Others \$6-8	
Student Center	Over 300	54% Student Organizations	b	N/A
		19% Campus Departments	N/A	
		10% Student Center Programs: Movies/Lectures/Dances		
		6% Off-Campus Programs: Political Fund Raisers/Local Proms/NAACP Dinner/		
		5% Continuing Education Programs		
		5% Conferences		

<sup>a</sup>Plus 18 Wheelchair Areas

<sup>b</sup>Not Applicable; Too Difficult to Estimate

Source: Southern Illinois University at Carbondale; Economic Research Associates. 9631-11/89

T-15

1989

DESCRIPTION AND PENETRATION OF SELECTED FACILITIES  
SOUTHERN ILLINOIS UNIVERSITY AT CARBONDALE CAMPUS

<u>Facility Name</u>	<u>Facility Description</u>	<u>Area</u>	<u>Percentage</u>
Shryock Auditorium	Located on campus, this theatre holds two special cultural series with top name entertainment. In addition, the facility is utilized by school groups for musical recitals, graduations, lectures, etc.	Jackson County Williamson County Union County Perry County Franklin County Other Illinois	68% 12% 6% 3% 3% 8%
Arena <sup>1</sup>	Located on the SIU-C campus, this facility is utilized during the day as classroom space, for various athletic practices in the afternoon, conferences in the summer, and special concerts throughout the academic year.	Jackson County Other Illinois Missouri/Indiana	80% 15% 5%
McLeod Theatre	Located in the Communications Building on the SIU-C campus, this theatre provides the campus and local community with seven productions a year.	SIU-C Campus Jackson County Williamson County	90% 8% 2%
Calipre Theatre	Located in the Communications Building on the SIU-C campus, this theatre is a small, bare, vacant room, utilized by students for their original work.	SIU-C Campus Jackson County	95% 5%
Student Center <sup>2</sup>	This center has four floors and a basement. The basement houses a craft shop, TV room, Pizza Pete's, and Big Muddy. The first floor houses a 16-lane bowling alley, billiard room/video games, the University Bookstore, banking and photo services, several dining facilities, kitchens, meeting rooms, ballrooms, main dining room, check cashing, etc. The third floor houses student offices and meeting rooms. The fourth floor houses a graphics studio, video lounge, and radio station.	SIU-C Campus Jackson County Other	85% 10% 5%

<sup>1</sup>The arena concerts attract the majority of their attendance from the local community because no student discounts are offered. School athletic events and graduations attract 90 percent of their attendance from campus. Conferences penetrate the states of Illinois, Missouri, and Indiana.

<sup>2</sup>The Student Center is primarily utilized by students and faculty on campus. The local community uses the facility for conferences, high school proms, meetings, and to take advantage of the provided entertainment. During the summer, it houses several conventions ranging from athletic camps to church groups.

## REVIEW OF DOWNTOWN OFFICE SPACE

Occupied office space is a positive economic indicator for any downtown. In order to gain an understanding of downtown's present office space supply, ERA interviewed various property managers and prepared an overview of Carbondale's downtown office space as of November 1989. Driven by automobile, a "windshield" survey of the downtown was conducted, and all office space was noted and analyzed to determine if the building was privately owned by the tenant or leased from a property management company. Four different office buildings were assessed by types of lease, leasable area, locations, occupancy, and various other factors.

### Downtown Office Space

Tables T-16 and T-17 depict selected downtown office space in two buildings. The tables characterize the space in a variety of ways ranging from the net leasable area to tenant types. These tables provide a concise overview of Carbondale's current downtown office space situation. Highlights are as follows:

- Carbondale's downtown office space is primarily located north of College Street and south of Oak. There is not office space in what is locally called "The Strip" - the section of Illinois Avenue which runs into campus.
- On the west side of the railroad tracks at Illinois Avenue and Jackson Street is a privately owned doctors clinic.

### Conclusions and Implications

Based on our field research and interviews with local real estate professionals, ERA did not identify any strong demand for new, market rate, downtown office development. Recent office projects have consisted of free standing special use buildings (professional space) or adaptive reuse of surplus retail space. Downtown office/service space has been primarily oriented towards the University market and located in former retail or second floor space. ERA recommends downtown office development activity focus on:

1. Adaptive reuse of existing non-retail space for office service use.
2. Once the major projects currently under consideration (i.e., civic center, auditorium, parking deck, parks) are finalized, private, market-rate office space may be viable.
3. Subsequent office projects should focus on University related service or medical space associated with the hospital.

## SURVEY OF DOWNTOWN BUSINESSES

Thriving business centers reveal a prosperous environment. In order to assess Carbondale's current retail situation, ERA inventoried the area south of Jackson Street and north of Grand Avenue. Barge, Waggoner, Sumner and Cannon contributed data for retail and service establishments for the downtown area north of Jackson. Businesses were characterized by various means: restaurant/bar/nightclub; office space; retail (defined in particular as to whether it was a clothing store, florist, etc.); service shops (travel agents, printing, laundry, etc.); and miscellaneous. Table T-18 illustrates the current downtown "business" situation. The following dot points profile this table.

- Approximately 25 percent of the businesses downtown are restaurants/bars or nightclubs.
- Only 14 percent of the buildings are utilized as office space. These businesses range from the doctor's offices to insurance companies.
- Although retail makes up over 25 percent of the total businesses downtown, the majority of them are directed to SIU-C students. Book shops, office supplies, casual-type clothing, and sporting goods comprise a large percentage of the retail shops.
- Services located in the downtown region are also aimed at the student population. Laundry services, hair shops, travel agents, and printing shops dominate the service industry in downtown Carbondale.
- There are a few stores, drug stores, banks, and liquor stores to round out the entourage of college-type businesses.

In addition to downtown businesses directly targeting the student population, the University Mall on the outskirts of town presents another difficulty--competition. The University Mall has 489,017 square feet gross leasable area and 417,000 square feet net leasable area.

The Mall is 96 percent occupied and currently has three major department stores: J. C. Penney, Elder-Beerman Meis, and Sears. An expansion project has been started; 250,000 square feet of space will be added. The expansion includes the addition of two major department stores: Venture (May Company), to open in the spring of 1991, and Famous Bar (May Company) to open in the spring of 1992. In addition to the two major department stores, the expansion includes approximately 90,000 square feet for a food court and specialty shops.

The University Mall currently has over 60 specialty stores under one roof. This high density retail outlet has a negative impact on Carbondale's downtown. Free parking, as well as the diversity in shopping and eating establishments, present downtown with some fierce retail competition.

### Conclusions and Implications

Currently downtown retail is directly focused at the student population at SIU-C. If Carbondale is going to modify the current situation and make the downtown not only serviceable to students but also the community, the City must find businesses and offices that will induce not only the student population but the community at large to travel to it.

Downtown Carbondale's retail location advantages include:

- A central location with easy access from all areas of the trade area
- Proximity to University staff and students
- Potential access to hospital visitors, railroad passengers and through auto traffic
- Competitive space costs

## T-16

## DOWNTOWN OFFICE SURVEY

	<u>Mike Neil</u> <u>305 S. University</u>	<u>Gary Parish</u> <u>206 W. College</u>	<u>Bonnie Owens</u> <u>Schwartz Building</u>
Net Leasable Area	1,000 Sq.Ft.	8,000 Sq.Ft.	8,100 Sq.Ft.
Certificate of Occupancy Date	Old House Conversion	1969	Early 1900
Occupancy Date	1988	1969	N/A
Total Occupied Space	1,000 Sq.Ft.	8,000 Sq.Ft.	5,600 Sq.Ft.
Annual Average Absorption	1	1 Office/ Year Turnover	1
Lease Rates (per Sq.Ft.)	\$2 Net of Taxes	\$11.5--Main Floor 8.0--2nd Floor 7.5--Basement	
Common Area Factor	None	None	
Tenant Types	Accountant	Dentist; Insurance (2); Electrolysis; Employment Agency; Church Office; & Regional Brokerage	Psychologist; Hospital Ass. (10); Desk Top Publishing; Seamstress; Property Management Co.; Rented Office Space for Business
Number of Buildings	1	1	1
Number of Stories	1	2 Plus Basement	3

Source: Selected Property Managers; Economics Research Associates. 9631-11/89

T-17

EXPENSES OF DOWNTOWN SPACE

	<u>Mike Neil</u> <u>305 S. University</u>	<u>Gary Parish</u> <u>206 W. College</u>	<u>Bonnie Owens</u> <u>Schwartz Building</u>
Type of Lease	Net of Taxes	Full Service	All Types Lease
Operating Expenses/Sq. Ft.	\$1.95	\$2.00	N/A
Electricity Expense/Sq. Ft.	\$1.20	\$1.44	N/A
Monthly Parking Charge/Space	None	None	None

Source: Selected Property Managers; Economics Research Associates. 9631-11/89

T-18

DESCRIPTION OF BUSINESSES IN DOWNTOWN  
BY LOCATION--NOVEMBER 1989

	<u>Total</u>	<u>N. Grand Avenue S.College Street</u>	<u>N.College Street S.Walnut Street</u>	<u>N.Walnut Street S.Jackson Street</u>
Restaurant/Bar/Niteclub	30	14	9 <sup>a</sup>	7
Office Space	18		8	10
Retail:				
Clothing	7	5	1	1
Sporting Goods	6	3	2	1
Bikes				
Video/Records	5	3	1	1
Florists	4	2		2
Arts & Crafts	2			2
Book/Office	3	2	1	
Computer	2	2		
Service:				
Shoe Repair	6		1	5
Laundry	4	3	1	
Hair	4	3		1
Printing	3	1		2
Travel Agents	2	2		
Movie	1		1	
Miscellaneous	21	5 <sup>b</sup>	7 <sup>c</sup>	9 <sup>d</sup>

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<sup>a</sup>One to open soon.

<sup>b</sup>Two photo shops; 1 drug store; 1 video arcade; 1 tan spa. Also under construction are a laundromat; video arcade; and future office/retail/residential space.

<sup>c</sup>Two vacant shops; 1 grocery; 1 towel/linen service; 1 liquor store; 1 Federal Building; 1 drugstore

<sup>d</sup>One cab service; 1 tobacco shop; 1 grocery; 1 used furniture store; 1 donut shop; 1 bank; 1 liquor store; 1 theatre; 1 trophy shop.

Source: Economics Research Associates. 9631-11/89

In order for Carbondale to redistribute community attention from its current focus on the mall and miscellaneous strip centers to the downtown area, the area must provide the local community, the students, and visitors with a unique mix of entertainment, services, and retail.

Adaptive reuse of the old railroad station creates several retail opportunities for downtown, including the concept of a new "draw" which could include a restaurant, specialty shops, arts, etc. The second idea is that of an incubator where space is provided for new business startups at below market rates. This concept will require some sort of subsidy but would give downtown an edge over suburban strip centers which also have very low priced vacant space.

An incubator for Carbondale would involve a program where new business startups obtain more than inexpensive office space. Ideas that seem to work include secretarial support, shared office services (i.e., duplication equipment, facsimile, binding), conference space, payroll services and technical advice on legal and other issues.

SIU-C could play a role in this project as could the City of Carbondale. SIU-C could provide technical support and could possibly offer business startup access to some of their office service facilities. The same assistance could be provided by the City (i.e., support and staff services).

As in the case of office opportunities, the retail potential of downtown would be positively enhanced by the civic center project. The new civic center project will be a major traffic generator in terms of bringing employees downtown, as well as local people and visitors who otherwise may have no reason to come to the area. If possible, new retail space that needs to attract nonstudent customers should be positioned in proximity to the new civic center.

## ACCOMMODATIONS

The type, number available, and location of accommodations are important variables in the process of analyzing an area's overall level of attractiveness to the visitor market. Both Carbondale's franchise-type hotels are located on Main Street. The Holiday Inn is located on East Main Street, and the Days Inn can be found on West Main Street. The various smaller motels are interspersed primarily on East Main Street. This street is the primary east/west artery. There are no visible signs directing one to any hotels, and the hotel signs themselves blend with all the other miscellaneous signage.

### Accommodations in Carbondale, Illinois

As part of the analysis for downtown revitalization, ERA inventoried all accommodation facilities with more than fifty rooms in Carbondale. The inventory revealed basically two types of accommodations:

- The larger amortized franchise hotel
- The small motel

Table T-19 displays the results of ERA's inventory of hotels and motels. Carbondale has a total of 668 rooms in 10 hotel/motel properties. Only one hotel facility provides enough meeting space for conferences of 200 to 250 persons.

The text table below profiles the various accommodations in terms of type and percentage of total rooms they represent:

Percentage of Total Rooms

Small Motels	59%
Hotels	41%

Occupancy

Carbondale's aggregate median hotel occupancy for 1988 is 46.6 percent, and corresponding occupied room nights are 113,629.

Occupancy peaks in May through October, drops in November, and reaches the lowest point during the months of December through February. Higher occupancies from June through October are related to activities at SIU-C attracting outside visitation; such as graduations and parents returning their children to schools in the fall.

Group Meetings Market

Table T-20 profiles the hotels that provide meeting space. Highlights are as follows:

- Only three hotel facilities in Carbondale have meeting space available.
- The majority of space available ranges from 1,700 square feet to 2,700 square feet. These facilities, for the most part, host smaller meetings, parties, and community "get-togethers."

Amenities

While three franchise-type hotels have a variety of amenities, the smaller motels cater to the cost conscience traveller. Table T-19 describes the various hotel/motels and their amenities. Some noteworthy points are as follows:

- Three franchise-type hotels all have restaurants and lounges.
- Both the Holiday Inn and the Days Inn have indoor swimming pools and whirlpool/saunas.
- Best Inns of America has an outdoor pool and serves a complimentary breakfast.
- Two of the smaller motels have outdoor pools. The remaining motels do not have any amenities to speak of.

Conclusions and Implications

ERA's initial assessment of transient accommodations is that the market currently appears reasonably well served. If a new facility were to consider this market, two prime issues would probably be critical:

- Proximity to the University, especially the Student Center.
- The identification of a market niche not currently being served.

T-19

INVENTORY OF SELECTED HOTELS  
CARBONDALE, ILLINOIS

	<u># of Rooms</u>	<u>Total Sq.Ft.</u> <u>Meeting Space</u>	<u>Maximum Seating</u>		<u>Amenities</u>	<u>Published</u> <u>Rack Rates</u>
Holiday Inn	141	5,000 4 Rooms	184 255 131 239	Banquet Theatre Classroom Reception	Restaurant; Lounge; Indoor Pool; Sauna/ Whirlpool; Game Room	\$55-66 Suites @ \$135-150
Days Inn	130	4,232 5 Rooms	190 300	Banquet Theatre	Restaurant; Lounge; Indoor Pool; Sauna/ Whirlpool; Community Membership to Pool	\$40-48 2 Suites @ \$120
Best Inns of America	86	N/A 2 Rooms	50 20	Banquet Banquet	Restaurant; Lounge; Outdoor Pool; Complimentary Breakfast	\$30-42 10% Discount if Over 50
Best Way Inn	83	None	None		Outdoor Pool	\$20-27
Best Motor Lodge	82	None	None		Outdoor Pool	\$22-30
Super 8 Motel	63	None	None			\$30-45

NOTE: Carbondale has four additional motels with a total of 83 rooms.

Source: Economics Research Associates. 9631-11/89

T-20

1989  
GROUP MEETINGS MARKET  
CARBONDALE, ILLINOIS

	<u>Meetings/Events Per Year</u>	<u>Group Size</u>	<u>Average Stay</u>	<u>Orientation of Meetings/Events</u>
Holiday Inn	800-850	60-75	3 Days	IL/MO/ID
Days Inn	220-280	50-100	1 Day	IL/Local
Best Inns of America	22-280	30-50	4 Hours	Local

With regard to the latter point (niche), our initial focus has been on the suit concept which would serve:

1. University visitors that will be here for an extended period, say a week or more
2. University faculty who are in the process of moving to Carbondale
3. Business travelers involved at downtown sites (i.e., civic center, hospital)
4. The project could also involve longer-term residential uses, such as studio apartments for unmarried faculty or graduate students with sufficient resources.

The success of this concept obviously depends upon the complete cooperation of the University including their commitment to some space (e.g., the University currently operates several apartment units near campus for non-student use). Again, this concept will be considerably enhanced by a successful civic center project.

## ALTERNATIVE PLANS

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Three alternative plans were prepared to explore different land use arrangements in the downtown. Several common elements were used in each plan that reflect the potential construction needs in the downtown area. Each plan included a site for the city hall/civic center, hotel, an arts and crafts center, a recreation and entertainment center, and additional retail space.

### ALTERNATIVE ONE

The focal point for the downtown area in this alternative was established through the location of the city hall on Parcel A and the civic center on Parcel B, expanded. Portions of both facilities would face Walnut Street; however, the principal point of access for both structures would be from Illinois Avenue.

The proposed hotel was located on a tract bound by Illinois Avenue, Cherry Street, University Avenue, and Hospital Avenue. A garage to support the hotel and other commercial activity in the area would be constructed on the south side of Hospital. The proposed recreation/entertainment center was proposed to be located in a vacant commercial structure on the east side of Illinois across from the civic center property. The arts and crafts center was proposed to be located in a rehabilitated industrial structure on Washington Street immediately north of Walnut Street.

Additional infill/retail space was proposed for the east side of Illinois north of Walnut Street and flanking the 209-213 South Illinois Building containing the Kaleidoscope Gift Shop. Reuse of the passenger terminal was proposed to be occupied as a reception center for community visitors with additional outdoor display space to the north of the depot. The public square included park improvements in the Main Street corridor passing through the square with heavily landscape parking lots occupying the remaining parcels.

In assessing the assets and liabilities of Alternative One, it was noted that both Parcels A and B would be occupied by public buildings and thus diminishing the opportunities for private investment. The hotel site was also viewed as marginal due to its size and its physical separation from the civic center structure. The reception center proposed for the passenger depot would generate limited activity in the downtown. Due to its orientation to out-of-town visitors, in-town residents would have relatively little reason to use the facility.

### ALTERNATIVE TWO

The city hall and civic center facilities were combined in the same structure and were proposed to occupy Parcel A, while the hotel was proposed to occupy an expanded Parcel B. The Cherry Street site used in Alternative One as the hotel site is proposed for townhomes in Alternative Two. The units would be marketed to the university community. In addition to the townhomes, the sloping site would facilitate ground-level retailing along the Illinois Avenue frontage of the block. The arts and crafts center was proposed to occupy the vacant commercial property across Illinois from the hotel site. The recreation and entertainment center was proposed for the rehabilitated industrial structure on Washington north of Walnut Street.

Infill structures would provide additional retail space on the east side of Illinois north of Walnut, flanking the "Kaleidoscope" building. The passenger depot was proposed to serve as an extension of the retail complex with the possibility of additional



ALTERNATIVE 1

ALTERNATIVE 2

ALTERNATIVE 3

ALTERNATIVE PLANS

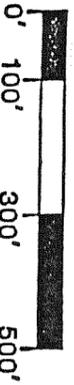


FIGURE 18

Barge  
Wagoner  
Summer and  
Cannon

Economic Research Associates

REF. UN. 11744

construction to expand the depot's floor area. The depot would be occupied by retail and perhaps a restaurant. The remainder of the public square parcels were proposed to be developed with public park space and landscaped parking lots. The public square tract located in the northwest quadrant of the square was proposed for interim surface parking with the long-range use of a retail and office structure.

In assessing the merits of Alternative Two, it was noted that the city hall/civic center complex would form a strong focal point and nucleus for activity in the downtown area. Supported by a parking garage to the rear of the city hall portion of the building, the center promises to provide a viable activity generating nucleus in the downtown area. The proposed hotel site would negatively impact existing retail structures in the southwest quadrant of the Walnut/Illinois Avenue intersection. The hotel, art center, and retail complex along the Illinois Avenue was viewed as a positive center for the addition of small retail structures as needed by the business community. Location of the future retail office building in the northwest quadrant of the public square would disrupt the open space character of the square area.

### ALTERNATIVE THREE

The focal point created by Alternative Three centered on the public square area. The city hall was proposed to occupy the northwest quadrant of the square at the intersection of Main and Illinois Avenue and the civic center structure was proposed to occupy the northeast quadrant of the square at Main Street and Washington. An overhead pedestrian connection was proposed to span between the two structures over the Illinois Central Railroad. The hotel was proposed to occupy Parcel B with retail space at the ground level along Illinois Avenue. Like Alternative Two, townhomes were proposed for the Cherry Street/Hospital Street block on the south side of the core area. The retail concentration in the downtown would extend from Elm Street north to Main Street. New retail construction was proposed for Parcel A and additional retail/restaurant facilities were proposed for the passenger depot. The remaining quadrants of the public square would be developed with landscaped parking areas and the existing City park area.

In assessing the assets and liabilities of Alternative Three, it was noted that dual focal points were created on the downtown area. The city hall/civic center complex on the north side of Main at the Illinois Central Railroad represented the public nucleus, while the hotel and new retail construction on Illinois on Walnut Street represented the private sectors activity centers. The significant disadvantage of Alternative Three was the separation of the hotel from the civic center facility. Also, the extensive retail space required to fill the Illinois Street shopping area, including Parcel A, probably exceeds realistic expectations for the foreseeable future in the downtown market area.

APPENDIX: SURVEY OF DOWNTOWN EMPLOYEES

## I. TOTALS OF SURVEY RESULTS

### INTRODUCTION

Economics Research Associates, in conjunction with the city of Carbondale, Illinois, surveyed downtown employees. Downtown employees are considered the people most familiar with, and apt to use, current services and businesses. As such, they are in an excellent position to comment on how effectively the downtown meets their needs and what changes they would most appreciate. ERA designed the survey instrument and the city staff lent its support in the distribution and collection process. Three hundred and eighty nine responses were tabulated and the following synopsis analyzes various aspects of the downtown employees from demographics to their preferences for facilities/entertainment for downtown Carbondale. Percentage totals may not sum 100 percent due to those who may not have answered the questions.

### DEMOGRAPHICS/GENERAL INFORMATION

Demographic information is essential when analyzing a city's potential for development. Downtown and Southern Illinois University employees provide the city's downtown area with a captured market. In order to best provide for these daily visitors it is critical to understand their needs. In aiding this assessment the following general demographic information was culled from the survey totals.

#### Area where respondent lives:

Carbondale	36.2%
Jackson County (not Carbondale)	33.4%
Williamson County	17.5%
Other	12.9%

#### Length of time respondent has lived in area:

10 plus years	72.8%
3 to 10 years	14.4%
1 to 3 years	8.7%
Less than 1 year	3.6%

#### Length of time respondent has worked in present location:

10 plus years	41.9%
3 to 10 years	28.8%
1 to 3 years	16.5%
Less than 1 year	12.6%

How respondent gets to work:

Drives own car	91.8%
Car pool	5.1%
Walk	2.3%

Number of persons in household:

One	11.6%
Two	34.7%
Three	22.1%
Four	23.9%
Five or more	7.2%

Number of persons under 18 years of age:

None	56.3%
One	18.5%
Two	20.8%
Three	3.3%
Four	0.8%
Five or more	0.3%

Respondent's age:

20 or less	4.4%
21 to 30	18.0%
31 to 40	29.8%
41 to 50	30.8%
51 to 60	12.6%
Over 60	3.9%

Respondent's family yearly income:

Under \$15,000	7.2%
\$15,000 to \$20,000	10.3%
\$20,000 to \$30,000	11.1%
\$30,000 to \$40,000	13.4%
\$40,000 to \$50,000	14.4%
\$50,000 to \$60,000	8.7%
Over \$60,000	20.1%

Does respondent own or rent place of residence:

Own	78.7%
Rent	19.5%

Number of automobiles in family:

One	21.6%
Two	48.3%
Three or more	27.8%

These statistics show that the city of Carbondale has a high percent of long time residents. Almost three quarters of the residents have lived in Carbondale for over ten years and almost half, approximately 42 percent, have been employed in the same job for ten years or more. This implies an established downtown employee market.

Most all the employees, 91.8%, drive their own car and about 50 percent live within Jackson County/Carbondale.

Another sign of stability in this market can be gleaned from the fact that approximately 79 percent of the respondents own their place of residence.

Income and age are important factors in determining the market needs for Carbondale. Income is evenly distributed with 28.6 percent making under \$30,000; 27.8 percent making between \$30,000 and \$50,000; and 28.8 percent making over \$50,000. Age is skewed slightly towards the younger end of the population segment - this can be accredited it to SIU's presence in the community. Only about 4 percent of the city's downtown population is over 60. Over half, 60.6 percent, of the respondents lie between the ages of 31 and 50.

#### DINING, SHOPPING, AND ENTERTAINMENT

In addition to general information, ERA's survey gained insight into the downtown employee's dining, shopping, and entertainment preferences. Questions were asked in the hopes to ascertain the status quo within the community and to hopefully glean some knowledge about what is missing in Carbondale's downtown area. The following summarizes the survey's responses:

Dining:

Length of lunch hour:

30 minutes	26.5%
60 minutes	65.8%
Other	6.2%

Respondent generally eats lunch:

Brown bag	35.5%
Restaurant	28.3%
Home	17.5%
Company cafeteria	14.7%
Other	3.1%

How often does respondent go out for evening meal:

More than once a week	27.5%
Once a week	38.9%
Every other week	13.9%
Once per month or less	19.5%

More than half, 65.8%, of those surveyed have a one hour lunch. Where employees eat their lunch is fairly evenly distributed with brown bagging and restaurants being slightly more popular with 35.5 percent and 28.3 percent of those questioned responding respectively.

The downtown employees do go out for evening meals. More than half, 66.1 percent, of those surveyed dine out in the evenings at least once a week.

Shopping:

Frequency of downtown employee for the following activities:

Eating at restaurant/take-out	75.1%
Shop	64.8%
Banking	53.7%
Having a drink at bar	15.2%
Hair care	15.2%
Health care	12.9%

Most popular types of merchandise purchased:

Clothing/Shoes	42.4%
Gifts	37.5%
Flowers	30.1%
Books	28.8%
Medical/Drug related	25.2%
Groceries	24.9%

The remaining types of goods are purchased by less than 25 percent of the downtown employee population. Photography equipment received the lowest rating with only 30 persons, or 7.7 percent of the employees, choosing it as an item of preference. Other merchandise items acquiring a low rating of less than 20 percent are sporting goods, music tapes/albums, arts/crafts, liquor, and jewelry.

Employees were asked to classify themselves as to whether or not they considered themselves regular customers of downtown businesses. Almost 70 percent declared no, 27 percent stated yes, and the rest did not answer the question. Those who declared that they are not regular downtown customers stated the following reasons: absence of particular businesses - 45.5 percent; preference of shopping in mall setting - 36 percent; and inadequate parking - 31.4 percent.

Most popular services utilized in the downtown area:

Dry cleaning/Laundry	45.2%
Financial	31.1%
Travel	29.0%

Only three of the proposed thirteen services secured a higher than 25 percent utility rating. Only 7 people, 1.8%, elected real estate as a useful service. Child care also procured a very low appraisal with only 8 people, 2.1%, supporting this service. Other services, not deemed very popular with the downtown employee market are professional services (legal, architectural, etc) 4.4%; photo processing 14.9%; automotive care 15.7%; and postal 18.8%.

Additional shopping and services:

Popular additional retail facilities:

Clothing/Shoes	29.3% High priority 24.2% Medium priority
Gifts/specialty	21.9% High priority 22.1% Medium priority
Hobby/Leisure	21.1% High priority 23.1% Medium priority

Popular additional service facilities:

Postal	33.9% High priority 12.6% Medium priority
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There were no overwhelming responses for additional retail facilities. In general, between 40 percent and 55 percent of the respondents did not select any of the offered assortment. However, most of the responses correspond with what downtown employees are currently utilizing. For example, liquor procured a 34.7 percent low priority rating; 32.9 percent of those who answered stated that photograph equipment is a low priority for Carbondale's future and 26.2 percent rate jewelry as a future low priority.

Responses for additional service facilities proved even less significant than the responses for the retail facilities. Postal service, not currently utilized by downtown employees, is the only service that received a high priority rating over 16 percent. On the other hand, various services received higher marks in the low priority column. Real estate - 28.8 percent; printing - 24.9 percent; professional (legal, architectural) - 24.2 percent; child care - 23.9%.

Entertainment:

Most popular entertainment activities:

Dining out	34.2% More than 1/wk 35.0% 1/week
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Only about five percent stated that they do not dine out. On the contrary, the other entertainment activities did not receive

as high a rating. Over 70 percent did not chose the following activities: arts and crafts; plays/performances; billiards; and bowling. Between 50 and 70 percent of the downtown employees surveyed did not chose the following entertainment activities as those in which they participate: church activities; participant sports; music concerts; and bars/dancing. Movies is an activity in which the majority, 57.3 percent, attend between once and twice a month.

Activities downtown employees wish to see added or expanded:

Dining out	41.9% High priority 20.1% Medium priority
Farmer's market	28.5% High priority 25.2% Medium priority
Indoor recreation for youths	29.6% High priority 17.7% Medium priority
Health club	24.9% High priority 15.7% Medium priority
Food fests	23.9% High priority 21.6% Medium priority
Arts/Crafts	23.1% High priority 24.2% Medium priority

Those activities already generating low priority responses correspond with the activities not chosen by downtown employees as the types of events in which they currently participate. Billiards - 32.9 percent; bars/dancing - 30.6 percent; bowling - 29 percent; participant sports - 28.8 percent; church activities - 27.5 percent; and sports 26 percent.

#### HOUSING

Housing demand is critical in assessing Carbondale's future downtown area. The following depicts the general consensus by those who work in downtown about living there.

If housing were developed in downtown would you live there:

No	73.8%
Maybe	13.6%
Yes	10.0%

If said yes, would you prefer:

Said no	73.8%
Studio	2.6%
1 bedroom	2.3%
2 bedrooms	11.3%
3 plus bedrooms	8.5%

Appropriate rental ranges according to income:

Said no	73.8%
Up to \$300 per month	11.1%
\$300 to \$400 per month	6.7%
\$400 to \$500 per month	1.8%
\$500 to \$600 per month	2.3%
\$600 plus per month	1.8%

ERA can safely assess from the downtown employee surveys that currently a downtown residential home demand does not exist. A mere 10 percent of those questioned stated that they would consider living in downtown Carbondale provided proper housing would be available. The implications for the first downtown residential project are that it will have to meet a specific market segment (e.g., faculty, married students, elderly, etc.), well designed and be aggressively marketed.

## II. SOUTHERN ILLINOIS UNIVERSITY EMPLOYEES

### INTRODUCTION

SIU provides the city of Carbondale with a market of educated consumers with higher-end incomes. It is important to understand this portion of Carbondale's population in order to better provide the downtown area with points of interest.

ERA culled from the 389 total responses those that are SIU employees. Out of the 389 respondents, 133 are SIU employees. The following analysis summarizes this segment of the population's responses to the survey.

#### Demographic/General Information

Because Southern Illinois University is such an integral part of Carbondale's community, ERA has separated these cases and analyzed them separately. In aiding this process the following general demographic information is specifically for the SIU employees.

##### Area where respondent lives:

Carbondale	37.6%
Jackson County (not Carbondale)	33.8%
Williamson County	15.0%
Other	13.5%

##### Length of time respondent has lived in area:

10 plus years	71.4%
3 to 10 years	17.3%
1 to 3 years	7.5%
Less than 1 year	3.0%

##### Type of SIU employee:

Civil Service	49.6%
Facility	29.3%
Administrative/Professional	21.1%

Length of time respondent has been SIU employee:

10 plus years	45.9%
3-10 years	26.3%
1-3 years	16.5%
Less than one year	11.3%

How respondent gets to work:

Drives own car	94.0%
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Number of person in household:

One	12.8%
Two	33.8%
Three	19.5%
Four	27.1%
Five or more	6.0%

Number of persons under 18 years of age:

None	57.1%
One	15.7%
Two	23.3%
Three	2.2%
Four	1.5%

Respondents age:

21-30	11.3%
31-40	27.1%
41-50	36.8%
51-60	18.8%
Over 60	4.5%

Respondents family yearly income:

Under \$15,000	3.0%
\$15,000-\$20,000	8.3%
\$20,000-\$30,000	8.3%
\$30,000-\$40,000	12.8%
\$40,000-\$50,000	14.3%
\$50,000-\$60,000	10.5%
\$60,000+	35.3%

Does respondent own or rent place of residence?

Own	84.2%
Rent	15.8%

Number of automobiles in family?

One	17.3%
Two	53.4%
Three or more	27.8%

These figures show that SIU employees' responses correspond with the majority of the downtown employees. They too are long-time residents of Carbondale. Over 70 percent have lived in the area for ten or more years and approximately 46 percent have worked at SIU for ten or more years. This implies that SIU's market is quite established as is the market on whole. Approximately 5 percent more of the SIU employees own their home as opposed to renting them. (84.2 percent versus approximately 79% of the market of all downtown employees.)

Income and age factors were broken out. One can see that the SIU group is slightly older than the group on whole. SIU employees have a larger percentage of persons in the age categories of 41-60 than does the population on whole and a slight increase in the over 60 category of approximately .5 percent.

#### DINING, SHOPPING, AND ENTERTAINMENT

It is important to assess the SIU employee market in relation to their dining, shopping and entertainment habits when assessing Carbondale's downtown future development. The following summarizes the SIU employee responses in relation to the following:

##### Dining

Length of lunch hour:

30 minutes	11.3%
60 minutes	77.4%
Other	11.3%

Respondent generally eats lunch:

Brownbag	44.4%
Restaurant	23.3%
Home	21.8%
Other	5.3%
Company cafeteria	4.5%

How often does respondent go out for evening meal?

More than once a week	29.3%
Once a week	33.1%
Every other week	15.8%
Once per month or less	21.1%

A larger percentage, 77.4%, has a one hour lunch, while compared to only 65.8% of the total with a one hour lunch. SIU employees have a slightly different break out of where they usually eat their lunch. Brownbag is still the most popular response with 44.4% of the employees bringing their lunch. Restaurant is the second most popular response, with 23.3% of SIU employees eating out. Third in place is home, with 21.8%, a slightly larger percentage than the general market and last is company cafeteria with 4.5% as opposed to 14.7% for all those surveyed in the downtown.

SIU employees do go out for evening meals. More than half, 62.4%, dine out in the evenings at least once a week. This corresponds with the total survey response of 66.1%.

Shopping

Frequency of downtown employee for the following activities:

Eating at restaurant/take out	78.9%
Shopping	63.2%
Banking	59.4%
Haircare	16.5%
Healthcare	13.5%
Having a drink at a bar	12.8%

Most popular types of merchandise purchased:

Clothing/shoes	35.3%
Gifts	34.6%
Flowers	31.6%
Books	31.6%
Groceries	25.6%
Autoparts/fuel	24.1%
Medical	23.3%

The popular types of merchandise purchased by SIU employees corresponds for the most part with the downtown employee population on the whole with one exception. Books rate higher for SIU employees, 31.6% of SIU employees purchase books in the downtown while only 28.8% of the downtown population on whole purchase books in the downtown. This can easily be attributed to the fact that SIU employees are closely associated with academia.

When questioned, SIU employees did not consider themselves regular customers of downtown businesses. Approximately 77% of those who answered state that they were not regular customers. About 20 percent declared that they were. Those that denied being regular downtown customers say that it is due to the following reasons:

Absence of particular businesses	52.6%
Preference of shopping in mall setting	40.6%
Inadequate parking	39.8%

These answers correspond with the population on whole.

The most popular services utilized in the downtown area:

Dry cleaning/laundry	45.1%
Travel	36.1%
Financial	24.8%

Again, only three of the proposed thirteen secured a higher than 25% utility rating. The SIU employees chose the same three services as important, with a slight alteration placing travel above financial. Of the SIU employees surveyed, only one elected real estate as a useful service. Childcare also received a very low rating with only four people, or 3% of the population, supporting this downtown service. Other services not being very popular with the downtown SIU market are those not deemed very popular by the market on whole.

## ADDITIONAL SHOPPING AND SERVICES

Popular additional retail facilities:

Clothing/shoes	35% High priority 24% Medium priority
Gifts	27% High priority 24% Medium priority
Hobbies/leisure	26% High priority 25% Medium priority
Groceries	27% High priority 15% Medium priority

Popular additional service facilities:

Postal	45% High priority 12% Medium priority
Dry cleaning/laundry	23% High priority 16% Medium priority

Again, when separating the SIU employees from the population on whole there is still no overwhelming responses over additional retail facilities. In general, once again between 45% and 75% of the respondents did not select any of the offered assortment. Again, the responses correspond with what SIU downtown employees are currently utilizing.

Some retail facilities that received many responses in the low priority column are:

Photograph equipment	43%
Liquor	40%
Sports	38%
Toys	34%
Music/tapes/albums	33%
Jewelry	34%

These responses correspond with the population on whole but are slightly more significant.

Responses for additional service facilities correspond with the responses for the population on whole, and are less significant

than the responses for the retail facilities. Postal service was once again the only service that received a high priority rating over 16%. It received 45% of the SIU employees' votes. Dry cleaning/laundry also received a high priority of 23%. Similar to the population on hold, various services received higher marks in the low priority column, for example:

Real estate	37%
Childcare	35%
Printing	34%
Travel	32%
Professional (legal) architectural, etc.	31%

## ENTERTAINMENT

### Most Popular Entertainment Activities

Dining out:

More than one time per week	48%
One per week	40%

None of those questioned stated that they did not dine out. Once again the SIU employee market reflects the market on whole with their responses concerning entertainment activities. However, not many persons elected a great number of entertainment activities.

Over 70% did not choose the following activities: bowling/billiards, and bars/dancing. Between 50-70% of the SIU employees surveyed did not choose the following entertainment activities: sports event, participant sports, music concerts, plays/performances, arts and crafts and other university activities. Once again, movies is an activity in which the majority, 73.6%, attend between once and twice a month.

Activities SIU employees wish to see added or expanded:

Dining out	58% High priority 26% Medium priority
Farmer's market	38% High priority 25% Medium priority
Food fest	34% High priority 21% Medium priority

Indoor recreation for youths	30% High priority 22% Medium priority
Museums	26% High priority 17% Medium priority
Plays/performances	28% High priority 22% Medium priority
Art shows	28% High priority 22% Medium priority
Food fest	34% High priority 21% Medium priority

As can be seen from these choices, SIU employees have an interest in art and educational entertainment. One can glean from this that the market for cultural entertainment exists within the SIU environment and should be further explored for future conjunction development with the city.

#### HOUSING

If housing were developed in downtown, would you live there?

Said No	81.2%
Maybe	8.3%
Yes	6.8%

If said, would you prefer:

Said No	81.2%
Two bedrooms	6.8%
Three+ bedrooms	7.5%

Appropriate rental ranges according to income:

Said no	81.2%
Up to \$300 per month	4.5%
\$300-\$400/month	1.5%
\$400-\$500/month	2.3%
\$500-\$600/month	2.3%
\$600+/month	3.0%

Appropriate purchase price range according to income:

Said no	81.2%
\$40,000-\$50,000	4.5%
\$50,000-\$60,000	3.0%
\$60,000-\$70,000	2.3%
\$80,000+	3.0%

Once again the SIU employee market reflects the population on whole. A residential home demand does not exist within this market. Less than 10% stated that they would consider living within downtown Carbondale.

### III. INCOME OF \$40,000 AND ABOVE

#### INTRODUCTION

In order to better ascertain Carbondale's downtown growth and development potential ERA selected those respondents who claimed to have family incomes of \$40,000 and above. Disposable income is crucial for the development and maintenance of additional higher-end residential, retail, restaurants, and cultural facilities. Developers search for areas where disposable income exists. It is important to consider this segment's desires and needs when deciding downtown's future.

#### DEMOGRAPHICS/GENERAL INFORMATION

The following summarizes the demographic/general information for the segment of the respondents with family incomes of \$40,000 and above:

##### Area where respondent lives:

Carbondale	41.7%
Jackson County (not Carbondale)	33.3%
Williamson County	16.7%
Other	8.3%

##### Length of time respondent has lived in area:

10 plus years	74.4%
3 to 10 years	13.7%
1 to 3 years	7.7%
Less than 1 year	3.6%

##### Length of time respondent has worked in present location:

10 plus years	55.4%
3 to 10 years	22.6%
1 to 3 years	13.7%
Less than 1 year	7.7%

##### How respondent gets to work:

Drives own car	94.6%
Car pool	3.0%

Number of persons in household:

One	4.2%
Two	31.5%
Three	22.6%
Four	32.7%
Five or more	8.9%

Number of persons under 18 years of age:

None	48.2%
One	18.5%
Two	26.2%
Three	6.0%

Respondent's age:

20 or less	2.4%
21 to 30	4.2%
31 to 40	33.9%
41 to 50	41.1%
51 to 60	14.3%
Over 60	4.2%

Respondent's family yearly income:

\$40,000 to \$50,000	33.3%
\$50,000 to \$60,000	20.2%
Over \$60,000	46.5%

Does respondent own or rent place of residence:

Own	91.7%
Rent	8.3%

Number of automobiles in family:

One	8.3%
Two	48.8%
Three or more	42.3%

From these figures we can infer that the wealthier citizens of Carbondale have been in this city longer than the whole population of downtown employees. A higher percentage of downtown

employees live in Carbondale, 41.7%, as opposed to the total surveyed with 36.2 percent living in the city.

In general, this segment of the population with earnings of \$40,000 and above have lived longer in the area - 74.4 percent have lived in the area for ten or more years. These wealthier respondents have also worked in their present locations for a longer time than the whole downtown employee population. Over half of those surveyed, 55.4 percent, have been employed for ten or more years. In contrast, only 41.9 percent of the whole downtown employee population surveyed has been employed that long in their present employment.

On the whole, this affluent section has more persons residing in their household than the population on whole. Only 4.2 percent of those surveyed has a one-person household, in contrast to 11.6 percent of the whole population surveyed. Over 30 percent, 32.7 percent, have four persons in their household.

As can be expected, the wealthier segment of downtown Carbondale's employees are older. Only 6.6 percent of this population is under thirty. By comparison, all those surveyed comprise 22.4 percent of the under thirty category. Three quarters, 75 percent, of the more affluent population is between the ages 31 to 50. In contrast, only 60.6 percent of all those surveyed are between the ages 31 to 50.

Thirteen percent more of the prosperous respondents own their own place of residence - 91.7 percent versus only 78.7 percent for all downtown employees questioned.

This more affluent portion of the inhabitants of Carbondale own more automobiles than the remaining employees. Over 40 percent, 42.3 percent, own three or more automobiles. Only 27.8 percent of all the downtown employees surveyed own three or more automobiles.

#### DINING, SHOPPING, AND ENTERTAINMENT

Due to the higher end income levels of this section of the respondents, ERA has assumed an increase in disposable income. Disposable income is essential for participating in "luxury" activities such as dining out frequently, shopping, and attending entertainment/cultural events on a regular basis. The following outlines this segments habits and desires for these events.

Dining:

Length of lunch hour:

30 minutes	21.4%
60 minutes	68.5%
Other	8.9%

Respondent generally eats lunch:

Restaurant	37.5%
Brown bag	27.4%
Home	20.8%
Company cafeteria	10.7%
Other	3.0%

How often does respondent go out for evening meal:

More than once a week	33.3%
Once a week	38.1%
Every other week	13.7%
Once per month or less	14.9%

More than half, 68.5%, of those surveyed have a one hour lunch. More employees in this section of the economy eat their lunch at restaurants, 37.5 percent, than the respondents in general, 28.3 percent. Brown bagging is slightly less popular with this segment, 27.4 percent versus 35.5 percent for all downtown employees.

The affluent downtown employees go out for more evening meals. Almost three quarters, 71.4 percent, of those surveyed dine out in the evenings at least once a week.

Shopping:

Frequency of downtown employee for the following activities:

Health care	86.9%
Eating at restaurant/take-out	79.2%
Shop	64.9%
Banking	60.7%
Hair care	19.6%
Having a drink at bar	13.1%

Most popular types of merchandise purchased:

Clothing/Shoes	40.5%
Gifts	35.1%
Flowers	35.1%
Books	29.8%
Medical/Drug related	26.2%

A very noticeable difference between the wealthier segment and the downtown employees on whole is their usage of downtown health care. Almost all, 86.9 percent, of those affluent downtown employees utilize downtown health care services. Only a mere 12.9 percent of the total surveyed uses downtown health care services. This indicates a strong potential for better/less expensive health care for the majority of downtown employees.

The remaining types of goods are purchased by less than 25 percent of the downtown employee population. Photography equipment received the lowest rating within this segment of the respondents. Only 14 persons, or 8.3 percent of the employees, chose it as an item of preference. Other merchandise items acquiring a low rating of less than 20 percent are music tapes/albums, arts/crafts, liquor, and jewelry.

Employees were asked to classify themselves as to whether or not they considered themselves regular customers of downtown businesses. Approximately 70 percent declared no, 27 percent stated yes, and the rest did not answer the question. Those who declared that they are not regular downtown customers stated the following reasons: absence of particular businesses - 50 percent; preference of shopping in mall setting - 35.7 percent; and inadequate parking - 33.9 percent. These answers positively correlate with responses given by all downtown employees.

Most popular services utilized in the downtown area:

Dry cleaning/Laundry	53.0%
Travel	40.5%
Financial	36.9%
Hair care	31.0%
Printing	25.0%

Five of the proposed thirteen services secured a higher than 25 percent utility rating.

Additional shopping and services:

Popular additional retail facilities:

Clothing/Shoes	27.9% High priority
	21.4% Medium priority

Books	20.8% High priority
	14.8% Medium priority

Popular additional service facilities:

Postal	33.3% High priority
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Entertainment:

Most popular entertainment activities:

Dining out	40.9% More than 1/wk
	33.9% 1/week

Only about three percent stated that they did not dine out - two percent less than the population at large. Similar to the results from all surveyed other entertainment activities did not receive high ratings. Over 70 percent did not chose the following activities: participant sports; arts and crafts; church activities; plays/performances; billiards; bars/dancing; and bowling. Church activities and bars and dancing were more often chosen by the less affluent people. Between 50 and 70 percent of the wealthier downtown employees surveyed did not chose the following entertainment activities as those in which they participate: participant sports and music concerts. Movies is an activity in which the majority, 74.4 percent, frequents at least once a week. This group, on the whole, attends more cinema.

Activities downtown employees wish to see added or expanded:

Dining out	50.5% High priority
	19.0% Medium priority

Farmer's market	26.7% High priority
	26.1% Medium priority

Indoor recreation for youths	30.3% High priority 16.6% Medium priority
Food fests	23.9% High priority 21.6% Medium priority
Plays/Performances	23.2% High priority 17.2% Medium priority

This segment of the downtown employee enjoys dining out, plays/performances, and other enriching cultural events. They, like the market on whole, disregarded bars/dancing, billiards, bowling, and other less lofty activities. However, arts and crafts was not chosen as a high priority addition for Carbondale.

### HOUSING

The following depicts the affluent segment of downtown employees by their housing needs and requirements.

If housing were developed in downtown would you live there:

No	84.5%
Maybe	10.1%
Yes	4.7%

If said yes, would you prefer:

Said no	84.5%
Studio	1.1%
2 bedrooms	7.1%
3 plus bedrooms	7.7%

Appropriate rental ranges according to income:

Said no	84.5%
Up to \$300 per month	2.9%
\$300 to \$400 per month	2.9%
\$400 to \$500 per month	1.7%
\$500 to \$600 per month	4.1%
\$600 plus per month	3.5%

Appropriate purchase price according to income:

\$40,000 to \$50,000	1.7%
\$50,000 to \$60,000	4.7%
\$60,000 to \$70,000	2.3%
\$80,000 plus	4.7%

ERA can determine from this insignificant response level that there is little to no interest in downtown living by the more prosperous section of the employee market. This concurs with findings from the general survey.

#### GENERAL COMMENTS

Based on our activities in Carbondale and experience with similar assignments, the survey results indicate in part that:

- o Downtown employees have a rather narrow view of downtown, primarily as a place to eat, obtain convenience retail goods, and some services. Effort to expand this perception of downtown will be greatly aided by the proposed Civic Center project since it is reasonable to assume that the opinions of downtown employees are probably shared by the general population.
- o There is a market available in terms of income and willingness to spend. A potential focus for initial downtown marketing efforts could be festivals, arts and craft fairs, and special events. Through timing and design, these activities could appeal to the broader segment of the population including retirees, rural families, etc.
- o Downtown housing needs to be carefully designed and developed. (See attachment)