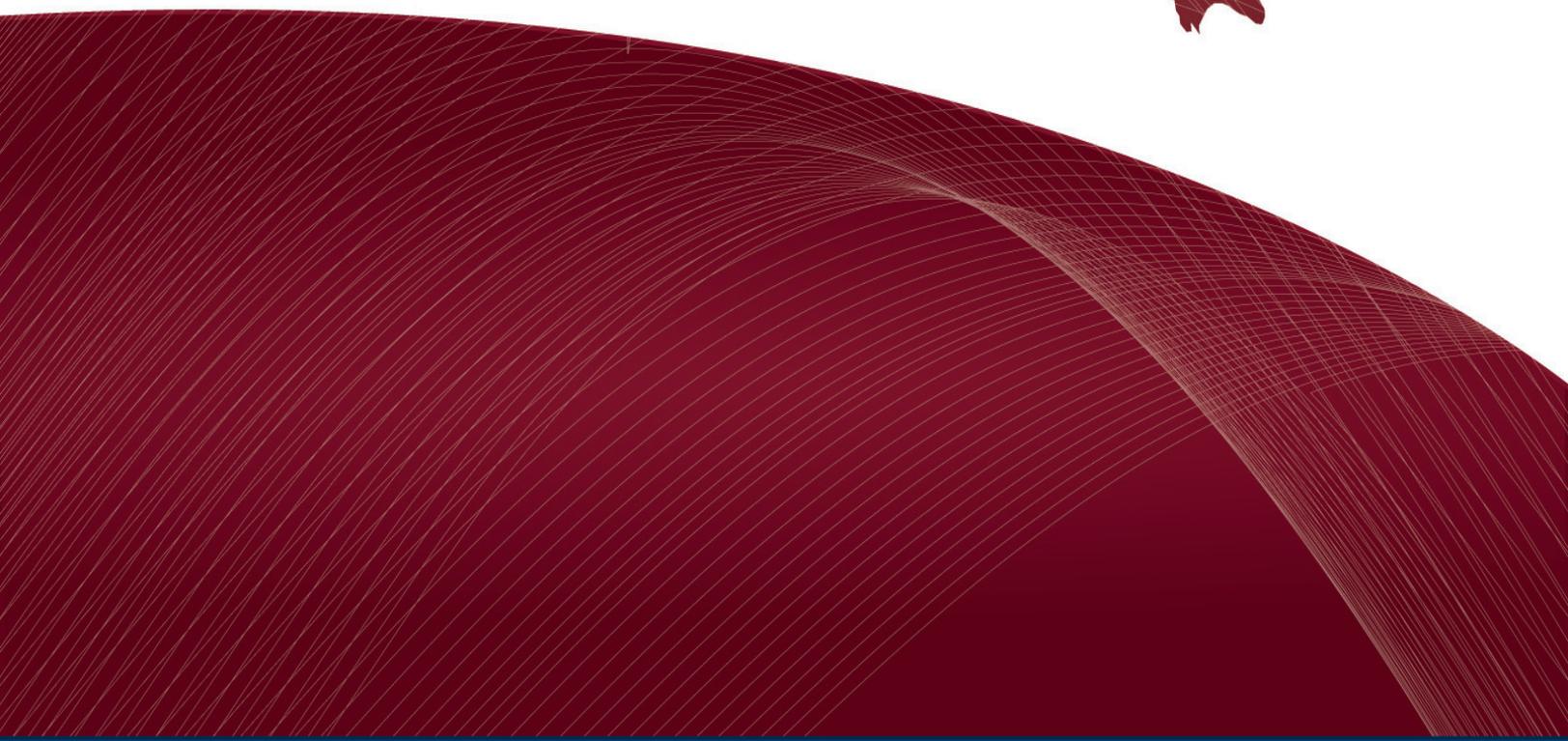




City of **Carbondale**

COMPREHENSIVE PLAN



Adopted June 22, 2010

City of Carbondale Comprehensive Plan

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1 Community Overview

This Comprehensive Plan is designed as a framework for guiding future development, redevelopment, and community enhancement in the City and its planning area over the next 20 years and beyond. The purpose of this plan is to establish a vision, along with realistic goals and achievable strategies, that residents, business and land owners, major institutions, civic groups, members of advisory committees, and public officials prefer – and will support with action – in the years ahead.

1.1 Introduction

Carbondale is a freestanding community that has evolved from its earliest years as a railroad center to being a regional hub of economic activity. The evidence of this history is still represented in every corner of the City – through the Town Square, near downtown neighborhoods, parks and civic spaces. The current economic engines of education and health care (represented by Southern Illinois University (SIU) and Memorial Hospital), in addition to retail, offer the ongoing catalysts for growth. While change in the community is inevitable, there are implied decisions that will be necessary in the future:

- How do we want our community to appear?
- What type of growth do we want and where should it occur?
- How do we achieve our economic objectives?
- What improvements and enhancements will be needed?
- What are our priorities for achieving our goals ?

This planning process offers an opportunity for the community to remember its past, but, more importantly, to envision its future. While future actions are likely to build upon past endeavors, the success of the City in achieving its vision will largely depend on the manner in which residents address current challenges and opportunities.

From its initial founding around the Town Square, Daniel H. Brush started a 56-acre community that has grown steadily into the Carbondale of today. The railroad added to the original influx of people, but the presence of Southern Illinois University allowed Carbondale's population to expand during the second half of the 20th century. Since the University's expansion, Carbondale has continued to grow by adapting to new forms of economic advancement, acting as a hub for the Southern Illinois region. The role as the central city in the region is evident as surrounding communities utilize Carbondale's assets related to health care, retail,

higher education, and social services. Today, Carbondale seeks additional and innovative economic opportunities to be able to keep growing both physically and economically. Respecting the natural environment and creating job growth, among other goals, carry implications that residents acknowledge must be addressed in order to remain successful in the future.

CARBONDALE IN CONTEXT –YESTERDAY, TODAY, AND TOMORROW

The following community snapshot offers a summary of Carbondale socioeconomic data, compared to other Illinois college towns. The data was put together by the City to highlight existing socioeconomic conditions and demographic characteristics pertaining to population, educational attainment, and the economic and housing opportunities that affect residents and local businesses. Although the summary is only a snapshot in time, it provides insight as to the current issues and

CARBONDALE PLANNING TIMELINE

This is not the first time Carbondale has undertaken a comprehensive plan. Most recently, the 1997 Comprehensive Plan served as a guide for the City over the past 13 years. The goals and objectives set forth in the last plan set several other planning efforts in motion. These subsequent efforts will be incorporated into this planning process, as will the goals of past documents, such as:

1979	Carbondale Comprehensive Plan
1988	Carbondale Transportation Study
1990	Carbondale Downtown Development Plan
1991	Architectural/Historical Survey of the Central Area of Carbondale
1993	Carbondale 2000 – Visions for City Development in the 21 st Century
1995	Carbondale Downtown Action Plan
1996	Architectural Preservation Guidelines
1997	Carbondale Comprehensive Plan
1997	The Historic Town Square (Architectural Survey Report)
2002	Carbondale Historic Preservation Plan
2002	150 Years of History – A Pictorial Celebration of Carbondale’s Sesquicentennial
2007	Assessment of Response Times & Station Distribution (Illinois Fire Chiefs Association Consulting Service Report)
2008	Revisions to the Carbondale Revised Code
2009	City of Carbondale –Municipal Budget for FY2010 (Annual)
2009	City of Carbondale Five-Year Community Investment Program

Through this process, the Comprehensive Plan will serve as an up-to-date guide for the development of Carbondale with respect to land use, thoroughfares and streets, and other matters affecting development within the City and its study area.

validates many of those discussed by residents. See attached summaries entitled **Demographic Comparison of College Communities in Illinois** and **Readiness for Economic Development**.

1.2 Where is Carbondale's population heading?

Over the past 100+ years, The City of Carbondale's population has multiplied by eight, while Jackson County's population has nearly doubled, as shown in **Table 1.1, Historical Population**. In 1900, the City of Carbondale accounted for 10 percent of the County. Between 1910 and 1950, Carbondale experienced strong population growth due to the emergence of the City as a rail hub for the Illinois Central Railroad. However, the explosive population growth that occurred post World War II launched Carbondale towards its present size and status. Between 1950 and 1970, SIU student enrollment flourished, as did sources of employment in the area. The decades of aggressive growth on the part of the University represented an unusually high rate of population increase. The implications of this rapid rise in population growth are still seen today in the City's land use and transportation patterns of the community.

Table 1.1
Historical Population

Year	Carbondale	Percent Change	City Share of County Population	Jackson County	Percent Change
1900	3,318	—	9.8%	33,871	—
1910	5,411	63.1%	15.8%	34,173	0.9%
1920	6,267	15.8%	16.9%	37,091	8.5%
1930	7,528	20.1%	21.1%	35,650	-3.9%
1940	8,550	13.6%	22.5%	37,920	6.4%
1950	10,021	17.2%	26.3%	38,124	0.5%
1960	14,670	46.4%	34.8%	42,151	10.6%
1970	22,816	55.5%	41.5%	55,008	30.5%
1980	26,414	15.8%	42.8%	61,649	12.1%
1990	27,033	2.3%	44.3%	61,067	-0.9%
2000	25,597	-5.3%	42.9%	59,612	-2.4%
2007	26,367	3.0%	45.2%	58,233	-2.3%

SOURCE: U.S. CENSUS BUREAU, SOUTHERN ILLINOIS UNIVERSITY, AND ILLINOIS DEPARTMENT OF COMMERCE AND ECONOMIC OPPORTUNITY (DCEO)

Figure 1.1 | PAST AND PROJECTED POPULATIONS

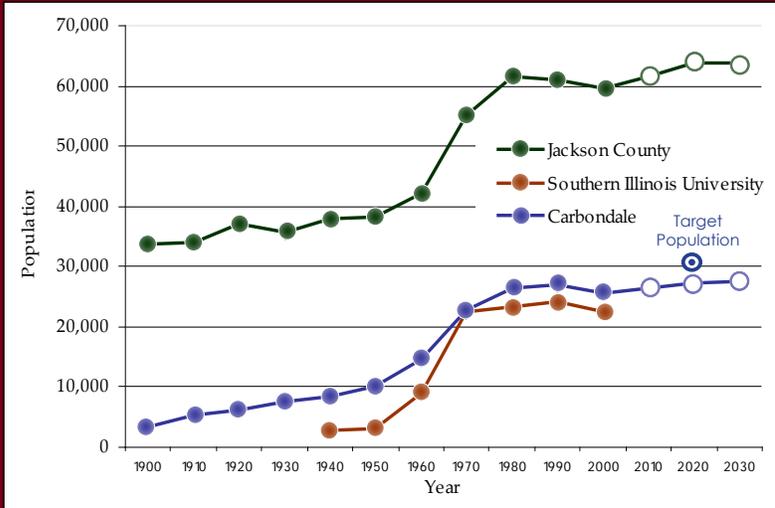
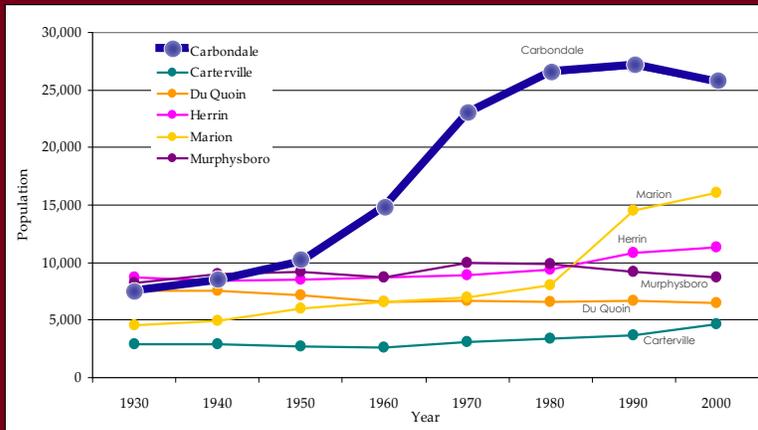


Figure 1.2 | POPULATION OF COMPARISON CITIES



Carbondale’s population has fluctuated in the past, with more moderate growth in recent decades. **Figure 1.1, Past and Projected Populations**, shows the previous and projected future growth of Carbondale compared to the SIU enrollment and Jackson County population. Carbondale’s primary years of population growth occurred between 1950 and 1970 (12,795 people). Not surprisingly, this population growth pattern closely reflects the SIU enrollment trends. As student enrollment has leveled off in recent years, there is reduced growth associated with the University presence. While there is not necessarily a direct relationship between total enrollment and total population, it is worth noting the trend as part of a long-term perspective of the community. Looking ahead, it could be expected that another dramatic rise (or fall) in student enrollment would have a similar impact on the City’s population. At present, the overall SIU student enrollment is expected to remain steady in the near term.

Since 1970, the City has experienced small increases in population, with the exception occurring between 1990 and 2000, when the City experienced a 5.3 percent decrease in population. However, recent estimates show these numbers rebounding. Similarly, Jackson County was estimated to have 58,233 residents in 2007, representing a 2.3 percent decrease since 2000. The City’s population has leveled off since 1990 and remains around 26,367 persons¹. At present, just under half of the Jackson County population lives in Carbondale. This share of County population appears to be stable, remaining at about 43 percent over the past 40 years. Population projections, using a step-down methodology, indicate that Carbondale

1 U.S. Census Bureau, 2007 estimate

Demographic Comparison

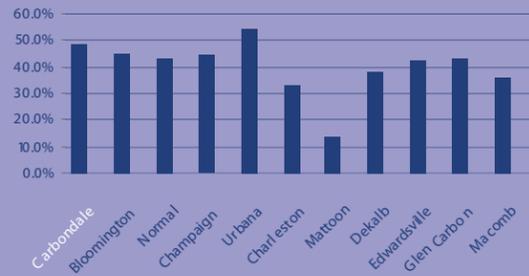
of College Communities in Illinois

Education

% Population with a Bachelor Degree or Higher

Carbondale is a highly educated community with the second highest rate of residents (48%) with a bachelor's degree or greater and 90.7% of the population with a high school diploma. This community-wide trend is an asset that should translate into greater economic development opportunities.

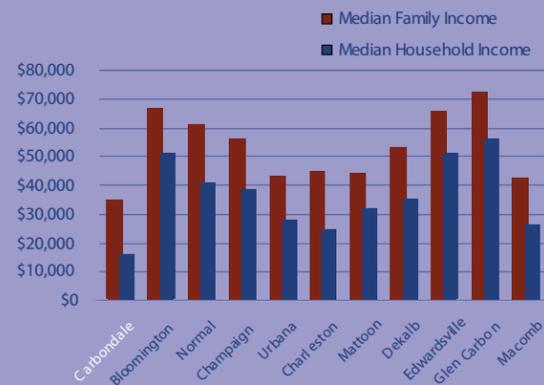
Source: City of Carbondale, U.S. Census Bureau



Household and Family Income

Carbondale has the lowest median household income (\$15,882) and median family income (\$34,450). More urbanized communities, such as Bloomington, Normal, Champaign, Urbana, Edwardsville, and Glen Carbon, experience higher income levels, a reflection of more diverse economies that offer stronger job markets and higher wages.

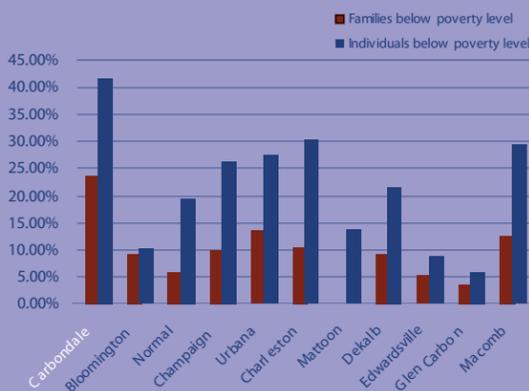
Source: City of Carbondale, U.S. Census Bureau



Poverty Level

Carbondale has a higher level of individuals and families below the poverty level (41.4% and 23.5%, respectively). This percentage is reinforced by the City's low per capita income (\$13,346), an amount below the average and comparable to Charleston and Macomb, two similarly sized, rural communities.

Source: City of Carbondale, U.S. Census Bureau



Carbondale is a freestanding "college community" that struggles to compete with its urban counterparts. Embedded within these education-based economies are both challenges and opportunities, unique to the college-age demographic. This comparative analysis of Illinois college communities is based on local, state and federal data sources, including population characteristics, family and household income, housing characteristics, educational attainment, employment and work force data, and other economic indicators. The following communities are included in the study:

Southern Illinois University

Carbondale (Main Campus)

Illinois State University

Bloomington
Normal

University of Illinois

Champaign
Urbana

Eastern Illinois University

Charleston
Mattoon

Northern Illinois University

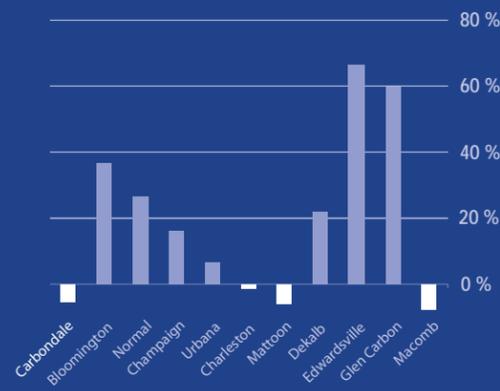
DeKalb

Southern Illinois University

Edwardsville (Satellite Campus)
Glen Carbon

Western Illinois University

Macomb



Population Change

Between 1990 and 2000

Carbondale is home to 25,597 residents according to 2000 census data, a 5.31% decline from the 1990 population of 27,033 residents. Jackson County reflects this loss, with a 5.10% population decline from 61,067 in 1990 to 57,954 in 2005. While Macomb and Mattoon experienced a similar trend, the overwhelming majority of college communities grew between 1990 and 2000, with population gains as great as 66.47% in Edwardsville and 59.73% in its neighboring community, Glen Carbon. Bloomington and Normal also realized increases with 53.87% and 26.63% growth rates, respectively, while DeKalb's population increased by 21.86%.

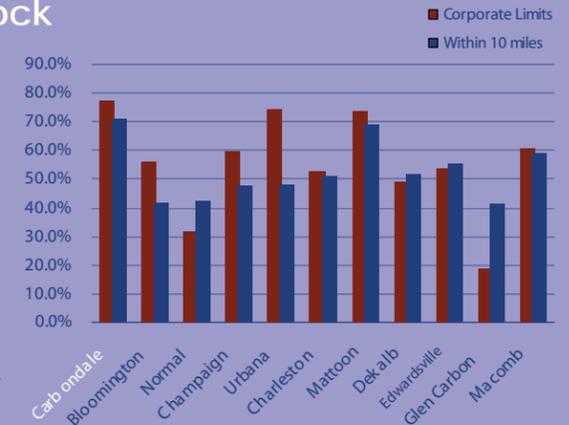
Source: City of Carbondale, U.S. Census Bureau

Age of Housing Stock

% Constructed Before 1969

Carbondale has the largest percentage (77%) of housing stock constructed prior to 1969, with most housing over 40 years old. While the age of housing does not directly correlate to a decline in livability or overall neighborhood condition, it underscores the importance of housing rehabilitation and new construction to meet future growth demands.

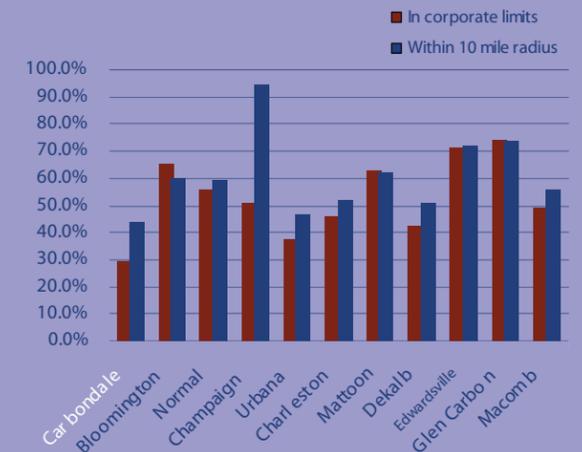
Source: City of Carbondale, U.S. Census Bureau



Owner-Occupied Housing

While college communities traditionally contain more rental-occupied housing units than a typical urban or rural city, Carbondale has the lowest rate (28.7%) of owner-occupied housing relative to its counterparts. This number increases to 43.1% when looking at a 10-mile radius from Carbondale.

Source: City of Carbondale, U.S. Census Bureau



Housing Values

The median housing value (\$73,400) and the average housing value (\$84,557) for Carbondale are comparable to rural communities (Charleston, Mattoon, and Macomb), but lower than more urbanized ones (Bloomington, Normal, Champaign, Urbana, and DeKalb).

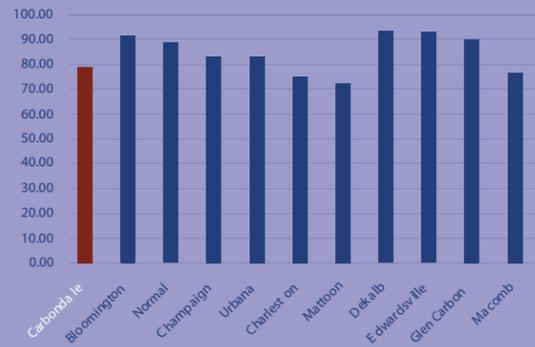
Source: City of Carbondale, U.S. Census Bureau



Readiness for Economic Development

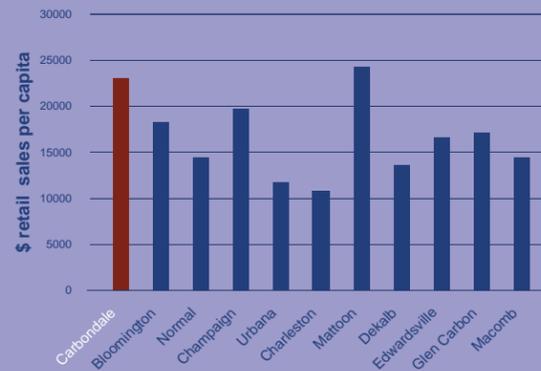
Cost of Living Index

Carbondale's cost of living ranks favorably among other college communities. The City received an index value of 78.53 based on the U.S. average of 100. A value below 100 means the community is cheaper than the US average; a value above 100 means a community is more expensive. Source: City of Carbondale, Sperlings Best Places



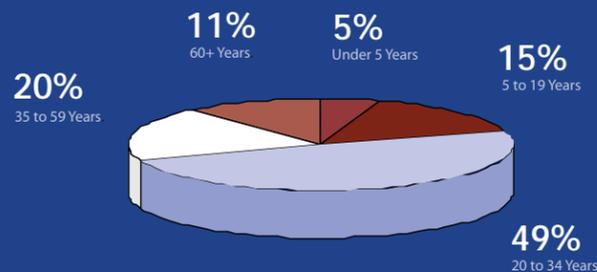
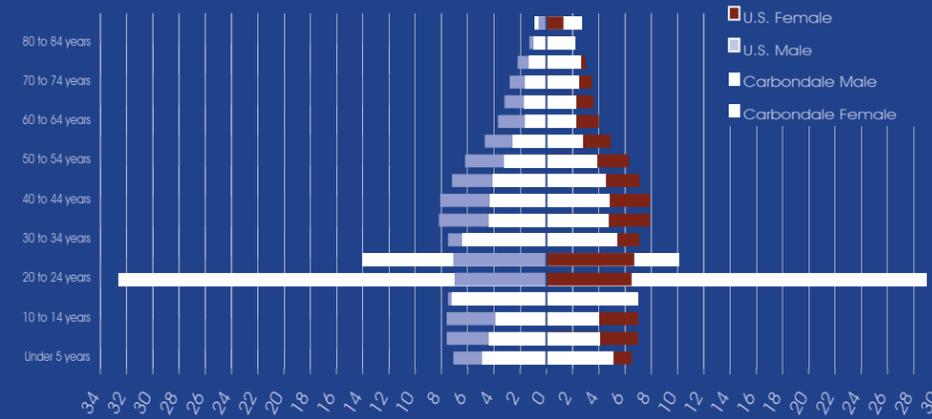
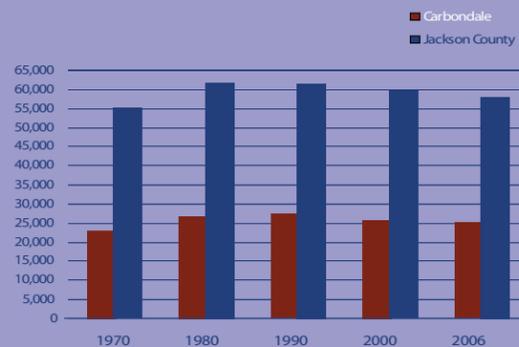
Retail Sales Per Capita

Carbondale has the second highest retail sales per capita - an indicator of positive business performance. In 2007, retail sales amounted to \$23,035 per capita. In many instances, the local portion of the retail sales tax accounts for over 50% of the general operating revenue of a community. Source: City of Carbondale, Illinois Department of Revenue



Population Change City vs. County Comparison

Carbondale's population decreased 5.31% from the 1990 census, dropping from 27,033 residents in 1990 to 25,597 in 2000. In comparison, the population of Jackson County decreased by 5.10% from 61,067 in 1990 to 57,954 in 2005. Source: City of Carbondale, U.S. Census Bureau



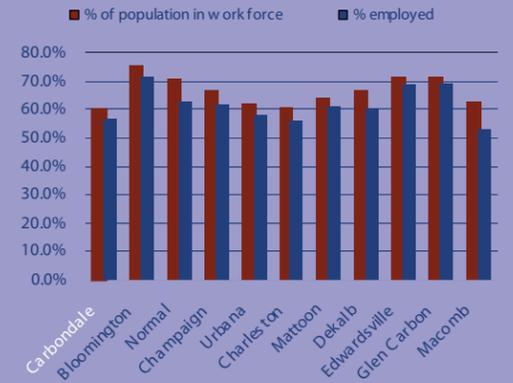
Population Age Breakout

Like most college communities, Carbondale is heavy skewed toward a younger demographic, with a predominance of 20- to 24-year-olds. While there is not necessarily a causal relationship between total enrollment and total population, the population has emulated university enrollment over the long haul. Looking ahead, it could be expected that a dramatic rise (or fall) in student enrollment will have an impact on the population numbers for the City, given the disproportionately high percentage of college-age students. Source: City of Carbondale, U.S. Census Bureau

Labor Force

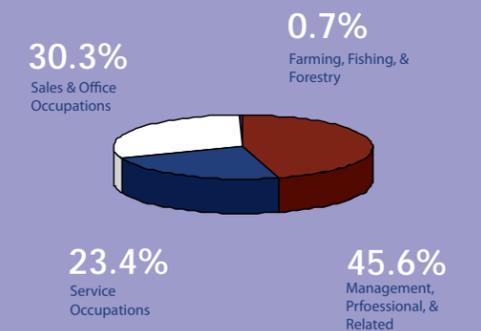
% Total in Labor Force

The City's unemployment rate (4%) is below the state average (5.5%) despite Carbondale's smaller overall workforce (60%) relative to other college communities. Source: City of Carbondale, U.S. Census Bureau, Illinois Department of Employment Security



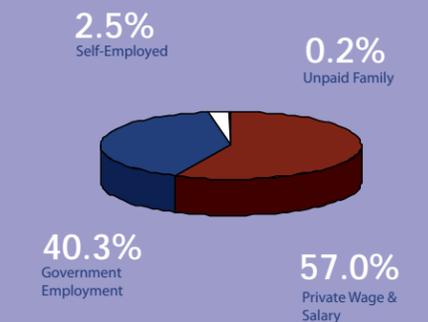
Occupations

46% of Carbondale's population in the labor force is categorized as management, professional, and related fields. 30% are in sales and office occupations, while 23% are in the service sector. Source: City of Carbondale, U.S. Census Bureau, Illinois Department of Employment Security



Class of Worker

57% of Carbondale's population in the labor force are considered private wage and salary workers, while 40% are government workers. Source: City of Carbondale, U.S. Census Bureau, Illinois Department of Employment Security



will remain steady and witness a moderate increase during the 20-year horizon of this Plan. The projections listed in **Table 1.2, Population Projections (Five Years)** are based upon the Illinois Department of Commerce and Economic Opportunity's (DCEO) five-year population projections for Jackson County.

	2000	2005	2010	2015	2020	2025	2030
Jackson County	59,710	60,704	61,574	62,561	63,719	64,295	63,825
City of Carbondale	25,597	26,103	26,477	26,901	27,399	27,647	27,445

SOURCE: ILLINOIS DEPARTMENT OF COMMERCE AND ECONOMIC OPPORTUNITY; [HTTP://WWW.COMMERCE.STATE.IL.US/DCEO/BUREAUS/FACTS_FIGURES/POPULATION_PROJECTION](http://www.commerce.state.il.us/DCEO/BUREAUS/FACTS_FIGURES/POPULATION_PROJECTION)

Such projection methodology assumes that the City's share of County population will continue to remain relatively stable.

Future projections, according to DCEO, show that Jackson County (and by this step-down methodology, Carbondale) is expected to increase in population even though the County's population has declined over the last 10 years. Between 2000 and 2030, Carbondale is expected to increase by 7.2 percent (1,848 residents) to 27,445 persons. However, the target population is set for 30,000 residents (as explained in the **insert on page 1.6**). This goal is achievable through a multi-pronged effort including annexation, proactive economic development strategies, and housing investment. While there are indications of a continued modest population growth, based upon the use of statistical projections of past trends, there are many local initiatives that aim to increase the overall population.

EMERGING THEMES RELATED TO FUTURE POPULATION GROWTH

Job Growth Drives Population Increases

A key element to facilitate community growth is providing a variety of employment opportunities. The level of education is also a key determinant related to the capabilities of the area labor force. This influences the types of businesses that may be retained and attracted to the community, as well as the success businesses have in finding the types of labor skills they require. Carbondale compares favorably with other college towns, as well as Jackson County and the State of Illinois. The presence of SIU substantially boosts the educational achievement level in Carbondale, as reflected by 48 percent of its residents having a bachelor's degree or higher.

As stated by multiple stakeholders during the public involvement process, it is important for Carbondale to provide proper opportunities for young adults so they will want to stay in the City. As host to SIU, Carbondale has a constant stream of younger workers who may become future residents and employees. However, a majority of these students migrate to other cities immediately upon graduation. Most important will be an effort to diversify the economy so there is a variety



TARGET POPULATION

In the life of a city – and the City of Carbondale in particular – we also look forward, and we do so everyday with the task of making Carbondale a better community. One of my goals for the community has been to set our sights on increasing our official population to more than 30,000 within the next dozen years. This may not seem like too high of a goal to the average person (adding about 4,000 new residents), but it equates to a net gain of about 300 new people annually. In order to reach this goal, we have to continue to work hard together to attract and retain business, to build new homes, and to create opportunities for people who will want to live in the city.

In the past we have done these things, too, but we never had a recognizable goal to which we would be accountable. Now, with the 30,000 population mark, we have a goal to meet and the work takes on new meaning. Setting achievable goals is important when focusing on the future, because it sets a target and gives us something to measure against in all that we do. Building a community is like building anything else, there have to be points where success can be seen and where one step leads to another. – Mayor Brad Cole

SOURCE: CARBONDALE COMMUNIQUE (JAN/FEB 2007)

of jobs available in the community for new graduates. This effort will be part of a larger goal of bringing more jobs to Carbondale and the region. In order to attract younger residents to remain in Carbondale, other niche amenities will need to be offered and advertised. These opportunities include housing choices that appeal to younger persons and are affordable based upon the local employment options. This constituency composes the future workforce and population of Carbondale, so efforts should continue to be made to attract this segment of society.

Also, it is essential to focus on the existing core constituency, the aging 65+ age cohort, so they have the proper economic, social, recreational, and housing opportunities. The “graying” of the population is a consideration for the community since the needs of residents will be changing: more transportation options for seniors who do not drive, housing alternatives that allow residents to age gracefully in their existing neighborhoods, local health care facilities, and life-long learning opportunities.

Adequate Housing Needed for Growth

Traditionally, Carbondale has experienced a housing shortage of quality rental and ownership options. This fact is evident when comparing housing statistics, as well as visible when inventorying neighborhood conditions. In all cases, there is historical precedent from the past boom of SIU, which rapidly increased the demand for rental housing in the community. In order to house as many students as possible, mobile homes were placed in backyards, garages and attics were converted to living space, and multi-family housing options sprung up around the campus. While the backyard mobile homes are mostly gone today, the legacy of the housing need still continues. New residents (including students) face challenges in finding housing options that include modern conveniences and are priced affordably. As businesses attempt to recruit talented workers to Carbondale, many prospective employees choose to live in Jackson or Williamson County. Anecdotal evidence cites the “lack of quality housing at a reasonable price” as one of the determining

factors for residents who choose to live elsewhere. The limited ability of residents to find an appropriate home in the City has growth implications as the County population may increase while relying on Carbondale jobs. It also curtails existing residents from moving up from their existing home into a larger home or another housing type. Across all housing types, the message from residents is that there is not sufficient choice in housing currently available on the market. Creating more availability and a wider variety of housing is essential for Carbondale to maintain its population growth and economic competitiveness.

A lower rate of home ownership is often an indicator of building maintenance and neighborhood integrity issues. As of 2000, 28.7 percent of dwelling units in Carbondale were owner occupied, with the remaining 71.3 percent renter occupied. Although this is the city-wide average, there are neighborhoods that have much higher and lower rental rates. An abundance of renters in one area can lead to neighborhood-wide issues that may not be present in other areas. A lack of neighborhood integrity and obvious investment can permit a cycle that drives away potential investors or new residents. While less of a driver in regards to population growth, neighborhood character is an important factor when weighing options about housing. Just as neighborhoods suffering from disinvestment may deter potential residents, vibrant locations may attract additional residents to Carbondale.

Role of the Natural Environment in Guiding Growth

The City of Carbondale is a nationally recognized small city that is loved by outdoor enthusiasts. Carbondale has been highlighted as such in a recent publication, *101 Best Outdoor Towns in America: Unspoiled Places to Visit, Live & Play* (2007). As a gateway to the Shawnee National Forest, the City is located near the largest forested land area in Illinois, and subsequently benefits from the recreational and natural resource opportunities it has to offer. These resources include the Crab Orchard National Wildlife Refuge and Giant City State Park which are located adjacent to the City. The City has a history of implementing and encouraging environmental stewardship through various programs and policies. This also coincides with the work of various departments at SIU that contribute scientific research, volunteer programs, and educational opportunities about the local natural environment.

In geographic terms, this Comprehensive Plan addresses the current city limits of Carbondale, as well as its surrounding “extra-territorial jurisdiction.” In accordance with Illinois State Statute, Carbondale’s planning area is allowed to extend one and one-half miles beyond the City limits, as shown in **Map 1.1, Study Area**. This area is subject to the City’s zoning and subdivision regulations, which guide land use, layout, and intensity of future development. The City’s zoning and subdivision jurisdiction is an important consideration in this Plan since many of the City’s natural resources are located in the land surrounding the City. Thus, protection of these lands from incompatible development practices can be implemented through the City’s regulatory authority.

1.3 Planning Context

WHAT IS THE PURPOSE OF THIS COMPREHENSIVE PLAN?

This Comprehensive Plan is an important policy reference for the City since it:

- Lays out the City's "big picture" vision and associated goals regarding the future growth and enhancement of the community;
- considers, at once, the entire geographic area of Carbondale, including potential growth areas where new development and/or annexation may occur beyond the already developed portions of the City; and
- assesses near- and longer-term needs and desires across a variety of inter-related topics that represent the key building blocks of Carbondale (*e.g., land use, transportation, urban design, economic development, redevelopment, neighborhoods, parks and recreation, utility infrastructure, public facilities and services, etc.*).

Through this Comprehensive Plan, the City may determine how best to accommodate and manage its projected growth, as well as the redevelopment of older neighborhoods and commercial and industrial areas. This Plan is aimed at ensuring that ongoing development and redevelopment will proceed in an orderly,

well-planned manner so that public facilities and services can keep pace and residents' quality of life will be enhanced. Significantly, by clarifying and stating the City's intentions regarding the area's physical development and infrastructure investment, this Plan may also create a level of certainty for residents, landowners, developers, and potential investors.

HOW TO USE THIS PLAN

This Plan, as embraced by the community and its leadership, is envisioned to help take the City to a new level in terms of its livability and tangible accomplishments. However, this Plan is only words and images on paper if its recommendations are not pursued and effectively implemented.

The Plan is ultimately a guidance document for City officials and staff who must make decisions on a daily basis that will determine the future direction, financial health, and look and feel of the community. These decisions are carried out through:

- targeted programs and expenditures prioritized through the City's annual budget process, including routine, but essential, functions such as code enforcement;
- major public improvements and land acquisitions financed through the City's Community Investment Program and related bond initiatives;
- new and amended City ordinances and regulations closely linked to Comprehensive Plan objectives (and associated review and approval procedures in the case of land development, subdivisions, and zoning matters);
- departmental work plans and staffing in key areas;
- support for ongoing planning and studies that will further clarify needs and

"PLANNING" IS....

...the process of identifying issues and needs, establishing goals and objectives, and determining the most effective means by which these ends may be achieved.

strategies, including the City Council's own strategic planning;

- pursuit of external grant funding to supplement local funds and/or expedite certain projects; and
- initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes that neither could accomplish alone.

Despite these many avenues for action, this Plan should not be considered a cure all for every issue in the community. Instead, this Plan focuses on the responsibilities of the City in the physical planning arena, where it may have a more direct and extensive role than in areas such as education, social services, and arts and culture. Of necessity, this Plan, as a vision and policy reference, must remain relatively general. The Plan may not touch on every challenge before the community, but it is meant to set a tone and motivate concerted efforts to move the community forward in the coming years.

LOCAL PLANNING

The success of the Plan depends upon how it is integrated with the operation of local government (planning, policy development, regulation, and programming through City departments).

PLANNING AUTHORITY

The State of Illinois allows a Planning Commission or Planning Department to create a Comprehensive Plan as an advisory document to the City Council. It is to be used when creating municipal regulations by stating policies or establishing a rational basis for decision-making. In the event that a zoning decision is appealed, the content of the Comprehensive Plan would be evaluated to verify that the ordinance or planning decision is supported in the Plan text and maps.

The Illinois Municipal Code allows the commission or department:

"To prepare and recommend to the corporate authorities a comprehensive plan for the present and future development or redevelopment of the municipality. Such plan may be adopted in whole or in separate geographical or functional parts, each of which, when adopted, shall be the official comprehensive plan, or part thereof, of that municipality. This plan may include reasonable requirements with reference to streets, alleys, public grounds, and other improvements hereinafter specified. The plan, as recommended by the plan commission and as thereafter adopted in any municipality in this state, may be made applicable, by the terms thereof, to land situated within the corporate limits and contiguous territory not more than one and one-half miles beyond the corporate limits and not included in any municipality. Such plan may be implemented by ordinances

- a establishing reasonable standards of design for subdivisions and for resubdivisions of unimproved land and of areas subject to redevelopment in respect to public improvements as herein defined;
- b establishing reasonable requirements governing the location, width, course, and surfacing of public streets and highways, alleys, ways for public service facilities, curbs, gutters, sidewalks, street lights, parks, playgrounds, school grounds, size of lots to be used for residential purposes, stormwater drainage, water supply and distribution, sanitary sewers, and sewage collection and treatment; and
- c may designate land suitable for annexation to the municipality and the recommended zoning classification for such land upon annexation."

SOURCE: 65 ILCS 5/11-12-5

It is also important to distinguish between the function of the Comprehensive Plan relative to the City's development regulations, such as the zoning ordinance and subdivision regulations. The Plan recommends overall policy for future land use, roads, utilities, and other aspects of community growth and enhancement. The City's zoning ordinance and official zoning district map then implement policy in terms of specific land use, building, and site development standards. The City's subdivision regulations establish standards in conformance with the Plan for the physical subdivision of land, the layout of new streets and building sites, and the design and construction of roads, water and sewer lines, and storm drainage.

CITIZEN INVOLVEMENT – EARLY AND OFTEN

Local planning is often the most direct and efficient way to involve members of the general public in determining the vision of their community. The process of plan preparation provides a rare opportunity for two-way communication between citizens and local government officials as to their vision of the community and the details of how that vision is to be achieved. The Plan results in a series of guiding principles that will assist the City in administering development regulations; determining the location, financing, and sequencing of public improvements; and steering reinvestment and redevelopment efforts. The Plan also provides a means of coordinating the actions of the different departments and divisions within the City, with those of outside agency's.

PUBLIC INVOLVEMENT

Through the course of stakeholder interviews, there were many comments that summarized the broader planning issues. Some of these issue area comments included:

How should the future land use, recreation, and environmental needs be met?

- "Future expansion of the City needs to be concentrated and close to existing development as an environmental benefit. Keep leapfrog development to a minimum."
- "Carbondale needs to create a character of its own versus having strip malls like every other town."
- "We need a Downtown with more businesses and activities. There need to be more options for dining, shopping, and entertainment."
- "Carbondale has the opportunity to be natural and urban together. However, there are few instances of recent development that do a good job of blending the two strategies together."
- "The idea of infill is to preserve old structures rather than to tear them down and replace them with new buildings. We need to capitalize on our history and the significance of buildings."
- "There are more incentives necessary for Downtown rather than standards and regulations only."
- "The community needs more green space, trails, and better sidewalks."

What improvements are necessary for better mobility?

- "The Amtrak service is highly valued by students as a way to get in/out of town. Connections to Amtrak via the Saluki Express."

[CONTINUED ON NEXT PAGE]

To facilitate the process of updating this Comprehensive Plan, the City engaged Kendig Keast Collaborative, urban planning consultants, and appointed a 15-member, broadly-representative Comprehensive Plan Review Committee (PRC) to work with City officials, staff, residents, and the consultants. Over the course of a 14-month period, a variety of public outreach and involvement activities were conducted, background studies were completed, and individual elements of the Plan were drafted, reviewed, and refined to produce a document for public and official consideration.

[CONTINUED FROM PREVIOUS PAGE]

- “There need to be ‘free-moving’ pedestrian corridors between the University and Downtown, and between Downtown and the hospital. Shopping and restaurants could be more accessible to students through a stronger connection.”
- “Stronger connections are needed between Downtown and nearby neighborhoods. Many residents bike and walk, or would like to do more so, but obstacles exist that prohibit safe mobility. Linkages are important to the viability of both the neighborhoods and Downtown.”

How to address existing and future housing and neighborhoods?

- “The recent housing market has improved with the recent addition of new units. There are now more options, which have helped the housing situation. However, there is a concern as to the future of the older housing stock owned by individual owners. What happens to them now that there is a greater supply in the market?”
- “A general aim is to develop housing closer to amenities. Many workers commute to Carbondale from other places.” When asked why, ‘housing issues’ are a primary concern.

How to maintain and improve the Carbondale atmosphere for business and job growth?

- “Carbondale is not a boomtown that rapidly rises and falls, but is representative of more steady growth. At the same time, there are strong connections to the University’s student population, which acts as a base for the community. The University’s influence (losing and gaining students) affects the community in many ways.”
- “The ‘brain drain’ issue is real and there is a need to introduce students to the opportunities available in the region before they leave for other areas.”
- “We must continue to think regionally and act locally. There is much strength in the larger region, within 50 miles. We must continue to work together through the Southern Illinois Leadership Group and others.”
- “Our natural environment is a major attraction to this area. This must be preserved and protected if it is to remain an asset.”
- “Economic development opportunities were viewed to be in the medical field as well as retirees (aging as an asset). However, senior services and mobility concerns loom as potential issues.”
- “Economic development potential exists both on the airport property as well as adjacent sites.”

GETTING TO ACTION

The Plan must go beyond general and lofty sounding goals. While everybody may agree with such goals, true progress will only occur if the plan establishes a policy framework and provides guidance as to how particular opportunities and challenges are to be tackled.

The ability to implement the Plan is directly correlated to the amount of citizen participation and the sense of ownership derived from the process. The Plan contains many components and serves numerous functions, such as providing information, identifying existing conditions and characteristics, and establishing policies and strategies. As graphically illustrated in **Figure 1.3, Public Involvement in the Planning Process**, the public involvement activities included:

Comprehensive Plan Review Committee (PRC) Meetings. A Comprehensive Plan Review Committee (PRC) composed of elected and appointed officials and a representative group of citizens, business and property owners, and City staff provided strategic direction for the project through

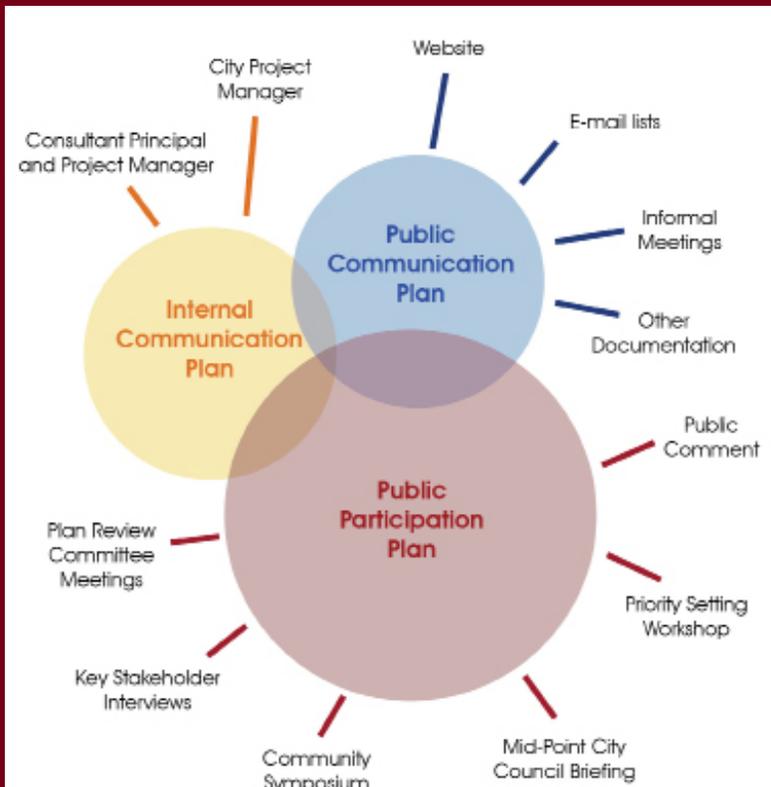
Consultant and PRC scheduled meetings. Comprehensive Plan Review Committee meetings were open to the public and posted on the web site and at locations where project materials were available.

Stakeholder Interviews. Input from residents, landowners, business owners, and City officials occurred through key stakeholder interviews on subject-specific topics throughout the planning process.

Community Symposium. A community symposium was held on March 26, 2009 to discuss the Comprehensive Plan with residents and to kick-off the planning process. This input helped to ensure that comments and resident's experiences are included in the Plan. It added many voices to the Plan so that the input was broadly representative of the entire community.

City Council Involvement. A mid-point City Council briefing was held on July 21, 2009 to update the Council on the activities to date. As not only the approval body, but also the chief implementing agent, the City Council was involved at periodic points in the process.

Figure 1.3 | PUBLIC INVOLVEMENT IN THE PLANNING PROCESS



A priority-setting workshop where members of the Comprehensive Plan Review Committee, City Council, and Planning Commission were invited, was held in November 2009 to engage in a group discussion about the on-going process and to gather feedback. Analysis of the draft document allowed for establishing near-term and long-term priorities for plan implementation. The results of this workshop are incorporated into the Implementation Chapter.

Throughout the process, citizens were able to review the latest updates on the City's website and provide feedback to City staff. Residents were also able to participate in the Community Symposium, complete a community survey, and voice support and/or opposition at the public hearing. The Plan is a definitive source of information regarding the existing and future conditions and characteristics of the community. By its nature, it is intended to serve all interests of the community.

BUILDING UPON PAST PLANNING EFFORTS

Carbondale 2000: Visions for City Development in the 21st Century (1993) is a strategic planning document that summarizes the goals that Carbondale has identified through the involvement and participation of residents in a Citizens Advisory Committee (CAC). Although that effort preceded this planning effort, and the previous Comprehensive Plan (1997), the positive impacts of the citizen involvement can still be felt in the community. As stated in the Introduction,

“The Carbondale 2000 project addressed six major aspects of life within the community: city government services, economic development, education, health care, transportation, and housing. Each topic was investigated through discussions with informed professionals and CAC group discussions. The views and ideas expressed in those forums were drawn together into formal recommendations presented below. The six topics are broad subjects and have some overlap among them. In various ways, each topic has an impact on others. The Citizens Advisory Committee presents the following recommendations for Carbondale 2000 in sincere hope that they can help Carbondale develop its immense potential as “the best small city in Illinois.”

In comparison to the Carbondale 2000 process, the 1997 Comprehensive Plan included a more substantial amount of public involvement, utilizing citizen input to help define the City's planning objectives, strategies, and priorities and the means by which they are achieved.

As a result of public involvement, the following goals and objectives were identified in the 1997 Comprehensive Plan:

Growth Management

- To control the type and location of development beyond the City's limits.
- To support and build on the residential character of the community while promoting Carbondale as a regional center.

“The Citizens Advisory Committee recommends that, in the coming years, Carbondale develop as a regional center for business, education, health care, and culture. The talented pool of citizens, businesses, and institutions in Carbondale should make such a reality possible.”

– Carbondale 2000

- To coordinate planning with local, county, regional and state officials to control development beyond the City's jurisdiction.

Housing

- To protect and maintain single family neighborhoods as low density residential areas.
- To encourage the development of all types and prices of housing in Carbondale.
- To promote opportunities for residential rehabilitation and redevelopment in residential areas to provide housing for low and moderate income families.

Transportation

- To promote efficient circulation and accessibility within and beyond the City of Carbondale.
- To pursue alternative transportation modes, including bicycles, public transportation, and paratransit to reduce traffic volumes.
- To enhance the appearance of major streets and gateways into the community.

Downtown

- To emphasize public and private improvements that help establish Downtown as a focal point for all Carbondale's citizens.
- To maintain the character of the Downtown while continuing to serve a variety of local markets.

Economic Development

- To continue the growth of regional and local oriented uses that provides a broad base of employment opportunities.
- To continue to build on the partnership with Southern Illinois University by expanding cooperative City-University efforts.

Natural Features/Open Space

- To protect natural features and open space as the City continues to develop and expand.
- To create more open space throughout the community.
- To protect air and water quality and land, ground, and water resources from future development which could diminish, degrade, and have adverse impacts on these natural resources.

Community Services

- To promote on-going communication and coordination with other governmental bodies, public agencies, and other service providers so as to support the needs of Carbondale's residents.
- To maintain the level of quality services in the City as it grows.
- To provide infrastructure in an efficient and cost-effective manner.

Infill Development

- To promote a compact, contiguous urban development pattern.
- To support compatible development on vacant, redeveloped, or under utilized parcels throughout the community.

A VISION FOR CARBONDALE

To establish a vision for the community and to help direct the drafting of the Comprehensive Plan, the PRC established the following vision statement:

By the year 2030 Carbondale will **BROADEN** and **DIVERSIFY** its economic base and continue to be the **REGIONAL HUB** for business, commerce, and cultural activities. Carbondale will be the leader in specialized **MEDICAL** facilities and rehabilitative services. Carbondale will be recognized as the home of a major research university. Its identity as a **“UNIVERSITY TOWN”** will guide its growth and development over the next decades.

The community will capitalize on its location as the gateway to Shawnee National Forest to become a destination spot for eco-tourism and outdoor recreation enthusiasts. The rural, less congested location provides a relaxed atmosphere that will serve as a backdrop to attract retirees desiring to relocate. Residents will take advantage of the **NATURAL SURROUNDINGS** and beauty of the region and the wide range of cultural and intellectual offerings through the University and community.

Carbondale will be home to one of the most **VIBRANT DOWNTOWNS** in the region with many cultural activities, art studios and entertainment venues. In addition, the downtown will provide a variety of retail services, professional uses, and restaurants that attract residents at all times throughout the day. The availability and large variety of desirable student housing options, coupled with the University’s many educational, research, and sports opportunities, will attract an increasing number of students.

Carbondale will be a **“MODEL COMMUNITY”** recognized nationally for its programs, policies and initiatives in **SUSTAINABLE** growth and development. **FAMILIES** will be attracted by the City’s overall **QUALITY OF LIFE**, affordable and diversified housing, and commitment to diversified citizenry. Strong neighborhoods with active neighborhood associations will provide an ideal setting for all residents. The excellent public education system will become a model for creating high achievement and high morale.

AN OVERVIEW OF THE COMPREHENSIVE PLAN TOPICS

Chapter 1, Introduction & Vision

This chapter explains the purpose of community planning and the value that will be accrued from undertaking a comprehensive planning process in Carbondale and its 1.5-mile planning area. The chapter focuses on compiling and summarizing meaningful information on key community indicators (such as the Economic Profile Report of 'College Communities' in Illinois, which is featured earlier in this chapter as full page layouts). Along with utilizing Carbondale 2000 – Visions for City Development in the 21st Century, the chapter also documents the public participation activities that served as the foundation of the planning process, leading to a consensus Vision Statement from which the Plan's guiding principles and policies flow.

Chapter 2, Land Use Character & Community Growth

This chapter provides policy for directing future development and managing growth, preserving valued areas and lands, and protecting the integrity of neighborhoods. Proper policy guidance is established to aid the City in making decisions about the compatibility and suitability of individual developments within the context of the larger community.

Existing facilities, services, and utilities are evaluated to determine areas requiring improvement to support the intended future growth. The focal point is how growth and new development is coordinated with public amenities and services.

Chapter 3, Community Mobility

The purpose of this chapter is to ensure orderly development of the transportation system, considering all forms of mobility. In coordination with the Land Use Character and Community Growth chapter, this chapter evaluates the impacts of different transportation investment decisions on future development, redevelopment, and community character. The multi-modal transportation plan is an essential element to ensure preservation of rights-of-way and other coordination needs and opportunities concurrent with new development.

Chapter 4, Housing and Neighborhoods

This chapter evaluates the design of neighborhoods within the framework of the City's current development regulations and the resulting impact on housing development, community character, urban form, and community connectivity. A key issue is the adequate supply of housing with a desired level of quality and affordability. This chapter ties with the City's subdivision regulations and other development standards to ensure that development will occur in a manner that meets the expectations of the City, is compatible with adjacent development, and is feasible and profitable.

Chapter 5, Economic Development

This chapter tackles one of the key elements in Carbondale (as well as the larger region), which is strengthening and diversifying the economy. This strategy includes reviewing current conditions and initiating action steps for growing

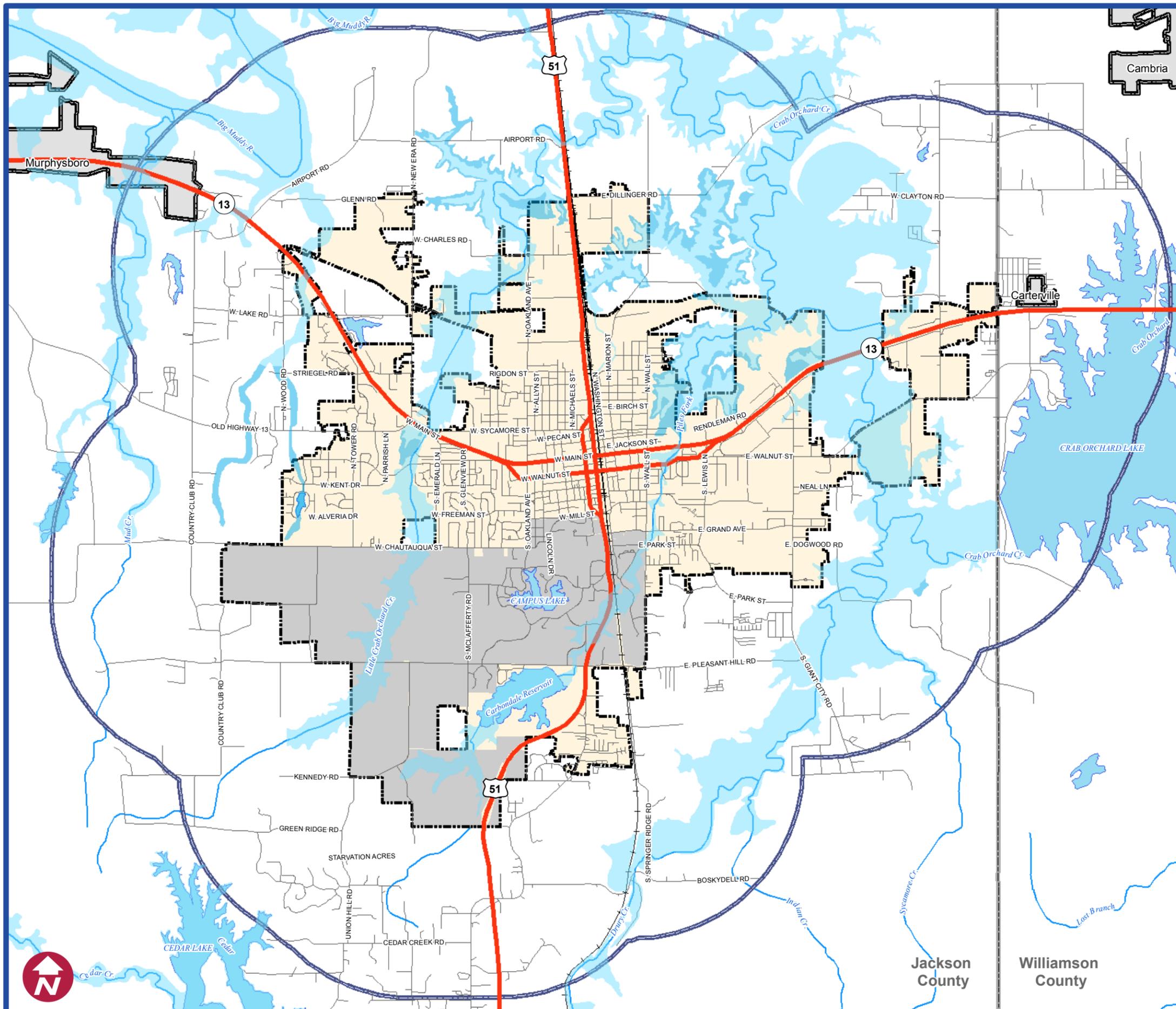
the community in a way that is both feasible and compatible with Carbondale's character. These policies outline ways to support and retain existing businesses, attract and grow new job-creating businesses, and train the community's workforce for current and future labor needs—all with a view toward achieving an improved living environment.

Of particular importance to economic development are the physical planning components that contribute to Carbondale's readiness to accommodate new development and reinvestment. Key considerations include the provision of sufficient space in appropriate locations for commercial business parks and industrial development; connections to the airport and SIU campus; adequate public facilities and services; available, quality housing; and a high-quality living environment for all residents of the community.

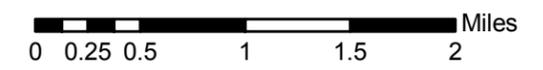
Chapter 6, Implementation

This final chapter utilizes the recommendations of the individual plan elements to consolidate an overall strategy for implementing the Comprehensive Plan, particularly for the highest priority initiatives that are first on the community's action agenda. Specific tasks are cited which must be accomplished to achieve the community's vision and goals.

1.1 Study Area



- 100-year Floodplain
- 500-year Floodplain
- Railroad
- City Limits
- Lakes
- Southern Illinois University
- Streams
- County Boundary
- Study Area (1.5 mile)
- Places



Study Area

City of Carbondale

Land Use Character and Community Growth

This overview of existing physical characteristics provides insight into the community's urban form, current uses of land, and supporting infrastructure and public facilities. This chapter and Chapter 3, Community Mobility, illustrate current and future land use patterns and identify issues for analysis. Planning for future land use and community character will depend, in part, on how Carbondale has grown and evolved in the past and where it stands today as a small city that still retains an historic and academic flavor. It will be important for community leaders and residents to appreciate how the physical development pattern of Carbondale is moving away from—or building upon and reinforcing—traditional practices and amenities. This may be accomplished through a series of recommended programs, ordinances, and capital projects, as well as through implementation of the Future Land Use Plan. In short, this chapter provides the missing link between ideals and action so that the vision of land use expressed by residents can become a reality.

2.1 Introduction

In many ways, residents seek to retain the small city atmosphere that has characterized Carbondale throughout its history. There has always been a sense of “place” associated with Carbondale as a city and a regional center in Southern Illinois. Carbondale residents identify with the City’s historic Downtown and its different neighborhoods. There are many urban design and land use elements that combine to create this perception of Carbondale. Streets with extensive tree cover and local parks help to complete the picture. Likewise, Memorial Hospital and SIU assist with “place-making” by creating destinations that draw residents and visitors alike. Lastly, the large businesses that employ local residents are also landmarks and contribute to the overall impression of the City. The issues that relate to land use, development and redevelopment, community design and appearance, Downtown, and historic preservation are addressed in this chapter.

Most of the land within the corporate limits of Carbondale is developed, so the protection of existing neighborhoods is a critical issue for residents. This is such a critical issue that it occupied a majority of time for voicing resident opinions at the Community Symposium. Many of the housing and neighborhood issues fall into this category of addressing the already built-out areas of the city. A second major opportunity is addressing new development, the so-called “greenfield” development on the City’s edges (and just outside its edges). Zoning for new development needs to encourage quality new development and protect neighbors from incompatible land uses. Lastly, redevelopment in the Downtown area that focuses on urban form and walkable spaces is an issue. The opportunity for Downtown redevelopment will be ripe once the proper financial and zoning incentives are in place. This is not

to say that the current districts and standards are wholly inadequate, but that this planning process must keep an eye to the eventual implementation mechanism. In short, the Comprehensive Plan is only as effective as it can be translated into project actions and established regulations.

2.2 Purpose

The purpose of this chapter is to provide the necessary guidance to enable the City to plan effectively for its future growth and redevelopment, while being mindful of existing land uses. Sound planning is essential to ensure the community is prepared to meet its future infrastructure needs, but also to establish and enhance its character. (See **Insert One: Goals**)

Land use and its context with the natural environment are integral components of this Comprehensive Plan. They are also important and influenced by the other elements of community growth, mobility, neighborhood preservation and integrity, utility infrastructure, and economic development. For instance, the transportation network provides access to land, which influences the type and density of development. The availability or lack of utilities may determine the amount, location, and timing of development. Design and development character impact community aesthetics and the perceptions held by residents and those considering economic investment in the community. Proximity to public facilities can impact health and safety and, as a result, impact the development potential of an area.

Given the above community desires and important planning considerations, this chapter is divided into three sections, as follows:

- Analysis of existing conditions related to the natural environment, existing land use, and utility infrastructure.
- Statements of land use, character, and community growth together with their implementation strategies and advisable actions and initiatives; and
- The plan for future growth and development including the land use designations and their relationship to the existing and proposed zoning districts.

A summary of the key focus areas and strategies is as follows:

Focus Area 2.1: Managing Future Growth

- **Strategy 1:** Provide additional attention and resources to promote infill development and redevelopment and to invest in the established neighborhoods.
- **Strategy 2:** Accommodation of Development and Redevelopment

INSERT ONE: GOALS

The intent of this chapter is to provide recommendations that will guide the City as it strives to:

- Effectively manage future growth to achieve a compact and fiscally responsible pattern of development.
- Preserve the community's rich and valued open spaces and environmental resources while forging more sustainable development practices.
- Strengthen the integrity and livability of existing neighborhoods through appropriate infill development and reinvestment.
- Develop and redevelop Downtown to become a local and regional destination of culture, entertainment, and community gathering.
- Preserve community heritage through historic restoration and neighborhood integrity improvements.
- Enhance the character and aesthetic attractiveness of the community and its neighborhoods, districts, and corridors.

- **Strategy 3:** Direct Future growth to occur in areas that are most suitable for development.
- **Strategy 4:** Continue to renovate and replace aging infrastructure components.
- **Strategy 5:** Upgrade service levels in areas currently served by rural water supply districts.
- **Strategy 6:** Water Supply Protection
- **Strategy 7:** Preserve the rural character of the City's periphery.

Focus Area 2.2: Quality, Sustainable Development

- **Strategy 1:** Continue to work with the Carbondale Park District and Green Earth on quality improvements to existing parks and expansion of the park system and natural areas through cooperative land acquisition agreements.
- **Strategy 2:** Protect and preserve environmental resources.
- **Strategy 3:** Adopt a community agenda for energy conservation.
- **Strategy 4:** Pursue more sustainable development outcomes through bonuses and incentives.

Focus Area 2.3: Downtown Renaissance

- **Strategy 1:** Strengthen Downtown as a viable place to conduct business.
- **Strategy 2:** Position Downtown as a unique local and regional destination.
- **Strategy 3:** Re-establish the traditional urban character of Downtown.
- **Strategy 4:** Improve connections to, through, and within Downtown and its surrounding neighborhoods.

Focus Area 2.4: Preserve Community Heritage

- **Strategy 1:** Preserve the historic character and integrity of the community.
- **Strategy 2:** Redevelop Town Square

Focus Area 2.5: Enhanced Community Character

- **Strategy 1:** Refocus the zoning ordinance to emphasize the character and form of development in applicable zoning districts.
- **Strategy 2:** Enhance the appearance of development and the compatibility between districts.

2.3 Existing Conditions

THE NATURAL ENVIRONMENT

This Plan puts forward a vision related to overall livability and a high quality of life. Other elements of this Plan address future policy recommendations of continued economic growth or creating additional housing options. Carbondale has flourished for many years in large part due to its rich and plentiful environmental resources. The spirit of sustainability intends to preserve or improve these environmental resources for future generations. Decisive action at this time fulfills the shared responsibility of all residents allowing future generations the ability to enjoy continued environmental opportunities.

Sensitive areas, stream corridors, and forest cover remain core issues, but this summary also introduces contemporary concepts such as energy conservation,

Figure 2.1 | NATURAL SETTING



Carbondale residents enjoy the city life that is situated in a forested setting. Minutes from hunting and fishing as well as Downtown and University amenities. The Comprehensive Plan should protect those resources that contribute to this sense of a “city in the country.”

building design, and alternative transportation recommendations. A sustainable city requires that each of these issues receives attention, but more importantly, that these recommendations lead to action. In the context of a unique community like Carbondale, this Plan must focus on topics such as jobs, housing, streets, education, municipal finances, and culture. At the same time that growth and impacts occur in these areas, an effort must be made to limit the negative environmental effects. This is not to say that other Plan elements are inherently incompatible with the environment, but, rather, that there is a need to understand the human impacts associated with these activities. These impacts are part of everyday life as Carbondale residents build homes, design neighborhoods, and commute to jobs.

Summary of existing natural environment conditions:

- In January 2007, the Mayor of Carbondale joined other mayors in signing the historic U.S. Conference of Mayors Climate Protection Agreement. This landmark document pledges to inventory climate-changing emissions, adopt strategies for reductions, and educate the public about the situation. Development/redevelopment activities, transportation decisions, purchasing patterns, and

other behaviors directly contribute to the community’s “carbon footprint.” Climate change is a threat to the quality of life in Carbondale as increasingly volatile weather patterns will have an impact on the community.

- Carbondale enjoys a gentle topography that adds to its environmental character without the constraints of steep slopes to pose development problems or severe land erosion. As depicted in **Figure 2.1, Natural Setting**, the overall topography influences how residents perceive the city’s character.
- The natural amenities offered by the gently rolling terrain, mature forests, and nearby water resources are highly desirable as a living environment. There is an attraction to this open, rural landscape, which without careful planning may be eroded by scattered development patterns and limits land use controls.
- As a riparian community with many stream corridors, Carbondale can be particularly susceptible to soil erosion and flooding. The City has taken steps through development standards and permitting procedures that are aimed at prevention and mitigation.
- The City has established stream buffers to protect water bodies and wetlands from damaging pollutants. A 50-foot riparian buffer along the edges of water bodies or wetlands helps maintain natural vegetation and serves to filter erosion and harmful contaminants.
- There are no endangered species within the City’s planning area that warrant preservation of habitats. However, there are many opportunities to establish or enhance wildlife corridors, open spaces, and riparian corridors as native habitats.
- The City enjoys a substantial tree canopy, which significantly contributes to its

community character as typified in **Figure 2.2, Neighborhood Tree Canopy**. Many of the streets are tree-lined with stands of native vegetation within the City and throughout the planning area.

- The intensively developed commercial areas are largely impervious and, therefore, warrant improvements to avoid flooding and further damage to local waterways. The City should seek ways to incorporate sustainable practices into all new development projects.
- The City established the Sustainability Commission and an Energy Efficiency Task Force has already begun to implement changes including rehabilitation of the Eurma Hayes Center, efficiency improvements to the Civic Center, and a shift to LED lighting for traffic signals.
- The combination of increased runoff, reduced recharge, and increased water usage had created a condition of “water mining” in the aquifer resulting in the gradual lowering of the water table near Crab Orchard. In response, the City diversified its water sources so that it no longer contributes to this problem. The Cedar Creek watershed now provides most of the water supply for the City. Protection measures for the watershed are due to the City’s ownership of much of the reservoir’s shoreline, which could be expanded through subdivision authority.
- Residents take an active role in environmental protection and management, including participation in events and programs ranging from removal of invasive plant species to participation in land conservancies, such as Green Earth, Inc., a local not-for-profit organization.
- The City’s policy for utility extensions requires that development be annexed into the City in order to connect to sewer and water. The 1997 Comprehensive Plan identified defined growth areas but, there have not been any evaluation standards to determine the costs/benefits of proposed developments. Utility connections have been on a case-by-case basis so there has not been a mechanism to coordinate the pattern and timing of development or ensure cost efficiency of providing adequate public facilities and services.

Figure 2.2 | **NEIGHBORHOOD TREE CANOPY**



Many of the neighborhoods retain a perception of open space through the presence of trees. Tree canopy is an important community character factor as well as an environmental asset.

LAND USE AND COMMUNITY CHARACTER

The term “land use” literally relates to the use of land. However, the design of individual uses, districts, and neighborhoods influence the “look and feel” of development. Therefore, the character of an area is more distinctly defined by the intensity of development, the arrangement of buildings and parking areas, the preservation and use of open space, and other design features. For instance, Downtown has a grid street pattern, buildings mostly brought to the street, and sidewalks and street furniture, which differentiates it from the more auto-oriented nature of the University Mall. The mall is largely characterized by large setbacks and expansive parking areas, large-scale buildings and out-parcels, and signage. While also commercial in use, the mall produces a much different character of development than Downtown or other commercial strip centers.

It is this combination of land use and design that determine the compatibility and quality of development. Aesthetic enhancements, such as the design of buildings, landscaping and screening, sign control, and site amenities, also contribute to the appeal of Carbondale. It is each of the above considerations that collectively are responsible for the community's character and appearance and the impressions left on visitors and passers-by.

Examples of how design influences character within different land use types include:

- a single-family home situated on a large lot with mature trees and separated from neighboring homes versus a detached single-family home on a small lot with rear-alley access and minimal yard space and vegetation;
- a master-planned business park in a campus-like setting versus an office building on an individual site surrounded by a parking lot;
- storefront shops and small cafes in a walkable, neighborhood setting versus "big box" stores and pad-site restaurants and retailers in a large-scale shopping center with expansive surface parking and minimal landscaping; and
- a manufacturing facility that is nestled on a large site and among broad open space and mature trees and landscaping versus a more intensive industrial operation with outdoor activity and unscreened equipment storage.

Above are examples of the same use types that may assume different characters depending on their layout, design, and environmental context.

The zoning ordinance plays a significant role in establishing the physical character of the community. After all, this ordinance determines the types of use and delineation of districts, together with the height and area requirements and standards for landscaping, open space, and signage. As a result, the zoning ordinance largely directs the development outcomes as highlighted in **Figure 2.3, Zoning Ordinance Standards**. This is important since it provides a regulatory context in which local land use decisions may be made to foster a sustainable environment, a prosperous economy, and a high quality of life. The City's development ordinances (zoning, subdivision, sign, landscaping, and building codes) represent the primary tools for implementing the recommendations in this document.

Examined in this chapter is the basic use of land, together with the standards and elements of design

that lead to the appearance of neighborhoods, commercial areas, and corridors, and the compatibility among and between them. This includes such factors as density, intensity, building setbacks, height and lot coverage, amount of open space, and vegetation. Since the zoning and subdivision regulations direct the design of individual sites, they warrant special attention. However, there are many other "levers" that can be utilized to create appropriate development and encourage attractive redevelopment of existing sites. These tools must be fully utilized so that future development reflects the aspirations of Carbondale residents.

Figure 2.3 | ZONING ORDINANCE STANDARDS



The recent destruction of a local business required that it be reconstructed according to the new Downtown zoning regulations. Improvements in the zoning standards lead to changes on the ground that can be visible to residents.

Designation	City (ac)	% of Total	ETJ (ac)	% of Total	Total (ac)	% of Total
Vacant	416.4	4.2%	130.4	0.6%	546.8	1.7%
Natural	914.9	9.1%	5,402.2	24.6%	6,317.0	19.7%
Agriculture	731.9	7.3%	10,712.1	48.7%	11,444.0	35.8%
Estate Residential	0.0	0.0%	1,815.8	8.3%	1,815.8	5.7%
Suburban Residential	982.3	9.8%	2,263.2	10.3%	3,245.5	10.1%
Auto-Urban Single-Family Residential	746.5	7.5%	47.8	0.2%	794.3	2.5%
Auto-Urban Multi-Family Residential	406.8	4.1%	23.6	0.1%	430.5	1.3%
Auto-Urban Manufactured Homes	248.7	2.5%	254.6	1.2%	503.3	1.6%
Auto-Urban Commercial	866.4	8.7%	173.5	0.8%	1,040.0	3.3%
Urban Commercial	135.2	1.3%	0.0	0.0%	135.2	0.4%
Industrial	401.3	4.0%	231.7	1.1%	633.1	2.0%
Institutional	3,661.4	36.6%	685.1	3.1%	4,346.5	13.6%
Parks	502.5	5.0%	243.9	1.1%	746.4	2.3%
TOTAL	10,014.4	100%	21,984.0	100%	31,998.4	100%

SOURCE: KENDIG KEAST COLLABORATIVE (MAY 2009)

EXISTING LAND USE INVENTORY

Reflected in **Map 2.1, Existing Land Use Character**, is the current use of land in Carbondale and its one and one-half mile extraterritorial jurisdiction. The inventory reflects both the use of land (delineated as vacant, natural, agriculture, residential, commercial, industrial, institutional, and parks), as well as its character. Carbondale can be divided generally into four character types as follows:

- **Urban** is unique to Downtown by reason of the intensity and form of development;
- **Auto-Urban** reflects the more densely developed single- and multiple-family neighborhoods, as well as the commercial use along each of the main corridors;
- **Suburban** includes the larger lot neighborhoods primarily on the fringes and outside the City; and
- **Rural** makes up the natural and agricultural areas around the periphery of the City.

Currently, U.S. 51 and IL 13 make up the two major thoroughfares that run through the city, attracting a large majority of “Auto-Urban Commercial” to the east and west sides of Downtown along the Highway 13 corridor. On the north side of the city, a substantial portion of Carbondale’s “Industrial” land use is located along U.S. 51, while the Southern Illinois University campus is situated opposite, just south

of Downtown. Surrounding Downtown is a variety of higher-density residential uses, including largely “Auto-Urban Single-Family,” with some “Auto-Urban Multi-Family,” “Auto-Urban Manufactured Homes,” and “Suburban Residential.” The area surrounding the City limits is largely comprised of “Agriculture” and “Natural” land uses, with scattered lower-density residential development dispersed throughout. The quantities of the individual land use designations are exhibited in **Table 2.1, Existing Use and Character Acreages and Proportions**.

Findings

- Land use within the City totals approximately 10,014 acres (15.6 square miles), as shown in *Map 2.1, Existing Land Use Character*. This acreage excludes water bodies and rights-of-way.
- The area outside of the City limits is predominantly comprised of “Natural” (5,402 acres) and “Agriculture” (10,712 acres) land uses with pockets of Estate (1,816 acres) and Suburban Residential (2,263 acres). According to *Table 2.1, Existing Use and Character Acreages and Proportions*, approximately 55 percent of the land within the City and ETJ is “Natural” (19.7%) or “Agriculture” (35.8%).
- With Southern Illinois University being within the City limits, “Institutional” contributes a little over one-third of the City land area.
- “Suburban Residential,” “Natural,” and “Auto-Urban Commercial” comprise the next three largest categories, altogether totaling nearly 30 percent of the calculated land area within the City. “Vacant” (416.4 acres) and “Parks” (502.5 acres) together, account for roughly nine percent of the total acreage within the City limits.
- Commercial categories contribute to the local Carbondale character, but have vastly different acreages. “Auto-Urban Commercial” contributes approximately nine percent of the City’s land use, with most of this development centered on IL 13. “Urban Commercial” in the Downtown area adds only about one percent.
- “Auto-Urban Single-Family Residential,” “Auto-Urban Multi-Family Residential,” and “Auto-Urban Manufactured Homes” make up the more densely developed residential uses and occupy nearly 15 percent of the City’s land area.

WATER AND WASTEWATER UTILITIES

Water supply and distribution, along with wastewater collection and treatment, are essential services that will enable Carbondale to grow and develop over time. Along with the physical components of these utility systems, the City must also attend to the public policy arguments for fiscal responsibility in extending water and wastewater connections. In both respects, Carbondale is pursuing positive end goals: Investing in system maintenance and improvements while adhering to a policy of expansion only through annexation.

All areas within the City are provided water by either the City or a rural water supply district. Most areas within the City are served by the City’s wastewater collection utilities. The surrounding areas, which are less intensively developed, are served by rural water supply districts and private on-site septic systems. With a few exceptions, primarily in the area formerly served by the Crab Orchard Water District, the City’s systems can accommodate the current and anticipated service requirements. Additional detail on the current status of Carbondale’s water and wastewater systems are described on the next page:

Summary of existing conditions:

- Cedar Lake was constructed by the City of Carbondale in 1974 as its main, long-term water supply. As an overall source of water, Cedar Lake provides 100 percent of the City’s annual water supply, while the Carbondale Reservoir serves as an emergency backup if needed. Furthermore, Cedar Lake is reliable as a permanent water source during periods of drought as it is fed by springs, in addition to seasonal rainfall. A significant portion of the 1,750-acre spring-fed reservoir is located in the Shawnee National Forest, thereby affording protection to much of the shoreline and many of the lake’s tributaries.
- The City serves as a wholesale supplier through contracts with rural water district providers (such as Lakeside, Buncombe, and South Highway) and to the SIU campus distribution system. Some of the areas served by the rural water systems are within the Carbondale municipal limits, and there are instances where the City water service areas appear to commingle and even overlap. It should be noted that the existing long-term water supply contracts govern issues related to rates and service areas covered by the rural water districts. Opportunities for implementing growth management policies through rural water providers would arise during the renegotiation period of a contract. At that point, pricing and service area coverage issues can be structured to benefit those residents living within the city limits.
- Water infrastructure has adequate capacity for the existing demands and service areas. At present, the water treatment plant pictured in **Figure 2.4, Water Treatment Facility**, is under capacity and could accommodate increased future demands.
- One short-term infrastructure improvement, a new three-million gallon water tower, is planned to address existing water distribution issues in the southeast quadrant. This improvement will alleviate low water pressure conditions that are currently being experienced.
- Carbondale has assumed responsibility for operating the Crab Orchard Rural Water District in order for this provider to continue meeting Illinois EPA standards. The City has formulated a nine-year improvements program to repair the system and bring it into conformity with EPA standards, enhance service to customers, and improve reliability by providing additional interconnections with the City water system.
- Wastewater is treated by two separate treatment plants, a newer facility in the southeast and an older facility in the northwest. The City updated the southeast wastewater treatment plant in 2006, and it is currently operating at an average 3 MGD. This daily flow leaves a significant surplus capacity for the future since the overall treatment capability of the plant approaches 6 MGD. Likewise, the northwest wastewater treatment plant averages about 2.6 MGD and has a peak capacity of 6.6 MGD.
- Due to Carbondale’s location in four principal drainage basins, the City’s wastewater collection system requires the use of 17 lift stations to convey sewage to the two wastewater treatment plants. While these pump stations are appropriately sized, the City’s

Figure 2.4 | WATER TREATMENT FACILITY



Adequate long-term water resources and distribution is a critical planning issue. Current water supply and plant capacity is adequate to accommodate future growth.

Public Works Department could enhance the efficiency of operations through improved telemetry and control systems.

- As in every wastewater collection system with significant portions that were installed decades ago, flows within the piping system are increased by the infiltration of water through manhole covers, broken pipes, and faulty pipe joints (particularly at house connections), and especially during wet weather conditions. The phenomenon magnifies the flows entering treatment facilities and can lead to overflows at lift stations, among other system impacts. Carbondale is not immune to these inflow and infiltration (I & I) issues, but much work has been done to combat the effects. Future efforts are now being directed to reduce I & I issues at the remaining critical areas including the University's system.

Figure 2.5 | DOUG LEE PARK
(SUPERBLOCK)



In general, the City's sewer and water infrastructure is well positioned to meet the City's long-term requirements and accommodate any anticipated growth. Because overall service areas are not expected to expand significantly, major investments should continue to be directed toward enhanced maintenance, upgrading of service levels, and improved efficiency:

PARKS AND RECREATION

Parks and recreation facilities are an essential part of a healthy, quality, and vibrant community environment. They provide the necessary components for events outside of the home and after work and after school activities. Whether for passive or active use, parks and recreation facilities are an important part of everyday, active living — serving health benefits for children and seniors alike. The

park system enhances the community's "quality of life" factor, boosting economic development efforts to recruit and retain a skilled workforce; build a strong tax base to finance system expansion, facility enhancements, and maintenance; and attract retirees.

The Carbondale Park District, which is a separate governmental agency, is responsible for the operation of all parks and recreational facilities. The mission of the Carbondale Park District is to enhance the quality of life in the City of Carbondale by providing quality parks, facilities, programs, and services in the area. The Carbondale Park District is responsible for addressing the availability, quality, type, size, and location of recreation opportunities to meet the needs of Carbondale's residents and visitors to the community. Over the last three decades, the Park District has grown to about 500 acres of parkland, both developed and undeveloped, in 13 locations throughout the community. These parks are supplemented by the institutional resources of Southern Illinois University, and the nature preserves maintained by Green Earth, Inc. (see **Map 2.2, Park Service Areas**)

Neighborhood and Community Parks

The Carbondale Park District's function has to be able to respond to new and emerging community desires. While the identification of park projects, sites, and priorities are under the guidance of the Park District, there are opportunities for the City to remain engaged. For example, residents identified a new aquatic center as

a priority (along with many other park improvements). This facility might be sited at the Superblock site, **Figure 2.5, Doug Lee Park (Superblock)**, and will require some level of City support. Any City support, though undetermined as of yet, will need to come in many forms, possibly including a financial agreement to address construction costs.

Another example of a park improvement that might involve the City, would be the addition of a park in the Downtown area. While this park may only involve City planning and guidance, it will still need to be a group effort from start to finish. While it was noted that the City has established a number of Plazas in the Downtown, it is lacking a traditional park for young families to gather and socialize. While the Town Square Pavilion serves as a focal point for the community and provides a venue for public events, a Downtown park could provide a greater variety of options. In addition, a skateboard park could provide another gathering spot for local youth, though a location Downtown may not be the best option. There has also been public support for a dog park in Carbondale. While many residents are able to utilize the existing parks for dog walking purposes, they do not have a dedicated dog area. A dog park should be considered in any future park improvement plans.

Linear Parks

A system of parks and recreation areas is not complete without linear linkages between park facilities, neighborhoods, schools, and other public use facilities. Such linkages may boost accessibility to parks and other public spaces, thereby expanding the effective service area coverage of these existing parks. This then reduces the amount of public investment necessary to locate and construct parks throughout the community. In this planning process, residents expressed a desire for parks and other amenities to be within walking distance of home. In existing neighborhoods, it may be difficult to introduce parks to the built environment. However, linear parks or trails can allow those residents better access to existing parks. While trails enhance the entire system by connecting neighborhood parks and greenways to community parks, they also fill in the “gaps” on a micro level, connecting individual homes to neighborhood parks.

The fact that cities develop in an incremental fashion adds to the complexity of achieving a continuous system of linkages. This appears to be the historical and ongoing scenario for Carbondale, especially as it extends the Piles Fork Creek Trail as illustrated in **Figure 2.6, Trail Connections**. Without advance planning, these linkages will not happen naturally. To realize a comprehensive trail network over time, there must be a connectivity review at the stage of subdivision development, backed by the necessary requirements and standards for road continuity, sidewalks and trails within rights-of-way and easements, and other essential planning and design considerations, including safe intersection crossings, curb cuts, signage, and various other factors.

Figure 2.6 | TRAIL CONNECTIONS



The Piles Fork Creek Trail currently provides a north-south connection between Grand Avenue and Walnut Street. Connections should be made that can continue the trail in both directions. Also, east-west connections along Grand Avenue are necessary to link the trail to nearby uses as well as the University campus.



Carbondale Park District

The goal of the Carbondale Park District is to enrich the quality of community life through the diversity of healthy leisure pursuits and to heighten the appreciation of our natural world.

Facility Matrix

	Acreage	BBQ Grills	Basketball Courts	Child Care	Drinking Fountain	Fishing	Flower Bed	Game Tables	Garden Plots	Hiking/Walking	Multi-Use Fields	Natural Areas	Parking	Picnicking	Playground	Practice Green	Practice Range	Vending (Coke)	Concessions	Bar & Grill	Shelters	Ball Fields	Indoor Pool	Exercise Track	Soccer Fields	Restrooms
1	Attucks Park 400-800 N. WALL STREET	27	X	X	X	X				X	X		X	X	X						X	X		X	X	
2	Doug Lee Park/Superblock 601 S. LEWIS LANE	26			X					X	X		X						X			X			X	X
3A	Evergreen Park 1205 WEST PLEASANT HILL ROAD	60	X		X	X				X	X	X	X	X	X			X	X		X	X				X
4	Greenway/Bikeway BETWEEN E. GRAND & E. WALNUT	30						X		X	X															
5	Hickory Lodge 1115 W. SYCAMORE STREET	3					X		X				X	X												
6	Hickory Ridge Golf Course 2727 W. GLENN ROAD	256					X					X	X			X	X		X	X						X
7A	Lenus Turley Park 109 N. GLENVIEW DRIVE	4	X		X		X	X					X	X	X			X			X					X
7B	KIDS KORNER Child Care 101 N. GLENVIEW DRIVE			X			X						X													X
8	Parrish Park 2500 WEST SUNSET DRIVE	46			X					X	X	X	X												X	
8A	LIFE Community Center 2500 WEST SUNSET DRIVE	7			X		X						X					X					X			X
9	Park Operations Headquarters 108 N. WILLIAMS STREET	2					X											X								
10	Marberry Arboretum S. WALL & PLEASANT HILL ROAD	25					X			X		X	X	X												
11	Oakdale Park 940 N. OAKLAND AVENUE	5	X				X			X		X	X	X	X											
12	Alice Wright Early Childhood Center 2500 WEST SUNSET DRIVE				X										X											
13	Tatum Heights Park CEDARVIEW & E. CINDY STREETS	8	X		X		X				X		X	X	X											

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As each trail component feeds into the larger system, consideration should be given to the level of safety and maintenance requirements. Some segments that are remote or poorly lit may need increased police patrols. Others may need to be located off street to prevent automobile and pedestrian collisions. It is acknowledged that trails are expensive and sometimes difficult to introduce and construct in already developed environments. However, some railroad rights-of-way may offer a readily available linkage that can be built out immediately. These are valuable opportunities that should not be overlooked. Therefore, a plan is warranted to identify the best and most efficient means for achieving the intent of a community trail network, which is to enhance pedestrian and other non-motorized mobility within the City.

Park Service Areas

Evaluating service areas is an effective means of determining if the parks are well-located relative to their users. While some communities have sufficient, or even an abundance of parkland, the location of these opportunities plays a crucial role in determining the effectiveness of the entire park system. This analysis allows identification of those areas of the community that have sufficient park areas available and, more importantly, those that are in need of parks and recreation areas and facilities in closer proximity to neighborhoods.

Depicted in *Map 2.2, Park Service Areas*, are service area buffers around all existing parks. The service areas are shown separately to emphasize the difference in service area coverage based on the type of park. In some cases, such as the Superblock / Doug Lee Fields, parks are multi-use destinations, serving as both a community park and a neighborhood park for nearby residents.

From a purely locational standpoint, the analysis indicates that, within the City limits, the developed areas of the eastern side of the community are fairly well served by the existing neighborhood parks system. On the west side, there is an availability of community level parks that serve the local neighborhoods. However, some of the older neighborhoods near the City core and the fringes of the community, especially in the northwest, are deficient in park resources.

Findings of the service area analysis for each park type include:

- Community parks have a primary service area of one mile, meaning that a majority of persons utilizing these area-wide parks generally reside within this radius. As illustrated by *Map 2.2, Park Service Areas*, Carbondale currently has four community parks. While their associated service areas cover most of the City limits, the central areas of the community have limited coverage. Since there is limited opportunity for creating a new community park in the near Downtown neighborhoods, the community park needs might be met through better access to the existing community parks. As future development takes place in these areas, it will be important that commensurate trail and bikeway improvements occur.
- Illustrated in *Map 2.2, Park Service Areas*, are the one-half mile service areas of the four neighborhood parks, as well as the one-eighth mile service areas of the natural areas maintained by Green Earth. The intent is to have well-distributed and evenly spaced neighborhood parks in close proximity to residential areas. As displayed, the current array of neighborhood parks provides good coverage in most places, with the exception of the original core of the City. However, under-served areas exist as pockets on the fringe areas of the City. For example, there is limited coverage along the spine of U.S. 51. Other areas currently under served are located in the northwestern and far western portions of the City. However, these areas are still sparsely developed and may not necessarily need additional neighborhood parks until more development occurs. As new residential development occurs throughout the periphery of the City, there will be a need for additional neighborhood parks to serve these new developments.
- As shown in *Map 2.2, Park Service Areas*, natural areas have a limited service area of one-eighth mile, and, by nature, they serve the needs of people living in their immediate vicinity. While these parks tend to benefit a relatively limited population, they provide an additional form of recreation for nearby residents. These passive park areas complement the Park District's more active

INSERT TWO: THE PRINCIPLES OF SMART GROWTH INCLUDE:

- Create a range of housing opportunities and choices
- Create walkable neighborhoods
- Encourage community and stakeholder collaboration
- Foster distinctive, attractive communities with a strong sense of place
- Make development decisions predictable, fair and cost effective
- Mix land uses
- Preserve open space, farmland, natural beauty and critical environmental areas
- Provide a variety of transportation choices
- Strengthen and direct development towards existing communities
- Take advantage of compact building design

SOURCE: SMART GROWTH ONLINE

recreation holdings. Furthermore, these natural areas are an asset since Green Earth Inc. not only acquires the site for public use, but also assumes maintenance responsibilities for the site.

- It should be noted that the University offers a number of recreational opportunities that are open to the public but are not categorized as parks. The walking trail around Campus Lake is a major recreational attraction. While the Frisbee Golf course, Thompson Woods, and the Skate Park attract visitors of all ages.

Parks and recreation facilities serve a number of purposes that relate to physical, social, and community well-being. One of the hurdles to fulfilling park and recreational needs is balancing resources with demands. With a diverse population there is a wide variety of recreational resources that the community may utilize. These resources may include everything from soccer and baseball fields, indoor and outdoor aquatic facilities, to community gardens. The challenge for the Carbondale Park District is to concede to popular demand while also accommodating specialized groups that otherwise could not participate in that activity. The City should continue to facilitate a relationship with the Park District in order to achieve a strong park system and meet the needs of its residents.

2.4 Plan Focus Areas and Strategic Recommendations

Throughout the planning process, a number of issues and concerns were expressed related to land use compatibility, community growth, corridor design and appearance, Downtown and neighborhood redevelopment, and historic preservation. These discussions formed the basis of the following focus areas, along with the analysis of existing conditions: review of current plans, ordinances, and practices; and an examination of the planning and development process. Following the identification of the Focus Areas are a series of strategies and their rationales, along with the advisable implementation actions and initiatives. The areas of focus are as follows:

FOCUS AREA 2.1 - MANAGING FUTURE GROWTH

The development form of the City and its 1.5 mile extraterritorial jurisdiction is mostly concentrated in each direction around the intersection of U.S. 51 and IL 13. Over time, neighborhoods and supporting commercial districts have radiated outward from the original Town Square. Over the last two decades, the pattern of land use has become increasingly fragmented, with both small and large-lot subdivisions unfolding throughout the periphery of the extraterritorial planning

area (see **Map 2.3, Growth Trends**). Therefore, the greater Carbondale area has a population that is actually much larger than the 26,367 persons estimated in 2007 by the U.S. Census Bureau. Based on City estimates, the population within the City and its planning area is approximately 33,197 persons.

The principles of Smart Growth (see **Insert Two**) advocate a more compact pattern of development. This is based on the notions of maximizing the efficiencies of the infrastructure systems (e.g. water, wastewater, storm sewers, and transportation) and the provision of services (notably police and fire protection). Other principles of Smart Growth include: retaining and growing employment within the City to produce tax revenue; shortening commuting distances and promoting alternative modes of transportation; protecting natural resources and preserving rural agricultural land; reinforcing the value and integrity, while promoting reinvestment in well-established neighborhoods; and, generally, forging a more sustainable and fiscally responsible growth pattern.

State law gives the City the authority to manage the type, pattern, and character of development within the City limits and its extraterritorial jurisdiction. Within this area, the City may exercise its zoning regulations and subdivision Ordinance. The City's zoning ordinance includes Forestry (F) and General Agriculture (AG) districts for the purpose of conserving natural resources and agricultural lands and uses. While much of the extraterritorial area is zoned AG (see **Map 2.4, Current Zoning**), there has been an increase in the amount of request for low-density residential zoning, particularly in the less constrained areas to the southwest. These outlying subdivisions are not contiguous to the City limits and other existing development, nor are they within the City's water and wastewater service areas. In coordination with the Jackson County Health Department, the City allows subdivision development in the extraterritorial jurisdiction to include up to four, one-acre lots with any additional lots being a minimum of two and one-half acres each. However, developments may have lots below one acre in size when they provide their own community wastewater system. The City should re-evaluate this policy to curb sporadic development in areas outside of the preferred growth areas.

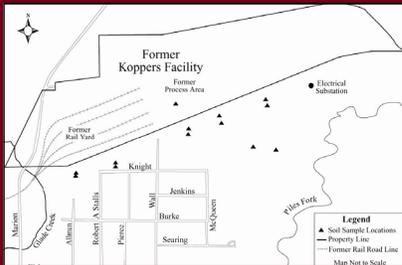
Strategy 1: Provide additional attention and resources to promote infill development and redevelopment and to reinvest in the established neighborhoods.

Rationale

A tenet of growing smart is maximizing the efficiency of the development pattern. This means contiguous development and land use patterns that capitalize on the availability of existing infrastructure. There are several sizeable undeveloped and underdeveloped parcels that provide opportunity for infill development where streets and utilities may be readily extended. There are also many individual lots that may be developed, particularly in northeast Carbondale. In addition, there are several areas that warrant consideration of redevelopment during the horizon of this Plan.

A second tenet is improving the integrity and desirability of existing neighborhoods. Specific strategies and implementation measures are outlined in Chapter 4, Housing and Neighborhoods. As related to land use, there are also initiatives pertaining to the compatibility of adjacent and nearby uses, preservation of neighborhood character, and convenient access to goods and services.

Figure 2.7 | **BROWNFIELD REDEVELOPMENT**



The former Koppers Wood-Treating site, located in the northeast corner of Carbondale, dates back to 1902 when railroad cross ties, utility poles, and other wood products were treated. Until the plant closed in 1991, wood products were treated with chemical preservatives, including creosote. During the years the plant was operational, handling and storage of chemicals caused spills, resulting in the pollution of soil, ground water, and nearby surface water.

Beazer East Inc. - the current owner of the property - has conducted numerous studies of the site to learn more about the location, amount and type of contamination. As the site and surrounding area is decontaminated, there are potential redevelopment options than can be explored.

SOURCE: US EPA

Actions and Initiatives

- a. Determine the appropriate zoning of the infill development tracts and initiate rezoning as appropriate. Care must be taken to ensure that the neighborhood character is preserved and compatibility with existing uses is observed.
- b. Study the infrastructure needs of the infill opportunity sites and prepare a schedule of capital improvements, including the timing and methods of funding the improvements.
- c. Incorporate bonuses into the zoning provisions whereby increased height and/or floor area may be achieved for meeting certain prescribed development standards. This may help to make infill development more feasible.
- d. Consider re-establishing funding to the New Home Construction Grant program whereby fees may be waived and infrastructure improvement costs may be shared as a means to encourage infill and redevelopment. Also, establish criteria and procedures to simplify and streamline development approval.
- e. In accordance with *Chapter 4, Housing and Neighborhoods*, define areas that warrant redevelopment and designate them as a redevelopment district. Subsequently, prepare a redevelopment plan to determine the type and general form of development, which may serve as a basis for design and implementation
- f. Identify on the future land use plan the future character of the redevelopment areas. Subsequently, establish the zoning provisions necessary to achieve the intended development outcomes.
- g. Review and amend the City’s development ordinance to identify and resolve regulatory impediments to infill development and redevelopment. Incorporate standards that are unique and applicable to these sites versus greenfield development sites.
- h. Solicit interest among the landowners to partner in establishing individual redevelopment authorities for the purpose of developing a transition plan and the means of financing and implementation.
- i. Adopt interim zoning regulations for the redevelopment areas to ensure that development conforms to the future intent of the area.¹
- j. Create a locally-maintained brownfield inventory to establish a searchable listing of all sites that are known to contain soil contamination based on environmental testing (or already included on EPA brownfields list) or could potentially contain contamination.
- k. Redevelop brownfield sites, as appropriate, while being mindful of the possibility of brownfield grants to aid in the

¹ Chapter 2, Zoning, Section 15-2C-7, Interim Zoning

environmental remediation and site reuse. The Koppers Tie Plant is one such brownfield that could be a redevelopment site in the future, as explained in **Figure 2.7, Brownfield Redevelopment**.

Strategy 2: Accommodation of Development and Redevelopment

Rationale

As stated in the strategies and recommendations presented in other parts of this chapter, the amount of undeveloped land needed to accommodate future growth in Carbondale is not expected to be significant. Concentration, instead, should be on development in infill areas and redevelopment of established areas of the City. Development in this fashion will take advantage of the foresight of earlier generations by utilizing the facilities that they installed.

Actions and Initiatives

- a. Discourage leap-frog (or even peripheral) development. Instead, utilize the adequate infill areas that exist within the City's current water and sanitary sewer service areas for accommodating new development.
- b. In those cases where development of underutilized land is determined to be appropriate, the City should continue its current policy requiring developers to provide adequate water distribution lines and sewer extensions as a part of any new subdivisions or land development project.

Strategy 3: Direct future growth to occur in areas that are most suitable for development.

Rational

The City is projected to grow by an additional 1,848 persons by 2030. Assuming similar development patterns and densities, there will be a demand for an additional 409 acres to accommodate the projected population. This amounts to roughly two-thirds of a square mile. To reach the targeted population of 30,000 persons, a total of 1,380 acres would be needed. For land use planning purposes, the acreage requirements are commonly factored up by 30 percent to allow market flexibility. This means the City should plan for approximately 530 additional acres by 2030 (or 1,794 acres to meet the targeted population).

The areas that are most suitable for future growth include several infill sites and redevelopment tracts, as well as those properties that are outside of the floodplain and adjacent to the City limits where City water and wastewater is readily available(see **Map 2.5, Future Growth and Reinvestment Areas**).

Actions and Initiatives

- a. Pre-zone the preferred future growth areas to be consistent with the future land use plan. Such zoning should allow flexibility as to the development type, provided the development character is compatible with the surrounding area.
- b. Initiate annexation of the properties within the preferred future growth areas.
- c. Develop a municipal service plan to establish the timing and means of infrastructure provision to the annexed properties.
- d. Coordinate the Community Investment Program (CIP) to provide public facilities and municipal services to the preferred growth areas.

Strategy 4: Continue to renovate and replace aging infrastructure components.

Rationale

The City has invested wisely for many years to provide high quality and reliable water distribution and sanitary sewer services. As with all capital investments, these facilities wear out and eventually require refurbishment or replacement. Special attention should be given to areas that cannot adequately be served by the existing utilities.

Actions and Initiatives

- a. Renovate and replace aging water lines to maintain service levels and reduce leakage.
- b. Renovate and replace aging sewers to adequately meet flow requirements while reducing infiltration and inflow.
- c. Continue to enhance sewage lift station system controls and telemetry, utilizing the latest information technology to improve operational efficiency and provide timely financial reporting and control.
- d. Continue replacing the existing waterlines within the recently acquired Crab Orchard Water District.

Strategy 5: Upgrade service levels in areas currently served by rural water supply districts.

Rationale

Rural water systems were never intended to accommodate the requirements of urban and suburban residents. Generally, the components of a rural water system are designed to provide minimum-cost water supplies over a wide geographical area. These include small-diameter, non-looped distribution lines that cannot handle fire protection demands.

Actions and Initiatives

- a. Upgrade water distribution service levels in areas of the City that are currently served by rural water supply districts by eventual replacement of water lines and the provision of fire hydrants. Achieving this would entail

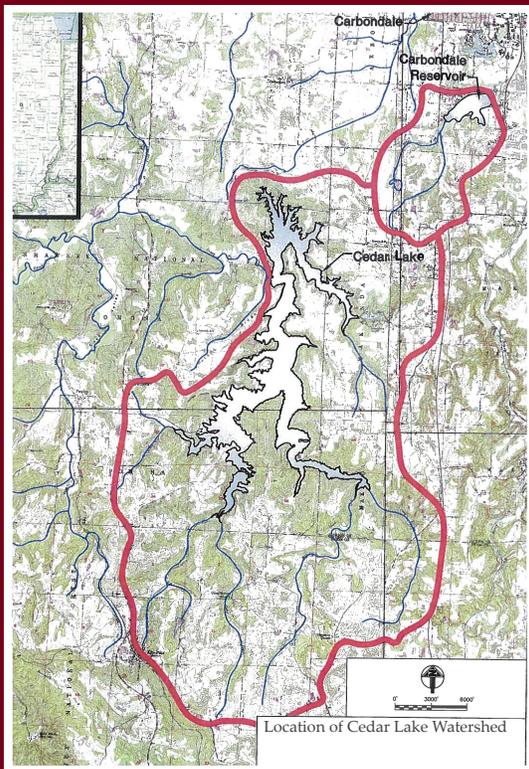
adjustments of the rural water supply districts' service areas or their acquisition by the City at the districts request.

Strategy 6: Water Supply Protection

Rationale

Cedar Lake continues to provide an abundant water supply to the City while acting

Figure 2.8 | CEDAR LAKE WATERSHED



Carbondale is largely separated from the watershed that acts as its drinking water source. The Cedar Lake watershed is located in the unincorporated areas of Jackson and Union Counties.

as a valuable recreational and scenic resource to the region. While a substantial part of the reservoir is located within the Shawnee National Forest, large areas of shoreline and interior areas may be subject to future development pressures or intense recreational usage. It is important that the City maintains the integrity of its water supply as effectively as possible.

Actions and Initiatives

- a. Continue to protect Cedar Lake by restricting development and land disturbance in non-federal shoreline areas. Explore measures that will ensure the long-term protection of those parts of the Cedar Lake watershed, including annexation or outright acquisition of strategic shoreline and interior land areas as illustrated in **Figure 2.8, Cedar Lake Watershed**.

Strategy 7: Preserve the rural character of the City's periphery.

Rationale

The pattern of land use around the City has in recent years become increasingly scattered with rural development. Continuing this pattern will have implications on the rural environment including an inadequate road network, urban-rural use conflicts, degradation of resources, costly service provision, and a likely shifting pattern of spending and investment. Since the City has zoning jurisdiction within mile and one-half, it may be necessary to re-evaluate its growth policies and regulatory framework.

Actions and Initiatives

- a. Amend the provisions of the AG, General Agriculture, district to narrow the list of permitted and special uses. Also, consider increasing the minimum lot area from five to 10 acres or more.
- b. Coordinate with the Jackson County Health Department to re-evaluate the subdivision regulations in the extraterritorial jurisdiction.
- c. Undertake a zoning study to establish an appropriate designation for the areas currently un-zoned (see *Map 2.4, Current Zoning*).
- d. Collaborate with Murphysboro to finalize an intergovernmental agreement to define the future planning area of both communities.
- e. Consider provisions that encourage development clustering by way of density bonuses for reduced lot sizes together with an increased percentage of common open space.
- f. Establish ordinance provisions requiring conservation easements for required open space within certain zoning districts.
- g. Encourage agriculture or development of airport-related uses in the area surrounding the airport.
- h. Discourage residential development that would interfere with the airport expansion and flight paths. While the noise contours for the existing airport operations are entirely located on airport property, there remain important considerations regarding building heights and uses in the surrounding area.

FOCUS AREA 2.2 - QUALITY, SUSTAINABLE DEVELOPMENT

The Southern Illinois region is well-known for its rich environmental assets and the quality of its natural environs. Carbondale enjoys beautiful natural scenery by

way of its woodland stands, rock formations, and its many creeks, wetlands, and lakes. In fact, this was cited by many residents as the reason for making this their home. It is this natural quality – among many other attractions – that significantly contributes to the aesthetic and character of the community. Residents greatly value the environment and expressed their desire to see it preserved and protected.

The areas of future growth are pretty well defined by way of natural features (Piles Fork, Little Crab Orchard, and Crab Orchard Creek and their floodplains), major land holdings and uses (Southern Illinois University), as well as the limits of municipal utility services. There is a significant presence of natural resources in the areas around the City. Therefore, as growth occurs and development is sought in or near these areas, the harmony of development and the environment will be essential to preserve community character and realize sustainable outcomes.

The City's current development standards have few provisions for the preservation of open space, protection of resources, and alternative development forms. Other than through application of the Land Use Intensity (LUI) system for the R-3, High Density Residential, district and planned unit developments, there are no minimum open space requirements in any of the residential districts. Also, since density is effectively determined by way of minimum lot sizes, the current ordinance leads to densely patterned development with little provision for open space. This results in maximizing the development site with minimal allowance for open space set aside to protect resource areas. To preserve environmental resources and to achieve sustainable outcomes, other regulatory options may be considered. A land use and zoning system that rewards good design and responsible development practices with density bonuses, streamlined approval, and increased certainty may help accomplish the vision expressed by residents.

While the pattern and form of development may greatly influence environmental conditions, so, too, may the design of buildings and sites. Green building practices may reduce energy consumption, reuse and save precious resources (e.g. water recycling), and mitigate off-site impacts such as stormwater runoff and flooding.

Strategy 1: Continue to work with the Carbondale Park District and Green Earth on quality improvements to existing parks and expansion of the park system and natural areas through cooperative land acquisition agreements.

Rationale

The needs and desires of the citizens of Carbondale justify continued development of parks and recreation facilities and preservation of open space to meet the specific needs and requirements of the community. A variety of types and sizes of parks and recreation facilities and associated activities are recommended to satisfy the diverse interests of the population, to ensure adequate and equal opportunity for all persons, and, ultimately, to encourage use by all population groups.

Actions and Initiatives

- a. Amend the City's subdivision regulations to establish a formal parkland and nature preserve dedication program
- b. Coordinate with Jackson County, local school districts, and SIU to address potential joint acquisition of land, improvement and maintenance of park land and facilities, nature preserves and trails, and use and management of areas and buildings, especially to avoid duplication of efforts and services.

- c. Improve accessibility to parks for disabled users by adding sidewalk curb cuts with ramps, wheelchair-accessible sidewalks, trails, and accessible facilities including play equipment, drinking fountains, and restrooms.
- d. Adopt a policy for the potential conversion and use of abandoned railroad corridors, under-utilized or vacant alleys, and other rights-of-way and easements as trails and walking connections.
- e. Regularly submit grant applications to state and federal programs and other available resources to leverage funds for trails and bikeway planning and development.
- f. Use the City's Development Regulations as another means to promote the gradual emergence of a city-wide trail and bikeway network.
- g. Establish requirements for the dedication of easements or rights-of-way from new developments that adjoin or overlap the City's planned trail network.

Strategy 2: Protect and preserve environmental resources.

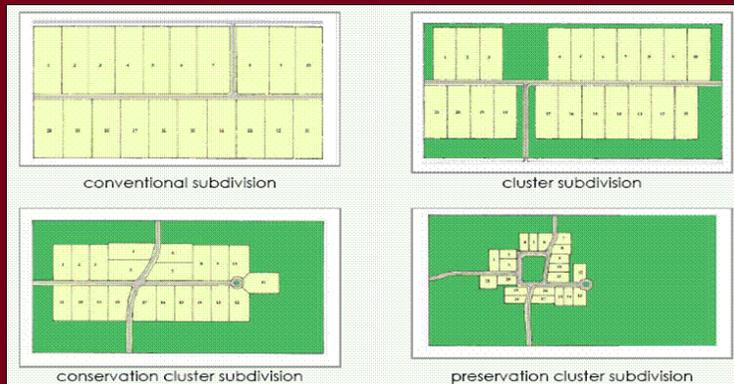
Rationale

The natural environment is a significant contributor to the character and beauty of Carbondale. This City has made strides in the area of resource protection yet there is more that can be done. There must be a balance though, so as not to go too far in regulating environmental protection. This balance may be achieved through the use of incentives and increased development flexibility with a goal of encouraging better protection and more efficient development.

Actions and Initiatives

- a. Modify the structure of the current zoning districts to allow increased flexibility through more development options that are each permitted by right. This approach would allow development in harmony with the environmental features of a site (see **Figure 2.9, Development Options**).
- b. Consolidate and restructure the residential districts by recalibrating the lot sizes, percentages of minimum open space, and relative densities. Within each district, density bonuses should be offered commensurate with increased provision for common open space. For instance, R-1-15, R-1-12, R-1-8, R-1-8A, and R-1-5 may be consolidated into

Figure 2.9 | DEVELOPMENT OPTIONS



The above graphic illustrates the different development forms that may be accommodated while maintaining the same gross density and this character of development. While the form of development changes, the off-site impacts remain the same while the on-site impacts are improved relative to the preservation of open space and protection of resources.

INSERT THREE: U.S. CONFERENCE OF MAYORS CLIMATE PROTECTION AGREEMENT

On February 16, 2005, the Kyoto Protocol, the international agreement to address climate disruption, became law for the 141 countries that have ratified it to date. On that day, Seattle Mayor Greg Nickels launched this initiative to advance the goals of the Kyoto Protocol through leadership and action by at least 141 American cities.

Under the Agreement, participating cities commit to take following three actions:

- Strive to meet or beat the Kyoto Protocol targets in their own communities, through actions ranging from anti-sprawl land-use policies to urban forest restoration projects to public information campaigns;
- Urge their state governments, and the federal government, to enact policies and programs to meet or beat the greenhouse gas emission reduction target suggested for the United States in the Kyoto Protocol -- 7% reduction from 1990 levels by 2012; and
- Urge the U.S. Congress to pass the bipartisan greenhouse gas reduction legislation, which would establish a national emission trading system.

an individual low-density residential district whereby there are increased open space requirements for the smaller lots to maintain comparable densities. (see page 2.23, **Table 2.2, Illustrative District Structure**)

- c. Repurpose planned unit development as an option within the residential districts, which would allow mixed unit types and may also allow for mixed commercial use provided certain criteria are met.
- d. Amend the landscape requirements for the purpose of preserving site resources, meeting landscape and buffering requirements, and providing for site drainage.
- e. Incorporate site capacity provisions into the development regulations to control the amount of development that may be accommodated on environmentally constrained sites. With the approach shown in *Figure 2.9*, of allowing development options within each district, there would be flexibility to allow development of heavily constrained sites.
- f. Undertake a resource inventory of the extraterritorial jurisdiction for the purpose of defining the boundaries of sensitive resources. Subsequently, initiate rezoning of these sites from AG, General Agriculture, to F, Forestry.
- g. Amend the zoning ordinance to include provisions to preserve and enhance the existing tree canopy, including tree protection and replacement standards, as well as preservation of large trees.
- h. Consider increasing the distance of structures from designated streams from 50 feet to 100 feet, or more.

Strategy 3: Adopt a community agenda for energy conservation.

Rationale

Beginning with the signing of the U.S. Conference of Mayors Climate Protection Agreement and continuing through the appointment and efforts of the Sustainability Commission, the City is committed to conserving energy and seeking ways to lessen their impact on climate change. Several initiatives are already underway; yet, there is a broad range of other proactive approaches that may have a collective, positive impact.

Table 2.2
Illustrative District Structure

District / Development Type	Average Lot Size	Minimum Open Space	Gross Density	Required Utilities	Minimum Site Area
Low Density Residential					
Estate (R-1-15)	15,000	0.10	2.0	public	5 acres
Standard (R-1-12)	12,000	0.13	2.3	public	5 acres
Cluster (R-1-8, R-1-8A)	8,000	0.20	3.1	public	5 acres
Planned (R-1-5)	5,000	0.30	4.2	public	10 acres

SOURCE: KENDIG KEAST COLLABORATIVE (MAY 2009)

Commentary: The above example reflects how the current low-density residential districts may be consolidated into a single district. In this example, the minimum required open space is directly proportional to the lot size, thereby maintaining comparable densities while providing a density bonus for increased open space. The open space may fulfill parkland needs, provide for buffering of adjacent uses, and/or protect site resources such as woodlands or areas of the floodplain. Each development type would be permitted by-right subject to other performance standards to ensure compatibility.

Actions and Initiatives

- a. Continue efforts to meet the provisions of the U.S. Conference of Mayors Climate Protection Agreement (see **Insert Three**), including:
 - Conduct an inventory of greenhouse gas emissions as a means to establish a baseline standard, as the premise of the agreement is based on improvement.
 - Establish an action plan for greenhouse gas reductions. This plan should identify the most promising strategies for greenhouse gas reductions, such as reducing the emissions from buildings and vehicles.
 - Implement the action plan to achieve the climate protection agreement goals.
- b. Seek alternative transportation solutions at the local and regional levels to preserve air quality. Nonpoint source transportation impacts represent up to 40 percent of the pollution levels. Measures that may help reduce vehicle emissions include, but are not limited to:
 - Increased opportunities for bicycling and walking by way of complete streets and other pedestrian improvements.
 - Coordinating with SIU for the

INSERT FOUR: MUNICIPAL GREEN BUILDING (LEED) POLICY

Many companies and municipalities are committing to building green facilities as a matter of policy. Although the definition of a green building can vary, the most widely accepted benchmarks are established by the US Green Building Council (www.usgbc.org). These green design standards are collectively known as the Leadership in Energy and Environmental Design (LEED) system, which evaluates green buildings according to specific criteria. There are five general areas:

1. Sustainable site planning
2. Safeguarding water and water efficiency
3. Energy efficiency and renewable energy
4. Conservation of materials and resources
5. Indoor environmental quality

expansion of the Saluki Express to serve the transit interests of the broader public, as well as the gradual replacement of the vehicle fleet and purchase of new alternative-powered vehicles that are more energy efficient and produce lower emissions.

- Improve regional high-capacity connections via Amtrak and Greyhound through better multi-modal access.
- Reduce congestion at local intersections by making Transportation Systems Management (TSM) improvements, including dedicated left and right turn lanes, traffic signal synchronization, and transit vehicle pull-out bays, among others.

INSERT FIVE: INCENTIVIZING GREEN BUILDING IN THE ZONING ORDINANCE

Most incentives are based on a “bonus” system where there are relaxed standards as a reward for providing a public amenity. A logical area for inclusion would be the PUD standards that already include several incentive provisions. In such a project, the green design features would be considered a public amenity even though they are not public in the same sense as a plaza, fountain, or pedestrian walkway. The “bonus” can focus on the height of the buildings, floor area ratio (FAR) requirements, parking ratios, or setbacks. Adding an additional floor or allowing increased floor area can make a small incentive for the developer in exchange for the completion of green design.

- c. Adopt a long-term municipal energy strategy to include an energy plan that enumerates reduction goals based on current energy usage.
- d. Conduct an audit to evaluate the effectiveness of the current building code with regard to building energy efficiency. The City may consider encouraging higher levels of energy and water efficiency by encouraging voluntary best management practices and incentivizing such practices in site and building design.
- e. Conduct a pilot energy efficiency project or seek LEED certification for new municipal buildings, such as the Public Safety Facility. Given the long lifespan of municipal facilities, the operational cost savings over the long-term would outweigh any additional upfront green building costs (see **Insert Four**).

- f. Consider a City-wide policy that all new or retrofitted public buildings will meet a certain energy efficiency standard or achieve LEED certification.
- g. Continue the efforts of the Sustainability Commission to identify energy saving measures, such as building lighting, street lights, building heating/cooling, building/window shading, and water usage/recapture.

Strategy 4: Pursue more sustainable development outcomes through bonuses and incentives.

Rationale

In recent years, there has been a renewed awareness and emphasis on sustainable development practices. There are many approaches to seek improved sustainability, one of which is in the design of building sites and developments. Infusing best management practices and providing incentives for good design will move the City toward more responsible development outcomes. This also has the benefit of enhancing community character.

Actions and Initiatives

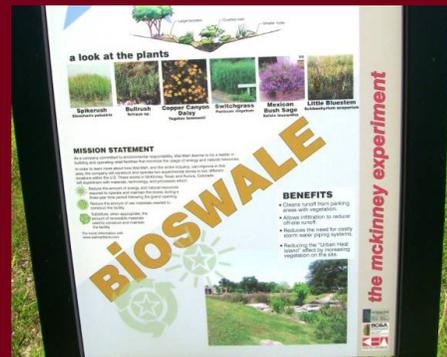
- a. Amend the development ordinances to integrate sustainability standards into the design and planning of both commercial and residential sites. This may include incentives for infill development, better defined regulations that allow for the on-site production of energy (e.g. wind and solar power), and an emphasis on mixed use developments. (see **Insert Five**).
- b. Incorporate sustainability concepts into the site development standards such as:
 - The use of bioswales and on-site water feature collection systems for stormwater management and water quality purposes.
 - Use of green roofs as a method of stormwater mitigation, as well as reduction of the urban “heat island” effect.
 - Reduced stormwater runoff through on-site retention, micro-storage such as water gardens and rain barrels, and pervious pavement.
- c. Incorporate low-impact development provisions into the development ordinances. This approach uses site design techniques to store, infiltrate, evaporate, and detain runoff, which address runoff volume, frequency, and water quality. Examples of site design elements in **Figure 2.10, Low-Impact Development**, include on-lot micro-storage, functional landscaping, open drainage swales, reduced imperviousness, minimal grades, and depression storage.
- d. Develop a campaign to educate citizens and community groups on the ways to reduce water consumption and waste, including do-it-yourself, low-cost measures such as residential water catchment (gutter collection) and water-efficient fixtures. Note: This is also a National Pollutant Discharge Elimination System (NPDES) Phase II requirement.
- e. Add trash disposal and recycling options in each park and other public facilities throughout the City.

FOCUS AREA 2.3 - DOWNTOWN RENAISSANCE

Downtown Carbondale was once the center of commerce and community activity. As in City centers across the country, the focus of Downtown has shifted away from its central retail activity to more offices, services, and government. The transition of Downtown has occurred over many years and is the result, among others, of the following key factors:

- An increased reliance on the automobile establishing

Figure 2.10 | **LOW-IMPACT DEVELOPMENT**



Natural stormwater drainage options are possible low-impact strategies for addressing stormwater issues on individual sites. The stormwater examples above are from the ‘green’ Wal-Mart, which uses alternative approaches to detention or treatment.

Figure 2.11 | **DOWNTOWN CHARACTER**



These two adjacent blocks illustrate the difference between an urban (outlined in orange) and auto-urban (red) character, with the primary difference being the arrangement of on-site and street parking.

a market for auto-oriented strip shopping centers and malls. This draws retail out of the core of the city and to the fringe of the community.

- The emergence of big box stores attracting fast food restaurants and small retailers to nearby sites away from Downtown.
- Specifically in Carbondale, perhaps the most significant influences were the Federal (U.S. 51) and State (IL 13) highway improvements creating one-way pairs through Downtown. This had the effect of increasing traffic and speeds and, in turn, deteriorating the pedestrian environment. (see **Figure 2.11, Downtown Character**).

Before the roadway widening and traffic improvements, Downtown had more of an urban character. Remnants of this pattern remain today, made visible by pedestrian-scaled block frontages along Illinois Avenue, on-street parking rather than large off-street surface parking lots, and mostly hidden rear parking and loading areas. While foot traffic remains, it is much less than it once was and less than what is most desired.

The major street projects have served to break the direct connections to the University and each of the nearby neighborhoods. This is due to major at-grade street crossings, deteriorating or missing sidewalks, and interruptions of pedestrian ways by driveways and parking lots. This has broken the ties and the natural synergies that underpin a sense of place and are common among successful downtowns.

There are great opportunities to repurpose Downtown. This is to say that it will not be what it once was, but it may be re-established as a destination for culture, entertainment, and community gathering, with a healthy compliment of local shops and eateries. Doing so will require a commitment to restore the market attraction and redesign the environment and reintroduce an urban fabric. This means a combination of economic initiatives and physical improvements to create a business-friendly environment that is both accessible and walkable.

A recent amendment to the zoning code now takes a step to preserve the streetscape and urban character. The Primary Business (BPR) district is intended to “protect the community created values by: encouraging uses serving primarily pedestrian-oriented traffic; discouraging uses requiring large areas of land in proportion to pedestrian traffic generated; and encouraging intensive use of land.” This element of the zoning code advances several concepts that promote quality design; yet, there are additional changes to better equip the district to forge the desired character.

An appropriate mix of uses is essential, including vertically integrated residential over retail uses, as well as higher-intensity attached-living integrated within or on the immediate fringes of Downtown. Moreover, the boundaries of the Downtown may warrant realignment and expansion.

The “community created values” generally articulated by residents and stakeholders through the initial public involvement process included, among others, the following statements regarding Downtown:

- “Downtown needs to be turned inside out and made more walkable and attractive to students.”
- “There need to be “free-moving” pedestrian corridors between the University and Downtown and within Downtown. Shopping and restaurants could be more accessible to students through a stronger connection.”
- “We need a Downtown with more businesses and activities. There need to be more options for dining, shopping, and entertainment.”
- “Carbondale’s Downtown needs a defined “district” and a single identity. Downtown needs to serve students, as well as the whole community.”
- “Downtown needs outdoor spaces together with a multitude of other activities and things to do. These spaces must be accessible and attractive..”

Therefore, it is apparent that the community seeks a renaissance of Downtown. The vision of Downtown and the general recommendations are expressed by this Plan.

Strategy 1: Strengthen Downtown as a viable place to conduct business.

Rationale

Presently, Downtown does not have an identity as a cohesive district. Rather, it has evolved as a collection of individual businesses without a strong synergy. As the renaissance of Downtown is initiated, the impediments for locating and operating long-standing and stable, economically viable businesses must be overcome. After all, there are many other possible choices that may offer better appeal for locating a business. There must be a reason for deliberately choosing Downtown, whether it is the dynamic of the University, hospital, or nearby neighborhoods; a draw to the heart and history of Carbondale; or attractive incentives. Other barriers may include land or lease rates, available floor space, obsolete buildings and code compliance issues, or access and parking, among others.

Actions and Initiatives

- a. Leverage the Enterprise Zone to create incentive packages to attract the identified target businesses to locate, or relocate within Downtown.
- b. Continue to provide grants through the Downtown Façade Improvement Fund, as well as the grants offered through Carbondale Main Street including the Façade with Signage Grant, Architectural Design Assistance Grant, and Rear Entrance/Alleyway Grant. Seek sources of funding through foundations, fundraisers, or state-sponsored programs to increase these and potential other grant amounts.
- c. Seek tools and financing mechanisms to increase the amount of incentive that is available in Downtown, with a particular focus on those businesses interested in the adaptive reuse of existing buildings.
- d. Consider forming a new tax increment financing (TIF) district or expand the existing district(see **Insert Six**). The funds generated by the district may help reduce the extra cost and risk that private development may face in Downtown, which may make it more competitive relative to locations outside of the district. These funds may also be used for improvement projects that provide direct benefit to the district.

- e. Consider forming a Business Improvement District (BID) to organize Downtown businesses and for the purpose of funding improvements to the district's public realm. The BID would also oversee the management of the district and address issues of common concern to district owners.
- f. Review and make warranted changes to the permitted use types within the BPR, Primary Business, district. Reconsider some of the currently permitted uses such as drive through services, repair services, and automotive sales and service. Integrate height and floor area incentives into the regulations for placing non-retail businesses on the second floor or above.
- g. Collaborate with Memorial Hospital to establish a plan for their long-term expansion, as well as other associated medical offices and service-related uses. This plan should be an integral part of the Downtown master plan and carefully designed so as to complement one another.
- h. Encourage shoppers to patronize Downtown businesses through a buy-local campaign.

i. Incorporate nighttime shopping events and programming that can bring life to Downtown after 5:00 p.m., thereby encouraging a vibrant "24/7" nightlife. This type of activity will be particularly attractive to students and young adults and families who seek such amenities and cultural attractions in their community.

Strategy 2: Position Downtown as a unique local and regional destination.

Rationale

The circumstances of Downtown have changed dramatically over the years. The nature of business has shifted away from its traditional primary retail role to one of government, institutions, and offices, combined with a lesser amount of retail services. Since the retail focus has moved to the primary corridors, particularly in East Carbondale, Downtown must create a new identity that is solely unique to the community and region. It must position itself so as not to compete for the typical retail outlets, instead targeting a niche market with an orientation toward culture, entertainment, and community gathering. This will naturally attract complimentary retail uses such as restaurants, coffee shops, and unique local retailers.

Given its central location among the City's well-established neighborhoods and its proximity to the University, Downtown is well-situated to cater both to residents and students, as well as regional visitors and tourists. The nature of businesses and the types of activities and attractions must appeal to all sectors.

INSERT SIX: TAX INCREMENT FINANCING

TIF funds may be used for costs associated with the development or redevelopment of property within the TIF, allowing blighted, declining and underperforming areas to again become viable, and allowing these areas to compete with vacant land at the edge of urban areas. Typical projects include:

- The redevelopment of substandard, obsolete, or vacant buildings.
- Financing general public infrastructure improvements, including streets, sewer, water, and the like, in declining areas.
- The development of residential housing in areas of need.
- Cleaning up polluted areas.
- Improving the viability of downtown business districts.
- Providing infrastructure needed to develop a site for new industrial or commercial use.
- Rehabilitating historic properties.

SOURCE: ILLINOIS TAX INCREMENT ASSOCIATION

Actions and Initiatives

- a. Perform a study to define the market potential of Downtown as to its regional economic capture, saleable/leasable square footage, and likely rate of absorption. Identify the range and preferred mixture of use types, along with a retention and attraction strategy and target marketing approach.
- b. Solicit professional assistance in developing a brand identity for Downtown. This could include an advertising campaign and production of related media materials.
- c. Through the course of the recommended master plan, identify a design theme for the Downtown district. This may include parameters of architecture, signage, lighting, streetscaping, and public art and amenities. The theme should allow individual expression while ensuring a semblance of design cohesiveness.
- d. Prepare a multi-year implementation program to initiate the recommended strategies and improvements of the master plan and market, branding, and design studies. The program should outline implementation authorities and responsibilities, specific timelines, and the methods and means of funding for each individual project.
- e. Based upon the design theme and branding studies, create new street signage that is unique for the Downtown district.
- f. Design and install distinct monuments and gateway treatments at the primary entries to the Downtown district, along with unifying design elements like vegetated walls, decorative lighting, street and sidewalk patterns, and other unique design treatments.
- g. Develop a public art program for Downtown that compliments the city-wide program. The program should implement the master plan recommendations as to the locations of art installations and the parameters of thematic design.

Strategy 3: Re-establish the traditional urban character of Downtown.

Rationale

Over time, the pattern of buildings and parking lots has dramatically shifted the character of Downtown from an urban to an auto-urban character. This is caused by the placement of buildings relative to the street and the percent of highly valued Downtown property that is devoted to surface parking and accessways. As a result, the pedestrian orientation of Downtown has declined in favor of the automobile. If the City is to re-establish Downtown as a destination and seize its economic opportunities, it should reconsider the form and design of development and specifically how parking is handled and treated.

Actions and Initiatives

- a. Prepare a Downtown master plan that is of sufficient detail to result in a regulating plan that illustrates the intended arrangement and form of development. This would include general lot and block arrangements, typical building footprints to reflect general character and scale, public spaces, and contextual relationships with existing uses and adjacent properties (see **Figure 2.12, Downtown Urban Enhancement Concept**, page 2.30).
- b. Utilize the Downtown plan to amend the BPR, Primary Business, district to specify allowable parking configurations, such as mid-block only lots, as well as building form standards including building massing, height,

Figure 2.12 | DOWNTOWN URBAN ENHANCEMENT CONCEPT



The above illustration depicts redevelopment opportunities for Downtown that essentially bring the buildings to the front setback to address the street and place the parking within the mid-block areas to the rear. While this does not itself create an urban environment, it improves the pedestrian orientation of Downtown. Buildings form a traditional Main Street environment along W. College Street, which would be intensely pedestrian focused. This is to draw pedestrians from the highly trafficked S. University Avenue and S. Illinois Avenue. It could serve as a "college town" atmosphere for students and as an entertainment district to support the Varsity Theatre and nearby restaurants and shops. The drawing also reflects streetscape enhancements including landscaping, crosswalk improvements, and pedestrian pathways to reach SIU and the surrounding neighborhoods.

building placement, allowable frontage types and conditions, and allowable encroachments. The use of such standards may allow more general use types with a greater emphasis placed on design.

- c. Integrate into the BPR, Primary Business, district floor area bonuses for vertical mixed use buildings, shared and/or structured parking, and LEED certified buildings. Also consider allowances and incentives for first floor retail and entertainment uses with upper floor office, institutional, and residential uses.
- d. Include attached residential dwellings as a special use within the BPR, Primary Business, district. Additionally, consider rezoning the fringes of Downtown for more intensive urban residential uses. This may include housing for mature residents as a means for increasing the Downtown population while offering convenient access to community services and University activities.
- e. In the interim, before the master plan and regulating plan are prepared, amend the BPR, Primary Business, district to require a site design study to evaluate alternative siting and configurations of parking, subject to the review and recommendation of a Downtown Advisory Board.
- f. Appoint a Downtown Advisory Board for the purpose of overseeing the master plan process and to review and consider the appropriateness of development and redevelopment projects. The Board should include representatives of the Planning Commission, Preservation Commission, and Carbondale Main Street, as well as Downtown business and property owners and a design professional.
- g. Develop design standards to guide the construction of new and improvement of existing buildings to ensure compatibility of the architecture and cohesiveness with the historic integrity of Downtown.
- h. Conduct a Downtown parking study to evaluate the existing and planned use types² and their respective space requirements. Utilize the findings to determine the options to provide adequate parking. Study the alternatives and feasibility of public versus private and surface versus structured parking.

Strategy 4: Improve connections to, through, and within Downtown and its surrounding neighborhoods.

Rationale

While there are existing street connections from the surrounding neighborhoods to Downtown, many of them lack adequate sidewalks and street crossings. Also, due to the current design, speeds, and volumes of traffic on U.S. 51/University Ave/Illinois Ave and IL 13/Main Street/Walnut Street, there are significant barriers of access for pedestrians and bicyclists. Therefore, to aid in the success of Downtown, there must be improved linkages that are both direct and safe. Additionally, the existing rights-of-way need to become complete streets, meaning they are redesigned to better serve pedestrians, bicyclists, and transit vehicles. These improvements are particularly warranted in Downtown as its function and character are intended to be pedestrian-oriented.

Actions and Initiatives

- a. Collaborate with the Illinois Department of Transportation (IDOT) to identify alternatives and seek new solutions to improve the street cross-sections, pedestrian crossings, and streetscapes along U.S. 51 and IL 13. Also, coordinate with them in reviewing the Thoroughfare Plan (see *Chapter 3, Community*

² The planned use types would be based upon the recommended business use study.

- Mobility*) as to possible alternatives to reroute tractor-trailer traffic out of Downtown.
- b. Perform a design study to evaluate the options to reduce the crossing widths of Downtown streets. In many instances, the current widths are 70 feet or more, making it difficult and unsafe for suitable pedestrian crossings.
 - c. Use street trees, building canopies and awnings, covered walkways, and other design treatments as pedestrian shelter from inclement weather.
 - d. Improve the pedestrian experience in Downtown with active storefront displays, informational and interactive kiosks, public seating, pedestrian-scaled lighting, landscaped planters, public art displays, sidewalk cafes and displays, and points of historical references.
 - e. Create a plan for pedestrian precincts and civic spaces within the Downtown district with connections to a city-wide network of sidewalks, bike lanes, pathways, and green ribbons.
 - f. Reconnect each of the adjacent neighborhoods to Downtown by way of sidewalk maintenance, improvements, and/or construction; handicap accessibility improvements at intersections including curb cuts and ramps; pedestrian and bicycle actuated signal detectors; increased signal timing for pedestrian crossings; possible alleyway pathways; and on-street, striped bike lanes.
 - g. Identify improvement projects to create better pedestrian and bicycle linkages between Downtown and the University. Such improvements may include crosswalk improvements along Mill Street with an improved and widened (as possible) esplanade on Mill Street to act as a refuge for pedestrian crossing.
 - h. Provide adequate infrastructure and capital budget support for multimodal projects. An example of a strategic multimodal investment would be making the Washington Street corridor a “complete street,” which may include an on-street bike lane, improved sidewalks, and streetscaping enhancements.
 - i. Identify commercial and residential properties that are experiencing, or at risk for experiencing, disinvestment and decline. Special emphasis should be placed on the corridors and entrances to Downtown.
 - j. Establish a targeted infrastructure improvement program with identified funding incentives and administrative assistance to aid in their redevelopment and aesthetic improvement.
 - k. Adopt and enforce provisions that reduce blighting influences on corridors and in neighborhoods.

FOCUS AREA 2.4 - PRESERVING COMMUNITY HERITAGE

A significant part of a community’s identity and attractiveness as a place to visit is its history. In fact, heritage tourism is the fastest growing product type in the United States, with 92.5 million adult Americans visiting a museum or historic site or district while traveling; that’s 46 percent of the 199.8 million trips taken over 50 miles from home. The Travel Industry of America reports that this \$61.5 billion market grows at an average of 10 percent, while the tourism industry as a whole is growing at a rate between four and six percent.

The City was founded in 1852 as a station on the Illinois Central Railroad, which became a crossroad for what is now U.S. 51 and IL 13. This is where Carbondale’s post office and first hotels and commercial businesses were established, which grew

during the late 19th Century and early 20th Century into a sizeable and prominent Downtown. Certainly, the founding of Southern Illinois Normal University and the 1869 charter of Southern Illinois University greatly strengthened and distinguished the growth of the original City area. From here, at a time when automobiles were less prominent and of less influence on town planning, neighborhoods were established on the edges of Downtown. The original neighborhoods were tight-knit and oriented around the train depot and the original Downtown businesses.

This is significant to the character of this community. The traditional development patterns were settled on a dense street grid and have since given way to curvilinear streets and a wholly different design and character of development. While the overall land use patterns and focus have shifted to the corridors and outlying areas, Downtown and the near-Downtown neighborhoods have mostly retained their character, albeit in want for conservation and reinvestment. The character of these areas is realized by the pattern, form, and design of development; recognition of the urban forest by reason of its mature vegetation and intense tree canopy; and the presence of historic and long-standing homes, businesses, and well-recognized public places. As these historic icons are removed or replaced, the area assumes a new meaning and a different character.

The Carbondale Preservation Commission was established in 1989 for the purposes of increasing awareness, providing historic education, and facilitating the process of historic preservation and restoration of locally significant structures. Along with the formation of the Preservation Commission, a Preservation District was added to the Zoning Ordinance. This district establishes the framework for preservation efforts and is intended to:

- Preserve and protect the character and vitality of traditional neighborhoods;
- Preserve the existing housing stock;
- Protect and enhance the attractiveness of the community;
- Prevent future urban blight and reverse current urban deterioration; and
- Encourage private ownership and use.

The City has designated 15 local landmarks on the Carbondale Register of historic Places and an estimated 300 additional properties are included on a list of potentially “architecturally significant” structures. The Preservation Commission has studied the feasibility of establishing historic districts including consideration of the Town Square Historic District, the West Walnut Street Historic District, and the SIU Campus Historic District. To date, these are yet to be locally designated.

In 2002, the Preservation Commission drafted a Preservation Plan that was formally adopted by the City Council. The Preservation Plan outlined the Commission’s recommendations for necessary amendments to the 1997 Comprehensive Plan and the Zoning Ordinance. The recommendations for the Zoning Ordinance were to amend the Preservation District to improve its terminology and user-friendliness, adjust the district designation procedures, and realize the establishment of both historic and neighborhood preservation districts. The district sets out the composition, powers, and duties of the Commission; establishes procedures for nominating and designating landmarks, historic districts, and neighborhood preservation districts; and establishes some limited guidelines for the alteration, construction, and demolition of structures within designated districts. While individual properties have been landmarked, no historic districts have been

designated on the Carbondale Register of Historic Places, and therefore, there has been little influence over recent alterations and removal of historic and locally significant structures. This Comprehensive Plan and its subsequent and intentional implementation provide the opportunity for the community to decide on its path forward.

Strategy 1: Preserve the historic character and integrity of the community.

Rationale

The community is well-organized to facilitate the preservation and restoration of historic landmarks, districts, and neighborhoods. The Preservation Commission is well-established (since 1989) and active. There is a Preservation district in the zoning ordinance that establishes the authority and jurisdiction of the commission; outlines the procedures for the designation of landmarks, historic districts, and neighborhood preservation districts; references design standards and architectural preservation guidelines; and includes regulatory provisions as to the alteration, construction, or demolition of structures in a designated district.

Actions and Initiatives

- a. Conduct informational meetings with each of the potential historic and neighborhood preservation districts to discuss their interests and concerns as to their formal designations. Seek assistance from a historic preservation professional, as well as a plan implementation specialist, to provide education as to the different methods and means. Solicit their input toward the drafting of applicable guidelines and/or standards.
- b. Establish, through official designation and amendment of the zoning ordinance and map, the foundational elements that apply across all districts. Subsequently, draft the alteration, construction, and demolition standards that may be applicable to each individual district.

- c. Amend the zoning ordinance to accomplish the following:

- Establish general city-wide standards pertaining to the procedures for alteration or demolition of potentially architecturally significant structures whether or not they are officially designated as a landmark or included in a historic district or neighborhood preservation district.
- Clarify the procedures that are individually appropriate for the designation of landmarks, historic districts, and neighborhood preservation districts, as each warrants unique consideration.
- Establish a neighborhood conservation district for stable, intact neighborhoods for which redevelopment is not contemplated during the horizon of this

Figure 2.13 | HISTORIC PROPERTIES



Plan. This district is for the purpose of protecting the form and design character of neighborhoods while establishing allowances for investment and reinvestment. This district would protect the form of development, which may be supplemented by designation as a neighborhood preservation district to retain the historic structural and aesthetic integrity of individual structures.

- d. Conduct a thorough review and critique of the 1996 Architectural Preservation Guidelines and, subsequently, update and codify them into the zoning ordinance. Where appropriate and applicable, seek to develop definitive standards rather than guidelines.
- e. Upon designation, strengthen the organization of historic and neighborhood preservation districts through a centralized and official historic preservation organization for which technical preservation assistance may be offered and resources may be available. In this way, a professional staff person may serve as an advocate for preservation efforts who may provide assistance to owners in complying with the procedures and preservation standards.
- f. Conduct an examination of the zoning ordinance and building code to correct any unintended impediments to rehabilitation, redevelopment, and/or preservation.
- g. Publish educational resources to make information readily available as to appropriate preservation and modification techniques and the use of appropriate materials to allow neighborhoods to be historically reclaimed.
- h. Supplement the materials already provided on the City's website to include other historic preservation library materials, including those outlined in The Carbondale Historic Preservation Plan.
- i. Take steps to protect, preserve, and restore the urban forest, particularly in the older, well-established neighborhoods. This may include a preservation ordinance for heritage trees and/or tree protection requirements.
- j. Continue to offer financial assistance for property owners through the façade rehabilitation program (Carbondale Main Street) to facilitate improvement of historic buildings. Also, seek to identify or create a source of funding to provide grant or loan assistance in preservation and restoration efforts.

HERITAGE TREE

A Heritage tree is a tree that - because of its age, size, type, historical association or horticultural value - is of special importance to the City.

Strategy 2: Redevelop Town Square

Rationale

Town Square is the site of the original town settled along the Illinois Central Railroad. Locally and historically significant buildings including The Dunaway Block and the F.A. Prickett Building, along with the Town Square Pavilion, remain (see **Figure 2.13, Historic Properties**). The recent demolition of the Tuscan Lodge changed - at least in the near term - the traditional fabric of this historically significant area. Near the same time, several other buildings on the east side of Washington Street, both north and south of E. Main Street, were removed, opening great new opportunities for returning Town Square to its glory days. Its location serves as a gateway to Downtown and its proximity to the railroad affords great opportunity.

Actions and Initiatives

- a. Conduct a small area plan for Town Square, with boundaries extending from Oak Street on the north to Walnut Street on the south and from Illinois Avenue to Marion Street on the west and east, respectively. The purpose of the plan is to conceptualize its redevelopment as means for drafting standards to ensure an urban character.
- b. Consider expansion of the Tax Increment Financing (TIF) district to supplement the incentives available through the Enterprise Zone.
- c. Evaluate the feasibility of installing permanent facilities necessary to support the operations of the farmer's market within the parking lot adjacent to the railroad and north of E. Main Street. An alternate site would be south of E. Main Street.
- d. Transition the redevelopment with the adjacent businesses and neighborhoods through extended public improvements, on-street parking restrictions, and standards for rear elevations, buffering of loading and service areas, and light and noise.

FOCUS AREA 2.5 - ENHANCED COMMUNITY CHARACTER

Carbondale is settled on an open landscape and nestled amongst a beautiful natural environment. Its location and environmental juxtaposition contributes to its macro-character – that is, its identity and recognition in a regional context. Within the community, defined here to include the 1.5 mile extraterritorial jurisdiction, different neighborhoods and areas exhibit their own micro-character. The differentiation of micro-character is due to: 1) the integration and design of the natural environment; 2) the patterns and form of development; and 3) the aesthetic and sense of place by way of amenities and the characteristics of urban design. The proximity of these areas and districts to one another and to the primary corridors is what forms the community's character.

The term community character relates to how the community is viewed by visitors and passers-by (at the macro-scale), as well as (at the micro-scale) its contextual and functional relationships between districts and areas. In short, it relates to the compatibility between adjacent uses.

As a University community that is also a regional retail, medical, and cultural hub, Carbondale has a broad range of uses and development types. For instance, there are more, larger-scale and greater-intensity, multiple-family developments than is common among comparably sized communities. For this reason, there are greater differences in intensities between adjacent and nearby uses, which, in turn, sometimes raises concerns of land use compatibility. This greatly affects values and community livability.

The City's zoning ordinance is based on the use of land, meaning that the delineation of zoning districts is driven by lists of permitted, conditional, and special uses, as well as building height and lot area standards. In the case of the residential districts, the densities are determined by a minimum lot size. Other than building heights and setbacks in the standard districts (excluding planned developments), there are no other standards that affect decisions as to minimum or larger lots, amount of open space, placement of garages and lot access, on-site parking, etc. As a result, the character of neighborhoods in the same zoning district, which are each allowed by-right, may be much different. The outcome is commonly either uniformity (or

monotony by reason of equal lot sizes and identical setbacks) or, in many cases, undesirable variability.

The character of the commercial districts is due to their design. For instance, retail uses including stores and restaurants are allowed downtown (Primary Business District, BPR) and along Main Street near the mall (Secondary Business, SB), although both reflect a very different character (see **Figure 2.14, Use and Character**). Likewise, whether a building is located adjacent to or set back from the street, or has moderate or no open space and landscaping, a different character may be exhibited. Therefore, if the community desires to enhance its appearance and change its character, a refocusing and restructuring of the zoning districts is necessary.

The role of the natural environment and the use of open space in the design of development are telling of the character. While the pattern – and even use or form – of development may change, its character may remain the same. This is to say, by way of example, that smaller lots that are surrounded by open space may be compatible and of the same character as larger lots (with less open space) by reason of comparable densities and increased buffering and separation from abutting or adjacent developments. This is essentially the intent of the land use intensity system for planned developments (which may be greatly simplified and more effective).

Figure 2.14 | USE AND CHARACTER



While the use is the same, their context and character are much different. Land use has little influence on character, as exhibited by these photos.

Through the course of the initial phase of public involvement, residents made known their views of the City and its character, as well as the designs of sites, buildings, and neighborhoods. They spoke of a lack of green space in development, preserving natural character, protecting environmental resources, Downtown and community aesthetics, auto-centric design, and property maintenance, among other references to their perspectives of the community. While these concerns must be balanced with those of economic development and property interests, this Plan and its implementation offer the opportunity to re-evaluate policies and practices and make reasonable adjustments to the current approaches and standards.

Strategy 1: Refocus the zoning ordinance to emphasize the character and form of development in appropriate zoning districts.

Rationale

The City's zoning ordinance includes many of the elements necessary to achieve good development outcomes. However, there are many opportunities to repurpose and recalibrate appropriate zoning districts to achieve the intended character of development without placing as much emphasis on land use. While use should remain a secondary consideration, the form and design of development may be more important if the City is to achieve enhanced character.

Actions and Initiatives

- a. Revise the district purpose statements to define the intended character of the district, rather than general use types.
- b. Recalibrate and consolidate, where possible, each of the existing districts. Revise the dimensional standards to produce the intended character. For instance, many of the districts have the same setbacks although the use types and densities are quite different. The dimensions should be changed accordingly.
- c. Review and revise the lists of permitted and special uses in each district. Include development and performance standards that relate to the district character.
- d. Adopt a housing palette that includes the dimensional standards for a variety of housing types. As a by-right planned development option, allow mixed housing types subject to district density restrictions and appropriate buffering.
- e. Replace the land use intensity system with applicable performance standards in each district. The intent may be retained only with much simpler standards that achieve better quality outcomes.
- f. For the purpose of procedural streamlining and to better focus the appropriate locations of uses, restrict the types and numbers of allowable special uses. For those uses with performance standards, make them a limited use whereby they are conditionally permitted subject to the standards.

Figure 2.15 | ATTACHED HOUSING DESIGN CONCEPT



Multiple-family design standards provide certainty to the neighborhood since there are specific standards included in the zoning ordinance.

- g. Amend the current bufferyard requirements to tie them to the character of development, with variations as to their width, opacity, and means of buffering based on the density (residential) or intensity (nonresidential) of development. In this way, the buffers are commensurate with the impacts between abutting developments.

Strategy 2: Enhance the appearance of development and the compatibility between districts.

Rationale

The appearance of the City is, perhaps, the single most evident glimpse of the City's development standards and its pro-activeness. As the saying goes, you don't get a second chance to make a good first impression. The perceptions of the community are largely driven by the physical environment. As a result, decisions are made to live, work, or shop here; to invest in the community; or whether to return for another visit. For this reason, the quality of development is essential to the community's ongoing and future success. While many good standards are already in place, there are warranted changes and improved provisions to enhance the appearance of the City's districts and corridors and the compatibility between them.

Actions and Initiatives

- a. Consider embellished gateway treatments with more significant monuments, landscaping, and lighting at the locations of greatest visibility, such as the community gateways along U.S. 51 and IL 13.
- b. Integrate gateway and other street enhancements including lighting, signage, landscaping, street furniture, and paths into community investment projects. Enhancements may include pavement colors and patterns at intersections, crosswalk textures (particularly in and around Downtown), ornamental street fixtures (signal poles and mast arms), unique signage, green space, land contouring, street trees, and pedestrian paths and amenities. Coordination with IDOT will be required along state routes.
- c. Require plantings along all parking and vehicular areas with frontage adjacent to public street rights-of-way, as well as major entrance drives. This screening may include shrubbery, earthen berms, walls, or a combination thereof.
- d. Amend the zoning ordinance to require that walls and "sight-proof" fences be complemented by landscaping to soften the buffer between adjacent uses. In some instances, fences may be replaced by berms and a landscape buffer, which may enhance their effectiveness and appearance.
- e. Require site design standards for temporary uses. Specify the percentage of site area that may be used for these uses and the display of outdoor merchandise, as well as their location on the site, means of defining the space, and the height of stacked materials, among other applicable requirements.
- f. Establish design standards for the NB, Neighborhood Business, district. This district and the other business districts have different intents, yet they are mostly similar in their uses and bulk standards.
- g. Prepare and adopt design standards for multiple-family developments as conceptually illustrated in **Figure 2.15, Attached Housing Design Concept**. These design standards should include building and parking lot siting and proximity to adjacent properties, variable building heights and façade setbacks, sustainable building and roofing materials, site lighting, landscaping and screening, and other applicable standards.

- h. Establish industrial development standards that differentiate between those that are on the periphery and in public view and those within the interior of an industrial park. Standards relating to building façade enhancements, blank walls, building materials, and screening of outdoor storage areas should apply to those within public view, with lesser standards for those generally out of the public view.
- i. Rewrite the sign regulations to restrict the number of signs, require a master sign plan for multi-tenant developments, establish clearer electronic message board standards related to animations, revise regulations pursuant to temporary and portable signs, and enumerate more definitive standards for the removal of nonconforming signs.
- j. Strengthen and clarify enforcement language in the zoning ordinance relating to issues such as pedestrian and bicycle compatibility with parking lot design. The bike parking standards can be improved to include best practices in bike parking design, location, and access. The parking lot design standards should include pedestrian accessways and crosswalks that lead to the main entrance.
- k. Continue to ensure that developments are accessible to people of all disabilities. This includes compliance with the Illinois Accessibility Code.

2.5 Future Land Use and Urban Design: Plan and Policies

The essence of land use planning is a recognition that Carbondale does not have to wait and react to growth and development. Rather, it can determine where growth will occur and what character this new development will reflect. Through active community support, this Plan will ensure that development meets certain standards and, thus, contributes to achieving the desired pattern of development and community character.

CARBONDALE FUTURE LAND USE PLAN

As a guide for land development and public improvements, the Plan depicted in **Map 2.6, Future Land Use Plan**, captures and incorporates into the City's vision, the community's values regarding how, when, and where the City will grow over the course of the next two decades. This is significant since the findings and recommendations contained in this Plan provide the basis for the City's development ordinances as the primary tools to implement this Plan.

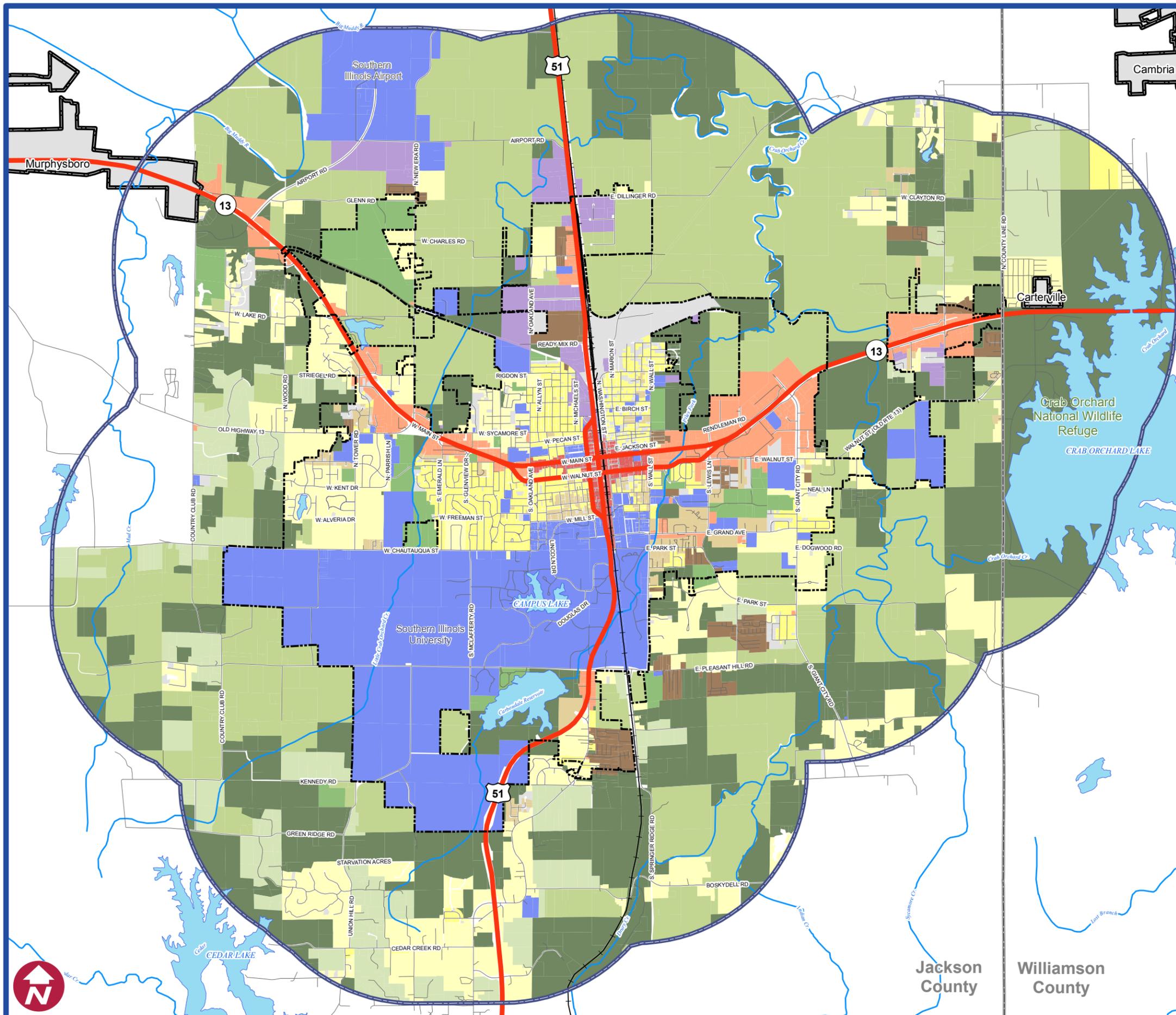
2.6 Implementation: Prudent Use of Development Regulations

Directly associated with the implementation of this Plan is the enactment of appropriate incentives, standards, and regulations to ensure compliance with the City's policies and overall community vision. While regulations impose certain restrictions on the use of land, in the interest of all persons and the community as a whole, they are an essential component for realizing many of the values and priorities expressed by individuals and groups during this planning process. Regulations that are enacted must be reasonable, fair, and equally applied – and

effective in achieving a specific public purpose. There must also be diligence in their enforcement so as to “maintain a level playing field” and protect the interests of all persons and not just those who are nearby or adjacent to the use.

There are a variety of methods available to enact control and, thus, manage development in a responsible manner. The approach taken is fully in the hands of the community and its leadership. While there are traditional means that are common among other communities, there are also creative variations that can be customized to address the specific issues and desired outcomes of Carbondale. The content of this chapter establishes a firm foundation and policy framework to support whichever implementation strategy the community chooses to pursue.

2.1 Existing Land Use Character



LAND CHARACTER DESIGNATIONS

- Vacant
- Natural
- Agriculture
- Estate
- Suburban Residential
- Auto-Urban Single-Family
- Auto-Urban Multi-Family
- Auto-Urban Manufactured Homes
- Auto-Urban Commercial
- Urban Commercial
- Industrial
- Institutional
- Parks & Recreation
- Water

BOUNDARIES & INFRASTRUCTURE

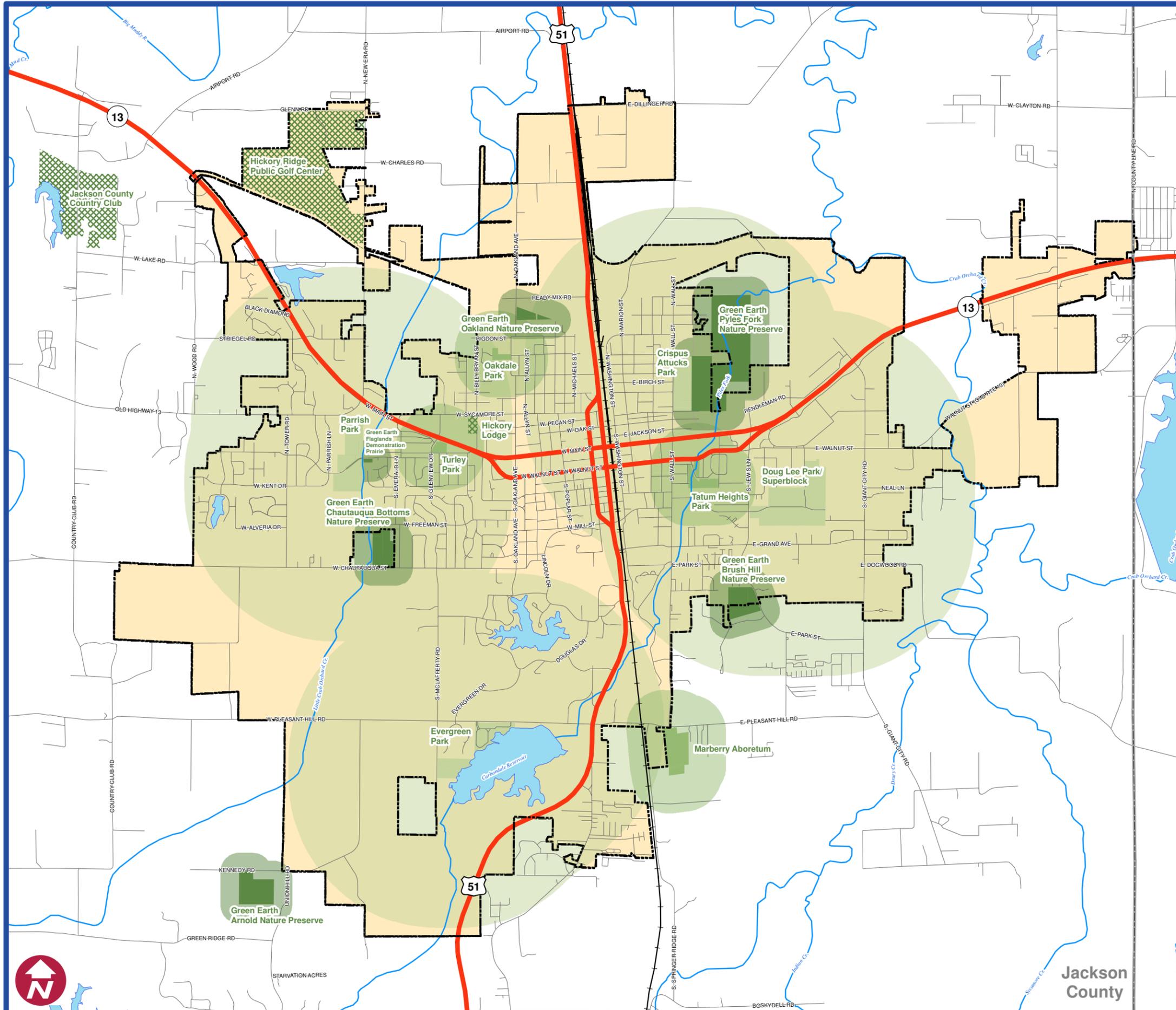
- City Limits
- Study Area (1.5 mile)
- County Boundary
- Places
- Lakes
- Streams
- Railroad

0 1,250 2,500 5,000 7,500 10,000 Feet



Existing Land Use Character

2.2 Park Service Areas



PARKS & NATURAL AREAS

- Community Park
- Neighborhood Park
- Pocket Park / Natural Area
- Special Use Park

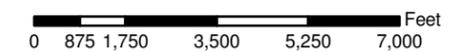
PARK SERVICE AREAS

- Community Park Service Area (1 mile)
- Neighborhood Park Service Area (1/4 mi)
- Natural Area Service Area (1/8 mi)

BOUNDARIES & INFRASTRUCTURE

- City Limits
- County Boundary
- Lakes
- Streams
- Railroad

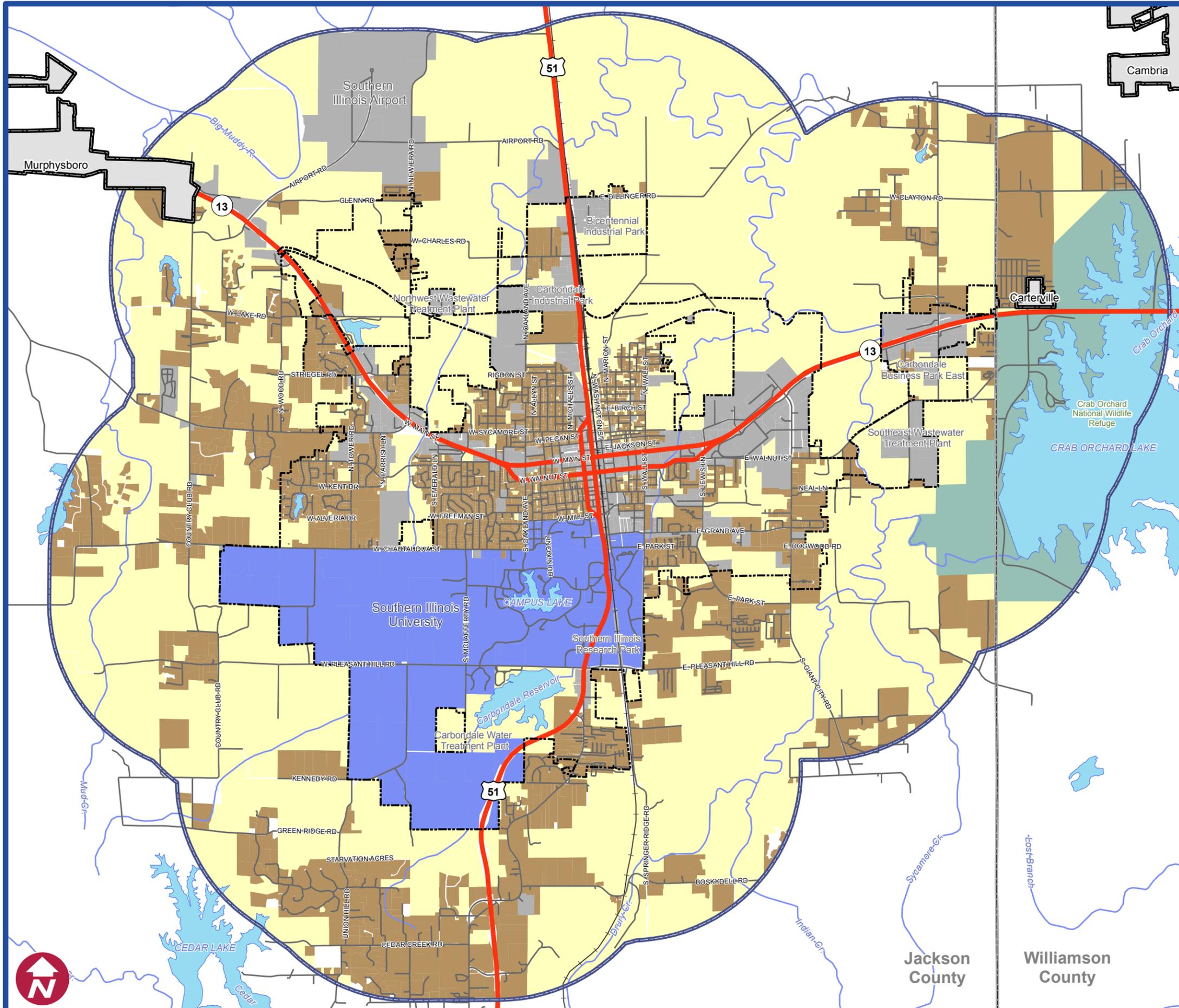
PARKS & NATURAL AREAS	TYPE	ACRES
Crispus Attucks Park	Community Park	27.84
Evergreen Park	Community Park	29.7
Doug Lee Park/Superblock	Community Park	85.45
Parrish Park	Community Park	49.01
Total	Community Park	192
Oakdale Park	Neighborhood Park	3.93
Tatum Heights Park	Neighborhood Park	11.88
Turley Park	Neighborhood Park	3.85
William Marberry Arboretum	Neighborhood Park	27.62
Total	Neighborhood Park	47.28
Hickory Lodge Park District	Special Use Park	4.81
Hickory Ridge Public Golf Course	Special Use Park	253.87
Jackson County Country Club	Special Use Park	155.35
Total	Special Use Park	414.03
Green Earth Pyles Fork Nature Preserve	Natural Area	124
Green Earth Brush Hill Nature Preserve	Natural Area	23.48
Green Earth Oakland Nature Preserve	Natural Area	6.46
Green Earth Chautauqua Bottoms Nature Preserve	Natural Area	21.24
Green Earth Fernlands Nature Preserve	Natural Area	28.02
Green Earth Flaglands Demonstration Prairie	Natural Area	0.92
Total	Natural Area	204.12
GRAND TOTAL		857.43



Park Service Areas

City of Carbondale

2.3 Growth Trends

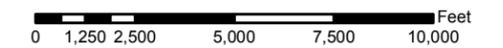


Land Use

- Undeveloped
- Residential
- Non-Residential
- Crab Orchard Wildlife Refuge
- Southern Illinois University

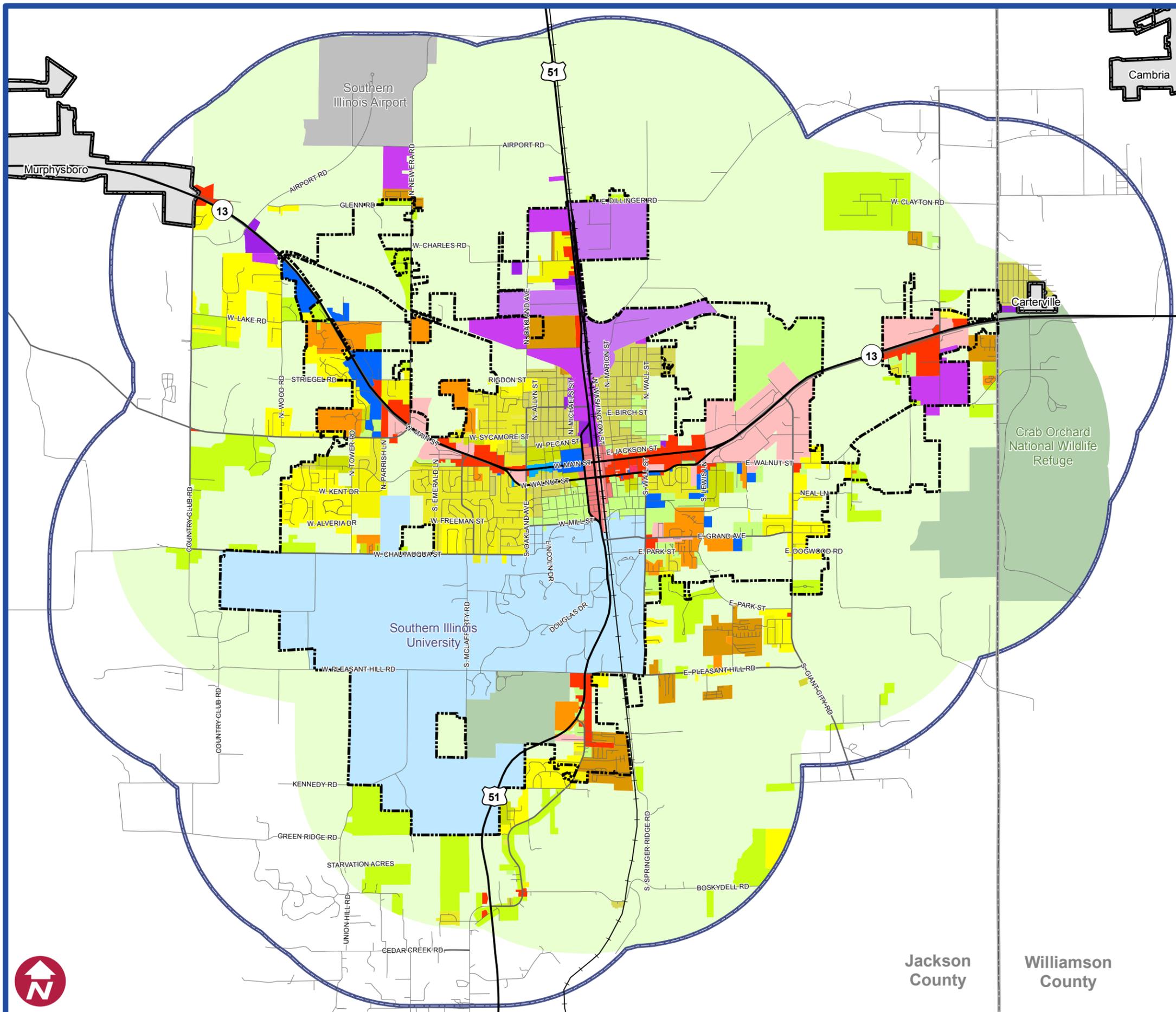
BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- County Boundary
- Places
- Lakes
- Streams
- Railroad



Growth Trends

2.4 Current Zoning



ZONING

- F, Forestry
- AG, General Agriculture
- RR, Rural Residential
- R-1-15, Low Density Residential
- R-1-12, Low Density Residential
- R-1-8, Low Density Residential
- R-1-8A, Low Density Residential
- R-1-5, Low Density Residential
- R-1-15D, Low Density Residential, Two-Unit Dwelling
- R-1-12D, Low Density Residential, Two-Unit Dwelling
- R-1-8D, Low Density Residential, Two-Unit Dwelling
- R-1-5D, Low Density Residential, Two-Unit Dwelling
- R-2, Medium Density Residential
- R-2-4, Medium Density Residential, Four-Unit Dwelling
- R-3, High Density Residential
- PUD, Planned Unit Development
- RMH, Planned Mobile Home
- PA, Professional Administrative Office
- PAR, Professional Administrative Office, Residential
- SB, Secondary Business
- BPL, Planned Business
- BPR, Primary Business
- BRD, Business Redevelopment
- BWA, Wholesale and Automotive
- LI, Light Industrial
- GI, General Industrial
- SIU, University
- PAD, Planned Airport

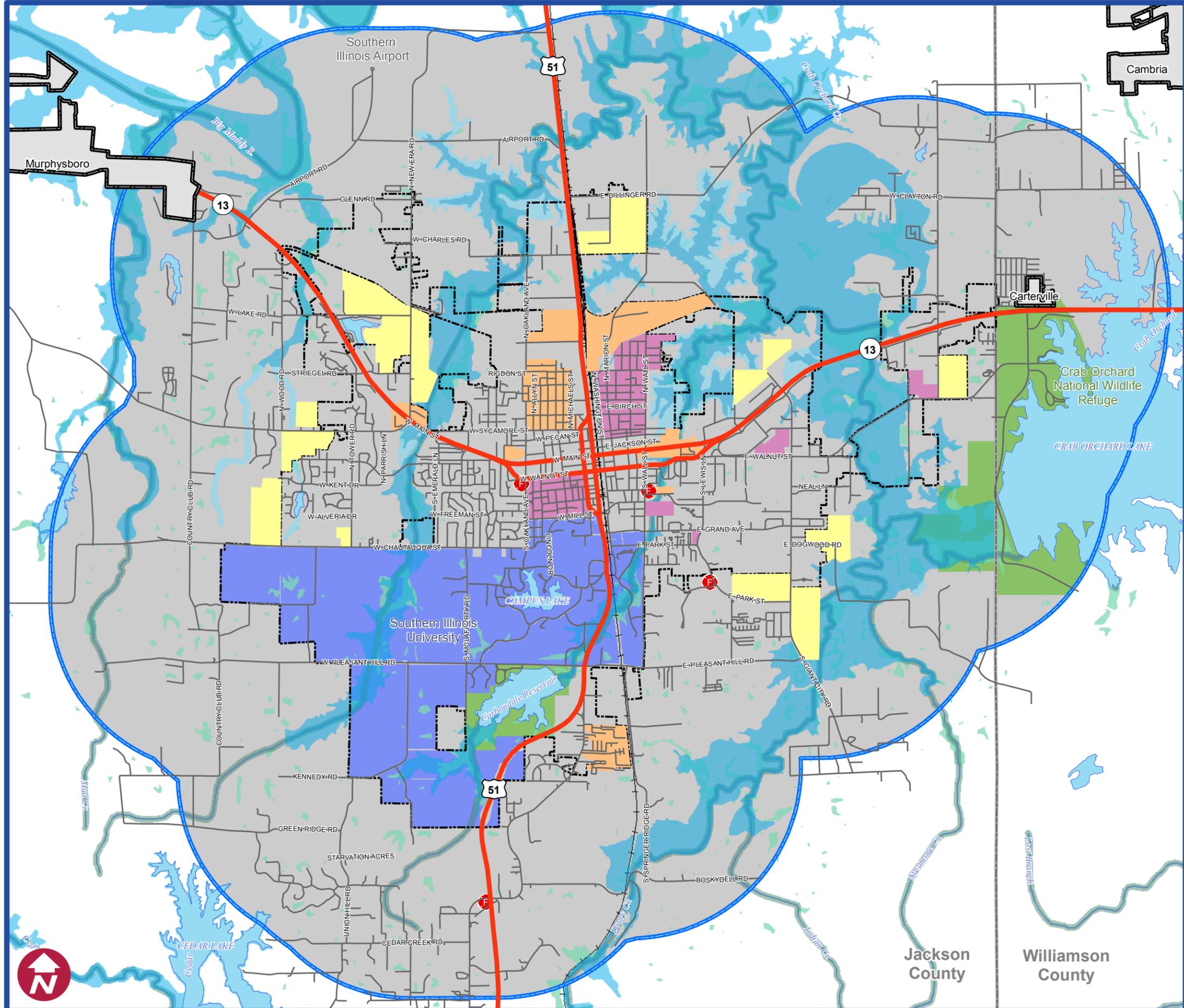
BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- Places
- County Boundary
- Railroad

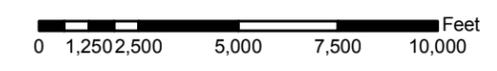


Current Zoning

2.5 Future Growth & Reinvestment Areas



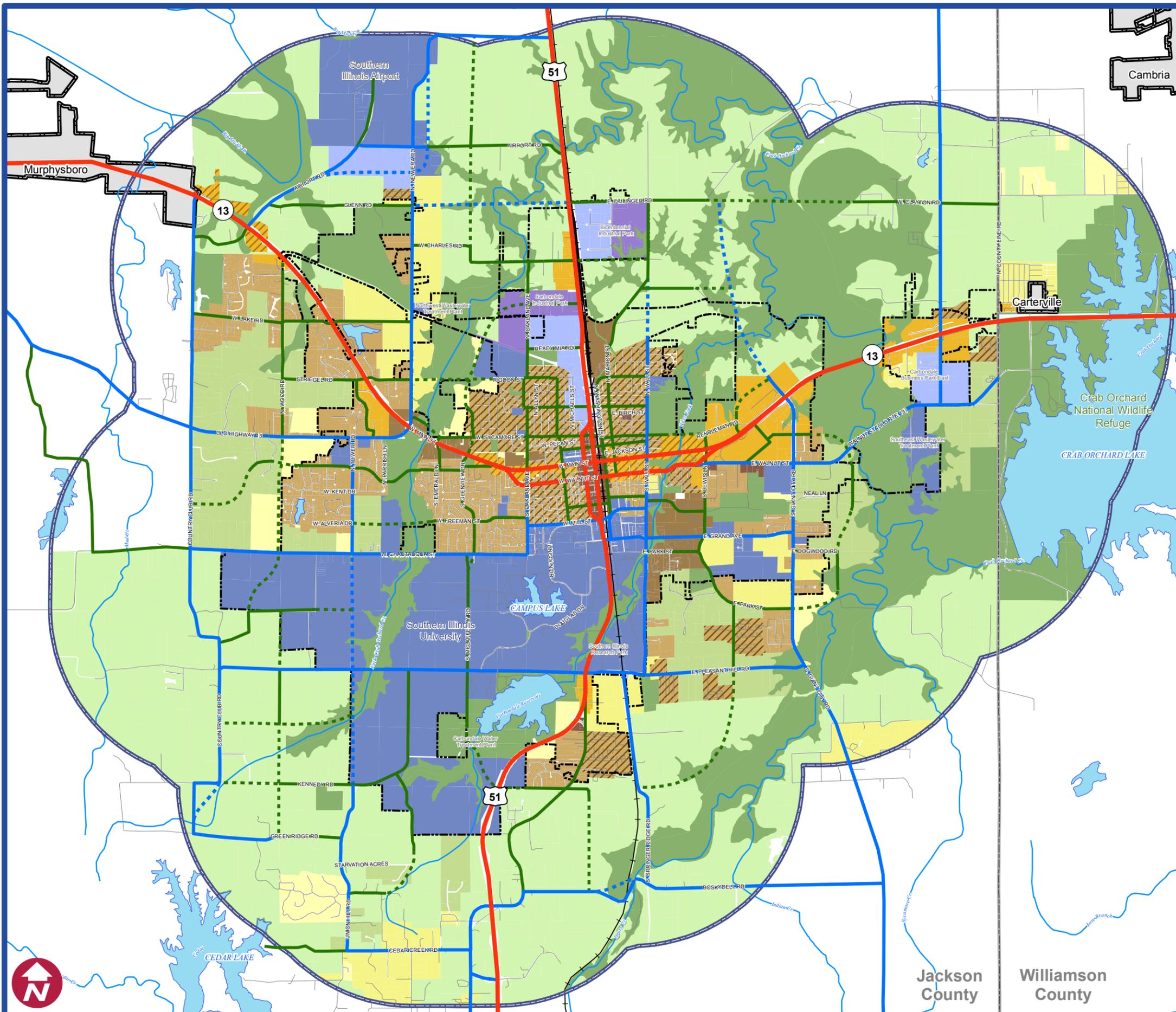
- FUTURE GROWTH AREAS**
- Preferred Growth Area
 - Infill Opportunity Area
 - Redevelopment Warrant Area
 - Zoned Forestry
- FLOODPLAIN & WETLANDS**
- 100-year floodplain
 - 500-year floodplain
 - Wetlands
- BOUNDARIES & INFRASTRUCTURE**
- City Limits
 - Study Area (1.5 mile)
 - County Boundary
 - Places
 - Fire Stations
 - Lakes
 - Streams
 - Stream Buffer (150 ft.)



Future Growth & Reinvestment Areas

City of Carbondale

2.6 Future Land Use Plan



FUTURE LAND USE

- Agriculture
- Estate
- Suburban Residential
- Residential
- Neighborhood Conservation
- Neighborhood Conservation/Restoration
- Commercial
- Commercial Restoration
- Mixed Use
- Urban Center
- Public & Institutional
- Business Park
- Industrial
- Parks & Preservation

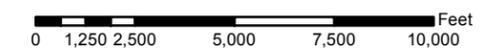
THOROUGHFARE CLASSIFICATIONS

Existing / Proposed

- / Principal Arterial
- / Secondary Arterial
- / Collector

BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- County Boundary
- Places
- Lakes
- Streams
- Railroad



City of Carbondale

Community Mobility

Community mobility includes a multitude of components that collectively create a system that facilitates the movement of goods and people to, and throughout, the community. These components include not only roadways for motorized vehicles, but also sidewalks, bike lanes, multi-purpose pathways, and transit facilities. A comprehensive and efficient transportation system provides not only for the ease of circulation within a community, but also enhances the community's environmental, economic, and social environs. People of all ages, abilities, and modes of movement must have the ability to circulate throughout the community from one's home to workplace, shopping, dining, and entertainment activities. To achieve this end, a systematic and multi-faceted strategy must be implemented that addresses the interconnections between land use and mobility demand.

3.1 Introduction

Much of the emphasis of this chapter is on the roadway system as it connects the region and is the predominant form of mobility in Carbondale. While traveling by car is the most common mode of travel, this plan recognizes that building and improving roadways alone will not fully address the transportation needs of the community. Continued economic growth, escalating infrastructure and fuel costs, and impacts on air quality and the environment all warrant a view of transportation as an interconnected system of roadways, paths, trails, and sidewalks, as well as options for public transportation and freight movement.

The transportation system has a strong influence on the type and quality of growth. Therefore, it should be closely coordinated with the community's overall land use goals and policies. Likewise, an integrated and interconnected system of roadways is important to maintain an efficient and safe traffic flow. It is necessary to effectively convey traffic within and between areas of the community. Roadways must be continuous and offer some redundancy. This allows multiple alternatives for traveling within the community, while keeping traffic flowing and alleviating congestion on roadways. Options should be encouraged, not only in terms of different travel routes, but also in modal choices along the system's corridors. Providing such options and enhancing mobility will also require promotion of development patterns that encourage alternative land

GETTING FROM HERE TO THERE IN CARBONDALE

The quality of the transportation experience (which includes the efficiency of traffic movement, as well as the attractiveness of the roadway environs) contributes to quality of life. In the original town area where the local streets are laid out on a grid, there is good interconnectivity. In the more recently developed areas, and particularly where there are creeks and drainageways, there are fewer connections. Discontinuous streets interrupt the efficient flow of traffic and create congestion elsewhere. For this reason, as the community continues to develop, it is important for the street system that connections are made in new developments or retrofitted in existing neighborhoods.

uses and shorter trips (i.e., mixed use developments and compatible commercial uses within close proximity to neighborhoods). It will also require multi-modal improvements, such as sidewalks and bike lanes, to existing and proposed corridors.

3.2 Purpose

The purpose of this chapter is to identify and address key transportation issues in the community and make recommendations to help improve mobility in the area and accommodate anticipated growth. Additionally, included in this chapter is a Thoroughfare Plan map that can be used by City staff and the City Council to address necessary thoroughfare connections and extensions as new development occurs.

This transportation chapter is divided into three sections:

1. Discussion of existing conditions and trends affecting mobility in Carbondale.
2. Recommended focus areas, strategies, and actions for maintaining and improving Carbondale's transportation network.
3. Existing and future Thoroughfare Plan discussion.

A summary of the key focus areas and strategies is as follows:

Focus Area 3.1: Improving Mobility

- **Strategy 1:** Improve continuity of the street system to provide connections within and between neighborhoods and districts.
- **Strategy 2:** Preserve adequate rights-of-way for future street extensions and the traffic carrying capacity of roadways, particularly in the outlying rural areas of the extraterritorial jurisdiction.

Focus Area 3.2: Enhancing the Street Environs

- **Strategy 1:** Visually enhance the aesthetic appearance of the community's primary entranceways and major roadway corridors.
- **Strategy 2:** Establish a direct relationship between the character of development and the design of the adjacent roadways.

Focus Area 3.3: Becoming a Walkable Bikeable Community

- **Strategy 1:** Interconnect citywide destinations (e.g. neighborhoods, schools, parks, retail centers) with pedestrian linkages such as sidewalks, trails, and pathways.
- **Strategy 2:** Emphasize pedestrian and bike accessibility in the funding and design of corridor planning and construction efforts.

Focus Area 3.4: Enhancing Public Transit Services

- **Strategy 1:** Improve the propensity of public transit use through strategic investments, public improvements, targeted advertising, and direct marketing.

3.3 Existing Conditions

PEDESTRIAN AND BICYCLIST CONNECTIONS

As a university community, there is an increased propensity for walking and bicycling. This is especially true on and around campus, which itself has a dense web of sidewalks and pathways, but also extends to many off-campus destinations of student living, shopping, and recreation (see **Figure 3.1, Proposed Campus Master Plan**). Moreover, based on the community input received, there is a call by residents for improved pedestrian connections citywide. A comprehensive trail and sidewalk system would be for leisure and recreation, health and fitness, better access to the community's parks and natural areas, and a conscious effort to reduce vehicle trips and lessen the use of – and reliance on – fossil fuels. In this way, the City could take steps to fulfill its sustainability goals.

Presently, there are neighborhoods that have a good network of sidewalks (both within and around the periphery) and other neighborhoods that do not (see **Map 3.1, Existing Sidewalk System**). Improving walkability requires the design of walkable neighborhoods and seamless connections between them. Missing sidewalk links, unusable sections, and/or poor access and street crossing treatments at intersections can make it easier to decide to drive rather than walk in the interest of safety. Barriers like the railroad, major arterial highways like U.S. 51 and IL 13, wide and busy intersections like that at Illinois/University/Mill, and noncontiguous development must be overcome. In short, “pedestrianism” must be considered in all aspects of development and design if Carbondale is to improve its attractiveness as a place to bicycle and walk.

There are places within the community that are walkable from the perspective of having stores, schools, and parks in close proximity to housing. While there may be nearby conveniences to these locations, there are also obstacles and barriers to walking/bicycling that will require good planning and design solutions.

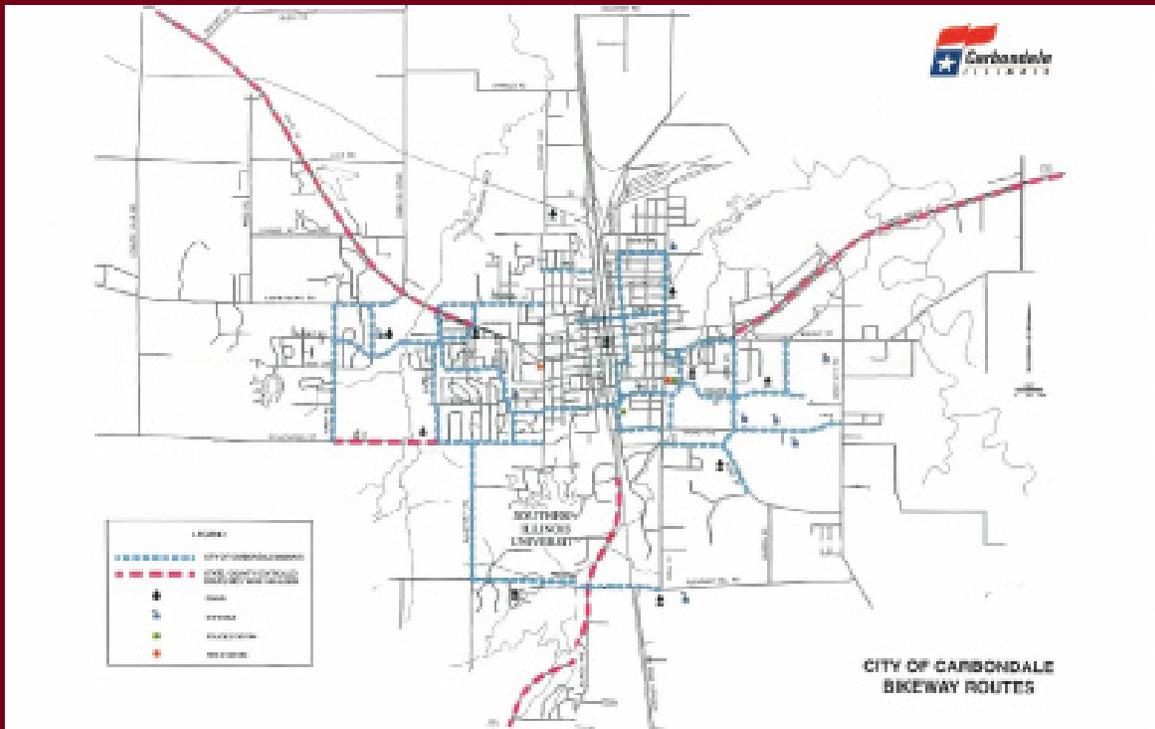
Currently, the City has several on-street and off-street trails through the more densely developed areas of the community as pictured in **Figure 3.2, Bikeway Routes** (see next page). However, they are not yet tied together in a comprehensive system of trails, sidewalks, and pathway connectors. Fortunately, there are several

Figure 3.1 | PROPOSED CAMPUS MASTER PLAN



Source: Southern Illinois University

Figure 3.2 | BIKEWAY ROUTES



The current bikeway system consists of a series of wide shouldered streets, bike lanes, and bikeway signs. While it is a good start, future efforts need to focus on bicyclist safety and establishing a more uniform treatment of bike routes. Following a Complete Streets policy would be one mechanism for citywide implementation.

Source: City of Carbondale Planning Services Division

good opportunities for locating off-street trails along the City's main streams and natural corridors (see **Map 3.2, Conceptual Trail Opportunities**). Together with the existing trails, the City has the beginnings of a pedestrian framework.

Developing a well-utilized trail system requires good connectivity. As such, constructing a trail alone is insufficient to maximize its use. Rather, it must be conceived as one among a comprehensive network of pedestrian ways. This means weaving together each neighborhood and district by way of sidewalks leading to trail heads or other points of access and a combination of bike lanes (striped bicycle-only lanes along appropriate streets), bikeways (shared rights-of-way), and pathway connectors. This necessitates improving, restriping, and signing existing roadways; altering the cross sections of new streets; redesigning intersections and mid-block crossings; and possibly even repurposing the use of alleyways (where applicable). It also requires new subdivision provisions for trail rights-of-way, public access easements, and improved pedestrian systems.

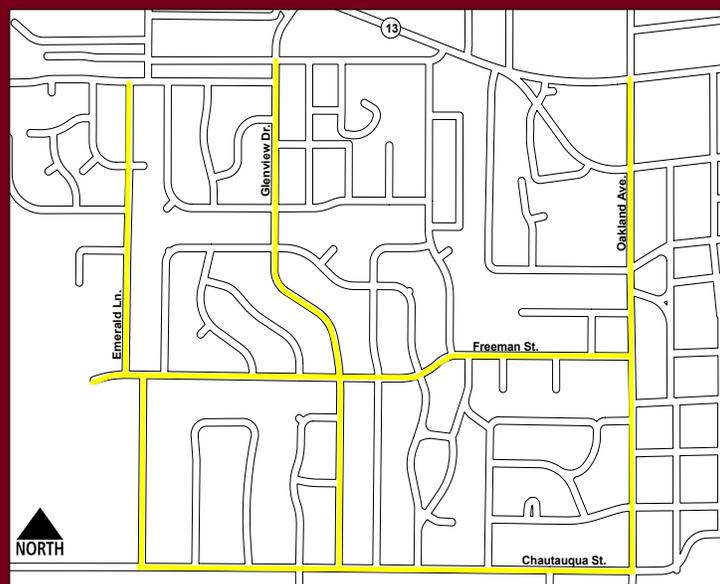
EXISTING STREET NETWORK AND CONNECTIVITY

A surface transportation system is formed by a network of highways and streets, each with different designations as to their function and their designed traffic carrying capacities within the overall system. Each street segment contributes to the interconnectivity of the network. Without a continuous system, there are unnecessary interruptions, thereby altering natural traffic movement patterns and inadvertently directing traffic onto street segments that are not designed – or intended – to carry the associated traffic volume. This creates congestion and increased traffic volumes and speeds on neighborhoods streets, raising concerns of pedestrian safety and quality of life.

For a street network to operate efficiently, it is important for there to be a complete system of roadways designed in a hierarchy from highways (U.S. 51 and IL 13), to arterial roads (Pleasant Hill Road, Giant City Road, New Era Road, etc.), and collector streets (W. Sycamore Street, Washington Street, Glenview Drive, etc.) to the local residential street network. Each link is intended to function according to its design capacity, in effect, distributing traffic from the lowest design classification – local streets – to the highest functional classification – regional, state, and federal highways. Connectivity is key to providing an efficient, safe, and convenient roadway network for vehicular traffic.

An optimum street network has a principal or secondary arterial roadway spaced roughly each mile. Within this arterial street grid, collector roadways should be spaced at one-half mile intervals in each direction – north-south and east-west. A good example of this is the area bound by Main Street/IL 13 on the north, Chautauqua Street on the south, Emerald Lane to the west, and Oakland Avenue on the east (see **Figure 3.3, Street Continuity**). Within this grid are W. Freeman Street and S. Glenview Drive that currently function as collector streets. These two streets collect traffic from the local neighborhood streets and convey it to the primary and secondary arterial street network. In this location, W. Freeman Street is a viable collector street because it is continuous between Emerald Lane and Oakland Avenue. However, its continuity is broken east of Oakland Avenue, and it has not yet been extended westward. Due to railroad rights-of-way, the presence of SIU, extensive floodplain, and existing land development and ownership patterns, there are few other examples of continuous collector roadways. This has led to congested conditions on the cross town arterial roadways – primarily Main Street/Walnut

Figure 3.3 | STREET CONTINUITY



Street and Illinois Avenue/University Avenue – as there are few other continuous east-west routes that cross the railroad. There are also no continuous north-south roadways other than U.S. 51. While the street pattern is established in the developed areas of the City, except for areas of potential redevelopment, such situations must be avoided within the newly developing areas of the City. Specific subdivision regulations that stipulate design criteria are necessary to accomplish an efficient collector and arterial street network. Left to the decisions of individual landowners and developers and without a thoroughfare plan, the street network will naturally be constructed in a piecemeal fashion.

EXISTING STREET HIERARCHY

Streets are grouped into functional classes according to their role for traffic movement and land access. Characteristics of each functional class differ to meet the intended purpose. The functional classification of area streets includes principal and minor arterials, collectors, and local streets.

Local Streets

Local streets are intended to provide direct property access. Through the use of techniques such as geometric designs, traffic control devices, and traffic calming, thru-traffic and higher speeds should be discouraged.

The current standard for local streets is a right-of-way width of 50 feet and a pavement width between 27 and 32 feet. These widths do not specify the street cross section as to how the right-of-way is allocated. As a result, local street widths tend to vary. Furthermore, increased pavement width adds to development costs, occupies additional space (thereby reducing development efficiency), may encourage higher speeds, and results in increased impervious surface and stormwater runoff. Therefore, this plan advocates the use of alternative street cross sections that are based on characteristics including the type of access, number of dwelling units served, and the units' average frontage dimensions. The characteristics relate to density and the number of vehicles generated by the development. The benefits of this approach are definitive standards that tend to reduce travel speeds and provide more green space and a greater distance between the street and sidewalk.

Collector Streets

Subdivision street layout plans and commercial and industrial districts must include collector streets in order to provide efficient traffic ingress/egress and circulation. Since collectors generally carry higher traffic volumes than local streets, they require a wider roadway cross section and added lanes at intersections with arterial streets to provide adequate capacity for both thru-traffic and turning movements. However, since speeds are slower and more turn movements are expected on collectors versus arterials, a higher speed differential and much closer intersection/access spacing can be used than on arterials.

Arterial Streets

Arterial streets form an interconnecting network for broad movement of traffic. Although they usually represent only five to 10 percent of the total roadway network, arterials typically accommodate between 30 and 40 percent of an area's travel volume. Since traffic movement, not land access, is the primary function of arterials, access management is essential to avoid traffic congestion and delays

caused by turning movements for vehicles entering and exiting driveways. Likewise, intersections of arterials with other public streets and private access drives should be designed to limit speed differentials between turning vehicles and other traffic to no more than 10 to 15 miles per hour. Signalized intersection spacing should be long enough to allow a variety of signal cycle lengths and timing plans that can be adjusted to meet changes in traffic volumes and maintain traffic progression (preferably one-quarter to one-half mile spacing). According to the current thoroughfare design standards listed in the subdivision regulations, right-of-way for arterials is required to be 100 feet, with a pavement width of 49 feet.

This plan proposes developing alternative cross sections for arterial streets, as shown in **Figure 3.4, Arterial Street Sections**. In this example, one is a divided four-lane street section with a 15-foot center median and 48 feet of pavement within 100 feet of right-of-way. The alternative section reduces the right-of-way to 85 feet and includes four undivided lanes. Both sections include an eight-foot trail on one side and a five-foot sidewalk on the other.

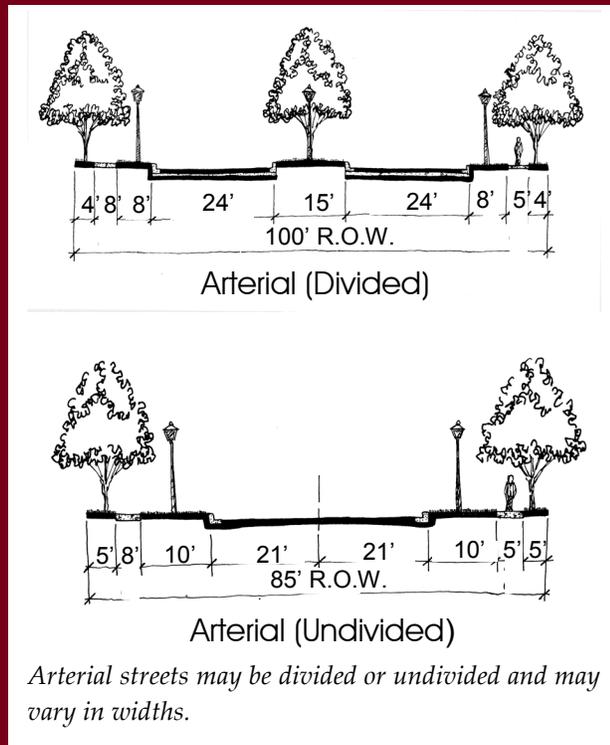
The latter may also be within the same 100 feet of right-of-way, offering flexibility for widening or constructing a median and/or intersection turn lanes at a later date.

EXISTING PUBLIC TRANSIT SERVICE

As a university community, there is naturally a higher propensity for walking, bicycling, and transit use. This is because many students live near campus or because they do not have a vehicle available. The 2000 U.S. Census indicated that 10.6 percent of Carbondale residents walked to work, while 3.1 percent used public transit and 2.6 percent used their bicycle. Together, this amounts to 16.1 percent who use non-vehicular means for their trip to work. These percentages are assumed to be reflective of the trip to school, as well, with possibly even higher non-vehicular percentages. Citywide, 15.5 percent of residents do not have a vehicle available. Of those who rent their housing, the percentage of those without a vehicle climbs to nearly 20 percent. Therefore, there is a real opportunity to capture these trips on public transportation and to encourage other non-vehicular modes, e.g. walking and bicycling. This highlights the warrant for exploring the opportunities for expanding transit service for broader trip purposes.

Through the input received from residents, the community recognizes that they are fortunate to have a local public transit system. The fixed-route transit service is offered through SIU by Saluki Express, and a dial-a-ride service is operated by

Figure 3.4 | ARTERIAL STREET SECTIONS



Arterial streets may be divided or undivided and may vary in widths.

Figure 3.5 | SALUKI EXPRESS



Saluki Express provided over 415,000 rides in 2008, which equates to 18.68 riders per hour.

the Jackson County Mass Transit District. The Saluki Express operates 11 routes that consist of one daily route (No. 1), four routes (Nos. 3, 9, 10, and 52) that operate on weekdays, three shuttle routes (Grand Avenue, East, and West) around campus and to the east along Grand Avenue, a Friday-Saturday late night route (No. 8), and a Saturday-Sunday mall/cross-town route (No. 11). These routes operate while University classes are in session and carry a substantial number of riders, as depicted in **Figure 3.5, Saluki Express**. During breaks, there is an individual daily route (Break Route) that provides service between SIU, Downtown, Murdale Shopping Center, University Mall, and many points in between.

The Saluki Express service area encompasses the SIU campus, Downtown, Murdale Shopping Center, University Mall, areas of student living both on-

and off-campus, a route extending to the Jackson County Health Department, Southern Illinois Airport, and the Hickory Ridge Golf Course (see **Map 3.3, Saluki Express Routes**). Service is also provided to John A. Logan Community College. The neighborhoods close to campus are served, as are those in northwest and northeast Carbondale. The areas that are not well served are the southwest, far west, and northernmost neighborhoods, as well as those around the periphery of the community.

National rail service also exists for Carbondale on the City of Chicago to City of New Orleans Amtrak line. Amtrak currently offers three daily routes to Chicago and points in between. The Amtrak service allows students and residents to easily travel north to Chicago and south to New Orleans. Amtrak ridership on the Carbondale line is up in recent years and there are current opportunities to examine site improvements at the station. Locating a multi-modal facility at or near the existing site is one potential option as it would allow the Amtrak train service to link to Amtrak Thruway Motorcoach Service, which connects Carbondale to St. Louis. The current Greyhound bus station is in need of a permanent home and might also be relocated to such a facility.

3.4 Plan Focus Areas and Strategic Recommendations

FOCUS AREA 3.1 - IMPROVING MOBILITY

With the amount of development occurring in the extraterritorial jurisdiction, an adopted Thoroughfare Plan and sound thoroughfare planning policies are essential. A Thoroughfare Plan will ensure that adequate rights-of-way are dedicated to the City concurrent with development and on general alignments that are consistent with the plan. A complete grid of highways, primary and

secondary arterials, and collectors are needed to ensure an efficient and safe local transportation system. Currently, there is no thoroughfare plan in the extraterritorial jurisdiction. Development that is occurring is taking access to existing rural roadways with no mechanism for accepting right-of-way dedication that is in accord with an adopted plan. Since this area is within the influence of future growth, extension of a Thoroughfare Plan to include this area is essential to achieve an adequate and complete roadway network.

The grid street pattern throughout Carbondale is generally effective for conveying traffic to the collector and arterial roads. However, there are significant barriers to developing continuity in the street system. These barriers include:

- The Illinois Central Gulf Railroad, which has at-grade crossings at Dillinger Road, Oak Street, Jackson Street, Main Street, Walnut Street, College Street, Grand Avenue, and Boskydell Road; an underpass at Mill Street; an overpass at Pleasant Hill Road; and two pedestrian bridges that cross South Illinois Ave.
- Floodplain along Piles Fork Creek, Crab Orchard Creek, Drury Creek, and Little Crab Orchard Street.
- The significant land holding of Southern Illinois University (SIU).
- Wetlands and water bodies that dot the landscape around the community.
- Heavily vegetated areas that are not conducive to intensive development.

The design and layout of existing subdivisions has also created a barrier to street continuity by presenting limited opportunities for improving the existing street system without significant costs. Also, the introduction of curvilinear streets in the more recent rural subdivisions further complicates the ability to make much needed connections. As a result, traffic is diverted to the arterial streets, thereby adding to the congestion during peak periods. To improve the situation, it will be important for the City to adopt better subdivision layout standards and street design criteria.

Furthermore, the efficiency of a street in conveying traffic is predicated upon preserving its traffic carrying capacity. Situations that affect its efficiency include:

- the number of access points (driveways and alleys);
- lane width;
- synchronization of signals;
- number of intersections;
- impedance of traffic flow by vehicles entering and existing properties;
- allowance for deceleration/acceleration at each ingress/egress point; and
- the presence or nonexistence of a center turn lane or median, among other factors.

COMPLETE STREETS POLICY IN ILLINOIS

Illinois is now one of the leaders in DOT policy related to 'Complete Streets.' The recent 'Complete Streets' policy mandates multi-modal planning from the outset rather than installing pedestrian and bicycle amenities as a retroactive measure after a death or series of high profile crashes.

In 2007, the Illinois legislature voted unanimously in the Senate and 109-3 in the House to nullify former Democratic Governor Rod Blagojevich's amendatory veto on the comprehensive Complete Street Law (AB 314). Under this bill, the Illinois Department of Transportation must include safe bicycling and walking routes in all planning for urbanized areas immediately and in construction by August 2008.

Of relevance to this plan is the management of property access along each of the arterial roadways. Driveway access to arterial roads slows traffic and creates potential points of conflict. The numbers of access points affect the operating efficiency of the street system. Solutions to this problem include shared access to reduce the number of breaks in traffic; cross access easements to move vehicles between properties without accessing the arterial street; and, in feasible locations, boulevard street sections.

Strategy 1: Improve continuity of the street system to provide connections within and between neighborhoods and districts.

Rationale

The majority of the City's older residential areas are on a grid system providing good connectivity within and through neighborhoods. However, newer neighborhoods in the periphery have been designed with a curvilinear street pattern, cul-de-sacs, and, often, one point of entry/exit. While this pattern is desirable by residents for reasons of safety and aesthetics, concerns are typically raised regarding connectivity. Also, as new subdivisions are developed, plans should be made for adequate connectivity within and between neighborhoods. New subdivisions and commercial centers should be developed in a manner that allows multiple transportation options. It is not sufficient to simply designate where new corridors will expand, but there is much gained or lost in the manner of their development. A well-designed, multi-modal corridor can be a boon to a neighborhood, while a poorly designed street may only signal a lost opportunity.

Actions and Initiatives

- a. Amend the subdivision regulations to include more provisions that standardize connectivity and discourage one-way in/one-way out subdivisions. Connectivity improvements may include requiring street connectivity between subdivisions and more than one point of access for subdivisions over twenty lots.
- b. Adopt a policy requiring the extension of collectors to and through a new subdivision (similar to utilities).
- c. Create a new railroad crossing at Sycamore Street and consider closing an existing crossing.
- d. Improve citywide mobility, including better north-south and east-west access via local roadways. Current transportation patterns use IL 13 and U.S. 51 as the primary means of cross-town circulation due to the lack of parallel roadway alternatives. The City can overcome these barriers to street continuity through right-of-way acquisition and community investments as listed on the Thoroughfare Plan.
- e. Consider as potential community investment projects the extension of collector streets in developing areas. Sycamore Street, or Oak Street, between Wall Street and Lewis Lane, for example, is a project that will alleviate traffic on other local streets and greatly improve the mobility in the adjacent neighborhoods. Another collector roadway connection might include Rigdon Street, between New Era Road and Oakland Avenue. Projects of this nature, however, must be sensitive in their design.
- f. Conduct transportation demand management (TDM) and transportation systems management (TSM) studies and improvement projects for U.S. 51, IL 13, and other applicable roadways. These strategies may include synchronization

of traffic signals, access management and consolidation of access points, medians and left-turn lanes.

- g. Develop a neighborhood traffic calming manual with policies, guidelines as to their warrant and applicability, and specific design standards. Though not necessary in all neighborhoods, the installation of speed humps on Elm Street as illustrated in **Figure 3.6, Traffic Calming**, are indicative of one such type of traffic calming method.
- h. Establish a policy whereby an assessment district may be used to fund costly rehabilitation of reconstruction projects. This may be particularly applicable where an improvement project is requested by a majority of the owners in a neighborhood.
- j. Perform a street continuity assessment to identify possible extensions and improvements to enhance area and citywide mobility. Subsequently, identify potential land acquisitions or land dedication requirements necessary to improve mobility and community safety.

Strategy 2: Preserve adequate rights-of-way for future street extensions and the traffic carrying capacity of roadways, particularly in the outlying rural areas of the extraterritorial jurisdiction.

Rationale

In order to seize economic opportunities and preserve the community's special quality of life, there must be a long-range plan for growth of the transportation system concurrent with new development. A primary role of this transportation element is to preserve sufficient right-of-way on sufficient alignments to facilitate expansion of the street system. Furthermore, this section seeks to coordinate regional and citywide transportation projects and corridors that will benefit the community.

Actions and Initiatives

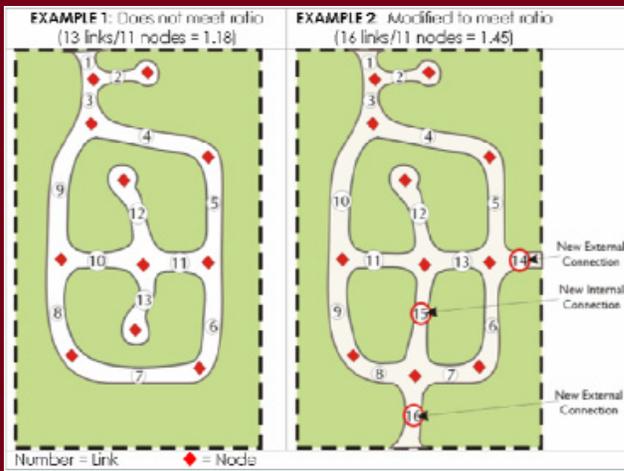
- a. Seek to acquire railroad right-of-way for roadway or trails.
- b. Amend the subdivision regulations to address roadway access.
- c. Commission a study with IDOT to investigate options for identifying an alternate truck route.
- d. Adopt local thoroughfare classifications and standards including the widths of rights-of-way, number and widths of travel (and parking) lanes, and design character, consistent with IDOT's Bureau of Local Roads and Streets Manual.
- e. Development of a hierarchical, interconnected, and continuous street network throughout the extraterritorial jurisdiction.

Figure 3.6 | **TRAFFIC CALMING**



Traffic Calming. A past traffic calming project on Elm Street has focused on reducing the speed of through traffic.

Figure 3.7 | CONNECTIVITY INDEX



- f. Preserve the traffic carrying capacity of arterial and collector roadways by requiring shared driveways and cross access easements between adjacent properties with commercial frontage to minimize the number of access points to arterial streets.
- g. Develop explicit thoroughfare planning policies to guide decisions relating to the pattern of land development and the design of subdivisions relative to the thoroughfare plan. For instance, adopt a policy restricting subdivisions from terminating an existing or planned collector street. Alternatively, a subdivision may propose a realignment of a collector road as long as its function is

preserved.

- h. Consider adoption of a connectivity index, as conceptually illustrated in **Figure 3.7, Connectivity Index**. This ordinance provision conditions curvilinear, discontinuous streets, dead-ends, and cul-de-sacs on the basis of their continuity and external points of access. In general, a point is required as a condition of subdivision approval.
- i. Adopt an access management ordinance that specifies authority for limiting access on certain roadway types, and delineates standards pertaining to the number and width of access points.
- j. Incorporate provisions requiring a traffic impact study for conditions that exceed a certain traffic generation threshold or specified development conditions. Require submission of a study prior to the official acceptance of an application for subdivision or property development.

FOCUS AREA 3.2 - ENHANCING THE STREET ENVIRONS

Throughout the public involvement process, there were often repeated concerns regarding the appearance of the community's entranceways and corridors. Residents recognize the influence these corridors have on the impressions of their community, and they wish to improve them. Improvements may include enhanced treatments within the public right-of-way and better design of sites and districts adjacent to and outside of the right-of-way. The focus of this section is on the improvements that may occur within the right-of-way, which, to be effective, must be coordinated with the character of adjacent development. Enhancements adjacent to the right-of-way are addressed in **Chapter 2, Land Use Character and Community Growth**.

A Thoroughfare Plan serves the purpose of designating the functional role of the City's major streets. These include those that serve a citywide capacity (arterials), several adjoining neighborhoods (collectors), and individual neighborhoods (local streets), as well as the rural areas. Therefore, each of the major streets is assigned a role according to their traffic carrying capacity. The design capacity of each classification translates into its design requirements pertaining to the width of rights-of-way, the

number and width of travel (and parking) lanes, locations of medians and turn lanes, and the types of traffic control. The City uses the Bureau of Local Roads and Streets Manual published by the Illinois Department of Transportation (IDOT). The street classifications and dimensional standards outlined in this manual are as follows: The State standards are not overly specific, but rather rely on on-site conditions, reference to other design guidelines, and additional analysis to make specific determinations. For instance, minimum rights-of-way for each classification are not established in the manual. This makes it overly difficult for the local development community as there are no specific standards, per se. Through the plan implementation process it is advisable to amend the subdivision regulations to establish clear standards and design criteria for making these determinations.

The State standards are used to guide the design and construction of streets. These apply within the City limits and also within the extraterritorial jurisdiction where the City has subdivision authority. Standards would be helpful to ensure consistent application and regulatory simplicity. However, there must also be great care to prevent a “one size fits all” approach to roadway design that bears little relationship to the character of development. In other words, different characters of development warrant different road cross sections. Simply put, the design of the road is a significant contributor to the character of an area. Therefore, whether the abutting development is more or less dense or near downtown (urban) or on the rural fringe, the street design standard must adjust accordingly. If not, as is the case presently, the street design is among the causes for less than desirable corridor appearance. This creates a lost opportunity to produce neighborhoods and districts that are unique and have a symbiotic, quality appearance.

Classification	Travel Lanes	Lane Widths
Rural Highways	2	9' - 12'
Urban		
- Local	1 -2	10' -11'
- Collector	2	10' - 12'
- Arterial	4 - 8	10' - 12'

This new plan offers an opportunity for the City to reshape and repurpose its corridors. This may be accomplished through the use of *context sensitive design*. This refers to roadways that are designed in a manner that is cohesive with and compliments the surrounding environs. Implementing this approach to street design means that there are different sets of street cross sections to fit different environments. Interestingly, the State standards refer to “rural” and “suburban” facilities, which acknowledge the need to design roadways in the context of development form and density/intensity. Each cross section would be designed to meet the design capacities, although this approach would also tie into the character of development. By way of example, IL 13 passes from the rural fringes through downtown (an urban area) where the cross section is designed to the character of development. This relates to the volumes and speeds of traffic, numbers and spacing of driveways and intersections, requirements for signalization, pedestrian improvements, and other traffic operating conditions.

In the rural and suburban areas around and on the fringes of the community, the natural landscape and increased amount of open space contribute to the attractiveness of the roadway environs. In the auto-urban (strip commercial) and urban (downtown) areas, though, the importance of corridor aesthetics is

heightened. In these more densely developed areas, there must be an increased level of attention to design features and treatments.

In 2008, the City submitted an application for the Illinois Green Streets Initiative. This funding request was for tree planting along Grand Avenue, Giant City Road, Walnut Street, Main Street, and portions of U.S. 51, and while this grant was not funded it may be used as a basis for future planning. This proposal was consistent with the objectives of the Forestry Management Division, the charges of the Keep Carbondale Beautiful and the Carbondale Park District, as well as the input of residents received during this planning process. This is among the many opportunities for corridor enhancement. Others include:

- Pavement texturing in strategic locations such as Downtown, around SIU, entrances to historic and other special districts, etc.
- Public art displays (e.g. sculptures, monuments, etc.) in the public right-of-way.
- Pedestrian amenities like benches, trash receptacles, planters, low-level lighting, and interpretive displays.
- Preservation and/or enhancement of natural features such as woodlands, wetlands, prairielands, etc.
- Upgraded standards for light poles and fixtures, as well as signal poles and mast arms.
- Parallel facilities such as trails, green utility corridors, etc.

Strategy 1: Visually enhance the aesthetic appearance of the community's primary entranceways and major roadway corridors.

Rationale

The character of a corridor is influenced by the City's ordinances and standards that regulate the form of development, including the location and design of buildings, arrangement of parking areas, extent of open space and vegetation, perimeter fencing and bufferyard treatments, and size and placement of signage. Street trees and gateway signage also increase the aesthetic appeal of major corridors.

Actions and Initiatives

- a. Re-vegetate or reforest the rights-of-way of IL 13. An example of tree preservation is evident in **Figure 3.8, Tree Preservation Along Major Corridors**, which features the Wal-Mart site that includes a significant stand of trees between the parking lot and IL 13.
- b. Regularly pursue grants through IDOT and other funding sources to seek funding for enhancements along Grand Avenue, Giant City Road, Walnut Street, Main Street, and U.S. 51.
- c. Explore the possibility of creating boulevard street sections along major corridors, particularly near the entries to the community. Illustrated in **Figure 3.9, Giant City Road Streetscape Design**, the existing turn lane is updated with a median strip and street trees. An alternative median design is illustrated in **Figure 3.10, Streetscaping Concepts Along IL 13**.
- d. Coordinate with IDOT to identify groups and organizations to adopt segments of U.S. 51 and IL 13 near the community entrances. Consider partnering with these organizations and providing seed money for special enhancement projects along these rights-of-way.

- e. Coordinate with IDOT regarding standards for lighting and signal poles and mast arms along state roads.
- f. Develop a corridor art display program within the right-of-way.
- g. Develop street-wide pedestrian improvements that include pedestrian-scale lighting, benches, walking surfaces, etc.
- h. Prepare conceptual streetscape master plans for each of the major roadways followed by detailed design for individual roadway enhancement projects.

Strategy 2: Establish a direct relationship between the character of development and the design of the adjacent roadways.

Rationale

Coupled with the aim of improved mobility is the influence of the local transportation system on the character and appearance of the community. For example, Walnut transitions from a suburban residential character between Old West Main Street and Poplar Street to an auto-urban commercial character when it runs through Downtown (and when it reunites with Main Street). Therefore, this plan seeks to accentuate the adjacent land character through the design of context sensitive streets.

Actions and Initiatives

- a. Amend the subdivision regulations to include street design standards that are tied to the character of development. These standards may remain generally consistent with IDOT's Bureau of Local Roads and Streets Manual although variation is warranted for the purpose of enhancing their design and appearance.
- b. Ensure that any improvements to IL 13 & Hwy 51 are done in a context sensitive manner with an emphasis on preserving the integrity of the surrounding area. Any improvements should include significant public input.
- c. Adopt a policy for context sensitive design and, subsequently, develop applicable standards and criteria. For instance, street cross sections should be developed for each of the City's designated character types, e.g. rural, suburban, auto-urban, and urban.
- d. Specify within the street cross sections the provision for and dimensions of design elements including sidewalks, trails, bike lanes, and parkways.
- e. Include among the street cross sections a boulevard section that includes a center median (see *Figure 3.9, Giant City Road Streetscape Design*). This would provide for improved access management as an alternative to the continuous turn or 'suicide lane.'
- f. Consider amending the subdivision regulations to include performance standards for local streets, where the type of access, number of dwelling units served, and the units' average frontages determine the right-of-way, pavement width, parking lanes, curb width, parkways, and sidewalks. Therefore, the right-of-way and street design are directly tied to development density and traffic volumes.

Figure 3.8 | TREE PRESERVATION ALONG MAJOR CORRIDORS



Figure 3.9 | GIANT CITY ROAD STREETScape DESIGN (FACING SOUTH)



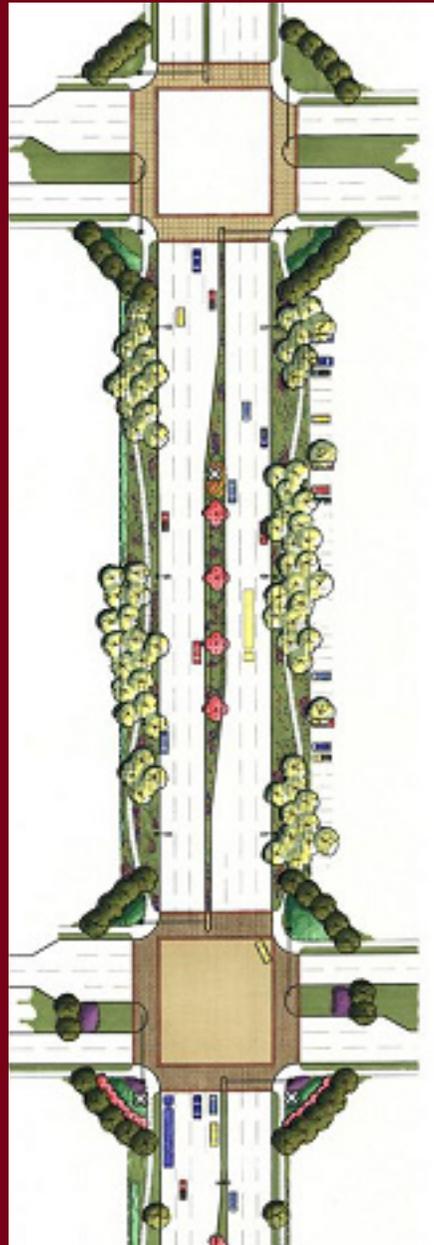
Figure 3.10 | STREETSCAPING CONCEPTS ALONG IL 13



STREETSCAPE MASTER PLANS

These studies should include an assessment of existing conditions, including land use and zoning, building footprints, driveways and parking lots, signs, trees and vegetation, power poles and overhead lines, street cross sections, sidewalks and pedestrian improvements, pervious and impervious surfaces, and general visual characteristics. The design plans should include regulatory recommendations and identified improvements and their costs. An implementation plan should identify priorities, funding options and sources, and a timeline. Design principles for corridor design and enhancement may include:

- Raised or depressed medians to break up the expanse of pavement and create space for runoff and drainage, grass, trees, signage, gateway treatments, and other amenities.
- Street trees allowing a canopy to be formed over the roadway. The species of trees must be tolerant of the environment and have roots that can coexist with streets and sidewalks. Incorporate xeriscaping to be more natural in appearance, environmentally sustainable, and require little maintenance.
- A streetscape buffer on either side of the street pavement to create separation between the public and private realms and provide space for more “green” adjacent to the roadway. This area may be planted in grass or some form of groundcover or may include rock or mulch in some locations, which helps to alter the monotony of the street and create visual interest.
- Limiting the number, width, and location of new driveways, consolidating existing driveways, and defining the edges with curb cuts and patterned crossings to create a more appealing pedestrian environment.
- At gateways and near Downtown, using decorative street lamps to form a unique community identity. The use of banners affixed to the lampposts would allow the community to personalize itself by advertising upcoming community festivities or public events.
- Placing overhead wiring underground or relocating them away from the primary corridors, replacing the typical wood poles with concrete poles, and consolidating the lines onto a single set of poles.
- Enhanced standards for traffic control devices and consolidating signs onto single poles or relocating signs to enhance the appearance of corridors.



FOCUS AREA 3.3 - BECOMING A WALKABLE AND BIKEABLE COMMUNITY

Today, the design of streets is primarily for the purpose of traffic movement. Pedestrian use of the right-of-way, in most instances, is clearly secondary. While the City maintains a well developed sidewalk system, there are some areas that could use improvement. Additionally, the right-of-way must be more multi-functional. This is to say that the right-of-way should be designed to serve a complete array of mobility needs including vehicular traffic, public transit, bicyclists, and pedestrians, as well as utility transmission. This notion is referred to as complete streets.

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to safely move along and across a complete street. This concept is growing across the country and is also gaining traction with possible new federal legislation. Benefits of complete streets include:

- Accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations.
- Reduced accidents through safety improvements.
- Encouraging more walking and bicycling.
- Easing transportation woes by providing more travel choices.
- Helping children get physical activity and gain independence.
- Cutting carbon dioxide (CO₂) emissions.
- Fiscal responsibility by avoiding later retrofits for sidewalks, bike lanes, transit amenities, and safe crossings.¹

Strategy 1: Interconnect citywide destinations (e.g. neighborhoods, schools, parks, retail centers) with pedestrian linkages such as sidewalks, trails, and pathways.

Rationale

Bicycle and pedestrian facilities add to the quality of life in Carbondale. Not only do these facilities offer important mobility options within the community, they also help to meet the recreational needs of citizens. Through the public involvement process, residents articulated their desires to become a more walkable community. The City has taken a good first step with the recent sidewalk inventory and the construction of the initial Piles Fork Creek Trail segment, as well as the designation of bike routes and lanes. Incremental implementation of this plan will eventually form a thorough network of non-motorized connections. These improvements must remain a funding priority for the City to achieve this objective.

Actions and Initiatives

- a. Extend the existing trail along Piles Fork Creek to the north and south. Building upon the existing backbone will allow for a longer trail system that can tie more neighborhoods together and allow for recreational biking and jogging.
- b. Re-stripe and install signs as part of a bicycle infrastructure maintenance program that receives attention on a regular basis. Investigate new coating options for striping projects that are longer lasting, more visible to drivers, and MUTCD-approved.

¹ www.completestreets.org

- c. Re-evaluate the current zoning and subdivision regulations with respect to neighborhood design. The standards of the subdivision regulations must relate to street and block patterns, mid-block rights-of-way or easements, provisions for the location and use of open space, and other applicable design guidelines.
- d. Acquire railroad right-of-way for rails-to-trails projects that will establish an opportunity for long-distance off-road biking and walking. Funds may be available through rails-to-trails grants, transportation enhancement funds, and stimulus funding.
- e. Include provisions in the zoning ordinance to allow (and encourage) mixed use development.
- f. Perform a barrier analysis to identify the major constraints and obstacles for pedestrians and bicyclists near parks and schools, and subsequently prepare an improvement program together with funding options (e.g. Safe Routes to School).
- g. Work with individual neighborhoods to improve their internal circulation systems through sidewalk repairs and bicycle improvements. One such improvement is the connecting of nearby cul-de-sacs and adjoining subdivisions with pedestrian linkages.
- h. Seek access to and use of natural corridors for trail system development, which may be by way of dedication, conservation or access easement, or right-of-way acquisition. Amend the subdivision regulations to require dedication of right-of-way or public access easements for trail connections.

Strategy 2: Emphasize pedestrian and bike accessibility in the funding and design of corridor planning and construction efforts.

Rationale

The other vital component of a multi-modal system is the planning and engineering of new connections. A complete sidewalk and bikeway network is essential to provide adequate and safe connections within neighborhoods and to nearby trails, bike lanes, parks, and schools. Subdivision, zoning, and engineering standards can all support the creation of corridors that allow walking and biking.

Actions and Initiatives

- a. Develop a comprehensive trail and pedestrian system master plan that coincides with the planned thoroughfare network and is carefully tied to the land use and growth plan.
- b. Restore funding to the sidewalk improvement program for the purpose of repairing, reconstructing, and/or installing new sidewalks in priority locations, e.g. near schools, parks, and public facilities. Previous budget years included a \$100,000 budget items for sidewalks, which is no longer available. Ensure that all new and repaired sidewalks meet or exceed the accessibility standards as established by the Americans with Disabilities Act (ADA).
- c. City-owned facilities should retrofit buildings and sites to include indoor bike parking, outside bike parking, and perhaps showers.
- d. Collaborate with employers and bicycle advocacy groups to promote bike awareness and bike-to-work programs. The City might also encourage bike-to-work programs for its employees.
- e. Initiate a citywide bike rack installation program to create more bicycle parking

Figure 3.11 | **INTERNAL PEDESTRIAN CONNECTIONS**



options, especially in the Downtown. Such a program may rely on grants and/or private funds in addition to public investment.

- f. Develop site design standards to better accommodate pedestrians and bicyclists in commercial developments, especially big-boxes that feature large parking lots. An existing pedestrian connection through the Kohl's' parking lot, **Figure 3.11, Internal Pedestrian Connections**, is an example of the types of internal circulation connections that should be incorporated into design standards.
- g. Amend the zoning ordinance to

include specific standards (location, type, etc.) for bike parking at multi-family complexes and commercial developments, as described in **Figure 3.12, Bike Parking Standards**.

- h. Set goals for bikeway improvements ("20 miles by 2020") and detail a multi-year improvement plan in order to achieve the infrastructure specified in the trails plan. For instance, a phasing schedule of bikeways would set priorities and be a potential asset for grant applications.
- i. Coordinate with SIU to design and promote pedestrian and bike access between the off-campus student housing. Recent developments along Grand Avenue are prime candidates for sidewalk and off-street pathway improvements that would facilitate better access between housing and campus.
- j. Continue to update and publish a map showing current bike routes, including recreational routes and linkages to schools or parks.
- k. Seek a compact community form that is more conducive to non-vehicular trips, as emphasized in **Chapter 2, Land Use Character and Community Growth**.
- l. Prepare a public awareness and marketing program to encourage bicycling and walking in Carbondale, which may include educational resources, maps of trails and bikeways, etc.
- m. Prepare a map showing Sidewalk Improvement Priority Areas for those neighborhoods and areas for which there are limited or no sidewalks. This plan may prioritize connections according to their proximity to parks, schools, etc.
- n. Regularly submit applications for Safe Routes to School grants administered by IDOT.
- o. Develop a source of funds or a reasonable financing mechanism for the improvement of neighborhood off-street trails and pathways. This funding mechanism should be for capital improvements and route extensions in addition to ongoing maintenance.
- p. Adopt a complete streets policy and corresponding design standards. This policy should include specific criteria as to the improvement of street corridors to include bike and pedestrian accommodations. An example of a 'complete

streets' improvement would be the expansion of narrow sidewalks to a wide, off-street pathway.

- q. Prepare standard street cross sections for each functional class and character type that include right-of-way and pavement width, number and width of lands and medians (as applicable), and provision for on- and/or off-street bikeways, sidewalks, and transit improvements.

FOCUS AREA 3.4 - ENHANCING PUBLIC TRANSIT SERVICES

The Saluki Express is funded by a mass transit fee assessed to students and by a subsidy from the City. The subsidy from the City allows the Saluki Express to continue operating while SIU is on Summer and Winter break. Students ride for free, while faculty, staff, and the general public are welcome to ride for a small fee. Since the service is primarily funded by students, the route alignments are expressly for the purpose of transporting students to/from campus and other popular student destinations. As a result, the route schedules do not coincide with typical work hours nor are the route origins and destinations suitable for daily work trips. While many of the routes operate in proximity to many of the major employers, they are not counted among the primary stop locations. As a result, Saluki Express is viewed as student transportation.

The transit system is serving a valuable role as it had 415,235 boardings in 2008. Since 1996 when there were 277,040 boardings, the service has steadily grown, on average, by 3.6 percent annually.² This is to say that roughly 207,618 vehicle trips were saved in 2008.³

This helps relieve congestion, reduce potential traffic incidents, and cut vehicle emissions. Should the City, University, and other benefactors collaborate to adapt the service for the general public, the benefits would likely increase exponentially. Doing so, however, will require a new funding model whereby expanded routes and extended days and hours of service are underwritten by transit patrons, together with the City, benefitting businesses and institutions, and other public and private funding.

Most of the routes originate on campus at the student center. While there are stops at the Amtrak Station, there has been public dialogue as to the warrant for a multi-modal transit center at (or near) the Downtown Amtrak Station. This would allow better coordination of routes, times, and providers, thereby potentially increasing ridership and generally improving local and regional mobility. It could also serve as an impetus for a significant mixed use Downtown redevelopment project focused around a transit station. It could be a central hub for a citywide transit system with connections to the Amtrak Service to Chicago, Greyhound service to St. Louis and Chicago (and beyond), direct transfers to Jackson County Mass Transit (see **Figure**

² This is based on ridership numbers provided by Saluki Express.

³ This assumes a boarding each for the original and return trips and that the vehicle trip would be by a single occupant.

Figure 3.12 | BIKE PARKING STANDARDS



Encouraging bike travel also means providing adequate parking spaces at key destinations. The zoning ordinance denotes the number of bike parking spaces, but does not address the manner of the bike parking. Bike parking must be safe and provide secure options to lock up the frame of the bicycle.

3.13, Local Transit Connections), and local taxi services (see **Figure 3.14, Regional Amtrak Connections**). It could also include retail outlets and upper floor or nearby attached living options.

There are a variety of improvement needs necessary to support a well-utilized bus system. These include bus stop improvements and amenities such as weather shelters, benches, trash receptacles, security lighting, handicap accessible curb cuts and ramps, non-slip boarding/alighting surfaces, landscaping, and informational kiosks. Additionally, there is an array of other essential considerations including:

- Means of access to stop locations via sidewalks and/or trails;
- Convenient and safe street crossings;
- Access design of nearby neighborhoods including provisions for direct public access ways;
- The design of nonresidential building sites relative to the pedestrian avenue from the building through parking areas and across drives to the transit stop;
- The number of vehicular/pedestrian crossing points and the treatments to mitigate conflicts;
- Citing the stop location either on- or off-site and the pedestrian, car, and bus circulation patterns; and
- Street side improvements such as pull-out bays that are warranted so as not to impede through traffic patterns.

Strategy 1: Improve the propensity of public transit use through strategic investments, public improvements, targeted advertising, and direct marketing.

Rationale

A true transportation “system” must include a variety of travel options and mode choices, among them public transit. It is expected that the demand for service will increase in the community over time. This is due, in part, to an aging population and the presence and general desire for more retirement living options, as well as increased gas prices and a better understanding and concern for the environment. Therefore, ensuring alternative transportation options will be important to enhance mobility. Likewise, given limited resources, maximizing partnerships will be important as a long-term implementation strategy.

Actions and Initiatives

- Study the warrant for and feasibility of a multi-modal transportation center at or near the Amtrak Station in

Figure 3.13 | LOCAL TRANSIT CONNECTIONS



Adding a hub for transit connections would benefit transit ridership by facilitating linkages between service providers. Bus improvements could include bays that allow buses to pull out of street traffic. This would be an improvement to the existing situation, above, where buses need to compete with cars, bikes, and pedestrians for street space when picking up passengers.

Downtown Carbondale. An expanded complex or entirely new facility should be contemplated near the existing station. Improvements will not only include expanded access, but can include aesthetic improvements as well. One current initiative displayed in **Figure 3.15, Amtrak Station Improvements** is the sound wall and art installation that serves as a sound buffer for adjacent residential units while offering a home for public art displays.

- b. Seek to become actively involved in the state discussions concerning the improvement of Amtrak's Illinois routes (now operating between Chicago and Carbondale, St. Louis, and Quincy). While most current studies are focused on upgrading the Chicago to St. Louis route to 110-mile per hour service, there is interest in improving all the Midwest rail lines. Presumably, studies would be performed on the Carbondale route in the future to analyze the possibility of rail infrastructure improvements.
- c. Coordinate with the officials of the Canadian National railroad to further improve safety conditions at all railroad crossings. The City may consider the designation of "quiet zones" whereby passing trains are prohibited from sounding their horns in order to decrease the noise level for nearby residential communities. The train horns can be silenced only when other safety measures compensate for the absence of the horns.
- d. Explore ways the City can support the expansion of local transit services provided by the Saluki Express and Jackson County Mass Transit District, especially to benefit the area's senior population and households without automobiles. Continue to provide an annual operating budget to Saluki Express for specific programming during the school breaks so that service continues during these periods.
- e. Coordinate with the hospital, medical clinics, and social service agencies for opportunities to coordinate transit services.
- f. Expand Saluki Express service to the southwest, far west, and northernmost areas that are currently not well served.
- g. Seek revenue through sponsorships of transit stop improvements/shelters. Allowing advertising will generate revenue that can be used for stop improvements or other transit improvements.
- h. Commission a citywide transit study to include feasibility of expansion, route and stop locations, headways, transfer points, employer transit program, vehicle and fuel technologies, and funding alternatives and financing options.
- i. Commission a study jointly with SIU to evaluate current operations, identify strategies for increasing ridership, outline advisable route and schedule changes, determine an approach for public education and marketing, and investigate and recommend funding sources and financing options for developing a robust citywide public transportation system.

Figure 3.14 | REGIONAL AMTRAK CONNECTIONS



Figure 3.15 | **AMTRAK STATION IMPROVEMENTS**



j. Develop a capital program aimed at making street-side transit stop improvements, e.g. bus pull-out bays along major arterials, sidewalk improvements, pedestrian amenities, etc.

k. Amend the development regulations to incorporate provisions regarding site design standards for improved transit access and pedestrian circulation.

l. Amend the parking regulations to allow flexibility in the number of spaces required for employers who enhance public transit service through programming or on-site improvements.

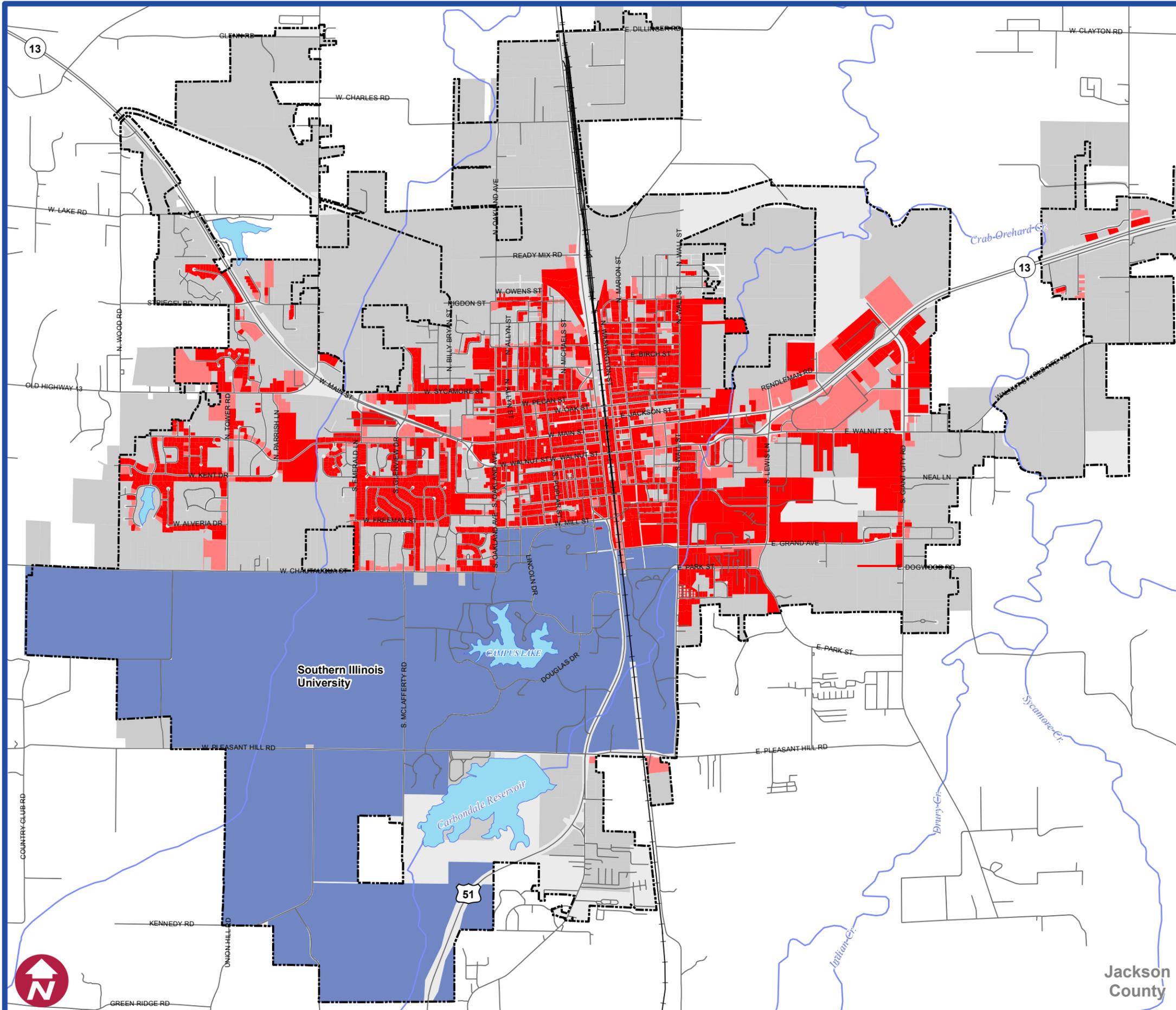
3.5 Future Thoroughfares: Plan and Policies

CARBONDALE THOROUGHFARE PLAN

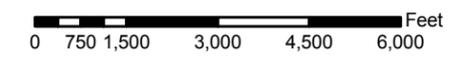
Implementation of thoroughfare system improvements will occur in stages over time as Carbondale grows and, over many years, builds toward the ultimate thoroughfare network shown by the Thoroughfare Plan. The fact that a future thoroughfare is shown on the plan does not represent a commitment to a specific timeframe for construction or that the City – or other jurisdiction – will build the roadway improvement. Individual thoroughfare improvements may be constructed by a variety of implementing agencies, including the City, Jackson County, and/or the Illinois Department of Transportation, as well as private developers and land owners for sections of roadways located within or adjacent to their property. Road construction can be implemented by individual entities or in partnership. (see **Map 3.4, Thoroughfare Plan**)

The City, County, and IDOT, as well as residents, land owners, and subdividers, can utilize the Thoroughfare Plan in making decisions relating to planning, coordination, and programming of future land development and transportation improvements. Review of preliminary and final plats for proposed subdivisions in accordance with the City's subdivision regulations should include consideration of compliance with the Thoroughfare Plan. This will ensure the consistency and availability of sufficient rights-of-way for the general roadway alignments shown on the plan. It is particularly important to provide for continuous roadways and through connections between developments to ensure mobility and emergency access. By identifying thoroughfare locations where rights-of-way are needed, land owners and subdividers can consider the roadways in their subdivision planning, dedication of public rights-of-way, and provision of setbacks for new buildings, utility lines, and other improvements located along the right-of-way for existing or planned thoroughfares.

3.1 Existing Sidewalk System

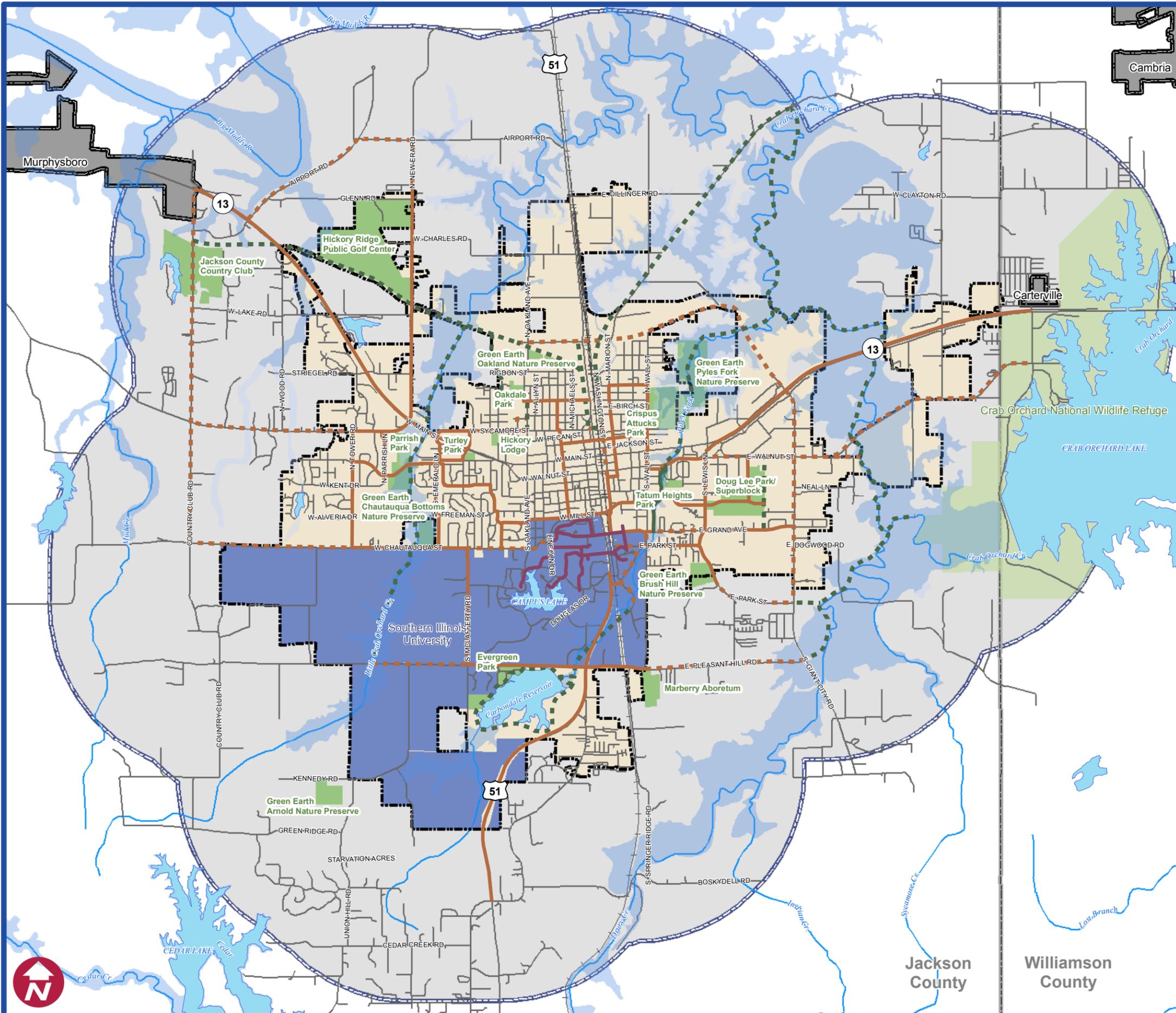


- SIDEWALK ACCESSIBILITY**
- Parcels with Sidewalk
 - Parcels with Partial Sidewalk
 - Parcels without Sidewalk
- BOUNDARIES & INFRASTRUCTURE**
- City Limits
 - Lakes
 - ~ Streams
 - Railroad



Existing Sidewalk System

3.2 Conceptual Trail Opportunities



BICYCLE / PEDESTRIAN FACILITIES

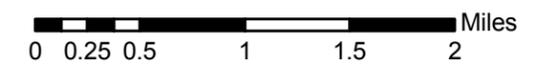
- Multi-Use Path
- Proposed Multi-Use Path
- On-Street Bike Lane / Parallel Trail
- Proposed On-Street Bike Lane / Parallel Trail
- Campus Pathway

FLOODPLAIN

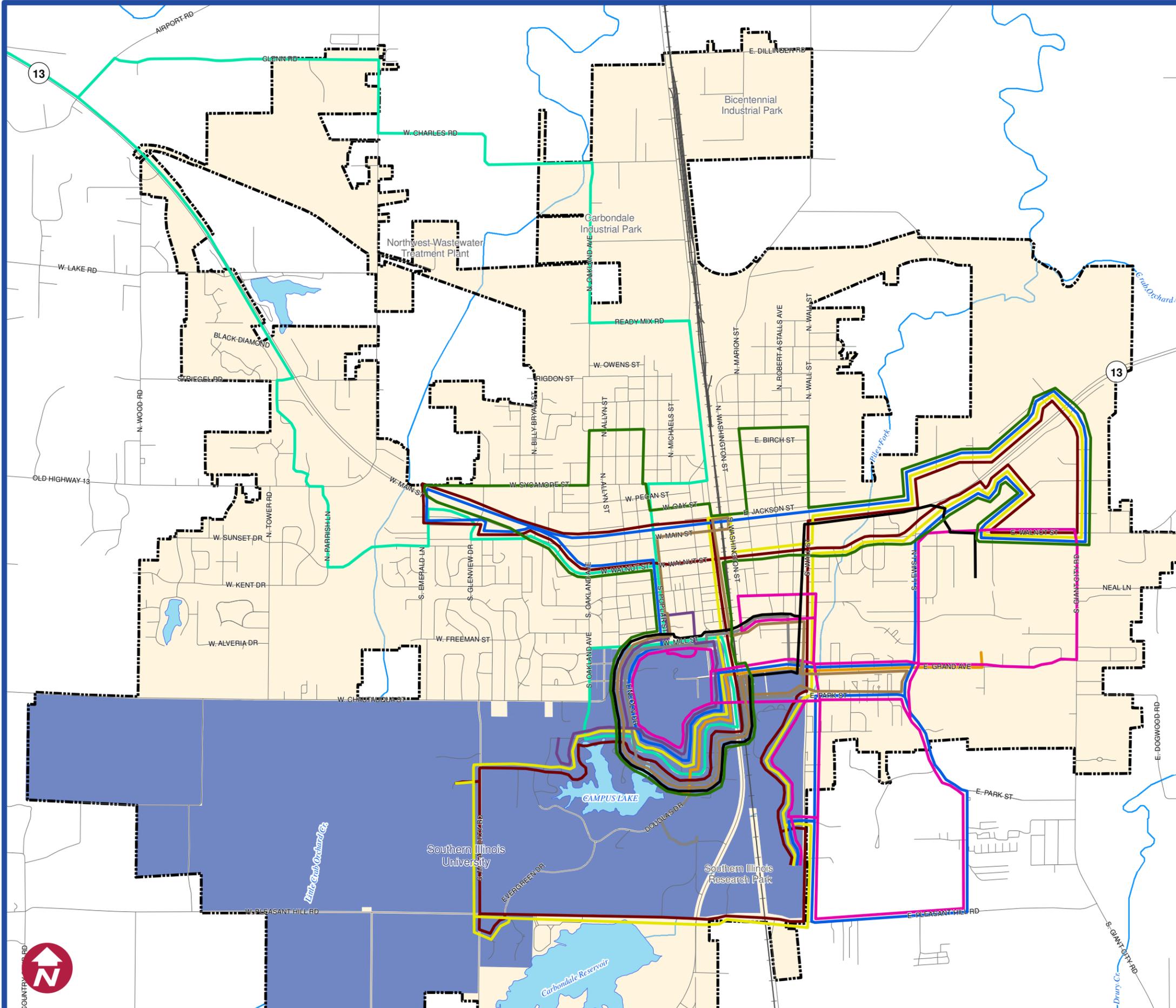
- 100-year Floodplain
- 500-year Floodplain

BOUNDARIES & INFRASTRUCTURE

- City Limits
- County Boundary
- Study Area (1.5 mile)
- Places
- Parks and Recreation
- Lakes
- Streams
- Railroad



3.3 Saluki Express Routes

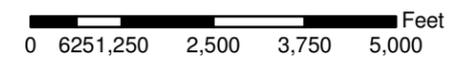


TRANSIT ROUTES

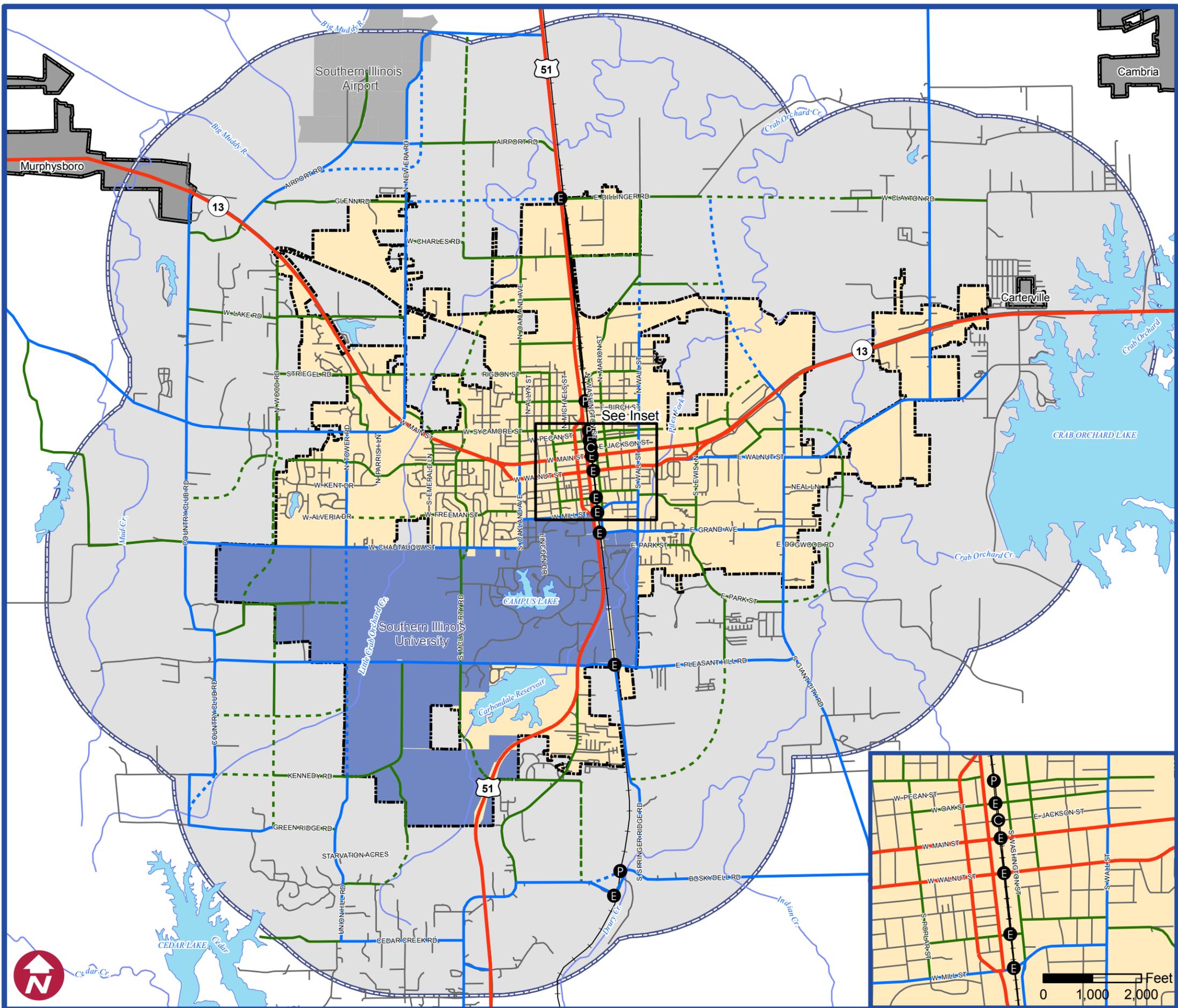
- Rt. 1, Downtown/University Mall
- Rt. 3, Airport/Poplar Street
- Rt. 8, Late Night
- Rt. 9, C.A.S.A./Logan
- Rt. 10, University Mall/Cross Town
- Rt. 11, Weekend Mall/Cross Town
- Rt. 52, Southern Hills/Grand Ave
- Break Route
- Grand Avenue Shuttle
- Shuttle Route East
- Shuttle Route West

BOUNDARIES & INFRASTRUCTURE

- City Limits
- County Boundary
- Study Area (1.5 mile)
- Lakes
- Streams
- Railroad



3.4 Thoroughfare Plan



EXISTING / PROPOSED CLASSIFICATIONS

- / - - - - - Principal Arterial
- / - - - - - Minor Arterial
- / - - - - - Collector

CROSSINGS AND INTERSECTIONS

- E Existing Crossing
- C Closed Crossing
- P Planned Crossing

BOUNDARIES & INFRASTRUCTURE

- City Limits
- ~ Streams
- Railroad
- + Places



Thoroughfare Plan

City of Carbondale

Housing & Neighborhoods

Carbondale's long-term future as a community is inextricably tied to its housing conditions. Housing is central to almost any discussion about City affairs, no matter whether the focus is on economic development opportunities, student enrollment trends at SIU, or the ability to simply walk from one neighborhood to another. The reason for a focus on housing was evident in public meetings and Comprehensive Plan Review Committee discussions: deteriorating neighborhoods need to be rehabilitated to avoid further decline. The timing of this critical housing issue is not by chance. It is a culmination of several long-term trends: historic disinvestment in rental units aimed at a captive student population, recent increases in rental market supply created by new housing options near campus, and an aging housing stock that, without rehabilitation is approaching obsolescence. Carbondale's current housing challenge may be succinctly summarized: How may the City, together with SIU, spark increased reinvestment in aging neighborhoods?

The answer is not as simple. Identifying the proper actors and funding sources for housing improvements offers a long list of potential options. Any long-term solution will require many levels of partnership, whether between City and University or neighborhoods, owners, and developers. This chapter brings together potential solutions and strategies that can serve as immediate, mid-term, and long-range initiatives to improve existing housing conditions.

While one challenge is to sustain the integrity of existing neighborhoods, another task is to address future housing needs. Having a diverse stock of housing – new and old, big and small – is instrumental in offering choice and providing for the individual needs of all households, regardless of economic stature. Besides price and location, another consideration is the design of neighborhoods. The suburban development that occurred in the late-20th century departed from the established town settlement pattern near the core of the city. New housing development needs to reflect growing demand for neighborhood-style patterns that are once again integrated to the existing fabric of the community. This new development should be located near other uses for ease of access, accessible to local services, offering transportation options, and preserving resources through innovative subdivision design.

4.1 Introduction

Carbondale residents wish to enjoy quality housing and the positive impact that well-designed neighborhoods can have on the image and attitude of the community. From the outset of this planning process, housing has taken the lead as one of the key issues facing the community. The current state of neighborhood conditions is a central issue. Issues voiced by citizens, organizations, and officials indicate that addressing existing housing conditions and demands are primary components to a successful future. Stakeholder input resulted in the assembly of several key issues related to existing housing and neighborhood conditions.

Concurrent with job and population growth, Carbondale's stock of housing and neighborhoods will continue to grow. Based on citizen concerns and comments about existing developments, it is essential to recognize that creating future housing options and designs will require additional development standards. Providing quality housing and neighborhoods is fundamental in creating a desirable place to live. In fact, residents supported this premise through their comments indicating their desire for attractive, landscaped, and well-connected neighborhoods.

4.2 Purpose

The purpose of this chapter is to identify solutions to ensure the community meets its existing and future housing needs. This is accomplished by providing access to safe, quality, and affordable housing within livable, attractive neighborhood environments. Furthermore, the types of housing, their arrangement and design, and integration of open space and amenities contribute significantly to the quality appearance and character of the community. The City's economic health relies, in part, on its ability to preserve its well-established neighborhoods while planning for the development of new living environments that meet the physical, social, and economic needs of its residents.

This chapter is divided into three sections:

- Discussion of trends affecting existing neighborhoods and future housing availability, which also includes an inventory of existing City programs.
- Recommendations of strategies and actions for maintaining and improving Carbondale's neighborhoods, those existing and those planned for the future.
- List of existing City housing grants and program summaries.

A summary of the key focus areas and strategies is as follows:

Focus Area 4.1: Rehabilitating existing housing stock.

- **Strategy 1:** Promote opportunities for neighborhood improvements and housing stock rehabilitation.
- **Strategy 2:** Strengthen the ability of local organizations to work on housing issues in existing neighborhoods.

Focus Area 4.2: Defending neighborhood integrity in existing neighborhoods.

- **Strategy 1:** Protect the integrity of single family neighborhoods in regards to housing and site conditions.

Focus Area 4.3: Ensuring affordable and sufficient housing options in the future.

- **Strategy 1:** Provide housing options and assistance to lower income and elderly residents, both now and in the future.
- **Strategy 2:** Utilize the land development regulations to encourage the development of moderate and upper income level housing in the community.

Focus Area 4.4: Designing neighborhoods and developments as special places

- **Strategy 1:** Improve subdivision design standards to include additional criteria addressing site design and create livable neighborhoods for young families.

SUMMARY OF HOUSING NEEDS, CONDITIONS, AND PROGRAMS

Mixture of Housing Types

Carbondale has a narrow range of owner occupied neighborhoods and housing types, with the current mix being mostly single-family detached homes. Since 88 percent of the existing owner-occupied housing units are single-family detached, there is little choice between unit types. Within the broad single-family category, most development is suburban in character with some estate development in the form of one-acre or larger lots. These housing types are primarily located on the fringe of the community and throughout the 1.5 mile extraterritorial jurisdiction. While single family detached homes makes up the majority of owner occupied units, there are other options including duplex and multiplex developments. The rental market provides a wide range of options from single family detached to large apartment complexes, and everything in between.

In the future, aging residents may desire to have more housing options available, including additional assisted living and continuing care facilities. Units marketable to households that are “downsizing” should both be permitted and encouraged in appropriate locations. Examples of these units are depicted in **Figure 4.1, Alternative Housing Types**, and options may include duplexes, patio homes, townhomes, and multiplexes. Additionally, there is a market for suburban-style living in detached single-family homes on larger lots. This being so, they should be developed on more connected, grid-like street networks. These networks should feature multiple connections to the major street system and, eventually, to the broader regional transportation system.

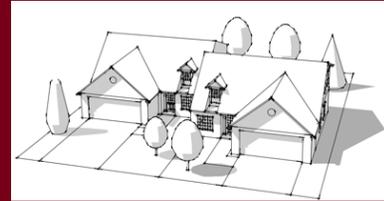
Jobs – Housing Balance

Maintaining a balance between jobs and housing is needed to ensure that residents can both live and work in the community. Not only does this balance contribute to quality of life, it is also a major factor in the siting of new businesses in Carbondale. Attracting new business relies upon the host city having an adequate housing supply for potential workers. Even retaining businesses and providing for their expansion relies upon a healthy housing market that offers adequate choice in housing and living environments. While adequate jobs are an asset, it is indicative of a need to be wary of the implications of a jobs-to-housing imbalance. Longer commutes and lower quality of life are possible results of a local housing market that has a scarcity of housing units at different prices.

Housing Vacancy and Turnover

At any given point in time, a portion of the housing stock is vacant. These vacancies are essential to a healthy functioning housing market. When vacancy rates are too low, demand for housing will push up rents and prices as consumers vie for scarce units. When vacancy rates are high, new households can be accommodated by

Figure 4.1 | ALTERNATIVE HOUSING TYPES



Duplex



Patio Home



Townhouse



Multiplex (side view with two of three entrances shown)

Figure 4.2 | **VACANT RENTAL UNITS**

High rates of rental properties are clustered in neighborhoods near the SIU campus. While the individual units can be unsightly, the overall effect is a blighted community. Marginal properties, such as the rental unit pictured above, are at risk of prolonged vacancy as the rental housing supply increases.

the existing stock of housing, and the demand and prices drop. The recent addition of roughly 2,000 housing units to the local housing market since 2006, has created a surplus of rental options. While most of these units are intended as student rentals, it will have an effect on the housing market as a whole. In particular, it will have an impact on the least desirable rental units that exist in neighborhoods near the campus. This impact will be felt through declining renter interest and lower rent price points, possibly to the level that the housing unit is not a viable investment property.

According to the American Community Survey (2006-2008), the City had a relatively high 16.6 percent vacancy rate among all housing units and 13.2 percent vacancy for rental units. This rate is slightly higher than the State, which had rates of 9.3 percent and 7.7 percent, respectively. The American Community Survey estimated a total of 12,053 housing units in Carbondale. In terms of housing tenure, this same estimate broke down the homeownership rate as 29.3 percent owner-occupied and 70.7 percent renter-occupied. This tenure ratio represents an inverse relationship to the average national rate of homeownership (one-third rental versus two-

thirds homeowner). Current rental market conditions, as depicted in **Figure 4.2, Vacant Rental Units**, have sufficient demand at the moment, but the full impact of the recent boom in housing development has yet to be seen.

Vacancy rates are identified at the block group level in **Map 4.1, Vacancy by Block Group**. Within the city limits, there are noticeably higher percentages of vacant residential units in the eastern portion of the city. Most block groups on the west side are zero to ten percent vacant, while the groups to the east are vacant between 10 to 20 percent.

Rental and Owner-Occupied Housing Conditions

According to residents and others who participated in the planning process, there are many off-campus rentals units that are in poor condition. As the community's housing stock ages, and with the continued reliance on rental housing to serve the student and low-income population, there are visible signs of neighborhood distress. Protecting neighborhood integrity is one of the key issues in this Plan.

Compounding this troubling situation in the City are the housing conditions that resulted from SIU's dramatic growth in

HOW IMPORTANT ARE THE EXISTING HOUSING STOCK CONDITIONS?

92% of the housing units that will be in Carbondale in the Year 2030 are already here today.

the 1970's. The conversion of homes into rooming houses, garages into dwelling units, and incompatible high density uses have hindered the revitalization efforts in some neighborhoods. The City and University need to work together to address this difficult situation.

As identified in **Map 4.2, Housing Tenure by Block Group**, several clustered block groups just south of Highway 13 make up a substantial area that has zero to 20 percent home ownership. This area is in the heart of the neighborhoods that surround the SIU campus. Smaller clusters southeast of this area and directly north of this area have only 20 to 40 percent ownership. The high rates of rental occupancy can make revitalization efforts in these areas difficult. Other areas within the City that do have a higher owner occupancy rate may be a candidate for neighborhood integrity protection measures.

Housing Age

In some areas within the City the housing stock is older and in need of maintenance or rehabilitation. Typically, housing needs significant repairs after 20 years. At present, over 10,000 units in the City are older than 20 years. The 1960's and 1970's saw a significant expansion of the residential housing stock with 6,242 units constructed. Multi-family units comprised many of the new units at that time and have provided a substantial portion of the rental pool over the recent decades. In addition to the age of the units, many of them served as student housing, which typically increases the need for repairs and maintenance.

Until the recent addition of multi-family options, owners of rental property have had a steady pool of student renters and did not have to upgrade their units to successfully rent them. The construction of new multi-family housing will change this dynamic and will likely require an upgrade of the older units in order for them to remain competitive.

Southern Illinois University faces similar issues with an aging housing stock. Many of the University's units were built 40 years ago and suffer from deferred maintenance, as well. The recent apartments built at Grand Avenue and Wall Street have been very popular as a newer housing option offered by the University. Likewise, there have been discussions to demolish the existing Southern Hills housing and create new retirement housing in order to respond to that expanding segment of the market.

Table 4.1
Owner-Occupied Home Sales

Year 2007-2009 Owner-Occupied Home Sales

	Homes Sold	Average Sale Price	Total Sale Price
January	12	\$ 126,538	\$ 1,518,456
February	8	\$ 81,125	\$ 649,000
March	10	\$ 84,000	\$ 840,000
April	13	\$ 121,600	\$ 1,580,800
May	22	\$ 119,409	\$ 2,626,998
June	28	\$ 169,910	\$ 4,757,480
July	36	\$ 117,447	\$ 4,228,092
August	26	\$ 109,837	\$ 2,855,762
September	13	\$ 114,857	\$ 1,493,141
October	13	\$ 131,469	\$ 1,709,097
November	13	\$ 106,904	\$ 1,389,752
December	12	\$ 107,742	\$ 1,292,904
Year 2007		\$ 115,903	\$ 24,941,482
Year 2008 Owner-Occupied Home Sales			
January	9	\$ 147,788	\$ 1,330,092
February	12	\$ 101,262	\$ 1,215,144
March	9	\$ 136,056	\$ 1,224,504
April	15	\$ 105,997	\$ 1,589,955
May	22	\$ 143,864	\$ 3,165,008
June	19	\$ 117,773	\$ 2,237,687
July	44	\$ 114,387	\$ 5,033,028
August	31	\$ 108,538	\$ 3,364,678
September	15	\$ 127,567	\$ 1,913,505
October	8	\$ 101,251	\$ 810,008
November	4	\$ 89,183	\$ 356,732
December	5	\$ 109,400	\$ 547,000
Year 2008		\$ 116,922	\$ 22,787,341
Year 2009 Owner-Occupied Home Sales			
January	6	\$ 178,250	\$ 1,069,500
February	7	\$ 100,371	\$ 702,600
March	6	\$ 121,500	\$ 729,000
April	8	\$ 129,613	\$ 1,036,900
May	7	\$ 118,293	\$ 828,050
June	35	\$ 129,021	\$ 4,515,750
Year 2009		\$ 129,508	\$ 8,881,800

As depicted in **Map 4.3, Median Year Structure Built By Block Group**, the median age of housing stock is well over 20 years old. Not surprisingly, the core neighborhoods, included in block groups 108.05 and 108.06, maintain buildings that were built from 1940 to 1950 on average. Other groups located in the periphery of the city have an older median age of buildings, averaging construction dates between 1951 and 1960. Block groups 114.01 and 114.02 both show a higher median, averaging from 1981 to 1990, implicating more recent residential development is being pursued in that southeast area.

Housing Needs

Carbondale's population is anticipated to grow from 25,597 people in 2000 to about 30,000 by the year 2030 (target population), an increase of 4,403 people. The year 2000 average household size was 1.99 persons. Assuming this number remains steady, Carbondale will need to add 74 households per year until 2030. This number is conservative since it does not account for the number of homes that will be needed to replace housing units that are functionally obsolete or demolished.

Looking at the bigger picture over the next two decades allows for a more balanced view as to what type of growth is possible. The City will need approximately 2,212 housing units of various types to accommodate its projected population and maintain a healthy, balanced housing market. Rather than seek a comparable ratio of ownership to rental units over time, there should be a focus on increasing the owner-occupied units. Achieving a ratio of 50/50 between owner and renter would be an acceptable goal.

Recent Construction and Sales

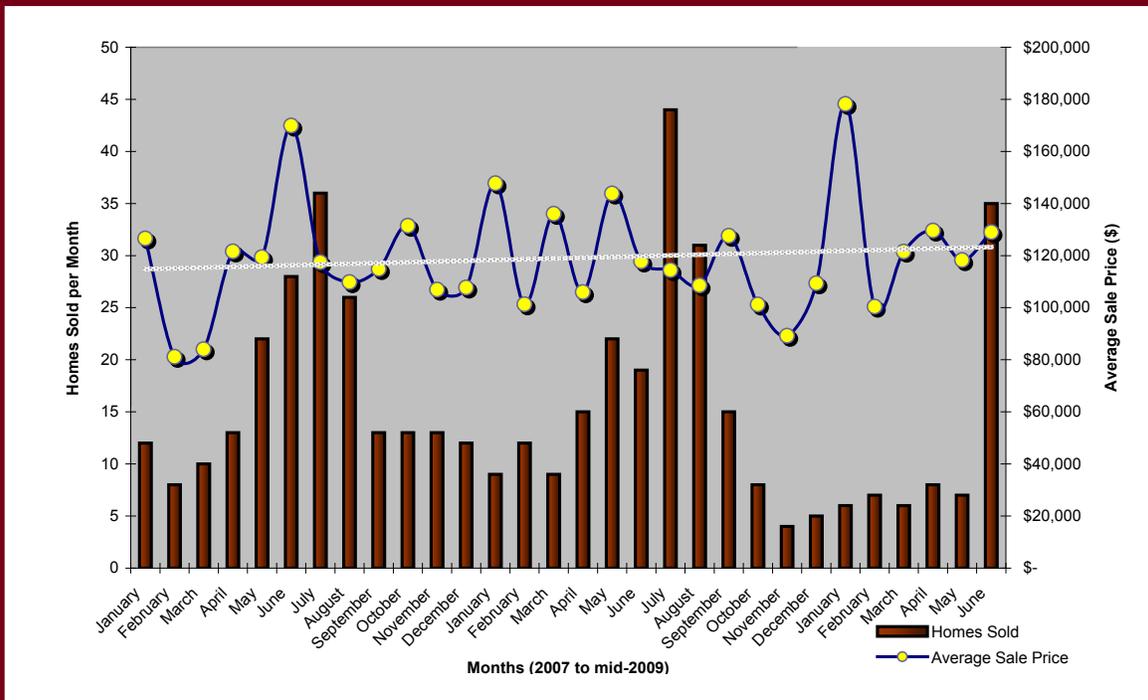
As displayed in **Table 4.1, Carbondale Owner-Occupied Home Sales**, the owner-occupied housing market has seen a slight, but not overly dramatic, slowdown in the recent recession. Most of the 2007-2009 owner occupied home sales averaged a sale price of about \$120,000 according to **Figure 4.3, Owner-Occupied Home Sales and Average Price**. This home sale price illustrates that Carbondale housing prices are relative to incomes and the market is still active with buyers and sellers.

4.3 Plan Focus Areas and Strategic Recommendations

FOCUS AREA 4.1 – REHABILITATING EXISTING HOUSING STOCK

The community must remain cognizant of its older housing stock as rehabilitation and reinvestment will become increasingly important to the integrity and vitality of neighborhoods within the original City core. There are distinct neighborhood differences as housing in the central neighborhoods is older and may warrant reinvestment. Code enforcement and basic building maintenance are critical issues in these neighborhoods. Comments by residents at public meetings indicated concerns about rental unit over-occupancy and external appearance, particularly those areas along major roadways. Some suggested the need for stricter regulations or increased enforcement of existing requirements. Others emphasized the need to improve basic cleanliness and property maintenance.

Figure 4.3 | OWNER-OCCUPIED HOME SALES AND AVERAGE PRICE



Strategy 1: Promote opportunities for neighborhood improvements and housing stock rehabilitation.

Rationale:

Established neighborhoods often lack the size, design, and amenities of newer housing developments. However, older neighborhoods offer intangibles such as history, culture, proximity, and, often, a stronger sense of community. In Carbondale, some older neighborhoods have been well maintained, while many others require infill development, infrastructure (streets, sidewalks, street lights, drainage) improvements, and further revitalization efforts. While the impacts of history, neglect due to poverty, and inappropriate surrounding land uses may make recovery difficult for some neighborhoods, most offer an opportunity for renewal and long-term viability.

Actions and Initiatives

- a. Encourage redevelopment in target areas through programs that rewards infill redevelopment in Carbondale neighborhoods. Such a program could target lots that have recently demolished structures so that those lots are put back onto the market and tax rolls.
- b. Form a target-area community investment program focused on infrastructure improvements within at-risk neighborhoods. The purpose of this program is to provide a dedicated source of annual funding for use in making improvements and leveraging private reinvestment.

Figure 4.4 | EXISTING HOUSING STOCK



The condition of the existing housing stock is a primary concern to many residents and planning process participants. Carbondale developed much of its housing stock in the middle of the previous century. As a result, many of the housing concerns are associated with older homes: improving energy-efficiency, retrofitting for accessibility, rehabilitating for modern interiors, and addressing infill design issues. Shown above are three examples where reinvestment in older housing has positively impacted the neighborhood.

- c. Review the feasibility for infill development and redevelopment based upon the costs of land purchase and development. Infill development can help meet the need for additional housing units in the community.
- d. Focus on park and recreation improvements as a means for elevating neighborhood viability. In concert with **Chapter 2, Land Use Character and Community Growth**, highlight the importance of clean, safe, well-maintained, and vibrant neighborhood parks as an anchor for strong, established neighborhoods. Another neighborhood-scale open space amenity would be the creation of neighborhood gardens, which can be located in existing parks or as a temporary use on vacant lots.
- e. Pursue alternative code enforcement methods in an endeavor to be more proactive and ensure positive outcomes. Consider use of an advocacy program to aid in code compliance rather than citing noncompliant property owners. A key element may be the cross-training of enforcement advocacy officers in conflict management/resolution.
- f. Continue the Mandatory Rental Inspection Program, which enforces property maintenance standards. Code enforcement was widely discussed as a top issue during the Community Symposium. This program is important not only for the safety of occupants, but it also serves to maintain property values and helps to stabilize older neighborhoods. As such, the Building & Neighborhood Services Division schedules required inspections and follows up to ensure that all noted code violations and deficiencies found are properly corrected in a timely manner.
- g. Strictly enforce the repeat offenders of the Mandatory Rental Inspection Program so that chronic problem properties are addressed. Annual inspections, rather than every three years, may be required for properties that continue to blight the neighborhood.
- h. Expand the Rental Housing Conversion Program that provides a \$5,000 grant to encourage the conversion of single-family rental units to owner-occupied

units. This supports the level of home ownership that will strengthen and revitalize established neighborhoods.

Strategy 2: Strengthen the ability of local organizations to work on housing issues in existing neighborhoods.

Rationale:

The amount of maintenance performed on housing and property can impact neighborhood appearance and create a lasting impression. Freshly painted and well-maintained homes and properties are indicative of a promising future. Adversely, housing and properties in need of upkeep can be an indication of a community in a state of disrepair and decline. Appearance can also be correlated to community pride in ownership, perception, property values, maintenance costs, and quality of life. While private owners can and should work to maintain their properties, there are other housing groups that can offer technical or financial assistance. Complex rehabilitation projects can oftentimes only be completed with the help of a third-party organization that addresses housing issues on a professional basis.

Actions and Initiatives

- a. Initiate a City-sponsored Housing Action Plan that will monitor and evaluate housing development in the future. This Plan may be largely derived from action items in this Comprehensive Plan. However, it will be supplemented annually with housing data and measurable accomplishments (i.e. number of new housing units built at each price point, grant dollars invested in housing programs, homes rehabilitated, or homebuyer classes offered locally).
- b. Develop a not-for-profit housing organization to act as a 'lead agency' in housing related projects and grant applications. This not-for-profit housing organization may be formed in collaboration with SIU or involve SIU faculty and students workers. The presence of a local not-for-profit organization will allow more grant money to flow into local redevelopment projects. Without this agency, as currently exists, the City cannot apply for certain grants since there is no lead agency to control the project. Also, a not-for-profit organization would aid the City in administering its homebuyer programs and conducting credit counseling classes. While the City can play a supportive role, it cannot step up to that position, as noted in **Figure 4.7, Housing Financing Options and Leadership Needed**. (see page 4.11). There is an unfilled niche in this respect, and it will be a critical step to build this organizational capacity.
- c. Continue working with Crosswalk, the local Community Action Program (CAP) on housing programs and grant proposals. Since the nearest CAP program is located in Murphysboro, and not locally in Carbondale, it will be necessary to strengthen the ties between Carbondale and Crosswalk. Crosswalk not only has a housing program, but also has an energy-efficiency retrofit and weatherization program that assists homeowners with improvements outside the City limits.

Figure 4.5 | **CODE ENFORCEMENT**



"If code enforcement had been stronger for many years, there would still be problems. However, there would be far fewer housing issues than Carbondale faces today."

Comprehensive Plan Review Committee

Figure 4.6 | FAMILIES FIRST



Carbondale would like to strengthen its focus on being a “family-first” community. This stands to reason since many households are larger, younger families that were attracted by the special quality of life. Below are three critical issues for family life in Carbondale:

1. Parks and open space opportunities should target all age levels so that whole families can enjoy the outdoors.
 2. Work closely with the local school districts to ensure that schools can accommodate expected growth within the community.
 3. Pedestrian mobility systems should support walking and biking to school and for recreational purposes.
- d. Strengthen the ability for local organizations, such as the Western Egyptian Economic Opportunity Council (WEEOC) and the City to support weatherization and energy-efficiency improvements in existing neighborhoods. The efforts of WEEOC need additional support so that there are more weatherization improvement options available to residents as illustrated in **Figure 4.8, Adapting Older Homes** (see page 4.12). The City may actively support these organizations by partnering with them in grant applications. Additional steps may be taken by the City, such as hosting weatherization open houses or organizing energy-efficiency audits.
 - e. Continue to offer a quarterly local homebuyer education course in Carbondale that will educate residents about the purchasing and mortgage process. These classes are not only an educational tool for the prospective homebuyer looking to learn about the process, but also this class is a prerequisite for homebuyers interested in grant funds.
 - f. Seek the participation of churches, civic organizations, schools, and businesses in neighborhood improvement and revitalization efforts.
 - g. Coordinate with SIU to expand student educational programs on housing and building codes and being a good neighbor. Such education can focus on rights and responsibilities of renters in the established neighborhoods. This program might also include an outlet or mechanism for student code complaints, such as a website or hotline number. Links should be made between the SIU and City’s websites.
 - h. Preserve the appearance of a single-occupant residence typology by using design and development standards related to parking; exterior entrances on separate sides; and placement of meters, addresses, and mailboxes.
 - i. Provide technical guidance to the “Map Your Neighborhood” efforts related to emergency preparedness. In light of the initial success of this program, there should be an effort to further build upon its work and expand the program to other neighborhoods.

FOCUS AREA 4.2 – DEFENDING NEIGHBORHOOD INTEGRITY IN EXISTING NEIGHBORHOODS

In Carbondale’s context, some older neighborhoods have been well maintained, while others require infill development, infrastructure improvements, and further revitalization efforts. While the impacts of history, neglect due to

poverty, conversions to student rental use, and inappropriate surrounding land uses may make recovery difficult for some neighborhoods, most offer an opportunity for renewal and long-term viability.

Strategy 1: Protect the integrity of single family neighborhoods in regards to housing and site conditions.

Rationale:

Continue to work with SIU on mutually beneficial issues of housing. Since a majority of students live off campus, this may strain the housing and transportation networks in the immediate vicinity of the campus. There are issues of faculty and staff housing that should be addressed, as well as the housing options for those students who live off campus. These issues are similar to the issues already targeted in this chapter and many of the recommendations will benefit the SIU community. That being said, the University and City must continue working together to find workable solutions to housing issues in the existing single family neighborhoods and those neighborhoods around the University.

Actions and Initiatives

- a. Create a neighborhood-oriented planning program to help the community form neighborhood associations and develop neighborhood plans. A neighborhood plan may include elements that would normally be required for a housing grant submittal and could, thus, be very effective as a grant administration tool. Such a plan would highlight potential development/redevelopment sites, infrastructure improvements, and link current issues to solutions. (See **Figure 4.9, Campus Neighborhood Plan** page 4.13),
- b. Formalize neighborhood groups through identifiable maps that distinguish neighborhood boundaries. The residents in the neighborhoods can then create neighborhood groups or homeowner organizations. As drafted in **Map 4.4, Conceptual Neighborhood Organization Boundaries**, the different areas of Carbondale are identified in order to start a neighborhood organization movement. More defined boundaries and designation of neighborhoods will likely occur as the process evolves.
- c. Work with neighborhood organizations on prioritizing local infrastructure improvements and identifying likely candidates for capital improvements. Such improvements may include street and alley improvements, parking

Figure 4.7 | **HOUSING FINANCING OPTIONS**



Housing grant funds are very competitive and Carbondale must re-apply each year. Since yearly funding levels ebb and flow, there is some variability in the overall funding levels. However, external funds play an important role in Carbondale since these funds are almost the only source of funds used in existing neighborhoods on rehabilitation, demolition, and education efforts. The older housing stock in the City will require future improvements and any source of grant funds will fulfill this niche in the community. Creating a new housing organization will diversify funding options so that the City is not entirely reliant on state housing dollars. A non-profit organization can assume the role of the 'lead agency.' This designation is critical for grant applications and housing development. The interrelated role of the 'lead agency' is one that affects many organizations by partnering on many housing projects.

Figure 4.8 | ADAPTING OLDER HOMES



As housing units age, there are upgrades needed to keep them relevant to occupants. Energy-efficiency and handicapped-accessibility improvements are common investments. Straightforward improvements, such as a wheelchair ramp, can increase the life of the home and provide a valuable amenity. Communicating the availability of funding options to residents should be one of the topics at the annual Neighborhood Alliance meeting.

restrictions, shielded street lighting, improved pedestrian lighting, added green space, improved public streetscape/landscape, and new signage. This neighborhood improvement list will also be a source of site specific information (improvements, history, etc.) for any future grant application that involves that area.

- d. Provide technical planning support for established subdivisions and newly created neighborhood organizations. Such support could address issues related to open space preservation, transportation improvements, crime prevention through environmental design (CPTED), or navigating the available housing programs.
- e. Organize neighborhood crime watch efforts throughout the community. These local crime prevention efforts may be initiated on a neighborhood scale that corresponds with the newly designated neighborhood boundaries. Such efforts will serve to enhance communication between public safety staff and local residents while making strides towards a safer community.
- f. Coordinate with Jackson County on the property assessment standards used for detached housing units so that single-family and multi-tenant units are accurately distinguished. Current appraisal methods do not identify detached single-family housing units any differently than detached units that are divided into apartments. The income generating capabilities of multi-tenant homes is not analyzed in the appraisal. As such, there is an inequitable assessment of properties. Updating the assessment methods could benefit single-family homes and, thus, provide an added incentive for homeowners to remain in their units and avoid splitting the home into smaller apartments.

Table 4.2
New Lots Created

Year	Residential	Commercial
2009	10	13
2008	6	0
2007	45	5
2006	42	21
2005	70	25
2004	13	25
2003	32	7
2002	23	6
2001	31	20
2000	33	21
Total	305	143

- g. Incentivize home building on empty lots as infill development. One such example is the currently unfunded New Home Construction Grant (\$3,500 per lot). Equally important to the demolition program is a redevelopment program that matches homebuilders with newly demolished lots. In this respect, the City can be ambitious in funding financial incentives for developers willing to build on infill lots. Recent subdivision and commercial lot activity is listed in **Table 4.2, New Lots Created**.
- h. Create a model lease agreement that can serve as a template for student lease agreements with landlords. This action would complement present code enforcement efforts.
- i. Evaluate neighborhoods for downzoning options that will protect existing predominantly owner-occupied neighborhoods

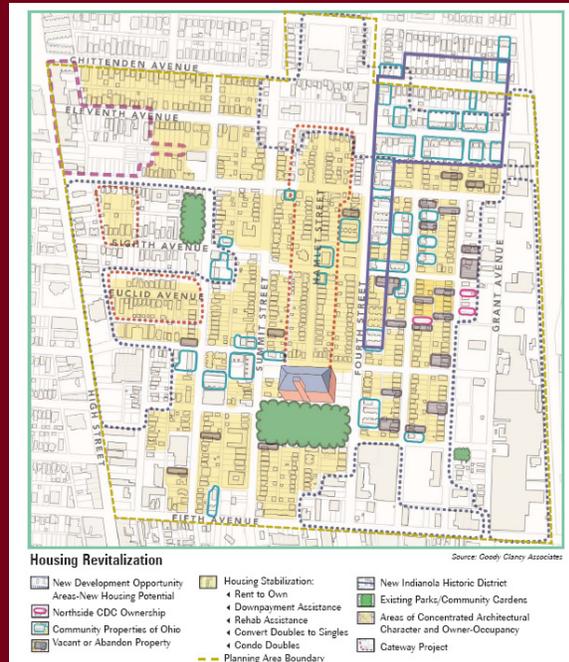
from increased levels of multi-tenant housing. Neighborhoods with conflicting zoning from one side of the street to the next would be likely candidates for such a review. Key evaluation measures would include the current levels of ownership, housing conditions, and local geography.

- j. Expand the Rental Inspection Program to include a trigger that housing units changing ownership shall be inspected and brought to code. A requirement to bring the code up to basic standards would be a long-term method for improving neighborhood conditions, especially among the most troubled properties.
- k. Link homeowners with historic preservation funds so that homeowners can update their homes in a context-sensitive manner. Historic preservation efforts are currently without any funding mechanism, which is an obstacle to further improvements in some housing units. Historic tax credits are one financial incentive that could be facilitated by a local non-profit organization dedicated to housing redevelopment.
- l. Delineate multi-family development standards that will accommodate new development in existing neighborhoods. Such an initiative will involve changes to the zoning ordinance.

FOCUS AREA 4.3 - ENSURING AFFORDABLE AND SUFFICIENT HOUSING OPTIONS IN THE FUTURE

Affordability is a constant issue of debate. For many, the question is, "Affordable to whom?" The household earning \$34,000 will define "affordable" quite differently from the household that earns \$102,000 a year. Nevertheless, each is looking for housing that is affordable. Families earning the median income have been able to afford housing in the past, but with the recent increases in housing costs, these families may begin to encounter affordability issues. The price barrier created by the new housing market creates difficulties for most households to consider purchasing a new home in Carbondale. Thus, the remaining option is to buy an existing home, though, as mentioned previously, the older housing stock presents its own rehabilitation issues.

Figure 4.9 | CAMPUS NEIGHBORHOOD PLAN



The City of Columbus, OH partnered with Ohio State University to form a non-profit organization, Campus Partners for Community Urban Redevelopment. This organization, created as a result of a collaborative effort, intends to revitalize the neighborhoods near the OSU campus. One of the first steps in the revitalization efforts was to engage the nearby neighborhoods in small-scale planning efforts. Such plans focused on complementary land uses, desirable development forms, improved transportation corridors, and housing rehabilitation. The Weinland Park Neighborhood Plan includes a Housing Revitalization Map (above), which illustrates the anticipated neighborhood-scale planning efforts.

Housing affordability is generally defined in several ways. A widely used standard developed by the Department of Housing and Urban Development (HUD) states that a family or household can afford to spend 30 percent of its income on housing. This percentage leaves a sufficient amount of income for other essential household needs. Households who pay more than 30 percent of their income for housing are described as “cost burdened.” According to the 2008 US Census American Community Survey, approximately 71 percent of Carbondale’s renting households paid more than 30 percent of their income for rent, and 20 percent of the owner-

Table 4.3
Housing Affordability

Percent of Median Family Income	Median Family Income	Affordable Mortgage Payment
180%	\$90,880.20	\$2,272
150%	\$75,733.50	\$1,893
130%	\$65,635.70	\$1,641
100%	\$50,400.00	\$1,262
80%	\$40,391.20	\$1,010
50%	\$25,244.50	\$631
30%	\$15,146.70	\$379

occupied households paid more than 30 percent of their monthly income for a mortgage. In the Carbondale area, the median family income in 2008 was \$50,489. For housing to be considered affordable to a family earning the median income, housing costs could not exceed \$1,262 in a month regardless of the type or terms of the

mortgage.

At a glance, Carbondale is relatively affordable when comparing the median family income and the median priced home. This basic theory is clear in the affordability levels examined in **Table 4.3, Housing Affordability**, which breaks down monthly housing costs. However, newly constructed homes, at any level of quality, may cost more than the median priced existing home and may be beyond reach for the median income family in Carbondale. Therefore, the level of housing affordability is much less when new construction is involved and even further constricted as new lending limits are enacted. Although the mortgage issues are nationwide and the lack of new workforce housing is constrained in Carbondale, the end result is a multiplier of impacts that cut into the ability to buy a home. As explained in **Figure 4.10, Housing Options**, this situation can result in potential homebuyers seeking housing options elsewhere.

Evaluating median household incomes in **Map 4.5, Median Household Income by Block Group**, indicates that income only loosely corresponds with the other housing indicators (vacancy, tenure, and age). A very similar area denoted as the zero to 20 percent ownership rate on the ‘Housing Tenure’ map also has the lowest median household income range of \$0 to \$10,000 per year. This, in accordance with housing tenure, as well, is largely due to the college campus being located within the center of the city. While the core neighborhoods that are closest to the city center and SIU campus are the ones that maintain the lowest incomes, there appears to be an east/west divide in income. Areas east of the railroad have generally lower median incomes in comparison to the west, as the eastern areas average between \$10,000 and \$40,000 per year, while the western neighborhoods average \$20,000 to \$60,000 per year.

Strategy 1: Provide housing options and assistance aimed at a variety of income levels and household age groups, both now and in the future.

Rationale:

In short, affordable housing options lead to a higher quality of life for the community. In general, as more affordable housing options are supplied, a greater number of residents are able to live in Carbondale and work nearby. In addition to the distress it causes families who cannot easily find a place to live, lack of affordable housing is considered to have negative effects on a community's overall health. The City recognizes the need to ensure that all of Carbondale's residents enjoy access to quality and affordable housing within livable and attractive environments.

Actions and Initiatives

- a. Continue seeking state grant programs that provide assistance to low-income residents. These funds are the lifeblood and single source of support for many of the housing programs that exist in the City. Unfortunately, the volatile nature of grant funding creates unpredictable program support as illustrated in **Table 4.4, History of Housing Programs and Funding Availability**.
- b. Seek to supplement dwindling grant funding for these low-income housing programs in lean years. Additional revenue will assist to balance irregularities in grant funding, but, more importantly, will allow the City to address more of the housing issues in low-income target areas. Most funding is state-supplied and the City financial involvement should be strengthened so that more success can be had in addressing the backlog of housing and neighborhood improvements.
- c. Continue support for the single-family, owner-occupied rehabilitation program. Simultaneously, explore ways to boost revenue for this program to expand its coverage since the program is capped out every year at about 10 homes. The current funding structure relies on competitive grant funds awarded through IDHA and DCEO, which are then administered through the City. Target areas and income requirements limit the households that are eligible, but demand outstrips supply each year. The most recent HUD income qualification guidelines (80 percent of the median household income), for instance, set the level at \$43,450 for a family of four.
- d. Support mixed use developments through the establishment of a Tax Increment Financing (TIF) district that can make infrastructure improvements as preparation for residential and non-residential development. TIF districts serve to bridge the gap between a project that would otherwise be infeasible due to cost, but also fulfills City goals of providing additional housing and revitalizing a particular area. Since the TIF district seeks to build development that conforms to the City's higher goals, it allows for negotiation as to the price and form of

Figure 4.10 | HOUSING OPTIONS



Increasing livability extends beyond the purchasing of an acceptable house. Likewise, high housing prices create obstacles for low-income households and threaten to push residents to unsatisfactory housing options. Alternatively, there are many families that will send a spouse to Carbondale, but choose to reside in a nearby city or in Jackson County. While there may be other forces at play in that decision, the lack of housing options may be cited as a contributing factor. The inability to find housing locally poses a hardship for households seeking an affordable home and employers seeking employees.

- the final development. Many cities have used this strategy to achieve projects of higher quality, targeted at niche markets (retirement communities or young families), or increased energy efficiency than would otherwise be constructed.
- e. Acquire infill sites for individual redevelopment or assembly as larger areas. This strategy will get the City actively involved in the infill market so that troublesome sites or vacant parcels can be sold to developers or a non-profit organization, possibly at a reduced cost.
 - f. Continue redevelopment efforts in target areas as this transformation can help meet some of the low-income housing needs. Not only can newly created workforce housing be constructed as infill projects, it will also serve to increase the vitality of the neighborhood. Recently improved homes in the Northeast Carbondale neighborhood are an example of recent rehabilitation efforts that involved housing grant funds (**Figure 4.11, Redevelopment Success**).
 - g. Identify means for aging neighborhoods to add housing options. A feasibility study may be needed to determine how small infill lots are to be redeveloped. Of particular importance for Northeast Carbondale is the growing differential between family housing preferences (3+ bedroom homes) and existing housing stock. This is true in all older parts of the city. The current conditions of rental housing tend to keep the value of the homes at a level that is not economical for redevelopment.

Table 4.4
History of Housing Programs and Funding Availability

Funding Source	Illinois Department of Commerce and Economic Opportunity	Illinois Housing Development Authority		Commonwealth Edison and Ameren	City of Carbondale		
	Community Development Assistance Program	Single Family Owner Occupied Rehabilitation	Homebuyer	Low Income Energy Efficient Residential Retrofit Program	Rental Conversion	Subdivision Infrastructure Grants	Infill Program
1993	\$200,000						
1994	\$300,000						
1995	\$350,000						
1996	\$230,000						
1997	\$237,500						
1998	\$300,000						
1999	N/A						
2000	\$350,000	\$131,233					
2001	\$400,000	\$118,744	\$109,557			\$340,000	
2002	\$443,500	\$181,456	\$210,000			\$60,000	
2003	N/A	\$186,028	\$180,337			\$50,000	
2004	\$385,350	N/A	\$102,118			\$90,000	\$49,000
2005	\$376,000	\$187,102	\$305,500				\$108,500
2006	\$350,000	\$210,000					\$180,500
2007	N/A	\$210,000	\$233,933				\$42,000
2008	N/A	\$210,000			\$3,000	\$25,000	14,000
2009	N/A	\$210,000	\$168,000	\$3,000	\$25,000		

Source: City of Carbondale Development Services Department

Strategy 2: Utilize the land development regulations to encourage the development of moderate and upper income level housing in the community.

Rationale:

A diversity of housing opportunities in a community promotes a mixture of people with different skills, needs, and aspirations. Additionally, a variety of housing choices is attractive to a broader range of potential workers. As in any community, people tend to live near their jobs in order to keep commutes short, while not exceeding their monthly budget. Looking at the bigger picture, a variety of housing options supports economic development efforts. Providing a number of housing options near employment centers will have a positive effect on the economic well-being of individual residents, families, and the entire community. Planning for an available supply of housing ensures that neighborhoods retain economic growth possibilities and maintain a high quality of living within the Carbondale city limits.

Actions and Initiatives

- a. Establish an average, rather than minimum, lot size whereby lot sizes are required to vary in width, with a certain percentage being narrower and the remaining being wider than the average. For example, the average lot size may allow a variability of 25 percent. As illustrated in **Figure 4.12, Average Lot Size**, this allows design flexibility for up to a quarter of the lots to be 25 percent smaller than the average while being balanced by 25 percent of the lots that are larger. This approach allows a variety of housing styles and also works well with constrained sites.
- b. Allow flexible site design options that permit alternative treatment of utilities and infrastructure. There can be cost savings to development from flexible site design and cluster development techniques, which translate into reduced lot and house prices (e.g., reduced linear feet of street, pipe, sidewalk; fewer street lights, fire hydrants; reduced stormwater management needs; etc.).
- c. Provide a density bonus to offset any subsidized housing production in order to avoid significantly affecting the feasibility of the residential development. Density bonuses are a type of housing production program where projects are granted additional residential density over and above the maximum limit allowed by existing zoning, with the condition that the additional housing is restricted to occupancy by a certain target group and that the units remain affordable over time and multiple resales of the property.
- d. Consider accessory dwelling units in the City's zoning code. This would require specific provisions governing their use and compatibility

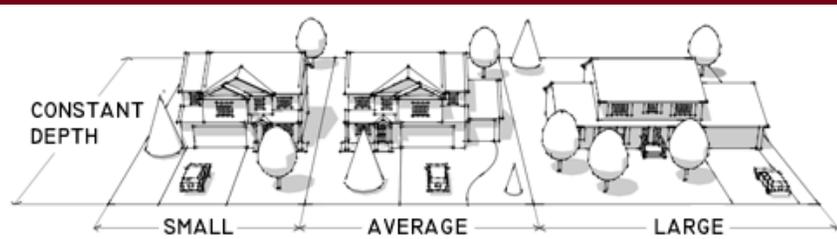
Figure 4.11 | REDEVELOPMENT SUCCESS



Before Rehab

After Rehab

Figure 4.12 | AVERAGE LOT SIZE



CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach to deterring criminal behavior through environmental design. Examples of CPTED include:

- Install windows that overlook sidewalks
- Install lighting that avoids creating shadows
- Keep landscaping trimmed to avoid hiding spots
- Use shoulder-level, open type fencing

and a strict policy of enforcement. They are common in some communities when used to accommodate elderly parents, relatives, and young adult family members wanting to live independently.

- e. Coordinate with SIU as they pursue the recommendations of their Campus Master Plan. Based upon current market conditions, additional housing development will likely be delayed until the mid-term future. However, additional housing options may be necessary in order to provide appropriate housing choices for students. The City will need to coordinate with the University as these housing developments occur.
- f. Strengthen the “abandonment” provisions so that there are specific improvements necessary upon six months of abandonment. These

standards should be detailed enough to allow for proper enforcement of issues related to lighting, signs, curb cuts, vacant buildings, and site conditions.

FOCUS AREA 4.4 – DESIGNING NEIGHBORHOODS AND DEVELOPMENTS AS SPECIAL PLACES

Providing quality housing and neighborhoods is fundamental to creating a desirable place to live, especially as it relates to attracting new families to Carbondale. Many residents expressed their desire to have an increased variety of attractive, landscaped, and well-connected neighborhoods.

Strategy 1: Improve subdivision design standards to include additional criteria addressing site design and create livable neighborhoods for young families.

Rationale:

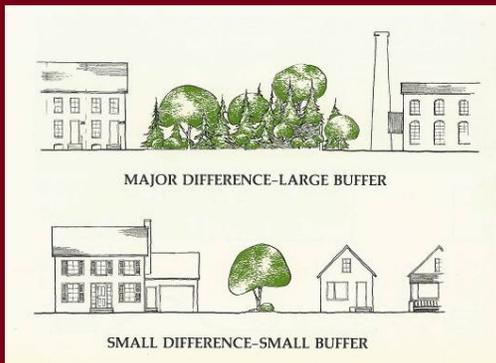
Most new residential areas are developed as independent subdivisions rather than as dynamic neighborhoods that are connected to other destinations. Based on citizen concerns and comments about existing development, it is essential to

recognize that creating future housing options and designs will require flexible development standards. Development ordinances should encourage traditional neighborhood development (TND) unless there are site constraints that prove such design impractical. Creating attractive environments for young families is critical for Carbondale’s future. Such efforts, partnered with investments in school district education, can include open space, housing choices, and affordable housing prices.

Actions and Initiatives

- a. Adopt design standards for high-density residential development, which may include provisions for building form and scale, articulated building walls,

Figure 4.13 | **BUFFERYARDS**



building orientation, architectural detailing, roof types and materials, façade enhancements, and acceptable building materials.

- b. Incorporate the principles of Crime Prevention Through Environmental Design (CPTED) into any proposed design/landscaping standards.
- c. Amend the City’s development regulations to provide more flexibility in the bufferyard requirements. Flexible standards, as illustrated in **Figure 4.13, Bufferyards**, ensure that the scale of the bufferyard is commensurate with the intensity and/or proximity of adjacent uses.
- d. Continue to monitor investor interest in Downtown residential projects, including attached single-family, multi-family, and residential-over-retail opportunities. Work with private interests to pinpoint and remove or reduce barriers to new development and redevelopment in and around Downtown.
- e. Support open space and parkland areas in subdivisions for enhanced value and amenities to residents, as conceived in **Figure 4.14, Open Space Preservation Standards**. This may include well-designed residential development near creek corridors and other environmental assets.
- f. Encourage life-cycle housing options in new subdivisions that will offer alternatives to residents. A subdivision should not only be allowed, but should also promote inclusion of more than one housing type. A combination of housing options and lot size will result in a diversity of housing choices that will be useful in attracting younger families and keeping older residents.
- g. Require adequate connectivity and multi-modal design in new subdivisions and neighborhoods, as consistent with the recommendations of **Chapter 3, Community Mobility**:
- h. Discourage design that promotes cut-through traffic and speeding.
 - Require sidewalks in all neighborhoods.
 - At the time of platting, require public access easements to provide for direct linkages between developments and to trails, parks, schools, and neighborhood convenience areas.
 - Provide regular maintenance on pedestrian amenities including crosswalks and signals, replacing obsolete traffic signs and synchronizing traffic signals.

Figure 4.14 | OPEN SPACE PRESERVATION STANDARDS



4.4 Existing City of Carbondale Housing Programs

COMMUNITY DEVELOPMENT ASSISTANCE PROGRAM

The Illinois Department of Commerce and Economic Opportunity (DCEO) administers the Community Development Assistance Program (CDAP) grant, which provides Federal Community Development Block Grant (CDBG) Program funds to local governments in Illinois. Each year since 1994, the City has applied

QUALITY NEIGHBORHOOD DESIGN

Contemporary subdivision design often overlooks the elements of what makes a neighborhood appealing and viable for the long term. Typical features of a quality neighborhood design include:

- Some focal point, whether a park or central green, school, community center, or small-scale commercial activity, that enlivens the neighborhood and provides a gathering place.
- Equal importance of pedestrian and vehicular circulation. Street design accommodates, but also calms, necessary automobile traffic. Sidewalks on streets, and/or a network of off-street trails, provide for pedestrian circulation and promote interconnectivity of adjacent neighborhoods.
- A variety of dwelling types to address a range of needs among potential residents (based on age, income level, household size, etc.).
- Access to schools, recreation, and daily conveniences within relatively close proximity to the neighborhood, if not within or at its edges (such as along bordering major streets).
- An effective street layout that provides multiple paths to external destinations (and critical access for emergency vehicles) while also discouraging non-local or cut-through traffic.
- Appealing streetscapes, whether achieved through street trees or other design elements, which “soften” an otherwise urban atmosphere and draw residents to enjoy common areas of their neighborhood. Landscape designs consistent with local climate and vegetation.
- Compatibility of fringe or adjacent uses, or measures to buffer the neighborhood from incompatible development.
- Neighborhoods should be a defined “unit” through recognizable identity and edges, without going so far as to establish “fortress” neighborhoods.
- Set-aside of conservation areas, greenbelts, or other open space as an amenity, to encourage leisure and healthful living, and to contribute to neighborhood buffering and definition.
- Use of local streets for parking to reduce the lot area that must be devoted to driveways and garages and for the traffic calming benefits of on-street parking.
- Respect for historic sites and structures and incorporation of such assets into neighborhood design.

for CDAP grants for a housing rehabilitation program that targeted parts of Northeast and Northwest Carbondale. Many homes in Carbondale are in need of rehabilitation; however, many homeowners in Carbondale have low to very low incomes and do not have the financial resources necessary to make the needed improvements to their homes.

The proposed CDAP grant applications are normally for housing rehabilitation for \$350,000. This CDAP application also serves as an application to the Illinois Housing Development Authority (IHDA) for a \$90,000 grant to provide part of the required matching funds for the CDAP grant. In addition, \$24,500 of “in-kind” contributions of City staff time, postage, copying, other nominal and incidental costs, and \$10,000 of City funds would be used as matching funds. The proposed matching funds meet the minimum requirement set by DCEO. The grant application proposes to rehabilitate approximately nine houses of low- and very low-income owner-occupants in small targeted areas. A 3:1 ratio of eligible low-income owner-occupied homes per house intended to be rehabilitated is required.

Table 4.5
Income Limits

Program income limits are 80% of the Area Median Income:

1 Person	\$30,400
2 People	\$34,750
3 People	\$39,100
4 People	\$43,450
5 People	\$46,950
6 People	\$50,400
7 People	\$53,900
8 People	\$57,350

HOME BUYER

Since 1999, the City of Carbondale has applied for and received Homebuyer grants from the federal HOME program administered by the Illinois Housing Development Authority (IHDA). An application for one year of funding is being proposed to rehabilitate five homes in one grant year. The maximum amount of Homebuyer funds allowed per home is \$40,000. Up to \$10,000 per year is also allowed for administrative costs. As a result, the application could be for as much as \$210,000.

The Homebuyer program regulations limit participation in the program to persons who are low- or very low-income. There are also purchase price limits on the homes. For a single unit dwelling, the limit is currently \$160,176. A target area must be designated. As was the case in prior years, it is recommended that the target area encompass the entire city. Since the number of income-qualified homebuyers is small, using the entire corporate limits is a sensible option to ensure that the funds are available to any qualified applicant.

The purchaser can receive up to \$10,000 towards closing costs and the down payment for the home. The purchaser must also contribute at least \$1,000 towards the purchase price. If the home does not meet Federal, IHDA, and the City’s housing standards, it must be rehabilitated to those standards. The Homebuyer program can provide funds to make those improvements. However, the total assistance to a home purchaser cannot exceed \$40,000. The assistance is made in the form of a forgivable loan. For each month the homeowner lives in the home, a portion of the loan is forgiven. After five or 10 years (depending on the amount of the loan), the total amount is forgiven, essentially turning it into a grant.

INFRASTRUCTURE GRANT: INFILL AREAS AND NEW SUBDIVISIONS

The City has implemented a number of other programs to stimulate new home construction and reinvestment in older residential neighborhoods. Although currently unfunded in the annual budget, both programs have been in operation since September 2003.

New Home Construction Grant:

Existing neighborhoods already have many of the infrastructure requirements associated with residential development: streets, sidewalks, water lines, wastewater service, parks, schools, and stormwater drainage. As an incentive to construct new housing units on vacant lots or recently demolished lots, the City provides a rebate for infrastructure improvements. This \$3,500 rebate amount is typically used for the essential costs associated with building a new home and then connecting it to utility services or repairing existing connections that may be deteriorating.

Infrastructure Improvement Grant:

As a means to encourage new residential development within the corporate limits of Carbondale, the City set up a program in which developers are granted \$5,000 per single family lot that helps defray the costs associated with public infrastructure. Over 100 lots received funds through this program between 2003 and 2008.

SINGLE-FAMILY OWNER-OCCUPIED REHABILITATION

Each year from 1999 to 2009, the City has applied for and received HOME program Single-Family Owner-Occupied Rehabilitation (SFOOR) grants from the Illinois Housing Development Authority (IHDA). This program provides the City funds from which forgivable, zero-percent loans are made to lower income homeowners for the rehabilitation of their homes. To date, sixty homes have been rehabilitated with SFOOR funds, with plans for five more homes to be completed by the end of 2010. There is still a need to rehabilitate more owner-occupied homes in Carbondale.

The grant funding represents five homes per year. The maximum amount of SFOOR funds allowed per home is \$40,000. Up to \$10,000 per year is also allowed for administrative costs. As a result, the application could be for as much as \$210,000.

The SFOOR applications approved last year targeted Tatum Heights, the Northeast neighborhoods and part of Northwest Carbondale. According to the city-wide Housing Rehabilitation surveys gathered in August 2008, a majority of the homeowners in the proposed target area indicated a need for housing rehabilitation. These areas still contain many homes in need of minimal to moderate rehabilitation and are proposed to, again, be included as the target area for the SFOOR grant.

SINGLE-FAMILY HOUSING CONVERSION GRANT AVAILABLE FOR HOME BUYERS

The City's Single-Family Housing Conversion Program is designed to stimulate and encourage the conversion of single-family renter houses that have been registered rentals to owner-occupied homes.

City's Commitment

- A \$5,000 grant is given to approved home buyers of a single-family house that has been registered with the City's Mandatory Rental Housing Inspection Program in excess of two years at the time of purchase. The home must be located in a residential zone within the corporate limits of the City.
- The City will waive all applicable permit fees required in the improvement of the house for two years after the purchase.
- The City will provide the homeowner with a housing inspection performed by a Building and Neighborhood Services Housing Inspector. Please note that this service is intended for personal knowledge only and should not be used in place of a professional housing inspection.

Owner's Commitment

- The owner agrees to place a covenant on the property that would require that the house remain occupied by the owner of record for a minimum of 10 years.
- Property purchased must be occupied as the principal residence and be a single-family home, a condominium, or a cooperative unit and be purchased through a fee simple title.

DEMOLITION OF UNSAFE STRUCTURES

The City of Carbondale has a long history of securing funding from State and Federal agencies that have been effectively used in redevelopment and revitalization efforts. Many of these programs were neighborhood oriented and multi faceted

including public facility improvements, social services and programs and targeted code enforcement efforts to identify and address unsafe and blighting conditions on private property. Although it is unfortunate to lose existing housing stock in the community due to demolition, these structures are neglected beyond repair. This included action to remove vacant and abandoned buildings that were considered beyond feasible rehabilitation and repair. Since 2000, the City has initiated action to have over 100 unsafe structures (mostly vacant and abandoned residential

energy star rated refrigerator	\$700
energy star rated fluorescent light fixtures	\$65/fixture
energy star rated bathroom exhaust fan	\$300
energy star rated dishwasher	\$425
seer 14 central air conditioner with programmable thermostat	\$500
energy star rated room air conditioner	\$400
90% efficiency furnace with electronically commutated motor or equivalent air handler	\$600
improvement of thermal envelope	\$2,500
installation of compact florescent bulbs	\$5/lamp

structures) demolished and sites cleared. The City program to demolish unsafe structures is partially funded by grant funds and the City's general operating fund.

LOW-INCOME ENERGY EFFICIENT RESIDENTIAL RETROFIT PROGRAM

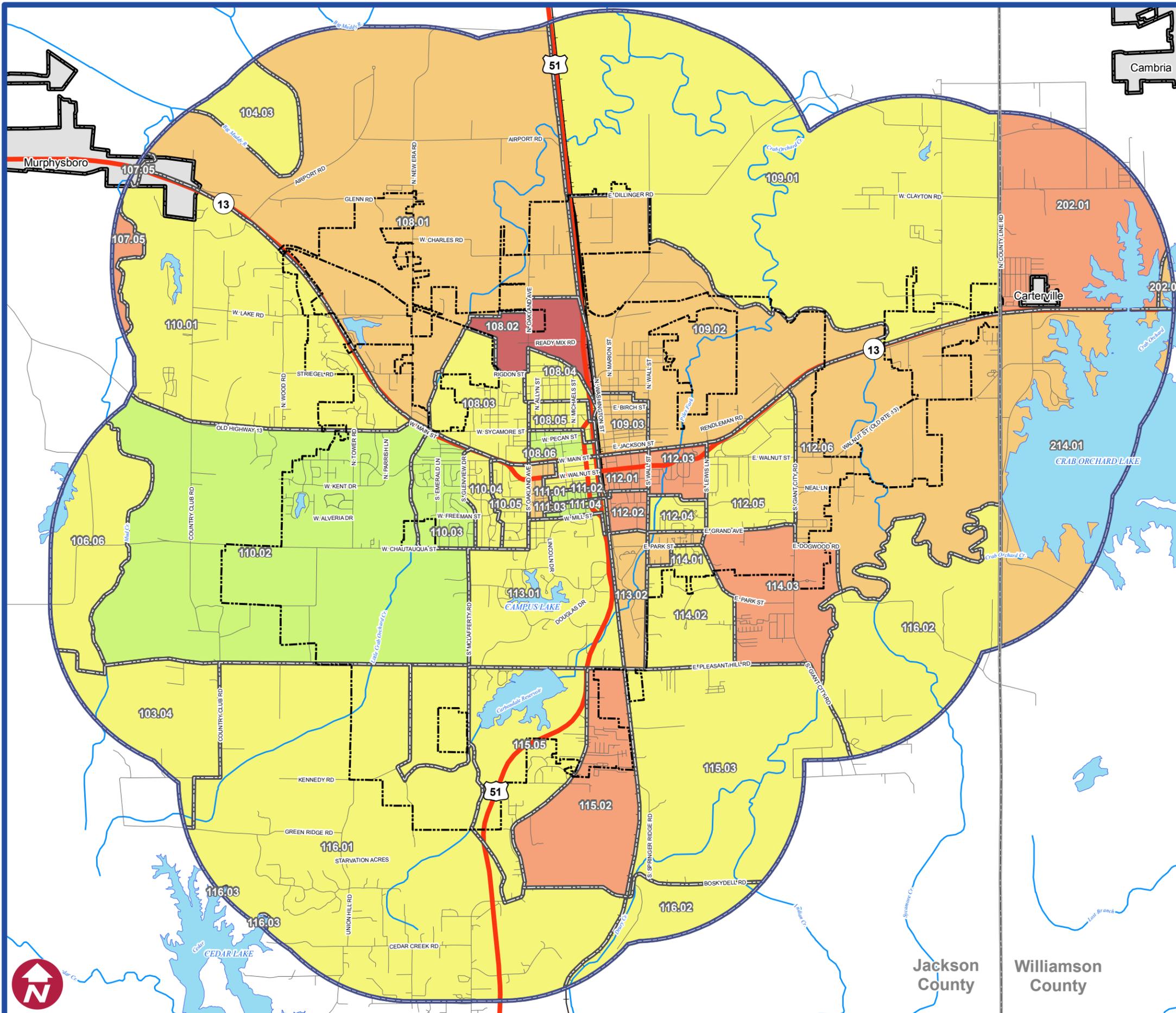
The Low-Income Energy Efficient Residential Retrofit Program is the result of the Energy Efficiency Portfolio (P.A.95-0481), the utility rate reduction state legislation passed in 2008. Under this legislation, electric utility providers Commonwealth Edison and Ameren provide funds to support various electric usage reduction programs. These funds are administered by the DCEO and were made available to IHDA and other state and local entities for application under the Program. The objective of this Program is to leverage existing rehabilitation and weatherization programs to maximize electricity savings in low-income residences through the direct installation of energy efficiency measures. See **Table 4.6, Retrofit Program**.

JACKSON COUNTY HOUSING AUTHORITY

The Jackson County Housing Authority is not a City program, but does operate within Carbondale and the remainder of Jackson County. The Housing Authority provides 826 total units of public housing within the County. There are 393 units available within the Carbondale city limits, which accounts for 47.5 percent of the Housing Authority's properties. Maintaining these properties is a consistent challenge that is rooted in the State and Federal funding options available to the Housing Authority. At present, several renovations for the units located in Carbondale are planned and underway. In fact, the recent stimulus (ARRA) dollars have already been allocated and contractors are already at work to make improvements. Looking ahead, there are no long-term plans for traditional public housing unit expansion.

The Jackson County Housing Authority also runs a housing choice program that issues tenant-based Section 8 vouchers. There are 557 vouchers which are not dedicated to any particular location within the County, but are flexible in geography. They are associated with a particular tenant or family who then chooses their preferred location based upon the program requirements. Income requirements and home quality standards also play a role in the housing choice locations.

4.1 Vacancy by Block Group

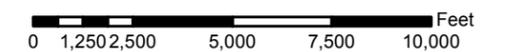


2000 VACANCY

- 0-5 percent
- 5-10 percent
- 10-15 percent
- 15-20 percent
- 20+ percent

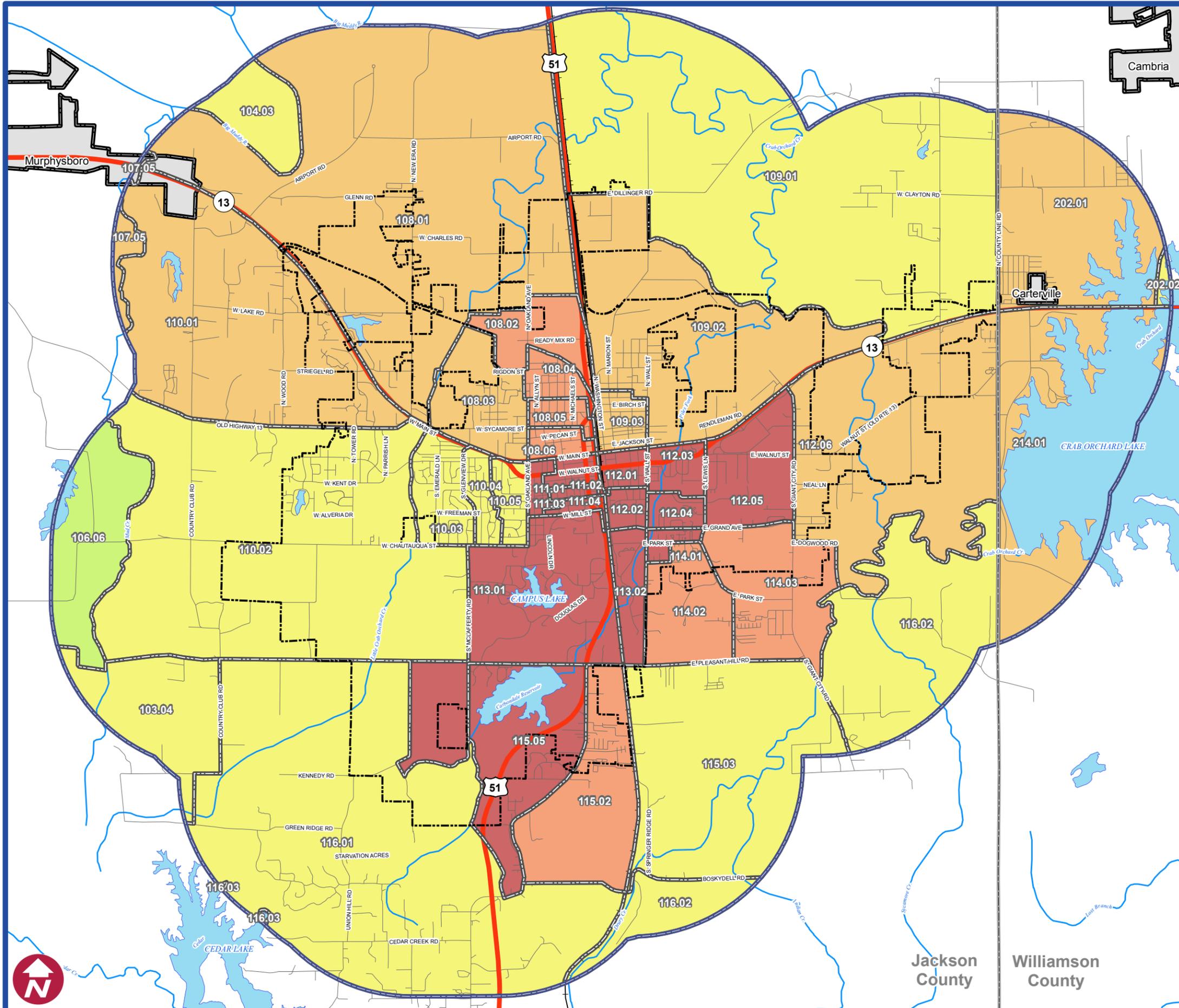
BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- Block Group Boundaries
- County Boundary
- Places
- Lakes
- Streams
- Railroad



Vacancy by Block Group

4.2 Housing Tenure by Block Group

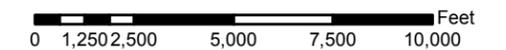


2000 TENURE - PERCENT OWNERSHIP

- 0-20 percent
- 20-40 percent
- 40-60 percent
- 60-80 percent
- 80-100 percent

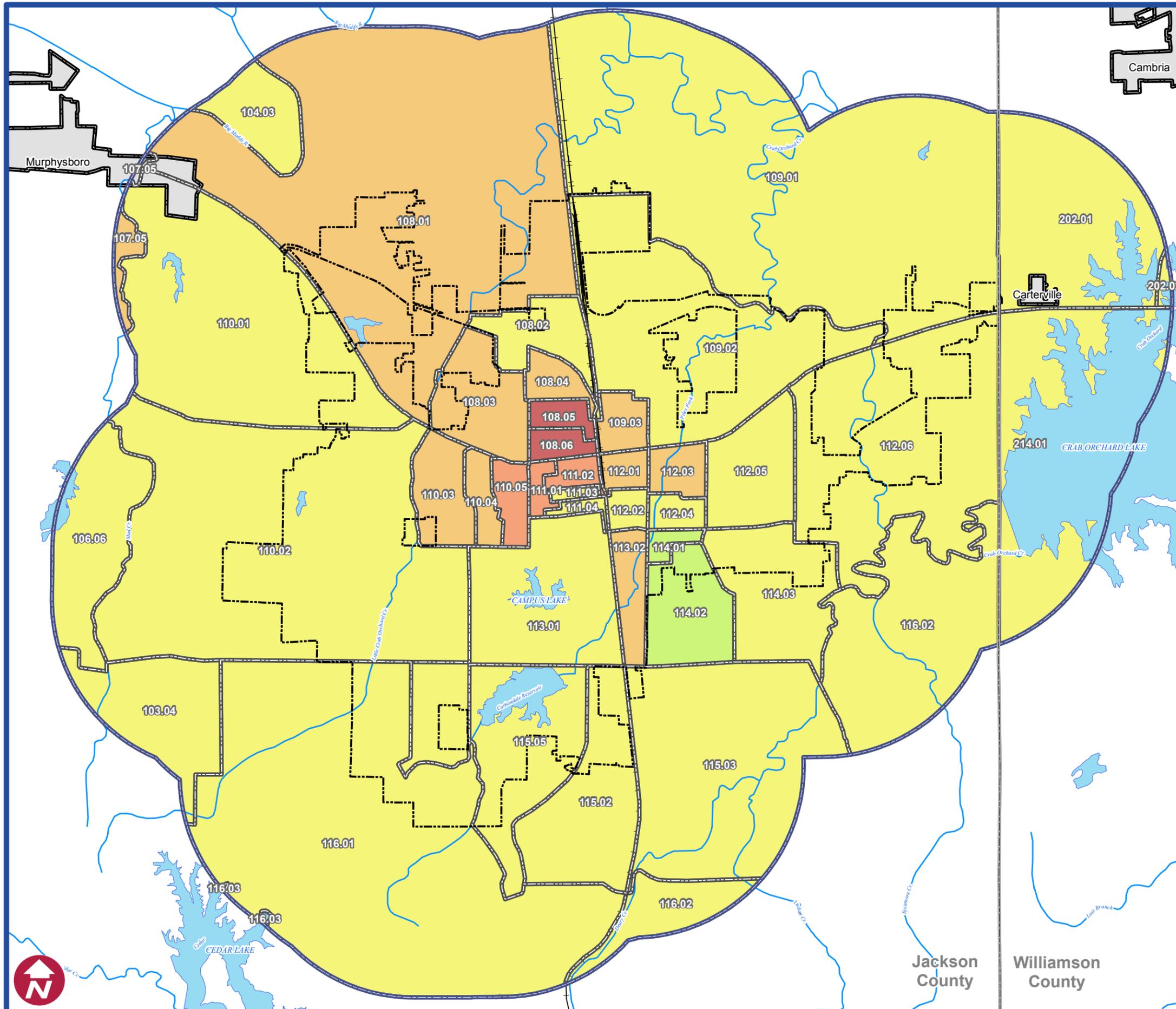
BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- Block Group Boundaries
- County Boundary
- Places
- Lakes
- Streams
- Railroad



Housing Tenure by Block Group

4.3 Median Year Structure Built by Block Group

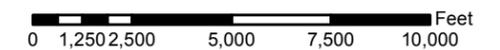


2000 MEDIAN YEAR STRUCTURE BUILT

- 1940 - 1950
- 1951 - 1960
- 1961 - 1970
- 1971 - 1980
- 1981 - 1990

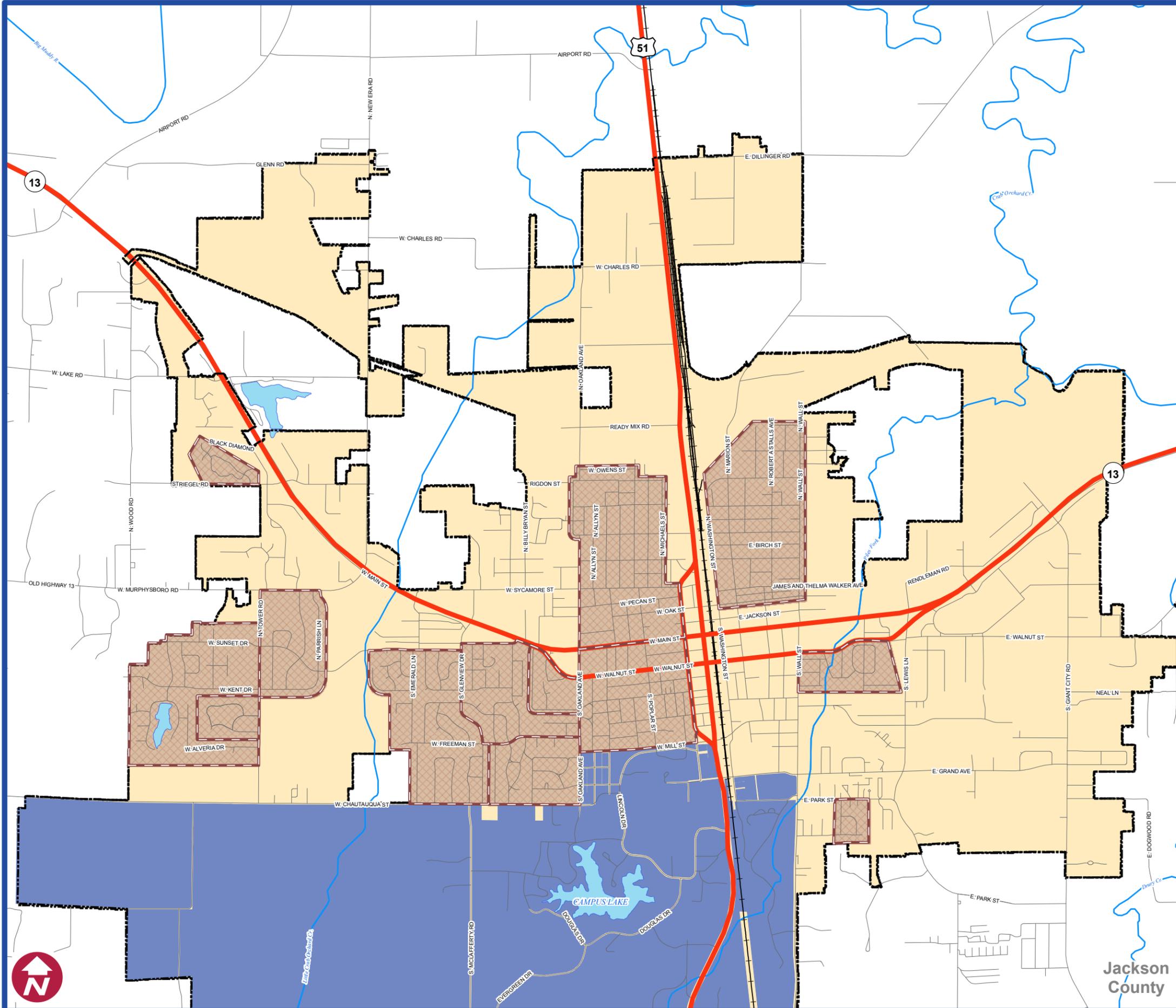
BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- Block Group Boundaries
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- Lakes
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- Railroad

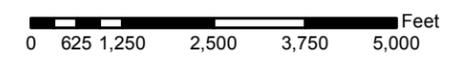


Median Year Structure Built by Block Group

4.4 Conceptual Neighborhoods



-  Conceptual Neighborhoods
-  Southern Illinois University
-  City Limits
-  County Boundary
-  Lakes
-  Streams
-  Railroad

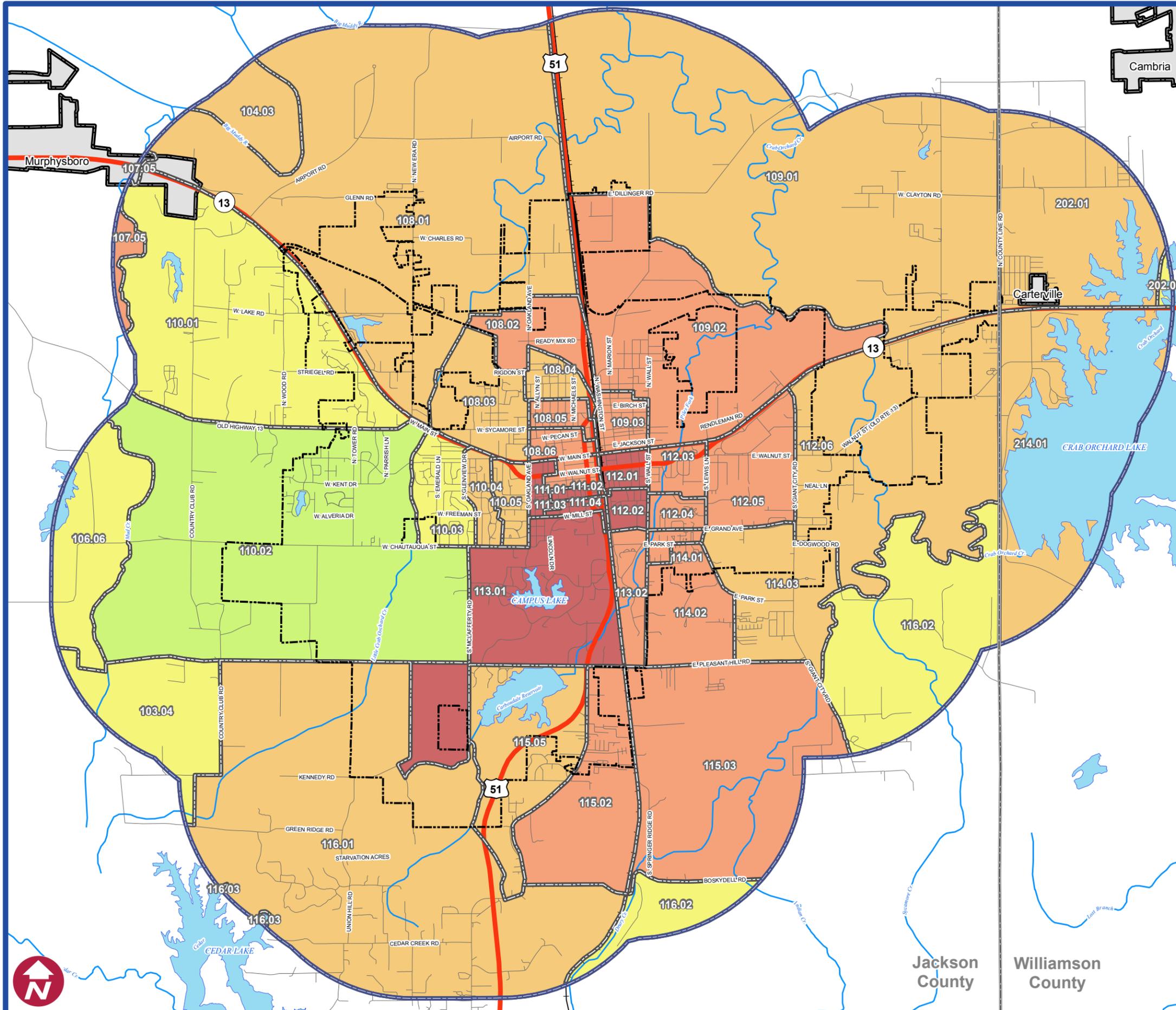


Jackson County



Conceptual Neighborhoods

4.5 Median Household Income by Block Group

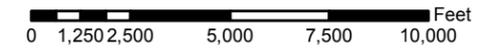


2000 MEDIAN HOUSEHOLD INCOME

- \$0-\$10,000
- \$10,000-\$20,000
- \$20,000-\$40,000
- \$40,000-\$60,000
- \$60,000+

BOUNDARIES & INFRASTRUCTURE

- City Limits
- Study Area (1.5 mile)
- Block Group Boundaries
- County Boundary
- Places
- Lakes
- Streams
- Railroad



Median Household Income by Block Group

City of Carbondale

Economic Development

Simply put, Carbondale's future, including its ability to implement the various recommendations of this plan, rests with its future economic performance. The plan's many recommendations in areas such as housing, land use, and public services all affect, and will be affected by, the City's ability to compete economically in a new global era. The City's economic "churn" will largely determine the pace of change and the nature of that change. It will also dictate the City's ability to provide the public services that will help retain, attract, and support future businesses and the people that fuel them.

In today's talent-driven economy, the City's ability to capture new opportunities will depend somewhat less on having the lowest business costs structures than on having a higher "quality of life" than its competitors. "Quality of life" is a highly generalized, and difficult to determine gauge of how the City measures up in things like neighborhoods, recreational opportunities, economic opportunities, schools etc.; but one that is increasingly important in helping to attract and retain the people that companies need. Therefore, the City's ability to advance economic objectives will depend largely on the region's ability to create conditions that help foster innovation and attract talent. As home to the region's biggest economic driver and talent source, Southern Illinois University, there are greater responsibilities and potentially greater gains that fall to Carbondale in helping to maximize these opportunities.

5.1 Introduction

Carbondale's economy doesn't exist in a vacuum. It is inextricably linked to the economic fortunes of all of Southern Illinois. The economic drivers that have historically sustained this regional economy, including manufacturing and agriculture, continue to experience major structural changes and are increasingly subject to global economic changes and influences. The City is home to a major university that has and will continue to buoy against some of the economic ups and downs experienced by other small Midwestern communities. Southern Illinois University is also taking aggressive strides to position itself among the nation's top tier research universities. These efforts will continue to cast favorable light on the City and create opportunities for new economic growth. It has been said that the City needs to work to diversify its economy since it can't be expected that everyone will be (or should be) employed in jobs that are directly or indirectly related to the university. The City must therefore continue to develop other opportunities related to its 'place-based' and human assets including its proximity to major recreational attractions; traditional land-based resources such as agriculture and bio-materials; and its location amidst a cluster of important large and medium-sized cities including St. Louis, Memphis, Indianapolis, and Chicago. The City's role in developing these opportunities absent a concerted regional effort; however, is somewhat limited.

As a larger regional economic development campaign continues to coalesce through the efforts of the Jackson Growth Alliance (JGA) and other regional organizations,

the City, in order to improve local economic opportunities, will need to work on the fundamental, neighborhood-level quality of life factors that come under the broader heading of “community development” - basic things such as infrastructure, housing, education, recreation, and public safety. These more commonplace things often get glossed over in heady discussions on economic development but are critical foundations for it. More importantly, these are the types of things that cities can work on by themselves as regional efforts take shape. Other, bigger-picture economic development efforts, such as major workforce development and infrastructure projects and technology-transfer initiatives, on the other hand, are more effectively implemented at a regional level among multiple, cooperating entities that brings greater attention and resources to address.

This isn't to suggest that the City should “back-seat” regional initiatives, but rather recognize the specific role that it plays within the region and focus its initial efforts on fulfilling that role. Carbondale's major assets (SIU and medical services), and limitations (lack of interstate access) suggest that its primary role is that of talent, knowledge, recreation, tourism and a service center. Much of the work involved in positioning the City to better fulfill this role can be done in tandem with regional efforts and will contribute to those efforts. Because the City is home to the region's main economic driver (SIU) and has historically served as a principal downstate commercial and intellectual center, a comparatively greater burden is placed on the City to take a central leadership role in “region building and collaboration”.

The City also needs to offer a full and focused compliment of business incentives that are specifically oriented to desired types of business that it can realistically vie for. These are the types of supports that businesses today have come to expect and are necessary to support business development and entrepreneurship. Even these however, should be developed with sensitivity to what neighboring communities are doing since predatory incentives and business poaching are one of the quickest ways to kill regional cooperation. Likewise, to the extent that the City decides in the future to direct greater resources on recruitment of new businesses, it would be wise to select sector targets that best align with existing assets and companies within those clusters that are located outside the region, the latter in the interest of maintaining good regional relations. Existing occupation strengths are listed in **Table 5.1, Occupations of Employed Persons** (on the next page).

5.2 Purpose

The purpose of this chapter is to set forth actionable recommendations and implementation strategies to advance economic development efforts in the City. The main focus of the chapter is on economic development activities that the City can implement on its own while it continues to help advance regional efforts.

For the purposes of this plan, economic development is broadly defined to include those things that both directly and indirectly affect the City's economy. It is gauged not just by standard metrics such as: tax revenues, job and income growth, business start-ups and earnings; but also population and housing growth, educational performance, and the commercialization of intellectual property as measured by venture capital flows and licensing activity. It is intended that the goals and priorities recommended in this Chapter will be implemented through a combination of new policy and program changes.

Table 5.1
Occupations of Employed Persons (16+ years), 2000

<i>Occupational categories</i>	Workers	Jackson Co. %	Williamson Co. %	Illinois %
MANAGEMENT, PROFESSIONAL, & RELATED:	10,087	35.8%	28.4%	34.2%
Mgmt., business, & financial operations:	2,478	8.8%	10.6%	14.2%
Management (exc. farmers & farm mgrs)	1,554	5.5%	7.0%	8.9%
Farmers & farm managers	176	0.6%	0.5%	0.6%
Business & financial operations	748	2.7%	3.1%	4.7%
Professional & related	7,609	27.0%	17.8%	20.0%
Computer & mathematical	434	1.5%	0.6%	2.7%
Architecture & engineering	256	0.9%	1.3%	1.9%
Life, physical, & social science	385	1.4%	0.4%	0.9%
Community & social services	741	2.6%	2.0%	1.4%
Legal	225	0.8%	1.0%	1.2%
Education, training, & library	3,624	12.9%	6.7%	5.6%
Arts, design, entertainment, sports, & media	526	1.9%	1.0%	1.8%
Healthcare practitioners & technical	1,400	5.0%	4.7%	4.5%
SERVICE:	5,357	19.0%	17.8%	13.9%
Healthcare support	502	1.6%	2.4%	1.7%
Protective service	923	3.3%	3.1%	2.0%
Food preparation & serving related	2,011	7.1%	5.9%	4.5%
Building & grounds cleaning & maintenance	1,095	3.9%	3.6%	3.0%
Personal care & service	826	2.9%	2.7%	2.7%
SALES & OFFICE	7,575	26.8%	27.8%	27.6%
Sales & related	3,215	11.4%	12.1%	11.2%
Office and administrative support	4,360	15.5%	15.8%	16.4%
"BLUE-COLLAR:"	5,194	18.4%	25.9%	24.3%
Farming, fishing, & forestry	188	0.7%	0.3%	0.3%
Construction, extraction, & maintenance	2,057	7.3%	9.6%	8.2%
Construction & extraction	1,122	4.0%	6.0%	4.7%
Installation, maintenance, & repair	935	3.3%	3.6%	3.6%
Production, transportation, & material moving:	2,949	10.5%	16.0%	15.7%
Production	1,558	5.5%	9.0%	9.1%
Transportation & material moving	1,391	4.9%	7.1%	6.6%

SOURCE: CENSUS 2000

A summary of the key focus areas and strategies is as follows:

Focus Area 5.1: Maximize and leverage the resources of SIU to expand and enhance the economic growth of Carbondale and the region.

- **Strategy 1:** Partner closely with SIU to improve the physical setting surrounding the campus including new on/off campus housing and upgraded infrastructure,
- **Strategy 2:** Maximize SIU's potential to spawn new businesses through working with the Entrepreneurship Center and Small Business Development Center.
- **Strategy 3:** Form Task Force to explore opportunities to encourage and support public / private ventures looking at examples of successful ventures initiated in other university communities.

Focus Area 5.2: Maximize the potential of Southern Illinois Healthcare and Memorial Hospital of Carbondale as an economic development tool.

- **Strategy 1:** Encourage the future growth and expansion of Memorial Hospital of Carbondale.
- **Strategy 2:** Develop a plan to link the Hospital with the downtown to integrate the hospital as a part of downtown.
- **Strategy 3:** Provide assistance with the location of an extended stay facility or the development of urban housing options for employees of the hospital.

Focus Area 5.3: Develop and expand the retail sales tax base and continue to build Carbondale as a regional center for retail and business.

- **Strategy 1:** Review current policies and practices to provide incentives including retail sales tax rebates to companies who wish to locate here.
- **Strategy 2:** Continue to support the Enterprise Zone and encourage the use of additional programs including TIF districts that would encourage new economic growth.
- **Strategy 3:** Encourage citizens to buy locally through a “buy local” campaign and other means of promotion.

Focus Area 5.4: Revitalize Downtown and connect the City’s major downtown institutions.

- **Strategy 1:** Redevelop the area connecting the downtown with the University, and Memorial Hospital. This includes, among other areas, “the Strip” and the Town Square.
- **Strategy 2:** Work to retain and expand existing storefront businesses and maximize adaptive reuse of upper floors for office and work / live lofts.
- **Strategy 3:** Expand the size and visibility of the City’s arts, culture, and tourism markets.
- **Strategy 4:** Improve the physical appearance of the streetscape and infrastructure through adoption of development standards that will lead to a consistent identity.
- **Strategy 5:** Continue supporting Carbondale Main Street in programs and services provided to market downtown for new business investments.

Focus Area 5.5: Expand the use of economic development tools and improve the business friendliness of the City.

- **Strategy 1:** Reevaluate, retool, and customize the City’s economic development programs.
- **Strategy 2:** Conduct a thorough review of City intake procedures for development projects, business permits and fee structures with a view toward adopting more expedited development standards and procedures, and permitting processes.

Focus Area 5.6 Bolster entrepreneurial activity in the city and encourage the private sector to become more engaged in leading economic development efforts.

- **Strategy 1:** Engage City institutions including the Chamber of Commerce and SIU on ways to foster and celebrate entrepreneurship in the City.

- **Strategy 2:** Actively cultivate, engage, and enlist leadership from among the City's business, educational, and non-profit institutions.

Focus Area 5.7: Demonstrate and exert leadership in regional economic development efforts and refocus initiatives to accentuate the attributes that the Region has to offer.

- **Strategy 1:** Lead, participate in, and help develop the specific cross-governmental campaigns of the Jackson Growth Alliance (JGA).
- **Strategy 2:** Demonstrate regional leadership in promoting Connect SI and efforts to expand and improve broadband service. See **Figure 5.3, Broadband Connectivity**.

Focus Area 5.8: Use the draw of the Shawnee Hills Wine Trail , Shawnee National Forest and the natural surroundings as a tool for economic development through ecotourism and outdoor recreation.

- **Strategy 1:** Work with the Carbondale Tourism Bureau to help promote the region and its many natural amenities including the branding of Carbondale as the Gateway to the "Shawnee Hills Wine Trail".
- **Strategy 2:** Support tourism efforts to help draw attention to local attractions including the R Buckminster Fuller (RBF) Dome Home, The African American Museum, and The Varsity Center for the Arts.
- **Strategy 3:** Collaborate with organizations such as "Food Works" and University of Illinois Extension Service to promote local, sustainable food systems development for Southern Illinois.

5.3 Recent and Current Economic Efforts

JACKSON COUNTY OPPORTUNITIES ANALYSIS, 2007

In 2007, the Jackson County Business Development Corporation (JCBDC) published a regional opportunities analysis cataloging the region's assets, challenges, and opportunities. The report set forth a set of actions to advance a regional economic agenda; however, it was never formally adopted by the municipalities within the region and seemingly, had little overall resonance. The recently reorganized Jackson Growth Alliance – a cadre of regional business and political leaders promoting regional economic development – is perhaps the most tangible outcome of the report.

The major assets identified in **Figure 5.1, Jackson County SWOT Analysis** include, among others, SIU, John A. Logan Community College, and the City's proximity to major outdoor recreation facilities. Weaknesses were determined to be the region's isolation and lack of interstate access; its over-dependence on SIU and lack of an entrepreneurial culture; an underdeveloped private sector; and its fragmented and generally under-funded economic development programs. Threats included demographic shifts showing that the county may be losing its standing as the economic epicenter of the region; brain-drain and challenges associated with attracting new talent; and globalization which will continue to put pressure on Midwest manufacturing and routine administrative work due to lower overseas labor costs.

Figure 5.1 | JACKSON COUNTY SWOT ANALYSIS

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> • HIGHER ED: Southern Illinois University-Carbondale; John A. Logan College • Regional labor market • Young, educated workforce • Regional transportation infrastructure (interstates, rail, airports) • Quality of Place (cultural/recreational amenities, downtowns) • Name recognition (SIUC) 	<ul style="list-style-type: none"> • Leveraging SIUC for economic development (technology transfer/ entrepreneurship) • Attracting and retaining talent • Southern Illinois Airport (business park) • Research Park (new spec space) • Unique industry targets • Image enhancement • Policy (transportation and more) • Retiree and tourism attraction
WEAKNESSES	THREATS
<ul style="list-style-type: none"> • Distance from interstate • Stagnate population • Distance from major metro areas • Small "white collar" private sector • No Jackson County image • Limited economic development effort • Lack of larger industrial/business sites • Dependence on university • Multiple taxing jurisdictions 	<ul style="list-style-type: none"> • Continued offshoring/outsourcing pressures in both manufacturing and services • Continued lack of significant economic development efforts • State fiscal health • Competition from the South • Continued loss of talent to metro areas

Potential opportunities identified in the report centered on the Southern Illinois Airport and SIU's Transportation Programs; talent attraction and retention with a particular emphasis on both retaining and luring back SIU graduates; and the commercialization of SIU-based research; particularly in the areas of advanced materials and renewable energy. The Southern Illinois Research Park and SIU Entrepreneurship Center were cited as potential catalysts to spawn new businesses by providing a supportive home for would-be entrepreneurs. These assets are highlighted in **Figure 5.2, Economic Development Opportunities.**

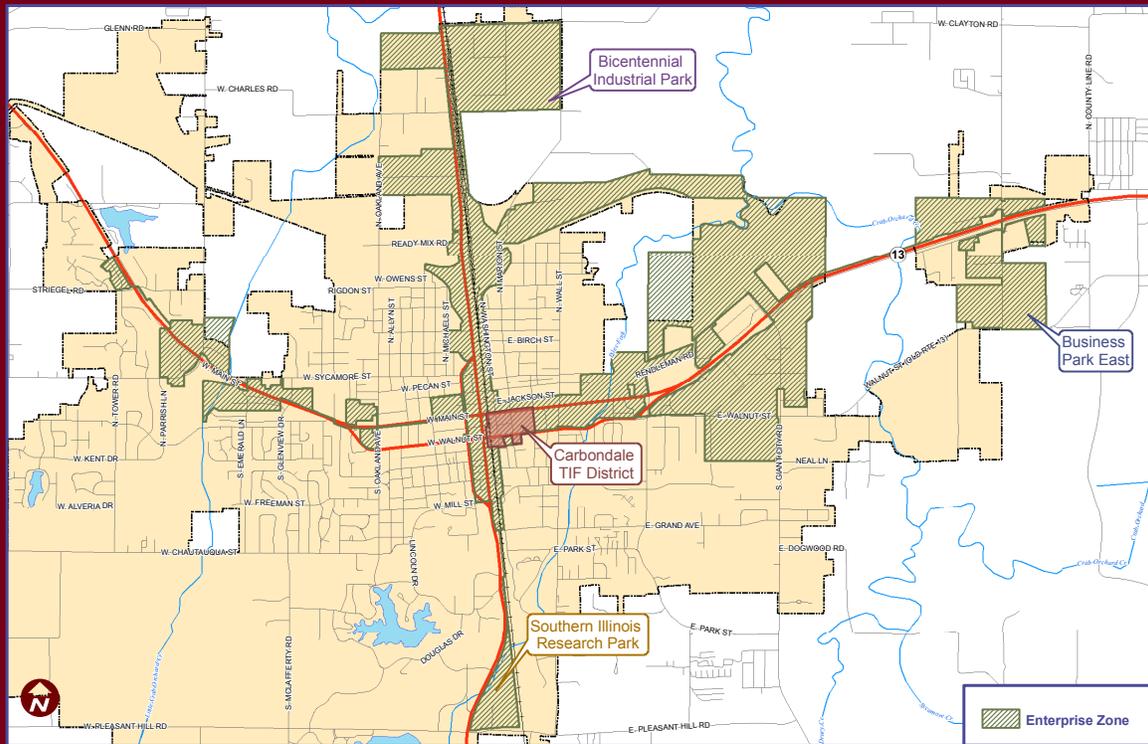
More traditional clusters that the region could potentially develop given its existing asset base were said to be: automotive and aviation-related industries and specialty foods. Other targets included professional & technical services, retail & leisure, and retiree attraction. All of these except professional services and retail are the types of coveted "export" industries that have the potential to bring new income into the region.

Regional goals from the Jackson County Opportunities Analysis are as follows:

1. "Support business development, innovation, and attract new industry."
2. "Grow, retain, and attract talent."
3. "Enhance and promote quality of place."

In addition, The Illinois Department of Commerce and Economic Opportunity (DCEO) initiated the "Opportunity Returns" program in 2003. Through the "Opportunity Returns" initiative the state was divided into ten regions. DCEO working with local governmental entities, business and community leaders and others created strategic plans for each region outlining tangible, specific actions and initiatives to make each region more accessible, more marketable, more entrepreneurial and more attractive to business.

Figure 5.2 | **ECONOMIC DEVELOPMENT OPPORTUNITIES**



Other opportunities and challenges mentioned separately in interviews for this plan included the lack of broadband capacity in the region, which is hampering research efforts at SIU, and the opportunity (need) to refocus the City’s economic development efforts more toward local business development over industrial recruitment.

5.4 Plan Focus Areas and Strategic Recommendations

FOCUS AREA 5.1 – MAXIMIZE AND LEVERAGE THE RESOURCES OF SIU TO EXPAND AND ENHANCE THE ECONOMIC GROWTH OF CARBONDALE AND THE REGION.

Strategy 1: Partner closely with SIU to improve the physical setting surrounding the campus including new on/off campus housing and upgraded infrastructure.

Rationale:

Carbondale lacks a strong “college town” atmosphere where the campus is tightly knit into the fabric of the community. This partly has to do with the scale of campus buildings and the different periods and styles of development immediately adjacent to it. It also has to do with the fact that the campus grew up around the City rather than the other way around. The result is a campus in the City but not of the City.

Although aesthetics and the physical environment can sometimes be overemphasized in terms of what they mean for economic development, they do affect the community's overall place-quality and have strong implications for talent attraction. A stronger town-gown relationship manifested in buildings, streets, and land uses that relate to each other and visually connect the City to the campus, would help Carbondale seem more collegial and would likely improve the flow of people and commerce between them. It may also help the City better capture the expenditures resulting from visitations to the campus.

There is strong evidence suggesting that prospective students, as well as campus-bound retirees, select not just the school, but the whole community. Therefore,

it seems plausible that a more integrated and unified urban environment with attractive and interconnected on-campus and off-campus districts would help attract more people to the community. As cited in *Chapter 2*, the Washington Street corridor is one opportunity area for connecting the University and Downtown (**Figure 5.3, Town-Gown Connections**). Additionally Illinois Avenue (known locally as "The Strip") lacks a unified identity and connectivity to the campus.

To create a stronger college town brand identity, the City and SIU must continue to work closely together on major development projects; particularly at the edges of campus. The goal would be to mesh boundaries, balance infrastructure needs, and ease movements

between the campus and the larger community. The ultimate goal is to help the campus realize its full potential as an economic driver, downtown redevelopment catalyst, and brand identifier for the City and region.

Actions and Initiatives

- a. Work collaboratively to redevelop the campus town area as a mixed-use, transit-served urban neighborhood facing Mill Street.
- b. Seek ways for the City and University to "go green" together by coordinating: recycling programs, the bulk purchase of fleet vehicles, the sourcing of local products and services, co-investing in redundant, clean energy and co-generation pilot projects, etc.
- c. Adopt a policy allowing (solicit) broadband vendors to place fiber-optic conduit in streets during major roadwork and utility extension projects.
- d. Seek State and Federal funding to establish a fully functioning downtown WI-FI district.
- e. Integrate the university's transit service into all corners of downtown. Coordinate this service with other transit modes (existing and planned).

Strategy 2: Maximize SIU's potential to spawn new businesses in the City through working with the Entrepreneurship Center and the Small Business Development Center.

Figure 5.3 | TOWN-GOWN CONNECTIONS



Off -site university facilities also help to integrate campus into the community and infuse vitality.

Rationale:

SIU is making important strides in ramping up their research profile and becoming a bigger player in the commercialization of university-based research; particularly in areas such as renewable energy, new materials, and other bio-technology spheres. SIU has seen increases in its research funding, as highlighted in **Table 5.2, Research and Commercialization Efforts** (see the following page). While there are various supporting roles it can potentially play, like helping to align political support and vying for funding, the City's main role in helping to advance these opportunities is mostly an indirect one – making sure that the City is a place where academics and entrepreneurs want to live and work in terms of cultural and recreational amenities, neighborhood vitality, housing choices, environmental quality, lifestyle diversity, and business cost structures.

The City's other main role rests primarily in its ability to provide infrastructure and other physical design improvements to assure that the University Research Park, and its future phases, are all state-of-the-art. There may also be a limited City role in helping provide venture funding through a revolving loan fund, and helping to locate permanent homes in the City for future "graduates" of the SIU's Entrepreneurship and Small Business Development Center and business incubator.

Finally, it isn't enough to have just a business idea without also having the business acumen and financing to make it happen. While the Small Business Development Center does a good job of providing basic technical assistance, more needs to be done throughout the education system to instill a culture of entrepreneurship in the City. SIU should be encouraged to provide leadership in thinking through how City institutions can become more business-minded starting from within the university system itself.

Actions and Initiatives:

- a. Schedule regular recruitment visits to the business incubator to meet promising business owners; impress upon them that the City wishes to keep them in the City as they grow to scale; and advise them of the potential locations, incentives, and assistance available through the City.
- b. Encourage entrepreneurship education/training at the high school and technical college levels.
- c. Talk with SIU, arts groups, and private developers on the potential for an arts incubator in the city – preferably located Downtown.
- d. Conduct regular dialogues with the Office of Regional and Economic Development on the need for business accelerator facilities to compliment the incubator. Work to locate sites and developers when the opportunities arise.
- e. Aggressively assist SIU in expanding or creating newer phases of the University Research Park as demand warrants; including assistance with land assembly and infrastructure. Demonstrate leadership in regional initiatives, such as Connect SI, that seek to expand local broadband services.
- f. Seek opportunities to joint-venture on shared City/campus cultural and recreational facilities.
- g. Solicit the development of a downtown hotel and supporting commercial and residential uses to better serve visitors to SIU and Memorial Hospital, and maximize the capture of visitor spending.

Table 5.2
Southern Illinois University
Research and Commercialization Efforts

Fiscal Year	Inventions Disclosed	Royalties	Licenses/Options	US Patent Applications Filed	US Patents Issued
2009	23	TBA	7	14	3
2008	35	\$776,102	10	14	3
2007	21	\$524,584	5	18	4
2006	20	\$354,045	4	13	2
2005	19	\$466,300	5	9	4
2004	15	\$224,535	3	11	6
2003	17	\$157,726	6	6	5
2002	20	\$132,804	4	7	6
2001	18	\$108,630	4	6	4
2000	18	\$60,300	6	7	4
1999	19	\$48,245	6	6	0
1998	14	\$250,624	4	7	0
1997	14	\$235,047	5	5	0
1996	8	\$9,592	2	2	0

Strategy 3: Form a Task Force to explore opportunities to encourage and support public / private ventures looking at examples of successful ventures initiated in other university communities.

Rationale:

There are a number of Universities across the Country that have formed alliances and partnerships with the private sector and local governmental units to undertake projects to develop and redevelop areas on and adjoining the campus. Such projects include housing and mixed use developments serving the immediate areas of the university. Because universities have limited resources, emphasis is increasingly being placed on forming coalitions with public and private sector partners to leverage resources needed to fund new developments. The City has developed a strong partnership with SIU and is looking at ways to expand on the partnership. Opportunities to redevelop areas adjoining the main campus should be explored and acted on.

Actions & Initiatives:

- Collect case studies of successful projects in other University Communities and evaluate their applicability locally.
- Become joint members of the International Town & Gown Association.
- Review land use regulations and zoning designations of areas adjoining SIU campus and revamp as needed to allow desired development to be initiated.

FOCUS AREA 5.2: MAXIMIZE THE POTENTIAL OF SOUTHERN ILLINOIS HEALTHCARE AND MEMORIAL HOSPITAL OF CARBONDALE AS AN ECONOMIC DEVELOPMENT TOOL

Strategy 1: Encourage the future growth and expansion of Carbondale Memorial Hospital.

Rationale:

Since opening their doors in 1959 Memorial Hospital of Carbondale has become a dominate employer for the community and region and has continued to expand their facilities and healthcare services. Memorial Hospital, as depicted in **Figure 5.4, Memorial Hospital**, is part of the Southern Illinois Healthcare System and is the largest facility in their system serving southern Illinois as a regional medical center. The Hospital is located on West Main Street just west of the downtown and is surrounded predominately by residential neighborhoods. As a major employer and healthcare provider for the region, and as a major generator of visits into the City, the Hospital is integral to the regional economy. Therefore, an ongoing dialogue with the Hospital administration and SIH management to discuss ways to enhance the hospital's plans to expand needs to be initiated as part of the City's own economic expansion plans.

Actions and Initiatives:

- a. Schedule periodic meetings (quarterly or semi-annually) with the Hospital Administration to develop strategies and initiatives that would mutually benefit the Hospital and the community.
- b. Review the existing zoning and land uses of the area bordering the Hospital and identify areas that may be suitable for future expansion of facilities.
- c. Consider infrastructure improvements in the area that would accommodate and support future Hospital expansion.

Strategy 2: Develop a plan to link the Hospital with the downtown to integrate the hospital as a part of downtown.

Rationale:

Memorial Hospital is strategically located in the core area of Carbondale immediately west of the downtown area. The Hospital fronts along West Main and University Avenue providing easy vehicular access to the Hospital complex. However there is a perceived disconnect to the downtown due to the location along two major highways with heavy traffic volumes. The large daytime population at the Hospital, including employees and visitors, should warrant some efforts to improve the connectivity of the Hospital to the downtown.

Actions and Initiatives:

- a. As part of plans to improve the streetscape of downtown, ensure that improvements extend along West Main Street to the Hospital.

Figure 5.4 | MEMORIAL HOSPITAL



Memorial Hospital of Carbondale is home to the leading open heart surgery and cardiac care program in southern Illinois, with outcomes that exceed national standards. The hospital is also home to a regional cancer treatment center, the only Level II-plus neonatal intensive care unit south of Springfield, and the only pediatric unit in southern Illinois. The hospital also features the area's most advanced imaging center with a new, filmless, digital picture archiving network that makes all images made at the hospital instantly available on secure computers throughout the SIH system. The hospital is affiliated with Southern Illinois University's Medical School through its Family Practice Residency Program.

- b. Improve street lighting to encourage walking and provide security.
- c. Coordinate a “shop and eat downtown” campaign with Carbondale Main Street geared toward Hospital staff, employees and visitors.
- d. Look at ways to enhance direct physical connections and linkages to the Hospital.

Strategy 3: Provide assistance with the location of an extended stay facility or the development of urban housing options for employees of the hospital.

Rationale:

The Hospital continues to add more professional medical staff and serves as a facility where doctors are completing their training in residency. As the hospital continues to grow, the demand for housing will grow as well. This demand will create opportunities to provide short term and long term housing options. Preferably such housing can be located in close proximity to the Hospital and the Downtown where essential services are easily accessible and many young professionals desire to live.

Actions and Initiatives:

- a. Form “task force” comprised of Hospital and City representatives to assess the needs for housing and explore options that could fill this need.
- b. Research financial programs that could be blended together to develop a multi-use project.
- c. Inventory and prioritize potential sites and locations.

FOCUS AREA 5.3: DEVELOP AND EXPAND THE RETAIL SALES TAX BASE AND CONTINUE TO BUILD CARBONDALE AS A REGIONAL CENTER FOR RETAIL AND BUSINESS

Strategy 1: Review current policies and practices to provide incentives including retail sales tax rebates to companies who wish to locate here.

Rationale:

The City has a number of financial programs and initiatives in place that have been used to promote and support new businesses development in Carbondale. Several of these programs are focused primarily on bringing new investments to the downtown. Given current economic conditions, businesses that have looked at new locations are reconsidering their options and plans. To better compete to attract new businesses, the City will need to become more aggressive and innovative in their approach and consider incentives and inducements that are considered essential in attracting new business investments.

Actions and Initiatives:

- a. Review current financial programs that are available by the City for business development and modify as needed to reflect the type of businesses that the City desires to attract.
- b. Continue to encourage new development on both the east and west side of Carbondale through the use of incentives. Development on the east side of Carbondale has been consistent for many years. Continue to focus on this area while at the same time emphasizing the importance of the west side.

Strategy 2: Continue to support the Enterprise Zone and encourage the use of additional programs including TIF districts that would encourage new economic growth.

Rationale:

The City of Carbondale has a state designated Enterprise Zone that encompasses part of the downtown as well as other major business and industrial areas within the City. Through the Enterprise Zone, businesses that locate or expand their facilities are entitled to certain local and state tax related benefits. In addition to the Enterprise Zone, the City established a Tax Increment Financing (TIF) District in 2004 that encompasses 31 acres of the downtown. The TIF provides direct financial benefits focusing on bringing new investments to the downtown. Both of these programs have been successful in stimulating new business investments and are important components of the City's overall economic development program.

Actions and Initiatives:

- a. Develop guidelines for the redevelopment of properties owned by the City in the downtown and actively solicit developer proposals.
- b. Explore the expansion of the TIF District to include areas that are suitable for development.
- c. Consider forming public/private redevelopment organization with the authority to acquire property and advance projects.

Strategy 3: Encourage citizens to buy locally through a "buy local" campaign and other means of promotion.

Rationale:

The City of Carbondale serves as a major retail hub for southern Illinois and the region. Sales generated from local retail establishments provides the City with sales tax that is the principal source of revenue for municipal operations. It is important that programs and initiatives are put in place to ensure the dominance of Carbondale as a retail center to maintain and expand the tax base for the community.

Actions and Initiatives:

- a. Work with both the Carbondale Chamber of Commerce and Carbondale Main Street in support of programs encouraging residents to shop locally.
- b. Develop material that identifies the selection of goods and services available locally.

FOCUS AREA 5.4 – REVITALIZE DOWNTOWN AND CONNECT THE CITY'S MAJOR DOWNTOWN INSTITUTIONS

Strategy 1: Redevelop the area connecting the downtown with the University and Memorial Hospital. This includes, among other areas, "the Strip" and the Town Square.

Rationale:

As suggested elsewhere, Downtown Carbondale lacks a clear focal point and the kind of urban density that would make it truly active and explorable. The streets connecting its major features are thinly developed and carry high volumes of traffic, and most of the housing is of older stock and low value. All of this creates a

downtown that is attractive and interesting in certain spots, but not in totality. There is also a lack of synergy and economic spillover between some of the important attractions located in and near downtown, including the University and Memorial Hospital, resulting in a likely loss of economic capture from the tens of thousands of visitations to these institutions each year. Many of the recommendations below overlap with, or reiterate those cited in Focus Area 1, and *Chapter 2*.

Actions and Initiatives:

- a. Create a redevelopment agency to lead the redevelopment of catalytic projects downtown, such as new urban (market-rate) housing and mixed-use projects. Redevelopment should be targeted to sites that are clearly blighted and those that help fuse together important centers of activity within close proximity to major employment nodes.
- b. Work with Carbondale Main Street to put together an interactive database of downtown properties, their ownership, use, size, tax assessment, special features, and availability for rent or sale.
- c. Conduct a developers'/brokers' roundtable to assess developer interest in downtown and the type of desired City or redevelopment authority support.
- d. Identify potential sites and solicit interest in a new downtown hotel from developers and hotel operators.
- e. Work on aggressive code enforcement downtown to eliminate eyesores and encourage repairs and rehabilitation of older historic buildings.
- f. Expand or create a new TIF district, and look for opportunities to assemble larger redevelopment sites. Solicit developer interest in redeveloping larger parcels.
- g. Experiment with a peak-time shuttle-loop service connecting SIU, Memorial Hospital, the Town Square, and the Civic Center.

Strategy 2: Work to retain and expand existing storefront businesses and maximize adaptive reuse of upper floors for office and work / live lofts.

Rationale:

An effective way to revitalize downtown is to help existing retail businesses prosper and recruit new businesses to provide a service not previously existing. Many downtown businesses are one-of-a-kind and exhibit a uniquely local flavor. Basic efforts to help these businesses stay alive, through "buy local" campaigns and outreach programs intended to extend technical and financial assistance, are sometimes forgotten in communities' efforts to recruit new businesses. At the same time, upper floors are often under utilized and vacant. Adaptive reuse to apartments or office space can provide economic benefits to both the downtown and to those who own the building.

Actions and Initiatives:

- a. Work with Carbondale Main Street and the Carbondale Chamber of Commerce as a joint venture to encourage co-marketing and the promotion of special events, and to build support for a potential future Business Improvement District (BID).
- b. Expand/promote the City's façade loan program to include outright façade grants, and work to connect existing businesses to other available business development resources.

- c. Work to encourage the launch of a “buy local” campaign with the Carbondale Main Street.
- d. Highlight and recognize local businesses that choose to locate downtown.
- e. Identify buildings with under utilized upper floor space that could be converted to apartments or other suitable uses and help owners understand the benefits.

Strategy 3: Expand the size and visibility of the City’s arts, culture, and tourism markets.

Rationale:

The presence of SIU infuses the City with a cultural atmosphere that is unusual for a City of its size. As the main talent center for the region, Carbondale has the opportunity to exploit the cultural vibe already present in the City to new business and tourism opportunities. Building the City’s art and culture scene coincides with a focus on local entrepreneurship and is also an important piece of an overall talent attraction and retention strategy. A stronger arts presence would also strongly position Carbondale as the figurative “visitor center” for the region, supporting (and capitalizing on) its growing tourism and retiree markets.

Actions and Initiatives:

- a. Work with Carbondale Community Arts and other local arts groups to establish an arts guild. Determine interest in the formation of an arts co-op or arts incubator to be located in a visible downtown location.
- b. Work with Carbondale Main Street to sponsor an art walk and gallery night event, and special public art installations. A recent public art installation can be found at Friendship Plaza, as depicted in **Figure 5.5, Public Art Installation**.
- c. Support and promote the efforts of the Southern Illinois Music Festival in extending cultural music experiences to area residents of all ages and backgrounds. Encourage the use of venues throughout Carbondale and expand the tourism potential of this popular program.
- d. Encourage the small business development center to develop a special entrepreneurship module specifically oriented to artist-run businesses.
- e. Encourage local businesses to sponsor or commission special arts projects. Seek financing through local foundations, corporate sponsors, and TIF/BID revenues.
- f. Solicit developer interest in creating affordable artist (live-work) housing downtown with ground-floor gallery space.
- g. Consider public art displays to be exhibited on a rotating basis on the town square and other public places.

Strategy 4: Improve the physical appearance of the streetscape and infrastructure through adoption of development standards that will lead to a consistent identity.

Rationale:

The overall physical appearance of the downtown including streets, sidewalks, lighting and other public infrastructure is

Figure 5.5 | PUBLIC ART INSTALLATION



an important factor for businesses deciding on where to make investments. The present appearance of the downtown infrastructure lacks uniformity.

Actions and Initiatives:

- a. Develop design guidelines for new projects including uniform streetscape design standards.
- b. Prioritize streetscape improvements and seek funding programs to help cover the costs.
- c. Continue to provide funding to businesses for façade improvements.

Strategy 5: Continue to provide support to Carbondale Main Street in programs and services to market downtown for new business investments.

Rationale:

Carbondale Main Street (CMS) is an organization recognized by the City to promote downtown redevelopment and revitalization. The organization receives funding from the City along with tax revenue from a Special Service Area and membership fees and donations. Besides recruiting businesses and promoting the downtown for new investments CMS also hosts events to attract residents downtown.

Actions and Initiatives:

- a. The City should continue annual financial support to maintain the operations of Carbondale Main Street.
- b. Encourage City staff to participate by sitting on the Board of Directors and serve on active committees.
- c. Support the extension and expansion of the Special Service Area as a means to finance the operations of CMS.
- d. Continue the bi-annual downtown walk with City staff to help identify areas that require improvement.

FOCUS AREA 5.5 - EXPAND AND CUSTOMIZE THE USE OF ECONOMIC DEVELOPMENT TOOLS AND IMPROVE THE BUSINESS FRIENDLINESS OF THE CITY.

Strategy 1: Reevaluate and retool the City's economic development programs.

Rationale:

The City already offers a full compliment of economic development programs and incentives. The use of incentives seems to be limited, which could possibly be the result of their limited funding, limited knowledge of their existence, onerous eligibility requirements and/or because of perceived "red tape" as has been previously suggested. There may also be a mismatch between the particular orientation of the incentives (conventional industrial attraction) and where the City's needs and its competitive advantages actually lay (talent attraction, entrepreneurial development, downtown redevelopment, etc).

Actions and Initiatives:

- a. Create a Redevelopment Authority or Corporation to manage the revitalization of Downtown. This could involve changing the mission and funding structure of the City's existing Development Corporation, with initial capitalization coming from the sale of the remaining acreage in the Bicentennial Industrial Park.

EXISTING INCENTIVES AND PROGRAMS

(<http://www.explorecarbndale.com>)

There are a number of organizations and players that are involved in the overall economic development effort. Each has a number of economic development programs, many of which serve smaller niche functions within the overall economic development context. A few existing incentives and programs include:

- **Enterprise Zone** – the city of Carbondale is part of a larger zone that also includes a section of Murphysboro. Various tax incentives including property and sales tax abatements/credits, and fee waivers apply for new businesses in the zone.
- **Façade Loan Program** – FLP provides low interest loans for up to 100% of façade improvement costs for downtown properties.
- **Revolving Loan Program (RLF)** – RLF is a loan interest loan fund capitalized originally with state Community Development Assistance Program (CDAP) funds. It is used to provide gap financing for new or expanding businesses with eligibility tied to the amount of capital investment and job creation.
- **Main Street Program** – The City operates a downtown Main Street program under the aegis of the National Trust for Historic Preservation. The program offers design and grant assistance and special event planning among other activities.
- **Tax Increment Financing (TIF)** – Carbondale’s TIF district is a 31-acre redevelopment area bordered by Main Street, Logan Avenue, Elm Street, and the railroad tracks. The TIF district was created in 2004 and has 17 years of remaining spending life. The TIF generated approximately \$131,000 of increment in FY 2008 with an estimated equalized assessed value (EAV) of \$2,770,000.
- **Carbondale Business Development Corporation** – This is a 501C-3 community development corporation originally formed to market the City’s Bicentennial Industrial Park. The organization was originally funded with private donations. Its assets currently consist of 125 remaining undeveloped acres at the industrial park.
- **SIU Small Business Development Center and Incubator Program** – SIU offers a full range of business start-up assistance programs at the Dunn-Richmond Economic Development Center in the Southern Illinois Research Park.



Figure 5.6 | TAX CREDITS



The New Markets Tax Credit (NMTC) Program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities.

SOURCE: US DEPARTMENT OF THE TREASURY

- b. Expand the use of TIF districts and seek more creative ways to apply TIF financing.
- c. Seek ways for private developers to tap into the Federal New Markets Tax Credits (NMTC) program as explained in **Figure 5.6, Tax Credits**. Create call-lists of designated Community Development Entities (CDEs) and tax credit developers in the region to identify potential developer recruitment targets.
- d. Maintain a current digest of State and Federal economic development programs and grant/loan funds. Create links to appropriate websites from the City webpage.
- e. Conduct regular business outreach to understand the plans and needs of area businesses and to troubleshoot potential problems.
- f. Consider creating a land banking program to hold, resell, and redevelop blighted redevelopment sites.
- g. Apply to the Community Development Assistance Program (CDAP) for additional capital for the Revolving Loan Fund (RLF).

Strategy 2: Conduct a thorough review of City intake procedures for development projects, business permits, and fee

structures with a view toward adopting more expedited and “business friendly” permitting processes.

Rationale:

The City has established a Development Review Committee (DAC) comprised of members from each individual department within the City to review all plan submittals. After the DAC members have had a chance to review the proposed plan, a meeting is scheduled with the developer to go over any concerns and provide feedback that will help the developer modify the plan to meet City Code. The DAC Committee is chaired by the Development Services Director and all correspondence is funneled through the Development Services Department. While this process is used to provide constructive feedback to developers, some find the process cumbersome.

Actions and Initiatives:

- a. Consider conducting customer service training for front desk personnel and other key staff members and implementing a survey tool to monitor customer satisfaction.
- b. Rewrite the land development regulations to allow more flexibility and increased certainty of approval.
- c. Refine the development checklist that will serve as an easy-to-follow guide for developers and others that are looking at making investments in the community.

REDEVELOPMENT AUTHORITY

Unlike most TIF joint review boards, which are mainly involved in the technical aspects of district management and periodically responding to funding requests, a Redevelopment Authority is typically charged with actually leading the implementation of a downtown master plan. Working as an arm of City government, and with the assistance of City staff, they are actively involved in such things as: land development strategy, property acquisitions, deal structuring, loan underwriting, developer recruitment, and the negotiating of developer agreements. They are not building developers or property managers in the typical sense, but instead work on the land assembly and financing side of development. However, in cases where public buildings are planned, they may act as project developer of record.

Most redevelopment authorities operate as an agent of the City and serve at the pleasure of the Mayor and City Council. In some cases, they have bonding and condemnation authority, although this is usually the exception and not the rule.

Board members consist of council members and other motivated advocates for Downtown who can contribute valuable knowledgeable in areas such as business planning and development, financial management, real estate development, construction management, legal, marketing and promotions. Redevelopment Authority boards generally serve under the aegis of the City Council and are supported by dedicated community development staff. Their funding typically comes from TIF revenues, block grants, and development fees.

The advantage of redevelopment authorities is their power to act on behalf of (and sometimes with the full faith and credit of) the City and their dedicated funding streams. Disadvantages include their beholdeness to public process, which can prevent them from acting quickly or with confidentiality as opportunities arise, and can expose their dealings to City "politics".

- d. Update website to make it easier to access information required by the public to secure approval for projects.
- e. Hold periodic informational meetings with local and area developers to discuss relevant issues impacting development and maintain a dialogue to follow up on recommendations.

FOCUS AREA 5.6 - BOLSTER ENTREPRENEURIAL ACTIVITY IN THE CITY

Strategy 1: Engage City institutions including the Chamber of Commerce and SIU on ways to foster and celebrate entrepreneurship in the City.

Rationale:

Several sources including the Jackson County Opportunity Analysis, 2007, suggest that the best way to grow the regional economy is to concentrate on growing and developing local businesses as opposed to trying to recruit them from the outside. This is an attitude that is beginning to resonate more and more nationwide as business recruitment campaigns have become increasingly competitive and costly. Some of these same sources however, while lauding the business generating opportunities available in the region, also cite lack of an entrepreneurial climate as evidenced by the lack of new business start-ups; the lack of demand for business counseling services; and the inability of would-be entrepreneurs to translate ideas into actual business plans.

Figure 5.7 | COMMUNITY INVESTMENT



The Community Reinvestment Act is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low- and moderate-income neighborhoods, consistent with safe and sound operations. It was enacted by the Congress in 1977 and is implemented by Regulation BB (12 CFR 228). The regulation was substantially revised in May 1995, and was most recently amended in August 2005.

SOURCE: FEDERAL RESERVE BOARD

Actions and Initiatives:

- a. Coordinate with SIU, the Chamber of Commerce, and other partners to work with the school district to introduce entrepreneurship education modules at the elementary and high school levels.
- b. Encourage the sponsorship of an annual business plan competition among local educational institutions and entrepreneur networks. Seek prize money (in cash or in-kind services) from local and national foundations and organizations such as the Kaufman Foundation and Small Business Administration (SBA).
- c. Assist in leveraging existing state and federal programs that offer business start-up assistance. Examples include the Small Business Innovation Research Program and Small Business Technology Transfer Program .
- d. Encourage the formation of entrepreneurs and angel networks.
- e. Develop a local media campaign celebrating local entrepreneurial success stories.
- f. Work with area lenders to create a loan pool to assist start-ups as a way to boost

their Community Reinvestment Act (CRA) ratings (**Figure 5.7, Community Investment**).

- g. Expand, promote, and reevaluate the underwriting guidelines of the City's revolving loan fund. Seek additional capitalization from local banks, CDAP, foundations, and TIF revenues among other possible sources.
- h. Aggressively promote and support the services offered through SIU's Office of Regional and Economic Development.
- i. Encourage the development of new multi-tenant starter space for micro businesses.

Strategy 2: Actively cultivate, engage, and enlist leadership from among the City's business, educational, and non-profit institutions.

Rationale:

City government can't be expected to shoulder the entire burden of managing the City's economic future. Most successful cities have well developed groups of business leaders and young professionals who carry out special programs, mentor young leaders, form professional networking groups, and generally help champion the community. These organizations can bring a lot of talent, energy, and financial resources to the table.

Actions and Initiatives:

- a. Work with the Chamber of Commerce to support the further development of the 13Pro young professionals groups.
- b. Convene regular roundtables of the City’s business leadership to raise awareness of “happenings” in the City and to spur the sponsorship of special initiatives.
- c. Work with SIU and the Chamber to form a future leader’s academy where matriculation is earned through the completion of an important team community development project.
- d. Support and/or participate in the Jackson Growth Alliance.

FOCUS AREA 5.7 – DEMONSTRATE AND EXERT LEADERSHIP IN REGIONAL ECONOMIC DEVELOPMENT EFFORTS AND REFOCUS INITIATIVES TO ACCENTUATE THE ATTRIBUTES THAT THE REGION HAS TO OFFER

Strategy 1: Lead, participate in, and help develop the specific cross-governmental campaigns of the Jackson Growth Alliance.

Rationale:

As stated earlier, the fate of Carbondale is very much bound in the fate of the region. Similarly, it will take a strong regional voice for “game changing” things to happen. The City’s relatively small size and its physical isolation make strong regional dialogue and cooperation especially important since some of things that can put the City on a new economic footing will need to occur mostly outside of the City. Such is the case with the Southern Illinois Airport, which is managed under the auspices of the Southern Illinois Airport Authority.

Extending linkages in both transportation and in the transmission of information, will help diminish the City’s isolation (in both the physical and virtual realms), and help the university reach its goal of becoming a top tier research institution. Carbondale, perhaps more than any other City in the region, stands to economically benefit the most from these improvements.

Actions and Initiatives¹:

- a. Maintain a strong leadership role in Jackson Growth Alliance and Connect SI to facilitate infrastructure projects including highway improvements and broadband that are critical to the region.
- b. Encourage local leaders to participate in a regional entrepreneurship task force.
- c. Encourage the formation of a University/ Business Alliance to explore ways for the region to both leverage and support SIU.

1 Most of the following recommendations are adapted from the *Jackson County Opportunity Analysis, 2007*.

Figure 5.8 | BROADBAND CONNECTIVITY



Connect SI is a collaborative, regional economic strategy for southern Illinois focused on broadband connectivity. The initiative strives to accomplish three things: 1) encourage investment in broadband infrastructure, 2) convince Southern Illinoisans that they need high speed broadband access, and 3) encourage residents to use this infrastructure to grow our economy.

- d. Encourage annual workforce development conferences involving John A. Logan Community College, Man-Tra-Con, and area businesses to discuss needed skills and training modules.
- e. Participate in a regional ambassador's team to respond to business relocation inquiries.
- f. Work to launch, enlarge, and formalize a young professionals group with a regional reach.

Strategy 2: Demonstrate regional leadership in promoting Connect SI.

Rationale:

The lack of broadband access is one of the critical problems facing the City and SIU. The University's ability to conduct major research and to participate in

DOWNTOWN DEVELOPMENT AUTHORITY

Development Corporations are sometimes structured the same way as redevelopment authorities and can be involved in the same types of activities. The term "development corporation" however, usually connotes a higher degree of autonomy from City government and is often structured as a private or public-private non-profit organization. They sometimes operate with a board that is independent of City government and rely more heavily on creating and managing their own sources of operating capital. It is also somewhat more common for corporations to be involved in activities other than just real estate development to include the administration of low-interest loan pools that support business and economic development.

Operating capital often derives from the ownership and management of real estate assets, private donations, development and financing fees, and fees from tax exempt bonds and special taxes. The Carbondale Business Development Corporation (CBDC) is an example of a development corporation already established in Carbondale.

Advantages of development corporations generally include their ability to act with greater confidentiality and speed; especially when it comes to real estate deals where agility and privacy can be very important. When they are structured autonomously from City government, development corporations can also help take some of the politics out of public-private joint ventures and can operate more effectively in the tax credits markets where they can act as syndicators. They can also solicit tax deductible donations from foundations and other philanthropic entities whereas most purely public entities are prohibited from doing so. They are also frequently used as pass-through vehicles for tax-exempt government bonds.

Disadvantages of the typical development corporation structure include their self-supporting nature and frequent lack of dedicated public financing. This often means a precarious financial existence and sometimes a greater amount of time and energy spent raising money and managing overhead than actually doing deals. Finding solid leadership can also be a problem, especially in communities with a weak culture of community involvement and leadership outside of regular government channels. Some development corporations are off-shoots of existing organizations, such as special councils and chambers of commerce.

inter-institutional collaborations is hindered by the region's lack of bandwidth capacity. The ability of SIU to recruit top researchers and spawn technology-based companies may be significantly hampered if this deficiency persists. (see **Figure 5.8, Broadband connectivity**, page 5.21)

Actions and Initiatives:

- a. Work with SIU, state representatives, and other regional partners to seek State and Federal funds to extend "middle mile" and "last mile" service.
- b. Continue to develop relationships and solicit proposals from vendors and service providers to enhance broadband internet access.
- c. Seek State and Federal funding to improve the downtown WI-FI district.

FOCUS AREA 5.8 USE THE DRAW OF THE SHAWNEE HILLS WINE TRAIL, SHAWNEE NATIONAL FOREST AND OTHER ATTRACTIONS AS A TOOL FOR ECONOMIC DEVELOPMENT THROUGH TOURISM AND OUTDOOR RECREATION

Strategy 1: Work with the Carbondale Tourism Bureau to help promote the region and its many natural amenities including branding of Carbondale as the "Gateway to the Shawnee Hills Wine Trail".

Rationale:

Carbondale's strategic location in southern Illinois at the edge of the Shawnee National Forest provides great opportunities for promoting the wide variety of recreation and tourism attributes including the "Shawnee Hills Wine Trail." Over the past ten years there have been a number of wineries established in the area which has become a major tourist designation. Carbondale can and should capitalize on this asset through marketing and promotions with local businesses.

Actions and Initiatives:

- a. Continue to fund the Carbondale Tourism Bureau to market and promote the community for tourism and overnight stays.
- b. Reach out to local businesses through the Chamber of Commerce to develop packages to attract visitors to the area.
- c. Explore opportunities for new businesses that cater to "outdoor enthusiast" that visit the area.
- d. Work with SIU to assess economic impact of ecotourism on the local and regional economies.

Strategy 2: Support tourism efforts to help draw attention to local attractions including the R Buckminster Fuller (RBF) Dome Home, The African American Museum, and The Varsity Center for the Arts.

Rationale:

The City of Carbondale served as the home of R Buckminster Fuller from 1959-1969, during this period Mr. Fuller constructed a geodesic dome for he and his wife to reside in. This home is still intact and is currently undergoing renovation efforts. The RBF Dome Home along with the African American Museum and the Varsity Center for the Arts, among others, provide unique tourism opportunities for the City.

Figure 5.9 | FOOD WORKS



Food Works was formed to draw attention to local food, local farmers and issues of social, physical and environmental health. Their mission is “Local, sustainable food systems development for

Southern Illinois.”

Food Works is involved in several programs and activities related to local food system development and community engagement. They work with local and state-wide businesses and organizations to educate about and promote local food issues.

In 2010, Food Works will focus on developing a new and transitioning farmer training program for Southern Illinois, as well as a regional branding program to draw attention to the bountiful produce, meats and dairy products grown and produced in the region.

Source: eatsouthernillinois.org

Actions and Initiatives:

- a. Provide support through the City of Carbondale Preservation Commission to help draw attention to the unique history of the City and the tourism opportunities it presents.
- b. Support tourism efforts of local organizations by expressing support for grant nominations and other requests.

Strategy 3: Collaborate with organizations such as “Food Works” and University of Illinois Extension Service to promote local, sustainable food systems development for Southern Illinois.

Rationale:

There is a movement nationally on “Sustainable Food Sources” that promotes the consumption of more locally generated food. The American Public Health Association (APHA) defines a “sustainable food system” as “one that provides healthy food to meet current food needs while maintaining healthy ecosystems that can also provide food for generations to come with minimal negative impact to the environment. A sustainable food system also encourages local production and distribution infrastructures and makes nutritious food available, accessible, and affordable to all.” Given the rural location of Carbondale and strong presence of agriculture in the region there are a number of small local farmers that are providing food sources on a small scale directed toward local consumers.

A number of local organizations such as “Food Works” were formed to promote local food, local farmers and issues of social, physical and environmental health.

Actions and Initiatives:

- a. Support initiatives of organizations such as “Food Works” in promoting local sustainable food systems for southern Illinois. (see **Figure 5.9, Food Works**)
- b. Link local farmers and value-added food producers with the resources of SIU’s Small Business Development Center and Entrepreneurship Center.
- c. Support efforts to expand the seasonal farmers market and encourage the development of an indoor off-season market.
- d. Encourage local restaurants and institutional food buyers including SIU, local school districts, and Memorial Hospital to purchase their food from local sources whenever possible.
- e. Investigate ways to capitalize on the growing agri-business and eco-tourism industry. This growing industry could potentially play a major role in the local and regional economy.

Implementation

With the completion of a new Comprehensive Plan, the City of Carbondale has goals and recommendations for the ongoing development, redevelopment, and enhancement of the community over the next 20 years. However, now comes the most challenging and important step in the planning process—implementing the plan by turning the community's aspirations into reality. This will take the efforts and commitment of the City's elected and appointed officials, staff, residents, business owners, institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. It will also require the City to make sound decisions, set priorities, and secure necessary resources to implement the action strategies set forth in this plan.

6.1 Introduction

Plans are never intended to simply exist as a binder that is forever sitting on the shelf. These are collaborative works that involve many different contributors and include directions for many aspects of City development. A great many people put time and effort into chronicling 'the next step' for the City of Carbondale and the addition of this Implementation Chapter is meant to recognize those efforts by providing a clear vision for implementation. Using this Plan on a frequent basis for planning, regulatory, and capital decisions will lead to its commonplace acceptance and reference. This is the goal of this chapter and moreover, this document as a whole.

The Comprehensive Plan should be a "living document," that is, a document that is frequently referred to for guidance in community decision-making. Its assumptions, goals, policies and action strategies must also be revisited periodically to ensure that it is providing clear and reliable direction on a range of matters, including land development issues and public investments in infrastructure and services.

Implementation is not just about a list of action items. It is a challenging process that will require the commitment of the City's elected and appointed officials, staff, residents, business owners, major institutions, other levels of government, and other organizations and individuals who will serve as champions of the plan and its particular direction and strategies. Equally important are formal procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, new opportunities, and challenges that have emerged. This is in addition to any other change in circumstances, which may require rethinking of Plan priorities.

This chapter is divided into four sections:

- Plan implementation methods
- Plan administration
- Action plan
- Plan amendment process

6.2 Purpose

The Comprehensive Plan provides recommendations to assist in decision-making for future development and enhancement projects in Carbondale. This final chapter breathes life into the rest of the plan by setting out a practical, prioritized and sequenced implementation program. The key objective of this chapter is to integrate the different elements of the plan in such a way as to provide a clear path for sound decisions. This chapter is also intended to establish accountability for plan implementation and provide guidance on essential processes to maintain its relevance to the City and its citizens.

6.3 Plan Implementation Methods

Simply setting out an implementation framework in this chapter is not enough to ensure that the action items of this plan will be carried out and the community's vision and goals ultimately achieved. The recommendations and action priorities in this plan should be consulted frequently and should be widely used by decision-makers as a basis for judgments regarding:

- The timing and availability of infrastructure improvements.
- Proposed development and redevelopment applications.
- City-initiated and landowner-requested annexations.
- Zone change requests and other zoning-related actions.
- Expansion of public facilities, services and programs.
- Annual capital budgeting.
- Potential redrafting and amendments to the City's Zoning Ordinance and related code elements.
- Intergovernmental (including inter-City, and City/County) coordination and agreements.
- Operations, capital improvements, and programming related to individual City departments.

There are six general methods for plan implementation:

1. policy-based decisions;
2. land development regulations and engineering standards;
3. community investment programming;
4. coordination and partnerships;
5. special projects, programs, and initiatives; and
6. specific plans and studies.

POLICY-BASED DECISIONS

Land use and development decisions should be made based on the recommendations that are set out in this Comprehensive Plan. In some measure, the adoption of new or amended land development regulations (e.g., zoning, subdivision, landscaping, sign controls, etc.) will establish a specific framework for evaluating private development proposals against the City's articulated policies. However,

decisions regarding annexation, infrastructure investment, Future Land Use map amendments, and right-of-way acquisitions are generally left to the broad discretion of the City Council. This plan provides the common threads that should connect those decisions.

LAND DEVELOPMENT REGULATIONS AND ENGINEERING STANDARDS

Land development regulations and engineering standards are fundamentals for plan implementation. It is plain—but often underappreciated—that private investment decisions account for the vast majority of any City’s physical form. Consequently, zoning and subdivision regulations and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character and quality of development reflect the City’s planning objectives. These ordinances should reflect the community’s desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan goals and policies.

COMMUNITY INVESTMENT PROGRAMMING

A community investment program, or “CIP,” is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater and drainage facilities; open space, trails and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this plan. Decisions regarding the prioritization of proposed capital improvements should take into account the recommendations of this plan.

SPECIFIC PLANS AND STUDIES

There are a number of areas where additional planning work is recommended, at a “finer grain” level of detail than is appropriate in a Comprehensive Plan. As such, some parts of this plan will be implemented only after some additional planning or special study.

SPECIAL PROJECTS, PROGRAMS AND INITIATIVES

Special projects or initiatives are the last broad category of implementation measures. These may include initiating or adjusting City programs; entering into interlocal agreements; expanding citizen participation programs; providing training; and other types of special projects.

6.4 Plan Administration

During the development of the plan, representatives of government, business, neighborhoods, civic groups, and others came together to participate in the planning process. These community leaders, and new ones to emerge over the horizon of this plan, must maintain their commitment to the ongoing implementation of the plan’s recommendations—and to the periodic updating of the plan to adapt to changing conditions or unforeseen events.

EDUCATION

Comprehensive Plans are relatively general in nature, but they are still complex documents that account for interrelationships among various choices. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning Commission, and City department heads should all be “on the same page” with regard to priorities, responsibilities and interpretations.

Consequently, an education initiative should be undertaken immediately after plan adoption, which should include:

- A discussion of the individual roles and responsibilities of the City Council, Planning Commission (and other advisory bodies), and individual staff members.
- A thorough overview of the entire Comprehensive Plan, with emphasis on the parts of the plan that relate to each individual group.
- Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda.
- An in-depth question and answer session, with support from planning personnel, the City Manager, and other key staff.

INTEGRATING THE PLAN INTO DAILY OPERATIONS

Each department, staff person, board, commission, and committee of the City has an obligation to use this plan in guiding their decisions and priorities. As such, the plan has been designed to be user-friendly with the intent that it can be used on a daily basis to guide the overall growth and economic development of the community. The plan is intended to guide staff in their efforts to manage their individual departments, annual work programs, and capital improvement projects. To ensure cross-fertilization throughout all municipal departments, the overall community vision and the recommendations articulated in each element of the plan should be referenced in other related studies and projects that are developed by the City. Components of the plan, including the Future Land Use Plan and Thoroughfare Plan must be used during the development review process, as well as during any decision-making related to investments in community infrastructure and the provision of municipal services.

While it is critical that the plan be highly visible within the City to ensure that it is considered in all municipal functions and operations, it must also be accessible to, and used by, the private sector as it makes investment decisions in the community.

ROLE DEFINITION

As the community’s elected officials, the City Council will assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, the City Council must also ensure effective coordination among the various groups that are responsible for carrying

out the plan's recommendations.

The City Council may take the lead in the following general areas:

- Acting as a “champion” of the plan.
- Adopting and amending the plan by Ordinance, after recommendation by the Planning Commission.
- Adopting new or amended land development regulations to implement the plan.
- Approving interlocal agreements that implement the plan.
- Establishing the overall action priorities and timeframes by which each action item of the plan will be initiated and completed.
- Considering and approving the funding commitments that will be required.
- Offering final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies.
- Providing policy direction to the Planning Commission, other appointed City boards and commissions, and City staff.

The Planning Commission may take the lead in the following general areas:

- The Commission should consider the appointment of Committees within the Commission with the express purpose of ensuring that programs and activities are carried out to implement the plan.
- Hosting the education initiative described above with the assistance of the Planning staff.
- Periodically obtaining public input to keep the plan up-to-date, using a variety of community outreach and stakeholder involvement methods.
- Ensuring that recommendations forwarded to the City Council are reflective of the Plan's goals and recommendations. This relates particularly to decisions involving development review and approval, zoning requests, ordinance amendments, and potential annexations.
- Making recommendations to the City Council regarding plan updates and plan amendments.

City Staff may take the lead in the following general areas:

- Managing day-to-day implementation of the Plan, including ongoing coordination through an interdepartmental plan implementation committee.
- Supporting and carrying out community investment planning efforts.
- Managing the drafting of new or amended land development regulations.
- Enforcing code standards in existing neighborhoods.
- Conducting studies and developing additional plans (including management of consultant efforts, as necessary).
- Reviewing applications for consistency with the Comprehensive Plan as required by the City's land

The vision and goals in a comprehensive plan are attained through a multitude of specific actions. Many of the action initiatives highlighted in this section cut across—and are supported by—multiple chapters within the plan.

Table 6.1
Priority Action Agenda

Action Type	Implementation and Coordination Roles City of Carbondale's Coordination with Public and Private Partners	Funding Sources				
		City Budget	CIP Budget	Other Govts	Grants	Private/Other
Zoning and subdivision ordinance revisions	Community Representatives (i.e., developers, design professionals, neighborhood associations, etc.), Professional consulting firm	✓			✓	
Maintain and ensure neighborhood integrity	Housing and Neighborhood Action Group, Neighborhood Associations, Southern Illinois University (SIU), Illinois Department of Transportation (IDOT), Southern Illinois Healthcare (SIH)	✓	✓		✓	✓
Promote economic development	Carbondale Business Development Corporation (CBDC), Southern Illinois Research Park, Carbondale Main Street, Carbondale Chamber of Commerce, Illinois Department of Commerce and Economic Opportunity (DCEO), Jackson Growth Alliance, Local Investors	✓	✓	✓	✓	✓
Reinvest and rehabilitate the existing housing stock	Funding Assistance through Illinois Housing Development Authority and DCEO, Carbondale Business Development Corporation, the establishment of a not-for-profit Neighborhood Redevelopment Group	✓	✓		✓	✓
Downtown revitalization and redevelopment	Carbondale Main Street, IDOT, CBDC, Carbondale Chamber of Commerce, Memorial Hospital	✓	✓		✓	✓
Promote sustainability and green building	Utility companies and local providers, Southern Illinois University (SIU), Homebuilders Association, Various Grants and Incentive programs through the State and Federal Government.	✓	✓		✓	✓
Increase pedestrian and bicycle use	IDOT, Local Bike Enthusiasts, Local Retailers, School Districts, SIU, Federal and State Grants	✓	✓	✓	✓	✓

development regulations.

- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners.
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

6.5 Action Plan

For progress to be achieved in any of these areas, it is essential that both long- and short-range implementation strategies be identified along with an action timeframe and an assignment of responsibilities to specific entities. **Table 6.1, Priority Action**

Agenda, includes the following elements and implementation considerations:

- **Action Type.** This relates back to the six types of implementation methods highlighted earlier in this chapter (policy focused, regulatory focused, capital focused, program/initiative focused, partnership focused, planning/study focused).
- **Implementation and Coordination Roles.** In addition to identifying which City department(s) or function(s) would likely lead a task, this portion of Table 6.1 also highlights a variety of local and regional agencies that might have a role to play in certain initiatives, perhaps through potential cost-sharing, technical assistance, direct cooperation, or simply by providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or revised development standards are to be considered, participation of the development community is essential to ensure adequate consensus building.
- **Funding Sources.** This final set of columns in Table 6.1 indicates typical ways to finance plan implementation efforts. An obvious source is through the City's own annual operating budget, as well as multi-year capital budgeting which is not strictly for physical construction projects but also for funding significant studies and plans intended to lay the groundwork for long-term capital projects. An Other Governments column is included along with a Grants column because grants are often applied for and awarded through a competitive process. Also, the County or other government agencies might choose to commit funds directly to an initiative along with the City. On the other hand, grants can also come from foundations and other non-government sources. Finally, the Private/Other column underscores the potential for public/private initiatives, corporate outreach, university participation, faith-based efforts, and other community volunteer contributions. The early implementation of certain action items, while perhaps not the highest priority, may be expedited by the availability of related grant opportunities, by a State or Federal mandate, or the willingness of one or more partners to

SETTING A DIRECTION FOR ACTION

A mock task prioritization exercise was completed with members of the City Council, Planning Commission, and Plan Review Committee prior to final consideration of the proposed Comprehensive Plan. Through this informal exercise, participants ended up rating a set of initiatives that originate from various sections of the Plan involving neighborhoods and Downtown, infrastructure, economic development, and housing conditions – all of which will require particular types of tasks to achieve, as discussed in this chapter.

This type of ranking exercise, and the ensuing workshop discussion of implementation opportunities and challenges, demonstrates the value of considering Plan implementation priorities among the City's leadership. It is essential that implementation priorities be revisited annually to recognize accomplishments, highlight areas where further attention and effort is needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. One should keep in mind that the early implementation of certain items, while perhaps not the highest priority, may be expedited by the availability of related grant opportunities by a State or federal mandate or the willingness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially controversial new program.

pursue an initiative with the City. The vision and goals in a Comprehensive Plan are attained, over time, through a multitude of specific actions.

6.6 Plan Amendment Process

The Carbondale Comprehensive Plan is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, as well as other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As the City grows and evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated goals, policies and action statements are still appropriate.

Revisions to the Comprehensive Plan are two-fold, with minor plan amendments occurring at least bi-annually and more significant modifications and updates occurring every five years. Minor amendments could include revisions to certain elements of the plan as a result of the adoption of another specialized plan or interim changes to the Future Land Use Plan and/or the Thoroughfare Plan. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the goals, policies and recommendations in the plan—and formulating new ones as necessary; and adding, revising or removing action statements in the plan based on implementation progress.

ANNUAL PROGRESS REPORT

The Planning Commission, with the assistance of staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the Plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementation of ordinances and regulations should be an essential part of this effort.

The Annual Progress Report might include and highlight:

- Significant actions and accomplishments during the past year, including the status of implementation for each programmed task in the Comprehensive Plan.
- Obstacles or problems in the implementation of the Plan, including those encountered in administering the land use and transportation aspects, as well as any other recommendations of the Plan.
- Proposed amendments that have come forward during the course of the year, which may include revisions to individual maps or text changes.
- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's CIP, other projects to be funded, and coordination with public and private implementation partners.

BI-ANNUAL AMENDMENT PROCESS

Plan amendments should occur on at least a bi-annual basis, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and recommendations set forth in the plan. Careful consideration should also be given to guard against site specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals and recommendations in the plan.
- Adherence with the Future Land Use and/or Thoroughfare Plans.
- Compatibility with the surrounding area.
- Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network.
- Impact on the City's ability to provide, fund, and maintain services.
- Impact on environmentally sensitive and natural areas.
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the Plan vision and goals.

FIVE-YEAR UPDATE / EVALUATION AND APPRAISAL REPORT

An evaluation and appraisal report should be prepared every five years. This report should be prepared by City staff with input from various City departments, the Planning Commission, and other boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unmet goals and recommendations. The evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated goals, and/or action recommendations.

More specifically, the report should identify and evaluate the following:

1. Summary of major actions and interim plan amendments undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends and base studies data, including the following:
 - The rate at which growth and development is occurring relative to the projections put forward in the plan.
 - Shifts in demographics and other growth trends.
 - The area of land that is designated and zoned for urban development and

its capacity to meet projected demands and needs.

- City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated goals or strategies of the plan.
 - Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
4. Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
- Individual statements or sections of the Plan must be reviewed and rewritten, as necessary, to ensure that the Plan provides sufficient information and direction to achieve the intended outcome.
 - Conflicts between goals that have been discovered in the implementation and administration of the Plan must be pointed out and resolved.
 - The action agenda must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re evaluated to ensure their continued relevance and/or to revise them appropriately.
 - As conditions change, the timeframes for implementing the individual actions of the Plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
 - Based upon organizational, programmatic and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's recommended actions.
 - Changes in laws, procedures and missions may impact the ability of the community to achieve its goals. The Plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.
 - As the City continues to grow, it may be necessary to expand the Future Land Use Plan to identify land uses in areas not initially covered by the study area included in the original plan. The City may or may not choose to expand the zoning jurisdiction as the City expands. An amendment to the Future Land Use Plan would at least provide the framework for such an action if the City so chooses.

ONGOING COMMUNITY OUTREACH AND ENGAGEMENT

All review and updates processes related to the Comprehensive Plan should emphasize and incorporate ongoing public input. The annual and continual plan evaluation and reporting process should also incorporate specific performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and citizens in a "report card" fashion. Examples might include:

- Acres of new development (plus number of residential units and square footage of commercial and industrial space) approved and constructed in conformance with this plan and related City codes. This measurement should also include the number of affordable residential units.

- Various measures of service capacity (gallons, kilowatts, acre-feet, etc.) added to the City's major utility systems as indicated in this plan and associated utility master plans—and the millions of dollars allocated to fund the necessary capital projects.
- Acres of open space and miles of trail developed or improved in accordance with this plan and related bikeways plan.
- Indicators of City efforts to ensure neighborhood integrity as emphasized in this plan (e.g., code enforcement activity, number of homes receiving improvements and weatherization, number of historic designations made for homes/neighborhoods, etc.).
- Miles of new bike routes and sidewalks added to the City's transportation system to provide alternative mobility options as recommended in this plan.
- New businesses and associated employment added to the local job market through the economic development initiatives and priorities identified in this plan.
- Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units, and retail and office spaces in urban mixed-use settings, etc.) as envisioned through this plan.
- The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices and related conservation efforts in new and existing City facilities, as suggested in this plan.
- The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Comprehensive Plan implementation and periodic review and updating, as outlined in this chapter.

CITY OF CARBONDALE, ILLINOIS

ORDINANCE NO. 2010-24

AN ORDINANCE ADOPTING A NEW COMPREHENSIVE PLAN FOR THE CITY OF
CARBONDALE, ILLINOIS

ADOPTED BY THE CITY COUNCIL

OF THE CITY OF CARBONDALE, ILLINOIS

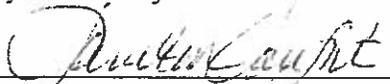
THE 22nd DAY OF JUNE, 2010

Published in pamphlet form by authority of the City Council of the City of Carbondale, Jackson
County, Illinois, this 23rd day of June 2010.

CERTIFICATE OF PUBLICATION

I, Janet M. Vaught, the duly qualified and acting City Clerk of the City of Carbondale,
Illinois, and the official custodian of the records of said City, do hereby certify that this
Ordinance was published in pamphlet form by authority of the City Council on the 23rd day of
June, 2010.





Janet M. Vaught, City Clerk
City of Carbondale, Illinois

ORDINANCE NO. 2010-24

**AN ORDINANCE ADOPTING A NEW COMPREHENSIVE PLAN FOR THE CITY OF
CARBONDALE, ILLINOIS**

WHEREAS, the City of Carbondale, Illinois is a home rule unit of local government under the Illinois Constitution, 1970, Article VII, Section 6; and

WHEREAS, pursuant to Article VII, Section 6(a), of the Illinois Constitution, 1970, the City of Carbondale may exercise any power and perform any function pertaining to its government and affairs including, but not limited to, the power to regulate for the protection of the public health, safety, morals and welfare; and

WHEREAS, the City of Carbondale entered into an agreement with Kendig Keast Collaborative to draft a new Comprehensive Plan for the City; and,

WHEREAS, A Comprehensive Plan Review Committee (CPRC) was appointed by the Mayor with the City Council's approval to help guide the drafting process; and,

WHEREAS, in an attempt to gain as much community input as possible a Community Symposium was held on March 26, 2009, key stakeholders were interviewed, and CPRC meetings were open to the public; and,

WHEREAS, a notice of a public hearing stating its purpose was published in the *Southern Illinoisan* on the 2nd day of May, 2010, being at least (15) days prior to said hearing; and,

WHEREAS, a hearing of the Planning Commission of the City of Carbondale was called at 7:00 p.m. on the 19th day of May, 2010, at City Council Chambers in said City to consider the new Comprehensive Plan; and,

WHEREAS, the Planning Commission conducted said hearing pursuant to the

notice given, and to the laws of the State of Illinois; and,

WHEREAS, the Planning Commission met again on June 2, 2010 to review a revised copy of the Comprehensive Plan that incorporated comments received at the public hearing; and,

WHEREAS, said Planning Commission thereafter filed with the City Council a report of its hearing disclosing its recommendation, said recommendation being as follows: to approve the revised Comprehensive Plan as submitted at the June 2, 2010 meeting with, comments received at the public hearing incorporated into the text of the document ; and,

WHEREAS, the City Council of the City of Carbondale has considered the record of the Commission's public hearing, the final version of the Comprehensive Plan incorporating all recommended changes, the provisions of Chapter 15 of the Carbondale Revised Code, and all applicable State Statutes and finds that the Comprehensive Plan should be adopted.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF CARBONDALE, ILLINOIS, AS FOLLOWS:

Section 1. That the Comprehensive Plan for the City of Carbondale and surrounding areas, as represented by the *City of Carbondale Comprehensive Plan* which includes the Future Land Use map, attached hereto and made a part hereof as Exhibit A, shall be and hereby is adopted by the City Council of the City of Carbondale, Illinois, in accordance with Chapter 65, Section 5/11-12-6 & 7 of the Illinois Compiled Statutes.

Section 2. That said Comprehensive Plan be placed on file with the City Clerk to be available for inspection by the public during business hours and that copies of said plan be made available by the Planning Services Division to all interested parties.

Section 3. That the City Clerk shall file a notice of adoption of this Ordinance with the Jackson County, Illinois, Clerk and Recorder.

Section 4. That the City Clerk shall file a notice of adoption of this Ordinance with the Williamson County, Illinois, Clerk and Recorder.

Section 5. That Ordinance No. 97-81, adopted by the City Council of the City of Carbondale, Illinois, on April 29, 1997 which adopted the 1997 Comprehensive Plan, is hereby expressly repealed and is of no further force and effect.

Section 6. That all other ordinances or parts thereof in conflict herewith are expressly repealed and are of no other force and effect.

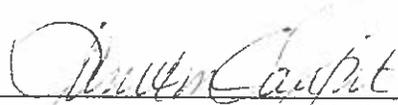
Section 7. That it is the intention of the City Council of the City of Carbondale that this Ordinance and every provision thereof shall be considered separable, and the invalidity of any section, clause, or provision of this Ordinance shall not affect the validity of any other portion of this Ordinance.

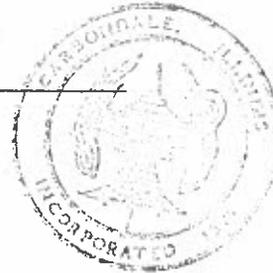
Section 8. That the City Council of the City of Carbondale finds that the subject matter of this Ordinance pertains to the government and affairs of the City of Carbondale and is passed pursuant to the provisions of Article VII, Section 6(a) of the 1970 Illinois Constitution.

Section 9. That this Ordinance shall be known as Ordinance No. 2010- 24 of the City of Carbondale, Illinois, and shall take effect upon its passage, approval, recording, and publication in pamphlet form in accordance with law.

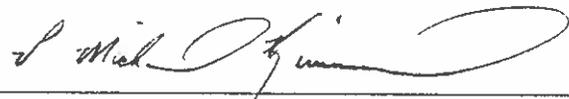
APPROVED: 
Brad Cole, Mayor

FOR:	<u>Pohlmann, Wissmann, Haynes,</u>
AGAINST:	<u>Jack, Fritzler, McDaniel, Cole</u>
PASSED:	<u>None</u>
APPROVED:	<u>6-22-2010</u>
RECORDED:	<u>6-23-2010</u>
PUBLISHED:	<u>6-23-2010</u>

ATTEST: 
Janet M. Vaught, City Clerk



APPROVED AS TO LEGALITY AND FORM:


P. Michael Kimmel, City Attorney



Brad Cole
Mayor

June 4, 2010

Dr. Robert A. Harper
410 Deer Lake Drive West
Carbondale, Illinois 62901

Dear Bob:

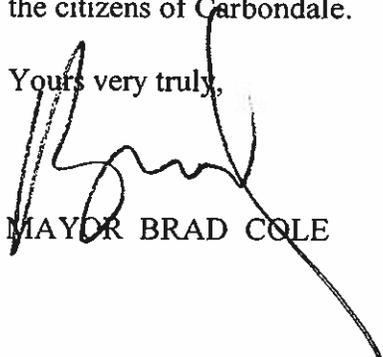
Thank you for your letter and final report to accompany the Comprehensive Plan Review Committee's work thus far on updating our Comprehensive Plan.

I have reviewed the report and appreciate your summarization of key issues. This has been a long and difficult task, with many personalities and challenges involved with its completion. When I appointed you to serve as chairman of the committee, I had complete faith in your capable abilities to lead the effort. As it is now concluded, my initial opinion has only been strengthened and I am personally grateful for the many hours you dedicated to the cause. Please accept my thanks for a job well done.

Adoption of the final plan is anticipated soon and, with such action, your committee shall be discharged of its duties and your work should be considered complete.

Thank you again for your efforts, they are greatly appreciated and will long-serve the citizens of Carbondale.

Yours very truly,



MAYOR BRAD COLE

June 1, 2010

Hon. Brad Cole, Mayor
City of Carbondale
City Hall
200 S. Illinois Ave.
Carbondale IL 62901

Dear Brad:

Here is the final report of the Comprehensive Plan Review Committee. This is a revised draft that has been submitted to the entire committee for review.

While not all committee members participated after the first few meetings, those who did really gave maximum effort in terms of time, thought, careful reading, and serious discussion and recommendations. The active members deserving of special commendation include Jane Adams, Bob Bauman (although suffering major health problems), Lana Bardo, Elizabeth Gersbacher (perfect attendance), Bob Greene, Doug McEwen (even while wintering in Florida), and Bill Schroeder (who was involved in a serious accident while serving). I think we made a difference from the outset and that the final plan reflects work by our committee, although I must add, that the final plan is not entirely the way we see Carbondale's needs.

This report expresses our concerns for the future of Carbondale. We think that hangs in large part on the two main points in our report:

- The need to move Carbondale's housing base from its pre-WWII railroad-oriented majority to one that reflects our current situation as a university-professional town. We need to replace much of our old housing stock; we need to build more affordable new housing. The social situation in neighborhoods and our schools are part of this issue.
- The critical need for strong joint city-university planning to solve the housing dilemma---and the other issues we list. We need to think of the city and the university as twin-towns that need joint overall planning involving both.

Personally, I appreciate your confidence in me. I enjoyed the work and came to better appreciate the problems of city government. I would welcome the opportunity to talk to you about the committee's work and our recommendations.

Sincerely yours,



Robert A. Harper
410 Deer Lake Dr. W.

457-7081

Report of the Comprehensive Plan Review Committee
June 1, 2010

Committee Members: Jane Adams, Lana Bardo, Robert Bauman, Larry Briggs, John Davis, John Dosier, Nick Ferraro, Elizabeth Gersbacher, Allen Gill, Robert Greene, Robert Harper (Chair), Richard Hayes, Doug McEwen, Roger Phister, William Schroeder

We think that the Plan should be a springboard for attacking the key issues of our community. But, this plan does not set priorities or point up major issues, so we are highlighting several issues that we believe are of vital concern needing immediate and massive attention.

To us, housing is the community's biggest problem. Unless addressed, it threatens key neighborhoods, and the future of the entire community. The city has yet to make the transition from the housing stock of the railroad town it was until 50 years ago to the housing needs of the major university community that it has become. We believe housing in, and the character of, pre-1950 neighborhoods remain the main obstacles to the city's future, both in the short-run and long-term. There is too much sub-standard housing and too little attractive new housing in Carbondale. Moreover, new privately-developed student housing has not been carefully integrated into existing neighborhoods, or the overall community.

- There is an excessive stock of low-income housing left vacant or in dilapidated condition, and often rented to persons unable to maintain even minimum standards. This is particularly the case within the core residential districts of the railroad town with their stock of pre-World War II housing. These neighborhoods need major rehabilitation. There are also social problems involving the accommodation of low-income families in these areas.
- Long-standing residential neighborhoods, such as those north of the University and east of Little Crab Orchard Creek on the west side, are struggling to maintain their traditional residential character because of the invasion of student and other rental occupancy. There must be both physical and social accommodation of town and gown in them. Ownership incentives are needed to shift rental housing to owner-occupied.
- The lack of attractive new housing in the \$150,000-and-less price range in the city is depriving us of one of the key assets to future growth, young working-class couples and families. They are finding that sort of housing in and around other communities.

The above issues point up perhaps the greatest overall failing in planning for our community: The lack of integrated planning between the University and the town. Even though annexed to the city, the University, with some 20,000 students, is in fact a twin-city adjacent to ours. Thousands of students and University employees living on campus cross Mill Street daily to take advantage of city services; thousands more, who live in our neighborhoods, enter campus. Yet, city leaders on the one hand, and University officials on the other, do little to jointly manage the issues that affect both of our twin communities and are of major concern to both City and University officials.

- We have been told that a city-university planning group is already in-place. If so, it has not been effective in attacking the key issues we have noted above----issues that are important to the University as well as to the city. We believe that aggressive, effective joint planning between the city and the University is essential to the future of both entities and should be a top priority to both. We do not think there will be effective overall planning without a major joint effort by both city and University.

We believe that the long-term city planning charge of the City Planning Commission has been lost in the maze of zoning exceptions and subdivision approvals it must handle. For us, Carbondale cannot afford to let this lack continue. We have the following suggestions:

- Citizens serving on the Plan Commission commonly have had no involvement with planning. The current Commission and all new appointees need to be provided with training on the fundamentals of city planning. Nationwide planning associations have materials available that would be the base for training workshops.
- Different members of the Commission should assigned individual chapters of the new plan to study. Well versed in the ideas and action steps of their chapter, such persons would be facilitators about the topic in Commission long-term planning discussion.
- Long-term planning should be on the agenda of all Planning Commission meetings with enough time for serious discussion of issues. As needed, whole meetings should be set-aside for plan review.
- If the planning issues we have noted above are to be effectively attacked, and the Planning Commission's charge broadened, the professional city planning staff must be augmented. We recognize this will be difficult in the current financial situation, but we are dealing with the future of our city.

We have lesser issues that we believe are important enough to deserve priority attention by those concerned with the City's future:

- The lack of a public swimming pool or water park, after years of expressed desire by citizens, various surveys, and plans, is a travesty.
- The upgrading of Downtown and the improvement of its walking ties to The Strip and the hospital is vital if Downtown is to effectively serve the City.
- The lack of a railroad crossing north of Oak Street is a danger to emergency issues in the northeast.
- We need to face up to social issues in our community: the poor, the poorly educated, the poorly housed. Until we find solutions to these issues, there will be problems in our neighborhoods and we will have too much crime.
- Design standards for new construction in established neighborhoods must be implemented to assure that new housing—and commercial—will be compatible to the surrounding community.
- Carbondale needs more and improved parks, bike trails, sidewalks, and handicapped accessibility.
- Study is needed to handle the readjustment of our key retail concentration on the East side as the Mall continues to lose tenants.
- We should improve the appearance of the University Avenue corridor and Mill Street to dress up the gateway to the University campus.
- We must rethink Carbondale's relations with the rest of Southern Illinois. The city has the potential to be the central node for Southern Illinois, but is seen as 'a world apart' by many residents of the region, and a competitor by nearby towns.
- Press for a 4-lane connection to St. Louis and some way to relieve traffic through the city, by trucks in particular. The revitalization of Downtown will not be complete without a different traffic pattern.
- We should make plans to turn our regional airport into a major asset by creating high-tech commercial industrial development around the airport.
- In all our ventures, we should provide 21st Century planning that incorporates ecological, energy, and informational-age technology.

June 1, 2010
Hon. Brad Cole, Mayor
City of Carbondale
City Hall



KENDIG KEAST
COLLABORATIVE

