

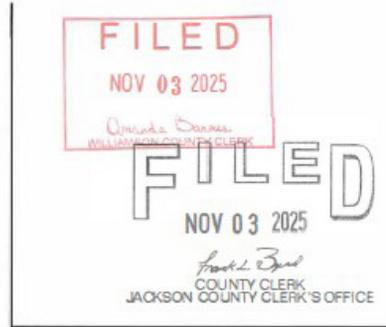


PLAN CARBONDALE

Our Community. Our Future.

Comprehensive Plan

October 2025



CITY OF CARBONDALE, ILLINOIS

ORDINANCE NO. 2025- 38

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 28th DAY OF OCTOBER, 2025

Published in pamphlet form by authority of the City Council of the City of Carbondale, Jackson County, Illinois, this 29th day of October, 2025.

CERTIFICATE OF PUBLICATION

I, Jennifer R. Sorrell, the duly qualified 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 29th day of October, 2025.




Jennifer R. Sorrell, City Clerk

ORDINANCE NO. 2025- 38

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 PLANNING NEXT, INC. to draft a new Comprehensive Plan for the City; and,

WHEREAS, a Comprehensive Plan Steering Committee was appointed by the Mayor with the City Council's approval to help guide the drafting process; and,

WHEREAS, in order to gain as much community input as possible, two rounds of engagement took place, each involving an open house with over 100 attendees, online engagement, and extensive stakeholder, City Council, and City staff interviews; and,

WHEREAS, a notice of a public hearing stating its purpose was published in the *Southern Illinoisan* on the 10th day of May, 2025, 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 6:00 p.m. on the 28th day of May, 2025, 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 25, 2025, to review a revised copy of the Comprehensive Plan that incorporated comments received, and met a third time on August 13, 2025; 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 August 13, 2025, meeting; 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 PLAN Carbondale, the City of Carbondale's 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. 2010-24, adopted by the City Council of the City of Carbondale, Illinois, on June 22, 2010, which adopted the 2010 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 take effect upon its passage, approval, recording, and publication in pamphlet form in accordance with law.



APPROVED: *Carolyn Harvey*
Carolyn Harvey, Mayor

ATTEST: *Jennifer R. Sorrell*
Jennifer R. Sorrell, City Clerk



CERTIFICATION

STATE OF ILLINOIS)
COUNTIES OF JACKSON AND WILLIAMSON)

I, Jennifer R. Sorrell, the duly qualified and acting City Clerk of the City of Carbondale, Jackson County, Illinois, and the keeper of the official records of said City, do hereby certify that the foregoing is a true, correct, and complete copy of Ordinance 2025-38 "An Ordinance Adopting a New Comprehensive Plan for the City of Carbondale, Illinois", which Ordinance was adopted by the Carbondale City Council at the meeting of October 28, 2025, as that document appears from the records of my office.

Given under my hand and the official seal of the City of Carbondale, Illinois, this 3rd day of November, 2025.

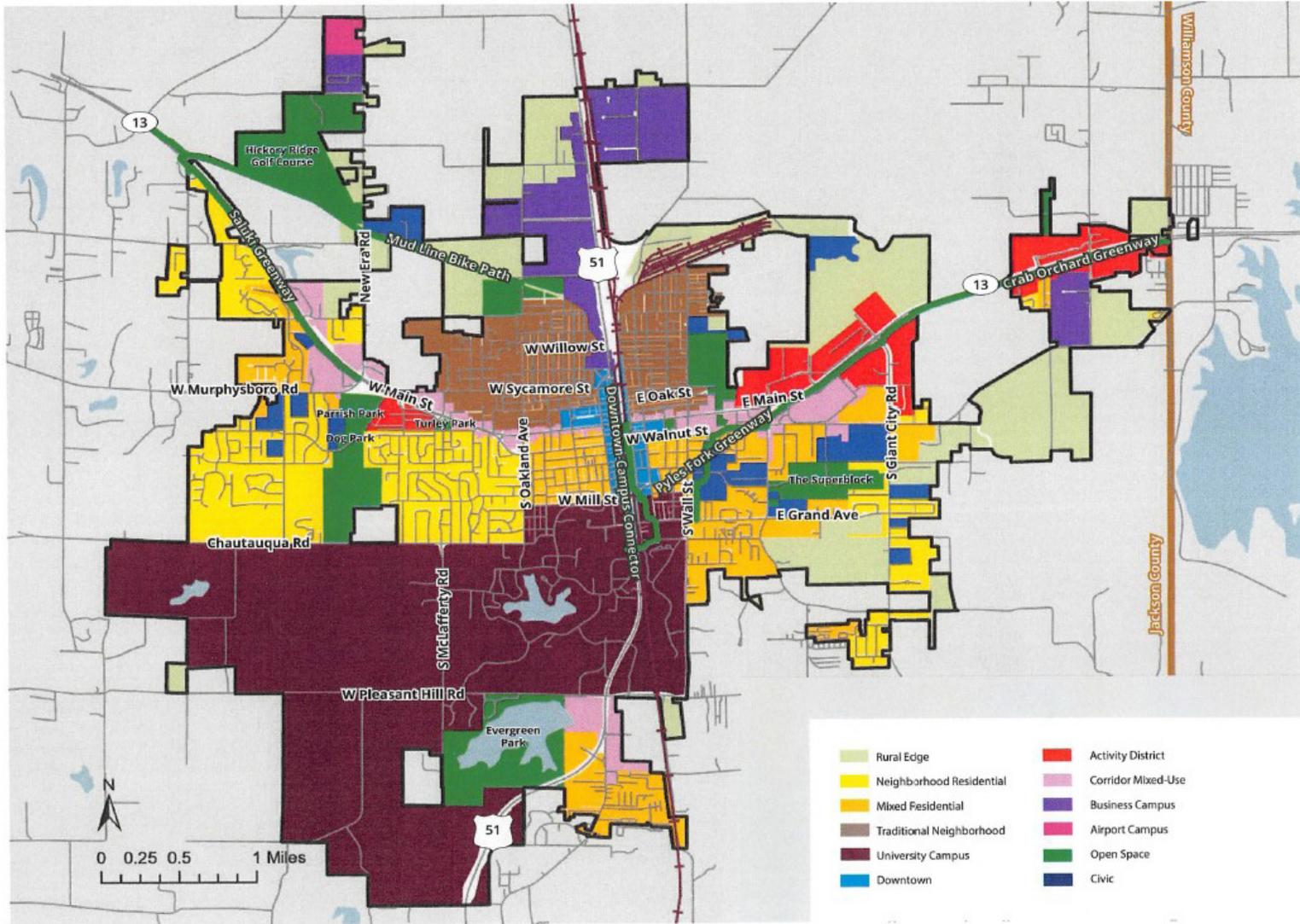


Jennifer R. Sorrell
Jennifer R. Sorrell, City Clerk

FOR: Colombo, Killman, Loos, Maxwell,
Roberts, Stanfield, Harvey
AGAINST: None
PASSED: October 28, 2025
APPROVED: October 28, 2025
RECORDED: October 29, 2025
PUBLISHED: October 29, 2025

EXHIBIT A

Future Character and Land Use (City Limits)



Future Character and Land Use (Outside City Limits)

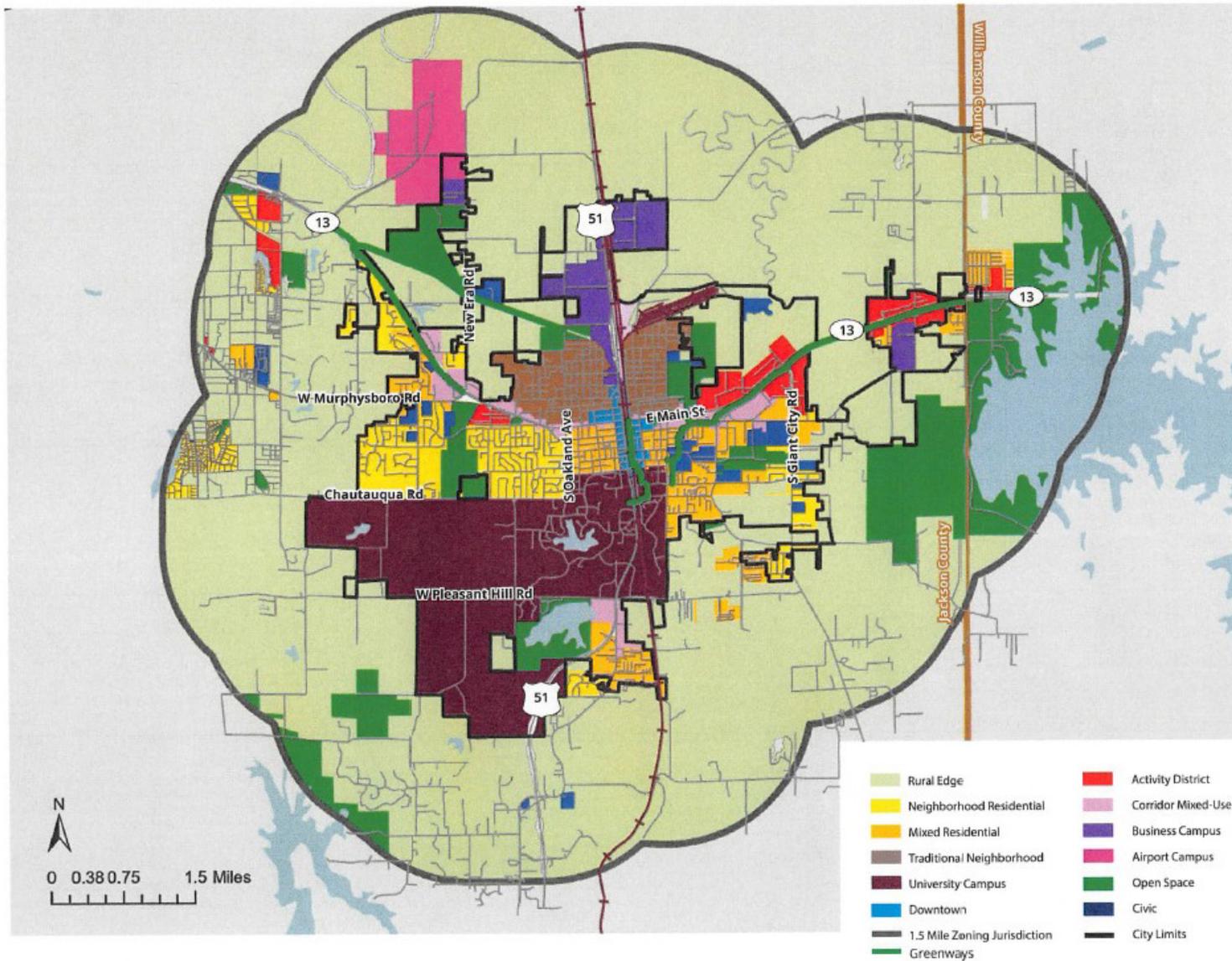


Table of Contents

1. Introduction	1
2. Existing Conditions	11
3. Character and Land Use	35
4. Goals, Objectives, and Actions	59
5. Implementation	75
6. Appendices	83

Acknowledgements

The City of Carbondale would like to thank the following individuals for their commitment and dedication in assisting with the development of the PLAN Carbondale comprehensive plan. Sharing your knowledge, thoughts, and ideas has been an invaluable service to your community.

Staff

Stan Reno, City Manager

Molly Maxwell, AICP, Senior Planner

Karl Mueller, Planner/Downtown and Preservation Focus

John Lenzini, Community Development Manager

Lauren Becker, Planner/Sustainability Coordinator

Ashley Gibson, Planner

Dena Haun, Tourism and Special Events Coordinator

Eva Fisher, Public Relations Officer

Steven Mitchell, Economic Development Director

Robert Hardin, Director of Public Works

Consultants

planning NEXT

Ninigret Partners

Mayor and City Council

Mayor Carolin Harvey

Jeff Doherty

LaCaje Hill

Clare Killman

Adam Loos

Nancy Maxwell

Ginger Rye-Sanders

Nathan Colombo (as of May 2025)

Dawn Roberts (as of May 2025)

Brian Stanfield (as of May 2025)

Planning Commission

Jessica Allee

George Sheffer

Phillip Carrier

Sandy Litecky

Brandon Brown

LaRue Love

Janet Lilly

John Shukites

Rolf Schilling

Steering Committee

Amelia Ketzle

Antonio Martinez

Aspen D'Costa

Carrie Mueller

Chastity Mays

Christopher E Swims

Connor Gerald Vine

Cree Sahidah Glanz

Cynthia Kathleen (Kathy) Jones

Dawn Roberts

Dean Reece

Donell Nicholson

Fred Martino

James Mayer

Jamie Michelle Meyers

Lynette Miller

Steven Johnson

Unree Westley

Yahaira Vargas

Letter to the Community

The PLAN Carbondale Steering Committee is proud to present a new comprehensive plan to guide the city's future. This document reflects the voices of community members who have generously offered their insights to help shape a vision for the city for the next decade.

Carbondale is a vibrant community in southern Illinois, known for its natural beauty, opportunities for outdoor recreation, and strong sense of community, creative spirit, and cultural offerings in its downtown. Nestled in the Shawnee Hills, it offers residents and visitors access to scenic trails, state parks, and a variety of outdoor activities. Carbondale is also home to Southern Illinois University (SIU), which plays a vital role in the city's character by providing educational opportunities and a lively atmosphere. Its arts and music scene, local businesses, and active neighborhoods contribute to a unique and welcoming environment. Carbondale continues to build on its strengths while preserving the qualities that make it a great place to live, work, and visit.

This is a pivotal moment for Carbondale. PLAN Carbondale is a call to action—an opportunity to build on what makes the community special while preparing for the future. The plan is rooted in the belief that the City must be strategic and forward-thinking in managing change. The choices made today will shape the Carbondale of tomorrow, ensuring that future generations will be proud to call it home.

The comprehensive plan provides predictability for residents and businesses, strengthens the City's financial future, and enhances Carbondale's ability to attract private investment and secure public funding. PLAN Carbondale establishes a clear path forward—one that reflects the aspirations of the community and ensures a strong, resilient future for the city.

Sincerely,

The PLAN Carbondale Steering Committee

1 Introduction



What is Comprehensive Planning?

In 2024 the City of Carbondale launched PLAN Carbondale, a process to define a long-term vision for the community. The plan is both strategic, serving as an action plan to manage change, and comprehensive, taking a long-range view of a broad spectrum of topics. PLAN Carbondale focuses on capitalizing upon the City's many assets, while recognizing opportunities to continue to improve the quality of life for all residents.

What is a Comprehensive Plan?

A comprehensive plan is a public policy document. It sets forth a long-range vision for land use, housing, economic development, transportation, community facilities, and related topics. It also:

- Serves as a strategic guide to manage change;
- Balances the perspectives of residents, businesses and other stakeholders;
- Is a foundation for regulatory updates, particularly municipal code updates; and
- Is a marketing tool for the City to clearly convey the community's values and priorities.

The plan includes specific actions (policies, programs, and projects) and identifies timing and responsibilities for undertaking those actions. It contains map-based recommendations that indicate the City's intent for where and how it will use land resources.

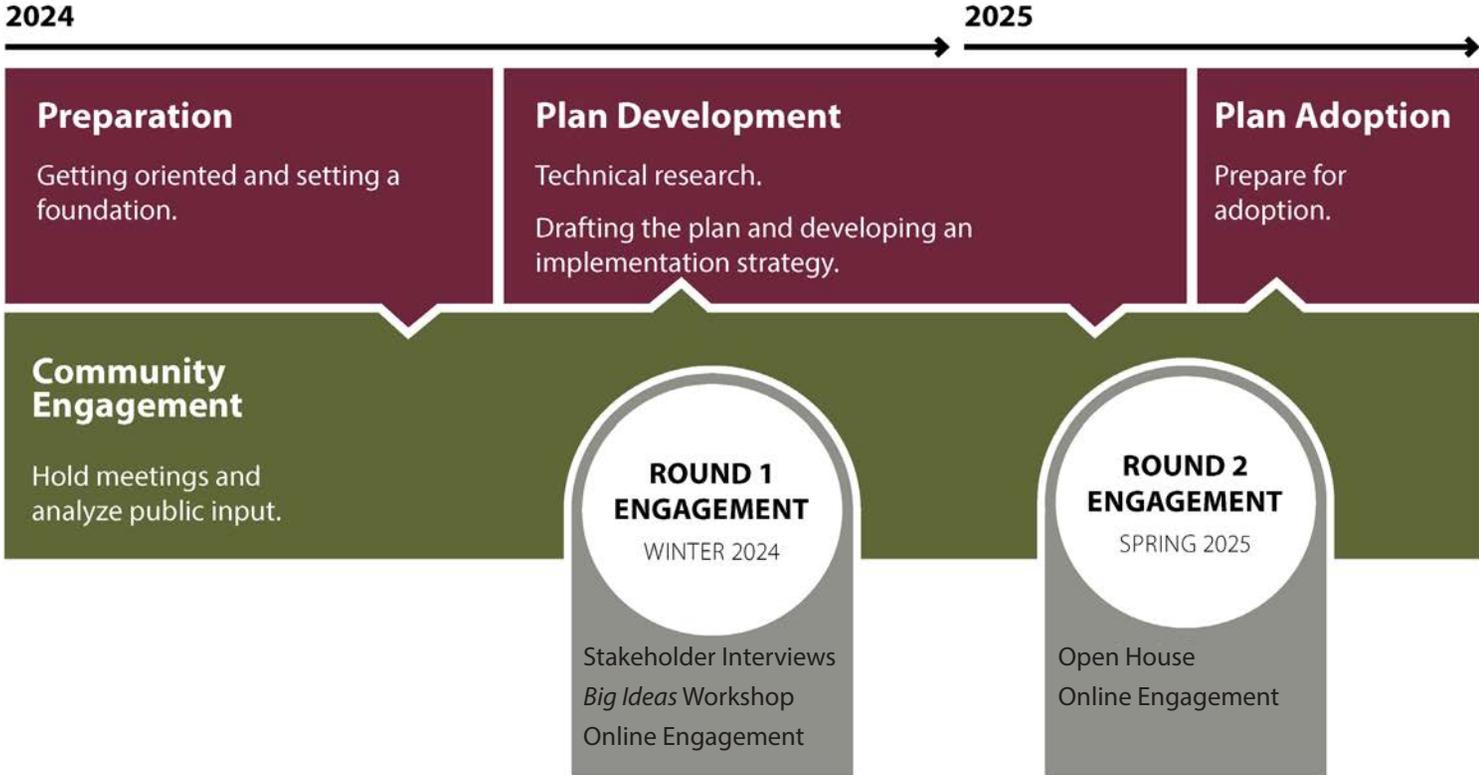
Why does Carbondale need a Comprehensive Plan?

Since the adoption of the 2010 City of Carbondale comprehensive plan, the community has experienced immense change. Specifically, Carbondale has experienced a notable decline in population while also demonstrating true resilience since emerging from the COVID-19 pandemic. Now is the time for a fresh start, which can begin with the implementation of PLAN Carbondale, a forward-thinking, community driven comprehensive plan. This plan can become a catalyst to create positive momentum within the diverse region of southern Illinois.

“Those who live in Carbondale have a love for it and are willing to put in the time and effort to see it succeed.”

- Participant

Process



PLAN Carbondale kicked off in July 2024. The 10-month planning process included an inclusive, diverse, and effective two-round engagement process to gather input from the community, Steering Committee, City staff, and other stakeholders. This plan was also informed by recent plans and studies as well as original technical analysis.

Who was involved?

City Staff

City staff provided overall client leadership and management.

City staff supported and helped coordinate the process with the consultant team. Staff also provided local knowledge of Carbondale's codes, policies, and programs, as well as expertise relevant to each element of the plan.

Steering Committee

The Steering Committee represented the broader community and guided decision-making.

The steering committee was a volunteer group selected via an open application process by the Mayor with assistance from City staff. Their direction was crucial to the development of this plan.

Stakeholders

Stakeholders provided focused input from individuals with specific, locally-based, professional knowledge.

Stakeholders were consulted throughout the process to provide guidance on key focus areas in addition to targeted input across sectors (i.e. education, children & families, industry & healthcare).

General Public

The public was involved throughout the planning process and provided local, broad insight.

Public involvement was vital to the plan's success. Each round of engagement allowed the public to share their thoughts through a variety of avenues.

City Council

City Council provided advice and adopted the final plan.

Comprehensive plans must be formally adopted by the City Council members who have a central role in the plan's implementation.

Consultants

The consultants facilitated the planning process and provided technical expertise.

A consultant team worked closely with City staff to facilitate the process and share experience from other similar communities, as well as planning best practices.

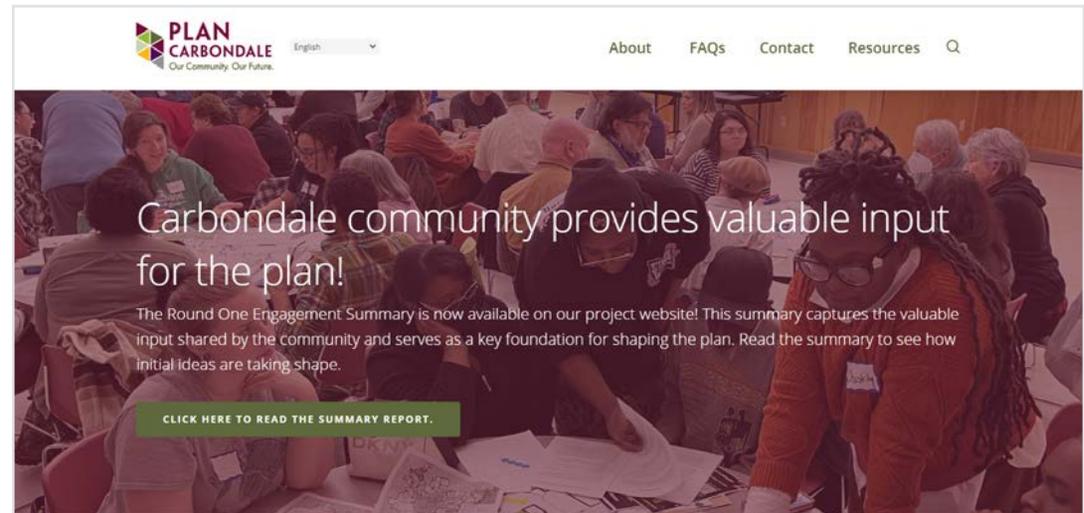


Outreach and Publicity Overview

Outreach

To ensure this plan reflected community needs and values, the public was consistently engaged and informed through an inclusive and robust effort to collect their input. Outreach was conducted in the following ways:

- Project Website
- Email Blast
- Invites to Stakeholders
- WSIU-TV Broadcast
- Local Radio
- Social Media
- Word of Mouth



A branded project website, PlanCarbondale.com, served as a hub for information. Community members learned about the planning process, registered for engagement opportunities, signed up for email updates, and participated in online engagement activities.



Engagement Overview

Public input was a cornerstone of the planning process, ensuring PLAN Carbondale reflects the voices and priorities of the community. The first round of engagement was designed to gather a broad range of perspectives through open-ended questions and mapping exercises, allowing community members to express what matters most to them. Feedback from the first round of engagement, along with technical analysis, helped shape a draft version of the plan's goals, objectives, and actions, as well as draft character types and a Future Character and Land Use Map. The input provided valuable insight into key opportunities and challenges, helping to shape the goals and guiding principles of the plan. The second round of engagement was focused on testing ideas for the plan.

Big Ideas Workshop

An in-person workshop was held on November 13th, 2024 at the Civic Center with over 100 participants in attendance. After a brief presentation that provided the community with some background information on the planning process, participants worked in groups to answer key questions and complete a mapping activity.

Online Engagement

An online activity on the City's website provided an opportunity for community members who did not attend the workshop to contribute ideas. The first part of the activity focused on big ideas and asked five broad questions about the current conditions and ideal future of Carbondale. The second part of the activity allowed participants to map growth and change. Participants could digitally place 'protect', 'grow', and 'change' dots on a map of Carbondale and provide comments explaining their choices.

Stakeholder Interviews

The planning team conducted interviews with a number of Stakeholders (Economic Development staff, Green Earth, Parks and Recreation, Southern Illinois University (SIU), Chamber of Commerce, Southern Illinois Now, Carbondale Main Street, Southern Illinois Healthcare, JAX Mass Transit District, etc.) over the first round of engagement to gather targeted input from groups and organizations working within the region. The planning team asked participants to provide background information on themselves, share insights into opportunities for the City and offer suggestions for groups or individuals who should be reached out to during the planning process.



“Being able to engage in dialogue with other citizens who are concerned about Carbondale was great!”

- Participant

Open House

On April 9th, 2025, PLAN Carbondale hosted an in-person open house at the Civic Center, bringing together residents, business owners, and community leaders for a collaborative discussion about the city's future. The event, which had been rescheduled due to severe weather the previous week, was well-attended, with over 100 individuals participating, generating input that further refined the plan's direction.

During the event attendees explored informational displays, draft maps, and the plan's recommendations, engaging in discussions with members of the planning team and staff. The open house fostered an open, interactive environment where participants could ask questions, share their perspectives, and better understand how their feedback was shaping the plan. Even the kids of Carbondale were included in the process, with a children's table and sensory exercise which asked, "What does your favorite place feel like?" and, "How can Carbondale feel more like your favorite place?".



Online Engagement

The project website continued to serve as the primary hub for engagement and information, providing an accessible platform for those unable to attend the open house. Participants could engage with the same interactive activities and materials presented at the open house, ensuring that all community members had the chance to contribute their perspectives, regardless of their schedules or location.

"I had fun discussing Carbondale with diverse community members. It was an easy way to have my voice heard."

- Participant

Guiding Principles

Nine guiding principles capture the plan's overall direction for Carbondale. These principles are cross-cutting throughout the entire plan.

Create a stronger sense of place.

Define what makes Carbondale unique and sets it apart from the rest of the region. Encourage physical improvements, including gateways, wayfinding, and consistent, high-quality urban design. Focus on relationships with Southern Illinois University, Southern Illinois Healthcare, and other institutional anchors.

Provide a variety of housing options.

Continue efforts to revitalize neighborhoods by providing a variety of housing types and price points to attract the younger population to stay in the community and ensure we are serving the growing older population. Protect close-knit neighborhoods that are distinctive to Carbondale, while remaining aware of emerging trends to fill any gaps.

Increase employment opportunities in the city.

Coordinate efforts with local businesses and organizations to strengthen relationships within the business community and gain a deeper understanding of their needs. Remove any obstacles restricting private investment within the community and focus City resources on key areas identified in the comprehensive plan.

Create more mixed-use, walkable places.

Bolster access to critical locations in the city through corridor enhancements and redevelopment with a mix of uses. Offer more options at various scales and intensities within these areas to attract residents, workers, and visitors, while ensuring appropriate transitions to existing neighborhoods.

Expand opportunities for enhanced mobility.

Build upon the existing trail networks, sidewalks, and other pathways to further connect the community through walking and biking opportunities. Focus on connecting the community to key points of interest while ensuring accessibility for everyone.

Maximize space in the city.

Emphasize development and redevelopment of underutilized areas within Carbondale rather than extending infrastructure and annexing new land. The expansion of city limits should be strategic and focused on employment opportunities or uses with a substantial fiscal benefit to the city.

Promote sustainable and connected development.

Encourage the development of unique public spaces along trails. A linear park network will facilitate walkable mixed-use places. Connecting residential neighborhoods to existing employment hubs will make infill opportunities more attractive. They can also serve as neighborhood gathering places.

Integrate land use compatibility.

Enhance the quality of place through strategic transitions along residential neighborhoods at the boundaries of designated revitalization areas. Future development projects can enhance compatibility by incorporating landscaping, mounding, and other buffering techniques to improve neighborhoods.

Celebrate Carbondale's culture.

Promote Carbondale as the center of entertainment and culture in southern Illinois. Focus on positive imagery, the natural environment, and the city's accomplishments, no matter its size. Educate the community to dispel negative misconceptions. Encourage public and private investments to improve the community's image and navigability to serve residents and attract visitors.

Vision

The plan's vision statement is the highest-level expression of the aspirations of the community.

Carbondale is a welcoming and dynamic community rooted in the Shawnee Hills region. It is dedicated to the well-being of its residents and enriched by its diverse culture, education, and innovation.

Goals

The goals help organize the plan. They are supported by more specific objectives and actions (policies, programs and projects) that are implementable.

Goal A. Intentional Land Use

Creative yet intentional land use strategies that support a diverse range of accessible, attractive, and welcoming places.

Goal B. Mobility

A cohesive, navigable, and walkable community that offers reliable, and safe transportation options for all.

Goal C. Economic Development

A resilient regional economy that capitalizes on its position in southern Illinois and supports a robust workforce and businesses of all sizes.

Goal D. Housing

Quality, affordable housing options that serve residents of all ages, abilities, and income levels.

Goal E. Community Amenities

A variety of cultural, organizational, and physical assets promote a connected, inclusive community, and strengthen a sense of pride.

Goal F. Resource Stewardship

Sustainable resource management to meet current needs while safeguarding future generations' ability to thrive.

Plan Structure

PLAN Carbondale includes a vision statement and six goals that reflect key themes from community input. Each goal is supported by objectives, which break down the goals into specific sub-themes. Objectives are further detailed through actions—recommended projects, policies, or programs that are implemented to achieve the goals.



2 Existing Conditions

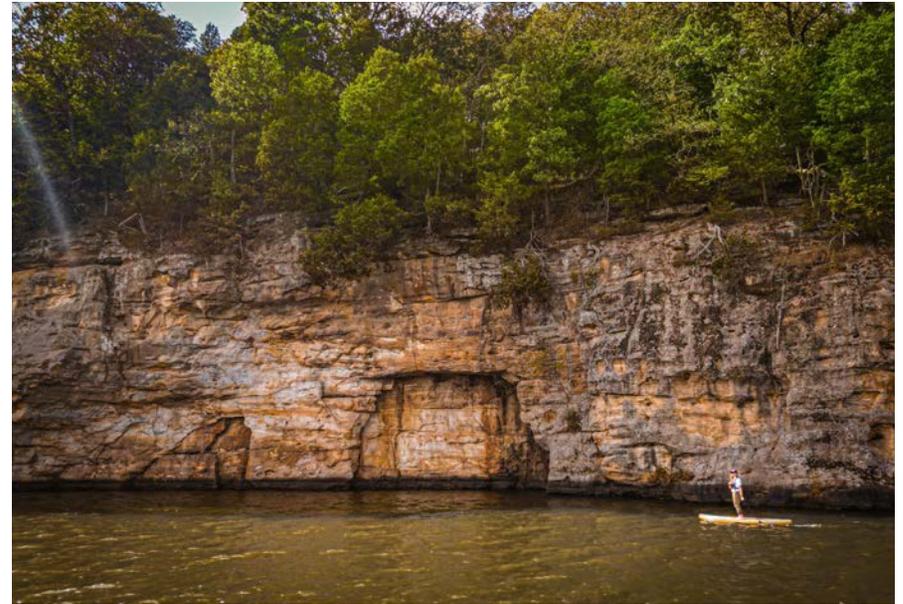


Existing Conditions

Carbondale has earned a well-deserved reputation as a vibrant, inclusive, and sustainable city. The city is a hub for entertainment and services, with the strong anchor of Southern Illinois University (SIU), a historic downtown, and distinctive neighborhoods. SIH Memorial Hospital of Carbondale is the only Level II Trauma Center in Southern Illinois, serving as a regional referral hub that treats seriously injured patients from across the area. The community has access to many recreational opportunities, parks, and natural areas. These places give Carbondale a reputation as a welcoming, forward-thinking community. Carbondale is a beloved home to residents and center of activity in the Shawnee Hills region. At the same time, Carbondale faces some challenges that will be important to address in order for the community to live up to its full potential. It is essential to understand these strengths and challenges in planning for the city's future.

Chapter Organization

- **People** – population, demographics, and social characteristics.
- **Place** – physical environment, infrastructure, natural and built assets.
- **Prosperity** – economic landscape, employment trends, and fiscal activity.



Cedar Lake



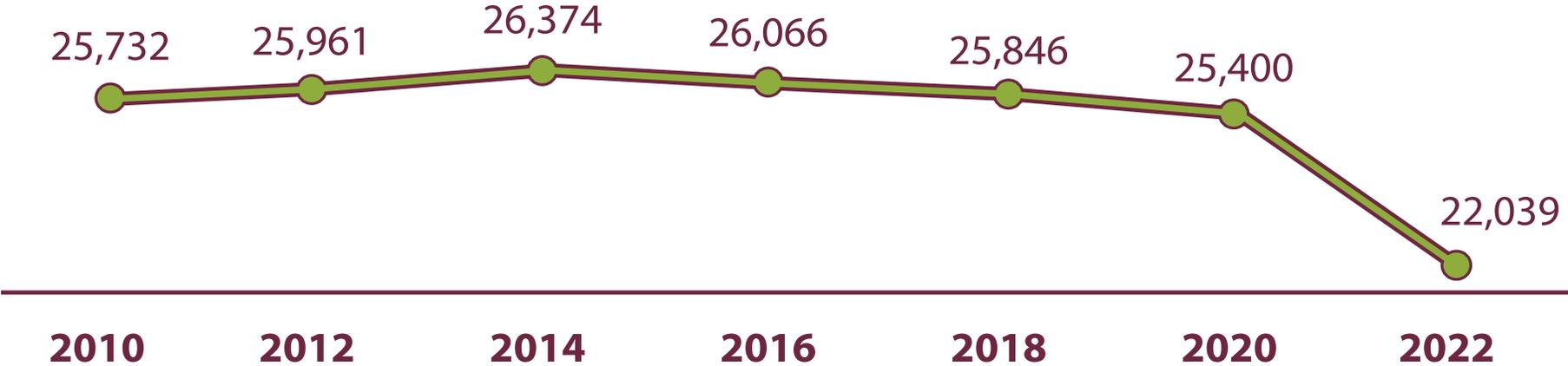
Downtown Carbondale

People

Population

Despite modest regional growth within the Carbondale-Marion area, the City of Carbondale has experienced a more significant population loss than the State since 2010. In the first half of the 2010s, Carbondale’s population increased slightly, but this trend did not last, and in the second half of the decade, Carbondale experienced a significant population decline.

Carbondale’s population loss has important implications, including **an oversupply of student-oriented housing that has led to vacancy and deteriorated conditions in some areas, challenges in supporting local commercial uses, and negative external perceptions that do not always align with residents’ lived experiences.**



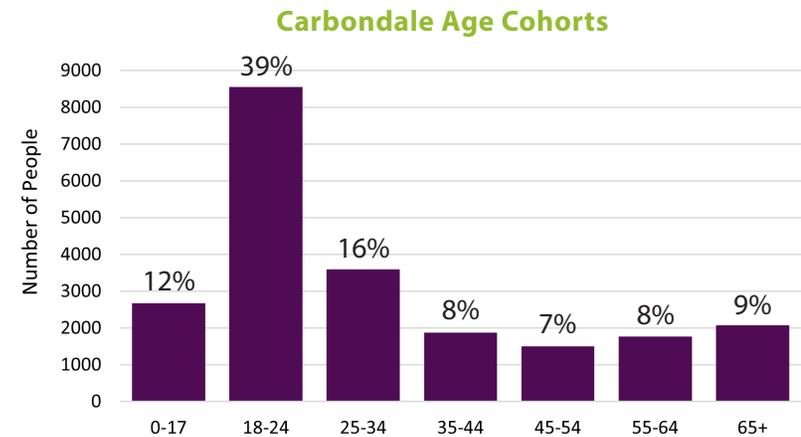
Sources: US Census Bureau (2010-2020) and American Community Survey (ACS) 5-Year Estimates

Age

Southern Illinois University (SIU) influences the population's median age (approximately 24.8 years) so that it is younger than Jackson County (approximately 32.6 years) and the state (approximately 38.7 years). However, the population of Carbondale is aging. The only age cohorts that grew between 2010 and 2022 were the 55-64 cohort (increased by 11.10%) and the 65+ cohort (increased by 29.54%).

Standing out against the city's overall population decline of 16.75% from 2010 to 2022 was the decrease in the 18-24 cohort (decreased by 37.71%) and the 45-54 cohort (decreased by 35.27%). The decline in the 18-24 age cohort can be attributed to SIU's enrollment reduction. However, the decrease in the 45-54 cohort greatly exceeds the city's overall population decline, which **may indicate that working adults are leaving the community to find better employment or living opportunities.**

An aging population may mean the workforce is shrinking, which has fiscal impacts on the City. It also means **greater demand for certain social services, facilities, and housing types.** However, the growth in specific age cohorts also presents **opportunities to identify why these age groups are growing and position the city to better accommodate them.**



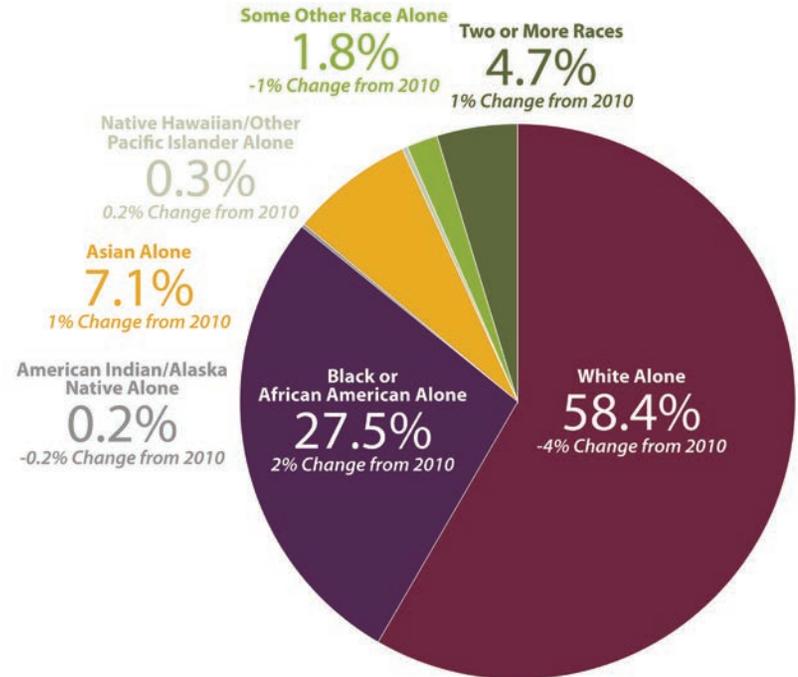
Changes in age cohorts can be reflective of the differences between generation sizes (e.g., as the large Baby Boomer generation grows older, the smaller Generation X will result in a decrease). This analysis focuses on changes that differ significantly from the overall population trendline.

Source: American Community Survey (ACS) 5-Year Estimates, 2022

Race and Ethnicity

Carbondale is more racially and ethnically diverse than the state and the region. The racial demographics for Carbondale have remained consistent since 2010, with approximately 41% of the population reporting as non-White in 2022. Approximately 5% of the population identifies as Hispanic or Latino. Approximately 13% of Carbondale’s population speaks a language other than English at home.

The rich diversity in Carbondale is an opportunity for the community to expand upon different cultures and backgrounds. **Carbondale must accommodate a variety of needs relative to its diverse population.** Still, various ideas can grow into a mix of subcultures and a unique identity.



Source: 2022 American Community Survey (ACS) 5-Year Estimates

Households

The number of households in Carbondale (9,974) has increased by 3% since 2010, the county (23,133) has decreased by 1.5%, and the state (5,056,360) has increased by 6%. The city’s average household size (1.89) is less than that of the county (2.15) and state (2.43) and has decreased (13%) since 2010. The county and state have decreased 7% and 8%, respectively. (Source: ACS 5-Year Estimates 2010 and 2022)

An increase in the number of households while the overall population has decreased indicates that people in Carbondale are increasingly living alone or experiencing changing family structures, signaling different demands for amenities, housing, and services. This trend appears to be occurring more rapidly than in the surrounding region. It could reflect a university population wanting to stay in the community but not following a traditional family structure.



9,974
Households
3% Change from 2010

Source: 2010 & 2022 American Community Survey (ACS) 5-Year Estimates

Place

WELCOME
1852 TO
CARBONDALE

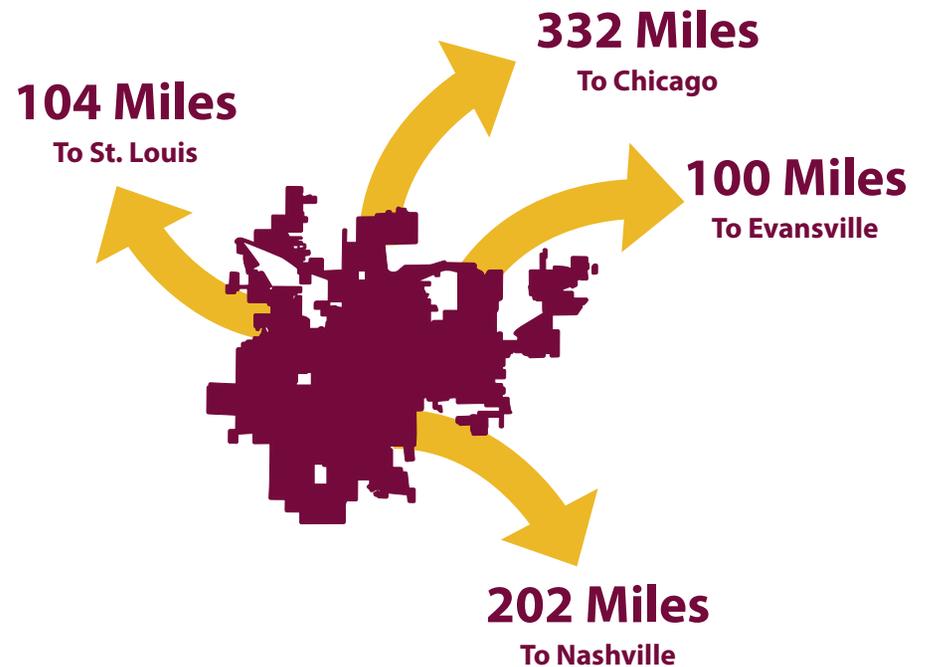
Home of
SOUTHERN ILLINOIS UNIVERSITY

Geographic Context

Carbondale is the principal urban center within the southern Illinois region. Large-scale urban centers (over 100,000 people) are outside this region, including Evansville, IN, approximately 100 miles away; St. Louis, MO, just over 100 miles away; and Nashville, TN, just over 200 miles away. Chicago, the largest City in Illinois, is over 300 miles from Carbondale.

This geographic context allows the community to provide entertainment and services to the region. It positions Carbondale as an attractive community for those who wish to have access to these activities. It also signifies that Carbondale is a place where residents have the opportunity to maximize proximity to employment, recreation, city parks, and natural areas. This may be part of why certain age cohorts have chosen to stay in the city despite the decline in the overall population.

Due to recent trends, the U.S. Census Bureau has reclassified the portrayal of Carbondale’s geographic area from urban to rural. The Census Bureau describes urban areas as “representing densely developed territory, and encompassing residential, commercial, and other non-residential urban land uses. The Census Bureau delineates urban areas after each decennial census by applying specified criteria to decennial census and other data.” The de-commissioning of the metropolitan area impacts the community by indicating that the community lacks urban land uses, which does not accurately portray the reality. Historically speaking, the rural designation generally negatively impacts transportation funding opportunities, but can positively impact those for healthcare.



Physical Assets

Southern Illinois University (SIU)

SIU holds importance to the community beyond just being an economic and educational anchor. Residents resonate strongly with SIU's culture and cherish the sense of community that extends beyond campus.

Southern Illinois Healthcare (SIH) Memorial Hospital of Carbondale

This not-for-profit healthcare system is essential to the southern Illinois region because it is the largest employer and delivers high-quality healthcare and community services.

Unique City Parks

Turley Park is a beautiful park along the SR 13 corridor, whose rolling, grassy terrain, meandering paved paths and physical location make it an ideal site for regular Sunset Concert shows in the summer months. Evergreen Park provides diverse habitats of woodlands and wetlands that host native and migratory birds, so birdwatching is popular here, in addition to standard park activities. Attucks Park offers a splash park for cooling off during hot, southern Illinois summers and borders the Pyles Fork Green Earth Preserve, whose ADA-friendly trail through the woods can also provide respite from the summer sun.

Historical Sites

The community contains many historic buildings throughout its downtown area and across the Southern Illinois University (SIU) campus. Additionally, the City of Carbondale's Preservation Commission plays an active role in celebrating the community's historic assets by hosting annual historic preservation awards. One notable example includes the restoration of the R. Buckminster Fuller Dome Home by the RBF Dome Not-for Profit.

Bicentennial Industrial Park

A privately held hub of industrial activity and a major employment center for the city. Business activity includes construction trades, distribution, and manufacturing. This industrial park would have room for expansion with the acquisition of land, and is located along the US 51 corridor.

Cedar Lake

Constructed by the City of Carbondale in 1974 as its main, long-term water supply, Cedar Lake serves Carbondale and the surrounding area not only as a water source, but a recreation destination as well. The lake is located about 3 miles southwest of Carbondale, and is popular for swimming and relaxing at Poplar Camp Beach, fishing, and paddle sports. Hiking and mountain biking are now also possible on a newly-built 8-mile long segment of natural-surface trail, part of a long-term effort of Carbondale and the Shawnee National Forest, to offer a trail completely circumnavigating the lake.

Industrial Park Road

A hub of industrial activity and a major employment center for the city. Business activity includes manufacturing, supply stores, towing and moving services, and warehousing. This industrial corridor has been built out, and there is an opportunity for this type of use to expand into adjacent under utilized land.

Southern Illinois Airport

This full-service airport provides three all-weather runways. It has been actively growing, serving the southern Illinois region and the popular SIU aviation program. On-site services include various specialized aircraft repair services, a retail store, and even a brewery. There is sufficient room for future expansion.

The airport operates outside of Carbondale's and Murphysboro's corporate limits, but it is located within Carbondale's zoning jurisdiction.

Year-Round Farmers Markets

Many farms operate in Carbondale's proximity, and the desire for local foods and products is strong. April through November offers the outdoor summer market at Westtown Mall parking lot, and December through March the winter market operates inside University Mall. Organizations such as LEAF Food Hub and Food Works host and/or support the markets and provide various other local food and farming programs.

Proximity to State and Federal Public Lands

The only national forest in Illinois, the 289,000+ acre Shawnee National Forest offers many adventures for residents and tourists region-wide. Carbondale is the largest settlement near the forest, which presents an opportunity to attract weekend recreationalists to visit the city. Giant City State Park lies 9 miles south of town and is known for its 'giant', picturesque sandstone bluffs and camping and hiking opportunities. Crab Orchard National Wildlife Refuge borders Carbondale to the east, and its hardwood forest, grazing units, prairie, wetlands, and lakes provide habitat to a variety of flora and fauna. Locals regularly visit the refuge for hunting, fishing, and cycling.

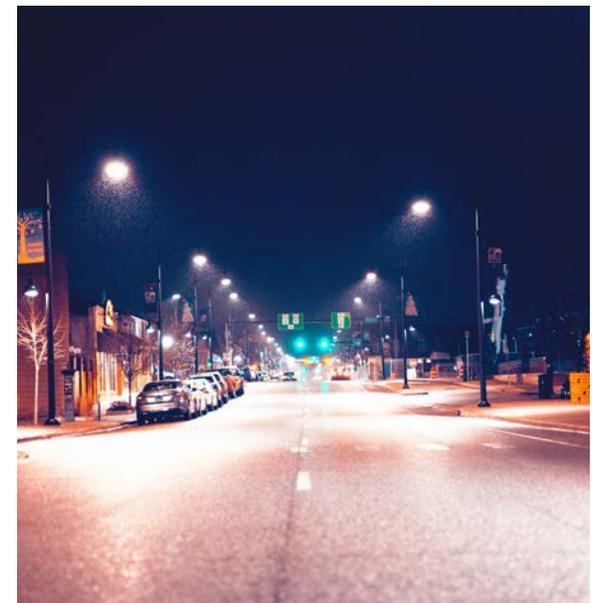
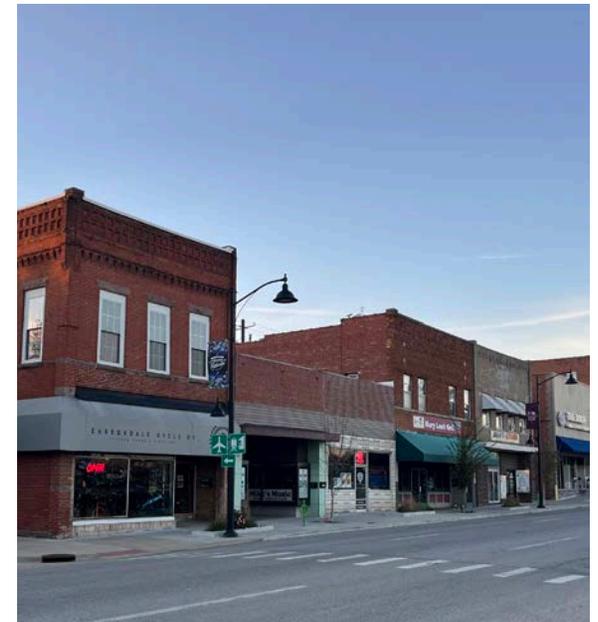
These physical assets act as a foundation for the community, and the opportunity to build upon them can facilitate future growth. Each of these locations has its unique characteristics and history that warrant attention. Celebrating these features can help build trust in the community for the city's future.

Downtown

Downtown Carbondale is a community focal point containing many historic buildings. It was developed around the railway that extends along its eastern boundary. However, as transportation has changed considerably over the past decades, so has the downtown's built environment. It has experienced notable disinvestment as commercial interest, and basic services, such as the post office, relocated to the city's perimeter.

Revitalization efforts were initiated by the Downtown Master Plan, which was adopted in 2016. In the years since the plan's adoption, significant public investments have been made in downtown. This includes a grant from the U.S. Department of Transportation for the Southern Illinois Multimodal Station (SIMMS) project (a new transportation center)

and a grant from the Illinois Department of Commerce and Economic Opportunity for the Downtown Entertainment and Events Plaza. As of 2024, building owners downtown can apply for up to \$50,000 from the City to bring their property up to code. The City has also directly overseen connectivity improvements by installing bump-outs at intersections, which improve pedestrian safety, and installed the Downtown-Campus Connector multi-use bike path. Promotion and beautification of the downtown area have been enhanced by the efforts of Carbondale Main Street. Together, these efforts have helped boost downtown's economic and social vitality, including new private investment in previously vacant buildings.



Commercial Areas

Carbondale's commercial areas include hubs of activity along the SR 13 and US 51 corridors. The intersection of these two corridors occurs in the downtown area, which contains a mix of commercial, civic, and residential uses. The key areas for commercial activity in Carbondale include:

University Place

This location and surrounding commercial hub are north of SR 13 and rely on auto-transit. The storefronts contain a mix of national brands that residents actively visit. With this commercial hub dependent on highway

visibility, wayfinding improvements are needed to increase branding opportunities. Also, the large parking space area offers an opportunity for creative infill projects.

University Mall

This location is south of SR 13, relies on auto-transit, and is close to residential neighborhoods. However, the area lacks a built environment to support walkability and has a high vacancy rate. Such occurrences can be found in communities across the country, and an opportunity exists to reinvent the space with a creative mixed-use redevelopment

project. The same conditions exist for several smaller commercial centers along the SR 13 corridor.

Murdale Shopping Center

This location is directly adjacent to a residential neighborhood, which supports its local small business focus. As an active commercial hub, improvements are needed to the building façade and pedestrian connection points to boost the area's comfort and safety. Additional opportunity exists to connect this hub to the nearby Turley Park.



Residential Neighborhoods

The community has several neighborhoods with distinct identities.

Northeast Corner Neighborhood

Extending northeast of downtown, one of the oldest neighborhoods in Carbondale, is mainly comprised of detached single-family homes and a mix of duplex, fourplex, and multi-family homes across a traditional grid street pattern. Vacant lots are intermittently scattered throughout, and access is limited to the southern boundary along E Oak Street, E Jackson Street, and SR 13.

Northwest Corner Neighborhood

Extending northwest of downtown, this neighborhood is also one of the oldest residential developments, comprised of detached single-family homes built across a traditional grid street pattern. Several non-residential uses are located in and around this neighborhood, which does not match the residential building scale. Access is well-connected to the city's main corridors.

Southwest Corner Neighborhood

Extending southwest of downtown, this neighborhood has a wide variety of residential buildings and types built along a traditional grid street pattern. Detached single-family homes are concentrated near Walnut Street and Oakland Avenue, with multi-family apartments ranging from single-story to mid-rise towers concentrated between Cherry Street and Mill Street. The neighborhood is well connected to the city's main corridors, but Mill Street is a barrier along the university boundary.

Southeast Corner Neighborhood

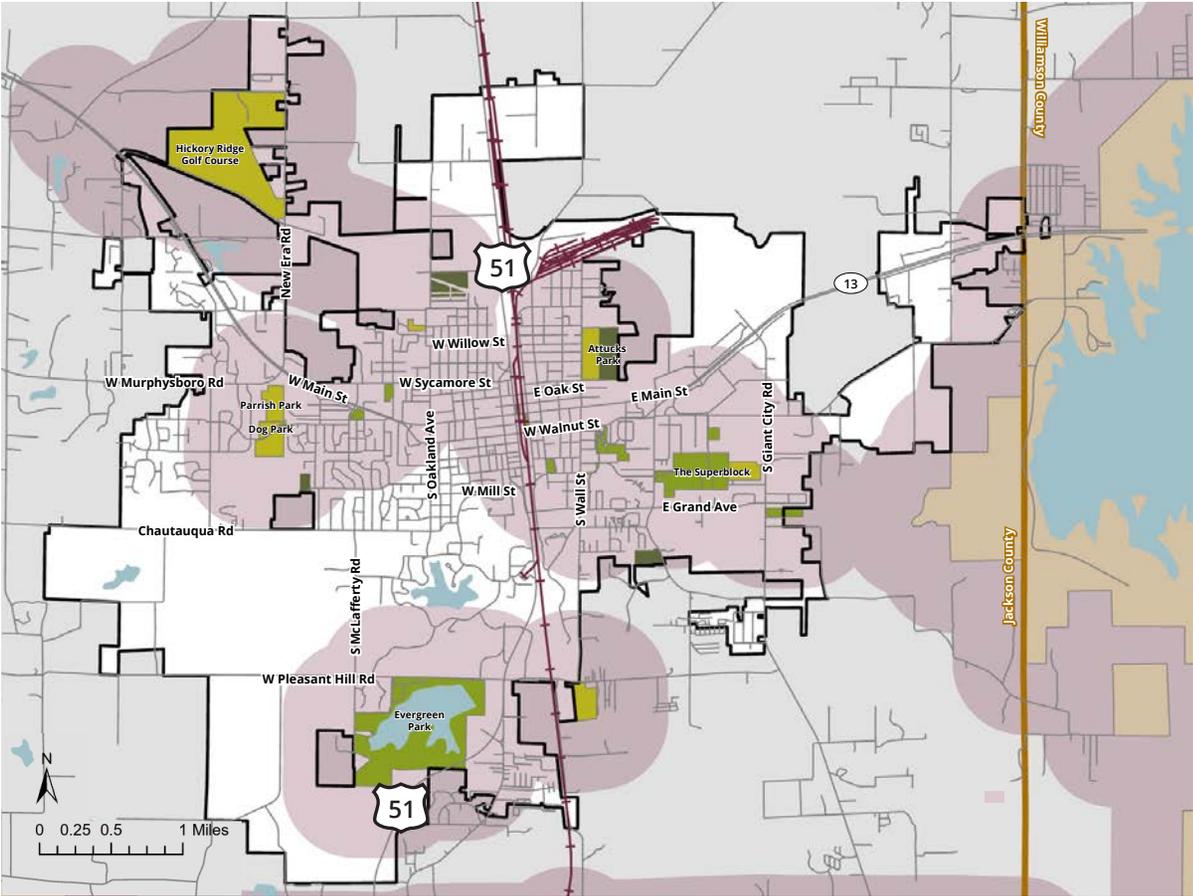
Extending southeast of downtown, this neighborhood has a wide variety of uses. Residential use includes a few pockets of detached single-family homes but is mainly comprised of multi-family apartments, focusing on the university's student population. Commercial uses include auto-oriented uses, pharmacy stores, restaurants, and a mixture of retail. The neighborhood blends into the university and is well-connected to the city's main corridors.

Western Boundary Neighborhood

West of Oakland Avenue, this neighborhood is comprised of detached single-family homes and civic uses such as schools and churches. The curvilinear streets are well connected to surrounding areas and resemble a mid-century suburban development pattern.



Parks and Open Space



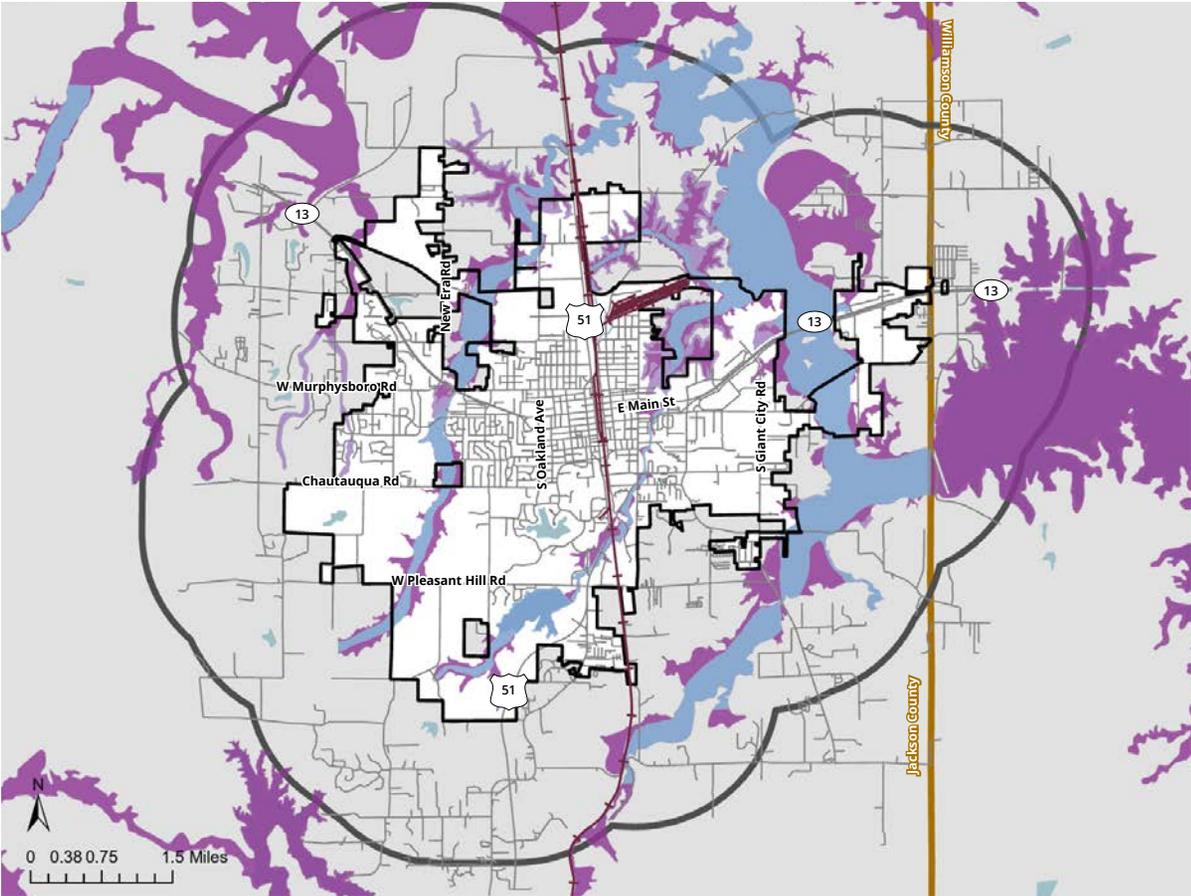
- City Parks
- Green Earth Property
- Parks District Parks
- 1 Mile Radius
- Federal Wildlife Refuge

Sources: Planning NEXT analysis Jackson and Williamson county property records, City of Carbondale and observation

The City's Parks and Recreation Department and the Carbondale Park District, a separate taxing body, operate in tandem to provide parks amenities to Carbondale residents. Each entity manages several facilities and the Park District offers programming for kids and adults. The two entities are working as partners to finalize and begin implementing a Parks Master Plan. Within City limits there are 849 acres of park space amounting to 7.4% of total acreage within Carbondale. Popular locations include: Turley Park (one of the Sunset Concert locations), Doug Lee Park (also known as The Superblock, which contains an outdoor community pool and several ball fields), the PetSafe Carbondale Community Dog Park, Attucks Park, Marberry Arboretum, and others. Additionally, Green Earth, Inc., a not-for-profit organization, offers hiking and outdoor recreation at six sites that are open to the public during daylight hours. These nature preserves provide recreational opportunity through hiking trails, and also contribute to the city's overall natural environment and provide educational opportunities for youth.

City Parks:	Park District Parks:
Evergreen Park	Attucks Park
Turley Park	Super Splash Park
The Superblock	Hickory Ridge Golf Course
Tatum Heights Park	Marberry Arboretum
Piles Fork Park and Greenway	Oakdale Park
Founders Park	Parrish Park

Flood Hazard



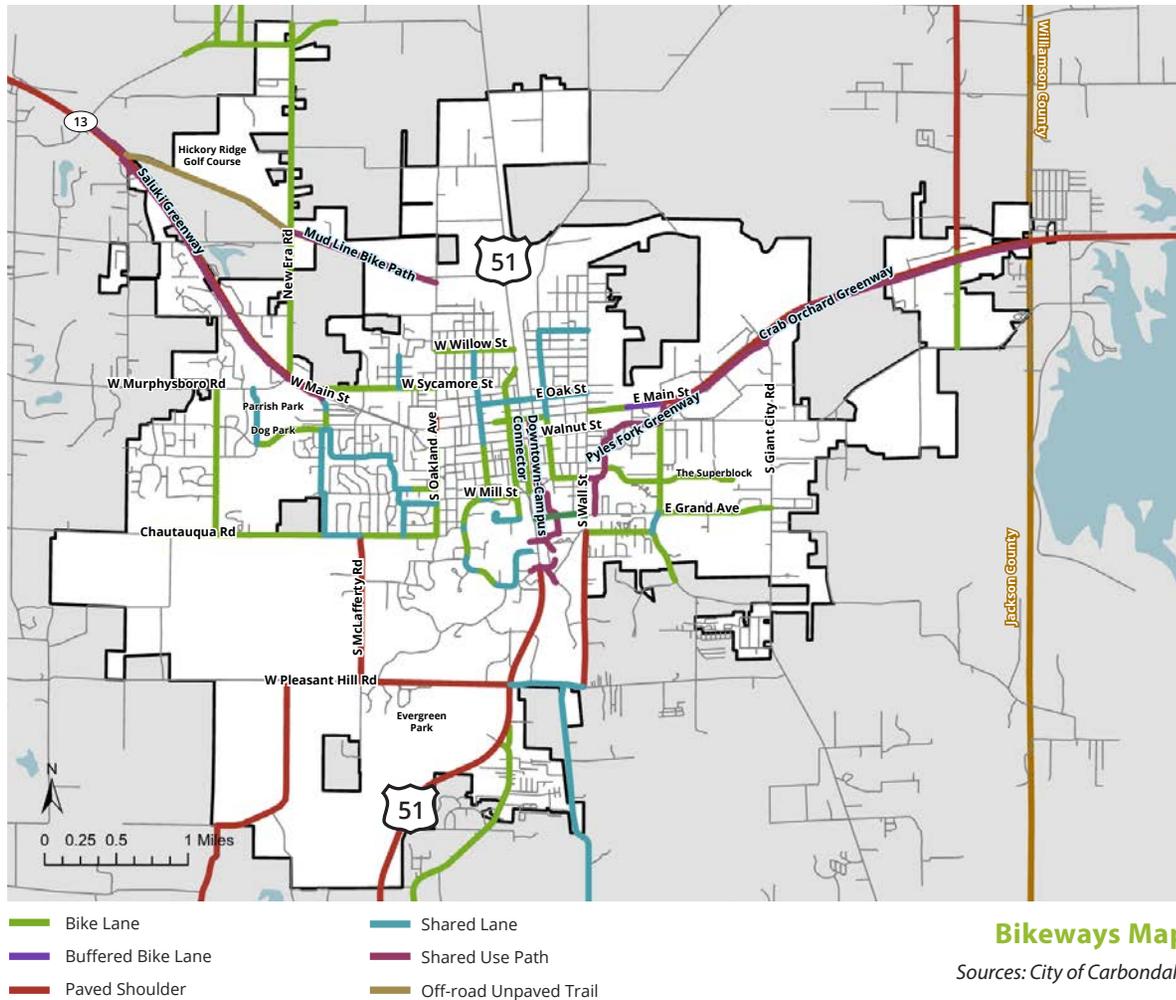
- 500-year Floodplain
- 100-year Floodplain
- Regulatory Floodway
- City Limits
- 1.5 Mile Jurisdiction

Sources: EPA & FEMA

Carbondale's existing land use reflects a large variety of natural landscapes that contribute to the city's character and functionality. Many of the undeveloped areas within the city and its surroundings are located in floodplains, which are critical for natural water management and environmental health. These areas are likely to remain largely undeveloped to preserve their ecological value and minimize flood risk.

The City is currently drafting a Comprehensive Stormwater Master Plan in concert with Greater Egypt Regional Planning Commission and the SIU engineering department in order to better predict and prepare for the increase in volume, velocity, and frequency of volatile stormwater events. The mapping which results from this Master Plan will ensure development and redevelopment are not pursued in high risk spaces.

Bike Infrastructure, Micromobility, and Public Transit



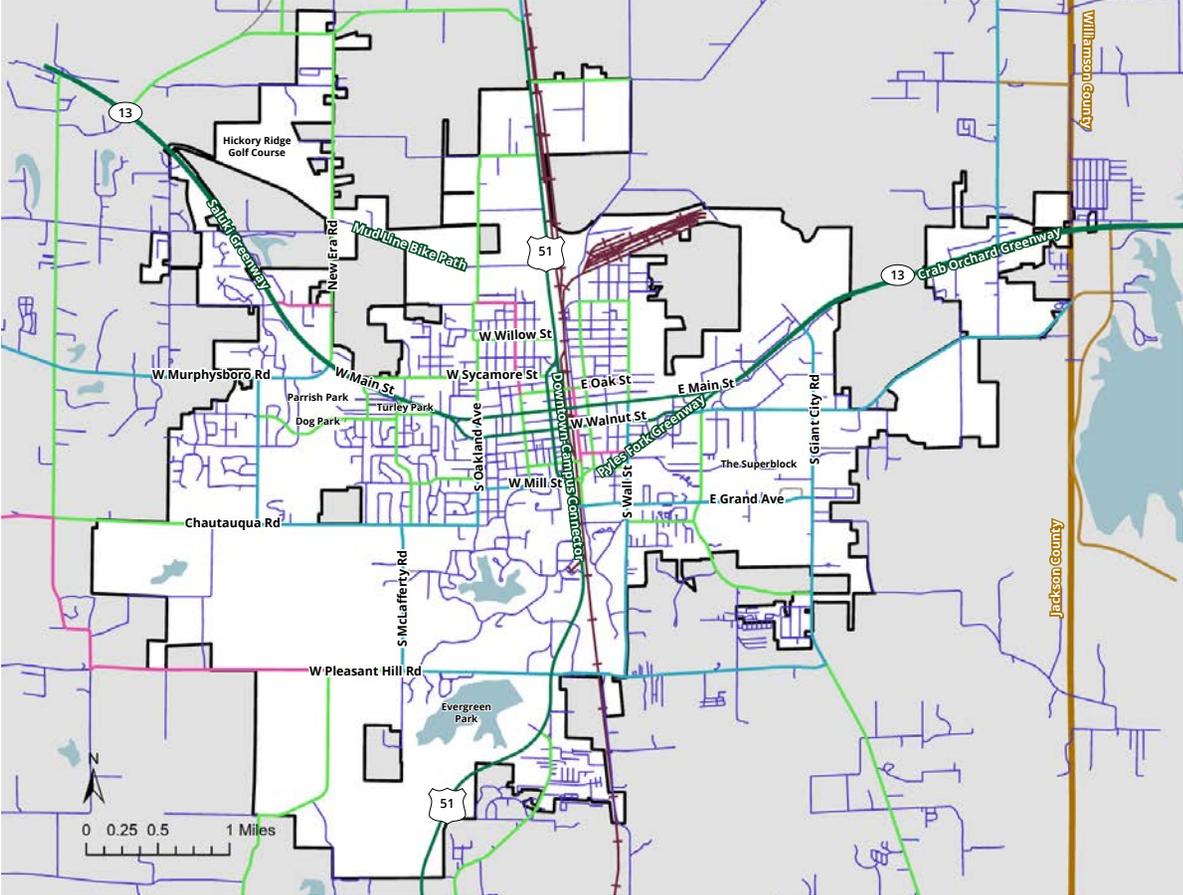
At the time of the production of this plan, construction of the Southern Illinois Multi-Modal Station in downtown Carbondale is underway. This project was funded by a US Dept of Transportation 'Better Utilizing Investment to Leverage Development' grant and the City of Carbondale. SIMMS will serve as a transportation hub for Carbondale and the region by connecting the various transit opportunities – train, bus, and micromobility – in one central location.

Connectivity throughout the community is reliant upon the north-south corridor along US Route 51 and the east-west corridor along SR 13. A railway runs parallel to US Route 51, which limits potential of east-west connections and acts as a barrier for pedestrians. This constraint is most apparent in the downtown area, which also contains several one-way roads. The City has made significant efforts to expand the bicycle network since the completion of the 2016 Bicycle Master Plan, which has directly impacted the community's ability to lessen its dependence on automobiles.

At the time of this plan's completion, Jackson County Transit, now JAX Mass Transit, was undertaking a new strategic plan. Following budget and service cuts in recent years, this plan aims to focus resources and identify opportunities to better serve the community's needs in spite of resource constraints.

SIU's Saluki Express transit system, operated by JAX Mass Transit, provides students, faculty, and staff, as well as the Carbondale community, reliable transportation around the region and community. It includes five routes, three of which operate during the academic year and two of which operate year-round. SIU and the City of Carbondale also have a partnership with VEO Scooters. Over 400 e-scooters are available within the Carbondale service area.

Roadway Classification



- Collector
- Local
- Major Collector
- Minor Arterial
- Minor Collector
- Principal Arterial

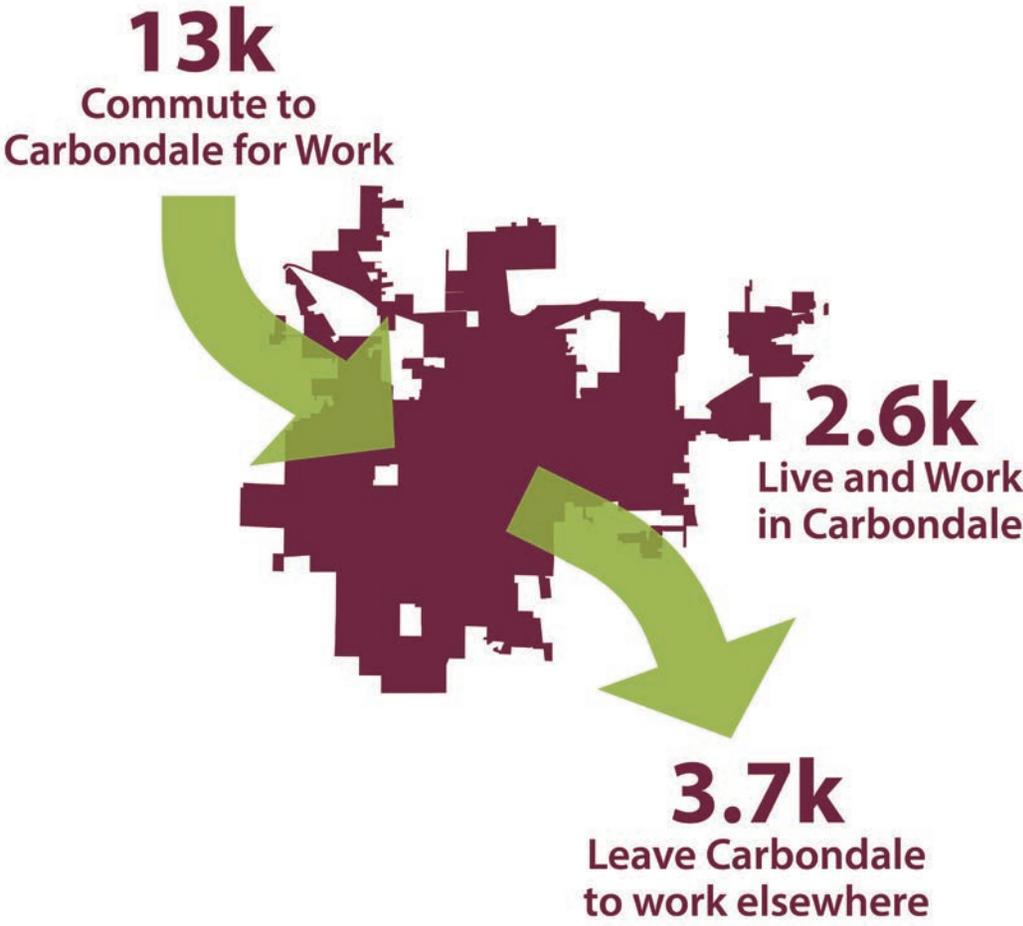
Sources: City of Carbondale

Roadways are classified into functional categories based on their role in the transportation network. Principal arterials function as highways, such as State Route 13 and US Route 51, and offer the highest level of mobility for vehicles by facilitating long-distance travel and connecting major urban areas. Minor arterials, such as Giant City Road, connect collector streets to principal arterials and are designed to support moderate-length trips with relatively high speeds and more restricted access. Collector streets serve as intermediaries, collecting traffic from local streets and directing it toward the arterial network while still allowing some property access - Oakland Avenue is an example of this. Local streets provide the lowest level of vehicle mobility, primarily offering direct access to abutting properties like homes and businesses. Roadway classification impacts desired land uses and should inform the implementation of the Future Land Use Map.

Prosperity



Economy



Commuter Inflow Outflow
Onthemap.gov (2022)

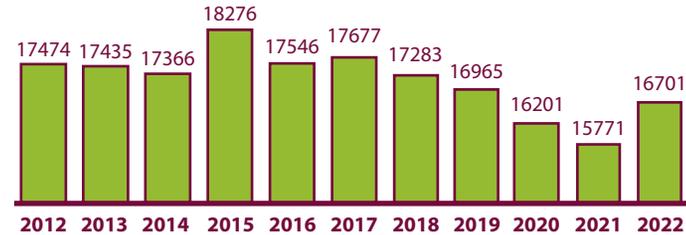
As of 2022, there are 16,700 jobs in the city. Most jobs in Carbondale, 51%, are in education and healthcare/social services. Retail and hospitality make up an additional 23%. Few residents live and work in the city, a relatively unchanged fact over the decade, but a significant number of individuals are commuting into the city for work, 13,000. Despite making up more than half the jobs in the city, only 36.5% of Carbondale residents work in education and health services.

Economy

Overall, employment in the city has been trending downward since the 2015 peak. Since 2012, the city-resident workforce has shrunk by 17% (almost 1,400 fewer workers). Some key observations about the current workforce in Carbondale include that 24% of the workforce is over the age of 55, a number that has been gradually increasing since 2012. 27% of jobs in the city require high school or less education. Only 36.5% of Carbondale residents work in education and health services, even though it's more than half of the jobs in the city. From a land use perspective, 12.69% is used for commercial/office uses, and 1.01% is used for industrial-type uses.

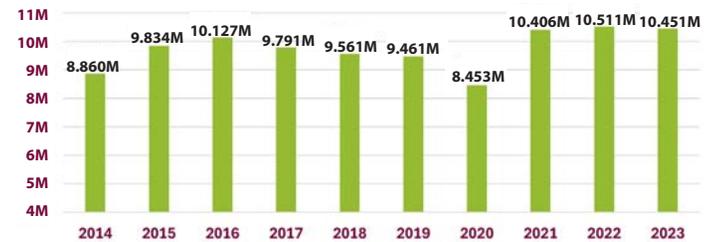
Sales tax is a key source of revenue for the city. Sales tax data indicates recovery from the COVID-19 pandemic but very little growth in economic activity. While taxable sales have increased in the past three years, hitting over \$10M, they have not kept pace with inflation. Property taxes are an important, but small, portion of the City's revenue and have grown slightly since 2015. This could be an indication of increased demand for housing within the community. Residential property taxes lag the overall base and represent 45% of the total, while industrial property has grown more than two times the base but represents less than 1% of total land value.

Total Number of Jobs in the City



Sources: Ninigret Partners analysis of City fiscal year 2024 Annual Comprehensive Financial Report (ACFR)

Carbondale City Taxable Sales



Economic Development Incentive Snapshot

The City leverages several economic development tools to strategically encourage commercial and residential development: Tax Increment Financing (TIF) is a public financing method where future increases in property tax revenues from a designated area are used to fund current improvements or development projects in that area. The Enterprise Zone is a designated area where tax incentives and other benefits are offered, to encourage economic development and job creation.

TIF 1 - Commercial

- The City reimbursed a total of \$124,801 to developers in TIF 1 for eligible redevelopment costs.
- The total equalized assessed valuation, EAV, in TIF #1 \$3,089,284, an increase of \$1,974,138 over the EAV on the date of its creation.

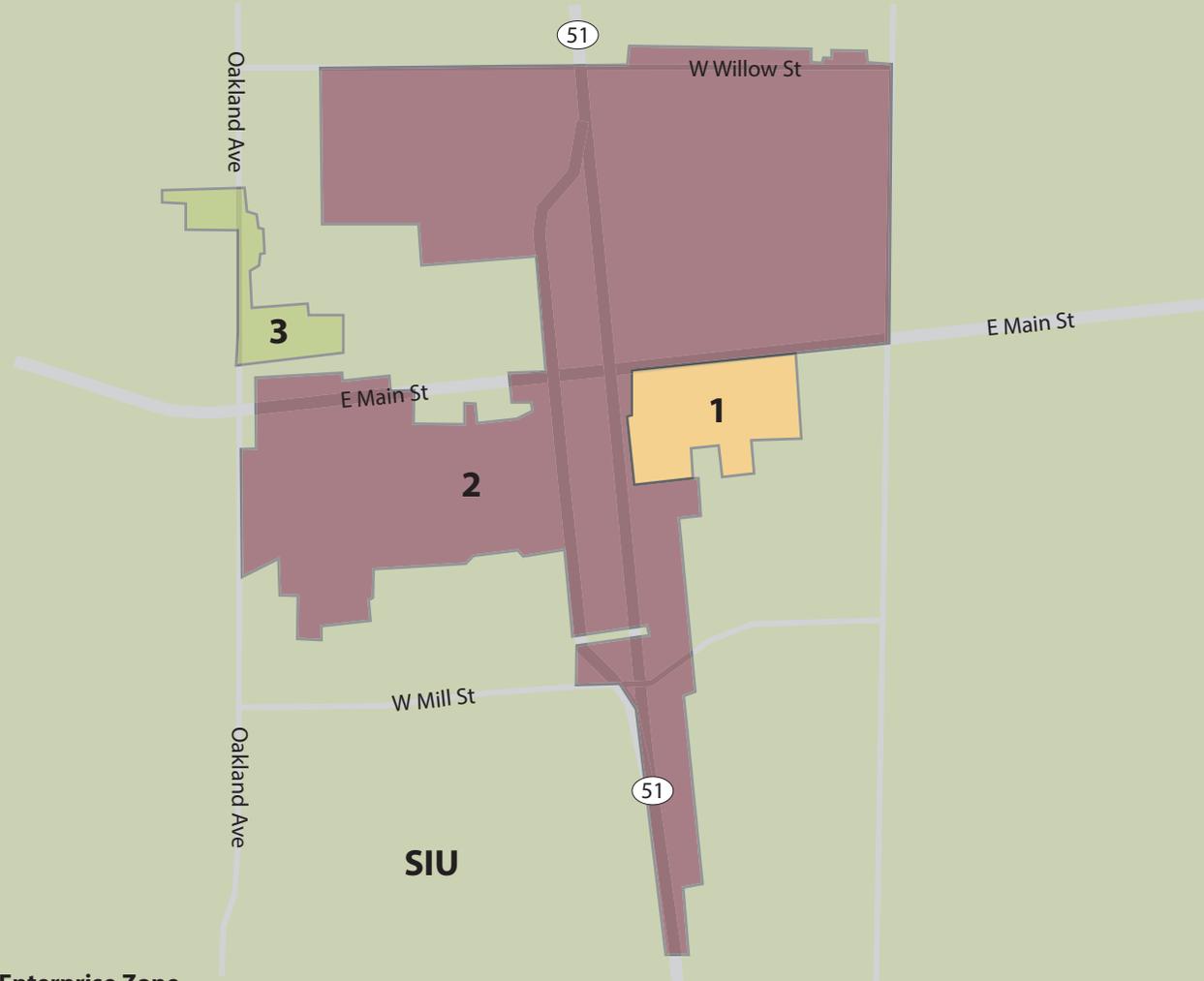
TIF 2 – Commercial and Residential

- The City has reimbursed a total of \$1,001,736 to developers in TIF 2 for eligible redevelopment costs.
- The City has leveraged \$250,000 in TIF #2 funds to attract over \$947,000 in private investment to begin the redevelopment of 6 downtown commercial properties, of which 5 were vacant, and eventually creating or retaining an estimated 58 jobs using the TIF-Funded Commercial Property Code Compliance Program. This program was created in FY2024 and provides TIF funding up to \$50,000 per building to assist the developer to bring a building up to City Code.
- The total EAV in TIF #2 as of the end of FY 2025 is \$32,581,390, an increase of \$9,269,931 over the EAV on the date of its creation.
- To date, \$1,487 has been used for residential projects.

TIF 3 – Commercial/Community

- Established in 2012, to encourage redevelopment of non-residential buildings in the northwest part of town, specifically the old armory building at 900 W Sycamore St.
- The program has never been utilized in this district.

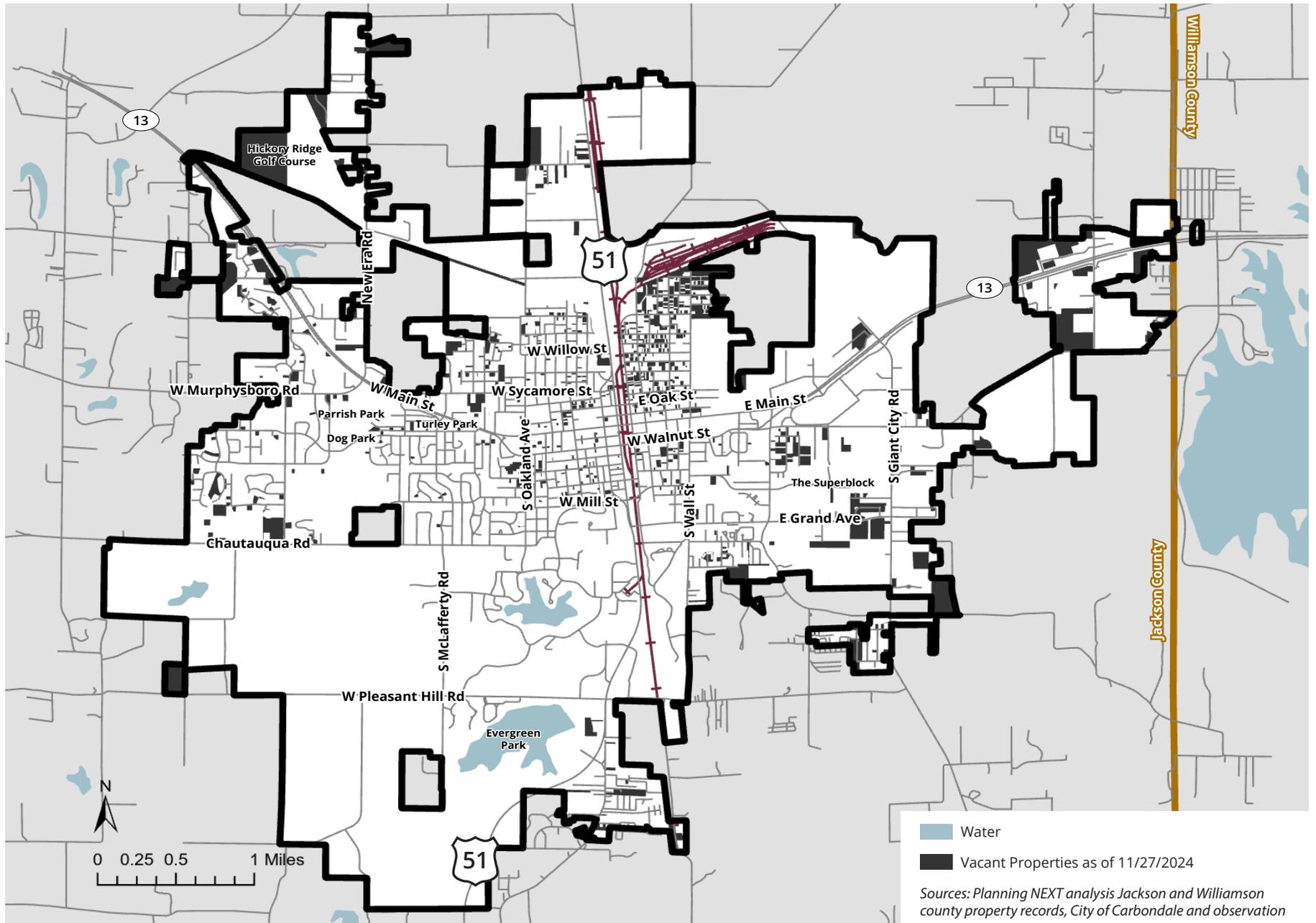
TIF Districts



Enterprise Zone

- Incentivized a total of 26 new construction projects throughout Jackson County, attracting over \$5.2 million in total private investment. An up-to-date map of the Enterprise Zone can be found on the City's website, www.explorecarbondale.com

Vacant Properties (as of November, 2024)



With a declining population and decreasing SIU enrollment, Carbondale has experienced persistent challenges with both commercial and residential vacancy. In response, the City has implemented several programs to address this issue, including:

- Curb Appeal Assistance Program
- Down Payment Assistance Program
- Downtown Upper-Story Conversion Program Single-Family Housing Conversion Program

The Vacant Properties Map was created using data from the County Tax Assessor and shows that vacancies are not concentrated in any one area of the City. Instead, they are scattered throughout the community.

City-Funded Housing Program Fiscal Years 2023 - 2025

Program Name	Number of Households
Curb Appeal Assistance	49
Single-Family Conversion	68
Down Payment Assistance	62

Encouraged by a recommendation from the 2010 comprehensive plan, the City has funded and administered housing grants intended to encourage homeownership and residential property beautification since 2007 (Single-Family Conversion) and 2016 (Down Payment Assistance and Curb Appeal Assistance). This program is one way the City can directly assist in the improvement of existing housing stock and should continue to be supported by the City. More information can be found on the City's website or from the Community Development Department.



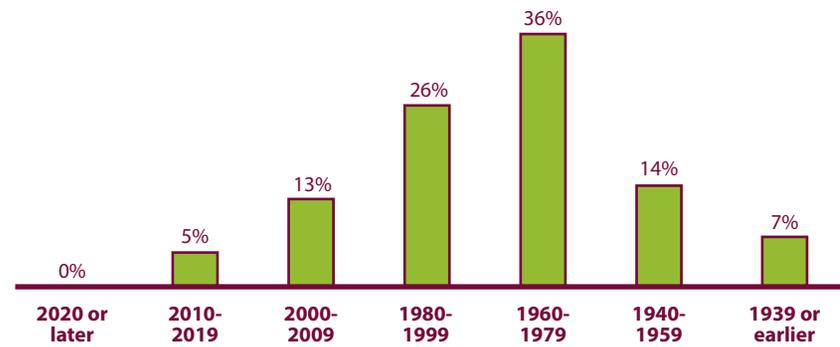
Housing

With 57% of housing stock built before 1979, the city’s housing stock is old. Since 2000, 72% of housing built has been multi-family, making this type of residential the majority, with only 37% of all housing stock being single-family. 26% of housing in the City is owner-occupied, and 71% of owner-occupied buildings are those built before 1979.

As of December 2024, 226 homes are for sale in Carbondale, with a median listing price of \$132k (\$80/sq ft). On average, homes have been on the market for 115 days, the longest time since February 2023. Homes outside the city are more expensive and in higher demand, which could result from newer housing stock in places such as Marion. In Marion, there is active development creating new homes, which has helped their real estate market sell homes on an approximate 49-day average (less than half the time in Carbondale).

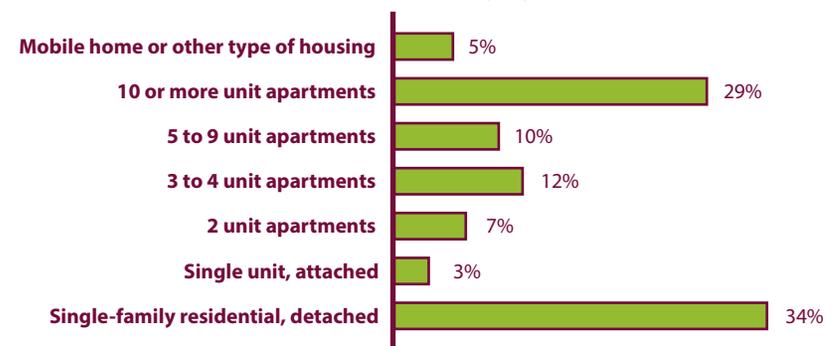
Only 8% of cost-burdened individuals in the city are homeowners building equity. By comparison, other communities have a higher percentage of homeowners who are cost-burdened individuals: 15% for Jackson County, 39% for the state, and 23% for the city of Marion. Residents in the city are cost-burdened in terms of housing. 59% of them pay more than 30% of their income to housing costs; however, 49% are 24 years old or younger—primarily college students. This indicates that Carbondale has a high number of cost-burdened individuals who are not benefiting from the long-term wealth building that can come from property ownership. There needs to be more opportunities for individuals to purchase so that the community can remain competitive with the region.

Age of Housing Stock



Source: 2022 American Community Survey (ACS)
5-Year Estimate

Housing Stock by Type



Source: 2022 American Community Survey (ACS)
5-Year Estimator

Property Value Growth Rates 2015-2024



Sources: Ninigret Partners analysis of City fiscal year 2024
Annual Comprehensive Financial Report (ACFR)

Sustainability

The City of Carbondale recognizes that greenhouse gas emissions from human activity are driving significant climate change, posing risks to the long-term health, well-being, and prosperity of the community. Committed to sustainability—defined as the intersection of ecosystem health, community well-being, and economic prosperity—the City views sustainability as a fiscally responsible, community-centered approach that creates positive feedback loops.

In 2022, Carbondale adopted the Sustainability Action Plan, committing to carbon neutrality by 2050 and a 45% reduction in emissions by 2030. The plan addresses key vulnerabilities, including workforce diversity, food insecurity, and health issues, while leveraging community strengths such as strong civic groups, SIU's commitment to resilient urban housing, and expanded clean energy support through the Illinois Climate and Equitable Jobs Act. It outlines both mitigation and adaptation strategies to enhance community resilience.

Since its adoption, the City has conducted municipal- and community-scale greenhouse gas inventories to assess emissions and inform reduction efforts. Carbondale remains dedicated to leveraging local authority to achieve carbon neutrality while prioritizing quality of life for future generations.



Sustainability is the recognition that the prosperity of our communities is not at odds with the ecosystem we depend on.

The Community-Scale Greenhouse Gas Inventory can be found here: <https://www.explorecarbondale.com/895/The-Community-scale-GHG-Emissions-Invent> . For the 2019 Baseline Inventory of Government Operations Greenhouse Gas Emissions, please contact the City Sustainability Coordinator or Community Development Department.

3 Character and Land Use



Character and Land Use

Managing the community’s physical environment, both built and natural, is a critical aspect of the comprehensive plan. The future character and land use component in this chapter serves as guidance for future developments in the built environment.

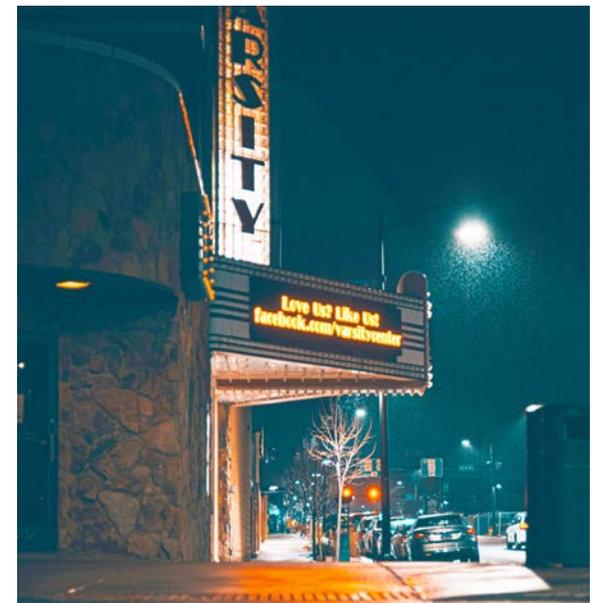
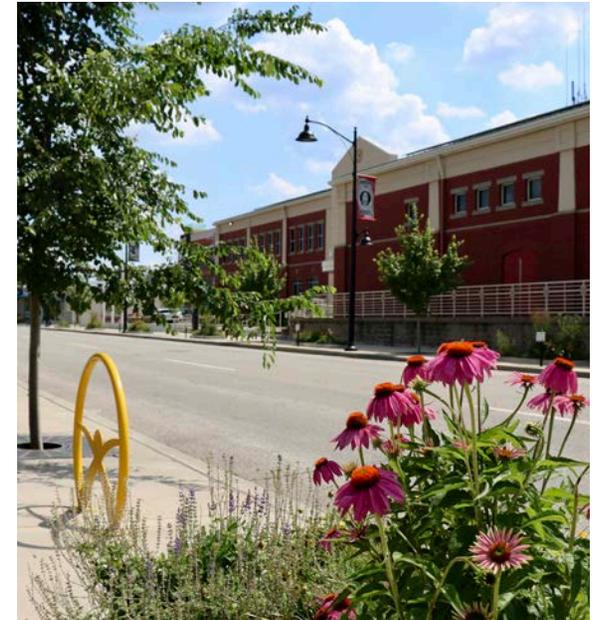
For the City of Carbondale, the planning process involved a comprehensive assessment through technical analysis, qualitative stakeholder input, and a thorough review of past plans and City initiatives. This evaluation examined growth patterns, population and demographic trends, land use and character, development potential, and natural resources. This allowed for careful consideration of how existing land use and character can be shaped over the time frame for this plan to support desired outcomes.

Benefits of a Character-Based Approach

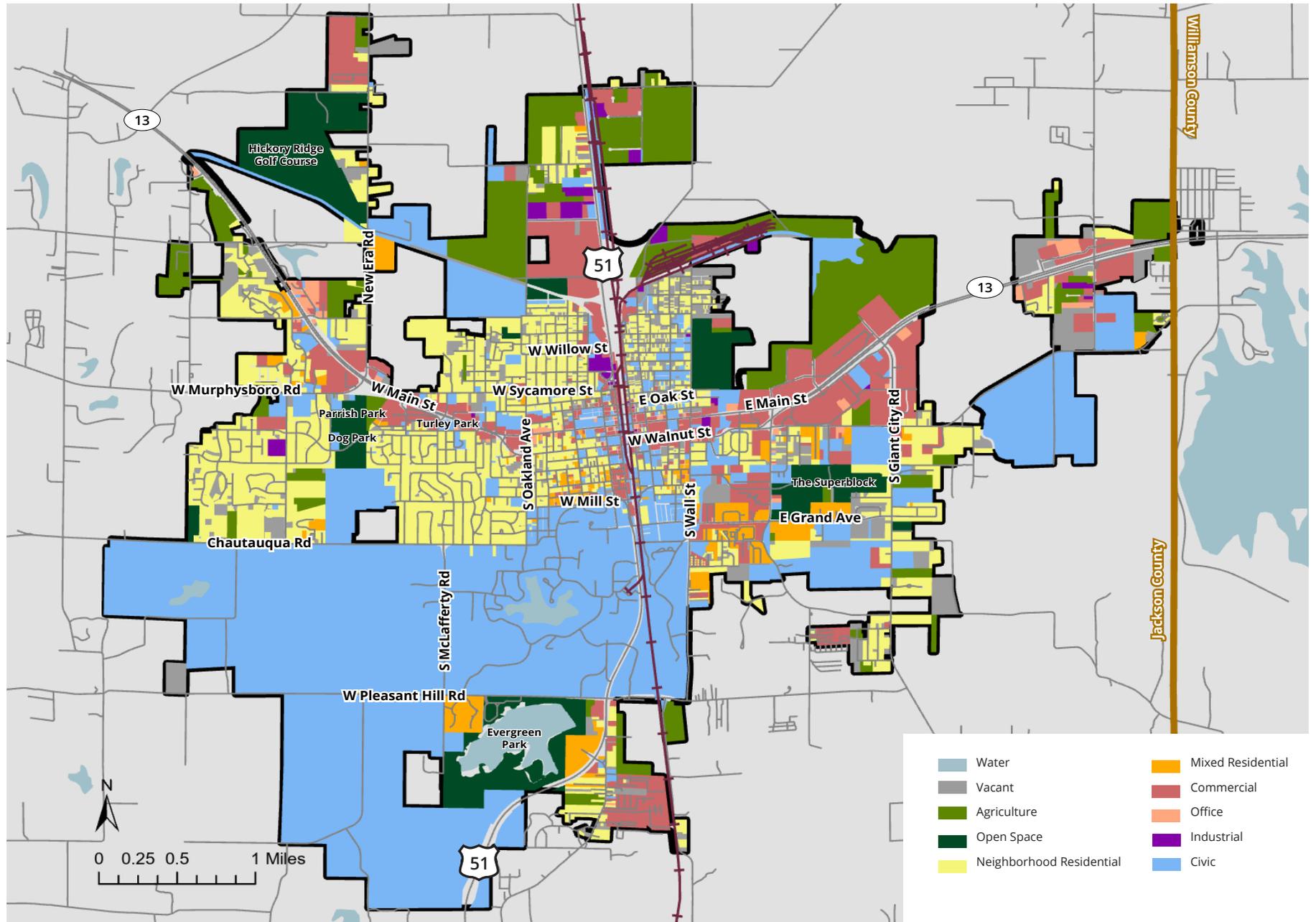
This plan takes a character-based approach to shaping the future development of Carbondale. While the Future Character and Land Use Map includes both primary and secondary land uses in each character type, it also shows the built form that is desired in each area.

There are a number of advantages to this enhanced approach, including the following:

- It describes an overall intent for each character type, which helps staff, elected officials, developers/builders, and the public understand whether a particular development fits the spirit of the character type;
- It sets clearer expectations about the physical characteristics of development in an easy-to-understand format which conveys standards for new development that can be used to assess how well a development aligns with community character;
- It indicates the key infrastructure (such as sidewalks, streetlights, signage and landscaping) that would be beneficial or expected in a particular area; and
- It establishes a foundation for zoning code updates and other regulations, especially form-based standards.



Existing Land Use (City Limits)



Existing Land Use Types



Open Space

Land used for public or privately owned parks and recreational purposes. Also, land that is preserved in a natural state.



Agriculture

Large properties containing extensive estates, single-family homes, and land used for crops and livestock. Associated farming or agricultural equipment may be located on these properties.



Neighborhood Residential

Single-family homes are located on a variety of lot sizes and uniformly set back from the street. Buildings are one to two stories high. Older areas are configured in a traditional grid pattern and newer areas include curvilinear streets and sidewalks.



Mixed Residential

Housing units are stacked vertically and horizontally. This includes apartments. Multi-family buildings often provide a transition between non-residential and single-family uses. Buildings are typically two to three stories high, with a few exceptions that reach eight stories.



Commercial

A mix of commercial development located along major corridors or close to major exits. Other major commercial uses are hotels, auto-uses, and smaller retail and restaurant businesses. Most buildings are set back far from the street and have large surface parking areas.



Office

Office buildings that are up to three stories high. These buildings have large surface parking lots for employees.



Industrial

Some industrial uses are located in Carbondale. They may also contain some office space. Buildings are generally set back far from the street, contain large parking areas, and include landscaping and other environmental features to mitigate impacts on adjacent uses.



Civic

Land used for schools, educational facilities, City facilities, non-profit medical, and places of worship. This use also contains Southern Illinois University (SIU).



Vacant

Undeveloped or land that is ripe for development.

Existing Land Use Analysis

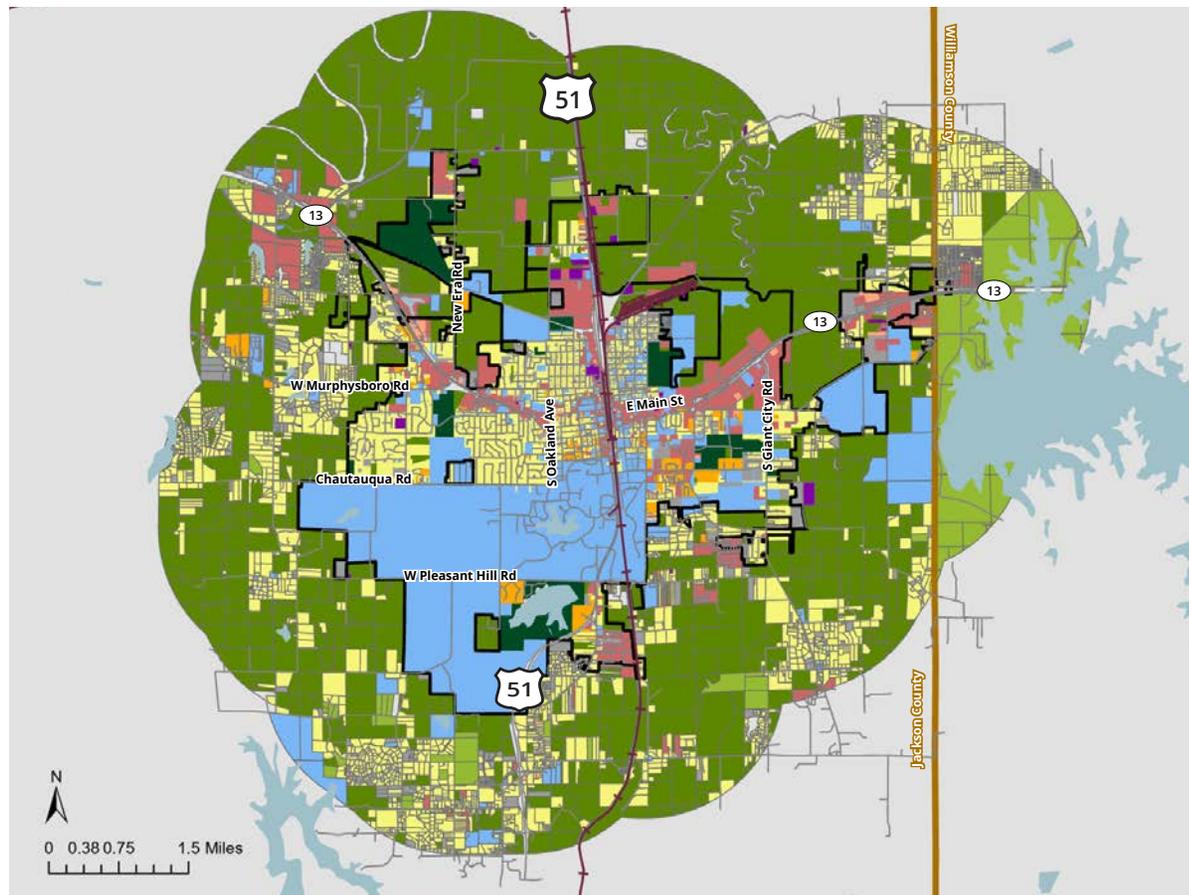
Early in the PLAN Carbondale process, the City’s physical environment was assessed through the creation of an Existing Land Use Map. The findings are listed below.

- Almost 40% of the land in Carbondale is used for civic purposes, including SIU, the City, and local school districts. Land owned by these civic entities creates stability and lessens potential for change.
- The land in Carbondale is used for agricultural, open space, or park purposes, has a significant concentration located near the city's northern boundary.
- Neighborhood residential comprises the primary use type within the city's central and western areas.
- Neighborhoods near the city’s western boundary exhibit a consistent pattern; however, neighborhoods in the central area feature many detached single-family homes adjacent to more intense uses, such as commercial buildings, industrial complexes, and multi-story apartments.
- Commercial uses are concentrated along the two primary corridors in Carbondale: US Route 51, the north-south corridor, and SR 13, the east-west corridor. Destination points along these corridors have an increasingly auto-oriented character the closer they are to the city’s perimeter. These two corridors intersect within the downtown area, which has a history of mixed-use potential. This presents an opportunity for infill and redevelopment to meet the needs of adjacent residential neighborhoods and the university.

Existing Land Use Within City Limits	Acres	Percent
Open Space	701	6%
Agriculture	1,118	9.7%
Neighborhood Residential	1,782	16%
Mixed Residential	305	2.6%
Commercial	1,112	9.6%
Office	71	0.5%
Industrial	78	0.6%
Civic	4,496	39%
Rail/Right of Way	1,175	10%
Vacant	642	6%
Total	11,480	100.0%

All land measurements are an approximation.

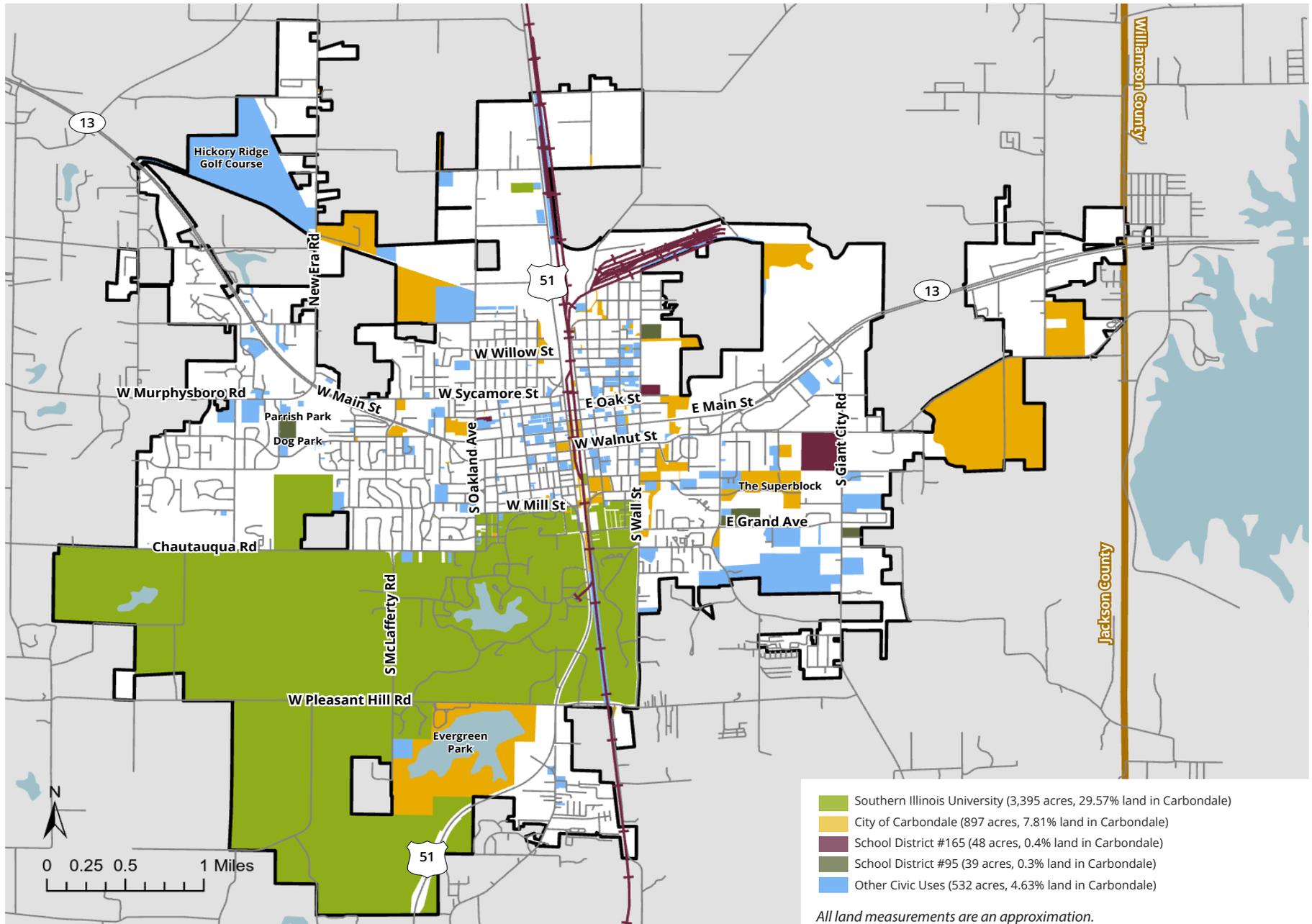
Existing Land Use for 1.5 Mile Jurisdiction



Illinois state law grants municipalities the authority to regulate zoning within one and one-half miles of their corporate limits. This buffer zone helps ensure orderly growth and development while allowing the City to influence land use decisions in areas that could impact its future expansion. Within this buffer, Carbondale’s zoning and subdivision ordinances are the only enforceable regulations.

The 2010 Comprehensive Plan recognized that the pattern of land use around the city [beyond the city limits] was becoming increasingly scattered with rural development, and recommendations were made to preserve the rural character of the city’s periphery (Focus Area 2.1, Strategy 7, 2010 Comprehensive Plan). These recommendations should continue to be addressed.

Civic Land



Civic Land

A significant portion of Carbondale’s land—over one-third—is occupied by civic institutions. This land includes Southern Illinois University (SIU), municipal properties, schools, and places of worship. While this public ownership fosters long-term stability and anchors key community services, it also limits the availability of land for new development. As the City plans for the future, finding ways to encourage growth while maintaining the benefits of these civic spaces will be of utmost importance.

Key Opportunities

Through input gathered from the first round of public engagement, as well as from the Steering Committee, City staff, and stakeholders, a conceptual framework for the future of Carbondale was developed. This map outlines (on page 41) the key areas where Carbondale should focus its resources and reflects the guiding principles of PLAN Carbondale.

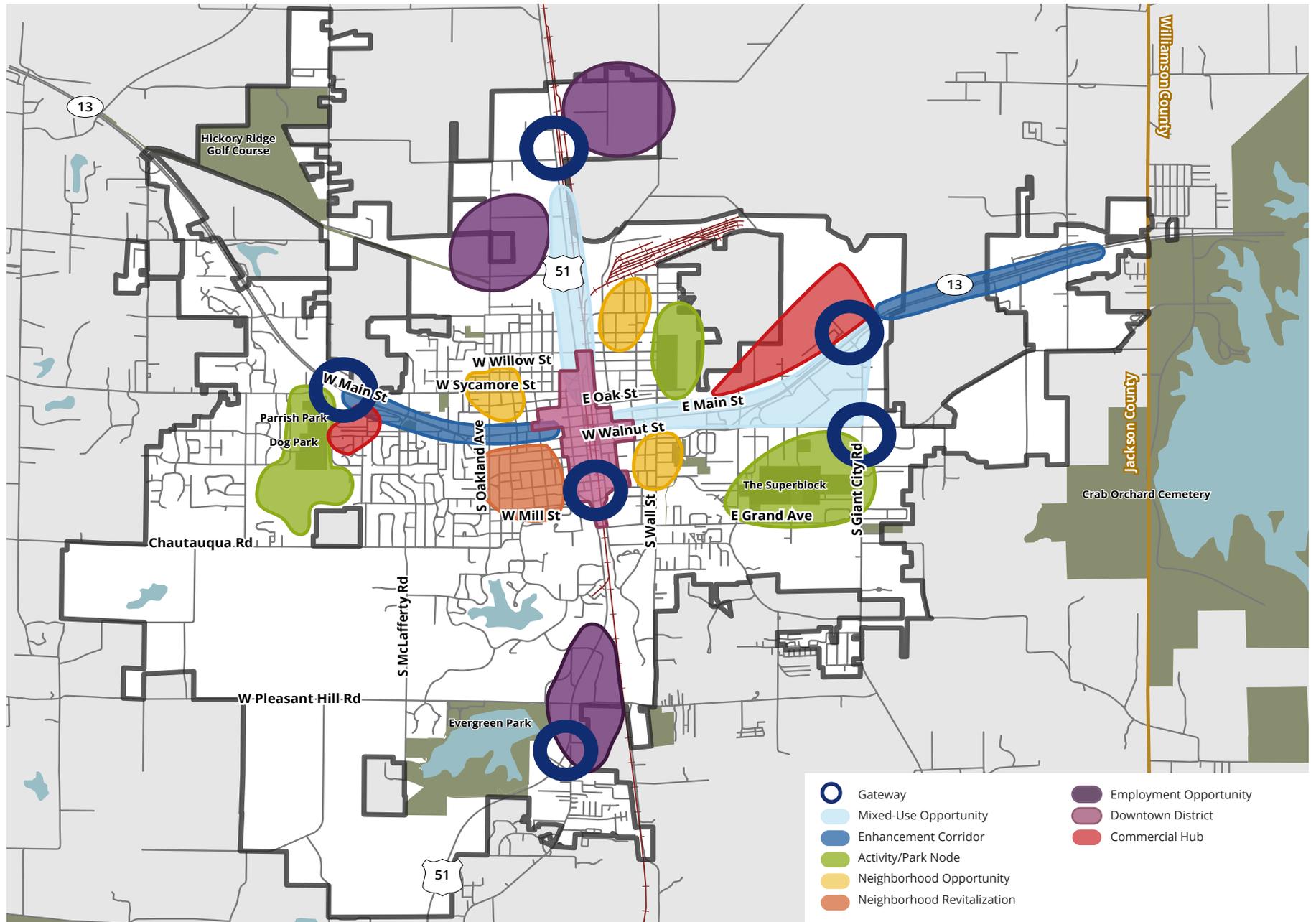
Identifying key opportunity areas provides a transparent approach to the sequencing of the plan’s recommendations. These locations reflect the surrounding geography and the plan’s vision, ensuring that each step forward with the plan’s implementation is taken with considerable care for the community’s future in mind.

Finite resources in any community limit the reach a comprehensive plan can have over its lifecycle. Thus, there is a need to identify key opportunity locations. Future planning efforts will have the ability to reassess these and other areas. The map (on page 41) provides a foundation for the more detailed Future Character and Land Use Map.



Southern Illinois Multi-Modal Station (SIMMS)

Key Opportunities



Key Opportunities Definitions



Gateway

Enhance the appearance and experience of entrance points into the city to inform people that they are entering Carbondale.



Mixed-Use Opportunity

Reinvent the identity along the primary corridors and allow redevelopment to repurpose properties. The built environment along these corridors may need to change or have an intensification of uses to attract investment. Sensitivity with adjacent neighborhoods is essential to ensure the appropriate transition of uses.



Enhancement Corridor

Improve access to key areas of interest within the city. Focus on growing the established identity while maximizing accessibility and safety for all users.



Activity/Park Node

Preserve and improve parks and recreational open space areas. These nodes should include access to bike paths, sidewalks, and trails, creating a connectivity network that serves the broader community.



Neighborhood Opportunity

Stabilize older neighborhoods by allowing strategic infill development to help reknit the area's built fabric. There is an opportunity to add "missing middle" housing and services that boost walkability. These efforts must maintain the existing scale of the built environment and focus on improving neighborhood pride.



Neighborhood Revitalization

Guide revitalization efforts to areas that may benefit from reinvestment. Allow infill and redevelopment to support underutilized sites and improve land utilization. Before revitalization efforts are made, a specific vision must be established for the neighborhood. These efforts may evolve the neighborhood's character and serve as catalysts for further improvement.



Employment Opportunity

Prioritize the growth of existing employment centers and allow expansion into generally undeveloped areas. These opportunities should ensure the appropriate transition of uses. A development that provides a mix of uses represents maximum opportunities to strengthen the city's economy.



Downtown District

Allow infill and redevelopment within the downtown area to support live, work, and play opportunities. Development should reinforce unique historic characteristics and leverage proximity to the key corridors, major institutions, and surrounding neighborhoods.



Commercial Hub

Encourage upgraded designs to building facades, signage, and landscaping to promote an attractive front for commercial and retail activities. The City should focus marketing efforts on storefront occupancy in these identified hubs.

Future Character and Land Use

The Future Character and Land Use Map expresses Carbondale’s intent for where and how the city should evolve. The Character Types that follow the maps show both how land may be used in the future and describe other attributes that contribute to how each area is experienced—its look and feel, street patterns, built form, amongst other amenities and features.

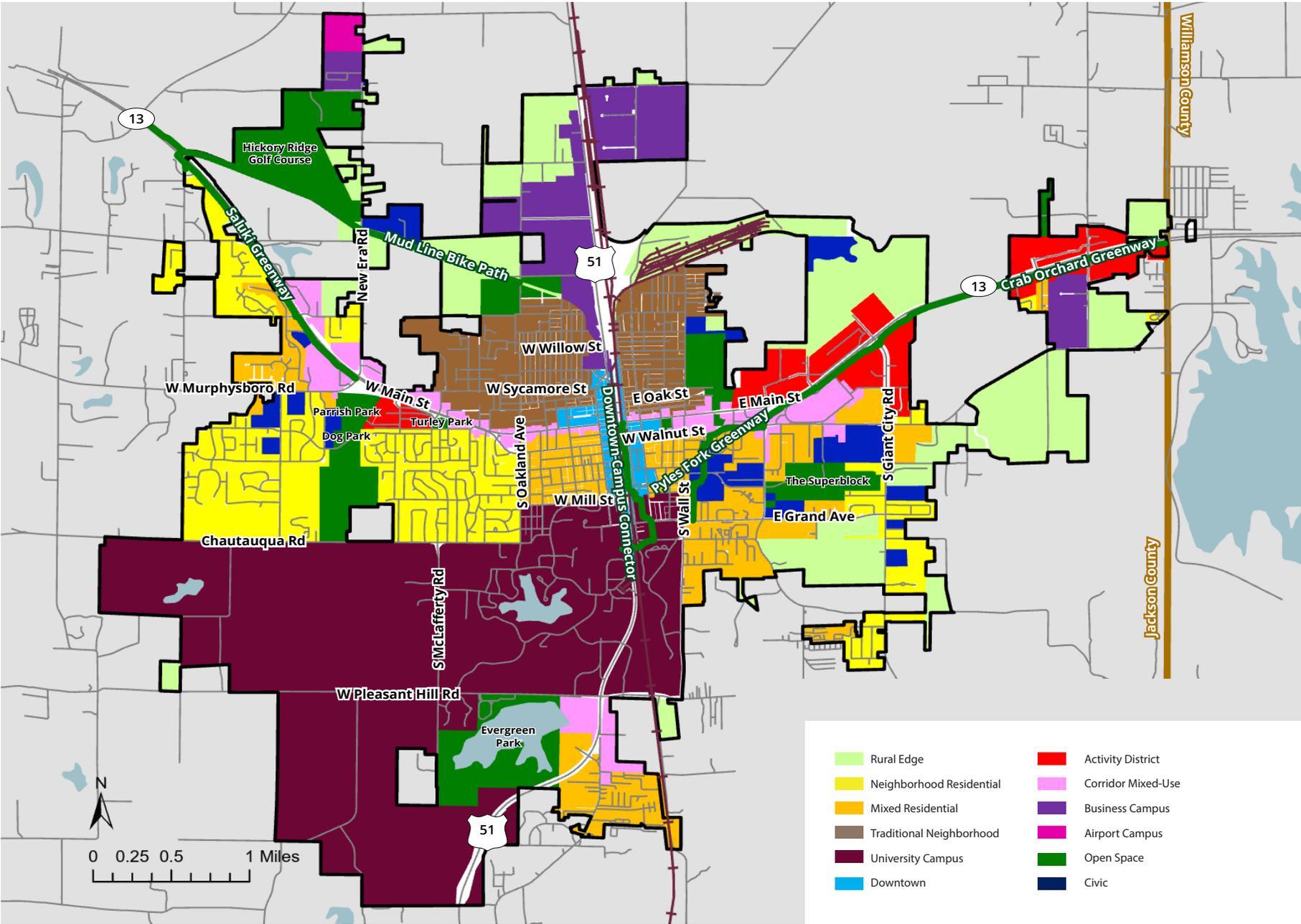
The Future Character and Land Use Map is a tool for the City to guide decisions about future land use and development over time. It is not a mandate for development or redevelopment, but instead describes the City’s expectations regarding future development or change as it is pursued.

The Future Character and Land Use Map is implemented over time through the administration of the City’s zoning regulations and various public and private development decisions. It will serve as the basis for potential future zoning updates.

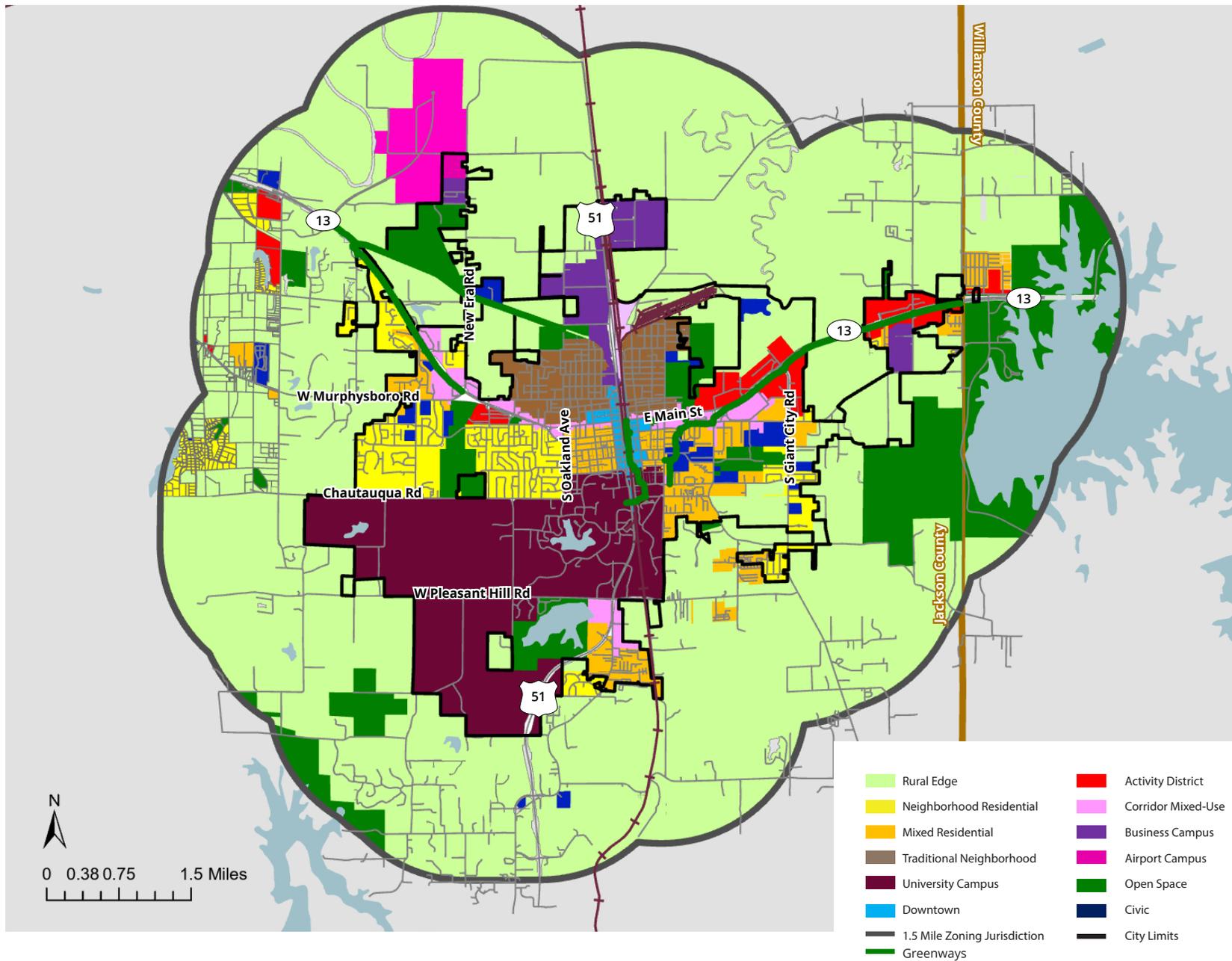
The table below summarizes the distinction between the comprehensive plan’s future character and land use and the zoning ordinance.

Future Character and Land Use	Zoning Ordinance
Describes general intended future land use and development characteristics.	Defines specific land uses and development characteristics permitted today.
General policy guide.	Specific and detailed standards.
Not parcel specific.	Parcel specific.
Not legally binding, but used to inform zoning changes, which should be “in accordance with” PLAN Carbondale.	Legal document: departure from zoning requires either a zoning map amendment (rezoning), a text amendment, or a variance.

Future Character and Land Use (City Limits)



Future Character and Land Use (Outside City Limits)



Rural Edge

These areas are comprised of existing agricultural and natural landscapes with small pockets of rural residential development on frontage lots or large lot subdivisions (larger than an acre). Homes typically front County and Township roads rather than an internal road network and rely on on-site septic and wells. Active agricultural land and protected stream corridors are found throughout these areas.

Intent

- Support low intensity development in areas without municipal sewer service.
- Conserve open space and environmentally sensitive land.
- Buffer incompatible land uses with open space.

Primary Uses

- Single-family detached
- Agriculture
- Natural Conservation

Secondary Uses

- Civic, Institutional



Building Height

1-2 Stories, accessory agriculture structures may exceed.

Transportation Method

Primary Mode(s)

Automobile

Secondary Mode(s)

Walk / Bike / Farm Equipment

Parking

Private off-street (individual driveways).

Streets

Few street connections.

Open Space

Agricultural fields, natural conservation areas, passive open space, neighborhood parks, and private yards.

Neighborhood Residential

These areas promote single-family residential neighborhoods built with consistent patterns to foster a shared identity. The layout of lots typically includes modest setbacks that allow for landscaping between homes and uniform streetscapes where building architecture is visible. Buildings, lot sizes, streets, and blocks may vary in form; however, future development of this character type should feature sidewalk, street, and pathway connectivity between neighborhoods.

Intent

- When establishing new neighborhood residential areas, provide vehicular, bicycle, and pedestrian connectivity between adjacent developments.
- Improve streetscape features such as consistent sidewalks, lighting, and street trees.
- Provide owner-occupied housing to those desiring a larger house and property.

Primary Uses

- Single-family detached

Secondary Uses

- Civic, Institutional
- Attached residential (with single-family scale)



Building Height

1-2 Stories

Transportation Method

Primary Mode(s)

Automobile

Secondary Mode(s)

Walk / Bike

Parking

On-street and private off-street in shared parking lots or private driveways.

Streets

Designed to promote walkability with a higher degree of street connectivity, shorter blocks, and the absence of cul-de-sacs or dead-ends.

Open Space

Bike paths, sidewalks, and trails connect homes to neighborhood parks and passive reserve areas. They are located in prominent, easily accessible locations.

Mixed Residential

These areas feature a range of housing options for a diverse population, including single-family detached homes, townhomes, medium multiplexes, and mid-rises. Walkability should be a focus, with proximity to downtown and integrated amenities such as parks, schools, and community-serving commercial uses built to a neighborhood scale.

Intent

- Future development should prioritize opportunities for owner-occupied housing and appropriate transition of uses.
- Create new housing options for the community that benefit residents of all income levels.
- Create appropriate transitions (building scale, design, placement) between single-family residential areas and a corridor or non-residential area.
- Provide vehicular, bicycle, and pedestrian connectivity to adjacent residential and commercial areas.

Primary Uses

- Single-family attached/detached
- Two-family
- Townhomes
- Medium Multiplex

Secondary Uses

- Mid-rise
- Community serving commercial (e.g. child or adult care)



Building Height

1-6 Stories

Transportation Method

Primary Mode(s)

Walk / Bike

Secondary Mode(s)

Automobile / Transit

Parking

On-street and private off-street in shared parking lots or private driveways.

Streets

Designed to promote walkability with a higher degree of street connectivity, shorter blocks, and the absence of cul-de-sacs or dead-ends.

Open Space

Smaller parks (public or private) are integrated into developments and are connected by bike paths, sidewalks, and trails.

Traditional Neighborhood

These areas extend from Carbondale's downtown. They are built along a grid street pattern. Individual lot sizes in these areas are typically narrow. Single-story buildings are more common here than in modern neighborhoods. A mix of compact housing, small office/commercial, and civic uses may also exist in these areas along key corridors. These areas are well-connected and provide pedestrian-friendly access to the downtown area.

Intent

- Maintain the existing neighborhood character.
- Allow residential infill that fits with neighboring homes (building scale, design, placement, etc.).
- Create new housing options for the community that benefit residents of all income levels.

Primary Uses

- Single-family detached
- Attached residential (with single-family scale)

Secondary Uses

- Three- and four-unit buildings
- Commercial/Office (neighborhood scale)



Building Height

1-2 Stories

Transportation Method

Primary Mode(s)

Walk / Bike

Secondary Mode(s)

Automobile

Parking

On-street and private off-street (individual driveways).

Streets

Blocks are small and walkable. Streets generally form a grid system within the neighborhood and have a high degree of street connectivity.

Open Space

Pocket parks and preserved passive open space within neighborhoods. Connections to schoolyards and community parks.

University Campus

This area is centered around Campus Lake. The core of the campus has clustered buildings in a walkable environment with parking areas integrated throughout but generally concentrated around the periphery. Southern Illinois University (SIU) Campus is directly south of Carbondale's downtown. This character area also extends past the core campus to include land owned by SIU for the College of Agriculture and other ancillary uses.



Intent

- Support campus development as described in the institutions' master plans and related documents.
- Encourage the development of underutilized parcels near residential areas.
- Build upon the success of the Illinois Small Business Development Center at SIU.

Primary Uses

- Civic, Institutional
- Office
- Vertical mixed-use

Secondary Uses

- Residential (multi-family)
- Retail
- Agriculture

Building Height

Varies (in accordance with institutional plans).

Transportation Method

Primary Mode(s)

Walk / Bike

Secondary Mode(s)

Transit

Parking

Surface lots, structured parking and on-street; may be restricted.

Streets

Curvilinear street pattern with long blocks on the district's edges with a walkable central area.

Open Space

Agricultural fields, athletic fields, common areas, Campus Lake, pavilions, pocket parks, natural conservation areas, and passive open space.

Downtown

This area is Carbondale's civic, geographic, and historic center. Buildings are located very close to one another and, in many cases, adjoin each other. The street pattern is a grid with the downtown core laid out in a strip between Illinois Avenue and University Avenue. This character type extends further along Main Street and Walnut Street, where a mix of land uses supports a live, work, and play environment. Direct proximity to the University Campus provides further opportunities to create a walkable streetscape framed by attractive buildings.

Intent

- Bolster the streetscape with the installation of consistent street trees, benches, and wayfinding.
- Continue historic preservation efforts to maintain the neighborhood character within local historic districts.
- Promote infill development on vacant lots and adaptive reuse of existing buildings that retain historic character.



Primary Uses

- Commercial / Retail
- Vertical mixed-use (first floor commercial with residential above)
- Office
- Hotel / Accommodation (small scale)
- Entertainment / Recreation (small scale)
- Civic, Institutional

Secondary Uses

- Residential (small scale townhome or multi-family)

Building Height

1-6 Stories

Transportation Method

Primary Mode(s)

Walk / Bike

Secondary Mode(s)

Automobile / Transit

Parking

Shared surface parking located behind buildings; structured parking; on-street parking. Allow space for pick-up/to-go orders.

Streets

Gridded street pattern with short, walkable block lengths. Streets are designed to encourage pedestrian activity (e.g., crosswalks, bump-outs, traffic calming, and other streetscape amenities).

Open Space

Pavilions, plazas, and the public realm (space between buildings and streets) function as open spaces.

Activity District

These areas provide local and regional destinations for the community. These areas focus on retail and commercial uses to create a density that allow multiple destinations on a single trip. An Activity District could serve a local population and be more pedestrian-oriented or accommodate community or regional-scale uses with a car-oriented design. These locations also serve a "gateway" function, marking entrance points into the city. In addition to commercial activities, these areas can incorporate a mix of other uses so long as the primary function is to activate the space.

Intent

- Accommodate a wide range of commercial uses.
- Maximize space by consolidating parking between buildings in a configuration multiple tenants or users can share. Shared parking agreements are encouraged.
- Support integrated mixed-use developments and vertical mixed-use buildings (e.g., commercial on lower floors and residential on upper floors) where the surrounding area or the center is large enough to create the critical mass and pedestrian activity needed for mixed-use commercial to thrive.



Primary Uses

- Commercial / Retail
- Vertical mixed-use (first floor commercial with residential above)
- Hotel Accommodation (large scale)
- Entertainment / Recreation (large scale)

Secondary Uses

- Office
- Residential (large scale townhomes, multi-family)
- Civic, Institutional

Building Height

1-6 stories

Transportation Method

Primary Mode(s)

Automobile

Secondary Mode(s)

Transit / Walk / Bike

Parking

Surface lots shared between buildings in the same area; structured and on-street parking (along connecting back roads or alleyways) may be appropriate.

Streets

Located along highways with shared access points used to control traffic. Individual storefronts are connected by internal roadways.

Open Space

Landscaping on individual sites and setback areas between adjacent developments. Access to trails is incorporated into site design to promote pedestrian safety.

Corridor Mixed-Use

These areas are intended to serve the community and are typically located along significant corridors or intersections. Uses may include office, retail, services, recreation, residential, light industrial, warehouses, and other uses in varying scales. Existing development patterns include a separation of uses and large surface parking areas. Over time, new development is encouraged to connect these areas, maximize space usage, and redevelop aging properties. Screening walls or landscaped berms should be used between these areas and adjacent residential neighborhoods.

Intent

- Support adaptive reuse of existing buildings.
- Existing commercial centers should evolve from a single-use automobile-oriented character to a walkable mixed-use character.
- Support integrated mixed-use developments and vertical mixed-use buildings (e.g., commercial on lower floors and residential on upper floors) where the surrounding area or the center is large enough to create the critical mass and pedestrian activity needed for mixed-use commercial to thrive.



Primary Uses

- Commercial / Retail
- Vertical mixed-use (first floor commercial with residential above)
- Office
- Entertainment / Recreation (small scale)
- Residential (small scale townhome or multi-family)

Secondary Uses

- Light industrial
- Warehouses
- Civic, Institutional

Building Height

1-3 Stories

Transportation Method

Primary Mode(s)

Automobile / Walk / Bike

Secondary Mode(s)

Transit

Parking

Surface lots shared between buildings in the same area; structured and on-street parking (along connecting back roads or alleyways) may be appropriate.

Streets

Located along primary corridors with shared access drives connecting individual developments and shared access points off streets. Well-designed pedestrian crossings should be provided to ensure pedestrian safety in these areas.

Open Space

Formal parks, plazas, landscaped common areas, and outdoor dining may be featured. Bike paths, sidewalks, and trails connect to residential areas.

Business Campus

These areas have an array of light and limited heavy industrial, office, commercial, and institutional uses. They provide space to support a range of existing and emerging industries. Uses are contained within a building or facility and may be arranged in a walkable setting with connecting open space. A campus character could be achieved in these areas by including passive open spaces and walking trails connecting to amenities for workers.

Intent

- Provide adequate space to support a range of uses that support existing and emerging industries.
- Support industrial activities away from neighborhoods and other commercial or mixed-use areas.
- Utilize physical or natural buffers (railway, water, forest) to separate industrial use from other nearby uses.
- Provide flexible space to support a variety of low-impact but high-value employment activities and improve the transition of uses to residential neighborhoods.



Primary Uses

- Limited Heavy / Light Industrial
- Technology / Research
- Warehouse / Distribution
- Office

Secondary Uses

- Commercial / Retail
- Civic, Institutional

Building Height

1-6 stories

Transportation Method

Primary Mode(s)

Automobile

Parking

Off-street surface lots

Streets

Located along primary corridors with individual access drives connecting developments. Site design should primarily accommodate automobiles and access for large trucks, but it should also accommodate biking, transit, and other transportation alternatives.

Open Space

Passive preserved land and landscaped setback areas, generally private.

Secondary Mode(s)

Transit / Walk / Bike

Airport Campus

This area supports the Southern Illinois Airport and the surrounding uses. The full-service airport provides three all-weather runways. It has been actively growing, serving the southern Illinois region and the popular SIU aviation program. On-site services include various specialized aircraft repair services, a retail store, and even a brewery. There is sufficient room for future expansion; the airport is outside city limits, but lies within the 1.5 mile zoning jurisdiction.

Intent

- Enhance and expand facilities to support a best-in-class concierge / executive airport.
- Allow for ancillary and Fixed Based Operations (aviation-related businesses) that will both encourage the airport's use and provide opportunities for the public to benefit from it.
- Improve edge conditions to make sure that airport and adjacent uses are compatible and to enhance the airport's visibility.
- Allow synergistic activities that may include more conventional business park uses and other compatible uses to support visitors.



Primary Uses

- Aviation and ancillary uses
- Educational (e.g. SIU automotive) workers, and students.

Building Height

Varies (in accordance with FAA guidelines)

Secondary Uses

- Light Industrial
- Technology / Research
- Office
- Restaurant

Transportation Method

Primary Mode(s)

Airplane

Parking

Off-street surface lots

Streets

Varies, but street design should accommodate truck traffic while maintaining a safe environment for pedestrians (sidewalks, etc.) and automobiles.

Open Space

Passive preserved land and landscaped setback areas, generally private.

Open Space

These areas are intended for recreation or land permanently protected as a natural area. This classification also includes cemeteries or other locations (public or private) that function as open spaces (e.g., golf courses).



Civic

These areas include existing or future schools, libraries, municipal or other government facilities, and large semi-public facilities. This includes community-serving commercial uses such as child or adult care and warming centers. Also included are areas dedicated to public utilities such as power, water, and wastewater. Civic areas often have a unique development pattern that may differ from the surrounding area.



4 Goals, Objectives, and Actions



Goals, Objectives, and Actions

Goals are desired outcomes expressed in simple terms. The plan's goals help to organize the document. The Goals (e.g. Goal A), will be supported by more specific Objectives (e.g. A.1), which are supported by implementable Actions (e.g. A.1.1).

Goal A. Intentional Land Use

Creative yet intentional land use strategies that support a diverse range of accessible, attractive, and welcoming places.

A.1 Emphasize mixed-use development in appropriate locations. The Future Character and Land Use Map outlines how Carbondale should use its land in the future, and the Key Opportunities map identifies locations to help guide City efforts. Together, these maps emphasize locations appropriate for mixed-use development that supports vibrancy and enhances quality of life.

A.1.1 Update the zoning code to simplify land use regulations and prioritize community character. The City's zoning code is the primary regulatory mechanism for implementing the Future Character and Land Use Map and the Key Opportunities map. A contemporary zoning code can reduce barriers, establish a more streamlined process, emphasize the form of development, and promote sustainability objectives. The City should consider various approaches, such as a Unified Development Ordinance or form-based standards integrated into the code, to enhance the code's user-friendliness. This effort should incorporate input from staff, subject matter experts, and the community. Design regulations should be aligned with the existing character and allow for flexibility rather than attempting to force an idealized design that is less feasible to develop.

A.1.2 Continue to utilize the City's 1.5-mile zoning and subdivision authority to preserve the rural character of the city's periphery. Revisit Focus Area 2.1, Strategy 7, in the 2010 Comprehensive Plan. At the time, a pattern of increased development outside the city was recognized: "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. The Plan recommended eight Actions and Initiatives, such as re-evaluating subdivision regulations in the 1.5 mile zoning jurisdiction, and collaborating with Murphysboro to finalize an intergovernmental agreement that will define each City's planning area.

Mixed-use Development

A type of development that allows for the combination of two or more different land uses (residential, commercial, etc.) within the same development. This approach encourages accessibility of essential services and amenities, with less dependency on car travel, and promotes a walkable, pedestrian-friendly experience.

1.5 Mile Zoning Jurisdiction

Chapter 3, Character and Land Use, page 38 provides background information about Carbondale's zoning authority.

A.2 Maximize compatibility between Future Land Use Character Types while allowing for transition areas.

The transitional areas between surrounding uses are essential, especially when an area's character changes over time. This ensures that more intensive uses do not negatively impact other areas immediately adjacent to them. Buffering may be required to provide sensitive integration of uses.

A.2.1 Require the construction of new buildings adjacent to residential neighborhoods to be in scale with single-family homes. Appropriate transitions are needed when development (new or infill) occurs near an existing neighborhood. This can be achieved by ensuring consistency in building scale along the same streetscape while allowing change to occur along an adjoining street to establish an area of transition. Transitioning the character between streets can be accomplished with missing middle-style housing and mixed-use projects, which are typically more adaptable across different building scales and support housing objectives expressed in Goal D.

A.2.2 Create buffers between incompatible uses to establish harmony. Transitioning from more intense uses (e.g., manufacturing facilities) to less intense uses (e.g., residential neighborhoods) is crucial to ensure high-quality places, and buffering may be necessary. When a transition across uses or building scale cannot be achieved, landscape buffers should be encouraged, including parks, trails, mounding, and natural areas. Introducing landscaping and buffering along existing and future intensive uses will help soften the area's image and enhance the aesthetics.

A.3 Focus resources on locations identified in the Key Opportunities map.

Successful implementation was a major theme generated by the community during PLAN Carbondale. To accomplish that, the sequencing of actions implemented must be completed efficiently. These actions provide a focus for implementation by linking resources directly to the Key Opportunities map.

A.3.1 Coordinate City programs and investments to create transformative impacts in targeted areas. Taking a “complete the block” approach to neighborhood revitalization creates a sense of momentum that can draw additional private investment. It also provides a proof point that can be used to support continued public investment. The City should coordinate programs, plans, and policies to align with the Key Opportunities map. One such example would be to create a vacant and neglected property program that includes:

- Expanded code enforcement and penalties.
- Vacant lot programs (adopt-a-lot, cleanup, assisting property transfers between neighbors).

Neighborhood Scale

Residential-style of neighborhood-compatible architecture (size, scale, and location) that provides a local destination for an area of one mile or less. The intensity of land use is compatible with the character of the surrounding neighborhood. Generally, it is pedestrian-oriented with minimal parking.

Buffers

Visual barriers or screening elements that reduce the potentially negative impacts of neighboring incompatible land uses (landscaping, etc.).

Incompatible Uses

Two or more uses that are out of place together or adjacent from one another leading to undesirable outcomes. For example, intense uses such as heavy manufacturing facilities may be incompatible with residential neighborhoods due to impacts such as traffic and noise.

- Consider expanding the current downtown code compliance program to other areas.
- These programs should be conducted in collaboration with the Carbondale Community Housing, Not For Profit.

A.3.2 Identify a corridor or neighborhood to prepare a focus area plan. The comprehensive plan's implementation should be assessed at least annually by reviewing and evaluating the implementation status of all actions. This implementation process should include the City continuing long-range planning efforts, such as a community-driven process to create a detailed area plan that builds upon the recommendations for a location identified on the Key Opportunities map. This would progress the neighborhood-by-neighborhood tactic to build positive momentum for the plan's implementation. Potential high-impact locations from the Key Opportunities map that would most benefit from an area plan include areas designated Downtown and Neighborhood Revitalization.

A.3.3 Direct public realm improvements toward high-impact locations. Efforts to improve Carbondale's public realm should begin with high-impact locations identified on the Key Opportunities map, specifically those designated as Commercial Hub, Downtown, Gateways, and Neighborhood Revitalization. This will generate positive momentum that can be carried to other locations. Examples include lighting, landscaping, pedestrian facilities, pocket parks, public art, street furniture, and wayfinding. These improvements can catalyze positive change, making places more attractive, vibrant, and better connected to the rest of the city. This may include public art and art-inspired amenities described in Action E.1.1.

Goal B. Mobility

A cohesive, navigable, and walkable community that offers reliable, and safe transportation options for all.

B.1 Target opportunities to improve mobility options for residents and visitors throughout the year. While resource challenges for transit persist, enhancing transit, improving walkability, and promoting bikeability in Carbondale would boost the quality of life and support sustainable living.

B.1.1 Collaborate with JAX Mass Transit and other interested parties to implement their comprehensive transit study, JAX On The Move. Hold regular meetings between the City and JAX Mass Transit to identify opportunities for improving transit service in the community. Sharing resources for a comprehensive approach to the area will enhance efficiency and may increase the likelihood of securing grants. This includes collaborating

Focus Areas

An effective Focus Area includes creating a more detailed plan for the area to further facilitate PLAN Carbondale's implementation. By delineating these areas as most impactful for future resources, additional attention should be focused on them (the next Capital Improvement Plan (CIP) update, economic incentives, development guidelines, etc.). This would include a community-driven process that builds upon the recommendations of the comprehensive plan.

Gateways

Improve the appearance and experience of entrance points into the City (infrastructure, intersections, signage, landscaping, accessibility of amenities, etc.) to let residents and visitors visually know they are entering Carbondale.

First-mile/last-mile

First-mile/last-mile planning involves providing connectivity between transit stations and the origins and destinations of trips. Where transit investments are made, local communities can focus their efforts on enhancing amenities and resources (bicycle lanes, sidewalk improvements, landscaping, etc.) that improve the safety and overall travel experience between these points. This will encourage people to use transit and can encourage private investment along these routes.

on key issues, such as east-to-west connectivity, first/last mile connections (including for out-of-town visitors, such as those traveling to and from the train station), providing more consistent service throughout the year, and improving bus stops with benches and shelters.

B.1.2 Continue work with the micromobility private sector to ensure this is a viable transportation option available to residents and visitors. A variety of new mobility modes have emerged in American cities over the last decade. These modes include ride-hailing apps (such as Uber and Lyft) and, more recently, dockless scooter and bike-share systems. While each mode presents special challenges, they also offer unique public-private partnerships that expand transit service, reduce residents' need for personal vehicles, and improve first-mile/last-mile mobility. Continued communication and collaboration with these private sectors can strike a balance between reoccurring issues (e.g., mis-parking and minors riding devices) and embracing these services.

B.1.3 Achieve Silver-level Bike Friendly Community (BFC) status. Carbondale has been designated a Bike Friendly Community by the American League of Bicyclists since 2016. The community has been designated Bronze-level status and has received a report card outlining specific improvements it can make to be considered for Silver. Completing these improvements will enhance the community's overall connectivity and serve as a point of pride, thereby bolstering the community's support for cycling.

B.2 Plan a community that is accessible and easy to navigate. The community desires many short and long-term transportation projects. Evaluating potential projects to ensure they enhance the pedestrian experience will help maximize available funding.

B.2.1 Develop consistent but creative wayfinding throughout the community. Consistent and uniform wayfinding will create a user-friendly environment for residents, visitors, and workers. Locations that will immediately benefit and should be prioritized include downtown and the gateways identified on the Key Opportunities map. Enhancements could include locating signs or murals on private buildings to avoid right-of-way complications, reducing sign overload at intersections, and outreach to the local arts community for unique ideas. Efforts to enhance the community's aesthetics can also strengthen residents' pride, spur business owners to invest more, and encourage visitors to return.

B.2.2 Prioritize filling gaps in the trail network to create a connected greenway and open space system. The City has been purposeful in creating a connected trail network to provide safe and accessible routes for children, families, seniors, and people with disabilities to all open space areas. The City should collaborate with community organizations and developers to anticipate future needs for the connected network and

Micromobility

Small, low-speed vehicles intended for personal use. This category includes station-based bike-share systems, dockless bike-share systems, electric-assist bike-share systems, and electric scooters. Micromobility has the potential to increase the number of transit trips by expanding the reach of multimodal transportation, but it could also replace transit trips.

Wayfinding

An informational system of design elements (signage, maps, pathways, landmarks, unique art, etc.) that helps people navigate to where they want to be and understand where they are relative to other locations.

Greenways

Protected open space that creates a corridor of natural landscapes and habitats. Their extension can allow for passive recreation through biking or walking trails. For example, the Piles Fork Greenway connects homes and businesses between E Grand Avenue, E Walnut Street, and Lewis Lane. Additionally, the City has recently been awarded a grant to develop the Saluki Greenway.

accommodate them before or concurrently with development, rather than designing and constructing them later. The Development Code should be updated to include guidance for discussing these possibilities early in the development process.

A connected network will help to ensure that travel patterns are established and other investment decisions are coordinated. Integrating open space and community nodes to create a connected greenway system will maximize the City's walkability. High-quality and well-designed trailways can distinguish Carbondale from other communities and potentially catalyze development along the system. The City should also update its 2016 Bicycle Master Plan, keeping in mind these priorities.

B.2.3 Evaluate one-way/two-way street conversions. Converting one-way streets into two-way streets can significantly improve safety and ease of navigation. It can also increase visibility for storefronts, supporting businesses and contributing to vibrancy. In order to further enhance Carbondale's downtown, the conversion of University Avenue and Illinois Avenue should be considered. The City should conduct a comprehensive traffic and mobility study that includes specific actions supporting this change, such as establishing an alternative truck route. The City should also create an open line of communication with IDOT on this topic, as these are state roads and any decision ultimately rests with IDOT.

B.2.4 Conduct an audit of key corridors to assess needed improvements. The Key Opportunities map identified corridors and locations that would immediately benefit from coordinated investment in transportation infrastructure. To determine specific improvements, the City should first evaluate short and long-term projects that would facilitate the implementation of the plan. This work should be coordinated with corridor planning, which may be conducted as described in Action A.3.2. The utilization of strategies identified in the Transportation Sidebar should be considered.

B.2.5 Formulate a task force to review all infrastructure projects to ensure they enhance accessibility and navigability. This group should include staff from relevant City Departments, representatives from key stakeholder groups (e.g., accessibility advocates), and community members. The task force's primary responsibility would be to ensure that the City's future investments are accessible and easy to navigate for everyone. If strategies described in the Transportation Sidebar are implemented, the Task Force should be included in those efforts.

Secondary responsibilities, as resources allow, could include identifying:

- Practical pedestrian improvements that will significantly boost quality of life.
- Sections of sidewalks and trails in need of repair.
- Locations that would benefit from blue light emergency call boxes.

Passive Recreation Areas

Undeveloped or dedicated park space that is not formally programmed and is intended for the health and well-being of the public and for the preservation of wildlife and the environment, which may also include biking or walking trails.

Corridors

Linear pathways that connect key areas within the City and allow for the movement of people and goods that are often centered around transportation infrastructure (streets, highways, public transit, etc.). They may be regional in scale, as in a heavy rail corridor, or local, as in a retail corridor along a City thoroughfare.

Strategies for Improvement of Safety in Mobility

Access Management: Standards that determine the design, spacing, and number of access points to properties adjacent to a roadway. Limiting the number of curb cuts can improve safety and traffic flow. The City should enhance access management during development and redevelopment, and continue to regulate in the zoning code as it is updated. These standards will require coordination with Jackson County and IDOT to ensure alignment.

Road Safety Audit: An evaluation of corridors, focusing on high-crash areas, to improve safety and reduce accidents. The audit should include considerations for bicycles, pedestrians, and

improvements to traffic signal timing. For example, the Greater Egypt Regional Planning and Development Commission (Greater Egypt) is currently conducting a Safe Streets for All traffic safety study. Collaboration between the City and Greater Egypt in these efforts could be mutually beneficial.

Speed Management: Standards that guide vehicle behavior to improve safety. Speed management guidelines should include education, enforcement, technology, and infrastructure. Improvements such as traffic-calming elements, bump-outs, and road diets could be considered.

Walk Audit: An evaluation of a location to identify issues with pedestrian safety, accessibility, and connectivity. City staff should regularly conduct this activity, which may involve community members who can be trained using a standard guide, such as the American Association of Retired Persons (AARP) Walk Audit Tool Kit and other available resources. Audits involving special populations, such as individuals with mobility challenges or children, may offer unique perspectives of value.

Goal C. Economic Development

A resilient regional economy that capitalizes on its position in southern Illinois and supports a robust workforce and businesses of all sizes.

C.1 Change the perceptions of the community within the region. Carbondale has several perception issues that are impacting its businesses. Two are critical to address for a vibrant economy in Carbondale. The first key perception is safety—or at least the perception of safety—in the community. The second is a City government that is unfriendly to business. Whether the perceptions are reality is immaterial because the perceptions run deep and need to be addressed.

C.1.1 Focus public improvement and programming on perception of safety. The City should focus its resources on promoting the concept of friendly “eyes on the street” within the community. This would include:

- Improving lighting and visibility while avoiding unnecessary light pollution.
- Cleaning up neighborhood and gateway areas as described elsewhere in the plan.
- Managing empty storefronts in pedestrian-centric areas by connecting them to “pop-up shops” (temporary uses or users that enter a vacant space through short-term leases), public art exhibits, or other unique concepts that may generate foot traffic.
- Seeking opportunities to bolster coordination between law enforcement and code enforcement.

Eyes on the Street

A term popularized by Jane Jacobs in her book “The Death and Life of Great American Cities” (1961) to describe the need for human activity along streetscapes to maintain movement and security. More people outside enjoying public spaces increases the friendliness of the streetscape and decreases the likelihood of crime going unnoticed.

C.1.2 Formalize and promote a pre-project consultation process for property owners seeking to make improvements, new businesses, and development ideas. One of the key concerns raised through the comprehensive planning process is the need to make the regulatory process more predictable and transparent. While the City has taken some steps to streamline reviews, it can further enhance this process by establishing a more structured and well-publicized mechanism through which project proponents can seek guidance on potential projects. Naming this process, developing print and electronic materials that promote it, and standardizing it could encourage more people to take advantage of the opportunity.

C.2 Create the types of places and spaces needed to grow the local economy.

The physical environment of Carbondale should be shaped to encourage the type of economic development activities that are desired.

C.2.1 Ensure hybrid businesses can be located in Carbondale. Hybrid businesses are those with multiple activities taking place under a single roof and may not easily fall into a zoning use table. An example could be an Etsy-type business with light manufacturing, distribution, and retail operations all under the same roof. Ensure that these types of small businesses are accommodated during zoning code updates.

C.2.2 Expand the boundaries of existing business parks and continue to explore opportunities for new sites. There is a limited opportunity to expand the existing industrial parks (Industrial Park Road and Bicentennial Industrial Park) or create new ones. Both strategies may necessitate changes to land use, as outlined in the Future Character and Land Use Map—the opportunity to maximize jobs in areas designated as Business Campus is needed to grow the local economy. Prioritizing development in Business Campus areas with flexible uses and thoughtful transitions can help create more job opportunities. This supports retaining younger residents as they advance in their careers as well as makes Carbondale more attractive to new residents seeking employment and long-term career growth. The successful implementation of this character type necessitates flexibility in use and an appropriate transition between character types, which can be enhanced by quality landscaping and mounding.

C.2.3 Continue to collaborate and support the SIU Office of Innovation and Economic Development to retain SIU startups in Carbondale. Monitor SIU company launches and technology areas to understand the types of spaces (e.g., labs, offices, manufacturing facilities) that will be required if these companies become commercially viable. This will help Carbondale anticipate future needs with the right types of spaces and locations to retain SIU-generated opportunities. While the City cannot determine the specific space needs of potential science-based startups, it can support SIU’s incubator through flexibility

Athens, Georgia's Visioning Meetings

An example of C.1.2 being done in another community is the City of Athens, Georgia, which is supported by the joint Athens-Clarke County (ACC) Economic Development team. ACC staff offer regular meetings to anyone seeking guidance on code requirements, potential projects, applications, and other related topics. This format allows the requestor to indicate which staff departments (e.g., Building, Planning, Public Utilities) are requested for the meeting. A similar process exists for Carbondale, but it could be made more transparent by creating a formal application tool on the City's website.

in the zoning code and policy-making.

C.2.4 Build upon the success of the Southern Illinois Airport and the SIU Automotive Technology Program. Promotion of the airport would enhance the area by supporting commercial uses, aviation-related businesses, and aviation-related educational activities. In addition, the SIU Automotive Technology Program is one of a few in the country that has the potential to generate attention for automotive companies. A targeted approach by the City for these industries and businesses presents an opportunity to generate jobs for the community.

C.3 Support the growth of tourism in the southern Illinois Region by focusing on enhancing the visitor experience in Carbondale.

Carbondale attracts a diverse range of visitors, including those affiliated with the university and individuals visiting the region's national and state outdoor facilities. These are potentially powerful marketing voices for Carbondale if they have a positive experience.

C.3.1 Build on what makes Carbondale unique to other communities in the region as a tourism strategy. Carbondale's urban form, diversity, cultural activities, and dining options set it apart from most of the rest of the region. Through marketing efforts and downtown beautification, the City can enhance its position (see E.1.1). The experience is how all these elements and other pieces come together as a whole to influence how a visitor perceives a community. This can include major entry corridors and gateways, activity hubs such as Downtown, and key physical features. Additionally, the City and its hospitality and economic development partners, including the Carbondale Chamber of Commerce and SI Now, should conduct ongoing market research to understand the City's tourism customers and key elements of their experience, serving as the basis for continuous monitoring and improvement.

C.3.2 Investigate options for outdoor exploration and recreation gear purchase, rental, and storage. If Carbondale is to become "ground zero" for experiencing the surrounding natural environment, support for associated exploration and recreation should include access to the equipment needed. The City should explore options for visitors to securely store large gear (e.g., kayaks, bikes) associated with outdoor tourism activities in the region while staying in Carbondale. For instance, an estimated 85,000 visitors to the Shawnee National Forest were overnight campers. Additionally, the City should proactively seek to attract mountain and road bike rental shops and/or opportunities to expand existing shops to support the outdoor tourism industry.

Dimension of Experience

Dimensions of experience of a place vary, but common elements include:

- Perception of safety
- Cleanliness
- Ease of wayfinding and navigation
- Vacancy, abandonment, or state of repair
- Parking accessibility
- "Instagram moments"
- Activity opportunities

Housing Terminology

Affordable Housing: Housing available to individuals who qualify for the Section 8 Housing Voucher Program or Low-Income Housing Tax Credit programs. Source: Urban Land Institute. RCLCO Real Estate Consulting. 2024. “The Terwilliger Center Home Attainability Index 2024 Release.” Available at <https://public.flourish.studio/story/2142404/?full>

Workforce Housing: Housing that can be afforded by households earning between 60% and 120% of their area median income (AMI). This is sometimes also referred to as attainable housing. Source: Urban Land Institute. RCLCO Real Estate Consulting. 2024. “The Terwilliger Center Home Attainability Index 2024 Release.” Available at <https://public.flourish.studio/story/2142404/?full>

Missing Middle Housing: A range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood. This housing may be market-rate or affordable/workforce. Source: Opticos Design, Inc. 2024.

ADA Housing: The Fair Housing Act outlines accessibility requirements for housing units in buildings with four or more units. Guidelines from the US Department of Housing and Urban Development (HUD) detail these requirements, some of which include:

- Accessible building entrance on an accessible route.

- Accessible common and public use areas.
- Usable doors (usable by a person in a wheelchair).
- Accessible route into and through the dwelling unit.
- Light switches, electrical outlets, thermostats and other environmental controls in accessible locations.
- Reinforced walls for grab bars.
- Usable kitchens and bathrooms. “Missing Middle Housing.” Available at <https://missingmiddlehousing.com/>

Goal D. Housing

Quality, affordable housing options that serve residents of all ages, abilities, and income levels.

D.1 Catalyze the housing market, particularly new construction. The City should avoid creating more housing that can only be used by students or buildings that can only ever have one purpose.

D.1.1 Create a Carbondale pattern book/design guide that will support smaller contractors with infill new construction or major rehabilitation projects. Undertaking infill development, which involves introducing new housing types, can often be challenging for developers and existing neighborhoods. A pattern book or design guide could include specific house plan guidance to minimize the burden on them. This would alleviate community concerns by showcasing what new housing could look like, reducing developer costs by streamlining the design process, and highlighting the use of efficient, sustainable building methods and materials. These resources can also provide housing options that appeal to mid-career residents, particularly the shrinking 45–54 age cohort, by meeting their current needs while also supporting the ability to age in place. A pattern book/design guide also makes the regulatory process more user-friendly and transparent. The next step could be creating a toolkit of pre-approved building plans.

Pre-approved Building Plans

South Bend, IN, offers potential developers and property owners the option to use pre-approved building plans at no cost. These high-quality architectural plans include contingent approval for building and site development. City staff reviewed them to ensure compatibility with zoning regulations, typical lot configurations, construction techniques, and market conditions. This strategy aims to reduce the time and cost of initiating a residential development project while supporting smaller-scale businesses. The City’s pre-approved catalog and additional information for getting started are available on its website.

D.1.2 Facilitate a consortium of community institutions, banks, private philanthropy, and other local sources (e.g., Carbondale Community Housing, Not For Profit) to catalyze housing development.

Market dynamics, including low prices, appraisal gaps, community perceptions, and demographic trends, make it unlikely that private developers will step in and build the necessary housing in Carbondale. Communities across the country, through various approaches, have taken on the challenge of developing housing that meets the needs of a broad range of the community, particularly for families at or near the median income. An entity could undertake this task to “prove the market” and reset market conditions, such as appraisal gaps, thereby creating a more favorable market for other developers.

- The City should provide all necessary data to assist with this effort, such as locations of existing but un-built subdivisions, locations with existing utilities, etc. The City and the CCHNFP should continue to seek funding opportunities to assist where further data collection, needs assessment or analysis is needed.

D.2 Maintain and strengthen neighborhoods. Collaboration between the City and community institutions will elevate the residents of Carbondale.

D.2.1 Pursue partnership opportunities with community anchor institutions (e.g., SIU, SIH, and the Carbondale Community Housing, Not For Profit) to establish a neighborhood revitalization effort. The City’s need for neighborhood revitalization and the anchor institutions share an interest. Neighborhood quality impacts their ability to attract staff. Social determinants of health can impact the care profile of the hospital and its payer mix. The quality of the environment near the campuses may impact the perceptions of their visitors, patients, and parents. With declining numbers of potential students in the Midwest, SIU is competing against a wide range of universities for these prospective students.

D.2.2 Partner with the Southern Illinois University (SIU) Law School to develop a program that assists families in resolving property deed issues. Without clear property deed ownership, a homeowner cannot apply for assistance programs, may be unable to obtain a mortgage or home insurance, and ultimately, does not maximize the benefits of property ownership. These residents sometimes hesitate to seek the City’s assistance with property deed issues. A partnership with SIU students would create an opportunity for residents to get legal advice from a neutral party in a comfortable setting. Land of Lincoln Legal Aid and the Carbondale Public Library could also be collaborators. Sharing information broadly about the program and seeking ways to lower the barrier to participation would be of the utmost importance.

Consortium

An association of various businesses that work together to work towards or achieve a common goal.

Keys to Success of a Consortium

A consortium of community institutions focused on catalyzing housing development will be most successful if it:

1. Starts slow (10 or fewer homes)
2. Targets what is needed, which in the case of Carbondale is likely homes with price points that target incomes 80 – 120% AMI
3. It is clear that this is an investment model rather than a donation-based approach. The consortium should invest in an investment fund to address the capital needs for this type of housing. An investment prospectus (the document that outlines the uses of the funds) should note that the initial returns on investment may not be at market levels; however, the goal is to generate a return on investment that helps perpetuate the fund.

D.2.3 Continue to evaluate and communicate about the City’s rental property regulations. Every rental unit in Carbondale is required to be inspected by the City at a minimum every three years or in response to tenant’s complaints for building safety. If code violations are reported in between, the City’s code enforcement office investigates them and issues violations as needed. To enhance these efforts, the City should consider implementing a rental license code that revokes the license for failure to comply with standards. This would give the City more authority to regulate rental properties. Once implemented, the City should consider community education efforts to raise awareness and enhance communication about these policies, explaining what the City can enforce.

D.2.4 Conduct a study to determine the number of ADA-compliant housing units available in Carbondale and the number needed by the community. Information sharing with residents is crucial in this work to educate eligible community members about available resources, especially housing. A targeted ADA-compliant housing study could outline current and future market demands. The analysis would provide valuable insights to better understand the affordability, availability, and housing conditions for these community members. The baseline data and identified recommendations in such a study can inform future housing policies, projects, and programs.

D.2.5 Continue discussions between the City and SIH regarding the expansion of Memorial Hospital. The City supports the physical growth of the hospital, as such growth likely brings more jobs and increased healthcare opportunities. However, the City also has an obligation to retain the character of its neighborhoods and keep residents informed of possible developments abutting their properties. The City should consider the addition of a Medical Overlay District to its zoning map or other zoning code amendments associated with medical facility developments; but should ensure that such a change would not create unnecessary barriers for development, by keeping the lines of communication open between the two entities.

Goal E. Community Amenities.

A variety of cultural, organizational, and physical assets promote a connected, inclusive community, and strengthen a sense of pride.

E.1 Enhance the built environment of Carbondale to foster a welcoming and inclusive community. These efforts should be consistent, focus on Carbondale’s uniqueness whenever possible, and involve collaboration with existing organizations, such as SIU and the Chamber of Commerce. For physical improvements, emphasis should be placed on utilizing efficient and sustainable building methods and materials.

Dayton, Ohio Revitalization Partnership

The City of Dayton, Ohio, has collaborated directly with community organizations, hospitals, and the University of Dayton, to develop neighborhoods through a “bottom-up” approach through an initiative known as the Phoenix Project. This occurs through federal tax credits or other financing mechanisms to lure private investors to a targeted area. A focus is placed on key community anchors, including hospitals and universities, as well as public transportation projects, to generate momentum and signal serious interest in the targeted area. Over 15 years, partners worked together to generate investments of more than \$20 million that leveraged an additional \$45 million. This partnership yielded significant activity, development and investment in the area over that time including:

- More than 100 blighted properties acquired and demolished to allow for development
- A new Gateway Park
- A recreation campus that connects a new school with City parks, expanded water aquatics, and a family fitness park
- 33 new affordable new single-family homes
- A new Metro Library branch
- A new community health center

Through the partnership, many support programs were also created for residents including:

- Community policing
- Home improvement loans
- Down payment assistance for home purchase
- Youth development programs
- Mini grants for neighborhood events
- Support to Fairview Neighborhood School Center

E.1.1 Focus public art and beautification efforts on downtown in collaboration with City departments responsible for their maintenance. Downtown is the community's gathering place and center of civic life. It is a place where the community should feel comfortable and welcome. Public art and amenities with artistic expression can help incorporate a sense of character and identity into public spaces. Installations may be permanent and/or temporary and should, when possible, engage the local community or artists and be directly connected to—and reinforce—Carbondale's identity.

The planning and design processes should strongly emphasize diverse participation to create art that is representative and welcoming to everyone in the community. Continue and expand the "Welcome, Carbondale" mural project. The identification of sponsors and other creative funding mechanisms should be explored.

Public art occurring on public right-of-way must include evaluation by City departments responsible for maintenance to ensure reasonableness in terms of cost. This should also include evaluating the site, materials, and other factors to prevent vandalism. A maintenance strategy can be established and coordinated with private groups and sponsors involved in the process.

E.1.2 Adopt design guidelines for Carbondale's corridors and gateways. Improving the appearance and experience of the City's corridors and gateways will let residents and visitors visually know they are entering Carbondale. These standards should address access, parking, lighting, landscaping, signage, and a range of other characteristics and features that can significantly impact the community's functionality and overall aesthetics.

E.2 Boost Carbondale's social fabric to foster an inclusive and welcoming community. Fostering a sense of togetherness between people from different neighborhoods will be critical to implementing the plan's vision of being a welcoming place for all.

E.2.1 Expand public events and outreach efforts to be more inclusive and year-round. The City should organize activities or support community partners in hosting festivals and public events that celebrate different cultures, catering to all ages. Expanding these options year-round will also give more opportunities for students at SIU to participate and perhaps leverage their capacity to assist with managing them. Hosting public events in walkable locations throughout Carbondale, such as downtown, will benefit a broader range of people, including those without a car, and support local businesses.

Public Art in Downtown

Public art can take various forms, including permanent, temporary, minor, and substantial. Below are example images of installations that vary in nature.



E.2.2 Review the zoning code as it pertains to various social and family services.

There is reportedly a shortage of childcare options in the city. Home day cares are currently only permitted via special use permit in certain districts, which creates an added barrier to hopeful providers who are already required to be certified by the Illinois Department of Children and Family Services.

Goal F. Resource Stewardship.

Sustainable resource management to meet current needs while safeguarding future generations' ability to thrive.

F.1 Enhance the natural environment of Carbondale. Carbondale's approach to improving the natural environment will require partnerships among organizations that share common goals and values, including public agencies, nonprofit organizations, and private property owners.

F.1.1 Prepare a strategic plan for organizations and agencies responsible for open space. Carbondale has numerous popular parks and open space areas within the community; however, upkeep and accessibility are inconsistent across these locations. Enjoyment of these areas could be maximized with increased collaboration between the separate entities that manage them (e.g., the City's Park & Recreation Department, the Carbondale Park District, Green Earth). As resources to manage these parks and open space areas are limited, the City should lead a strategic planning effort to identify opportunities for further alignment between these entities and minimize overlapping functions. This could include consolidating some roles.

F.1.2 Implement an incentive program to beautify properties and recognize the success of residents in the community. The City should establish a review committee comprised of residents representing the diversity of neighborhoods in Carbondale to oversee this process. The committee would have two responsibilities and champion the mission to emphasize sustainable practices:

- Recognize home improvements or maintenance efforts to support a sense of community pride in one's home or neighborhood. Keep Carbondale Beautiful currently hosts the "Bright Spot Award," which is open to residential, community, and commercial sites. These efforts could be combined or operate concurrently.
- Award tax abatements, grants, or other fiscal incentives that could be utilized to incentivize rehabilitation or address code enforcement issues.

F.2 Build a sustainable community. Many Carbondale residents have expressed a strong desire for the City to be a leader in the region and commit to a sustainable long-term future. Setting measurable targets and seeking to achieve them can advance this objective.

F.2.1 Implement Carbondale’s Sustainability Action Plan (2022). The City’s Sustainability Action Plan commits to reducing greenhouse gas emissions and increasing community resilience. Since its adoption, the City has taken significant steps to implement its actions and improve the community’s quality of life. Creating an education campaign to inform neighborhoods about the accomplishments made thus far could not only celebrate these efforts but also increase awareness of how residents could contribute towards the goal of carbon neutrality by 2050 and a 45% reduction by 2030.

F.2.2 Update City policy to support sustainable land-use practices. To build a sustainable community, the City must review its codes, policies, and standards to ensure that the governing language supports and does not hinder this objective. Some examples include, but are not limited to:

- Reviewing parking code requirements to remove parking minimums and establish parking maximums, thereby reducing the amount of unused pavement in the community.
- Ensuring that certain permeable surfaces for residential driveways are permitted by right from a zoning perspective.
- Reducing roadway width requirements (without jeopardizing safety), promoting street connectivity, shorter block lengths, and prohibiting cul-de-sacs to reduce long-term maintenance costs.
- Aligning the zoning code update with sustainable land use practices described in Action A.1.1.
- Initiate the process of adopting a 'Dark Skies' ordinance.

Dark Skies Programs

A city Dark Skies program is a municipal initiative to protect the night sky through the implementation of responsible outdoor lighting policies and public education. Led by organizations like the International Dark-Sky Association (IDA), these programs aim to reduce light pollution by using shielded fixtures, dimming controls, and warmer-colored lights to minimize negative impacts on wildlife, human health, and the environment. Cities can achieve International Dark Sky Community (IDSC) designation by demonstrating exceptional dedication to these principles.

F.2.3 Pursue emerging infrastructure where appropriate to promote sustainable development objectives. As electric vehicles, solar panels, and other emerging infrastructures become more prevalent, the need for adaptable communities is growing. The City should incorporate these practices when constructing future infrastructure projects. Efforts to build sustainable infrastructure can be combined with other strategies (see Action F.1.2) to reduce the City's long-term maintenance costs.

5 Implementation

How to Use this Plan

PLAN Carbondale is a long-term guide to manage growth and change over the next ten years. Implementation of the plan will involve a range of City departments, City Council, boards and commissions, civic groups, non-profit organizations, businesses, and the community. This chapter provides guidance on managing and utilizing the plan, along with a summary of its actions that assigns anticipated timing and responsibilities to each.

Implementation Strategy

The overarching strategy for implementation includes three main areas of focus.

MONITORING

The plan should be consistently monitored to assess implementation progress and relevance over time. This review should be conducted formally at least once per year. A status report and presentation to the Planning Commission and City Council should accompany this review, and the review's results should be communicated throughout the City to keep community members informed.

COLLABORATING

Many actions in PLAN Carbondale will require the coordinated efforts of individuals and organizations representing the public, private, and civic sectors of the community. The comprehensive plan should be referenced in the development of departmental work programs, budgets, and capital improvement planning.

UPDATING

The Community Development Department, the Planning Commission, and the City Council may initiate future updates and amendments to the plan. Updates should be considered at least every five years to account for changes in local and regional trends as well as City priorities over time. Amendments to the plan should be made only with careful consideration and compelling justification.

Integration into City Operations and Processes

The specific ways in which the plan will be integrated into City operations and processes are as follows.

ANNUAL WORK PROGRAMS

Departments, administrators, and relevant boards and commissions should be aware of the goals, objectives, and actions outlined in the plan when preparing their annual work programs. Similarly, it will help track the implementation of the plan if these entities report back to the Community Development Department on their progress toward implementation for annual tracking. This should be systematized so that check-ins are scheduled at the same time each year before an annual review of the plan's implementation progress.

BUDGET AND CAPITAL IMPROVEMENTS PLAN

The plan should influence Carbondale's annual budget process. Carbondale also plans for capital improvements through its Capital Improvements Plan (CIP), which provides a roadmap for present and future infrastructure projects. The City's CIP will be reviewed for consistency with the plan's goals, objectives, and actions.

DEVELOPMENT APPROVALS

Administrative and legislative approvals for development proposals will be reviewed for consistency with the plan. Decisions by the Planning Commission and reports by the Community Development Department will reference relevant plan goals, objectives, and actions, as well as the Future Character and Land Use Map.

ECONOMIC INCENTIVES

Future economic incentives should be considered and prioritized in relation to their alignment with the plan's goals, objectives, and actions. They should reinforce the land use and economic development recommendations outlined in this plan.

FUTURE PARTNERSHIPS

Formal and informal collaborations with surrounding communities, regional and state agencies, organizations, and institutions should be informed by the plan's goals, objectives, and actions. Existing partnerships can benefit from deliberate consideration of the actions presented in the plan and purposeful efforts to integrate them into existing work. In some cases, new partnerships may be warranted to implement the plan's actions.

REGULATORY UPDATES

Revisions to the City's zoning code and other regulations should be made in accordance with the plan. This will provide the City with the regulatory authority to enforce recommendations in the Future Character and Land Use Map and promote other desired outcomes expressed through the plan's actions.

PRIVATE DEVELOPMENT DECISIONS

Property owners and developers should consider the plan's goals, objectives, and actions as well as the Future Character and Land Use Map in their development planning and investment decisions. Public decision-makers will be using the plan as a guide in their deliberations on proposed development projects.

Implementation Matrix

The following table organizes the recommendations under all of the goals and objectives. The table indicates the timeframe, lead and support for each action. The timeframes are defined by the following:

Timeframe	Length
O Ongoing	Ongoing
S Short term	0-2 years
M Medium term	3-5 years
L Long term	6-10+ years

ACTION	TIME-FRAME	LEAD	SUPPORT	
GOAL A: INTENTIONAL LAND USE.				
Objective #1. Emphasize mixed-use development in appropriate locations.				
A.1.1	Update the zoning code to simplify land use regulations and prioritize community character.	S	Development Mgmt	Economic Development Dept; Legal Dept; Planning Commission; City Council
A.1.2	Continue to utilize the City's 1.5-mile zoning and subdivision authority to preserve the rural character of the city's periphery.	L	Development Mgmt	Legal Dept, Planning Commission, City Council, City of Murphysboro
Objective #2. Maximize compatibility between Future Land Use Character Types while allowing for transition areas.				
A.2.1	Require the construction of new buildings adjacent to residential neighborhoods to be in scale with single-family homes.	O	Development Mgmt	CC Housing NFP
A.2.2	Create buffers between incompatible uses to establish harmony.	O	Development Mgmt; Forestry/Parks Dept	Private land owners
Objective #3. Focus resources on locations identified in the Key Opportunities map (see pages 41- 42).				
A.3.1	Coordinate City programs and investments to create transformative impacts in targeted areas.	O	Development Mgmt	CC Housing NFP; Public Works
A.3.2	Identify a corridor or neighborhood to prepare a focus area plan.	S	Development Mgmt	Planning Commission

ACTION	TIME-FRAME	LEAD	SUPPORT
A.3.3 Direct public realm improvements toward high-impact locations.	S	Development Mgmt; Public Works;	Planning Commission; City Council

GOAL B: MOBILITY.

Objective #1. Target opportunities to improve mobility options for residents and visitors throughout the year.

B.1.1 Collaborate with JAX Mass Transit and other interested parties to implement their comprehensive transit study, JAX On The Move.	S	Development Mgmt	Economic Development Dept (SIMMS)
B.1.2 Continue work with the micromobility private sector to ensure this is a viable transportation option available to residents and visitors.	S	Development Mgmt	SIU
B.1.3 Achieve Silver-level Bike Friendly Community (BFC) status.	M	Development Mgmt	Public Works; Police; Legal Dept

Objective #2. Plan a community that is accessible and easy to navigate.

B.2.1 Develop consistent but creative wayfinding throughout the community.	O	Development Mgmt	Public Works; Carbondale Main Street
B.2.2 Prioritize filling gaps in the trail network to create a connected greenway and open space system.	O	Development Mgmt	Public Works; Green Earth; Greater Egypt RPC;
B.2.3 Evaluate one-way/two-way street conversions.	S	Development Mgmt	IDOT; Public Works; City Council
B.2.4 Conduct an audit of key corridors to assess needed improvements.	S	Development Mgmt	Public Works; IDOT
B.2.5 Formulate a task force to review all infrastructure projects to ensure they enhance accessibility and navigability.	S	Public Works; Development Mgmt	

GOAL C: ECONOMIC DEVELOPMENT.

Objective #1. Change the perceptions of the community within the region.

ACTION	TIME-FRAME	LEAD	SUPPORT	
C.1.1	Focus public improvement and programming on perception of safety.	O	Public Works; Police	Development Mgmt; Economic Development Dept; Keep Carbondale Beautiful
C.1.2	Formalize and promote a pre-project consultation process for property owners seeking to make improvements, new businesses, and development ideas.	S	Development Mgmt	Development Assistance Committee; Economic Development Dept

Objective #2. Create the types of places and spaces needed to grow the local economy.

C.2.1	Ensure hybrid businesses can be located in Carbondale.	S	Development Mgmt	Planning Commission; City Council
C.2.2	Expand the boundaries of existing business parks and continue to explore opportunities for new sites.	O	Economic Development	Development Mgmt; SI Now
C.2.3	Continue to collaborate and support the SIU Office of Innovation and Economic Development to retain SIU startups in Carbondale.	O	Economic Development	Development Mgmt; SIU Office of Innovation and ED
C.2.4	Build upon the success of the Southern Illinois Airport and the SIU Automotive Technology Program.	O	Economic Development	Development Mgmt

Objective #3. Support the growth of tourism in the southern Illinois region by focusing on enhancing the visitor experience in Carbondale.

C.3.1	Build on what makes Carbondale unique to other communities in the region as a tourism strategy.	O	Economic Development (Tourism and Special Events)	Southernmost Illinois Tourism; Local influencers; Carbondale Main Street
C.3.2	Investigate options for outdoor exploration and recreation gear purchase, rental, and storage.	O	Economic Development; Cedar Lake Supervisor; Development Mgmt	Local businesses

GOAL D: HOUSING.

Objective #1. Catalyze the housing market, particularly new construction.

D.1.1	Create a Carbondale pattern book/design guide that will support smaller contractors with infill new construction or major rehabilitation projects.	M	Development Mgmt	CC Housing NFP
-------	--	---	------------------	----------------

ACTION	TIME-FRAME	LEAD	SUPPORT
D.1.2	Facilitate a consortium of community institutions, banks, private philanthropy, and other local sources (e.g., Carbondale Community Housing, Not For Profit) to catalyze housing development.	S	Development Mgmt; CC Housing NFP

Objective #2. Maintain and strengthen neighborhoods.

D.2.1	Pursue partnership opportunities with community anchor institutions (e.g., SIU, SIH, and the Carbondale Community Housing, Not For Profit) to establish a neighborhood revitalization effort.	S	Development Mgmt; CC Housing NFP	SIH; SIU
D.2.2	Partner with the Southern Illinois University (SIU) Law School to develop a program that assists families in resolving property deed issues.	M	Development Mgmt	Legal Dept; SIU Law School; Land of Lincoln Legal Services; Carbondale Public Library
D.2.3	Continue to evaluate and communicate about the City's rental property regulations.	O	Building and Neighborhood Services	Legal Dept
D.2.4	Conduct a study to determine the number of ADA-compliant housing units available in Carbondale and the number needed by the community.	S	Development Mgmt	Center for Independent Living; Jackson Co Housing Authority
D.2.5	Continue discussions between the City and SIH regarding the expansion of Memorial Hospital.	S	Development Mgmt	Planning Commission; City Council; SIH

GOAL E: COMMUNITY AMENITIES.

Objective #1. Enhance the built environment of Carbondale to foster a welcoming and inclusive community.

E.1.1	Focus public art and beautification efforts on downtown in collaboration with City departments responsible for their maintenance.	S	Development Mgmt; Public Works; Economic Development	Carbondale Main Street; Artspace 304
E.1.2	Adopt design guidelines for Carbondale's corridors and gateways.	M	Development Mgmt	Planning Commission; City Council

Objective #2. Boost Carbondale's social fabric to foster an inclusive and welcoming community.

ACTION	TIME-FRAME	LEAD	SUPPORT
E.2.1 Expand public events and outreach efforts to be more inclusive and year-round.	O	Tourism and Special Events	
E.2.2 Review the zoning code as it pertains to various social and family services.	S	Development Mgmt	Planning Commission; City Council

GOAL F: RESOURCE STEWARDSHIP.

Objective #1. Enhance the natural environment of Carbondale.

F.1.1 Prepare a strategic plan for organizations and agencies responsible for open space.	M	Development Mgmt	Public Works; Carbondale Park District; Green Earth; Carbondale Main Street; Keep Carbondale Beautiful
F.1.2 Implement an incentive program to beautify properties and recognize the success of residents in the community.	M	Development Mgmt	Keep Carbondale Beautiful

Objective #2. Build a sustainable community.

F.2.1 Implement Carbondale’s Sustainability Action Plan (2022).	O	Development Mgmt	Sustainability Commission
F.2.2 Update City policy to support sustainable land-use practices.	S	Development Mgmt	Sustainability Commission; City Council; Planning Commission
F.2.3 Pursue emerging infrastructure where appropriate to promote sustainable development objectives.	O	Development Mgmt	Public Works/Building Maintenance

6 Appendices

Organization

- **Appendix A:** Other Plans
- **Appendix B:** All Data Sources

Appendix A: Other Plans

- Stormwater Master Plan (in progress)
- DRAFT Economic Development Strategic Plan
- DRAFT Parks Master Plan
- 2024 Northeast Historic Building Survey
- 2023 E Grand Ave Multimodal Traffic Study
- 2022 Sustainability Action Plan
- 2021 Downtown Parking Study
- GHG Emissions Inventory Report (2019 Baseline)
- 2016 Downtown Master Plan
- 2016 Bicycle Master Plan
- 2002 Carbondale Preservation Plan
- SIMPO Traffic Safety Study
- Long Range Transportation Plan SIMPO Area
- East-West Corridor Study

These documents can be found on the City's website, on the Greater Egypt Regional Planning Commission website, or by contacting the Community Development Department.

Appendix B: All Data Sources

- American Association of Retired Persons (AARP). Walk Audit Tool Kit.
- American Community Survey (ACS) 5-Year Estimates. 2010–2020. U.S. Census Bureau.
- American Community Survey (ACS) 5-Year Estimates. 2010, 2020, 2022.
- Athens, Georgia. Pre-project consultation process.
- City of Carbondale. Bike maps.
- City of Carbondale. Micromobility maps.
- City of Carbondale. Public transit maps.
- City of Carbondale. Roadway classification maps.
- City of Carbondale. Tax increment financing (TIF) data.
- City of Carbondale. Fiscal year 2024 Annual Comprehensive Financial Report (ACFR).
- County auditor. Multiple data sources.
- Dayton, Ohio. Revitalization Partnership – Phoenix Project.
- EPA. Flood hazard data.
- FEMA. Emergency preparedness data.
- Jackson and Williamson Counties. Property records and tax codes
- Onthemap.gov. Multiple data sources.
- Opticos Design, Inc. 2024. Missing Middle Housing.
- Urban Land Institute; RCLCO Real Estate Consulting. 2024. The Terwilliger Center Home Attainability Index 2024 Release.
- “The Death and Life of Great American Cities.” Jane Jacobs.