TABLE OF CONTENTS

CHAPTER ONE: THE PLANNING PROCESS 1

Introduction 1
- Comprehensive Plan 1
- Subdivision Regulations 2
- Role of the Plan Commission 2
- Role of the City Council 3
- Role of the Board of Appeals 4
- The Basis of Decision-Making 4
- Rezoning Requests 4
- Text Amendments 5
- Special Use Permits 6
- Site Plan Review 7
- Appeals and Variations 8
- Subdivision Plats 9

Ethical Principles and Code of Conduct 10
- Ethical Principles 10
- Conflicts of Interest 12
- Acknowledgment of Outside Information 13
- Informed Participation 14

CHAPTER TWO: DEMOGRAPHIC DATA AND EXISTING CONDITIONS 15
- Historic Population 15
- Population Projections 16
- Age Characteristics 17
- Income Characteristics 19
- Education 21
- Housing 21
- Employment 23

Existing Transportation Factors 25
- Highways 25
- Railroads 25
- Public Transportation 26
- Parking 26
- Airport Facilities 26

Limiting Physical and Cultural Features 26
- Flood Prone Areas 26
- Historic Preservation Program 26

Lake and Stream Areas 28
Agricultural Development 28
Major Centralized Service Facilities 28
Community Resources 29
Storm Water Management 29
Municipal Water Service 31
Municipal Sanitary Sewer Service 31
Other Major Utilities 31
Other Municipal Services 31
Transportation Management and Analysis 32
Roadways 32
Bicycle/Pedestrian System 32
Economic Development 33
CHAPTER THREE: CRITICAL ISSUES, GOALS AND OBJECTIVES 35
Introduction 35
Critical Issues Summary 35
Resolution of Regulatory Authority Issues 36
Housing and Neighborhood Stabilization 36
Business Development and Retention 37
Transportation Systems (Maintenance & Enhancement) 38
Provision of Public Services and Utilities to meet current and future needs 38
Creating Quality places in Jacksonville 39
Downtown Stabilization and Revitalization 40
Goals and Objectives 40
Resolution of Regulatory Authority Issues 40
Housing Development and Neighborhood Stabilization 41
Business Development and Retention 41
Transportation System Maintenance and Enhancement 41
Provision of Public Services and Utilities to Meet Current and Future Needs 42
Creating Quality Places in Jacksonville 42
Downtown Stabilization and Revitalization 43
Comprehensive Plan Steering Committee's Ranking of Implementation Strategies 43
CHAPTER FOUR: MUNICIPAL UTILITIES 47
Existing Wastewater System Facilities 47
Introduction 47
Wastewater 47
Wastewater Treatment Facilities 48
Stormwater Management 48

Existing Water System Facilities 48
Introduction 49
Water Supply 49
Water Map 50
Water Treatment Facilities 51
Sewer Map 52

CHAPTER FIVE: FUTURE LAND USE 53

General 53
Community Planning Principles 53
Land Use Externalities 53
Transportation Access 55
Distribution of Public Services 55
Sustainable Development 56
Quality of Life 57
Homes and Neighborhoods 57
Commercial Areas 58
Transportation and Public Places 59
Environmental Quality 59
Downtown Development Factors 60
Growth Projections 62
Future Land Use Map Categories 62
Future Land Use Map 64

CHAPTER SIX: PLANNING DISTRICT RECOMMENDATIONS 67

Planning Districts 67
Northridge Planning District 67
East Walnut Planning District 70
Eastgate Planning District 73
Lake Planning District 75
Town Center (Downtown) Planning District 77
West Lafayette Planning District 80
West Morton Planning District 82

CHAPTER SEVEN: IMPLEMENTATION 85

Implementation Program 85
Neighborhood Improvement Strategies 85
Quality Neighborhoods by Design 89

Residential Infill and Redevelopment Guidelines 92
Design Guidelines for Multifamily Housing 93
Community Engagement & Planning 96
Coordinate with Neighborhood Associations 97
Encouraging Neighborhood Planning Activities 97
Educate and Build Awareness 97
Code Enforcement 98
Neighborhood Stabilization and Redevelopment Audits 98
Business Development and Retention 99
Business Park Design Guidelines 101
Business Park Development Standards 101
Strip Commercial Design Guidelines 109
Strip Center Development Standards 110
Site Layout Recommendations-Retail Strip Centers 111
Building Façade Recommendations 111
Service Facility Standards 112
Utilities/Mechanical/Outdoor Storage Standards 113
Buffers and Screening Recommendations 113
Landscaping Guidelines 114
Industrial Development Guidelines 115
Commercial Redevelopment and Infill Guidelines 118
Transportation System Enhancement & Maintenance 122
Streetscape 122
Access 122
Bike/Pedestrian Accessibility 122
Quality Transportation System Guidelines 122
Pedestrian & Bicycle Accessibility 124
Town Brook Bicycle Trail 124
Integrated Bicycle Lane Enhancements 125
Site Design Recommendations 125
Business Park: Pedestrian Access and Circulation 125
Commercial Strip Centers: Pedestrian Access and Circulation 126
Parking & Onsite Circulation 126
Commercial Guidelines 127
Provisions of Public Services and Utilities 128
Creating Quality Places in Jacksonville 129
Gateways to the City 131
Primary Gateways 131

Secondary Gateways 132
Transition Gateways 132
Downtown Stabilization & Revitalization 135
Redevelopment Strategies 135
Downtown Jacksonville Task Force 136
Case Study: "Renew Moline" 138
Reinventing Downtown Jacksonville : The Planning Process 140
Stabilization and Redevelopment Audit 142
Downtown Traffic Study 142
Creative Redevelopment Partnerships 143
Case Study: Creative Redevelopment Partnerships- "The Role of the University" 143
Downtown Design Guidelines 145
APPENDIX A: ECONOMIC DEVELOPMENT STRATEGIES 147
Executive Summary 147
Northridge 147
West Lafayette 149
Eastgate/Lake 150
West Morton 151
City of Jacksonville 152
East Walnut 152
Town Center 154
Town Center 2 156
APPENDIX B: DEVELOPMENT FINANCING OPTIONS 159
Financing Options and Incentives 159
Jacksonville Enterprise Zone Incentives 161
Revolving Loan Fund 162
Summary of Funding Sources and Available Implementation Programs 163
Housing & Neighborhood Stabilization 163
Business Development and Retention 165
Transportation Systems 168
Provisions of Public Services and Utilities 170
Creating Quality Places 173
Downtown Stabilization & Revitalization 178
APPENDIX C: CAPITAL IMPROVEMENTS PROGRAM 181

Capital Facilities Planning 181
The Process 181
The Capital Improvements Process 181
Priorities Setting 182

APPENDIX D: RECOMMENDED IMPLEMENTATION STRATEGIES 189

Neighborhood Stabilization 189
Business Development and Retention 190
Transportation System 191
Provisions of Public Services 192
Creating Quality Places in Jacksonville 192
Downtown Stabilization & Revitalization 193

APPENDIX E: CHARRETTE I SUMMARY 195
Charrette I Survey Summary 223

TABLES

Table 2.1: Population Trends (1970-2000) 15
Table 2.2: Population Projections (2010-2020) 16
Table 2.3: 1990 Income Summary 20
Table 2.4: Average Household Income (1970-1990) 20
Table 2.5: Households by Income (1990) 20
Table 2.6: Educational Attainment of people aged 25 or more (1990) 21
Table 2.7: Housing Statistics Summary (1990) 21
Table 2.8: Housing Cost Summary (1990) 22
Table 2.9: Housing Shares (1990) 22
Table 2.10: Year Moved In (1990 Census) 23
Table 2.11: Year Built (1990 Census) 23
Table 2.12: Jacksonville Major Area Employers (2001) 24
Table 2.13: Employment by Industry, 1990-99: Morgan County 24
Table 2.14: Employment by Industry as Percent of Total: Morgan County 25
Table 4.1: Jacksonville Water Service 49
Table 5.1: Small-City Downtown Problems 60
Table 5.2: Small-City Downtown Assets 60
Table 5.3: Small-City Downtown Development Strategy Success Rating 61
Table 5.4: Small-City Downtown Future Development Strategy Plans 62

FIGURES

Figure 2.1: Jacksonville, IL Population Projections (2010-2020) 17
Figure 2.2: Population Pyramids-Jacksonville as compared to the County, State, and US (1980-1900) .. 18
Figure 7.1: Transitional Gateway Signage Feature 132
Figure 7.2: Landmarks as Gateway Features 133
Figure 7.3: Downtown Planning District Implementation Strategies 137

CHAPTER ONE: THE PLANNING PROCESS

INTRODUCTION

A comprehensive plan is an official public document adopted by the Plan Commission and the City Council as a policy guide to decisions about the physical development of the community. It indicates in general how the citizens of the community want the city to develop in the next 10 to 20 years.

Comprehensive Plan

The purpose of the comprehensive plan is to provide a rational land use guide for development that fosters economic growth and encourages compatible and high quality land development and redevelopment. To implement the plan, the City of Jacksonville must follow certain procedures and policies in order to maintain the trust of the public. To start, the city must comply with state statutes, which prescribe the purpose of the plan as follows:

> Such plan may be adopted in whole or in separate geographical or functional parts, each of which, when adopted, shall be the official comprehensive plan, or part thereof, of that municipality. This plan may include reasonable requirements with reference to streets, alleys, public grounds, and other improvements hereinafter specified. The plan, as recommended by the plan commission and as thereafter adopted in any municipality in this state, may be made applicable, by the terms thereof, to land situated within the corporate limits and contiguous territory not more than one and one-half miles beyond the corporate limits and not included in any municipality. Such plan may be implemented by ordinances (a) establishing reasonable standards of design for subdivisions and for resubdivisions of unimproved land and of areas subject to redevelopment in respect to public improvements as herein defined; (b) establishing reasonable requirements governing the location, width, course, and surfacing of public streets and highways, alleys, ways for public service facilities, curbs, gutters, sidewalks, street lights, parks, playgrounds, school grounds, size of lots to be used for residential purposes, storm water drainage, water supply and distribution, sanitary sewers, and sewage collection and treatment; and (c) may designate land suitable for annexation to the municipality and the recommended zoning classification for such land upon annexation.

Following is a description of regulations, procedures and policies relevant to plan implementation.

Zoning Ordinance

A zoning ordinance is a legislative tool used for implementing the comprehensive plan. It delineates the boundaries for land use districts to regulate:

- use;
- density of population;
- lot coverage; and
- bulk of structures.

The purpose of the zoning ordinance is to provide for:

> . . . adequate light, pure air, and safety from fire and other dangers may be secured, that the taxable value of land and buildings throughout the municipality may be conserved, that congestion in the public streets may be lessened or avoided, that the hazards to persons and damage to property resulting from the accumulation or runoff of storm or flood waters may be lessened or avoided, and that the public health, safety, comfort, morals, and welfare may otherwise be promoted, and to insure and facilitate the preservation of sites, areas, and structures of historical, architectural and aesthetic importance.

Subdivision Regulations

Subdivision regulations are another legislative tool to implement the comprehensive plan by guiding the subdivision and development of land. Subdivision regulations provide coordination of otherwise unrelated plans as well as internal design of individual sites. Subdivision regulations should be continually reviewed for needed amendments to be drafted and adopted in response to policy and development changes.

The general purposes of the subdivision regulations are to:

- protect and promote the public health, safety, convenience, comfort and general welfare;
- guide the future growth and development;
- provide for the proper location and width of streets, roads, building lines, open space and recreation and to avoid congestion of population;
- protect and conserve the value of land, buildings and improvements and to minimize conflicts among the uses of land and buildings;
- establish reasonable standards of design for subdivision in order to further the orderly layout and use of land;
- ensure that public facilities, including roads, water, sewer and drainage facilities, are adequate to serve the needs of proposed subdivisions.

Role of the Plan Commission

(1) To prepare and recommend to the corporate authorities a comprehensive plan for the present and future development or redevelopment of the municipality.

(2) To recommend changes, from time to time, in the official comprehensive plan.

(3) To prepare and recommend to the corporate authorities, from time to time, plans for specific improvements in pursuance of the official comprehensive plan.

(4) To give aid to the municipal officials charged with the direction of projects for improvements embraced within the official plan, to further the making of these projects, and, generally, to promote the realization of the official comprehensive plan.

(5) To prepare and recommend to the corporate authorities schemes for regulating or forbidding structures or activities which may hinder access to solar energy necessary for the proper functioning of solar energy systems, as defined in Section 1.2 of The Comprehensive Solar Energy Act of 1977, or to recommend changes in such schemes.

(6) To exercise such other powers germane to the powers granted by this article as may be conferred by the corporate authorities.

Role of the City Council

1. Enact and amend the zoning ordinance and zoning district map after considering the Plan Commission's recommendation.

2. Amend the subdivision regulations after considering the Plan Commission's recommendation.

3. Accept or reject dedications of easements, rights-of-way and public lands on subdivision final plats after having been approved by the Plan Commission.

4. Approve engineering plans for construction of public improvements.

5. Approve financial guarantees or financing mechanisms to ensure construction of all public improvements within subdivision plats.

Role of the Board of Appeals

The Board of Appeals serves to protect the property owner from zoning ordinances that on their face may be valid, but which, when applied to particular facts, may result in an "unnecessary hardship." Unlike a Plan Commission, which serves mainly as a recommending body to the City Council, a board of adjustment has the "final say" in the few matters it rules on at the local government level. The board functions in the following ways:

1. The Board of Appeals is primarily a quasi-judicial body rather than an advisory or legislative body.

2. Its role in Zoning Administration is limited to three types of tasks:
   - The appeal of an administrative decision or interpretation where there is an ambiguous provision or an alleged error in the administration of the zoning regulations;
   - The granting of variations for cases of unnecessary hardship; and
   - Other matters referred to it by the city zoning ordinance, as allowed by state statute.

3. The board is not involved in the administering of the subdivision regulations.

The Basis of Decision-Making

As with other "police powers", the exercise of zoning and subdivision regulations is subject to certain legal limitations. One of the most important of these limitations requires that zoning and subdivision regulations cannot be applied in an "arbitrary or capricious" manner. Decisions regarding zoning and subdivision issues cannot be fixed or arrived at through an exercise of will or by caprice, without consideration or adjustment with reference to adopted policies, plans and local, state and federal regulations.

Rezoning Requests

Before making any recommendation or decision on a zoning request, the Plan Commission must first hold a public hearing. The purpose of the hearing is to allow both sides to express their views on the issue and to discuss all relevant factors. Although the hearing is a valuable mechanism for gauging the community's attitudes toward development and for establishing the facts of each case, it is important that decisions not be based solely on the opinions of the largest or most vocal group of participants. Instead, zoning decisions must be based on the best interests of the entire community, and not just the interests of a particular property owner or neighboring property owners. In addition, the Plan Commission should try to distinguish between facts and opinions at a public hearing. Unsubstantiated assertions ("This project would reduce the value of my property by 75 percent") or generalizations ("People who live in apartments always drive fast cars and race up and down the streets") should be analyzed for their validity. Even "expert witnesses" should be pressed to give as factual a basis as possible for their judgments.

Second, zoning decisions should include consideration of long-range community goals as well as short-range needs. The recommendations of the Comprehensive Plan should be the primary source for this information. Because of its importance in the zoning process, the Comprehensive Plan should be reviewed by the Jacksonville Plan Commission on a regular basis and amended as necessary to ensure that it remains current.

Third, it is important to zone based on land use issues, not the issues affecting the individual applicant. An error frequently made is approval of a rezoning to accommodate an applicant's personal circumstances without consideration of land use conditions and characteristics. Such a rezoning is rarely in the public interest and, if challenged, can be held to be invalid. Instead, decisions should be based on whether the land is appropriate for the proposed zoning district. Appropriate matters that should be considered for each rezoning application include:

1. The character of the neighborhood;

2. The zoning and uses of properties nearby;

3. The suitability of the subject property for the uses to which it has been restricted;

4. The extent to which removal of the restrictions (or change of zone) will detrimentally affect nearby property;

5. The length of time the property has remained vacant as zoned;

6. The relative gain to the public health, safety and welfare by not rezoning the property as compared to the hardship imposed on the property owner;

7. The adequacy of public utilities and other needed public services

8. The recommendation of staff; and

9. Compliance with the Comprehensive Plan.

When considering a rezoning application all of the uses which the proposed zoning district permits should be considered rather than just the use the applicant proposes, since a change in ownership or in market conditions could easily result in a change of the proposed use.

Text Amendments

Before making any recommendation or decision on a proposed amendment to the text of the zoning or subdivision regulations, the Plan Commission must first hold a public hearing. The purpose of the hearing is to allow both sides to express their views on the proposed amendment. Just as a decision on

rezoning request must be based on the best interests of the entire community, and not just the interests of a particular person or group of persons, amendments to the text of the zoning and subdivision regulations must also be based on the best interests of the entire community. The following are factors that are appropriate for consideration of proposed text amendments:

1. Whether the amendment is consistent with the intent and purpose of the zoning regulations and the specific article, section or subsection proposed to be amended.

2. What the impact will be on the areas that are most likely to be directly affected by the amendment.

3. Whether the proposed amendment is made necessary because of changed or changing conditions in the areas and zoning districts affected, or in the area of jurisdiction of such changed or changing conditions.

4. Whether the proposed amendment is consistent with the goals, objectives, policies and recommendations of the adopted Comprehensive Plan.

Special Use Permits

The granting of a special use permit requires a case-by-case approach. The zoning ordinance sets forth conditions which must be met before a special use may be granted. The district regulations also may establish additional conditions. The recommendation to grant a special use permit should be made to the City Council only after the Plan Commission has found all the standards as set forth in the zoning regulations have been met. Appropriate factors for consideration of a special use permit application include:

1. The location and size of the proposed use in relation to the site and to adjacent sites and uses of property; and the nature and intensity of operations proposed thereon.

2. Accessibility of the property to police, fire, refuse collection and other municipal services; adequacy of ingress and egress to and within the site; traffic flow and control; and the adequacy of off-street parking and loading areas.

3. Utilities and services, including water, sewer, drainage, gas, and electricity, with particular reference to location, availability, capacity and compatibility.

4. The location, nature, and height of buildings, walls, fences, and other improvements; their relation to adjacent property and uses; and the need for buffering or screening.
5. The adequacy of required yard and open space requirements and sign provisions.

6. The general compatibility with adjacent properties, other properties in the district, and the general safety, health, comfort and general welfare of the community.

In granting a special use permit, the city may impose conditions, safeguards and restrictions upon the premises to reduce or minimize any potential injurious effect of such special uses upon other property in the neighborhood, and to carry out the general purpose and intent of the zoning regulations.

Site Plan Review

Many Zoning regulations require that plans for developments, other than single-family and two-family dwellings, be reviewed by the Plan Commission before building permits can be issued. Two stages of review are normally involved, preliminary and final. The preliminary plan is a detailed depiction of the entire project and its relationship to adjoining property.

Upon approval of the preliminary plans, the final plans may be prepared and submitted to the Plan Commission for approval. Simultaneous submittal of preliminary and final plans can be allowed at the discretion of the city. The following review standards are appropriate when considering a site plan application.

1. The extent to which the proposal conforms to the provisions of the city's zoning ordinance.

2. The extent to which the development would be compatible with the surrounding area.

3. The extent to which the proposal conforms to the provisions of the Jacksonville Subdivision Regulations.

4. The extent to which the proposal conforms to the Goals, Objectives and Policies of the Comprehensive Plan.

5. The extent to which the proposal conforms to customary engineering standards used in the city.

6. The extent to which the location of the streets, paths, walkways, and driveways are located so as to enhance safety and minimize any adverse traffic impact on the surrounding area.

7. The extent to which the buildings, structures, walkways, and driveways, open space (if any), and parking lots have been located to achieve the following on objectives:
   a. Preserve existing off-site views and create desirable on-site views;
   b. Conserve natural resources and amenities;
   c. Minimize any adverse flood impact;
   d. Ensure that proposed structures are located on suitable soils;
   e. Minimize any adverse environmental impact; and

f. Minimize any present or future cost to the city and private providers of utilities in order to adequately provide public utility services to the site.

Appeals and Variations

The Board of Appeals has the important task of interpreting the Zoning Ordinance in situations where the language of the ordinance is alleged to be ambiguous, the specifics of the case are unusual enough to warrant special consideration, or an appeal is made. Thus, the decisions made by the Board of Appeals must be carefully thought out and clearly stated in order to safeguard the integrity and purpose of the Zoning Ordinance.

In deciding an appeal, the Board of Appeals must interpret sections of the Zoning Ordinance, as well as preserve the intent and consistency of the regulations. The specifics of the applicant's situation are largely irrelevant, since the ruling of the Board of Appeals will affect not only the case at hand, but will also set precedent, and so will affect each subsequent use of that section of the Zoning Ordinance.

The granting of a variation requires a very careful examination of the applicant's situation. Although the Board of Appeals should be careful to avoid setting any unintentional precedents, the variation process requires a case-by-case approach. Before a variation can be granted, facts must be presented supporting the standards set forth in the Jacksonville Zoning Ordinance. These conditions require the existence of practical difficulties or unnecessary hardship, and that any variation granted be consistent with the intent of the regulations, the general welfare of the community, and the rights of adjacent property owners. Grounds for a variation are:

1. By reason of exceptional narrowness, shallowness, or shape of the specific piece of property at the time of the enactment of the zoning regulations;

2. By reason of exceptional topographic conditions; or

3. By other extraordinary and exceptional situations or conditions of a piece of property.

In considering each variation application, the Board of Appeals shall not grant a variation unless it finds that facts conclusively support all of the following findings:

1. *UNIQUENESS*: The variation requested arises from conditions which are unique to the property in question, which are not ordinarily found in the same zoning district, and which are not caused by actions of the property owners or applicant. Such conditions include the peculiar physical surroundings, shape, or topographical condition of the specific property involved which would result in a practical difficulty or unnecessary hardship for the applicant, as distinguished from a mere inconvenience, if the requested variation was not granted.

2. *ADJACENT PROPERTY*: The granting of the variation will not be materially detrimental or adversely affect the rights of adjacent property owners or residents.

3. *HARDSHIP*: The strict application of the provisions of the zoning regulations from which a variation is requested will constitute an unnecessary hardship upon the applicant. Although the desire to increase the profitability of the property may be an indication of hardship, it shall not be a sufficient reason by itself to justify the variation.

4. *PUBLIC INTEREST*: The variation desired will not adversely affect the public health, safety, morals, order, convenience, or general welfare of the community. The proposed variation shall not impair an adequate supply of light or air to adjacent property, substantially increase the congestion in the public streets, increase the danger of fire, endanger the public safety, or substantially diminish or impair property values within the neighborhood.

5. *SPIRIT AND INTENT*: Granting the requested variation will not be opposed to the general spirit and intent of the zoning regulations.

6. *MINIMUM VARIATION*: The variation requested is the minimum variation that will make possible the reasonable use of the land or structure.

Minutes of the public meeting, including evidence presented during the proceedings and the findings of the Board of Appeals, shall be kept. The Board of Appeals may grant, grant conditionally, or deny the application for a variation. A written determination should be sent by the Board of Appeals to all affected parties, including the Plan Commission.

In each of the duties described above, it is important to point out that it is not the role of the Board of Appeals or the Plan Commission to change or weaken the intent of the zoning ordinance. If the ordinance needs changing, an amendment should be passed by the City Council after the Plan Commission's review and recommendation.

Subdivision Plats

The decision to approve or deny a preliminary or final plat should be based on technical standards that can be set out in written form. Standards for subdivision design are included in the subdivision regulations. Standards for engineering design and construction should also be available. There are other elements of "good subdivision design", however, that are not easily quantified or expressed in writing. These issues will have to be resolved in the best judgment of the Plan Commission after consideration of the plans for the subdivider.

- aesthetics;
- compatibility with adjoining subdivisions;
- relationship to topographic conditions;

- efficiency of the utility layout; and
- general suitability of the lot and block design to the intended use of the land.

In reviewing a subdivision plat, there are two distinct sets of interests to be considered: the interests of the property owner or owners and the city-at-large. Initially the subdivider is the property owner, but eventually lots in the subdivision are likely to be sold to a variety of people. The property owner(s) needs a subdivision design that can be developed easily and economically. This means an efficient street and utility layout, and lots which have the appropriate size, shape and topography to develop and maintain for their intended use. The broader community needs a subdivision design that blends well with the development pattern of the city, and that will not be a financial drain on local government. This means that the subdivider must adhere to appropriate standards for design and construction, and give adequate financial guarantees to ensure that all public improvements are installed.

ETHICAL PRINCIPLES AND CODE OF CONDUCT

Ethical Principles

The following principles should govern the conduct of the Plan Commission's business. These principles should be considered as advisory rather than mandatory. Should any questions arise about the interpretation and application of any of these principles, the City Attorney or planning staff should be consulted.

1. Serve the Public Interest. The primary obligation of Plan Commission members and planning staff is to serve the public interest.

2. Support Citizen Participation in Planning. Because the definition of the public interest is modified continuously, Plan Commission members and planning staff must recognize the right of citizens to seek to influence planning decisions that affect their well being. Members should encourage a forum for meaningful citizen participation and expression in the planning process and assist in clarifying community goals, objectives, and policies.

3. Recognize the Comprehensive and Long Range Nature of Planning Decisions. Plan Commission members and planning staff should recognize and give special consideration to the comprehensive and long-range nature of planning decisions. Plan Commission members and planning staff must seek to balance and integrate physical (including historical, cultural, and natural), economic, and social characteristics of the community or area affected by those decisions. Plan Commission members and the planning staff must gather all relevant facts, consider responsible alternative approaches, and evaluate the means of accomplishing them. Plan Commission members and planning staff should expressly evaluate foreseeable consequences before making a recommendation or decision.

4. Expand Choice and Opportunity for All Persons. Plan Commission members and planning staff should strive to make decisions which increase choice and opportunity for all persons; recognize a special responsibility to plan for the needs of disadvantaged people; and urge that policies, institutions, and decisions which restrict choices and opportunities be changed.

5. Facilities Coordination through the Planning Process. Plan Commission members and planning staff must encourage coordination of the planning process. The planning process should enable those concerned with an issue to learn what other participants are doing, thus permitting coordination of activities and efforts and accommodation of interests. Plan Commission members and planning staff should strive to ensure that individuals and public and private agencies likely to be affected by a prospective planning decision receive adequate information far enough in advance of the decision to allow their meaningful participation.

6. Avoid Conflict of Interest. To avoid conflict of interest and even the appearance of impropriety, Plan Commission members who may receive some private benefit from a public planning decision must not participate in that decision. The private benefit may be direct or indirect, create a material personal gain, or provide an advantage to an immediate relation. A member with a conflict of interest must make that interest public, abstain from voting on the matter, not participate in any deliberations on the matter, and step down from the Plan Commission and not participate as a member of the public when such deliberations are to take place. The member must not discuss the matter privately with any other member voting on the matter.

7. Render Thorough and Diligent Planning Service. Plan Commission members and planning staff must render thorough and diligent planning service. Should a Plan Commission member or members of staff believe they can no longer render such service in a thorough and diligent manner, they should resign from the position. If a member has not sufficiently reviewed relevant facts and advice affecting a public planning decision, the member must not participate in that decision.

8. Not Seek or Offer Favors. Plan Commission members and members of staff must seek no favors. Plan Commission members and planning staff must not directly or indirectly solicit any gift or accept or receive any gift (whether in money, services, loans, travel, entertainment, hospitality, promises, or in some other form) under circumstances in which it could be reasonably inferred that the gift was intended or could reasonably be expected to be intended to influence them in the performance of their duties; or that it was intended or could reasonably be construed to be intended as a reward for any recommendation or decision on their part. Individuals must not offer any gifts or favors intended to influence the recommendation or decision of Plan Commission members or planning staff.

9. Not disclose or Improperly Use Confidential Information for Financial Gain. Plan Commission members and planning staff must not disclose or use confidential information obtained in the course of their planning duties for financial or other gain. A Plan Commission member or staff must not disclose to others confidential information acquired in the course of their duties or use it to further a personal interest. Exceptions to this requirement of non-disclosure may be made only when (a) required by process of law, (b) required to prevent a clear violation of law, or required to prevent substantial injury to the public. Disclosure pursuant to (b) and must not be made until after the Plan Commission member or member of staff has made reasonable efforts to verify the facts and issues involved, obtain reconsideration of the matter, and obtain separate opinions on the issue from other planners or officials.

10. Ensure Access to Public Planning Reports and Studies on an Equal Basis. Plan Commission members and planning staff must ensure that reports and records of the public planning body are open equally to all members of the public. All non-confidential information available to a member or planning staff must be made available in the same form to the public in a timely manner at reasonable or no cost.

11. Ensure Full Disclosure at Public Hearings. Plan Commission members and staff members must ensure that the presentation of information on behalf of any party to a planning question occurs only at the scheduled public hearing on the question, not in private, unofficially, or with other interested parties absent. The official must make partisan information regarding the question (received in the mail, by telephone or other communication) part of the public record. The Plan Commission Chairperson, at the commencement of each public hearing, should ask if any commissioner has received any *exparte* communication, such as a conversation with an applicant for rezoning prior to the hearing. If any member has had exparte contacts concerning an application at hand, that member must describe the nature of the information received.

12. Maintain Public Confidence. A Plan Commission member or member of staff must conduct himself/herself publicly so as to maintain public confidence in the public planning body, Jacksonville and the official's performance of the public trust.

In administering the zoning and subdivision regulations, it is crucial that the decisions be made fairly and that they have the appearance of fairness. The credibility of the Plan Commission, the Board of Appeals, the City Council, and public support for zoning and subdivision regulations in general, will erode quickly if there is an appearance of unfairness or impropriety in members of these public bodies. For this reason, it is important that a code of conduct be established and followed as closely as possible.

Conflicts of Interest

In making zoning and subdivision decisions, members of the Plan Commission, Board of Appeals, and the Governing Body should be acting in the best interest of the entire community. Whenever a member of any of these bodies is acting on an issue in which he or she also has a personal interest, an important element of fairness is lost. In general, a conflict of interest is any situation in which a member is in a position to act upon or influence a development request which includes the potential for direct or indirect gain, financial or otherwise. In order to clarify this general rule, the following guidelines are recommended.

No member shall act on or influence any development request when:

1. The member has a potential for direct or indirect profit or financial gain from the development;

2. The member owns or is employed by any company which is an applicant, subdivider, developer or option holder;

3. The applicant, subdivider, developer or option holder is an established and regular client of the member or the member's place of employment;

4. One or more of a member's immediate family (parent, sibling, spouse or child) has a direct financial interest in the development or is an owner or officer of any company which is an applicant, subdivider, developer or option holder; or

5. The member has a potential for indirect financial gain or loss because of related property or business holdings.

Other situations not covered by these guidelines should be left to the judgment of the member involved. Again, the appearance of fairness and impartiality is as important as actual fairness and impartiality.

When a conflict of interest does occur, however, the following steps should be taken:

1. The member should declare, and the record should show, that a conflict of interest exists with respect to a particular issue, and that the member will not participate in any discussion or action;

2. The member should step down from his or her regular seat and should not speak with any other members during the discussion of the issue at hand; and

3. The member should not represent or speak on behalf of the applicant, but may speak on his or her own behalf as a private citizen during the hearing.

Acknowledgment of Outside Information

During any public hearing, it is presumed that all sides will have the opportunity to hear the opposing side's information and arguments, and to offer rebuttal. This right is lost when discussions are held or information is provided outside the public hearing. The possibility exists that a decision could be based on information that was never discussed publicly. To avoid this situation, Plan Commission and Board of Appeals members should not receive any information relating to a case or discuss a case with anyone who has an interest in the outcome. Where such a discussion or information is unavoidable, the member should declare during the hearing, and the record should show, the general nature and content of the discussion or information and the participants in the discussion or the source of the information.

These guidelines also apply to any personal knowledge which is relevant to the issue. If a member has any personal knowledge which will affect his or her decision, such information should be made public during the hearing and should be subject to rebuttal.

Informed Participation

All parties with an interest in a particular development issue have a right to a decision based on all of the available information. Any member who is not informed or aware of the available information should abstain from voting on that issue. This includes the following situations:

1. When a member has not reviewed the application or the information submitted with the application;

2. When a member has missed all or part of a public hearing and has not been able to review a transcript of the hearing; or

3. When a member has missed all or part of the discussion between members prior to the vote.

As a corollary to this policy, it is the duty of each member to attend normally scheduled meetings as regularly as possible. Without regular attendance, informed decision-making and full participation in the regulatory process is unlikely.

CHAPTER TWO: DEMOGRAPHIC DATA AND EXISTING CONDITIONS

A review of the historical demographic patterns of Jacksonville is a necessary component of the Comprehensive Plan preparation. An analysis of the characteristics of the population provides a foundation on which recommendations regarding future land use in the city will be based.

Historic Population

According to the U.S. Census Bureau, the City of Jacksonville's population is 19,939, an increase of 3.032percent from the 1990 figure, 19,324 **(Ref. Table 2.1)**. The 1990 figure represents a 0.79 percent increase from the 1980 census figure of 19,781. The 2000 population indicates that the trend of population decline could be slowing. Due to recent annexations, most notably the jail, the City has enjoyed a modest population increase. The estimated increase in population resulting from annexation was approximately 1,000.

Since 1980, Jacksonville's population has been fairly steady, due to a stable job market in Jacksonville, Springfield, and the region. Jacksonville has a strong industrial base, plus 2 four-year colleges, state institutions, a hospital and a strong retail sector to provide employment opportunities. The city's proximity to the state capitol in Springfield provides an opportunity for individuals to take advantage of employment and education opportunities in Springfield, yet still live in Jacksonville. The lack of a major population increase between 1980 and 2000 is likely due to residents moving outside the city limits to live rather than leaving the region completely, a trend that is prevalent in cities throughout the United States. The slow but steady growth in Morgan County's population could be an indicator that the County is capturing at least some of Jacksonville's population loss.

Between 1970 and 1980 Jacksonville experienced a more severe population decline, losing approximately 13.1 percent of its population.

Table 2.1: Population Trends (1970-2000)

	1970	1980	1990	2000	% change 90-00	% change 70-00
Jacksonville	22,763	19,781	19,324	19,939	3.2	-12.4
Morgan County	36,147	33,993	36,397	36,616	.6	1.28
Illinois	11,282,226	11,353,982	11,430,602	12,419,293	8.65	10.08

Source: U.S. Census, BWR Corp.

Population Projections

Two alternative growth scenarios for the City of Jacksonville are presented in **Table 2.2**. The first scenario uses linear regression to forecast population based on historical data for Jacksonville between 1970 and 2000. The second scenario assumes the city will follow the County growth pattern. A graphical depiction of the projections is shown in **Figure 2.1**.

When using linear regression in Scenario I, 20 to 30 years of data is used to project 20 years into the future. If data is taken from too far in the past, the results could be skewed and thereby not be the best indicator of growth trends. The linear regression scenario indicates population in Jacksonville will continue to decline over the next twenty years, decreasing about 1,718 between 2000 and 2010, and 1,193 from 2010-2020. Again, because the data used to make the forecast is based on 2000 census figures that are currently being disputed by the City of Jacksonville, this exercise should be repeated once the 2000 population figures for Jacksonville are corrected. If the 2000 Census figures increased by approximately 1,000 the Scenario I forecast would still show a trend of decline, however the overall population loss would not be as great.

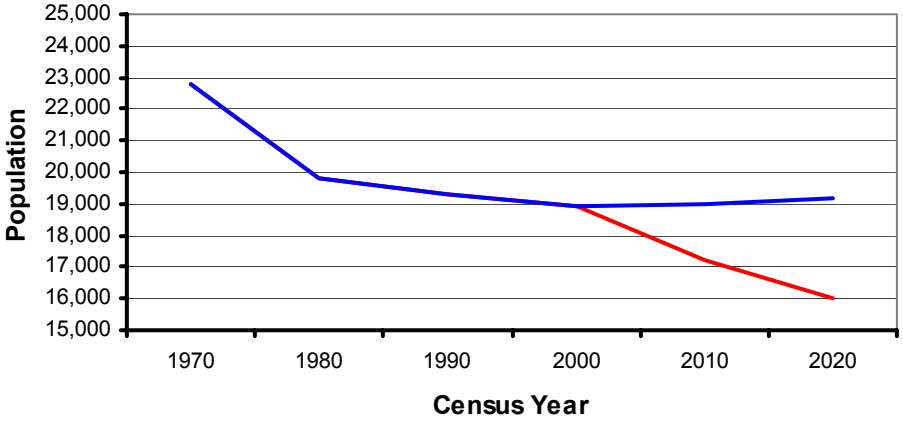
Table 2.2: Population Projections (2010-2020)

SCENARIO		1970	1980	1990	2000	2010	2020
I	Jacksonville	22,763	19,781	19,324	19,939	18,221	17,028
	Morgan County	36,147	33,993	36,397	36,616	36,741	37,122
II	Jacksonville	22,763	19,781	19,324	19,939	19,004	19,200
	Morgan County	36,147	33,993	36,397	35,616	35,741	37,122
***COUNTY GROWTH RATE**			**-6.34%**	**6.60%**	**0.60%**	**0.34%**	**1.03%**

Source: U.S. Census Bureau, BWR Corp. (*does not account for annexations)

The County growth rate is used to forecast population in the second scenario. Following a population decrease of 2,154 between 1970 and 1980, the County population has increased slowly but steadily through 2000. Population projections indicate the County will continue to grow between 2000-2020. If Jacksonville follows the County growth pattern, it will gain about 64 people from 2000-2010 and 196 people between 2010 and 2020.

Figure 2.1: Jacksonville, IL Population Projections (2010-2020)

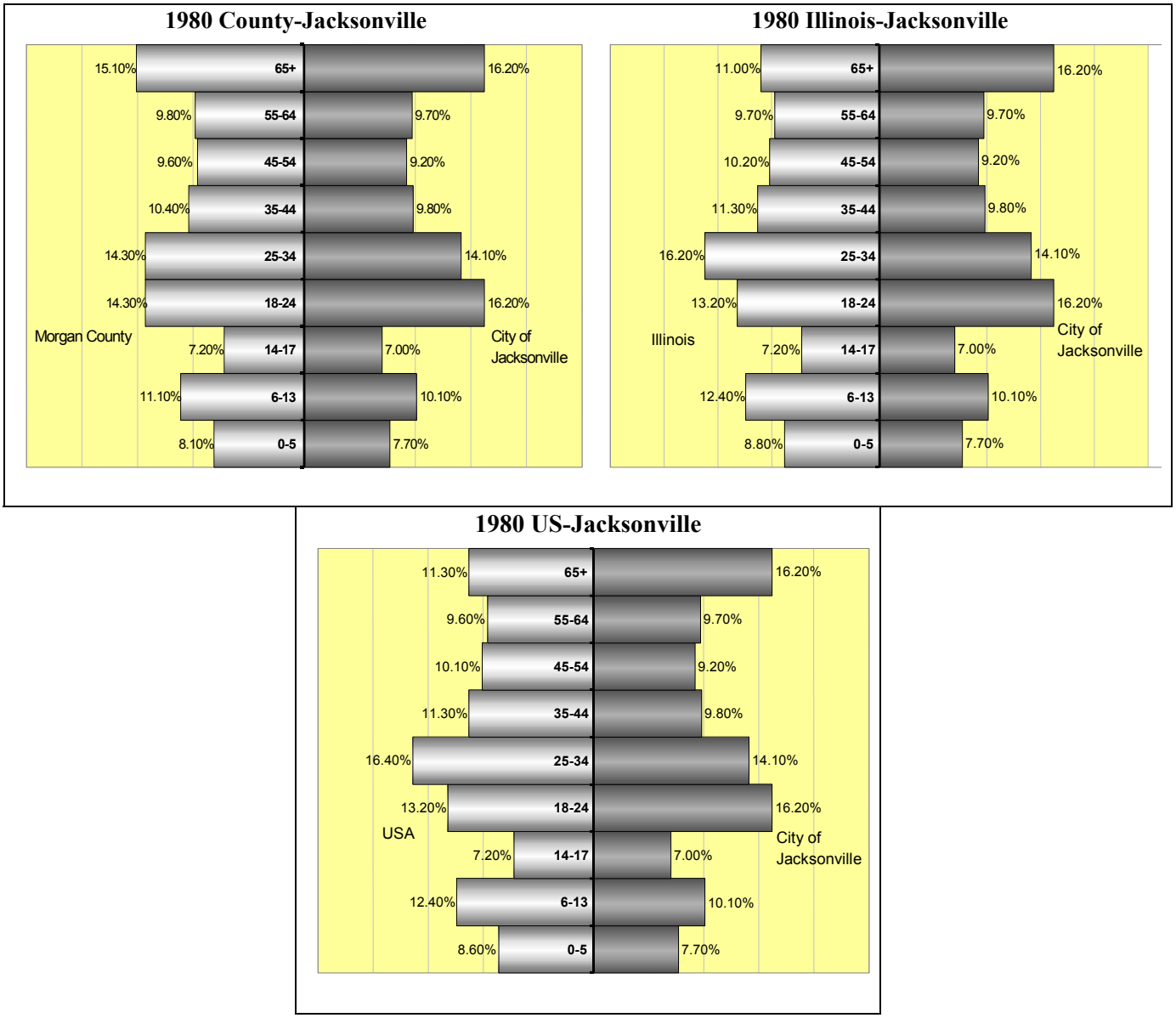


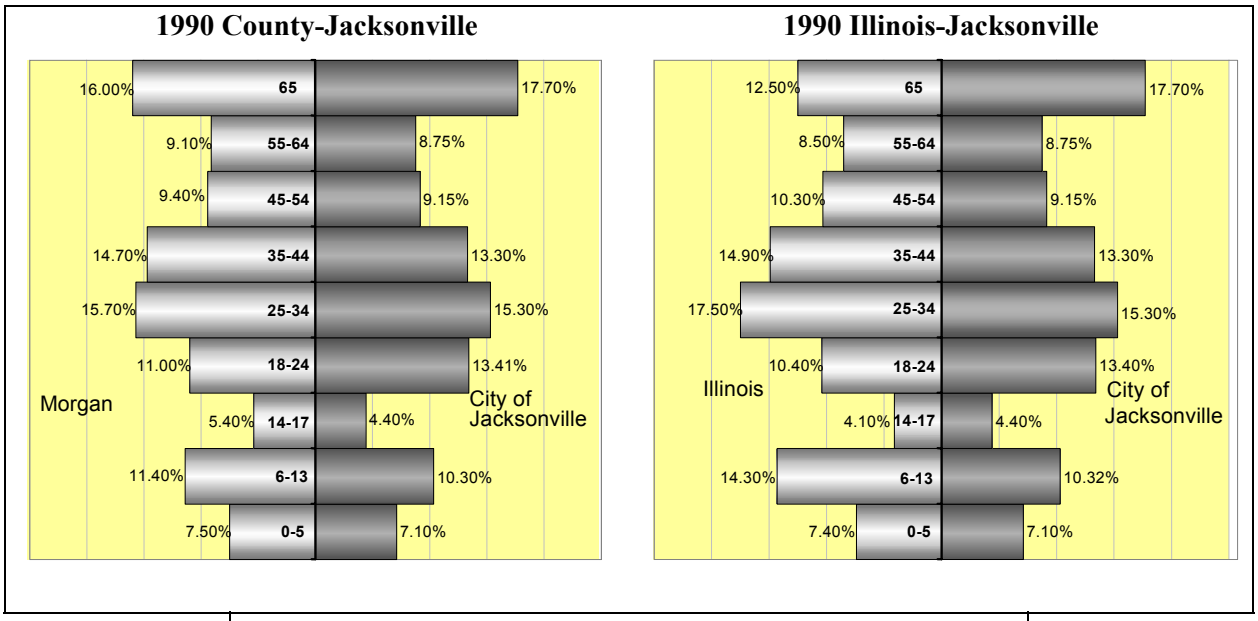
Source: U.S. Census Bureau, BWR Corp.

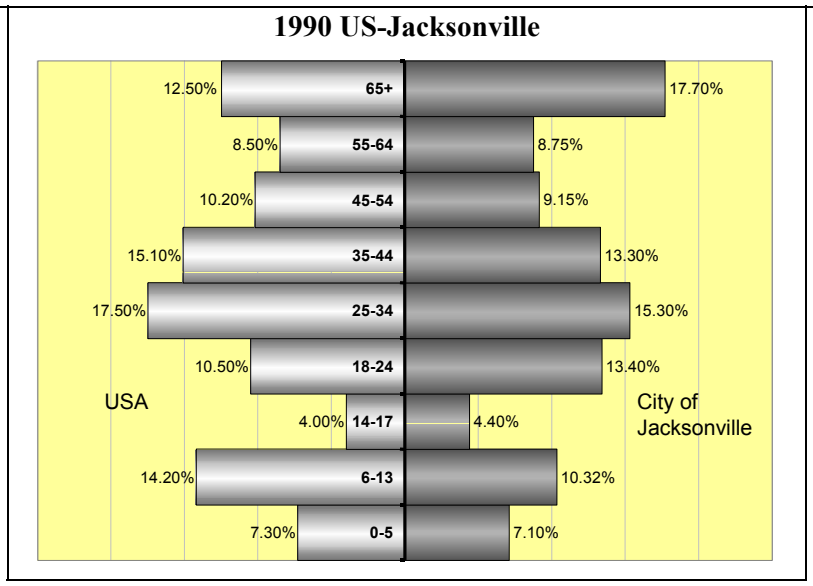
Age Characteristics

For the most part, Jacksonville has followed a demographic pattern similar to the US, characterized by a growing percentage of people over age 65. Jacksonville has experienced similar changes in population change, in terms of age, as the County, State and US. The population pyramids in **Figure 2.2** are therefore useful in that they provide a snapshot of the city's age structure over time compared to other related geographic areas. The similarity among the various geographies demonstrates that Jacksonville has experienced fairly typical patterns of population age breakdown. A larger percentage (about 5% more) of Jacksonville's total population is over age 65 as compared to Morgan County or Illinois, which could indicate the city's ability to attract and/or maintain residents in this age bracket. The percentage of Jacksonville residents between the ages of 6-13 has remained below that of the County, State and US. This age bracket has remained fairly constant in Jacksonville and Morgan County, but has grown in Illinois and the nation. This, along with Jacksonville's slightly higher percentage of population over 65 could indicate the city's population is aging somewhat more than that of the State and Nation, but the difference may not be significant enough to make this statement with complete certainty. Morgan County as a whole, and Jacksonville in particular, are favorable places for retirees to live.

Figure 2.2: Population Pyramids-Jacksonville as compared to the County, State, and US (1980-1900)







Source: U.S. Census Bureau, BWR Corp.

Income Characteristics

Jacksonville income levels are comparable to those of Morgan County, but slightly lower than the U.S. averages based on 1990 Census figures. The average household income in Jacksonville is $1,409 less than the County, but $10,382 less than the national average. Per capita income in Jacksonville is nearly identical to the County, but $1,975 less than the national average. These figures are indicators of the strength and stability of Jacksonville's economy and workforce. Jacksonville currently enjoys a strong labor force that is capable of generating stable income for the community.

Table 2.3: 1990 Income Summary

	Jacksonville	County	US
Median Household Income	**$25,401**	**$26,403**	**$32,200**
Average Household Income	**$30,503**	**$31,912**	**$40,885**
Per Capita Income	**$12,248**	**$12,372**	**$14,223**

Source: U.S. Census Bureau, BWR Corp.

The average household income in Jacksonville, the County, State and the US increased over 50 percent between 1980 and 1990 (**Ref. Table 2.3**). Jacksonville enjoyed an even greater increase in average household income between 1970 and 1980. This increase is consistent with the US and Illinois. Jacksonville, Morgan County and Illinois all surpassed the national average for household income in 1990.

Table 2.4: Average Household Income (1970-1990)

	1970	1980	1990	% change 1970-1980	% change 1980-1990
Jacksonville, IL	$9,144	$19,565	$30,503	114.00%	55.50%
Morgan County, IL	N/A	$19,164	$31,912	N/A	66.50%
Illinois	$6,813	$22,570	$40,885	231.30%	81.10%
US	$9,241	$20,354	$28,453	120.30%	88.90%

Source: U.S. Census Bureau, BWR Corp.

A greater percentage of Jacksonville households have an income of $25,000 or less (49.30%) than in Morgan County (47.15%) and the US (41.82%). Along these lines, there is a greater percentage of high-income households in Morgan County and the US than in Jacksonville. Cost of living differences should be considered when comparing household income.

Table 2.5: Households by Income (1990)

	Jacksonville	County	US
Less than $5,000	6.80%	5.83%	6.18%
$5,000 to $9,999	11.24%	10.37%	9.27%
$10,000 to $14,999	10.95%	10.19%	8.84%
$15,000 to $24,999	20.31%	20.76%	17.53%
$25,000 to $34,999	17.65%	18.42%	15.84%
$35,000 to $49,999	17.88%	18.07%	17.86%
$50,000 to $74,999	10.33%	11.55%	14.98%
$75,000 to $99,999	2.69%	2.53%	5.11%
$100,000 to $149,999	1.47%	1.43%	2.82%
$150,000 or More	0.69%	0.86%	1.57%

Source: U.S. Census Bureau, BWR Corp.

Education

Analysis of the 1990 education statistics for people 25 and over shows that a greater percentage of Jacksonville's adult population has graduated from college than that of Morgan County (**Table 2.6**). This percentage is less compared to the entire state however. A greater proportion of Jacksonville adult population has not earned high school diplomas than both the County and the State. The census figures below indicate that Jacksonville's level of education attainment is fairly similar to that of the County, State, and the US.

Table 2.6: Educational Attainment of people aged 25 or more (1990)

	Jacksonville	County	Illinois	US
Did not Graduate High School	24.95%	23.58%	23.46%	24.76%
High School Graduate	34.02%	38.15%	28.94%	29.99%
Some College or Associates Degree	24.31%	23.54%	27.21%	24.91%
Bachelors or Advanced Degree	16.72%	14.73%	19.49%	20.34%
High School Graduate or higher	75.05%	76.42%	76.54%	75.20%

Source: U.S. Bureau of the Census, BWR Corp.

Housing

1990 Census housing data shows that the average household size of Jacksonville (2.35) is smaller than the County (2.44) and State (2.66) average (**Table 2.7**). These figures could indicate that Jacksonville is not retaining growing families, but is attracting/retaining other population groups, such as retirees. This statistic can also be explained by households moving outside the city limits as families grow.

Table 2.7: Housing Statistics Summary (1990)

	City of Jacksonville	Morgan County	Illinois	US
Total Households	7,354	13,683	4,197,720	91,993,439
Total Families	4,643	3,047	285,237	65,049,360
Household Population	17,296	33,350	11,145,365	242,049,901
Average HH Size	2.35	2.44	2.66	2.63

Source: US Census Bureau, BWR Corp.

Jacksonville has a higher percentage of residents living in group quarters than the County and State. Nearly 13 percent of the city's population resides in group quarters, compared to 8.37 percent in the County and 2.50 percent in the State. This is not surprising given Jacksonville's large number of colleges and state institutions. The number of city residents living in group quarters should increase in the 2000 census based on Jacksonville's annexation of the Jacksonville Correctional Facility.

Table 2.8: Housing Cost Summary (1990)

	City of Jacksonville	Morgan County	Illinois	US
Median Monthly Mortgage	$567	$552	$759	$737
Median Home Value	$50,062	$47,855	$94,533	$98,982
Median Monthly Rent	$354	$347	$469	$479

Source: US Census Bureau, BWR Corp.

The Housing Cost Summary for 1990 shows Jacksonville's median house value is $2,207 higher than the County average, indicating that housing is slightly more affordable in the County. The Illinois and US average house values are considerably higher, but these geographic areas have a greater proportion of high-end housing. With housing costs so similar between the city and Morgan County, other factors are likely determining the attractiveness of Jacksonville to existing and prospective residents. Additional statistics will be considered during the planning process to further analyze this issue.

The owner occupancy rate for Jacksonville was 60.83 percent in 1990 (**Ref. Table 2.9**). This means that of all occupied housing units in the city, 60.83 percent were owned by who lived in them. Morgan County's owner occupancy rate is nearly seven percent higher than the city's, most likely due to the demand for rental housing stemming from Jacksonville's two colleges, IC and MacMurray.

Table 2.9: Housing Shares (1990)

	City of Jacksonville	Morgan County
Total Occupied Housing Units	7,339	13,678
Renter Occupied Housing		
Total renter occupied units	2,875	4,422
Share of County	21.02%	
% of occupied housing units	39.17%	32.33%
Owner Occupied Housing		
Total owner occupied units	4,464	9,256
Share of County	32.64%	
% of occupied housing units	60.83%	67.67%
Total Population	19,824	36,397
Share of County	54.47%	

Source: U.S. Census Bureau, BWR Corp.

Jacksonville's population makes up about 54.47 percent of the Morgan County population, and it has approximately 21.02 percent of the County's rental units. Jacksonville's median rent is slightly higher than the County's (**Ref. Table 2.8**), probably driven by a higher demand for rental housing in the city.

Approximately 60 percent of Jacksonville residents moved into the homes they occupied in 1990 sometime during the 1980s (**Ref. Table 2.10**). Comparatively, 80 percent of residents in the County were living in a home in 1990 that they'd move in to during the 80s. This shows Jacksonville residents were slightly more mobile than those in the County as a whole, which is likely attributable to the number of institutions located in Jacksonville. The average age of Jacksonville's housing stock is 1956, two years older than the County average (**Ref Table 2.11**).

Table 2.10: Year Moved In (1990 Census)

	City of Jacksonville	Morgan County
Occupied Housing Units	7,339	13,678
1959 of Earlier	8.30%	10.20%
1960 to 1969	9.30%	9.40%
1970 to 1979	21.10%	23.70%
1980 to 1984	12.90%	13.70%
1985 to 1988	27.90%	25.90%
1989 to March 1990	20.60%	17.10%

Source: U.S. Census Bureau, BWR Corp.

Table 2.11: Year Built (1990 Census)

	City of Jacksonville	Morgan County
Total Structures	7,843	14,724
1939 or Earlier	36.30%	31.80%
1940 to 1949	8.00%	8.10%
1950 to 1959	9.60%	9.90%
1960 to 1969	15.80%	15.60%
1970 to 1979	20.60%	24.90%
1980 to 1984	4.00%	4.60%
1985 to 1988	4.60%	4.20%
1989 to March 1990	1.20%	0.90%
Median Year Built	1956	1958

Source: U.S. Census Bureau, BWR Corp.

Employment

Table 2.12 below lists the top ten employers in Jacksonville. Jacksonville's major employers include representatives from manufacturing, education, services and communications sectors. A majority of these employers have been established in Jacksonville for more than twenty-five years. These employers draw on the Jacksonville labor market, as well as the surrounding region. Interviews with Jacksonville employers indicate their perception that city's labor market is strong and stable, a valuable asset to the community. Area employers expect expansion of existing industry to lead to new employment gains, rather than new industry entering the market.

Table 2.12: Jacksonville Major Area Employers (2001)

Employees	Employers
1230	Passavant Hospital
848	PACTIV
740	Jacksonville School District #117
631	EMI Manufacturing
592	Hertzberg New Method
325	CSC
320	AC Humko
290	Bound to Stay Bound
219	Nestle
193	Illinois College
160	Blue Cross/Blue Shield

Source: Jacksonville Regional Economic Development Corporation BWR Corp.

Since Jacksonville makes up 54 percent of the Morgan County population, county-level employment trends can be viewed as representative of the city's trends. **Table 2.13** shows employment by industry for Morgan County. Between 1990 and 1999, Morgan County realized a net increase of 1,508 jobs, 81.17 percent of which were in the service sector. This increase in service employment is consistent with national trends, at historically stronger sectors, like manufacturing, have experienced some decline.

Table 2.13: Employment by Industry, 1990-99: Morgan County

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Total full- and part-time employment	19,910	20,049	19,769	19,861	20,691	20,588	20,356	20,678	20,818	21,418
Wage and salary employment	16,155	16,296	15,921	16,208	16,923	16,681	16,417	16,709	16,766	17,298
Proprietors' employment	3,755	3,753	3,848	3,653	3,768	3,907	3,939	3,639	4,052	4,120
Farm proprietors' employment	985	971	967	954	926	919	890	887	903	901
Nonfarm proprietors' employment	2,770	2,782	2,881	2,699	2,842	2,988	3,049	3,082	3,149	3,219
Farm employment	1,225	1,200	1,179	1,157	1,098	1,064	1,018	1,007	1,009	1,019
Nonfarm employment	18,685	18,849	18,590	18,704	19,593	19,524	19,338	19,671	19,809	20,399
Private employment	16,084	16,268	15,999	16,128	16,972	16,857	16,658	17,099	17,280	17,836
Agricultural services	164	164	182	190	188	211	217	216	0	0
Mining	44	39	34	22	35	25	17	18	0	0
Construction	918	939	958	1,030	1,106	1,012	985	943	974	998
Manufacturing	4,099	4,090	3,910	3,848	3,750	3,731	3,471	3,703	3,735	3,753
Transportation and public utilities	826	894	977	1,022	938	961	941	965	949	908
Wholesale trade	723	760	771	932	841	707	680	627	640	664
Retail trade	3,006	3,157	3,040	3,110	3,325	3,368	3,534	3,516	3,459	3,587
Finance, insurance and real estate	1,085	1,022	1,059	1,036	1,289	1,099	1,115	1,143	1,212	1,238
Services	5,219	5,203	5,068	5,038	5,500	5,743	5,698	5,968	6,077	6,443
Government	2,601	2,581	2,591	2,576	2,621	2,667	2,680	2,572	2,529	2,563
Federal, civilian	124	113	116	118	117	118	118	114	110	118
Military	126	124	118	111	100	93	89	84	80	78
State and local	2,351	2,344	2,357	2,347	2,404	2,456	2,473	2,374	2,339	2,367

Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Dept. of Commerce, BWR Corp.

In Table 2.14, the percentage of employment by industry of the County totals is shown for selected sectors. The construction, retail trade, and services sectors all experienced a net increase as a percentage of the total employment in Morgan County between 1980 and 1999. Manufacturing sector's percentage of County employment decreased by only 0.5 percent. Over half of the County's employment (64.35%) is found in the manufacturing, retail trade, and services sectors.

Table 2.14: Employment by Industry as Percent of Total: Morgan County

	1980	1990	1999
Farm employment	8.44%	6.15%	4.76%
Agriculture services	0.62%	0.82%	0.00%
Mining	0.12%	0.22%	0.00%
Construction	3.88%	4.61%	4.66%
Manufacturing	18.02%	20.59%	17.52%
Transportation and public utilities	5.87%	4.15%	4.24%
Wholesale trade	3.76%	3.63%	3.10%
Retail trade	15.83%	15.10%	16.75%
Finance, insurance, and real estate	6.77%	5.45%	5.78%
Services	24.91%	26.21%	30.08%
Government	11.79%	12.96%	11.97%

Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Dept. of Commerce, BWR Corp.

EXISTING TRANSPORTATION FACTORS

Highways

Jacksonville is adequately served by the federal and state highway system. Interstate I-72 and US Hwy 67 provides access from the west and south. Illinois 78 provides access from the north, and Illinois 104 provides east and west connection. Together these highways create a network that provides the access the city needs to transport people, goods and services. A new interchange is located at the west side of Jacksonville and will provide access to and from the city along the new US 67 Corridor. Upon its completion, this corridor will provide 4-lane freeway access between the Quad Cities and St. Louis. The Jacksonville interchange along this corridor will be a major focus of the Comprehensive plan regarding future land use.

Railroads

Jacksonville is served by two rail lines: Burlington Northern and the Norfolk and Western. Burlington and Norfolk trains pass through Jacksonville daily. Active railroads are important in providing freight service and are an integral part of the economic community. Once a rail line is abandoned, however, it should be considered for conversion to recreational use. The conversion of "rails to trails" is a popular phenomenon in many communities.

No passenger service is currently available, however Amtrak is available in Springfield, 35 miles to the east.

Public Transportation

No public transportation is currently available in Jacksonville.

Parking

Two primary areas of concern is downtown and the area around Illinois College. Parking lots in the downtown may only be accessed at one entrance along one-way streets, limiting accessibility. Access to these lots is also blocked completely at times by trucks delivering shipments to downtown businesses.

Parking along West College Avenue, Mound Avenue and Park Street is difficult during the school year due to increased demand generated by Illinois College. Parking is typically at a premium on college campuses due to a higher concentration of cars from students, professors, and college employees. Rental properties located nearby are often older homes that have been converted to apartments without adding additional off-street parking spaces, thereby adding to the problem.

Airport Facilities

The Jacksonville Municipal Airport is a general aviation airport providing runway, fuel, storage, and maintenance service to private owners. The closest commercial airport is Capital Airport in Springfield, Illinois. Other major airports providing commercial service within two hours travel distance are located in St. Louis, Missouri, Peoria, Illinois and Bloomington, Illinois. The Chicago O'Hare airport is approximately four hours travel distance from Jacksonville.

LIMITING PHYSICAL AND CULTURAL FEATURES

Flood Prone Areas

Town Brook, which runs along the southeast corner of Jacksonville, is defined as a special flood hazard area by the Federal Emergency Management Agency (FEMA). This means that the land along both sides of the brook fall within a 100-year flood zone. To remedy flooding problems, the City of Jacksonville has replaced several bridges along Town Brook to provide more water capacity. The city has also implemented a storm water detention ordinance. Storm water detention requirements are contained within the zoning ordinance.

Historic Preservation Program

The City of Jacksonville is a Certified Local Government. CLG status is granted by the Illinois Historic Preservation Agency (IHPA) and requires that a community have an historic preservation ordinance that includes an enforcement mechanism, an historic preservation commission, and a written preservation

program on file with IHPA. A preservation program includes a plan of action for conducting ongoing survey work of all properties 50 years old or greater. A community must have CLG status to be eligible for grant programs and other forms of assistance provided through IHPA.

The City of Jacksonville has one local historic district, plus individually designated properties. All locally designated properties are subject to the city's historic preservation ordinance. This differs from National Register properties, which are not subject to local requirements unless they are locally designated as well. Property owners may make exterior alterations to National Register properties without local or state approval, as long as private money is used. Renovations funded with public monies, however, must comply with the Secretary of the Interior's Standards for Rehabilitation, under the review of IHPA.

Jacksonville's historic preservation commission consists of 10 members, including one ex-officio member. Commission members serve on the following subcommittees:

- Information;
- Resource Library;
- Recognition;
- Ordinance and Procedure Review;
- New Designations;
- Survey;
- Related Items;
- Advocacy and Support

As it relates to the Comprehensive Plan, two key subcommittees are Survey and Related Items. Continued survey work is essential to the development and expansion of the city's historic preservation program, as well as being a requirement for CLG status. Survey work can be funded with grants awarded by IHPA, and can be conducted by staff, commissioners, volunteers, interns, or consultants.

The Related Items subcommittee is responsible for reviewing areas with possible impact on the commission, including zoning, building code and property maintenance, trees, infrastructure within the local historic district, plus loan and grant programs. Maintaining coordination between the historic preservation ordinance and other city ordinances is an essential component to continued success of the city's preservation program. The historic preservation commission, city council and city staff must work together to enforce related ordinances consistently and fairly.

There are no design guidelines in place in the City of Jacksonville. Design guidelines can be very restrictive or merely serve as general guidance to property owners as they make alterations to historic or older structures. In some communities, the design guideline document takes a "how to" approach, while in other communities, property owners must comply with specific requirements spelled out within the document.
Property owners must apply for a Certificate of Appropriateness before a building permit may be issued. Routine maintenance, or work that will not alter appearance of the structure or cannot be seen from the

street, may be immediately approved by the HPC Chair without a full hearing of the Commission. In instances when the Commission hears and denies a request, property owners may appeal the Commission's decision within 15 days to the City Council.

The Jacksonville Area Visitors and Convention Bureau sponsors a series of three historic walking tours in Jacksonville. A brochure describes the routes, and explains the significance of thirty-eight buildings that are architecturally or historically significant to Jacksonville, the State of Illinois, or the Nation. Each tour is estimated to take on hour or less and may be extended to include additional structures if desired.

Lake and Stream Areas

Two lakes are located within the planning area: Lake Mauvaisterre and Lake Jacksonville. A portion of Lake Mauvaisterre is located within one of the city's larger parks, Nichols Park. Lake Jacksonville is located approximately three miles southeast of the city. It is a 500 acre recreational lake, used for boating, swimming, fishing, and duck and goose hunting.

Town Brook is located within the planning area, running along the southeast portion of the city, between Massey Lane in the southwest and Johnson Street at the city's eastern corporate limits. Efforts have already been made by the city to remedy flooding along this waterway. Continued enforcement of the Storm Water Detention ordinance will be needed to maintain or reduce flood incidents along this waterway.

Agricultural Development

Agriculture is the largest land use within the planning area, outsize Jacksonville's corporate limits. As the city considers annexation of agricultural areas, the provision of sewer and water should be a key factor in the planning process. Other concerns include loss of prime farmland, as well as conflicts between agriculture and residential development relative to noise, odor, traffic, chemicals, etc. These conflicts must be minimized as the transition from agriculture environment to urbanized environment occurs.

Agriculture land around the new US 67 interchange is prime land for development. Careful planning of this area will ensure that development here will benefit the city, developers, and area residents. Residential development should also be carefully planned so that any additional city services such as water, sewer, police, fire, and emergency 911 are available to support the new development.

MAJOR CENTRALIZED SERVICE FACILITIES

The major service facilities represent focal points for development within the community. They are often traffic generators that usually, by their nature of being attractive resources, generate interest to those traveling throughout the community. In Jacksonville, retail and education are economic generators that represent key locations of activity.

Downtown Jacksonville is the historic commercial center of the city. Like many traditional downtown squares, downtown Jacksonville was converted to a pedestrian mall in the early 1970s, a step that was undertaken to save it, but one that many today believe has unintentionally done more to contribute to its decline. No longer the retail center of Jacksonville, the downtown businesses currently include banks, professional and personal services, restaurants and bars, with only a few retail tenants. City Hall, the County Courthouse, and Jacksonville Post Office are located just west of downtown. Jacksonville is an Illinois Main Street Community, a designation given by the National Trust for Historic Preservation through the Illinois Historic Preservation Agency. As part of this designation, a downtown manager and four volunteer committees have been striving to revitalize the downtown through Main Street's four-point program. Traffic patterns, parking, and façade improvements are several key components of the Downtown's recovery process.

Jacksonville High School Campus is the only public high school in the City of Jacksonville and serves over 800 students and faculty. Some of the school's sports facilities are located on this campus. The Jacksonville Bowl and the high school's football field are located off-campus.

Routt High School is a private catholic high school located east of downtown near the MacMurray College campus.

Morton Avenue is Jacksonville's retail and commercial center. Some of the key issues for this corridor include traffic congestion, flow of traffic in the Wal-Mart parking lot, sign area and height, chronically incomplete construction projects and its attractiveness as one of the city's entryways.

Illinois College is located west of the downtown, bordered approximately by West College Avenue on the north, Park Street on the east, Edgehill Avenue on the south, and Lockwood Place on the west. A liberal arts school, it is the oldest land grant college in the State of Illinois.

MacMurray College is located east of downtown, bordered approximately by East State Street on the north, Hardin Avenue on the east, East Chambers on the south, and South Clay Avenue on the west. MacMurray College is also a liberal arts college, and is known for its education of teachers for the hearing impaired.

COMMUNITY RESOURCES

Storm Water Management

The amount of rain that falls in an area as well as a city's method and capability for dealing with the resulting storm water greatly affects the type and location of development within city limits. Areas that act as collectors for storm water, such as natural depressions and flood plains, inhibit the construction and maintenance of buildings. These areas may require special construction specifications or prohibitions to safeguard against flood damage. The following section describes the process of and the conditions of storm water drainage.

Weather patterns in the United States are easy to predict, in that states receive an annual amount of precipitation with a majority of it falling as rain in the spring. General weather patterns, however, do not assist in predicting the occurrence, duration, and intensity of individual storms. Duration refers to the length of time it takes for a storm to pass over a given location. Intensity is the amount of precipitation, in inches, that falls during the storm's duration. Storms are classified by their chance of occurring in 100 years (based on the averages of past storm duration and intensity). A 100-year storm has the probability of occurring once per one hundred years. This does not infer that such a storm will only occur once in a 100-year cycle, it means that in any given year such a storm has a 1% chance of occurring. A 2-year storm means that such a storm has the probability of occurring 50 times in the next 100 years, or once in the next 2 years. This means that a 2-year storm has a 50% chance of occurring in any given year. In Illinois, a 2-year storm with a duration of 6 hours will drop approximately 2.5 inches of precipitation. A 100-year storm of the same duration will drop over 5 inches of precipitation. Engineers use these probabilities in risk assessments for determining the size of storm drainage facilities.

Land in its natural state has the capacity to handle runoff from light showers to very severe storms without much damage. Most of the rain that falls during a storm is absorbed by plants and soil or evaporates. During heavy storms, however, soil and plants often reach their capacity to absorb water. This is called the point of saturation. Once the point of saturation is reached, water will begin to pool in low-lying areas and eventually run downhill as streams and rivers. Along streams and rivers, floodplains and wetlands evolve that serve a number of purposes in respect to storm drainage. First, these areas hold significant amounts of water and act as natural detention basins. This holding capability effectively lowers the flood level by staggering the time in which it takes rainwater from uphill to enter the floodway. Second, the vegetation in these areas prevents soil erosion. This decreases the amount of bank erosion along river floodways and reduces sedimentation. Third, the vegetation acts as a filter. The vegetation located in a wetland traps runoff and impedes pollutants generated in the area from washing into the river and being distributed downstream.

The development of land severely alters the natural drainage characteristics of an area. When houses, commercial areas, and roads are built, significant proportions of the land's storm water retention capabilities are destroyed. During construction, the ability for water retention is lessened when vegetation is removed and soil is compacted. Critical amounts of soil erosion and sedimentation occur during construction unless preventative measures are taken. Once an area has been developed, impervious surfaces, including roofs, parking lots and roads, not only block the absorption of rainwater, they also create a surface over which water immediately starts running down hill. This results in heightened flood levels and shorter times for peak flood levels to be reached once the rain has started. In a natural state, land holds rain water and peak flood levels are not reached until hours after the peak rainfall has stopped. Streams that run through cities and towns often reach peak flood levels within minutes of peak rainfall. This is called a flash flood.

Besides the apparent dangers of flash floods, the effects of altering storm runoff are far reaching. The creation of impervious surfaces generates a need for local rainwater detention and/or adequate sewer lines to carry the water downstream. If these needs are not met, local flooding and ponding may occur on streets and parking lots, in low lying areas, along creeks and streams, and other places in close proximity to developed areas. Damage to land, buildings, and other property may result from standing and flowing water. Simply creating a drainage system that will evacuate a certain volume of rainwater from an area, however, will only solve local flooding problems and may create a worse condition for properties located down stream.

Detention basins should be required for all new developments that sufficiently increase the natural run-off rates. The function of a storm water detention basin is to detain rainwater at the location of the development and release it at the same rate as water would run off the site under predevelopment conditions. Therefore, the rate at which water from a storm runs into streams and rivers are regulated, which decreases the contribution to flash floods and additional flooding downstream. In some areas it may be more appropriate to create area-wide detention ponds, rather than require detention ponds on each site.

Municipal Water Service

The City of Jacksonville receives most of its water supply from a Ranney Collector Well and two gravel pack drilled wells at Naples, Illinois near the Illinois River. Water is pumped 26 miles from this source to Jacksonville's Water Treatment Plant where it is filtered, disinfected and fluoridated. See Chapter Four, *Municipal Utilities,* for details about municipal water service.

Municipal Sanitary Sewer Service

The City of Jacksonville wastewater treatment system serves both Jacksonville and South Jacksonville residents. Most of the city's sewer system is constructed as a combined sewer, and collection transports both storm water and sanitary flows. See Chapter Four, *Municipal Utilities*, for details about municipal sewer service.

Other Major Utilities

Illinois Power serves Jacksonville's gas and electricity needs and capacity is available to accommodate additional growth. Fiber optic service is available in the city.

Other Municipal Services

The City of Jacksonville Police Department includes 41 sworn officers. A key focus of the department is its Community Oriented Policing, reflected by the number of related programs designed to reduce and prevent crime by working closely with the Jacksonville community. Such programs include D.A.R.E., Adopt-a-School, Adopt-a-Business, the Neighborhood Watch Program, and Bicycle Patrol. All programs are directed at increasing the quality of life of Jacksonville residents.

The Jacksonville Fire Department consists of a Fire Chief, three Captains, three Lieutenants, nine Driver/Engineers, and nine firefighters. The city's fire department provides services to County residents, based on their location in an established fire district, or whether they have purchased separate fire protection from the city. Calls originating in the city are directed to the city's dispatch, and calls originating in the County are directed to the County dispatch, which forwards the calls.

The Fire Department is housed in two locations: (1) the City Municipal Building and (2) a sub-station located near the Morgan County Fairgrounds.

TRANSPORTATION MANAGEMENT AND ANALYSIS

Roadways

Interstate 72 provides the major entryway into Jacksonville from the east, with US Highway 67 providing access from the south, Illinois 78 from the north, and Illinois 104 from the southeast and northwest. The three interchanges providing access into Jacksonville from I-72/US 36 on the east, south and west sides of the city create three separate entryways into Jacksonville, along Morton Avenue or Main Street.

Based on State of Illinois Average Daily Traffic (ADT) maps, traffic along several of these major roadways has increased significantly between 1991 and 1999. As illustrated in the table below, traffic has increased significantly along several of the city's entryways. A two percent average annual increase is considered a normal level.

Roadway	Average yearly growth (1991-1999)
Interstate 72 – East of Jacksonville	4.58 %
US Highway 67 – South of Jacksonville	3.37 %
State Route 104 – Southeast of Jacksonville	5.70%

Five major east-west routes in the city include Morton Avenue, State Street, College Avenue and Walnut Street. Morton Avenue is the business route for US 67 and IL 104.

The primary focus of Jacksonville's Street Department is maintenance of the city's existing streets. The city contracts with private firms to resurface streets, and hires students to paint curb markings and striping lines during the summer months.

Bicycle/Pedestrian System

There are currently no multi-purpose trails in the City of Jacksonville. A proposed bicycle/pedestrian trail is located south of the city, around Lake Jacksonville. The proposed trail would be multi-purpose, serving bicycle and pedestrian traffic, and would connect the various recreation uses around the lake. Extending the proposed trail to link Lake Jacksonville and Nichols Park has been discussed, however I-72 presents a major barrier to this link.

Town Brook is another potential location for a multi-purpose trail. A trail along this watercourse would connect neighborhoods, schools, and retail centers. A pedestrian link across Morton Avenue could also be

created to extend the trail from Town Brook to the major retailers along the south side of Morton. Right-of-way acquisition is not an issue, however feasibility of this project is limited by the number of streets intersected by the course of Town Brook. The number of intersecting streets, many of which the brook crosses mid-block, is a safety concern for the city. Seven of these streets are classified by the Illinois Department of Transportation as collectors or principal arterials, meaning that due to their function in the transportation system, they receive higher levels of traffic than local neighborhood streets.
Replacement of the existing sidewalk system as needed will keep pedestrian travel safe and convenient. The Jacksonville Street Department oversees the city's Sidewalk Replacement Program. As funds allow, the city removes old sidewalks, which are then replaced by private contractors. The property owner is responsible for the cost of concrete.

The bicycle/pedestrian component should not be overlooked as other parts of the transportation and park systems develop. Of particular importance is the accommodation of bicycle/pedestrian travel as new streets and roadways are constructed or when parks are improved or expanded. Installation of sidewalks when new development occurs is an important component of creating a more pedestrian-friendly community. Additionally, the preservation of abandoned rail lines, although a long-term consideration, should begin now. Preservation of rail rights-of-way can potentially play an important role in the development of a trail system.

ECONOMIC DEVELOPMENT

The Jacksonville Regional Economic Development Corporation (JREDC) provides economic development services in both Morgan and Scott Counties and in this capacity serves the City of Jacksonville as a joint venture. The JREDC focuses primarily on business retention and expansion and the attraction of new industry. More than thirty manufacturing facilities make their home in Jacksonville.

About 200 acres of commercial property and 400 acres of industrial property are currently being marketed for development in the City of Jacksonville. Most of the sites are located to the east in the Eastgate Planning District, or the northwest in the Northridge Planning District. Key factors determining the timing of development of these sites are:

- availability of utilities;
- access to interstate highway and rail lines; and
- compatibility of the sites with proposed uses (due to the presence of environmental constraints).

Eastgate, Jacksonville's newest industrial park, contains sixty-five acres and all necessary infrastructure, plus enjoys access to I-72 and rail service. All but two lots have been sold, however, so future industrial expansion will have to occur either in an expanded industrial park or outside it. The most likely direction for expansion of the Eastgate Industrial Park is west, however this land is privately owned and its availability is uncertain.

Another area currently targeted for industrial development is south and west of IL 104, behind the AC Humko property. Electric, gas, and sewer would have to be extended to this site prior to development.

Industrial expansion could occur at the far northwest corner of Jacksonville, in the Northridge Planning District. Due to geological constraints, land in this area would be expensive to develop for heavier industrial uses, but would still be appropriate for warehousing and distribution. This, combined with the proximity to highway and rail service, contributes to the attractiveness of this area for light industrial land use.

A recent study conducted for the Jacksonville Regional Economic Development Corporation (JREDC) recommends four industrial categories for targeted marketing efforts: (1) plastics, (2) machinery, (3) metal products and services, and (4) electric and basic electronic components. These are industries the study determined that JREDC has the greatest likelihood of attracting to Jacksonville. Additional factors in determining the recommended targeted industries were industry- and company-specific size, local or regional presence, potential to support existing industries in the region, and sufficient growth or stability relative to the Illinois and U.S. manufacturing sector.

CHAPTER THREE: CRITICAL ISSUES, GOALS AND OBJECTIVES

INTRODUCTION

The Jacksonville Comprehensive Plan must present clear planning goals that address the critical issues of the City. A Town Planning Charrette was held in the fall of 2000 to identify neighborhood-wide issues. A second charrette was held in spring 2001, "Business Activity and Economic Stability", to discuss economic development strategies for Jacksonville. The results of the first workshop were used to summarize existing conditions (Chapter 2) and critical issues (Chapter 3). Economic development strategies from the second workshop are summarized in Appendix A of the Plan. In addition to the charrettes, key person interviews were conducted with leaders from the business sector and public institutions.

The project Steering Committee met on a bi-monthly basis throughout the year to discuss planning policy issues. The goals and objectives of the Plan reflect the public input from the workshops and bi-monthly meetings as well as key person interviews with community leaders.

While goals are broad statements, objectives are more specific statements that outline methods for achieving the goals. The Task Force Steering Committee must then formulate policies for implementing the objectives, which in turn will help achieve each goal. The issues, goals and objectives are grouped in the following categories:

- Resolution of Regulatory Authority Issues
- Housing Development and Neighborhood Stabilization; long-term capital improvements
- Business Development and Retention;
- Transportation System Maintenance and Enhancement;
- Provision of Public Services and Utilities to Meet Current and Future Needs;
- Creating Quality Places in Jacksonville; and
- Downtown Stabilization and Revitalization.

CRITICAL ISSUES SUMMARY

The demographic and economic trends of the past decade and the forecasts and projections for the future are all "background factors" that influence these major critical issues. How the city deals with land use change in the context of economic and demographic changes is the key opportunity and challenge of the Comprehensive Plan.

Another major background factor influencing the plan's response to the issues is any topographical constraints of the region. Topographic constraints include:

- Floodplains;
- Stormwater drainage impairments;
- Slopes in excess of 15 percent; and
- Soils that present constraints to urban development.

Many natural features present opportunities for enhancing the quality of life in Jacksonville through preservation of open space and enhanced development site planning:

- Wetland preservation;
- Open space dedication; and
- Improved access to Town Brook and Lake Jacksonville

Resolution of Regulatory Authority Issues

The city must resolve issues surrounding local regulatory authority by deciding whether or not to vote on Home Rule. Either the city council or the electorate at large should decide whether to put the issue to a vote. Home Rule Authority would allow Jacksonville to regulate local development in more innovative ways, such as the licensure of investor-owned residential property.

Housing and Neighborhood Stabilization

According to the most recent census data, the average household size of Jacksonville is smaller than households in Morgan County, Illinois, and the Nation. The owner-occupancy rates for Jacksonville are lower than the County average, while the costs for both renter and owner occupied housing is slightly higher. These trends can be attributed to the presence of two four-year liberal arts colleges in Jacksonville, plus several state institutions. Jacksonville's slow but steady population decline compared to an increase in County population since 1980, is perhaps a better indicator of the need for investment in neighborhoods and in the housing stock of the City of Jacksonville.

Jacksonville's average household income is $739 less than the county and $7,950 less than the national average. Jacksonville's per capita income is nearly the same as the county, however, although still $1,975 less than the national average. Overall, Jacksonville has a strong economy due to a stable job market in the region, plus a strong industrial base, and retail sector. These indicators show that Jacksonville has a strong workforce, capable of generating stable income in the region. As a result of these findings, the city has an opportunity to team with neighborhood residents and invest in housing stock. The critical issues relevant to this opportunity include:

- The city needs to adopt concepts that promote neighborhood well being, preserve lifestyle, and improve the appearance of older neighborhoods. There is an indication that residents want to protect neighborhood identity while dealing with land use change through improved zoning district standards and procedures. In particular, some concern has been expressed regarding the appropriateness of multi-family zoning in some residential districts. The Comprehensive Plan can establish the basis for fundamental land use policy and regulatory amendments in response to these neighborhood interests.

- Residents want to enhance the beauty of the community, such as natural features like Town Brook and green spaces throughout neighborhoods. There is an interest in public education about neighborhood investment and beautification. There is support for new sidewalks and bike paths and other investments in the infrastructure of the city.

- There is support for enhanced code enforcement, including increased standards for maintenance and procedures for inspection.

- There is a demand for public private partnership in financing improvements for neighborhood stabilization. This includes home repairs and maintenance for all ages and income groups, sensitive to the needs of elderly and low-income homeowners. It also includes investment in neighborhood infrastructure, such as sidewalks and walkway linkages.

- There is strong interest in providing a diverse mix of housing, including downtown multifamily and elderly housing above stores, as well as in adjacent neighborhoods within walking distance of downtown. Interest in residential development around Lake Jacksonville has also been expressed, and could coincide with recreation improvements there as well. The most recent census data indicates that median rents are nearly identical to the County average, which means that other factors in addition to affordability will determine the future demand for rental housing in Jacksonville. city services, proximity to employment and shopping opportunities, recreation amenities, and schools will also be key considerations.

Business Development and Retention

Jacksonville's job base is built on a diverse mix of manufacturing, education, services and communication sectors. Jacksonville's major employers draw on the local labor market, as well as the surrounding region. Based on interviews with Jacksonville employers, their perception is that the city's labor market is strong and stable. Area employers expect expansion of existing industry will be a greater factor leading to new employment gains than new industry entering the market.

Given the insights of local stakeholders in Jacksonville, several key issues emerge relevant to the development and the retention of business:

- Pursue expansion of businesses engaged in the application of agriculture and biotech research, particularly those aimed manufacturing industries with a history in the west-central Illinois region.

- Encourage infill of industrially zoned areas north of downtown to uses compatible with area neighborhoods.

- Continue the use of TIFs, Enterprise Zone, Facade Improvement Program and regional and state economic development programs to meet local economic development objectives.

- There needs to be a plan for the future of the Jacksonville business community in positioning for the new economy. This would include investment in fiber optics and related high technologies, including education of the local workforce.

- Develop plans, programs and incentives to assist the growth and retention of small businesses.

Transportation Systems (Maintenance & Enhancement)

The City of Jacksonville faces both opportunities and challenges in maintaining the current major street system to move people and goods efficiently and safely throughout the city. Downtown traffic patterns can be confusing and deter ease of vehicular movement. The current major thoroughfare network of streets exhibits satisfactory levels of service; however, key intersections are congested, particularly at peak hour periods.

Critical issues to be addressed concerning transportation include:

- Improved major arterial connections across the city including resolution of conflicts in the downtown and at major intersections.

- A related issue is the need for public policy regarding the use of public rights-of-way, where private companies seek to develop fiber optic cables and other utilities throughout the city.

- New policies to consider widening roads to three lanes combined with appropriate intersection improvements to increase traffic capacity.

- Long term consideration to the preservation of abandoned rail lines to preserve rights-of-way for future enhancement programs.

- Development of a trail system in Jacksonville for multi-purpose use, including pathways along Town Brook, around Lake Jacksonville, and connections between parks, schools and neighborhoods. Opportunities for pedestrian crossings along Morton Avenue should be planned for as well.

- Improvement and expansion of the city sidewalk system, including rehabilitation of old walks and construction of walks where they were never improved.

- Expansion of on-demand public transit.

Provision of Public Services and Utilities to meet current and future needs

The interchange west of Jacksonville will provide access to and from the future US 67 Corridor, and is expected to spark considerable growth in this area. Annexation of this land, as well as annexation of land north, south and east of the city will require the extension of utilities and services. In addition, services

within existing corporate boundaries should be improved and expanded to retain existing residents and businesses as well as attract further private investment in existing neighborhoods and commercial areas.

Critical issues to be addressed relating to public services and utilities include:

- Develop plans and financing strategies for extension of utilities and services into newly annexed regions north and south of the Jacksonville corporate limits where these needs can be met most cost-effectively.

- Regional roadway improvements such as the interchange serving the future US 67 Corridor can spur development. Public utilities should be extended to serve these growth areas as well.

- Consideration of a curbside residential recycling program.

- Acquire and preserve open space and improve and expand the park system based on an equitable distribution of service strategy in the Comprehensive Plan.

- Improve maintenance of existing parks and upgrade park facilities.

- Create partnerships with the school district to avoid duplication of services and increase utility of facilities.

Creating Quality places in Jacksonville

The public meetings of the plan have identified a keen interest in maintaining a high quality of life in the City of Jacksonville. The vision for Jacksonville as a preferred place to live and work should focus on the promotion of integrity of design in public and private places by following established principles of good design.

Critical issues related to the creation of quality places in Jacksonville include:

- The city's historic preservation program should be supported by the city though its zoning ordinance and building code, as well as the development of design guidelines to assist property owners, the historic preservation commission, and elected officials.

- A "quality place" in Jacksonville is the downtown. The city must forge consensus on an action plan for downtown and proceed toward its implementation.

- Assess and evaluate historic properties and archeological sites and preserve those that are significant according to criteria established within the local historic preservation ordinance and by the Illinois Historic Preservation Agency.
- Develop landscape standards for all new development and redevelopment projects.

- Develop streetscape plans for major streets including entrance monuments on Morton Avenue.

- Expansion of parks and open space throughout the city as needed to increase the visual appeal and accessibility to the outdoors.

- Encourage Traditional Neighborhood Development that integrates housing, shops, workplaces, schools, parks and other activities within easy walking distance.

- Landscaping and beautification of areas should be included in enhanced regulations for review and approval of development proposals.

- Gathering places for the public to meet and celebrate common activities could be expanded through the use and redevelopment of open spaces and existing infrastructure in the Morgan County Fairgrounds.

- Develop screening and buffering standards for uses that are adjacent but not compatible.

Downtown Stabilization and Revitalization

In many cities, and particularly in smaller communities, the downtown has traditionally served as the retail and service center of the community. It has been the primary gathering place for parades, festivals, celebrations, and other community events. It gives a community its sense of history and "place", even to the extent that the identity of a community is closely tied to the image projected by its downtown. In this sense, Jacksonville is similar to many communities with traditional downtowns. While no longer Jacksonville's retail center or primary gathering place, the future of the downtown is a critical issue in the community, as evidenced by input from the public meetings and key person interviews.

GOALS AND OBJECTIVES

Resolution of Regulatory Authority Issues

Goal: Initiate a public vote on municipal home rule authority so that local options can be broadened.

Objectives:

- Form a home rule Blue Ribbon Panel in spring of 2002.

- The Blue Ribbon Panel should determine whether the election should be council-initiated or public-initiated.

Housing Development and Neighborhood Stabilization

Goal: Provide safe and quality housing for all residents of Jacksonville by preventing blight through code enforcement redevelopment, rehabilitation and conservation and by promoting new residential development that fulfills unmet markets.

Objectives

- Protect neighborhood identity and character and deal with land use change while continuing to update zoning district standards and procedures.

- Continue to invest in neighborhood infrastructure, such as sidewalks and walkway linkages.

- Continue to develop quality infill standards that permit developments of different forms and densities/intensities to co-exist with existing neighborhoods, and then actively pursue infill projects that meet the standards, diversifying the city's housing stock and maximizing the use of existing infrastructure investments.

Business Development and Retention

Goal: Promote the Retention and Expansion of Existing Businesses in Jacksonville as the City's Primary Economic Development Strategy.

Objectives:

- Continue to pursue expansion of businesses, particularly those aimed at manufacturing industries with a history in the west-central Illinois region, as this is the strongest source of job growth.

- Continue to develop plans and timetables for future business/industrial park locations/expansion.

Transportation System Maintenance and Enhancement

Goal: Maintain a Major Street System that moves people and goods safely and efficiently throughout the City of Jacksonville.

Objectives:

- Continue to improve major arterial connections across the city including resolution of conflicts in the downtown and at major intersections.
    1. Continue to resolve turning conflicts and related deficiencies at key intersections:
        - East College and South Main;
        - Walnut and North Main; and
        - Walnut and North Diamond

- Continue the public/private cost-sharing program for the rehabilitation of old walks and construction of new walks in areas where sidewalks were never installed.

- Continue evaluating services to an increasing elderly population is a challenge facing Jacksonville as well as other urban centers throughout the nation. This challenge could be evidenced in many ways, such as the need to expand on-demand public transit for elderly over the coming years.

Provision of Public Services and Utilities to Meet Current and Future Needs

Goal: Provide Public Services, Including Parks and Utilities to Serve Current and Growing Needs.

Objectives:

- Continue the curbside residential recycling program.
- Continue to improve and maintain the parks and recreation system.
- Continue to partner with the school district to avoid duplication of services and make better use of facilities.
- Continue to plan and budget for near-term capital improvements.

Creating Quality Places in Jacksonville

Goal: Promote the Integrity of Design in Public and Private Places by Following Principles of Good Design.

Objectives:

- Continue development of design standards and site plan review criteria for business developments.
- Continue to enforce landscape standards for all new development and redevelopment projects.
- Continue to develop streetscape plans for major streets.
- Continue to implement zoning regulations that permit a variety of sign structures while limiting size and bulk, and prohibit portable signs.
    1. Continue to limit the number of variances from the sign regulations, so that a precedent is not set for further variations.
- Continue to encourage Traditional Neighborhood Development in the B-1 District that integrates housing, shops, workplaces, schools, parks and other activities within easy walking distance.
- Continue to enforce appropriate screening and buffering standards for uses that are adjacent but not necessarily compatible.

- Continue with the ongoing development and administration of the city's historic preservation program.
  1. Develop and adopt residential design guidelines to assist property owners and guide the Historic Preservation Commission during their review of applications for certificates of appropriateness.
  2. Apply for a grant through the Illinois Historic Preservations Agency's Certified Local Government (CLG) Program to fund continuing survey work and the development of design guidelines.

Downtown Stabilization and Revitalization

Goal: Forge Consensus on an Action Plan for the Downtown and Proceed Toward Implementation

Objectives: Assist and support the Main Street Committee's efforts to rank the most critical issues facing downtown.

COMPREHENSIVE PLAN STEERING COMMITTEE'S RANKING OF IMPLEMENTATION STRATEGIES

The following matrix is an overview of the critical issues identified throughout the comprehensive planning process and the goals developed to respond to critical issues the City faces. To help gauge the most effective solutions necessary in accomplishing these goals, the Steering Committee was asked to rank the objectives (new initiatives). The rank of each initiative is listed in the first column, followed by a description of the new initiatives, and finally the number of votes each rank received is in the last column.

Housing Development and neighborhood Stabilization					
GOAL: Provide safe and quality housing for all residents of Jacksonville by preventing blight through code enforcement redevelopment, rehabilitation and conservation and by promoting new residential development that fulfills unmet markets.					
Rank	**New Initiatives**	**Rank Number of Votes**			
1	Adopt policies that promote neighborhood well being, preserve lifestyle and improve the appearance of older neighborhoods. 1. Initiate licensure of investor-owned properties. 2. Continue to implement voluntary housing code inspection of residences for life-safety hazards in conjunction with available grant and low interest loan programs.	**#1**	**#2**	**#3**	**#4**
		7	4	1	
2	Promote public private partnerships in financing improvements for neighborhood stabilization. 1. Promote public education about neighborhood investment	3	2	3	4

	and beautification, including help with organizing area-wide meetings. 2. Provide grants or financing assistance for home repairs and maintenance for all ages and income groups, being particularly sensitive to the needs of elderly and low-income homeowners.				
3	Implement the Future Land Use objectives of the Comprehensive Plan through a proactive annexation program in partnership with the county, townships and residents of the area.	2	5	4	1

Business Development and Retention					
Goal: Promote the Retention and Expansion of Existing Businesses in Jacksonville as the City's Primary Economic Development Strategy.					
Rank	**New Initiatives**	**Rank Number of Votes**			
		#1	**#2**	**#3**	**#4**
1 (tie)	Continue the use of Enterprise Zones, Facade Improvement Programs and regional and state economic development programs to meet local economic development objectives.	9	3		
1 (tie)	Consider the use of TIFs for funding public improvements that pave the way for new or expanded private investments that increase the local tax base.	9	3		
2	Develop marketing strategies for the reuse of vacant commercial buildings.	7	4	1	
3	Continue active involvement in regional efforts to identify existing high tech infrastructure capabilities and deficiencies and take actions necessary to make improvements required for full participation in the "new economy." 1. Appoint a task force to partner with the local colleges to bring a four-year degree and a research graduate program with the emphasis on engineering, sciences and technology. 2. Develop and adopt a comprehensive economic development strategic plan within 12 months of adoption of the Comprehensive Plan (supported by the JREDC). 3. Study and assess the strengths of local economic diversification—such as the role of the numerous institutional entities—in order to support Jacksonville's long-term economic stability.	4	7	1	
4	Encourage infill of non-residential areas in and around the downtown to uses compatible with area neighborhoods in order to foster a vibrant, mixed-use district.	4	5	2	1
5	Promote neighborhood-scale retail development along North	2	6	4	

	Main Street.				
6	Draft and adopt guidelines for quality development within overlay districts.	2	6	2	1

Transportation System Maintenance and Enhancement					
GOAL: Maintain a Major Street System that moves people and goods safely and efficiently throughout the City of Jacksonville.					
Rank	**New Initiatives**	**Rank Number of Votes**			
		#1	**#2**	**#3**	**#4**
1	Conduct a downtown traffic study based on alternative redevelopment scenarios.	6	6		
2	Investigate a policy regarding the use of public rights-of-way, where private companies seek to install fiber optic cables and other utilities throughout the city.	4	6	1	
3	Design and develop bicycle and walking alternatives to connect to neighborhoods and major activity centers.	4	4	3	
4	Explore opportunities for off-street trail development, such as the easement along Community Park south of Morton Avenue.	2	4	5	1
5	Use traffic calming techniques to support the residential character of neighborhoods surrounding the four major educational institutions.	0	3	2	5

Provision of Public Services and Utilities to Meet Current and Future Needs					
GOAL: Provide Public Services, Including Parks and Public Utilities to Serve Current and Growing Needs.					
Rank	**New Initiatives**	**Rank Number of Votes**			
		#1	**#2**	**#3**	**#4**
1	Establish a more formal process for planning long-term capital improvements (a 5-year CIP).	4	4	4	
2	Develop appropriate plans and financing strategies for extension of utilities and services into regions planned for annexation where these needs can most cost-effectively be met.	2	6	3	1

Creating Quality Places in Jacksonville					
GOAL: Promote the Integrity of Design in Public and Private Places by Following Principles of Good Design.					
Rank	**New Initiatives**	**Rank Number of Votes**			
		#1	**#2**	**#3**	**#4**
NA	Gathering places for the public to meet and celebrate common activities could be expanded through the use and redevelopment of open spaces and existing infrastructure in the Morgan County Fairgrounds.	NA			
NA	Develop and adopt basic, minimum design guidelines for the downtown that are based on the historic pattern of development in the district.	NA			
NA	Prohibit portable signs.	NA			

Downtown Stabilization and Revitalization					
GOAL: Forge Consensus on an Action Plan for the Downtown and Proceed Toward Implementation					
Rank	**New Initiatives**	**Rank Number of Votes**			
		#1	**#2**	**#3**	**#4**
1	Implement the downtown vision statement and establish an action plan.	10		1	
2	Based on public input and policy analysis, finalize a strategic downtown plan.	7	2	2	
3	Make any necessary revisions to the zoning ordinance for plan implementation, such as an overlay district.	5	6	1	
4	Investigate market demand for higher density residential uses in the downtown—above stores and as infill development in adjacent neighborhoods within walking distance of downtown.	4	5	1	1

CHAPTER FOUR: MUNICIPAL UTILITIES

EXISTING WASTEWATER SYSTEM FACILITIES

Introduction

The Comprehensive Plan addresses questions of growth and how services may be extended, including around the new US 67 interchanges west of the city. Currently, the city has the capacity to accommodate growth; however, the extent to which the city can cost-effectively accommodate land use change is a principal issue to be considered in the Comprehensive Plan.

Lift stations, for example, are expensive investments in infrastructure—both the capital outlay and the maintenance commitment. North and south urban fringe areas of Jacksonville, up to the ridgelines that form the drainage basins, are most readily accessible to cost-effective extension of sanitary sewers. To the west, a ridgeline beyond U.S. 67 Highway presents geophysical barriers to easily extending major trunk sewer lines. To the east, floodplain and existing, older development present challenges to utility extensions.

Another limiting factor to extending major utility lines is the need to expand capacity in many cases to accommodate more flow. A sewer trunk line sized to serve growth in one decade may not readily accept added flow from new growth up stream in the ensuing decade. As a result, the extension plans must be made in the context of the entire sewer system and may need to include the relief of existing loads as part of any expansion project.

Wastewater

The City of Jacksonville's wastewater system collects and treats an average of about 140 million gallons every month. The flow comes from the cities of Jacksonville and as South Jacksonville. The majority of the collection system is a combined system meaning it transports both stormwater and sanitary flows. The wastewater is treated at a treatment plant located on the north side of Jacksonville. Once treated, the effluent flows into Mauvaisterre Creek. The following summary of the city's wastewater system is reproduced from engineering reports of Benton and Associates, consulting engineers to the City of Jacksonville.

Most of the Jacksonville sewer system was constructed as a combined sewer. Street inlets were tied into it to convey stormwater during storm events. The combined flow from customers and storm inlets is collected from service laterals into the over 90,000 linear feet of sewer lines in Jacksonville. They tie into three main trunk lines that convey them to the wastewater treatment plant. The three trunk lines are the Walnut Street trunk line and the Main Street/Oak Street trunk line which drain to the North and combine into one trunk line, and the Town Brook trunk line which drains to the east. A schematic of the wastewater system can be reviewed in Exhibit "A." Under normal flow conditions, the trunk lines flow by gravity to the Jacksonville Wastewater Treatment Plant (WWTP).

The Town Brook trunk line begins on the west side of Jacksonville at Stevenson Drive and proceeds in an Easterly direction until it reaches the Johnson Street CSO pump station. It drains the portion of Jacksonville south of the dividing line on Exhibit "A." At its terminus at Johnson Street, it transitions from a 48" pipe to a 30" pipe in the Johnson Street CSO pump station and proceeds north by gravity during low flow conditions to the WWTP. South Jacksonville's wastewater flows enter the Jacksonville system at two locations, both of which ultimately end up in the Town Brook trunk line. The first line enters the trunk line at a point extended Northward from Tendick Street. The second enters at a point extended from Goltra Avenue.

Jacksonville Waste Water Treatment

Design Capacity	7,620,000GPD
Present Load	4,500,000GPD
Excess Capacity	3,120,000GPD
Treatment Level	Secondary

Wastewater Treatment Facilities

The wastewater treatment facility is located on the north side of Jacksonville. It underwent a major renovation, which started in 1988 with the construction of a levee around the plant. The renovations were completed in June of 1991. The CSO facilities were completed in July of 1992. The plant presently serves a combined population equivalent of 23,600. The wastewater undergoes primary clarification, secondary treatment by activated sludge and then proceeds to a secondary clarifier. The effluent is then chlorinated and then de-chlorinated. From there it is released to an effluent ditch which flows into Mauvaisterre Creek.

Stormwater Management

Combined Sewer Overflow (CSO) Facilities were constructed in 1992 to convey excess flow to the WWTP. With the modifications in place, there is still the overflow weir, but now it flows to a wet well and is pumped to the WWTP where it enters a flow-splitter structure composed of three cells. One cell captures flow from the east side lift station. Another cell captures water from the north lift station. The cells drain into two (2) separate first flush basins, one for the east and one for the north. Once the basins are full, the two cells overflow into the third cell which in turn drains to a primary clarifier. The first flush basins' contents and water left in the clarifier is returned to the treatment plant for full treatment. The wastewater that has undergone primary clarification is discharged into Mauvaisterre Creek.

The Johnson Street CSO pump station is located on the site of the abandoned waste treatment facility, adjacent to Mauvaisterre Creek. It was constructed in the early 1990s to convey excess flows to the WWTP.

EXISTING WATER SYSTEM FACILITIES

Introduction

The city's water system facilities continue to meet the needs of its customers which are within the city in addition to providing drinking water to its neighbors such as Franklin, Alexander, Murrayville, and Woodson through water supply agreements. At times, the city has provided the Village of South Jacksonville with potable water on an as need/as requested basis. The city also provides raw water to Chapin from the 36" diameter raw water transmission line originating at the Illinois River supply wells located near Naples. The following summary of the city's water system is reproduced from engineering reports of Benton and Associates, consulting engineers to the City of Jacksonville.

Water Supply

The city's primary source of raw water supply is groundwater pumped from wells adjacent to the Illinois River near Naples. An existing Ranney well constructed in 1954/55 provides most of the water on a daily basis via a 36" transmission line, as it has a current mechanical capacity of 4300 gpm (approx. 6mgd) with a peaking capacity of approximately 6000 gpm (approx. 8.6 mgd). The transmission main consists of prestressed concrete pipe which traverses about 25 miles from Naples to Jacksonville. The well and its collector laterals were cleaned and redeveloped in 1993 and 1999 to maintain/re-establish its capacity. The well usually supplies approximately 4 to 5 mgd to satisfy the water treatment plant requirements.

Two (2) additional gravel-pack wells were constructed in 1982 to the east of the Ranney well each having a capacity of 1250 gpm. These wells are used infrequently when it is necessary to rest/clean the Ranney well. The total well pumping capacity currently is approximately 8 to 9 mgd.

The city enjoys a unique combination of supply sources with groundwater from supply wells and the availability of surface water nearby from Lake Mauvaisterre. Water from Lake Jacksonville can be gravity fed to supplement Lake Mauvaisterre. This dual-source supply provides a reliable quantity of water year-round with instantaneous peaking capacity. However, there is a difference between the two (2) sources in water quality as the groundwater sources(s) are of higher quality and more stable.

Table 4.1: Jacksonville Water Service

Storage Capacity	5.0 MPD
Daily Treatment Capacity	8.0 MPD
Average Daily Demand	4.11 MPD
Peak Daily Demand	6.0 MPD
Excess Capacity	2.0 MPD

WATER MAP

Water Treatment Facilities

The city's water treatment facilities have evolved over the past several decades with numerous upgrades/expansions being implemented. The last major expansion occurred in 1969/70 and resulted in a treatment plant consisting of two (2) process trains with each having a capacity of 4 MGD for a nominal capacity of 8 mgd. As illustrated in Exhibit "B," the treatment process begins with the addition of chemicals (chlorine, alum, potassium permanganate and lime) in the rapid mix basin; then proceeds to flocculation/settling basins; re-combines at mixing basin where fluoride is added; enters gravity sand filters for filtration process; finishes treatment with post-chlorination and clearwell storage prior to pumping into the distribution system.

The City is monitoring the new rules and regulations imposed by the Safe Drinking Water Act (SDWA) of 1996 as surface water supplies are affected the most. Future modifications and upgrades are being planned to maintain compliance.
Major Utilities Map

SEWER MAP

CHAPTER FIVE: FUTURE LAND USE

GENERAL

The Future Land Use Plan serves as a guide for the planned and orderly growth of the City of Jacksonville. Zoning changes, subdivisions, infill development, redevelopment and new development should be coordinated with the future land use plan during the decision-making process. The Plan sets out the anticipated growth to the year 2020 plus the long-range goals that are implemented incrementally during this timeframe. The Plan includes the Future Land Use Map and supporting text, both of which must be considered when making land use changes. The Plan must guide the direction of growth, but at the same time be a dynamic tool that accommodates changes in our style of living.

The existing core community, which lies between the land just north of Walnut and just south of Morton Avenue, is essentially built out. There are opportunities for infill and redevelopment but few, if any, opportunities for significant new development. Where there is a demand for new development, whether residential, commercial or industrial, much of this will have to occur in undeveloped areas outside existing corporate limits. The city will need to balance its resources by protecting and preserving the built community while investing in infrastructure to expand into new areas to the west and east.

The Future Land Use Plan depicts a number of land use categories that are familiar or typical but it also will present a new concept to land use in Jacksonville. This concept seeks to create opportunities for a wide range of uses while ensuring compatibility through design rather than through the delineation of physical boundaries on the map.

COMMUNITY PLANNING PRINCIPLES

In order for a community to attain the goals it has set for its physical form and future growth, it is necessary to understand the dynamics of urban development. Without such an understanding, it is quite probable that the actions of the city would not be effective in promoting community goals and might, in fact, be counterproductive. Therefore, the purpose of this section will be to provide the background knowledge necessary to turn community goals into effective community actions.

Land Use Externalities

One of the most basic factors affecting the use of a given parcel of land is the use of adjoining parcels. This is due to the fact that the use of land has an impact that goes beyond the boundary of the land being used. Economists refer to this impact as a “land use externality” because it is generally not included in the property owner’s decision-making process and because it is external to the efficiency and profitability of the property being used. As an example of land use externalities, a house surrounded by factories is less enjoyable to live in and has less value for residential purposes than the same house surrounded by similar houses. The noise, appearance and heavy traffic generated by the factories are so incompatible with residential life that the value of the house declines. In effect, it is a cost imposed by the factory owners on the owner of the house. In addition, there is often the undesirable side effect of accelerated

deterioration. The owner of the house, to continue the previous example, has little incentive to maintain or improve the condition of this house because it is likely that only a small fraction of the cost of the improvements can be recovered when the house is sold. The best way to minimize these external costs is to separate incompatible land uses or buffer them from each other.

On the other hand, it is equally important to realize that community design can create positive externalities. A shoe store, for example, will frequently do more business if it is located adjacent to other clothing and department stores than it will if located by itself. The increase in business due to being located in a shopping district is an example of a positive land use externality.

In general, residential land uses are the most sensitive to adjacent land uses. This is because the characteristics which most people value in a residential area—quiet, serenity, stability, to name but a few—are the most difficult characteristics to find and maintain in an urban environment. Most urban uses are intensive enough to disrupt these characteristics unless they are sufficiently buffered from residential areas. Due to their sensitivity to land use externalities, it is generally recommended that residential uses be clustered into neighborhoods which include only those uses which are compatible with the desired residential characteristics. As long as these neighborhoods remain intact, the residential uses within are relatively sheltered from the negative effects of other urban activities. It is important to note, however, that the neighborhood will remain intact only if its edges are defined clearly enough to prevent the encroachment of incompatible uses. Ambiguous or uneven edges can weaken the neighborhood by creating the image of instability.

It should be pointed out that the current trend is toward mixed use development where people can live, work and shop within walking distance. This requires the integration of seemingly incompatible land uses and is accomplished by good design. Mix use developments can either be new developments or infill developments in areas that are essentially developed. The key is compatible design.

Other types of land uses are sensitive to negative externalities as well, although to a lesser degree. More important, perhaps, is the potential for creating positive externalities. As noted earlier, commercial uses clustered together often do better than scattered commercial uses because each store benefits from the customers drawn by other stores and because a concentrated shopping district will attract customers from a wider market area than any single store. Office uses and certain public buildings and facilities often reinforce shopping districts even further and benefit themselves from increased public accessibility.

Finally, it is important not to think of land use externalities solely in terms of economic effects. Minimizing negative externalities and creating positive externalities can lead to a variety of benefits. Not only will property values be increased and stabilized, but social values can be reinforced, safety and convenience can be improved, and psychological stress can be lessened.

Transportation Access

A second factor which affects the use of land in urban areas is the location of major transportation corridors. Again, certain uses are more sensitive than others. In general, the greater the transportation need of a particular use, the greater its preference for a site near major transportation facilities. Commercial activities probably are most sensitive to accessibility since their survival often depends upon the ease with which potential buyers can travel to their location. In this case, accessibility refers not only to the distance which must be driven, but also to the ease with which the particular site can be found and a convenient parking spot located. Thus, commercial land uses are generally located near the center of their market area and along a highway or at the intersection of arterial streets. The clustering of commercial uses is again an advantage because it creates an image, which is more easily remembered, and because it allows the joint use of parking facilities.

Industrial uses are also highly dependent on transportation access, although in a different way. For example, visibility is not as great a concern for an industry as it is for a retail store. However, industrial uses often need access to more specialized transportation facilities. Thus, industrial sites are often provided near railroad lines, airports or highways as may be necessary to suit individual companies.

Distribution of Public Services

The final facet of community planning to be discussed here involves the way public services are distributed throughout the community. Although existing technology is certainly sophisticated enough to provide all urban services to any conceivable pattern of development, some patterns are obviously more efficient, and therefore, less costly to serve than others. This issue has increasing relevance given the current pressure on municipal government to practice fiscal restraint. Cities will undoubtedly be under mounting pressure to limit spending and consequently will be forced to choose between providing fewer services or providing services more economically.

Basically, there are three types of public services. The first group includes those services which are provided to each parcel of land such as water, sewer and streets. Obviously, these services require a network of public improvements for their distribution. If land uses were located randomly across the community each segment of the network would have to be large enough to serve the largest users. A more efficient alternative is to cluster the land uses. Although this land use strategy requires a higher functional capacity for these services, overall it requires less infrastructure cost because there is less linear foot of lines due to the development being concentrated.

Designing an efficient network is the most difficult for the sanitary sewer system because there is the added constraint of topography. If a gravity flow system is to be maintained, then expansions must progress continually uphill. Furthermore, new development should be restricted to one or two drainage basins to minimize capital improvement costs. Opening additional basins to development results in the premature need for additional sewer interceptors.

The second category of municipal services includes police and fire protection. These services are generally housed in a centrally located facility and are provided only on request. The effectiveness of these services depends primarily on the size of the area for which they are responsible. Thus, the more compact the community remains, the more efficient the delivery of these services. Compactness can be achieved by encouraging development adjacent to the existing built-up area rather than allowing "leap-frog" development, which skips over large tracts of undeveloped land. A second means of increasing service delivery efficiency is to cluster those land uses which have the greatest need for fire and police protection, such as high value commercial uses or hazardous industrial uses. This clustering will allow the concentration of protection efforts where it is most needed.

The third group of services include schools, parks, libraries, and municipal offices. They are provided from facilities placed in various locations across the community to which the users of the service must travel. Again, these facilities operate most effectively when the pattern of development is compact. This is a result of demand being directly influenced by the distance which must be traveled. These distances are minimized by compact development. Furthermore, services aimed at a specific segment of the community, such as elementary schools, can be located in a more rational manner when the pattern of development is concise and well defined rather than chaotic.

Finally, one characteristic which all types of public services have in common is that it is more cost-efficient to develop areas which can be served by existing facilities than to develop those areas which require new facilities. Although this may appear to be stating the obvious, it is a factor which is often overlooked when decisions regarding growth policies are made. Expansions must be made to public facilities of course, in order encourage growth. However, in order to maximize efficiency, the timing, size and direction of these expansions should be considered in light of the availability of alternative sites which could be more easily served.

Sustainable Development

During the 1960s and 1970s, concerns were expressed worldwide regarding the degradation of the environment. Declines were noted in air quality and water quality along with the destruction of tropical forests. In 1987, the Brundtland Commission was created by the United Nations to address these environmental issues.

Sustainable development was defined by the Commission as follows: "sustainable development is development which meets the needs of the present without compromising the ability of future generations to meet their own needs." Sustainable development promotes the long-term conservation of natural resources along with a true concern for economic and social advancement. Some ways that developers can implement the concept of sustainable development are described as follows:

- Conserving natural resource by minimizing the consumption of land (through compact development, for example) and maintaining and restoring existing environmental attributes of development sites;

- Developing sites and designing buildings to reduce the consumption of energy and nonrenewable materials and the production of waste, toxic emissions, and pollution;

- Using existing and renewable urban resources such as underused buildings and sites, infrastructure systems already in place, and historic neighborhoods and structures;

- Designing developments to enhance a community's sense of place, livability, and social and economic interaction;

- Choosing and designing development sites in ways that increase access to jobs, affordable housing, transportation choices, and recreational facilities; and

- Creating developments that expand the diversity, synergism and use of renewable resources in the operation and output of local economic activities.

QUALITY OF LIFE

The public input obtained during the charrettes stressed the need for creating and maintaining quality neighborhoods in Jacksonville. The following is a list of principles on what is needed to create and maintain successful neighborhoods. Many of these principles have been well documented and individually implemented throughout the country. Collectively implemented, however, they could have a significant and long lasting impact on the future of Jacksonville. The principles have been divided into four categories: Homes and Neighborhoods, Commercial Areas, Transportation and Public Places, and Environmental Quality. The principles encourage a variety of uses within an area including the mix of residential, office and commercial uses that complement each other.

Homes and Neighborhoods

Neighborhoods are the building blocks of a community. They are more than subdivisions, and are defined as much by the sense of community they create for their residents as by the structures, streets and amenities within their boundaries. Quality of neighborhoods offer choices, provide residents with a sense of identity and connections, and encourage continuous renewal and reinvestment.

- Quality neighborhoods offer a choice of well designed and maintained housing types and sizes. This variety of housing choices within a community meets the needs of residents of different economic levels and age groups.

- Quality neighborhoods are linked to surrounding areas, and when possible, share commercial spaces and open space resources.

- Quality neighborhoods encourage actions to preserve, restore and reuse historic sites or structures; to conserve and restore environmental resources; to foster appropriate infill development; and to redevelop "brownfields."

- Quality neighborhoods have a distinct identity that helps define their boundaries and fosters pride and belonging among residents. The distinct features of a neighborhood include public spaces such as a square, a green or an important street intersection and public buildings such as a school, post office, library community center, or transit shop.

- The streets of a quality neighborhood are pedestrian-friendly. They are laid out in an interconnected network and attractively landscaped to encourage walking,. Streets give residents, particularly youth and the elderly, choice and control in their mobility and easy access to important destinations from their residences.

- A variety of quality public green spaces are within easy access of residents in a neighborhood. Green spaces range from small playgrounds within easy walking distance from homes, to neighborhood parks, to community parks that can be shared by several neighborhoods.

- Quality neighborhoods offer he opportunity for residents to work and live within the neighborhood when the scale, character and functions of business settings are compatible with homes.

Commercial Areas

A quality commercial area is achieved through attention to its design, mix of uses, scale, and the ways in which pedestrians, bicycles, public transit and motor vehicles are accommodated.

- Quality places include a variety of uses (e.g. retail stores, residences, civic buildings, and offices) that create multipurpose activity centers in neighborhoods and cities.

- The scale, character and function of a quality development are compatible and integrated with that of its surroundings while remaining flexible to accommodate the densities, mix of uses, and infrastructure that the market demands. Quality places are built to last with quality materials, are designed to allow for changing uses over time, and provide for shifting markets ad consumer needs.

- Quality shopping areas, small or large, are designed to make the pedestrian feel comfortable and safe by providing wide sidewalks, storefronts that open to the street, shade and shelter and a sense of spatial enclosure. The are designed to facilitate employee and customer access on sidewalks, bicycle trails, transit services and roads.

- Quality shopping areas providing a variety of convenient parking choices consistent with the scale of the development, the location and the type of stores. Parking is divided into smaller components to the rear or side of the buildings, and landscaping and sidewalks provided for each and safe pedestrian movements. A quality place allows flexible parking arrangements such as on-street parking and shared parking to minimize an over-supply of parking.

Transportation and Public Places

Communities have a shared responsibility to design and maintain a quality public realm, including a balanced transportation system and public places. Improved access for residents, employees and customers; reduced concession on major roadways; choice among modes of travel; and environmental protection are objectives of a balanced transportation system. Public places create identity for the area and foster a sense of community.

- A quality transportation system accommodates automobiles, public transit, public safety vehicles, freight, pedestrians and bicycles in a balanced way to maximize access and mobility and minimize congestion throughout the community.

- Quality local streets are an integral part of a larger network of routes designed to provide access to homes, shops and businesses, and to keep local traffic off major arterials and high-speed, through-traffic off local roads.

- The design of a quality local street encourages pedestrian and bicycle use through such features as continuos sidewalks, curbside tree planting, narrow street width and small turning radii at corners to slow down cars, landscaped medians that reduce apparent street width, and street parking that protects pedestrians from moving traffic.

- A system of quality local streets complements the planning and development of a regional public transit network. Easy pedestrian access and a mix of uses are encouraged at existing and proposed transit stops to allow transit to become a viable alternative to the automobile. Private development and public places are designed to maximize opportunities for a regional transit network.

- Quality public spaces are provided in urban and suburban areas to encourage social interaction and to foster a distinct sense of place. These quality public places are memorable and reinforce the character of the community. They include amenities that provide comfort and relaxation in all seasons.

Environmental Quality

Because a clean and healthy environment is a critical element of a quality place the design of quality places balances environmental, economic and social considerations.

- The design of quality places incorporates features and amenities that minimize environmental impacts on water quality caused by storm water runoff and erosion and on air quality caused by motor vehicle traffic.
- The design of buildings and properties maximizes the efficient use of environmental and economic resources by minimizing energy, water and material use.

- A quality place preserves major natural features in a neighborhood or a community (streams, slopes and natural habitats) as open space, and links those resources to public places by pedestrian and bike paths.

Downtown Development Factors

Small cities face challenges in maintaining a viable downtown; and in revitalizing areas once they are blighted. As the City of Jacksonville continues to move forward on this issue and consensus is reached regarding the future of the downtown, it will be helpful to consider some of the findings downtown revitalization efforts in other communities. The tables listed below are taken from an article in the *Journal of the American Planning Association* (Summer 1999). They include the results of a survey of 57 small American cities that have undertaken downtown revitalization efforts and provide insight into some of the common problems and issues they have confronted.

Table 5.1: Small-City Downtown Problems

Downtown Problem	Mean Rating
1. Attracting new development	3.74
2. Attracting people downtown evenings/ weekends	3.68
3. Competition from discount stores and/or suburban malls	3.61
4. Vacant/underused retail space	3.54
5. Parking	3.53
6. Shortage of suitable housing	3.42
7. Image	3.26
8. Vacant/underused office space	3.19
9. Preservation of older buildings	3.09
10. Unattractive building facades	3.00
11. Crime (real or perceived)	2.93
12. Traffic circulation/congestion	2.90
13. Organization/cooperation of downtown interests	2.77

Rating Scale on Survey n-57 cities
5- A major problem, very high priority
4- A clear problem, medium priority
3- A moderate problem, but not a major priority item
2- A minor problem
1- Not a problem in this town

Table 5.2: Small-City Downtown Assets

Downtown Strength/Asset	Number of Cities Listing as One of Top Three Assets (n-57)
Preservation/Architecture/Heritage	24

Waterfront/Riverfront	13
Daytime Workforce	12
Retail/Service Mix	11
Government Center	10
Strong Downtown Association	7
Central Location	7
Strong Retail	6
Availability of Land/Buildings	6
Parking	6
University	5
Parks/Open Spaces	4
Civic/Convention Center	4
Main Street Approach	4
Transportation	4
Community Spirit/ Commitment	4

Note: Thirty-eight other downtown strengths/assets were listed 1 to 3 times on this open-ended survey question.

Table 5.3: Small-City Downtown Development Strategy Success Rating

Development Strategy	Success Rating
1. Main Street Approach	3.57
2. New Office Development	3.52
3. Waterfront Development	3.47
4. Convention Center	3.40
5. Pedestrianization Improvements	3.36
6. Sports Stadium/Arena	3.33
7. Historic Preservation	3.32
8. Parking Facilities	3.20
9. Tourism	3.20
10. Centralized Retail Management	3.15
11. Downtown Housing	3.03
12. Transit Improvements	2.91
13. Indoor Shopping Center	2.89
14. Traffic Circulation	2.81
15. Nightlife/ Entertainment	2.80
16. Pedestrian Mall	2.53

Rating Scale on Survey n-57 cities
5- Very successful, highly acclaimed
4- Successful, clear positive impact
3- Moderately successful, impact less than hoped for

2- Success is debatable, criticized by some
1- Not successful, heavily criticized

Table 5.4: Small-City Downtown Future Development Strategy Plans

Development Strategy	Cities Planning to Implement in Next 5 years * (n-57)
1. Historic Preservation	24
2. Downtown Housing	23
3. Waterfront Development	19
4. Nightlife/Entertainment	19
5. New Office Development	17
6.Pedestrian Improvements	13
7. Tourism	11
8. Traffic Circulation Changes	11
9. Main Street Approach	10
10. Parking Facilities	10
11. Convention Center	10
12. Centralized Retail Management	6
13. Transit Improvements	5
14. Indoor Shopping Center	2
15. Sports Stadium/Arena	2
16. Pedestrian Mall	1

GROWTH PROJECTIONS

The City of Jacksonville had slow growth during the 1990s. It is anticipated that the city will perform similarly during the 20-year planning period. It is projected that Jacksonville's population will remain at near 20,000 in 2020. That is no absolute increase, however, as a regional economic center of commerce in west-central Illinois, the city will continue to expand and experience demand for new land area. The new I-72 interchange, for example, will continue to stimulate growth demand. In order for Jacksonville to achieve this level of growth it will need to consider plan implementation strategies, such as annexation.

Further, Even though the population projections are modest, the need for land area tends to increase. For example, stores have become larger necessitating larger parking lots and a store that occupied two acres in the inner city may occupy five on the edge. This trend will likely continue in the future. Jacksonville has certain directions where it can most cost-effectively grow without opening up whole new drainage basins with utility extensions. The existing choice of sites is very limited within the current city limits and an annexation effort will be needed in order for Jacksonville to continue to grow.

FUTURE LAND USE MAP CATEGORIES

The following is a list of the land use categories and their definitions for use on the Future Land Use Map.

Agriculture: This is land that is used for farming, crops and pasture and is within the planning area but most likely will not develop during the planning period. This category serves as a holding zone to preserve the land from premature development that would negatively affect the area.

Conservation: The conservation category is for land that is environmentally sensitive including wetlands, flood plains, steep slopes, woodlands, drainage ways, creeks, bluffs, etc. Conservation areas are areas where development could create costly impacts to the natural systems. These areas may be either publicly or privately owned but should be considered in the overall design of development projects because they could provide natural landscaping, buffers and routes of connectivity throughout the city. There conservation areas should be considered for environmentally sensitive site development alternatives, such as buffer strips along riparian corridors to protect water quality from harmful runoff.

Parks and Recreation: Parks are public areas set aside specifically for active and passive recreation and may include tot lots, trails, linear parks, community parks, neighborhood parks and regional parks.

Low-Density (LD) Residential: Low density residential is primarily characterized by single-family detached dwellings but could also include low density attached single-family dwellings and multiple family dwellings. Densities of one to four dwelling units per acre are considered as low density.

Medium-Density (MD) Residential: Medium density residential may include some single-family attached dwellings on small lots but primarily includes single-family detached and multiple family at densities of four-to-seven dwelling units per acre.

High-Density (HD) Residential: High density residential land use is characterized primarily by single-family attached or multifamily dwellings at densities greater than seven units per acre.

Public/Semipublic: This category includes uses such as schools, churches, post offices, fire stations, libraries, cemeteries, governmental uses and religious institutions.

FUTURE LAND USE MAP

Mixed-Use: Mixed Use (Neighborhood Commercial) includes existing residential and commercial uses zoned historically throughout Jacksonville neighborhoods; also, retail and office uses in newly developing districts. Retail and office uses may be stand alone or may be on the ground floor with residential on the upper floors.

Central Business District: The Central Business District includes medium and high density residential, office, retail, wholesale, manufacturing, entertainment, civic and governmental uses. The Central Business District in many ways is the heart of the city. The vitality of the downtown frequently is an indicator of the vitality of the city. Development density and intensity, setbacks and parking requirements are treated differently than in other districts.

Commercial: This category includes the broad variety of retail and service uses whether located in centers or in stand alone buildings. The list of uses includes but is not limited to retail, financial, box stores and restaurants.

Industrial: This use includes the complete range of industrial uses from warehousing to heavy manufacturing. Office warehouse, contractor yards, motor vehicle repair, wholesale uses and business parks. Business parks are generally planned with open space, screening, development standards and may include a mix of office, light industrial and limited commercial uses.

Long-term Development: Long-term Residential and Commercial Development is considered areas where land uses are not likely to develop in the timeframe of the plan; however, they may be open to alternative development patterns, such as large-lot residential density with on-site sanitary sewer (septic tanks or package plant) service.

(This Page Left Blank Intentionally)

CHAPTER SIX: PLANNING DISTRICT RECOMMENDATIONS

PLANNING DISTRICTS

For the purposes of the Comprehensive Plan, the City of Jacksonville was divided into Planning Districts. The planning districts are designed to break Jacksonville into smaller units that are easier to describe, have common characteristics and issues. Specific recommendations for action/implementation have been developed for each planning district. The planning districts are:

- Northridge Planning District
- East Walnut Planning District
- Eastgate Planning District
- Lake Planning District
- Town Center (Downtown) Planning District
- West Lafayette Planning District
- West Morton Planning District

Following are recommended land use strategies for addressing the planning issues relevant to each district. The strategies should be read with reference to the Future Land Use map of the Plan.

Northridge Planning District

The Northridge Planning District is generally bounded by the Norfolk & Western Railroad on the south; State Route 78 on the east; and extends to the mile and one-half planning boundary on the west and north. The city's health care facilities and related services are concentrated in the District along W. Walnut Street. Passavant Hospital is a 211 bed, Level II trauma facility and serves the health care needs of a five-county area. Medical offices and convalescent care facilities are clustered around Passavant and east of the hospital along W. Walnut Street. The District includes newer residential and a public golf course, as well as older residential, commercial and industrial. Overall, the area contains a wide variety of uses including agriculture, single-family, office, commercial institutional, and industrial.

Housing and Neighborhood Stabilization. The majority of this area is currently zoned single-family, which correlates with the majority of the existing land use. The types of homes found in this planning district vary considerably in age, style, size and condition. One residential neighborhood that stands out is Applebee Farms subdivision. New, larger homes fill this subdivision, which is located just east of Passavant and is situated around a gold course. Homes located south of Walnut are older, more moderate, but mostly in good condition. Poorly maintained homes are intermittent throughout the planning district, with a heavier concentration east of N. Diamond Street. A trailer court is located in the District east of Northridge Golf Course on Sandusky Rd.

Considerable residential growth has occurred in the County north of the corporate limits along the intersection of Airport Road and Sandusky Road. There is currently no County zoning or coordination between the City and County to affect the quality and long term sustainability of this development. The Jacksonville Municipal Airport is located within the District just east of this growth area. The Airport Board should also be involved in coordination efforts.

Residences, medical offices, businesses and recreation uses are intermingled in the District along Walnut. This mixture of land uses can create a vibrant neighborhood for residents, however sidewalk connections are necessary to provide pedestrian access to and between the various land uses.

Business Development and Retention. This District is primarily residential, however numerous small businesses line Walnut street, many of which are intermingled with residences, or are operated in former residences. Upkeep of the commercial properties and adequate buffers between commercial and residential uses is a key factor in this district, in order to sustain a high quality residential setting.

The Future Land Use Plan has identified the area west of Passavant Hospital for Industrial land use. Nestle currently operates in this part of the District. Warehousing and distribution are recommended here due to soil conditions making it too costly to develop heavier weight-bearing uses in this area.

Transportation Systems. Residential growth, combined with new commercial and recreation land uses north of Walnut have increased vehicle traffic, both along Sandusky Road and Walnut. When Sandusky Rd. is improved to accommodate increased capacity, improvements should include sidewalks to provide safe pedestrian access for nearby residences. Sidewalks need to be in place to link schools, parks, businesses and other points of interest. Sidewalks in the district, however, are missing and in poor repair in some areas. A master sidewalk plan needs to be developed for the District to establish a long-range improvement program. As industrial uses expand and grow, Route 78 will need to be improved to accommodate additional car and truck traffic.

Quality of Life. Recreation opportunities in this District include Northridge Golf Course, a nine-hole golf course and driving range. It is privately owned but open to the public for a fee. Jacksonville High School and Lincoln Grade School provide some additional outdoor recreation facilities that are available for public use. There are no city owned parks within the District. In the absence of expansion of the city's park system, sidewalk connections are needed to insure pedestrian access to parks outside the District.

NORTHRIDGE PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Residential development continues to grow within the planning district north of the city limits.	• Undertake a coordinated planning effort between City of Jacksonville, Morgan County, and Airport Board.
• Poor maintenance of older homes within the District, particularly east of N. Diamond Street.	• Continue voluntary housing code inspection of residences for life-safety hazards.
• Neighborhood infrastructure	• Invest in sidewalk linkages connecting residences, businesses, Jacksonville H.S. Athletic Field, and medical facilities.
Business Development and Retention	
Issues	**Strategies**
• Commercial businesses along Walnut Street may conflict with nearby residences.	• Consider minimum buffering requirements between new businesses and residential property.
• Some commercial properties are not maintained.	• Enforce property maintenance standards on existing businesses and require new businesses to come into compliance with city standards.
Transportation Systems	
Issues	**Strategies**
• Resolve conflict between pedestrians and traffic.	• Install sidewalks along Sandusky Rd. and design improved pedestrian crosswalks and target their construction at major intersections.
• Upgrade Sandusky Rd. to a north south minor arterial.	• Minimize access points as development occurs.
• Pedestrian access.	• Develop master sidewalk and trail plan. All vehicular rights-of-way shall have dust free surfaces.
Quality of Life	
Issues	**Strategies**
• No parks within planning district.	• Initiate study to assess need for additional/new recreation facilities within the District, including miniature golf course near existing golf facility. Utilize planning grants referenced in Appendix B to fund future study(s).

East Walnut Planning District

The East Walnut Planning District boundary runs from N. Main on the west to W. Lafayette, then east to Illinois Street/C B & O Railroad, south to Morton Avenue, then east again to Black's Lane, the District's western boundary. The District extends north to the city's mile and one-half planning boundary. Older homes and neighborhoods, several of which are severely blighted, characterize the District. Illinois School for the Visually Impaired and MacMurray College's campus help to anchor the District.

Housing and Neighborhood Stabilization. This Planning District has many of the city's older neighborhoods, many of which consist of smaller lots. Much of the housing between Walnut Street and Lafayette, and north of Illinois School for the Visually Impaired is in poor condition, contributing to a community perception that these neighborhoods are unsafe. The Future Land Use Plan calls for mixed-use development on N. Main Street however, some of the existing businesses have a deteriorating affect on the residential properties.

Business Development and Retention. The mixture of business and residences creates conflicts in some areas along N. Main Street. The Future Land Use Plan calls for mixed-use/neighborhood commercial around the intersection of Walnut Street and N. Main Street, and then in several locations south of Walnut along N. Main Street. As redevelopment occurs within these areas, businesses adjacent to residential properties should provide some buffering to minimize conflicts between uses. The opportunity to bring businesses into compliance with these standards will arise as new businesses start, or existing businesses change. Standards should be sensitive, however, to the limitations of existing commercial sites, where building setbacks, sidewalks, and paved surfaces are already in place.

The shops and restaurants located in and around the renovated train station on State Street are an excellent example of a successful neighborhood commercial/renovation project. The unique setting and mix of uses draws both Jacksonville residents and out of town visitors. Due to its proximity to downtown Jacksonville, the success of this site could have a positive impact on downtown revitalization efforts, and could be considered an extension of the downtown business district, particularly since MacMurray College lies between them.

This District falls within the city's Enterprise Zone. The Enterprise Zone provides incentives for new businesses to locate here, as well as for existing businesses to expand, and encourages job creation. These incentives will help business development within the district, and should be marketed, along with the city's other economic development tools, to ensure both businesses and the District enjoy the full benefit of the Enterprise Zone.

Transportation Systems. This area is adequately served by its street network. N. Main is a north south minor arterial, State Street and College Avenue are east west minor arterials, and Walnut and Morton Avenue are east west primary arterials. East Morton Avenue serves as a primary entryway into the community, but this section of the corridor does not convey a strong positive image. Signage, particularly off-premise signs (billboards), dilapidated buildings, lack of uniform setback (streetscape) fail to create a positive, unified appearance to provide a visual sense of "place" as individuals enter

Jacksonville. Morton Avenue is now dedicated as Business 72, and therefore will continue to generate a consistent flow of traffic.

There are numerous railroad crossings, and they should be made bicycle and pedestrian friendly. There is also an opportunity to provide trail access along Town Brook. Town Brook intersects seven streets on its path through Jacksonville, three classified as collectors, and four classified as minor arterials. A study should be conducted to determine the feasibility of developing a trail along this route. The trail would provide a much needed addition to the city's recreation opportunities, as well as an alternative for college students or others who wish to walk/bike to the stores on Morton Avenue.

Quality of Life. There are three parks in this District: Minnie Barr, Kiwanis, and Forman's Grove. Forman's Grove is open green space but has no amenities. Minnie Barr Park is in need of maintenance and improvements, and is underutilized. Poor facilities and perceived safety issues are two likely explanations for its under-utilization. Blighted properties and littered yards sustain this perception. Where homes have been demolished, the vacant lots should be maintained--planted with grass and kept free from litter to improve the overall appearance of the neighborhood. Redevelopment of these lots should be residential or neighborhood commercial. Proactive enforcement of the city's property maintenance code is recommended.

Jefferson Elementary School, Illinois School for the Visually Impaired (ISVI) and MacMurray College's Athletic Field are also located in this District. The elementary school's playground is open to the public for use after school hours. MacMurray College's Athletic Field is used solely for football games, and does not provide any additional amenities for public use. Routt High School uses this facility for their football games as well. Use of ISVI playground facilities is limited to ISVI students.

EAST WALNUT PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Stabilize residential areas next to the N. Main Street corridor businesses	• Create buffering and screening standards for compatible development between commercial and residential areas.
• Littered/poorly maintained yards sustain negative image.	• Proactively enforce property maintenance code.
• Existing housing stock is in poor condition, particularly between Walnut and Lafayette and north of State Street.	• Continue utilization of CDAP grants to fund housing rehabilitation programs. • Continue voluntary housing code inspection of residences for life-safety hazards

Business Development and Retention	
Issues	**Strategies**
• Not all businesses are compatible with existing residential uses.	• Encourage development of neighborhood commercial, particularly businesses that provide services, such as a grocery store.
• Attract new businesses that will stabilize the neighborhood and provide employment opportunities.	• Promote the city's Enterprise Zone • Promote the Jacksonville Revolving Loan Fund
• Redevelopment.	• Adopt buffering and screening standards that are sensitive to the limitations of existing commercial sites.
Transportation Systems	
Issues	**Strategies**
• Trail development along Town Brook	• Initiate study to determine feasibility of a trail along Town Brook, particularly overcoming numerous street crossings.
• Bike and pedestrian access over railroad crossings.	• Make railroad crossings.
• Create a uniform appearance for the entryway along Morton Avenue.	• Draft uniform streetscape design standards including minimizing the number, size and height of signs.
Quality of Life	
Issues	**Strategies**
• Maintenance and upgrading of parks.	• Increase maintenance budget and capital improvement budget.
• Streetscape.	• Make the Street a “place” by enhancing the architectural character of building facades, signage, lighting, banners and street furniture.
• Pedestrian Access.	• Provide a combined sidewalk and trail system that encourages pedestrian traffic.
• Promote local neighborhood services.	• Attract a grocery store.
• Resolve public's negative perception of safety issues.	• Continue community policing.

Eastgate Planning District

The Eastgate Planning District is generally bounded by Woods Lane and Blacks Lane to the east, then follows the city's mile and one-half planning boundary on the south, west and north. The Jacksonville Correctional Facility is located in this district. Most of the land use is industrial or agricultural. Eastgate Industrial Park and Pactiv are the main existing industrial uses, and adjacent land is designated for industrial in the Future Land Use Plan. Much of the vacant land is currently in agriculture use.

Housing and Neighborhood Stabilization. There is very little residential development in this area. Existing residences are located on the farms that make up much of the district's land use. The Future Land Use Plan calls for land west of U.S. 72 to be converted in the future to industrial use, for expansion of Eastgate Industrial Park. The Future Land Use Plan calls for single-family residential southwest of Route 104, near the eastern arm of Lake Mauvaisterre. A buffer should be provided between industrial and single-family land uses.

Business Development and Retention. This Planning District has many industrial uses along Morton Avenue, including Eastgate Industrial Park. Eastgate, Jacksonville's newest industrial park, contains sixty-five acres and all necessary infrastructure, plus enjoys access to I-72 and rail service. All but two lots have been sold, however, future industrial expansion will have to occur either in an expanded industrial park or outside it. The most likely direction for expansion of the Eastgate Industrial Park is east, however this land is privately owned and its availability is uncertain.

The Future Land Use Plan calls for commercial land uses northeast and southeast of the I 72 interchange. East Morton Avenue is the east entrance to the city, which provides the opportunity to create a positive image for Jacksonville. Development here should include landscaping, open space, controlled signage and well designed buildings. As city services can be provided, this land should be annexed so that unified and quality development will occur.

Transportation Systems. This area is adequately served by a major street network. Morton Avenue/Business 72 is the major east-west arterial. Interstate 72 carries traffic west and east, around Jacksonville to the south, where it intersects U.S. 67 Highway, and provides access south. North access is provided via Morton Avenue to Routes 78 and 104. Route 104 also provides access south from Morton Avenue. Rail freight service is provided via CB&O Railroad.

Quality of Life. There is currently insufficient residential development in this district to warrant park development. As residential development occurs southwest of Route 104, recreation amenities should be built to serve residents. A buffer strip of park/open space should be provided to separate residential land uses bordering the industrial land uses to the north. A trail should be planned within the buffer strip to provide access to Lake Mauvaisterre and Nichols Park. Sidewalks should be constructed concurrently with residential development so that new and existing residences and recreation amenities are connected.

EASTGATE PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Minimize future conflicts between residential and industrial land uses.	• Designate land to serve as a buffer strip of park/open space between uses.
Business Development and Retention	
Issues	**Strategies**
• Expansion of Eastgate Industrial Park.	• Provide necessary infrastructure for expansion west of I 72 outside Eastgate Industrial Park and annex.
• Commercial development	• Continue to market commercial property in coordination with JREDC. • When needed, provide necessary infrastructure for commercial development east of I 72.
• .	•
Transportation Systems	
Issues	**Strategies**
• Access to industrial sites.	• Plan for road extension east of the Jacksonville correctional facility in response to industrial development.
Quality of Life	
Issues	**Strategies**
• Promote parks and recreation uses.	• Plan for capital improvements

Lake Planning District

The Lake Planning District is bounded by the Chicago Missouri & Western Railroad that runs east of Nichols Park, Morton Avenue on the north, Woods Lane on the west, and just south of Lake Jacksonville. Nichols Park and Jacksonville's Municipal Golf Course are located in this district. Nichols is the city's largest park and includes Lake Mauviasterre. Other land uses are industrial, commercial, residential and agricultural. This District is adjacent to the Village of South Jacksonville, which benefits from the city's nearby recreation amenities and relies on Jacksonville for some if its city services.

Housing and Neighborhood Stabilization. There is multi-family residential on Morton Avenue however most of the residential land use in this District is single-family. The Future Land Use Plan calls for low density residential south and east of Nichols Park, north of Interstate 72.

Business Development and Retention. Commercial and industrial uses are found along Morton Avenue. AC Humko is located west of Route 104. The land south of the AC Humko property is currently targeted for industrial development. Electric, gas, and sewer would have to be extended to this site prior to development.

Transportation Systems. The primary transportation concern in the Lake Planning District is protecting the traffic congestion in capacity of Morton Avenue, an arterial and in some areas its traffic volumes may be getting close to capacity. It is possible that there will be some additional increase in traffic when the industrial uses expand near Eastgate Industrial park. These traffic generators are outside the Planning District but have a definite impact on traffic within the District.

Quality of Life. The area is served by three parks, including Nichols Park and the municipal golf course. The Jacksonville Country Club is in this district, as well. There are no elementary schools in the area. This area is not served by trails or linked to a trail system and this needs to occur.

LAKE PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Maintain the quality of the housing stock.	• Housing is high quality in this neighborhood and intensive code enforcement program should be implemented to protect it from deterioration.
Business Development and Retention	
Issues	**Strategies**
• New Business.	• The development of new business needs to be carefully managed so that the commercial/residential edges support the neighborhoods rather than detract from them.
Transportation Systems	
Issues	**Strategies**
• Morton Avenue Corridor.	• Morton Avenue runs the entire length of the city and its traffic carrying capacity must be protected in order for it to function in the future.
Quality of Life	
Issues	**Strategies**
• Park enhancement.	• Increase the maintenance and capital funding to improve and upgrade the area parks.

Town Center (Downtown) Planning District

The Downtown Planning District is centered on Central Park Plaza, that includes the Central Business District (CBD) zoning district, and extends south along Main Street to Morton Avenue. It extends to Diamond Street on the west and Harden Avenue on the east. The Jacksonville Plan Downtown will guide development policy in the CBD. The Comprehensive Plan presents policy for South Main, where some of the single-family dwellings have been converted to multiple-family and some have been converted to office or commercial uses.

The participants in the Economic Development Charrette identified major issues that need to be addressed and they are:

- Agree upon and implement the Downtown Plan.
- Consider conducting a CBD traffic study, based on plan scenarios.
- Restore pedestrian and vehicular linkages and parking connections.
- Restore design and character continuity.
- Create a sense of place for the Downtown area.
- Create a linear corridor of retail businesses along Main Street.

In order to better address the needs in this area a fixed detailed plan needs to be prepared. Until that occurs the general strategies of this plan should be followed. A consensus for moving ahead in the Downtown must be forged, spear-headed by local leaders. Through leadership, it must be communicated that "consensus" does not mean 100 percent agreement; rather 100 percent commitment to moving ahead with an agreed upon plan.

Housing and Neighborhood Stabilization. One of the major problems is to define the boundary between commercial and residential uses and then develop design standards to provide the appropriate level of buffering to prevent the adjacent residences from deterioration. There is no readily identified entrance to the Downtown. Gateway features on Main and State Streets would give the CBD a more formal entrance-identity.

The downtown should be a good neighbor in order to strengthen its community ties to adjacent residences. Toward that end the Plan envisions a Downtown that allows mixed uses and protects land use compatibility. Consideration should also be given to promoting true mixed-use development which would permit office/commercial uses on the street level and residential on upper floors.

Business Development and Retention. A top priority issue from the Charrette was to finalize the CBD plan. Once this is accomplished more detailed planning can be done, because there will be a mechanism in place to help implement the solutions. A theme needs to be established for the area and a streetscape plan, which includes building facades, pedestrian access, lighting, street furniture, signage, etc. The zoning ordinance should be amended to adopt design standards in the B-2 Zoning District. Other implementation measures must be considered, either as zoning ordinance amendments or planning guidelines in the Plan.

Transportation Systems. Sidewalks and pedestrian access need to be improved and central parking lots may be needed in order to accommodate customers. On street and off-street parking are limited and in some areas limited by restricted access. Development scenarios should be specified so that a comprehensive traffic study can be conducted showing reinstatement of original traffic flows in a grid pattern at the square. A sidewalk system that truly accommodates pedestrian needs to be implemented to encourage nearby residents to walk to the area rather than drive.

The nature and network of streets and parking areas must support and supplement activities Downtown. Strategies could include the incorporation of "traffic calming" techniques, such as regular pedestrian crossings and on-street parking in appropriate areas.

Quality of Life. A primary objective of the Jacksonville downtown plan element is to promote residential uses above the retail stores. Success in this endeavor will offer variety of housing choice and promote quality of life. There are limited opportunities to acquire parkland in this area, but if sizeable tracts of land become available consideration should be given to acquiring land for downtown open space.

TOWN CENTER (DOWNTOWN) PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Create a "sense of place" for the Downtown commercial and residential neighborhoods.	• Create design standards for landscaping and façade treatments.
• Gateway monuments in the neighborhoods.	• Design entrance monuments for Main and State Streets in a design competition.
• Stabilize residential areas next to the CBD and Main Street corridor businesses.	• Create buffering and screening standards for compatible development between commercial and residential areas.
Business Development and Retention	
Issues	**Strategies**
• Act on the vision for Downtown revitalization.	• Prepare a detailed area plan that addresses an area theme, development standards, streetscape, land use/redevelopment, and traffic. • Define architectural design guidelines for creating new and rehabilitating existing development; • Establish a Façade Improvement Program that offers technical expertise and a revolving loan; • Develop a unifying public signage program for street signage, way-finding and gateways along the corridors into the Central Park Plaza; • Develop and adopt sign regulations to address the appropriateness and consistency of private signage, as well as the maintenance/removal of signs in disrepair or those associated with vacant parcels and structures; • Proactively enforce property sign and building • maintenance standards through the public

	nuisance law.
• Improve façade standards of commercial development.	• Amend zoning ordinance with new façade standards.
• Link Downtown with Morton Avenue	• Amend the zoning districts map to implement the CBD-Morton Avenue link by applying the B-2 classification.
• Create a uniform appearance in the business districts.	• Draft a uniform streetscape design standard for public signs, signalization and street furniture.
• Develop partnerships.	• Link with public and private interests to reinvest in the downtown, such as with the colleges to establish satellite-campus offices, student centers and related activities.
• Strengthen the commercial district land uses.	• Strategically target acquisition and clearance of underutilized property at the residential fringes and along Main Street south of the CBD.
Transportation Systems	
Issues	**Strategies**
• Restore traffic flow to an original grid pattern.	• Conduct a downtown traffic study based on approved revitalization scenarios.
• Improve pedestrian accessibility and minimize conflicts between pedestrians and traffic.	• Design improved pedestrian crosswalks and target their construction at major intersections.
• Resolve off-street and on-street parking problems.	• Conduct a comprehensive parking study including along the Main Street corridor.
Quality of Life	
Issues	**Strategies**
• Ensure compatible land use change.	• Amend zoning regulations to encourage landscape buffers at the rear of commercial properties; • Eliminate and prevent lighted signs behind commercial properties adjacent to residential properties; • Improve lighting in parking areas adjacent to residential property through guidelines that would reduce glare and direct light away from residences; • Create and aggressively enforce standards for enclosing all commercial trash containers and preventing visible outdoor storage of equipment or supplies and other items.
• Resolve public safety issues.	• Create a pedestrian linkage plan for bicycle routes and walkers.
• Animate the downtown with public gatherings, residential uses and entertainment.	• Plan the square to include public gathering amenities.

West Lafayette Planning District

The West Lafayette Planning District is generally west of the Downtown City Center District to the west city limits at U.S. 67 Highway, south to Mound Road.

Housing and Neighborhood Stabilization. The residential development in this neighborhood is predominately single-family and well maintained for the most part. Maintenance through code enforcement should continue. The residential property that abuts the fairgrounds is stabile. The college and institutional uses create campus amenities for neighborhood stability. Still, the area needs to be enhanced by safety standards, crosswalks and related amenities on major streets. Some of the single-family residential properties on College Avenue and side streets could be redeveloped for higher density residential or mixed use.

Business Development and Retention. The majority of the business in the Planning District are located near the Downtown area and the institutions. Businesses should be neighborhood-sensitive.

Transportation Systems. This area is well served by the major street network which includes major arterial, minor arterial and collector streets. The east-west network identifies College Avenue and Mound Road as arterials; and Westgate Drive as north-south arterial. Providing a pedestrian/bicycle route through the area to connect to the private and public institution could be accomplished College Avenue as a route for bike lanes.

Quality of Life. This area is served by numerous Duncan and Veterans Park and the county fairgrounds. The southeast portion of the district is near Jacksonville Community Park. Logan Elementary School is the only school in the District and the site is very small with limited ability to provided recreation facilities.

WEST LAFAYETTE PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Create a "sense of place" for the College Avenue residential neighborhoods.	• Create design standards for landscaping signage, street lighting, and façade treatments.
• Stabilize residential areas next to the College and institutional campuses.	• Down-zone land along College Avenue and side streets from higher density residential uses.
• Protect the edges of neighborhoods near the Downtown district.	• Create buffering and screening standards for compatible development between commercial and residential areas.
Business Development and Retention	
Issues	**Strategies**
• Strengthen the business uses at the edges of the Downtown, providing better transitions to the residential districts.	• Prepare a detailed area plan that addresses an area theme development standards, streetscape, land use, parks and traffic.
• Adopt façade standards for commercial development.	• Develop and adopt facade design guidelines
• Strengthen the commercial district land uses near the institutional campuses.	• Strategically target acquisition and clearance of underutilized property and pursue desired businesses for the are.
Transportation Systems	
Issues	**Strategies**
• Unincorporated areas.	• Annex unincorporated areas north and west of the city in response to market demand.
• Resolve conflicts between pedestrians and traffic.	• Design improved pedestrian crosswalks and target their construction at major intersections near the institutional campuses and along arterial corridors where drivers tend to speed.
• Resolve off-street and on-street parking problems.	• Conduct a comprehensive parking study along the edges of the Downtown district.
•	•
Quality of Life	
Issues	**Strategies**
• Resolve public safety issues.	• Create a pedestrian linkage plan for bicycle routes and walkers, such as bike lanes on College Avenue.
• Create a uniform appearance in the neighborhood business districts.	• Draft a uniform streetscape design guidelines for public signs, signalization and street furniture that is compatible with the residential neighborhoods.
• Unincorporated area at U.S. 67 Highway.	• Annex as a strategic response to market demand.

West Morton Planning District

The West Morton Planning District is generally bounded by Mound Road on the north, west Jacksonville on the west, and Diamond Street on the east. This District contains a variety of uses including single-family, multiple-family, commercial and institutional. Illinois College and the state schools for the disabled are major land uses occupying large sites in the district.

Housing and Neighborhood Stabilization. The housing in this District is newer and high quality. The area is predominately single-family, however, there are a number of multi-family projects that have been blended into the area. This mix of single-family and multiple-family is good because it levels up the multi-family and evens out the density. Continual code enforcement will help keep this District at its current level of quality.

Business Development and Retention

The major concentration of commercial business in the city is along Morton Avenue. It is recommended that new commercial or business areas be established as infill development along Morton Avenue, while at the same time existing business areas are supported and maintained. As business sites fill in and intensify, consideration should be given to residential development compatibility at the back of the businesses so that they are good neighbors.

Transportation Systems. Morton Avenue is the city's primary traffic carrier. Along the Avenue, existing variations in the number and width of traffic lanes, numerous curb cuts, traffic signals and parking provisions may not allow a smooth flow of traffic. The city should Limit direct access and encourage shared access by adjoining properties to the Avenue.

Quality of Life. The adjacency of neighborhoods and nonresidential uses along the Morton Avenue corridor creates the opportunity for land use conflicts. Lighting, noise, business traffic, trash and service provision impact the character of adjacent residences and neighborhoods. To reinforce the identify of the Avenue as a single entity streetscape elements and landscaping should unify the six-mile stretch of roadway. Transit stops, lighting fixtures, benches, banners, markers, street trees and signage should be appropriately designed and located to create a visual "theme" along the Avenue.

Additionally, sidewalks provide access to shops along the Avenue, and enhanced pedestrian crossings at major intersections may encourage cross movement of people. If designed appropriately, such areas can also become places for social gathering and interaction.
Strategies:

- Develop a detailed streetscape master plan;
- Establish a program that encourages involvement in improvements by individual property owners;
- Enforce responsible maintenance of sidewalks by adjoining property owners;
- Integrate a pedestrian circulation component and sidewalks plan into the traffic study and streetscape plan;

- Introduce a landscaping ordinance for private property development/improvement and public rights-of-way;
- Develop a palette of compatible landscape materials for use along the Avenue so that similar materials are incorporated in all segments as a unifying feature;
- Initiate a street tree planting program;
- Incorporate streetscape improvements into the Capital Improvement Program of the city; and

Utilize site plan review processes and planned zoning districts or planned unit development to introduce and evaluate design elements such as pedestrian circulation and landscaping in parking lots.

WEST MORTON PLANNING DISTRICT	
Housing and Neighborhood Stabilization	
Issues	**Strategies**
• Provide for compatible development.	• Adopt standards for buffer and screening of residences behind the commercial uses that front Morton Avenue.
• Deteriorating Housing	• Remove deteriorated and blighted housing and redevelop for business type uses where commercial zoning is established.
Business Development and Retention	
Issues	**Strategies**
• Plan for redevelopment uses.	• Promote acquisition and clearance of marginal uses that are not the highest or best use.
• Development Standards	• Establish design standards to upgrade the appearance and quality of business and industrial uses.
• Designed Business Park	• A business park should be planned south of Morton Avenue on the west side of Lincoln Avenue in a well designed center as a transition to the residential neighborhood.
• Commercial and Business Park development.	• With exception of neighborhood commercial, retail development should concentrate along Morton Avenue to strengthen this key corridor of economic activity; and
• Neighborhood commercial centers.	Neighborhood commercial centers should be strategically located and integrated by design into residential areas.
Transportation Systems	
Issues	**Strategies**

• Maintenance and enhancement.	• Identify and prioritize street improvements in the Capital Improvement Program of the city;
• Protect traffic-carrying capacity.	• Synchronize signalization along the Avenue and coordinate with speed limit; and Incorporate protected left turn signals when possible; •
Quality of Life	
Issues	**Strategies**
• Develop a trails system throughout the area.	• Acquire right-of-way along Town Brook to link with bike lanes on select streets for open space as well as trails along collector streets.
• Flood protection.	• Do not allow development that would increase the elevation of floodwaters.
• Annexation of future development areas.	• The city needs to proactively plan and program the extensions of water, sewer and other public services and initiate an annexation program according to market demand and cost-effective service extensions.
• Include alternate transport modes in the arterial and Collector Street System.	• Adopt street standards that include bike and trail design.

Recommendations for Development Enhancements

The south Lincoln Avenue infill area is a prime location for a business park that would provide a transition from the Morton Avenue commercial areas. Other business parks may develop at the new I-72 interchanges, as an adjunct to Eastgate Industrial Park, for example. The following Implementation Section provides strategies, recommendations and design guidelines for future residential, commercial, and industrial develop.

CHAPTER SEVEN: IMPLEMENTATION

IMPLEMENTATION PROGRAM

The Implementation Program presented here is a recommended series of guidelines that can be used to help achieve the goals and objectives of the Comprehensive Plan and the individual Planning District recommendations. The recommendations respond to the critical issues identified during the preparation of the Comprehensive Plan. The guidelines and implementation strategies are divided into the following critical issues:

1. Housing & Neighborhood Stabilization
2. Business Development and Retention
3. Transportation Systems
4. Provisions of Public Services and Utilities
5. Creating Quality Places in Jacksonville
6. Downtown Stabilization & Revitalization

Future rezoning proposals and site development plans should comply with the conditions, guidelines, and recommendations presented in this section. Additionally, updates to the City's Zoning Code should be made as needed to help reinforce these regulations and integrate the regulatory process.

NEIGHBORHOOD IMPROVEMENT STRATEGIES

The City of Jacksonville consists of a variety of diverse neighborhoods that all experience similar issues: quality maintenance, infill development, redevelopment, compatibility of design, code enforcement, accessibility, schools, parks, mixed use, etc. Jacksonville has experienced a significant amount of mixed use development as the city has evolved. One of the purposes of this plan is to build on that premise and to make it work better. More emphasis on the proper ways to mix land uses will ultimately create a better community. In the past, the emphasis has been on separating land uses and using screening or distance as a buffer, but this just creates a series of projects with no true integration or sense of community. The following strategies should be used to direct future land use decisions.

Strategy One: All existing and future neighborhoods should provide for a diverse population designed for human interaction.

- Development should be designed to have continuity with the scale, massing and character of adjacent structures.

- Neighborhoods should be encouraged to incorporate central gathering places such as cafes, plazas, community gardens, parks and schools into their design in order to provide a common space for personal interaction.

- A range of housing types and sizes should be provided to accommodate a variety of ages, sizes and types of households. Jacksonville has a history of providing a mix of housing types in its neighborhoods and this should be continued.

Strategy Two: All existing and future neighborhoods should preserve and maintain their architectural and/or historic integrity and incorporate new and renovated structures in a compatible manner.

- Replacement and renovated structures should use the same general architectural design and materials as the original structure wherever possible.

- Financing programs for repair and maintenance should be promoted throughout the neighborhoods to assist lower and moderate-income families to rehabilitate their homes.

- Infill development standards need to be prepared that permit developments of different forms and densities/intensities while maintaining a high quality.

Strategy Three: All existing and future neighborhoods should be sensitive to natural environmental features and complement the natural landscape through good design.

- Views to the water features, such as Mauvaisterre Lake and the Town Brook, should be protected and public access enhanced.

- The principles of sustainable development should be incorporated into the review process for all new and redevelopment projects.

- The Town Brook and other environmental features should be integrated into the design of future improvements either as open space or part of a trail system that serves as a connecting link to other areas of the city.

Strategy Four: All existing and future neighborhoods should incorporate open spaces into the design to serve as recreation areas and connecting links to other neighborhoods.

- Historical and archeological sites that are of significance to the area should be identified and protected through design.

- Public open spaces should be provided in every neighborhood to create areas for active and passive recreation.

- When possible, neighborhoods and major parks should be linked together via sidewalks, or a greenway consisting of bicycle paths and trails. One solution is to create a preservation corridor along natural corridors and watersheds such as the Town Brook. The intent is to create a linear park system connecting to activity centers, parks and neighborhoods throughout the community. A conservation easement is one method of establishing a public use corridor that would support passive recreation, pedestrian traffic, and the preservation of natural features.

- In older neighborhoods where open space is limited, schoolyards could be modified to include neighborhood recreation amenities.

Strategy Five: All existing and future neighborhoods should provide for a mix of land uses and housing types to create more balanced and self-sufficient areas.

- Mixed use developments should be encouraged within neighborhoods to provide a blend of employment, neighborhood retail and residential uses.

- Ground level office and retail uses should be encouraged with upper level residential in the downtown region.

- A mix of housing types (e.g. single-family attached single-family detached and multiple family) should be encouraged in a variety of price ranges to serve a variety of household types.

- Quality, moderate-income housing should be encouraged, but should be dispersed throughout the neighborhoods.

- Community shopping centers and big box developments should be located near arterial streets in larger commercial areas.

Strategy Six: In all existing and future neighborhoods, streets should be designed to accommodate traffic needs while at the same time be bicycle and pedestrian friendly.

- The city street network should be designed to accommodate multimodel transportation including pedestrians, bicycles, automobiles, public transit, buses and delivery vehicles.

- Consideration should be given to permitting alleys in higher density areas to reduce the need for driveways and garages along the street.

- The arterial and collector street system should be laid out with an emphasis on connecting neighborhoods and encouraging access within and between neighborhoods. Gated communities, dead end streets and cul-de-sacs should be discouraged because they destroy the pedestrian environment and connectivity.

- Streets should be designed to a pedestrian scale including the installation of pedestrian level lighting, street furniture, street trees and landscaping.

- Traffic calming devices, such as roundabouts, should be incorporated into the design of new and redeveloping areas.

- Sidewalks should be required on both sides of every street unless alternative pedestrian routes are available.

Strategy Seven: In all existing and future neighborhoods a commitment must be made to maintain, enhance, and improve the quality of life in the area.

- Strong code enforcement is needed to prevent property deterioration and to protect property values.

- The community should continue its commitment to preserving and restoring historic buildings.

- Budgeting of expenditures for infrastructure needs such as sidewalks, streets, water lines and sewer lines must continue in order to maintain the existing neighborhoods as well as expand into new ones.

Strategy Eight: Future growth areas should reflect the City's commitment to the efficient use of the land and resources

- Development should be encouraged in areas where municipal services can most easily be extended and new development should not be permitted until such time as municipal services are available.

- Parks and open space should be designed as an integral part of new development based on an overall plan. Linear parks and trails should be incorporated into the design to tie the various developments together.

- More unique types of development such as conservation subdivisions and cluster developments should be encouraged in order to attract residential growth within the region to Jacksonville.

- The cost to extend the infrastructure required to serve new development should be shared by the new development areas.

Strategy Nine: Strive to increase the availability of affordable housing throughout the community.

- Develop small-scale incentives, including innovations such as "rent-to-own" programs, to help meet the demand for affordable housing.

- Implement a pilot infill project: Target the development of vacant lots. The areas could range from one to three acres.

- Use federal block grant money to provide deferred loans—with second mortgages—to reduce monthly payments. Once the homeowner sells the property later, the city gets a percentage of the sales price to recover its loan, reusing the money to help another buyer.

- Support and exploit innovative programs that have been successful in other areas. Many programs are available that provide financing options and improvements that are eligible for tax credits. (See Appendix B "Development Financing Options")

- Promote financing programs for home repairs and maintenance (target low income, disabled, and elderly) to help sustain the City's current supply of affordable housing. (See Appendix B "Development Financing Options")

QUALITY NEIGHBORHOODS BY DESIGN

Good urban design can help new developments blend with adjacent developments to form strong neighborhoods. The land use pattern of a neighborhood plays a major role in determining its strengths and weaknesses. The current City of Jacksonville pattern of residential subdivision development complies with traditional planning standards. Most older neighborhoods are laid out in the traditional grid street pattern, which today is called a "neo-traditional" pattern. Neo-traditional concepts should continue to steer new and infill development within the city limits.

Residential land use in The City of Jacksonville should be driven by a strong emphasis on the implementation and enforcement of the City of Jacksonville Zoning Regulations and Subdivision Regulations, while exploring innovative regulatory approaches in response to private sector development needs. The following section contains recommendations based on neo-traditional planning principles for new and infill development followed by specific implementation strategies. New residential development must be reviewed to ensure compliance with these recommendations and guidelines, and therefore, compliance with the City of Jacksonville's Comprehensive Plan.

➢ **Provide for the installation/preservation of street trees.**

Tree lined streets provide shade for streets and sidewalks, improve aesthetics, and generally encourage pedestrian use of sidewalks. Street trees also maintain a ceiling or canopy that further reinforces a pedestrian scale to the streetscape. It is recommended that the installation of street trees is required for all new development.

When planting street trees along east/west streets, the principle is to locate tall deciduous trees on the south side of the street to provide summer shade. In the winter the tree's bare armature allows sunlight to penetrate. The deciduous tree is then positioned so that its shadow when the sun is at its lowest winter point (December 21) does not shade the roof of houses on the north side of the street. The installation of

street trees on north/south streets present a different condition, in which the positioning of street and trees can be used to provide afternoon shade on west exposure.

- **Require landscaping, primarily through preservation of mature trees and existing vegetation.**

Trees enhance the economic value of properties. A study in Amherst, Massachusetts found that trees contributed 7% to the value of the average residential property and as much as 15% in some instances. Trees and supplemental landscaping features introduce a form, size, scale, texture, color and changing visual image associated with seasonal change or variation in wind and sun conditions which are pleasing, tranquil and desirable. Shade, wind breaks, and attraction of songbirds and other wildlife are also benefits of substantial plant communities within housing areas. By far the easiest way to capture these benefits for the residents of a housing area is to preserve the existing vegetation of a site as it is developed, rather than relying on newly planted materials to grow and mature, slowly recreating an environment which already existed in many cases. To exploit these benefits, the Comprehensive Plan recommends the implementation of an ambitious tree preservation program and the development of landscape guidelines for all new development.

- **Require grass or planting strips between curbs and sidewalks.**

This space provides safety for pedestrians on the sidewalks and creates an area suitable for street-tree plantings.

- **Place stoplights on posts at the street corners – not on arms over the street – to reduce visual clutter.**

Long arms hanging over streets add to the visual clutter of intersections creating an automobile rather than pedestrian scale to the area. Post stoplights bring the motorists' eyes down to the street level, where they can be more aware of pedestrian traffic.

- **Encourage a diversity of housing façade styles and colors in new or infill developments.**

Repetitive or redundant façade styles within residential developments tend to diminish the visual interest and perception of quality in an area. Providing several façade styles allows for more individual expression of interest and taste.

- **Encourage front porches on new houses.**

Front porches allow homeowners to comfortably spend more time near the front yard and street. This creates a greater opportunity to know ones neighbors, maintain a casual surveillance of the area, and thereby maintain a safe residential neighborhood. This also reinforces a small-town village ambiance.

- **Promote the creation of deep lots for more green space.**

Deep residential lots allow for more green space within a residential community by providing room for more backyard shade trees, landscaping, and in instances where existing vegetation is nearby, more beneficial wildlife habitat. Houses should not be allowed to be pulled back off of the streets because of deeper lots as this diminishes the small-town pedestrian quality of the street environment. Yard setback requirements should also specify a "build-to" line.

- **Require visually appealing, points of beautification within subdivisions.**

The development of points of beautification within new subdivisions can enhance the perception of neighborhood, a characteristic that is important in the development and maintenance of small-town atmosphere. Beautification areas should be encouraged particularly at entrances, but should not encourage the inclusion of subdivision identification monument signs. Recommended beautification amenities include fountains, public art and unique landscaping and planning designs.

- **Develop fence specifications to control the type of fencing used in residential areas.**

Fences help individual property owners establish a clearly defined space around their homes, which is an important element in developing a sense of security in a residential area. Privacy fences prohibit visual access to property and makes casual surveillance by law enforcement and neighbors more difficult. Visual surveillance is an important part of creating a safe neighborhood environment. Therefore, the city must consider the impact a proposed fence may have on both the safety and aesthetics of the community prior to approval.

- **De-emphasize garages extending out from house fronts.**

Garages which extend out from the front of a house create an emphasis on the automobile system of a neighborhood, diminish the effects of inviting front doors and porches, and are simply less attractive than the house itself. All of these effects break down the pedestrian oriented quality which is sought for new residential areas in the City of Jacksonville. A maximum percentage of street façade devoted to garage area should be established as a control measure for visual quality.

- **Initial and future public and private costs for new subdivisions should be passed onto the developer.**

Clarify and enforce policies and regulations to assure that public improvements are paid for by private development rather than the city-at-large.

- **Limit sprawl by prohibiting development that causes premature extension of utilities and services.**

Identify areas of the city's future growth or urban service boundary where there are private sector pressures for urban growth, or where growth pressures are projected to occur during the planning period. Encourage development and extension of city services in those areas.

Establish a neighborhood revitalization program that identifies areas in decline, educates homeowners and promotes awareness of applicable programs and funding sources. There are many programs available that are designed to encourage development or redevelopment that otherwise might not occur and to eliminate the concern that some property owners may have about higher taxes which result from new investment in their property. The Department of Commerce and Community Affairs (DCCA), Housing Development Authority (IHDA), and the Historic Preservation Agency (IHPA) all provide Illinois cities with a variety of neighborhood stabilization programs. For program information refer to the Illinois Funding Sources and Programs identified in Appendix B.

RESIDENTIAL INFILL AND REDEVELOPMENT GUIDELINES

In order to allow for residential infill and redevelopment opportunities in a manner that encourages a strong neighborhood continuity it is necessary to apply infill development guidelines or standards. Prior to issuance of building permits, all new and redeveloped residential structures in the residential districts of Jacksonville should be subject to review by the City according to the following or similar guidelines:

1. Front Entry: Entries and walkways should address the street directly, or in a manner consistent with adjacent properties. The front entry should be the dominant feature and focus of the front façade.

2. Building Orientation: Building setback for new construction should maintain the same setbacks from the street as surrounding buildings. In most cases, building facades should be parallel to the street.

3. Parking/Garage Location: Garages should be located and accessed at the rear or side of buildings via an alley or drive in order to maintain the residential and pedestrian character of the street. Further, parking located behind new residential dwellings which maintains the pedestrian character, and prevents automobiles from dominating the front yard is encouraged. On-street parking is also encouraged.

4. Heating, Ventilation, and Air Conditioning (HVAC) Equipment: HVAC equipment should be located at the rear of buildings, and screened from adjacent properties.

5. Scale and Proportion: New and redeveloped dwellings should use appropriately scaled building mass, height and entry size, and incorporate architectural features such as gables, porches and windows to complement the surrounding buildings while breaking up the structure's street facade.
6. Rooflines and Pitch: Rooflines and pitch similar to surrounding structures are encouraged, as the similarity establishes a coordinated pattern and rhythm for the streetscape, allowing new construction to blend with the established neighborhood.

7. Landscaping: Front facades (two facades in the case of corner lots) should be landscaped in a manner consistent with surrounding buildings. In addition, new and redeveloped dwellings should maintain the established streetscape by preserving existing or establishing new street trees and providing landscaping that is consistent with the pattern established by surrounding buildings.

8. Appeals and Grievances: In the case an applicant should disagree or have other grievances with staff in the application of the above standards, the applicant should be directed to formally appear before the planning commission for review of such disagreement or other grievance.

DESIGN GUIDELINES FOR MULTIFAMILY HOUSING

The following is a checklist that is applicable to all future multi-family development. The checklist was modeled after the City of Sacramento's Multifamily Residential Design Principles and HUD's Affordable Housing Design Advisor "Design Consideration Checklist." The city should use this criteria as a guideline to ensure safe, quality multi-family uses. The recommendations were divided into six categories and are as follows:

Site Planning

1. Locate buildings on the site so that they are oriented towards street frontages.

2. Ensure continuity with existing and planned adjacent uses.

3. Minimize traffic, parking, circulation, and safety issues, light and glare, noise, odors, dust control and security.

4. Ensure that all building entries provide an aesthetically pleasing sense of entry and are easily accessible, safe, and clearly marked with appropriate building numbers, address, and apartment numbers.

5. Apartment buildings should be architecturally compatible in relation to the design, use of materials, massing, scale, screening and roof pitch.

6. Maintain existing setback patterns. Structures should not be located in front or behind the average setback line of the neighborhood.

7. Provide pedestrian accessibility to adjacent uses with paths, gates, pedestrian walkways, crossings, etc.

8. Locate common facilities — such as community rooms and laundries — centrally and link them to common outdoor space.

9. Locate buildings and landscaping to maximize solar access during cooler months and to control it during warmer months. Maximize natural ventilation, sunlight and views for each unit.

Parking

1. Parking areas should be sufficiently broken up and landscaped to avoid large expanses of paved, unadorned portions of the site.

2. Install parking lots at rear or side of the site to allow a majority of dwelling units to front on the street.

3. Build multiple small parking lots in lieu of one large lot.

4. Plant trees and shrubs to soften the overall impact of parking areas and to provide shade and noise reduction.

5. Avoid blank walls facing the street on buildings with parking garages.

6. If blank walls are unavoidable, decorate with artwork, display cases, vines, and good quality durable materials

7. Place parking lot in proximity to dwelling units to allow for casual surveillance and to minimize walking distance.

8. Separate bicycle and pedestrian paths from vehicular traffic.

9. Designate "vehicle free areas" for bicycle and pedestrian safety and enjoyment.

Public Open Space

1. Design outdoor open space as "outdoor rooms" and avoid undifferentiated, empty spaces.

2. Provide public open space for social or cultural activities.

3. Provide direct access to open space for each dwelling unit while controlling nonresident access.

4. Locate public open spaces so that they can be viewed from individual units, preferably from the kitchen, living room or dining room.

5. Locate play areas centrally to allow for adult supervision from dwelling units and/or from a central facility such as a laundry.

6. Provide lighting from a variety of sources at appropriate intensities and qualities for safety and aesthetics.

7. Provide energy-efficient lighting.

Private Open Space

1. Provide each household with some form of private open space, including patio, porch, deck, balcony, yard, or shared entry porches or balconies.

2. Private open space should be easily accessible — physically and visually — from individual units.

3. Screen balconies for privacy but avoid solid walls that prevent residents, particularly small children, from looking out.

4. Provide fencing to insure privacy and to help define boundaries between public and private open space.

Landscaping

1. Design landscaping as an integral part of the development.

2. Provide a variety of hardy, native plant species, trees, shrubs, and groundcover that are easy to water and maintain.

3. Avoid large, empty paved areas.

4. Include paths to accommodate children, adults, bicycles, skate boards, shopping carts, walkers, pets, furniture moving, etc.

5. Provide appropriate lighting to insure that paths are safe.

Architecture

1. Maintain a consistent overall height of structure(s) to that of other buildings in the neighborhood except where the local plan calls for redeveloping the area at much greater height and density.

2. Relate first floor to the street and insure that it is consistent with the first floors in neighboring buildings.

3. Relate size and bulk of project so that it is consistent with buildings in the immediate neighborhood.

4. Eliminate box-like forms with large, unvaried roofs by using a variety of building forms and roof shapes (This may be accomplished by creating clusters of units, variations in height, setback, and roof shape).

5. Give the building visual and architectural interest by varying the height, color, setback, materials, texture, landscaping, trim and roof shape.

6. Enhance views and make spaces feel larger by maximizing the number of windows.

7. Screen ground floor windows from walkways to provide privacy.

8. Respect the placement and quality of front doors in neighboring homes.

9. Break up the façade of horizontal buildings into smaller components by utilizing vertical adjacent structures.

10. Ensure that rhythm, size and proportion of openings (windows, doors) are similar to well designed buildings in the neighborhood.

11. Use porches, stairs, railings, fascia boards, and trim to enhance buildings' character.

12. Select building materials and color that are complementary to the surrounding area and have high levels of recycled content whenever possible.

COMMUNITY ENGAGEMENT & PLANNING

The desire to establish a sense of community is a strong force behind neighborhood planning. Neighborhood planning is a neighborhood-specific, resident involvement approach to addressing community issues. Awareness and interest in neighborhood planning is on the rise as public attitudes toward government change and government operations seek more efficient service delivery. One inefficiency in Jacksonville's municipal services if that it currently spends the majority of its code enforcement efforts servicing less than 5% of the community. The City must either hire more code enforcement officers to enforce property maintenance/code issues or empower and train residents to address these issues.

Educating and training residents and developing partnerships between residents and City Hall is the most cost-effective solution to increasing the City's efficiency in addressing neighborhood issues. Therefore, it is recommended that the City facilitate a series of workshops and other training exercises that will increase awareness of neighborhood issues and eventually empower residents to take control of their

neighborhoods. This section provides strategies for maintaining high levels of citizen participation and cooperation with neighborhood improvement activities and promoting awareness of neighborhood issues.

Coordinate with Neighborhood Associations

Utilizing existing neighborhood associations and assisting neighborhoods with creating new ones is beneficial to property maintenance and neighborhood stabilization. Active associations are more likely to pay closer attention to property maintenance issues and take action to resolve problem properties with code or covenant violations. The residents have a stake in what happens to their neighborhood and surrounding properties and are more willing to take the action needed to maintain their property values.

Encouraging Neighborhood Planning Activities

Neighborhood associations can be responsible for a number of activities in addition to property maintenance compliance. They can be aggressive in addressing actions or issues they deem critical to maintaining their property values. For example, they can initiate a street lighting program to make sure streets and pedestrian-ways are appropriately lighted for safety. They can assist in the development and implementation of special activities such as neighborhoods watch, annual smoke detector inspections/replacements, neighborhood clean-ups, fund raisers etc. Businesses, City Hall, the Police & Fire Departments, schools, churches, institutions and other interested parties should be included in these activities. The development of partnerships and continued public participation is critical to the success of these activities.

Educate and Build Awareness

Currently, there is limited information available to homeowners at City Hall. As a result, residents simply do not have access to home improvement and property maintenance programs. Therefore it is recommended that the City spearhead the coordination of neighborhood awareness workshops that facilitate citizen engagement and participation to ensure neighborhoods are safe, clean and vibrant. The workshops should include City staff, code enforcement personnel, members of the City's decision making bodies and most importantly local residents. These workshops could be held once a year in various neighborhoods to discuss general maintenance and strategize how they can get financial support and better program information. The intent of these workshops is to educate residents and increase community-wide participation in property maintenance issues.

The Neighborhood Workshops are recommended to help educate homeowners and, most importantly, empower them to take property maintenance issues into their own hands. Residents must play an active role in these workshops and other activities to sustain the quality of life each neighborhood offers. These efforts will in turn result in higher property values and stronger community pride among residents. The following guidelines should be followed to achieve meaningful homeowner workshops:

1. Be inclusive: Involve all stakeholders from the beginning;
2. Build partnerships between government staff, neighborhood organizations and residents;

3. Provide ongoing support and/or resources addressing leadership training, neighborhood planning and funding opportunities.

4. Develop community newsletters to inform, educate and memorialize community efforts;

5. Strive to boosts the confidence to invest within the City of Jacksonville's neighborhoods.

The best approaches to neighborhood planning are being flexible and not making assumptions about the neighborhood issues before speaking with residents. Establishing simple and short term projects is a good way to show that something is happening within the neighborhood and promotes community spirit, displays city investment and commitment, and increases citizen trust of the local government.

Code Enforcement

In addition to the City's current code enforcement efforts and the recommended neighborhood improvement workshops, the city should adopt a policy that expedites property maintenance/code violations more efficiently. One successful program that was designed to work with residents in complying with city code compliance is called "Hot Docket".

The intent of "Hot Docket" is to reduce the number of violations that must go to municipal court. This program was developed in response to ongoing non-voluntary compliance with municipal property maintenance codes. The purpose of the program is to create a results oriented procedure that promotes quick voluntary compliance with violation notices. Code enforcement officers work with property owners by providing courtesy notices and numerous opportunities for property owners to comply with the property maintenance program. This approach allows the city to resolve non-code items that affect neighborhoods, such as getting houses painted.

Neighborhood Stabilization and Redevelopment Audits

To ensure consistent, results oriented enforcement of the "Hot Docket" program, the City should conduct a "Stabilization and Redevelopment Audit" to determine the areas, if any, where conditions exist that warrant establishing a formal neighborhood improvement program. The higher the numbers of factors present, the more immediate and aggressive an improvement strategy is warranted. Some of these factors are quantifiable, while others are subjective. However, almost all of them can be applied to either commercial or residential areas of the City, with the exception of retail sales.

In order for Jacksonville officials to determine when conditions for immediate improvement exist, a combination of the following 15 factors need to be present in the area under evaluation. These conditions, or factors, may be categorized into three major areas:

1. Ownership Factors,
2. Economic Factors, and

3. Community Factors.

More specifically, these factors include:

	Applicable Factor	Impact on Commercial	Impact on Residential
A.	**Ownership Factors:**		
1)	High Vacancy Rate	Yes	Yes
2)	Extended Vacancy Period	Yes	Yes
3)	Deed Restrictions	Yes	Yes
4)	Ownership Changes	Yes	Yes
5)	Non-owner Occupied Housing	-	Yes
B.	**Economic Factors:**		
6)	Retail Sales Decline	Yes	-
7)	Property Value Decline	Yes	Yes
8)	Lack of Renovation/ Remodeling Activity	Yes	Yes
9)	Economic Obsolescence	Yes	Yes
10)	Tax Delinquency/Bankruptcy	Yes	Yes
C.	**Community Factors:**		
11)	Lack of Property Maintenance	Yes	Yes
12)	Land Use Obsolescence	Yes	Yes
13)	Physical Obsolescence	Yes	Yes
14)	Environmental Concerns	Yes	-
15)	Safety Concerns	Yes	Yes

The factors are inventoried initially to set a "benchmark" of conditions in each neighborhood. The factors are then updated periodically, such as semi-annually, to "track" changes in conditions.

BUSINESS DEVELOPMENT AND RETENTION

The ability of a City to exist as an economic entity depends greatly on the health and vitality of its commercial districts. Historically, downtowns were the economic center of the city, usually located at the crossroads of a transportation route such as a river or railroad. As time passed and the dependency on the automobile increased, commercial activity and trade became possible and preferable away from the town center where land along highways was cheaper and more available. As a result, the City of Jacksonville's economic center is no longer downtown, but located along the Morton Avenue corridor.

An important factor in the development and maintenance of commercial areas is their physical appearance. Building design and land uses allowed within the city can be significantly influenced by municipal regulations and actions. The requirement of simple design elements can greatly enhance the aesthetics of a commercial development and an entire commercial district. This section provides an overview of urban design principles and land use descriptions for future commercial and industrial areas. It is recommended that these urban design guidelines be implemented to preserve the character of the city and keep the community accessible, safe and attractive.

In addition to providing strategies and guidelines to ensure quality design, a mix of uses, and accessibility, the Comprehensive Plan offers several recommended strategies to help preserve the strength and vitality of the City's economy. These strategies cannot be accomplished without the help of public/private partnerships and strong synergy among all players. The Comprehensive Plan recommends the following business development and retention initiatives;

- Continue the use of Enterprise Zone, Facade Improvement Program and regional and state economic development programs to meet local economic development objectives.

- Pursue expansion of businesses engaged in the application of agriculture and biotech research, particularly those aimed manufacturing industries with a history in the west-central Illinois region.

- Encourage infill of industrially zoned areas north of downtown provided the proposed uses are compatible and/or adequately buffered from area neighborhoods.

- Develop plans, programs and incentives to assist the growth and retention of small businesses

- Explore the possibilities of developing TIFs options for funding public improvements that pave the way for new or expanded private investments that increase the local tax base.

- Prepare a strategic plan for the future of the Jacksonville business community in positioning for the new economy. This would include investment in fiber optics and related high technologies, including education of the local workforce.
- Continue active involvement in regional efforts to identify existing high tech infrastructure capabilities and deficiencies and take actions necessary to make improvements required for full participation in the "new economy."

    1. Appoint a task force to partner with the local colleges to bring a four-year degree and a research graduate program with the emphasis on engineering, sciences and technology.

    2. Develop and adopt a comprehensive economic development strategic plan within 12 months of adoption of the Comprehensive Plan (supported by the JREDC).
    3. Study and assess the strengths of local economic diversification—such as the role of the numerous institutional entities—in order to support Jacksonville's long-term economic stability.

- Encourage infill of non-residential areas in and around the downtown to uses compatible with area neighborhoods in order to foster a vibrant, mixed-use district.

- Develop marketing strategies for the reuse of vacant commercial buildings.

- Promote neighborhood-scale retail development along North Main Street, discourage the development of residential along this corridor.

Business Park Design Guidelines

The "business park" evolved from the industrial park and has been the most popular type of location for new businesses. The business park was introduced because of three significant trends:

a. the growing convergence of office and industrial parks in terms of functions, activities and appearance;
b. the increasing multi-use character of industrial parks; and
c. the desire to de-emphasize the industrial character of many industrial uses.

Business parks may include traditional industrial uses such as warehouse/distribution, light manufacturing and research and development activities, but may also include headquarters offices, office warehouses, wholesale/retail showrooms and incubator spaces. In larger business parks health clubs, daycare centers and hotel office centers may also be included to support the business uses. Business parks differ from industrial parks in that they have more sophisticated site planning, higher quality architectural and landscape design, increased variety of amenities, greater dependence on highway and airport access than rail and need a highly visible and prestigious location.

The quality of new development is a critical concern. The business park allows a wide range of uses but controls the negative aspects through good performance controls. If the city is going to be successful in attracting new industry, it will need to provide building sites that are competitive with other communities. This means that design standards for all types of development will need to be adopted as a part of the Zoning Regulations. The following outlines some standards for business parks that should establish the basis for zoning regulations. Business parks are usually a separate zoning district or an overlay district.

Business Park Development Standards

A. Site and Building Design

1. Compatibility with Other Development:
   a. The form and proportion of buildings shall be consistent or compatible with the scale, form and proportion of other development within the business park.

   b. The rhythm of structural mass to voids, such as windows and glass doors, of a front facade should relate to the rhythms established in adjacent buildings.

c. Care shall be exercised to coordinate final grades and site arrangement with those of adjoining properties and streets.

2. *Location*: Buildings shall be located to ensure the provision of adequate open space for outdoor gathering areas, facilities, services and amenities and to provide natural indoor light, air and privacy to the extent possible. All buildings, parking lots and other structures shall be located to integrate with the natural topography and to avoid deep cuts and fills, excessive foundation wall depth, unnecessary steps and steep access gradients.

3. *Lot Coverage*: The maximum lot coverage shall be 70 percent. Lot coverage includes those portions of the net site area covered by the ground floor of any structure, parking lots, and private streets and drives. Lot coverage does not include sidewalks or plazas.

4. *Design Focus*: The front facade of a building as well as the main entrance(s) shall be designed as focal points to the building. The main entrances should incorporate devices such as canopies, overhangs, arcades, raised parapets over the door, larger door openings, display windows, accent colors, and other architectural details such as moldings. The remaining portions of the building should be designed in a way that complements and is consistent with the building's street facade.

5. *Visual Interest*:

a. Architectural design should create visual interest through the use of different textures, complementary colors, shadow lines and contrasting shapes. Monotonous design shall be avoided. Variation of detail, form, and siting shall be used to provide visual interest. Facades shall be articulated with variations in the building plane and parapet height, materials and colors, entrance canopies, and landscaping.

b. At a minimum, facades facing a public or private street shall incorporate at least two of the following features along each applicable façade. These standards shall be applied to each façade individually:

(1) Recesses and projections along at least 20 percent of the length of the building façade.

(2) Windows, awnings, arcades or other significant architectural features used along at least 60 percent of the front building façade length or 30 percent of the side or rear building façade length.

(3) Brick, natural or fabricated all weather stone covering at least 50 percent of the area when applied to the front building façade or 25 percent of the area when applied to a side or rear building façade.

(4) Landscaping islands or planting against the building, covering at least 30 percent of the length of the building facade.

c. Loading docks, trash enclosures, outdoor storage and similar facilities and functions shall be incorporated into the overall design of the building and the landscaping so that the visual and acoustic impacts of these functions are reduced to as great an extent as possible and are out of view from adjacent properties and public streets.

d. Long expanses of overhead doors should be relieved by matching their color to the wall or trim, recessing the doors, or adding architectural details to diminish the dominance of the doors.

e. The use of unusual shapes, color and other characteristics that cause new buildings to call excessive attention to themselves and create disharmony shall not be allowed.

6. *Exterior Building Materials*:

a. The use of high-quality materials such as brick, glass, stucco, natural and fabricated stone, treated wood or similar durable and visually pleasing material should be used on the front facade and main entrances to the building. The remaining portions of the building should be designed to be compatible with the front facade and building entrance features. The following construction materials shall be permitted:

(1) Reinforced Concrete and Masonry– A concrete finish or pre-cast concrete panel (tilt-wall) must have an exposed aggregate, be hammered or sandblasted, or be covered with a cement-based acrylic coating to add visual interest. Masonry includes solid cavity faced or veneered-wall construction or materials. Brick material used for masonry shall be composed of hard fire (kiln fired) all-weather common brick or other all weather facing brick.

(2) Corrugated Metal or Aluminum Panels – The use of panels on front building facades or side building facades when abutting a public or private street is prohibited. Corrugated metal or aluminum facades shall be complemented with the use of masonry, whether brick, stone, stucco, split-face block, or broken up with the use of landscaping. Panels shall

have a depth of one (1) inch or greater and/or a thickness greater than U.S. Standard 26 gauge.

(3) Stucco or Gypsum Concrete/Plaster – These materials shall be complemented with the use of masonry, whether brick, stone, stucco, split-face block, or broken up with the use of landscaping.

(4) Treated Wood – The use of wood paneling or plywood on the front building façade or side building facades when abutting a public or private street is prohibited.

(5) Structural Steel or Structural Aluminum

(6) Glass

b. All elevations of the building shall be designed in a consistent and coherent architectural manner.

c. Where a change in material, color, or texture along the exterior side of a building is proposed, the demarcation of the change shall occur a minimum of twenty (20) feet on both adjacent sides of the building or to the natural dividing point established by the physical plan of the building.

d. Building materials and design shall be subject to the approval of the Plan Commission.

e. *Building Color:* Building color shall be limited to light, medium, and dark shades of earth tone gold and brown colors. Approximately 90 percent of each building wall surface shall be light and medium colors. The remaining surfaces shall be restricted to a darker color. The use of walls in a single color, with little detailing or completely blank, not permitted.

f. *Roofs*: Careful consideration of durable materials, proportions, and shapes, emphasizing the importance of roofs as integral and embracing elements of the over-all design, is particularly important. Building roof tops shall have at least two of the following features:

(1) Parapets concealing flat roofs and roof top equipment;

(2) Overhanging eaves;

(3) Sloped roofs;

7. *Parking:*

   a. Parking shall be designed in a ways that do not dominate the character of the development nor appear as a dominant feature of the site.

   b. With the exception of customer/visitor parking, parking shall be located to the rear and interior side of the building. Customer/visitor parking stalls shall be located to the front or street side of the building are permitted provided that screening and bonus landscaping and is designed as follows:

      (1) The parking area shall not exceed 30 percent of the overall parking area developed;

      (2) Parking shall not span more than 50 percent of the lot width or depth;

      (3) Parking shall not be located closer than 20 feet to the front or street-side property or lease line or 10 feet to the interior or rear lot lines;

      (4) Parking shall be screened to shield view of parking areas and designed to prevent headlights shining on adjacent residential uses.

      (5) Planting islands shall cover a minimum of 10 percent of the parking area located to the front or street side of the building. Parking islands shall be planted with a minimum of one Ornamental Tree and shrubbery and/or ground cover.

   a. On-street parking or loading is prohibited.

   b. Off-street parking and loading shall be provided on the same lot as the use served except as otherwise approved as part of a shared parking concept.

8. *Landscaping and Screening*

   a. *Landscaping Plan:* Every site on which a building will be placed shall be landscaped in accordance with plans and specifications submitted to and approved the appropriate local reviewing agency. An on-site grading plan will be part of this landscape plan. The landscape plan must be submitted for review along with the building plans.

   b. *Installation:* Required landscaping or screening shall be installed at the time of building construction as the season permits. All other materials shall be installed during the next planting season.

c. *Maintenance:* The plan shall include provision for ground maintenance such as an adequate supply of hose bibs. After completion, such landscaping shall be maintained in a sightly and well-kept condition.

d. *Grass Sod and Seed, and Ground Cover:* The required front and street side yards shall be entirely graded and sodded or seeded from the existing or proposed street curb back to the building excepting only such areas used for plantings, drives, parking, or walks. Rear yards and interior side yards shall be seeded or sodded except areas used for plantings, storage, parking, drives, or walks. Other types of ground cover in limited areas may be approved. All existing trees shall be saved when possible.

e. *Street Trees:* One street tree shall be required for every 40 feet of street frontage. Street trees shall be located in the street yard setback, and shall not be located in the right-of-way.

f. *Landscape Materials:* Landscape materials used for required landscaping and screening shall be from the "Permitted Plant Materials" list, unless otherwise approved by the Planning Commission. Evergreen trees and shrubs shall be used as the primary landscape materials when required for screening.

g. *Roof Mounted Equipment:* Roof mounted equipment, including ventilators, and satellite dishes greater than 30" shall be screened from view (100% opacity) or isolated so as not to be visible from ground level of any adjacent public thoroughfare or residentially-zoned area, up to a maximum of three hundred feet (300') away. Screening shall completely obscure from ground level all surfaces of the equipment. The appearance of roof screens shall be coordinated with and integral to the building design to maintain a unified appearance, not merely a separately designed afterthought. It is not the intent of this requirement to increase the height of the screening significantly above that of the equipment in order to screen it from view from tall buildings or from higher ground.

h. *Utilities*: All telephone and cable television lines, electrical services and distribution lines shall be placed underground, except that this provision shall not include meters, electric and telephone service pedestals, transformers, three-phase feeder lines, subtransmission and transmission lines, electrical substations and such other facilities as the utility may deem necessary to install utilizing "overhead" type construction. These aboveground utilities shall be located as close to the building as permitted by the utility company and screened from view of public streets to the extent possible through the use of landscaping or screening walls that are integrated into the overall site design.

i. *Mechanical Equipment*: All electrical and mechanical equipment located adjacent to the building and visible from any adjacent public thoroughfare or residentially-zoned area shall be screened from view (100% opacity), up to a maximum of three hundred feet (300') away. Screening shall completely obscure from ground level all surfaces of the equipment. Such screens and enclosures shall be treated as integral elements of the building's appearance.

j. *Trash:* All trash, refuse, debris or garbage shall be contained within an enclosed building or container designed for such purposes. Outdoor containers or dumpsters shall be shielded on all sides by a wall or decorative fence constructed of the same or complementary materials to those used on the primary building. The use of landscaping to further decrease the visual impact of the trash enclosures is encouraged.

k. *Loading Docks:*

1. Loading areas shall not be located at the front of the building, and where visible from the front of the building, shall be screened from view from the street and neighboring properties.

2. Where visible from a public street or residential-zoned property, the visual impact of loading docks shall be minimized to the greatest extent possible through the use of landscaping, fences and berms.

3. Where possible the screening shall be an integral part of the building structure and be used in conjunction with landscaping, ground cover, trees and shrubbery. If the screening is not an integral part of the building, then landscaping ground cover, trees and shrubbery shall be used to screen the loading area.

l. *Exterior Storage:* Except during permitted construction periods, all exterior storage of equipment, raw materials or finished products shall be fully screened from the view of adjacent parcels and streets by a visual barrier such as a solid screen fence. Such exterior storage shall not exceed the height of the barrier. The barrier shall be a minimum of 6 feet in height. Additional height or screening such as landscaping may be required based upon the height of the items to be screened. Chain-link fence with vertical slats shall not be permitted.

m. *Parking:* Parking lots shall be screened from view from surround residential development. Such screening shall be effective to a height of 42 inches for vehicles under 6 foot in height. For vehicles over 6 foot in height, the screen shall be effective to a height of 6 foot. If landscaping is utilized to provide screening, the effective height shall be reached upon maturity, but in no case shall the initial effectiveness be less than 50% of the required effectiveness.

n. Lighting:

a. Light Mitigation: Cut-offs and lighting shields shall be used to prevent spill over and glare onto adjoining streets and residential properties. Exposed lighting sources such as unshielded wall packs shall not be permitted.

b. Color: Lighting shall predominantly consist of lights that have a "warm" appearance. Parking lot lighting shall be of a type that provides sufficient lighting for safety and security without distorting the perception of color. Low-pressure sodium lights may not be used in parking areas or at main entrances.

c. Coverage: Light coverage shall be localized as part of an overall lighting plan. Light fixtures that broadcast light over large areas or that are a source of glare, sky-glow or other light pollution shall not be permitted.

d. Height: Building mounted lighting shall not extend above the roof line of the building on which it is mounted. Pole lighting heights shall be a maximum of 14 feet.

8. Signs:

a. Types of Signs Permitted:

(1) On-Site Ground Sign - a sign on one or more supports erected parallel with (one-sided) or at right angles to (two-sided) the street frontage. The ground sign shall not exceed (5) five height from ground elevation, and shall not exceed 50 square feet in area.

(2) Wall Sign – a sign at the main entrance to the building displaying the company name and address only. Wall signs shall be limited to 5 square feet in area. Wall signs shall be constructed of raised lettering of a single color complementary to that of the building, and shall not project more than one foot from the face of the building.

(3) On-Site Temporary Sign - ground or wall – a sign for the purposes of describing a construction or improvement project or advertising the lease of a site or buildings. The sign shall be limited to 32 square feet and shall not remain longer than completion of construction.

b. Message: Signs shall be limited to advertising only the names of the firms, companies or corporations operating the use conducted on the site or the products produced or sold thereon.

c. Movement: Signs shall not rotate, gyrate, blink or move in any animated fashion.

d. Illumination: Illumination of the signs shall be limited to 40 percent of the surface of the sign for non-neon lighting and 10 percent for neon lighting. In all instances, illumination shall not be a nuisance to surrounding property nor conflict with aircraft operations. All lighting shall be shielded and confined

within property lines. Internal illumination brightness level shall be from 100-200 ft. lam.

Strip Commercial Design Guidelines

The commercial strip centers serve as districts for commercial activity and focal points. These guidelines are intended to accomplish the following:

- Provide for the proper sizing and location of new retail zoning requests and developments;
- Improve on- and off-site vehicular and pedestrian circulation and safety;
- Allow commercial strip centers to develop on arterial streets while at the same time preserving the capacity of the arterial street to carry city-wide traffic; and
- Improve the visual character and identity of retail centers, strip centers, and major transportation corridors.

These guidelines are intended to supplement the City of Jacksonville's regulatory review process. Each of the seven design elements or sections includes a statement of purpose and a listing of key issues. The applicant will be expected to address these issues by:

a) complying with the guidelines for each section; or
b) proposing alternative solutions that specifically address the identified issues.

The proposed guidelines and their applications are intended to be flexible. To that extent, the applicant is encouraged to propose innovative alternatives that accomplish the stated purpose of the guidelines. These guidelines are intended to be used by staff in initial discussions with the applicant to aid in preparation of a submission. Upon receipt of a zoning case, concept plan, or site plan, staff will evaluate the request based on its compliance with guidelines or upon how effectively it addresses the intent of each section through alternative solutions. The applicant shall clearly show with supportive information and data how of the key issue(s) is addressed.

When an applicable zoning case, concept plan, circulation plan, land use plan, or site plan is presented to the Planning Commission and/or Governing Body the staff's recommended action will be included. Staff's recommendation will be based on its determination of the proposal's conformance to the guidelines and/or its effectiveness in meeting the purposes and issues of the various design elements. The planning elements and guidelines referenced above are as follows:

Strip Center Development Standards

Purpose

In order for the retail centers to best serve as corner neighborhood shopping centers, certain parameters need to be addressed. These include:

a. appropriate site location;
b. efficient site shape and size; and
c. site accessibility.

Guidelines

- Retail centers should typically be located at the corner of two major thoroughfares.

- Sites for neighborhood commercial centers should be generally 6 to 10 acres to accommodate 30,000 - 100,000 SF of retail space including serving a one (1) mile radius for 1 or 2 "anchor" stores. Community centers should be planned for a larger site.

- Sites should generally be accessible from major thoroughfares at median breaks and located along at-grade intersections.

- Sites should be accessed from local streets that are segregated from the street system of residentially zoned land.
- Topography and drainage should be addressed with regard to corner shopping locations.

Site Layout Recommendations-Retail Strip Centers

Purpose
Proper arrangement of buildings on a site provides for efficient and viable long-term use. Key issues include:

a. storefront visibility and accessibility;
b. relationship of buildings to each other;
c. orientation to thoroughfares;
d. compatibility with surrounding land uses; and
e. re-use of buildings and adaptability for new tenants.

Guidelines

- Storefronts should generally be visible from main circulation aisles unless a "mall" or courtyard approach is used.

- Pad sites, generally defined as freestanding structures of less than 5000 SF of floor area, should be limited to one per 5 acres of land area.

- Buildings should be arranged to reduce visibility of service areas from streets, customer parking areas and adjacent properties.

- Bay depth of buildings should be sized to accommodate a variety of potential uses.

- Two-story buildings should generally not be placed adjacent to single- or two-family residential districts, nor between the main building(s) of a center and streets.

- Buildings should be grouped along one side lot line, with one end at the front yard building setback, and with the front setback landscaped, providing a 10' setback for all paved off-street parking.

Building Façade Recommendations

Purpose
In order to create a positive overall development character, all structures (including separate pad site structures) at shopping centers should have an attractive and uniform architectural treatment. The key issues include:

a. consistency of design between structures;
b. materials standards; and
c. rear facade treatment.

Guidelines

- Facade design plan of entire project should be submitted with site plan review.
- Facades and rooflines facing streets or main parking areas should be consistent throughout the development in design, color and materials.
- Rooflines, overhangs, and the front fascia should be extended to the rear of the building(s).
- High quality, low maintenance building materials are recommended.
- Signage located on the buildings should be consistent in size, location and material throughout the project.
- Rear facades should be of finished quality and should be of color and materials that blend with the remainder of the building(s).

Service Facility Standards

Purpose

Service areas should be appropriately located and designed to efficiently and inconspicuously serve the corner shopping center development without disrupting on-site circulation or adjacent land uses while maintaining visibility for security purposes. The key issues include:

a. location of service areas;
b. visibility of service areas; and
c. treatment of pad site service areas
d. location of trash containers.

Guidelines

- Service facilities should generally be located in a central area to be used by several retail establishments.
- Service and docking facilities should be separate from main circulation and parking functions.
- Trash containers should be located in appropriately screened central service areas, and not visible from the public street.
- All dumpsters should be screened on all sides exposed to street view. All dumpsters should be shown on the approved site plan and whenever possible shall be clustered.
- Service areas should be easily accessible by service vehicles.

- Pad site service areas should be screened from the remainder of the development and physically separated from the circulation aisles and parking areas serving the remainder of the site.

- Pad site service areas should typically be screened by an extension of the building.

- Service facilities should be screened from the remainder of the project, adjacent land uses and major thoroughfares. Extended wing walls from the building may be used to screen service areas. When used, these walls may be of solid construction if lighted on both sides, or a minimum of 30% of open construction if lighted on only one side. A combination of landscaping and screening walls may also be used.

Utilities/Mechanical/Outdoor Storage Standards

Purpose
The location and treatment of utilities, mechanical functions and outdoor storage areas should be managed and coordinated to achieve physical and visual order within the shopping center development. The key issues include:

a. location of facilities; and
b. visual impact of utilities.

Guidelines
- Utilities should be underground from right-of-way to building to reduce visual clutter.

- Locate utility metering within a designated service area.

- Locate mechanical equipment in the designated service area and screen from the project and adjacent land uses.
- Limited outdoor storage will only be permitted in designated service areas that are screened from the remainder of the project, adjacent land uses and streets.

- Utility conduit and boxes should be painted to match building color.

- Roof mounted mechanical units shall be screened from view with a parapet wall, mansard roof, or other architectural extension, equal in height to the unit(s) except when that distance exceeds five feet. In this case, an additional setback will be required at a ratio of two feet horizontal for each additional foot of vertical height above five feet.

Buffers and Screening Recommendations

Purposes
Proper use of buffers and screens will lessen the differences between land uses and diminish the visual impact of undesirable elements. The key issues include:

a. unified character;
b. high quality construction;
c. longevity of system;
d. disparity between land uses; and
e. visibility of undesirable elements.

Guidelines

- Architectural screens should be an extension of the development's architectural treatment and consistent in color and design. The development of an office business park where there is high interstate visibility, affords a chance to create an attractive "front door" appearance.

- Screening walls should be constructed of low maintenance, high quality materials that are consistent with the building facade material.

- Screening walls should conform to the City of Jacksonville's zoning and subdivision ordinances.

- Painted or coated screening walls should be avoided.

- Landscape screens (typically 18" to 36" in height) should be provided between all parking areas and streets.

- Landscape screens may include a combination of plant massing, earth berming and walls.

- A 10-foot to 15-foot wide landscape buffer should be provided to separate the retail use from residential land uses. A masonry wall or combination wall and landscaping may be substituted for this buffer.

Landscaping Guidelines

Purpose
The location and design of landscaped areas, entrances and edges should effectively reinforce development's character and quality, identify its entry points and break the massiveness of a center's parking area. The key issues include:

a. unified development image and character;
b. parkway treatment;
c. identifiable entrances;
d. visual dominance of parking area; and
e. existing mature trees.

Guidelines

- Landscaped planting plan of the entire project should be submitted with site plan review.
- Approximately 15% of the area between the main building face and the front property lines should be of a permeable landscaped surface. (Secondary buildings located between the main building and the front property line should not be included in the area calculation.)
- Landscape areas should generally consist of a combination of trees, shrubs and ground cover.
- Use landscape areas for transition and integration between pad sites and surrounding land uses.
- Minimum 4" caliper trees are recommended.
- Artificial plants are prohibited.
- Preserve existing mature trees where possible.
- Special landscape treatment should be employed to highlight and identify entrances.
- Landscape areas should be regularly spaced in parking lots to break up massiveness of pavement.
- Mechanical irrigation systems are typically required to ensure maintenance of plant materials.
- Landscaping should be used in conjunction with screening walls when multi-story buildings abut an adjacent property where topography lessens the effect of a wall alone. Where a building exceeds 15 feet in height, 4" caliper trees shall be required, spaced every 30 feet along the wall or spaced every 50 feet apart if an irrigation system is provided.

INDUSTRIAL DEVELOPMENT GUIDELINES

The purpose of these guidelines is to enhance the community's industrial areas and businesses and provide development standards for new industrial businesses. To accomplish this goal several action steps will need to be followed.

Zoning:

1. Limit residential development in industrial areas.
2. Improve buffering and landscaping requirements.

Subdivision Regulations:

Limit curb cuts & minimize traffic conflicts with truck traffic

Implementation (Financing Options):

1. Private Funds
2. Industrial Development Bonds
3. Tax Increment Financing
4. State and Federal Funds
5. Applicable Illinois State Statutes
6. Sales taxes for transportation and capital improvement purpose.
7. Illinois First Program
8. Illinois Tomorrow Program
9. Main Street Program

(For additional funding sources see Appendix B)

Design Guidelines:

- Minimize curb cuts and median breaks by requiring adjacent industrial uses to design internal connections between parking lots to minimize street traffic and curb cuts.

- Lighting for industrial parking lots should be low glare and designed so as not to shine directly into adjacent residential areas.

- The following photos provide a visual perspective of recommended guidelines (these photos are also relevant to commercial developments)

Recommended

The design creates visual interest through the use of varying roof planes, materials, window and the entrance design. The facade is broken up with projections and landscaping.

Recommended

The use of different roof planes and textures create visual interest.

Although overhead doors are used, they are designed as an integral part of the overall design.

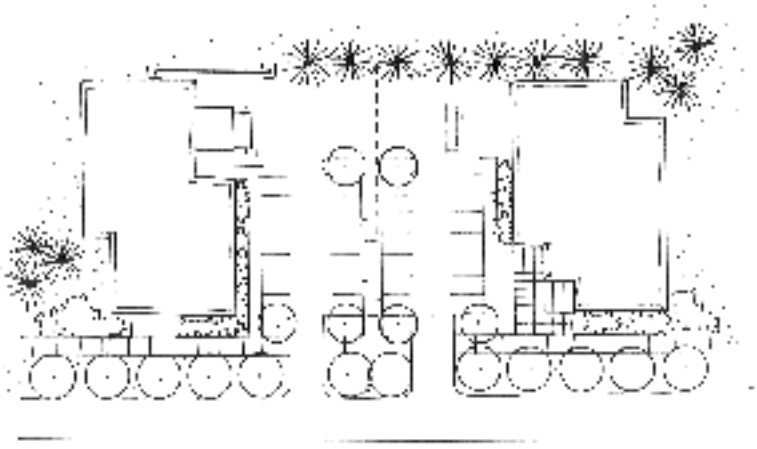
Recommended

The main entrance is the focus of the building. Contrasting colors and high-quality materials create visual interest.

Recommended

Parking is designed to be shared by both sites. This layout maximizes usable space and provides additional circulation.

The building on the left incorporates a recession in the facade to screen loading. The building on the right uses a variation in materials and recession to create focus at the main entrance.



Not Recommended

The building coloring does not enhance the building design and calls excessive attention to the building. The front entrance is not designed as a focal point to the building. Loading has been poorly incorporated into the overall design.

Not Recommended

The building design is monotonous and has no focus. Little consideration has been given to creating visual interest.

COMMERCIAL REDEVELOPMENT AND INFILL GUIDELINES

The purpose of these guidelines is to encourage appropriate commercial infill development/redevelopment, restrict inappropriate development and encourage the reuse/redevelopment of underutilized land. To accomplish this goal, several action steps will need to be followed.

Zoning:

1. Evaluate the need to develop design standards for commercial uses within the district.
2. Amend zoning use tables to implement strategies.
3. Amend zoning procedures to accomplish goals.

Subdivision Regulations:

1. Adopt the requirements of the Department of Transportation Access Management Manual.
2. Implement access management strategies along Morton Ave. (i.e. shared access, right in right out only, etc.)

Implementation (Financing Options)

1. Neighborhood Improvement District (NID)
2. Community Development Block Grants (CDBG)
3. Private Funds
4. Tax Increment Financing
5. Sales Taxes for Transportation and Capital Improvements

***Design Guidelines**:*

- Linking developments with common and consistent design patterns promotes coordinated commercial development.

- Require all commercial development to be pedestrian-oriented with clearly identified walk-ways between parking lots and buildings.

- All commercial development adjacent to residentially zoned property shall require substantial vegetation buffering and screening.
- All parking lots shall be planted with street landscaping as well as appropriate number of shade trees (one tree for every five parking spaces).

- Require commercial developers to maintain trees and plants they have installed with the use of an irrigation system.

- All building primary entrances shall front on the major thoroughfare in the overlay district area.

The following photos provide a visual perspective of the recommended guidelines.

Recommended

Aboveground utilities are screened from view and incorporated into the site design with landscaping.

Recommended

The parking and loading areas are screened by the use of berms and landscaping.

Recommended

Parking is oriented away from the street to the interior of the lot. Landscaping is used to further minimize the visual impact of parking.

Recommended

Parking is screened from view of the street and surrounding development with the use landscaping.

Not Recommended

Trash and dumpsters are not enclosed and detract from the site design creating a negative visual impact on surrounding development.

Not Recommended

Outdoor storage of raw materials is screened for security purposes only and has a negative visual impact on development. Outdoor storage must be enclosed.

TRANSPORTATION SYSTEM ENHANCEMENT & MAINTENANCE

Jacksonville must maintain a balance between traffic movement and access to adjacent land development. Improved access for residents, employees and customers; reduced congestion on major roadways; choice among modes of travel; and environmental protection are objectives of a balanced transportation system. To achieve these objectives the City must implement improvement projects such as signalization, intersection improvements or lane additions. All street improvements should be planned to reduce conflicts between through traffic and traffic accessing new or existing developments. All anticipated transportation improvements should be coordinated with the Department of Public Works and included in the City's Capital Improvements Program. Future transportation improvements should also address the following transportation enhancements.

Streetscape
Landscaping along public right-of-way should be implemented along major corridors, including street trees and median treatments. Public improvements such as sidewalks, curbs and gutters, streetlights and directional signage/graphics should also be provided. All new overhead utility lines should be buried.

Access
Site access and internal circulation systems within major commercial, business and residential development should be designed to seamlessly and safely connect with the surrounding public street system. Their design should consider the direction of traffic flow to the site, the capacity of surrounding roadways, and any external improvements required to adequately serve vehicles entering or leaving the development area. Sight distance, potential limits on turning movements, the need for acceleration or deceleration lanes, and the availability of alternative access shall be considered when a request is made for direct arterial access. Access points on arterials and at intersections should be strictly limited. A traffic study should be required when the city anticipates that a development may reasonably create a public safety problem or other substantial off-site impacts.

Bike/Pedestrian Accessibility
Sidewalks and bikeways should be planned in accordance with the recommendations of this plan and the costs should be shared. With few exceptions, sidewalks should be constructed on both sides of residential streets, collectors and arterials. Pathways may be appropriate for rural arterials as determined by the Planning Commission or City Engineer. Sidewalk widths may vary depending on the function and location of the roadway, but a minimum of 4 feet is recommended. All sidewalks should have curb cuts or ramps for the elderly and/or physically handicapped and be designed and constructed to conform to ADA requirements. Special sidewalk materials may be used to define and articulate key pedestrian areas.

QUALITY TRANSPORTATION SYSTEM GUIDELINES

The requirement of integrated transportation solutions can greatly enhance the accessibility and functional capacity of the city's transportation system. This section provides a review of the transportation policies followed by recommend policy initiatives. The implementation of these recommendations is necessary to create a balanced transportation system that is functional, accessible and safe.

A quality transportation system accommodates automobiles, public transit, public safety vehicles, freight, pedestrians and bicycles in a balanced way to maximize access and mobility and minimize congestion throughout the community.

- Improve and expand the city sidewalk system, including rehabilitation of old walks and construction of walks where they were never improved.

- Continue the public/private cost-sharing program for the rehabilitation of old walks and construction of new walks in areas where sidewalks were never installed.

- Implement the recommended bicycle lane system integrating into the existing transportation network.

- Require all future development plans to comply with the Comprehensive Plan's goals and objectives relating to sidewalks, trails and other pedestrian amenities.

Quality local streets are an integral part of a larger network of routes designed to provide access to homes, shops and businesses, and to keep local traffic off major arterials and, conversely keep high-speed, through-traffic off local roads.

- Improve major arterial connections across the city. This should include the resolution of conflicts in the downtown and at major intersections starting with the following key intersections;
  1. East College and South Main;
  2. Walnut and North Main; and
  3. Walnut and North Diamond

- Develop new policies to consider widening roads to three lanes combined with appropriate intersection improvements to increase traffic capacity.

The design of a quality local street encourages pedestrian and bicycle use through such features as continuous sidewalks and curbside tree planting as well as various traffic calming measures such as, landscaped medians that reduce apparent street width and street parking that protects pedestrians from moving traffic.

- Develop a trail system in Jacksonville for multi-purpose use, including pathways along Town Brook, around Lake Jacksonville, and connections between parks, schools and neighborhoods. Opportunities for pedestrian crossings along Morton Avenue should be planned for as well.
- Use traffic calming techniques to support the residential character of neighborhoods surrounding the four major educational institutions.

- Require the installation/preservation of street trees for all new development.

- Require landscaping, primarily through preservation of mature trees and existing vegetation.

A system of quality local streets complements the planning and development of a regional public transit network. Easy pedestrian access and a mix of uses are encouraged at existing and proposed transit stops to allow transit to become a viable alternative to the automobile. Private development and public places are designed to maximize opportunities for a regional transit network.

- Promote the long-term consideration to the preservation of abandoned rail lines to preserve rights-of-way for future enhancement programs.

- Continue evaluating services to an increasing elderly population is a challenge facing Jacksonville as well as other urban centers throughout the nation. This challenge could be evidenced in many ways, such as the need to expand on-demand public transit for elderly over the coming years.

PEDESTRIAN & BICYCLE ACCESSIBILITY

One of the most significant elements of small-town atmosphere and function is that residents can easily walk to activity centers within the community. To achieve this, improvements must be made to the city's current and future transportation system to increase the accessibility for pedestrian and bicycle traffic throughout the city. One of the implementation priorities of the Comprehensive Plan is the development of an integrated, safe, and accessible pedestrian system. To make this possible, the installation of sidewalks, bicycle lanes and bicycle paths/trails is recommended in conjunction with all future development plans.

Town Brook Bicycle Trail

A bike path along the Town Brook is a highly anticipated and desired transportation enhancement. However, there are many streets that cross over the Town Brook that create conditions that are unsafe for the movement of pedestrian and bicycle traffic. The angle at which the Town Brook and many streets intersect would result in inadequate sight distances making crossing even more hazardous. Additionally, the high speeds at which vehicles travel along these roadways (in comparison to the rate at which bicycles/pedestrians travel) greatly increases the intensity and severity of potential accidents. Therefore, it is recommended that the Town Brook trail is limited to areas where vehicular traffic does not present a safety hazard. To keep trail costs to a minimum and avoid potential property rights issues, it is

recommended that the Town Brook trail is sited in locations where the easements, ownership and or property rights are already established.

Integrated Bicycle Lane Enhancements

To complement the Town Brook trail segments and provide safe, continuous bicycle routes throughout the community, it is recommended that an integrated bicycle lane system is developed to interconnect with the City's bicycle trails. The recommended bicycle lanes will utilize existing street rights-of-way and pavement. The only cost of implementation involves re-striping the streets and the installation of signage. The existing transportation system in Jacksonville provides a wide, relatively level road system that is ideal for a system of integrated bicycle lanes.

It is recommended that the first phase of the Town Brook trail is limited to locations that the city has already acquired rights-of-way. Meanwhile, the first phase of implementation of the recommended bicycle lane system should provide a northern link from the Town Brook to College Street. Possible routes the bicycle lane could utilize are Clay Avenue, Main Street, and/or Gladstone Street. The installation of a bicycle lane connection from MacMurray College to Illinois College via College Avenue is also recommended to complete the first phase of the integrated bicycle trail/lane system.

The above trail and bicycle lane locations are recommended due to the convenient linkages that they provide to many of the City most popular activity centers, institutions, and the downtown. The design of all proposed bicycle lane and trail segments should provide accessibility to persons with disabilities and comply with the design requirements of the American Association of State Highway and Transportation Officials (AASHTO) whenever practicable.

SITE DESIGN RECOMMENDATIONS

Business Park: Pedestrian Access and Circulation

1. *Access:* Pedestrian access shall be an integral part of the overall design of the development. The pedestrian access shall provide not only safe and convenient access to and from off-street parking areas but should also connect with abutting properties and developments so as to accommodate an alternative means of transportation such as walking or biking to and from work and surrounding activities. Access to site or park amenities should also be provided.

2. *Sidewalks*:

    a. Sidewalks at least 5 feet in width shall be provided along all sides of a lot that abut a dedicated public or private street. A continuous internal pedestrian sidewalk shall be provided from the perimeter public sidewalk to the principal building entrance(s).

b. Sidewalks shall be provided along the full length of any facade featuring a customer entrance and along any facade abutting a public parking area. Such sidewalks shall be located at least ten feet away from the building facade to provide planting areas for landscaping along the foundation of the building.

3. *ADA Compliance*: All sidewalks, crosswalks, parking lots, or other areas of pedestrian circulation shall comply with ADA accessibility guidelines and standards.

Commercial Strip Centers: Pedestrian Access and Circulation

Safe and efficient access to the corner shopping center or commercial strip minimizes potential vehicular and pedestrian conflicts. The key issues include:

a. location of median breaks along major thoroughfares;
b. number and location of entry drives;
c. design of entry drives; and
d. traffic visibility.

Guidelines

- Driveways should typically be spaced with a minimum of 125 feet from the intersections of major thoroughfares unless a one-way traffic flow is used. All other driveway and median openings should adhere to IDOT access management standards.

- The ingress side of the main entrance drive should be the largest radius allowed by ordinance for better access into the site, particularly at major centers, such as along Walnut Street, Morton Avenue and major highway intersections.

- Driveways should maintain an appropriate sight distance triangle at all perimeter entrances.

- Main entrance drives should generally be located at median breaks providing left turn access to and from the site. Continuation left-turn lanes should be broken with medians at major intersections.

- Main entrance drives should connect to a "straightaway" aisle that does not dead end or require an immediate turn to approach the main building.

- Aisles intersecting with entrance drives should be spaced a minimum of 20 feet from the entrance line to provide for smooth turning movements.

Parking & Onsite Circulation

Proper circulation and parking systems minimize confusion and facilitate safe and easy pedestrian and vehicular movement. The key issues include:

a. traffic aisle alignment;
b. traffic speed and safety;
c. parking location and layout;
d. service area parking and circulation;
e. customer pick-up areas;
f. drive-thru building circulation; and
d. pedestrian circulation and safety.

Commercial Guidelines

- Provide a 10' setback from street-side property lines for all off-street parking drives and spaces.
- Main drive aisles should generally be free of parking when adjacent to large anchor tenants of 30,000 SF of floor area or more.
- The direction of traffic flow should be identified.
- Long circulation aisles (generally in excess of 500') should be offset (typically 45 degrees or more) to prevent excessive speed.
- Lanes should be provided for drive-thru facilities, including stacking space, that are physically separated from other circulation and parking aisles.
- Parking aisles should be oriented toward anchor stores to minimize the number of parking lanes crossed by pedestrians.
- Typically provide right angle intersections (80 to 100 degrees) with no more than 2 traffic lanes crossing at any interior intersection.
- The parking layout should maximize the amount of parking in front of the building and minimize the amount behind.
- Separate service vehicle circulation from customer circulation routes.
- Allow for all tenants to be accessed from within the development through cross-access agreements.
- Customer pick-up areas should be provided at "anchor" stores.

- Pad sites shall be required to obtain mutual access and parking agreements within the remaining retail center. This shall be required in order to enhance safe on-site circulation and provide access to left-turn lanes.

PROVISIONS OF PUBLIC SERVICES AND UTILITIES

The goal of the Comprehensive Plan is to provide public services, including parks and public utilities to serve current and future needs. The objectives recommended to help the community achieve this goal includes;

- Develop plans and financing strategies for extension of utilities and services into newly annexed regions north and south of the Jacksonville corporate limits where these needs can be met most cost-effectively.

- Regional roadway improvements such as the interchange serving the future US 67 Corridor can spur development. Public utilities should be extended to serve these growth areas as well.

- Acquire and preserve open space and improve and expand the park system based on an equitable distribution of service strategy in the Comprehensive Plan.

- Create partnerships with the school district to avoid duplication of services and increase utility of facilities.

- Establish a more formal process for planning long-term capital improvements (a 5-year CIP).

There are many positive public services and utility programs available to Jacksonville residents. It is recommended that the support of these successful programs receive continued support. The programs that received the most support among include;

- Continue the curbside residential recycling program.

- Continue to improve and maintain the parks and recreation system.

- Continue to partner with the school district to avoid duplication of services and make better use of facilities.

- Continue to plan and budget for near-term capital improvements.

The City should take a proactive role in the comprehensive clean-up and beautification of public and private property, rights-of-way, parks and open space throughout the community.

In addition to supporting recycling and neighborhood beautification efforts, it is recommended that the city facilitate the development of innovative waste reduction and/or disposal programs. A priority for the

City of Jacksonville should be to offer annual, comprehensive bulk waste collection and disposal services. To achieve this end, it is recommended that a series or bulky waste clean up events is planned for the residents of Jacksonville. A community-wide bulk waste clean up will provide a clearinghouse for unused appliances, furniture, tires, etc.

The development of unique partnerships is necessary for the success of this program. These partnerships should include local waste haulers, recyclers, resale shops and the appropriate municipal offices (police, fire, code enforcement, etc). The intent of this program is to eliminate unwanted bulk waste items from basements, attics, yards and alleys. The removal of these items is important for the following reasons;

- Many of these items are fire excellerants and therefore, pose potential fire hazards.
- Improperly stored items provide obstacles for emergency vehicles and personnel
- Improperly stored bulk items harbor the feeding and breeding of vectors (mosquitoes, rats, etc.) that spread disease.
- Unwanted bulk waste that is illegally dumped or improperly stored is unattractive and unsafe.

A planned bulk waste collection event is more cost effective than the piecemeal removal of items. Markets may exist for some of the items that are otherwise viewed as trash. For example there are markets for the reuse of mattress, tires, steel, aluminum, and white goods (appliances). Therefore, not only will this program remove unwanted items from the community it will divert many of these items from disposal in the local landfill. Additional, money made on the resale or recycling of these items could help cover the cost of the collection event.

Another related program that has been widely successful in other communities is household hazardous waste collection events. These events also share many of the intrinsic values as bulk waste collection events. For more information on planning these events and funding sources contact the Illinois Department of Natural Resources and/or the regional office of the Environmental Protection Agency (EPA). Additional sources of funding and project information can be found in Appendix B.

CREATING QUALITY PLACES IN JACKSONVILLE

To comply with the goal of the Comprehensive Plan; "to promote the integrity of design in public and private places by following principles of good design", the recommendations and guidelines listed below should be followed. In addition to the quality design strategies and recommendations listed below, future develop should also adhere to the other design guidelines made apart of the Comprehensive Plan.

Strategy One: All future development should provide for a diverse population designed for human interaction.

- Encourage future development to incorporate central gathering places such as cafes, plazas, community gardens, parks and schools into the site design.
- Create a local and regional destination center for the public to meet and celebrate common activities utilizing the infrastructure in the Morgan County Fairgrounds

- Improve the supply and accessibility to parks and open space throughout the city as needed to increase the visual appeal and availability of recreational opportunities. Target the use and redevelopment of open spaces throughout the community for public amenities such as parks and recreation areas.

- Encourage Traditional Neighborhood Development that integrates housing, shops, workplaces, schools, parks and other activities within easy walking distance.

Strategy Two: The city's historic preservation program should be supported by the city though its zoning ordinance and building code, as well as the development of design guidelines to assist property owners, the historic preservation commission, and elected officials.

- Develop and adopt residential design guidelines to assist property owners and guide the Historic Preservation Commission during their review of applications for certificates of appropriateness.

- Apply for a grant through the Illinois Historic Preservations Agency's Certified Local Government (CLG) Program to fund continuing survey work and the development of design guidelines.

- Assess and evaluate historic properties and archeological sites and preserve those that are significant according to criteria established within the local historic preservation ordinance and by the Illinois Historic Preservation Agency.

Strategy Three*: *Develop landscape standards for all new development and redevelopment projects.

- Develop streetscape plans for major streets.

- Regulations should be developed that address landscaping and beautification. Development proposals should then be reviewed and approved based upon the level of compliance with these regulations.

Strategy Four: Development should be designed to have continuity with the scale, massing and character of adjacent structures.

- Continue development of design standards and site plan review criteria for business developments.

- Develop screening and buffering standards for uses that are adjacent but not compatible.

- New business and industrial development needs to be designed and built to blend with the existing character of the built environment and constructed with durable materials. The use of brick, stone, split face CMU, and any combination thereof, is preferred.

- Continue to implement zoning regulations that permit a variety of sign structures while limiting size and bulk, and prohibit portable signs.
    1. Continue to limit the number of variances from the sign regulations, so that a precedent is not set for further variations.
    2. Prohibit the use of portable signs.

GATEWAYS TO THE CITY

Several key intersections and corridors within Jacksonville serve as a primary means of access to the community. Thus, these intersections and the activities surrounding them are often a visitor's first impression of the city. These key intersections and corridors will function as "gateways" into Jacksonville. These gateways not only influence visitors' perceptions, but can also help promote the quality of life and vitality of the community with Jacksonville residents. As such, special attention and planning consideration should be given to these locations.

The planning and design considerations given to gateways should be based upon a hierarchy of importance, based upon purpose, location, traffic volumes, street function and visibility. Gateways should be identified as primary, secondary and transition gateways.

Primary Gateways

Primary gateways should identify the City of Jacksonville as a whole. Primary gateways should be located at the entrances to the city along major arterial roadways such as U.S. 67 Highway and Morton Avenue. In addition, those portions of the above-mentioned roadways, leading into Jacksonville should be considered part of the primary gateways. The major features of these gateways should include are:

1. A prominent feature such as large-scale public art, statuary, fountains, gardens or park-like settings;

2. Signage to clearly identify entrance into Jacksonville. Brick, stone or other high-quality materials and the city logo should be incorporated into the signage to further establish the gateway; and

3. Landscaping to accent the surrounding corridor and prominent features. A combination of street trees, ornamental trees, shrubbery, ground covers and ornamental plantings should be used to accent and coordinate the design.

Secondary Gateways

Secondary gateways should identify the City of Jacksonville as a whole, but on a smaller scale than the primary gateways. These gateways are identified as the intersections between major roadways. Secondary gateways include intersections such as at Main Street south of the Central Park Plaza.

As opposed to primary gateway features, secondary gateways are intended to be at a pedestrian scale. The major features of the secondary gateways are:

1. A prominent features such as public art, statuary, fountains, gardens or park-like settings;

2. Signage of brick, stone or other high-quality material;

3. Landscaping to accent the surrounding corridor and prominent features. A combination of street trees, ornamental trees, shrubbery, ground covers and ornamental plantings should be used to accent and coordinate the design;

4. Benches, trash receptacles, pedestrian scale lighting, unique paving patterns at crosswalks, and other streetscape elements.

Transition Gateways

Transition gateways are identified for those areas where a distinct change in activity or land use takes place or a specific district begins along an arterial or collector roadway. Transition gateways are used to identify the entrance into unique destinations or corridors. For example, the entrances into downtown along Main Street, or the transitions into the industrial parks. These gateways are also appropriate for entrances into business parks, industrial parks or residential neighborhoods.

Transition gateway features should be smaller in scale and magnitude than primary or secondary gateways, potentially as simple as a single element. The major features of the transition gateways are:

1. Signage to clearly identify the entrances into the unique district;

2. Landscaping to accent the streetscape and signage—a combination of street trees, ornamental trees, shrubbery, ground covers and ornamental plantings to accent and coordinate the design; and

3. Benches, trash receptacles, pedestrian scale lighting, unique paving patterns at crosswalks, and other streetscape elements.

Figure 7.1: Transitional Gateway Signage Feature

A single element such as a monument sign can announce the transition into unique districts such as the entrance into Downtown Jacksonville.

The city should work closely or partner with local developers to ensure that adequate aesthetic considerations are given to development near identified gateway locations. As part of the site plan review process the city should consider the visual impacts of development at these locations. Development should incorporate architectural features such as building recession and projections, canopies and awnings, coordinated landscaping and high-quality materials to accent and complement the gateway development. Building orientation and parking should also be carefully planned to minimize the adverse impacts of the negative features of the site. Trash dumpsters, loading areas and parking should be screened with appropriate landscaping.

Many of the gateway locations identified have been developed, making the efforts to establish the gateway concept difficult. Initial improvements may focus around landscaping. Over time, as redevelopment occurs or partnerships are formed, and as funding becomes available, the larger-scale elements like public art, monuments and signage can be added.

For those areas that are not currently developed or in which limited development has taken place, efforts to establish the gateway concept should begin immediately. Conceptual plans for development of gateways in these locations should be developed, so that as development does begin to occur a clear vision can be presented. This vision would serve as the basis for requirements for land dedication or acquisition and special design considerations.

Figure 7.2: Landmarks as Gateway Features

Gateway features may consist of prominent architecture or local landmarks within the city, welcoming visitors, reminding residents of the Jacksonville quality of life, and instilling a local pride.

DOWNTOWN STABILIZATION & REVITALIZATION

For the downtown to remain viable as a business district it must compete with other districts both inside and outside of Jacksonville. Business owners and corporations have a choice of whether to locate downtown, on Morton Avenue, Main Street, or even elsewhere in the region such as South Jackson or Springfield. Therefore, the economic environment must be appealing to attract and retain businesses. In one respect, the downtown is at a disadvantage because the buildings are old, land is expensive, and parking limited. In another respect, the downtown offers a unique environment with buildings displaying interesting architecture that are in close proximity to a variety of other businesses. It is the uniqueness and heritage of the historic downtown that the City of Jacksonville must exploit to attract new businesses and retain existing ones.

In many older cities, such as Jacksonville, the framework and traditions for compact and efficient communities are already in place. Not to reuse them not only wastes the material, energy and ingenuity that created them in the first place, it eliminates a part of Jacksonville's history and depth. By reusing the historic structures and traditional layout of downtown Jacksonville, we are forced to relearn many of the traditions and disciplines lost to modern architecture and planning. Lessons that have been lost include:

- How to "daylight a building"
- How a street becomes a neighborhood
- How to shelter the pedestrian
- How to create common areas that work
- How certain building forms respond to local climate

Downtown Jacksonville has historically been a center of trade, business, government and entertainment. It has the City's most recognizable buildings that not only give a sense of identity to the community, they also embody the heritage of a community. Like many other downtowns throughout America, Jacksonville's image of a bustling downtown with a multitude of commercial activities, people on the street and perception of safety has declined as people and activities have vacated. This has resulted in a predominately vacant downtown consisting of poorly maintained building and infrastructure. These conditions create an environment that detracts from the City's heritage and threatens its economic survival.

Downtown Jacksonville can reestablish its hold of the historic downtown, however, by building on its existing strengths and by addressing critical concerns. The Downtown economy needs to diversify to attract a wide range of users such as retail, office, entertainment, hospitality, and residential. Successful downtown businesses that are advertised and promoted can attract more people to visit downtown and help build that critical mass essential to bringing more investment.

Redevelopment Strategies

The revitalization strategies for downtown are intended to create the confidence to invest in downtown Jacksonville through a multi-phase process:

- Assess the Downtown's existing strengths and weaknesses;
- Mobilize Downtown allies and leadership to define objectives;
- Define "Planning Districts" that segment Downtown so that plans can be more strategic;
- Draw from the expertise of those involved to set action steps; and
- Propose implementation steps, including financing, for such an undertaking.

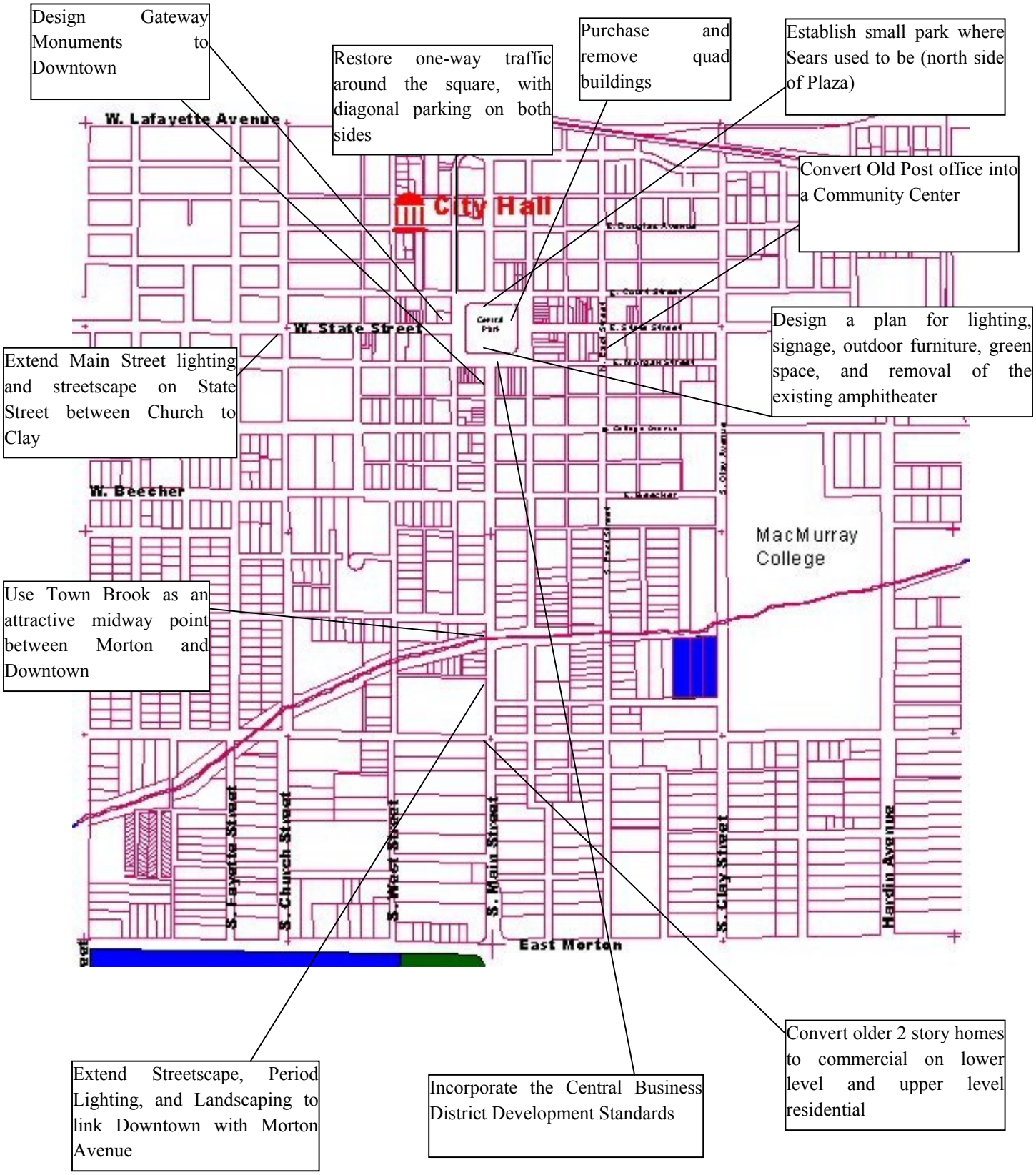
The Comprehensive Plan identifies future development opportunities, design guidelines, Downtown anchors, parking and linkages opportunities. For site specific implementation strategies see Figure 7.3. The Downtown Stabilization and Revitalization strategies for the City of Jacksonville recommends that the City:

- Adopt strategies for addressing issues in specific Districts by type of activity:
    1. Connection Issues—How the Downtown is accessed and used.
    2. Animation Issues—What brings Downtown Jacksonville "to life"
    3. Renewal Issues—Where Downtown can be revitalized with specific projects.
- Implement a multifaceted program within the various Districts of the Downtown that emphasizes residential redevelopment along with retail-commercial and office/institutional uses.
- Implement strategies through a "Revitalization Action Plan" that includes housing design standards, streetscape improvements, non-residential design standards, public/private financing of improvements, marketing strategies and "quick victory" development projects.
- Appoint an ongoing central coordinating authority called "Downtown Jacksonville Task Force" comprised of stakeholders, community leaders, institutions, etc

Downtown Jacksonville Task Force

The Downtown Jacksonville Task Force (or "the Task Force") would meet monthly to coordinate common interests and oversee implementation of the revitalization strategies. The "Case Study: Renew Moline" one example of how another mid sized Illinois City made positive steps toward the revitalization of the central business district. Details of the case study are presented on the following pages. The case study is presented here as a model for the City of Jacksonville to follow when organizing a Task Force as a not-for-profit corporation which could lead efforts in the Downtown.

Figure 7.3: Downtown Planning District Implementation Strategies



Case Study: "Renew Moline"

Renew Moline is a private, not-for-profit organization dedicated to economic development and redevelopment activities within the City of Moline which thereby contribute to the growth of the entire Quad Cities. It is committed to increasing employment, retaining jobs, enhancing the tax base and making visual and aesthetic improvements thereby enhancing the quality of life for residents by facilitating the cooperation of the private sector and all levels of government.

What is Renew Moline's History?

Renew Moline was formed by a group of concerned individuals representing several businesses who wished to help the City of Moline implement the "Moline Centre Plan." It was believed the implementation of the plan would insure the success of the MARK of the Quad Cities and would improve the blighted Moline downtown making it a better place to do business.

Twelve charter members contributed to an initial fund that enabled Renew Moline to hire consultants that assisted the City of Moline in implementing this vision.

Completed Projects First 11 Years

The John Deere Commons including the John Deere Pavilion, Office Building, John Deere Store, and Plated Earth Café.
The Radisson Hotel and TGI Friday's Restaurant.
The LeClaire Residential Tower.
Riverfront Enhancements including walking/biking trails, overviews, and boat docks.
The MetroLINK Centre Station.
Heritage Place Office Building.
Historic Block including WaterMark Corners, Finney's, Meyer Art Studio, The Mallard's Nest, Model Printers, Ducky's, The Antique Store and Moorhead & Peterson.
Moline Tractor and Plow Company.
Heart of America Building including Isabel Bloom and Gendler's Wines.
Red Cross Headquarters Building.

Results from First 11 Years

Renew Moline's successful collaboration with local, state, and federal government agencies has resulted in a nearly $200 million investment so far in renovation and newly built properties in the downtown, riverfront area of Moline. And more is planned!

These investments have created jobs and returned energy to the old downtown. Over 2000 people now work full-time in downtown and nearly 600 fill part-time roles. Approximately half of these jobs have been created by the redevelopment that has taken place so far. And more than 1600 construction jobs have resulted from the projects now in place.

Minimum Membership Contribution
$5,000 per year for first three years.
$1,250 per year after three years.

Membership Benefits

Appointment of one Director Board of Directors once a month at Rene Moline—4th Monday of each month at 3:00 p.m.

Contact Information:

Rick Anderson
President & CEO
Renew Moline
1506 River Drive
Moline, IL 61265

Phone: (309) 765-7804
Fax: (309) 765-7814
Email: AndersonRicharC@JohnDeere.com

REINVENTING DOWNTOWN JACKSONVILLE : THE PLANNING PROCESS

It is recommended the downtown revitalization planning process start with the establishment of a working committee to discuss and prioritize the issues involved with the revitalization of the downtown. These issues should be identified under the following three categories: **Connection**, **Animation** and **Renewal**.

1. The **Connection** theme focuses on how automobile, public transit and pedestrian modes of transportation link downtown to the surrounding neighborhoods, how they create circulation and movement within Downtown and how these connections can be improved.

2. The **Animation** theme involves all of the elements that bring life to downtown. These elements include retail, downtown living, institutions, recreation, arts, civic events and other activities.

3. **Renewal** or reinvestment is the third element necessary for rebuilding a downtown. Renewal and reinvestment of the built environment is necessary, as is redevelopment of human and civic capital stock. This element includes economic development strategies, funding alternatives, capital improvements and other private and public investments in Downtown.

This Plan's goal is to forge a Consensus among stakeholders on an action plan for downtown and proceed toward Implementation. To achieve this goal the following implementation strategies are recommended.

Strategy 1: **<u>Empowerment</u>: Empower the Community to give their perspective on revitalizing downtown.**

1. Assist and support the Main Street Committee's efforts to rank the most critical issues facing downtown.

2. Clearly state how the project/strategies are intended to enable individuals to develop the skills and facilities to become co-authors of their places and lives. Develop a process of converting blighted downtown Jacksonville into an award winning success story.

3. Transform disagreement into positive action. Harness the negative energy criticizing past downtown decisions gone wrong into positive action. Such as implementing the aforementioned Strategic Downtown Plan.

4. Take an aggressive, results oriented approach that looks at the big picture and makes the plan come alive by achieving project goals and objectives

Strategy Two: **<u>Develop Unique Partnerships</u>*:* The establishment of partnerships is necessary to undertake the dynamic process of downtown revitalization and position the community to better acquire funding support**

1. Assemble groups and organizations that represent all community stakeholders.

2. Investigate market demand for higher density residential uses in the downtown—above stores and as infill development in adjacent neighborhoods within walking distance of downtown.

3. The development of groups is not an efficient management structure, but then the goal of this activity is not efficiency, it is the continued development of the social ecology and self-sustainability of downtown Jacksonville.

4. Utilize the universities as catalysts in revitalizing the urban core through their role in city development and urban renewal. (See St. Louis Case Study on the following page)

Strategy Three: **Place-making: Create better housing, historic places and revitalize city life.**

1. Based on public input and policy analysis, finalize a strategic downtown plan.

2. Implement the downtown vision statement and establish an action plan

3. Encourage the implementation of a model development that will set the stage for the type and quality of development desired for downtown Jacksonville. (I.e. McCormick Barren is a leader in downtown revitalization and a past subcontractor of BWR.)

4. Celebrate the character of Jacksonville, its people, history, etc, in the design for downtown. Preserve this character forever.

5. Develop and adopt basic, minimum design guidelines for the downtown that are based on the historic pattern of development in the district.

6. Make any necessary revisions to the zoning ordinance for plan implementation, such as an overlay district.

Strategy 4**: Sustainability: The same interrelated processes that create place also serve to sustain it over time.**

1. Develop a system of checks and balances to provide ongoing monitoring. (i.e. No organization should have too much power)

2. Management and maintenance should be conducted in a manner that continues to reinforce recognition of the place as a symbol of social health.
3. *Exit Strategy*: Develop a comprehensive "exist strategy" applicable to all residential and commercial tenants prior to vacating downtown. The program should include:
   a) Require an inspection to ensure structures meet minimum building & health codes prior to permitting a tenant to vacate space in downtown Jacksonville.

b) To ensure tenants notify city officials prior to vacating a space the city may want to implement a refundable deposit program.
c) Tenants should be required to notify the city within a set timeframe of their departure (30 days minimum with incentives for tenants who provide more time)
d) A criteria could then be developed to help transition users in the downtown area.
e) Incentives should be awarded for businesses and households who find tenants to occupy their space after they leave.

Stabilization and Redevelopment Audit

The recommended strategies for revitalization call for a periodic "Stabilization and Redevelopment Audit", to be conducted by the Task Force. The Stabilization and Redevelopment Audit is presented in the Neighborhood Stabilization Section. The Results of the audit could trigger a redevelopment intervention in Downtown when, say, office lease rates plummeted or vacancy rates increased dramatically. The audits will support the rationale for public and private actions and help the participant groups—whether the Task Force, the City, the Main Street Program or other group—be more strategic and timely. Finally, to be more effective, the Task Force should examine the options for incorporating as not-for-profit organization.

Downtown Traffic Study

A quality transportation system seamlessly links older patterns of development and roadway infrastructure with contemporary patterns of growth and transportation improvements. Therefore, traffic circulation in Downtown Jacksonville must be addressed in conjunction with other downtown revitalization efforts recommended in this plan. It is recommended that a traffic study is conducted to specifically address transportation improvements in downtown Jacksonville. The scope of this study should include the following objectives;

- Identify specific issues of concern in the downtown area through an orientation discussion held with City staff and or officials.

- Obtain manual turning movement traffic counts for the peak traffic hour of a typical weekday. Counts will be taken at the key intersections in the downtown. The peak traffic hour will be determined through obtaining 24 hour counts in fifteen minute increments on the main street in the downtown.

- Inventory the locations of traffic signs, signals, and pavement markings in the study area and evaluate the suitability of the traffic control devices and recommend appropriate improvements.

- Conduct a capacity analysis and queuing analysis for each of the key intersections in the downtown to determine the level of service and expected queue lengths for the peak hour for each of the intersections.

- Conduct a parking usage and duration survey of both the on and off-street parking for a six hour period and identify usage, turnover and duration by lot and or block face.

- Analyze accident reports for the study area for the most recent three years and identify high accident locations, probable causes, and possible solutions.

- Prepare a recommended improvement plan that identifies the deficiencies in safety, traffic operation, traffic control, and parking, and recommends alternative improvements and probable costs for implementation.

- Prepare a final report that documents the data collection, analysis, and recommendations in a narrative report supported by graphic exhibits and summary tables and include a technical appendix of the data and analysis.

Creative Redevelopment Partnerships

The development of creative redevelopment partnerships is a necessary component in the process of revitalizing downtown Jacksonville. As indicated in Strategy Two: Develop Unique Partnerships, the local institutions should be involved in the redevelopment of downtown. It is recommended that the City provide incentives to the local colleges and other institutions to relocate services in the downtown. Local businesses and colleges could increase their presence downtown by co-locating services such as computer labs, housing, dining facilities, bookstores, and library services in one downtown location. The use of shared facilities will provide an opportunity for local colleges (and/or other business and institutions) to exploit their services, merchandise, and presence in the Jacksonville region. By working together the colleges and businesses can share the expenses of renovating, relocating and occupying space in downtown business district. For more information please see the following Case Study "Creative Redevelopment Partnerships- The Role of the University".

Case Study: Creative Redevelopment Partnerships- "The Role of the University"

Universities can act as catalysts in revitalizing the urban core through their role in city development. The institutional strategies used are many- but must be supported by public, private, and not-for-profit partnerships.

BACKGROUND

In the early 1970s, both St. Louis University and Washington University launched initiatives to spur revitalization and reinvestment in the neighborhoods and business districts surrounding their respective campuses in the city of St. Louis. While it is easily forgotten today, the success of these institutions in reversing the decline and disinvestments in their surroundings were preceded by their decisions to maintain their campuses and medical universities in the arena of community development make St. Louis a living laboratory of successful action and investment. When challenged to lead, support, and participate in urban redevelopment, other colleges and universities as can learn from these institutions.

ST. LOUIS UNIVERSITY

St. Louis University is a Catholic, Jesuit institution dedicated to providing excellence in teaching, research, health care, and community service. Established in 1818, St. Louis University was the first institution of higher education founded west of the Mississippi River.

The University has been a driving force in the revitalization of midtown St. Louis, and has made a commitment to remain an urban university rather than locating to a suburban campus. The University has formed close relationships with business, industrial and civic leaders as well as with the surrounding neighborhoods. The commitment for revitalization is further exemplified by a $10 million revolving loan fund that was recently approved by the University's board of trustees, with funds earmarked for real estate development projects near the University's Campus

The Urban Planning and Real Estate Development Program at Saint Louis University partners with professional organizations such as the Urban Land Institute.

Seminars and workshops have been conducted at the local level. The City of Jacksonville should consider coordinating the efforts of local colleges in offering workshops and conferences with organizations like the Urban Land Institute. Downtown revitalization in small cities and be a theme for a conference.

Contact Information
Urban Land Institute
(314) 344-4310

DOWNTOWN DESIGN GUIDELINES

In the Downtown, no building shall be erected or more than 50% of an existing building altered that does not address the following development guidelines:

A. Careful consideration of durable materials, proportions, and shapes, emphasizing the importance of roofs as integral and embracing elements of the over-all design, is particularly important. Building rooftops shall have the following features:

   1. Parapets concealing flat roofs and roof top equipment and/or;

   2. Overhanging eaves.

B. Roof mounted equipment, including ventilators and satellite dishes shall be screened from view (100% opacity) or isolated so as not to be visible from ground level of any adjacent public thoroughfare or residentially-zoned area, up to a maximum of three hundred feet (300') away. The appearance of roof screens shall be coordinated with the building to maintain a unified appearance.

C. All electrical and mechanical equipment located adjacent to the building and visible from any adjacent public thoroughfare or a residentially-zoned area shall be screened from view (100% opacity), up to a maximum of three hundred feed (300') away. Such screens and enclosures shall be treated as integral elements of the building's appearance.

D. The form and proportion of new buildings or redevelopment shall be consistent or compatible with the scale, form and proportion of existing development in the downtown.

E. Pedestrian Access: Pedestrian access shall be an integral part of the overall design of each commercial development. The pedestrian access should provide not only safe and convenient access to and from off-street parking areas but should also connect with abutting properties and developments so as to create an alternative means of transportation for residents of the downtown:

   1. Sidewalks at least 5 feet in width shall be provided along all sides of a lot that abut a dedicated public or private street. A continuous internal pedestrian sidewalk shall be provided from the perimeter public sidewalk to the principal customer entrance(s). This internal sidewalk shall feature landscaping, benches, and other such materials and facilities for no less than 50 percent of its length.

   2. Sidewalks shall be provided along the full length of the building along any facade featuring a customer entrance and along any facade abutting a public parking areas. Such

sidewalks shall be located at the building facade to provide continuous edges; and shall incorporate planting areas for landscaping along the street.

3. Internal pedestrian sidewalks shall be distinguished from driving surfaces through the use of special pavers, bricks, or scored concrete to enhance pedestrian safety and the attractiveness of the sidewalks.

F. Architectural design should create visual interest through the use of different textures, complementary colors, shadow lines and contrasting shapes indigenous to the downtown. The use of walls in a single color, with little detailing or completely blank, is strongly discouraged.

G. Monotony of design in single or multiple building projects shall be avoided. Variation of detail, form, and siting shall be used to provide visual interest.

H. Loading docks, trash enclosures, outdoor storage and similar facilities and functions shall be incorporated into the overall design of the building and the landscaping so that the visual and acoustic impacts of these functions are reduced to as great an extent as possible and are out of view from adjacent properties and public streets.

I. Building facades that are 100 feet or greater in length shall incorporate recesses and projections along at least 20 percent of the length of the building facade, reflecting the archetype of the downtown. Windows, awnings, and arcades must total at least 60 percent of the facade length abutting any public street.

J. When a building facade 100 feet or greater in length abuts a residential district, a buffer or screen shall be installed between the building facade and the abutting residential district. The buffer area shall consists of landscaping with evergreen trees at intervals of at least 20 feet on center, or in clusters.

K. Minimum Exterior Building Material Standards: A minimum of 50% of each exterior wall shall consist of one or more of the following materials:

1. Stone material used for masonry construction may consist of granite, sandstone, slate, limestone, marble, or other hard and durable all-weather stone. Ashlar, cut stone, and dimensioned stone construction techniques are acceptable.
2. Brick material used for masonry construction shall be composed of hard fired (kiln fired) all-weather common brick or other all-weather facing brick.
3. Stucco or approved gypsum concrete/plaster materials.

APPENDIX A: ECONOMIC DEVELOPMENT STRATEGIES

EXECUTIVE SUMMARY

The City of Jacksonville Comprehensive Plan update included a community planning "charrette" on business activity and economic stability, analyzed by district. Prior to the economic development charrette, a similar public workshop was held which focussed on neighborhood issues in Jacksonville. A charrette is a public workshop facilitated by the project consultant to allow participants to identify strategies for implementing land use policies. The workshops build on the awareness and local knowledge of local participants and the "Project Steering Committee," which reviewed and edited the charrette results in consultation with the plan update consultant.

The Charrette process was utilized to develop specific "strategies" critical to business development in each district of the city. Each group was then asked to summarize their findings and strategies for the entire group. The economic development charrette workshop led to "policy steps" for implementation of the workshop issues. A summary of the issues and policy steps is on the following pages, listed by district.

NORTHRIDGE

Issue: Maintain population base to provide quality workers for Passavant Hospital, Jacksonville High School, and CSC.	Policy Step **(responsible entity(s), timing)**
Issue Description: *Jacksonville's population is stagnant/declining. Major employers face problems finding an adequate supply of quality workers.*	
Ensure high quality schools by passing referendum in 2002	**Civic/community groups to provide support**
Promote Jacksonville's assets using Internet and other sources.	**Chamber of Commerce, City, School District, Economic Development Corporation-—all linked on Internet. (Immediately)**
Develop high quality, affordable child care facilities	**Churches, employers (Within 5 years)**
Issue: Jacksonville needs housing to attract young families.	

Issue Description: *There is not enough housing in the $60,000 - $80,000 price range.*	
Continue offering city-subsidized lower interest rates for first-time homebuyers	**City of Jacksonville (ongoing)**
Plan for residential subdivisions in identified "Growth Areas" of Jacksonville and encourage platting of land for housing development in the planned areas.	**City of Jacksonville (ongoing)**
Issue: Planning beyond this planning district, outside city boundary	
Issue Description: *Currently there is no coordination for planning for the area beyond this planning district between the City and County*	
City and County should meet to develop a unified vision for this area	**City of Jacksonville, Morgan County (immediately)**
Include Municipal Airport Board in planning efforts so airport property will be included	**City of Jacksonville, Morgan County, Airport Board**

Issue: Public use businesses need to be developed	
Issue Description: *These types of businesses have not been successful in this area. Businesses such as Chris BBQ, miniature golf course, and bowling alley have closed, while convenience stores, medical facilities and a golf course have succeeded.*	
Survey major employee groups and residents in the area to find out what they want.	**JREDC, students, Chamber of Commerce**

Issue: Poor street conditions, traffic patterns	**City of Jacksonville**
Issue Description: *Sandusky Road to Computer Sciences Corporation and Northridge Golf Course is not paved, Diamond is a dead-end street, and Route 78 by Nestle is only 2-lanes and in poor condition.*	
Add area street improvement needs to the city Capital Improvements Program (CIP), such as: Pave Sandusky to Airport Road, and extend and pave North Diamond to Airport Road	**City of Jacksonville**
Request that IDOT improve Route 78 from the interchange to North Main and the North end of town.	**City of Jacksonville, IDOT**

WEST LAFAYETTE

Issue: Long-term utilization of the Morgan County Fairgrounds	*Policy Step* **responsible entity(s)**
Issue Description: *The Morgan County Fairgrounds can be developed into a recreation area and used all year-round*	
Continue examining multi-recreational and institutional shared use of the Fairgrounds.	**City of Jacksonville** **Fair Board**
Issue: Preservation of open space	
Issue Description: *As development occurs in this area, agriculture lands and natural areas will be lost.*	
Require new developments to dedicate open space	**City of Jacksonville**
Plan for and acquire park land in the north and west sectors of the city to assure more equitable distribution of park facilities throughout the city.	**City of Jacksonville**

Issue: Manage growth west of Route 104	
Issue Description: *Development should be carefully planned to ensure proper development and sufficient provision of services.*	
Plan for longer-term urban growth beyond the timeframe of the Comprehensive Plan for areas west of Route104, given topographic constraints and the attendant cost of providing municipal utilities.	**City of Jacksonville**

EASTGATE/LAKE

Issue: Eastgate expansion	Policy Step **responsible entity(s)**
Issue Description: *As development occurs/grows, it must be supported with infrastructure/utilities*	
ORI (office, research, light industrial) study – include utilities expansion SE of I72	**City of Jacksonville**
Manage residential expansion (Roegge Rd./Mobile Rd. going north)	**City of Jacksonville in cooperation with Morgan County officials.**
Annexation needed	**City of Jacksonville**
Recruit appropriate commercial development (to create a neighborhood center)	**Economic Development Corporation**
Issue: Blighted appearance of E. Morton entryway to city	
Issue Description: *View when accessing Morton Avenue from I 72, from just east of Route 104 to the viaduct gives a poor first impression.*	
Enforcement of codes and standards needed	**City of Jacksonville / Local neighborhood groups**
Annexation infill	**City of Jacksonville**

WEST MORTON

Issue: The development of infrastructure (high and low tech) within the undeveloped area.	Policy Step **(responsible entity(s), timing)**
Issue Description: *Low tech infrastructure needed includes water, sewer, and electric. High tech includes telecommunications lines (phone, cable, etc.)*	
Develop comprehensive infrastructure plan for the undeveloped area.	**City of Jacksonville, private utility companies, immediately**
Identify funding sources for additional infrastructure (private and public funding options). Potential sources include: TIF district, state/federal grants, sales tax, developers, utility rates, special legislative initiatives.	**City, city council, state government, economic development groups (JREDC, TCCDC)**
Extend existing infrastructure to undeveloped area.	**Individual utilities partnering with developers**

Issue: Zoning, land use plan, annexation	
Issue Description: *The city should plan for annexation of growth areas in and around I-72 interchanges prior to development in order to maximize control of urban systems, such as land use type and intensity, as well as municipal utility extensions.*	
Annex all land between West Morton (north) and Interstate 72 (south), and west of the 67 corridor.	**City of Jacksonville, immediately**
Develop a service road running parallel to I-72 on the north side, and one on the east side of the 67 corridor.	**City of Jacksonville, immediately**
Rezone surrounding farmland to industrial, commercial and residential.	**City of Jacksonville, immediately**
Plan for recreation activities, including bike/jogging paths, water park, etc.	**City of Jacksonville, immediately**
Issue: Attraction of link or new industries	

Issue Description: *Attract new business to the area or recruit businesses that currently provide goods and services to local business but are located elsewhere to relocate to Jacksonville.*	
Involve JREDC to see what they've done.	**City of Jacksonville, JREDC**
Poll existing industry to identify their key suppliers.	**City of Jacksonville, JREDC**
Determine if suppliers are candidates for recruitment.	**City of Jacksonville, JREDC**
Study the AGI process to find a success story.	**City of Jacksonville, JREDC**
Work with city to provide infrastructure and an enterprise zone.	**City of Jacksonville, JREDC**
Work with JREDC to develop marketing materials and locate places to advertise.	**City of Jacksonville, JREDC**
Focus on improving local workforce, as this will be a key attraction, along with cheap land and highway access.	**City of Jacksonville**

EAST WALNUT

Issue: Neighborhood continuity/incompatible uses	**Policy Step (responsible entity(s), timing)**
Issue Description: *Businesses are mixed with residential uses, and there is no plan for the neighborhood. Certain businesses have had a positive impact, like BIRDCO, Turner Tree, and Pat's Dream Cream, but others have not.*	
Initiate long-range development planning for zoning issues.	**City of Jacksonville , Plan Commission**
Develop low-lying areas around Mauvaisterre Creek for green space.	**City of Jacksonville, local land owners**
Issue: The main entrance into the neighborhood, from Clay Street, gives a bad visual image. Creates a negative stereotype of entire area.	
Issue Description: *MacMurray improvements, city's street improvements in this area have helped, but crime and decay north of the railroad tracks has not.*	
Promote Habitat for Humanity development, to move renters to home ownership.	**City of Jacksonville, Morgan County, Habitat for Humanity, Morgan County Housing Authority**

Create incentives for landlords to maintain their property, possibly a tax break.	**Landlord Association**
Promote the enterprise zone more	**City of Jacksonville**
Issue: Lack of moderately priced/quality housing	
Issue Description: *There is a shortage of this type of housing. Spradlin's mobile home park and Cedar Brook Apartments are recent developments to fill this need, but shortage still remains.*	
Promote new development in the area	**City of Jacksonville, Chamber of Commerce, (supported by the JREDC)**
Promote green space	**City of Jacksonville, local land owners**
Issue: Poor condition of parks in neighborhood	
Issue Description: *Parks lack sufficient playground equipment, plus fencing conveys a poor visual image.*	
Remove fencing or replace chain link with a more appealing style.	**City of Jacksonville Parks and Lakes Dept.**
Add lighting, signage and equipment.	**City of Jacksonville Parks and Lakes Dept.**
Sponsor supervised events in parks, such as soccer clinics and games, youth football clinics and games.	**City of Jacksonville Parks and Lakes Dept., youth sports associations**
Issue: Lack of public transportation	
Issue Description: *Senior citizen buses do a lot, local cab company has both positive and negative aspects. Star Cab is a new cab company.*	
Extend the voucher system to the new cab company	**City of Jacksonville, cab company, other entities**
Issue: There are a lack of sewer and water upgrades in the area.	
Issue Description: *Many houses are still on septic tanks.*	
Study existing water and sewer system in the area to determine whether they are sufficient to support new development.	**Jacksonville Water Department**

TOWN CENTER

Issue: How to tie Morton Avenue, between Harding and Diamond, and the downtown together, both commercially and visually.	**Policy Step (responsible entity(s), timing)**
Issue Description: *Improvements to the downtown traffic patterns and parking are needed. These improvements can help create the tie-in between these two commercial districts.*	
Purchase and remove quad buildings	
Restore one-way traffic around the square, with diagonal parking on both sides	**City of Jacksonville**
Convert older 2-story homes on S. Main to lower-level commercial, upper-level residential	**City of Jacksonville, building owners and local businesses**
Use Town Brook as an attractive midway point between Morton and downtown	**City of Jacksonville, local land owners**
Replace existing lighting on S. Main with historic lighting—continue north on Main to Walnut. Do the same for State Street from Church to Clay.	**City of Jacksonville, local land/business owners**
Establish better truck routes/bypasses.	**City of Jacksonville, IDOT**
Issue: Specialty shops are needed in the downtown	
Issue Description: *New small businesses should be encouraged in all parts of town, but especially downtown.*	
Coordinate provision of business services, and promote this to potential small businesses.	**City of Jacksonville, Chamber of Commerce, local business owners**
Establish shops that meet the needs of the college communities.	**City of Jacksonville, Chamber of Commerce, local universities.**
Relocate businesses currently in the quad buildings to existing storefronts on the square.	**City of Jacksonville, local business owners, Jacksonville Main Street & downtown property owners.**

Issue: Poor maintenance of landscaping and buildings	
Issue Description: *The overall appearance of the downtown can be improved by removing "eyesores" and planting additional landscaping.*	
Establish small park where Sears used to be (north side of Plaza)	**City of Jacksonville**
Convert one of the movie theatres to a theatre/dinner theatre.	**Property owner(s), City of Jacksonville, Jacksonville Main Street**
Convert old post office into a community center or Heritage Cultural Center.	**Property owner(s), City of Jacksonville, Jacksonville Main Street**
Provide more opportunities for public/private partnerships—i.e., removal of canopies.	**City of Jacksonville, local business owners & downtown property owners.**
Revise related city codes	**City of Jacksonville, Plan Commission**
Issue: Encourage development of 2nd and 3rd floor living quarters.	
Issue Description: *(none given)*	
Review zoning ordinance for feasibility	**City of Jacksonville**
Provide potential developers/investors with clear information about city requirements.	**City of Jacksonville**
Issue: Signage problems on Morton Ave.	
Issue Description: *(none given)*	
Review city's sign requirements and revise to ensure greater control over new signs, and overall uniformity.	**City of Jacksonville, Plan Commission**

TOWN CENTER 2

Issue: Undue Urban Renewal	**Policy Step (responsible entity(s), timing)**
Issue Description: *Open North and South Main entrances to downtown Jacksonville, purchase and remove quad buildings to restore the square, improve streetscape and traffic flow, restore diagonal parking, remove canopies.*	
Purchase the quad buildings	**Jacksonville Main Street with public and private sector support, within next five (5) years**
Secure adequate funding to accomplish the task of undoing urban renewal	**Jacksonville Main Street, within next five (5) years**
Develop a comprehensive plan for the restoration and revitalization of Downtown Jacksonville	**Jacksonville Main Street, City of Jacksonville, along with entire community**
Issue: Develop a municipal code that allows for the cost-effective renovation of older structures and then educate the public about the code.	
Issue Description: *Currently, the building treats all structures the same, regardless of building age. Older structures require special provisions to make their renovation feasible. Increased public awareness of the building code pertaining to historic structures is needed—too often individuals obtain their information from sources other than city staff. The Inspections Department lacks sufficient resources.*	
Provide answers to the most frequently asked questions on city's website	**City of Jacksonville**
Develop a TIF district	**Jacksonville Main Street, within next two (2) years.**
Develop an overlay district downtown *Develop design guidelines*	**Jacksonville Main Street, City of Jacksonville, Historic Preservation Commission**
Provide assistance to the Inspections Department	**Chamber of Commerce, Main Street, area banks, and realtors, now and next year**

Issue: Lack of technological infrastructure	
Issue Description: *Jacksonville lacks the technological infrastructure to attract, retain and expand business.*	
Develop an inventory of existing infrastructure	**City-appointed task force, Illinois Power, Verizon, Chamber of Commerce**
Determine needs	**Task force and/or survey**
Build necessary infrastructure	**City and area businesses**
Issue: Streetscape in Town Center	
Issue Description: *The appearance of Town Center is unattractive and obsolete, and needs to be improved.*	
Design a plan for lighting, signage, outdoor furniture, green space, and removal of the existing amphitheater.	**Jacksonville Main Street, City, Chamber of Commerce, within next year**
Issue: Increase service-oriented businesses in the Downtown	
Issue Description: *Existing downtown business do not have adequate services to support their business. More specialty shops are needed.*	
Produce marketing materials and incentives packages to attract new businesses	**Jacksonville Main Street**
Survey downtown residents	**Jacksonville Main Street, within the next year**

(This Page Left Blank Intentionally)

APPENDIX B: DEVELOPMENT FINANCING OPTIONS

FINANCING OPTIONS AND INCENTIVES

FUNDING PROGRAM	Contact/Administering Entity	Grant Types	Eligible Uses
CDAP	DCCA	Economic Development	loans for new/expanding businesses
			Infrastructure improvements
		Housing	upgrade/expand housing stock
		Planning Activities	studies, analyses, data gathering, identification of implementation actions, plan preparation
Illinois Tomorrow	Dept. of Commerce and Community Affairs (DCCA)	Prime Sites Linked Development	Development in distressed urban areas Assistance linking existing resources and potential investments
	IL Dept. of Transportation (IDOT)	Corridor Grant Program	planning activities that promote the integration of transportation, land use, and infrastructure
Grants-in-Aid Programs	IL Dept. of Natural Resources (IDNR)	Open Space Lands Acquisition and Development (ODLAD)	acquisition and/or development of land for public parks and open space
		Illinois Trails Grant Programs	Acquisition, development and maintenance of trails for public use
Bureau of Tourism Grants	Dept. of Commerce and Community Affairs (DCCA)	Tourism Attraction Development Grant Program	Projects that improve existing or develop new tourist attractions, including land acquisition, purchase, construction or renovation of buildings machinery or equipment, creation or implementation of interpretive programs

TAX INCENTIVES			
Illinois EDGE Program	DCCA	Tax credit to new or expanding businesses	Reduce firm's state income tax liability to encourage job retention and creation in Illinois
Property Tax Abatement	State of Illinois		Incentive to industrial or commercial firms to locate/expand in Illinois
Replacement Tax Investment Credits	State of Illinois		credit against Illinois Personal Property Replacement Income Tax for mining, manufacturing and commercial firms
Sales/Use Tax Exemptions	State of Illinois		sales/use tax exemptions for farm and manufacturing machinery
Manufacturers' Purchase Credits	State of Illinois		additional tax credit for purchase of manufacturing machinery
LOAN PROGRAMS			
Rural Development Business and Industrial Loan Program	USDA		loans to businesses in rural areas
Illinois Development Finance Authority Loan Programs	IDFA	revenue bond financing and lending programs	
Small Business Development Loan Programs	DCCA		
Revolving Loan Fund (RLF)	City of Jacksonville/JREDC		loans to businesses to encourage job creation and investment public infrastructure improvements by local government to spur job creation and investment

JACKSONVILLE ENTERPRISE ZONE INCENTIVES

Jobs Tax Credit

- reduces Illinois income tax liability for employers who hire SSG or SDA (dislocated or disadvantaged workers)
- administered through the Illinois Department of Commerce and Community Affairs (DCCA)

Work Opportunity Tax Credit

- reduces Federal tax liability for employers who hire from 7 targeted groups
- tax credit is = to 35% of qualified employees first year wages, w/ cap of $2100
- administered through IDES (Illinois Dept of Employment Security)

Financial Institution Advantages

- Deduction from Illinois Corp Income Tax in the amount equal to the interest received from a loan for development in the enterprise zone.

Property Tax Incentives

- In the Jacksonville Enterprise Zone, property tax on the increase in assessed value due to new construction, expansion, or a revitalization project is abated.
- The abatement period varies depending on whether the project is commercial and industrial, owner occupied residential or multi-family rental.

Sales Tax Deductions

- A retailer can exempt sales tax on building materials purchased for a project within the enterprise zone. The project must require a building, plumbing or electrical permit, which the purchaser then shows to the retailer at the time of purchase.
- Retailers are not required to participate, however their cooperation with the program has been good.
- Eligible materials are those that will be permanently affixed to real property.

Investment Tax Credit

- Corporations, trusts, estates, individuals, partners and subchapter S shareholders may take a .5 percent credit against the state income tax for investments in qualified property that is placed into service in the enterprise zone.
- Qualified property is that which has a useful life of at least 4 years, and is an improvement or addition of a capital nature.

REVOLVING LOAN FUND

The City of Jacksonville's Revolving Loan Fund (RLF) is created with funds recaptured from the Community Development Assistance Program (CDAP). As CDAP economic development funds are repaid, the city places these moneys in the locally administered RLF. The RLF can be used to fund future economic development opportunities for local businesses, as well as businesses that want to relocate to Jacksonville, and is particularly useful in providing "gap" financing, leveraging larger amounts of private sector dollars.

The purpose of the fund it to stimulate economic growth in Jacksonville by assisting with the retention and expansion of the existing industrial base, the development of startup businesses and the creation of new jobs. In particular, the RLF targets minority and female owned businesses, as well as low- to moderate- income persons. All loan applications must meet the basic job creation/retention requirements and 51 percent low-to-moderate income benefit.

The geographic area served by this fund is within the corporate limits of the city, or within the mile-and-one-half zoning boundaries outside the corporate limits. The maximum loan amount set by DCCA varies depending on the project, however the city may increase the loan if it deems necessary, up to $200,000. Most loan amounts are not large, but overall they can be an integral part of a business' financing package. A detailed description of Jacksonville's Revolving Loan Fund is found on the city's website at www.jacksonville.com.

When a community with an existing RLF applies to DCCA for a new CDAP grant, DCCA will consider the community's RLF balance when reviewing the application. The grant request may be reduced by the amount of the balance of the fund. Or, if the balance is high enough, DCCA may deny the grant request completely. This serves as an incentive for communities to spend down their fund prior to submitting a new application, of make plans to contribute the local balance to the project. They City of Jacksonville currently carries a large RLF balance, which it must substantially draw down in order to reestablish eligibility for CDAP grants.

Promotion

In the City of Jacksonville, the Revolving Loan Fund is administered through the Mayor's office. The Jacksonville Regional Economic Development Corporation (JREDC) provides information about RLF to prospective businesses that request it. Promotion of this economic development opportunity is essential so that both businesses and the City of Jacksonville may fully benefit from it. The continued availability of CDAP grants is also dependent upon the ability of the city to generate applications for the RLF.

The City of Jacksonville currently outlines several methods of promoting the RLF in its Revolving Loan Fund Recapture Strategy:

- RLF information will be provided to prospective applicants by the City of Jacksonville or JREDC upon request;
- RLF information will be included in the city's marketing package sent to prospective businesses;
- RLF information will be provided to area economic development commissions and the Chamber of Commerce to include in their area marketing information;
- Approved loan projects should be publicized by sending news releases to area media and holding news conferences, ribbon cuttings and ground breaking ceremonies to encourage media coverage;
- Area lending institutions will be provided with information about the RLF and asked to inform potential borrowers of fund availability.

The city should revisit these promotion strategies and make sure they are implementing them. In addition, the city should consider creating an economic development officer position to administer not only the RLF, but the city's other economic development programs and initiatives on a full time basis.

SUMMARY OF FUNDING SOURCES AND AVAILABLE IMPLEMENTATION PROGRAMS

The following information was provided via the Illinois Tomorrow Web Site. A list of other agencies sponsoring programs and funding sources is listed at the end of this section. The programs have been categorized based upon the six critical issues used in the Implementation Program

Housing & Neighborhood Stabilization

Freshrate
Provided by the Illinois Development Finance Authority, the Freshrate Program is a tool to strengthen neighborhoods by providing loans for a down payment to first-time homebuyers. (IDFA)

Office of Housing Coordination Services (OHCS)
OHCS was created in 1991 to coordinate housing programs administered by Illinois State agencies and to act as an information clearinghouse and referral source for all affordable housing programs throughout Illinois. (IHDA)

Single-Family Programs
The Illinois Housing Development Authority has developed two programs, the "First-Time Homebuyer Program" (MRB) and the "Mortgage Credit Certificate Program" (MCC), to assist the first-time buyer in overcoming some of the financial issues that arise in purchasing a home. IHDA offers 30 year fixed-rate mortgages at below market interest rates with the MRB Program. And with the MCC Program, IHDA offers a tax credit that can assist homebuyers in qualifying for a mortgage by reducing one's federal income taxes. Both of these programs help bring the dream of homeownership within the reach of low and moderate income Illinoisans. (IHDA)
Multifamily Programs

These multifamily financing programs facilitate the creation of multi-unit rental developments that typically earmark at least 20% of their units for occupancy by low-income tenants. (IHDA)

Housing Credits Program
Created under the Tax Reform Act of 1986, the low-income housing tax credit has become the chief mechanism to make the creation of low-income rental housing financially feasible. (IHDA)

Affordable Housing Trust Fund
The Affordable Housing Trust Fund serves as a source of gap financing for affordable housing, making developments possible that otherwise would not be feasible. In addition, the Illinois Affordable Trust Fund helps fund affordable housing programs statewide through roughly $16 million allocated to eligible sponsors and developers to benefit low-income households. (IHDA)

HOME Program
The 1990 National Affordable Housing Act created HOME programs designed to expand the availability of affordable housing, meeting unique local needs of low and very low-income populations. Depending upon the program, people earning between 50% and 80% of a region's median income will usually qualify for HOME-assisted housing. (IHDA)

Affordable Financing of Public Infrastructure Program
This program provides financial assistance to local governments, public entities, medical facilities, and public health clinics to help make affordable the financing of public infrastructure improvements needed to ensure health, safety, and economic development in a community. Loans up to $100,000 for up to 10 years at low interest are available. Funding can be combined with IEPA, Rural Bond Bank, or other infrastructure programs. (DCCA)

Community Services Block Grant Program
Through the Community Services Block Grant Program, the state provides federally-funded grants to the state's 36 Community Action Agencies to carry out locally designed programs to address the needs of low-income people in the community, determine what services are lacking, and provide needed assistance. (DCCA)

Competitive Communities Initiative (CCI)
CCI is based on the belief that local communities are in the best position to affect positively their own futures and that a rigorous self-assessment is the first step a community can take toward its improvement. CCI helps communities by facilitating a process that includes developing an organizational structure to be successful, performing a local self-assessment, and developing an action/implementation plan that can serve as a blueprint for the community. CCI specialists work with municipalities, counties, and neighborhoods, including combinations and variations thereof. (DCCA)

Tax Increment Financing
This program is a locally permissible municipal financing technique that may be used to renovate blighted areas while improving the tax base of such areas. The program allows a municipality to acquire and prepare property for redevelopment and make needed public improvements. (DCCA)

Illinois FIRST Local Infrastructure Projects
The majority of quality of life infrastructure improvements contained in Illinois FIRST were developed by state legislators, working in concert with their local officials to identify the pressing infrastructure needs in the communities they represent. From sewer improvements to drinking water upgrades, from fire trucks to community centers, Illinois FIRST has provided hundreds of millions of dollars in infrastructure improvements will be made over the next five years to help communities improve their quality of life.

Business Development and Retention

Workforce Development
Governor Ryan pledged renewed focus with business and education in the development of a seamless workforce, education, and training program. To begin developing this system, he has established a Subcabinet on Workforce Development with agency directors and his Deputy Governor, and ordered the groups to begin working collaboratively on workforce training issues. (HRIC)

Illinois Century Network
The Governor knows access to technology will help students prepare for an increasingly technology-based workplace, and he is committed to enhancing every child's technological literacy. To meet this goal, Governor Ryan has committed $340 million over five years (including $63 million in FY00 and $65 million in FY01) to complete the Illinois Century Network. Several years in the planning, this initiative will create a high-speed, high-capacity network in Illinois to link data, voice, and video communications among universities, colleges, schools, libraries, museums, laboratories, and state and local governments. The benefits of the network will extend to communities and citizens to learn, work, conduct business, and provide services. (Board of Higher Education, Illinois Community College Board, State Board of Education)

Development Research, Planning, and Technical Assistance
The Governor devoted $750,000 in new funding "for administrative and grant expenses relating to research, planning, technical assistance, technological assistance, and other financial assistance to assist businesses, communities, regions, and other economic development purposes." The work-plan of the Department of Commerce and Community Affairs calls for guidance and technical assistance to urban communities, with a special focus on *infill development and cost effective development decision-making to promote economic development in urban communities*. Capacity building products funded through this must be founded upon and promote the principles of balanced growth related to three broad areas: reinvestment and redevelopment practices; growth planning and management; and blueprints for land use planning. With these products (a range of planning tools and best practices), local officials can fashion incentives, make investments, and craft land use mechanisms that address the interrelationships among employment, housing, transportation, the environment, and fiscal health; that balance and integrate the

multiple requirements for economic development, public facilities, and quality of life; and that help to manage growth and change on both a local and regional basis to create quality communities. (DCCA)

Illinois Brownfields Redevelopment Grant Program
The Brownfields Redevelopment Grant Program offers grants worth a maximum of $120,000 each to municipalities to inventory and investigate brownfields properties. Grants may be used to perform environmental site assessments and prepare cleanup plans, but cannot fund actual cleanup activities. Grant recipients are required to share in any grant award through a 70/30 match.

The Office of Brownfields Assistance steers municipalities to brownfield grant opportunities, reviews and approves grant applications, observes grant activities, and reviews reimbursement requests. (EPA)

Illinois Brownfields Redevelopment Loan Program
The Illinois Brownfields Redevelopment Loan Program offers low interest loans to support efforts by local governments and private parties to clean up brownfields sites that have already been assessed for contamination. These cleanups take place under the Illinois EPA's voluntary Site Remediation Program. The loans will pay for limited investigation, remediation, and demolition costs at brownfields sites. The maximum loan amount for any single loan application is $500,000.

The Office of Brownfields Assistance administers the loan program, which includes soliciting loan applications and managing funds. (EPA)

Brownfield Technical Assistance Program
City managers who are eager to return brownfields properties to productive use often find it can be a complicated process. Local governments may lack the expertise and resources needed to locate funding, negotiate property transactions, perform environmental investigations and cleanups, and resolve legal concerns. Representatives from the Office of Brownfields Assistance are available to assist cities in the revitalization of abandoned properties, vacant factories, and closed gas stations. They will explain cleanup options, regulatory program requirements, and environmental liability status. In addition, they can assist municipalities in securing public and private financial assistance and guide potential grant and loan recipients through the brownfields cleanup and redevelopment process. (EPA)

Site Remediation Voluntary Program
The intent of the program is to provide any person seeking to perform or performing investigative or remedial activities the opportunity to receive review and evaluation services, technical assistance and no further remediation determinations from the Illinois EPA. The Illinois EPA intends this program to be flexible and responsive to the requirements and the needs of the applicant, to project constraints and to variable remediation site conditions. The goal and scope of actions at program remediation sites are normally defined by the applicant, subject to the regulations.

Persons apply for entry into the Program and successful participation results in the issuance of a No Further Remediation letter by the Illinois EPA. (EPA)

DCCA Participation Loan Program
DCCA works with banks and other conventional lenders to provide financial assistance to small businesses that will employ Illinois workers. The state will participate in loans up to 25% of the total amount of a project, but not less than $10,000 and no more than $750,000. Banks that assist companies expanding or retaining jobs at sites located in Enterprise Zones receive more favorable security on the Department portion of the loan. (DCCA)

IDFA Participation Loan
IDFA will purchase a portion of a loan from local banks that finance small and mid-sized Illinois businesses, up to 50% of the bank loan or $300,000, which ever is less, and will offer its portion at up to 150 basis points below the bank's rate of interest. Loan proceeds must be used for the purchase of fixed assets. Participating banks perform all of the underwriting, servicing, and closing with the customer. Participation loans are most frequently used for existing businesses located in established portions of communities. Retail projects, those most often associated with the expansion into outlying green spaces, are not usually financed with participation loans.

Rural Development Loan
IDFA, serving as a relender for USDA Rural Development, will lend $150,000 or 75% of total project costs, which ever is less, directly to a borrower to finance the acquisition of fixed assets. Loans are made at a 6% fixed rate of interest for up to 7 years for equipment purchases or 10 years for real estate projects. Rural Development regulations stipulate that the project must be located in a community having a population of less than 25,000. Underwriting, servicing, and closing is performed by IDFA staff. The underlying premise of the Rural Development Loan is to provide employment opportunities for rural residents in and around small communities, alleviating the need for them to relocate to already densely populated urban areas. (IDFA)

Title IX Revolving Loan
IDFA will lend directly to a borrower up to $100,000 or 30% of total project costs, which ever is less, to finance the acquisition of fixed assets. Loans are made at a 7.5% fixed rate of interest for up to 7 years for equipment purchases or 10 years for real estate activities. Loans are restricted to manufacturers located in 25 specific counties designated by the federal Economic Development Administration (EDA) as eligible for Title IX assistance. Underwriting, servicing and closing is performed by IDFA staff. Title IX loans are frequently utilized to revitalize manufacturers located in established city areas that have experienced high levels of unemployment. (IDFA)

Microloan
IDFA will lend directly to a borrower, up to $25,000, for project costs, including working capital needs, fixed asset acquisitions, and marketing. Loans are made at a fixed rate of 10.75%, with the customary required payback period of 3 years. Underwriting, servicing, and closing is performed by IDFA staff. Loans are usually made to start-up operations or businesses in the early stages of business expansions. (IDFA)

Industrial Revenue Bond

IDFA will issue tax-exempt revenue bonds on behalf of manufacturing companies to finance the acquisition of fixed assets such as land, buildings, and equipment. Industrial Revenue Bonds (IRB) assist balanced growth in several ways. IRB's are frequently used to refurbish old-line manufacturers in established areas of communities in order to alleviate further expansion into outlying green spaces. Also, IDFA's Industrial Revenue Bond volume cap scoring provides additional points to those applicants located in economically distressed areas. (IDFA)

Tax Reactivation Pilot Project

Made possible by Illinois FIRST, the Department of Commerce and Community Affairs is working with the Cook County Assessor's Office to implement a strategy for south suburban development by working with property on the delinquent tax roles. The Cook County South Suburban Tax Reactivation and Economic Development Pilot Project will acquire and land bank delinquent properties for future economic development purposes. At the request of municipalities that want to participate in the project, delinquent properties will be identified, their marketability will be determined, and potential industrial uses will be proposed for future development. The goal of the program is to bring tax delinquent properties back onto the local tax rolls, which will provide jobs for residents and the revenue necessary to support community services. This reinvestment and redevelopment of vacant property supports the core balanced growth principles of Illinois Tomorrow. (DCCA)

Transportation Systems

Illinois FIRST - The Fund for Infrastructure, Roads, Schools, and Transit

In crafting the historic Illinois FIRST program - a five year, $12 billion investment aimed largely at repairing and improving the state's existing infrastructure - Governor Ryan directed three-quarters of its entire funding commitment, more than $8 billion, to projects that will directly reduce traffic congestion and expand mass transit for commuters and travelers in Illinois.

Transit: Illinois FIRST features a $4.1 billion allocation for bus, rail, and other mass transit infrastructure needs in Northeastern Illinois and other cities with established transit districts, including:

- Authorization for the Regional Transportation Authority - Pace, Metra, and the Chicago Transit Authority - to borrow $1.6 billion for improvement projects that will in turn capture more than $2 billion in federal funds never before available for Illinois projects due to the lack of matching state resources.
- Resources that the CTA can utilize to rebuild the Douglas Blue Line, expand service on the Ravenswood Brown Line, and restore the fare subsidy for students and senior citizens.
- Funding for the RTA to proceed into the suburbs with badly needed rail transit projects and rebuild aging infrastructures on other lines.
- A $35 million supplement to help rehabilitate mass transit systems in downstate cities.

Highways: The Governor's Illinois FIRST program includes a $3.7 billion supplement to improve the state's highways and bridges, including:

- The state's five-year highway program will improve 5,200 miles of highways and replace or rehabilitate 1500 bridges.
- A tripling of the state's investment in projects to reduce traffic congestion
- A 50 percent increase in funding for railroad crossing safety improvements
- An increase in the amount of direct motor fuel tax revenues that goes to local governments as well as increasing targeted local programs

Airports: Illinois FIRST will provide an additional $160 million to support airport projects across the state:

- Provides 20 percent more funding for the state's share of the state/local improvement program.
- Increases the ability for the state to capture up to $300 million in federal funds over the next five years for improvements at airports other than Chicago O'Hare and Midway.
- Dedicates $75 million for planning and land acquisition for a new regional airport in Will County in Northeastern Illinois.

Railroads: Governor Ryan's Illinois FIRST program will add $100 million, nearly doubling the current funding for inner city passenger service, local rail freight operations and high speed rail:

- Provides matching funds to enable the state to capture at least $200 million in federal and private railroad funding for system improvements.
- Continues to support and reduce travel times on inner city passenger rail service.
- Dedicates $70 million to upgrade infrastructure and provide rail cars and locomotives to begin high-speed rail service.

Corridor Planning Grant Program

Governor Ryan has created a new, five-year, $15 million grant program for local governments to help communities develop land use and infrastructure plans that promote efficient use of transportation facilities and improve quality of life. The program will fund planning activities that promote the integration of land use, transportation, and infrastructure facility planning in major transportation corridors in Illinois. The goals of the program are 1) to promote land use and transportation options that reduce the growth of congestion; 2) to connect infrastructure and development decisions; 3) to promote balanced economic development that reduces infrastructure costs; and 4) to promote intergovernmental cooperation. (IDOT)

Transportation Balanced Growth Partnership

The Transportation Balanced Growth Partnership identifies strategies that will assist communities in developing efficient transportation systems. The project will study two focus areas that represent a wide spectrum of development issues in Northeastern Illinois, and yield a model intergovernmental planning process to analyze Balanced Growth issues in other areas of the region and state. In turn, a toolbox will be developed for local officials that will help them evaluate various Balanced Growth strategies, alleviate institutional barriers to those strategies, and implement the desired strategies.

Provisions of Public Services and Utilities

Illinois FIRST

Governor Ryan's key legislative victory of the 1999 spring session, Illinois FIRST – Fund for Infrastructure, Roads, Schools and Transit — is an on-going $12 billion initiative designed to rebuild the state's critical infrastructure needs. Projects include highways, bridges, school classrooms, mass transit, water and sewer lines, economic development projects, park and playground development, biking and hiking trails, fire equipment, police equipment and community centers for senior and youth programs. To date, Illinois FIRST has funded:

- 1,916 projects to resurface streets, highways, and rebuild bridges
- 790 grants for fire protection buildings, vehicles, and equipment
- 652 improvements to parks and playgrounds
- 839 grants to local schools for construction, technology, or other equipment
- 295 projects to improve local sewer or water systems
- 178 grants for law enforcement buildings, vehicles, and equipment
- 207 grants to local youth programs
- 133 grants to local senior citizens centers
- 87 projects at Illinois colleges and universities

Illinois Home Weatherization Assistance Program

The Illinois Home Weatherization Assistance Program helps low-income Illinoisans reduce heating and cooling costs by improving the energy efficiency of their homes. The Program provides grant funds to the state's network of Community Action Agencies/community-based organizations, enabling them to assist low-income households, particularly senior citizens and those with disabilities, to save fuel and money while increasing the comfort of their home through energy conservation improvements. (DCCA)

Tax Increment Financing

This program is a locally permissible municipal financing technique that may be used to renovate blighted areas while improving the tax base of such areas. The program allows a municipality to acquire and prepare property for redevelopment and make needed public improvements. (DCCA)

Small Business Energy Assistance Program

DCCA provides energy information and technical assistance to small businesses, with services including on-site walk-through energy surveys, small business energy educational seminars, and the 'Motor Master" computer software program. (DCCA)

Environmental Assistance 1-800-252-3998

This program offers services to help small businesses understand regulatory requirements like the Clean Air Act Amendments of 1990. Program staff are available to answer environmental compliance questions through the Illinois Small Business Environmental Assistance Helpline. The program also operates a clearinghouse of rules, fact sheets, guides, case studies, a listing of Illinois environmental service companies, and more. (DCCA)

Illinois Recycling Grants Program
Through a competitive grant process, annual grants are awarded to governmental, not-for-profit organizations, or for-profit businesses to establish new recycling collection and processing programs or to expand existing programs. In addition to grants, the program provides technical assistance through day-to-day communication and periodic workshops. (DCCA)

Used Tire Program
The Used Tire Program has two methods of helping the citizens of Illinois to dispose of their unwanted tires.

The Illinois EPA performs a one-time Consensual Removal of up to 1000 used/waste tires at no cost to the owner of the property. If more than 1000 tires are present, the IEPA will remove the last 1000 tires after the property owner removed those tires in excess of 1000.

The Illinois EPA also co-sponsors countywide used/waste tire collections throughout the state. Up to 30 of these collections are conducted annually with the Agency providing all the necessary funding for the collection and transportation of the used/waste tires to a processing facility. The other co-sponsors, usually units of local government, or county farm bureaus, provide the necessary advertising and facility for the collections. (IEPA) (DNR)

Environmental Revenue Bond
IDFA will issue tax-exempt bonds on behalf of solid waste disposal and other companies providing services to the general public to finance the acquisition of fixed assets such as facilities, land, and equipment. Typically, these bonds follow a utilization/location pattern similar to Industrial Revenue Bonds. (IDFA)

Restoring the Safe Neighborhoods Act
After the Illinois Supreme Court overturned the multi-faceted Safe Neighborhoods Act in December 1999, Governor Ryan began lobbying for the re-enactment of its numerous important provisions against gangs, drugs, guns, drunk driving, and other crimes. With just days remaining before the scheduled adjournment of the 2000 legislative session, the General Assembly overwhelmingly passed and the Governor signed into law legislation reinstating the Illinois' Safe Neighborhoods Act. The compromise legislation included making the illegal possession of a firearm a felony crime and substantially increasing penalties for other gun offenses, including the possession of a gun by a convicted felon. The Safe Neighborhoods Act originally passed the General Assembly in 1994, and along with the provisions dealing with penalties for the unlawful

use of weapons, it contained elements dealing with numerous crimes. During the five years that the illegal possession of a firearm was a felony, the number of arrests for illegal weapons declined, as did the rate of violent crime in Illinois.

Statewide Criminal Justice Plan

The Governor charged the Illinois Criminal Justice Information Authority with the development of the first ever, comprehensive single plan to guide the allocation of federal funds which come to Illinois for criminal justice purposes to ensure these dollars impact the areas in which they are most needed.

Increasing Police Presence in Our Communities
As part of an ongoing effort to keep crime rates down and our streets and highways safe, Governor Ryan won passage of a budget increase to fund the training of 100 new State Police officer cadets in FY 2000. He included funding for an additional two new cadet classes, graduating 86 new troopers in FY 2001. (ISP)

Facility Planning Areas
A Facility Planning Area (FPA) is defined as the area considered for possible wastewater treatment service within a twenty-year planning period. Approved by the Illinois EPA, a FPA is an area in which a designated wastewater treatment authority has the right to plan, design, construct, own, and operate sewer facilities (wastewater treatment plants, interceptors, collection systems, etc.).

The wastewater treatment needs and FPA for a community are identified in the Illinois Water Quality Management Plan. The Illinois EPA designates FPAs large enough to take advantage of economies of scale, efficiencies possible in regional planning, or decentralized or individual on-site systems. Facility planning consists of those necessary plans and studies that directly relate to treatment works needed to comply with the enforceable requirements of the Clean Water Act. Facility planning substantiates the need for wastewater facilities and thereby provides local planning authorities a tool to assure infrastructural integrity in long range planning. (EPA)

Linked Development Program
Governor Ryan has created a new, five-year, $28 million grant program initiative, which is designed around the concept of linking, or leveraging, a community's existing resources and potential investments to a broader economic development strategy. Examples of linked development could include bundling transportation funding to areas of job surplus in order to tie together areas of high unemployment and areas of worker shortage; linking affordable housing investments to areas that have low unemployment or worker shortages; leveraging funds to provide infrastructure upgrades for remediated brownfields. Currently there is $6 million in Illinois FIRST funding through DCCA for linked development grants, for the purpose of making grants to community organizations, for not-for-profit corporations, or local governments linked to the development of job creation projects that would increase economic development in economically depressed areas within the state. (DCCA)

Prime Sites
Since 1999, Governor Ryan has provided $66 million in new funding for the Prime Sites Program, which will provide grant funding for local infrastructure needs (water, sewer, road or utility improvements, for example) in existing urban or industrial areas that are tied to future job creation and retention at the site. The Large Business Development Program has a cap of $500,000 for grants and $2 million for loans. The Business Development Program does not have a statutory ceiling, but is generally limited to $500,000 or less per project. (DCCA)

Community Development Assistance Program (CDAP)
The Community Development Assistance Program assists smaller Illinois local governments in financing public facilities and housing rehabilitation. There are numerous categories of grants within CDAP, including: up to $400,000 for public facility construction and $100,000 for design; $25,000 for water and sewer planning; $100,000 for emergency public facilities and $150,000 for removal of architectural barriers; $400,000 for housing rehabilitation; and $500,000 for economic development. Grant funds also may be awarded to communities that utilize the funds to make loans to businesses for projects that will create or retain jobs in the community.

Focusing on redevelopment, within already existing communities with established transportation networks, helps reduce urban sprawl into undeveloped areas. Under the public facilities component, grants are provided to assist communities with planning, engineering, and construction costs associated with public works improvements. Under the housing component, grants are provided to communities to assist with rehabilitating substandard housing. (DCCA)

Venture Capital
In conjunction with the Illinois Venture Investment Fund (IVIF), IDFA provides seed-stage equity financing for small high-technology companies. (IDFA)

Not-for-Profit Bond
IDFA will issue tax-exempt revenue bonds to finance capital improvements such as the purchase, rehabilitation, improvement or expansion of land, buildings, and equipment. Bonds are typically issued for projects having total costs in excess of $2 million. (IDFA)

Not-for-Profit Lease
IDFA will issue tax-exempt leases to finance capital improvements such as the purchase, rehabilitation, improvement or expansion of land, buildings, and equipment. IDFA will enter into a lease-purchase agreement with the not-for-profit for projects usually having total costs less than $1 million. (IDFA)

Creating Quality Places

Building and Repairing Our Schools
Building maintenance is an important safety, educational, and economic development issue. Governor Ryan believes that every child should have an equal opportunity to attend school in an environment that is physically safe and conducive to learning. Governor Ryan's bold Illinois FIRST Program meets his

promise to provide more funding for school construction. In addition to accelerating school construction grants, Illinois FIRST will provide approximately $2 billion for schools over the next five years. The very first legislative measures George Ryan signed as Governor were bills to free various school districts, libraries, and municipalities throughout Illinois to proceed with voter-approved construction projects. (SBE, CDB)

Community Outreach Section

The recently formed Community Outreach Section has the primary responsibility to assess the dynamics of the natural resource component of Illinois' urban environments and provide technical assistance to regional and local decision makers on natural resource matters. In order to assess the issue of urban growth the section has recently completed an analysis of the causes and impacts of urban sprawl entitled "The Changing Illinois Landscape". Following on this report, the section is now developing a statewide technical assistance program for local natural resource planning and protection. A primary role is to coordinate the delivery of current Department programs that can be assist communities at achieving balanced growth. Further this program will coordinate with other state agencies with regards to balancing natural resource protection and urban growth. In addition to traditional material (brochures, audio-video, CDs) this program is developing web based delivery of various tools that will help communities balance growth with quality of life issues. The assistance to regional communities include land cover mapping, development of measures for tracking growth, and use of visualization tools for assessing future scenarios.

Further the section has funded the University of Illinois at Urbana-Champaign on balanced growth topics including; other states legislative action on balanced growth, (growth management and model legislation), assessment of government subsidies, and zoning influences on sprawl, and a brochure promoting conservation subdivision design.(DNR)

Safe Schools

Before any of our education reforms can be expected to succeed, Governor Ryan believes school districts must provide students with a safe learning environment. As he said in his first State of the State address, he believes Attorney General Jim Ryan's "Safe to Learn" program, which creates a school-based safety and violence prevention grant program, will give school districts the resources and technical assistance needed to create and preserve safe schools. The Governor secured $14 million in each of his FY 2000 and 2001 budgets to fund this important program. (Attorney General)

Green Illinois

The Governor recently unveiled his new Green Illinois initiative, designed to increase awareness and promote efforts to reduce waste, use alternative fuels, improve energy efficiency, and generally use products and procedures that are environmentally sustainable and economically efficient. One of the two key components of Green Illinois is the Green Communities Demonstration Program, which will support the development and implementation of comprehensive community environmental action plans. During the spring of 2001, state agencies will enter into pilot partnership agreements with three communities that wish to develop place-based environmental management plans to bring together diverse interests, address environmental issues in a holistic and collaborative manner and encourage interaction between

government agencies. These plans will address such issues as wildlife/natural area protection, energy/water efficiency, renewable resources, environmental education and enhancement of clean air, and land and water resources. State funding will be made available to support planning and public outreach activities in each community.

Open Lands Trust

In the past, Illinois has ranked almost dead last among the states in the amount of public land set aside for its residents. Not content to allow that to continue, Governor Ryan has undertaken an historic effort to conserve our state's natural heritage by creating the Illinois Open Lands Trust-a four-year, $160 million bonding program to set aside land for open space, provide new outdoor recreation opportunities, and promote wildlife habitat. Governor Ryan's Open Lands Trust initiative is the largest open space acquisition and preservation program in the history of the State of Illinois. Approximately $40 million is made available each year for state land acquisition, as well as a combination of competitive grants and loans to local governments for open space protection. Maximum grant awards to local governments are $2 million and require a local match. Local governments, in rural areas where the state purchases land, will be provided with community planning grants for capital projects. The program also allows for partnerships with non-governmental organizations, provided that lands acquired with state funds remain under governmental ownership. All land acquired through this program will be from willing sellers only. (IDNR)

Open Space Land Acquisition and Development (OSLAD)

Governor Ryan helped create the Open Space Land Acquisition and Development program as Jim Thompson's lieutenant governor. More than $125.3 million has been awarded to nearly 800 local park projects since the OSLAD program began in 1986. OSLAD funds are used to provide competitive grants for projects such as parks, outdoor recreation facilities, and urban forests. The program is funded by a dedicated percentage of the state real estate transfer tax. Maximum grant awards are $750,000 for acquisition and $400,000 for development projects and a local match is required.

In 2000, Governor Ryan provided $21 million throughout the state to create new local parks, further develop and improve existing park areas, and preserve natural areas. This is a $3.2 million increase from the previous year was made possible by Governor Ryan to help fulfill requests by local governments. (IDNR)

Bike Paths

Governor Ryan has awarded approximately $120 million to nearly 140 community bicycle path projects, adding hundreds of miles of trails to Illinois' current park system and expanding recreational opportunities in every part of the state. The Governor's Illinois FIRST program, the Illinois Department of Transportation, and the Illinois Department of Natural Resources generate the funding for bicycle path projects.

The DNR grants are available to any local government with statutory authority to acquire and develop land for public recreation. The grants are funded from a percentage of motor vehicle title transfer fees and provide up to 50% of an approved project's total cost. Grants through DNR to develop bike paths are

limited to $200,000 and there is no cap for acquisition projects. IDOT administers the Illinois Transportation Enhancement Program (ITEP) in cooperation with DNR, the Illinois Historic Preservation Agency, the Illinois Department of Commerce and Community Affairs, and the Capital Development Board. ITEP is a federally funded program designed to support projects that provide facilities beyond traditional accommodations for cars, trucks, and transit, including bike paths, historic transportation structures, and roadway beautification projects. (IDOT,IDNR)

Environmental Leadership Cabinet

Following through on his pledge to coordinate the state's effort in environment and natural resource protection, Governor Ryan created the Environment and Natural Resources Leadership Cabinet by Executive Order. The members include the directors of each of the state agencies and departments that have a direct effect on the environment, agriculture, and natural resources. By coordinating the leadership of these agencies, Governor Ryan is ensuring that these state agencies are working together toward a common goal. The Environmental Leadership Cabinet works in concert with the newly created Balanced Growth Cabinet, which was created specifically to guide the Governor's Illinois Tomorrow initiative.

Natural Areas Acquisition Fund (NAAF)

The Natural Areas Acquisition Fund is used by the Department of Natural Resources to purchase high-quality natural areas and habitat for endangered and threatened species. All of the sites acquired through the NAAF are natural areas of statewide significance and are included on the Illinois Natural Areas Inventory. Under Governor Ryan, the Natural Areas Acquisition Fund spent $3.1 million to purchase 997 acres of high-quality natural land and habitat, including recent acquisitions at Volo Bog State Natural Area, Prairie Ridge State Natural Area, and the Cache River State Natural Area. (IDNR)

Land Evaluation and Site Assessment System (LESA)

The Land Evaluation and Site Assessment System is a comprehensive tool that can be used by county governments for making land use decisions. LESA contains a scoring system that is used by county government to evaluate the feasibility of utilizing an agricultural site for a proposed development project. The system measures the value of the soils at a site and takes into account numerous factors which affect site viability for continued agricultural use, including zoning, land use planning designation, proximity to nonagricultural development, magnitude of the infrastructure adjacent to the site, and compatibility of the proposed use with surrounding land uses. In essence, LESA is one tool that can aid county governments in determining which land should remain in agriculture and which land should be utilized for non-agricultural purposes. LESA is also used by the DOA to help gauge the impact of state agency projects on agriculture. County Boards interested in establishing a LESA system for their area may obtain technical assistance from the DOA. No grant funds are available through this program. (IDOA)

Illinois Interagency Landscape Classification Project

Several state and federal agencies are engaged in a new joint project that relies, in part, on satellite imagery, to accurately and consistently determine the types and amounts of land covers that are present across the State. Over time, this data can be used to ascertain the amount of farmland and other natural resources that are being converted to other uses, where the conversions are taking place and how the converted areas are being used. Information generated by this process could be used at the local level for

guiding growth into areas best suited for development. Furthermore, the project information could be valuable to state agencies as they work to balance economic development projects with the protection of natural resources. Products such as maps and data, which will be produced by the project, will be available to the general public upon request. No grant funds are available through this program. (IDOA, IDNR)

Illinois Conservation Reserve Enhancement Program (CREP)

The CREP program provides incentive payments and technical assistance to farm owners who plant grasses and trees, restore wetlands to reduce top soil loss, improve water quality, and enhance wildlife habitat in the Illinois River basin. Land owners who voluntarily agree to extend their USDA Conservation Reserve Program contracts beyond 15 years or agree to grant permanent conservation easements receive bonus payments from the state. For 2000, Governor Ryan appropriated $10 million for the program, in addition to $15 million for 1998 and 1999. The Governor's efforts are part of a $500 million state and federal effort that has seen nearly 52,000 acres in Illinois enrolled in the program. Currently, 46 counties have CREP coverage in Illinois. (IDNR)

Conservation 2000 (C-2000)

In August of 1999, Governor Ryan renewed the nationally recognized Conservation 2000 program by securing $268 million to extend the program through 2009. For a comprehensive ecological approach, this initiative consists of nine programs at the Department of Natural Resources, Department of Agriculture, and Environmental Protection Agency. C-2000 focuses on monitoring and preserving the State of Illinois' natural lands and waters, funding high-quality outdoor recreational activities, and promoting sustainable agriculture. Individuals, not for profit organizations, local governments, among others, can apply for grants through one of the nine appropriate programs administered by DNR, IDA, and IEPA. (IDNR, IDOA, IEPA)

Greenways Program

This program provides incentives and technical assistance for local communities to protect greenways corridors and to provide bike trails; coordination occurs with IDOT on bike trail projects with federal funding. The program encourages the formation of coalitions within counties and communities for the application of grants, up to $20,000 per grant, to prepare plans for the improvement of greenway systems. (IDNR)

Downtown Stabilization & Revitalization

Enterprise Zone Program
The Enterprise Zone Program offers a number of state and local tax incentives to businesses that make investments to create or retain jobs in any of the 92 certified zones located in communities throughout Illinois. Enterprise zones are among Illinois' most important tools to stimulate economic growth and neighborhood revitalization in existing urban areas. Incentives are designed to encourage companies to locate or expand within a designated zone, which will keep companies from developing in undeveloped areas. For example, companies redeveloping brownfield sites located in Enterprise Zones pay reduced fees and receive tax benefits. (DCCA)

Tax Increment Financing
This program is a locally permissible municipal financing technique that may be used to renovate blighted areas while improving the tax base of such areas. The program allows a municipality to acquire and prepare property for redevelopment and make needed public improvements. (DCCA)

Illinois Main Street Program
Downtowns are the historic centers of communities where people gathered to shop, socialize, and conduct business. In this day of cookie-cutter strip malls, the downtown is even more important as a unique expression of a community's identity.

Preserving downtowns and recapturing the "sense of place" is the goal of Illinois Main Street, a cooperative program of the Illinois Lieutenant Governor, the Department of Commerce and Community Affairs, and the Illinois Historic Preservation Agency. Illinois Main Street, which is modeled after the National Main Street Center program, provides technical assistance to communities in the following four areas: 1) building an effective volunteer-driven downtown managed organization, guided by professional staff, 2) enhancing the design and appearance of downtown through historic preservation, 3) promotion strategies that bring people to downtown, and 4) revitalizing downtown businesses through economic restructuring. Participating communities provide the funds for the program and employ a local Main Street manager. Illinois Main Street provides free training and technical assistance, while Illinois Historic Preservation Agency designers provide free architectural and design services.

Illinois Main Street is no quick fix. Rather it offers downtown business districts the opportunity to develop and implement a comprehensive, incremental, long-range plan that helps them to once again become economically viable centers of the community.

More than fifty cities and towns participate in Illinois Main Street. Since January 1995 Illinois Main Street communities have reported net gains of 940 new downtown businesses, 1,936 full-time and 1,318 part-time jobs, and a total reinvestment of more than $244 million in private and public funds

Illinois Main Street, a preservation-based economic development program, assists Illinois communities with the development and implementation of downtown revitalization strategies. Illinois Main Street follows the comprehensive Four-Point Approach of the National Trust for Historic Preservation's Main Street Center. The state program currently has 55 participating communities.

The Illinois Main Street program recognizes that current development patterns are not in the best interest of downtown areas. Technical assistance and services are available on a competitive basis to help communities in economic restructuring, promotion, organization, and design. Communities involved in the Main Street program are working to strengthen their traditional downtown centers and preserve historic commercial buildings rather than building anew. Additionally, Main Street communities are committed to recapturing their vitality by creating a mix of housing, commercial, and retail uses in downtown areas.
(DCCA, IHPA, Office of Lieutenant Governor)

Illinois Heritage Grants
Governor Ryan established the Illinois Heritage Grants Program with first year funding of $500,000. Owners of historic buildings can apply for brick and mortar grants to assist them in restoring or rehabilitating their property. Many applicants are expected to be local governments as owners of historic buildings.

National Register of Historic Places Program
This federal program, administered by HPA, allows qualifying buildings to be recognized for their historic significance (local, state, or national). Once listed, a property can still be used and modified as it could prior to listing. Listing can be a great advantage since most grant programs require historic designation as a prerequisite. **(HPA)**

HPA Tax Incentive Programs
Both homeowners and business owners who rehabilitate historic buildings can qualify for substantial state and federal tax benefits. These programs encourage the rehabilitation of historic buildings and often help generate affordable housing units. (HPA)

Review and Compliance Programs
Recipients of state or federal funding are often asked to consider the re-use of an existing building and thereby preserve open space. Under these programs, the Historic Preservation Agency reviews approximately 20,000 projects each year from state and federal agencies that provide financial assistance or issue permits. (IHPA)

CLG Program
Local governments participating in his program are able to provide formal input into the National Register of Historic Places Program. They are also entitled to at least 10% of the annual federal allocation from the National Park Service to Illinois for the preservation program. While the dollar amount has been relatively low for several years, recent action in Congress indicates a likelihood that the amount could increase substantially in the near future. (HPA)

List of acronyms used in this section and contact information for more detail regarding the programs mentioned in this section.

1. **Department of Agriculture (IDOA) - 217/524-2751**
2. **Department of Commerce and Community Affairs (DCCA)- 217/524-5136**
3. **Department of Natural Resources (IDNR) - 217/785-0970**
4. **Development Finance Authority (IDFA) - 312/627-1434**
5. **Department of Transportation (IDOT)- 217/782-6953**
6. **Environmental Protection Agency (EPA) - 217/785-1871**
7. **Historic Preservation Agency (IHPA) - 217/785-0348**
8. **Housing Development Authority (IHDA) - 312/836-5361**

APPENDIX C: CAPITAL IMPROVEMENTS PROGRAM

CAPITAL FACILITIES PLANNING

Planning is both process-oriented and production-oriented. The first step is to develop a Comprehensive Plan, a process that typically involves four entities—city staff, the Planning Commission, the public at-large, and the City Council. The Jacksonville Planning Commission has begun the "planning process." The second step is to implement the plan. Implementation tools include the capital improvements program (CIP).

Within the context of the Comprehensive Plan many of the community's needs, desires, and goals have been discussed. The capital improvements program (CIP) provides an annual process of identifying and establishing priorities for specific improvements in order to achieve those goals. The capital improvements program provides a variety of benefits, as detailed in Chapter 6 of the Comprehensive Plan. A more formal CIP process includes more public involvement, and helps assure fiscal implementation. This section, then, recommends both a process by which a capital improvements program can be developed, as well as a procedure by which projects can be ranked.

The Process

In order to be effective, a capital improvements program (CIP) must integrate community desires and goals in a formalized process of needs assessment and financial programming. The city of Jacksonville has long followed an informal CIP planning process. The comprehensive plan establishes a more expanded process to more formally include the Planning Commission and the general public, along with Department Heads and the City Council to adopt the CIP. The more formal process would include invited participants in an annual workshop to review the needed projects, the goals of the plan and the budget available for capital improvements. The meeting may be made a part of an annual plan update prior to budget adoption. The Mayor and other staff should facilitate the meeting.

The Capital Improvements Process

In order to be effective, a capital improvements program must integrate community desires and goals in a formalized process of needs assessment and financial programming. The figure attached summarizes a basic process for the city and includes six major groups:

- The "Capital Facilities Committee" - a group of key city department heads and other key city staff members—appointed by the Mayor—is recommended as a start to the CIP process. The “Capital Facilities Committee” should be led by the Mayor and include department heads and key staff:. In addition, one City Council member and one Planning Commissioner should be appointed. The committee would be responsible for establishing an inventory of capital needs within their respective areas of concern, undertaking an evaluation of project requests (next year and in five years), describing each proposed project in sufficient detail for others to understand, and, as a group.

Further, the committee would provide a preliminary ranking of each project relative to the funding cycles: near-term (1-5 years) and long-term. The approach mirrors the general procedure for CIP budgeting in Jacksonville at this time; except that the time frame is longer term, and the elected and appointed officials would be brought in at the earliest point in the process to represent the City Council and Planning Commission.

- **Administrative and Fiscal Review** - the Mayor and the chief financial officer should provide the first administrative and budgetary review in the capital facilities program process. Two key responsibilities of the Mayor and City Clerk will be to check the program for consistency with both legal requirements and previous years' plans, and to make a preliminary check for financial integrity.

- **The Planning Commission** - the Planning Commission should have two primary responsibilities in the CIP process. First, the Planning Commission should ensure that recommendations within the CIP are consistent with the Comprehensive Plan. The Comprehensive Plan update is being prepared to vest the Commission with a central role in the CIP process. Second, the Planning Commission should take public comment in a regular meeting and serve as a recommending body to the City Council. The Mayor and his designated staff should help manage the CIP process, providing research and administrative expertise, and act as liaison to the "Capital Facilities Committee."

- **The Public** - to maintain the integrity of the Comprehensive Plan and achieve established community goals, the citizens of the city should play a role in this process. The City Council and Planning Commission should invite the public to a joint public hearing to comment on the recommendations of the Capital Facilities Committee.

- **City Council Workshop** - capital facilities programming involves many complex issues of both budgeting and development for the city. Because of the complexity of development in a growing, full-service community, detailed study should be undertaken by elected officials prior to adoption of the CIP. The City Council should hold a workshop to consider the reports of the "Capital Facilities Committee" and the Planning Commission. The City Council Workshop will allow the Governing Body to study the proposed CIP in detail, reviewing projects for their consistency with public policy and assuring financial soundness. The City Council should refine the draft ranking of proposed projects, with the Mayor directing the administrative role, and the other members of the Capital Facilities Committee assisting in the research and recommendation process.

- **The City Council Adoption** - finally, after rankings and reports from the Capital Facilities Committee—as submitted by the Mayor—and the Planning Commission, the City Council will adopt the plan.

It should be kept in mind that this process is not linear as suggested here, but ***cumulative and cyclical***. At the end of each budget cycle, the process begins again, building upon the work of the previous year.

Priorities Setting

When the capital improvements process begins, the initial list of projects are little more than a cataloging of needed and desired projects. As the Capital Facilities Committee establishes its recommendations, the ranking of projects should become more formalized, based upon a given set of considerations. Further, these considerations should follow throughout each level of refinement. At a minimum, each project should be evaluated and scored based upon five major factors, each of which has sub-elements to consider. The relative weight given to each element in the ranking system is largely up to city's policy makers. For the purpose of this discussion, each of the five major considerations are weighted equally, on a basis of one to five, with five indicating the greatest degree of need. The ranking system, then, is based upon the elements described below.

Maintenance

Ordinary - is this a project which may be necessary and improve the quality of life, but is not essential and could be postponed to a later year (example: street reconstruction)?

Continuation - is this project a continuation of a preceding year's on-going effort and therefore worthy of a higher degree of consideration?

Imminent - is this a project that represents some threat to the public health or safety if not undertaken? A failure in a sewage system would rank highly, while a nonessential bridge which could be temporarily closed might rate less highly.

Redevelopment

Support of Downtown - does the project support revitalization along downtown streets—such as along Main Street—or the corridors leading to the Downtown, as advocated in the *Comprehensive Plan*?

Stabilization of Decline - a project in the downtown core, or in a designated *Neighborhood Stabilization Target Area*, which seeks to stem physical decline, might receive a higher rating than one within a blighted area because it can be seen as eliminating a greater problem before it occurs.

New Construction - projects which encourage new construction in older areas of the community are as important in many instances as projects in new areas. Consequently, they too should be given consideration in the programming process.

Public Policy Support

Comprehensive Plan - projects which serve to implement the goals of the Comprehensive Plan—particularly to serve growth in the designated Growth Areas where sewer and water service can be most cost-effectively extended—should be given immediate consideration.
Political Considerations - political reality is a part of the capital improvements programming process. Consequently, consideration should be given to projects which achieve campaign promises, encourage intergovernmental cooperation, and/or implement federal or state mandates.

Geographic Distribution - it is difficult for a CIP to be successful over the long-term if all projects are concentrated within a limited area. Consequently, both the historical and current year distribution of projects should be considered in the ranking process. Clearly, the future land use plan of the current Comprehensive Plan update should direct the public policy here. Investment, for example, where sewer interceptors are planned or under construction within a single drainage basin—or phased to coordinate among two or three basins—should be a guiding factor.

Timing - it is critical to allow financing of timely projects, such as matching funds for state grants. The CIP process should be flexible and re-evaluated to accommodate such circumstances; and the availability of such funds should be factored into the ranking. Private sector initiative should be evaluated and support with public projects, so that growth is served adequately.

Investment Opportunities

Term - consideration should be given to whether the implementation of a project has a immediate impact on the community.

Characteristics of the Investment - some projects, by their very nature, affect competition in the market place. For example, a major capital improvement, funded by the community at-large, for a retail-commercial development, should not be given as high a ranking score as one for industrial development. The city has a high degree of competition in the central Illinois industrial market place. Public investment to encourage industrial development is a beneficial expenditure of public revenues.

Leverage - a project which leverages monies from other entities (grants, private investment, special assessments, etc.) might be rated more highly than one which must stand alone; particularly if the "window of opportunity" is small and a program must be taken advantage of immediately or be forever lost, such as T-21 or CDBG funds for public improvements.

Uniqueness and/or Innovation - some projects represent a unique opportunity to the community. These projects, then, should receive additional consideration.

Debt Capacity

Availability - clearly the ability of the community to fund improvements must be a consideration. Consequently, a project that utilizes currently budgeted funds should be rated higher than a project that requires a tax bond vote.

Revenue Source - some projects may receive a higher rating because of the way in which they can be funded. For example, a project funded by a revenue stream unique to that project may be rated more highly than one which requires general obligation debt. In addition, projects which are funded by a equitable distribution of monies based upon impact may also rate more highly than one which requires an unfair collection of funds.

As each project is considered, based upon the above described factors, some projects may rate highly under each category, some may rate well in some categories and less well in others, and some projects may receive no rating within a given category. This system attempts to provide a degree of objectivity to a process that is often as much art as science. However, if carefully followed, the Comprehensive Plan should be implemented, public trust should be enhanced, and limited public funds should be expended in a more efficient manner; hopefully encouraging complimentary investments from other sources.

Finally, both the relative weight placed on a rating category and financial limitation are important elements to the review process. Consequently, it would be helpful if the City Council, as the primary policy makers of the city, would provide guidance on the availability of funds for capital improvements programming. As the process continues over time, the Planning Commission will become better able to make recommendations to the City Council; they will better understand the funding limitations, become more aware of the needs for an emergency fund reserve, and, hopefully, become better informed concerning the differences between "planning" decisions and "political" decisions.

CITY OF JACKSONVILLE, ILLINOIS
CAPITAL IMPROVEMENTS PROGRAM

Project Scoring Sheet Project Scoring Sheet

1. Project Number: _____ (department abbreviation)
(year first proposed);

2. Project Description: _____

3. Project Cost: _____

4. Proposed Revenue Sources: _____

5. Composite Priority Score: _____

The composite score is the sum of the element scores, which are in turn averages of the sub-element scores. Scores are based on a scale of zero to five. A zero means the element or sub-element has little or no bearing on the ranking of the specific project. A five means that within that sub-element, this project rates as well as is possible.

ELEMENT SCORE

Maintenance

Ordinary

Continuation

Imminent

Redevelopment

	Support Downtown		
			ELEMENT SCORE
	Stabilization of Decline		
	New Construction		
Public Policy Support			
	Comprehensive Plan		
	Political Considerations		
	Geographic Distribution		
	Timing		
Investment Opportunities			
	Term		
	Character of Invest		
	Leverage		
	Uniqueness/Innovation		
	SUB-ELEMENT	SUB-ELEMENT SCORE	ELEMENT SCORE
Debt Capacity			
	Availability		

Capital Improvement Projects Capital Improvement Projects

The projects to be ranked are:	Opinion of Probable Cost:	Funding Year:
		2002

		2003
		2004
		2005
		2006
		2007

APPENDIX D: RECOMMENDED IMPLEMENTATION STRATEGIES

The following matrix depicts the top implementation strategies recommended for each of the 6 critical issues identified in the Comprehensive Plan. Although, each implementation strategy represents an important component of the Comprehensive Plan, they are not meant to be stand-alone criteria for evaluating future development decisions. In addition to implementing these prioritized strategies, the City must also consider the design guidelines, land use recommendations and other development strategies included in the Comprehensive Plan to help guide future development decisions.

The implementation strategies have been selected and prioritized based upon their ability to provide direction in achieving the goals and objectives of the Comprehensive Plan. The recommended strategies are implementation milestones that will require a strong commitment from the community and cooperation from all parties involved. Through the development of unique partnerships and community-wide involvement, the implementation of these strategies will be obtainable. These partnerships and policy decisions must be made early in the implementation process, otherwise the visions cannot be realized. The following tables summarize Bucher, Willis, & Ratliff Corporation's top implementation priorities for the Jacksonville Comprehensive Plan.

Neighborhood Stabilization	
GOAL: Provide safe and quality housing for all residents of Jacksonville by preventing blight through code enforcement redevelopment, rehabilitation and conservation and by promoting new residential development that fulfills unmet markets.	
Priority	**Implementation Strategy**
1.	The city must resolve issues surrounding local regulatory authority by deciding whether or not to vote on Home Rule. Either the city council or the electorate at large should decide whether to put the issue to a vote.
2.	Train and empower residents to ensure their neighborhoods are safe, clean and vibrant. 1. Conduct a series of workshops and other training exercises that increase citizen participation and awareness of neighborhood and property maintenance issues. 2. Assist neighborhoods with creating neighborhood associations and utilizing these and existing neighborhood associations to address property maintenance and building code issues. 3. Educate and build awareness of available programs and funding sources utilizing a variety of mediums, including the development and distribution of informative brochures, the internet, newspaper articles, special meeting, and neighborhood awareness walks.
3.	Consider licensure of investor-owned property should the city secure the authority to do so.
4.	Ensure proposed development adheres to the Future Land Use Map and the nine residential land use strategies, presented on page 85-89 of the Comprehensive Plan.
5.	Ensure proposed development adheres to the quality neighborhood design recommendations, including the multifamily, in-fill and redevelopment design guidelines.
6.	Amend the City Ordinance, as needed, to better integrate the desired Comprehensive Plan requirements into the development review process.

Business Development and Retention	
Goal: Promote the Retention and Expansion of Existing Businesses in Jacksonville as the City's Primary Economic Development Strategy.	
Priority	**Implementation Strategy**
1.	Develop plans, programs and incentives to assist the growth and retention of small businesses, including the following: • *DCCA Participation Loan Program*: Provides financial assistance to small business that employ Illinois workers. Special consideration is given to business within Enterprise Zones. • *IDFA Participation Loan Program:* Provides financial assistance to small and mid-sized Illinois businesses with the purchase of fixed assets. • *IDFA Microloan:* Start-up operations or businesses in the early stages of business expansions are eligible for loans, up to $25,000, for working capital needs, fixed asset acquisition, and marketing.
2.	Develop marketing strategies for the reuse of vacant buildings.
3.	Explore the possibilities of developing TIFs options for funding public improvements that pave the way for new or expanded private investments that increase the local tax base.
4.	Ensure proposed development and/or redevelopment adheres to the commercial and industrial urban design guidelines and development standards to preserve the character of the city and keep the community accessible, safe and attractive. (See Chapter 7, pages 101- 121)
5.	Prepare a strategic plan for the future of the Jacksonville business community in positioning for the new economy. This would include investment in infrastructure that will support the new economy and related high technologies, including education of the local workforce.
6.	Continue the use of Enterprise Zone, Facade Improvement Program and regional and state economic development programs to meet local economic development objectives.
7.	Promote neighborhood-scale retail development along North Main Street and other improvements that help seamlessly integrate the downtown area businesses with the businesses and travelers along Morton Ave.
8.	Encourage infill of non-residential areas in and around the downtown to uses compatible with area neighborhoods in order to foster a vibrant, mixed-use district.
9.	Encourage infill of industrially zoned areas north of downtown to uses compatible with area neighborhoods.

Transportation System	
GOAL: Maintain a Major Street System that moves people and goods safely and efficiently throughout the City of Jacksonville.	
Priority	**Implementation Strategy**
1.	Facilitate the development of an integrated, safe, and accessible pedestrian system. To make this possible, the installation of sidewalks, bicycle lanes and bicycle paths/trails is recommended in conjunction with all future development plans. Sidewalks and bikeways should be planned in accordance with the recommendations of this plan and the costs should be shared. ♦ Continue the public/private cost-sharing program for the rehabilitation of old walks and construction of new walks in areas where sidewalks were never installed ♦ Integrate the recommended bicycle lane system into the existing transportation network: a) Link the college and state school campuses to the dowtown with bicycle lanes on major streets, such as College Street. b) Link a new walking/biking path along the Town Brook to the bike lanes. ♦ Develop a trail system in Jacksonville for multi-purpose use around Lake Jacksonville, and connections between parks, schools and neighborhoods. ♦ Install safe, designated pedestrian crossings on all major roadways.
2.	Site access and internal circulation systems within major commercial, business and residential development should be designed to seamlessly and safely connect with the surrounding public street system. Their design should consider the direction of traffic flow to the site, the capacity of surrounding roadways, and any external improvements required to adequately serve vehicles entering or leaving the development area.
3.	Improve major arterial connections across the city including resolution of conflicts in the downtown and at major intersections, starting with the following key intersections: 1. East College and South Main; 2. Walnut and North Main; and 3. Walnut and North Diamond.
4.	Landscaping along public right-of-way should be implemented along major corridors, including street trees and median treatments.
5.	Ensure proposed development and/or redevelopment adheres to the site design recommendations addressing access, circulation, parking and pedestrian accessibility provided in Chapter 7 pages 125-128.
6.	Develop new policies to consider widening roads to three lanes combined with appropriate intersection improvements to increase traffic capacity.
7.	Use traffic calming techniques to support the residential character of neighborhoods surrounding the four major educational institutions.
8.	Require the installation/preservation of street trees for all new development.
9.	Continue evaluating services to an increasing elderly population is a challenge facing Jacksonville as well as other urban centers throughout the nation. This challenge could be evidenced in many ways, such as the need to expand on-demand public transit for elderly over the coming years.

Provisions of Public Services	
GOAL: Provide Public Services, Including Parks and Public Utilities to Serve Current and Growing Needs.	
Priority	**Implementation Strategy**
1.	The City should take a proactive role in the comprehensive clean-up and beautification of public and private property, rights-of-way, parks and open space throughout the community.
2.	Continue to plan and budget for near-term capital improvements and take steps towards the establishment of an improved process for planning long-term capital improvements (a 5-year CIP).
3.	Continue to improve and maintain the parks and recreation system.
4.	Regional roadway improvements such as the interchange serving the future US 67 Corridor can spur development. Public utilities should be extended to serve these growth areas.
5.	Continue to partner with the school district and local universities to exploit the utilization of services and make better use of facilities.
6.	Acquire and preserve open space and improve and expand the park system based on an equitable distribution of service strategy in the Comprehensive Plan.
7.	Develop plans and financing strategies for extension of utilities and services; • Annex land to provide for planned development before unplanned, incompatible land use decisions are made. • Extend utilities and services where these needs can be met most cost-effectively.

Creating Quality Places in Jacksonville	
GOAL: Promote the Integrity of Design in Public and Private Places by Following Principles of Good Design.	
Priority	**Implementation Strategy**
1.	All new development should be designed to have continuity with the scale, massing and character of adjacent structures. 1. Continue development of design standards and site plan review criteria for business developments. 2. Develop screening and buffering standards for uses that are adjacent but not compatible. 3. Continue to implement zoning regulations that permit a variety of sign structures while limiting size and bulk, and prohibit portable signs.
2.	Create a local and regional destination center, such as Farmer's Market and/or other retail/recreation attractions, for the public to meet and celebrate common activities utilizing open space available near the Jacksonville Community Park.
3.	Improve the supply and accessibility to parks and open space throughout the city as needed to increase the visual appeal and availability of recreational opportunities. Target the use and redevelopment of open spaces throughout the community for public amenities such as parks and recreation areas.
4.	Develop landscape standards for all new development and redevelopment projects. 1. Develop streetscape plans for major streets.

	2. Regulations should be developed that address landscaping and beautification. Development proposals should then be reviewed and approved based upon the level of compliance with these regulations.
5.	Encourage Traditional Neighborhood Development that integrates housing, shops, workplaces, schools, parks and other activities within easy walking distance. Special consideration should be given for development that incorporates central gathering places such as cafes, plazas, community gardens, parks and schools into the site design.
6.	Create defining landscape and urban design features identifying the major entrances (gateways) into the city. Major points of entrance into the city should be revitalized and developed to create an aesthetically pleasing gateway corridor. Gateways serve as a focal point, and can consist of monument structures, distinctive building designs or unique landscaping and lighting schemes.
7.	Support and expand the City's historic preservation though the zoning ordinance, building code, and the development of design guidelines and programs. 1. Adopt the recommended review procedures included in the Comprehensive Plan and other historic preservation techniques, such as a Historic Overlay District. 2. Develop and adopt residential design guidelines to guide the Historic Preservation Commission in their review of applications for certificates of appropriateness. 3. Apply for a grant through the Illinois Historic Preservations Agency's Certified Local Government (CLG) Program to fund continuing survey work and the development of design guidelines. 4. Assess and evaluate historic properties and archeological sites and preserve those that are significant according to criteria established within the local historic preservation ordinance and by the Illinois Historic Preservation Agency.

Downtown Stabilization & Revitalization	
GOAL: Forge Consensus on an Action Plan for the Downtown and Proceed Toward Implementation	
Priority	**Implementation Strategy**
1.	Appoint an ongoing central coordinating authority called "Downtown Jacksonville Task Force" comprised of stakeholders, community leaders, institutions, etc charged with the following tasks; 1. Assessing the existing strengths and weaknesses of downtown; 2. Mobilizing downtown allies and leadership to define objectives; 3. Building from the expertise of those involved to set action steps; and 4. Develop a process of converting blighted downtown Jacksonville into an award winning success story.
2.	Finalize a strategic downtown plan based on public input and policy analysis,. 1. Implement the downtown vision statement and establish an action plan 2. Celebrate the character of Jacksonville, its people, history, etc, in the design for downtown. Preserve this character forever. 3. Develop and adopt basic, minimum design guidelines for the downtown that are based on the historic pattern of development in the district.

	4. Make any necessary revisions to the zoning ordinance for plan implementation, such as an overlay district. 5. Encourage the implementation of a model development that will set the stage for the type and quality of development desired for downtown Jacksonville.
3.	Conduct a traffic study that specifically addresses transportation improvements in downtown Jacksonville. The scope of this study should include: • Identify specific issues of concern in the downtown area through an orientation discussion held with City staff and or officials. • Obtain manual turning movement traffic counts for the peak traffic hour of a typical weekday. Counts will be taken at the key intersections in the downtown. The peak traffic hour will be determined through obtaining 24 hour counts in fifteen minute increments on the main street in the downtown. • Inventory the locations of traffic signs, signals, and pavement markings in the study area and evaluate the suitability of the traffic control devices and recommend appropriate improvements. • Conduct a capacity analysis and queuing analysis for each of the key intersections in the downtown to determine the level of service and expected queue lengths for the peak hour for each of the intersections. • Conduct a parking usage and duration survey of both the on and off-street parking for a six hour period and identify usage, turnover and duration by lot and or block face. • Analyze accident reports for the study area for the most recent three years and identify high accident locations, probable causes, and possible solutions. • Prepare a recommended improvement plan that identifies the deficiencies in safety, traffic operation, traffic control, and parking, and recommends alternative improvements and probable costs for implementation. • Prepare a final report that documents the data collection, analysis, and recommendations in a narrative report supported by graphic exhibits and summary tables and include a technical appendix of the data and analysis.