



**CITY OF MATTOON**  
**COMPREHENSIVE PLAN**  
**APRIL 2013 • CITY COUNCIL PUBLIC HEARING REVIEW**



**PREPARED BY HOUSEAL LAVIGNE ASSOCIATES**



The City of Mattoon Comprehensive Plan is the result of close collaboration between City staff, a Comprehensive Plan Advisory Committee, various departments and agencies, local service providers and not-for-profits, and citizens of Mattoon. As a result, the Comprehensive Plan reflects the local values and desires for the community as a whole.

The City of Mattoon would like to acknowledge the following parties who contributed significant time and energy in creating the Comprehensive Plan.

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#### **CITIZENS OF MATTOON**

Throughout the planning process, citizens of Mattoon provided input through several tools or events, including:

- Public Workshop held in January 2012 to identify issues and assets
- Business Workshop held in January 2012 to identify issues and assets specifically related to the business community in and around Mattoon
- Visioning Workshop held in April 2012
- Project website that included on-line questionnaires, a web-based mapping tool, and document library for public review of interim and final deliverables

#### **PLANNING CONSULTING TEAM**

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The City of Mattoon has undertaken the development of a Comprehensive Plan that will set the course for future development and growth within Mattoon and portions of the surrounding townships (Mattoon, Lafayette, and Paradise). The Plan establishes long-range recommendations for the maintenance and enhancement of existing neighborhoods and commercial areas, and strategies for the sustainable growth of the community over the next 15-20 years.

## **PURPOSE OF THE COMPREHENSIVE PLAN**

As Mattoon plans for its future, the Comprehensive Plan serves as the City's official policy guide for physical improvement and development. The plan is comprehensive in scope and scale, addressing a wide range of issues that impact areas throughout Mattoon. The Plan guides land use and development; the movement of vehicles and pedestrians; the provisions for parks, schools and other public facilities; and the preservation of environmental features and open space.

The Plan considers not only current needs and opportunities in Mattoon, but also presents a plan for new improvements and developments over the next 10-15 years. The Plan establishes the ground rules for private improvements and developments while providing a foundation for decision-making based on community consensus and visioning.

Mattoon's Comprehensive Plan should be used to achieve the collective vision of current residents and business owners while serving to attract new families and desirable development.

According to Illinois statute, municipalities are enabled to plan for an area beyond their boundary. This area, known as the Extraterritorial Jurisdiction (ETJ), is bound by a 1.5-mile buffer that extends beyond the municipal line. However, it excludes other incorporated areas, other communities' ETJ's, or areas delineated as out of their planning jurisdiction by a formal boundary agreement. For the purposes of this Comprehensive Plan, the Mattoon ETJ boundary will be considered the planning area.

## **THE PLANNING PROCESS**

The Mattoon Comprehensive Plan is the product of a multi-step, community-driven process that engaged the community, analyzed existing conditions, identified opportunities and constraints, and established a vision, goals and objectives for the City of Mattoon. Feedback from the community, input from the Comprehensive Plan Advisory Committee (CPAC), and technical analysis undertaken by City staff and planning consultants is the foundation to the City's vision, goals and objectives. This overall vision for the future of the City is the cornerstone of the Comprehensive Plan's recommendations.

## **ORGANIZATION OF THE REPORT**

This document includes all the analysis and input that answers the three critical questions related to comprehensive planning: "Where are we now?", "Where do we want to go?", and "How will we get there?" The Comprehensive Plan includes the following sections:

**Section 1: Community Outreach** – This section presents a summary of the input received through outreach exercises conducted as part of the planning process.

**Section 2: Community Profile** – This section describes the current state of Mattoon and its surrounding areas, including land use, transportation, parks and open space, and community facilities. It establishes the challenges the community strives to overcome and the assets it has to build upon.

**Section 3: Market & Demographics Overview** – This section describes the characteristics of Mattoon's population, and summarizes its realistic potential for future development in various sectors of residential, commercial and employment growth.

**Section 4: Vision Statement** – This section describes the desired future for the City of Mattoon in general terms. It provides a narrative sketch of how Mattoon will become a better place in which to live and work over the next 15 years.

**Section 5: Goals & Objectives** – This section presents goals and objectives that provide specific actions for the City and its Comprehensive Plan as it strives to achieve the vision established in the previous section.

**Section 6: Land Use & Development Plan** – The Land Use Plan illustrates and describes in general terms the type and location of future land uses within the City of Mattoon and its growth areas.

**Section 7: Residential Areas Plan** – Builds on the Land Use Plan and provides more detailed recommendations and policies targeted at the improvement of Mattoon's residential areas.

**Section 8: Commercial Areas Plan** – Provides guidance for the commercial districts and employment centers located throughout the City.

**Section 9: Transportation Plan** – The Transportation is intended to ensure an adequate transportation network exists to accommodate the efficient movement of vehicles and pedestrians throughout the community.

**Section 10: Parks, Open Space & Environmental Features Plan** – This section provides recommendations intended to expand the park and trail system, protect and enhance Mattoon's natural areas, and ensure the long term stability of the City and its natural resources.

**Section 11: Community Facilities, City Services, & Cultural Resources Plan** – This section identifies the future need for community facilities and offers long-range recommendations for the maintenance of City facilities and services. It also provides direction related to the preservation of Mattoon's unique character and history.

**Section 12: Implementation & Economic Development Strategy** – This section presents specific actions that the City should attain, as well as potential funding sources it should pursue, as it endeavors to implement the recommendations of the Comprehensive Plan.



# 1 COMMUNITY OUTREACH

The planning process for the Mattoon Comprehensive Plan sought input from a broad spectrum of the community including residents, business and property owners, community service providers, elected/appointed officials, and City staff. A variety of outreach efforts were used to provide multiple avenues through which to gather feedback regarding existing conditions and local issues, needs and aspirations. These efforts were also used to promote a sense of community and foster stewardship for the plan by underscoring that participants' voices have been heard and that their ideas have influenced the final decisions.

This section summarizes the community outreach efforts that were completed in the early stages of the planning process and used to identify issues the Comprehensive Plan is to address.

- Project Initiation Meeting with the Comprehensive Plan Advisory Committee
- Community Workshop
- Business Workshop
- Project Website
- On-line Community Questionnaire
- Community Issues Mapping

A Comprehensive Plan Advisory Committee was established to work with the Consultant Team throughout the course of the study. The Advisory Committee consists of City staff, elected and appointed officials, community service providers and members of the Mattoon community who are willing and able to shepherd the Comprehensive Plan on a day-to-day basis. The Advisory Committee continues to provide input throughout the planning process and serve as a sounding board for the community.

## PROJECT INITIATION MEETING

On Thursday, November 17, 2011, a project initiation meeting was held with City staff and the Comprehensive Plan Advisory Committee (CPAC). The intent of the meeting was to establish a direction for the development of the Comprehensive Plan by identifying "big picture" issues and challenges in the community.

The initiation workshop included a project questionnaire designed to solicit initial input from the CPAC that will help frame some of the important issues to be addressed by the new Comprehensive Plan. The results of the questionnaire and resulting discussions are summarized below.

### 1. Identify five (5) issues or concerns confronting the City of Mattoon.

Each participant was asked to identify five issues or concerns. The intent of this question was to establish a comprehensive list of issues, in no particular order of importance, that can be used in future conversations to provide a more focused and prioritized planning approach. The responses have been categorized and summarized below.

#### Policy and Government

CPAC members discussed how a change in the form of government to a City Manager system would result in the more effective and efficient delivery of public services. In order to do so, some attendees mentioned the City's limited financial capacity to accomplish its goals, and stated that revenue needs must be met without raising property taxes. Finally, new development regulations must be

adopted that better reflect the existing character of the community and its vision that will be established in the Comprehensive Plan.

#### Jobs and Economy

CPAC members identified the retention of existing jobs and the creation of new jobs as critical components to the City's long-term sustainability. Attendees stated that this is related to the issue of providing and accommodating new technologies that enhance professional development and investment.

#### Identity and People

One specific issue mentioned by CPAC members is the City's lack of population growth that has led to areas of disinvestment and burdensome services. A related issue cited by attendees is the City's identity crisis as it tries to transform from a blue-collar town to a high-tech pro-business mentality. Community appearance was also mentioned as an issue, specifically

## Project Initiation Meeting Issue Summary

Comment	Importance*
Jobs and local economy	15
Housing for an aging community	10
Infrastructure condition and needs	9
Growth (lack of)	6
Lack of planning for future	5
Community appearance	3
Residential blight	3
Financial capacity to accomplish goals	2
Blue collar town struggling to transform into a pro-business mentality	1
*As determined by the number of attendees identifying the item as one of their top 3 issues	

along prominent corridors and in aging neighborhoods.

#### Growth and Development

The CPAC identified several issues related to growth and development. The shifts in population has left several areas disinvested. Basic infrastructure continues to age and is in need of major investment.

Access to health care and entertainment options are a concern, and many of the City's older areas, including the downtown and surrounding neighborhoods, are experiencing blight. As the community's population ages, there is limited housing that provides the opportunity for elderly residents to stay in the community.



**2. List, in order of importance, the three (3) most important issues discussed thus far.**

Each participant was asked to consider the general list of issues established in question #1 and identify the three most important issues that Mattoon faces. By ranking them one through three, the participants were able to give varying weight to each key issue. The table below summarizes the collective importance of each issue as prioritized by the CPAC.

Jobs and the local economy was the issue assigned the greatest amount of importance from the CPAC. This includes the retention of existing jobs, the creation of new jobs through employment-based development, and increased tax revenue through the development of commercial goods and services providers.

Housing for the aging community is seen as a critical issue in maintaining a high quality of life for Mattoon residents. Providing attractive housing that is market competitive and easily maintained will be critical in order to retain an aging population and make housing readily available for new families.

Municipal infrastructure was discussed several times. The perception among the CPAC is that existing infrastructure is deteriorating and must be upgraded. This will both meet basic community needs and set the stage for new technology-based industries and jobs.

**3. Identify three (3) specific projects or actions that you would like to see undertaken within Mattoon.**

CPAC members were asked to identify three specific actions or projects that they would like to see implemented in Mattoon. The intent of the question is to identify tangible initiatives that the CPAC believes will have a significant impact on the City's future. Responses are categorized and summarized below.

**Policy and Government**

Attendees identified several actions that are specifically under the purview of City government. Several cited the need for a Comprehensive Plan. Others stated that, following the adoption of the Comprehensive Plan, development codes must be updated to effectively implement the goals of the plan. Finally, City staffing must be increased in order to administer regulations and programs adopted to implement the Plan.

**Economic Development**

The CPAC identified several actions or projects related to economic development in several sectors of the City. Members discussed the need for a comprehensive economic development strategy that could include incentive packages for development, focused areas of rehabilitation (such as Broadway Avenue and US 45), and proactive land acquisition and developer RFP's. They also discussed the continued development of planned industrial parks.

**Neighborhood Development**

In order to preserve a high quality of life and attract new residents to the City, the CPAC cited several neighborhood redevelopment actions, including redevelopment or rehabilitation of existing housing and the development of senior housing. Members identified home demolition and housing redevelopment incentives as an appropriate strategy in implementing these actions. They also identified an arts

and entertainment facility as a potential community-based amenity.

**Infrastructure**

Several CPAC members discussed infrastructure initiatives as critical to the success of the community. Specific actions include enhanced stormwater management and separated sewer and stormwater infrastructure. They also cited new sidewalks and community-wide beautification through investment in public streets.

**4. What are the primary strengths and assets of the City of Mattoon?**

The CPAC was asked to identify the primary strengths and assets of Mattoon. These insights will provide the foundation for plan recommendations that can preserve what is valued and leverage local resources to implement complimentary initiatives. Attendee responses are categorized and summarized below.

**Citizenry**

The people of Mattoon are seen as a primary strength. CPAC members cited several traits that make the citizenry unique, including their pride and love for the City, the friendliness and consistency of residents, and the willingness of residents, businesses, and institutions to work together. They also mentioned several specific groups that provide critical services, such as the Lumpkin Family Foundation, the Chamber of Commerce, and many volunteer organizations.

**Services**

Many people enjoy living in Mattoon because of the vast array of high-quality local services. Various groups provide services in sports and recreations, youth activities, education, and health care. Large-scale service providers, such as Lake Land College, provide a regional presence that attracts investment from outside the City.

**Unique Characteristics**

In addition to the strengths described above, the CPAC identified several characteristics of the community that exist due to historical or external investment. The history of the community is seen as a unique asset, and the historic downtown attracts tourism from throughout the state. Mattoon's brick streets and sidewalks provide a specific local character not seen in other surrounding communities. The region's low cost of living enables residents to enjoy a high quality of life, and the train depot and interstate provide easy access to regional and national amenities.



**COMMUNITY WORKSHOP**

On Tuesday, January 24, 2012, a Community Workshop was held with residents of Mattoon. The intent of the workshop was to identify “big picture” issues, challenges and assets in all aspects of local quality of life.

The workshop included a questionnaire designed to solicit initial input from the group that will help frame some of the important issues to be addressed by the new Comprehensive Plan. The results of the questionnaire and resulting discussions are summarized below.

**1. Identify five (5) issues or concerns confronting the City of Mattoon.**

Attendees were asked to identify issues or concerns confronting the City. Responses are summarized below.

**Infrastructure**

Generally, residents feel the City’s infrastructure is aging. Several infrastructure components were specifically mentioned, including roadways, sidewalks, alleys, and bike lanes. Residents stated that the City should do a better job of maintaining these critical elements. They also stated that new infrastructure is needed in unserved parts of the City, such as sidewalks in the eastern commercial areas. Accessibility is another concern. It was stated that standards for accessible infrastructure should be enforced to respond to the aging population in the City. One specific project, a grade separated rail crossing at Marshall Avenue, was discussed.

**Economy**

Residents stated that more needs to be done to attract new businesses and develop and grow existing businesses in Mattoon. This includes both professional businesses that would provide high-quality jobs and retail and service businesses that would meet the needs of local residents. Specifically, attendees discussed the need to stabilize the commercial and property tax base, attract young professionals through high-quality jobs, and bolster the downtown to take advantage of its unique character.

**Government**

Several residents stated that the current City leadership has been effective in improving the community. However, it is critical to look beyond the current staff to ensure the long-term financial health of the City. Attendees stated that the City needs long-term financial and policy planning, updated codes and ordinances, and greater collaboration with Charleston and Coles County. They also need to

establish a comprehensive recycling program that is accessible and user-friendly.

**Neighborhoods and Community**

Residents talked about several components of the City’s neighborhoods and the elements that support them. They cited the lack of condos and new affordable housing that can help address the aging population and attract young professionals and families. They also discussed the need for greater policing and a strategy for managing the homeless population. Finally, they discussed the need for more diverse recreation options and an arts program that would add to the quality of life in the City.

**Image and Appearance**

Residents cited the need to improve the image of Mattoon by both building on assets and eliminating bad characteristics. The maintenance of vacant or rental properties is a major concern, and many feel vacated buildings

should be demolished. Historic preservation was discussed as a way to reinforce the positive legacy of the town’s development. Finally, attendees cited the lack of marketing to spread the word of Mattoon as a desirable place for professionals and families.

**Land Use and Development**

Residents discussed general land use and development issues, such as the stagnant population and lack of new investment in the northern portion of the City. They also discussed several desired uses that the City currently lacks, such as a facility for the homeless, a recreation center and/or theater, a new fire station, and a new major retail anchor (i.e. Target).

**2. List, in order of importance, the three (3) most important issues discussed thus far.**

Attendees were asked to prioritize the issues discussed in question #1 in order to demonstrate an overall sense of the group’s priorities. The results are summarized in the table below. While priorities are well distributed over a number of issues, the group tended to focus heavily on infrastructure, job growth and development, the City’s financial well-being, management of the homeless population, and municipal codes and enforcement.

**Community Workshop Issue Summary**

Comment	Importance*
Maintenance of existing infrastructure	35
Attracting new professional employers	24
City’s financial health and efficient use of resources	15
Homeless facilities and programming	14
Long-term plans, codes, and policies updated and enforced	13
Attracting new retail and restaurant businesses	13
Affordable public transportation for seniors and all residents	11
Move forward with beautification efforts	9
General maintenance of neighborhoods and businesses	9
More police and fire staff/facilities	9
Attract young families (i.e. affordable new housing)	8
Maintaining and growing existing businesses	7
Enforce maintenance of rental properties	7
Preserve historic buildings and places	7
Improving/maintaining/expanding the sidewalk network	7
Need condos as housing ownership option	5

\*As determined by the number of attendees identifying the item as one of their top 3 issues



### **3. Identify three (3) specific projects or actions that you would like to see undertaken within Mattoon.**

Residents were asked to identify specific projects or actions that they would like to see implemented in Mattoon. Their answers are summarized below.

#### **Projects**

Projects are tangible outcomes that typically refer to investment in development or capital improvements. Some of the projects identified by residents include on-going maintenance, such as roadway improvements and long-term infrastructure upgrades. Others include specific infrastructure projects, such as a grade-separated rail crossing at Marshall Avenue, extension of services to the I-57 interchange or the extension of the Mattoon/Charleston bike trail to the western portion of the City. Some projects include the installation or expansion of services,

such as high-tech infrastructure, public transportation or police and fire staff.

Residents discussed several projects that relate to development. They include the reuse of vacant buildings for new businesses or uses, a new theater or arts center; new infill housing where dilapidated housing exists, and the clean up and redevelopment of the Young Radiator site and the building on the north side of Broadway.

#### **Strategies**

Strategies are programs or efforts to collaborate resources to accomplish specific outcomes. Some of the strategies identified by residents include techniques to encourage private sector investment, such as business and job recruitment and development incentives, condominium development program and housing rehabilitation programs. Others include municipal coordination and programming actions, such

as monthly meetings with Coles County and Charleston, youth activity programs, and a long-term infrastructure management and maintenance plan. Residents also focused on programs that might be implemented by partnering agencies, such as a strategy to employ the homeless to beautify the City, actively market the community as a year-round bike and walking-friendly place, and a comprehensive recycling program.

#### **Policies**

Policies generally refer to action under the purview of the City or its various departments, and are often guided by municipal codes or ordinances. Many of the policies identified by residents focus on municipal planning and development regulations, such as the completion and adoption of the Comprehensive Plan, update to existing codes and ordinances, creation of a Historic Preservation Commission, streamlined procedures for permitting and development approval, and en-

forcement of codes for property maintenance. Other policies relate to government operations, such as coordinated pick-up for leaves, branches, animals, and snow, a five-year financial operating plan, and additional staff to help implement plans and conduct development review.

### **4. What are the primary strengths and assets of the City of Mattoon?**

Lastly, residents were asked to identify the primary strengths of Mattoon. Their answers are summarized below.

#### **People and Institutions**

Residents cited several characteristics of the local population that help define the character of the community, including their willingness to put effort into worthy causes, local volunteerism, pride in the community, and a good locally educated labor pool. They also cited several local institutions that provide critical services, such as the Sarah Bush Lincoln Medical Center; Camp New Hope, Life Span Center; and the Douglas Hart Nature Center.

#### **Access and Context**

Residents identified several assets that are provided by the City's setting. It has great potential for growth since it is not land locked. The City enjoys good local access due to its manageable size and roadway network. It also has great regional and interstate access via I-57 and Amtrak. These transportation elements connect Mattoon to several other major metropolitan areas.

#### **Character and Identity**

Residents discussed the City's history as a critical piece of what defines its current character. The community has been shaped by its founding around the railroads, its role in the Civil War, and its contemporary investment in local and regional athletics. It also benefits from the downtown area that provides a unique built environment and local murals that blend today's experience with the community's rich history

#### **Services and Quality of Life**

Residents identified several local services and characteristics that help create a high quality of life in Mattoon. A low crime rate, low cost of living compared to other cities, and excellent water source make it an attractive community. Municipal services, such as good public schools, youth programs, police and fire protection, and the public library, satisfy basic needs. Layered on top of these are top notch institutions, such as Lake Land College and Eastern Illinois University and the new YMCA, that provide local or regional resources for education and personal health.

### **BUSINESS WORKSHOP**

On Tuesday, January 24, 2012, a Business Workshop was held with members of the Mattoon business community. The intent of the meeting was to identify "big picture" issues and challenges to establishing, maintaining, and growing a business in the community.

The workshop included a questionnaire designed to solicit initial input from the group that will help frame some of the important issues to be addressed by the new Comprehensive Plan. The results of the questionnaire and resulting discussions are summarized below.

### **1. Identify five (5) issues or concerns confronting the City of Mattoon.**

Attendees were asked to identify issues or concerns confronting the City. Their responses include:



**Economic Development**

The ability to recruit and retain quality jobs is viewed as critical to the success of the City. This includes the creation and development of new employment and the maintenance and growth of existing jobs and businesses. Attendees also discussed the need for a good pool of skilled employees, and stated that Lake Land College and Eastern Illinois University should be key partners in this effort. Attendees also discussed specific types of uses that are not present in the community, such as a professional office.

**Land Use & Development Policies**

The City’s land use and development policies were frequently cited as issues in community and economic development. The most frequent comments related to the standards in and enforcement of the City’s development codes. There are seen as difficult to understand and conform to. They are also not enforced consistently,

making it difficult for developers and businesses to know what the City’s expectations are.

In addition to the development codes, attendees cited several broader growth and land use issues that must be addressed. Some include possible annexation out to the new I-57 interchange, state and federal policies guiding investment and business development, the haphazard mix of existing uses in several areas of the City, and the lack of important destinations or events that attract people to the City and create a demand for additional services.

**Infrastructure and Systems**

Existing infrastructure is seen as a significant barrier to future growth and development. In many areas of the City, it is aging or operating at capacity. The poor condition and/or lack of sidewalks are seen as a barrier to access for many areas of the City, especially where newer development on the east

end of town is predominantly automobile-oriented. In addition to these physical elements, utility agencies and their procedures can make it difficult to initiate service to a business, and the lack of public transportation options makes it challenging for households with one or no vehicles to access many commercial areas.

**Population & Housing**

The City’s lack of population growth and increased percentage of aging residents are causes of great concern for the business community. This is amplified by the depreciating housing value, resulting in a weaker property tax base and lower level of community wealth and spending power. Attendees believe that many residents are choosing to spend money in other communities, thereby compromising the competitiveness of local business. Finally, the crime rate and homeless population were cited as key concerns.

**Image & Character**

Many attendees were concerned about the image and character of the City and how they impact the viability of its key commercial areas. Many believe there is visible blight in many parts of the community that is apparent due in large part to the poor condition of vacant lots and buildings. In addition, the City has to address the appearance of its key entry points as the “front door” of the community.

**Government**

Attendees expressed a concern about the financial health of the City and reiterated that any investment in community or economic development should be done in a fiscally responsible way. They also cited the lack of civic engagement and current form of government as challenges in creating the local investment in creating and advancing a vision for development.

**2. List, in order of importance, the three (3) most important issues discussed thus far.**

Attendees were asked to prioritize the issues discussed in question 1 in order to reflect a collective sense of what issues are most critical to Mattoon. The table below reflects the priorities as identified by the attendees. Given that the attendees are primarily business owners or operators, it is not surprising that the strongest priorities relate to the critical elements of economic development; new business development, infrastructure, municipal codes and policies, and image and appearance. Other priorities relate to quality of life that help attract quality employees and foster reinvestment in the community; good housing options, maintenance, fiscal health, and healthy lifestyle characteristics, among others.

**Business Workshop Issue Summary**

Comment	Importance*
Recruiting/retaining/incubating new employers (economic development)	47
Need to upgrade or expand infrastructure	24
Need to modify code requirements and enforcement	21
Image and appearance	13
New/upgraded housing options	11
Maintenance and upkeep of properties	7
Aging/shrinking population	6
Overall financial health of the City	5
Need to incentivize rehabilitation	3
Pedestrian/transit accessibility to goods and services	3
Need to lower cost of public operations and services	3
Socioeconomic characteristics	3
Lack of civic involvement and engagement	3

\*As determined by the number of attendees identifying the item as one of their top 3 issues



**3. Identify three (3) specific projects or actions that you would like to see undertaken within Mattoon.**

Attendees were asked to identify specific projects or actions that they would like to see undertaken. Their input is summarized below.

**Projects**

Projects include specific actions with a tangible result. Projects identified by attendees include:

- Infrastructure improvements such as the expansion of water and sewer lines to the new interchange and to southeastern portions of the City, sidewalks and bike trails to the eastern portion of the City, creating a more direct link from the City to the new interchange at County Road 1000 N, and finishing the drainage mitigation project that is underway.

- Specific development projects such as a small business park at the southern end of town, completing the depot project, and the removal of unsightly business and buildings.

- Beautification efforts such as the installation of “retro” streetscaping in downtown, and the installation of gateways and decorative streetscaping in the eastern portion of the City.

**Strategies**

Strategies include programs or initiatives that may require partnerships or specific efforts from municipal or non-municipal entities. Strategies identified by attendees include:

- Marketing of the positive aspects of the community
- Homeless population task force and management plan
- Collaborative program for property clean up and maintenance
- Program focused on local business incubation

- Comprehensive infrastructure improvement and maintenance plan

**Policies**

Policies include procedures or regulations, typically administered by the City, that shape growth and development. Policies identified by attendees include:

- Incentivized arts and entertainment district in downtown
- Rewrite the zoning ordinance
- Enforce codes to improve appearance of buildings and lots
- Clean up crime (perhaps through security cameras)
- Streamline City procedures
- Restructure public sector compensation to be aligned with performance
- Advertise existing city staff as point contact for permitting and approval processes
- Community ombudsman to monitor/assess City operations

**4. What are the three most important things the City can do to improve the business climate in Mattoon?**

Attendees were asked to identify the most important things the City of Mattoon can do to improve the local business climate. Responses are summarized below.

- Ensure that Mattoon stays competitive with surrounding communities in terms of approval procedures and regulations by making the zoning ordinance more user-friendly, streamlining review procedures, utilizing City staff as a resource in leading applicants through the process, and uniformly enforcing requirements.

- Enhance local infrastructure and services through expansion, maintenance, and public transportation options.

- Work more closely with businesses to market the image of the community, recruit new employers, and enhance communication between the City and the business community.

- Control costs associated with public services so that the City remains competitive with surrounding communities.

- Provide a flow-chart of zoning and development review procedures to perspective developers and zoning applicants

**5. What are the primary strengths and assets of the City of Mattoon?**

Attendees were asked to identify the primary strengths of the City. Their responses are summarized below.

**Services & Activities**

The City is rich in services and activities, including the sports complex, quality schools (from primary school through Lakeland College), the Sarah Bush Lincoln Health Center, YMCA and related youth programs, local institutions, and good municipal leadership.

**Quality of Life**

Residents generally have a high quality of life due to the public parks and trails, good housing and variety of neighborhoods, relatively low cost of living, and high level of safety.

**Local Character**

The City’s unique local character is built on the its people who are community-minded and willing to support local projects, businesses, and initiatives.

**Context**

The City is fortunate to be located with great access to regional amenities such as Eastern Illinois University, and statewide and Midwest access via I-57 to other major metropolitan areas.

# City of Mattoon, Illinois

## COMPREHENSIVE PLAN

project website

HOME NEWS & UPDATES DOCUMENTS PARTICIPATE



### PROJECT WEBSITE

To assist in community outreach and overall communication of the planning process, a project website has been created and linked to the City's website. The project website provides visitors with information on how to stay involved, announcements regarding future meetings, and posted copies of all interim planning documents that are produced for public review and comment. The Project website will remain active throughout the entire planning process.

### On-Line Questionnaires

An on-line questionnaire was posted on the project website and publicized by the City. The questionnaire was specifically designed to solicit input from both residents and business owners. The questionnaire was provided to supplement other face-to-face community outreach efforts and is not intended to be a scientific survey instrument. Given the central importance of community outreach in the creation of the updated Comprehensive Plan, the questionnaire will remain open and available throughout the planning process.

At the time of the drafting of this document, 53 people had participated in the on-line survey. Almost 83% of them have lived in Mattoon for more than fifteen years. The participants were asked a number of questions about the community, and their responses are summarized below.

Respondents were asked to identify the top five things about Mattoon. The most frequent responses were interstate access, the small town feel, schools and school facilities, friendly neighbors, access to Amtrak, and parks and recreation. When asked what things they liked least about the community, three responses were most frequently given; job opportunities, building and business vacancy, and available shopping. Other prominent answers include taxes, community appearance, and City leadership.

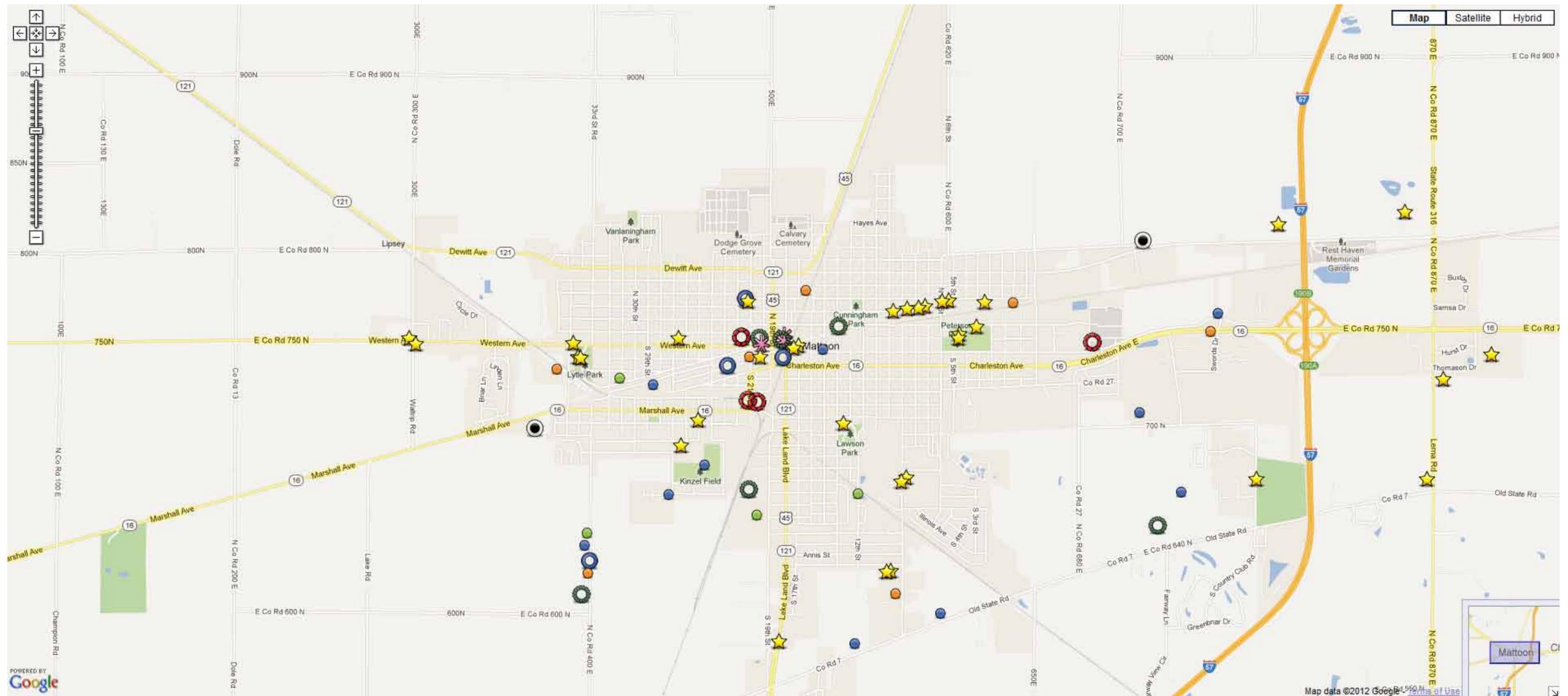
Respondents were asked to rate the performance of various services or systems. Ones that scored highest include regional and state roads, police and fire protection, trash service, and parks and open space. Ones that are perceived to be not performing as well include sidewalks, stormwater drainage, cultural facilities and programs, and services for youth and senior citizens.

Respondents were asked to assess the housing stock and quality of life. The great majority feel the current housing stock is in good or fair condition, but it is only maintaining its current condition or getting somewhat worse. This corresponds with perceptions about quality of life. People generally feel that quality of life has stayed the same or gotten slightly worse over the past ten years, and that it will continue this trend over the next five years.

When asked to identify desirable types of development, respondents overwhelmingly support more retail shops and restaurants. Industrial/manufacturing and entertainment development is also seen as desirable. However, bars/taverns and apartments/rental housing are considered undesirable development types.

Lastly, respondents were asked to identify the most important issues facing the City. By far, the most frequently cited issues are the availability of jobs and the City's economic competitiveness. The lack of population growth and downtown development were also identified by several participants.

At the end of the questionnaire, respondents were invited to provide additional comments. Input touched on a broad range of topics, including better development for the youth, enhanced stormwater management and flood controls, local image and identity, public safety and code enforcement, development approval procedures and incentives, and the need for a better form of government.



**sMap - Community Issues Mapping**

sMap, an on-line community issues mapping tool, was posted on the project website to provide yet another opportunity for public participation in the process. The community issues mapping tool allows residents to identify, map, and provide comments on specific, or general, areas of concern within the City. Using a legend with “points of interest” categories, users are able to categorize loca-

tions in the City that they view to be as opportunities, threats, or assets.

Four users mapped their issues and opportunities for Mattoon, placing 66 points of interest on their maps. This page summarizes the key themes identified by the uses.

**★ Community Assets** - Mappers identified a broad range of recreational amenities, including the vast parks system and bike

trail. They also noted the public schools, downtown activities and character; Douglas Hart Nature Center; Mattoon Country Club, and Western Avenue.

**● Public Safety Concerns** - Issues related to public safety include bike trails and lighting around the eastern commercial district, cleaning up of the rail right-of-way through downtown, and several points on the periphery of the City.

**● Desired Uses/Developments** - Desired uses and developments were highlighted, including development on Old State Road, clear delineations between commercial and residential development, and more transportation and recreation options on the City’s west side.

**● Development Priority Sites** - Mappers highlighted several specific development sites, including the train depot, Young Radiator site, former Superior

Equipment site, and the extension of sewer infrastructure southwest to Country Club Road, Rolling Green and Augusta Lakes.

**● Undesirable Uses** - Three specific undesirable uses were identified, including the old hospital site on 21st Street, TQ Demolition on Charleston Avenue, and the use of wind turbines within 1.5 miles of the City.

**● Poor Appearance** - A few specific locations were cited as areas of poor appearance, including the former water treatment plant, the Superior Equipment site, and Commercial Avenue near 31st Street.

**● Problematic Intersections** - Mappers identified three distinct problematic intersections; Marshall Avenue and its two rail crossings, Western Avenue and 21st Street, and Charleston Avenue and Broadview Road.

**★ Key Transit Destinations** - Mappers identified two key transit destinations; the Downtown area via Amtrak, and the Coles County Memorial Airport.

**● Other** - Two points were placed that locate stormwater drainage and flooding issues. They were placed at Dewitt Avenue and Piatt Avenue, and just southwest of 36th Street and Marshall Avenue.



# 2 COMMUNITY PROFILE

Existing conditions were inventoried and compiled to create a detailed Community Profile that establishes the basis for the Comprehensive Plan. The Community Profile is the product of community outreach and data collected and analyzed by the Consultant. It focuses on current conditions and influencing factors within the City of Mattoon and the surrounding township within its planning jurisdiction.

The Community Profile establishes the “foundation” or “starting point” of understanding for plan recommendations, and includes the following:

- Community setting
- Existing zoning, land use and development patterns
- Community facilities
- Environmental features and open space
- Transportation and mobility

## Community Setting

The City of Mattoon is a community of approximately 18,500 people in Coles County located about 44 miles south of Champaign. Incorporated parcels lie within three townships; Mattoon, Lafayette, and Paradise. However, the City’s ETJ covers additional townships; Pleasant Grove, Charleston, Humboldt, and North Okaw. Mattoon is typical of many Midwest rail towns, with a historic downtown core surrounded by traditional neighborhoods. Its more recent growth has added to the single-family character of the community, and has expanded retail goods and services along its major corridors. Much of the most recent investment is in areas of the community that benefit from high levels of interstate access provided by two interchanges with I-57.

Mattoon enjoys a high level of multi-modal access to other parts of the region and state. State Routes 16 and 121 and the Mattoon-Charleston Recreational Trail provide local links to Charleston, Effingham, Decatur, Champaign, and other neighboring communities. I-57 and rail corridors provide automotive and passenger/freight rail access to more substantial metropolitan centers, such as Indianapolis, Chicago, St. Louis. US 45 provides north/south access as an alternative to I-57.

Residents enjoy many local institutions and services that provide the base for jobs, recreation, and quality of life. Lake Land College provides access to higher level education, while Lender’s Bagels is a prominent manufacturer of goods. The Sarah Bush Lincoln Health Center, located on US 16 between Mattoon and Charleston, is the region’s most prominent health care provider. The City of Mattoon is poised to transform itself into a community that affords its residents a high quality of life through quality education, top-notch health care, and emerging industrial sectors founded upon its unique local assets. Mattoon has a vibrant downtown with a great diversity of activities, such as restaurants, shops, professional office space, taverns, and the corporate headquarters for two of the communities largest employers; Illinois Consolidated Communications and First Mid-Illinois Bank & Trust.

## History of Mattoon

Mattoon was founded around the convergence of the Illinois Central and Terre Haute and Alton railroads in 1855. The name Mattoon was selected by local land speculators in hopes of encouraging William B. Mattoon, a wealthy chief construction engineer for the Terre Haute and Alton line, to invest in the new community. Many early inhabitants of the Mattoon area were immigrants from New England. Others came to the area from Kentucky, Virginia and other locales as part of the Upland South migration which took place during the era following the War of 1812.

The rail lines, along with available prime agricultural land, lead to the rapid development of the city. Prior to the Civil War, Mattoon claimed two major hotels, numerous general stores and warehouses and a population of 2,000. As a result of local railroad operations to support the Union war effort, the city nearly doubled

its amount of commercial buildings and population. Following the Civil War Mattoon formalized local government was refined and public works projects provided new infrastructure for the growing community. Elaborate Italianate, Second Empire, Neoclassical and Queen Anne architectural styles dominated the city streets, exhibiting the prosperous nature of the City.

In 1897, the City of Mattoon issued an invitation to all citizens of the state to attend Illinois’ first “Free State Fair”. The fair was a great success and established a precedent for similar community events in succeeding years. More importantly, the thousands who attended the fairs spread the word – Mattoon and the term hospitality were synonymous. In the late 19th and early 20th centuries, efforts were made to provide facilities for recreation and social interaction. Parks, swimming pools, race tracks, baseball parks and recreational lakes

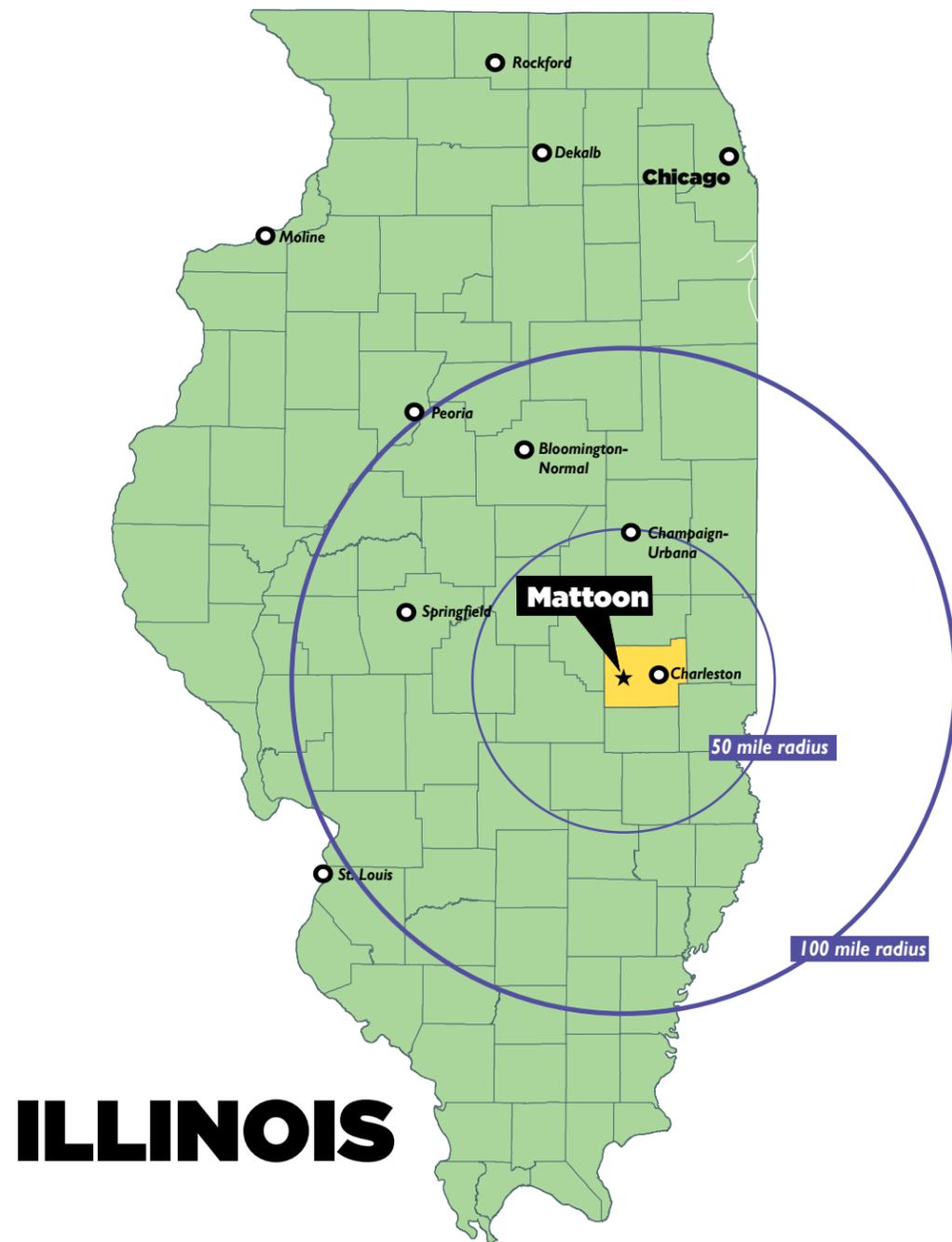
became prominent features with the community.

The first half of the 20th century saw a growth in local industry, as Atlas Diesel Manufacturing, Brown Shoe Company, Kuehne Furniture and the predecessors of Consolidated Communications thrived and provided jobs for Mattoon residents. This focus continued through World War II, resulting in the development of Blaw-Knox, General Electric, R.R. Donnelley, Lender’s Bagels and Associated Spring.

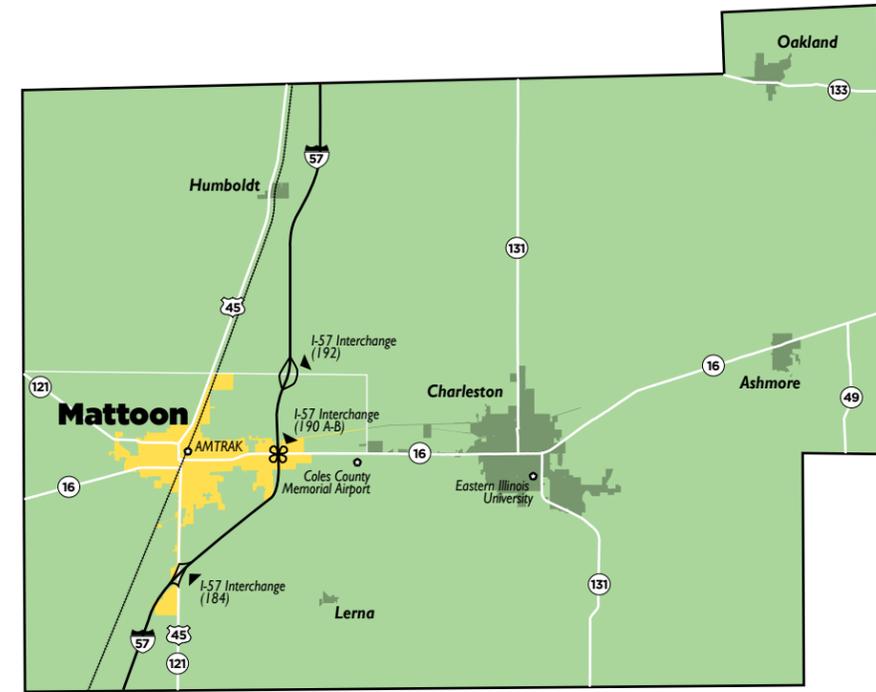
Mattoon has always emphasized a superb elementary and secondary educational system supported by first-rate infrastructure. In 1966, this commitment was rewarded as Mattoon was selected as the site of one of Lake Land College.

In the 21st century, the City of Mattoon has demonstrated its ability to adapt, filling the void created by the decreasing rail operations and heavy industry with trucking transportation, specialty manufacturing, and professional services, such as the Sarah Bush Lincoln Health System and Carle Clinic. Still, agriculture and its supporting services remain a dominant element of the community’s economy.

Throughout its history, Mattoon has withstood fire, tornadoes, drought and national economic dilemmas. Despite these challenges, insightful problem-solving and perseverance has always prevailed. This resiliency, passed on through generations and embodied by Mattoon’s current residents, provides a platform for advancement and growth, just as it has for over 150 years.



# COLES COUNTY



## EXISTING DEVELOPMENT PATTERN

Mattoon is a complex place made up of a diverse mix of uses and development types. Housing, commercial centers and corridors, institutional facilities and campuses, parks and open spaces, and community facilities and infrastructure all play role in making it an attractive place to live, work, shop and play.

Assessing the existing land use and development patterns in Mattoon answers two critical questions necessary for future planning; what areas should be preserved and strengthened, and what areas should be transformed to become an asset to the community? Planning for sound land use and development will benefit not only residents and investors, but will also impact the long-term fiscal health of the City and County through predictable and coordinated provisions of services and infrastructure.

This section of the Plan includes a review of current zoning regulations and an inventory of the existing land use and development patterns within Mattoon and its planning jurisdiction. The inventory is based on reconnaissance undertaken in the fall of 2011.

## CURRENT ZONING

The Comprehensive Planning process is helpful in identifying where the goals for future growth are either compatible or incompatible with existing zoning regulations. Following the adoption of the Comprehensive Plan, the City of Mattoon should consider a zoning update to address where current zoning does not align with plan recommendations, as zoning is one of the primary implementation tools available to local government.

Mattoon's current zoning code establishes four residential districts, five commercial districts, one industrial district, and a Planned Unit Development district. The boundaries of these districts are illustrated on the City of Mattoon Zoning Map. The Mattoon Zoning Code reflects a "pyramid" or cumulative use structure under which districts permitted in a less intensive district are also permitted in more intensive districts.

**Existing Land Use Summary Table**

Land Use	City of Mattoon				ETJ				Total (City + ETJ)			
	Parcels	% of Parcels	Area (acres)	% of Area	Parcels	% of Parcels	Area (acres)	% of Area	Parcels	% of Parcels	Area (acres)	% of Area
<b>Agricultural</b>	48	0.6%	933.8	17.7%	674	35.4%	36,313.5	89.2%	722	7.0%	37,247.3	81.0%
<b>Residential, &lt; 6 Units</b>	6,181	73.8%	1,358.7	25.7%	784	41.2%	1,145.7	2.8%	6,965	67.7%	2,504.4	5.4%
<b>Residential, &gt; 6 Units</b>	291	3.5%	101.3	1.9%	3	0.2%	4.5	0.0%	294	2.9%	105.9	0.2%
<b>Commercial</b>	798	9.5%	746.3	14.1%	90	4.7%	1,085.9	2.7%	888	8.6%	1,832.2	4.0%
<b>Industrial</b>	48	0.6%	279.6	5.3%	9	0.5%	356.9	0.9%	57	0.6%	636.5	1.4%
<b>Public/Semi-Public</b>	212	2.5%	795.1	15.0%	49	2.6%	485.8	1.2%	261	2.5%	1,280.9	2.8%
<b>Park</b>	27	0.3%	116.6	2.2%	N/A				27	0.3%	116.6	0.3%
<b>Transportation/Utility</b>	149	1.8%	529.8	10.0%	84	4.4%	874.4	2.1%	233	2.3%	1,404.2	3.1%
<b>Vacant (Planned)</b>	136	1.6%	277.8	5.3%	44	2.3%	99.6	0.2%	180	1.8%	377.4	0.8%
<b>Vacant</b>	489	5.8%	151.4	2.9%	166	8.7%	332.0	0.8%	655	6.4%	483.4	1.1%
<b>Total</b>	<b>8,379</b>	<b>100%</b>	<b>5,290.6</b>	<b>100%</b>	<b>1,903</b>	<b>100%</b>	<b>40,698.2</b>	<b>100%</b>	<b>10,282</b>	<b>100.0%</b>	<b>45,988.7</b>	<b>100.0%</b>

**EXISTING LAND USE**

**Agriculture**

Agriculture land makes up the great majority of the planning area (81%). However, most of this is located in the unincorporated portion of Coles County. Agriculture land makes up only 17.7% of the City of Mattoon's land area. Based on recent growth patterns, it can be anticipated that some of this land will transform into a more active use, especially along the US 45 and IL 16 corridors where subdivision has already happened and land awaits investment.

**Residential**

Residential uses occupy approximately 27.6% of the City's land area. Mattoon's housing stock includes a variety of styles that were built from the early 1900's within the City's original footprint, to the mid 1900's and early 2000's as developed moved away from the traditional city center. The City has experienced limited new housing development, and it has been concentrated on the far west and far southeast edges of the urbanized edge. There are scattered residences or subdivisions in the ETJ, with the most substantial communities abutting the municipal boundary.

**Single Family Residential**

Single family residential development accounts for 73.8% of the parcels and 25.7% of the land area in Mattoon. It accounts for over 62% of all housing units in the City. The oldest single family neighborhoods (Pre-World War II) surround the historic City center and are generally bound by Mar-

shall Avenue, 27<sup>th</sup> Street, Moultrie Avenue, and 10<sup>th</sup> Street. Mid 20<sup>th</sup> century neighborhoods extend the traditional grid, in many cases to the municipal boundary. More recent housing development (1980's-2000's) were frequently designed with larger residential lots and less structured block patterns, thereby having a character that is distinctly different than the older neighborhoods in the City.

**Multi-Family Residential**

Multi-family residential development in Mattoon takes on many sizes and shapes. In its least intense form, single family houses have been converted into multi-family flats in older neighborhood close to the urban core. In other instances, there are concentrated areas where portions of a block have been aggregated into a more substantial development. There are limited examples of mobile home parks in Mattoon. The largest is off of Old State Road just east of US 45.

**Commercial**

Based on the City's land use designations and existing data, commercial land uses include business that sell goods or services to consumers, or offices where professional services are provided. These uses occupy approximately 14.1% of the City's land area, demonstrating Mattoon's historic balance between housing and local goods and services.

Traditional commercial development is concentrated in the historic downtown on Broadway Avenue between 14<sup>th</sup> and 19<sup>th</sup> Streets. Some adjacent blocks contain zero-setback development, although it quickly disintegrates as it approaches high-traffic corridors like Charleston Avenue (IL 16). In some of the oldest neighborhoods surrounding downtown, there is scattered "corner store" development, but many of these have become vacant or underutilized as local shopping patterns changed to favor larger shopping centers.

Small-lot commercial development is prominent along the US 45 and IL 16 corridors. In older portions of the City, traditional lot and block patterns accommodate single-tenant retail, restaurant, or small office uses. These corridors also host small auto-oriented service uses and secondary retail.

As development approaches the I-57 interchanges, traditional commercial formats yield to large-lot multi-tenant retail centers. Access is provided off of the primary corridor or frontage roads to commercial centers that include big box anchors and small to medium box infill tenants.

Commercial uses in the ETJ account for 2.7% of the land area outside of the City, but the vast majority of these lands are accountable to Meadowview Golf Course, the Sarah Bush Lincoln Health Center, and low-intensity commercial activities adjacent to the Coles County Memorial Airport.

**Industrial**

Industrial land uses are a minor piece of Mattoon's landscape, occupying only 5.3% of the City's area and 1.4% of the overall planning area. The largest industrial sites are located along the CN rail corridor at the north and south ends of the urbanized areas where sites could accommodate both large-lot development and high rail access. Other industrial sites are located along the IL 16 and DeWitt corridors at the east end of the City. One exception is the area around the Lender's Bagels plant and Justrite Manufacturing Co., which are located just outside the City boundary along DeWitt Avenue at the western edge of town, occupying approximately 82 acres.

**Public/Semi-Public**

Public/semi-public land uses include community-based services or institutions, such as schools and colleges, libraries, churches, health care providers, government offices, and fire and public safety facilities. (Note: this category does not include public parks.) The locations and functions of various service providers are discussed in more detail in the Community Facilities section of this section.

**Parks**

Park uses include sites or facilities that are open to the public and include either passive or active recreational amenities. The locations and functions of various parks are discussed in more detail in the Community Facilities section of this section.

**Transportation/Utility**

Transportation/utility uses are sites and facilities that accommodate critical infrastructure, including rail transportation, wastewater treatment, water treatment or substations. The locations and functions of various transportation/utility uses are discussed in more detail in the Community Facilities section of this section.

**Vacant**

Lot vacancy is not a widespread use in Mattoon, occupying 2.9% of the City's area and 1.1% of the overall planning area. While there are several vacant parcels in the City, they tend to be strewn among otherwise stable areas. There are few large tracts of vacant land. The most prominent areas of residential vacancy are platted lots where new development was halted as the housing market collapsed in the mid to late 2000's.

# EXISTING LAND USE

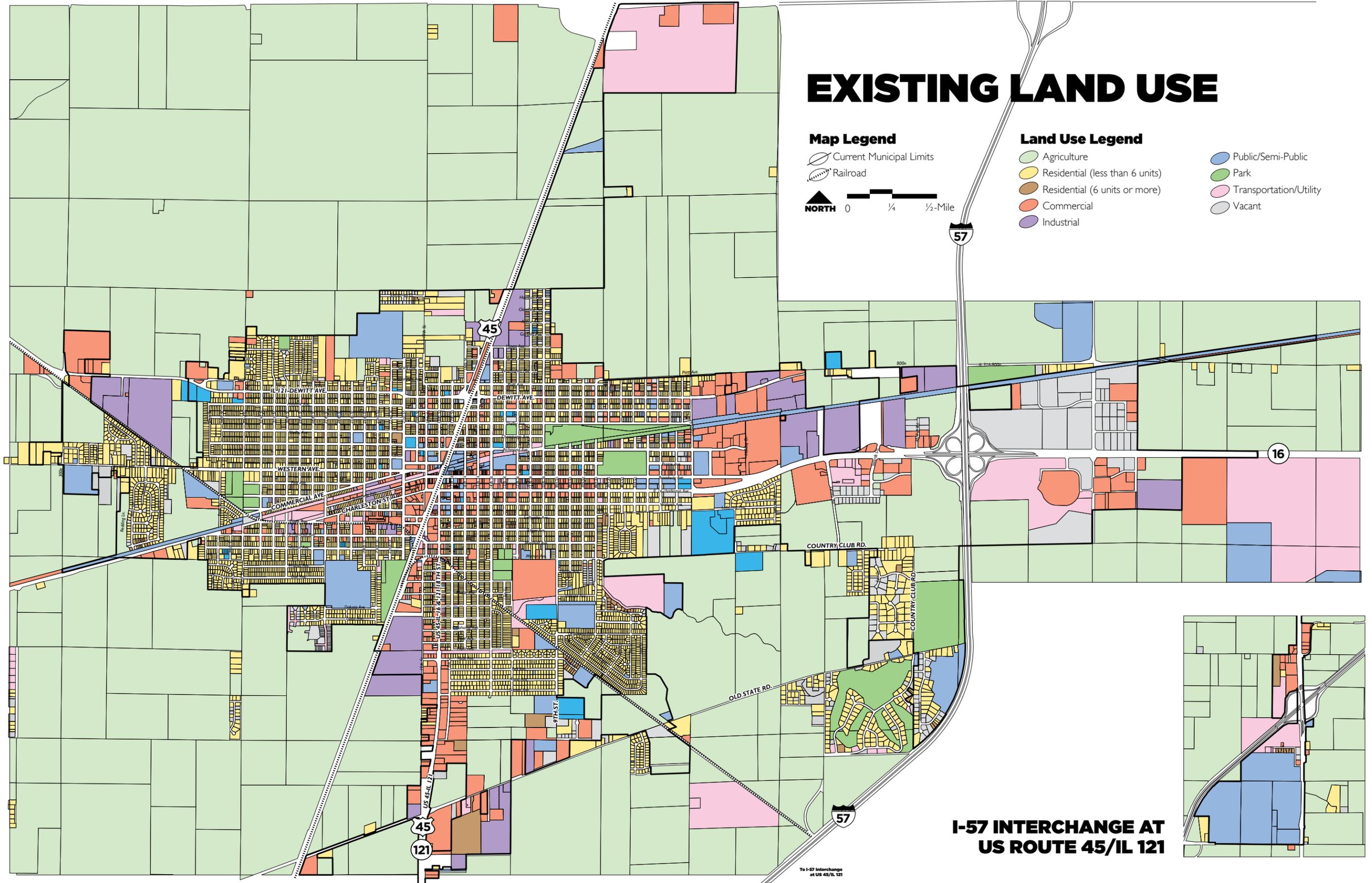
## Map Legend

-  Current Municipal Limits
-  Railroad
-  NORTH

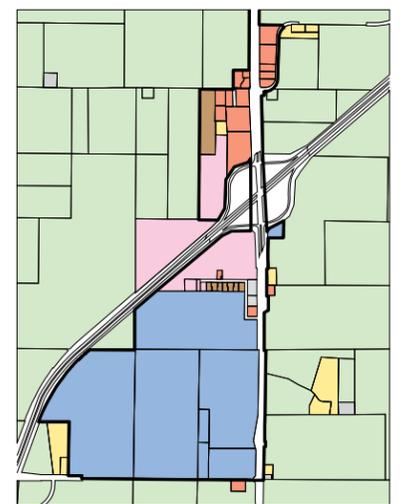


## Land Use Legend

-  Agriculture
-  Residential (less than 6 units)
-  Residential (6 units or more)
-  Commercial
-  Industrial
-  Public/Semi-Public
-  Park
-  Transportation/Utility
-  Vacant



**I-57 INTERCHANGE AT  
US ROUTE 45/IL 121**





# 3 DEMOGRAPHIC & MARKET PROFILE

An analysis has been conducted to establish a firm understanding of existing market conditions within the community and inform decision making with regard to land use and development. The market analysis begins with a demographic overview of recent trends in population, households, income, age, and labor force and employment. This is followed by an assessment of Mattoon's competitive position within the residential and commercial markets. The analysis identifies the issues the community is facing and will likely face and creates a foundation to assist with future land use designation and planning objectives.

The market analysis comprises three primary sections: 1) Demographic Overview, 2) Residential Market Assessment, and 3) Commercial Market Assessment.

## DEMOGRAPHIC DATA

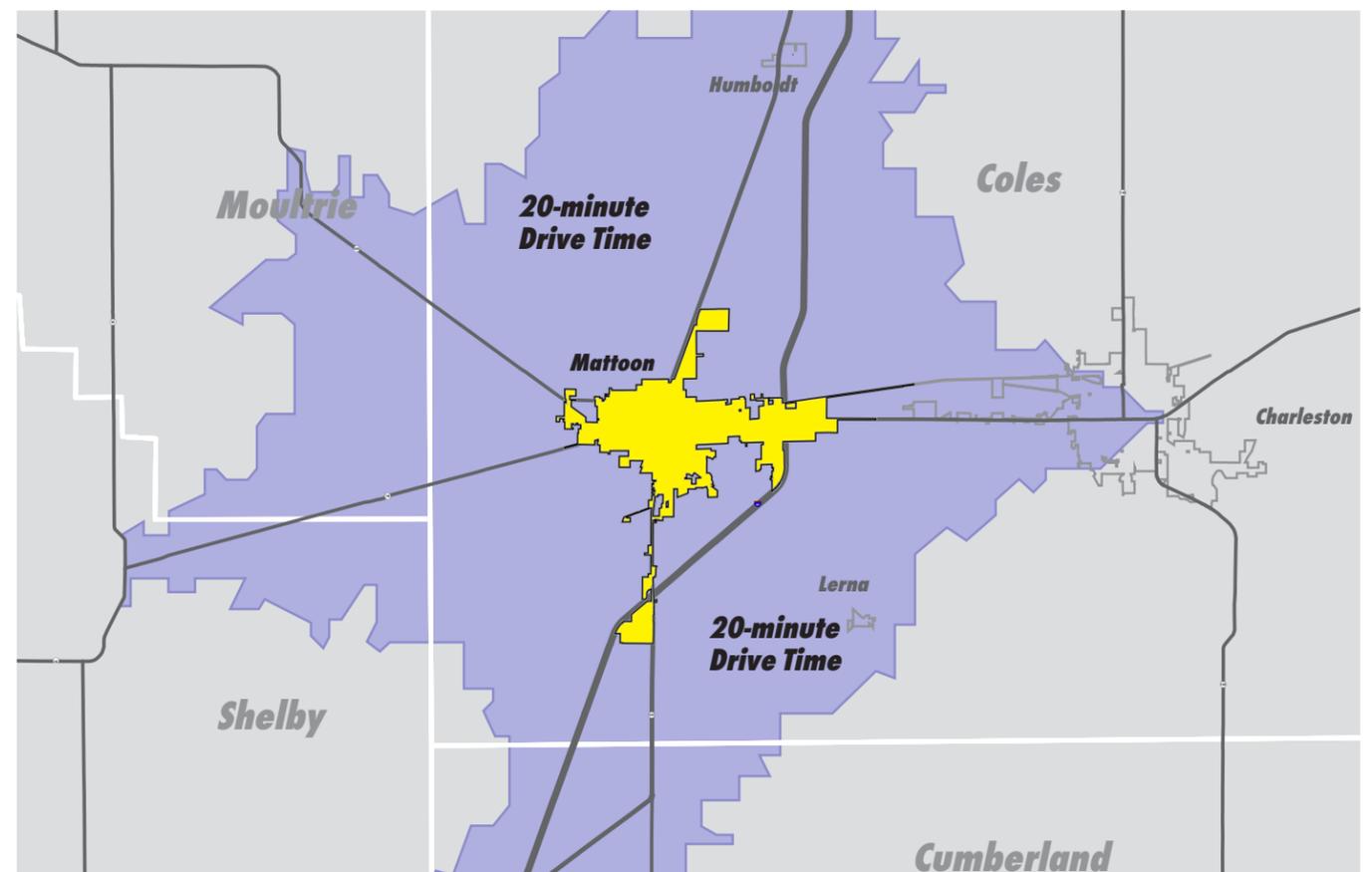
Changes in population, households and demographic composition will influence future land use and development as well as other issues within the city. For purposes of this analysis, 2010 Census data for the City of Mattoon and the defined market area have been contrasted with data from the 2000 Census to document demographic shifts and market trends within the community. Additional market data regarding housing, income and retail demand were also obtained from the U.S. Census Bureau's American Community Survey and ESRI Business Analyst, a nationally recognized provider of market and demographic data.

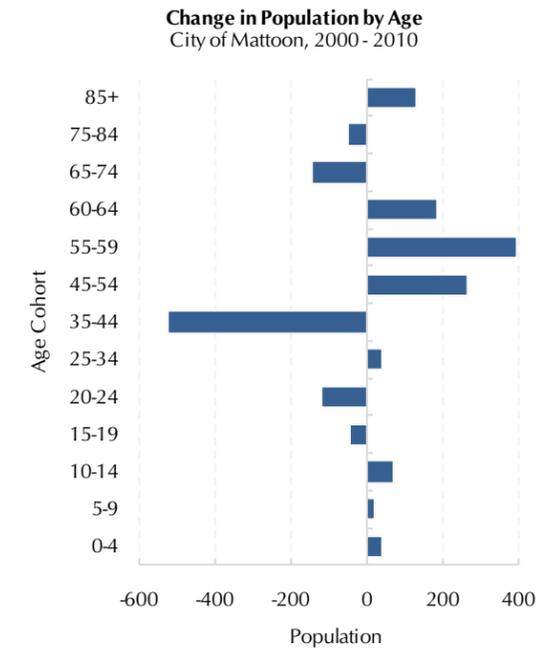
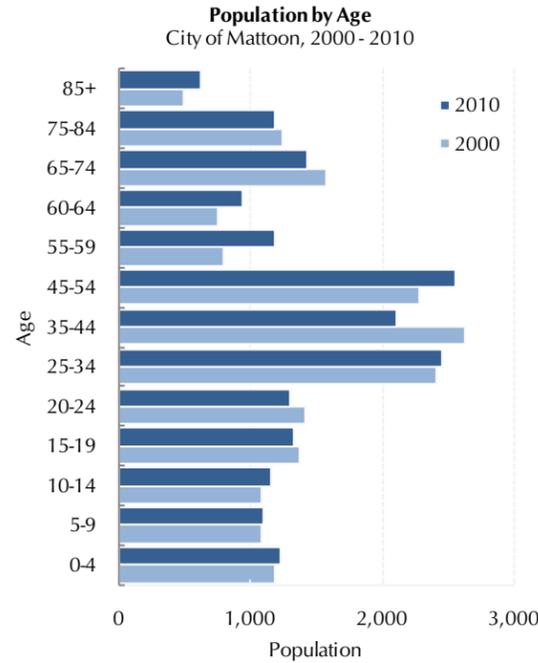
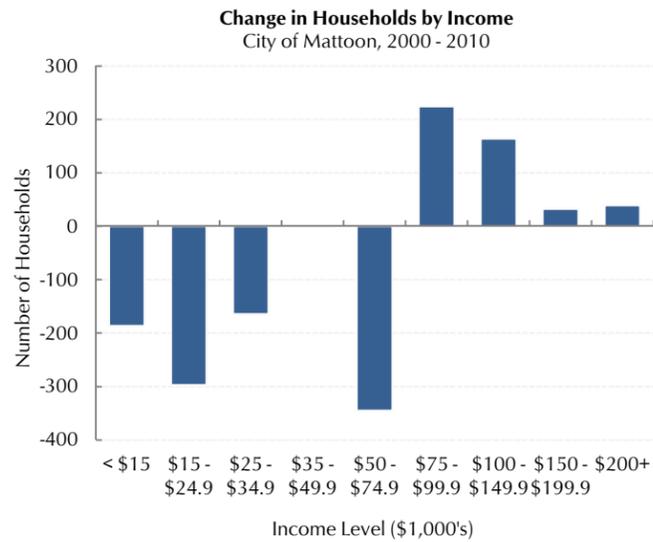
## RETAIL MARKET AREAS

For the purposes of this analysis, the market area is defined as the area located within a 20 drive time from the intersection of Charleston Avenue and Lake Land Boulevard. Drive time is utilized as opposed to mileage, because it better emulates consumer behavior and takes into consideration obstacles that may impede or limit accessibility. This area encompasses the City of Mattoon as well as surrounding unincorporated areas of Coles County and adjacent counties, as well as portions of nearby communities such as Charleston, Humboldt, and Neoga.

This represents the market area from which Mattoon businesses draw the majority of their customers as well as the area within which residents visit for goods and services. While market areas vary depending upon location, rural environs that are not proximate to major metropolitan areas tend to have a more expansive market than more densely populated locations.

The adjacent figure illustrates the boundaries of the City of Mattoon, surrounding counties and communities, and the 20 minute drive time market area.





## DEMOGRAPHIC OVERVIEW

The City of Mattoon has maintained a stable population and household incomes over the past decade. Despite a slight increase in its older population, the median age has remained stable over the last decade. Household income in the area has grown at a rate slightly slower than the pace of inflation.

Demographic trends summarized in this section show that the change in both population and number of households within Mattoon has been minimal, having increased at an annual rate of 0.1% between 2000 and 2010. Population among younger age groups have been stable while larger increases or decreases in population have occurred among older cohorts. Meanwhile, decreases among lower and middle income households have been offset by a pattern of growth among upper income households.

### Demographic Summary City of Mattoon, 2000 - 2010

	2000	2010	Total Change 2000 - 2010
<b>Population</b>	18,291	18,555	264 (1.4%)
<b>Households</b>	8,105	8,161	56 (0.7%)
<b>Median Age</b>	37.6	38.4	0.8 (2.1%)
<b>Average Household Size</b>	2.21	2.22	0.0 (0.5%)

Source: ESRI Business Analyst; Houseal Lavigne Associates

## Population Change

The table above summarizes changes in population and the number of households in the City of Mattoon.

- Mattoon's population increased by slightly more than 1% over the last decade to 18,555 in 2010. This represents an average annual growth rate of 0.14%.
- The number of households in Mattoon has grown by 56 (a 0.7% increase) since 2000 to 8,161 in 2010. This represents an average annual growth rate of 0.07%.
- Average household size has remained near 2.2 persons per household over the last decade. This is 15% lower than the average household size in the State of Illinois (2.59 in 2010).

- Between 2000 and 2010, the median age of the city increased by nearly 2.1% to 38.4 years old.
- Coles County has also experienced modest growth over the last decade, increasing by 1.3%. The portion of the county population that is made up of residents from the City of Mattoon has remained at 34.4%.

## Household Income

Household income data for 2010 has been taken from the U.S. Census and current estimates applied for 2012. The following chart presents estimated change in household income levels from 2000 to 2012. Average household income has increased at a rate that has been slightly slower than that of inflation since 2000. The stability in local household income reflects increases among upper income households offset by decreases among lower income households and minimal change among middle income households.

- The number of households earning less than \$75,000 within Mattoon decreased and the number of households earning between \$75,000 and \$150,000 grew by over 40%.
- The number of households earning more than \$150,000 remained stable.

- The average income among Mattoon households increased by 13.2% to \$48,913 in 2012. This represents an average annual increase of approximately 2%. The national rate of inflation over the same period was 2.56% per year.

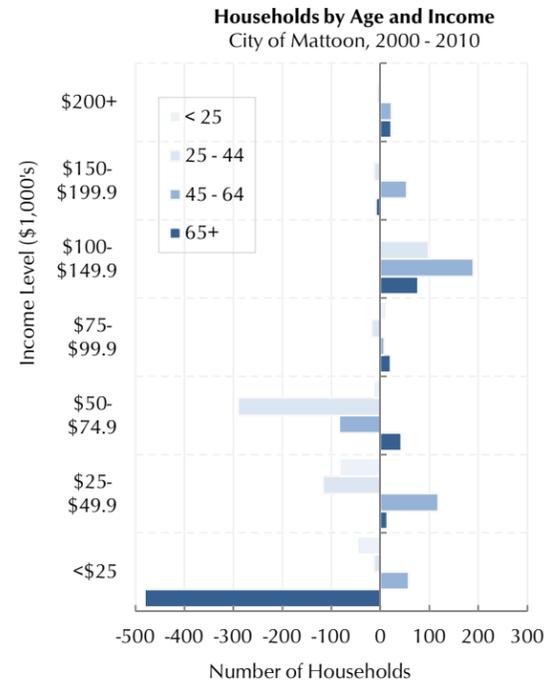
NOTE: Household income is calculated as a measure of income, investments, assets and overall net worth. So, while older segments of the population will in fact experience declines in employment income, their net worth and disposable income tends to increase due to a combination of such things as a reduction in expenditures, home equity, retirement funds and other factors.

## Age Profile

The charts above illustrate population change by age group over the ten year period between 2000 and 2010. Mattoon's middle aged cohorts experienced a mix of growth and decline while the youth, young adult and elderly populations have remained stable.

- Mattoon's population under the age of 34 experienced minimal change, increasing by 4 individuals (0.05%) between 2000 and 2010.
- The Mattoon population aged 35 to 44 decreased by 525 individuals, representing a decline of 20.0% between 2000 and 2010.

- The largest increases in population were among those aged 45 to 64. Overall, the three cohorts that make up this group increased by 846 (22.1%).
- The population over the age of 65 decreased by 61 individuals (-1.8%).



**Age by Income**

The above chart illustrates the changes in the number of households according to the age of the head of household and household income. Changes that occurred between 2000 and 2010 are shown as they pertain to each respective household age cohort in the community. For example, the dark blue columns indicate change within the Mattoon householder population over the age of 64. A bar for this age group is shown in each income bracket. A dark blue bar located above the zero line of the graph indicates growth, while a dark blue bar below the zero line indicates decline in this particular age cohort.

Overall, Mattoon has experienced a decline among both lower and middle income households, and growth among upper income households. Those aged 25 to 44 were largely responsible for decreases among the lower and middle income brackets. This group, in combination with those aged 45 to 64, also accounts for the increases among upper income households. The combined result of these demographic shifts is a local population that is becoming older on average with increasing household income.

- Households aged 25 or younger experienced minimal change regardless of income, with the exception of households earning less than \$25,000. All other age cohorts within the lower income group (earning less than \$25,000) decreased. The most significant decrease, regardless of age cohort or income group, occurred among householders aged 65 and up who were earning less than \$25,000.
- The number of households earning more between \$100,000 and \$150,000 increased in all middle aged and senior age cohorts.
- The number of households aged 25 to 44 decreased in all income groups except for those earning between \$100,000 and \$150,000. Within this age cohort, all four lower and middle income groups (under \$100,000) decreased. Conversely, upper income groups (more than \$100,000) within this cohort increased.

**Market Implications**

Overall, the City of Mattoon has maintained a stable population over the last decade. Decreases among those aged 25 to 44 have been offset by increases among those households aged 45 to 64. These age profile shifts have coincided with a slight increase in the number of upper income households.

Mattoon, just like so many communities throughout the Midwest, has been impacted by the economic downturn. Despite stable population and household income, data indicate that the spending power of Mattoon residents has decreased slightly. When the average household income (adjusted for inflation) is multiplied by the number of households, it is estimated that total household income in Mattoon has increased by \$45.5 million since 2000, representing an overall increase of 14% and a rate of growth of 1.31% over the course of a decade. The rate of inflation over the same period was 2.56%, which means that despite an increase in

household income, the combined spending power among residents is approximately 9% less than it was in 2000.

While the community-wide average household income has not kept pace with inflation, the total number of upper income households has increased by 40%. These demographic shifts that have occurred among upper income, middle-aged and senior households may be indicative of increased demand for both owner-occupied, multi-family development and senior housing.

**LABOR FORCE & EMPLOYMENT**

**Total Employment**

Historic employment estimates for 2002 through 2010 indicate that the number of jobs provided by Mattoon employers has fluctuated over the last decade. In recent years, the City experienced a loss of employment as did many other municipalities in the region. However, the City rebounded in 2010 adding over 500 jobs over the previous year.

A comparison of data over the past several years shows that the majority of recent employment loss within Mattoon has been concentrated in the administration & support and manufacturing sectors. However, most of the jobs that were added back into the workforce in 2010 were in the administration & support category, replacing jobs that had been lost in recent years. In addition to these new jobs, the Health Care & Social Assistance segment has been growing steadily.

**Major Employers**

As shown in the table below, Mattoon's major employers reflect the employment distribution within the city. R.R. Donnelly and Consolidated Communications, which are the city's largest and third largest employers respectively, are classified within the Information sector and likely responsible for much of the employment loss therein. Conversely, large employers like the Sarah Bush Lincoln Health Center are responsible for more significant job gains within the community.

**Employment by Industry**

Employment estimates for 2010 show that the city's economy is relatively concentrated within four industries employing between 10% and 20% of the workforce.

**Change in Total Employment**  
City of Mattoon, 2002 - 2010

	Total Employment	Change	
		Number	Percent
2002	14,605	-	-
2003	14,841	236	1.6%
2004	15,212	371	2.5%
2005	14,793	(419)	(2.8%)
2006	14,298	(495)	(3.3%)
2007	14,080	(218)	(1.5%)
2008	13,089	(991)	(7.0%)
2009	11,080	(2,009)	(15.3%)
2010	11,622	542	4.9%

Source: U.S Census and House Lavigne Associates

**Major Employment**  
City of Mattoon, 2010

Employer	Product/Service	Employees
R.R. Donnelly	Printing/Publishing	1,700
Sarah Bush Lincoln Health Center	Hospital/Clinic	1,324
Consolidated Communications	Telecommunications	700
General Electric Lamp Plant	Lighting Products	600
Community Unit School District #2	Mfr.	500
Lender's Bagel Bakery	Mattoon schools	350
Lake Land College	Bagel Bakery	320
First Mid-Illinois Bank & Trust	Community College	275
Mattoon, City of	Financial Institution	200
Mars Pet Care USA	Municipality	200
AmerenCIPS	Pet Foods	200
Odd Fellow & Rebekah Home	Public Utility	200
Justrite Manufacturing Co.	Geriatric Care Facility	160
Mattoon Precision Mfg. Co.	Safety Containers	145
United Graphics, Inc.	Automotive Parts Mfr.	130
	Printing/Publishing	

Source: Illinois Department of Commerce and Economic Development

**Employment by Industry**  
City of Mattoon, 2010

Industry (NAICS Code)	Employees	
	11,622	
Admin., Waste Mgmt. & Remediation	2,082	17.9%
Manufacturing	1,819	15.7%
Educational Services	1,484	12.8%
Retail Trade	1,316	11.3%
Health Care and Social Assistance	914	7.9%
Accommodation & Food Services	913	7.9%
Information	620	5.3%
Construction	432	3.7%
Finance & Insurance	411	3.5%
Mgmt. of Companies & Enterprises	345	3.0%
Wholesale Trade	302	2.6%
Other Services	275	2.4%
Professional, Sci. & Tech. Svcs.	196	1.7%
Public Administration	191	1.6%
Utilities	142	1.2%
Transp. & Warehousing	77	0.7%
Arts, Entertainment, and Recreation	60	0.5%
Real Estate & Rental and Leasing	41	0.4%
Ag., Forestry, Fishing & Hunting	2	0.0%
Mining, Quarrying & Oil/Gas	0	0.0%

**Employment Projections**

A comparison of local employment to the larger region further highlights the importance of a diverse job base to the city's well-being. The following table contains employment estimates for the City of Mattoon and the combined area of Clark, Clay, Coles, Crawford, Cumberland, Douglas, Edgar, Effingham, Fayette, Jasper, Lawrence, Marion, Moultrie, and Richland Counties (which is defined as the State of Illinois' Workforce Investment Area (WIA #23). In addition to reported employment estimates, the table also calculates the city's local share compared to that of the larger region and uses that share alongside employment projections for the region to determine anticipated job growth within Mattoon.

While Mattoon's population made up approximately 34.4% of Coles County's 2010 population, the city accounted for half of all jobs within the county and 9.0% of the region's employment base. When Mattoon's local share is applied to the region's projected employment growth of 4,556 jobs, it is indicated that Mattoon could stand to gain an additional 412 jobs between 2008 and 2018.

Industries that are projected to be the largest contributors to job growth in Mattoon between 2008 and 2018 include:

- Natural Resources and Mining including agriculture (666 new jobs);
- Construction (136 jobs);
- Manufacturing (116 jobs);
- Wholesale Trade (48); and,
- Information (32).

**Labor Inflow/Outflow Analysis**

The figure below illustrates the volume of labor inflow and outflow for the City of Mattoon.

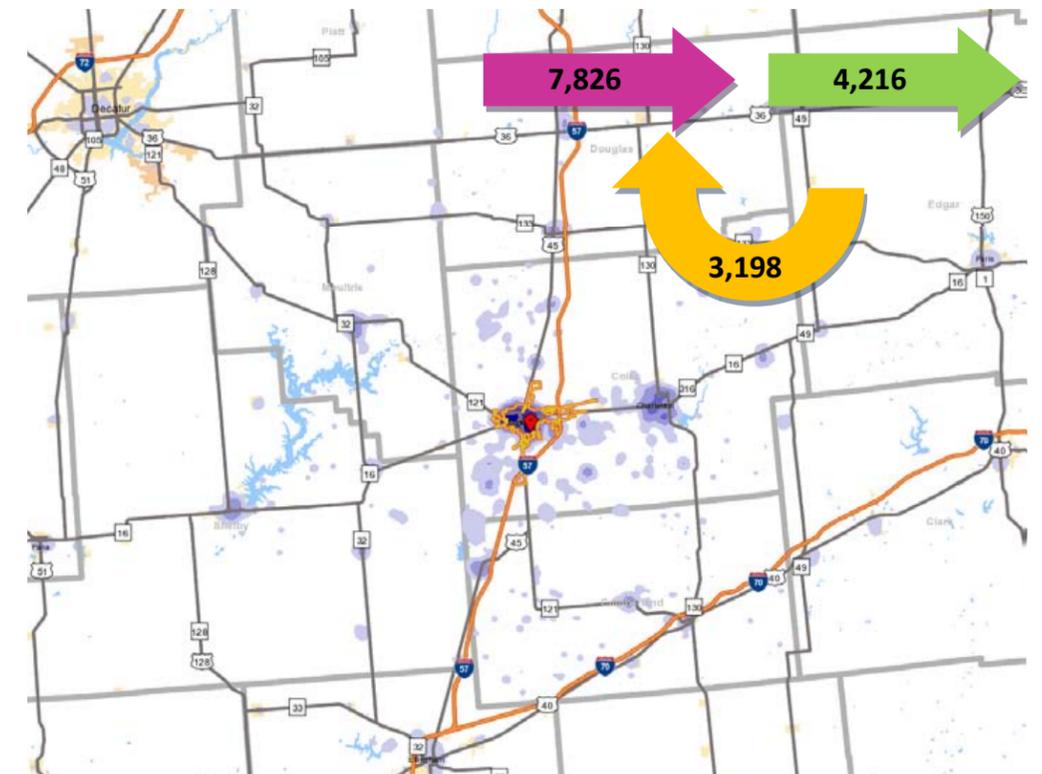
- Purple – Workers employed in Mattoon, but living outside the city.
- Green – Workers employed outside of Mattoon, but living in the city.
- Orange – Workers that live and work in the City of Mattoon.

The community's labor shed is dispersed throughout Coles County and the surrounding region. Over 70% of the community's primary jobs were performed by workers who live outside of Mattoon. Approximately 3,200 individuals both live and work within Mattoon, with nearly 60% of local workers travelling to jobs less than 10 miles away.

**Employment Projections by Industry**  
City of Mattoon & WIA #23<sup>1</sup>, 2008 - 2018

Industry (NAICS Code)	Employment by Industry (2008)			Projected Growth (2008 - 2018)	
	WIA #23 <sup>1</sup>	City of Mattoon	Local Share	WIA #23 <sup>1</sup>	City of Mattoon
Natural Resources and Mining	122,051	11,024	9.0%	4,556	412
Construction	1,361	271	19.9%	3,346	666
Manufacturing	4,973	547	11.0%	1,237	136
Wholesale Trade	23,091	2,186	9.5%	1,227	116
Information	5,354	356	6.6%	725	48
Real Estate and Rental and Leasing	1,811	222	12.3%	261	32
Retail Trade	6,514	299	4.6%	291	13
Finance and Insurance	575	86	15.0%	200	30
Professional, Scientific & Tech. Servic	13,573	764	5.6%	514	29
Management of Companies and Enter	3,817	493	12.9%	221	29
Transportation & Warehousing & Utili	1,838	218	11.9%	153	18
Administrative & Waste Mngmnt. Serv	293	44	15.0%	106	16
Educational Services, Private & Public	6,514	299	4.6%	291	13
Health Care & Social Assistance	5,447	507	9.3%	15	1
Arts, Entertainment and Recreation	13,876	1,237	8.9%	10	1
Accommodation and Food Services	16,603	1,619	9.8%	-88	-9
Other Services	878	116	13.2%	-94	-12
Government, Total	8,927	1,156	12.9%	-175	-23
	5,078	379	7.5%	-410	-31
	8,042	524	6.5%	-2,983	-194

<sup>1</sup> Workforce Investment Area #23 comprises Clark, Clay, Coles, Crawford, Cumberland, Douglas, Edgar, Effingham, Fayette, Jasper, Lawrence, Marion, Moultrie, and Richland



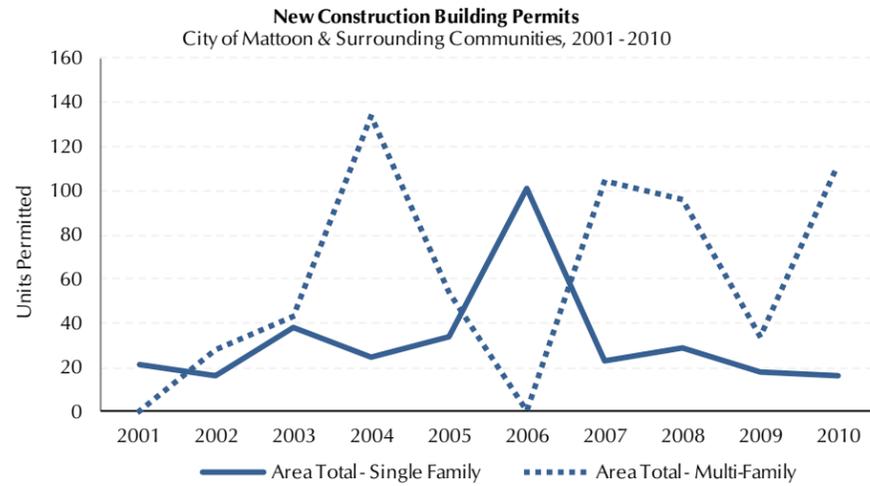
**Market Implications**

Mattoon is an established community with a local economy that has been in flux over the last decade. Between 2002 and 2009, the city lost nearly one-quarter of all primary jobs, but then saw an increase again 2010. Mattoon has firmly established itself as an employment center within the region, making up 50% of all jobs in Coles County with 1.4 primary jobs per household.

Projections call for employment increases experienced in 2010 to continue through the region and expand in the coming years. Moving forward, the City of Mattoon should continue to focus on balanced economic growth and work to attract and retain employers across a range of industries. While established industries such as the Information and Manufacturing sectors should be supported, the City may benefit from seeking to further diversify the local economy by attracting additional employers who can contribute high-paying jobs. The City should also continue to promote the development of areas to accommodate additional non-retail employment.

Age of Housing City of Mattoon		
Year Built	Number	Percent
1939 and Earlier	2,795	32.8%
1940 - 1949	899	10.6%
1950 - 1959	1,162	13.6%
1960 - 1969	943	11.1%
1970 - 1979	1,118	13.1%
1980 - 1989	590	6.9%
1990 - 1999	544	6.4%
2000 or Later	466	5.5%
<b>Total</b>	<b>8,517</b>	<b>100%</b>

Source: 2005-2009 American Community Survey



Source: US Census; Houseal Lavigne Associates

Housing by Tenure, Type & Number of Bedrooms Average Estimate			
<b>Total Housing Units</b>	<b>8,517</b>	<b>100.0%</b>	
Owner Occupied	4,637	54.4%	
Renter Occupied	2,989	35.1%	
Vacant	891	10.5%	
<b>Tenure by Units in Structure</b>			
<b>Owner Occupied</b>	<b>4,637</b>	<b>100.0%</b>	
Single Family Detached	4,259	91.8%	
Two Family	85	1.8%	
Multi Family	46	1.0%	
Mobile Home	247	5.3%	
<b>Renter Occupied</b>	<b>2,989</b>	<b>100.0%</b>	
Single Family Detached	1,008	33.7%	
Two Family	484	16.2%	
Multi Family	1,396	46.7%	
Mobile Home	101	2.2%	
<b>Tenure by Number of Bedrooms</b>			
<b>Owner Occupied</b>	<b>4,637</b>	<b>100.0%</b>	
Studio	0	0.0%	
One Bedroom	62	1.3%	
Two Bedrooms	1,419	30.6%	
Three Bedrooms	2,412	52.0%	
Four Bedrooms	576	12.4%	
Five+ Bedrooms	168	3.6%	
<b>Renter Occupied</b>	<b>2,989</b>	<b>100.0%</b>	
Studio	96	3.2%	
One Bedroom	1,009	33.8%	
Two Bedrooms	1,109	37.1%	
Three Bedrooms	690	23.1%	
Four Bedrooms	74	2.5%	
Five+ Bedrooms	11	0.4%	

Source: U.S. Census; American Community Survey; Houseal Lavigne Associates

## RESIDENTIAL MARKET ASSESSMENT

### Age of Housing

As indicated in following table, Mattoon is a mature community in which the majority of the housing stock was built during the early- to mid 20th century. During the last two decades, the city has maintained relatively steady building activity.

- Over half of the total housing stock was built prior to 1960.
- Nearly one-quarter of all housing in Mattoon was built in the 1960's and 1970's.
- Since 1980, an average of 533 homes has been added to the local housing stock each decade.

With that addition of just 56 households over the last decade, it is likely that any new housing units and the growth of the local housing stock will slow over the next decade. It is anticipated that new housing will primarily take the form of infill development and the replacement of existing housing units. Any new development to occur outside of Mattoon's already established neighborhoods may result in increased vacancies elsewhere in the community and may detract from the overall health of the local housing stock.

### Housing Profile

The table on the following page summarizes select housing characteristics for Mattoon. The Mattoon housing stock comprises a mix of owner occupied and rental units. The most common type of housing in Mattoon is an owner occupied, single family home with three bedrooms. A multi-family unit with one or two bedrooms is the most common renter occupied unit although single family homes are also typical.

- Approximately 54% of all housing units in Mattoon are owner occupied and nearly 92% of these owner occupied housing units are single family detached homes.

- More than 35% of all housing units are renter occupied and approximately 47% of these rental units are in multi-family structures. Another 34% of rental units are in single family detached homes.

- More than half (52%) of owner occupied units have three bedrooms while rental units range from one bedroom (34%), two bedroom (37%) and three bedroom (23%) units.

- More than one-in-ten housing units is vacant within the City of Mattoon.

### Building Permits

As shown in chart below, data for new construction permits for residential units were gathered for the City of Mattoon and the neighboring communities of Arcola, Charleston, Neoga and Sullivan. As no permits were reported to the US Census by the City of Mattoon prior to 2008, the chart illustrates combined total permitting activity among Mattoon and surrounding communities.

New construction activity in the area reflects larger trends within the Midwest. Overall, single family permitting activity peaked in 2006 and has declined to levels similar to that of 2001. Multi-family development has been more erratic, increasing in the early part of the decade before falling as single family home permit activity increased, and then rising and falling again over the past several years.

Total permitting within Mattoon and the surrounding communities has dropped some since the height of activity in the middle part of the decade, but has increased since the beginning of the decade.

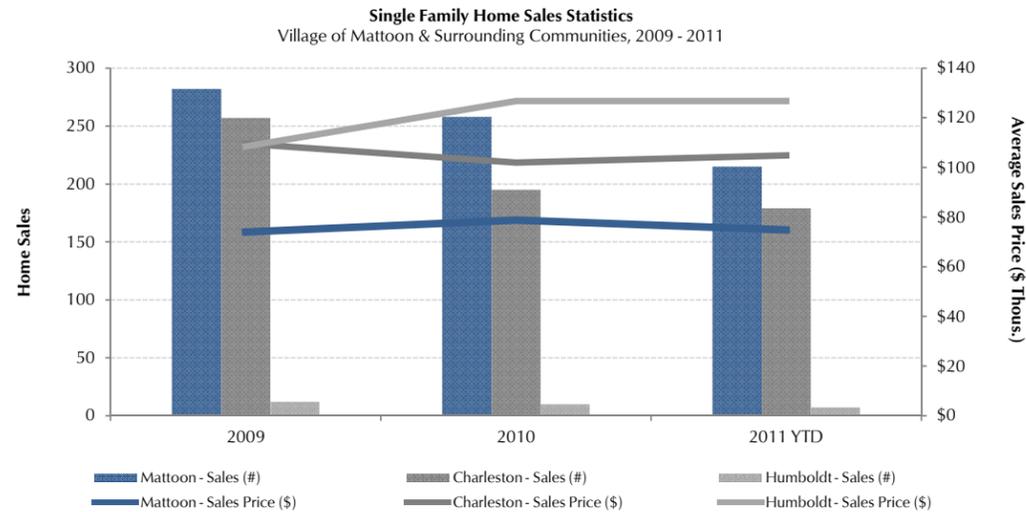
- 2004 marked the height of permitting activity at 159 single family and multi-family permits, accounting for 17% of all units permitted within the area between 2000 and 2010.
- The total number of new residential permits issued among area communities increased from 21 in 2001 to 128 in 2010. Over that time period, the average number of permits issued was 108 per year.

- Multi-family permits made up 65% of all permits issued between 2000 and 2010.

NOTE: Year of the issuance of the permit does not always correlate with year of construction.

Single Family Home Sales Statistics City of Mattoon & Surrounding Communities, 2010 - 2012				
Median Sales Price				
	Mattoon	Charleston	Effingham	Tuscola
2010	\$74,000	\$109,500	\$108,450	\$85,000
2011	\$78,750	\$102,000	\$126,750	\$103,750
2012	\$74,750	\$104,900	\$126,750	\$97,500

Source: Coldwell Banker Classic Real Estate



**Home Sales**

The above table and chart illustrate changes in single family home sales over the past several years. While data indicate that Mattoon and its neighboring communities have not been immune to the current downturn in the national housing market, the impacts have been limited compared to other areas. Sales volume has declined throughout the area, but home sales have remained relatively stable over the last three years.

- The median sale price for a single family home in Mattoon increased modestly from \$74,000 in 2010 to \$74,750 in 2012.

- Changes to the 2012 median price for homes sold in surrounding communities varied. The median home prices in nearby Charleston decreased by more than \$4,500, while the median home price in Effingham and Tuscola increased by \$16,300 and \$12,500, respectively.

NOTE: Due to the structure of available data sources, ZIP codes have been used to approximate community boundaries. While the Mattoon housing stock has a multi-family component (17% of occupied units), data regarding multi-family home sales is not reliable due to the limited number of home sales recorded within Mattoon as well as neighboring communities.

**Housing Market Implications**

As indicated in the demographic section, the City of Mattoon has maintained a steady population over the last decade. The proportion of older middle-age and senior households and upper income households are both increasing. While demand is likely to remain steady for owner occupied single family homes, these demographic shifts point to increasing demand for multi-family and single-family attached housing, both for-sale and rental. There may also be increased demand for senior housing.

Despite decreased sales volume in the region, steady and/or increasing housing prices in Mattoon and neighboring communities are a positive sign that the residential market is stabilizing. Over the near term, available housing units, which make up 10% of the local housing stock, will satisfy a majority of demand.

Moving forward, the City should encourage infill residential development that helps stabilize already established neighborhoods while meeting demand for new housing. It may also be appropriate to encourage property assembly and strategic redevelopment to accommodate larger projects in select areas of the community where vacancies are more pronounced.



## COMMERCIAL MARKET ASSESSMENT

The potential for commercial development at any given location is influenced by several factors including local and regional demand for goods and services, the health of local commercial districts, the location of surrounding commercial nodes, and the consumer expenditure patterns of the market area population.

### Business Inventory

In 2012, it is estimated that the City of Mattoon is home to approximately 227 retail businesses and eating and drinking establishments. There are a variety of retailers present within the community, the most numerous being 66 restaurants and drinking establishments (29% of total), 26 miscellaneous retailers (12% of total), and 25 motor vehicle and parts dealers (11% of total). These retailers are concentrated along the Charleston Avenue and US Highway 45 (Lake Land Avenue/19th Street) corridors and within downtown Mattoon.

### Traffic Counts

National retailers adhere to specific standards when evaluating a potential site. One determining factor is a location's Average Daily Traffic (ADT). The ADT figure measures the average volume of traffic on a given street on any given day. Retailers typically look for an ADT count of between 20,000 and 30,000 when deciding if a particular site is good for future development. Based on these standards, the Charleston Avenue and Lake Land Boulevard corridors are the most desirable locations for large format national retailers to consider. Based on the aforementioned criteria, these areas are also the current location of Mattoon's major retail centers.

### • Charleston Avenue Corridor

– Charleston Avenue, which is a primary east-west route within Mattoon, has an average daily traffic count of more than 18,000 as it enters the community from the east. Charleston Avenue maintains this traffic volume as it approaches downtown Mattoon, until intersecting with Lake Land Boulevard. Traffic counts along Charleston Avenue peak near 20,000 ADT as the roadway intersects with Crestview Avenue (the primary entrance to the Cross County Mall).

### • Lake Land Boulevard Corridor

– For nearly the entire length of Lake Land Boulevard, the major north-south corridor maintains an average traffic count of between 9,000 and 10,000 vehicles per day. Lake Land Boulevard has an ADT of 9,900 as it approaches Charleston Avenue, making the intersection the confluence of north-south and east-west traffic through the City.

### • Downtown Mattoon

– In addition to Charleston Avenue, Broadway Avenue forms the primary east-west route through downtown Mattoon while 19th Street (US Highway 45) forms the primary north-south route. Traffic counts along Broadway Avenue range between 3,500 in the west to 4,500 ADT in the east. Travelling north from Charleston Avenue, 19th Street has an average daily traffic count of between 9,500 and 7,700 before meeting up with Dewitt Avenue (State Highway 121) which has traffic counts of between 7,000 and 11,000.

Sites located along these major roadways will represent some of those most likely to undergo commercial development and re-development. When assessing the potential for commercial development, other factors in addition to traffic counts must also be taken into consideration. While a site may have high traffic counts, site characteristics such as lot depth or size, existing structures, access, or adjacent uses may limit its potential to accommodate successful commercial development. Conversely, other advantages a site offers may compensate for less favorable traffic counts and maintain the site as an attractive location for commercial development.

### Competitive Environment

Defining the retail market for the study area requires an understanding of the context within which development would reasonably occur. Households located in Mattoon and adjacent areas are served by three commercial areas within the city; the Charleston Avenue corridor; Lake Land Boulevard corridor; and Downtown.

Cross County Mall is a 307,000 square foot enclosed mall anchored by Sears, JC Penney and Carson's. The mall recently underwent a major interior and exterior renovations including new signage, landscaping, and facade work. Approximately 64,000 square feet of space is currently available for lease. Other major tenants include Christopher & Banks, Claire's, and Bath & Body Works. The mall anchors adjacent secondary centers with tenants including Slumberland, BigLots, Dollar General and several smaller in-line storefronts and restaurants.

Mattoon Marketplace, which is the community's newest retail center; was built in 2006. Major tenants at the 51,000 square foot center include Stadium Grill, Buffalo Wild Wings, PetsMart, and DollarTree. An estimated 13,000 square feet of space is currently available for lease. The Mattoon Marketplace and a nearby Walmart anchor the east end of the Charleston Avenue corridor near I-57. Other national tenants in this area include Home Depot, Staples, Aldi, Cracker Barrel, and several hotels including Holiday Inn Express, Super 8, Baymont Inn and Suites, Comfort Inn and Suites and Hampton Inn.

Downtown Mattoon retailers and restaurants are concentrated along Broadway Avenue, forming a traditional downtown streetwall on the north side of the roadway with on-street parking between 14th and 17th Streets. The area to the south along Charleston Avenue, is characterized by a mix of larger institutional and office uses

Retail Business Inventory City of Mattoon, 2012		
<b>Total Businesses</b>	<b>227</b>	<b>100.0%</b>
Total Retail Trade	161	70.9%
Total Food & Drink	66	29.1%
<b>Industry Group</b>	<b>227</b>	<b>100.0%</b>
Food Services & Drinking Places	66	29.1%
Miscellaneous Store Retailers	26	11.5%
Motor Vehicle and Parts Dealers	25	11.0%
Sporting Goods, Hobby, Book, and	15	6.6%
Clothing and Clothing Accessories	14	6.2%
Food and Beverage Stores	13	5.7%
Electronics and Appliance Stores	12	5.3%
Building Material and Garden	12	5.3%
Health and Personal Care Stores	12	5.3%
General Merchandise Stores	10	4.4%
Furniture and Home Furnishings Stores	9	4.0%
Gasoline Stations	8	3.5%
Nonstore Retailers	5	2.2%

Source: ESRI Business Analyst

interspersed by off-street parking lots. In addition to numerous local eateries and shops, the largest retailers within downtown Mattoon include County Market grocery store, KC Summers car dealership, US Bank, and a recently built CVS with adjacent in-line retailers and a auto-service shop.

The Lake Land Boulevard corridor, which stretches from Lake Land College and I-57 to Charleston Avenue, is characterized by auto-oriented development and has several small strip centers, drive-thru restaurants, and auto sales and repair shops. Development is minimal to the south of Old State Road with the exception of interstate related development near the I-57 interchange. Several light industrial uses, including storage, and single family home conversions are also located along Lake Land Boulevard.

**Retail Gap Analysis**

The following analysis uses a comparison of projected spending by market area households to the existing supply of retail space to assess the potential for retail development in Mattoon and the surrounding area. This 'gap' analysis provides an indication of "surplus" or "leakage" within a given retail category. The presence of a surplus within a given retail category suggests that there is at least enough retail space to accommodate demand for the range of goods and services provided by stores in that category.

It is important to note that, while total retail trade and food and drink statistics show a surplus of square footage in Mattoon, there are several segments of the market within these categories that show leakage. This indicates specific areas where the development market could capitalize on existing community demands.

Also, there may still be potentials within some categories that show saturation. This is due to the fact that market supply may include obsolete or inadequate uses that could be replaced or supplemented by newer and more competitive development. Also, in a competitive market, there may be ability to attract uses that are within the market area, but outside of the municipal boundaries.

Conversely, leakage indicates that demand exceeds supply and consumers are spending dollars outside of the market area. This leakage could potentially be recaptured and may represent a commercial opportunity within the market area. It is important to distinguish between support in the market and development potential of a specific site or location. The availability of alternative sites, specifications of particular retailers, the number of projects actively pursuing tenants and similar issues can affect whether market potential translates to development potential.

Retail Gap Analysis Profile 20 Minute Drive Time, 2010				
Summary Demographics				
2010 Population	39,267			
2010 Households	16,087			
2010 Median Disposable Income	\$34,947			
2010 Per Capita Income	\$22,020			
Industry Summary	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)	Surplus / Leakage Factor
<b>Total Retail Trade and Food &amp; Drink</b>	\$316.4	\$430.8	(\$114.4)	(15.30)
Total Retail Trade	\$271.6	\$360.8	(\$89.2)	(14.10)
Total Food & Drink	\$44.9	\$70.1	(\$25.2)	(21.90)
Industry Group	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap (Demand - Supply)	Surplus / Leakage Factor
<b>Motor Vehicle &amp; Parts Dealers</b>	\$63.2	\$88.0	(\$24.8)	(16.40)
Automobile Dealers	\$54.9	\$82.5	(\$27.5)	(20.10)
Other Motor Vehicle Dealers	\$4.7	\$1.7	\$3.0	47.30
Auto Parts, Accessories, and Tire Stores	\$3.5	\$3.8	(\$0.3)	(3.70)
<b>Furniture &amp; Home Furnishings Stores</b>	\$6.5	\$3.6	\$2.9	28.40
Furniture Stores	\$5.0	\$2.2	\$2.7	37.80
Home Furnishings Stores	\$1.5	\$1.4	\$0.1	5.00
<b>Electronics &amp; Appliance Stores</b>	\$7.2	\$5.6	\$1.6	12.50
<b>Bldg Materials, Garden Equip. &amp; Supply Stores</b>	\$9.6	\$18.2	(\$8.6)	(31.00)
Building Material and Supplies Dealers	\$9.1	\$17.8	(\$8.7)	(32.20)
Lawn and Garden Equipment and Supplies Stores	\$0.5	\$0.4	\$0.1	6.00
<b>Food &amp; Beverage Stores</b>	\$46.0	\$46.3	(\$0.3)	(0.30)
Grocery Stores	\$41.7	\$40.2	\$1.5	1.90
Specialty Food Stores	\$0.8	\$0.8	\$0.0	1.10
Beer, Wine, and Liquor Stores	\$3.5	\$5.3	(\$1.8)	(20.60)
<b>Health &amp; Personal Care Stores</b>	\$11.6	\$15.4	(\$3.8)	(14.00)
<b>Gasoline Stations</b>	\$51.1	\$85.4	(\$34.3)	(25.10)
<b>Clothing and Clothing Accessories Stores</b>	\$5.9	\$4.9	\$1.0	9.00
Clothing Stores	\$3.6	\$2.4	\$1.3	20.90
Shoe Stores	\$1.2	\$1.4	(\$0.2)	(9.40)
Jewelry, Luggage, and Leather Goods Stores	\$1.1	\$1.1	(\$0.0)	(1.60)
<b>Sporting Goods, Hobby, Book, and Music Stores</b>	\$3.8	\$3.2	\$0.6	8.30
Sporting Goods/Hobby/Musical Instrument Stores	\$2.4	\$2.0	\$0.4	9.40
Book, Periodical, and Music Stores	\$1.4	\$1.3	\$0.2	6.40
General Merchandise Stores	\$51.5	\$72.2	(\$20.7)	(16.70)
Department Stores Excluding Leased Depts.	\$33.6	\$38.8	(\$5.2)	(7.10)
Other General Merchandise Stores	\$17.9	\$33.4	(\$15.5)	(30.30)
<b>Miscellaneous Store Retailers</b>	\$5.7	\$4.9	\$0.7	6.90
Florists	\$0.5	\$0.5	\$0.1	6.70
Office Supplies, Stationery, and Gift Stores	\$1.9	\$1.6	\$0.3	7.80
Used Merchandise Stores	\$0.7	\$0.7	(\$0.1)	(4.10)
Other Miscellaneous Store Retailers	\$2.6	\$2.1	\$0.4	9.50
<b>Nonstore Retailers</b>	\$9.5	\$13.1	(\$3.5)	(15.60)
Electronic Shopping and Mail-Order Houses	\$0.04	\$0.00	\$0.0	100.00
Vending Machine Operators	\$5.3	\$7.3	(\$2.0)	(16.20)
Direct Selling Establishments	\$4.2	\$5.8	(\$1.5)	(15.40)
<b>Food Services &amp; Drinking Places</b>	\$44.9	\$70.1	(\$25.2)	(21.90)
Full-Service Restaurants	\$19.4	\$28.4	(\$9.0)	(18.80)
Limited-Service Eating Places	\$20.8	\$32.3	(\$11.5)	(21.70)
Special Food Services	\$1.4	\$3.8	(\$2.4)	(46.00)
Drinking Places - Alcoholic Beverages	\$3.3	\$5.6	(\$2.3)	(25.80)

Source: ESRI Business Analyst; Houseal Lavigne Associates



**City of Mattoon**

As mentioned, in analyzing existing retail supply and demand within the City of Mattoon, there are currently indications of an oversupply of retail space within the market. In order to better evaluate supply and demand, a twenty minute drive time has been established to reflect the larger regional draw of Mattoon and its retailers.

**Retail Potential**

While the City of Mattoon appears to be saturated with respect to retail supply, there are some categories within the larger 20 minute market area that are in relative equilibrium where supply is equal to demand. When an estimate of average annual sales-per-square-foot is applied to these leakage values, there is limited indication of demand to support additional retail space over the near term.

While the 20-minute drive time is considered an accurate measure for this environment, an expanded 30 minute drive time was also examined to further test market dynamics. The expanded market area revealed even greater competition and increased supply relative to demand. While individuals certainly may travel to and from this larger area, the 20 minute drive better defines the Mattoon Market.

**Eating and Drinking Establishments**

Within the larger market area there is an overall surplus for eating and drinking establishments. This is not unusual given the context of the competitive market, which includes a “university town”. This market dynamic creates the need for additional uses to serve a nonresident population including students, faculty and visitors. While competition exists from an oversupply of restaurants, the City may still be able to attract and capture a portion of the demand at key well positioned sites such as major thoroughfares, higher trafficked intersections and/or adjacency to complementary retail nodes.

**Retail Market Implications**

Mattoon is a rooted community with a well-established commercial landscape that is currently meeting the retail and service needs of the surrounding region. Despite a relatively saturated market place, there may still be opportunities to expand retail that caters to local needs and further capitalizes on the city’s key advantages; its location along I-57 and the limited level of retail development elsewhere in the region. In addition, focusing investment on existing older established retail nodes at this time will help to solidify the city’s core.

**Reinvestment**

Given current and near term market conditions, this may be an appropriate time to invest in retaining and expanding existing businesses. While new development should be encouraged where possible, the City should ensure that new uses complement, rather than compete with existing business. In addition, Mattoon may see a larger return for its efforts if it were to focus on reinvesting in and repositioning established commercial areas. The recent renovations to the Cross County Mall represent the types of activities that should be encouraged and possibly incentivized where appropriate and necessary.

For example, portions of the Lake Land Boulevard corridor suffer from poor appearance, access management and circulation issues, and aging or functionally obsolete development. Investments in beautification, transportation improvements, and building renovation may help reinvigorate commercial areas that have not witnessed significant reinvestment or redevelopment in recent years.

**Downtown Mattoon**

The downtown area will continue to face competition from within the community given its close proximity to both the Charleston Avenue and Lake Land Boulevard corridors. Despite this competition, the downtown continues to function as a pedestrian friendly district and community gathering place, providing an experience that can’t be replicated within a commercial corridor. Moreover, the community has expressed a desire to reinvest in Downtown Mattoon and strengthen its role within the City.

As such, the area’s traditional downtown environment should be preserved as a unique asset that separates it from the more auto-oriented commercial areas. Full-service restaurants, which demonstrate potential within both the City and larger 20 minute market area, are well-matched to a traditional downtown, mixed use environment.



## MARKET ANALYSIS CONCLUSIONS

Mattoon is a mature community that has maintained a stable population over the last decade. Shifts among older households and upper income households may indicate potential for residential development catering to an aging demographic including both owner-occupied, multi-family development and senior housing. Given limited population growth and stable household incomes, while new commercial development may occur, reinvestment in existing commercial areas should be encouraged to maximize the benefits to the community.

The City has already invested millions within downtown Mattoon and the Broadway Avenue corridor through the use of such tools as a TIF district and business development district. Continued targeted economic development initiatives and improvements in existing commercial areas may be most effective in attracting further reinvestment and facilitating desired development. The City should focus efforts on continuing to make Downtown Mattoon a destination environment while ensuring that its commercial corridors are maintained and remain competitive. Reinvestment and redevelopment should be favored over the expansion of commercial areas to maintain a balance within the community and minimize competition among Mattoon's existing commercial development.

At this time, the City would be better served to focus attention and resources on the attraction of businesses rather than commercial uses. This is not to say that the City should not try to improve and attract new retail and restaurants. However, in the context of the competitive environment, the City is better positioned to attract new professional office, light industrial, technology and similar uses than trying to compete for more limited retail opportunities. A good location, a stable population, access to transportation and a reputation as a municipality accommodating business should be marketed in the short-term. A strong growing employment base, activity generators and a large daytime population can then later be leveraged to attract new commercial development.



# 4 OUR VISION FOR MATTOON

**T**he Vision provides a basis for identifying the specific goals and objectives needed to lead the City of Mattoon in the direction of implementation. Together, the Vision Statement, and Goals and Objectives begin to present a framework for future policy decisions and actions.

The Vision Statement that follows is a description of the City of Mattoon as the community desires to be in the future and is written as a “retrospective.” The Vision Statement identifies how the City has changed in the 15 years since the updated Comprehensive Plan was adopted in 2013.

## **In 2028...**

The City of Mattoon offers residents of Central Illinois a destination for shopping, services, jobs and housing that is unparalleled in the region. While full of self-sustaining vitality, Mattoon feeds off of neighboring cities in order to appeal to a larger geography and population. This regional appeal is the result of local attractions and amenities. Quality housing, an attractive downtown, regional shopping destinations, an unparalleled park system, good local schools, a high level of access, and a distinct historic charm make Mattoon a unique community.

The City has taken advantage of regional growth in order to provide better service and a stronger tax base for residents. Rather than allowing growth that extends services and removes investment in the community, development and redevelopment has occurred in the City’s established neighborhoods and corridors to the extent practical. Productive farmland has been preserved through the careful development around the City’s edges, and annexation has been limited to areas that provide positive tax revenues through employment, manufacturing and retail. The city has encouraged concentrated growth around interchanges at CR1000N, Route 16, and Route 45.

Mattoon continues to thrive on its robust regional and local transportation network. The number of riders using its Amtrak station continues to grow, and its three interchanges with I-57 have served as the foundation for new development that caters to both interstate travelers and Mattoon residents. Bike trails and transit options have allowed it to continue to expand its local market reach into Charleston. Locally, the impact of rail corridors on neighborhoods has been mitigated, and critical linkages across the rail corridors have been established or improved.

Residents of Mattoon continue to enjoy the City’s diverse neighborhoods. Development regulations have helped preserve neighborhood character in historic areas, and instill an appropriate feel in areas of new housing. Housing maintenance has improved through focused efforts and policies spearheaded by the City, including improved enforcement, incentives for owner-occupancy, and loan programs for renovation and rehabilitation. Citizens are able to enjoy a high quality of life as a result of neighborhood-based services and amenities – parks, schools, churches, groceries, and other basic goods and services.

Mattoon is a center for local arts and culture. City-owned facilities continue to host arts and theater events, and Downtown has become a gathering place for markets, concerts, and other community-based activities. The City has strengthened its partnerships with Lake Land College, and attracts students from Eastern Illinois University for local events. Through these and other efforts, Mattoon has improved and expanded its image as a community with rich local history and significance within the central Illinois region.

Parks, open space, environment and history define Mattoon as a unique place. The City has worked hard to ensure that all residents have easy access to local parks and recreation amenities, while non-profit partners like the YMCA, The Lumpkin Foundation, and the Arts Council continue to invest in facilities and programs that benefit Mattoon citizens. Important lakes and streams have been preserved through careful development practices and innovative environmental management techniques. The historic character of the community, as evident in its neighborhoods, downtown, and outlying areas, is prominently featured throughout the City.



Quality community services are a key component in distinguishing Mattoon from other communities in the region and state. The Public Works Department has worked tirelessly to ensure that infrastructure is in place to support existing areas as well as new investment for years to come. Fire and police protection services have been improved through the strategic investment in facilities, staff and infrastructure. Local schools provide a strong education from pre-K through college, and feed directly into local employment industries.

The Mattoon Public Library has invested in a combination of facilities and technologies to ensure that all residents have access to essential resources. The Sarah Bush Lincoln Health Center and Carle Clinic continue to invest in their facilities, making them state-of-the-art centers for top-notch health care.

Mattoon's commercial areas are critical in defining the character of the community and providing local and regional goods and services. Downtown is the centerpiece of the community. Its character has been preserved through investment in rehabilitation of significant structures, and its fabric has been reconnected through quality infill and urban design. It hosts a broad range of activities that allow businesses to thrive year-round.

Charleston Avenue has grown as a regional shopping destination. It now includes businesses and services that provide both local and regional benefit, and is an attractive corridor as a result of thoughtful development and infrastructure investment. Lake Land Boulevard has experienced a renaissance through the redevelopment of obsolete sites with new commercial investment that serves local needs and creates a positive character through appropriate signage, landscaping and site access.

Mattoon's local economy has been stabilized by a combination of modest but consistent population growth, local investment by major corporations, and a strong home-grown work force. The increased community wealth has been the foundation for enhanced services, activities and amenities. The City's regional access provided by Amtrak and I-57 has made it an important crossroads between Chicago, St. Louis and Indianapolis.



# 5 GOALS & OBJECTIVES

**T**he City of Mattoon Comprehensive Plan looks forward over the next 10-15 years and expresses what the City desires to become in the future. This section presents the Plan's goals and objectives which outline how the City can achieve its desired outcome. The goals and objectives form the framework for planning recommendations, policies, future projects and actions.

**Goals** describe desired end situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought, although they may never actually be fully attained.

**Objectives** describe more specific actions that should be undertaken by the City to advance toward the overall goals. They provide more precise and measurable guidelines for planning action.

Together, the goals and objectives provide specific direction and serve as a guide for the evaluation of development proposals and land use alternatives. They are based heavily on the input and focus areas that resulted from the multi-faceted Comprehensive Planning process in order to provide a reliable policy guide for decision-making in the City. In addition to the input received from extensive public participation, these goals and objectives are based on input from the Comprehensive Plan Advisory Committee.

**Goals and Objectives** have been established for the following categories and are presented on the following pages:

- Residential Areas;
- Commercial Areas;
- Industrial and Office Areas;
- Transportation and Circulation;
- Infrastructure and Development;
- Community Facilities;
- Parks, Open Space and Environmental Features;
- Image and Identity;
- Economic Development; and,
- City Services and Administration.



## RESIDENTIAL AREAS

### Goal 1

Strengthen Mattoon's desirability by preserving the quality and character of its residential areas.

#### Objectives

- Align subdivision and zoning regulations with the Comprehensive Plan to ensure that housing densities and patterns reflect a desirable character and ensure access to surrounding goods, services and activities.
- Adopt and enforce property maintenance standards that preserve the visual and structural integrity of housing of all types.
- Adopt and enforce design standards for historic or traditional neighborhoods that ensure infill housing is compatible with surrounding development in terms of scale, setback and massing.

- Ensure that zoning regulations adequately address buffering and screening between neighborhoods and non-residential uses.
- Explore the creation of a vacant building registration and inspection program to prevent foreclosed properties from having a detrimental impact on surrounding properties.
- Encourage a variety of housing models that respond to a broad market spectrum in Mattoon in terms of price point, amenities, accessibility, character, etc.
- Focus residential development in established neighborhoods and in areas already served by infrastructure and public services.

### Goal 2

Support the long-term stability and maintenance of multi-family development in the City so that it is an asset that provides quality housing choice for a variety of household types.

#### Objectives

- Adopt and enforce minimum multi-family property maintenance standards that raise the quality and long-term viability of multi-family housing.
- Encourage the transition of rental property to condominiums through expedited review and permitting processes, local property tax abatements, and finance programs for property and housing improvements.

- Encourage the development of quality senior housing that allows aging residents to stay in the community and makes available existing housing stock for younger families and investors.
- Monitor the amount and condition of apartment conversions in traditional neighborhood areas, and adopt maintenance and character standards to ensure that rental conversions do not detract from the physical character of important residential blocks.

### Goal 3

Provide high-quality neighborhood services and infrastructure.

#### Objectives

- Establish a detailed neighborhood capital improvement plan that identifies planned expenditures related to all aspects of infrastructure and utilities specifically related to neighborhood services and quality of life.
- Continue to encourage participation in the City's sidewalk maintenance and upgrade program that allows residents to partner with the City in addressing local issues related to pedestrian infrastructure.
- Modify subdivision and zoning requirements to ensure that all new development includes adequate pedestrian infrastructure, stormwater management infrastructure, and open space.

- Provide expedited review for projects that include residential renovation or contextual development in existing neighborhoods.
- Consider the annexation of areas that have a detrimental impact on adjacent neighborhoods in order to preserve the character and integrity of residential blocks on the fringe of the City.
- Provide strong enforcement of residential areas, especially those known to be centers of neighborhood blight.
- Establish partnerships and communication protocols between neighborhoods and police to identify emerging patterns of activity and proactively curb impactful behavior.



## COMMERCIAL AREAS

### Goal 1

Create a City-wide base of economically viable and attractive commercial areas that capitalize on the regional market and provide necessary goods and services for local residents.

#### Objectives

- At the City-wide scale, maintain a diverse range of services and business activities.
- Define specific localized commercial markets based on local context, including local or regionally-based demand based on surrounding land uses and populations, accessibility to regional and local arterials, parcel and block characteristics, and ability to assemble parcels of various sizes for development.

- Encourage the development of basic commercial uses in underserved areas of the City, such as the west, northwest and south sides.

- Ensure that regulations are in place to foster development that is compatible with surrounding uses in terms of scale, access management and parking, screening, landscaping and buffering.

- Where applicable, require the design of new commercial developments to incorporate public amenities such as open space, transit facilities, and connections to existing or proposed trails and sidewalks.

- Establish a commercial building and site improvement program to assist businesses and property owners with façade improvements, landscaping, parking improvements, and modernization of aging structures and technologies.

- Mitigate the land use and visual impacts of development by improving landscaping requirements for new businesses and landscaping partnerships for existing businesses through screening, redevelopment, and parking and access management techniques.

- Continue to consider and utilize additional incentives such as sales tax rebates, TIF, SSA, and business district funds to initiate redevelopment of key opportunity sites.

### Goal 2

Enhance the economic viability, appearance and function of the City's commercial corridors, including Charleston Avenue and Lake Land Boulevard.

#### Objectives

- Encourage a healthy and complementary mix of commercial, retail, and service uses along key corridors.

- Adopt design and improvement standards for commercial areas to guide the scale, appearance, orientation, and overall character of new development.

- Require high-quality development (i.e. building materials, landscaping and signage controls) on prominent corridors, especially in areas of high visibility such as entry points to the community and major intersections.

- Develop a public/private landscape program to create a unified City theme along prominent corridors.

- Adopt standards that guide the functional aspects of site development, including access management, parking and circulation, pedestrian circulation and building access.

- Modify signage regulations to appropriately balance the need for business identification with visibility, functionality, safety and character of the City's key corridors.

- Promote the relocation of certain types of less desirable businesses away from prominent corridors and sites to more appropriate places inside the City.

- Work closely with IDOT to design and implement improvements to Charleston Avenue and Lake Land Boulevard that enhance the functionality and character of the corridors.

- Identify opportunities to assemble large tracts of land for redevelopment, either as a way of initiating redevelopment, or accommodating incremental redevelopment over time.

- Encourage the creation of smaller pedestrian-scaled environments as part of large-site commercial development.

- Consider innovative parking and access management techniques implemented through regulations or incentives, such as shared curb cuts to commercial sites, cross-access easements between properties, discounted parking requirements for shared or remote parking, on-street parking discounts, reduced parking requirements for bike parking and trail connections, and maximum parking requirements, among others.

### Goal 3

Strengthen Downtown Mattoon and enhance its role as the City's center and a destination for other communities.

#### Objectives

- Continue to revitalize Downtown with a mix of uses.

- Through public investment or private partnerships, encourage the creation of public spaces that can host seasonal uses, such as a farmers market or other events.

- Maintain Downtown as pedestrian-oriented area that is unique to the community through development and infrastructure focused on the pedestrian.

- Ensure there is a defined and safe bicycle connection between the Mattoon-Charleston Recreational Trail and Downtown.

- Install effective wayfinding that guides visitors from Charleston Avenue towards the downtown.

- Remove burdensome regulations or procedures that create barriers to Downtown investment and development, such as off-street parking, building setbacks, etc.

- Establish development regulations that promote compatibility of new development and address characteristics such as scale, materials, design details, façade transparency, awning and signage, lighting, and sidewalk cafes and displays when using T.I.F. business district funds and other incentives.

- Establish a parking strategy that addresses signage, location, capacity, accessibility, time limits and potential pricing that returns revenue to the Downtown district for other improvements.

- Ensure that bicycle and pedestrian access is provided from surrounding neighborhoods and from other commercial or public land uses in the City.



## INDUSTRIAL AND OFFICE AREAS

### Goal 1

Support the continued operation of appropriate inner-city industrial development in such a way that they benefit from Mattoon's competitive advantages without negatively impacting aspects of quality of life for residents..

### Objectives

- Identify transition areas where industrial development is no longer viable based on inadequate access, restrictive lot sizes or configurations, adjacent commercial or residential land uses, or vacancy and dilapidation.
- Focus in-town industrial development in areas already served by infrastructure and where available land exists without impacting surrounding development.

- Adopt specific performance and buffering regulations for office or industrial areas that abut residential districts.

- Consider annexation of outlying industrial areas, especially to the north of the City.

- Focus future industrial development in areas already served by infrastructure and public services.

- Broadly support the establishment and growth of local businesses through procedural or fiscal incentives, marketing and promotional activities, and training services sponsored by the City.

- Encourage and market the use of green technology and best management practices (BMPs) in the development and redevelopment of industrial uses.

- Require all industrial development to meet specific applicable performance standards for noise, air, odor and any other forms of environmental pollution.

- Through zoning and public street design, ensure that office and industrial properties do not negatively impact civic spaces such as parks and schools.

- Manage truck and vehicular traffic on industrial streets so that truck traffic does not negatively impact traffic related to public events at nearby parks or schools.

### Goal 2

Strengthen office development in various portions of the City in order to make Mattoon a leader in professional services.

### Objectives

- Encourage and recruit office, research and professional developments that complement Sarah Bush Lincoln Health Center.

- Align secondary and university education programs to specifically meet the needs of emerging industries that can be locally marketed and recruited.

- Consider office development for obsolete industrial areas that may not be suitable for retail or residential development based on visibility, surrounding land uses, or other factors.

- Consider a small-business start-up program that assists local investors in finding low-cost office space and developing marketable products and services.

- Adopt office development regulations that help bolster the image of the community and its corporate investors.

- Seek ways to make corporations an active partner in the community, such as sponsorship of local events, educational fairs and competitions at the high-school and collegiate levels, and proactive sustainable business development.



## TRANSPORTATION AND CIRCULATION

### Goal 1

Improve the safety and efficiency of vehicular movement within the City.

#### Objectives

- Utilize Intelligent Transportation Systems (i.e. coordinated signalization, real-time traffic management, etc) to minimize the impacts of peak congestion on the City's primary corridors, including Charleston Avenue and Lake Land Boulevard.
- Improve the function of the street network through land use and zoning policies, access management practices, and roadway and intersection design.
- Install rail crossing warning systems at all at-grade rail crossings.

- Conduct a detailed traffic analysis of Downtown to address confusing and complex traffic patterns related to Charleston Avenue, Lake Land Boulevard, Broadway, Western Avenue, 19th Street, 21st Street and downtown rail corridors.

- Assess the impacts on traffic flow, mobility and parking of eliminating one-way traffic patterns on the City's one-way residential streets.

- Establish a clear program that identifies and allocates funds necessary to properly maintain public roadways and surfaces.

- Encourage curb cut consolidation in commercial areas by providing cross access between and shared access into adjacent businesses wherever possible.

- Install wayfinding signage that directs motorists to key commercial and civic destinations.

- Provide priority parking spaces for no- and low-emissions vehicles in all public parking facilities and encourage the provision of similar spaces in private parking facilities.

- Plan and implement specific traffic and circulation management strategies for areas impacted by congestion at specific times, such as blocks surrounding schools or major destinations.

- Establish a comprehensive Downtown parking plan that addresses signage, capacity, access, time limits and potential parking fees as a means of funding improvements to the Downtown.

- Consider the viability of a south side or west side grade-separated rail crossing, taking into account the impacts on surrounding land uses and viability for redevelopment that may be impacted by grade-separated approaches and limited access.

### Goal 2

Establish a coordinated bicycle and pedestrian network that links neighborhoods, shopping areas, employment centers, and community facilities.

#### Objectives

- Establish and maintain designated on-street bike routes that connect to local uses and to the Mattoon-Charleston Recreational Trail.

- Extend the Mattoon-Charleston Recreational Trail west from 10th Street to the western edge of the community.

- Modify subdivision and zoning regulations to require that all public and private streets be designed to accommodate vehicles, bicycles and pedestrians.

- Encourage new development/ redevelopment to include networks that connect to surrounding sites as well as amenities for pedestrians, bicyclists and commuters.

- Expand the City's network of trails and sidewalks to provide better connections between residential neighborhoods, parks, schools, Downtown, and other commercial areas.

- Inventory dangerous pedestrian crossings on key corridors, including Charleston Avenue and Lake Land Boulevard, and identify specific case-by-case improvements (i.e. additional lighting, signalization, bollards, bulb outs and/or curb extensions) that will result in safer pedestrian mobility.

- Prioritize streetlight and traffic signal improvements based on pedestrian use and surrounding land use and development patterns.

- Budget for on-going maintenance and repair of sidewalks as part of the City's Capital Improvement Plan.

- Consider the use of pedestrian safety technologies, such as vehicle warning systems and

crosswalk countdowns, to ensure adequate information is provided to both motorists and pedestrians.

- Assess the viability of on-street bike lanes on commercial corridors, and install them where appropriate.

- Work with local agencies and departments to establish a comprehensive bike safety educational program for schools and local service providers.

### Goal 3

Ensure that public transit adequately serves Mattoon for both regional and local mobility.

#### Objectives

- Continue the operation of the demand-response transit service.

- Consider regular transit routes or shuttle service between important destinations, such as Lake Land College, Downtown, Sarah Bush Lincoln Health Center, and regional shopping destinations on Charleston Avenue.

- Consider special shuttles to important destinations during specific times or scheduled events.

- Require development to safely accommodate the "last mile" of a transit trip from the public sidewalk to the front door of a destination.

- Market the benefits of Amtrak service to residents in other communities and potential investors in Mattoon.



## INFRASTRUCTURE & DEVELOPMENT

### Goal 1

Provide high-quality infrastructure networks throughout the City to serve residential, commercial, employment and recreation areas.

### Objectives

- Inventory sidewalks and roadways throughout the City to determine areas of repair.
- Establish a comprehensive maintenance program that anticipates improvements and funding over several years.
- Continue the sidewalk improvement program that allows residents to partner with the City and address gaps in the pedestrian network proactively.

- Modify zoning and subdivision regulations to require comprehensive infrastructure for new development and redevelopment.

- Prioritize the maintenance of existing infrastructure over servicing new greenfields.

- Continue storm water control projects designed to; separate storm water and sanitary sewage, minimize storm water impacts via detention and other conventional engineering practices, provide positive outlets for storm water runoff from within the City limits, and prevent impacts to residents inside the City limits from storm water runoff from outside the City limits.

### Goal 2

Utilize local infrastructure as a tool for environmental conservation.

### Objectives

- Encourage "green technology", such as green rooftops, solar energy, and green paver parking lots, in new development to reduce environmental impact related to stormwater runoff, urban heat island effect and green footprint.
- Promote the use of sustainable design practices for new development throughout the City.
- Investigate options for implementing Best Management Practices (BMPs) throughout the City to address potential flooding and erosion issues.
- Consider codifying basic sustainable practices into the subdivision and zoning codes.

- Consider incorporating the use of solar powered and LED street lights and other green technologies into future roadway improvements, street lighting and traffic signalization.

- Consider using pervious materials in public parking lots and bike and pedestrian trails.

- Consider stormwater management regulations that mitigate the impacts of development on local creeks and water reservoirs.

### Goal 3

Establish a sustainable fiscal model for the efficient development and maintenance of infrastructure systems and amenities.

### Objectives

- Establish a comprehensive capital improvement program that outlines life cycles and anticipated replacement costs for the community's infrastructure, including roadways, stormwater drainage system, water production and distribution infrastructure, and sewer collection and treatment infrastructure.
- Focus investment in infrastructure in areas that the City envisions as important and appropriate areas of growth in order to capitalize on local or regional markets.

- Coordinate infrastructure and utility projects with other agencies in order to take advantage of economies of scale and avoid redundant investments.

- Seek grants, loans and other sources of intergovernmental funding to help fund capital improvements and projects to minimize the financial impact on the City.



## COMMUNITY FACILITIES

### Goal

Maintain high-quality public facilities, including municipal and educational facilities, for all residents of the City of Mattoon.

### Objectives

- Establish a comprehensive program that outlines the City's community facilities and how they will be maintained over time, responds to anticipated changes in population and demographics, and relates to private or quasi-private services provided by other entities.
- Establish adequate multi-modal connections to neighborhoods schools that balance the need for vehicular, bicycle and pedestrian access.
- Establish strong physical connections (i.e. paths and sidewalks) between neighborhoods and local school facilities.
- Work closely with Mattoon Community Unit School District #2 to determine impacts, if any, of anticipated trends on local facilities, programs, bussing, and other district services.
- Work closely with Mattoon Community Unit School District #2 and the Mattoon Parks Department to identify opportunities to share facilities or programs in order to create efficiencies and better services for residents of all ages.
- Maintain and strengthen relationships with other community service providers by supporting their operations and partnering to provide services or acquire resources.

- Work with other public agencies to maintain adequate and appropriate sites and facilities for the provision of public services.

- Establish a comprehensive life cycle plan for City buildings, equipment, vehicles, facilities, and properties and develop/revise a multi-year maintenance plan and on-going maintenance program.

- Consider pursuing LEED certification for new or renovated City facilities.

- Identify alternative sources of funds to fund a wide range of public projects including parks and recreation enhancements, transportation improvements, economic development related projects, and social services.

## PARKS, OPEN SPACE AND ENVIRONMENTAL FEATURES

### Goal 1

Through the Mattoon Parks Department, provide opportunities for passive and active recreation through high-quality facilities and programming.

### Objectives

- Adopt a comprehensive Parks and Open Space Master Plan that inventories existing facilities, establishes benchmarks for new facilities as population changes occur, establishes standards for facilities and amenities, and sets the course for the long-term maintenance of all park properties.

- Assist the Parks Department in identifying grants and securing alternative funding for parks, open space, trail segments, trail connections, and other recreation amenities for the community.

- Work with the Parks Department to identify potential park site locations in any areas of the community identified as underserved.

- Integrate access to parks and open space as a key component of prioritizing bike and pedestrian infrastructure within the context of capital improvement programming.

- Identify the viability of and potential locations for unmet open space needs, such as dog parks and other specific activities.

### Goal 2

Take proactive measures to preserve the natural environment and minimize impacts of new development on natural resources.

### Objectives

- Provide opportunities for increased public participation in environmental advocacy.

- Provide non-motorized links between neighborhoods, parks and open space, community facilities, commercial areas, and employment centers.

- Encourage the use of aerator or other agitating pumps and machinery within all detention ponds to prevent the formation of algae and other pest and insect breeding environments.

- Consider stormwater and erosion regulations that preserve the integrity of sites and mitigate impacts on streams and creeks.



## IMAGE AND IDENTITY

### Goal 1

Modify local regulations and standards to improve the appearance of the community and its prominent corridors and neighborhoods.

### Objectives

- Amend zoning and other development regulations to create attractive private investment related to building design and materials, landscaping, screening of utilities and parking areas, and decorative lighting and on-site signage.
- Provide for consistent and high-quality maintenance of all local streets, parkways, sidewalks, water towers and other visible municipal infrastructure.

- Install streetscape elements that strengthen the unified theme of the community, such as gateways, benches, trash receptacles, streetlights, wayfinding signage and other amenities.

- Install wayfinding signage to direct vehicles to key community destinations including Downtown, Lake Land College, and prominent commercial areas or community facilities.

- Enhance the landscaping, tree planting and maintenance programs that beautify the residential and commercial areas of the City.

- Develop a program to bury and/or relocate overhead utility lines along key commercial areas, including Downtown, Charleston Boulevard, Lake Land Boulevard and alleys that serve lots along Broadway where the character of surrounding areas may be compromised.

- Require the screening of fixed utility locations, such as lift stations, pump houses, transformer sites, antennas, telephone switches, etc.

- Establish ordinances related to the designation of historic sites, structures and districts, and establish programs for the preservation of sites through historic rehabilitation and infill.

- Modify signage regulations to appropriately balance the need for business identification with visibility, functionality, safety and character of the City's key corridors.

- Review development controls to ensure that they require appropriate screening of public utilities, dumpsters, rooftop equipment, etc.

### Goal 2

Establish strategies and programs to enhance communication within the City and better market Mattoon to the surrounding area.

### Objectives

- Market the advantages and benefits of living, working, visiting, or doing business in the City.
- Foster civic participation in and improve communication with residents regarding programs, services and events within the City.
- Improve and maintain relationships with the local and regional press and other media outlets.



## ECONOMIC DEVELOPMENT

### Goal 1

Foster investment in development and redevelopment of key sites throughout the City.

#### Objectives

- Continue to use TIF District as a means of fostering redevelopment in the Downtown Business District, the I-57 East Business District, the Route 45 South Business District, and Broadway Avenue East Business District.
- Consider the use of tax credit incentives and other grant programs to fund renovation and expansion.
- Maintain strong City infrastructure and services that are the foundation for new private sector investment.

- Identify resources for the maintenance of the City's physical facilities that frequently serve as a catalyst for additional investment in commercial development or housing.

- Identify small business assistance programs to stabilize and improve conditions for existing businesses.

- Renovate or redevelop aging shopping centers and commercial areas into state-of-the-art destinations in order to maximize their contribution to the City's tax base and increase the likelihood of long-term viability.

- Enhance the appearance of commercial districts to attract businesses and customers, particularly Downtown, Charleston Avenue and Lake Land Boulevard.

- Integrate procedural incentives for projects that meet specific design or development criteria that align with the City's vision for high-quality development and responsible investment.

### Goal 2

Maintain and strengthen the City's diverse tax base through the attraction, retention and expansion of businesses.

#### Objectives

- Support the Mattoon Chamber of Commerce and City's Community Development Department in their efforts to attract, market, and promote local businesses.

- Identify opportunities to reduce the cost of establishing and conducting business in Mattoon in order to enhance the City's competitiveness.

- Collectively market the City's commercial areas as a regional asset that brings patrons from other communities and benefits all commercial areas of the City.

- Establish localized entities that market individual commercial areas within the context of the City-wide commercial marketing campaign.

- Identify targeted business development sectors and establish marketing campaigns to recruit employers, attract workers, and use community-based education to create a localized work force.

- Maintain an appropriate and diverse balance of retail, office and industrial services throughout the City.

- Ensure that land use and development policy supports the use of high-visibility sites for tax-generating uses, and that non-tax generators are appropriately accommodated in areas where there is less opportunity cost to such development.

- Where appropriate, maximize the concentration of retail tax-generating uses in areas of high activity, such as Charleston Avenue, Downtown and Lake Land Boulevard.

- Ensure that existing employers have access to the infrastructure, services and workforce they need to sustain a long-term model of growth and prosperity.

- Establish benchmarks to ensure that new economic development is economically viable and pays for itself in the long-term when measured against the potential stress it places on City facilities, infrastructure and financial resources.



## CITY SERVICES AND ADMINISTRATION

### Goal 1

Continue to provide high-quality and efficient City services that allow businesses and neighborhoods to thrive and grow in a positive manner.

#### Objectives

- Provide reliable infrastructure to the residents and businesses within the community, including electricity, water supply and distribution, sanitary sewers, and telecommunications.
- Maintain an adequate level of fire and police protection throughout the City, and ensure that public safety infrastructure is adequate for current and future populations.

- Assess City service levels to determine appropriate staffing levels and/or consultant/contractor support for all departments, and establish benchmarks for changes in services in response to changes in population or expectations.

- Develop, monitor, and implement a Long-Range Financial Plan for the City and formally adopt long term strategies and solutions to address difficult financial decisions.

- Maintain a consistent budgeting process that can adapt to changing economic conditions.

- Make available existing and/or new financial resources to implement the recommendations of the Comprehensive Plan.

- Regularly review and update of the City's Zoning Ordinance to appropriately meet the changing needs of the community.

- Monitor fees charged for City services to ensure fees charged are both fair and accurate.

- Work with energy providers and other entities to create a Renewable Energy Program that enables City residents and businesses to purchase electricity from renewable sources in the State of Illinois.

- Coordinate the review and input of new development proposals with all affected public agencies and departments such as the Fire Department, School Districts, and Parks Department.

### Goal 2

Maintain a high level of communication with residents, business owners, property owners and partner agencies.

#### Objectives

- Expand community outreach efforts for large capital projects, including additional opportunities for public review and comment such as open houses or online tools to solicit input and feedback.

- Continue to utilize the "community on-line mapping tool" introduced during the Comprehensive Planning process to gather public input on future planning issues and projects.

- Improve customer service levels at all points of contact with residents and provide regular training to ensure that a consistent message is delivered regarding City policies.

- Continue to regularly update and publish information through the City's multiple news platforms.

- Maintain transparency related to City operations, including public finances and City expenditures.

- Attend periodic Neighborhood or Homeowners Association meetings to update residents on City projects.

- Actively encourage resident participation in notifying the City of potential code violations.

- Coordinate with the City of Charleston in realizing mutual objectives and addressing issues that transcend municipal boundaries.



**T**he Land Use Plan provides a guide for future land use and development within the City. It identifies which lands should be devoted to residential, commercial, industrial, and public land uses. It also describes how various land use areas are to be related and interconnected and it highlights the types of projects and improvements to be undertaken.

Mattoon's current development pattern represents a clearly defined edge between the older areas of growth and surrounding agricultural lands. Though development has extended into peripheral areas in some portions of the community, this edge has remained intact. The surrounding landscape presents few barriers to new growth. However, the City must carefully consider the benefits of new growth versus the costs it would entail and the impacts on areas already in need of maintenance or redevelopment.

The Land Use Plan builds upon the existing land use patterns of Mattoon. It strives to reinforce and strengthen the traditional residential character of the community, capitalize on major roadways and thoroughfares, address the transition of obsolete land uses over time, and protect environmentally sensitive areas.

## **RESIDENTIAL USES**

Mattoon includes a broad array of residential uses, and is undergoing a transition in demand for new housing types as consumer tastes evolve and the local demographic profile changes. Though the population is expected to remain somewhat stable, areas of new growth are identified where housing development can fill in gaps between existing development, take advantage of existing infrastructure, and remain close to existing amenities and municipal services.

### **Rural Residential**

Rural residential areas tend to exist on the periphery of the community or in agricultural areas, and are frequently stand-alone lots not part of a larger residential development. The lots are generally larger than one acre, and can use on-site well and septic infrastructure rather than relying on municipal water and sewer services.

### **Single-Family Residential**

Single-family residential areas are the most prevalent housing type in Mattoon. The lots in these areas vary in size from 7,250 square feet (approximately 1/6 of an acre) to one acre, but are typically organized around a street and block network that provides a local neighborhood setting. Uses in this area are almost entirely single-family detached housing, with little or no intrusion of attached units or structures subdivided into multiple units.

### **Single-Family/Duplex**

Single-family/duplex areas include the older neighborhoods that surround the downtown. These areas include predominantly single-family structures, but have experienced a significant amount of conversion of single-family structures to multi-unit apartments. These areas should aim to preserve the single-family character, but allow conversion to multi-unit buildings in such a way that impacts on the surrounding properties are minimized. Senior housing could also be integrated in these areas since they typically provide few impacts on surrounding areas.

### **Multi-Family**

Multi-family areas include lots that host individual or clusters of apartment buildings or trailer parks. This also includes senior housing, an emerging need in Mattoon in order to allow residents to stay in the community in quality housing that is flexible over time.



## COMMERCIAL

Mattoon's commercial areas serve a broad range of market areas and sectors. The following commercial areas define a more specific role for development in different portions of the community based on their levels of access, relationships to surrounding land uses, and historic character.

### Mixed-Use/Downtown

Mixed-use/Downtown areas include the historic development pattern in which commercial buildings are located close to the street and may include upper-floor office or residential uses. They also include parking areas intended to serve the mixed-use core so that on-site parking needs are minimized.

### Regional Commercial

Regional commercial areas include those with the highest level of interstate access, large parcels that can accommodate multi-tenant developments, and good connectivity to other portions of Mattoon. These areas are primarily focused around the I-57/Charleston Avenue interchange, though other areas may emerge over time depending on investment in other roadways and infrastructure.

### Corridor Commercial/ Local Commercial

Corridor commercial areas include non-residential uses located along arterials. These tend to be small to medium sized lots that provide commercial goods and services for nearby residents, other portions of the community, and visitors arriving on prominent entry streets.

Local commercial areas include small-scale commercial lots closely integrated with surrounding residential uses. They tend to be remnants of older neighborhood retail nodes at the intersections of local arterial or collector streets, or residential structures converted to local office or retail uses.

## BUSINESS/ INDUSTRIAL USES

The City's business and industrial lands include a diverse mix of uses and intensities. Industrial properties provide local employment opportunities, while the lands surrounding the City are the foundation for Mattoon's agricultural economy.

### Office/Light Industrial

Office/Light industrial areas include lands used for professional office functions, including stand-alone buildings or campuses or business parks. They also may include uses related to the manufacturing or processing of goods with minimal impacts on surrounding uses. Near the I-57/Charleston Avenue interchange, these areas may support concentrated areas of office development or business parks that rely on highway access for distribution or logistics. However, in order to mitigate the impacts of truck and industrial traffic along Charleston Avenue, these areas should be served by designated industrial streets that include Dewitt Avenue on either side of the interchange and a new roadway to the east of I-57 connecting Dewitt Avenue to Charleston Avenue.

### Heavy Industrial

Heavy industrial areas include lands used for the manufacturing or processing of goods, and may have significant impacts on surrounding uses. These areas may also be dependent on significant transportation or utility infrastructure to maintain operations and distribution logistics of materials or products.

### Agricultural

Agricultural areas should be viewed as active portions of the region's economy. They include areas of food production as well as some portions of oil drilling.



## COMMUNITY USES

Community uses include areas that serve a broader public use or service. These areas may be owned and maintained by public municipalities or agencies, or by private entities who maintain facilities and services for local residents.

### Parks and Open Space

Parks and open space areas include active recreation, passive recreation, and private recreation (i.e. golf courses.) They also include undeveloped areas or sensitive areas that should be preserved. They do not include agricultural lands.

### Public/Semi-Public

Public/semi-public areas include facilities that provide community-based services or activities, such as schools, community centers, educational and health campuses, libraries, etc.

## ANNEXATION AND GROWTH MANAGEMENT

Mattoon is bound by few physical or geographic barriers to growth. However; it is critical that policies be established that guide its practices related to annexation and growth management. This will assist local officials in determining where growth and annexation are appropriate based on the impact on local infrastructure, the cost of providing services to other portions of the Mattoon region, and the opportunity cost of land currently being used for active agricultural activities.

### Agricultural Preservation

The preservation of prime agricultural land presents the opportunity to accomplish several goals included in this Plan, including the maintenance of a significant portion of the region's economy, the preservation of the community's environment, and responsible growth practices aimed at achieving a long-term vision. Agricultural areas to be preserved should be identified based on the following characteristics:

- Areas that result in high crop yields and that are anticipated to continue high levels of production for the foreseeable future,
- Areas that, by limiting more intensive growth, will help preserve key natural resources, such as adjacent tree stands, streams, and wetlands, or
- Areas that include the potential for continued or new oil drilling,

### Priority Annexation Areas

Annexation should be considered on a case-by-case basis based on an areas ability to achieve the goals of this Plan, including sustainable growth management, economically viable infrastructure investment, and quality of life for existing and potential new residents of Mattoon. Potential annexation areas should be considered based on the following criteria:

- New growth or annexation areas should not place undue burden on existing municipal infrastructure or services.
- New growth areas should logically tie into adjacent existing infrastructure networks in order to minimize the cost of new infrastructure and maximize the efficiency of existing systems.

- New growth areas should minimize the impacts on prime agricultural lands and surrounding natural resources.
- Potential annexation areas should provide monetary benefit to the City in terms of the long-term return of property and sales tax revenues when weighed against the cost of infrastructure investment.
- New growth areas should be used to improve the condition of existing incorporated areas, or at least to minimize negative impacts of current or future land uses.

### Natural Resources Preservation

Mattoon' natural resources are an important aspect of its identity and long-term sustainability. New growth, whether it is within the City's boundary or in the surrounding unincorporated areas, should consider the following principles to ensure that the character of the community and its necessary resources are preserved:

- Development should minimize impacts related to stormwater management through on-site filtration-based techniques that retain water and filter it prior to it being returned to natural systems.
- Development should provide proper buffers around creeks, streams and lakes to ensure that water quality is maintained and natural ecosystems are preserved.

- The City and Coles County should ensure that Lake Paradise maintains a high level of water quality and cleanliness by minimizing the direct stormwater runoff from adjacent development and farming activities.
- Development should integrate contemporary site and architectural design techniques in order to minimize water and energy consumption.
- The City and Coles County should consider the use of alternative and renewable energies (i.e. wind, solar, geothermal, etc.) as a means of reducing the demand for traditional energy systems that use critical resources.

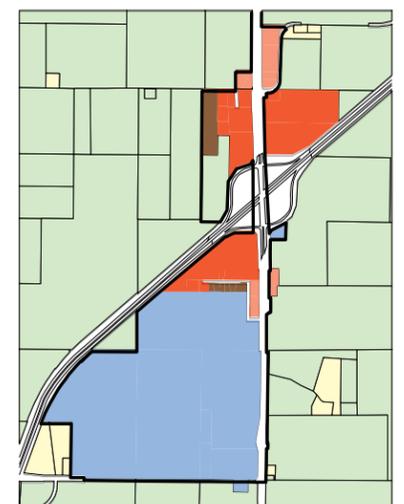
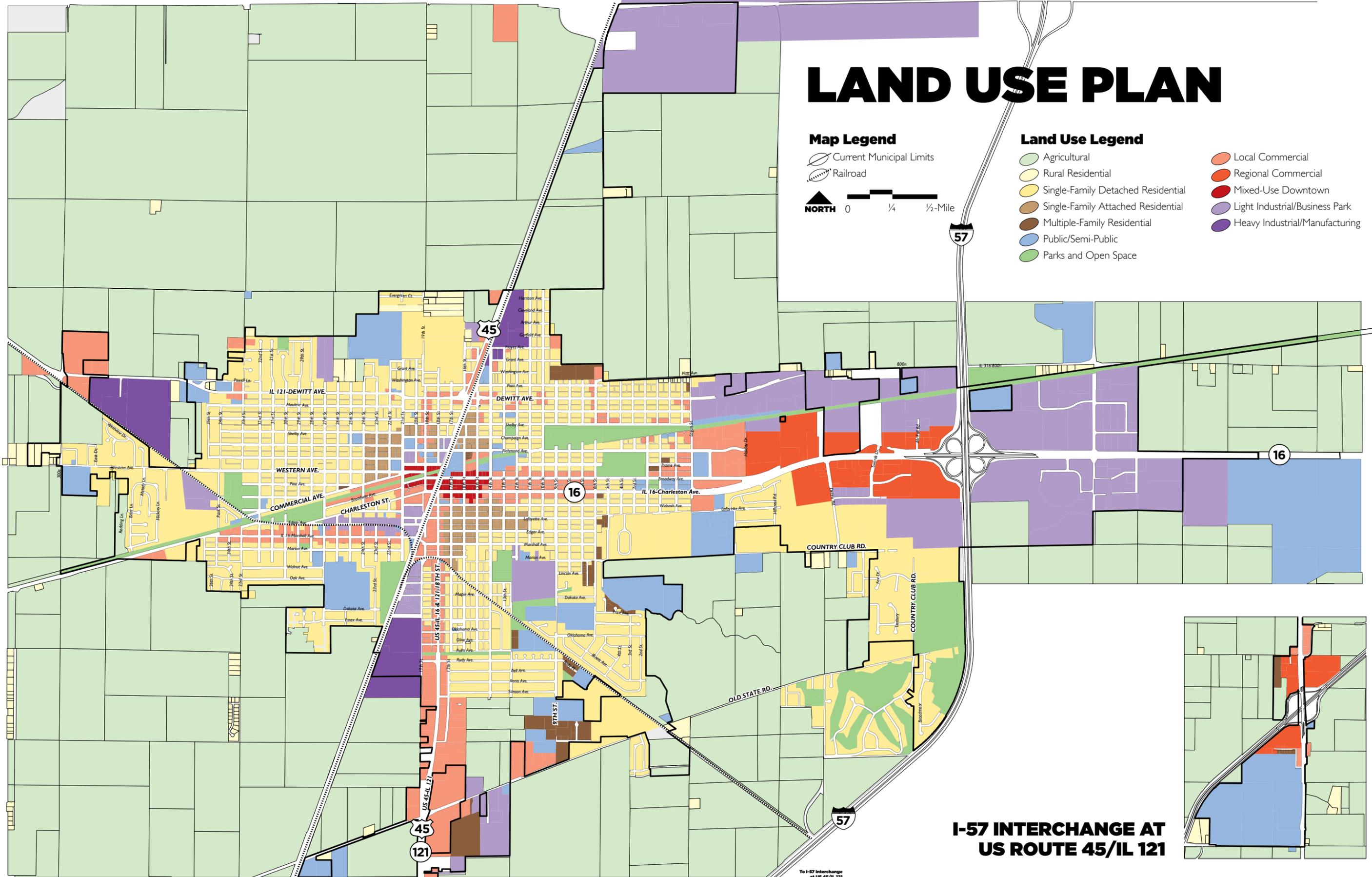
# LAND USE PLAN

## Map Legend

-  Current Municipal Limits
-  Railroad
-  NORTH
-  0 1/4 1/2-Mile

## Land Use Legend

- |  |  |
|--|--|
|  Agricultural                       |  Local Commercial               |
|  Rural Residential                  |  Regional Commercial            |
|  Single-Family Detached Residential |  Mixed-Use Downtown             |
|  Single-Family Attached Residential |  Light Industrial/Business Park |
|  Multiple-Family Residential        |  Heavy Industrial/Manufacturing |
|  Public/Semi-Public                 |  |
|  Parks and Open Space               |  |



**I-57 INTERCHANGE AT  
US ROUTE 45/IL 121**

To I-57 Interchange at US 45/IL 121



**T**he Residential Areas Plan sets forth policies related to the revitalization, stabilization, preservation or development of neighborhoods in and around Mattoon. This should be referenced when local decisions are made regarding housing rehabilitation or new housing development.

## **POLICIES & RECOMMENDATIONS**

### **Preservation of Single-Family Neighborhoods**

The vast majority of Mattoon's housing stock is in the form of single-family structures with consistent patterns across several blocks. In order to maintain these areas over time, these areas should be guided by the following principles:

- Single-family properties should be well-maintained according to local ordinances.
- Improvements to single-family lots and structures should aim to preserve or strengthen the character of the neighborhood in terms of scale, materials, landscaping, access, etc.

- The City should continue to provide quality services, including policing, snow removal, garbage removal, etc., that foster local investment and maintain the competitiveness of Mattoon's neighborhoods compared to other communities.

- Adequate infrastructure should be provided to ensure that neighborhoods are safe, accessible, and at minimal risk to flooding and other impacts that compromise value.

- Neighborhoods should maintain a high level of connectivity to one another and to local and regional commercial goods and services.

### **Managing Duplexes and Single-Family Conversions**

In areas near Downtown, single-family structures are being converted to multi-family units. This practice serves a specific market demand, but maintenance and their impacts must be considered. In addition to the principles identified for single-family, these areas should also be guided by:

- Parking should be appropriately managed through on-site and on-street parking to ensure that it does not impact the availability of parking or aesthetics for surrounding residences.

### **Providing Quality Multi-Family Housing**

Multi-family housing should be considered a community asset as it provides local housing choice and the density and income necessary to support a range of commercial goods and services. Multi-family housing in Mattoon should be guided by the following principles:

- Multi-family owners should be encouraged to cooperate in order to attain a higher level of maintenance through shared service vendors, equipment, etc.
- Housing should be compatible with surrounding neighborhood architecture.
- Utilities and services should be screened from the public street.
- Parking should be managed to mitigate negative impacts on neighborhood character.

### **Meeting the Demand for Senior Housing**

The desire of the City's residents to "age in place" define the need for quality senior housing. Such development allows the continued investment in the Mattoon community, and should be guided by the following principles:

- Senior housing may be appropriate in all areas of the City, especially those that provide close access to basic goods and services sought by residents.
- Senior housing should be integrated into existing residential areas as to not isolate residents and be compatible with surrounding neighborhood architecture.
- Units should be designed so that, housing demand changes, units can be converted to market-competitive units for all ages.

### **Infill and New Neighborhood Development**

Existing neighborhoods can often take advantage of infill development to strengthen local housing stock, and new housing development can be used to redefine the landscape. New housing development should be guided by the following principles:

- To the extent possible, new housing of all types should be integrated into existing neighborhoods already served by municipal infrastructure and services.
- For areas of new housing development, sites should be selected based their ability to easily tie into existing infrastructure, stitch together disconnected portions of the community, and minimize the impacts on agricultural lands and natural resources.

- New housing should reflect the scale, character and feel of surrounding neighborhoods.
- New development should be accountable for the impacts to existing infrastructure and services.

-  New residential development areas should connect to existing neighborhoods, logically fill in gaps in the existing community fabric, and take advantage of areas already served by municipal infrastructure and services.
-  Duplex conversion areas should balance the demand for local rental housing with goals related to neighborhood preservation, community aesthetics, and quality housing stock.

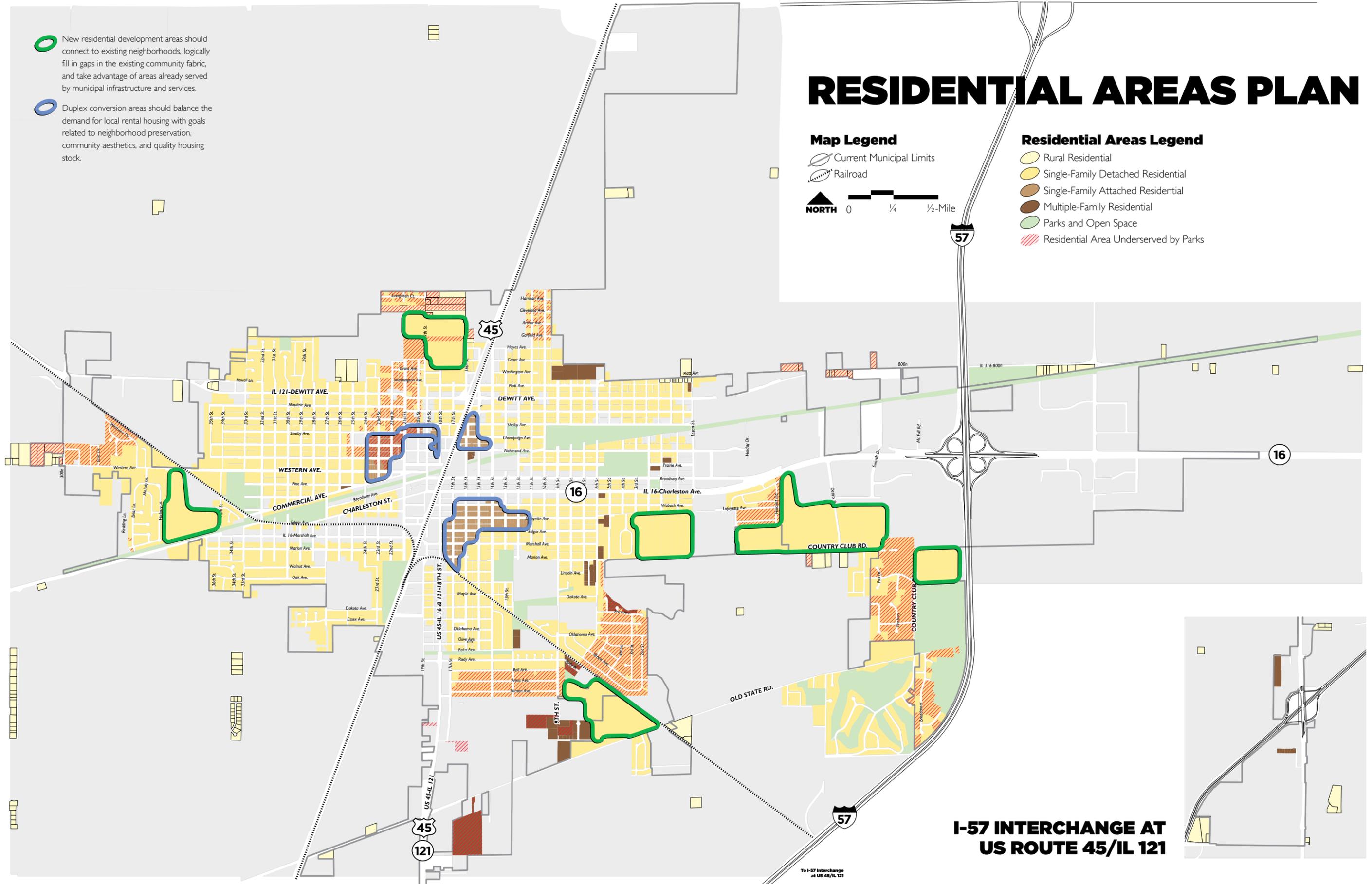
# RESIDENTIAL AREAS PLAN

## Map Legend

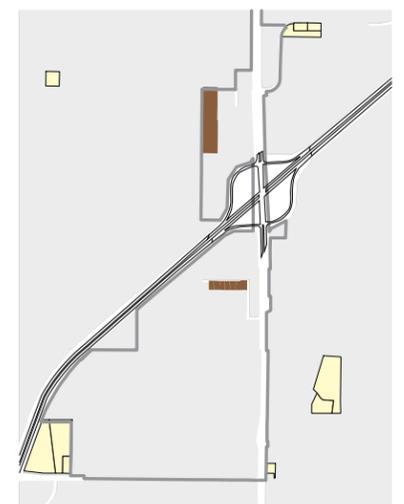
-  Current Municipal Limits
-  Railroad
-  NORTH
-  0 ¼ ½-Mile

## Residential Areas Legend

-  Rural Residential
-  Single-Family Detached Residential
-  Single-Family Attached Residential
-  Multiple-Family Residential
-  Parks and Open Space
-  Residential Area Underserved by Parks



**I-57 INTERCHANGE AT US ROUTE 45/IL 121**





# 8 COMMERCIAL AREAS PLAN

The Commercial Areas Plan identifies a series of policies to ensure that the broad array of commercial areas in Mattoon meet local and regional demands, provide quality goods and services for residents, and minimize impacts related to traffic and operations on nearby neighborhoods. This section should be referenced when determining the appropriate location and character of different types of commercial development.

Generally, Mattoon should strive to build upon local cultural characteristics as a way of strengthening commercial development potential. This includes the unique character of Downtown, the regional access provided by I-57, and the unique local history and major events that foster a significant tourism industry.

## POLICIES & RECOMMENDATIONS

### Creating an Attractive Regional Retail Base

Mattoon's regional commercial nodes, such as the I-57 interchanges at Charleston Avenue and Lake Land Boulevard, provide the potential for significant investment that serve a broad market area. These areas should be developed in such a way that they also benefit Mattoon residents and mitigate impacts on neighborhoods. Such development should be guided by the following principles:

- Regional commercial areas should incorporate attractive design elements that enhance the image of the City, such as landscaping, quality building materials, decorative detention areas, and landscaping and signage.

- Regional commercial areas should maintain connections with surrounding neighborhoods to ensure that residents enjoy easy access to a broad range of goods and services.

- Individual lots and uses should be linked through internal road networks and cross-access to enhance circulation and minimize traffic impacts on arterials.

- Regional commercial development should be adequately buffered from surrounding uses, especially residential areas.

- Commercial areas should be adequately buffered from surrounding neighborhoods so that they do not negatively impact the residents living in the immediate vicinity.

### Improving Aging Commercial Corridors

Mattoon's commercial corridors were developed to take advantage of primary entryways into the City. However, over time, they have aged and in some cases become obsolete. The City should seek ways to revitalize and improve these corridors, especially interior portions of Lake Land Boulevard and Charleston Avenue, to better serve residents and enhance the image of the community. The following principles should guide this effort:

- Commercial corridors should be improved through façade enhancements, parking access management and screening, streetscaping, and other aesthetic enhancements.

- Opportunities for key redevelopment sited should be explored through property assembly.

- Where it is feasible, opportunities should be explored for expanding commercial lots to the rear to create additional lot depth that can accommodate contemporary development formats.

- Uses that create nuisances should be relocated to other portions of the City to make sites available for commercial uses that rely on visibility and access provided by arterials.

### A Vibrant Downtown

Downtown is the heart of Mattoon. Downtown must continue to provide residents with goods and services while preserving the existing character and civic function. These principles should be followed to guide this effort:

- The City should continue to encourage the renovation and restoration of important structures and facades throughout Downtown according to standards that ensure they are compatible with surrounding architecture.

- The City should develop a Downtown parking plan that identifies parking areas that can serve several buildings so that smaller lots can be developed
- Infill development, parking lot screening, and other techniques should be promoted along the south side of Broadway to fill in large gaps.

- High-quality wayfinding should be provided from Charleston Avenue and Lake Land Boulevard to make Downtown more visible and accessible.

### Provide Neighborhood Goods and Services

Local commercial development provides access to basic goods and services for residents. However, it is critical that appropriate uses and development formats be integrated in order to ensure compatibility with surrounding areas. Development in these commercial areas should be guided by the following principles:

- Local commercial development should include uses that provide local goods and services for residents, such as small retail and convenience stores, personal services, small offices, etc.

- Development should be designed to be compatible with surrounding residential character.

- Development sites should be adequately buffered from surrounding residential areas.

- Sites should include direct pedestrian connections from the public sidewalk network.

### Managing Industrial and Employment Areas

Industry and employment are important in balancing the local economy and maintaining a high-quality of life. The City should encourage this investment provided established areas are not adversely impacted. Industrial and employment uses should be guided by the following principles:

- Encourage development in specific areas through investment in infrastructure and utilities.

- High-nuisance industrial uses should be isolated and buffered.

- Low-intensity industrial uses and office activities can be integrated into commercial areas if appropriately buffered.

- Office or research development can be integrated into commercial areas to capitalize on location and enhance the image of the community, but should not occupy prime commercial frontage.

- Regional gateway retail areas should convey a positive image for Mattoon through quality architecture, on-site landscaping, and attractive lighting and signage standards.
- Regional employment areas should strive to take advantage of excellent interstate access, yet mitigate their impacts on the primary retail corridor through screening and buffering, site access management, and circulation that provides direct access to I-57.
- The downtown mixed-use core should focus on preservation of its intact building stock, the reestablishment of compromised blocks and sites, and the strategic management of parking that supports active uses on its primary frontages.
- Corridor revitalization should focus on enhancing the image and viability of aging retail corridors through access management, façade enhancements, landscaping and screening, and the assembly of properties to create opportunities for substantial redevelopment projects.

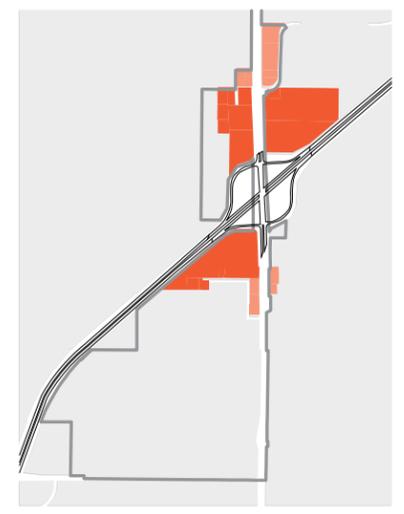
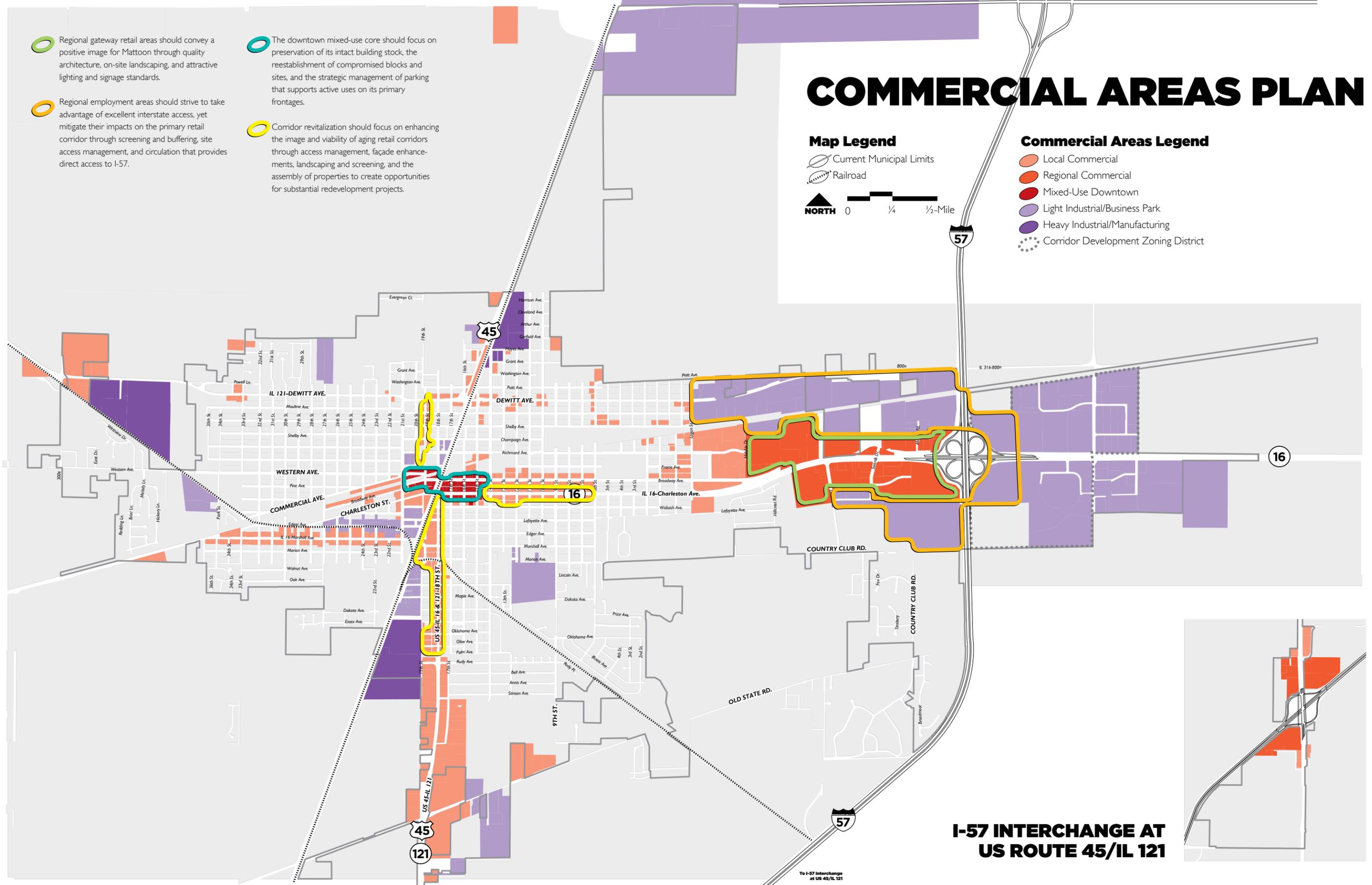
# COMMERCIAL AREAS PLAN

## Map Legend

- Current Municipal Limits
- Railroad
- NORTH
- 0 ¼ ½-Mile

## Commercial Areas Legend

- Local Commercial
- Regional Commercial
- Mixed-Use Downtown
- Light Industrial/Business Park
- Heavy Industrial/Manufacturing
- Corridor Development Zoning District



**I-57 INTERCHANGE AT US ROUTE 45/IL 121**

To I-57 Interchange at US 45/IL 121



# 9 TRANSPORTATION PLAN

The Transportation Plan identifies policies or potential projects aimed at enhancing overall mobility to and throughout the Mattoon Community. It is critical that multi-modal transportation be considered at every level, from interstate access afforded by highways, to the sidewalk network and its ability to provide access to day-to-day goods and services, schools, parks, and other local amenities. This section should be referenced when making decisions related to capital improvements and infrastructure development related to roadways, transit, bicycle, and pedestrian mobility.

Mattoon's transportation network is a layering of regional roads and interstates and railways, primary highways, local streets, and bicycle and pedestrian links within the community.

## FUNCTIONAL CLASSIFICATION

Streets within Mattoon are classified according to a hierarchical system that is based on elements such as the number of lanes, right-of-way width, traffic volumes and level of access. The functional classifications for the City's streets are as follows:

- Interstate Highways
- Arterials
- Collectors
- Local Roads

### Interstate Highway

Mattoon is provided regional and interstate access by I-57, which continues north to Chicago and south to St. Louis via I-70 and Indianapolis via I-74. There are three existing interchanges; one at IL 16 on the eastern edge of the City, one at US 45 at the southern edge of the City, and one at I-57 & County Road 1000 North (CR1000N).

### Arterials

Arterials are high capacity at-grade roadways intended to move traffic from collectors to interstates and provide efficient access over longer distances. Access along arterials may be limited in order to increase capacity and level of service. Mattoon uses arterial sub-categories to further distinguish the relationships described above.

**Primary arterials** include the heaviest travelled corridors, and are generally those that fall within state or federal jurisdiction. These corridors include IL 16, IL 121, and US 45.

**Minor arterials** include corridors with significant traffic flow, but a greater level of access points. East-west minor arterials include sections of DeWitt Avenue, Marshall Avenue, Western Avenue and Broadway Avenue. North-south minor arterials include 33<sup>rd</sup> Street, 9<sup>th</sup> Street, and Logan Street.

### Collectors

Collectors provide links between low-speed local roads and higher-speed thoroughfares, and may host residential or local commercial uses. East-west collectors include Richmond Avenue, Rudy Avenue, and Wabash and Lafayette Avenues. North-south collectors include portions of 33<sup>th</sup>, 32<sup>nd</sup>, 27<sup>th</sup>, 14<sup>th</sup> and 6<sup>th</sup> Streets.

### Local Roads

Local roads provide low-speed access to adjacent uses and are primarily residential streets. Most typically allow on-street parking and are not used for cut-through traffic between different portions of the City.

### CONNECTIVITY

Connectivity throughout the City by multiple modes of transportation is impacted by many factors, including traditional and contemporary development patterns, natural features, transportation corridors, and land use distribution. At the city-wide scale, many portions of the community are well connected by arterials and collectors. The north-south rail corridor is grade-separated through the downtown, preserving much of the connectivity east and west of the corridor. The northwest-southeast rail corridor disrupts the street grid west of downtown, but at-grade crossings are provided at virtually every local street east of downtown. The abandoned east-west rail corridor, now the Mattoon-Charleston Recreational Corridor, provides bike and pedestrian connectivity across the eastern third of the City.

At the neighborhood level, much of Mattoon is well connected with a comprehensive urban grid and sidewalk system. However, some newer neighborhoods deviate from this model, creating fewer linkages to the surrounding pattern and foregoing sidewalks that enable safe pedestrian access to neighboring blocks.

The Department of Public Works is planning significant sidewalk upgrades throughout the community. For FY 2013/2014, the department's Capital Improvement Plan (CIP) identifies \$280,000 of planned sidewalk improvements, with additional sidewalks identified for future improvement beyond the timeline of the CIP.

### TRANSIT

The Coles County Council on Aging operates two transit services in Mattoon. The first is a demand response service for specific trips requested by riders. This service offers "deviated" dial-a-ride trips, meaning it will drop riders off anywhere within a three block radius of a designated stop. The second is a new fixed-route service called the "Zip Line" with regular service between Mattoon and Charleston. Amtrak offers two southbound trains per day terminating at Carbondale, IL, and one southbound train per day terminating in New Orleans, LA. It also offers three northbound trains per day terminating in Chicago.



## **BICYCLE AND PEDESTRIAN**

The traditional portions of the City are well-served by sidewalk networks. However, areas of newer development lack basic infrastructure to enable easy and safe pedestrian mobility. This is most obvious in the commercial areas near the Charleston Avenue/I-57 interchange.

The Mattoon-Charleston Recreational Trail is an important and prominent regional piece of bicycle infrastructure. Its trailhead is at 10<sup>th</sup> and Richmond, and it extends east to Charleston. There is no formal path installed in the abandoned rail R.O.W. west of 6<sup>th</sup> and Richmond. Locally, however, the City lacks designated bike lanes or dedicated bike trails that link key destinations within the community.

## **RAILROADS**

Mattoon is the intersection of two Canadian National rail corridors. The north-south corridor hosts Amtrak service with the Mattoon station located on Broadway Avenue in downtown. The west corridor serves active freight traffic to Decatur.

## **AIRPORTS**

Coles County Memorial Airport hosts charter flights available through the Central Illinois Air Corporation. However, no regular commercial air service is available. The airport also hosts several events throughout the year, including its annual airshow each August. In addition to its own facilities, the airport owns surrounding undeveloped properties that are available for commercial leases.

## **EXISTING TRAFFIC CONTROL**

Traffic flow on Mattoon's primary corridors is primarily regulated by signals on US 16 east of downtown, US 45, and Broadway Avenue. Secondary corridors, such as segments of Broadway Avenue, Western Avenue, and DeWitt Avenue, use stop signs to control travel speeds in areas more closely integrated with surrounding residential blocks. Neighborhood street intersections use a either two-way or four-way stop configurations, or four-way yield configurations. Rail crossings on major corridors are marked with lights and gates, while local street crossings are either unidentified or identified with lights but no crossing gates.

Traffic circulation occurs openly on the well-linked grid. However, two neighborhood areas utilize one-way streets. West of downtown, Moultrie and Champaign Avenues run east, while Shelby and Richmond Avenues run west. East of downtown, Wabash Avenue runs west and Lafayette Avenue runs east. Truck traffic is limited to interstates and arterials. I-57 is a Class I truck route, and US 45, IL 16, and County Road 20 (33<sup>rd</sup> Street north of DeWitt Avenue) are Class II truck routes. There are no Class III truck routes in Mattoon.

## **TRAFFIC DATA AND CAPACITY**

Mattoon's existing roadway infrastructure tends to meet the community's needs for access and circulation to residential, retail, and employment areas. The most traveled segments of the roadway network are on Route 16 between the I-57 interchange and Cross Country Mall. In this area, average daily traffic (ADT) counts approach 20,000 vehicles. However, frontage roads and on-site circulation within shopping centers remove much of the stop-and-go traffic from the main thoroughfare. US 45 experiences ADT counts around 12,000 vehicles. Existing lane configurations and site access allow for an adequate level of service in this corridor.

## **PAVEMENT CONDITION**

Based on initial reconnaissance, there are few areas of deteriorated roadway pavement. The City of Mattoon completes patching, crack filling and resurfacing projects as needed and as the budget allows. The type of paving surface varies throughout the City. In its oldest neighborhoods, several streets are paved with bricks. Generally, most other areas are paved with asphalt. Some streets on the periphery of the City are paved with oil and chip.

## **Roadway Improvement Projects**

The City of Mattoon has seen several recent roadway improvement projects. The new Charleston Avenue bridge over the rail corridor serves both Route 16 and Route 45. A recently installed I-57 interchange at County Road 1000N provides access to industrial sites north of the City, and could accommodate long-term development that may occur around the access point. However, The Illinois Department of Transportation (IDOT) does not foresee any major roadway or highway infrastructure projects. Given the high level of competition for state and federal project funding and the population trends in Mattoon, IDOT has taken a position of maintaining the existing facilities in the City rather than planning new projects. This implies that there will be no major planned infrastructure projects that will impact land use and development patterns.



## POLICIES & RECOMMENDATIONS

### Roadway Improvements

Installing new roadway segments can be an effective way to enhance local mobility. Though IDOT does not foresee major state roadway projects in Mattoon, local roads can provide greater access to community destinations and set the stage for the development of targeted growth areas. Investment in new roadways should reflect the following principles or proposed projects:

- Continue to maintain and upgrade the City's existing system of arterials and collectors with an emphasis on those routes with the highest traffic volumes. Emphasize streetscaping, tree planting, and landscaping, and expand resurfacing and concrete replacement projects into neighborhood streets.

- Extend Country Club Road north to Fort Worth Way immediately east of the Home Depot development to provide direct access to the commercial area.
- Provide a new north-south street west of I-57 as an extension of Swords Drive that provides access between Dewitt Avenue and Charleston Avenue in order to alleviate truck traffic serving nearby industrial and office areas.
- Consider the viability of a grade-separated rail crossing on the south side or west side of the community.
- As new development occurs, extend residential streets at logical points to provide access and connectivity to new residential growth areas (i.e. Hillcrest Road, Essex Avenue, etc.).
- Maintain all at-grade rail crossings, and upgrade signalization to include gates and lights.

### Improving Intersections

Intersection improvements can enhance traffic flow and eliminate unsafe conditions. The following principles should be used to guide improvements to intersections:

- Improve the configuration of Charleston Avenue/Crestview Road/Broadway Avenue and Charleston/Dettro Drive intersections to better accommodate vehicle queuing and potential out-lot development along Charleston Avenue.
- Conduct a detailed traffic and design study of the intersection of Commercial Avenue, Western Avenue, and 21st Street to determine viable opportunities to reconfigure the intersection and accommodate traffic movements.
- Work with IDOT to assess the viability of new signal timing and intelligent transportation systems along all major corridors.

### Expanding Bicycle and Pedestrian Systems

Mattoon enjoys a fairly comprehensive bicycle and pedestrian system. However, there are opportunities to expand it both locally and regionally. The following principles should guide investment in the bicycle and pedestrian system:

- Utilizing inactive rail right-of-way, extend the Mattoon/Charleston Recreational Trail from its current terminus west to Lane Acres South subdivision.
- Designate and stripe new on-street bike lanes that complement the regional bike trail and connect open spaces and amenities throughout the City.

- Where feasible, install sidewalks or multi-use trails along all arterials, especially on Charleston Avenue east of 6th Street and Lake Land Boulevard south of Rudy Avenue, and provide local sidewalk connections throughout all commercial areas.
- Require comprehensive sidewalk and/or trail networks that logically link to surrounding networks as a part of new residential development.
- Prioritize sidewalk improvements based on the City's "Walkable Community Sidewalk Plan" in order to rehabilitate and infill portions of the pedestrian network.

### Providing Viable Transit Options

Mattoon's existing Amtrak station, wealth of regional destinations, and aging population all suggest that local transit service will continue to emerge as an important issue. Whether it is providing local mobility within the community, or broader regional access to key services and amenities, investment in public transit should be guided by the following principles:

- Assess the viability of a local circulator that links residential areas to important commercial nodes.
- Consider a year-round, seasonal, or event-based regional transit service that connects the Amtrak station/Downtown to regional commercial areas, Lake Land College, Eastern Illinois University, and the Sarah Bush Lincoln Health Center.

### Managing Truck Traffic and Emergency Responsiveness

Beyond private mobility, truck mobility and emergency access are critical to maintaining and improving a vibrant and healthy community. Truck traffic supports day-to-day functions of Mattoon's economic and employment base, while emergency vehicles must be able to navigate a community divided by rail corridors. The following principles should guide the development of an effective truck and emergency vehicle network:

- Where they do not interfere with residential areas, use streets that parallel arterials as secondary truck routes in order to relieve truck traffic from primary commercial corridors (i.e. 9th Street south of Marshall Avenue, or the proposed street east of I-57 connecting Dewitt Avenue to Charleston Avenue).

- Consider the need for a grade-separated crossing on the south side of the community to ensure fire and police vehicles have access to all portions of the community.

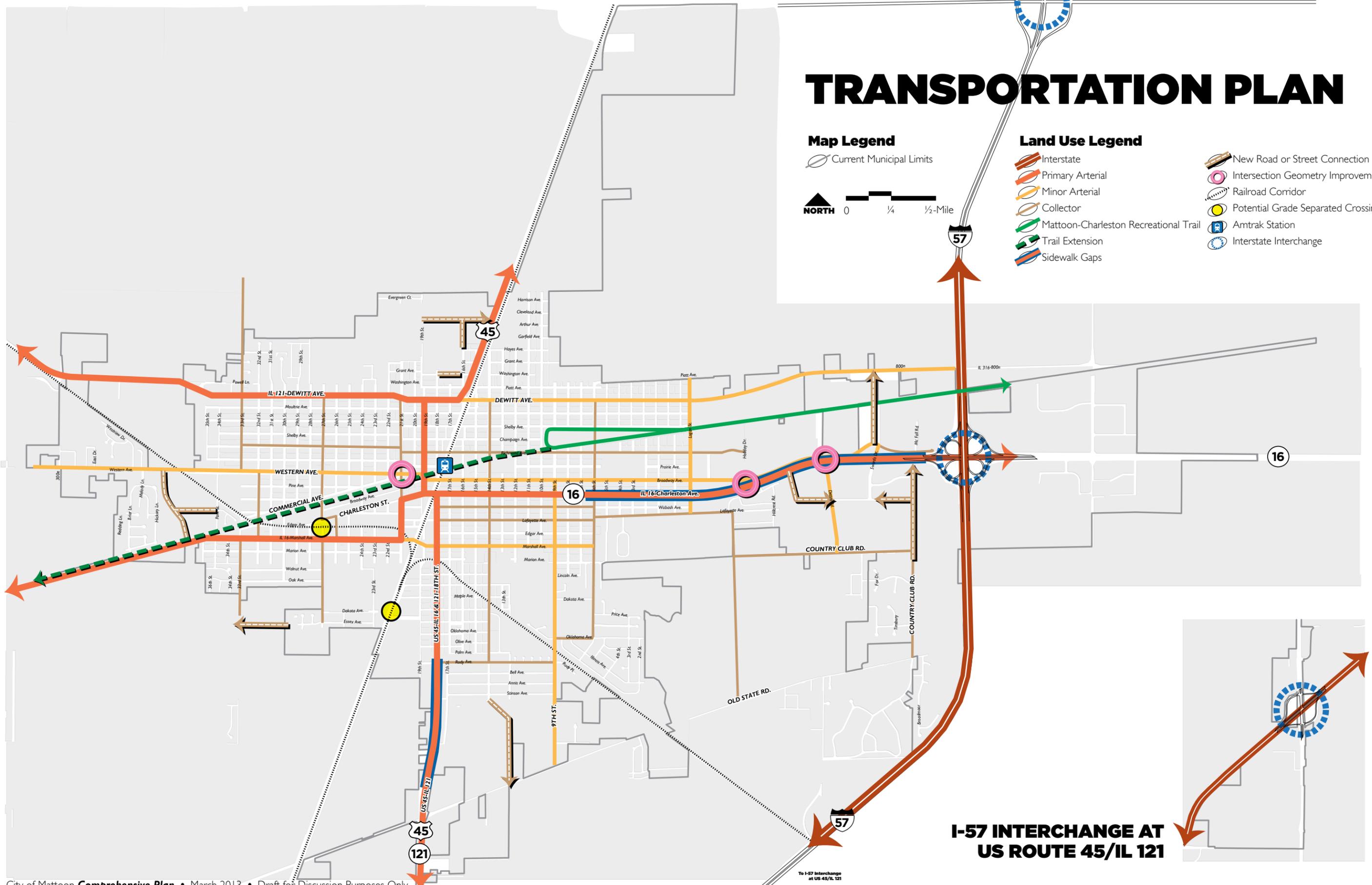
# TRANSPORTATION PLAN

## Map Legend

- Current Municipal Limits
- NORTH
- 0 1/4 1/2-Mile

## Land Use Legend

- Interstate
- Primary Arterial
- Minor Arterial
- Collector
- Mattoon-Charleston Recreational Trail
- Trail Extension
- Sidewalk Gaps
- New Road or Street Connection
- Intersection Geometry Improvements
- Railroad Corridor
- Potential Grade Separated Crossing
- Amtrak Station
- Interstate Interchange



**I-57 INTERCHANGE AT  
US ROUTE 45/IL 121**



# 10 PARKS, OPEN SPACE & ENVIRONMENTAL FEATURES PLAN

The Parks, Open Space & Environmental Features Plan sets forth a series of principles intended to ensure the long-term viability of the “green” amenities that help define the character of the Mattoon region. These include both natural resources that are critical to both local and regional ecologies, as well as amenities that support healthy lifestyle choices for residents of all ages. This section should be referenced when determining the viability of any new developments that may alter the physical, functional or natural character of the community.

Mattoon includes a broad range of open space and environmental features. Some are actively used by the community, while others provide the passive context that help shape community development and behavior.

## **PUBLIC OPEN SPACE**

The City of Mattoon Parks Department and Mattoon Township Parks Department manage several facilities within the City and additional facilities at Lake Mattoon and Lake Paradise southwest of Mattoon.

**Lawson Park (800 South 14th Street)** Originally opened in 1923, Lawson Park hosts a range of major facilities and activities, including Graham Field (the home of first ever Cal Ripken World Series in 2000), tennis courts, and a playground.

**Peterson Park (500 Broadway Avenue)** Peterson Park includes a combination of passive and active facilities. Picnic tables are scattered throughout the park, which hosts the City’s annual Lightworks and Bagelfest events. Active recreational facilities include Grimes Field, a playground, miniature golf, horseshoe pits, and the Rotary bandshell. Two prominent structures in the park are the Demars Center and the Peterson House, a historic structure that is occupied by the Chamber of Commerce.

**Lytle Park (32nd Street & Western Avenue)** Lytle Park is owned and maintained by the Mattoon Township Parks Department, and is the primary open space serving the western side of the Community. The park includes tennis courts, pavilions, playgrounds, and a historic oil well. However, the park’s centerpiece is the Lytle Pool Aquatic Center.

**Little Kinzel Park (2800 Marion Avenue)** Little Kinzel Park is approximately one acre in size and includes a soccer field, playground and basketball court.

**Vanlaningham Park (3008 Garfield Ave.)** Vanlaningham Park was established in 1959 and includes a playground and flexible field space used for football, soccer and baseball.

**Cunningham Park (1200 Champaign Ave.)** Cunningham Park was established in 1858 and is Mattoon’s oldest park. The park is primarily passive, but does include a small playground and basketball court.

**Kinzel Field (21st & Dakota)** Kinzel field includes one softball field and open space.

**Roundhouse Sports Complex** The Roundhouse Sports Complex is a major athletic destination that hosts local leagues and regional tournaments and events. The complex includes four girls’ softball fields and four boys’ baseball fields. Each set of fields includes a central structure that hosts a concession stand, press box, restrooms and pavilion.

Immediately east of the baseball and softball complex is the Mattoon Junior Football Field. The field opened in 2004 and includes a press box, concessions, restrooms, and other spectator and player amenities. The field hosts several junior or flag football leagues, as well as an annual summer football camp.

East of the football field at 3<sup>rd</sup> Street and Shelby are the soccer fields and T-ball fields. These fields opened in 2006.

**Skate Park** The Skate Park is located at Logan and Shelby. It was constructed through an OSLAD grant from the Illinois DNR, and is used by skateboarders and BMX bikers.

**Mattoon-Charleston Recreation Trail** The Mattoon-Charleston Recreation Trail extends from 10<sup>th</sup> and Richmond in Mattoon east to the City of Charleston. An additional segment of track was installed through an OSLAD grant. This segment completes a 1.6-mile loop around the Roundhouse Sports Complex.

**Lake Mattoon Recreational Facilities** In addition to the parks and recreation facilities described above, the Mattoon Parks Department owns and manages three facilities at Lake Mattoon. They include the Lake Mattoon Beach, Lake Mattoon Campground East, and Lake Mattoon Campground West.

## **PRIVATE OPEN SPACE**

Much of the open space in Mattoon is considered public based on its municipal ownership and programming. However, there are a couple examples of private open space that help shape the character of the community.

The Mattoon Golf and Country Club is located in the southeast portion of the community on Country Club Road near Old State Road. The Club offers resident and non-resident dues. The clubhouse includes a restaurant, pro shop, swimming pool, and tennis courts, and can host events with up to 250 people.

The Douglas-Hart Nature Center was established in the late 1960’s. It includes over 70 acres of native prairie, wetland, and forest habitats. It also provides educational opportunities for the region through its trails system and Visitors Center and classrooms. The Douglas-Hart Foundation also maintains Friendship Park at 17th Street and Lafayette Avenue.



## ENVIRONMENTAL FEATURES

Of the rivers or creeks that impact the City of Mattoon, the Kickapoo Creek is the most significant. The Kickapoo Creek runs through the southeastern portion of the community. It is significant for two reasons.

First, it serves as the discharge area for the City's Wastewater Treatment Plant.

Secondly, it is physically integrated into the development pattern. In its more organic form between 2<sup>nd</sup> Street and 9<sup>th</sup> Street, the creek has shaped development patterns by modifying block configurations and connectivity of the street network.

West of 9<sup>th</sup> Street, the more engineered creek alignment is integrated into greenways that run behind rectilinear blocks. The Kickapoo Creek watershed includes an area extending from beyond the southern boundary of the City north to approximately Lafayette Avenue. The Kickapoo Creek floodplain impacts several properties, especially in the more urbanized areas of its alignment. A six-block area, bound by 24<sup>th</sup> Street, Essex Avenue, 16<sup>th</sup> Street and Palm Avenue, lies within the designated floodplain.

**The Little Wabash River** begins at 33<sup>rd</sup> Street in the southwestern portion of the City, and extends southwest to Lake Paradise, Lake Mattoon, and beyond. Its watershed includes much of the western portion of the City, generally west of the north-south Illinois Central rail corridor, and south of a diagonal line drawn between Western Avenue and 21<sup>st</sup> Street, and Dewitt Avenue and 33<sup>rd</sup> Street.

**Whitley Creek**, located northwest of the City boundary, does not run through Mattoon and is largely capped through agricultural land. However, its watershed area includes development in the far northwest side of the community.

**Riley Creek**, located north of the City boundary, does not run through Mattoon. However, its watershed includes much of the northern half of the community. The area extends west to the Whitley Creek watershed area and south to approximately Lafayette Avenue.

## URBAN FORESTRY AND LANDSCAPING

As a result of its geological heritage as a prairie community, there are no significant freestanding forests in the Mattoon area. Significant tree coverage exists along river and creek corridors, and around more substantial bodies of water, such as Lake Paradise and Lake Mattoon. However, development, especially that in residential areas, has provided a significant tree canopy for the urbanized areas of Mattoon. In December 2011, a landscape ordinance was adopted that will further enhance the tree canopy in commercial and multi-family areas.

## HISTORICAL RESOURCES

Mattoon has inherited a rich legacy in terms of its architecture and culture. The intact areas of the historic downtown, Peterson Park and the Peterson House, and housing surrounding the downtown area are valued examples of historic and important aspects of the community.

## GROUND RESOURCES

In 2006, a Soil Survey of Coles County, Illinois was completed to assess a number of factors related to the usability of land for various functions. The survey includes technical data related to the physical, chemical and water features of soils throughout the County, and provides a series of suitability standards for the use of soils types for agricultural, natural preservation, residential, commercial, water management, and several other uses.

The most significant ground resource in Mattoon is oil. Oil extraction and production began in 1906. Between 1906 and 2006, approximately 26.5 million barrels have been produced. In 2004, five proven wells produced 44,500 barrels with a value of more than \$1.5 million. All of the current private oil drilling takes place outside the City boundary, and drilling is no longer permitted in the City.



## POLICIES & RECOMMENDATIONS

### Maintaining a Strong Parks System

Mattoon enjoys high quality local and regional parks. However, some older portions of the community and many areas of recent development lack close public parks. The following principles should be used to guide the maintenance of existing parks, as well as the development of new ones:

- The City should **adapt obsolete or underused park properties**, such as Kinzel Field on South 23rd Street, for new programming or facilities that meet contemporary recreation demands.
- The City should **develop additional Downtown open spaces and landscaping** in strategic locations, such as the vacant property at the southwest corner of 17th Street and Broadway Avenue.

- The City should **convert obsolete municipal properties into new open spaces**, including the existing Public Works facility that will be removed once the City implements its plan to build a new facility on a site yet to be determined.

- Ordinances should be amended to **require new development areas to dedicate parks and open spaces** for public use in accordance with standards established by the Parks Department.

- The Parks Department should **explore opportunities to provide new public parks** to existing residential areas currently not within reasonable walking distance to existing parks.

### Integrating Private Open Space

Private open spaces represent an amenity to a select portion of the Mattoon population. However, to the extent possible, they should be more accessible through external transportation networks and better integrated into the overall community open space system. This effort should be guided by the following principles:

- **Trail networks and pedestrian infrastructure should be extended** to provide access to private open spaces.

- The City should continue to **collaborate with owners of private recreation facilities on the planning and hosting of events** that make amenities available to the greater public.

### Preserving Water Quality and Access

Clean and accessible water is a critical component to the long-term success of the Mattoon community. Lake Paradise is the source for the community's drinking water, and several creeks or streams provide additional water resources to the Mattoon region. The following principles should be used to guide the preservation of these resources:

- Development near Lake Paradise, Kickapoo Creek, or any other **water corridors should be appropriately buffered** to ensure land use impacts are fully mitigated.

- Development throughout Mattoon should **use on-site detention or filtration-based stormwater management techniques** to minimize the runoff of polluted stormwater.

- The City, in conjunction with Coles County, should ensure that development regulations require a **significant buffer adjacent to any natural water resources**.

- To the extent possible, **properties that abut water resources should be required to maintain public access** to that the greater Mattoon population can enjoy recreational and aesthetic benefits.

- Properties abutting recreational water bodies should include low-impact amenities that **encourage interaction with and education about water-based ecosystems**.

### Sustaining Productive Farmlands

Mattoon's farmland is productive in many ways. Its primary use is to produce crops distributed throughout Illinois and the Midwest. However, oil drilling has become a significant local economy that has enhanced the value of outlying agricultural properties. The following principles describe how the agricultural character of the community may be sustained over time:

- The City should **identify priority agricultural areas** where outlying residential, commercial or industrial growth will be prohibited.

- Development on the periphery of the community should **include buffers to ensure that agricultural lands are not impacted by urban uses** or development characteristics.

### Urban Forestry and Landscaping

The preservation of the tree canopy and other landscaping elements is critical to sustaining Mattoon's character, environment, and quality of life. The following principles describe how urban forestry and landscaping can be properly managed:

- Continue to **provide replacements for the established tree canopy** on the west side and central portion of the community, and **establish a tree canopy for the east side of the community** with initial efforts focused on the commercial areas along Charleston Avenue and Broadway Avenue.

- **Establish tree plantings and landscaping along Lake Land Boulevard between Charleston Avenue and I-57**, with initial efforts focused on the portion of Lake Land Boulevard between Charleston Avenue and Old State Road.

- Consider a program to **encourage/support landscaping improvements at existing businesses** to bring their properties into compliance with the new landscaping ordinance, and **continue to improve landscaping in the downtown** area and at City-owned facilities.

- **Install streetscaping improvements** in the downtown area and along arterial streets leading to the downtown area.

# PARKS, OPEN SPACE & NATURAL FEATURES PLAN

**Parks Key**

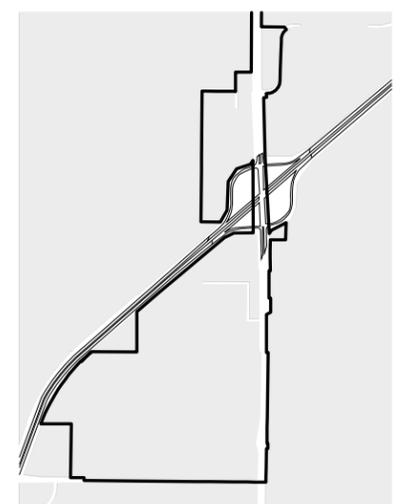
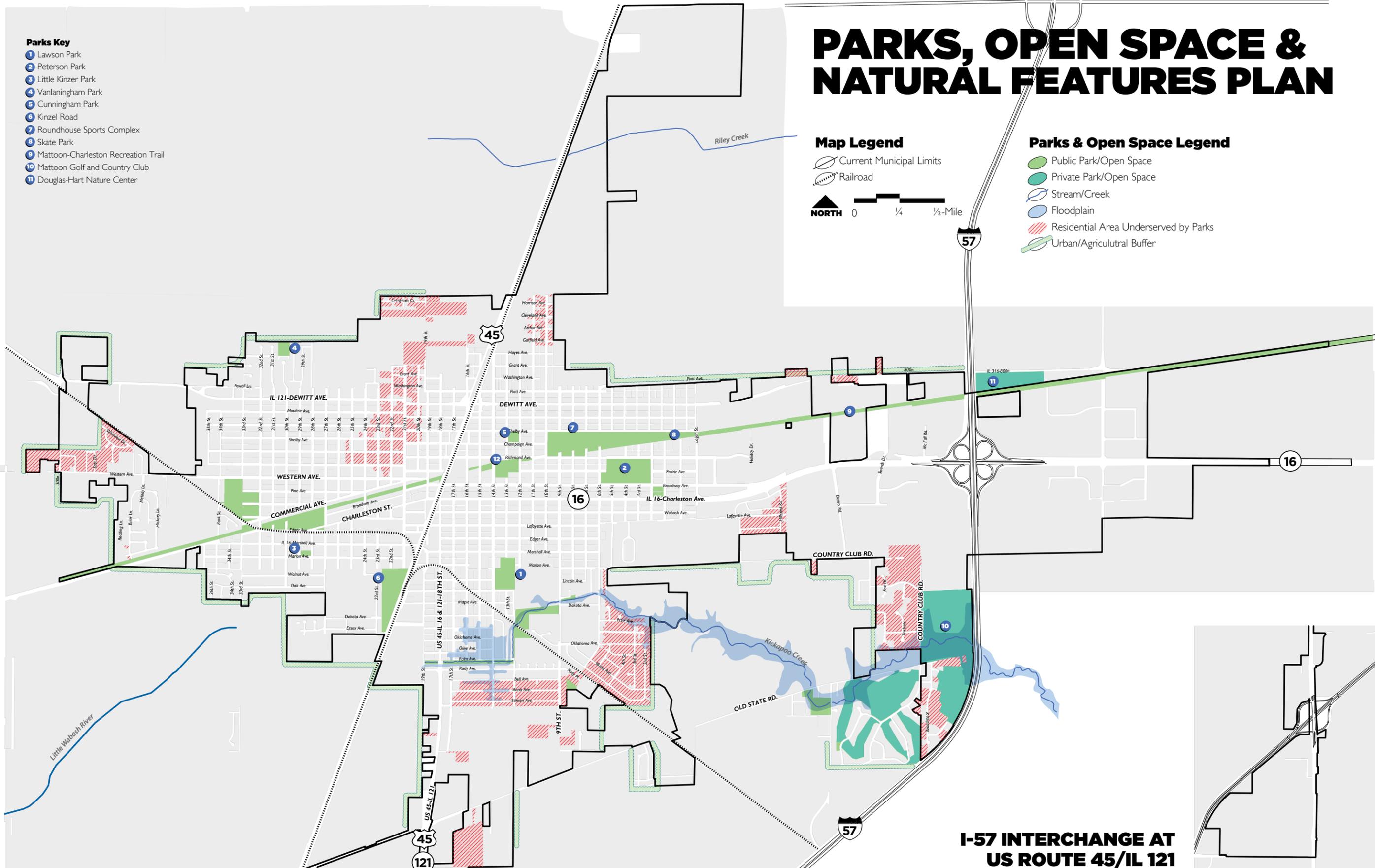
- 1 Lawson Park
- 2 Peterson Park
- 3 Little Kinzer Park
- 4 Vanlaningham Park
- 5 Cunningham Park
- 6 Kinzel Road
- 7 Roundhouse Sports Complex
- 8 Skate Park
- 9 Mattoon-Charleston Recreation Trail
- 10 Mattoon Golf and Country Club
- 11 Douglas-Hart Nature Center

**Map Legend**

- Current Municipal Limits
- Railroad
- NORTH
- 0 1/4 1/2-Mile

**Parks & Open Space Legend**

- Public Park/Open Space
- Private Park/Open Space
- Stream/Creek
- Floodplain
- Residential Area Underserved by Parks
- Urban/Agricultural Buffer



**I-57 INTERCHANGE AT US ROUTE 45/IL 121**

To I-57 Interchange at US 45/IL 121



# 11 COMMUNITY FACILITIES, CITY SERVICES, & CULTURAL RESOURCES PLAN

The Community Facilities & Cultural Resources Plan establishes a series of policies and actions aimed at strengthening many of the “intangible” elements of the community that have a profound impact on local quality of life. These include municipal services and facilities, infrastructure, and historic assets. Collectively, the City should strive to build on its inherent assets in order to build the foundation for a sustainable and competitive future built upon its people, services and facilities.

Mattoon is home to several organizations and agencies that provide local services or facilities for residents and business owners. Community service providers are critical to the success of the implementation of the Comprehensive Plan since they are frequently responsible for infrastructure, facilities, and programs that define the quality of life in the City.

Local community facility providers include:

- Public Works Department
- Streets and Utilities Department
- Water and Wastewater
- Mattoon Community Unit School Districts #2
- Lake Land College
- Mattoon Police Department
- Mattoon Fire Department
- Mattoon Public Library
- Sarah Bush Lincoln Health Center
- Carle Clinic

The City of Mattoon maintains several public facilities throughout the community.

The Amtrak Train Depot, known simply as “The Depot”, is in the heart of the downtown area at 1718 Broadway Avenue. The Depot was originally constructed in 1819 and was fully renovated in 2011. The Depot serves approximately 3000 Amtrak passengers each month and hosts a small museum. The City’s Tourism Office and Mattoon Arts Council will soon be moving to the facility.

The Burgess-Osbourne Auditorium is located at 1701 Wabash Avenue and is adjacent to Friendship Park. The facility was constructed in 1953 and is available to the public for rental. It is primarily used for meetings, parties, receptions, and gymnasium space.

The Demars Center is located in Peterson Park and is available to the public for rental. It is primarily used for wedding receptions, family reunions, and company outings.

## **MATTOON PUBLIC WORKS DEPARTMENT**

The City of Mattoon provides a broad range of services to residents under the umbrella of the Public Works Department. This department is responsible for streets and public rights-of-way, parks and lakes, water treatment and distribution, and storm water and wastewater detention and collection. It is also responsible for drafting and administering regulations pertaining to subdivision and development. The department recently drafted a landscape ordinance, which has since been adopted, that establishes baseline requirements for site and parking landscaping for multi-family and commercial development. The department’s primary facility is located at 221 North 12<sup>th</sup> Street.

## **Water and Wastewater**

The Mattoon Water Treatment Plant is located at 2941 Lake Road near Paradise Lake, and provides the City with an average production of 2.0 million gallons per day (mgd). The current peak daily production is 3.0 mgd, and the plant’s rated capacity is 7 mgd. The plant provides water to 7000 residential customers, 1000 commercial customers (Reliant Energy and Clear Water Service Corp). It also serves two wholesale treated water customers (Village of Humboldt and Moultrie County Rural Public Water District).

The Mattoon Wastewater Treatment Plant is located at 820 South 5<sup>th</sup> Place, and serves 7000 residential customers and 1000 commercial customers. Its rated dry weather capacity is 5.3 mgd, with a maximum wet weather flow through of 14 mgd. The plant is fed by a combined stormwater and sewer system. The Public Works Department is initiating

plans to construct a satellite treatment facility for combined sewer overflows near Riley Creek on the north side of the City. Construction is expected to be completed over three phases between 2014 and 2018. Aside from this new facility, the department will continue regular maintenance and upgrades in order to meet ever tightening standards for treatment and effluence.

## **Mattoon Police Department**

The Mattoon Police Department includes 36 police officers who serve all areas within the incorporated City boundary. The Police Department facility is located at 1710 Wabash Avenue.

## **Mattoon Fire Department**

The Mattoon Fire Department provides fire protection and emergency response services to the City of Mattoon, the Sarah Bush Lincoln Health Center, and R.R. Donnelley facility. The department maintains three facilities, located at 1812 Prairie (Station #1), 2700 Marshall (Station #3), and 1801 Prairie (Fire Annex). (Station #2 at the Coles County Airport is only operated at the request of the airport when large charter flights are departing or arriving.) Several facilities are showing signs of aging and will require maintenance to keep office and emergency response functions effective. Some of this maintenance is planned for the next two years.

The department’s fire insurance rating is currently 5. This is lower than surrounding communities. During its last inspection, the department was cited as having inadequate water supply to some portions of the City. Since the de-

partment does not anticipate challenges related to future growth of the community, they are focusing investment on maintenance and replacement of the current fleet and improvement of responsiveness and water supply to existing service areas.

## **Dodge Grove Cemetery**

The City maintains a 44 acre cemetery located at 917 N. 22nd Street. The cemetery was established in 1863 and currently includes over 20,000 residents.



## **MATTOON COMMUNITY UNIT SCHOOL DISTRICT #2**

The Mattoon Community Unit School District #2 serves the Mattoon community through six facilities:

- Arland D. Williams Elementary School (1709 South 9<sup>th</sup> Street)
- Riddle Elementary School (4201 Western Avenue)
- Mattoon Middle School (1200 South 9<sup>th</sup> Street)
- Mattoon High School (2521 Walnut Avenue)
- Hawthorn School for Pre-K – 12 special education services (2405 Champaign Avenue)
- Board of Education and Administrative Offices (1701 Charleston Avenue)

Generally, the facilities are in

excellent condition and serve the community well in terms of location. With the exception of Hawthorn School, all other facilities have had recent investment in maintenance and upgrades. The district is currently operating under capacity, but any significant increase in enrollment would force the district to consider restructuring its spaces to accommodate additional students.

Between its five teaching facilities, the district enrolls approximately 3,500 students. Though enrollment has increased over the past five years, the district does not anticipate significant growth in the next five years.

## **LAKE LAND COLLEGE**

Lake Land College provides collegiate education to 21,000 students at three locations in Mattoon; the primary campus at 5001 Lake Land Blvd., and satellite facilities at 305 East Richmond Avenue and 1617 Lake Land Boulevard. Academic programs include agriculture, allied health, business, humanities and communications, technology, math and science, and social science and education.

Within the next five years, the College is planning several major improvements, including the addition of 40,000 square feet of facilities to its main campus and significant renovations to facilities at both locations. The College does not anticipate significant growth in enrollment over the next five years, and cites several factors, including difficult access by public transit, limited regional job growth, and limited residential growth in Mattoon, as challenges it will face in the future.

## **MATTOON AREA FAMILY YMCA**

The Mattoon Area Family YMCA occupies a 63,000 square-foot facility that includes a recent renovation and expansion completed in 2012. The building includes two gyms, the six-lane Lumpkin Family Pool, the Sparks Wellness Center, and the Rural King Welcome Center. The YMCA uses these facilities to host a broad range of activities and programs, including adult athletics, youth athletics, aquatics, and fitness and training.

Additional services provided at by the YMCA include Child Watch while parents utilize YMCA facilities, certification and training for first aid and lifeguards, personal training, full-day child care when schools are not in session, the British Soccer Camp, and special events throughout the year.

## **MATTOON PUBLIC LIBRARY**

The Mattoon Public Library operates one facility located at 1600 Charleston Avenue, and is located in a structure built in 1903 and subsequently added to in 1995. It employs eleven full or part-time employees, and provides a range of services for adults, teens and children. The library is a member of the nine-county Lincoln Trail Library System, and subsidiary of the Illinois Heartland Library System.

## **SARAH BUSH LINCOLN HEALTH CENTER (SBLHC)**

SBLHC operates two facilities in Mattoon. The primary health center is at 1000 Health Center Drive at the east end of the City, and the Family Medical Center is located at 200 Richmond Avenue East. The Health Center is currently planning renovations for both facilities. The Family Medical Center is slated for minor interior

upgrades, while the primary hospital is preparing for an extensive \$40 million renovation. Longer term plans may include expansion of the hospital to meet changing patient needs.

SBLHC will face several challenges in the next twenty years. The hospital will see reduced revenues from Medicare and Medicaid programs and downward pressure from commercial insurance programs. The larger aging population will place additional stress on the hospital to provide greater and more intensive services within the same resources, and with unemployment an on-going challenge, one in twelve patients do not have health insurance that helps in paying service costs.

## **HISTORY AND TOURISM**

Tourism in Mattoon creates more than 66,000 unique room stays each year and over 100,000 visitors spend time in Mattoon creating a significant economic impact. Much of this tourism is related to Baseball and Softball Tournaments. Additional hotel stays relate to events at Eastern Illinois University. Hotel revenue in Mattoon has increased over 30% in the last four years. Restaurants and retail establishments rely on this business, especially in the summer months.

The hotel/motel tax collected supports over \$100,000 of grants and field improvements each year to keep events vibrant and the tourism economy healthy. These funds are also used to support events that generate additional economic impact, such as Bagelfest and Lightworks. In 2013, the Mattoon Tourism office and the Mattoon Arts Council will move into the Mattoon Depot to create a Downtown Arts District.

## **MATTOON ARTS COUNCIL**

The Mattoon Arts Council was formed by the City of Mattoon in 1999. The volunteer group's mission is to further the arts in the community. To-date, the Arts Council has been responsible for the implementation of several successful programs such as the Downtown Murals and Family Movies in the Park. The Arts Council offers art displays and educational opportunities at various facilities and events around the community. They are currently in the process of assisting with the remodeling of a space in the Depot so as to have a central location for the community to enjoy in their work.



## POLICIES & RECOMMENDATIONS

### Maintaining Strong Municipal Facilities

Municipal facilities are the “front door” and physical representation of agencies that provide critical local services. It is imperative that different entities consider the locations and condition of their facilities in order to best meet their needs as well as the needs of Mattoon residents.

- The Public Works Department should continue to **maintain existing roadway and sidewalk infrastructure** through regular maintenance, as well as a focused improvement program that prioritizes key street and sidewalk segments.
- New **sidewalk segments should be added** in accordance with the Transportation Plan chapter of the plan, especially in commercial areas near the I-57/Charleston interchange and the southern portion of the Lake Land Boulevard commercial corridor.
- The Public Works Department should implement plans to **build a new wastewater management facility on the north side** of the City near Riley Creek in order to mitigate impacts of the flooding of the creek.
- The Public Works Department should implement plans to **update and modernize the combined stormwater and sewer system.**
- The Public Works Department should implement plans to **build a new public works building** in order to provide a high level of service to the community. Under this improvement plan, the Public Works facility would be relocated to a site yet to be determined, and the existing site would be converted to park space.

- The Fire Department should program improvements, in addition to regular maintenance, for facilities that are beginning to age in such a way that they compromise the ability to **provide a high level of local fire protection** service.

- The Police Department should continue the maintenance of its facilities and monitor conditions as recent improvements begin to age.

- The Mattoon **Public Library should continue to maintain its current facility** and monitor evolving user demands to ensure that both its physical collections and on-line services are accessible to all populations.

### Providing Infrastructure that Fosters Investment

Local infrastructure investment is the foundation to the long-term success. The City should strive to remain competitive balancing the maintenance of existing infrastructure with new systems that support economic development and future demands.

- The City should **prioritize infrastructure investment that stimulates investment** in Mattoon.
- The City should **consider new telecommunications infrastructure** that offers new benefits to key portions of the community (i.e. WIFI in Downtown, high-speed internet in employment centers, etc.)
- The City should **use municipal infrastructure investment to guide development** to areas that meet the goals of this Comprehensive Plan.

### Preserving the Unique Character of Mattoon

Mattoon has a wealth of local historic resources. However, development practices over the past several decades have compromised other important sites or structures. Preserving and strengthening the character of what remains is critical as new investment occurs on the community.

- The City should **encourage and/or incentivize investment in Mattoon’s recognized historic resources** through renovation and rehabilitation programs that may include low-interest revolving fund grant programs, tax incentives, etc.
- The City should **consider adopting development and design guidelines**, especially in areas of high priority such as Downtown or prominent commercial areas.
- The City should partner with local advocates to **establish a broad-reaching public campaign that advertises Mattoon’s historic resources** to Central Illinois and as far away as Chicago, St. Louis and Indianapolis.

### Coordinating with Other Service Providers

The City of Mattoon is one of several local entities that provide services to residents and businesses. The City should work closely with these groups to ensure that services, facilities and infrastructure are being provided as seamlessly as possible.

- The City should **maintain a close relationship with the Sarah Lincoln Bush Medical Center** to ensure that its existing facilities, as well as its planned renovation, continue to meet the needs of Mattoon citizens.
- The City should **work closely with the hospital and other emergency care services** to ensure that standards for quick response times can be met throughout the community.
- The City should **work with Mattoon Community School District #2 and Lake Land College to provide a comprehensive educational system**, from pre-kindergarten through college, is being provided that responds to local economic development goals and workforce demands.

# COMMUNITY FACILITIES, CITY SERVICES, & CULTURAL RESOURCES PLAN

- Community Facilities Key**
- 1 Existing Public Works Facility (to be vacated)
  - 2 Existing Wastewater Treatment Plant
  - 3 Arland D. Williams Elementary School
  - 4 Riddle High School
  - 5 Mattoon Middle School
  - 6 Hawthome School
  - 7 Mattoon High School
  - 8 Board of Education Administrative Office
  - 9 Lake Land College
  - 10 Mattoon Police Department
  - 11 Mattoon Fire Department Station 1
  - 12 Mattoon Fire Department Station 3
  - 13 Mattoon Public Library
  - 14 Sarah Bush Lincoln Health Center
  - 15 YMCA

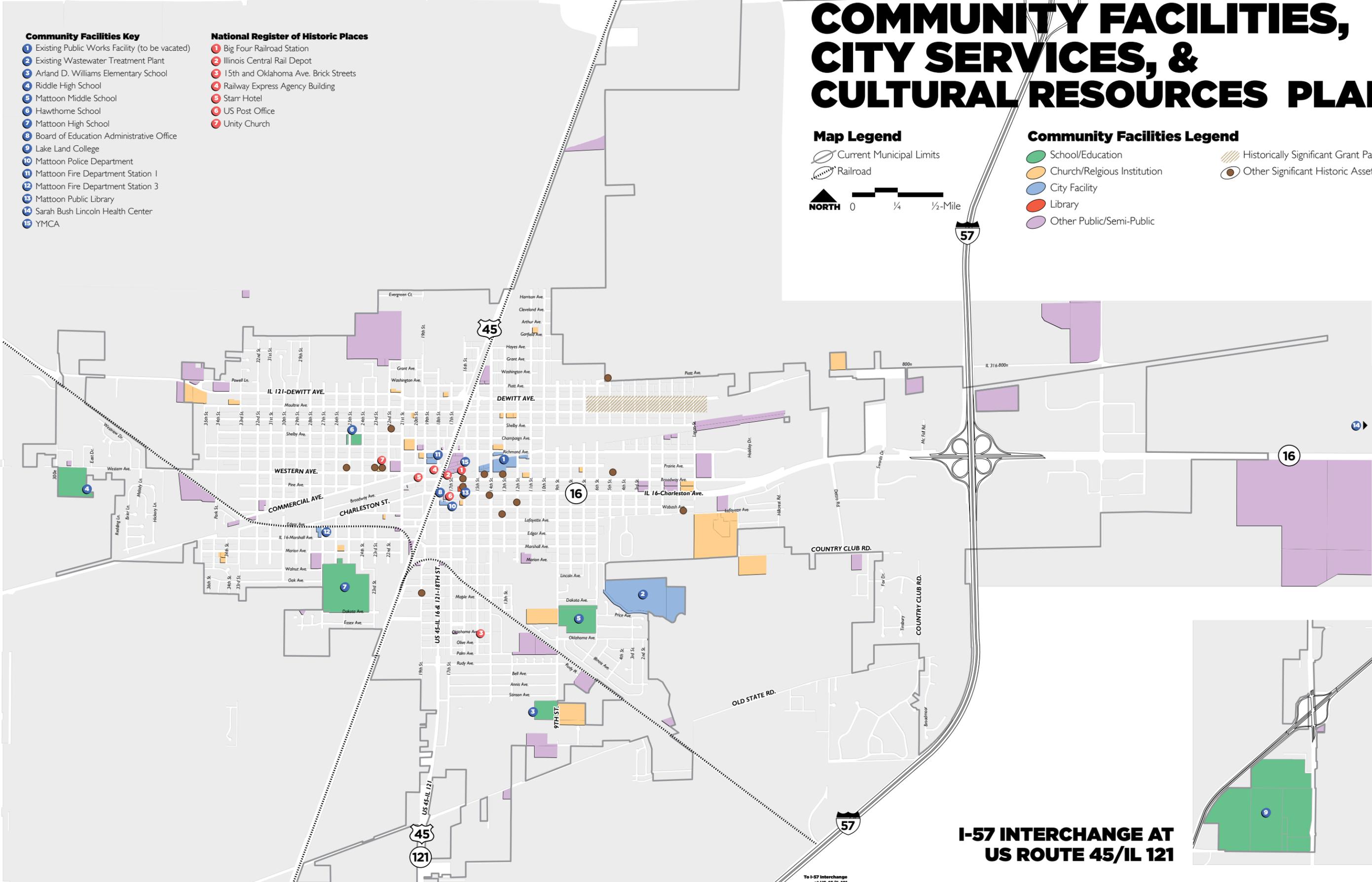
- National Register of Historic Places**
- 1 Big Four Railroad Station
  - 2 Illinois Central Rail Depot
  - 3 15th and Oklahoma Ave. Brick Streets
  - 4 Railway Express Agency Building
  - 5 Starr Hotel
  - 6 US Post Office
  - 7 Unity Church

**Map Legend**

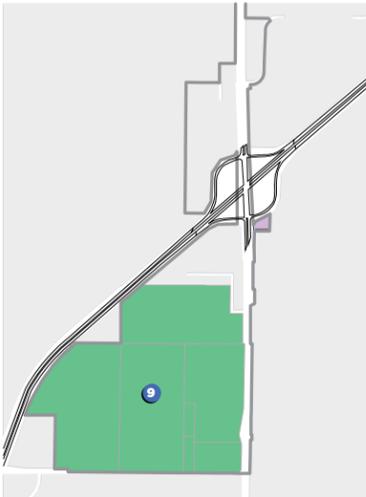
- Current Municipal Limits
- Railroad

**NORTH** 0 1/4 1/2-Mile

- Community Facilities Legend**
- School/Education
  - Church/Religious Institution
  - City Facility
  - Library
  - Other Public/Semi-Public
  - Historically Significant Grant Park Area
  - Other Significant Historic Assets



**I-57 INTERCHANGE AT US ROUTE 45/IL 121**





# 12 IMPLEMENTATION & ECONOMIC DEVELOPMENT STRATEGY

The Comprehensive Plan establishes a “road map” for growth and development within the City of Mattoon over the next 15 years. The plan is the culmination of the collective efforts of City staff and officials, the Comprehensive Plan Steering Committee, the Plan Commission, City Council, and the Mattoon community. While adoption of the Comprehensive Plan represents the end of the culmination of the initial planning process, it also represents the first step in the much longer journey of guiding change within the community and implementing the recommendations of the plan.

This section briefly highlights the next steps that should be undertaken to begin the process of plan implementation. These include the:

- Use of the Comprehensive Plan on a day-to-day basis.
- Review and update of the Zoning Ordinance and other development controls.
- Development of a Capital Improvements Program (CIP).
- Promotion of cooperation and participation among various implementation partners.
- Preparation a 5-year action plan.
- Enhancement of public communication.
- Updating of the Comprehensive Plan at regular intervals.
- Exploration of possible funding sources and implementation techniques.

## **USE THE PLAN ON A DAY-TO-DAY BASIS**

The Comprehensive Plan is Mattoon’s official policy guide for land use and development. It is essential that the Plan be used on a regular basis by City staff, boards and commissions to review and evaluate all proposals for improvement and development within the community, prioritize public expenditures and encourage private sector investment. Specifically, agencies and service providers should reference the Plan when assessing investment in new facilities, infrastructure, or programming. The Plan Commission and City Council should refer to the Plan for guidance in making regulatory recommendations and actions that impact development.

## **REVIEW DEVELOPMENT CONTROLS**

Zoning is an important regulatory tool for implementing planning policy. It establishes the types of uses to be allowed on specific properties, and prescribes the overall character and intensity of permitted development. It is important that the City’s various development controls, including zoning, subdivision regulations, property maintenance and other related codes and ordinances, are reviewed to ensure that all are consistent with and complementary to the Comprehensive Plan.

## **Zoning Update**

Following the adoption of the Comprehensive Plan, the City should consider rewriting and updating its zoning ordinance. The zoning map should identify areas for future growth or where existing development should transition in terms of use or physical characteristics, while the text should reflect the specific desired character of various residential, commercial and industrial areas. For example, Downtown Mattoon is subject to the same development controls as portions of Charleston Avenue, Lake Land Boulevard, and 19th Street, despite the great differences in parcel size, vehicular access and parking, and intended use and character. Additionally, the zoning code should ensure that required procedures create a predictable and efficient system for the review and approval of development.

## **CAPITAL IMPROVEMENTS PROGRAM (CIP)**

The City of Mattoon currently uses a Capital Improvements Program (CIP) to guide budgeting and investment related to important physical improvements and services in the City. A CIP is a comprehensive schedule of prioritized public improvement projects, typically extending over a five-year period. The CIP is a critical tool for implementing the Comprehensive Plan, and should be closely aligned with the recommendations of the Plan as implementation occurs over time.

Financial resources within the City of Mattoon, as like many municipalities, will always be limited and public dollars must be spent wisely. The CIP should be used to allow the City to prioritize the most desirable or beneficial public improvements while remaining within budget constraints.

## **Coordination**

The City of Mattoon’s residents and businesses receive their services from a variety of providers including the City, other taxing bodies, and not-for-profits. Service providers, whether public- or private sector, frequently use a Capital Improvement Program to map out growth and investment in facilities and infrastructure.

As the City monitors and updates its own Capital Improvement Program, City staff should coordinate with other community facilities providers to ensure that investment is occurring in a logical manner and synergies can be created between public, quasi-public, and private improvements.

## **Annual Review**

A CIP is essential to the coordinated and efficient implementation of Comprehensive Plan and should be reviewed annually. The costs and benefits of proposed improvements should always be examined and used to establish priorities. The annual review of the CIP should seek and examine both near-term projects and long-term needs and opportunities.



**PROMOTE COOPERATION & PARTICIPATION**

The City of Mattoon should assume the leadership role in implementing the Comprehensive Plan. In carrying out the administrative actions and spearheading of public improvement projects called for in the Plan, the City should also foster a spirit of cooperation and collaboration needed to successfully implement the Comprehensive Plan. The plan must be based on a strong partnership between the City, other public agencies, various neighborhood groups and organizations, the local business community, and the private sector. The City's partners should include:

Other governmental and service districts, such as the Mattoon Community Unit School District #2, Mattoon Fire Department, Mattoon, Lafayette and Paradise Townships, Coles County, the Illinois Department of Transportation (IDOT), etc.

Private and not-for-profit service providers, such as Lake Land College or Sarah Bush Lincoln Health Center, who are not directly under the purview of local government but provide critical community-based services and amenities.

The development community, which should be encouraged to undertake improvements and new construction that conforms to the Plan and enhances the overall quality and character of the community; and

The Mattoon community. All residents and neighborhood groups should be encouraged to participate in the on-going planning process, and all should be given the opportunity to voice their opinions on improvement and development decisions within the City.

**PREPARE A MATTOON ACTION AGENDA**

The City, in collaboration with other local community facilities and service providers, agencies, and not-for-profits, should prepare an Mattoon "action agenda." This would highlight the recommendations of the Comprehensive Plan and assign priorities and roles and responsibilities of each implementation partner. The "action agenda" might consist of:

- A description of the projects and activities to be undertaken;
- The priority of each project or activity;
- Public and private sector groups responsible for initiating and participating in each activity; and
- A suggestion of the funding sources and assistance programs that might be available for implementing each project or activity.

The Capital Improvement Program described earlier is one component of the Implementation Action Agenda. However, the "action agenda" must go beyond the City's capital investments to address programs or policies that may require the efforts of several stakeholders, including City staff, local interests, or citizens of Mattoon. To remain current, the agenda should be reviewed and updated regularly.

**ENHANCE PUBLIC COMMUNICATION**

The process undertaken to create the Comprehensive Plan was, in and of itself, an important step in educating the community about the relevance of planning and the City's role in defining its future. Through the Comprehensive Plan Steering Committee, community workshops, resident and business questionnaires, and interactive web-based engagement, much positive momentum has been forged. In order to build on this foundation the City should ensure

that the Plan's major recommendations and "vision" for the future are conveyed to the entire community.

The City should also consider additional techniques for responding quickly to public questions and concerns regarding planning and development. For example, the City might prepare a new informational brochure and online information on how to apply for zoning, building, subdivision and other development related permits and approvals. It might also consider special newsletter and/or webpage features that focus on frequently raised questions and concerns regarding planning and development.

**UPDATE THE PLAN ON A REGULAR BASIS**

It is important to emphasize that the Comprehensive Plan is not a static document. If community attitudes change or new issues arise which are beyond the scope of the current Plan, the Plan should be revised and updated accordingly.

Although a proposal to amend the Plan can be brought forth by petition at any time, the City should regularly undertake a systematic review of the Plan. Although an annual review is desirable, the City should initiate review of the Plan at least every two to three years. Ideally, this review should coincide with the preparation of the annual budget and capital improvement program. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the upcoming commitments for the fiscal year. In turn,

development regulations may need to be amended to most accurately reflect the intent of any modifications to the Comprehensive Plan. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and aspirations.

The City should:

- Make the plan available online for free, provide hard copies at the City Hall available for purchase and have a copy on file at the public library for reference;
- Provide assistance to the public in explaining the Plan and its relationship to private and public development projects and other proposals, as appropriate;
- Assist the City Council in the day-to-day administration, interpretation and application of the Plan;

- Maintain a list of current possible amendments, issues or needs which may be a subject of change, addition or deletion from the Comprehensive Plan; and
- Coordinate with, and assist the Plan Commission and City Council in the Plan amendment process.



## EXPLORE FUNDING SOURCES & IMPLEMENTATION TECHNIQUES

Many of the projects and improvements called for in the Comprehensive Plan can be implemented through administrative and policy decisions or traditionally funded municipal programs. However, other projects may require special technical and/or financial assistance.

The City should continue to explore and consider the wide range of local, state, and federal resources and programs that may be available to assist in the implementation of planning recommendations. For example, initiatives related to economic development, neighborhood stabilization and housing, or sustainability and environment can receive assistance from grant programs established for specific categories of actions or projects.

## POTENTIAL FUNDING SOURCES

A description of potential funding sources currently available is summarized below. It is important to note that the City should continue to research and monitor grants, funding agencies and programs to identify new opportunities as they become available.

### General Funding Sources Municipal Property Tax

Mattoon is a community that consists of a good balance of residential areas, employment or industrial areas, and commercial goods and services. It is vital that the City continue to provide high quality services and infrastructure needed to maintain healthy neighborhood and commercial districts. As growth occurs in specific sectors of the community, local leaders should ensure that municipal investment is appropriately

offset by near-term and long-term revenues. To the extent possible, municipal investments should be offset by revenues attributable to those properties providing the impacts or benefitting from those investments.

### Tax Increment Financing (TIF)

Tax Increment Finance (TIF) utilizes future property tax revenues generated within a designated area or district to pay for improvements and incentivize further re-investment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established is invested in the area. Local officials may then issue bonds or undertake other financial obligations based on the growth in new tax revenue within the district.

Mattoon currently uses TIF's in several portions of the community, including Midtown Mattoon, the South Route 45 Redevelopment Project Area, Broadway East Redevelopment Project Area, and I-57 Business District. These TIF's are relatively young as will lay the groundwork for the revitalization of the City's key commercial areas.

The maximum life of a TIF district in the State of Illinois is 23 years. Over the life of a TIF district, the taxing bodies present within the district receive the same amount of tax revenue that was generated in the base year in which the TIF was established. There are provisions that allow for schools to receive additional revenue.

As an economic development tool, TIF is well-suited to fund efforts to enhance the long-term viability of commercial, industrial or residential areas. TIF funds can be used for infrastructure, public improvements, land assemblage and in offsetting the cost of devel-

opment. Several of the Comprehensive Plan's recommendations could be funded through TIF. For example, the City of Mattoon could utilize TIF district funds to:

- Assist businesses relocating to designated portions of the community.
- Facilitate the assembly of catalyst sites.
- Implement streetscape enhancements in different areas.
- Construct, repair and enhance sidewalks, crosswalks and other pedestrian amenities.
- Fund a signage program to enhance existing businesses.
- Fund a site improvement grant to encourage landscaping and screening improvements.

### Business Development District

The City currently has three Business Development Districts; South Route 45, Broadway East, and Interstate 57. A Business Development District (BDD) allows the City to levy up to an additional 1% retailers occupation tax, 1% hotel tax, and 1% sales tax within a designated district. Similar to a TIF district, a BDD has a maximum life of 23 years. BDD legislation also permits municipalities to utilize tax revenue growth that has been generated by BDD properties to fund improvements in the district. As designated in Division 74.3 of the Municipal Code of the State of Illinois, a municipality may designate, after public hearings, an area as a Business District. Business District designation also empowers a municipality to carry out a business district development or redevelopment plan through the following actions:

- Approve development and redevelopment proposals.

- Acquire, manage, convey or otherwise dispose of real and personal property acquired pursuant to the provisions of a development or redevelopment plan.
- Apply for and accept capital grants and loans from the federal and state government, for business district development and redevelopment.
- Borrow funds for the purpose of business district development and redevelopment, and issue general obligation or revenue bonds, subject to applicable statutory limitations.
- Sell, lease, trade or improve such real property as may be acquired in connection with business district development and redevelopment plans.
- Business district planning activities.

- Establish by ordinance or resolution procedures for the planning, execution and implementation of business district plans.
- Create a Business District Development and Redevelopment Commission to act as an agent for the municipality for the purposes of business district development and redevelopment.

BDD funds can be used for infrastructure improvements, public improvements, site acquisition, and land assemblage. Given the limited amount of funds that a BDD is capable of generating, compared to a TIF district, BDD is best suited for funding small scale improvements and property maintenance programs.



### **Special Service Area (SSA)**

A Special Service Area (SSA) could provide another means of funding improvements and programs within Mattoon. In an SSA, a small percentage is added to the property tax of the properties within the defined service area. The revenue received from this targeted increase is channeled back into projects and programs benefiting those properties. An SSA can be rejected if 51% of the property owners and electors within a designated area object. SSA's are particularly useful in areas with a concentration of businesses such as a downtown or corridor.

SSA funded projects can include such things as district marketing and advertising assistance, promotional activities and special events, streetscape and signage improvements, and property maintenance services. SSA's can also be used to fund various incentives and tools such as small business loan funds or façade improvement programs.

### **Incentives**

The City can use funding mechanisms such as a TIF district, SSA or BDD to provide a variety of incentive programs to help the community achieve its goals. These incentives can be used to help attract new development to the area, to help improve existing development, and to encourage business owners to stay in the community and continue to impact the community in a positive way.

While this list of possible incentive programs is not exhaustive, it is representative of the range of options that are available and will provide a good starting point for the creation of a comprehensive incentive program that will help the City achieve its objectives.

### **Sales Tax Rebate**

A sales tax rebate is a tool typically used by municipalities to incentivize businesses to locate to a site or area. The rebate is offered as a percentage of the annual sales tax revenue generated by the establishment and is often tied to benchmarks such that as sales volume increases, so too does the proportion of the rebate. Sales tax rebate percentages can range from 1% to 100% and are dependent on the goals and objectives of the local municipality. Sales tax rebates have proven effective in attracting new businesses and encouraging redevelopment and renovation.

### **Tax Abatement**

A property tax abatement is a versatile tool that can be applied to address a wide range of community issues. Property tax abatements are typically used as an incentive to attract business and revitalize the local economy. In the State of Illinois, municipalities and other taxing districts can abate any portion of the tax that they individually levy on a property. The period of tax abatement on a given property can be no longer than 10 years and the total combined sum of abated taxes for all taxing districts cannot exceed \$4 million over that period. A taxing district can administer the abatement by one of two methods: 1) lowering the tax rate; or 2) initiating a property tax freeze where the property is taxed based on a pre-development assessed value.

In some circumstances municipalities can also petition the County to lower a property's assessment. For example, a commercial property could be assessed at a percentage equivalent to that of a residential property. This is an effective means of lowering a property tax bill, however, it should be noted that this method impacts all taxing districts and not just the district making the request.

### **Facade & Site Improvement Programs**

Facade and Site Improvement Programs can be used to help improve and retain existing businesses by offering low interest loans, grants, or rebates earmarked for improving the exterior appearance of designated properties. This program should also be considered for prominent businesses areas throughout the City, including Downtown and the Charleston Avenue and Lake Land Boulevard corridors.

Facade Improvement Programs can cover things such as improved signage, windows, painting, shutters and awnings, stairs and porches, walls, cornices, and other exterior components and details. While a property owner typically applies for such programs, in many cases, a business that leases space can also apply for such programs.

While the store owner certainly benefits from a facade improvement program, the community as a whole benefits as well since a shopping district with an attractive appearance will bring in more shoppers and will help create a positive image for the community as a place to live, work, and shop.

### **Payment in Lieu of Taxes (PILOT)**

Payment in Lieu of Taxes (PILOT) is a similar tool to tax abatement. The City can use PILOTs to reduce the property tax burden of a desired business for a predetermined period. In this instance, a local taxing body and a property owner will agree to the annual payment of a set fee in place of the property taxes. Payments are typically made in the form of a fixed sum, but they may also be paid as a percentage of the income generated by a property. In addition, PILOT can also be a means of reducing the fiscal impact on the City, of a nonprofit, institutional use or other non-tax-paying entity locating to a key site. While such uses can be desirable as activity generators, they can also negatively impact city services. Provisions can be made to offset that negative impact by allowing the City to be compensated for at least a portion of the revenue that would otherwise be collected in the form of property tax.



**Grant Funding Sources**

There are several grant funding sources available to municipalities seeking to enhance local transportation infrastructure and parks and open space offerings. Many of the grants discussed here require that the requested funding be used to support Comprehensive Plan recommendations. As such, the Comprehensive Plan can be used to support grant applications and plan graphics can serve as a starting point for mapping proposed improvements. City staff should possess the expertise necessary to apply for these grants, but outside assistance may be if staff does not have adequate time to dedicate application process.

**Transportation Funding Sources**

On July 6, 2012, President Obama signed into law Moving Ahead for Progress in the 21st Century (MAP-21), a two-year transportation reauthorization bill. MAP-21 replaces the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which expired in September 2009 and was extended nine times. The goal of MAP-21 is to modernize and reform the current transportation system to help create jobs, accelerate economic recovery, and build the foundation for long-term prosperity. MAP-21 continues funding for numerous programs previously funded through SAFETEA-LU.

Given the recent passage of MAP-21, it is still uncertain how changes in Federal policy will impact existing funding programs. The City should continue to keep informed as to the status of these programs and any new funding sources that may be introduced in the near future as a result of MAP-21.

The following discussion summarizes grant programs covered under MAP-21 that could be utilized by the City to make enhancements to local transportation infrastructure, including roadways, bridges, sidewalks and trail.

**Illinois Transportation Enhancement Program (ITEP)**

The Illinois Department of Transportation administers the ITEP and has funded projects including bicycle/pedestrian facilities, streetscaping, landscaping, historic preservation and projects that control or remove outdoor advertising. In the past, federal reimbursement has been available for up to 50 percent of the cost of right-of-way and easement acquisition and 80 percent of the cost for preliminary engineering, utility relocations, construction engineering and construction costs.

**Safe Routes to School**

The SRTS program has provided funding for the planning, design, and construction of infrastructure-related projects that will substantially improve the ability of students to walk and bicycle to school, including:

- Sidewalk improvements;
- Traffic calming and speed reduction improvements;
- Pedestrian and bicycle crossing improvements;
- On-street bicycle facilities;
- Off-street bicycle and pedestrian facilities;
- Secure bicycle parking facilities; and,
- Traffic diversion improvements in the vicinity of schools.

**Congestion Mitigation and Air Quality Improvement Program (CMAQ)**

The CMAQ program focuses on projects that provide solutions to regional congestion and air quality problems. Eligible project types have included transit improvements, commuter parking lots, traffic flow improvements, bicycle/pedestrian projects and projects that result in emissions reductions. In the past, these projects have been federally funded at 80 percent of project costs.

**Surface Transportation Program (STP)**

In the past, these funds have been allocated to coordinating regional councils to be used for all roadway and roadway related items. Projects in this funding category have required a local sponsor and have been selected based on, among other factors, a ranking scale that takes into account the regional benefits provided by the project among other factors.

**Green Infrastructure Funding**

There is a growing trend for state and federal funding to be used to prioritize and implement green infrastructure to address flood reduction, water and environmental quality, and other issues. The EPA has funded many of these programs, including the 319 Non-Point Water Quality grants, the Illinois Green Infrastructure Grant (IGIG), and others. The EPA is currently developing new stormwater standards that will rely much more heavily on green infrastructure to address flood reduction and water quality at the same time. These programs represent a real opportunity for the City of Mattoon to implement infrastructure enhancements that will have significant and multi-faceted benefits to the local environment, character, and other infrastructure systems.



**Parks and Open Space Funding Sources**

**Illinois Department of Natural Resources**

The City's Parks Department should identify projects where a cooperative pursuit of parks and open space grants may be beneficial. The Illinois Department of Natural Resources (IDNR) administers seven grants-in-aid programs to help municipalities and other local agencies provide a number of public outdoor recreation areas and facilities. The programs operate on a cost reimbursement basis to local agencies (government or not-for-profit organization) and are awarded on an annual basis.

Local governments can receive one grant per program per year, with no restrictions on the number of local governments that can be funded for a given location. While several grants are available, the Open Space Lands Acquisition and Development (OSLAD) and Recreational Trails Program (RTP) may be the most applicable to achieving the City's goal of expanding parks and open space available to Mattoon' residents and establishing an interconnected trail network.

**Recreational Trails Program**

The federal "Recreational Trails Program" (RTP), was created through the National Recreational Trail Fund Act (NRTFA) as part of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and reauthorized by the SAFETEA-LU. This program provides funding assistance for acquisition, development, rehabilitation and maintenance of both motorized and non-motorized recreation trails. By law, 30% of each States' RTP funding must be earmarked for motorized trail projects, 30% for non-motorized trail projects and the remaining 40% for multi-use (diversified) motorized and non-motorized trails or a combination of either. The RTP program can provide up to 80% federal funding on approved projects and requires a minimum 20% non-federal funding match. Eligible applicants include municipalities and counties, schools, and private, non-profit and for-profit businesses.

The IDNR administers RTP funds and stipulates that funds can be utilized for trail construction and rehabilitation; restoration of areas adjacent to trails damaged by unauthorized trail uses; construction of trail-related support facilities and amenities; and acquisition from willing sellers of trail corridors through easements or fee simple title.

**OSLAD**

The OSLAD program awards up to fifty percent of project costs up to a maximum of \$750,000 for acquisition and \$400,000 for development/renovation of such recreation facilities as tot lots and playgrounds, community and regional parks, outdoor nature interpretive areas, park roads and paths, and waterfront improvements.

**Land and Water Conservation Fund (LWCF)**

Land and Water Conservation Fund (LWCF) grants are available to cities, counties and school districts to be used for outdoor recreation projects. Projects require a 50% match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes. Development and renovation projects must be maintained for a period of 25 years or the life of the manufactured goods. LWCF grants are managed by the IDNR and the application process is identical to the OSLAD application process.