

**THE COMPREHENSIVE PLAN
FOR THE YEAR 2020**

FOR

THE CITY OF DU QUOIN

2008

To the Citizens of the City of Du Quoin, Illinois;

On behalf of the City Council, it is with great pleasure that I introduce the Comprehensive Plan for the Year 2020 for the City of Du Quoin, Illinois. The plan represents a blue print for the direction of growth envisioned for our community that encompasses the next twelve years. While some expansion of the population is likely to occur through residential growth, great care is extended in preserving our community's heritage and traditions.

The Plan carries forward the ideals of the City living within its financial means while delivering ever improving services and programs for the residents. It balances the needs for clean, attractive neighborhoods with vibrant commercial areas and active industrial manufacturing areas while respecting energy efficiencies and the environmental benefits of recycling.

At its core, the plan illustrates the quality of life in Du Quoin today while enhancing the pride of the community tomorrow. I invite all citizens to embrace the ideals represented in the plan, but more importantly embrace our great community.

Respectfully submitted,

John Rednour,
Mayor, City of Du Quoin

Rex Duncan, Commissioner

Cha Hill, Commissioner

Kathy West, Commissioner

Linda Fronek, Commissioner

Basic Overview of Changes in the Du Quoin Population 1960-2005

In the development of a city plan, the setting of goals, objectives, and policies are often initiated by changes observed in the community's population. The most striking feature of Du Quoin's population from 1960 through 2005 is its remarkable consistency. Covering a 45-year period that involved 5 census periods, the population of Du Quoin has changed by only 146 people (a net loss of 2.2 percent). During the same period, the total range of population from its highest (1990) to its lowest (2005) was only 285 people. The following table presents the overall population changes in Du Quoin from 1960 through 2005. The source is the U.S. Census of Population.

Table 1

Changes in the Du Quoin Population 1960-2005

<u>YEAR</u>	<u>POPULATION</u>	<u>% CHANGE</u>
1960	6,558	-
1970	6,691	2.0
1980	6,594	(1.5)
1990	6,697	1.6
2000	6,448	(3.7)
<u>2005*</u>	<u>6,412</u>	

Source: U.S. Census of Population

*U.S. Census estimate

Internal changes in the population provide insight into how a community has changed or is changing. The purpose of this analysis is to break down the Du Quoin population by age groups over time in search of meaningful trends and changes for which the community may need to react to and/or take advantage. Table 2 presents the Du Quoin population by age group from 1980 through 2000 (the most recent formal census). These groups are further used to detect changes in the following population segments including school age children, people in child-bearing years, income earning years (labor force) and people in the retirement years.

Table 2

<u>AGE GROUP</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
0-14	1319	1362	1254
15-24	990	868	919
25-34	854	885	744
35-44	616	883	859
45-54	627	637	781
55-64	824	627	553

65-74	708	739	551
75+	656	696	787
TOTAL	6,594	6,697	6,448

Source: U.S. Census of Population

Table 3

Changes in the Du Quoin Population by Segments
1980-2000

<u>Segment</u>	<u>1980 Number/% of Total</u>	<u>1990 Number/% of Total</u>	<u>2000 Number/% of Total</u>
School 5-19	1371/21%	1376/21%	1333/21%
Income Earning 20-64	3411/52%	3441/51%	3386/53%
Child Bearing 20-39	1668/25%	1763/26%	1615/25%
Retirement 55+	2188/33%	2062/31%	1891/29%

Source: U.S. Census of Population/Aggregated by Jeff Ashauer

As with the total population, the population segments within Du Quoin have remained relatively consistent over time. The percent of school age children has remained consistent as a percent of the total population from 1980-2000. Du Quoin lost 38 people in this age group during this period, which is statistically insignificant (Note that this statistic covers residents within the city limits, which may vary from the boundaries of the local school district.

Similar conclusions can be drawn for people in the income earning age group of 20-64. The labor force category only decreased by 25 people in the twenty-year period ending in 2000. This indicates a lack of local population movement toward other labor import areas despite the difficult conditions in the local economy.

There appears to be the beginning of a trend downward in the number of people in the younger family group (20-39) which declined 73 people from 1980-2000. Fewer people having children may eventually result in future declining numbers of children in the school age sector.

The greatest statistical change in Du Quoin's population in the 1980-2000 period was the loss of almost 300 people in the retirement years category defined as 55 years of age and

up. While many perceive the community as having a large older segment, the clear trend is that of leaving the community for other retirement locations.

The overall current trend in Du Quoin's population is a gradual decrease. The trend appears as a result of a loss in the retirement sector. Perhaps relocation to other retirement areas around the country, and to an extent, the inability of the young family sector to expand may be the reason for the decline.

A community does not have to have growth in its population to be healthy. It must, however, address problematic sectors in order to stabilize itself in order to avoid decline. Limited municipal resources often dictate the extent that such efforts can proceed and ultimately be successful. Efforts that encourage and bolster the attraction of young families might involve renewed commitments in education spending and housing prices structured to permit access and equity growth for younger buyers. Efforts to keep older citizens engaged in the community would involve investments in what other retirement oriented communities around the country have to offer, especially in the areas of health care, recreation, and transportation. Du Quoin would be best served by addressing both sectors.

DU QUOIN COMPREHENSIVE PLAN GOALS AND OBJECTIVES

Overall Goal: Develop a modern community that can effectively support the lifestyle expectations of its residents and businesses while efficiently accommodating responsible planned growth.

Objectives:

- 1) Residential-Create opportunities for population growth, with particular attention to population groups demonstrating population decline.
- 2) Recreation-Increase, improve, and promote both active and passive recreation opportunities in and near Du Quoin.
- 3) Industrial-Sustain, improve, and expand the industrial sector.
- 4) Commercial-optimize utilization of the community's commercial areas to better serve the population through sales, services, and employment.
- 5) Public Infrastructure-Provide adequate public infrastructure to service a community of 7,000 people through and by the year 2020.
- 6) Community Services and Programs
 - Maintain the highest levels of public safety programs.
 - Maintain the highest levels of public health
 - Maintain high educational standards.
 - Develop specialized social programming focused on target population groups
 - Lead by example in the areas of energy efficiency and recycling.

LAND USE COMPONENT/DU QUOIN CITY PLAN

I. INTRODUCTION

The land use component of the Du Quoin Comprehensive Plan is a representation of how the community expects to be configured into the future. It serves as a “blue print” for making all of the varied activities that occur within the community to work in harmony together while pointing the most economical way for the City to accommodate and support growth. The Du Quoin land use plan employs a twelve-year projection through the year 2020 and is designed to sustain a population of 7,000 people. This is an approximate 10 percent increase over the current population and is a reasonable planning threshold even in the event the population does not actually reach the projection.

II. RESIDENTIAL DEVELOPMENT

Between the years of 2002 through 2007, Du Quoin experienced the growth of 19 residential structures. Thirteen structures were either traditional site built homes or manufactured homes that met standard national building codes. The remaining six homes were mobile homes that met the U.S. Department of Housing and Urban Development safety code for mobile homes. Based on the assumption that most mobile home placements occur on established lots as “fill-ins” and most site built homes occupy about one-half acre, approximately 6.5 acres of land were developed in Du Quoin between 2002 and 2007. This equates to about 1 acre per year. Based on this trend, Du Quoin will practically need to plan for 12 acres for residential development during the 12-year planning period. This level of demand can easily be met within the current municipal corporate limits and no significant amount of annexation would therefore be necessary.

While the practical trend would indicate limited need to expand the community into new residential areas, this trend would only serve to support the current population level of about 6,400. The plan foresees the need to support an expanding population to about 7,000 residents. The purpose of projecting the population growth is to identify the areas most suitable to accommodate the physical growth should the demand arise and to provide the City with an idea of what public costs would be involved. New residential development to support an additional 600 people would involve the need for up to 350 acres given large lots (1 acre) and low densities (2 people per acre).

There are at least two residential subdivisions in Du Quoin in different stages of maturity: Hidden Lakes and Solitude. Analysis of prospective future residential development areas beyond these established subdivisions reveals these prospective areas:

- East along Jackson Street (referred to as Jackson Street)
- West along Illinois Route 152 and east of Butternut Lane (referred to as Butternut Lane)
- Open agricultural areas southwest of the core of the community and west of the Canadian National Railroad main line (referred to as Southwest).

Each of these areas individually contains sufficient land areas to support the projected population and residential growth. Given these circumstances, a comparison of the overall features of each prospective growth area can be generated with an assigned priority. The following matrix compares the features of each area for residential development. A 1-3 point system is used with 1 representing the lowest priority and 3 representing the highest priority.

<u>Category</u>	<u>Jackson</u>	<u>Butternut</u>	<u>Southwest</u>
1. Soil Productivity for Agriculture	2	3	3
2. Agricultural Convenience	3	2	2
3. School Access	3	1	1
4. Community Access	2	1	1
5. Emergency	2	1	1
6. Emerging Residential Nature	3	2	1
7. Soils Suitable for Basements	1	2	2
8. Overall Drainage Issues	<u>2</u>	<u>2</u>	<u>2</u>
Totals	18	14	13

Prospective residential development east along Jackson Street demonstrates several significant features that make it attractive for residential development including immediate school access, good community and emergency access, compatibility with other nearby emerging residential areas, and minimized impact on lost agricultural land. Prospective drainage issues common throughout the relatively flat Du Quoin area, which results in higher private costs to mitigate at the point of subdivision, however, could hinder this particular area. People buying lots for home construction would therefore expect to pay a somewhat higher cost for the land given the additional expense of properly grading for good drainage.

The Butternut Lane area offers a promising overall prospect for residential development into the future. The area is somewhat disconnected from the core of the community resulting in a lower accessibility rating. It additionally exhibits the highest agricultural productivity soil types of the three areas compared but the overall loss of the limited acres involved are not of major concern for agricultural experts and advisors.

The Southwest area additionally offers the community a solid prospective way to grow but is generally inhibited by lack of access caused by the railroad. Improved access across the railroad and street infrastructure would put the development quality of this area on par with the other two areas.

There are public costs associated with supporting every type of expanding new private development. The following table illustrates the generally expected public improvements and costs associated in developing each of the three prospective residential areas.

Estimated Public Costs Supporting Residential Development in 2008 Dollars

Category	Jackson	Butternut	Southwest
Water	\$150,000	\$150,000	-0-
Streets	\$100,000	\$100,000	\$400,000
Grade Crossing			\$150,000
Totals	\$250,000	\$250,000	\$550,000

The City can expect to make both water extensions and street upgrades to accommodate residential developments along either Jackson Street or along Butternut Lane. Public support to permit the opening of the Southwest area would include a new grade crossing on the Canadian National, perhaps at Jackson Street, and new collector street construction west from South Washington to Wells Street.

Based on all the factors analyzed, the Jackson Street area can be designated as the highest priority potential for the City followed by the Butternut Lane area and the Southwest area. Each area holds good development potential in supporting the community's residential need and all of the areas are therefore represented on the land use plan.

III. COMMERCIAL AND INDUSTRIAL LAND DEMAND

The commercial and industrial demand for land remains largely similar to the 1995 land use plan. The industrial park is sufficiently large to support current and future demand through the planning period. The current zoning ordinance specifies adequate amounts of commercial land to support the community through the year 2020. Du Quoin therefore already provides sufficient land areas for commercial and industrial development making enhanced use of the identified areas therefore becomes the challenge.

IV. PARK AND RECREATION LAND DEMAND

The national standard for parkland is 10 acres per 1,000 population. By the year 2020 Du Quoin will need approximately 70 acres of parkland representing various types of both active and passive recreation. This represents an increase of 60 acres over the current Keyes Park and West Park Complex facilities. The conversion of the former Wheatley School site into a municipal park affords Du Quoin with a solid prospect for a neighborhood park on the east side of the community, however substantial amounts of park land are still needed to meet the established standards. The Du Quoin State Fairgrounds, with its 1300 acres of open space provides some offset to the lack of sufficient park space. However, a large community level park in excess of 50 acres would ideally serve Du Quoin. Such a park should emerge with the predominant residential growth direction. The east Jackson Street area is a logical choice for the addition of needed park space.

IMPLEMENTATION OF THE 2020 PLAN

The comprehensive Plan for the City of Du Quoin guides City actions toward the year 2020 within the overall goal of developing a modern community that supports the lifestyle expectations of its residents and businesses while efficiently accommodating responsible planned growth. The land use component of the City's Comprehensive Plan provides the overall "blueprint" for the future Du Quoin. This section provides the strategies that the City will employ in order to achieve the desired result. In essence, the strategies are a series of interrelated "recipes" that work together to generate the overall resulting community.

Residential Strategies

Objective-Create opportunities for population growth, with particular attention to population groups demonstrating population decline.

Strategy- Promote subdivisions in planned residential areas and invest in supporting public infrastructure projects that permit a progression of such subdivisions.

- Actions:
- 1) Prepare a capital improvement plan as a companion to the Comprehensive Plan for Du Quoin that includes projects that enhance the quality of new residential subdivisions (sample-improve East Jackson Street, etc.)
 - 2) Capitalize an infrastructure improvement fund and utilize the fund as an incentive for residential projects aimed at specific target populations similar to families in childbearing years and senior-aged citizens.
 - 3) Actively promote subdivisions that support target populations through media advertising and/or cooperation with developers.
 - 4) Adopt a subdivision ordinance and model building code.

Strategy- Aggressively annex emerging residential and other areas adjacent to or near existing City boundaries.

- Actions:
- 1) Generate an annexation model that identifies the real costs of an annexation to the City and accept annexations that afford the City at least a break even financial position.
 - 2) Utilize extra territorial powers within 1.5 miles of the City that prohibits residential subdivisions that do not meet the standards of any future subdivision ordinances of the City of Du Quoin.

Strategy- Promote redevelopment and the renovation of the existing residential areas and present housing stock.

- Actions:
- 1) Adopt a model building code.
 - 2) Review zoning ordinance as it applies to all existing and future residential areas.
 - 3) Conduct an existing housing inventory and analysis that indicates the overall quality of the housing stock and common measures needed to improve existing housing quality. Develop assistance programs designed to promote housing quality. Pay attention to target population groups possessing the characteristics of seniors and people in the childbearing years but not to the disregard of all population groups.
 - 4) Promote new residential in-fill growth consistent with zoning as a cost-effective means towards population growth.
 - 5) Consider development of a home renovation design program that provides professional assistance on a cost-sharing basis between the City and local building centers.
 - 6) Analyze the creation of a local first time home ownership program.
 - 7) Adopt a housing code that establishes health, safety, light, and ventilation standards for rental units.

Recreational Strategies

Objective- Increase, improve, and promote both active and passive recreational opportunities in and near Du Quoin.

Strategy- Provide and maintain a total of seventy (70) acres of parkland within Du Quoin to support a population of 7,000 people.

- Actions:
- 1) Continue the maintenance and development of Keyes City park as a mixed recreational use traditional park
 - 2) Continue the development of the West Park Complex as an active recreational area.
 - 3) Plan the development of the former Wheatley School property as a neighborhood park on the east side of Du Quoin.
 - 4) Identify, acquire, and develop a new park of approximately 50 acres in conjunction with an emerging new residential growth area. Such a park should be acquired and developed through cooperation with state grant programs and through contributions from residential developers as specified in a subdivision ordinance. The park should meet current design and facility standards and incorporate favored features like walking tracks, play fields, and presents opportunities for passive or reflective experiences.

Strategy- Continue participation in the Tree USA Program

- Actions: 1) Maintain and expand the Urban Forestry Management Plan as a component of the Comprehensive Plan for Du Quoin on an annual basis
- 2) Plant appropriate trees each year to compliment the City Park enhancements and in strategic locations throughout the community in order to meet the on-going Arbor Day Commitment.

Business Strategies

Objective- Sustain, improve, and expand the industrial sector.

Strategy- Maintain existing industry.

- Actions: 1) Develop an active retention program that involves understanding the problems and competitive forces influencing the locational factors faced by each local manufacturer.
- 2) Work to specifically reduce local, regional, and state level burdens associated with a Du Quoin location.
- 3) Work to improve transportation linkages and intermodal opportunities.
- 4) Participate in the delivery of job training and re-training programs and keep local manufacturers up to date on available programs.
- 5) Assist manufacturers at every opportunity with capital reinvesting in Du Quoin facilities such as production equipment financing.

Strategy- Recruit and expand new manufacturing in the Du Quoin Industrial Park

- Actions: 1) Provide an annual budget for direct advertising and promotion of the 90 acre Industrial Park
- 2) Continue previous efforts to develop internal road, water, sewer, and related infrastructure improvements within the Industrial Park as demand for land occurs. These improvements specifically include an elevated water storage tank, a new sewer lift station and force main directly to the sewage treatment plant, and a loop street within the Industrial Park.
- 3) Require site planning and facility development to coordinate with existing development in order to avoid conflicts and to protect large private investments.
- 4) Continue the policy of reserving land for future expansions at the point of initial industrial development.

Objective- Optimize utilization of community's commercial areas to better serve the population through sales, services, and employment.

Strategy- Improve and expand the commercial sector's ability to sustain retail businesses, services related to businesses, and attractions to Du Quoin.

Actions: 1) Generate companion businesses and attractions to the events at the Du Quoin State Fairgrounds and Southern Illinois Center as a means of redeveloping and revitalizing the downtown area. Combine the joint forces and talents of the Main Street Program, Historic Preservation Commission, and the Tourism Commission working in conjunction with the Du Quoin Tax Increment Financing District (see Du Quoin Tax Increment Financing Redevelopment Plan). Collectively these organizations and the TIF District have the ability to retrofit existing downtown structures for occupancy by businesses that compliment the activities of these established economic venues.

2) Conduct an economic feasibility study and seek private developers to construct a water park or other similar attraction to augment the events at the Du Quoin State Fairgrounds and Southern Illinois Center.

3) Continue the commercialization of South Washington Street from Poplar Street south to the Southtowne Shopping Center as convenience commercial. Support actions to generate full occupancy at the Southtowne Shopping Center.

4) Continue the commercialization of Route 51, south of the Southtowne Shopping Center to the intersection of Illinois Route 14 as a combined highway service and convenience commercial strip.

Public Infrastructure Strategies

Objective- Provide adequate public infrastructure to service a community of 7,000 people through and by the year 2020.

Strategy- Provide traditional and emerging public transportation facilities and opportunities.

Actions: 1) Plan and maintain a local and collector street system whereby local streets lead to collector streets and collector streets lead to the major arterials. Design collector streets to adequately manage increased volumes of traffic over local streets and receive asphalt, curb, gutter, and sidewalk

- priorities. Design and deliver a sidewalk construction or replacement plan based on a locally developed priority system.
- 2) Retire existing below ground water holding facility at the Old Du Quoin Treatment Plant.
 - 3) Repair/replace existing water distribution lines that either routinely break or are of such a size that they create system bottlenecks.
 - 4) Loop water mains as appropriate for improved volume, pressure, and public safety standards.

Strategy- Provide a modern dependable sewage collection system and sewage treatment plant.

- Actions:
- 1) Plan and implement upgrades to the Du Quoin Water Reclamation Plant throughout the planning period so as to meet any effluent standards of the State of Illinois in advance of any added requirements/restrictions.
 - 2) Effectively eliminate infiltration and inflow into the Du Quoin sewage collection system with continued investments in cured-in-place sleeving. Seek state grants to financially assist in low-income neighborhood target areas.
 - 3) Investigate methods to assist the Du Quoin State Fairgrounds to rehabilitate existing sanitary sewers.
 - 4) Renovate, repair, and/or replace problem lift stations and failing manholes.

Strategy- Maintain and improve surface drainage systems

- Actions:
- 1) Analyze and take action to improve the ability to manage adequate/proper surface drainage given a substantial rainfall.
 - 2) Install/repair drain tiles and box culverts on a planned basis.

Strategy- Provide and/or maintain public infrastructure to meet the needs and/or requirements of community growth.

- Actions:
- 1) Prepare a capital improvements plan (as referenced in the residential actions section) to include all public infrastructure described in this section. Include emerging forms of state of the art communications as a category in the plan. Utilize municipal assets to better position the community in the area of telecommunications including the prospect of extending fiber cable to the home.

Community Services and Programs Strategies

Objective- Maintain the highest levels of public safety programs.

Strategy- Provide the highest levels of police, fire, and emergency disaster preparedness and response services.

- Actions:
- 1) Seek out opportunities for professional development and the acquisition of state of the art communication equipment vehicles.
 - 2) Remain active with the National Flood Insurance Program.
 - 3) Remain active in regional mutual aid programs, particularly with regard to bolstering public safety capabilities within the limits of Du Quoin.
 - 4) Continue active enforcement of property and vehicle maintenance and clean-up ordinances.

Objective- Maintain the highest levels of Public Health

Strategy- Communicate and provide the necessary support to any/all public health care facilities.

- Actions:
- 1) Assist healthcare providers in furnishing enhanced and continually specialized services at Marshall Browning Hospital, local clinics, the dialysis center, the local nursing homes, and prospective assisted living centers.
 - 2) Assist in the recruitment of medical doctors and related healthcare professionals.

Objective- Maintain high educational standards.

Strategy- Communicate with local educational officials and provide the necessary support to any/all educational facilities.

- Actions:
- 1) Assist the school district with the construction of a new high school facility and related structure renovations.
 - 2) Support efforts to maintain and upgrade the elementary and middle school complex throughout the planning period.
 - 3) Support expanded programming at the Du Quoin Public Library.

Objective- Continue to provide, upgrade, and/or improve facilities that involve activities of the most common population groups.

Strategy- Develop specialized social programming focused on target population

groups.

- Actions: 1) Support established social programs for seniors and for the preteen/early teen population groups such as the Gold Plate program and the Du Quoin Youth Club.
2) Identify emerging program opportunities and establish such programs at an early date so as to attract and maintain the desired population levels.

Objective- Continue to provide, maintain, and seek out Citywide programs and methods that are energy efficient and user friendly.

Strategy- The City of Du Quoin is to lead by example in the areas of energy efficiency and recycling.

- Actions: 1) Continue to seek methods to bring energy efficient programs to the community and to City functions through active programs and education of the public.
2) Expand community-wide recycling through program maintenance and education of the public.
3) Co-partner with industrial, commercial businesses to become more energy efficient.
4) Promote environmental awareness and actions by seeking and implementing alternate fuels programs and seeking renewable power sources.
5) Continue to support and develop other “Green Initiatives”.

SUMMARY OF SPECIFIC IMMEDIATE ACTIONS

(Subsequent to Plan Adoption)

- 1) Prepare and adopt a capital improvements plan.
- 2) Adopt the following codes and ordinances:
 - Subdivision ordinance
 - Housing Code
 - Model building code
- 3) Conduct a review of the zoning ordinance related to the land uses proposed in the Comprehensive Plan.
- 4) Adopt a cohesive annexation policy.
- 5) Coordinate the efforts of the Tourism Commission, the Main Street Program, and the Historic Preservation Commission within the business district in conjunction with the Tax Increment Finance District.
- 6) Conduct an economic feasibility study for a water park.
- 7) Conduct an economic feasibility study related to inner community public transportation and for student transportation to and from John A. Logan College and Southern Illinois University-Carbondale.
- 8) Remain actively engaged in the financial support of a new high school.
- 9) Continue active involvement of the sanitary sewer sleeving program.
- 10) Prepare an industrial retention strategy.