

City of Lebanon, Illinois - *Comprehensive Plan*

November 2015



VISION, GOALS & OBJECTIVES

Chapter 3: Vision, Goals & Objectives

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Vision, Goals and Objectives

Section 3.1 Goals & Objectives Overview

The Lebanon Comprehensive Plan Update includes several goals, objectives and recommended strategies the City should strive to implement in the future. The goals, objectives and implementation strategies form a work program that provides the focus and direction the City should follow to achieve the vision adopted as part of this plan. Some strategies are clear actions the City should take, while others are recommendations for additional planning work, expanded study or further public input.

The formulation of goals and objectives is a critical process in the preparation of a comprehensive plan. Goals are general statements that address the City's long-range plans and desired outcomes. They provide the framework upon which the objectives of the comprehensive plan are based. Objectives more specifically define how a goal will be achieved. The next level, policies or implementation strategies, provide physical actions or steps that help further explain and define the goals and objectives. The stability and future growth of Lebanon depends directly on its ability to provide the desired public services, facilities, opportunities and community amenities. These and other factors that influence the growth of Lebanon have been considered in the development of the following goals and objectives.

The goals and objectives developed for this plan respond to the critical issues raised during the Town Hall Meeting, interviews with stakeholders, information gathered from the Citizen Survey and the conditions observed and researched during the development of this plan. The goals and objectives will assist public officials in guiding their decisions relating to public services, capital improvements, land use development, and neighborhood preservation. Obtaining these goals will require the coordination and leadership of all levels and forms of government, both internal and external to the City, plus strong support from community groups and private enterprise. The goals and objectives have been broken down, in no particular order, into the following seven (7) planning elements:

1. Downtown Revitalization
2. Economic Development
3. Quality of Life
4. Transportation
5. Housing & Neighborhood Stability
6. Community Services
7. Future Land Use

In addition to the following goals, objectives and implementation strategies, Chapter 4 "Future Land Use Plan" also provides recommendations and land use policies that, when implemented, create a more livable community that retains and attracts residents and businesses.

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Section 3.2 Vision

The intent of this plan is to better prepare Lebanon for the future by providing the necessary guidelines to promote the community's health, safety and welfare. The vision, as determined after studying the values and critical issues shared by the community and its residents, is:

“To preserve Lebanon’s quaint, small-town atmosphere, family-friendly neighborhoods and promote the energy and vitality of its business districts, younger university population and annual festivities all of which owe their existence to the community’s dedicated support.”

More specifically, the following vision statements illustrate the community’s preferred future:

- ***As a group of residential neighborhoods*** - to maintain the character, safety and quality of each neighborhood while preserving Lebanon’s small town, family-friendly values.
- ***As a great place to raise a family*** - to provide access to a wide range of social, cultural, educational, religious and recreational activities and destinations so that everyone benefits from an active, connected and vibrant community life.
- ***As a community*** – to provide access to quality education, job opportunities, affordable public services, a range of quality housing options, access to parks and recreation, and a safe environment to raise a family and retire.
- ***As a responsible regional partner*** - to actively collaborate with influential local, state and regional entities (i.e., St. Clair County, SAFB, etc.) to promote the region, protect the area’s rich natural, social, cultural, and historic resources and implement the Comprehensive Plan goals.

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COMPREHENSIVE PLAN GOALS & OBJECTIVES

Section 3.3 Downtown Lebanon

Downtown Lebanon Goal:

Promote investment in the City's Historic Downtown District in order to attract new specialty shops and retain current businesses. The City must be committed to marketing itself as a cultural, entertainment, and retail destination.

Critical Issues: A leading concern according to all teams that participated in the Lebanon Town Planning Workshop was that downtown Lebanon is not being utilized to its fullest potential. While many participants have fond memories of the vitality Downtown Lebanon once possessed, today the downtown is not the social or entertainment destination it once was. There are too many vacant storefronts and the infrastructure (sidewalks, curbs, etc.) is aging. However, the public and private improvements that have taken place over the last few years, such as the installation of the pocket park, the successful seasonal events and prospects for new business are signs that the future of downtown Lebanon is bright.

Downtown Objectives & Implementation Strategies

The success of downtown Lebanon is the result of numerous small steps over time. This Plan recommends the City continue the incremental revitalization efforts in the downtown historic district and implement the following objectives and strategies to recruit and retain businesses and support beautification efforts to create vitality and attract people. The following objectives and implementation strategies are recommended for Downtown Lebanon:

- 1. Preserve Existing Buildings:** Encourage the restorative development and re-occupancy of vacant buildings. Discourage landowners from allowing properties to deteriorate, especially when located in highly visible areas. The City's historic buildings and homes give character to downtown Lebanon. Adaptive reuse is recommended as the preferred historic preservation strategy. Adaptive reuse is a term used when describing the process of transforming older buildings that have outlived their usefulness into buildings that are suitable for new uses-while retaining their unique, historic and architecturally significant characteristics. This plan recommends building for the coming era, not the last one; think "long life, loose fit" when making future development or financial decisions for the Downtown.
- 2. Improve Signage / Way-finding:** Improve signage and way-finding downtown. Develop a consistent signage theme and/or logo that builds upon Lebanon's rich heritage to help "brand" the downtown and inform people of the City's attractions and help guide them to these places. Develop sign regulations to minimize visual clutter and require professional signage.

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3. **Promote and Coordinate Streetscape Improvements:** Create a walkable, outdoor shopping district Downtown with integrated shops/retail offering unique, high quality merchandise, sit-down restaurants offering al-fresco dining, and a wide range of entertainment offering cultural attractions, art galleries and seasonal street festivals. The following improvements will help make downtown more attractive to potential businesses and increase the frequency and duration people spend downtown.
 - a) Unify/brand downtown through the installation of outdoor furniture, landscaping, planters, banners and improved lighting and sidewalks to improve the safety, comfort and aesthetics of downtown.
 - b) Extend the recommended streetscape improvements into the adjacent residential neighborhoods to increase pedestrian activity and improve safety and access.
 - c) Create clear, visible points of entry into the downtown district.
4. **Create and Promote Seasonal Events:** Continue to invest time and resources in the development, enhancement and promotion of community events, exhibits, seasonal decorations and festivities that capitalize on downtown Lebanon's heritage and social, professional, seasonal, recreational and entertainment opportunities. The intent of this recommendation is to bring people downtown and increase the duration and frequency of these visits.
5. **Strengthen and Expand Residential Use:** Downtown housing is recommended in the form of apartments above retailers and reinvesting in existing homes near downtown. Successfully establishing housing within and adjacent to downtown will make the area feel more vibrant and safe, which in turn will help attract people to shop, socialize and eat downtown. The rationale for expanding the city's housing stock downtown include:
 - a) Most of the upper floors in downtown are vacant or not being used to their fullest potential. Creating apartments, lofts or live/work units in these spaces address the two leading concerns regarding downtown Lebanon; high vacancy and lack of vitality. Downtown lofts could also provide a much needed affordable alternative to single family homes.
 - b) Residents of the downtown would be more willing to patronize businesses downtown and provide a built-in market that is attractive to businesses wishing to locate downtown.
6. **Teamwork:** Encourage the cooperation of all business and civic groups with an interest in the downtown to work together in a unified effort to enhance the downtown experience by implementing the goals and objectives of this Plan and increasing the confidence to invest.
7. **Seek Out Funding:** Identify and procure funding for infrastructure projects that improve the accessibility and increase the duration and frequency of visits to the Downtown. These projects include, but are not limited to, the implementation of solutions that improve vehicular and truck flow at the 4-way, the development of outdoor gathering spaces, public parking

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areas (for bikes, cars, RV's & buses), streetscape enhancements, and improved sidewalks and bike routes.

- a) Create a special improvement district (e.g. Business District (BD), Tax Increment Financing District (TIF) , etc.) to share the costs of public improvements such as the installation/improvement of sidewalks, street lighting, adequate parking provisions, and other site amenities such as landscaping and the creation of outdoor meeting places.
8. **Enforce Guidelines for Downtown:** Update and enforce design guidelines that address signage and architectural design in the Historic Downtown District. The Intent of this recommendation is to protect the visual and physical characteristics of Downtown Lebanon. Update the City's zoning code to include restrictions that limit uses that create conditions that are uninviting to pedestrians to the downtown area and allow 2nd floor residential uses.
9. **Zoning Amendment:** Create a special planning district or overlay that facilitates the preservation and adaptive reuse of Downtown Lebanon.
- a) Update the city's zoning code to allow a mix of uses, such as lofts, boutique style specialty shops, restaurants, fitness studios/gyms, hotels/B&Bs and entertainment establishments (rather than relying on retail or restaurant users alone to add vitality to the downtown).
 - b) Develop design guidelines requiring redevelopment plans to promote the historic character of Downtown Lebanon through continued enhancements of façades, streetscape improvements and other site improvements.
 - c) Amend the Certificate of Appropriateness process and requirements (Ordinance 1271) to allow administrative approval (or Planning Commission approval in the absence of a professional planner/zoning administrator) of changes that have no negative impact or minimal impact on the visual or physical character of Downtown. Signage and other necessary changes customarily associated with the re-occupancy of a new business or minor expansion of an existing business that meet the requirements of the code should be approved without special meetings or public hearings. Combine the occupancy, building permit, certificate of approval process and business licensing requirements in one integrated process. The intent of this recommendation is to streamline the regulatory process by minimizing meetings and costs, which benefit both the city and the petitioner.

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Section 3.4 Business Stability & Economic Development

Critical Issues

Lebanon's residents want more variety in daily shopping needs and a better selection of restaurants of all kinds. Participants support businesses that offer better retail and commercial service selection and more things to do and see. There was a consensus among the participants of the public engagement program that Lebanon residents spend too much money and time driving to other towns to shop, dine and seek entertainment. The business stability and economic development critical issues include the following:

- Better retail selection needed. Lebanon needs more quality, unique retailers.
- Lebanon would benefit from more restaurants ranging from full-service restaurants offering a memorable dining experience to fast-food options.
- The following commercial services are needed; family practice, recruitment facilities and independent senior living services and facilities.

Business Stability & Economic Development Goal:

Generate economic opportunities and diversify the business climate of Lebanon by proactively recruiting a strategic mix of commercial uses, clean industries and other enterprises.

Objectives & Implementation Strategies

Business Stability Objectives & Implementation Strategies

An economic development challenge facing the City of Lebanon is reducing retail leakage, which occurs when local residents leave Lebanon to shop, dine and be entertained. The following objectives include strategies to reduce retail leakage and promote economic development, including economic gardening. This Plan recommends the City concentrate efforts and resources into existing businesses, assisting local entrepreneurs and minimizing retail leakage by implementing the following economic development objectives and implementation strategies:

1. **Built & Sustain Momentum:** This Plan recommends the City of Lebanon promote and restore Lebanon's economic health, community pride and quality of life by taking an active role in improving the local business climate, facilitate local business expansion and ongoing business recruitment. The City must evaluate and work towards eliminating obstacles (i.e. zoning/permitting requirements) and facilitate future reinvestment efforts that promote economically sustainable and locally supportable business and industry. The City cannot do this on its own. Ultimately, it will take a coordinated effort between the public and private sectors in order to achieve the desired community results.

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- a) Encourage existing businesses to provide services, merchandise and maintain hours that are responsive to the community's needs. Currently businesses close too early and are not open on weekends.
 - b) Promote and restore Lebanon's economic health, community pride, and quality of life via the installation of gateway entry signage, events, commercials, marketing campaigns and the development of a content-rich website. Promote the City's strengths as identified during the public engagement process; such as the City's Small Town Character, low cost of living, McKendree University, schools, churches, Historic Downtown and rich heritage.
 - c) Attract public and private investment to improve the appearance of the City's main commercial corridors (Highway 50 and Highway 4). Recommended improvements include building rehabilitation, recruitment of new businesses, expansion and improvement of existing businesses and streetscape improvements such as landscaping, signage improvements, enhanced lighting and the installation of memorable gateway features.
 - d) Encourage commercial development where commercial development or commercial zoning already exists and at strategic nodes or intersections along Highway 50 & 4 and within the City's current or anticipated growth areas as shown on the Future Land Use Map and within the City's Historic Downtown District.
- 2. Diversification:** Promote economic diversification. This recommendation is necessary to facilitate Lebanon's long term economic stability and reduce the City's economic dependence on a few industries and/or revenue sources.
- a) Establish an on-going, proactive business retention and expansion program to coordinate countywide economic development opportunities and partnerships.
 - b) Encourage the creation of an Economic Development Position to help identify potential sources of funding, write grants, promote civic activities, and coordinate with local and regional economic development agencies to help attract targeted businesses and commercial/medical service providers to Lebanon.
 - c) Consider imposing commercial property maintenance requirements addressing exterior painting, cleaning windows, emptying trash cans, and maintaining structures in a workmanlike manner for the purposes of promoting the health, safety and welfare of the community.
 - d) Celebrate and promote the next economic success, no matter how big or small, and make it serve as catalyst to encourage additional development and to encourage the confidence to invest. Don't wait for one enormous economic victory.
- 3. Target Niche Businesses:** Promote the recruitment and expansion of commercial uses that cater to the daily needs and lifestyles of the City's resident and student population and create viable retail development "niches". These niches/uses include, but are not limited to:
- a) Businesses that support existing, established institutions, industries, and businesses such as McKendree University, Construction/Road Construction, agriculture, etc.

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- b) As the population ages, the percentage of income spent on housing related costs and medical expenses will increase. The housing, medical (eye doctor, dentists, family practice etc.) and retail industries that provide the aforementioned services will benefit from this increased demand. The City should encourage the development of these markets and service delivery sectors.
 - c) Build from the very active shooting club in town and shooting range in Horner Park.
 - d) Businesses desired and supported by the community, include, but are not limited to:
 - ✓ internet café
 - ✓ coffee house
 - ✓ tea room
 - ✓ ice crème parlor
 - ✓ ethnic restaurants
 - ✓ deli
 - ✓ bigger grocery store
 - ✓ bakery
 - ✓ butcher shop
 - ✓ car dealerships,
 - ✓ restaurants, al fresco dining
 - ✓ larger retail (national chains, anchor stores),
 - ✓ dry cleaning
 - ✓ niche retail
 - ✓ B&B
 - ✓ hotel
 - ✓ urgent care
 - ✓ embroidery/sewing supplies
 - ✓ art studio/gallery
 - ✓ crafts and hobby store
 - ✓ outdoor outfitters
 - ✓ fitness/wellness providers
 - ✓ sit-down restaurants
 - ✓ uses that attract tourists
 - e) Additional uses desired include quality clothing suppliers for college and high school students that offer a wide range of t-shirts, sportswear and customized logos and establishments that provide a place for people to gather, shop, work and linger (i.e. cafes, coffee shops, bakeries, etc.). These are known as “3rd Places”. The rational being home is the “1st Place”, work is the “2nd Place” and a 3rd place is somewhere to go to just hang out, socialized and linger (and inevitably spend money). Third Places are important for social, professional and educational engagement and necessary in creating a sense of place.
- 4. Develop Strategic Partnerships to Promote Lebanon:** Support and encourage the development of community and regional organizations that promote civic activities and professional relationship building. This Plan recommends the City work with McKendree University, the Chamber, St. Clair County and private entities to create strategic economic development partnerships to promote regionalism, obtain grants and build the confidence to invest in the community.

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- a) **Get a Little Help From Your Friends.** This Plan recommends the City, Chamber and local businesses work together in developing a brochure, website and encouraging key stakeholders within the City to attend conventions to promote the locational strengths of Lebanon and the greater St. Clair County area. Include business leaders together with the aforementioned groups to arrive at solutions and strategies to address common problems. This is particularly important to identify an advocate or group of advocates that are perpetually promoting Lebanon and seeking out opportunities.
 - b) Advertise vacant building and underutilized sites on the City's website and with commercial realtors knowledgeable of the area.
 - c) The City should take the lead on economic development responsibilities and hire an economic development expert to serve as ambassador for the City and coordinate the funding (grant applications, etc.) and implementation of the recommendations contained herein.
 - d) Promote the City's low taxes, educated workforce, available commercial & industrial land, central location and strategic interstate access to help attract new industry and encourage the expansion of existing industry.
 - e) Use the internet and social media as a tool to inform residents, create a sense of community, attract visitors and facilitate economic development efforts and information.
- 5. Support cultural heritage tourism.** Cultural heritage tourism provides opportunities for local communities to prosper economically while holding on to the characteristics that make them special. Consider the following cultural heritage tourism recommendations:
- a) **Develop and promote special events to attract visitors to the area.** Work with the local tourism related entities to develop a calendar of events year round. Build upon the many successful seasonal events that are already part of the Lebanon's community and culture.
 - b) **Promote Lebanon as a weekend getaway,** with the intent of increasing the frequency and duration of visits to the city, specifically to the Downtown area.
 - c) Invest in marketing efforts to promote the Mermaid, Emerald Mounds and City Museum.
 - d) **Rebrand the City.** Create a motto relating to history, art and education. Consider; "Lebanon: City of Arts and Entertainment" or; "Lebanon. Come for the Arts, stay for the Independent Living".
 - e) **Promote the establishment of a shooting club or league.**
 - f) Ensure adequate parking for buses to encourage bus tours stop in Lebanon.
- 6. Incentivize Development:** Seek out and identify appropriate development incentives and create an incentive "Tool Box" to attract new business and industry to Lebanon and establish criteria for when incentives should be used. The use of financial incentives will enable Lebanon to continue to grow and broaden its economic base. This Plan recommends the City consider the following incentives to be included in the "Tool Box":

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- a) Waiving or discounting permit fees.
 - b) Assisting with infrastructure costs.
 - c) Establishing non-profit development corporations to help companies with the cost of land and/or property tax abatement.
 - d) Utilize Neighborhood Improvement Districts (NIDs), Community Improvement Districts (CIDs), Transportation Improvement Districts (TIDs) and/or Tax Increment Financing (TIF) to help pay for public improvements and infrastructure. See Section 3.10 for definitions.
 - e) Assist employers with relocation costs or the cost to expand an existing business. The amount offered should be based on the amount of new private investment and/or the number of new jobs created in Lebanon. Assistance is also recommended in the permit, fee and approval process via expedited review/approvals and/or reducing fees for projects that meet the necessary requirements.
 - f) Promote and raise awareness of State's Enhanced Enterprises Zone Tax Benefit Program and how it can benefit businesses interested in relocating to the area or existing businesses interested in expansion.
7. **Promote a “Buy Lebanon First” Campaign:** Seepage/Leakage is a serious problem for the local economy. Local businesses cannot survive if residents do not support them. This Plan recommends creating a “Buy Lebanon First” program that offers incentives for supporting local businesses.
8. **Strengthen Lebanon’s Work Force.** Build a sustainable prosperity for everyone by improving and maintaining the supply, diversity and employability of Lebanon’s work force. It is important that the City’s workforce is prepared for the new economy and that the City’s economic climate fosters industrial growth and nurtures small business and entrepreneurs.
- a) **Promote local employment.** Increase local jobs for Lebanon’s workforce to maximize the number of Lebanon residents who work in Lebanon. Providing jobs within the City helps reduce spending outside the city and increases revenue within the City.
 - b) **Prepare the City’s Workforce for the new economy.** We are now living and working in a new economic landscape where business is more competitive and information-driven. The current economy is volatile and the competition for resources is fierce, but there are also many opportunities in new and expanding ventures. Those who adapt to the new landscape will gain exceptional new opportunities to thrive in the recovery and expansion of the new economy. Businesses that maintain their former modes of operation and thinking will be left behind. This Plan recommends working with McKendree University, education



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providers and workforce trainers to establish classrooms and training that meets the needs of existing and anticipated businesses.

- c) **Prepare Students for the Workplace.** Work with local school districts and economic development agencies to develop programs providing school-to-career readiness to better prepare Lebanon's students for future employment.
- d) **Develop a Training/Workforce Incubator.** Work with St. Clair County, McKendree, SAFB and the local MPO to assist in creating an incubator facility to assist graduating students, entrepreneurs, small businesses and workforce training.

9. **Recruit Industrial Industries:** Develop programs to attract clean industrial land-uses into the city's existing industrial areas and future industrial growth areas as shown on the Future Land Use Map. Targeted uses should include technology based enterprises, green industries, warehousing, light assembly, manufacturing and transportation distribution.

Section 3.5 Quality of Life

Quality of Life Critical Issues

There is a consensus among participants of the public engagement process that maintaining and preserving the local school system and residential neighborhoods would have the most positive impact on the quality of life in Lebanon. The following quality of life issues were also identified during the public engagement process:

- Step-up code enforcement efforts to improve curb-appeal and address derelict properties.
- Provide ongoing maintenance and improvements to the City's public utilities, but keep them affordable.
- Make Lebanon known as a healthy community by improving and expanding recreation programs and developing a walking/hiking/biking trail and promote healthy lifestyles.
- Continued organized promotion is needed. Participants recommend improving upon the City's website, creating a brochure listing places to go, stay, shop, hunt, fish, etc.
- More entertainment (indoor and outdoor) is needed. Residents want more things to do and see and recommend building upon the area's excellent park system and recreation opportunities.
- Lebanon needs more places for the youth to gather. A movie theater, teen town, community building, basketball, skateboard park, pool, bowling, soccer club and related uses and activities would be nice.

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Quality of Life Goal

Promote responsible enforcement of all City Codes that promote community beautification, character enhancement and quality of life by preserving Lebanon's small-town character, rich heritage, family-friendly neighborhoods and historic downtown.

Quality of Life Objectives and Implementation Strategies

1. **Create More Entertainment & Recreation Opportunities:** Expand upon the City's existing entertainment/recreation venues and events, increase community participation with McKendree facilities/activities and encourage the development of new activities. Recruit new entertainment venues that build upon or create new recreational, cultural and historical destinations and activities in town that promote active lifestyles. These activities are needed to help bring people together and promote the businesses and people of Lebanon and the area's rich heritage.
2. **Beautify Key Entryways:** Develop plans for major entrances into the city to create an aesthetically pleasing gateway corridor leading into the community. Gateways serve as a focal point, and can consist of monument structures/signage, distinctive building designs or unique landscaping and lighting schemes.
3. **Improve Code Enforcement:** Improve code enforcement efforts, as needed, to minimize property deterioration and to protect property values.
4. **Improve Walkability:** Require all future development to provide sidewalks and/or easements for the installation of future bicycle/pedestrian trails.
5. **Keep the Cost of Living Affordable:** Continue to maintain the city's low cost of living through the provision of quality, competitively priced public services and reasonable tax rates. Police, Fire, Water, Sewer, Parks and other City Services are currently very good, the intent of this plan is to maintain the current level of service and expand only as needed to accommodate growth.
 - a) Continue to designate funds in the City's Capital Improvement Program (CIP) to finance infrastructure needs such as sidewalks, lighting, street improvements, water lines and sewer lines.
6. **Branding:** Promote and restore Lebanon's economic health, community pride, and quality of life by "branding" the City. This Plan recommends focusing branding efforts on the City's website, gateway entry signage, events, and marketing campaigns. Build from the lifestyles, strengths, school spirit and heritage of the community. Revisit past branding efforts, nicknames, school mascots, local history and unique places, people and events.

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7. **Education:** Continue to partner with the school district and to improve the utilization of existing facilities, create more programs for adult learning, and expand upon options available to graduates. This can be accomplished by establishing a mentoring program to encourage young professionals to return home to Lebanon after they go off to college in addition to the attraction of young professionals throughout the region.
8. **Library:** Continue to partner with the library to make better use of existing facilities and develop new, improved programs for children and adult learning opportunities.
9. **Preserve wetlands, woodlands, tributaries and other natural features of the Silver Creek area.** These areas provide irreplaceable natural beauty, recreational opportunities and important wildlife habitat. Divert water back to the swamp and create a bike path / conservation area and interpretive learning experiences.
10. **Improve Park Situation:** The City does not have a parks department or own any parks. The City has no control over parks and recreation. There is a concern that Horner Park organization exists merely to maintain property. A park board should exist to serve the community- not just park property.
 - a) Study the feasibility, benefits and level of local support for dissolving the Horner Park Board and creating a City Park Department and/or merging the two.
 - b) Provide better access to Horner Park from the surrounding neighborhoods.
 - c) Expand hours at Horner Park and consider allowing limited evening access for a fee as determined by the Board.
 - d) A Rec Center with a Sportsplex and splash parks is recommended.
11. **Built upon Lebanon's Heritage:** Maintain and build upon Lebanon's heritage, historical ties to education and arts and successes of McKendree University. Provide access to a wider range of social, cultural, recreational and entertainment events and facilities that enrich community life and promote active lifestyles.
12. **Make Lebanon a "Healthy Community".** Promote and encourage active lifestyles by providing the necessary services and facilities, specifically walking/biking paths, which are needed to enrich the lives of Lebanon residents and attract new residents that value active, healthy lifestyles and small town living. The World Health Organization (WHO) defines a healthy community as; "one that is continually creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential." Healthy communities strive to provide the following quality of life objectives:
 - a) A clean, safe, high-quality physical environment (including housing quality)
 - b) An ecosystem that is currently stable and sustainable for the long term
 - c) A strong, mutually supportive and non-exploitative community

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- d) A high degree of public participation in and control over the decisions affecting one's life, health, and well-being
- e) The meeting of basic needs (food, water, shelter, income, safety, work) for all the city's people
- f) Access to a wide variety of experiences and resources with the possibility of multiple contacts, interaction, and communication
- g) A diverse, vital, and innovative city economy
- h) Encouragement of connectedness with the past, with the cultural and biological heritage, and with other groups and individuals
- i) A city form that is compatible with and enhances the above parameters and behaviors.
- j) An optimum level of appropriate public health and sick care services accessible to all
- k) High health status (both high positive health status and low disease status)

Section 3.6 Transportation

Transportation Critical Issues

Connecting residential neighborhoods to schools, downtown, recreation areas and employment destinations is important according to Lebanon residents. In addition, the participants of the public engagement process recommended the following improvements to enhance Lebanon's transportation system.

- Install sidewalks throughout the City along all roads.
- Improve existing sidewalks that are in poor shape or dangerous.
- Curb and gutters need to be better maintained and installed properly for all new roads.
- Roads throughout town need to be better maintained, resurfaced periodically and/or replaced.

Transportation Goal

Provide and maintain a transportation system that offers safe and effective vehicular, pedestrian and bicycle circulation.

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Transportation Objectives and Implementation Strategies

1. **Complete the installation of sidewalks City-wide.** Continue to seek funding, right-of-way, and installation assistance to facilitate the construction of new sidewalks and the rehabilitation of old sidewalks. Make it a priority to provide sidewalks and paths to connect the school campus and Lebanon's neighborhoods and parks. See the Future Land Use Map for recommended trail/sidewalk locations.
2. **Improve Walkability.** Enhance the connectivity of the City's transportation system, Improve traffic circulation, and reduce the dependence of vehicular travel by reducing VMT (vehicle miles traveled). Walkable Neighborhood recommendations:
 - a) Improve pedestrian access throughout town.
 - b) Install bicycle lanes and provisions for bikes and pedestrians (bike racks, benches, etc.)
 - c) Improve existing and/or install new sidewalks/paths West to Main Campus
 - d) Improve existing and/or install new sidewalks/paths to get in and out of town safely when biking or walking.
 - e) Enforce safe driving – too many speeding cars in neighborhoods
 - f) Retrofit the city's existing streets and sidewalks to make them more walkable, safe and attractive.
 - g) Create more bike trails throughout town. A bike route along West McAllister Street (east-west), North Madison Street (north-south) w/ cross walk at new library/fire station site. Create a new N/S bikeway. Consider a route near Huddle House onto Mascoutah. Coordinate efforts with The Ridge Prairie Trailhead Initiative (RPTI).
 - h) Procure funding to install safer walkways and crosswalks connecting to the city's neighborhoods, parks, schools, churches and downtown
3. **Promote the immediate installation of the Route 50 Bypass.**
4. **Improve "The Square" or "4-Way":** This area needs to be closely monitored to ensure it provides the necessary level of services (LOS) to carry the existing and projected traffic volume safely and efficiently. This intersection has the highest traffic volume of any location within the City's transportation system. Determine the most appropriate method of improving the four-way downtown (St. Louis Street and Highway 50). Consideration should be given to the installation of a roundabout and a traffic signal.
5. **Ongoing Maintenance:** Continue to repair potholes, dips and provide ongoing resurfacing and road replacement as needed. Prepare a plan to improve the drive surface via resurfacing, micro-overlay, etc. for all roads by prioritizing the worst streets within each Ward and improving the worst roads in each ward annually.
6. **Improve Parking:** Identify locations for a public parking lot in the downtown area without compromising the historic character of the downtown. Locate the parking lot or lots behind

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structures to hide them from views from St. Louis Street. Future parking should accommodate bus and RV parking.

7. **Create and Beautify Gateways:** Major entrances into the city and the downtown are ideal locations for the development of primary focal points. These are highly visible locations that offer sufficient areas for beautification opportunities. The following implementation strategies will provide an immediate impact on the visibility and economic vitality of the city.
 - a) Promote and facilitate the creation of gateway features such as professional landscaping, thematic plantings, monument signage and other aesthetic features at the City's primary, secondary and transitional gateways.
 - b) Utilize public/private partnerships to implement gateway features whereby private industries may incorporate corporate logos, etc. within the gateway improvements in exchange for sharing in the costs of implementation and maintenance.
 - c) The use of direct and indirect lighting and other signage/branding elements should be incorporated in these locations to reinforce the strengths and unique qualities of Lebanon.
8. **Future Planning:** This plan recommends the City take a holistic approach to future transportation planning by considering land use, transportation, economic development, environmental quality and community aesthetics in all transportation decisions. The objective of these recommendations is to ensure planned improvements meet today's needs without compromising the ability to address the needs of future generations. This includes designating additional collector streets as designated in paragraph g) below.
 - a) Sidewalks should be required on both sides of all residential streets unless alternative pedestrian routes are available.
 - b) Ensure that congestion on the City's roadways does not reach levels which compromise the economic competitiveness for Lebanon businesses or the quality of life for Lebanon residents.
 - c) Pursue easements to expand public utilities that parallel all existing and planning transportation routes and within the recommended industrial, commercial and residential growth areas shown outside the City's current limits on the Future Land Use Map.
 - d) Improve and expand on multi-modal transportation options such as commuter bus service, pedestrian ways and bicycle trails.
 - e) Create a truck bypass of Route 4 and Route 50 to reduce congestion and create a more pedestrian/bike friendly environment along 4 & 50.
 - f) Create additional access to Routes 50 & 4, where feasible, to allow for improved automobile and truck routing onto appropriate arterial roadways.
 - g) Designate the following additional collector streets to include the following:
 - Fritz Street for its entirety

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- Add to the north end of Hermann Street
- Connect East Wesley Street to Highway 4.
- Continue McAllister Street to Perrin Road
- Include a loop of Perrin Road to 3rd Street and west to Fritz Street

The above planned improvements would facilitate the many businesses along Fritz Street which has a high level of traffic. In addition, the pending purchase of property off of Perrin Road will accommodate all city maintenance, sewer, and water offices, which will greatly increase traffic on this loop.

Section 3.7 Housing & Neighborhood Stabilization

Housing & Neighborhood Stability Critical Issues

Lebanon residents would like to see more new single family housing options and less apartments and rental properties. The latter land uses are bringing neighborhoods down and depreciating property values according to survey respondents and public engagement participants. Code enforcement and the elimination or revitalization of dilapidated structures are the community's highest priorities. Additional housing and neighborhood stability recommendations included:

- As many baby-boomers have reached retirement age or will be retired in the next 10 years, the City must be poised and ready to respond to senior housing concerns,
- There are too many rental units and absentee landlords.
- Expand city limits in areas where new single family residential neighborhoods would flourish. (Residential growth is needed to support future business, quality schools and city revenues.)
- Enforce ordinance to ensure proper maintenance of property and buildings.
- There is currently a shortage of newly built or renovated medium priced single-family homes, suitable for first time home buyers, within the City.

Housing & Neighborhood Stability Goal

Preserve the character and stability of the existing neighborhoods, promote reinvestment in the city's older residential areas and promote the development of new, high quality residential development that offers a balanced range of housing options within the City's residential growth areas.

Housing & Neighborhood Stability Objectives & Implementation Strategies

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1. **Preserve Neighborhood Character:** Prevent blight and preserve the character and stability of existing neighborhoods through appropriate zoning, code enforcement, redevelopment, and rehabilitation.
 - a) Research available home improvement and low-income housing grants and provide applications for the applicable grants (Federal and State) at City Hall. Sponsor programs to raise awareness and promote the utilization of grants to help improve and maintain the city's housing stock, specifically those of elderly and low-income homeowners.
 - b) Support and encourage the development of neighborhood organizations that promote civic activities and empower homeowners to maintain their properties and patrol the neighborhoods. (I.E National Night Out, Neighborhood Watch, etc.)
 - c) Develop and initiate a plan to clean up, fix up and paint up dilapidated homes. Create a strategy to implement the program through the City's code enforcement efforts.
 - d) Continue code enforcement efforts, as needed, to prevent property deterioration and to protect property values.
 - e) Establish a "Hot Docket Program" to speed up the code enforcement process and bring repeat offenders and the most problematic properties into compliance.
 - f) Promote the removal of trailers, mobile homes (not located within an approved mobile home park) and dilapidated homes with quality, market-driven, infill housing that blends with existing neighborhoods and housing.
 - g) Develop planning and development regulations that protect residential neighborhoods from the encroachment of incompatible activities or land uses that may have a negative impact on the residential living environment.
 - h) Promote financing programs for home repairs and maintenance (target low income, disabled, and elderly) to help sustain the City's current supply of affordable housing.
 - i) Address property maintenance issues through an immediate increase in code enforcement efforts. Specifically target repeat offenders and area where multiple homes along the same block are in violation.
2. **Expand & Diversity the Housing Stock:** Encourage a balanced range of high quality housing options that meet a variety of socio-economic needs and ensure a variety of residential land uses, including assisted living facilities, student living accommodations and planned residential subdivisions.
 - a) Promote efforts that make the city more attractive to young families by improving housing options and other services that are attractive to families with children.
 - b) Promote new residential development that fulfills unmet market demands for entry-level homes, duplexes and estates.

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- c) Develop incentives to help meet the demand for affordable housing, such as “rent-to-own” programs for first time homebuyers, low-interest loans for seniors, etc.
 - d) Lebanon has enough rentals and high density apartments. This plan recommends limiting new apartment complexes. According to the community, there is already an abundant supply of apartments. Apartments do not reflect the desired housing type.
 - e) Garden-style apartments developed following a campus concept with public and private outdoor areas, including patios, balconies, outdoor gathering areas, recreation trails and similar amenities are recommended on a case by case basis would be supportable when located within the University Overlay area.
 - f) The City should require new development to provide parks and open space designed as an integral part of the new development. Linear parks and trails should be incorporated into the design of new development to ensure they tie into existing or proposed trail/greenway plans.
- 3. Require Quality Neighborhoods:** Require new residential subdivisions to incorporate lighting, sidewalks, outdoor gathering places and trails into their design in order to provide common space for personal interaction and enhance outdoor living and safety. Encourage retrofits to older subdivisions that include the same quality of life/safety measures.
- 4. Update Zoning Code:** Develop, adopt and implement planning and zoning regulations that support efforts to preserve, maintain and expand the city’s housing stock.
- a) Direct high-density residential development to areas that are already developed or zoned for high-density residential or areas designated as high-density on the Future Land Use Map.
 - b) Develop setback and buffering standards that separate residential neighborhoods from the attributes of dissimilar activities or land uses that may have a negative impact on the quality of life in the residential living environment.
 - c) Develop and adopt zoning and design guidelines to direct in-fill development in a manner that ensures a level of continuity and compatibility with surrounding and adjoining established residential areas while simultaneously permitting a variety of housing types and densities. See Chapter 4 Section 4.18 for the Infill Development Guidelines.
 - d) Prohibit infill residential development with a density (measured in gross dwelling units per gross acre of land for the entire development) that is greater than 125% of the average equivalent dwelling unit density in all of the adjoining residential developments.
 - e) Promote the development of cluster subdivisions. Cluster subdivisions also known as conservation subdivisions reduce the development footprint and provide vast area of open space. (Cluster neighborhoods and conservation subdivision design is discussed further in Chapter 4, Section 4.5)

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- f) Strictly enforce all codes and ordinances addressing existing building and structure maintenance and occupancy, public health and safety and grounds maintenance to assure proper maintenance and preservation of the housing and building stock as it ages.
 - g) Consider the adoption of zoning and subdivision ordinance provisions that encourage and facilitate cluster development and encourage mixed use developments in areas adjacent to existing commercial and high density residential uses and zoning districts to address affordability, retirement or other housing needs
- 5. Support McKendree University in providing on-campus student housing.**
- 6. Reestablish the “E-1” Zoning District:** Create an Educational Zoning District to encompass McKendree University and its supporting facilities, housing, sports fields and parking areas, similar to the “E-1 District”, which was included in the Zoning Code prior to adoption of Ordinance 1151.
- a) Include all parcels that were previously included within the City’s “E-1” District, as shown on the City’s Official Zoning Map, in the recommend re-established “E-1” Zoning District.
 - b) Include provisions to allow “rooming units” for students that allow up to 4 non-related occupants living together.
 - c) Address the latest legal requirements regarding occupancy (i.e. the definition of “Family”) and minimize non-conforming uses and structures.
 - d) Create an overlay district that corresponds with or is made apart of the recommended re-established “E-1” District that includes the McKendree campus and a reasonable area of influence as shown on the Future Land Use Map. Parcels that fall within this area should be required to adhere to the requirements of the recommended overlay district. The intent of this recommendation is to consolidate student housing to where it is most needed and discourage the conversion of single family homes to rental units or multifamily dwellings in neighborhoods where the majority of homes are not occupied by students or university operations.
- 7. Preserve Lebanon’s rural, small-town character:** Promote efforts that make the city more attractive to those wishing to live in a rural community.
- 8. Identify Housing Solutions for low income households:** Address needs of low income households utilizing Rebuilding Together, Habitat for Humanity, local efforts, etc.

Section 3.8 Community Services & Facilities

Objectives & Implementation Strategies

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The city will need to be prepared to provide the level and type of services and amenities demanded of an aging population, while also providing the housing, services and quality of life factors that attracts and retains young adults and children. According to information gathered during the public engagement process, generally, the existing utilities and public facilities meet the City's current needs. However, the City's roads and sidewalks are aging and will require improvements in order to meet in-place limits and future system improvements and expansions.

Participants in the public engagement process would like the city to focus on incremental updates and ongoing maintenance of the City's existing roads, sidewalks and stormwater infrastructure to avoid costly emergency replacements and associated repairs/replacements. While the ongoing maintenance and future improvements to the City's infrastructure have significant costs associated with them, the City should avoid increasing utility rates to existing customers.

Community Services Goal

Ensure the availability of public facilities, infrastructure and emergency services that adequately serves Lebanon's present and future needs. These facilities and services include water, sewer, stormwater, cable, roads, schools, police, fire, parks and other general services.

Public Services, Utilities & Infrastructure Objectives and Implementation Strategies

1. **Incremental Improvements:** This Plan recommends the City provide continued investment in the City's infrastructure and services (water, sewer, electric, internet, gas, and telecommunications) to ensure quality, affordable utilities to serve Lebanon's present and future needs. Incremental upgrades to the City's aging infrastructure are recommended to avoid costly one-time expenditures and allow the city to spread the costs out over several years.
 - a) Plan for and perform incremental replacement of old water lines and routine maintenance to the City's water supply, treatment and storage facilities.
 - b) Plan for and perform incremental replacement of old sanitary lines and ongoing maintenance and improvements to the City's sanitary collection system to meet current and anticipated regulations.
 - c) Provide annual evaluations of the City's public safety, public transportation, code enforcement, water services, and sewer services to ensure they meet the needs of the community, both current and future.
2. **City Hall:** Provide upgrades, as needed, to City Hall to ensure it continues to be a central part of the Historic Downtown and adequately provides the necessary office, administrative, storage and meeting needs of City government.
3. **Future Capital Improvements:** Concentrate capital investments into areas that are contiguous to currently developed land and that is currently or easily served by existing facilities.

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4. **Financing New Infrastructure:** Initiate development agreements that help pay for the direct and indirect costs of new infrastructure development and continue to plan and budget for near-term capital improvements.
5. **Code Enforcement:** Increase the presence of code enforcement officers and the consistent enforcement of city codes.
6. **Develop an emergency preparedness manual,** co-authored by each department head or chief, and adopted into City policy.

Section 3.9 Future Growth and Annexation

Future Growth and Annexation Critical Issues

The Lebanon community strongly desires to retain its small town, family-friendly atmosphere, while recognizing the diverse and evolving needs and desires of its citizenry. In order to maintain Lebanon's high quality of life and improve economic stability, the City must carefully consider future growth that creates an environment ripe for economic and does not stifle the City's ability to provide adequate municipal services and future expansion.

Future Growth & Annexation Goal: *Promote future growth that is consistent with the Future Land Use Map and the neighborhood, economic development and downtown stabilization goals, objectives and implementation strategies developed for this Plan.*

Future Growth & Annexation Objective and Implementation Strategies

1. **Commercial:** Encourage commercial reinvestment along Highway 50 and Highway 4 to support more retail, a wide range of commercial services and industrial enterprises. Annex commercial growth areas as shown on the Future Land Use Map.
 - ✓ **Encourage commercial growth along Highway 4 and long the proposed Bypass.**
 - ✓ **Annex property as needed to accommodate the bypass, preservation of the wetland areas and open lands outside the City limits.** The City needs to be proactive about annexation to ensure control over the type, timing and cost of future development, growth and preservation. Lebanon needs to annex to the proposed bypass to accommodate future growth
 - ✓ **Support the creation of a new SAFB entrance.** This could be an opportunity to pull in new housing at the east end of town.
 - ✓ **Promote and initiate annexation efforts that are consistent with the Future Land Use Map,** provided the cost to provide the necessary infrastructure and services is commensurate with the revenue generated from the annexation.

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2. **Industrial:** Encourage new industrial development as shown on the Future Land Use Map; however, prioritize industrial locations in the existing platted industrially zoned areas which are already served by improved roads and infrastructure. Develop and promote “shovel ready” sites for future industrial development in the City’s exiting industrial areas.
3. **Residential:** Preserving and stabilizing the City’s existing, well established neighborhoods should be a priority. This plan also recommends the following residential stabilization and future growth strategies:
 - a) Annex residential growth areas as shown on the Future Land Use Map.
 - b) Develop better ordinances and code enforcement policies to more effectively address absentee landlord issues.
 - c) Facilitate affordable housing for first-time home-buyers on infill lots within the City or where lots are created due to the demolition of an existing home.
 - d) Develop and adopt the McKendree University Overlay District to provide decision-makers with a more informative and equitable process of addressing the future growth and operations of the University while preserving the character of the City’s neighborhoods and managing the negative land use externalities of a wide range of future uses, development, and densities.
4. **Downtown:** Utilize vacant buildings and underutilized lots to accommodate prospective businesses, entertainment and residential units in Downtown Lebanon.
 - a) Promote reinvestment in the existing building stock and infrastructure downtown. The City has done a good job so far, but the success of downtown will require ongoing historic preservation and revitalization efforts.
 - b) Encourage the development and redevelopment of lofts and 2nd story apartments downtown.
 - c) Promote the goals, objectives and implementation strategies presented in the Downtown Section of this Chapter and recommendations in the Future Land Use Chapter.
5. **Annexation:** Facilitate future annexations that are consistent with the Future Land Use Map and the future growth and annexation goals, objectives and implementation strategies provided in this Plan.
6. **Accommodate Smart Growth:** Promote and initiate annexation efforts that are consistent with the Future Land Use Map and where the costs to provide utilities, roads and other infrastructure is either already provided or paid for in whole or at least in part by the developer. The City should closely review all proposed annexation plans to control the timing, type and density of future development and formulate an annexation policy based upon past growth patterns, the City’s ability to provide public facilities/services, and suitability of land for development.

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7. **Farmland & Open Space Preservation:** Preserve the areas' agricultural land, open spaces and other resources that characterize Lebanon's small town atmosphere, agrarian roots and make Lebanon a great place to live.
8. **Promote Sustainability and Low Impact Development:** Compactness (reducing the development footprint) and clustering (locating development near public services & infrastructure) reduces the development's impact on the environment and minimizes costly utility runs, service calls and infrastructure costs. This plan recommends the following additional sustainability strategies:
 - a) Promote compact, low impact development throughout the community. Low impact development (LID) is development that utilizes green building and site design strategies to reduce its impact on the environment. Examples include "restorative development" (improving an existing home or building); "redevelopment" (demolishing a building or home that has outlived its usefulness and replacing it with a new building) and "infill development" (constructing a home or building on an empty lot along an existing developed block). Low impact development uses Best Management Practices (BMP). Examples of BMP include the use of rain gardens, alternative energy (i.e. solar), well insulated windows, walls and roofs, high efficiency HVAC, geothermal and compact building and site design.
 - b) Compactness can be achieved by building up (vertical) instead of out (horizontal) and by encouraging development within or adjacent to developed areas rather than allowing "leap-frog" development, which skips over large tracts of undeveloped land.
 - c) This Plan recommends the above LID, BMP and compact development strategies and also recommends clustering future development and uses which have the greatest need for fire and police protection. Clustering uses increases service delivery efficiency by concentrating the need for services and infrastructure and minimizing the length of utility runs, streets/sidewalks and other infrastructure costs and public services (police, fire, code enforcement, etc.).

Visual, Goals & Objectives Summary

Lebanon is well known for its Historic Downtown, schools, churches, and established neighborhoods that enhance and reinforce the City's family-friendly atmosphere. McKendree University, the Horner Park System, low property taxes and central location are also factors that need to be preserved and enhanced to ensure Lebanon is a great place to live, work and raise a family. The purpose of the goals and objectives presented in this Chapter is to show how these key assets can be preserved while simultaneously ensuring that Lebanon maintains its family-oriented character and grows responsibly. To maintain and enhance these highly valued assets,

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the City must continue providing excellent municipal services and develop innovative approaches to encourage on-going investment.

Expectations for the implementation of this Plan need to be placed in a realistic context. The goals and objectives will not be obtained overnight. Economic and financial conditions have slowed or in some markets brought new development and redevelopment to a standstill. As a result, major development or changes will take time and considerable coordination. As the economy recovers it will become more economically viable for development to occur. This development, in some cases, will create synergies that could create additional opportunities and challenges. The goals and objectives contained herein should be viewed as **plan of action** that will become reality through daily, incremental implementation efforts executed over the next several years.

Section 3.1 Funding Resources

Business Districts (BD). Illinois statutes authorize cities to create special taxing districts such as Business Districts (BD) to generate funding for certain public improvements. Funds can be generated by the issuance of notes of bonds that are in turn retired by the levy of sales tax within the geographic boundaries of the District. The purpose of the district is to fund, promote, plan, design, construct, improve, maintain, and operate one or more public projects or to assist in such activity.

Illinois Community Development Assistance Program (CDAP). The Office of Community Development administers the Community Development Block Grant (CDBG) program. The Community Development Block Grant (CDBG) Program was established by the U.S. Housing and Community Development Act of 1974 ("HCD Act"). In 1981, Congress amended the HCD Act to allow states to directly administer the CDBG program for small cities. Also in 1981, the Governor designated the Department of Commerce and Economic Opportunity ("DCEO") as the agency with direct oversight and administration of the Community Development Block Grant Small Cities Program. The program is currently titled the Illinois Community Development Assistance Program (CDAP). The mission of this program is to assist Illinois communities in meeting their greatest economic and community development needs, with an emphasis on helping communities with substantial low to moderate-income populations. The Community Development Assistance Program (CDAP) consists of the following five components.

- **Design Engineering** – Through the Design Engineering grant opportunity, local governments may request a maximum of \$150,000.00 in grant funds for final design engineering of large-scale construction projects for new or expanding water or sewer systems.
- **Economic Development** – Through the Economic Development grant opportunity, local governments may request a maximum of \$750,000.00 for gap financing to assist businesses locating or expanding in the community.
- **Public Infrastructure** – Through the Public Infrastructure component, local governments needing to improve public infrastructure and eliminate conditions detrimental to public

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health, safety, and public welfare may request a maximum of \$450,000.00 for Public Infrastructure funds to undertake projects designed to alleviate these conditions.

- **Emergency Public Infrastructure** – When emergencies strike, communities may apply for a maximum of \$200,000.00 in emergency funding to undertake projects that address an emergency or a particular urgency requiring immediate public infrastructure assistance to eliminate conditions detrimental to health, safety, and public welfare.
- **Revolving Fund** – Since 1983, DCEO has awarded approximately \$140 million in Community Development Assistance Program (CDAP) Economic Development grants to more than 180 local units of government throughout the state to help them provide financial assistance to businesses locating or expanding within their boundaries. As financial assistance projects are repaid, the communities place the moneys in locally-administered Revolving Funds (RFs)

Enterprise Zones: Enterprise Zones permits economically depressed areas to be declared "enterprise zones" by city councils. Development in enterprise zones may qualify for various levels and durations of property tax exemptions on improvements. The amount and duration is determined by the city council on a case-by-case basis.

General Obligation Bonds. Subject to certain constitutional and statutory limitations, cities have the ability to raise funds for street improvements by the issuance of general obligation bonds. General obligation bonds are long-term obligations of the community backed by the full faith and credit of the City. Illinois statutes authorize cities to issue bonds for the construction, reconstruction, improvement, maintenance and repair of any and all public roads, highways, bridges and culverts. This includes the acquisition of right-of-way for public roads through eminent domain.

Right-of-Way Exactions. Exactions are requirements imposed as part of the development approval process that require a person seeking such approval to give something to the City as a condition of such approval. Traditionally, municipalities have required developers to dedicate right-of-way for streets within the development and for streets abutting the development as a condition of a specific development's approval requiring such a dedication is an exercise of the City's regulatory police power. Typically, these right-of-way exactions have been imposed at the time of zoning or subdivision approval, with the understanding that the dedication would take place at no cost to the entity requiring the dedication. In 1994, the United States Supreme Court decided the case of *Dolan v. City of Tigard*, in which it held that any requirements for the dedication of land imposed as a condition of development approval must be roughly proportional to that development's contribution to the need for new public facilities. Further, the Supreme Court held that the local government imposing the exaction must make an "individualized determination" regarding the proportionality between the exaction and the impacts caused on public facilities. After *Dolan*, it can no longer be assumed that street right-of-way dedications may always be exacted at no charge. An individualized determination must be made, in each instance, to insure that the dedication requested is roughly proportionate to the demand for right-of-way created by

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the proposed development. At a minimum, there must be some methodology used to quantify the development's impact and the amount of the dedication required to offset that impact.

Community Development Building Grants (CDBG) Program – Industrial Infrastructure Grant: Grant funds may be used for public streets, water for sewer lines, engineering and other public facilities necessary to support projects. A public entity must own the facility being developed.

Tax Increment Financing (TIF): This program is a locally permissible municipal financing technique that may be used to renovate blighted areas while improving the tax base of such areas. The program allows a municipality to acquire and prepare property for redevelopment and make needed public improvements.