

# COLLINSVILLE 2020

## ENVISIONING THE CITY'S FUTURE

### City of Collinsville Comprehensive Plan

2006



July, 2006

# TABLE OF CONTENTS

<b>INTRODUCTION .....</b>	<b>1</b>
Statement of Purpose .....	1
Land Use Planning.....	1
Why the City of Collinsville Creates a Plan.....	1
How the Comprehensive Plan Relates to Zoning .....	1
The Planning Process .....	2
The Vision of Collinsville .....	3
 <b>CHAPTER ONE – THE VISION TOWARD 2020 .....</b>	 <b>4</b>
Sustainable Growth & Urban Image.....	5
Intermodal Transportation & Traffic.....	11
Economic Development, Business Retention & Tourism.....	15
Neighborhoods, Housing & Historic Preservation.....	26
Environment, Recreation & Greenways .....	36
 <b>CHAPTER TWO – POPULATION AND ECONOMIC ANALYSIS .....</b>	 <b>54</b>
Demographic Characteristics .....	54
Population Analysis.....	55
Population Trends.....	55
Population Characteristics .....	56
Population Projections .....	59
Summary – Population Analysis.....	60
Economic Analysis .....	60
Labor Force .....	60
Income.....	62
Summary – Economic Analysis.....	63
Socio-Economic Base .....	63
 <b>CHAPTER THREE – ENVIRONS: LAND AND ENVIRONMENT.....</b>	 <b>64</b>
Historical Perspective.....	64
Physical Factors Affecting Development .....	65
Specific Terrain Features .....	68
Typical Mitigation Measures.....	73
Site Planning and Design .....	77
 <b>CHAPTER FOUR – COMMUNITY IMPROVEMENT STRATEGIES .....</b>	 <b>79</b>
Introduction .....	79
Neighborhood Investment and Historic Preservation.....	80
Occupancy Permit System.....	82
Transportation Policy and Planning Recommendations .....	84
Illinois East Connector .....	87

MetroLink Transit .....	87
-------------------------	----

**TABLE OF CONTENTS (Continued)**

Economic Development: Commercial and Business Investment .....	88
Collinsville Main Street District .....	89
Eastport Plaza Development Park .....	95
Northside Business District .....	97
Bluff Road Commercial District .....	98
Image Enhancements and Entryways .....	99
Circumferential Greenway System .....	101
Community Environmental Considerations.....	103
Site Plan Review.....	104
Comprehensive Plan Implementation Mechanisms .....	104
<b>CHAPTER FIVE – PROPOSED LAND USE.....</b>	<b>110</b>
Land Use and Planning Principles.....	110
Land Use Externalities .....	110
Transportation Access .....	111
Neighborhood Design .....	111
Physical Characteristics .....	112
Environmental Features .....	112
Future Land Use .....	114
In-Fill Development and Land Use Stabilization .....	114
Sidewalk Improvement Policies .....	115
Funding for Sidewalk Improvements.....	115
Street Light Improvements .....	115
Traffic-carrying Capacity.....	115
Storm Drainage Improvements.....	115
Redevelopment of Land Uses .....	115
Probable Residential Development Pattern – Long-Term.....	116
Future Land Use Map Legend – Explanation .....	118
Recommendations for Future Land Use Development .....	118
Recommendations—Residential Land Use .....	118
Recommendations—Commercial Development .....	119
Recommendations—Business Park Development.....	121
Economic Development and Land Use Stabilization .....	122
<b>CHAPTER SIX – IMPLEMENTATION STRATEGY/PROPOSED ACTIONS .....</b>	<b>124</b>

**MAPS**

- Community Facilities Map
- Corporate Limits Map
- Growth Agreement Boundaries
- Factors Affecting Development
- Major Street Plan Map
- Future Land Use Map

## TABLES

Future Population Estimate .....	55
Population Trends .....	56
Selected Social Characteristics .....	57
Population Count Comparison .....	58
Households and Household Size .....	58
Housing Characteristics .....	59
Population Projections .....	59
Labor Force Participation .....	60
Occupations of Employed Persons .....	61
Industry of Employed Persons .....	62
Income .....	62

## APPENDICES

Appendix A	Illinois 2000 Summary and Housing Characteristics
Appendix B	Vision Report
Appendix C	Collinsville Eastern Corridor Roadway Information

# INTRODUCTION

## STATEMENT OF PURPOSE

The adoption of a Comprehensive Development Plan is an opportunity for the Collinsville Planning Commission and City Council to establish public policy in response to growth. Further, the Plan shapes a vision for how Collinsville can be a partner with its neighbors in developing outlying regions for the next 15 years. Collinsville is at a crossroads of an historic community whose neighborhoods, housing, and Main Street are experiencing gentrification and disinvestment while new economic opportunities are evolving within its near eastern and western boundaries. The basis of this Plan is citizen involvement; citizen participation is identifying these areas they deem necessary to reestablish Collinsville into a city that promotes a "Confidence to Invest." The keystone of this Plan is the input of the citizens through the Vision 20/11 Committees and subsequent citizen involvement formulated by the Collinsville Planning Commission.

## LAND USE PLANNING

City planning is a means of preparing for the future. It is a process of thinking ahead and considering all aspects of land use change with intelligent forethought for solving community problems. It is a science and an art of promoting the physical growth and development of the community in harmony with its social and economic needs.

## WHY THE CITY OF COLLINSVILLE CREATES A PLAN

A community, like an individual, grows when it is young and faces the prospect of deterioration and decline when it becomes old. It is essential that a person plan for the future if he / she intends to achieve a full and satisfying life, and so it is with a community.

The objective of planning is to provide a framework for guiding the community toward orderly growth and development by relating, balancing and harmonizing the physical, social, economic and aesthetic features of the community as it responds to private sector initiatives.

The Plan establishes community-wide policy and serves as the basis for making zoning decisions. No zoning laws or Plan, however, can provide for the general public good and at the same time accommodate all individual interests so that everyone is satisfied. While there must be proper balance between the public good and individual interests, what is best for the community as a whole must prevail. Zoning amendments that are based on the benefits to the individual, rather than the community, has usually been declared invalid by the courts.

## HOW THE COMPREHENSIVE PLAN RELATES TO ZONING

By State law, zoning must be based on an adopted and up-to-date land use plan. Zoning decisions should include consideration of long-range community goals as well as short-range needs. The recommendations of the Comprehensive Plan should provide the public policy basis for zoning. Because of its importance in the zoning process, the Comprehensive Plan should be reviewed on a regular basis and amended as necessary to ensure that it remains current.

It is important to zone for land, not people. An error frequently made is approval of a rezoning to accommodate an applicant's personal circumstances without consideration of land use conditions and characteristics. Such zoning amendments are rarely in the public interest and, if challenged, can be held to be invalid. Instead, decisions should be based on whether the land is appropriate for the proposed zoning District. It is the City's prerogative to set standards for how zoning amendment applications are considered.

Suggested standards for consideration of a zoning district amendment include:

1. Character of the neighborhood.
2. Whether the proposed amendment promotes the health, safety, quality of life, comfort and general welfare of the City and its planning area.
3. Consistency with the Comprehensive Plan and regulations of the City of Collinsville.
4. Adequacy of public utilities and other needed public services.
5. Suitability of the uses to which the property has been restricted under its existing zoning.
6. Compatibility of the proposed district classification with nearby properties.
7. The extent to which the zoning amendment may detrimentally affect nearby property.
8. Whether the proposed amendment provides a disproportionately great loss to the individual and others nearby relative to the public gain.

## **THE PLANNING PROCESS**

Planning is a process through which a community evolves. Development techniques and community attitudes are continually changing and the Plan must establish an evaluation process to consider new ideas and new concepts or the Plan becomes unworkable and, therefore, unusable.

The planning process provides the means for understanding existing conditions and accepted planning principles. It then permits an evaluation of these conditions with respect to the attitudes of the community (goals and objectives), the need for support facilities and long-range growth patterns.

As each item of change is considered in the City, it should be carried through this process and the following questions asked:

- A. What is the relationship of this proposed change to existing conditions?
- B. Would the change be in conformance with established principles or current community policies?

- C. Is the change in general agreement with the growth objectives as presented on the Proposed Land Use Plan?
- D. What will be the implications of this change to the major thoroughfares system?
- E. What will be the impact of this change on the capacity of the City to serve the development with public utilities and other public facilities?

## THE VISION OF COLLINSVILLE

The citizens of Collinsville were asked to express their views about the community of today – and what they want Collinsville to become in the future. This section contains Goals, Objectives and Action Steps to provide an implementation strategy to assist in achieving the desired future for the community and its citizens.

The goal statements were grouped into five main headings:

- Land Use Compatibility
- Neighborhood
- Getting Around Town
- Community Support Systems
- Economic Development

The Implementation Matrix contains detailed information on the City's Goals, Objectives and Action Steps. Each goal category may be summarized as follows:

Goals in the **Land Use Compatibility** category are to maintain a diversity of housing, maintain a varied street network, and create and maintain a quality parks and open space system.

The **Neighborhoods** category goals to create quality neighborhoods, with affordable housing, and with some attention toward historic preservation.

Within the **Getting Around Town** category the goals include improving traffic congestion in the City, creating a more bicycle/pedestrian friendly environment and developing a coordinated transportation system with a view toward alternative forms of transportation.

Goals for the **Community Support Systems** include providing a safe community environment, improved recreational services, a responsive City government and quality City services.

The **Economic Development** goals include enhancing economic development opportunities with the City, promoting the concept of mixed-use development, encouraging small business development enhancing the downtown area and developing a coordinated tourism program.

# CHAPTER ONE

## THE VISION TOWARD 2020

This Plan identifies land use, preservation and development recommendations for the City of Collinsville, Illinois and those lands in proximity to the City's boundaries. It represents citizens' public input and property owner's responses to interviews; best practice land strategies for development; and the guidance and review by various committees with additional input addressed and directed through review by the City of Collinsville's Planning Commission and the Council of the City of Collinsville.

This Plan introduces an approach to land development and land preservation that is for the benefit of the community and for the community investor. The community investor is typified, in addition to the residential investor; as the retail investor, the institutional investor, the commercial investor, and the business investor. What this Plan attempts to achieve through compatible land use design and implementable land zoning is the very simplistic "Confidence to Invest". That confidence is enhanced when a developer knows that within a particular residential or commercial neighborhood of the community, that an ideal type of development, with community guidelines reflected within a specified plan, will be permitted. That confidence is further enhanced when residents are certain that their properties will not be adversely impacted by a particular development proposal across their fence line. That is the essence of land use planning. Knowing what will take place, how it will look, how it will impact present land investment, how it will impact the environment, how it will impact traffic, or the quality of one's life are keys to successful community planning efforts.

As any suburban community similar to that of Collinsville increases its popularity, by providing residential investors with the more informal, low-density rural settings that suburban residents seem to want, its very popularity destroys the features that first made the place appealing. What emerges is not a true rural suburban setting, but rather a loose cluster of isolated and specialized non-functional sub-centers.

Discussed elsewhere as the suburban activity center or more recently, the urban village. It is neither urban nor suburban in character. Portions of Collinsville have developed with neither a nodal specific design with a city center, nor a linear design that connects development along arterial corridors. Shaped by both an enthusiastic free market and overprotective residential interest, urban villages can be ugly and even anti-social places. Urban villages suffer a lack of overall physical unity, poorly defined edges, and a transportation system that lacks a hierarchy and identifying urban design. Pedestrian linkages and accessibility areas are practically non-existent along these corridors. Moreover, there is little sense of community or public life.

A predominant recommendation within this Plan is to define limits of this community area and its major components of residential neighborhoods, interesting shopping centers and attractive employment districts. We should invite additional development of restaurants, movie theaters, retail plazas, and public spaces within office developments, which encourages the economic pulse that is the public. Also recommended is to provide better public access to local retail centers, care centers, churches, schools and institutions that regard public interaction and public service as their foundation.



The defense of this Plan for residential protection and guided commercial development is the public welfare, the public good, and the public interest. Therefore, this Collinsville Comprehensive Plan must and should in the same instance insist on public access, public recreation, and public interaction. The individual family household and residence is a private entity. However, when the residents seek community protection and community service, it is then that their concern becomes a public interest. Being consistent with the demands for public protection of residential interest, the residential interest should support more public-oriented goals.

Better integration of land use is needed within the City of Collinsville. Those land uses are dependent on the creation of internal roadway connections to relieve busy main arterials, especially that of Vandalia Street. The issue that perpetuates this pattern is the automobile. The true symbol of suburbia is not the single-family house, but the automobile. Can residents and office workers move within this community by any other means than the automobile? The answer is no. Yet, it is a constant concern over how one development may impact traffic detrimentally. If alternate choices were presented to moving about within this community, perhaps the traffic problems would be alleviated or not important to enhancing the investment possibilities within Collinsville's urban village.

This Plan has witnessed all the ingredients to the problems, and identified the solutions existing within the City of Collinsville. Important is the preservation and control of nature in the public interest. It was first thought that not much land was available for open areas or open space planning within the City of Collinsville. Even though development pressures allude to more dense commercial and residential development, there is present many areas to be preserved and included within preservation scenarios. Creek and stream floodplains, open fields within agricultural parcels, common grounds within residential neighborhoods, utility easements and right-of-ways, and non-developed marginal terrain lands. In response, an open space greenway system is proposed that not only provides for open space and recreation linkages, but also presents some alternatives toward a multi-modal transportation system.

This Plan will discuss the essential input of ideas and desires of the community of Collinsville, Citizens were invited and allowed to volunteer to participate on various committees that represented segments of planning issues that lead to the completion of this Comprehensive Plan for the City of Collinsville. The City should be proud of this unique citizen participation in ensuring citizen ownership in a vital planning initiative.

## **SUSTAINABLE GROWTH & URBAN IMAGE**

“Where should Collinsville expand? How will this be done? What type of land uses should be within the expansion areas? What can be done to enhance Collinsville's Image?”

**The Vision Statement: “Sustainable Growth & Urban Image of the Community are Vital to the City of Collinsville’s Economic Future.”**

*The Vision Statements were developed through meetings composed of Collinsville residents, stakeholders, city staff and community volunteers. These issues represent the foundation of future planning within Collinsville.*

*The following statements are issues that lead to the development of the Collinsville Comprehensive Plan.*

- *The ideal population capacity for Collinsville in the year 2011 would be 30,000.*
- *The cost of new infrastructure within growth areas should be considered.*
- *Controlled growth and development is easier to manage.*
- *The City must be able to manage traffic, and other utility expansions needed in response to growth.*
- *Urban planning provides orderly growth.*
- *Annex to the east, north and southeast of Collinsville.*
- *Zone against multi-family residential complexes that have inundated the City.*
- *Require or designate additional park & recreation land.*
- *Be sure infrastructure plans and costs are part of proposed development.*
- *Require common land/green spaces within residential subdivisions.*
- *Rebuild neighborhoods/zones so they can become exclusive residential enclaves.*
- *Clean up, improve, or demolish dilapidated housing in subdivisions and neighborhoods.*
- *Historic preservation encourages an enhanced image by showing stability, quality, aesthetics and a sense of history.*
- *Historic preservation discourages blight by regulating types of structures permitted and rules on rehabilitation of structures.*
- *Planning is needed now for infrastructure updating, curbing, and repaving of ill-repaired streets.*
- *Initiate tree preservation ordinances to provide for desired shade within the community.*
- *Create green & open spaces within the City.*
- *Support code enforcement throughout Collinsville.*

- *Provide low interest residential and commercial rehab loans.*
- *Require that all new and updated utilities go underground providing safety, damage control and aesthetics.*
- *Have proactive infrastructure updating and necessary taxing on an incremental basis instead of “putting out fires” with large tax increases.*
- *Create programs for “Adopt-a-Road, Adopt-a-Park or Adopt-a-Neighborhood”.*
- *Create City recognition programs for business and residential property improvements and maintenance.*
- *Encourage block parties to promote community and neighborhood activity.*
- *Involve businesses that may donate flowers, bulbs, and trees for beautification projects.*
- *Create attractive entry corridors to the City of Collinsville.*
- *Enhance neighborhood appearance and identification of neighbors.*

## **The Supporting Discussion of Sustainable Growth & Urban Image Within the City of Collinsville.**

A “gateway” is an entrance corridor that heralds the approach of a new landscape and defines the arrival point as a “destination”. When one walks through a gate into a friend’s yard and approaches the front door, one will notice the landscaping, walkways, lighting, and the colors of doors, trim, and perhaps roofing. A remembrance exists of these items when one visits again. Inside the home, the destination, a sense of surroundings exist and a sense of comfort. These are all signs, and visual cues relating directly to comfort, friendliness, activity, and a sense of place. Urban Entranceway Corridor planning is about arranging those cues and making sure a community sends a positive message or creates a sense of place to everyone who enters. The goal of the community is to arrange a community’s landscape so that it rewards the viewer with a sense of arrival and a positive image of place and activity.

Entryway corridor development places a premium on ingenuity in urban design in integrating into the conception of space; arrangement opportunities. Activity systems are defined as behavior patterns of individuals, families, institutions, and firms that occur in spatial patterns that have meaning in planning regarding land use. Land use arrangements are interpreted in terms of values and attitudes by City residents and the resultant actions in the selection of locations to satisfy these values and attitudes.

It is possible that areas between urban centers and suburban areas would require different zoning to enhance the entry experience. There has been little regulation of entryway corridors, mostly pertaining to other aspects of the corridor other than land use. The main arterials have had special speed limits posted, special parking requirements along the thoroughfare, traffic signals used for traffic control, and other regulations mainly to influence traffic conditions.

The typical impact zone with entryways will contain retail, commercial, office, or multifamily development or combinations of the former, provided that all guidelines are maintained.

The entryway corridor as an impact zone would reduce potential development along the entranceway corridor. It would be zoned for residential or recreational aspects that are needed in the community and engage certain architectural and aesthetic value to be maintained. The zone would be established to include the three most common zoning categories of residential, recreational, and commercial.

Many cities are improving or rehabilitating their central business districts to attract people to their urban centers for economic benefit. In many instances, they fail to understand that they must attract these people through entryway sectors of their communities that may not be desirable. Their central business district is in essence a rehabilitated commercial island situated within polluted waters. One must look at the linkages from the suburbs to the downtown area. All pieces must maintain an aesthetic fit to achieve success.

The use of the entryway corridor concept in land use planning allows the planner to overcome the influence of each particular zone. Within planning and economic literature, there have been three primary concepts of space organization or urban zone concepts used to explain the urban scene. The concentric zone concept, the sector concept, and the multiple nuclei concept are the systems which have been offered in explanation of urban patterns.

The sector concept is the most likely model for urban patterns within the Southwestern Illinois region, especially within Collinsville. Historically, manufacturing and residential districts were not part of the central business district but radiated out from the center, creating linear or circumferential neighborhoods. When major transportation routes bisect these particular zones, the zone will influence the impression that travelers have of that community. An attractive entryway corridor that is transposed across particular sectors will dampen any negative images that the former district would have presented. The entryway corridor may have many particular areas of influence for the community: sector control, traffic influence, economic activity, land use zoning, and planning for the development of a community.

Upon the urban landscape, different places exhibit good or bad attributes, as well as advantages and inconveniences inherent in these attributes, some due to natural causes and some resulting from human design or the absence of human control. It has been demonstrated that integrated development of diverse facilities within communities can effectively alter many of the problems of a community, aside from those of a recreational nature. Public and private land can be developed in numerous ways for public use and with substantial social and economic gains.

This function is the strength of the entryway corridor in respect to urban redevelopment. Most entryway corridors are in established areas of the community, with multiple-zoning characteristics and a blend of private and public ownership. This integration must be acknowledged when planning for the development of entryway corridors. The idea of a city as an abstract mechanism must be dispelled. Just making it function better does not make it livable. It is not reasonable for citizens to battle noise, pollution, poor traffic conditions, and a generally deteriorating environment. If the responsible people who plan and govern our cities do not focus on the human being, than a viable urban life can never be achieved.

The entryway corridor redevelopment allows the planner to bridge the different thrusts of past and present urban activity, the central business district, and the suburban fringe of commercial and residential districts. New patterns of open space linkage favor inter-area and community-wide continuity that respects natural systems and achieves an effective mesh with transportation networks, activity locations, and residential area configurations.

Cities have experienced major projects or urban restoration and historic preservation. There are few cities which haven't been approached with plans for the rehabilitation of their older, partially abandoned central business districts. The urban entranceway corridor can become an ever-growing tool for both restoration and the increased marketing of industrial Tax Increment Financing (T.I.F.) areas and enterprise zones within communities.

*"A knowledge of places is an indispensable link in the chain of knowledge".* In terms of practical, everyday knowledge, that which we need to organize our experience of the world, there can be little disputing that this is true, for we have to know, differentiate, and respond to various places where we work, relax, and sleep. Entryway corridors function in respect to a person's recognition of place. There is always or perhaps should always exist a feeling of place when one enters a community, especially one's own community.

The significance of place in human experience goes far deeper than is apparent in the actions of individuals and groups protecting their places against outside forces of destruction or is known to anyone who has experienced homesickness and nostalgia for particular places. *"Place situates man in such a way that it reveals the external bonds of his existence and at the same time the depths of this freedom and reality".*

When one studies the affect of entryway corridors on the maintenance and enlargement of the community's human resource, it reinforces the value of the importance of place. The visitors to a particular community may have the option of: (1) establishing a residence within its boundaries, (2) relocating an industrial endeavor within the community's area of influence, or (3) establishing a commercial concern with the Central Business District. All of these choices rely on the positive impression of place.

The entranceway into the community is not merely a passive space waiting to be experienced; it is constantly being created and re-made by human activities. Transportation changes over decades can transform entranceways: street widening, commercial enlargement, and the increase or decrease of the importance to the particular entrance by commuters from the hinterland.

One may look to the electronic industry as an element a very attractive development for the Southwestern Illinois region. Its growth potential, high labor intensity, and glamorous image have made electronics the popular target industry in the United States.

When electronic firms seek locations to produce some of their highly sophisticated equipment, everything from electrical measuring instruments to defense related aerospace equipment; labor requirements are of the utmost priority. When enumerating their labor requirements, it seems to be equally divided among engineers, skilled workers, and semi-skilled workers. In reality, the ability to attract engineers far outweigh all other factors. These industries seek a community with attractive living conditions and, hopefully, academic facilities, such as a university, in the immediate area. A study of industrial location determinants in Tennessee and Kentucky revealed that neither population, nor size of the existing manufacturing base, was a significant indicator of new plant location. Importance was placed on the quality of life of the community.

Effective community action can improve a town's chances of acquiring new industries. This would be evident by improved and creative methods of enhancing the corridor by which prospective human resources will enter the city.

Industry looks for the results of group action, not simply the existence of the group. Community support is essential for financing plant sites and upgrading schools, fire departments, libraries, and water and sewage systems, which are all-important draws of new industries. The creation of an improved and aesthetic entryway corridor would provide the community with a showcase of action that prospective industries look for when relocating or expanding their establishments. The quality of the community's urban environment may be more important for what it says about community leadership and the local financial climate than can be produced by the setting aside of vacant acreage for industrial development.

## **INTERMODAL TRANSPORTATION & TRAFFIC**

*“How will citizens get around town in the future? Where will automobiles be significant? Where will bikeways, sidewalks, and paths be located? How can public transportation be improved? Buses, Vans, Metro-Link. Should one-way streets be reduced?”*

### **The Vision Statement: “Intermodal Transportation Development & Traffic Mitigation is Needed for Economic Expansion.”**

*The Vision Statements were developed through meetings composed of Collinsville residents, stakeholders, city staff and community volunteers. These issues represent the foundation of future planning within Collinsville.*

*The following statements are issues that lead to the development of the Collinsville Comprehensive Plan.*

- *All recommendations for new transportation improvements should be carefully planned. Ensure that new improvements will solve the bulk of the primary problems with City traffic.*
- *Encourage more use of carpools and vanpools. Locate a site where a park-ride lot could be built.*
- *Participate in decisions of Metro bus routes and future MetroLink alignments to make public transportation more accessible and attractive to Collinsville.*
- *West Main St. at Bluff Road should be made as an entry from the west to the city center with appropriate signage.*
- *Make short-term improvements to highway entranceways, alignments and traffic signalization areas to overcome congested areas in Collinsville.*
- *For the long-term, attention should be focused on the underlying causes of traffic congestion, particularly land development as residential areas and employment centers continue to expand.*
- *Encourage frontage roads to avoid tie-ups at signalization areas. Prevent the proliferation of signalization intersections.*
- *Require that land developers demonstrate a balance between anticipated traffic and roadway capacity before approving new construction.*
- *Establish land development policies guaranteeing compatibility with public transit or carpooling.*
- *In most instances it should be understood that transportation resources do not follow economic development, but rather economic development follows transportation resources.*

- *Prepare to plan and lobby for an East Collinsville Connector for Illinois Route 159.*
- *Improve access and number of entryways to the Eastport Development Park.*
- *Improve intersections and turn zones that exhibit traffic congestion.*

## **The Supporting Discussion of Intermodal Transportation & Traffic of the Community**

Marketing and locational aspects are cognizance of traffic numbers. If so, what are the volumes of traffic in proximity to development areas and how do these potential clients relate to the sites they confront? It is expected that not all traffic will immediately leave the highway and visit developments, but when referring to percentage of traffic capture from a highway facility, the larger the primary volume, the larger the potential capture. External factors to a particular area's traffic volumes can also present impacts. An example would be bridges or viaducts. When these facilities are closed or expanded, it will relate directly to the volume within the area that is impacted by that structure. Type of traffic is also an important factor. Vacation travel for instance, will relate more closely to restaurant, rest area, and hotel development, than daily office employee traffic. Truck traffic relates directly to industrial or distribution industry impacts or location decisions for development parks.

However, no matter how much volume the highway facility carries, it will not impact development unless there are easily accessible exits from that facility. Interchange location, and the volume that traverses those interchanges are vital to development activity. We will compare Fairview Heights' St. Clair Square traffic volume, which is a great site marketing tool, with that of the expanded Eastport Development. St. Clair Square has only one interchange, I-64, and Illinois Route 159. The total combined traffic impact using all corridors leading to that interchange approaches 120,200 vehicles per day. The Eastport Development has three or four interchanges (Black Lane would be the fourth). Those three primary interchanges realize a combined traffic impact of 244,500 vehicles per day. This represents a 97% greater traffic volume impact within the three interchanges than that of St. Clair Square. Although the traffic is not as concentrated at the Eastport Development site, which may be a positive impact, it nonetheless reflects a substantial traffic volume.

### ***The Influence of Traffic Circulation and Parking on the Function and Appearance of Downtown Collinsville***

Providing safe vehicular and pedestrian access routes are vital components in encouraging travel to and throughout the downtown area. Collinsville does not have significant pedestrian traffic up and down Main Street frontages, but rather much of the traffic is vehicular and destination oriented; people travel to downtown by auto and go to a particular destination as a single trip. Traditional street-front and pedestrian orientation would alleviate traffic and stimulate shopping interest in the downtown area.

Tighter federal, state, and local government budgets in addition to other spending priorities have meant fewer dollars for road construction. But while the number of roadway expansion projects have declined since the 1980's, the amount of driving has increased. The result is more cars driving more miles and competing for relatively less road space. Bigger, better and more highways have been the traditional answer to traffic congestion. But limited financial resources, more stringent clean air requirements, and higher construction costs and right-of-ways



restrictions all limit major roadway construction. What does this mean for the City of Collinsville?

- **MetroLink Alignment**

The Community should play an active role in advocating a South Madison County route of MetroLink and to use bus connections across the Poplar Street bridge to take full advantage of this mass transit extension. The Belleville-CSX route of the eastern extension of MetroLink into St. Clair County should benefit Collinsville's transportation alternatives significantly. Its success, and the willingness of County citizens to fund such a worthwhile transit system, will be greatly advantageous to the City of Collinsville.

A recent study of transportation needs in the St. Louis Region was undertaken by the East-West Gateway Coordinating Council, which is the designated Metropolitan Planning Organization (MPO) for the St. Louis, Missouri-Illinois area including Madison, St. Clair, and Monroe Counties. This means that East-West Gateway has been given the responsibility for the development of the Long-Range Transportation Plan for the Bi-State region. Federal law requires that transportation planning in the metropolitan region is coordinated through the MPO in conjunction with State agencies, and that the MPO's Board of Directors approve long and short-range plans prior to application for Federal transportation funds. From the regional Transportation Plan, based on a 20-year horizon and to be updated at least every three years, establishes major policies and strategies to guide the future development of the metropolitan transportation system. A Transportation Improvement Program (TIP) is developed from this plan. All projects seeking federal funds, or otherwise required having federal approval, must be contained in the TIP. The TIP is an annually updated, fiscally constrained 3-year program for transportation improvements.

Since infrastructure improvements are strongly linked with economic development, land use, energy consumption, environmental quality and social welfare, there needs to be an agreement on local policy goals for transportation in each of these areas. Development of local policy goals is crucial in determining the infrastructure improvements needed in the City of Collinsville.

- **Interstate Highway System**

Collinsville's strongest transportation asset is the interstate highway system. Situated on a major combined east-west and north-south route (I-55/70) and on the region's major outerbelt (I-255), Collinsville has good access to downtown St. Louis plus good access to interstate commerce.

Collinsville's transportation needs center on connections to the major routes around the City – connections to I-55/70, IL-159, and IL-157. Especially important are improvements to once rural roads that now serve as collector streets for new subdivision developments. Also important are improving transit access and service in the east side of town (service and access along IL-157 seems to be better) and restoring decent sidewalks and pedestrian access. The new sidewalks on IL-157, the Beltline and IL-159 are also needed.

Many of Collinsville's traffic problems are relative. In a mid-sized community where traffic has in the past been light, a two or three minute wait at a traffic signal is often defined a "congestion" when it would not even be noticed in a major urban area. Collinsville's worst traffic problems include traffic safety; inadequate turn lanes, narrow lanes and/or confusing routing. These apply to much of the Beltline, the two-lane portion of IL-159, and the IL-159/West Main intersection.

- **Bikeway Development**

The Schoolhouse Trail developed by Madison County Transit District on the north side of Collinsville is intended for bicycle usage, usually long distances between access points at major roads. Less formal connections need to be developed between residential origins and commercial recreational destinations. These can include a combination of new trails along steambeds or old rights-of-way and bike/walking routes on low-volume City streets.

To obtain realistic ridership volumes for another Illinois route in Madison County, a route would have to serve more communities than Collinsville. Potential routes would tend to be on the north and west of town, along I-55/70 or the Schoolhouse Trail right-of-way. A route through downtown would be very expensive and possibly disruptive. Should a MetroLink route through or near Collinsville develop, it would be very important to develop good park-and-ride access and shuttle service to commercial areas and major residential locations.

For the most part, pedestrian access should be assumed for shorter trips – one-quarter to one-half mile with longer, recreational walking using the trails described above. Sidewalks need to be developed linking residential access from the residential areas north of the Beltline connecting south to the Beltline and then along the highway to the Schnucks, Wal-Mart, and Walgreens sites. Where possible, these walkways should be physically separated from traffic with a barrier, a beam, or at least a landscaped area to make walking safer and more pleasant.

As with many communities, transportation is heavily geared towards those who have automobiles. Madison County Transit District has greatly improved service, which needs to be publicized. Park-and-ride lots, especially with connections to the MetroLink extension, could encourage transit use. More prominent signage and better on-site amenities (shelters, lighting) would additionally encourage use. The Madison County Transit District has been actively improving park-and-ride lots, and is in the process of developing a new transit center in Collinsville. Actually, two small transit centers should be considered; one on Main Street and the other with the Eastport Development Park.

- **Illinois 159 Connector**

The eastern arterial roadway of Collinsville is Illinois Route 159. It links traffic through Collinsville from Edwardsville/Glen Carbon on the North to Fairview Heights/Belleville on the South. Its present location on Vandalia Avenue is congested and disrupts residential development. An alternative alignment is recommended to the immediate east of the Collinsville City limits.

## **ECONOMIC DEVELOPMENT, BUSINESS RETENTION & TOURISM**

*“Where and how do we enhance development within Collinsville? How do we import investment and tax revenue into the community?”*

**The Vision Statement: “Economic Development, Business Retention & Tourism will Enhance our Investment Possibilities within Collinsville.”**

*The Vision Statements were developed through meetings composed of Collinsville residents, stakeholders, city staff and community volunteers. These issues represent the foundation of future planning within Collinsville.*

*The following statements are that lead to the development of the Collinsville Comprehensive Plan.*

- *The community’s leaders and economic players need to be committed to making economic development happen with the community.*
- *With the diverse economic development organizations in the community, it is important that their resources are maximized through the leveraging and coordination of resources and activities, and the clear definition of roles within Collinsville.*
- *The infrastructure, particularly water and sewer system capacities and facilities should be examined. Facility expansions and extensions need to be planned and constructed to serve the existing and future development needs of the community.*
- *Annexation of properties adjoining the City and near interchanges could provide areas for future business growth and the expansion of revenues to the City. Other areas of potential annexation could include more of the Cahokia Mounds World Heritage Site. Pontoon Beach has already annexed properties adjoining the City’s corporate limits and appears to be aggressively pursuing annexation of additional properties.*
- *The economic development players need to inventory the community’s various development assets, package and market these assets more aggressively. The community has a variety of attractive features conducive to development, but may not recognize or market them as aggressively as it could to investors and visitors.*
- *Community and economic development officials should look at expanding their levels of cooperation and communication with other communities’ leaders and development allies such as IDOT and DCCA (particularly on common transportation system improvement issues).*
- *Additional support should be solicited from the business community for the economic development of Collinsville. Partnerships need to be expanded and strengthened particularly with the public and private sector.*
- *Dedications to pursue and implement the Plan that will enhance our economic well-being are vital to its success.*

- *The identification of new and expanded funding sources for economic development, including infrastructure improvements, development incentives, marketing and staffing is necessary.*
- *The community needs to examine the issue of incentives and be prepared to respond to investors' inquiries relative to their availability for development. Incentives may need to be developed to compete successfully with other communities.*
- *Expand and create new festivals for local citizenry, tourists and visitors.*
- *Provide landscape design amenities to public areas to provide for a pedestrian friendly atmosphere.*
- *Establish "Main Street Market District" or "Farmer's Market" for indoor and outdoor market activities. Enforce a special permit or license for street vendors selling produce, plants, crafts, and/or intermittent food concessions. The permit may be used as a control mechanism of the market district and may offset administration or maintenance costs.*
- *Design features that complement the historic streetscape of downtown Collinsville contributing to a "sense of place".*
- *There should be design controls over remodeling of existing structures and/or new construction.*
- *New and used car dealers should not be located in downtown areas.*
- *Providing open space and green areas assist in softening the area's appearance.*
- *Contribute to economic development by revitalizing and promoting the downtown core and its historic, architectural and cultural character.*
- *Encourage the appropriate adaptive reuse and explore financing options for historic buildings.*
- *Permit new construction in the downtown area that is compatible in design and placement with existing structures and contributes to the historic character of the community.*
- *Promote tourism associated with historic and cultural sites, districts, landscapes, and natural features.*

# **The Supporting Discussion of Economic Development, Business Retention & Tourism that will Enhance the City of Collinsville**

Community economic development activities typically include business retention, business education and promotion, and land availability information for expanded development and investment purposes. However, when the marketing of sites for development is engaged, the product which is being marketed, the communities' development land or sites, should be enhanced by attaining knowledge of the land and its environs through land management studies, producing and making available appropriate infrastructure, utilities, and development funding sources, and most important, protecting land and development investment through zoning.

Today, protective zoning is consumer oriented, in that the consumer or the development investor, not only knows where to locate his land investment, but that his investment will be protected from future inappropriate land activity. "Attracting prospects to an area that is not ready for them is not only unproductive, it is counterproductive by creating a long lasting negative image of the area among site selectors." *Phillip Phillips, Ph.D.*, Corporate Relations and Community Development, University of Illinois.

Collinsville's awareness of the need for proper planning to achieve desirable economic development results through land use planning, zoning, marketing, site management and aesthetic controls, has initiated the formulation of a land management plan to ensure the successfulness of the development of community-wide. There is cooperation among elected and appointed government officials to develop a zoning overlay, followed with a marketing plan, to provide for proper site management, site marketing, community visibility, and desired commercial, business amenities with convenient community / interstate highway interface which the Eastport Development Area can offer.

Economic development will seek the best marketable use of the land for development investment. It will establish the most appropriate and compatible zoning regulations to ensure sound investments by both developers and the community.

## **"Platform for Development"**

Many land economists or business development marketers will promote economic viability for communities through the marketing of sites for industry on the outskirts of their communities. These sites are primarily used for agriculture, or often are environmentally unstable land segments, which were not developed in the past due to their poor site buildability. Their primary initiative is based on promoting the assets of the community. More recently, economic development professionals have used target industry marketing, which asks, "What are the industries that our community desires? What types of industries are most likely to locate within our community? What industries are most attractive, or meet our community's development goals?" However, an additionally important development aspect has normally been overlooked. That is, "What sites are we promoting, and are we prepared to invite industry or commerce to these sites?"

The City of Collinsville has been very active in identifying these development platforms. As such, the Collinsville community needs to continue maintaining and expanding these business development opportunities. Such an effort can lead to ever-increasing economic development success.

Within the State of Illinois, over 500 vacant commercial and industrial sites or parks exist, with the majority of these sites being nothing more than corn, wheat, or soybean fields. They are typified by a red and white sign placed in the field stating “(A-1) Agricultural, (M-1) Industrial, (B-4) Commercial zoning.... Will build to suit, water available, please locate here.” Very little is actually known about the land that the City, the developer, or the landowner is promoting for development, or the prospective target market they desire to invite into their community.

To better prepare communities and economic development organizations for site marketing, it is advised that a land planning practice of creating a “**Platform for Development**” be initiated before a particular community site is marketed.

### ***What is a Development Platform?***

*“A professionally planned, sustainable development site (platform), based on land management planning, community target market research, and mitigatable land constraints. It provides investment protective zoning, design guidelines, and is serviced by appropriate development infrastructure and adequate utilities.”*

©Copyright 1992 Land Strategies Corporation

Business and development investors perceive location as an essential ingredient to a successful commercial or industrial park site. Location in terms of proximity to markets, suppliers, or labor force is important. However, the community or metropolitan area in which the site is located, and what that area can offer the business locator is significant. When proposing site development aspects and zoning for particular activity, it is helpful to relate these facets of planning to what is a realistic picture of your community or metropolitan region and to determine its attractive benefits. Location factors and assets regarded as favorable in attracting various commercial, businesses, light assembly and warehousing enterprises to Eastport in Collinsville, Illinois are observed as follows:

- The Eastport site is positioned on a predominantly open agricultural area in the western portion of the City of Collinsville, Illinois providing desired opportunities for development expansion. Much of the land in Eastport is vacant and undeveloped, which makes it less difficult to set the direction toward the type of development the community desires without the encumbrance of existing land uses and present development issues.
- A modern international transportation network and facilities accommodating Interstates 270, 255, 55, 70, 64, and 44, and State Routes 157, 159, and U.S. 40 have access to, or are minutes away from, the Eastport site providing direct routes to many major U.S. markets.

- Lambert International Airport is approximately twenty-five miles from the Eastport site, and two general aviation airports, St. Louis Regional Airport at Bethalto and the St. Louis Downtown-Parks Airport are within fifteen miles of the Eastport Development Area.
- The topography of the site ranges from flat to gently rolling with an average slope of 3 percent. Although the slope ranges from 1 percent to 5 percent throughout the site, most of the site is characterized by slopes ranging from 1 percent to 3 percent.
- The St. Louis/Collinsville's favorable cost-of-living, affordable housing, labor costs, education, and transportation system provides an attractive community base for location and relocation advantages for business and service executives and their employees.
- Community amenities, including the public library, churches, senior citizen center, the YMCA, golf courses, parks, sports complex, Miners Theater, Southern Illinois University at Edwardsville, Fairmont Park Race Track, and the Cahokia Mounds World Heritage Site, combine to create a very desirable living experience.
- Public funds for economic development today are in short supply. However, the Eastport site encompasses a Tax Increment Financing district within the City of Collinsville.
- Gateway Center, a convention and exposition center, along with 1,100 motel rooms, provides an anchor for the Eastport site to attract additional commercial and hospitality industries.
- Southern Illinois University at Edwardsville is eight miles to the north of Eastport and is a source of labor, research, and education for existing and new business developments.
- Several organizations, including the Collinsville Economic Development Commission, Madison County Community Development, Southwestern Illinois Development Authority and Illinois Department of Commerce and Community Affairs, may integrate economic development efforts with local government and financial institutions to improve economic advantages of the Eastport Development Area.
- One of the most advantageous location factors of the Eastport Development Area is its immediate proximity to the downtown St. Louis corporate business and tourism assets. According to recent studies, conducted with nearly 1,000 (primarily Class A building) tenants nationwide by Kingsley & Associates, a real estate market research and consulting service based in San Francisco, *“Eighty percent of tenants listed location as the primary factor in their site selection decision. Proximity to downtown, to clients, to employees’ homes, to public transportation, to the airport, and to highways are all part of the location factor.”*

The study revealed that the second most important criteria in site selection were image and building management. Price was the third most important factor followed by the suitability and availability of space and finally, amenities.

## **THE COLLINSVILLE EASTPORT DEVELOPMENT PARK CONCEPT**

During the past twenty-seven years the Eastport Area has experienced sporadic development activity at the crossroads of Interstate 55/70, and Illinois Route 157, in Collinsville, Illinois. Eastport Plaza, Inc. commenced the initial 135-Acre project in 1978. Since that period of planning, there has been investment by two hotel chains, several restaurants, insurance offices, and a State of Illinois regional transportation headquarters. New emphasis in development promotion, and investment in site preparation and need for structural/aesthetic compatibility and integrity has made this study essential. No complete land use or construction guidelines exist at this time that covers all portions of property development within this important corridor. The responsibility is given to communities in Illinois through powers of zoning to regulate future land development. This project will seek the best marketable use of the land for development investment. It will establish the most appropriate and compatible zoning regulations to ensure sound investments by both developers and the community.

The Collinsville Planning Commission is managing this land use planning and zoning project for the City of Collinsville. There will be three major phases of the Zoning Overlay Project. Phase I will review and suggest appropriate districting for further development and investment expansion. Phase II will develop zoning district guidelines, and site planning regulations for each district; and Phase III will construct the final zoning overlay document for ordinance approval by the City Council.

- I. The Plaza at Eastport (Hospitality)
- IA. The Plaza at Fairmont Park (Hospitality)
- II. Eastport Corporate Meadows (Corporate Office)
- III. Eastport Main Business Center (Professional Office)
- IIIA. Eastport Schoolhouse Business Center (Regional Office)
- IV. The Fairmont Marketplace at Eastport (Retail Center)
- V. Eastport Industrial Park (Distribution Assembly)

## **DOWNTOWN COLLINSVILLE DESIGN ELEMENTS**

*....Identification of Design Elements to Preserve the Original Fabric of the Downtown Area*

*“A community derives its character from its buildings.”* They reflect the aesthetic value, business development and social characteristics of a town throughout its growth, creating a unique identity. Architecture and craftsmanship represents years of investments within older sectors of a community identity.

Most cities today are using design review as a way to encourage interesting skylines, promote attractive human-scale street level facades and minimize negative environmental impacts. However, one of the problems that cities have had for the past 20 years is that they look at landscape and historic landscape in the downtown area as merely a sprucing up. Adding light poles, benches, and trees without looking at the planning, organization and whole design of the downtown area may be



counterproductive. For example, a City may appropriate a substantial sum of money for trees along the front sidewalks and then completely neglect the design of parking lots next to, and in the rear of, buildings. Commitment to good civic design and to relationships between buildings and streetscapes that enhance social activities, marketing and development opportunities will assist a downtown in its revitalization efforts.

Early historic preservation efforts in this country focused initially on the preservation of individual buildings for their historical value and architectural merit. But as early as the 1960s people had begun to recognize that historic buildings and areas made an important contribution to the economic health of cities as well to their attractiveness and livability. Physical preservation of cities is an important way to promote the mixture of uses and visual attractiveness that contribute to a City's economic and social success. Cities are trying to generate greater variety in downtown activities and, in many instances, historic preservation is seen as an important factor in accomplishing this goal.

The impact of an "infill" project, in a small area such as Collinsville's downtown, can vary dramatically, and due to the vast amount of housing and building stock that is intact, the design of "infill" development is of paramount concern and should respect the streetscape of the downtown area. Collinsville citizens should take cues from the downtown streetscape and allow buildings to reflect their own period of development. Rehabilitation and renovation of older buildings as well as new construction are desired attributes in a downtown, but neither should erode the original fabric of the downtown area.

*.... Increasing the Economic Development and Redevelopment Potential of Downtown Collinsville by Implementing Historic Preservation Activities*

Progressive downtown business people have realized that, although many of their former customers may have been lured away, Main Street business districts retain at least one major asset: *The architecture and ambiance of an earlier time.* Land Strategies Corporation refers to this attribute as the "Historic Advantage". Ironically, Main Street America has the historic architectural assets that many mall and commercial strip designers are frantically attempting to replicate in new developments. Imaginative business plans, built around historic architecture, can generate a vibrant economic environment downtown. Because downtown is the focal point for the economy, history, and architecture of a community, increasing attention is now being paid to restoring an attractive and inviting Main Street. Cities are renovating their downtown architecture to bring about a renewed interest and sense of community pride. Many cities have found that through renovations and restorations such as improving building facades and street paving and parking lots, establishing new lighting and signs and making components to scale, they have experienced a rebirth of sorts.

Implementation of a realistic historic preservation program will result in numerous economic benefits to the downtown areas and the community at-large. Property values will be stabilized or improved, thereby increasing City tax revenues. In addition, the preservation of older structures translates into savings in the area of building material and development costs. Viable economic activities will be created; new businesses will be attracted to downtown and investment of public and private funds will be stimulated. Increased tourism results from preservation activities; bringing additional service jobs and sales tax revenue. Collinsville is unique in that it has enormous redevelopment potential;

large vacant parcels and buildings, potential vacancy of the AT&T and Illinois Bell Buildings and possible relocation of automobile related services.

Historical “gems” such as the Miner’s Theater, Columbia School, and the Baptist Church could be renovated for private and public uses; possibly assembly halls, museums, or art galleries. Development interest in the downtown has included many exciting possibilities; senior citizen housing, YMCA, expansion of institutional or government center, general office complex, medical complex, food/grocery store, variety store, and a large restaurant. New development could be encouraged to be in the form of contributing of a “*destination marketplace*” and its design should be related to its surrounding context in terms of land use intensity, scale, setbacks, architectural style, and type of construction materials. Aspects worth reviewing are:

- *The downtown area possesses certain characteristics that will provide an advantage in attracting and promoting of a particular development activity.*
- *Present land uses, building types, and unique places in the downtown area give Collinsville its identity.*
- *Types of infill development should be encouraged to make use of vacant lots and buildings in the downtown area.*
- *Some demolition of existing structures should be allowed to make room for new development.*
- *There are particular areas in downtown, around historical or architectural structures, that entertainment or cultural centers could be formed.*
- *There are particular market niches that Downtown Collinsville could fill to compete with outlying market areas.*

Keys to economic development: The community must have an economic development plan. The community needs a land use plan and zoning ordinance that delineates what development will go where. The community, or rather local government, needs to help businesses acquire financing. Local banks need to support community economic development, by creating a Community Development Corporation. A Community Development Corporation (CDC) is a multi-bank development corporation whose purpose is to promote small business start-up and expansion and therefore generate employment opportunities. It can promote economic development by providing debt and equity financing to qualifying small businesses. A CDC can be organized on behalf of the Collinsville City Council and may be funded in part by a grant from the Illinois Department of Commerce and Community Affairs (DCCA).

The State of Illinois offers several financial business assistance programs from a variety of agencies. The principal agency is the Department of Commerce and Community Affairs (DCCA). Programs used to assist in economic development include:

- \*Small Business Development Loan Program
- \*Small Business Micro Loan Program
- \*Direct Loan Fund

- \*Community Services Block Grant Business Loan Programs
- \*Illinois Small Business Growth Corporation
- \*Economic Development Financing Program
- \*Link Deposit Program
- \*Industrial Revenue Bond
- \*Bank and Community Development Corporation
- \*Community Development Assistance Program
- \*Employer Training Assistance Program
- \*Job Training Partnership Act Program
- \*Illinois Industrial Training Program
- \*Illinois Rural Bond Bank

New housing construction affects Collinsville in many important ways, but perhaps its most important contribution is to the economy. This building activity represents many jobs in the residential construction, building material and household furnishing industries. But new residential development also requires new or expanded urban services such as streets and highways, bridges, mass transportation, water, sewer, and solid waste disposal. It can produce more congestion on the streets and highways. It removes land from an open space condition, or from a productive agriculture use, and covers it with rooftops and pavement, accelerating rainwater run-off and adding to flooding problems.

Community-wide business park developments versus zoning for a particular business provides these advantages:

- \*Supplies infrastructure more economically;
- \*Often reduces land costs;
- \*Brings complementary firms or businesses together;
- \*Provides efficient delivery of needed public services like police and fire;
- \*Controls and reduces traffic around plant areas; and
- \*Provides efficient access to transportation systems.

Two important factors are associated with promoting a business park development. The first is economic characteristics conducive to the type of development the park is designed to facilitate. The second is marketing the park. Underutilized business parks are usually a direct result of lack of marketing effort. Parks have to be promoted, maintained, and continually improved, and the marketing effort must be intensive and ongoing.

Development Assistance – a community should be prepared to provide special assistance to prospective businesses. Designation of a person, or a team of people responsible for assisting a business in selecting a location and meeting municipal development requirements; assisting with zoning and building regulations and permit processing and financing.

The effects of economic development are measured by the generation of additional tax revenues, employment opportunities and income. Most importantly, the overall effect of each stage in the City's economic development is to provide a stepping stone towards future stages of economic development activity.

Existing commercial and industrial development within and adjacent to Collinsville is primarily the product of three factors: the City's location with respect to transportation facilities, its population growth, and the characteristics of available land.

An Economic Development Plan centers around two key elements: Instituting land-use controls (zoning ordinance) and promoting development. The zoning ordinance is necessary to regulate the type of development that may occur at specific sites throughout Collinsville. In addition, zoning ordinances may spell out certain requirements that a developer must meet. These requirements may include number of parking spaces, landscaping and signage. The objective of placing these requirements on the developer is to promote the aesthetic quality of development as desired by the citizens of Collinsville. In total, zoning ordinances are an essential tool to regulate the type and quality of future development in Collinsville.

The City of Collinsville should maximize its economic development potential by diversifying its economic base. Maximizing and diversifying the City's economy increases the City's ability to sustain various economic cycles and allows the tax income collected to provide City services to be divided proportionally among various user groups (e.g. homeowners, business owners, industry and tourists). No one group should endure the bulk of the tax burden.

The keys to pursuing economic development within Collinsville are:

- Development of an Economic Development Plan to assess the community's needs for economic development activities and determine the City's assets in attracting types of desirable development;
- Development of a Land Use Plan and Zoning Ordinance that delineates what development will go where; and
- Development of a Marketing Plan which would promote the community and devise activities to "seek" economic development opportunities.

Most community leaders are elected officials that have other professions and volunteer their time to serve the community on a part-time basis. This makes it more difficult for Collinsville to take advantage of development opportunities as they arise. An additional key to obtain sustainable positive economic change lies in the power of local citizens who organize with the vision of their future.

The community, or rather the local government, should be selective in the types of economic development it pursues and should be able to assist the selected development in acquiring financing, and more importantly, in marketing and securing the developer's investment from unplanned and disorderly development.

### **Tourism as an Economic Development Resource**

A strong possibility to maximize Collinsville's economic development potential involves building on natural attractions that sometimes are accepted by residents as too commonplace to be of interest to tourists. The direct effect of tourism dollars is widely recognized, and the City may be able to make the tourism industry an essential ingredient in their economic development program. Additional research and a careful review of the

historical, cultural, and natural attractions may reap rewards in income and employment associated with tourism.

The City of Collinsville continues to experience a strong economic "push" with the Collinsville Crossing Shopping Center, a hotel proposal, theater, amphitheater, several new restaurants and service uses. Such development further enhances tourism opportunities by providing additional business which can service the tourism market.

Existing commercial and business development within, and adjacent to, Collinsville is primarily the product of three factors: the City's location with respect to transportation facilities, its population growth, and the availability of land. In order to accommodate existing and future commercial/business development the City should institute land use controls, mainly the zoning code, to preserve and promote development. Zoning ordinances are necessary to regulate the type of development that may occur at specific sites throughout Collinsville. In addition, zoning ordinances may spell out certain requirements that a developer must meet. The objective of placing these requirements on the developer is to promote the aesthetic quality of development as desired by the citizens of Collinsville and ensure the investment of the community, as well as the developer.

## NEIGHBORHOODS, HOUSING & HISTORIC PRESERVATION

*“How do we sustain, protect and improve our housing stock and neighborhoods? How do we preserve our community’s significant past?”*

**The Vision Statement: “Neighborhoods, Housing & Historic Preservation are the Important Factors in Preserving the Fabric of the Community.”**

*The Vision Statements were developed through meetings and composed of Collinsville residents, stakeholders, city staff and community volunteers. These issues represent the foundation of future planning within Collinsville.*

*The following statements are issues that lead to the development of the Collinsville Comprehensive Plan.*

- *Identify prime sites for new housing development.*
- *Organize and administer improvement programs designed to enhance the condition of the existing housing stock.*
- *Institute additional land use regulations to guide residential development.*
- *Provide for, and promote, Collinsville as a desirable residential community.*
- *Protect historic sites such as the Glenwood Cemetery, Catsup Bottle Water Tower, City Hall, Old Post Office, Miner’s Theater.*
- *Collinsville does not need any more multi-family units.*
- *Keep single-family homes with single-family uses.*
- *Eliminate those mobile homes which are not located in the proper zoning district throughout Collinsville.*
- *Infill on Main Street and Clay Street should be two-story brick buildings. Steel-sided buildings do not belong on, or near, Main Street.*
- *Upgrade single-family dwellings surrounding the downtown area.*
- *Place utility lines underground along Main Street. Require underground utilities within newer subdivisions.*
- *Main Street should not be returned to a two-way arterial with landscaping and sidewalks.*
- *Connect residential areas to commercial areas with bikeways/walkways.*
- *Form a partnership with Collinsville High School and developers to rehab homes.*

- *Develop well-built infill homes with 900-1200 square feet of space in existing neighborhoods.*
- *Reutilize old schools, factories as apartment buildings.*
- *Encourage rental units or condos on the second floor of Main Street buildings.*
- *Zoning should be more sensitive to residential housing and historic areas.*
- *Conduct studies to determine residential development needs for families, individuals, elderly, and the disabled.*
- *Provide for adolescent and teen activities.*
- *Develop a community center, which may be used by all residents for civic, recreational, educational and/or social purposes.*
- *Identify health care needs of the present population and anticipate health needs of a steadily increasing elderly population.*
- *Cooperate with the School Board to assess the need for additional public education facilities with a curriculum and learning environment to foster higher-education attainment levels among existing and future students.*
- *Provide a forum for the development of public or private preschool programs for childcare with social and development benefits.*
- *Preserve and maintain structures that are significant reminders of Collinsville's social and architectural history.*
- *Continue to improve the City's historical/architectural inventory and knowledge of historic and natural resources.*
- *Encourage the highest standards of maintenance and restoration of the exterior of designated historic structures.*
- *Preserve natural resources that are individually significant or are important in combination with historic structural resources to the understanding or appreciation of the landscape.*
- *Encourage the preservation of cultural imprints in the community, such as ghost writing, brick alleys, historic cemeteries, mine sites, and electric line corridor.*
- *Seek grant funding for intensive-level survey of the downtown area.*
- *Preserve the character and livability of neighborhoods while strengthening civic pride through neighborhood conservation.*
- *Encourage the retention of older housing in the area adjacent to the downtown area.*

- *Establish a neighborhood conservation overlay zone, with review procedures for alterations, demolition, and new construction.*
- *Prepare neighborhood plans for each City neighborhood.*
- *Target code enforcement to specified neighborhoods on a rotating basis, while providing technical and financial assistance for home improvements.*
- *Initiate vacant lot clean-up program and review process for new development on vacant lots in neighborhood conservation districts.*
- *List properties on the National Register to allow property owners to take advantage of federal and state tax incentives for rehabilitation projects.*
- *Incorporate the preservation of important historic and archaeological resources into all planning and development.*
- *Incorporate historic preservation goals more fully into the City's Comprehensive Plan.*
- *Plan public expenditures so as to complement the existing cultural landscape and economy.*
- *Improve vehicular and pedestrian access routes to the downtown area that will encourage people to traverse downtown "on-foot," without comprising the historic character of the community.*
- *Review City ordinances, particularly zoning, building, and subdivision, for compatibility with preservation objectives.*
- *Meet jointly with communities, park districts and other government agencies regarding various aspects of preservation planning.*
- *Amend all downtown redevelopment plans to include a preservation element.*
- *Foster an understanding and appreciation of Collinsville's history, culture and architecture.*
- *Provide opportunities for education and appreciation of historic and archaeological resources.*
- *Encourage the study of the history of Collinsville and its architectural and historic resources.*
- *Assist historical societies and museums in Collinsville in their public education and preservation efforts.*
- *Promote the dissemination of technical information that could assist property owners in their research and restoration efforts.*



## **The Supporting Discussion of Neighborhoods, Housing & Historic Preservation**

Zoning ensures that residential land use or housing within a community is properly situated in relation to one another providing adequate space for each type of development. It allows for the control of development density in each residential area so that property can be services adequately by government facilities. Also, it directs new residential growth into appropriate areas, therefore protecting existing property from incompatible uses or density.

Encourage continuing the enforcement of its existing building codes and subdivision regulations. Effective administration in these areas will serve to monitor and, subsequently, guide for construction of new housing or the modification of existing homes. The task of promoting the City as a desirable place to live could be accomplished through a group set-up to disseminate information about the community and to act as a point-of-contact for potential developers or contractors. Representatives of government, industry and the financial community, those individuals viewed as knowledgeable about various residential sites, opportunities and restrictions, should be included. This group should maintain a fact sheet concerning attributes of the City in general, and relating to each potentially suitable site in the City, in particular.

New housing construction affects Collinsville in many important ways, but perhaps its most important contribution is to the economy. This building activity represents many jobs in the residential construction, building material and household furnishing industries. Residential development will steadily increase in the community, probably without much assistance from local residents. However, as stated in the proceeding housing section, it is important to present and maintain a positive living environment. A quality living environment means providing services and amenities to all residents.

Recommendations to preserve and maintain Collinsville's attractive living environment include: the continued enhancement of residential opportunities, concentration on high-quality single-family development, is a fundamental ingredient for realizing Collinsville's long-term goals.

### **Benefits of Historic Preservation**

The importance of historic preservation for a community's overall viability and quality of life cannot be overemphasized. Historic preservation, if properly applied and executed, can assist community development commissions and other organizations in achieving several common objectives for community betterment, which includes:

*Linking the past with the present and future.....*

*Important to the overall identity of the community.*

*Conserves the community's historical, architectural, and cultural resources.*

*Establishes focal points for the community providing a sense of civic pride.*

*Protecting and promoting property investments & neighborhood preservation....*

*Historic districts tend to rebuild and strengthen neighborhoods.*

*Maintains older housing stock to ensure health & safety.*

*Historic districts further enhance property values through ensuring that improvements are completed in accordance with design guidelines.*

*Importance to the overall viability and economic well-being of a community....*

*Helps maintain a stable tax base that serves to fund municipal services.*

*Promotes reinvestment and redevelopment of neighborhoods.*

*Promotes economic development through tourism.*

*Well-kept neighborhoods are important in recruiting new business and industry.*

*Maintains and improves the aesthetics of the community.*

*Provides a synergy for commercial and residential development and investment.*

*Assists in administering the four-point Main Street approach to maximize downtown revitalization efforts.*

## **Dealing with Aging Buildings and Rehabilitation Costs and Benefits**

Buildings neglected of routine maintenance and repair unfortunately result in additional “disinvestment” in the community. However, just the opposite is also true. Maintaining property standards encourages additional “reinvestment”. Collinsville has a significant number of older structures, both commercial and residential properties, which are in a deteriorated state and either should be brought up to present building codes, or be demolished. Several of the older structures in the downtown area are of unique architectural styles, but have been severely altered beyond their original state.

Today, most building codes expect that historic buildings, like new construction, should meet or exceed the minimum safety standards established by Codes for all buildings. It is becoming more evident that Building Code requirements limit the ability of historic buildings to meet their economic potential and maintain their cultural value. Several municipal governments have produced and adopted special provisions or separate code documents specifically written for rehabilitation projects. Additionally, conflicts may arise when a proposed rehabilitation project must comply with both the Building Codes and preservation guidelines at the local, state, or federal level.

Regardless of whatever other attributes a historic building may have, ultimately the building is “real estate”. Its economic capacity, measures of return, value as an asset, and attractiveness as an investment are all going to be calculated by investors, bankers, and developers in the same fashion as any other parcel of real estate.

*The National Trust for Historic Preservation, the Urban Land Institute, the Department of Commerce, the Department of Interior and others have conducted a broad spectrum of*

studies. Construction cost manuals also provide line item by line item comparisons for rehabilitation and new construction. While any single project will have variability, there is a consistent pattern that emerges. If no demolition is required, a major commercial rehabilitation will cost from 12 percent less to 9 percent more than the cost of comparable new construction, with the typical building cost savings being about 4 percent. If new construction requires incurring the costs of razing an existing building, the cost savings from rehabilitation should range from 3 percent to 16 percent. While these cost savings may seem nominal, other factors can add to the cost benefit. Furthermore, whenever major elements of the building can be reused-mechanical, plumbing or electrical systems, windows, roof repair instead of replacement-the cost savings will increase significantly.

The formulation of particular areas within Collinsville will suggest the very nature of determining historic districts and in introducing a “*preservation focus*” for the community. A general understanding of how the community is presently functioning and identifying both positive and negative aspects of the community. The preservation plan must be developed with the understanding that not all areas of Downtown Collinsville are at the same development point, and in fact, did not have all the same characteristics when they were created. Historic preservation planning will have to respond to these areas differently, perhaps using different approaches, goals, programs, and implementation procedures. The following districts are recommendations from the knowledge of this study. They are presented only to assist in identifying distinct areas close to the downtown district and eventually may not reflect these proposed boundaries or particular identifying names.

(1) MAIN STREET CENTER HISTORIC DISTRICT

**Area Designation:** The area is designated by its historical development, the continuity in its streetscape design, its functional use as a center of business activity, and the impact of auto and pedestrian traffic relating to the major intersections of Vandalia, Morrison, and Main Streets.

(2) WEST MAIN HISTORIC DISTRICT

**Area Designation:** The area is designated by a change in visual character from the high-density commercial land use of the Main Street Center to a mix use of commercial/residential. The area is characterized by strong institutional uses and large employment centers.

(3) SOUTH VANDALIA HISTORIC DISTRICT

**Area Designation:** The area is designated by its visual transition from a Downtown Area to a commercial strip. Vandalia developed historically as rural Collinsville, but segments of Vandalia have been redeveloped numerous times thus fragmenting the landscape.

(4) JOHNSON NEIGHBORHOOD HISTORIC DISTRICT

**Area Designation:** Its boundaries of early residential subdivisions and an architectural style of predominantly National Folk, ca 1850-1890 designate the area. Most of the residences are wooden dwellings with braced framing covered by wood sheathing or modern exterior coverings. These subdivisions were

platted on gently rolling terrain permitting the traditional street grid pattern, but characterized by curved streets.

(5) GLENWOOD NEIGHBORHOOD HISTORIC DISTRICT  
and the EAST MAIN NEIGHBORHOOD HISTORIC DISTRICT

**Area Designation:** These areas are designated by the large number of original structures and their size and architectural styles. Because of the hilly terrain, there is little reference to the rectangular street grid design of the downtown area, and as a result, these neighborhoods have streets intersecting at a variety of angles and irregular intervals.

### Condition of Housing and Appearance of Residential Areas

*“A sound community begins with safe housing and viable neighborhoods.”* A concern for *“quality of life”* is considered to be the single most important factor that residents and businesses consider in choosing a community. The condition and overall appearance of neighborhoods in proximity of a downtown will significantly impact its revitalization efforts. A community can add all the finest decorative fixtures along the Main Street, but if investors witness deteriorated residential areas adjacent to downtown, the viability of the entire downtown may be questioned. Maintaining affordable quality living and diversified housing opportunities, as well as eliminating conflicts between residential types; single-family, multi-family, renter-occupied, and owner-occupied, will preserve Collinsville’s success as a *“bedroom community”* and strengthen the downtown revitalization efforts.

Suburbanites have available a sophisticated array of property value protection tools ranging from covenants and easements to subdivision regulations. But what assurance do urban property owners have that their neighborhoods will not turn into a hodgepodge of poorly planned developments ultimately undermining their property values? The resulting lack of cohesiveness makes an area less attractive to investors and homebuyers. Buyers must know that the aspects that make a particular neighborhood attractive and unique will be maintained. Most of the residential dwellings which spiral from Collinsville’s core are of modest means, many considered to be American folk housing springing up from the railroad and mining days between the 1880s-1910s, and the second wave of housing consisting of Craftsman style, 1920s-1940s vintage. The earlier American folk homes are basically wooden dwellings constructed with braced framing covered by wood sheathing. With the exception of Craftsman homes constructed of brick or stucco, or those homes that have been maintained routinely throughout the years, the majority of these structures are showing their age.

A positive aspect of these residential areas include the rhythmic repetition of shape among these homes, similar building materials used to construct homes, harmony in the uniform setback lines of buildings, similar lawns and plantings. These are neighborhood delineating features that identify boundaries of cohesive platted subdivisions. Better maintenance of yards and rehabilitation of these homes would bring out the historic character that exists despite unsympathetic treatment to these structures over many years.

Factors addressed when delineating neighborhoods:

*Historical Factors*

- *Boundaries of an original settlement or early planned community*
- *Concentration of early buildings and sites*

*Visual Factors*

- *Determinations or influences of an architectural survey*
- *Changes in the visual character of an area*
- *Topographical considerations*
- *Gateways, entrances, and vistas to and from a district*

*Surveyed lines and lines of convenience*

- *Legally established boundary lines*
- *Streets and other local rights-of-way*
- *Property lines*
- *Uniform setback lines*
- *Other lines of convenience*

*Political considerations*

- *Opinions of government officials, institutions, private citizens, and property owners*

*Socioeconomic factors*

- *Ability of residents to pay for improvements*
- *Desire to conform to district regulations*
- *Affordability of remaining in area after designation*

**Land Use and Zoning and its Pertinence to Protecting Collinsville's Historical/Architectural Resources**

The character of a downtown is defined by the overall condition and character of its landscape patterns, which include land use, building type and condition, street arrangement, density, spatial definition, and the unique places which give the community its own identity. Any community's downtown is the *"heart of the community"*, and careful attention must be given to ensure that only appropriate land uses are permitted which will preserve community character.

The overall zoning code in Collinsville is based on development trends of the past several decades and does not recognize the growing values placed on preserving the scale, style, and character of the City's past. Under Collinsville's present zoning, (B-2) Central Business District, virtually any type of business can operate in any location in any building in the downtown area. Several older structures have been converted to accommodate land uses of other than their original nature and, as a result, have lost their historical and architectural integrity.

The two usual methods of regulating the permitted land uses, densities, and development standards in historical/architectural significantly areas are: (1) to designate a historic district as a distinct zoning district and to include in the district regulations, the permissible uses, densities, and development standards; and (2) to apply a historic

district designation as an overlay zone. An historic *overlay zone* may apply historic preservation standards to an historic district that crosses several different zoning districts. The historic standards do not replace the preexisting standards, but apply additional requirements. This approach gives affected landowners the security of knowing that the historic preservation district will not change the permitted uses, densities, and criteria of the existing zone.

In every community it is important to clarify the relationship between preservation and zoning. Zoning variances or special use applications granted in historic neighborhoods or districts, or for properties adjacent to historic resources, can have a significant impact on the historic character of the heritage resource. For example, in a historic residential district where one of the essential qualities is a streetscape of single-story cottages with uniform setbacks from the street, an application for a variation from the setback requirements might mar the character of the district. A special exception application to allow a commercial use in one of the cottages might also change the character of the district. To adequately protect historic resources, a preservation plan must take into consideration all of the land-use management tools available in a community. Zoning ordinances must be compatible with and promote the protection of historic resources.

Local regulatory rules often act as significant deterrents to the conservation of older buildings. All City departments should consider the impact on historic preservation in the development and enforcement of land use, building code, fire code, environmental review and other city regulations. Codes affecting historic properties should be flexible in order to promote shared use and adaptive reuse, with land usage and zoning controls being tightened to preserve and promote the characteristics which make Downtown Collinsville unique.

Historic preservation plays a central role in downtown revitalization and neighborhood redevelopment. It is in the best interest of a community to integrate preservation values into the local policies that shape downtown growth and development. Local policies that shape urban growth and development are critical to the future historic preservation and to that of America's aging cities.

To become a great American city in the 21<sup>st</sup> century, a city must preserve those special places that make it a unique, interesting and attractive place to live and work. A city's historic landmarks and districts clearly rank prominently among such places. The preservation of these special places is too important to be left to chance; it requires planning as well as citizen involvement and constant vigilance. For those cities interested in becoming better places in which to live and work, these recommendations are made:

- *Identify historic places, both architectural and natural, that gives the community its special character and that can aid its future well-being.*
- *Adopt the preservation of historic places as a goal of planning for land use, economic development, housing, and transportation.*
- *Develop revitalization strategies that capitalize on the existing value of historic residential and commercial neighborhoods and provide well-designed compatible housing without displacing existing residents.*

- *Ensure that policies and decisions on community growth and development respect a community's heritage and enhance overall livability.*
- *Demand excellence in design for new construction and in the stewardship of historic properties and places.*
- *Use a community's heritage to educate citizens of all ages in building civic pride.*

Failing to plan and manage growth is likely to result in the destruction of our historic places and in diminished value within cities. Preservation advocates should relate historic preservation to broader community concerns including housing, economic development, tourism promotion and transportation related issues. This can be accomplished by explaining the contribution of preservation to a city's economy, by developing alliances with groups concerned with other community issues and by joining forces with those concerned with preserving the quality of life for residents.

Collinsville citizens must look beyond traditional preservation ordinances and landmark commissions and address those planning forums that have the most influence over their city's future development. Such forums include the City Council, Planning Commission, Zoning Board, Economic Development Commission, Department of Public Works, and the Downtown Development Commission. The adoption of a Historic Preservation Ordinance and the establishment of a Historic Preservation Commission are imminent technical preservation steps and remain vitally important in Collinsville's rebirth. Their strength and potential usefulness may be undercut if preservation values are not reflected in local policies that set the stage for the redevelopment of Downtown Collinsville and the overall economic viability of the community.

A historic structure survey was initiated several years ago by a local preservation organization within the City of Collinsville. The group was formed to preserve the community's heritage and begin investigating the impact that new development plans would have on the community's remaining historical and architectural resources. Of great concern was the evidence of an eroding urban fabric as improvements to downtown buildings were made without regard to adjoining buildings and surroundings. In response, this preservation organization began to photograph and collect historical information of individual buildings and downtown streetscapes.

The local preservation organization reviewed previous historic building surveys conducted in Collinsville. As part of an early effort to locate significant architectural and historic properties, the State of Illinois conducted an "*Inventories of Architecture before WW II in Madison County*" as part of the Illinois Historic Structures Survey in 1974. The companion "*Inventories of Historic Landmarks in Madison County*" part of the Illinois Historic Landmarks Survey, was also produced in 1974. Both of these surveys were reconnaissance type surveys of Madison County. Usually only the largest and/or most notable structures were included in the report. Typically, these surveys emphasized nineteenth and early twentieth century architecture and do not include much, if any, post-1920 architecture. No contextual information was developed. The survey noted *the City Hall at 125 South Center, the Sims House at 235 South Aurora, the apartment building at 106 Chestnut, Masonic Temple at 205 West Clay, a residence at 403 Greenwood, the Brown House at 317 West Main, the Bonn House at 621 West Main and a residence at 412 Morrison.*

The East-West Gateway Coordinating Council sponsored the Historic Sites Inventory for the St. Louis Metropolitan Region, which was originally published in 1976. This survey included the above mentioned properties and the *Becker House* at 237 North Clinton, the *Beidler House* at 315 East Church, the *Cook property* at Lake Avenue and Laura, the *Granau House* at 311 South Plum, the *Home Federal Savings and Loan building* with the Bull Durham Tobacco sign on the west wall, the *Miner's Institute building* at 200 West Main and *Ostle Drug Store* at 228 West Main.

An evaluation system should be developed and implemented to establish priorities for intensive surveying that would identify local and/or state historic designations, and the relative significance of inventoried historic sites, structures and areas. Buildings and sites may be rated on the uniqueness of architectural and structural type; association with an historical event, person, or cultural activity; association with an architect or master builder; and the integrity, age and condition of a structure.

Potential historic districts are identified after the historic resources have been inventoried and evaluated according to selected criteria. It is important to note that historic resources do not simply stand alone as individual buildings or landscapes, but are part of an entire context of a community. Without this understanding, the community will lose its historic and architectural character if only “*the best*” buildings are protected and preserved.

Survey efforts of the Historic Preservation Study Committee determined that *Downtown Collinsville* and properties adjacent to the downtown would benefit from an ongoing survey and research effort to identify neighborhoods, specific areas, sites, structures, and objects that have historic, community, architectural, or aesthetic importance, interest, or value. As part of the survey, historical and architectural descriptions, facts, and photographs should continue to be added to the survey forms. These survey forms are not part of this Plan, but were prepared to be an adjunct that will be added to and improved upon during subsequent studies.

## **ENVIRONMENT, RECREATION & GREENWAYS**

*“What are our environmentally sensitive areas for development or preservation? How do we expand and connect our recreation activities within the community? How can the City of Collinsville and Collinsville Area Recreation District (C.A.R.D.) form a community partnership for recreation and resource preservation?”*

**The Vision Statement: “Environment, Recreation & Greenways can be Developed in Conjunction with Preservation in Mind Proving a Quality Standard of Living.”**

*The Vision Statements were developed through meetings and composed of Collinsville residents, stakeholders, city staff and community volunteers. These issues represent the foundation of future planning within Collinsville.*

*The following statements are issues that lead to the development of the Collinsville Comprehensive Plan.*



## **Environmental Planning Recommendations**

- *Develop a Floodplain Management Plan to be enforced by a local Floodplain Ordinance.*
- *With the increase in population, more green spaces are needed in neighborhoods.*
- *Prepare wetland areas for mitigation banking.*

## **Recreation and Natural Resource Planning Recommendations**

- *Listerman Park should be redesigned with much better lighting.*
- *A new multi-purpose recreational center is needed within the community or recreation district.*
- *There exists a lack of lands for hiking, biking, and pedestrian access to parks and recreation facilities.*
- *A City ordinance providing more common ground within subdivision developments is recommended.*
- *The Collinsville Area is lacking a quality public owned golf course.*
- *The development of a mechanism to acquire and administer open lands and nature areas within the Collinsville Area Recreation District boundaries.*
- *Better cooperation in recreation programming between the Collinsville School District, the YMCA, and the Collinsville Area Recreation District should be developed.*
- *Many athletic fields and facilities need expansion and improvement.*
- *Improve all restroom, spectator, and vendor facilities within all district parks.*
- *More programming and projects that enhance tourism should be coordinated with the Collinsville Convention and Visitors Bureau.*
- *“Public art” and “Art within Parks” should be promoted.*
- *Better transportation to recreation facilities and programming is needed.*
- *The Sports Complex on Collinsville Road needs better visibility.*
- *Program and facility opportunities exist at the Cahokia Mounds Historic Site.*

# The Supporting Discussion of Environment, Recreation & Greenways

## Development and Environmental Compliance

Minimizing environmental problems and maximizing economic productivity can effectively coexist. As an example, there is an economic cost for wetland compliance, but that investment can yield dividends in the form of money saving and self-maintaining water management services; increase aesthetic appeal; and greater acre-for-acre value of property. With wetlands, as with any environmental issue, beneficial site design and permit negotiation can add economic value to the initial investment.

Many important physical factors have increased the frequency and severity of flooding within the region. Poor management of our natural resources is one of these factors. Erosion from areas under development produces sediment, which obstructs drainage facilities and reduces the capacity of the streams to convey water. Development of wetland areas also adds to the problem. The natural floodwater storage of these wetlands is lost through filling, and the development often drains into storm sewers that speed the runoff to downstream floodplains. The practice of filling floodplains to insure that planned improvements are above past record flood depths is another factor. Filling causes the storm runoff to find other areas to flood. In addition, alterations to stream channels have contributed to the flooding problem. While uncontrolled stream modification may provide flood protection to adjacent areas, the downstream effects have commonly been detrimental.

Although it may be possible with sufficiently large expenditures to overcome physical development constraints or any environmental magnitude, extreme consideration should be given to possible problems due to drainage, steep slopes, soils, and geological conditions to prevent, or at the very least, minimize both short-and-long-range damage to both individual property and the community as a whole.

Soil erosion and off-site sediment runoff are serious environmental problems throughout the State. Each year, millions of tons of soil are eroded by water and wind from agricultural land, areas undergoing development and developed areas that are improperly protected. Uncontrolled erosion from construction activities can generate enormous quantities of sediment, 20 to 200 tons per acre per year. In comparison, typical erosion rates from croplands range from 1 to 20 tons per acre per year.

Excess sediment from construction sites fills storm sewers and ditches, detention basins, wetlands, and stream and river channels. The sediment reduces the carrying capacity of streams, transports pesticides and other pollutants, and degrades aquatic habitat. In addition, uncontrolled erosion and sedimentation lower the economic value of farmland, reduce the effectiveness of stormwater management facilities, and create hazards on streets and sidewalks. The Illinois Water Quality Management Plan identifies sedimentation as a major water pollution problem in both rural and urbanized areas and recommends that all counties and municipalities adopt an erosion and sedimentation control ordinance.

A soil erosion and sediment control ordinance provides for the issuance of a site development permit based on development plans and erosion control measures proposed by a developer and submitted to the local government with land use jurisdiction. Developments below a minimum size would not be required to secure a separate permit, but would still be expected to include effective erosion control measures during construction. A soil erosion and sediment control ordinance should include:

1. Sediment control measures to protect off-site areas from sediment damage, include silt fences, grass filter strips, sediment basins and dust abatement techniques.
2. Runoff control measures to prevent or control gully erosion, channel erosion and steambank erosion, measures include diversions, waterways, spillways, surface outlets and underground drainage and outlet systems to move water from one place to another with minimal erosion.
3. Soil stabilization measures to protect soils from forces that detach soil particles include vegetative and non-vegetative soil covers and diversions.

The strict adherence to this Ordinance should require that all developable land have soil erosion controls, secondly, that developers submit engineering evidence that sediment erosion and stormwater runoff from their project will be properly accommodated, and thirdly, that proposals for development in areas of natural constraints be accompanied with soils and geology analysis.

More recently, the U.S. Environmental Protection Agency (USEPA) has promulgated regulations that will require stormwater permits for construction sites. All construction activities on sites of 5 acres or greater will be required to implement erosion and sediment control measures and to perform routine maintenance and inspection of these measures.

### **Stormwater Drainage and Detention**

Continuing damage to property has resulted from inadequate local drainage systems that were not designed to address comprehensive watershed and level water resource management objectives. As watersheds urbanize, the volume, frequency, and duration of runoff events of a given magnitude increase. If these changes are not mitigated through drainage system planning and detention design, streams often will attempt to adjust to increases in bank full flows resulting in bank erosion and scouring and the destruction of habitat. Damages caused by bank erosion can be very difficult and expensive to repair. Finally, the issue of the loss of the beneficial uses of our streams as a result of physical modification has received greater attention. In addition, there currently is no regulation to prevent the complete realignment of a stream and the resulting destruction of aquatic habitat.

The totality of authority granted to municipalities in the Municipal Code (Ill. Rev. Stats. Chapter 24) permits the enactment of effective stormwater control measures. Any municipality with the power to issue building permits may require that buildings include facilities for the orderly runoff or retention of rain and melting snow. The statute requires the local governing authorities to consider such factors as the permeability and water

absorbing quality of the soil and the adequacy of existing waterways, and to establish drainage and detention criteria and requirements to meet the following objectives:

1. prevent increases in downstream flooding due to new urbanization;
2. prevent increases in the magnitude and frequency of small flood events which contribute to increased bank erosion;
3. prevent increases in drainage-related damages due to inadequate design of local drainage systems;
4. prevent the loss of beneficial stream uses due to degraded stormwater quality; and,
5. prevent the loss of beneficial stream uses due to adverse hydrologic and hydraulic impacts of urbanization.

A stormwater ordinance presents a regulatory approach to stormwater management which emphasizes conservative approaches to stormwater drainage and detention which should be enforced throughout Collinsville. It should not be considered a substitute, however, for a planning approach to stormwater management. The best way to manage stormwater quantity and quality is to study existing and future problems on a watershed basis and then prepare plans and regulations to meet a watershed's needs.

### **Streams and Wetland Protection**

Collinsville is located within the American Bottom floodplain and in proximity to several water related habitats and uses. These development constraints are best met by providing protection for any of Collinsville's water resources. A wetland is defined as an area where water is at, or near, the land surface long enough to support aquatic or hydrophytic vegetation and which has soils indicative of wet conditions.

Wetlands are particularly important in protecting water resources, drainage and hydrologic functions, and are often groundwater recharge areas that provide protection against contamination of groundwater supplies. These areas provide temporary detention and storage of floodwaters and runoff, which reduces flood damage and maintains a hydrologic balance between ground and surface waters. Wetlands filter pollutants and allow sediment in stormwater runoff to settle before the pollutants and sediments reach the water bodies resolving pollution problems. Wetlands also enhance scenic beauty and provide logical barriers to urban development, as well as buffers between incompatible land uses.

Local governments have an important opportunity in adopting zoning regulations for the protection of natural resources. The long tradition of local zoning authority means that residents are accustomed to turning to their local government, rather than to the State, for approval of development. Local zoning in stream and wetland areas helps ensure that fragmentation of development controls does not occur. Various local controls, such as planning, subdivision codes, zoning, building codes, soil erosion and floodplain management, should be coordinated locally in an effective manner. The power to impose setback restrictions has been delegated to municipalities by Illinois' basic zoning enabling

legislation. Collinsville may employ this zoning technique as an effective tool to manage vital stream and wetland resources within the American Bottoms region.

## **Floodplain Management**

The root of the problem in floodplains is unplanned or unwise development. The solution lies in floodplain management; to treat the floodplain exactly as it is, an integral part of the entire river. Decisions to alter floodplains, and especially floodways and streams within floodplains, should be the result of a careful planning process, which evaluates resource conditions and human needs. A carefully constructed plan, which evaluates the resources of the entire community, is the best basis for land use regulations which affect the use and development of land within Collinsville.

Floodplain management has evolved as a response to the ever-increasing costs of flood damages. Presently, floodplain management in Collinsville needs to be further utilized and enforced. In Illinois, floodplain planning and zoning authority rests in the Rivers, Lakes, and Streams Act of June 1911, as amended, which authorized the Department of Transportation to issue permits dealing with encroachments on, and obstructions to, public waters. Specifically, Section 65, requires floodplain mapping and subsequent regulation to avoid increasing flood damages.

Public Act 85-905, approved by the Illinois Legislature, specified that the Illinois Department of Transportation, Division of Water Resources could delegate floodplain permitting responsibilities to local units of government. Once Collinsville adopts a floodplain ordinance meeting minimum federal and state requirements and that Ordinance has been approved by IDOT-Division of Water Resources, then Collinsville will be delegated floodway permitting responsibilities.

Floodplain management ordinances have specific requirements related to development of properties that lie within the 100-year floodplain including land adjacent to drainage ways. The basic purpose of the City of Collinsville adopting a floodplain ordinance is to maintain the City's eligibility in the National Flood Insurance Program. The ordinances also ensure that the recommendations of the plan in terms of the density of development within these areas are carried out and the proposed development is done in such a fashion as to ensure its protection from periodic flooding.

In a floodplain ordinance, floodway development should be restricted to the following appropriate uses: public flood control projects, public recreation and open spaces uses, water dependent activities and crossing bridges and roads. Mortgage loans to build in floodways are impossible to obtain. There is no construction allowed in floodways.

Flood-fringe development and/or filling of the flood-fringe should be permitted if protection is provided against the base flood or 100-year frequency flood by proper elevation. The flood fringe is defined as the part of the floodplain outside the floodway or outside the "area of State concern". State permits are not required for development in flood fringes, since fringe obstructions will not cause a significant increase in flood heights.

## Site Planning and Design

Good site planning is often the key to minimizing adverse environmental impacts. Effective site planning and design will result in minimal impacts to natural hydrologic characteristics and sensitive landscape features. Site design is a critical factor in achieving effective soil erosion and sediment control, stormwater drainage, and protection of nearby stream, lake, and wetland resources. The primary objectives of site planning and design are to:

- \*Minimize construction in sensitive areas.
- \*Preserve natural hydrologic conditions and pollutant filtering mechanisms.

In order for Collinsville to achieve these objectives there are several principles that should be followed. These include using natural features as aesthetic and/or recreational amenities for the proposed use; developing a resource management plan describing maintenance needs and restoration opportunities; and identifying natural amenities and restrictions early in the development process.

The *Collinsville Area Recreation District* has been engaged in a process of strategic planning to provide a structure for addressing problems and important issues that confront the District. Strategic planning allows the District to meet the future with a plan that emphasizes the most important issues facing the District and to focus on strategies that address those issues and solve those problems. This document is the product of that continuous process. Recognizing that the benefits of strategic planning are the strategies and actions that flow from it, this document is not the goal of the strategic planning process. The goal of strategic planning is to implement the strategies and actions outlined in this document and to continue to set new goals, identify new issues, adopt new strategies, and implement new action steps. It provides the basis for future planning and components of implementation.

The context of this strategic plan function through newly recognized societal changes taking place within our communities. The changing environments of recreation and, for that matter, the land that we provide for recreation was a primary focus of this process. It was understood that the best guidance "*strategic plan*" that presented a "*policy framework for the future*" would be sought. Particular attention was given to specific known entities in which recreation and park programming would have to function within the Collinsville area community.

### *Decline in Funding...*

The decline of federal and State grant programs, which were used by communities to enhance park programming, will definitely impact local procurement of park funding. Agencies have been forced to respond to increased demand for park and recreation opportunities with decreasing fiscal resources. Needless to say those fiscal resources will be necessary to maintain and increase the scope of services the Recreation District may pursue.

### *Development Codes...*

Growth impacted communities within the Midwest are now constructing combined zoning and subdivision codes which we refer to as development codes. Some important reflections of these codes are the infrastructure cost alleviation tools known as land dedication, exaction, and impact fees used for financing the development of park and

recreation facilities within communities. These new laws provide for park development concurrent with new residential and commercial investment.

#### *Adoption of Policy Plans...*

Planning and development of any land system, whether its commercial, business or recreation, is seeing the need for policy plans for the intended use of the said property. Policy plans adopted by Boards or Commissions have been used as evidential material in court cases when the public questions a land use or land development plan. This strategic plan functions as a policy plan for the District.

#### *Open Space Preservation...*

There is a new surge of interest among citizens of successful communities in preserving open lands such as wetlands floodplains, foothills, forests, streams, and prairies for purposes of environmental protection and green recreation. Green recreation is not dependent on facility development, but is passive in nature. Greenway trail development is a recreation source that functions closely to open space preservation. Community land trusts, conservation areas, preservation corridors, and land dedications are other methods to save open lands.

#### *New Recreation Responsibilities...*

Park and recreation districts are now being called upon within communities to provide protection and programming elements to the community's historical, cultural, and natural heritage areas. Although viewed as enhancing a recreation opportunity, the recreation district's organization methods and funding are sought with a focus on community history, tourism, education, and environmental protection.

#### *Public-Private Partnerships...*

Again recreation responsibilities are increasingly perceived as a total community commitment. A growth of public-private partnerships to provide both active park and recreation facilities as well as community open lands will have a definite impact on recreation district policies. Models of cooperation should be sought to enhance the dialogue between public sector providers and new private providers of recreation. School districts, churches, health organizations, levee districts, stormwater management areas, hospitality industries, convention authorities, and floodplain management areas are some examples of partnership participants.

#### *ADA Compliance...*

The enhancement of *The 1992 Americans with Disabilities Act* has changed the method and direction of design decisions within all facets of public development. New procedures in renovation, management, and design of all public park and recreation areas and public facilities will be required to adhere to this equal public access act.

#### *Developing and Providing Programs and Facilities...*

Leisure activities are normally organized within programs that address particular age groups, gender, and activity interests' of the community. In many instances those programs require a specific site, structure, or facility in which to allow for maximum comfort, safety and performance of the activity. These requirements change as we change as individuals, and thus new programs and supporting facilities need to be planned, designed, and developed.

#### *Maintaining access and management of parks and other open space lands...*

An important segment of our leisure activities take place outdoors. They facilitate sporting activities, hiking, biking, picnicking, playgrounds, and the passive appreciation of nature. These specific areas within our community's environment and locale require open space/development protection, site maintenance, and the vision to meet future generation's needs and desires.

#### *Meeting the community's recreation needs...*

The Recreation District has been initiated to provide quality recreation programs and address the desires of the community. The strategic plan is developed to assist in guidance necessary to meet the quality demand for recreation within the Collinsville Area.

### **Recreation in the Collinsville Area**

The Collinsville Area Recreation District was established on November 6, 1990 by the consent of voters of the Collinsville Township with the purpose of acquiring and maintaining parks and providing leisure activities for the residents of the Collinsville Township area, excluding the City of Maryville. The Board of Commissioners conducted the District's daily administration through May of 1991, at which time a Director of Parks and Recreation was hired. The first parks maintained by the District beginning in 1991 was Glidden, Morris Hill, Sports Complex and Woodland Park. These parks were previously operated by the City of Collinsville and were obtained through an intergovernmental lease agreement with the City.

The Collinsville Area Recreation District is a municipal corporation created by the State authority for the purpose of acquiring, maintaining and operating the parks and leisure activities therein. It is separate and distinct from the City, County and any other political body. The Collinsville Area Recreation District receives its operating authority pursuant to the provisions of the Park District Code, Illinois Revised Statutes, Chapter 105. Through this code, Collinsville Area Recreation District is empowered to levy taxes within the District limits for the purposes previously stated.

#### *New Recreation Opportunities*

- *"Splash City" Water Park*
- *Schoolhouse Trail/Canteen Creek Greenway*
- *Roller Hockey/Ice Hockey Rink*
- *Cahokia Mounds/Horseshoe Lake State Park*
- *Theater/Performing Arts Center with Gateway Convention Center*
- *Packaging of Local Tourist Attractions & Facilities*
- *Ostle Drive/Scenic Features Promotion*
- *Catsup Bottle Tourist Park*
- *Sports Area/Recreation Complex Development*
- *Open Space/Environment Park*

#### *Threats to the Recreation District*

- *Limited Funds Available from Government Sources*
- *Statewide Tax Cap Impacting Recreation Districts*
- *Available Land Diminishing*
- *Limited Availability of Funds for Infrastructure Improvements*
- *Transportation for Park and Recreation Users*
- *Increase Residential Development Without Impact Fees or Exactions*



## Intergovernmental Agreements

Communities have long recognized that urban development does not respect local jurisdictional boundaries. By way of example, communities in the greater Boston area formed a Boston Metropolitan Development Commission in 1902, largely in the interest of developing standards for beautification. Similar efforts were conducted in other major cities: the Chicago Mercantile Club, guided by industrialist Ferdinand Peck and architect Daniel Burnham, involved several Chicago area communities and developed a similar group in 1909, and a Regional Plan for New York and its Environs was spearheaded by a coalition of civic leaders and planners coordinated by Thomas Adams during the same period. These efforts resulted in achievement of major public works, open space and civic improvement programs.

Cooperative metropolitan efforts got a big boost in the 1950's. During that decade, regional planning efforts were dominated by informal, private organizations such as the *Blue Ribbon Citizens Commissions*. These groups were formed in rapidly developing communities to advise local government regarding ways to deal with the problems created by urban sprawl. The problems these Commissions tried to deal with are similar to those facing the Collinsville Area Recreation District.

- *The physical problems created by the demand for utilities and roads in developing areas and by the incompatibility of sprawling development with central city land uses;*
- *Administrative headaches such as the resistance of long-term township residents to paying the increased taxes needed to support the services demanded by new residents;*
- *Uneven tax benefits allotted to new industry, creating competition among communities and lowering overall impact from economic development programs; and*
- *The social problems created by the flow of money from the city's core to fund peripheral development.*

In the 1960's, cooperative efforts shifted from the private sector to the public sector as local government began developing formal linkages. These formal associations were largely the result of federal government requirements for regional planning and cooperation. Coordination with a regional plan was a prerequisite, for example, to obtaining funding from the *Housing Act of 1954* designated for regional housing projects. The federal government finally formalized its requirements in *Circular A-95*, a federal directive that mandated the formation of sub-State regional clearinghouses to review and approve all local applications for federal funds.

Now, urban sprawl has accelerated. Today, the average U.S. metropolitan area contains 100 units of local government. Two hundred of the 300 metropolitan areas in the United States spread across two or more County boundaries; 40 metropolitan areas cross-State boundaries; some extend into three States.

Recent planning literature is filled with descriptions of a variety of legislative agreements, committees and contracts local government have developed to meet their regional needs for roads, utilities and a sound economic base. The variety of solutions either demonstrates the truth of the old adage, “*The presence of multiple solutions indicated that none of them works*”, or else it illustrates that each metropolitan area’s problems are unique.

Despite the variety of available structures, most metropolitan cooperative agreements fit into one or more of the following five models of intergovernmental cooperation. The models are presented in ascending order with each representing a more comprehensive plan or meeting more needs than the mode that precedes it.

- *Private Sector Agreements*

The most common response to shared metropolitan needs is the continuing formation of private citizen groups like the Blue Ribbon Citizens Commissions. These groups traditionally prepare studies and plans, provide forums for discussions of regional issues, and give advice.

- *Councils of Government*

A second common response to the need for regional cooperation is the continuing formation of Councils of Government. Most are private, non-profit corporations. Typically, they provide a forum, prepare studies, and recommend regional land use and zoning plans and lobby legislation. Most have no power to require participation nor to enforce their recommendations. Examples are the Northwest Municipal Conference in Chicago, the Baltimore-Area Regional Planning Council, *ABAG* in the San Francisco area, and *WASHCOG* in the Washington, DC area, and the East-West Gateway Coordinating Council in the St. Louis area.

- *Mutual Aid Agreements*

The third model of regional cooperation, a mutual aid agreement, is a contract for services. The contract has these common variations: local governments either contracts to provide a service jointly, or they contact to provide a service to each other permanently. A metropolitan corporation may have several mutual aid agreements with several different adjacent governments. In 1983, fifty-five percent of all cities and counties had service contracts with adjacent governments. An increasingly common trend is for communities to develop service contracts and service transfers with private providers rather than with adjacent governments.

- *Service Districts/Special Districts*

The fourth model of cooperation, which we have called service districts or special districts, is a hybrid between service contracts and the fifth model, boundary restructuring. Special service districts may be established to meet a single need or multiple needs, and they may be temporary or permanent. These districts are found throughout the United States. A study in 1983 listed 15 functions for single-purpose districts and identified 26,000 special districts in the United States. Many of these districts have tax and bonding authority.

- *Boundary Restructuring*

The fifth and newest form of intergovernmental cooperation, boundary restructuring, is a loose collection of agreements, contracts, and associations local governments form to extend control outside their corporate boundaries without resorting to annexation. Minnesota was the first State to pass enabling legislation to establish such districts, but many States have followed. The most extensive example of boundary restructuring is the absorption of one government by another – the merger of the City of Lexington and Fayetteville County, Kentucky for example.

### **Community Trends and the Socio-Demographic Profile**

A changing social order and new commitments resulting from community growth have influenced trends in our local society. As our population ages, the recreation provider will experience different recreation needs. As new people move to the community those impacts on systems and services provided in the past will again necessitate review. We will be looking at what the demographics and trends of the Collinsville Township tell us. Collinsville Township comprises the majority of the focus community within the Collinsville Area Recreation District, primarily the City of Collinsville and Collinsville Township. Outdated standards and turn-of-the-century models for recreation services no longer suffice in the complex society of America today. Each Recreation District will have to review its population data to help it better understand where and who are its customers. Park and recreation services will help set the tone and example in the shifting post-industrial age, with park and recreation amenities assisting with this transition. The following trends were compiled by the *National Recreation and Park Association* and will assist this Plan in formulating objectives.

#### *Environmental Trends...*

- Disappearing resources, which include significant open spaces and natural habitats, original landscapes, wetlands, natural drainage areas, ancient forest, water and energy resources, and remnant, landscapes.
- Environmentally sensitive lifestyles to include low impact, non-consumptive use (walking, bicycling) and increased aesthetic appreciation.
- Natural areas management which address the maintaining and reclaiming natural values and open spaces.

#### *Social Trends...*

- Change-related stress reflecting economic, social and technological changes into the 21<sup>st</sup> century.
- People empowerment, which create opportunities for building community and social bonding.
- Citizen participation to include the involvement of “*community stakeholders*” in essence is planning with people, not for people.
- Social service networking which helps to organize community resources to address complex social problems.
- Increasing importance of wellness activities.
- Increased inclusiveness of all citizens with laws and public policies addressing discrimination, equal rights, and accessibility of public facilities and services.
- Desire to preserve and maintain cultural heritages.
- Volunteerism principles which makes more effective and efficient use of volunteers.

### *Economic Trends...*

- Increased public costs that are associated with health, social services, environmental protection and clean-up, aging infrastructure.
- Tax limitation measures, which include reduction in caps on revenue traditionally, used to support public programs.
- Leisure services provided by multiple providers both private and non-private sectors.
- More partnerships with other allowing more to be accomplished with less.
- Growing importance of eco-tourism and travel.

### *Demographic Trends...*

- Greater number of smaller households.
- Changing housing patterns due to declining home ownership, more high-density residential units, smaller houses on smaller lots, congregate retirement centers, homeless shelters, and units, smaller houses on smaller lots, congregate retirement centers, homeless shelters, and shared living spaces.
- Higher proportion of middle-aged Americans during the 1990's and 2000's.
- More emphasis on families and family values.

### *Technological Trends...*

- Advances in information technology that result in greater accessibility.
- More public meetings aired on public access cable with education and services.
- Increased contact with computers both in home and workplace.

### *Trends in Urban Patterns...*

- Greater in-fill development with marginal land being upgraded for new development.
- Historic preservation will continue to value resources of our heritage.
- Municipal boundaries blurred by sprawl with greater dependence on regionalism.
- Mobility of residents by choice with diminished emotional attachment to service providers.

### *How do we plan according to these trends?*

The resulting planning mechanisms used due to these trends on public parks and recreation will be significant. Planning and delivering recreation services will require us to face new issues and present new objectives that move with societal changes. The following impacts will dictate how we plan.

- Greater emphasis on comprehensive open space planning and preservation, including broader definitions of open and green space.
- More emphasis on historic and cultural resource planning.
- Merging of recreation, open space and transportation goals, especially in multi-modal systems.
- More stakeholder involvement, as in adopt-a-park projects, park stewardship committees, friends-of-the-park groups, park watch and other forms of community volunteering.

- The legitimization of parks and open spaces as part of the urban land use planning and development process.
- Green spaces contributing to downtown and neighborhood revitalization.
- More collaboration between parks and schools through joint acquisition, development and use of lands, and joint construction and use of facilities.
- Joint use of utilities for linear connectors, pathways, and bikeways.
- Family-oriented recreation centers, with facilities geared to “one-stop-shopping” for each member of the family.

### **Park and Open Space Planning within Collinsville**

*Park and Open Space amenities should provide the people of the District with opportunities to enjoy physical and social activities...they should provide opportunities to experience the natural, cultural and scenic amenities of the community. They should reflect landscapes typical of the unique terrain and location of the City, and contribute to the quality of life within the Collinsville area.*

- *How does the park system within the Collinsville Area Recreation District compare with other community park systems?*  
**Collinsville Area Recreation District’s park system ranks below other community systems, due to lack of facilities offered. C.A.R.D.’s system only has outdoor facilities, and a great need for indoor facilities and a public pool. A local golf course is desired, along with needing recreational, arts, and sports facilities. There also is a need more attractions and activities.**
- *Rank your favorite uses of any of the park sites within the District.*  
**Sports facilities, playground facilities, scenic settings offered within our parks. tennis Courts, Lanham Centers, softball & baseball fields, amphitheater, family gathering places, play areas for children, band concerts, soccer fields.**
- *Several improvements could be made within the C.A.R.D.*  
**Swimming pool or water-park, golf course, civic center, skating rink, performing arts & visual arts center, skateboard & roller blade facility Need parking facilities, maintenance, and security. Make roads through parks; not “drive-through” as in Glidden Park. Playground/picnic area at Complex plus pavilion; update the old playgrounds equipment; provide security at parks; more soccer fields for practice; additional restrooms at Glidden; replace bridge at Woodland.**
- *More parks are needed within Collinsville.*  
**Yes, within the Main Steet area. Work with Downtown Development Commission for entertainment. Eastport Development Park needs a tennis facility. More parks in proximity to schools and residential areas. Maintain and secure present facilities. Would like a park along the bluffs. Trail along Canteen Creek. Parks within new subdivisions.**

## Images of Parks and Open Space

- *How do you value landscaping amenities within the District?*  
**A well maintained landscape program is essential. Create an inviting environment within the parks. Landscaping is highly valued.**
- *Is it important to provide for highly manicured and design oriented landscaping, or institute a more natural approach to park grounds management?*  
**Some of both, especially with medium maintenance. Use the natural approach when possible.**
- *Would you recommend taking advantage of and protecting wetlands, prairie areas, hilltops, bluff or bottomland forests, and creating ecosystems that enhance the park spaces?*  
**Yes, it is important to use natural areas to provide open space.**
- *Should natural areas and floodplains be left to develop naturally or should there be intervention leading to a more formal concept of park development?*  
**Yes, we favor this approach. It is good to develop naturally. Develop according to needs, and types of natural areas or floodplains.**
- *Endangered Open Spaces are those unique and significant land ecosystems that are unprotected and may be structurally developed. Identify those unique open spaces that could be protected through the park's natural development.*  
**The abandoned railroad tracks on Keebler, South of 55/70 overpass, wetlands at Eastport, historical sites, Miners Theater, and the Catsup Bottle water tower.**

## Cultural Resources, Parkland Development, and Funding

- *Canteen Creek and Cahokia Creek watersheds, provide a basis for cooperation with other communities in providing parklands for all users.*
- *Cultural resources should be protected and maintained, such as Indian Mounds, historic structures, and scenic vistas. What types of parks could be provided for this protection?*  
**State, Federal or a combination of both. Return parks into "user friendly" environments.**
- *The District for public use of privately-owned lands should adopt an expanded leaseback policy.*
- *Transportation linkages between the District's parks and surrounding state-federal parks provide for all users, and could be more accessible for multi-modal users.*
- *A "park foundation" should be established for the development, care and landscaping of District parks.*

## **Costs Versus Budgets**

*It is important to implement recreation programs/park facilities development and provide for the necessary funding or financial support. How these are implemented within a budgeted program will play an important role in the District's future success.*

- *What is the value of recreation to your family?*  
**It is one of the families' highest priorities. Families place high value on recreation. Recreation reduces stress and provides family time.**
- *Would the development of revenue generating recreation facility such as a waterpark or pool be appropriate for implementation by the C.A.R.D.?*  
**Yes, the city needs a waterpark/pool, with financing being a major concern. Development of a waterpark and pool is very appropriate and is presently being undertaken.**
- *To provide for additional recreation amenities, would your group be willing to pay "user fees" for special programs or unique facilities not provided within the C.A.R.D. budget?*  
**Our group would be willing to pay user fees for those activities, such as golf, swimming, etc. which normally requires additional costs anyway. A user fee is a must for special programs and facilities.**
- *What shared facilities with the school district or City would allow for expanded programming?*  
**Teepee School gymnasium, high school track and field, old high school stadium, coordinate with any new YMCA facilities, library community room, Miner's Theater, private development golf course, Gaslight bath and tennis, school tennis courts and pool.**
- *What joint-use programs with other institutions or schools would benefit the recreation programs of the District?*  
**Joint use programs with YMCA, and school district. There needs to be a plan for joint-use programs.**
- *Are there public/private partnerships possible within the C.A.R.D.*  
**Yes, YMCA, or possibly a private golf course developer.**

## **Recreation facility expansion within the District**

- *Should bikeways and greenways be expanded within the district?*  
**Yes, expand bikeways and greenways. Connect Schnucks, Woodland, Glidden, and Catsup Bottle area. Develop walkways behind schools, and around Lincoln and North. Provide a parking area off of Keebler to provide access to School House Trail.**
- *Are bike and hiking trails properly linked to the neighborhoods? Do they provide access to other recreation activities within the City?*  
**No linkage exists. Connections should be developed.**

- *What types of team sport facilities should be expanded or introduced within the District?*  
**Golf. Share and develop recreational programs with schools. Utilize landfill, mine sites, and subdivision areas. Develop a recreation facility. Also, tennis and roller hockey.**
- *Do natural areas provide positive recreation experiences? If so, where are they located? What type of uses?*  
**Golf course, at the old Lumaghi Mine site and landfill area. Also, sewer treatment plants and reclaimed mine areas.**
- *Would you recommend the development of a water recreation facility?*  
**Yes, a revenue producing facility within Eastport. There are present plans for Splash City Water Park. Golf and water recreation area for tourist/residential use. Utilize reclaimed mine areas.**
- *Would a tourist and resident use recreation facility be appropriate?*
- **Yes, water facility and recreation center.**
- *What types of uses are appropriate for bluff areas? Wetland areas? Retention ponds?*
- **Scenic walkways/overlooks. Water facility. Wetland park. Passive areas. Hiking trails, canoeing, and fishing.**
- *Could a CO-OP program of recreation activities be appropriate with Cahokia Mounds State Park? Horseshoe Lake State Park?*
- **If CARD provides for intergovernmental agreements.**

Our Recreation District is seriously planning for a water complex in the Eastport area. The next topic for discussion was our environment. Suggestions to improve and protect Collinsville's environment were as follows: a wildlife habitat, development and protection of existing wetlands such as those behind the Holiday Inn; setting aside bluffland for a nature preserve for hiking, etc; Planning correctly for problems of water run-off from the bluffs as future development takes place; Enacting a tree ordinance for Collinsville, to enhance and protect our ecosystem; Requiring developers to plan for trees and sidewalks in subdivisions. Setting aside a vacant lot in subdivisions for a children's unstructured play area; Planning for pocket parks in subdivisions; Stopping the stripping of topsoil when developing subdivisions, or requiring a developer to replace topsoil. Planning for special public garden areas, such as hummingbird and butterfly and herb gardens; Consider planting triangles that divide roadways with ivy to eliminate seediness and upkeep. Encourage the development of original lowland and upland prairies as the Cahokia Mounds are doing. Initiate programs to salvage streambanks; Making sure existing laws are protecting wellheads from pollution now and in the future; Not allowing gasoline stations or chemical plants to be built near Collinsville's wellhead; and structuring nature areas around existing historical cemeteries for proper and respectful guided tours for those interested in history and the architecture of gravestones.



The members discussed the greenway aspect of our plan by considering the ongoing development of the School House trail, which will come through Collinsville on an abandoned railroad bed. We will develop a plan for extending this trail so as to encircle our City and connect the trail with existing parks. Two or three trailheads should be developed for access to the trail at convenient locations around the City.

## **CHAPTER TWO POPULATION AND ECONOMIC ANALYSIS**

### **DEMOGRAPHIC CHARACTERISTICS**

The U.S. Census Bureau is part of the U.S. Department of Commerce. Every ten years the Bureau conducts a census of population and housing characteristics throughout the United States. This information is used for Congressional redistricting and for a variety of other purposes. This most recent Census was undertaken in the Year 2000. The final report containing the population and housing results for Illinois was issued in August, 2002. A "special census" was completed in August, 2005. Home Rule status is the current governmental operating class for the City of Collinsville.

The reason that this information is useful for the Comprehensive Plan is because it provides a "snapshot" of both population and housing characteristics. From this "snapshot" a trend analysis can be performed. This trend analysis provides an opportunity to adequately plan the future of Collinsville. This future planning effort will assist in ensuring that there is adequate infrastructure to support future growth and development.

The City of Collinsville is located in both Madison and St. Clair County, Illinois. In the Year 2000 the City encompassed 13.59 square miles. In 2006 the City encompassed 15.16 square miles. Most of the City is located in Madison County (11.22 square miles) with 10.52 square miles in the Collinsville township and 0.70 square miles in the Nameoki township. The remaining 2.37 square miles was located in St. Clair County. Of this 2.37 square miles, 1.39 was in the Caseyville township and 0.98 in the Canteen township. The total City of Collinsville population in Year 2000, according to the Census, was 24,707 persons. The population in 2005 was 25,251 persons. Appendix A contains a detailed breakdown of population characteristics for both the 2000 and 2005 census.

This population of 24,707 persons resided in 10,458 households according to the 2000 Census. The average household size consisted of 2.35 persons. Although there were 10,458 households, there was a total of 11,025 individual housing units with 67 percent of those units being owner-occupied. This percentage of owner-occupied units is somewhat less and suggests a greater number of renter-occupied units than in the "average" community. The vacancy rate is low at only 3.0 percent.

The U.S. Census Bureau provides an Annual Estimate of the Population for Incorporated Places. This estimate as shown in Appendix A was projected to be 25,218 persons on July 1, 2003. This represents an increase of 511 persons (2.07%) since the 2000 Census results. Using this modest increase, the estimated 2020 population for the City of Collinsville would be 28,345 persons as illustrated in the following table. This represents an increase of 3,638 persons over the 20-year time period (2000-2020)

<b>Table 1.1 FUTURE POPULATION ESTIMATE City of Collinsville</b>	
<u>Year</u>	<u>Total Persons</u>
2003 (base year)	25,218
2004	25,392
2005	(25,251*)
2006	25,743
2007	25,921
2008	26,100
2009	26,280
2010	26,461
2011	26,644
2012	26,828
2013	27,013
2014	27,199
2015	27,387
2016	27,576
2017	27,766
2018	27,958
2019	28,151
2020	28,345
<b>Source: U.S. Bureau of the Census *Actual population based on 2005 Special Census</b>	

## **POPULATION ANALYSIS**

Understanding growth trends and the composition of a city is crucial for effective planning for future development. The structure and design of virtually every facility and service relates to the number of inhabitants. Utilities, road and highway improvements are, ideally, linked to not only the present population demand, but the future demand, as well. An analysis of local and regional population allows the City to plan for future needs. An aging population will have different needs than the needs of a younger population. An examination of population characteristics includes an analysis of population trends over several decades, the age composition and household characteristics.

### **Population Trends**

In 2000, the population of the City of Collinsville was 24,707 persons. This was an increase of 10% from 1990 when Collinsville's population was 22,547. The 1970's and 1980's were also decades of population increase. In 1960, the then incorporated area of Collinsville had a population of 14,217 persons. As a result of per capita growth and annexation, the City experienced a growth rate of 74% between 1960 and 2000.

Place	1970	1980	1990	2000
Collinsville	18,224	19,612	22,547	24,707
Edwardsville	11,070	12,480	14,579	20,874
Belleville	41,223	41,580	42,785	42,165
Madison County	250,911	247,661	249,238	258,941
St. Clair County	285,971	267,531	262,852	256,082
St. Louis MSA	2,411,000	2,414,061	2,492,525	2,603,607
<b>Source: U.S. Bureau of the Census, 1970, 1980, 1990, 2000 Census of Population</b>				

The Census Bureau designates the St. Louis metropolitan area as a metropolitan statistical area (MSA). A metropolitan statistical area (MSA) is defined as an area with a large population nucleus, together with adjacent communities, that have a high degree of economic and social integration with the nucleus. Non-metropolitan counties typically surround MSA's. The St. Louis MSA includes the counties of St. Louis, Franklin, Jefferson and St. Charles and St. Louis City in Missouri and Clinton, Jersey, Madison, Monroe and St. Clair Counties in Illinois.

Table 1.2 shows population trends in the City of Collinsville and in the St. Louis MSA. Population growth in St. Clair County has slowed since the decade of the 1960's when population grew by 9%. Compared to the other Illinois counties in the metropolitan area, growth in Madison County has been slow to moderate. St. Charles County had the fastest growing population during the 1970's, 1980's and 1990's in the metropolitan area. On the other hand, the City of St. Louis has been experiencing significant declines in population over the last 30 years as residents move to the suburbs. Overall, the St. Louis MSA experienced a population increase of 4.5% between 1990 and 2000.

The Selected Social Characteristics of Collinsville are also presented in Table 1.3. Collinsville has experienced an increase in the non-white population over the previous decade. Also, the percentage of the population with less than a 9<sup>th</sup> grade education and a 9<sup>th</sup> to 12<sup>th</sup> grade education with no diploma has decreased during this period.

### **Population Characteristics**

An examination of a City's population includes an analysis of certain population characteristics. The characteristics of particular relevance to the future development of the City of Collinsville include age composition, household size, number of households and other characteristics that provide insight into the population structure.

Table 1.4 presents age distribution in the City of Collinsville a in 1980, 1990 and 2000. As shown by the median age for these two decades, Collinsville's population has become older. Since the 1980's, the number of people between the ages of 0 and 24 has also increased. An increase in the number of younger persons affects the demand for youth-oriented facilities and services.

Even though the overall number of persons between the ages of 0 and 24 have increased, the overall percentage relative to the other age groups has decreased. This reflects a national trend of an aging population overall.

<b>Table 1.3 SELECTED SOCIAL CHARACTERISTICS City of Collinsville, 1990, 2000, 2005</b>						
	Collinsville	% of Total 1990		% of Total 2000	2005	% of Total 2005
<b>Total Persons</b>	22,547	100%	24,707	100%	25,251	100%
Male	10,559	46.8%	11,925	48.3%	12,315	48.8%
Female	11,988	53.2%	12,782	51.7%	12,936	51.2%
<b>Race</b>						
White	21,532	95.5%	22,603	91.5%	22,564	89.4%
Black	744	3.3%	1,446	5.8%	1,912	7.6%
Native American	23	0.1%	66	0.3%	38	0.2%
Asian	129	0.6%	147	0.6%	166	0.7%
Other	119	0.5%	445	1.8%	571	2.1%
<b>Education Attainment</b>						
Person 25 and over	15,053	100%	16,572	100%	16,908	100%
Less than 9 <sup>th</sup> Grade	1,508	10%	808	4.9%	N/A	N/A
9 <sup>th</sup> to 12 <sup>th</sup> Grade (No Diploma)	1,665	11.1%	1,612	9.7%	N/A	N/A
High School Graduate	5,608	37.5%	5,383	32.5%	N/A	N/A
Some College, No Degree	3,154	21%	4,022	24.3%	N/A	N/A
Associate Degree	696	4.6%	1,206	7.3%	N/A	N/A
Bachelor's Degree	1,485	9.9%	2,394	14.4%	N/A	N/A
Graduate Professional Degree	937	6.2%	1,147	6.9%	N/A	N/A
<b>Source: U.S. Bureau of the Census, 1990, 2000 Census of Population, 2005 Special Census</b>						

**TABLE 1.4  
POPULATION COUNT COMPARISON  
City of Collinsville, 1980, 1990, 2000, 2005**

	1980	%	1990	%	2000	%	2005	%
Under 5	1,531	6.6%	1,630	7.2%	1,531	6.2%	1,651	6.5
5 - 17 years	3,568	18.2%	3,867	17.2%	4,207	17.0%	2,018*	18.5
18 - 24 years	2,295	11.7%	1,997	8.9%	2,400	9.7%	4,674*	29.5
25 – 44 years	5,006	25.5%	7,358	32.6%	7,542	30.5%	7,439	24.4
45 – 64 years	4,519	23.0%	4,136	18.3%	5,408	21.9%	6,165	13.1
65 years and Over	2,290	15.0%	3,559	15.8%	3,619	14.6%	3,304	
Median Age	34		34.5		36.6		35.9	

**Source: U.S. Bureau of the Census, 1980, 1990, 2000 Census of Population, 2005 Special Census**  
\*Approximated due to age bracket distribution

Household characteristics for the City of Collinsville are shown in Table 1.5. Trends mirror the national trend toward a smaller household size. The population and the number of people in households increased in Collinsville between 1980 and 2000, as did the number of households. As household size decreased from 2.50 in 1980 to 2.40 persons per household in 1990 and 2.35 in 2000.

**TABLE 1.5  
HOUSEHOLDS AND HOUSEHOLD SIZE  
City of Collinsville**

	1980	1990	2000	2005
	Collinsville	Collinsville	Collinsville	Collinsville
Persons in Households	19,418	22,018	24,584	25,176
Number of Households	7,767	9,175	11,025	10,829
Persons per Household	2.50	2.40	2.35	2.32

**Source: U.S. Bureau of the Census, 1980, 1990, 2000 Census of Population, 2005 Special Census**

One reason for the growth in households in Collinsville is the number of one and two-person households. The trend toward an increase in such households is one that is seen both locally and nationally.

The growth in the number of households in the City of Collinsville also led to an increase in the number of housing units (Table 1.6). The Census Bureau defines a housing unit as "...a house, apartment, mobile home or trailer, a group of rooms or single room occupied as separate quarters or, if vacant, intended for occupancy as separate living quarters." Both the number of housing units and occupied units have increased in Collinsville. The number of rental units in Collinsville increased from 3,139 units in 1990 to 3,452 units in 2000, a gain of 313 rental units.

<b>TABLE 1.6 HOUSING CHARACTERISTICS City of Collinsville</b>					
	1980	1990	2000	2005	% Change 1990-2000
Total Housing Units	8,059	9,659	11,025	11,764	37%
Total Occupied Units	7,710	9,125	10,458	10,829	36%
Total Owner Occupied Units	5,378	5,986	7,006	7,323	30%
Median Value	\$70,453	\$65,744	\$83,500	N/A	
Total Renter Occupied Units	2,332	3,139	3,452	3,506	48%
Median Rent	\$358	\$424	\$513	N/A	
Vacant Housing Units	349	534	567	935	62%
Median Year Units Built	1954	1960	1963	N/A	N / A
<b>Source: U.S. Bureau of Census, 1980, 1990, 2000 Census of Population, 2005 Special Census</b>					

## Population Projections

**Percent Share:** Since 1970, the population of the City of Collinsville has steadily increased. This increase has resulted in a population forecast of growth or population gain, depending on the technique used. The U.S. Bureau of the Census has published the following projections for Collinsville, which are based on the 1990 Census:

<b>TABLE 1.7 POPULATION PROJECTIONS City of Collinsville</b>	
1980 Census	19,612
1990 Census	22,547
2000 Census	24,707
2020	28,345
<b>Source: U.S. Bureau of the Census</b>	

**Cohort-Survival:** The Cohort-Survival method of projection considers the most recent population by age group and sex group and adjusts the size of these groups for the years being forecasted. The three major components of population change – deaths, births and net migration – are used to make these adjustments. The population base and new live births between 1980 and 2000 are separated into male and female cohorts and into five-year age groups. Infant mortality rates, survival rates and sex ratios at birth are calculated and applied to each group. This method also generates a net migration rate for the population during the past decade. Low, medium and high estimates are calculated based on fertility assumptions. In the City of Collinsville the cohort-survival method projects a population which is generally static during the next fifteen years as shown in Table 1.7.

**Linear Regression:** The linear regression method uses a regression equation to project future population. Using this technique, it is assumed that population trends observed in past decades have a direct, or linear relationship, to current and future trends. Therefore, the past population, extended over a future period of time, will approximate a straight line when plotted on a graph. The results of this method forecast an increase. The regression analysis is based on a relatively short 20-year period and reflects growth during the 1960's when the City grew rapidly.

### Summary – Population Analysis

Since 1970 the population of the City of Collinsville has steadily increased from a low of 18,244 to 25,251 persons in 2005. Population growth in Madison County has been slow during the past thirty years compared to the remaining Illinois Counties in the St. Louis MSA.

The median age for the City of Collinsville has increased from 34.0 in 1980 to 35.9 in 2005. The increase in the median age indicates an aging population. Collinsville has experienced a population loss of persons under the age of 30. All older age groups have remained steady or increased slightly. Household sizes have also decreased in Collinsville while occupied housing units has increased. However, vacant housing has also increased.

### ECONOMIC ANALYSIS

This section focuses on the economic factors that have shaped the City of Collinsville and its economy in the past. Conclusions of what may be expected in the future are drawn from information on economic trends. The Collinsville economy is part of a much larger marketplace, the St. Louis Metropolitan Area. Many of the forces which help shape the overall region, have an impact on the City of Collinsville. To develop an understanding of the area economy it is necessary to examine such facts as the labor force, employment by industry, per capita income and the tax base.

### Labor Force

The Censuses for 1970, 1980, 1990 and 2000 show a growing labor force for the City of Collinsville. Collinsville's labor force grew by 15% between 1990 and 2000 while persons 16 years and over (the available labor force) grew by 14%.

	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Persons 16 Years and Over	12,864	15,463	17,660	19,655
Total in Labor Force	7,710	9,235	11,488	13,208
Percent in Labor Force	60.0%	59.7%	65.1%	67.2%
Civilian Labor Force	7,682	9,193	11,396	13,152
Employed	7,314	8,604	10,721	12,637
Unemployed	368	589	675	515
Percent Unemployed	4.8%	6.4%	5.9%	3.9%
Not in Labor Force	5,154	6,228	6,172	6,447
<b>Source: U.S. Bureau of the Census 1970, 1980, 1990, 2000 Census of Population</b>				



The year 2000 labor force in Collinsville was 13,208 persons aged 16 and over. Of these, only 3.9% were unemployed in 2000, which is a relatively low unemployment rate. Table 1.8 shows labor force data of the City of Collinsville.

Tables 1.9 and 1.10 represent information on the occupation and industry of residents of the City of Collinsville. The two largest employers in Collinsville has been the administrative support and managerial sector. Historically manufacturing has constituted a significant share of the City's labor force. Beginning in 1990, this sector lost a significant amount of its work force, while the services sector grew. The private households and farming sectors were the only sectors that lost employment between 1980 and 2000 in Collinsville.

**TABLE 1.9  
OCCUPATIONS OF EMPLOYED PERSONS  
(16 YEARS AND OLDER)  
City of Collinsville  
1970, 1980, 1990, 2000**

	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Total	7,314	8,604	10,721	12,637
Executive, Administrative, and Managerial	588	830	1,407	N/A
Professional Specialty	953	1,010	1,339	N/A
Technicians and Related Support	78	188	425	N/A
Sales Occupations	537	931	1,480	N/A
Administrative Support, Including Clerical	1,639	1,699	2,013	N/A
Private Household	92	33	29	N/A
Protective Service	57	138	188	N/A
Service, Other than Household or Protective	943	943	1,163	N/A
Farming, Forestry and Fishing	25	15	79	N/A
Precision Production, Craft and Repair	1,115	1,290	1,211	N/A
Machine Operation, Assemblers Inspectors	847	658	465	N/A
Transportation and Material moving	354	455	463	N/A
Handlers, Equipment Cleaners, Helpers, And Laborers	308	414	459	N/A

**TABLE 1.10  
INDUSTRY OF EMPLOYED PERSONS  
City of Collinsville  
1970, 1980, 1990, 2000**

	1970	1980	1990	2000
Total Employed Over 16 Years	7,314	8,604	10,721	19,655
Manufacturing	1,848	1,816	1,755	1,502
Retail Trade	1,363	1,629	2,270	1,694
Professional and Related Services	1,184	1,495	2,276	1,044
Finance, Insurance, and Real Estate	475	643	876	954
Public Administration	386	582	510	589
Transportation	386	548	591	980
Construction	396	504	689	879
Wholesale Trade	244	412	473	394
Personal, Entertainment and Recreation Services	400	391	432	1,090
Business and Repair Services	191	255	449	N/A
Communication, Utilities and Sanitary Services	351	270	282	344
Agriculture, Forestry, Fisheries, and Mining	90	59	79	38
Educational, Health and Social Services				2,466
Other Services				583

**Source: U.S. Bureau of the Census, 1970, 1980, 1990, 2000 Census Population**

## Income

Between 1969 and 1999, per capita income in the City of Collinsville increased from \$13,813 to \$22,048. As Table 1.11 shows, the 1989 per capita income in Collinsville was \$14,328. The percentage of persons below the poverty level has remained fairly constant over the past two decades. The median family income increased fairly substantially during the 1990's.

**TABLE 1.11  
INCOME  
City of Collinsville**

	1980	1990	2000
Median Household Income	\$30,869	\$30,659	\$42,353
Median Family Income	\$37,617	\$36,651	\$54,956
Per Capital Income	\$13,813	\$14,328	\$22,048
Persons Below Poverty	1,280	1,605	1,753
Percentage of Population	6.6%	7.2%	7.2%

**Source: U.S. Bureau of Census, 1980, 1990, 2000 Census of Population**

## **Summary – Economic Analysis**

The City of Collinsville experienced employment gains during the 1990's. The administrative support sector remained as the largest employer of Collinsville residents in 2000. Employment gains were also experienced in other non-manufacturing sectors including wholesale and retail trade. Growth in retail trade has directly contributed to continued increases in Collinsville's sales tax revenues.

## **SOCIO-ECONOMIC BASE**

Socio-economic trends and characteristics must be elevated as a component of the community planning process. Economic conditions and population levels are directly related to land use and service requirements. In order to effectively plan for a community's long-range need, this relationship must be quantified. Population projections must be formulated for use in determining future land and service requirements.

# **CHAPTER THREE**

## **ENVIRONS: LAND AND ENVIRONMENT**

### **HISTORICAL PERSPECTIVE**

The City of Collinsville is named for five brothers who settled in this area shortly after the turn of the 19<sup>th</sup> century. The Collins brothers arrived to establish residence in 1817 and by 1856 Collinsville was incorporated as a village. It was subsequently incorporated as a City in 1872 and in 1880, the year of its first census, had a total population of 2,887. The City grew spasmodically after the 1900's and actually experienced a decline in total numbers during the 1920's. Between 1950-1970, the community experienced a relatively consistent growth averaging 23.3 percent per decade.

This growth rate has been approximately double that of the State of Illinois and with the exception of the last decade, about equal to that of Madison County. The sharp decline in the rate of increase for the County between 1960-1970 was not noticed in Collinsville for two reasons; first, the City experienced a large percentage of its growth from annexation of surrounding residential properties and second, from the relocation of residents within the county. As was pointed out in the first chapter, Collinsville's location and unique setting have made it an attractive residential area for residents of the older industrial communities along the river as well as families from out-of-state.

The Comprehensive Plan prepared for Collinsville in 1963 predicted the 1970 population would be between 17,500 and 32,500 depending upon the city's annexation policies and internal birth rate. Although the City annexed almost 1,500 acres, the effect of the declining birth rate, as well as the growth of nearby areas, was to limit Collinsville to a total population of 22,547 in 1990. A closer look reveals the growth status of the City in comparison with nearby urban places over the last twenty years. Collinsville is slightly below the median of other communities, although it experienced an increase of over 4,200 persons since 1970. Continued growth of Collinsville through the year 2020 will depend upon its annexation policy, its success in redeveloping the older portions of the city surrounding the downtown into more attractive medium density areas and also its ability to maintain and provide quality living areas.

This portion of the Plan it briefly summarizes the historical development of the community. It then assesses the community's potential for future population and economic growth. The chapter concludes with a discussion of the population projections developed for the City of Collinsville.

### **Historical Trends**

Since its original settlement in the early 1800's Collinsville has experienced several distinct stages of development. Originally settled as a farming community, the dominant role of the community changed as large deposits of coal in the area gave impetus to important mining operations. As a coal mining center, the community experienced rapid growth from around the turn-of-the century until the Great Depression years of the 1930's. Although hard hit by declining coal mine activity, Collinsville has maintained consistently high-growth levels. The sustained growth of the City is attributable to a number of factors including: its attractive physical setting; its proximity to major traffic

arteries providing access to other employment centers in the region; and, the willingness of City officials to annex and provide essential services. Thus, over the years, Collinsville has evolved into an attractive suburban community serving largely as a residential center for the region.

The City has served well in this latter role. Since 1940 Collinsville's growth rate has kept pace with or exceeded that of Madison County and the State of Illinois. Since 1960 the City's growth rate has far exceeded that of the County and the State.

In more recent years, the role of Collinsville has begun to change once again. During the 1970-80 decade Collinsville continued to grow, although at a reduced rate, in spite of the fact that Madison County as a whole lost over 3,600 residents. The County's population loss occurred primarily in Granite City, which actually lost more residents than the total lost by the County. Largely the closing or decline of basic industries in the Granite City area brought on this loss in population. The decline in Granite City's basic industry also served to help slow the growth rate of Collinsville. However, at least moderate growth has been maintained partly through its favorable access to other employment centers, but perhaps more importantly, by the recent development of employment generators within the Collinsville area itself. The construction of the State of Illinois office building and the major commercial developments in the vicinity of the I-55/Illinois Route 157 Interchange has begun to change the complexion of the community. Although Collinsville retains its primary role as a residential community, its economic base has in recent years become stronger and more diversified, thus contributing to its continued pattern of stable growth.

## **PHYSICAL FACTORS AFFECTING DEVELOPMENT**

Environment, topography, soils, and other physical factors are important considerations in the development of a Comprehensive Plan. The physical characteristics of a community will greatly affect that community's potential to accommodate new growth and development. Physical characteristics will have an impact on the intensity of need and the ease of providing public utilities, and will also largely determine the desirability of a particular area for development.

### **Environment and Terrain**

Collinsville is located within the St. Louis Standard Metropolitan Statistical Area, approximately ten miles east of downtown St. Louis, Missouri. The City is situated in the southern portion of Madison County and extends into St. Clair County.

The City of Collinsville is located on a broad upland ridge known as the Springfield till plain. The bluff extends in a north-south alignment throughout Madison County and ranges in height from the valley floor from 80 to 140 feet. West of the bluffs, is a flat floodplain, the American Bottoms, which extends from Alton on the north to the Kaskaskia River on the south. Although the Bottoms area is protected from flooding by an extensive levee system, internal flooding and ponding do occur. A high water table affects development in the Bottoms area.

The portion of the bluffs on which Collinsville is located is a gently sloping to steep section with slopes ranging from less than five (5) percent to twenty-five (25) percent and above. There are two predominant categories of slopes in Collinsville. These are the 0-5 percent, considered gently sloping and the over 15 percent, considered steep slopes.

Development is possible on steep slopes, if properly designed and graded. Improvement costs rise sharply on slopes over 10 percent. Areas with steep slopes should be reserved for recreational, open space, or large-lot- single-family uses. Considerable care should be taken with site design and layout, erosion control, and utility extension when development is approved in these areas.

### **Physical Land Constraints**

#### **Development upon the Land and Environmental Compliance**

Developing and managing properties can create a dilemma between the realities of economics and environmental compliance. However, minimizing environmental problems and maximizing economic productivity can effectively co-exist. As an example, there is an economic cost for wetland compliance, but that investment can yield dividend in the form of money saving and self-maintaining water management services; increased aesthetic appeal; and greater acre-for-acre value of property. With wetlands, as with any environmental issue, beneficial site design and permit negotiation can add economic value to the initial investment.

Many important physical factors have increased the frequency and severity of flooding within the region. Poor management of our natural resources is one of these factors. Erosion from areas under development produces sediment, which obstructs drainage facilities and reduces the capacity of the streams to convey water. Development of wetland areas also adds to the problem. The natural floodwater storage of these wetlands is lost through filling, and the development often drains into storm sewers that speed the runoff to downstream floodplains. The practice of filling floodplains to insure that planned improvements are above past record flood depths is another factor. Filling causes the storm runoff to find other areas to flood. In addition, alterations to stream channels have contributed to the flooding problem. While uncontrolled stream modification may provide flood protection to adjacent areas, the downstream effects have commonly been detrimental. Impermeability causing extra runoff is another problem.

Although it may be possible with sufficiently large expenditures to overcome physical development constraints of any environmental magnitude, extreme consideration should be given to possible problems due to drainage, steep slopes, soils, archaeological, habitat, and geological conditions to prevent, or at the very least, minimize both short-and-long-range damage to both individual property and the community as a whole.

### **Undermining and Subsidence**

Coal mining was prevalent throughout the Collinsville area at the turn-of-the century through the 1930's. The result being that much of the City is located over abandoned coal mines. The mine operations underneath the surface can result in the possibility of subsidence where these openings collapse inward and the surface horizons drop in as well. Many of the original shafts were never charted; thus the exact location of some of these areas is unknown. While subsidence is a serious geological problem, there are methods available to overcome it. It is important that when large-scale developments are being planned, that borings be required in order to avoid the hazards and costs of subsidence.

## **Climate**

The City of Collinsville enjoys the continental climate typical of southern Illinois. Temperatures range from below zero during the winter to 100 degrees or higher during the summer, with an average annual temperature of 56 degrees Fahrenheit. Annual precipitation averages about 37 inches; average snowfall is 17 inches and the prevailing wind is from the south during May through November and from the northwest the remainder of the year.

## **Population Projections**

Although population projections are useful for advance planning and relevant to decision-making to provide community services within its corporate limits, projections are often misleading in overestimating or underestimating the anticipated population of a community. Such projection models work acceptably for larger jurisdictions where various unique non-demographic events, such as a natural disaster, a major transportation improvement, the economy, an international or national disruption, tend to balance each other, reducing the detriments of population change to demographic variables. When the forecast area is small, however, non-demographic events unique to that area can account for much of the population change. The following population projections are realistic, based on an evaluation of past trends, an analyses of land-holding capacity, an intended assumption of the annexation motive of the City of Collinsville, and a combination of projection techniques of population forecasting.

Factors, which will contribute to this growth, are still in effect-continued economic development, residential growth, annexation, and a general movement of population from large metro cities to small rural communities. It is reasonable to expect that the population of Collinsville will continue to experience growth. Factors which will contribute to future growth include the following: annexation, the addition of new employment opportunities, continued utilization of vacant land for new residential development, and the possible construction of major developments such as Eastport and Collinsville's eastward expansion. Population estimates should be reviewed and updated periodically in response to major events affecting the City of Collinsville.

## **Annexation and Projected Growth Trends**

Growth is inevitable for a desirable community such as the City of Collinsville. Municipal annexation is a primary tool in planning and, when properly used, provides a method of ensuring orderly growth and standardization of needed public facilities and services. Annexation is necessary for public health and convenience, to maintain street, water and sewer alignments, to prevent land use conflicts and to achieve the community's desired land use configuration.

The City has taken an aggressive initiative to annex land contiguous to the City limits. This initiative has resulted in the annexation of approximately 2,800 acres. Collinsville must exercise "reasonableness" in its ability to annex additional land. The City must provide municipal services, including water, sewer, road maintenance, refuse collection, and police and fire protection.

## **SPECIFIC TERRAIN FEATURES**

The western portion of Collinsville lies within the American Bottoms floodplain and is relatively flat except when experiencing occasional terraces, ridges, and swales. Approaching the eastern bluff area, or approaching dissecting streambeds. The elevation difference within the bottoms is only 52 feet. However, most of the land occupies a level above the 415 feet elevation. The floodplain includes the alluvial foot slopes between the bluffs and the floor of the valley. The moderately level site will permit almost any type of structural development with proper stormwater drainage considerations. Soil type must also be considered. Darwin silty clay has high shrink-swell, placing severe limitations on sites for dwellings. Dupo deposit loam has the same characteristics.

### **The American Bottoms Floodplain with Collinsville**

Collinsville receives urban design flood protection by the East Side Levee and Sanitary District. The Federal Emergency Management Agency (FEMA) specifies that all levees must have a minimum three (3) foot freeboard against 100-year flooding to be considered a safe flood protection structure. This levee meets FEMA's freeboard requirement. However, overflow from streams cause some ponding when the gravity drains are closed due to high Mississippi River water stages or during periods of heavy runoff. (FEMA Manual #150-IV)

The National Flood Insurance Program (NFIP) encourages State and local governments to adopt sound floodplain management programs. A Flood Insurance Study, prepared in 1990, provides the 100-year flood elevations and delineations of the 100- and 500-year "floodplain" boundaries, and 100-year "floodway" boundaries to assist communities in developing flood plain management measures. The 100-year flood has been adopted by FEMA to mean there is a one percent annual chance of a flood within this boundary and a two percent annual chance of a 500-year flood is employed to indicate additional areas of flood risk.

The government's response to the Flood of 1993 has placed new stringent policies regarding development in the floodplain into practice. Several additional policies are being introduced into Congress that will have impacts on the type of developments that are allowed and the way developments are constructed to mitigate possible future flood damage. The National Hazard Mitigation Act may provide that any community which does not prepare or plan to manage avoidance of disaster in the floodplains would not be extended federal or state tax dollars for future recovery.

Collinsville's close proximity to the Mississippi River encourages unique geological considerations when considering development in this area, including potential internal flood hazards and floodplain and wetland regulations monitored by the State and Federal governments. There existed episodic flooding associated with Canteen Creek subsequent to the "Great Flood" year.



**EAST SIDE LEVEE AND SANITARY DISTRICT**  
**(Metro East Sanitary District)**  
**Five Highest Known Flood Stages**  
**At Mile 179.6 with a 30.0 Foot Flood Stage**

Date	Flood Stage	Duration	Crest
August, 1993	49.50	150 days	429.94'
April, 1973	43.23	77 days	423.70'
June, 1844	41.32	N / A	421.26'
July, 1951	40.28	N / A	420.22'
July, 1947	40.26	N / A	420.20'

**Note:** *The Metro East Sanitary District protects 61,650 acres in Southwestern Illinois since 1907. The 200-year levee, which protects the American Bottoms floodplain of which Collinsville, Illinois is a portion, has a levee crown of 446.7 feet. Most urban levees or of this magnitude survived during the 1993 flood.*

**Soil Groups**

Soils are an irreplaceable resource. They grow our food, support our buildings, and filter impurities from water. Some soils, due to their difference properties, are better than others for one or more of these uses. The various soil characteristics, such as slope, permeability, wetness, drainage, load-bearing capacity, shrink-swell potential, frost action, texture, and corrosively, have a very definite effect on the planning and development of an area. Since the properties of soils do have such an effect on an area's development, it is necessary to have as detailed an analysis as possible of the soils in the area under consideration. This information is available in a general way from soil maps, which serve as a preliminary data source. However, this information should be supplemented with on-site soil investigations prior to proposed construction or use.

The soils within the City are basically of two general types: Alford-Moren-Fayette Association (AMF) and Sylvan-Bold-Alford-Fayette (SBAF) Association. The AMF soils are located along U.S. Business Route 40 in a northeast-southwest alignment through the City, and SBAF soils are predominantly throughout the remainder of the City. The AMF Association is better suited for construction. Both associations are susceptible to erosion and require vegetative cover during and after construction.

Based on information provided by the Madison County Soil and Water Conservation District office, the Collinsville area has a variety of topographic and soil characteristics. The area's western edge is composed of Mississippi River floodplain having a predominantly flat topography. The soils in this area are deep, somewhat poorly drained, silty and clayey. All of these soils, when drained, have wetness limitations and are subject to frequent flooding and/or ponding. Because of these features, along with a seasonably high water table, septic systems generally do not function properly in this area. Agriculture is heavily practiced in the floodplain. Due to the extensive levee system, built initially to protect agricultural land adjacent to the river, the entire bottomland area in Collinsville is protected from external flooding.

Immediately east of and paralleling the floodplain is the bluff portion of the Collinsville area. The topography of this area is characterized for the most part by steep valleys and highly dissected hills that are rated severe for both building sites and septic tank use.

Slopes in this area range from two (2) percent to sixty (60) percent. With rock outcrops being very rare, most of the bluff area is loess soil. Due to the underlying limestone formations below the soil, the pollution hazard from solid and liquid waste disposal is high because the pollution can travel considerable distances through channels in the limestone.

In the upland areas of the Collinsville environs, the natural vegetation has been cleared for new urban development. This clearing reduces the capacity of the soil to catch and hold stormwater. Soil disturbance in these areas results in loess deposits filling up channels that are used to carry runoff. The combination of too much upland clearing means that more stormwater reaches the floodplain at a time when its capacity for receiving stormwater has been reduced. Under these conditions, major storms or high seasonable precipitation in the past has caused flooding in the lowlands and floodplain.

#### Upland Flood Prone Soils

<u>Soil #</u>	<u>Soil Name</u>	<u>Flood Frequency</u>	<u>Duration</u>	<u>Potential Frost Action</u>
180	Dupo	Occasional	Brief	High
415	Orion	Frequent	Brief	High
331	Haymond	Frequent	Brief	High
333	Wakeland	Frequent	Brief	High
3284	Tice	Frequent	Brief	High
1070	Beaucoup	Occasional	Brief	High

#### Soil Erosion and Sediment Control

Soil erosion and off-site sediment runoff are serious environmental problems throughout the State of Illinois. Each year, million of tons of soil are eroded by water and wind from agricultural land, areas undergoing development, and developed areas which are improperly protected. Uncontrolled erosion from construction activities can generate enormous quantities of sediment, 20 to 200 tons per acre per year. In comparison, typical erosion rates from croplands range from 1 to 20 tons per acre per year.

Excess sediment from construction sites fills storm sewers and ditches, detention basins, wetlands, and stream and river channels. The sediment reduces the carrying capacity of streams, transports pesticides and other pollutants, and degrades aquatic habitat. In addition, uncontrolled erosion and sedimentation lower the economic value of farmland, reduce the effectiveness of stormwater management facilities, and create hazards on streets and sidewalks. The Illinois Water Quality Management Plan identifies sedimentation as a major water pollution problem in both rural and urbanized areas and recommends that all Counties and municipalities adopt an erosion and sedimentation control ordinance.

A soil erosion and sediment control ordinance provides for the issuance of a site development permit based on development plans and erosion control measures proposed by a developer and submitted to the local government with land use jurisdiction. Developments below a minimum size would not be required to secure a separate permit but would still be expected to include effective erosion control measures during construction. A soil erosion and sediment control ordinance should include:

- Sediment control measures to protect off-site areas from sediment damage, measures range from silt fences, grass filter strips, sediment basins and dust abatement techniques.
- Runoff control measures to prevent or control gully erosion, channel erosion and streambank erosion, measures include diversions, waterways, spillways, surface outlets and underground drainage and outlet systems to move water from one place to another with minimal erosion.
- Soil stabilization measures to protect soils from forces that detach soil particles; measures include vegetative and non-vegetative soil covers and diversions.

The strict adherence to this Ordinance should require that all developable land have soil erosion controls, secondly, that developers submit engineering evidence that sediment erosion and stormwater runoff from their project will be properly accommodated, and thirdly, that proposals for development in areas of natural constraints be accompanied with soils and geology analyses. More recently, the U.S. Environmental Protection Agency (USEPA) has promulgated regulations that will require stormwater permits for construction sites. All construction activities on sites of 5 acres or greater will be required to implement erosion and sediment control measures and to perform routine maintenance and inspection of these measures.

### **Stormwater Drainage and Detention**

Continuing damage to property has resulted from inadequate local drainage systems, which were not designed to address comprehensive watershed-level water resource management objectives. As watersheds urbanize, the volume, frequency, and duration of runoff events of a given magnitude increase. If these changes are not mitigated through drainage system planning and detention design, streams often will attempt to adjust to increases in bank-full flows resulting in bank erosion and scouring and the destruction of habitat. Damages caused by bank erosion can be very difficult and expensive to repair. Finally, the issue of the loss of the beneficial uses of our streams as a result of physical modification has received greater attention. In Illinois, there currently is no regulation to prevent the complete realignment of a stream and the resulting destruction of aquatic habitat.

The totality of authority granted to municipalities in the Municipal Code (Ill. Rev. Stats. Chapter 24), permits the enactment of effective stormwater control measures. Any municipality with the power to issue building permits may require that building include facilities for the orderly runoff or retention of rain and melting snow. The statute requires the local governing authorities to consider such factors as the permeability and water absorbing quality of the soil and the adequacy of existing waterways, and to establish drainage and detention criteria and requirements to meet the following objectives:

- prevent increases in downstream flooding due to new urbanization;
- prevent increases in the magnitude and frequency of small flood events that contribute to increased bank erosion;
- prevent increases in drainage-related damages due to inadequate design of local drainage systems;

- prevent the loss of beneficial stream uses due to degraded stormwater quality; and,
- prevent the loss of beneficial stream uses due to adverse hydrologic and hydraulic impacts of urbanization.

A stormwater ordinance presents a regulatory approach to stormwater management, which emphasizes conservative approaches to stormwater drainage and detention that should be enforced throughout the Collinsville area. It should not be considered a substitute, however, for a planning approach to stormwater management. The best way to manage stormwater quantity and quality is to study existing and future problems on a watershed basis and then prepare plans and regulation to a watershed's needs.

### **Wetland Delineation**

The U.S. Army Corps of Engineers (COE) and the U.S. Environmental Protection Agency (EPA) jointly define wetlands as follows:

*“Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marches, bogs, and similar areas.”*

Wetlands are areas covered by water or that have waterlogged soils for long periods during the growing season. Plants growing in wetlands are capable of living in soils lacking oxygen for at least part of the growing season. Wetlands such as swamps and marshes are often obvious, but some wetlands are not easily recognized, often because they remain dry during part of the year.

Wetlands are a vital link in our ecosystem performing a variety of functions. Wetlands naturally mitigate flood and storm damage by temporarily storing and then slowly releasing floodwaters. Because of their location between land and water, wetlands function to improve water quality. They control erosion and trap the runoff from land carrying nutrients, wastes, pollution, and sediment and filter the material from flooding waters. Wetland ecosystems support a great diversity of vegetation, which provides food, water, cover, nesting, and wintering ground for many forms of wildlife. Wetlands may also recharge or discharge groundwater sheds.

The Corps of Engineers use three characteristics of wetlands when making wetland determinations-vegetation, soil, and hydrology. There are general situations in which an area has a strong probability of being a wetland including:

- Area is in a floodplain or otherwise has low spots in which water stands at or above the soil surface for more than 7 consecutive days during the growing season.
- Area has plant communities that commonly occur in areas having standing water for part of the growing season (e.g., cattail marshes, bulrush and tule marshes and sphagnum bogs)
- Area has soils that are called peats or mucks.

Many wetlands may be readily identified by these general situations, but there are numerous wetlands in which it is unclear whether these situations do apply. The Environmental Land Use Constraints Map generally delineates areas of wetlands found in Collinsville based on information provided by the Madison County Soil and Water Conservation District.

Section 404 of the Clean Water Act requires that anyone interested in depositing dredged or fill material into “waters of the United States, including wetlands,” must apply for and receive a permit for such activities. The Corps of Engineers has been assigned responsibility for administering the Section 404 permitting process and makes the final determination of whether an area is a wetland and its specific location. Activities in wetlands for which permits may be required included, but are not limited to:

- Placement of fill material
- Ditching activities when the excavated material is sidecast
- Levee and dike construction
- Land clearing involving relocation of soil material
- Land leveling
- Most road construction
- Dam construction

Many of the remaining wetlands within Collinsville exist on private land. Preserving wetlands is the responsibility of the individual landowner.

#### **TYPICAL MITIGATION MEASURES**

- Limit wetland uses to those with minimal impact on natural values (e.g. parks, growing of natural crops)
- Limit development densities (e.g., require large lot sizes)
- Cluster development on upland sites to protect sensitive and hazardous areas
- Elevate structures on pilings or other open works
- Route access roads, sewers, and water supply systems around the most sensitive areas
- Where appropriate, fence wetlands and floodplains to protect natural vegetation and water quality and to reduce erosion
- Replant wetland and other vegetation where destruction of vegetation cannot be avoided
- Construct fish pools in channelization projects; install fish ladders at dams
- Manage game to enhance and reestablish species
- Use silt fences and similar measures to control runoff from construction sites; construct detention ponds to trap sediments

- Operate dams to provide sufficient flows for downstream fish and wildlife and to periodically flush wetland
- Construct new wetlands and other wildlife areas by diking, land acquisition, or other means to compensate for unavoidable losses

## **Archaeology**

The Collinsville area is rich in culture and history by early settlement. Numerous historic resources, which include structures, burial mounds, human remains, and other archaeological sites, may be found throughout the area. Each year development and construction destroy hundreds of historic resources in the State of Illinois. Historic resources are not recyclable, and once an historic resource is replaced or destroyed, it is gone forever.

In response of the State losing precious historic resources, the Illinois Historic Preservation Agency in 1990 sought the passage of three laws protecting human burials, archaeological sites, and historic buildings or sites. The legislation called for stiffer penalties for those who disturb human burials or archaeological resources and require all State agencies (e.g., IDOT, IDOC, IEPA, IDOA) to assess the affect their activities may have on historic resources.

An area of extreme importance archaeologically, yet generally obscured to popular knowledge, is the Eagle Effigy Mound along Route 157 in the Sugarloaf area at the north end of Collinsville. This mound is accompanied by a series of conical shaped small mounds along the ridge of the bluffs. Many of these mounds have been destroyed by home building efforts or decimated by artifact hunters. The Eagle Effigy Mound, though highly eroded, should be given careful consideration for preservation due to its significance as a member of the Cahokia group and its size: second only to Monk's Mound in mass among the Cahokia group.

## **Endangered and Threatened Species**

The Illinois Endangered Species Protection Board, under the Illinois Endangered Species Protection Act of 1972, is granted the authority to designate which Illinois species are threatened or endangered. Presently the list of threatened and endangered species includes 72 vertebrates and 364 plants. Endangered species in Illinois are defined to be those breeding or naturally reproducing native species likely to be extirpated from the State of Illinois in the near future; threatened species are those likely to become endangered in the near future.

The Great Egret is a common migrant and summer resident along the Mississippi River and is currently the only known endangered species living in the Collinsville area. They feed primarily in lagoons of the floodplain and colonize with other birds, particularly the great blue or other herons in the floodplain forests.

Of only five (5) endangered or threatened snakes in the State of Illinois, the Collinsville area provides the correct habitat for three (3) of the species, including the Coachwhip snake, Corn snake, and Western Hognose snake. These species favor the rocky, openly wooded hillsides found along the Mississippi River bluffs.

The following is a list of endangered and threatened plant species that have distribution in the immediate area:

*Bumelia lanuginosa* – Woolly buckhorn  
*Corydalis halei* – Hale's corydalis  
*Draba cuneifolia* – Whitlow grass  
*Euphorbia spathulata* – Spurge  
*Galium virgatum* – Dwarf bedstraw  
*Heliotropium tenellum* – Slender heliotrope  
*Hexalectris candensis* – Crested coralroot orchid  
*Hydrastis canadensis* – Golden seal  
*Lactuca ludoviciana* – Western wild lettuce, prairie lettuce  
*Panicum longifolium* – Long-leafed panic grass  
*Rudbeckia missouriensis* – Missouri orange coneflower  
*Thelypteris noveboracensis* – New York fern

## **Groundwater Protection**

The entire population of Collinsville depends on its drinking water from underground sources, or groundwater. It is a major source of irrigation, industrial processes, and other domestic water uses. Harmful substances placed on the land surface or buried underground can seep through and contaminate groundwater supplying public and private drinking water wells. State and local governments shoulder the responsibility to protect Illinois groundwater resources.

*“Recognizing the need to unify the State’s groundwater protection programs, the Illinois General Assembly passed the Illinois Groundwater Protection Act (IGPA) 41/ILCS 55/1 et. Seq. (1992) in 1987. The intent of the IGPA is to protect Illinois’ groundwater reserves as a natural and public resource, establish new policies and coordinate existing programs. Two existing statutes, The Environmental Protection Act (1992) and the Illinois Water Well Construction Code (1992), were amended to assign additional duties to existing regulatory agencies.”*

Local government authority to protect groundwater includes: adopting maximum setback zone ordinances; conducting groundwater protection needs assessments; participating in the establishment of priority groundwater planning regions and regulated recharge areas; and adopting setbacks as a zoning overlay district.

The Groundwater Protection Act was approved on September 24, 1987 by the Illinois State General Assembly. Based on the need to recognize and protect Illinois; groundwater reserves as a vulnerable natural resource, the General Assembly declared:

*“...it is the policy of the State of Illinois to restore, protect, and enhance the groundwater of the State, as a natural and public resource. The State recognizes the essential and pervasive role of groundwater in the social and economic well-being of the people of Illinois, and its vital importance to the general health, safety, and welfare. It is further recognized as a consistent with this policy that the groundwater resources of the State be utilized for beneficial and legitimate purposes; that waste and degradation of the resources be prevented; and that the underground water resources be managed to allow for maximum benefit of the people of the State of Illinois”.*

Utilizing the best management practices available at the regional and local level can significantly reduce the threat of groundwater pollution. To increase water supply protection, local governments have various powers available. These include subdivision ordinances, site plan reviews, design standards, operating standards, source prohibitions, purchase of property or development rights, public education, groundwater monitoring, household hazardous waste collection, and water conservation programs. Local governments can use their powers and local presence to complement the work of the Illinois Environmental Protection Agency (IEPA), Pollution Control Board (PCB), and the Illinois Department of Public Health (IDPH).

The Collinsville area has two public water wells within its environs. The Cities of Collinsville and Troy both obtain their drinking water from the American Bottoms floodplain. Troy's water plant is south of Horseshoe Lake Road; and the City of Collinsville's water plant is south of Collinsville Road. The apparent precaution with allowing certain land uses is the likelihood of contamination, and groundwater capture.

As a pump withdraws water and forces it to the surface, groundwater withdrawn from around the well is replaced by water stored within the aquifer. This "drawing" of distant water to the well is called groundwater capture. The area affected is termed the zone of capture or the area of influence. The edge of the capture zone is the division line between where a water particle will eventually reach the well and where the water particle will flow around the well, never being captured by the well.

It is important to identify capture zones because any pollution within them will be drawn toward the well, eventually contaminating the water supply. The closer to the well that pollution occurs, the sooner it will be drawn into the water supply.

Groundwater contaminants may come from leaking waste impoundments, leaking storage containers of hazardous materials, or uncontrolled waste disposal. Local government has some authority over these land uses.

### **Hazardous Waste Land Uses**

Industrial and commercial establishments that handle hazardous products and by-products may threaten groundwater through accidental spills, stormwater runoff from material storage areas, or improper disposal.

Industries that require chemical storage and holding facilities may threaten groundwater. Above-ground and underground tanks, surface impoundments, and waste piles can rupture or leak, allowing their contents to seep through the ground and contaminate the groundwater. Even local commercial establishments, such as gas stations and dry cleaners, may store substances that can contaminate groundwater.

### **Municipal Land Uses**

Landfills have, and will continue to be, the most common method of disposing of municipal solid and hazardous wastes. Municipalities that spread and store de-icing salts pose a risk to groundwater. Abandoned water supply wells can sometimes provide another route of contamination. As farmland is converted to industrial uses, many times farm wells are left without proper sealing techniques, providing a conduit for contaminated surface water to reach a water resource.



## **Agricultural Land Use**

Agricultural threats come from animal wastes, fertilizers, herbicides, pesticides, and livestock waste. Storage locations of agricultural chemicals and livestock waste pose the greatest risk.

## **Residential Land Use**

Residential land uses threaten groundwater quality in numerous ways. Septic systems are a source of bacteria, nitrates, viruses, synthetic detergents, household chemicals, and chlorides entering groundwater. Residents also contribute to groundwater contamination by improper use of garden chemicals, auto products, and paint products.

## **Land Uses regulated through Setback Zones**

Under the IGPA, public and private drinking water supplies are protected from potential sources of groundwater contamination by the use of setback zones. Each community well must have a setback zone, which restricts land uses near the well. The purpose of the setback zone is to provide a buffer between the public water supply wells and potential contamination sources or routes. The buffer provides time for the well users to begin cleanup efforts or obtain an alternative water supply before the existing water supply becomes unfit for use.

### **Minimum Setback Zones**

Minimum setback zones are mandatory for all public wells. Siting of new potential primary or secondary sources or potential routes is prohibited within the setback zone. The IGPA established a minimum setback zone of 200 feet for every potable well. In accordance with the IGPA, the IEPA also has designated some community wells to be “vulnerable”, because of the nature of the aquifer and the depth of the well, and these wells have minimum setbacks of 400 feet. No new potential contamination sources or routes may locate within these setback zones, unless an exception or waiver is obtained from the PCB or well owner. Conversely, new water wells must be at least 200 feet from an existing source or route.

### **Maximum Setback Zones**

The second level of protection provided under the IGPA involves the use of a maximum setback zone of up to 1,000 feet for community water supply wells. Maximum setback zones allow the well owner, State, County, or municipal government to regulate land use beyond the required minimum setback zone. The establishment of a maximum zone is voluntary process. A request to determine the technical adequacy of a maximum setback zone determination must first be submitted to the IEPA by a County or municipality.

## **SITE PLANNING AND DESIGN**

Good site planning is often the key to minimizing adverse environmental impacts. Effective site planning and design will result in minimal impacts to natural hydrologic characteristics and sensitive landscape features. Site design is a critical factor in achieving effective soil erosion and sediment control, stormwater drainage, and protection of nearby stream, lake, and wetland resources. The primary objectives of site planning and design are to:

- Minimize construction in sensitive areas.

- Preserve natural hydrologic conditions and pollutant filtering mechanisms.

In order for Collinsville to achieve these objectives, there are several principles that should be followed. These include using natural features as aesthetic and/or recreational amenities for the proposed use; developing a resource management plan describing maintenance needs and restoration opportunities; and identifying natural amenities and restrictions early in the development process.

### **Overview of Environmental Planning Recommendations**

- Develop a Floodplain Management Plan to be enforced by a local Floodplain Ordinance.
- With the increase in population, more green spaces are needed in neighborhoods.
- Prepare wetland areas for mitigation banking.

Adoption of the above local Ordinances and plans would alleviate some permit procedures and expedite the process of issuance of other State and Federal permit procedures regulating the preservation of natural areas and the protection of natural resources from contamination or extinction.

### **Runoff Coefficients**

The runoff coefficient is an estimate of the fraction of total rainfall that will appear as runoff. For example, the “c” value of a lawn area is 0.2, which indicates that only 20 percent of the water that falls on grass areas will end up as surface runoff. In contrast, the “c” value of a paved area can be 0.9 or higher, indicating that 90 percent of the rain falling on this type of surface will run off. Runoff coefficients for sites with more than one land use are estimated by calculating a weighted average (based upon area) of the runoff coefficients for each land use.

# CHAPTER FOUR

## COMMUNITY IMPROVEMENT STRATEGIES

### INTRODUCTION

The City of Collinsville's potential is far too great and too valuable to jeopardize by failure to properly assess the issues and planning realities that exist today and which must be addressed the future. For this reason, this Plan devotes a significant level of effort to the identification of several issues and needs along with program definition for community improvement strategies.

- **Reorganization of Zoning Districts.** New Districts should be recommended and condensation of existing Districts should be explored. These should be based on the outcome and recommendations made in the Comprehensive Plan.
- **Community Identification Entryways.** Entryway areas leading into the commercial, industrial, and historic neighborhoods of Collinsville should be explored, with recommendations on design, placement, and District compatibility.
- **Address Flood Prone Areas of the Community.** Zoning and land use issues will need to address flood hazard areas in relation to design, use, and development within these areas.
- **Institute a Stormwater Management Program.** A stormwater management program will relate to the specific types of development allowed in certain areas and what impact they will have on floodplain management, stream management, and urban runoff and erosion.
- **Create Identifiable Neighborhoods or Planning Districts.** To assist in implementing the Plan, the zoning document, and development strategies it will be helpful to create identifiable neighborhoods or districts.
- **Future Annexation.** In order to provide for additional quality residential areas; development along an East By-Pass Highway, and continuity of development throughout the Eastport Development Park, several areas of annexation will have to be initiated.
- **Enhancement and Protection of Residential Districts.** Residential districts within Collinsville are being impacted by commercial sprawl, gentrification of structures, traffic safety, and lack of pedestrian amenities. These issues as well as neighborhood identification provide several areas to be addressed in residential revitalization.
- **Create a Special Service Area (Overlay District) for Main Street.** A special type of zoning District that encourages commercial investment but still realizing the historic nature of the area and its preservation.

- **Interstate Linkages Corridor.** An important open space preservation issue that will relate to development programs of the I-255 corridor. Enhancement tools that can help Collinsville relate to other communities along the Interstate system.
- **Greenway Linkages with State Parks and other City Recreation Areas.** Provide additional recreation and open space advantages for your citizens by obtaining linkages with other area parks and greenways.
- **Enhancement of Collinsville's Commercial/Office Parks.** The City of Collinsville's commercial and office park areas are in competition with other office areas within the St. Louis region. Upgrading and protection of these districts will be essential in maintaining a quality image for the City of Collinsville in the future. The Eastport Development Plan should be followed as produced by the Planning Commission.
- **Create Public/Private Partnership Mechanisms.** With many private entities within the City of Collinsville, there exists a great opportunity for partnering to solve problems or provide additional opportunities.
- **Mining Areas as Constraint Enhancements.** Collinsville must approach the land constraint areas in a more advantageous manner. Types of recreation can be of help, or perhaps making the City's natural edge more approachable by citizens and recreation enthusiast.

### **Roadway Intersection Improvements**

The Plan identifies several roadway intersection improvement areas. These improvements are recommended to (1) help relieve traffic congestion areas, (2) provide for better access to development areas, (3) provide for safe vehicular movement from one street to another, (4) provide for improved entryway design. (See Community Improvement Strategies Map) and (5) eliminate or reduce dead-end streets.

Improvement intersections include: (1) McDonough Lake Road and Bluff Road, (2) Gateway Drive and Horseshoe Lake Road, (4) Beltline Road and Bluff Road, (5) Beltline Road and Johnson Hill Road, (6) Black Lane at I-70 entrance to Eastport, (7) St. Louis Avenue and Caseyville Road, (8) Morrison Road, Caseyville and Bluff Road, (10) Morrison Road and Main Street.

New Intersections would be proposed for: (3) Horseshoe Lake Road and Eastport Plaza Drive, (9) Clinton Road and Beltline, (11) Lebanon Road and East 159 Connector, (13) California street and East 159 Connector, and (14) County Lane and East 159 Connector.

### **NEIGHBORHOOD INVESTMENT AND HISTORIC PRESERVATION**

Communities have become very familiar with development strategies for commercial districts. They encourage redevelopment of older business areas and assist private developers through incentives and infrastructure investment. However, the majority of land use within Collinsville is comprised of residential neighborhoods. These neighborhoods are aging and in need of improvements.

An initial strategy to encourage redevelopment of neighborhoods is to identify neighborhood boundaries. Older neighborhoods may be indistinguishable from other residential development areas. Some smaller neighborhoods or subdivisions may be combined to form larger, better identifiable neighborhoods. The neighborhoods then become the focus of a neighborhood improvements program. Each neighborhood would be encouraged to form a Neighborhood Improvement Association. These associations would provide liaison with the City staff and the Planning Commission. Infrastructure improvements, sidewalks, street lighting, property maintenance issues, and volunteer projects for neighborhood revitalization could be coordinated through the associations.

## **Neighborhood Design**

It is important to maintain ease of flow between activity centers such as schools and shopping districts. Better traffic flow throughout the city will help alleviate traffic congestion on main arterials. Because they intercept the pattern of connecting streets, thereby decreasing accessibility between adjacent neighborhoods, cul-de-sacs should be strongly discouraged. It would help stem the further erosion of inter neighborhood accessibility if all future residential streets were simply required to connect with other streets, either existing or planned.

Exceptions could be granted if such connections were possible only by filling wetlands, felling a stand of mature trees, or if such a connection would create a shortcut attracting a significant volume of through traffic through the subdivision. In areas lacking any existing or planned streets with which to connect, the cul-de-sac should include streets extending to adjacent parcels in locations where future connections appear to be feasible. Where no vehicular connection is feasible, provision should be made for at least a bikeway and footpath connection.

It should be noted that the tendency toward cul-de-sacs originally arose because excessive street design standards had created virtual raceways through residential neighborhoods. These potential raceways can be easily avoided by designing shorter street lengths with numerous three-way "T" intersections to discourage through-traffic. Some model subdivision regulations require a second entrance band upon a maximum traffic load of 200 vehicles per day (or "average daily traffic"), 25 dwellings, with a maximum cul-de-sac length of 1,000 feet.

Turning areas at the end of cul-de-sacs may take many forms. The most common one within the City should be allowed only as a last resort. This is the huge paved circle. For streets with up to a dozen homes, a simple "hammerhead" or turning "T" is sufficient. Where land is at a premium, the next-to-last resort should be a circular cul-de-sac, totally paved, with a radius of 30 feet.

Lot sizes for residential development in Collinsville is key to successful neighborhood development. Certainly in newer subdivisions on more difficult terrain within slope areas, and heavily wooded sites it is more conducive to use large lot sizes such as one-half (1/2) acre to one (1) acre building sites. The City must be cognizant of erosion problems, stormwater management, and tree preservation in these unique areas. In older neighborhoods of Collinsville one of the redevelopment emphasis should be to encourage quality infill, both within vacant lots, underutilized lots, and to reestablish blighted housing structures. It is wise to continue with small lot development within these neighborhoods,

such as one-sixth (1/6) acre or one-tenth (1/10) acre lot sizes, which reflect the more historic development pattern.

### Neighborhood Identify

Again, knowing where subdivisions are located, giving residents pride in their neighborhoods is essential in establishing a revitalization effort. Neighborhoods should be larger than a person can reasonably walk across in five (5) minutes. Large subdivisions and neighborhoods are difficult to formulate and bring those residents to some commonality of closeness. Use historic names to neighborhoods, or if there is conflict in naming, use another suitable identifying name for these areas. Identification of where their neighborhoods exist is important as well. This can be accomplished through the development of unique signage, or entryway treatments such as landscaping, monument signs, or sculpture treatment.

### OCCUPANCY PERMIT SYSTEM

Many communities are undertaking occupancy permit programs across Illinois. It is seen correctly as a program that will assist in preserving the viability of communities, neighborhoods, and citizen’s investment in their homes. There are many different methods of putting an “Occupancy Permit Program” together, and no two communities are similar. Basically the ordinance will rely on the "International Code" which is a model building regulations manual for the protection of public health, safety and welfare. Some communities use this document for commercial property, or residential development, but don’t coordinate it with an occupancy permit program for older structures. This most important step a community can take is to determine what will be covered by the occupancy permit program and how will it be administered.

#### Who would it affect? What residential structures would require a permit?

*\*Any person or persons selling a single-family residence within the City of Collinsville would require an occupancy permit based on the established property maintenance code and also any person or person renting any residential unit, either a single-family home or an apartment unit, regardless of the age of the structure, within the City of Collinsville would require an occupancy permit based on the established property maintenance code.*

<b>Table 1.6 1990 HOUSING CHARACTERISTICS Cities of Collinsville, Edwardsville and Belleville</b>			
	Collinsville	Edwardsville	Belleville
Total Housing Units	9,659	6,109	19,060
Total Occupied Units	9,125	5,736	17,726
Total Owner-Occupied Units	5,986*	4,032	10,837
Median Value	\$65,744	\$64,400	\$57,900
Total Renter Occupied Units	3,139	1,704	6,887
Median Rent	\$424	\$435	\$393
Vacant Housing Units	534	373	1,334
Median Year Units Built	1960	1958	1954
<b>*Total Owner-Occupied Units for 2005 Special Census was 10,829 (92% of Total Housing Units)</b>			

## **Multi-Family Housing**

The multi-family housing development trends within the City of Collinsville represents a large increase in construction during the later 1980's, and into the 1990's. A community that grow disproportionately to its single-family residential growth will experience greater burdens upon its municipal services, and less tax revenues proportionately to those obtained from its single-family residential property owners. Many times, school districts and transportation systems are equally over burdened by multi-family development. There is no standard percentage for multi-family residential development in urban planning research, but normally reflects the awareness of the community for a quality-oriented city.

During the last ten years, Collinsville has experienced a large share of multi-family development in relation to single-family housing in construction. This total (new in construction) when added to the total housing units within the City (all present inhabitable structures), the City realizes a 32% ratio of Multi-Family units to Single-Family units. If the present trends continue for the next ten years, at a 32% rate, the City of Collinsville would be severely overburdened with multi-family housing stock. A comparison of national housing starts for 1994 displays a national percentage of multi-family to single-family ratio of 18%.

*How does the City address the problem?* The City of Collinsville is allowed by State statutes to control development within its borders. This is done normally through planning and zoning guidelines for land use objectives. The City revised its Zoning Code for removal of all multi-family development from R-2, and R-3 Zoning Districts, and provided close monitoring of multi-family by placing most of this housing as a planned use. To further ensure multi-family construction limits, the amount of land zoned for multi-family land uses should be investigated closely.

## **Historic Preservation**

Historic preservation plays a central role in urban revitalization. It is in the best interest of a community to integrate preservation values into the local policies that shape community growth and development. Local policies that shape urban growth and development are critical to the future of historic preservation and to that of America's aging cities.

To become a great American city in the 21<sup>st</sup> century, a city must preserve those special places that make it a unique, interesting and attractive place to live and work. A city's historic landmarks and districts clearly rank prominently among such places. The preservation of these special places is too important to be left to chance; it requires planning as well as citizen involvement and constant vigilance. For those cities interested in becoming better places in which to live and work, these recommendations are made:

- Identify historic places, both architectural and natural, that gives the community its special character and that can aid its future well-being.
- Adopt the preservation of historic places as a goal of planning for land use, economic development, housing, and transportation

- Develop revitalization strategies that capitalize on the existing value of historic residential and commercial neighborhoods and provide well-organized compatible housing without displacing existing residents.
- Ensure that policies and decisions on community growth and development respect a community's heritage and enhance overall livability.
- Demand excellence in design for new construction and in the stewardship of historic properties and places.
- Use a community's heritage to educate citizens of all ages in building civic pride.

Failing to plan for and manage growth is likely to result in the destruction of our historic places and in diminished value within cities. Preservation advocates should relate historic preservation to broader community concerns; including housing, economic development, tourism promotion and transportation related issues. This can be accomplished by explaining the contribution to preservation to a city's economy, by developing alliances with groups concerned with other community issues and by joining forces with those concerned with preserving the quality of life for residents.

Collinsville citizens must look beyond traditional preservation ordinances and landmark commissions, and address those planning forums that have the most influence over their City's future development. Such forums include the City Council, Planning Commission, Zoning Board of Appeals, Economic Development Commission, Department of Public Works, and the Downtown Development Commission. The adoption of a Historic Preservation Ordinance and the establishment of a Historic Preservation Commission are imminent technical preservation steps and remain vitally important in Collinsville's rebirth. Their strength and potential usefulness may be undercut if preservation values are not reflected in local policies that set the stage for the redevelopment of Downtown Collinsville and the overall economic viability of the community.

## **TRANSPORTATION POLICY AND PLANNING RECOMMENDATIONS**

All plans for new transportation improvements should be carefully figured to ensure that the new improvement would solve the bulk of the primary problems. Short-term improvements should include improvements to highway entranceways and traffic signalization areas to remove congested areas. For the long-term, attention should focus on the underlying causes of traffic congestion, particularly land development, as residential areas and employment centers continue to expand. The City should consider the following land development controls to encourage wise transportation land use planning within its boundaries:

- Require developers to demonstrate a balance between anticipated traffic and roadway capacity before allowing the start of construction.
- Encourage the use of frontage roads to avoid "tie-ups" at signalization areas or prevent the proliferation of signal lights.
- Encourage the use of car pools and vanpools by denoting a site where a park-ride lot may be built.



Specific recommended improvements to Collinsville's transportation facilities include reconstruction activities which are targeted at roadway and street condition improvements, thereby enhancing the safe and smooth flow of traffic. The focus of Collinsville's transportation facilities need is two-fold. Planning transportation needs in the City's uplands will need to accommodate anticipated residential growth, and intermodal transportation improvements in the Eastport Development Park and the lowlands will need to accommodate planned commercial/business/light industrial development. The transportation facilities recommendations are as follows (see Major Street Plan):

- Coordinate major road planning with the East-West Gateway Coordinating Council for inclusion in the regional Transportation Improvement Plan (TIP), as well as State and County Highway Departments.
- Develop a traffic circulation plan for the Eastport Development Park/I-157 area.
- Assess the impact of traffic changes created by new development in the Collinsville Eastport District.
- Conduct street surveys to identify maintenance needs, sight-distance problems, capacity excesses, and operational problems. Develop a priority-based improvement program to be included in a Transportation Study.
- Investigate and promote the development of an East Connector system for Illinois Route 159.
- Determine new areas where a park-and-ride could be constructed.
- Provide input to the East-West Gateway Coordinating Council on regional transportation projects, i.e. MetroLink extensions, Metro bus routes, new Missouri-Illinois bridge, directly impacting the City of Collinsville and its environs.
- Improve traffic flow through the Collinsville Downtown district.
- Provide one-way pairs on each side of Main Street.
- Improve Illinois Route 159 (Vandalia/Morrison) through the City.
- Explore two-way traffic flow on Main Street.

### **Regional Transportation Facilities Plan**

Several regional transportation facilities plans will directly impact the City of Collinsville. Regional project plans focus on reducing the reliability of roadway expansion projects and preserving the efficiency of existing roadways and streets. Tighter Federal, State, and local government budgets, in addition to more stringent clean air requirements and right-of-way restrictions, has reduced the number of roadway expansion projects, but the amount of driving performed by the individual has increased. Of all the jobs in the region, half are located along I-270/I-255 corridor and in suburban communities to the west of downtown, and 25 percent of all jobs are within the City of St. Louis.

A study of transportation needs in the St. Louis Region was undertaken by the East-West Gateway Coordinating Council, which is the designated Metropolitan Planning Organization (MPO) for the St. Louis, Missouri-Illinois area including Madison, St. Clair, and Monroe Counties. This means that the East-West Gateway Coordinating Council has been given the responsibility for the development of the Long-Range Transportation Plan for the Bi-State region. Federal law, under the Intermodal Surface Transportation Efficiency Act (ISTEA), requires that transportation planning in the metropolitan region is coordinated through MPOs in conduction with State agencies, and that the MPOs Board of Directors approve long and short-range plans prior to application for Federal transportation funds.

From the regional transportation plan, based on a 20-year horizon and to be updated at least every three years, major policies and strategies are established to guide the future development of the metropolitan transportation system. A Transportation Improvement Program (TIP) is developed from this plan. All projects seeking federal funds, or otherwise requiring federal approval, must be contained in the TIP. The TIP is an annually updated, fiscally constrained 3-year program for transportation improvements.

### **Transportation Planning**

Major parts of Collinsville's future transportation needs are related to the city's location within the regional transportation system. Collinsville's western corporate limits parallel Interstate 255, which serves as a major linkage to Interstates 55, 64, and 70, and Illinois State Route 157 and 159. Collinsville is dissected Illinois State Route 159 which intersects Interstate 55/70. Illinois State Route 159 is the major conduit for channeling traffic in a north-south direction through Southwestern Illinois. (See Major Street Plan)

Other components of the regional network, as identified earlier in this Plan include railroad, waterway and airport facilities. The Union Pacific rail line serves the region and intermodal rail freight systems include Conrail, CSX, Union Pacific, Illinois Central, and Gateway Western. Three air transportation services are accessible to Collinsville; a private airfield, Nichols Airport; a general aviation facility, St. Louis Downtown Parks Airport; and two large commercial airports, St. Louis Lambert International and St. Clair Mid-America. Although Collinsville does not extend to the Mississippi River, the river is of great importance to the region's transportation network. A series of waterway traffic terminals provide for the transport, by barge, of commodities including coal, oil, chemicals and grain.

Collinsville and the surrounding area offer a full-range of accessible transportation facilities. The facilities have played, and will continue to play, an active role in the development of the region in general and Collinsville in particular. A proper analysis of the traffic circulation system in Collinsville and its connections to the regional transportation network requires an understanding of how the City streets function in relation to one another. A street's functional classification defines the role it plays in the interconnected street network. The functional classification used to categorize Collinsville's streets, arranges streets in a hierarchy determined by trip length and type, size of geographic area serviced, and traffic volumes accommodated. A streets functional classification provides a standard of evaluation to determine deficiencies in the circulation system. Streets in Collinsville are classified using the following criteria:

*Primary Arterials* – carry the major flow of inter-and intra- regional traffic. Included in this category are major highway and interstates.

*Secondary Arterials* – connect the City street-network with the primary routes, provide cross-town access and connect the principal traffic generator.

*Collector Streets* – carry traffic between adjacent neighborhoods and major traffic centers. Collectors distribute traffic to the arterial streets and primary routes.

*Local Streets* – provide access to individual properties, carry intra-neighborhood traffic as well as traffic from residential areas to collector and arterial streets.

The Major Street Plan map depicts the classification assigned to Collinsville's streets.

### **Illinois East Connector**

Vandalia Avenue (Illinois State Route 159) through the eastern portion of Collinsville carries the largest volume of traffic through residential areas and older commercial districts of Collinsville than any other arterial. Some of the primary strategies of this Plan is (1) to alleviate traffic on Vandalia, (2) help re-establish Vandalia as a partial residential arterial, and (3) provide for better traffic flow through Illinois State Route 159 between Edwardsville and Fairview Heights, Illinois.

This Plan recommends that an Illinois State Route 159 East Connector facility to be placed at the eastern edge of the present eastern City limits. This area is predominately underdeveloped and will provide Collinsville with new territory for residential expansion and provide new areas for commercial and office development. Along with the East Connector development would be the expected design of extensions to the East Connector from County Lane, California Avenue and other major collector streets within Collinsville.

### **MetroLink Transit**

Bi-State Development Agency (now Metro) began operating MetroLink lightrail in July 1993. It is an eighteen-mile, twenty-station transmit system connecting downtown East St. Louis, St. Louis and Lambert Airport through a northeast regional corridor in Missouri that handles 49,000 riders per day. A second corridor in St. Clair County extends to Belleville Area College and ultimately to the St. Clair Mid-America Airport, which is projected to attract 29,000 transit riders daily. In the near future, Madison County will be engaged in promoting and extending MetroLink through portions of its area. Each light-rail transit corridor will require seven to ten years to move from an alternative analysis/draft environment impact statement start-up of operations.

Illinois funding for MetroLink is obtained through contracts with the transit districts of Madison County and St. Louis County. This purchase of service is negotiated each year. Illinois operating assistance comes from specific non-sales tax receipts collected in Illinois and appropriated to the transit districts and from all local sales tax receipts collected in these districts.

Lightrail transit is the catalyst for development. It can make things happen. It provides an easily identifiable location for users obtaining its services. You will always know exactly where it will stop and provide linkages with transit riders. Transit-oriented development is becoming very successful. This Plan proposes that any lightrail alignment that is constructed within Madison County would be located through portions of the City of Collinsville.

Identification of station locations should be of the greatest benefit to support commercial development and the business and residential users. The Schoolhouse Trail alignment would be recommended for the City of Collinsville as an alignment right-of-way, with transit-oriented development stations at the Eastport Development Park and at the Keebler Road/I-70 overpass. Plans should also be considered for future routes through the community.

### **ECONOMIC DEVELOPMENT: COMMERCIAL AND BUSINESS INVESTMENT**

The City of Collinsville should maximize its economic development potential by diversifying its economic base. Maximizing and diversifying the City's economy increases the City's ability to sustain various economic cycles and allows the tax income collected to provide City services to be divided proportionally among various user groups (e.g. taxing districts, schools, townships, homeowners, business owners, industry and tourists).

No one group should endure the bulk of the tax burden.

The keys to pursuing economic development within Collinsville are:

- Development of an Economic Development Plan to assess the community's needs for economic development activities and determine the City's assets in attracting certain types of development,
- Utilization of the Eastport Development Park Plan and Zoning Ordinance that delineates what development will go where; and
- Development of a Marketing Plan to promote the community, its development platforms, and devise activities to "seek" economic development opportunities; and
- Establish a market.

Most community leaders are elected officials that have other professions and volunteer their time to serve the community on a part-time basis. This makes it more difficult for Collinsville to take advantage of development opportunities as they arise. An additional key to obtain sustainable positive economic change lies in the power of local citizens who organize with the vision of their future. The City utilizes the Economic Development Commission to assist in promoting the community. The EDC consists of interested persons who are knowledgeable about Collinsville. Ideally, these individuals should be a representative group of local government, industry and finance officials, knowledgeable of the various development sites, restrictions and opportunities. Potential

developers/businessmen should have their questions answered by these representatives and in turn should provide answers to questions that concern the City.

The City has hired a full-time director devoted to promoting Collinsville. The person(s) responsible for economic development should have the knowledge and ability to submit proposals for State and/or Federal funding for development programs. The community, or rather the local government, should be selective in the types of economic development it pursues and should be able to assist the selected development in acquiring financing, and more importantly, in marketing and securing the developer's investment from unplanned and disorderly development.

### **Collinsville Main Street District**

A community's Central Business District (CBD) and in Collinsville's situation, it's Main Street District, is a key component of it's economy. It provides employment for a significant amount of the population and a "place" in residents hearts and minds that helps define Collinsville's identity. The City should begin a revitalization effort to attract new businesses and retain existing businesses. The longer a community waits to initiate a revitalization movement, the more difficult it is to achieve, since the community has less business and activity of which to draw new business into the community.

A revitalization movement of Collinsville must include these five components:

1. Organization – building consensus and cooperation between groups that have a stake in the economic viability of the downtown.
2. Design – improving the downtown's image by enhancing its overall physical appearance.
3. Economic Restructuring – strengthening the existing economic base of the downtown while diversifying it.
4. Promotion – marketing the downtown's unique characteristics to residents, investors, tourists and others.
5. Market Niche – creating a niche to help establish market demand.

Funding for downtown revitalization effort can be achieved through:

- City General Funds
- Community Development Block Grants
- Portions of Sales Tax
- Membership Dues
- Special Fund Raisers and Events
- Underwriting from Foundations, Banks, Corporations, and Utility Companies

The City of Collinsville needs an active downtown program and the Chamber of Commerce and other business organizations should work on sales programs, event promotion, marketing pieces, and the aesthetics and design of the Main Street District.

The City, with the cooperation of these local groups, should implement the following recommendations to promote economic development in the Main Street District:

- Identify boundaries and develop an Economic Development Plan for the establishment of a Main Street District.
- Introduce a logo providing an identifying character of the community, and establish a location for entryway signage using this logo.
- Expand and create new festivals for local citizenry, tourists and visitors.
- Provide landscape design amenities to provide for a pedestrian friendly atmosphere.
- Establish a “Main Street Market District” or “Farmer’s Market” for indoor and outdoor market activities. Enforce a special permit or license for street vendors selling produce, plants, crafts, and/or intermittent food concessions. The permit may be used as a control mechanism of the market district and may offset administration and maintenance costs.
- Provide parking lots and parking garages.

When speaking to planning and design issues within any land or site context there are three important steps within the process; (1) defining the problem or issue (2) programming and analysis of the site and site users, and (3) a schematic design that addresses the problem and issue.

As with most development or redevelopments one must address the site plan, whether it’s for a new “greenfield” site or the plans for the renovation of an historic “Main Street”. Site planning is the art of arranging structures on the land and shaping the “spaces” between, an art linked to architecture, engineering, landscape architecture, economic development, and city planning. Within these “spaces” we must position roadways, parking, sidewalks, pedestrian amenities, landscaping, drainage, lighting, and signage. Now, when planning for these spaces within historic “Main Streets” there are unique and site specific factors that should be taken into account. What is “Main Street” and why it is significant to the future success of Collinsville?

“Main Street” did not grow by itself; it is a created space...a built environment within the City of Collinsville. It is the crucible of identity for both the community and the citizens of Collinsville. Downtown is a special neighborhood... the heart and soul of a community. How healthy the downtown is... reflects the economic health of the community. Downtown is a process as well as a place. It’s historic...it has character...it has shops... offices... housing...parking... entertainment... and recreation.

As Lewis Mumford, a pioneer American urban planner once stated, *“On a Saturday night in an industrial or rural town the flow of people through the Main shopping streets is the principal form of recreation and drama...it gives definition to community life.”*

Today, revitalizing downtowns usually means reinventing it to some extent. Downtowns today represent a central point of good accessibility with a high diversity of activity. This factor represents a fundamental economic virtue of downtowns or any shopping district. *“A prosperous destination within a community”*. The Main Street District of Collinsville is different than the Eastport District or the other modern strip developments. Collinsville’s Main Street ensures balance to your community’s approach to commercialization within the next century. It represents community / place / activity / and nostalgia. A downtown square, park or central gathering point is absent from Collinsville’s Historic Main Street District. In other words, the “Main Street” sector is the entire central point of downtown, Main Street is your town square, its just longer and narrower than the usual town squares, but not the least less significant. This observation will lead to our approach to the planning and design of Collinsville’s Historic Main Street.

The two most important factors in creating a “sense of place” and ensuring “economic vitality” for “Main Street” are the “**pedestrian**” and the pedestrian’s “**visit**” to Main Street.

The pedestrian is the person coming to Main Street. The pedestrian is the one making the decision to visit Main Street, for either shopping, working, meeting, buying, dining, learning, or to merely enjoy the space. The key here is the emphasis on the “decision to visit”, and we must remember that it is the pedestrian who will be transferring the economic indices or, simply, the bringing of dollars to Main Street. Why the pedestrian comes to Main Street is related to how we invite, entice, encourage, and introduce the pedestrian to Main Street. How is the pedestrian treated once there? The pedestrian acknowledges how they feel toward aesthetics and amenities, or the perception of safety. The proposed design features of Main Street will be facilitated by three aspects of the pedestrian’s visit to Main Street, (1) transportation access for the visit, (2) transportation storage (parking) for the visit, and the (3) amenities experienced during the visit to Main Street.

- *Pedestrian Transportation Access for the Visit to “Main Street”*

#### One-Way “Main Streets” versus Two-Way “Main Streets”

It’s been thirty years since Collinsville’s Main Street has had two-way traffic. One-way traffic was introduced to alleviate congestion, and to increase speed of those traveling through Collinsville. However, times have changed and new transportation improvements have been made within the area. Interstate 255 now carries more traffic around Collinsville, and those traveling from St. Clair County to I-55/I-70 now use I-255 for improved access. U.S. Highway 40 (Main Street) is no longer a major thoroughfare through Madison County. Again, when introducing the pedestrian to Main Street, we want that person to have access in all directions whether coming from the north, east, south, or west. Two-way Main Streets are coming back throughout the Midwest. Main Streets are the identified focal points of downtown areas, and the two-way thoroughfare allows the best access to Main Street and the shopping district. Two-way streets have a tendency to slow traffic along Main Street. The slowing of traffic is beneficial in several ways. It provides the pedestrian time to locate stores from the windshield of the automobile, and then, prepare to obtain a parking space. It provides for a safer crossing by pedestrians from one side of the street to the next... *“The adage look both ways before crossing is very appropriate.”* The slowing of traffic allows people to see who is shopping on Main Street and what types of activities are taking place on Main Street at a particular

time. It additionally places the center of attention upon Main Street, using Main Street as the “*town square*”, the center of activity.

- *Pedestrian Transportation Storage for the Visit to “Main Street”*

Parallel Parking on “Main Streets” versus Angle Parking on “Main Streets”

While automobile sizes, traffic patterns, and parking are changing rapidly...the parking sections of zoning ordinances tend to stay the same. These should be reviewed periodically, and be made appropriate to how the community is constructed, and to how automobile design has been updated.

Again, think of the pedestrian who will be leaving the automobile to link with the shops or restaurants on Main Street. Where will they store their vehicle and how will they find the appropriate location for that storage or parking? Make sure that all parking is pedestrian friendly, or pedestrian-oriented. Use proper signage identifying parking locations, signage that is easily identified and read from the automobile. Provide through-block access from parking areas to the rear of building that adjoin Main Street. Place all short-term parking within on-street parking spaces that are in front of establishments. This will allow for employees to park in the rear of buildings. Reduce the impact of parking areas within downtown. The quality of downtown’s visual environment minimizes the extent to which it disrupts pedestrian movements. Consideration of commercial competition, in other words, the “Mall” parking spaces suggest that we should lean toward creating angle parking spaces rather than parallel spaces. When looking at Collinsville’s Main Street it was determined that due to it’s narrow traffic lanes...the street’s width is only 48’, that angle parking would not be appropriate at minimum for both sides of the street. Larger space parallel parking is the most appropriate for Collinsville’s Main Street.

**Additional Storage: Off-Street Parking Lots/Alley Parallel Parking**

The opportunity that exists within downtown Collinsville is the availability of off-street parking lots, and the proposed use of alleyways for parking. Improved signage would still be necessary to help guide visitors to those locations. It is suggested to make improvements to all parking areas within the Historic Main Street neighborhood, which would include landscaping, decorative fencing, and signage. These improvements would encompass the following types of parking:

Long-term storage (3 hours-8 hour limits).

Short-term storage (15 min-2 hour limits).

Special storage (handicap / tourist/ transit buses/ delivery trucks).

- *Pedestrian Experience of Amenities during the Visit to “Main Street”*

Designing for the future of Collinsville’s Main Street is not simply a matter of numbers and traffic counts and parking spaces. We need to address the issue of what the pedestrian will be doing in the downtown area. How will the pedestrian locate shops or restaurants or offices? And, importantly, since the pedestrian is our “*client*” will the pedestrian’s experience be enjoyable and safe? And will the pedestrian return to “*shop*” yet another day. There is no magic that we call up to produce the idyllic small town street scene. It is possible, however, to create a pleasing space with some basic ideas about proportion and scale.



Designing is a visual process; regulating has been primarily a verbal and numerical process. The aim is to make sure the visual aspect is well represented in the regulations and street designs. A basic issue in producing land use rules is how to visualize space. What are familiar references for comparison? What is the relationship between various elements at a building site and how can they be illustrated? What are the essential amenities that the pedestrian will come to expect? Provide efficient sidewalks that are easily maintained, safe, and provide good access from parking to the storefront. Benches and trash receptacles make the proverbial pause in shopping more enjoyable and clean. Proper lighting is important to ensure a safe and comfortable stay downtown regardless the time of day. And, of course, bringing the aesthetics of nature to the downtown area, the introduction of landscaping and trees to “Main Street”.

### **Trees upon Main Street**

Trees are the most misunderstood landscape features within downtown areas. They are essential in that they provide shade, visual continuity along Main Street, aesthetics that can complement the historic architecture, and a pleasant cooling effect along expanses of concrete, brick, and asphalt.

Important Considerations when planning for trees on Main Street

#### **(a) Location...**

- Trees should not be placed in front of unique architectural features such as facades, storefront windows, and unique doorways.
- Trees should not be placed directly in front of signage, (both directional signage and storefront signs).
- Trees should not be placed too close to lighting fixtures.
- Trees should be grouped within islands or on landscaped sidewalk features.

#### **(b) Types of Tree Species...**

- Trees should have smaller leaves to prevent littering of sidewalks and drains.
- Trees should be resistant to air and water pollution.
- Trees should be drought resistant.
- Trees should have a medium height potential with a spreading crown for shade.

#### **(c) Preferred Tree Species for Main Streets**

Ash, Green	Fraxinus pennsylvanica
Honeylocust, Thornless	Gleditsia triacanthos
Locust, Black	Robinia pseudoacacia
Elm	Ulmus species
Ash, White	Fraxinus americana

Ginkgo	Ginkgo biloba
Littleleaf Linden	Tilia cordata
Japanese Zelkova	Zelkova serrata

*These trees vary in local adaptation, but all tolerate city conditions such as air pollution, salt, reflected heat, and limited open soil surface for air and water.*

- Main Street Planning and Historic Preservation

Downtown planning has resulted in a Downtown Plan, which has established basic downtown goals. At this stage it is relatively easy for a community to embrace a broad set of goals that can include everything from economic development to affordable housing to historic preservation without having to face some difficult choices that emerge in the execution of these goals. The implementation phase of downtown planning is the point at which zoning must be changed, public dollars invested and other actions taken to transform a plan into reality. This involves setting priorities and making trade-offs. For preservation to be fully integrated into downtown decision making, preservation values must be strongly articulated during both the development and implementation phases.

The relationships between historic preservation, urban planning and downtown development are changing, with important political implications. Historic preservation has become less a separate movement and more a philosophy of urban planning and design. As preservation moves beyond concern for protecting individual buildings to issues of preserving community preservation no longer focus just on designating landmarks and historic districts, they are bringing larger and more varied areas under the “*protection umbrella*”. Different rules and standards are being set for different kinds of districts and the lines are becoming increasingly blurred between preservation, neighborhood planning and growth management.

Implementation of a realistic historic preservation program will result in numerous, economic benefits to the downtown area and the community-at-large. Property values will be stabilized or improved, thereby increasing City tax revenues. In addition, the preservation of older structures translates into savings in the area of building material and development costs. Viable economic activities will be created; new business will be created; new businesses will be attracted to downtown and investment of public and private funds will be stimulated. Increased tourism results from preservation activities; bringing additional service jobs and sales tax revenue. Collinsville is unique in that it has enormous redevelopment potential; large vacant parcels and buildings, potential vacancy of the AT&T and Illinois Bell Buildings which could be renovated for private and public uses; possibly assembly halls, museums, or art galleries. Development interest in the downtown has included many general office complex, medical complex, food/grocery store, variety store, and a large restaurant. New development could be encouraged to be in the form of contributing to a “*destination marketplace*” and its design should be related to its surrounding context in terms of land use intensity, scale, setbacks, architectural style, and type of construction materials.

- Main Street Design Elements

Most cities today are using design review as a way to encourage interesting skylines, promote attractive human-scale street level facades and minimize negative environmental impacts. However, one of the problems that cities have had for the past

20 years is that they look at landscape and historic landscape in downtowns as sort of a sprucing up and will add light poles, benches, and trees without looking at the planning, organization and whole design of the downtown area. For example, a City may spend a lot of money on trees along the front sidewalks and then completely neglect the design of parking lots next to the building. Commitment to good civic design and to relationships between building and streetscapes that enhance social activities and marketing and development opportunities assists a downtown in its revitalization efforts. Collinsville citizens should take cues from the streetscape-one must allow buildings to reflect their own time, and new construction should learn from traditional rhythms. Rehabilitation and renovation of older buildings as well as new construction are wanted attributes in a downtown, but neither should erode the original fabric of the downtown area.

Providing safe vehicular and pedestrian access routes are vital components in encouraging travel to and throughout the downtown area. Collinsville does not have sufficient pedestrian traffic up and down Main Street frontages, but rather much of the traffic is vehicular and destination-oriented; people travel to downtown by auto and to a particular destination as a single trip. Traditional street-front and pedestrian orientation would alleviate traffic and stimulate shopping interest in the downtown area. A unique attribute of the downtown is the wide brick alleys running parallel with Main and Clay Streets. These alleys could provide an additional thoroughfare possibly for bicycle and pedestrian traffic or some type of shuttle service.

- Main Street Land Use and Zoning

The character of a downtown is defined by the overall condition and character of its landscape patterns, which include land use, building type and condition, street arrangement, density, spatial definition, and the unique places which give the community its own identify. Any community's downtown is the *"heart of the community"*, and careful attention must be given to ensure only appropriate land uses are permitted which will preserve community character. Under present zoning, (B-2) Central Business District, virtually any type of business can operate in any location in any building in the downtown area. Citizens of Collinsville must play an active role in assessing the characteristics of downtown that makes it unique and actively pursue tightening land usage and zoning controls to preserve and promote these characteristics. Several older structures have been converted to accommodate land uses of other than their original nature and, as a result, have lost their historical and architectural integrity. A mixed-use type of zoning is recommended that could allow residential use and office use for second floor areas, while still allowing restaurants and retail shops on the first floor.

### **Eastport Plaza Development Park**

Within the approximate 1,500 acres of the Eastport Plaza Development Park, six (6) separate zoning districts or development zones occur. These districts are (1) HP-1 Hospitality Park, Hotel/Restaurant/Entertainment; (2) CP-1 Commercial Park, Large Retail Stores and Power Center; (3) CP-2 Commercial Park, Automobile or Auto Related Retail; (4) BP-1 Business Park, Corporate Office Center; (5) BP-2 Business Park, General/Professional Office; and (6) BP-3 Business Park, Distribution/Assembly/Warehousing.

The benefit of the Business/Industrial/Commercial Park Zoning Code is that it provides many land use, investment, and zoning advantages. It helps to provide infrastructure more economically; reduces land costs; brings complementary firms or businesses together; provides efficient delivery of needed public services such as police and fire control; helps control and reduce traffic congestion around business and commercial areas; provides efficient access to transportation facilities; and, most importantly, provides land space (park concept) for future expansion by the land investor or developer.

Approximately forty-five percent (45%) of the land within the Eastport Plaza Development Area is outside the City boundaries. Annexation will have to be undertaken in order to provide for infrastructure extensions by the City of Collinsville. As new areas are annexed into the City of Collinsville, those areas within the zoning overlay district should be rezoned according to the land use plan presented within this study, using the zoning overlay map as a guide. These areas are continually changing and must be reviewed periodically by the Planning Commission and adjusted to accommodate market changes while maintaining the original general intent.

The entire Collinsville development area along I-255 was recommended by the study to be marketed as a whole, as the Eastport Development or Business Park. In today's global economy sites are differentiated by the community they are located and what particular amenities they possess. There is no marketing advantage to promoting three distinct areas in the Collinsville/I-255 area. When you are marketing nationally or globally, Collinsville, Illinois will be the most important factor for location aspects. Secondly, the Eastport Development Park with its investment protective zoning and phased construction of infrastructure, will be what nationally focused developers will seek. However, within the Eastport Development Park, it is beneficial to give identification to succinct development neighborhoods. Those different development neighborhoods that should be included within this Eastport Development Park would include:

- I. **The Plaza at Eastport** (*Hospitality Center*)
- II. **Eastport Corporate Meadows** (*Corporate Offices*)
- III. **Eastport Main Street Business Center** (*Professional Office*)
- IIIA. **Eastport Schoolhouse Business Center** (*Regional Office/Small Warehousing*)
- IV. **The Collinsville Marketplace at Eastport** (*Retail Power Center*)
- V. **Eastport AutoMall** (*Automobile Retail and Service Center*)
- VI. **Eastport Industrial Campus** (*Distribution/Assembly*)

The Land Management Plan presented many proposals for the City of Collinsville, which are reasonable, realistic, feasible, and critical to the welfare of the entire community. However, the value of the Management Plan will be measured in terms of how the Plan will be successfully implemented in accomplishing the proposals and recommendations set forth in this Plan. The effectiveness of the Land Management Plan will be directly related to the continual recognition of these proposals and recommendations, which are included herein by the City Council, City staff, and by the appointed Boards and Commissions of the City. Their decisions in taking administrative action, which will affect the physical and economic development of the City, will determine the degree of success the community achieves in maintaining their community vision.

The Planning Commission, of whom played a vital role in the preparation of this Plan, must now play a critical role in the planning process and must be aware of the opportunities and needs of the community, bringing such needs to the attention of the City Council or other agencies within the community having direct responsibility for public improvements and economic development. The continuing application of the planning recommendations set forth herein will assure maximum benefits from the Plan and will result in orderly, planned, and economic achievement of the goals and objectives which have been jointly established in preparation of this Plan.

Implementation of this Plan depends upon both private and public action. Public action includes administration of the zoning Ordinance that will be developed from the Land Management Plan, long-range financial programming, and the review by the Planning Commission and Zoning Board of Appeals of proposals affecting the physical development of Collinsville, and more specifically, Eastport. The Planning Commission has the responsibility to see that the Plan is carried out, as well as adjusted to conform to changing conditions. It must be realized that a change in one phase of the Plan will, in most probability, affect all parts of the Plan; and therefore, thoughtful consideration should be given to all elements before making a decision.

City Administrative staff and appointed Boards and Commissions will have the Plan to guide them in decision-making. The Plan's intent and purpose is to bring continuity in decision-making among these groups; moving the community forward in the same direction. Close cooperation between the City Council and the Planning Commission, and coordination with other governmental jurisdictions and agencies, is essential to proper administration of this Plan.

### **Northside Business District**

This District is located along Beltline Road and North Vandalia Avenue in the northern portion of the City. Some revitalization and improvement of structures is necessary in this area. Larger automobile retail areas and an older strip commercial center categorize the north Vandalia area of the District. Along Beltline Road are a larger commercial shopping center, drug store, fast food restaurants, large discount department stores, and office complexes.

The overriding issue with the Northside District is its automobile dependency that adds to this traffic congestion problems. The Beltline Road/Vandalia Avenue signalization area handles a great deal of traffic and turning movements. This presents the District as an area that is more difficult to approach than would be expected. The intersection is a four-way signalized intersection with considerable traffic coming from the east on Pine Lake Road. This Plan recommends that a traffic improvement design be investigated for this intersection.

In addition to improving the traffic flow, the traffic circle could become a unique entryway design to Collinsville along Illinois Route 159. The large inner circle could incorporate a fountain, sculpture, landscaping, signages, or unique lighting. This infrastructure improvement could present the catalyst for reinvestment into the northern Vandalia Corridor, which is greatly needed.

Beltline Road should be perceived as "*Main Street*" of the northside sector. Encouraging better linkages with citizens and pedestrians to and from the Beltline corridor will present positive results for both traffic congestion, commercial enhancement and neighborhood identity. If a citizen now wanted to frequent the area without the automobile, it would be somewhat difficult. There exists a substantial density of residents within the northside area. Better pedestrian access to this area from surrounding residential subdivisions, both single-family and multi-family, and from local office and employment centers would help establish this area as a neighborhood, not just a "*trip-corridor*", thus easing some of the automobile traffic. Crosswalks would be required to gain northern access across Beltline Road, which is the commercial opposing side from the residential developments on the south. These sidewalk connections are recommended throughout the northside area which would connect school, parks, greenways, common grounds, residential areas, restaurants, specialty shops, and nodes for transportation alternatives.

### **Bluff Road Commercial District**

This Illinois Route 157 or Bluff Road Commercial District represents the western entryway into Collinsville. This is the first image of Collinsville by residents, customers, or tourists entering Collinsville. The roadway exhibits periodic traffic congestion during morning, noon, and evening hours. There are numerous curb cuts or driveways into businesses along the roadway, which add to the congestion within the area. The business establishments along this corridor are wide-ranging and uncomplementary. Every type of land use is represented within this District including fast food, convenience stores, motels, service stations, agriculture, residential units, apartments, mobile home sales, carpet sales, and automobile repair. Of any area in Collinsville that shows a lack of thoughtful planning and zoning it is these commercial strips that represents the community's front door.

It is recommended that a Bluff Road Commercial District Improvement Plan be undertaken. The plan should look at proper zoning of the District. Encouraging compatible land uses that lend themselves to a positive image of the community. Since this District is in proximity to the Eastport Plaza Development Park Hospitality Area the development scheme should related to the tourism industry and those businesses supporting development within that area. All fast food establishment could be located along this corridor since those type of eating establishments are not conducive to the quality development of the Eastport Plaza Development Park. Improved frontage access would be desirable, along with landscape designs, treescape plantings, improved signage control, sidewalk amenities, benches, lighting, improved directional signage, and better stormwater drainage control.

Two-way traffic and entryway improvements are recommended within this District. The first would be an enhanced entryway and signalization area for West Main Street. This is the primary entryway into the Main Street area from the St. Louis region. Better entry signage and pedestrian amenities would enhance this location. The second traffic improvement strategy would be the intersection of Beltline Road with Bluff Road. The possibility of providing a new entranceway to the Eastport Plaza Development Park at Collinsport Drive would support an improved four-way intersection with Beltline Road, Bluff Road, and Collinsport Drive.

## **Splash City Water Park**

The Collinsville Area Recreation District has completed construction of a new pool, “Splash City”, recreation office, and water park within the Eastport Plaza Development Park area. The unique facility will serve the entire Collinsville community as well as provide incentives for additional hotel/motel development within the hospitality district of the Eastport Plaza Development Park.

## **Fairmont Racetrack**

Fairmont Racetrack has gone through some renovations in the last ten years. It provides thoroughbred horse racing, and para-mutual betting. This facility could provide added potential for tourism within the Collinsville area. A major renovation and improvement is recommended for this facility to encourage further interest by tourists to visit the facility. A track compatible to the new track at Arlington new Chicago, Illinois would be advantageous. The Fairmont track could provide a longer racing season nearer to the horse training farms of Southern Illinois and Kentucky.

## **IMAGE ENHANCEMENTS AND ENTRYWAYS**

The major business corridors were reviewed during the planning for the Comprehensive Plan as needing particular image enhancements and streetscapes. Vandalia Avenue, which is the primary arterial and entryway through the planning area, is a ridge-top roadway. Most development, design, signage or landscaping will be easily viewed from automobile-passenger eye level, in other words, the viewshed. A brief journey down Vandalia Avenue will immediately relate to your impression of investment and sense of place along this corridor. Viewshed clutter can add to the impact of traffic congestion; detract from the interest for future investment; may impact negatively the feel for safety and comfort; and promote a sense of non-attachment with the community. Some recommendations for visual improvements along the Vandalia Avenue corridor are as follows: It should be noted that each of these improvements need to comply with the Collinsville Zoning Code and other applicable code provisions.

- **Utility Structures**

Place underground all utility transmission lines, poles and supporting structures. This will take a public-private partnership and development community cooperation to accomplish. Placement of power lines in an underground conduit can be costly. If coordinated with roadway improvements, utility upgrades, and development impact fees it may be accomplished successfully.

- **Signage**

Prohibit building lease signs from being displayed on temporary sign structures within the roadway easements or on property frontage. The leasing information should be placed on permanent monument signs used for the office/commercial development's identification and business address. Neighborhood entryway signs and monument signs to residential subdivisions, commercial and office developments can be better coordinated to provide some continuity of corridor design and establishing neighborhood identification.

- Landscaping

A landscaping plan for the entire corridor could be adopted so that all development areas would have coordinated, and compatible types of landscaping, trees, planters, and shrubs. Landscaped medians could be positioned throughout the corridor to provide tree cover and provide more inviting and safe pedestrian transit locations across present arterials.

- Fountains and Lawn Architecture

Providing areas of fountains, water reflecting pools lawn architecture or large art objects could accomplish an appealing visual experience along this corridor. These could be placed along a pedestrian byway or greenway positioned on both sides of the road. Newspaper vending boxes would be placed only in designated areas near intersections and located near bench and landscaped vending areas. These amenities would be provided by the encouragement of the private sector investment in a positive development setting. Certain pedestrian transit areas or plazas could be enhanced by state highway funding and additional City improvement.

- Decorative Lighting and Banners

Lighting standards and fixtures that are of pedestrian scale will add a sense of place, by inviting residents to the area and slowing traffic along this roadway. Larger lighting structures for roadway illumination will have to be retained in accordance with highway design regulations. Lighting structures will normally follow development guidelines for a specific type of lighting requirement. However, where pedestrian movement is encouraged, a set height standard should be recommended. Lighting requirements should comply with the applicable code and be better scrutinized (i.e. building and parking lot lighting should minimize light spillover and glare).

## **Signage Guidelines**

Recent business research also shows that a community's aesthetic qualities, its livability, and its quality of life are far from merely a matter of luxury and taste, but are important factors in retaining existing businesses and attracting new ones, particularly in the most dynamic sectors of the economy, such as health care, electronics, and professional services. Factors vary widely from industry to industry, but a 1981 report revealed that the third most important location factor (after labor climate and proximity to markets) was an area's attractiveness to managers and skilled workers.

The four most important considerations for area attractiveness by business locators was the community's:

- Billboard and sign controls;
- View protection;
- Design review; and
- Ordinance considerations in protecting aesthetic resources.

While it may take years and large sums of money for poorly planned development to clutter the landscape, a few billboards can accomplish the same result overnight.

Although the sign control issue is broader than just billboards, the latter, by virtue of their sheer size and number, have generated the lion's share of attention. Most local regulations distinguish between signs and billboards. For regulatory purposes, signs are



generally divided into two categories: on-premises signs and off-premise signs. The terms “off-premises sign” and “billboard” are frequently used interchangeably. Most local zoning regulations distinguish on- and off-premise signs either by definition or in the actual regulations. “Sign” is usually defined broadly: *Any structure or wall or other object, or part thereof, which is used for display of any message or which attracts or is designed to attract attention to a specific product, service, activity, event, person, institution or business.*

Many communities have determined that billboards significantly degrade the landscape, create risks to traffic safety, hinder beneficial economic development and tourism, and lack the redeeming business identification purposes of on-premise signs. They have, therefore, worked for the elimination of outdoor off-premise commercial signs.

The Federal Highway Beautification Act (HBA) was enacted in 1965 as the foundation for state and local billboard control efforts. Because all states have responded to the Federal HBA by enacting some type of billboard control legislation, a local program must carefully evaluate the extent of local billboard control authority under both the federal act and state law.

Collinsville’s prominence with large monopole signage, especially in the Eastport Development Park is presenting the community as irresponsible, and unable to control special interests. This opportunity area for the possibility of attractive development is being blighted by large incomprehensible signage. The revisitation to the Collinsville sign ordinance is recommended.

## **CIRCUMFERENTIAL GREENWAY SYSTEM**

Greenways are excellent tools in preserving and restoring streams, wetlands, and watersheds. The decentralization of development within the City of Collinsville increases the urgency with which greenway preservation should be undertaken. Development pressures contingent upon whomever owns the land and whatever the landowner or prospective developer intends to do with the property often times lead into a fragmented community and fragmentation of the natural environment. As a result, greenway opportunities can be easily lost or fade away as new development occurs.

Storm and floodwater management problems, resulting from inadequate stormwater detention and encroachment of development upon floodplains, create demand for immediate highly engineered solutions. Often problems can be minimized with the creation of greenways. Greenways can become protected conduits for storm and floodwater assisting in protecting streams and channels and preserving storm and floodwater drainage.

The Schoolhouse Trail being developed by Madison County Transit District on the north side of Collinsville is intended for bicycle usage, usually long distances between access points at major roads. Less formal connections need to be developed between residential origins and commercial/recreational destinations. These can include a combination of new trails along streambeds or old rights-of-way and bike/walking routes on low-volume city streets.

The greenway network outlined for Collinsville consists of one large loop surrounding the developed section of the City, bounded by Bluff Road to the west, Canteen Creek to the south, the Conrail railway and Canteen Creek to the east and Schoolhouse Trail to the north.

The loop would connect a variety of different types of open spaces. Stream courses would be linked, protecting natural drainageways, and a biking and walking trail would be used to connect the community's historical and archeological sites. The greenway concept would offer a geographical framework for organizing, experiencing, and understanding the community's natural environment and cultural heritage. Moreover, the greenway would also serve as an extraordinary outdoor recreational resource. The greenway would be situated optimally with respect to planned or designed patterns of residential, office, and commercial development while still preserving environmentally sensitive areas.

The benefits and opportunities of a greenway for the City of Collinsville include:

- Economic benefits – Studies presented by the National Park Service demonstrate that property values, leisure expenditures by residents, commercial uses, tourism, and corporate location and relocations increase with greenway development.
- Cultural diversity – Greenway visually and physically connect the diverse landscapes of the City.
- Recreation – A greenway trail can connect parks providing a safe enjoyable access to a variety of recreational facilities. Although the City presently has park space, the Parks and Greenway Concept Plan establishes locations of possible park sites for Collinsville.
- Natural diversity – Greenways offer a practical way to protect and preserve wildlife habitats and natural diversity.
- Education – Greenways offer opportunities for outdoor education facilities. Guided interpretive walks along greenways teach school children about a variety of subjects and outdoor classrooms can be included to stimulate minds to explore the physical world.
- Scenic preservation – A greenway is an important planning tool to ensure that new development blends effectively with the visual character of the City and its natural landscape.
- Historic preservation – Protection of historic sites can be a focus of the greenway planning and development process and can become the sites of walking tours illustrating historic events of Collinsville's past.
- Preserve cultural and historic structures important to Collinsville, such as the Catsup Bottle, Main Street, Cahokia Mounds, and old cemeteries.

To assist in implementing the Greenway Park System, and to allow the community the full benefits of a greenway system, the following recommendations should be pursued:

- Encourage open space, parks, and recreational areas in all zoning districts.
- Create a heritage parkway (greenway) to preserve and connect elements significant to Collinsville's history and early development.
- Preserve the abandoned railroad right-of-way to be utilized as a trail for recreational purposes.
- Establish preservation easements to protect historic properties and to preserve environmentally sensitive areas. These areas may include creeks, levees, and the abandoned railroad right-of-way.
- Promote the construction of sidewalks, common areas, playgrounds, and exercise areas within neighborhoods and new subdivisions.
- Develop bicycle, walking/hiking paths to interconnect with the existing parks and school properties, and to the proposed heritage parkway.

## **COMMUNITY ENVIRONMENTAL CONSIDERATIONS**

Recommendations to improve and protect Collinsville's environment include:

- The creation of a wildlife habitat area within wetland areas of Eastport.
- Setting aside bluff lands for a nature preserve for hiking and water programs.
- Planning correctly for problems of water runoff from the bluffs as future development takes place.
- Enacting a tree Ordinance for Collinsville, to enhance and protect our ecosystem.
- Requiring developers to plan for trees and sidewalks in subdivisions.
- Setting aside a vacant lot in subdivisions for a children's unstructured play area.
- Planning or pocket parks in residential subdivisions.
- Stopping the stripping of topsoil when developing subdivisions or requiring the developer to replace topsoil.
- Consider planting triangles that divide roadways with ivy to eliminate seediness and upkeep.
- Encourage the development of original lowland and upland prairies as the Cahokia Mounds are doing.

- Initiate programs to salvage streambanks, make sure existing laws are protecting wellheads from pollution now and in the future.
- Do not allow gasoline stations or chemical plants to be built near Collinsville's wellhead.
- Structure nature areas around existing historical cemeteries for proper and respectful guided tours for those interested in history and the architecture of gravestones.
- Provide setback for all development within 25 or 50 feet from any streambank, thus protecting riparian areas.

## **SITE PLAN REVIEW**

A site plan review process is recommended by this Plan to be undertaken by the Collinsville Planning Commission, which is greatly needed to promote sound development within the community. Site plan review is the systematic assessment of land development proposals in the context of a community's land development policies and regulations, and accepted site design practices. The reviewer's role is to make constructive suggestions about the applicant's plan, not to redesign the site.

Site plan review must be based on local policies and practices, as embodied in the Comprehensive Plan, zoning ordinance, subdivision regulations, planned unit development requirements, building and appearance codes, and (in some communities) a site plan review manual. Another useful tool is a capital improvements program. It allows the City Council and the developer to understand the sequence the City will follow in spending money to make improvements that are directly related to development.

## **COMPREHENSIVE PLAN IMPLEMENTATION MECHANISMS**

This Comprehensive Plan presents many proposals for the City of Collinsville, which are reasonable, realistic, feasible, and critical to the welfare of the entire community. However, the value of the Comprehensive Plan will be measured in terms of how the Plan will be successfully implemented in accomplishing the proposals and recommendations set forth in this Plan. The effectiveness of the Comprehensive Plan will be directly related to the continual recognition of these proposals and recommendations, which are included herein by the City Council, City Staff, and by the appointed Boards and Commissions of the City. Their decisions in taking administrative action, which will affect the physical development of the City, will determine the degree of success the community achieves in achieving their community vision.

The Planning Commission, of whom played a vital role in the preparation of this Plan, must now play a critical role in the planning process and must be aware of the opportunities and needs of the community, bringing such needs to the attention of the City Council or other agencies within the community having direct responsibility for public improvements. The continuing application of the planning recommendations set forth herein will assure maximum benefits from the Plan and will result in orderly, planned, and economical achievement of the goals and objectives which have been jointly established in preparation of this Plan.

## Capital Improvements Program

Capital improvements are generally defined as major non-recurring expenditures for physical facilities. These may include land acquisition costs, construction of buildings or other structures, construction of streets or utility lines, fixed equipment, landscaping or similar expenditures.

Development of a Capital Improvements Program requires a review of past financial conditions and possible sources of funding to determine the ability of the City to implement its Program. Past trends in revenues, expenditures, assessed valuation, and bonded indebtedness provide insight into future fiscal conditions of the City and may assist in determining the scope of the Capital Improvements Program that may be undertaken.

A Capital Improvements Program is a guide to ensure that the development of needed public improvement proceeds in an efficient and orderly manner over a period of time, generally from five to ten years. Such a program consists of listing and prioritizing public projects to be completed during the planning period based on the various elements presented in the Comprehensive Plan. Reference should be made to this program each year, as the City's budget is prepared in order that planned improvements will not be disregarded in favor of current requirements. This should help to prevent the loss of long-range objectives, which are considered important to community growth.

## Financing Mechanisms

Financing community improvement projects generally is derived from two sources; local, including public and private sector funding, and secondly, a combination of State and Federal government program funding. Local financing mechanisms will be reviewed in more detail, since these mechanisms are virtually independent and more reliable in financing community improvement projects. State and Federal government program financing mechanisms will be reviewed, but in an abbreviated manner, due to frequent changes in requirements and administration of these programs. If the community is interested in pursuing state and federal funding, it is advised to contact State and Federal program administrators directly to be updated on current administrative procedures and funding processes.

- Local Financing Mechanisms

*General and Revenue Obligation Bonds* – A general obligation bond may be used for any legal public purpose and is retired by property taxes. A revenue bond may be used for projects, which is a part of a utility or other enterprise that produces revenue, (e.g. water and sewer systems, parking lots, solid waste disposal system, airport). A revenue bond is retired by user chargers or fees derived from the operation. The Rural Bond Bank, an agency of the State of Illinois, may issue bonds and obtains funds for local governments at lower interest rates and at reduced costs. All participants in a Bond Bank pooled financing, resulting in savings as compared to stand-alone financing share Bond issuance expenses. Costs of issuance charges to each local government are limited or “capped” at 2-1/2%. The Rural Bond Bank borrows in larger amounts than loans to individual local governments; thus gaining reduced costs and lower total interest rates. Rural Bond Bank bonds are exempt from both Federal and Illinois income taxes. If a local government issues bonds on its own, the bonds are not exempt from Illinois income taxes.

*Revolving Loan Fund* – A community can provide, to qualified firms, a low-interest loan usually equal to about 50 percent of their total new investment with a maximum of \$100,000 for a period of approximately five years. In many communities the funds available in these programs are derived from repayment of various grants/loans the community has received from State and Federal programs. However, communities have creatively structured their own local revolving loan programs using funds leveraged from local banks as well as other public and private entities.

*Tax Increment Financing District (TIF)* – Tax Increment Financing allows municipalities to pay for public improvements with additional tax revenue that is generated by development or redevelopment in a designated area. TIF revenue may be used for sewer, water, and street improvements, as well as planning activities, including preparation of a zoning ordinance or a community economic development plan. To establish a TIF district, the local government determines a cost of the improvements to an area and labels the land a tax-increment district, based on the legal definition, that the area is “blighted, a conservation district, or an economic development area”. The local government borrows money or issues notes to cover all or part of the improvements. The County Assessor freezes the assessed valuation of all real property in the district. As a result, property tax money is distributed to local taxing bodies based on the frozen figure until the TIF district ends. This situation continues even if development of the area raises the actual assessed valuation. Any additional tax money brought in while the TIF operates is put in a special fund used to pay of the TIF debt, instead of being divided among the school, fire, levee and other taxing districts. A TIF district is allowed to operate for up to 23 years.

The law regulating TIFs may be amended to include restricting municipalities from using the taxes of other entities to pay for improvements within the TIF districts and requiring municipalities to use all other revenue increases within the district, such as sales and utilities taxes, to pay for improvements.

*Special Service Area Financing* – The special service area procedure permits a municipality to finance a capital improvement or provide a special service to a specific area through the levy of a separate property tax. Such tax is levied upon all properties within the special service area, which are to benefit from the proposed project or additional service to be rendered.

*Special Assessment Financing* – Local improvement projects such as those for water and sewer mains, streets, sidewalks, and parking lots are frequently referred to as “special assessment” projects because the project is paid for by an assessment against the property owners that are benefited. The procedure may be used to finance a project that benefits a particular area more than it benefits the municipality as a whole, and the assessment is generally spread on the basis of the cost per front foot of the property benefited.

*Community Development Corporation* – A Community Development Corporation (CDC) is a multi-bank development corporation whose purpose is to promote small business start-up and expansion and therefore generate employment opportunities. CDCs are subsidiaries of banks or bank holding companies, which are permitted to invest up to 5 percent of equity capital for projects contributing to local economic development or other public benefits. As a corporation, it is for-profit and seeks stockholders to invest equity to provide the difference between what the bank is willing to lend to a developer and what is

needed to allow the project to move forward. Bank CDCs may involve more than one bank in an effort to increase capitalization and to utilize regional resources. A CDC can be organized on behalf of the City and may be funded in part by a grant from the Illinois Department of Commerce and Community Affairs (DCCA).

*Neighborhood Improvement District* – A Neighborhood Improvement District (NID) can be used for various public improvements. The improvements funded by NID bonds may serve as an enhancement for development. For example, a NID is appropriate for road construction and sewer extensions in an area that requires significant capital contributions for infrastructure. In developed parts of a community, a NID may be used to create a parking garage or other public facilities like a downtown pavilion.

Under a NID, the local government issues bonds that are paid by special assessments on the land benefited. This permits the private sector to finance the improvements through the local government and spreads payment of the essential infrastructure over a period of years. The financing can be further enhanced by the local government contributing to the bond payments from general revenue. Those contributions can decrease the individual payments made by the business. In some cases, a NID may be combined with a TIF district and the increment from ad valorem taxes or from economic activity taxes can be used to offset individual special assessments.

*Transportation Development District* – A Transportation Development District (TDD) can be used to finance transportation facilities like bridges and streets. The process begins when a petition is filed in circuit court by registered voters, property owners or the local government. The petition identifies all qualified voters or property owners in the district by name and address; the boundaries of the district; a description of the project; the name of district; the number of board members and their term proposed for the district; and proposed funding method.

The circuit court hears the petition without a jury and determines the legal issues related to creation of the district. If the petition was filed by the local government or by the voters, the court will order an election to be held. If the petition was filed by property owners, the court will enter an order declaring the district organized and certifying the funding methods for election.

Construction of projects may be financed by the TDD through a variety of tools special assessment, property levy, business license tax, tools or a sales tax on retail sales, and may be financed by revenue bonds.

- Loan and Grant Programs of State and Federal Agencies

*Illinois Department of Commerce and Community Affairs (DCCA)* – offers several financial business assistance programs which generally have eligibility requirements applicants must meet. These programs include:

- Bank and Community Development Corporation
- Small Business Development Loan Program
- Small Business Micro Loan Program
- Direct Loan Fund
- Illinois Small Business Growth Corporation

- Economic Development Financing Program
- Link Deposit Program
- Industrial Revenue Bond
- Employer Training Assistance Program
- Job Training Partnership Act Program
- Illinois Industrial Training Program
- Illinois Rural Bond Bank
- Community Services Block Grant Business Loan Program (CSBG) – uses funding to make affordable, long-term, fixed-rate financing available to small businesses which are starting or expanding in Illinois and creating employment opportunities for low-income workers.
- Community Development Assistance Program (CDAP) – funds help communities attract or expand local industry. Funds may be used for land and buildings, machinery and equipment, working capital, building construction and renovation for improvements to public infrastructure that support economic development.

*Illinois Environmental Protection Agency (IEPA)* – offers construction grants for wastewater treatment facilities. Grants are available for up to 70 percent of the cost of approved wastewater compliance project. Funds may be used to construct wastewater treatment facilities and certain sewer mains. The Illinois Water Pollution Control Revolving Fund (WPCRF) is administered by IEPA and offers low-interest loans to communities to design and construct wastewater system improvements.

*Illinois Department of Transportation (IDOT)* – offers an Enhancement Grant to fund these enhancement activities:

- Provision of facilities for pedestrians and bicycles.
- Acquisition of scenic easements and scenic or historic sites.
- Scenic or historic highway programs.
- Landscaping and other scenic beautification.
- Historic preservation.
- Rehabilitation and operation of historic transportation buildings, structures, or facilities.
- Preservation of abandoned railway corridors.
- Control and removal of outdoor advertising.
- Archaeological planning and research.
- Mitigation of water pollution due to highway runoff.

*Illinois Historic Preservation Agency (IHPA)* – administers the Federal Historic Grants Program to fund historic preservation activities mandated by the Historic Preservation Act of 1966. These grants fund a wide range of activities, including preparation of National Register nominations, architectural and archaeological surveys, preparation of preservation plans, development and planning activities, public education programs, and Certified Local Government Programs. The Federal Historic Preservation Grants are only distributed to communities in the Certified Local Government Program.

*Southwestern Illinois Tourism and Convention Bureau* – offers funds for event promotion and for the construction or reconstruction of facilities and accommodations which promote tourism activity.



*Illinois Department of Conservation (IDOC)* – offers Land and Water Conservation Fund (LWCF) and Open Space Lands Acquisition and Development (OSLAD) Grants. The purpose of the LWCF/OSLAD grant programs is to develop attractive outdoor recreational facilities at the local level. Units of local government can use these funds to acquire land and develop picnic areas, City parks, campgrounds, and bike trails and support facilities such as roads and water supply. The IDOC Bicycle Path Grant is to be used to construct recreational facilities for public bicycle paths and for provision of connector trails for bicycle paths.

*Farmers Home Administration (FmHA)* – offers loans to public bodies and not-for-profit corporations in rural areas to construct or improve needed community facilities. Projects such as water and sewer systems, fire and rescue vehicles, fire stations and other essential community facilities are eligible loan purposes.

*Federal Housing Authority (FHA)* – offers Congregate Housing Loans. “Congregate” housing offers senior citizens and handicapped persons, semi-independent living quarters, which may include central dining facilities, some housekeeping help, and other centralized services. Congregate rental housing may provide limited health services units, but not full-scale nursing home facilities for persons needing continuous medical treatment or institutional care.

## **Zoning Recommendations**

Land use planning is very important, helping communities prepare for the future and provide for possible budget that are needed to implement some of these plans. Most planning of the land, with the exception of certain environmental laws or regulations, can not actually ensure the proper use of that land or protect neighboring citizen’s investment in their land. This is the importance of zoning, or districting of land use law. Each zone of land protects particular types of development upon that parcel and protects the community’s investment by ensuring quality development within their community. The Zoning Enabling Act of the State of Illinois allows communities to protect their citizen’s property and investment by promoting through legal ordinance enactment guidelines for the best development practices. The least restrictive zoning laws will be reflected upon how the community moves to the future, how stable the local economy will be, and how stable the individual’s property value will be maintained.

# CHAPTER FIVE

## PROPOSED LAND USE

### LAND USE AND PLANNING PRINCIPLES

Comprehensive planning is a process by which the City can influence change, in the public interest, as it responds to development proposals. In order for a community to attain the goals that it has set for its physical form and future growth, it is helpful to understand the dynamics of urban development. Without such an understanding, local efforts cannot promote community goals as effectively. The City of Collinsville Comprehensive Plan has been developed with the land planning principles presented in this section.

#### Land Use Externalities

As Collinsville plans for meeting the needs of new urban development pressures, several planning issues become relevant. One of the most basic factors affecting the use of a given parcel of land is impact from adjoining parcels. Economists refer to this impact as a “land use externality” because it is generally not included in the property owner’s decision-making process. As an example of land use externalities, a residential district which fronts an arterial street, and faces a commercial strip, has less value than a similar district integrated within a residential neighborhood.

In effect, the land use incompatibility creates a cost imposed by the commercial owners on the residential owners. The best way to minimize these external costs is to a) inter-relate the multiple land uses in a planned mixed-use development, or b) separate incompatible land uses with effective urban design and buffers. These planning principles help create effective transitions between residential and commercial areas.

Existing land uses at the edge of the bluffs along I-157, Vandalia Avenue, and along Beltline Road are affected by fundamental land use changes are vulnerable to the “externalities” of change. Other areas of Collinsville that need careful land use planning are presented in detail in this Chapter. They include existing single-family residential areas near vacant, commercial land, and redevelopment areas where mixed-use commercial or industrial growth may occur in the future. Implementing the recommendations of the Comprehensive Plan can protect characteristics that most people seek in a residential area: quiet, serenity, and stability.

Non-residential uses, which are not designed as part of a mixed-use development, can be made compatible with sensitive screening and other mitigating design features. Positive externalities can develop, as well. A concentrated shopping district will attract customers from a wider market area than will commercial uses dispersed through an area. Clustering retail and commercial uses where arterial roads intersect, for example, benefits the commercial use while protecting residential districts from commercial strips.

## **Transportation Access**

As urban growth and redevelopment occurs, the City not only must protect existing development, but must also protect certain “urban systems.” For example, growth along major arterial roads must be carefully planned to allow the major thoroughfare to continue carrying traffic. Development along the arterial roads, such as IL-157 and Beltline Road, must be designed to minimize conflicts. The greater the transportation need of a particular use, the greater its preference for a site near major transportation facilities. Retail and office activities are most sensitive to accessibility and visibility since their survival depends upon customers and employers traveling to their location often during peak hours.

Access within Collinsville to the regional highway network is important for a) convenience of residents and b) continued growth of commercial and business districts. The viability of the local arterial street system to carry future traffic is critical. Redevelopment along the corridors of Bluff Road, Collinsville Road, Beltline, Vandalia, St. Louis Avenue, and other local arterials must be done in a planned way.

The retail trade/commercial districts, which are indicated on the Future Land Use Map almost exclusively, access a local arterial road directly. The Comprehensive Plan must focus on these areas in establishing standards for development plan review. For example, standards for clustering of retail and office use helps channel traffic efficiently onto arterial streets. Clusters of retail activity create discrete retail districts. Retail districts also create opportunities for the joint use of parking facilities.

## **Neighborhood Design**

Focusing on neighborhood design can summarize the concern about urban design. Good urban design can help new developments relate to adjacent developments to form strong neighborhoods. The land use pattern of a neighborhood plays a major role in determining its strengths and weaknesses.

Ideally, neighborhoods should be centered around schools and parks that serve as the recreational and cultural, as well as, educational hubs. Efficient and safe corridors to schools should be created for vehicular, bicycle and pedestrian traffic by implementing the plan for improved sidewalks in Collinsville. The single-family residential on the Future Land Use map indicates where sensitive redevelopment must be fostered to support good neighborhood design.

As residential growth becomes more prominent through new development and redevelopment of land, the importance of the planning process becomes clear. To support commercial and industrial growth, the Major Street Plan must be followed to create efficient access to internal land areas from the regional highway and interstate network.

Multi-family residential areas should be restricted to the western bluff region of the City near Beltline Road, and/or near the Main Street District. All other multi-family development should be prohibited near residential collector and arterial roadways, except where large concentrations of existing multi-family now exists. These could expand provided their expansion would be compatible with the surrounding area and not displace a current use. Eastport Development Park should be developed according to the

Eastport Land Management Plan of October 1994 and in accordance with the zoning code for the Eastport Development District.

## PHYSICAL CHARACTERISTICS

In addition to public land use policy, the physical features of the land affect future development.

### Environmental Features

- Topography

One of the major factors in the location and founding of Collinsville relates to the physical setting of the region. The City is situated on the edge of the Mississippi River bluffs, which traverse the entire County separating the bottoms from the uplands. West of the bluffs, which extend east from State Highway 157 in the vicinity of Collinsville, is the American Bottoms, a large flat, fertile area which constitutes the original floodplain of the Mississippi River. The portion of the bluffs on which Collinsville is located is a gently sloping to steep section with slopes ranging from less than 5 percent to 25 percent and above. Numerous small streams dissect the City's 4,055 acres with two of the major drainageways being utilized as railroad rights-of-way by Conrail.

In addition to the problems presented by soils and topography, Collinsville is affected by a third physical factor, the extent of undermining within the City's boundaries. Originally a farming community, the City became a coal mining center and remained so through the 1920's. Since 1930, the coal mining industry in the immediate vicinity of Collinsville has steadily declined. Much of the present City is situated over worked-out and abandoned coal mines. Many of the original shafts were never charted, however, and thus the exact location of these areas is still unknown. It is important therefore that when heavy buildings or large-scale developments are being planned, borings be required in order to avoid the hazards and costs of potential subsidence.

- Vegetation

In examining the existing context of the area for clues as to appropriate planting decisions one finds a continuum of native, introduced and naturalized plant materials. This kind of a mixture is a result of the sequence of events that has occurred within ecological/botanical and cultural/historical contexts. Existing vegetation in the City of Collinsville is found within the following categories:

Woodland groves especially along creeks, creek branches, and the Canteen Creek area;  
Agricultural crop and pasture land;  
Remnants of shelter belts and rare hedgerows; and  
Residential and commercial "landscape" modifications.

The plant materials native to this community and likely to occur in the City are as follows:

**Trees: Canopy (over 48')**

Gleditsia triacanthos  
Common Honeylocust  
Juniperus virginiana  
Eastern Red Cedar

**Trees: Understory (12-48')**

Crataegus mollis  
Downy Hawthorn  
Malus ioensis  
Prairie Crabapple

Quercus ellipsoidalis  
Northern Pin Oak

Prunus americana  
American Plum

Quercus macrocarpa  
Bur Oak

Prunus virginiana  
Common Chokecherry

**Trees: Canopy (Less than 48')**

Acer saccharum  
Sugar Maple  
Quercus rubra  
Red Oak  
Quercus alba  
White Oak  
Tilia americana  
Linden or Basswood

**Trees: Understory (Less than 12')**

Ostrya virginiana  
Eastern Hop Hornbeam  
Asimina triloba  
Pawpaw  
Putty Root Orchid  
Showy Orchid  
Rattlesnake Fern  
Cut-leaf Grape Fern  
(Rare Flora)

**Shrubs: (6-12')**

Cornus racemosa  
Gray Dogwood  
Corylus americana  
American Filbert  
Rhus glabra  
Smooth Sumac

**Shrubs: (less than 6')**

Symphoricarpos occidentalis  
Western Snowberry  
Symphoricarpos orbiculatus  
Indiancurrant Coralberry

Planners and landscape architects, working with developers in the City, should consider the concept of “*appropriate planting design*” in making decisions regarding plant materials. This concept is emerging as an ecologically based framework that influences choices about plant materials and planting designs. Appropriate planting design supports the existing living systems of plant materials. Indigenous plants, such as specific species of maple trees listed above, are most adaptive to the local environment and soils. Such plants should be considered when making decisions about newly planted areas, areas of existing vegetation that warrant protection, or plantings which extend areas of existing vegetation.

## Recommendations – Environmental Features

### Conserve, protect and enhance areas of significant existing vegetation.

- Plant street trees through a City Street Tree Program as soon after road construction as possible and on existing arterial streets in residential neighborhoods, such as along Vandalia Avenue;
- Publish lists of plant materials native to the oak savanna and the hardwood maple forest plant communities so that developers and homeowners will use appropriate trees in plantings;
- Protect and preserve areas of existing vegetation within 30'-50' of major drainageways during development;

- Developing land as planned districts should be encouraged by the City because such development allows for more design flexibility and opportunities for environmentally sensitive development; and

## **FUTURE LAND USE**

The development of land in the City of Collinsville will be influenced by the existing land use patterns. Those patterns are grouped by two categories:

- The “*Category 1*” land uses are stable and homogeneous development in established, discrete districts: residential neighborhoods, commercial centers and industrial districts.
- “*Category 2*” development is characterized by unstable land uses on single parcels within mixed-use districts and commercial districts and at the edges of commercial strip development.

The objective of the Future Land Use element of the Collinsville Comprehensive Plan is to create a two-fold public objective:

*First:* Protect the stability of the neighborhoods and Districts in the first category while;

*Second:* Encouraging redevelopment in the second category of land use.

The second objective must be implemented because it supports the overall stability of the City; and it thereby supports the first objective. However, the redevelopment of unstable land areas in the City must be implemented carefully so that the established, stable areas are not undermined.

## **In-fill Development and Land Use Stabilization**

The “*Category 1*” areas subject to in-fill development are identified on the Future Land Use map as existing residential commercial and industrial districts.

The policies most critical to the *Category 1* areas are:

- Implementation of the proposed land use plan through rezoning decisions to achieve the land use patterns on the Future Land Use map.
- Adoption of public policies to help stabilize land uses. Based on the policy statement of the Plan, the City should address basic services, such as sidewalk maintenance and repair, street lighting, storm drainage improvement and traffic-carrying capacity of major thoroughfare streets.

Sidewalk Improvements. The provision of sidewalks on both sides of collector and arterial streets is a recommended design standard in residential and commercial districts of Collinsville. The goals, objectives and policies section identifies sidewalk improvements as a priority.

### **Sidewalk Improvement Policies**

The City has historically provided for walk replacement in the City-at-large. The City should shift costs to users to achieve two objectives:

- More revenue would be generated by matching fees from property owners who help pay for their sidewalk; and
- More aggressive walk improvement programs would be initiated, because the costs would be shared by the user-beneficiary that owns the property.

### **Funding for Sidewalk Improvements**

The City can create incentives to improve walks. The private sector can team with the City and property owners to create incentives. The State of Illinois offers a tax incentive for neighborhood improvements. The “Neighborhood Assistance Program” (NAP) provide tax credits to companies that support local projects.

Under the NAP donations to an approved not-for-profit agency for a specific project are eligible for a credit of 50% against their State corporate income tax liability. An approved NAP project can become an incentive for a neighborhood—residential or commercial—to replace or construct walks in an active district through special assessment financing. The state “Neighborhood Improvement District” legislation of 1991 allows Cities to issue general obligation bonds to finance local improvements that are paid by special assessments levied against the property benefited.

### **Street Light Improvements**

The City should adopt a street light policy. A separation distance in residential districts should be 325 feet between light poles. The policy would establish; a) the purpose of street lighting and levels-of-service to be achieved; b) rules for location and distance separation between light poles in residential areas; c) improvements on cul-de-sacs and at the mid-point of city blocks where separation standards are exceeded d) rules for commercial and industrial districts; e) location of light poles on arterial and collector streets.

### **Traffic-carrying Capacity**

The capacity of streets to carry traffic is summarized in the Transportation Element of the Plan. Improving access control helps ensure traffic-carrying capacity of major streets.

### **Storm Drainage Improvements**

The City should coordinate with Madison County to reduce local storm drainage problems, such as at Schoolhouse Creek and/or Canteen Creek. A master stormwater management regulation should be adopted.

### **Redevelopment of Land Uses**

The Future Land Use map locates the areas and annexation areas wherein certain land use planning policies will be applied.

- Adoption of the Future Land Use map, which is a public policy guide to future public actions, such as rezoning of land.
- Implementation of public property plans to support redevelopment through the use of Tax Increment Financing (TIF) district legislation.
- Planning for future capital improvements to support redevelopment in the Capital Improvement Program (CIP).
- Coordination with agencies, such as the Illinois Department of Transportation (IDOT) in planning for, lobbying and securing funding of improvements to the regional interstate interchanges.

The policies most critical to the Category 2 areas are:

- Accommodation of redevelopment within highway-impacted areas through policy action steps:
  - Amendments to the building codes for soundproofing in new construction;
  - Amendments of height and hazard zoning requirements; and
  - Adoption of new site plan review standards and procedures to assure compatible development.
- Planning and zoning for proposed land use redevelopment opportunities along the proposed IL-159 East corridor, particularly expansion of active recreational uses at Collinsville Road and IL-157 and office/institutional uses along the Beltline/North Vandalia corridor.
- Public investment in expanded active recreational facilities east of Vandalia Road to build on existing facilities;
- Propose a golf course/residential development along both sides of IL-159 East Connector; and
- Expand existing public park facilities with a sports complex west of the City within the Eastport Development Park.

### **Probable Residential Development Pattern – Long-Term**

In establishing which pattern of residential development may be expected in the Collinsville area, the higher-density residential development pattern was rejected as unrealistic. The higher-density extreme would anticipate 90 percent of residential housing developed in a high density of 8 units per acre. A pattern of development as dense does not predominate in the City.

The cost of development on urban utilities and streets is too great to support extremely low-density residential. The market costs dictate that urban growth occurs in low-to-moderate-density patterns.

In-fill development in Collinsville is projected to follow trends shown on the Existing Land Use Map, which has been compiled as part of the planning process.



A long-term potential development of higher-density residential land uses may be anticipated at the proposed MetroLink stations. Depending on the selected alignment, the City of Collinsville may have as many as two to three stations in, or near, the City, such as at Eastport and Beltline / Vandalia. The City should undertake a transit-oriented redevelopment study of all station locations as soon as final alignment of the Madison County corridor of MetroLink is announced. The study would define how to apply the plan recommendations for residential development.

The most probable development pattern for the City of Collinsville is a low-to-moderate-density development pattern. The scenario is presented as an ultimate pattern for remaining in-fill development in the City, either on vacant parcels or on redeveloped parcels.

For planning purposes the City is expected to experience urban growth in the two categories of existing land use:

- Incremental development by the private sector on vacant parcels in the stable residential districts in low-to-moderate-density patterns.
- In designated “Redevelopment Overlay Districts” where the public sector provides incentives for redevelopment at higher-density levels, both residential and commercial.

## Future Land Use Map Legend – Explanation

Single-Family Residential	2.8 units per acre, and moderate density uses.
Multi-Family Residential	Up to 9 units per acre.
Office/Institutional	Commercial, office and service uses, with public and semi-public institutional uses.
Retail Trade/Commercial	Retail sales land uses, including shopping centers and isolated retail establishments.
Central Business/Historic District	Retail and office commercial uses mixed with higher density residential uses. (Such developments are shown on the Future Land Use Map within the “Redevelopment Overlay Districts” where careful site plan review is required to assure compatible development.)
Government/Institutional	Institutional uses for government and educational purposes primarily.
Industrial	Light and heavy industrial uses.
Parks and Recreation	Park land, trails and recreational improvements.
Agriculture/Vacant	Isolated land uses which require careful public policy decisions, with an emphasis on environmental planning, prior to development approval.

## Recommendations for Future Land Use Development

### Recommendations - Residential Land Use

- Prepare financing plans, such as Tax Increment Financing districts, to stimulate redevelopment opportunities in identified “Redevelopment Overlay Districts;” and plan for infrastructure improvements;
- Amend zoning regulations to expressly require a planned development review, such as a Community Unit Plan, or similar site plan procedure, in all Redevelopment Overlay Districts;
- Adopt screening and landscape standards to ensure compatibility between higher-density and existing low-density residential districts, as well as between residential and nonresidential districts;
- Update landscape requirements for off-street parking screening; and

- Adopt design standards for reviewing multi-family development, which address:
  - Site appropriateness
  - Building arrangements
  - Access
  - Parking and circulation
  - Service facilities
  - Outdoor storage
  - Buffers from neighboring and uses
  - Signage and lighting
- Create financing through “Neighborhood Improvement District” assessments and “Neighborhood Assistance Programs” (NAP);
- Implement site plan review to protect established areas from new development; and,
- Target capital improvements to maintain infrastructure in established neighborhoods, such as sidewalks in-fill development.

### **Recommendations - Commercial Development**

The Plan projects retail development based upon an Urban Land Institute analysis of retail commercial patterns, summarized as follows:

The *neighborhood center* provides for the sale of convenience goods (food, drugs, and sundries) and personal services those that meet the daily needs of an immediate neighborhood trade area.

A supermarket is the principal tenant in the neighborhood center. Consumer shopping patterns show that geographical convenience is the most important factor in the shopper’s choice of supermarkets. The customer usually chooses such stores from among those most conveniently located, usually those nearest the shopper’s home. Only as a secondary consideration does wide selection of merchandise or service come into play.

The neighborhood center has a typical gross leasable area of about 50,000 square feet but may range from 30,000 to 100,000 square feet. For its site area, the neighborhood center needs from 3 to 10 acres. It normally serves a trade area population of 2,500 to 40,000 people within a 6-minute drive.

The *community center* is built around a junior department store or variety store as the major tenant, in addition to the supermarket. Such a center does not have a full-line department store, although it may have a strong specialty or discount store as an anchor tenant.

The *community center* has a typical gross leasable area of about 150,000 square feet, but may range from 100,000 to 300,000 square feet. For its site area, the community center needs from 10 to 30 acres and, normally, serves a trade area population of 40,000 to 150,000 people.

The *regional center* is a mall development with multiple retail vendors and enclosed shops, serving a trade population in excess of 150,000 persons.

<b>Characteristics of Shopping Centers</b>					
<b>Center Type</b>	<b>Leading Type (Basis for Classification)</b>	<b>Typical GLA</b>	<b>General Range in GLA</b>	<b>Usual Minimum Site Area</b>	<b>Minimum Support Required</b>
Neighborhood Center	Supermarket or drug store	50,000 sq. ft.	30,000-100,000 sq. ft.	3 acres	2,500-40,000 people
Community Center	Variety, discount, or junior department store	150,000 sq. ft.	100,000-300,000 sq. ft.	10 acres or more	40,000-150,000 people
Regional Center	Mall development	800,000 + sq. ft.	800,000 – 1,000,000 sq. ft.	50 acres	150,000 people +

**Source: Urban Land Institute**

Create good urban design along commercial thoroughfare corridors by linking developments with common and consistent design patterns to promote orderly commercial development

- Amend planned commercial district regulations to expressly require site plan review of all commercial development and to establish design standards;
- Cluster commercial centers, particularly community centers, at the arterial roads that connect to the freeway and expressway interchanges;
- Coordinate major thoroughfare improvements in the Major Street Plan with patterns of commercial growth so those streets can accommodate increased traffic volumes;
- Create strong continuous corridor edges using either consistent building setbacks or continuous sequences of plant materials, street light standards and compatible signage;
- Minimize curb cuts and median breaks by requiring adjacent commercial uses to design internal connections between parking lots to minimize street traffic and curb cuts;
- Require all commercial developments to be pedestrian-oriented with clearly identified walkways between parking lots and buildings;

- Where possible, encourage the location of developments internally to the site, maintaining a solid vegetated edge along thoroughfare frontage;
- Require substantial vegetated buffering and screening of distracting and unsightly development elements;
- Require parking lots to be planted with street landscaping as well as appropriate number of shade trees (one tree for every five to ten parking spaces is recommended); and
- Require commercial and industrial developers to maintain trees and plants they have installed as landscaping.

<b>Typical Suburban Cluster Retail Development</b>				
	<b>Clusters Per Population</b>	<b>Land Area</b>	<b>Gross Leasable Area (square feet)</b>	<b>Employment (persons/sq. ft )</b>
Neighborhood Center	1:10,000	6 acres	50,000	1.8/500 GLA
Community Center	1:35,000	10 acres	100,000	1.8/500 GLA
Regional	1:150,000	60 acres	800,000	1.8/500 GLA

**Source: Urban Land Institute**

When regulating new commercial development on Bluff and Beltline Roads, protect the capacity of the road to carry arterial traffic

- Use the site plan review process to promote clustering development for maintaining design standards and preserving traffic capacity;
- Orient and align buildings and developments with a sensitivity to the existing cluster development along the corridor and to establish a sense of design; and

**Recommendations – Business Park Development**

Implement appropriate business park site selection criteria, incorporating the goals and recommendations for achieving site-specific urban design based on the natural amenities of the environment

- Use the site plan review process to ensure that industrial developments allow the preservation of stream corridors (includes drainage channel, streambanks and floodplain areas) as open space areas in industrial park cluster developments
- Where possible encourage clustered development to allow for the preservation of flood prone areas – including the 500 year floodplains – as open space in developments; and

- Orient and align buildings and developments with sensitivity to the existing watershed landforms (for example, cluster development) along or within ridge lines, high points, upland meadow and woodland areas.

Follow normally accepted site selection criteria for evaluating proposed industrial developments, including the following considerations:

- Evaluate proposed sites for appropriate access by an existing interchanges of the interstate freeway, an expressway and/or area primary arterial road;
- Evaluate proposed sites based upon direction and type of industrial growth near the area thoroughfare system and the ability of the local street system to serve local traffic linkages to the thoroughfare system;
- Prioritize local capital improvements by how they serve current and future development sites and how they create linkages to major thoroughfare roads, particularly I-70 and I-255, and I-157 and I-159;
- Plan for infrastructure improvements to take advantage of the regional thoroughfare roads, such a future interchange with at I-159 East By-Pass; and

## **ECONOMIC DEVELOPMENT AND LAND USE STABILIZATION**

To implement the proposed land use plan in the unstable land use areas certain economic development “action steps” must be supported by public/private partnerships. The following are economic development finance measures the City can utilize.

**Tax Increment Financing (TIF) Program:** Although property tax levies in Collinsville are low, the Tax Increment Financing (TIF) laws can be used in combination with other programs to implement public plans. Under existing State law and political tradition, other taxing districts (e.g. school districts, counties) have limited roles, if any, in paying for the substantial costs of public infrastructure improvements commonly required to build the tax base of communities such as Collinsville. The City must find sources of funds to pay for economic development projects within its own budget.

The City, then, must work to build the tax base of all the taxing districts from an increasingly limited amount of City funds. Under the T.I.F. Act the City can designate an area within which it will spend tax dollars to build the public improvements needed to support new private development. All new property taxes paid as a result of the new facilities are temporarily paid only to a Special Allocation Fund until such time as the City pays for its public improvements.

Once the public improvements are paid off, the new taxes are then paid to all the other taxing districts as they normally would. Thus, all the taxing districts can, in the long-term, benefit from increased private development and the resultant taxes, employment and services. Yet, the City has a source of funds from which it can pay for needed and required public improvements.

To implement the TIF program, the Real Property Tax Increment Allocation Redevelopment Act (as amended) allows the establishment of a “Blighted area”. As used in the TIF laws, the following definition applies:

“Blighted Area” means an area which, by reason of the predominance of defective or inadequate street layout, in sanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provisions of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use;

Other designations are allowed. A “Conservation Area” is not yet a Blighted Area but is detrimental to the public health, safety, morals, or welfare and may become a Blighted Area because of any one or more of the following factors: dilapidation; obsolescence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; abandonment; excessive vacancies; overcrowding of structures and community facilities; lack of ventilation, light or sanitary facilities; inadequate utilities; excessive land coverage; deleterious land use or layout ; depreciation of physical maintenance; and lack of community planning.

The City may proceed by preparing a T.I.F. “Redevelopment Plan”, which is the comprehensive program of a municipality for redevelopment intended by the payment of redevelopment costs to reduce or eliminate those conditions.

**Neighborhood Improvement Districts:** Cities and counties may issue general obligation bonds to finance local capital improvements and pay for them by special assessments levied against the property benefited.

**Neighborhood Assistance Program (NAP):** The private sector can donate funds to an approved not-for-profit agency and take a state corporate tax credit of 50%. The agency can set up local improvement projects such as sidewalk replacement, and unified landscaping scheme. Such local efforts can contribute to the completion of a redevelopment project.

## **CHAPTER SIX IMPLEMENTATION STRATEGY/PROPOSED ACTIONS**

### **Proposed Action**

A predominant recommendation within this Plan is to define limits of this community area and its major components of residential neighborhoods, interesting shopping plazas and attractive employment districts.

We should invite additional development of restaurants, move theaters, retail plazas, and public spaces within office developments, which encourages the economic pulse that is the public.

Also recommended is to provide better public access to local retail centers, care centers, churches, schools and institutions that regard public interaction and public service as their foundation.

Better integration of land use is needed within the City of Collinsville.

Recreate the "Main Street" approach to land uses within community-oriented commercial areas, allowing a mixture of office, retail, and residential development within a planned commercial neighborhood or planned main street scenario.

An open space greenway system is proposed that not only provides for open space and recreation linkages, but also presents some alternatives toward a multi-modal transportation system

This Plan, finally, recommends implementable land use approaches through suggested revision to present zoning classifications and development strategies and recommendations of particular critical planning areas within the City of Collinsville.

The ideal population capacity for Collinsville in the year 2011 would be 27,000.

The cost of new infrastructure within growth areas should be considered.

Controlled growth and development is easier to manage.

The City must be able to manage traffic, and other utility expansions needed in response to growth.

Urban planning provides orderly growth.

Annex to the east of Collinsville.

Zone for/against multi-family residential complexes that have inundated the City.

Require or designate additional park & recreation land.

Be sure infrastructure plans and costs are part of proposed development.

Require common land/green spaces within residential subdivisions.



## **Proposed Action**

Rebuild neighborhoods/zones so they can become exclusive residential enclaves.

Clean up and improve dilapidated housing in subdivisions and neighborhoods.

Historic preservation encourages an enhanced image by showing stability, quality, aesthetics and a sense of history.

Historic preservation discourages blight by regulating types of structures permitted and rules on rehabilitation of structures.

Planning is needed now for infrastructure updating, curbing, and repaving of ill-repaired streets.

Initiate tree preservation ordinances to provide for desired shade within the community.

Create green & open spaces within the City.

Support code enforcement throughout Collinsville.

Provide low interest residential and commercial rehab loans.

Require that all new and updated utilities go underground providing safety, damage control and aesthetics.

Have proactive infrastructure updating and necessary taxing on an incremental basis instead of "putting out fires" with large tax increases.

Create programs for "Adopt-a-Road, Adopt-a-Park or Adopt-a-Neighborhood".

Create City recognition programs for business and residential property improvements and maintenance.

Encourage block parties to promote community and neighborhood activity.

Involve businesses that may donate flowers, bulbs, and trees for beautification projects.

Enhance neighborhood appearance and identification of neighbors.

Urban Entranceway Corridor planning is about arranging those cues and making sure a community sends a positive message or creates a sense of place to everyone who enters. The goal of the community is to arrange a community's landscape so that it rewards the viewer with a sense of arrival and a positive image of place and activity.

All recommendations for new transportation improvements should be carefully planned. Ensure that new improvements will solve the bulk of the primary problems with City traffic.

## **Proposed Action**

Participate in decisions of Metro bus routes and future MetroLink alignments to make public transportation more accessible and attractive to Collinsville.

Make short-term improvements to highway entranceways, alignments and traffic signalization areas to overcome congested areas in Collinsville.

For the long-term, attention should be focused on the underlying causes of traffic congestion, particularly land development as residential areas and employment centers continue to expand.

Plan and lobby for an East Connector for Illinois Route 159.

Improve access and number of entryways to the Eastport Plaza Development Park.

Improve intersections and turn zones that exhibit traffic congestion.

Especially important are improvements to once rural roads that now serve as collector streets for new subdivision developments.

Also important are improving transit access and service in the east side of town (service and access along IL-157 seems to be better) and restoring decent sidewalks and pedestrian access.

The new sidewalks on IL-157, the Beltline and IL-159 are also needed.

These can include a combination of new trails along waterways or old rights-of-way and bike/walking routes on low-volume City streets.

Sidewalks need to be developed linking residential access from the residential areas north of the Beltline connecting south to the Beltline and then along the highway to the Schnucks, Wal-Mart, and Walgreens sites.

An alternative alignment is recommended to the immediate east of the Collinsville City limits.

Eliminate the billboards through the City and primarily along 157, 159 and Beltline.

Both entryway improvement and direct access to I-255 should be maintained, encouraged and implemented.

The community's leaders and economic players need to be committed to making economic development happen with the community.

With the diverse economic development organizations in the community, it is important that their resources are maximized through the leveraging and coordination of resources and activities, and the clear definition of roles within Collinsville.

Annexation of properties adjoining the City and near interchanges could provide areas for future business growth and the expansion of revenues to the City. Other areas of potential annexation could include more of the Cahokia Mounds World Heritage Site. Pontoon Beach has already annexed properties adjoining the City's corporate limits and appears to be aggressively pursuing annexation of additional properties.

## **Proposed Action** (continued)

The economic development players need to inventory the community's various development assets, package and market these assets more aggressively. The community has a variety of attractive features conducive to development, but may not recognize or market them as aggressively as it could to investors and visitors.

Community and economic development officials should look at expanding their levels of cooperation and communication with other communities' leaders and development allies such as IDOT and DCCA (particularly on common transportation system improvement issues).

Additional and continued support should be solicited from the business community for the economic development of Collinsville. Partnerships need to be expanded and strengthened particularly with the public and private sector.

Dedications to pursue and implement the Plan that will enhance our economic well-being are vital to its success.

The identification of new and expanded funding sources for economic development, including infrastructure improvements, development incentives, marketing and staffing is necessary.

The community needs to examine the issue of incentives and be prepared to respond to investors' inquiries relative to their availability for development. Incentives may need to be developed to compete successfully with other communities.

A land use plan is being developed for all development areas denoting appropriate zoning, infrastructure and green space features of the property. The City may have the expertise in-house to complete a sizable portion of this plan; outside consulting assistance may be necessary for a portion of the plan.

Establish a Central Business District Development Authority.

Identify boundaries and develop an Economic Development Plan for the establishment of a Main Street District.

Introduce a logo providing an identifying character of the community, and establish a location for entryway enhancements and signage using this logo.

Expand and create new festivals for local citizenry, tourists and visitors.

Provide landscape design amenities to public areas to provide for a pedestrian friendly atmosphere.

Establish "Main Street Market District" or "Farmer's Market" for indoor and outdoor market activities. Enforce a special permit or license for street vendors selling produce, plants, crafts, and/or intermittent food concessions. The permit may be used as a control mechanism of the market district and may offset administration or maintenance costs.

Design features that complement the historic streetscape of downtown Collinsville contributing to a "sense of place".

**Proposed Action** (continued)

There should be design controls over remodeling of existing structures and/or new construction.

The downtown area could benefit from installing public and private improvements such as light fixtures, park benches, awnings, paint colors, sidewalks and plantings.

Contribute to economic development by revitalizing and promoting the downtown core and its historic, architectural and cultural character.

Encourage the appropriate adaptive reuse and explore financing options for historic buildings.

Permit new construction in the downtown area that is compatible in design and placement with existing structures and contributes to the historic character of the community.

Promote tourism associated with historic and cultural sites, districts, landscapes, and natural features.

There will be three major phases of the Zoning Overlay Project. Phase I will review and suggest appropriate districting for further development and investment expansion. Phase II will develop zoning district guidelines, and site planning regulations for each district; and Phase III will construct the final zoning overlay document for ordinance approval by the City Council.

The downtown area possesses certain characteristics that will provide an advantage in attracting and promoting of a particular development activity.

Present land uses, building types, and unique places in the downtown area give Collinsville its identity.

Types of infill development should be encouraged to make use of vacant lots and buildings in the downtown area.

Some demolition of existing structures should be allowed to make room for new development.

There are particular areas in downtown, around historical or architectural structures, that entertainment or cultural centers could be formed.

Local banks need to support community economic development, by creating a Community Development Corporation.

Community-wide business park developments versus zoning for a particular business provides these advantages.

The City of Collinsville should maximize its economic development potential by diversifying its economic base.

Identify prime sites for new housing development.

**Proposed Action** (continued)

Protect historic sites such as the Glenwood Cemetery, Catsup Bottle Water Tower, City Hall, Old Post Office, Miner's Theater.

Collinsville should not promote additional multi-family units.

Provide single-family homes with primarily single-family uses.

Main Street should be studied as a two-way arterial with landscaping and sidewalks.

Connect residential areas to commercial areas with bikeways/walkways.

Encourage condos or lofts on the second floor of Main Street buildings.

Provide for adolescent and teen activities such as a skateboard youth activity park.

Develop a community center, which may be used by all residents for civic, recreational, educational and/or social purposes.

Encourage the retention of older housing in the area adjacent to the downtown area.

Encourage neighborhood plans for each City neighborhood.

List properties on the National Register to allow property owners to take advantage of federal and state tax incentives for rehabilitation projects.

Incorporate the preservation of important historic and archaeological resources into all planning and development.

Improve vehicular and pedestrian access routes to the downtown area that will encourage people to traverse downtown "on-foot," without compromising the historic character of the community.

Provide opportunities for education and appreciation of historic and archaeological resources.

Provide areas for hiking, biking and pedestrian access to parks and recreation facilities.

The Collinsville Area is lacking a quality public owned golf course and such an opportunity should be explored.

Many Collinsville athletic fields and facilities need expansion and improvement.

"Public art" and "Art within Parks" should be promoted.

**Enhancement and Protection of Residential Districts.** Residential districts within Collinsville are being impacted by commercial sprawl, gentrification of structures, traffic safety, and lack of pedestrian amenities. These issues as well as neighborhood identification provide several areas to be addressed in residential revitalization.

**Proposed Action** (continued)

**Create a Special Service Area (Overlay District) for Main Street.** A special type of zoning District that encourages commercial investment but still realizing the historic nature of the area and its preservation.

**Greenway Linkages with State Parks and other City Recreation Areas.** Provide additional recreation and open space advantages for your citizens by obtaining linkages with other area parks and greenways.

**Enhancement of Collinsville's Commercial/Office Parks.** The City of Collinsville's commercial and office park areas are in competition with other office areas within the St. Louis region. Upgrading and protection of these districts will be essential in maintaining a quality image for the City of Collinsville in the future. The Eastport Development Plan should be followed as produced by the Planning Commission.

**Mining Areas as Constraint Enhancements.** Collinsville must approach the land constraint areas in a more advantageous manner. Types of recreation can be of help, or perhaps making the City's natural edge more approachable by citizens and recreation enthusiasts.

Improvements should be made at the following intersections: (1) McDonough Lake Road and Bluff Road, (2) Gateway Drive and Horseshoe Lake Road, (4) Beltline Road and Bluff Road, (5) Beltline Road and Johnson Hill Road, (6) Black Lane at I-70 entrance to Eastport, (7) St. Louis Avenue and Caseyville Road, (8) Morrison Road, Caseyville and Bluff Road, (10) Morrison Road and Main Street, and (12) Vandalia and Beltline Road.

New Intersections should be pursued for: (3) Horseshoe Lake Road and Eastport, (9) Clinton Road and East 159 By-Pass, (11) Lebanon Road and East 159 Connector, (13) California Street and East 159 By-Pass, and (14) County Lane and East Connector.

Coordinate major road planning with the East-West Gateway Coordinating Council for inclusion in the regional Transportation Improvement Plan (TIP), as well as State and County Highway Departments.

Develop a traffic circulation plan for the Eastport Plaza Development Area/I-157 area.

Assess the impact of traffic changes created by new development in the Collinsville Eastport Plaza Development Area.

Conduct street surveys to identify maintenance needs, sight-distance problems, capacity excesses, and operational problems. Develop a priority-based improvement program to be included in a Transportation Study.

As new areas are annexed into the City of Collinsville, those areas within the zoning overlay district should be rezoned according to the land use map presented within this study, using the zoning overlay map as a guide.

These sidewalk connections are recommended throughout the northside area which would connect school, parks, greenways, common grounds, residential areas, restaurants, specialty shops, and nodes for transportation alternatives.

**Proposed Action** (continued)

Provide water reflecting pools, lawn architecture or large art objects could accomplish an appealing visual experience.

Review the Collinsville sign ordinance to match the Plan.

It is recommended that the City of Collinsville continue to proceed with the preparation of a Capital Improvements Program upon adoption of the Comprehensive Plan.

Enforce property maintenance codes for business and office, light fabrication, warehousing facilities and residential properties.

Develop an Occupancy Permit program that would include a property maintenance code for commercial buildings and residential areas.

Permit integrated zoning within the "Main Street District" to allow for mixed-use developments, i.e. compatible residential/commercial uses.

Require limited permitting for garage sale activities.

Restrict the development of manufactured home or mobile home districts outside of present residential areas.

Prevent the use of "*off-site advertisement signage*".

Adopt design guidelines for the renovation of historic structures to maintain their cultural and financial value to Collinsville.

Plant street trees through a developer City Street Tree Program as soon after road construction as possible and on existing arterial streets in residential neighborhoods, such as along Vandalia Avenue;

Protect and preserve areas of existing vegetation within 30'-50' of major drainageways during development;

Developing land as planned districts should be encouraged by the City because such development allows for more design flexibility and opportunities for environmentally sensitive development; and

Prepare financing plans, such as Tax Increment Financing districts, to stimulate "Redevelopment Overlay Districts;" and plan for infrastructure improvements;

Cluster commercial centers, particularly community centers, at the arterial roads that connect to the freeway and expressway interchanges;

Coordinate major thoroughfare improvements in the Major Street Plan with patterns of commercial growth so those streets can accommodate increased traffic volumes;

**Proposed Action** (continued)

Create strong continuous corridor edges using either consistent building setbacks or continuous sequences of plant materials, street light standards and compatible signage;

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

Require all commercial developments to be pedestrian-oriented with clearly identified walkways between parking lots and buildings;

Where possible, encourage the location of developments internally to the site, maintaining a solid vegetated edge along street frontages.

Require substantial vegetated buffering and screening of distracting and unsightly development elements;



# **APPENDIX A**

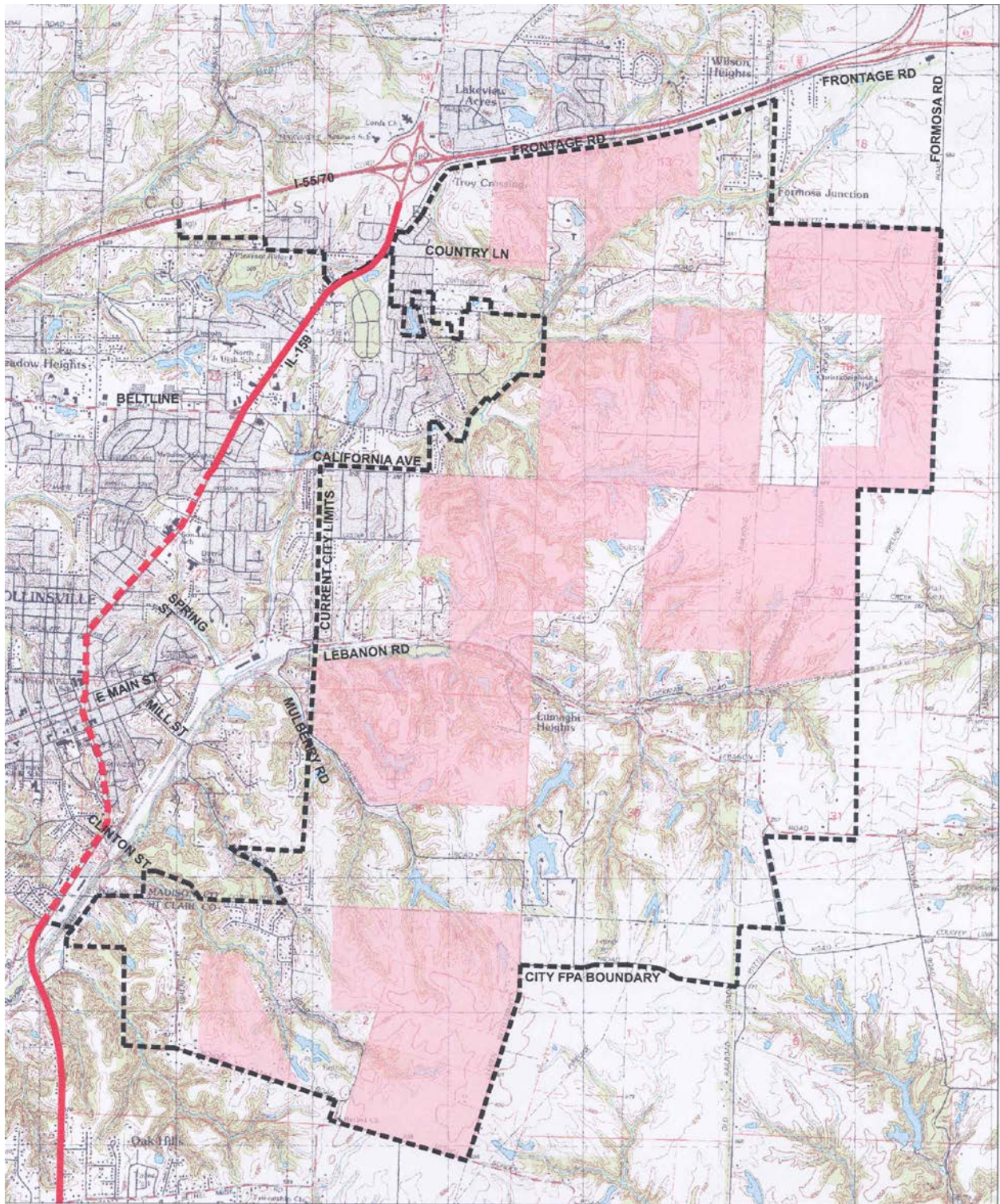
## **ILLINOIS: 2000 Summary Population and Housing Characteristics**

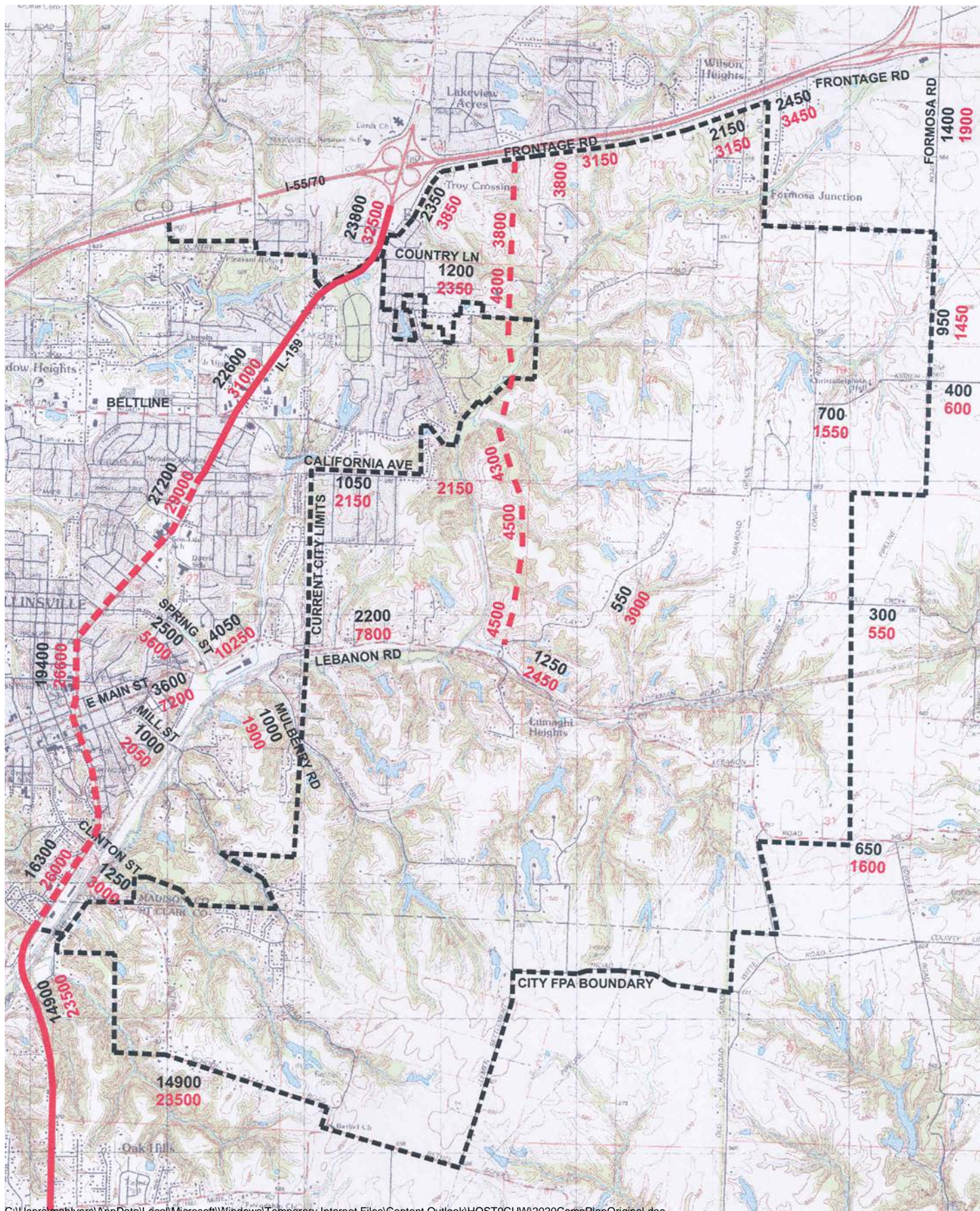
# **APPENDIX B**

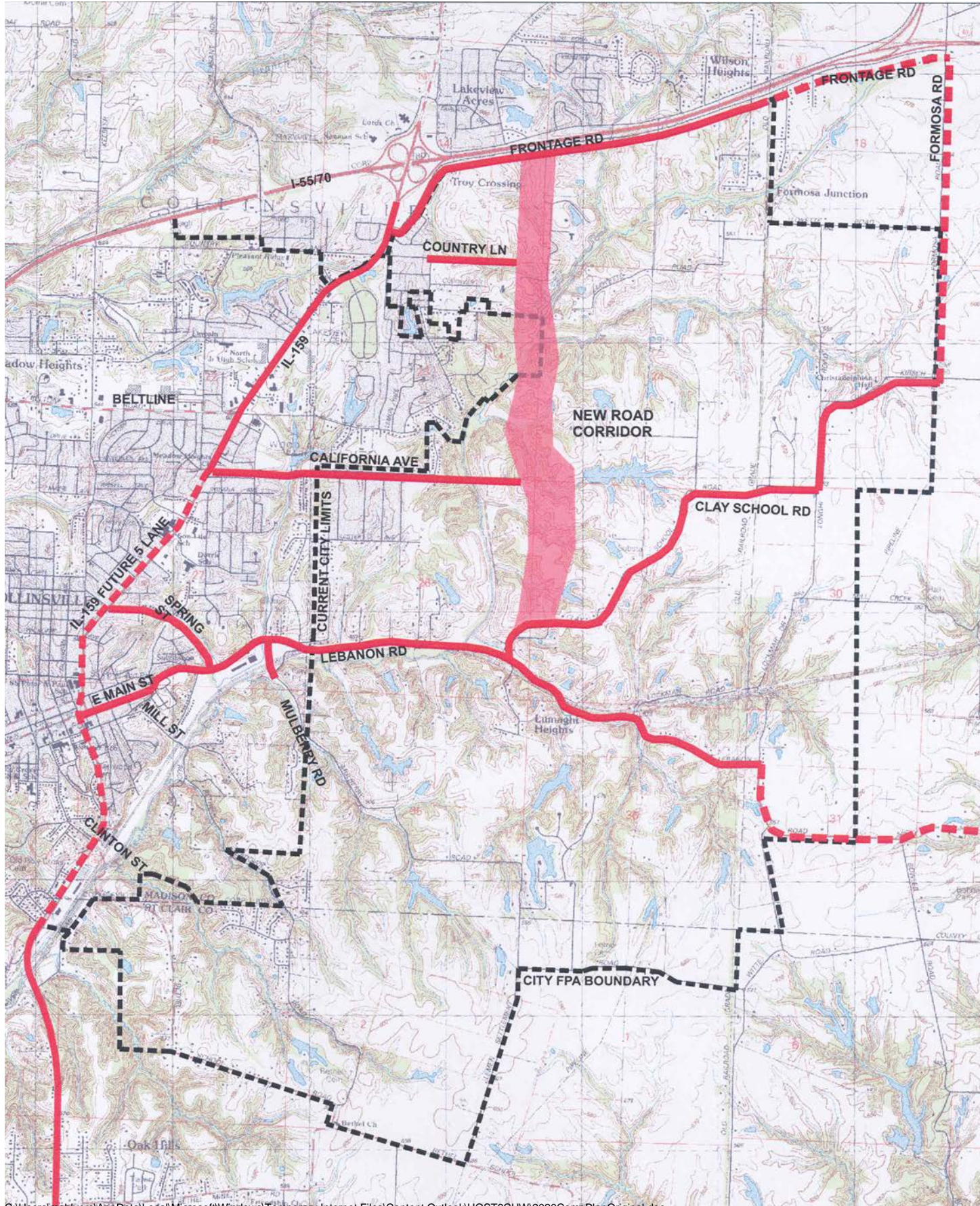
## **Vision Report**

# **APPENDIX B**

## **Collinsville Eastern Corridor Projected Roadway Information**







# GatewayConnector Map Sheet 1A

Click [here](#) for a printable version of this map section.  
(You will need Adobe Acrobat Reader to open the map.)  
Click [here](#) to download a free copy of Adobe Acrobat Reader.



[Back to Project Map page](#) | [Back to Sheet 1 index](#) | [B](#) | [C](#) | [Map Legend](#)

