



# Madison County

## GROWTH MANAGEMENT PLAN

*Planning for Growth...*

*...while Preserving our Past*

March 2018

Edited for corrections - April 2018

**DRAFT**

**MADISON  
COUNTY**  
PLANNING &  
DEVELOPMENT



# Acknowledgments

A special thanks to everyone who has contributed to the planning process.

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Change Lamb to  
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# DRAFT

## CHAPTER 1: INTRODUCTION

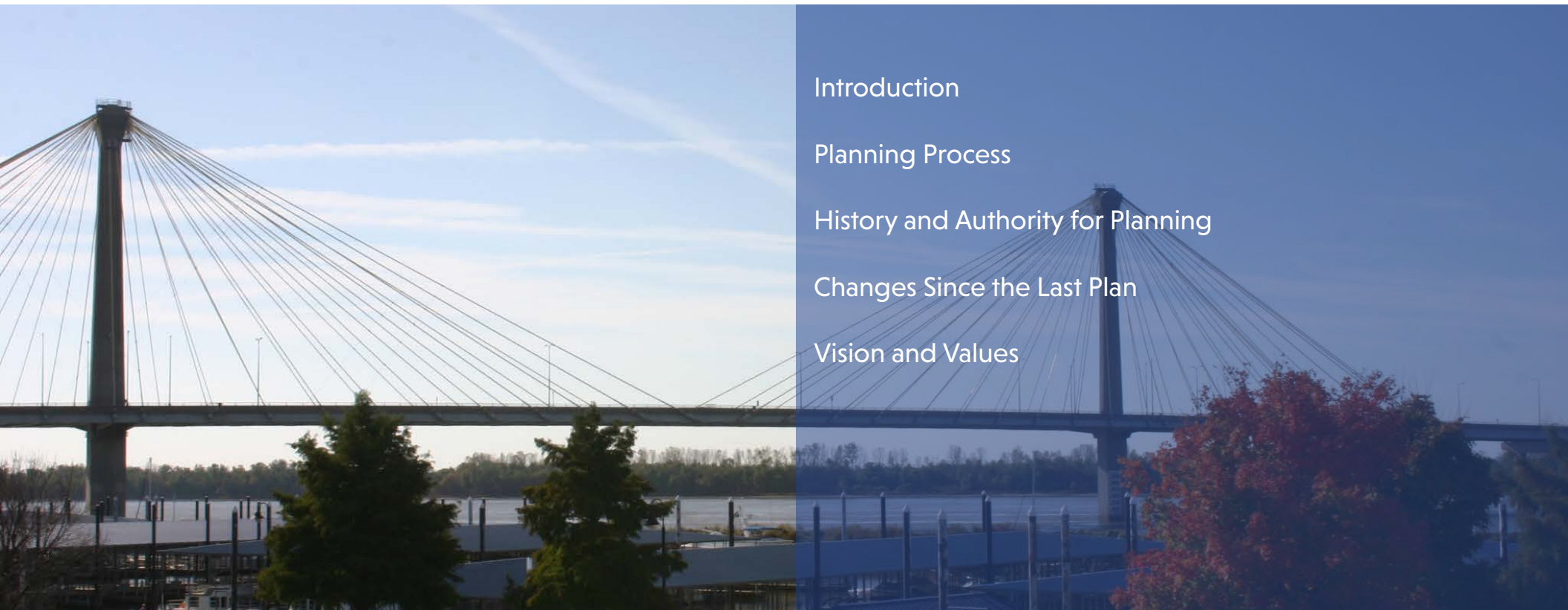
Introduction

Planning Process

History and Authority for Planning

Changes Since the Last Plan

Vision and Values



# Introduction

## Planning for Growth, Preserving Our Past

As a centrally located county in the St. Louis metropolitan area, Madison County is well positioned for the future. The strengths of the County are many, including being at the nexus of a robust multi-modal transportation network, a strong labor force, charming communities, beautiful natural areas, desirable schools, and well-respected institutions of higher education.

As Madison County looks toward its future, this Comprehensive Plan is a policy guide for future decision making in unincorporated areas of the County, especially related to land use decisions. The future can never be fully predicted, but by planning for future change and growth, the County can best leverage its strengths and work to overcome its weaknesses.

While the County has many strengths, it also has many challenges ahead. The County is part of a larger region that has seen slow growth compared to other parts of the country. In addition, while many communities in the County are thriving, some communities have seen job and population losses.

A comprehensive plan is only one tool in shaping the future of Madison County. A comprehensive plan is not a zoning ordinance, a capital improvement plan, transportation plan, economic development strategy, or development regulations. However, it is the policy document that becomes the basis for those documents for unincorporated areas of Madison County.

The future vision of the County is one of robust economic prosperity. The future vision also includes preserving the unique rural, small town, and natural character that makes Madison County such an attractive place to live or visit. This comprehensive plan plans for the growth of Madison County while carefully preserving its past.

***"At its heart, this Comprehensive Plan expresses the values and vision of the future character of the County."***



# Planning Process

Leading up to the comprehensive plan process beginning in 2017 was many years of groundwork. Madison County Planning and Development staff spent several years observing land use and development trends, updating countywide data, and collecting demographic and census statistics.

In 2016, the Madison County Planning Commission was formed to oversee the development of the comprehensive plan. The Planning Commission met a total of five times in 2016 to review existing conditions and develop the framework and scope of the comprehensive plan.

The process of developing the comprehensive plan began in the spring of 2017 and continued through the adoption process during the spring of 2018. The schedule on the right provides an overview of the planning process. Key milestone included:

August 2017: First Technical Advisory Committee Meeting

Late August - September 30, 2017: Countywide Survey

## Round 1 of Open Houses

September 6, 2017: Open House in Holiday Shores

September 12, 2017: Open House in Maryville

September 13, 2017: Open House in Highland

October 2017: Second Technical Advisory Committee Meeting

December 2017: Third Technical Advisory Committee Meeting

January 2017: Community Stakeholder Meeting

## Round 2 of Open Houses

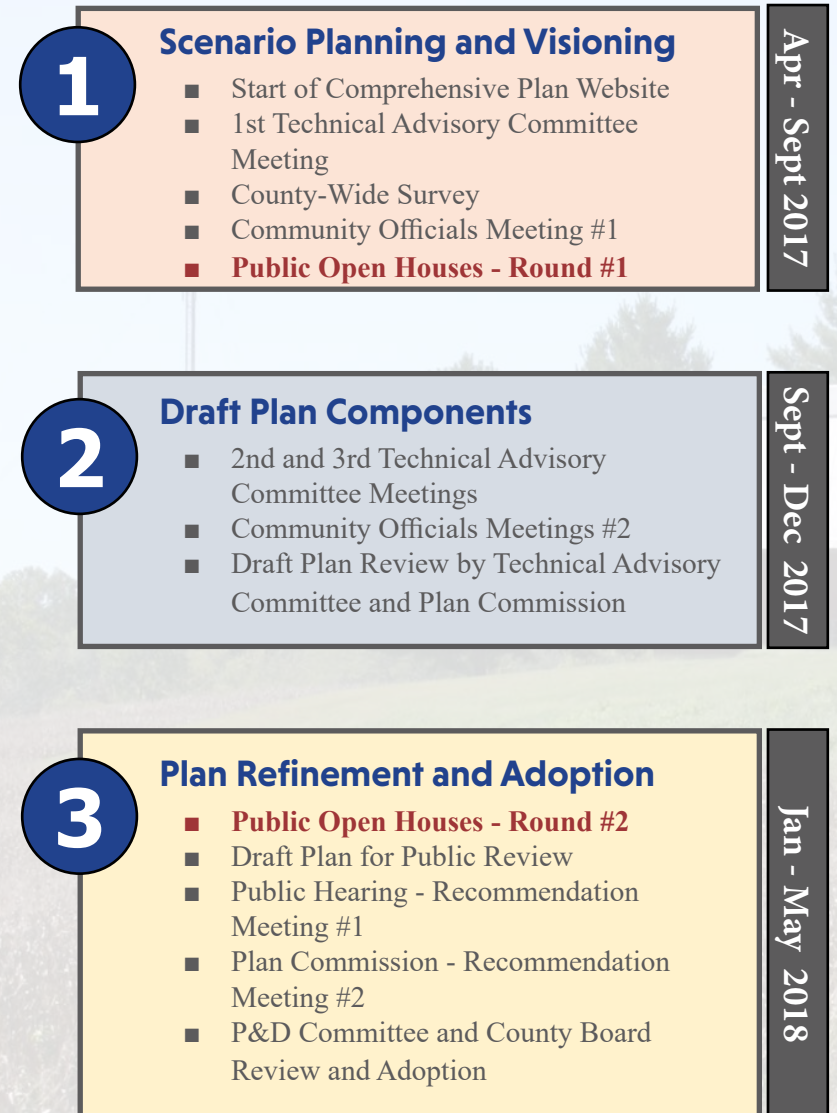
January 16, 2018: Open House in Bethalto

January 17, 2018: Open House in Collinsville

January 23, 2018: Open House in Troy

## Start of the Adoption Process

The draft comprehensive plan was released in Spring 2018 for the adoption process.



# Marketing the Comprehensive Plan Open Houses and Countywide Survey

The open houses and the countywide survey for the comprehensive plan were marketed extensively.

## Postcards

Over 3,000 postcards were printed and distributed. 2,000 of the postcards were mailed to a random selection of addresses in **unincorporated county**. The remaining postcards were distributed to organizations, communities, and stakeholders.

unincorporated areas of the county

## Press Releases and News Articles

Press releases were sent to all the major newspapers in the county including the Alton Telegraph, Edwardsville Intelligencer, Troy Tribune, and Highland News Leader.

## Facebook Advertising

Facebook Advertising was an effective means of raising awareness. Between the end of August and the end of September 2017, a series of boosted Facebook posts promoted the open houses and the countywide survey. The September 2017 Facebook advertising resulted in over 33,000 reach (the post showing up in someone's Facebook feed). The January

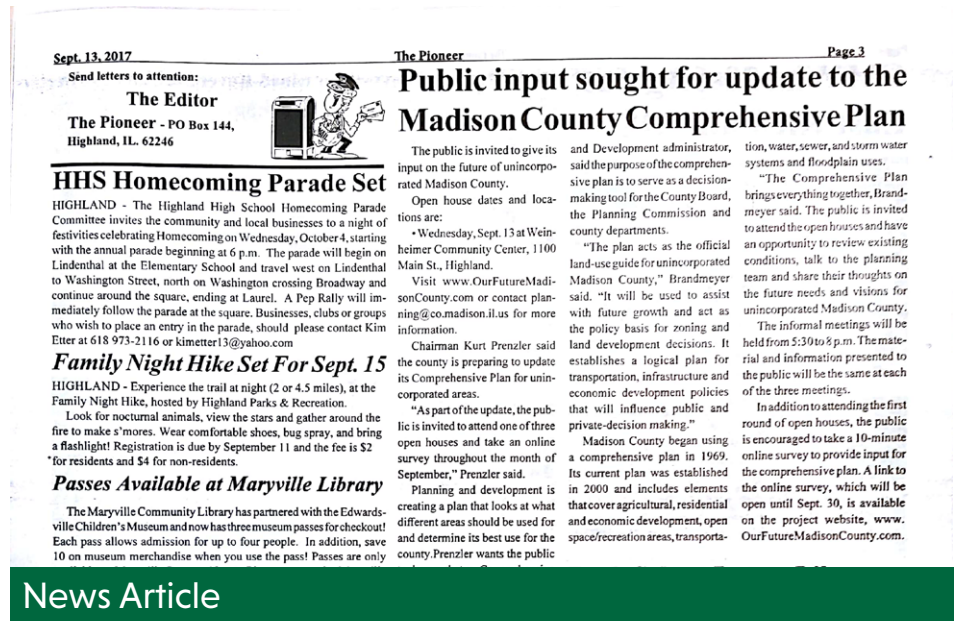
2018 Facebook advertising resulted in an additional 20,000 impressions.

The detailed results for the Facebook advertising for the September 2017 outreach: 33,065 reach (impressions) 1,066 post clicks 498 taken action

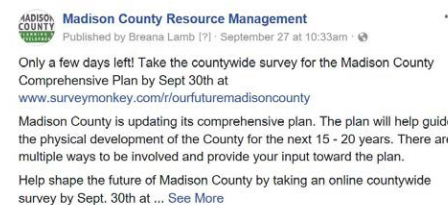
The detailed results for the Facebook advertising for the January 2018 outreach: 20,418 reach (impressions) 408 post clicks

## Other Social Media

Minor advertising for the open houses and survey was done on LinkedIn. Posts about the survey and open houses were included on Twitter and Instagram with the hashtag #OurFutureMadisonCounty



## News Article



Facebook advertising resulted in over 53,000 impressions.

## Examples of Facebook Posts

# First Round of Countywide Open Houses

Three open houses were held as part of the first round of open houses for the comprehensive plan. Locations and dates included:

Wednesday, September 6, 2017  
Holiday Shores  
5:30 – 8:00pm  
Holiday Shores Ballroom  
1 Holiday Point Pkwy,  
Edwardsville, IL 62025

Tuesday, September 12, 2017  
Maryville  
5:30 – 8:00pm  
Maryville Village Hall  
2520 N. Center St.  
Maryville, IL 62062

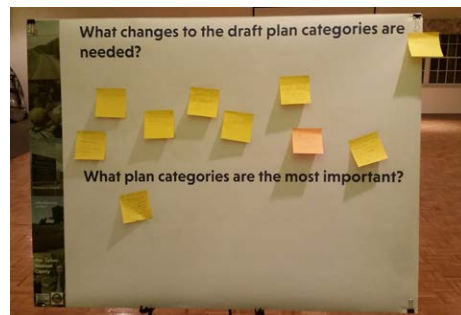
Wednesday, September 13, 2017  
Highland  
5:30 - 8:00pm  
Weinheimer Community Center  
1100 Main  
Highland, IL 62249

Attendees had the opportunity to review the draft framework for the comprehensive plan, existing conditions, and growth scenarios.

For the most part, comments from the attendees were positive and generally agreed with the plan framework. Attendees also preferred the “community focused” growth scenario compared to the “recent trends” growth scenario.



Open House Attendees at Holiday Shores



Open House Attendees at Maryville

## Second Round of Countywide Open Houses

Three open houses were held as part of the second round of open houses for the comprehensive plan. Locations and dates included:

Tuesday, January 16, 2018  
Bethalto Council Chambers  
213 North Prairie St  
Bethalto, IL 62010

Wednesday, January 17, 2018  
Collinsville Council Chambers  
125 S Central St  
Collinsville, IL 62234

Tuesday, January 23, 2018  
Troy Council Chambers  
116 E Market St  
Troy, IL 62294

Attendees had the opportunity to review the survey results from Fall 2017, review the draft plan recommendations and growth map, and provide feedback to the planning team.

For the most part, comments from the attendees were positive about the draft plan recommendations.



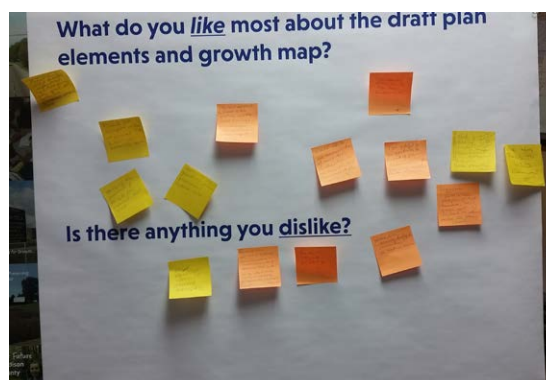
Open House Attendees at Bethalto



Open House Attendees at Troy

"Very much appreciate the format of this meeting and the open dialogue. It encourages conversation - keep it going."

*Comment from attendee at Open House.*



## Brief History of Madison County

Madison County has a long and rich history. The present day County was home to the capital of the immense Mississippian culture from 900 A.D. to 1500 A.D. The Cahokia Mounds State Historic Site provides a window into the Mississippian history.

The first American settlers came to the County around 1800. William Clark and his troops departed from Camp Dubois (Wood River), to join John Meriwether Lewis in 1804.

Madison County was established and named for President James Madison in September 1812. After the War of 1812, Madison County grew more rapidly with Edwardsville and Alton being key cities.

The seventh and final Lincoln-Douglas debate was held on October 15, 1858, in Alton.

By 1900, Madison County had a population of 64,694, which made it one of the most populist counties in the State of Illinois.

Populated

## Brief History of Planning in the County

Although Madison County was established in 1812, planning in the County did not come about in the middle of the 20th century.

Madison County adopted a subdivision regulation in 1956, a building code in 1958, and a zoning ordinance in 1963.

In 1969, Madison County prepared a countywide land use and transportation plan. However, this plan was not formally adopted or put into effect.

In 1972 Madison County Regional Planning Commission was formed with the task to review and revise the 1969 plan which had not been adopted by the County Board. The resulting Madison County Comprehensive Plan was adopted in 1973.

The 1973 plan stayed in effect for over twenty-five years. In 1997, the Madison County Planning Commission was formed to begin an update of a new comprehensive plan. The resulting comprehensive plan, the '2020 Land Use and Resource Management Plan' was adopted in 2000.

(Source: Madison County)

## Authority for Comprehensive Planning

Counties in Illinois are authorized by state statues to develop and carry out long-range planning for the County.

(55 ILCS 5/5-14001) (from Ch. 34, par. 5-14001):

*Whenever in the judgment of the county board of any county, a portion or all of said county as a region, should have a plan made for the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of said region, and of public improvements and utilities therein, and which plans will in the judgment of the county board, in accordance with the present and future needs of the region and of the State, best promote health, safety, morals, order, convenience, prosperity, efficiency and economy in the process of development and the general welfare of said region, the county board is hereby empowered by resolution of record to define the boundaries of such region and to create a regional planning commission for the making of a regional plan for such region so defined. The number of members of such commission, their method of appointment, and their power and authority in the making of such plan, shall be such as the county board may deem proper and not in conflict*

*with law. Said Commission shall be a fact finding body and shall make such investigations and gather such statistics as it shall deem necessary for the planning and development of said region, and shall make a plan of said region to include all matter which it may deem necessary for the development of the region as provided above.*

# The Need for a New Comprehensive Plan

It is important to understand the context and reasons for updating the County's comprehensive plan. A comprehensive plan is only one tool in shaping the future of Madison County. A comprehensive plan is not a zoning ordinance, a capital improvement plan, transportation plan, economic development strategy, or development regulations. However, it is the policy document that becomes the basis for those documents for unincorporated areas of Madison County.

Below are key reasons why the comprehensive plan is being updated.

## Age of Existing Plan

The existing Madison County comprehensive plan ('2020 Land Use and Resource Management Plan') was adopted in 2000. As of 2018, the plan will be over 18-years old. Comprehensive plans should be updated every 10-12 years with a thorough review every five years.

## Usability of the Existing Plan

A key weakness of the existing comprehensive plan is its lack of usability. While the plan addressed many relevant countywide topics and needs, the plan was not user-friendly for staff, the public, or the Planning and Development Committee. The existing plan is too long and, most importantly, had too many objectives that were often similar in nature that caused confusion in determining the true policy intent of the plan. Because of the weaknesses and lack of clear focus of the current plan, the plan was never fully implemented.

***"Zoning decisions and code changes are two examples of decision making that should be rooted in the policy intent of the comprehensive plan."***

For example, the previous plan recommended adopting a 40-acre minimum lot size in agricultural areas. This minimum lot size was never implemented.

A comprehensive plan that is not implemented or is not clear in its policy intent can lead to many problems. The biggest problem

of a weak comprehensive plan is the ad-hoc decision making that results. Zoning decisions and code changes are two examples of decision making that should be rooted in the policy intent of the comprehensive plan. Ad-hoc decisions in zoning and code changes can result in decreased legal defensibility.

In addition, property owners have a reasonable expectation of equal protection. A key reason for land use policy is to protect the value of property. Land use policies

established in the comprehensive plan provide a logical framework for future land use decisions and thus confidence and protection for landowners.

## Changes Since the Last Comprehensive Plan

There have been major changes since the last comprehensive plan including changing demographics, the major recession of 2008, new transportation options, and changes in growth patterns. These are discussed in more detail later in this chapter.

## Key Goals for This Plan

This plan seeks to be a very usable friendly document that is concise while providing a clear focus on the intended land use policies for the County. The plan will provide a logical framework for zoning decisions and code changes. Property owners shall benefit by having equal protection under land use policy and zoning decisions.

# Changes Since the Last Plan

Since the last Madison County Comprehensive Plan was adopted in 2000, there have been significant changes in Madison County that this plan addresses.

## Mississippi River Bridge

The opening of the new Mississippi River Bridge (Stan Musial Veterans Memorial Bridge) in 2014 was a transformative transportation connection that will have long-term impacts for Madison County. The new bridge is a strong influence on commuting patterns further positioning Madison County as a desirable place to live and further strengthens Madison County for economic development.

## Population Stagnation

The St. Louis region has been a slow growth region. Between 1990 and 2013, the St. Louis region only grew at a 0.62% annual rate. While Madison County has grown faster than other core counties in the region, it is part of the regional population trend. The County must balance the cost of increased infrastructure and services serving the same population.

## Logistics and Distribution Hub

The continued growth of the I-255 and Route 3 corridors as logistics and distribution hubs strongly positions the County for this important economic sector. The investment by Amazon in distribution facilities is a testament to the County's leadership in logistics.

## Changing Demographics

Madison County is experiencing many of the same demographic changes taking place nationally including an aging population and the importance of retaining college graduates to maintain a robust and well educated workforce. The County must be resilient in adapting to changing demographics.

## St. Louis Regional Freightway

The St. Louis Regional Freightway is a regional effort to leverage the **regions** freight and logistic strengths. Madison County with its nexus of interstates, rail, and river transportation is strongly positioned to benefit from increased regional collaboration on freight and logistics.

## Great Recession and Changing Economic Trends

The great recession of 2008 had national impacts that were felt in Madison County. Impacts on residential, commercial, and retail growth were still being felt in recent years. Impacts on retail, further accelerated by online retail trends, have shifted the economic and revenue strategy for many communities.

## Increased Growth in Unincorporated Areas

As a share of overall countywide growth, there has been a significant increase in residential growth in unincorporated areas. While overall countywide growth is highly desirable, growth in unsuitable locations can lead to increased costs for community services and infrastructure while also negatively impacting countywide strengths such as the rural character of the county.

region's

Insert comma

Insert comma





# Vision and Values

## We value....

...our sense of community and small town atmosphere.

...our regional location and the proximity to regional destinations.

...our high quality of life.

Delete value

...**value** our rural character and strong agricultural economy.

...a robust transportation network that provides multiple options for travel.

...our natural environment and open space for its beauty and ecological importance.

...a prosperous county economy.

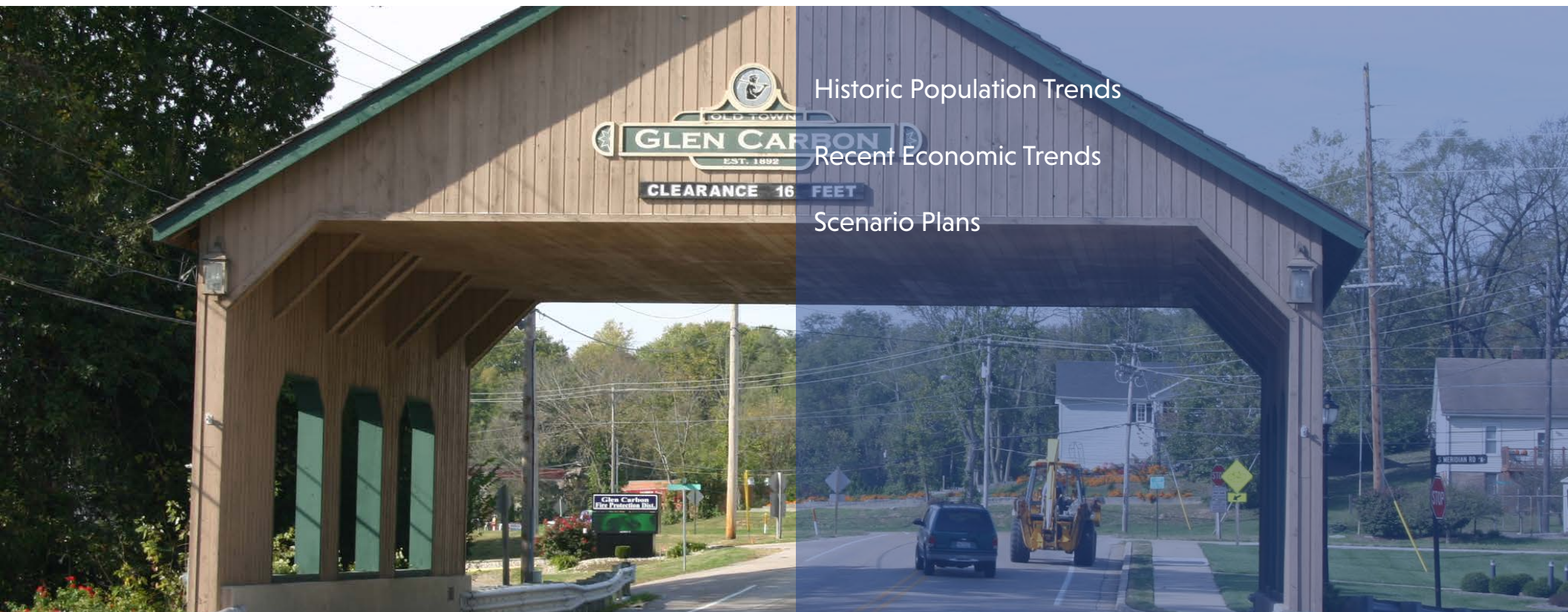
...our opportunity to better future generations through increased economic appreciation of our homes and property.

...a low cost of living.

Values are the building blocks of the plan. They are the core beliefs that shape the plan vision, categories, goals, and policies.

# DRAFT

## CHAPTER 2: GROWTH ANALYSIS



Historic Population Trends

Recent Economic Trends

Scenario Plans

## Why Growth Analysis is Important

A logical framework for decision making is important in developing the comprehensive plan for Madison County. This chapter seeks to provide a logical basis for future decisions by evaluating potential growth scenarios.

This chapter also examines trends in population growth and economic development in Madison County. While past trends is not necessarily a measure of future growth, it provides a historical context for examining future growth scenarios.

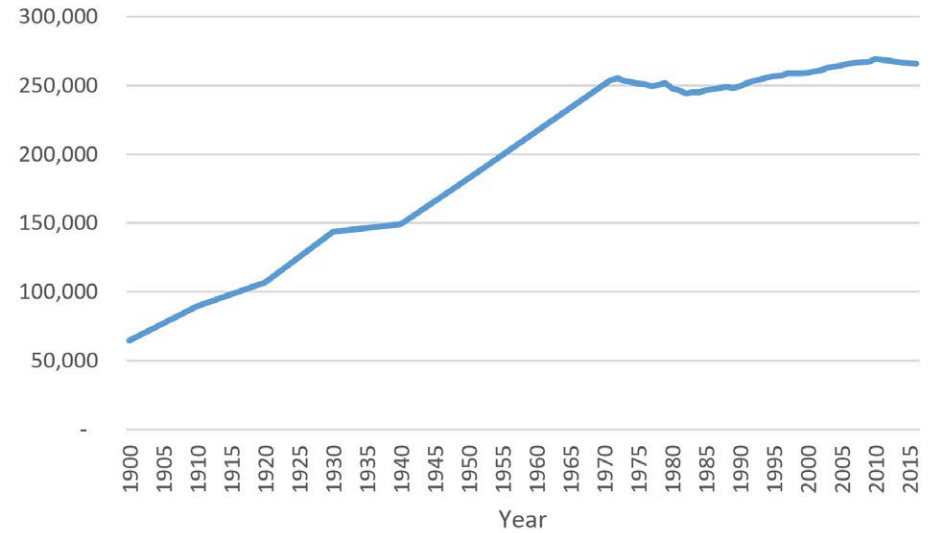


## Historic Population Trends

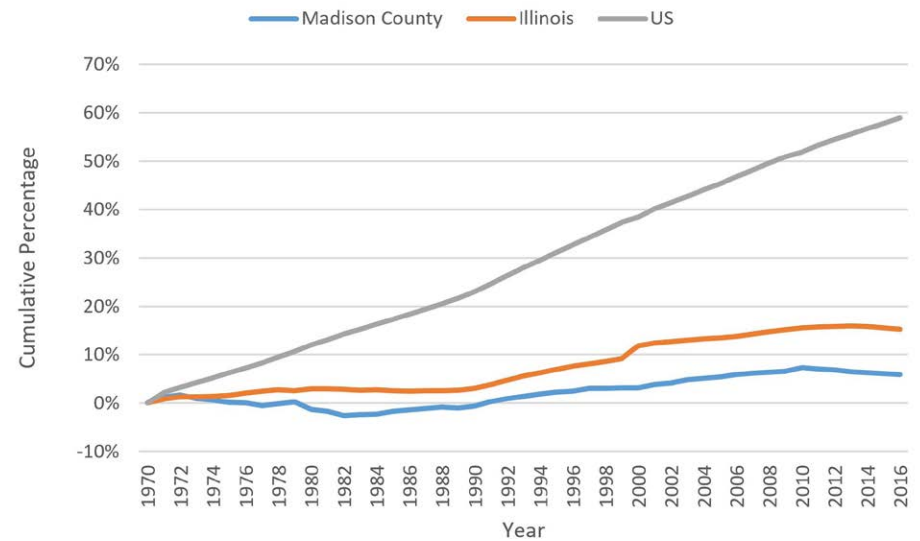
Madison County's population more than tripled between 1900 and 1970, growing at a mean annual rate of almost 2.0%. The population grew from about 65,000 to about 250,000 during this period, with the county's growth rate outpacing both Illinois' and the nation's.

Madison County's population has been relatively flat since 1970, with two periods of slow decline bookending 18 years of slow growth. In 1973 the population began a 10-year decline – shrinking at an annual rate of about 0.4% between 1972 and 1982. The population began to grow again in 1983, although at a slower rate. By 1994, the population had returned to its 1972 level (of about 255,000), and it reached its all-time high in 2010 (at about 269,000). However, following its peak in 2010, the population dipped to about 266,000 in 2016.

Population growth has varied geographically in the County. Many communities, including Edwardsville, Troy, Glen Carbon, Maryville, and Highland have seen higher growth rates in recent decades.



### Population Growth in Madison County (1990 - 2016)



### Cumulative Population Growth (Madison County vs Illinois/US 1970-2016)

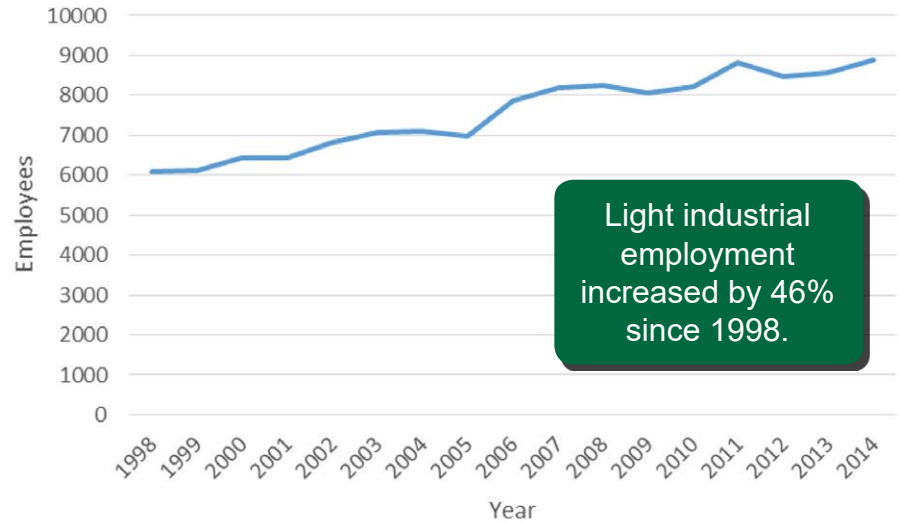
# Recent Economic Trends

## Industrial Employment

Madison County's industrial employment fell by about 20% between 1998 and 2014. As seen in Figure 6, employment in this sector fell from about 23,000 to just over 18,000. This translates into a mean annual decline of about 1.4%. The employment level initially grew between 1998 and 2000 at a mean annual rate of about 2% before slipping during the 2001 recession. Industrial employment rebounded between 2002 and 2005, growing at a mean annual rate of about 1.4%. However, employment in this sector fell again in 2006 and has fallen in 6 of the 8 years since 2006.

Figures are not numbered and there is not one for Industrial Employment

change to initially



Light industrial employment increased by 46% since 1998.

## Light Industrial Employment

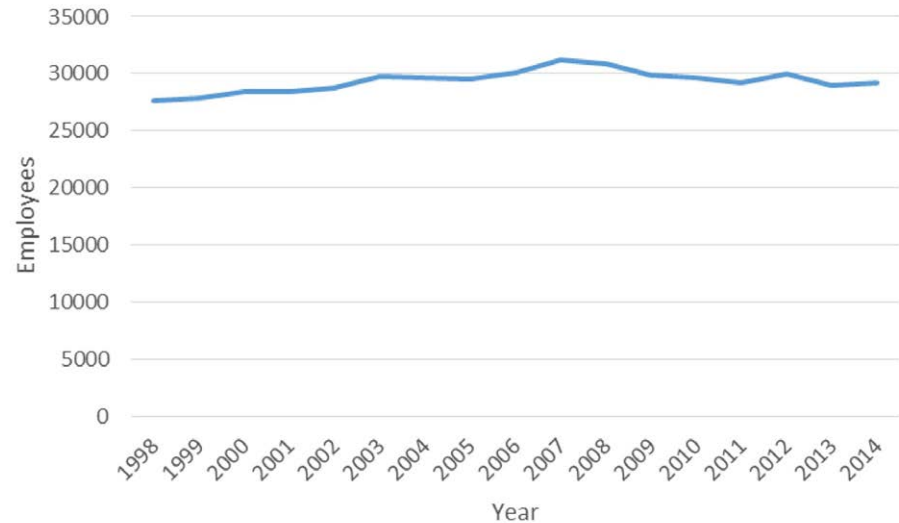
Madison County's light industrial employment increased by about 46% between 1998 and 2014. As seen in Figure 7, employment in this sector, which includes wholesale trade and transportation and warehousing, rose from about 6,000 to almost 9,000. This translates into a mean annual increase of about 2.4%. Light industrial employment grew fairly steadily during this period.

There isn't a figure for office employment

## Office Employment

Madison County's office employment increased by about 6% between 1998 and 2014. As seen in Figure 9, employment in this sector, which includes industries such as healthcare, finance and insurance, real estate, professional, scientific and technical services, rose from about 25,000 to almost 27,000. This translates into a mean annual increase of about 0.3%. Despite the overall increase, employment in this sector was fairly flat, with periods of growth frequently interrupted by minor declines.

**Light Industrial Employment**  
(Madison County 1998-2014)



**Retail Employment**  
(Madison County 1998-2014)

## Retail Employment

Madison County's retail employment increased by about 5% between 1998 and 2014. As seen in Figure 10, employment in this sector, which includes industries such as retail trade, arts and recreation and food services, rose from almost 28,000 to over 29,000. This translates into a mean annual increase of about 0.3%. Despite the overall increase, employment in this sector was fairly flat, with employment peaking at about 31,000 in 2007 before falling for most of the remaining period.

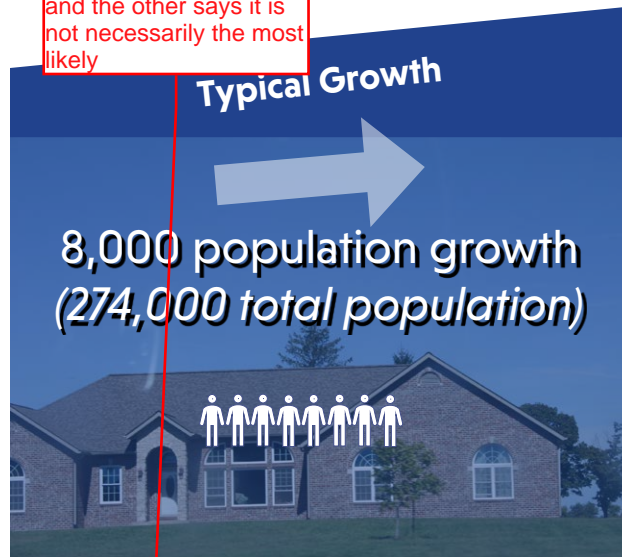
# Scenario Planning - What will Madison County Look Like in 2040?

While the future cannot be predicted, we can plan for potential “scenarios” of growth. This page depicts potential growth in the county over the next 20 plus years.

What scenario is the most likely? The “Typical Growth” scenario is most likely. “Moderate Growth” is possible, but will require corresponding economic growth. “Robust Growth” will require a major economic catalyst such as

a major national (or international) employer moving to Madison County or within commuting distance.

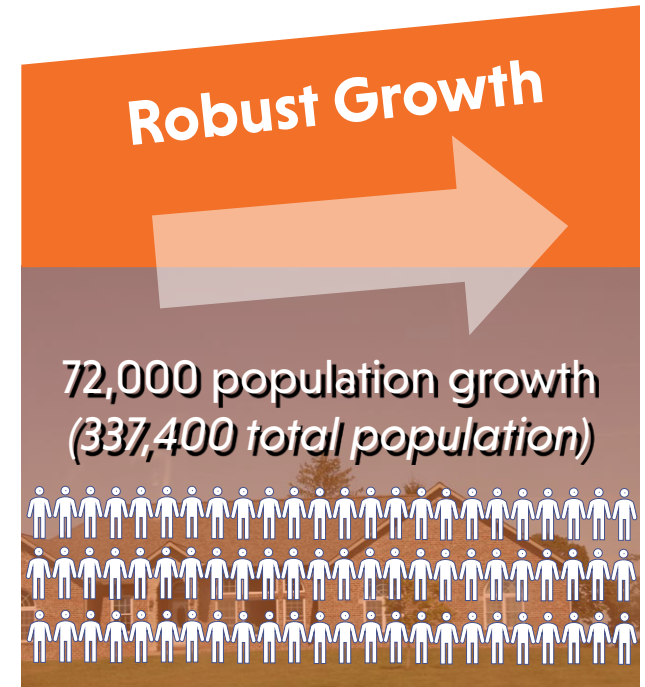
These two paragraphs contradict themselves. One says “typical growth” is most likely and the other says it is not necessarily the most likely



“Typical Growth”, while not necessarily the “most likely” scenario, is consistent with the changes in Madison County over the past two decades. It reflects a continuation of “normal” Madison County growth rates for population. “Typical Growth” assumes that Madison County’s population growth returns to its post-1970 mean rate of just over 0.1% per year.



“Moderate Growth” assumes that Madison County’s population returns to its mean annual growth rate during the period of 1983 - 2010 (of slightly over 0.37%). This might reflect a strengthening economy or an improving fiscal situation for the state of Illinois that causes the net in-migration to accelerate or the net out-migration to slow.



“Robust Growth” reflects the possibility of Madison County’s overall population growth increasing to match some of its fastest growing regions. More of a thought experiment than a prediction, this reflects the results if the 1990 - 2013 annual growth rates of Maryville (3%), Edwardsville (1%), Glen Carbon (1%), and Troy (1%) duplicated for the county as a whole. “Robust Growth” assumes that Madison County’s population grows at an annual rate of 1%.

# Does Madison County Have Capacity for Future Growth?

With future growth scenarios on the preceding page outlining possible scenarios ranging from 8,000 to 72,000 population growth, a key question becomes if Madison County has enough capacity for future growth, especially from a land use perspective.

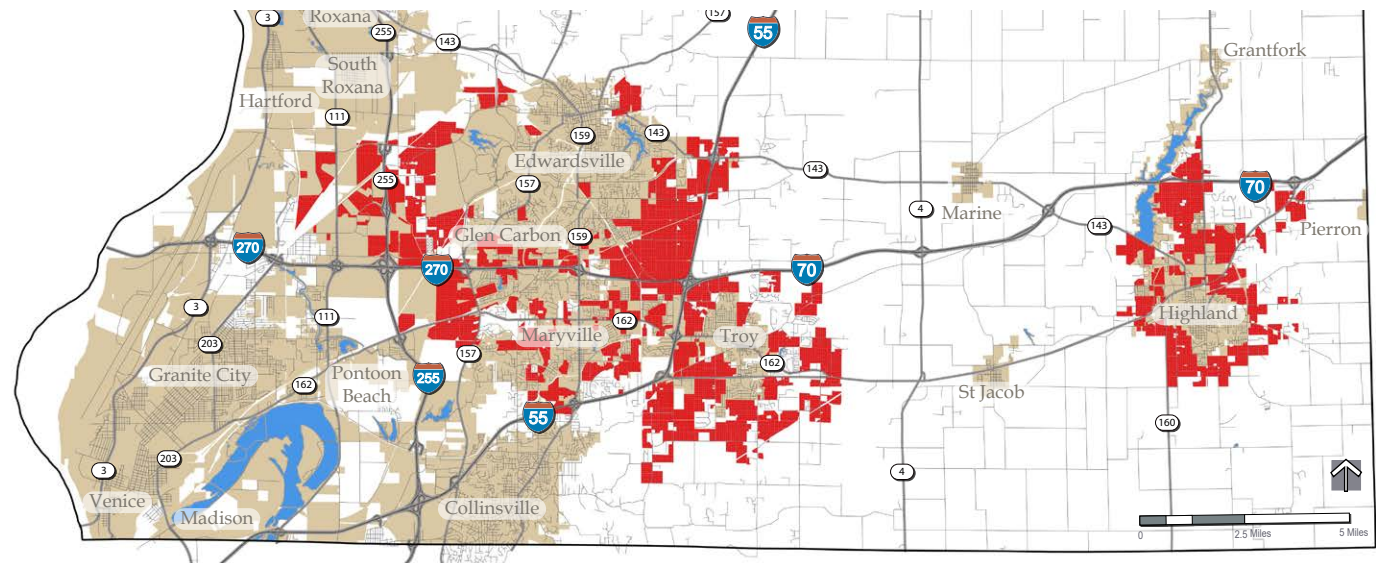
The short answer is yes, there is plenty of room for growth. The map on this page shows undeveloped land (areas in red) within and adjacent to five of the fastest growing communities in Madison County (Edwardsville, Glen Carbon, Maryville, Troy, and Highland) that are designated for development (residential, commercial, industrial, institutional, etc.) based on the future land use plans of the communities.

Note: All parts of the county were not evaluated due to the lack of available up-to-date community land use plans. For this evaluation, examining the five fastest growing communities were sufficient in analyzing growth capacity. If all areas of the county were included, obviously the total capacity for growth would be even greater.

The areas shown on the map (areas in red) has the capacity to absorb 135,000 population growth based on current zoning / land use densities.

With plenty of room for growth, the question becomes how the county should grow.

***Madison County has plenty of capacity for future growth. The five fastest growing communities have the capacity to absorb 135,000 in population growth.***



**Map: Areas of Undeveloped Land near the Five Fastest Growing Communities in Madison County**

# Growth Scenario: "Recent Growth Trends"

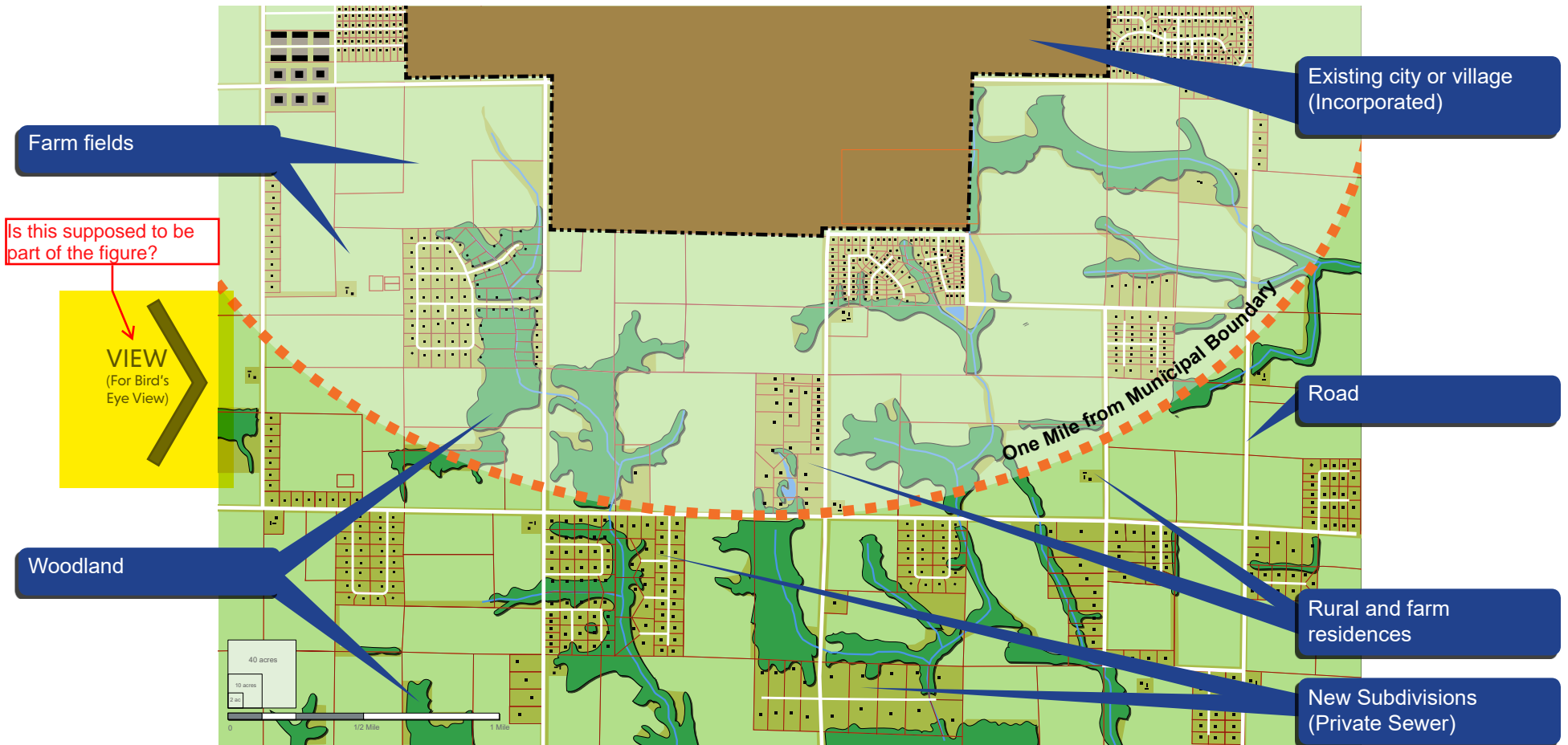
The growth scenario for "Recent Growth Trends" illustrates recent development patterns in Madison County. Since 1999, almost a half (48%) of new homes in unincorporated Madison County were built beyond a mile of municipal boundaries.

A popular parcel size for this residential development is two to five acres. Because development is away from municipal services and infrastructure, subdivisions often have private sewer systems.

The plan view below illustrates this recent growth trend. The plan illustrates a representative area of Madison County and not an actual location. However, parcel sizes, road networks, natural features, and topography are representative of actual conditions in the County.

**48%**

Since 1999, almost a half (48%) of new homes in unincorporated Madison County were built beyond a mile of municipal boundaries.



**Plan View - "Recent Growth Trends"**

# Growth Scenario: "Recent Growth Trends"

Below is a bird's eye view of the "Recent Growth Trends" growth scenario. The plan illustrates a representative area of Madison County and not an actual location. However, parcel sizes, road networks, natural features, and topography are representative of actual conditions in the County.



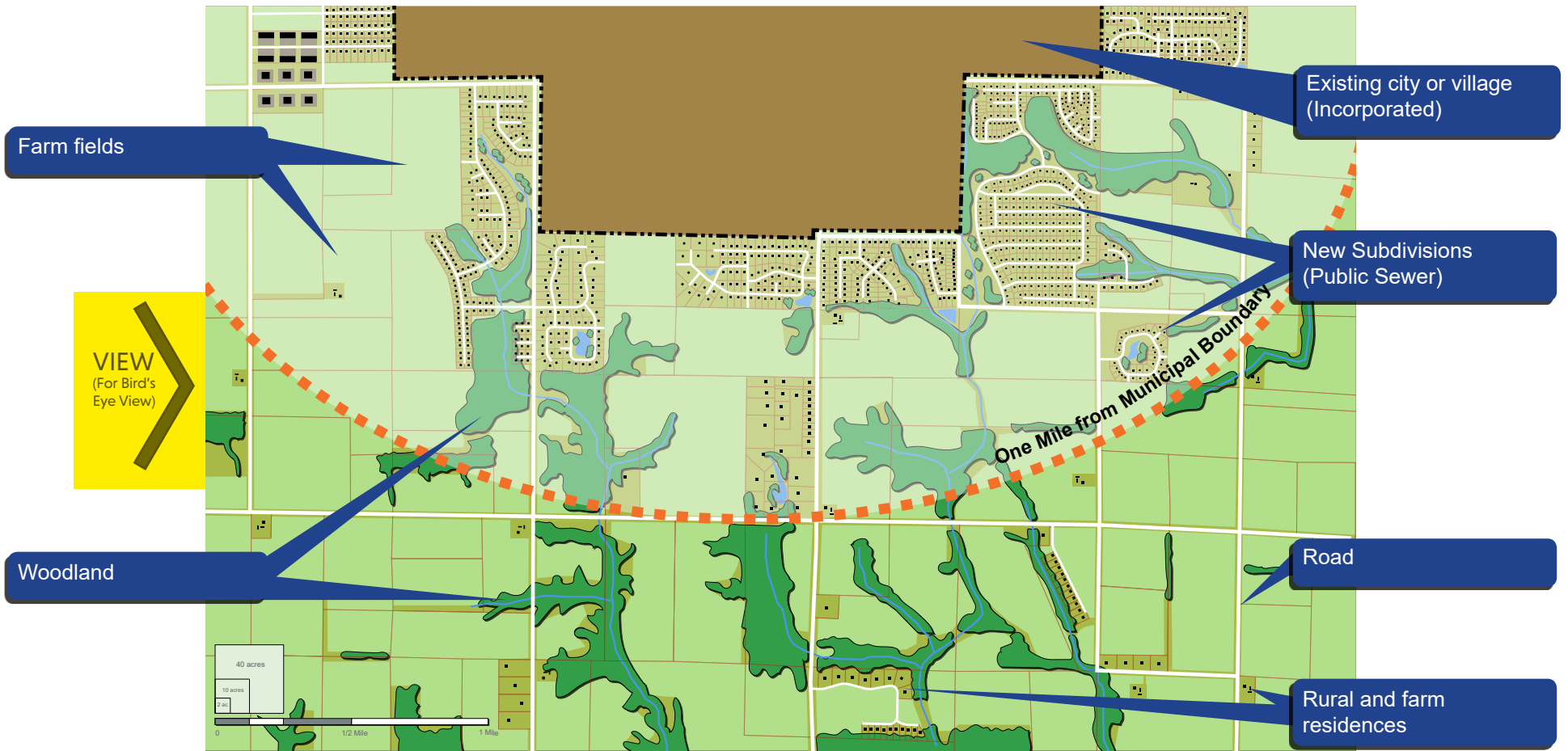
Bird's Eye View - "Recent Growth Trends"

# Growth Scenario: "Community Focused"

The growth scenario for "Community Focused" illustrates development patterns if growth was encouraged closer to existing community boundaries. This scenario shows growth that exceeds the number of homes shown in the previous "Recent Trends" scenario. Because growth

is adjacent to existing municipal boundaries, new development can be annexed by adjacent communities and **can** is typically on public sewer.

The plan view below illustrates "Community Focused" growth. The plan illustrates a representative area of Madison County and not an actual location. However, parcel sizes, road networks, natural features, and topography are representative of actual conditions in the County.



Plan View - "Community Focused"

# Growth Scenario: "Community Focused"

Below is a bird's eye view of the "Community Focused" growth scenario. The plan illustrates a representative area of Madison County and not an actual location. However, parcel sizes, road networks, natural features, and topography are representative of actual conditions in the County.



Bird's Eye View - "Community Focused"

# Advantages and Disadvantages of the Growth Scenarios



## **Advantages**

- Market demand for rural parcels, especially 2-5 acre parcels.
- In the short-term, often preserves rural character adjacent to the community.

## **Disadvantages**

- Not adjacent to existing community infrastructure and community services and thus increased costs for infrastructure and services (water lines, road maintenance, policing, school busing, postal service, trash service, etc.)
- Many subdivisions are not connected to public sewers and have private sewers. Unmaintained private sewers can lead to water quality problems and depressed property values.
- Conflicts between agriculture and residential subdivisions (noise, dust, traffic, stormwater runoff, etc).
- Loss of rural character.
- Loss of prime farmland.

## **Advantages**

- Most cost effective use of infrastructure and community services.
- Helps to avoid conflicts between agriculture and residential subdivisions (noise, dust, traffic, stormwater runoff, etc).
- More likely to be connected to public sewers.
- Encourages investment in existing communities.
- Preserves rural character.
- Usually more walkable by being connected to existing neighborhoods and parks.

## **Disadvantages**

- Market timing, land speculation, and other factors often don't allow the opportunity for development adjacent to community boundaries.
- Land use policies can encourage certain types of development (including community focused development), but is limited in many aspects.

# DRAFT

## CHAPTER 3: Growth Policies

Overview

Strong Communities

Prosperous Agriculture

Treasured Homes and Property

Abundant, Healthy, and Beautiful Open Spaces and  
Natural Resources

Prosperous Economy

Robust and Efficient Transportation Network

Low Cost of Living



## Overview

This page depicts the growth policies. The policies provide a framework for the goals and recommendations of the plan.

## Rooted in the Values of Madison County

The policies are rooted in the values that make Madison County a great place to live and work. The values were developed and confirmed from discussions with residents, business owners, stakeholders, and the Planning Commission.

## A Focus on Land Use

While the plan addresses many topics such as the economy and transportation, the plan will focus on land use. Thus goals and policies for each category will place an emphasis on land use policies that support that category.

## Implementing the Growth Policies

The growth policies shall be used as policy guidance when the County updates regulatory documents such as zoning text, subdivision regulations, and development ordinances. The **policies** provide guidance for evaluating development proposals including rezoning (map amendments), special use permits, variances, and subdivision plats. In addition, policies should provide for strong consideration even when addressing items not directly under the purview of the Planning and Development Committee or the staff of the Planning and Development Department.

change from policies to policies



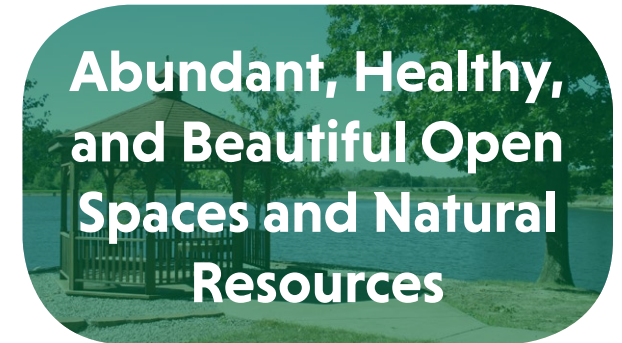
## Strong Communities



## Prosperous Agriculture



## Treasured Homes and Property



## Abundant, Healthy, and Beautiful Open Spaces and Natural Resources



## Prosperous Economy



## Robust and Efficient Transportation Network



## Low Cost of Living



# Strong Communities

**Goal:** Promote strong and prosperous communities.

## Why Strong Communities are Important:

Over 80% of Madison County residents live in an incorporated area (city or village) of the county. Having strong communities is crucial to the long-term success of the county. Communities are the hub of economic opportunity with offices, retail, and commercial centers. Communities are the center of civic life with schools, hospitals, churches, and libraries.

## Threats to Strong Communities:

While many communities in Madison County are thriving, there are also many communities that have struggled with population and job loss. These losses have resulted in depressed municipal revenue and declines in community services and infrastructure investments.

**Policy #1:**  
**Encourage growth in "Community Investment Areas".**

Growth should be encouraged within existing incorporated areas and within Community Investment Areas that are serviced by public water and sewer and likely to be annexed. Community Investment Areas are currently unincorporated areas of the County adjacent to existing municipalities.

Community Investment Areas should correspond to realistic growth projections for communities. Realistic growth projections will help ensure efficient and cost effective utilization of community infrastructure and services. For large communities over 10,000 population, Community Investment Areas should be up to one-mile from municipal boundaries. For small communities, under 10,000 population, Community Investment Areas should be up to a half-mile from municipal boundaries.

Community Investment Areas do not limit the ability for communities to review subdivisions within a mile and a half of their boundary, as per their statutory right. However, as a growth policy, priority should be given to half-mile or one-mile investment areas where community services and infrastructure are more likely to be located.

**Policy #2:  
Promote municipal cooperation by including municipal land use plans as part of the countywide land use plan.**

A community's Future Land Use Plan shall be the guiding development for future growth within Community Investment Areas. This local control of land use planning provides great flexibility for communities to address community goals for economic development, residential growth, and open space. For communities with future land use plans older than ten years, the County should work with communities to update their plans.

**Policy #3:  
Encourage annexation in "Community Investment Areas".**

New development within Community Investment Areas should be annexed into adjacent communities. When immediate annexation is not possible for new development, an annexation agreement should plan for future annexation.

Communities should be encouraged to annex existing unincorporated neighborhoods.

**Policy #4:  
Encourage commercial development in areas supported by appropriate infrastructure.**

Commercial development should be located in places that have appropriate infrastructure, primarily incorporated areas and within Community Investment Areas. Commercial development should be discouraged in unincorporated areas outside of Community Investment Areas unless at an interstate Growth Interchange or is a business that supports agriculture.





# Prosperous Agriculture

## Goal:

To retain productive farmland for viable agricultural activities that will maintain agriculture as an integral part of the County's economy and contribute to its rural character.

## Why Prosperous Agriculture is Important:

Agriculture is a major economic driver for Madison County. There are over 1,000 farms in the county producing a variety of products including grain, livestock, fruits, vegetables, milk, and other products.

Rural areas are a major draw for residential growth as homeowners appreciate the rural and small town atmosphere of the **country**. As the County grows, conversion of farmland into development is inevitable. However, because of the economic and social benefits of agriculture and rural areas, encouraging prosperous agriculture is important.

## Threats to Prosperous Agriculture:

Agriculture will continue to be a major economic driver in the foreseeable future. However, general threats include instability of commodity prices, reduced number of farms from increased consolidation, and increased competition.

From a land use perspective threats include increased conflicts with development. Examples include conflicts with machinery and vehicles; complaints from residential development of noise, dust, and odors from agriculture activities; and loss of prime farmland by development.

## Policy #1:

### Discourage pre-mature rural subdivision development.

In Agriculture and Rural Areas, the County should discourage subdivision developments that are not served by appropriate infrastructure, including public water and sewer systems, and community services. Pre-mature rural subdivision developments can have several negative consequences including conflicts with agriculture, increased costs to the County to provide services, and private sewer systems, that if **are** not maintained properly, can fail and depress property values and impact water quality.

change to county

## Policy #2:

### Agricultural zoning that supports and preserves actual agricultural and agribusiness uses.

Maintenance and expansion of agricultural operations should be encouraged along with the practical function of production from farmland. Agricultural zoning should support and preserve actual agricultural and agribusinesses uses. New agribusinesses, especially large livestock operations, should be sited to avoid negatively impacting existing residential development. Residential development should be at very low densities and support the need for housing for farm families and agriculture workers.

**Policy #3:  
Utilize LESA (Land Evaluation and Site Assessment) to  
prioritize the most productive farmland.**

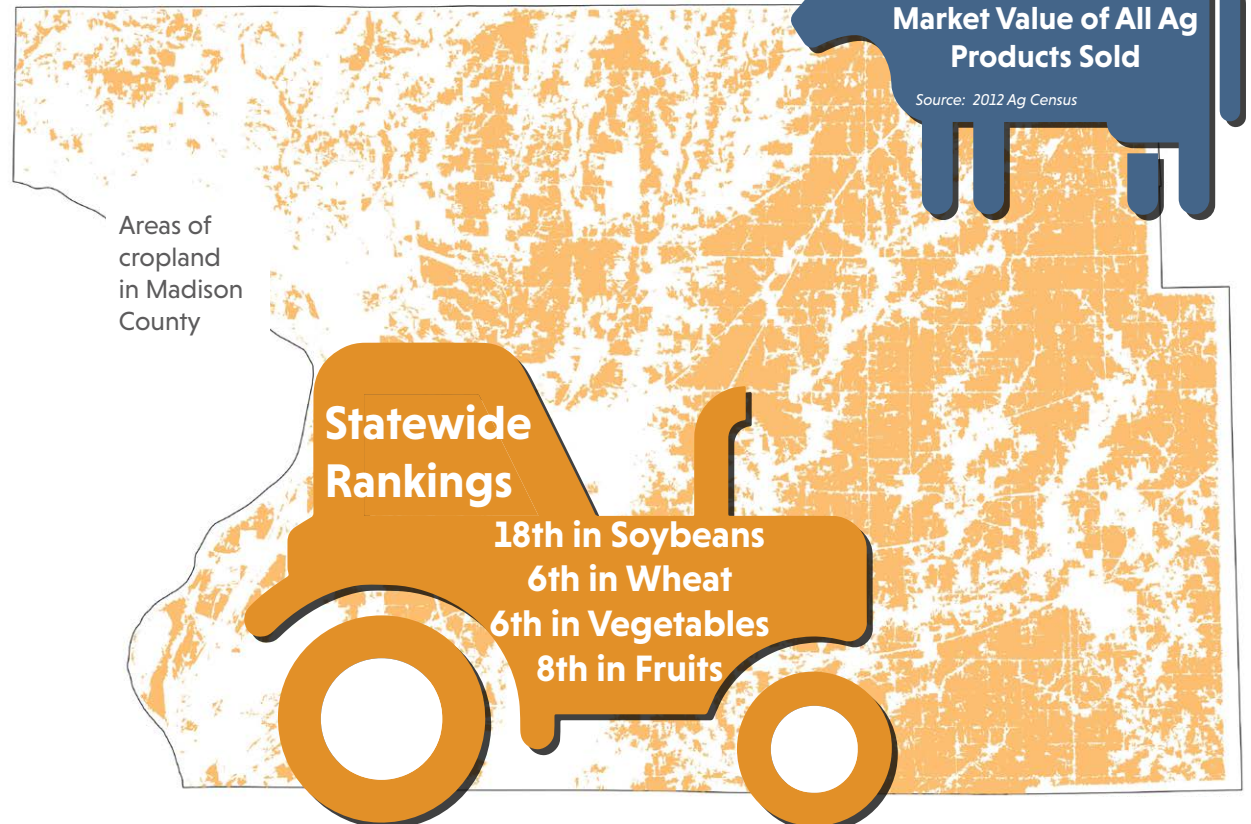
LESA (Land Evaluation and Site Assessment) is a two-part evaluation system that creates a consistent evaluation method for prioritizing farmland. LESA was developed by the United States Department of Agriculture (USDA) National Resources Conservation Service (NRCS).

The Land Evaluation (LE) is based on soil rankings for productivity. Typically LE rankings are based on NRCS soil evaluations.

Site Assessment **(SE)** evaluates a site on numerous factors with a weighted scoring system. The local jurisdiction determines the evaluation factors and scoring system. The local jurisdiction can determine the scoring system for Site Assessment based on local objectives and goals. Typical Site Assessment factors include:

- Size of the site.
- Land use designation.
- Percentage of site perimeter adjacent to agriculture principal uses.
- Distance from site to nearest municipality
- Largest area of site in agricultural production over past five years
- Area of land zoned rural within one-mile
- Area of agriculture principal uses within one-mile.
- Distance to nearest ten non-farm dwellings.
- Proximity to livestock management facility.

Madison County should develop a LESA scoring methodology and utilize LESA to prioritize the most productive farmland to guide land policy decisions such as rezoning requests.



# Preserving the Value of Homes and Property

## Goal:

Align land use policies to preserve and increase property values.

## Why Preserving the Value of Homes and Property is Important:

The appreciation of property values, whether it is a home, business, or land, is a key goal for many property owners. Almost 90% of respondents in the countywide survey agreed that maintaining or increasing the value of their home was very important.

Retention and appreciation of property values is an important outcome of land use policies.

## Threats to Preserving the Value of Homes and Property:

Factors on and off a property have impacts on the value of that property. Within a property, quality of construction, architectural features, size of building and parcel, site features, and location are some of the factors influencing value. Off-site features also have a great impact on one's property. Architectural quality, maintenance, noise, landscape, and viewsheds of adjacent and nearby property are some of the off-site factors that impact one's property value.

## Policy #1: Code enforcement of properties, especially smaller lots.

A key purpose of land use policy, including zoning, is the preservation of property values. When properties fall into disrepair it **effects** not only the property value of the offending property, but also the value of adjacent and nearby properties. Madison County should aggressively use code enforcement to preserve property values, especially on smaller parcels where code violations can more greatly impact adjacent properties.

affects

First

## Policy #2: Update private sewage requirements and standards.

Private sewers that are not maintained properly and fail over time have multiple negative consequences. **One**, failed private sewers negatively impact water quality. **Second**, failed private sewers negatively impact the property values of the offending and nearby properties. Madison County should discourage the use of private sewers for new development and require connections to public sewers for most new development. When private sewers are allowed, maintenance requirements should be required and enforced.

**Policy #3: Align countywide and community stormwater standards and regulations. Implement recommendations from countywide stormwater management plans and watershed plans.**

Property damage from flooding from storm events is a major concern for many property owners in Madison County. The County should promote a countywide standard for stormwater regulations for new development in communities and the County. A consistent countywide standard for stormwater regulations will help reduce property damage from storm events.

Delete Fees  
-Matt Brandmeyer

**Policy #4: Align countywide and community development standards and fees.**

Madison County should better align development standards and fees in unincorporated areas with development standards and fees in communities. Closer alignment of development standards and fees between incorporated and unincorporated areas will encourage more efficient utilization of existing community infrastructure and services for new development.

**Policy #5: Discourage spot zoning.**

Spot zoning is the application of a zoning district to a specific parcel that is not harmonious with the zoning of adjacent parcels and does not follow the recommendations of the comprehensive plan and future land use plan. Spot zoning is often the result of ad-hoc decision making and can negatively impact adjacent property owners.



Example of flooding in a residential subdivision in Madison County. In past surveys with residents, many home and business owners have reported damage from flooding even though they are located outside of **designate** flood hazard areas.

designated



# Abundant, Healthy, and Beautiful Open Spaces and Natural Resources

## Goal:

Open space and natural resources in Madison County that creates healthy natural habitats, enhances water quality, increases biodiversity, and continues to position the County as a leader in recreational and ecotourism.

## Why Abundant, Healthy, and Beautiful Open Spaces and Natural Resources are Important:

Madison County is blessed with many natural resources including rivers and streams, large expanses of woodlands, lakes of all sizes, greenways and trails, small and large parks, and other natural areas. Natural resources have multiple benefits for the county including economic (tourism dollars, increase property values, etc.), health (clean air and water), increased habitats, and quality of life (recreation, etc.).

## Threats to Abundant, Healthy, and Beautiful Open Spaces and Natural Resources:

Threats include both the quality and quantity of natural resources in the County. From a quality perspective, threats include increased fragmentation, invasive species, and loss of biodiversity. From a quantity perspective, development and farming pressures are threats to reduce areas of natural resources.

## Policy #1:

**Implement recommendations from countywide stormwater management plans and watershed plans.**

Madison County is working to develop plans for the ten watersheds in the County. To date, plans have been completed or in-progress for the Silver Creek watershed, Cahokia Creek watershed, and the American Bottoms watershed. The plans strategically identify and address water quality and flooding issues. The plans address long-term solutions that will save tens of thousands of dollars in property damages from flooding. Many of the strategies from the watershed plans involve green infrastructure solutions, and thus preserve and enhance the natural resources of the County. Madison County should continue to implement recommendations from the countywide watershed plans, especially those recommendations that increases and enhances natural resources.

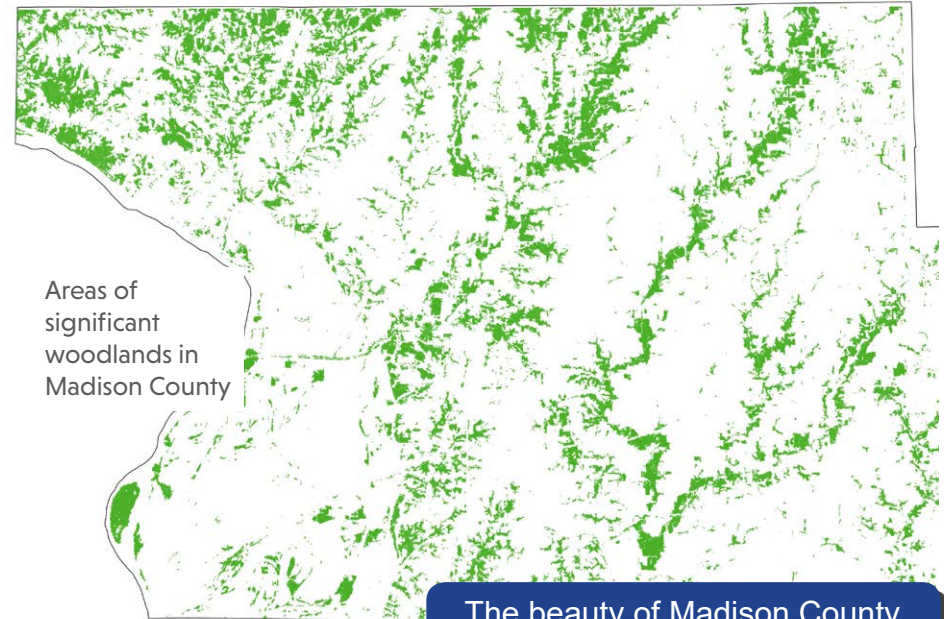
**Policy #2: Encourage connected systems of natural resources including woodlands, prairies, savannahs, and wetlands.**

Large, connected systems of natural resources have greater biodiversity and healthier habitats than fragmented and disconnected areas. Preserving systems of natural resources including woodlands, prairies, savannahs, and wetlands should be encouraged. When new areas of natural habitats are restored, priority should be given to connecting to existing natural areas.

**Policy #3: Support federal, state, and nonprofit programs such as CRP (Conservation Reserve Program) that voluntarily converts sensitive private lands into natural habitats.**

Madison County should continue to support federal, state, and nonprofit programs that voluntarily converts sensitive lands into natural habitats. The United States Department of Agriculture’s (USDA) Conservation Reserve Program (CPR) is the largest private-land conservation program in the country. In Illinois, an enhanced version of the CRP, the Conservation Reserve Enhancement Program (CREP) is available for landowners in the Illinois and Kaskaskia River watersheds. In Madison County, landowners in the Silver Creek watershed qualify for CREP.

Changes in state and federal agriculture and conservation policy, as well as changes in the tax code, can have major impacts in private land conservation. Madison County should continue to coordinate with federal, state, and nonprofit partners in promoting and utilizing the most current conservation strategies.



The beauty of Madison County is a key strength in attracting new residents. Almost 90% of new residents (less than 10 years) rated Madison County as more attractive than surrounding counties.

**Policy #4: Support long-range planning and management of important natural and historic resources in the County.**

Madison County is blessed with many natural resources, recreation opportunities, and historic areas. Ecotourism, increased property values, and high quality of life are just some of the benefits. The County should support long-range planning and management of important natural and historic resources in the County to ensure long-term viability. Key countywide areas include:

- Cahokia Mounds State Historic Site (and support the National Park Service designation)
- Riverbend Corridor (Great River Road)
- Horseshoe Lake State Park
- Madison County Transit (MCT) and Metro East Park and Recreation (MEPRD) trail network





# Prosperous Economy

## Goal:

Strengthen and expand Madison County's position as an economically diversified County.

## Why a Prosperous Economy is Important:

Quality jobs and a prosperous economy are the lifeblood of any community. A prosperous and diverse economy is key to sustained growth and providing a strong revenue base to support public services and infrastructure.

Madison County has multiple strengths to sustain a prosperous economy including a strong multi-modal transportation network, regional location, and educated workforce.

## Threats to a Prosperous Economy:

Regional and national competition, statewide business climate, and slow regional growth are all threats to a Prosperous Economy in Madison County.

While this Comprehensive Plan focuses on land use policy and is not an economic development plan, Madison County's land use policy should facilitate and encourage a strong economic foundation for the County.

## Policy #1: Support development of an economic development strategic plan.

In partnership with communities and economic development stakeholders, Madison County should develop an economic development strategic plan with a focus on site selection, business recruitment, retention, and expansion.

## Policy #2: Support objectives of corridor plans including I-255, I-55, and Route 3.

Madison County should continue to partner with regional, countywide, and community partners in implementing the economic development objectives of key corridors including I-255, I-55, and Route 3.

## Policy #3: Encourage preservation of large land assemblies along major transportation corridors for significant, large economic development opportunities.

Madison County should identify large land assemblies adjacent or near major transportation corridors for significant, large economic development opportunities.

# Robust and Efficient Transportation Network

## Goal:

Provide safe, efficient transportation systems that serve to guide future development and that are compatible with land uses.

## Why a Robust and Efficient Transportation Network is Important:

A key strength for Madison County is its location. Madison County sits at the nexus of a multi-modal transportation network of major interstates, rail, and waterborne transportation. In addition, the county has a world-class network of active transportation with over 100 miles of bicycle trails.

This transportation network is crucial for economic success and the high quality of life in the County.

## Threats to a Robust and Efficient Transportation Network:

The American Society of Civil Engineers (ASCE) rated roads nationwide as a “D” and Illinois roads as a “D+” in 2014 as part of ASCE’s infrastructure report card. Other infrastructure such as bridges, transit, and rail were also rated poorly by ASCE. At both a statewide and local level, increased use, lack of consistent funding, and deferred maintenance is a threat to future transportation needs.

**Policy #1: In coordination with IDOT, MCT, and MEPRD, develop a countywide transportation plan that includes commuting to economic centers, freight, multi-modal transportation, and reduced road congestion.**

Madison County should lead a countywide transportation plan in coordination with the Illinois Department of Transportation (IDOT), Madison County Transit (MCT), and Metro East Park and Recreation District (MEPRD). The plan should include commuting to economic centers, freight, multi-modal transportation, and reduced road congestion. The plan should prioritize transportation projects that are controlled by the County such as collector roads and neighborhood roads. The plan should be the basis of the County’s five-year capital improvement plan (CIP). The transportation plan should be updated every five years.

Dennis Wilmsmeyer - " I see no mention of the I-55, I-70, Route 3, River, etc. Walking, biking, and taking bus are great, but realistically only touch 5-10% of the county's population. A robust and efficient transportation network needs to remain ahead of road congestion."

Change to expansion

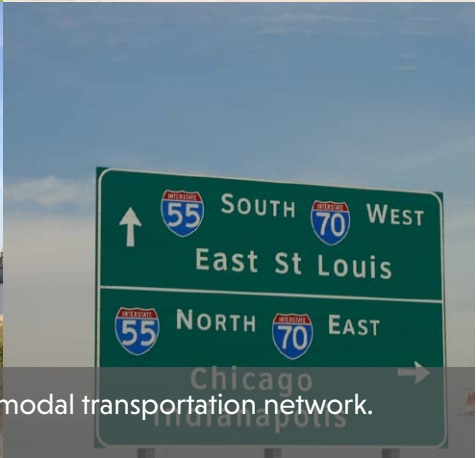
## Policy #2: Support neighborhood access and expansion of the countywide trail network.

With over a 100 miles of multi-use bicycle trails, Madison County has a world-class network of active transportation. The County should support the development of neighborhood access to the trail network. In unincorporated areas of the County, near existing communities, the County should coordinate with the municipality and MEPRD in long-range planning for neighborhood trail connections, ensuring that future development accommodates trail connections.

## Policy #3: Encourage well-connected and safe neighborhood streets.

New developments should provide for connections to adjacent future development whenever possible. Techniques for connectivity can include stub streets. Increased connectivity reduces vehicular congestion on arterials and increases connectivity for pedestrians and bicyclists. The County should promote a countywide standard for a minimum connectivity index for new subdivisions in communities and the County. The County should include connections to existing subdivisions as part of its LESA methodology.

Subdivisions should have limited entrances on collector roads, generally no more than two entrances on a collector road per subdivision.



Madison County has a robust multi-modal transportation network.

Dennis Wilmsmeyer - "Same comments, a lot of focus on trails but realistically, that is not the robust and efficient transportation mode."

# Low Cost of Living

## Goal:

Land use policies that reduce the long-term cost of community services and infrastructure maintenance and replacement.

## Why a Low Cost of Living is Important:

Cost of living is one of the key factors in choosing where to live. As Madison County competes for residents and businesses regionally and nationally, cost of living plays an important factor.

There are many components in the cost of living. Land use policy can play an important role in encouraging efficient use of infrastructure and community services.

Dennis Wilmsmeyer- "This argues that development should not occur in unincorporated Madison County."

## Threats to a Low Cost of Living:

The cost of infrastructure includes initial capital (construction), maintenance, and replacement costs. The lower the number of households and businesses that share the cost of infrastructure, the greater the cost per individual household and business for those infrastructure costs. Low density development that requires new infrastructure and community services is a threat to increase the cost of living (taxes or fees) because of the long-term maintenance and replacement costs.

**Policy #1: Reduce long-term infrastructure maintenance and replacement costs by ensuring that the density of new development is sufficient to maintain and replace infrastructure such as streets and utilities.**

Low density development often does not generate enough tax revenue to pay for long-term maintenance and replacement of infrastructure such as roads and utilities. Infrastructure maintenance and replacement is often subsidized by higher density development that averages out the cost. The County should work to reduce long-term infrastructure maintenance and replacement costs by ensuring that the density of new development is sufficient to maintain and replace infrastructure such as streets and utilities. The County should also encourage development that takes advantage of existing infrastructure.

**Policy #2: Ensure long life-cycle of infrastructure, such as streets, of new development that will be turned over to the County, community, or public utility.**

The County should update its subdivision and development regulations to create a model template for incorporated and unincorporated areas of the County. A consistent countywide standard, requiring high-quality and long-lasting development, especially for infrastructure such as streets, that will be turned over to the County or community, will reduce long-term life-cycle costs and help preserve property values.

# DRAFT

## CHAPTER 4: GENERALIZED GROWTH PLAN



Generalized Growth Map

Community Investment Areas

Unincorporated Neighborhoods

Rural and Agriculture Areas

Rural Growth Corridors

Interchange: Growth Interchange

Interchange: Rural Interchange

# Chapter Overview

This chapter outlines the Generalized Growth Map. The Generalized Growth Map provides a policy framework for the Future Land Use Plan and is intended to provide a countywide perspective of future growth patterns. Each category of the Generalized Growth Map is explained in greater detail on the following pages including existing conditions, future character, and guiding principles for development.

The Generalized Growth Map is an essential part of implementing the plan. This chapter illustrates the pattern and character of the future development in unincorporated Madison County. The Growth Map is to serve as a guide to future development decisions in the County. Each Growth Map category sets out a range of place characteristics that can be achieved through the County's development policies including the zoning code, subdivision regulations, and development ordinances. The Growth Map provides property owners a reasonable expectation of equal protection and greater assurance of future development patterns.

The Growth Map identifies generally what kind of land use patterns should be present throughout the **City** and where they should be located. The map shows what land uses are appropriate in the future, not necessarily what land uses are in place currently. Often in established areas of the **City**, the current land use is the appropriate future land use as well.

County

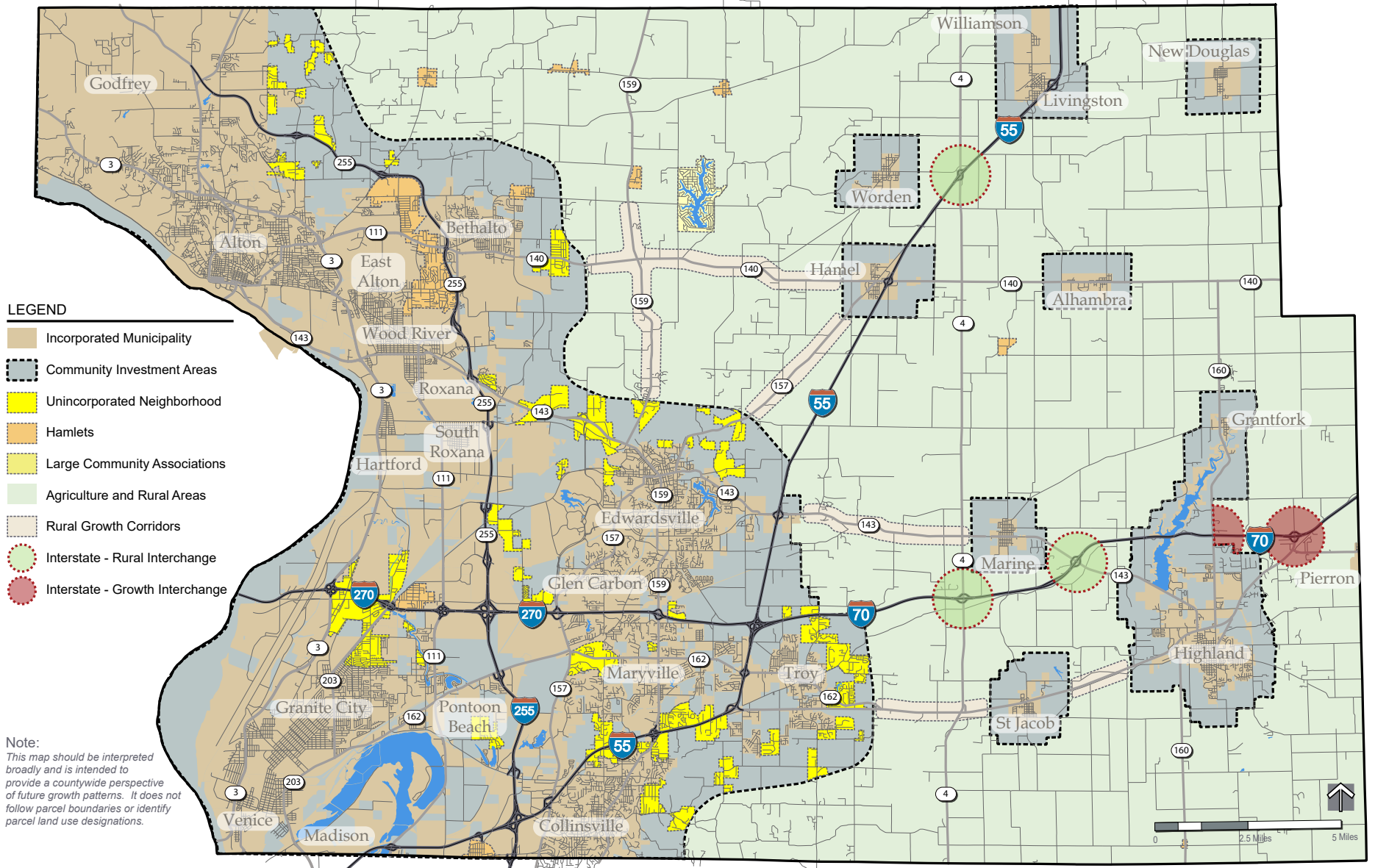


County



The Growth Map shall be used as policy guidance when the County updates regulatory documents such as zoning text, subdivision regulations, and development ordinances. The Growth Map shall provide guidance for evaluating development proposals including rezoning (map amendments), special use permits, variances, and subdivision plats.

# Generalized Growth Map



## Generalized Growth Map

# Community Investment Areas



## Existing Conditions

Community Investment Areas are currently unincorporated areas adjacent to existing communities. Existing land use is primarily agriculture, but also includes natural areas, residential, and some commercial, institutional, and industrial.

## Future Character

The key aspect for the future character of Community Investment Areas is that the community's Future Land Use Plan shall be the guide for future growth. This local control of land use planning provides great flexibility for communities to address community goals for economic development, residential growth, and open space. For communities with future land use plans older than ten years, the County should work with communities to update their plans.

Community Investment Areas should correspond to realistic growth projections for communities. Realistic growth projections for communities will help ensure efficient and cost effective utilization of community infrastructure and services. For large communities over 10,000 population, Community Investment Areas should be up to one-mile from municipal boundaries. For small communities, under 10,000 population, Community Investment Areas should be up to a half-mile from municipal boundaries.

Community Investment Areas do not limit the ability for communities to review subdivisions within a mile and a half of their boundary, as per their statutory right. However, as a growth policy, priority should be given to half-mile or one-mile investment areas where community services and infrastructure are more likely to be located.

## Guiding Principles

**Density:** Per community's land use plan.

**Uses:** Per community's land use plan.

**Site Characteristics:** Per community's standards.

**Water and Sewer:** Development should be on public sewer and water.

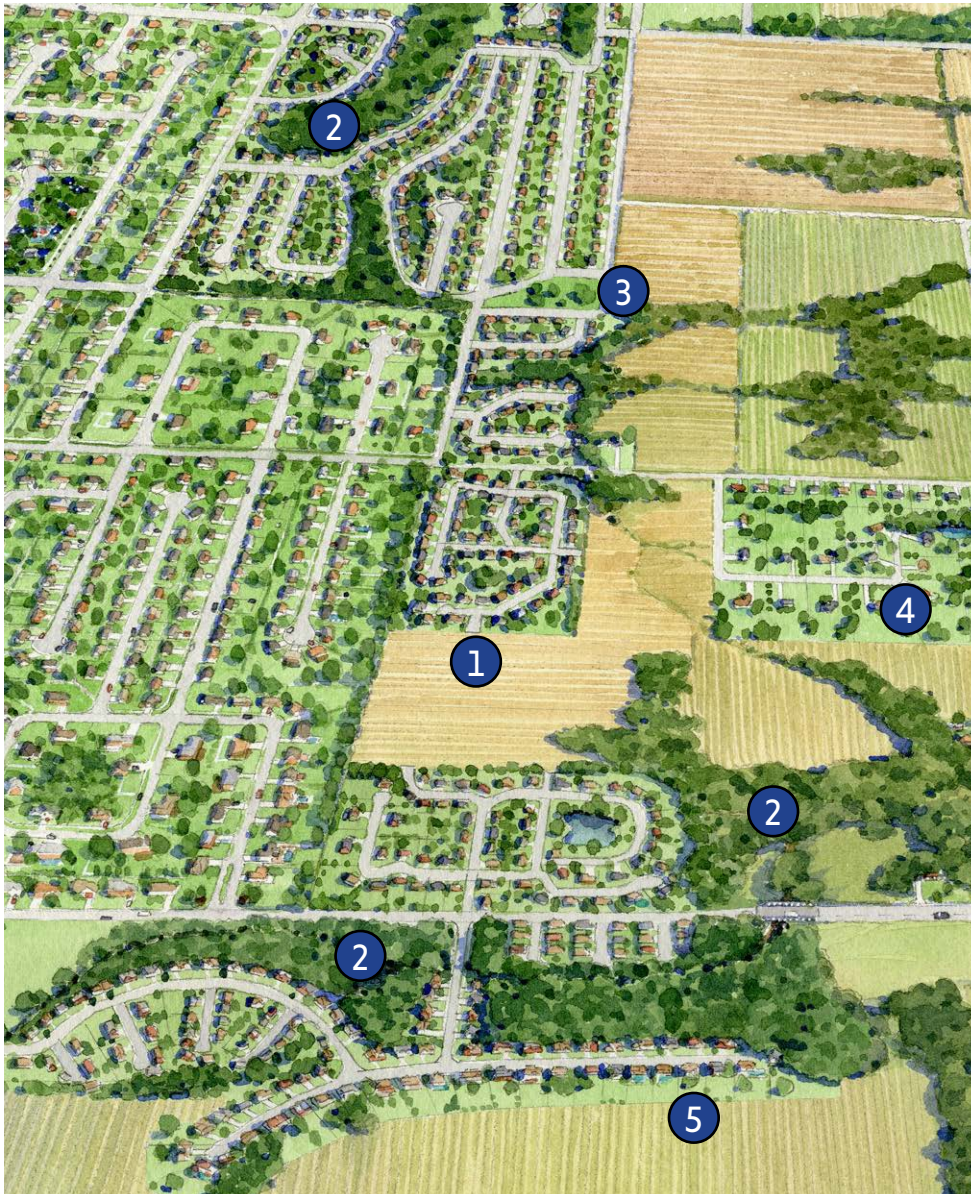
- A community's Future Land Use Plan should be the guiding document for future growth in Community Investment Areas. Madison County shall incorporate a community's Future Land Use Plan as part of the countywide land use plan.
- Growth should be focused within a mile of large communities and within a half-mile of smaller communities.
- Bicycle, walkable, and open space connections are highly desirable. Community plans should identify opportunities to connect new development to existing citywide and countywide networks.
- Municipalities should annex or plan to annex new development as it occurs within Community Investment Areas. For new development that is not contiguous to municipalities, pre-annexation agreements should be included.
- To ensure compliance with community development standards, Planned Unit Development (PUD) or intergovernmental agreements between the municipality, County, and developer should be utilized.
- Municipalities should be encouraged to annex existing development to avoid "doughnuts" of unincorporated areas.



Community Investment Areas encourages robust growth near existing communities to best leverage investments in community infrastructure and services.

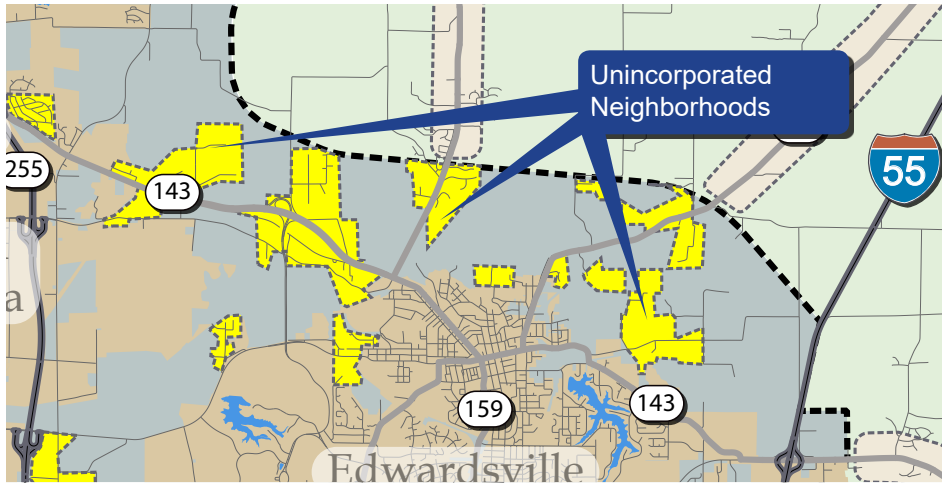
# Community Investment Areas *(continued)*

This page highlights some of the key principles for future growth in Community Investment Areas.



- 1 Connected Subdivisions**  
Subdivisions should be planned to connect to future subdivisions with stub streets. Increased connectivity provides multiple options for motorists, pedestrians, and bicyclists to reach local destinations. Subdivisions with limited connections discourage walking and biking by creating longer distances to transverse. Increased connectivity reduces vehicular congestion on arterial and collector roads by providing additional route options.
- 2 Connected Stream Corridors and Natural Areas**  
Existing drainage patterns, riparian corridors, and natural habitats should be utilized to receive storm water drainage for flood reduction. The County should adopt a model stream setback ordinance as part of countywide stormwater standards.
- 3 Parks and Open Space**  
Community plans should identify future park and open space requirements. Strategies should include acquisition for community parks or as part of residential development requirements.
- 4 Annexing Existing Subdivisions**  
Existing subdivisions should be annexed by communities as they grow to avoid “doughnuts” of unincorporated development.
- 5 Conservation Subdivisions**  
As a transition between Community Investment Areas and Agricultural and Rural Areas, conservations subdivisions should be encouraged.

# Unincorporated Neighborhoods



## Existing Conditions

Unincorporated Neighborhoods are existing developed areas that include large residential subdivisions and concentrated areas of development in unincorporated Madison County. While most Unincorporated Neighborhoods are residential, other land uses include commercial and institutional.

Some Unincorporated Neighborhoods are located within broad areas of unincorporated areas while some Unincorporated Neighborhoods are surrounded by incorporated municipalities. The age, quality, and density of Unincorporated Neighborhoods vary.

## Future Character

A key principle for the future character of Unincorporated Neighborhoods is the preservation and improvement of property values through code enforcement, pro-active maintenance of property, and investments in public infrastructure. Existing commercial and institutional uses that serve and are complementary to residential areas should be preserved.

## Guiding Principles

**Density:** Preserve existing densities.

**Uses:** Preserve existing uses, unless otherwise recommended by locally adopted plan.

**Site Characteristics:** Preserve existing standards that adhere to neighborhood character. Redevelopment and infill development should adhere to neighborhood character

**Water and Sewer:** Maintenance of existing private sewers.

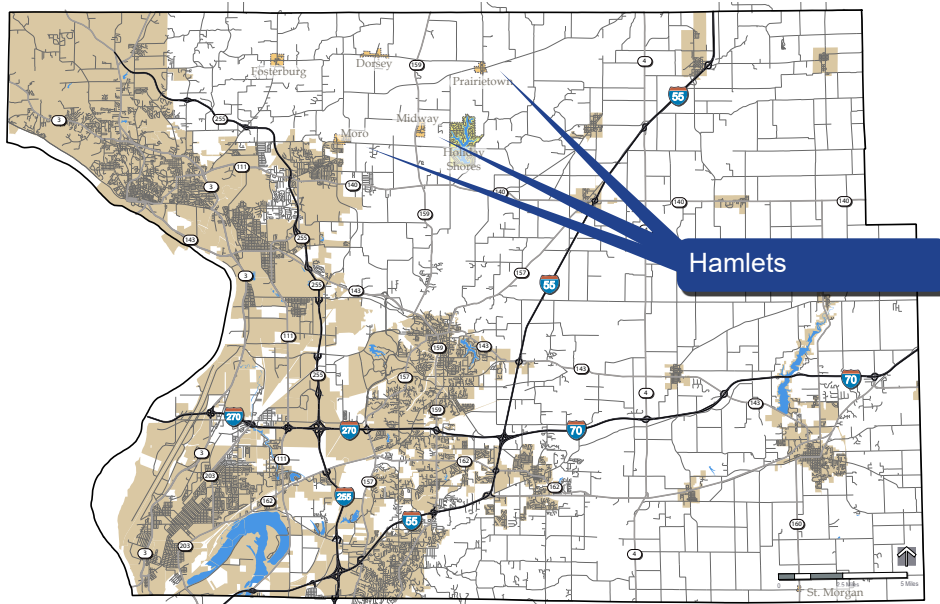
- Maintain the quality of existing housing and commercial development.
- Maintain existing property values through code enforcement and pro-active maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that addresses maintenance and code issues.
- Evaluate the opportunity to upgrade or install infrastructure such as sanitary sewer, storm sewer, and roads that would improve the neighborhoods and prepare them to be annexed.
- Encourage the continuation of existing commercial and institutional uses that are complementary to residential areas.
- Encourage the creation of a land bank for properties that are vacant, abandoned, or sold at tax auctions. Land banks can be an effective tool for assembling land for redevelopment.
- For Unincorporated Neighborhoods adjacent to incorporated municipalities, encourage annexation or shared community services.

Change to  
complementary



An existing Unincorporated Neighborhood in the County.

# Hamlets



Map of Hamlets

## Existing Conditions

Hamlets **area** unincorporated areas in the county that have a history as an established settlement. Hamlets include Dorsey, Fosterburg, Kaufman, Midway, Moro, Prairietown, and St. Morgan. Many of these hamlets have a long history of settlement due to their location along transportation corridors or their proximity to past economic activity such as mining. Boundaries for Hamlets are not legally defined and are often customary. Hamlets, while primarily residential, often have a mix of uses including commercial, institutions (churches and schools), and community facilities such as fire stations.

## Future Character

A key principle for the future character of Hamlets is the preservation of property values through code enforcement and pro-active maintenance of property. Existing commercial and institutional uses that serve and are complementary to residential areas should be preserved.

## Guiding Principles

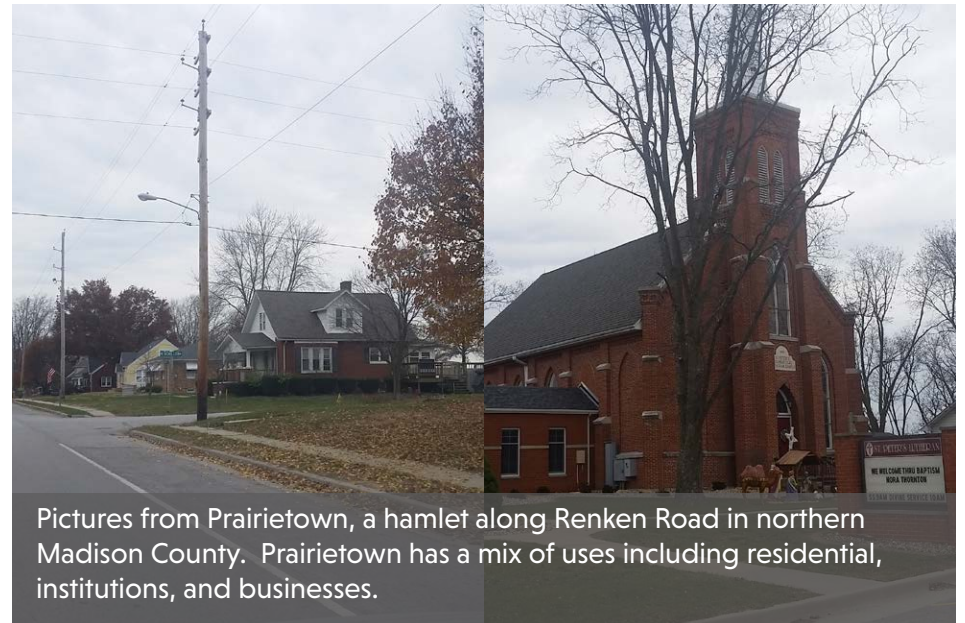
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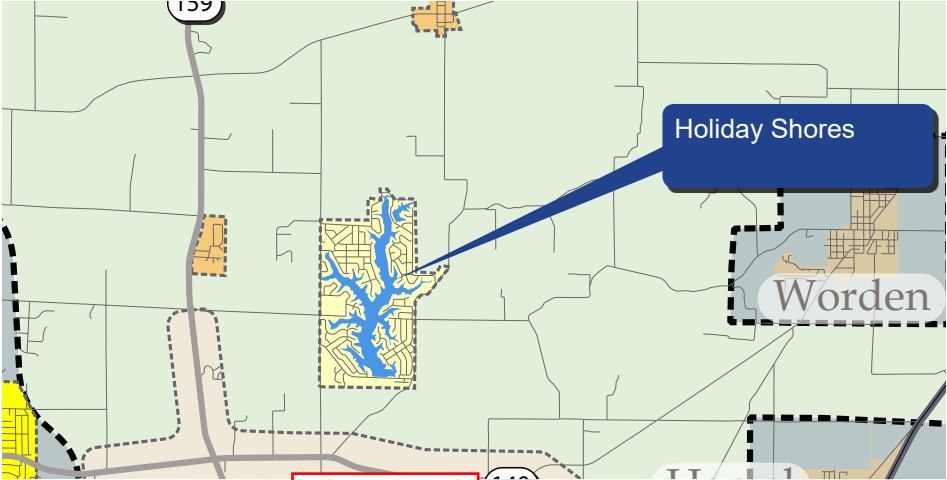
**Water and Sewer:** Maintenance of existing private sewers.

- Maintain the quality of existing housing and commercial development.
- Maintain existing property values through code enforcement and pro-active maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that **addresses** maintenance and code issues.
- Encourage the continuation of existing commercial and institutional uses that are complimentary to residential areas.



Pictures from Prairietown, a hamlet along Renken Road in northern Madison County. Prairietown has a mix of uses including residential, institutions, and businesses.

# Large Community Associations



## Guiding Principles

- Density:** Preserve existing densities.
- Uses:** Preserve existing uses, unless otherwise recommended by locally adopted plan.
- Site Characteristics:** Preserve existing standards. Redevelopment and infill development should meet countywide standards.
- Water and Sewer:** Maintenance of existing private sewers.

- Maintain the quality of existing housing and commercial development.
- Maintain existing property values through code enforcement and proactive maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that addresses maintenance and code issues.
- Encourage the continuation of existing commercial and institutional uses that are complimentary to residential areas.

change to complementary

### Existing Conditions

Large Community Associations refers to ~~Holiday Shores~~. Holiday Shores is a unique unincorporated neighborhood ~~in Madison County~~. Holiday Shores was established in 1967. Today Holiday Shores has a population of over 2,800. The Holishor Association Inc. is a private membership association formed for the protection, promotion and improvement of Holiday Shores.

Holiday Lake is the heart of Holiday Shores with home sites on the lake and adjacent streets. Residents are members of the homeowner association and properties have deed restrictions regulating the use of property.

In many aspects, Holiday Shores is a self-governing community. The Holiday Shores Sanitary District provides water and sewer service for the community. The community association owns and maintains streets.

In 2016, the membership of the Holishor Association Inc. voted to explore the concept of incorporating into a municipality.

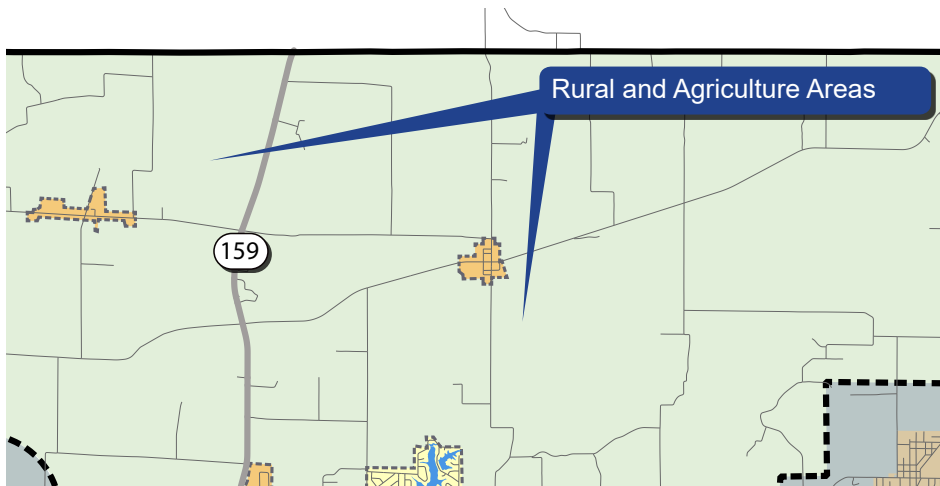
### Future Character

A key principle for the future character of Large Community Associations is to encourage continued self-governing and incorporating into a municipality. Existing commercial and institutional uses that serve and are complementary to residential areas should be preserved.



Holiday Shores is a unique self-governing unincorporated neighborhood in Madison County.

# Rural and Agriculture Areas



## Existing Conditions

Rural and Agriculture Areas generally include large, **contiguous** areas of agriculture land, but may also include natural habitats of woodlands, wetlands, savannahs, and grasslands. Existing development in Rural and Agricultural Areas include farmsteads, isolated residential and commercial development, and small residential subdivisions.

## Future Character

The future character of Rural and Agriculture Areas should primarily be agriculture, natural habitats, and open spaces. Agriculture includes crops, livestock, pastures, and agricultural facilities. Additional uses include agribusinesses, farm services, recreation, natural areas, and residential including farmsteads. Natural areas and open spaces including woodlands, wetlands, prairies, grassland and savannahs. Non-farm residential may occur, but at low densities.

Agribusinesses should serve the local agriculture market and not be regional or national centers of business. Agribusinesses, especially large livestock operations, should be sited to avoid negatively impacting existing residential development.

Rural viewsheds are important to the overall character of the County and economic vitality through increased property values and tourism. Development setbacks from roadways shall be sufficient through buffers and/or distance to preserve rural viewsheds.

## Guiding Principles

**Development Density:** Low density.

**Uses:** Primarily agriculture. Agriculture includes crops, livestock, pastures, and agricultural facilities. Additional uses include agribusinesses, home based business, farm services, recreation, natural areas, and residential including farmsteads. Natural areas and open spaces including woodlands, wetlands, prairies, grassland and savannahs. Non-farm residential may occur, but at low densities.

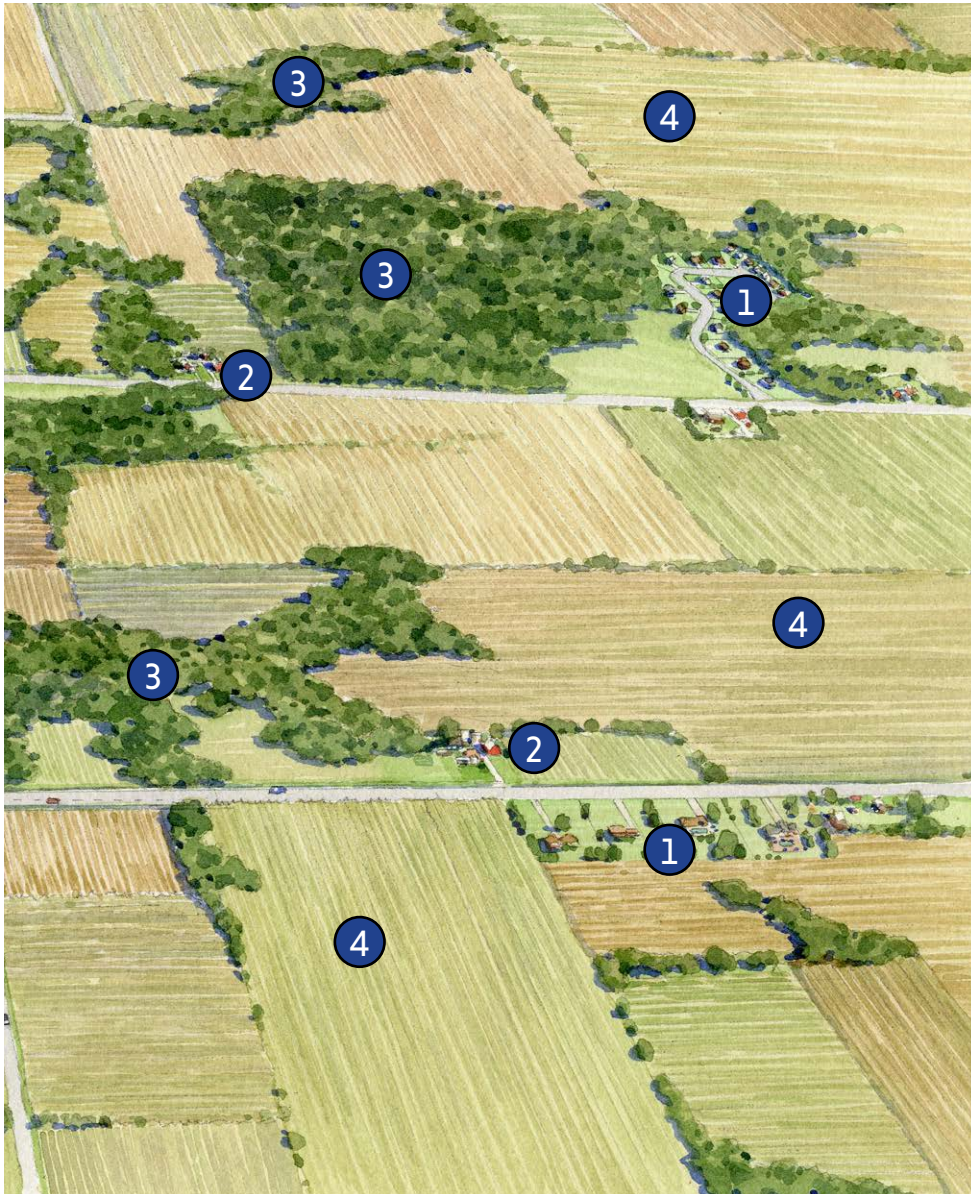
**Site Characteristics:** Rural highways (4, 140, 143, 157, 159, 160) should have specialized design guidelines to preserve rural viewsheds and character.

**Water and Sewer:** Private sewers with long-term maintenance requirements.

- Discourage subdivision developments. Continue to allow lot splits.
- Preserve prime farmland. Utilize a LESA (Land Evaluation and Site Assessment) rating scale for countywide prioritization of prime farmland.
- Encourage right-to-farm legislation, support incentives to retain farmland, and further limit the circumstances under which farming operations may be deemed a nuisance.
- Support federal, state, and nonprofit programs such as CRP (Conservation Reserve Program) that voluntarily **converts** sensitive lands, such as the 100-year floodplain, into natural habitats.
- Support federal, state, and nonprofit programs that **increases** soil conservation and increase water quality.
- Preservation of existing connected natural habitats such as woodlands, wetlands, grasslands, and savannahs.
- Residential streets and lanes, when serving multiple homes, shall be sized and constructed to accommodate service and emergency vehicles (fire/ ambulance, trash trucks, mail trucks, school buses, etc.)
- Recognizing the value of rural viewsheds for property values and tourism, rural highways (4, 140, 143, 157, 159, 160) should have specialized design guidelines. Design guidelines should include:
  - Access management (limited number of curb cuts)
  - Provide connections, such as stub streets, to adjacent future development, whenever possible.
  - Setbacks and buffering
  - Architectural and site design

# Rural and Agriculture Areas *(continued)*

This page highlights some of the key principles for Rural and Agriculture Areas.



- 1 Existing Rural Residential**  
Existing Rural and Agriculture areas include existing residential areas.
- 2 Farmsteads**  
Rural and Agriculture areas should ensure that farm families can live and work.
- 3 Connected Stream Corridors and Natural Areas**  
Existing drainage patterns, riparian corridors, and natural habitats should be utilized to receive storm water drainage for flood reduction. The County should adopt a model stream setback ordinance as part of countywide stormwater standards. Federal, state, and nonprofit programs such as CRP (Conservation Reserve Program) that voluntarily **converts** sensitive lands into natural habitats should be encouraged.
- 4 Farmland**  
Preserve prime farmland. Utilize a LESA (Land Evaluation and Site Assessment) rating scale for countywide prioritization of prime farmland.



# Rural Growth Corridors

## Guiding Principles

**Development Density:** Low density residential. Density bonus for conservation subdivisions.

**Uses:** Primarily agriculture and low density residential. Agriculture includes crops, livestock, and agricultural facilities. Additional uses include agribusinesses, farm services, recreation, and natural areas.

**Site Characteristics:** Rural Growth Corridors shall have specialized development design guidelines to preserve rural viewsheds and character.

**Water and Sewer:** Public water and sewer. Residential on one acre or greater, private sewers with long-term maintenance requirements.

- Preserve rural character through use of conservation subdivisions or other site planning tools to preserve land and rural viewsheds.
- Residential should be buffered from agricultural uses, especially livestock operations.
- Residential streets and lanes, when serving multiple homes, shall be sized and constructed to accommodate service and emergency vehicles (fire/ ambulance, trash trucks, mail trucks, school buses, etc.)
- Ensure mitigation of stormwater impacts including drainage from adjoining uses and impacts from the change in land use and construction activities.
- Rural Growth Corridors should have specialized development design guidelines. Design guidelines should include:
  - o Access management (limited number of curb cuts)
  - o Provide connections, such as stub streets, to adjacent future development, whenever possible.
  - o Setbacks and buffering
  - o Architectural and site design

### Existing Conditions

Rural Growth Corridors are transition areas from Community Investment Areas to Rural and Agricultural Areas. Rural Growth Corridors have a mix of existing residential among agricultural land and natural habitats. The density of existing residential varies, but tends to be lower density residential.

### Future Character

The future character of Rural Growth Corridors should be to maintain rural character and viewsheds while accommodating low density residential. Rural Growth Corridors should have specialized development design guidelines to preserve rural viewshed and character through strategies such as buffering, setbacks, and conservation subdivisions.

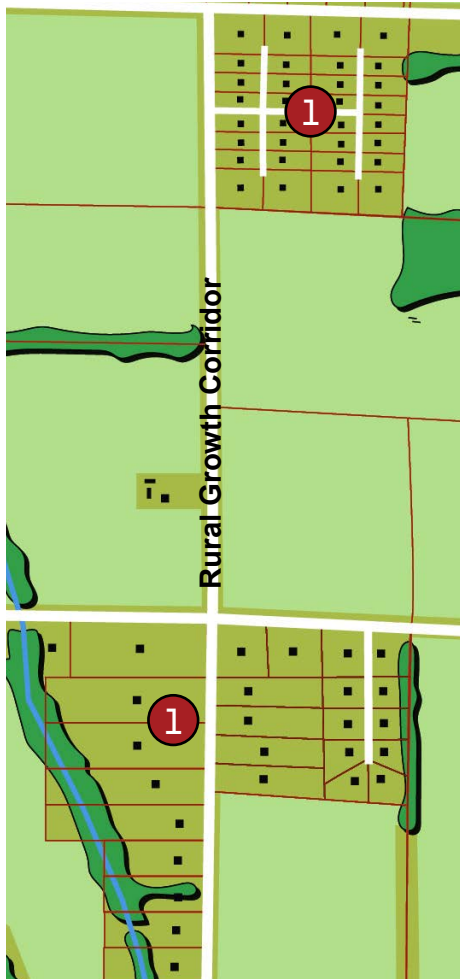
Rural viewsheds are important to the overall character of the County and economic vitality through increased property values and tourism. Development setbacks from roadways shall be sufficient through buffers and/or distance to preserve rural viewsheds.

Add: Limited commercial operations provided that they don't have an adverse impact on neighboring residential areas.

-Matt Brandmeyer

# Rural Growth Corridors *(continued)*

This page highlights some of the key principles for future growth in Rural Growth Corridors. The plan on the left illustrates development patterns that are not desirable for Rural Growth Corridors. The plan on the right illustrates desirable growth patterns that preserve rural character and viewsheds.



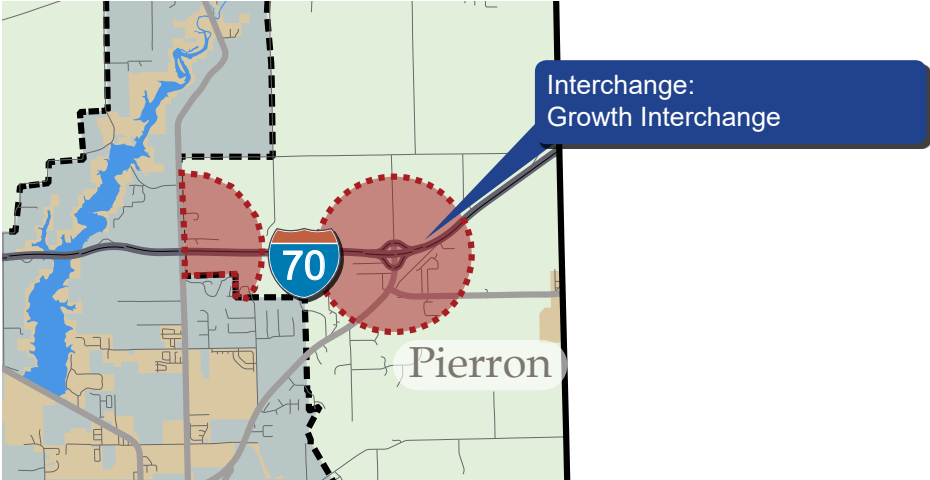
Example of Growth Patterns that are Not Desirable

- 1 Development Adjacent to Rural Highway**  
Development directly adjacent to rural highways can have several negative impacts. One, frequent driveways can create access management impacts with conflicts between vehicles accessing the road and on-going traffic. Second, rural character and viewsheds can be adversely impacted that can have negative impacts of property values and tourism.
- 2 Development Setback from Rural Highway**  
Development setback from rural highways can have many positive benefits including safer access management by having vehicles turning onto the highway at points best suited for visibility and safety. In addition, setbacks preserve rural character and viewsheds by having open space between the highway and development.
- 3 Conservation Subdivisions**  
The example of desirable development includes the application of conservation subdivision. A conservation subdivision can be developed at the same gross density as the example on the left, however open space is preserved as part of the overall development. The open space in this example is used as a setback from the highway to preserve rural character and viewsheds. The open space can include multiple uses including subdivision common ground, working agriculture lands, or natural habitats.



Example of Desirable Growth Patterns

# Interchange: Growth Interchange



### Existing Conditions

A Growth Interchange is an interstate interchange that falls outside of a municipality or Community Investment Area. A Growth Interchange may have existing development including residential, commercial, and light industrial. The proximity of a Growth Interchange to other transportation networks, commercial hubs, and population centers makes a Growth Interchange likely to accommodate future development.

### Future Character

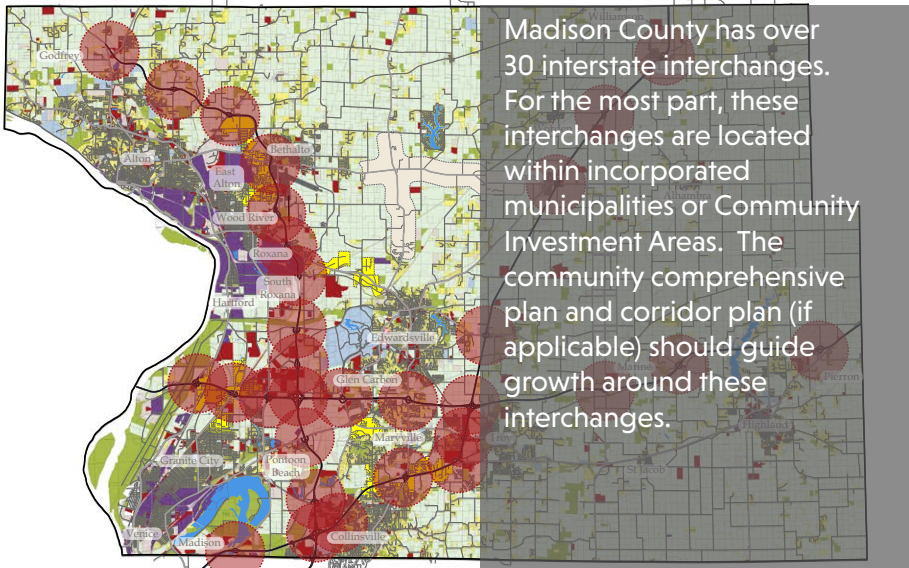
The future character of a Growth Interchange should be master planned, high quality development that creates a welcoming front door to the County. Scattered and uncoordinated development should be discouraged. While single uses may be applicable, a typical Growth Interchange will have multiple uses including commercial and light industrial. Further from the interstate interchange, uses should transition to adjacent land use including residential and agriculture.

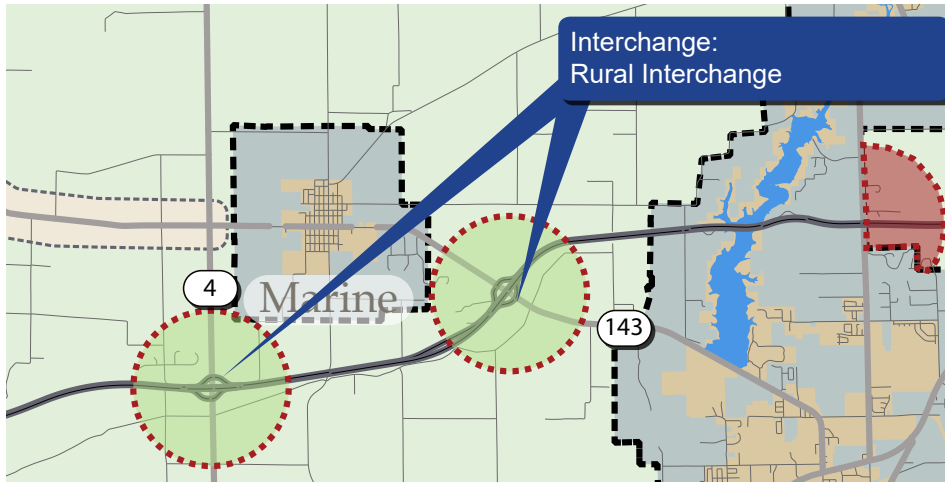
A new, future interchange is identified in Highland’s Comprehensive Plan at I-70 and Route 160. Other future interchanges in the County should be addressed in long-range transportation plans coordinated between the County, IDOT, and local communities.

### Guiding Principles

**Development Density:** Varies.  
**Uses:** Primarily commercial and light industrial. Transition to residential and agricultural further from interchange.  
**Site Design / Architectural Features:** Interchanges are the front door to the County and development should create a welcoming front door that adheres to the context and character of adjacent neighborhoods.  
**Water and Sewer:** Public water and sewer.

- Encourage master plan development, especially development that requires large tracts of land.
- Avoid scattered and uncoordinated development.
- Interchanges are the front door to the County and development should create a welcoming front door that adheres to the context and character of adjacent neighborhoods.
- Ensure mitigation of stormwater impacts including drainage from adjoining uses and impacts from the change in land use and construction activities.





# Interchange: Rural Interchange

## Guiding Principles

**Development Density:** Low density.

**Uses:** Primarily agriculture. Agriculture includes crops, livestock, and agricultural facilities. Additional uses include agribusinesses, farm services, recreation, natural areas, and residential including farmsteads. Non-farm residential may occur, but at very low densities.

**Site Design / Architectural Features:** Rural highways (4, 140, 143, 157, 159, 160) should have **specialized** development design guidelines to preserve rural viewsheds and character.

Specialized

**Water and Sewer:** Public water and sewer.

- Preserve rural character in the short-term.
- In the long-term, encourage master plan development, especially development that requires large tracts of land.
- Avoid scattered and uncoordinated development.

### Existing Conditions

A Rural Interchange is an interstate interchange that falls outside of a municipality or Community Investment Area in rural areas of the County. A Rural Interchange may have some existing minor development, but is mostly existing agricultural or natural areas.

### Future Character

The future character of a Rural Interchange should be the preservation of the existing rural character in the short-term. Interchanges are the front door to the County and the existing rural character has great value to the overall impression of the County, especially compared to scattered and uncoordinated development.

In the long-term, master planned development should be encouraged, especially development that requires large tracts of land. Scattered and uncoordinated development should be avoided.

