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**2001 COMPREHENSIVE  
PLAN UPDATE**

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## LAND USE VISION

STRATEGY FRAME	TACTICS	TIME
<b>LU-1. ENCOURAGE DEVELOPMENT ON SITES WITHIN TOWN FIRST</b>	USE EXTRATERRITORIAL ZONING TO GUIDE DEVELOPMENT OUTSIDE OF CITY	Immediate
	PRIORITIZE INDUSTRIAL SITE DEVELOPMENT TO MINIMIZE COSTS AND CONSERVE IMPORTANT SITES	Immediate
<b>LU-2. REDIRECT IL DISTRICT TO FOLLOW LONG TERM LAND USE TRENDS</b>	PROTECT SENSITIVE ENVIRONMENTAL AREAS	Immediate
	RETAIN IL CORE AS LONG AS INDUSTRIES OPERATE	Immediate
	RECLAIM INDUSTRIAL SITES	Immediate
	EXPAND PARK AREAS AS PARK BUFFERS	2 Years
<b>LU-3. STRATEGICALLY DEVELOP WESTERN INTERCHANGE</b>	REZONE TO ACCOMMODATE DEVELOPMENT AND ELIMINATE OVERLAY DISTRICT.	Immediate
	ACTIVELY ENFORCE ZONING ORDINANCES	Immediate
<b>LU-4. AN INTEGRATED LAKE PLAN TO ACHIEVE CITY'S GOALS</b>	COORDINATE WITH SOIL AND CONSERVATION SERVICE TO MONITOR PRIVATE SEWERAGE DISPOSAL SYSTEMS	2 Years
	REQUEST SCS TO DEVELOP A WATER QUALITY MANAGEMENT PLAN	2 Years
	REGULATE FARMING PRACTICES ON SHORELANDS	2 Years

## LAND USE VISION (Continued)

	REGULATE LAND USES AND GUIDE DEVELOPMENT ALONG HIGHWAY 185	Immediate
	INVESTIGATE ANNEXATION OF HOUSING AREAS BETWEEN CITY AND LAKE	10 Years
	LINK LAKE TO HISTORIC DISTRICT BY SIGNAGE SYSTEM	Immediate
<b>LU-5. STRATEGIC ANNEXATION LEADING TO GOAL ORIENTED GROWTH</b>	BASE STRATEGIC ANNEXATION ON COST-REVENUE ANALYSIS	As necessary
	COORDINATE STRATEGIC ANNEXATION WITH ABILITY TO PROVIDE SERVICES	As able to provide services
	ENSURE STRATEGIC ANNEXATION OF INDUSTRY BY LINKING EXTENSION OF SERVICES TO ANNEXATION	As necessary

# LAND USE

## THE LAND USE VISION

### IDENTIFYING LAND USE STRATEGIES

The land use vision for the comprehensive plan update ties together many strategies of the industrial development and CBD sections. It also coordinates development efforts in different parts of the city. Strategies used to achieve the land use vision are:

- LU-1. ENCOURAGE DEVELOPMENT OF SITES WITHIN CITY LIMITS FIRST**
- LU-2. REZONE M-2 DISTRICT TO FOLLOW LONG-TERM LAND USE TRENDS**
- LU-3. STRATEGICALLY DEVELOP WESTERN INTERCHANGE**
- LU-4. INTEGRATE LAKE PLAN TO ACHIEVE CITY'S GOALS**
- LU-5. STRATEGICALLY ANNEX TO PROMOTE GOAL ORIENTED GROWTH**

### LAND USE TRENDS: PAST AND PRESENT

Understanding current land use trends is basis for forming land use tactics.

The land use trends, which are of primary concern, are where residential, commercial and industrial developments will occur in the future. Comparing the locations and amounts of vacant residential areas within the city with the developed residential areas outside of the city indicate where future residential growth will likely occur. Knowing what industry looks for in a site and identifying which locations meet those criteria indicates where planning should anticipate or guide industrial growth. Extraterritorial zoning can guide each of these land use trends away from each other to prevent land use incompatibilities.

Residential housing trend is to the west and towards the lake.

Development of the lake has prompted steady growth in residential development between the lake and the city and along the south shores of the lake. This trend was identified in the 1970 plan revision and, also, in the 1988 plan, at which time it was observed that the size of Vandalia's urban area was growing at a much faster rate than the city proper. Figure LU-2 shows the extent of areas outside of the city limits that have experienced high levels of residential development.

Table LU-1

#### Vacant Land Within The City

Zoning Designation	Vacant exist	Area (acres) (proposed) ter.	
RS	82	0	480
RT	25	20	50
CD	0	0	0
CG	25	0	0
LI	53	0	850
-truck & accy. Use			80
-industrial			550
-large lot ret.			70

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\* = does not include prison

\*\* = compare to a total of 380 total acres within the city today

Of this residential growth, most has consisted of higher priced single family housing, though there have been some multifamily units constructed as well. Within the city's boundaries lower cost housing has been developed on the west side of town near the west interchange. This same area is where virtually all of the vacant residential land within the city is located (see table LU-1).

West interchange will be the center of most industrial expansion.

In the past two decades industrial development has concentrated on the north side of two—first along route 40, then west of highway 51. Due to the superior transportation access at the western interchange it is expected that this area will be the center of new development. This is rather unfortunate from the city's standpoint in that it recently invested in improving the utility services to the northern areas (see UTILITIES VISION, p. 128). With the construction of the water supply loop and new water tower. Development of infrastructure of comparable quality at the western interchange will be quite costly.

Another potential problem with industrial development of the west interchange is that prevailing winds typically blow from the west to the east. This means that industrial activities, which emit odors, should not be located on the western side of town, but rather in the northern industrial area to minimize the amount of odors blowing across the city. Since industrial sites on the north edge of town are scarce, they are a resource which should be reserved for industries that emit odors, such as food processors (see INDUSTRIAL DEVELOPMENT VISION, p. 18).

## **TACTICS TO BE IMPLEMENTED**

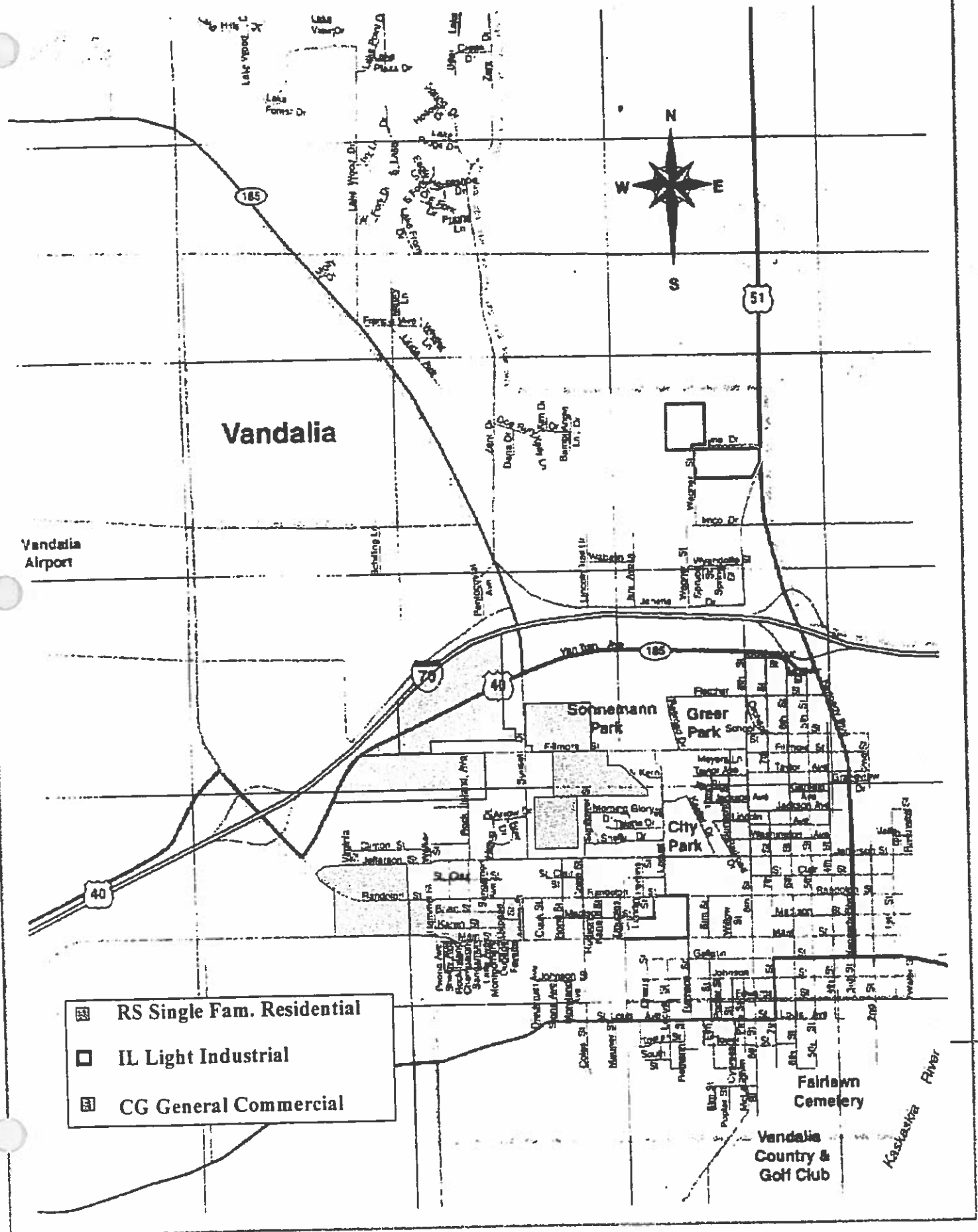
### **LU-1. ENCOURAGE DEVELOPMENT OF SITES WITHIN CITY LIMITS FIRST**

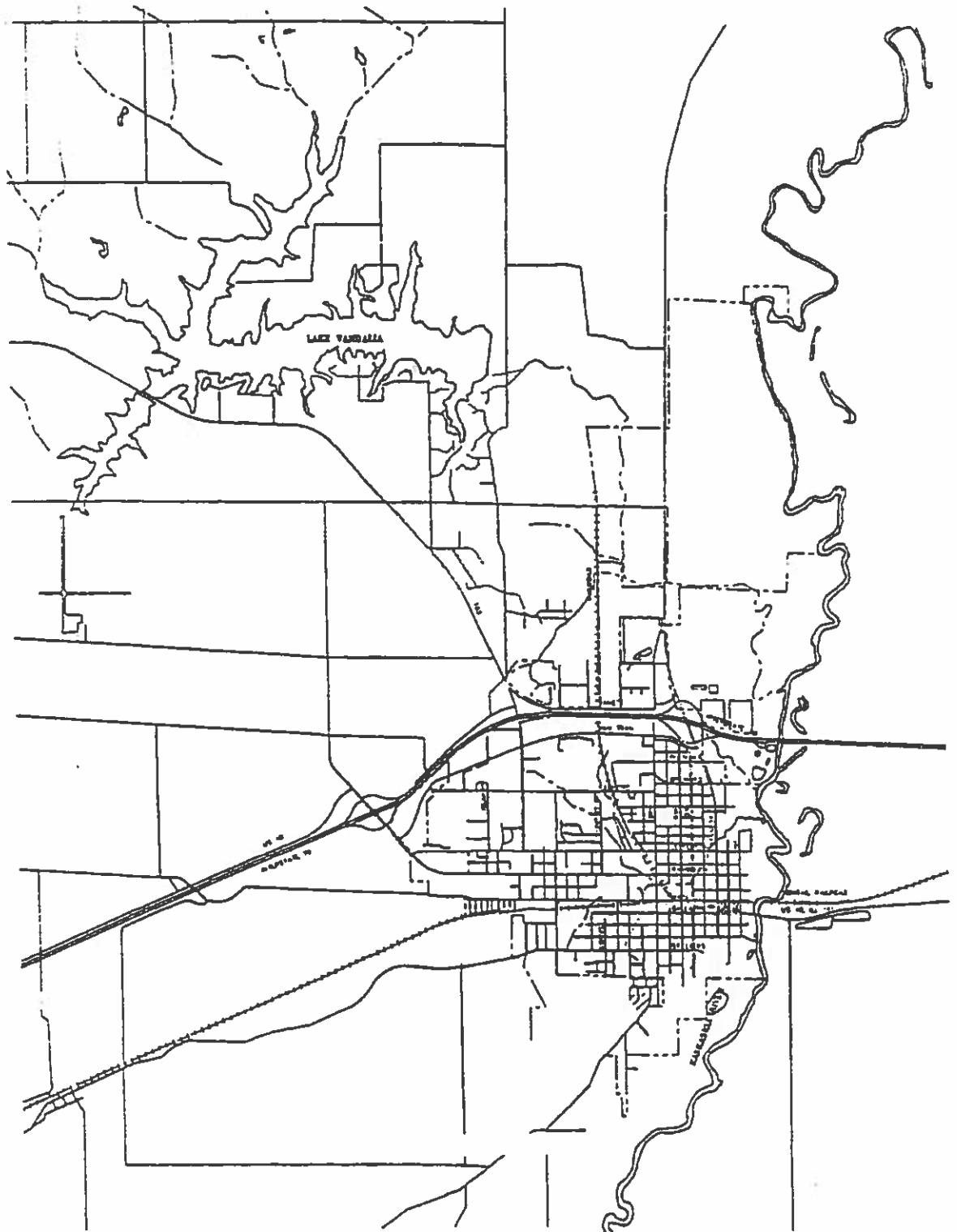
Misguided industrial location can cause negative economic as well as environmental impacts. Unplanned growth can have large economic costs such as the cost of providing infrastructure to these new areas. To minimize these impacts, development should first occur on those sites which the city deems most economical. In most cases, these sites would be located within the city's limits. This type of development is typically called infill development.

This infill, or development of vacant sites, should be done in a strategic manner, determining the best use of a site given the overall industrial development strategy of the city as a whole. Strategic considerations should dictate that certain sites be reserved for development of a very specific kind.

Though certain housing development are bound to occur outside of the city limits, these growth trends and their implications should be understood and guided to ensure compatibility with other land uses. Two tactics which should assist and encourage infill development and guide development include: the use of extra-territorial zoning to







guide development and the prioritization of industrial site development to minimize costs and conserve important sites.

### **USE EXTRA-TERRITORIAL ZONING AND SUBDIVISION REVIEW TO GUIDE DEVELOPMENT OUTSIDE OF CITY**

Extra-territorial zoning has been recommended in this report for the following purposes:

1. To preserve an industrial corridor along the far west edge of town (see INDUSTRIAL DEVELOPMENT VISION, p. 18)
2. To protect and guide residential development along route 185 towards the lake (see LAND USE VISION – Lake Development, p. 28)
3. To guide development at the western interchange (see LAND USE VISION – Western Interchange, p. 18)
4. To protect forested bluffs and river bottomland not currently farmed or developed

Figure LU-3 summarizes the extra-territorial zoning recommended in this report.

Subdivision review powers actually give the city greater control over land use than extra-territorial zoning. These powers allow the city to review all subdivision plats for conformance with city guidelines. The city should begin exercising these powers immediately.

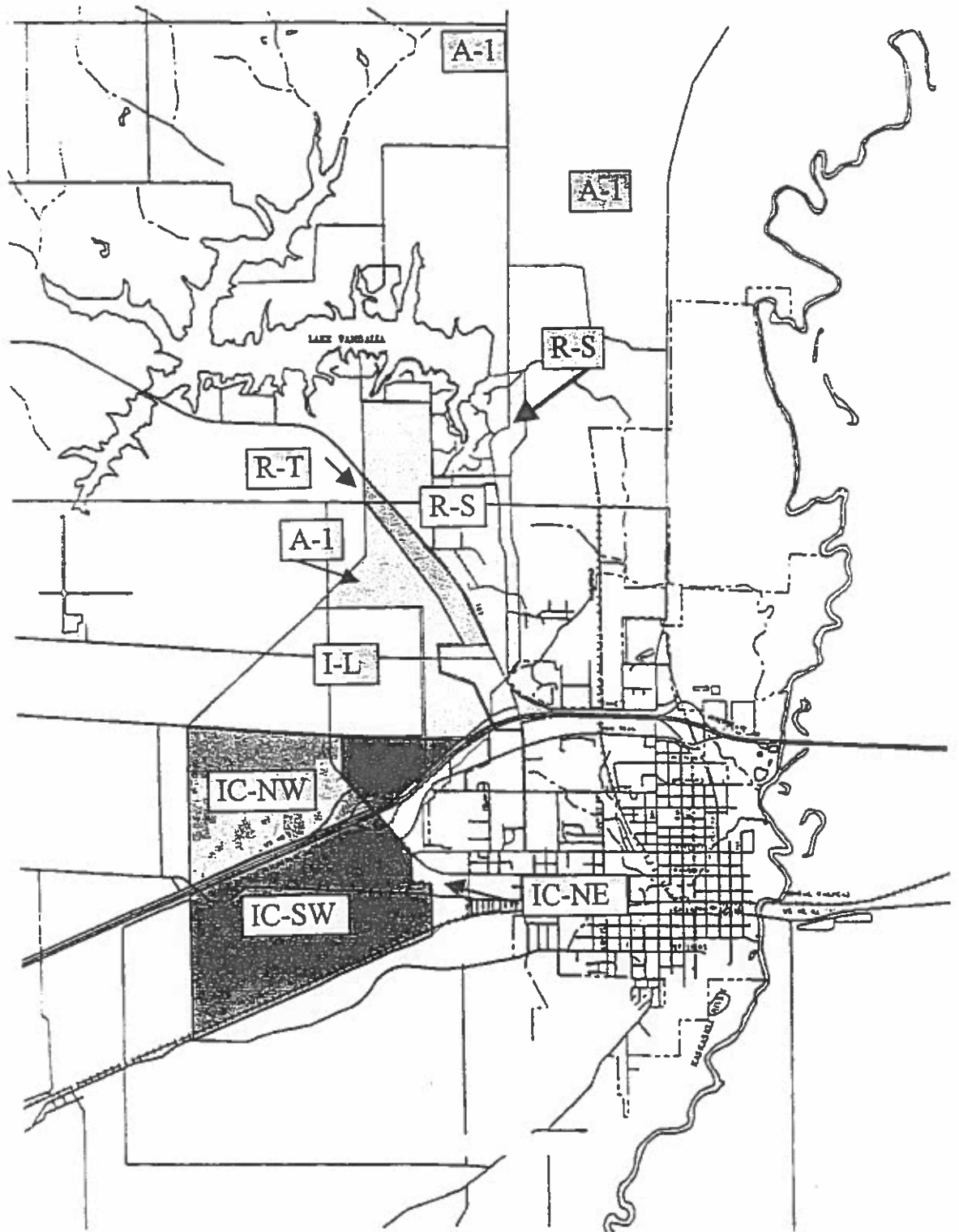
### **PRIORITIZE INDUSTRIAL SITE DEVELOPMENT TO MINIMIZE COSTS AND CONSERVE IMPORTANT SITES**

The following characterize industrial development activities in Vandalia:

1. The City of Vandalia is currently marketing empty industrial structures throughout the city.
2. The city has recently improved water supply systems in the north industrial area of town.
3. Extra-territorial zoning regulates development around the western interchange.
4. The recently completed enterprise zone application indicates optioned industrial sites totaling 900 acres located more than a mile outside of city limits and beyond the western interchange.

These facts imply the need for an overall strategy of industrial site marketing and development. Such a strategy should consider the following:

1. Site availability



2. Locational characteristics of each site (i.e. size, available infrastructure, natural features, surrounding development)
3. Characteristics of industries which are being sought (see INDUSTRIAL DEVELOPMENT VISION for general industries) in the overall economic development program (indicates kinds of sites needed)
4. Grouping all sites by considering suitable or allowable industrial uses (indicating the rarity of each type of site)

These criteria can be easily applied to the available industrial sites as follows (see figure LU-4):

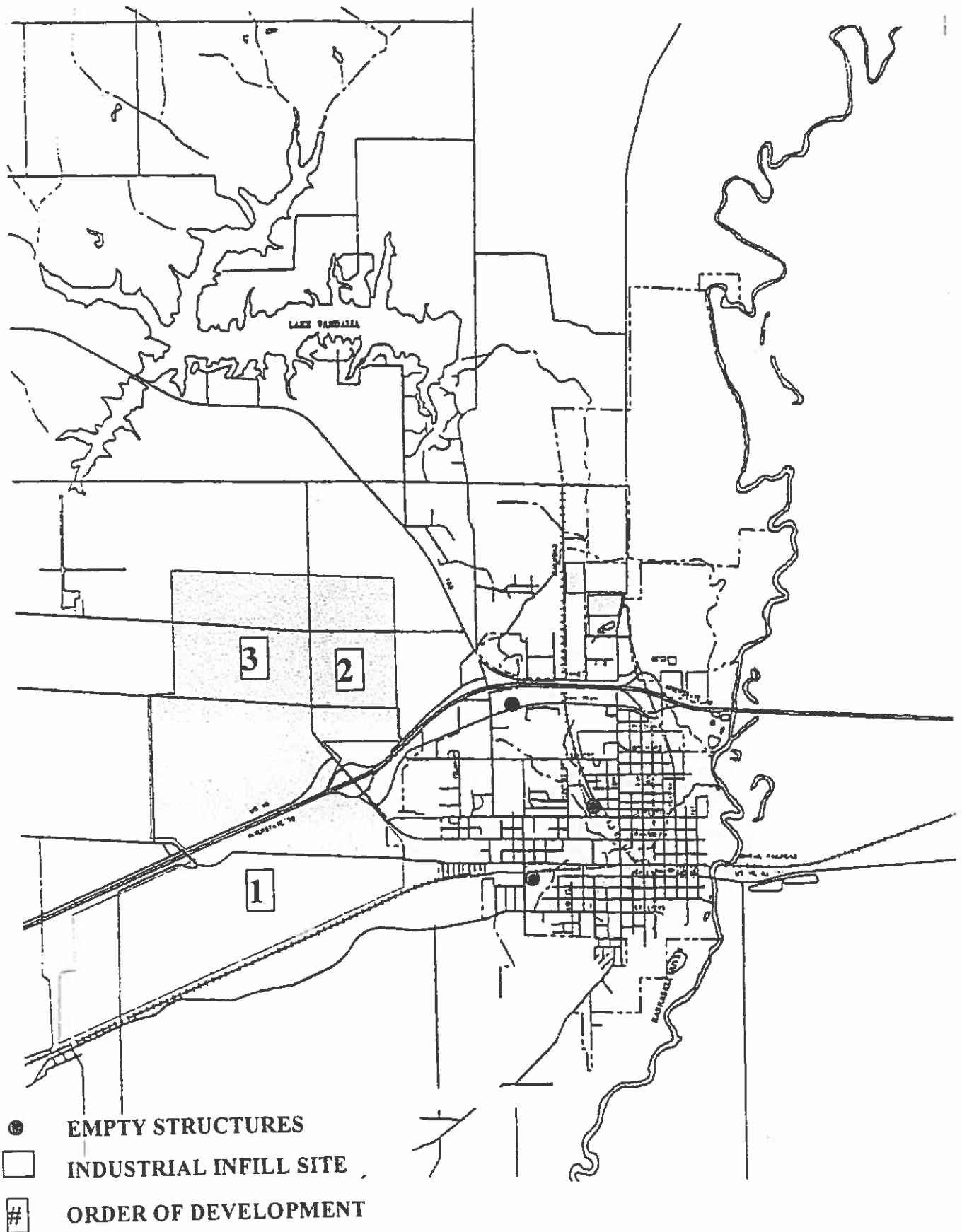
1. All vacant structures have top priority for development except those which are recommended to be razed
2. The vacant northern LI site should be reserved for an industry which generates odorous by-products
3. The major part of the industrial land in the southwest interchange quadrant should be reserved for industry utilizing rail transit
4. The site at the intersection of Sunset and Veterans should have first priority for general industrial development (this site could also be accessed by rail by extending a spur from the Vandalia Railroad)
5. The remainder of the southwest quadrant should have second priority for general industrial development
6. Because of additional utility extension costs, the northeast quadrant of the interchange should be third priority
7. Because of the importance of concentrating development and preserving prime agricultural land, if possible, the northwest interchange quadrant should have fourth priority
8. The remainder of the industrial corridor would be designated as fifth priority

## **LU-2. REZONE IL DISTRICT TO FOLLOW LONG-TERM LAND USE TRENDS**

**Vandalia's goals are reflected in rezoning**

# City of Vandalia

## Prioritized Industrial Sites Fig. LU-4



The Central IL district (see figure LU-5) is a remnant of past land use trends. These past trends influenced Vandalia's development and determined the appearance of the city. They are still recorded in the city's current zoning map, though the factors, which influenced those land use trends, have changed. Because of the new land use trends, Vandalia's zoning map is no longer appropriate. The city's zoning map should be revised to reflect these new trends and to guide current redevelopment efforts. Long-term strategies should respect present landowners and their viable industries.

For the revision to be realistic in the short-term and effective in the long-term, both short and long-term tactics should be implemented. These tactics are: to protect sensitive environmental areas, to down zone M-2 areas to R-4 in the long term, to retain the M-2 core as long as industries operate, to reclaim industrial sites, and to expand park areas as railroad buffers.

These tactics are responsive to the city's current economic concerns and will guide land use decisions towards a better use for this central urban area.

### **Central LI district zoning reflects past trends**

The existing Central LI Zoning District was derived from the 1963 comprehensive plan and the 1962 land use survey. This area has been used for industrial purposes since the turn of the century, when the Ford Roofing Company located there. Currently, Vandalia Warehouses are located there. Other major industrial employers in this area include Majestic Drapery and the vacant Crane Packing Facility and vacant GSI Facility (see figure LU-6). At that time, the presence of both the Pennsylvania and Illinois Central Railroads played a large role in influencing industries to locate in this area. These railroads and industries have since left, yet the area is still zoned industrial.

Since then, use of this Central LI District has declined. Two of the above-mentioned industries have left town, although Majestic Drapery currently employs some former employees of Princess Peggy. Both of the shoe factory buildings, which contained various businesses since the mid-70's, are currently empty.

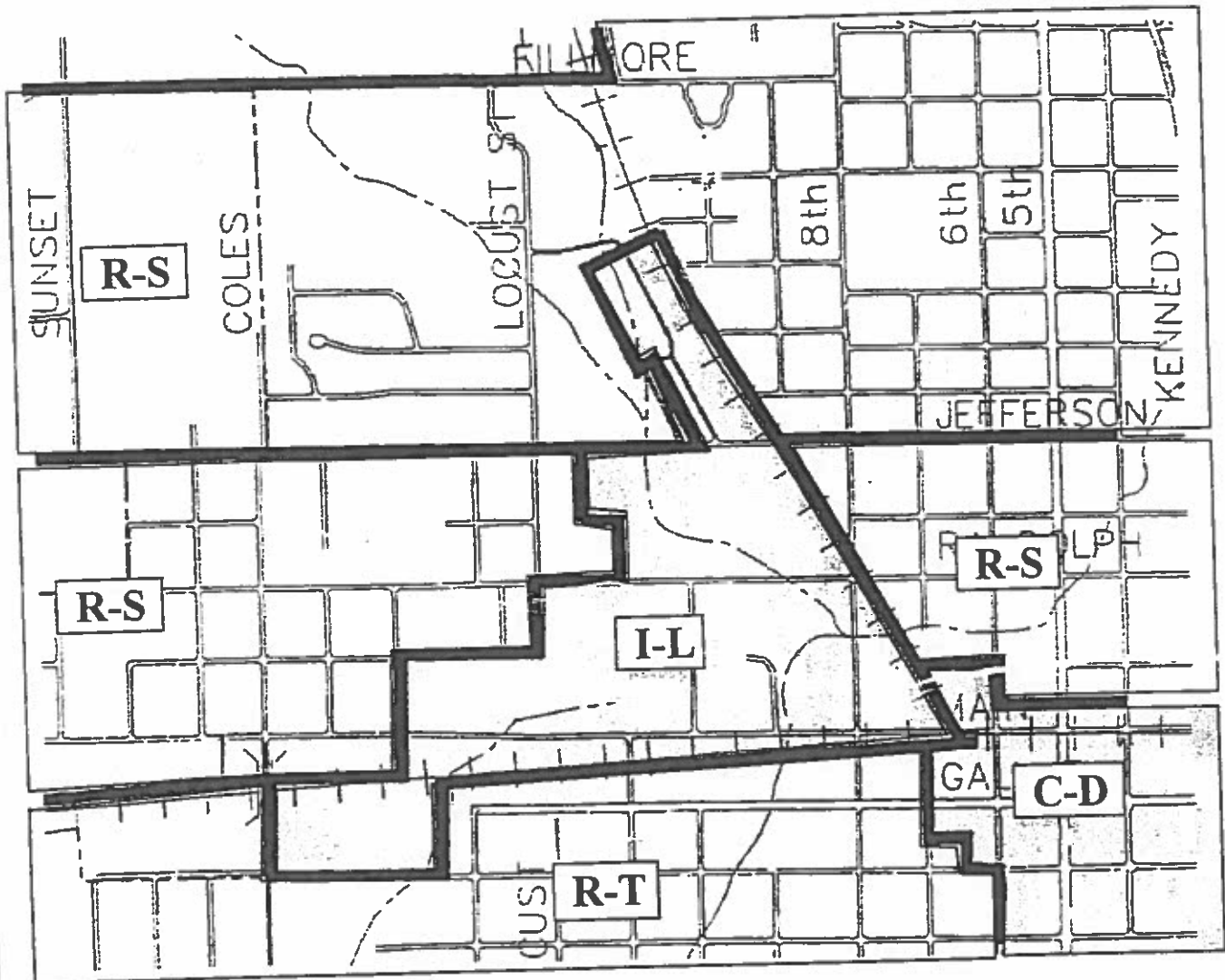
Although the Crane building is available in the Central LI District, their relocation into the Northern IL district reflects a national trend of locating industries at the edge of urban areas, away from the central city. It is expected that industries in the future will locate at the western I-70 interchange due to transportation being more easily accessible near the urban edge.

Many of the remaining industries and businesses located in this district today are of the LI type (see figure LU-6) according to the definition given by the zoning ordinance.

The new zoning should guide the redevelopment of this area according to the needs of the town. Thus, identifying what this central area of the town should be used for is an important consideration. The tactics used to rezone this area are discussed below.

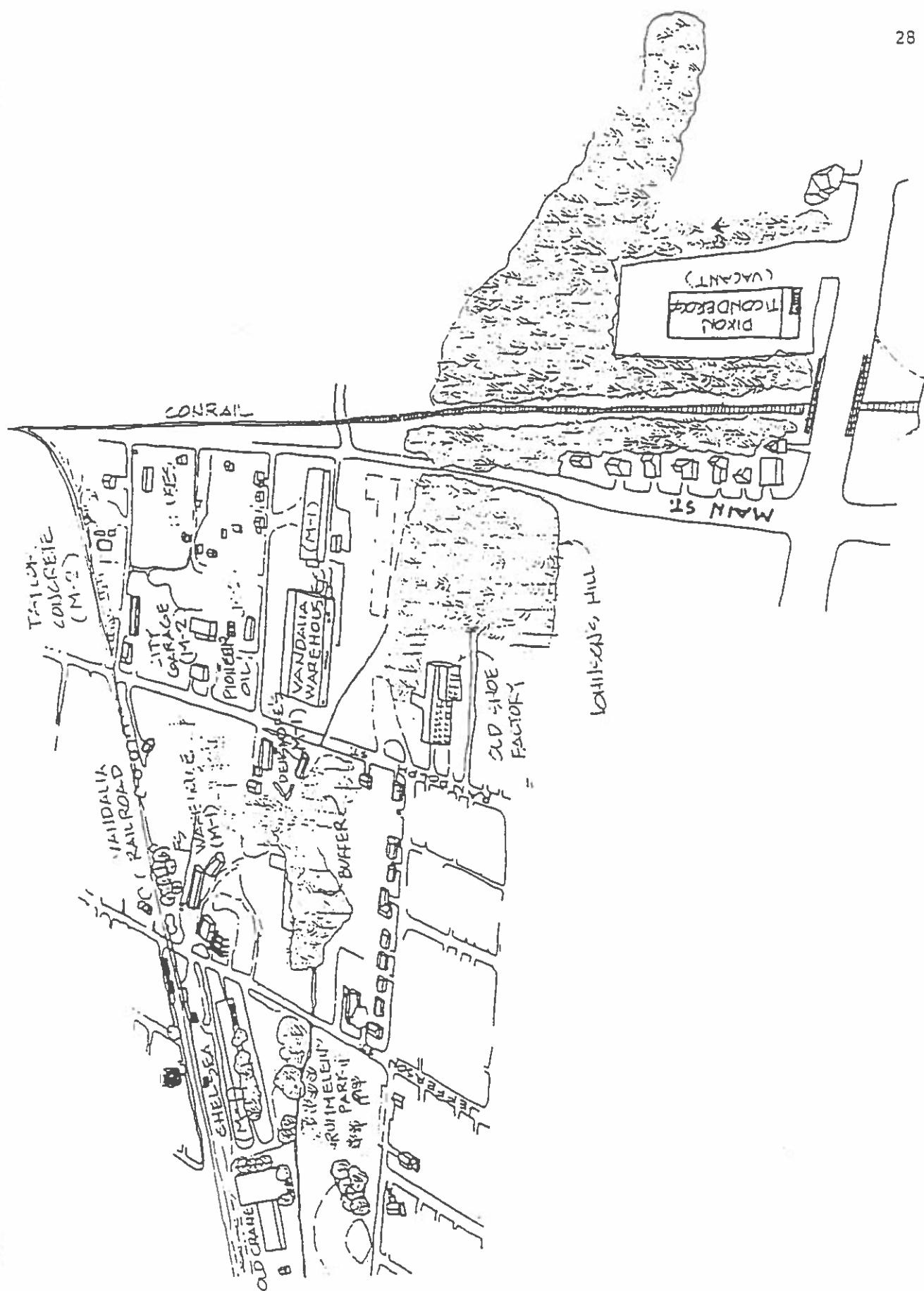
### **PROTECT SENSITIVE ENVIRONMENTAL AREAS**

Johnson's Hill and the wooded valley to the south of Main Street should both be zoned Conservation Areas, since development on these slopes would cause erosion, run-off problems, and the destruction of a valuable component in a system of wooded areas and parks which give the city a pleasant image. This Conservation Area classification is



- ☐ R-S Zoning
- ☐ I-L Zoning
- ☐ R-T Zoning
- ☐ C-D Zoning





a new zoning category for Vandalia, to be shared with the river bluffs and bottomlands. See Figure LU-7.

#### **DOWNZONE IL AREAS TO RT IN THE LONG TERM**

In the Housing portion of this plan it was determined that a shortage of multi-family housing currently exists within the city. Since this Central LI District is adjacent to parks and other community services it is a prime location for multi-family housing. Existing infrastructure is better able to accommodate multi-family housing in this area than in most other areas of the city. Since the RT or RM zoning designation is the most flexible type of residential zoning classification, all areas, (except those with viable LI industries), should be rezoned to RM or RT. LI type uses can remain in operation as non-conforming uses. Figure LU-8 indicates the rezoned RT - RM areas with non-conforming structures.

If this tactic draws opposition from owners of these parcels it should be pointed out that the LI uses can continue to operate as before and even change ownership. The only restriction faced would be the expansion of existing structures or development of new LI structures within the area.

#### **RETAIN IL CORE AS LONG AS INDUSTRIES OPERATE**

As noted above, IL uses (light industrial) can continue to operate as Non-Conforming Uses within the new zoning designation. Because the existing IL industries store materials on site rather than within structures changing their zoning designation to anything other than IL would cause them to be classified as Open Land Non-Conforming Use. This type of use can only operate for three years after rezoning. Thus, parcels with operating IL type uses should retain IL designation until such time as those industries cease to operate. At that time, those parcels should be rezoned to RT designation. Figure LU-9 illustrates the core IL area.

As parcels become vacant they should be rezoned to RM. New IL uses should not be allowed to locate in this central urban area. This rezoning process may take many years to achieve, but because the IL area is defined by streets (which act as buffers to separate the different use types); any further intermingling of IL with residential uses will be minimized.

#### **No new housing allowed**

Figure LU-6 indicates the existence of housing within the current IL District. Housing is not permitted in these districts though they can remain as non-conforming structures. The city should not allow the construction of any new housing or additions to housing units in this area as long as it remains under IL designation.

#### **RECLAIM INDUSTRIAL SITES**

The prioritization strategy for industrial sites and structures discussed earlier identified vacant but usable structures, which should be marketed for industries. At least three vacant industrial sites are in need of immediate reclamation strategies: the old Crane Facility, Benner-Nawman Plant and the old GSI Facility. As other industrial sites become vacant, the redevelopment guidelines given below should be useful.

#### **Old Crane plant site should revert to park land**



Figure LU-7: Conservation area zoning.

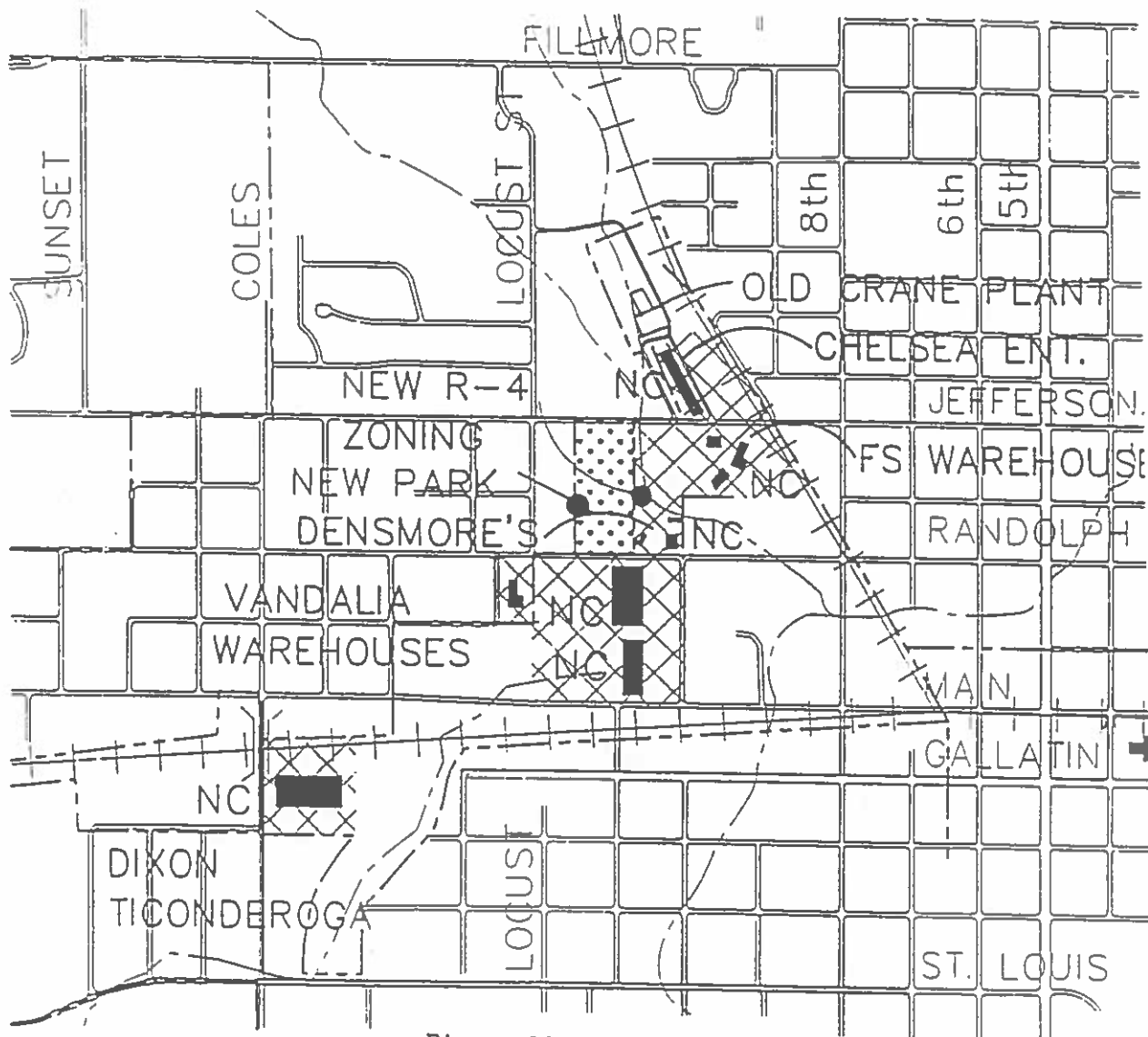
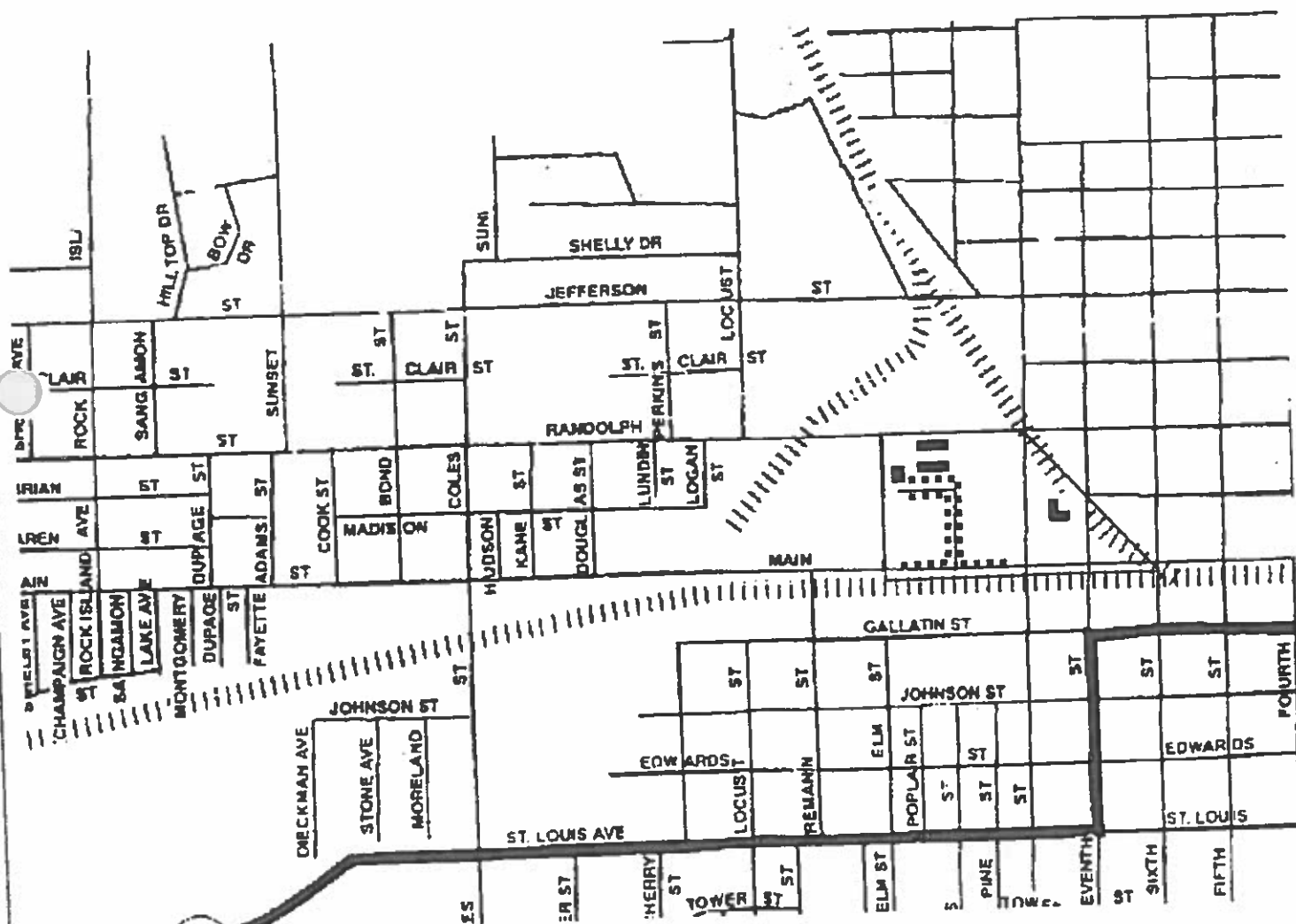






Figure LU-8: R-4 zoning.



-  Pioneer Oil Site  
 City Public Works Buildings  
 Housing  
 Core area

\*\*\*\*\*

The probability of the old Crane building being utilized is highly unlikely due to its structural condition. For this reason it should be torn down. By rezoning the area to R-4, a new IL structure could not be built. Because the site is in close proximity to the railroad, it should be donated to the park district to revert to park land as it was prior to the city donating it for industrial use.

## **EXPAND PARK AREAS AS RAILROAD BUFFERS**

The rezoned Central IL District is shown in figure LU-10. The new zoning accommodates future expansion of multi-family housing in a location near to parks and other services. The staged withdrawal of existing IL uses is also accommodated.

## **LU-3. STRATEGICALLY DEVELOP THE WESTERN INTERCHANGE**

The development of the western interchange is of great strategic importance to the city. This area, and the development, which is expected to occur there, are important elements in efforts to diversify Vandalia's economy. Currently, development in this area is regulated by the city's extra-territorial zoning authority.

Current zoning along the western interchange is too general. Lack of specific guidelines indicating the best uses of each individual quadrant has led to excessive competition between this commercial district and commercial districts within the city. Approval for all developments should consider the city's assessment of the best uses of each individual site. Tactics to better guide this development include: redefining allowable uses, rezoning to provide buffers, and actively enforcing zoning ordinances.

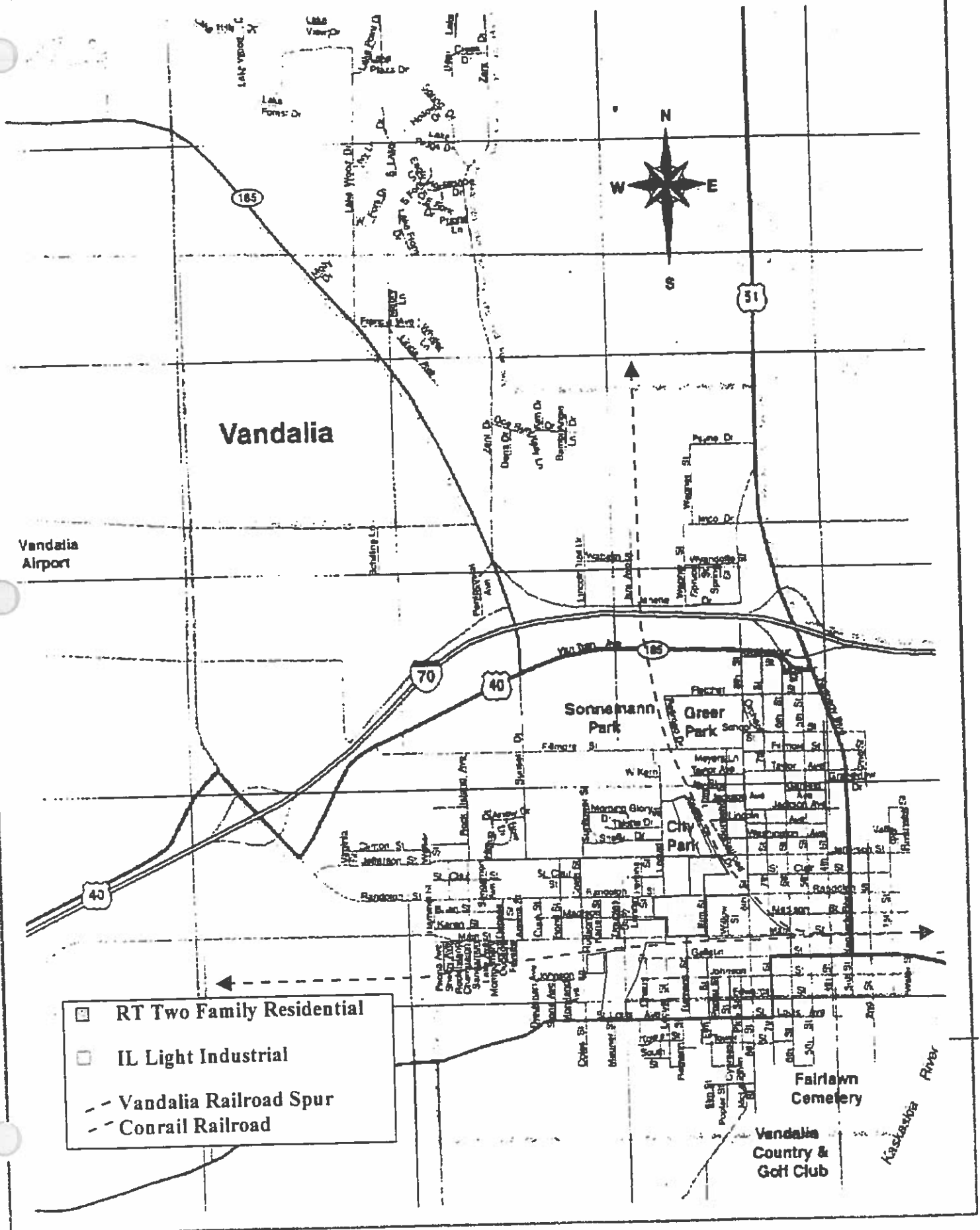
### **Impacts of improper development**

The 1970 comprehensive plan update proposed building a new interstate interchange on the west side of town. In the late 1970's this proposal became a reality. Development of the west interchange represents a tremendous opportunity for the City of Vandalia. The construction of the new interchange has rendered hundreds of acres of land suitable for prime commercial and industrial development, whereas prior to this development, the same land was only useful as farmland.

An initial concept plan for the interchange was created by the South Central Illinois Regional Planning and Development Commission. That study predicted that both industrial and commercial establishments (specifically those businesses catering to highway use) would locate in this area. The study did not mention or assess the impacts that a commercial development at the west interchange would have on the other commercial centers within the city. It did, however, realize the importance of preserving large tracts of land with rail access in the southwest quadrant zoned for industrial uses.

Current zoning is based in large part upon the recommendations of this earlier study. Thus far, development at the interchange directed by existing zoning ordinances has resulted in a number of problems. A lesson can be learned from these past mistakes, and future errors can be avoided as a result of these experiences.

Figure LU-11 illustrates the current zoning districts and indicates some of the land use problems which exist at the interchange. Those problems are as follows:





1. Residential intrusion.
2. Development efforts that ignore zoning.
3. Potential for future land use incompatibilities.

These problems represent the impacts of improper development. In order to maximize the benefits from development while minimizing negative impacts, the city should plan for the development of this opportunity area in a more detailed manner. Careful planning and development of this land should lead to a more diversified economic base for the City of Vandalia.

Uncontrolled or improper industrial growth can cause more than detrimental impacts on the environment. The city's economic viability could be damaged if uncontrolled growth leads to costly infrastructure extensions and improvements. Also, allowing spread of commercial activities at this interchange would adversely affect other commercial centers in the city.

## **REDEFINE ALLOWABLE USES**

### **Allowable uses determined by strategic analysis**

The development of vacant land in the west interchange area should be done in a strategic manner, determining the best use of a site considering: the advantages and opportunities offered by each site or quadrant, as well as the overall industrial and economic health and development efforts in the city as a whole.

### **Southwest quadrant characteristics are important determinants of allowable use**

Figure LU-11 also analyzes salient characteristics of the southwest quadrant that are important in redefining allowable uses. What follows is in some cases a restatement of the information presented in the South Central Illinois Regional Planning Commission's Concept Plan. The restatement is necessary however, since some of the recommendations of that plan were not implemented, while others have been revised by this comprehensive plan update.

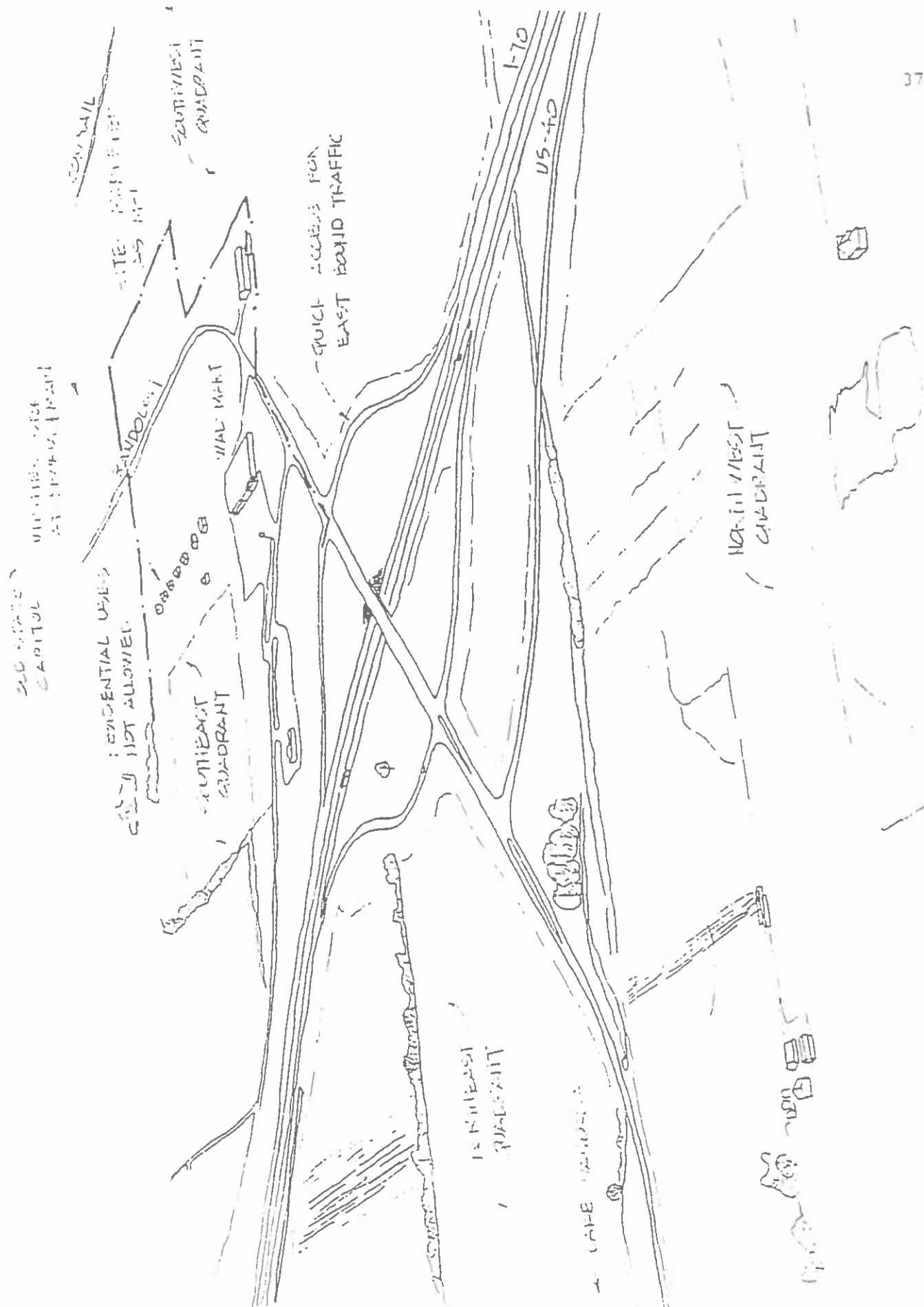
Because the southwest quadrant is located adjacent to the Conrail Railroad this area should be reserved largely for industrial developments which may require rail access (see figure LU-12). Residential areas to the east should be protected from the effects of these high intensity developments by reserving the southeast area of this quadrant for retail use (see REZONING below).

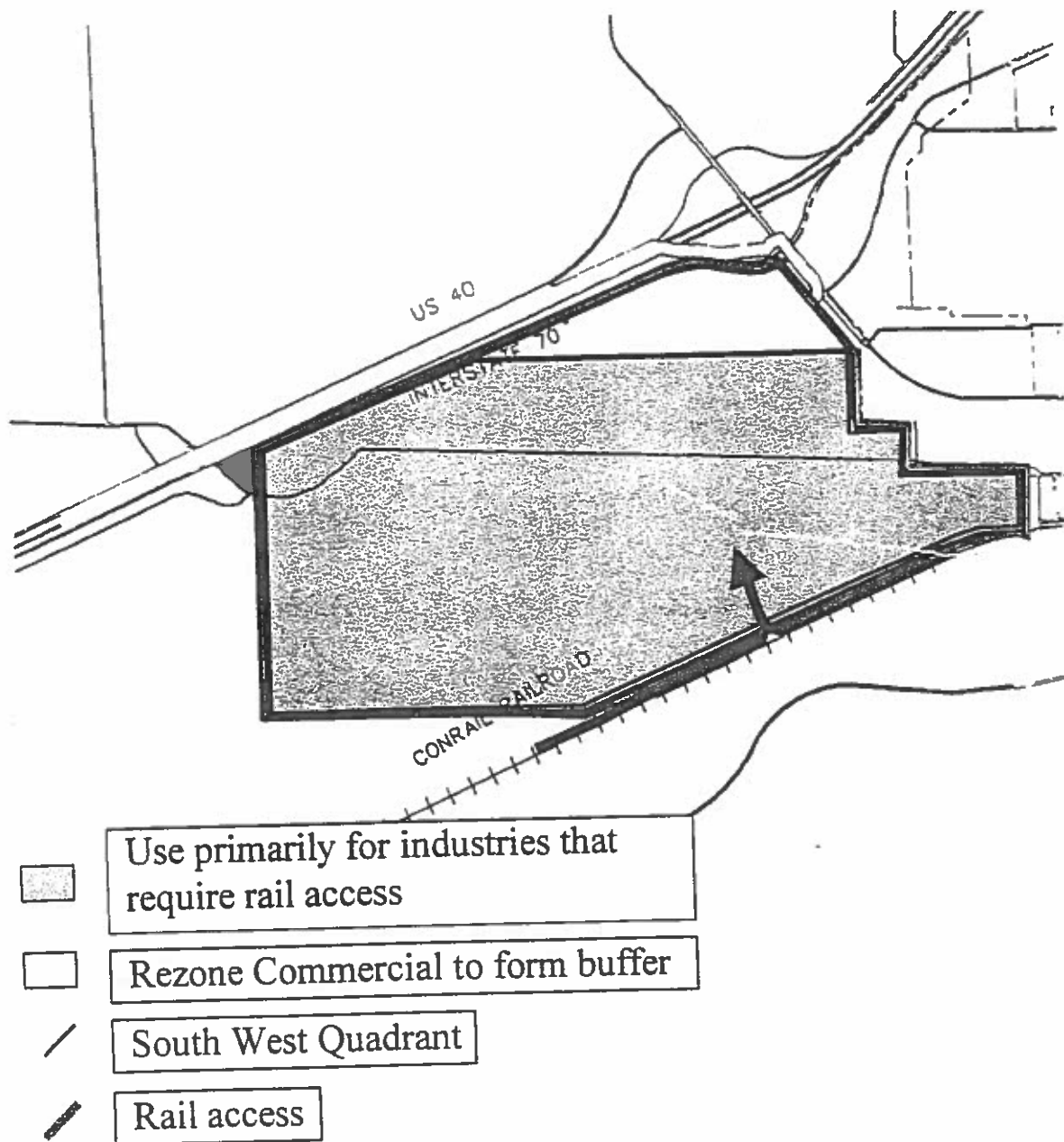
This quadrant also provides immediate interstate access for east bound traffic. This is exactly the traffic (or market) which a truck stop in Vandalia would try to capture. (See the discussion of a truck stop in the ECONOMIC DEVELOPMENT section of this report.) Thus, in addition, to industrial use, the southwest quadrant is the best location for commercial uses such as a truck stop (see figure LU-13).

### **Competition with other commercial districts should be minimized**

Unnecessary competition can be a result of using the existing list of allowable uses delineated in the city's current zoning ordinance. This competition puts existing businesses under great strain. Table LU-2 shows the overlap of current allowable uses within each commercial district.



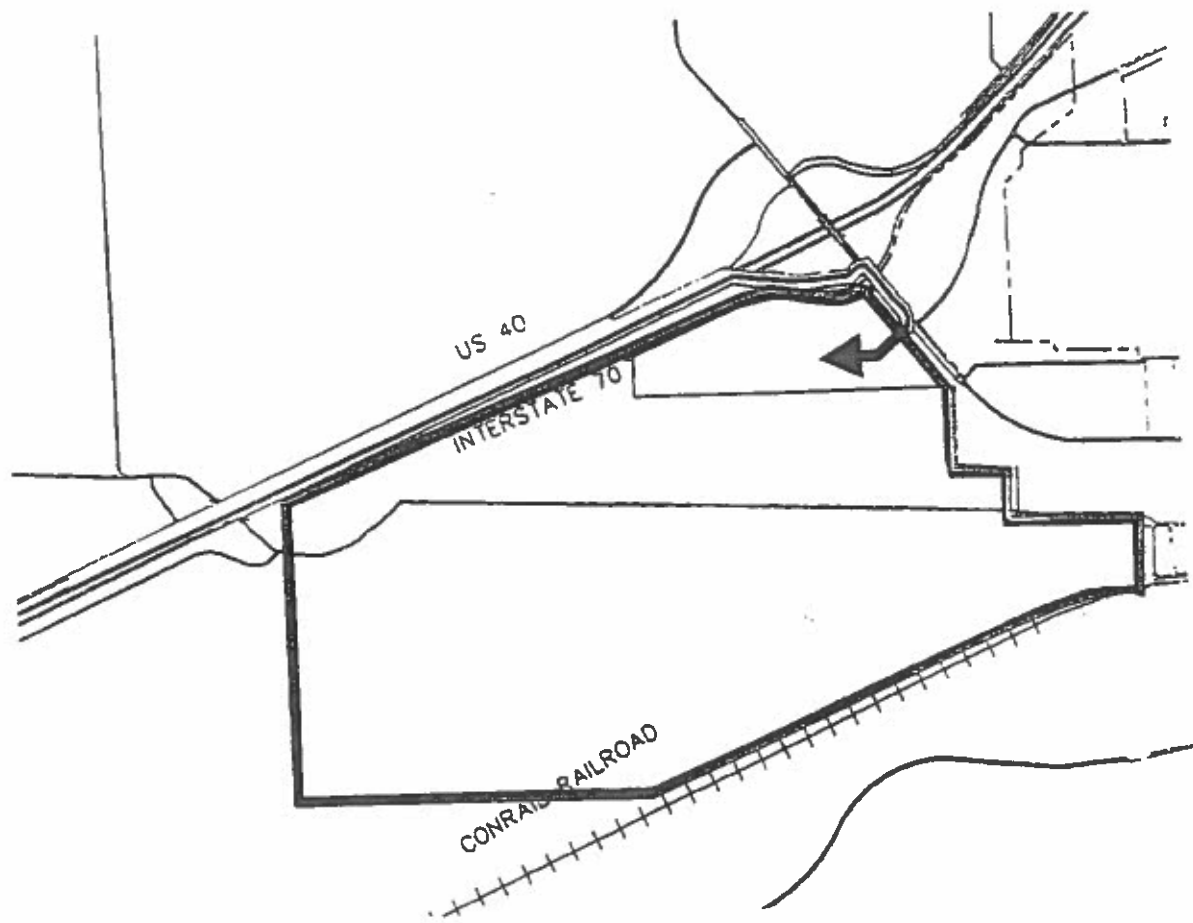




City of Vandalia

South West  
Truck Stop Area

Figure LU-13



- ☐ Truck Stop Area
- ☒ South West Quadrant

The table serves to point out that unnecessary overlap occurs in the following uses:

1. Motel/Hotel & Restaurant
2. General Retail
3. Retail & Service
4. P.U.D. Residential

Allowable uses should be redefined to encourage greater specialization of various quadrants in the interchange. Effects of this redefinition would reduce competition between this area and other commercial districts and would make the best use of this interchange area. The strategy of redefining permissible land uses is therefore based on taking full advantage of the quadrants unique characteristics, and preserving them to the extent possible.

For example, if a motel were to be built in either the interchange's SE, SW, or NE districts, it would introduce a new source of competition to motels at the eastern interchange. For this reason, motels should not be listed as an allowable use in any quadrant of the interchange.

Table LU-2 also shows the potential of proliferation of retail and service activities at the west interchange, which again would create un-needed competition for downtown businesses. Highway related businesses should only be allowed in the southeast and southwest quadrants. The allowable uses should also be redefined so as not to allow service businesses in any quadrant, as their location here would further detract from the CBD.

Planned Unit Developments (P.U.D.s) including residential uses are currently allowed to locate in SE, SW, and NE quadrants of the west interchange. As discussed in the RESIDENTIAL INFILL section, these areas are not the locations where current trends are directly housing growth. Further, use of this land as housing areas represents an unwise use due to its value for industrial uses.

It should also be noted that current zoning does not allow industry to locate in the southwest quadrant. As discussed previously, this area is accessible by rail, and would be attractive to industrial developers. Therefore, it should be reserved for these users. The direct accessibility to interstate highway traffic also makes this area a prime location for the development of a truck stop.

## REZONE TO PROVIDE BUFFERS

The initial study of the interchange suggested that because the southeast quadrant is nearest to the city it should be reserved for retail activities. Because this quadrant is so near to residential uses it can form a type of buffer between the residential areas to the east and the industrial type uses of the southwest quadrant (see figure LU-14). To create this buffer the southeast interchange zoning (IC-SE zoning) must be extended southward across Randolph to include the eastern portion of the southwest district.

## ACTIVELY ENFORCE ZONING ORDINANCES

As discussed above, there are already land use problems at the interchange. These problems stem from development which did not follow the zoning map's list of permissible uses. Specifically, residential development and the marketing of adjacent parcels for light industrial use within the IC-SE district.

Though no industry has yet located at this interchange, efforts are being made to market sections of the interchange for industrial development. Specifically, two vacant lots in the southeast quadrant of the interchange, off of Randolph Street, are being marketed for M-1 or light industrial use (see figure LU-11). Unfortunately, these areas are not suited for this type of development due to existing land uses as well as future land use trends. Most importantly, under the existing zoning ordinance, these lots are prohibited from being developed for such a land use.

The importance of complying with city zoning designations cannot be stressed enough. The city is full of examples of non-conforming and incompatible land uses, and the negative consequences of such actions. This type of development which disregards pre-established guidelines should not be allowed to occur. Proposals such as these should be rejected by the Planning Commission.

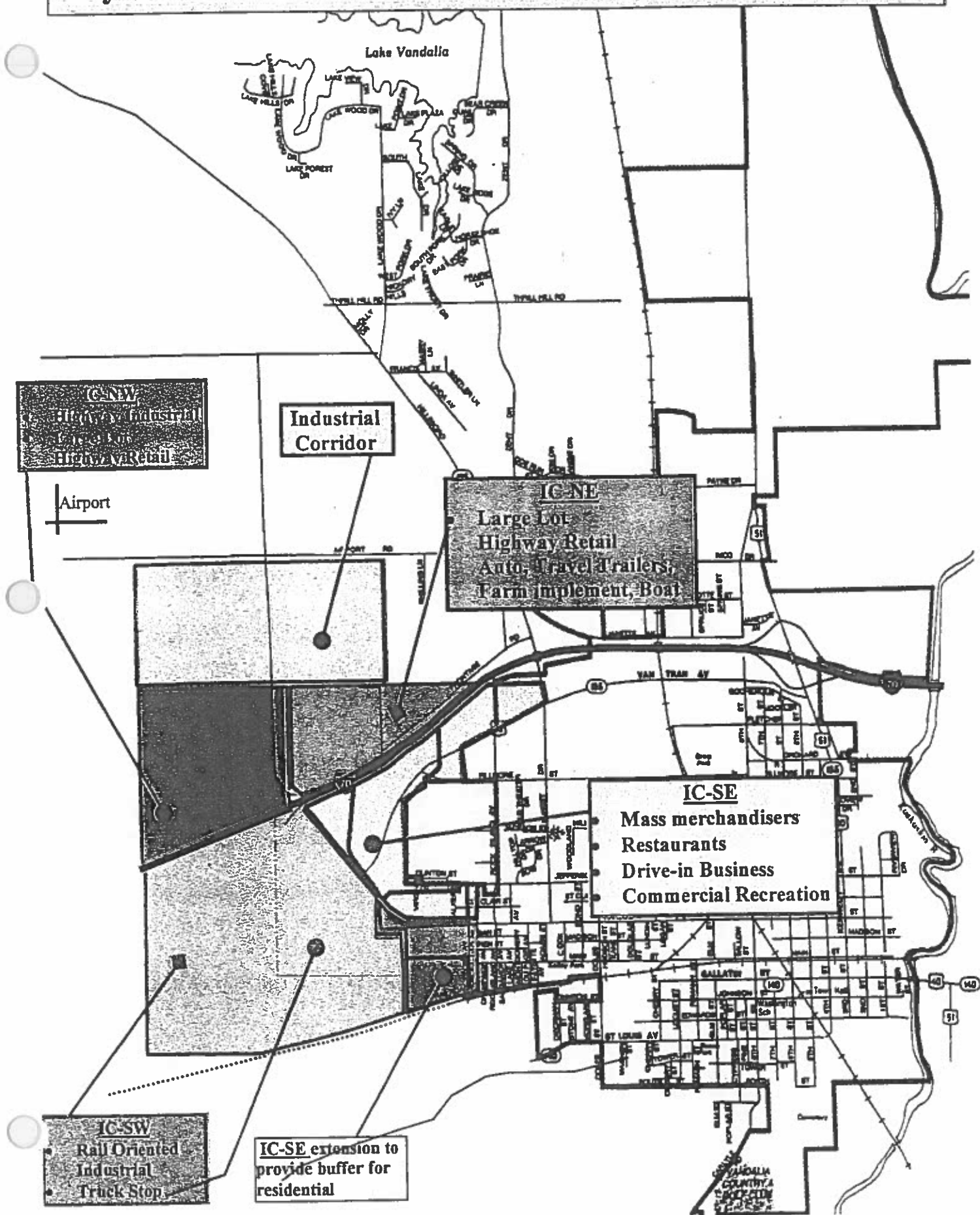
Realizing that the reason for PUD designation is to combine different land uses types (commercial and residential) into rather large, economical developments, the minimum area is usually stated in number of acres with no more than 20% of that gross area allowed as commercial use. The PUD definition in the Vandalia Zoning Ordinance should thus be revised to require a minimum development area of 20 acres with no more than 20% of that gross area allowed as commercial uses.

PUDs should only be allowed where housing is desired and not in districts reserved for industrial development. In order to control sprawl around Vandalia the use of PUDs should only be encouraged in RT and CG districts. The recommendations already presented for the western interchange support this goal.

## Rezoned Quadrants

Figure LU-14 illustrates the new interchange zoning districts. The redefined allowable uses are indicated in each quadrant of the interchange. The result of the redefined uses is that each quadrant is given an identity, or advantage, by specializing in a major activity. The southwest quadrant, is primarily reserved for large industrial developments with a truck stop and associated uses near the interchange. The southeast quadrant as a result of this plan would retain its well-established retail identity. The northeast quadrant is given a specialization in large highway type uses. The northwest quadrant is reserved primarily for industrial uses.





#### **LU-4. INTEGRATED LAKE PLAN TO ACHIEVE CITY'S GOALS**

Vandalia's multi-purpose lake needs and integrated plan

Vandalia Lake serves multiple purposes. It serves as an amenity for the higher priced residential developments along the lake, a tourist attraction, a source of recreation, and a prime source of drinking water for the city.

Lake Vandalia is plagued by a number of problems, including: agricultural runoff as well as sewer leachate from private disposal systems around the lake, erosion of the specially sensitive shorelines due to boat wakes, and construction of unattractive developments, lowering property values. For these reasons, Lake Vandalia requires active management to ensure long-term resource development quality.

All of these lake uses require high water quality, but their effects endanger the water quality. To improve lake management a sewer maintenance district to monitor private sewerage systems should be established. In addition, request should be made to SCS to develop a water quality management plan, farming practices on shorelands should be regulated, land uses along highway 185 should be guided and regulated, and the housing area between the lake and the city should be eventually annexed.

Because the lake plays such an important part in developing tourism potential for the city, this integrated lake plan should take advantage of the recreational potential of the lake. Tactics used here are, to link the lake to historic district by a signage system and improve transportation access to the lake from I-70.

#### **Lake development has always been managed**

Vandalia Lake is a 660 acre lake and has a 15,000 acre watershed that drains water from as far north as Vera. Past efforts at managing development have included zoning city-controlled lands and conservation planning by the county Soil and Water Conservation District. Thus far, zoning at the lake has consisted of identifying lands owned or controlled by the city as recreational or one of three types of residential. Conservation planning has consisted of performing shore stabilization procedures and studying the erosion potential within the watershed.

Management techniques can be improved and made stronger in the future. Issues which future management plans should address include the state of repair of private sewer systems, their long-term effect on the lake, the effects of farming too close to the edge of the lake, and the lack of an overall plan for the lake.

#### **COORDINATE WITH SOIL AND CONSERVATION SERVICE TO MONITOR PRIVATE SEWAGE**

Most private sewage systems adjacent to the lake are over ten years old, a time when maintenance problems begin to appear. In order to detect problem sewers before water quality is threatened, a lake sewer maintenance district should be established to inspect all private sewage systems within 500 feet of the lake shoreline. Residents within the district will pay a tax to cover the costs of these inspections and repairs.

Establishing the maintenance district may be difficult since the city has to convince private landowners to let them inspect the sewer systems and in return, pay a tax that will

cover the cost of these inspections. Landowners who understand and are concerned with maintaining high water quality should not object.

Ordinance 1967-7-3-A calls for the city public works director to inspect all private sewage systems at the lake but only at the time of construction. This practice should continue but should also include recording the installation in photographs. These photographs of the systems as installed will aid in future maintenance inspections.

Maintenance inspections should occur once a year. When a sewer is found to be functioning improperly a citation is filed. The system is inspected again after the repair and the citation is cleared.

#### **REQUEST SOIL AND CONSERVATION SERVICE TO DEVELOP A WATER QUALITY MANAGEMENT PLAN**

The process of developing a lake water quality management plan would include predicting the dangers to water quality, identifying management goals, designing strategies to improve or protect water quality, and implementing and monitoring the plan. The Soil and Water Conservation Service offers a service that will deliver a plan to be implemented and monitored. Their Hydrologic Unit Resource Planning Service will work with groups of watershed residents and technical consultants to identify water quality concerns and goals and develop strategies for correction. Best of all, this service is free to the city.

#### **REGULATE FARMING PRACTICES ON SHORELANDS**

Cultivation of farmland extends too close to the water's edge along the southwestern finger of the lake. Permitting runoff from surrounding agricultural areas to enter the lake (see figure LU-15). The 1987 Soil and Water Conservation Service Farm Plan for the watershed determined that erosion was not a significant enough problem in the watershed to warrant large expenditures. However, problem areas like these should be eliminated.

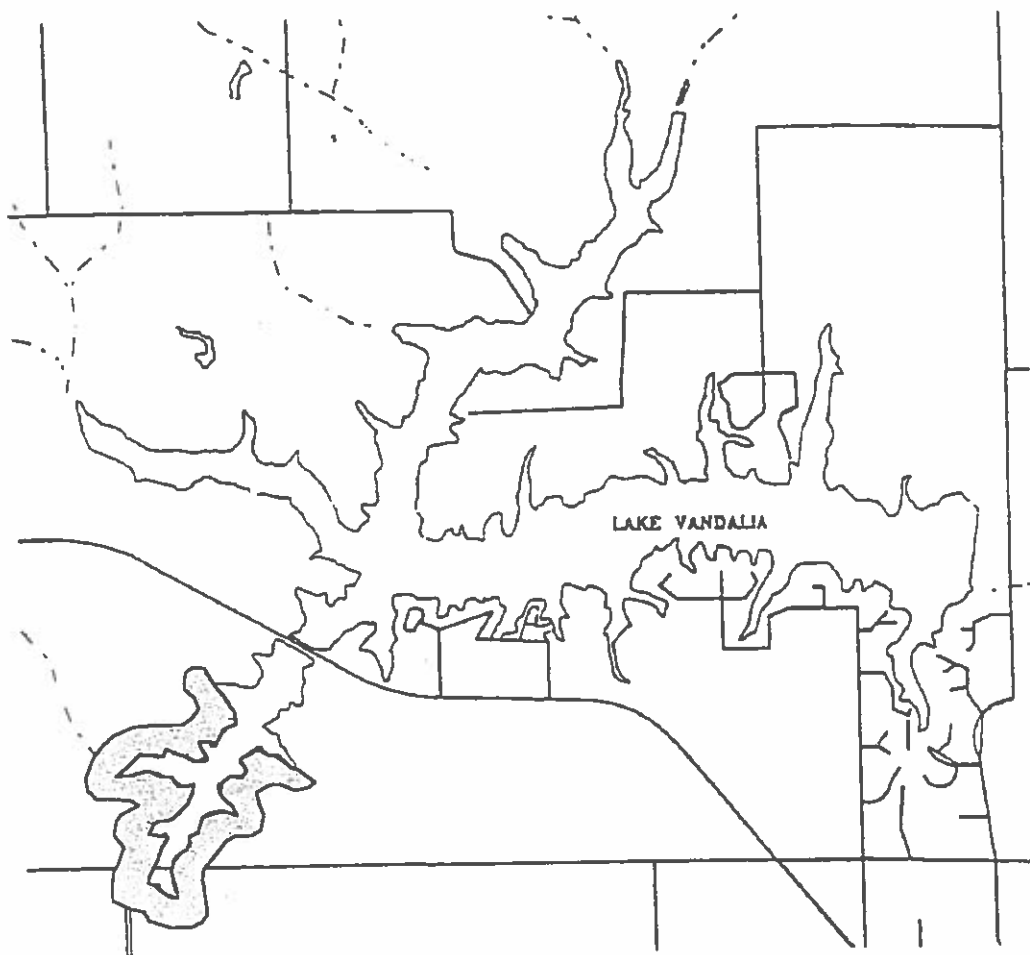
There should be minimum 300' wide buffers between cultivated areas and the shoreline. The city should negotiate with farmers to establish easements with wildlife plantings. The farmers will be interested in recouping any income losses from that lost cultivation area. These losses should not total more than a few thousand dollars per year for the entire area.


An alternate way of achieving this buffer is to encourage land be put into a land conservation program. That would provide some income to the farmer, keep the land out of production and meet the goal of reducing runoff into the lake.

#### **REGULATE LAND USES AND GUIDE DEVELOPMENT ALONG HIGHWAY 185**

Regulation of development between the city and the lake is important for preserving property values and for ensuring good subdivision practices. Extra-territorial zoning of all land within the mile and a half limit established by Illinois law should be actively pursued, especially concerning the land along Route 185. Subdivision control should also be exercised by the city.





 Farming too close  
to shoreline

Even though housing around the lake is currently zoned, it is difficult to identify where zoning districts lie. These districts should be indicated on the extra-territorial zoning map as well.

Figure LU-3 indicates the extra-territorial zoning that future development should follow. It also gives specific recommendations for what to look for in approving subdivision and development. Because the city has annexed the correctional center the mile and half extends around that area also. Thus, most of the lake housing and development along Route 185 lies within the limit of permissible extra-territorial zoning.

On the map, RS residential areas lie to the north and east of Route 185 while multi-family housing is located to the south. Residential areas around the lake are zoned according to current lake zoning designations. Commercial development along the highway and around the lake should be strongly discouraged. Unfortunately, this area is beyond the mile and a half limit over which the city has control.

#### **INVESTIGATE ANNEXATION OF THE HOUSING AREAS BETWEEN THE LAKE AND THE CITY**

Eventually the annexation of the housing areas at the lake and between the lake and the city should be investigated (see LAND USE VISION – Annexation) and city utilities installed (see UTILITIES VISION). The establishment of a lake sewer maintenance district will help residents realize the benefits of annexation to the city and receiving city sewerage services.

#### **IMPROVE ACCESS TO THE LAKE IN SHORT TERM AND LONG TERM**

Improving access to the lake from I-70 is one method of increasing the market share of the lake for tourists on I-70. Access to the lake should be improved in two steps. Figure LU-16 indicates the past, present and proposed future lake access strategies.

Past and present paths utilize routes 185 and old US 40. This path provides access but it is neither direct from the interstate nor does it adequately direct tourists from one tourist attraction (the Old State Capitol) to the other (the lake). Although it does direct tourists through the lodging area of the eastern interchange it does not adequately direct tourists entering from the western interchange. For the short term, the strategy is to improve lake access through signage improvements.

#### **LINK LAKE TO HISTORIC DISTRICT IMMEDIATELY BY SIGNAGE SYSTEM**

Presently, there is no information at the lake which advertises the Old State Capitol nor vice versa. Tourists at either location should be made aware of other attractions and activities. A tourist information kiosk at the marina should also direct travelers to supermarkets, restaurants, shopping areas, and even the motels at the east interchange. The kiosk should be located at a major focal point in the marina. Figure LU-16 indicates likely locations for signs and the traffic ways which travelers should follow.

#### **IMPROVE TRANSPORTATION ACCESS TO THE LAKE FROM I-70**

Figure LU-16 also illustrates the two alternative paths connecting the lake to the downtown historic district. The future paths give flexibility to the tourist by following either routes 185 and 40 or the proposed Randolph Street extension. Randolph Street could become the major thoroughfare in the city by directly linking the lake area with the

historic district and directly linking both of them to the interstate. This poses some problems for the locations of the Tourist Information Center and lodging areas since Randolph would not carry tourists past either. The Tourist Information Center, however, could be relocated at the western interchanges as indicated in figure LU-16. Alternatively an information kiosk similar to the one proposed for the lake could be located in a small picnic area at the western interchange. The locations for both the relocated info center or the kiosk/picnic area are the same and are indicated in the figure. Signage at all locations could then direct tourists to the "lodging district" of the eastern interchange.

Improving access to the lake can be done simultaneously with improving access to the airport and the western industrial zone by the extension of Randolph Street to the lake (see LU-16 and TRANSPORTATION VISION).

#### **LU-5. ANNEXATION ALLOWS STRATEGIC GROWTH TO OCCUR**

The City of Vandalia is accustomed to using annexation in a strategic, or goal oriented, manner. The prison was annexed into the city in order to increase the population without significantly adding to the city's costs. As a result, Vandalia's higher population made the city eligible to receive more state and federal per capita tax dollars. In exchange, the prison received sewer services. In this day, annexation of the prison was a strategic action whose goal was to increase city revenues. Strategic annexations should continue to be guided by city goals, legal requirements, ability to provide services, and cost-revenue analysis. Tactics to guide strategic growth are: to base strategic annexation on cost-revenue analysis, to coordinate strategic annexation with ability to provide services and to ensure strategic annexation of industry by linking extension of services to annexation.

These tactics will ensure that annexation does not overburden the city in the provision of services and that strategic goals are achieved.

##### **A wide range of strategic goals**

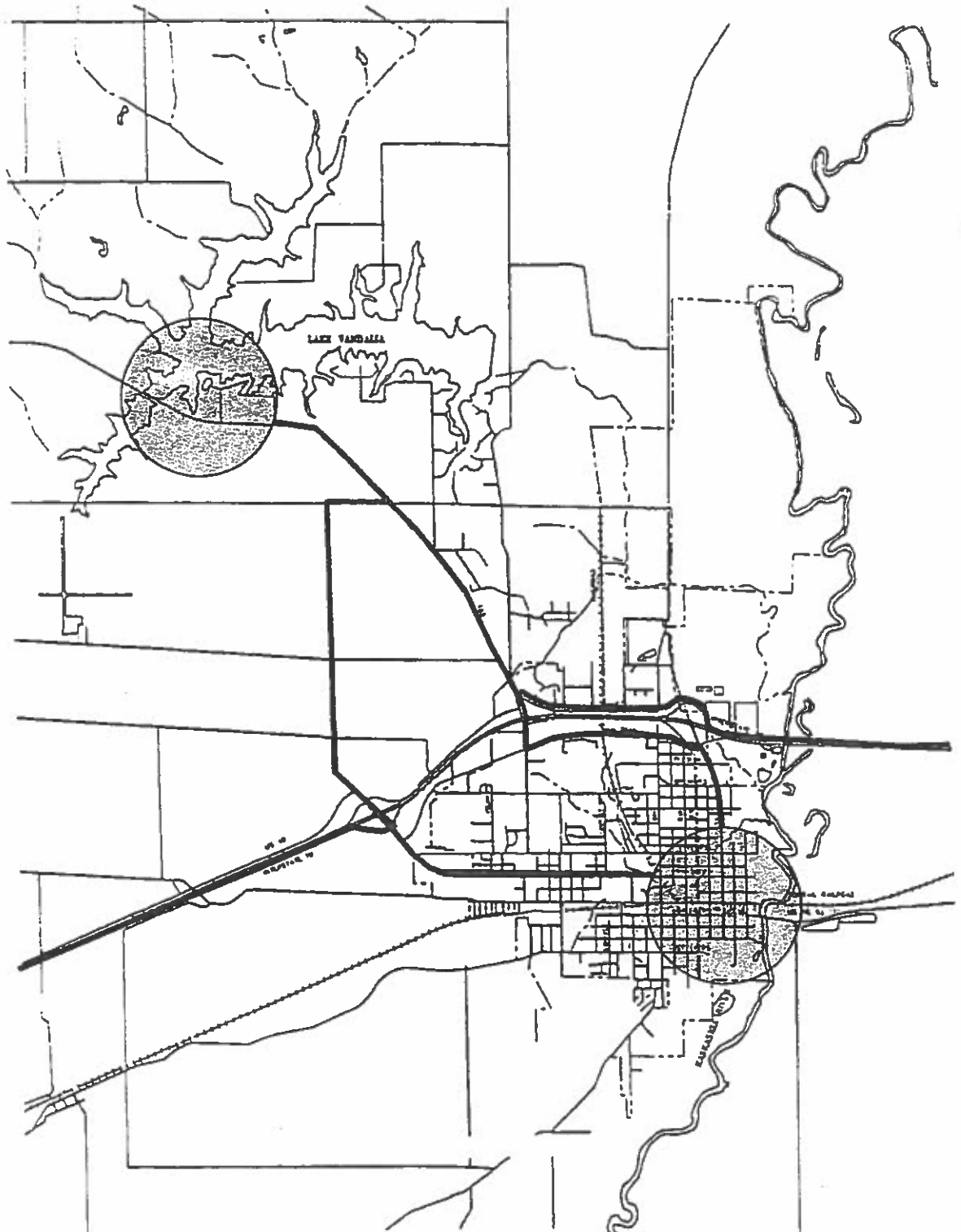
A strategic goal in any situation must be determined before any annexation decision can be made. Possible strategic goals in guiding annexation decisions could be:

1. Protect lake water quality
2. Ensure that all industrial developments are within city boundaries
3. Annex residential growth areas to increase per capita revenues
4. Decline annexing an area in order to avoid incurring additional costs.

#### **BASE STRATEGIC ANNEXATION ON COST-REVENUE ANALYSIS**

##### **Cost-Revenue analysis should inform all decisions**

When there are no strategic considerations to be made, a comparison of costs and benefits should guide the annexation decision. Benefits include revenues the city would derive from a parcel or area, before and after annexation. The comparison of costs and benefits before and after annexation will indicate which scenario (annexed vs. un-annexed) has the greater benefit for the city.



There are six possible sources of revenue from any area. These are: (this list taken from the Salem, Illinois Plan For Quality Growth)

1. Real property revenues
2. Sales taxes
3. Per capita taxes (motor fuel tax)
4. Miscellaneous revenues which include fees, user charges, licenses, misc.
5. Bonds (general obligation and revenue)
6. Loss of revenue from the reduction of utility rate from outside city to inside city status.

Costs for any parcel can be divided into two types or phases. The first phase costs are the utility extension and city service costs. The second phase is the continuing capital expenditures. These include (this list taken from the Salem, Illinois Plan For Quality Growth):

1. Payment for the transfer of facilities to public ownership
2. Debt service on the proportion of existing debt the city agrees to assume, if any, for previous public facilities improvement
3. Required improvements to existing public facilities
4. Future improvements to the area to accommodate growth
5. Provision of other municipal services to the area

Subtracting costs of annexation from the revenues derived after annexation and comparing that to the same relationship (revenues minus costs) before annexation will indicate which scenario has the greatest value for the city. Figure LU-17 illustrated the comparison.

**Figure LU-17**  
**Cost Revenue Comparison**

-----SCENARIO-----	
ANNEXATION	NO ANNEXATION
<hr/>	
(REVENUES - COSTS) <COMPARE> (REVENUES - COSTS)	

Annexation areas are indicated in Figure LU-18. Area A consists of housing and can be annexed at any time because of its proximity to the city limits. Annexation of area A is primarily an equitability issue since the city has already improved the utilities in area A in an effort to provide better service and like all areas outside the city that receive utility service, the homeowners here pay more for services that city residents. The goal of equitableness implies that area A is annexed in order to lower utility costs to those households. Annexation of area A would also increase the city population (and per capita revenues) by nearly 120 persons.

Area B, on the other hand, does not yet have city sewers. This will be a cost associated with annexation. Most of B is vacant land (see figure LU-1) zones residential. This area could be forcefully annexed as soon as the city completely surrounds it. Currently, it is almost completely surrounded by the city but enough free perimeter remains so as to



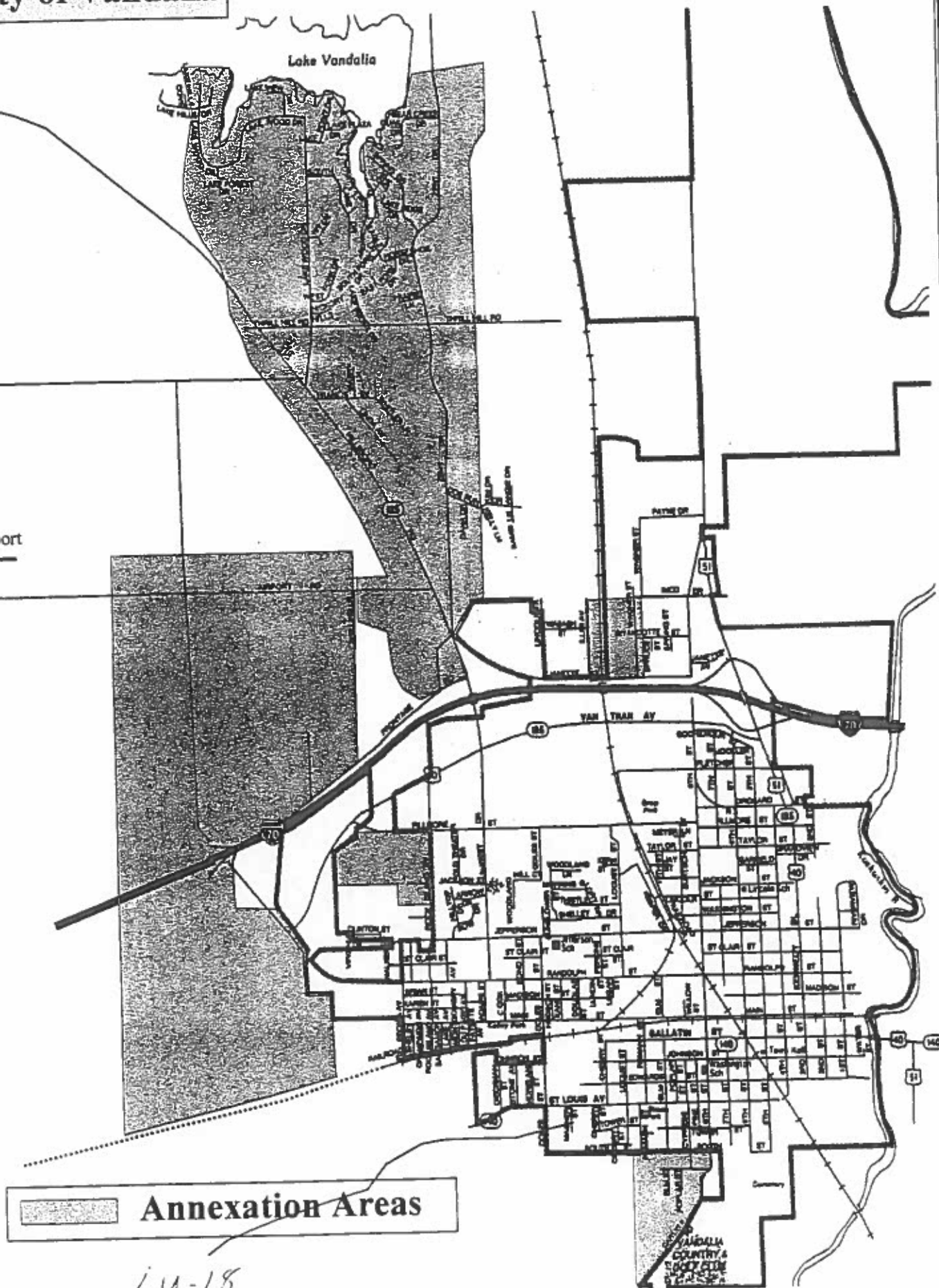
# City of Vandalia

Lake Vandalia

Airport

Annexation Areas

LU-18



prevent forced annexation. The only goal which annexation of this area (in its current level of development) would meet is the goal of increasing the city population by nearly 200. When the city does annex this area it should encourage in-fill development.

In addition to the cost of installing sewers the city would have to install water lines, maintain roads, and provide police protection. To meet the strategic goal the city would have to be able to pay for the services from the revenues generated.

#### **COORDINATE STRATEGIC ANNEXATION WITH ABILITY TO PROVIDE SERVICES**

The city's ability to provide services to an area is often the deciding factor as to whether or not an area is to be annexed. If the facilities or staff is unavailable or inadequate, annexation may have to wait until those services can be provided. The services typically involved include the provision of police and fire protection. In this respect, planning for the provision of services should be no different from planning infrastructure improvements or other physical projects.

#### **ENSURE STRATEGIC ANNEXATION OF INDUSTRY BY LINKING EXTENSION OF SERVICES TO ANNEXATION**

Annexation of parts of area D should be linked to the extension of utilities to the area. Once utilities are present for use by industry in an area, the entire area served should be annexed. This will prevent an industry from locating just near enough to the city to use the utilities but not close enough to be annexed.