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Chapter 1- Introduction

1.1 Introduction & Purpose of the Plan

In the simplest definition, the Comprehensive Plan update for the City of Mascoutah is a general plan to guide the future development and redevelopment of the City. This plan in reality is much more. It is a complete evaluation of the City's Planning Area with a responding document capturing the City's vision for its future supported by goal statements, with sub goals, policies, and mapped representations of the vision.

The text that follows includes eight (8) elements of planning, most with existing conditions followed by a plan, our response focused by the goals, sub goals, and policies.

This product, a Comprehensive Plan, is the City's officially adopted statement in policy, relative to our physical development encompassing all eight (8) elements. Each of the elements are intended to thoroughly respond to the issues within the subject title, but also to establish a comprehensive linkage, answers compatible and supportive of the other elements.

1.2 The Plan

The plan focuses on eight (8) planning elements: land use, traffic/transportation, parks and recreation, economic development, housing, community facilities, public infrastructure, and a Fiscal Strategy.

Wherever appropriate elements provide background (existing conditions) information, providing the planning begin point. These include background information on Mascoutah's geography, history, physical environment, and existing conditions of the City's population, land use, transportation facilities, public infrastructure, community facilities, and parks. For ease of use (read/reference) some of this data is located in the "Appendix" (Chapter 10).

Each element also includes a responding plan with subjects structured as appropriate. These are written statements of what we intend which are supported by goals/policies.

Recommendations for implementation for these goals follow in each section. Those components requiring visual representation are depicted in the Land Use Plan, Traffic Circulation Plan, Parks and Recreation Plan, and Water and Wastewater Plan. A Financing component was also added to the plan to assist with future funding issues related to fulfilling the policies included in this planning document.

1.3 Goals, Sub Goals, Policies – Defined

Because planning terms are prone to over-use and multiple meanings, this section will offer Mascoutah's working definitions of Goals, Sub Goals, and finally Policies. On some issues, the Comprehensive Plan may offer implementation standards. The Plan's text contains the full hierarchy of these "guidelines" which are defined as follows:

- **Goals** – are typically broad statements identifying major aspirations of the City.
- **Sub Goals** – are statements identifying the desires of Mascoutah at a more specific level of detail. These functions are direct support of the goals and reinforce the framework of guidelines.
- **Policies** – are statements articulating how the goals and sub goals should be achieved. Policies represent a valuable link between "The Plan" and the "police" powers or implementing tools of the planning process. Policies can be an invaluable reference when evaluating the intent of a zoning code provision which is unclear on an issue.

1.4 The Planning Area

Early in the planning process, the City defined the area representing "full" build-out of Mascoutah. Regional issues, such as major roadways, Silver Creek, topography, adjacent community boundaries, airports, and Scott Air Force Base were considered. The "Plan Area" was then defined as a nine (9) mile by nine (9) mile geographic area as shown in Figure 7, Land Use Plan for the City of Mascoutah.

Planning for this area has been going on for five years, especially for infrastructure plans, storm water, sewer, water, & electric service & streets. The resulting plan area, while large, was rational.

1.5 Location

Mascoutah is located in east St. Clair County, in southwestern Illinois approximately twenty four miles east of downtown St. Louis, Missouri. Mascoutah is part of the St. Louis Metropolitan Statistical Area, the eighteenth largest metropolitan area in the United States. Mascoutah is currently the easternmost municipality in the St. Louis metropolitan area. A location map is included in Figure 1.

1.6 Cities in the Area

Although, most of the area around Mascoutah is located in the unincorporated part of St. Clair County, there are nearby cities that affect this plan. They are listed as follows: the City of Belleville is approximately seven miles to the west, the City of

Lebanon is approximately three miles to the north of the City, Scott Air Force Base is located immediately west of the City, the Village of Shiloh is located immediately west of the base, and the City of O'Fallon is immediately north of Shiloh. The comprehensive plans of these cities were considered while preparing our comprehensive plan.

1.7 City History

In the mid 1830's, there was much interest in the eastern part of St. Clair County as there was no town directly east of Belleville. Samuel Mitchell, Jr., who owned much of the land that is now Mascoutah, laid out a plat of land that he called Enterprise, on ten acres of his land. He never filed the plat, but part of the land later was transferred from Tilghman H. West to Theodore J. Krafft.

August Conradi, Theodore Hilgard and Gustav Heimberger formed a partnership called Conradi and Company. They asked Krafft and John Flanagan to join them in the purchase of the Mitchell land in order to lay out a town and sell lots. The deed from Samuel Mitchell to the group was dated June 6, 1836, but due to the Panic of 1837, there were financial difficulties in meeting previous obligations. The "Plat of the Town of Mechanicsburg" was dated April 6, 1837 and recorded on May 16, 1837.

The residents of Engelmann Township had been dissatisfied with their mail delivery through Jefferson, a small settlement located on the Kaskaskia River near Fayetteville; the delivery was irregular since Jefferson was not on a regular mail route. They wanted the mail to be delivered from some place on the Shawneetown-St. Louis Trail that had regular delivery; Mascoutah was that place. F.B. Marshall put up a building on the southwest corner of State and Lebanon streets and moved his store and the post office from Jefferson to Mascoutah. That building still stands.

After mail delivery began, the postmaster was notified that the name of the city had to be changed as there already was a town in Illinois called Mechanicsburg. August Conradi spoke with John Hay, clerk of the Circuit Court of St. Clair County, who selected the name Mascoutah, after the Mascoutens, a well-known tribe of Indians originally located in Michigan.

The U.S. census of 1850 reported that Mascoutah's inhabitants were 63 percent German, 32 percent American, and 5 percent African American. Mascoutah incorporated as a City in 1885. Agriculture and related industries helped the City grow. Grain milling, breweries, foundry work, and brick manufacturing were included in early industries. These industries required electricity and Mascoutah created its own electric generating and distribution facilities in 1891.

In 1957, Mascoutah adopted the Council/Manager form of government. Mascoutah became a "Home Rule Unit" under the constitution and laws of the State of Illinois following a referendum on the population on April 17, 1979.

Also notable, the expansion of Scott Field into a major Air Force Base evolved following World War II. The 2005/06 Base Realignment and Closure (BRAC) reviews solidified the Base. Beyond its regional economic effects (\$1.6 billion annually) the active & retired personnel have affected the character of Mascoutah.

Growth became significant in 2005 with single digit housing starts increasing to above 140 per year. This growth pace continues even today.

1.8 The Comprehensive Plan & Zoning

The Comprehensive Plan is guidance in nature providing directions in the form of goals, policies, etc. supported by references and maps, even some implementation programs. In daily practice, each development approved considers Comprehensive Plan compliance as a key finding.

When it comes to land use controls there is zoning. The City's police powers are Zoning Maps and Codes. Use of land is controlled by this and other codes. The Zoning Map is influenced by the Comprehensive Plan land use designations (i.e.) the low density residential in the Comprehensive Plan should be zoned lower residential "RS-10, RS-8, etc.

LOCATION MAP

Figure 1

Chapter 2 - Land Use

2.1 Existing Land Use

The land use in and around Mascoutah is influenced by a number of natural and human-made factors. While the relatively flat lands around the City have been advantageous to agriculture and construction of buildings, other natural factors such as floodplains, creeks, and wetlands hinder urban development. Human-made conditions such as old mines, Scott Air Force Base (AFB), MidAmerica St. Louis Airport, and I-64 have also influenced development.

Existing land uses consist of single-family, duplex, mobile homes, multi-family/group housing, parks and recreation, public, commercial, industrial, airport and agriculture.

2.1.1 Existing Residential Areas

Mascoutah's residential areas include single-family homes, duplexes, mobile homes, both on individual lots and in parks, a broad range of multi-family housing, and group housing facilities. While the denser housing is concentrated near downtown, single-family uses and some multi-family uses have been established on the north side of town over the last 20 years. Mobile home parks exist in the southeast portion of the City, but mobile homes on individual lots can be found throughout much of the City. Various types of residential uses are scattered throughout the southern portion of the City.

2.1.2 Existing Commercial and Industrial Areas

Most of the City's commercial uses are concentrated along Main Street with the largest concentration of commercial activity in the eastern part of the City. More recent commercial development has occurred on and near Highway 4, north of downtown. Industrial uses are scattered around the City with individual industrial uses located on East Main Street, several locations south of downtown, and a couple areas on the north side of town. While commercial uses tend to be concentrated in a couple areas, industrial uses are scattered all over the City.

GENERALIZED LAND USE MAP

Figure 2

EXISTING LAND USE MAP

Figure 3

2.1.3 Existing Public and Semi-Public Areas

Public and semi-public uses in Mascoutah are scattered throughout the City. These uses include community facilities, schools, and churches. Existing community facilities include City Hall, Library, Leu Civic Center, Senior Center, Fire Department, Espenscheid Chapel and Mascoutah Heritage Museum and three schools of the Mascoutah School District. Several religious denominations are represented in the City by a number of churches.

2.1.4 Existing Parks

City parks include Scheve Park, Prairie Lake Park, Maple Park, and Leu Park/Civic Center. More information on the City's parks may be found in the Parks and Recreation section of this report.

2.1.5 Existing Agricultural Land

Much of the northern part of the City is currently devoted to agricultural crop production. Most of this property is zoned for industrial or business use due, in part, to its proximity to MidAmerica St. Louis Airport and I-64 and because the use of the property is impacted by noise from the airport and Scott Air Force Base.

2.1.6 Existing Vacant/Undeveloped Lands

There are some vacant lots in the City and considerable property devoted to agricultural use. As previously indicated, much of the agricultural land is zoned for more intensive use. In addition, there is a large amount of undeveloped land west of the City that is in the 100-year floodplain of the Silver Creek.

2.2 Factors Affecting Development

The consideration of factors affecting development is essential prior to the preparation of a land use plan. An inventory of these factors provides a framework to develop the most efficient and prudent assignment of future land uses to support future development. Two types of factors affect the use of land: natural features and human-made features. Wetlands are an example of a natural feature that may influence development. The presence of roads, public water, and wastewater facilities are human-made factors that affect the use of land.

Physical aspects of the City's natural and human-made environment significantly affect portions of Mascoutah. Physical factors including natural features and human-made features are discussed in this analysis. Each factor in its own way constrains urban development.

2.2.1 Natural Features

The natural resources of an area can have significant impact on future development. For example, natural features often cause significant limitations in the construction of buildings, roadways, utility systems, and other structures. The primary natural features that constrain development in the Mascoutah area are the floodplains and wetlands.

2.2.1.1 Floodplain. Floodplains are created by natural processes involving the overflow and storage of floodwaters of waterways (rivers and streams). Historically, with the exception of areas within the Silver Creek and Hog River floodplains, the major portion of the area within the City's corporate limits has been outside of any floodplain.

The significance of floodplains was underscored following the Midwest Flood of 1993 when the Mississippi River and many of its tributaries flooded. Within the St. Louis region, more than 1,200 homes and 500 businesses were either temporarily or permanently displaced as the Mississippi and Missouri Rivers overflowed their banks.

2.2.1.2 Floodways. Within floodplains, there are areas designated as floodways. These areas include the channel of a river or watercourse and the adjacent land areas that must be reserved in order to discharge the 100-year flood without cumulatively increasing the water surface elevation more than one foot at any point. Construction within floodways is prohibited. Therefore, they represent a significant constraint to development. Fortunately, few areas in Mascoutah are within a floodway.

2.2.1.3 Wetlands. Areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions are classified as wetlands by Section 404 of the U.S. Clean Water Act of 1972. This Act established a policy that wetlands remain in their natural unaltered state. Wetlands provide significant ecological benefits and often occur in floodplain areas, including the Silver Creek floodplain. During development of MidAmerica St. Louis Airport, many acres of wetlands in the Silver Creek floodplain were restored or enhanced.

The largest concentrations of wetlands in the area are located in the Silver Creek basin, which is part of the Silver Creek bottom lands. This area contains one of the largest concentrations of bottom lands hardwood in Illinois.

2.2.2 Human-Made Features

Human-made features also influence future development. In the Mascoutah area, the primary human-made features that are applicable are infrastructure, military installation and airport related. Major features that have affected the City's development have been Scott Air Force Base missions and the related Accident Potential Zones; MidAmerica Airport and airport-related noise; the state highway system; and the location of cemeteries. Highways have facilitated development because of the ease of access to

the transportation system. Cemeteries, Accident Potential Zones, and airport-related noise are constraints to development. Cemeteries need to be preserved. There are strict state laws to protect cemeteries, and no redevelopment of cemeteries should be proposed by this plan.

2.2.2.1 Undermined Areas. Some areas in and around the City were mined up until the 1950's. Veins of coal lay under the City, and these veins were subjected to subsurface mining. The "room and pillar" practice was performed which entailed boring a mine shaft vertically to the bottom of the coal vein. Entries were then bored into the vein, and rooms and crosscuts were mined from these entries. The rooms and crosscuts were spaced so that they would leave a block of coal (or pillar) in between to support the overburden. Because of the voids left from the removal of coal, land subsidence is possible over the undermined areas. Designers of new construction must consider the possibility of subsidence in these areas.

2.2.2.2 Airport-related Noise. The high level of noise associated with airport operations is a development constraint in Mascoutah. Although all community residents experience noise in their everyday life, those residents living, working, or playing near the airport have an additional source of significant noise in their life. Managing the built environment can minimize the effect of airport-related noise. To this end, the Federal Aviation Administration (FAA) has established regulations regarding development within designated airport areas. The purpose of these regulations is twofold: 1) to ensure the safety of aircraft during take-off and landing procedures; and 2) to reduce the occurrence of incompatible land use in nearby areas.

Federal Aviation Regulations. Airport operational and safety requirements limit the use of land around airports. Federal Aviation Regulations (FAR) regarding the use of such land include FAR Part 77, which identifies height and hazard restriction areas, and FAR part 150, which establishes noise compatibility guidance for land use around airports.

FAR Part 77. FAR Part 77 provides guidance to limit obstructions within navigational airspace. This regulation contains recommendations for limiting building heights and other hazardous interference near airports. The height and hazard restriction areas regulate "any object of natural growth, terrain, or permanent or temporary construction or alteration." Although height and hazard restrictions vary depending on the type of runway, the restrictions generally require the height of new facilities to follow a slope ratio, with shorter buildings closer to the runway centerline and taller buildings farther from the runway centerline. The restrictions also prohibit uses and obstructions within a defined area that might interfere with communications to aircraft during take-off and land procedures. All proposed construction within designated restriction areas must be evaluated for the effect of the construction on operational procedures and possible hazardous effect on air navigation. Typical height and hazard restrictions based on FAR Part 77 are shown in Figure 4.

FAR Part 150. FAR Part 150 evaluates compatible land uses within various noise contours. Aircraft noise is comprised of a series of separate events when aircraft over flights are followed by relative quiet periods between flights. The FAA requires aircraft noise impacts to be calculated over a 24-hour period, from midnight to midnight. The unit of measurement is the average day-night sound level (Ldn), which represents the 24-hour average sound level in decibels. The Ldn measure takes into account quiet period as well as aircraft over flights, and adds a penalty to flights occurring at night. The Ldn noise levels are mapped as airport noise contours on a noise exposure map, thus identifying those areas where the average daily noise is most significant. Compatible land use refers to any use that is normally compatible with the outdoor noise environment, or has an adequate noise-level reduction for indoor activities.

Table 1 shows the compatibility of certain land uses with different levels of aircraft noise. The table serves as a guideline in determining which uses are acceptable in which areas. Table 1 shows that all land use types are normally compatible with aircraft noise below 65 Ldn. Most uses are compatible with noise levels between 65 and 75 Ldn, with the notable exception of residential uses. Residential uses can be built within these areas if the community demonstrates a need for such uses at these locations. Those uses that lack areas of constant human occupation, or which limit such areas, are most compatible with noise levels between 75 and 80 Ldn. Agricultural uses and mining are the only accepted land uses that remain compatible with very high noise levels (over 80 Ldn). Examples of various noise decibel levels are provided in Figure 5. Some land uses are compatible with noise-affected areas only when noise-level reduction measures are incorporated into the design and construction of structures (see Table 1). Noise sensitive land uses, such as residential uses, must achieve a noise-level reduction in order to prevent the exposure of residents to significant airport-related noise.

Figure 4
Typical Height and Hazard Restrictions based on FAR Part 77

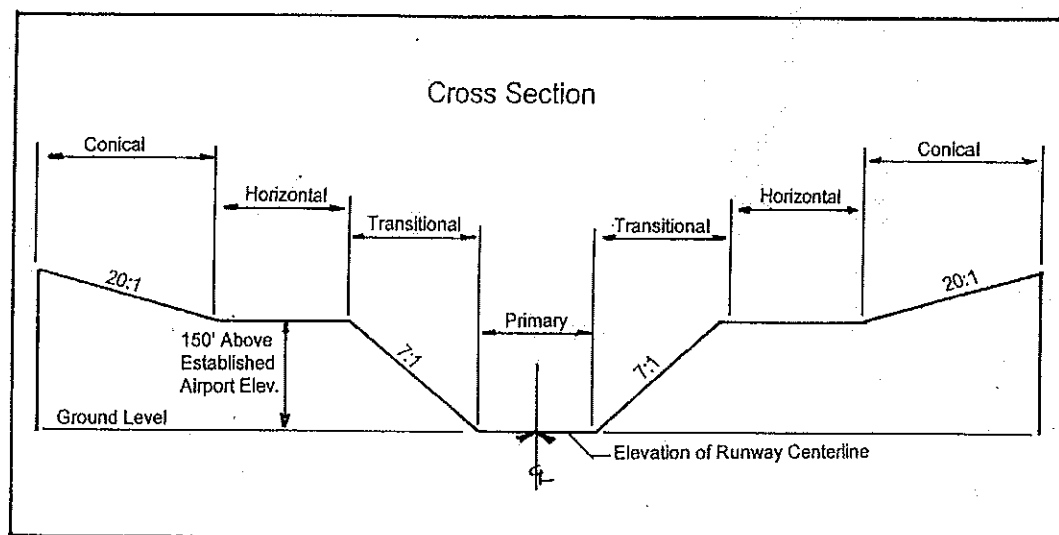


Table 1
Land Use Compatibility

Land Use	Below 65 Ldn	65-70 Ldn	70-75 Ldn	75-80 Ldn	Over 80 Ldn
Agricultural (not including residential uses)	Y	Y	Y	Y	Y
Residential Dwellings (single family, two-family and multi-family)	Y	N ¹	N ¹	N	N
Mobile Home Parks	Y	N	N	N	N
Hotels/Motels	Y	N ¹	N ¹	N	N
Nursing Homes	Y	N ¹	N ¹	N	N
Public and Semi-Private Facilities					
Schools	Y	Y ²	Y ²	N	N
Hospitals	Y	Y ²	Y ²	N	N
Government Services	Y	Y	Y ²	Y ²	N
Public Assembly	Y	Y	N	N	N
Outdoor Sports Arenas	Y	Y ²	Y ²	N	N
Recreational Activities	Y	Y ²	Y ²	Y ²	N
Parks	Y	Y ²	Y ²	N	N
Cemeteries	Y	Y	Y ²	N	N
Commercial					
Professional and Business Services	Y	Y	Y ²	Y ²	N
Wholesale and Retail Trade	Y	Y	Y ²	Y ²	N
Manufacturing	Y	Y	Y ²	Y ²	Y ²
Mining	Y	Y	Y	Y	Y
Transportation, Communication and Utilities	Y	Y	Y ²	Y ²	Y ²

Y (Yes) Land use and related structures are compatible without restrictions.

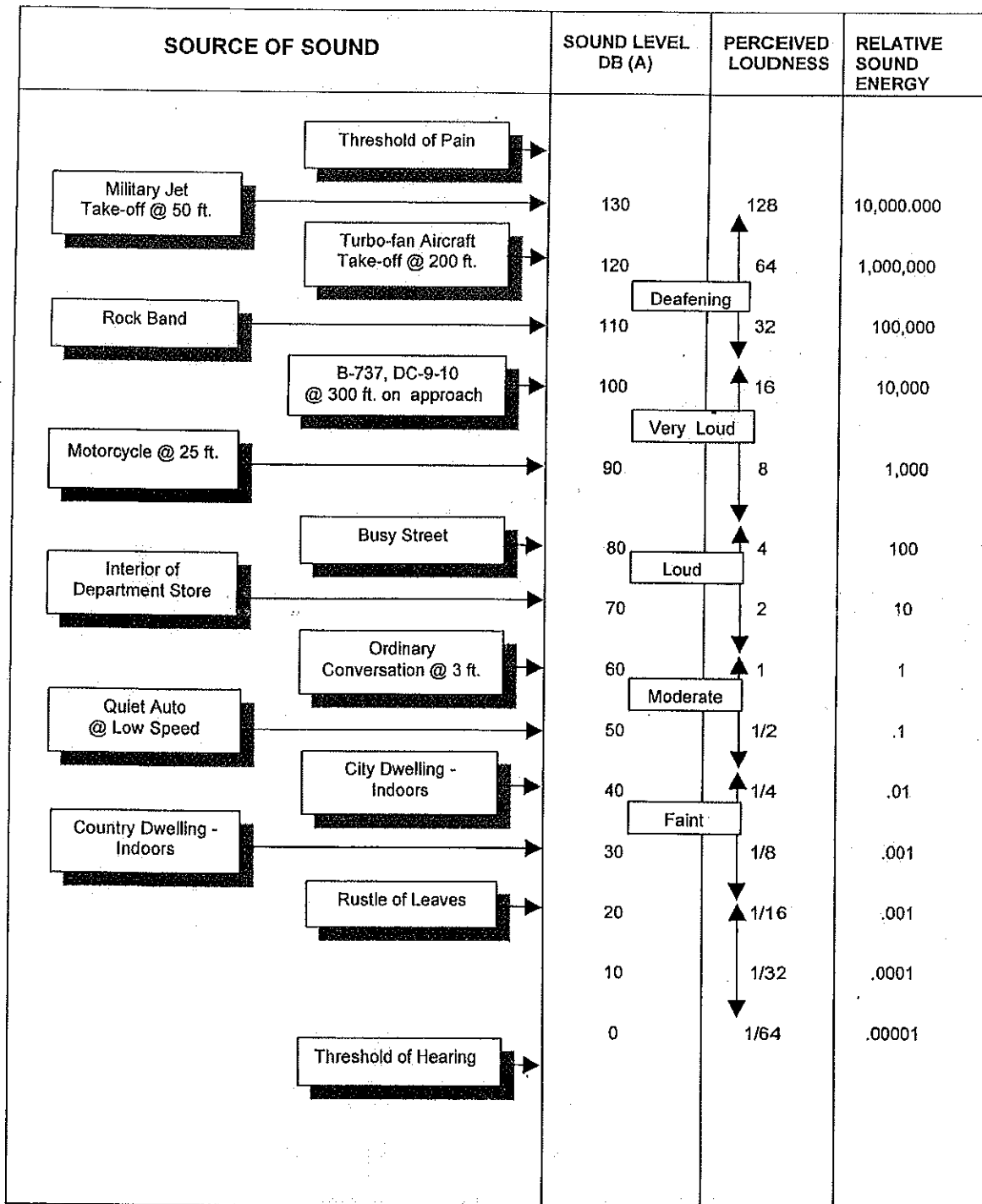
Y² Land use and related structures are generally compatible; however, noise-level reduction measures should be incorporated into the design and construction of structures

N (No) Land use and related structures are not compatible and should be prohibited

N¹ Residential uses are strongly discouraged, but may be allowed if the community conducts an analysis to determine that a greater community need is being met by permitting residential uses at these locations. Where it is determined that residential uses may be allowed, noise level reduction measures should be a condition of approval.

Source: FAR Part 150; American Planning Association, Planning Advisory Service Report Number 437, *Airport Noise Regulations*

Figure 5: Typical Sound Levels



Source: Coffman Associates, Inc., Master Plan Update and Noise Exposure Map Update, Port Columbus International Airport

Airport Overlay District. The creation of an airport overlay zoning district is perhaps the best technique to encourage compatible land uses around the airport. This special type of zoning district places additional standards and requirements on properties located within an existing, or underlying, zoning district. The size and location of an airport overlay district is typically determined by the airport noise contours. The FAA guidelines for land use compatibility are used to determine the permitted land uses and related development standards within the overlay district. Land uses that are sensitive to certain noise levels are not permitted within the overlay district, or portions thereof, in order to protect the public health, safety and welfare. In addition to limiting the types of permitted land uses, the overlay district may require retrofitting of existing structures and new development standards for proposed structures.

Air Installation Compatible Use Zones (AICUZ) Study. In 2001, an update of the 1993 Scott AFB Air Installation Compatible Use Zone (AICUZ) Study was conducted. The purpose of the long-standing AICUZ program is to promote compatible land development in areas subject to aircraft noise and accident potential. Air Force AICUZ guidelines reflect land use recommendations for the clear zones (CZs), accident potential zones (APZs) I and II, and the four noise zones (DNL 65-69 dB, DNL 70-74 dB, DNL 75-79 dB, and DNL 80 dB and greater.)

As noted in the 2001 AICUZ Study, the guidelines recommend land uses that are compatible with airfield operations while allowing maximum beneficial use of adjacent properties. The land use analysis and zoning discussion in the AICUZ Study apply to Scott AFB and does not apply to Mid-America Airport. However, because military aircraft use the Mid-America Airport runway, the study depicts the noise contours resulting from both civil and military aircraft operations at the Airport's runway similar to the noise contours used for the federal aviation regulations. Furthermore, FAA guidance does not establish CZs and APZs for runways at civil airports. These designations are specific to Scott AFB and are further clarified in the 2001 AICUZ Study.

2.2.3 Significant Factors Affecting Development

The significant factors affecting development in the Mascoutah area are floodways, floodplains, undermined lands, Scott Air Force Base and Mid-America St. Louis Airport and the state and federal regulations impacting these areas. For example land around the base and airport are regulated by the Department of Defense (DoD) and Federal Aviation Administration (FAA). Specifically, proposed land development in the Accident Potential Zones (APZs) are subject to review in accordance with standards included in the AICUZ Study. The locations of these factors are depicted in Figure 6.

FACTORS AFFECTING DEVELOPMENT

Figure 6

2.3 Land Use Plan

The primary element of the Comprehensive Plan is its distribution of land uses. All other plan elements respond to the placement of anticipated future uses. Types of use, intensity of use and inter-use compatibilities are all relevant considerations. This chapter responds to Mascoutah's land use needs by providing text and mapped directives that achieve the City's vision. A land use plan was prepared for the City based on the following:

- (1) The existing land use pattern;
- (2) The factors affecting development map;
- (3) The preliminary goals and objectives as revised by the Planning Commission and the City Council; and
- (4) The concept land use plan

Land use plan designations for all lands within the City and areas adjacent to the City are described in this section. It is the City's desire to develop areas west, south and east of the present City limits which is depicted on the Land Use Plan map. This area extends west to New Highway 158, south to Jefferson Road and east to Richter School Road. The Land Use Plan is graphically depicted in Figure 7.

2.3.1 Floodway

Portions of the City and surrounding area located in the channel of Silver Creek, Hog River or other significant creek and depicted as floodway on the City's Flood Insurance Rate Map (FIRM) are designated as Floodway. Development in the floodway will be limited to recreation facilities, conservation uses or infrastructure support facilities such as storm water management facilities or electric power lines. No fill can be placed in the floodway, and permanent structures shall be strictly regulated in these areas.

2.3.2 Parks/Open Space

Existing parklands are included in this classification. Open space lands shall be limited to park and recreation use, green space, trails, natural areas, and customary accessory activities.

2.3.3 Rural Residential

This land use classification was developed to identify land which is presently located well outside the City limits and does not have public infrastructure readily available to serve conventional residential subdivision development. These areas are generally located further from supporting street and roadway systems, and densities should be kept to .5 to 1 unit per acre. Rural Residential is also suitable for agricultural zoning and land use. This is a typical holding designation for properties at the far edges of the City's planning area.

In addition to lowering density in the Rural Residential areas, an innovative planning technique which is used more frequently is the concept of “Conservation Subdivision Design.” Imposing conservation subdivision design measures in these areas would protect natural amenities and preserve land resources. Conservation subdivision design requires careful attention to site planning to delineate areas to be protected as open space and areas to be developed as home sites.

Ideally, a conservation design will identify unique, scenic, or significant natural features of a site to be preserved in large contiguous blocks. Homes and lots are then laid out to maximize visual and physical access to the open space by the residents. Homes are clustered together on smaller lots, usually in a few areas of the site to maximize each resident’s access to the open space. The combined effect of the protected open space and the clustered homes results in an average overall density less than the density using a conventional subdivision design. An easement or other mechanism for preserving the open space ensures that the open space will not be developed. (Conservation Subdivision Design Handbook, *Southwestern Illinois Resource Conservation & Development, Inc.* 2006)

2.3.4 Low-Density Residential

Low-Density Residential areas will consist of single-family dwellings. The maximum residential density in these areas will not exceed five dwellings per acre. This land use classification covers lands with few development constraints. Some areas may contain minor floodplains. This classification is intended for areas located within the planning area to be developed as single-family uses in a density consistent with these guidelines and for selected undeveloped areas in the City. Besides residential developments, this land use classification will include schools, places of worship, parks and similar institutional and recreational uses that are commonly found in residential areas.

Low-Density Residential developments have historically been viewed only as detached structure developments. It is also appropriate that this Comprehensive Plan acknowledges attached and cluster single family home structures that stay within the 5 unit per acre constraint, and provide design features that preserve privacy and other amenities suitable for single-family lifestyles. These attached single family units or “villas” represent another housing option desired by certain population segments.

2.3.5 Medium-Density Residential

This land use classification is designed for areas that are within the central part of the City, near downtown, and which have developed at higher residential densities. These areas also are served by roads and utilities or are anticipated to have sufficient infrastructure in the future to support urban residential densities. Moreover, these areas are free from significant development constraints such as floodplains and aircraft noise. The maximum residential density in these areas may exceed five dwelling units per acre but will generally not exceed 12 dwelling units per acre. Besides traditional single-

family detached dwellings, this area may include single-family cluster developments, single-family attached dwellings, duplexes and multi-family dwellings. In addition to residential developments, this land use classification will include schools, churches, parks, and similar institutional and recreational uses that are commonly found in residential areas.

Another application of the Medium-Density Residential development range may be found as part of a “Planned Unit Development.” Such developments should accommodate innovative mixes of residential options which integrate well with commercial uses.

2.3.6 Public and Semi-Public Lands

Major concentrations of public and semi-public lands are identified on the existing land use map. These uses include schools and several other similar uses identified in the existing land use survey. Some existing public and semi-public lands will not be depicted on the Land Use Plan map because of their relatively small size.

The City intends to re-designate the “public use” areas in the first revision of the Comprehensive Plan to more accurately reflect actual uses. To this end, the City has adopted a zoning district, “Community Facility and Open Space (CF).” This zone district will be applied over the next few years.

2.3.7 Office-Residential

This classification is intended to allow a broad range of office uses, single-family and multi-family residential uses. This land use classification is primarily located on West Main Street and is proposed as an alternative to strip commercial development along Main Street. In addition to office and residential developments, this land use classification includes schools, churches, small parks, and similar institutional and recreational uses that are commonly found in residential and office areas.

2.3.8 Downtown

The Downtown classification includes the area of the City’s original Main Street District. This area is generally bounded by the north side of Church Street on the north, Second Street on the west, Independence on the east, and State Street on the south. This land use classification will allow a broad range of commercial and institutional uses that are typically found in downtown areas such as retail, office, and service uses. In addition, residential use will be allowed either in the rear of any building or on the second floor of any building provided that the first floor is devoted to a commercial use.

2.3.9 Commercial

The Commercial land use category is intended primarily for retail and office uses. This category will allow a broad range of retail uses and will include many uses allowed

in the City's commercial zoning districts. Office uses will primarily consist of business and professional offices. Specific commercial land uses will be regulated by the City's zoning regulations. Areas designated for commercial purposes are located along major collector streets and at primary intersections between major residential developments which will serve needs of the "local" market.

2.3.10 Highway Commercial

The Highway Commercial classification is designated for land adjacent to Interstate 64 and includes the I-64 and Illinois Route 4 intersection. The land is positioned on a predominantly open agricultural area in the northern portion of the City providing desired opportunities for development expansion. It includes the most marketable land in the City given its location to a major interstate intersection. The uses encouraged within this classification will include the most intense retail/commercial service related uses, i.e. restaurants, hotels, attracting a "regional" market. Additional site development and zoning regulations may be applied to this area to create the best marketable use of the land for development investment.

2.3.11 Industrial

The Industrial classification is designed to allow warehousing, storage, wholesaling, and light manufacturing uses. This classification includes much of the existing industrially zoned areas of the City. This classification is for some of the lands located in the Highway 4 corridor that are developed for light industrial users, some of the vacant lands near the airport, and some vacant lands which are surrounded by retail and industrial areas. In addition, in selected areas, this classification will allow for general industrial uses including areas that have traditionally been used for industrial and manufacturing operations that could have some off-site impacts including noise, vibration, or glare. This classification is also designed to provide areas for selected heavier industrial uses that already exist in the City.

2.3.12 Airport

The Airport land use classification is designed for the land owned by MidAmerica St. Louis Airport. This classification is intended to allow airport-related uses and uses that are compatible with the airport. Selected land uses include airport terminals, hangars, and accessory uses; airport-related industrial uses; and retail uses that are compatible with the airport.

2.3.13 Scott Air Force Base Related Uses

The intent of this classification is to identify areas impacted by the presence of Scott AFB. The need to expand the AFB and to develop accessory related uses which support the base community (i.e. private housing, day care facilities, and commercial services) will be key factors in determining what type of land uses are compatible in

these areas. It is most certain that this designation will include a variety of land uses which are compatible to the base and its operation.

2.3.13.1 Additional Airport and Air Force Base Actions. Over the years since the 2001 Comprehensive Plan, especially over the past three years, the City, Scott AFB, and the County have improved the knowledge base and communications practices as applied to mutual planning needs and development evaluations.

The use of formal notifications, review of use of AICUZ guidelines have been great additions to assuring development's compatibility with the Airport and Scott AFB. Further land use compatibility work is currently in progress within the 2007/08 Joint Land Use Study (JLUS). All neighboring cities (Mascoutah, O'Fallon, Lebanon and Shiloh), St. Clair County and Scott AFB are partners in this much needed study. Products expected include: 1) an integrated Master Comprehensive Plan incorporating all 6 agencies Comprehensive Plans and 2) an articulated "land use matrix" providing meaningful information on compatible land uses affected by Scott AFB limitations, without the existing AICUZ ambiguities. (Refer to Chapter 10, Appendix, Support Documents for a copy of the current AICUZ)

2.3.14 Overlay Districts

The City should continue to employ the use of overlay districts. The Comprehensive Plan designates three (3) overlay districts; Airport Overlay, Accident Potential Zone Boundary Overlay, and Highway Corridor Overlay. These overlay districts contain land which has unifying characteristics. Due to these characteristics, special attention will be given to ensure appropriate development relative to these characteristics. This special type of zoning district places additional standards and requirements on properties located within an existing, or underlying, zoning district.

For example, Airport is a Land Use Plan designation noted in the Comprehensive Plan, and the City's Zoning Code includes an Airport District and an Airport Overlay District. The Airport Overlay District encompasses a larger area than the Airport District. There is land zoned Light Industrial located in the Airport Overlay District. The Airport Overlay District requirements supercede the "underlying" district requirements.

2.3.14.1 Airport Overlay District. The creation of an Airport Overlay District is perhaps the best technique to encourage compatible land uses around the airport. The size and location of an Airport Overlay District is typically determined by the airport noise contours. The FAA guidelines for land use compatibility are used to determine the permitted land uses and related development standards within the overlay district. Land uses that are sensitive to certain noise levels are not permitted within the overlay district, or portions thereof, in order to protect the public health, safety, and welfare. In addition to limiting the types of permitted land uses, the overlay district may require retrofitting of existing structures and new development standards for proposed structures.

2.3.14.2 Accident Potential Zone (APZ) Boundary Overlay District. The boundary of the APZs 1 and 2 are shown on the Land Use Map. Changes in land use within these zones should be in accordance with the most current AICUZ Study. Since the Air Force had indicated their opposition to any development within the APZs, the City will discourage development in these areas. Should a development in an APZ be deemed appropriate, a finding of compatibility of the proposed land use from Scott AFB will be required.

2.3.14.3 Highway Corridor Overlay District. The creation of a Highway Corridor Overlay District will encourage compatible development for large tracts of land with excellent highway accessibility. A Highway Corridor Overlay District should be created for the purpose of preserving the quality and appearance of all types of development, i.e. industrial, commercial, and residential, along major highways serving as primary entrances into the City. Land within the Highway Corridor Overlay District will be subject to following Planned Development Procedures in accordance with the City's Zoning Ordinance.

LAND USE PLAN

Figure 7

2.4 Land Use – Goals and Sub-Goals

2.4.1 General

Goal: Provide a plan for distribution of land uses that reflect the vision of the community in terms of types of uses and the interrelationship of uses that are respectful to the natural and manmade features of the community.

Sub-Goal: Develop with a proper balance of residential, commercial, and business/industrial land uses to ensure various housing options, places to shop, and employment opportunities.

Policy: Require planned developments along Route 4 and Route 177 to provide for mixed use developments with commercial opportunities that are no less than 25% of each 40 acre parcel adjacent to the State highways.

Policy: Develop a sub-area for west Route 177 to the proposed Route 158 Connector to promote compatible mixed use developments, i.e. commercial, residential.

Policy: Encourage commercially zoned properties to provide development with sales tax generation uses.

Policy: Develop a sub-area plan for Route 4 and Route 161 intersection to promote compatible commercial, business, and industrial land uses.

Policy: Establish a Highway Corridor Commercial District for land adjacent to Interstate 64.

Sub-Goal: Expand and develop outward from the central core of the community by employing the “concentric ring” method assuring cost effective extensions of utilities and services.

Sub-Goal: Continue efforts with Scott Air Force Base, St. Clair County, and other municipalities to achieve desired development in areas within and beyond the City’s jurisdiction.

Sub-Goal: Establish a Geographical Information System (GIS), which includes St. Clair County and other regional data, to assist with City planning and development activities.

Sub-Goal: Encourage infill development to keep the City's overall development pattern compact using vacant and underutilized land with the interior of the City.

Policy: Develop local incentives to encourage development of vacant and/or underutilized parcels in the center of town particularly properties along Main Street.

Policy: Establish development standards to protect residential areas from more intense land uses such as commercial and industrial, i.e. screening, landscape buffers.

2.4.2 City Image

Goal: Mascoutah's image shall be that of a unique, well kept, historic town.

Sub-Goal: Historic buildings should be maintained and preserved, except dilapidated buildings.

Policy: Pursue historic preservation services from state sources, i.e. Certified Local Government (CLG) Program.

Policy: Identify historically significant buildings and districts and pursue potential local and national historic designations.

Sub-Goal: Strengthen nuisance code in order to better enforce maintenance of property.

Policy: Improve on the occupancy/maintenance program to ensure structures and conditions of properties continue to be code compliant.

Policy: Enforce the building code as documented in City Ordinances.

Sub-Goal: Dilapidated buildings should be repaired and brought into compliance with City Ordinances or steps taken to remove these structures.

Sub-Goal: Adhere to architectural review guidelines to ensure architectural harmony between existing, remodeled, and new structures within the City.

Policy: Develop quality design guidelines for commercial, business/industrial and residential development.

Policy: Revise code to require pockets of landscaping in public and private parking lots to break up large paved areas.

Sub-Goal: Primary corridors will develop as attractive entryways into the community and will include repeating thematic elements such as fountains in retention basins.

Policy: Improve sign regulations along primary corridors (I-64, Route 4, Route 177).

Policy: Establish major gateways into the community and enhance areas with appropriate signage, landscaping, and decorative elements.

Policy: Devise development guidelines for properties along the Route 4 Corridor.

2.4.3 Annexation

Goal: Annex property in a logical manner, assuring the availability of City services and community balance.

Sub-Goal: Priorities for direction of growth are 1) infill on the north; between the “big ditch” and Fuesser Road, and non-residential on up to Route 4/I-64 interchange, 2) to the west; between Silver Creek and the new Route 158 (Gateway Connector), 3) to the south, and 4) to the east of the present City limits.

Sub-Goal: Expand City boundaries generally west to the proposed Gateway Connector alignment, south to Jefferson Road and east to Richter School Road.

Policy: Negotiate annexation agreements with property owners prior to development to preserve the City’s position with respect to controlling development and to detail what municipal services will be offered.

Sub-Goal: Consider the cost and benefits of projects prior to annexation and extension of City infrastructure and services.

Policy: Prepare boundary agreements with neighboring communities and townships, based upon accepted land use principles and efficient planning areas, to guide annexation boundaries and extension of utilities.

2.4.4 Airport and Scott Air Force Base Compatibility

Goal: Promote land development in areas surrounding Scott Air Force Base and MidAmerica St. Louis Airport that protects the interests of the airport and the Air Force Base and the economic development needs of the area.

Sub-Goal: Coordinate with St. Clair County and Airport officials on development plans for airport and county owned property around the airport.

Policy: Participate in regional planning efforts to coordinate future land use and resolve present/future development issues in areas surrounding Scott AFB and MidAmerica Airport, i.e. Scott and MidAmerica Leadership Council, Joint Land Use Study.

Sub-Goal: Coordinate with Scott AFB and County officials to review developments for land around the Air Force Base and airport.

Policy: Coordinate with Scott AFB, Airport, and County officials to review all land use applications for properties located in the Airport Overlay District, including the Accident Potential Zones (APZ), within the City limits.

Policy: Require Department of Defense and United States Air Force review and a finding of compatibility for all land development proposals in the APZ-1 and APZ-2.

Policy: Discourage any development in the APZ-1.

Policy: Require planned developments for residential areas in the APZ-2 and require a finding of compatibility for all land development proposals within the APZ-2.

2.5 Fulfillment of Land Use Goals and Policies

2.5.1 General Land Use

A majority of land in Mascoutah has development challenges. Storm water management and extension of utilities must be designed to work with a relatively flat terrain. The City is traversed with creeks, and the Silver Creek Corridor, located to the west of the City limits, places floodplain regulations on fill and construction methods.

The City is anticipating commercial and industrial development north of Fuesser Road to Interstate 64, due to this area's location to a major highway/interstate system and its proximity to Scott Air Force Base and MidAmerica St. Louis Airport. Residential development is encouraged to begin south of Fuesser Road, and preferably outside of the Airport Overlay District, where additional development regulations are imposed.

The present City limits has thousands of acres left to develop for all types of development; industrial, commercial, residential and park land and open space.

2.5.1.1 Balance of Land Uses. It is the desire of Mascoutah residents to grow and develop with a proper balance of residential, commercial, and industrial land uses. Open space and recreational uses should fit into the equation as well, to ensure a high quality of life and well being for all its citizens. Residents desire various housing options and more shopping choices and employment opportunities.

2.5.1.2 Controlled Growth. The potential to balance the various land uses as described above is increased by proper planning and execution of the City's Comprehensive Plan. It is in the City's best interest to encourage infill development and develop outward from the central core to provide the most efficient use of the City resources and services.

2.5.1.3 Regional Land Use Planning. Coordination and cooperation with other government entities, i.e. state, county, townships and neighboring municipalities will provide a development framework for future annexations, utility extensions, transportation improvements, land use regulations, and zoning requirements. Viewing Mascoutah in a larger context will assist the community in making future land use decisions which ultimately affect future development.

2.5.1.4 Undermined Areas. A substantial portion of the area under the City and the area east of the City has been mined. The approximate locations of mined lands are shown in Figure 6. Property owners should acquire mine subsidence insurance and consider the possibility of mine subsidence when designing new buildings.

2.5.1.5 Underground Drain Tiles. Mascoutah was an agricultural community for many decades. Because it is level and subject to frequent flooding, underground drain tiles were installed by property owners, often without permit or utility plan. Developers

should be aware of this fact and obligated to retain, relocate, or replace these drain tiles when they find them.

2.5.2 City Image

The City's image is very important to Mascoutah residents. There is a sense of community pride and maintaining a "small home town" feel. The City benefits from having a historic downtown and architecturally significant buildings. Historic downtowns can not be "re-created." Therefore, attention should be given to preserving these attributes. New growth and development should contribute to the City's image. Continuing thorough site plan and architectural review procedures will assist City leaders in maintaining high quality development. Effective code enforcement procedures should fairly address violations of City codes and ordinances and help to project a positive community image.

2.5.2.1 Historic Buildings. City residents have indicated that they want to maintain the image of a well-kept historic town. This sentiment includes maintaining reasonable height limits on buildings of no more than three stories and preserving historic buildings (except those historic buildings which may be in a dilapidated condition). There is also interest in requiring new buildings to use building materials that are consistent with the historic buildings in the City. The City's zoning ordinance needs to be reviewed to ensure that appropriate provisions are in place to limit buildings to three stories in height. Further regulations to regulate building materials and architectural design in certain areas of the city should also be considered.

2.5.2.2 Landscaping/Trees. As with many other historic towns, Mascoutah has many mature trees. In 2007, Mascoutah was designated as "A Tree City." One of the requirements of the Tree City program is to form a board or committee to develop and administer a comprehensive tree management program. This committee should be established to address various tree issues such as proper planting of appropriate species and routine maintenance and inspection.

The City has enacted a subdivision requirement requiring tree-lined streets in all new residential developments. The placement and species of trees planted along streets or in front yards must be accomplished in a way that the trees will not interfere with sidewalks or water and sewer mains. The City should review the list of appropriate tree species and their specifications for their installation to limit any future maintenance issues.

The City's zoning regulations need to be amended to require landscaping and green space requirements for all new developments. A site plan application would require the submittal of a Landscape Plan to ensure that developments are in compliance with the new landscaping and tree requirements.

2.5.2.3 Architectural Guidelines. Currently, the City has architectural review of all new development in Mascoutah. The Planning Commission serves as the

Architectural Review Board and conducts this review as part of the comprehensive evaluation of all development proposals, i.e. subdivisions, site plan reviews, conditional use permits and other project evaluations. The zoning code includes design standards that are intended as guidance only. Devising design standards is important, but more emphasis should be placed on understanding and conveying what is “good design” and “high quality.” Developing a design manual and requiring detailed submittals from developers and builders would assist with communicating “good design.”

2.5.2.4 Primary Corridors/Entryway Treatments. Mascoutah is intersected by two, state-controlled highways; Illinois Route 4 and Illinois Route 177. It is the desire of the City to preserve attractive entryways into the community, and equally important to ensure that major highways continue to operate at optimal levels. Land use planning techniques, zoning regulations and other regulatory controls should be implemented to control site features along these routes, including access points, internal traffic control measures, green space and landscaped areas, off-site and on-site signage, and design review of structural and non-structural features.

2.5.2.5 Code Enforcement. City residents have expressed a desire for more code enforcement activities. In order to maintain the viability of a historic community, often additional efforts are necessary to ensure maintenance is accomplished in a timely fashion. Often times, health and/or safety problems arise in residential units that are not properly maintained. As the City’s housing stock ages, it would be beneficial to enact a program to ensure appropriate levels of maintenance through code enforcement to protect the living conditions of the residents.

2.5.3 Annexation

Annexation can be viewed in two ways. In one way it increases costs for a City in that the City incurs obligations related to the increased level of police and fire protection, and water, sewer, and road services that it must provide to the newly annexed areas. However, advantages of annexation may include 1) increasing the City’s property tax base, 2) increase in census-based motor fuel distributions, 3) increased electric revenues, 4) control of the development around the City, 5) growth in retail sales as business properties are annexed, and 6) the value of bond ratings for the City are positively impacted. In order of priority, the City should consider annexation to the west, south and east. A brief analysis of the advantages and disadvantages of annexing these areas follows.

Utilizing annexation agreements to preserve the City’s position on future growth and development is recommended. An annexation agreement between the City and a property owner (or developer) may specify several conditions related to development, e.g. zoning designation, provision of utilities and other City services.

2.5.3.1 Western Annexation. The area west of the City contains the Silver Creek basin which is comprised of woods, wetlands and floodplain; however, further to the west, land is relatively flat and developable. It is recommended that annexation to the

west be undertaken incrementally so as not to commit the City to significant utility extension cost in a short period of time. The location of the proposed Gateway Connector significantly increases the City's economic interest in extending utilities and annexing land westerly as interest in new commercial and residential development is spurred by the new roadway.

Mascoutah should also consider Annexation in the northwest quadrant of the City, including lands north and east of MidAmerica Runway, and west along the north side of Interstate 64 to the east side of the proposed Reider Road interchange.

2.5.3.2 Southern Annexation. Annexation to the south has some advantages, which includes the fact that land to the south is relatively flat and lies further away from airport noise. Annexation in this area needs to consider the fact that some of this land will not be readily developable due to the floodplain.

2.5.3.3 Eastern Annexation. Similar to property south of the City, lands to the east are relatively flat and are currently outside high airport noise levels. In addition, these lands are relatively free from any floodplain constraints. From a priority basis, annexation to the east does not have to be accomplished in the near future to ensure that the land will be in the City.

2.5.3.4 Boundary Agreements. One method of determining ultimate City boundaries in certain areas is to negotiate boundary agreements with surrounding municipalities. Currently, there is considerable unincorporated land in all directions around Mascoutah. However, this could change in the near future as Belleville and Shiloh consider future annexations of the area west of Mascoutah. It would be advantageous to have preliminary discussions with neighboring City leaders about their plans for annexation toward Mascoutah in order to determine if a boundary agreement between the two cities is necessary or desirable. While there has been no mention of annexation to the north, it might also be desirable to discuss ultimate City boundaries with Lebanon.

2.5.4 Airport and Scott Air Force Base Compatibility

The City recognizes the importance of Scott Air Force Base to the region, specifically the economic impact on the surrounding communities. It is critical that the City work with Scott AFB officials and neighboring communities to ensure that the base and its current and future missions are protected. This involves not promoting land development in areas subject to the accident potential zones. As Mascoutah, nearby cities, and St. Clair County prepare and modify their land development plans, recommendations from the most current Air Installation Compatible Use Zone (AICUZ) Study should be included in their planning processes to prevent incompatible land uses that may compromise the ability of Scott AFB to fulfill its mission.

2.5.4.1 Land Use Planning. The City should incorporate the recommendations from the current AICUZ Study into their current and future land use policies. In general,

development within the APZ's is discouraged by the Department of Defense (DoD). The guidelines included in the AICUZ Study recommend land uses that are compatible with airfield operations while allowing maximum beneficial use of adjacent properties.

The cities of Mascoutah, Shiloh, Lebanon and O'Fallon, St. Clair County, MidAmerica Airport and Scott AFB officials are participating in a Joint Land Use Study (JLUS) largely funded by the Office of Economic Adjustment. The JLUS Study is being undertaken to address the need for adequate land use planning policies between the civilian community and military installations. The purpose of the JLUS is to ensure that military missions can continue without degrading the public health, safety and welfare of surrounding communities, and that local economic development can prosper without reducing national defense readiness. It is anticipated that the JLUS will be completed by June 2008, at which time the City may desire to revise or modify the Comprehensive Plan in accordance with the JLUS recommendations.

2.5.4.2 Development Review Procedures. The land use analysis and zoning discussion in the AICUZ Study applies to Scott AFB and does not apply to MidAmerica St. Louis Airport, which is operated by St. Clair County. The Federal Aviation Administration (FAA) has a program that is comparable to the Department of Defense AICUZ program. The applicability of the FAA program and the AICUZ Study guidelines should be analyzed for all development projects in the Airport Overlay District.

The City should continue its present review procedure to analyze and measure the effects of a land use proposal on Scott AFB missions and MidAmerica St. Louis Airport if the area is located in the Accident Potential Zones (APZ). The review procedures require staff to send certified notice with a description of the proposal and a map depicting the location of the property to Scott AFB, MidAmerica Airport and St. Clair County and require a compatibility determination. Specifically, the City will require DoD and USAF review and approval of land use compatibility in APZ-1 and APZ-2.

2.6 Proposed Mascoutah Facility Planning Area (Sanitary Sewer) Expansion

2.6.1 Planning and Development Background

The current proposed expansion of the Mascoutah Facility Planning Area (FPA) encompasses approximately 8,668 acres in St. Clair County. The expansion, once adopted, will increase the existing FPA of 6,890 acres by 1,778 acres or 20.5%. The expansion area is bounded just south of Faust Road to the north, Machine Shop Road to the east, Grodeon Road to the south and Silver Creek to the west. Much of this area naturally drains westerly to Silver Creek and to the Mascoutah waste water treatment plant making it a natural addition to the Mascoutah FPA. The proposed expansion of the FPA Boundary is graphically depicted in Figure 8.

2.6.2 Land Use Analysis

Current land use in the proposed FPA boundary expansion is primarily Agricultural and a small amount of Rural Residential. The Rural Residential properties are mainly located along Machine Shop Road, Brickyard Road and Grodeon Road.

2.6.3 Future Land Use and Development Guidelines

- Future land use within the FPA boundary expansion is primarily Agriculture, with the exception of existing Rural Residential developments.
- Agricultural/Open Space is preferred in the Silver Creek floodplain.
- Rural Residential is the preferred land use in the outer perimeter of the proposed FPA boundary due to the topography and limited road and utility access.
- Single-Family Residential should be encouraged in areas south of Fuesser Road, which have good road and utility access.
- Commercial development should be encouraged along major arterials, i.e. IL Route 4 and IL Route 161 which have the best road and utility access. Commercial and Industrial development will also be encouraged at key road intersections, i.e. County Road and Route 161.
- IL Route 4 and IL Route 161 are limited access highways and the City should encourage IDOT to create a frontage road system on both sides of, and parallel to, the highway.
- Major intersections are potentially locations for a Community Mixed Use development-a mix of uses including medium density residential (maximum density of 12 DU/acre), office and commercial development.

- Design of the mixed use development should resemble a community center with sites and buildings that have more than one use, pedestrian access and a common design theme.
- City should encourage planned growth and develop outward contiguously from the central core of the community.
- Annexation patterns for the City should include annexing land west of Silver Creek in the short-term, land to the south (away from airport noise) in the midterm, and land to the east in the long-term.
- Future FPA Amendments: Adoption of future FPA expansions will occur as the City grows. Each time the City will reconsider this Comprehensive Plan and the utility extensions to assure the City's abilities and sufficiency of service.

FPA EXPANSION PLAN

Figure 8

Chapter 3 - Traffic Circulation

3.1 Transportation Facilities

Once land use has been defined, the City's transportation/circulation plans are the next element. These primary plans are focused on assuring vehicular travel to and from all locations within the City and through the City to other communities. The plan also provides non-vehicular strategies including pedestrians, biking and public transit systems.

An inventory of existing transportation facilities in the Mascoutah area was prepared as a basis for identifying existing roadway deficiencies, projecting needed roadway improvements, and identifying transportation alternatives. The inventory includes a list of major roads in the City, bike routes, mass transit, airports, and railroads.

3.1.1 Roadway System

The St. Louis region has a well-defined roadway system including a number of interstate highways that are supplemented by other federal, state, and county arterial roads. Interstate highways include I-44, I-55, I-64, I-70, I-170, I-255, and I-270. Mascoutah is served by I-64 and Illinois Routes 4, 161, and 177.

3.1.2 City Streets

Since 1996, hard surface streets have been required. Current subdivision requirements call for a combination gutter with street sewers. The remainder of the road system consists of an oil and chip surface. Several miles of City streets have been improved with hard surface such as asphalt or concrete. Approximately 32 miles of streets south of the Big Ditch are oil & chip surface. The City has implemented an annual paving program to improve streets and reduce the reliance on oil and chip surface.

3.1.3 Mass Transit

3.1.3.1 Buses. Bi-State Development Agency operates 572 buses over 122 fixed routes covering the St. Louis Metropolitan Area. Mascoutah is served by route 564X, the Mascoutah Express Route and by route 564, the Lebanon Mascoutah Shuttle. Express routes operate during morning and evening rush hours. The shuttle provides service to the City and MidAmerica St. Louis Airport with southbound service every two hours and northbound service every two hours between 9:00 a.m. and 6:00 p.m. In Mascoutah, the shuttle stops at MidAmerica St. Louis Airport, Jefferson and Main, and at 6th Street and Harnett Street.

3.1.3.2 Light Rail Transit. Bi-State Development Agency introduced service on MetroLink, a light rail system in July of 1993. MetroLink connects Lambert-St. Louis International Airport through downtown St. Louis to East St. Louis and over to Scott AFB. The present 38 mile route includes 37 stations. MetroLink was projected to carry

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an estimated 12,000 passengers per day during its first year of operations and 30,000 riders by the year 2000. The system greatly exceeds those projections and currently averages more than 44,000 riders per day.

An extension of MetroLink from East St. Louis to Southwestern Illinois College in East Belleville was completed in 2001 and to Scott AFB in 2003. A further extension of this line to MidAmerica St. Louis Airport is planned but not programmed for construction.

3.1.4 Airports

3.1.4.1 MidAmerica St. Louis Airport. MidAmerica St. Louis Airport, a joint-use (military/civilian) airport is located in the northern part of the City adjacent to Scott AFB and Interstate 64. A 10,000-foot long runway (designated 14L/32R) was constructed to serve civilian air traffic. This runway is parallel to the 8,000-foot long main runway for Scott AFB (designated 14R/32L) and a crossover taxiway connects the two primary runways. A passenger terminal has been constructed with potential for expansion up to 85 gates. In addition, a large cargo terminal was recently constructed. The airport has a US Customs office and port identification facilitating international cargo shipment. Foreign Trade Zone #31 was extended to MidAmerica Airport from the Tri-City Regional Port District to spur development and commerce. Additional information on the airport is available at www.flymidamerica.com. Information on FTZs may be found at www.naftz.org.

3.1.4.2 Lambert-St. Louis International Airport. Lambert-St. Louis International Airport is located approximately 35 miles northwest of Mascoutah. The airport is operated by the St. Louis Airport Authority and includes five runways. Lambert averages approximately 1,100 scheduled daily departures by several airlines providing passenger and cargo transporting services. The airport's web site is www.lambert-stlouis.com.

3.1.4.3 St. Louis Regional Airport. St. Louis Regional Airport, formerly Civic Memorial Airport, is located in Bethalto approximately 30 miles north/northwest of Mascoutah. It serves as a general aviation/reliever airport for the St. Louis region. Regional covers 2,300 acres of land and is governed by a seven-member board. The airport's main runway is 8,100 feet long and 150 feet wide, and a second runway is 6,500 feet long and 100 feet wide. The airport's web site is www.stlouisregional.com.

3.1.4.4 St. Louis Downtown Airport. St. Louis Downtown Airport is located in Cahokia, approximately 20 miles west of the City. It was designed as a reliever airport for the St. Louis region to principally serve general aviation traffic. The airport has two asphalt runways, a primary runway 5,500 feet long and a crosswind runway 2,800 feet long. The primary runway is fully instrumented. Additional airport information is available at www.stlouisdowntownairport.com.

3.1.5 Railroads

The St. Louis area has traditionally been a major rail center. Currently, St. Louis is the second largest rail center in the United States. Freight-hauling railroads in the immediate area include a Norfolk Southern line which passes through the northern part of the City on an east/west route from Centralia to Belleville and a CSX line runs parallel to U.S. Highway 50, south of Lebanon. Passenger service in the metropolitan area is provided by Amtrak. The Terminal Railroad Associations is the governing body which oversees all railroad activities in the Metro East and St. Louis Metropolitan Area.

3.1.6 Ports

3.1.6.1 Port of Metropolitan St. Louis. St. Louis is located at the center of the Mississippi River inland waterway system. The Port of Metropolitan St. Louis stretches for 70 miles along both banks of the Mississippi River, and includes part of the Missouri and Kaskaskia Rivers. It encompasses several port districts and authorities in Illinois and Missouri and is the second busiest port on the inland waterway (second only to Pittsburgh). It is also the northernmost year-round ice-free port on the waterway and the southernmost port with lock-free navigation to New Orleans and the Gulf of Mexico. The port handles in excess of 26 million tons of freight annually.

3.1.6.2 Tri-City Regional Port. Tri-City Regional Port is located on the Chain of Rocks Canal in Granite City, Illinois, approximately 15 miles northwest of the City. It has a minimum operating depth of nine feet to facilitate commercial traffic and is open year-round.

3.1.6.3 Alton Barge Terminal. The Alton Barge Terminal in Alton on the Mississippi River provides facilities for shipping and receiving products. The primary goods shipped and received are coal, grains, and petroleum products. It has a minimum operating depth of nine feet to facilitate commercial traffic.

3.2 Regional Transportation Improvements

A number of transportation improvements in the region have recently been completed or “proposed” for the Mascoutah area. Transportation improvements completed or proposed by the Illinois Department of Transportation (IDOT), and the St. Louis Metropolitan Area Transportation Improvement Program (TIP) are outlined below. Updates on the projects included in this section may be found on IDOT’s web site at www.dot.state.il.us.

3.2.1 Lambert-St. Louis International Airport (Completed)

Expansion of Lambert-St. Louis International Airport was completed in 2006. The expansion involved: 1) the completion of a 9,000 foot runway, known as runway 11-29; 2) two 9,000 foot taxi ways; 3) a straighter and more easily accessible Natural Bridge

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Road exit; 4) a new airfield fire station; and 5) the acquisition of 2,000 residential and commercial parcels.

3.2.2 Interstate 64 Add-Lane (Completed)

This project included widening of 7.7 miles of 4-lane pavement to six (6) lanes with the addition of one 12 foot lane in each direction constructed within the existing median area. The road work included bituminous resurfacing on I-64 from IL Route 157 in Caseyville to Greenmount Road in Shiloh, bridge replacements, bridge repairs, new highway lighting, new signing, upgraded traffic signals and reconstruction of IL Route 157. Following completion of this project, the interstate's capacity increased approximately 50%, helping to alleviate traffic congestion from the 71,000 vehicles/day currently traveling through this corridor. The project cost was approximately \$56 million and was completed in the summer of 2007.

3.2.3 Illinois Route 158 Outer Belt, "Gateway Connector" (Proposed)

In 1999-2001, an Illinois Route 158 Outer Belt Feasibility Study was conducted to determine the need for a new transportation corridor to serve the Metro East. A "Recommended Study Corridor" was identified which consists of roughly 37 miles extended from the I-55/70 – U.S. 40 interchange near Troy in Madison County, south and west through St. Clair County, to I-255 near Columbia in Monroe County. This proposed alignment is located approximately 3 miles west of Mascoutah. At a minimum, it could be 10 to 15 years before any construction of a new regional transportation facility within the corridor. The 400' protected corridor has been placed on the Traffic Circulation Plan.

3.2.4 Exit 21 on Interstate 64 (Proposed)

Area leaders have been working with IDOT officials on developing an interchange along Interstate 64 between IL Route 158 (Exit 19) and IL Route 4 (Exit 23) in the area of Reider Road. This new interchange would greatly enhance development opportunities in the immediate area particularly around MidAmerica St. Louis Airport.

3.2.5 New Mississippi River Bridge (Proposed)

The Illinois Department of Transportation (IDOT) and the Missouri Department of Transportation (MoDOT) have developed a network of transportation improvements named the "New Mississippi River Bridge Project" that features a new bridge connecting Missouri and Illinois just north of downtown St. Louis. In 2006, a re-evaluation study was completed to provide the Departments with recommendations to improve the transportation corridor that reduces the cost and allow for completion of the project in a timely manner, although no time frame for its completion has been given. Recently, Illinois and Missouri have reached an agreement to build a new bridge.

3.3 Traffic Circulation Plan

The Traffic Circulation Plan for the Mascoutah area is depicted in Figure 9. Existing and proposed major roads are depicted according to their functional classification. Future subdivision collectors and local streets are not depicted on the plan. These streets will be added as development occurs. Subdivision collectors will be proposed by developers and approved by the City as part of the subdivision plat approval process.

3.3.1 Functional Street Classification

The Functional Classification System, as defined by the Illinois Department of Transportation, is a system used to categorize the design and operational standards of urban roadways according to their traffic volume and purpose in moving vehicles. Existing and future roadways in the City are classified by functional characteristics to determine future right-of-way (ROW) width requirements. Streets and highways are classified as follows:

3.3.1.1 Freeway. A freeway is a facility that is divided and has full control of access such that no traffic crossings or intersections occur at grade. Freeways are designed solely for the purpose of moving high-speed traffic and are not designed to provide access or service to abutting properties. All interstate highways are designed to freeway standards. Rights-of-way should be a minimum of 200 feet and will generally average 300 feet or more. Pavement widths shall be at least 48 feet. Pavement shall consist of two roughly parallel strips of pavement separated by a grassed median. Each strip of pavement will be a minimum of 24 feet wide (to accommodate two, 12-foot wide lanes) plus paved shoulders.

3.3.1.2 Principal Arterials. (90' back of curb to back of curb, "B-B", 120' ROW) Principal arterials have considerable continuity and are the major streets and highways moving traffic through the Mascoutah area. These arterials primarily connect the City to other arterials and cities in the area. Minimum rights-of-way should be 120 feet and minimum pavement widths should be 48 feet or 64 feet when constructed with a 16-foot wide center median. Because principal arterials are designed to move traffic and provide restricted access, they should provide no driveway access to adjacent residential land uses. Residential lots should back onto arterial streets or be accessed by frontage roads. Commercial land uses may be provided access to arterial streets, but only when access to local or collector streets cannot be obtained. Current arterials in Mascoutah include State highways, Illinois Route 4, Illinois Route 177, and Illinois Route 161.

3.3.1.3 Minor Arterials. (64' "B-B," 88' ROW) Minor arterials have good continuity within Mascoutah and serve a high percentage of the automobile trips originating in the City. These roads also provide connections to most areas of the City to facilitate intra-city trips. Minimum rights-of-way should range from 70-to-88 feet. Four lanes will require a minimum 52' pavement width (b-b) and 72'r-o-w, and five (5) lanes

will require a minimum 64' pavement width (b-b) and 88' of r-o-w. Minor arterials in Mascoutah include 6th Street.

3.3.1.4 Collector Streets. Collector streets are facilities that collect traffic from local streets and channel it to the arterial street system. Collector streets provide three (3) lanes (two traffic lanes and one turn lane), and serve a large portion of the trips beginning and ending in Mascoutah. Collector streets have good continuity within the City. Minimum rights-of-way shall be 60 feet. Urban collector streets in Mascoutah include County Road, Fuesser Road, Harnett Street, 10th Street, and Progress Parkway.

- a. **Collector, Back-Loaded.** (40' "B-B," 70' ROW). A back-loaded, or rear-loaded, collector street, providing three (3) lanes, is recommended for routes anticipated to carry larger volumes of traffic. The back-loaded collector restricts driveways and entryways from accessing the collector street.
- b. **Collector, Front-Loaded.** (40' "B-B," 60' ROW). A front-loaded collector street, providing three (3) lanes, is recommended for routes anticipated to carry less volume of traffic than back-loaded collectors. The front-loaded collector allows driveways and entryways to access the collector street.

3.3.1.5 Local Streets. (32' "B-B," 50' ROW) A two (2) lane facility serving limited amounts of residential/commercial and industrial traffic and for access to abutting properties. While some local streets have moderate continuity, some consist of cul-de-sacs and loop streets that may terminate at a T-intersection with another local street or collector street. Although the minimum pavement and ROW width for a local street is 32' and 50' respectively, the City should encourage 36' pavement width in a 54' ROW.

TRAFFIC CIRCULATION PLAN

Figure 9

3.3.2 Traffic Circulation – Goals and Sub-Goals

Goal: Provide a street/highway system designed to efficiently move traffic through and between all areas within the community.

Sub-Goal: Through industrial truck traffic on Main Street and local streets should be discouraged and limited to local deliveries only.

Policy: Route truck traffic to the north (by-pass) via Route 161.

Policy: Pass City ordinance and post signs to limit truck traffic to local deliveries only.

Sub-Goal: Increase and improve the number of through routes within and beyond the City.

Sub-Goal: Implement an annual paving program to improve streets and reduce the reliance on oil and chip surface.

Sub-Goal: Construct improvements to County Road from Fuesser Road to Route 161.

Sub-Goal: Construct improvements to Fuesser Road from Route 4 to County Road.

Sub-Goal: Re-construct Harnett Street from Route 4 to 6th Street.

Sub-Goal: Construct North 10th Street extension from Hackberry Drive to Indian Prairie Subdivision.

Sub-Goal: Build east/west collector north of Prairie View Estates from Route 4 to N. 6th Street.

Sub-Goal: Extend streets in Mascoutah Business Park as may be required by future development.

Sub-Goal: Extend Hayden Drive west to Reider Road.

Sub-Goal: Develop a new east/west collector street south of Main Street, potentially along the former L & N Railroad.

Policy: Require cross access easements within planned developments along Route 4 and Route 177.

- Policy:** Require developers to assist in road improvements by dedicating rights-of-way and construction and/or improving roads leading to their developments.
- Policy:** Encourage use of alternative transportation modes, including bicycles and public transportation to reduce traffic volumes.
- Sub-Goal:** Develop pedestrian and bike paths connecting commercial and residential areas to schools, parks and open spaces (see Parks & Recreation Element).
- Policy:** Coordinate planning efforts with Illinois Department of Transportation and other governmental jurisdictions to ensure development opportunities along all existing federal and state highways, and the proposed Route 158 Outerbelt “Gateway Connector”, are achieved.
- Policy:** Require a street classification system and revise the street details for the various types of streets to include in the subdivision requirements.
- Sub-Goal:** Incorporate various design techniques into a development that encourage efficient traffic movements and promotes public safety.
- Policy:** Encourage curved streets, particularly in residential developments, to avoid conformity of lot appearance and to serve as traffic calming measure.
- Policy:** Require that in commercial and industrial developments, streets are planned in connection with the grouping of buildings, truck loading and maneuvering areas, and walks and parking areas so as to minimize conflict of movement between the various types of traffic, including pedestrian.
- Policy:** Where a subdivision borders on or contains an existing or proposed arterial, design lots so they back onto the principal arterial and front on a local street. Screening will be required along the rear property line of such lots.
- Policy:** Require new subdivisions to be platted with a minimum of two access points to surrounding streets, except for subdivisions with less than 50 lots, which may be platted with a single entrance.

Policy: Require developer to complete all new sidewalks in a development within two years of the City's acceptance of public improvements.

3.4 Fulfillment of Traffic Circulation Goals and Policies

3.4.1 Street Construction

An important objective of this element is that new streets be constructed of concrete or asphalt. While expensive, concrete streets, if constructed properly, last for many years with limited maintenance. Asphalt streets are easy to maintain through patching, provided that they are constructed on an appropriate base. The City needs to ensure that all new streets and rebuilt streets are constructed of concrete and/or asphalt. The Subdivision Code requires that all new streets are bituminous and/or Portland cement concrete designs based on Illinois Department of Transportation pavement designs for a minimum design life of 20 years.

The overall strategy of the City is to bond "major" street projects and secure grants to complete street improvements. The City has developed a local "minor" streets improvement program and allocates a certain amount of funding each year to complete these street improvements based on standards and/or priorities identified by staff. There are several segments of streets within the City limits which are recommended for improvement to facilitate larger amounts of traffic to and from major and minor arterials. These "major" street projects are depicted on the Traffic Circulation Plan, Figure 9, and include:

3.4.1.1 North County Road, north of Fuesser Road to IL Rt. 161. N. County is an urban street section with curb and gutter, from Main Street to Fuesser Road. From Fuesser Road north to Route 161, N. County Road is a rural street section. The City has received federal funds to improve N. County Road to Route 161. N. County Road will continue to be a primary route from the west portion of the City to Scott AFB and Interstate 64.

3.4.1.2 Fuesser Road, east of North County Road to IL Rt. 4. The City has also received federal funding to improve Fuesser Road from N. County Road to Sixth Street. This street section will also be designed to urban street standards comprised of three (3), 12' traffic lanes with shared pedestrian/bicycle facilities separate from the roadway. This roadway section is scheduled for improvement in 2010. Fuesser Road will continue to be a primary route for residents in the subdivision developments to the south, to access Route 161 and Route 4 north.

3.4.1.3 Harnett Street, west of IL Rt. 4 to County Road. The City should consider reconstructing portions of Harnett Street to improve this collector to urban street section standards. This upgrade would include repairing the existing v-gutters, adding storm

drains as needed and recycling the pavement materials to provide for two (2) 16' traffic lanes from 10th Street to County Road and three (3) 12' traffic lanes from IL Rt. 4 to N. 6th Street. Sidewalk construction along Harnett Street should also be considered to provide safe routes for pedestrian traffic.

3.4.1.4. North 10th Street from Hackberry Drive to Indian Prairie Subdivision.

The developers of Indian Prairie Subdivision were required to incorporate the extension of N. 10th Street into their development. The extension of N. 10th Street will upgrade the existing street from a "local" street to a north/south 2-lane "collector" street running from Brickyard Road to Fuesser Road via Hunter's Trail. The Traffic Circulation Plan depicts N. 10th Street continuing north from Fuesser Road to IL Route 161.

3.4.1.5 East/West Collector, north of Prairie View Subdivision from IL Rt. 4 to N. 6th St. Several 40 acre tracts have recently been subdivided and platted along Route 4 north of the downtown, i.e. Prairie View Subdivision and Crown Center development. Given the projected number of new dwelling units and additional commercial development in that area, a traffic study was required to determine the traffic impact from these developments to Route 4. The study recommended that a new east/west collector street be constructed between the "big ditch" and Fuesser Road. The developers of these projects have been required to dedicate one-half of the right-of-way for this future roadway. The intersection at Route 4 may warrant a traffic signal when the area is fully built-out.

3.4.1.6 Road Extensions in Mascoutah Business Park. Some development has occurred along IL Route 4 between Fuesser Road and IL Route 161. The City has interest in encouraging commercial/industrial development in this area west of IL Route 4 and east of N. 6th Street. This area is considered the "Mascoutah Business Park." In order to stimulate development of this 850+ acres, the existing streets in the business park; Progress Parkway and Airworld Centre Way, should be extended as future development dictates.

3.4.1.7 East/West Collector, south of Main Street. As development occurs in the southern portion of the City, a new east/west collector should be considered south of Main Street. Currently, Main Street (State Route 177) is the only east/west collector street in the southern portion of the City and has severe traffic capacity limitations given its narrow right-of-way and pavement widths. The Traffic Circulation Plan shows the use of the former L&N Railroad R-O-W, located in the southern portion of the City, as a back-loaded collector street, requiring 70 feet of right-of-way. Utilizing the former railroad r-o-w for a future roadway should be considered since the City presently owns much of the r-o-w. This future roadway can become a catalyst to spur additional commercial and residential growth anticipated in areas south of the City.

3.4.1.8 Local "Minor" Streets Improvement Program. As noted, the City has recently established a Streets Improvement Program to improve local (minor) streets and allocates a specified amount annually to fund the program. The streets identified for

improvements each year are based on standards and/or priorities identified by staff followed by review and approval of the City Council.

3.4.2 Sidewalks

The City's land development regulations require that sidewalks be installed on both sides of the public right-of-way within new subdivisions, and in front of new commercial developments, at least in the developed portion of the City. This requirement should be strictly adhered to in reviewing all future development proposals. A policy should be adopted requiring property owners to complete all sidewalks within a development within two years of the City's acceptance of the public improvements.

Three (3) major sidewalk projects recommended include: (1) installing sidewalks along Harnett Street, which was noted above, to connect County Road to Jefferson (IL Route 4), (2) installing a sidewalk along 6th Street from its current point of termination by Scheve Park to Fuesser Road, and (3) replacing sidewalks along Main Street. These sidewalk projects are critical routes to connect existing and new residential development to public facilities such as Scheve Park, the elementary, middle and high schools and commercial centers. The City should continue a program to repair deteriorated sidewalks in the older sections of town.

3.4.3 Truck Traffic

A truck bypass around the City is desired, and truck traffic on Main Street and local streets should be limited to local deliveries only. Because Main Street is also Illinois Route 177, many trucks travel through town on Main Street. It would be desirable to route these trucks around the City to the north via Illinois Route 161. This truck route would require cooperation with the Illinois Department of Transportation; however, as the industrial area on the north side of the City continues to develop, this would be advantageous since more truck traffic will be accessing this area. To limit trucks on minor streets, a City ordinance could be passed and load limit signs posted on these streets.

3.4.4 New Development

As land is developed, planned roads need to be incorporated into the design and construction of these developments. Developers should donate the right-of-way for these roads and construct the roads. New developments should be planned to ensure that there are at least two points of access to the property to ensure appropriate traffic circulation. These provisions should be accomplished by amendments to the City's land development regulations.

3.4.5 Alternate Transportation Modes

As the Illinois Statewide Outdoor Recreation Partnership Plan (SORPP), published by the Illinois Department of Natural Resources (IDNR), indicates, walking,

bicycling, running/jogging, and hiking are strong outdoor recreational pursuits in Illinois as well as the United States as a whole. The statewide and national popularity of these activities has been strong over the past ten years. For these reasons, trails, and greenways are listed in the Illinois SORPP as important recreational (and ecological) priorities.

Trails and greenways are having a beneficial effect on the quality of life in many communities, and such a system would also serve Mascoutah well. Several opportunities for the development of a trail/greenway system in the City are described in detail in the Parks and Recreation Plan.

3.4.5.1. Bike Trail Classification. Bike trails are also critical in connecting various recreational trails and greenways. Future bike trails should be classified by the functional categories as outline below.

- **Bike Path.** A facility designed for the recreational use of bicyclists and pedestrians that is physically segregated from automobiles and roadways. Motorized vehicles and equestrian use is prohibited on these facilities.
- **Bikeway.** A facility designed for the use of bicyclists that utilizes a portion of a roadway that is marked and segregated from the automobile traffic lane.
- **Bike Route.** A road that is designated for the joint use of bicyclists and automobiles.
- **Bike Trail.** An overall facility designation that combines bike paths, bikeways and bike routes into a common identifiable entity.

3.4.6 Implementation and Funding

A majority of the projects recommended in the Comprehensive Plan should be included in the region's Transportation Improvement Program (TIP), which is a long-range transportation plan development for the St. Louis Metropolitan Area and administered by East-West Gateway Council of Governments. The projects recommended in this plan should be included in a General Obligation Bond (GOB). Other sources of funding for street projects are noted below.

3.4.6.1 Motor Fuel Tax (MFT). The State imposes a tax on each gallon of gasoline sold at retail. This tax is distributed to local governments, on a per capita basis, after the deductions for certain programs and administrative costs. The revenue is restricted to street related maintenance and improvements, which must be approved by IDOT.

3.4.6.2 Surface Transportation Program (STP). Two criteria determine project eligibility. First, the improvement or service must be consistent with the regional priorities outlined in Legacy 2035, the long-range transportation plan for the St. Louis region. This long-range transportation plan is developed by the East-West Gateway Council of Governments. Second, road improvements must be on a public road that is federally functionally classified as an urban major collector, a rural major collector, an arterial, or an expressway. Bridge and bicycle and pedestrian projects using STP funds

are not restricted to the roadway classification requirement and can be on any public road.

3.4.6.3 Illinois Tomorrow Corridor Planning Grant. In 2000, IDOT launched a grant program to help urbanized areas across the state to fund planning activities that integrate land development, transportation, and infrastructure needs. Grants typically range from \$20,000 for a bicycle path study or intersection improvement to \$500,000 for corridor-wide planning. Application for grants are evaluated based on how well the projects address the following goals: preserve open space, relieve congestion, promote cooperative inter-jurisdictional relationships, promote economic development policies, promote contiguous and ‘infill’ development and redevelopment and promote development in areas with existing transportation and utility infrastructure. Currently, IDOT has not determined when the next project solicitation will be.

3.4.6.4 Illinois Transportation Enhancement Program (ITEP). ITEP is a reimbursable program that is funded by a 10 percent set aside of the Federal Surface Transportation Program. The ITEP provides funding for community based projects that expand travel choices and enhance the transportation experience by improving the cultural, historic and aesthetic and environmental aspects of our transportation infrastructure. The program reimburses 80 percent of the project costs and the project sponsor is responsible for the remaining 20 percent. IDOT has recently announced a grant cycle for 2008-09.

3.4.6.5 Safe Routes to School (SRTS). SRTS funds projects and programs that enable, encourage, and make safe walking and bicycling to school. Projects and programs must be recommended for an area within 2 miles of primary and middle schools (grades K-8). SRTS projects are funded at 100% with no local match required. Funds for projects are reimbursed by IDOT. The funding limit for infrastructure projects is \$400,000 per project and for non-infrastructure projects is \$50,000 per project. The initial grant cycle was implemented in 2008, and it is anticipated that there will be two additional grant cycles in subsequent years.

Chapter 4 - Parks and Recreation

The purpose of the Parks and Recreation element is effectively represented by the primary goal statement found later in this document, *"to provide ample open space and recreational facilities that serve the needs of all age groups for outdoor space and recreational opportunities from toddlers through senior citizens."*

Developing a Parks and Recreation Plan begins with an inventory and understanding of existing park facilities and recreation programs. The inventory of existing parks generally includes the number of parks, types of facilities, the condition of facilities and acreages. The national guideline of 10 acres per 1,000 people is a means of comparing acreages of existing parkland (active recreation) to population served, and thereby determining the need for additional parkland. The type, number, and condition of facilities will be important to determine the need for new facilities, improvement to existing facilities and related costs.

Within this element, there is provided a description of the 1) City's existing parks/recreational facilities, programs/activities, and analysis; 2) overview of the Parks and Recreation Plan, with goals, sub-goals, and policies; and 3) implementation recommendations. The Parks and Recreation Plan Map is depicted in Figure 10.

4.1 Existing Facilities

Mascoutah has four designated public parks with facilities that serve the community; Scheve Park, Maple Park, Prairie Lake, and Leu Park/Civic Center. Private recreational facilities, Mascoutah School District recreation facilities, and not-for profit organization operations also serve the City's recreational needs. These facilities are described below.

4.1.1 Scheve Park

Scheve Park is the City's principal park and its oldest facility. It is located in the north central portion of the City, bounded by Sixth Street, Harnett Street, Tenth Street, and continues north of the Mascoutah Surface Water Protection District drainage ditch. The original site is comprised of about 46 acres. Approximately 10 acres of parkland was added which includes the site of the Berger Kiel Log Home. In 2007, the City added approximately 15 acres to the park, north of the drainage ditch for a total of approximately 71 acres. A new Agricultural Center was constructed in 2006 and is available for rent during the year. Facilities in Scheve Park include:

- depot/railroad car,
- picnic areas,
- swimming pool,
- baseball diamonds,
- two lighted tennis courts,
- lighted sand volleyball court,

- basketball courts
- lighted horseshoe pits,
- two soccer fields,
- six family-sized and four larger pavilions,
- playground areas.
- historic Berger Kiel log house with barns
- Agricultural Center

The swimming pool was constructed in 1958 and extensively rehabilitated in 1998 and 2003. The pool now has a popular ‘zero entry’ pool addition, a new pool filter building, new children’s play structures and is designed to add multiple water slides as funding permits.

Historically, volunteers with labor and support from local service organizations undertook most of the improvements in this park. The Mascoutah Improvement Association (MIA) has also been instrumental in the additions and facilitation of annual improvements.

4.1.2 Maple Park

Maple Park is a one-acre neighborhood park bounded by Maple, South, Railway, and George Streets in the southeast quadrant of the City. It contains outdoor basketball courts, a small ball playing area, playground equipment, and a family sized pavilion.

4.1.3 Prairie Lake Park

Prairie Lake Park (also called M’Skutwe Gami and Reservoir Park), is located at the southwest end of the City, and contains 30 acres including a wooded area. It is bounded roughly by West Main Street (Illinois Route 177) on the north, the golf course on the east and south, and Silver Creek on the west. The grounds and two lakes provide fishing, wildlife viewing (ducks and geese), pastoral walking (on undefined paths), and special features including a footbridge, pavilion, and aeration fountains which provide a strong aesthetic statement.

4.1.4 Leu Park and Leu Civic Center

Leu Park and Leu Civic Center are located at 213 N. Market Street. The Leu Civic Center Board operates the Civic Center and is a private nonprofit organization, funded in part by the United Way. The park includes a picnic table, a grill, and playground equipment.

The City’s four parks listed above have numerous facilities. These are represented in Table 2.

Table 2
Park Facilities

Facilities	Scheve Park	Maple Park	Prairie Lake	Leu Civic Center and Park
Playgrounds	X	X		X
Pavilions	10	X	X	
Basketball Court	X	X		
Baseball Diamonds	X	X		
Swimming Pool	X			
Lighted Tennis Courts	2			
Lighted Sand Volleyball Court	X			
Lighted Horseshoe Pits	X			
Soccer Fields	2			
Major Indoor/Outdoor Pavilion	X			

4.1.4 (b) Haas Park

Haas Park is approximately .1 acres at the northeast corner of Main and Railway. It contains one lit gazebo.

4.1.5 Other Recreational/Cultural Facilities

4.1.5.1 Senior Center. The Mascoutah Senior Service Program is a non-profit organization dedicated to providing senior social, nutritional, educational and recreational activities and programs. The Senior Center, located at 227 N. Market, is a City owned facility. A Council approved board operates the Senior Center.

4.1.5.2 Mascoutah Heritage Museum and Espenschied Chapel. The building at 306 W. Main Street was donated to the City, and the Mascoutah Historical Society operates a local history museum from the building. The Espenschied Chapel is located in the City Cemetery at 317 N. County Road and is a venue for many musical/instrumental events. A Council approved committee operates the Chapel.

4.1.5.3 School District Facilities . Mascoutah School District #19 owns and operates several sports and recreational facilities at the elementary, middle and high schools. The shared use of the school facilities is a benefit to the entire community.

4.1.5.4 Mascoutah Public Library. Many programs, recreational in intent, are provided through the City's Public library system.

4.1.5.5 Private Facilities. In addition to public facilities, the community has private facilities that are made available to the public in many circumstances. These are identified and described as follows:

- *Sportsman's Club.* This private park, which includes two lakes, a trap shooting facility, and a meeting hall with full kitchen facilities, has been a community gathering place for decades and may be rented for various occasions.
- *Caseyville Gun Club.* This facility is a private, professionally designed modern shooting range completed in 2007. As a member, shooters have available 56 shooting slots, training, competitive events, and family shoots.
- *Homeowners Association Facilities.* Increasingly, the construction of a swimming pool, tennis facilities and walking paths in new subdivisions provide recreational opportunities for those residing within the private development and are maintained by a Homeowners Association.

4.2 Programs and Activities

Quality parks, recreation, and cultural activities improve the physical and mental health of residents, create opportunities to develop and build community, add to community pride and provide positive opportunities for use of leisure time.

4.2.1 Scheve Park

Scheve Park has numerous recreational programs and activities. The Mascoutah Homecoming and August Fest, sponsored by the Mascoutah Improvement Association (MIA), is a celebration held every year in the park, the proceeds of which help provide improvements to the park. The City has sponsored a July 4th Celebration since 2003 in Scheve Park drawing thousands of visitors. The park's historic Berger Kiel log house is open periodically for public tours. Swimming classes and exercise sessions are held at the municipal pool. The depot and pavilions in Scheve Park are available for a minimal charge and used by various groups and individuals. Many groups also hold programs at Scheve Park such as Holy Childhood Catholic Youth Organization (CYO), Khoury League and a Men's Softball League. The Agricultural Center is presently used for 4-H activities.

4.2.2 Maple Park

There are currently no formalized programs held at Maple Park. The park is used as open recreation for families in the nearby neighborhoods.

4.2.3 Prairie Lake Park

The two lakes provide fishing, wildlife viewing (ducks and geese), pastoral walking, and special features including a footbridge, pavilion, and fountains. The

Mascoutah School District also utilizes the lakes for student canoeing and sailing lessons. Numerous additional recreational activities are available to students through the school.

4.2.4 Leu Park and Leu Civic Center

Leu Center has recreation programs and is supported with United Way funding. The facility is a venue for numerous activities including scouting, karate, floor hockey, exercise walking, indoor soccer, gymnastics, basketball, and dancing. Because the center is only partially air conditioned, some programs are curtailed during summer months.

4.2.5 Senior Center

The Senior Center offers recreational activities and health, social, and nutrition programs for seniors aged 55 and over. The center is presently open from 8:00 a.m. to 1:00 p.m., Monday through Friday. Recreational activities include birthday parties, trips to sporting events and other attractions, and bingo. The building is also available to the general community for special recreation events.

4.2.6 Haas Park

There are currently no formalized programs held at Haas Park. The park is often used for entertainment during the City's annual street festivals and parades.

4.3 Analysis of Existing Facilities

Mascoutah's parks infrastructure was built over the last 50 years. Buildings and structures within the system are well maintained, and lawns, fields, and other landscaped areas are attractive and well groomed. The following is a brief analysis of needs at each of the existing parks and other recreation facilities in the system.

4.3.1 Scheve Park

Scheve Park is well preserved with many well-maintained structures and specialized sports facilities. It contains a diverse tree population, with many mature trees. Lawns and playing fields are well manicured. A new playground was installed and an Agricultural Center built in 2006. The sidewalk bordering the park on 6th Street is in good condition but other bordering streets, Harnett and 10th Streets, do not have sidewalks. There is an ag-lime path system, approximately 1.5 mile in length, within the park. Exercise stations may be found along the ag-lime path.

4.3.1.1 Municipal Pool. The existing outdoor pool was built in 1958 and is well maintained. In 1998, all external plumbing was replaced. In 2002, a "zero" entry was added to the pool. The pool is an attractive, useful park asset. Absent the local desire for a new indoor aquatic center, this facility should continue to serve Mascoutah's outdoor pool needs for many years.

4.3.2 Maple Park

Existing facilities at the park, a softball field and playground, are in fair to good condition. It would be desirable to have modest restroom facilities available on the park grounds.

4.3.3 Prairie Lake Park

Historically a passive park, activities have been limited to walking, fishing, observation of wildlife and limited boating activity. The park's two access roads (near its east and west boundaries) and parking areas are gravel. Addition of an edging treatment to the roads—such as parking stops, mulch, or low maintenance landscaping—would improve the entrances. Providing modest restroom facilities at Prairie Lake Park would be desirable.

4.3.4 Leu Park and Leu Civic Center

The overall condition of Leu Park and the Civic Center building is fair. The roof was repaired in 1989, some windows replaced in 1993 and gutters replaced in 2006. Activities and programs in the summer months are limited due to the building's lack of central air conditioning. There are several windows which need replacing to match the other replaced windows and to improve the building's energy efficiency. The roof is in need of sealing which would help to lengthen the life of the roofing material.

4.3.5 Senior Center

The Senior Center is in good condition. The roof was replaced in 2001 aided by a Community Development Block Grant received by Mascoutah Township. A fire suppression system was installed in 2004.

4.3.6 Haas Park

The park is in good condition, with the gazebo having been installed in 2011.

4.4 Parks and Recreation Plan

Now that the City has identified existing facilities, programs and activities, and has analyzed the same, it can identify the plans and actions dedicated to effectuating a planned response – what the City intends to do to provide effective Parks/Recreational facilities and activities. This text is directly linked to the identified goals, sub-goals, and policies. The Parks and Recreation Plan Map included as Figure 10 identifies existing and planned facilities. The City will continue to prepare and adopt Master Plans for each City park site and create park plan prototypes for future park projects. Consideration should be given to acquiring land for new park facilities dispersed throughout the community to reflect population changes.

4.4.1 Types of Parks

Existing and proposed parks are comprised of five (5) types of parks which have been defined by the City's Parks and Recreation Commission and are as follows:

- *Major Parks* – These parks are characterized by a very large site area, 40 or more acres, with facilities suitable for large, crowd accommodations. This designation fits Scheve Park. Scheve Park is the only park intended at this scale.
- *Intermediate Parks* – These parks are characterized by a site area, 20 or more acres in size, combined where possible with new school placements. Cost sharing and multiple uses are the intent of this type of park.
- *Neighborhood Parks* – These parks are characterized by a site area of a minimum 3 to 5 acres in size, to be located throughout the new development areas, providing playgrounds and facilities to nearby residents.
- *Residential Parks* – These parks consist of land within residential developments which are intended to be used by its residents, privately owned and maintained by a Homeowner's Association. Residential Parks should be required for all multi-family and/or higher density developments.
- *Natural Areas* – In contrast to “improved parks,” these areas are left in their natural state, but are maintained and do not have specified minimum acreages. Watershed basins, flood plains, and wetlands are examples of natural areas which can be used as learning centers and will preserve habitats for wildlife and plant species.

Parks and Recreation Plan

Figure 10

4.5 Review of Plans for Existing Parks

4.5.1 Scheve Park Master Plan

The key to effective recreational planning is the use of prepared Master Plans. The City adopted the Scheve Park Master Plan in 2006, which identified the layout of existing and future facilities. There have been recent events which will require the plan to be amended. For example, the new Agricultural Center was not constructed in the location recommended in the Plan. Furthermore, the Plan encouraged additional agricultural activities within the park including equestrian events. New residential subdivisions have since been approved adjacent to the park making these types of agricultural activities incompatible to surrounding residences.

The Scheve Park Master Plan recommends that the additional 14 acres of land recently purchased by the City as a park extension, be completely developed with ball fields, soccer fields, trails, tree plantings, restrooms, and other park features to complement the existing log cabin and surrounding barns. The old and new park land, bisected by the drainage ditch, should be connected with a bridge and landscape enhancements to create one integrated facility. The Plan also recommends the relocation of four ball fields to the intended new 40-acre sports park area north of the Middle School. The Master Plan for Scheve Park should be amended to address current issues; however, once amended the Plan should be used to guide park improvements and to apply for funding and resources as they become available.

An improved walking trail has been under discussion for Scheve Park. It is recommended that an expanded park wide multipurpose trail should be developed, linking principal park features. An improved fitness trail with a well-defined pathway should be a component of this system. The trail atop the berm next to the drainage ditch creates a new scenic feature for the park, and has become one element of a longer trail along the entire berm (described in the linear parks and greenways section). The entire trail should include distance markers and signage denoting special features and activities within the park. It has also been discussed that the tennis courts become the location for a new skate park. With the success of the Little Indians youth football program the need for a multi-purpose football/soccer field north of the drainage ditch is more urgent.

4.5.2 Municipal Pool in Scheve Park

The municipal pool should be maintained as the City's principal outdoor swim facility. Future improvements may include completion of the major water slides and expanded viewing areas.

4.5.3 New Indoor Recreation Complex

The City has discussed the desire and the need of the community to have an indoor recreation complex which could include an indoor pool, walking/running track, meeting rooms, gymnasium, weight room, aerobics room, gymnastics, snack bar, arcade

room, and table games. At this time, it is recommended that the City not directly fund an indoor recreation complex, but rather encourage and assist the development of such a facility through the private sector e.g. private investors, YMCA. Consideration should be given to combining facility needs with the School District or other possible partners.

4.5.4 Prairie Lake Park

The City is currently preparing a Master Plan for Prairie Lake Park. The focus is on making this natural asset a fully functional “developed” park. *Potential* improvements to the park include:

- Shoreline stabilization.
- Paved and striped parking lots.
- Restroom facility.
- Aquatic storage building/concession stand in the southeast portion of the park.
- Repairs to the existing boat ramp and a new floating dock facility.
- Park signage and new signs at both entrances to promote visibility at the City’s western gateway, facilitate access, and improve aesthetics.
- Clean up and install improvements in the far west area of this park. This includes removing dense vegetation to recover additional park land near Silver Creek.
- Paved trail atop the levee.
- Paved pedestrian/bicycle access through the park, and to the Silver Creek corridor. This connector would be especially useful for residents residing in the neighborhoods south of Route 177, via Eisenhower, and would help to establish a larger, interconnected trail/greenway system.
- Lighting to improve aesthetics and safety.

4.5.5 Maple Park

This is the City’s only example of a neighborhood park, one that has been in place for many decades. The City will provide replacement of existing playground equipment with new modern facilities. Continued use of the baseball area is intended.

4.5.6 Leu Civic Center

Although Leu Civic Center is well maintained, the lack of central air conditioning substantially limits the building’s usefulness during warmer months. Overall, the state of the Leu Civic Center should be addressed. If the City determines the existing integrity of the building is suitable for use and continues to benefit the community, then some investment in the building may be warranted. A central air conditioning system could be installed to enable year-round use. Windows at the front of the building should be replaced to match the other windows that were previously updated. Completion of all window replacements will improve the building’s energy efficiency.

4.5.7 Need for Additional Neighborhood Parks

Mascoutah's existing park system, anchored by Scheve Park, has been adequate for past needs; however, notwithstanding per capita acreage that exceeds the statewide average, the distribution of existing park space does not provide easy access from all parts of the City, nor does it address future needs related to the City's growth. There is a need for additional parkland as described in each of the quadrants below. Given the projected growth of the City, the quadrants have been defined by a north-south axis along Route 4 (Jefferson), and an east-west axis along Fuesser Road.

4.5.7.1 Southeast Quadrant – bounded by Illinois Route 4 on the west and Fuesser Road on the north. Acquisition of two, 20 acre parcels for the development of additional parks is recommended. One parcel should be located near, or at the eastern terminus of the former L&N railroad corridor. The other facility should be sited near or at the eastern terminus of the drainage ditch, east of Route 4.

4.5.7.2 Southwest Quadrant – bounded by Illinois Route 4 on the east, Fuesser Road on the north, Silver Creek on the west, and Brickyard Road on the south. Full development of the 14 acres of additional land at Scheve Park, would further establish it as the City's principal park facility. New greenways, including development of a berm trail along the drainage ditch, will further define Scheve Park's prominence (described in the Linear Parks, Trails and Greenways section below.) Prairie Lake improvements recommended include upgrading the existing parking areas, installing modest restroom facilities and improving lake facilities (i.e. boat ramps, floating docks, and a path around the lakes.)

4.5.7.3 Park Space Requirement for New Developments – Developers of new residential areas should be encouraged to incorporate land for future parks as part of the development, provided that the land is consistent with the City's Park Master Plan. As an alternative, the development fee, or "fees in lieu of land" should be utilized for purchasing park land. The City should consider a policy to require the park fee in RS-10 single-family developments, where lots are larger and there is more green space, and require "residential parks" within multi-family developments where there is greater density and less green space.

4.5.8 Linear Parks, Trails and Greenways

As the Illinois SORPP indicates, walking, bicycling, running/jogging, and hiking are strong outdoor recreational pursuits in Illinois as well as the United States as a whole. The statewide and national popularity of these activities has been strong over the past ten years. For these reasons, trails, and greenways are listed in the Illinois SORPP as important recreational (and ecological) priorities. Trails and greenways are having a beneficial effect on the quality of life in many communities, and such a system would also serve Mascoutah well. Several opportunities for the development of a trail/greenway in the City are described below.

4.5.8.1 Former L&N Corridor. Two segments of the former L&N rail corridor, which were not developed into a road, are presently not being utilized. These segments extend from the eastern City limit west to Union Avenue at Illinois Route 4; and from the western terminus of Union Avenue west to Silver Creek. Both are owned by the City and could be considered for linear park use. Since it was recommended that the former L&N Corridor may be used for a future roadway, any plans to use this corridor for a bike trail, should review alternatives to accommodate both a street and bike trail.

4.5.8.2 Silver Creek Corridor. The Silver Creek Corridor, extending from the City's southern limit north to MidAmerica St. Louis Airport, is in a floodplain with little potential for development. As a greenway trail, however, it could become a major open space asset for Mascoutah's future. Development of this greenway is feasible along a 4.3-mile segment beginning at a point near the City's wastewater treatment plant at Brickyard Road, extending north to Route 161. With cooperation from MidAmerica St. Louis Airport, the potential also exists for a 2.1-mile-long greenway extension to its property north of Route 161. The corridor may also be extended south to the St. Clair County Preserve located along Brickyard Road. Several potential spurs and activity nodes are also possible along the Silver Creek corridor, as follows:

- *Prairie Lake Trail Node* - The City owns acreage west of Prairie Lake that connects to Silver Creek. This land could be developed into a trail node along the greenway. A pedestrian crossing of the greenway at Illinois Route 177 in this vicinity would also be useful, consisting of pavement markings and possibly a signalized pedestrian crosswalk.
- *Spur or trail node on school property between Mascoutah Community High School and Silver Creek* - The Mascoutah Community Unit School District #19 purchased a 60-acre site generally to the west and north of the high school. The western edge of this land is adjacent to Silver Creek, and the northernmost part abuts the City drainage ditch. Portions of this property are in the floodplain, and could be useful as a spur to provide greenway access opportunities for students and faculty. If the school district is amenable, a portion of this area could serve as a public park or activity node at the junction of the Silver Creek greenway and the proposed berm trail along the City's drainage ditch (see following section).
- *Berm trail on Mascoutah Surface Water Protection District land* - The berm, adjacent to the east-west drainage ditch, extends through Scheve Park, and generally runs from Illinois Route 4 to Silver Creek. It is owned by the Mascoutah Water Protection District, and is another potential greenway opportunity. A hiking and biking trail would be feasible along this greenway.

A trail and greenway system with these components – if coupled with a system of on-street bicycle routes as described below – would result in a major new linear park

linking many of Mascoutah's neighborhoods with Scheve Park, Prairie Lake Park, and, importantly, with other activity centers such as schools and shopping areas. This would provide not only a significantly improved parks infrastructure, but would also make it possible for residents to reach some local destinations without having to rely on an automobile. An expansive trail/greenway system that connects to growth areas might also alleviate the need for some of the new parklands described in the previous section.

4.5.9 On-Street Bicycle Routes

Mascoutah should study its lower volume streets to identify a city-wide bicycle route system. Routine examinations of City streets, in conjunction with this comprehensive planning effort, indicated that there are many possibilities for bike route designations. Referred to as "Class III Bikeway" in current bikeway design terminology, the system would consist only of the placement of "Bicycle Route" signage on carefully selected streets, coupled with modest spot improvements to eliminate hazards to bicyclists such as unsafe drain gates, or sight barriers at some intersections.

The on-street bicycle route system is intended for adults and older (middle high and high school age) children. These groups already ride bicycles on Mascoutah's street system for both recreational and practical purposes. The bike route system would provide a safer method of movement for these existing users. Bicycle routes would also enhance the city-wide greenway system described in the previous section, by providing more linkages between neighborhoods, schools, the library, commercial areas, and the greenway itself.

4.5.10 Recreation Programs

In communities across the country, recreation programs are an important element in directing and channeling the activities of young people. This has become particularly important with the emergence of single-family households and two-wage earner families. Recreation programming also provides important opportunities for adults to manage increased levels of stress associated with busier lives. Relatively small full-time departments who rely on a combination of volunteers and part-time employees manage many of these programs

A broadened recreation program in Mascoutah can play an important role in helping to promote community health. The City should expand its recreation program functions to include a wider variety of programs for both young people and adults. Possible programs could include league activity (soccer, football, softball, and baseball), as well as instruction in swimming, gymnastics, aerobics, weight lifting, and other activities.

4.6 Parks and Recreation– Goals and Sub-Goals

Goal: Provide ample open space and facilities that serve the needs of all age groups for outdoor space and recreational opportunities from toddlers through senior citizens.

Sub-Goal: Access to Silver Creek should be improved to provide areas for hiking, canoeing, fishing, boating, and bird watching,

Sub-Goal: Develop paved trails, i.e. Prairie Lake Park trail node (paved trail atop the levee), school property trail node, and berm trail node (following along Big Ditch) to connect to Silver Creek Corridor.

Sub-Goal: Secure additional public space/park land and improve existing park space through dedication of land, monetary contributions, grants, and other means.

Sub-Goal: Common areas and green space are desired in new developments.

Policy: Require developers to comply with open space/park requirements to develop parks within subdivisions or pay park fee.

Policy: Require the park fee in RS-10 single-family developments, where lots are larger and there is more green space, and require “residential parks” within multi-family developments, where there is greater density and less green space.

Policy: Apply for State and County grants, Open Space/Land Development, Illinois Bicycle Path and St. Clair County MEPRD, and secure other sources of funding for land acquisition and trail and park development.

Policy: Develop intergovernmental agreements to promote and construct inter-city bike trails.

Sub-Goal: Revise the Scheve Park Master Plan to address current issues to guide future improvements to the community park in accordance with the City’s Comprehensive Plan .

Sub-Goal: Develop a plan for Prairie Lake Park to continue to stabilize the reservoir, construct additional park facilities and connect the park

to Silver Creek Corridor in accordance with the City's Comprehensive Plan.

Sub-Goal: Parks should be linked together by a system of trails, pedestrian routes, and open space.

Sub-Goal: Utilize existing rights-of-way of flood plain control channels, utilities, railroads, and streets for bicycle routes.

Policy: Develop pedestrian and bike paths connecting commercial and residential areas to schools, park and open space (see Traffic Circulation Element).

Policy: Require sidewalks six feet (6') in width along arterial and collector streets when feasible.

Policy: In order to facilitate pedestrian access from streets to schools, parks, or playgrounds, perpetual unobstructed easements at least 20' in width shall be provided and indicated on subdivision plats.

Policy: Study lower volume streets to identify a city-wide bicycle route system.

Policy: Require bike paths eight feet (8') in width along arterial streets when feasible.

Policy: Encourage regional participation to develop a linear park/greenway system following the former L&N Corridor and the Silver Creek Corridor.

Policy: Develop community recreation programs to foster physical fitness and social interaction.

Sub-Goal: Research the viability and feasibility to establish a small Parks & Recreation Department.

Sub-Goal: Provide recreational opportunities for all age groups and abilities in safe environments.

Sub-Goal: Establish a skateboard park, possibly located at the tennis courts in Scheve Park.

Sub-Goal: Provide a dog run in park areas with proper accessories and facilities.

Sub-Goal: Provide proper security for key recreational/park facilities in the City including the use of video surveillance.

4.7 Implementation Recommendations

This section presents detailed suggestions for the improvement and expansion of Mascoutah's park and recreation infrastructure. The key to successful implementation is a management strategy that includes reasonable timing, identification of multiple funding components, and regular monitoring/refinement.

The City should also establish a small parks and recreation department, so that management and implementation can proceed in an orderly fashion. It could be initiated with one full or part-time employee. Key functions would include management, recruitment of volunteers, marketing/soliciting donations, grant writing, and coordination with other City functions.

4.7.1 Scheve Park

The City has recently purchased fourteen acres north of the Big Ditch to expand Scheve Park as recommended in the Scheve Park Master Plan. The Scheve Park Master Plan depicts the location of the Agricultural Center on this recently acquired land. Since the Agricultural Center was recently constructed south of the Big Ditch on the original 40 acres, the Master Plan should be amended to determine the space utilization of the newly acquired land. *Potential* improvements to Scheve Park include:

- Upgrade restroom facilities
- Adequate sidewalks to and around the park grounds
- Replacement and construction of a footpath system within the park
- Skateboard park, possibly located at the tennis courts
- Additional parking facilities within the park
- Lighted football/soccer facility north of the drainage ditch

4.7.2 Maple Park

It is recommended that the existing facilities in the park are maintained. Providing a modest restroom facility is also recommended.

4.7.3 Prairie Lake Park

As noted, a Master Plan for Prairie Lake will be completed in 2008. The Master Plan, once adopted by the City Council, should be considered an addendum to the Comprehensive Plan. The primary goal of the plan is to improve and enhance the park while maintaining the site and lake as a location for fishing, non-motorized watercraft, picnicking and enjoyment of the natural environment of Silver Creek. *Potential* improvements to Prairie Lake include:

- Improvements to define the existing parking areas
- Install ornamental landscaping and entrance marker
- Install restroom facilities

- Develop walking trail around the lakes
- Improve access to Silver Creek
- Complete lake stabilization
- Improve existing boat ramp

4.7.4 Leu Park and Leu Civic Center

Leu Civic Center, while generally in good condition, is in need of some repairs. The installation of central air conditioning would allow the building to be utilized in the summer months to provide the youth additional activities and programs during summer break. As noted, the City will have to determine the building's remaining useful life and assess what improvements, if any, should be completed. *Potential* improvements to Leu Park and Civic Center include:

- Installation of central air conditioning
- Replace windows in building to match other windows previously updated
- Seal roof
- Repair water damage

4.7.5 Senior Center

The City should continue to budget for any necessary repairs to the Senior Center building to keep it in good condition. No additional improvements are recommended at this time.

4.7.6 Development of Linear Parks, Trails and Greenways

It is recommended that the City initiate planning for the development of the linear parks, trail and greenways depicted on the Parks and Recreation Plan Map. This planning will occur in phases. Any land acquisition and/or acquiring easement rights should be initiated immediately. The development of a 4.3 mile greenway/trail along the Silver Creek Corridor and the berm trail on the Mascoutah Surface Water Protection District land should be the City's priorities for trail development since much of the land involved is presently in public ownership, i.e. City, School District, Surface Water Protection District. The City should submit grant applications through the State funded Open Space Land Acquisition and Development (OSLAD) Grant and Recreation Trails Program Grant administered by the Illinois Department of Natural Resources to begin land acquisitions and trail development. Other financing sources for park and recreational development are listed in the following section.

4.7.7 Financing Alternatives

The following is a summary of grants available to fund parks and recreation projects. More information on grants is available on the Illinois Department of Natural Resources web site at www.dnr.state.il.us.

4.7.7.1 IDNR - Open Space Land Acquisition and Development (OSLAD) - The OSLAD program offers grants to cities to acquire and develop lands for public park and outdoor recreation purposes. The program provides up to 50% funding assistance to eligible units for approved projects. The cap is \$750,000 for land acquisition projects and \$400,000 for development projects. Eligible projects include: neighborhood and community parks, play fields, passive recreation uses, linear greenway corridors or abandoned rights-of-way for outdoor recreation purposes.

4.7.7.2 IDNR - Recreation Trails Program - Provides funding assistance for acquisition, development, rehabilitation and maintenance of both motorized and non-motorized recreation trails. The program can provide up to 80% federal funding / 20% non-federal funding match.

4.7.7.3 IDNR – Illinois Schoolyard Habitat Action Grant Program - Schools, nature centers and youth groups may apply. Funding requests should focus on items necessary for enhancement and development of wildlife habitat. Projects must emphasize youth involvement and increase the educational value of the site. Eligible projects include interpretive trails, prairie plots, butterfly gardens, nesting platform. Maximum annual award is \$600.

4.7.7.4 Illinois Conservation Foundation - The ICF is governed by a 13 member Board of Directors, appointed by the Governor. Provides funding assistance for land acquisition, youth recreation, school yard habitat action program and a wide range of projects and programs. It is a 50-50 matching grant.

4.7.7.5 Metro East Parks and Recreation District (MPRD) - The MPRD was established in 2000 to develop an interconnected system of parks, greenways and trails. It is funded by a dedicated sales tax collected in Madison and St. Clair Counties. The St. Clair County Parks Grant Commission reviews projects and requests for funding.

Chapter 5 - Economic Development

5.1 Introduction

Economic development is the process of creating wealth through investment and reinvestment in a community which results in more jobs, higher income, an expanded tax base, a more diversified economy, business improvements and a better quality of life. This plan identifies goals and sub-goals which will favor the creation of an environment which is ready to seek and attract development which will benefit the community and its residents.

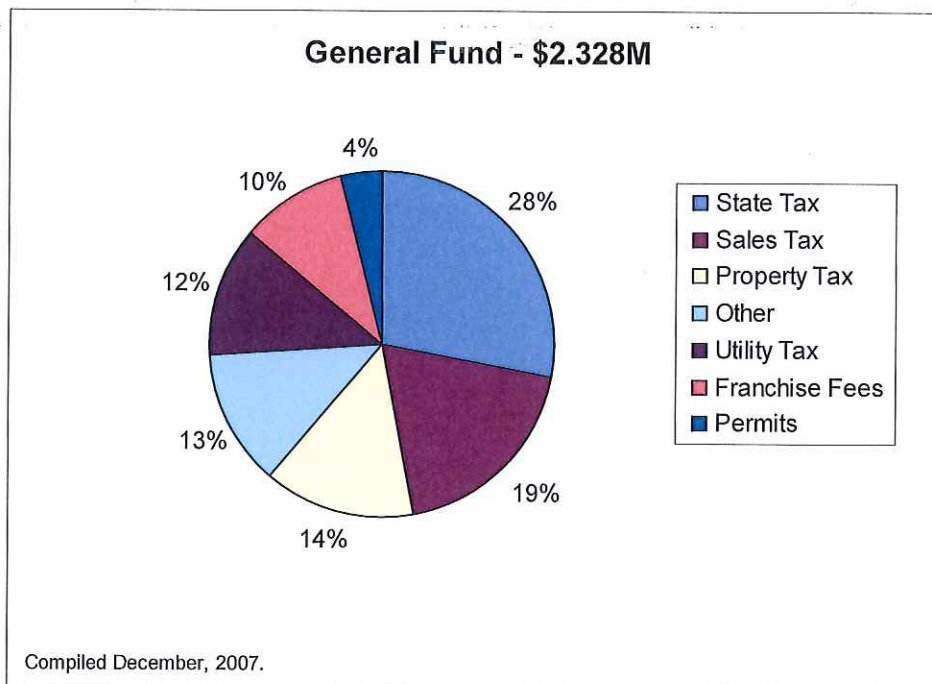
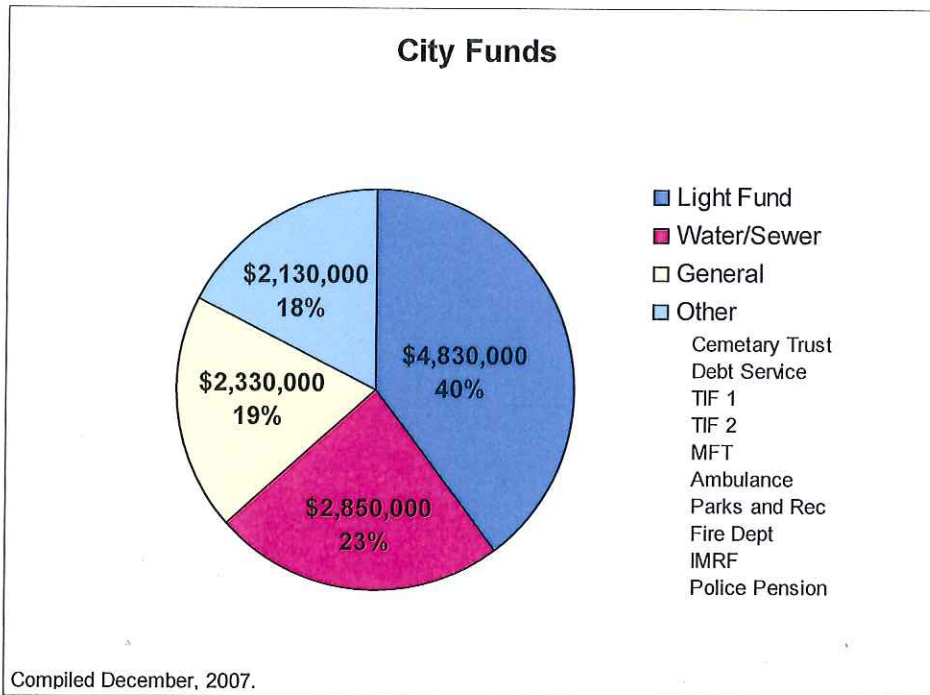
5.1.1 City Revenue

The City has several operating funds; General, Light, Water & Sewer, Parks & Recreation, Fire Department, Ambulance, Police Pension, IMRF, Motor Fuel, TIF #1, TIF #2, Debt Service and Cemetery Trust. Most of these funds are restricted. The General Fund comprises approximately 19% of the total budget (approximately \$2.3M of a total budget of \$12.14M). The General Fund revenues are derived from state taxes (28%), sales tax (19%), property tax (14%), utility tax (12%), franchise fees (10%), permits (4%) and other sources (13%). Refer to Figure 11, City Funds and City Revenue Sources.

Recent trends include fluctuations in total intergovernmental transfers and it is not wise to count on these funds for a significant part of a City's budget. One area where cities can depend on revenue is from local sales taxes and property taxes. The City desires to maintain property taxes at or near the current level. Therefore, in order to generate revenues to support City government expenditures in the future, it is necessary to provide areas in the City for commercial and industrial development that will generate sales taxes.

New commercial development in Mascoutah has recently been spurred by the growth in housing activity. The City's economic development strategy continues to concentrate on increasing the number of households, which in turn will stimulate commercial activity and generate sales tax dollars.

Figure 11 - City Funds and General Fund



5.1.2 Job Creation

Although figures on job creation are not available specific to the City, job creation is essential in the overall economic well-being of a community. Providing jobs within the community is a magnet in attracting new households which in turn provides more consumers for local businesses and generates additional sales tax revenue. Dollars are kept in the community and spent many times over. Another advantage of offering a variety of employment opportunities is that families are encouraged to remain in, or return to, Mascoutah to raise their children.

5.1.3 Desirable Commercial/Industrial Land Uses

There are three sets of desirable land uses recommended for the City. One set is health care services, one is retail uses which either do not exist in the City or are under represented in the City, and the third is industrial uses which will promote economic development by creating jobs, increasing the tax base, and creating positive spin-off effects.

5.2 Existing Economic Development

Within the City limits of Mascoutah, there are hundreds of acres available for new development. However, all acreage is not equal in the sense of location, access, availability of utilities, environmental conditions, land use and zoning regulations and willingness or interest of property owners to sell or develop land. The area in the City limits north of Fuesser Road has been zoned for commercial and industrial uses. Land located along the primary corridors is more favorable for development than land in the hinterland. Land use and zoning restrictions on property lying within the Airport Overlay and Accident Potential Zone (APZ) Boundary, will impact the type of development which will be permitted. Therefore, it is imperative that the City promote the highest and best use for land located on a major transportation corridor such as Highway 4 and to areas which are located outside of the APZ boundaries.

5.2.1 Industrial Areas

Industrial uses are scattered throughout the southern and northern part of the City. Several viable industrial uses are located on the south side of the City while newer industrial users have opted for the open land in the northern areas. This area is in close proximity to MidAmerica St. Louis Airport and Interstate 64.

5.2.1.1 North of Fuesser Road. The Mascoutah Business Park has been identified as the 360+ acres bounded by Fuesser Road to the south, Illinois Route 161 to the north, Illinois Route 4 to the east, and N. 6th Street to the west. The land is generally zoned LI, Light Industrial and GI, General Industrial. Land further west of N. 6th Street to N.

County Road, an additional 480 acres, is also zoned LI and GI. These zoning districts also allow a variety of commercial land uses. As noted, this area has additional land use and zoning restrictions on property lying within the Airport Overlay and Accident Potential Zone (APZ) Boundary Overlay, which must be observed. Additionally, there are much needed infrastructure improvements which will be required to accommodate commercial and industrial development in this area, as well as major streets and roadway improvements. The Traffic Circulation Plan and the Infrastructure Plan should include the phasing of these improvements to stimulate new development.

5.2.1.2 South of Downtown. Approximately 80 acres located south of the former L & N Railroad is zoned Light Industrial and includes a variety of existing businesses. City utilities are readily available to this area. Some land is currently underutilized and the development of a business park in the south part of the City to serve as a small business incubator is recommended.

5.2.2 Commercial Areas

Most of the City's commercial uses are concentrated along Main Street with the largest concentration of commercial activity in the eastern part of the City. More recent commercial development has occurred on and near Highway 4, north of downtown. Land north of Fuesser Road, west along Highway 4, has been zoned for commercial purposes as well as land north of Illinois Route 161 to Interstate 64. A more recent phenomena, is the smaller commercial tracts of 5-7 acres which were created at primary intersections as part of a planned development.

5.2.2.1 Downtown (Uptown District). As noted by several respected economic development professionals, recent change in the nation's economic structure has adversely affected the ability of small towns to compete. Improved highways to major retail centers, the invasion of chain discount stores into small towns, and the popularity of catalogue and internet sales have driven many "Main Street" retailers out of business. The public and private sectors must work together to create an attractive environment for people to work and shop. Business owners may need to change their standard business practices to accommodate the working public or develop a "market niche" to compete with major retailers.

5.2.2.2 Hwy. 4, north of Downtown (Highway 4 Corridor). There has been increased interest in commercial development along Highway 4 north of Downtown, given its proximity to Interstate 64 and the existing and forecasted traffic volumes along Highway 4. This area should be reserved for the most intense commercial type activity, (e.g. retail centers, office parks, and restaurants). New "commercial centers" should be encouraged along this major transportation corridor and at primary intersections such as Highway 4/Fuesser Road and Highway 4/Route 161. These developments should be planned to include several businesses to encourage better design and to limit the number of access points onto to Highway 4. Individual lot development along Highway 4 should be discouraged.

5.2.2.3 Hwy. 4/I-64 (freeway commercial). Approximately 600 acres of property north and south of Interstate 64 should be designated as “Freeway Commercial.” This area should be preserved for planned commercial centers and planned business/office parks. Frontage roads should be constructed to facilitate development, such as the case with the 106 acre MidAmerica Development located in the northwest quadrant of the Hwy. 4/I-64 intersection. Specific land use and zoning regulations should be considered to guide development standards, (e.g. building materials, sign regulations, and designed urban spaces). Storm water management should also be approached from a “regional” scope rather than individual lot development. This area will ultimately serve as a regional shopping/retail destination.

5.2.2.4 Commercial nodes at primary intersections. Property, comprising four to seven acres, has been zoned for commercial purposes at primary intersections; for example at Fuesser Road and N. 6th Street. Commercial activity in these areas will offer the type of products and services residents desire to have located close to their residences, (e.g. banks, convenience stores, drug stores, and dry cleaners). Small planned retail centers would be the recommended development at these primary intersections.

5.3 Economic Development – Goals and Sub-Goals

5.3.1 Commercial and Industrial Development

Goal: Attract and retain commercial and industrial development to increase the City’s sales tax base, provide employment opportunities for residents, and offer a variety of shopping opportunities.

Sub-Goal: Focus near-term emphasis on sustaining the existing business base and growth on Main Street and along Route 4 towards Route 161.

Sub-Goal: Focus mid-term growth along Route 4 to the northern City limits surrounding MidAmerica St. Louis Airport.

Sub-Goal: Focus long-term growth to the west along Route 177 to include the area bounded by the proposed Gateway Connector (Route 158.)

Sub-Goal: Increase the local job base to provide employment opportunities to every working age group and in various professions and trades.

Sub-Goal: Encourage the development of a small business incubator to attract and increase success rate for business start-ups.

Sub-Goal: Encourage the retention and expansion of existing businesses.

Sub-Goal: Encourage the development of a fiber optics network, preferably provided by the private sector market, to attract high-end business/commercial development.

Policy: Utilize “project” TIF Districts to spur commercial/retail development activity in conjunction with the formation of a Special Service Area (SSA) or a Special Assessment Area (SAA) to offset project expenses.

Policy: Any SSA or SAA established by the City should identify an appropriate “area of benefit.”

Sub-Goal: Expand the boundary of the St. Clair County/MidAmerica Enterprise Zone to areas within the City limits zoned for commercial/industrial uses.

- Goal:** Identify the type of development desired and anticipated to adequately plan for future growth and properly market the community to future investors.
- Sub-Goal:** Establish an Intergovernmental Agreement with St. Clair County which assists and guides the development of County-owned land around the MidAmerica St. Louis Airport.
- Sub-Goal:** New commercial centers should be encouraged along major transportation corridors and at primary intersections as depicted in the Land Use Plan and Master Street Plan.
- Policy:** Complete sub-area plans for the major intersections identified on the Land Use Plan and Major Plan of Streets to enhance commercial/industrial development opportunities.
- Policy:** Reserve the Highway 4 Corridor primarily for commercial development by requiring a planned development for land adjoining the State right-of-way for commercial purposes.
- Policy:** Engage in discussion with federal and state officials regarding funding for infrastructure improvements to stimulate development particularly in the area of the Mascoutah Business Park.
- Policy:** Encourage the growth of light industries in the City, such as high-tech production, back-office, logistics, and aerospace, warehousing, and light assembly within the interior of the Mascoutah Business Park.
- Sub-Goal:** City's marketing strategy should actively market the community to investors and consumers.
- Policy:** Update the City's web site to include data and marketing information useful to private investors and a business directory which may be useful to consumers.
- Policy:** Develop and initiate a marketing strategy to attract desired development (business recruitment program.)
- Goal:** Increase and diversify the City's long-term tax base to provide adequate services for its residents while lessening reliance on the residential property tax.

Sub-Goal: City's annual budget will reflect an increase in sales tax from additional commercial development to fund municipal operations.

5.3.2 Downtown

Goal: A strong downtown core identity shall be developed that creates an attractive environment for people to shop and work.

Sub-Goal: Implement the Uptown District Plan to guide and coordinate public and private development.

Policy: Establish thematic features to improve continuity along Main Street and incorporate features into the Uptown District Plan.

Sub-Goal: Physically distinguish downtown as a unified commercial district.

Policy: Provide landscaping treatment along pedestrian ways to provide barriers to vehicular traffic.

Policy: Fund downtown improvements with the use of TIF 2B funds in accordance with the Uptown District Plan.

Sub-Goal: Promote a public/private partnership for planning and implementing the revitalization of downtown.

Policy: Develop and implement design guidelines and development regulations tailored to downtown needs to preserve the historical and architectural integrity of the City's older structures.

Policy: Establish performance standards for the conversion of residential structures to more intense uses, (e.g. office and retail).

Sub-Goal: Encourage business owners to use the second story of their downtown buildings for apartments or additional office/retail space.

Sub-Goal: Work with Main Street and Chamber of Commerce to provide the opportunity and an incentive for business and property owners to enhance the physical appearance of their grounds and buildings.

5.4 Economic Development Tools to Achieve Goals and Policies

5.4.1 Commercial and Industrial Development

The City must take the lead role in attracting commercial and industrial development by adequately planning for future growth. The present City limits has hundreds of acres available for all types of commercial and industrial development; however, having the land annexed into the City and zoned for commercial and industrial purposes is only the first step. In order to attract development, the land must generally have City utilities readily available, i.e. sewer, water, electric. Although the extension of these utility systems are generally at the cost of the developer, the supporting system, i.e. water and sewer treatment plants, lift stations, typically needs to be coordinated by the City. The City should identify smaller areas within the hundreds of acres available and develop sub-area plans, which allows the City to focus on these various development issues. This plan has established the following policies to foster commercial and industrial development.

5.4.1.1 Small Business Incubator. In order to increase the success rate for business start-ups, it is recommended that a small business development center or incubator be established within the community. A small business incubator is an office facility specifically designed to support start up businesses, i.e. sharing personnel and other office expenses with other businesses in the incubator. These small businesses would be encouraged to relocate to other locations within the community following several years of steady growth.

5.4.1.2 Fiber Optics. Many types of businesses that the City desires to attract are becoming more dependent on fiber optics for their operations, i.e. health care and medical services, data processing and computer services. The City should work with area leaders and local legislators to encourage the development of a fiber optic network, preferably provided by the private sector market, to stimulate new development opportunities.

5.4.1.3 Tax-Increment Financing (TIF) and Special Service Area (SSA). When a TIF District is created, the value of property in the area is established as the “base” amount. The property taxes paid on this base amount continues to go to the various taxing bodies. It is the growth of the value of the property over the base that generates the tax increment. This increment is collected into a special fund (the Special Tax Increment Allocation Fund) for use by the municipality to make additional investments in the TIF project area. This reinvestment generates additional growth in the property value, which results in even more revenue growth for reinvestment.

A Special Service Area is a taxing mechanism that be used to fund a wide range of special or additional services and/or physical improvements in a defined geographic area. This type of district allows a local government to establish such area without incurring debt or levying a tax on the entire municipality.

The City has two TIF districts in place. Future TIF Districts should only be pursued if there is a specific project involved whereby cost and benefits to the community can be measured. Additionally, any future TIF Districts should consider creating a SSA in tandem with a TIF District to assist with funding physical improvements. All TIF and/or SSA Districts should be created through development agreements, which include a “performance” guarantee from the developer.

5.4.1.4 Enterprise Zone (EZ). The City is a participating entity in the Intergovernmental Agreement which established the St. Clair County MidAmerica Enterprise Zone. Incentives include a Sales Tax Exemption to businesses who make a sale of building materials for new construction or to remodel or rehabilitate existing facilities. Land at Scott Air Force Base, which is currently included in the Enterprise Zone boundary will be removed. This provides an opportunity for other government entities to include additional land in the Enterprise Zone thereby allowing the City to offer the Sale Tax Exemption incentives to businesses.

5.4.1.5 Sub-Area Plans. The benefit of developing Sub-Area Plans is that it allows the City to address development issues, coordinate the extension of public infrastructure and make land ready for development. Major intersections identified on the Land Use Plan and Master Plan of Streets should be the areas of primary focus. Prior to initiating the development of a Sub-Area Plan the City should have a commitment or an agreement from the land owner(s) with interest in the property.

5.4.1.6 Mascoutah Business Park. The Mascoutah Business Park is comprised of the 360+ acres bounded by Fuesser Road to the south, Illinois Route 161 to the north, Illinois Route 4 to the east, and N. 6th Street to the west. As noted, there are much needed infrastructure improvements which will be required to accommodate commercial and industrial development in this area, as well as major streets and roadway improvements. The City should continue to engage in discussion with federal and state officials regarding funding for infrastructure improvements to stimulate development in this area.

5.4.1.7 Marketing Efforts. Mascoutah has a City web site which includes a link to Economic Development. Initially, this web site should be updated to include data and marketing information useful to private investors. A more comprehensive approach to an ongoing marketing strategy should be developed by the City and include marketing publications, site visits/tours, advertising, CD-ROM, and internet. Part of the ongoing marketing strategy for the City should include the development of a Business Recruitment / Retention Program.

5.4.2 Downtown

In addition to the land available along primary transportation corridors which will attract “regional” shopping centers and other new commercial development, the City has an advantage of having a unique downtown central business district. The continuing economic vitality of the downtown is dependent on a variety of factors (e.g. land use, zoning, parking, traffic circulation, adaptive reuse and restoration of historic buildings,

public infrastructure and urban design). An Uptown District Plan was prepared to address issues more common to an older commercial district.

5.4.2.1 Uptown District Plan. The Uptown District Plan was developed to provide a series of goals and strategies to address issues that are present in downtown Mascoutah within an area bounded by Main and Church Streets from County Road to Mine Road and the area between Railway and Market Streets from Main to Oak Streets. Figure 12 represents the Mascoutah Uptown District. The plan expresses the desires of the community in regard to physically distinguishing downtown as a unified commercial district and includes a plan for physical improvements. The plan incorporates an implementation strategy which specifies projects and programs to be completed to carry out the goals identified in the plan.

5.4.2.2 Landscaping Treatments/Entryway Treatments. The Uptown District Plan makes several recommendations for landscaping and entryway treatments in the downtown. Key locations were identified which have the most visual impact in the downtown area. These locations would be designed to include historic lighting, historic street signage, street banners, planters and brick textured crosswalks. Other recommendations include developing minimum design standards for all private and public lots (e.g. the percentage of square footage that must be landscaped, number of trees determined by number of parking spaces, lighting, and striping).

5.4.2.3 Design Guidelines. The primary purpose of establishing design guidelines is to educate the community on appropriate design considerations for older structures or new structures in the historic downtown area. Guidelines assist in identifying and maintaining a property's important historic features and provide ideas and guidance for appropriate alterations if repairs or additions are needed to make the structure more functional or livable. Several design guidelines to preserve and restore existing storefronts and to review new construction downtown were provided in the Uptown District Plan.

5.4.2.4 Zoning Compatibility. The current zoning district pattern in the downtown is appropriate except for the areas zoned General Commercial (GC). The purpose of the GC District is to permit more intense retail sales and service activities. Rezoning properties from GC to DC, Downtown Commercial, is recommended. In addition, sign regulations should be devised specifically for DC Districts which would promote signage more sensitive to historic structures and site situations unique to a downtown. Lastly, in order to protect the architectural integrity of the older homes, it is recommended that performance standards be included in these districts to address requests to convert residences into commercial/office structures.

MASCOUTAH UPTOWN DISTRICT

Figure 12

5.4.2.5 Revolving Loan Fund. Main Street Mascoutah presently has a downtown façade program which reimburses property owners for eligible expenses incurred during a building renovation (e.g. paint, awnings.) This program should be expanded to offer a revolving loan for larger expenses involved in a renovation project or site improvements.

5.4.3 Financing/Incentives

Availability of financing incentives is an important consideration for new, expanding, and relocating businesses. Expansion capital is available from a number of sources including the U.S. Small Business Administration. In addition, there are several incentives provided by the State of Illinois.

5.4.3.1 SBA 504 Loan Program. The U.S. Small Business Administration (SBA) 504 Loan Program is designed to stimulate business and industrial expansions. The program offers businesses long-term, fixed rated financing for fixed asset acquisition. Most types of businesses are eligible, including retailers, distributors, and manufacturers. Existing businesses are eligible for SBA 504 financing, and in some instances start-up businesses are also eligible. In order to be eligible, businesses must:

- 1) Be for-profit;
- 2) Have total assets valued at less than \$9 million;
- 3) Have net worth less than \$6 million;
- 4) Have net profit after taxes averaging less than \$2 million.

Loans are structured such that 50% of the loan comes from a participating bank, 40% in an SBA guaranteed debenture, and 10% is owner equity. The interest rate is fixed, approximately 2-to-4 percent below market rate with a term of 10 to 20 years. There are no limits to the size of the bank loan or total loan size; however, the minimum project size is \$120,000 and the maximum debenture, which can be guaranteed by the SBA, is \$750,000. One full-time job should be created within a two-year period after loan closing for every \$35,000 in debenture proceeds.

5.4.3.2 Illinois Property Tax and Inventory Tax Exemptions. The State of Illinois has no personal property tax and does not assess taxes on machinery, equipment, vehicles, aircraft, inventories, or intangibles. In addition, the state does not assess property tax on merchants' or manufacturers' inventories.

5.4.3.3 Illinois EDGE Program. The State of Illinois has an Economic Development for a Growing Economy (EDGE) program that provides tax credits for businesses that create new jobs and make capital investments in the state.

5.4.3.4 Illinois Investment Tax Credits for Purchase of Property. Firms in Illinois can receive an investment tax credit against Illinois Personal Property Replacement Income Tax for the purchase of qualified property (including buildings)

used in manufacturing, mining, or retail businesses. The credit is equal to one-half percent of the adjusted basis of tangible new or used property with a useful life of four years or more. An additional one-half percent tax credit is available for any year in which the firm's base employment increases by one percent or more over the preceding year.

5.4.3.5 Illinois Industrial Training Program (ITP). The State of Illinois administers an Industrial Training Program (ITP). This program offers employee recruitment services including job fairs, advertising, applicant screening and testing, and customized employee training.

5.4.3.6 St. Clair County Job Training. St. Clair County administers a federally funded job-training program for a five-county area in Southwestern Illinois. This program is similar to the state program and offers the same services including applicant screening and testing, and customized employee training.

5.4.3.7 St. Clair County Airport and Industrial Revenue Bonds. St. Clair County and the Southwestern Illinois Development Authority can issue both taxable and tax-exempt financing to fund eligible development in and around MidAmerica St. Louis Airport.

5.4.3.8 City of Mascoutah Incentives. It would be beneficial for the City to offer incentives to businesses who have interest in locating or expanding their business in the City, but financially may be unable to do so given extreme costs associated with the project. It is recommended that the City develop a policy to address the offering of development incentives to desired businesses. The policy should focus on off-setting project expenses related to constructing physical improvements and ensuring that the developer meets or exceeds certain "performance standards" in order to receive the incentives. The expectation of City leaders is that the "project benefits" will outweigh the "project costs" to the City.

Chapter 6 - Housing

6.1 Housing Characteristics

In 2007, Mascoutah's housing stock included 2,618 units. Single-family homes account for 86 percent of the housing stock; multiple family units account for 8 percent of the housing stock; and mobile homes account for 6 percent. According to the 2000 U.S. Census, single-family homes accounted for 77.6 percent of the housing stock; multiple-family units accounted for 12.9 percent of the housing stock; and mobile homes accounted for 9.5 percent of the housing stock. This information indicates that new construction in the housing market in Mascoutah since 2000 has predominantly been single-family residential.

Mascoutah had a higher-level owner-occupancy than the county and the state in 2000, which is not surprising since the City's housing stock is dominated by single-family homes. Also in 2000, the City's vacancy rate was lower than the county's vacancy rate but was slightly higher than the state's. Home values were higher than the county average, but significantly lower than the state's average. Rents were higher than the county average, but were lower than the state average. Other than the County's owner-occupancy rate moving slightly higher than the City's rate the situation remains largely unchanged in 2009. Housing data for the City, county, and state for **2009** is summarized in Table 3.

Table 3
Housing Data, 2009

	Mascoutah	St. Clair County	Illinois
Housing Units			
Owner-Occupied	67.4%	68.5%	69.3%
Renter-Occupied	32.6%	31.5%	30.7%
Vacant	6.4%	10.3%	9.3%
Median Value of Housing Units	\$130,100	\$116,300	\$200,400
Median Contract Rent	\$499	\$427	\$518

Source: **2009 Census (American Factfinder)**

The City has seen a residential building boom in the past several years, particularly in the single-family housing market. Prior to 2000, a total of 227 new homes were built in the 1990's, compared to 415, 373, and 334 new homes constructed during the 1980's, 1970's, and 1960's, respectively. The total number of units of the various

housing types was computed since 2000 and is summarized in Table 4 which again indicates that the recent residential building activity has emphasized single-family home construction.

Table 4					
Total Units of Housing Types					
Year	Single	Duplex /	Multi-Family	Mobile Home	Total
	Family	Villa			Number
					Units
2000	8	0	0	6	14
2001	13	0	8	2	23
2002	35	0	0	0	35
2003	42	0	6	3	51
2004	46	4	24	2	74
2005	142	2	16	0	160
2006	163	0	8	4	175
2007	123	0	0	1	124
2008	56	0	0	2	58
2009	82	0	0	1	83
2010	82	0	0	1	83
2011*	22	0	5	0	27
<i>* As of August</i>					

6.2 Housing Plan

6.2.1 Quality Housing and Housing Types

From data collected, it appears that opportunities exist primarily for single-family housing. The City should continue to encourage new single-family home construction while maintaining the current mix of housing types to provide options for various population segments. New residential areas must have adequate infrastructure, including sufficient water pressure to sustain larger residences which seems to be typical in the current housing market. The City should continue to review the architectural standards of new housing developments and adopt development standards or design guidelines to improve the standards of all new residential construction.

6.2.2 Affordable Housing

Affordable housing is needed, particularly for young families and some elderly residents of the City. Strategies to provide affordable housing in appropriate areas could include allowing single-family “attached” housing (townhomes) or allowing single-family detached dwellings on smaller lots. With the popularity of the New Urbanism concepts, developers may desire to develop single-family detached dwellings on small lots. This could provide the opportunity for additional affordable housing.

6.2.3 Maintenance of Housing Stock

The City should continue to enforce housing codes to ensure that all residential units meet building and life safety codes. To ensure safe and healthy accommodations for residents, the City needs to update its regulations for the remaining mobile homes. These regulations need to ensure adequate separation distances between mobile homes (to inhibit the spread of fire) and require that any mobile homes brought into the City comply with the *National Manufactured Housing Construction and Safety Standards Act of 1974*, and the National Fire Protection Association’s *Code of Specifications for Mobile Homes and Travel Trailers*. In order to protect older neighborhoods and property values, derelict properties should be removed.

6.3 Housing– Goals and Sub-Goals

Goal: **Continue to encourage new “high quality” single-family home construction while maintaining the current mix of housing types to provide options for various population segments.**

Policy: Establish additional development standards in residential zoning districts (e.g. 2-car garages, % of brick)

Policy: Develop and adhere to design guidelines for residential development to encourage “high quality” construction and design.

Goal: **Protect and enhance the City’s existing housing stock.**

Sub-Goal: Adhere to architectural review guidelines to ensure architectural harmony between existing and new structures within the City. (see Land Use-Community Image)

Sub-Goal: Efforts to refurbish older neighborhoods of the City shall be encouraged.

Policy: Encourage the use of existing housing programs offered by St. Clair County Intergovernmental Grants Department (e.g. Home Improvement Loan and Free Housing Rehabilitation Grants) to assist City residents.

Policy: Replace aging infrastructure in older areas of town (i.e. water, storm drainage, streets, and sidewalks.) (see Infrastructure Element)

Sub-Goal: The City shall strictly enforce housing codes to ensure that all residential units meet building and life safety codes.

Policy: Improve on the occupancy/maintenance program to ensure structures and condition of property continue to be code compliant. (see Land Use-Community Image)

Sub-Goal: Residential areas shall be protected from the intrusion of inappropriate land uses.

Policy: The height and square footage of accessory buildings shall be less than the principal building.

Policy: Encourage development of a Neighborhood Conservation Program to strengthen and stabilize older neighborhoods.

6.4 Fulfillment of Housing Goals and Policies

6.4.1 Balanced Housing Market

As noted from housing data and information collected, current opportunities exist primarily for single-family housing. The City should continue to encourage new single-family home construction while maintaining the current mix of housing types to provide options for various population segments including young families, mature families and the elderly population. Much of the attractiveness of the City is attributable to its small town atmosphere and quality residential development. It is possible to obtain quality residential development and offer a full range of all types.

6.4.1.1 Single-Family. The City is experiencing a boom in new construction, single family residential development. In order to ensure “high quality” construction, development standards should be included in the residential districts of the City’s Zoning Ordinance. Development standard examples include minimum dwelling size, percentage of masonry to be used on exposed walls, and minimum roof pitch. Although these items are generally covered in the covenants and restrictions recorded for a development, minimum standards could be imposed by the City in the zoning requirements for the various residential districts.

A Single-Family Housing Replacement Program could be initiated to stimulate interest in constructing new homes on vacant or underutilized lots in older sections of town. The program may offer economic incentives to builders such as water/sewer tap fee waivers, reduced building permit fees, or City property tax abatement for a certain period of years to offset site or building costs.

6.4.1.2 Duplex/Villas. Presently, duplex or villas (attached two-units) are permitted by the RT, Two-Family Residential Zoning District and are also a permitted use in the RM, Multiple-Family Residential District. Duplex is a term generally used when the attached two-units will be sold as one unit, and the term villa is frequently used when the attached two-units are constructed and platted in a manner to be sold separately. The “RT” district is considered consistent with and designed to implement the provisions of the Comprehensive Plan for land designated as medium-density residential on the City’s Land Use Plan map.

It is recommended that the zoning code, particularly the RT and RM zoning districts, be reviewed and revised to clearly make a distinction between the definitions and types of attached dwelling units. It is also recommended that a Land Use Intensity (LUI) system be considered for adoption to determine the green/open space, parking, and building density requirements of any type of residential development with a density of more than five (5) dwelling units per acre, which is the density level for land designated as medium-density residential.

6.4.1.3 Multi-Family. While traditional multi-family housing (large apartment complexes) are not encouraged through this plan, preferred higher density housing types,

e.g. condominiums, townhouses, and triplexes as part of mixed-use neighborhoods, would be considered in appropriate areas, particularly near commercial shopping areas. These units could be either constructed for ownership or the rental market. To ensure quality and desirability of higher density residential areas, green space and recreational space should be incorporated into the development plans which should be based on an LUI system as noted above.

6.4.1.4 Mobile Homes. It is recommended that existing older mobile homes which do not meet current zoning and building code requirements in areas zoned for single-family residential be phased out. Mobile Home Parks, permitted by the RMH, Mobile Home Residential District should be the only location permitting mobile homes. The RS-5 District should be amended to prohibit the placement of mobile homes within this district. The current zoning requirements in the RMH District including the minimum space size of 4,000 square feet and the minimum separation between mobile homes of 20 feet, needs to be strictly enforced.

6.4.2 Preserve Existing Housing Stock

Efforts to refurbish older neighborhoods should be encouraged. Many of the homes in the older neighborhoods are affordable and provide good housing stock. The older housing stock should be improved through stronger code enforcement. The older neighborhoods should be guarded from the intrusion of inappropriate land uses, and rezoning requests in these areas should be thoroughly scrutinized for their impact to the neighborhood. Incentives may be provided to encourage the rehabilitation of the older housing stock.

6.4.2.1 Replace Aging Infrastructure. There are several areas in the community where the water and sewer lines are in need of replacement. Water pressure problems and water breaks continue to be a major problem to the City. An annual program to replace aging lines has been initiated, beginning with the most severe problems first.

6.4.2.2 Neighborhood Conservation Program. A Neighborhood Conservation Program is a citizen-based planning group which uses various planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses that may have a negative impact on the residential living environment. These regulations can include imposing development standards, as described below, or the initiation of down-zoning properties within the neighborhood to protect and enhance the livability of the Neighborhood Conservation Area. Neighborhood Conservation groups may also implement programs to strengthen and revitalize their neighborhoods such as beautification treatments, park improvements, or installing neighborhood signs within their boundary. Neighborhood Conservation groups are similar to a Homeowner's Association formed to protect an older residential neighborhood.

6.4.2.3 Architectural Review Guidelines. It is recommended that “development standards” be established and adopted as part of the zoning code to assist with good residential design. The development standards could include dwelling size specifications, construction materials for dwellings, minimum roof pitch, scale requirements which would limit the height and square footage of accessory buildings to be less than the principal building on the lot, and landscaping requirements. Additional architectural review guidelines may be imposed to regulate other residential and site plan design issues to ensure architectural harmony between existing and new structures within the City.

Chapter 7 - Community Facilities and City Services

7.1 Introduction

The City of Mascoutah controls several parcels of land and public buildings necessary to provide services to residents. Some of this land and all of the public buildings are used for police protection, fire protection, emergency medical services, public works, utilities, and parks and recreation. Community facilities to house municipal activities include the City Hall, police department, fire department, civic center, senior center, public works garage, and various utility buildings and facilities.

The City should continue to evaluate the need for upgraded or improved public safety services and identify appropriate locations for the development of new facilities to accommodate future growth needs. Impacts to staffing and equipment needs of the various City Departments should also be considered to maintain and improve services..

7.1.1 City Hall

City Hall includes approximately 11,000 square feet of floor area. Within the building is space for the City administrative offices, the police department, and City ambulances. The administrative space includes offices for the City Administrator, City Clerk, and utility billing offices. The City Council Chambers are located in the building and serve as the meeting space for several boards and commissions. The Police Department occupies the south end of the complex. The City's ambulances are also housed in the building.

7.1.2 Police Division

Mascoutah's Public Safety Department includes a Police Division and an Emergency Medical Services Division. The City's Police Department is staffed by the Chief of Police, who also acts as the Public Safety Director of the EMS, 13 full-time police officers, and an administrative assistant. The department provides law enforcement services to City residents. Included in these services is an officer at the school, code enforcement, working details for City sponsored events, preventive patrol, traffic enforcement, and investigations twenty-four hours a day, seven days a week.

At this time, the department is able to operate with a ratio of approximately 1.8 officers per 1,000 residents. National standards provided by the U.S. Department of Justice, Office of Justice Programs, recommend a ratio of 2.0 officers per 1,000 residents. However, this ratio is just an average and largely depends on the size of the community and services provided by the department. As the number of residents increase, along with

commercial development to the north, the demand for service will increase. The Police Department is able to maintain services at the current level, but there are areas taxed. As seen in neighboring cities, as both the residential and commercial growth continues, the Police Department demand increases, and the department will have to grow to meet these needs.

With hiring additional personnel comes the salary/benefits costs and equipment to maintain them. A review of vehicles would be in order, and additional vehicles may need to be added to the fleet. Equipment should also include in-car video camera equipment. With increase in personnel, the City may have to look at expanding the physical building possibly in the next five years. The department is reaching maximum space usage. In the event the Fire Department relocates to a larger facility, or the City acquire other property/buildings, the concept of moving the Police Department/EMS operations to their own facility should be considered.

7.1.3 Emergency Medical Services Division

The City's Public Safety Department includes an Emergency Medical Services (EMS) Division, which operates from City Hall, and is a 24 hour full-time paramedic emergency response ambulance service. It is staffed by 5 full-time paramedics and up to 8 part-time paramedics. EMS provides emergency medical services for the City of Mascoutah as well as the surrounding Rural Fire District. The ambulance is funded through tax levies in the City and Fire District as well as collecting fees for services. The EMS Division maintains 2 fully equipped ambulances.

In 2005, the number of calls for service was 552, and in 2006 there were 580 calls. Since 2007, there was a noticeable increase in calls for service with a monthly average of 60 calls, corresponding with the increase in City population. As the population increases the calls for service will increase. Based upon anticipated usage and mileage, the oldest ambulance in the fleet should continue to be replaced every 5 to 6 years to maintain a current and working service fleet.

7.1.4 Fire Department

The Mascoutah Fire Department provides protection for approximately 110 square miles in the City of Mascoutah and the Mascoutah Rural Fire Protection District, which includes portions of the townships of Mascoutah, Englemann, Shiloh Valley, Freeburg, New Athens and Fayetteville. Fayetteville operates its own Fire Department under the control of the Mascoutah Rural Fire Protection District. The Mascoutah Fire Station is located at 224 N. Railway Avenue and currently maintains 43 volunteer fire-fighters, 2 pumpers, 1 pumper-tanker, 1 brush truck and one light-duty rescue truck.

The Fire Department can be maintained by a volunteer staff as long as the department does not have problems recruiting new members, although daytime availability is becoming a tougher issue according to the Fire Chief. The administrative responsibilities of operating the department and the time required to provide public

service programs, fire inspections and fire prevention services are increasing. When hiring personnel, the City may want to consider assigning these administrative responsibilities to staff.

The City's current ISO rating, based on a 2005 review, is a 5 in hydrant areas and a 9 in non-hydrant areas. The Fire Department will be attempting a hauled water rating in non-hydrant areas to help that rating. Overall the ISO rating could be lowered if the City would choose to improve in the areas of "Fire Department" and "Water Supply." The Fire Department feature reviews the engine and ladder-service companies, equipment carried, response to fires, training and available fire fighters. The Water Supply feature reviews the water supply system that is available for fire suppression in the City. This includes reviewing the supply works, the main capacity and hydrant distribution, the types of hydrants and method of installation, the frequency of inspection of hydrants and their condition and the water supply itself.

The City should concern themselves with all aspects of hydrant flushing and this maintenance cost should be built into the rate system. The same is applicable to water volumes and pressures.

The Fire Department is a member of the Mutual Aid Box Alarm System (MABAS), Division 32. This is a statewide mutual aid system which now includes the City of St. Louis and St. Louis County. On January 1, 2008, St. Clair County changed to a computer aided dispatch which allows the Fire Department to have 2nd to 5th alarms on fires in the area.

7.1.5 Leu Civic Center

The Leu Civic Center is in a building owned by the City and managed by a separate board. The community center has an executive director who is responsible for running recreation programs. Additional information on the Leu Community Center is included in the Parks and Recreation section of this report. As noted, the City will have to determine the building's remaining useful life and assess what improvements, if any, should be completed.

7.1.6 Senior Center

The City owns the Senior Center that is run by Senior Center, Inc. The Senior Center offers recreational activities and health, social and nutritional programs for senior's aged 55 and over. The center is presently open from 8:00 a.m. to 1:00 p.m., Monday through Friday. The Senior Center serves lunch each weekday and operates a Meals on Wheels program providing meals to shut-ins. Flu shots are dispensed and blood pressures checked regularly at the center. Information on recreational activities is included in the Parks and Recreation section of this plan. The City should continue to budget for routine maintenance of the Senior Center property. No additional improvements are recommended at this time.

7.1.7 Mascoutah Heritage Museum and Espenschied Chapel.

The Mascoutah Heritage Museum, occupying the City-owned building at 306 W. Main Street, and the Espenscheid Chapel, located at 317 N. County Road, do not require improvements at this time, but the City should continue to budget for routine maintenance of these properties.

7.1.8 Library

Mascoutah's library is housed in a 12,000 square foot building located immediately north of City Hall. The library contains 40,000 volumes plus numerous periodicals, records, audio materials, and videos. The library is under the direction of the Library Board who is responsible for operation and management. The board consists of nine members who serve three-year staggered terms. The Director of the Library is appointed by the Library Board and is responsible for the day-to-day operation of the library.

The library is part of a larger library system that includes libraries in several surrounding communities. Within this system, material is shared which enables individuals to have access to material in other libraries without the need for each library to maintain copies of material that is hard to acquire or seldom used.

7.1.9 City Cemetery

The City Cemetery located along N. County Road needs to be preserved. There are strict state laws to protect cemeteries, and no redevelopment of cemeteries should be proposed by this plan. The City needs to continue proper maintenance of the grounds.

7.1.10 Schools

The City is served by Mascoutah Community Unit School District No. 19 and the Holy Childhood School. School District No. 19 owns and operates a high school, middle school, and two elementary schools. One elementary school is located adjacent to Scott Air Force Base. All other schools are in the City.

7.2 Community Facilities and City Services – Goals and Sub-Goals

Goal: Community facilities necessary to serve the residents of the City will be provided in appropriate locations.

Sub-Goal: Expand the existing fire station or construct a new fire station to specifications which would accommodate a ladder truck.

Sub-Goal: As the City limits expand and number of residents increase, along with an increase in commercial development, assess the ability of the Public Safety Department to maintain current level of services.

Sub-Goal: Encourage the development of a privately owned urgent care facility or clinic in the City to provide emergency medical care on a 24-hour basis.

Sub-Goal: Identification and/or development of one or more storm shelters should be explored.

7.3 Community Facilities Plan

7.3.1 New Fire Station

There has been discussion about the possibility of constructing a second fire station to cover the northern part of the City. To maintain low fire insurance rates, buildings should be within one and one-half road miles from a fire station. A site on the north side of the Norfolk Southern Railroad line at Highway 4 would be a good theoretical location for a second fire station based on response time. This site would be within one and one-half mile of Fuesser Road and the I-64/Highway 4 interchange. A major consideration would be that ISO will only credit that station if personnel are assigned to that station and respond out of the station at all times.

A minimum of 10 personnel would be needed to provide three staff members on duty 24-hours per day. If established, the station could be equipped with a quint apparatus. A quint is a combination pumper and ladder truck that carries water, a pump, ladders, hose, and limited rescue equipment. Long-term, the City should plan to eventually move the Fire Department into two stations and possibly look at the concept of moving EMS and/or the Police Department into the existing fire station.

Chapter 8 – Utilities

8.1 Utilities

The City, and private/public utility companies, provide utility services in Mascoutah. Utilities provided by the City include water, wastewater, and electric. Natural gas service is currently provided by AmerenIP and telecommunication services are provided by Verizon. Several private companies provide cable service. Fiber optic service will also be addressed in this section.

8.1.1 Water Service

Mascoutah provides water distribution services to the area within the City limits including MidAmerica St. Louis Airport. Water is purchased wholesale from the Summerfield-Lebanon-Mascoutah Water Commission (SLM). SLM provides water to an area located east of the Silver Creek while Illinois American provides water to an area west of the Silver Creek.

8.1.1.1 Supply and Demand. SLM has a water treatment and pumping station on the Kaskaskia River. This plant has a capacity of 5.6 million gallons per day (MGD) and the current average demand is 3.0 MGD. Of this demand, approximately 750,000 gallons is from Mascoutah at the peak of demand. Non-peak demand is approximately 450,000-500,000 gallons with an average demand of approximately 600,000. Demand in the City has increased approximately 25 percent over the last seven to ten years according to monthly reports submitted to IEPA. The City has an agreement that SLM will guarantee the availability of two and one-half times the City's average daily demand.

8.1.1.2 Storage. SLM has a 500,000-gallon water storage tower at MidAmerica St. Louis Airport with 350,000 gallons reserved for Mascoutah. Mascoutah has a 500,000 gallon elevated storage tank constructed in 1987 in Scheve Park. The City also has a 500,000-gallon ground storage tank located on firehouse station property. The storage system is adequate, however, an interconnection between the City's elevated tank and the elevated tank at MidAmerica St. Louis Airport would improve the system by greatly increasing water pressure. However, the water pressure can not be increased until the older water mains in the City have been replaced. Increasing the level of pressure would result in water main breaks of the aging lines.

8.1.1.3 Distribution. The City's water distribution system consists of 50+-year-old ductile iron mains and new six-to-eight inch diameter AWWA C900 PVC. The old water lines are severely tuberculated, which causes red water and odors in some areas of the City. Line flow capacity has also been greatly reduced. Approximately two-thirds of the water distribution system has been replaced with PVC pipes since 1989. Replacement of the remaining older mains is anticipated to be completed within 18-20 years. The City utilizes Community Development Block Grant funds from the federal

government to fund water main replacements. These funds provide approximately 70-to-80 thousand dollars per year.

In the past, water valves on the pipe system were not regularly moved or exercised in order to maintain their operability. This necessitated many replacements. The City now has a valve exercise program in effect to minimize future problems. However, having available staffing to complete the valve exercise program continues to be an issue. Valves are replaced when new mains are installed.

8.1.1.4 Water Service Extensions. No major extension of water mains is currently planned. Developers generally pay for the cost of extending water service to new developments. If the City's development extends west of Silver Creek, the physical crossing of this area will be a challenge. Coordination between two water districts, SLM and Illinois American Water Company, will also be necessary.

8.1.2 Wastewater Service

Mascoutah provides wastewater collection and treatment service to an area contained within the City's Facility Planning Area (FPA). In 1993, the City added an area north of I-64, which, along with the MidAmerica St. Louis Airport, is served by gravity sewers flowing to a pump station which pumps to the northern interceptor sewer. The plan to extend the City's FPA boundary is addressed in the Land Use section and depicted in Figure 8.

8.1.2.1 Treatment. The City's wastewater treatment plant was completed in 1987 and is an extended aeration activated sludge plant with tertiary filters. Design capacity of the plant is 965,000 gallons per day and average demand is 560,000 gallons per day. The peak flow rate of 2.972 MGD can be handled by the plant. The plant discharges into the Silver Creek. The treatment plant is working well and the effluent is in compliance with discharge limits. The treatment plants biosolids are stabilized in an aerobic digester and then discharged to sludge lagoons. The City has experimented with bioaugmentation to reduce the quantity of sludge in the lagoons.

8.1.2.2 Collection. Collection is handled by a combination of gravity flow sewers, force mains and lift stations. The average depth of sewers is 8 or 9 feet below the surface although some are only 3 feet and some as much as 20 feet below the surface to facilitate gravity flow. There are several lift stations reaching the end of their useful life and lift stations reaching their capacity limitations.

Maintenance of the collection system is also a concern for the City. Infiltration poses a recurrent problem in older areas of the City where aged sewer pipes allow leakage, creating back-ups in the system. The City has developed an on-going program for improving the sanitary sewer in the older parts of town to alleviate some of these problems. CDBG funds can be used to match City funds for these improvements.

8.1.2.3 System Constraints. The collection system experiences a significant infiltration and inflow, which can be attributed to the high ground water level and the age of the system. Many sump pumps from residences have been connected to the collection system. These infiltration problems are difficult to fix. As noted, at the treatment plant, there are storm water holding ponds that store the excess flow until it can be treated, and the existing plant is able to handle the peak flow rate of 2.972 MGD. It will be less expensive for the City to treat the infiltration/inflow than to eliminate it.

8.1.3 Electrical Service

Generation and transmission of electricity is provided by the City of Mascoutah. The City owned power plant has a design capacity of 6.7 megawatts per day. Average usage is five megawatts per day and peak usage is 12 megawatts per day. The City presently has facilities to receive wholesale, high voltage power from two sources; a 138kV/13kV substation at the south end of the City and a 34kV/13kV substation at the north end of the City. Both of the existing substations have some deficiencies. The City's 138kV power source comes from an AmerenIP transmission line which is located near the south substation located about 1.25 miles south of the City's power plant on Union Street.

8.1.4 Natural Gas

Natural gas is provided by AmerenIP. The company currently has excess capacity in its transmission main system. In addition, the company has a program to continually upgrade its transmission systems to meet demand. Future industrial or large commercial users locating in the City may require increasing capacity on distribution lines.

8.2 Telecommunications

Telecommunications technology has exploded over the past several years and is destined to continue expanding rapidly. This expansion must be considered by cities in planning for the future. The basic types of telecommunications technology and issues to be considered in the near future are outlined below.

8.2.1 Computer Networks

Computer networks and electronic information services have expanded rapidly over the past two decades. There are multiple data providers in the community

8.2.2 Telephone Networks

Telephone networks are divided into local and long-distance carriers. Regional telephone companies operate local telephone networks within cities. These networks

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consist largely of copper wires, but many companies have upgraded their networks to use fiber-optic cables. Fiber-optic cables carry streams of digital information (bits of ones and zeroes) at the speed of light. This speed is hundreds of thousands of times faster than the speed information can be transmitted over copper wire. Long distance phone companies operate cross-country fiber-optic cables that run between cities.

8.2.3 Phone Service

Phone services, both land line and cell phone, are provided by several regional carriers. Currently, the multiple carriers have more than adequate capacity and some are increasing their capabilities and services.

8.2.4 Fiber Optics

A fiber-optic network will carry virtually limitless television channels, home shopping and banking, interactive entertainment and video games, computer databases, and commercial transactions. Technically a broadband communications network, the information superhighway, will link households, businesses, and school to virtually all available information resources. Rather than using traditional technology of analog signals and electromagnetic waves, the superhighway will carry all information (from voice to video) in the form of digital bits. The City should explore various options in linking Mascoutah households and businesses to a fiber optic network.

8.3 Utilities - Goals and Sub-Goals

8.3.1 Utilities

Goal: Provide sufficient utility systems into all areas of the community with expansion capabilities to accommodate future growth.

Sub-Goal: Construct or contract for adequate capacity of municipal water, wastewater, and an electric distribution system to provide service to all areas within the City's Planning Area boundaries.

Policy: Annually prioritize infrastructure improvements and incorporate projects within five (5) years into City's Capital Improvements Program and Fiscal Plan.

Policy: Review financing methods and development requirements to ensure future developments offset costs to extend utilities.

Policy: Developers shall pay their proportional share to extend utilities to serve their developments.

Policy: City shall implement a development surcharge system to fund needed improvements.

Policy: Wherever feasible all utility lines shall be placed underground.

Sub-Goal: Plan a logical extension of all storm drains and utilities; (water, wastewater, and electric)

Sub-Goal: Employ a strategy to extend the sewer system north to/above I-64 to support development within the next 5 years.

Sub-Goal: Employ a strategy to extend the sewer system west of Silver Creek to support development within a 5 to 10 year period.

Policy: As water and sewer mains are installed, they shall be sized to accommodate future development and not to just meet current requirements.

Policy: As development occurs, developers shall be required to extend water and sewer mains to and through their property

to ensure that adjacent properties can tie into these services in the future.

Sub-Goal: Provide an adequate sewage system, with reliable back-up capabilities, capable of meeting the present and future needs of the City's population, industry, and business.

Policy: Plan for the funding and construction of the expansion of the sewer treatment plant to serve future needs.

Policy: Perform a video inspection of older sanitary sewer lines completing the northeast area first.

Sub-Goal: Replace aging infrastructure in older areas of town, e.g. water, wastewater and storm drainage.

Policy: Continue the annual Waterline Replacement Program to replace old water mains.

Policy: Provide a safe and reliable water supply that meets the present and future needs of residents, industry and businesses for consumption and fire protection.

Policy: Projects shall be prioritized based on addressing imminent health and safety issues.

Policy: Require developers to loop water lines to adjacent developments.

Policy: All dead-end water mains shall be flushed annually.

8.3.2 Storm Water

Goal: Construct and maintain storm drainage and retention systems that will effectively and efficiently remove storm water from the City into the main water channels serving the City.

Sub-Goal: Storm water runoff will be controlled through installation of curb inlets and storm sewers, and storm drain improvements shall be built when streets are constructed or re-constructed.

Sub-Goal: A long-range plan should be developed to add curbs and gutters to streets lacking them.

- Policy:** Development of a Special Service Area (SSA) should be considered as a means to construct curbs and gutters in areas lacking them.
- Policy:** New development shall be required to provide water detention areas or other means to minimize the impact on surrounding properties.
- Policy:** Preserve the natural characteristics of flood plains and their associated stream and wetland area wherever possible.
- Policy:** Require developments to preserve or replace any underground drain tiles impacted by the new development.
- Policy:** Incorporate the completed Big Ditch study in plan review and related development requirements and ensure its adequacy in full “build out” conditions.
- Policy:** Collaborate with the Mascoutah Surface Water Protection District to use surcharge system to fund storm water improvements.

8.3.3 Communications

- Goal:** Provide full spectrum of communication systems to all residents, businesses, and industries in Mascoutah.
- Sub-Goal:** Provide a Community Access Channel to televise Council meetings and distribute information to residents
- Sub-Goal:** Encourage the extension of fiber optic service, preferably provided by the private sector market, to new residential development, existing businesses, and the projected commercial area north of the City.

8.4 Infrastructure Plan

8.4.1 Water Service

8.4.1.1 Storage. The City of Mascoutah should continue to purchase water wholesale from the Summerfield, Lebanon, Mascoutah Water Commission (SLM) and own and operate its own water distribution system. The City needs to increase water pressure to accommodate future growth. An interconnection between the City's elevated tank at Scheve Park and the SLMs tank at MidAmerica St. Louis Airport would increase pressure; however, the water pressure can not be increased until the older water mains in the City have been replaced. Increasing the level of pressure would result in water main breaks of the aging lines.

To resolve this issue, it has been proposed that the City construct a new water tower north of the City at an elevation higher than the SLM water tower located at MidAmerica St. Louis Airport. All water lines north of the Big Ditch would be connected to the new tower, and the water lines south of the Big Ditch would be connected to the water tower located in Scheve Park. The new water tower would allow the water pressure to be increased to meet new growth demands north of the Big Ditch.

8.4.1.2. Distribution. For the past ten years the City has been systematically replacing the old cast iron water mains in the distribution system with new PVC water mains. Approximately two-thirds of the system has been replaced. The City has been using \$70,000 to \$80,000 of Community Development Block Grant funds per year for these improvements. As part of the City's capital improvements program, they should continue to replace the old cast iron water mains at the present level of spending until the replacement program is completed.

The City, in cooperation with TWM, developed a Potable Water Distribution System Facility Plan in 2007 to address shortcomings of the existing water distribution system. The major concern within the present system is the presence of the aging ductile and cast-iron water mains requiring frequent repairs. The Facility Plan outlines steps to replace the problematic areas of the existing water distribution system. The plan includes the replacement of approximately 9,800 linear feet of ductile and cast-iron water mains with new 6 and 8 inch PVC water mains in the North East Quadrant of the City in the area east of North Jefferson Street and north of East Main Street. The City will be acquiring a low-interest loan from IEPA, guaranteed by the City's water fund, to pay for these improvements.

8.4.2 Wastewater Service

8.4.2.1 FPA. The City of Mascoutah should continue providing wastewater collection and treatment services for its Facility Planning Area (FPA). The proposed expansion of the FPA Boundary is depicted in Figure 8.

8.4.2.2 Treatment. The City should continue to own and operate its own wastewater treatment and collection facilities. The wastewater treatment plant was completed in 1987 and has design capacity of 965,000 gallons per day. There is adequate ground at the existing plant site for future expansion. Based on past and projected growth, it is anticipated that the plant capacity will be exceeded in the next 15 years. The City has been discussing plant expansion within this time frame and should begin programming dollars into this plant upgrade project.

8.4.2.3 Collection. The City proposes to expand the sewer capacities in the northern part of the City's service area. The City, in cooperation with TWM, examined the present collection system and determined that by constructing several interceptor sewers, five lift stations could be eliminated; Upper Sixth Street Lift Station, Hunter Creek Subdivision Lift Station, Timberbrook Lift Station; Lincolnshire Lift Station, and the Prairie View Estates Lift Station. The City intends to fund the North Terminal Lift Station Sewer Project with a loan from IEPA, which will be repaid from sewer service revenues including a new sewer "surcharge" imposed on all new developments, both residential and commercial, benefitting from the project.

The City has developed an on-going program for improving the sanitary sewer in the older parts of town to alleviate some sewer collection problems. CDBG funds can be used to match City funds for these improvements.

Recommended improvements to water and wastewater systems are depicted in Figure 13.

8.4.3 Electric Service

The City has developed a plan to reinforce and expand its electric distribution system in order to meet existing loads and its rapidly expanding base of customers. The plan includes constructing a new substation to replace the existing south substation. The new substation would be constructed near the power plant. A new 138kV switching station at the location of the existing south substation would be built to retransmit the power to the new substation. The switching station would also be used in the future to connect a 138kV loop around the City to provide service to the north substation and other substations in the future. A new 138kV transmission line will need to be constructed from the new switching station to the new substation, and would be installed on new steel structures having concrete foundations replacing the wooden utility poles.

The City owned power plant has a design capacity of 6.7 megawatts per day. Average usage is five megawatts per day and peak usage is 14 megawatts per day. Expansion of the generating capacity to 11 or 12 megawatts capacity per day should be considered. Distributed generation, dispersal of generation to locations other than the central power plant should also be considered in future planning.

The City's Long Range Electric Transmission Plan is depicted in Figure 14.

8.4.4 Fiber-Optics

Completion of a fiber-optic network will require a substantial upgrade of existing networks including expanded use of fiber-optic technology, interconnection of existing networks, linking individual users to the network, and deployment of complex hardware and software to manage and direct the flow of information. The private sector may have the primary responsibility for construction of a network although the City should explore all options in linking Mascoutah residents and businesses to a fiber-optic network.

It is important for the City to recognize the importance of communications and information transmittal and to cooperate with cable and telephone companies in the installation of fiber-optic lines. Road rights-of-way need to be available for this installation. In addition, the City should consider making provisions for easements or other means of ensuring that fiber-optic cable can be installed in all new subdivisions as they develop. Developers should be required to install the conduit in all residential and commercial developments to accommodate the future fiber optic system.

WATER AND WASTEWATER PLAN

Figure 13

LONG-RANGE ELECTRIC TRANSMISSION PLAN

Figure 14

Chapter 9 – Fiscal Management

Municipalities are no different than private companies when it comes to financial management and controls. Both must allocate resources against expenses for the budget year. Both manage future revenues and expenses in projection strategies that cover operating expenses, debt, fixed asset replacements, capitalized projects, and equipment/facility needs. The City must assure adequate level of services to its customers, the citizens of Mascoutah.

Financing municipal improvements identified in the Comprehensive Plan is the responsibility of the City Council through a Five-Year Financial Plan (FP) maintained by the City with the advice of the Finance Committee. The Five-Year Financial Plan takes the projects identified in the Comprehensive Plan and documented in the Capital Improvement Plan (CIP) and develops strategies and funding methods to make the Comprehensive Plan a reality over time. The Financial Plan identifies whether the City is employing a Pay-As-You-Go strategy or using Debt Financing. Pay-As-You-Go projects are normally recurring, relatively small scale, or short-lived improvements. Debt financing is normally employed to fund major capital improvements, those that are not expected to recur and are long-lived. Home rule status communities may expand the financing alternatives beyond options and restrictions imposed on non-home rule municipalities by State Law; however, solid fiscal management is warranted to prevent misuse of this authority. The City's policy is to closely adhere to the limits of non-home rule limits and to prevent unsecured debt financing.

9.1 Purpose

The purpose of the Fiscal Management Element is to provide an overview of the City's methods in addressing fiscal responsibilities. The City's ability and methods directed at assuring adequate funding for the needs of the community is provided in this strategic (Financial) Element.

9.2 Funding Principals, Options, and Policy

9.2.1 Guiding Principals - Funding Options

Equity

- Those that benefit from an improvement should pay for the improvement (excludes standard services traditionally managed by the City including electrical distribution, safe water, sewer and minimum standard streets and roadways by past practice.)
- Does not favor improvements in a specific area of benefit unless funded by a special service area where those in the area of benefit pay for the improvements.

Effectiveness

- Provides a sufficient sum of money when it is needed
- Allows the Council to take advantage of time sensitive Federal, State and County Grants
- Improves general quality of life for residents

Efficiency

- Costs of obtaining funds are adequate and reasonable
- Allows the City to maintain a balanced budget
- Is not excessively reliant on property taxation

9.2.2 City Funding Options

The City may borrow money for any municipal purpose and issue the following securities:

1. Short-term notes
2. General obligation (GO) bonds
3. Revenue bonds
4. Alternate Bonds (Double Barrel Obligations)
5. Special or local improvement bonds

Short-Term Notes

- Requires the affirmative vote of the majority of council
- Matures before the close of fiscal year in which the money is borrowed
- Borrowed against the anticipated collection of taxes or other revenues

General Obligation (GO) Bonds

- Bonds maturing beyond the current fiscal year that are backed by the full faith and credit of the City
- All sources of revenue, unless specifically dedicated to other purposes, will be used to pay debt service on the bonds

Advantages of GO Bonds

- Lower cost of financing – interest rates are ordinarily lower than those on revenue or special assessment bonds
- Administrative aspects of preparing to borrow are simpler and normally cost less
- Vote requirement confirms popular support for the project being financed

Disadvantage of GO Bonds

- When paid from general tax revenues the taxpayers benefiting from the project may not be the taxpayers paying for the project

Revenue Bonds

- Obligations that are payable from the net income or revenue of the project or facility financed with bond proceeds or from a specific or limited source such as sales or use tax.

Example of Revenue Bonds

- Construction of a new electric light plant – bonds payable only from the revenue of the plant

Advantages of Revenue Bonds

- Intrinsic political appeal – may be easier to pass than GO bonds
- Not considered debt – revenue bonds are not taken into consideration in determining the debt limit

Disadvantage of Revenue Bonds

- Generally bear a higher interest rate than GO bonds

Alternative Bonds

- Double Barrel Bonds combining the best of Revenue Bonds and General Obligation Bonds (Local Government Reform Act 30 ILCS 350/1 et seq)
- Obligations that are payable from “enterprise revenues” i.e utility system revenues, sales taxes, special assessments, TIF if in an area of benefit, special assessments, etc.
- Obligations have the full faith and backing with a tax levy ordinance filed with the County. However, the intent of the statutory provisions is that the levy need not be used.

Example of Alternative Bonds

- Construction of major roadway projects– bonds payable only from the revenues pledged.
- May be from multiple sources including TIF if the infrastructure lies in the area defined.
- May pledge future revenues with supporting documentation; however, if the pledged sources do not materialize the G.O. supporting tax levy kicks in.

Advantages of Alternative Bonds

- Intrinsic political appeal – easier to sell than GO bonds
- Parallel the advantages of Revenue Bonds

Disadvantages of Alternative Bonds

- Enterprise revenues and monies from revenue sources must be pledged to cover 125% of the debt service.
- May bear a higher interest rate than GO bonds

Special Assessment Bonds

- Obligations issued for the purpose of constructing or installing improvements in connection with a special improvements district
- A special improvement district is a geographical area defined by the City for the purpose of constructing or installing such improvements
- Projects financed by a special improvement district are those improvements that are local in nature and confer a special benefit to the real property assessed for the cost
- Street improvements such as grading, paving, repaving, curb and gutter and sidewalks, street lighting, storm drainage, water and sewage lines are examples of eligible projects

Advantages of Special Assessment

- Equitable way of paying for improvements

Disadvantages of Special Assessments

- Requires voter approval
- Generally bear a higher interest rate than GO or revenue bonds
- Time intensive to create district and issue bonds
- Requires hearings on the creation of the district and the assessment roll

Lease-Purchase Agreements-COP's

- Certificates of Participation (COP's) represent a proportionate interest in the right to receive the revenues to be derived under a lease-purchase agreement between a lessor and the City.
- A lease-purchase agreement provides for a mortgage on the project or facility to be financed with the proceeds of the sale of the COP's
- The City makes periodic rent payments for the use of the leased property
- The rental payments constitute the primary source of security for the COP holders

Advantages of Lease-Purchase

- Obligations are those of the financing lessor and not the City
- Does not create a multi-fiscal year direct or indirect debt or other financial obligation
- Not considered debt – rent payments or total payments are not taken into consideration in determining the debt limit
- Voter approval is not required

Disadvantages of Lease-Purchase

- Need to establish a relationship with a financing lessor
- Probable higher interest rates compared to GO and revenue bonds
- Complex nature of transaction

Bond Retirement Sources

- GO Bonds
- Increased Sales and Use Tax
- Increased Property Tax
- Revenue Bonds
- Stormwater Utility Revenue (Stormwater Projects)
- Street Utility Revenue (Arterial and Collector Street Projects)
- Recreation Fees (Recreation Center Expansion)

Alternate Bonds

- Multiple funding sources as pledges
- Bond Retirement Sources
- Special Assessment
- Property Tax
- Lease-Purchase Agreements (COP's)
- Sales and Use Tax
- Property Tax
- Fees

Note: Municipal Bond Legal Council should be consulted to determine the legality of using a particular financing method.

9.3 Overview of Current System

9.3.1 City Fiscal Model

The City uses a Cash Flow model to quantify the projections beyond the current year to anticipate future needs/revenues and balances. This Cash Flow model includes:

- Revenues Anticipated with Growth Projections
- Debt Payment Schedules
- CIP Projects/fixed Asset Replacements
- Tax Levy Projections
- Operations Expenses with Projected Increases Anticipated over 5, 10, &20 years
- TIF Performance Expectations
- Reserve Balances by Fund

This tool sets the stage for placing current budget data, current best estimate numbers and to modify as circumstances change projections. “Effects” evaluations and “What If” comparisons are major fiscal management tools for City use.

9.3.2 City Budget Process

The City annually adopts a municipal budget under the “Budget Officer” system in state law. Generally, it is a cash basis budget that must be adopted no later than April 30th and is effective May 1st each year. Independent audits are prepared thereafter. These audits are prepared under accrual methodology and are a central part of the City’s checks and balances protocol.

The City develops the annual budget through a formal schedule of activities that begins with activities related to adopting the annual property tax levies in November. The City Council provides the City Manager with budget guidance setting forth the strategic priorities for the coming year by 31 January. The City Manager uses this guidance to prepare a balanced budget by fund and submits it to the Finance Committee and City Council for review by 28 February. The Finance Committee reviews and submits findings and recommendations to the City Council and City Manager by 30 March. The Council makes any necessary modifications and passes a balanced budget by ordinance not later than 30 April.

9.4 Priority Methodology

Balancing funding and need is always difficult. There will always be more needs than funding; therefore, a method of choosing the most important projects/ services first will be critical to the city’s fiscal decisions.

The City uses the following list of criteria to determine priority:

- 1) Public health – adequate water production/ treatment and transmission, sewer, electric power facilities, vector (mosquito) control, refuse collection.
- 2) Building safety – inspection/ enforcement
- 3) Emergency service warning/ facilities
- 4) Adequate vehicular and non-vehicular transportation facilities and safety (traffic safety/sidewalks)
- 5) Functional and safe facilities and equipment for serving the community
- 6) Adequate storm drainage
- 7) Adequate recreational opportunities
- 8) Vital and sustainable growth – healthy economy
- 9) Communications systems
- 10) Geographic focus – facilitate development first to the north, second to the west, third to the south, and finally to the east

9.5 Capital Improvement Program (CIP)

Major projects, and annual and multi-year budget strategies, are greatly affected by larger new project needs and the replacement of existing equipment and facilities on a predictable schedule. The CIP will also include projects to expand City-owned buildings and properties and acquisition of new properties to serve the needs of the citizens over time. Future year expenditures are identified in the Comprehensive Plan and documented in the CIP program. Anticipating these requirements is an important part of the City's Fiscal Strategy.

Generally, the City has identified \$50,000 as the minimum amount suitable for items found in the CIP program. This standard may be reduced for certain expenditures based upon logical factors such as investment duration.

The CIP is based on the Comprehensive Plan. The cash flow model lists cost centers and anticipated CIP/FAR costs are presented in each year.

The actual CIP/FAR plan document will provide justification of the need in text form, with estimated costs broken into 5 year increments. This will include higher levels of detail in the first 5 years with lesser detail in subsequent 5 year segments.

The current list of debt financed major projects are:

- 1) North sewers
- 2) NE Quad water lines
- 3) Electric – Phase I work
- 4) Major Road Program

9.5.1 Pay-As-You-Go

Some improvements, mostly within the mature parts of the City, have been approached with more modest increments of annual pay-as-you-go funding and include:

- 1) Water Lines: Priority by weighted factors with two dozen pending needed projects all set in the annual budget guidance. Source of funds is the water enterprise fund.
- 2) Streets (Minor): Same weighted factor approach to systematically improve annually one or more of dozens of needy streets, again set in annual budget guidance. Some funded by MFT and General Fund. Some funded by the downtown TIF2b. These are staffed by City workers normally contracting out the asphalt placement.

9.5.2 Reserves

The City requires basic funding maintenance levels or reserve funds to ensure continued operations during unplanned or unexpected events. Tornados, floods and major accidents can disrupt the required functions and services provided to citizens. The two types of fund reserves are:

- **Operations:** Each fund maintains an operating reserve of at least half-year duration. The fiscal strategy should demonstrate the existence of this level of the program that will achieve this standard over a defined period of time.
- **Capital Reserves:** Each fund maintains targeted balances sufficient to fund the repair of capital facilities or fixed assets during unplanned or unexpected events. This fund also serves the purpose of accumulating funds for programmed repair, upgrade or replacement facilities.

9.6 Goals

Goal: Maintain a fiscal strategy that provides for the community's facility and service needs while maintaining a balanced budget.

Sub Goal: Establish a CIP/FAR program that covers anticipated needs for Equipment/Facilities in 5 year increments that covers no less than a 15 year time period.

Policy: Update CIP/FAR Year Financial Plan annually.

Sub Goal: Establish a Five-Year Financial Plan that identifies funding for major projects identified in the Comprehensive Plan and documented in the Capital Improvement Plan.

Policy: Keep TAP fees at adequate levels by annual increases.

Policy: Establish surcharges to help fund infrastructure needs by area of benefit method.

Policy: Require that new development pays its own way.

Sub Goal: Provide revenues thru fees and rates that will enable the appropriate fund reserves, by fund, as follows:

- Ops - Accum. 50% of Annual Ops Expense as emergency Reserve

- Sewer - Accum. 50% of Annual Ops Expense as emergency Reserve AND ½ cost of our most expensive piece of hardware
- Water- Accum. 50% of Annual Ops Expense as emergency Reserve AND ½ cost of our most expensive piece of hardware
- Electric- Accum. 50% of Annual Ops Expense as emergency Reserve AND ½ cost of our most expensive piece of hardware

Sub Goal: Providing the best possible services to the community at the lowest cost by increased efficiencies and frugal spending.

Policy: Prevent unsecured debt lines of credit.

Policy: Eliminate abated tax levees and fully cover existing GO Bond annual payments.

Sub Goal: City should stay conscious of debt levels and the City's ability to pay.

Policy: Keep the debt ratio within the limits for non-home rule cities as possible, consistent with the goals and objectives of the City.

Sub Goal: Fund Balances –get each fund to balance annually (or better) and able to adequately sustain needed balances through the year.

Sub Goal: Use multiple funding sources to fund needed infrastructure.

Policy: Use “layered” tools (SSA’s, TIF, Developer agreements, Annexation agreements, Special Business Districts, Enterprise Zones, and intergovernmental agreements) as improved practices for city needs.

Sub Goal: Find ways to get our current TIF areas to be more productive.

Sub Goal: Complete cost/benefit evaluations on any new TIF’s to assure success and suitability.

Chapter 10 – Support Documents

10.1 References Used

- City of Mascoutah, Facility Plan Update, Water Main Replacement, TWM, April 2007
 - City of Mascoutah, 138 KV Facilities Construction, Phase 1 - South, BHMG, February 2007
 - Uptown District Plan, Mascoutah, Illinois, FGM Architects, 2007
 - Mascoutah Public Safety Department, Annual Report, 2006
 - Additions and Improvements to Scheve Park, Mascoutah, Illinois, FGM Architects, 2005
 - City of Mascoutah, County Road Corridor, Sanitary Sewer Development Plan, TWM, September 9, 2003
 - Street, Storm Sewer, Sanitary Sewer and Potable Water Master Plan, TWM, November 2003
 - City of Mascoutah, Transportation Specific Plan, TWM, March 2003
 - City of Mascoutah, Illinois, Financial Statements, Independent Auditor's Report and Supplementary Information, 2004, 2005 and 2006
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 - Land Use Plan / Zoning Update, City of Mascoutah, Illinois, Woolpert, April 1991
 - Conservation Subdivision Design Handbook, Southwestern Illinois Resource Conservation and Development, Inc. 2006
 - Economic Development for Small Communities, by Robert W. Shively, CECd, 2004
 - Developing a Community Strategic Plan, A Guide of Local Officials, Illinois Association of Regional Councils, July 2003
 - Air Installation Compatible Use Zone Study, Scott Air Force Base, February 2001
 - St. Clair County MidAmerica Airport Sub-Area Plan, Woolpert, August 1998
- MASCOUTAH COMPREHENSIVE PLAN – 2008, AS AMENDED AUGUST 15, 2011**

10.2 Appendix

The first three appendices; Environment, History and Socio-Economics are all important considerations in the planning process. In particular, the socio-economic data is mostly from the 2000 Census and is dated. Revisions to this information after the 2010 Census is expected.

10.2.1 Environment

10.2.1.1 Physiology. Mascoutah is located in the Interior Plains physiographic province that covers most of the mid-west and north-central portions of the United States. The Interior Plains province is characterized by flat to gently rolling topography. Much of Mascoutah, and the area around it, consist of relatively flat to rolling upland. Mascoutah has an elevation of 430 feet above sea level.

10.2.1.2 Geology. The lithology and physical structure of the underlying surface of Mascoutah consists of slightly to moderate tilted, older sedimentary rocks. These sedimentary rocks include dolomite, shale, sandstone, and limestone. Bedrock formations exposed in the area represent three separate geologic systems, the Ordovician, Mississippian, and Pennsylvanian, each of which were formed at different periods during the earth's history. Ordovician rocks include sandstone, dolomite, and moderate solution limestone. Overlying these formations are Mississippian rocks including cherty limestone, shale, and extensive solution limestone. Pennsylvanian rocks (more than 300 million years old) overlay these Mississippian formations and consist of cyclic strata of shale, sandstone, and limestone with some seams of coal. These cyclic deposits are most common in the Mascoutah area except the floodplains that contain alluvial sediments and soil material left by floods.

10.2.1.3 Climate. Mascoutah has a humid continental climate characterized by warm summers. Most of the City's annual precipitation occurs in the warmer months. Weather in the City is, however, subject to wide variations in temperature and precipitation from season to season. The total annual average precipitation is approximately 37.5 inches, with an annual average snowfall of approximately 19.5 inches. The highest monthly precipitation (approximately 3.7 inches) is in June and the lowest amount of precipitation occurs in January. Precipitation in the winter months is primarily in the form of snow that may occur from November through early April. The highest average snowfall (approximately 5.4 inches) is in January. While snow is generally the heaviest in January, ten inches of snow equals only one inch of precipitation.

Average temperatures vary considerably throughout the year. The average annual temperature is 56.1° F. The average winter temperature is 33° F with the average high being 37.7° F and the average low being 20° F during January. The average summer temperature is 78° F, with the average high being 89.3° F and the average low being 70.4° F during July. Below zero temperatures occur at least one day during 80 percent of the

winters and temperatures of 100° F occur at least one day during 80 percent of the summers. It is unusual, however, for temperature extremes to last for more than two or three days.

The growing season (the period from the last killing frost in the spring to the first killing frost in the fall) is 210 days per year. The area around the City experiences relatively high humidity and experiences heavy fog approximately 11.6 days per year. The average annual relative humidity varies from 83 percent at 6:00 a.m. to 59 percent at noon to 61 percent at 6:00 p.m. The prevailing wind direction is from the northwest.

10.2.1.4 Vegetation. The western portion of the Mascoutah area is covered primarily by broad-leaf deciduous and needle leaf evergreen trees including oak, hickory, and maple varieties. The eastern portion of the area in and around the City is comprised of a tall grass prairie. Trees native to the area include the following:

Green Ash (<i>Fraxinus pennsylvanica</i>)	Blackjack Oak (<i>Quercus</i>
White Ash (<i>Fraxinus americana</i>)	<i>marilandica</i>)
River Birch (<i>Betula nigra</i>)	Burr Oak (<i>Quercus macrocarpa</i>)
Ohio Buckeye (<i>Aesculus glabra</i>)	Chinkapin Oak (<i>Quercus</i>
Butternut (<i>Juglans cinerea</i>)	<i>muehlenbergii</i>)
Black Cherry (<i>Prunus serotina</i>)	Pin Oak (<i>Quercus palustris</i>)
Kentucky Coffeetree (<i>Gymnocladus</i>	Post Oak (<i>Quercus stellata</i>)
<i>dioica</i>)	Northern Red Oak (<i>Quercus rubra</i>)
Roughleaf Dogwood (<i>Cornus</i>	Shumard Oak (<i>Quercus shumardii</i>)
<i>drummondii</i>)	Shingle Oak (<i>Quercus imbricaria</i>)
American Elm (<i>Ulmus americana</i>)	Swamp White Oak (<i>Quercus</i>
Slippery Elm (<i>Ulmus rubra</i>)	<i>bicolor</i>)
Hackberry (<i>Celtis occidentalis</i>)	White Oak (<i>Quercus alba</i>)
Sugarberry (<i>Celtis laevigata</i>)	Common Persimmon (<i>Diospyros</i>
Cockspur Hawthorn (<i>Crataegus</i>	<i>virginiana</i>)
<i>crusgalli</i>)	Eastern Cottonwood (<i>Populus</i>
Dotted Hawthorn (<i>Crataegus punctata</i>)	<i>deltoids</i>)
Downy Hawthorn (<i>Crataegus mollis</i>)	Eastern Redbud (<i>Cercis canadensis</i>)
Bitternut Hickory (<i>Carya cordiformis</i>)	Downy Serviceberry (<i>Amelanchier</i>
Pecan (<i>Carya illinoensis</i>)	<i>arborea</i>)
Mockernut Hickory (<i>Carya tomentosa</i>)	American Sycamore (<i>Platanus</i>
Pignut Hickory (<i>Carya glabra</i>)	<i>occidentalis</i>)
Shagbark Hickory (<i>Carya ovata</i>)	Black Walnut (<i>Juglans nigra</i>)
American Hornbeam (<i>Carpinus</i>	Eastern Redcedar (<i>Juniperus</i>
<i>caroliniana</i>)	<i>virginiana</i>)
Eastern Hophornbeam (Ironwood)	Black Willow (<i>Salix nigra</i>)
(<i>Ostrya virginiana</i>)	Sugar Maple (<i>Acer saccharum</i>)
American Basswood (Linden)	Red Mulberry (<i>Morus rubra</i>)
(<i>Tilia americana</i>)	Black Oak (<i>Quercus velutina</i>)
Black Locust (<i>Robinia pseudoacacia</i>)	Red Maple (<i>Acer rubrum</i>)
Honeylocust (<i>Gleditsia triacanthos</i>)	Silver Maple (<i>Acer saccharinum</i>)

10.2.2 History

10.2.2.1 Prehistory. Approximately 20,000 years ago, the Mississippian peoples migrated to the area. During the late Archaic Period (7000 – 1000 B.C.E.) and early Woodland Period (1000 B.C.E. – 900 C.E.), these early inhabitants of the Mascoutah area hunted and began to use special purpose tools of stone. Cahokia Mounds, approximately 20 miles west northwest of Mascoutah, was inhabited beginning in about 700 C.E. There was good hunting around Mascoutah with turkeys, quail, woodchucks, prairie chickens, and ponds with ducks and geese. Buffalo were also prominent in the area until 1820 when their herds were decimated by hunters and sportsmen.

During the Woodland period, improved agricultural practices, sedentary settlements, complex social and religious practices, and trade relations developed. This culture evolved and its high point occurred between 1100 and 1400 C.E. when Cahokia Mounds, the largest North American prehistoric site, functioned as an urban center in the region. The mounds were named after the Cahokia Indians, a subtribe of the Illini Indians. During its peak period, the city (Cahokia Mounds) covered nearly six square miles and had a population of about 20,000. The reason for the demise of Cahokia Mounds is unknown, but the Native Americans inhabiting it were gone prior to European exploration on the area.

10.2.2.2 Early History. In 1658, King Louis XIV of France decided that a large area of the North American Continent (what would become the central and western portions of the continental U.S.) should be explored. French explorers from Quebec searched for potential locations of trading posts in the Mississippi River Valley. Father Jacques Marquette, a Jesuit priest, and Louis Joliet explored the area in 1673. Priests from the Holy Family Missions of Quebec founded the Village of Cahokia in 1699. French settlers joined the established Native American settlement of Kaskaskia around 1700.

One of the first matters of business of European explorers of the period upon arriving in a new area was to search for gold and silver. French explorers traveling through the Mascoutah area in 1703 saw Native Americans (of the Illini tribe) wearing silver. When asked by the French as to the source of the silver, the Native Americans refused to answer. According to legend, the French conducted a thorough search of the area and found silver at the mouth of the creek. They named this creek *Riviere d' Argent* (Silver Creek).

By 1760, French traders, trappers, and missionaries had a profitable trade with the Indians in the Mississippi Valley. A coalition of Native American tribes fought with early settlers in Illinois from 1783 to 1795. Most of the settlers banded close together south of Cahokia. By 1804, settlers began moving north. The first settler of European descent in the Mascoutah area was James Anderson. In 1810, he erected a cabin near Silver Creek. A territorial government for Illinois was formed in 1812 and the first legislature convened at Kaskaskia. Illinois became a state in 1818.

Events in Europe had a significant impact on early settlements in the area. After the Napoleonic wars in Europe were concluded, there was repression and rigid censorship of the press. Discontent grew in southwestern Germany, especially among the educated. After Prussian soldiers suppressed an uprising led by students of Heidelberg University in 1830, many Germans considered immigrating to the United States to escape the repression and censorship.

The Hilgard family of Germany sent one of their members, Theodore, to investigate the area near Mascoutah. He bought a farm midway between Belleville and Mascoutah. He returned to Germany and brought family and friends back with him in 1832. Most members of the party settled around Mascoutah. During the 1830's, there was a strong U.S. economy with high inflation. Many town plats throughout the country were laid out during this period.

10.2.2.3 Naming Mascoutah. In 1837, a plat for the town of Mechanicsburgh was laid out. This town was located on the St. Louis-Shawneetown mail route and seemed to be the ideal site for a post office. A lot was purchased and a building erected for that purpose. However, there already was a post office in Sangamon County named Mechanicsburgh, so another name had to be chosen. Mr. John Hay, Clerk of the Circuit Court of St. Clair County, was consulted and suggested Mascoutah after the Mascoutens, a Native American tribe originally from Michigan. Hay believed U.S. cities should be given distinctive American names rather than European names.

10.2.3 Socioeconomic Conditions

10.2.3.1 Population Growth. Mascoutah's population has grown steadily since the City incorporated. Recent growth has been more significant including a 19.0 percent increase between 2000 and 2006 when a special census was conducted. Historical population data is summarized in Table 1. The 2010 Census show Mascoutah's population at 7483 residents.

Table 1 Historical Population Growth		
Year	Population	Percent Increase
1980	4,962	--
1990	5,511	11.1%
2000	5,659	2.7%
2006	6,737	19.0%
Source: U.S. Census		

10.2.3.2 Age. A critical component of city planning is not just a City's total population, but also the characteristics of that population. For example, a key element of park and recreation planning is the age distribution of the City's population. Population information by age group (commonly referred to as cohort group) for Mascoutah for 2000 is included in Table 2.

Table 2
Population by Age, 2000

Age Group	Number of Residents	Percentage
Under 5 years	300	5.3
5-to-9 years	399	7.1
10-to-14 years	477	8.4
15-to-19 years	488	8.6
20-to-24 years	310	5.5
25-to-34 years	623	11.0
35-to-44 years	1,043	18.4
45-to-54 years	742	13.1
55-to-59 years	252	4.5
60-to-64 years	223	3.9
65-to-74 years	398	7.0
75-to-84 years	289	5.1
Over 84 years	115	2.0
Total	5,659	100.0

Source: 2000 U.S. Census

The median age of Mascoutah's residents in 2000 was 37.7, which was higher than the median age for St. Clair County and the State of Illinois at 35.3 and 34.7 respectively. Mascoutah's population distribution is consistent with many other cities of its size and not consistent with a suburb. Large numbers of people between the age of 30 and 45 generally characterizes suburban populations, with similarly large numbers of people under 15. Suburbs also tend to have a rapid decline in the number of people over age 45. The reasons for these tendencies are that many young families are attracted to suburban areas while middle-aged and elderly people have a greater propensity to live in central cities or older suburbs. Suburbs tend to lose population in cohort groups between 20 and 29 years because individuals leave to attend college, join the military or for employment reasons. In addition, people over 55, and particularly over 65 have a greater propensity to live in central cities or older suburbs.

Some of Mascoutah's cohort group information reflects suburban characteristics, with 23 percent of the population in the 30-to-44-cohort group and 24 percent within the 0-to-15-cohort group. In addition, there is a sharp decrease in the percentage of the population cohort groups over 45. However, Mascoutah's population is more uniform in the percentages of individuals in the younger to middle aged cohort groups. Mascoutah had large concentrations of people in the 25-to-34 age cohort groups and large concentrations of people less than 19 in 2000 than a typical suburb.

Part of the reason for the large concentration in people between 25 and 34 is the fact that the period these people were born (1956 to 1965) also corresponds to the period when the United States experienced the largest number of births (the period between 1946 and 1964 referred to as the baby boom). It could also indicate that many senior enlisted personnel and officers stationed at Scott Air Force Base reside in the City.

10.2.3.3 Household Composition and Size. The total number of households in Mascoutah in 2000 was 2,309. Consistent with the age distribution of the population, 72.7 percent of the City's households were occupied by families. Several types of families are identified within the broad title of family households, including male or female headed families without a spouse, yet the traditional family unit (married couple with children) accounted for the largest percentage of family households in Mascoutah. Non-family households, including single-person households, occupied 27.3 percent of the City's households. Mascoutah's 2000 average household size was 2.64, further reflecting the large number of families in the City. Household composition for Mascoutah for 2000 is included in Table 3.

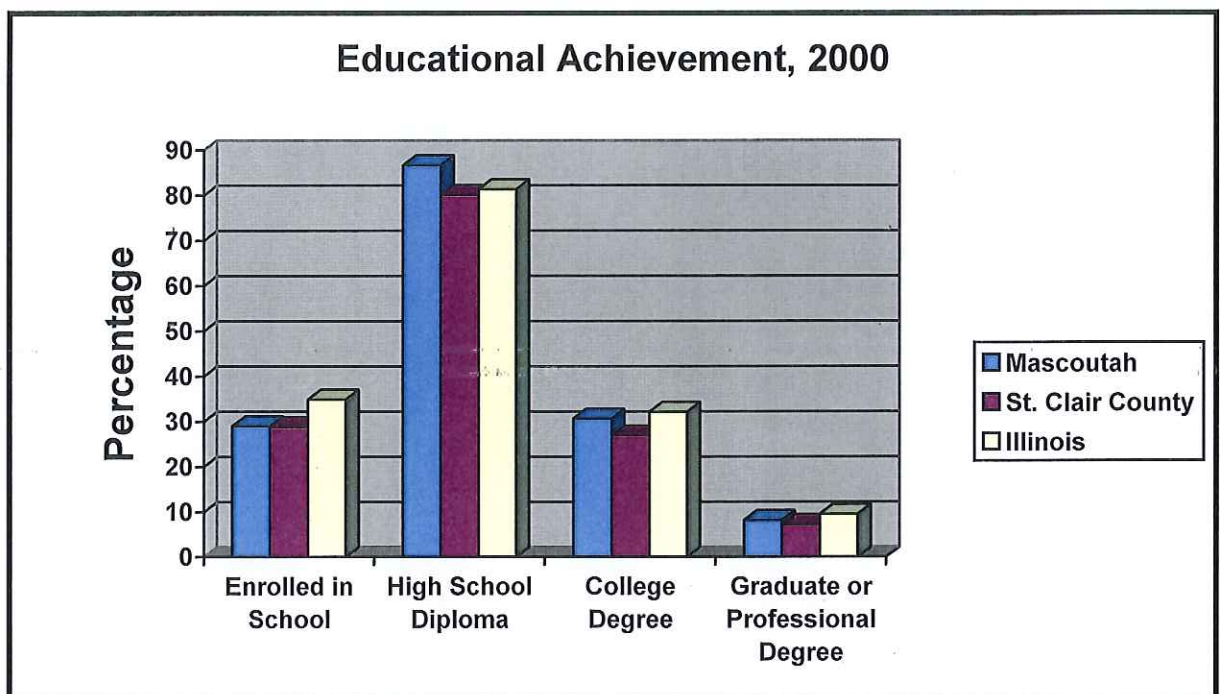
Table 3
Household Composition, 2000

Category	Number of Households	Percentage
Total Households	2,309	100.0%
Family Households	1,572	72.7%
Married Couples with Children	579	26.8%
Male Householder with Children	16	.6%
Female Householder with Children	142	6.6%
Non-Family Households	590	27.3%
Single Households	513	23.7%

Source: 2000 U.S. Census

10.2.3.4 Education. The level of educational achievement in Mascoutah is above that of St. Clair County, but slightly below that of the State of Illinois at the college and graduate degree levels. In 2000, 29 percent of Mascoutah residents were enrolled in school, including 323 residents enrolled in a college or university. Statistics for adults over 25 indicate that 86.7 percent of these residents have at least a high school diploma, 29.3 percent have a college degree or higher, and 8 percent have a graduate or professional degree (master's degree, Ph.D., medical degree, law degree, etc.). Educational achievement for the city, county and state is shown in Table 4.

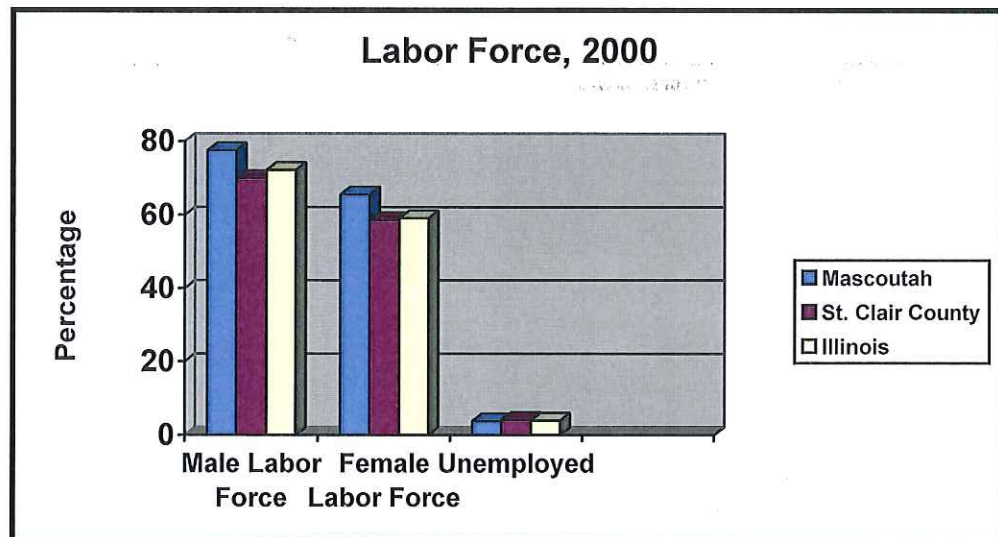
Table 4



10.2.3.5 Employment and Labor. The labor force is defined as those individuals aged 16 and over who are employed or actively seeking employment (unemployed). Those individuals who are 16 and over but enrolled in school, retired, or not interested in working are not included in the labor force. Mascoutah's labor force in 2000 included 3,078 individuals, up by 20 percent from 1990. The labor force reported in 2000 is broken down into 1,578 men and 1,500 women. The percentage of women comprising the labor force is up by 28% from 1990. Mascoutah's percentage of men and women in the labor force (77.5 and 65.5 percent respectively) are both higher than the county and state averages.

In 2000, Mascoutah residents were most commonly employed in the office and administrative support industry. The next common industries were retail, food preparation, and management, business, and financial operations respectively. Mascoutah's 2000 unemployment rate was 5.5 percent compared to 6.8 and 6.0 for the county and state, respectively. Labor force statistics for the city, county, and state are shown in Table 5.

Table 5



10.2.3.6 Income. Mascoutah is a middle-income community with approximately 64 percent of households reporting incomes between \$25,000 and \$75,000. Median household income was \$46,451, median family income was \$55,018 and per capita income was \$21,569. Household income is defined as the average income of all households in the City, including family and non-family groups. Family income is only computed for individuals related by blood, marriage, or adoption. Incomes in Mascoutah were higher than those in the county, but slightly lower than those in the state.

The United States Census determines poverty level thresholds based on annual income, family size, number of children, and age of the head of house. The average poverty threshold for a family of four was \$17,463 in 1999. At that time, 9.5 percent of Mascoutah's population was living below the poverty level. This percentage is lower than the county average, and is the same as the state average. A summary of income characteristics for the city, county, and state are included in Table 6.

Table 6			
Income Characteristics, 2000			
	Mascoutah	St. Clair County	Illinois
Median Household Income	\$46,451	\$39,148	\$46,590
Median Family Income	\$55,018	\$47,409	\$55,545
Per Capita Income	\$21,569	\$18,932	\$23,104
Below Poverty Level	9.2%	11.8%	9.2%
Source: 2000 U.S. Census			

10.3 Common Acronyms and Abbreviations

APZ	Accident Potential Zone
AFB	Air Force Base
AICUZ	Air Installations Compatible Use Zones
BRAC	Base Realignment and Closure
CIP	Capital Improvement Program
CLG	Certified Local Government Program
CZ	Clear Zone
CDBG	Community Development Block Grant
DNL/Ldn	Day-Night Average Sound Level
dB or dBa	Decibel readings measured with A weighted sound levels
DoD	Department of Defense
EDA	Economic Development Administration
FAA	Federal Aviation Administration
FAR	Federal Aviation Regulation
FIRM	Flood Insurance Rate Map
FPZ	Flood Plain Zone
GIS	Geographic Information System
HUD	Department of Housing and Urban Development
IDNR	Illinois Department of Natural Resources
IDOT	Illinois Department of Transportation
IEPA	Illinois Environmental Protection Agency
IHPA	Illinois Historic Preservation Agency
ITEP	Illinois Transportation Enhancement Program
JLUS	Joint Land Use Study
MIA	Mascoutah Improvement Association
MPRD	Metro East Parks and Recreation District
MPO	Metropolitan Planning Organization
MTP	Metropolitan Transportation Plan
MFT	Motor Fuel Tax
OSLAD	Open Space Land Acquisition Development Grant Program
PUD	Planned Unit Development
SRTS	Safe Routes to School
SORPP	Illinois Statewide Outdoor Recreation Partnership Plan
STP	Surface Transportation Program
TIP	Transportation Improvement Program
USAF	United States Air Force
USDA	United States Department of Agriculture