

# Chapter 18

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STRATEGIC DEVELOPMENT AND LAND USE PLAN

# 2014 Village of Downs Strategic Development Plan

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Prepared by Development Committee

“Live it Up in Downs”

8/19/2014

This Strategic Development Plan outlines the 3-5 year plan for the Village of Downs to meet the vision and mission to encourage commerce and residential development to benefit, maintain, and attract future businesses and residences.

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## **History and Acknowledgements**

Prepared by the Village of Downs Development Committee

Approved for Recommendation and Adoption to the Village Board of Trustees – August 19, 2014

Public Hearing Held – June 17, 2014

### **Village Board of Trustees**

Michael Friemann, Trustee for Building

Maureen Roach, Trustee of Public Safety/Services

Mary Goviea, Trustee of Parks/Youth Center/Food Pantry

Paul Myszka, Trustee of Water and Sewer

Susan Luke, Trustee of Finance

Dan Lush, Trustee of Streets, Alleys, and Sidewalks

### **Village Development Committee**

Paul Messamore, Chairperson

Committee Members:

Marla Brotherton

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### **Village Administration**

Mike James, Village President

Julie James, Village Clerk

Approved by the Village Board of Trustees

September 4, 2014

# 2014 Village of Downs Strategic Development Plan Executive Summary

## Strategic Development Vision and Mission

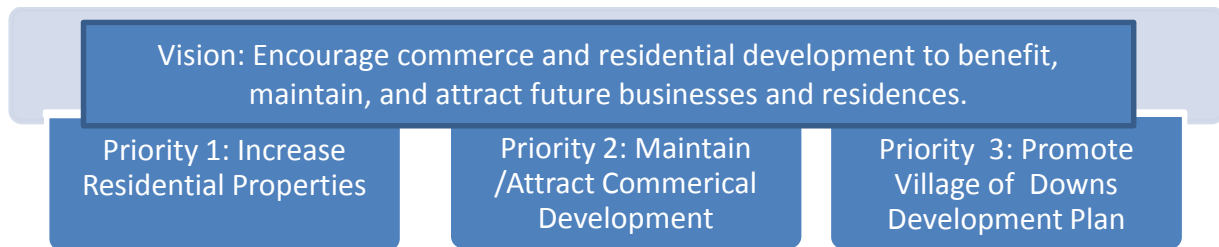
The Village of Downs Development committee has developed a 3-5 year Strategic Development Plan for the Village. This plan includes a vision, mission, priorities with goals and objectives, and action plans.

### Development Committee Vision

The Village of Downs Development Committee shall encourage commerce and residential development to benefit, maintain, and attract future businesses and residences.

### Development Committee Mission

The Village of Downs Development Committee will guide the development of the Village through effective measures of planning, design review, oversight of the land use plan and development assistance.



### Priority 1: Increase Residential Properties

Goal: Maintain and Attract Residential Development

Objective 1. Increase Single Household Residential Development with a controlled approach

Objective 2. Advance Senior Living Residential Development

- Priority 1 Action 1: Provide encouragement for Developers to explore Downs' development areas
- Priority 1 Action 2: Approach developers marketing potential residential areas

### Priority 2: Maintain/Attract Commercial Development

Goal: Attract and Retain Entrepreneurs and Establishments

Objective 1: Maintain Existing Commercial Development with Incentives and Programs

- Priority 2 Action 1: Promote a day to host a Support your Local Businesses
- Priority 2 Action 2: Identify future needs for Existing Commercial Development

Objective 2: Attract Future Commercial Development with Incentives, Plans and Programs

- Priority 2 Action 3: Promote the use of the existing vacant buildings as a business startup
- Priority 2 Action 4: Identify needs for future Commercial Development
- Priority 2 Action 5: Prepare shovel ready estimates for commercial development properties

### Priority 3: Promote the Village of Downs Development Plan

Goal: Village of Downs will respond to all appropriate development opportunities

Objective: Maintain the "Small Town" character and improve its appeal

- Priority 3 Action 1: Provide website outlining the opportunities for development within the Village
- Priority 3 Action 2: Identify the top 5-6 priorities for types of Commercial development
- Priority 3 Action 3: Partner with Economic Development Council to promote commercial development

## 2014 Village of Downs Strategic Development Plan

### Introduction

Village of Downs (Downs or Village), Illinois, in McLean County, is 8 miles SE of [Bloomington, Illinois](#) (center to center) and 119 miles SW of [Chicago, Illinois](#). The village is considered part of the Bloomington-normal metropolitan area. Downs had a population of 776 as of 2000 and has grown to a population of 1005 as of the 2010 census. The Village has reached a stage where a plan is needed for its development growth as it faces new challenges and opportunities. Focused development of the Village's commercial, manufacturing, and residential areas has become the predominant issue when planning for the future of the Village.

The Kickapoo Indians first discovered the land's value and set up a trading post just west of the Kickapoo Creek, along what is now U.S. Highway 150. Then around 1829, settlers migrated to McLean County and nestled a small community called Delta at the same site. Historically, planning dates back to 1869 resulting from the Indianapolis Bloomington and Western Railway Company running a line from Indianapolis to Peoria, and Delta literally moved closer to the rail. A few buildings were dismantled and reconstructed further south, and the town's name changed to Priceville (1867) in honor of John Price who owned the land near the tracks. Over time, Priceville prospered with several barbershops, churches, doctors, grain elevators, hotels, restaurants, stores, bank, hardware, livery barn, and lumberyard. In 1902, our Village's name changed for the last time to the Village of Downs. On January 6, 1917, The Village of Downs was incorporated by the State of Illinois.

In the early 1950's, the Village Board adopted the first zoning ordinance. The Village through the Land Use Plan, which was adopted in 1993, has produced comprehensive Plans. This Plan, which was prepared, reviewed, discussed by the public, and recommended by the Plan Commission to the Village Board in 2014, should guide the citizens, Village leaders, developers, and other interested parties through the next several years. The Comprehensive Plan and the planning process cause the community to understand how Downs got to this place, look forward to more prosperous years, and anticipate what the Village of Downs will become in the future years.

### Village of Downs Development Committee

The Village of Downs Development committee was formed and initially met in August 2013 to determine the scope and approach for a 3-5 year Strategic Development Plan for the Village.

#### **Development Committee Vision**

The Village of Downs Development Committee shall encourage commerce and residential development to benefit, maintain, and attract future businesses and residences.

#### **Development Committee Mission**

The Village of Downs Development Committee will guide the development of the Village through effective measures of planning, design review, oversight of the land use plan and development assistance.

#### **Development Committee Slogan**

"Live it Up in Downs"

### Development Committee Objectives

The Development Committee focuses and balances the need to develop a strong, diversified tax base for the community. This strong, diversified tax base reduces the burden for property taxpayers. This could in turn create a benefit for the Village's ability to provide more employment for Village residents. It is also a fact that our Village has a "small town" character based on the rural setting; a small centralized downtown area, quality schools and family oriented neighborhoods. Community character may further be promoted through support of retail, service and professional office developments serving the local community. The responsibilities for planning implementation and management for the Comprehensive Development Plan are:

- Village Board Administration of day to day operations
- Village Board of Trustees approve the plan and implementation
- Development Committee development and guide to meet the 3-5 year strategic planning
- Zoning Board - manage Land Use permits, etc.

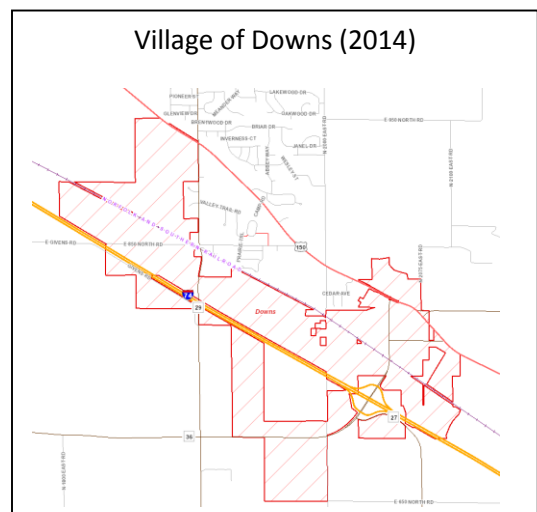
### Operational Structure



### Village Resources

The Village of Downs offers many resources for the commercial development and growth. IDOT map, for 2009, had 4250 vehicles per day driving through Downs on Seminary St.

- Interstates: I-74/Southside of Downs
- State Roads: US 150/Northside of Downs
- IL39/ 7 miles west at Bloomington
- IL 55/7 miles west at Bloomington
- IL 9/8 miles north at Bloomington
- Towanda Barnes Road
- IL 136/6 miles south
- Freight Carriers: UPS, FedEx (Bloomington)
- Motor Freight Terminals: Yes
- Local Carriers: Yes
- Interstate Carriers: Yes
- Package Delivery Service: Yes
- Commercial Bus Service: Yes
- Airport: Central Illinois Regional Airport, Bloomington (BMI)
- Indianapolis, Indiana



- Chicago, Illinois
- St. Louis, Missouri
- Railroads: Norfolk-Southern in Bloomington

**Utilities and Services**

- Downs Water/connected to BNWRD Wastewater Plant
- Ameren/Electric and NICOR Gas
- Frontier/Local Phone Services
- AT&T and Sprint/Long distance
- Mediacom and Frontier/Cable, High Speed Internet, Digital Phone
- Fiber Optics Internet service (Central Illinois Regional Broadband Network - CIRBN)

**Municipal Services**

- Government: Village President/Trustee
- Comprehensive Plan: Yes
- Subdivision Ordinance: Yes
- Public Library: Yes (Heyworth)
- Emergency 911 System: Yes
- Rescue Squad: Yes
- Fire Department: Volunteer
- Police Department: Core Hour Coverage
- Tax Increment Financing District: Yes (2)

**Village Businesses**

- |   |                             |
|---|-----------------------------|
| • Corn Belt Energy                      | Utility                     |
| • TrueLine Companies                    | Service                     |
| • Melton Trucking                       | Transportation              |
| • Kickapoo Drilling Company             | Service                     |
| • Downs Automotive                      | Service                     |
| • Downs Travel Mart                     | Sales                       |
| • Misch Rooterman Plumbing & Excavating | Service                     |
| • Prairie Wood Works Inc.               | Manufacturing/Sales         |
| • Gameday Grill                         | Restaurant/Bar              |
| • We Care Daycare                       | Service                     |
| • dk designs                            | Sales/Service               |
| • Pappa G's                             | Restaurant                  |
| • Adkissons                             | Restaurant/Bar/Banquet Hall |

**State Of Illinois Taxes**

- **Corporate Income Tax** - Calculated from reported federal income. The rate is 9.5% based on a 7% income tax and 2.5% replacement tax.
- **Sales/Use Tax** - Sales tax of 6.25% is imposed on the purchase price of tangible personal property for use or consumption.
- **Property Tax** - The State of Illinois levies no property taxes. Counties and municipalities, however, do levy these taxes.



### Unemployment Compensation

- Maximum rate is 8.95%, standard rate is 4.15%. Contribution payments are subject to Taxable
- Wage Base of \$12,900.
- Source: Illinois Dept. of Revenue, Illinois Dept. of Employment Security

### Churches

- Downs Methodist Church
- St Mary's Catholic Church
- Living Hope Christian Church

### Hospitals/Medical

- OSF St Joseph Medical Center (trauma)
- Advocare Bromenn Medical Center (trauma)
- Nursing Homes - 8 miles northwest (skilled care/assisted living)
- Dentist - 8 miles northwest or East
- Doctor – 8 miles northwest or East

### Demographics (Zip Code Population)

The Village population in 2010 has experienced 29.5% grow since 2000, for a total of 1,005 (50.5% male and 49.5% female). Population characteristics (median age: 33.8 years old; median income: \$61,915; median education: 13.0 years) are expected to exhibit only relative change in the future.

The emergence of non-traditional households and life styles and the decrease in family size, as well as the aging of the population, have been the most significant changes. Owner occupied (81.6% or 279 homes) and renter occupied (15.5% or 53 homes) make up the type of housing provided in 2010. Of this housing, 97.1% of the housing is occupied, leaving 2.9% vacant. The median age of a home is 51 years old.

### Residential

The Village population has increased overall 236% from 1950 to 2010; therefore, the Village has participated in the growth of McLean County during that period of time.

The size of the Village makes it very difficult to accurately forecast the future population of the Village because the mathematical trends can be reversed by the development of one unexpected residential subdivision. It is realistic to forecast the future (year 2020) population will increase by 423 citizens which represent a 45% increase in population based on the planned development (Cross Creek and Beecher Trails with 141 homes). That represents the largest population growth in the most recent history of Downs.

2013	Number of Permits	Median Construction Costs
Single Family Residence	9	\$230,000
Multi-Family Residence	0	0
Commercial	1	\$100,000

The traditional single family residence will continue to be the preferred housing choice in Downs. In the future, assisted living housing options may become more available in the community in response to changing life styles and household characteristics.

The Downs, IL poverty rate of 4.5% is lower than the national average. As of the last census, the Downs, IL unemployment rate of 6.7% was better than the 7.9% national average.

## Economic Development

The Village of Downs economy is mature, having grown above the national averages for the last several years. The Village's per capita income, household expenditures, home values and low vacancy rates for commercial and manufacturing uses reflects the prosperity of the economy. The majority of Village property tax revenue is derived from residential uses. There are numerous vacant land parcels available to be developed. The Downs economy is mildly diverse and dynamic, drawing from the region's labor pool, transportation systems and access to educational institutions. We can anticipate that current trends in technology, labor and global economies will continue to shape our local economy.

Nontraditional work arrangements will play an increasing role in the economy. Important features, which Downs will need to prepare for, are concentrations of service oriented (office) workers, work at home arrangements, and the need for relevant telecommunications infrastructure.

## Utilities and Services

The municipal services offered are Downs Water, connections to BNWRD Wastewater Plant, garbage pickup and recycling, Ameren/Electric and NICOR Gas, Frontier/Local Phone Services, AT&T and Sprint/Long distance, Mediacom and Frontier/Cable, High Speed Internet, and Digital Phone. The Central Illinois Regional Broadband Network (CIRBN) is also offered locally to bridge the digital divide by providing state of the art fiber network service to K-12 school districts, healthcare, public safety, government, not-for-profit, and commercial institutions.

## Recreation and Leisure and Education

The quality of life in Downs is based on the diverse nature of the three parks; Dooley, Kickapoo, and McManus, that allow citizens to enjoy a wide variety of passive and active recreation pursuits. There are more than 30 acres of parks in the Village.

The Tri-Valley School district received its name due to the three tributaries in the district: Money Creek, the Sangamon River, and the Kickapoo Creek. As of 2013, Tri-Valley Elementary School has won numerous school improvement awards. Tri-Valley Middle School has also won school improvement awards, as well as a Horizon Award. Tri-Valley High School and Middle Schools have received the prestigious National Blue Ribbon Award for excellence in education from the U.S. Department of Education. Collectively, the Tri-Valley School district serves roughly 1,100 students:

- Tri-Valley Elementary
- Tri-Valley Middle School
- Tri-Valley High School
- Pre-School
- Tri-Valley School Fine Arts and Athletic events provide a number of leisure activities year round for the citizens of Downs.

### Major Educational Facilities

- Bloomington Area Vocational School (10 minutes northwest)
- Heartland Community College (20 minutes northwest)
- Illinois State University (15 minutes northwest)
- Illinois Wesleyan University (15 minutes northwest)
- Lincoln College -Normal (15 minutes northwest)

### Traffic Circulation

An essential element of the long-term development of Downs is mobility. Land development patterns are affected by the lay out and arrangement of transportation systems, along with the focus for ease, safety, and convenience for the way people travel. The main street through Downs is Seminary Street (County Highways 27 and 36) which connects Route 150 on the north side of the village to Interstate Highway 74 on the south of Downs. I-74 has exit ramps allowing access to and from the town. In Downs, 94% of commuters drive to work. Citizen's typical commute times differ throughout the village. However, overall 76.0% of workers commute under 25 minutes daily, 16.4% commute 25-45 minutes, and 7.6% have a commute greater than 45 minutes. Typically, people work 37/hours per week in Downs, IL. Commuting to work is generally easier in the village than in most places of its size.

### Land Use

The Village Board of Trustees originally adopted the Land Use Plan on 9/2/93. It was recently updated, by this committee, and adopted by the Village Board of Trustees on 8/19/2014. This Land Use Plan is located in Appendix A.

### Comprehensive Plan

A Comprehensive Plan is a public document, which establishes an overall strategy to guide the growth and development of the Downs community. The Comprehensive Plan consists of the Land Use Plan Map, which indicates proposed land uses in the community, and the text of the Comprehensive Plan, including Goals and Policies.

Background material explaining the rationale for the Comprehensive Plan can be found in the Land Use Plan and Map.

### Implementation

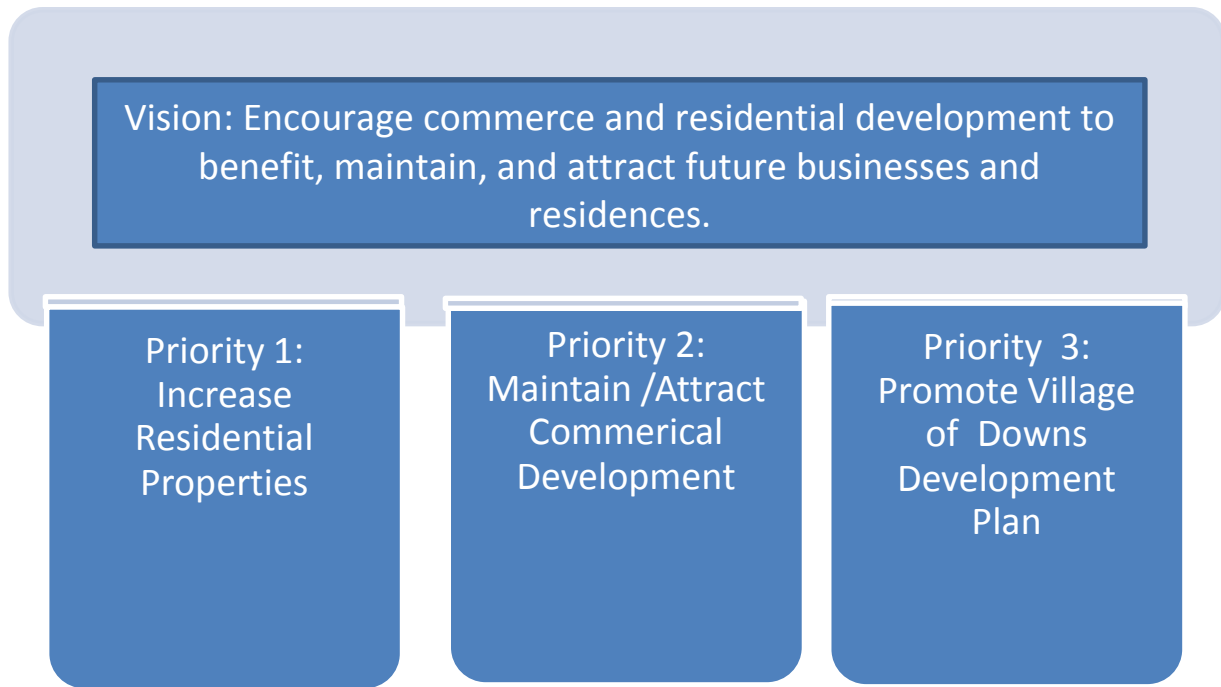
To be effective the Comprehensive Plan must be utilized. The Plan's purpose is to give guidance and direction in the process of development of the Village. Citizens and decision makers, when weighing the assortment of development issues facing the Village, should constantly refer to the policies within the Plan. The formulation and enforcement of zoning and subdivision regulations and a capital improvement program is the principal means by which the village implements the objectives of the Comprehensive Plan.

**Zoning Ordinance:** Chapter 14 of the Municipal Code is adopted to promote and protect the health, safety, and general welfare of the people of Downs by regulating the use of land and buildings in the Village.

**Subdivision Control Regulations:** Chapter 15 of the Municipal Code governs the design and layout of subdivisions and the requirements for subdivision of land in Downs. The subdivision regulations are intended to provide for sound comprehensive development of the Village’s infrastructure.

**Tax Increment Finance District:** The Village of Downs currently has two TIF districts within its Village limits that were established in 2000 for a duration of 32 years. The TIF I District partially covers the interstate exchange, downtown, and most of the southeast side of the town from E. Washington St to S Seminary St to E Franklin St and S. Lincoln St. TIF II covers approximately 135 acres, at the southwest corner of the intersection of Route 150 and County highway 29. The TIF District Maps are located in Appendix B.

## Village of Downs Development Plan



### **Priority 1: Increase Residential Properties**

Goal: Maintain and Attract Residential Development

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## Appendix A: Land Use Plan

# **A LAND USE PLAN FOR THE VILLAGE OF DOWNS, ILLINOIS**

Adopted by

The Village Board of Trustees

9/2/93

Amended on 8/19/2014

## Introduction

The Village of Downs was incorporated on Jan 6<sup>th</sup>, 1917 by the State of Illinois and its development to date has been characterized predominantly by the construction and use of moderate sized single family homes on relatively small lots. This residential development has been supplemented by the location of several small businesses including establishments serving the everyday needs of the residents as well as other service and construction businesses.

The Village has municipal water system and sanitary sewer system, and the residents also have access to post office and a fire station located in the community. The Village is also the location of an elementary school, middle school, High school, and the administrative offices of Tri-Valley Community Unit School District No. 3. The Village is well served by a system of highways connecting the Village to other areas in McLean County. This system includes an access interchange on I-74 south of town as well as US Route 150 north of town. These roads provide excellent access to the Bloomington-Normal area which is located 10 miles to the northwest. The areas to the west, southwest, and north of the Village are the site of several inactive gravel pits that have taken advantage of this natural resource which is located along Kickapoo Creek. The area to the south along I-74 and south along US Route 150 has developed a residential area which continues to offer building sites for single family dwellings on large lots. These physical characteristics and past development trends indicate that the area in the vicinity of the Village could be subject to considerable development pressures in the foreseeable future and the Village Board of Trustees have determined that the citizens of the Village should have the opportunity to shape the future direction of this development by instituting a certain plans and ordinances that will give the Village the opportunity of controlling its own destiny. The Development Committee has been formed to develop strategic plans for the Village.

## Land Use Plan Purpose and Content

The Land Use Plan is a document that sets forth by maps and written text the plans for the use of all land within the Village and the unincorporated area within 1 1/2 miles of the Village limits. The Land Use Plan not only depicts how land should be used by designating the desired location of residential, commercial, public and agricultural uses, but the Plan sets forth the desired intensity of the development and when that development should take place in order to promote the economical use of public facilities such as water and sewer as well as streets and other public investments. The Land Use Plan is designed to:

1. Communicate the plans of the Village to private land owners in order to assist them in making investments and/or development decisions;
2. Provide guidance to consultants and elected officials responsible for locating and designing community facilities and public utility systems; and;
3. Provide guidance to elected officials and their advisory groups in evaluating specific developments proposed to be located within the Village and in areas outside the Village that will influence the character of the development within the Village.

In addition to the above specific purposes, the Land Use Plan should also serve as a means of coordinating the efforts of the Village Board and other local governmental entities in implementing land

use decisions that will be compatible with the Plan.

A Land Use Plan is not like a plan for a house or other specific facility that is constructed within a short period of time, but it should serve as a guide in making specific decisions within the framework of the policies contained in the plan. Because the development of a community is dynamic process that occurs over a period of years, the Land Use Plan must periodically be revised to reflect changing conditions and values. This could be on the same timing as the census or any significant changes to the Village of Downs.

## Development Goals and Objectives

As stated earlier, the Land Use Plan is not a static “blueprint” dictating how the Village should look in the future, but it is a dynamic set of principles that should provide a guide for evaluating specific proposals or choosing between alternatives. The practice of land use planning is not an exact science, but it is an expression of policies that are believed to be the most beneficial to the public at any one point in time. Since there is no one “right” answer to problems posed by development decisions, it is beneficial if these alternatives can be evaluated by analyzing the problems and opportunities in light of an agreed-to set of goals and objectives.

Within the context of this Land Use Plan, a goal is defined as an end result toward which effort is directed. Therefore, the goal of the Land Use Plan for the Village of Downs, is “the development of a community that is safe, efficient and attractive while maintaining a high quality environment in which to live and work as a reasonable cost to the residents.” In order to work toward achieving this goal several objectives need to be accomplished. These objectives are:

1. The development of reasonably compact community that will use as little prime agricultural land as possible to accommodate orderly growth;
2. The development of land use patterns that will maximize the use of public utilities and other community facilities;
3. The development of residential areas that are free of the objectionable influences such as noise and odor that may be generated by some nonresidential uses;
4. The development of areas for business that will provide for expansion and the conduct of business activity free from the concerns of conflict with residential uses;
5. The protection of environmentally sensitive areas such as steep slopes (generally defined as land with a slope angle of 20% or greater for a minimum of 30 feet horizontally), flood plains (defined in Chapter 11 Article IV) and wooded areas (balanced development approach includes the conservation of wooded areas and other natural resources); and
6. The judicious use of natural resources in a manner that will not pose a conflict with existing development or hinder future growth.

A commitment to achieving these objectives by the Village Board with the advice and consent of the residents is the first step toward achieving the goal of community improvement.

## Development Standards

These standards have been selected as a method of developing the Land Use Plan and of guiding future decisions concerning land use changes. These standards are more definitive than the Goals and



Objectives, and are designed to be applied to specific decisions that may occur rather frequently.

#### Where Growth Should or Should Not Occur

To aid in the application of these standards, they have been written in terms of where growth should or should not occur.

Growth should take place:

1. Within or adjacent to the Village
2. In nearby rural areas where the land is not desirable for agricultural use

Growth should not take place:

1. On land that is desirable for agricultural use except within as defined within this Land Use Plan;
2. In areas where significant tree cover would be substantially destroyed;
3. In areas which would preclude the logical development and use of natural resources, for example, gravel pit development and use;
4. In areas that will require the expenditure of a disproportionate amount of public funds to provide the necessary community facilities and public utilities;
5. In areas where water resources are not available or the Village does not have sufficient water capacity; or where sewage connections cannot be accommodated in areas where Bloomington-Normal Water Reclamation District (BNWRD);

Land Use Plan Map has been included as part of the Plan to visually portray the application of these standards for the Village and its environs.



## Type and Intensity of Growth

When viewing the Land Use Plan Map\_it should be realized that some tracts of land are suitable for more than one category of land use, therefore; it is presumed that the uses indicated are the most appropriate when all factors have been considered.

The “where should growth occur” standards deal with growth in absolute terms without regard to the type of land use or the density of the development. The Land Use Plan\_should also be used as a guide when making decisions concerning the type and density of development.

For the purposes of the Plan, all land uses have been grouped into the following types:

1. Agriculture
2. Residential
3. Commercial, and
4. Public

The appropriate type of land use and the intensity of development is governed by the physical characteristics of the land, the public services that can be provided and the type and location of existing uses within and adjacent to the area in question. These characteristics were utilized to establish the criteria that should be used to determine the most appropriate type and intensity of land use in those areas identified as places where growth should occur. These criteria are listed below:

1. Agriculture (Chapter 14 Article V Section 1)
  - a. Suitable for location on peripheral or adjacent to the Village (as indicated on the Land Use Plan Map).
  - b. Suitable for location on small isolated tracts of land in rural areas that are desirable for agricultural use.
2. Residential (low density - Chapter 14 Article V Section 2)
  - a. Suitable for location in concentrations in or adjacent to the Village (as indicated on the Land Use Plan Map).
  - b. Suitable for location on small isolated tracts of land in rural areas that are undesirable for agricultural use.
  - c. Suitable for locations not served by public sanitary sewer system.
3. Residential (medium density – Chapter 14 Article V Section 3)
  - a. Suitable for location within or adjacent to the Village provided that a full range of public water and sanitary systems can be provided.
  - b. Consideration is given to existing density of residential housing
4. Residential (high density - Chapter 14 Article V Section 4)
  - a. Suitable for location within the Village when located adjacent to or in close proximity to places of employment or commercial areas.
  - b. Suitable for locations that provide a full range of public water and sanitary systems.
5. Commercial (Chapter 14 Article V Section 6, 7)
  - a. Suitable for locations at or near the intersection of two major roads or a major and a collector road.
  - b. Suitable for location within or adjacent to the Village provided that a full range of public water and sanitary systems can be provided.

- c. Consideration is given to existing density of residential housing
- 6. Public Use (Chapter 14 Article V Section 8)
  - a. Suitable for location within or adjacent to the Village provided that a full range of public water and sanitary systems can be provided.
  - b. Consideration is given to existing density of residential housing.
- 7. Manufacturing (Chapter 14 Article V Section 9, 10)
  - a. Suitable for location within or adjacent to the Village provided that a full range of public water and sanitary systems can be provided.
  - b. Consideration is given to existing density of residential housing.

### The Timing of Growth

The fact that the development standards and the Land Use Plan Maps indicate that a tract of land should be used for a certain type and intensity of use does not mean that it would be appropriate to develop the tract of land for that use in the immediate future. Therefore, care must be exercised to insure that a proper sequence of development occurs. The major factors that should be considered in determining the proper timing of growth are:

- 1. Proximity to appropriate existing development
  - a. High priority - should be given to the development of land that is adjacent to existing development.
  - b. Medium priority - should be given to the development of land that is relatively short distance from existing development.
  - c. Low priority - should be given to the development of land that is a relatively long distance from existing development.
- 2. Impact on public utilities and ability to provide extended services
  - a. High priority - should be given to the development of land that can be served by the continuation of existing water and/or sewer lines.
  - b. Medium priority - should be given to the development of land that can be served by the extension of an existing utility system even though the extensions must pass through relatively small tracts of undeveloped property.
  - c. Low priority - should be given to the development of land when utilities are not available or when new systems must be constructed to meet the needs to the development.

These priorities should be utilized by the Village Board with input from appropriate citizen advisory groups as a basis for making development decisions including the rezoning of land.

### **Study Methodology and Findings**

The preparation of land use plan that will depict the proper use of land in the future was revised based on the progress and changes made in the Village in the last 10 years (1993-2013). The original plan started with a detailed study of how land is currently used within the area being studied.

This information was recorded on two accurate and up-to-date maps. The first map depicts the area within the Village and areas adjacent to the Village at a scale of one inch equals 200 feet. The second

map includes a large area around the Village at a scale of one equals 800 feet. The existing land use was determined by visual survey and then the data was transferred to these maps.

Following an analysis of the existing development in the Village, a study was conducted of the development potential of the undeveloped land in the Village as well as the need to change some existing land uses in the immediate area. These changes are designed to eliminate conflict and enhance property values. This analysis resulted in a revised land use plan for the area within the corporate limits of the Village. The undeveloped land adjacent to the Village was updated to determine the development potential of each area. These judgments were made taking into consideration all of the Development Standards set forth in this report. The Land Use Plan is composed of this report and the maps that illustrate how the land should be used if and when its current use is changed.

### Development Potential

The development history of the Village of Downs is best expressed by reviewing the population of the Village over the last 60 years.

	1950	1960	1970	1980	1990	2000	2010	2020	2030
<i>Population</i>	299	497	641	561	613	776	1005	1428	1663
<i>Increase%</i>		66%	29%	(12%)	9%	27%	30%	45%	

This data indicates that the Village population has increased overall 236% from 1950 to 2010; therefore, the Village has participated in the growth of McLean County during that period of time.

The size of the Village makes it very difficult to accurately forecast the future population of the Village because the mathematical trends can be reversed by the development of one unexpected residential subdivision. It is realistic to forecast future (year 2020) population will increase by 423 citizens which represent a 45% increase in population based on the planned development (Cross Creek and Beecher Trails with 141 homes). That represents the largest population growth in the most recent history of Downs. The following factors support the 2020 and 2030 forecasts:

1. The Village is located approximately 10 miles southeast of Bloomington/Normal;
2. The Village is connected to the urban areas by an excellent road system (I-74, US Route 150, and Towanda/Barnes Road);
3. It is becoming difficult to develop moderate income housing in Bloomington/Normal; and
4. The Village has a raw water supply that will support this level of development.

In order to be able to sustain this level of growth, the Village will need to monitor, maintain and project the needs of its public works. Growth can be beneficial to the residents of the community by expanding the availability of goods and services and expanding the tax base will benefit the citizens. However, growth can be a financial drain on a community if the cost of public utilities and other facilities, that are necessary to encourage and service growth, are not designed and constructed in a financially responsible manner.

## LAND USE PLAN

### Land Use in the Village

There are several locations within the community where the existing use of property may not be the type of use that should be encouraged to continue. In most cases, these uses should be changed because they are significantly different from the use of surrounding property and this may cause conflicts now or in the future resulting in lower property values for those uses affected. In most cases, these situations have been caused by commercial uses being located in areas that are predominantly residential. There are also several instances within the Village (primarily near the business district) where land that is used for residential purposes would be better suited for conversion to commercial use because the predominant use of the land in the general area is commercial in nature. The Land Use Plan also indicates how vacant land within the Village should be used if and when there is interest in developing these parcels. In all probability, these tracts of land would be the most efficient to develop from the viewpoint of providing public utilities and services.

### Land Use Near the Village

The other development opportunities that are present in the area would be the development of undeveloped land adjacent to or near the existing Village boundaries. The proposed uses vary according to their location, existing uses in the area, and the ability to provide these sites with the required public utilities at a reasonable cost.

### Land Use Southeast of the Village

The best opportunity to develop commercial land uses near the Village will occur between the Village and the I-74 interchange along both sides of Seminary Street extended. If necessary, these types of uses could be expanded into the remainder of the area between the railroad and I-74. Commercial uses are proposed for this location because the area has excellent access to the Interstate interchange and the location of the Interstate and railroad.

### Land Use Southwest of the Village

The area west of Seminary extended which is between the Interstate on the south, Main Street extended on the north, and County Highway 36 on the west is suited for medium density residential use (up to six dwelling units per acre) This area may not be the first priority for development because it is located near the Interstate and close to asphalt plant. However, with proper site design and screening, this area could be a desirable extension of the residential development of the Village.

### Land Use West of the Village

The area between the creek and north of the Interstate on the west side of County Highway 36 and the area between Main Street and the railroad east of County Highway 36 is suitable for low density (two dwelling units per acre) residential development.

### Land Use North of the Village

The area northwest of the Village along the creek is either in the flood plain or located along slopes too steep for development; therefore, this area should not be developed for anything other than private or public open space. The Village has acquired a large portion of this area and is Kickapoo Park.

### Land Use East of the Village

The area that may be best suited for medium density residential in the near future is the large area south of County Highway 36 along either side of US Route 150 east of the Village limits. This area is attractive for future residential because it can be served by the sewer system and the area is free of existing uses that would detract from the quality of life in a residential area.

### Land Use in the Rural Area Within One and One-Half Miles of the Village

The specific areas depicted on the Land Use Plan for the area within one and one-half miles of the Village indicates where low density residential development should be permitted by McLean County. These areas are the same areas planned for development in the report titled, "A Development Guide For Suburban Residential Growth Areas in McLean County." This document was prepared by the McLean County Regional Planning Commission in June of 1979 and revised in April of 1980.

When the gravel pit and asphalt plant operations cease, the land should be reused for private or public open space uses or as the site for low density residential developments.

## **LAND USE PLAN IMPLEMENTATION**

As stated earlier in this document, the Land Use Plan does not give the Village Board the right to regulate land use within the Village limits, but its purpose is to guide future decisions when evaluating land use changes that are proposed by persons owning land in the area. The ability to regulate the development of land uses within the Village can only be utilized by the Village Board when a zoning ordinance designed to regulate land use is approved by the Village Board in accordance with Illinois law. The proper development and maintenance of private property in the Village is also dependent on the utilization of other tools designed for specific purposes.

An important companion to the Zoning Ordinance would be the approval of a Subdivision Ordinance that would set forth the minimum standards for the design and construction of public improvements that would be required of any land owner that proposes to subdivide land into two or more parcels for the purpose of developing the land for uses permitted by the Zoning Ordinance. The Subdivision Ordinance would set forth standards for the design and construction of streets, water mains, storm drainage, sanitary sewer lines, and other public utilities. These standards would be enforceable within the Village limits and anywhere within 1 1/2 miles of the Village limits. This Ordinance would guarantee the proper construction of public facilities so that future maintenance responsibilities of the Village would be minimized and continuity of streets and public utilities would be assured.

As part of a comprehensive community improvement program, the Village Board may also wish to consider the adoption of a Property Maintenance Ordinance. This ordinance would require that private

property be maintained in accordance with certain standards that would regulate such things as the removal of trash and the cutting of brush and/or weeds. The adoption and implementation of all of these plans and ordinances will provide the Village Board with many of the tools necessary to insure the proper growth and development of the Village well into the twenty-first century.

# Appendix B: TIF District Maps

