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## CHAPTER 2 COMMUNITY DEVELOPMENT POLICIES

### 2.0 COMMUNITY DEVELOPMENT POLICIES

#### *2.1 Introduction and Overview*

Much of the attractiveness and desirability of O'Fallon is attributable to its small town atmosphere and quality residential development. Currently, the City is experiencing a boom in single family residential development, which can likely be attributed, at least in part, to its excellent school system, low City property taxes, and convenient location to Scott Air Force Base and the City of St. Louis, Missouri.

The City is well known for having high quality single-family residential areas that enhance and reinforce the community's character. Public input validated that, while a diversification of the local economy is desirable, O'Fallon most desires to remain a predominately single-family residential community. One challenge the City faces is that many older neighborhoods met the market demand when they were constructed; however, housing units in these neighborhoods may not have the features and amenities many homeowners prefer in today's marketplace. To counter this, City policies should provide for renovation and rehabilitation where appropriate. Retail and entertainment uses are being constructed along I-64 at a rapid pace, which basically extends metropolitan St. Louis' suburban ring and influence. The City does not rely solely on local residents to support the number of uses and retailers. The market area has grown with the extension of the transportation network providing quick, convenient access around O'Fallon.

This growth, while very positive, has also added a certain strain on the City, particularly on its financial condition. Businesses and developers usually share or subsidize the cost of providing public infrastructure and public services within a community. Utility hook up fees, business license fees, property taxes, and sales taxes together help pay the cost of providing public services to community residents. The City has reconsidered its position of providing its services without regard to the impact of new users. The City has implemented policies that require new growth to pay a proportionate share of the costs that new development generates. These include Annexation Fees, Park Lands Dedication Fees, and potentially School Impact Fees. The City may now target general fund monies to projects that benefit the community as a whole.



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Most People interviewed felt O'Fallon should maintain and enhance the community's "small town character", defined generally as knowing your neighbors. In order to maintain and enhance O'Fallon's small town character, the location, form and image of existing and new development should be based on the themes that exist and the City's priorities, including the following:

1. Preservation of small-town community character, encouraging a mix of residential options, and preservation of older residential neighborhoods;
2. Provision of public facilities and services in a financially responsive and economically beneficial manner;
3. Application of an environmental and landscape framework throughout the City; and
4. Development of a targeted economic development program to encourage diversification of the City's economy.

While each of these priorities is reflected throughout the goals of the plan, the purpose of the General Development Goals and Policies is to highlight the importance of these four issues toward ensuring that O'Fallon maintains its small-town character while growing responsibly.

**Table 2.1**

SUMMARY OF GENERAL DEVELOPMENT GOALS AND POLICIES	
<p><i>Section 2.2 Land Use, Design, and Community Appearance</i></p>	<p>Goal 1: Maintain O'Fallon's small town community character through an increased emphasis on design issues and community appearance.</p> <p>Goal 2: Promote and enhance O'Fallon's continued growth through encouraging densities and mixes of uses that support walking and non-motorized forms of transportation and that reflect the City's human scale, history, aesthetics, natural environment, and sense of community identity.</p> <p>Goal 3: Preserve the character and stability of existing neighborhoods, encourage a balanced range of housing options, and promote the continued development of new, high quality residential developments in our growth areas.</p> <p>Goal 4: Provide for commercial and industrial land uses that are well planned, consistent with the City's economic development goals, visually consistent with neighboring areas, and are in the most appropriate location.</p>



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Table 2.1- Continued	
<i>Section 2.3 Public Facilities and Infrastructure</i>	<p>Goal 5: Ensure the cost-effective provision of public facilities and infrastructure that adequately serves O'Fallon's present and future residents and businesses.</p> <p>Goal 6: Continue to provide for cost-effective, responsive public safety services that meet the needs of the community.</p>
<i>Section 2.4 Environmental /Landscape Issues</i>	<p>Goal 7: Establish a consistent set of goals and objectives for environmental qualities and amenities that are to be preserved and/or developed over time throughout O'Fallon.</p> <p>Goal 8: Maximize site-specific economic values of the natural landscape within the City while minimizing long-term maintenance costs of certain infrastructure components such as storm water management.</p> <p>Goal 9: Promote land development policies that create a direct, positive relationship between residents and the physical landscape of the City.</p> <p>Goal 10: Promote land development policies that preserve the qualitative aspects of O'Fallon's natural landscape conditions, including landform and slope, vegetative cover, and natural drainage patterns.</p> <p>Goal 11: Create alternatives to vehicular roadway connections between all City parks, schools, and community institutions.</p>
<i>Section 2.5 Economic Development</i>	<p>Goal 12: Promote responsible, high quality residential and non-residential development and encourage expansion of existing commercial and industrial activities in a manner that maximizes existing financial and economic resources and minimizes the need for new facilities and services.</p> <p>Goal 13: Fully implement the City's Economic Development Plan.</p> <p>Goal 14: Provide local, high wage employment opportunities for O'Fallon's residents.</p> <p>Goal 15: Expand and diversify the economic base of the City to strengthen the local economy. Focus on the attraction of "clean" business and industrial development.</p>

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### ***2.2 Land Use, Design, and Community Appearance***

The physical design of the City is critical to both its character and appearance. Much of the City's small town character is due to the scale of the streets and the adjacent landscape, including the existing tree canopy along Highway 50. The quality of design of the public spaces in the City, such as the streets, park system, and schools, will influence the general public's perception about what is considered important to the City and its residents. Also, quality, well-designed private developments are important in creating a sense of place and community. The City should develop standards for new commercial areas, the public spaces in the community, and the downtown.

**Goal 1:** Maintain O'Fallon's small town community character through an increased emphasis on design issues and community appearance.

**Objective 1** - Ensure that new development is compatible with adjacent uses, is of good quality, and does not create undesirable impacts (e.g., traffic, visual, noise, etc). Ensure use of attractive, well landscaped buffer strips, where appropriate. Also, encourage the incremental transition of land uses, rather than sharp, incompatible changes in adjoining land uses.

**Objective 2** - Reduce the potential for dispersed commercial or industrial growth along arterials and major roadways. The "clustering" of commercial and retail uses should be encouraged closer to intersections, with transitional uses encouraged in the other areas along the roadway.

**Objective 3** - Identify and develop gateways to the City of O'Fallon and important neighborhoods in the City to distinguish O'Fallon from adjacent communities.

**Policy 1** - Gateways serve as a focal point, and can consist of monument structures, distinctive building designs, or unique landscaping and lighting schemes; where gateway marking is appropriate the City should consider a variety of options.

**Policy 2** - New development or redevelopment applications before the City should be reviewed to determine if gateway identification would be appropriate on the project site.

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**Objective 4** - Establish design review guidelines that reflect the predominant character of each of the City's neighborhoods, the Downtown, and commercial/industrial areas and apply design guidelines to new development and substantial (50% of building or increase in site) redevelopment.

**Objective 5** - All commercial and industrial uses should be sited so that higher intensity uses with better quality exterior finishes are situated closer to the more visible areas as seen from the public right-of-way. Outdoor storage or loading areas should be sited away from the roadways and adequately screened or buffered.

**Objective 6** - The existing tree canopy in the City, particularly along its major collector and arterial roads, should be maintained where practical. The scale and appearance of the mature trees enhances the residential, small-town atmosphere of the community. Tree plantings should be encouraged along these roads, as well as throughout the City, by both private and public entities. Specific corridor landscaping plans should be developed for each of these key areas.

**Objective 7** - The use of new overhead electrical service should be limited where possible. The City's subdivision ordinance requires new electric service within new subdivisions to be buried. The provider of electric utilities in O'Fallon should submit a plan, with expenses, that would enable new developments to bury their electrical service. The feasibility of retrofitting existing overhead electrical service should also be examined in key areas, such as along both Highway 50 and State Street. These are major corridors that visually identify the City.

**Goal 2:** Promote and enhance O'Fallon's continued growth through encouraging densities and mixes of uses that support walking and non-motorized forms of transportation that reflect the City's scale, history, aesthetics, natural environment, and community identity.

**Objective 1** - Encourage a balance of residential, commercial, and light/clean industrial growth that is beneficial to the community in terms of quality of life, employment opportunities, and revenue generation.

**Objective 2** - Develop policies that encourage balanced and coordinated development through infill of vacant properties, redevelopment of existing older areas, and development of contiguous areas.

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**Objective 3** - Identify appropriate locations for village and neighborhood centers that reinforce concentrations of neighborhood retail, neighborhood services, and housing at a density appropriate to the surrounding neighborhoods. A limited area should be identified for this type of use in the developing residential areas in the north of the City. *See also Goal 4, Objective 4.*

**Objective 4** – While additional multi-family housing is not encouraged through this plan, ground-related housing types including townhouses, duplexes, triplexes and garden apartments as part of mixed-use neighborhoods, particularly near commercial shopping areas, may be developed.

**Objective 5** - Encourage alternative transportation (i.e. bike and walking trails) connections between schools, parks, downtown, and the City's residential neighborhoods.

Goal 3: Preserve the character and stability of existing neighborhoods, encourage a balanced range of housing options, and promote the continued development of new, high quality residential developments in our growth areas.

Quality residential development is a result of coordinated growth patterns, a range of housing opportunities, and appropriate planning and site design. To strengthen existing neighborhoods and develop new, viable residential areas, the City should:

**Objective 1** - Encourage the development of residential options for senior citizens of varying incomes and lifestyles, including supportive living facilities, and master planned residential communities with amenities needed and desired by that population.

**Objective 2** - Maintain a strong community identity through the preservation of existing neighborhoods. Encourage the renovation of older residential units that have not been updated to meet today's market demands. Create a combination of incentives and partnerships to encourage the rehabilitation of existing housing and increase the availability of moderate-income housing in existing neighborhoods.

**Objective 3** - Use 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.

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**Objective 4** - Continue to accommodate development of low- and medium-density suburban residential areas, and implement land development policies that promote well designed, cohesive neighborhoods that reflect market preferences.

**Objective 5** - Encourage the development of some new moderately priced housing units.

**Objective 6** - Discourage the extension of public utilities and services into agricultural areas to prevent a pattern of “leapfrog” or sprawl development.

**Objective 7** - The City should consider various implementation techniques to provide flexibility in the review and approval of residential developments, where appropriate:

**Policy 1** - Increased use of planned residential developments that allow for innovative and flexible site planning, including preservation of open space and natural features.

**Policy 2** - Allowing an increase in density in selected areas, selective small lot or zero lot-line zoning, and townhouse construction. These options should be required to provide open space and other unifying amenities.

**Policy 3** - Preventing the platting of new residential subdivisions in which lots have direct access to abutting arterial streets and discouraging lots fronting and accessing collector streets. Lots “backing” directly onto collector or arterial streets should be discouraged unless landscaped berms or other adequate buffering techniques are used. Landscaped buffering should be provided along arterial and collector streets adjacent to residential development with the residential developments oriented away from these major roadways.

**Policy 4** - Requiring multiple routes of ingress and egress for major residential developments to accommodate emergency vehicles while ensuring that these routes are not designed to become collector routes for non-emergency traffic.

**Objective 8** - In reviewing development proposals, O'Fallon should consider issues of community character, compatibility of use, environmental impact, resident security and safety, and efficient service provision.

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**Objective 9** - The conversion of residential properties into multi-family or business related uses should be discouraged. This practice should be allowed only in specific geographic locations, with very tight restrictions, and where a clear hardship or unique circumstance can be proved.

**Goal 4:** Provide for commercial and industrial land uses that are well planned, visually consistent and compatible with neighboring areas, that are in the most appropriate location, and that are consistent with the City's economic development goals.

**Objective 1** - "Strip" retail commercial centers characterized by independently sited, freestanding buildings compound problems of vehicular and pedestrian access, create a disjointed appearance, and can create conflicts with adjacent residential use. O'Fallon should attempt to limit the pattern of "strip" commercial land use, characterized by independently sited freestanding buildings, by encouraging clustering and containment of commercial and retail centers wherever possible, such as near major intersections.

**Objective 2** - Highway access management measures should be encouraged on arterial or collector streets to reduce the traffic impacts of commercial centers. The use of frontage roads, combined with signalized intersections, should be encouraged where possible.

**Objective 3** - Special attention needs to be focused on the older downtown retail core along State, First Street, and Lincoln. Redevelopment and infill of vacant properties should be encouraged. To encourage investment in the downtown area, the use of incentives should be explored, such as Tax Increment Financing and property tax freezes or abatements. A special service area (SSA) should also be explored as a viable means of establishing a long-term means of generating revenue to support downtown revitalization efforts.

**Objective 4** - Consideration should be given to the possibility of accommodating a limited amount of neighborhood retail development and other services at several major intersections north, west, and east of the current City limits. (Potential locations are identified on the Proposed Land Use Map.)

**Objective 5** - The City should focus on accommodating complementary retail uses west of the I-64 interchange along West Highway 50, in the vicinity of the St. Clair Square Regional Shopping Center, while accommodating quality neighborhood and community-level retail uses in

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commercial areas east of the I-64 interchange. Regional and highway commercial centers would generally include Central and Regency Park, the three interchanges, and Highway 50 west of the "Spur" and between Green Mount Road and Cambridge Boulevard on the south side of the highway. A mix of neighborhood retail and offices uses would be most appropriate between Green Mount Road east to Walnut Street on the north side of the highway. Local, neighborhood retail uses would generally be focused near the downtown along State Street, Southview Plaza, Lincoln Avenue, and Highway 50 from Lincoln Avenue east to Scott-Troy Road.

**Objective 6** - In the newer, undeveloped growth areas, the City should reconsider how it uses economic incentives. The City should generally require new developments to pay their own way in terms of the burden placed on the City for the provision of infrastructure and public services. A detailed analysis using uniform criteria should be used on most economic packages, although, a degree of flexibility should be retained in each evaluation.

**Objective 7** - Encourage and accommodate master planned commercial and office uses near the new FAI-64/North Green Mount Interchange.

**Objective 8** - Identify areas for business development and establish a business park. The area east of Scott-Troy Road and bounded by East Highway 50, Rieder Road, and Interstate 64 has been identified for the community's business/industrial park. All future light industrial, heavy commercial, warehousing/distribution, and similar operations should be directed toward this business park. Identify and market employment and business park to potential users.

**Objective 9** - The area immediately surrounding the Route 158/I-64 interchange should remain a primary location for office and limited commercial uses designated to support surrounding employment.

**Objective 10** - Give high priority to the processing of non-residential development applications that may lead to long-term increases in City employment, or that otherwise further the goals of this plan.

**Objective 11** - Promote office and industrial development in master planned campus-like settings in designated centers.

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### ***2.3 Public Facilities, Infrastructure, and Services***

The City is experiencing steady growth, in part, because land is development ready -- the City and other authorities have put in place the infrastructure necessary for development. This is a significant advantage to the development community and may certainly provide a growth incentive. A policy of ensuring the provision of infrastructure totally at the City's expense over the long term, however, is not feasible for O'Fallon. City policy requires developer financed infrastructure provision, particularly regarding off-site impacts and effects on general city services, so that the City can preserve valuable resources and use selective infrastructure funding as an incentive technique.

It is the policy of the City that development should generally pay for the costs of utilities and infrastructure necessary for the development and that such public facilities should be completed or in place concurrent with the completion of the development, unless specifically identified public interests dictate otherwise. The City should not authorize new or expanded development in an area unless adequate public facilities already exist to serve the area or such facilities will be provided concurrently with the new development. In determining whether adequate public facilities exist or will be provided concurrently, the City shall examine the existing or concurrently proposed public facilities, including but not limited to utilities, streets, sanitary sewers, parks and open space, and schools and essential services and considering the goals, requirements, and policies listed in the City's Comprehensive Plan, enacted by Ordinance, or otherwise identified by the City.

**Goal 5:** To ensure the cost-effective provision of public services, facilities, and infrastructure to adequately serve O'Fallon's present and future residents and businesses.

#### **A. General Infrastructure Policies**

**Objective 1** - Adhere to a policy of provision of adequate public facilities and services through the required construction or other provision of public facilities and services by the development that are sufficient in level of service to meet the demands of the proposed development.

**Objective 2** - Where a proposed development is non-contiguous, the full cost of infrastructure extensions and other services must be the responsibility of the developer unless there is a significant and quantifiable public benefit.

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**Objective 3** - Ensure that all public facilities and services are provided at levels of service that meet City standards and that are provided in conjunction with the designated future land use for the area. These facilities and services include water, sewer, stormwater, roads, schools, police, fire, library, and parks, and other general services.

**Objective 4** - Formulate an annexation policy based upon future growth patterns, provision of public facilities and services, and suitability of land for development

**Objective 5** - The City should promote installation of telecommunications systems for businesses and homes; encourage the integration of telecommuting and computing facilities along with other public services; and foster the creation of smart buildings and creation of community telecommuting centers.

**Objective 6** - Develop a plan that identifies where the City wants to accommodate future wireless communication providers and other similar users.

### ***A(1) Roadway, Street and Sidewalk System***

**Objective 1** - Concentrate public capital investments, such as arterials, boulevards, parks, and public services, into areas that are contiguous with currently developed land and that are currently or easily served by utilities.

**Objective 2** - Allocate the costs of infrastructure extensions to the property owner or developer where development is proposed in a non-contiguous location or where a non-logical extension of infrastructure is required.

**Objective 3** - Revise the City's street standards to update street widths, turning radii, sidewalk locations, intersection design, bikeways and bike lanes, and standards affecting pedestrians and develop a retrofit plan for existing facilities.

**Objective 4** - Identify existing streets that are not built to either current or proposed design standards or are in a deteriorated state, and continue to identify funds for upgrades. This would be particularly true in the City's older residential core.

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**Objective 5** - Develop at least one additional grade separated (overpass or underpass) rail crossing at an appropriate location in the community for emergency and safety situations.

**Objective 6** - Ensure that sidewalks are provided in all residential and commercial developments to reduce vehicular traffic and to provide safe areas for pedestrians.

**Objective 7** - Identify and evaluate alternatives for funding off-site road improvements, as well as other infrastructure and services, to serve new developments. These could include such mechanisms as land dedications, exactions, impact fees, excise taxes, or special service areas. Particular focus should also be given to the use of development agreements and annexation agreements to help pay for the direct and indirect costs of new development. The City should develop a systematic methodology for identifying these impacts

**Objective 8** - The City should adopt and develop a schedule for implementation of the recommendations of the Woolpert Traffic Study.

### ***A(2) Water, Sewer and Stormwater***

**Objective 1** - O'Fallon should promote the use of existing services or logical extensions of new transmission and collection facilities. The City should avoid investing funds where development is remote from existing infrastructure unless there is significant developer financing or a significant and measurable public benefit.

**Objective 2** - Concentrate public capital investments into areas that are contiguous with currently developed land and that are currently or easily served by facilities.

**Objective 3** - The City should prepare an overall stormwater management plan and implementing regulations that address the impacts of new development and mitigation of existing problem areas. The City should develop a set of comprehensive maintenance policies that seeks to minimize City responsibility, expense, and long term maintenance for stormwater detention facilities.

**Objective 4** - The City should review funding mechanisms for sewer services to ensure adequacy of funding, equity of rates, and sufficiency of reserves.

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**Objective 5** - O'Fallon should coordinate existing water and sewer supply, treatment, and conveying capacities to assure adequate facilities for new development, including those areas within one and a half miles (1-1/2 miles) of the City boundaries. These infrastructure capacities should be coordinated with the transportation plan.

**Objective 6** - The City should continue to focus on the maintenance and replacement of facilities serving older residential and commercial sections of O'Fallon to determine what improvements will be necessary for inclusion in the capital improvements program.

**Objective 7** - The City should develop and formally approve a future sewer plan.

**Goal 6:** Continue to provide for cost-effective, responsive public safety services that meet the needs of the community.

**Objective 1** - 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.

**Objective 2** - The City should consider the needs for public safety provision in its review of development projects. These needs include but are not limited to providing adequate emergency access to buildings, and provide site specific project review for items such as safety in public parking areas, etc.

**Objective 3** - The City should review development proposals for their financial impact on public safety services and for their potential demand on services. These impacts should be factored into the City's review and approval process on new projects.

**Objective 4** - The use of special service area financing should be explored regarding new developments for the purpose of funding new police, emergency, and general administrative services needed to serve those developments.

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### ***2.4 Environmental and Landscape Issues***

**Goal 7:** Create an environmental/landscape framework plan that establishes a consistent set of goals and objectives for environmental qualities that are to be preserved and/or developed over time throughout the City.

**Objective 1** - Use environmental and landscape framework proactively.

**Policy 1** - Apply environmental/landscape policies in the review and consideration of all newly developed and redeveloped sites.

**Policy 2** - Use environmental/landscape policies for the origination of new programs within the City relating to the development and redevelopment of parks, revegetation of roads and streets, identification of gateways, and enhancement of stormwater detention and retention areas.

**Policy 3** - Create design guidelines and standards that include measures to protect and enhance the City's natural resources.

**Objective 2** - Educate the community about the purposes and outcomes of the environmental and landscape policies.

**Objective 3** - Developers of new residential areas should be encouraged to incorporate land for future parks as part of the development, provided the land is sited appropriately to need and is consistent with the City's Park Master Plan. As an alternative, development fees, or "fees in lieu of land" should be utilized for purchasing park land.

**Goal 8:** Maximize site-specific economic values of the natural landscape within the City while minimizing long-term maintenance costs of certain infrastructure components such as storm water management.

**Objective 1** - To preserve the character and qualities of natural landforms and drainage patterns, storm water detention and retention strategies shall avoid destruction or disruption of such conditions wherever possible.

**Policy 1** - Regional stormwater detention shall be utilized wherever practical; however, when this is not possible,

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stormwater detention/retention shall take place on site according to applicable City standards.

**Policy 2** - Where storm water management strategies meet environmental corridors, such strategies should form an extension of the corridor into the development site.

**Objective 2** – Continue to require that flow-rate and velocity of post-development stormwater run-off shall not exceed the flow-rate and velocity of pre-development run-off from the site.

**Objective 3** - The design of storm water management strategies should be developed to create landscape and site conditions constructed of materials that are economically sustainable including both required construction and maintenance resources.

**Policy 1** - Pervious materials should be used where possible to reduce run-off and aid in natural storm water recharge into site soils.

**Policy 2** - Native plant species, as defined by the Illinois Species Database or Nature's Heartland, Native Plant Communities of the Great Plains should be used where possible.

**Objective 4** - Recreational conditions such as hike and bike trails, walking pathways and common open space and constructed/programmed landscapes such as outdoor theaters, plazas, or courtyards shall be integrated with storm water management facilities where possible.

**Policy 1** - Active recreational uses such as sports fields may be designed to occupy the same areas as portions of the site's storm water management system.

**Policy 2** - Areas which may be partially or fully flooded during peak storm water flows may be designed to serve dual recreation purposes.

**Objective 5** - The combination of common open space within individual development parcels and functional components of landscape including storm water management shall be considered in development design.

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**Goal 9:** Promote land development policies that create a direct, positive relationship between residents and the physical landscape of the City.

**Objective 1** - Preserve existing landform/topographic conditions and vegetative cover within identified environmental corridors pursuant to the requirements of the land development regulations.

**Objective 2** - Expand City parks to include the use of Environmental Corridors and bike lanes on specific streets to form a park network that is fully and easily accessible from all districts within the City without automobile travel.

**Objective 3** - Plan and design individual parks to offer variation and intensity of use.

**Objective 4** - Encourage development of additional park and recreational spaces in the northern part of the City. Two future community parks (Proposed West Community Park and Proposed North Community Park) similar in size to the existing City Park on Highway 50 should be developed to serve this growing northern area. Additionally, up to ten smaller neighborhood parks of 5-10 acres each should be developed through the city. In response to the park and recreations needs of the community, the City adopted a parkland dedication ordinance for new developments and a 3-acre minimum for all lands dedicated to the City for parks.

**Goal 10:** Promote land development policies that preserve the qualitative aspects of O'Fallon's natural landscape conditions, including landform and slope, vegetative cover, and natural drainage patterns.

**Objective 1** - Where slope and natural drainage exists within a development site, every effort should be made to preserve landform and drainage patterns when designing the site. Excavation and fill of any identified wetland or floodplain is strongly discouraged. Projects involving these natural areas should be reviewed by the appropriate state or federal agency.

**Objective 2** - Site design should minimize both on and off-site hydrologic (flooding) problems created by development.

**Objective 3** - Changes in natural landform and drainage conditions should be planned to minimize impacts to existing trees and other vegetation.

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**Objective 4** - Site surface disturbance should be avoided during development where possible to avoid loss of topsoil (a critical resource), prevent erosion and deposition of sediment within natural drainage ways and additional silt loading of existing stormwater systems, and to minimize the costs of revegetation.

**Objective 5** - Existing vegetative cover including native trees, shrubs, groundcovers, grasses, and other flora should be preserved to the extent possible during development.

**Policy 1** - Infiltration methods of drainage control and storm water management are preferred over other drainage strategies.

**Policy 2** - In areas containing mature trees, changes in existing slope gradients or drainage patterns within the canopy line or drip line of such trees should be avoided.

**Policy 3** - When development requires soil disturbance, topsoil should be stored on-site and reused on-site in completion of the development.

**Policy 4** - An analysis of existing vegetation including the type, extent, and general health of species present should be encouraged as part of the development approval process.

**Goal 11: Create alternatives to vehicular roadway connections between all City parks, schools and community institutions.**

**Objective 1** - Encourage the use of non-vehicular circulation system design and implementation for all projects regardless of scale or type of land use to provide alternative routes for pedestrian and bicycle traffic throughout the City.

**Objective 2** - Wherever possible, paths should be designed to form a circulation system connecting to environmental corridors.

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**Objective 3** - Environmental corridors should be designed to complement and intersect with paths where they exist on contiguous properties, or with planned paths identified in the Comprehensive Plan.

### ***2.5 Economic Development***

The City should work to diversify its economic base. Interviews validated the impression that the City is too reliant on sales tax generation to pay for general municipal services, making the City's economy vulnerable in the event of a national or regional downturn in consumer spending. Approximately two-thirds of the City's general fund revenues come from sales taxes. Retail and service sector jobs typically have lower wage rates, which makes it difficult to develop and sustain a balanced economic environment. Additionally, some consideration should be given to the impacts on the City of any closure or significant reduction in force at Scott AFB. While Scott AFB survived the 2006 BRAC and closure no longer appears imminent, the City should, as a long-term contingency, develop an economic diversification plan that takes into account the effects and mitigating activities related to closure.

This plan should encourage expansion from predominately retail based land uses to more of a balanced mixture of retail, service, professional, and industrial uses. A community-supported priority is the attraction of high-wage office and industrial employment including medical, transportation, assembly and technology-based businesses to the City. The City should plan for and encourage the creation of a campus-style business and professional park, as well as a master planned industrial park. Heavy Commercial and Light Industrial uses are located throughout the City, many adjacent to Single-Family Residential neighborhoods. The City should encourage the consolidation of the community's Heavy Commercial and Light Industrial uses, over time, in the Business Park land use category east of Scott-Troy Road at U.S. Hwy. 50 and I-64.

**Goal 12: Promote high quality residential and non-residential development and encourage the expansion of existing commercial and industrial activities in a manner that maximizes existing City resources and minimizes the need for new facilities and services.**

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**Objective 1** - The City must proactively develop investment and land development opportunities to encourage a balanced economic base.

**Policy 1** - Encourage the growth of light industries in the City, such as high-tech production, back-office, warehousing, light assembly and manufacturing, and transportation distribution by identifying land appropriate for these types of companies and developing a plan for development of a master planned park to accommodate them. A public/private partnership will be critical in making this happen, as well as the business and professional park proposed in Policy 1.

**Objective 2** - Define priority growth areas to guide future extensions of infrastructure.

**Policy 1** - Plan for infrastructure provision and development of new residential growth areas, particularly west of Simmons Road and along Seven Hills Road.

**Policy 2** - Plan for long-term infrastructure provision to those areas east of Scott-Troy Road to serve future business and industrial areas north and south of I-64.

**Objective 3** - Develop a formal program for encouraging the retention and expansion of existing O'Fallon businesses. The City needs to identify those economic sectors, types of business, and geographic locations in need of such assistance.

**Goal 13: Expand, diversify, and strengthen the City's economic base.**

**Objective 1** - Support economic growth that keeps pace with the City's population growth and provides balanced opportunities for residents to work and live in the City.

**Objective 2** - Designate sufficient land for both commercial and industrial development through the Future Land Use Map and zoning regulations.

**Objective 3** - Promote downtown development.

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**Policy 1** - Follow the strategies established in the O'Fallon Strategic Plan (1998) and the Main Street Strategic Plan for the revitalization of the Central Business District.

**Policy 2** - Investigate and develop methods such as special assessment or tax increment financing to share the burden for new or upgraded infrastructure or redevelopment.

**Policy 3** - Conduct a detailed market analysis to establish viable development "niches".

**Policy 4** - Create or establish programs to assist small developers and nonprofit corporations to develop small-scale commercial projects.

**Policy 5** - Encourage new community events that support Downtown O'Fallon.

**Objective 4** - Consider economic benefit when establishing priorities for capital improvements.

**Policy 1** - Establish economic development policy review in zoning regulations that requires a determination of financial impact for the rezoning of commercial or industrial property to residential property.

**Policy 2** - Streamline the review and approval process for developments with significant positive economic impact.

**Policy 3** - Include economic development benefit as a criteria for ranking proposed infrastructure projects in a capital improvements program.

**Policy 4** - Develop a financial impact analysis model that can be used to evaluate the cost vs. benefits of a proposed project or incentive package.

**Policy 5** - Create a one-stop center for complete support services to small businesses. Also, establish an on-going, proactive business retention and expansion program.

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**Policy 6** - Clearly identify economic development incentive priorities, and follow the City's adopted Economic Incentive Policies.

**Objective 5** - Develop a retail environment that relates increasingly to tourism and the importing of dollars into the City.

**Objective 6** - Support businesses actively involved in community-oriented or civic activities.

**Goal 14: Strengthen local employment opportunities for O'Fallon residents.**

**Objective 1** - Continue to coordinate with local and regional economic development agencies to help attract needed, targeted businesses to O'Fallon. Increase marketing efforts, including people and companies both in Greater St. Louis and outside the region.

**Objective 2** - Take actions to maintain and improve O'Fallon's work force, including:

**Policy 1** - Work with local community colleges to provide worker training and retraining that meets the needs of existing and anticipated businesses.

**Policy 2** - Work with local school districts and economic development agencies to develop programs providing school-to-career readiness in support of a skilled workforce for O'Fallon.

**Goal 15: Focus on the attraction of "clean" industrial development.**

**Objective 1** - Actively market the City's environmental qualities in order to attract "clean", non-polluting companies that will enhance the economic base.

**Objective 2** - Establish site and design standards for new non-residential development that encourages preservation of natural resource areas and ensures that new development will not alter or degrade current environmental standards or place excessive burdens on local services and facilities or utility systems.

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### ***2.6 Plan and Policy Implementation***

O'Fallon has a number of tools and techniques available to implement the Comprehensive Plan. Development regulations, such as the City's zoning and subdivision ordinances, are designed to fulfill the City's policy objectives as they are stated in the Plan. All proposed development should be consistent with the plan and with the zoning, subdivision and other development regulations. The City may also employ programs to implement policies, such as a program to raise revenues to fund the construction of public facilities and infrastructure. The City should use its adopted Incentive Policies as a basis for economic development decision-making. The City should employ as many of these tools and techniques as are available to ensure that development occurs in a way that conforms to the City's vision as reflected in the Plan.

#### **A. Annual Review and Monitoring**

The City Council should review the Comprehensive Plan prior to the initiation of the budget process each year. The annual review is intended to:

1. Measure the City's success in reaching Plan goals;
2. Propose strategies to be pursued under the coming year's budget;
3. Identify unlisted strategies that will achieve Plan goals;
4. List development actions that affect the Plan's provisions;
5. Explain difficulties in implementing the Plan.

#### **B. Land Use Amendments**

The Future Land Use Map is intended to serve as a guide for public and private development and land use decisions. Land use amendments are anticipated as growth occurs and market conditions change. While land use amendments may occur more frequently than policy changes, they should not occur more than twice per year. By limiting opportunities to amend the future land use plan, the City will reduce the potential for incremental land use changes that could result in unintended policy shifts.

#### **C. Policy Review and Amendment**

To ensure that the Comprehensive Plan remains an effective guide for decision-makers, O'Fallon should conduct periodic major evaluations of the Plan goals and policies. These evaluations should be conducted every three to five years, depending upon the rate of change in the community, and should consider the following:

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1. Progress in implementing the Plan;
2. Changes in community needs and other conditions that form the basis of the Plan;
3. Fiscal conditions and the ability to finance public investments recommended by the Plan;
4. Community support for the Plan's goals and policies; and
5. Changes in state or federal laws that affect the City's tools for implementation.

The major review process should encourage input from neighborhood groups, merchants, developers, and other community interests. The City may consider the creation of a citizen review committee. Plan amendments that appear appropriate as a result of this review would be processed according to the Plan amendment process.

### **D. Zoning and Subdivision Regulations Policy**

The Comprehensive Plan serves as the policy direction for future development decisions. To implement the Plan, the City's land use decisions must be consistent with the Plan. The standards and provisions of the City's zoning and subdivision regulations are the primary tools for ensuring consistent implementation of the City's land use policies. Zoning regulations are necessary to control and guide site-specific land use and building construction. Subdivision regulations are designed to shape the physical character of the community as well as to require the provision of adequate public facilities.

The City should revise zoning and subdivision regulations following adoption of this Plan. The goals and policies of the Plan should be reflected in these revised land development regulations. These regulations need to be reviewed and updated on a regular basis to reflect changes to the Plan.

### **E. Design Standards Policy**

O'Fallon should establish design standards and guidelines to ensure compatibility between adjacent uses and to reflect community design ideals. The Comprehensive Plan provides initial guidelines in the Area and Corridor Plans, but these criteria can be supplemented through the creation of a separate comprehensive design document and a set of specific design review policies adopted by the City.

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### **F. Development Agreements**

Development agreements can facilitate development by resolving land use and infrastructure issues. Agreements can address timing, location and intensity of development, as well as the timing, location, sizing, and funding of infrastructure improvements. Well written agreements can assure the City that adequate facilities and services will be available to meet new demands, and assure developers that their investment in a project will not be lost due to some future change in City regulations or policy. The City should establish a common format and tracking system if it chooses to aggressively pursue the use of development agreements.

### **G. Capital Improvements Program Policy**

The City should prepare, adopt, and maintain on an annual basis, a five-year capital improvements program (CIP) which prioritizes and directs resource allocation for appropriate projects including streets, water, wastewater, drainage, and parks. This should include a financing plan and a schedule for high priority projects. The CIP should also incorporate a one-year capital improvements budget. The CIP should be coordinated closely with the Comprehensive Plan since land development and infrastructure availability are so interrelated. It should also be a public document that is formally reviewed, adopted, and amended by the Mayor and City Council.

The long-range CIP is an important planning tool to ensure the City has planned the most cost effective facilities and to determine whether the City will have the capability to fund needed public facilities. The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 15 to 20 years. While the CIP is not intended to be an engineering document, it should provide enough specificity to determine which costs are required to remedy existing deficiencies and which projects will provide new capacity that will be demanded by new development. The long-range CIP should be updated at least once every 5 years or when significant changes to the base systems modify the City's long term capital investment strategies.

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### H. Official Map Policy

The City needs to adopt an Official Map and ordinance pursuant to Chapter 65 ILCS 5/11-12-6 of the Illinois Revised Statutes. The purpose of the Official Map shall be to guide the development of land within the City and within 1½ miles from the City limits regarding:

1. The location, course, and standard requirements for the size and width of streets, alleys, public ways, street lights, curbs and gutters, parks, playgrounds, and ways for public service facilities;
2. The kind and quality of material used for the construction of streets and alleys and public service facilities;
3. The location and width of proposed streets and ways; and
4. The location of storm sewers, detention, and retention facilities.

These standards should be included in the land development regulations or other appropriate ordinances adopted by the City, or reference is made to the Comprehensive Plan standards in such regulations or ordinance to ensure the standards are adopted by the City.

The Official Map shall be referred to as part of the City's land use decision-making process and the City shall use the standards to review land development applications made to the County subject to the City's extraterritorial jurisdiction. The primary purpose of this policy is to ensure that unincorporated fringe development is compatible with O'Fallon's standards. This will help ensure that these developments will meet all City standards and will not pose any present or future problems with service provision. It is particularly critical concerning water services by others (Village of Caseyville water), sewer services by others (Caseyville Township Sewer District), and roadways. Conflicts concerning water services may become a more serious problem, particularly with the Village of Caseyville's water system. In some cases, they are providing water service adjacent to O'Fallon's water lines within our growth areas. The City of O'Fallon should examine ways to mitigate this type of situation, particularly as the City expands.

### I. Intergovernmental Coordination

The coordination of plans and regulations among governmental units plays a critical role in shaping the future community. A regional approach to planning can prevent disputes and costly problems associated with the provision of roads and public utilities. Expansion of water and sewer systems to serve projected growth will require

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coordination and negotiation with other providers. Joint planning of development patterns and improvement standards for areas immediately adjacent to O'Fallon offers benefits for cost-effective service provision and orderly community growth. O'Fallon should foster formal and informal channels of communication with the County, particularly as it concerns development in unincorporated fringe areas around the City and as it relates to Mid-America Airport. In addition, formal intergovernmental agreements should be made that specifies the O'Fallon City Land Use Plan and Zoning Ordinance will take precedence within 1.5 miles of the O'Fallon city limit, or half way to the nearby city limit, whichever is less. Any proposed development or project within this boundary must come before the City of O'Fallon for consideration and recommendations.

The 2001 Plan stated the City should consider establishing jurisdictional boundary agreements with Fairview Heights, Collinsville, Lebanon, and Shiloh. Toward that end, agreements have been formalized with Fairview Heights to the west and Collinsville to the northwest. Informal "gentlemen's" agreements exist with Lebanon to the east based on the natural boundary of Silver Creek, and with Shiloh to the south based on the physical boundary of I-64. O'Fallon is in ongoing conversations with Troy about establishing a jurisdictional boundary agreement to the north. These formal and informal jurisdictional boundaries are displayed on the following map.



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Insert Jurisdictional Boundary Agreements Map