

Logan County Comprehensive Plan



"Acres of Opportunity"
December, 2006

LOGAN COUNTY COMPREHENSIVE PLAN

“Acres of Opportunity”

Prepared By

Logan County Regional Planning Commission
Comprehensive Plan Committee

With Technical Assistance from
McLean County Regional Planning Commission
115 East Washington Street #M103
Bloomington, Illinois 61701

December, 2006

ADOPTING GOVERNMENTS

Logan County

Robert Farmer, Chairman
Rick Aylesworth
Paul Gleason
Veronica Hasprey
Richard Logan
George Mitchell
Patrick O'Neil
Charles Ruben
William H. Sahs
John Stewart
Dale Voyles
Terry Werth

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Village of Elkhart

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Lyle Fout
James Gleason
Tim Gleason
Brian Hinds
Jeff Kutz
Charles Matthews

Executive Summary

The Logan County Regional Planning Commission, through its Comprehensive Plan Committee and with the technical assistance of the McLean County Regional Planning Commission, has developed Acres of Opportunity: Logan County Comprehensive Plan to guide the ongoing social, physical and economic development of Logan County and its communities.

The distribution and intensity of land use are primary influences on the sustainability of growth, and central considerations in the allocation of future land uses. Land use planning endeavors to balance the social, economic and environmental needs of the community. Both the quantity and location of land developed for various uses have enormous impact on the livability, economic soundness and environmental balance of the region.

The key findings and provisions of the Logan County Comprehensive Plan are outlined below.

PHYSICAL FEATURES

- Logan County is situated at the center of Illinois, and exemplifies the rich natural resources of central Illinois, particularly in its highly productive agricultural areas.
- More than 95 percent of the County's 618 square miles are in active agricultural use, utilizing the area's fertile soil and open topography.
- The County is crossed by an extensive network of waterways, including Salt Creek, Sugar Creek, Kickapoo Creek, Deer Creek and Lake Fork. The stream system supports wildlife habitats and wooded areas not otherwise prevalent in the County.
- Logan County is situated atop multiple

strata of coal reserves, which support the operations of the Viper Mine at Elkhart.

COUNTY HISTORY

- European settlement of Logan County began in 1819, and by the 1830's had increased sufficiently to prompt the formation of the towns of Middletown and Postville. The County was formally separated from Sangamon County in 1839.
- The introduction of the railroad in the 1850's brought new residents into Logan County, including German and Irish immigrants who worked in the developing agricultural, coal mining and railroad sectors of the County's evolving economic base.
- The City of Lincoln, the largest community in the County, and the current seat of County government, was chartered in 1853. Its location was selected to maximize benefits from the railroad. The involvement of Abraham Lincoln in the efforts to found the city began Logan County's close and fond association with the future president.

PRESENT ECONOMY AND ECONOMIC OUTLOOK

- Although diverse, the County's economic base is centered on education, health and social services, manufacturing, retail trade and agriculture. Principal employers include the Logan and Lincoln Correctional Center, Eaton Corporation, Lincoln Memorial Hospital, International Coal Group (formerly the Turriss Coal Company) and Federal Express.
- Over the past ten years, unemployment in Logan County has fluctuated between a

low of 3.5 percent and a high of 6.2 percent. Since 2000, unemployment has trended upward.

- Logan County's median household and family income levels compare favorably with smaller rural counties in central Illinois, but are below the medians in counties with larger central cities. The County has a comparatively low poverty rate.
- Logan County's economic resources provide a sound basis for economic development success, and the County's central location, quality of life and extensive transportation network create a solid foundation for attracting new employers.

POPULATION

- Although Logan County experienced some loss of population between 1960 and 1990, the trend reversed in the 1990's with a slight population increase, although not to the peak level of 33,656 residents in 1960. Census 2000 found 31,183 residents in the County, with approximately half of the County's population residing in the City of Lincoln.
- The percentage of residents aged sixty and above living in Logan County and Lincoln is higher than the average nationally and statewide. Both also have a slightly lower percentage population of persons under age 20 than the national and state averages.
- Over eighty percent of Logan County adults have completed high school, with less than fifteen percent having attained a bachelor's or advanced degree. Educational attainment in the County's population is consistent with other small, rural counties, but less advanced than average in central Illinois.

- Population projections in the Comprehensive Plan are designed to recognize and reflect the impacts of economic and social change, including the effects of renewed economic development.
- Logan County's population is projected to increase by nine percent between 2005 and 2025, resulting in a 2025 County population of 34,000. A majority of the projected growth is expected to be concentrated in urban areas, notably in the City of Lincoln.
- The forecasted population growth represents a significant expectation that the combination of the County's internal population attractors and its benefits as a residential base for persons employed elsewhere, will provide incentives for increasing in-migration.

HOUSING

- Seventy-one percent of the County's existing housing units are owner-occupied, while 29 percent are rented. The rate of home ownership has increased by four percent since 1990. In 2000, these units housed 86.3 percent of the population; the remaining 13.7 percent resided in group quarters, including college housing and other institutional housing locations.
- Anticipated population growth will require new housing to be built over the term of the plan. It is expected that an additional 2,432 persons will live in households, and 385 additional persons will occupy group quarters.
- County-wide, it is expected that approximately 300 acres of new lower-density residential development area, and 20 acres of higher-density residential development area will be required. One-half of the residential development area required is expected to be located in and around the

City of Lincoln.

TRANSPORTATION SYSTEM

- Logan County is served by Interstates 55 and 155, which provide access to Peoria, Springfield, Bloomington-Normal and the nationwide transportation system. State highways provide access to Decatur and Clinton.
- The State and County highway systems connect several communities not located on the interstate corridor, including Mt. Pulaski, Latham, Emden and Middletown.
- Lincoln is served by freight and passenger rail services, and by the Logan County Airport, which offers access to general aviation services, but does not offer commercial air service.

GOAL, OBJECTIVES AND POLICIES

- Logan County's long range goal is for a healthful and aesthetically pleasing environment that meets the physical, social and economic needs of all segments of the population.
- The plan presents objectives and policies addressing the following community issues: community and environment, growth and development, transportation and public services and interagency cooperation.

COUNTY LAND USE AND TRANSPORTATION PLAN

- The County land use plan focuses on land use designations appropriate to broad areas of the County, including conservation and recreation, agriculture and municipal growth areas.

- The transportation plan delineates transportation improvements included in the Illinois Department of Transportation five-year work program, as well as transportation improvements proposed by other entities, and proposals regarding the Logan County Airport.
- The land use and transportation plans reflect the designation of planned and potential bikeways, including the Logan County portion of the Historic Route 66 Trail, and a proposed Logan County loop trail network that employs County highways and township roads to access recreational areas and cities and towns throughout the County.

COMMUNITY LAND USE AND TRANSPORTATION PLANS

The Comprehensive Plan includes targeting land use and transportation plans for the Cities of Lincoln, Atlanta and Mt. Pulaski, and the Village of Elkhart.

Atlanta

- Atlanta's land use plan illustrates 75 acres of land designated for new residential development, and an additional 102 acres of residential reserve. The plan also anticipates considerable new commercial development in Atlanta's TIF district, which includes a large area east of the city and surrounding the interchange with Interstate 55. A significant amount of land is designated for commercial and industrial development.
- Atlanta plans to create an internal trail system, which will connect the city park and elementary school with residential areas to the north, and to larger trail systems. Street extensions are illustrated in areas designated for new residential development.

Elkhart

- Elkhart's plan provides for 33 acres of new residential development area, which builds on new neighborhoods already being developed. The plan also provides for 31 acres of residential reserve, including areas south of Kennedy Street on the main route into Elkhart from Interstate 55, and a second south of the existing developed area. Nearly 20 acres of commercial development area are also identified in the plan.
- Elkhart is not expected to require street extensions to accommodate residential growth, as the street network has already been expanded in the wake of recent development activity. Both the Route 66 and County loop trail proposed locations pass through the center of Elkhart.

Lincoln

- Lincoln is expected to be the focus of considerable growth in residential, commercial and industrial development. The plan provides nearly 300 acres of new residential development area, much of which is infill, and an additional 315 acres of residential reserve, located to the west, south and northeast. Over 20 acres of higher-density residential development area is also provided in the plan.
- The plan identifies 228 acres of commercial development area, and over 400 acres of industrial development area, located primarily in the Woodlawn Road and 5th Street east-west corridors leading towards Interstate 55. Industrial development is also designated for locations on the northern edge of the city.
- Street extensions in Lincoln are shown in both the residential and commercial/industrial development areas. Also shown is a proposed bicycle route utilizing city

streets. Lincoln is the central element in the proposed County loop trail, and along the Route 66 proposed trail location. The transportation plan also notes the impacts to be considered from proposed improvements to the Logan County Airport.

Mt. Pulaski

- The land use plan for Mt. Pulaski identifies 31 acres of residential development area, some of which adjoins land currently undergoing development. An additional 70 acres is identified as residential reserve, including a substantial area located on the northwestern edge of the city. New commercial development areas totaling 47 acres are provided, much of which is located within the city's TIF district. Over fifteen acres of land for industrial development is also identified in the plan.
- Street network extensions are shown in larger areas of new residential development area. Mt. Pulaski is also included in the proposed County loop trail route.

PLAN IMPLEMENTATION

- Upon adoption of the Plan, efforts should begin to implement identified strategies, and engage in an ongoing dialogue among all plan stakeholders to carry out the following tasks:
 - Prioritize goals, objectives and strategies
 - Develop implementation plans for priority strategies
 - Monitor the progress of implementation
 - Engage in an ongoing dialogue with the public, government and public and private agencies regarding progress in implementing the plan
 - Continue to update the plan to reflect stages of implementation and evolving community desires and circumstances

- Implementation of the plan should include assessment of, and where appropriate and feasible, the use of legal, financial and administrative tools available to meet plan objectives.

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Introduction

CHAPTER 1

INTRODUCTION

Logan County today is poised between its stable small-town past and the shifting demands of the twenty-first century economics and demographics that will influence its future. Planning for that future is an essential part of this transition. The County is well-situated to capitalize on the opportunities ahead: its location at the center of Illinois, at the core of a regional transportation system, and at the heart of a socially and economically diverse region (see Map 1.1) all favor future development potential.

A healthy economic base increases the capacities of local governments to provide services and amenities to residents. These factors in combination serve to attract more people and business to the region and further contribute to the overall prosperity. The basic challenges and opportunities that accompany growth and prosperity relate to preserving and enhancing the social, economic and environmental resources that support people and businesses to the area.

Sensible growth recognizes the potential benefits of population and economic growth but sets high standards to preserve and enhance the community for both present and future generations by minimizing the economic and environmental costs of growth. It attempts to balance concerns for community, economy and environment. Sensible growth involves the building of livable communities that feature distinctive identities with people friendly design and many social and cultural amenities. It also involves promoting economic growth to provide the jobs and tax base that can help support these amenities. Sensible growth also occurs in harmony with the natural landscape and environment.

Many growth issues involve multiple

jurisdictions and may require cooperative approaches to reach optimal solutions. While some issues may appear on the surface to be strictly urban or strictly rural, closer examination often reveals that one approach may apply to both issues, due to the complex interrelationships that often exist. For example, urban revitalization may appear to be only a concern for municipalities. However, successful revitalization of urban areas can direct some growth inwardly, resulting in less consumption of farmland. This would be considered by many to be a benefit to the rural area as well. Similarly, one means of addressing the seemingly rural issue of farmland preservation is through compact and contiguous urban development, which also provides many benefits to municipalities, developers and residents. Thus, many growth issues have both an urban and a rural side.

Growth issues affect multiple jurisdictions in other ways, too. The growth or lack of growth and development in one jurisdiction has an impact on neighboring jurisdictions in terms of development costs and revenues. Development in one jurisdiction could enhance or conflict with land use in another. Continuity and efficiency in the delivery of services can be greatly enhanced by how services are provided by neighboring jurisdictions. These factors point to the need for a coordinated approach with participation by all levels of government in order to effectively address the many growth issues that confront this Region.

This regional comprehensive plan uses such an approach to provide a framework for continuing regional cooperation in support of sensible growth. The purpose of the plan, therefore, is to provide a guide to coordinate local government actions toward this end.

Challenges of growth

Growth brings with it increasing demands for land, infrastructure and services. More people mean more houses and more streets, utilities, schools and other urban and social services, such as police and fire protection. Growth's demands for land and services are heightened by today's dispersed patterns of development in fringe areas, which feature larger lots, wider streets, strictly segregated land uses and greater travel distances made possible by the widespread use of the automobile.

Such growth and associated features not only stretch a community's financial ability to serve developing areas, but also create the additional challenge of maintaining economically and socially interactive neighborhoods, while meeting growing demands for land, transportation and essential community services and amenities. An important problem confronting the communities of Logan County is to determine how to efficiently, effectively and equitably accommodate growth and development without adversely affecting the character of the existing community or jeopardizing the ability of future generations to meet their needs. Efficiency requires that development be not only compact and contiguous, but that it also maximize the use of existing infrastructure and resources through redevelopment of the existing community whenever possible. Effectiveness requires development to be based on sound principles of community and neighborhood planning and design that encourage social and economic interaction. The problem of equity as it pertains to financing growth will become more manageable if efficient and effective future development is achieved.

Why the Plan Was Prepared

The purpose of the plan is to serve as an advisory guide for making decisions regarding the future development of Logan County and its municipalities. As an advisory

guide, the plan is intended to be flexible, generalized in nature and designed for periodic review and revision. It provides direction for the review of future development projects, and offers guidance on a regional approach to related decisions on annexations, zoning and capital improvements.

What the Plan Does

The plan presents guidelines for coordinated actions that reflect general, community-wide consensus in support of sensible growth to preserve and enhance the quality of life for residents of Logan County. It considers community visions and establishes regional goals, objectives and policies to guide growth. Additionally, it identifies plans for the development of future land use, transportation and selected community facilities. And finally, it presents implementation plans to set a course of action to address top priorities.

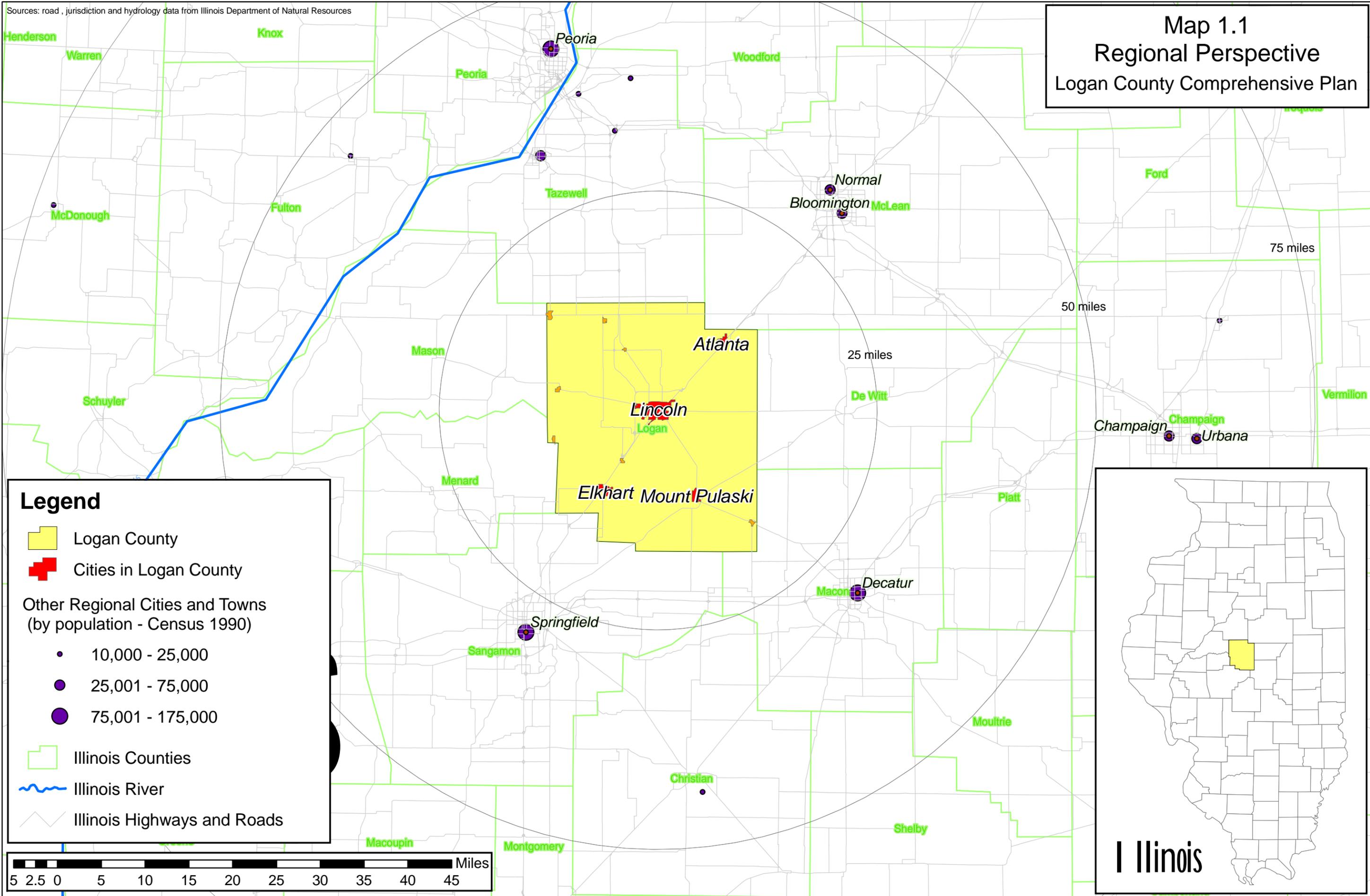
The comprehensive plan is long range in scope. It generally is designed to cover a period of approximately twenty years to the year 2030. This is a commonly used design period for comprehensive plans, since it covers the normal life expectancy of many community facilities and utilities such as water and wastewater treatment facilities. It also becomes more difficult to develop reliable projections of population and community needs for longer periods.

How the Plan Was Prepared

The comprehensive plan was prepared in cooperation with elected and appointed officials and staff using a process that involved research, analysis and policy review. The process began with research to update the base of information that determines the community's resources, needs and potentials. This research included compilation and mapping of a wide range of features and facilities, and a review and update of census and other data. The process also included coordination with

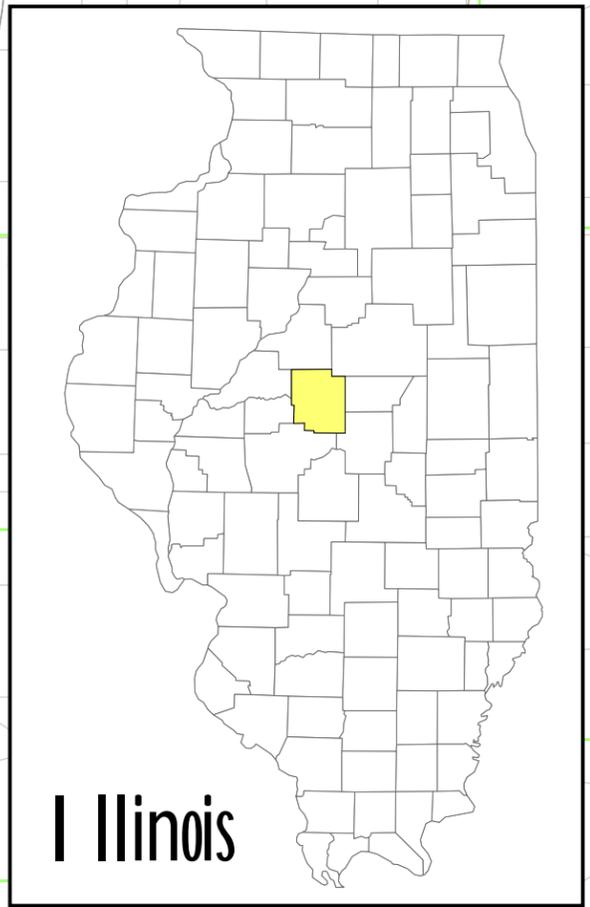
Sources: road, jurisdiction and hydrology data from Illinois Department of Natural Resources

Map 1.1 Regional Perspective Logan County Comprehensive Plan



Legend

- Logan County
- Cities in Logan County
- Other Regional Cities and Towns
(by population - Census 1990)
- 10,000 - 25,000
- 25,001 - 75,000
- 75,001 - 175,000
- Illinois Counties
- Illinois River
- Illinois Highways and Roads



other ongoing projects and studies. Considering the results of these activities, the County's goals, objectives and policies were formulated. Plans for land use and transportation Countywide, and land use plans for the communities of Atlanta, Elkhart, Lincoln and Mt. Pulaski were then prepared and included in a preliminary report for review and comment by the public, County and municipal officials and other affected government agencies for consideration in the adoption of the comprehensive plan.

Data Collection and Analysis

The data needs for each element were determined. Emphasis was given to use of recent plans and studies for data needs and to assess the implications of current policies and trends.

Formation of Goals, Objectives, Policies and Strategies

Following consideration of the community vision and other relevant data, goals and objectives were formulated. Goals are generalized statements of desired conditions. Objectives are more specific statements of direction that provide the means to measure progress in achieving visions and goals. Policies are generalized statements of position that provide guidelines for actions in support of goals and objectives.

Strategies are specific actions that can be taken to implement policies. Along with goals, objectives and policies, strategies provide a framework for the comprehensive plan, for determining priorities, and for tailoring the evolving implementation of the plan. Strategies are considered in Chapter 6 of the plan.

Functional Plans and Maps

Functional plans were developed for

land use, transportation and certain community facilities.

These plans graphically illustrate many of the policies and planning concepts identified throughout this document as they apply to land use, transportation and community facilities in support of sensible growth. These plans are intended to provide further guidance for development decisions.

Implementation Plans

Implementation plans provide guidance in carrying out specific strategies, and identify resources and costs that should be considered in the assessment of future needs. Implementation plans include a summary description of the relevant strategies. Appropriate tools available for the implementation of specific strategies may also be discussed.

What the Plan Does Not Do

The plan does not provide a mandate. It is advisory only. However, when adopted by local governments, it does represent a statement of official public policy and should therefore be used to guide development decisions. Decisions made in this manner have a rational basis and are usually more likely to stand up to legal challenges as well as receive wider public support. Moreover, the plan provides a framework for actions that can be binding through zoning, subdivision regulations or other means.

The plan does not advocate the implementation of all identified strategies. It recognizes that many strategies will require further study to determine appropriateness and/or the feasibility from a cost/benefit perspective. The plan does, however, provide a means to focus resources initially on those strategies that have been identified as high priorities in order to determine the follow-up actions that will be needed to move the plan forward.

A comprehensive plan has certain

inherent limitations. First, a community plan does not represent an end result. The planning report represents a series of intermediate steps in the planning process. Although the plan summarizes survey results, presents community goals and objectives, outlines policies and plans for future development, and identifies needed actions, these actions must be carried out and supplemented with continuous review and updating in order to complete the process. Secondly, the plan does not attempt to thoroughly analyze every aspect of community development. The plan is concerned with outlining a basic course of action to encourage development that preserves and enhances the local quality of life. Its recommendations are generalized in regard to future land use patterns, street alignments and facilities. In order to avoid duplication of efforts, the plan is deliberately more generalized where more detailed target area planning has been identified.

A Basis for Planning

CHAPTER 2

Useful comprehensive planning requires the community to take stock of its circumstances, and consider the effects of history, the community's constituent components, internal and external forces which may produce change, and how to address such changes and manage their impact. This chapter of the Plan examines how both the past and the present inform the choices available to Logan County in determining its future. It provides a profile of the County and an assessment of the County's potential for future growth. Specifically, it addresses physical features, historical growth and development, the economy, population, housing, land use and transportation.

PHYSICAL FEATURES

This section provides an overview of the County's climate, topography, soils, flood

plains and tree cover to identify the physical basis for planning.

Climate

Logan County has a humid continental climate, characteristic of the Midwest, and typified by hot, humid summers and cold winters. Average temperatures peak in July, with summertime average daily temperatures of nearly 77° F. The coldest weather typically occurs in January, and the daily average temperature in winter is 24.5° F. The average date of the first freeze in fall is in mid-October, and the average final freeze in the spring is in mid-April. Precipitation is distributed throughout the year, but is more prevalent in spring and early summer. The growing season is typically between 175 and 180 days.

The County has experienced extreme temperature conditions ranging from -29° F.



Farmland in Logan County

to 113° F. The broad range of temperatures results from the County's mid-continental location. Warm and humid weather approaches from the southwest, and is moderated by colder air masses from Canada arriving from the northwest. The interaction of these atmospheric forces can result in severe thunderstorm systems, especially in the transitional seasons of spring and fall, which can produce high winds and hail. (Illinois Department of Commerce and Economic Opportunity; Illinois State Climatologist Office, Illinois State Water Survey)

Topography

Logan County is situated at the geographic center of the state of Illinois, and exemplifies the rich natural resources of the central part of the state, particularly in its highly productive agricultural areas. Two eras of recent glacier formation, advance and retreat created the modern topography of Logan County, and deposited the essential elements of today's agricultural resource. Elsewhere in the County, less pronounced variations in elevation provide areas suitable for agriculture.

Topography across the County is also a product of the extensive network of streams and their tributaries. Lower elevations are found surrounding the Salt, Sugar and Kickapoo Creeks, the primary stream courses draining the County into the Sangamon and Illinois Rivers (see Map 2.1).

The County encompasses 618 square miles, with a maximum elevation of 771 feet above mean sea level at Elkhart Hill, and minimum elevations of 510 feet at the Salt and Sugar Creeks at the county's western edge. Elkhart Hill is a result of the Illinoian glacier moraine formation, a remnant of the Buffalo Hart moraine, and a survivor of more recent glacial activity. Additional evidence of glacial activity is seen in the ridge running from the northwest to southeast at the northern edge of the County, northeast of Emden and Hartsburg (see Map 2.1). (Illinois State

Geological Survey)

Underlying much of the County, and particularly the southeastern half, are coal deposits at varying depths. Extensive mining of this resource has occurred at Lincoln and Elkhart, and active mining continues at Elkhart (see Map 2.2). (Illinois Department of Natural Resources).

Soils

Soil composition and distribution in Logan County is the accumulated products of waves of glacial activity modified by subsequent physical erosion by geologic and atmospheric processes, chemical and structural changes, and amendment through the cycle of plant growth and decomposition. In very recent history, the soil has also been subjected to the impact of modern agricultural practices applied over cultivated areas, including mechanical redistribution and the application of manufactured fertilizers, herbicides and pesticides. Supplemental man-made drainage systems, where installed, also affect the structure of soils and the degree to which soil resources are influenced by erosion and other processes.

According to the United States Department of Agriculture, the soil survey conducted in 1974, and reflected in the prior Comprehensive Plan, is the most current data available for Logan County. Field work for an updated soil survey is currently in progress, and updated map data will follow (United States Department of Agriculture, Natural Resources Conservation Service).

Flood Plains

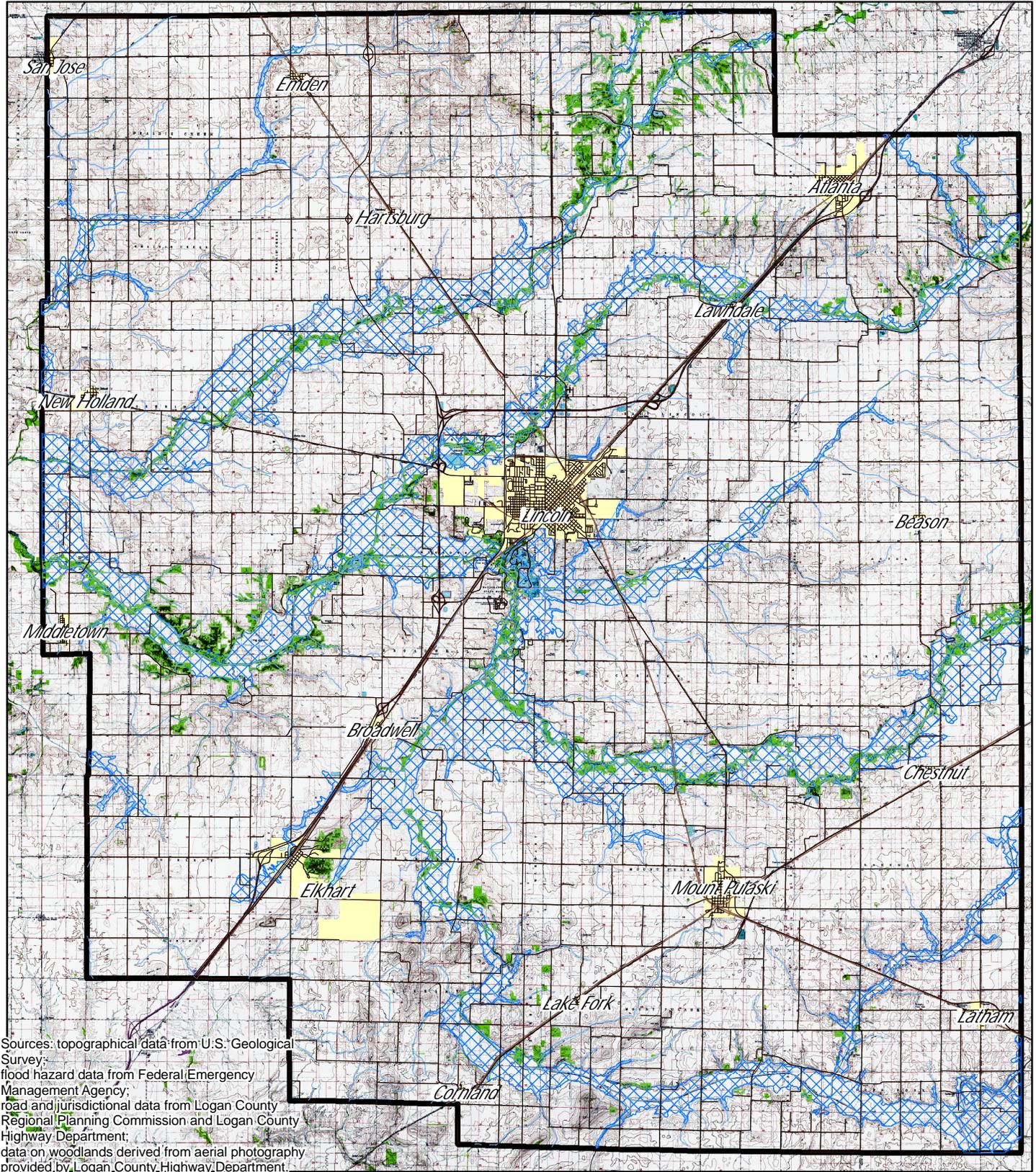
The extensive system of stream courses throughout the County is associated with areas of greater than average risk of flooding. Flood plains are shown on Map 2.1. Most flood plains do not impinge on populated areas. Although often viewed as an inconvenience and a barrier to development, flood plains

Legend

-  Lakes
-  Rivers and Streams
-  Flood Hazard Areas
-  Wooded Areas
-  Elevation Contours
-  Roads and Streets
-  Railroads
-  Developed Areas
-  Logan County



Map 2.1 Physical Features Logan County Comprehensive Plan



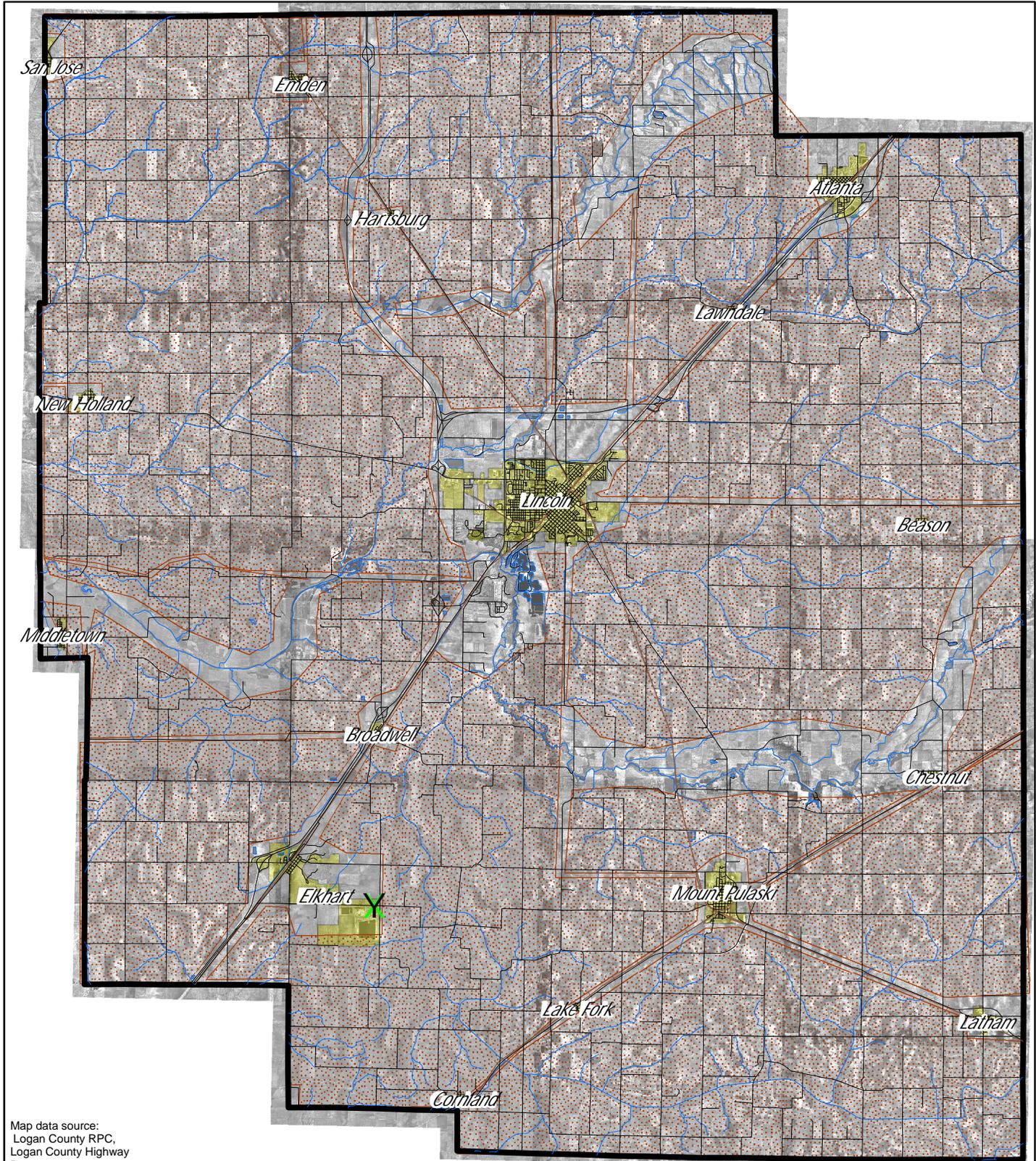
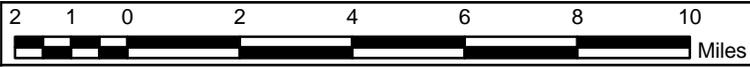
Sources: topographical data from U.S. Geological Survey;
 flood hazard data from Federal Emergency Management Agency;
 road and jurisdictional data from Logan County Regional Planning Commission and Logan County Highway Department;
 data on woodlands derived from aerial photography provided by Logan County Highway Department.

Legend

-  Agricultural Land
-  Active Coal Mine
-  Rivers and Streams
-  Roads and Streets
-  Railroads
-  Cities and Towns
-  Logan County



Map 2.2 Natural Resources Logan County Comprehensive Plan



Map data source:
Logan County RPC,
Logan County Highway
Department

**Table 2.1
Identified Soil Associations in Logan County**

Ipava-Sable-Tama
The typical soil association in 58% of the County, these soils are dark and predominantly level, with some elevation changes found along drainage areas, knolls and degraded moraine remnants. The Ipava and Sable soils are generally poorly drained, as are other soil types constituting small percentages of the association. Tama soils are moderately well drained, and are found primarily in sloping areas. Areas of the County in which this association is found are used principally for grain farming, as well as other agricultural uses.
Broadwell-Lawndale-Dickinson-Onarga
Located principally in the northwest corner of the County, Broadwell soils comprise the majority of this association, and are characterized as dark, level to sloping and moderately well to well drained. Overall, the association provides high productivity for grain farming, and is also used for livestock and dairy operations. Some areas of the association are subject to erosion and excessive moisture levels.
Tama-Plano-Muscatine
This association is found primarily in terraces along creek and stream courses, including the Salt, Sugar, Kickapoo, Deer, Lake Fork and Prairie Creeks, and in related level areas, and forms approximately 11% of the County's area. Suitable portions of the association are used for grain farming, and can be quite productive. The association may also be a source of sand and gravel reserves.
Tama-Catlin
The highly productive dark, deep soils of this association are found in the northeastern party of the County, in conjunction with moraine features extending in gently sloping to sloping areas in northeast to southwest orientation, and comprising roughly 4% of the County. The association, a most of which is well to moderately well drained, is used for grain farming as well as other agricultural uses.
Sawmill-Lawson
This soil association comprises approximately 11% of the County's soil resources, and can be highly productive when properly managed. The association is found primarily in bottom lands along stream courses. Most subtypes of soil are somewhat poorly drained, wet and subject to overflow. The principal use of the association is grain farming.
Clinton-Keomah
Comprising approximately 4% of the County's soils, this association is found in scattered areas of the County. The constituent soils are used for grain farming, with drainage characteristics ranging from well to poorly drained. Productivity of the soils ranges from moderate to high, with proper maintenance to alleviate erosion.
Clinton-Birbeck-Miami
Found in the northeastern portion of the County, along Kickapoo and Sugar Creeks, these light soils comprise about 3% of County soils. The association is used primarily for grain farming, with some feeder and dairy operations also present. The soils are well and moderately well drained, prone to erosion, and moderate to high in productivity when properly managed.
Middletown-Alvin-Lamont
Comprising approximately 1% of the County, this association is found primarily along the Salt Creek in the western part of the County, near Middleton, as well as in small sections along the Salt Creek in the east, and the Lake Fork in the south. Constituent soils are well to moderately well drained, moderate to high in productivity, and vulnerable to erosion.

Logan County, Illinois: Directives for Growth, 1978

offer benefits and opportunities to the community. Areas preserved due to potential flooding provide ribbons of open space across the landscape. Such areas, when protected, can provide wildlife habitat in areas that are otherwise developed, and provide wildlife access between urban areas and more rural areas. As a recreational resource for residents, these connections may also be used for pedestrian

and bicycle trails, and connect parks and other open space amenities.

Flood plains should be protected from development impact, in order to minimize the danger of property damage, and to protect the vital role of watercourses in environmental systems. Flood plain protection and preservation also supports the sustainability of the stream network, both as a wildlife and a

recreational resource.

Tree Cover

Logan County is not extensively forested, with tree cover largely confined to riparian areas and protected parklands. Other concentrations of tree cover occur in small areas not suited to cultivation. Primary areas of tree cover are illustrated on Map 2.1.

COUNTY HISTORY AND ECONOMIC BASE

Logan County's history is important in establishing a sense of place and contributed to its identity as an agrarian community that later evolved into the County becoming an important center for transportation and commerce. The Historical Development section of this document reviews the area's history from its first settlements and early growth. The section will illustrate how Logan County took advantage of its geography and natural resources to develop its economy through time.

Historical Development

The opportunity to begin a new life, either by farming, mining or working on the railroad attracted many people to Logan County in the 1800's. The area's rich soil was perfect for the initial agricultural pursuits that would provide the basis for Logan County's early migration and help establish Logan County's first settlements.

Beginning Settlements

The first settlers came to the Logan County area in 1819. James Latham and his son Richard and friend Ebenezer Briggs are credited with building the first log cabin on Elkhart Hill. Other settlers, primarily from Kentucky and Tennessee, soon followed. They

cleared the forested land for agricultural use. (Illinois State Archives, 2005)

By 1832, enough people had migrated to the area to merit the formation of the first town, Middletown. Three years later, Russel Post founded the town of Postville in 1835. It was located about 25 miles north of Springfield. A growing population prompted the formation of a new county four years later in 1839. Logan County was officially chartered from a portion of Sangamon County on February 15, 1839 by an act of the Illinois General Assembly. (Illinois Historic Preservation Agency, 2005)

The County was formed by a then little-known state representative, Abraham Lincoln. The county was named after Lincoln's friend, Dr. John Logan, also a member of the General Assembly at the time and father of future Civil War General John A. Logan. The County grew geographically over the next few years as parts of Tazewell and DeWitt County were added to Logan County. (Logan County ILGen Web Project, 2005)

Three commissioners were appointed to select a new county seat from the three largest communities: Middletown, Mt. Pulaski and Postville. Postville, or Camden as it came to be known, was the first county seat but eventually lost that honor to Mt. Pulaski in 1847 due to a special referendum vote. Mt. Pulaski had been founded as a railroad junction in 1836 by Jabez Capps and named for Count Casimir Pulaski, a Revolutionary War hero.

By the early 1850's, Logan County residents had established the prairie as prime farmland thanks to improved farm equipment and farm horses. The railroad brought another dimension that added to the local economy by making the receiving and shipping of goods easier. German and Irish immigrants migrated to the area and immediately contributed to the local economies. Many German immigrants became involved in local agricultural pursuits or worked in the coal mines. Irish immigrants worked primarily for the railroads. (Origins of Route 66 in Lincoln and Logan County, 2005)

Early Growth

Early in the nineteenth century, three developers, John Dean Gillett and Robert Latham of Elkhart and Virgil Hickox of Springfield, hired Abraham Lincoln to represent them in their efforts to establish a town halfway between Springfield and Bloomington, to take advantage of the developing Chicago and Alton Railroad that linked Chicago and St. Louis to Kansas and Nebraska. In 1853, the town of Lincoln was chartered in honor of the attorney who had worked on establishing the new community.

Lincoln christened the city with juice from a watermelon. The city was created as a stop-over for the railroad. Due to Lincoln's emerging importance as a Logan County center for commerce, the county seat was moved from Mt. Pulaski to Lincoln the same year the new city was chartered. Lincoln grew quickly and soon absorbed the town of Camden into its corporate limits. (The Social and Economic History of Lincoln, Illinois, 2005)

Lincoln College was established in the city of Lincoln in 1865 to fill the need for an institution of higher learning in Central Illinois. Through the rest of the century, Logan County continued to develop as a center for agriculture and the railroad. (Lincoln College website, 2005)

At about the same time, other towns sprung up that served the railroad or the local agricultural economy. The Village of Atlanta was founded the same year as Lincoln. Chestnut, located not far from Lincoln, was platted in 1872 by David Clark due to its importance for the Illinois Central Railroad. The village has the distinction of being the geographic center of the State of Illinois.

Logan County continued to take advantage of having some of the most fertile farmland in the world. Row crop farming was popularized by the first farmers. The county was famous for hedgerows of Osage orange trees marking land boundaries as the land became more populated. In later years, row crop farming gave way to most farmers planting

corn and soybeans because of the potential for financial return on those crops. (Illinois Historic Preservation Agency, 2005)

By 1918, public demand for paved roads grew due to increasing ownership of motorized vehicles. That same year, State Route 4 was established by the General Assembly, which would run through the county. The paved route that followed the path of the Springfield Stage Road between Springfield and Ottawa ran parallel to the railroad. The route was to become part of U.S. Route 66, which was later commissioned by Congress in 1926. (Origins of Route 66 in Lincoln and Logan County, 2005)

Logan County businesses created to serve agriculture and the railroad continued to prosper in later years. Opening in 1924, the Armour Creamery became one of the largest businesses in the county. At its zenith, the company processed nearly 18,000 chickens per day and also sold eggs, butter and cream to its retail customers. The Sieb Hatchery developed from a small business to a chicken ranch that incubated and raised baby chickens for sale to farmers to be raised for food and egg production. The company sold close to four million chickens a year to customers in Illinois, Wisconsin and other parts of the country.

By the mid-1930's, the Fuller Seed Company became a primary developer of hybrid seeds and also was known for selling top quality fertilizer and pesticides to a large farm clientele. Other businesses, such as the Leesman Milling Service developed a strong customer base by using the railroad. The company sold farm feeds and lumber products. (Social and Economic History of Lincoln, Illinois, 2005)

As Route 66 became a national highway, other service businesses such as restaurants, including the world famous Tropics Restaurant, hotels and service stations located along the Route 66 Corridor. Many of these businesses enjoyed success even after Route 66 was decommissioned in 1960. (Origins of Route 66 in Lincoln and Logan County, 2005)

Present Economy

A strong economy is essential in promoting sensible growth by attracting jobs and people to a community. A vibrant economy can generate tax revenues from property and sales that assist in financing public amenities and services needed to sustain long-term community growth without creating an excessive tax burden on its residents.

Presently, Logan County remains an area which depends on several economic sectors that include manufacturing, healthcare, distribution, education and agriculture. These and other sectors of the local economy are described in the following section, along with their impacts on employment and sales tax revenues.

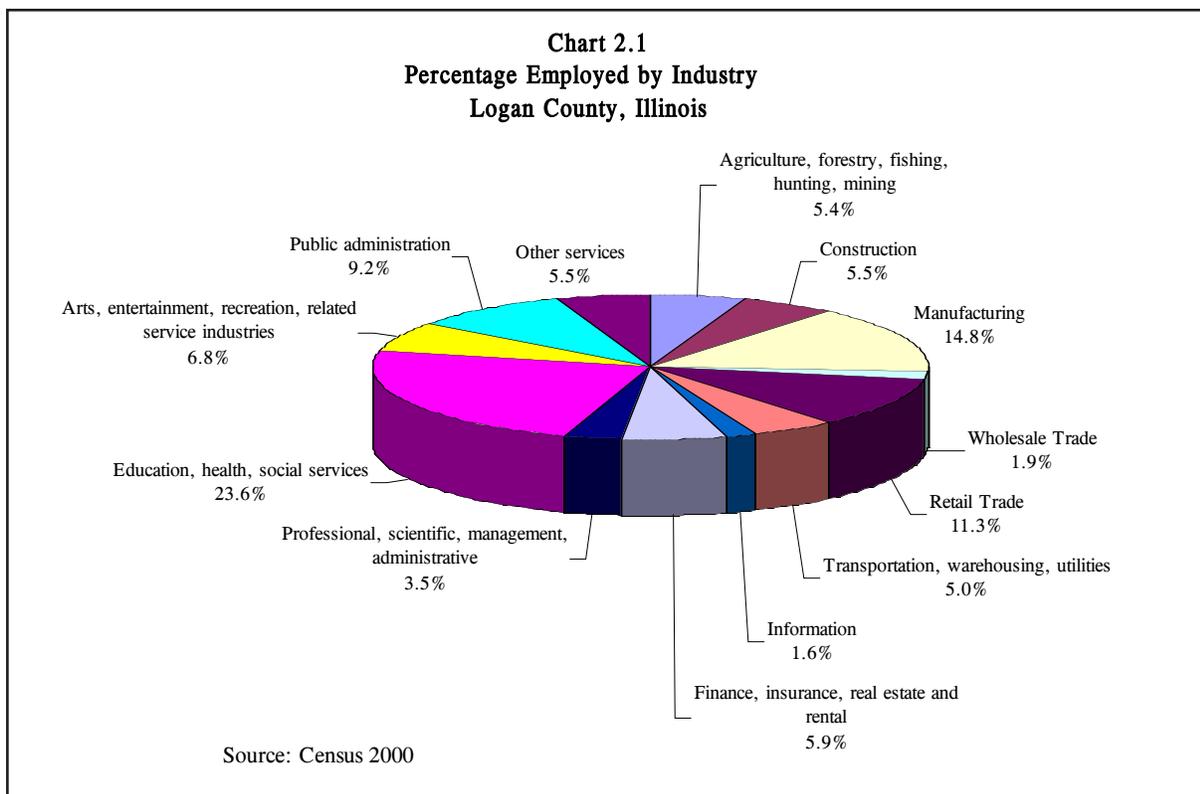
Employment By Industry

Although agriculture and related industries remain important sectors of the Logan County economy, education, healthcare, man-

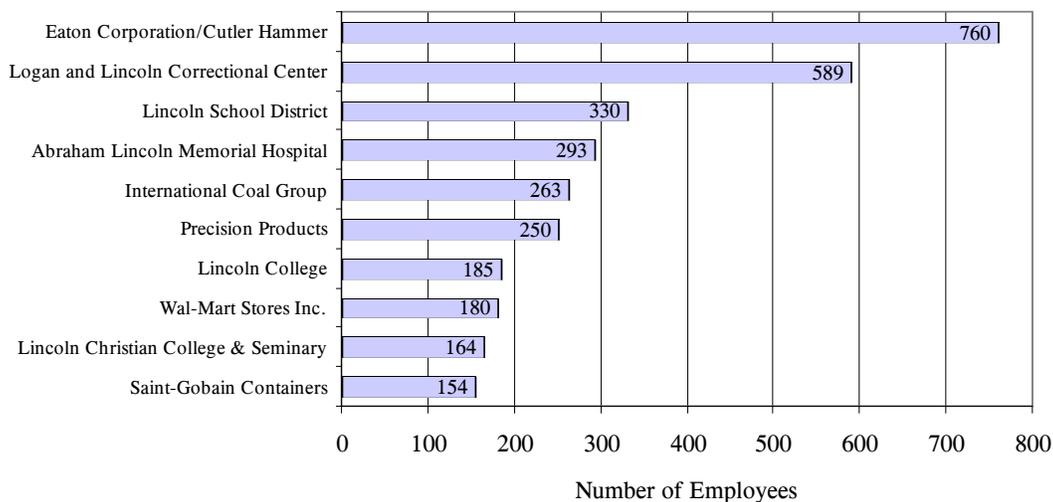
ufacturing and retail establishments are also important (see Chart 2.1). These sectors accounted for just under 60 percent of the jobs in Logan County according to the 2000 Census.

Education, health and social services is the largest employment sector in the County according to the 2000 Census. This sector employs 3,282 people and accounts for over 23 percent of those employed in Logan County. Significant employers in this category include public and private elementary and secondary schools, public and private colleges, the regional hospital and a regional correctional facility.

Manufacturing is also important to the county economy. Jobs in this sector that include electronics, mining, outdoor care, glass products, fixtures and box production employs another 14.8 percent of the County. Various retail operations have also grown in the County in recent years, employing close to 1,500 people. Jobs in the public administration sector accounted for another 9.2 percent of Logan County's overall employment.



**Chart 2.2
Major Employers
Logan County, Illinois**



Source: Illinois Department of Employment Security, 2005

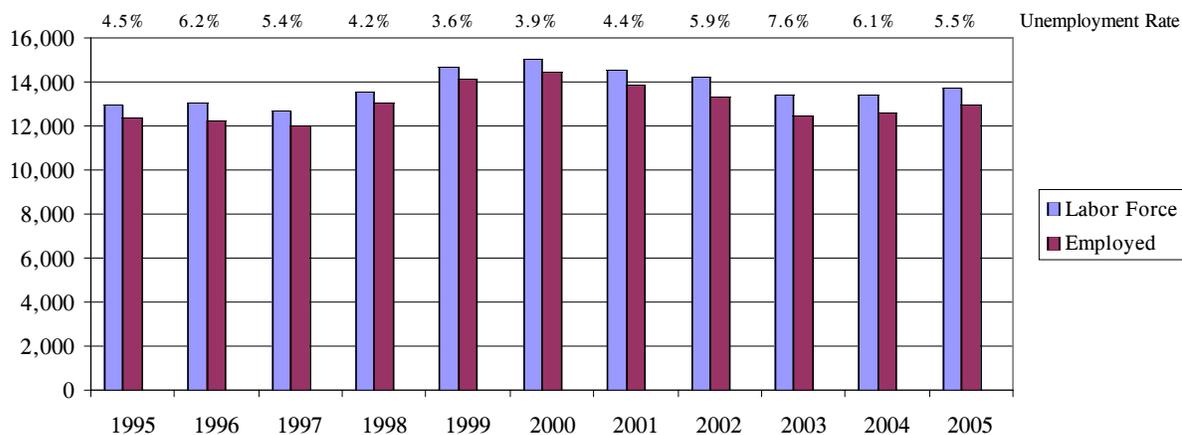
Major Employers

Eaton Corporation/Cutler Hammer is the largest of the county's major employers (see Chart 2.2). Other major employers, such as Logan and Lincoln Correctional Center, Lincoln School District, Abraham Lincoln

Memorial Hospital, International Coal Group, and Precision Products, provide diversification and significant employment opportunities for area residents.

The county is also fortunate to be home to two institutions of higher education. Lincoln College is a two-year liberal arts college while Lincoln Christian College and

**Chart 2.3
Change in Labor Force, Employment, and Unemployment Rate
Logan County, Illinois**



Source: Illinois Department of Employment

Table 2.2
Labor Force and Unemployment Rate
Logan County

Year	Labor Force	Employed	Unemployment Rate
1995	12,935	12,354	4.5%
1996	13,052	12,245	6.2%
1997	12,659	11,973	5.4%
1998	13,567	13,003	4.2%
1999	14,638	14,112	3.6%
2000	15,024	14,432	3.9%
2001	14,505	13,864	4.4%
2002	14,211	13,370	5.9%
2003	13,407	12,464	7.6%
2004	13,396	12,574	6.1%
2005	13,703	12,952	5.5%

Source: Illinois Department of Employment Security

Seminary is a private four-year college. These institutions not only provide jobs, but also offer educational resources for area residents and employers. Eight public school districts and five private schools provide education on the elementary and secondary levels.

Change In Labor Force And Employment

The loss of major employers (including Reckett & Coleman -350 employees; Lincoln Development Center-350 employees, and Pittsburgh Plate & Glass-200 employees) has resulted in a fluctuating labor force and unem-

ployment rate (see Chart 2.3). In 1995, Logan County had a labor force of 12,840 and an unemployment rate of 4.4 percent. Over the next two years, the unemployment rate climbed to a high of 6.2 percent. In 1998, the labor force increased by just under a 1,000 people while employment in the County grew as well.

Unemployment Rates

In 1999, the County enjoyed its lowest unemployment rate of the decade (1995-2005) at 3.5 percent, but it rose steadily in each suc-

Table 2.3
Retail Trade Comparisons (2002)
Logan County and Selected Counties

County	Sales	Estimated Annual Payroll	Employed
Logan	\$172,601,000	\$22,228,000	1,144
Mason	\$89,826,000	\$8,979,000	496
McLean	\$1,742,220,000	\$167,716,000	8,999
Sangamon	\$2,386,912,000	\$225,755,000	12,339
Macon	\$1,277,275,000	\$133,633,000	6,689
Tazewell	\$1,471,573,000	\$136,505,000	6,826
Menard	\$39,721,000	\$4,381,000	278
DeWitt	\$159,598,000	\$13,377,000	720

Source: 2002 Economic Census, U.S. Census Bureau

Table 2.4
Retail Sales by Year (Sales Tax Receipts)
Logan County

	2005	2004	2003	2002	2001	2000	
General Merchandise	\$1,849,543	\$1,872,003	\$1,702,087	\$1,768,206	\$1,762,990	\$1,703,772	
Food	\$819,611	\$920,911	\$776,790	\$653,719	\$2,426,016	\$677,107	
Drinking & Eating Places	\$1,940,498	\$1,781,909	\$1,612,713	\$1,523,707	\$1,479,696	\$1,489,580	
Apparel	\$219,102	\$241,834	\$62,511	\$292,370	\$82,194	\$111,774	
Furniture & H.H. & Radio	\$353,200	\$390,276	\$351,931	\$416,041	\$381,903	\$309,093	
Lumber, Building & Hardware	\$627,665	\$685,973	\$551,867	\$856,735	\$452,826	\$757,512	
Automotive & Filling Stations	\$4,464,053	\$4,954,554	\$4,142,002	\$4,459,074	\$4,307,222	\$3,999,048	
Drugs & Miscellaneous	\$1,121,441	\$1,209,753	\$1,388,324	\$2,269,195	\$1,478,520	\$817,358	
Agriculture & All Others	\$1,239,337	\$1,160,428	\$960,072	\$1,163,523	\$1,108,610	\$1,474,707	
Manufacturers	\$160,597	\$149,811	\$282,072	\$314,085	\$131,774	\$336,533	
Totals	\$12,795,047	\$13,367,452	\$11,830,369	\$13,716,655	\$13,611,751	\$11,676,484	

Source: Illinois Department of Revenue, 2005 & 2006

ceeding year until 2004 (see Table 2.2).

Trends In Retail Trade

The retail trade is an important contributor to the area economy. According to retail trade comparisons last done in 2002 (see Table 2.3), Logan County had more than 1,100 people employed in the retail trades. The county had an estimated annual payroll of over \$22 million and boasted sales and receipts of over \$172 million in this sector.

Sales tax receipts for Logan County have increased moderately since 2000 (see Table 2.4), despite fluctuating unemployment rates.

Nearly \$13.7 million in sales were generated by Logan County businesses in 2002, rating it the best year for sales for the six-year time period. The highest percentage of sales tax generation has come from sales related to automotive businesses, outlets selling general merchandise items and eating and drinking establishments.

Sales And Property Tax Revenue

Sales and property tax is another means of gauging the condition of the County's economy. Sales tax receipts for Logan County have fluctuated between the years 2000 and 2005 (see Table 2.5). Total sales tax revenue

Table 2.5
Logan County Tax Receipts

Year	Sales Tax		Totals
	1 %	¼ %	
2000	\$207,413	\$449,146	\$706,559
2001	\$134,002	\$528,696	\$622,698
2002	\$103,601	\$453,413	\$557,016
2003	\$108,627	\$466,822	\$575,449
2004	\$106,842	\$478,821	\$585,663
2005	\$138,079	\$464,088	\$602,167

Year	Property Tax	
	Corporate Fund	General Fund
2000	\$621,901.59	\$2,540,711.58
2001	\$621,175.71	\$2,593,698.34
2002	\$620,774.72	\$2,576,915.94
2003	\$862,690.37	\$2,593,200.50
2004	\$1,011,505.67	\$2,671,848.30
2005	\$985,779.62	\$2,612,091.49

Source: Logan County Treasurer's Office

Table 2.6
Median Household* Income in 1999
Logan County and Surrounding Counties

	Logan	DeWitt	McLean	Macon	Mason	Menard	Sangamon	Tazewell	
Median Household Income in 1999	\$39,389	\$41,256	\$47,021	\$37,859	\$35,985	\$46,596	\$42,957	\$45,250	

*A household includes all the people who occupy a housing unit as their usual place of residence.

Source: Census 2000

for the county rose to over \$602,000 in 2005, following a high of more than \$706,000 in 2000.

Logan County property tax receipts have consistently risen since 2000, the only exceptions being in 2002 and 2005. In 1999, the City of Lincoln was estimated as having an average tax bill of \$2,462 for a home costing \$100,000 (see Chart 2.4). This amount was among the highest of any of Central Illinois urban areas.

Income

Median Household Income

Logan County median household income in 2000 was reported at \$39,389 (see Table 2.6). Median household income is average income received in a calendar year by all household members, 15 years and older. The average MHI compared favorably with Macon, Mason and DeWitt Counties but was below those of other neighboring counties.

Median Family Income

Logan County's median family income in 1999 was reported at \$48,655. Median fam-

ily income is the average gross income of all families living in a particular geographic area (see Table 2.7). This was comparable with Macon (\$47,493) and DeWitt (\$50,429) Counties. McLean County had the highest median family income while Mason County was reported as having the lowest.

Poverty Levels

Logan County had one of the lowest rates of people living below the poverty level out of the eight counties compared (See Chart 2.5). The federal poverty level is determined to be a family of four living below an annual income of \$18,100. Logan County was reported to have just over eight percent of its population living below the poverty level in 1999. Only Tazewell County was reported as having a lower percentage at 6.3 percent. The highest poverty level was 12.9 percent in Macon County while Mason and McLean County had rates of 9.7 percent.

Future Economy

The long term economic outlook appears to be stabilizing due to the County's notable economic resources in combination with a

Table 2.7
Median Family* Income in 1999
Logan County and Surrounding Counties

	Logan	DeWitt	McLean	Macon	Mason	Menard	Sangamon	Tazewell	
Median Family Income in 1999	\$48,655	\$50,429	\$61,073	\$47,493	\$42,239	\$52,995	\$53,900	\$53,412	

*Family: A group of two or more people who reside together and who are related by birth, marriage, or adoption.

Source: Census 2000 SF 3, Table P77 Median Family Income in 1999 (Dollars)

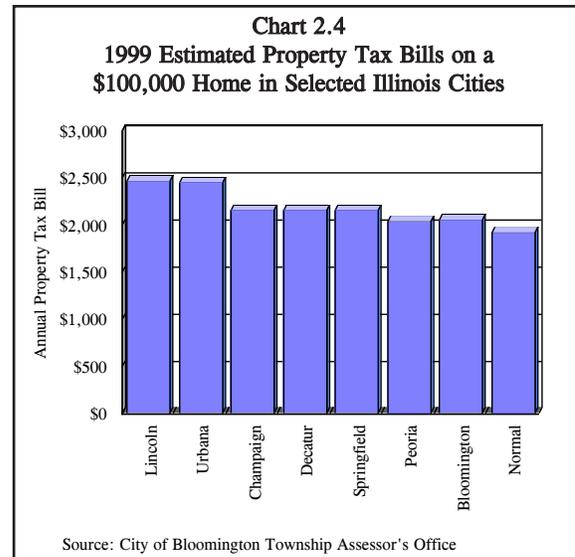
number of other factors. The County's economic resources provide a reasonably sound basis for expanded economic development.

Logan County is situated among some of the world's richest farmland. It is located in the geographic center of the State of Illinois between Chicago and St. Louis and close to smaller metropolitan areas such as Springfield, Decatur, Bloomington-Normal, Champaign-Urbana and Peoria.

The County is well served by surface transportation, including access to the interstate highway system and the national rail network. Transportation connections reinforce the impact of Logan County's proximity to regional centers

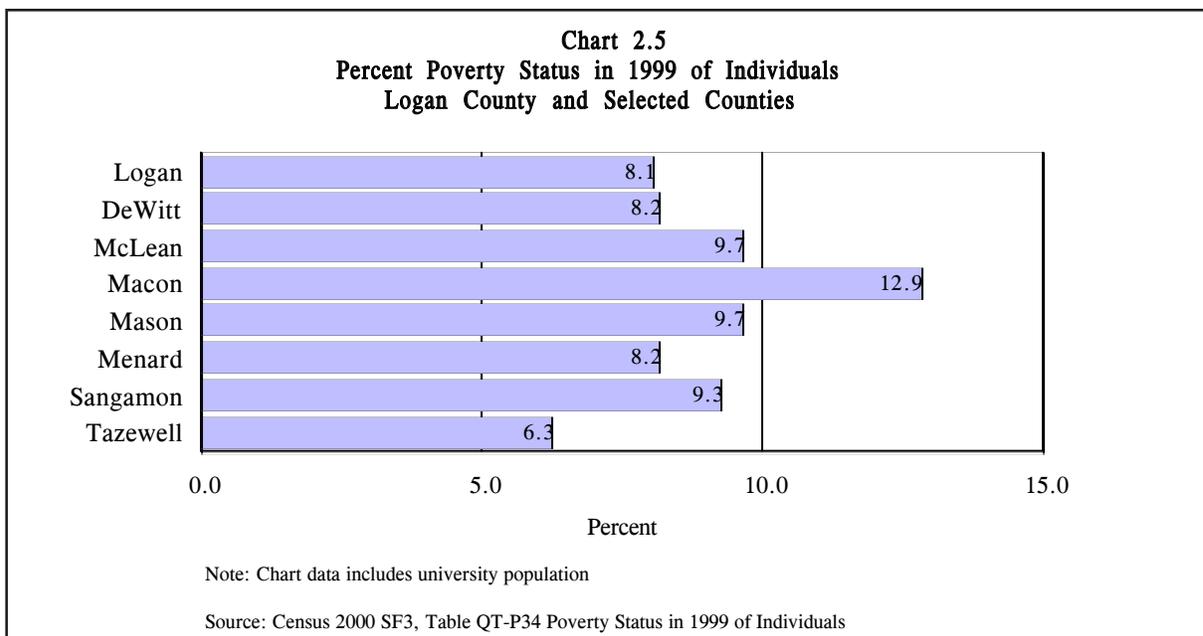
Logan County's quality of life is also an economic asset. The county offers rural and small town living options. It has reasonably convenient access to goods and services besides having two colleges, a long-established school system with public and private options, reasonably-priced housing and job opportunities with short, gridlock-free commutes. The County is also within two to three hours of two major metropolitan areas (St. Louis and Chicago). A number of other factors suggest a stabilizing if not expanding local economy.

Manufacturing jobs should remain stable



as long as the manufacturing customer base remains intact. With the addition of the Sysco distribution center, job opportunities in transportation and warehousing are likely to be enhanced. A 1998 study completed by the Applied Social Research Unit at Illinois State University, indicated the following employment sectors will continue to grow in Central Illinois for the foreseeable future: office supports jobs, retail sales, middle management positions, assemblers, and elementary school teachers.

It is anticipated that education, health



care and the social services will remain strong employment sectors. Historically, health care and related services have had a significant role in the county economy and are somewhat insulated from the effects of economic recession.

POPULATION

Changing levels and characteristics of the population can present many challenges. Potential challenges may include the need to acquire additional land for housing or commercial expansion, explore locations for new infrastructure, address increased traffic or potential threats to the environment. Balancing the costs and benefits of population growth is important in order to achieve sensible growth. Benefits of increased growth may include building a large and diversified workforce, creating a variety of housing options, enhancing the community fabric as people with various interests and talents become part of a community that results in a creative and more diversified place to live.

Existing Characteristics and Trends

This section presents an overview of

recent population growth and selected demographic characteristics, including recent population trends, age composition by gender, educational attainment, population by race and an overview of income data for the County.

Historical Growth

Logan County has experienced fluctuation in its population levels since 1970. From 1970 to 1980, the County's population declined from 33,538 to 31,802 or a decrease of 5.2 percent (see Chart 2.6). From 1980 to 1990, the county's population again declined, although at a slower rate of 3.2%. The trend of declining population reversed in the decade from 1990 to 2000, when a slight population increase of 1.25% occurred. During this time period, slight increases began to occur for some urban populations in Logan County while the rural population was comparatively static. Population gains in communities such as Atlanta, Broadwell, Emden, Hartsburg, Mt. Pulaski and San Jose accounted for much of the population increase in the County. Logan County's largest community, Lincoln, has experienced a decrease in population each decade since 1970. However, in concert with stabilizing population levels County-wide in the last Census period (1990 - 2000), the rate

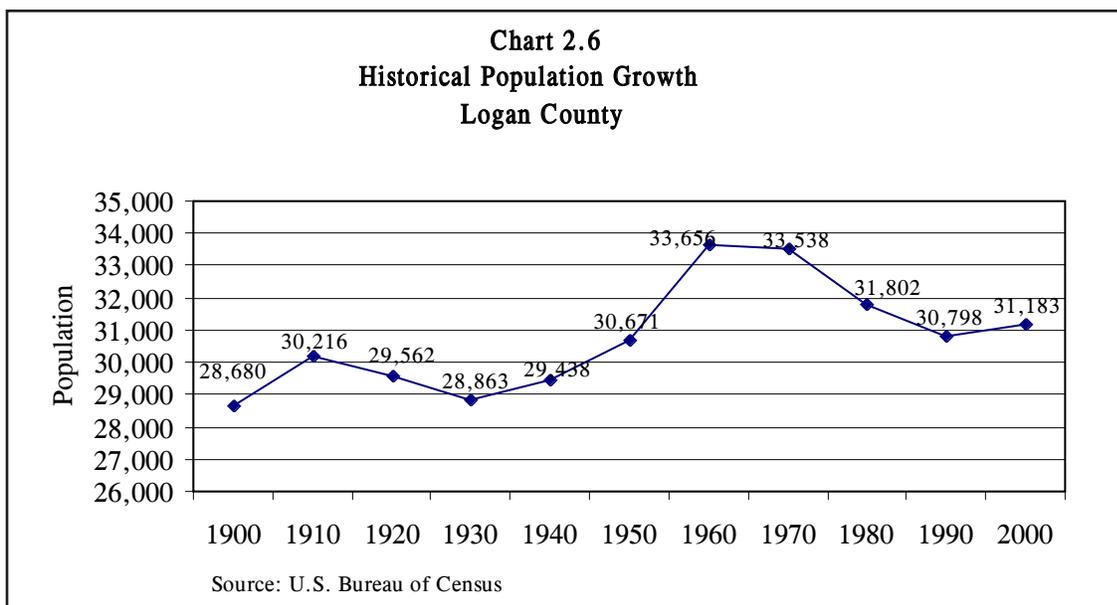
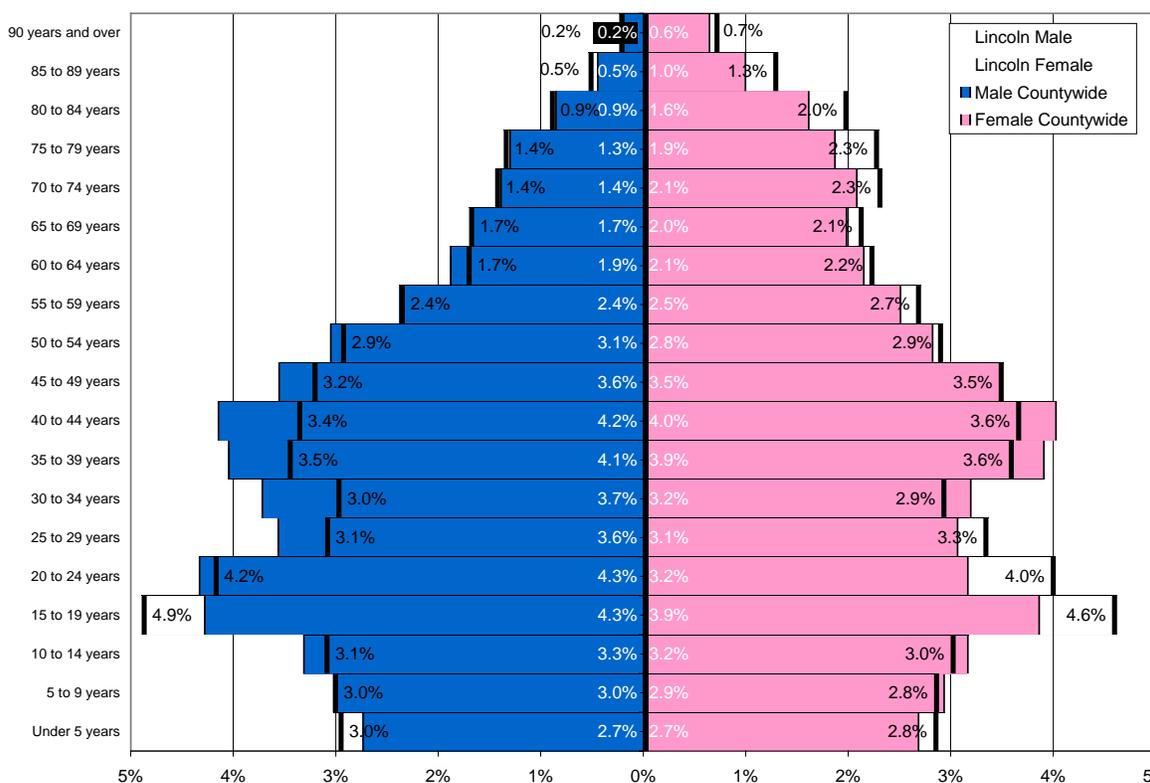


Chart 2.7
2000 Logan County and City of Lincoln Population Percentage by Age



Source: U. S. Census Bureau, Census 2000

of decrease in Lincoln's population has slowed. Approximately half of Logan County's population resides in Lincoln.

Much of the population fluctuation can be attributed to changes in the local economy, which resulted in sporadic losses of manufacturing and service jobs.

Age and Gender Composition

The population of Lincoln has a slightly greater representation of young adults than the County as a whole, due to the student population drawn to Lincoln by the colleges. Lincoln also has a higher percentage of older residents than is evident countywide. With the exception of very young children, under the age of five, the countywide percentage of children

under the age of 15 is equal to or slightly higher than the percentage of children residing in Lincoln.

As indicated in Table 2.8, Lincoln has a slightly higher percentage of female residents than is found at the county, state and national levels. The County (and City) population has a slightly higher median age than the state and the nation.

Both Logan County and Lincoln have a notably higher percentage of residents aged sixty and above than do Illinois and the United States. The slight preponderance of women among young adults and older residents accounts for the City's higher than average female population.

The County and City's percentages of residents aged 25 to 44, and older residents aged 60 and above, as compared to state and national averages, must be considered in light

**Table 2.8
Logan/Lincoln Demographics Comparison**

	USA %	Illinois %	Logan County %	Lincoln %
Gender				
Male	49.1	49	50	47.6
Female	50.9	51	50	52.4
Age (in 5-year cohorts)				
Under 5 years	6.8	7.1	5.4	5.8
5 to 9 years	7.3	7.5	6	5.9
10 to 14 years	7.3	7.3	6.5	6.1
15 to 19 years	7.2	7.2	8.1	9.5
20 to 24 years	6.7	6.9	7.5	8.2
25 to 34 years	14.2	14.6	13.5	12.3
35 to 44 years	16	16	16.1	14
45 to 54 years	13.4	13.1	12.9	12.5
55 to 59 years	4.8	4.7	4.9	5
60 to 64 years	3.8	3.7	4	3.9
65 to 74 years	6.5	6.2	7.1	7.5
75 to 84 years	4.4	4.3	5.6	6.5
85 years and over	1.5	1.5	2.3	2.7
Median age (years)	35.3	34.7	37	36.7

Source: Census 2000

of potential impact on sustained population growth (see Table 2.9). A lower proportion of adults in the primary child-bearing years suggests that the County will need to attract new residents from outside the area in order to achieve population growth, as the current population profile does not indicate that existing residents will significantly increase the population of resident children and young adults. This fact alone supports an assumption that,

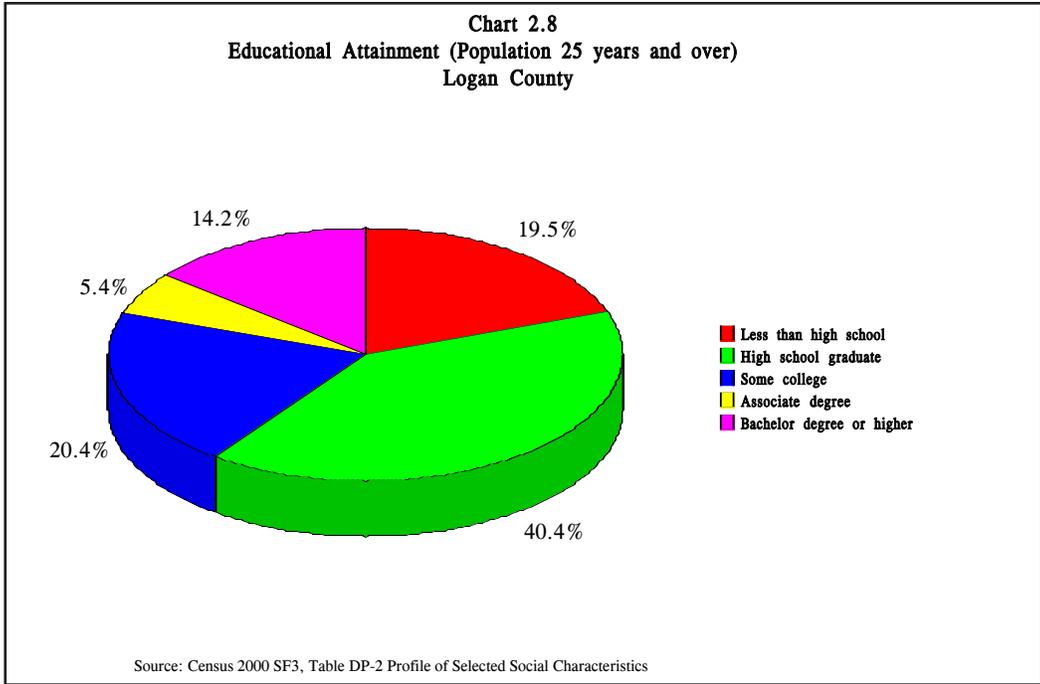
without intervention in the form of increased in-migration, the County population will become proportionately older over time.

As noted in Table 2.9, the County and City already have a higher proportion of residents aged 60 and older, than the state and national averages. Although older residents provide generational stability and continuity, and often continue as productive citizens well into their later years, an aging population can

**Table 2.9
Logan/Lincoln Demographics by Age Group**

General demographic groups	USA	Illinois	Logan County	Lincoln
% under age 20	28.6	29.1	26	27.3
% young adults, 20-24	6.7	6.9	7.5	8.2
% adults in primary child-bearing years (25-44)	30.2	30.6	29.6	26.3
% mature adults (45-59)	18.2	17.8	17.8	17.5
% 60 and older	16.2	15.7	19	20.6

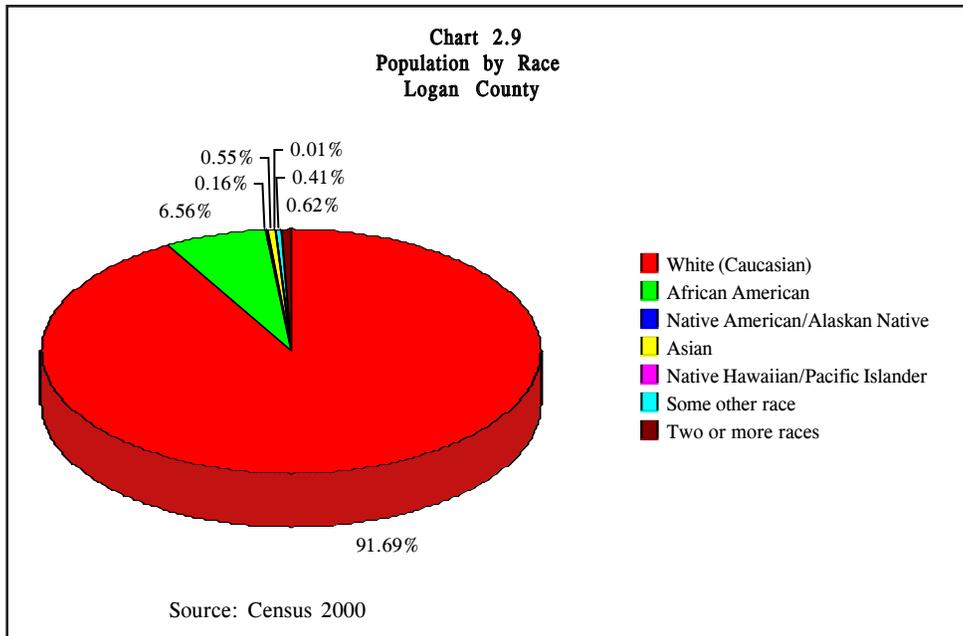
Source: Census 2000



also create demands on the resources of governments, social services and medical care disproportionate to their share of the population. As is true throughout the country, Logan County must view future development through the lens of accessibility for and services to older citizens.

Educational Attainment

Census data indicate that Logan County's educational attainment for those age 25 and over is somewhat similar to neighboring rural counties (see Chart 2.8). Just over 80 percent of its residents have completed high school or have had education past the secondary level. Close to 20 percent of Logan



**Table 2.10
Logan County Population Trends and Preliminary Projections by Municipality, 1960-2025**

Jurisdiction	1960	1970	1980	1990	2000	2005	2010	2015	2020	2025
City of Atlanta	1,568	1,640	1,807	1,616	1,649	1,670	1,700	1,725	1,775	1,800
Village of Broadwell	173	159	183	146	169	170	175	180	190	200
Village of Elkhart	418	435	493	475	443	460	480	500	525	550
Village of Emden	502	552	527	459	515	520	525	530	540	550
Village of Hartsburg	300	363	379	306	358	360	370	375	380	390
Village of Latham	389	361	564	482	371	370	360	350	340	330
City of Lincoln	16,890	17,582	16,327	15,418	15,369	15,500	16,000	16,500	17,000	17,500
Village of Middletown	543	626	503	436	434	435	430	425	420	420
City of Mount Pulaski	1,689	1,677	1,783	1,610	1,701	1,725	1,760	1,790	1,825	1,850
Village of New Holland	314	321	295	330	318	320	315	310	305	300
Village of San Jose*	595	681	784	519	696	720	750	775	800	825
Population of Municipalities	23,381	24,397	23,645	21,797	22,023	22,250	22,865	23,460	24,100	24,715
Logan County	33,656	33,538	31,802	30,798	31,183	32,000	32,500	33,000	33,500	34,000

*also located in Mason County

Source: U. S. Census Bureau and McLean County Regional Planning Commission

County's population have completed college coursework while just over 14 percent have attained a bachelor's degree or higher.

Logan County compared similarly to DeWitt and Mason Counties with respect to levels of educational attainment. Logan County had a slightly higher percentage of college graduates than these two counties. However, the county lagged behind most other counties in Central Illinois in the percentage of high school graduates.

Race

Close to 92 percent of Logan County residents are Caucasian (see Chart 2.9). African-Americans make up close to seven percent of the population of the County. Logan County's Hispanic population was reported being only 1.6 percent, according to the 2000 Census. Other ethnic and racial groups, as reported in Census 2000, comprise a small fraction of the total population.

**Table 2.11
Logan County Population Trends and Preliminary Projections by Township, 1960-2025**

Jurisdiction	1960	1970	1980	1990	2000	2005	2010	2015	2020	2025
Aetna Township	636	624	579	540	524	525	520	510	500	480
Atlanta Township	1,853	1,909	2,048	1,884	1,888	1,920	1,950	1,980	2,040	2,050
Broadwell Township	2,567	2,035	1,359	2,200	2,961	3,100	3,150	3,200	3,285	3,300
Chester Township	588	590	773	680	723	800	850	900	960	1,100
Corwin Township	935	951	747	727	723	725	720	715	710	705
East Lincoln Township	8,449	9,306	9,302	8,887	9,209	9,350	9,500	9,650	9,820	10,000
Elkhart Township	863	805	703	656	582	625	635	650	680	700
Eminence Township	649	595	618	506	507	500	490	480	470	460
Hurlbut Township	452	411	389	363	367	370	375	380	385	390
Laenna Township	809	740	870	810	617	600	560	540	520	500
Lake Fork Township	203	202	187	173	142	140	130	120	110	110
Mount Pulaski Township	2,432	2,376	2,404	2,256	2,242	2,400	2,500	2,550	2,600	2,700
Oran Township	662	535	508	437	452	450	430	410	390	370
Orvil Township	1,313	1,320	1,294	1,155	1,116	1,130	1,210	1,250	1,300	1,330
Prairie Creek Township	642	619	641	556	533	535	540	540	545	545
Sheridan Township	760	706	592	593	555	550	540	540	535	530
West Lincoln Township	9,843	9,814	8,788	8,375	8,042	8,280	8,400	8,585	8,650	8,730
Logan County	33,656	33,538	31,802	30,798	31,183	32,000	32,500	33,000	33,500	34,000

Source: U. S. Census Bureau and McLean County Regional Planning Commission

Future Population

Projections developed for the Plan are designed to recognize and incorporate the impacts of economic and social change, including demographic shifts, evolving forms of employment, including telecommuting and virtual business models, and the potential effects of new technologies in education, transportation and commerce.

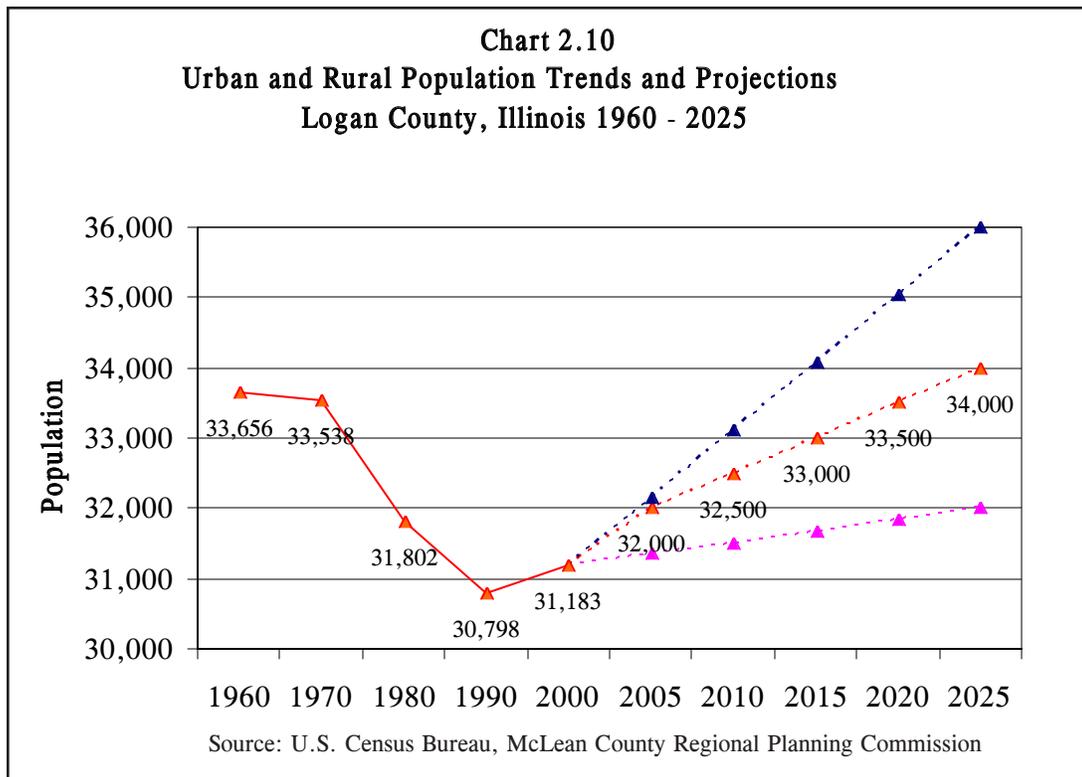
As shown in Chart 2.6, Logan County's population grew at a very moderate overall pace throughout the twentieth century, with a post-Depression upturn lasting through the 1960's, followed by population declines occurring between 1970 and 1990. Calculated across the entire century, the growth rate was less than one percent per decade. Projection of future population based solely on the historical data would suggest a static population, and given national demographic trends, a population growing steadily older.

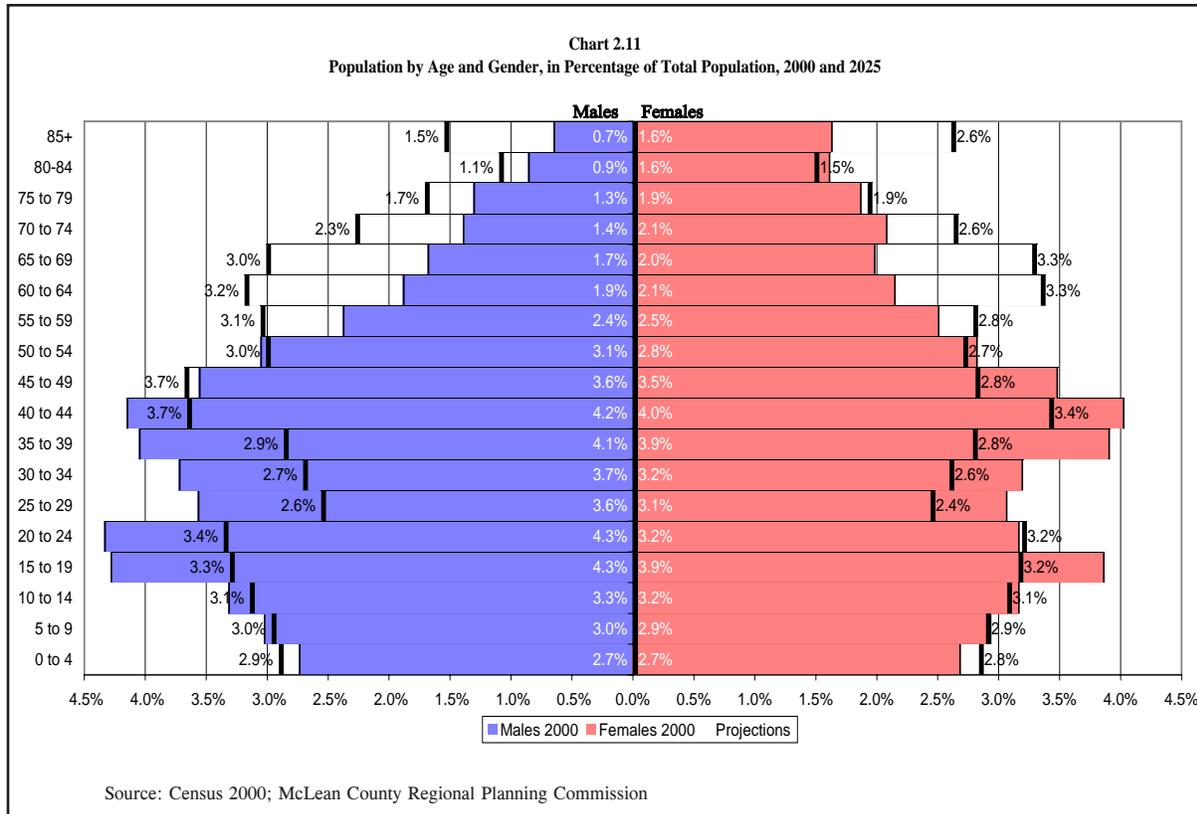
Population projections for the county indicated an accelerated level of growth though 2025, with a total anticipated growth

rate of 9 percent. This will result in a total County forecasted population of 34,000 by the year 2025. (see Table 2.10). A majority of the population increase is projected to occur in the urbanized areas of the county while only a slight growth is projected for the county's rural areas (see Table 2.11).

A population projection based on Logan County's twentieth century history, modified by considering the population increase in the most recent Census, suggests a growth rate between 2000 and 2025 of less than 3% based on historical population data from 1900 to 2000, or fewer than 1,000 people. The result of this assumption regarding future population growth is shown in the pink trendline in Chart 2.10. This projection does not offer a means to incorporate new economic development efforts, and changing demographic and employment patterns into the population forecast.

The blue trendline in Chart 2.10 illustrates a far more aggressive growth projection than that based on historical data, resulting in a 2000 - 2025 growth rate of more than fifteen percent. This rate of population increase



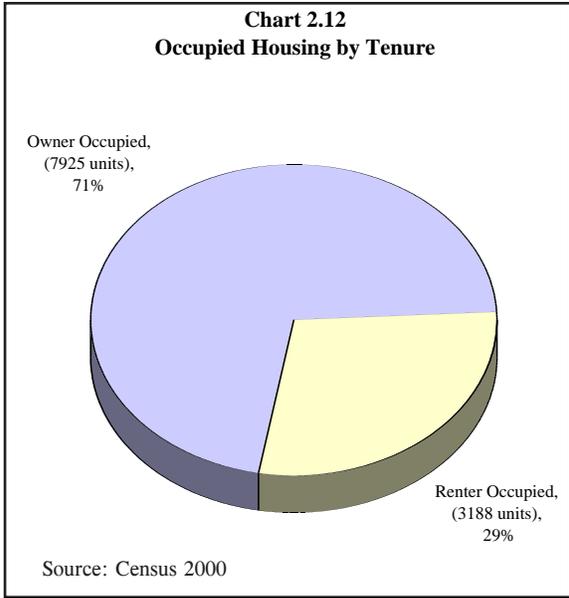


would result in over 4,800 new residents by 2025, an influx which would create substantial demands for new housing, public infrastructure improvements and transportation, and public services. Considering the impact on County resources implicit in these expanding public needs, the desirability of such rapid population growth is questionable. In addition, growth rates of this magnitude are uncommon outside of the exploding suburban counties surrounding Chicago. Planning and building for such a high rate of growth might leave the County burdened with costs for unwarranted improvements, should population growth not be sustained across the period of the Plan. While not an aggressive projection when compared to some adjoining counties in central Illinois, the population forecast of 34,000 illustrated by the red trendline in Chart 2.10 represents a significant expectation that the combination of Logan County's internal population attractors, as well as the County's benefits as residential base for persons employed in adjoining parts of the region, will provide incentive for increased migration of residents

into the County. Attention to the goals, objectives and policies relating to downtown and neighborhood revitalization, economic development, population growth and housing is of particular importance in fulfilling the projections.

In addition to the geographical population projections discussed above, the County's demographic profile has been analyzed with respect to the age and gender composition of the population, to create population projections by age cohort. This analysis extrapolates the likely distribution of age groups and gender across time, based on information about birth and death rates, and migration into and out of a geographic area (see Chart 2.11).

Certain assumptions have been made in the cohort component analysis for Logan County. The primary assumption is that overall population will increase at a higher rate than has been seen in recent decades. The projection does not assume substantial growth in the enrollment at Lincoln College and Lincoln Christian College and Seminary. Currently the two institutions have a student population of



approximately 1,800, many of whom are young adults between the ages of 18 and 25. (The 300 students attending the seminary are generally older than the student population overall.) Students attending Heartland Community College are likely to be already

resident in the community, and thus are not considered separately in the analysis. Over time, the percentage of young adults in the community as a function of the total population is projected to decline, as the general population increases, but the age cohorts in which college students predominate remain relatively constant. The ongoing national trend of higher enrollment in college by women is also reflected in the expected population distribution in 2025.

Another national demographic trend, the aging of the population, is also reflected in the anticipated population distribution in Logan County. The percentage of residents aged 55 and older will increase, particularly in the sector of persons aged 60 to 75. This outcome is in part a consequence of the current population in the County having a higher proportion of older persons than the national and state averages, as noted above. The greater preponderance of older residents will require planning for infrastructure and services to address their needs. The aging of the population also

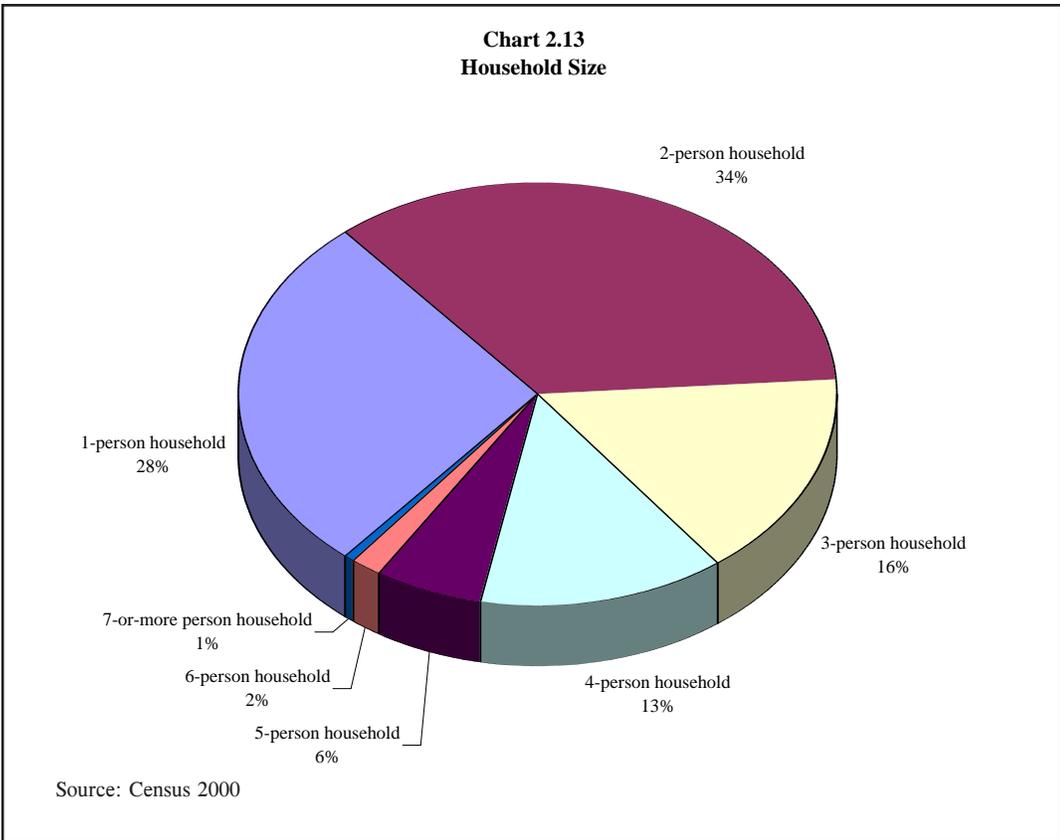


Table 2.12
Average Household Size
by Occupancy Type

Person(s) in Household	Owner Occupied	Renter Occupied
	% of Units	% of Units
One	23.3	39
Two	38.6	26
Three	16	15.7
Four	13.7	11.9
Five	6.1	5.1
Six	1.7	1.7
Seven or more	0.6	0.7

Source: Census 2000

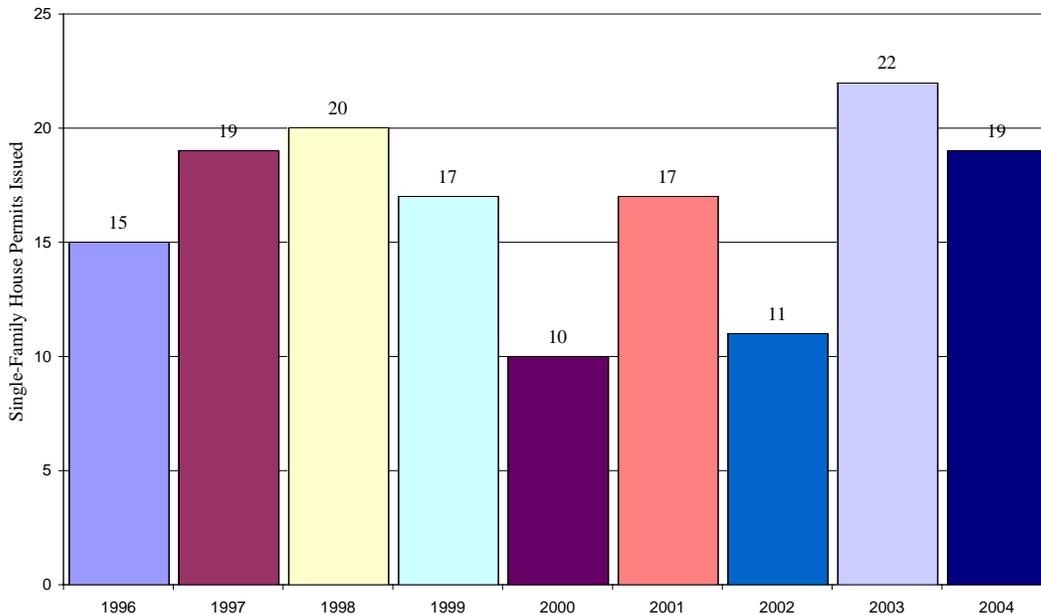
contributes to the slightly higher percentage of women in the population, a function of the demographic reality that women have longer life expectancies.

Although the percentage population of very young children is expected to increase slightly, the proportion of school-age children under the age of ten is projected to remain fairly constant. The proportion of older children, ages ten through eighteen, is anticipated

to decline slightly over the period. Projections regarding the percentage population of children reflect demographic trends towards smaller families as well as the statistical impact of adult migration levels within the projection model.

Changes in the number of children in the population result from the proportional decline of adults in the primary child-producing years between 25 and 45. Adults in this age bracket are a principal resource for local employers, and the core of the residential and commercial tax base for the community. Efforts to attract in-migration of persons in this age group will be important in maintaining the County's economic viability. A secondary impact of increasing the representation of this age cohort in the population would likely be an increase in the number of school-age children, which places additional demands on the school system and on some municipal infrastructure, such as parks and similar amenities. Weighing these impacts is at the core of future development policy.

Chart 2.14
Single Family Home Construction



Source: <http://www.city-data.com/city/logan-illinois>

**Table 2.13
New Single Family Home -
Average Price**

Year	Average Price Per Home
1996	\$89,680
1997	\$75,467
1998	\$84,543
1999	\$90,380
2000	\$86,500
2001	\$77,500
2002	\$93,700
2003	\$133,720
2004	\$116,020
(avg. price)	\$94,184

HOUSING

This section presents information on existing housing characteristics, and expected future housing demand.

Existing Characteristics

Occupancy and Tenure

According to the U.S. Census, Logan County had 11,113 housing units in 2000. Of these units, 71.3 percent were owner-occupied (7,925) while 28.9 percent (3,188) were rented (see Chart 2.12).

One and two-person households made up the majority of housing in Logan County in 2000 (see Chart 2.13). Small household size is particularly evident in rental housing. Owner-occupied housing increased marginally when comparing 1990 with 2000 according to U.S. Census figures. In 1990, 67.8 percent of Logan County residents lived in owner-occupied housing while 32.2 percent rented. According to the U.S. Census, there were 11,033 occupied housing units in Logan County in 1990, compared to 11,113 in 2000.

Two-person households made up the highest percentage (38.6 percent) of owner-occupied housing in the County (see Table 2.12), followed by single person households (23.3 percent) and three-person households (16 percent). One and two-person households made up the majority (65 percent) of renter-occupied housing.

According to the 2000 Census, Logan County had 759 units of housing that were considered vacant, equivalent to nearly seven percent of the available housing units (see Table B.11 in the Appendix). A significant percentage of these units (27.8 percent) were listed as "other vacant" which means they did not fall under the categories listed in Table B.11. Close to 27 percent of vacant housing units in the County were rental units while another 21.3 percent were rented units or sold housing units, that for one reason or another, were not occupied. Housing units that were up for sale and not currently occupied accounted for another 20 percent of the vacant housing in the County.

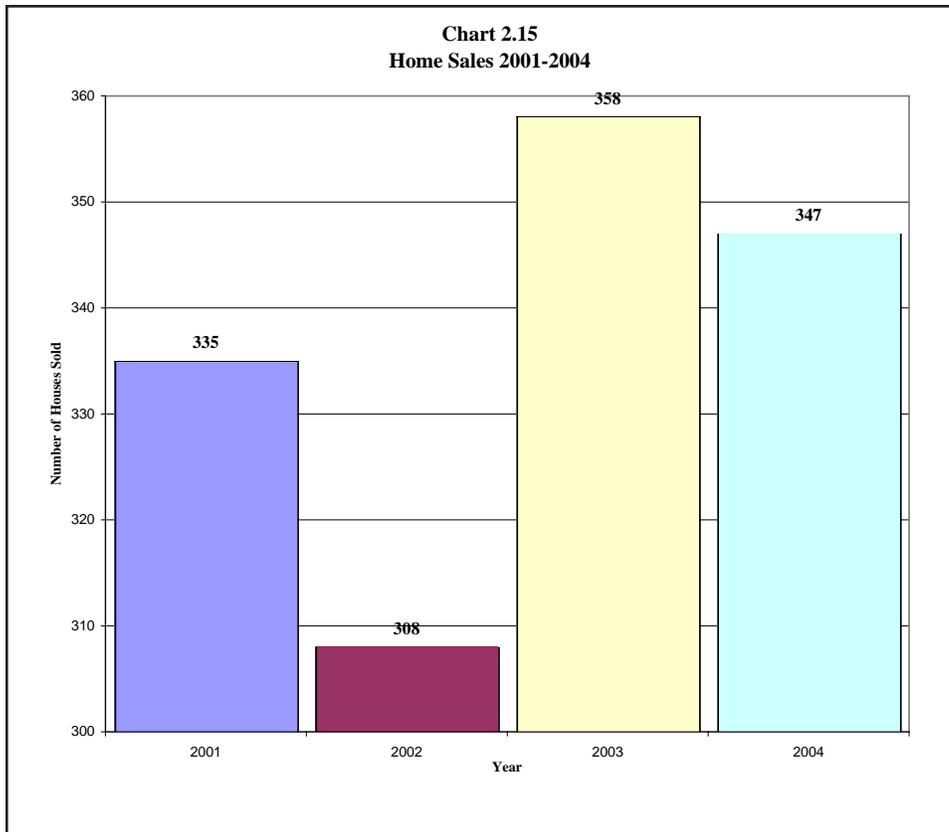
Single Family Home Construction

From 1996 through 2004, 150 new single-family homes were constructed in Logan County (see Chart 2.14). This averages out to just over sixteen new homes being built in Logan County each year during this time period. The best years for Logan County home construction were in 2003 when 22 new homes were built, and in 1998, when 20 new single-family residences were constructed in the County. During the nine-year period, 56

**Table 2.14
Extrapolation of Housing Choices
by New Residents**

Year	Total Population	In households	In group quarters
2000	31,183	26,908	4,275
2025	34,000	29,340	4,660
increase	2,817	2,432	385

Source: McLean County Regional Planning Commission



new single-family homes were built in each of the communities of Atlanta and Lincoln.

The average price per home in the county increased between 2001 and 2003, but declined in 2004 (see Table 2.13). The highest average price per home occurred in 2003 when a newly-constructed home in Logan County would have brought an average price of \$133,720.

Home Sales

Home sales in Logan County have been in a state of flux since 2000 (see Chart 2.15). The best year for home sales was in 2003 when 358 homes were sold in the county at an average price per home of \$69,500. During the four year period, average sale prices remained within a narrow range between \$67,000 and \$70,000.

Future Demand

With the growth anticipated for the twenty-year horizon of the Plan, demand will increase for both existing housing stock and for new home construction. Increased occupancy of existing, vacant housing may also result. Population projections for 34,000 residents in the County in 2025 indicate that 2,817 new residents will require housing. Analysis of demand is extrapolated from the housing choices made by current residents, and by applying general standards for land required for categories of housing.

In Census 2000, 26,908 of the County's residents lived in households, and the remaining 4,275 residents occupied group quarters, which include college dormitories, residential institutions and prisons. Of those residents in households, and as noted in Chart 2.12, 71.3 percent lived in homes they own, and the remaining 28.7 percent lived in rental housing. Households residing in owned homes are slightly larger than households in rental hous-

Table 2.15
New Population in Households
 (same distribution by type as Census 2000)

	NEW RESIDENTS	AVG. HOUSEHOLD SIZE	NO. OF NEW HOUSEHOLDS
Owner-occupied (71.3%)	1,734	2.42	700
Rental (28.7%)	698	2.26	309
Total New Residents/Households	2,432	----	1,009

Source: McLean County Regional Planning Commission

ing, with average household sizes of 2.42 persons and 2.26 persons respectively.

Types of housing also differ between households living in homes they owned, as opposed to homes they rented. More than ninety percent of owner-occupied homes in Logan County were lower-density housing, such as single-family houses or attached structures comprised of one or two units, such as townhouses or duplexes. Only sixty-five percent of occupied rental housing units fell into the low-density category, with the remainder housed in multi-unit structures of three units or more, or in mobile homes, which housed nearly ten percent of the County's population in 2000.

In order to estimate the amount of land required to house new County residents, the new population has been allocated as indicated in Table 2.14.

The population living in group quarters is estimated to grow at the same rate as over-

all population increase, approximately nine percent over the period of the Plan. This segment of new residents includes any increase in enrollment at the colleges, and increases in population in institutional settings.

With respect to the new residents living in households, Table 2.15 illustrates the extrapolation of the number of new households derived from the population increase, based on average household size. The analysis indicates that the new residents are likely to require slightly over 1,000 new households across the County.

As noted in Chart 2.13 and Table 2.12, the majority of residents in the County live in lower-density housing. Although more prevalent in rental housing, both categories of occupancy include higher density housing types. Distribution of housing density is a key element in calculating the quantity of land needed for new housing development, and in formulating land use plans for the communities in

Table 2.16
Distribution of Housing Unit Type and Land Acreage Required

Owner-occupied	% in type	# households	units per acre	total acres
Low to medium density	93%	652	3-5	130-217
High density	7%	48	8	6
Total		700		136-223

Rental	% in type	# households	units per acre	total acres
Low to medium density	65%	201	3-5	40-67
High density	35%	108	8	14
Total		309		54-81

Total acreage required county-wide: 190-304

Source: McLean County Regional Planning Commission

which the development will take place. Table 2.16 illustrates the allocation of households by housing type, and the expected acreage demands based on general standards of residential density.

Varying levels of density in the low-to-medium category produce a range of acreage required to accommodate population growth. Using the lower density standard, 284 acres of land will be needed County-wide to accommodate new low-to-medium density housing demand, and 20 acres will be required for high density development. Based on the population projections, half of the land required is expected to be located in and around the City of Lincoln.

LAND USE

This section describes the existing use of land in Logan County, particularly in the developed areas in and surrounding the municipalities. Land use includes areas developed for use by residents, open space, including that used for agriculture and recreation, institutional and governmental uses, commerce and industry. Information in this section is derived from direct surveys, plans, maps and data from geographic information systems.

Existing Land Use

Built-up Areas

The City of Lincoln is the largest municipality in Logan County, and is the county seat. With a population greater than 15,000, Lincoln is home to nearly half of Logan County's residents. In addition to residential areas, the city is occupied by government facilities, educational institutions and commercial and industrial land uses.

Other municipalities include Atlanta, Mt. Pulaski, Elkhart, Latham, Hartsburg, Emden, Middletown, Broadwell and New Holland. A portion of the community of San Jose is also located in the county, with the

remainder located in Tazewell County (see Map 1.1). Within these municipalities, the primary land use by area is residential. Public facilities, such as elementary and high schools, government offices and parks are also well represented. Private institutions such as colleges and churches are also in evidence, particularly in the City of Lincoln. Commercial and industrial uses are also found, although as with institutional uses, they are more predominate in Lincoln than in smaller communities.

As noted in the discussion of the County's physical features, above, Logan County is extensively farmed, with much of the land area outside of municipalities being dedicated to agricultural production.

Open Space

Open space areas include public and semi-public uses, flood plains and tree cover, lakes and agricultural uses.

Public and Semi-Public. There are substantial open space resources in the vicinity of Lincoln, including the 2,000-acre Kickapoo Creek Park, located north and west of the city, and the 974-acre Edward R. Madigan State Fish and Wildlife Area (formerly Railsplitter State Park), located south of Lincoln. Both facilities offer access to waterways and wooded areas.

Parks are found in some municipalities, serving smaller communities and neighborhoods. These include city parks in Lincoln and Mt. Pulaski.

Flood Plains and Tree Cover. Open space areas adjoin much of the County's 146 miles of streams and creeks. Areas of tree stands are concentrated along major creek systems, tributaries and associated flood plains. Kickapoo Creek Park, to the west and north of Lincoln, comprises a substantial area of tree cover, and additional concentrations of trees are found along the Salt Creek in the southwestern portion of the County. Additional wooded areas are located on hills

**Table 2.17
Principal U.S. and Illinois State Roadways**

Route No.	Location
U.S. Route 136	Runs east to west along the northern edge of the County
Illinois Route 10	Runs east to west along the center of the County, connecting Decatur to Lincoln, and westward to New Holland
Illinois Route 121	Connects Lincoln northwest to Hartsburg, and southeast to Mt. Pulaski, Latham and into Macon County
Illinois Route 54	Connects from Dewitt County on the east southwest through Chestnut, Mt. Pulaski and Cornland, and into Sangamon County

and ridgelines not suitable for cultivation (see Map 2.1).

Lakes. Several man-made lakes supplement the water resources provided by creeks and streams in Logan County. The largest lake complex is Lincoln Lakes, located south of Lincoln, and developed in the course of gravel quarrying. Northeast of Mt. Pulaski is Pine Lake, located near the course of Salt Creek. Other lakes include Allison Lake, northwest of Lincoln, and Hickory Lake, northwest of Atlanta. Certain lakes provide some recreational opportunities, including swimming, boating and fishing.

Agricultural. Much of Logan County is highly productive agricultural land, with few areas beyond population centers and stream courses not suitable for cultivation. Dominant crops include corn, soybeans and oats. Some livestock operations are also conducted.

Service Centers

The City of Lincoln is the County's dominant location for governmental, educational and institutional uses, and commercial activity. Centrally located in the County, and home to a significant percentage of the population, Lincoln benefits from easy access to the entire County provided by Interstates 55 and 155, and the network of State and County highways.

Additional details of the community services and other amenities offered in the target planning communities is found in the indi-

vidual target plans for Lincoln, Atlanta, Mt. Pulaski and Elkhart (see Map 1.1).

Future Land Use Requirements

Physical Features

The topography of Logan County offers no serious barriers to satisfying increasing demands for land to be converted to urban uses, including new housing developments and commercial centers. The primary limitation imposed by the landscape lies with policy initiatives for farmland preservation, as noted in Chapter 3.

Population and Economic Base

With the expectation of growing population in the County over the next twenty years, additional demand for land development can be expected. Such development must be supported by an active and growing base of economic activity sufficient to provide employment and commercial opportunities to existing residents, and to entice new residents to settle in the County and its communities. For communities such as Lincoln, Mount Pulaski and Atlanta, downtown revitalization programs supported by state grants and other resources may offer a mechanism to create economic sustainability and attract additional population.

As noted in Table 2.15, the demand for new housing expected from the increase in

population is expected to require approximately three hundred acres of land for residential development, which is greater than has been in evidence in recent years. With most of the population growth expected to be concentrated in the target municipalities discussed in Chapter 5, it is essential that these communities carefully define areas appropriate for new housing development in their land use plans, and implement those designations as new developments are proposed. The anticipated population growth and aggressive policies for economic development will also require fairly significant amounts of land for businesses and support services.

TRANSPORTATION SYSTEM

Transportation systems and connections provide for the flow of people and goods to and from homes, schools, places of employment and recreation and other amenities. A safe and efficient transportation system is an essential area of planning and investment.

Existing System

This section describes the transportation options and access available in Logan County today, for travel within the County and throughout the surrounding region.

Interstate Highways

Interstate 55, the principal highway connection between Chicago and St. Louis, bisects Logan County from Atlanta in the northeast to Elkhart on the southwest. The interstate provides easy road access to Atlanta, Lawndale, Lincoln, Broadwell and Elkhart. As Lincoln Parkway, Business 55 connects to major streets in the city of Lincoln, and provides access to the commercial and governmental core of the city.

Interstate 155 connects Lincoln north through Tazewell County to Morton and the

Peoria metropolitan area. Interchanges near Hartsburg and Emden facilitate access to the interstate system for residents in the northern and northwestern sections of the County, not only to the Peoria area to the north, but also to I55 and destinations to the south, including Springfield and St. Louis.

U.S. Route 66

Throughout much of Logan County, Interstate 55 is closely aligned with U.S. Route 66, which traverses the County along a parallel diagonal path. Route 66 is a significant element in the County's transportation history, as part of the vital link between Chicago and the West Coast that preceded the interstate highway system. Route 66 is also a focus of tourism, with enthusiasts from around the world seeking out the old roadway by car and bicycle.

Other U.S. and State Routes

Other principal U.S. and State of Illinois roadways are summarized in Table 2.17.

Municipal Arterials and Collectors

Lincoln's street system generally reflects the traditional grid pattern of urban development, but with two patterns of grid orientation rather than the usual one. The western section of the city, bounded by Lincoln Parkway on the north and west, and Union Street on the east, follows the regular compass points, and connects westward along Woodlawn Road (Rt. 121) and 5th Street. The eastern section of the city is oriented on a diagonal line defined by the railroad and U.S. Route 66, and the regularly spaced street grid is thus at a 45-degree angle to Union Street on the west, and Lincoln Parkway on the north.

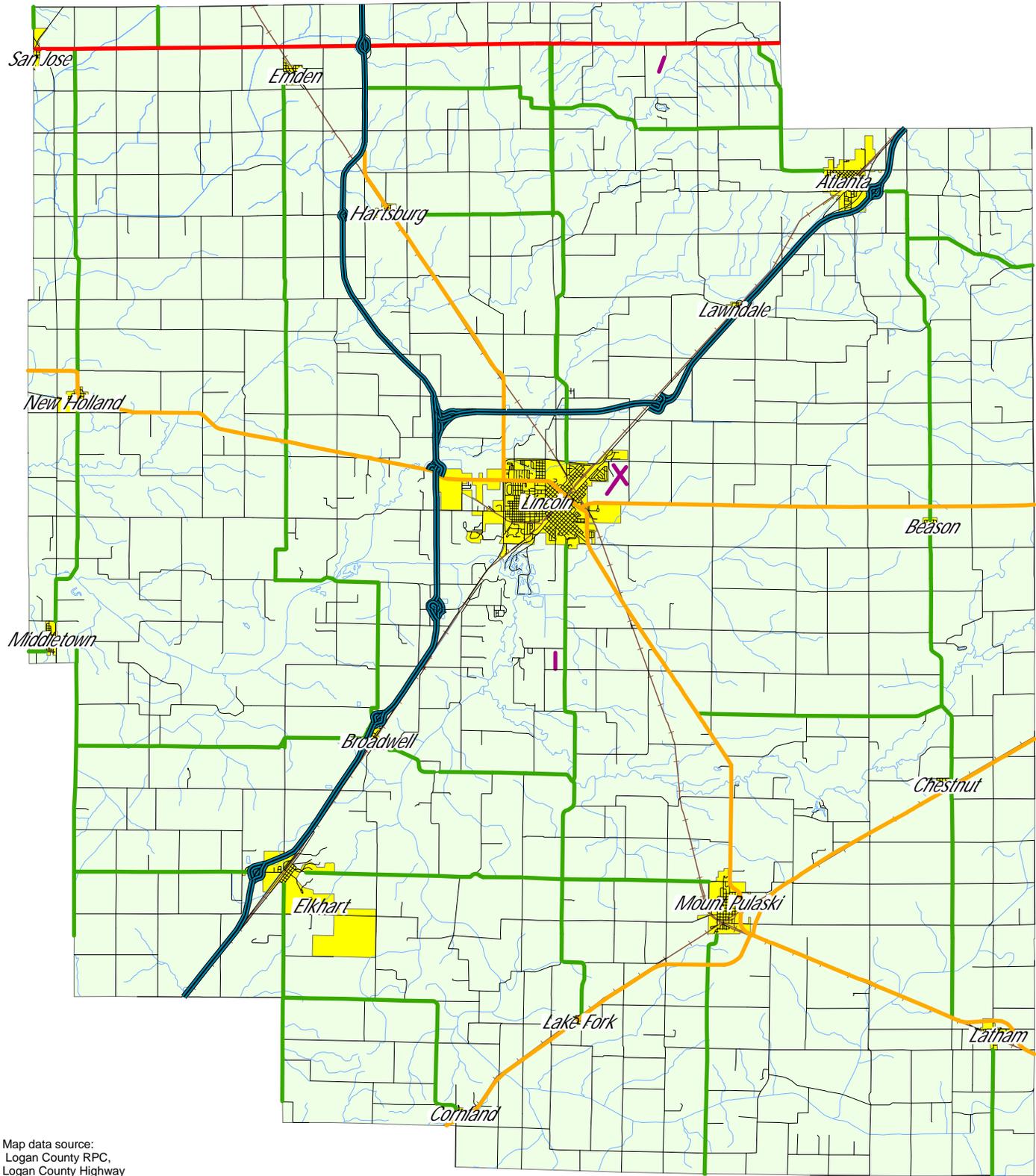
Access into the city is provided by Lincoln Parkway (Business 55) on the north and west, Illinois Rt. 10 across the urban area

Legend

- Interstate Highway
- U.S. Routes
- State Routes
- County Highways
- Other Roads and Streets
- Railroads
- County Airport
- ~ Rivers and Streams
- + Cities and Towns
- Logan County



Map 2.3 Existing Transportation System Logan County Comprehensive Plan



Map data source:
Logan County RPC,
Logan County Highway
Department

to I-55 interchange 126 on the west, and southeast towards Mt. Pulaski. Through the core of the city, Rt. 10 carries average daily traffic of between 9,000 and 14,500 vehicles per day. Other streets in the city center carry average daily traffic of 500 to 4,500 vehicles. Along the north and west edge, Lincoln Parkway carries between 4,500 and 8,000 vehicles daily, including traffic utilizing interstate interchanges at the northeastern and southwestern corners of the urban area. Fifth Street, Logan Street and Kickapoo Street serve between 6,000 and 9,500 vehicles daily on trips through the center of the city. Rt. 10 to the east and Rt. 121 to the southeast carry 2,000 to 4,000 vehicles daily, respectively. Multiple access points to Interstates 55 and 155, which carry between 10,000 and 25,000 vehicles per day in the Lincoln area, help mitigate congestion from traffic entering and leaving the city via the interstate system.

Atlanta is connected to Interstate 55 at interchange 140, at County Highway 25. Within the town, CH 25 becomes South and Vine Streets, which carry between 1,000 and 2,300 vehicles per day. Old Route 66 and 1st Street are also major thoroughfares, with between 600 and 1,700 vehicles per day.

Much of Atlanta's street system is a diagonal grid which follows the orientation of the railroad, northeast to southwest. Portions of the town to the west and southeast employ a north-south oriented grid. North and South Streets provide access to areas west of the city limits.

Elkhart's most intensive traffic is found along Old Route 66, locally identified as Frontage Road, and County Highway 10, also known as Kennedy Street. The latter provides access to I55 at interchange 115. Maximum local street use is approximately 150 vehicles per day. Elkhart's small grid system of streets is aligned northeast to southwest, following the path of the railroad and Rt. 66.

Mt. Pulaski is accessed primarily via state routes 121, which connects Lincoln and Decatur, and 54, which connects Clinton and Springfield. The town has a north-south oriented street grid, with the heaviest traffic

found on Topper Drive (Rt. 121) and Spring Street. Traffic volume on major streets averages between 500 and 3,500 vehicles per day.

County Road Network

The County maintains a network of highways providing access to population concentrations, and to the extensive network of township roads. The County Highway and township rural road system is illustrated on Map 2.3.

Bike Trails

Logan County is part of the statewide initiative to develop a continuous bike trail along U.S. Route 66. The extensive system of streams and creeks provide additional opportunities for bicycle and pedestrian trails.

Rail Service

Rail lines crisscross the County, providing access to rail service for passengers and commercial and industrial users. Rail service is an integral link in the County's overall transportation network, and an important resource for limiting highway congestion and reducing the impact of unpredictable fuel costs for other means of travel and shipment of goods.

Freight service for Logan County commercial and industrial users is available along two principal rail corridors. Service for specific locations is provided through dedicated spurs and loading yards.

Amtrak service in Lincoln connects rail passengers to locations throughout Illinois, and to major transportation hubs in Chicago and St. Louis. The introduction of high-speed passenger rail will permit easier commuting to and from Lincoln and the surrounding areas, offering expanded alternatives for residents in employment and recreation.

Air Service

The county is also served by the Logan County Airport located in Lincoln. Private passenger flights originate from this airport, but the facility can only accommodate smaller aircraft, and does not provide commercial passenger air service.

Larger commercial carriers and transports operate out of airports located in Bloomington-Normal, Springfield, Decatur, Champaign-Urbana and Peoria. All these airports are within a one hour drive of the county.

Future Transportation Demands

Land Use and Transportation

Increasing population combined with increasing automobile usage will increase the importance of providing reliable and efficient transportation systems to support future growth. Expansion of the transportation system must balance the access needs of newly developed areas with prudent investment decisions. The benefits of compact neighborhood design, and the placement of residential neighborhoods in easy proximity to commercial districts and employment concentration, will help control the cost of expanding transportation and other infrastructure needed to serve new development. Specific enhancements to the transportation system are addressed later in this report.

Goal, Objectives and Policies

3 CHAPTER

GOAL, OBJECTIVES AND POLICIES

This chapter outlines the community development goals, objectives and policies that were formulated in cooperation with the Regional Planning Commission. Goals, objectives and policies establish the framework of the comprehensive plan by providing a means to evaluate existing conditions and to shape future plans, as well as providing guidelines for the review of future development proposals.

Goals are generalized statements of what are considered to be ideal conditions relative to a particular community issue. Objectives are more specific and provide the means to measure progress in achieving stated goals and the overall vision reflected in the comprehensive plan. Policies are generalized statements of position that provide direction for actions in support of goals and objectives.

The goal, objectives and policies are presented on the following pages for the identified community issues, beginning with community and environment.

LONG RANGE GOAL

A healthful and aesthetically pleasing environment that meets the physical, social and economic needs of all segments of the population

COMMUNITY AND ENVIRONMENT

Objective

Environmentally sound communities and region with clean air and water and abundant open space and natural areas to provide or preserve scenic beauty, passive recreation,



Logan County Courthouse

wildlife habitat, and high quality farmland

Policies

- Require compact and contiguous development
- Develop a County-wide zoning standard for consideration and adoption by the County and municipalities, to promote consistent development standards and equitably distributed development
- Restrict development in rural areas, flood plains and areas of steep slopes through zoning or other appropriate controls, applied consistently throughout Logan County
- Limit tree cutting and require tree replacement and additional plantings through appropriate regulatory controls; regulations should recognize exceptions where warranted for areas in agricultural production
- Consider adopting a greenways policy, and policies supplemental to federal tree replacement and planting programs

Objective

Preservation and restoration of historic resources, including the County's agricultural heritage, local historic sites and connections to Abraham Lincoln and Route 66

Policies

- Encourage and support projects, programs and events that promote the agricultural, Abraham Lincoln and Route 66 themes in Logan County
- Seek grants to fund a historic preservation plan
- Prioritize public infrastructure investments, including any available tax increment financing (TIF) funds, for older neighborhoods that contain historic resources

- Ensure new uses complement the character of surrounding areas
- Encourage preservation, restoration and maintenance of buildings that have historical or architectural significance, where appropriate and structurally feasible, and subject to historic preservation plans and programs

Objective

Safe and attractive existing neighborhoods that retain their distinctive identities and character

Policies

- Support neighborhood associations and programs
- Encourage renovation rather than reconstruction of existing structures, whenever possible
- Support infrastructure maintenance and investment in existing single-family neighborhoods
- Identify and maintain the unique visual features that give character to existing neighborhoods

GROWTH AND DEVELOPMENT

Objective

Development and use of vacant, underdeveloped and redevelopable land for which urban services are available

Policies

- Identify and remove barriers that discourage infill development and redevelopment
- Target planning and development resources, including possible TIF program funds, to existing developed areas, and especially areas in need of rehabilitation or redevelopment
- Coordinate with regional economic devel-

opment organizations to identify problem areas and implement actions, including business retention and recruitment in existing developed areas

- Consider the use of public financial participation for infill, rehabilitation and redevelopment projects.

Objective

Attractive and vibrant downtowns that serve as the focal points of the communities and provide abundant opportunities for social, cultural and economic interactions

Policies

- Encourage within the downtowns a combination of mixed and multiple uses which include government and public services, cultural attractions, commerce, professional services, and residences
- Encourage within the downtowns a variety of relatively high density housing located above retail and offices as well as free standing apartments, townhouses and condominiums
- Preserve and enhance public spaces as feasible with landscaping, public art and pedestrian amenities that provide opportunities for social interaction and complement the variety of land uses
- Prioritize public infrastructure investments and target planning resources, including TIF funds, for the downtowns and surrounding neighborhoods as appropriate
- Support business retention and recruitment for downtown locations
- Provide short and long term parking that supports local businesses

Objective

A healthy economy that provides varied employment opportunities, expanded retail and a broad local tax base

Policies

- Support quality of life amenities that result in communities that are attractive to people and therefore attractive to businesses
- Designate land at appropriate locations relative to housing and transportation facilities for various types of commercial and industrial development
- Provide necessary infrastructure to support desirable economic development projects

Objective

A sustained rate of growth that will support continued economic growth and an expanding range of amenities for all income levels and age groups

Policy

- Promote high standards of urban design and amenities to enhance Logan County as an attractive place to live, rear a family and retire.
- Identify and promote the development of community amenities which best serve the needs and interests of current and future residents.

Objective

A wide variety of high-quality, well-designed housing in both older neighborhoods and newly developing areas to meet the needs of all income levels and age groups

Policies

- Promote high standards of urban design and amenities to enhance Logan County as an attractive place to live, rear a family and retire
- Encourage the provision of affordable, safe and attractive owner and rental hous-

ing broadly dispersed throughout the communities

- Support the improvement or replacement of substandard housing through rehabilitation or redevelopment
- Encourage design consistency and compatibility in the redevelopment and infill of older neighborhoods
- Encourage a wider range of housing and neighborhood design options available to consumers, including more traditional design options

Objective

Land use patterns and intensities that make efficient use of land and resources and enrich the local quality of life

Policies

- Provide abundant open space and greenway corridors and linkages to meet ecological and recreational needs in developing areas
- Promote development that is contiguous to existing communities and of sufficient size and intensity to accommodate projected population, economic growth and supporting services
- Promote development that is compatible with and complementary to adjacent land uses
- Encourage balanced development that includes a mix of residential, commercial, industrial, public and recreational uses allocated to form neighborhoods and regional service centers
- Encourage land use patterns and intensities that promote bicycle and pedestrian accessibility
- Establish consistent zoning classifications among local jurisdictions in accordance with the land use plan and provide adequate funding for zoning and code enforcement, which could include considering the use of administrative adjudica-

tion when ordinance violations occur.

- Encourage alternative development concepts such as traditional neighborhood development, clustering and conservation subdivisions

TRANSPORTATION AND PUBLIC SERVICES

Objective

A system of safe, reliable and efficient modes of transportation for the movement of people and goods to, from and within communities to support other elements of this comprehensive plan

Policies

- Improve and maintain existing streets and roads as necessary to improve transportation efficiency and maintain a desirable level of service on all streets and highways
- Encourage residential development in proximity to employment and service centers to reduce travel times, support bicycling and walking, and reduce potential traffic congestion
- Provide for the timely extension of streets to newly developing areas in accordance with local land use plans
- Consider the local context in the design of streets
- Incorporate bikeways in the design of the transportation system
- Ensure safe pedestrian circulation systems in all developed areas of the community

Objective

Cost effective and timely provision of community facilities and services to help ensure public safety and enhance the local quality of life

Policies

- Develop parks, greenways and recreation facilities to serve developing areas and provide greenway and trail linkages between parks, schools and activity centers within communities and throughout the County consistent with the Logan County Regional Greenways Plan
- Coordinate closely with school districts to determine future needs and develop any needed school sites in conjunction with parks and recreational facilities whenever possible
- Preserve the grouping of public buildings in downtowns to promote human interaction, accessibility, convenience and aesthetics
- Closely monitor the needs for additional fire protection facilities to serve developing areas, and provide facilities as needed
- Provide library volumes, services and facilities as needed to keep pace with population growth
- Provide reasonable levels of investment in the existing water and sewer systems in order to effectively meet current demands and efficiently extend services to developing areas in timely fashion
- For proposed developments, require submission of storm water management plans that consider the use of innovative as well as conventional methods for storm water management
- Coordinate with local power and telecommunications companies to ensure proper design and development of infrastructure to support the most advanced information technology systems

INTERAGENCY COOPERATION

Objective

Effective working relationships between and among local units of government and public and private agencies and institutions that provide a framework for achieving quality com-

munity and economic development and service delivery, and thus contributing to the local quality of life

Policies

- Promote active participation among the municipalities, Logan County, school districts, universities and other appropriate government agencies in planning programs for public safety and services, solid waste management, storm water management, greenways and trails, geographic information systems, economic development, and regional comprehensive planning
- Encourage close cooperation with area business, civic and neighborhood organizations in planning for community and economic development
- Under appropriate circumstances, consider forming agreements for sharing expenses and revenues from future regional economic development with other agencies.
- Consider reorganizing the Logan County Regional Planning Commission to provide for broader organizational and geographic representation

Land Use and Transportation Plan

CHAPTER 4

INTRODUCTION

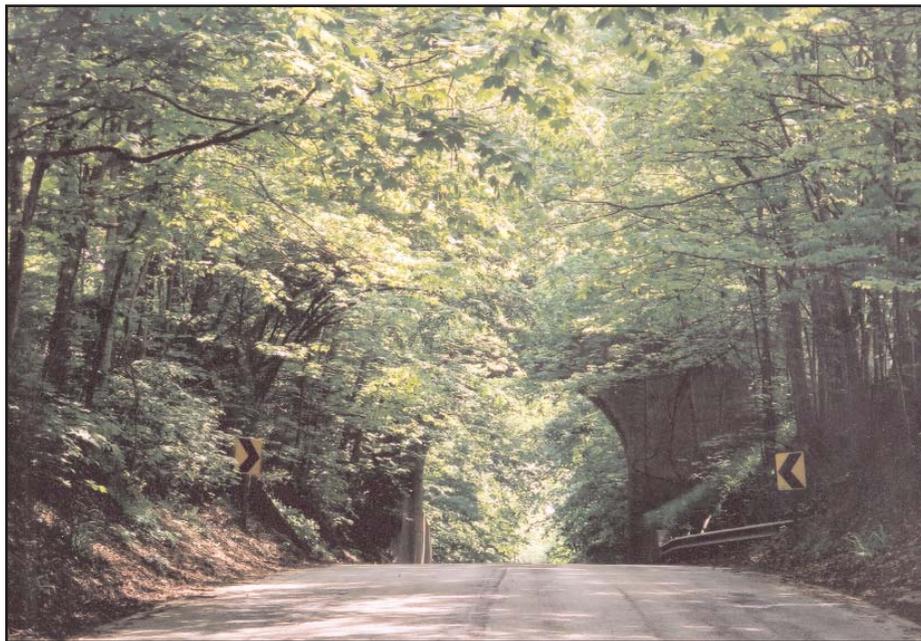
The County land use plan is a guide for future decisions regarding growth and development, based on the designation of areas suitable for specific land uses. The designation of land areas for a particular use is based on a variety of factors. These include intensity of land use, proximity to other uses, the preservation of resources and amenities, and the potential of given land areas in the context of the goals and objectives set forth in the Comprehensive Plan.

The distribution and intensity of land use are primary influences on the sustainability of growth, and central considerations in the allocation of future land uses. Land use planning endeavors to balance the social, economic and environmental needs of the community. Both the quantity and location of land developed for various uses have enormous impact

on the livability, economic soundness and environmental balance of the region.

Generally, higher intensity development characterized by compact residential and commercial area produces greater efficiency in public investment, as well as lessened impact on the environment. Maximizing tax revenue per developed acre, in conjunction with limiting infrastructure investments to a compact development area, generates greater returns from the investment of public funds.

However, some communities find the need to provide a broad range of land uses and intensities of use, to offer the broadest possible range of living and working environments for residents, create a countervailing stimulus favoring less intense development patterns. The land use plan seeks to identify the best possible accommodation between these viewpoints. By designating land for particular uses beyond the quantity for which demand is predicted, the plan also attempts to minimize the



John Parke Gillett Memorial Bridge

stimulation of land speculation.

Certain principles of sound land use practice, as reflected in the goal, objectives and policies presented in Chapter 3, form the core of future land use designation. The first is the preservation of irreplaceable natural resources, including prime agricultural land, water resources and other natural features. Additionally, in areas falling within the influence of municipal development demands, land use designation is crafted to provide for future development which is both compact and contiguous to existing developed areas.

LAND USE PLAN

The County-wide land use plan focuses on land use designations applicable to broad areas of the County. These include conservation and recreation areas, municipal growth areas, and agricultural areas. Major municipalities are illustrated with respect to anticipated general growth areas and planning jurisdiction. County-wide features are illustrated in Map 4.1, the land use plan. In Chapter 5, the plan addresses the land use and transportation requirements of the cities of Atlanta, Lincoln and Mt. Pulaski, and the Village of Elkhart.

Development Patterns

The overwhelming majority of Logan County's land is dedicated to agricultural use, with less than 2 percent of the land area used for urban development in municipalities. The City of Lincoln is the largest urban concentration in the County, followed by smaller communities such as Atlanta, Mt. Pulaski and Elkhart. Despite the projection of population increase outlined in Chapter 2, and the volume of land designated for commercial and industrial development described in Chapter 5, rural land uses will continue to dominate Logan County for the foreseeable future.

Conservation and Recreation Areas

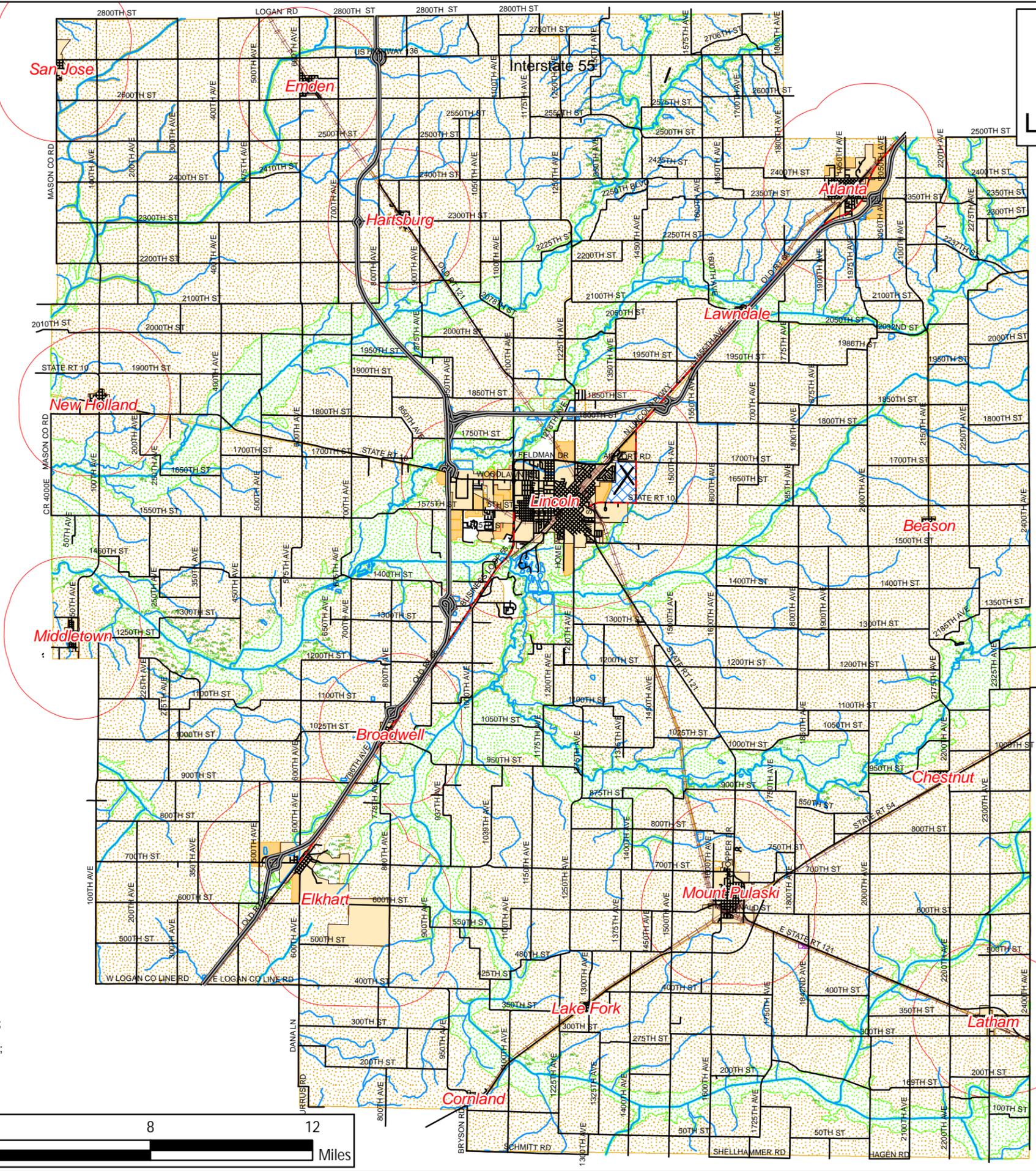
Conservation and recreation areas shown in the plan consist of parks and open space, which provide recreational amenities for County residents, and preserve important natural resources and wildlife habitat throughout the County. Open space may consist of undisturbed natural areas, forested areas, greenways and trail locations. The plan does not designate areas for new regional parks, but does illustrate the relationship between existing parks and other conservation and

**Table 4.1
Waterway/Floodplain Greenways**

Waterway	Description
Salt Creek	Flows across central Logan County, converging with Kickapoo Creek west of Lincoln, and with Deer Creek and Lake Fork south of Lincoln. Salt Creek is the most extensive of the Logan County waterways.
Kickapoo Creek	Flows southwest from DeWitt County, skirting Lawndale and turning further south through Kickapoo Creek County Park and towards northwest Lincoln, where it joins Salt Creek.
Sugar Creek	Flows across the northwestern third of Logan County, from McLean County north of Atlanta to Mason County between New Holland and Middletown.
Deer Creek	Flows southwest from DeWitt County towards Lincoln, where it converges with Salt Creek in the Lincoln Lakes area.
Lake Fork	Flows through southeastern Logan County, south of Latham and Mt. Pulaski, eventually converging with Salt Creek south of Lincoln .
Prairie Creek	Flows through Prairie Creek Township in the northwest corner of Logan County.
Clear Creek	A tributary of Kickapoo Creek, flows across Atlanta Township east of Atlanta.

Source: McLean County Regional Planning Commission

Map 4.1
 County Land Use Plan
 Logan County Comprehensive Plan



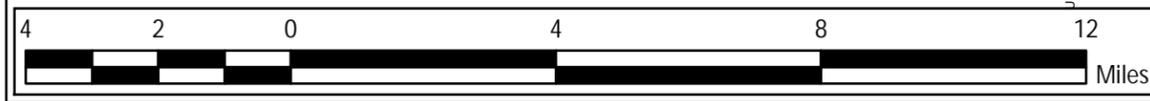
Legend

- Cities and Towns
- Municipal Growth Areas
- Municipal Planning Jurisdiction
- Interstate Highway
- Old Route 66
- Streets and Roads
- Railroads
- Rivers and Streams
- 300' Stream Buffer
- Greenway Area
- Wooded Areas

Land Use

- Agriculture
- Airport
- Government/Institutional
- Industrial
- Mining

Sources: street and road data from Logan County Highway Department; hydrology from U.S. Geological Survey and aerial photography provided by Logan County Regional Planning Commission; jurisdictional boundaries from City of Lincoln, City of Atlanta, City of Mt. Pulaski, Village of Elkhart and Logan County; land use data based on aerial photography provided by Logan County Regional Planning Commission.



recreation resources. Areas designated as conservation and recreation are illustrated on Map 4.1

Parks

Logan County offers the resources of two major regional parks, both located near the city of Lincoln. The 974-acre Edward R. Madigan Fish and Wildlife Area, formerly known as Railsplitter State Park, is situated south of Lincoln, and provides a venue for fishing and boating, hiking and wildlife observation. The park is home to wide varieties of animal and plant life. Kickapoo Creek County Park, located just north of Lincoln, is a 2,000-acre nature preserve which offers a walking trail and picnic shelters, and habitat for various wildlife species. A smaller County park in the southeastern quadrant of the County, Chestnut-Beason Park, provides a fishing pond and picnic shelters, and is an open space enclave within an agricultural area.

Greenways

The plan includes the designation of greenways as essential connecting elements of the system of conservation and recreation areas. Generally, greenways are linear open spaces, which may follow river and stream courses, geological features such as ridgelines and ravines, and man-made features such as trails, and the right-of-way associated with roads and rail lines, where accessible for recreational use or wildlife migration. Greenways may also include connections between open space and recreational resources, such as conduits linking parks to trails or waterways.

The largest greenways designated in the plan follow the principal waterways crossing the County, and incorporate the flood hazard areas associated with streams and creeks. In some instances, these greenways also incorporate wooded areas adjoining and following stream courses. These are summarized in

Table 4.1.

In addition to areas along the principal waterways, greenways are also designated in a number of other areas. These include flood hazard areas along tributaries to the major creeks and streams. Although privately owned, the Lincoln Lakes area south of Lincoln is an important greenways nexus as well. Much of the forested area in the County is also encompassed within the identified greenways. Generally, the County is not heavily forested, and wooded areas often are associated with the network of waterways. Additional details of the greenway network and trail system are available in the Logan County Regional Greenways Plan.

Trails

Bicycle and hiking trails are also an important category of greenway resource, and are an emerging recreation and open space amenity in Logan County. Trail development opportunities range from institutional and municipal trail networks to large-scale trail systems such as the planned statewide trail utilizing Route 66. Trail networks will be addressed in greater detail in the County transportation plan, Map 4.2.

Municipal Growth Areas

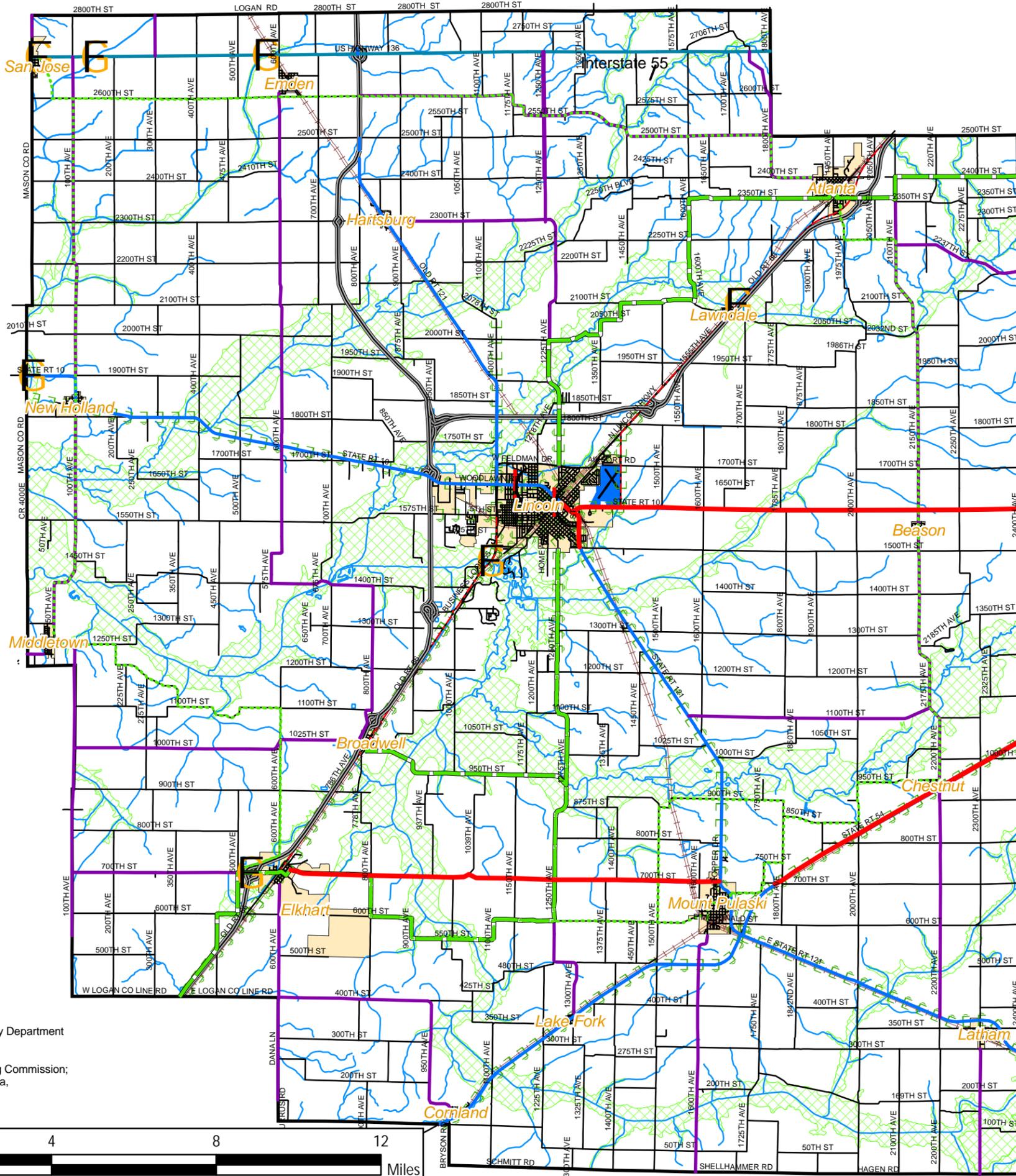
Urban development occupies a very small but increasing percentage of the land area in Logan County. The land use plan (Map 4.1) illustrates the anticipated growth of the urban and municipal areas during the period of the plan. Growth areas are shown as colored land areas both within and beyond existing corporate boundaries. The one and one-half mile extraterritorial planning jurisdictions of the County's municipalities are also shown.

**Table 4.2
State of Illinois Road Improvement Projects FY 2007-2012**

Facility	Location	Project type/phase	Program year	Projected cost
I-55	Salt Creek, .3 mile southwest of Lincoln	Bridge replacement, including land acquisition and utility adjustment	2008-2012	\$7,300,000
I-55	Salt Creek, .3 mile southwest of Lincoln	Phase 1 engineering	2007	\$1,700,000
U.S. 136	Rail crossing .2 mile east of San Jose	Bridge replacement	2008-2012	\$900,000
U.S. 136	Prairie Creek, 1.6 mile east of San Jose	Bridge replacement	2008-2012	\$800,000
U.S. 136	Prairie Creek, 1.65 mile west of I-155	Bridge replacement	2008-2012	\$1,100,000
Illinois Rt. 10	Prairie Creek, .1 mile east of Mason County line	Bridge replacement	2008-2012	\$1,200,000
Illinois Rt. 10	College St., Lincoln	Traffic signal modernization	2008-2012	\$85,000
Illinois Rt. 10	I-155 BUSN, Kickapoo St. to Pulaski St. Lincoln	Resurfacing	2008-2012	\$500,000
Illinois Rt. 10	At Illinois Rt. 121 (Keokuk St.), Lincoln	Intersection improvement	2008-2012	\$90,000
Illinois Rt. 10	At Illinois Rt. 121 (Keokuk St.), Lincoln	Land acquisition	2008-2012	\$25,000
Illinois Rt. 10	At Illinois Rt. 121 (Keokuk St.), Lincoln	Utility adjustment	2008-2012	\$10,000
Illinois Rt. 10	Keokuk St, Lincoln to DeWitt County line	Resurfacing of 10.93 miles	2008-2012	\$3,000,000
Illinois Rt. 54	DeWitt County line to 1.5 mile northeast of Illinois Rt. 121	Resurfacing of 6.89 miles	2008-2012	\$1,700,000
Frontage Road, I-55 west (FAS 1773)	Kickapoo Creek, .3 mile northeast of Lawndale	Bridge replacement	2008-2012	\$1,700,000
Kennedy Road, (FAS 566)	Drainage ditch, Elkhart	Culvert replacement	2008-2012	\$450,000
Primm Rd., (FAS 561)	At Deer Creek, 1.5 mile south of Lincoln	Phase 1 Engineering	2007	\$40,000
County Highway 10 (FAS 566)	Elkhart to Mt. Pulaski	Widening and resurfacing of 9.57 miles	2008-2012	\$1,500,000
County Highway 10 (FAS 566)	Elkhart to Mt. Pulaski	Widening and resurfacing of 5.01 miles	2008-2012	\$1,500,000

Source: McLean County Regional Planning Commission

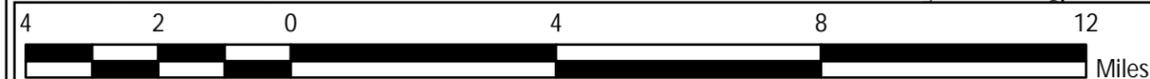
Map 4.2
 County Transportation Plan
 Logan County Comprehensive Plan



Legend

- Bridge Replacement
- Road Improvements
- Intersection Improvements
- Route 66 Trail Location
- Logan County Loop Trail
- Road-based greenway connectors
- Interstate Highway
- U.S. Routes
- State Routes
- County Highways
- Old Route 66
- Streets and Roads
- Railroads
- airport
- Airport
- Greenway Area
- Rivers and Streams
- Cities and Towns
- County Boundary

Sources: street and road data from Logan County Highway Department and Illinois Department of Transportation; hydrology from U.S. Geological Survey and aerial photography provided by Logan County Regional Planning Commission; jurisdictional boundaries from City of Lincoln, City of Atlanta, City of Mt. Pulaski, Village of Elkhart and Logan County; land use data based on aerial photography provided by Logan County Regional Planning Commission.



Agricultural Areas

As noted above, most of the land area of Logan County is and will continue to be used for active agricultural production. The County is situated amidst some of the most productive and valuable agricultural land in the nation, and the protection of this vital resource is a core principle of the Comprehensive Plan. Areas designated for future agricultural use are shown on Map 4.1.

The primary threat to agricultural land lies in aggressive development at the edge of urban areas, particularly when principles of compact development are not employed. Generally, areas most at risk are those undeveloped agricultural lands located within municipal planning jurisdiction. Rural subdivisions, often designed with large lot sizes to accommodate septic systems, may also present challenges in preserving farm ground. In these instances, the careful application of County zoning may serve to encourage wise and sustainable development at the urban boundary, and in desirable rural locations. Cooperation between municipal and County agencies is vital in managing development in these locations.

TRANSPORTATION PLAN

Transportation facilities and the land uses often associated with them are integral to the function of all communities. The degree to which choices of transportation modes are available to residents may have a profound effect on the quality of life locally and regionally. Primary transportation facilities and major proposed projects are illustrated on Map 4.2, the transportation plan. Transportation improvements, including road enhancements, proposed trails and other features in the communities of Lincoln, Atlanta, Mt. Pulaski and Elkhart are discussed and illustrated in Chapter 5.

Highway System

As noted in Chapter 2, Logan County has a balanced road network consisting of interstate, state and County highways, rural roads and local streets within municipalities. The regional system is anchored by Interstate 55, which travels from the northeastern to the southwestern corners of the County, and provides direct access to the state's two largest metropolitan areas, Chicago and suburbs, and the Illinois suburbs of St. Louis. Interstate 55 also connects County residents to urban centers closer to home, including Springfield and Bloomington-Normal. Access to the Peoria metropolitan area is available through Interstate 155, which travels north from Lincoln into Tazewell County. The interstates are easily accessible from Atlanta, Lincoln, Broadwell, Elkhart, Emden and Hartsburg.

Land use decisions for areas adjacent to the interstate highway interchanges surrounding Lincoln may have a significant impact on future development prospects for the City and County. The interchange at Woodlawn Road in northwest Lincoln is already the focus of new commercial and industrial development, and the development potential of this area is reflected in the land use plan for Lincoln, as outlined in Chapter 5.

The Interstate 55 interchanges located northeast and southwest of Lincoln present a more complex land use challenge. Both interchanges lie partially or completely outside the City's current planning jurisdiction, and thus should be the focus of additional joint consideration by the City and the County. The southwest interchange, located well beyond Lincoln's anticipated municipal growth area, and situated near the Madigan Fish and Wildlife Reserve, is unlikely to be a target for extensive development in the near term. Further consideration of the southwest interchange may be required during the next iteration of the formal comprehensive plan process, in three to five years.

The northeast interchange is of more immediate concern, due to closer proximity to

existing development, and the potential for future development in the short term. Because the interchange itself, and by definition the surrounding land, sits almost directly on the boundary of Lincoln's planning jurisdiction, more targeted planning should be undertaken cooperatively by the City and the County. Factors to be considered in this process include the current County zoning in the area, the impact of future development on the growth areas defined in the City land use plan, and elements of the transportation plan which may influence access to the potential development areas surrounding the interchange. Possible infrastructure changes with respect to the Logan County Airport, such as road realignments and runway extensions, should also be considered.

State routes travel east-to-west and diagonally across the County, and provide access to communities not adjacent to the interstate system, including New Holland and Mt. Pulaski. County highways and township roads complete the system of roads throughout the County.

Railroads

Rail lines also connect Logan County to the region and the nation, providing passenger service via Amtrak in Lincoln, using the Union Pacific Rail line adjacent to Interstate 55, and freight service to points along the Union Pacific line as well as via Canadian National/Illinois Central rail lines serving the northwest and southeast sections of the County. The plan supports the implementation of high-speed passenger rail service via Amtrak, which may provide alternative commuting options both to residents of the greater Lincoln area, and to persons from outside the County wishing to travel to Lincoln and Logan County.

Air Transportation

Private air traffic is served by the

Logan County Airport located immediately northeast of Lincoln. Options for the future of the airport have been studied, and the study report received by the County in December 2005 includes recommendations for extension of the existing paved runway, and paving and extension of the existing turf runway. Improvements to the airport would also include upgrading of facilities to provide increased general aviation capacity, with specific provisions for servicing of private jet aircraft. Improvements in the airport infrastructure would also increase potential air freight capacity. The contemplated improvements would require adjustments to certain County roads. The plan supports ongoing review and assessment of the recommendations set forth in the airport improvement study.

State of Illinois 5-Year Road Improvement Program

On an ongoing basis, the Illinois Department of Transportation issues a five-year program of planned improvements on state-controlled routes. Currently programmed projects in Logan County included in the FY 2007 - 2012 state highway improvement program are illustrated on the transportation plan map, Map 4.2, and listed in Table 4.2.

Rural Roads

Rural roads are a vital link in the regional transportation chain, providing access for smaller communities and other rural residents. The plan does not identify specific project proposals or locations, but supports the ongoing maintenance and improvement of rural roads as part of the overall transportation program.

Bikeways

As noted above in the discussion of greenways, bicycle and pedestrian trails are an

important element in the land use plan, but they are also part of the transportation network. Proposed trail networks and connections are illustrated on Map 4.2, and described below.

The proposed interim plan for the Route 66 trail section in Logan County follows rural roads in close proximity to the original Route 66, and provides bike trail connections between the communities of Atlanta, Lawndale, Lincoln, Broadwell and Elkhart. The trail is expected to connect into a statewide Route 66 trail network. In the longer term, the Route 66 Bikeway is expected to coalesce both on-road and off-road trail elements, including the utilization of the original sections of Route 66 itself, reinforcing the connection to the planned statewide trail system.

A proposed County bike trail loop would follow County highways and rural roads, and would provide extensive recreational opportunity for cyclists. The trail would connect most of the communities in Logan County, and connect into the Route 66 trail network to provide regional trail access.

Community Land Use and Transportation Plans

5 CHAPTER

INTRODUCTION

Chapter 4 provides a broad overview of the dominant land uses and transportation issues in Logan County, with particular emphasis on rural portions of the County. This chapter offers a more detailed forecast of anticipated land use and transportation enhancements in the cities of Lincoln, Atlanta, Mt. Pulaski and the Village of Elkhart.

Land Use Types

Land use categories of particular relevance to urban areas include residential, commercial and industrial uses, as well as institutional and governmental use and conservation and open space. New land use designations for the target communities focus on residential, commercial and industrial uses.

Residential

Residential areas should provide a sufficient variety of housing types to serve all residents of the community. This usually requires that residential areas be developed to accommodate a range of densities. Low density areas, generally containing from three to five dwelling units per acre, will normally comprise the greatest portion of residential land. These areas consist primarily of single family units, but may include a limited number of duplexes, apartments, or cluster developments. Medium density residential areas generally contain an average of six to fourteen dwelling units per acre and may exhibit a wide variety of housing types including duplexes, townhouses, condominiums, apartments, and single family units. Medium density areas may be accommodated through specific design projects such as planned unit or



Downtown Atlanta

traditional neighborhood developments (TND).

High density areas generally contain an average of over fourteen dwelling units per acre and consist primarily of apartment complexes and similar multiple family units. Residential areas should be conducive to a safe and pedestrian-friendly living environment. They should be screened from incompatible uses such as major commercial areas, industrial areas, and similar uses which could adversely affect the living environment. Areas of high and medium density, because of their greater traffic volumes, will be restricted to locations easily accessible to activity centers, shopping areas, and employment centers, to serve as a buffer between these uses and surrounding areas of lower density residences. This usually requires that higher density areas be located near a major street or highway, or near the center of a town.

Areas designated for residential use may also be viewed as locations for new neighborhoods. Based on the projections of population growth and resulting housing demand discussed in Chapter 2, approximately 300 acres of land is expected to be required for new residential neighborhood development during the term of the plan. It is further expected that Lincoln will continue as the place of residence for half of the County's total population. Consequently, one-half of the 300 acre land requirement has been allocated to growth areas in Lincoln. Land designated for higher density housing, expected to require approximately 20 acres County-wide during the term of the plan, has also been concentrated in Lincoln, viewed as the community best able to sustain a broad range of housing types and densities. The remaining lower density residential development area has been distributed among the remaining target communities of Atlanta, Elkhart and Mt. Pulaski. In some instances, land designated for residential development is already within corporate boundaries, and expected to undergo development in the near term. Areas outside current corporate boundaries, but contiguous to existing development, have also been designated

for future residential use.

In addition to areas identified as suitable for residential development, the plan also identifies areas of land categorized as residential reserve. These areas represent logical areas for long range community expansion. Such areas offer long range development potential, primarily to accommodate residential development beyond the planning period or "spill-over" development which could result if the projected residential land requirements are exceeded. Identification of reserve growth areas is particularly important when it may not be practical to frequently update comprehensive plans or when the specific impacts of events, such as the construction of a sewer system or other infrastructure, are difficult to assess. It is important to note that contiguous areas designated for residential growth should be developed first to achieve the greatest efficiencies in terms of land utilization and public infrastructure costs.

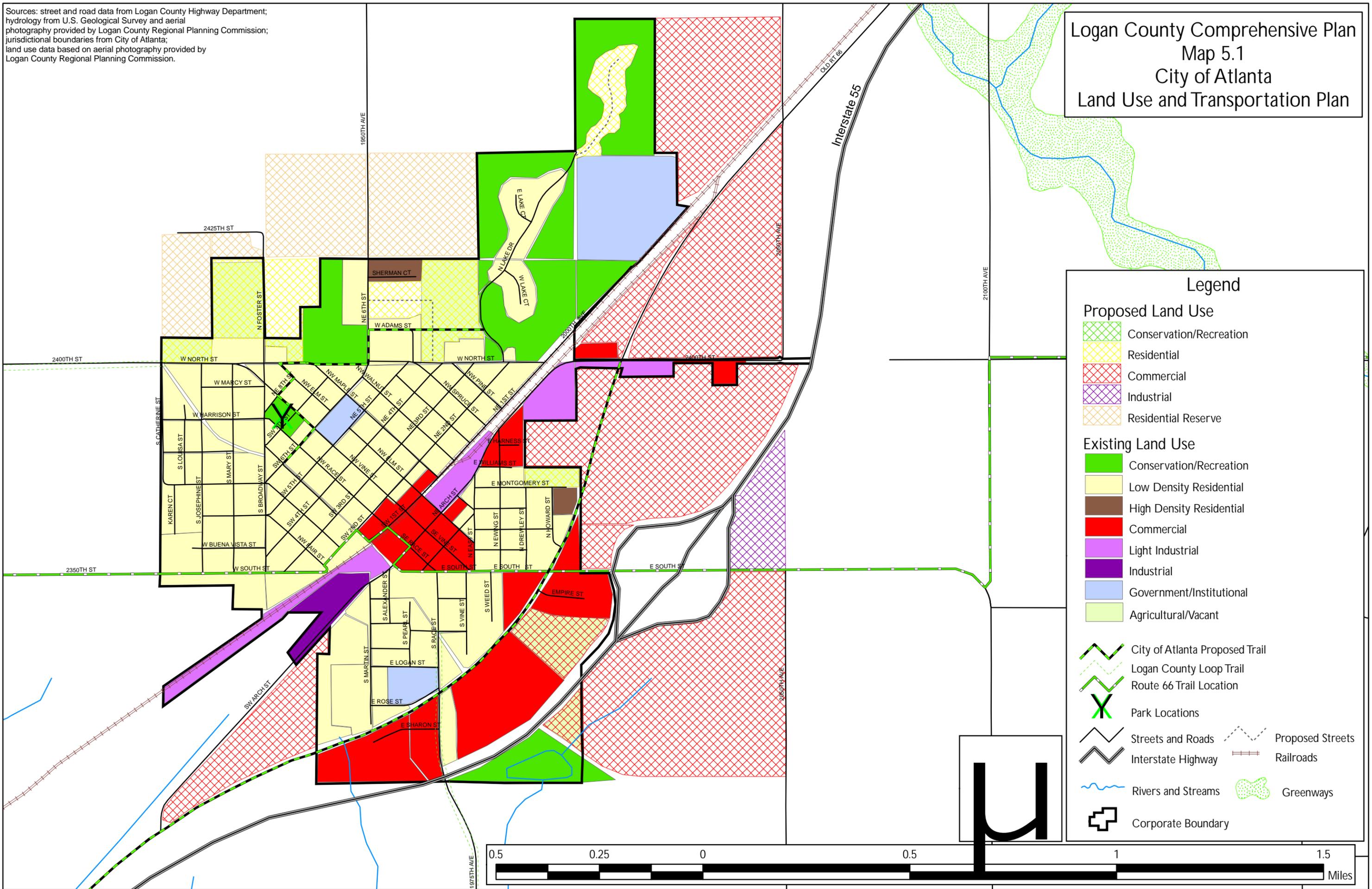
Commercial

Land used for commercial development adjacent to highways is generally automobile oriented, with only limited pedestrian accessibility, and is often the location for commercial enterprises with a regional market focus. High standards for design and landscaping can be adopted to enhance the appearance of such commercial developments, which are often located at major gateways into communities. Neighborhood commercial districts, which include the commercial centers of smaller towns, generally offer both automobile and pedestrian accessibility from adjacent residential areas.

In Logan County, much of the anticipated commercial development falls into the regional/highway category, with locations at or near highway access points, primarily accessed by automobile, and generally separated from other uses. However, it should be noted that downtown revitalization and redevelopment opportunities are available in each of the target communities.

Sources: street and road data from Logan County Highway Department; hydrology from U.S. Geological Survey and aerial photography provided by Logan County Regional Planning Commission; jurisdictional boundaries from City of Atlanta; land use data based on aerial photography provided by Logan County Regional Planning Commission.

Logan County Comprehensive Plan Map 5.1 City of Atlanta Land Use and Transportation Plan



Legend

Proposed Land Use

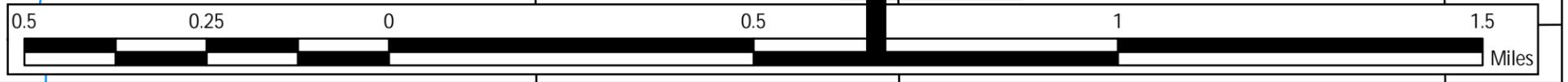
- Conservation/Recreation
- Residential
- Commercial
- Industrial
- Residential Reserve

Existing Land Use

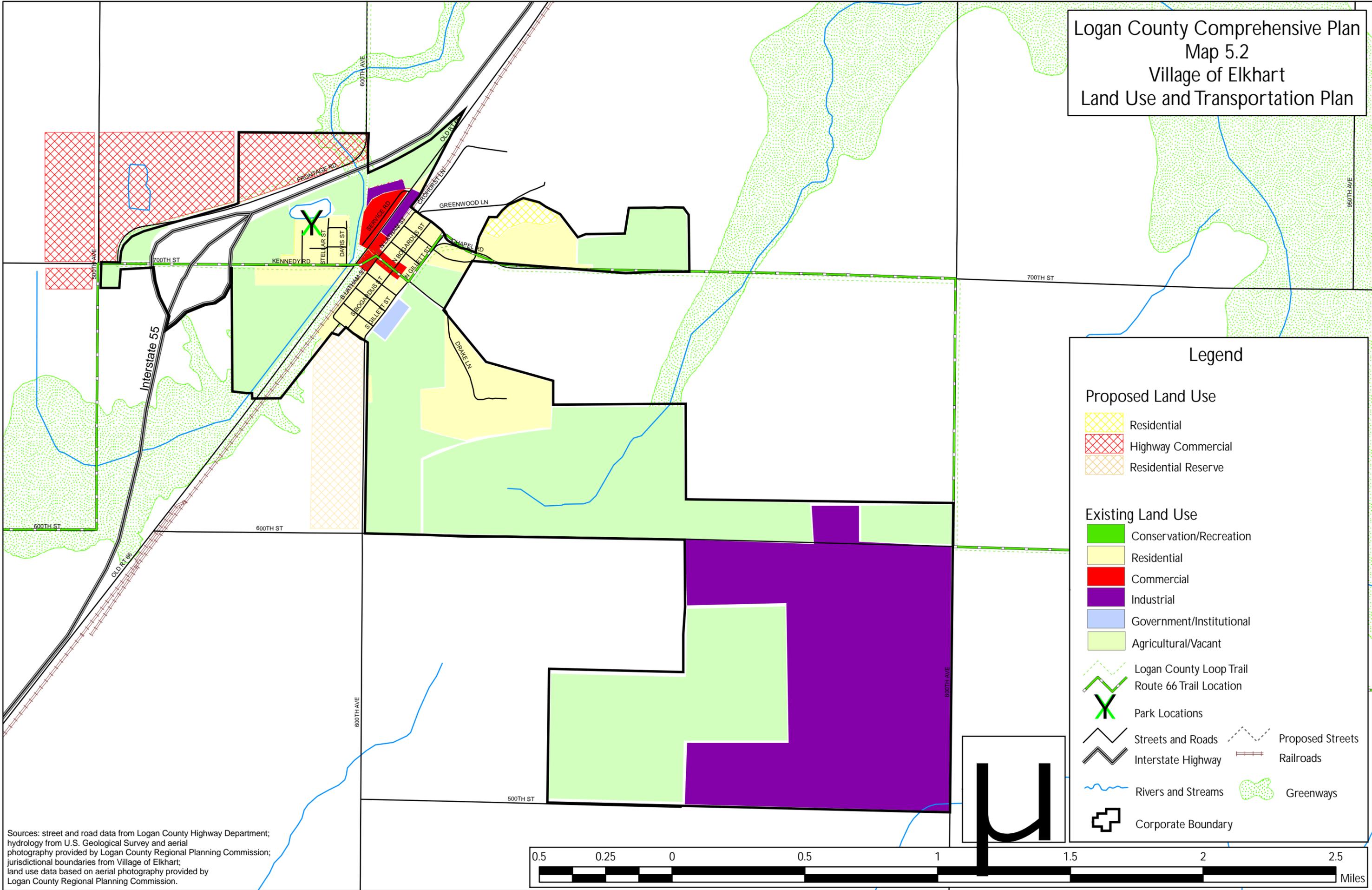
- Conservation/Recreation
- Low Density Residential
- High Density Residential
- Commercial
- Light Industrial
- Industrial
- Government/Institutional
- Agricultural/Vacant

Infrastructure and Features

- City of Atlanta Proposed Trail
- Logan County Loop Trail
- Route 66 Trail Location
- Park Locations
- Streets and Roads
- Interstate Highway
- Rivers and Streams
- Corporate Boundary
- Proposed Streets
- Railroads
- Greenways



Logan County Comprehensive Plan
 Map 5.2
 Village of Elkhart
 Land Use and Transportation Plan



Legend

Proposed Land Use

- Residential (Yellow cross-hatch)
- Highway Commercial (Red cross-hatch)
- Residential Reserve (Orange cross-hatch)

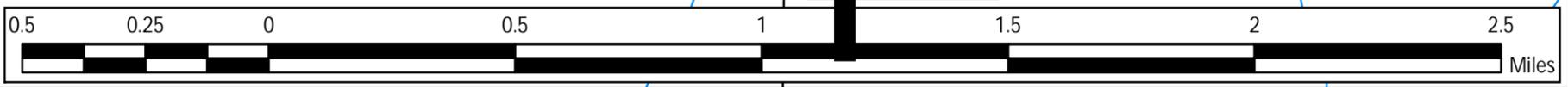
Existing Land Use

- Conservation/Recreation (Green)
- Residential (Light Yellow)
- Commercial (Red)
- Industrial (Purple)
- Government/Institutional (Light Blue)
- Agricultural/Vacant (Light Green)

Transportation and Other Features

- Logan County Loop Trail (Green dashed line)
- Route 66 Trail Location (Green dashed line with 'X')
- Park Locations (Green 'X')
- Streets and Roads (Black line)
- Interstate Highway (Black line with double red dashes)
- Rivers and Streams (Blue wavy line)
- Greenways (Green dotted area)
- Corporate Boundary (Black outline)
- Proposed Streets (Black dashed line)
- Railroads (Black line with cross-ticks)

Sources: street and road data from Logan County Highway Department; hydrology from U.S. Geological Survey and aerial photography provided by Logan County Regional Planning Commission; jurisdictional boundaries from Village of Elkhart; land use data based on aerial photography provided by Logan County Regional Planning Commission.



Industrial

The land use plans for the target communities also include land designated for industrial use. Heavy industrial use, such as manufacturing, is generally located near major transportation facilities, and where possible is separated from incompatible uses such as residential areas. Somewhat greater flexibility is possible in locating light industrial uses, such as warehousing, which may be smaller in scale, and less likely to create conflicts with adjacent and less intense uses. As with regional commercial uses, care should be taken that the placement of industrial uses near community gateways is mitigated through standards for landscaping, site design and architectural features that integrate the industrial location into the fabric of the community as unobtrusively as possible.

Atlanta

Land Use

Based on recent development demands, and its location near the rapidly

growing Bloomington-Normal metropolitan area, Atlanta anticipates residential growth beyond the levels derived from County-wide population projections. Nearly all of the land designated for residential development is located along the northern edge of the city (see Map 5.1). Approximately 65 acres of land adjacent to existing development along North Street is slated for residential use, with an additional 10 to 11 acres of new residential area expected in the expanded golf course development located at the northeastern corner of the city. Some additional residential development area is also available south of the rail line, west of existing development on Martin Street.

The golf course expansion and adjacent areas will also add nearly 34 acres of conservation and recreation area to the city. However, no new parks are currently identified for development.

The Atlanta land use plan also designates an additional 102 acres of residential reserve, located north of the current city limits, and accessible via Foster and 6th Streets. Development of these areas would result in a residential concentration north of North Street nearly equal in area to the existing residential



Atlanta Library



Grain Elevator Museum, Atlanta

neighborhoods bounded by Catherine, North and South Streets, and the main rail corridor.

The city also expects to see considerable commercial growth in areas surrounding the community's interchange on Interstate 55, areas which are now incorporated into a TIF (tax increment financing) district. Land designated for new commercial development totals

more than 390 acres, much of which is easily accessible to Interstate 55, Route 66 or the main rail line, or combinations of the three transportation arteries. The TIF district also includes slightly more than 20 acres of land designated for industrial use. An additional 33-acre area for commercial development is located at the southwestern edge of the city,



Downtown Atlanta mural

Map 5.3 City of Lincoln Land Use and Transportation Plan Logan County Comprehensive Plan

Legend

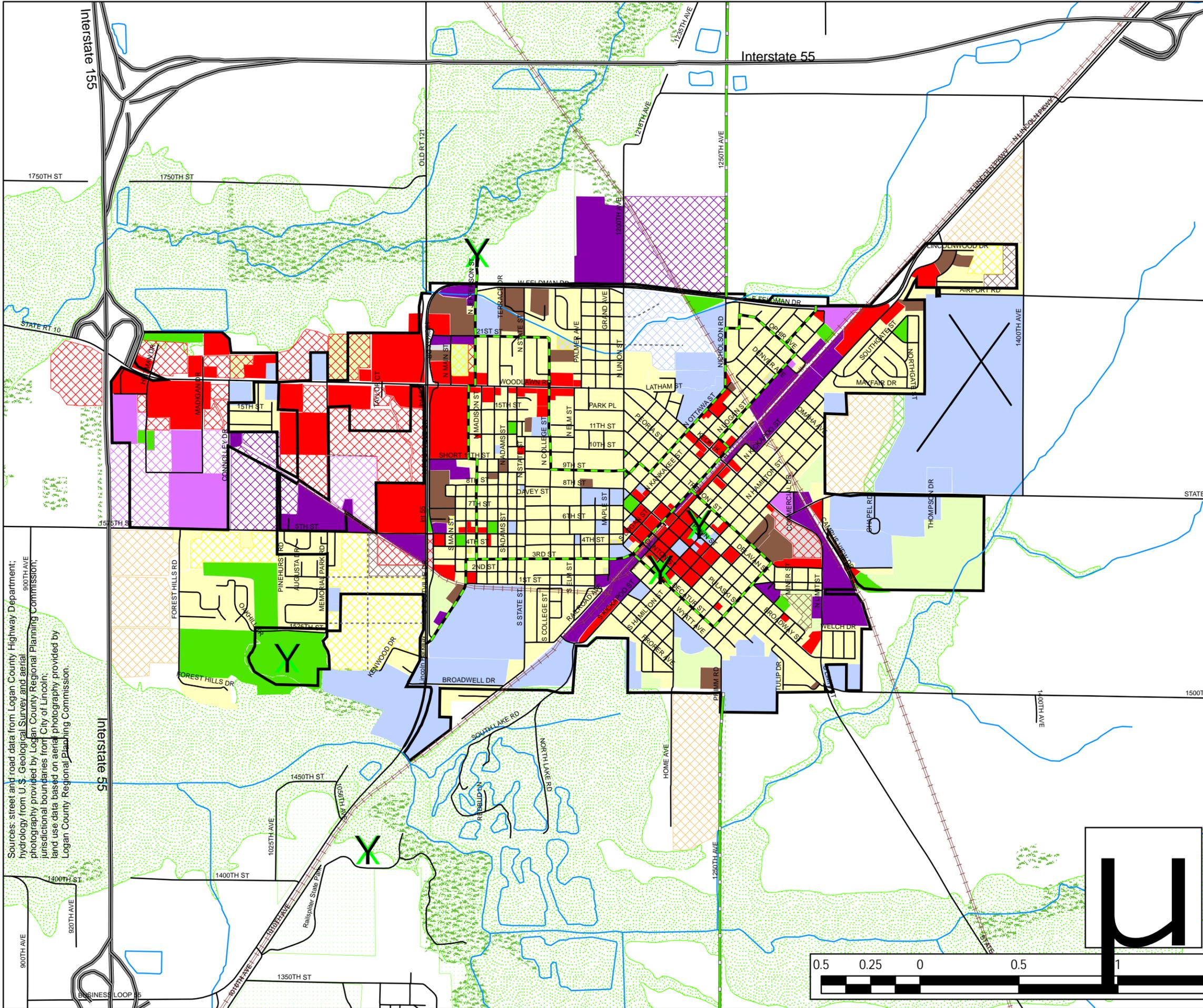
Proposed Land Use

- Conservation/Recreation
- Low Density Residential
- High Density Residential
- Commercial
- Light Industrial
- Industrial
- Government/Institutional
- Residential Reserve

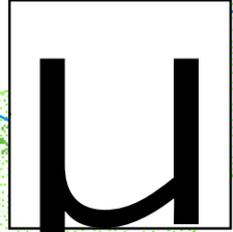
Existing Land Use

- Conservation/Recreation
- Low Density Residential
- High Density Residential
- Commercial
- Light Industrial
- Industrial
- Government/Institutional
- Agricultural
- Vacant

- City of Lincoln Proposed Trail
- Logan County Loop Trail
- Route 66 Trail Location
- Park Locations
- Regional Parks
- Streets and Roads
- Proposed Streets
- Interstate Highway
- Railroads
- Rivers and Streams
- Wooded Areas
- Greenways
- Corporate Boundary



Sources: street and road data from Logan County Highway Department; hydrology from U.S. Geological Survey and aerial photography provided by Logan County Regional Planning Commission; jurisdictional boundaries from City of Lincoln; land use data based on aerial photography provided by Logan County Regional Planning Commission.



and accessed via Route 66 and Arch Street.

Transportation

Atlanta's planned growth areas are served by existing city streets and rural roads. With the exception of the planned continuation of Lake Street to the northeast, to complete access to the golf course residential development, new streets are not currently planned for areas designated for residential development. Commercial development areas, although quite extensive, are well connected via Route 66, South Street (which provides access to Interstate 55) and other local streets. It is anticipated that commercial development in these areas would include internal site features that would obviate the need for new street connections.

Atlanta's transportation plan includes the delineation of several bicycle-pedestrian trail routes (see Map 5.1). The city plans trail connections between residential areas on the north side of town, the park, and the proposed trail along the abandoned rail line running diagonally through the city, in the vicinity of Pearl Street. Atlanta's city trail, the rail trail

and the Route 66 trail through the city share a route location crossing the main rail line. The proposed Route 66 trail route approaches Atlanta from the east on South Street, jogs northeast to Race Street to cross the rail line, and follows 2nd Street to South Street to continue westward, before turning south to Lawndale.

Elkhart

Land Use

Elkhart currently has two new residential developments in progress, the as yet undeveloped portions of which have been included in the analysis of available land for residential use. Immediately east of the Interstate 55 interchange, one developing area along Kennedy Street consists of nearly 22 acres (see Map 5.2). The other area is east of Elkhart proper, following Chapel Street east, and consists of slightly more than 10 acres of already subdivided land. The Elkhart land use plan also provides for 31 acres of residential reserve area in two areas, one 11.7 acre section located south of Kennedy Street and east



Downtown Elkhart

of the interchange, and the other located south of Brennan Street and east of the main rail line, at the southwestern edge of the current corporate boundary, and consisting of over 19 acres.

Two areas designated for commercial development are also identified in the plan. The first is a 4.6 acre area west of the Interstate 55 interchange, on the north side of 700th Street. The second is a 14 acre triangular area set between Interstate 55 and Route 66, and northeast of the grain elevator complex that is the dominant industrial establishment in downtown Elkhart.

It should be noted that Elkhart's corporate boundary encompasses significant quantities of land in use for agricultural production, which is not expected to be developed during the term of the plan. This includes areas near the interstate interchange, as well as a large area anchored by the intersection of 600th Street and County Highway 11, and extending northeastward up Elkhart Hill. The latter area leads to a substantial incorporated area designated for industrial use, which contains the workings of the International Coal Group/ICG Illinois, LLC Viper Mine.

Transportation

Elkhart does not currently anticipate requiring street extensions to serve new residential and commercial development. In the primary residential growth areas, the required street networks are already in place, in the expectation of new development activity to come. Both the County bicycle trail loop and the Route 66 designated trail route are available to residents of Elkhart, and are illustrated on Map 5.2.

Lincoln

Land Use

Lincoln is expected to be the focus of considerable new development during the period of this plan, with both commercial and residential development anticipated (see Map 5.3). Recently, there has been substantial new commercial and industrial development in the western part of the city, between Lincoln Parkway and Interstate 55, and centered on two east-west thoroughfares, Woodlawn Road (State Highway 10) and 5th Street. Areas des-



Lincoln City Hall

ignated for new residential development are distributed around the city, with emphasis on the west and south sides, but with provision for new neighborhoods to be extended to the southeast and northeast, as depicted on Map 5.3.

The largest of the residential development areas is located east of the Memorial Park area, and provides approximately 175 acres of development area. An additional area for residential development is located further west on 5th Street, and provides 26 acres of residential development area. Both areas are adjacent to, and would provide extension of existing residential development. A fourteen acre area north of the Logan County Airport is also identified for potential infill residential development. The desirability of future development in this area is dependent upon long-term plans for the airport, and the impact of improved runways, additional air traffic and street reconfiguration should be considered.

Should residential development outstrip the resources provided by the nearly 300 acres of development area illustrated, the plan also defines over 300 acres of residential reserve, land which may be available for longer-term development use. The residential

reserve includes a substantial area between Forest Hills and Interstate 55, an area to the south aligned west of Primm Road, and a triangular area along Lincoln Parkway in the far northeast section of the city.

Provision is also made in the plan for approximately twenty acres dedicated to high-density residential development. These areas are located in east Lincoln, near Illinois 121 and to the northeast, north of the airport.

The plan provides over 225 acres of land for new commercial development, primarily along the Woodlawn Road corridor between Lincoln Parkway and Interstate 55. Areas suited for industrial and light industrial use, approximately 140 and 275 acres, respectively, are located primarily in the western part of the city between Woodlawn Road and 5th Street. An additional industrial parcel is also located to the north, east of Union Street, and bisected by a primary rail line. Institutional development is indicated for an area of approximately 70 acres north of the Lincoln College campus. This area is expected to be utilized in expanding the campus area.



Lincoln Theater

Transportation

Lincoln is the beneficiary of a strong existing transportation network, which ties the city to Interstates 55 and 155, and offers easy access through a grid pattern of streets. As in Atlanta and Elkhart, the Lincoln street grid is unusual in that it utilizes two distinct methods of orientation. On the eastern side of the city, the grid is oriented at a 45-degree angle to the compass, and follows the route of the main rail line and Route 66. Moving westward past the railroad, the grid transitions to the traditional orientation to the compass, and the primary arterial streets are east-west routes that intersect with Lincoln Parkway.

Potential locations for new street extensions are concentrated in the western area of the city where commercial and industrial development is expected to flourish, and are intended to improve access to new residential and commercial development. Proposed street extensions are illustrated on Map 5.3. Several street extensions connect Woodlawn Road and 5th Street into the large areas of proposed industrial development, and reflect possible street improvements associated

with the Wal-Mart development area. Proposed street extensions are also shown for the largest of the residential development areas, extending the grid east of Memorial Park Drive.

Lincoln is a focal point for both the proposed Route 66 trail network intended to traverse the County, and the potential bike route employing County roads planned to provide a means to circumnavigate Logan County by bicycle. Lincoln is also planning a city trail system, which will provide access to the larger trail systems, as well as offering internal trail linkages for city users.

Mount Pulaski

Land Use

As in Elkhart, the land use plan for Mt. Pulaski designates land for residential development which is adjacent to and connected with development now taking place. Approximately 17 acres of land for residential development are located at the northern edge of the city, adjoining County Highway 10 and Illinois Route 121. Additional residential



Scully Building, Lincoln



Mt. Pulaski Downtown

development area is available at the southern end of the city, south of German Street, and potentially accessible via Spring Street. Designated residential development area totals over thirty-one acres. An additional 70 acres of land have been identified as residential reserve. Twenty-one acres lie west of Spring Street and of the junction of two rail corri-

dors. A substantial 49 acre section is located east of Winter Street and south of County Highway 10, at the northwestern corner of the city.

Areas for commercial development have been identified along Illinois Rt. 121. To the north, a 35 acre area lies east of Illinois Rt. 10 and north of Chestnut Street,



Mt. Pulaski Courthouse

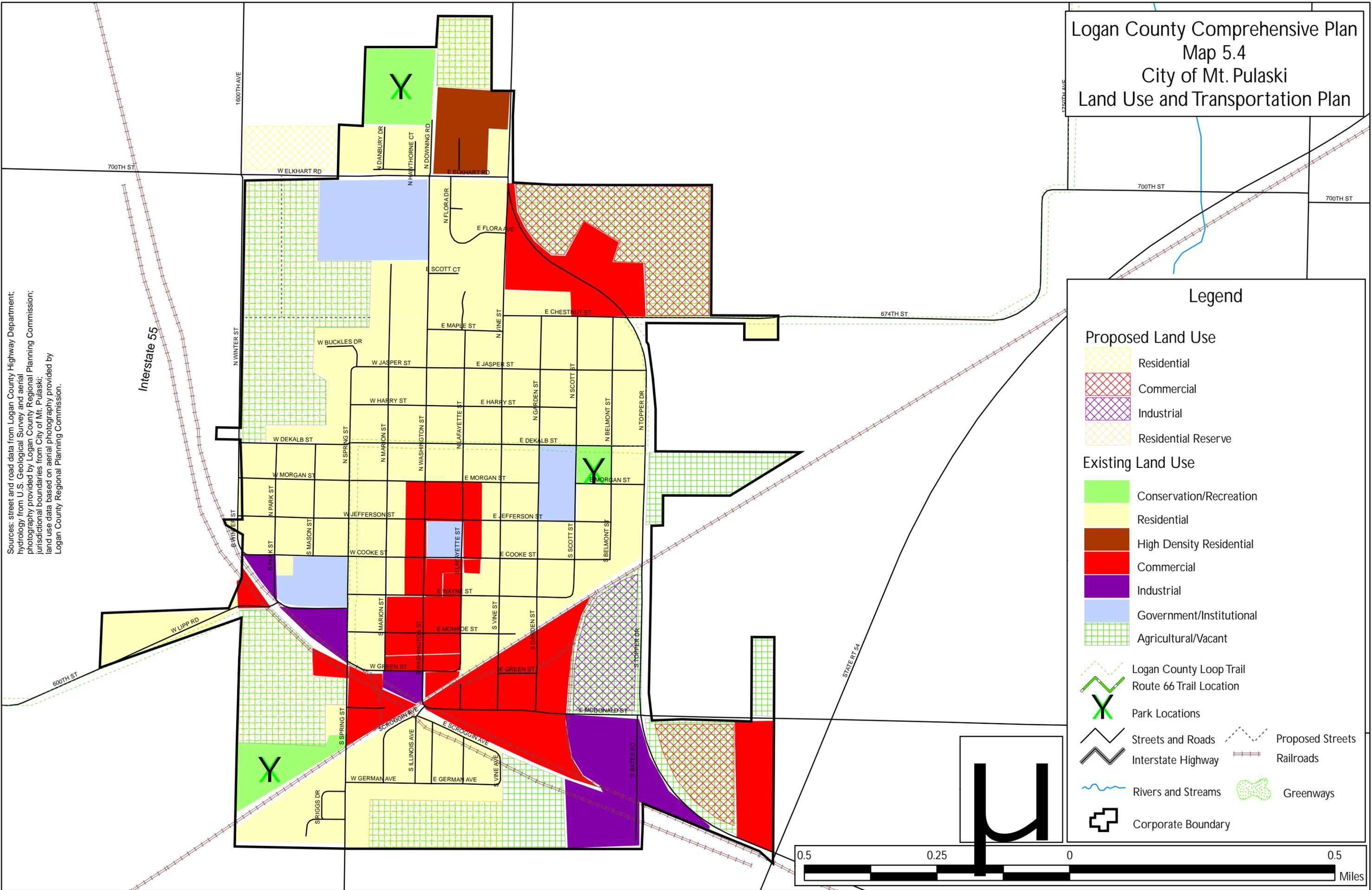
and is included in the city's TIF district. On the southeastern edge of the city, an area of slightly more than 12 acres is located east of Illinois Rt. 121 and south of McDonald Street. A fifteen and one-half acre portion of land designated for industrial use has been identified on the northwestern corner of McDonald and Topper Streets.

Transportation

Potential street locations are shown on Map 5.4, providing access to the largest of the identified residential development areas, and utilizing where possible the extension of the existing street network. The primary focus for the transportation plan for the city is on bikeway development. The potential County loop bicycle trail travels through the heart of Mt. Pulaski, utilizing Illinois Rt. 121, DeKalb Street and Spring Street.

Logan County Comprehensive Plan
 Map 5.4
 City of Mt. Pulaski
 Land Use and Transportation Plan

Sources: street and road data from Logan County Highway Department;
 hydrology from U.S. Geological Survey and aerial
 photography provided by Logan County Regional Planning Commission;
 jurisdictional boundaries from City of Mt. Pulaski;
 land use data based on aerial photography provided by
 Logan County Regional Planning Commission.



Legend

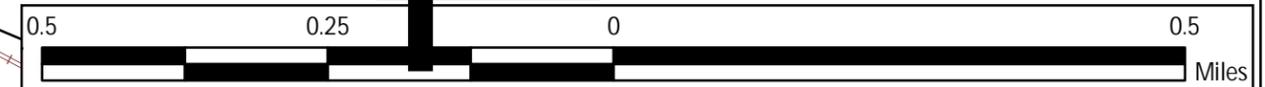
Proposed Land Use

- Residential
- Commercial
- Industrial
- Residential Reserve

Existing Land Use

- Conservation/Recreation
- Residential
- High Density Residential
- Commercial
- Industrial
- Government/Institutional
- Agricultural/Vacant

- Logan County Loop Trail
- Route 66 Trail Location
- Park Locations
- Streets and Roads
- Proposed Streets
- Interstate Highway
- Railroads
- Rivers and Streams
- Greenways
- Corporate Boundary



Implementation

CHAPTER 6

INTRODUCTION

This comprehensive plan has outlined regional goals, objectives, policies, strategies and functional plans for sensible and sustainable growth in Logan County and its communities. The implementation element of the comprehensive plan provides direction for the follow-up actions that will be required to carry out the plan. It identifies the approach used to determine priorities, actions to be pursued in support of those priorities, and identifies areas of responsibility in bringing the plan to fruition.

The implementation element is approached in a similar manner to that of other plan elements discussed in the previous chapters of this report. It begins with a review of the current situation to identify resources, and the challenges and opportunities for implementing the Regional Comprehensive Plan. It considers the actions and responsibilities necessary to implement top priorities. Finally, it presents and evaluates strategies for implementation, some of which have been reflected throughout this report.

Challenges and Opportunities

Major challenges and opportunities for the implementation of the plan include prioritizing strategies, developing implementation plans to identify specific actions and responsibilities, monitoring progress, and keeping the plan current. Implementation of the Logan County Regional Comprehensive Plan will also require ongoing cooperation between the county and municipal governments and agencies.

Prioritizing Strategies

Effective guidance for the allocation of resources requires the prioritization of planning strategies. Determining priorities will be necessary in order to provide focus and direction for the allocation of resources. Effective prioritization of strategies will provide an opportunity to achieve some important accomplishments in support of the community visions and regional goals and objectives.

Developing Implementation Plans

Once priorities are established, the next challenge will be to develop more detailed plans for the implementation, or at least consideration, of specific high priority strategies. These plans will need to consider what actions are necessary to implement the strategies and in general what types of costs are involved. In some cases, it may be necessary to determine whether or not the expected benefits are likely to justify the costs of pursuing particular strategies. Responsibilities for implementation will also need to be identified. Developing implementation plans that address these and any other relevant factors, however, will provide an excellent opportunity to move the plan forward toward meeting the stated objectives.

Monitoring Progress

Another important challenge will be to develop an effective system for monitoring progress made toward carrying out the plan. Such a system would not only provide important motivational feedback, but more importantly, provide a means to evaluate the effectiveness of the implementation plan and make

any necessary adjustments. Such a system will enhance opportunities for successful implementation of the plan.

Keeping the Plan Current

As Logan County's program for encouraging economic development takes hold, keeping the plan current will become an increasingly difficult challenge. In times of rapid economic expansion, it is not uncommon for plans to be out-of-date before long before the time period they cover has expired. This is due in part to the strong development pressures that growth brings, and in part to the varying levels of commitment to the comprehensive plans. The cooperative and regional approach employed in developing this plan should strengthen commitment. Nevertheless, the passage of time and changing circumstances will continue to dictate a need for periodic revisions and updates to the plan. An effective method for monitoring and incorporating changes will be needed for the plan to continue to be of value.

This is related to and should be done in concert with the monitoring of progress described above. However, additional provisions should be made for periodic updates of a more substantial nature to include a comprehensive review and reprinting of the plan as has been done in the past. This will help ensure that the plan continues to be an effective decision making guide. In addition, areas of the County and municipalities where substantial economic development is taking place should be considered for the development of target area and municipal comprehensive plans more specifically directed towards those locations.

IMPLEMENTATION METHODS

Legal Tools

Coordination of Zoning Ordinances

A zoning ordinance controls the use of land and is an effective means of supplementing a community's land use plan. Zoning decisions can be more defensible if based on the land use plan.

The current planning process has resulted in discussion of a coordinated approach to zoning and subdivision regulations. Coordination between local governments regarding the provisions of these tools provides a consistent approach to development.

Subdivision Regulations

These regulations require coordination of new street and other physical improvements to land with an existing or planned street system and provide standards for a lot layout and street design. Subdivision regulations also require adequate street rights of way and alignment of collector streets in conformance with the transportation plan. They also require drainage facilities and easements where necessary and the installation of utilities to serve new areas of development. Also included in subdivision ordinances may be provisions for planned unit developments and for dedication for community facilities.

Codes

Codes provide sound standards for the construction, use and occupancy of buildings. Coordinated with other types of ordinances, such as the zoning provisions and subdivision regulations mentioned above, codes can assist local governments in insuring that new development is suitable to the area in which it is located, and that it complements and enhances the existing urban setting.

Official Map

The official map provides the municipality with a means to reserve land designated for public purposes for a one-year period from the time that such land is subdivided. The map pinpoints the location of future public facilities and can serve notice that a city intends to acquire the designated land.

Financial Tools

Capital Improvement Programs

The capital improvements program includes a list of capital projects on a priority basis scheduled for a defined period of time. These programs usually include an estimate of the costs and funding sources for each project.

The capital improvements program is a tool for public decision making that consists of a list of capital improvement projects on a priority basis scheduled for a defined period of time (usually ranging from 6 to 20 years), along with an estimate of the costs of each project. The capital improvements program schedules the timing of public improvements and provides a clear picture of the community's financial obligations at any point in time. The capital improvements program should identify projects, along with costs, that reflect the recommendations of the plan.

Federal/State Aid Programs

Federal and state aid programs provide technical and financial assistance for communities to help solve certain physical, economic and social problems. This would be a likely source of funding for developing park and trail systems as well as other community facility improvements. Although there is usually stiff competition, these potential resources should be investigated and applications submitted as appropriate.

Tax Increment Financing

Tax Increment Financing (TIF) is a strategy that allows improvements to be financed by bonds to be retired from revenue-generated from the increase in property taxes that result from the improvements made within the TIF district.

Tax increment financing requires cooperation between a private developer or developers and the municipality. The legislation is written to enable the municipality to assist a private developer in projects that would not have been economically feasible were it not for this participation. Furthermore, the municipality is allowed to recover all or a portion of its costs for public improvements out of the increase in property taxes that results from the new activity. Caution should be exercised when considering this technique for residential development due to the potential for insufficient revenues, particularly for the school district, to meet increased demands.

Administrative Tools

Administrative tools include such measures as annexation, street and utility extensions, and intergovernmental coordination. The exercise of administrative oversight offers agencies and governments discretion regarding the appropriate location, scale and scope of development activity. For the governmental bodies of Logan County, intergovernmental coordination provides a framework for coherent decision-making which benefits the entire community.

Annexation

Annexation of land allows for control over outward growth and growth that should not be impeded. Annexation policies should depend on the extent to which the municipality is prepared to extend streets and utilities and other urban services. These policies should be established by what type of capital improve-

ment program is in place. Pre-annexation agreements are standard requirements for zoning approval and utility extension in developing areas of the County and its municipalities.

Annexation is an important step toward meeting plan objectives. To maintain control over developing territory and to insure that outward growth and development will not be impeded, annexation will continue to be necessary. The aggressiveness of annexation policies will depend, in part, on the extent to which local governments are prepared to extend streets and utilities and provide other urban services, as determined from the applicable capital improvements program. With respect to intergovernmental coordination, the County and municipal governments should communicate with one another on an ongoing basis regarding proposals and improvement programs, as well as to school districts, townships, and state agencies, so that coordinated efforts can be made to use mutual resources to solve common problems and to achieve common objectives.

Intergovernmental Coordination

Improvement programs and land development proposals should be reviewed for consistency with the Comprehensive Plan. When possible, land development proposals should complement plans of neighboring communities and townships, government taxing bodies, the Illinois Department of Transportation and the Illinois Commerce Commission. This helps ensure order and mutual compatibility and efficiency in resource allocations.

In furtherance of this administrative effort, the County and municipal governments should investigate, formulate and implement a framework within which the assessment of consistency with the plan can be evaluated. Within jurisdictions, local agencies should take care that their protocols encourage improvements and development proposals that are consistent with the plan.

The benefits of intergovernmental

cooperation in implementing the plan may also be developed through pre-existing cooperative agencies and projects. For example, the activities of the Abraham Lincoln Tourism Bureau of Logan County in promoting County-wide resources, such as the state-sponsored Looking for Lincoln program, can be integrated into efforts to implement strategies identified in the plan. Ongoing cooperation in support of such programs will help to insure that agencies and governments are mindful of the plan in their activities.

Programs for Public Understanding and Support

Public understanding and support are essential for the successful implementation of the plan. The public must be aware of the problems and opportunities facing the community, and of how the plan can assist in solving the problems and in taking advantage of the opportunities for the benefit of all citizens. There are a variety of programs which can be utilized to help achieve public understanding and support. Among these are planning publicity programs that publicize elements of the plan, programs for the preparation of yearly progress reports outlining what improvements have been and are scheduled to be made according to the plan, and programs for the preparation and community-wide distribution of summary reports outlining the important parts of the plan. These and similar programs are effective methods for achieving public understanding and support of the plan.

The County and municipal governments should actively promote public understanding and support of the plan and the planning process through a variety of methods. An Executive Summary pamphlet has been prepared as part of this planning process for distribution to the general public. Annual reports on implementation progress should be made by the Logan County Regional Planning Commission. Major updates of the plan should be scheduled at five-year intervals, or more frequently if the pace of development activity

so dictates.

Reports on the Plan

As noted above, the preparation and County-wide distribution of summary reports outlining the important parts of the plan will aid the public in understanding the plan and its potential impacts. Yearly reports should also be given to the public, outlining what improvements have been made and are scheduled to be made under the provisions of the plan.

Planning Tools

Target Area Plans

Target area plans identify priority subject areas and/or geographic areas that are in need of more detailed planning and capital improvement programming. Target area plans serve to encourage the implementation of related projects in support of adopted policies. The development of target area plans should be a continuing part of the County's planning process, especially with respect to areas of the County in which new development is proposed, but which are located outside of municipal planning jurisdiction. The identification of the need for future target area plans should be a consideration in the annual review and progress report on the implementation of this comprehensive plan.

Plans currently underway or contemplated should be completed, and related projects should be considered for inclusion in the capital improvement programs. Consideration should also be given to the formulation of comprehensive plans for municipalities, particularly those in which development activity is expected to increase.

Historic Preservation Plan

During the preparation of the compre-

hensive plan, a 1976 County Historic Preservation Plan was rediscovered. Implementation of the comprehensive plan should include a review of the earlier Historic Preservation Plan, and updating of the plan should it be deemed useful in advancing the community's historic preservation objectives. Participants in the planning process have noted that the preservation and protection of the County's historic resources can be an effective means for leveraging new development activity.

RESPONSIBILITIES

To meet community goals and objectives will require decisive actions. The responsibility for taking these actions must be assumed by both public and private groups. These groups include the County and municipal governments, the regional and municipal planning commissions, and private citizen groups.

County Government

Responsibility for the implementation of the regional comprehensive plan begins with Logan County government. As the legislative body with the broadest authority, the County Board can best foster the implementation of the plan, beginning with its formal adoption. County government can also serve as a core clearinghouse for legislative initiatives in support of the plan, and for regulatory changes implementing specific objectives and strategies. Decisions on capital investment may also be made at the County level, independently and in conjunction with similar actions taken by municipalities.

Municipal Government

City councils, as legislative bodies, share major responsibility for carrying out the plan. Therefore, for the plan to be effective,

the City Council must pursue an active implementation program. Such a program should begin with the official acceptance of the plan. Upon adoption by the City Council, the plan represents an official statement of community development goals, objectives, proposals, and policies reflecting the combined thinking of municipal officials and interested citizens. The next step in the process is to initiate improvements. Once the capital improvements program has been developed, refined and approved, the City Council should initiate the improvements specified therein beginning with the top priorities. The implementation program will proceed with the enactment or revision of regulatory measures as appropriate.

Planning Commissions

The role the Regional Planning Commission has assumed in the preparation of the plan will continue to be important in achieving implementation of the plan's provisions. The Commission is a key factor in communicating the goals of the plan to the public, fostering cooperation among the county and local governments, and promoting collaborative approaches to the issues and priorities addressed in the plan.

Municipal planning commissions can serve as community action coordinators, and sometimes participate in the development of the comprehensive plan, regulatory measures and special projects. In addition, the planning commission normally makes recommendations to the municipal government concerning each of these matters and obtains public input through the scheduling of appropriate public hearings.

A basic responsibility is participating in the review of the comprehensive plan, as all other actions and programs of the City to guide future development should be based upon the comprehensive plan. The planning commission should therefore schedule public hearings to receive and consider the recommendations of private citizen groups before recommending the plan for adoption. Once the

plan is adopted, the planning commission has a number of other important responsibilities. It is responsible for reviewing development projects for consistency with the comprehensive plan. In addition, the planning commission is also often responsible for undertaking special projects and studies referred to the commission by the City Council. The planning commission may assume these responsibilities and more, since each action must be supplemented by a continuous process of review, update and revision.

Private Citizen Groups

Private citizens have a direct responsibility for carrying out the plan and working toward the betterment of the community. Citizen action committees can be formed to provide many useful services. They can serve as fact finding bodies in studies of specific problems and can offer alternative solutions to those problems. Such committees can be extremely helpful in a variety of civic projects including neighborhood improvement campaigns, beautification programs and bond issue support programs. Private citizens can also be a valuable aid in supporting the plan and keeping the general public informed of its proposals.

STRATEGIES

Strategies for implementation of the plan, and furtherance of its goals and objectives, include the following:

- Approval of the Regional Comprehensive Plan
- Approval of the Regional Greenways Plan
- County and municipal capital improvements programs that incorporate costs, funding sources and timelines to implement target area plans and other projects consistent with the comprehensive plan

should be developed and adopted.

- The cost of providing planned improvements should be linked to those who benefit, and the funding of improvements should be structured accordingly, at the County and municipal levels.
- Infrastructure improvements in support of development projects that are approved for annexation to municipalities in accordance with the comprehensive plan and County and municipal capital improvements programs should be encouraged.
- Consider the use of incentives to encourage development projects that strongly support the goals, objectives and policies outlined in the comprehensive plan.
- Improvements should be initiated in conformance with the comprehensive plan and capital improvements programs.
- Zoning and subdivision regulations should be reviewed and revised as needed to help ensure consistency with neighboring jurisdictions and current concepts in planning, design and development. Where possible, coordination between and among County and municipal governments in matters of zoning and subdivision regulation should be encouraged.
- Additional development regulations should be adopted as appropriate to provide improved guidance and a stronger legal basis for directing the County's future development. Examples of such regulations include storm water management, erosion and sedimentation control, traditional neighborhood development (TND), and access management.
- The need for additional target area planning should be identified and appropriate planning carried out in conformance with the comprehensive plan.
- Develop a policies guide that prioritizes identified policies for initial consideration and action.
- Annual progress reports on the implementation of policies and projects, including target area plans, in support of the comprehensive plan should be prepared.
- Annual policy reviews should be done by the Logan County Regional Planning Commission to determine any needed revisions and to enhance the usefulness of the policies in guiding development related decisions.

APPENDIX