

CHAPTER 1

INTRODUCTION

Prior to 2016, the Village of Brighton (the "Village") has not had a Comprehensive Plan. The Village has fairly recently established a Planning Commission. This Commission is tasked with the purpose of implementing the Comprehensive Plan of the Village. Consequently, the Village has initiated the process of creating this Comprehensive Plan (the "Plan"). This Plan allows the Village to evaluate its current land-use, zoning, housing needs, transportation system, capital improvement needs, infrastructure plans, and development policies and provides recommendations for the Village to address its resident's needs, prepare for future growth, improve operations, and attract additional development to the community. This Plan focuses on land use and street planning, but also includes specific recommendations for economic development and capital improvements. Land use planning guides private development, including residential uses, and identifies long-term capital improvement needs that are an important component of a community's economic development efforts. This Plan presents an analysis of the planning area, including an overview of the community's demographics, growth trends, land use patterns, zoning districts, and other factors likely to influence future development in the Village. A narrative explanation of the new Land Use and Street Plan follows the planning area analysis. The Plan concludes with a discussion of capital improvement recommendations and plan implementation, along with other recommendations, for ongoing review and future Plan updates.

Purpose of Planning and Zoning

A community's comprehensive plan and zoning, although related, are often confused as being one and the same. In very general terms, planning can be defined as a procedure for making, doing or arranging something. A comprehensive plan, in essence, sets the framework for guiding future development (e.g., what type and where various land uses should occur) and major capital improvements in support of both existing and future development. It is a "policy" document that recommends the future physical make-up of a community. It is normally "comprehensive" in scope, whereby the community's demographic and economic make-up, land use, major streets, parks and open space, etc. are integrated into a unified theme.

The Plan is a guide to making land use and related zoning decisions. When zoning or other development matters come before the planning commission or the Village Board, the Plan is to be consulted as background for this decision making. However, it is not the document that

legally controls land uses. Real estate market conditions will change over time and other influencing factors (such as a major employer locating in town) can affect the policies and direction established in this Plan. For this reason, the land use component of the Plan should be reviewed by the Planning Commission on a regular basis and modified if appropriate. More significant reviews should be conducted as noted in the Plan Review and Update section.

Zoning is the "legal" tool a municipality uses to regulate land use. The Village is afforded this regulatory authority under 65 ILCS Division 13. Specifically, a zoning ordinance regulates items relating to the use of land, height and size of buildings, size of lots, size of yards (building setbacks), and parking. It establishes definitions, standards, and procedures for a municipality to review and approve specific land developments. Zoning regulations should be based on a sound and rational plan for the community. Case law at both Federal and State levels dictates that land development control regulations cannot be arbitrary and capricious. For these reasons, it is imperative that a community carefully consider its development policies (including zoning) and adopt a comprehensive plan that reflects these policies. If done properly, the plan will provide a strong foundation for the municipality's zoning authority.

Also, reasonable and predictable regulations that maintain basic quality standards are important to private development decisions. An individual or business investing money in a residential or commercial property can proceed with confidence in what the future holds for the municipality's land use pattern and, most importantly, their immediate surroundings. **Figure 1** provides a summary of the key features of a comprehensive plan and a zoning ordinance.

Sustainable Planning

The goals, objectives, and recommendations developed in Chapter 3 of this Plan, not only consider land use and streets, but outline the . As will be shown in Chapter 2 during the Planning Area Analysis, Brighton is a small, rural community that is demonstrating a relatively slow growth rate. The Village has limited commercial activity and resources and the County and region do not offer any imminent growth opportunities. The proposed Comprehensive Planning recommendations will address sustainable planning elements, to the extent that the Village of Brighton has the capability. These elements and considerations include:

- **Provide for a safe, efficient, and complete transportation network:** The Village has a limited network of sidewalks. The Village is served by State Highway 111 / 267. While there is no scheduled bus service, Macoupin County Public Transit offers call and ride to residents of Macoupin County (only the east portion of the Village) and

Illinois Valley Economic Development Corporation offers rides to seniors in Jersey County (the west portion of the Village). Brighton is approximately 35 miles north of Downtown St. Louis, seven miles north of Godfrey, Illinois, and 13 miles southeast of Jerseyville, IL. The St. Louis Metropolitan Area to the south offers taxi companies and airports. Any improvements to this element would require regional cooperation.

- **Promote diverse, affordable housing:** The housing in Brighton is trending below the region in both median home value and median rent, suggesting the existing housing in the Village is some of the more affordable in the area. There has been a pronounced lack of housing starts in the Village since the housing market collapse in 2008. Increasing the amount and variety of housing in the Village, particularly to attract young families, is a top priority of the community.
- **Enhance economic competitiveness:** The Village desires to improve its economic competitiveness in the region. Brighton shares its K-12 school system with Medora and Shipman. The High School and Middle School are located just north of town in Piasa. The nearest higher educational opportunities are located in Godfrey at Lewis and Clark Community College, with numerous universities and colleges in the St. Louis Metropolitan Region. Brighton has a number of local businesses and some small employers. Public input suggests that the best option for the Village to expand on its economic base is to build on the opportunities afforded by being located on the edge of the Metro.
- **Support existing neighborhoods:** The recommendations found in this Plan propose to maintain the quality of life for the existing residents of the Village. At this time, growth trends do not support a need to develop strategies to handle the pressures of aggressive growth. Rather, goals and objectives focus on improving the Village and pursuing additional housing, while the land use recommendations should provide the Village adequate controls to regulate development in inappropriate areas.
- **Coordinate policies and leverage investment:** By adopting its first Comprehensive Plan, the Village is positioning itself for additional growth and investment, both in terms of additional residents and businesses. The Village has pursued various financial incentives mechanisms to further promote investment, including a business improvement district, tax increment financing district, grants, and enterprise zone.

- **Increase overall quality of life:** Community residents strongly desire to improve overall quality of life, including aesthetics within the Village. Residents desire preserving and improving local institutions. Improving infrastructure and beautifying the Village are also top priorities of the public. As a whole, building a growing community where residents can live, work, and play is the goal to increase quality of life for the people of Brighton.

Planning Area

The area encompassed by this Plan includes the Village and portions of adjacent unincorporated territory up to 1.5 miles from the corporate limits, within Jersey County and Macoupin County (see **Plate 1 and 1B**). The corporate limits of the Village shown in this plan were determined by reviewing Jersey County and Macoupin County (the “Counties”) tax records and a review of Village ordinances to determine property that is located in the Village.

Under Illinois law, municipalities are permitted to exercise zoning and subdivision jurisdiction for land up to 1.5 miles outside their municipal limits, if the county does not exercise its zoning authority. This extra-territorial jurisdiction is a key growth management and planning tool, allowing cities and villages to implement long-term growth strategy and review and approve development outside the corporate limits that would likely impact the municipality and its residents.

The Village has zoning and subdivision regulations. Development standards in the Village are driven by the Village’s zoning codes. The standards in the Planning Area, outside the Village, must adhere to the Counties’ respective regulations. The extra-territorial jurisdiction is included for planning purposes, although the Village has no authority in this area at present.

CHAPTER 3

RECOMMENDATIONS AND IMPLEMENTATION

Introduction

This chapter presents the potential Future Land Use Plan for the Village, as well as discussions of future streets. In the process of developing this Plan, a “default” land use plan was prepared. This default plan simply combined the Existing Land Use Map (see **Plates 2 and 2B**) with the zoning of undeveloped land as illustrated on **Plates 4 and 4B**. This default plan presumed that the existing land uses, both in the Village and in the Planning Area in unincorporated areas, are appropriate and that the existing zoning is appropriate. The default map provides a point for evaluation of the existing zoning map and policy and is the basis for the potential Future Land Use Plan. In developing the Future Land Use Plan, the following key questions were examined:

1. Are the proposed land uses (based on current zoning classifications) for undeveloped tracts of land appropriate?
2. Are there any obvious conflicts with zoned areas within the Village, or near the Village boundary with zoned areas in the county?
3. Is the prevailing land use in a particular area consistent with how the area is zoned? If not, is it the Village’s intent for these areas to eventually redevelop to the principal land use applicable to the zoning district?
4. Does the default plan make sense with respect to the Development Considerations Map (**Plates 5 and 5B**) presented in the previous chapter?

For the most part, the default plan reflected appropriate land uses and zoning. However, based on discussions with the Village Board, there were some inconsistencies between existing land uses and existing zoning. With the input of the Village Board, a potential Land Use Plan was created to serve as a guide for future development, including anticipated decisions regarding amending the Village’s Zoning Code.

For land use zoning to be effective, the Village Board should adopt policies and procedures to bring properties with uses that conflict with the zoning code, into compliance with their zoning classification. This process should not be disruptive to existing residences and businesses and is meant to slowly adjust land uses to fit the Plan.

While not binding, the recommendations of this Plan should be given appropriate consideration and weight in making decisions.

Plan Goals and Objectives

The following goals and objectives set forth the overall vision for the Village. They are intended to be an expression of the Village's interests, values, and overall vision. These goals and objectives were developed in concert with community input received through a public workshop, entitled "Building Brighton" as well as meeting with the Planning Commission, village officials, and stakeholder input.

Goal 1: Provide for a safe, efficient, and complete transportation network:

- Objective a) As new development occurs, the Village will require road connections to be made per the future streets outlined in this Plan.
- Objective b) The Village shall develop a long-term plan to provide sidewalks throughout the community, beginning with arterials and collector streets.
- Objective c) As opportunities arise, transit options should be maintained and increased to ensure that the elderly and those with disabilities can have safe transportation in the community.
- Objective d) As rights-of-way becomes available, and along the rail line, the Village should pursue implementation of a linear parks with bicycle / walking trails.

Goal 2: Promote diverse, affordable housing:

- Objective a) High quality residential areas shall be encouraged that provide a decent home and suitable living environment for all residents of the Village.
- Objective b) The Village shall strive to provide a diversity of housing types to meet the needs of all residents and to provide residences for all ages and abilities.
- Objective c) The use of financial mechanisms, grants, and incentives shall be investigated for the re-use through infill housing of vacant lots, particularly those owned by the Village.

Goal 3: Enhance economic competitiveness:

- Objective a) The Village shall actively encourage both the retention of existing businesses and the establishment of new businesses by whatever means available.
- Objective b) The conversion residential dwellings and land to commercial uses shall be encouraged only in areas designated as commercial on the general land use map.
- Objective c) Since the Downtown is the civic and historic center of the community, the Village shall work to preserve and revitalize this area.
- Objective d) Priority shall be placed on the retention and attraction of employers in the Village.

Goal 4: Support existing neighborhoods:

- Objective a) Existing neighborhoods will be protected from the unnecessary intrusion of incompatible land uses.
- Objective b) Buffering shall be encouraged between residential and non-residential land uses when new development occurs that has the potential to negatively impact residential property values.
- Objective c) All new development shall be required to demonstrate that there are adequate and efficient public services, facilities, and utilities which meet appropriate standards and guidelines.
- Objective d) The Village shall encourage development to occur within the existing corporate limits, and not encourage “leapfrog” development, which is a less financially prudent use of infrastructure and service dollars.

Goal 5: Coordinate policies and leverage investment:

- Objective a) The Village shall continue to pursue the use of financial mechanisms such as a business improvement district and a tax increment financing district to revitalize existing areas and provide needed infrastructure to the community.
- Objective b) Working with neighboring communities, the Village shall pursue the establishment of an enterprise zone to attract and incentivize new businesses.

Objective c) As available, the Village shall pursue USDA and other grants to implement the goals and objectives of this Plan.

Goal 6: Increase overall quality of life:

Objective a) The Village shall provide 10 acres of park land per 1,000 inhabitants and work to preserve and maintain existing parks and recreational facilities.

Objective b) As identified during the community workshop, the Village shall prioritize the improvement of aesthetics, particularly along entrance points and along major thoroughfares in the Village, including lighting, streetscape improvements, curbs and gutters, plantings, and signage.

Objective c) The Village shall encourage the retention and attractive reuse of existing buildings including the former school building, vacant churches, and commercial buildings Downtown.

Objective d) The Village shall support the school district and the library in the retention, improvement, and expansion of facilities and services within the community.

Plan Review and Update

It is important to periodically reassess the Plan (every 5 to 10 years). The Plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, variables such as population and urban development characteristics should be compared against the Plan's assumptions and recommendations. Based upon this periodic review, modifications to the Plan, or elements thereof, should be made to insure that the Plan reflects current development policy.