

ALTON PLAN COMMISSION AGENDA

Tuesday, December 9, 2025

6:00 P.M.

COMMISSIONERS

Mark Hackworth, Chairman
Martha Kane
Robert Wayne Harris
Timothy Lolley
Eric Shultis

Barry Clayton
Joe Blair
Shondalyn Williamson
Todd Harpole
Sharon Jackson

A. CALL TO ORDER

B. ROLL CALL

C. SPEAKERS FROM THE FLOOR

D. APPROVAL OF MINUTES

1. Motion to Approve the Minutes from the November 18, 2025 Plan Commission Meeting (Place on File)

E. PUBLIC HEARINGS

1. PC 25-014 (Map Amendment) The petition of Stephany Lillard, applicant and owner of record, for a zoning map amendment to rezone property located at 1000 Belle St. (PPN: 23-2-07-11-14-304-014) from "R-2" Single-Family Residential District to "C-2" General Commercial District.
 - a) Motion to Open Public Hearing
 - b) Staff Report
 - c) Public Input
 - d) Motion to Close Public Hearing
 - e) Motion to Recommend Approval

F. UNFINISHED BUSINESS

1. PC 25-011 (Special Use Permit) The petition of Trane Davis, applicant on behalf of owner of record, James England, for a special use permit to operate a Social Organization (NAICS 8134) at 502 Milton Road, Alton, Illinois (PPN 23-2-08-17-10-103-034).
 - a) Motion to Open Public Hearing
 - b) Staff Report
 - c) Public Input
 - d) Motion to Close Public Hearing
 - e) Motion to Recommend Approval

2. PC 25-006 (Text Amendment) A text amendment to the Alton City Code amending Title 11, Chapter 13 of the Zoning Ordinance regarding the Zoning Chapter 13 of the Zoning Ordinance regarding the Zoning Board of Appeals.
 - a) Motion to Open Public Hearing
 - b) Staff Report
 - c) Public Input
 - d) Motion to Close Public Hearing
 - e) Motion to Recommend Approval

G. NEW BUSINESS

H. STAFF REPORT

I. COMMENTS FROM COMMISSION MEMBERS

J. ITEMS FOR NEXT AGENDA

1. Discuss Comprehensive Plan Vision
2. Discuss Short-Term Rentals

K. ADJOURNMENT

IF PROSPECTIVE ATTENDEES REQUIRE AN INTERPRETER OR OTHER ACCOMMODATIONS, PLEASE CONTACT THE ALTON CITY CLERK'S OFFICE AT 618-463-3522 NO LATER THAN 48 HOURS PRIOR TO THE COMMENCEMENT OF THE MEETING TO MAKE ARRANGEMENTS.

**ALTON PLAN COMMISSION
CITY COUNCIL CHAMBERS
NOVEMBER 18, 2025
DRAFT MEETING MINUTES**

MEMBERS PRESENT: Mark Hackworth, Joe Blair, Barry Clayton, Todd Harpole, Martha Kane, Eric Shultis, Timothy Lolley, Sharon Jackson

MEMBERS ABSENT: Robert Wayne Harris, Shondalyn Williamson

OTHERS PRESENT: Andi Campbell (Deputy Director of Planning and Development), Christine Little (Secretary), Heidi Eckert (via phone), Shawn Copeland, Heather Thompson, Shirlene Arnold, Carrie Davis, Race Davis, Amme Doucleff, Dave Lando, Jennifer Lando, Courtney McKinney, Joe McKinney., Dorothy McCoy, Denise Sparks, Kevin Wacker, Joey Wacker, James Walker, Dorothy Droste, Bob Droste, Stephanie Francis, Keely Bogart, Virginia Loftus, Michael Batchelor, Belinda Sutton, Pat Loftus, Jackie Monroe, Deb Ozier, Kirstan Gray, Rick Lauschke, Angelo Boukas, Jim Boukas, Syvella Gregory, Rob Sutton, Aaron Lockhart, Nicholas Goeway, Ashley Goeway, Thomas Harp, Jeff Groby, Trueman Groby, Sarah Rose, River Wrischinik, Matt Crawford

CALL TO ORDER

Chairman Hackworth called the meeting to order at 6:00 p.m.

ROLL CALL

Roll call was taken with eight present and two absent.

SPEAKERS FROM THE FLOOR

None

APPROVAL OF MINUTES

Motion was made by Todd Harpole and seconded by Martha Kane to approve the minutes dated October 18, 2025. (Place on file.) Voice vote. All ayes.

PUBLIC HEARINGS

1. PC 25-010 (Map Amendment) The petition of James Boukas, applicant and owner of record, for a zoning map amendment to rezone property located at 1864 E Broadway (PPN: 23-1-08-18-09-201-001) from "C-2" General Commercial District to "R-4" Multiple-Family Residential District.

Motion was made by Todd Harpole and seconded by Tim Lolley to open the public hearing. Voice vote. All ayes.

Staff Report:

Andi Campbell provided an overview of the staff report stating James Boukas, the applicant, is requesting a zoning map amendment in order to rezone the subject property from "C-2" General Commercial District to "R-4" Multiple-Family Residential in order to continue the placement of a single-family home. Ms. Campbell stated that due to the site characteristics and dimensions, the property could not be redeveloped with multi-family housing. Ms. Campbell stated that she recommends approval of the requested Zoning Map Amendment as the

proposed amendment should have no impact on surrounding properties and is consistent with the goals and objectives of the city's Comprehensive Plan in that it protects an existing residential use.

Barry Clayton inquired about the ingress and egress.

Todd Harpole asked whether the house was still owned by Angelo Boukas; Ms. Campbell stated that it was.

Barry Clayton asked if the site could accommodate emergency vehicles. Ms. Campbell stated that it could.

Sharon Jackson asked if the subject property was surrounded by commercial on both sides. Ms. Campbell stated that it was. Ms. Jackson asked if the subject property only adjoined residential to the north. Ms. Campbell answered yes. Sharon Jackson asked if the land use is currently commercial. Ms. Campbell answered that the site had been subdivided and that the northern portion was used residentially while the southern portion was used commercially.

Martha Kane asked if someone was living there currently. Ms. Campbell stated that she is unsure if it is actively occupied as there is a pending contract on the home. Martha Kane asked whether it had historically been used for residential occupancy. Ms. Campbell answered yes.

Sharon Jackson asked if there is a conflict between the zoning and the land use? Ms. Campbell answered yes.

Public Input:

Rick Lauschke (realtor for the Boukas) spoke in favor of the map amendment stating that the house is a single-family home and has been there for a long time. The house was built in the 1940's. Mr. Lauschke stated that there is a contract on the house, and the rezoning request for R-4 came about because the bank will not loan on the house because it's a legal non-conforming use and cannot be rebuilt in the instance of a catastrophe unless the zoning is changed.

Todd Harpole asked if the home was currently empty. Mr. Lauschke stated that items were being removed from the home but Ms. Boukas is going back and forth.

Kirstan Gray spoke in opposition of the map amendment stating that changing the property from C-2 to R-4 poses a threat against his event center business, Vera Lee. The business is located directly next door to the east. Mr. Gray expressed concerns over future residential occupants raising noise related concerns, limiting his ability to operate.

Mark Hackwork asked Mr. Lauschke if the Boukas have always live in the property. Mr. Lauschke answer yes.

Motion was made by Todd Harpole and seconded by Martha Kane to close the public hearing. Voice vote. All ayes.

Motion was made by Sharon Jackson and seconded by Joe Blair to grant zoning map amendment to rezone property located at 1864 E Broadway (PPN: 23-1-08-18-09-201-001) from "C-2" General Commercial District to "R-4" Multiple-Family Residential District.

Roll-call vote. Mark Hackworth, Joe Blair, Todd Harpole, Martha Kane, Eric Shultis and Tim Lolley voted aye. Barry Clayton and Sharon Jackson voted nay. Motion passed 6-2.

2. PC 25-011 (Special Use Permit) The petition of Trane Davis, applicant, on behalf of owner of record, James England, for a special use permit to operate a Social Organization (NAICS 8134) at 502 Milton Road, Alton, Illinois (PPN 23-2-08-17- 10-103-034).

Motion was made by Martha Kane and seconded by Sharon Jackson to open the public hearing. Voice vote. All ayes.

Staff Report:

Andi Campbell provided an overview of the staff report stating that Trane Davis is requesting a special use permit to operate a community outreach and recreation center at 502 Milton Rd. Mr. Davis intends to host educational and life skills programs for disadvantaged youth and young adults. The property is zoned R-2 Single-Family Residential. The building on the site is approximately 1,200 sq. ft. The parking code requires 1 parking space per 200 sq of floor area for uses within NAICS 8134, or a minimum of 6 spaces. Ms. Campbell stated that given the lack of information contained in the application, she was recommending denial or continuation of the hearing in order for the applicant to provide additional information.

Sharon Jackson asked if additional conditions could be added and if so when could those conditions be added. Ms. Campbell answered conditions could be discussed once the hearing is closed and the motion for approval is made.

Public Input:

Trane Davis, applicant, addressed the commission, stating that he intended to turn the building into a community center for youth or a social organization for youth. He stated he is just trying to do something for the community.

Alderwoman Patricia Ford spoke in opposition to the request and asked what qualification Mr. Davis has to run such an organization, how the organization would be funded, whether there would be limits on the number of people that could be there, and if the parking was adequate.

Ms. Campbell stated that she had recommended an occupancy limit of 15 individuals, including staff based on the square footage.

Mark Hackworth asked Mr. Davis if he intended to run the facility. Mr. Davis answered yes, with volunteers.

Mark Hackworth asked Mr. Davis if he had any specific funding in place. Mr. Davis stated no, but he would fund it himself necessary.

Eric Shultis asked Mr. Davis if he had the opportunity to read the conditions of approval and was okay with them. Mr. Davis stated yes.

Sharon Jackson asked Mr. Davis who he had firm agreements with and what the specific programming would be. Mr. Davis stated that he was considering partnership with SIUE, his sister who is a paralegal, and some teachers.

Motion was made by Sharon Jackson and seconded by Joe Blair to close the public hearing. Voice vote. All ayes.

Motion was made by Sharon Jackson and seconded by Tim Lolley to postpone the special use permit hearing until December 9, 2025 for additional information from the applicant.

Roll call vote: Mark Hackworth, Joe Blair Barry Clayton, Todd Harpole, Martha Kane, Eric Shultis, Tim Lolley and Sharon Jackson voted aye. Motion passed 8-0.

3. PC 25-012 (Text Amendment) The petition of Nicholas Goewey for a text amendment to the Alton City Code amending Title 11 Zoning Ordinance in order to list BMX Riding Trail (a use within NAICS 713990) as a special use within the “R-1” Single-Family Residential District and establish supplemental standards regulating the use.

Motion was made by Eric Shultis and seconded by Barry Clayton to open the public hearing. Voice vote. All ayes.

Staff Report:

Andi Campbell provided an overview of the staff report stating Nicholas Goewey, property owner, is requesting a text amendment to the city’s zoning code in order to allow BMX Riding Trail (a use within NAICS 713990) as a special use within “R-1” Single-Family Residential Districts. Ms. Campbell discussed the potential impact the proposed use could have within residential areas, stating that the request did not align with the comprehensive plan and staff recommended denial.

Todd Harpole asked whether the text amendment would impact all R-1 districts or just the subject location. Ms. Campbell answered that the use would be added as a special use within the R-1 district.

Martha Kane asked if that means the use could potentially go anywhere in the city. Ms. Campbell answered that areas zoned R-1 could request a special use permit for a BMX track, subject to a public hearing.

Tim Lolley asked about site access. Ms. Campbell stated that the property has road frontage along Lincoln St., but that it is located along a drainage ravine.

Todd Harpole asked if the main entrance to the property is on Norside. Ms. Campbell stated that the site has historically been accessed that way.

Barry Clayton asked about the city’s stance on site access. Ms. Campbell stated that the right of way is less of a concern than the privately owned property as the city cannot provide permission for the applicant to utilize private property.

Tim Lolley asked about emergency access to the site and whether the city would be opening itself up to potential liability if the request is approved. Ms. Campbell referred the question to Corporation Counsel Heidi Eckert. Ms. Eckert answered if there is an emergency situation and the city knows they are utilizing the property and the city has okayed it then someone could file a lawsuit against the city.

Martha Kane asked whether the request aligned with the comprehensive plan. Ms. Campbell stated that all requests are currently reviewed against the 2003 comprehensive plan as the new plan is still being developed.

Sharon Jackson asked if the request were to be approved if it would impact all R-1 district. Ms. Campbell stated that it would change the R-1 district regulations.

Tim Lolley asked if we could add a limitation allowing only one BMX track. Ms. Campbell referred the question to Corporation Counsel Heidi Eckert. Ms. Eckert answered no but she would need to confirm that is correct.

Sharon Jackson asked if there could be proximity requirements? Ms. Campbell answered proximity requirement would be allowable.

Public Input:

Keeley Bogart spoke in opposition to the text amendment stating it would send a dangerous message that private groups can take residential land and turn it into a commercial style playground whenever they choose.

Jackie Monroe spoke in opposition to the text amendment stating that residential areas need preserved.

Todd Harpole asked staff to distinguish between the text amendment and the special use permit. Ms. Campbell answered the text amendment has to be approved to facilitate the special use permit request as the use is not currently listed in the code.

Deb Ozier spoke in favor of the text amendment stating that it is private property and private people outside utilizing that property and that is healthy.

Thomas Harp spoke in favor for the text amendment stating this is private property utilized by the citizens that own this property. It's been a long-standing use in this community.

Syvella Gregory spoke in opposition to the request stating she is the adjoining property owner and has not given them permission for the participants to cross her property.

Virginia Loftus spoke in opposition to the text amendment stating she prefers to keep the peace within the neighborhood.

Pat Loftus spoke in opposition to the text amendment stating this is a zoning issue and this would change the zoning in the residential neighborhood.

Jeremey Rarnier spoke in favor of the text amendment stating its private property conducting recreational activities, and there have been no injuries in the 30 years it's been around.

Motion was made by Martha Kane and seconded by Joe Blair to close the public hearing.

Motion was made by Tim Lolley and seconded by Joe Blair to approve the petition of Nicholas Goewey for a text amendment to the Alton City Code amending Title 11 Zoning Ordinance in

order to list BMX Riding Trail (a use within NAICS 713990) as a special use within the “R-1” Single-Family Residential District.

Discussion:

Eric Shultis asked whether the text amendment in place to alleviate what the owner feels is harassment. Ms. Campbell stated that the text amendment is being requested because the use is not currently allowable under the city code. The zoning ordinance has a permissive title design, which means if the use is not listed in the residential district, it’s considered prohibited.

Barry Clayton asked if the site was being utilized for residential purposes or just the BMX trail. Ms. Campbell stated that the site was being used for the BMX trial, which does not comply with the code.

Tim Lolley stated that people have talked about the text amendment request bypassing code enforcement and asked if the city’s position is that it’s not a matter of code enforcement. Ms. Campbell stated that the current use of the site constitutes a code violation and that the applicant has the right to make a request for a text amendment that would facilitate a potential path forward for the use to continue.

Eric Shultis asked if the text amendment is a necessary next step. Ms. Campbell stated that the text amendment is necessary for the BXM trail to continue to operate at the site.

Tim Lolley asked where such a use would typically be located if not in residential. Ms. Campbell answered within a parks or open space district, which would be the CR district in the city’s code.

Martha Kane asked whether she would be allowed to have a bike ramp in any residential district. Ms. Campbell answered if she had a single-family dwelling, she could have a bike ramp as an accessory use to the single-family dwelling.

Tim Lolley asked if the trails would be allowable. Ms. Campbell stated that if there was a residence on this site, the city’s stance would be that the BMX trail is not a customary accessory use to a residential dwelling given the scope and scale of the use.

Eric Shultis asked if people can establish parks. Ms. Campbell answered no, the city’s stance is that parks are publicly operated.

Sharon Jackson asked if the request was brought forward because the applicant paid the fees for special land use. Ms. Campbell answered the applicant was notified that they could not continue the use of the site for BMX trails and that they could either stop the use or they have the right to request a zoning hearing.

Roll-call vote. Todd Harpole and Martha Kane voted aye. Mark Hackworth, Joe Blair, Barry Clayton, Tim Lolley, Eric Shultis and Sharon Jackson voted nay. Motion failed 2-6.

4. PC 25-013 (Special Use Permit) The petition of Nicholas Goewey, applicant and owner of record, for a special use permit to operate a BMX Riding Trail (a use within NAICS 713990) for a text amendment to the Alton City Code amending Title 11 Zoning Ordinance in order to list BMX

Riding Trail (a use within NAICS 713990) at 2100 Lincoln Street, Alton, Illinois, (PPN 23-2-07-03-16-401-039)

Motion was made by Tim Lolley and seconded by Joe Blair to open the public hearing. Voice vote. All ayes.

Staff Report:

Andi Campbell stated that the applicant is requesting a special use permit in order to operate a "BMX Riding Trail" at the subject property. Ms. Campbell provided an overview of the special use permit consideration items listed in the code, stating that she found that the request did not satisfy the consideration items and recommended denial of the request.

Barry Clayton asked if there are any provisions for offsets on neighboring properties. Ms. Campbell provided the residential setback requirements.

Tim Lolley asked if we would require screening. Ms. Campbell answered that the commission could require screening.

Todd Harpole asked if anyone can see the trails from their residence. Ms. Campbell answered it depends on the time of year and the tree foliage.

Martha Kane asked if there are any specifications for electricity, water, or basic sanitation at the site. Ms. Campbell answered that the committee could create a condition to require that amenities be required at the site.

Tim Lolley asked whether it was feasible at the location. Ms. Campbell answered it is feasible for commission to add the provision of amenities as a requirement.

Mark Hackworth asked about the requirement to account for water runoff if additional dirt is being moved. Ms. Campbell stated that depending on the scale of disturbance they would need an excavation permit from the city and potentially a NPDES permit from the state.

Public Input:

Aaron Lockhart (owner) spoke in favor of the special use permit stating this was meant to be a spot for him and his friends and a couple local riders to hang out, stating that he'd like to find a balance where the trail can continue to operate. He stated that he and Nick would do what is needed to make it what it needs to be. Mr. Lockhart stated that it was like a community there and he feels like they are losing it.

Todd Harpole asked about the average number of visitors to the site. Mr. Lockhart stated that about five or six people is typical and maybe six or seven on the weekend.

Nick Goewey (owner) spoke in favor of the special use permit stating they are not trying to build a BMX park it is just a couple of buddies that built all these jumps. He stated that he is not running a business and has no desire to run a facility. Mr. Goewey stated that they had complied with everything the city has asked of them.

Keeley Bogart spoke in opposition to the special use permit stating the application states that this is for personal use but if that were true there would be no need for a special use permit.

Brenda Sutton spoke in opposition of the special use permit stating this is not a little neighborhood bike trail. Ms. Sutton stated that they advertise and encourage people to come to the site, and there are people from out of state that come. Ms. Sutton stated that it's dangerous and there is no supervision.

Jackie Monroe spoke in opposition to the special use permit emphasizing the importance of zoning and that she is asking for the denial of the special use permit.

Thomas Harp spoke in favor of the special use permit stating that he is an active member of the State Street Trails, that the property has liability insurance, and there have been no injuries on the property.

Shawn Copeland spoke in favor of the special use permit stating that he has been going to the trails since 2002 and he would hate to see all the work they have done and all the good that has come through go to waste.

Heather Thompson spoke in favor of the special use permit stating that they are a community on Norside Dr. and the trail in their backyard brought them together. Ms. Thompson stated that her prayer for tonight is that the trails stay open.

Carrie Davis spoke in favor of the special use permit stating that she strongly suggests that the trails are kept open as they have been a fixture of the Norside neighborhood. Ms. Davis stated that they all feel like their voices haven't been heard. Ms. Davis asked that the commission support the legacy of State Street Trails for the future generations.

Rance Davis spoke in favor of the special use permit stating that State Street Trails is merely a reference point; it's not an entity, a business, nor a park. It's the owner's piece of private property for an activity that they love. Mr. Davis asked that Nick and Aaron be allowed to have access to their land again.

Virginia Loftus spoke in opposition of the special use permit stating this has become a full-fledged BMX park and it is a disruption to the neighborhood.

Pat Loftus spoke in opposition of the special use permit stating that this application is a clear attempt to evade zoning regulations.

Motion was made by Barry Clayton and seconded by Tim Lolley to close the public hearing. Voice vote. All ayes.

Motion was made by Tim Lolley and seconded by Barry Clayton to approve the petition of Nicholas Goewey, applicant and owner of record, for a special use permit to operate a BMX Riding Trail (a use within NAICS 713990) at 2100 Lincoln Street, Alton, Illinois, (PPN 23-2-07-03-16-401-039) with the following conditions:

1. This Special Use Permit for a BMX Riding Trail (NAICS 713990) is granted for the sole usage of Nicholas Goewey, any change of ownership or operator shall void this special use permit.
2. The scope and scale of the existing track shall be reduced to fit within the property boundaries.
3. An emergency access plan shall be approved by the Fire Department prior to issuance of the special use permit. If adequate emergency vehicle access cannot be demonstrated, the permit shall be automatically null and void.
4. A professional risk assessment and trail design plan prepared by a qualified BMX/MTB trail engineer shall be submitted and approved by the City prior to continued operation.
5. All jumps, berms, and features must meet industry-standard safety guidelines.
6. The operator shall provide evidence of general liability insurance. Insurance must be maintained continuously.
7. BMX use shall be limited to the following hours: 9:00 AM – Dusk. No night riding, illumination, or events shall be permitted.
8. Trespass and after-hours usage shall be actively monitored and enforced by the operator.
9. No amplified sound, music systems, speakers, or event announcements are permitted. Use of the trail shall not exceed typical residential ambient noise levels at the property line.
10. Trails must be constructed and maintained to prevent soil erosion, off-site sedimentation, and water drainage impacts.
11. The operator shall appoint a responsible on-site manager with contact information filed with the City.
12. The operator must maintain the site free of trash, debris, and hazards at all times.
13. Signage including “Ride at Your Own Risk,” permitted hours, rules of conduct, and emergency contact information shall be posted at the entrance.
14. No on-street parking may obstruct driveways or emergency access.
15. A City inspection may be conducted twice annually, and the City may require corrective actions.
16. A site plan to include a buffer area along the property boundaries shall be provided and approved by staff.
17. A restroom facility shall be provided.
18. The pending investigation being conducted by the Illinois Department of Natural Resources shall be resolved and any state mandates complied with prior to the special use permit taking effect.
19. If the BMX trail becomes inactive, unused, or abandoned for more than six (6) consecutive months, the permit shall automatically expire and the site shall be restored to pre-trail condition.

20. The owner's failure to adhere to the conditions of the special use permit may cause revocation of the same in accordance with the City Code of Ordinances.

Roll-call vote. Todd Harpole, Martha Kane and Eric Shultis voted aye. Mark Hackworth, Joe Blair, Barry Clayton, Tim Lolley, and Sharon Jackson voted nay. Motion failed 3-5.

ADJOURNMENT

Motion was made by Martha Kane and seconded by Tim Lolley for adjournment. Voice vote. All ayes.

Meeting adjourned at 9:30 p.m.

REPORT TO THE PLAN COMMISSION

CITY OF ALTON

Application Number: PC25-014

Application Name: Lillard Rezoning

Applicant Name: Stephany Lillard

Property Owner: Stephany Lillard

Request: A request for a Zoning Map Amendment to rezone the subject property from "R-2" Single-Family Residential District to "C-2" General Commercial District

Site Address: 1000 Belle St.

Parcel ID Number(s): 23-2-07-11-14-304-014

Zoning Designation: "R-2" Single-Family Residential/ "C-2" General Commercial

Total Site Area: Approximately 25,500 Sq. Ft. (Structure approx. 4,620 Sq. Ft.)

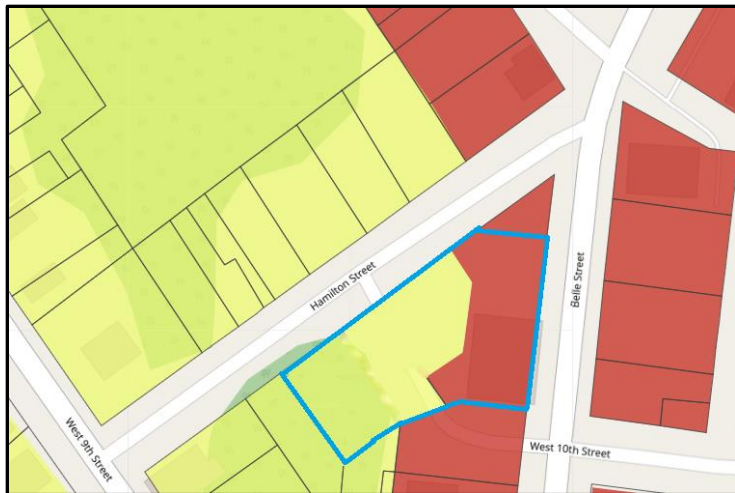
Commission Meeting Date: December 9, 2025

Staff Recommendation: Approval



Overview, Site History, and Existing Conditions

The subject property is located at the intersection of Belle Street and Hamilton Street and is currently dual zoned “C-2” General Commercial District and “R-2” Single-Family Residential, as shown in the image to the right. The property is within a transition area where a long-established commercial corridor transitions to residential lots further west. Notably, the residential lots west of Belle Street remain vacant and have not developed as single-family residential.

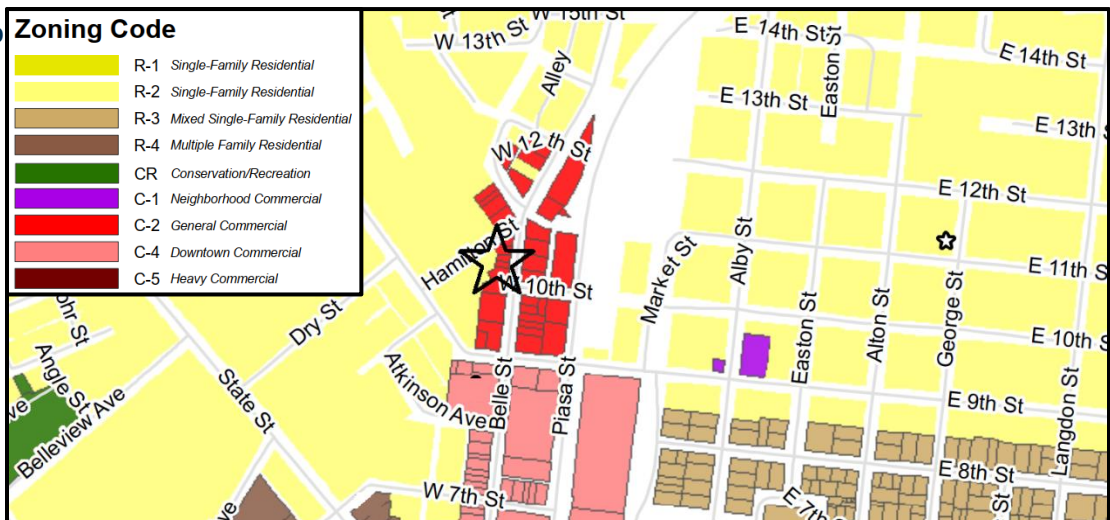


The commercially-zoned portion of the property has historically supported bar/restaurant uses. The R-2 portion of the lot has never been developed. The applicant intends to use the full site as an event space, which may also include food trucks as an accessory or temporary use. To utilize the property cohesively and in conformance with zoning regulations, the applicant seeks to rezone the remaining R-2 portion to C-2.

Planning & Zoning Considerations

LAND USE & ZONING CONTEXT MATRIX		
DIRECTION	ZONING DISTRICT	EXISTING LAND USE
North	R-2 Single-Family Residential / C-2 General Commercial	Vacant Residential/ Vacant Commercial
South	C-2 General Commercial / R-2 Single-Family Residential	Machine Shop / Residential
East	C-2 General Commercial	Automotive Repair
West	R-2 Single-Family Residential	Vacant Residential

Zoning Map



Zoning Consistency Review

The subject property is currently dual zoned. The commercially-zoned portion of the property has historically been utilized for bar/restaurant uses while the residentially-zoned portion of the lot has never been developed.

The purpose of the “R-2” Single-Family Residential District is to provide areas for single-family residential uses of an urban character. It is further intended to provide for other uses which are customarily found with and are not detrimental to single-family residences. The “R-2” District is considered consistent with and designed to implement the provisions of the comprehensive plan for land designated as single-family and urban residential on the city's future land use map.

The purpose of the “C-2” General Commercial District is to permit selected retail sales and various service activities in appropriate areas. The “C-2” District is considered consistent with and designed to implement the provisions of the comprehensive plan for land designated as commercial on the City's future land use map.

Links to the full District Regulations and allowable uses are provided in the Links section of this report.

Comprehensive Plan Consistency Review

Applicable Goals, Objectives, and Policies

The 2003 Comprehensive Plan identifies established commercial corridors as appropriate areas for continued commercial investment, targeted reinvestment, and flexible use. Belle Street is recognized as a corridor where commercial activity is appropriate and encouraged, particularly near the riverfront and existing commercial clusters.

Rezoning the rear portion of 1000 Belle Street to C-2 aligns with the Comprehensive Plan by meeting the following goals and objectives, as stated in the plan:

- Supports commercial corridor revitalization objectives;
- Promotes adaptive reuse of a parcel that is partially underutilized;
- Creates logical zoning continuity by eliminating split zoning;
- Aligns with the plan’s identification of Belle Street as a corridor suitable for small business and service uses, including event-oriented and food-oriented enterprises.
- Staff finds that the request is consistent with the comprehensive plan.

Future Land Use Map

The Comprehensive Plan Future Land Use Map designates the eastern portion of the property residential and the western portion of the property commercial. According to the Comprehensive Plan, city decisions on rezoning applications may be based in part of the future land use map but must consider the surrounding development pattern.



Staff Recommendation

Staff recommends approval of the requested Zoning Map Amendment. The proposed amendment is consistent with the City's Comprehensive Plan.

Public Input

No correspondence has been received as of the completion of this staff report.

Links to Relevant Code Sections and Material:

1. ["R-2" Single-Family Residential District Regulations](#)
2. ["C-2" General Commercial District Regulations](#)
3. [Amendments](#)
4. [Comprehensive Plan](#)

Site Photos



View from Belle St. facing Northwest.

Site Photos







View from Hamilton St. facing Northeast.



REPORT TO THE PLAN COMMISSION CITY OF ALTON

Application Number:	PC25-011
Application Name:	Choo Choo's Community Outreach and Recreation Center
Applicant Name:	Trane Elite Davis
Property Owner:	James England
Request:	A request for a Special Use Permit (SUP) in order to operate a community center at the subject property.
Site Address:	502 Milton Rd.
Parcel ID Number(s):	PPN: 23-2-08-17-10-103-034
Zoning Designation:	"R-2" Single-Family Residential District
Total Site Area:	Approximately 7,500 sq. ft. (structure approx. 1,200 sq. ft.)
Commission Meeting Date:	December 9, 2025, Continued from November 18, 2025
Staff Recommendation:	Denial



Site History and Existing Conditions

The subject property is located at 502 Milton Rd., just northwest of the Milton Rd. and Robin Ave. intersection and is zoned R-2 Single-Family Residential. The subject property has historically been utilized for a myriad of commercial purposes including a telemarketing office, welding shop, and various retail uses. The most recent use of the property was jewelry retail. Since the property is zoned residential, the commercial use of the property is considered nonconforming. The other structure on the property, 502 Milton Rear, is used for single-family residential occupancy. The property was cited in November of 2024 for derelict vehicles at the location

In 2024, the applicant, Mr. Davis, applied for a business license to operate Choo Choo's handwash and auto detailing at the property. As per [11-3-9-D-1](#) of the city's zoning code, no nonconformity shall be enlarged or changed to a different nonconformity, except upon a determination by the zoning administrator that the change results in a lessening of the degree of nonconformity. Staff determined that the change of use from a jewelry retail establishment to an automobile carwash and detail location represented an intensification of commercial activity at the subject location and denied the business license. The applicant and property owner were advised that moving forward, the property could be utilized for low intensity office or retail uses, based on the language in the nonconforming section of the code, or a use listed within the R-2 Single-Family Residential District regulations. This led to the subject application for a community center. Civic and Social Organizations (uses within NAICS 8134) is a listed special use within the R-2 District.

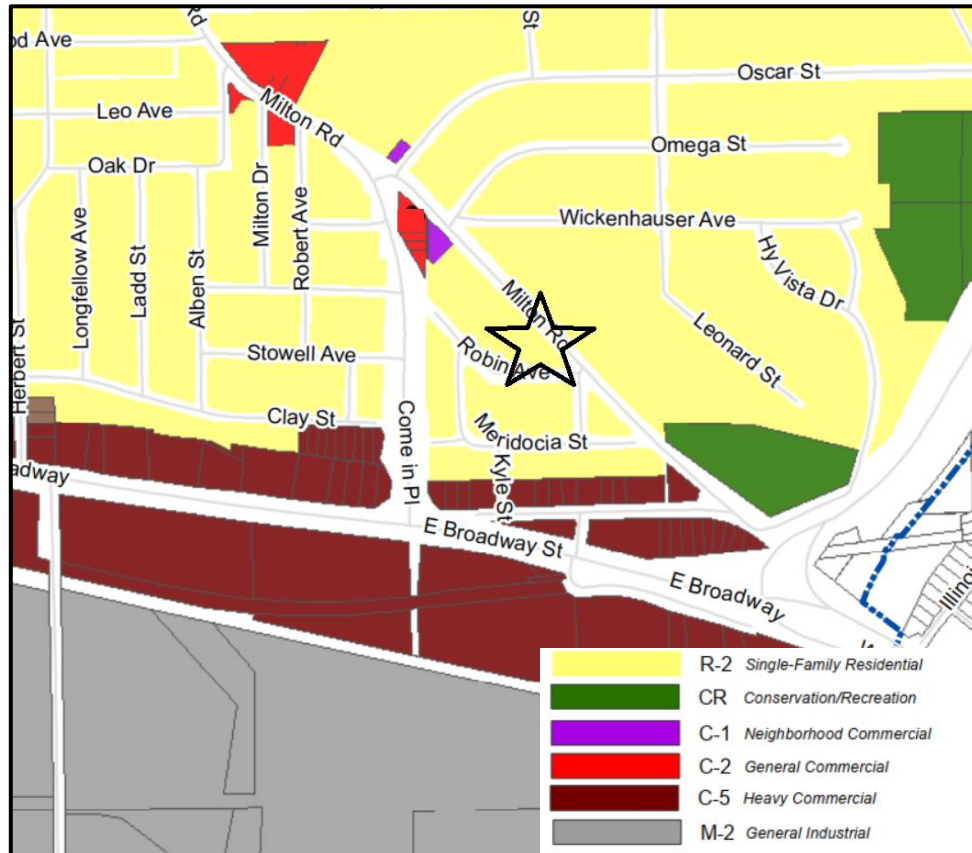
Request Overview

Trane Davis, applicant on behalf of owner of record, James England, is requesting a special use permit in order to operate a community outreach and recreation center to host educational and life skills programs for disadvantaged youth and young adults. The structure at the subject property is approximately 1,200 sq. ft. The parking code requires 1 parking space per 200 sq of floor area for uses within NAICS 8134, or a minimum of 6 spaces.

Planning & Zoning Considerations

LAND USE & ZONING CONTEXT MATRIX		
DIRECTION	ZONING DISTRICT	EXISTING LAND USE
North	R-2 Single-Family Residential	Residential/Church
South	R-2 Single-Family Residential	Residential
East	R-2 Single-Family Residential	Residential
West	R-2 Single-Family Residential	Residential

Zoning Map

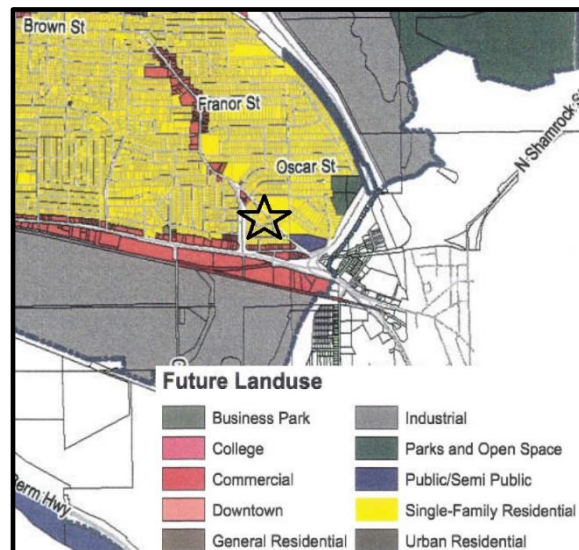


Special Use Permit Considerations

As per 11-11-3: Criteria for Reviewing Applications, the Plan Commission and City Council shall consider the following items when reviewing a special use permit:

A. *Whether the proposed special use permit is consistent with the City's Comprehensive Plan and will not impede normal, orderly development of the neighborhood.*

The Comprehensive Plan Future Land Use Map identifies the subject property as Single-Family Residential. A community center serving youth is not a typical use within residential neighborhoods, but it is a listed special use within the R-2 residential districts. The plan emphasizes neighborhood stabilization, reducing incompatible commercial activity within residential blocks, and improving the transition between residential and commercial corridors.



502 Milton Road is a legal nonconforming commercial building within a residential environment, commission should consider the potential impact of a new, active institutional use.

B. The compatibility with surrounding uses and compatibility with the surrounding neighborhood, including any substantial impact on property values.

Community centers typically generate higher intensity activity than residential uses, involve gatherings, classes, youth programs, and drop-in traffic, and can create noise, parking demand, and evening activity. The applicant does not provide details on maximum occupancy, expected daily attendance, or staffing.

Given limited information and the residential context, the proposed use is not fully compatible with adjacent residential uses. Increased traffic, parking spillover, and activity levels may create negative externalities that could impact nearby property values or residential enjoyment. Compatibility is uncertain, but potential exists for adverse impacts on nearby residential properties.

C. The comparative size, floor area, mass, and general appearance of the proposed structure in relationship to adjacent structures and buildings in the surrounding properties and neighborhood.

Not applicable as the proposal does not include the construction or renovation of any structures. The commission may consider the impact the intensification of activity at the property could have on the surrounding area.

D. The amount of traffic movements generated by the proposed use and the relationship to the amount of traffic on abutting streets and on minor streets in the surrounding neighborhood in terms of the street's capacity to absorb the additional traffic and any significant increase in hourly or daily traffic levels.

A community center offering youth programs, classes, and outreach typically generates regular daily vehicle trips, pick-up/drop-off cycles, volunteer/staff traffic, and visitor parking demand.

Milton Road and surrounding neighborhood streets are local residential streets. The applicant proposes 8 parking spaces; however, the site can only accommodate six due to the property width constraints. This may be insufficient depending on program volume. While Milton Rd. is adequate to handle the potential increased traffic demand, the use may generate traffic levels out of scale with the residential character.

E. The added noise level created by activities associated with the proposed use and the impact of ambient noise level of the surrounding area and neighborhood.

Youth programming, recreation, social services, and group gatherings may create outdoor congregating, arrival/departure noise, and program-related activity noise. Given close proximity to residences, noise levels could exceed those typical for a residential block. There is potential for significant noise impacts relative to residential expectations. Conditions of approval may be applied to the use to help mitigate some of the potential impacts.

F. The impact of the night lighting in terms of intensity, duration, and frequency of use as it impacts adjacent properties and in terms of presence in the neighborhood.

While no lighting plan was provided, the applicant's proposed hours of operation would limit the need for exterior lighting.

G. The impact of landscaping of the proposed use in terms of landscaped areas, buffers, and screens.

The site is small and constrained, with minimal buffering between the commercial structure and adjacent homes. The applicant has proposed 6-ft sight-proof fencing to screen the parking area from adjoining residential uses.

H. The potential for the proposed use to remain in existence for a reasonable period of time and not become vacant or unused. Consideration should also be given to unusual single purpose structures or components of a more temporary nature.

While the applicant expresses strong intentions, the long-term viability of the center is unclear. Nonprofit community centers require stable funding, staffing, program demand, insurance and liability coverage. If unsuccessful, the site could become vacant commercial space in a residential district, which is notably the current site condition.

I. Whether there are any facilities near the proposed use (such as schools or hospitals) that require special protection.

The immediate area consists primarily of homes with a church and elder nursing care facility to the north. Commission should consider potential impacts on surrounding residential uses.

J. The effect of the requested use on the health, safety, morals, and general welfare of the residents of the area in the vicinity of property in question and the residents of the city generally.

Concerns with this proposal include parking, unclear programming and management, increased noise and traffic affecting neighborhood welfare. The applicant's mission is positive. The question for zoning purposes is whether the use is appropriate for this site within an R-2 district. Based on available information, the proposed use may negatively affect the health, safety, and general welfare of nearby residents. It should be noted that conditions applied to the use of the site in this capacity may offset some of the potential impacts.

Public Input

Staff has not received any stated opposition to this proposal as of the drafting of this memo. However, the Ward 7 alderwoman has expressed concerns with the proposed use at this location.

Staff Recommendation

The proposed community center does not satisfy the special use criteria and may not be appropriate for a site of this size in an R-2 Single-Family Residential District. Staff recommends **denial** of the special use permit as proposed.

Should commission move to recommend approval of the request, staff recommends the following conditions be applied to the use:

1. This special use permit for a Community Outreach Center is granted for the sole usage of Trane Davis and is non-transferrable.
2. The hours of operation shall be between 8:00 AM and 5:00 PM Monday -Friday and 9:00 AM and 6:00 PM Saturday. The facility shall be closed on Sundays. All programs, events, and gatherings shall occur within these hours, and all activities shall take place indoors.
3. Outdoor gatherings, amplified sound, or outdoor music are prohibited.
4. The maximum occupancy shall comply with Fire Code and shall not exceed 15 individuals, including staff and participants, unless an amended occupancy plan is approved by the City.
5. The site shall provide six parking spaces, including one ADA-compliant space, and parking shall be striped and maintained in accordance with code standards.
6. The applicant shall provide 6-ft sight-proof fencing to screen the parking area from adjoining residential uses. Fencing shall be setback 12 ft. from the edge of pavement on Milton Rd.
7. Only one non-illuminated wall or window sign not exceeding six square feet shall be allowed, with no freestanding, neon, LED, illuminated, animated, or backlit signage permitted.
8. Exterior lighting may not be installed without City approval; if lighting is required for safety, it must be fully shielded, downcast, and turned off no later than 30 minutes after close of business, with no light spillover onto residential properties.
9. A responsible staff member or supervisor must be present on-site during all operating hours.

10. The applicant shall maintain adequate liability insurance and prevent loitering or unsupervised activity outside the building.
11. Any required building, electrical, plumbing, and fire code upgrades must be completed prior to occupancy, and a final inspection is required before the use may commence.
12. Within six months of final approval, the applicant shall provide documentation confirming registration as a nonprofit organization.
13. This special use applies only to the existing structure and the proposed use; any expansion of the building footprint, intensification of use, or increase in occupancy requires additional City approvals.
14. The City may conduct inspections during operating hours to verify compliance, and any violations may result in modification or revocation of the special use following due process.
15. The special use permit shall expire if the community center ceases operation for six consecutive months.
16. The owner's failure to adhere to the conditions of the special use permit may cause revocation of the same in accordance with the City Code of Ordinances.

Site Photos – Existing Conditions



View from Milton Rd. facing southeast.

Site Photos – Existing Conditions



Applicant Narrative

NARRATIVE / SCOPE PLAN

OWNER: MR. TRANE DAVIS

SITE LOCATION: 502 MILTON ROAD, ALTON, IL 62002

IT OUR INTENTION TO USE THE ABOVE ADDRESS FOR A COMMUNITY OUTREACH/ RECREATIONAL CENTER, THAT WILL HOUSE EDUCATIONAL AND LIFESKILLS PROGRAMS FOR THE DISADVANGED YOUTH AND YOUNG ADULTS IN THE ALTON COMMUNITY.

OUR PURPOSE WILL BE TO OFFER AND PROVIDE NEEDED ACTIVITIES THAT WILL AID AND PREVENT YOUTH AND YOUNG ADULTS FROM GETTING INVOLVED INTO ACTIVITIES THAT WILL HENDER THEM FROM BEING PRODUCTIVE CITIZENS.

IT IS OUR GOAL TO NETWORK WITH LAW ENFORCEMENT, LOCAL CHURCHES AND OTHER NON-PROFIT ORGANIZATIONS TO CONTRIBUTE TO THE WELL-BEING OF OUR YOUTH AND YOUNG ADULTS THROUGH NECESSARY PROGRAMS AT THIS LOCATION.

WITHIN OUR PLANS WE WILL HAVE A DECAL SIGNAGE PLACE IN THE WINDOW FOR THE COMMUNITY TO WHO WE ARE AND WHAT OUR PURPOSE WILL BE ABOUT.

WE PLAN TO HAVE 8 PARKING SPACE WITH ONE MARKED AND ASSIGNED FOR HANDICAP USAGE.

WE DO INTEND TO REGISTER AS A NON-FOR-PROFIT ORGANIZATION UPON APPROVAL.

A handwritten signature in black ink, reading "Trane E. Davis". The signature is written in a cursive style with a long horizontal line extending from the left.

Links to Relevant Code Sections and Material:

1. ["R-2" Multiple-Family Residential District Regulations](#)
2. [Nonconformities](#)
3. [Special Use Procedures](#)
4. [Comprehensive Plan](#)

Adult & Youth

Continuing Education Programs

1. Literacy Class
 2. Computer Literacy Class
 3. Life Skills Class
 4. Resume Writing & Job Application Class
 5. Parenting Class
 6. Online GED Classes
 7. Janitorial Maintenance Class
 8. Health & Wellness Class
 9. Building Maintenance Class
 10. Criminal Behavior Class
-

Participants/Partnerships

1. Leslie Flamm
2. Minister Joyce Elliott
3. Alison J. Randolph
4. Deneen A Gates
5. Faye Taylor
6. Anthony Womack
7. Paul Yost
8. Carlston Edwards

Hours Of Operation

Monday	8am – 5pm
Tuesday	8am – 5pm
Wednesday	8am – 5pm
Thursday	8am – 5pm
Friday	8am – 5pm
Saturday	9am – 6pm
Sunday	CLOSED

Letter from Leslie Flamm (partner):

Leslie Flamm

(618) 444-3506

Background:

I hold a Bachelor's Degree in Elementary Education with a specialty in Special Education. My education and experience have equipped me with the skills and knowledge to support and empower youth effectively.

Why I Choose to Work With Youth:

I am deeply passionate about working with young people because I truly believe every child holds incredible potential. There is nothing more rewarding than being part of their journey—watching them grow, overcome challenges, and discover their strengths inspires me every day. Helping shape their future and making a positive impact fuels my commitment and joy in this work.

My Philosophy:

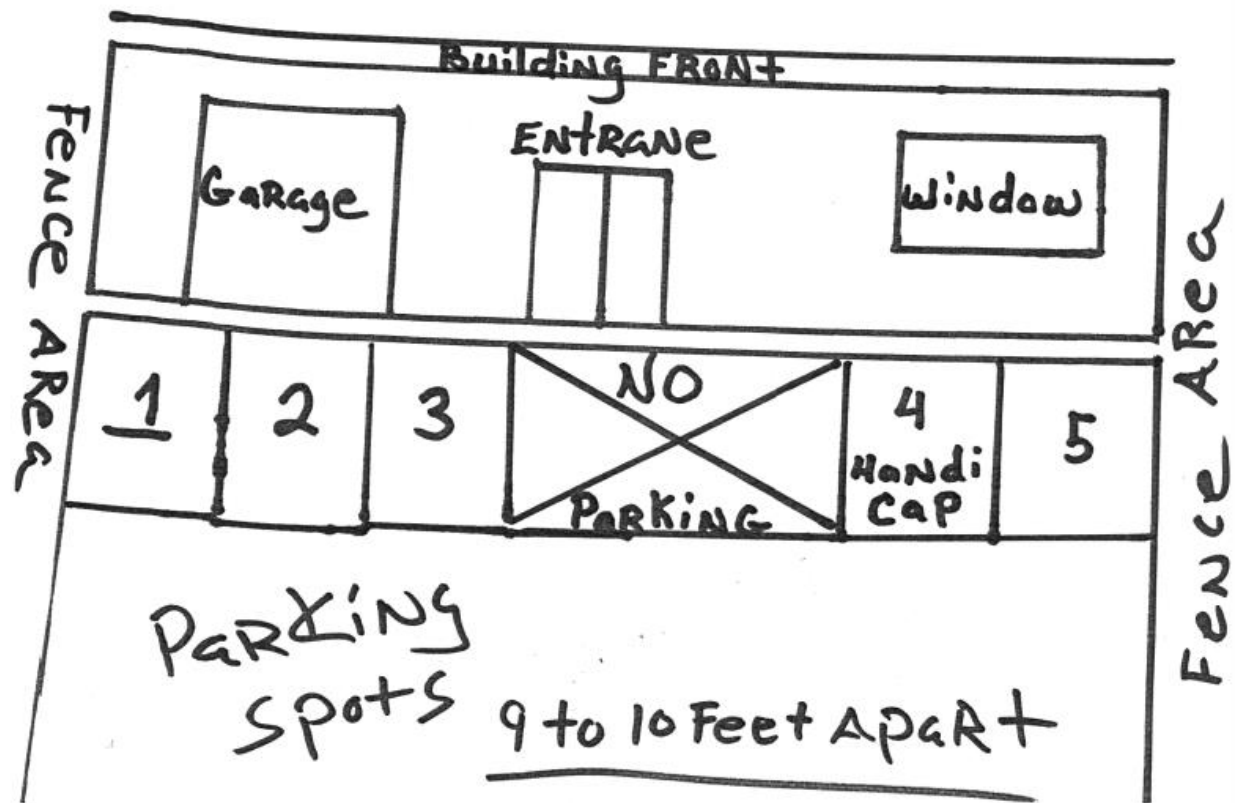
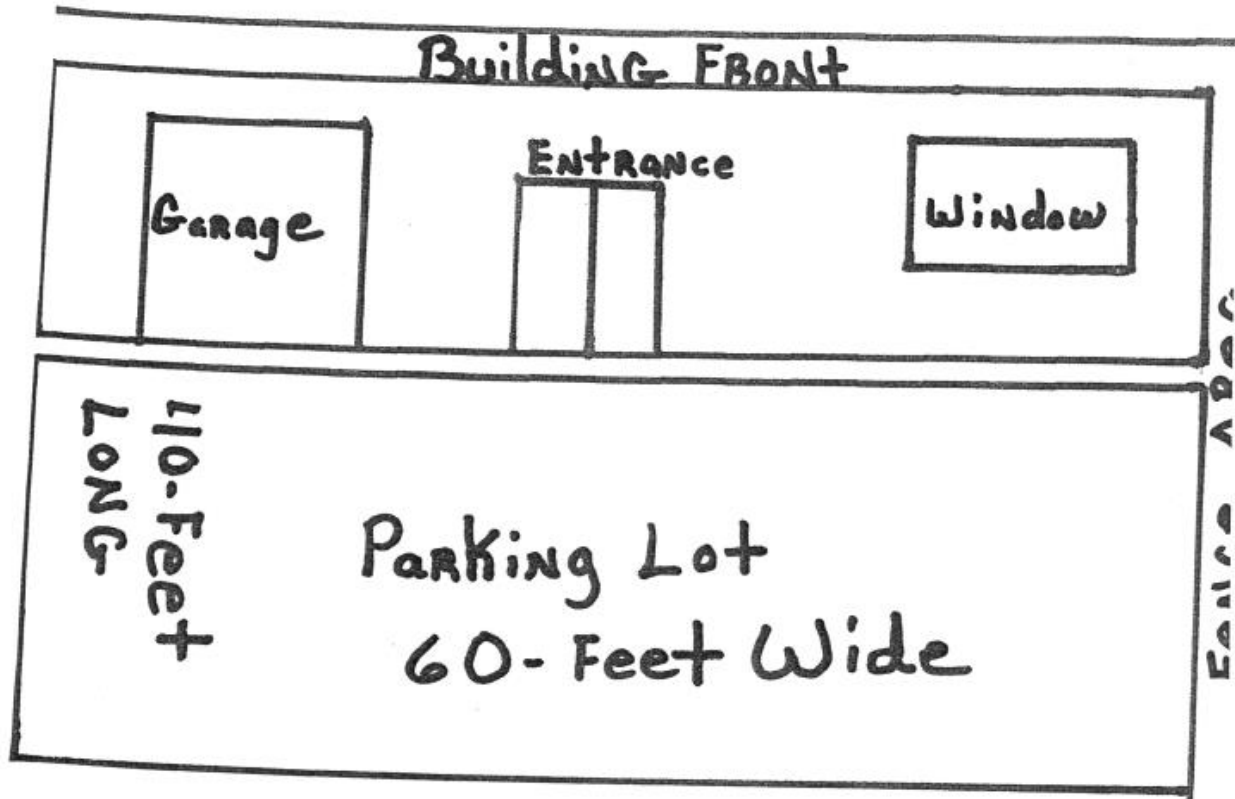
I am committed to providing compassionate and respectful care that honors the whole person—mind, body, and spirit. I believe true growth happens when we nurture every aspect of a young person's development, creating a safe and supportive environment where they can thrive and become their best selves.

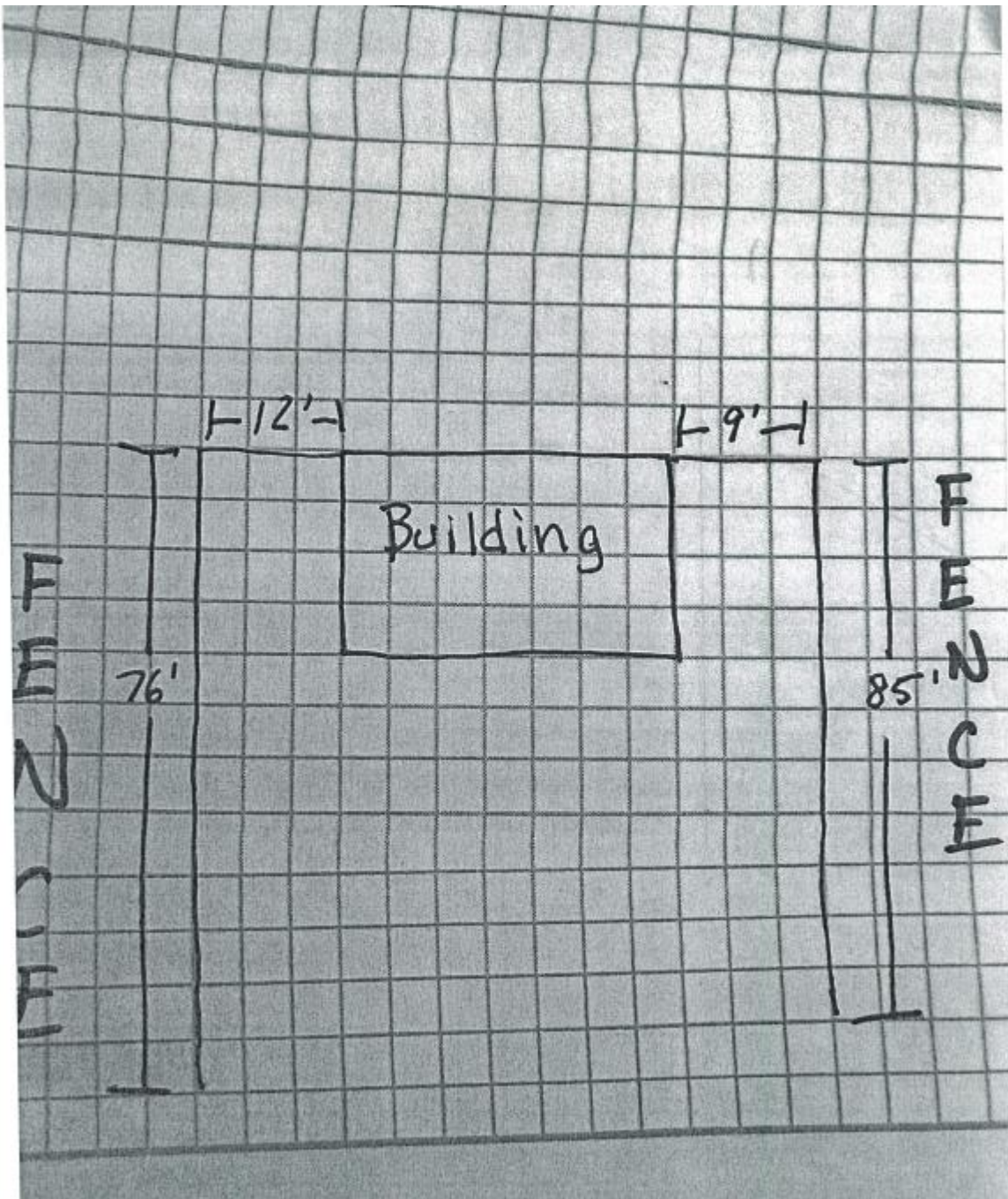
My Reason for Volunteering:

I am volunteering with Choo Choo's Community Outreach Center for Disadvantaged Adults and Youth because I want to support individuals who deserve the chance to build a better future, no matter where they are starting from. Helping others with their education and teaching essential life skills is important to me because these tools open doors, build confidence, and create real opportunities.

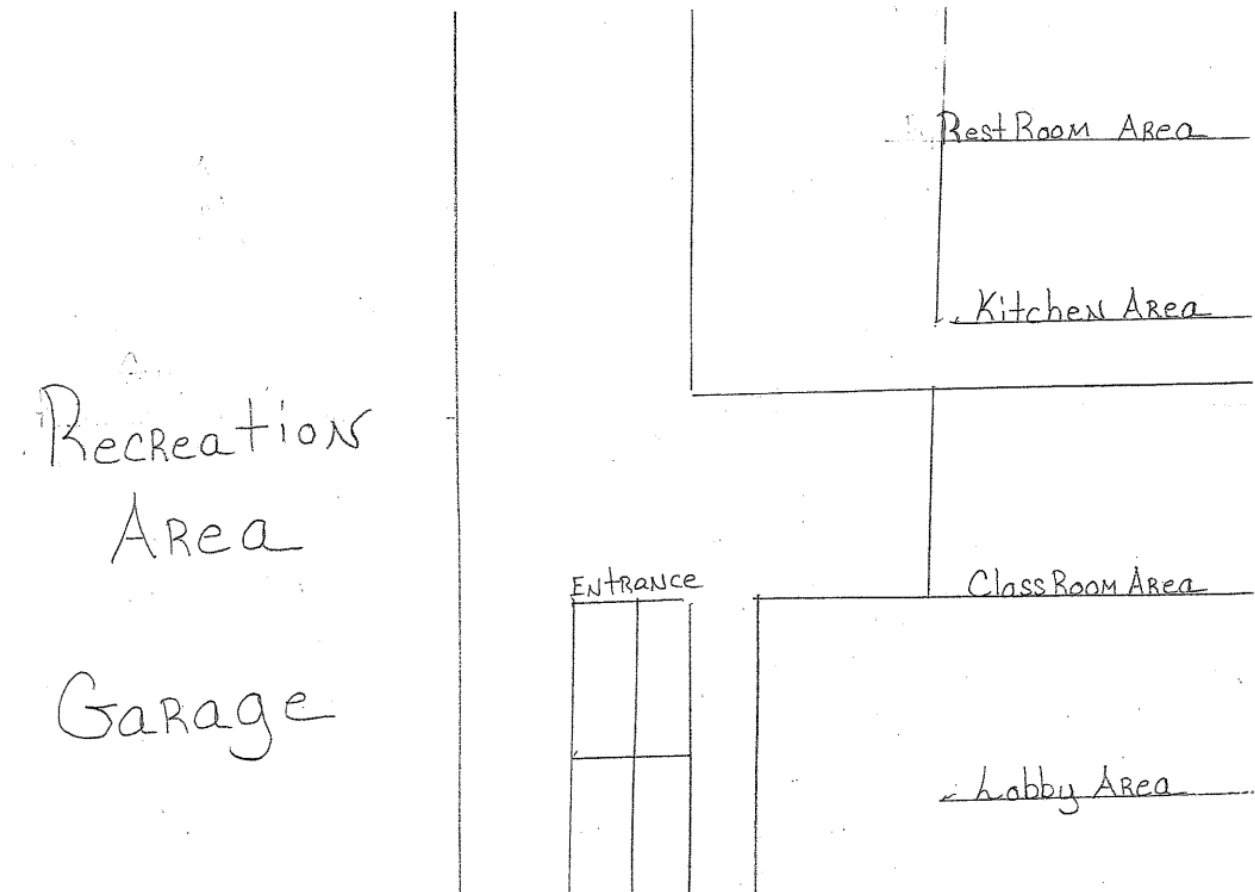
I have seen how guidance, patience, and support can change the direction of someone's life, and I want to be part of that positive impact. By sharing my knowledge and showing up consistently, my goal is to empower individuals to recognize their potential, make informed decisions, and move forward with purpose and hope.

Site Plans:





Floor Plan:



Alton Plan Commission Annual Meeting Schedule 2026

Meeting Date	Application Deadline
January 13, 2026	December 1, 2025
February 10, 2026	January 1, 2026
March 10, 2026	February 1, 2026
April 14, 2026	March 1, 2026
May 12, 2026	April 1, 2026
June 9, 2026	May 1, 2026
July 14, 2026	June 1, 2026
August 11, 2026	July 1, 2026
September 15, 2026*	August 1, 2026
October 20, 2026*	September 1, 2026
November 10, 2026	October 1, 2026
December 8, 2026	November 1, 2026
January 12, 2027	December 1, 2026

Meetings are held at 6:00 PM in the City Council Chambers at City Hall
101 East 3rd Street, Alton, IL

**Meeting to be held on the third Tuesday of September and October to accommodate Committee of the Whole meetings.*