

Comprehensive Plan

City of Peoria - Illinois

2011

Exhibit 1



Comprehensive Plan

2011

Comprehensive Plan Mission Statement

We will **GROW PEORIA** by providing an **ENVIRONMENT** that **ATTRACTS AND RETAINS JOBS** by focusing on Economic Development, Public Safety, Education, and Infrastructure. We will **PARTNER** to deliver these services in a **CREATIVE** and **SUSTAINABLE** manner.

Comprehensive Plan Critical Success Factors



The Comprehensive Plan is the master-planning document for the City of Peoria. As such, it provides strategic policy, future land use, and development guidance to the City Council, City Commissions, and the City Administration. It also provides a clear vision of what type of community the citizens of Peoria seek.

"City Planning seeks to create a new vision, a widened horizon, as a stimulating incentive to a grand united effort. It shuns partisanship and selfish motives and in its development aims to favor all sections and people alike."

City of Peoria – Comprehensive Plan 1937

Selected as a 2008 Gold Award Winner for Outstanding Public Outreach by the Illinois Chapter of the American Planning Association



Acknowledgments

Gratitude is extended to the many people who worked to make this Comprehensive Plan a reality: City departments, interested experts in many topic areas, volunteers, the Illinois Department of Commerce and Economic Opportunity, and most importantly, the thousands of residents who took the time to care about the future of their City.

Peoria City Council

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Scott Davis

Fred Grafton

Nancy Lawless

Henry Lawrence

Kelley Lemons

Suzi Miller

Joe Richey

Dick Schwebel

Planning Department Staff

Pat Landes

Planning Director

Ross Black

Assistant Planning Director

Leah Allison

Senior Urban Planner

Linda Belcher

**Administrative Specialist
III**

Trina Bonds

**Administrative Specialist
III**

Dan Challacombe

Graphic Artist

Steve Fairbanks

**Community Development
Specialist**

Greg Fleebe

**Community Development
Inspector**

Olajide Giwa

Senior Urban Planner

Gene Lear

Senior Urban Planner

James Martin

Senior Urban Planner

Leslie McKnight

**Community Development
Manager**

Josh Naven

Senior Urban Planner

Roberto Medina

Zoning Inspector

Amy Price

Fiscal Tech II

Kimberly Smith

Senior Urban Planner

Brad Schmidt

Urban Planner

Polly Stainback

**Administrative Specialist
III**

Mike Sims

Grants Coordinator

Shannon Techie

Urban Planner

Foreword

Mayor

Foreword

Planning Commission Chair

Foreword
Planning Director

Table of Contents

1 Strategic Plan	- 1 -
1.1 Vision	- 1 -
1.2 Mission	- 1 -
1.3 Focus	- 2 -
1.4 Critical Success Factors	- 2 -
1.5 City Council Goals and Objectives	- 4 -
1.5.1 Reduce Crime	- 5 -
1.5.2 Improve District 150	- 6 -
1.5.3 Invest in Our Infrastructure & Transportation	- 7 -
1.5.4 Grow Employers & Jobs	- 8 -
1.5.5 Reinvest in Neighborhoods	- 9 -
1.5.6 Keep Taxes & Fees Competitive	- 10 -
1.5.7 Support Sustainability	- 11 -
1.5.8 Have an Efficient Government	- 12 -
1.6 Strategic Planning Process	1-A
1.6.1 Development of the Strategic Plan	1-A
1.6.2 The Blue Dot (Visionary Planning)	1-A
1.6.3 Importance, Satisfaction, and Quadrant Analysis	1-A
1.7 Competition	1-D
1.8 SWOT Analysis	1-E
1.8.1 Strengths	1-E
1.8.2 Weaknesses	1-E
1.8.3 Opportunities	1-F
1.8.4 Threats	1-F
1.9 Driving Force	1-G
2 Planning Process	2-A
2.1 Comprehensive Plans in Peoria	2-B
2.1.1 The 1844 Plan of Peoria	2-B
2.1.2 Standard City Planning Enabling Act of 1928	2-B
2.2 Adopted Comprehensive Plans	2-B
2.2.1 The 1937 Plan	2-B
2.2.2 The 1960 Plan	2-C
2.2.3 The 1976 Plan	2-C
2.2.4 The 1991 Plan	2-D
2.3 Linkage to Other Plans	2-D
2.4 Neighborhood Plans	2-D
2.4.1 Heart of Peoria Plan	2-E
2.5 Source Data	2-H
2.6 Public Outreach	2-I

2.6.1	General Overview	2-I
2.6.2	Public Interaction	2-I
2.7	Background Data Document	2-R
3	Background	3-A
3.1	Strategic Plan	3-B
3.2	Strategic Pyramid	3-B
3.3	Critical Success Factors	3-D
3.4	Future Land Use Map	3-E
3.5	Major Findings	3-E
3.6	Population	3-E
3.7	Housing	3-N
3.8	Economy	3-W
3.9	Public Safety	3-AA
3.10	Education	3-DD
3.11	Land Use	3-HH
3.12	Sustainability	3-JJ
4	Future Land Use Map	4-A
4.1	Map Changes	4-A
4.1.1	Growth Cell 2	4-A
4.1.2	Industrial Riverfront	4-B
4.2	Planned Growth Areas (Internal)	4-B
4.3	Growth Management Strategy (External)	4-C
4.4	Development Criteria	4-F
4.4.1	Criteria for All Areas	4-F
4.4.2	Criteria for Growth Cell 4 (in addition to 4.4.1)	4-G
4.4.3	Criteria for Agricultural areas (in addition to 4.4.1)	4-G
4.4.4	Criteria for Growth Cell 2 (in addition to 4.4.1)	4-G
4.5	Land Use Descriptions	4-G
4.5.1	Conservation	4-H
4.5.2	Parks	4-H
4.5.3	Public / Semi-Public	4-H
4.5.4	Mixed Use	4-H
4.5.5	Light Industrial	4-H
4.5.6	Industrial	4-H
4.5.7	Light Industrial / Technology Park	4-H
4.5.8	Riverfront Industrial	4-I
4.5.9	Commercial	4-I
4.5.10	Office	4-I
4.5.11	High Density Residential	4-I
4.5.12	Medium Density Residential	4-I
4.5.13	Low Density Residential	4-I

4.5.14	Agriculture	4-I
4.5.15	County Residential	4-I
5	Implementation	5-A
5.1	Critical Success Factors	5-B
5.2	The Future Land Use Map	5-B
5.2.1	Relationship between the Comprehensive Plan and the Map	5-B
5.3	Zoning Regulations	5-B
5.4	Subdivision Ordinance	5-C
5.5	Transportation Plan & Manual of Practice	5-C
5.6	Growth Management Strategy	5-C
5.7	City Budget	5-C
5.8	Development Matrix	5-C
5.9	Council Communication Attachment	5-D
5.10	Benchmarking	5-D
5.11	Data Book	5-D
5.12	Marketing Plan	5-D
5.13	Amendment & Update Process	5-D
5.13.1	Amendments	5-E
5.13.2	Updates	5-E
5.13.3	Rewrite	5-E
5.13.4	Annual Report	5-E

Table of Figures

Figure 1: Critical Success Factors.....	- 3 -
Figure 2: City Council Goals	- 4 -
Figure 3: CSF: Reduce Crime.....	- 5 -
Figure 4: CSF: Improve District 150	- 6 -
Figure 5: CSF: Invest in our Infrastructure & Transportation	- 7 -
Figure 6: CSF: Grow Employers & Jobs	- 8 -
Figure 7: CSF: Reinvest in Neighborhoods.....	- 9 -
Figure 8: CSF: Keep Taxes & Fees Competitive	- 10 -
Figure 9: CSF: Support Sustainability	- 11 -
Figure 10: Have an Efficient Government	- 12 -
Figure 11: Relative Importance.....	1-B
Figure 12: Satisfaction.....	1-B
Figure 13: Quadrant Analysis	1-C
Figure 14: Local Competition	1-D
Figure 15: Regional Competition	1-D
Figure 16: Strengths	1-E

Figure 17: Weaknesses.....	1-E
Figure 18: Opportunities: Short Term.....	1-F
Figure 19: Opportunities: Medium Term.....	1-F
Figure 20: Opportunities: Long Term.....	1-F
Figure 21: Threats	1-F
Figure 22: Threats	1-F
Figure 23: Historic Comprehensive Plan Timeline	2-D
Figure 24: Neighborhood Plans	2-E
Figure 25: Heart of Peoria Summary	2-G
Figure 26: Source Data.....	2-H
Figure 27: Land Use Planning	2-J
Figure 28: Workshop Planning Session.....	2-K
Figure 29: Help Plan Peoria Billboard.....	2-M
Figure 30: Help Plan Peoria Bus Poster	2-N
Figure 31: Youth Outreach Meeting	2-P
Figure 32: Strategic Pyramid	3-C
Figure 33: Peoria Strategic Pyramid	3-D
Figure 34: Historic Population Change	3-F
Figure 35: Population Projection	3-G
Figure 36: "City of Richwoods" example.....	3-H
Figure 37: 2030 Age Projection I.....	3-I
Figure 38: 2030 Age Projection II	3-I
Figure 39: Birth & Death rate	3-J
Figure 40: Special Census results.....	3-K
Figure 41: Percentage of Minorities Map.....	3-L
Figure 42: Racial Breakdown	3-M
Figure 43: Ethnicity Breakdown	3-M
Figure 44: Population Density.....	3-N
Figure 45: Residential Vacancy Rate.....	3-O
Figure 46: Total Value of Real Estate Purchased.....	3-Q
Figure 47: High Cost Loan Locations.....	3-R
Figure 48: Mortgage Delinquency Rate	3-S
Figure 49: Code Enforcement Violations.....	3-T
Figure 50: New Construction & Demolition	3-U
Figure 51: Peoria Housing Authority Locations	3-V
Figure 52: Employment & Unemployment	3-W
Figure 53: Poverty Rate	3-X
Figure 54: Relative Income Chart.....	3-Y
Figure 55: Business Vacancy Rate.....	3-Z
Figure 56: Crime Rate	3-AA
Figure 57: Arrest Tracking.....	3-BB
Figure 58: Police Activity.....	3-CC

Figure 59: 4-year Degree.....	3-EE
Figure 60: Less than high school.....	3-FF
Figure 61: District 150 Enrollment.....	3-GG
Figure 62: Peoria Land Growth	3-HH
Figure 63: Residential Zoning Districts.....	3-II
Figure 64: Sustainability	3-JJ
Figure 65: Dunlap Annexations	4-E
Figure 66: Implementation Diagram	5-A

1 Strategic Plan

1.1 Vision

GROW PEORIA

This simple statement encapsulates the Vision found within this Comprehensive Plan. The statement will represent different goals for different groups. It could be the growth of good educational choices, the growth of population, the growth of income levels, the growth of a diverse employment base, the growth of arts and recreation, the growth of good public health, etc. The bottom line is that Peoria will grow, will be successful, will move forward and not backward, and will be a better community in the future by strategically focusing on those actions outlined in this plan.

What type of growth the City wants to encourage is ultimately entirely up to the City Council. This document strongly suggests that all future decisions taken by the City Council on growth and development in Peoria be viewed through the prism of what the public has set forth as their Vision for Peoria and with an eye toward balanced growth that will ultimately provide a positive return for Peoria.

This Vision is not designed to be superfluous in nature: It is, in fact, a true strategic goal, defined by the public, refined by the Planning Commission, approved by the City Council, and executed by the City of Peoria and its partners. The successful execution of this Vision will necessitate forethought and difficult choices to be made by policymakers and implementers alike.

1.2 Mission

WE WILL GROW PEORIA BY PROVIDING AN ENVIRONMENT THAT ATTRACTS AND RETAINS JOBS

Building upon all of the information gathered and the strategic planning steps followed, the Planning Commission created a Mission Statement for Peoria that is included as part of this Comprehensive Plan. The Mission Statement focuses on how Peoria will grow and thrive over the 20-year term of this plan.

The Mission is quite clear. In order for Peoria to grow, an environment conducive for the growth and retention of jobs must be developed and maintained. Peoria is not a community that generally attracts people for retirement purposes, although it

is a fine place to retire, for the climate, or for specific educational or recreational pursuits. This plan suggests that this will not change over the next 15 to 20 years. People move to Peoria for jobs, jobs that exist and the opportunity to create new jobs and new business. The Mission of the Strategic Plan section of this Comprehensive Plan is to focus the efforts of the community to create an environment that will attract an increasing number of new jobs and opportunities to Peoria. It must be clearly understood that the Mission is not for the City of Peoria as an organization to create jobs, but rather the Mission is to create an environment that makes job creation easier.

This suggested Mission is not simply economic in nature and is clearly not a suggestion that codes should be ignored or completely removed. The Focus and Critical Success Factors listed below add definition to the Mission Statement and provide guidance for any changes to existing codes and procedures that the Council may want to pursue in order to implement this plan.

1.3 Focus

The Mission is achieved by focusing on those items that the public indicated was of the utmost importance to the quality of life in Peoria. With improvement in these areas, the Mission of this plan is moved forward toward reality. The Mission Statement indicates that we will focus on economic development, public safety, education, and infrastructure. Success in these areas will create success in creating a positive environment for new jobs, which will, in turn, Grow Peoria.

The Mission Statement also indicates how we will move toward this strategic goal. Success will be achieved by partnering; the City cannot reach this goal alone. In each of the Critical Success Factors listed below, a list of proposed partners is included in each area. This list of partners is not all-inclusive, but merely a suggestion on where to start. There is no limit to the partner opportunities. The Mission Statement also indicates that the goal will be achieved in a creative and sustainable manner. To that end, when striving for this goal, we must look for new and innovative ways to tackle old and entrenched problems; we must not settle for doing things the way they have always been done. We must also ensure that whatever solutions are implemented are sustainable. They must not cost more in the end than the resulting benefit. Sustainability cannot be only environmental in nature, but also financial and social. Do the right things in the right way.

1.4 Critical Success Factors

The Critical Success Factors, found on the next page, represent items where success must be achieved in order for the City to fully implement the Mission Statement listed above. Even if success is achieved in other areas, it will have little impact on the overall implementation of the Mission Statement during the term of this Comprehensive Plan if the Critical Success Factors are not fully realized.



FIGURE 1: CRITICAL SUCCESS FACTORS

As by definition, not everything can be critical; and many important factors were not included in this list. If during the revision to this Plan it becomes obvious that what was a Critical Success Factor no longer rises to that level of importance, it can be removed or replaced with a new factor. It should be cautioned that adding too many Critical Success Factors would reduce the focus and effectiveness of all.

Each Critical Success Factor is listed with a primary implementer, partners, related Critical Success Factors, and examples of action items to implement the factor. It needs to be noted that the partners and action items listed are for illustrative purposes and are not exhaustive, and more should be added if they work toward the realization of the factor.

Although a specific organization is listed as the primary implementer of each Critical Success Factor, this does not create exclusive ownership for the designated

organization. As the Mission Statement makes clear, only through partnerships will any of these Critical Success Factors be achieved. Partners in each area must step up and play an important and integral role in the achievement of the factor.

The public must clearly understand that the strategic goal of the Comprehensive Plan is to work toward the Mission Statement, which in turn is implemented by the successful focus of energy and effort on the Critical Success Factors.

The Critical Success Factors listed below are strategic in nature, in that they apply to the entire community. In order to fully implement the approach suggested in this document, it is important that the primary and partner organizations for each Critical Success Factor take the steps to create their own operational Critical Success Factors. For example, the Critical Success Factor for District 150 lists various partner organizations. Each of these organizations should build their own Critical Success Factor table, listing specific actions that they, as a partner, can take that will further the overall Critical Success Factor.

On January 23, 2003, the City Council adopted in principle a series of Goals and Objectives. These Goals and Objectives are included in the Critical Success Factors within the Comprehensive Plan as indicated below.

1.5 City Council Goals and Objectives



FIGURE 2: CITY COUNCIL GOALS

1.5.1 Reduce Crime

The reduction of crime, and equally as important the reduction of the perception of crime, is the goal of this Critical Success Factor. The reductions must be achieved in all areas of the City, and in all types of crime.

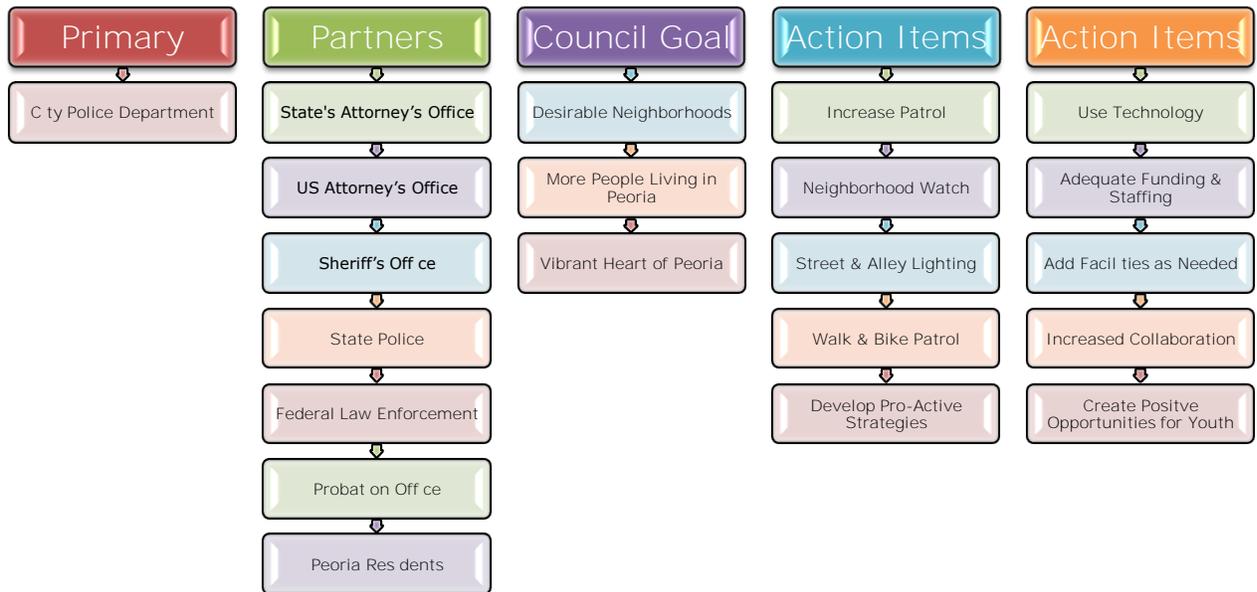


FIGURE 3: CSF: REDUCE CRIME

1.5.2 Improve District 150

Although education, as a complete topic, is of utmost importance to the success of Peoria, it is clear, based upon public input and data, that the core issue related to education in Peoria is the status of District 150. The majority of children in Peoria attend District 150 schools, and the quality of those schools work into the decision by households of where to live in the metropolitan area. District 150 continues to work toward providing an enhanced educational environment for their students, and the community should openly collaborate with them to this end.



FIGURE 4: CSF: IMPROVE DISTRICT 150

1.5.3 Invest in Our Infrastructure & Transportation

This Critical Success Factor covers not only the maintenance of the public infrastructure; streets, sidewalks, sewers, utilities, etc., but also the planning of such infrastructure in a manner to allow for the greatest ease of transportation and access for pedestrians and vehicles.

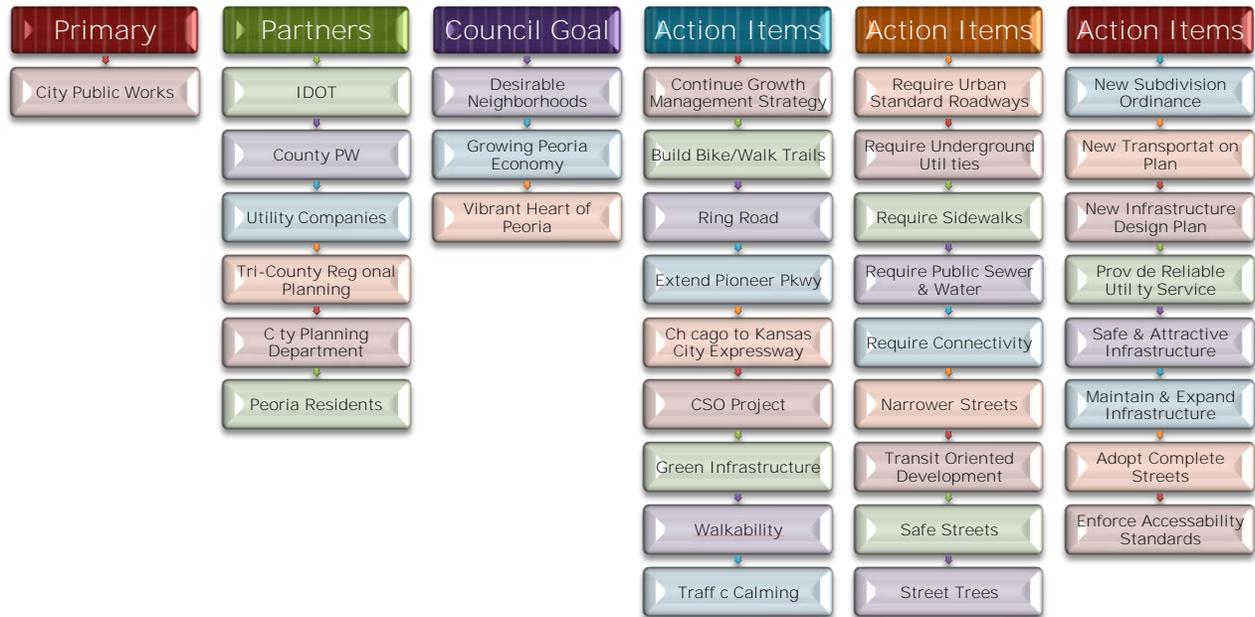


FIGURE 5: CSF: INVEST IN OUR INFRASTRUCTURE & TRANSPORTATION

1.5.4 Grow Employers & Jobs

Economic development must not be restricted to only those financial incentives that can be provided to developers. Economic development includes all actions taken to make the community more open and attractive to development.



FIGURE 6: CSF: GROW EMPLOYERS & JOBS

1.5.5 Reinvest in Neighborhoods

Because resources are limited, strategic decisions must be made in terms of where limited resources can provide the greatest impact and return. A neighborhood in this sense should not be considered only an older, primarily residential area. Commercial districts are neighborhoods. Newer subdivisions are neighborhoods. Residential and commercial areas can be combined into larger neighborhoods. As not all neighborhoods need the same approach, the challenge to this Critical Success Factor is to allocate the appropriate resources, in the correct quantity, to the correct neighborhood.



FIGURE 7: CSF: REINVEST IN NEIGHBORHOODS

1.5.6 Keep Taxes & Fees Competitive

In order to remain competitive within the metropolitan area, and in the increasingly connected national and international market, Peoria must have taxes and fees that are competitive enough that business and residents are encouraged to move to Peoria, or to expand their current stake in the community.



FIGURE 8: CSF: KEEP TAXES & FEES COMPETITIVE

1.5.7 Support Sustainability

Sustainability is a diverse Critical Success Factor that touches all of the other factors in this Plan. As is discussed in the summary, sustainability is not just related to the environment, but also to fiscal and social sustainability. Peoria must be a sustainable community; the decisions made today must not result in increasing costs for future generations who may, given that environment, decide to locate elsewhere.

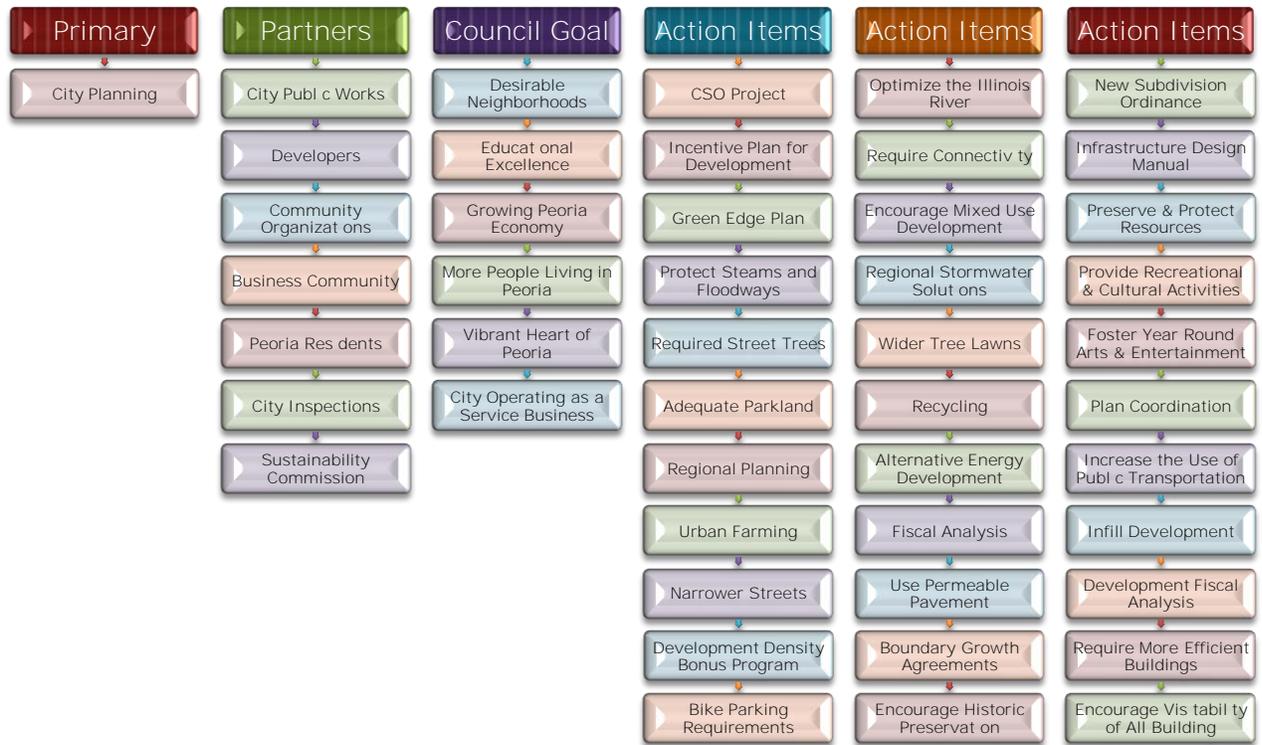


FIGURE 9: CSF: SUPPORT SUSTAINABILITY

1.5.8 Have an Efficient Government

An efficient government is one that is able to react quickly to service requests and to changes in the overall atmosphere in which it operates. Those changes could be economic in nature, governance related, or the result of other outside or internal forces. An efficient government strives to reduce the amount of waste in every process on a continual basis.

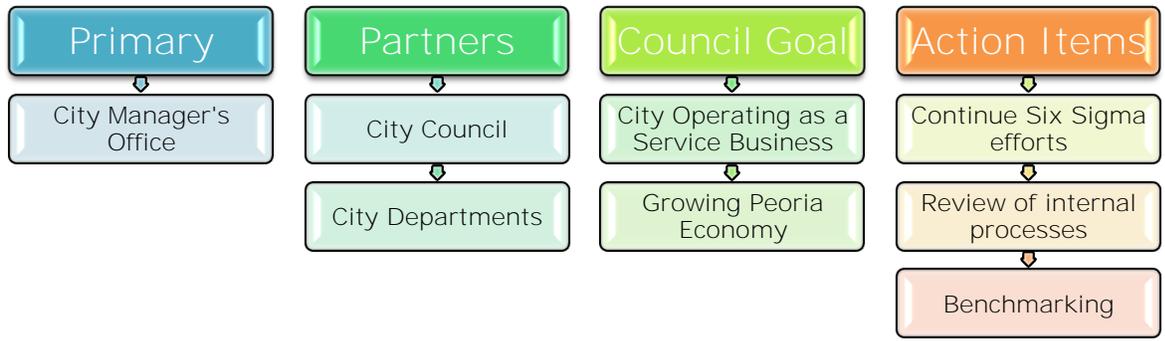


FIGURE 10: HAVE AN EFFICIENT GOVERNMENT

1.6 Strategic Planning Process

1.6.1 Development of the Strategic Plan

The Strategic Plan portion of the Comprehensive Plan was developed using public input and data as the base, with analysis and discussion by the Planning Commission as the refining filter. The Mission Statement, as the core of the Strategic Plan, can be viewed as the final refinement of the public interaction and input throughout the Comprehensive Plan process.

1.6.2 The Blue Dot (Visionary Planning)

Too often, strategy is created through multiple incremental steps in reaction to events and occurrences at the time. Although this incremental planning can achieve short-term goals and avoid immediate issues, it is wholly unsatisfactory for any true strategic goal setting.

Visionary planning is the process where the long-term strategic goal is set, and then the process is worked backward to establish the necessary steps to achieve the goal. **This process is often referred to as “setting the blue dot.”**

The point is to set the Vision, the “blue dot,” and then determine by working backward, what specific steps need to be taken to achieve the Vision.

1.6.3 Importance, Satisfaction, and Quadrant Analysis

The public input provided during the Comprehensive Planning process allowed a clear sense of level of importance and satisfaction within a variety of services.

As can be seen in the diagram below, for relative importance, safety was the highest ranked public service, followed by education, jobs, and infrastructure. This ranking was sustained throughout the majority of the subgroups that provided input for the Plan.

1.6.3.1 Relative Importance

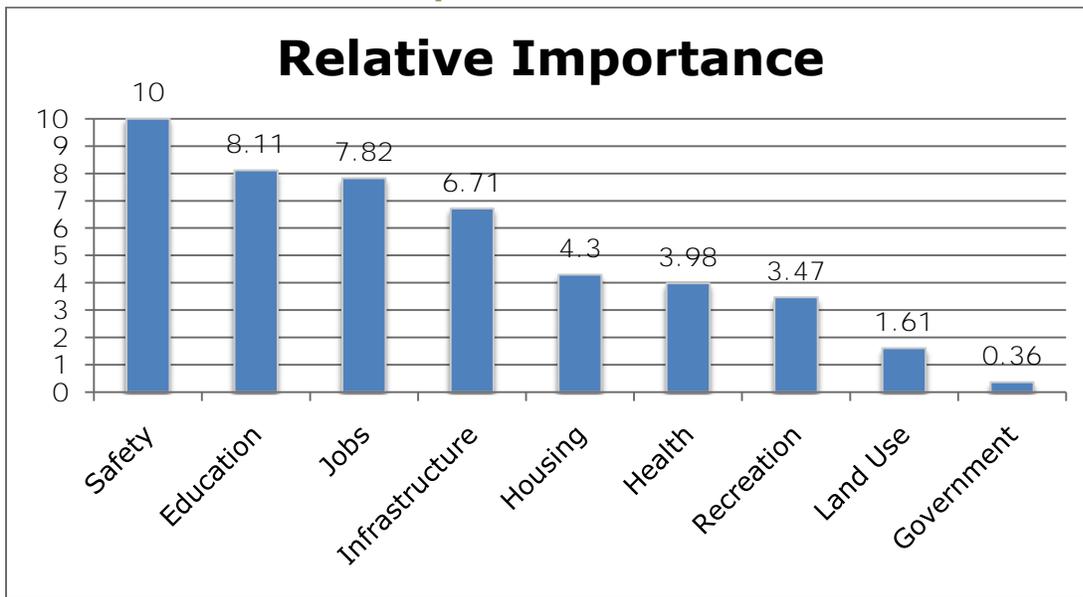


FIGURE 11: RELATIVE IMPORTANCE

The level of importance gave the Planning Commission a starting point from where to start setting the strategic goals found in this document.

1.6.3.2 Satisfaction

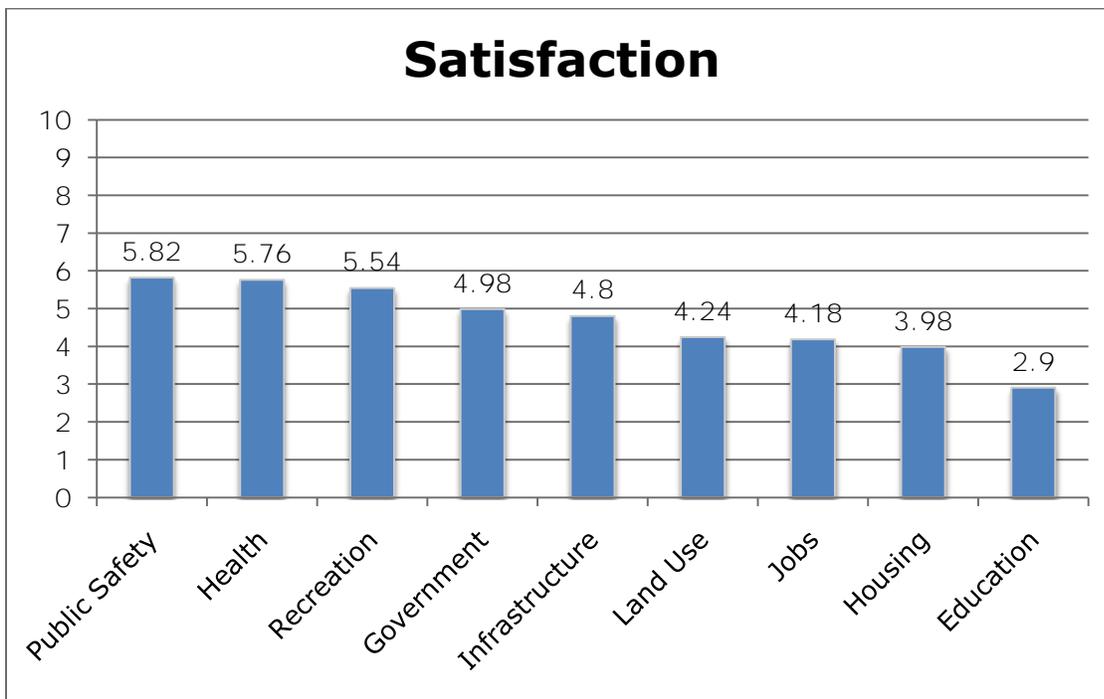


FIGURE 12: SATISFACTION

The level of satisfaction indicated a relatively low satisfaction rate. The highest rated public service, safety, only received 5.82 out of 10, less than a 60% rating. The lowest rated public service, education, received only 2.9 out of 10.

1.6.3.3 Quadrant Analysis

By combining the relative importance and satisfaction results on one table, a quadrant analysis can be created. This analysis allows for the graphic review of the relationship between importance and satisfaction with various factors.

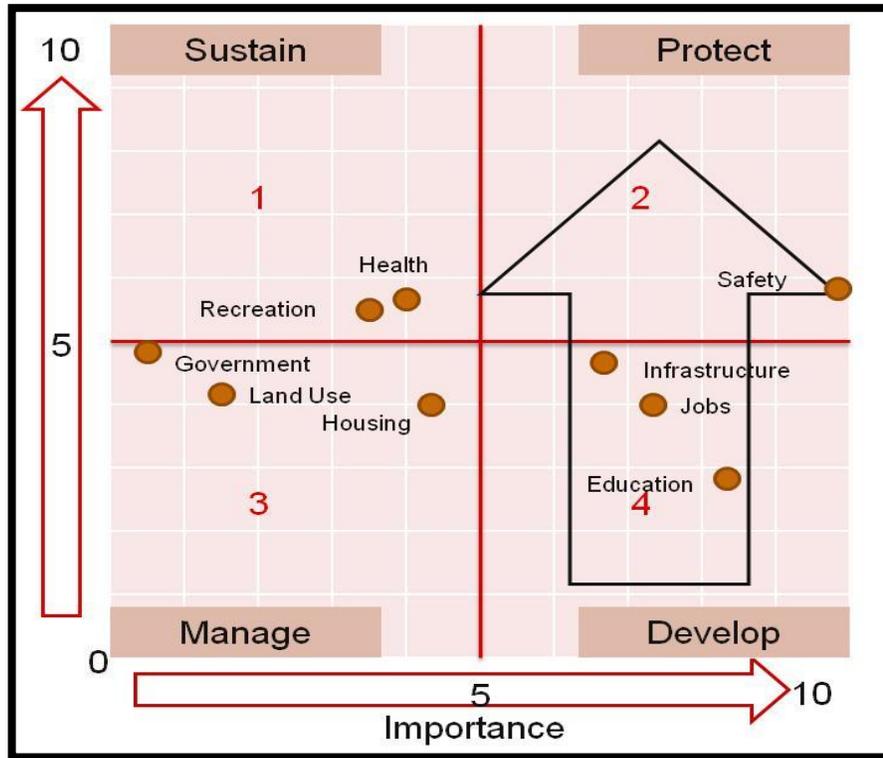


FIGURE 13: QUADRANT ANALYSIS

- Quadrant 1 represents services where the public has a greater than 50% satisfaction rating, but places a low overall importance rating. These services are appreciated by the public, but are not considered highly important in the larger picture.
- Quadrant 2 represents services that are considered important to the public, and received a higher than 50% satisfaction rating. These are considered strengths in the community.
- Quadrant 3 represents services that have a lower satisfaction and importance rating.
- Rating. The level of satisfaction with these services could be increased, but the level of importance would most likely stay low.

- Quadrant 4 represents services where the relative importance is high, but the satisfaction is low. This is the quadrant where opportunity for improvement exists.

It is very difficult to make a service seem more important to the public, so the option to move services from left to right on this chart is limited. The goal is to move the services in the lower-right quadrant upward to the upper-right quadrant. These are the services that the public cites as important, but they are also the services that the public is dissatisfied with in general.

1.7 Competition

When developing a Strategic Plan, it is also important to identify the competition. For the City of Peoria, the competition falls into two distinct categories. First are the local communities that pose competition for persons seeking housing, business location, and general services. When a household or a business makes the decision to locate in the Peoria metropolitan area, they have significant choices in terms of the type of location and amenities.

Due to the importance of identifying competition as part of the implementation of the Comprehensive Plan, a benchmarking system should be implemented that will allow Peoria to be tracked to show ongoing comparison with these other communities.

Local competition includes the following communities and areas:

Bartonville	Bloomington/Normal	Dunlap
East Peoria	Germantown Hills	Metamora
Morton	Pekin	Washington
Peoria County	Woodford County	Tazewell County

FIGURE 14: LOCAL COMPETITION

Peoria also has regional competition. This list is based upon information provided by the Peoria Area Economic Development Council and represents communities that **are seen as direct competitors to Peoria’s commercial development.**

Grand Rapids, MI	Wichita, KS	Des Moines, IA
Lansing, MI	Lexington, KY	Fort Wayne, IN
Springfield, MO	Quad-Cities, IL/IA	Kalamazoo, MI
Rockford, IL	Springfield, IL	

FIGURE 15: REGIONAL COMPETITION

1.8 SWOT Analysis

Based upon the public input and data analysis, the Planning Commission conducted a SWOT analysis in order to better define the strengths, weaknesses, opportunities, and threats facing Peoria.

During the deliberation on the creation of the Strategic Plan section of the Comprehensive Plan, the Planning Commission used the results of the SWOT analysis to create the Vision and Mission Statements, as well as the Critical Success Factors.

1.8.1 Strengths

Caterpillar	Medical Community	Health Care
Diversified Economy	Easy Traffic	River
Civic Center	Affordable, Diverse Housing	Some Great Schools
Wide Variety of Higher Education	Recreational Opportunities	Low Cost of Living
"Midwestern Culture"	Skilled Workforce	

FIGURE 16: STRENGTHS

1.8.2 Weaknesses

Crime	Decaying Infrastructure	Some Poorly Performing Schools
Poor Water Quality in the Illinois River	Business Unfriendly State	Too Dependent Upon Caterpillar & Health Care
High Cost Workforce vs. some other areas	Troubled Neighborhoods Close to City Center	Too Many Layers of Government
Tax Rates too high	Downtown is Not Vibrant or Safe	Lack of Transportation Choices
Shrinking Middle Class	Concentration of Regional Poverty in Peoria	Lack of Community Pride and Poor Self-Image
"Don't Do" Attitude	Poor Regulatory Enforcement	Fewer Younger Residents

FIGURE 17: WEAKNESSES

1.8.3 Opportunities

1.8.3.1 Short Term (< 1 Year)

Continued Growth Cell Strategy	Self-Image Campaign	Develop City Quality Benchmark to Measure Progress
Create Pocket Neighborhood Parks	Small Business Incubation Center	Landscape Downtown
Utilize Community Service Hours to Pick Up Litter	Require Garbage Toters to Minimize Spillage and Litter	More Use of Technology for Resident Outreach

FIGURE 18: OPPORTUNITIES: SHORT TERM

1.8.3.2 Medium Term (1 – 4 Years)

Build the Block	Build the Trail	New Airport Terminal
Charter Schools	Harrison & Glen Oak Impact Zones	Develop Downtown Hotel/Restaurant/Entertainment District
New Hotel Downtown	Infill Development in Older Neighborhoods	Hospital Growth

FIGURE 19: OPPORTUNITIES: MEDIUM TERM

1.8.3.3 Long Term (> 4 years)

Smaller Schools with More Local Control	Kansas City to Chicago Interstate	Ring Road Attracts New Residents & Business
Extend Pioneer Parkway	Passenger Rail Link	Purchase Water Company
Green Edge Plan	Merge Government Functions	Redevelop Taft Homes / Armory

FIGURE 20: OPPORTUNITIES: LONG TERM

1.8.4 Threats

Competing Cities Upgrading Infrastructure to Attract Development	Prolonged City Budget Crisis	Significant Changes in the Local Economy Due to Business Sector Changes
Increased Demand for City Services	Illinois River Siltation	Technology Reducing Need for Downtown Office Space
Ring Road Accelerates Surrounding Growth	City Less Attractive Due to Schools, Taxes, etc.	City Less Attractive Due to Housing Stock, Crime, etc.

FIGURE 21: THREATS

FIGURE 22: THREATS

1.9 Driving Force

More than anything else, the Driving Force for a community is the central aspect that defines what makes the community run. Driving forces include tourism, jobs, services, culture, transportation, education, technology, etc.

When Peoria was founded, its driving force was fishing and trading. The driving force shifted to transportation due to the Illinois River and eventually to a job center for brewing and distilling. The driving force for Peoria continues to be jobs; however, the job focus has shifted from brewing and distilling to manufacturing and now to health care.

Defining the driving force is important, as it continues to add focus to the development of the Mission Statement and related Critical Success Factors. As has been indicated, the driving force can shift over time, and may well change for Peoria in the future. Updates to this Comprehensive Plan should indicate whether the driving force for the community has remained the same or is beginning to shift to another sector.

2 Planning Process

Why plan? What is the purpose of a Comprehensive Plan?

The Campaign for Sensible Growth, the Metropolitan Mayors Caucus, and the Metropolitan Planning Council recently published a guide to Comprehensive Planning in Illinois entitled, Planning 1-2-3. This guide provides several purposes behind the exercise of creating and implementing a Comprehensive Plan.

1) "Present the Big Picture and State the Vision."

The Comprehensive Plan is the one document adopted by a local government that can truly be "comprehensive," in that it addresses the full scope of needs for the community and presents a unified vision for the future. As a strategic and visionary document, the term of the Comprehensive Plan is 15 to 20 years. Although amendments will be made during this term, a complete rewrite should not be necessary.

2) "Involve the Citizenry."

The process involved in the development of the Comprehensive Plan allows citizens to address their vision for the future of their community. The greater the community involvement in the development of the document, the greater opportunity for partnership with the community in the implementation of the document.

3) "Guide Regulation and Public Investment."

The Comprehensive Plan provides a framework for the development or amendment of the subdivision ordinance, the zoning ordinance, the transportation plan, and other regulations that add functionality to the vision within the Plan.

4) "Give Direction."

The Comprehensive Plan provides direction as to how the community will develop. It outlines the areas of growth and the standards for growth and redevelopment. It provides policy direction to the elected and appointed officials that manage the daily activities of the City.

5) "Protect the Community."

The adoption of the Comprehensive Plan by the City Council protects the community by clearly establishing the policy and land use goals for the City, thus providing a defense against challenges to the various local ordinances and development projects.

State law also provides guidance related to the Comprehensive Plan. 65 ILCS 5/11-12-5(1) indicates that among other powers, the Planning Commission has the authority, *"To prepare and recommend to the corporate authorities a*

Comprehensive Plan for the present and future development or redevelopment of the municipality.”

2.1 Comprehensive Plans in Peoria

Professional City planning has existed in Peoria for over 150 years. There have been four official Comprehensive Plans adopted by the City of Peoria. These Plans, although covering almost 75 years, share many of the same elements, concerns, visions, and goals. Many of the challenges that currently face Peoria have been included before, perhaps in different terms and with different levels of interest; but planning for the future, attempting to make a community better, is an age-old endeavor.

2.1.1 The 1844 Plan of Peoria

The 1844 Plan of Peoria, indicating a systematic and uniformed layout of streets, is the oldest example of what evolved into a Comprehensive Plan. Peoria in 1844 consisted of little more than what is currently designated as the Central Business District (Downtown). Many of the streets created in this Plan were 80 feet wide, with some 100 feet wide. This foresight in planning was indicative of the anticipated growth of Peoria and the need to move commerce on public ways.

2.1.2 Standard City Planning Enabling Act of 1928

The Standard Zoning Enabling Act was published by the US Department of Commerce in 1924. This was quickly followed by the Standard Planning Enabling Act in 1928. The purpose of these two acts was to create a uniform approach to zoning and planning activities throughout the United States at a time when many communities were growing quickly. As these acts were adopted by the States, they became the template for the future development of zoning ordinances and urban plans.

2.2 Adopted Comprehensive Plans

2.2.1 The 1937 Plan

One of the primary authors of the Standard Acts was Harland Bartholomew. The firm, Bartholomew & Associates of St. Louis, was among the premier planning and zoning consultants of the early 20th Century; and it was selected by the Peoria City Council on December 2, 1927, to develop the first Comprehensive Plan for Peoria.

This Plan was developed in phases, with the Street Plan delivered in 1929; Transportation, Zoning, Transit, and Recreation Plan in 1931; and a Civic Art Plan in 1932. Bartholomew continued to work on the Plan until it was fully delivered and adopted in 1937.

As stated above, Comprehensive Plans are products of their time, and the 1937 Plan is no exception to this rule. The authors of this Plan spent considerable time

attempting to more efficiently move the ever-increasing traffic around Peoria, while trying to project where future growth and its impacts would occur. However, even the best Plans, and this surely ranks among them, are limited by the ability of the author to correctly project future trends. Automobile traffic was considered in the 1937 Plan, but only on a secondary basis to public transit. Much time was spent developing a more efficient and expanded network for the streetcar service that carried 29,000 people per day in Peoria, and that could be easily accessed by over 95% of the population. This same streetcar service would be completely removed and obsolete within 20 years of the publication of the 1937 Plan.

The 1937 Plan is a beautiful document, providing a window into life in Peoria in the Mid-1930's, complete with illustrations and photographs. Although many of the issues brought forth in this Plan are no longer applicable, the majority of the planning concerns that existed in the 1930's continue to exist today; and a review of this Plan by all persons interested in improving Peoria is suggested.

2.2.2 The 1960 Plan

The 1960 Plan was also completed with the assistance of a consultant, Evert Kincaid & Associates of Chicago. Although this Plan lacked the illustrations and photographs of the 1937 Plan, it did bring focus to the issues facing Peoria in the late 1950's. Among other items, these issues related to residential overcrowding in older neighborhoods, a deterioration of infrastructure, and the prospects for future land and population growth. This Plan also discussed what would become a national trend facing urban areas beginning in the 1950's and continuing to this day, i.e., the loss of population to suburban communities.

Data from the 1950 Census was used in the development of the 1960 Plan, and for the first time since Peoria was incorporated as a City, the population had declined between 1940 and 1950. This decline in population was mirrored by the increase in population in communities surrounding Peoria, communities that were now easier to access with the expanded road system of the 1950's and offered the opportunity of easier homeownership through new federal housing policies and programs.

2.2.3 The 1976 Plan

The 1976 Plan was the first City of Peoria Comprehensive Plan completed in-house by City Planning Staff. Like its predecessors, this Plan provided a snapshot of Peoria in the mid-1970's. The population of the City had recovered from the decrease in the 1950's, but only through aggressive annexation that more than doubled the land area of Peoria. Concerns were raised in the Plan about the condition of much of the housing stock in the older neighborhoods in Peoria; and for the first time, a significant focus was placed on the future geographic growth of Peoria. This growth was correctly projected to take place to the northwest of the

existing City, with the pending completion of I-474 and its interchanges with IL RT 150 and IL RT 40 (88) as keys to opening up this area for development.

2.2.4 The 1991 Plan

The 1976 Plan specifically stated that it would need to be updated in 1990. This was accomplished with the adoption of a new Comprehensive Plan in 1991. The 1991 Plan provided a significantly higher level of vision and goal statements than the earlier plans. This was indicative of the Planning theory of the time, which encouraged broad public participation in the Planning process, and shifted the Comprehensive Plan to more of a vision setting document and less of a database of the status of the City.

The 1991 Plan received a general update in 2001, and as with other Comprehensive Plans, numerous incremental updates between 1991 and today. Many of the issues identified in the 1991 Plan, including growth pressures, declining neighborhoods, deficient infrastructure, etc., were carried over from previous Plans, and will be carried forward to this Plan.

Plan Year	1937	1960	1976	1991	2011
Time Between	N/A	23 years	17 years	15 years	20 years

FIGURE 23: HISTORIC COMPREHENSIVE PLAN TIMELINE

2.3 Linkage to Other Plans

In Illinois State law, the Comprehensive Plan is established as the master planning document for the City. As such, other plans adopted by the City Council may become amendments to the Comprehensive Plan.

"Such plan may be adopted in whole or in separate geographic or functional parts, each of which, when adopted, shall be the official Comprehensive Plan, or part thereof, of that municipality."

These ancillary plans should also be used as implementation tools for the Comprehensive Plan. Other planning documents, such as the annual Community Improvement Plan (CIP), which outlines the capital investment strategy for the City, is, in fact, one of the most helpful implementation tools for the Comprehensive Plan, as it funds many of the activities that are put forth as goals within the Comprehensive Plan.

2.4 Neighborhood Plans

Numerous small neighborhood plans have been developed since the adoption of the 1991 Plan. These neighborhood plans were adopted as amendments to the Comprehensive Plan. A table listing these plans is found below.

Plan	Year Adopted
Southside Plan	1992
Northside / Averyville Plan	1992
High Street Plan	1992
Golden Acres Plan	1995
Western-Lincoln-Jefferson Plan	1995
West Main Street Plan	1996
The Uplands Plan	1996
Southern Gateway Plan	2001
Heart of Peoria Plan (in principle)	2002

FIGURE 24: NEIGHBORHOOD PLANS

With the exception of the Heart of Peoria Plan, which was adopted in concept, none of the preceding plans will be carried forward to the new Comprehensive Plan. This determination is based upon the dated nature of these plans and more specifically due to the conflicts that exist between the earlier adopted neighborhood plans and the more recently adopted land regulations for many of these neighborhoods. Further, the Heart of Peoria Plan, which was adopted in concept by the City Council, in effect supplants the goals and visions within the older neighborhood plans. However, these plans do contain a significant amount of detail on actions that can be taken to improve areas of Peoria and should continue to be used as resource materials going forward.

2.4.1 Heart of Peoria Plan

The development of the Heart of Peoria Plan represented a significant departure from past planning practices in Peoria. The use of an outside consultant, Duany, Plater-Zyberk & Co. (DPZ) and the use of intensive charette sessions allowed a significant amount of public planning to be conducted with the community in a short time period. DPZ recognized the potential for the older areas of Peoria, and by extension, for the entire community. The area that came to be known as the Heart of Peoria represents 8,000 acres of Peoria, mostly constructed before 1930. While, as indicated in the Heart of Peoria Plan, the 'bones' of this area are still strong, it has not held up well over the past half-century as is alluded to in the Heart of Peoria Plan Introduction, "The current plan has come about as a recognition, by citizens and key leaders of Peoria, that the holding actions of the past will not be sufficient to maintain the competitiveness of Peoria's downtown or the quality of life in Peoria's core neighborhoods over the next twenty years. This recognition reflects the not always encouraging reality of the underlying economic and demographic

trends, some related to Peoria’s place in an ever more global economy. More importantly, however, it also reflects a clear sense of Peoria’s promise, and a concern regarding some uncertainties in realizing that promise.”

The Heart of Peoria Plan sets forth eight premises upon which the plan is built. Each of these principles is listed below with a corresponding action within this Comprehensive Plan.

Heart of Peoria Plan Premise	Comprehensive Plan Action
“The current plan supplements rather than replaces the prior plans.”	The Comprehensive Plan specifically includes the Heart of Peoria Plan as adopted by the City Council. The vision within the Heart of Peoria Plan carries forward to this Comprehensive Plan.
“The plan is intended to provide a vision for long term growth and re-development”	The Comprehensive Plan shares a long-term outlook on the future of Peoria.
“The success of this plan takes advantage of the ability to re-direct and organize existing opportunities rather than waiting for growth that hasn’t yet materialized.”	The Critical Success Factors found within the Comprehensive Plan focus directly on the re-direction of resources that exist in Peoria right now – District 150, infrastructure, older neighborhoods, etc. Further, the Comprehensive Plan promotes the expansion of the Internal Growth Cell Strategy into additional older neighborhoods, while taking this downturn in the economy to ‘re-direct and organize’ existing opportunities for new growth.
“The process of redevelopment must be made predictable so that private sector investment will drive the building out of the intentions of this plan.”	The development and adoption of the Land Development Code and Form Districts within the Heart of Peoria Plan area was designed to address this specific premise. However, additional work needs to be done in this area and the Critical Success Factor, “Have an Efficient Government,” and the Implementation goals of a revised Subdivision and Zoning Code, new Manual of Practice, and development of a Smart Project Scorecard will further this premise.
“Resolve the contradiction between Peoria’s urban aspirations as a center for culture and economic life, and a	The development and adoption of the Land Development Code reduced some of the contradiction in the Heart of

Heart of Peoria Plan Premise	Comprehensive Plan Action
persistent pattern of encouraging development that is inappropriately suburban in character.”	Peoria Area. The Comprehensive Plan suggests that Peoria needs to welcome different types of development, whether urban or suburban, equally, in order to attract, retain, and provide the highest quality of life for our residents. That being said, the quality of both urban and suburban development can be improved in order to enhance the overall quality of life in Peoria.
“Give clear definition to the urban character of Peoria’s downtown riverfront.”	The Comprehensive Plan, through the Future Land Use Map makes no changes that would handicap the ability of the downtown area to continue to be, and to expand, as a regional destination. Implementation of the Critical Success Factors would in fact encourage the expansion of downtown as a regional commercial and cultural draw, but also as a residential area.
“Re-energize the downtown (streets) – to improve their quality and character for pedestrians and bicycles.”	The Comprehensive Plan clearly states that the transportation network must accommodate more than just motorized vehicles. The Complete Street approach to development and re-development should be adopted, as should the requirement to provide pedestrian connectivity between new developments.
“The implementation of this plan will depend on the persistence of Peoria’s citizens and the commitment of their leaders. The Heart of Peoria plan is intended to provide them with the seeds of a common vision, and the tools necessary to realize that vision.”	As with the Heart of Peoria Plan, this Comprehensive Plan, written by the residents of Peoria, provides only a vision and choice of tools for implementation. The actual work of implementing the Mission Statement and Critical Success Factors of this Plan will succeed or fail depending upon the ‘persistence of Peoria’s citizens and the commitment of their leaders.’

FIGURE 25: HEART OF PEORIA SUMMARY

As with any good plan, the Heart of Peoria Plan provides a vision for a future course for Peoria’s older neighborhoods that is different from the past trajectory. As such, the Heart of Peoria Plan should be, and has been, referenced frequently when

approaching issues within the 8,000 acres that it covers. It does not provide an answer for every question; no plan does, but it does provide an image to aspire to.

2.5 Source Data

This Comprehensive Planning process consisted of public input, data collection, and deliberation over a three-year period. Over 100 public meetings were hosted by the City of Peoria Planning Commission and an online survey was completed by over 1,400 people providing over 7,000 narrative comments. Data from the 1970 through 2000 Census was reviewed for trends. Initial data from the 2010 Census was released shortly before this document was completed and this new data was used whenever possible. Future updates will include revisions based on new data releases from the 2010 Census. Previous City of Peoria Comprehensive Plans and numerous neighborhood plans were reviewed. Information from other public and semi-public organizations was reviewed for its inclusion in the final Plan.

All of this information was combined to create the Strategic Plan and Future Land Use Map that is found within this Comprehensive Plan. It is important for the public to understand that all public comments were taken into consideration by the Planning Commission in the creation of this final document.

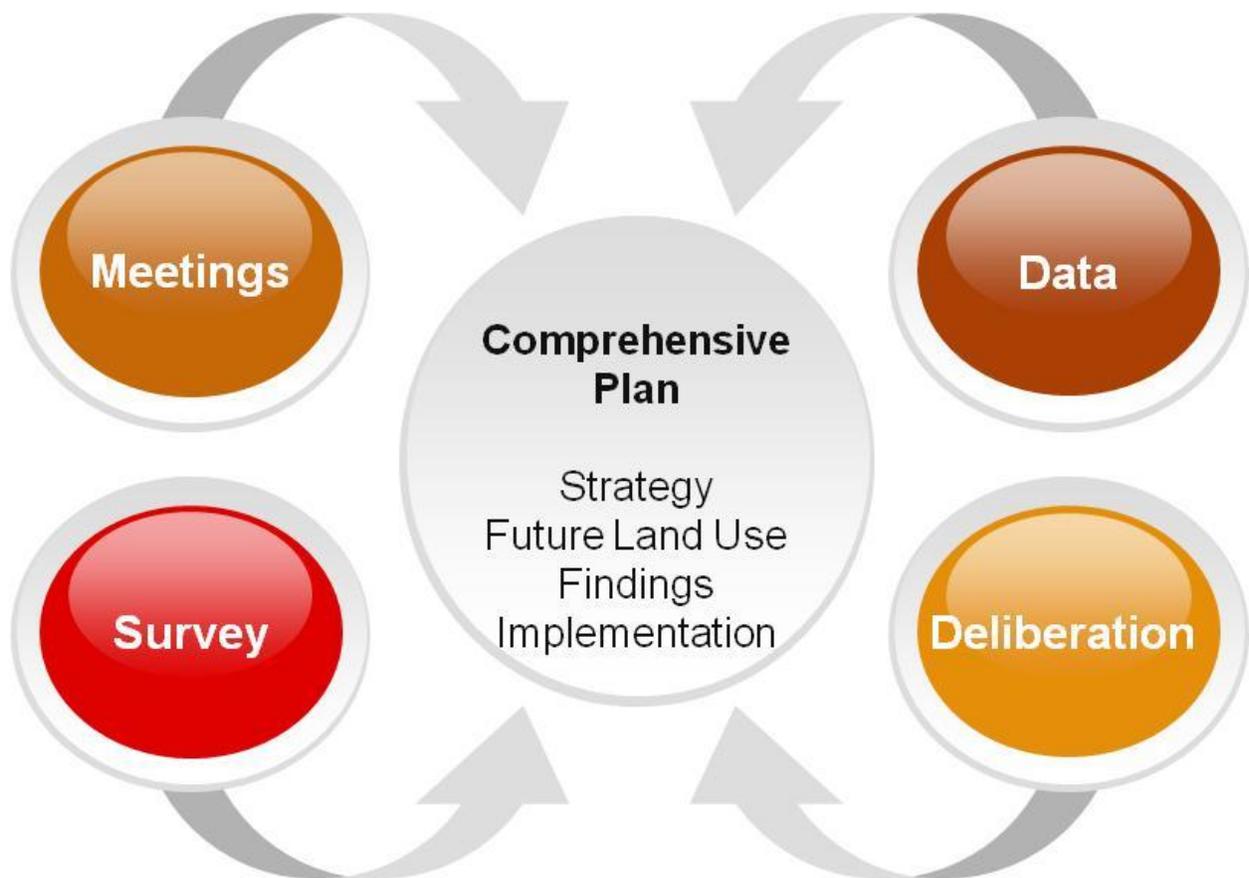


FIGURE 26: SOURCE DATA

2.6 Public Outreach

2.6.1 General Overview

The City of Peoria began the process of rewriting our Comprehensive Plan in March 2007, the first complete rewrite since 1991. The City Planning Commission was charged with the leadership role in this project, with the support of the professional planners in the Department of Planning & Growth Management.

The City Planning Commission made it clear that there were several interrelated goals that had to be achieved as part of this process. First, the public outreach process for this Plan must be second to none. Second, there must be broad and inclusive participation from all sectors of Peoria. Third, the forums for participation must be varied and flexible to allow the greatest level of public involvement possible. Fourth, the quality and quantity of public comment must be exceptional. Fifth, new partnerships must be formed during the public outreach process that would contribute to the eventual implementation of the Plan.

City Planning Staff was tasked with the responsibility to put together an outreach effort that would bring as many residents to the table as possible. As with many plans, this was a difficult assignment. Attracting busy people to participate in a planning process that they may not entirely understand or appreciate is difficult in all communities. Planning Staff, working with the Planning Commission, developed a process that was designed to allow maximum participation with minimum public effort. Various options were made available to the public in order to make the planning process accessible to them and not just convenient to the Planning Staff or Commission.

City Planning Staff submitted a successful Local Government Assistance grant application to the Illinois Department of Commerce and Economic Opportunity. This grant provided the funding for all of the activities associated with the Comprehensive Plan public outreach process and enabled City Planning Staff to overcome many of the inherent challenges to reaching a diverse population segmented along geographic, income, racial, and ethnic lines.

Throughout this process, more than 2,000 people have participated, providing more than 7,000 individual comments on their vision for their community.

2.6.2 Public Interaction

The overarching goal of the entire Comprehensive Plan outreach process was to encourage the greatest amount of public input as possible. Various techniques were utilized to achieve this goal.

2.6.2.1 Topic Area Workshops (phase 1)

The Planning Commission designated nine separate “topic areas” for the Comprehensive Plan: Housing & Neighborhoods; Economic Development & Jobs; Public Safety; Infrastructure; Education; Recreation, Culture, & Natural Resources; Health & Human Services; Government; and Land Use.

In order to avoid “larger” topics drowning out “smaller” topics, each topic area was given a separate meeting date. General meeting notices were mailed and emailed to stakeholders in each topic, and to the general public. Outreach was achieved through online advertising, media interviews, announcements at City Council meetings, and person-to-person contact. An Informational Flyer was created to provide an overview of the purpose for the Comprehensive Plan and to provide the dates for the meetings.

Each topic area meeting was managed in the same manner, following a hybrid Open Space approach. A topic sheet was created for each meeting that provided an overview of the topic, ground rules for the meeting, and the schedule for the evening. In each case, the meeting participants would first develop a Vision Statement for the topic. After the Vision statement was developed, the participants were encouraged to write Goals that would lead to the vision on post-it notes.



FIGURE 27: LAND USE PLANNING

Planning Staff would collect the post-it notes and place them on the wall of the meeting room, grouping them with similar suggestions in an affinity exercise. After all of the goals were collected and sorted by affinity, each suggested goal was read

by Planning Staff; and the participants were asked to develop overall goals that would best summarize the individual submissions. The final exercise of the evening was the development of actions. Unlike the Vision, or the goals, the actions had to



FIGURE 28: WORKSHOP PLANNING SESSION

be measurable; and the person suggesting the action had to be able to tell the participants how and why the action could be measured. In addition to the discussion and interactive portion of the workshops, numerous posted boards containing maps, data, and charts related to each specific topic were developed for each meeting.

After each meeting, a summary was created and sent via email to everyone who attended the workshop and to the Comprehensive Plan mailing list. In total, over 200 people attended the Topic Area Workshops.

The input received at these workshops laid the groundwork for the second phase of the public outreach process.

2.6.2.2 Online Survey (phase 2)

Many times, the public may want to participate in a planning process but is unable to because of time constraints. Traditional public meetings occur at a specific time and date; and if someone has a conflict, they are usually unable to provide their comments without some difficulty. Recognizing this reality, Planning Staff created a webpage and companion online survey in order to provide access to the planning process regardless of time or date.

The temporary webpage was launched in early 2008 after the conclusion of the first round of topic area workshops. The webpage provided substantial background data, including all of the maps and charts that had been available to the public at the Topic Area Workshops. At the heart of the webpage was an online survey created by Planning Staff using the online SurveyMonkey tool. With this tool, a substantial survey was created that allowed the public to refine what had been heard at the Topic Area Workshops. As part of the survey, the public was asked to rank the various goals received at the topic area workshops, and to make additional suggestions as to the future of Peoria.

The webpage and online survey were officially launched by Mayor Ardis at the State of the City Address in January 2008. Notice of the webpage and a direct link to the survey was sent by blanket email to over 800 people the day after the official launch. Additional bulk email messages were sent by the Chamber of Commerce, the United Way, and various other local partner organizations.

Beyond the direct mail outreach, the following methods were utilized in order to increase participation:

- **A one-day "sticky ad" on the front page of the Peoria Journal Star, reaching thousands of households**
- Regular ads in five different local newspapers, including neighborhood based papers and the local African-American paper
- **"Help Plan Peoria" billboards placed in various locations around the City**
- **"Help Plan Peoria" advertising on several mass transit buses in Peoria**
- Distribution of over 1,000 **"Help Plan Peoria" info cards** with City mailings, public library check-out materials, and other opportunities
- A letter from Mayor Ardis to over 90 Neighborhood Association leaders and 200 Faith-Based leaders in Peoria requesting that they participate and encourage others to do so also

- A “15 neighbors, 15 minutes, 15 year challenge” to all Neighborhood leaders, challenging them to get 15 of their neighbors to take 15 minutes to complete the online survey and help plan for the next 15 years
- The use of the City of Peoria Reverse 911 phone system to call several hundred households with a recorded message from the mayor requesting participation in the online survey
- Announcements at City Council meetings, neighborhood association meetings, City commission meetings, and numerous other public events
- Media interviews and stories focusing on the importance of participating in the process



FIGURE 29: HELP PLAN PEORIA BILLBOARD

Within the first 48 hours of the launch of the webpage and online survey, over 400 surveys had been completed. By the end of two weeks, over 950 surveys were completed, with over 2,000 web site hits in the same time period. After six weeks, the online survey was closed, with over 1,400 completed surveys. The webpage received over 3,800 hits, 14,372 page views, and 190 hours of total public access. City Planning Staff used Google Analytics to track all aspects of usage on the webpage. Using this tool, we were able to track when hits occurred, where they came from, how long each person spent on the site, which pages they visited, and other metrics that were used to create additional outreach

The online survey took an average of 15 minutes to complete. Using this average, the 1,400 completed surveys represent 350 hours of public comment related to the Comprehensive Plan. In addition to the basic survey questions, the public was provided the opportunity to leave narrative responses to several questions within the survey. Once all of these narrative responses had been counted, over 7,000 “comments” had been received from the public. These responses represent a far



FIGURE 30: HELP PLAN PEORIA BUS POSTER

greater number than could have ever been achieved using the traditional public comments process.

2.6.2.3 General Public Meetings (phase 3)

After the online survey closed, the third phase of the public outreach process began. A series of General Public Meetings were scheduled at five schools in Peoria, geographically distributed throughout the community in order to provide ease of access for all residents. The purpose of the general public meetings was to

provide the public with a final opportunity to provide comments prior to the start of the formal Public Hearings before the City Planning Commission.

The format of the general public meetings was unique to Peoria. Over 30 large display boards were printed with a sampling of the comments received from the online survey, the original Visions and Goals received at the topic area workshops, and maps and data for each topic. At each location, these boards were placed on **easels in order to establish a "gallery opening" type of environment.** When the public arrived at the meeting, they were given a gallery program and were encouraged to take 30 minutes to review the boards. After the opportunity to review the boards, the public was asked to provide input and comment on any of the topics.

The final component of **the general public meetings was for the public to "budget"** funds in each topic area. This exercise was designed to cause the public to think about which topic area/service was of greatest importance to them. Nine boxes, representing the nine topic areas, were placed on a table at the exit to the meeting room, and each person at the meeting was given five \$100 bills of play money. They were instructed to fund the services they found most important, with the understanding that they could put all \$500 in one box, or split the funds among up to five boxes. As with any budget, there was not enough money to fund everything; so difficult choices needed to be made. With this approach, participants experienced the challenge involved in making budgetary decisions. The results of the budget exercise simply reinforced the earlier survey, as the public voted with the play money in the same order of importance as they voted in the survey.

2.6.2.4 Follow Up Meetings (phase 4)

After the initial online survey results were presented to the City Planning Commission, two significant gaps were identified. First, the response was almost non-existent from the youth in the community; and second, the response rate of 5% from the African-American community was far below the proportional levels for Peoria.

In response to these issues, the City Planning Commission instructed City Planning Staff to develop an outreach effort focused on these two groups.

Youth Outreach Meetings



FIGURE 31: YOUTH OUTREACH MEETING

Six Peoria high schools were contacted about participating in the Comprehensive Planning process. At each high school, one to eight classes of juniors and seniors were opened to City Planning Commissioners, City Planning Staff, and City Council Members, who spent an hour in each class discussing what high school students wanted to see in Peoria over the next 15-20 years.

In total, over 400 students participated in this meeting format. This outreach became among the most important of the entire public outreach process. The high

school students of today will be the young community leaders when the next Comprehensive Plan is being written; and many of the changes made in Peoria over the next 15 years will determine if this important segment of our community stays in Peoria, or leaves for other locations. A standard series of questions were utilized for each high school with opportunity for discussion, questions, and answers. The results of this outreach indicated that the students were interested in the same issues as the general public; safety, education, and jobs.

African-American Community Outreach Meetings

After the initial online survey results were made public, and the low response rate from the African-American community was recognized, the outreach effort to encourage feedback was renewed. The local African-American Chamber of Commerce, African-American Contractors Association, Equal Employment Opportunity Office, Fair Housing Commission, and Race Relations Commission were all contacted by City Planning Staff. These organizations were asked to encourage their membership to complete the online survey (which had been temporarily reopened) and to discuss the importance of participating in the future of Peoria with their contacts. In addition to the above-mentioned organizations, a partnership was formed with a local African-American **pastor's** organization as a way to encourage more participation. After several weeks, the participation rate among African-Americans tripled, from 5% to 15%

2.6.2.5 Public Hearings

Following the public outreach and input portion of the Comprehensive Plan development, the Planning Commission hosted five separate Public Hearings in various locations, at various times. The purpose of these sessions was to provide an opportunity for the public to comment on the draft of the Plan and Map.

2.6.2.6 Strategic Planning Sessions

At the conclusion of the Public Hearings, the Planning Commission determined that additional time needed to be spent on focusing the strategic component of the Plan. In order to accomplish this goal, the Planning Commission convened nine separate open meetings in order to work back through the public input received and refine the strategic message within the Plan. Using an approach outlined in Strategy – Pure and Simple II, by Michel Robert, and used in various private corporations, the Planning Commission created the strategic plan.

2.6.2.7 Policy Session with the City Council

Following the release of the draft Plan and Map with the revised strategic element, a Policy Session was held with the City Council in order to receive feedback and input from the Council on the content of the documents. The feedback provided was used to make final modifications to the Plan and Map.

2.6.2.8 Outreach to the Development Community

Late in the Plan and Map development process, a concern was raised that not enough public outreach had occurred, specifically with members of the land development community. In order to continue the pattern set throughout this process of open communication with the public, meetings were held with land development interests in order to hear their specific concerns before sending a final document to the City Council.

2.7 Background Data Document

One of the significant difficulties found in developing a Comprehensive Plan is that the volume of data and input provided can cloud the very specific goals and strategies that need to be clearly communicated. In developing the final format for this Plan, the decision was made to locate much of the voluminous information and data in a separate document that focuses on communicating the public input, data, analysis, and trends that contributed to the creation of this Plan. This format will allow the reader to understand the core of the Plan by referring to one document only, while providing the background data separately for review. This separate data document will be presented to the City Council for adoption as an addendum to the Comprehensive Plan.

3 Background

In order to understand this particular Comprehensive Plan, one must first throw out much **that is known about "traditional"** Comprehensive Plans of the late 20th Century and early 21st Century. Just as each of the Comprehensive Plans in the history of Peoria has varied greatly in layout and content, this Plan also shifts from the past in order to present a more focused and direct strategy for the future of Peoria. This Plan is based more on private sector strategic planning and less on the contemporary examples of public sector strategic plans. This is not to say that public sector planning has some inherent flaw, or that private sector planning is somehow superior in presenting a vision for the future; it is simply recognition of a very different approach to traditional City Comprehensive Planning.

In developing this Plan, the Planning Commission understood that unlike a private sector plan, there needed to be significant and widely gathered public input. They also understood that there needed to be deep data analysis - a health checkup for Peoria. As the Planning Commission entered the later stages of the Strategic Planning exercise, they were not satisfied with the traditional public sector Comprehensive Plan with its multitude of strategies, goals, actions, etc. They understood that although there are many important aspects involved in the management and development of a City the size of Peoria, not all could, or should rise to the level of being critical. With too many goals, all focus would be lost. Implementing 200 of 300 goals may seem like success, but were the implemented goals truly critical to the future of the City?

The Planning Commission should be credited for this bold step toward a new paradigm of Comprehensive Planning. Throughout this process, the volunteer members of the Commission focused on what is of true importance to any planning process - listen well, learn as much as possible, and focus on what matters.

There is no one strategy for preparing a Comprehensive Plan. Many are completed with the assistance of outside consultants; some, like this Plan, are completed entirely in-house. In most cases, there is at least an attempt to gain broad public input prior to the adoption of the Plan. However, from community to community, the level of input can vary widely. The presentation of the final Plan also varies by community, as does the content and focus.

What all Comprehensive Plans have in common is a focus on the future. They are not designed to be tactical plans that can be implemented in a matter of months and then retired. The strategic nature of the Comprehensive Plan is such that the implementation begins immediately, but the return may be many years in the future.

As with most Comprehensive Plans, this Plan focuses on strategic goals and future land use. The future land use section is traditional in its approach to identifying areas of planned growth and specifying the type of growth that would be most beneficial to the community. The Strategic Plan section is far less traditional. **Instead of the traditional “vision,” “goals,” and “actions” found in most Comprehensive Plans,** this Plan builds upon a Vision statement to create a Mission with a specific focus and creates Critical Success Factors to guide the implementation of the Mission and Vision.

3.1 Strategic Plan

The development of the Strategic Plan dates back to the first public meetings held on the Comprehensive Plan. Beginning with the Topic Area Workshops and extending through the extensive outreach and input associated with the Comprehensive Plan, it became increasingly obvious that several issues or concerns continued to rise to the top in almost all discussions.

In addition to the extensive public input, the Planning Commission considered data and research related to the current condition of Peoria and recent trends associated with the topic areas.

Using the collected public input and data, the Planning Commission was able to distill a Vision, Mission Statement, and strategic goals that reflected the significant public input regarding the major concerns and visions for Peoria.

3.2 Strategic Pyramid

As the Strategic Planning process used in this Plan is not common to Comprehensive Plans, several definitions are provided below for the major terms found in the strategic portion of this document.

- **Vision:** A description of what an organization would like to achieve or accomplish in the mid-term or long-term future. Intended to serve as a clear guide to choosing current and future courses of action. The **“What”** statement.
- **Mission:** Written declaration of an organization’s core purpose and focus, which serves as a filter to separate what is important from what is not and clearly communicates a sense of intended direction to the entire organization. The **“How”** statement.
 - A Mission Statement is something to be accomplished; a Vision Statement is something to be pursued.
- **Focus:** A concentration of resources in order to implement the Mission Statement.
- **Critical Success Factors:** Limited number of items that have a direct and serious impact on the effectiveness, efficiency, and viability of the organization. These items must be done well in order for overall success to be achieved.

- **Action Items:** The activities that are taken to implement the Critical Success Factors. At an implementation level, each Action Item should identify what will be done and by whom, when it will be done, and the resources necessary to complete the task.
- **Tools:** Measurement items that identify the level of implementation success.

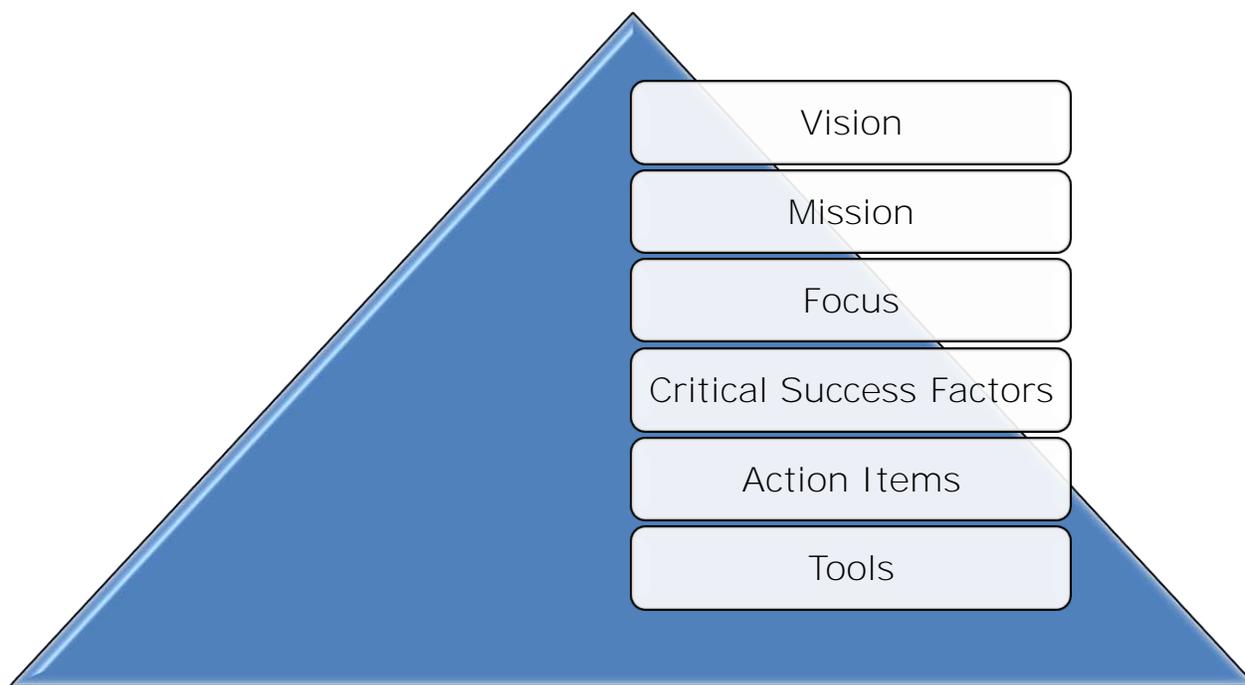


FIGURE 32: STRATEGIC PYRAMID

The steps to developing the strategic pyramid included the following:

- The acknowledgment of what is important to the public, as identified through the public input portion of the planning process;
- **The identification of Peoria’s competition, both locally and nationally;**
- The acknowledgment of how well the public believes current services are being provided;
- A complete SWOT analysis (Strengths, Weaknesses, Opportunities, & Threats);
- The development of a Mission Statement;
- The development of a Vision statement;
- The focusing of efforts through Critical Success Factors, and;
- The development of suggested action items to implement the Critical Success Factors.

It is important to understand that each of the steps of the strategic pyramid builds upon other steps and each level remains interconnected. The Critical Success

Factors, which are similar to traditional goals found in most Comprehensive Plans, are based upon the input from the public and filtered through the strategic planning process of the Planning Commission.

The completed strategic pyramid is found below.

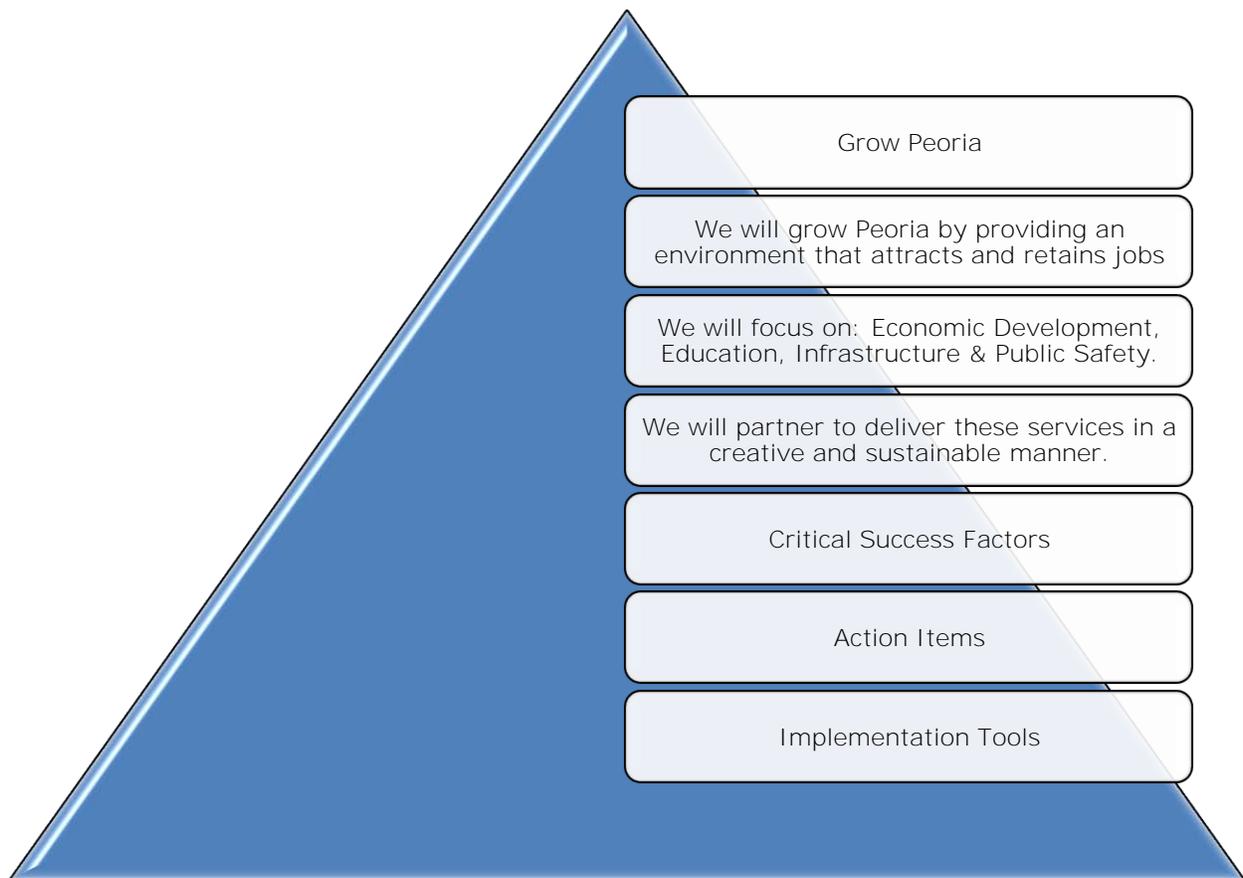


FIGURE 33: PEORIA STRATEGIC PYRAMID

3.3 Critical Success Factors

The Critical Success Factors are the overarching goals of this Comprehensive Plan and serve as the foundation for the recommended policy actions going forward. In traditional Comprehensive Plans, there is a myriad of goals, actions, strategies, etc. While this exhaustive list can provide direction for many goals, the purpose of identifying Critical Success Factors is to recognize that not every goal is critical to the future of a City. There must be a hierarchy of needs, a strategic resource allocation associated with the reality that not everything is critical to the future of a community.

The clearest definition of Critical Success Factors is simply this: These items must be done right in order for the community to succeed; or conversely, unless these

items are done right, nothing else we do will matter. Although the Critical Success Factors are for the most part self-explanatory, an expanded discussion of each is found in the Strategic Plan section of the Comprehensive Plan.

3.4 Future Land Use Map

Illinois State Statute, found in 65 ILCS 5/11-12-6 clearly relates to the development of a Future Land Use Map, *"such corporate authorities may designate by ordinance an official map, which map may consist of the whole area included within the official Comprehensive Plan...and may include all or part of the contiguous unincorporated area within one and one-half miles from the corporate limits of the municipality."*

The future land use section of this Plan includes a discussion of the changes made within the existing City and a discussion of where future development is planned. The future development areas also include recommendations on general zoning classifications as authorized in 65 ILCS 5/11-12-6(c), such map, *"may designate land suitable for annexation to the municipality and recommend zoning classifications for such land upon annexation."*

3.5 Major Findings

This section of the Summary will provide a discussion of the major findings developed through the planning and data gathering stages of the Comprehensive Plan process. Further information on the various topic areas and data analysis can be found in the separate Background document to be published following the adoption of the Comprehensive Plan.

3.6 Population

The population of the City of Peoria is projected to experience limited growth over the next 15 to 20 years. The total population in 2010 is 115,007, a slight increase over the 112,936 persons counted as part of the 2000 Census. Total population in 2020 is projected to be between 117,307 and 119,607; and in 2030, between 119,653 and 124,391. This population growth will obviously not happen without the work involved in making Peoria a community that continues to be attractive to a substantial portion of the metropolitan population.

The location of Peoria's population will continue to shift, as it has done for the past half century. While the overall population total is not changing significantly, it is growing in the north and northwest sections of Peoria and shrinking in the areas of the City below War Memorial Drive. This trend is not projected to change without significant and dramatic modifications to the overall quality of life found in many of these older neighborhoods.

Unless many of the Critical Success Factors are positively resolved, the older neighborhoods in Peoria, particularly those below the Bluff, will continue to lose population at a rapid pace.

Conversely, many currently undeveloped areas to the north and northwest of the City, and areas that have developed over the past 20 years will continue to see increased population growth over the term of this Comprehensive Plan. Many of the Critical Success Factors are successfully delivered in these newer areas; and the national desire for new housing and neighborhoods is unlikely to change without significant changes to not only local, but also state and federal housing policies.

As with the rest of the nation, the median age of the population will also increase over the next 20 years. This will have far-reaching implications for the public school districts, the economy, types of housing made available, and transportation, as the percentage of youth in the United States declines and the percentage of elderly increases.

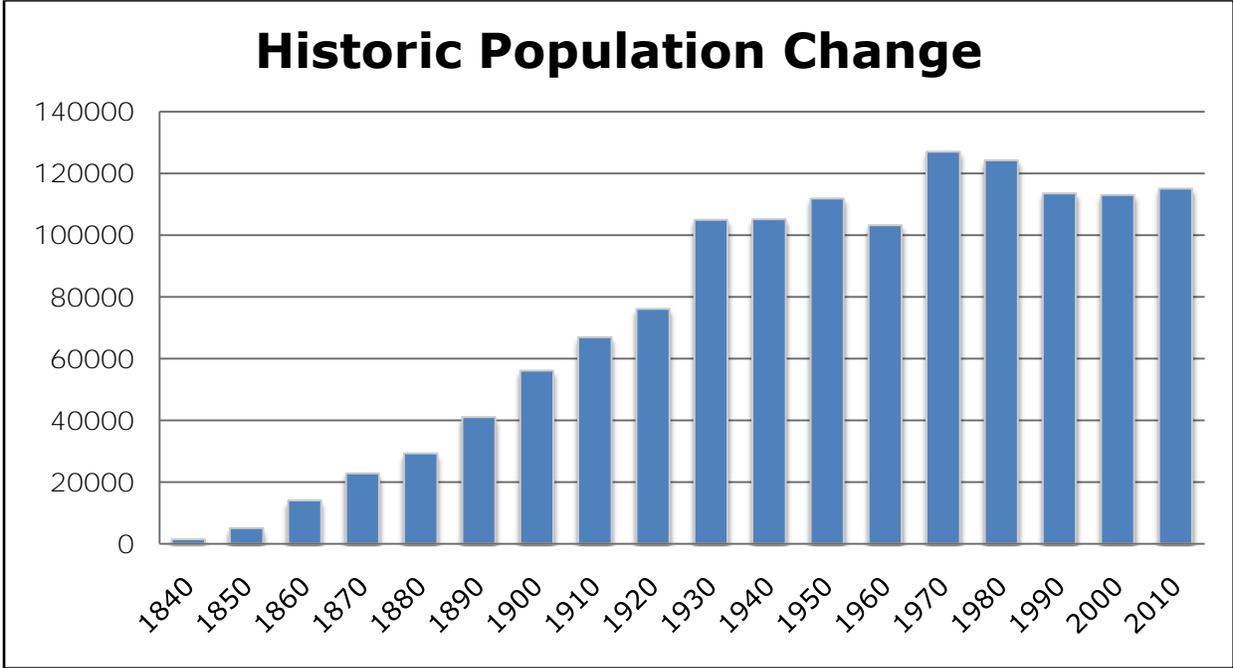


FIGURE 34: HISTORIC POPULATION CHANGE

The City of Peoria at this point represents approximately 30% of the total metropolitan area of Peoria, Tazewell, Woodford, Stark, and Marshall Counties. This percentage share is projected to continue assuming that the current growth management strategies in place are continued into the future. Without a strategy to retain the natural expansion and growth of population in the metropolitan area, the percentage share of population attributable to Peoria will decline during the term of this Comprehensive Plan.

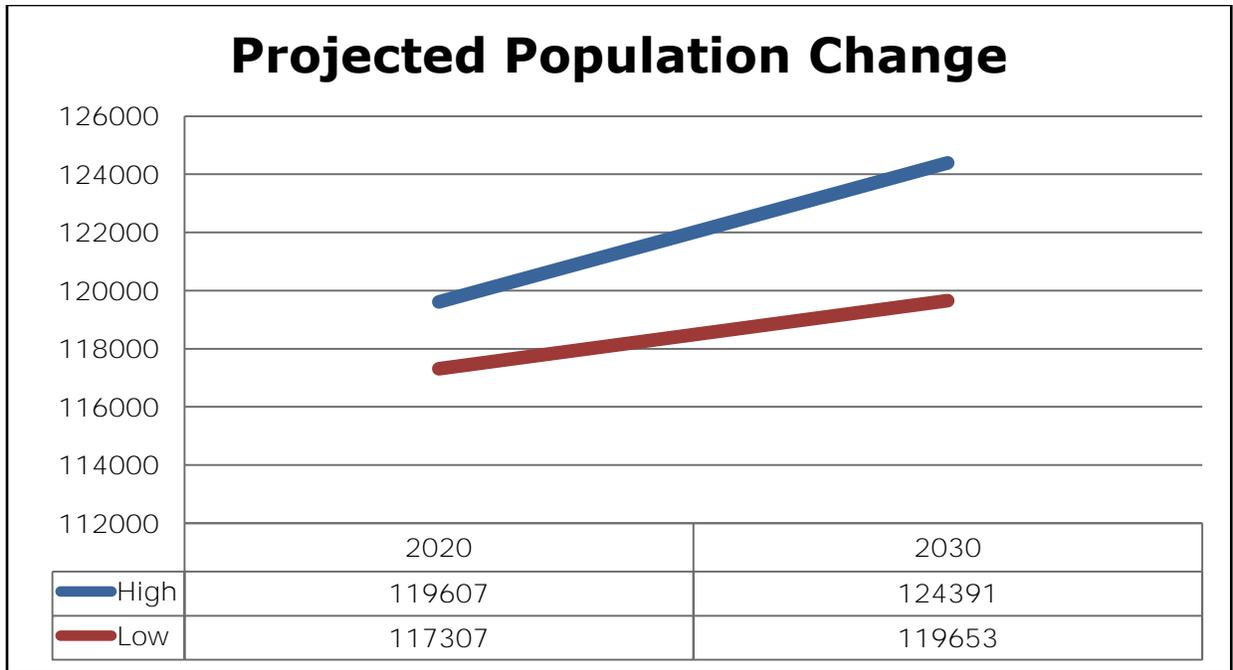


FIGURE 35: POPULATION PROJECTION

Population projections are relatively simple to consider; births, deaths, in-migration, and out-migration are the only factors involved. However, correctly determining each of these factors over 20 years is difficult. In determining a population projection as part of this Comprehensive Plan, several items influencing the above factors were taken into consideration.

- General population trends for the past several decades
- Demographic shifts in the age of the population
- Demographic shifts in the birth and death rates
- Demographic shifts in out-migration and in-migration of the population
- Impact and trends of population change in the Peoria metropolitan area

Without the annexations in Richwoods Township, and further annexations since that time, the overall population of Peoria would have decreased steadily since 1950. There are multiple reasons for this decrease, including the general suburbanization of the United States, a general trend toward a desire for larger residential lots, movement away from higher crime areas, movement away from low performing schools, and movement away from racial and ethnic minorities. The scope of this Plan does not include a detailed analysis of the reasons behind these trends; it is sufficient to state that they exist, and that they influence Peoria.

The “City of Richwoods” graph below is a projection of what may have happened if the Richwoods annexation had not occurred, and a separate “City of Richwoods” had been incorporated. Obviously, this is a simple projection based upon

population and land expansion since the annexation; additional details are not part of this projection.

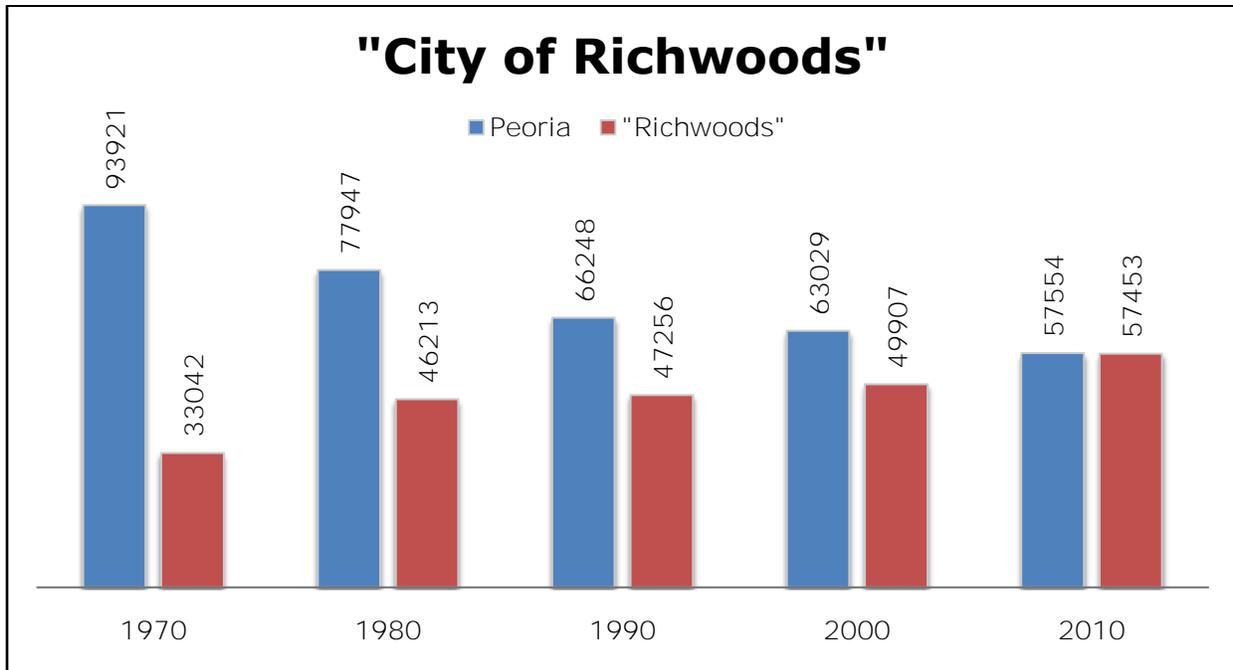


FIGURE 36: "CITY OF RICHWOODS" EXAMPLE

The population of the United States is aging, and Peoria is no exception to this trend. Estimates from the Illinois Department of Commerce and Economic Opportunity indicate that there will be a significant shift in the distribution of age cohorts in Peoria over the next 20 years. This demographic shift may, more than any other factor, change the face of Peoria, and cause dramatic shifts in the provision of public services. With fewer school-age children, the enrollment of local public schools may decline; and school infrastructure will have to be reduced in response to this decline. On the other end of the educational scale, opportunities for continuing education for retirees may increase, forcing a retooling of current educational offerings. The type of recreational opportunities offered in Peoria may also have to be adjusted to fit the new age demographics. Infrastructure needs may also need to be adjusted, offering easier access to commercial structures and increased visitability of residential structures.

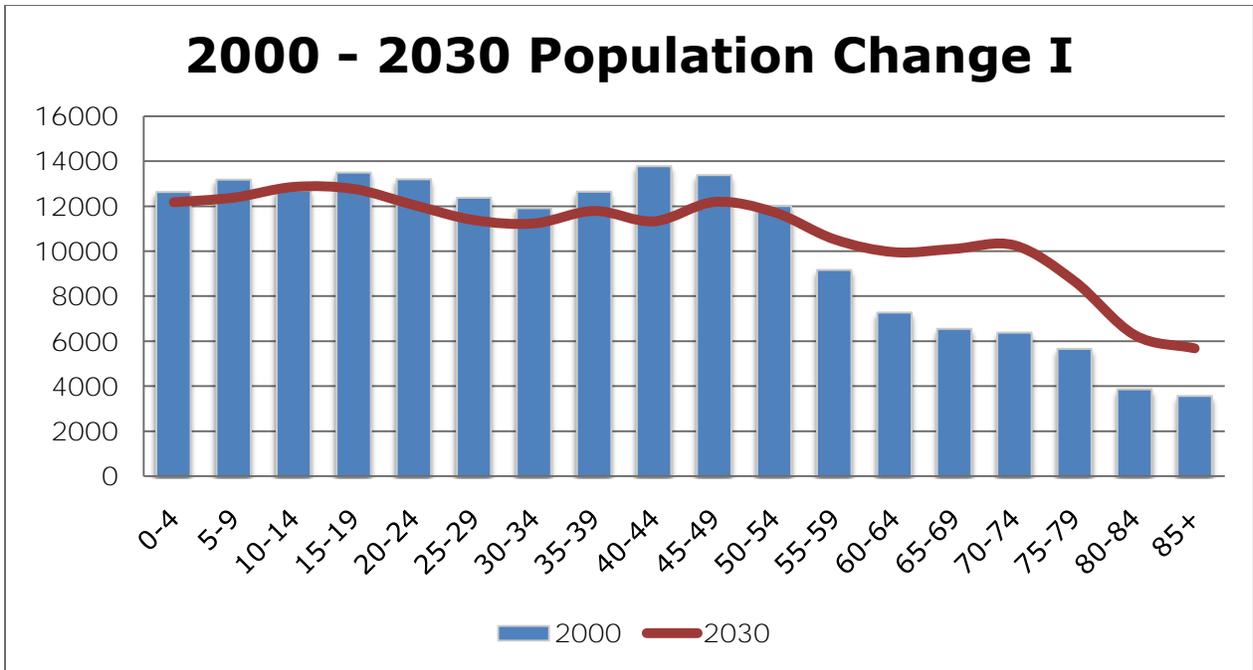


FIGURE 37: 2030 AGE PROJECTION I

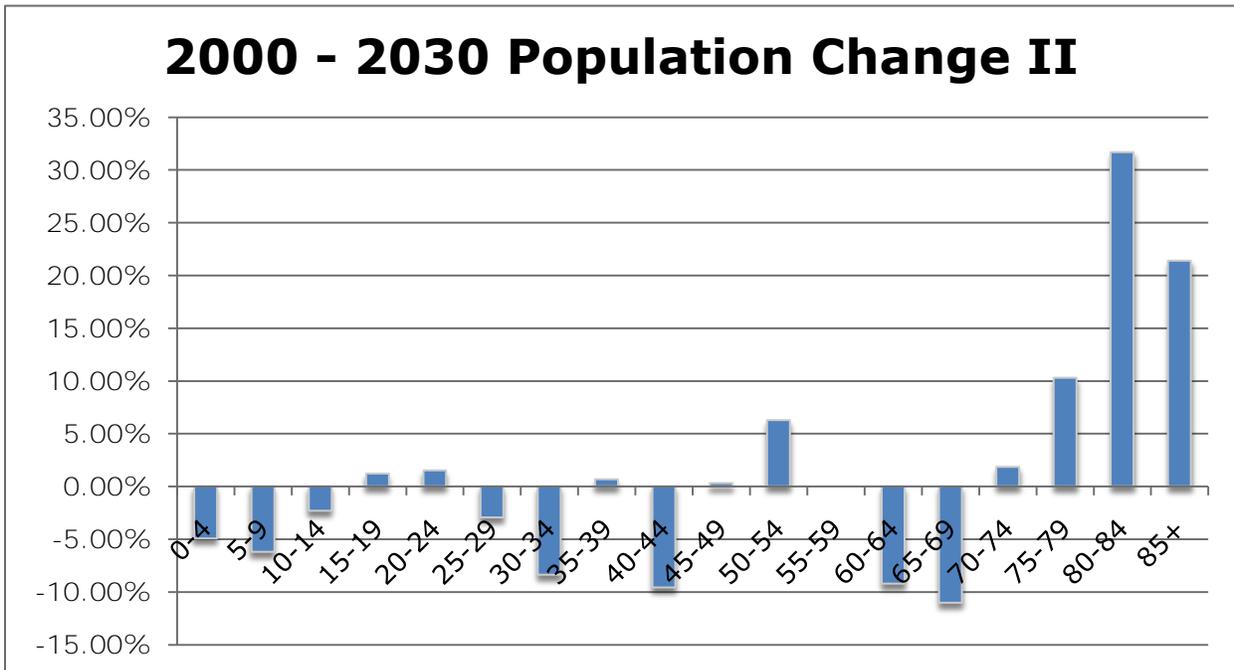


FIGURE 38: 2030 AGE PROJECTION II

The single largest impact on population growth in the United States over the past decade has been the in-migration of minority ethnic households to communities that have historically not had a significant minority ethnic population. Several cities

in Illinois, principally Aurora, have seen their populations explode because of the influx of Hispanic households.

Peoria has a growing Hispanic population, but it is not yet a significant factor in the overall population of the City. Further, in a review of factors that may dramatically increase the in-migration of Hispanic households, none is found to be in place.

The birth and death rate is a factor that can be used to project population trends. Although we can state with certainty what these rates have been in preceding years, the ability to project the calculation forward is not as easy. For the purpose of this calculation, the aggregate birth and death rates since the year 2000 for Peoria County will be used to project the change of population going forward. It should be mentioned that the median age in Peoria is projected to increase over the next 20 years, as such, the death rate may increase versus the birth rate.

Year	2000	2001	2002	2003	2004	2005	2006	2007	Total
Births	2688	2584	2603	2602	2660	2582	2690	2828	21237
Deaths	1736	1742	1801	1809	1775	1782	1718	1764	14127
Net Change	952	842	802	793	885	800	972	1064	7110

FIGURE 39: BIRTH & DEATH RATE

As the City of Peoria represents approximately 61% of the total population of Peoria County, 61% of 7,110, or 4,337 will be used as the natural population increase per decade. With this calculation, the natural population increase for Peoria over the 20-year term of this Plan will be 10,843 persons.

Conclusive data on in-migration and out-migration is not readily available between the decennial census counts. However, data is available related to the number of new housing units approved for construction, the number approved for demolition, and the number of currently vacant households.

The City of Peoria has permitted the construction of 4,079 units of new residential construction since the 2000 Census count through the end of 2010. The number of units of residential housing demolished during this same period was 1,041. In total, the net change in housing units is 3,038. With an average of 2.19 persons per housing unit, as established in the 2010 Census, the estimated population increase of Peoria during this timeframe would be 6,653. If this trend remained stable over the 20 year term of this Plan, the population increase attributed would be 13,306 persons.

The 2000 Census found that Peoria had 3,926 vacant housing units, accounting for 9% of the total available units. Updated residential vacancy data is available from

the United States Postal Service. This data is provided by Census Tract and can be used to add detail to the base population numbers found above. If the potential population of all vacant housing units were subtracted from the number above, the estimated total population in Peoria would have decreased since 2000. The 2010 Census reported 5,469 vacant units, representing 10.4% of the total 52,621 counted.

During the past decade, the City of Peoria has commissioned two separate Special Census counts. These were both partial counts, focused on areas where there was evidence of population growth through building permit data. Although these counts cannot be used as a basis for a general population projection, they are indicative of the geographically shifting nature of the residents of Peoria.

Special Census	2004	2007	Total
Additional Persons	5199	3044	8243
Additional Units	2200	1342	3542

FIGURE 40: SPECIAL CENSUS RESULTS

The Special Census counts allowed for an update on the average number of persons per household. Nationally, and in Peoria, this number has decreased steadily over the past fifty years. In 1950, the national average household size was 3.38 persons; in 2000, it was 2.59 persons. In Peoria, the average household size from the 2000 Census was 2.38. The 2007 Census estimate for Peoria is 2.32. The most recent Special Census in Peoria returned an average of 2.27, and the 2010 Census result is 2.19 persons per household.

This number matters far more than one would expect. The 2010 Census counted 52,621 housing units in Peoria. With the average of 2.1856 persons per unit, the total population was 115,007.

If the number of occupied housing units remained the same, and the average household size had remained 2.38, the population would have been 10,230 higher than the 115,007 counted. If the household population had remained at the 1950 level of 3.38 persons, the current City of Peoria population would be 177,859.

With the continued decrease in the percentage of the population under the age of eighteen, the trend of smaller household will continue. This in turn will influence the overall population number for Peoria.

In short, as Peoria's population has basically been flat for the past 40 years, there are now more housing units in the City than at any other time.

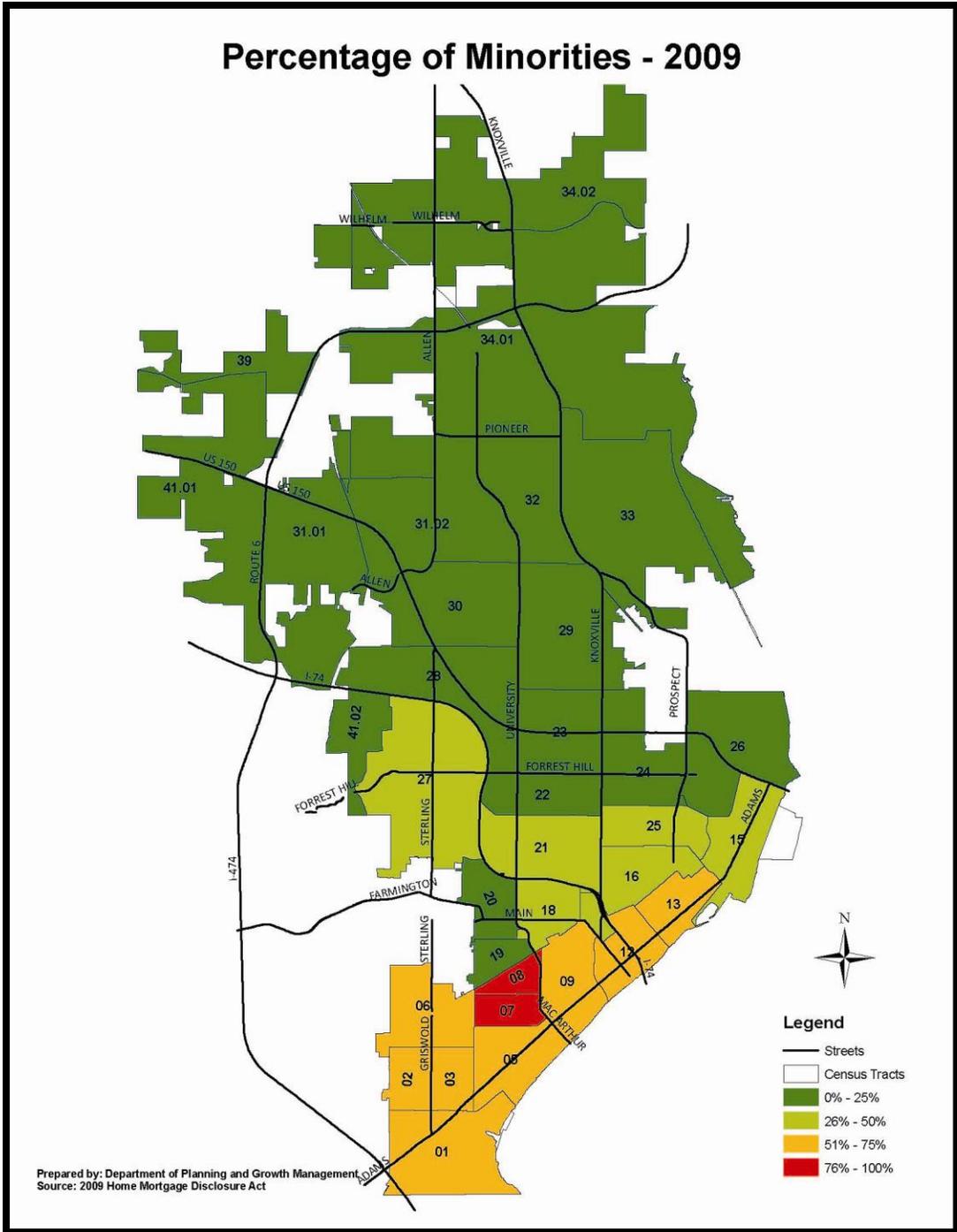


FIGURE 41: PERCENTAGE OF MINORITIES MAP

Although the minority population in Peoria is not as concentrated as in past decades, the majority of the minority population in Peoria continues to live in areas below the bluff and in certain areas of the bluff. The 2010 Census population breaks down Peoria’s population as indicated on the charts below. Unlike other

large communities, the Hispanic population has not increased significantly in Peoria over the past several decades.

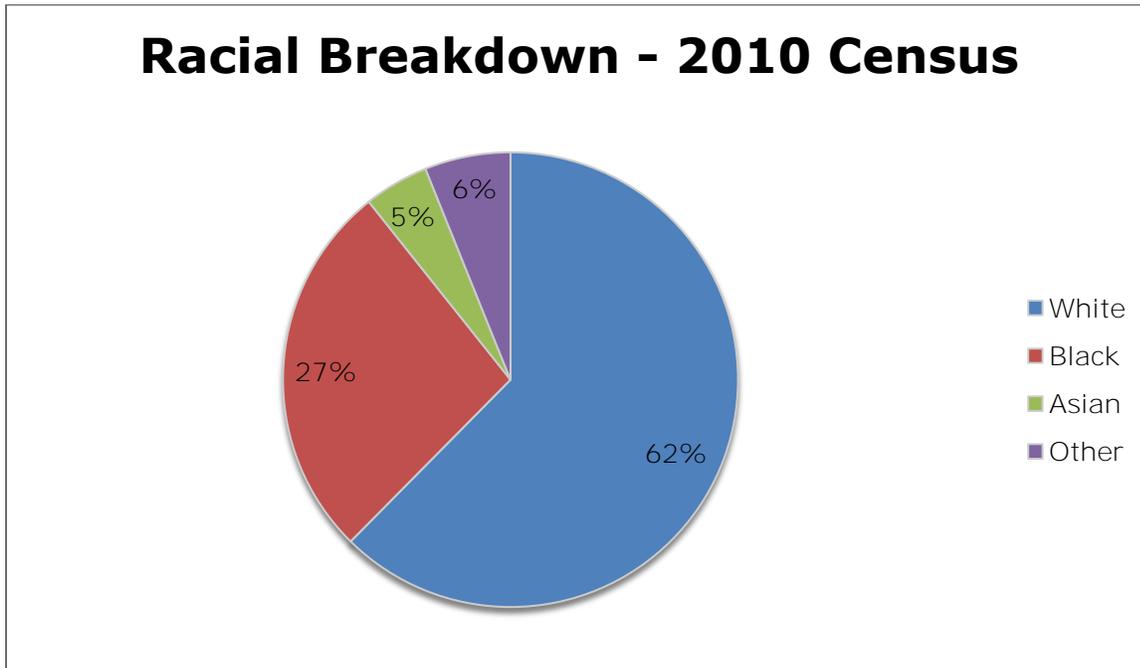


FIGURE 42: RACIAL BREAKDOWN

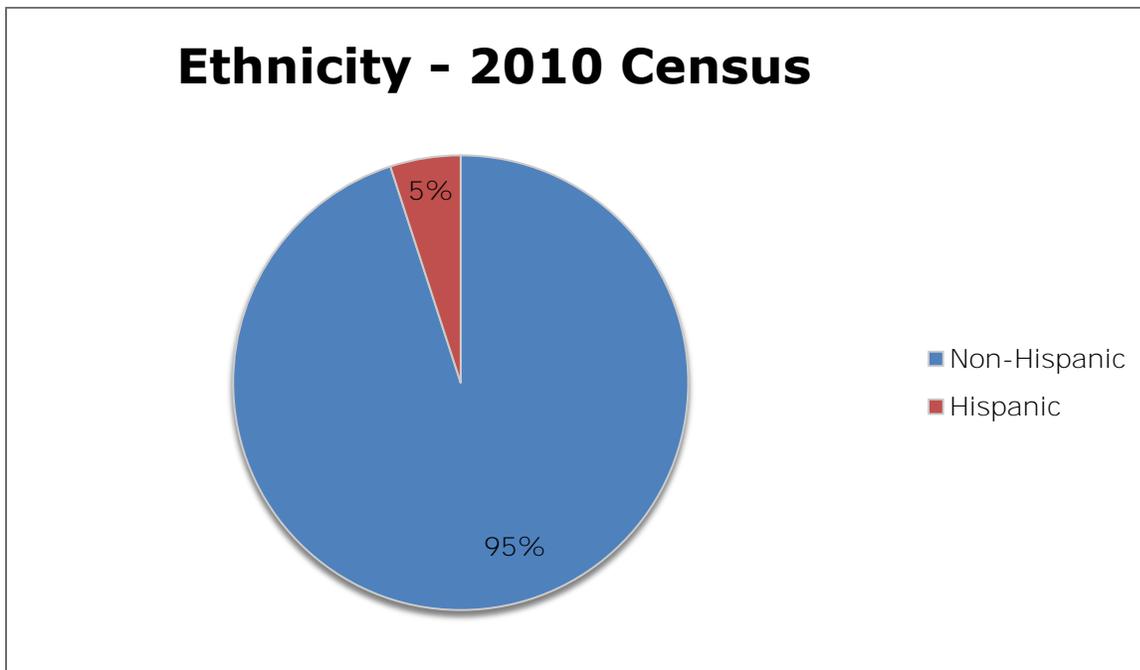


FIGURE 43: ETHNICITY BREAKDOWN

Population density in Peoria is highest in the valley and areas of the bluff. Neighborhoods north of War Memorial Drive (State Rt. 150) are significantly less dense. The overall population density of Peoria has steadily declined since the highest levels recorded **between 1930 and 1950**. If Peoria's density had remained at the 1950 level with the current land area, the total population of the City would be approximately four times the current population.

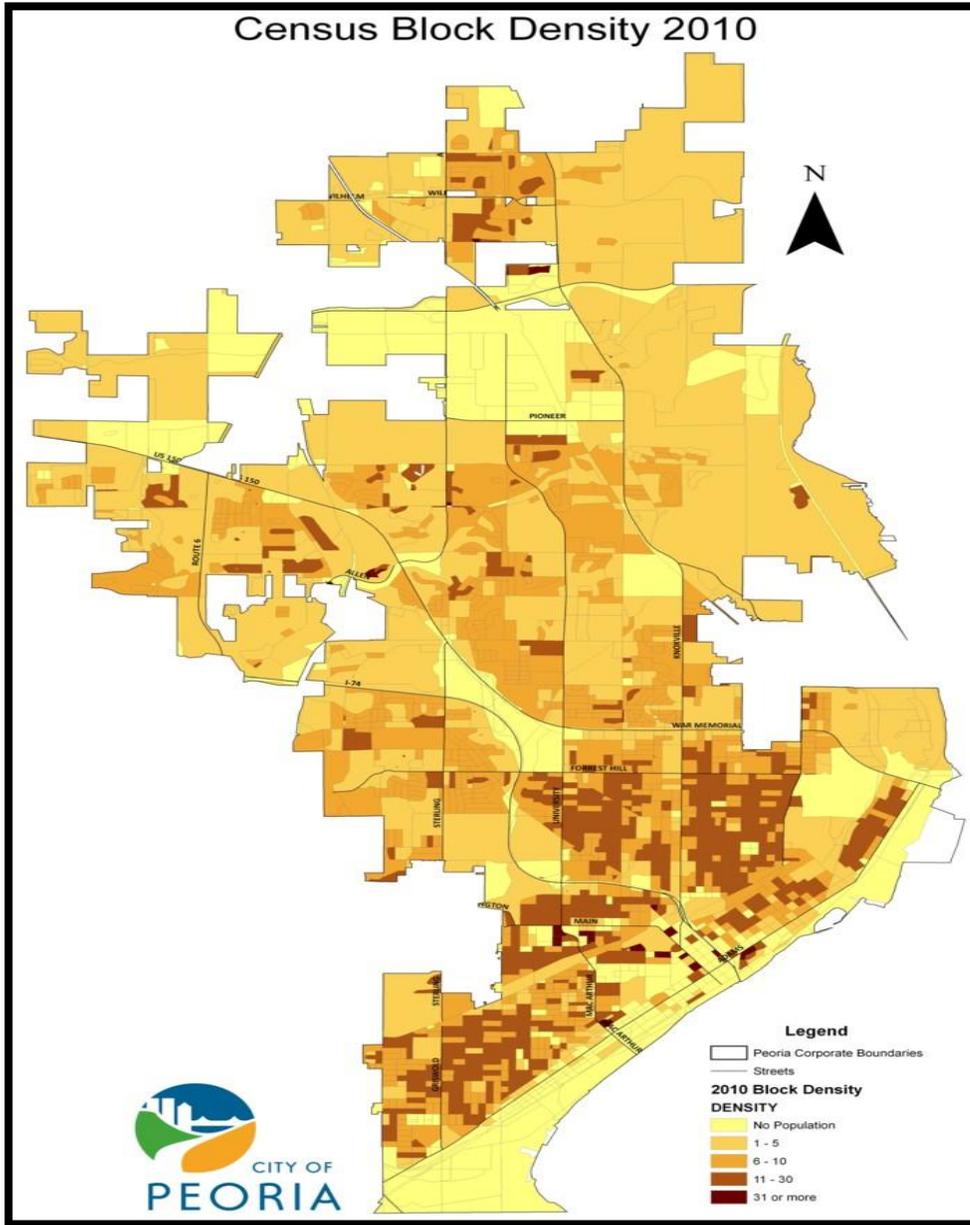


FIGURE 44: POPULATION DENSITY

3.7 Housing

The shifting trends indicated above in the population section are common to the housing discussion. The residential vacancy rate in many of Peoria's older

USPS Residential Vacancy Rate - Q3 2010

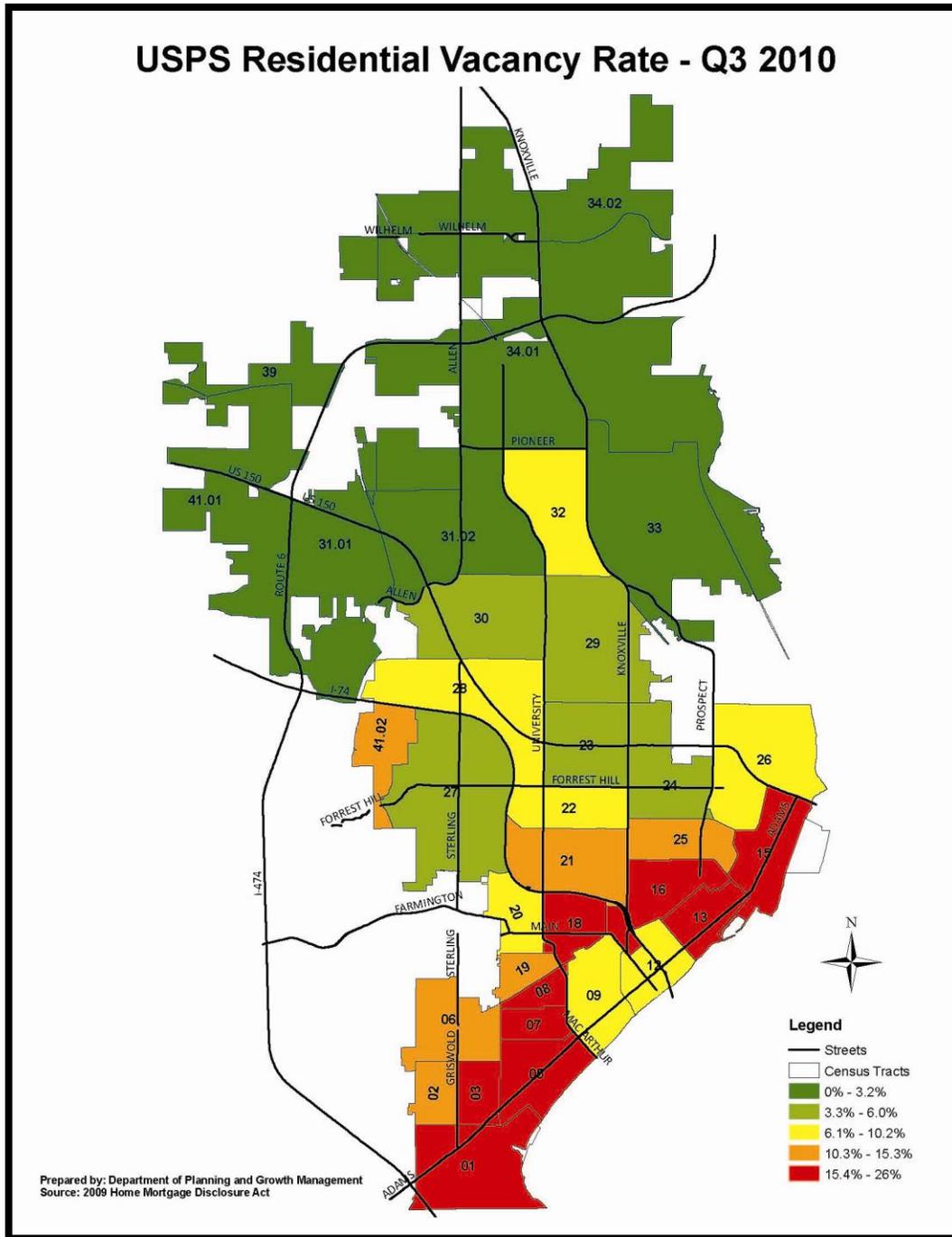


FIGURE 45: RESIDENTIAL VACANCY RATE

neighborhoods is significantly above the City average, and is indicative of the hollowing-out of older neighborhoods. The recent economic downturn has increased this vacancy rate, resulting in less occupied housing and declining population, particularly in many neighborhoods south of War Memorial Drive.

Many of Peoria's older neighborhoods are exhibiting signs of a typical weak market. In a weak market, the demand for housing is far less than the supply, which

depresses the value of the housing. With depressed housing values, and in some cases, values that decrease each year, property owners are reluctant to invest in their properties; as they would generally not see a return on the investment. As investment in properties declines, the deterioration of properties increases. The increase in deteriorated properties further reduces the chance of reinvestment by property owners, which in turn further reduces the overall demand for properties in the area. This is a downward spiral that can only be interrupted by bringing the demand and supply back into alignment. A policy that would lead to the strategic purchase and demolition of vacant and non-repairable properties should be explored in order to bring the housing supply into line with the demand. This weak **market situation in some of Peoria's neighborhoods should be approached with new** and strategic options to bring the demand for housing back into line with the supply.

Housing conditions also point to very different conditions in neighborhoods above and below War Memorial Drive. When housing code violations were mapped, the large majority occurred **in older neighborhoods. Peoria's older housing stock,** although an asset when well maintained, becomes a detriment once in disrepair.

The value of housing is also a double-edged sword for Peoria. While affordable housing is readily available in Peoria, lower housing values also create a barrier for reinvestment in existing housing, as the cost of purchasing and rehabilitating an older housing unit may exceed the end value of the property. When the total mortgage lending by Census Tract was mapped, it became apparent that some areas of Peoria have very low monetary value.

The maps, shown below, indicate the location of high cost mortgage loans, those that are more than 3 points above US Treasury Notes for the same term, and the location of properties that are more than 90 days delinquent on their mortgage payments, paint **a negative picture of housing loans in many of Peoria's older neighborhoods.** The areas where the high cost loans were made are the same areas with depressed market values and, unfortunately, the same areas with the highest default rate on mortgage payments. The bottom line in these areas is that risky loans were made on properties without significant opportunity for appreciation of value, and a high percentage of the households taking out the loans have been unable to keep current on their payments. These statistics also add to the overall depressed nature of the housing market in their neighborhoods and the lack of reinvestment in properties.

2009 Total Value of Residential Real Estate Purchases

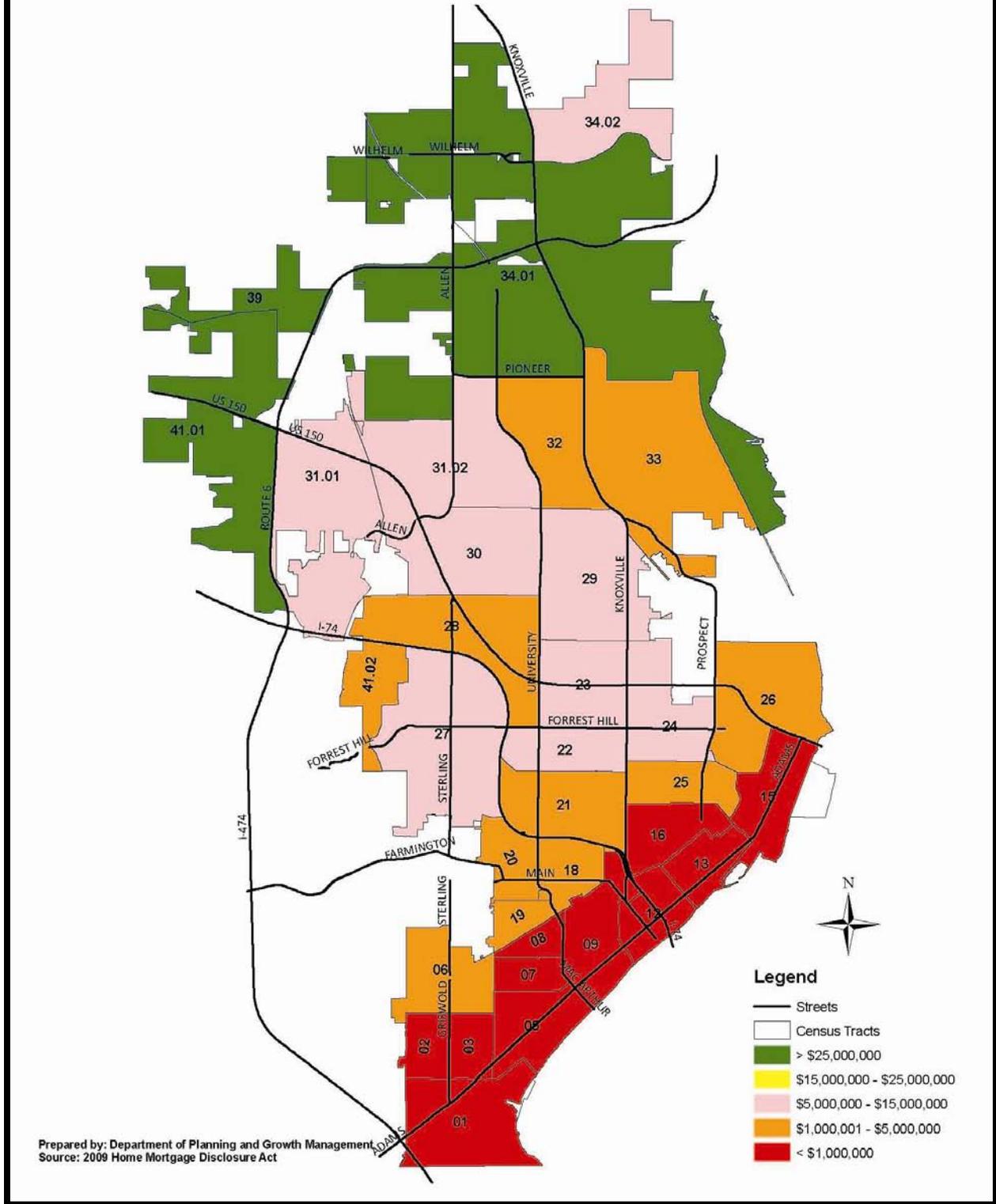
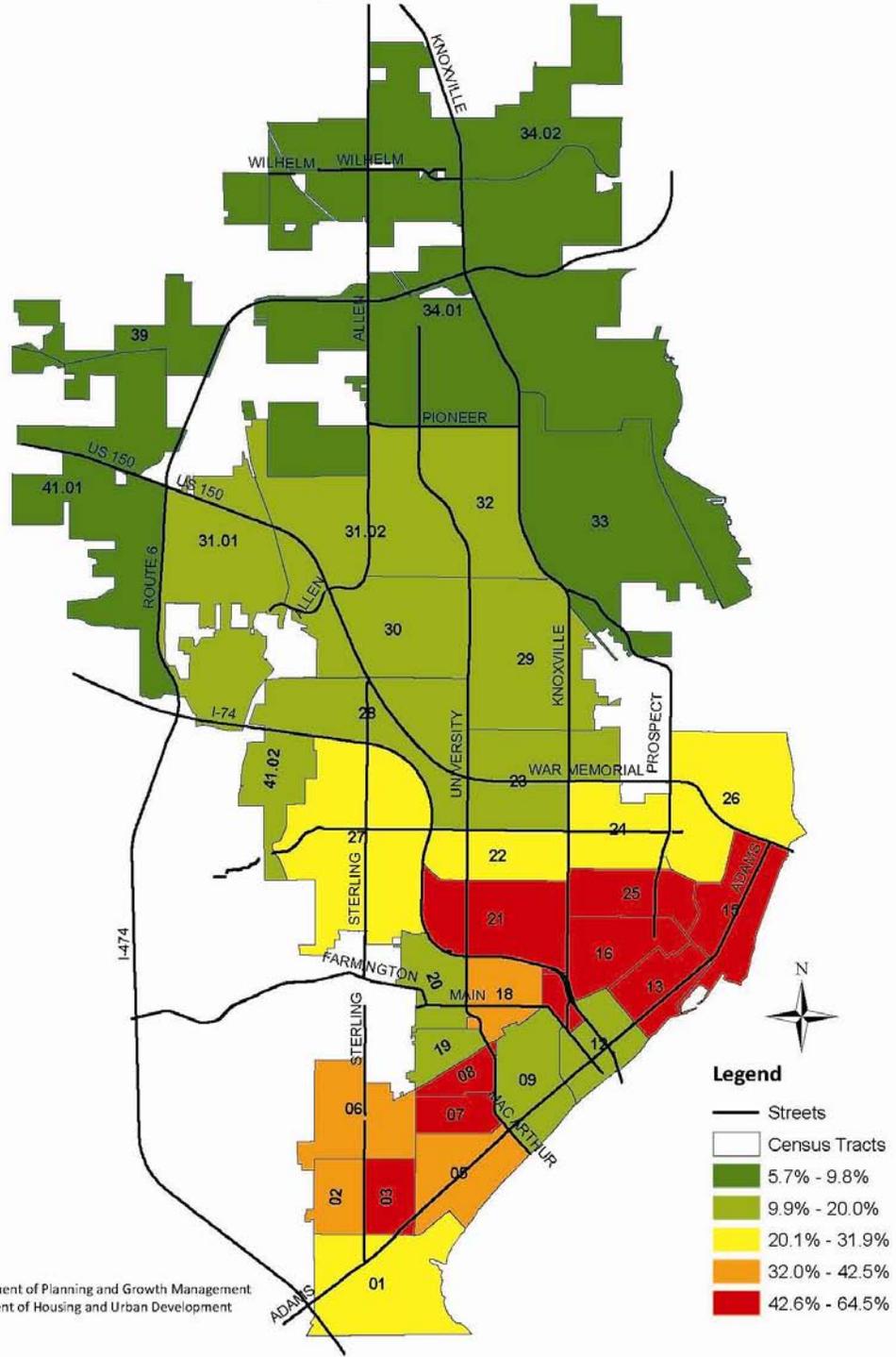


FIGURE 46: TOTAL VALUE OF REAL ESTATE PURCHASED

HMDA High Cost Loan Rates

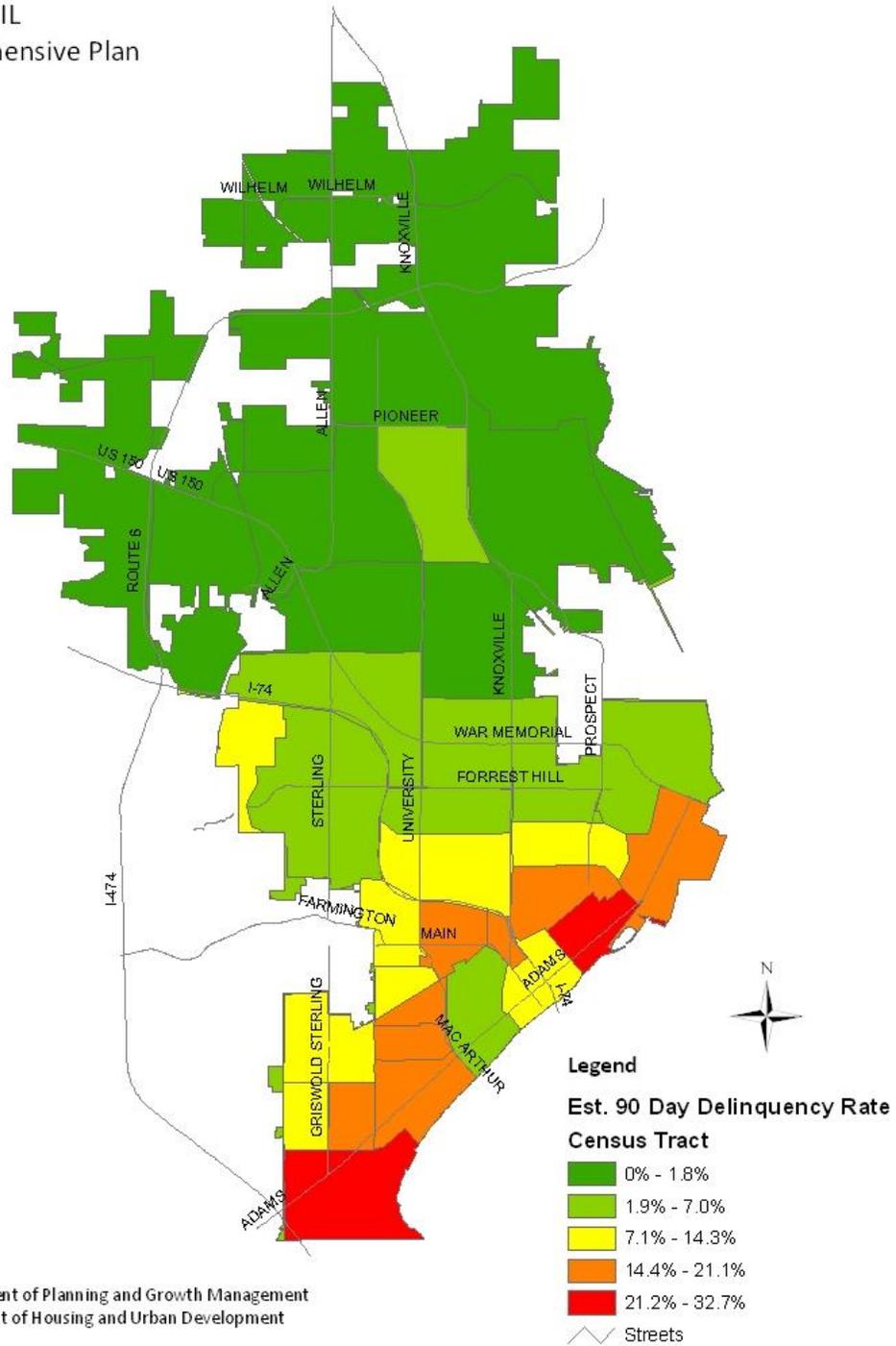


Prepared by: Department of Planning and Growth Management
 Source: U.S Department of Housing and Urban Development

FIGURE 47: HIGH COST LOAN LOCATIONS

Estimated 90 Day Delinquency Rate

City of Peoria, IL
2009 Comprehensive Plan



Prepared by: Department of Planning and Growth Management
Source: U.S Department of Housing and Urban Development
March 2009

FIGURE 48: MORTGAGE DELINQUENCY RATE

2010 Code Enforcement Violations - Housing

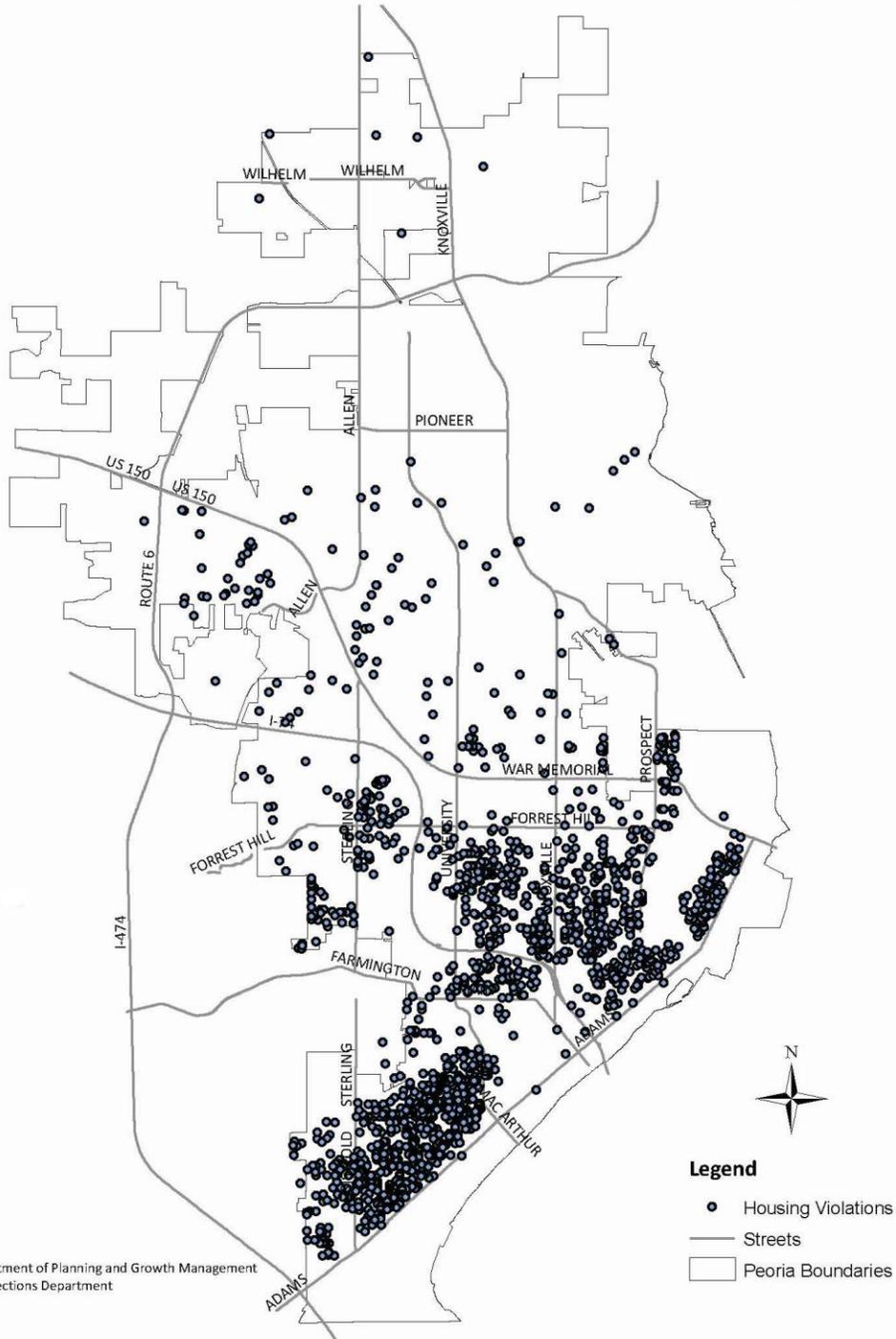


FIGURE 49: CODE ENFORCEMENT VIOLATIONS

The great majority of new residential construction over the past decade has been found in the north and northwest portions of Peoria, mostly in newly annexed land. There have been some incidents of new construction in older neighborhoods; but unlike the market driven construction to the north, these developments have almost exclusively been subsidized in order to make the finances for the project work as when the cost to build a new housing unit far exceeds the area median sale price, little market based development will occur.

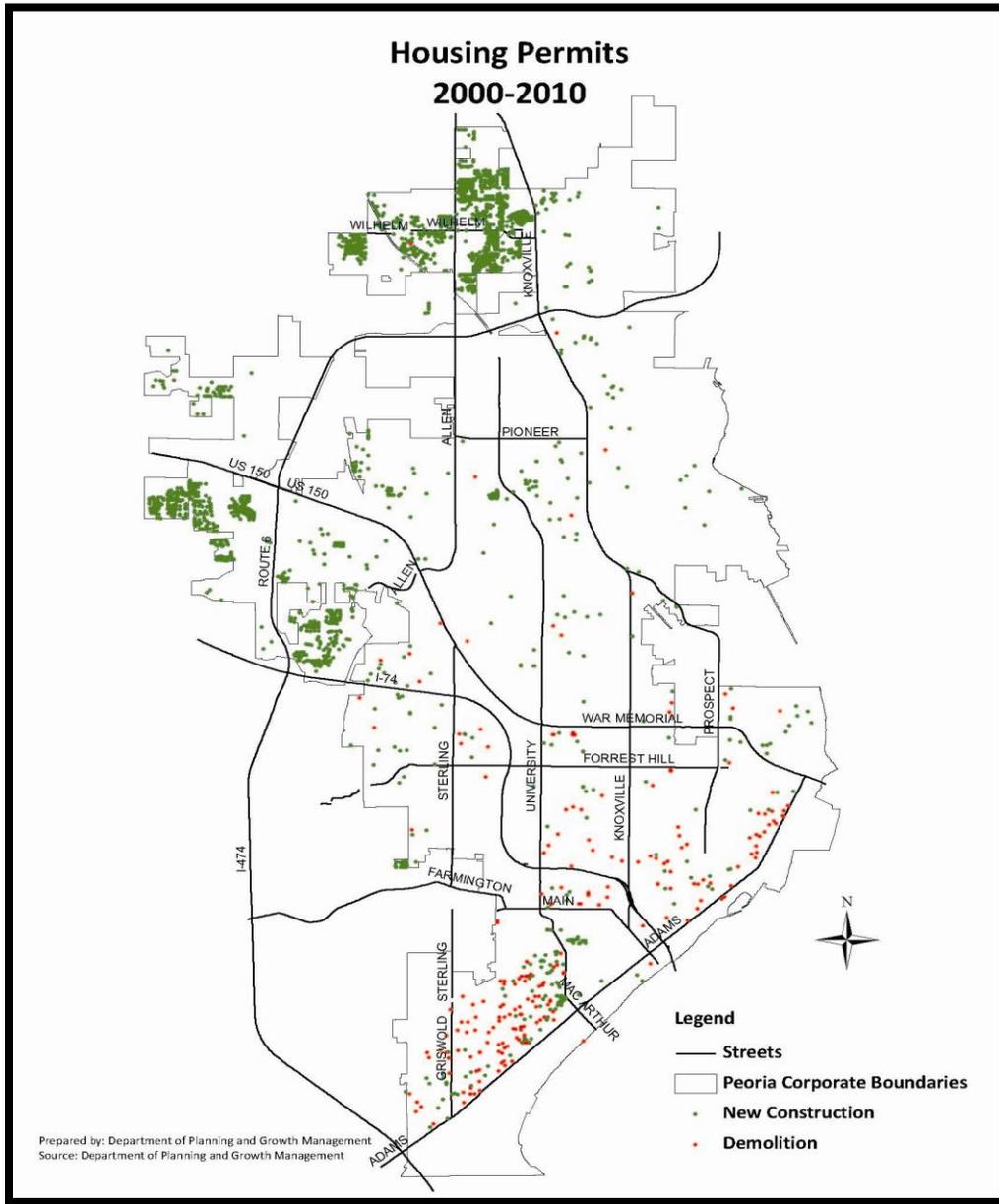


FIGURE 50: NEW CONSTRUCTION & DEMOLITION

The majority of subsidized housing in Peoria, both traditional project-based public housing and housing choice vouchers (Section 8) are found in the older neighborhoods of Peoria. This concentration of low-income housing can be a deterrent to market-based investment in these areas. Further, the deliberate concentration of low income housing in specific areas of a City can run the risk of

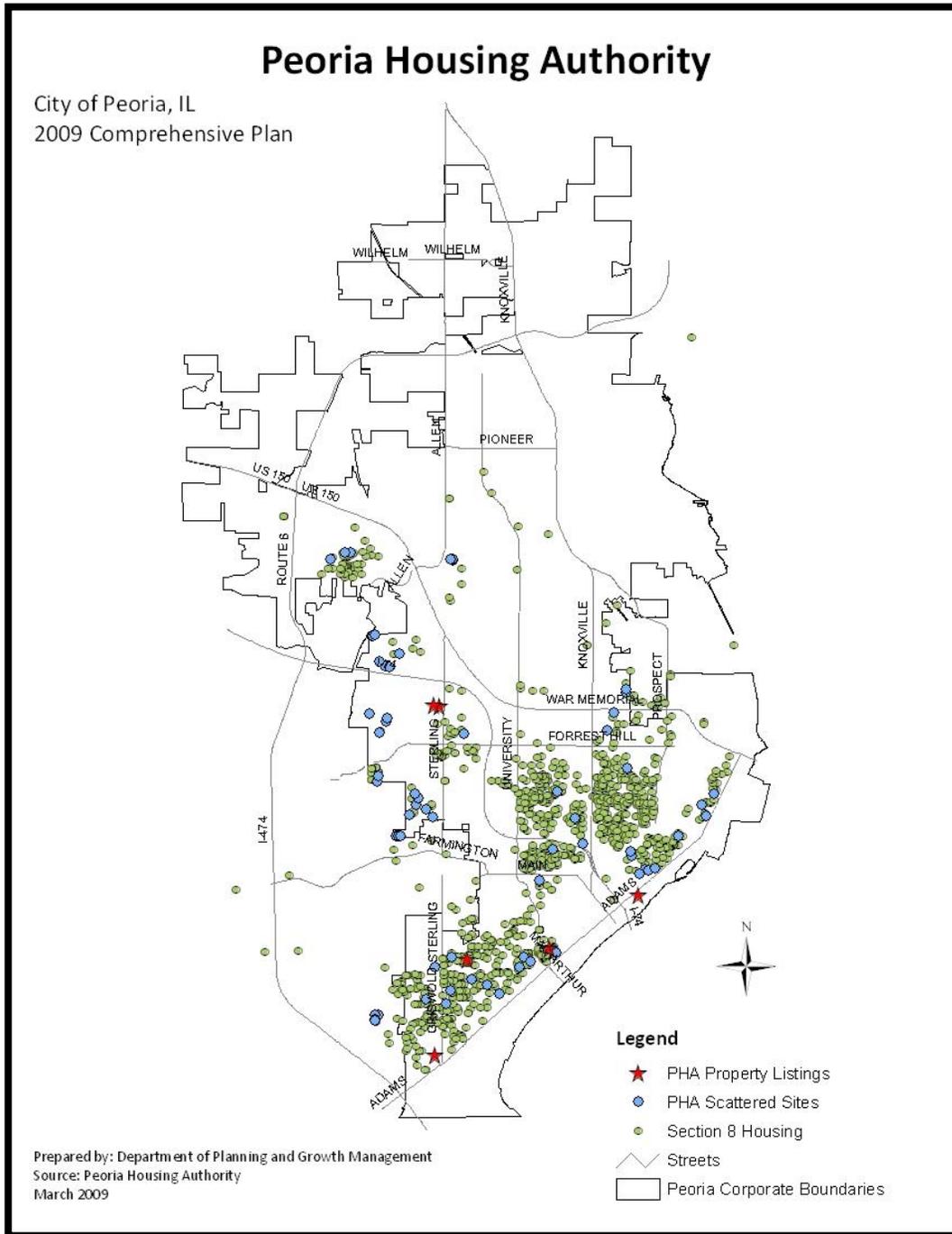


FIGURE 51: PEORIA HOUSING AUTHORITY LOCATIONS

violating the Fair Housing Act. Care should be taken when future plans are developed and approved for housing based development.

3.8 Economy

The Peoria economy remained strong until the global economic downturn. However, as viewed in comparison to similar sized areas in the United States, the Peoria metropolitan area has done well over the past decade. The traditional Peoria economy, dominated by manufacturing, has diversified into several economic sectors, with health care leading this diversification. New job growth and low unemployment rates until recently placed Peoria on a positive trend toward greater overall employment. New business development, particularly by small homegrown companies, has also helped in shielding Peoria from the impact of any one economic sector failure.

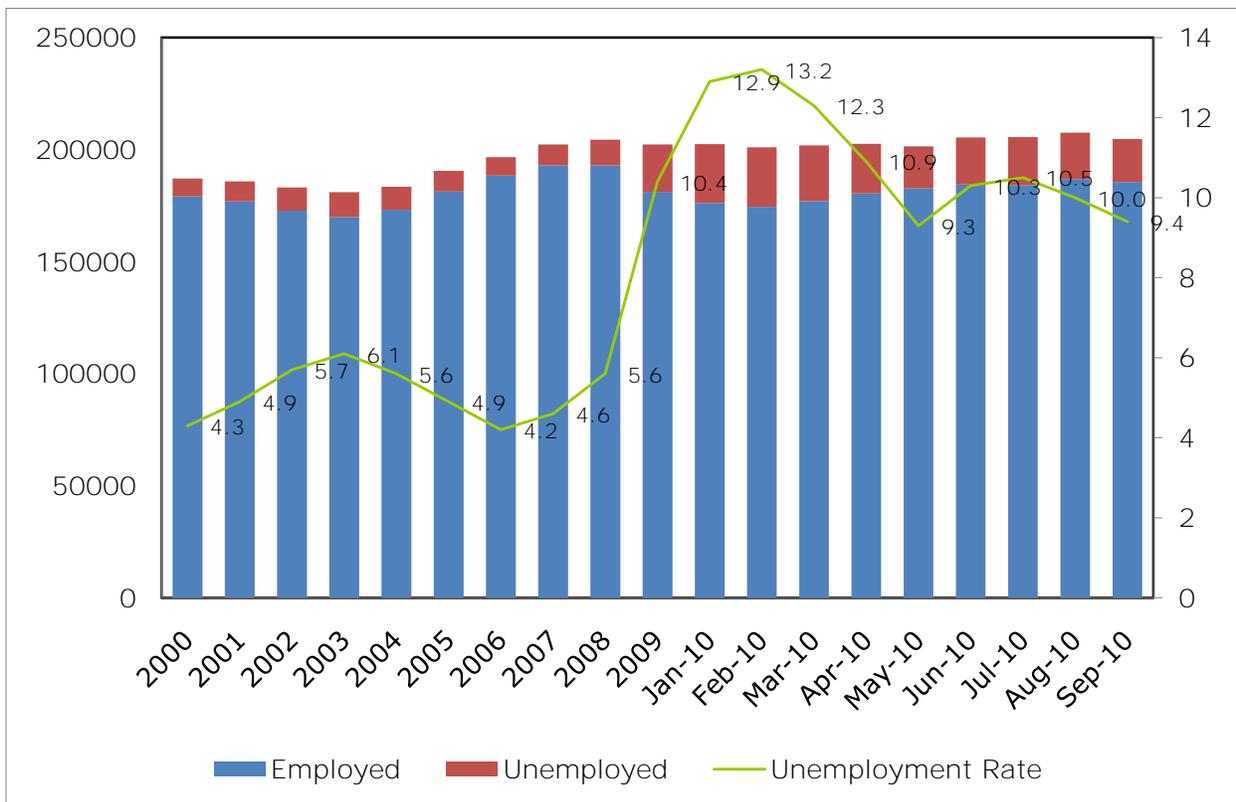


FIGURE 52: EMPLOYMENT & UNEMPLOYMENT

While the increase in the unemployment rate in Peoria has impacted the overall employment picture, as the graph above indicates, the number of employed persons in the Peoria MSA was at a very healthy level prior to 2009, and even through the recession has retained more jobs than earlier in the decade.

Poverty remains an issue in Peoria, with the highest concentration of very low-income households found in the Southside. When compared with poverty charts

from prior decades, the location of persons in poverty has expanded; however the focus remains in the valley and lower bluff areas of the City.

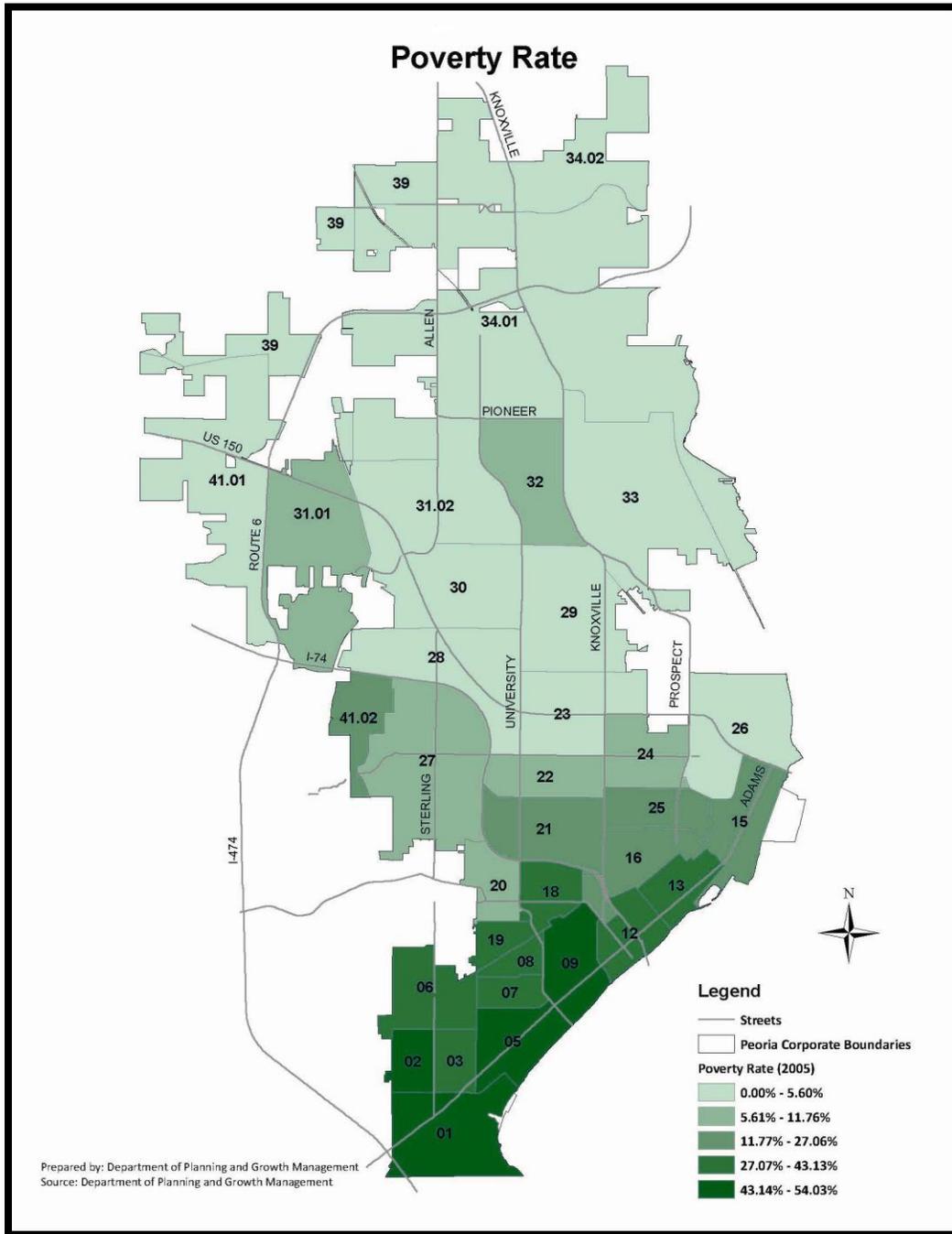


FIGURE 53: POVERTY RATE

The trend in overall income ranges in Peoria also indicates a difficult issue. Since 1950, Peoria’s share of the “middle class” population for the metropolitan area has

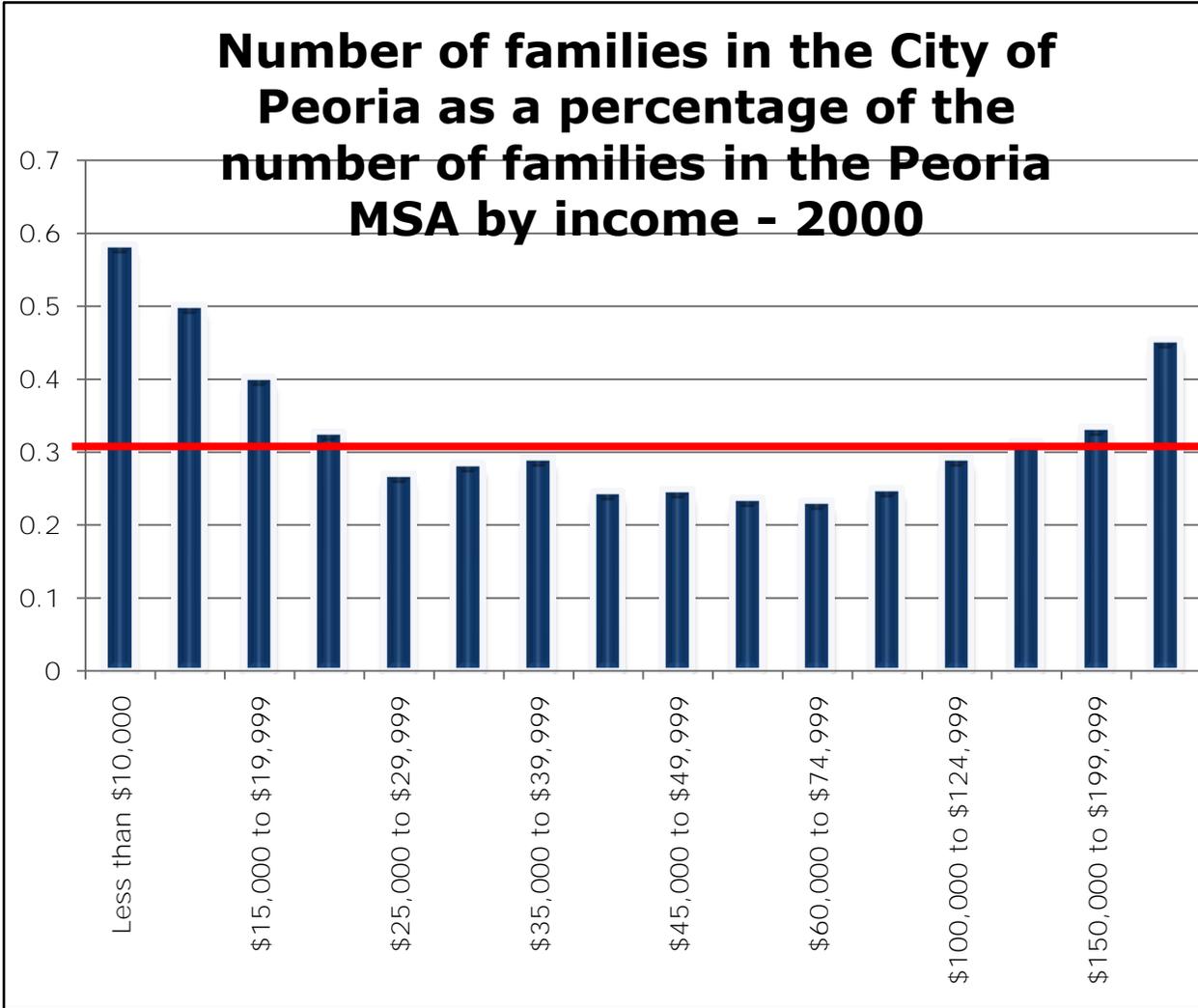


FIGURE 54: RELATIVE INCOME CHART

declined significantly. This has in effect caused a hollowing out of Peoria, with a higher than average share of very low-income households and very high-income households, with a gap in between. In the chart above, the red line indicates the equal “market share” of each income category for Peoria. If Peoria was a mirror image of the entire MSA, then all of the blue bars would end at the red line. As the chart indicates, this is not the case, with almost double the market share of very low-income households and a higher than average share of high-income households.

There are several parallels between the population trends and the economic trends in Peoria. As indicated above, many of Peoria’s older neighborhoods are losing population, a trend that is projected to continue. In the same way, the business

vacancy rate for these same neighborhoods is also significantly above the City average. It is reasonable to assume that as population declines, the need for local businesses also declines.

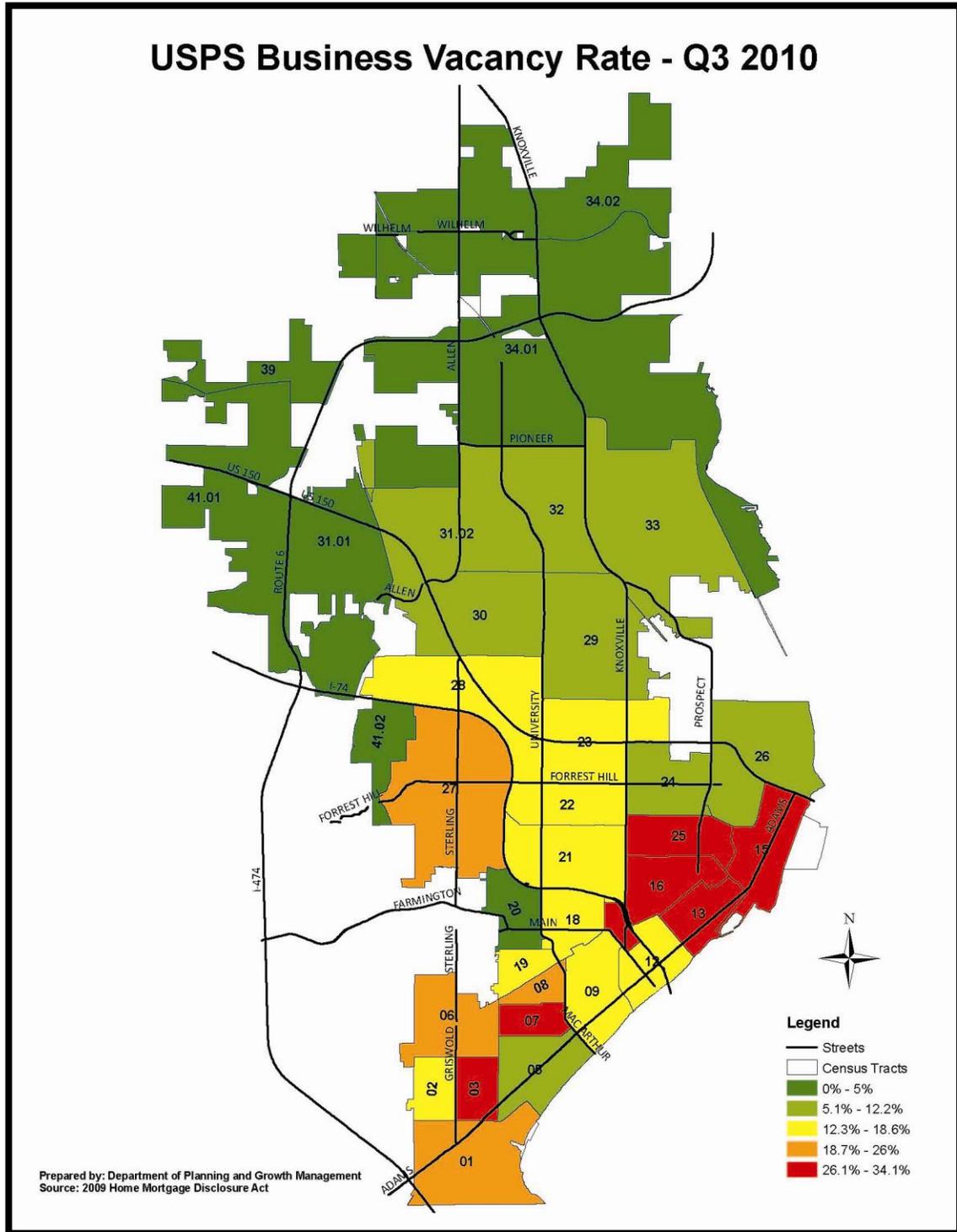


FIGURE 55: BUSINESS VACANCY RATE

Peoria remains the job center for the metropolitan area, with an average net increase of over 20,000 people who live outside of Peoria and travel to employment within Peoria. While this in-migration is positive and guarantees Peoria's central City status, it provides a challenge on how to cause this particular workforce to locate their residences to Peoria.

3.9 Public Safety

Throughout the public input phase of the Comprehensive Plan process, public safety was seen as the single most important service provided by the public sector. This level of importance was shared equally among all subgroups surveyed, whether by age, race, sex, or location. Public safety in itself is a complex topic to discuss. It is not as simple as providing police, fire, medical, and disaster services. Achieving public safety is in many ways achieving a sense of freedom from disorder.

The focus of public safety for the persons who participated in the Comprehensive Plan process was the reduction of crime. Although overall public safety was important, it was the reduction of crime that came to the top of all discussions.

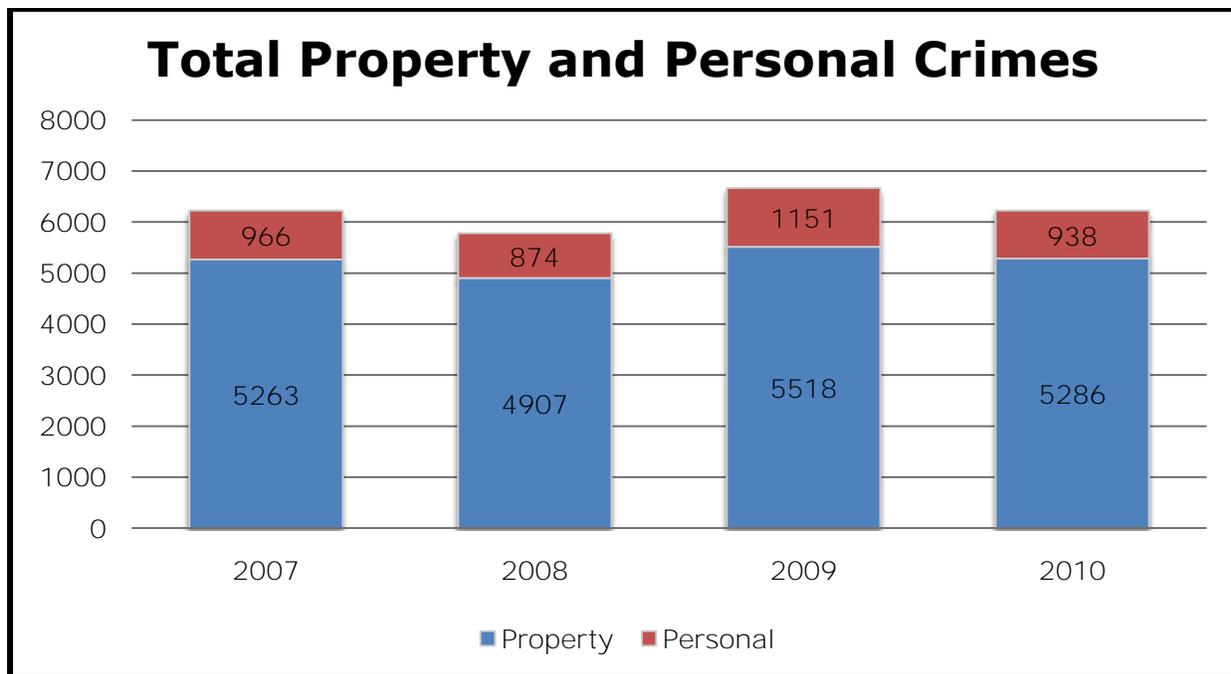


FIGURE 56: CRIME RATE

Crime has generally declined in Peoria over the past decade. The number of crimes against persons has declined from over 1,100 in 1999 to 874 in 2008, with an increase to 1,151 in 2009 and a subsequent decrease in 2010. Crimes against property have declined at a higher rate, from over 10,000 in 1999 to 5,286 in 2010. The trend line for property and violent crimes combined has significantly

decreased since 1999, with more than 4,000 fewer crimes in 2010 than in 1999. Juvenile violent crimes have increased over the past few years, while juvenile property crimes have decreased over the same period. Traffic accidents have declined from almost 6,000 in 1999 to 4,799 in 2010. There has been a significant increase in municipal ordinance violations, as the Police Department has focused on **these “minor” crimes as a way to reduce disorder in neighborhoods**. The total number of arrests has stayed relatively steady during the past decade, with between 9,000 and 11,000 arrests each year. The number of calls for police assistance has also stayed relatively stable, with approximately 130,000 calls per year.

One striking data point when discussing crime is the split between the number of

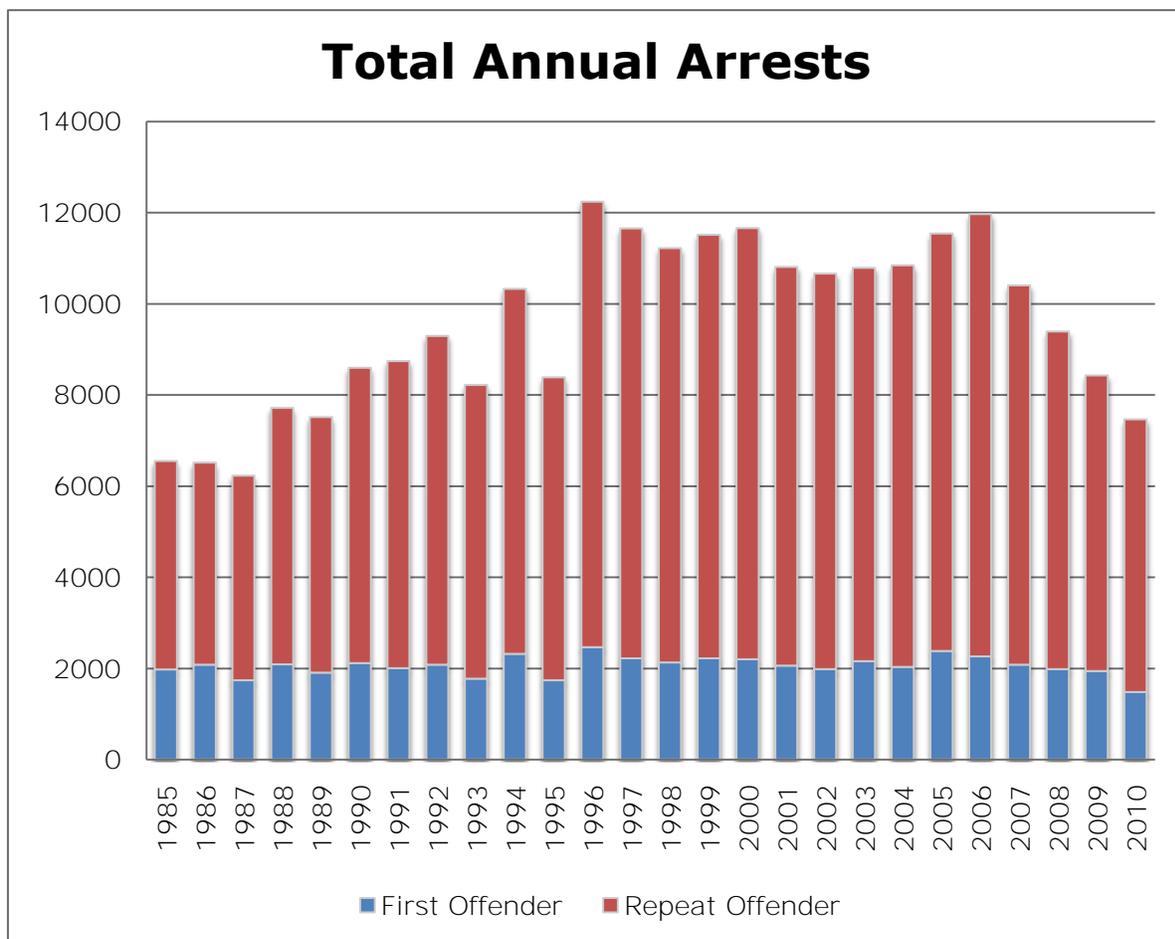
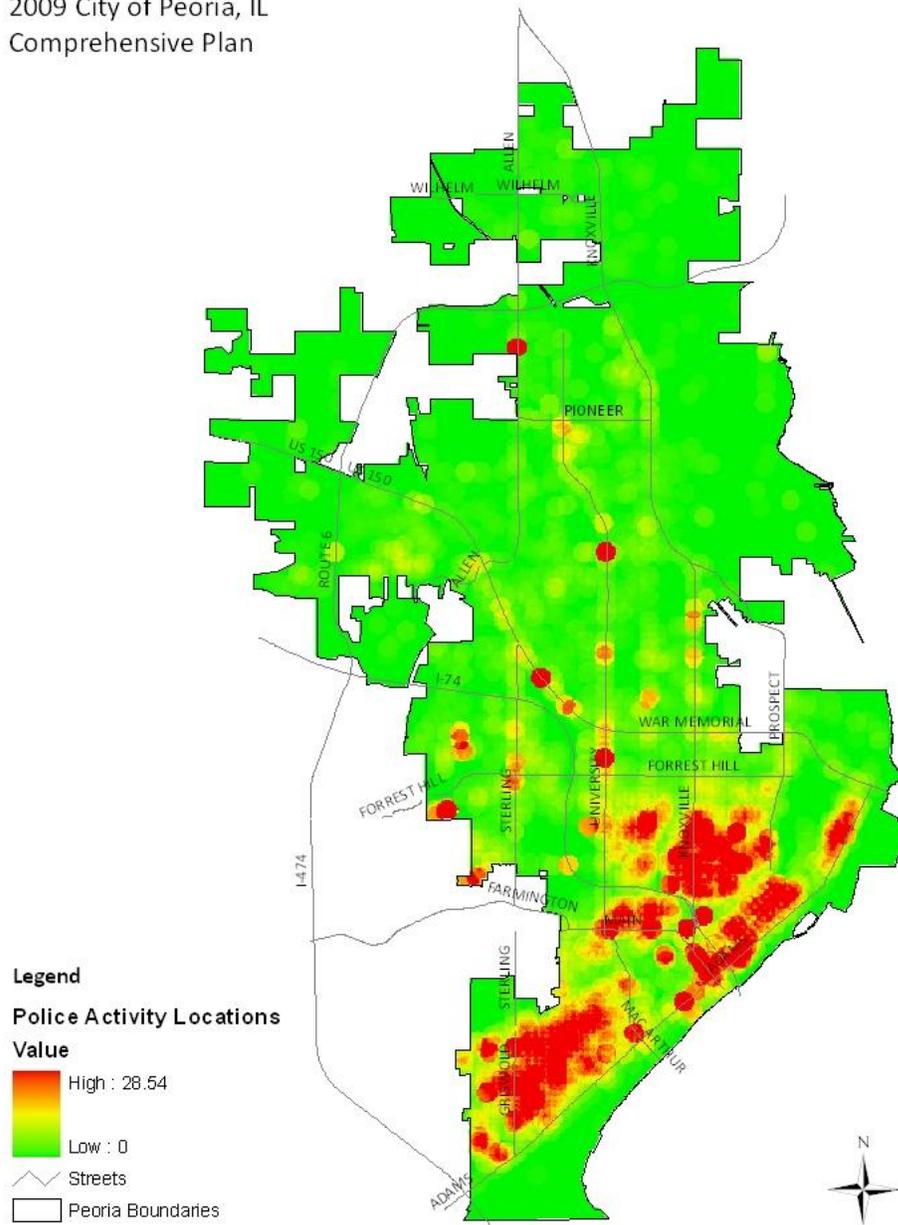


FIGURE 57: ARREST TRACKING

persons arrested for crimes who have been arrested before, versus first time offenders. As the chart below indicates, the great majority of persons arrested are repeat offenders. Of the arrests during 2010, 80% were of repeat offenders.

Peoria Police Activity 2008-2009

2009 City of Peoria, IL
Comprehensive Plan



Prepared by: Department of Planning and Growth Management
Source: Peoria Police Department
August 2009

FIGURE 58: POLICE ACTIVITY

As with income and population, the public safety trends in Peoria also indicate a geographic disparity. The majority of police activities are found south of War

Memorial Drive. This, of course, does not necessarily mean that all public safety issues are found in this area, as the data only indicates where the calls for service are located. There is a definite overlap between the areas that have seen the greatest population loss and the areas with the highest number of public safety calls.

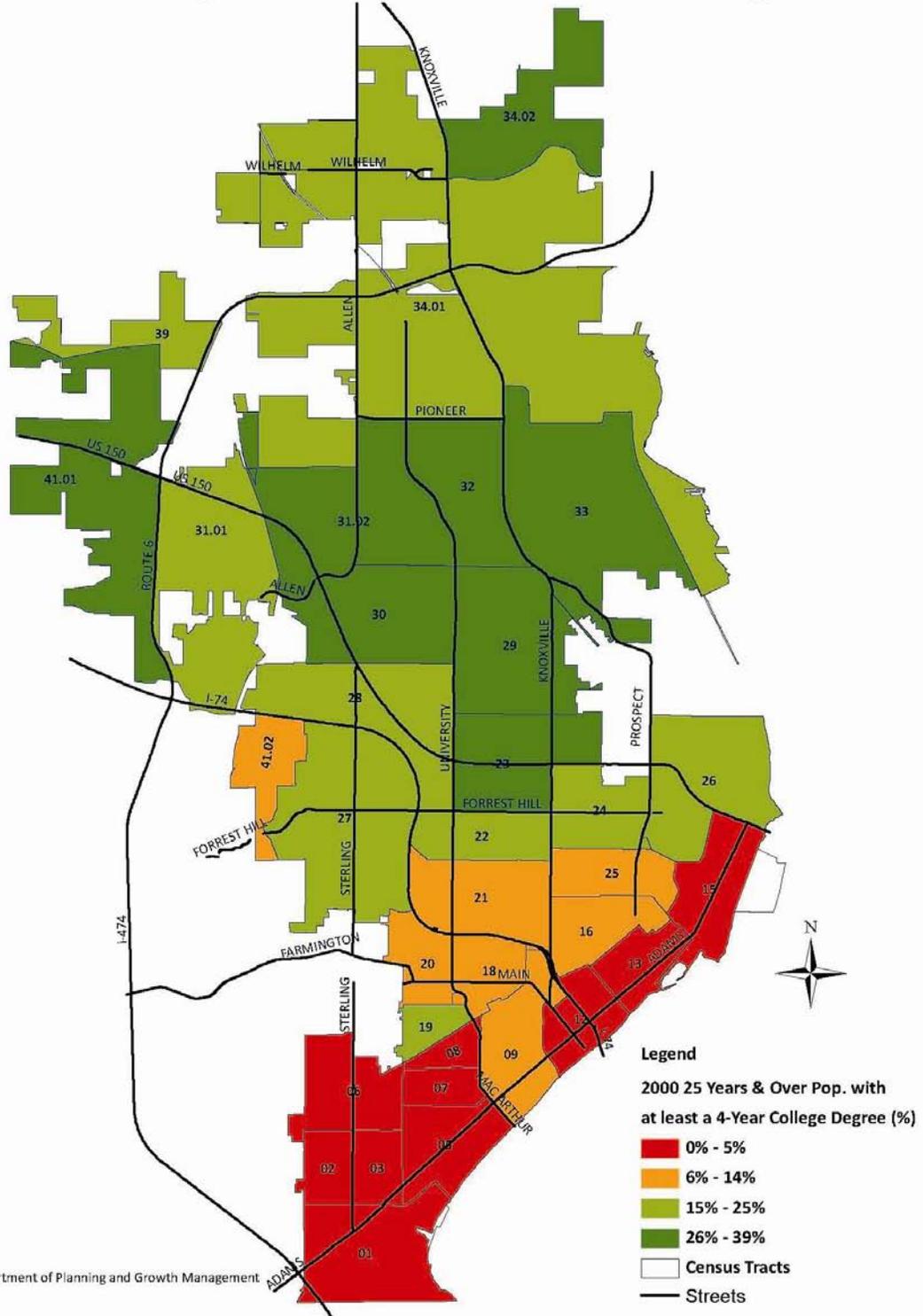
3.10 Education

Education was also ranked as one of the most important services provided by the government. However, unlike public safety, the satisfaction rating was lower for education than for any other service. Although this ranking was widespread, it occurred primarily in the areas of Peoria covered by School District 150. Five separate school districts overlap the boundaries of the City of Peoria. Only two of these school districts, Peoria District 150 and Dunlap District 323, have any substantial population base in Peoria.

The next two maps indicating educational attainment reflect a stark geographic disparity between those who have obtained a four-year college degree and those who have not. As the four-year degree is considered an entry-level requirement for many occupations, it is critically important that the percentage of the population completing this level of education be increased.

The second map indicating the percentage of the population that has not completed a 9th grade education is unsurprisingly the opposite of the college attainment map. In the economy of today, lacking a high school diploma makes obtaining gainful employment very difficult. Focus must be placed in keeping children in school long enough for at least this minimum level of educational completion.

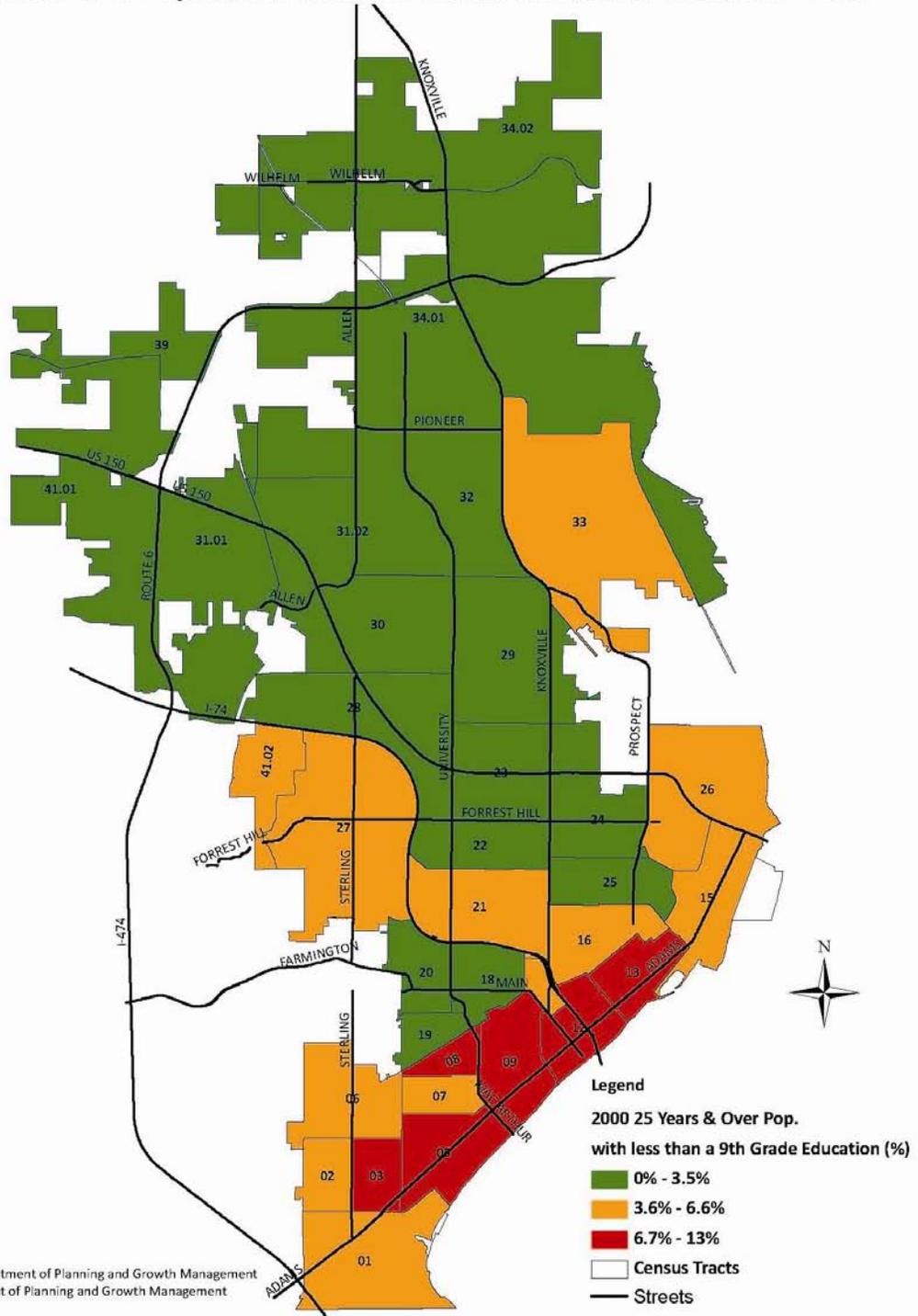
25 Years & Over Population with at least 4 Years of College - 2000



Prepared by: Department of Planning and Growth Management
 Source: US Census

FIGURE 59: 4-YEAR DEGREE

25 Years & Over Population with less than a 9th Grade Education - 2000



Prepared by: Department of Planning and Growth Management
 Source: Department of Planning and Growth Management

FIGURE 60: LESS THAN HIGH SCHOOL

District 150 has suffered from the same issues that have affected many urban school districts over the past 30 years. The total enrollment of the school district has declined by 50%, from a high of almost 30,000 students prior to 1970, to a current enrollment of 14,000 students. This reduction in overall enrollment has been paralleled by an increase in low-income enrollment. In less than 20 years, District 150 has shifted from a non-low income district to over 70% of students coming from low-income households. The total enrollment changes, income changes, and racial changes in District 150 have mirrored the overall changes in the neighborhoods that feed into the District. With the projected continued out-migration of population from these neighborhoods and the overall reduction in school age children, this trend toward a smaller enrollment school district will most

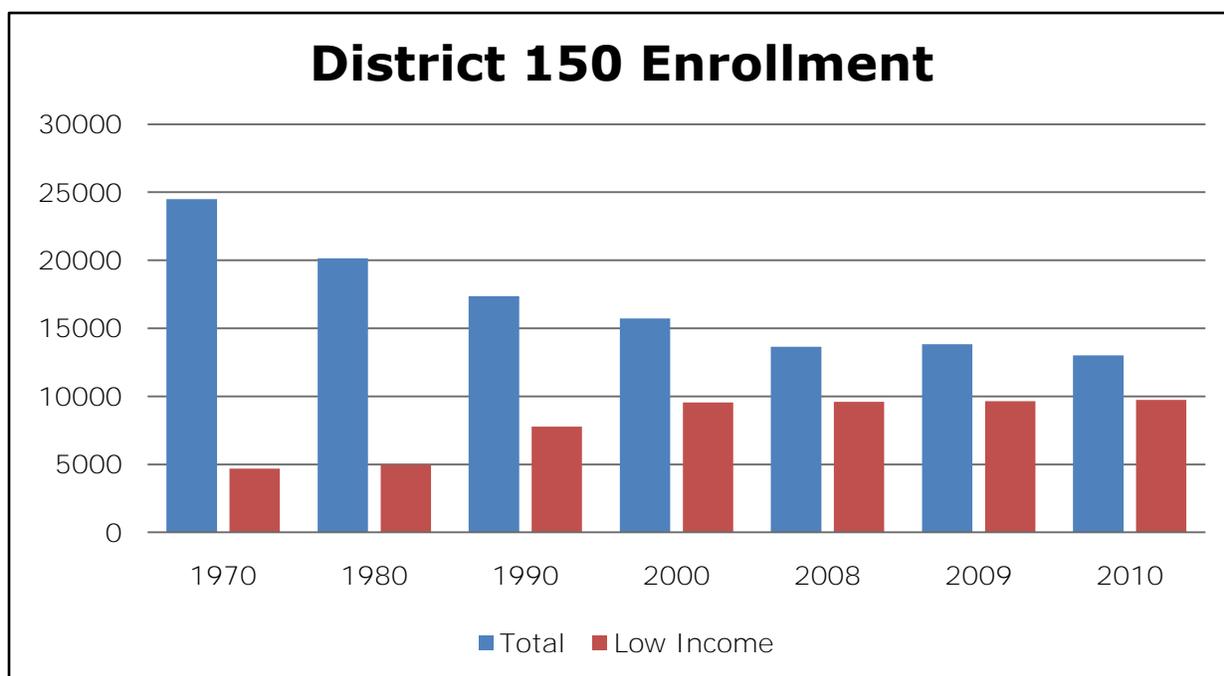


FIGURE 61: DISTRICT 150 ENROLLMENT

likely continue.

Dunlap District 323 has seen the opposite impacts from District 150. The Dunlap School District, for many years a small, stable, rural district, has been greatly impacted by the growth of residential areas in the north and northwest sections of Peoria neighborhoods within their enrollment boundaries. Although still significantly smaller than District 150 in total enrollment, the Dunlap School District has nearly doubled its overall enrollment in the past 10 years; and all indications are that this increase in population will continue as long as the demand for new residential development continues.

Based on 2010 Census data, over 75% of the total population within the boundaries of District 323 live in the City of Peoria. Additionally, over 95% of the population growth within District 323 over the past 10 years has been inside the City limits. As such, District 323, although still known as the Dunlap School District, is for all intent and purpose, a Peoria school district. Continued cooperation between the City of Peoria and District 323 will only further the attraction and quality service levels already found in this school district.

3.11 Land Use

The expansion of the City of Peoria over the past 20 years has been driven by the public demand for new housing and neighborhoods. The City adopted the Growth Cell

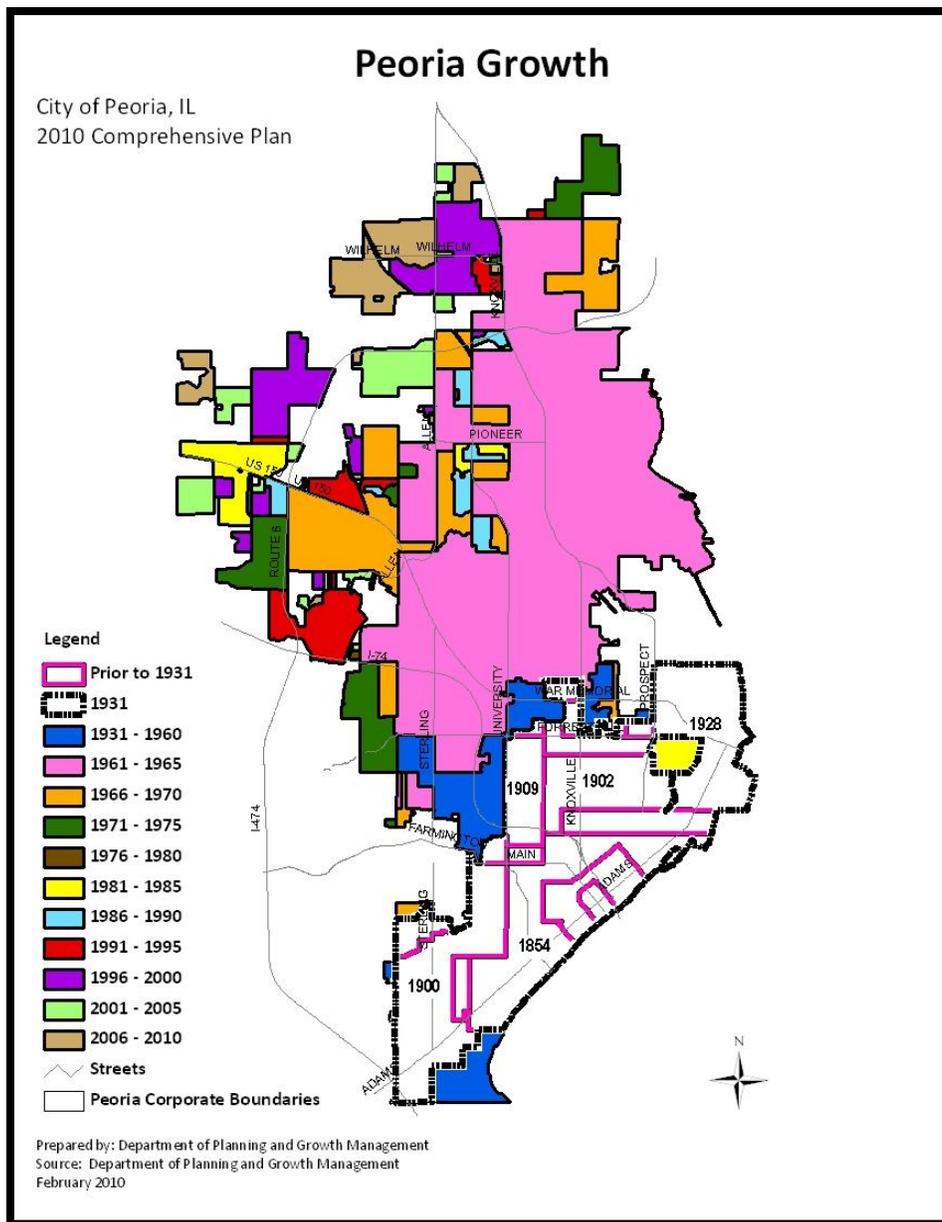


FIGURE 62: PEORIA LAND GROWTH

Strategy in the mid-1990s in order to capture some of the growth that was occurring elsewhere in the metropolitan area. It was clear then, and remains so today, that new housing and neighborhoods will continue to be in demand and that a complete failure to capture some of this demand will cause long-term harm to the City.

This land expansion is not without costs. As the infrastructure is expanded, there is increased pressure on the City to provide services of all kinds to newly created neighborhoods. This cost-benefit issue should be closely studied prior to new development being approved, as not all development will create a positive return

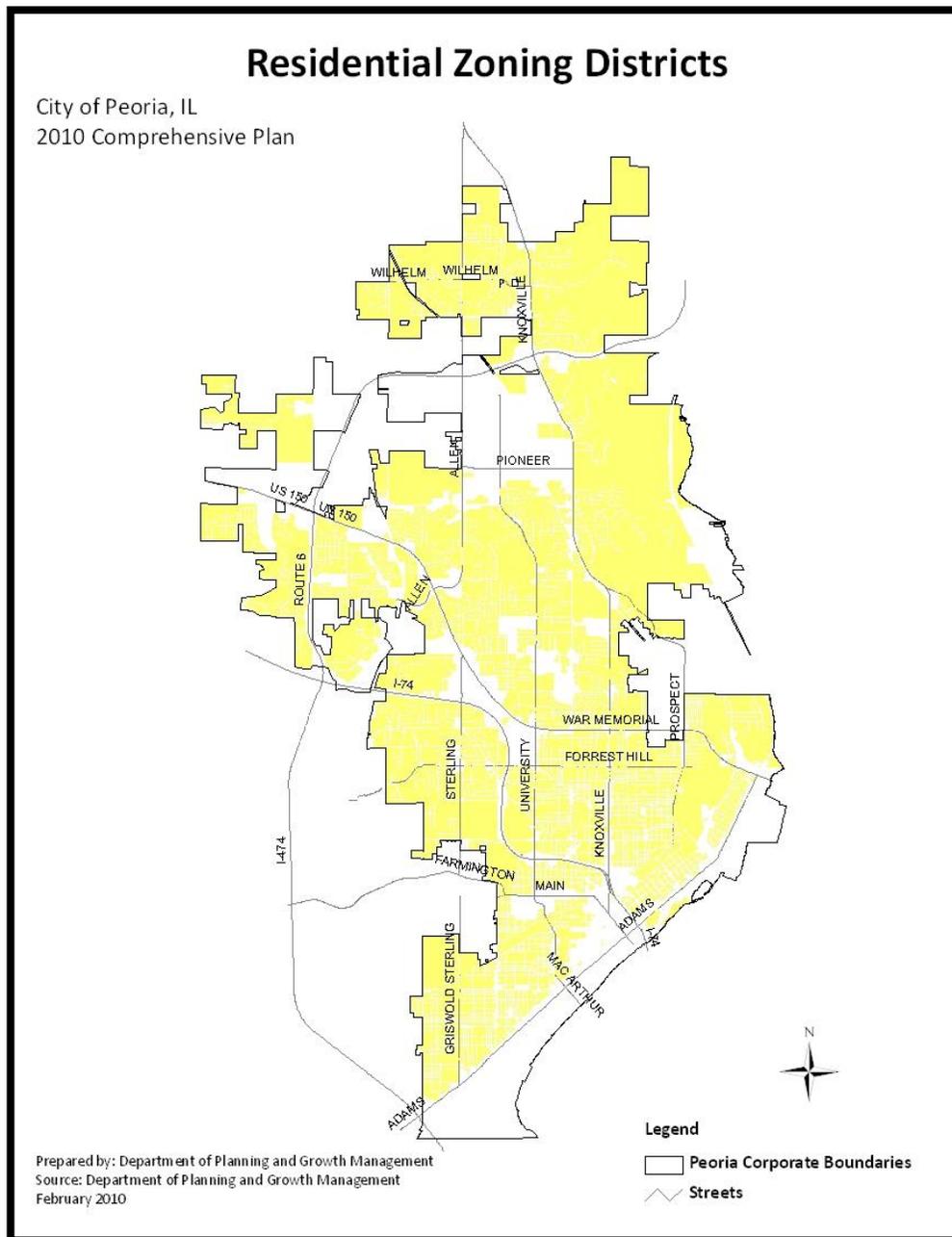


FIGURE 63: RESIDENTIAL ZONING DISTRICTS

for the City. It is recommended that an analysis exercise be adopted in order to provide that only development that can be shown to have a greater positive impact than the costs associated should be allowed to move forward in Peoria. This positive impact could be purely financial, based upon increased quality of life for the residents of Peoria, or some combination thereof.

The majority of land use in Peoria remains residential in nature, and the great majority of that land use is single-family residential. No changes to this trend are anticipated over the next decade, with the demand for single-family suburban development remaining strong. However, it is necessary to provide opportunity for other types of residential development, whether that is mixed use with commercial or higher density residential. Continuing with only one general type of residential development going forward may not present a sustainable future.

Public input throughout this planning process also indicated that the type of development occurring was not acceptable to many residents. There were wide-ranging calls for more pedestrian-friendly development, more open space, narrower streets, more green development, and increased connectivity between subdivisions. There was also a concern about the relative isolation of residential development from the variety of services that need to be accessed by the residents of those subdivisions, such as schools, retail, and parks.

3.12 Sustainability

During the development of this Plan, the topic of sustainability came to the surface in almost all forums. Although this topic may seem self-explanatory to many, it is defined in this document to provide a clear understanding of the discussion and of the scope of sustainability.

The definition of sustainable development most commonly used is provided by the

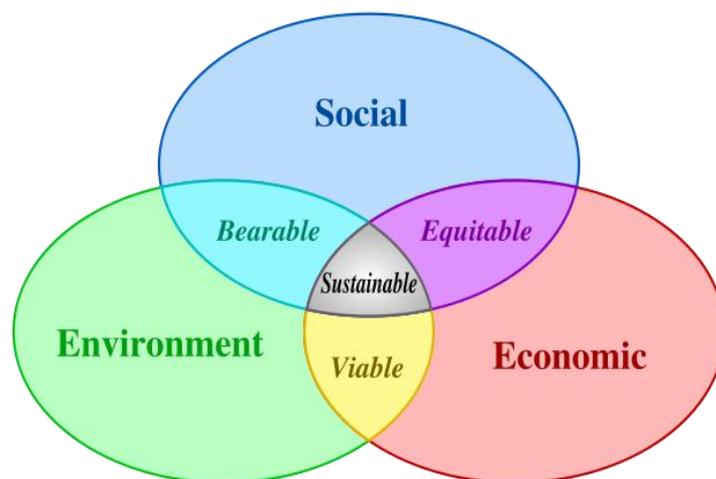


FIGURE 64: SUSTAINABILITY

United Nations: "Development that meets the needs of the present without compromising the ability of future generations to meet their **own needs.**"

It should be clearly understood that this does not only apply to "environmental" sustainability. Although the concepts of green building and protection of the natural environment are the most common uses of the term, "sustainable," it should not be restricted to this use. In order for true sustainability, not only must there be environmental sustainability, but also social and economic. Development that leaves a large financial debt for future generations is not sustainable. Restricting types of development to provide products and services to only some areas of the community or to ignore the importance of education is not socially sustainable. Only with all three working in concert can true sustainable development be achieved.

During the development of this document, the issue of sustainability has moved from an edge issue to more of a mainstream issue. It is no longer considered cutting edge to include sustainable concepts in development. In fact, with the advent of the LEED system and the integration of sustainable goals into most federal funding opportunities, it becomes a detriment to not include the overarching goals of sustainability into all future development.

Although the LEED system has traditionally focused on individual structures, with the adoption of LEED-ND standards for Neighborhood Development, the potential use of these standards as part of the recommended Smart Project Scorecard (SPS) or Development Matrix should be pursued. Any opportunity to provide for a more sustainable community; financially, socially, and environmentally is core to a better Peoria.

4 Future Land Use Map

The Future Land Use Map provides the graphical detail as to recommended land use for areas already within the City limits and those areas within the mile and one-half extraterritorial boundary that surrounds Peoria.

Because Peoria has an adopted Comprehensive Plan, state law allows for limited control of development within the extraterritorial area surrounding the City. This control allows Peoria to better direct growth in a manageable and responsible way. Without this control, sprawl within this boundary could occur.

The Future Land Use Map is referenced to when rezoning requests are submitted to the City and when new areas are annexed into the City of Peoria.

4.1 Map Changes

The majority of changes made to the previous Future Land Use Map fall into two categories:

The first are changes made throughout the existing City that bring the future land use more into line with existing land use, as reflected in the underlying zoning. This decision was based upon the projection that the majority of the existing uses in Peoria will not change over the next 15 – 20 years. Reuse of existing land uses is encouraged and will continue to be encouraged.

The second category of changes reflects the planned land use for the areas outside the Peoria City limits and within the mile and one-half extraterritorial jurisdiction. These changes are best described below in the Planned Growth Areas section. There is limited room for the orderly growth of the City of Peoria, based upon the availability of urban utilities and the existence of significant blocking environmental factors. The areas indicated for future growth on this Future Land Use Map are not dissimilar to the suggestions made on the previous Future Land Use Map, and in many cases reflect a refinement of the older version.

4.1.1 Growth Cell 2

Growth Cell 2 was planned as an expansion of the existing light industrial park east of Allen Road and north of Pioneer Parkway. Over time, the development pressure in the area has caused the land use to be changed to commercial along the Allen Road frontage. Other development choices, including the location of the new North Branch Library has influenced the original vision for this area. The location of a Public Library Branch in this area has significantly changed the composition of the **entire area. A Public Library Branch, perhaps the most 'public' of all public buildings, will attract residents from the planned residential areas around Kellogg**

Golf Course and the areas west of Radnor Road. As such, care will have to be taken to afford appropriate pedestrian connections between the residential areas and the Public Library Branch. The planned extension of Pioneer Parkway through the middle of Growth Cell 2 will also affect the future land use in this area.

These pressures have caused a revision of the future land use in this area of the City. The overall land area assigned to industrial development has been reduced, and the **type of industrial development has been reclassified as "Light Industrial / Technology Park," rather than the current "Industrial."** Commercial uses have been expanded to create a large commercial node following the extended Pioneer Parkway west of Allen Road. Residential is planned to ring the existing Kellogg Golf Course, Ridgeview School, and extend west of the railroad tracks toward Route 6. Although a Business Park land use is indicated along the extended Pioneer Parkway west of Radnor Road, the actual use of this land may be limited by the elevation of the roadway toward the interchange with Route 6.

4.1.2 Industrial Riverfront

One of the areas where the issue of sustainability and land use intersect in this Plan is within the traditionally heavy industrial areas of the riverfront. These areas were **indicated as "Industrial" on the previous** Comprehensive Plan, and much of the land remains in active industrial usage. However, most of this land area is within the 100-year floodplain, and redevelopment may pose significant difficulties. As such, the designation on this Future Land Use Map indicates a split between heavy industrial uses, to confirm that this is a use accepted where it currently exists and where it can be developed, and conservation uses, to clearly indicate that in the future if this land is unsuitable for industrial uses, it should be returned to an open area conservation status. **This designation does not reflect a "roll-back" of zoning** or use in areas already permitted for industry, but simply a vision for an alternate future land use if the current industrial uses are no longer viable during the term of this Plan.

Although the overall need for heavy industrial land uses has declined in Peoria and throughout the nation in recent years, some land still needs to be retained for this type of development that should be segregated as much as possible from less intensive land uses.

The difficulties facing new industrial development on the riverfront creates pressure for new heavy industrial areas in Peoria. The discussion below related to Growth Cell 4 will explore this issue in more detail.

4.2 Planned Growth Areas (Internal)

Throughout the development of this Plan, the public made clear that the City should encourage the redevelopment of existing areas of Peoria with as much, if not more, interest as development on the perimeter of the City. The reuse of existing

buildings, the reuse of existing land, all within the current boundaries of Peoria is seen by many participants in this process as the most sustainable and cost effective way to develop Peoria without stretching public services further from the core of the City.

In order to achieve this public goal, this Comprehensive Plan adopts the concept of Internal Growth Cells. These development areas function in a similar fashion to the already adopted External Growth Cells. The City will determine where the best **opportunity for growth exists and make the necessary public investments to “prime the pump” for private development.** As with the External Growth Cells, the Internal areas must be strategically focused and limited in size and scope in order to be successful.

While this Plan was being developed, the City undertook several avenues toward the development of Internal Growth Cells. First, the Council designated two School-Neighborhood Impact Zones. These zones surrounded two new schools constructed by Peoria School District 150. In both zones, the City invested, or plans to invest, substantial funding into public infrastructure, housing programs, community development programs, and other services, that if successful, will make the areas attractive to new residents and businesses. Second, the City has started the process of developing a TIF district on the East Bluff and Near North Side, surrounding, and enhancing the Glen Oak School Impact Zone. This area, known as the East Village Growth Cell will use TIF funding to further encourage re-development within this Internal Growth Cell. Third, the City focused substantial resources on the re-development of the Warehouse District, with a vision of a mixed-use vibrant neighborhood. Fourth, the designation of four Form Districts within the Land Development Code, in keeping with the Heart of Peoria Plan, provided a clear vision and detailed development guide to the redevelopment of these existing neighborhoods.

As with the External Growth Cells, there is no one formula for success. Each area must be studied separately and strategic decisions made that would best further the overall Vision and Mission of this Comprehensive Plan.

4.3 Growth Management Strategy (External)

In the mid-1990's, the City of Peoria determined that it was not capturing a proportional share of new housing starts in the Tri-County area. The City represented about one-third of the existing population and housing units in the Tri-County area, but was only capturing around 14% of the new housing starts. If this trend continued, the City would continue to see overall population and housing starts drop as residents chose to locate outside of Peoria.

In response to this issue, the City, in partnership with Peoria County and the Greater Peoria Sanitary District, established the Growth Cell strategy. This strategy

aimed to provide the type of residential development within Peoria that was attracting residents to areas outside of Peoria. The City paid for upfront costs associated with extending sanitary sewer lines into undeveloped areas north and north-west of the existing City. All development in these areas was required to hook up to the new sanitary sewer line, and as a conditions of attachment, had to annex to the City of Peoria. In short, the City made an up-front financial investment in order to capture new growth and rebuild our proportional share of the Tri-County population and housing units.

This strategy was successful, in that within 10 years of the launch of the strategy almost all of the original growth area, Growth Cell 1, was built out. Development also occurred in Growth Cell 2 aimed at a more commercial and light industrial mix and in Growth Cell 3, the largest of all the growth cells. In the mid-**2000's**, a new growth area, Growth Cell 1A was approved for an area west of Growth Cell 1. Development in Growth Cell 1A started out strongly and development continued at a rapid pace until the national downturn in the housing market.

The Growth Cell strategy not only allowed Peoria to retain and capture growth, but it also caused the development to be relatively contiguous and compact. As the cost to extend sanitary sewer lines increased with distance, it made financial and planning sense to grow out from the existing City boundaries and not hopscotch across undeveloped areas.

While this strategy has worked well for the past decade, recent actions taken by the Village of Dunlap has created an opportunity to revisit the entire growth **management strategy**. **In late 2010, the Village of Dunlap entered into 'pre-annexation' agreements covering over 170 properties, totaling approximately 2,500 acres.** Approximately 60% of the land area in these agreements is within the one and one-half mile extra-territorial jurisdiction around the City of Peoria. The impact of these agreements is dramatic on the ability of the City of Peoria to plan for compact and contiguous growth in this area. Planning to grow into an area where much of the land is under the jurisdiction of another local government creates too many uncertainties to automatically move forward.

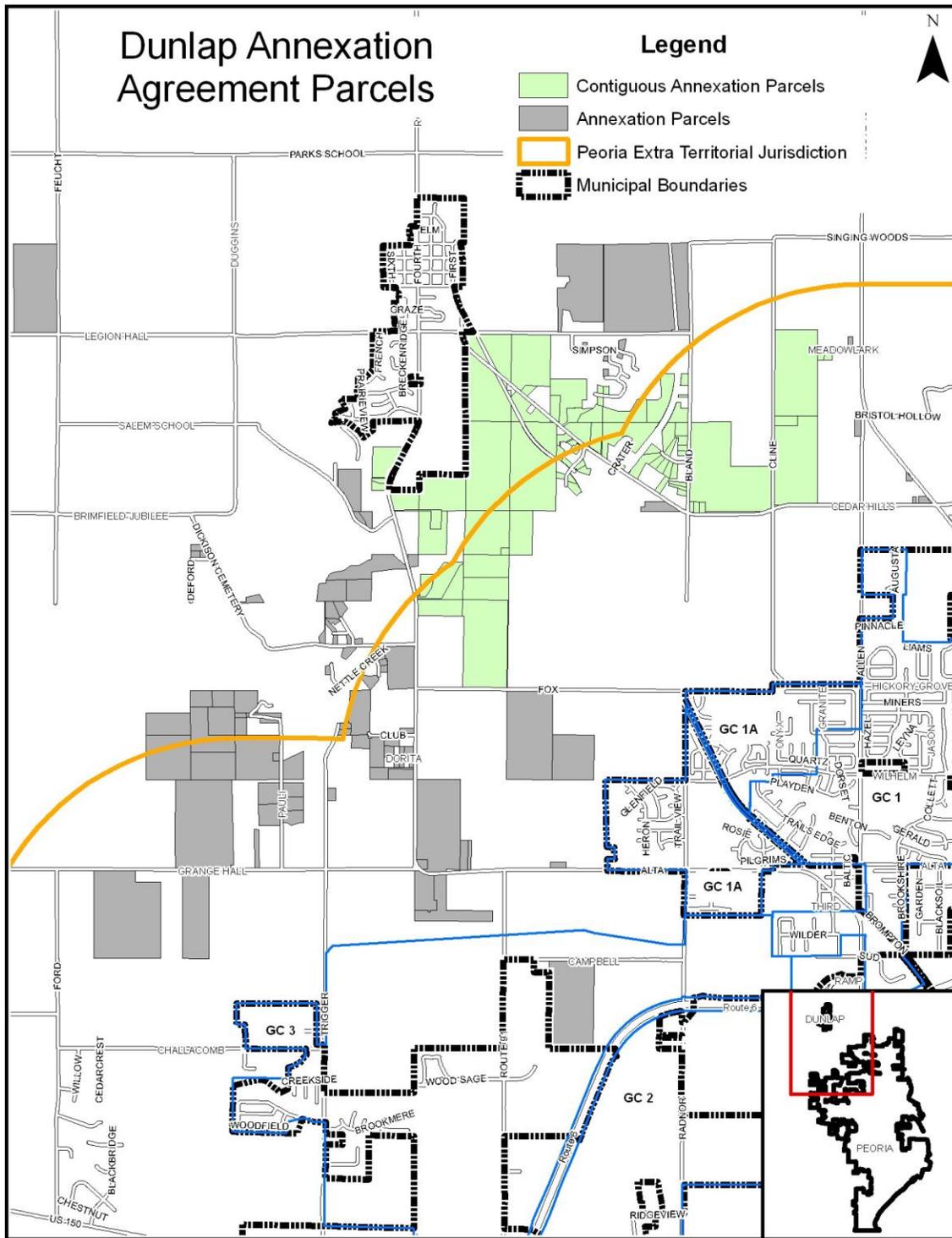


FIGURE 65: DUNLAP ANNEXATIONS

As such, the recommendation within this Plan is twofold.

First, that the City begin a comprehensive growth management strategy process to look at all opportunities for external growth; not just growth to the north and north-west, as has been the strategy for the past decade and a half. This new growth management strategy will be brought back before the City Planning Commission for consideration as an amendment to the Comprehensive Plan and to the City Council for adoption.

Second, that the City continue to focus and encourage growth within the un-annexed and undeveloped areas already within existing Growth Cells. In total, these un-annexed and undeveloped areas in Growth Cell 1A, 2, and 3 account for more than 3,000 acres of potential development; an area larger than the entire Village of Peoria Heights. There is no shortage of developable land available right now, and focus should be placed on keeping development moving in these areas that are close to, or contiguous to, current City limits.

The City must continue to provide for external growth opportunities for residents **who want to live in contemporary subdivisions. As we learned in the early 1990's**, without this external strategy, the City will continue to lose population and housing units to areas outside of the City limits, but within the Peoria metro area.

4.4 Development Criteria

This Plan sets forth development criteria that should be followed when new development is permitted in Peoria. These criteria should be included in new regulatory language in the revised subdivision ordinance, transportation plan, and manual of practice. Revisions will be necessary to the Zoning Ordinance to incorporate the new Light Industrial / Business Park designation.

In addition to the criteria listed below, appropriate strategic goals included in this document should also be included as regulatory language in the creation of the above-mentioned documents.

4.4.1 Criteria for All Areas

- Preserve existing vegetation, water courses, and slopes over 25%
- Conserve soil and implement erosion controls and soil conservation.
- Sanitary sewers, storm sewers, and public water must be provided.
- New roadways must be provided and built to the standards required by the City of Peoria.
- Sidewalks and/or Bike Trails must be provided.
- Water lines and fire hydrants must be provided.
- Utilities must be located underground.
- Street trees must be provided in the right-of-way.

- Non-residential buildings must be designed to be compatible with the surrounding development.
- Minimum lot size for use not attached to public sewers and public water is 40 acres.
- Provide vehicular and pedestrian connectivity between new developments.
- Encourage the reuse of existing buildings over the construction of new buildings.
- Encourage mixed-use development that enhances the overall character of the development.
- Encourage sustainable development.
- Accommodate public transportation networks.
- Incorporate technology into infrastructure planning.
- Incorporate open space, recreational facilities, and other public facilities into development when appropriate.

4.4.2 **Criteria for Growth Cell 4 (in addition to 4.4.1)**

- Development must be primarily industrial in nature.
- Supporting commercial, institutional, and public uses allowed.
- Sanitary sewers, storm sewers, and public water must be provided for developments less than 40 acres.

4.4.3 **Criteria for Agricultural areas (in addition to 4.4.1)**

- Current agricultural land within the boundaries of the City may be developed.
- Areas within the designated growth cells may be developed.
- Areas may be developed when the proposed area is compact and contiguous to the boundaries of a developed area.
- Agricultural land, which does not meet the above criteria, may not be developed.

4.4.4 **Criteria for Growth Cell 2 (in addition to 4.4.1)**

- Street design to direct heavy traffic away from residential areas.
- Unified signage at all entry points.
- Minimum lot size for use not attached to public sewers and public water is 40 acres.

4.5 Land Use Descriptions

It is important to define the difference between the Future Land Use Map and the Zoning Map. The Zoning Map provides for the specific legal use of land at the parcel level. The Zoning Map is tied directly to the adopted zoning codes of the City and, as such, describes what uses and activities can and cannot currently occur on each parcel. The Future Land Use Map provides for the suggested future use of land, also at a parcel level. The Future Land Use Map does not provide the same level of detail as the Zoning Map; having three residential land uses versus at least

nine found on the Zoning Map. In many cases, the Future Land Use Map will not differ dramatically from the Zoning Map, as many current uses are projected to continue into the future. There are instances where the Future Land Use Map will provide for a different future use than the Zoning Map currently allows because of projected need changes or current negative land use impacts. In total, the goal of the Future Land Use map is to create a strategic balanced development going forward, a balance between growth on the perimeter of Peoria with internal growth; and a balance among the various possible land uses so that the residents of Peoria have adequate access to housing, employment, and services.

To assist further in the implementation of the Future Land Use Map, each land use designation is briefly described below.

4.5.1 Conservation

The Conservation land use consists of areas within the designated floodplain, a blue-line stream, and / or slopes greater than 25%. These areas are considered difficult if not impossible to develop and should be conserved whenever possible.

4.5.2 Parks

The Parks land use consists of land owned by park districts and areas designated as public trails. These areas should be reserved for continued recreational uses for the general public.

4.5.3 Public / Semi-Public

The Public / Semi-Public land use consists of areas zoned institutional, land set aside for educational purposes and most government land use.

4.5.4 Mixed Use

The Mixed Use land use is used to designate areas where a mix of compatible uses is allowed. This designation would generally align with the CN, CG, Form Districts, and Central Business District areas.

4.5.5 Light Industrial

The Light Industrial land use generally aligns with the I1 zoning classification and is established for non-intensive industrial uses.

4.5.6 Industrial

The Industrial land use generally aligns with the I2 and I3 zoning classifications and is established for higher intensity industrial uses.

4.5.7 Light Industrial / Technology Park

The Light Industrial / Technology Park land use is a new classification without a corresponding zoning classification. This land use is suggested to provide additional

flexibility for high-tech business park development, light industrial development, and associated supporting uses.

4.5.8 Riverfront Industrial

As discussed later in this section, the Riverfront Industrial land use area is a layered designation allowing for the continued use and future development of industrial uses while recognizing that the area is also within a floodplain and if the area becomes unusable for industrial uses, it should revert to a conservation status.

4.5.9 Commercial

The Commercial land use designation covers all types of commercial and retail development that currently exists or that may be developed in the future.

4.5.10 Office

The Office land use designation covers all types of office development that currently exists or that may be developed in the future.

4.5.11 High Density Residential

The High Density Residential land use designation would include residential development between 15.03 and 43 dwelling units per acre.

4.5.12 Medium Density Residential

The Medium Density Residential land use designation would include residential development between 7.27 and 15.02 dwelling units per acre.

4.5.13 Low Density Residential

The Low Density Residential land use designation would include residential development below 7.26 dwelling units per acre.

4.5.14 Agriculture

The Agriculture land use designation would include land that is considered for the primary purpose of agricultural uses.

4.5.15 County Residential

This land use designates areas outside of the City boundaries, but within the one and one-half mile boundary, that have been zoned and developed as residential under Peoria County regulation. As such, the City will not object to further residential development on previously platted lots included strictly within these areas.

5 Implementation

State statutes provide clear guidance as to the relationship of the Comprehensive Plan to its implementation tools. The Comprehensive Plan is not an action plan; it is designed to provide a strategic vision for the community. The implementation takes place through various related documents and efforts as outlined in the State law found at 65 ILCS 5/11-12-5(1) and outlined below.

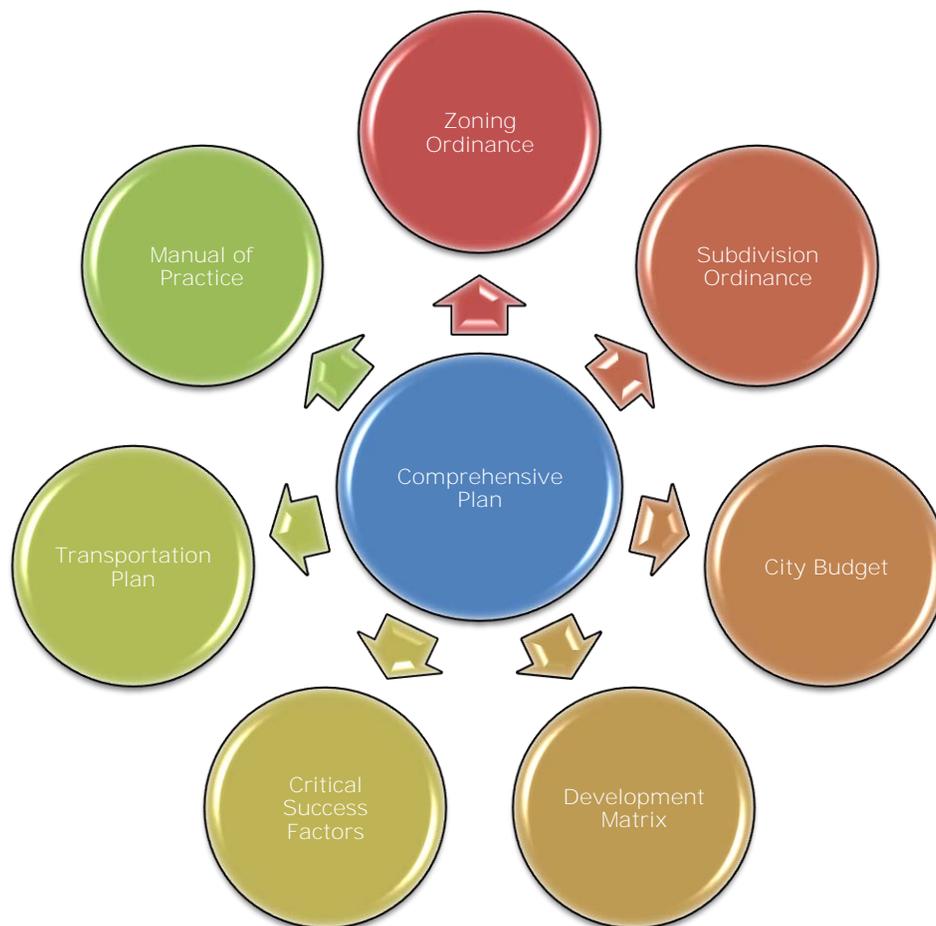


FIGURE 66: IMPLEMENTATION DIAGRAM

"Such plan may be adopted in whole or in separate geographic or functional parts, each of which, when adopted, shall be the official Comprehensive Plan, or part thereof, of that municipality."

"Such plan may be implemented by ordinances (a) establishing reasonable standards of design for subdivisions and for resubdivisions of unimproved land and of areas subject to redevelopment in respect to public improvements as herein defined; (b) establishing reasonable requirements governing the location, width, course, and surfacing of public streets and highways, alleys, ways for public service

facilities, curbs, gutters, sidewalks, street lights, parks, playgrounds, school grounds, size of lots to be used for residential purposes, storm water drainage, water supply and distribution, sanitary sewers, and sewage collection and treatment, and (c) may designate land suitable for annexation to the municipality and the recommended zoning classification for such land upon annexation.”

The statutory language above clearly identifies several primary implementation tools: Subdivision Ordinance, Transportation Plan, Manual of Practice, and Future Land Use Map.

5.1 Critical Success Factors

A primary tool for the implementation of the strategic section of the Comprehensive Plan is the work carried out toward the realization of the Critical Success Factors. By successfully implementing these factors, the overall strategic Mission Statement found in this Plan will be met. The Critical Success Factors are not easy to accomplish; if they were, they would not rise to the level of being critical for the future of Peoria. However, by focusing on the strategic goals and working backward from the goals, as opposed to the traditional incremental change process, the Critical Success Factors can be reached.

5.2 The Future Land Use Map

The purpose of the Future Land Use Map, the “Map,” is to provide direction as to the proposed land use both within the current City limits, and in the one and one-half mile extraterritorial jurisdiction. The Map should not be confused with the Zoning Map, which indicates the specific legal zoning for each parcel within Peoria. The Map is a suggestion, albeit, adopted by the City Council, for the future land use.

5.2.1 Relationship between the Comprehensive Plan and the Map

The Comprehensive Plan includes the narrative directions for many of the proposals included on the Map. The Map sets forth in graphical terms the vision and goals for land use found within the Plan.

5.3 Zoning Regulations

The Comprehensive Plan and the Map are not legal zoning, and, as such, do not carry the strict requirements found in the Zoning Ordinance. The Zoning Ordinance should be one of the tools used by the City to implement the Plan and the Map through a revision to include language related to the Mission found within the Comprehensive Plan.

5.4 Subdivision Ordinance

The Subdivision Ordinance becomes the primary tool in the implementation of the goals set forth in the Plan. The specifics of the Subdivision Ordinance are not found within the Plan, but the Plan serves as the foundation for the development of the Subdivision Ordinance. With the adoption of a new Plan, the current Subdivision Ordinance should be reviewed, updated, or rewritten as one of the first implementation tasks.

5.5 Transportation Plan & Manual of Practice

The official Transportation Plan of the City of Peoria is an additional implementation tool for the Plan. In a similar manner to the Subdivision Ordinance, the general guidance provided within the Plan is put into specific terms within this document. The Manual of Practice provides detailed engineering requirements for the design and construction of infrastructure. This Manual would be utilized by engineers in the public and private sectors in order to construct infrastructure to the level of quality necessary.

5.6 Growth Management Strategy

As discussed in the Comprehensive Plan, a Growth Management Strategy must be developed in order to guide smart growth going forward. The City has various options for growth outside of our existing boundaries and established Growth Cells. This growth must be well planned and include a full analysis of the costs associated with each specific strategy. The Growth Management Strategy will be brought back before the City Planning Commission for consideration and the City Council for adoption as an amendment to this Comprehensive Plan.

5.7 City Budget

The City Budget is another implementation tool of the Plan. The five-year Community Improvement Program (CIP) provides tactical planning in support of the strategic focus of the Comprehensive Plan. The shorter period of the CIP, and the even shorter annual time frame of the City operating budget, provide a useful way in which to refocus the goals of the Plan on an annual basis, continuing to take direction from the Plan, while adjusting to annual issues and events.

5.8 Development Matrix

The City of Peoria should create a development matrix similar in nature to the variety of Smart Project Scorecards (SPS) that have been implemented in other communities. A SPS is simply a tool that allows each development to be evaluated against the strategic goals of the community. Many SPS include incentives to encourage projects that meet the stated goals. For example, a project that meets all of the strategic goals may receive a reduction in permit fees, or short-term tax

abatement. The SPS is not necessarily a tool to prevent development, but to encourage and focus the type of development the community is seeking.

It is strongly recommended that Peoria develop and adopt a similar tool to encourage development that would promote the goals found in the Strategic Plan section of this document. This tool would be implemented through new regulations in the Subdivision Ordinance.

5.9 Council Communication Attachment

Included in every recommendation sent to the City Council will be a narrative statement indicating how the recommendation furthers the Vision and Mission of the Comprehensive Plan. While this practice is already established, the new format will bring a new level of focus and attention to the enterprise wide strategic goal of the Comprehensive Plan.

5.10 Benchmarking

Immediately after the adoption of this Comprehensive Plan, baseline data measurements must be taken for each of the Critical Success Factors. This baseline data shall be taken for Peoria and the competitor cities listed in the Plan. From this baseline data, goals will be set and measured going forward.

5.11 Data Book

A Data Book that includes all of the background data and citizen comments that were used in the development of this Plan will be published shortly after the adoption of the Plan. This Data Book will be updated using 2010 Census Data and refreshed on a frequent basis.

5.12 Marketing Plan

The Comprehensive Plan will not implement itself, and it is clearly stated within this document that the City will need any and all partners to make this Plan a reality. As such, upon adoption of the Plan, a marketing effort will be put in place, designed to keep the core Mission of this Plan in the public eye.

To further this specific implementation goal, it is suggested that the mayor appoint **several 'Comprehensive Plan Ambassadors' from the public and private** sectors. These voluntary positions would be charged with bringing the Comprehensive Plan to the public, and with bringing the public to the Comprehensive Plan. They would work in partnership with City staff on the overall implementation of the Plan.

5.13 Amendment & Update Process

One challenge will be the tracking of the implementation. The amendment and update segment of this Plan is an integral part of the implementation. In order to

fully report on the success of the implementation, a method to capture all of the activity reasonably attributed to the Plan will need to be developed.

5.13.1 Amendments

The Comprehensive Plan is a “living document” and as such should be amended as needed. In fact, in order to keep the document relevant to an ever-changing community, it is important to amend as necessary to keep the Plan updated.

5.13.2 Updates

Formal updates of the Comprehensive Plan should take place at least every five years and after the release of new decennial Census data. This update schedule will allow for the realignment of the Plan as it relates to the composition of the community and the Vision and goals for its future.

5.13.3 Rewrite

With regular amendments and updates, a complete rewrite of the Comprehensive Plan will most likely not be necessary for 15 to 20 years. However, if rapid and unforeseen change or new challenges face the community in the future, a full rewrite may be necessary. Further, if technology allows for the more efficient gathering of data and public input, thus reducing the time commitment in the development of a Comprehensive Plan, the rewrite schedule could be changed.

5.13.4 Annual Report

An integral part of the implementation of the Comprehensive Plan is the Annual Report. This Report should be a requirement of the Plan, and set as such in the ordinance adopting the Plan.

The Annual Report should be sent to the City Planning Commission no later than the regular meeting in March and to the City Council for appropriate action thereafter.

Approved by the City Planning Commission _____ ***Case # CPC 09-I***

Adopted by the Peoria City Council _____ ***Item #*** _____

