CITY OF BLOOMINGTON
WORK SESSION MEETING AGENDA
109 E. OLIVE
MONDAY, AUGUST 13, 2012, 5:30 P.M.

1. Community Visioning Proposal & Bloomington Comprehensive Plan Update (60 minutes)

2. Noise Ordinance (20 minutes)

3. Adjourn at 6:50pm

Community Visioning

Work Session – August 13, 2012

Supplemental Information

1. Articles on how to conduct a Community Visioning Program
   a. Summary of The Center for Rural Pennsylvania's *Planning for the Future: A Handbook on Community Visioning*
   b. Ehlers & Associates, Inc. - *Where is Our Community Going*
2. Municipalities that have gone through the process
   a. Kannapolis, NC
   b. Roseville, CA
   c. Tyler, TX
3. Counties that have gone through the process
   a. Hamilton County, OH
   b. Champaign County, IL
4. Hile Group – Bloomington, IL Report
   a. April 3, 2012
5. Mayor Steve Stockton – Reports
   a. January 18, 2012
   b. Patangraph Article – January 19, 2012
   c. Supplemental Materials – Handed out June 9, 2012
6. McLean County Regional Planning Commission – Comprehensive Plan
   a. Timeline

How To Conduct A Community Visioning Process

Community visioning can be organized in many different ways utilizing a variety of public participation techniques. However, creating a common vision requires several actions to complete the process. While there are no hard and fast "rules" for this process, each community will need to find its own pace, participants, and techniques that work best. What this guide offers is an example process and a variety of tools that have been used effectively in other communities just like yours.

Here is one example of how community visioning can be accomplished over the course of several working sessions. It is based upon The Center for Rural Pennsylvania's *Planning for the Future: A Handbook on Community Visioning*. This example is neither magical nor absolute and it can be modified to meet your own community's needs. **REMEMBER:** It is always advisable to provide refreshments at your community workshops and to videotape all your working sessions.

The three basic elements of the process:

- **Establish a Steering Committee**. This committee should be responsible for oversight and organization of the entire process.
- **Community Workshops**. Open public meetings that are used to inform citizens about the visioning process, to discuss the progress being made and to discuss issues affecting the community.
- **Taskforces**. Small groups that gather information on a specific issue affecting the community and identify possible solutions.

Each of these elements are included in the following example. The timeframe in developing a vision statement can range from 6 to 12 months depending on the level of commitment of the participants. In general, your community visioning process should proceed as follows:

1. **Getting Started**: Steering Committee forms and begins planning for the first workshop.
2. **First Community Workshop**: Steering Committee provides an overview of the visioning process and asks participants to identify issues affecting their community.
3. **Establishing Taskforces**: Steering Committee tallies results, develops list of taskforces, and plans for second workshop.
4. **Second Community Workshop**: Steering Committee reviews activities to date and breaks participants into small taskforces, giving each a specific issue to examine in detail.
5. **Keeping on Track**: Steering Committee ensures that taskforces are meeting regularly and plans for the third workshop.
6. **Third Community Workshop**: Taskforces report major findings to the community. Participants are asked to discuss what they want their community to look like in the future.

7. **Drafting the Visioning Statement**: Steering Committee ensures that task forces are meeting regularly and drafts a tentative vision statement.
8. **Fourth Community Workshop/Celebration**: Public unveiling of vision statement and celebration of the community and its residents.
9. **Marketing and Making the Vision a Reality**: Steering Committee and taskforces present the vision statement to community groups, local governments, and other organizations for their formal approval of the statement. Committee and taskforces request these groups to use the statement when making decisions affecting the community.
10. **Action Plan**: Working with various community organizations and governments, the Steering Committee develops an action plan by implementing the taskforces' recommendations and other elements of the vision statement.
11. **Annual Progress Report**: The Steering Committee plans a meeting that reviews the activities and accomplishments to date and what activities will be implemented the following year.

Keep in mind in community visioning there is no absolute formula where step one will automatically lead to steps two, three and four. The steps outlined here have worked in many communities, but not all, so you should feel free to combine, rearrange, or even eliminate steps as needed to expedite the process. The final measure of your vision's success is not how closely you follow this example, but how effective you are in improving your community's quality of life.

GETTING STARTED

In all communities, there are people and organizations that are respected and active. Business owners, elected officials, members of non-profit agencies, educators, health care professionals and others who are actively interested in improving their community should be members of your Steering Committee. Key points to remember in forming a Steering Committee include:

➢ Open membership up to many organizations;
➢ Reach out across the community: public, private, and nonprofit;
➢ Be inclusive, not exclusive;
➢ Don't avoid differences in opinion; and
➢ Don't get stuck on the past. Remember this a plan for the future.

Once the list of likely members has been put together, invite them to a meeting. Don't be disappointed if only a few show up. It takes momentum to get going, but once it starts, it is contagious.

At the first meeting, and at others if necessary, do the following:

1. **Identify who is mssing from the group**. Make a concerted effort to identify persons and/or organizations that should be involved. At this point, the list should

include those who are considered influential in shaping community opinions. These individuals should be invited to the next Steering Committee meeting.

2. Select a Chair or Co-Chair of the Steering Committee. The Chair's job is to keep the process focused and to give every participant the chance to have a say in the process.

3. **Establish a positive attitude.** Initiate a brief discussion on the community's strengths to help get a positive tone going.

4. **Develop an action plan.** This plan does not need to very detailed, but it should include the next step in the process, when the public should be involved, what resources are available to see the process through, and who will be available to provide guidance and technical support.

5. **Develop a working definition of your community.** Meeting participants should leave with an understanding of the geographic boundaries of the community and an understanding of the economic, cultural and social bonds that make them a community.

REMEMBER: It is a good idea to ask other organizations or agencies for assistance and technical support. In addition, it is a good idea to seek contributions and donations to help provide for the food at the workshops.

KEY OUTCOMES:
➢ Form a functional Steering Committee made up of 10 to 20 members who represent a cross section of the community.
➢ Time: One to two months
➢ Cost: None

FIRST COMMUNITY WORKSHOP

At the first community workshop, the Steering Committee needs to be concerned about two things: organization and outcome. The organization is how the workshop is put together. The outcome is what information is generated during the workshop. Both of these elements are critical for a successful workshop.

Organization:

Organizing a community workshop is not difficult, but it can be challenging. The Steering Committee however needs to be in charge of this process. Below are some of the basic items that should be considered.

1. **Location:** The first step is to select a location. As a general rule, you should choose a facility that people are familiar with and comfortable visiting. There must be good access and available parking.

2. **Date:** Selecting a date can be a tricky matter. Weekday morning workshops can be just as popular as evening workshops. Similarly, Saturday morning can also be very popular. There are two general rules to follow when selecting a workshop

date: first, make sure on other community group has an event scheduled at the same time; second, give the Steering Committee plenty of lead time to adequately promote and organize the workshop.

3. **Agenda:** Developing and following an agenda is essential. An agenda lets participants know what is going on and how long the workshop will last. Some key items to include in the agenda are: (1) welcoming remarks and the purpose of the workshop (Why are we here and what do we want to accomplish?); (2) a large block of time for small group discussions; and (3) concluding remarks and a discussion of the next step (Where do we go from here?).

4. **Speakers:** When selecting speakers, it is important to choose people who have effective communication skills and who are comfortable speaking in front of large groups. The welcoming speaker should be from the Steering Committee. The person giving the overview of the visioning process can also be a Steering Committee member, or someone from outside the community (such as a government agency, consultant, etc.). Pre-select and train a small group of facilitators for the workshop. Your facilitators can be members of the Steering Committee or local resource people, like your planner, RC&D coordinator, or county extension agent.

5. **Promotion:** To ensure good attendance, promote the workshop throughout the community. You may consider printed brochures or flyers, which are somewhat expensive and effective tools or you can post signs at visible locations. Contact local media resources: newspapers, radio stations, and public access television stations. Also, consider personally contacting people, municipal officials as well as state and federal legislators.

6. **Food:** Offering food and refreshments, or a meal sponsored by an area organization is always a good idea.

Outcomes:

The very first outcome is the responsibility of the speaker. The second is the product of the small group discussions. After the keynote speakers, the large group should be broken down into small discussion groups of no more than 10 people. Participants can be randomly assigned to different groups to help the discussion flow more freely. Each of the small groups should have a facilitator, who must make sure that everyone in the group has a chance to participate and that the group develops a list of issues.

The facilitator's first task is to ask the group members to list the issues in their community. This can be done as a brainstorm or by asking each group member to write down his or her issues on a piece of paper. Comments should be recorded on flip charts so that the entire group can see. Afterwards, every participant should "vote" for the top five issues by placing a colored sticker next to the most important comments recorded on the flip charts.

Participants should be reminded during this process that they are not here to solve problems, but to identify and take stock of all the issues and to identify the most important issues for the community's future.

ESTABLISHING TASKFORCES:

A week or two after the first workshop, the Steering Committee should meet and assess what went right at the workshop and what needs to be improved. The Committee also needs to take the results of the participants' issues lists and identify similarities and differences among the lists. This lists need to be condensed or combined into four or five broad topics. These topics will serve as the basis for the taskforces.

Each taskforce needs to be assigned a temporary leader, who is usually a Steering Committee member. The leader is responsible for informally recruiting members to the taskforce and collecting the information on that particular topic.

In addition to identifying the taskforces, the Steering Committee should begin preparing for the next community workshop, which should be scheduled within two months after the first workshop.

SECOND COMMUNITY WORKSHOP

Following the same organizational procedures as the first workshop, the Steering Committee should design the second workshop to get the taskforces up and running. The second workshop should offer community residents or business owners who could not or would not attend the first public workshop the opportunity to become involved.

The workshop should begin with an overview of the activities of the first workshop and the visioning process. Participants should then be directed to meet with their taskforce group. Except for the temporary taskforce leader, try not to pre-assign members to each taskforce group. Participants should be allowed to joint the task force of their choosing.

Within the taskforces, several things should happen:
1. **Select a leader.** The leader may be the temporary leader or someone else.
2. **Identify who is missing from the group.** Are there individuals or organizations that have special expertise that the group needs?
3. **Select the next meeting date.** The taskforces should begin meeting regularly after the workshop.

4. **Complete a SWOT analysis of the taskforce issues** (see SWOT below).
5. **Begin identifying the resources available to address the taskforce issue.**

SWOT Analysis – Strengths, Weaknesses, Opportunities and Threats

Borrowed from business management practices, SWOT analysis is a quick way to assess an issue or topic in terms of its strengths – what is good, what are its positive attributes; weaknesses – what is wrong, what are the problems; opportunities – what can be done to improve the situation, both short and long-term; and threats – what are the external/internal threats in the future.

For communities, SWOT analysis is a useful tool to explore an issue. Below is an example of a group that used SWOT analysis to assess their downtown:

Downtown Revitalization

❑ Strengths: Good mix of retail and service; good traffic flow; many historic buildings
❑ Weaknesses: Not enough parking; lots of vacant store fronts; high property taxes
❑ Opportunities: Recruit a downtown manager; coordinate store hours; repave the sidewalks
❑ Threats: Being ignored by municipal government; shopping malls; highway bypass

KEY OUTCOMES:
➢ Establish active taskforces.
➢ Time: 2 to 3 hours
➢ Cost: Promotion, refreshments and supplies.

KEEPING ON TRACK

A week or so after the second workshop, the Steering Committee should meet and again assess what went right at the workshop and what needs to be improved. The second task for the Committee is to make sure the taskforces are meeting regularly. The leader of each taskforce should be asked to give a brief report on their findings and activities to date.

The Steering Committee should also continue to grow. New members should be asked to join and to take a leadership role. The Committee should also begin informally surveying other groups to determine what their mission is and how they can work together.

Finally, the Steering Committee should begin planning for the third workshop. This workshop should be scheduled on later than two months after the second workshop.

KEY OUTCOMES:
➢ Keeping the taskforces active, planning for the next workshop.
➢ Time: 2 to 3 months
➢ Cost: None.

THIRD COMMUNITY WORKSHOP

Following the same organizational procedures as the first workshop, the Steering Committee should design the third workshop to allow for the actual writing of the community's vision statement. This workshop should also give individuals who could not attend the first two workshops, the opportunity to become involved.

After the welcoming remarks and a review of the activities to date, participants should be randomly assigned to small groups of no more than 10 people. Each small group should have a pre-assigned facilitator. The role of this facilitator is to record the answers to the questions below on a flip chart and to keep the session focused.

➢ What features (physical, social, culture) do residents use to identify their community?
➢ What are the community's principle values?
➢ What defines a "good" quality of life in the community?
➢ What are the community's opportunities?
➢ What things in the community should be preserved? What things should be changed?
➢ What should the community physically look like in the future?
➢ How fast should changes occur?

By now, most workshop participants should have a good understanding of their community, including its problems and opportunities. The facilitator should encourage an open discussion of the questions above and should discourage participants from focusing on "how" issues. The facilitator should also stay clear of any discussion about funding and project feasibility since these matters stifle creativity. The "how" questions are typically addressed during the planning process.

The timeframe for answering these questions can vary from community to community. Typically, most places incorporate a five to ten-year timeframe.

After a short break, the small groups should meet again to begin writing a vision statement. Using the responses from the first session, participants should be asked to write a short one to two paragraph statement about their community and its future. Elements of this statement may include a list of community values; a list of future opportunities; and a description of what the community will look and fell like in the future.

Each small group should develop its own statement. Because the statements will ultimately be combined, the groups should not get overly concerned about spelling or grammar. At this point, it's important to flesh out ideas and dreams about the community's future.

KEY OUTCOMES:
- ➢ Develop small group vision statements.
- ➢ Time: 2 to 3 hours
- ➢ Cost: Promotion, refreshments and supplies.

DRAFTING THE VISION STATEMENTS

Another week after the third workshop, the Steering Committee should meet and assess what went right at the workshop and what needs to be improved. The key assignment for the Steering Committee is to take the small group vision statements and combine them into a single statement.

This task is not as daunting as it may seem. In most instances, the small groups will come up with very similar statements. Oftentimes, the only tricky part is wordsmithing the final statement.

Once the statement is completed, it should be test driven. The small group facilitators, selected community leaders, and others active in the visioning process should have an opportunity to make sure the statement captures what participants actually said at the workshop. Any modifications should be done at this time.

The Steering Committee should also make sure that the taskforces are meeting regularly and should ask taskforce leaders to provide brief updates on their activities. Plans for the final community workshop should also be underway.

KEY OUTCOMES:
- ➢ Draft the vision statement, keep taskforces active, plan for the next workshop.
- ➢ Time: 2 to 3 months
- ➢ Cost: None.

FOURTH COMMUNITY WORKSHOP/CELEBRATION

The fourth workshop should be a community celebration. It could be a picnic or street festival, or even a part of some other type of community-wide event. The only "work" that should take place at this workshop is to make sure that everyone is having fun.

Ideally, the celebration should be held no later than three months after the third workshop and should mark the official unveiling of the community's vision statement. **REMEMBER:** Invite members of the media to attend the event so that the activities of

the day and vision statement can be introduced to a wider audience. It's a good idea to print and mount the vision statement on large poster board and to have extra copies of the statement printed to pass out to the media and the audience.

KEY OUTCOMES:
➢ Unveil the vision statement to the public and celebrate.
➢ Time: Varies.
➢ Cost: Varies.

MARKETING AND MAKING THE VISION A REALITY

After the community celebration, the Steering Committee should meet and begin developing a marketing strategy for the vision statement and, more importantly, a strategic action plan. Both of these activities can occur at the same time.

The marketing strategy should be designed to get the word out about the vision statement. More specifically, it should explain what the vision statement is, how it was created, and how it is to be used. The strategy should include features that will help it recruit volunteers for developing the strategic action plan.

REMEMBER: The objective of your marketing strategy is to get as many groups and organizations as possible to support and use the statement, and to get as many people as possible involved in the planning and implementation process.

The strategic action plan is the detailed strategy on how the vision statement will be implemented. The action plan should include any resources needed to implement the plan. This is where the work of the taskforces comes into play. Although the plan is a community-wide activity, it may be necessary to get outside technical advice.

In developing the strategic action plan, the Steering Committee should first break the vision statement down into its basic components, and explain the intent behind each component. Next, it should describe the individual goals and objectives of the taskforces.

With this information and input from different community groups, the Steering Committee can also identify and prioritize specific projects. Simple low cost projects should be tackled first and larger, more expensive projects should be placed near the end of the vision timeline.

After the goals and projects are identified, the Committee should examine funding resources. Experience has shown that communities with an identified vision and action plan are more successful in securing funds that those communities that want money for a project here and there without any knowledge of how these projects will ultimately fit together.

The role of the Steering Committee and taskforces is to make sure the projects are completed and that groups are coordinated.

KEY OUTCOMES:
➢ Secure community support for the vision statement and develop a strategic action plan to implement the vision statement.
➢ Time: Ongoing.
➢ Cost: Varies.

ANNUAL PROGRESS REPORT

As the strategic action plan is being implemented, it is a good idea to let residents and others know how the plan is progressing. Develop an annual progress report and make it available to the public. Consider passing out copies of the report during town meetings, including it the town's annual report, and sending a copy to the local newspaper.

Generally, the report should include a copy of the vision statement and a summary of the strategic action plan. It should also review any accomplishments to date and recognize every individual or organization that made meaningful contributions during the year. Additionally it may include any before-and-after pictures and should outline coming year's activities.

KEY OUTCOMES:
➢ Report implementation progress to the community.
➢ Time: Every year.
➢ Cost: Varies.

Where is our community going?

Community Visioning and Strategic Planning for Small Communities

Clearly local governments share a challenge to make their communities a better place now and in the future. However, all too frequently that challenge is eclipsed by the immediate needs as well as lack of time and resources needed to devote to visioning, goal setting and strategic planning. And those communities that do embark on visioning, goal setting and strategic planning efforts are often frustrated by the overwhelming scope of the efforts needed to develop and implement an effective plan. This frustration is often magnified for smaller communities with limited staff and resources. Nevertheless there is a lot to be learned from communities that have achieved success in these areas. Following is a summary of ten steps for community visioning, goal setting and strategic planning based on best practices of smaller communities.

STEP	DESCRIPTION	TASKS
ONE: Develop a community vision	An effective vision statement should: – reflect the future (at least ten years forward) ideal state for your community - that is "what" you want your community to be in the future – distinguish your community from others from a competitive perspective. As an example one Minnesota community's vision is to be "a family-friendly small town community that is walkable with urban conveniences…" – reflect a future state that requires "reach" at the same time is doable Best vision statements are one sentence and easy to remember.	1. Identify a visioning task force. Visions statements are best developed by input from a diverse group of residents, including but not limited to elected officials, board and commission members and staff. 2. Select an experienced facilitator (usually someone not directly involved with your local government - a non- stake holder) to coordinate the efforts of your community. 3. Brainstorm (and record) words or phrases that describe how your community is distinguished from other communities as well as those words or phrases that describe the "idealized future state" of your community. Form sub-groups of three to five diverse task force members to draft, record and share, visioning sentences. 4. Ask each group to take the best elements of each statement and refine, record and share. 5. Assign an individual or group the task of preparing two or three refined statements for final review and approval by elected body.

TWO: Prepare a community assessment	Prior to initiating strategic planning and goal setting it is important to gather information about community perceptions.
	– Feedback should include short-term and long-term issues.
	– Gathering feedback from multiple sources (surveys, interviews, focus groups, open houses) is better than relying on one source.
	– Gather measurable data relating to feedback. This will help measure progress on goals.
	– Avoid "analysis - paralysis" by focusing on key data related to identified community issues.
		1. Conduct a community open house, conduct community survey or assign task force members to gather opinions regarding:
		  • what the community is doing well;
		  • not doing well;
		  • future challenges;
		  • concerns; and,
		  • needs.
		2. Gather feedback from other government officials (schools, county, federal and state officials regarding same questions.
		3. Review your past successes.
		4. Review and record data.
		5. Identify and collect measurable data relating to community concerns (i.e. if concern is residential disinvestment - collect changes in property values).

STEP	DESCRIPTION	TASKS
THREE: Conduct strategic planning session	Some suggested issues to consider while planning your session include: – Strategic planning sessions are most effective when facilitated by an experienced professional. These individuals are often available through state municipal organizations, colleges and universities, and consulting groups. Occasionally, community volunteers are available. – Develop and distribute an agenda prior to your session. – Elected officials should determine who should be included in the session. It is typical to include elected officials and key staff. Some communities also include a limited number of board and commission members. – Planning sessions work best when the total number of participants is 20 or less. – Respect your open meeting laws and rules. Public observation of goal setting and strategic planning may seem awkward at first but typically does not cause a problem.	1. Establish session ground rules. 2. Review community vision. 3. Stay on agenda. Use "in-basket" to store issues and ideas not on agenda and target for disposition at end of meeting. 4. Review and process feedback. 5. Conduct and record a SWOT analysis (strengths, weaknesses, opportunities and threats that may impact your community ability to achieve your vision). 6. Brainstorm potential goals directed at achieving vision. 7. Refine/combine and discuss goal statements. 8. Prepare refined goal statements for voting by task force. 9. Tabulate results. 10. Establish priorities based on voting (elected officials may be guided by vote tabulations but should exercise their consensus judgment when determining final priorities).
FOUR: Assign a "status" to goals	Breaking complex goals to "bite-size" pieces will help guide implementation. This is especially true since some goals that seem a good idea initially may not be practical or effective. Assigning a status permits a disciplined analysis of goals prior to implementation.	Agree upon goal "status." Status options include: 1. Assess - Review process to determine if the proposed goal will provide the desired benefit required to help achieve community vision. 2. Plan - Prepare information required for policy discussion and decision including cost, logistics (location), timing, financing, etc. 3. Implement - Implement plan as decided.
FIVE: Assign goals	– Elected officials, as well as staff and other officials can become overwhelmed with the tasks required to achieve goals. Assigning goals to appropriate teams is key to avoiding this problem. – Care should be taken to evaluate the capacity of each team to accomplish the goal tasks. – Assignment also helps avoid asking staff to achieve a goal that requires policy direction prior to implementation.	Goal assignment options include: 1. Elected officials - Goals that require policy direction including assignment of significant community resources. 2. Staff - Work program goals that reflect implementation of elected official direction or traditional staff responsibility (i.e. quality control program for building inspection). The progress and results of these initiatives are reviewed with elected officials. 3. Boards, commissions, task force, volunteers - Goals that can be reasonably delegated to other groups (i.e. update of comprehensive land use plan).

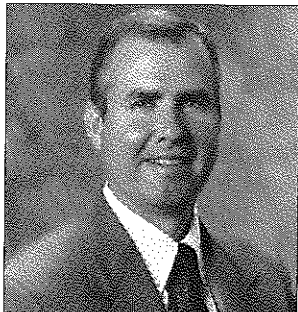| STEP	DESCRIPTION	TASKS
SIX: **Prepare a strategic plan for goal implementation**	Achieving goals requires planning and resources. This step supports the need to prepare the plan and outline the required resources including time required for policy discussion and direction. Typically this plan is drafted by staff for review and approval by elected officials within 30 days of the goal setting session.	Elements of the Implementation Plan should include: 1. Clear, measurable goal achievement statement. 2. Plans need to reflect "bite-sized" steps to goal achievement. 3. Specific assignment made to oversee each step and time frame. 4. Identification of resource requirements (including time, personnel and money). 5. Agreement regarding progress reporting.
SEVEN: **Review, refine and adopt plan**	Once a plan is prepared it should be reviewed, approved and adopted by elected officials.	1. Plan should be reviewed, refined as needed and approved by elected body. 2. Time schedule and calendar for plan review and update. 3. Calendar for elected body policy discussion should be created and agreed upon.
EIGHT: **Communicate vision and plan to staff and community**	Communicating the community vision and plans to achieve that vision will improve the quality of feedback and helps "market" the value of local government. – Vision should be prominent on all community communications (newsletter, website). – Budget should reflect vision. – Measurement of goals and links to vision should be clear. – Report setbacks as well as successes.	1. Identify key messages related to community vision and goals. 2. Use newsletters, cable television, community media to communicate key messages with emphasis on need for feedback. 3. Consider open houses and town meetings as part of communication plan. 4. Develop speaking points with elected officials for neighborhood and civic group meetings. 5. Include staff as target audience.
NINE: **Develop a financial plan reflecting your community vision and goals**	– A financial plan looks out five to ten years and forecasts needs and resources. – Since most community goals require multi-year implementation, this plan provides a framework to assist in decisions required to achieve goals. – Balancing annual budget necessary but not sufficient part of financial management. – Many communities are living "paycheck-to-paycheck" by balancing budgets with no real long-term financial plan. – Establishing a community vision and goals without a strategic and financial plan is like building a house without blueprints or a budget.	1. Prepare baseline forecasts for current services and revenues projected for a five to ten year future time frame. 2. Factor in expenses (and revenues) related to future growth and add to forecast. 3. Factor in "financial foundations" including items such as pavement management systems, facility maintenance and replacement, information technology, economic (tax base) development, equipment replacement, etc.) and add to forecast. 4. Identify potential new or expanded revenue sources and amounts. 5. Factor in resources required to achieve community goals 6. Identify options to reduce, eliminate or transfer services. 7. Elected officials review projections and adjust as needed to reflect available recourses. 8. Plan should be used by elected officials when making financial decisions. 9. Plan should be updated annually prior or as part of goal setting/strategic planning.
TEN: **Track plan implementation**	Attending to the plan and making adjustments as needed.	1. Establish monthly or quarterly milestones and assignments. 2. Submit each goal to "checklist" review. 3. Review goal progress with elected body

Program Excellence Award for Citizen Involvement
Populations of 50,000 and Under

ICMA's Program Excellence Award for Citizen Involvement recognizes successful strategies designed to inform citizens about the local government services available to them and to include citizens in the process of community decision making. The award concentrates on such areas as community consensus building and adult (nonstudent) citizenship education. This year, ICMA presents the award in the 50,000-and-under population category to the city of Kannapolis, North Carolina, and to City Manager David A. Hales and Assistant City Manager and Vision Coordinator S. Greg McGinnis for their "Weaving a Shared Future" initiative.

David A Hales

S. Greg McGinnis

Kannapolis, North Carolina (pop. 38,241), owes its existence to James W. Cannon, who founded Cannon Mills in a rural area of the Piedmont in 1907. In the best tradition of corporate paternalism, the Cannon company provided water and sewer service, police and fire protection, roads, and recreational amenities in the form of the largest YMCA in the country. Cannon Mills also constructed and maintained more than 1,600 company-owned homes in villages around the mill and provided jobs for the majority of the town's residents. Self-government and public financing of services were foreign concepts to Kannapolis residents.

Then everything changed. In the early 1980s, an investor acquired Cannon Mills and a substantial portion of the town's real estate. He sold the houses in the mill villages to their occupants but retained ownership of the mills and virtually the entire central business district. But his vision to turn Kannapolis into a thriving city were foiled by the skepticism of residents who were resistant to change. Kannapolis found itself with an antiquated industrial base, an infant city government, and a divided population. The mill's workforce dwindled; property values, tax revenues, and new investment lagged well behind neighboring cities. Citizens resented the fact that service fees and taxes were now required to fund things they had once received for free.

In 1998, Kannapolis ushered in a new group of leaders. Mayor Ray Moss and City Manager David Hales were convinced a new civic milieu was needed to turn the community around. Citizens needed to interact with civic issues in a way they could physically see, touch, and feel.

The first step was to convince Kannapolis' businesses, institutions, and organizations that they must lead this effort. After a series of meetings with elected officials and the city manager, key players from local business and industry, educational institutions, government entities, churches, and civic organizations formed a "Citizen Cabinet" dedicated to involving every resident in the process of civic re-invention. With a nod to the city's textile heritage, the process was dubbed "Weaving a Shared Future."

The process kicked off with a ceremony that included a multimedia presentation on the challenges facing Kannapolis. More than 500 people attended the event, and approximately 100 opinion leaders returned the next day to participate in a brainstorming session at which they discussed scenarios for the community's future and organized into groups to study issues further. The city hired a full-time citizen coordinator to facilitate meetings and act as a liaison between groups.

An entire wall of the downtown citizens center was devoted to 70 charts that compared revenues, services, costs, and conditions in Kannapolis to surrounding cities over the last 10 years. The charts also projected what would happen over the next 10 years if present trends continued. Ideas and recommendations of study groups and individuals were posted at the center.

Kannapolis also conducted a survey of residents to gauge satisfaction with services, uncover fears about the future, and determine aspirations for the community.

A "Kidnapolis" initiative helps children understand city operations.

Roseville, California

ICMA's 2006 Strategic Leadership and Governance Award in the greater-than-50,000 population category goes to the city of Roseville, California, City Manager W. Craig Robinson, and Deputy City Manager Julia M. Burrows for the Community Standards and Visioning Project.

W. CRAIG ROBINSON

JULIA M. BURROWS

Roseville's Community Standards and Visioning Committee.

The city of Roseville, California, was beset by significant fiscal challenges, especially given the loss of the "utility user's tax" and the state threatening to take more revenue from cities and counties. Faced with the prospect of shrinking revenue sources, the city staff began to evaluate its operations and revenues in order to restructure and balance Roseville's budget while maintaining a fiscally sustainable community with a balanced mix of housing, businesses, and public services.

City staff recognized that this restructuring would affect more than just the "bricks and mortar" of programs and services; it would directly affect the community's vision for itself. Further, for this restructuring effort and the visioning associated with it to succeed, all sectors of the Roseville community would have to be involved. Thus, the city council initiated the Community Standards and Visioning Project, which brought together residents and businesses to assess city services and programs and provide policy-level recommendations to prioritize what they value in the community.

To ensure community participation, the project conducted formal and informal community surveys, held public forums, and established the Community Standards and Visioning Committee (CSVC) in June 2003. All residents were encouraged to apply to be on the committee; the city council based selection of the 28 at-large members on written applications and videotaped interviews. Once selected, the committee began in August 2003 using the "Guiding Principles" set forth by the council. A team of five city staff, including the city manager, served as project managers and committee liaisons. Working from a thorough and detailed timeline, the team prepared everything for the committee, from white papers to service-level scenarios with associated budget costs.

Because the aggressive size, scope, and timeline for the project created a demand for additional services and expertise, there was a budget adjustment of $90,000. This amount was to cover one contract for facilitation services; another contract for logistic and administrative support drafting committee meeting agendas, assembling agenda packets, and preparing meeting minutes; and project expenses such as printing, copying, materials, and supplies.

In addition to countless hours spent reading background information and extensive staff reports on city services, the committee spent much time reviewing the results of a comprehensive citywide survey that was conducted as part of the project. A random sample of 7,461 customers (distributed via e-mail and mail) produced 1,506 responses, while a general sample of 39,000 households generated 1,687 responses.

Information extrapolated from the detailed survey provided critical information about the community's expectations and preferences.

The survey also asked for citizen volunteers for the Citizens Online Advisory Panel (OCAP), whose members provide an ongoing sounding board and communications link with the community. The OCAP also encourages public participation in workshops, and through online surveys, residents can weigh in on a variety of issues to help determine changes in various public services and programs.

The committee's findings, survey results, and draft recommendations were presented at the CSVC's public forum. With nearly 100 residents in attendance, the committee gained additional insights into the community's priorities and preferences, addressed questions from the public, and noted new ideas for incorporation into the final recommendations.

After 11 meetings, the CSVC presented its final report and recommendations to the council in March 2004. Once these were approved by the council, departments began using the recommendations to guide budget priorities, programs, and services. For example, staff had been working on a project to develop an indoor pool for the community until the survey results

indicated that such a facility was the lowest priority. However, police and fire services ranked at the top of the priority list, so more police officers were approved for and hired in the next budget. Another outcome was a creative solution to lease a building for a temporary fire station facility and meet an immediate need for better response times. A follow-up report on implementation of the CSVC recommendations was compiled and distributed in September 2005.

Several key components were critical to the project's success:

- Complete commitment of the entire city of Roseville organization, from the city council down to each department

- Recognition that a successful visioning project must have citizen participation

- A clear and concise time frame for completion, clear definitions of the issues to be addressed, and clear expectations as provided in the city council's Guiding Principles

- A qualified, experienced, and dedicated facilitator to help deal with controversial issues

- Allocation of resources and staff with the necessary skills

- Detailed, yet succinct information provided to committee members in a timely manner to facilitate well-informed decisions

- Belief that with extensive orientation and education, those community residents selected to serve on the committee would gain the necessary working understanding of the city's operations, mission, vision, and values to be qualified to make realistic and feasible decisions in the best interest of the community.

The Community Standards and Visioning Project provided a strategic direction for the city of Roseville and was so successful that the model has already been used for other issues, such as growth management.

Tyler 21: The People's Plan

Problem Assessment

The City of Tyler is a vibrant community whose resident population of 108,000 swells to more than 250,000 each day with people from surrounding communities coming to Tyler to shop, work, dine, seek medical care, attend college and recreate. Tyler has a market area of over 600,000 in the larger Northeast Texas region. As the economic hub of East Texas, Tyler must provide services and infrastructure for a community of more than double its *actu*al size.

Tyler has experienced tremendous growth. Development has pushed City limits to the south, moving away from the downtown and older areas of the community. Balancing the needs of booming development along with maintaining and revitalizing older areas of the community is an ongoing challenge. Tyler's growth has also raised questions of long-term planning for water, landfills, jobs, neighborhood preservation, downtown revitalization, traffic, and many other issues facing a growing community.

In 1997, Tyler adopted the Tyler Blueprint. The Blueprint represents the City's core value for operational best practices and outlines an organizational culture committed to competitive contractual service delivery. While the Blueprint defines an operational expectation, it does not direct the strategic direction or actions the City should take as it continues to grow. Basically, Tyler had a plan for HOW to operate, but not WHAT needed to be addressed for the City's long term future.

Program Implementation and Costs

To address this much-needed strategic planning, the City of Tyler launched a comprehensive 18-month planning process that would define consensus goals for an ideal future for Tyler and the next generation of Tylerites. Comprehensive plans are not uncommon; They

are a generally accepted method of defining future activities for a municipality. So what differentiates the Tyler 21 Plan from others? First and foremost, the Tyler 21 planning process was uniquely citizen-driven.

More than 1,000 citizens directly participated in the development of the Tyler 21 Plan, and a scientific survey of 5,000 residents was also used to identify community priorities. Not only did citizens provide invaluable input that defined goals and action items, but 21 citizens plus the entire City Council comprised the Tyler 21 Steering Committee responsible for overseeing the implementation of the planning process and development of the final plan. To ensure an exhaustive representation of ideas, a myriad of tactics were employed to gather community input. Varying methods were utilized so that irrespective of education, culture, socioeconomic status, or any other demographic characterization, a vehicle to provide input would be accessible. Tactics utilized included:

- A Tyler 21 **website** was launched (www.Tyler21.org) to not only provide information to citizens about the status of the planning process, but also as a means of capturing input.

- A **community survey** was conducted and 5,000 Tylerites participated.

- **Focus groups** and **personal interviews** were conducted with key groups and constituencies in the community.

- **Neighborhood meetings** provided citizens an opportunity to give input from their own neighborhoods.

- A day-long **community visioning retreat** was held on June 17, 2006 and nearly 200 attendees defined the Tyler 21 vision. A map of Tyler was displayed at the event and participants placed a star to represent the area of the City they were from. The entire community was represented at the retreat.

- Once the vision was drafted, public **displays were placed in five community sites** including the Library, a neighborhood recreation center, the mall, a local grocery store and a popular bank. The locations for the displays were geographically dispersed and were places that people went in their everyday lives. Citizens were able to share their reactions to the vision and the comments were captured and used to continue the development of the Plan.

Once the Tyler 21 vision and the major challenges were established, work began in earnest to develop the Plan. However, the citizen involvement didn't stop there. Seven citizen-led Working Groups were established to tackle the major issues identified in the input-gathering phase. The Working Groups included Congestion Mitigation & Transportation, Downtown Revitalization, Historic Preservation, Parks and Open Spaces, North End Revitalization, Housing and Community Identity, and Public Facilities and Services. Outcomes from these Working Groups ultimately resulted in the chapters contained in the final Plan.

Once the Tyler 21 Plan was drafted, the community was once again engaged in providing input into the process. A final draft review was presented at a **public forum, neighborhood open houses**, on the **website** and at the **public Library** so that residents could provide feedback that ultimately shaped the final Plan.

To ensure citizens were informed about the planning process and opportunities to participate, a strategic communications strategy was employed. Communication activities included the development of a vibrant, interactive Plan **website** (www.Tyler21.org) that contained the latest information about the Plan and explained how citizens could get involved. A series of **newsletters** were developed and disseminated via the local newspaper as well as handed out at community locations and events. Former Tyler Mayor Joey Seeber also played an important role

in educating the community about the Plan at each and every **community speaking engagement** he had. A series of **press releases and media placements**, along with **interviews,** were utilized to leverage unpaid promotion of the planning process. **Flyers** promoting Tyler 21 events were disseminated in the community in both Spanish and English to describe the process and opportunities to participate. A **full page ad** in the local newspaper was placed to promote the community visioning retreat. An "I Want You" strategy was used for the ad to truly reach out to individuals. The City's **cable television** station advertised opportunities to participate and provide input and articles in local magazines were submitted to reach the broadest audience possible. By ensuring the Plan was citizen-driven, grass roots word of mouth communication was the most important tactic used to get the word out. As each citizen participated on a Working Group, or attended an event, or heard something about the Plan, a groundswell of excitement and interest grew in the community.

Tangible results or measureable outcomes of the program

The outcome of this 18-month citizen-driven planning process is a comprehensive plan that the community owns. The buy-in from the community has been unprecedented. Citizens really know what Tyler 21 is; it is often cited in comments by citizens when addressing the City Council and is consistently referenced by the local media. Developers, local businesses, and community leaders are utilizing the Plan to guide their efforts so that the community is working in tandem with the City to drive initiatives and ensure the Plan's success.

The nearly 500-page Plan is a very specific roadmap that addresses the issues identified as most important to Tylerites and positions the City to realize its vision for future generations. Goals, policies and actions are thoroughly defined and reflect Tyler's community identity and

specific needs. Chapters drill down to the core of the major challenges Tyler is facing and

provide tangible actions to maximize Tyler's strengths.

However, ultimately a Plan is only as good as its implementation. Although the final

Plan was only complete in Nov. 2007, implementation is in *full swing*. To ensure accurate

tracking of Plan activities, a redevelopment specialist has been hired and tasked with tracking the

implementation of the Plan. On each Council agenda, icons representing the Tyler 21 Plan

chapters are placed next to each agenda item that moves forward a Plan goal. Early successes

include a new tree planting program; the City issuing the final payment on its general obligation

debt; Council adoption of a plan to implement a Tax Increment Financing district for Downtown

Tyler; the purchase of a vacant downtown theatre for renovation in partnership with symphony;

opening of an arts center downtown; and Council approval for the expansion of infrastructure

extension into North Tyler to spur development; a new draft unified development Code, among

many others.

Lessons learned during planning, implementation and analysis

The major lesson learned during the planning process is that the value of a citizen-driven

planning process can not be underestimated. City leadership recognized that a comprehensive

plan could have been developed for half the cost and in half the time, had only a perfunctory

effort to get citizen input been made. However, the City made a true commitment to involving

the community in the Plan so that it was not reflective of an individual Mayor or City Manager's

viewpoint; but rather, it is reflective of the true values and beliefs held by the citizens of Tyler.

This value of the investment has paid off immeasurably. As the City presents new programs and

actions to move forward with implementation, the community, Council and media is fully

supportive because it is THEIR plan.

Hamilton County, Ohio

The 2004 Program Excellence Award for Citizen Involvement in the 50,000-and-greater population category goes Hamilton County, Ohio, and County Administrator David J. Krings for the Hamilton County Regional Planning Commission Community COMPASS visioning process.

Hamilton County residents participate in countywide COMPASS visioning process.

DAVID J. KRINGS

For decades, planning in Hamilton County, Ohio (pop. 845,268) has been sporadic and parochial, with a small number of jurisdictions adopting local plans irrespective of their neighbors or the county as a whole. But with 49 governments and 49 local planning commissions, the county needed to find a way to build consensus for a collective unified vision.

Because such a visioning effort required an organizational structure and community culture to sustain it, the Hamilton County Regional Planning Commission (HCRPC) reorganized itself with a new charter and established a jointly funded, collaborative, long-range planning committee called the Planning Partnership (now a permanent advisory board working to plan for the county's future). These two entities designed the Community COMPASS (Comprehensive Master Plan and Strategies) visioning process, enabling the county's diverse citizenry to come together with their ideas and aspirations (historically conflicting and contentious) in the spirit of cooperation and consensus.

The Community COMPASS visioning process began in October 2001, when a groundbreaking alliance of public and private organizations and individuals solicited input from citizens through 12 community forums, including one for youth and one online. For the first time, critical multijurisdictional issues (e.g., stormwater management, transportation, septic failures, population loss, etc.) were discussed and resolved. HCRPC also mailed a community values survey to 4,500 households, and the findings resulted in a draft vision for 12 community systems. These include: civic engagement and social capital, community services, culture and recreation, economy and labor market, education, environment, environmental and social justice, governance, health and human services, housing, land use and development framework, and mobility.

In January 2002, more than 1,300 people attended the first countywide town meeting, where new wireless technology was used to solicit real-time feedback from each group and individual. Participants developed a vision for the county that centered around four core goals: building collaborative decision making, ensuring economic prosperity, embracing diversity and equity, and balancing development and the environment.

Several aspects of this endeavor were especially gratifying. First, the people who attended nearly matched the demographic content of the county by race and gender. Second, hundreds more participants showed up than expected, proving that citizens want a voice in governance and don't mind committing to an eight-hour meeting to have it. Third, many decision makers (elected and appointed) also attended the all-day forums and town meeting; for those who didn't participate, special forums were held periodically. This extra effort to facilitate dialogue with government officials was essential to achieving a shared understanding of divergent views. Before the meeting, 64 percent of the participants expressed confidence in their ability to influence the future; by the end of the meeting, that number had risen to 86 percent!

Since the town meeting, COMPASS action teams and community leaders from the county's local governments and planning commissions have refined the objectives that correlate with the countywide goals. Throughout the spring of 2002, HCRPC approved 30 major initiatives and more than a hundred strategies for achieving them; strategic plans for several of the initiatives are now being launched by public and private sector volunteers. A "results accountability process," which was critical to the plan's funding, defines success in measurable terms using results indicators. And public participation—the heart and soul of the countywide town meeting and the entire COMPASS visioning process—created the foundation for sustaining the initiative.

The countywide town meeting resulted from merging two planning techniques—community brainstorming

and the electronic town meeting—into a seamless process for developing a common vision. The extensive and innovative use of multiple technologies facilitates a more thorough discussion of tough issues, heightens the effectiveness of public involvement, and produces high-quality citizen input and direction from one large meeting, which is more cost- and time-effective than holding many smaller meetings with less feedback. The uniqueness of this visioning process and its results has set a new standard for communities seeking a citizen-based approach for planning and implementation. ∎

big. small. all.
champaign county.

"big. small. all." Press Conference at Illinois Terminal. Herman, Wysocki to Speak.

What: "big. small. all." Press Conference
When: 2pm, Wednesday, September 21, 2005
Where: Illinois Terminal, Downtown Champaign, 4th Floor

CHAMPAIGN, IL —"big. small. all."— A COUNTYWIDE VISIONING PROCESS—WILL LAUNCH NEXT WEEK AT A PRESS CONFERENCE HELD AT ILLINOIS TERMINAL, DOWNTOWN CHAMPAIGN.

Contact:
Lisa Meid
pr@surface51.com
217.898.2418

Speakers will include University Chancellor Richard Herman, Champaign County Board Chair Barbara Wysocki, 40 North's Jennifer Armstrong, and other community leaders.

"big. small. all" is a project to bring all the people of Champaign County together to build a vision of our future. The project was initiated by Champaign County citizens and leaders from business, non-profit organizations and government. Everyone who lives, works, or learns in Champaign County is encouraged to participate in the visioning process beginning with the first round of public meetings to be held throughout the county in November. At those meetings citizens will share their dreams, plans and ideas for the future—big or small. These public meetings will bring citizens from all walks of life together to begin a year-long process to create shared goals for all aspects of our community's life and a plan of action to achieve them.

"We are at a turning point in Champaign County," said Barbara Wysocki, Champaign County Board Chair, "A number of different entities are talking about collaboration and growth. Chancellor Herman and President White talk of strengthening the links between the University and our community. The farm community is pursuing new initiatives and partnerships to strengthen our farm economy. Our downtowns—both Urbana and Champaign—are experiencing a renaissance. And many smaller communities are working to encourage and shape growth for their areas—so this is the perfect time to begin developing some common goals."

At the November public meetings, known as the Countywide Community Dialogues, small groups of participants will be asked for ideas to make Champaign County the best that it can be in the coming years. All ideas will be placed in a database and serve as the foundation of the vision.

Over the next year, the Countywide Community Dialogues will be followed by other public workshops and meetings to write goals and strategies for the future of Champaign County, to create a plan for achieving those goals, and identify the community's priorities. The success of the entire visioning process depends on widespread participation by all those interested in the future of their community.

Keep an eye on the media and the website (**www.bigsmallall.cc**) or call Frank DiNovo at **217.328.3313** for more information on the process and upcoming public meetings.

###

Electronic media kit and high resolution artwork available upon request.

big. small. all.

champaign county.

FREQUENTLY ASKED QUESTIONS

The Project

What is "big. small. all."?

"big. small. all." is a project to bring all the people of Champaign County together to build a vision of our future. The project was initiated by a host of Champaign County citizens, as well as leaders from business, non-profit organizatioxns and government.

This community visioning project will bring people of all walks of life together to identify goals for just about every aspect of our county's life—including the natural and built environment, economic and community development, transportation, education, culture, recreation, sports, diversity, and social issues, among others.

In addition to developing shared goals, "big. small. all." will help us come up with specific strategies to support each goal and develop a plan to move us toward these goals. The purpose of the community visioning project is to foster unity and clarity of purpose among the people of Champaign County so that we can take effective action together.

whatever's important to you. big or small. we want to know your thoughts.

How will "big. small. all." work?

"big. small. all." will start with a blank slate, free of any preconceived set of ideas or agendas. Through public dialogues (called "your ideas. here.") and stakeholder workshops, residents will provide a foundation of ideas and issues concerning the future of Champaign County. Residents will engage in an unprecedented discussion on issues and values. The Community Visioning Project includes geographic diversity as well as ethnic, gender, age, and social diversity. The intuitive input provided by the public will be integrated with technical research on the anticipated trends for the county to net a realistic and achievable set of goals.

your ideas. big ones. small ones. we want to hear them all.

Why create a vision?

Almost 30 years have passed since the people of Champaign County have considered, collectively, what their future should be. While many public and private organizations have adopted comprehensive and strategic plans of their own, the county, as a community, has not. Many concerns cross lines of function or legal jurisdiction and many opportunities can only be realized by concerted action. The Community Visioning Project—"big. small. all."—will bring the residents of Champaign County together to mutually chart a course toward a common future reflecting our shared values.

FAQ

1

For decades, communities throughout the nation have been undertaking similar efforts armed with the knowledge that local residents and community stakeholders can come together to create a shared vision for the future and implement the vision. Communities that have benefited from visioning efforts include Chattanooga, TN; Birmingham, AL; Lafayette, IN; Belton, MO; Palm Beach Gardens, FL; among many others.

from seemingly small ideas come big change.

The Public Process

What is a visioning process?

It is a citizen-based dialogue focused on producing a vision and plan of action for the future. There is significant opportunity for community involvement in the process that will consist of three types of public meetings open only to those who live, work or study in Champaign County. First, meetings will be held to generate ideas about the future of the county—these meetings will simply ask for ideas. Next, meetings will be held to develop the ideas collected into shared goals for the future and strategies to turn those goals into reality. Finally, open houses will be offered to allow citizens the opportunity to review the progress of the effort, identify priority goals, and volunteer to participate in implementation.

Why should I come to these meetings?

You should attend because the outcome of these meetings will affect anyone who lives, works or studies in the county and will have a lasting influence on our community. For the outcome to truly represent the common values of our community, it is essential that all the perspectives in the community be represented; yours included.

How long do the meetings last?

Most meetings will last no more than two hours—not long considering the impact that even one idea can have on the future of the county.

What will the meetings be like?

After brief opening remarks, participants will join a small group to discuss ideas and topics suggested by people who live and work in the county—people just like you. Each group will have a trained facilitator who will work with you to create an atmosphere that is productive, safe and fun. Children are welcome to participate along with their parents.

no matter what your walk of life, your ideas matter here.

Will my ideas matter?

Yes, every idea counts. Any idea could be the one that unlocks an opportunity or solves a problem. The only way that your ideas matter is if you participate. All ideas—each and every one—generated in these public meetings are saved in a database for future use.

Do I have to be an expert to contribute my ideas?

You're already the expert. You live, work, shop, seek services and recreate in this county. Who knows better than you do?

I like things the way they are. Why do we need to change?

Things change all of the time. Nothing stays the same. Think of this county 10 years ago compared to today. The decisions made today will have a great impact on how the county will be in the future.

Will I be able to talk about the needs of my neighborhood/community?

Yes, as they relate to whole county. The ultimate goal is a far-reaching vision, one that addresses the entire county. That is why it is critical for everyone to participate. This has been structured as a countywide effort because the County comes closest to encompassing the various aspects of our lives economically, socially and governmentally. A key element of the process is to encourage everyone to consider the whole of Champaign County as home and think of everyone who lives here as neighbors.

Who can I contact for more information?

Call Frank DiNovo at 217.328.3313 or check the website at **www.bigsmallall.cc**.

How can I participate?

It's simple. Plan to attend one of the several "your ideas. here." Public Dialogue meetings that will take place throughout the county, where you can share your ideas. Look for meeting announcements
at **www.bigsmallall.cc**. You can also help by spreading the word about the process.

The Nitty Gritty

Where did this project come from?

In the autumn of 2003 the Metropolitan Intergovernmental Council (MIC), an organization comprised of the CEOs of Champaign-Urbana government agencies, began discussing the value of a visioning or planning project for Champaign County. Similar conversations had also been occurring at the Economic Development Corporation. This was all occurring during a period when many people were advocating the creation of a county-wide comprehensive plan.

In response to these initiatives, Champaign County Regional Planning Commission (CCRPC) staff proposed a community visioning project as the most effective approach. Subsequently, in April 2004, the Champaign County Board formally requested that the Regional Planning Commission set about organizing a public-private partnership to undertake a community visioning project.

Throughout the remainder of the year CCRPC, with the help of Robin Hall, made informal contacts with various individual community leaders, organizations and governments to gauge the level of support for the project. In November 2004, an ad hoc group was assembled to discuss how to move forward with project. By April of 2005, a formal organization was formed and fundraising was well underway.

FAQ

3

FAQ 4

Who is running this project?

"big. small. all." is an independent non-profit organization comprised of representatives from business, community organizations, and government. The purpose and structure of the organization is laid out in a written charter.

The overall strategic direction and fiscal supervision of the project is in the hands of a Sponsors Council comprised of the chief elected or executive officer of major funding organizations, and also includes other community leaders acting in a personal capacity. The Sponsors Council is chaired by Champaign County Board Chair, Barbara Wysocki, with University of Illinois Chancellor Richard Herman as Vice Chair.

The design and implementation of the project is overseen by a 33 member Steering Committee representing a wide array of businesses, organizations, and governments. The Steering Committee is comprised of folks who are willing to volunteer their time and energy to make the project successful and grew out of existing networks in the community. The Steering Committee is led by two co-chairs: Bruce Knight, City of Champaign Planning Director and Jennifer Armstrong, Executive Director of 40 North 88 West.

The day to day decisions are in the hands of a 10 person subcommittee of the Steering Committee called the Project Coordination Committee.

"big. small. all." has also employed two consulting firms to assist with the project:

- ACP, Visioning and Planning, Ltd. of New York City [www.acp-planning.com] was engaged to design the process and run the public dialogue at the heart of the project.
- SURFACE 51 of Champaign [www.surface51.com] is providing advertising, design, web, publicity and public relations services to ensure effective communication to the widest possible audience.

The Champaign County Regional Planning Commission (www.ccrpc.org) is acting as project manager and fiscal agent for the project.

How much will the project cost?

The estimated total cost of the project spread over two years is $320,000.

Who is paying for it?

"big. small.all." is designed as a public/private collaboration. It is funded by numerous contributions from business, community organizations and government. To date, contributors include:

- Champaign County Chamber of Commerce
- Champaign County Alliance
- Champaign County Regional Planning Commission
- University of Illinois
- City of Champaign
- City of Urbana
- Champaign County
- Village of Rantoul
- Carle Foundation Hospital
- Community Foundation of East Central Illinois
- Champaign County Community Design and Conservation Foundation
- Champaign-Urbana Mass Transit District
- Anderson Foundation

Hile Group Recommendations for City of Bloomington Visioning Process
April 3, 2012

This document is informed by a meeting convened by Bloomington Mayor Steve Stockton and City Manager David Hales on February 28, 2012. Participating in that discussion were the Mayor and the City Manager, Assistant City Manager Barb Adkins, City Council members Jennifer McDade and Mboka Mwilambwe, and Hile Group President Julie Hile.

The document is organized into two parts:

- The City of Bloomington's Story and Felt Need, and
- Hile Group Recommendations For the City's Proposed Visioning Process

The City of Bloomington's Story and Felt Need

The City is considering stepping off on a visioning process as a means of creating a unified vision for the community. The group framed this process as a basic shift within the City's governance from reactive to proactive, to include a broadly shared understanding of Bloomington's strengths and gaps in relation to "what we want our city to be" and a greatly-improved ability to anticipate significant changes that lie ahead.

Mayor Stockton spoke of his desire for a "consensus-based, inclusive process which will principally educate citizens/the public about the benefit of components of the vision and plan." He reached for a future-thinking subgroup which would necessarily engage a wide range of stakeholders from across the area. The City of Bloomington is, after all, one part of a vital economic, sociological, and political region which also includes McLean County, the Town of Normal, and local institutions such as Illinois Wesleyan University, Illinois State University, local school districts, and regional businesses.

An immediate and central question for the process is whether to begin with a City of Bloomington-specific plan with phased expansion to include the region or to begin with a regional plan.

Immediately apparent as the group's thinking warmed up was the need for due diligence as reflected by a thorough review of documents, strategic and otherwise, already in place as developed by various regional stakeholders. These include, but are hardly limited to:

- Regional Planning Commission Comprehensive Plan
- McLean County Regional Comprehensive Plan
- City of Bloomington Strategic Plan
- Downtown Bloomington Plan
- Town of Normal Sustainability Plan
- Main Street Corridor Plan
- Citizen Summit

- Budget Open House
- EDC Five-year Plan and TransSummit White Paper

Mayor Stockton lay out a "trifurcated" framework for the process, which acknowledged, first, the essential precondition of a unified City Council. Second, it combined full-on review of the above-mentioned existing resources and plans by representatives of regional stakeholder groups alongside local resident Subject Matter Expert (SME) futurists, leading, third and finally, to a combined plan.

The discussion reflected next on the pragmatics of this endeavor, once again noting the challenge of City Council unification, and adding to it the tensions in play in Bloomington, to include:

- Citizen concerns about the state of infrastructure—streets, sanitary and sewer, storm water, and culinary water systems;
- Public wariness even now to serve on Boards and Commissions, based for some upon prior frustrations with such service;
- Completion of long-range Capital Improvement Master Plan;
- The City's current transition to managed competition in order to ensure maximum return on its fiscal investments;
- Economic Development in the context of continuous state, federal, and global financial challenges; and
- The realities of time constraints for City personnel and staff resources.

The group agreed that City staff does not have the capacity nor the expertise to facilitate a visioning process and that there is sure to be local expertise that can offer such support. The Mayor confirmed that local is better than the hiring of "experts" from outside the region. We also agreed that the success of the project would ride on open and aggressive communication as discussions unfold, perhaps through a website or other social networking technology.

Finally, meeting participants confirmed the following questions about visioning process next steps:

1. How likely is it that Council's current efforts to improve its processes will lead to the kind of unity a visioning process requires? How willing will these key players be to share decision-making and community planning on this scale with members of the public and with other entities in the region?
2. How much time would the project require from City staff?
3. What cost sharing or combined resourcing is possible for the project?
4. What resources are needed for an external facilitator?
5. How much time will it take for this process to work itself out?
6. What internal accountabilities are possible for the project?
7. Is the City of Bloomington, writ large, ready for a visioning process? If no, what would it take to prepare the City for the effort?

Hile Group Recommendations For the City's Proposed Visioning Process

Hile Group affirms Mayor Stockton and the City Manager for engaging in this discussion of a city-wide visioning process. The recommendations which follow, in fact, focus primarily on framing the project up and positioning it properly prior to public engagement. More to follow, once initial work has been completed.

- We agree strongly with the concept of an inclusive process, one which reaches out to the City's citizens and to essential regional partners with which its fortunes are enmeshed.

- Importantly, we would endorse—and expand upon—the plan to situate the City's visioning process in the context of the many other planning discussions that have already been completed. This is, in our view, actually an unusual and bold move: it begins by affirming that others have done valuable work even as it stakes out new territory by refusing to re-invent for the sake of reinvention. So, a two-part process:

    1. Focus first on a City of Bloomington vision, as informed by the other plans. What in those plans appeals to the City? On what initiatives would the City like to take the lead? Then, what's missing? What more or different would Bloomington wish to do and "be"? Accomplish this work with the help of a City-specific project team.

    2. Then, with the help of an expanded, region-based team, identify areas of overlap and complementarity among all plans that could lead to regional harmonization and collaboration. Within that team, decide who will take on leadership of which initiatives and with what accountabilities one to another. As an added potential, capture ideas and language about the region's image which emerge during this process, and plan for refinement of same into the image campaign the Mayor and others have wished for.

    In our view, this approach creates a platform for genuine leadership by the Mayor and the City Council, who would create a mechanism for integrating multifarious plans not sufficiently harmonized today. It could be stunningly efficient, and its affordability and return on investment significant. In fact, the process would at once conserve City dollars and add value to other plans by linking them tactically. Surely this is the stuff of legacy for the Mayor and City Council and of considered, strategic forward movement for the City, and for the region as a whole.

- We agree that external, local facilitation would be a good thing. We are experienced with such efforts, as you know, and we believe our work to have been valuable when we have been asked to serve. City staff deserves expert support and "cover" in a process which carries with it the potential for debate and productive disagreement. We caution once again, however, that local talent like ours, while trusted by many, can heat issues up if prospective participants have been dissatisfied with outcomes of prior public processes.

- We at Hile Group encourage the Mayor, City Council, and City Manager to set its visioning process up for strong public support by *positioning* it effectively before engaging the citizenry in earnest. This positioning would include the following:

1. Finish bringing the City Council together substantially enough so Councilmen and Councilwomen agree to support a participative public process fully. Much rides on Council's ability to lead successfully in this manner.

2. David Hales and his team currently have several projects underway designed to further stabilize City processes. It is important for you to decide which of these are best completed to ensure needed support for a visioning process and to complete them. Let this work also include benchmarking with other communities on their visioning processes, especially as it relates to the efficient use of staff resources.

3. In the meantime, confirm your list of regional entities and their plans/resources to be considered in the City's visioning process. Get representatives of those SMEs moving on their document review for Part 1 as described above, and as partners for Part 2. Also, seek out your local futurist SMEs and gain their commitment to work with the project.

4. Once you have embedded essential planning document and futurist SMEs into the visioning process, Hile Group recommends that the project team draw upon what it has learned to answer the list of questions brainstormed on February 28th and to scope out specific steps for public engagement and launch of visioning Part 1. While we have ideas about how this would play out, we would wait to offer them until this information has been gathered and understood.

As mentioned above, this is as far as we can take our recommendations at this time. We are happy to answer any questions and discuss these recommendations with you further, at your request. Please let us know how we have done for you, and give us a call if you would like to follow up.

DEFINING OUR FUTURE: A VISION EMERGES FROM COMMUNITY INVOLVEMENT

In the continuing recessionary environment, businesses have closed, unemployment is up, and communities are focused on maintaining infrastructure and services in the face of declining revenues. Even Bloomington, which has historically had a reputation for being "recession-proof", has found it necessary to recognize the economic realities around it, and adapt by setting priorities and cutting expenses.

The events of the past few years have been a wake-up call for individuals, businesses, and governments alike. We now know that many familiar concepts may be questioned in the future and are not necessarily safe assumptions. We have also seen that prosperity may not come as easily as it has in the past – our nation is competing with strengthened economic interests elsewhere in the world, our state is struggling with fiscal problems and an impaired reputation, and – locally – some of our long-established employers have departed, reduced employment, or have at least curtailed growth.

Beyond economics, new technologies are changing the way we work, collaborate, and educate. Advances in communication and transportation are changing how we shop, how mail and goods are shipped, and how we travel – the world is becoming "smaller". Assumptions about sources and uses of energy are being questioned, and some even feel that our weather will be different in the future.

What will the world be like in 10, 15, or 20 years? How will our own community fit in? Will we be properly positioned to prosper and maintain our quality of life, or will advancements bypass us because we are not willing or able to adapt? Can we just leave our well-being to good fortune, or must we take steps now to plan for the future?

Isn't this something that impacts everyone? Prosperity has obvious direct impacts on services, crime, and even charitable activities. But there are also indirect effects. Recently, I was approached by a gentleman who was retired and said he was against spending any funds on economic development because he no longer was in the workforce himself, and his retirement put him onto a fixed income. I asked him if he would ever want to sell his home, and he said that there would come a time when he would no longer be able to keep it up, and would probably sell it. I asked him if he had grandchildren, and he said he hoped to have some soon, and that he hoped they would be here, close to him. Finally, I asked him if he wanted to keep his property taxes low, and he said that he thought they were already too high.

I explained to him that, if our economy isn't robust, he may have difficulty selling his home. I also asked how his grandchildren could live locally if their parents can't find a job here, and instead move to a more prosperous area, possibly far away. And, then I explained to him how local businesses contribute to the community not only through salaries and purchases, but also through taxes they pay, reducing the amounts paid by homeowners.

Economic development is closely tied to the quality of life we enjoy. The level of prosperity enjoyed in any community – whether it be national or local – is clearly tied to the wealth available. McLean County, with an agricultural base, has also been able to attract other employers who bring billions of dollars from

the outside world into our local pocketbooks. These dollars flowing into our local area create even more jobs in the medical community, retail stores, construction, etc. Even the smallest communities understand these principles, and the past completion for economic development will only intensify as the recession lifts.

How will our community compare with others in the future? Every community will be thinking about what they must do to have an advantage over others. So, the fundamental questions include:

1. What will the world be like in the future? What will current residents, as well as those that might move here, value in their lives and expect from their community? What can we no longer assume? What will technology change? What challenges must we be prepared for? How will our competitors up the bar on quality of life? What opportunities will we be uniquely suited to offer, and how do we make those a reality?

2. How will McLean County distinguish itself in the future? Why would someone want to bring their career and family here over other places? Why would existing residents want to stay here for a job, after retirement, or return here after college? Competing communities have weather and natural features like beaches or mountains that make them more appealing. Here, our attraction is more dependent on what we can offer in quality of life. How will we stand out from the pack? Unfortunately, we cannot be everything to everyone, so we must be prepared to set priorities, and we know that different people will want different things.

3. Why would an existing employer keep jobs here, or expand here? Why would a new employer choose us over Chicago, Peoria, Indianapolis, or even another country? What are fair business taxes to impose without driving jobs away? What community features, like good roads and an airport, are necessary just to get into consideration? Yes, some selection factors may be out of our control, but that means we may have to redouble efforts to overcome disadvantages. We need to be able to think from an employer's perspective and make our community a clear choice. Without jobs we will not be able to keep our children and grandchildren here, and that further impacts retirees – studies show that the number one factor in retiree's choice of a place to live is not weather or cost of living, but rather, proximity to family.

4. What guiding principles must we use in shaping our future? How do we assure that our prosperity benefits everyone, not just a chosen few? What are the advantages and disadvantages of growth, and how can we manage growth to optimize the benefits? How can we balance the costs of a good quality of life with reasonable taxes and regulation? What should be offered by government and what can be left up to the individual and the private sector?

5. Once we have a vision for what we can be and what McLean County should and can best offer, how will we make this a reality? Unlike some earlier plans, how can this vision spawn priorities, goals and principles that are considered every time we make a decision? This cannot be just a binder that sits in a bookcase. Is a particular agenda item for the City Council going to take us closer to, or further from, our desired long-range vision? How can we get everyone – individuals, governments, businesses, education, and non-profits – pulling together in the same direction?

6. How should we brand our community? This consists of name recognition, followed by the identification of what unique attributes we offer that will distinguish us and attract people to our

community, whether it be for jobs, a college education, or tourism. We should develop a reputation that entices every high school graduate in Central Illinois to aspire to live here after graduation.

Any effort to develop a vision should not only focus on the result, but also on the process. Just as important as the final report is the process of getting some big questions out for thorough community debate and understanding, so this clearly cannot be done behind closed doors by a small group of people. Rather, it must offer all segments of the community a chance to have their perspectives heard. This will involve two-way communication, both talking and fairly listening to others' needs and ideas. Certainly, there will not be total consensus on everything, but we should be able to get some agreement on some principles, and even where we can't totally agree, we should at least better understand the different factors involved. Having a shared knowledge of public opinion and some guiding principles will help our governments to individually reach faster resolution of controversial issues and collectively better achieve intergovernmental cooperation.

Another benefit to this community engagement is interesting more people in becoming involved in government. The process and publicity will educate citizens on the issues and create interest in board and commission memberships.

How can a visioning process be structured? Bloomington is about to begin its comprehensive planning process cycle, and the Planning Commission has suggested that we follow the lead of Peoria by doing some visioning on the front end. After all, how can we define the detailed physical aspects of our community – things like growth, zoning, and infrastructure – without knowing what our long-term vision is? Furthermore, the City Council can probably attract broader interest and resources than the Planning Commission, and would probably be a better sponsor.

Because Bloomington is closely linked to Normal and rural areas of the county, there is also an opportunity to involve those governments. I have preliminarily spoken to representatives of Normal and McLean County, and they have interest in participating pending further resolution of the structure and discussion with their own boards.

I have also explained the process to the superintendents of District 87 and Unit 5. Education is a key part of a community vision.

Some work has already been done. The community did a limited form of visioning fifteen years ago. The Town of Normal began some of the process internally ten years ago, and advanced its effort with a "sustainability" study begun two years ago and recently completed; they report that well over one hundred people participated. Other cities have documents from similar studies that may be useful. David Hales has experience in North Carolina with a similar effort.

Additionally, Illinois State University has gone through a process to create and update its vision for the future. I believe we can learn from the university's experience, and draw upon some resources there. I think the same will be true for some other entities in our community, including Illinois Wesleyan University.

Most notably, the City Council did itself do some strategic planning, resulting in several broad goals such as strong neighborhoods and intergovernmental cooperation. While these are a good start, they are not true visions, and they were formulated by without much analysis or public input.

The Bloomington City Council has often asked for more participation from its citizens on *ad hoc* committees. The annual community vision meeting is a very limited form of an opinion and visioning process, but we must involve not only more people, but more categories of people.

We could expect interest from many areas of the community, and could involve 100-150 citizens directly and thousands more through surveys and forums. Committee involvement could include representatives from the following, to name just a few:

- Ordinary citizens representing various areas and demographic groups.
- Pastors and social service agencies.
- Educators at both the local and university level, including organized labor training.
- Businesses, both large and small, including the Chamber of Commerce.
- High school and university students, and young professionals.
- Various governments, including Bloomington, Normal, McLean County, rural mayors, and key agencies like the Regional Planning Commission, EDC, CVB, Airport Authority and BNWRD.
- Futurists in both technology and social disciplines.

This is just a draft. At this point, the parameters are fluid, and other governments are ready to discuss this. I would appreciate the City Council's input on how we should shape this opportunity.

This is a bold and ambitious undertaking, but it has the potential to focus the entire community on guiding principles and goals that have been carefully analyzed and customized for our own local situation, leading us into the future with a deliberate plan.

Steve Stockton
Mayor
City of Bloomington

January 18, 2012

PANTAGRAPH.COM

Residents' role in Bloomington planning discussed

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BLOOMINGTON — Before delving into the next comprehensive planning update, city leaders will have to determine how the public will influence it.

The city's planning commission is now gearing up to update Bloomington's comprehensive plan, last updated in 2005. A 21-month draft schedule for the project includes about six months of "community visioning" in which members of the public would be asked to describe what they want Bloomington to look like in the future.

The plan and the public role in it were among topics discussed Wednesday at a City Council work session.

The visioning process is new to Bloomington's planning process and has been pushed by Mayor Steve Stockton as a necessary foundation for the end product.

Ward 2 Alderman David Sage said he wants to make sure the city uses information it's already gathered from the public and any of its old plans.

"I don't want to go back and plow ground that we don't need to plow," Sage said. "We've already got a wealth of knowledge."

Stockton said that without a visioning process, the council would be doing exactly what it told the Bloomington Public Library not to do. The library had determined it needed a new branch on the city's east side, but alderman asked them to slow down to perform an in-depth facility needs study and get more public input.

Before the city tries to engage the public through a massive planning project, the city should first finish its plans to broadcast City Council meetings and update its website, said Ward 5 Alderman Jennifer McDade.

"It's not about 'Do we ever do visioning?'," McDade said. "We're at the tipping point of doing a couple of day-to-day citizen engagement things much better. … I just want to see us finish what we've started before we move on. It's just a timing issue."

Aldermen also discussed proposed rule changes and clarifications for City Council meetings that in December were dismissed as too subjective and stifling of citizen participation.

City Attorney Todd Greenburg said his staff had since revised the rules after aldermen individually submitted specific complaints. He said the document likely would meet some opposition but could probably pass with at least five votes — the necessary majority.

Stockton said he had not yet seen the new draft and no details were revealed at Wednesday's meeting. He said he was willing to make changes but emphasized an

immediate need to add specific rules against weapons in council chambers and how the public can approach aldermen during a public meeting.

ONE OF THE COUNCIL'S RESPONSIBLILITIES IS TO ENCOURAGE BIG-PICTURE PLANNING

We cannot leave our future up to chance. A proactive government should be planning for the future, not just reacting to current events. Although there are many more, here are a dozen examples of the types of fundamental questions that we should be answering now, so we are prepared and not just reactive to the future:

1. How will our environment be different in the future? What are things that we do today that may no longer be appropriate or affordable? What new things must we do to thrive and survive? How do we purposely plan to be at where we need to be when changes are thrust upon us? What will we able to afford in the long term, considering that total cost borne by taxpayers is not only the capital cost to build, but also the expense to operate in the future as costs (such as energy) change.

2. Do our citizens understand why we make the decisions we make and that most of our decisions are not made individually but are part of a framework of priorities and balancing? Can we better illustrate how the decisions we make are related to the bigger, long-term, picture and eventually everyone's individual welfare? Are we ourselves sure that the decisions we are making today are all pulling us in the same direction and not conflicting with each other, our ultimate goals, or with decisions made by other entities? How can we get our citizens together to discuss the issues to get some consensus and understanding of where we should be going, so we can all pull together – not against each other – for the common good that indirectly helps everyone?

3. What are our highest-level, long-term goals? How would we describe our ideals for what our community will look like 10, 15, 20 years from now? How do we purposely design our future – rather than leaving it just to chance and external factors – to distinguish our community from others? Why would a company want to bring its jobs here? Why would people want to bring their careers and families here as compared to someplace else? Certainly, other communities are endeavoring to compete with us, and we cannot allow our area to be surpassed and become just another "average" community. So, how do we plan to use our strengths and fix our weaknesses to stand out and be better than our competitors?

4. What will society value in the future? Probably not exactly the same things as today, as desires are subject to change as new opportunities are created by advances in transportation, communication, and lifestyle. Advances like the automobile and air conditioning changed population distribution, and changes in technology and resources will create further changes that we must prepare for. Do we want to plan our city and build infrastructure for today's model or for tomorrow's?

5. We would all agree that a good quality-of-life is important, not only to current citizens, but also to potential new citizens. But, that means different things to different people. What aspects of quality-of-life do most of our citizens agree on? What are the minimum "needs", and what are the desirable "wants" that, when fulfilled, make one community stand out over another? Since

not only provide more jobs and tax revenues, but will make our community a desired location for our children and their families to remain, keep graduates of our colleges and universities, and become an attractive relocation choice for recent graduates and retirees from miles around.

11. Although we may be the "best-kept secret" place to live in Illinois, creating a good reputation is important to attracting the jobs and people we need to prosper in the future. What makes for a good first impression, and then how do we live up to it? Once we decide what we want to be and who we want to appeal to, we must communicate our "brand" to employers, graduates, families, retirees, and others, so that they know why we are a great choice. We must build name recognition, associate it with a positive image, and tell our story. Is there a "catchy" phrase or theme that expresses what we really are and makes people take notice and remember us positively, just like a commercial product?

12. Like everything else, government models may become outdated. Can our governmental units work together in different and more efficient ways? What opportunities exist for improved cooperation, including shared services, better communication with citizens, elimination or merger of redundant entities, etc.? Are there better models that can synergize better and more efficient services, yet provide the communication and responsiveness that our citizens desire?

What other questions could be added to this list?

CITIZENS SHOULD BE PART OF THIS VISIONING PROCESS.

The Council has often discussed the importance of citizen input and stressed the use of ad-hoc committees. While there have been valuable opportunities for selected citizens to participate in small group sessions, they have usually been limited to invitees and last only a few hours, which encourages off-the cuff opinions but little thoughtfulness or well-researched concepts supported by facts.

About 15 years ago, the Chamber of Commerce conducted a visioning process. However, it was done mostly behind closed doors by selected committees. As a result, it was not well known or widely accepted.

A true visioning process should not only create a report that is truly representative of broad citizen input, it should also educate everyone in the process. If meaningful discussions are held in open forums about the rationale for certain goals, the citizenry in general will appreciate why those goals are important and will better understand why subsequent day-to-day decisions are being made.

Furthermore, the community seems to sometimes debate certain fundamental goals repeatedly each time a day-to-day decision is made. It would be far better if some principles could be decided and communicated in advance as a foundation for routine decisions. This would include basic principles such as the importance of economic growth, neighborhood livability goals, community priorities, etc. This would give a broad spectrum of citizens the opportunity to participate in basic community decisions, rather than just those who happen to be interested in a particular zoning issue, etc.

Having a consensus framework of a vision, high-level goals, and priorities also helps to assure uniformity and day-to-day decisions that fit together and all support the desired outcome.

While some committees would be necessary for organizational purposes, their decisions should not be limited to their membership. Rather, the committees should hold public forums to allow any interested citizen to help shape the questions, weigh the input, and define the vision. Such input should also include citizen opinion surveys to determine what is important and how things should be prioritized.

Committees could give opportunities for dozens of citizens to become involved in the process as members, hundreds to participate in forums, thousands to participate in surveys, and tens of thousands to read or hear about the discussions in the media. Having input from such numbers of people would be valuable when making day-to-day decisions, and would improve upon small, narrowly-based discussions that tend to occur when a few people come together on particular day-t0-day issues.

Partnerships could be forged to assure public communication and reduce the burden on government staff. For example, the *Pantagraph* has expressed interest in possibly providing special coverage for community discussions via print and/or a website. Other media would certainly find newsworthy topics in these discussions.

Other organizations and businesses could be asked to provide funding and resources, such as research or loaned personnel. This could further reduce the burden on City of Bloomington staff.

OTHER ENTITIES MAY BE INTERESTED IN PARTICIPATING

There is indication that other governments may be interested in joining in the effort. Many of the higher-level issues would benefit from inter-government discussion and cooperation.

Although there has been no specific proposal advanced, conceptual discussions indicate that McLean County, the Town of Normal, at least two school districts, several charitable organizations, and a number of churches have indicated that they would consider participation. Additionally, a number of candidates who have been interviewed for board and commissions have expressed enthusiasm about serving on committees, and this is a good opportunity to get more interested people involved, before there may be open opportunities to serve on a board or commission.

We have also had interest from university officials to possibly provide resources, in the form of student and faculty resources, to assist in research and logistics.

This can truly be a community effort.

HOW DO WE "RIGHT-SIZE" THE PROCESS?

With so many initiatives and action plans occupying City staff time, it is important that we not create a process that will require excessive resources or collapse under its own weight. At the same time, we want a process that is meaningful and will pay dividends into the future – time invested in setting direction now may save much discussion and wasted effort in the future.

The Council recently asked for more information, and should reference the report from Julie Hile included in the packet, as well as the Town of Normal's sustainability plan that is available on its website.

It is proposed that the City authorize more detailed discussions with other governments and potential partners to determine their interest, contributions, and desired scope for the study. In the meantime, we could begin organization of two committees that would precede the main effort, yet provide valuable information in their own right:

- Committee to assess previous efforts. This group would gather resources such as the Chamber of Commerce, Peoria and Normal studies, visioning done by major entities in the community (businesses, ISU, IWU, charitable organizations, etc.) to determine overlap, agreements, conflicts, open questions and what research and decisions might be useful in this effort. This report would shape the effort to come.
- Committee to predict future environment. This group would predict likely, social, economic, legal, and technological changes that might create new challenges and opportunities and shape the future vision and strategies available to our community.

After the above groundwork is complete, the main effort could proceed with the formulation of various topical committees, along the lines suggested in the January 18, 2012 paper, or as modified by the sponsoring governments.

The initial committee report should be due no later than mid-year 2013 or earlier if necessary, and would feed into two further efforts, the comprehensive plan effort and a branding effort that would recommend a strategy to tell our story first to the community and then outside the community. Since the visioning process is a high-level goal effort, there might be further efforts to develop further lower-level goals and implementing strategies.

Depending on the exact schedule, the entire effort, including the separate comprehensive plan effort, should be complete by late 2013 or early 2014.

Some thoughts to consider for the City Council Retreat, October 20, 2007

At our retreat on Saturday, October 20, we will talk about developing consensus and working together as a group to better our city. Discussion will focus on working as a team, being proactive, and the importance of developing a plan and policies to guide the City into the future. Following are a few thoughts about the importance of a plan and what some other cities have done.

The importance of proactivity and a plan. A plan is important to assure that the City is always moving in the right direction. A plans is also important to:

1. Provide direction to staff in the form of desired outcomes for everyday operations. Together with policies, a plan provides the basis for staff decisions to be made.
2. Provide coordination, to keep different areas of the City and its partners all moving in the right direction, together, and not in conflict with each other.
3. Set priorities, as there will always be limitation in resources.
4. Measure progress against goals and identify emerging problems quickly.
5. Provide guidance for evaluation of employee performance.
6. Become the catalyst for discussion.
7. Enable quicker reaction through proactivity.
8. Encourage innovation.

The City has always had a plan of some sort, especially for capital expenditures, but it can always be improved by looking further into the future and by focusing more on social outcomes than on tasks and projects.

What is the responsibility of the Council? The Council has the ultimate responsibility for the City's operations and achieving the "mission" of the City. This includes the more specific and obvious duties such as approving expenditures and contracts. Most Council meetings are consumed by these routine duties. However, the more difficult responsibility is in setting the policies and priorities under which the City will operate. These issues are subjective and require philosophical discussion about what is important to the City and its citizens. This is the beginning of a plan.

Developing a vision of life in the City may be a helpful first step in planning. The vision can be an easy way to visualize and accommodate the components of life quality that should be available to citizens. Because a vision is about the future, it should take into account potential changes that will impact the City. The future will bring new opportunities and new threats, and a vision should account for those possibilities.

Mission of government. Any vision can be limited by the concept of the City's mission. One very broad and powerful mission could be: "Optimize quality of life for residents at a reasonable cost."

On its surface, this simple mission is difficult to criticize. But it raises some questions that will spark debate. What are the important components of "quality of life"? Someone may feel a civic opera is what we need, but others may just want better streets.

What is a "reasonable cost"? What "costs" are contemplated (taxes on residents, taxes on visitors, or increased costs of doing business or living in the city because of regulation?), and how should they be allocated among sources?

Whenever a resource is limited, there is a need to balance competing objectives. This mission implies the need for balancing, as a city cannot do everything for everybody and must make choices, especially when costs must be limited. Staff depends on the Council to make policies and priorities that define how competing initiatives will be balanced and how they will be funded.

Finally, the City cannot do everything. The quality of life mission includes many aspects that are out of the scope of the municipal government's absolute control. To avoid being overwhelmed, the City must decide what it can and cannot be expected to achieve. This means focusing on the important issues over which it has control. However, even if the City does not have primary responsibility over some components of quality of life, it can work and plan with those public and private entities that do.

Elaborating on the vision. A vision should describe the components of life quality that should be offered in the future. Some new services may be offered. It will probably also include many of the services offered today, although some might be enhanced, and there may be new and innovative ways of delivering services.

For example, a vision may include the broad idea of responsive government. Even if the government is considered responsive today, technology may offer ways to improve on responsiveness. Wireless phones that pinpoint location could be used together with a 3-1-1 dial-up service, so that a citizen could report a streetlight out or garbage that needs pickup just by dialing 3-1-1 and pushing a few buttons in response to an automated attendant. While the details of the technology may not be important in the initial vision, any preference for responsiveness should be clearly stated, and the vision should be flexible enough to allow the City to adopt innovative methods.

Say that a city decides that there are four major components of a vision for a particular city: (1) livability for residents, visitors, and those that work in the city, (2) safety and security of everyone in the city, (3) economic development to enhance prosperity, and (4) reasonable costs and budget compliance. These broad objectives are too vague and need more detail to be usable in a plan.

The livability part of the vision could be stated as "improve livability for residents and those who visit and work in the city". Some examples of initiatives for livability could be:

Example Initiatives	Example Metrics	Example Goals
Offer better primary/secondary education and job skills training than any other downstate city.	1. Achievement test scores relative to other cities. 2. Graduate success in college admission or obtaining jobs.	1. Keep at least x% higher than other cities. 2. Increase by y% each year.
Offer superior local medical care for prompt treatment of life-threatening emergencies.	1. Number of beds and specialists available for critical care. 2. Percentage of patients that must be transferred. 3. Death rates.	1. Increase by y% each year. 2. Decrease by z% each year. 3. Decrease by z% each year.
Offer unique recreation and entertainment opportunities that meet needs of residents and draw from outlying areas.	1. Miles of trail. 2. Number of users/attendees per 1000 population. 3. Number of attendees living over 15 miles away.	1. Increase by y% over each five years. 2. Increase by y% each year. 3. Maintain at w%.
Keep infrastructure updated.	1. Percentage of total mileage of streets resurfaced annually. 2. Lineal footage of sidewalks deemed unsafe. 3. Percentage of homes not receiving adequate water pressure. 4. Citizen satisfaction (via random sample survey).	1. Maintain at w%. 2. Decrease by z% each year. 3. Decrease by z% each year. 4. Increase satisfaction by y% each year.
Emphasize neighborhood quality of life.	1. Number of noise complaints. 2. Percentage of cars speeding on residential streets. 3. Percentage of refuse collections made on time. 4. Number of outstanding code violations concerning residential properties.	1. Decrease by z% each year. 2. Decrease by z% each year. 3. Deviations not to exceed u%. 4. Decrease by z% each year.
Emphasize home ownership.	1. Average price of entry-level home. 2. Percentage of households in owned home. 3. Rate of foreclosures.	1. Not to exceed v%. 2. Increase by x% each year. 3. Decrease by y% each year.

Similar initiatives can be developed for the other areas. However, keep in mind that these are just examples, and will vary from city to city and even from time to time.

Attachment A shows an example set of goals developed by the consulting firm EMA.

Balancing. A good set of initiatives is balanced to represent the diverse needs of the City and its citizens. Although the overall set of initiatives should be best for the City as a whole, individual initiatives may represent compromises to address needs of specific areas or economic/demographic segments. A good vision includes at least some benefits for every segment of the City.

A balanced set of initiatives should not be seen as contradictory, but rather should be seen as a challenge to optimize. All businesses and families face the need to balance various desired benefits and to live within income, and it should be no different with government.

A good set of initiatives should force the City and its staff to set priorities and to compromise between competing objectives, including not only benefits, but also costs. That's why budget constraints are included as one factor to balance.

Balanced initiatives will also give some consideration to all stakeholders: the City's owners (residents, taxpayers, and voters), its customers (residents and visitors), its employees, and even general society in general (for example, not polluting, or helping mankind in a sustainable lifestyle).

In balancing, some attention should be given to the concept of stakeholder value, especially as new methods and technology offer more efficient ways to achieve goals.
Value is the ratio between benefits and cost. In general, if benefits can be increased at a higher rate than cost, value goes up. But because all benefits (like the opera) may not be as important to everyone, priorities must be set with regard to how widespread the need is. That's not to say that every benefit must apply to the majority of the City; a vibrant City that retains its young and retired, and attracts new employers and workforce, needs to cater to a broader variety of needs (such as skateboard parks). Every City is made of a subset of smaller, diverse communities, and the strength of the whole depends on the strength of the different components.

Finally, the City's initiatives should look for strategies that are "win-win" for various groups of stakeholders. For example, benefits to employee stakeholders can be increased by just giving raises, especially those that exceed the rate of inflation. But if employees do not become more productive, there is a cost to the owner and customer stakeholders. The better, win-win, strategy is to find ways to increase benefits to the owners and customers, and then pay employees more for their better training, skills, and productivity. Using new technologies often is a win-win strategy, because automation increases efficiencies but also requires more advanced skills from employees, for which they can be paid.

Basics versus frills. For fiscal year 2007-08, the Council directed staff to concentrate on a "back to the basics" program, with particular attention to infrastructure, public safety, and water.

Staff responded with a budget that included more money for road and sidewalk repairs. The street resurfacing budget alone is almost triple what it was two years previously, and the results are already obvious around the City. Crumbling downtown sidewalks have been replaced. The dilapidated filling station at Main and Empire is now gone, and the Coachman Motel is expected to be down by the end of 2007.

The fire department has presented plans for two new fire stations to serve growing areas of the city. New organizational structures, training programs, and hiring requirements have been adopted.

After 15 years of uncertainty, the situation with Lifeline Mobile Medics has been resolved. The City will no longer offer dual redundant response with only basic service, which was inefficient, and advanced-level ambulances with dedicated personnel will be dispersed around six locations in the City, ensuring that response time will be improved.

On October 8, the police department presented at a work session, and it is expected that further progress will be achieved. Discussions showed that crime statistics in our City are generally good, but why stop there?

Renewed negotiations are underway with potential water partners in McLean and Tazewell Counties. Downs has joined Hudson, Towanda, and Bloomington Township as part of the existing water system. An interim or back-up plan for unit wells is being pursued. Assuming that a study finds no problems, a pilot location could be operating in 2008. Unit wells are expected to benefit both water quality and quantity problems.

These initiatives represent the City's effort to achieve a balance between basic services and frills such as the U.S. Cellular Coliseum and Center for the Performing Arts. Although a great city offers more beyond just basics, the basics must be secure first. It's like a cake; before the frosting can be applied, the cake itself must be solid.

As the City analyzes its budget, it may be helpful to establish priorities for services. What are the most basic parts of the cake, and what is the frosting? Once categories of services can be established in priority order, various levels of subsidy can be established for each category. Obviously, the most critical services may require the highest subsidies, as this example, partial list illustrates:

Police services	100% subsidy goal (tax-supported)
Refuse collection	75% subsidy goal
Zoo	60% subsidy goal
Code enforcement	20% subsidy goal
Parking enforcement	0% subsidy goal (self-sustaining)

As revenues change from year to year, the subsidy levels may be adjusted. Also, once a service category starts to exceed its expected subsidy level, fee increases may be needed.

Policies and boundaries. The initiatives must be achieved within certain policy parameters and limits. For example, the Council must establish policies for fairness and legality. These policies, together with the laws and contracts under which the City operates, establish boundaries that must be observed as additional balancing factors. Along with a plan, the Council must establish and update policies.

Direction, Empowerment, and Accountability. The Council has a responsibility to give adequate direction to the staff. Simplistically, this could just be a list of tasks and procedures, but true direction concentrates more on high-level goals. Direction to staff should be more than just a list of tasks that are easily achieved, it should be results-oriented, pertaining to the real goals that are sought, and should involve some real effort, or stretching.

For example, does the Council really have the expertise and time to formulate police procedures and tactics? Does the Council really care how public safety goals are accomplished, as long as they are actually accomplished, and within budget, considering various stakeholders, and within the policies of legality and fairness?

Formulating high-level initiatives and goals instead of tasks and goals gives flexibility to the staff. Flexibility is important, because it allows better customer satisfaction and promotes innovation. If staff is shackled with a procedure (if "A" happens, then you must

do "B"), it is difficult to be flexible for customers. It is also difficult to find more innovative ways of achieving the desired end result.

The Council could direct the police department to establish substations on the east and west side, to have a certain number of officers on patrol at certain times of day, and to follow a particular organizational structure, but would that really be the best way to decrease crime? The real interest of the Council is not how many officers are on patrol, but rather how many crimes are committed and solved.

Attachment B shows a possible set of goals for a police department.

Empowerment is all about selecting good experts and allowing them to do their job. Staff has expertise in specialized areas and is on the job 8 hours (or even 24 hours) a day. The Council is not selected on the basis of its police expertise, and only meets briefly at occasional meetings.

But empowerment of staff also has its price: "accountability". Staff will be held accountable for achieving the high-level goals established by the Council. Failure to attain goals should be dealt with remedially, and could even involve removal of an employee. Achieving goals should involve rewards to provide positive incentive.

Once metrics and targets are set, periodic reports can be provided to the Council to assure that everything is running according to plan. If serious deviations develop, the Council is alerted and possible action can be taken. "Dashboards" are short (often one page or one screen) summaries that contain a broad range of metrics. Like the instrumentation on an automobile dashboard, an indicator can be printed in yellow or red to show a moderate or serious deviation from plan. Attachment C shows a dashboard developed for the City of Akron, Ohio public service department.

High-level initiatives and goals can be used by management to develop lower-level strategies, tactics and goals for departments and even for individual employees. In this way, each employee is connected to the overall welfare of the City, and different areas will be coordinated, all working toward the same results desired by the Council.

Performance evaluations for staff. The establishment of a clear direction and specific metrics will assist in the development of an evaluation process for the city manager and other staff. This allows for objective measurements that can be used by the employee to gauge progress over the whole course of the evaluation period, not just subjective measurements that involve Council interpretation after end of the period.

Enhancing city performance management: the "agenda" in Los Angeles, California. The City of Los Angeles obtained an Irvine Foundation grant to hire the international consulting firm of McKinsey & Company to design a performance management system. The result was a program with four aspects:

> ➤ A vision with outcomes to reflect the needs of Los Angeles citizens
> ➤ Initiatives and strategies to achieve the desired outcomes

> Performance management to measure progress and provide early warning of emerging problems
> Building the capacity to carry out the initiatives and strategies

170 outcomes were proposed, and this was narrowed to 120. After careful filtering, seven categories emerged with the first set of about 30 outcomes:

Education. Create a world-class educational system that increases achievement and opportunities for all public school students in Los Angeles and closes the achievement gap for low-income and minority students. Desired outcomes:
> Establish and effective and accountable management system
> Transform LA public schools into a high-performing system
> Engage the greater LA community in the educational system and plans for change
> Improve the conditions necessary for learning (e.g. safety, health)

Economic development. Develop more and higher-quality jobs, facilitate entry into workforce for all residents, prepare residents for high-quality jobs, and provide a continuum of affordable options. Desired outcomes:
> Increase the number and quality of jobs
> Position Los Angeles as a hub for lucrative trade flows
> Strategically select and support completion of signature development projects
> Broaden and deepen continuum of affordable and workforce housing opportunities

Transportation. Increase convenience, reliability, safety, and speed of Los Angeles' transportation system and change how Los Angles looks and how people move throughout the city. Desired outcomes:
> Increase availability and use of public transportation
> Make roadways more efficient and safe
> Maintain long-term competitiveness of LA airports

Public safety. Transform Los Angeles into a world-class model for crime prevention, counter-terrorism, and emergency-preparedness, while changing LAPD and LAFD to reflect the highest commitment to diversity, civil liberties, and community trust. Desired outcomes:
> Reduce crime and improve city's capability to reduce crime
> Improve city's and residents capacity to respond to an emergency
> Improve prevention and deterrence of terrorism
> Increase trust between community and LAPD/LAFD
> Address social concerns that contribute to youth participation in criminal activity

Energy and environment. Transform Los Angeles into the greenest big city in the world and transform Los Angeles into an environmentally sustainable city. Desired outcomes:
> Improve public health by enhancing the environment
> "Unpave paradise" by increasing green space
> Promote environmental stewardship by City of Los Angeles and Angelenos

Opportunity and inclusion. Realize the potential of the diversity of Los Angeles' population by expanding opportunities and inclusion. Desired outcomes:
> Broaden and strengthen community voice in civic life
> Have city services answer need
> Build community assets by increasing the wealth of low-income residents
> Create a city workforce that is of, as well as for, the community

Fiscal responsibility. Protect and wisely invest tax dollars, eliminate waste and inefficiency, and maximize service levels.

Of course, the outcomes for every city will be different, and the Los Angeles outcomes may not be appropriate for other cities. However, the Los Angeles experience provides an example of how cities set goals and manage their execution.

What is the process? To develop a plan for the City, the following steps can be implemented:

1. Develop a mission.
2. Develop a vision to suit the mission. For example, if the mission centers on quality of life, identify categories of quality of life, together with desired outcomes. The vision should be proactive and take into account the future environment. This is *what* should be achieved.
3. Assign some level of priority to each component. Some will be essential, others will be nice to have.
4. For each outcome, work with staff to identify initiatives and strategies to achieve the outcomes. This is *how* the vision is to be achieved.
5. For each outcome, develop one or more metrics to measure progress. Each metric should be associated with a time parameter.
6. Staff, working with the Council, should develop strategies to achieve each initiative and each outcome. From the strategies, costs and needed resources will be identified, and responsibilities can be assigned. Tactics and operating budgets can then be developed.
7. Goals should be set for personnel. For example, the city manager can be given personal goals to correspond to the most important city goals. An incentive scheme can be developed.
8. Individual departments and other employees can be given smaller tasks and goals that are components of the larger goals.
9. Progress should be monitored and, at the appropriate time, employees are held accountable for results.
10. Progress should be periodically reviewed and the vision, outcomes initiatives, strategies, goals and tactics adjusted if necessary. Public input should be used to measure progress and the appropriateness of initiatives and goals. The plan can be the basis for continuity of each fiscal year's budget.

There are other ways to develop and execute a plan. However we decide to proceed, I hope that our retreat will not only bring us together on the importance of proactivity and a plan, but that we will also start to identify some of the more important elements of that plan.

Steve Stockton
October 16, 2007

Some thoughts to consider for the City Council Retreat, October 20, 2007

At our retreat on Saturday, October 20, we will talk about developing consensus and working together as a group to better our city. Discussion will focus on working as a team, being proactive, and the importance of developing a plan and policies to guide the City into the future. Following are a few thoughts about the importance of a plan and what some other cities have done.

The importance of proactivity and a plan. A plan is important to assure that the City is always moving in the right direction. A plan is also important to:

1. Provide direction to staff in the form of desired outcomes for everyday operations. Together with policies, a plan provides the basis for staff decisions to be made.
2. Provide coordination, to keep different areas of the City and its partners all moving in the right direction, together, and not in conflict with each other.
3. Set priorities, as there will always be limitation in resources.
4. Measure progress against goals and identify emerging problems quickly.
5. Provide guidance for evaluation of employee performance.
6. Become the catalyst for discussion.
7. Enable quicker reaction through proactivity.
8. Encourage innovation.

The City has always had a plan of some sort, especially for capital expenditures, but it can always be improved by looking further into the future and by focusing more on social outcomes than on tasks and projects.

What is the responsibility of the Council? The Council has the ultimate responsibility for the City's operations and achieving the "mission" of the City. This includes the more specific and obvious duties such as approving expenditures and contracts. Most Council meetings are consumed by these routine duties. However, the more difficult responsibility is in setting the policies and priorities under which the City will operate. These issues are subjective and require philosophical discussion about what is important to the City and its citizens. This is the beginning of a plan.

Developing a vision of life in the City may be a helpful first step in planning. The vision can be an easy way to visualize and accommodate the components of life quality that should be available to citizens. Because a vision is about the future, it should take into account potential changes that will impact the City. The future will bring new opportunities and new threats, and a vision should account for those possibilities.

Mission of government. Any vision can be limited by the concept of the City's mission. One very broad and powerful mission could be: "Optimize quality of life for residents at a reasonable cost."

On its surface, this simple mission is difficult to criticize. But it raises some questions that will spark debate. What are the important components of "quality of life"? Someone may feel a civic opera is what we need, but others may just want better streets.

What is a "reasonable cost"? What "costs" are contemplated (taxes on residents, taxes on visitors, or increased costs of doing business or living in the city because of regulation?), and how should they be allocated among sources?

Whenever a resource is limited, there is a need to balance competing objectives. This mission implies the need for balancing, as a city cannot do everything for everybody and must make choices, especially when costs must be limited. Staff depends on the Council to make policies and priorities that define how competing initiatives will be balanced and how they will be funded.

Finally, the City cannot do everything. The quality of life mission includes many aspects that are out of the scope of the municipal government's absolute control. To avoid being overwhelmed, the City must decide what it can and cannot be expected to achieve. This means focusing on the important issues over which it has control. However, even if the City does not have primary responsibility over some components of quality of life, it can work and plan with those public and private entities that do.

Elaborating on the vision. A vision should describe the components of life quality that should be offered in the future. Some new services may be offered. It will probably also include many of the services offered today, although some might be enhanced, and there may be new and innovative ways of delivering services.

For example, a vision may include the broad idea of responsive government. Even if the government is considered responsive today, technology may offer ways to improve on responsiveness. Wireless phones that pinpoint location could be used together with a 3-1-1 dial-up service, so that a citizen could report a streetlight out or garbage that needs pickup just by dialing 3-1-1 and pushing a few buttons in response to an automated attendant. While the details of the technology may not be important in the initial vision, any preference for responsiveness should be clearly stated, and the vision should be flexible enough to allow the City to adopt innovative methods.

Say that a city decides that there are four major components of a vision for a particular city: (1) livability for residents, visitors, and those that work in the city, (2) safety and security of everyone in the city, (3) economic development to enhance prosperity, and (4) reasonable costs and budget compliance. These broad objectives are too vague and need more detail to be usable in a plan.

The livability part of the vision could be stated as "improve livability for residents and those who visit and work in the city". Some examples of initiatives for livability could be:

Bloomington-Normal Vision Committee

COMMUNICATIONS & SURVEY GROUP
- Public relations
- Focus group
- Focus group
- Survey
- Survey

STEERING COMMITTEE
Chair, County Board
Mayor, Bloomington
Mayor, Normal
General Chair

GENERAL CHAIR

VICE CHAIR Government & Commerce

Government & Planning
- Former official
- Former official
- Administrator
- Regional mayor
- State official
- Citizen
- Citizen

Globalization & Primary Industries
- EDC official
- Labor official
- State Farm
- Country
- Growmark
- Mitsubishi
- AFNI
- Citizen

Local Commerce & Labor
- C of C official
- Labor official
- Labor official
- Small business
- Small business
- Tourism official
- Citizen

VICE CHAIR Futurism, Technology & Transportation

Future Trends
- University
- University
- University
- Citizen
- Citizen
- Citizen
- Citizen

Communications & Technology
- University
- University
- Communications
- Communications
- Software company
- Biotech
- Citizen

Transportation
- Engineer
- University
- Public transit
- Travel agent
- State official
- Citizen
- Citizen

VICE CHAIR Culture, Recreation & Ambiance

Sports & Parks
- University AD
- League official
- Administrator
- Citizen
- Citizen
- Citizen
- Citizen

Entertainment & Culture
- University AD
- University
- Museum official
- Citizen
- Citizen
- Citizen
- Citizen

Beautification, Ecology & Ambiance
- University
- Employer
- Citizen
- Citizen
- Citizen
- Citizen
- Citizen

VICE CHAIR Lifestyle & Spirit

Health, Medical & Senior Issues
- Hospital official
- Hospital official
- Doctor
- Social agency
- Citizen
- Citizen
- Citizen

Family & Social Issues
- Police official
- Retired judge
- Pastor
- Pastor
- Social agency
- Social agency
- Citizen

Neighborhoods & Housing
- Architect
- Public housing
- Developer
- Landlord
- Citizen
- Citizen
- Citizen

VICE CHAIR Youth & Education

Education
- University
- University
- School district
- School district
- School district
- Citizen
- Citizen

Young Adult Panel
- High school teacher
- student
- student
- student
- student
- student
- student

University & Career Panel
- University
- student
- student
- student
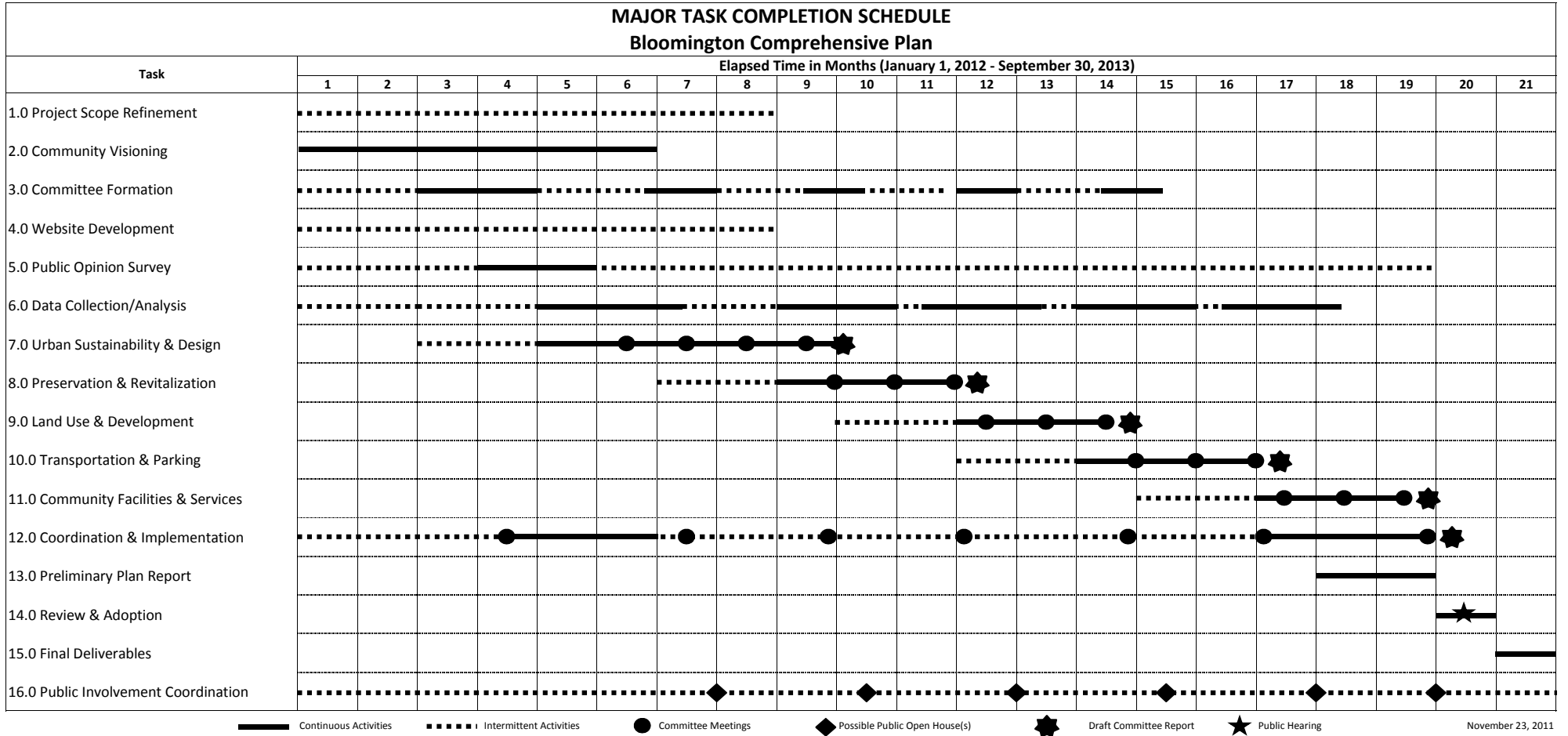- student
- young worker
- young worker
- young worker

Bloomington-Normal Area Vision Committee
Mission, Goals, and General Procedures

I. MISSION
   a. To provide a 15-year high-level plan to optimize the standard of living of McLean County residents.

II. GOALS
   a. Examine McLean County's strengths, weaknesses, threats and opportunities, in light of the changing global environment, policies and technologies.
   b. Develop a vision and high-level goals to "optimize the standard of living for McLean County residents at a reasonable cost" for the time frame 2017-2022.
   c. Recommend key strategies and priorities to be followed by government, social, and private entities to achieve the vision and high-level goals.
   d. Assure that every strata of McLean County resident receives benefit from the plan.
   e. Recommend key metrics to measure progress toward high-priority goals.
   f. Engage the community in debate, assess alternatives, and communicate recommendations so that entities can formulate strategies, prioritize, and take specific actions to achieve the common vision and stated goals.
   g. Assure that the community understands the main objectives and their importance to our quality of life.

III. PROCEDURE
   a. Organize various committees to represent various facets of a community vision, assuring that various perspectives and alternatives will be considered (see draft organization chart).
   b. Reach out to the community for new ideas and perspectives, using surveys, open meetings, and focus groups.
   c. Ask the right questions and develop alternatives in making recommendations. Consider future targets in a changing environment.
   d. Coordinate the findings of various committees to develop a framework of mutually supportive visions and strategies, including significant areas of conflict in priorities.
   e. Budget will be provided by local governments and private contributions. Most work is expected to be provided by volunteers, but reasonable and necessary expenses can be reimbursed.

IV. DELIVERABLES
   a. Deliverables would include: a master report that includes the main findings and priorities, individual committee reports as appropriate, and a statement of how the findings can be refreshed through time.
   b. Expected completion date is 8-12 months from inception.

DRAFT

DRAFT June 14, 2007 SFS

D R A F T

MAJOR TASK COMPLETION SCHEDULE
Bloomington Comprehensive Plan

Elapsed Time in Months (January 1, 2012 - September 30, 2013)

Task	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1.0 Project Scope Refinement																					
2.0 Community Visioning																					
3.0 Committee Formation																					
4.0 Website Development																					
5.0 Public Opinion Survey																					
6.0 Data Collection/Analysis																					
7.0 Urban Sustainability & Design																					
8.0 Preservation & Revitalization																					
9.0 Land Use & Development																					
10.0 Transportation & Parking																					
11.0 Community Facilities & Services																					
12.0 Coordination & Implementation																					
13.0 Preliminary Plan Report																					
14.0 Review & Adoption																					
15.0 Final Deliverables																					
16.0 Public Involvement Coordination																					

Legend:
— Continuous Activities   ▪▪▪▪ Intermittent Activities   ● Committee Meetings   ◆ Possible Public Open House(s)   ★ Draft Committee Report   ★ Public Hearing

November 23, 2011

SUBJECT: Amendment to the Bloomington City Code, Chapter 28, Relating to the
            Regulation of Noise in the City

RECOMMENDATION/MOTION: For discussion purposes only.

BACKGROUND: Barking dogs, construction equipment, amplified musical instruments, garbage trucks, and loud parties are all examples of noise that can be heard within the City of Bloomington. Understandably, certain noise levels must be tolerated by all citizens in order for normal functions of urban life to continue. However, excessive, unnecessary, and/or annoying noise should be subject to regulation. The attached Ordinance establishes limits on noise pollution and provides penalties for violations.

There is no comprehensive section in the Bloomington City Code regarding offensive noises. However, there are several sections in the Code dealing with specific noises which are currently being enforced, such as 1) Chapter 8, Section 8 – noisy animals; 2) Chapter 29, Section 83 – loud and unnecessary vehicle noise/loud sound amplification system; and 3) Chapter 28, Section 65 – disorderly (boisterous) house.

Noise ordinances are divided into two types – those which are based on disturbing the listener (qualitative) and those based on exceeding decibel levels (quantitative). The attached Ordinance is a comprehensive regulation of both. The purpose of the Ordinance is to protect, preserve and promote the health, safety, welfare, peace, and quiet of the residents of the City through the reduction, control, and prevention of unreasonably loud and raucous sounds, or any noise that unreasonably disturbs, injures, or endangers the comfort, repose, health, peace, or safety of reasonable persons of ordinary sensitivity.

The general noise prohibition in the Ordinance provides that:

> It shall be unlawful for any person to make, continue, or cause to be made or continued or to allow to be made on a premises under the person's ownership or control any unreasonably loud and raucous noise which tends to cause a disturbance in the surrounding neighborhood or any excessive, unnecessary or unusually loud and raucous noise which either annoys, disturbs, injures or endangers the comfort, repose, health, peace or safety of others, within the limits of the City regardless of the time of day or night.

Although not an exclusive list, specific prohibited noises are provided in Section 107 (c) of the Ordinance, however all noises are to be judged by the above-referenced standard.

Constitutionality

This Ordinance should not be construed as preventing the lawful exercise of the right to free speech protected by the Constitutions of the United States and the State of Illinois. Noise ordinances are challenged for running afoul of the Constitution in three areas – First Amendment free speech (prior restraint); Due Process (both vagueness and overbreadth); and due process (unfettered discretion in an administrative officer). Generally, a content-neutral time, place and manner regulation of noise that is narrowly tailored to serve a significant government interest will be valid. The government may regulate expressive conduct through time, place and manner restrictions so long as the restrictions are: 1) reasonable; 2) content-neutral; 3) narrowly tailored to serve a significant government interest; and 4) leave open alternate channels of communication. This Ordinance is a reasonable content-neutral regulation serving a purpose unrelated to the content of the message being conveyed – reducing noise and protecting the public from unwanted noise. Moreover, it leaves open alternative channels of communication.

Finally, with regard to any potential vagueness and overbreadth challenges with the phrase "loud and raucous", there is already established caselaw supporting qualitative (subjective, "loud and raucous") ordinances. In *Kovacs v. Cooper*, 336 U.S. 77 (1949), a noise ordinance prohibiting "loud and raucous noises" was challenged as being violative of due process on the grounds that it was so obscure, vague, and indefinite as to be impossible of reasonably accurate interpretation. The United States Supreme Court rejected this challenge, stating that while the words "loud and raucous" were abstract, they had, through daily use, acquired a content that conveyed to any interested person a sufficiently accurate concept of what was forbidden. In *Normal v. Stelzel,* 109 Ill.App.3d 836 (4th Dist. 1982), the Illinois Appellate Court for the Fourth District, also found that the "loud and raucous" standard for noise violations withstands constitutional due process.

COMMUNITY GROUPS/INTERESTED PERSONS CONTACTED:

FINANCIAL IMPACT: None.

Respectfully submitted for Council consideration.

Prepared by: Reviewed by: Recommended by:

Rosalee Dodson   Randall McKinley   David A. Hales
Asst. Corporation Counsel   Chief of Police   City Manager

Attachment: Attachment: Ordinance.

Motion: _____   Seconded by: _____

	Aye	Nay	Other		Aye	Nay	Other
Alderman Anderson				Alderman Purcell			
Alderman Fazzini				Alderman Sage			
Alderman Fruin				Alderman Schmidt			
Alderman McDade				Alderman Stearns			
Alderman Mwilambwe							
				Mayor Stockton			

ORDINANCE 2012 - _____

AN ORDINANCE AMENDING CHAPTER 28 OF THE BLOOMINGTON CITY
CODE ADDING SECTION 107 RELATING TO THE REGULATION OF NOISE

BE IT ORDAINED BY THE CITY COUNCIL
OF THE CITY OF BLOOMINGTON, ILLINOIS:

SECTION 1. That the Bloomington City Code, 1960, as amended, be further
amended by adding the following Section 107 to Chapter 28:

Chapter 28: Section 107: Noise.

(a) **Purpose.** This Section is enacted to protect, preserve, and promote the health,
safety, welfare, peace, and quiet of the residents of the City through the reduction,
control, and prevention of unreasonably loud and raucous sounds, or any noise that
unreasonably disturbs, injures, or endangers the comfort, repose, health, peace, or safety
of reasonable persons of ordinary sensitivity. Nothing in this Section shall be construed
as preventing the lawful exercise of the right to free speech protected by the Constitutions
of the United States and the State of Illinois.

(b) **General Prohibition.** It shall be unlawful for any person to make, continue,
or cause to be made or continued or to allow to be made on a premises under the person's
ownership or control any unreasonably loud and raucous noise which tends to cause a
disturbance in the surrounding neighborhood or any excessive, unnecessary or unusually
loud and raucous noise which either annoys, disturbs, injures or endangers the comfort,
repose, health, peace or safety of others, within the limits of the City regardless of the
time of day or night. Prohibited acts may be established both or either by the testimony
of persons who have heard the noises and by recorded decibel levels.

(c) **Specific Acts Prohibited.** The following acts, as illustrations, among others,
are declared to be loud, raucous, disturbing, and unnecessary noises in violation of this
Section, but this enumeration shall not be deemed to be exclusive, and all noises shall be
judged by the standard provided in subsection (b). Specific acts are namely:

(1) **Horns, Signaling Devices.** The sounding of any horn or signaling device on
any automobile, motorcycle, or other vehicle on any street or public place of
the City, except as a danger warning; the creation by means of any such
signaling device of any unreasonably loud or raucous noise; and the sounding
of any such device for any unnecessary and unreasonable period of time. The
use of any horn, whistle, or other device operated by engine exhaust; and the
use of any such signaling device when traffic is for any reason held up.

(2) **Sound Reproducing Devices.** The using, operating or permitting to be
played, used or operated any musical instrument, machine or electronic
device, or other objects for the producing or reproducing of sound in such a

manner as to disturb the peace, quiet and comfort of the neighboring inhabitants or any time with louder volume than is necessary for the convenient hearing for the person or persons who are in the room, chamber, vehicle or outdoor area in which such machine or device is operated and who are voluntary listeners thereto. The operation of any such instrument, machine or device between the hours of 10:00 p.m. and 6:00 a.m. in such a manner as to be plainly audible at a distance of seventy-five feet (75') from the location of such instrument, machine or device shall be prima facie evidence of a violation of this subsection.

(3) **Loudspeakers, Amplifiers.** The using, operating, or permitting to be played, used or operated any radio receiving set, musical instrument, phonograph, loudspeaker, sound amplifier, or other machine or electronic device for the producing or reproducing of sound which is cast upon the public streets for the purpose of commercial advertising or attracting the attention of the public.

(4) **Whistles and Alarms.** The blowing of any whistle or alarm attached to any stationary boiler, except to give notice of the time to begin or stop work or as a warning of fire or actual danger, or upon request of proper City authorities.

(5) **Exhausts.** The discharge into the open air of the exhaust of any engine, stationary internal combustion engine, motorboat or motor vehicle except through a muffler or other device which will effectively prevent loud or explosive noises therefrom.

(6) **Defect in Vehicle or Load.** The use of any automobile, motorcycle or vehicle so out of repair, or modified in such manner as to create loud and unnecessary grating, grinding, rattling or other noise.

(7) **Loading, Unloading, Opening Boxes.** The creation of loud and excessive noise in connection with loading or unloading any vehicle or the opening and destruction of bales, boxes, crates and containers between the hours of 10:00 p.m. and 6:00 a.m.

(8) **Construction or Repairing of Buildings and Public Improvement.** The creation (including excavation), demolition, alteration or repair of any structure or public improvement is prohibited other than between the hours of 6:00 a.m. and 10:00 p.m., Monday through Saturday, except in cases of necessity in the interest of public health and/or safety, and then only with a permit from the Public Works Department or designee, which permit shall be granted for a period not to exceed three (3) days or less while the necessity continues and which permit may be renewed for periods of three (3) days or less while the necessity continues.

(9) **Schools, Courts, Churches and Hospitals.** The creation of any excessive noise on any street adjacent to or across a real property boundary of any school, institution of learning, church, court or hospital while the same is in use, which unreasonably interferes with the workings of such institution or which disturbs or unduly annoys patients in the hospital, provided conspicuous signs are displayed in such streets indicating that the same is a school, hospital, court or church.

(10) **Metal Rails, Pillars and Columns, Transportation thereof.** The transportation of rails, pillars or columns of iron, steel or other metal, over and along streets and other public places upon carts, trays, cars, trucks or in any other manner so loaded as to cause loud noises or as to disturb the peace and quiet of such streets and other public places.

(11) **Pile Drivers, Hammers of all types.** The operation between the hours of 10:00 p.m. and 6:00 a.m. of any pile driver, steam shovel, pneumatic hammer, derrick, steam or electric hoist or other appliance, the use of which is attended by loud or raucous noise.

(12) **Blowers.** The operation of any noise creating blower or power fan or any internal combustion engine, the operation of which causes noise due to the explosion of operating gases or fluids, unless the noise from such blower or fan is muffled and such engine is equipped with a muffler device sufficient to deaden such noise.

(13) **Drums.** The use of any drum or other instrument or device for the purpose of attracting attention, by the creation of noise, to any place of business or entertainment or place of public assembly.

(14) **Vibrations.** Operating or permitting the operation of any device that creates vibration which is above a vibration threshold so as to endanger the comfort, repose, health, peace or safety of others. "Vibration perception threshold" means the minimum grounds or structure borne vibration motion necessary to cause a normal person to be aware of the vibration by such direct means as, but not limited to, sensation by touch or visual observation of moving objects.

(15) **Yelling, Shouting.** Yelling, shouting, hooting, whistling, singing, particularly between the hours of 10:00 p.m. and 6:00 a.m., or at any time or place so as to annoy or disturb the peace, quiet, comfort or repose of persons in the surrounding area.

(d) **Decibel Levels.** No person shall operate or cause to be operated on any property within the City any continuous, predictable or recurring source of sound in such a manner as to create a sound pressure level measured on a sound level meter using the A-weighting network at or within the property limits of the receiving residential property which exceeds fifty-five (55) decibels between the hours of 10:00 p.m. and 6:00 a.m.,

Sunday night to Saturday morning and the hours of 10:00 p.m. through 8:00 a.m., Saturday night to Sunday morning. Any person providing testimony on electronic measurements shall use procedures for the measurement of sound that conform to the standards and recommended practices established by the American National Standards Institute, Inc.

(e) **Exemptions.** Sounds caused by the following are exempt from the prohibitions set forth in this Section:

(1) Repairs of utility structures, which are damaged, in disrepair, or out of service and such condition pose a clear and immediate danger to life, health, or significant loss of property.

(2) Sirens, whistles, or bells lawfully used by emergency vehicles, or other alarm systems used in case of fire, collision, civil defense, police activity, or imminent danger.

(3) Outdoor school and playground activities. Reasonable activities conducted on public playgrounds and public or private school/university grounds, which are conducted in accordance with the manner in which such spaces are generally used, including, but not limited to, school/university athletic and school/university entertainment events.

(4) Other outdoor events. Outdoor gatherings, public dances, shows, parades, festivals, and other similar outdoor events, provided that a permit has been obtained from the appropriate permitting authority.

(5) Any event that is sponsored by and directly controlled by the City or its designee.

(6) Outdoor church activities that can not be heard from a distance of more than one-hundred (100) feet beyond the church property boundaries between 10:00 p.m. and 6:00 a.m. of the following day, except that a church may sound chapel bells periodically so long as each said ringing does not continue for an unreasonable amount of time.

(f) **Penalty.** Any person found guilty of violating any of the provisions of this Section shall be fined not less than One Hundred Dollars ($100.00) for the first offense and not less than Two Hundred Fifty Dollars ($250.00) for any subsequent offense. A separate and distinct offense is deemed committed each day such violation continues.

SECTION 2. Except as provided herein, the Bloomington City Code, 1960, as amended shall remain in full force and effect.

SECTION 3. The City Clerk is hereby authorized to publish this ordinance in pamphlet form as provided by law.

SECTION 4. This ordinance shall be effective ten (10) days after the date of its publication.

SECTION 5. This ordinance is passed and approved pursuant to the home rule authority granted Article VII, Section 6 of the 1970 Illinois Constitution.

PASSED this _____ day of August, 2012.

APPROVED this _____ day of August, 2012.

APPROVED:

_____

Stephen F. Stockton, Mayor

ATTEST:

_____

Tracey Covert, City Clerk