

**CITY OF BLOOMINGTON**  
**CITY COUNCIL COMMITTEE OF THE WHOLE**  
**MEETING AGENDA**  
**109 E. OLIVE – COUNCIL CHAMBER**  
**MONDAY, FEBRUARY 17, 2014, 5:30 P.M.**

1. Call to order
2. Public Comment (*5 minutes*)
3. Committee of the Whole Minutes from January 21, 2014 (*5 minutes*)
4. Items to be Presented:
  - A. Proposed Soccer Complex and Community Center Project and Request for Public Funding (0.25% Home Rule Sales Tax Increase) - Dave Magers and Jeff Tinervin (*30 minutes*)
  - B. Solid Waste Collection Service (*45 minutes*)
    - (1) Public Hearing at 6:00 p.m. - Receive Public Comments Regarding Amending an Ordinance Relating to Apartment Cart Sharing and Limiting Solid Waste Services to Residential Buildings with Six (6) Units or Less.
    - (2) Discussion of Amending an Ordinance Relating to Apartment Cart Sharing and Limiting Solid Waste Services to Residential Buildings with Six (6) Units or Less.
  - C. Comprehensive Plan - Discussion of the Scope of Work, Council Expectations and Project Timeline – Vasudha Pinnamaraju, MCRPC Executive Director (*30 minutes*)
5. Adjourn

**Item 3.**

**Committee of the Whole Minutes  
from January 21, 2014  
(5 minutes)**

COMMITTEE OF THE WHOLE  
City Hall Council Chambers  
January 21, 2014

Council present: Aldermen Judy Stearns, Mboka Mwilambwe, Karen Schmidt, Jim Fruin, Rob Fazzini, Kevin Lower, Scott Black and David Sage, and Mayor Tari Renner.

Council absent: Alderman Jennifer McDade.

Staff present: David Hales, City Manager; Alex McElroy, Asst. to the City Manager; Jim Karch, Director of Public Works; and Tracey Covert, City Clerk.

Mayor Renner called the Committee of the Whole meeting to order at 5:32 p.m.

#### PUBLIC COMMENT

Mayor Renner opened the Public Comment section of the meeting. He added that there would not be a response from the Committee under the Public Comment portion of the meeting. No one came forward to address the Committee.

#### MINUTES

Motion by Alderman Fruin, seconded by Alderman Black to approve the minutes of the October 21, 2013 Committee of the Whole meeting as presented.

Motion carried, (viva voce).

#### ICMA CENTER OR PERFORMANCE MEASUREMENT RECAP

Mayor Renner introduced this topic.

David Hales, City Manager, addressed the Council. Alex McElroy, Asst. to the City Manager, has had performance management assigned to him as a key responsibility. Initially, City staff had to gather data. The International City/County Management Association, (ICMA), was involved in performance management. This action had been influenced by the accounting boards. These boards were requiring more information regarding service levels, what was being done, how much was spent, and what was neglected. Benchmarking provided the public with information regarding safeguarding of public funds and stewardship of infrastructure.

The City participated in a pilot program and joined the Center for Performance Management, (CPM). ICMA established consistency regarding gathering data regarding work load, productivity, efficiency, effectiveness and more. The program allows for realistic comparisons with other public entities and the opportunity to learn from same. He could not understate City staff's involvement in this program.

Good management dictated that progress be measured from year to year. This program provided information regarding service levels, comparison with other cities and how the City had been rated. The information/data would be shared with the public.

Alex McElroy, Asst. to the City Manager, addressed the Council. A PowerPoint presentation had been prepared. He presented a brief history of the ICMA's CPM. This program started in 1994. Its purpose was to develop common measures, encourage comparisons, identify effective management practices and learn from high performers.

The CPM program measures eighteen (18) service areas. The City provided responses for fourteen (14) areas. It was a significant undertaking. City staff took on this project knowing that the City's data would be shared. Data from FY 12/13 was provided. The ICMA trained City staff in August 2013; responses were compiled in September 2013 and provided to ICMA in October. Results were received from the ICMA in December 2013. The process was involved and labor intensive. He noted the short turnaround times. A key issue was the benefit gained by participation in the program.

Thirty-nine (39) entities participated in the program. These cities ranged from 5,000 to over a million in population. He noted the variety of size, services and service levels. Eleven (11) cities were identified as comparable and used as benchmarks.

The questions were outcome oriented and were used to identify successes and/or areas needing improvement. City staff saw the benefit of participation. He cautioned that this program was not intended to be used as a disciplinary tool.

The data was important for several reasons. Most federal grants require outcome evaluations as part of the application process. Bond sales require indicators of financial condition. Local government revenues were insufficient which made effective use of resources imperative. Both GASB, (Government Accounting Standards Board), and GFOA, (Government Finance Officers Association), have indicated that performance measurement will be a future requirement. It provided a manner to quantify to citizens "the bang for their buck".

Mr. McElroy mentioned several examples of the program in action. First, a city in Wyoming that participated in the program was experiencing more fleet accidents than their peers. They examined data detailing where the accidents occurred and types of accidents. It was found that most accidents were rear end collisions within one (1) mile of city hall. Further research showed that cars were backing into pillars in the parking area. The pillars were painted bright yellow and the number of accidents decreased.

A second example was from an Atlanta, GA suburb regarding potholes. The public works director reported to council the costs: materials and manpower required for repairs. Council questioned how much this work should cost. He did not know because he had not examined data from peers.

The final example was from a metro Seattle city. The fire chief saw a nearby community with an excellent ability to confine fires to the room of origin. He contacted the high performing

department chief and found that his community had a residential fire sprinkler ordinance that aided his crew.

Mr. McElroy provided data for the City and our peers for Code Enforcement; Parks, Recreation & Cultural Arts; and Police & Fire Departments. It showed areas that were successful and those needing research. He noted the steps involved: collect, compare and improve services.

The next steps involved further analyzing results, refining and selecting benchmarks, networking with high performing organizations, utilizing best practices, incorporating CPM measures into a monthly reporting system and sharing progress with Council and public. The purpose of these actions was basic quality municipal services.

Performance data was shared in the City Manager's Monthly Report and the City's Annual Budget. The City had received several awards: 2012 ICMA CPM Certificate of Distinction, 2013 ICMA CPM Certificate of Distinction, AMCP Hermes Gold Award Enhancing Communications Between Citizens and Government and the GFOA Distinguished Budget Award 2011, 2012 and 2013.

Mr. Hales stated that the ICMA's CPM went hand in hand with revitalizing City government and the Baldrige Performance Excellence Program. The City must look for efficiencies, direct outcomes and provide effective superior customer service. Mr. Hales noted City staff's involvement. These working managers would identify those cities which would help the City improve. The information gathered should be shared with the employees. He thanked Mr. McElroy for his efforts and the efforts of the department directors.

Mayor Renner noted that this program was important for the Council, City Manager, department heads, staff and citizens. The data would impact budget decisions.

Alderman Black was curious about metrics. He questioned if the City was considered a leader. Mr. McElroy said that the data needed further analysis. He cited Parks, Recreation & Cultural Arts' revenues as highlight.

Alderman Schmidt thanked Mr. McElroy for his efforts. She asked if the data would compare the City with other communities of similar financial structure and unions. She noted benchmarks and cost for services. Mr. McElroy answered that ICMA recommended demographics as a basis for determining peers. He restated eleven (11) communities were identified and noted the challenge of finding a Fire Department that also served an airport.

Alderman Fazzini had attended two (2) IML, (Illinois Municipal League), Conferences and visited six (6) other Central IL council meetings. In some communities, council members with expertise were assigned to specific departments where they lend expertise and experience. It was critical for a policy making board to have sufficient data that was consistent over the years. This data would be used as a policy making tool.

Alderman Sage thanked Mr. McElroy for his efforts. He understood the scope of this plan and that it supported a decision making system. The City responded to fourteen (14) areas and the

report addressed only four (4). Mr. McElroy noted that the City did not offer all of the services/departments included in the CPM.

Alderman Sage questioned MUNIS' role in data gathering. Mr. McElroy stated that MUNIS has the ability to track data and could be a future resource. Alderman Sage cited the benefits of enterprise software. He noted outcome based information which positively impacted federal grants, bond rating agencies, etc.

Alderman Stearns questioned the data's statistical significance. She noted scientific research. She was concerned about the concept of performance management and benchmarking. Comparable cities were based upon size. She cited other important factors such as location, culture, economy, government structure, etc. She wanted to see meaningful comparisons. The City was unique. She noted that this data would be presented to the citizens. She questioned the validity of the data and total cost of program participation, (ICMA membership, staff time and program software).

Mr. McElroy noted that the ICMA addressed standard deviation.

Mayor Renner added that eleven (11) participants were not sufficient.

Mr. Hales cited ICMA's membership cost. He believed that there was a cost to not participating. The program provided good value. The City would determine the cost of services. The City must provide results. The goal was service improvements. The City must collect data and look inward. The data addressed basic workload information. The City would have the ability to measure progress and efficiency in order to provide effective services.

Mayor Renner recognized good points made by Alderman Stearns. The information provided a good reference point. Comparisons with other cities may vary due to unique differences, (departments/services). The meaning of the numbers should not be overstated.

Alderman Stearns stated that the City has no idea of the program's cost. She cited the staff time involved. The cost of not doing was not understood. In financial reporting, the benchmarks were known. She questioned the validity of comparisons with other cities.

Alderman Fruin believed that population was key to metrics. He was interested in demographics of peer cities. Data was becoming a compliance issue. The City needed to start somewhere. He appreciated the work done to date. He was glad that the City had started in a process of continuous improvement.

Alderman Mwilambwe thanked Mr. McElroy for his efforts. This was a large undertaking. He expressed concern about the meaning of the data. However, it provided a foundation and a guide for improvement. He questioned program implementation, (staff's ability to complete the near-term work, use of committees, etc.).

Alderman Lower stated that the ICMA was a great organization but it offered a narrow view point. The City should consider other groups, (CATO Institute or the IL Policy Institute, etc.). The City must look within and accept feedback from staff working in the trenches.

## \$10 MILLION STREET RESURFACING PROJECT UPDATE

Mayor Renner introduced this item.

Mr. Hales addressed the Committee. There has been a large investment in this project. City staff had been reassigned. The Council would have to approve the related contracts. The Committee would be informed what to expect in the near term.

Jim Karch, Public Works Director, addressed the Committee. He planned to present a resurfacing update. He noted that \$10 million was significant. Looking at City sewers was complex. The project was on schedule.

Work started with street ratings followed by a master list and then field inspections. The list was subject to change as work continued. The focus was on major streets but City staff was also examining residential streets.

Sewers must also be evaluated prior to resurfacing as they were located under the payment. Televising the sewers helped the City to know what was there. This provided structural information and needed repairs were identified. Sewer repairs must be coordinated with underground utility work and completed before resurfacing. Many main line sewers were clay and could be lined to extend their useful life. There were a number of sewers which were good candidates for lining. He described this work as a best practice.

City staff was in the final stages of prioritizing work within budget restraints. This evaluation must be completed by February 20, 2014. City staff held weekly project meetings. Issues with sewer laterals have been seen.

Mr. Hales questioned past sewer televising. Mr. Karch offered to provide the information. The practice had changed. Televising had been used only in specific instances. It had not been used to gather citywide data.

Mr. Karch compared brick versus pipe sewers. He pointed out that there were many problems with brick sewers. Other issues could be discovered once streets were milled. Quantities would be determined after the final assessment. The project was on schedule. Staff intended to present a contract to Council for approval at their March 24, 2014 meeting.

Alderman Fruin questioned if the bond issue would be broken down into components and would different contractors be used on separate phases. Mr. Karch stated that it would be difficult based upon the contract's size. He noted the large scale of the bid. He hoped that multiple contractors would submit bids.

Alderman Black noted the winter weather. He cited the impact upon City streets. He questioned if the bond dollars would be directed towards same. Mr. Karch stated that the bond issue was for arterial and some residential streets. Pothole repairs were different. He noted that this year there appeared to be fewer potholes but they were deeper. The City had hot asphalt boxes and the proper equipment which resulted in better repairs. The bond issue would help but permanent pothole patching and preservation treatment were key.

## CURB & GUTTER POLICY

Mayor Renner introduced this item.

Mr. Hales addressed the Council. He noted that the Public Works Department's Engineering Division had a program for repair and replacement of curbs & gutters. Citizens had voiced concerns and he anticipated additional feedback from same once repairs begin. Residents did not want new streets with old existing curbs & gutters. Due to costs, Council guidance was needed.

Mr. Karch stated that a preliminary plan was brought before the Infrastructure Committee. Cost figures were analyzed. Cost was the driving force. He noted the cost to add curb & gutter to a street project. The cost of resurfacing plus full curb & gutter replacement was over twice the cost for resurfacing plus spot curb & gutter repair. The tipping point was when forty percent, (40%), of the curb & gutter needed to be replaced. The function of curbs & gutters were to serve as a barrier and to carry storm water.

Past overlay practices have filled the curb & gutter. This practice had saved the City money. Streets were overlaid not milled as part of the street resurfacing program. Standard curb height was six inches (6"). Serviceable curb height was two inches (2").

City staff considered the neighborhood character. Curb & gutter replacement required that a portion of the parkway be removed. This work impacted trees. Sandstone curbs were major issues. These curbs held the street bricks in place. City staff did not want to remove these curbs.

Mr. Hales referred to Alderman Stearns comments regarding the Locust/Colton Combined Sewer Overflow project. The City resurfaced streets and citizens expected new curbs & gutters. Some solutions were provided. New curbs also addressed drainage issues. The City needed to consider citizens' expectations.

Alderman Fazzini stated that the cost of repair versus replacement needed to be shared with the public. The cost estimated would double resurfacing costs. Mr. Karch informed the Council that the City had 800 lane miles of streets. Alderman Fazzini added that there were forty-three (43) miles of private streets. He believed that citizens wanted perfect curbs. He did believe that the City could afford same.

Mr. Karch stated that information would be placed on the City's web site in an effort to educate and communicate with citizens.



Alderman Fazzini requested a map indicating which streets need new curbs & gutters. Mr. Hales noted that there were a couple of streets which will have new curbs & gutters.

Mr. Karch noted McArthur and Linden St. as there were no curbs remaining. These were collector streets which would also be widened. He added that there were also sewer concerns on Linden St.

Alderman Stearns believed that there was a curb issue. She understood that curbs could not be replaced for appearance only. Curbs served an important function: a drainage tool.

Alderman Mwilambwe questioned the science behind planting trees in the parkway. Their roots damaged curbs. Mr. Karch added that although beautiful, tree roots also destroy sewers and sidewalks. It was an issue of balance.

#### FY 2014 ACTION PLAN UPDATE

Mayor Renner introduced this item.

Mr. Hales addressed the Committee. He stated there were twenty-four (24) projects. This was the City Manager's Action Plan. Priorities came from Council. The City faced funding and resource issues. The list was provided as background to the FY 2015 Plan. He welcomed the Council's questions.

Alderman Fazzini requested that the Visitor's Center being added to the plan. Mr. Hales agreed that this was a high priority. It would be placed in the five (5) year Capital Improvement Plan. It would require a contribution from the City but be located in a County facility.

Mayor Renner expressed his concern that too many items were placed on the Action Plan. He believed that only large items should be listed. He cited a top ten (10) priorities list. The Visitor's Center was important. The City was waiting to hear about state funding.

Alderman Black agreed that it should be a high level list. He expressed concerned with the format, percentage completed and subtasks. He wanted to see more detail: percentages included on FY 14 and clearer guidelines for FY 15.

#### DRAFT FY15 ACTION PLAN

Mayor Renner introduced this item.

Mr. Hales addressed the Committee. FY 15 was heavy on the Capital Improvement Program (CIP). He addressed a twenty (20) year master plan which would include financial feasibility. Items would be prioritized. He noted the Sewer and Storm Water Master Plan which had not been presented to the Council. City staff was reviewing the 900 pages of material in this plan. The goal was to start with a five (5) year Capital Improvement Plan approved by the Council that outlined prioritized projects with revenue sources identified. This five (5) year plan would include political and financial challenges. The estimated cost of the twenty (20) year plan was

over \$400 million. The City needed to address key elements. The City has struggled with General Fund projects such as streets, sidewalks and facilities. He restated that the FY 15 Plan had a heavy emphasis on infrastructure. A realistic five (5) year CIP required the assessment of condition/inventory, setting priorities and determining funding sources. The City's purchasing/procurement policies need to be updated. General Fund revenue audits would indicate if the City was collecting all that was owed. He believed that this plan was doable. This plan would pull together separate studies. The focus was on infrastructure. Only a small number of items were listed. He welcomed the Council's input.

Mayor Renner stated that Mr. Hales would continue to work on revitalizing City government. The Council needed to establish action sets, i.e. the top priorities for FY 2015.

Alderman Fazzini noted that there are forty-three (43) miles of private streets. The issue was citizens wanting to turn them over to the City. He suggested that a Private Street Master Plan was needed or it could be incorporated into another one. Mayor Renner suggested this be included in smart future growth. Alderman Fazzini restated that a Master Plan was needed.

Alderman Sage expressed his support for Alderman Fazzini's comments. This was a legacy issue which needed a policy statement. Alderman Fazzini agreed that it did not have to be a Master Plan but guidance was needed.

Alderman Black addressed execution for FY 14 and FY 15. Items needed to be measurable and definable. As an example he cited City culture change/revitalizing City government.

Mayor Renner questioned Council sentiment regarding private streets.

Alderman Fruin expressed his concern regarding simply reacting to something. The Council was recommending adding items to the list. He thought the goal was to reduce the list. He believed that each Council member wanted to add something.

Mayor Renner suggested that the Council schedule a follow up Work Session as this was not a good time to address this item. The Committee's thoughts about same should be emailed to Mr. Hales. A Work Session would be scheduled before this list was finalized.

Mr. Hales welcomed the Council's input. Revitalizing City government would be added. The focus must be on items with majority support. He was working with City staff. He had the list from the Council's retreat. The Council needed to define open and transparent government. New things would come up. The Council must be willing to allow for updates and changes. He believed that the City had the ability to accomplish priorities. Everything was contingent upon financial resources being available and budget approval. The list may need to be modified.

CITY MANAGER COMMENTS: None.

The meeting adjourned. Time: 7:12 p.m.

Respectfully submitted,

Tracey Covert  
City Clerk

**Item 4A.**

**Proposed Soccer Complex and  
Community Center Project and  
Request for Public Funding  
(0.25% Home Rule Sales Tax Increase) –  
Dave Magers and Jeff Tinervin  
(30 minutes)**



FOR COMMITTEE OF THE WHOLE: February 17, 2014

SUBJECT: Presentation of the Proposal for New B-N Community Soccer Complex and Community Center Facility

**RECOMMENDATION/MOTION:** Presentation and Discussion Only

**STRATEGIC PLAN LINK:** Goal 5. Great place – livable, sustainable City.

**STRATEGIC PLAN SIGNIFICANCE:** Objective 5d. Appropriate leisure and recreational opportunities responding to the needs of residents.

**BACKGROUND:** Dave Magers and Jeff Tinervin will present their Proposal for New B-N Community Soccer Complex and Community Center Facility.

Council was provided copies of the background materials last year.

Additional information is being prepared by Mr. Magers and Mr. Tinervin and will be distributed at this meeting.

Respectfully submitted for Council consideration.

Prepared by: Kathryn Buydos, Executive Assistant

Recommended by:

David A. Hales  
City Manager

**Item 4B.**

**Solid Waste Collection Service**

*(45 minutes)*

# PROPOSALS, REMAINING ISSUES IN SOLID WASTE

02/17/2014

Cart sharing, Apartments, BHA, Ordinances

# Voluntary program for landlords

## Fewer Carts Means:

### Benefit to landlords

- Convenience
- Easier Storage
- Not Required

### Benefit to City

- Easier access at curb
- Greater efficiency
- Faster collection



VS.



35-gallon carts vs. 95-gallon carts; photos are to scale.



# Proposed voluntary system

1. Landlord submits request.
  2. Public Works Director approves, amends it or declines it.
- No more than one 95-gallon garbage cart for every two apartment units.
  - No administrative fee for switching carts if carts already have been delivered to the apartments.
  - Billing per apartment unit set at lowest point on the City's new variable rate scale.
  - Negative: Creates extra work in tracking carts and accounting.



***Example 1: 5-unit apartment house.***

***Maximum: Two 95-gallon carts***

***Fee: \$16 per apartment unit.***

Cart Sharing continued

# Example 2: 6 unit apartment



*Example 2: 6-unit apartment house*

*Maximum: 3 95-gallon carts*

*Fee: \$16 per unit.*

Issue 2:

# Serving apartment complexes

Brought back after discussions with Council members

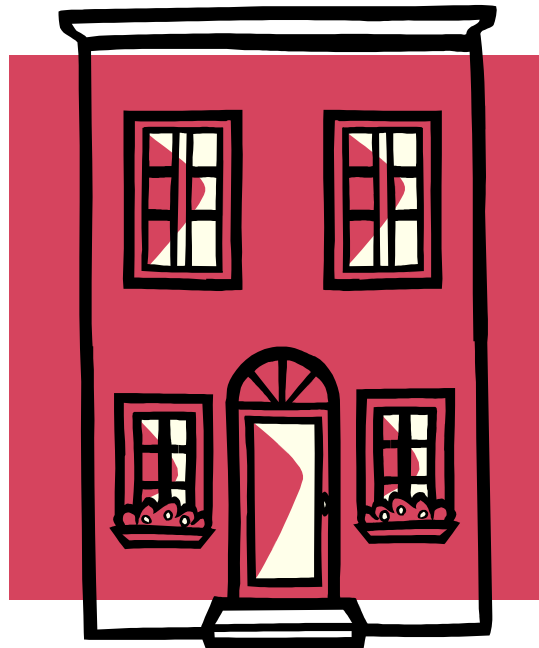
**Vote on Sept, 23, 2013**

Proposed:

Discontinuing Refuse  
Collection to Housing  
*with 5 or more units*

**Vote: 3-6**

**Motion failed.**



**Pending before**

**Council:**

Discontinuing Refuse  
Collection to Housing  
*with 7 or more units*

# New proposal on apartments

## **Addresses Council issues:**

- Keeps most neighborhood apartments and house/apartments in the system.
- Fewer Dumpsters in historic districts, neighborhoods.
- Council opposition centered on concerns in neighborhoods such as old neighborhoods near downtown, not on service to high-density apartment complexes.

## **Addresses main operational concern**

- Takes and keeps major, high-density apartment complexes out of the system.



# Serving BHA and its tenants

## Factors in Public Works decision

**to leave BHA apartments on the existing manual collection:**

- ✓ Lack of storage, parkway
- ✓ No driveways
- ✓ High density of apartments
- ✓ BHA leadership's desire

## Staff recommended rates:

**Lowest rate on the chart: \$16**

- ✓ The tenants already pay for service
- ✓ BHA is not a private apartment manager
- ✓ Residents qualify for Council's discount program



Woodhill complex (left) and Holton Homes, 2012 GIS aerial images

# Service to Downtown

Discussions ongoing on how to best serve Downtown residents.

**Limitations:**

- Physically impossible to properly serve Downtown using wheeled carts for garbage or recycling.
- No curbside bulk allowed.
- ❑ Downtown residents should pay something if they use City services.



For Council Feb. 24

# Other ordinances amendments

**Purpose:** Align ordinances with decisions of the City Council and operational changes

‘Approved containers’, damaged and unsanitary carts; City ownership





**Public Works Department**  
115 E. Washington St., PO BOX 3157  
Bloomington, IL 61702-3157  
Phone: 309-434-2225  
Fax: 309-434-2201

February 4, 2014

To Our Residential Property Managers:

As you may be aware, the City has undertaken a lengthy study regarding refuse collection and other solid waste issues. At this time, the City is preparing to transition to automated refuse collection utilizing wheeled refuse carts. Questions on how to best serve apartment buildings and/or whether to provide refuse service have been topics throughout the process. In the past, the City has reached out to landlords to solicit your ideas and concerns. The City is offering another opportunity at this time.


On Monday, February 17, at 5:30 p.m., the City Council will meet as a Committee of the Whole. The meeting agenda will include discussion regarding solid waste services. The issue of service to apartment buildings with seven or more units and enactment of a voluntary cart sharing program will be addressed. Public statements will be heard regarding the proposed text amendments.

The City Administration Office and the Public Works Department also invite your written comments regarding these issues. Written feedback will be shared with the Council at the February 17<sup>th</sup> Committee of the Whole meeting. Comments can be mailed to me at the Public Works Department, 115 E. Washington, P. O. Box 3157, Bloomington, IL 61702 – 3157. Emailed feedback is also welcomed. I can be reached at [jkarch@cityblm.org](mailto:jkarch@cityblm.org). Written feedback will be accepted until the end of business on Tuesday, February 11, 2014. Any comments received will be included in the Committee of the Whole meeting packet.

On the backside of this letter, please find bullet points addressing the cart-sharing program and service to apartment buildings. Please see the January 27, 2014 Council meeting packet which includes the Council memorandum addressing Text Amendments to Chapter 21. Refuse. Visit the City's web site, [www.cityblm.org](http://www.cityblm.org), under the City Hall tab. The Council tabled this item and referred it to the February 17<sup>th</sup> Committee of the Whole meeting.

I look forward to hearing your feedback.

Sincerely,



Jim Karch, P.E. CFM  
Director of Public Works  
Public Works Department  
City of Bloomington

*"Providing good stewardship of the public infrastructure and equipment safely through competitive services and excellent customer relations."*



**Staff proposal on cart-sharing**

1. The landlord submits a written request to the Public Works Director. The Director approves it, amends it or declines it. (The Staff wants tenants to share carts through landlord cooperation. A declined proposal would likely be the result of a glaring obstacle.) There can be no more than one 95-gallon garbage cart for every two units.
2. There is no administrative fee for switching carts if they already have been delivered to the apartments.
3. Billing per unit is set at the lowest point on the City's new variable rate scale. Starting May 1, it would be \$16 per unit.

**Staff proposal on apartment service**

Staff recommends that the City discontinue offering all refuse service to apartments with *more than 6 units per parcel*. Landlords must make their own arrangements with a private hauler. Currently, landlords have the option – City service or private hauler. If two apartments are adjacent but on separate lots, they still qualify for City services. This pertains primarily to divided houses in older neighborhoods.

A previous proposal to eliminate service to apartments with *more than 4 units* was defeated by the Council.

To the best of our knowledge, the apartments currently receiving City service that would be affected by the new proposal are limited to the following:

Bloomington apartments with more than 6 units currently receiving City refuse service					
Customer's Last Name	Customer's First Name	Street No.	Street Name	ZIP	Number of Units
First Site		307	Riley Dr	617012177	23
Gruber	Ron	407	W Market St	617013874	10
Center For Human Services		702	W Mulberry St	617012858	9
Metz	Dan	602	E Grove St	617015363	9
Colburn	Andrew	408	E Monroe St	617014070	8
Arebin LLC		301	E Jefferson St	617014014	8
Redbird Property Mgmt		213	E Mulberry St	617013013	8
Young America Realty XX		2111	Todd Dr	617043634	8
Class Act Properties		1211	Orchard Rd	617042282	8
Allied Properties		622	E Walnut St	617013257	8
Moore	Deloris	613	E Empire St	617013261	7
Agnew	Gene	602	E Monroe St	617014134	7
Franzen	Harold	405	S Allin St	617014980	7
Sasil Properties LLC		314	E Locust St	617013151	7
					127

**TOTALS**  
 PROPERTIES 14  
 UNITS 127



FOR COUNCIL: January 27, 2014

SUBJECT: Text Amendments to Chapter 21. Refuse, Section 3001.(a) and Section 300.6.

**RECOMMENDATION/MOTIONS:** That the Text Amendments be approved and the Ordinance passed.

**STRATEGIC PLAN LINK:** Goal 1. Financially sound City providing quality basic services.

**STRATEGIC PLAN SIGNIFICANCE:** Objective 1d. City services delivered in the most cost-effective, efficient manner.

**BACKGROUND:** Staff has expressed concerns about logistics and efficiency in regard to refuse collection at multiple family residences throughout the study and analysis of the Solid Waste Program. As staff proceeded with accepting cart orders from the public, these issues rose to the forefront. This memorandum will provide general updates on the program as a whole (Attachment 3), two (2) issues come to the Council with recommended text amendments:

- Refuse fees in regard to the Downtown and Bloomington Housing Authority properties and at apartments in which owners wish to enact cart sharing among tenants, Chapter 21. Section 300.6. This text amendment also corrects language to reflect the intent of Council and staff regarding residents substituting refuse carts.
- Collection at apartments with more than six (6) units, Chapter 21. Section 300.1 (a).

**Apartment cart sharing**

Throughout the process of study and analysis of solid waste collection, staff has strived for efficient and effective service through implementation of automated refuse collection. In regard to multifamily residences, issues regarding logistics of collection and efficiency when collecting multiple carts at a location have been raised at various times.

The question of whether to and how to accommodate cart sharing among apartment tenants arose as staff began accepting cart orders from the public. To date, there has been no decision at the Council level regarding cart sharing. Mailers for cart orders were sent to each individual residence, including every apartment in multifamily buildings. A number of landlords contacted the City wishing to order carts for the building as a whole in order to have fewer but larger carts. Staff believes this to be a beneficial request both for efficient collection of refuse and space issues seen by property owner.

**Positives:** A multifamily property owner would have less storage demands and greater efficiency under tenant cart sharing. Also, some property owners take it upon themselves to set out refuse. Their work would be lessened. For the City, the savings are in time and gasoline – picking up, two (2) 95 - gallon carts instead of five (5) 35 - gallon carts as an example. The space needed

along the parkway would also be reduced. This would be especially useful along streets with on-street parking, where Public Works anticipates having difficulty accessing carts. Associated benefit: Cart sharing might prompt landlords and tenants to begin or increase recycling. Staff will raise the topic of obtaining recycling carts in the course of a conversation with a landlord regarding refuse carts. An addition of a recycling cart will not increase direct cost to the landlord or tenants. Apartments currently produce little recycling compared to single family homes. Staff is concerned given the nearby landfill space is dwindling and recycling is environmentally responsible. While recycling carts are typically assigned to a specific apartment unit, staff is willing to assign a shared recycling cart, registered under the landlord's name, to an entire apartment building.

**Negatives:** Garbage cart sharing will require more administrative work to arrange and keep track of each cart sharing property. Also, it creates a problem in tracking the carts themselves. Individual carts are issued by serial number to addresses, including apartment unit numbers, and are the responsibility of the homeowner or tenant. Cart sharing means carts will be collectively assigned to an address with unclear responsibility for the equipment. Cart sharing also creates an accounting issue. If staff's recommendation is followed, tenants of a five (5) unit complex would be billed a combined \$80, (\$16 times five), per month. However, the five (5) unit complex might be served by two (2) 95 - gallon carts, which among single family residences would generate \$40 per month (\$20 times two). An audit of revenue generation becomes complicated as revenue would exceed the simple mathematical equation of revenue generated per cart.

**Financial impact:** Cart sharing should create minor financial savings. The extent of revenue is unknown and dependent upon how many landlords select this option.

**Three options:** Staff formulated three (3) options regarding cart sharing, with a recommendation for Option 2.

- Option 1: Decline to allow cart sharing. Each apartment unit has its own cart. For a five (5) unit apartment, this could mean five (5) 35 - gallon carts or it could mean a combination of cart sizes. The landlord is required to make accommodations for storage based on the tenants' cart orders. Landlords also have the option of declining City service and contracting for solid waste service. *Not recommended by staff.*
- Option 2: A landlord can request cart sharing in writing, landlord determines the number of carts and sizes needed, as long as the number of larger carts, (65 - gallon and/or 95 - gallon), equals half the number of units or less. (Examples: a five (5) unit building sharing carts, the maximum number of 95 and 65 - gallon carts would be a total of two (2); a six (6) unit building would be allowed up to three (3) 95 and 65 gallon carts, etc.). The Public Works Director or his designee must agree and sign off on the cart sharing arrangement. Each unit will be charged the minimum fee under the City's new variable structure - \$16, starting May 1, 2014. *Recommended by staff.*
- Option 3: For accounting purposes, the larger carts are assigned to specific units. For example, two (2) tenants of a five (5) unit complex might be billed for a 95 gallon cart,

(\$20 per month apiece), while three (3) are billed for 35 gallon carts, (\$16 apiece). The difference is a dollar per week, the unfairness seems glaring. *Not recommended by staff.*

**Conclusion:** Option 2 marks a departure from the Council policy of affixing a price to every ratepayer based on the size of a cart actually being used. However, cart sharing would better achieve the Council policy to continue service to multiple family residences, as expressed by the vote on September 23, 2013. It also better aligns policy with Strategic Plan Objective 1d, which states “City services delivered in the most cost-effective, efficient manner.” Under Option 2, the departure from the new billing structure would save the City money, increase efficiency and accommodate owners and tenants of multiple family housing. While it complicates the cart tracking and billing processes, it does not do so to an unreasonable level and it simultaneously eases garbage collection.

**Condominiums:** Condominiums represent a collection of individually owned properties and would not qualify for cart sharing under staff’s proposal. Cart sharing requires common ownership.

### **Other proposed changes to Refuse Fee**

Three (3) other changes are proposed in the Refuse Fee section of Chapter 21.

- Setting the monthly fee for Downtown residents at the lowest residential rate - currently set for \$16 as of May 1, 2014. Cart use will not be practical in the Downtown. Downtown residents receive no curbside service for bulk or recycling. Therefore, staff recommends that they should be charged the minimum fee for refuse service.
- Setting the monthly fee for Bloomington Housing Authority (BHA) residents at the lowest residential rate - currently set for \$16 as of May 1, 2014. Like Downtown, BHA properties will continue to receive manual collection for logistical reasons. Therefore, a refuse fee based on cart size does not apply. Noting that the Council already has a provision for discount to low-income households, staff believes it fair and right to charge BHA residents the minimum fee, which is the discounted rate - currently \$16, starting May 1.
- Upsizing carts: Staff believes the Council on December 9, 2013, intended to set a \$30 administrative fee for ordering larger carts when making a substitution from a smaller to a larger cart. The proposed ordinance amendment clarifies the meaning of the provision.

### **Collection of refuse at larger apartment complexes**

A second proposed text amendment involves reconsideration of collection at large apartment complexes. The Council on September 23, 2013, voted against staff’s proposal to end service to apartments with *more than four (4) units*. It voted to leave apartments under City service unless the owner opts out of the program. As the cart roll-out nears, logistical concerns regarding collection at large apartment complexes persist. Informal conversations have occurred recently, and the topic has arisen. Aldermen Schmidt and Stearns recently indicated that they do not oppose ending service to apartments with *more than six (6) units*. They are familiar with property management issues, as they own rental property. Both voted to retain service to

apartments on September 23, 2013. The proposed ordinance, therefore, has been revised to withdraw service to apartments with *more than six(6)* units. Staff recommends approval.

It is staff's belief that high density apartment complexes are better served by the private sector. A high-density complex is served best logistically by concentrating collection at central points through the use of trash dumpsters and recycling dumpsters. Private haulers are equipped with trucks to unload these dumpsters. The City has no trucks equipped to handle roll-off dumpsters and acquiring and staffing them would require substantial investment. Most property owners also see the logic in this; the owner of Eisenhower Dr. apartments withdrew from City services after considering logistical issues, including storage of tenants' garbage carts. Other owners of major complexes previously opted out of City service. The proposed ordinance would prevent them from initiating or returning to City service and would prevent new high density complexes from entering the City's collection system.

High density apartment complexes present a serious dilemma in that they lack storage facilities for mass numbers of wheeled carts. It also would be onerous to keep track of a specific cart assigned to a specific apartment unit within the complex. Because of their weight, even when empty, the carts cannot be safely carried to upstairs hallways. They must be stored at ground level, unless the apartment is equipped with an elevator. Cart collection also presented a problem: parked cars would block collection trucks from accessing the rows of carts that tenants would place along the parkway. The drivers of automated refuse collection trucks would constantly have to dismount and wheel the cart to the automated arm for pickup.

**Six units or fewer:** By retaining City service to apartments with up to *six (6)* units, the City will maintain services to most if not all houses that have been divided into apartment units and to small apartment buildings. This primarily affects rentals in older neighborhoods near the City's core. Keeping these house type apartment buildings under City service remedies two (2) major concerns expressed by Council members in September 2013 during discussion regarding discontinuance of service: unsightliness of large, steel roll-off bins (dumpsters) in neighborhoods, including our historic areas, and additional truck traffic in the neighborhoods necessitated by private collection. Please note that the text amendment wording specifies that the units be on the same parcel to be considered as an apartment building. Therefore, if an owner has two (2) adjacent houses divided into six (6) apartments each, the property still qualifies for City service as two (2) , six (6) unit buildings, unless the two (2) houses are on a single parcel.

**Scope:** According to City billing records, the proposed ordinance would result in discontinuances of refuse service for fourteen (14) properties with a combined 127 apartment units. The largest is a twenty-three (23) unit complex at 307 Riley Dr. A listing was provided to the Council. The original proposal, rejected by the Council in September 2013, would have removed sixty-three (63) buildings with 643 units from City service.

**Condominiums:** Condominiums represent a collection of individually owned properties and, while posing logistical challenges, would remain under City service unless a condominium association opts out of service.

**Bloomington Housing Authority properties:** BHA and the City have made arrangements for continued manual collection of refuse. The properties are not privately owned apartments and are not part of the proposal.

**FINANCIAL IMPACT:** The financial impact will be limited. The 127 units which would have service discontinued currently generate \$2,032 in revenue per month. Solid Waste is an Enterprise Fund, the fund annually is made whole through a subsidy from the General Fund. Therefore, the current refuse system and its individual parts cannot logically be seen as making money.

Respectfully submitted for Council consideration.

Prepared by: Jim Karch, Director of Public Works

Financial & budgetary review by: Chris Tomerlin, Budget Analyst  
Patti-Lynn Silva, Director of Finance

Recommended by:



David A. Hales  
City Manager

**Attachments:** Attachment 1. Ordinance  
Attachment 2. Location Summary

Motion: That the item be tabled.

Motion: \_\_\_\_\_ Seconded by: \_\_\_\_\_

	Aye	Nay	Other		Aye	Nay	Other
Alderman Black				Alderman Mwilambwe			
Alderman Fazzini				Alderman Sage			
Alderman Fruin				Alderman Schmidt			
Alderman Lower				Alderman Stearns			
Alderman McDade							
				Mayor Renner			

ORDINANCE 2014-\_\_\_\_

AN ORDINANCE AMENDING SECTION 300.1 OF CHAPTER 21  
(REFUSE) OF THE BLOOMINGTON CITY CODE,  
AMENDING THE SCOPE OF REFUSE COLLECTION SERVICE

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

SECTION ONE: That Section 300.6 of Chapter 21 of the Bloomington City Code, 1960, as amended, is further amended as follows (additions are indicated by underlines; deletions are indicated by strikeouts):

**Section 301.6: Refuse Fee.**

Effective May 4, 2012, there shall be a charge for refuse collection of refuse to the owner and/or occupant of every dwelling unit for which refuse service is actually provided by the City. Such fee shall be in the amount of sixteen dollars (\$16.00) per month per single family dwelling and sixteen dollars (\$16.00) per month for each unit in a two family or multi-family dwelling. Effective May 1, 2014, for a single family dwelling and for each unit in a two family or multi-family dwelling, such fee shall be based on the size of the refuse cart as follows: sixteen dollars (\$16.00) per month, per single family dwelling and for each unit in a two family or multi-family dwelling for one 35-gallon refuse cart; twenty-one dollars (\$21.00) per month, per single family dwelling and for each unit in a two family or multi-family dwelling for one 65-gallon refuse cart; and twenty-five dollars (\$25.00) per month, per single family dwelling and for each unit in a two family or multi-family dwelling for a 95-gallon refuse cart.

Effective May 1, 2014, the owner of a multiple-family dwelling may elect to have multiple tenants share garbage carts. The tenants must all live within a building or buildings located on a single lot or on lots abutting one another. In such cases, the property owner shall notify the Department of Public Works in writing and the property owner shall decide upon the number of carts and the size of carts to be used by the tenants. The Director of Public Works has the discretion to approve, amend or refuse the request and his/her judgment is final. If the cart-sharing request is approved by the Director, the Refuse Fee will be assessed for each residential unit at the lowest residential fee, as if each unit has individually ordered one 35-gallon cart. The fee will be assessed as such regardless of whether the property owner or the tenant has assumed primary responsibility for payment of the Refuse Fee.

Effective May 1, 2014, residents of Bloomington Housing Authority units who are excluded from the wheeled cart collection process shall pay the lowest residential fee set by the City.

Effective May 1, 2014, residents living within the Downtown Service Area (defined as the area west of East Street, east of Madison Street, north of Front Street and south of Locust Street; and Front Street from East Street to Prairie Street) who are excluded from the wheeled cart collection process shall pay the lowest residential fee set by the City.

The refuse fee shall be payable on a monthly basis. There shall be a thirty dollar (\$30.00) fee for ~~any~~ an exchange or substitution of an ordered and delivered refuse cart provided by the City if the substituted cart is larger than the original cart. ~~that are is larger than the original cart.~~ There shall be no charge for substitution of additional refuse carts if the substituted cart is that are the same size as the original cart or smaller than the original cart. Failure to pay the fee upon billing by the City may result, at the City's option, in the placement of a lien against the real estate or may result in the filing of a complaint in Circuit Court seeking a personal judgment against the owner or persons interested in the property subject to such refuse fee, termination of refuse services, termination of water service or other remedies. The election of a particular remedy shall not constitute a waiver of any other remedy available to the City for collection of the refuse fee. The owner(s) and tenants of multi-family housing properties shall be exempt from the upsizing fee if their upsizing is a direct result of City-approved cart-sharing arrangements described above in this section.

The owner of the dwelling unit, the occupant thereof and the user of the services shall be jointly and severally liable to pay such refuse fee and the services are furnished to the dwelling unit by the City only on the condition that the owner of the dwelling unit, occupant thereof and user of the refuse service are jointly and severally liable. The refuse fee for such refuse collection shall be paid in advance, for which the City of Bloomington shall provide refuse collection service to the dwelling unit at least once each week.

SECTION TWO: That the City Clerk be and she is hereby directed and authorized to publish this ordinance in pamphlet form as provided by law.

SECTION THREE: That this ordinance shall take effect May 1, 2014.

SECTION FOUR: That this ordinance is adopted pursuant to Home Rule Authority granted the City of Bloomington by Article 7, Section 6, of the Illinois Constitution.

ADOPTED this \_\_\_\_ day of January, 2014.

APPROVED this \_\_\_\_ day of January, 2014.

Tari Renner  
Mayor

ATTEST:

Tracey Covert  
City Clerk



**ORDINANCE 2014-\_\_\_\_**

**AN ORDINANCE AMENDING SECTION 300.1 OF CHAPTER 21  
(REFUSE) OF THE BLOOMINGTON CITY CODE,  
AMENDING THE SCOPE OF REFUSE COLLECTION SERVICE**

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

SECTION ONE: That Section 300.1 (a) of Chapter 21 of the Bloomington City Code, 1960, as amended, is further amended as follows (additions are indicated by underlines; deletions are indicated by strikeouts):

(a) The City shall provide refuse collection service from residential buildings with six units or less, but only for refuse generated by occupants of said residential buildings. The City will not pick up refuse from parcels with more than six residential units on the parcel. Refuse generated at another residence or business location will not be collected. Refuse shall be collected only under circumstances provided for herein.

SECTION TWO: That the City Clerk be and she is hereby directed and authorized to publish this ordinance in pamphlet form as provided by law.

SECTION THREE: That this ordinance shall take effect March 2, 2014.

SECTION FOUR: That this ordinance is adopted pursuant to Home Rule Authority granted the City of Bloomington by Article 7, Section 6, of the Illinois Constitution.

ADOPTED this \_\_\_\_ day of January, 2014.

APPROVED this \_\_\_\_ day of January, 2014.

Tari Renner  
Mayor

ATTEST:

Tracey Covert  
City Clerk

## ATTACHMENT 3

### **Informational Updates on Automation Roll-out**

#### **Informational Update: Collection begins March 3**

Our vendor, Rehrig Pacific, expects delivery of refuse carts to begin in early February 2014 and to be completed before the end of the month. However, the City will not begin collecting from these carts until March 3, 2014. Doing otherwise would require crews to run their routes twice – once using manual collection and again using the new trucks with automated, mechanical arms. (The new trucks are not well suited for manual collection.) Doing so would be extremely inefficient and may require mass amounts of overtime. Residents will receive a flier inside their carts during delivery telling them, among other things, that they cannot use them until March 3<sup>rd</sup>.

#### **Informational Update: Collection of Old Refuse Containers**

Public Works and the City's recycler, Midwest Fiber, have cooperatively worked through ideas on recycling old refuse cans and plastic refuse containers. The City will pick them up curbside after March 3, 2014, but only if they are clearly marked as materials intended for recycling. This marking might consist of a note taped to the container stating, "Recycle me." The containers also may be dropped off at the Public Works drop-off facility at East and Jackson Str. or at Midwest Fiber's facility. Midwest's drop off location is located at 422 S. White Oak Rd., Normal, to the right of the entrance as soon as you enter off of White Oak Rd. The information will be included in the flier placed in new refuse carts.

#### **Informational Update: Sticker Program**

The Finance Department is helping Public Works navigate through logistics of starting the sticker program approved by the Council on December 6, 2013.

#### **Informational Update: Other Text Amendments**

City staff is in the process of reviewing Chapter 21 for other possible text amendments. It is anticipated that the future revisions will be brought to the Council in February 2014 to address loose ends regarding automated collection.

#### **Informational Update: Staffing Calls and Walk-ins**

The administrative staff has answered an uncounted hundreds of telephone inquiries on the program and accommodated numerous walk-in customers. They have done a remarkable job guiding people through the process and helping them signed up. The City Clerk's Office also is to be commended. It aided walk-in residents at City Hall, at times signing them up online, rather than directing them to walk to the Government Center in freezing weather.

#### **Informational Item: FAQ on Rates**

One of the common pieces of confusion regards rates. Numerous callers believed the charges based on cart sizes represented an addition to the current \$16 fee. Staff has assured them that the Council had not doubled the refuse fee.

#### **Informational Item: Mobile Home Parks Opt Out**

The owner of four (4) mobile home parks have decided to opt out of City service and contract with a private hauler. The parks are Hilltop, Grandview, Alexander and Maple Grove. They will leave City service on February 1, 2014. Six (6) mobile home parks remain under City refuse service.

Bloomington apartments with more than 6 units currently receiving City refuse service

Customer's Last Name	Customer's First Name	Street No.	Street Name	ZIP	Number of Units
First Site		307	Riley Dr	617012177	23
Gruber	Ron	407	W Market St	617013874	10
Center For Human Services		702	W Mulberry St	617012858	9
Metz	Dan	602	E Grove St	617015363	9
Colburn	Andrew	408	E Monroe St	617014070	8
Arebin LLC		301	E Jefferson St	617014014	8
Redbird Property Mgmt		213	E Mulberry St	617013013	8
Young America Realty XX		2111	Todd Dr	617043634	8
Class Act Properties		1211	Orchard Rd	617042282	8
Allied Properties		622	E Walnut St	617013257	8
Moore	Deloris	613	E Empire St	617013261	7
Agnew	Gene	602	E Monroe St	617014134	7
Franzen	Harold	405	S Allin St	617014980	7
Sasil Properties LLC		314	E Locust St	617013151	7
					127

<b><u>TOTALS</u></b>	
PROPERTIES	14
UNITS	127

**Item 4C.**

**Comprehensive Plan –  
Discussion of the Scope of Work,  
Council Expectations and Project Timeline –  
Vasudha Pinnamaraju,  
MCRPC Executive Director  
(30 minutes)**

# COMPREHENSIVE PLAN UPDATE



**Scope  
And  
Proposal**

**Submitted by**



**MCRPC**

**Feb  
2014**

# **Sections**

- 1. Project background & Understanding**
- 2. Existing Conditions Analysis**
- 3. Community Visioning**
- 4. Strategic Planning**
- 5. Plan making and adoption**
- 6. Timeline**
- 7. Budget**



## Project Background & Overview

The purpose of a comprehensive plan is to guide the physical planning and development policy for the community. Typically the plan establishes a vision and guiding principles for how the community wants to grow and develop over a twenty year horizon. For many fast growing communities like Bloomington, it is necessary to revise or update the comprehensive plan every four to six years to keep the plan current and relevant.

The current City of Bloomington's (City) comprehensive plan was last updated in 2005, with 2025 as its horizon. As of October 2013, the plan is eight years old. A scheduled update to the plan in 2011 was postponed. Updating the plan should not be delayed any further. McLean County Regional Planning Commission (MCRPC), in consultation with the City, proposes to begin the planning process.

To ensure citizens are actively involved in the planning process, many communities across United States conduct a visioning exercise before beginning the comprehensive planning process. Bloomington City officials have expressed interest in including the Visioning as part of the scope of work for the upcoming comprehensive plan. MCRPC will begin the process in 2014 and complete the plan in 2015 with a horizon year of 2040.

Phase 1 Existing conditions analysis	Phase 2 Community Visioning	Phase 3 Strategic Planning	Phase 4 Plan making & adoption
<b>REVIEW</b> Existing plans Current regulations  <b>ANALYZE</b> Historic trends Land use patterns Population forecasts	<b>REACH</b> General Public Community Networks  <b>ESTABLISH</b> Community Vision and Values	<b>COORDINATE</b> Working groups Steering Committee Advisory Committee  <b>IDENTIFY</b> BMP's*: Planning concepts Funding Mechanisms	<b>CREATE</b> Create draft plan Revise draft plan  <b>ADOPT</b> Final Plan
February '14 - June '14	July '14 - November '14	September '14 - March '15	October '15 - June '15

\* - Best planning practices from across United States

A detailed description and timeline of each phase is included in the subsequent sections of this proposal. The estimated timeline for the overall project is approximately 18 months.

City staff expressed interest in conducting detailed plans for sub areas or target areas throughout various parts of the City. MCRPC will include landuse guidance in all sections of the City as part of the comprehensive plan. Separate area plans may be inevitable to provide detailed landuse guidance and establish targeted initiative for specific improvements in these areas. However, such target area plans are not included in the scope of this project.

Under the terms of the annual agreement between MCRPC and the City, the City will not be charged any staff time by MCRPC to create the plan document.





# Phase 1: Existing Condition Analysis

**A**nalysis of existing conditions is an important step as we envision the future of Bloomington. This step helps put future planning in historical context. This phase will include a review of current plans and ordinances, gathering and analyzing data to identify historical trends, land use patterns, housing, transportation, environment, economic vitality, etc.

## REVIEW OF CURRENT PLANS AND STUDIES

Current and past City plans, policies and programs shaped Bloomington into the City it is today. It is important to understand the impact of these tools on the growth and development of Bloomington.

### Examples of Existing Bloomington Plans

- Comprehensive plan - 2005 Strategic Plan
- Downtown Bloomington Strategy Consolidated Plan - 2010-2015
- Parks Master Plan - 2010
- Police Department Plan
- Historic Preservation Plan
- Brick Street Plan

Plans led by agencies other than the City, such as the health department and the Economic Development Council, will also have an impact on the quality of living within the City. When a comprehensive plan embraces and

### Examples of Community Agency Plans

- EDC: Forging Ahead Strategic Plan
- UW: Community Needs Assessment
- Health Department: Community Health Needs Assessments
- West Bloomington Revitalisation Project
- Illinois Wesleyan University Strategic Plan
- Unit 5 Strategic Plan
- District #87 Strategic Plan

incorporates these plans, it inherently gains the support of all the community agencies that work towards making Bloomington a better place to live, work and do business. This support will be needed to implement the recommendations of the plan.

In addition to the local and regional plans, the plans and policies made at the state and federal levels will have significant impact on a variety of local issues such as transportation, land use, housing, environment, etc. MCRPC will review the relevant plans, policies and upcoming legislation at the state and federal levels that might have an impact on Bloomington during the plan horizon period (through 2040).

## DATA GATHERING AND ANALYSIS

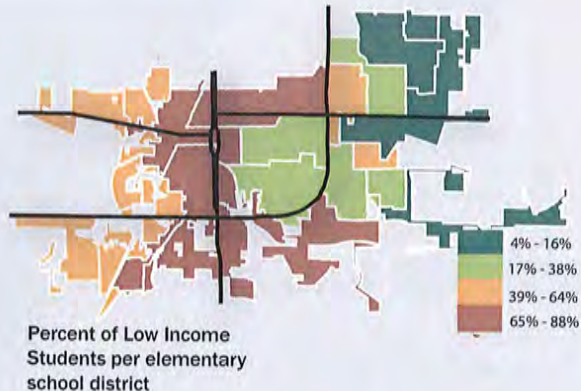
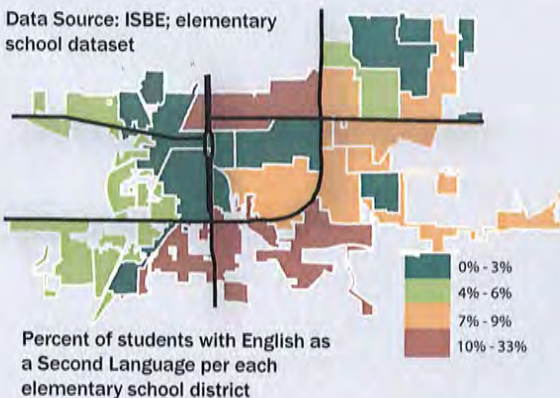
The census has been and continues to be an important source of information during the comprehensive planning process. Traditionally, planners have relied almost exclusively on the decennial census that is generalized at tract level to make important planning projections, understand the growth and development patterns, etc.

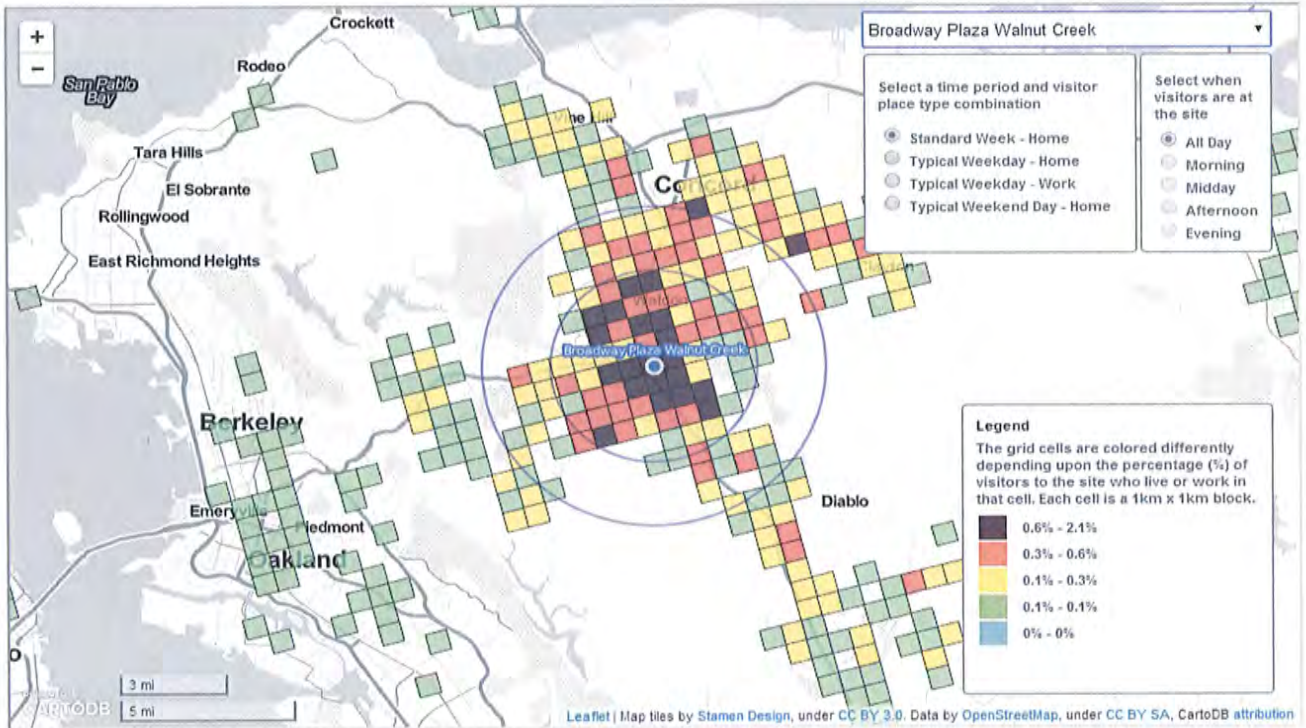
### Sample Data Sources

- Census 1990, 2000 and 2010
- Internal Revenue Service
- Illinois State Board of Education
- Anonymous cell location
- Bloomington Township
- McLean County tax parcels
- City data: new permits, code violations, rental property information, Crime data

For communities like Bloomington that are experiencing rapid population growth, projecting growth and making policies relying only on decennial census data is not ideal. MCRPC will be using reliable local, state and federal datasets for economic and demographic analysis, understanding land use patterns, fiscal impact of the new development and environmental impacts. Cutting edge technologies such as cell phone location information will also be employed to further understand the home and work locations, travel patterns and shopping patterns.

Data Source: ISBE; elementary school dataset



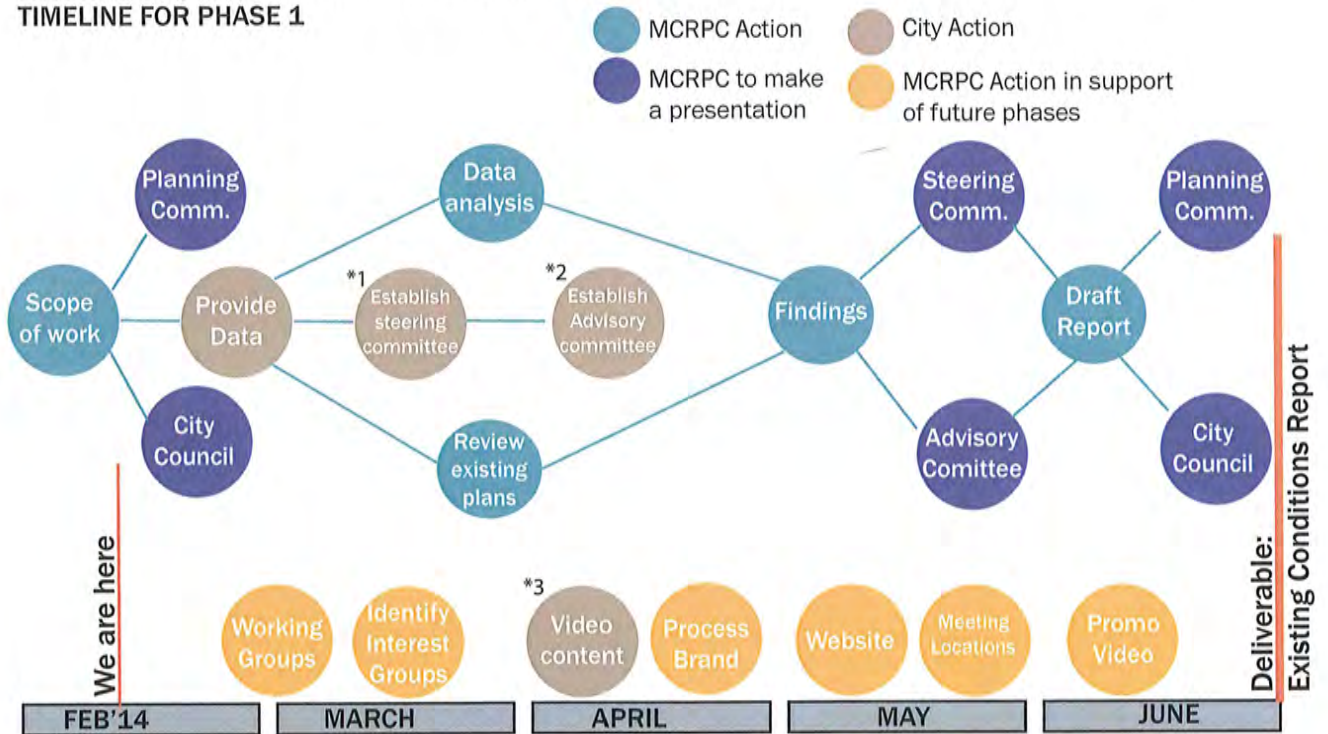


Map showing the home and work place of visitors to a particular mall (based on cell phone information)

**DELIVERABLE**

An existing conditions analysis report (electronic version and 20 hard copies) will be delivered to the City at the end of this phase. This report will include a synopsis of existing plans and policies, findings on population and housing trends, physical growth and land use trends, employment and economic development trends, as well as issues to consider going forward.

**TIMELINE FOR PHASE 1**



\*1,\*2: Guidance on establishing these committees provided in the Phase 3 of this document.

\*3: City to provide guidance on featured speakers and locations for the promotional video.



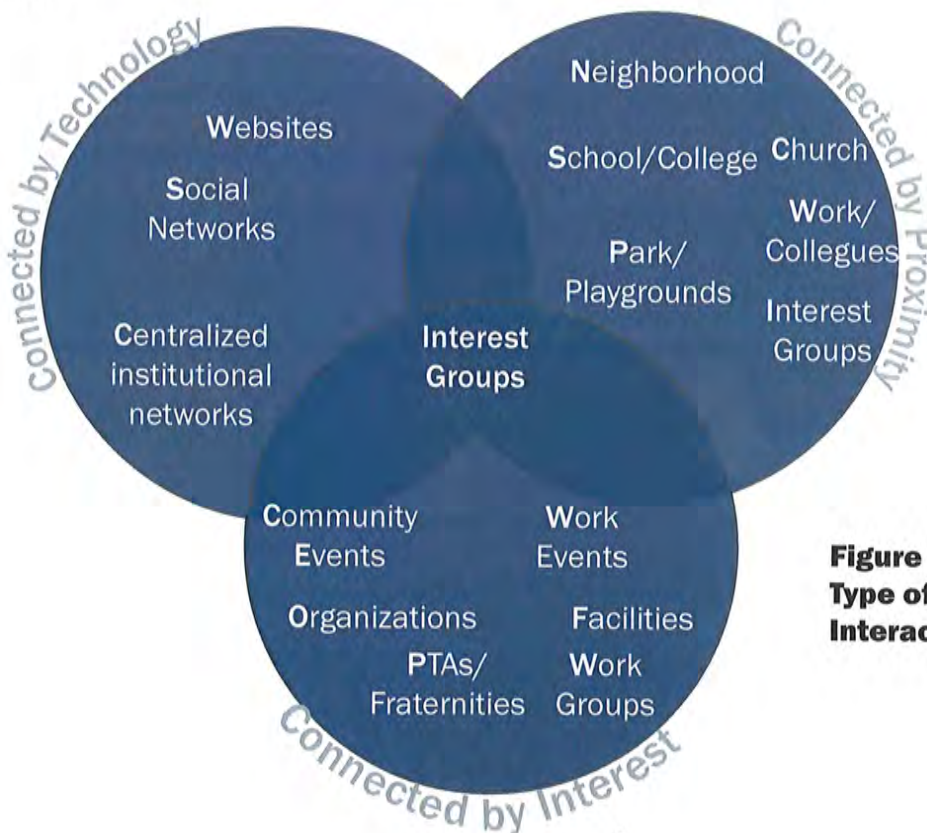
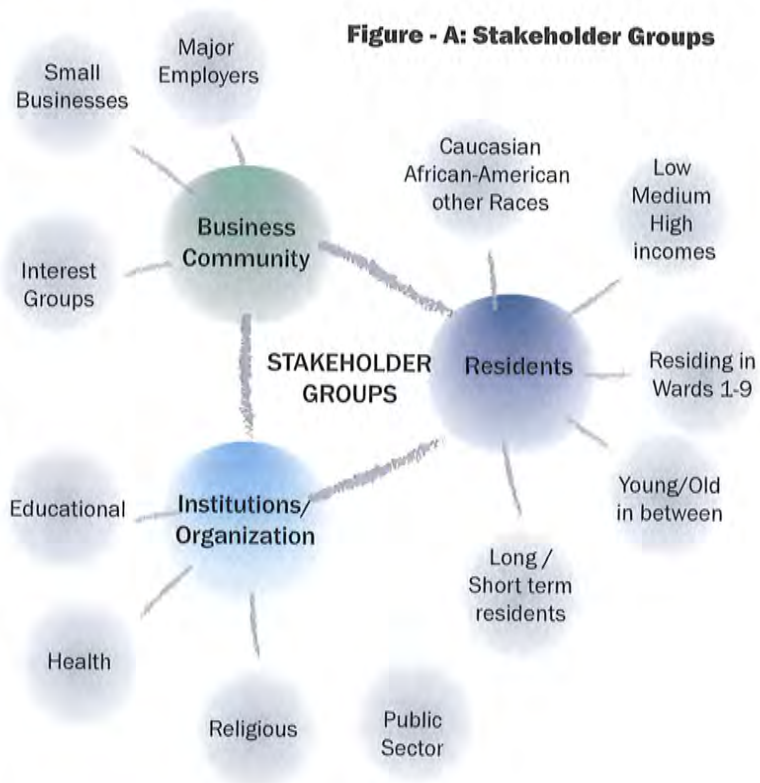
## Phase 2: Community Visioning

**C**ommunity visioning is a process of converting many voices of the community stakeholders into a unified vision for the future of the community. This process helps capture what community members most value about their community and the shared image of what they want their community to become. The unified vision and shared values will help form the strategic framework of the comprehensive plan. It is very important to engage as many stakeholders as possible in this phase.

MCRPC aims to reach 30% of stakeholders during this process. This is a lofty goal that cannot be achieved without the cooperation of several entities and effective outreach planning.

The goal of this outreach plan is to reach people where they already are. This allows us to gather input when stakeholders are in their "Comfort Zone." For that to happen, it is critical to understand our stakeholder groups.

Figures A and B illustrate the broad groupings of stakeholders and the types of their interactions.



The goal of this outreach effort is to reach stakeholders where they already are.

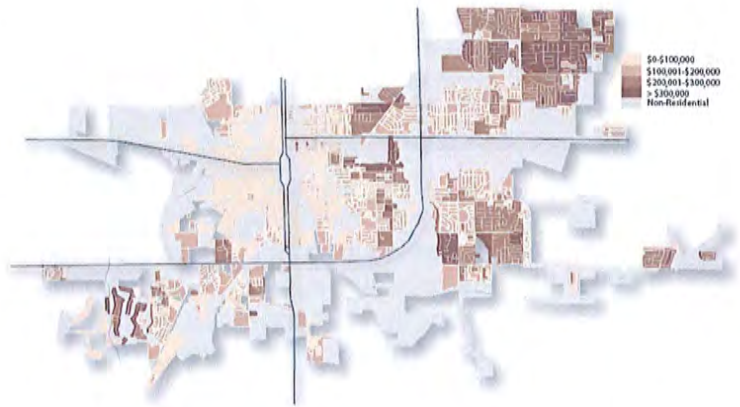
## Approach to community outreach

**T**he three main components of the outreach efforts will be:

### 1. Educate the stakeholders:

- On the importance of their opinion in planning the future of our community. This can be done with tools like promotional videos, website and speaking engagements.

- Provide data on general trends and existing conditions. This helps foster pinpointed conversations. Example: Did you know that 65% of the City is residential homeownership?



Map showing Average property values of single family homes by block  
Data Source: Bloomington Township Assesor



### 2. Encourage participation

-No one tool can reach everyone. MCRPC will assemble an outreach “toolkit” with variety of tools and techniques for efficient outreach. Description of these tools and techniques are provided on pages 9 and 10 of this document.

-Tools used will be both traditional and electronic.  
-Making the interactions fun. Planning your community should not be boring.

### Sample Outreach Toolkit

- Pulse Survey
- School based outreach
- Ward based outreach
- Employment based outreach
- Neighborhood based outreach
- Religious based outreach
- Outreach at community events
- Outreach at community facilities
- Establishing speakers bureau

### 3. Evaluate the reach

MCRPC will constantly evaluate the effectiveness of each tool in reaching the stakeholders. This step allows us to adjust the tools and techniques as needed.

## INTERACTIVE OUTREACH TOOLS



Fun adaptable stickers that allow stakeholders to identify what they want for their community



3D printing technology to be used during select outreach activities for a hands on planning experience.



Audience Response Technology enables a fun two-way interaction encouraging a meaningful dialogue at the meetings.



MindMixer acts as a virtual townhall allowing community planning to happen online.

## Outreach tools and techniques

### COMMUNITY PULSE SURVEY

With five or fewer open ended questions this qualitative survey is intended to gather people's opinions and associated sentiments about the community. This survey will be the first of numerous options residents will have to provide their input. This survey will be mailed to every resident in Bloomington. It will also be available electronically and at various community facilities for the rest of 2014 calendar year.

### PROJECT WEBSITE AND SOCIAL MEDIA

MCRPC will maintain a project website for the City's comprehensive planning effort. This website will have a specific sub-domain to reflect the branding of the project. Example: [www.LetsEnvisionBloomington.org](http://www.LetsEnvisionBloomington.org). This site will be the one stop shop from existing conditions to plan making and tracking progress. The website will be kept up to date with current findings, project status, dates and times of the public meetings and hearings as well as minutes of the meetings. This user friendly site will make it easy for stakeholders to request a speaker to address their group about the comprehensive plan or leave their comments on the website when they cannot attend the meetings. MCRPC will use its own Facebook page and coordinate with community partners to promote the planning process via social media.

### PROMOTIONAL VIDEO

If a picture is worth 1000 words, then a 3 minute video can be priceless. Communities across United States are resorting to the video technology to help educate their residents on a variety of government issues. For example, the City of Lake Oswego, Oregon created and widely publicized a 3 minute video clip encouraging their citizens to participate in its comprehensive planning effort. The result - nearly 1,700 residents participated in the process. That is nearly 5% participation for a city of 35,000. MCRPC proposes to create a similar video featuring the elected officials, city staff and the local residents to promote the visioning and planning process.

### Sample Pulse Survey

1. What elements describes Bloomington to you?
2. Why did you choose to live/work/conduct business in Bloomington?
3. Do you foresee your kids/ grand kids calling Bloomington home? If yes, why? if not, what would you like the City to become for them to call it home?
4. Describe three most desirable elements of your Ideal neighborhood.
5. What three elements would you fund to improve the quality of life in the City.



Planning for People, Places and Prosperity



### COMMUNITY EVENTS

The Bloomington area hosts numerous sports, theater, family friendly events and festivals. The majority of these events boast attendance in several hundred to thousands of people. These events present a wonderful opportunity for planning outreach.

### COMMUNITY EVENTS

Glorious Garden Festival  
Illinois Shakespeare Festival  
Farmers Markets  
Antique Automobile show  
McLean County Fair  
Cultural Festival  
Evergreen Cemetery Discovery Walk

### STUDENT VOLUNTEERS

It is very important to engage youth in the process. The commission will recruit students from the local colleges and universities to assist at the working group meetings, festivals and events, analyze the results, take pictures at the meetings and any other activities they want to be involved in. This will not only help the process but also help the students listen and participate in the discussion shaping the future of their community.

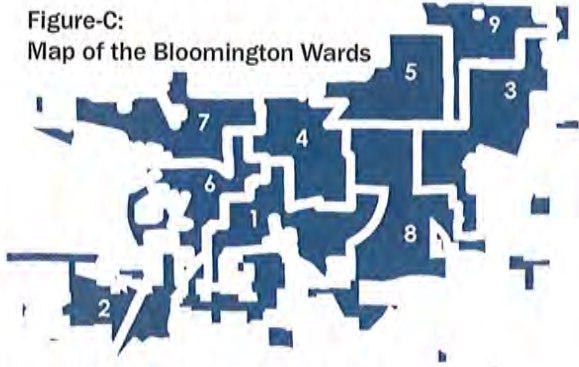


### PHOTOGRAPHY CONTESTS

MCRPC will launch a photography contest with various community themes. Example: what is your favorite spot in the community and why? The goal of this contest is two fold. 1) To create a pool of images to be used in the comprehensive plan document. 2) To pictorially understand the values of the community. These photographs will be judged by the quality of the message it carries than by its own quality. Photographers of all ages and stages will be encouraged to participate.

# AVENUES OF OUTREACH

Figure-C:  
Map of the Bloomington Wards



## WARD MEETINGS

The city is currently divided into nine wards. Some are more diverse than others, some house historic neighborhoods while others house newer neighborhoods, some are within school district 87 while others are in Unit 5. The nature and character of each ward is unique and presents its own set of challenges and opportunities. MCRPC will work closely with the aldermen to reach out to their constituents during the regularly scheduled ward outreach efforts and mayoral open houses.

## SCHOOL BASED OUTREACH

The city has nearly twenty K-12 schools. As education plays an important role in transforming the communities, the school boundaries present unique challenges and opportunities for neighborhood level planning. To address these situations, the school centric outreach involving school groups like Parent Teacher Associations (PTA's) is an essential element of this planning process. In addition to the meetings at various school locations, MCRPC will encourage representatives from the school districts to become part of the working committees (as outlined in Phase 3 of this document).

## EMPLOYMENT BASED OUTREACH

The city is host to major employers like State Farm Insurance, Country Financial, OSF St. Joseph Medical Center, GROWMARK, General Electric, Illinois Wesleyan University and many more. Several of these employers are a community in their own right. They all have long term plans, which are important to planning the future of the community. It is critical to gather and incorporate those plans into the community's comprehensive plan. Various interest groups within these organizations work on issues many of which directly or indirectly affect the community as a whole. These institutions also have centralized networks that they use to communicate with their employees. It is very important to get their buy in from early on to ensure accurate representation of facts. MCRPC will work with the major employers at their locations to make sure there is representation at various levels within the corporation.

## FAITH BASED OUTREACH

The city has 83 different religious institutions representing nine faiths. Several of these religious groups engage in local missions and assist with variety of community causes. In some cases, these religious institutions are the only way to engage certain demographic groups that do not otherwise participate in the process. MCRPC will work closely with religious institutions and engage members of the community at these locations.

## COMMUNITY FACILITIES

The city has several community facilities such as parks & playgrounds, libraries and local government offices that attract people from all walks of life. Making the planning process visible and accessible at these locations 24/7 is critical part of the process. MCRPC proposes to use posters and other marketing materials and feedback dropboxes at these locations.

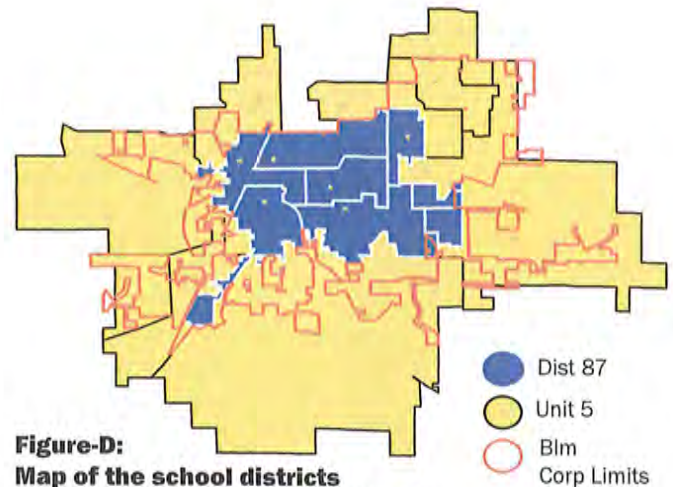


Figure-D:  
Map of the school districts  
with elementary school boundaries

## Speakers Bureau

To reach a wide variety of audience, MCRPC will recruit speakers from varied backgrounds to promote the plan and the process. The speakers will be recruited based on their interest, understanding of the planning process and ability to engage the audience.



**NEIGHBORHOOD BASED OUTREACH**

Bloomington has wide range of neighborhoods. Historical neighborhoods like the Dimmitt's Grove that connect the city to its colorful past to modern neighborhoods like the Grove, that poses its own set of challenges. Several neighborhoods have active and organized neighborhood organizations. The city can choose to roll out a citywide neighborhood site like the one featured to the right. MCRPC will work closely with these organizations to help engage neighbors in the comprehensive planning efforts.



NextDoor.com enables neighborhood level interactions through use of technology. It is a secure online social network for the neighbors. NextDoor sites create a virtual platform for neighborhood interactions with a goal of enhancing the traditional neighborhood interactions. These sites have more than one advantage.

1. For the neighbors: when neighbors interact, the neighborhoods become safer and stronger.
2. For the municipality: When a municipality rolls out the NextDoor sites for the entire community, the City will be able to post important information to one or all the neighborhoods at click of a button. This can be a powerful tool beyond the planning phase to engage the neighbors in City matters.

**INTEREST GROUPS BASED OUTREACH**

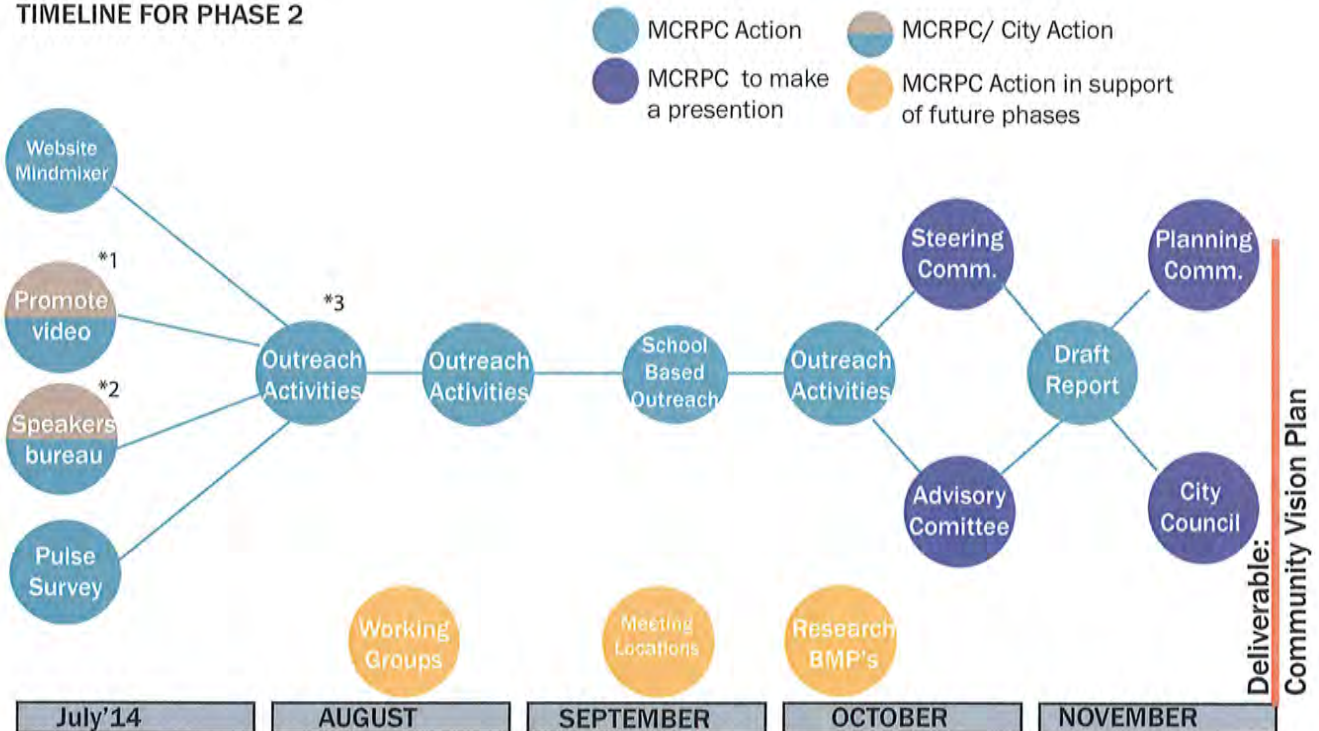
MCRPC will identify both formal and informal interest groups in the community, including groups that are typically skeptical of the planning process. We will make every attempt to engage these groups from early on in the process.

**DELIVERABLE**

At the end of Phase 2, MCRPC will deliver a Community Vision Plan document to the City. This document will, at a minimum, address the following:

1. Number and type of the outreach activities
2. Number of stakeholders reached during the process
3. Number and types of topics discussed.
5. Issues and concerns expressed by the stakeholders
6. Synthesised list of community values
7. A Vision statement

**TIMELINE FOR PHASE 2**



\*1 City to promote the Video wherever appropriate

\*2: City to assist in identifying speakers to champion the planning process

\*3: Outreach activities will be conducted at all the avenues identified in this



## Phase 3 .Strategic Planning

**H**istorically comprehensive planning concentrated on landuse and transportation issues. In the 21st century, the definition of a comprehensive plan is rapidly evolving to address issues such as sustainability, climate change, healthy communities, smart growth and equity. The strategic planning is intended to convert our Vision to action. During this phase MCRPC will research the best planning practices used by communities across the nation while working closely with variety of stakeholders to help establish the goals and objectives to achieve the community Vision.

### PEER REVIEW

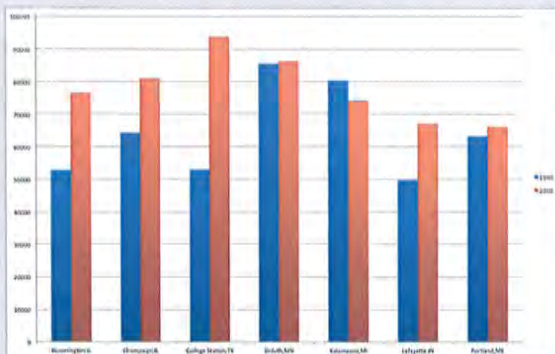
Bloomington along with its twin city Normal are among the fastest growing metropolitan areas in the state of Illinois. The City is an envy of many communities with its high quality of life, higher per capita income, lower poverty and crime rates. However, rapid growth based primarily on one economic sector brings its own set of challenges such as sprawl, economic uncertainty. MCRPC identified communities that are similar in nature and size to Bloomington in 1990 or 2010. These communities will be studied closely to see how effectively they managed (or did not manage) growth or ignored the signs of economic shifts.



**Pop Up Hood:** A concept that originated in Michigan and transformed NewYork City streets

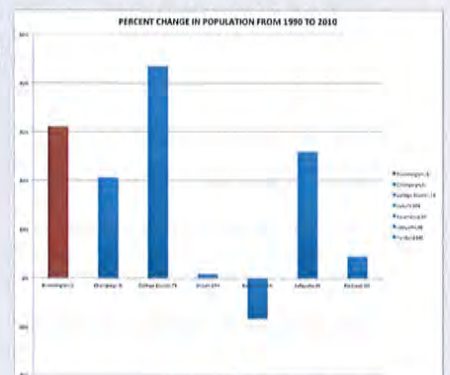
such as Housing, Education, Community Facilities, Natural Environment, Transportation, Economic Development, Parks and Recreation, Urban Gardening, Infrastructure, Arts and Culture. A mix of public, private and not for profit community players help make Bloomington a great place to live, work and conduct business. MCRPC proposes three different types of committees to help conduct the comprehensive planning process. We believe these committees, when involved from the beginning, will help advance the comprehensive plan to the implementation phase:

- 1) Advisory Committee
- 2) Steering Committee
- 3) Working Groups



### Peer Review Communities selected based on the following:

- 1) City that is more populous of the twin cities
- 2) population similar to Bloomington either in 1990 or 2010
- 3) predominantly dependant on one sector of employment (mostly non manufacturing with one exception).



### BEST PRACTICES REVIEW

Communities across United States are using planning as a tool to combat a variety of issues in their communities. Examples include Accesory Dwelling Units to make housing more affordable, and Play streets to combat obesity. Every community is unique. What works in one community may not work in other. However, it is still very important to understand how communities are reacting to various situations and identify what applies to Bloomington and what does not.

**Kalamazoo Promise:** A program that not only boosted test scores but transformed the area economy

### COMMITTEES AND WORKING GROUPS

Comprehensive planning needs to address a variety of issues



**Advisory Committee:** This team should include members from the leadership teams of all the entities that influence the quality of place in Bloomington such as the City, Utilities, Airport Authority, Utilities, Bloomington Normal Water Authority, School Districts, StateFarm, IWU and OSF.

**Steering Committee:** This team should include the City's political leadership, advisory commissions and councils such as the planning commission, ZBA and historic preservation commission, and the City's upper management such as the City Manager and department heads.

**Working groups:** Majority of the strategic planning work will be conducted by these groups. MCRPC will recruit members from various walks of life such as interested citizens, interest groups, public agencies and major employers, to work on variety of planning aspects identified in the Action Areas below.

**Sample Housing Working Group**

- Bloomington PACE Dept
- Realtor
- Apartments Association Rep
- Builder (For/Not for profit)
- Landlord
- Architect
- WBRP
- Lender
- School District Rep
- MCCA - provides senior and mentally ill housing
- LIFE CIL - handicap accesible

**POTENTIAL ACTION AREAS**



**NEIGHBORHOODS**

1. Neighborhoods are the building blocks of any community. This element would address issues that make Bloomington a family friendly city such as: Housing, Education, Neighborhood Character, Neighborhood Centers, Connections between homes, Amenities & Facilities, Urban

Design, Access to Government Services and Civic Engagement.

2. Public art and cultural events played an important role in shaping Bloomington into the city it is today. They will continue to bring people together and build a stronger community. The Arts & Culture section will address issues like Public Art, Arts & Cultural Venues, Economic Development through Art and Cultural Identity.



**ARTS & CULTURE**



**NATURAL ENVIRONMENT**

3. The future success of the city in 21st century will depend on its ability to adapt and meet the challenges of growth while continuing to be the steward for its natural environment. This section will address issues such as preservation of Open Space, Lakes and Streams, Farmland, Natural Prairie as well as address Flood Plain and Growth Management.

4. The city provides a range of employment, retail, service & recreational opportunities, all of which contribute towards its economic vitality. This section address issues such as Business Districts & Commercial Landuses, Industrial Districts & Landuses, Network related Economic Development such as Transportation & Fiber Optic, Financing Options & Incentives, Economic Development based on Redevelopment, Education & Workforce training.



**ECONOMIC VITALITY**



**HEALTHY COMMUNITY**

5. Our neighborhood and community should support life long active and healthy living. This element will address issues such as Parks and Recreation, Healthy Homes, Active Living & Transportation, Local Food, Urban Gardening, Brownfields, Public Safety, Emergency Preparedness, Social Health and Health Care.

6. The City's infrastructure shapes its growth and prosperity. This element would address transportation issues such as Complete Streets, Multimodal Transportation and Utility issues such as Water Distribution, Sewer, Sanitary, Storm Water, Solid Waste, Electric, Gas, Alternate Energy, Fiber Optic and Community Facilities.



**INFRA-STRUCTURE**



**REGIONAL COOPERATION**

7. Goals that are too big for one community can be achieved by the region. This element addresses issues such as Inter-governmental cooperation, Public Libraries, Growth Management, Water Supply, Drought Preparedness, Farmland Preservation, Regional and Inter-regional Transportation, Regional Economic Development, Regional Energy Planning, Clean Air and Water and Climate change.



## Phase 4: Plan Making and Adoption

**D**uring this phase, MCRPC will work closely with the working groups, steering committee and the advisory committee to draft the plan document.

### PLAN ELEMENTS

Strategies will be formulated for individual Action Area. The framework for each area will contain the community Values, Goals, Objectives, Timelines, Metrics, Tools and Techniques. Drafts of the individual action areas will be presented to committees, Planning Commission and the City Council periodically. Figure C below depicts the presentation framework.

1. EXISTING CONDITIONS ANALYSIS
2. VISION PLAN
3. LAND USE
4. COMMUNITY FACILITIES
5. NEIGHBORHOODS
6. ARTS AND CULTURE
7. NATURAL ENVIRONMENT
8. ECONOMIC VITALITY
9. HEALTHY COMMUNITY
10. INFRASTRUCTURE
11. REGIONAL COOPERATION
12. IMPLEMENTATION

Each action area will at the minimum address topics listed under the Action Areas (in Phase 3). These topics could be revised or prioritized differently based on the input gathered during the Visioning phase.

MCRPC may propose adopting certain sections prior to the complete adoption of the plan. Example: The City's consolidated plan that dictates the City's CDBG grant funds for FY 2015-2020 is due by March of 2015. MCRPC will start working with the housing committee as early as July of 2014 to ensure meaningful feedback for the allocation of CDBG funds for the next five years.

#### DELIVERABLES

Draft reports of the individual Action Areas will be delivered to the City for review (An electronic copy and 20 hard copies).

A draft final report of the compiled plan with all the plan elements will be submitted to the City for review ((An electronic copy and 20 hard copies).

Once the draft copy is approved a final copy of the compiled plan with all the plan elements as listed above will be submitted. (an electronic copy and 20 final copies)



**Figure C: from vision to action**

#### BUDGET

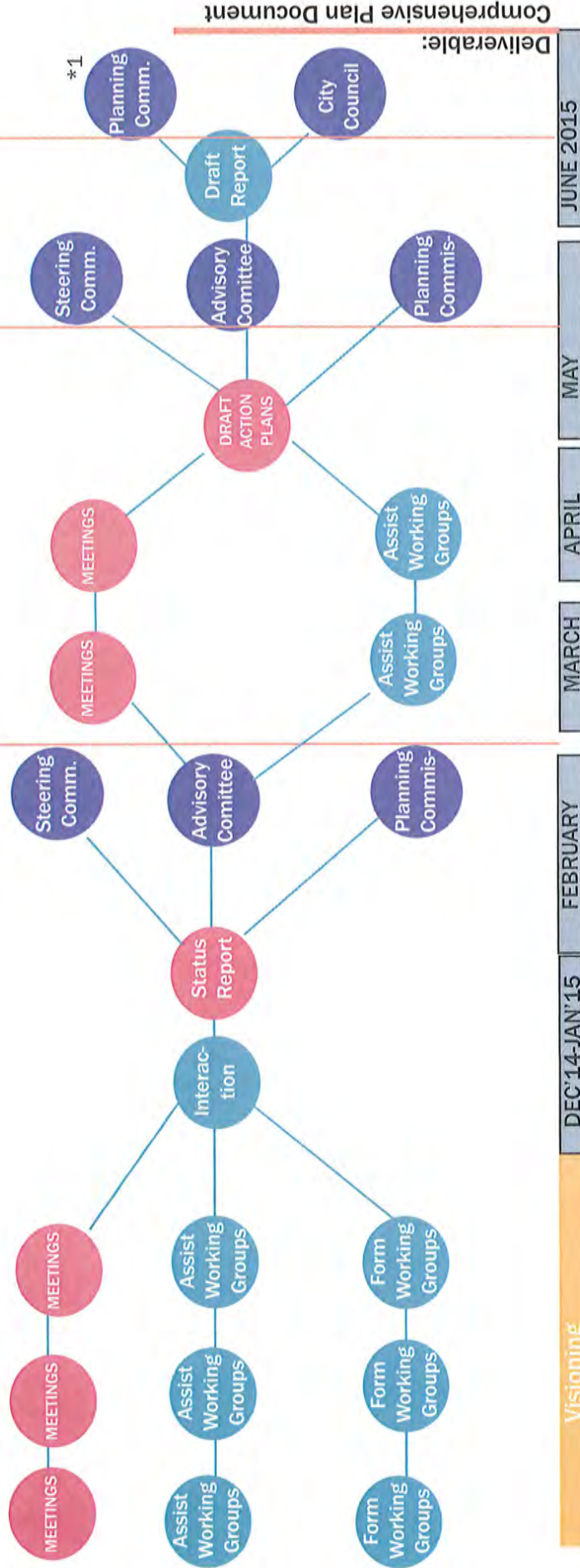
Under the terms of the annual intergovernmental agreement between MCRPC and the City, The City will not be charged any staff time by MCRPC for conducting the comprehensive planning process or creation of the plan document.

#### OVERALL TIMELINE

The total timeline for the project from the Existing conditions analysis to submitting the draft report for adoption is approximately 18 months. A detailed timeline for the Phase 3 and Phase 4 of this project is outlined on page 12.

TIMELINE FOR PHASES 3 AND 4

- MCRPC Action
- Working Group Action
- MCRPC to make a presentation
- Activities in conjunction with another phase



\*1: Planning Commission to make a recommendation to City Council for adoption of the plan