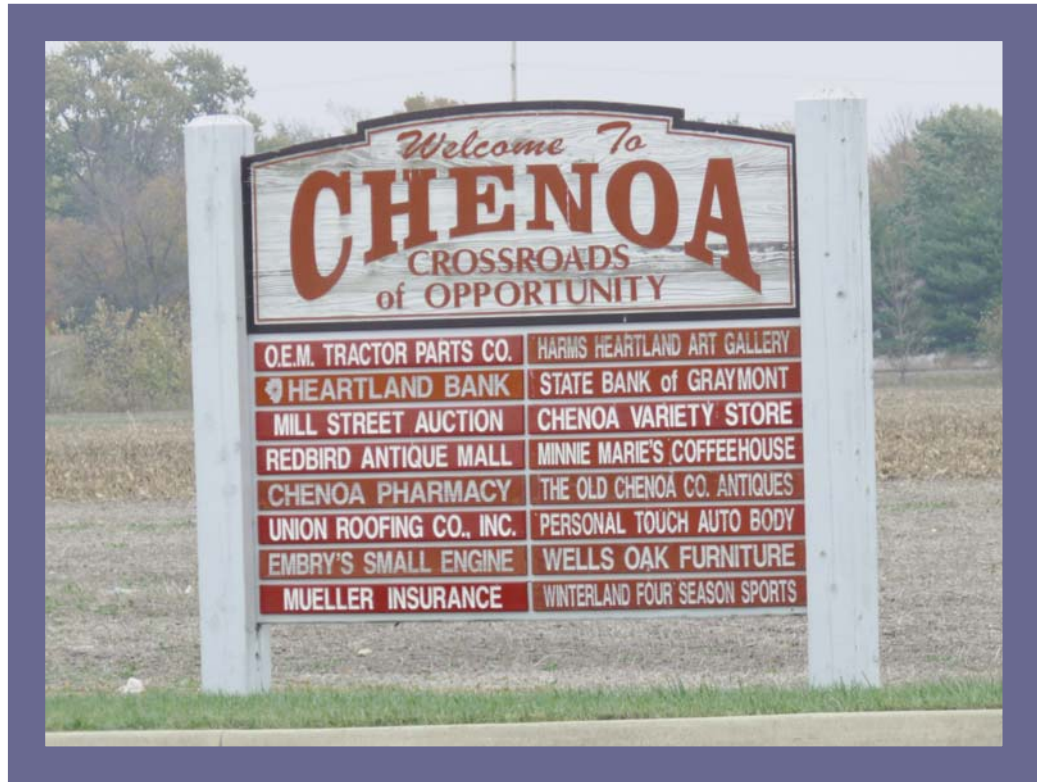


# Chapter 10



## IMPLEMENTATION



This comprehensive plan addresses the problem of predicting and sensibly accommodating the growth of Chenoa over the next 20 years. Its purpose is to provide an advisory guide for public and private actions regarding the future development of the community. The study begins with a survey and analysis of relevant background data to provide a community profile of existing conditions and trends. This profile is used to identify local issues and develop goals, objectives and policies to address those community issues. The study has also formulated long range development plans for land use, transportation and community facilities to meet the demands of predicted growth consistent with stated policies. This chapter identifies methods and responsibilities for carrying out the plan, and concludes with an implementation strategy outlining specific actions that will be necessary to accomplish this.

## **METHODS OF IMPLEMENTATION**

A number of methods are available to aid local governments in the implementation of the comprehensive plan. These methods include a combination of legal, financial and administrative tools. Following is a brief description of the various methods which can be used to carry out the plan, along with the specific applicability to the City of Chenoa. These methods are summarized on Table 10.1.

### **Legal Tools**

Legal tools include such regulatory measures as zoning ordinances, subdivision regulations, and the official map. Because it controls the use of land, the zoning ordinance is probably the single most effective means of implementing a community's land use plan. Chenoa currently has a zoning ordinance. The existing zoning ordinance should be reviewed and updated as needed to reflect current conditions and effectively support the recommendations

of this comprehensive plan.

Subdivision regulations are another effective tool. These regulations require coordination of new streets and other physical improvements to land with an existing or planned street system, provide standards for lot layout and street design, require adequate street rights-of-way and alignment of collector streets in conformance with the transportation plan, require drainage facilities and easements where necessary, and may require the installation of utilities, sidewalks, trails, parks, and schools to serve new areas of development. A comprehensive review and update of the City's subdivision ordinance was recently completed. The subdivision ordinance should continue to be monitored with recommendations for enhancements made by municipal staff.

The official map and codes represent other means for meeting plan objectives. Codes provide sound standards for the construction, use and occupancy of buildings. The official map provides the municipality with a means to reserve land designated for public purposes for a one year period from the time the land is subdivided. The map identifies the location of future public facilities and streets, and in effect, serves notice that the municipality intends to acquire the designated land through purchase, dedication or donation. The adoption of the official map means the Town may delay any action by a land owner that would preclude the extension of a street or the development of other public facilities. An official map was prepared to reflect the public improvement projects identified in the comprehensive plan (see Map 10.1).

### **Financial Tools**

Financial tools for carrying out the plan include the capital improvements program, federal and state aid programs and tax increment financing. The capital improvements program is a tool for public decision-making that consists of a list of capital improvement projects on a priority basis scheduled for a

defined period of time (usually ranging from 6 to 20 years), along with an estimate of the costs of each project. The capital improvements program schedules the timing of public improvements and provides a clear picture of the community's financial obligations at any

point in time. The capital improvements program should identify projects, along with costs, that reflect the recommendations of the plan. Federal and state aid programs provide technical and financial assistance for communities to help solve certain physical, economic

**Table 10.1  
Frequently Used Tools for Implementing the Comprehensive Plan**

Legal Tools	
Zoning Ordinance	A zoning ordinance controls the use of land and is an effective means of supplementing a community's land use plan. Zoning decisions can be more defensible if based on the land use plan.
Overlay Districts	Overlay districts prescribe requirements that are in addition to or supercede those of the zoning ordinance for certain areas or uses. These districts are intended to create, preserve or enhance selected features such as architectural or historic features.
Subdivision Regulations	These regulations require coordination of new street and other physical improvements to land with an existing or planned street system and provide standards for a lot layout and street design. Subdivision regulations also require adequate street rights of way and alignment of collector streets in conformance with the transportation plan. They also require drainage facilities and easements where necessary and the installation of utilities to serve new areas of development. Also included in subdivision ordinances may be provisions for planned unit developments and for dedication for community facilities.
Codes	Codes provide sound standards for the construction, use and occupancy of buildings.
Official Map	The official map provides the municipality with a means to reserve land designated for public purposes for a one-year period from the time that such land is subdivided. The map pinpoints the location of future public facilities and can serve notice that a city intends to acquire the designated land.
Financial Tools	
Capital Improvement Programs	The capital improvements program includes a list of capital projects on a priority basis scheduled for a defined period of time (usually about six years). These programs usually include an estimate of the costs and funding sources for each project.
Federal/State Aid Programs	These programs provide technical and financial assistance for communities to help solve physical, economic and social problems. Competition for these monies is high.
Tax Increment Financing	Tax Increment Financing (TIF) is a strategy that allows improvements to be financed by bonds to be retired from revenue-generated from the increase in property taxes that result from the improvements made within the TIF district.
Administrative Tools	
Annexation	This allows for control over outward growth and growth that should not be impeded. Annexation policies should depend on the extent to which the municipality is prepared to extend streets and utilities and other urban services. These policies should be established by what type of capital improvement program is in place. Pre-annexation agreements are standard requirements for zoning approval and utility extension in developing areas of the city.
Intergovernmental Coordination	Improvement programs and land development proposals should be reviewed for consistency with the comprehensive plan. When possible, land development proposals should complement plans of neighboring communities and townships, government taxing bodies, as well as other governmental and non-governmental entities, including the Illinois Department of Transportation, the Illinois Commerce Commission and McLean County. This helps ensure order and mutual compatibility and efficiency in resource allocations.
Programs for Public Understanding and Support	
Planning Publicity Programs	Publicize elements of the plan.
Progress Reports	Yearly reports outlining what improvements have been made and are scheduled to be made according to the plan.
Summary Report	Preparation and community-wide distribution of summary reports outlining the important parts of the plan.
Planning Tools	
Target Area Plans	Target area plans identify areas for more detailed planning and capital improvement programming.







# Map 10.1

## Official Map





City of Chenoa  
Comprehensive Plan

### Legend






#### Future Community Facilities

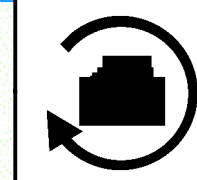
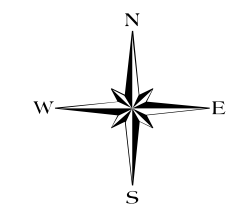
-  Proposed Park
-  Proposed Street
-  Proposed Trail
-  Potential Trail

#### Transportation

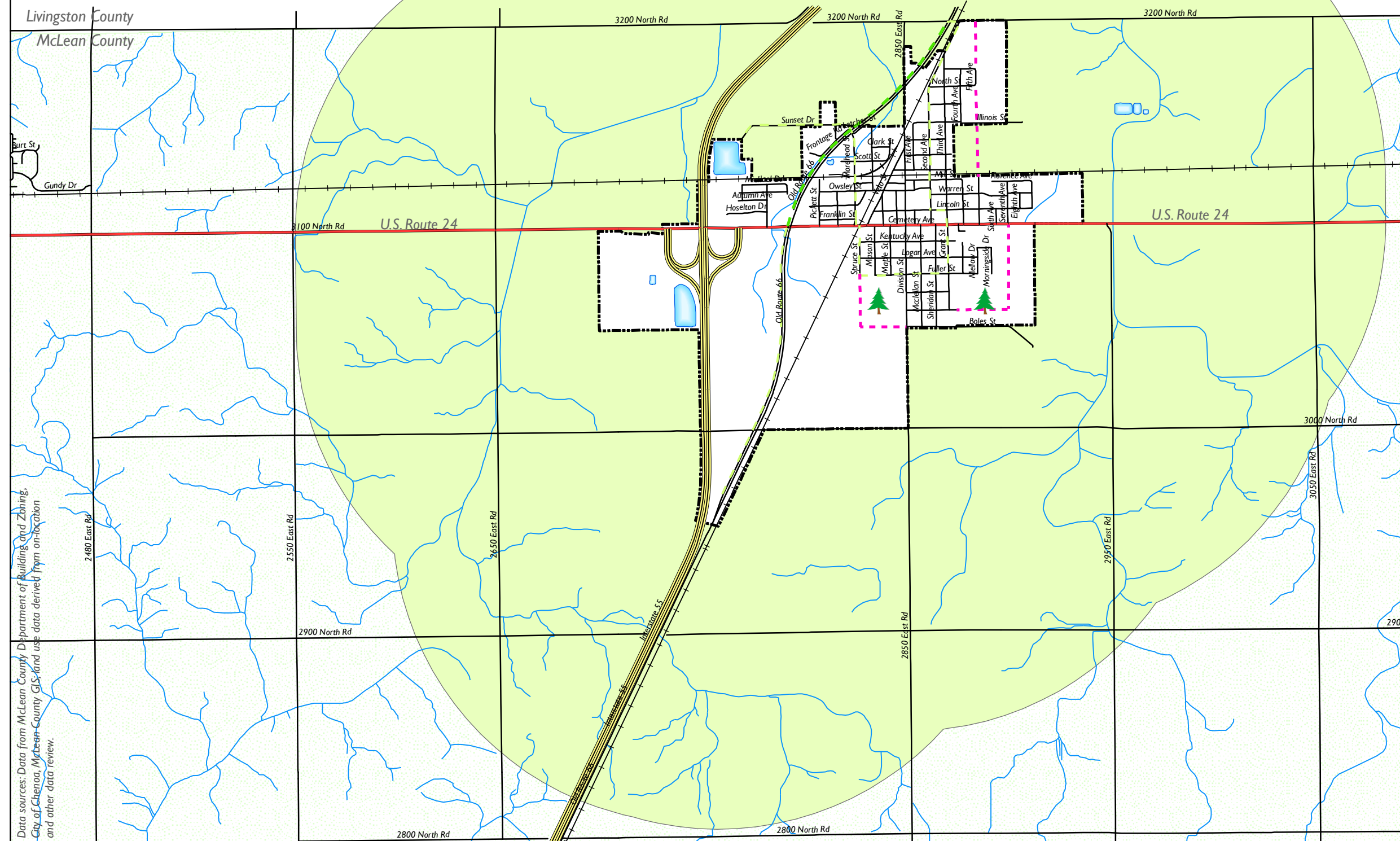
-  Streets and Roads
-  State Highway
-  U.S. Highway
-  Interstate Highway
-  Railroad

#### Other Features

-  Corporate Limits - 2008
-  Streams
-  Lakes and Detention
-  1.5 Mile Extraterritorial Jurisdiction
-  McLean County



McLean County  
Regional Planning  
Commission



Data sources: Data from McLean County Department of Building and Zoning, City of Chenoa, McLean County GIS, and use data derived from on-location and other data review.

and social problems. This would be a likely source of funding for developing parks and trails as well as other community facility improvements. Although there is usually stiff competition, these potential resources should be investigated and applications submitted as appropriate.

Tax increment financing is another financial tool, already in use by the City. It requires cooperation between a private developer or developers and the municipality. The legislation is written to enable the municipality to assist a private developer in projects that would not have been economically feasible were it not for this participation. Furthermore, the municipality is allowed to recover all or a portion of its costs for public improvements out of the increase in property taxes that results from the new activity. Caution should be exercised when considering this technique for residential development due to the potential for insufficient revenues, particularly for the school district, to meet increased demands.

### **Administrative Tools**

Administrative tools include such measures as annexation, street and utility extensions, and intergovernmental coordination. Annexation is an important step toward meeting plan objectives. To maintain control over developing territory and to insure that outward growth and development will not be impeded, annexation will continue to be necessary. The aggressiveness of annexation policies will depend, in part, on the extent to which the City is prepared to extend streets and utilities and provide other urban services as determined from the capital improvements program. With respect to intergovernmental coordination, the City should relate its proposals and improvement programs to those of other governmental agencies such as the school district, the townships, the county, and the Illinois Department of Transportation, so that coordinated efforts can be made to use mutual resources to solve common problems and to achieve common objectives.

### **Programs for Public Understanding**

Public understanding and support are essential for the successful implementation of the plan. The public must be aware of the problems and opportunities facing the City, and of how the plan can assist in solving the problems and in taking advantage of the opportunities for the benefit of all citizens. There are a variety of programs which can be utilized to help achieve public understanding and support. Among these are planning publicity programs that publicize elements of the plan, programs for the preparation of yearly progress reports outlining what improvements have been and are scheduled to be made according to the plan, and programs for the preparation and community-wide distribution of summary reports outlining the important parts of the plan. These and similar programs are effective methods for achieving public understanding and support of the plan. An Executive Summary pamphlet has been prepared as part of this planning process for distribution by the City. Annual reports on implementation progress may be made in cooperation with the McLean County Regional Planning Commission. Major updates of the plan are done on five-year intervals.

### **Target Area Plans**

Target area plans identify priority subject areas and/or geographic areas that are in need of more detailed planning and capital improvement programming. Target area plans serve to encourage the implementation of related projects in support of adopted policies. The development of target area plans should be a continuing part of the City's planning process. The identification of the need for future target area plans should be a consideration in the annual review and progress report on the implementation of this comprehensive plan.

## **RESPONSIBILITY FOR IMPLEMENTATION**

To meet community goals and objectives will require decisive actions. The responsibility for taking these actions must be assumed by both public and private groups. These groups include the City government and private citizen groups.

### **Municipal Government**

The City Council, as the legislative body, has the major responsibility for carrying out the plan. Therefore, for the plan to be effective, the City Council must pursue an active implementation program. Such a program should begin with the official acceptance of the plan. Upon adoption by the City Council, the plan represents an official statement of community development goals, objectives, proposals, and policies reflecting the combined thinking of municipal officials and interested citizens. The next step in the process is to initiate improvements. Once the capital improvements program has been developed, refined and approved, the City Council should initiate the improvements specified therein beginning with the top priorities. The implementation program will proceed with the enactment or revision of regulatory measures as appropriate.

### **Planning Commission**

A planning commission can serve as the community action coordinator and sometimes participates in the development of the comprehensive plan, regulatory measures and special projects. In addition, the planning commission normally makes recommendations to the municipal government concerning each of these matters and obtains public input through the scheduling of appropriate public hearings. A basic responsibility is participating in the review of the comprehensive plan, as all other actions and programs of the City to guide

future development should be based upon the comprehensive plan. In future iterations of the plan, the planning commission should schedule public hearings to receive and consider the recommendations of private citizen groups before recommending plan updates for adoption.

Once the plan is adopted, the planning commission has a number of other important responsibilities. It is responsible for reviewing development projects for consistency with the comprehensive plan. In addition, the planning commission may also undertake special projects and studies referred to the commission by the City Council. The planning commission may assume these responsibilities and more, since each action must be supplemented by a continuous process of review, update and revision.

### **Private Citizen Groups**

Private citizens have a direct responsibility for carrying out the plan and working toward the betterment of the community. Citizen action committees can be formed to provide many useful services. They can serve as fact finding bodies in studies of specific problems and can offer alternative solutions to those problems. Such committees can be extremely helpful in a variety of civic projects including neighborhood improvement campaigns, beautification programs and bond issue support programs. Private citizens can also be a valuable aid in supporting the plan and keeping the general public informed of its proposals. Access to private citizens via neighborhood associations can also be a very effective approach. Utilizing such relationships and organizations to educate the citizenry about the comprehensive plan should be a priority.

## **IMPLEMENTATION STRATEGY**

This chapter has described the methods and responsibilities for implementation and now concludes the comprehensive plan report

with an identification of the actions designed to assist in carrying out the plan. These actions constitute the implementation strategy and are outlined below in the approximate sequence needed to facilitate the plan's orderly implementation.

- The City of Chenoa should conduct a public hearing process with respect to the comprehensive plan, and recommend any revisions to the preliminary plan that may be needed.
- McLean County Regional Planning Commission should revise the preliminary plan as needed and as agreed to by the City of Chenoa.
- The City of Chenoa Council should review and adopt the comprehensive plan as an official statement of community development goals, objectives, proposals and policies.
- Identified target area plans should be completed.
- A capital improvements program that incorporates costs, funding sources and timelines to implement target area plans and other projects consistent with the comprehensive plan should be developed.
- New development should be required to provide its proportionate share of costs for needed infrastructure.
- Infrastructure improvements in support of development projects that are approved for annexation to the City in accordance with the comprehensive plan and capital improvements program should be carried out.
- The use of public financial participation to encourage development projects that strongly support the goals, objectives and policies outlined in the comprehensive plan should be considered. This participation should be limited to projects that adequately demonstrate financial need, high probability of success,

and strong public benefit.

- Improvements should be initiated in conformance with the comprehensive plan and capital improvements program.
- Zoning and subdivision regulations should continue to be reviewed and revised as needed to help ensure consistency with neighboring jurisdictions and current concepts in planning, design and development.
- Additional development regulations should be adopted as appropriate to provide improved guidance and a stronger legal basis for directing the City's future development.
- Additional target area plans should be identified and completed in conformance with the comprehensive plan.
- Annual progress reports on the implementation of projects in support of the comprehensive plan should be prepared.
- The City should initiate the practice of updating the comprehensive plan on a five-year basis in order to keep the plan current and relevant.

## **SUMMARY OF POLICIES FOR IMPLEMENTATION**

Chapters 2 through 9 of the comprehensive plan set forth specific areas of interest and concern for the future development of Chenoa. Implementation policies with respect to these interests are summarized below.

### **Natural Environment**

- Preserve natural drainage systems and waterways that reduce run-off and flooding and improve water quality.
- Encourage the use and development of stormwater detention basins.

### **Historic Preservation**

- Update information and highlight the historical, cultural and architectural sites and structures of the city.
- Work with the McLean County Historical Society in identifying specific historical sites and structures that can be placed on the National Register of Historic Places.

### **Economic Development**

- Actively promote Chenoa as a place of business development and relocation in the areas of agriculture, industry, distribution and small commercial. Local business leaders and the Economic Development Council of the Bloomington-Normal Area should assist in this marketing effort.
- Encourage economic development projects that support the goals, objectives and policies of the comprehensive plan. This effort should be limited to projects that offer a high probability of success and strong public benefits.
- Promote planning and code enforcement that will maintain high standards for development in order to enhance the quality of life in the community.

### **Land Use**

- Provide for the extension of public improvements such as streets, water mains and sanitary sewer lines when available to support growth that is consistent with the plan.
- Encourage the preservation and rehabilitation of a downtown commercial district. High density residential development in and near downtown should be part of this effort.
- Promote innovative approaches to

development such as new urbanist planning concepts which provides for open space, mixed and multiple uses and pedestrian use.

- Stimulate the need for compact and contiguous development.
- Encourage the establishment of an industrial park which is attractively designed with adequate facilities, service roads and other necessary supporting facilities to attract appropriate industry.
- Promote the planning and construction of new commercial development in attractive well-designed clusters or zones.
- Consider conducting a design review of proposed and current commercial and industrial developments so to create attractiveness, safety, compatibility and traffic flows.

### **Transportation**

- Maintain and improve existing streets that will improve transportation efficiency and maintain a desirable level of service.
- If merited, design streets to accommodate future industrial development in appropriate areas.

### **Housing**

- Encourage a wide range of housing types, styles, densities and costs to meet the needs of all incomes levels and age groups.
- Support planning and residential design that is consistent with the adopted population projections.

### **Community Facilities**

- Begin the process of identifying or acquiring sites for future community facilities

including parks, greenways and trails.

- Coordinate the planning and capital improvement programming for parks and recreational facilities with the City of Chenoa and Chenoa Park District.
- Require annexation to the City of Chenoa as a pre-requisite for providing community services outside the corporate limits.

### **Administration**

- Develop a capital improvements program that reflects the recommendation of the plan and identify funding options for planned improvements.
- Consider the use of incentives to encourage development which support the City's objectives and policies outlined in this comprehensive plan.
- Encourage the adoption of an official map so land designated for public purposes can be reserved.
- Promote intergovernmental coordination by meeting with appropriate governmental agencies to discuss common problems and alternative solutions.
- Periodically review and update the comprehensive plan.
- Support continuing planning programs that include recreational facilities, historic and natural resource preservation.
- Develop a plan for annexation for controlling the development of land adjacent to the present corporate boundaries.
- Check existing zoning and subdivision regulations to make sure such conforms with the plan.
- Educate the public about the plan in order

to expand public understanding and support of the document and to increase citizen participation in carrying out the plan.

- Encourage the development of special projects and studies addressing specific community problems.



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