

2009

Peoria County Comprehensive  
Land Use Plan



**PEORIA COUNTY BOARD**

Thomas O’Neill, Chairman  
William Prather, Vice Chairman

Bonnie J. Hester	Junior Watkins
Lynn Scott Pearson	Andrew Rand
Bud Sous	G. Allen Mayer
James C. Dillon	Phillip Salzer
Timothy D. Riggerbach	Michael Phelan
Merle Widmer	Robert Baietto
Brian Elsasser	Carol Trumpe
Brad Harding	Patricia Hidden

**PEORIA COUNTY PLANNING COMMISSION**

Carol Trumpe, Chairman  
Brian Elsasser, Vice-Chairman

Chester Bishop	Dick Calhoun
Charles Carter	Tanya Fengel
Bob Fredericks	Ted Harding
Patricia Hidden	Tom Hintz
David Hurst	Kevin Peterson
Michael Schmied	Beverly Taylor
Robert Wieland	

**PEORIA COUNTY PLANNING & ZONING DEPARTMENT**

Matt Wahl, Director

**PROJECT CONSULTANTS**



**CONTENTS**

**Executive Summary** .....6

**I. What Does This Plan Mean to Me?** .....7

**II. Plan Impetus: Planned Quality Growth** .....9

    The Planning Process..... 11

**III. Population**..... 12

    Population Age ..... 16

    Population Trends ..... 16

    Population Summary & Implications ..... 20

**IV. Themes** ..... 22

**Theme #1 – Smart Growth** ..... 23

    Land Use ..... 25

    Residential Development ..... 29

    Economic Development ..... 35

    Public Services & Infrastructure ..... 41

    Transportation..... 46

    Smart Growth – Principles & Strategies ..... 56

**Theme #2 - Environmental Stewardship**..... 68

    Existing Natural Resources ..... 68

    Environmental Stewardship – Principles & Strategies..... 77

**Theme #3 – Agricultural Preservation** ..... 81

    Agricultural Trends..... 82

    Agricultural Land Use Trends..... 86

    Agricultural Preservation – Principles & Strategies..... 88

**V. Service Delivery Study**..... 90

    Fiscal Impact of Growth..... 90

    Municipal Growth ..... 91

    School District Growth ..... 93

    Fire, Water & Sewer Districts..... 95

    Employment..... 96

    Expected Costs..... 97

Expected Revenues .....97

Municipal and County Results .....97

Cumulative Impacts .....98

Policy Implications for Comprehensive Land Use Plan .....99

**VI. Market Study**..... 101

    Retail Opportunity Gap ..... 103

    Sales Tax..... 108

    Current Employment ..... 111

    Commercial and Industrial Growth ..... 113

    Summary of Strategies from Market Study..... 114

**VII. Future Land Use** ..... 115

**Land Use Forms** ..... 120

    Agriculture Preservation ..... 120

    Agriculture ..... 121

    Rural ..... 122

    Unincorporated Center ..... 122

    Village ..... 123

    Urban ..... 125

    Interchange ..... 127

    Environmental Corridor..... 129

    River Freight ..... 130

**Land Uses** ..... 132

    Agriculture ..... 132

    Open Space ..... 133

    Rural Residential..... 133

    Conservation Design Residential ..... 134

    Conventional Residential ..... 135

    Multi-Family Residential ..... 136

    Mixed-Use: Residential/Commercial ..... 137

    Neighborhood Commercial ..... 138

    General Commercial ..... 139

Mixed Use: Commercial/Light Industrial..... 140

Industrial..... 141

Mineral Extraction..... 142

**Area of Special Interest**..... 144

**Glossary**..... 146

**Appendices**..... 148

Appendix A – Service Delivery Study..... 148

Appendix B – Market Study: Trade Area Profiles..... 163

Appendix C - Village of Dunlap Growth Area..... 175

## EXECUTIVE SUMMARY

This Comprehensive Plan was developed so that Peoria County could guide its future. The future will come, and elected officials will make decisions whether or not there is a plan. With the assistance of this Comprehensive Plan, the county will be able to make rational choices for a sustainable future.

In 2007, the Peoria County Board undertook a strategic planning process for the County. This process identified several strategic goals; one, Planned Quality Growth, is of utmost importance to this document. By creating a new Comprehensive Plan, the County seeks to ensure that the vision for growth and development in Peoria County is consistent with the County Board's strategy.

The County Board appointed a Planning Commission, made up of several County Board members and representatives knowledgeable of specific sectors, such as business, parks and recreation, agriculture, and the environment. The Planning Commission guided the process from start to finish. The process ensured that the public, other units of government, and advocates/experts representing specific interests would be heard. Input gathered through the process resulted in a Vision, Themes, Principles and Strategies.

### **The Vision focuses on three themes:**

- **Smart Growth**
- **Agricultural Preservation**
- **Environmental Stewardship**

The Themes are long-range, general aims of the county. Principles are more detailed statements that clarify the Themes. Strategies are specific steps that can be taken to support the Principles. It is through the Strategies that the Comprehensive Plan is implemented.

As companion pieces, Peoria County undertook a Service Delivery Study (SDS) and a Market Study (MS) to establish a baseline estimate of the revenues and costs of new development, and market demand for specific types of commercial and retail businesses within a given area, respectively. Combining the SDS and MS with this plan gives the County a solid, smart growth oriented Comprehensive Plan to guide the County to the year 2030.

This document is considered to be a living plan. It is anticipated that the economic data in the SDS and MS will be updated at least every 5 years in order to keep the plan relevant. If economic indicators change significantly, other areas of this plan may need to be updated as well, such as the Themes, Principles, or Strategies.

## **I. WHAT DOES THIS PLAN MEAN TO ME?**

Land use planning is neither a profession nor a skill well-known by most people in our society. However, we all see firsthand, every day, the impacts of land use planning in our lives. At its simplest, land use planning is determining how communities are built and developed.

Planning can have a variety of specific goals and special purposes, and each plan has different goals that reflect the desires of the residents, elected officials, and businesses in that specific community. The following sections describe how this plan relates to you.

### **Citizen/Resident**

Planning protects your property values and rights. By establishing goals and a vision for how development in the County should look and feel, County officials and elected officials are able to make decisions on zoning, ordinances, and specific developments. These decisions are critical in ensuring that your property value and rights are protected from nuisance, unsafe, and/or unhealthy land uses. In addition, planning plays a large role in determining what kind of development occurs, and where, and thus impacts how the County looks and feels, and your quality-of-life.

### **Business Owner**

Planning can help establish a strong economic and business growth environment. This plan aims to create an environment in the County that is conducive to business start-up, expansion, and retention, through goals and actions such as expanding water and sewer service, working with school districts to provide vocational education, monitoring the business environment for pertinent workforce changes, encouraging the growth of agriculture and agriculturally-related business, and creating and maintaining the type of community you want to attract and retain your employees and their families.

### **Building & Housing Industry**

Peoria County recognizes the important role that the building and housing industry, including developers, builders, skilled trades and realtors, plays in not only the local economy, but in constructing solid, decent, attractive homes, businesses, and roads that will provide value to generations of residents and visitors. This plan identifies areas most appropriate for new growth, and includes goals to provide and/or expand services like public safety, water, and sewer, while ensuring that new development pays for the services it requires through the tax revenue it generates.

### **Elected Official**

This plan is your resource, your tool. The community spoke on what they value most with respect to land use and development. Plan content, goals and actions are a direct result of what the residents, businesses, and organizations of this County told us.

Therefore, this document should be used as a beneficial tool for you when making decisions on questions related to land use and development, the environment, transportation, and the economy. No one would claim that plans are black and white documents that foresee all issues, but participants in this process hope this document helps you in your capacity of making decisions in the public interest.

## Youth

You, the youth and future generations of Peoria County, are the reason for this comprehensive plan. You, of all the groups affected, have the most at stake with this plan. This plan will play a major role in shaping your community. This plan will help determine what types of homes are available and where they are located. This plan will help the business community create an economic environment that offers quality jobs and career opportunities. This plan will help protect, restore, and steward the land, rivers, forests, and air of Peoria County. This plan will protect and improve the transportation system so residents have mobility, mode choice, efficiency, and safety. This plan will maintain and enhance the outstanding quality-of-life that Peoria County offers.

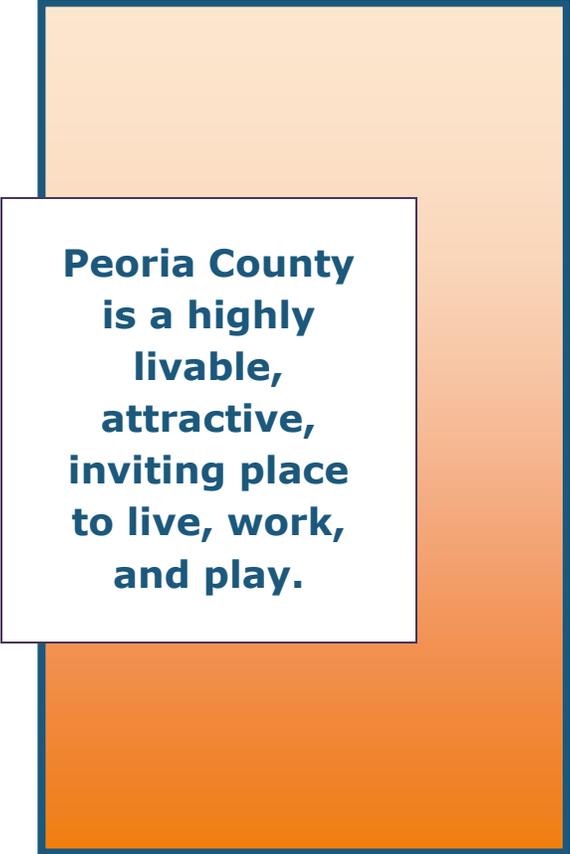
Your parents, grandparents, neighbors, and family friends came together, volunteering their time over an 18-month span to create this plan. While they each had different backgrounds, values, concerns, and priorities, they collectively agreed on the content of this document. The vision you see is their vision for your community. The goals and actions you see are how they believe that vision can be made a reality. The hope is that this plan helps provide you a better, more prosperous, more enjoyable community than you might have without this document. This plan was created for you.

## II. PLAN IMPETUS: PLANNED QUALITY GROWTH

In years since Peoria County last updated its Comprehensive Plan in 1992, much has changed but much has remained the same. The population is growing. The economy is stable. The natural environment is healthy. The transportation network is efficient. All of these indicate what residents and visitors know; Peoria County is a highly livable, attractive, inviting place to live, work, and play.

In order to protect and maintain the County's livability and quality-of-life, encourage economic growth, preserve our agricultural heritage and way of life, and steward our natural resources, the County decided to create a completely new Comprehensive Land Use Plan. The Comprehensive Plan also ensures that the vision for growth and development in Peoria County is consistent with the County Board's strategy.

The Peoria County Board strategy was developed in 2007 via a strategic planning process. This strategy identifies five strategic goals, each of which can be directly related to parts of this Comprehensive Plan. The Goals are listed below, along with logos Peoria County has adopted for use as a visual reminder of how specific Board actions and policies should be reflective of the County's strategic goals. In this plan, each **Principle** has been directly correlated with a County strategic goal, and the corresponding logo will be present as a reminder of the nexus between this plan and established County Goals.



**Peoria County  
is a highly  
livable,  
attractive,  
inviting place  
to live, work,  
and play.**

**Goal 1: Partner for Success with our Citizens and Other Governments**



**Goal 2: Grow the Economy**



**Goal 3: Deliver Quality Services in a Professional Manner**



**Goal 4: Plan Quality Growth**



**Goal 5: Remain a Financially Solvent County Government**



All of these goals are relevant to this Comprehensive Plan, but **Plan Quality Growth** is the most directly related. This Plan is built around a core that reflects the community's past, considers the present, targets the future, and emphasizes the **Plan Quality Growth** goal. Specific **Plan Quality Growth** objectives include:

**Objective 1: Put plans into action through consistent County decisions**

**Objective 2: Preserve prime agricultural land and farming in Peoria County**

**Objective 3: Encourage growth in urban areas or existing communities**

**Objective 4: Enhance the quality of buildings in the County**

**Objective 5: Have infrastructure and service capacity for new areas**

**Objective 6: Have growth paying for growth**

In addition to the **Plan Quality Growth** goal and objectives, this Comprehensive Plan considers the contributions and influences the cities and villages have on the quality of life, economy, and land use in the County. Further, the plan acknowledges municipal planning control within municipal boundaries and influence within 1.5-miles of the municipal limits. The County has identified several development styles and locations that would help achieve the Themes and Principles addressed in this plan, including some that would be most appropriate within or adjacent to municipal limits. The Future Land Use chapter and Future Land Use Form Map reflect these development types. However,

achieving this beneficial smart growth will require significant coordination and cooperation between municipalities and the County.

### **The Planning Process**

This comprehensive plan followed an intentional, directed planning process. This process ensured that the plan would benefit from the input of elected officials, other units of government, the public, and advocates/experts representing specific interests (natural resources, parks, the economy, transportation, etc.).

#### **Planning Commission**

The County Board appointed a Planning Commission, made up of several County Board members and representatives knowledgeable of specific sectors, such as business, parks and recreation, agriculture, and the environment. The Planning Commission guided the process from start to finish. The Planning Commission also wrote and adopted the overall Vision for this plan, provided input and direction on the planning process, and assisted in the identification of goals and actions.

#### **Public Workshops**

County staff and consultants on this plan conducted two rounds of public workshops to gather public input; each round consisted of four workshops, one each for Housing, Neighborhoods, & Schools; Land Use & Economic Development; Public Services & Infrastructure; and Natural Resources & Recreation. The eight workshops were held at various locations around the County to make it as convenient as possible for residents to attend and contribute. They were well attended, with a very high quality of input.

#### **Draft Plan**

During the months that County staff and consultants were collecting public comment at the workshops, they were also gathering baseline data on demographics, trends, issues and opportunities related to specific areas of this comprehensive plan. Under the direction of the Planning Commission, these trends and data were analyzed, combined with public input obtained at the Workshops, and consolidated into a draft plan, complete with Visions, Goals, and Actions. The draft plan was presented in three public hearings, one each in March and April 2008, and February 2009.

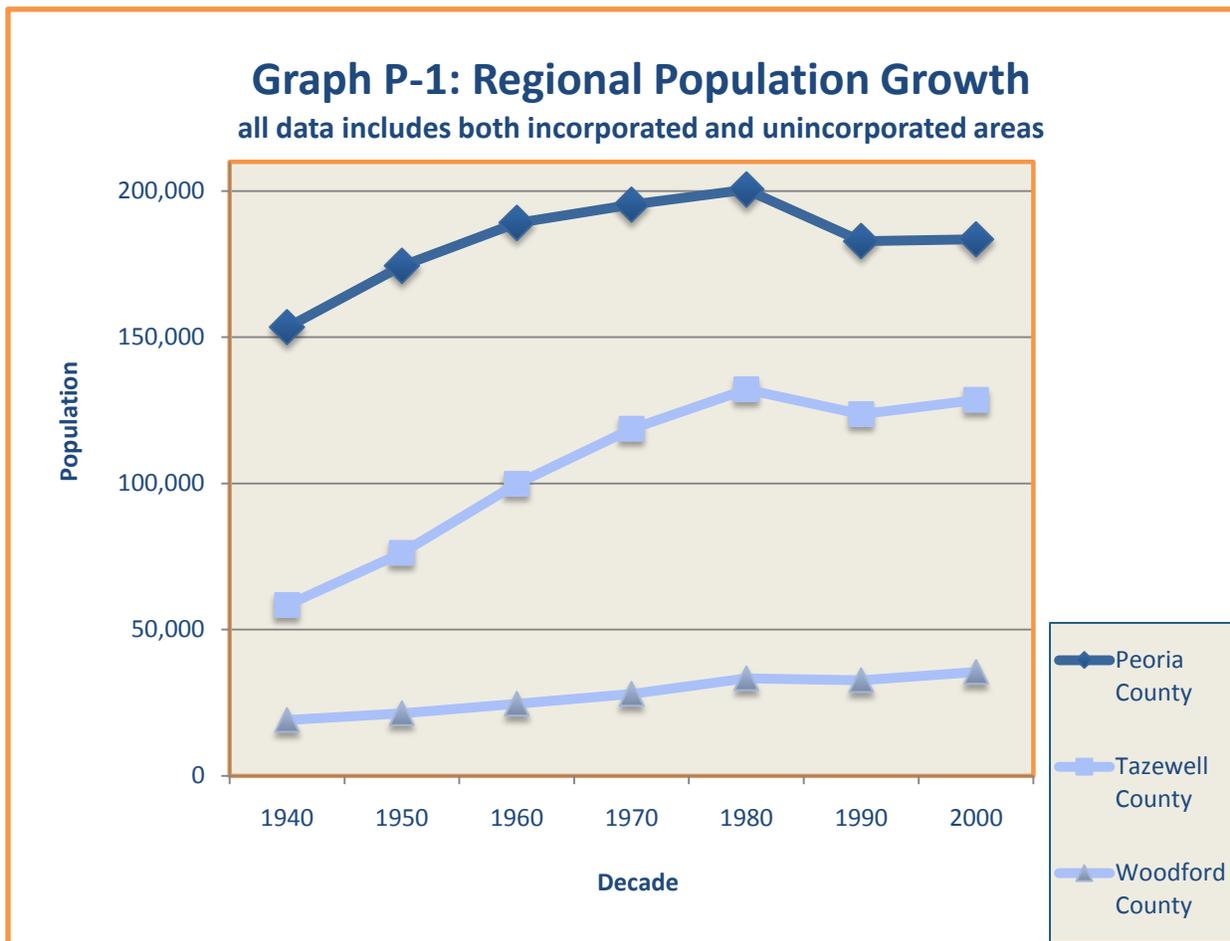
#### **Final Plan**

Public input obtained from the public hearings was incorporated into the draft, under the supervision of the Planning Commission. The resulting document became the final comprehensive land use plan with approval by resolution of the Peoria County Board.

### III. POPULATION

No single demographic characteristic has more impact on an area, or an area’s comprehensive land use plan, as population. Therefore this section will focus in detail on population attributes and trends. In addition, this section will look at population forecasts, key trends and their implications on land use planning.

Peoria County has experienced volatile population swings over the last sixty years. The number of persons residing in Peoria County steadily increased from 153,374 in 1940 to 200,466 in 1980, but then dropped significantly during a major regional recession in the 1980’s and stood at 182,287 in 1990. While the population has since grown slightly to 183,433 in the 2000 U.S. Census, it has not recovered to its pre-1980 level. As seen in **Graph P-1: Regional Population Growth**, the same recession that negatively impacted Peoria County also impacted the rest of the Tri-County region, although not to the same extent.

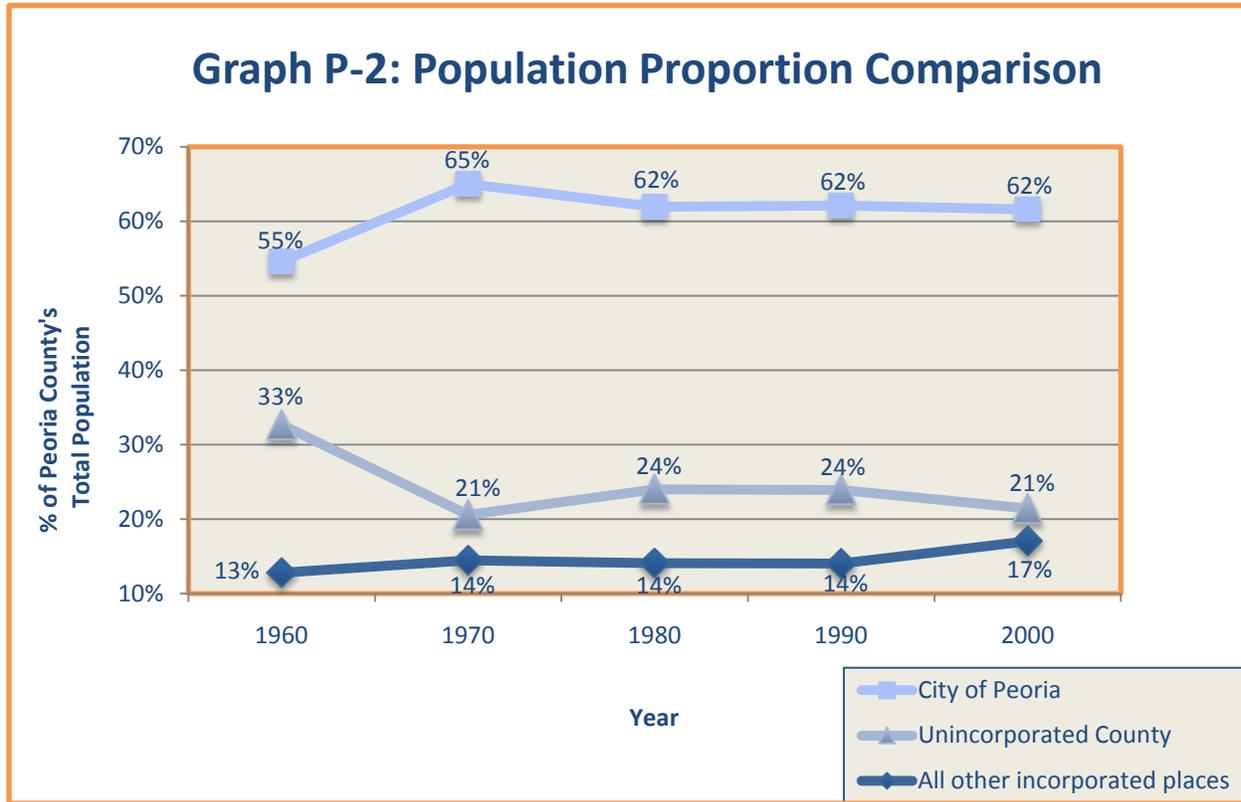


While this plan focuses on the unincorporated areas of the County, a discussion of the population would not be complete without information about municipal areas and the County's largest municipality, the City of Peoria. The City of Peoria had a population of 112,936 in the 2000 U.S. Census and is the heart of a metropolitan area containing almost 350,000 people. Like Peoria County and the region as a whole, the City of Peoria saw a significant loss of population in the 1980's, but has grown moderately since the 1990's.

Since 2000, the City of Peoria has conducted two special censuses, one in 2004 and one in 2007, to count new residential units and residents. Combined, these special censuses showed 8,455 people. If all these residents are new to the City, the growth in this area represents an increase of 7.5% from the baseline 2000 U.S. Census population. This seven-year increase is far higher than the previous ten years, which actually saw the City's population decrease .5% from 1990 to 2000. Given that population in Peoria County tends to rise and fall with the population of the City of Peoria, this indicates that the County as a whole has likely continued to grow since 2000.

It should be noted that the City's special censuses did not take a count of the entire City; any potential loss of population in the older parts of the City are not reflected in the new data, and the 2010 Census population may show less growth than these special censuses appear to indicate.

**Graph P-2: Population Proportion Comparison** compares the population growth of the unincorporated parts of the County, the City of Peoria, and all other incorporated places combined. Interestingly, the proportion of population inside the corporate limits of Peoria has remained relatively constant since 1980 at approximately 62% of the total County population. So as the City and County as a whole have recovered from the economic downturn of the 1980's, they have grown at an approximately equivalent pace.



Also notable in **Graph P-2: Population Proportion Comparison** is that all other incorporated places combined are increasing the percentage they represent of Peoria County’s total population, while the City of Peoria is only maintaining its share of the County’s total population.

The growth of smaller communities in Peoria County has not been equal, however. While most of these smaller municipalities recovered some of their population after the regional recession of the 1980s, only three communities have fully recovered their 1980 population levels: Bartonville, Brimfield, and Dunlap. **Table P-1: Municipal Population Trends** demonstrates the disparity between different Peoria County communities in terms of population growth from 1970 to 2000.

The unique characteristic of smaller communities throughout the County is that because of their size, the same amount of population growth can have a much greater positive impact on smaller communities than on larger communities. Unfortunately, the same is true for the downsides of unmanaged or unexpected population growth. The increased risk of development generating undesirable effects in a community is often a result of the lack of resources in these communities to plan for growth. Often without resources or professional planning assistance, smaller communities are less likely to have plans and

ordinances in place that encourage and allow for *controlled* growth, instead having to react to new trends and being forced to accept *uncontrolled* growth.

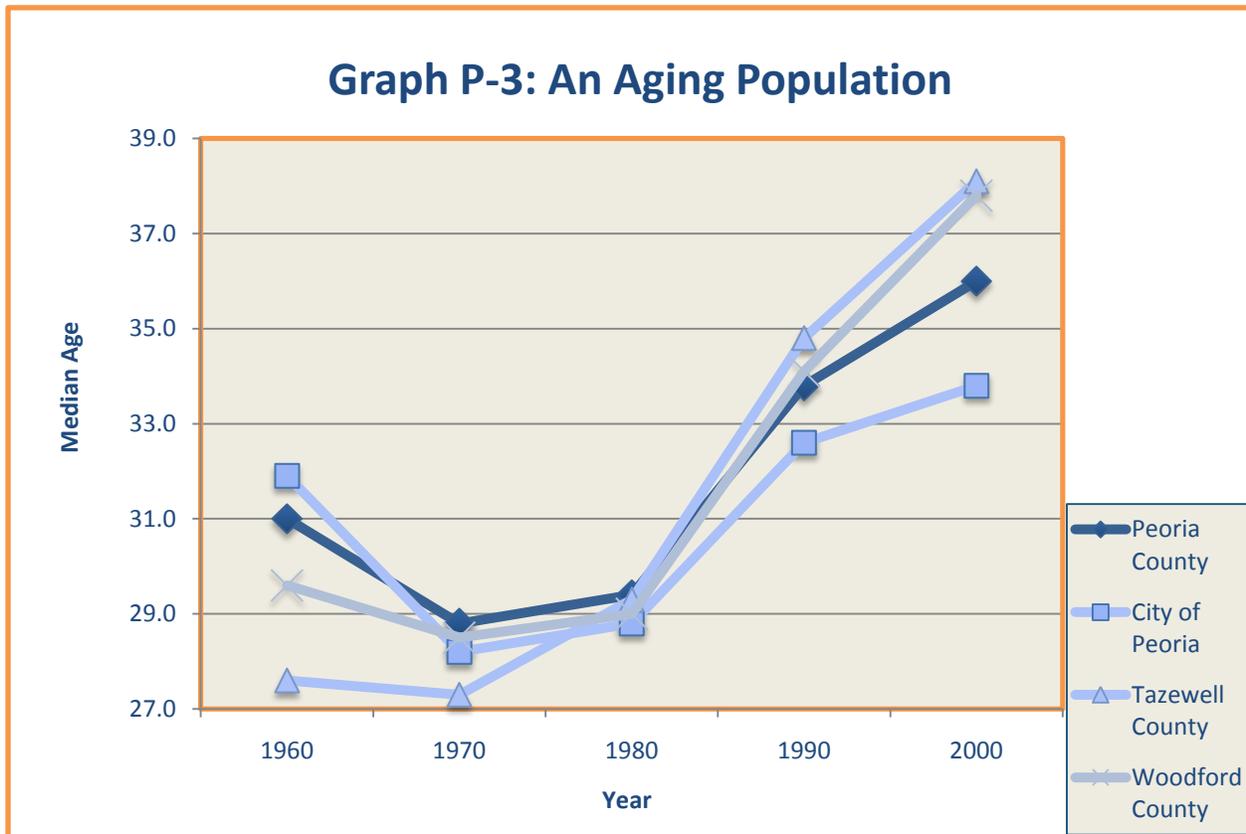
If smaller, more rural communities in Peoria County continue to grow, these jurisdictions will need to plan for population growth and the attendant benefits and costs.

<b>Community</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Bartonville	7,221	6,137	5,643	6,310
Bellevue	1,189	2,045	1,491	1,887
Brimfield	729	890	797	933
Chillicothe	6,052	6,176	5,959	5,996
Dunlap	656	824	851	926
Elmwood	2,014	2,117	1,841	1,945
Glasford	1,066	1,201	1,115	1,076
Hanna City	1,282	1,361	1,205	1,013
Kingston Mines	380	340	293	259
Mapleton	281	255	216	227
Norwood	632	612	495	473
Peoria	126,963	124,160	113,504	112,936
Peoria Heights	7,943	7,453	6,930	6,533
Princeville	1,455	1,712	1,421	1,621
West Peoria	6,873	5,219	5,314	4,762
<b>Total</b>	<b>164,736</b>	<b>160,502</b>	<b>147,075</b>	<b>146,897</b>
<b>Peoria County</b>	<b>195,318</b>	<b>200,466</b>	<b>182,827</b>	<b>183,433</b>

### Population Age

One trend is clear from an analysis of Census data: Peoria County’s population is aging. This is not unique to Peoria County; the United States and much of the world is growing gradually older. However, the trend is more pronounced in some parts of the country than others and especially in rural portions of the Midwest.

**Graph P-3: An Aging Population** graphically depicts the trend of a rapidly aging population since 1970, as shown by the median age reported in the decennial U.S. Census. This graph shows that Peoria County’s median age is actually lower than either Tazewell or Woodford County. Interestingly, in the 1970 Census, Peoria County had the highest median age of any of the three Counties or the City of Peoria. Over the past 30 years however, Tazewell & Woodford Counties’ populations have aged at a much faster rate than either Peoria County or the City of Peoria.

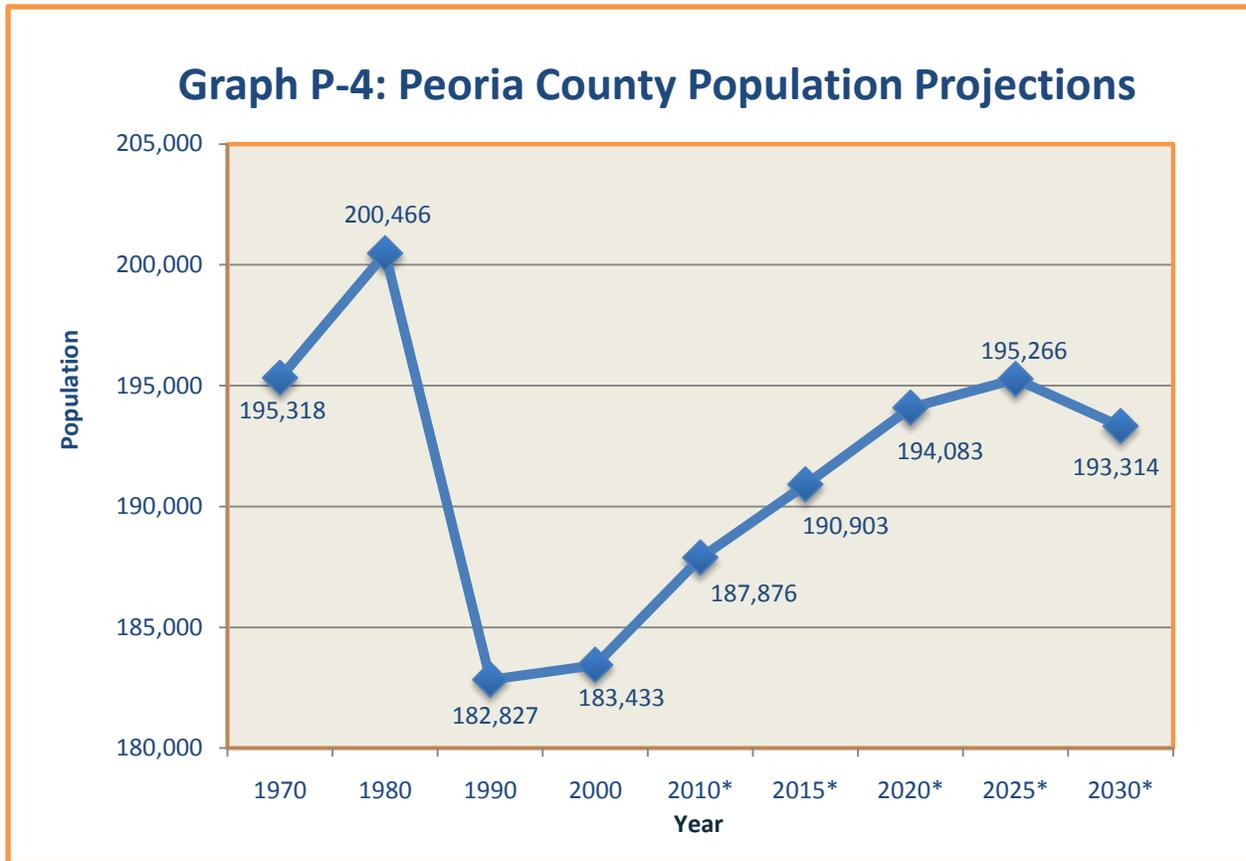


### Population Trends

Projecting future population is a notoriously difficult task. Unforeseen changes in migration patterns, economic cycles, natural disasters or severe weather patterns, and other events outside the control of individuals or government can have drastic impacts on population change in any given place. The difficulty in projecting population is even more

difficult for a small jurisdiction like an individual County, than for a larger entity like a state or the nation. Therefore, it is useful to look at several different methods and sources of population projection in order to get a more accurate picture of potential growth scenarios.

Data confirms this difficulty; the U.S. Census Bureau estimated a slight loss in population in Peoria County from 2000 to 2006, dipping to 181,827 in 2004 before rising slightly to 182,495 in 2006, a loss of nearly 1,000 residents in the six years since the 2000 U.S. Census. At the same time, the Illinois Department of Commerce and Economic Opportunity (DCEO) projects that Peoria County will have steady growth throughout the first quarter of the 21<sup>st</sup> century, as shown in **Graph P-4 – Peoria County Population Projections**. Note: the figures for 2010 and beyond are estimates from DCEO.



Due to the difficult nature of projecting population change, it is important to plan for a range of potential population scenarios. This means considering strong or moderate population growth, minimal or stagnant growth, as well as the potential scenario of population loss. While overall national trends point to rapidly increasing populations,

smaller geographic areas tend to have much more variation in population growth, with some areas gaining and some areas losing. Due to the range of potential scenarios, this planning effort completed a cohort population analysis.

### **Cohort Population Analysis**

A cohort population analysis breaks a population down into defined cohorts, or age groups (e.g. less than 10 years old, 10-19 years old, 20-29 years old, etc), and then analyzes population changes within and between each cohort over a period of time. Analysis is based on each cohort's birth and death rates, the generational make-up of the area being studied, and migration patterns. A cohort population analysis provides the most accurate analysis easily available.

By varying the projected migration patterns according to different levels of population growth or decline, population levels in the future can be projected. It is important to note that this type of analysis is still far from perfect, as a great number of variables that can impact population change are not able to be reflected in this type of analysis.

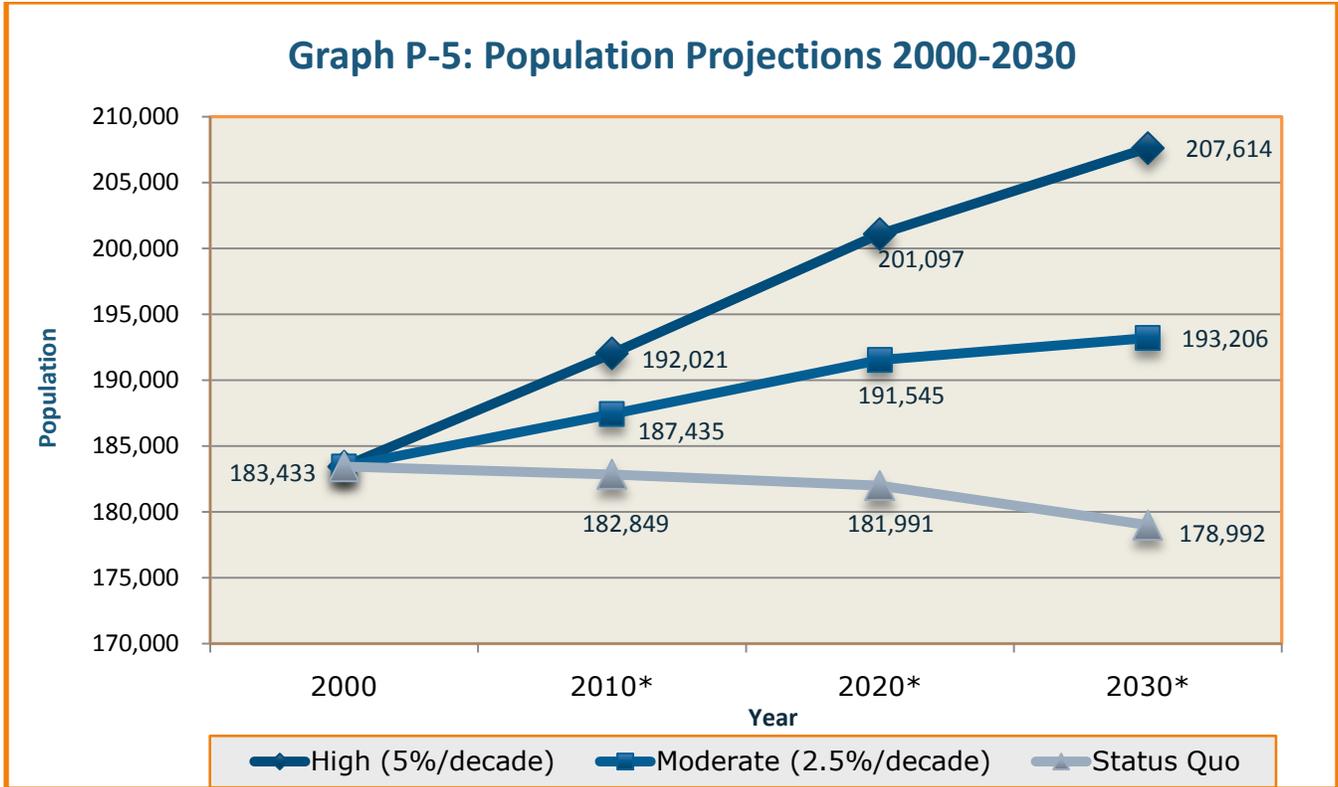
Three population change scenarios were analyzed: Status Quo, Moderate Growth, and High Growth. All models hold the birth rate static, while assuming a slight improvement in the death rate (per guidance from official Illinois Department of Public Health forecasts) based on expectations of improved healthcare and longevity. Notwithstanding a slightly improved death rate, the only significant change in these scenarios is assumptions about the net migration rate.

The Status Quo model simply calculated the actual net migration rate by age cohort between the 1990 and 2000 Censuses, and then projected that constant rate through 2030. Using the same base data, the Moderate Growth model assumes a net migration increase of 2.5%, applied equally to both males and females in all age cohorts. This change could come from individuals and families moving into Peoria County from other places, or a reduction in the number individuals and families leaving the County. The High Growth model also varies the net migration rate to project population change, but uses an increase of 5% applied equally to all gender and age cohorts.

The populations projected by these models can be seen below in **Graph P-5: Population Projections 2000-2030**. These potential scenarios highlight the importance, and difficulty, of projecting population change. For instance, although Peoria County showed a slight growth in total population between the 1990 and 2000 Census, the Status Quo trend line shows that adding the birth and death rates to the forecast results in a declining population trend in the coming decades.

Conversely, relatively slight changes in net migration rates in the Moderate and High Growth scenarios result in somewhat to very significant population increases in the County. Compared to many places in Illinois and the nation, population growth of 2.5%

per decade (Moderate Growth scenario) and even 5% per decade (High Growth scenario) are relatively minor increases. Still, small percentage increases on a large population base like Peoria County translate into significant numbers of people, and impacts on land use, transportation, the environment, and the economy.



Note that simply applying the percentage growth to the population figure does not yield the projected population for the next column. This is due to the aging population in the County. The population is aging and dying more quickly than women of child-bearing age are having children in Peoria County. This results in a continued gradual aging of the overall population and an offset of the positive effect of the assumed improvement in migration rates.

**University of Illinois – LEAM Analysis**

A last tool useful in forecasting population is research produced by the University of Illinois Land Use Evolution and Impact Assessment Model (LEAM) group. In 2003, LEAM and Tri-County Regional Planning Commission undertook a study of Local Legacy lands, or areas in this region deemed to be environmentally-significant. Part of the study, and the power of LEAM, is in analyzing current land use and population trends, and forecasting future land use, development, and population changes based on different development scenarios. The forecasts are made using a detailed geographic information system (GIS) database and analysis, conducted on a University of Illinois’ supercomputer.

At the time, using a Business-As-Usual model that assumed a straight continuation of local land use policies, economic performance, and population trends, LEAM forecast a population increase of 12,874 people from 2000 to 2050. Comparison of this population increase to the cohort population analysis results shows the LEAM rate of growth and population projection to be similar to that of the Moderate Growth scenario (if projected out to 2050, rather than 2030), validating that growth scenario and indicating its appropriateness for planning purposes. Additionally, the Service Delivery Study portion of this planning process uses the LEAM modeling and data for its analysis, further strengthening the use of a County-wide population growth rate of 2.5% per decade for planning purposes.

### **Population Summary & Implications**

The population facts and trends discussed in this section have substantial planning implications for Peoria County and other government jurisdictions within the County. Two primary trends are present: 1) The population is growing and; 2) The population is aging.

#### **Population Growth**

A growing population brings a number of benefits. Chief among them is the effect of new housing units, which creates construction jobs, increases the property tax rolls, and adds new neighbors to the community. Population growth also often boosts the economy, as new businesses follow the population shifts and create employment opportunities and tax revenue. There is little argument that population growth has the ability to bring significant gain and benefit to a community.

Population growth also brings challenges. If not managed through land use planning and other controls, population growth can have severe consequences on a community. Examples of negative effects of growth include: environmental degradation and loss of sensitive natural resources, loss of productive agricultural land, tax rate increases to pay for new development in areas without existing public services, and road congestion.

Analysis of multiple sources and methods of population projections lead to an assumption that population growth will average 2.5% per decade. Both the cohort analysis and the LEAM forecasts support this amount of projected growth. Therefore, this plan will use this growth rate when making projections for land use and other public policies related to development, the economy, and infrastructure.

At an average 2.43 persons/household (2000 U.S. Census), the 9,773 additional people expected in Peoria County between now and 2030 (under the Moderate Growth scenario) represent an additional 4022 housing units that need to be constructed. With an average density of 1 housing unit/developed acre, approximately an additional 4000 acres would be needed for residential development. Commercial, industrial, and government support facilities to serve this new population would be an additional consumption of land.

As this is a living plan, intended to be updated regularly, it should be noted that population growth data and projections are essential pieces of information to have updated. Population data is one of the most important to a comprehensive plan, because of the direct impact between population growth and new housing and development.

### **An Aging Population**

An older population requires different types of community services and economic services than a younger population does. For instance, current trends suggest that seniors:

- Desire smaller houses on smaller lots, often multi-family units such as condominiums, apartments, and assisted living facilities, to reduce or eliminate maintenance costs and effort
- Seek different types and intensities of non-residential development, as they often are not working but still want restaurant and retail offerings
- Tend to have more disposable income than households and individuals in other age groups
- Drive less, either by choice or necessity, and require increased alternative forms of transportation including walking, bus service, and para-transit

In order to provide a quality-of-life attractive to a growing population of seniors, these types of issues must be considered in planning for the future. Communities and incorporated areas within Peoria County are particularly well-suited towards providing the types of amenities to residents of the County.

In addition, the trends in birth and death rates and population age highlight the importance of attracting and retaining younger individuals and families in Peoria County. Without attracting new (or slowing the loss of) members of younger generations, Peoria County will continue to find difficulty in sustaining or growing the population.

#### IV. THEMES

The public input solicited during the course of this planning process, coupled with direction from the Peoria County Planning Committee, yielded three primary issues that were repeated clearly and often. These issues form the key Themes for the Peoria County Comprehensive Plan, as well as the core of the Vision for Peoria County's future:

- **Smart Growth**
- **Agricultural Preservation**
- **Environmental Stewardship**

The Themes are the core issues related to how the County should grow and develop in the coming decades. The next three sections of this plan will be devoted to these Themes, and each section will present pertinent background information, trends, and data. The Themes are supported by Principles to help clarify the Theme, and Strategies to help guide implementation by identifying specific actions that can be taken.

### VISION

Peoria County is a progressive community that honors the past and cares about future residents. The County encourages growth and economic vitality while maintaining the rich agricultural heritage and promoting the stewardship and preservation of natural resources. Growth decisions are specific, measurable, achievable, realistic, and timely to help ensure that financial sustainability remains a priority for the County and the benefits and costs of development are distributed in a fair and unbiased manner.

**THEME #1 – SMART GROWTH****Smart Growth**

**Future growth provides a diversity of safe and attractive places to live, promotes economic vitality, and minimizes infrastructure costs by adhering to managed growth principles and fiscal sustainability.**

Peoria County wants to be an area that attracts and retains residents and businesses by helping create a high quality-of-life through Smart Growth. Many factors contribute to Smart Growth, but this plan targets three broad areas: choice in safe and attractive places to live, a healthy economy and business community, and fiscal sustainability in growth policies.

Given population trends of growth and aging, Peoria County will need to ensure that multiple styles and locations of development are available to serve a range of population ages and incomes. These choices need to be as safe as possible from a crime and fire standpoint, but also from environmental hazards such as flooding. Housing choices should reflect transportation trends as well, as many people desire to live closer to work or transit lines, in order to reduce their daily transportation costs.

In order to have a strong community, the County must have economic vitality. A strong local economy brings jobs to local residents, services and products residents and visitors demand, and tax revenue to help support essential government services. The County can encourage a healthy business community by working with economic development agencies and providing County programs and policies that promote diversity and strength in the economy while not sacrificing other community ideals.

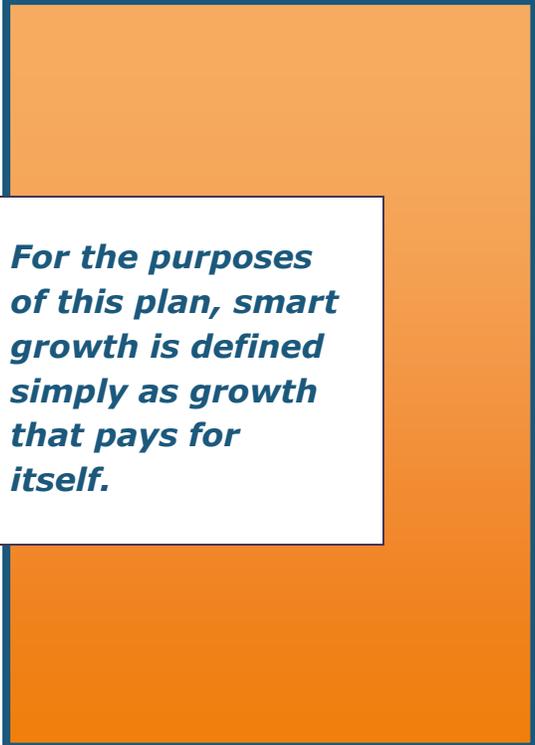
Housing diversity and healthy economy are complementary pre-requisites for the third part of the Smart Growth principle, using fiscally-sustainable managed growth policies to minimize infrastructure costs. All new development requires public services, regardless of where the development is located. However, the cost of providing public services is greater in some locations than others. As the cost of infrastructure and public services continues to rise, the County must use fiscal sustainability as a primary criterion in growth policy.

According to the **Service Delivery Study** completed as part of this planning process, the business-as-usual model of growth and development in Peoria County, typically subdivisions of single-family homes on large lots, does not pay for itself from a taxing cost/benefit standpoint (see the Service Delivery Study Chapter). This means that existing taxpayers are subsidizing new development, because the new development is not generating enough tax revenue to cover the costs of services it requires.

When looking strictly at one taxing jurisdiction it is possible this style of development may pay for itself, but when analyzing the full range of taxing jurisdictions, including County, Municipal, School District, Library District, Park District, etc, the cost of providing services to developments that contain only residential uses is usually greater than the tax revenues generated by the new development. Other styles of development, including mixed-use developments that combine residential and commercial or retail, and denser residential-only development that makes use of existing infrastructure, can allow growth while producing net positive tax revenues.

This realization is driving a desire to change the way growth and development occurs in the County. The style of development expressed during this planning process is “smart growth.” The term smart growth means many different things to many people across the country, but for the purposes of this plan, smart growth is defined simply as growth that pays for itself.

Land Use planning is integral to Smart Growth; therefore, this section will first discuss land use trends in the County. Beyond land use, many factors should be considered in planning for Smart Growth, including residential development, economic development, transportation, infrastructure, and other public services. Each of these topics will be addressed in this Smart Growth chapter. Smart Growth is also directly related to two other notable topics, Agricultural Preservation and Environmental Stewardship. These issues were identified as key Themes of this comprehensive plan, and therefore will be addressed in subsequent sections of this plan.



***For the purposes of this plan, smart growth is defined simply as growth that pays for itself.***

## Land Use

Analysis of land use is particularly important for one key reason: land is a finite resource and Peoria County cannot expand its borders to grow. Additionally, once a parcel of land is developed for residential, commercial, industrial or institutional/semi-public use, it is usually developed permanently. Developed land can relatively easily be redeveloped for a new use, but only in rare circumstances can developed land be reclaimed for an agricultural or conservation/park land use.

All development and land use decisions made today will affect not only current generations in Peoria County, but several generations in the future. With that understanding, an analysis of land use and land use trends within this plan is appropriate.

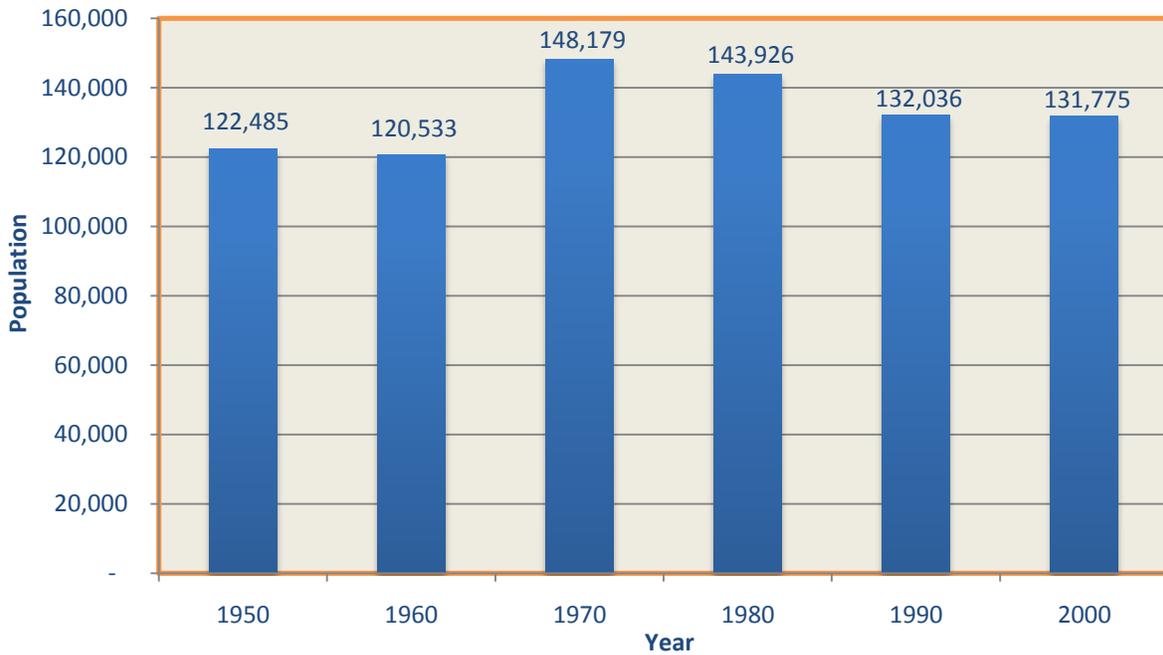
## Land Use Trends

Comparison of land use in 1992 and 2007 shows that in the unincorporated areas land use has remained relatively consistent from 1992 to 2007, as should be expected. The County has had some success with a focused effort over the past decade and a half to protect its significant agricultural and environmental assets.

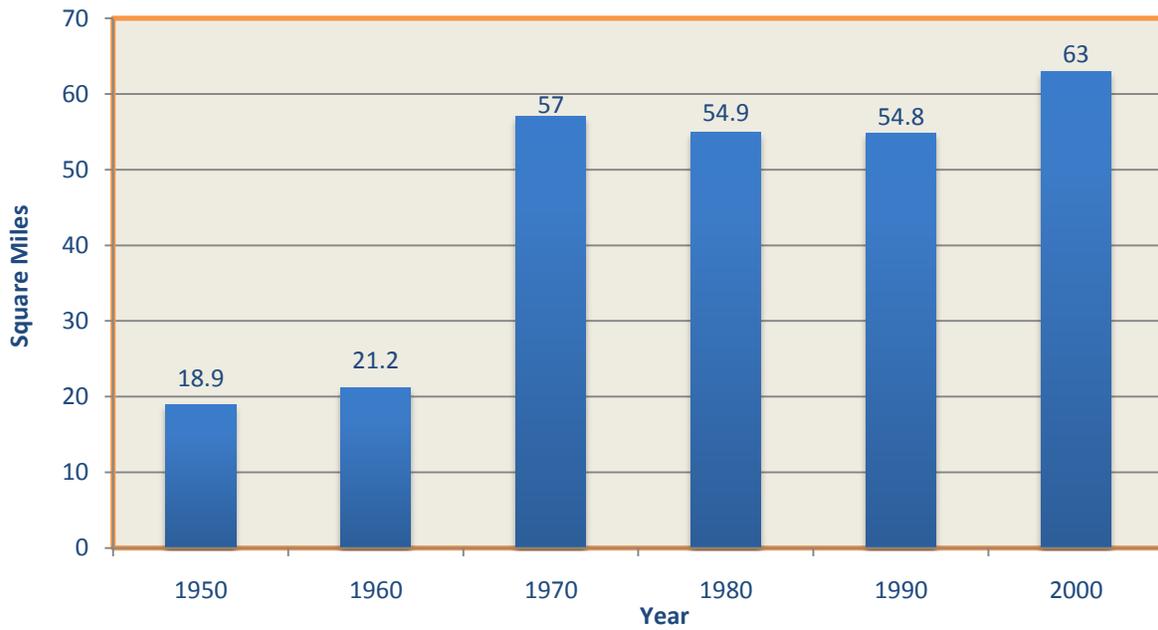
This is not to say that there has been little development over that time period; indeed, considerable development has taken place (see **Graph RH-4: New Housing Units 1997-2006**). However, new development in Peoria County has primarily occurred in areas that were annexed by municipalities between 1992 and 2007, particularly within the City of Peoria.

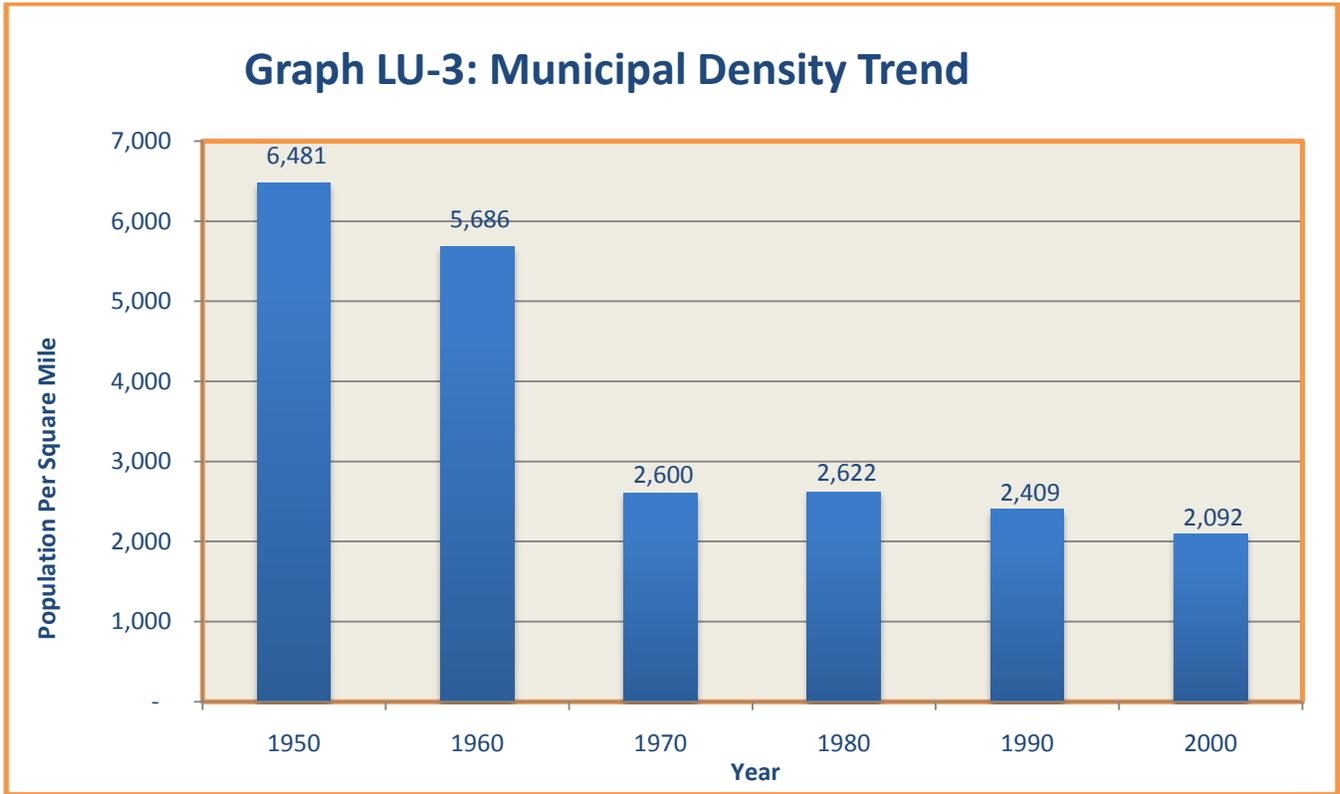
Over the past half-century, land use in Peoria County has trended towards less-and-less dense development. **Graphs LU-1: Municipal Population Change, LU-2: Municipal Land Consumption, and LU-3: Municipal Density Trend** analyze population change, land consumption change, and the resulting density trends. Note that these graphs only depict data from the U.S. Census Bureau for the four largest municipalities within the County (Peoria, Peoria Heights, Chillicothe, and Bartonville), as complete data was not available for all municipalities in the County.

**Graph LU-1: Municipal Population Change**



**Graph LU-2: Municipal Land Consumption**





Clearly, the prevalent growth trend for new development in Peoria County since 1950 has been a pattern of low-density sprawl. As can be inferred from looking at the data in **Graphs LU-1: Municipal Population Change, LU-2: Municipal Land Consumption and LU-3: Municipal Density Trend**, the land area used by municipalities has grown at a much faster pace than the actual population growth.

This trend is most pronounced within the City of Peoria, which in the 1950 U.S. Census had a population of 111,856 living within 12.9 square miles, for an average density of 8761 people/mi.<sup>2</sup>. In 2000, according to the U.S. Census, the City of Peoria’s population growth was nearly flat (.96% increase) over the previous 50 years with a population of 112,936, but the City’s land mass soared 361% to 46.6 square miles, resulting in a population density of only 2400 people/mi<sup>2</sup>. Similar patterns were seen in other municipalities in the County.

Declining municipal densities are cause for concern. While many places across the country have seen significant population gains driving, in part, the increased land consumption, municipalities in Peoria County have seen flat or negative population growth but continue to increase land consumption.

The Peoria County Board, in coordination with other municipal units of government, has done a relatively effective job of protecting the County's agricultural and environmental areas from encroaching municipal sprawl by targeting growth into more-appropriate locations, such as within or contiguous to existing public water and sewer service areas. The Growth Cell strategy, adopted by Peoria County and the City of Peoria, is one such example of a successful effort in the past fifteen years to reduce the amount of non-contiguous sprawl development in the County.

County and municipal efforts to grow in a controlled fashion were also aided by population growth trends over the same period. As noted in **Table P-1: Municipal Population Trends**, Peoria County's total population increased by only 606 people from the 1990 to 2000 U.S. Census. Consequently, protection of these resources from residential, commercial, and industrial development has been aided by the relatively low population growth.

### Decreasing Density

Building on previously undeveloped agricultural land is usually easier and less expensive for developers and ultimately the home buyer, and the development of farmland for residential or commercial building benefits those in the building industry. Development also brings additional families and children to rural and suburban school districts.

However, low-density sprawl is inefficient and has many negative impacts. Agricultural and environmental areas are the first to be developed (especially the forested bluffs in Peoria County). Developing agricultural areas permanently removes productive farmland from the agricultural sector, reducing the economic and food benefit of that production. Development of agricultural land changes the character of the landscape to a more urban view.

Low-density sprawl development increases stormwater runoff and associated erosion and flooding problems, and reduces open space. Low-density sprawl also forces people to make longer and additional trips in their automobiles, increasing fuel consumption and air pollution, as well as requiring costly increases in road construction and repair.

***Municipalities...  
have seen flat  
or negative  
population  
growth but  
continue to  
increase land  
consumption.***

Peoria County has no legal control over municipal annexation and development decisions. Incorporated municipalities have autonomous control over land use and development decisions within their corporate limits, and have some control over decisions within 1.5-miles of their corporate limits. Still, the public's message during this planning process was very clear. The residents of Peoria County want growth, but want growth to be balanced with the protection of and respect for the County's agricultural and environmental character.

Still, in order to retain agricultural character and be a good steward to the environment, the County must remain committed to working with the municipalities on joint policies and programs that minimize the current pattern of low-density sprawl. Growth is good, what's important is *how* and *where* the growth occurs.

Given that population growth projections suggest that the rate of population growth is likely to increase in the next two to three decades, coordination between the County and municipalities will become even more important.

The projected population growth increase can bring a number of benefits, but if public policy and land use decisions allow the growth to continue the current trend, Peoria County will see significant loss of agricultural and environmental land uses in certain areas of the County.

### Residential Development

Few areas impact the basic standard of living in Peoria County as much as residential housing. Input into this plan iterated this fact strongly and reflected the importance of this topic to people from all walks of life. For background on the state of housing in Peoria County, this section will look at the following factors: age, type, homeownership, and value.

#### Housing Age

The age of housing stock in an area can reveal details and trends about the region, as well as hold significance for planning. **Table RH-1: Age of Housing Stock** shows a

***The County must remain committed to working with the municipalities on joint policies and programs that minimize the current pattern of low-density sprawl.***

***Growth is good; what's important is how and where the growth occurs.***

breakdown of the age of housing in Peoria County, based on U.S. Census reports. As could be expected, the data shows that housing growth was relatively strong and constant up until the 1980's economic downturn.

Year Built	Units	Percent
1990s	6,556	8%
1980s	5,038	6%
1970s	15,077	19%
1960s	11,766	15%
1950s	13,247	17%
1940s	9,832	13%
Prior to 1940	16,688	21%
<b>Total Housing Units</b>	<b>78,204</b>	<b>100%</b>

Approximately half (51%) of the housing stock in Peoria County is more than 50 years old. The importance of older housing stock should not be understated in providing affordable homes while also preserving an area's history. However, older homes can also bring challenges in the form of lower energy efficiency, compliance with building codes, public health hazards such as lead-based paint, and a lower tax-base to pay for government services.

In coming years, some of this aging housing will need to be either rehabilitated and renovated, or removed. In the case of removal, this sometimes creates an opportunity in the form of vacant land where the building once stood. In villages or urban areas, these parcels should be targeted towards rehabilitation or in-fill development. In rural areas, dilapidated homes could be demolished and reclaimed for agricultural or conservation purposes.

### **Housing Types**

Housing types built is another important element of a community. Having a range of housing types, including both owner- and renter-occupied, is important for a healthy community to be able to attract and retain a range of family types, including young singles, couples with and without children, and seniors. **Table RH-2: Housing Type** shows the types and quantities of housing available in Peoria County in the 2000 Census.

<b>Housing Type</b>	<b>Peoria County Total</b>	<b>Percentage (%)</b>	<b>County w/o City of Peoria</b>	<b>County w/o City of Peoria (%)</b>
Single Family	58,331	74.6%	24,961	85.6%
Duplex	3,114	4.0%	719	2.5%
Multi-Family	14,735	18.9%	1,964	6.7%
Mobile Home or Trailer	1,988	2.5%	1,493	5.1%
Other	36	0.0%	25	.1%
<b>Total</b>	<b>78,204</b>	<b>100.0%</b>	<b>29,162</b>	<b>100%</b>

As in most communities, the greatest proportion of housing in the County is single-family, with just less than 75% of the total. The County, excluding the City of Peoria, has an even higher percentage of single-family dwellings, at 85% of the total housing units.

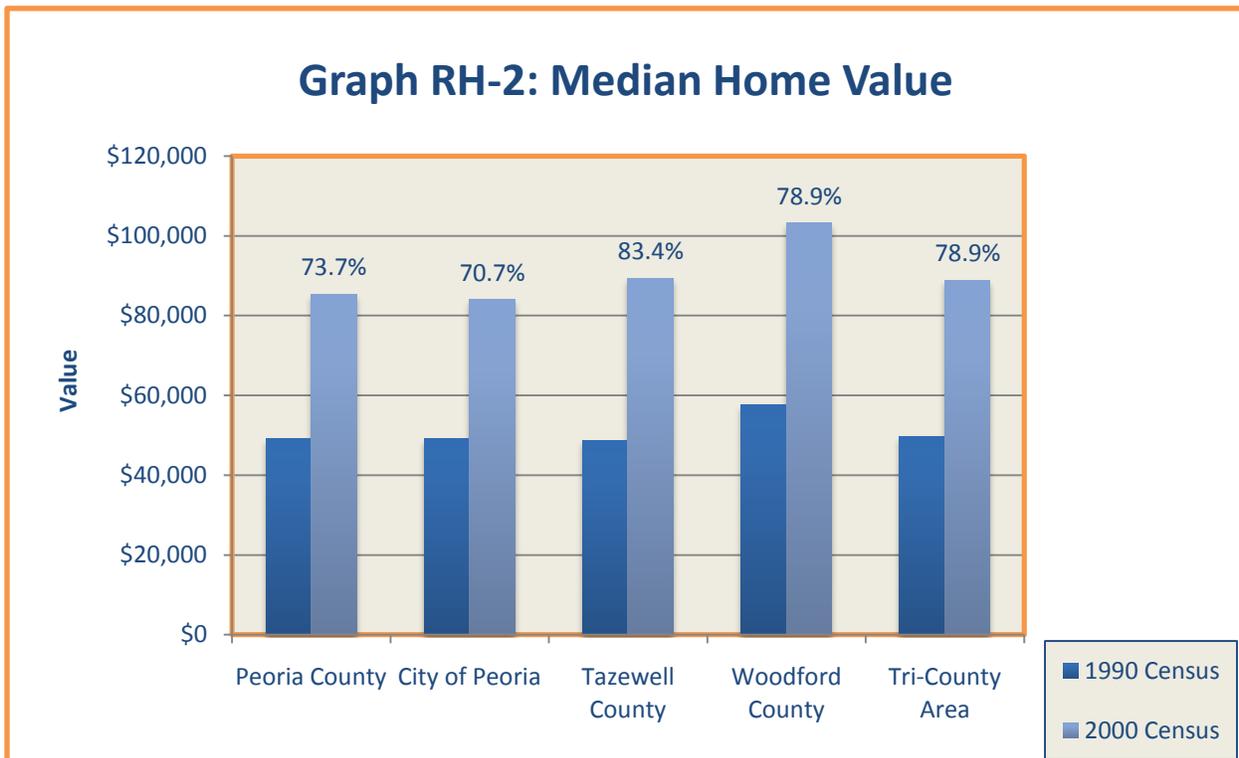
Overall, the availability of different housing types appears balanced. However, it will be very important for the County to monitor housing trends as the demographics and population change. As transportation costs and the median population age rise, market demand for other types of housing units like condominiums and townhouses is likely to rise as well. Most of the demand for this development will occur within municipalities.

Peoria County should ensure that housing and land use policies allow for a diversity of housing choices, and also work with municipalities to encourage similar diversity of housing choices in appropriate areas. This may include more multi-family units near employment centers, or denser, mixed-use developments in areas such as village centers or along mass transit stops.

Housing policies should also target a balanced mixture of household incomes; entry-level “starter” homes affordable to the working individual or young family, as well as upscale homes targeted towards wealthier households, and lower maintenance options for empty-nesters and seniors. Ensuring an adequate supply of housing choices that meet the needs and desires of all households is crucial to the future prosperity of the County.

**Housing Value**

Housing value can give insight into many factors: the quality of homes themselves, quality of neighborhoods, and housing age are three examples. Non-housing-specific factors that affect consumer demand in an area can also impact home values; the higher the consumer demand to live in an area, the more valuable those homes become. Therefore, many things, including schools, parks and recreation, and public safety and crime can have an impact on housing values. **Graph RH-2: Median Home Value** compares home values in the Tri-County region, as well as the percentage increase in value from the 1990 to 2000 Census.



The median home value of Peoria County is slightly lower than that of Tazewell County, and significantly lower than that of Woodford County. In addition, the percentage increase in home values was lower in Peoria County than either Tazewell or Woodford Counties.

Since the value of homes in the City of Peoria is not much lower than the County as a whole, it is unlikely the lower Peoria County home value is caused by the City’s housing values. Rather, one likely cause is the relatively older age of the housing stock in Peoria County. Older homes are often smaller with fewer amenities that attract interest from buyers willing to pay higher prices. A related factor is that new residential construction typically costs more than an equivalent existing home, and Tazewell and Woodford

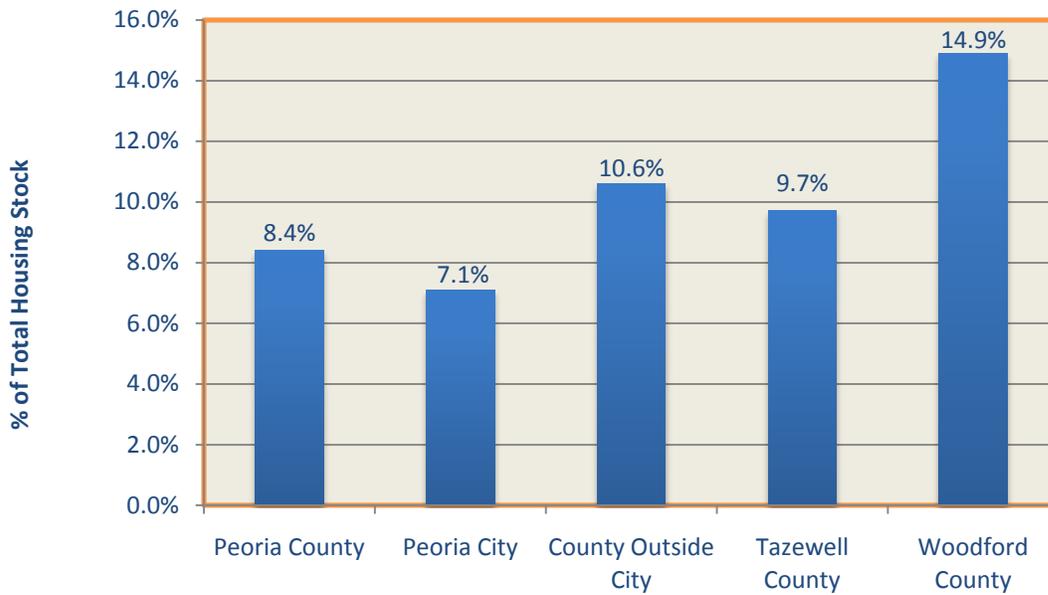
Counties have seen rapid growth in residential construction (See the **Housing Trends** section of this chapter for more information on new housing units).

Housing value is important for a number of reasons. A residential dwelling is most families' largest single asset, and the primary means of wealth building. Higher home values also boost the assessed value of a place, which means increased tax revenue for government bodies (or lower tax rates and an equal amount of revenue). Higher home values also increase the chance of homeowners and landlords maintaining their properties and neighborhoods in order to protect their investment, which in turn makes for nicer neighborhoods and communities.

Peoria County's median home value is lowest in the region, and increased the slowest from 1990 to 2000; therefore programs and policies to help boost median home value may be appropriate. One note of caution: lower home prices create opportunities for affordable housing for a range of family incomes. If home values rise too fast or too high, it may be difficult to some members of the community to continue living here, or to attract new residents from the working- and middle-income classes.

### **Housing Trends**

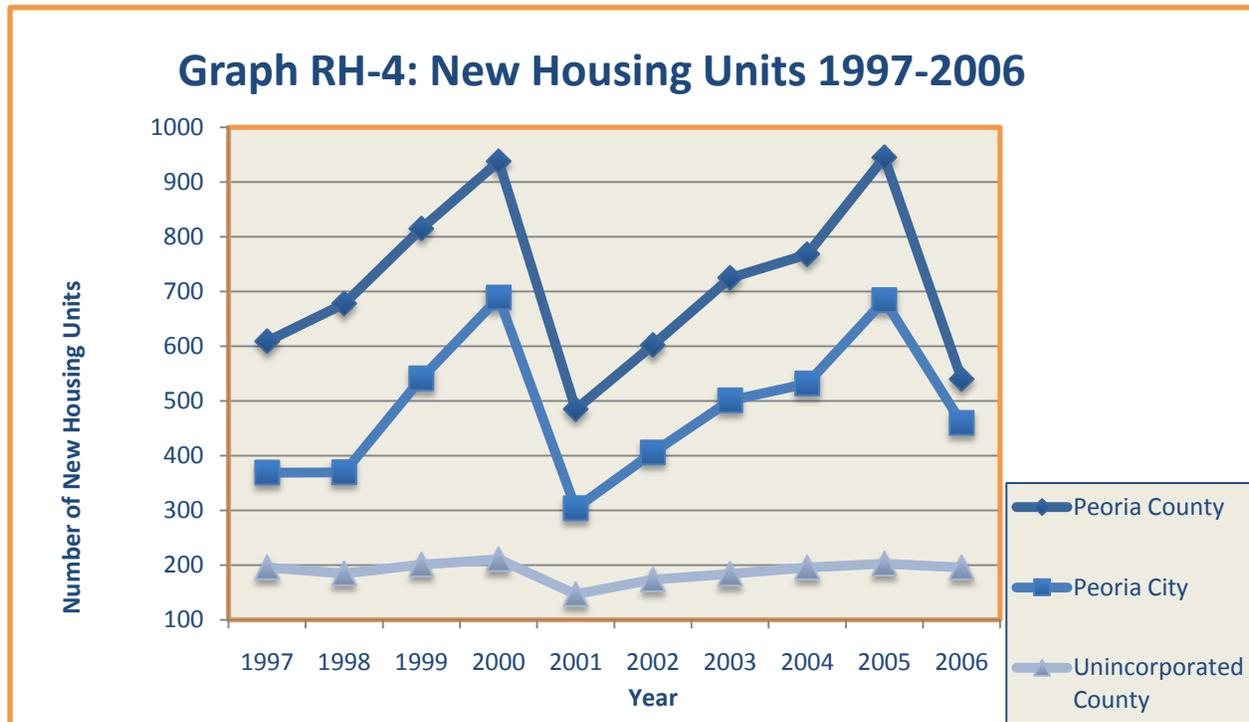
Between 1990 and 2000, the number of housing units in Peoria County grew 3.98%, from 75,211 to 78,204 housing units, which is a faster growth rate than the .33% growth in the population. 49,125 of these units are in the City of Peoria, with 29,079 units in the remainder of the County. **Graph RH-3: Housing Construction 1990-2000** shows the percentage of homes built between 1990 and 2000 in Peoria County and the Tri-County region.

**Graph RH-3: Housing Construction 1990-2000**

Peoria County, excluding the City of Peoria, saw residential housing growth of 10.6% from 1990-2000, a slightly faster pace than Tazewell County. Woodford County had significant new housing growth, primarily on the southwest side of the county, near Peoria. This fact supports the common assumption that many of these residents work in Peoria County, while living across the river.

The City of Peoria saw an increase of 7.1% in its housing stock from the 1990 to 2000 U.S. Census. Since 2000, the City of Peoria has conducted two special censuses, one in 2004 and one in 2007, to count new residential units and population increases. Combined, these special censuses showed an additional 3,653 housing units, an increase of 7.4% from a baseline 2000 U.S. Census. This seven-year increase is higher than the increase the City saw in the previous ten years.

Another way to look at housing trends is to analyze the number of new housing units built. **Graph RH-4: New Housing Units 1997-2006** shows the number of new housing units constructed annually since 1997. The graph shows that the City of Peoria has had significant variation in the number of permits issued, while the unincorporated County remained relatively stable. On the whole, the trend in new housing constructed in Peoria County since 1997 is clearly upward, punctuated only by periods of slowed growth every few years.



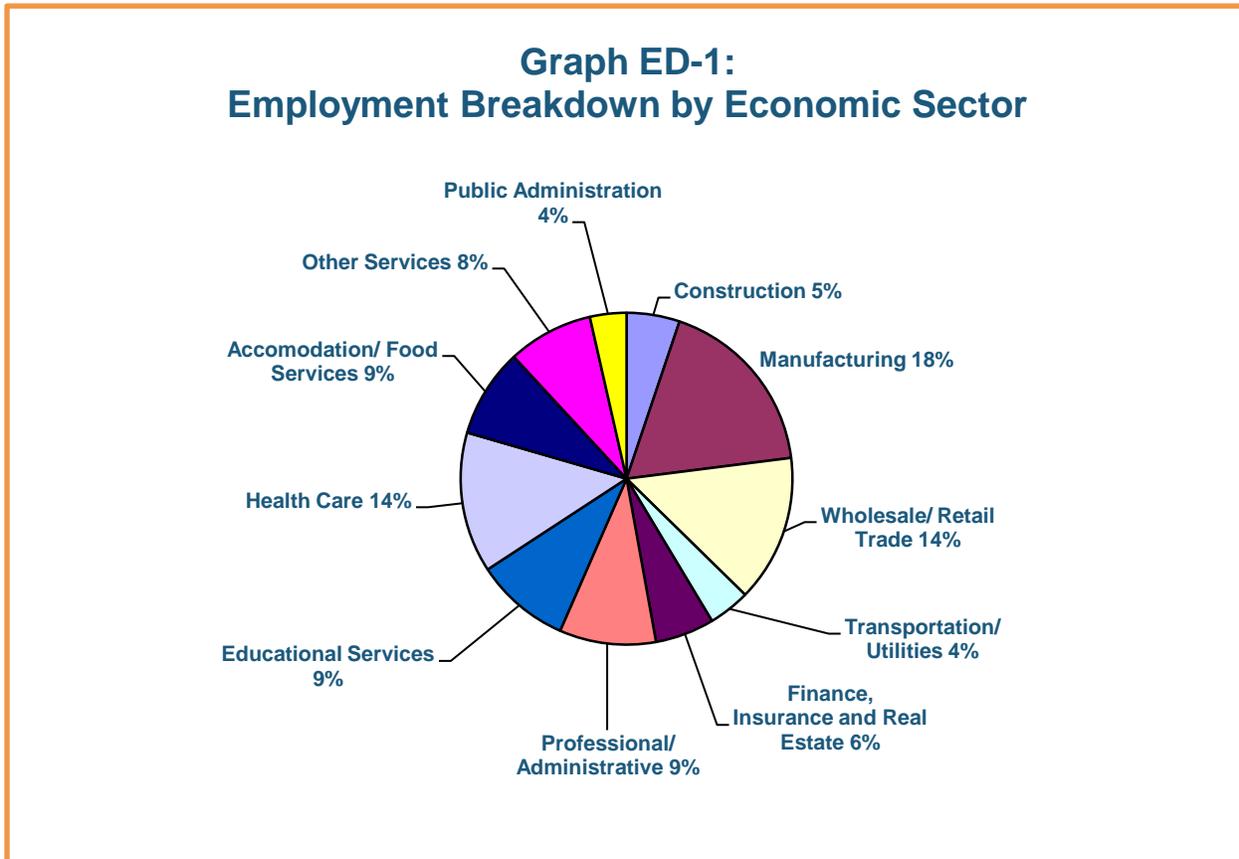
## Economic Development

Traditionally, the strength of Peoria County's economy has been agriculture and manufacturing/industrial uses. Local economic roots lay almost exclusively in manufacturing (e.g. Caterpillar and Keystone Steel & Wire) and agriculture or agricultural value-added products (e.g. whiskey distilling). Today, the manufacturing and agricultural sectors are still as essential, but the economy in Peoria County is more diverse than ever. Additional sectors of importance that have recently emerged include:

- **Health Care** – Three major hospitals and the University of Illinois College of Medicine at Peoria (UICOMP) have given Peoria the most significant cluster of medical facilities and research in downstate-Illinois.
- **Technology** – Start-up companies spinning off from larger companies to focus on commercializing new technologies are becoming a more important part of the local economy. Peoria NEXT has opened an incubator to help develop these businesses, and many have already located in the region.
- **Energy** – Peoria County and Central Illinois are particularly well-suited to capitalize on new sources of energy, including biofuels (e.g. biodiesel and ethanol) and wind energy.
- **Logistics and Distribution** – the region's transportation network, including the Illinois River, railroad, and interstate, has the County poised for distribution and logistics-related and/or dependent development

opportunities. The Heart of Illinois Port District (TransPORT) is focused on attracting and developing this sector.

**Graph ED-1: Employment Breakdown by Economic Sector** visually shows the balance between economic sectors in Peoria County, as of the 2000 U.S. Census. Most important to note with this graph is that no single sector dominates the County’s employment. This indicates a relatively balanced economy, and balanced economies are more resilient to economic downturns.



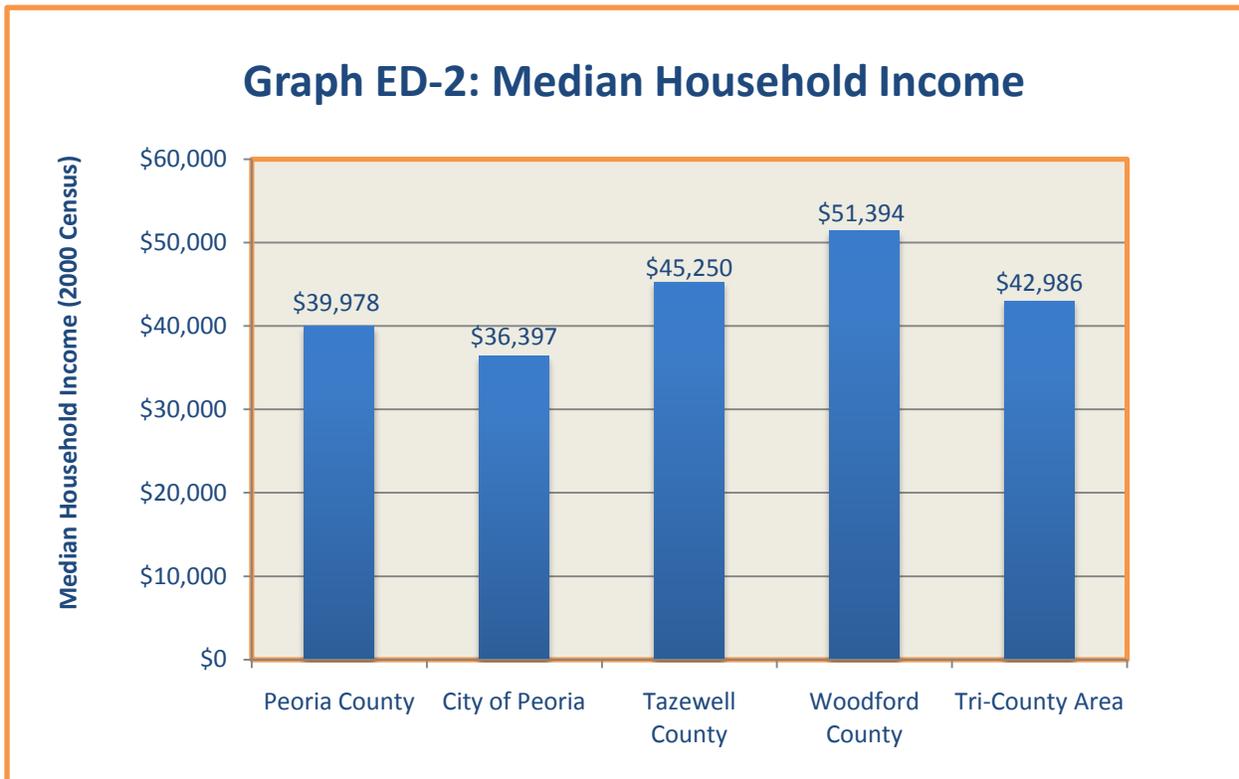
In addition to looking at employment by economic sector, it is useful to look at other Census data for indicators of the local economy’s health and overall economic trends. Useful statistics include: median household income, poverty rate, unemployment rate, and place of work.

**Median Household Income**

Income levels provide a useful glimpse of a community’s economic well-being. One effective statistic in analyzing income is median household income, or the income for which half of the households earn more and half earn less. It is important to note that a

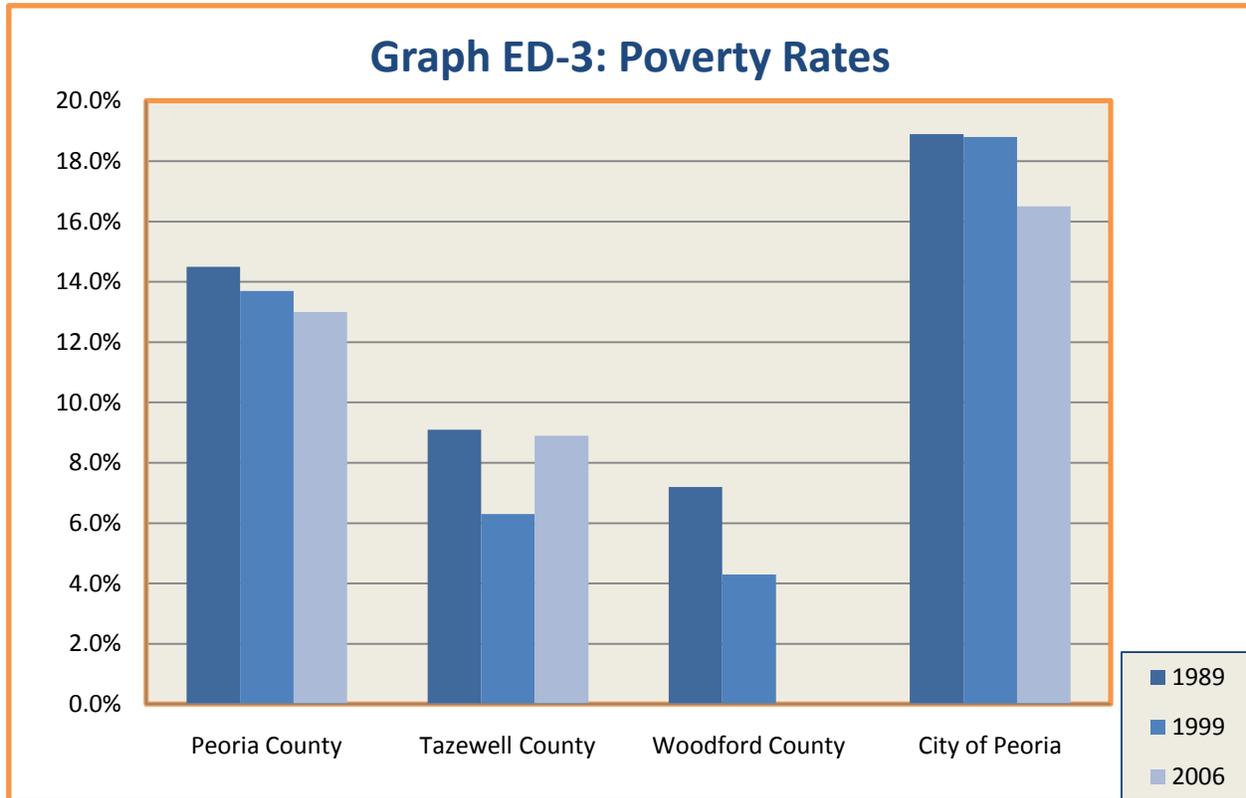
median figure can often be far different from an “average” figure, which can be skewed (either high or low) by the presence of a relative few significantly high or low incomes.

**Graph ED-2: Median Household Income** compares select median household income figures in the Tri-County region, based on the 2000 U.S. Census. Household incomes in Peoria County tend to be higher than those in the City of Peoria, but lower than the incomes in neighboring counties. Much of the income disparity between Peoria County and its neighbors can be explained by the relatively low income of the City, but it is possible that the median income in Woodford and/or Tazewell County would remain higher even without the City of Peoria’s downward effect.



**Poverty Rate**

Official poverty rates reflect the number of poor families compared to the total number of families in an area. calculated by the U.S. Census Bureau each year. Households are classified as poor when the total income of the householder’s family is below the appropriate poverty threshold. The poverty thresholds vary depending on three criteria: size of family, number of related children, and, for 1- and 2-person families, age of householder. For a family of four, the official poverty threshold was \$12,674 in 1989, \$17,030 in 1999, and \$20,614 in 2006.



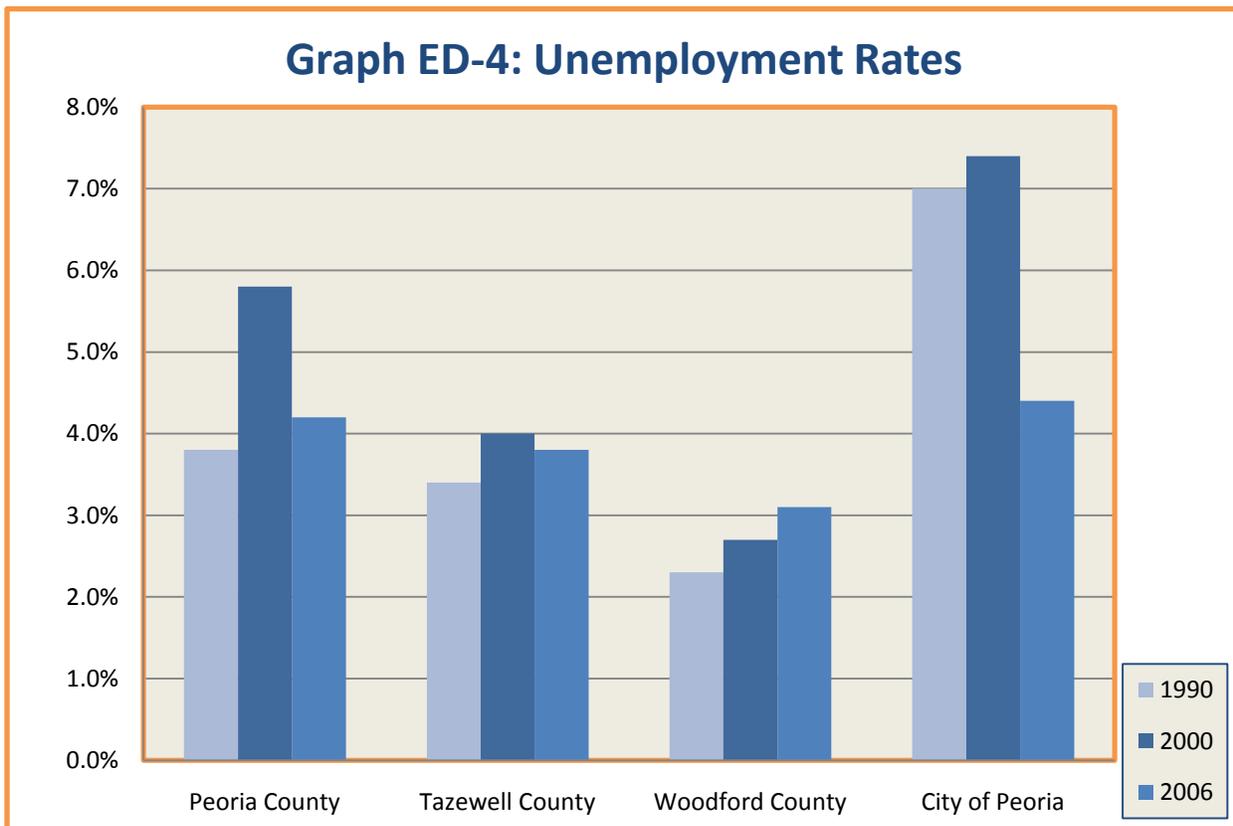
The poverty rate of a given place can be a product of many different factors, including education levels, health services, and the local economic climate. For several decades Peoria County has had a higher rate of poverty than surrounding areas due to concentrated poverty in parts of the City of Peoria. **Graph ED-3: Poverty Rates** shows the poverty rate from the 1990 and 2000 U.S. Census, based on 1989 and 1999 income levels, and the 2006 American Community Survey (conducted by the U.S. Census Bureau). The poverty rate in 2006 for Woodford County was unavailable.

**Graph ED-3: Poverty Rates** adequately depicts the overall declining poverty rate in Peoria County since 1990. This graph also demonstrates the impact that poverty in the City of Peoria has on the overall Peoria County rate.

**Unemployment Rate**

The unemployment rate relates directly to the poverty rate. Unemployment in Peoria County, as well as surrounding Counties, rose dramatically in the 1980’s during the economic recession that decimated the manufacturing sector. Unemployment is often used as a bell-weather indicator for the economy, with lower unemployment levels typically indicating a stronger, healthier economy.

**Graph ED-4: Unemployment Rates** shows the unemployment rate from the 1990 and 2000 U.S. Censuses, and the 2006 American Community Survey (conducted by the U.S. Census Bureau).



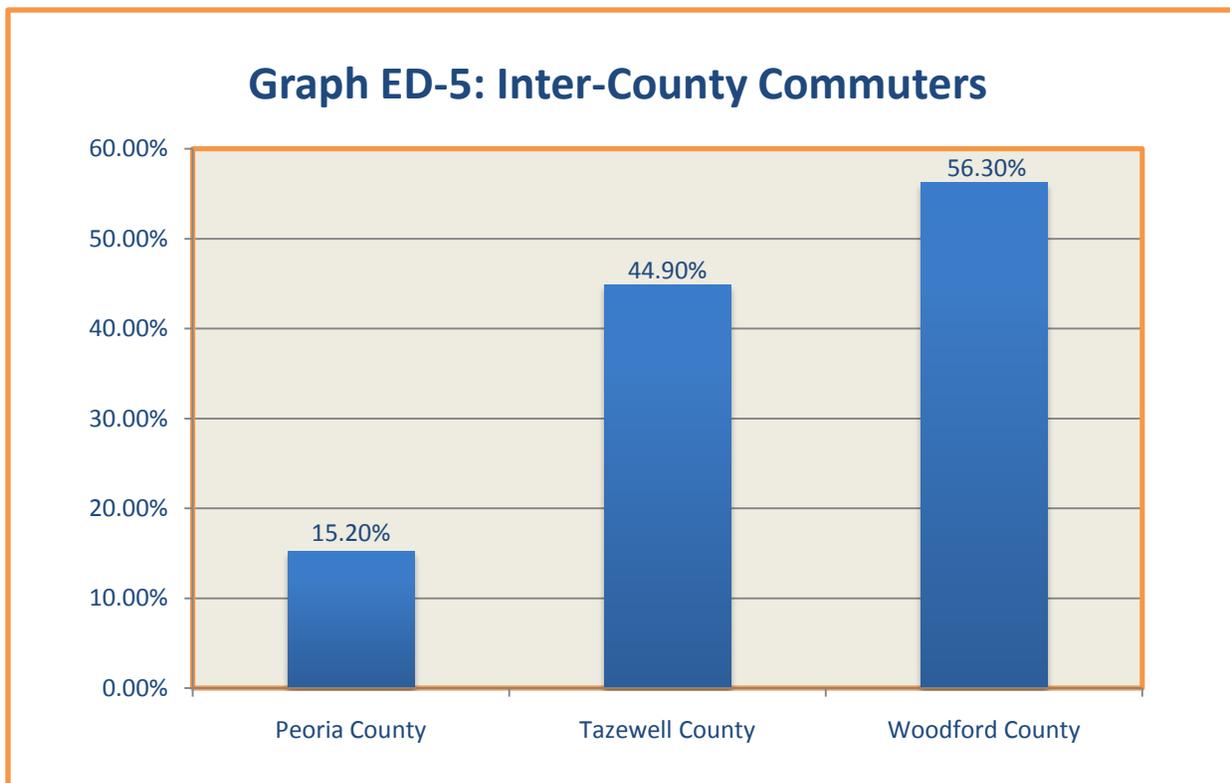
The unemployment rate in 2006 for the County was 4.2%. This is lower than its 2000 unemployment rate of 5.8% and the overall rate in Illinois of 4.5%, but still higher than those of Tazewell and Woodford Counties, which were 3.8% and 3.1%, respectively in 2006. The City of Peoria had a 2006 unemployment rate of 4.4%, down considerably from the 2000 rate of 7.4%.

**Graph ED-4: Unemployment Rates** tells two interesting facts. First, Peoria County has the highest unemployment as a whole, but made the largest improvement from 2000 to

2006 of the three Counties. Second, the unemployment rate in all three counties was higher in 2006 than in 1990, despite the strength of today’s local economy. Perhaps even more interesting, the comparison of poverty and unemployment trends in **Graphs ED-3 and ED-4** yields an interesting phenomenon. Despite the higher unemployment rates in 2006 compared to 1990 (with the exception of the City of Peoria, which decreased), the poverty rates actually decreased. This is likely because in poor economic times some unemployed individuals stop seeking work and cease to be classified as “unemployed,” but in good economic times they actively seek work and are classified as “unemployed.”

**Place of Work**

The relationship between where individuals live and where they work also tells a story about an area. The story is not limited only to the economic climate of an area, but also the desirability of that area to prospective residents. One way to analyze this relationship is by looking at Census data on what percentage of residents work outside their County of Residence. **Graph ED-5: Inter-County Commuters** shows this data from the 2000 U.S. Census.



Only 15.2% of workers that live in Peoria County travel to work somewhere outside of the county. This is in stark contrast to Tazewell (44.9%) and Woodford (56.3%) Counties,

which each have significant portions of their citizens traveling to work somewhere outside of their home county.

This pattern helps to explain, in part, the relatively low income levels in Peoria County. The trend toward suburbanization was nearly universal in American cities in the latter-half of the 20<sup>th</sup> century. As income rises, people move to the fringes of urbanized areas while continuing to work in the urban area. It is probable that many of the higher-income individuals residing in neighboring counties commute to their jobs in Peoria County.

Today, there are signs that high-paying jobs may be leaving the urban core to suburban areas closer to their employees. This employment shift would have a significant impact on the urban core in Peoria County, and should be monitored very closely.

### Public Services & Infrastructure

The overall goal for public services and infrastructure is to provide a service delivery system that is efficient, effective, and economical, and serves the needs of current and future generations. It cannot be overstated that ***Peoria County has no direct control over the public water supply, public sanitary sewer service, fire protection, emergency medical response, communications infrastructure, or schools.***

Still, all County residents and businesses have a critical interest in the success of these services. To that end, this plan contains goals and actions the County can address to cooperate with school districts and jointly serve the residents of Peoria County who deserve units of government that work together, not independently, in serving a common population. The county's role, therefore, is one of coordination, communication, and in some cases, persuasion. Specific public services to be discussed include water, sewer, law enforcement, fire protection, paramedic, and schools.

### Water

Potable water in Peoria County is obtained from three sources: individual and community wells, public municipal systems, and a private water utility. Most incorporated municipalities in Peoria County are served by a public or private utility, while homes and businesses in unincorporated Peoria County obtain their water from individual or community wells.

The exception to this is the area served by Illinois American Water Company (IAWC), a private water utility. IAWC does not restrict its services to municipalities. There are some unincorporated areas of the county on the IAWC water system, primarily near the western and southern boundaries of the urbanized area. Additionally, IAWC currently sells water wholesale to other units of government, such as the Timber-Logan Rural Water District in southern Peoria County.

IAWC is a private, for-profit company; without public control of the largest public water supply system in the County, it is difficult to use public water supply as a tool to manage growth. Indeed, IAWC maintains privacy over the location and capacity of its supply lines, adding an additional challenge to planning growth in concert with public water supply.

Many homes and businesses in the rural portion of the county have individual or community wells. These are wide diameter, shallow wells, in which groundwater seeps into the sides of the well. Private wells offer convenience and the ability to build homes in rural areas, but they are susceptible to both drought and to surface pollution. Community wells can often be preferable for rural subdivisions serving multiple houses as they allow common water treatment and monitoring of water usage, which helps with the problems of drought and pollution that face wells.

### **Sewer**

Like potable water, sewage collection is handled in multiple ways.

Most homes and businesses in rural Peoria County use private septic systems. A septic system consists of a tank where solids settle to the bottom, and a branched array of perforated pipes, where the fluids seep into the soil. Much of Peoria County's soils are not capable of supporting septic systems adequately. In these cases, an alternative system, using a sand filter, is used.

Incorporated municipalities are typically served by public sewage collection and treatment systems. The Greater Peoria Sanitary District (GPSD) handles sewage collection and treatment for a large portion of the urbanized area of Peoria County, including Peoria, Peoria Heights, West Peoria, and Bartonville. In addition, GPSD serves part of unincorporated Peoria County.

The Greater Peoria Sanitary District is planning extensions to its current service through a facilities planning process, specifically targeting the high growth area between the City of Peoria and the Village of Dunlap. The Village of Dunlap forecasts new development in this area, and the Village's current sewage treatment facility is out-of-date and near capacity. The City of Peoria is also planning for continued low-density, predominantly-residential development in this area, with the potential for significant new residents.

The growth trends and long-term population forecasts for this area, combined with GPSD's facilities planning process, show a probable need for a new wastewater treatment facility. The **Area of Special Interest** chapter near the end of this document contains more detail on this high-growth area and GPSD's proposed infrastructure expansion plans.

### **Law Enforcement**

The Peoria County Sheriff's Department provides law enforcement throughout the county. This mission of the Department is to work in partnership with the community, to improve

the quality of life by reducing the fear and incidence of crime, and to recognize and resolve problems.

Several smaller municipalities contract with the Peoria County Sheriff’s Department for law enforcement services, as it is more cost effective than staffing and supplying an individual police department.

Larger municipalities have their own police forces, including Peoria, Peoria Heights, Bartonville, and Chillicothe.

In addition to the Sherriff’s Department and municipal police forces, other agencies have law enforcement personnel, including the Peoria Park District and Bradley University.

**Fire Protection**

Peoria County is served by both volunteer and paid fire departments. **Table PSI-1: Fire Departments** lists the fire departments and fire protection districts that serve the County.

<b>Table PSI-1: Fire Departments</b>
182 <sup>nd</sup> Air Wing Fire Department, Illinois National Guard
Akron-Princeville Fire Department*
Bartonville Fire and Rescue Department*
Brimfield Community Fire Protection District*
Chillicothe Community Fire Department*
Dunlap Fire Protection District*
Elmwood Volunteer Fire Department*
General Wayne A. Downing Peoria International Airport Fire Department
Limestone Fire Protection District*
Logan-Trivoli Fire Protection District*
Peoria Fire Department
Peoria Heights Fire Department*
Timber-Hollis Fire Protection District*
Tuscarora Volunteer Fire Department*
West Peoria Fire Protection District*
* Denotes volunteer fire department

**Emergency Medical Response**

Timely, efficient, and adequate emergency medical response is an essential component of a public health and medical system. Paramedics provide emergency medical care between the arrival of first responders (usually fire department personnel) at the scene

and the arrival of the patient at one of the County's several medical facilities and hospitals.

Advanced Medical Transport (AMT) provides the majority of advanced life support emergency response services within Peoria County. AMT supplies emergency paramedic service to fire protection districts, townships, municipalities and counties. They also provide scheduled ambulance service to hospitals, skilled nursing facilities, and physicians' offices.

In some rural parts of Peoria County, paramedic and ambulatory services are performed by other skilled providers. Currently, not all local hospitals will accept patients transported by some of these other transport services, requiring instead that patients are transferred first to AMT before the hospital will treat the patient. This creates a potentially life-threatening system of emergency medical response by delaying the admission into the hospital system.

### **Communications**

Communications infrastructure is essential to modern standard-of-living and economy in Peoria County. Land-based and mobile telephone service is available to every residence in the County. Likewise, satellite and/or over-the-air television signals are available throughout the County.

The newest communications infrastructure is internet service. Inexpensive, but slower internet connections are available through any telephone service provider. In order to maximize the potential of the internet for residential, business, and school purposes, a high-speed signal must be available. The vast majority of the urban area of the County has several options for high-speed connections, including connections through telephone and cable lines.

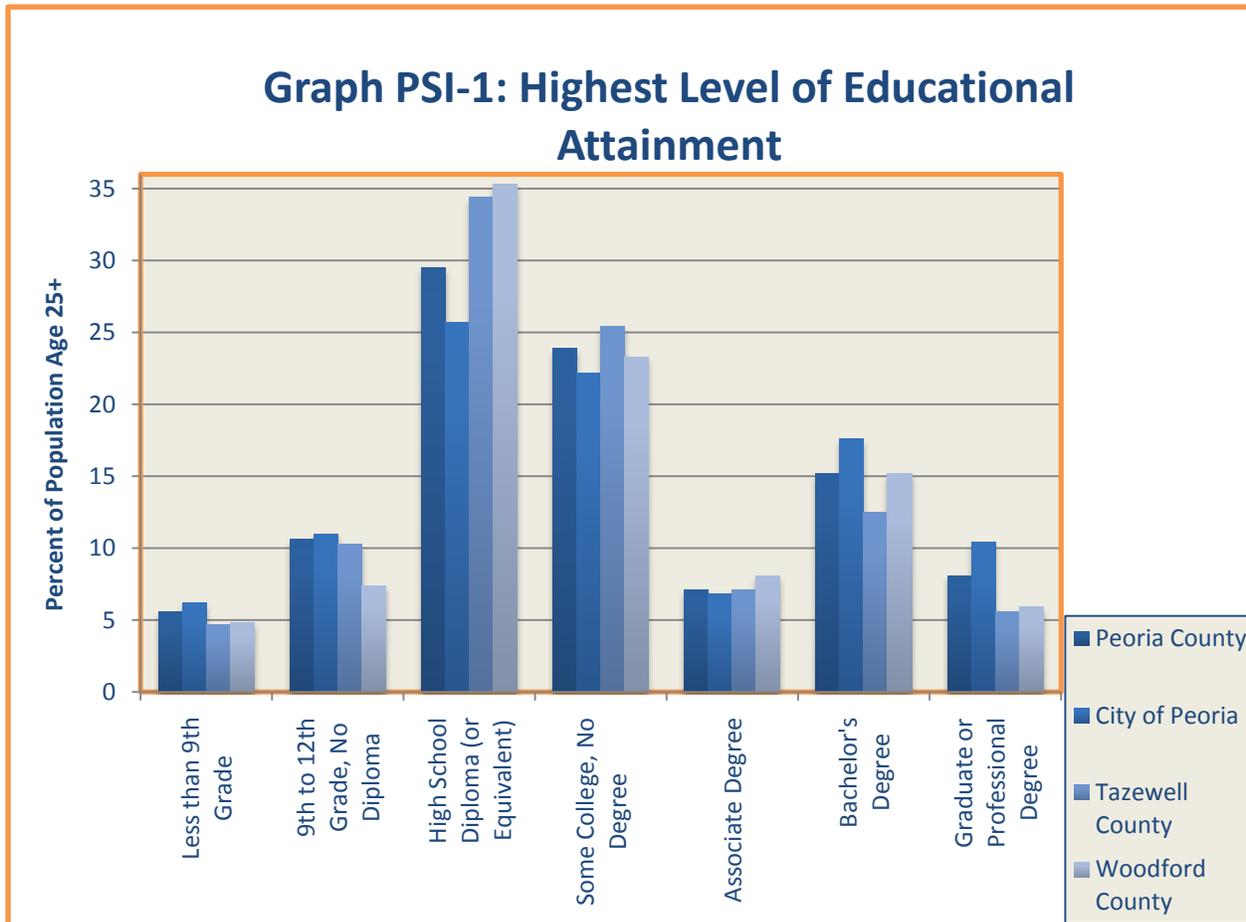
The challenge lies in ensuring high-speed internet access in the rural parts of Peoria County. Whether wired or wireless, high-speed internet access is becoming increasingly essential to quality of life. While most of the urban area has multiple options for internet access, many parts of rural Peoria County do not; effort should be made to obtain access to this type of service for residents and businesses who desire and choose to pay.

### **Schools**

Our schools make an enormous difference in numerous aspects of life in Peoria County. They instill knowledge useful for higher education, provide training for job and career opportunities, and often serve as a commonplace to bring together communities. In addition, schools and their associated academic performance have an enormous influence on individual and family housing decisions, particularly from one school district to the next.

**Educational Attainment**

**Graph PSI-1: Highest Level of Educational Attainment** shows the education attainment for the populations (age 25 and older, only) of Peoria, Tazewell, and Woodford Counties, and the City of Peoria, as of the 2000 U.S. Census.



It is interesting to note the differences in educational attainment of these areas: Peoria County has higher percentages of individuals holding Bachelor’s, Graduate and Professional Degrees, but also higher percentages without a High School Diploma or Equivalent. The disparity in education attainment is amplified by the population of the City of Peoria, which shows even larger percentages with higher education or without a diploma. This disparity may contribute to other trends in Peoria County and the region, influencing housing choice, income, crime, and school performance.

A likely explanation for the higher levels of educated residents is the presence of key industries and institutions such as Caterpillar, OSF St. Francis, Methodist, and Proctor hospitals, the USDA’s Ag lab, Bradley University, and Illinois Central College, which attract and require individuals with technical and professional degrees.

The higher numbers of less-educated residents can be explained by the relative concentration of poverty in the heart of the City of Peoria. These individuals are likely drawn by the low cost of housing in these areas. This population includes young, working class families, as well as seniors on fixed-incomes that have lived in these areas for decades.

Continuing to offer a quality-of-life, attractive community, and strong economic climate is crucial to retaining these individuals, their families, and their employers in Peoria County. As important as retaining more educated individuals is, it is equally as important that the County seek to create opportunities for individuals and families with less education and fewer opportunities. A lack of targeted, successful action to help increase educational and vocational attainment, reduce poverty, improve health, and create opportunities for these individuals will result in a lack of trained workers for local business, continued poverty, and a generally weakened community.

### Transportation

Few infrastructure systems impact a property's development potential as much as transportation. An effective transportation system is essential in allowing residents and employees to conduct their daily lives in a safe, timely manner.

Peoria County currently has a sound transportation system which is both safe and efficient. Still as the County continues to change, and factors that influence transportation choice continue to change, it will be imperative that the County monitor, maintain, and improve the transportation system.

#### Modes

Most people think of roads, automobiles and trucks when they think of transportation. However, transportation infrastructure also includes railroad, water, and air infrastructure.

**Map T-1: Transportation Infrastructure** shows the location of infrastructure for all these modes in Peoria County, including roadways from Interstates down to other major roadways such County Highways and urban thoroughfares, and local roads. Not shown on this map is non-motorized transportation infrastructure, although non-motorized transportation is gaining importance as the costs of motorized transportation climb due to energy costs.



### Highway

Peoria County has over 2037 miles of roadway within the County Limits. This amount of roadway requires a great deal of maintenance and monitoring. A variety of government entities own and maintain roadways within the County, including the federal, state, and county governments, as well as municipal and township governments. An effective and efficient transportation network requires large amounts of cooperation and communication amongst all these agencies.

### Rail

There are approximately 200 miles of railroad within Peoria County. The entire railroad system in the county is either used for freight or non-utilized. Peoria County is not currently served by passenger rail. The closest access points to Amtrak Passenger Rail Service are in Galesburg, Princeton, and Normal, Illinois.

### Air

Peoria County is served by two public airports, both governed and operated by the Metropolitan Airport Authority of Peoria (MAAP). MAAP is the second largest airport authority in Illinois, behind Chicago. In 2008, all of Peoria County was incorporated into the MAAP taxing district.

The General Wayne A. Downing Peoria International Airport (PIA) is the larger of MAAP's two airports. The airport is located on 3,300 acres northwest of Bartonville, has two runways, and is served by five passenger airlines (United, American, Delta, Northwest and Allegiant Air) and numerous cargo carriers. Nonstop destinations include Atlanta, Chicago, Dallas/Ft. Worth, Las Vegas, Minneapolis/St. Paul, Detroit, Denver, Orlando, Fort Lauderdale, Phoenix, and Tampa. Cargo carriers serving Peoria include FedEx and UPS.

In October 2008, PIA broke ground on a new \$65-million terminal facility to replace the existing structure constructed in the 1950's. The new state of the art facility will be approximately 125,000 sq. ft. with eleven gates and be able to service well over 2,000,000 passengers annually. Construction of the new terminal building will take approximately two years and should be complete by late 2010.

MAAP's other airport is Mount Hawley Auxiliary Airport. Mt. Hawley caters to smaller, mostly propeller-driven planes both for business and leisure. Two fixed-wing flight schools operate from this North Peoria airport, located just off Illinois Route 40 near Illinois Route 6. A helicopter flight school also has recently been set up at Mount Hawley.

### Water

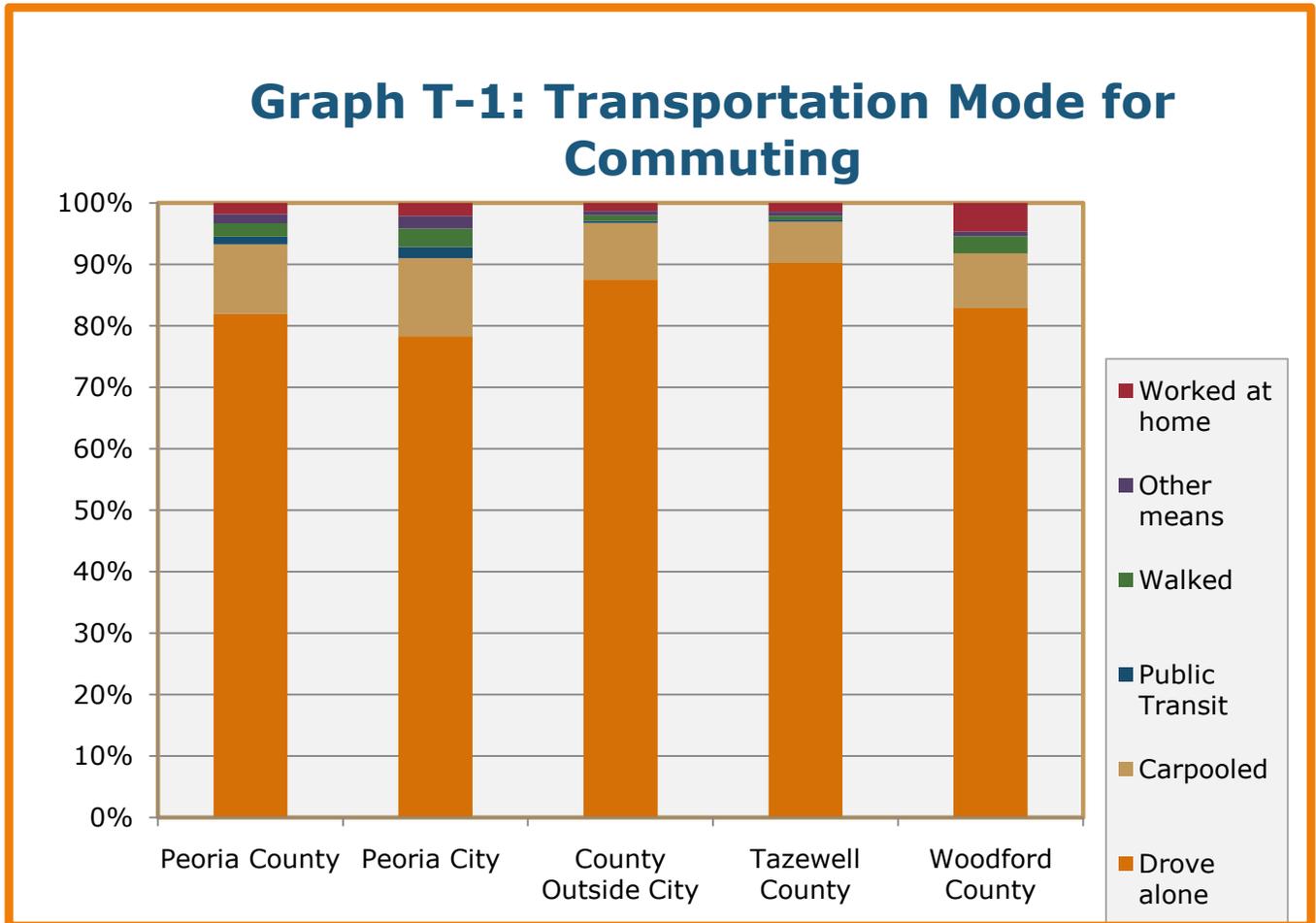
The Illinois River is used heavily for transportation in the Peoria County economy. This waterway is a major freight transportation route through the United States, used for moving bulk commodities like grain, coal, aggregates, and scrap metal. Water is the most efficient form of transportation in terms of both cost and energy consumption per ton-mile

shipped, and should be expected to maintain a significant importance to the local agricultural markets in the future.

Protection of this transportation artery is imperative to Peoria County, including not just the river channel itself, but the lock and dam near Bartonville, and the drastic reduction of silt and sediment flowing into the river from tributaries in Peoria County and throughout the region. A number of studies have been completed, including several by TCRPC, on the importance of the Illinois River and possible methods of protecting or restoring it.

**Mode Split**

The mode of transportation people choose can reveal details and trends about the region, as well as hold significance for planning. **Graph T-1: Mode of Transportation for Commuting** shows a breakdown of the types of transportation residents are using to get to work, based on the 2000 U.S. Census. Unsurprisingly, the data shows that the large majority of residents travel to work by themselves in a vehicle.



Peoria County was very comparable to Tazewell and Woodford Counties in terms of transportation mode choice. The County was also relatively comparable to the State of Illinois; Peoria County had a relatively higher percent of 11.3% for residents that carpool to work as compared to the state average of 9.3%, and a lower percentage of residents using public transit with only 1.2% as compared to the state average of 8.4%.

### **Non-Motorized Transportation**

Peoria County is a wonderful place for non-motorized transportation, evidenced by the numbers of bicyclists, walkers, and joggers that can be seen on an average pleasant day.

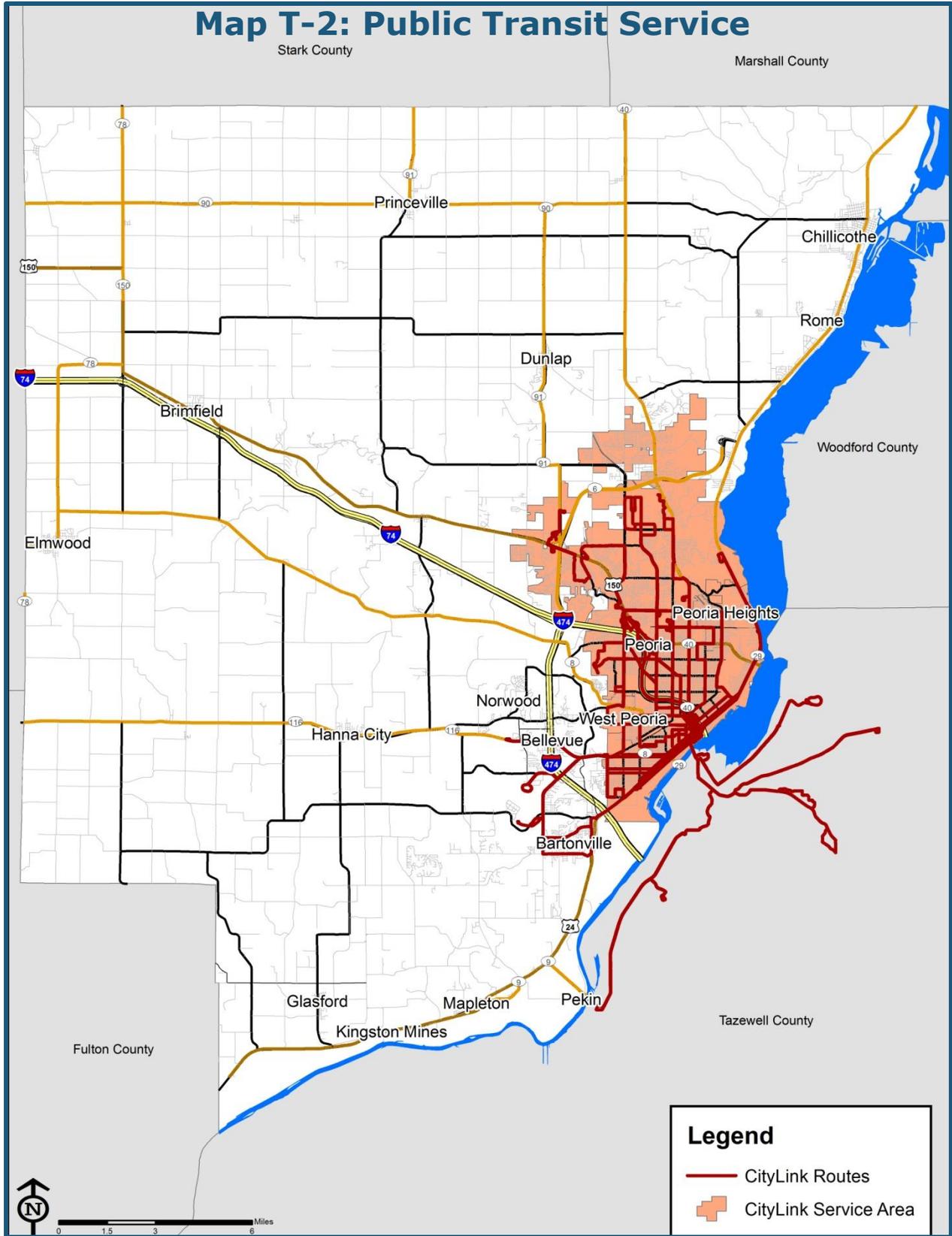
Although many of these individuals use bicycles or their own feet for recreational or exercise purposes, a significant portion also use non-motorized transportation for their regular means of transportation. The numbers of residents bicycling or walking to work is considerably higher in urban areas of the County than it is in the rural areas, but the safety of these individuals is every bit as important as those of drivers in the County.

It is anticipated, particularly within the County's urban and suburban developments, that the numbers of bikers and walkers/joggers will increase in coming years as health and energy trends provide incentives for people to get more exercise and reduce their use of fossil fuels.

### **Public Transit**

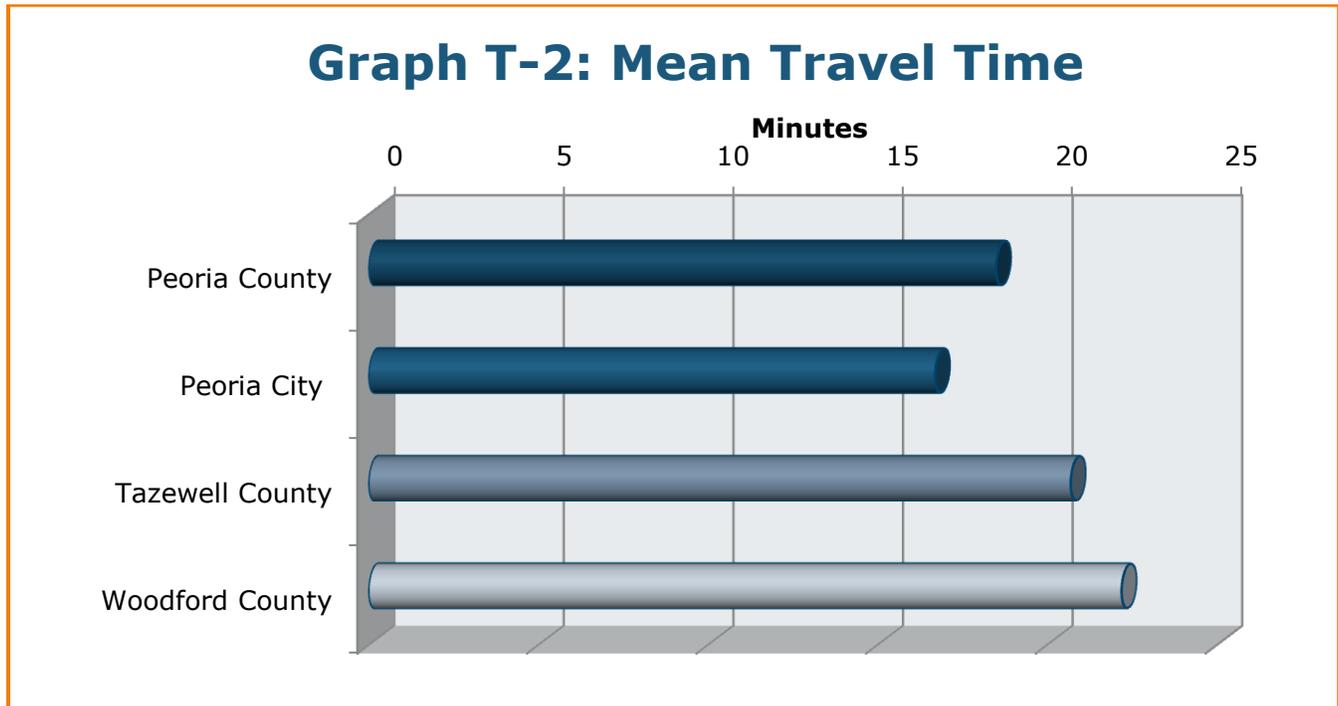
In Peoria County there are two primary public transit providers. Rural Peoria County is served by the Rural Peoria Council on Aging, also known as CountryCare, which provides demand-response services for a fixed fee. Portions of the urbanized area (which includes the City of Peoria, West Peoria, Peoria Heights, and Bartonville) are served by the Greater Peoria Mass Transit District, more commonly known as CityLink. CityLink and its subsidiary CityLift provide fixed route mass transit and demand response para-transit services six days a week.

As seen in **Map T-2: Public Transit Service**, only the urbanized area of Peoria County is served by regular transit routes operated by CityLink. Rural residents without vehicles or otherwise unable to drive, or in other municipalities, must organize transportation on their own with a relative or friend, or call CountryCare for an on-demand for-fee ride.



### Average Travel Time

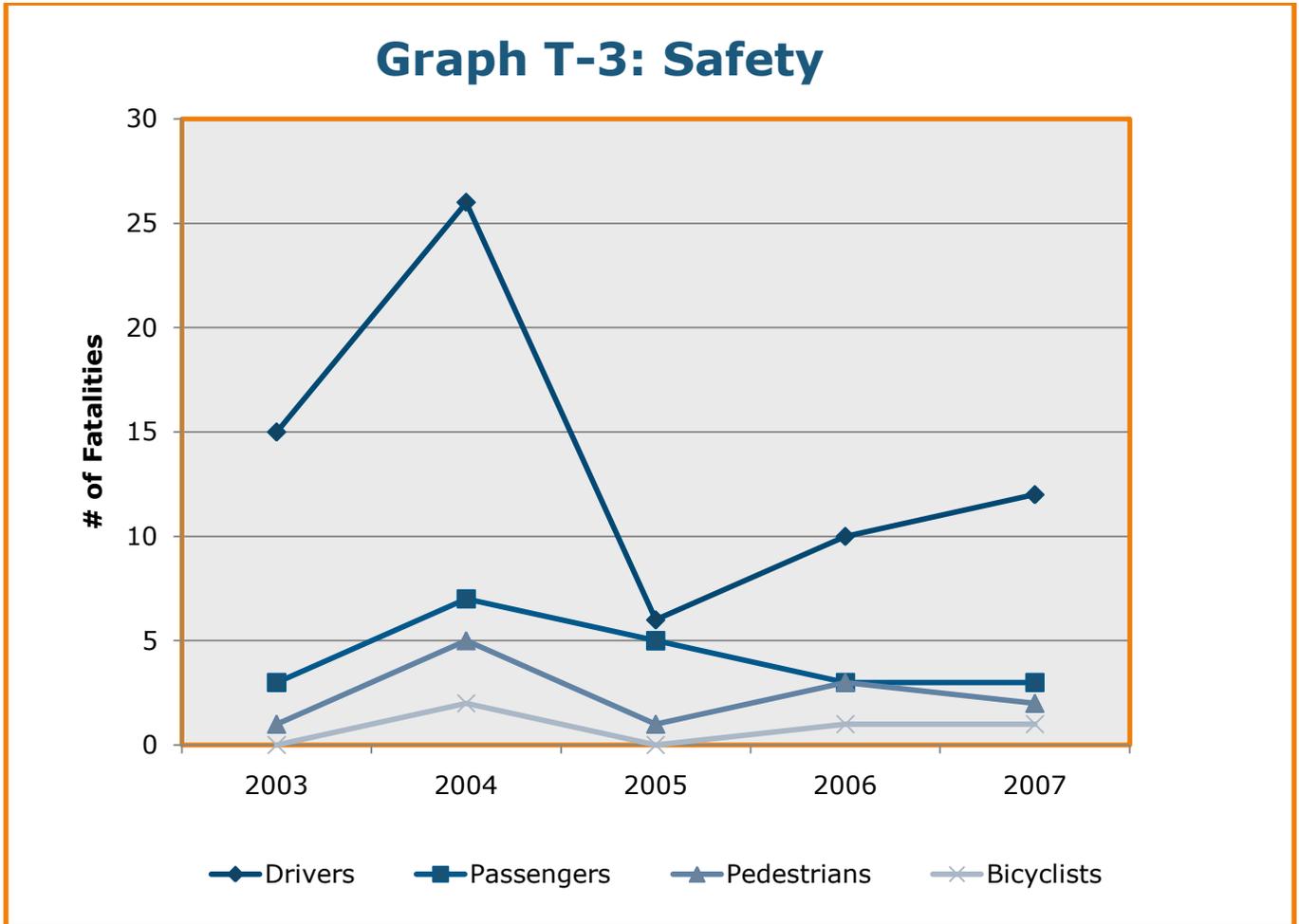
Average travel time is traditionally utilized as a factor when considering quality of life. In general, residents desire to have reduced travel time, in order to optimize quality time with family or at the job. Less time on the road results in reduced fuel costs and more time available for partaking in other tasks. **Graph T-2: Mean Travel Time** shows a comparison of mean commute times, as reported in the 2000 US Census.



In comparison to Woodford and Tazewell County, Peoria County was slightly lower with a mean commute time of 18.5 minutes, as compared to the 20.6 minutes in Tazewell and 22.2 in Woodford. Peoria County's shorter commute time is likely a result of the significantly lower percentage of employees leaving the County to their workplace (as seen in **Graph ED-5: Inter-County Commuters** in the **Economic Development** chapter). Peoria County's mean commute time is also considerably lower than the State of Illinois average of 27.9 minutes. This fact supports the belief that Peoria County has achieved a relative balance between the economy and housing, with enough economic development to provide local jobs to local residents.

### Safety

Safety is of utmost importance to the transportation system and should be considered first and foremost when analyzing the transportation system. Safety goes beyond the safety of drivers and passengers of automobiles to include the safety of others on or near the roadway, such as pedestrians and bicyclists. **Graph T-3: Safety** shows the total number of fatalities in Peoria County from 2003-2007.



### Major Transportation Projects

Major transportation projects are identified and discussed in the region’s Long Range Transportation Plan (LRTP). The LRTP is updated and approved every five years by TCRPC and the Peoria-Pekin Urbanized Area Transportation Study, and represents the 20-to-25 year vision for transportation in the Peoria-Pekin Urbanized Area. The most recent LRTP was adopted in 2005 and covers the years 2005-2030. TCRPC is currently in the process of updating this plan and anticipates completion in spring 2010.

Several major transportation improvements are in the planning stages that will impact this entire region. These projects have significance for economic development and personal transportation, and include:

**Eastern Bypass** – The proposed project is to complete an Eastern Bypass around the Peoria metropolitan area, connecting I-74 to Illinois Route 29 through Tazewell and Woodford Counties, with a bridge over the Illinois River into Peoria County near Mossville. That connection would join the growth areas in north Peoria and Chillicothe with the east side of the river to accommodate the flow of both employees and goods.

**Route 336** – Development of a 4-lane highway is proposed to connect Peoria and Macomb and subsequently connect from Macomb to Quincy. A Phase I corridor study is underway for this project. A preferred alignment has been selected and work continues on finalizing the draft environmental impact study.

**Route 29** – The IL Route 29 Study currently being finalized by IDOT would create a plan for a 4-lane, 65 mph highway upgrade of the existing IL Route 29 connecting to I-80, with a bypass and access point at Chillicothe and Henry. The upgraded facility may be beneficial to both the northern growth sections of Peoria and the communities between Peoria and I-80.

### **Other Transportation Projects**

Peoria County has also planned other upgrades to the transportation system. The projects listed below will help improve the safety, efficiency, and circulation of traffic within Peoria County.

**Northmoor Road** – This improvement will address the long-term need to widen and upgrade Northmoor Road from Allen Road to Knoxville Avenue. Since this is a county highway, this will be a joint city/county project. Once Northmoor Road is brought up to full urban standards (street lighting, curb & gutter, storm sewers, sidewalks, etc.), the City of Peoria will take full jurisdiction from the County.

**Kickapoo Creek Road (Pottstown Bridge)** – This project will replace the existing bridge structure and increase safety for motorists in Peoria County. The existing bridge is structurally deficient, susceptible to high water flows, in a poor alignment, and very near two sets of active railroad grade crossings. Bridge replacement will solve all these issues. Replacement cost is prohibitive for the County; contingent on Federal funding, partial match will be sought from the Illinois Commerce Commission.

**Sheridan Road** – This improvement will address the long-term need to widen Sheridan Road between Glen Avenue and Knoxville Avenue. Since half of this corridor is a county highway, this will be a joint city/county project. The intersection at Northmoor Road is included in the Northmoor Road Corridor costs. (The city will be responsible for the intersection improvements). The improvement is divided into two sections: 1) Glen Avenue to Northmoor Road (County), and 2) Northmoor Road to Knoxville Avenue (City). Once Sheridan Road is brought up to full urban standards (street lighting, curb & gutter, storm sewers, sidewalks, etc.), the City of Peoria will take full jurisdiction from the County.

**Lake Street** – This improvement will widen Lake Street from Sheridan Road to Knoxville Avenue to a five-lane roadway. Like the Glen Avenue improvement, this is currently a County highway and the upgrade will be a joint city/county project. Once Lake Street is brought up to full urban standards (street lighting, curb & gutter, storm sewers,

sidewalks, etc.), the City of Peoria will take full jurisdiction from the County. Little acquisition (if any) will be required since the right-of-way is sufficient for the improvement.

**Radnor Road** – This improvement will involve construction of a new five-lane roadway from Willow Knolls Road past Alta Road to Fox/Hickory Road. Since this is a county highway, this will be a joint city/county project. Right-of-way acquisition will be involved in order to bring Radnor Road up to full urban standards (street lighting, curb & gutter, storm sewers, 10' multi-use paths, etc.). Several signalized intersections will also be constructed, particularly at the Pioneer Parkway Extension intersection and the Alta Road intersection.

**Glen Avenue** – This improvement will widen Glen Avenue from Sheridan Road to Knoxville Avenue to a five-lane roadway. Since Glen Avenue is a county highway, this will be joint city/county project. Once Glen Avenue is brought up to full urban standards (street lighting, curb & gutter, storm sewers, sidewalks, etc.), the City of Peoria will take full jurisdiction from the County. Little acquisition (if any) will be required since the right-of-way is sufficient for the improvement.

**Koerner Road** – This improvement will widen Koerner Road from Rt. 8 to US Hwy. 150. The road will be widened from a narrow 2 lane roadway to a wide 2 lane roadway with wide shoulders.

**Trigger Road** – This improvement will widen Trigger Road from Hwy. 150 to Grange Hall Road. The road will be widened from a narrow 2 lane roadway to a wide 2 lane roadway with wide shoulders.

**Willow Knolls Road** – This improvement will address the long-term need to finish widening the Willow Knolls Road corridor from University Street to War Memorial Drive. This will be a county/city project. The improvement is divided into two sections: 1) University Street to Allen Road, and 2) Allen Road to War Memorial Drive. The section from University Street to Allen Road will be widened up to five lanes, and will be improved to meet full urban standards. The section from Allen Road to War Memorial Drive was improved to three lanes in 2000, and is contingent on the completion of the Pioneer Parkway Extension. If the Pioneer Parkway Extension is completed before the upgrading of Willow Knolls, this second section will not need to be completed.

## Smart Growth – Principles & Strategies

As evidenced by this Smart Growth section, much factors into growth and development that qualifies as smart growth: residential and economic development, public services & infrastructure, and transportation. By addressing each of these growth-related factors as part of the larger goal of smart growth, instead of individual and separate, Peoria County can help to ensure that goals related to one or more do not conflict with each other, and all contribute to the type of smart growth this Plan focuses upon.

Data and trends related to Smart Growth, coupled with public input and direction from the Peoria County Comprehensive Plan Committee, led to the Principles on the following pages. For each Principle, specific Strategies were identified that will help the County achieve the Goal.

### **Principle 1**

Growth policies and development decisions are based on a thorough and sound evaluation of financial sustainability.



#### Strategies:

1. Require the County to maintain financial balance.
2. Ensure that property and sales taxes generated, at a minimum, equal the cost of providing services to new development.
3. Consider long-term economic benefits in making development decisions.
4. Evaluate all new development proposals with the economic modeling tool developed by the Service Delivery Study.

## **Principle 2**

New residential, commercial, and industrial growth is located in areas within or adjacent to areas of existing development.



### Strategies:

1. Incentivize compact, contiguous, mixed-use development in areas within or adjacent to urban areas or along major transportation corridors.
2. Encourage development to use public water and sewer systems.
3. Create incentives, especially non-financial, to support the rehabilitation of existing properties and infill housing within neighborhoods.

## **Principle 3**

Planning and development issues are coordinated with other units of government and related entities.



### Strategies:

1. Establish Quarterly Meetings with the City of Peoria, other Municipalities, Townships, School Districts, Park Districts, public water and sewer providers, and the State to discuss issues of mutual interest related to land use and infrastructure development.
2. Assist individual communities and townships in planning growth within or near existing developed areas.
3. Collaborate to protect the integrity and boundaries of existing parks from encroachment by neighboring property owners.
4. Utilize and preserve historic areas and structures as recreational or educational facilities.

## **Principle 4**

Businesses are attracted, retained and expanded locally to ensure a solid tax base.



### Strategies:

1. Review existing economic development programs to ensure that services necessary for a sound economy are present.
2. Encourage competitive County-wide high speed internet service.
3. Encourage the placement and use of fiber-optic cable systems throughout the county.
4. Encourage public utilities and service providers to keep their rates competitive and reasonable.

## **Principle 5**

County planning, land use regulations, and development policies create opportunities for choices of development styles.



### Strategies:

1. Encourage developments that use smart growth principles.
2. Encourage mixed-use development and form-based codes in appropriate areas, such as Village Centers and at major intersections.
3. Explore administrative approval options in an effort to streamline the development process.
4. Strengthen communication with developers to anticipate population needs and wants.
5. Partner with the development industry to identify mutually-beneficial policies and strategies.
6. Showcase & market County living amenities.
7. Promote programs to ensure affordable housing availability, such as rental assistance and first-time homeowners programs.
8. Promote street trees throughout the County to make neighborhoods more attractive.
9. Encourage and incentivize sustainable development practices, such as LEED certification, low-impact development, or conservation design.

## **Principle 6**

Abandoned or underutilized industrial and commercial land and buildings are redeveloped to accommodate new modern and mixed uses.



### Strategies:

1. Coordinate with economic development agencies and state or federal regulatory agencies.
2. Utilize Geographic Information Systems (GIS) mapping and analysis to support redevelopment.
3. Actively cooperate with redevelopment projects.
4. Seek Federal and State funding for redevelopment of industrial and commercial areas.

## **Principle 7**

All residents and visitors enjoy a safe community.



### Strategies:

1. Encourage adequate public safety resources.
2. Investigate developing neighborhood programs aimed at encouraging fellowship or "neighborhood watch."
3. Encourage neighborhood design that respects safety with respect to floodplain and disaster access.
4. Coordinate with E911 to improve clarification of boundaries of rural areas for emergency personnel.
5. Coordinate County and municipal public safety department response.
6. Encourage increased interaction and communication between the community and public safety departments.

## **Principle 8**

Effective emergency response services are maintained and/or improved for all citizens.



### Strategies:

1. Investigate the possibility of direct hospital access for local ambulance services.
2. Promote identifiable and consistent E911 address signs on all properties.
3. Promote and encourage incentives and increased training for volunteer firefighters, ambulance, and search and rescue personnel.

## **Principle 9**

Technical/vocational training and education is promoted in order to ensure a properly trained workforce necessary for a strong economy.



### Strategies:

1. Coordinate with public school systems to ensure the provisions of vocational training.
2. Coordinate with public school systems to support and improve training specifically with reading, writing, and arithmetic skills.
3. Regularly survey and monitor the population and business community for changes, needs, and workforce shifts.
4. Collaborate with the business community on new and unique programs and funding to train youth in necessary skills.
5. Encourage schools to provide curriculum that offers both basic vocational and college preparatory classes.

## **Principle 10**

Coordinate the expansion and maintenance of the water and sewer systems to existing and new developments.



### Strategies:

1. Coordinate planning efforts with water and sewer providers to encourage water and sewer system expansion based on adopted growth policies.
2. Guide new residential, commercial, and industrial development to areas where adequate public water and sewer infrastructure exists or can reasonably be extended.
3. Analyze the condition of public water and sewers in older neighborhoods.
4. Promote the education of both new and existing property owners regarding the proper operation and maintenance of private well and septic systems.

## **Principle 11**

Waste disposal facilities are sited based on a balanced mix of social, environmental, and economic priorities.



### Strategies:

1. Ensure that the evaluation process for siting waste disposal facilities continues to consider long-term environmental and social goals in addition to economic goals.

## **Principle 12**

New infrastructure is balanced with maintenance of existing infrastructure in a fiscally-sustainable approach.



### Strategies:

1. Consider requiring developers to participate in on- and off-site infrastructure improvements necessary due to new development.
2. Ensure that new transportation infrastructure is not built at the expense of maintaining existing infrastructure.
3. Partner with municipalities and service providers to analyze and improve infrastructure in older neighborhoods.
4. Investigate adoption of innovative programs, techniques, and materials to fund, construct, and maintain the transportation system and other infrastructure systems.
5. Investigate maintenance options for existing and new trails.

## **Principle 13**

Safe, affordable, and accessible public transit is available throughout the County, including rural areas.



### Strategies:

1. Support the extension of bus service routes from the urban area to other appropriate areas of the County.
2. Promote availability of affordable and adequate housing for seniors and economically disadvantaged persons along transit lines and near transit stops.
3. Assist with the coordination of transportation services such as para-transit to increase efficiency and performance.

## **Principle 14**

Peoria County has a safe, consistent, and environmentally-sound transportation network.



### Strategies:

1. Build transportation infrastructure that is safe and efficient for all users, including vehicles, freight, public transit, and non-motorized.
2. Encourage the establishment of Prairie Highways.
3. Explore the utilization of heat reflective materials in roadways.
4. Coordinate road standards between units of government.
5. Consider accommodating agricultural equipment with more suitable roads where feasible (i.e. slow moving vehicle pullouts).
6. Educate citizens on the movement of farm machinery on rural roads.
7. Encourage bikeways and walkways in urban and suburban road projects, and elsewhere as appropriate.
6. Collaborate with other units of government internal and external to Peoria County on transportation issues and technologies.
7. Seek legislative change with the Illinois General Assembly to relieve units of government of liability for bicycle accidents on public roadways.

## **Principle 15**

Existing and new development offers recreational amenities.



### Strategies:

1. Explore subdivision code changes to promote set-asides, or fees-in-lieu-of, for recreational uses and open space preservation.
2. Encourage multi-use trails and/or sidewalks in all new medium and large subdivisions in the Urban and Village Land Use Forms, and promote connectivity between adjacent subdivisions.
3. Encourage trails in existing residential developments, where appropriate.
4. Consider actively developing the riverfront as a location for play, work, and natural resource preservation.
5. Encourage efforts to utilize the Kellar Branch corridor for its best recreational purposes.
6. Support the conversion of the railroad corridor through Hanna City into a multi-use trail.
7. Promote a trail network attractive enough to draw visitors to the County.
8. Encourage recreational opportunities for Kickapoo Creek or Spoon River, such as water trails, where appropriate.

## **Principle 16**

Transportation and land-use planning are integrated and provide a clear framework for development-related public policy.



### Strategies:

1. Plan and complete offsite road improvements prior to subdivision development.
2. Encourage clustered residential and commercial development by incorporating design standards into the subdivision code and zoning ordinance.
3. Locate higher-density residential development near transit destinations.
4. Encourage all development around and near transit stops to be interconnected with bicycle/pedestrian paths and sidewalks.
5. Encourage the development of multi-modal infrastructure and facilities for freight transportation and economic development.

## THEME #2 - ENVIRONMENTAL STEWARDSHIP

### Environmental Stewardship

**Growth and development is managed in a way that promotes stewardship of our natural resources and protects environmental corridors.**

Peoria County is blessed with some of the most environmentally-significant, beautiful, natural and environmental resources in the State of Illinois. Picturesque, wooded bluffs leading to rolling rivers and streams, including the Illinois River, Spoon River, and Kickapoo Creek. Native oak-hickory forests housing significant species such as the bobcat and woodland thrush. Prairie and grasslands reminiscent of the land our European settlers found upon their arrival. These are but a few of the many examples of natural resources Peoria County has in its own backyard. Proper stewardship of these assets was a theme voiced strongly and often by the participants in this planning process.

### **Existing Natural Resources**

Peoria County has not only a significant *quality* of natural resources, but also a significant *quantity*. Of Peoria County's total land area, over 83,000 acres (20.62%) is classified as forest, prairie, wetland, or savanna habitats. That is an impressive amount of natural features in a state where only 0.03% of native prairie, the once dominant natural feature of Illinois, remains today.

The sheer magnitude of remaining natural areas in the County is largely attributable to the extensive stream systems and steep slopes on the Illinois River Bluffs; areas that are difficult to convert to row-crop agriculture or urban development.

Generations of leaders in Peoria County have also recognized the critical role natural resources and habitat play in the quality-of-life and economy in this County. Prior to European settlement, Native American populations were good stewards of the land for centuries. Subsequently, the European settlers of the Peoria area recognized the significance of Peoria's natural areas and established several hundred acres of protected land along the bluffs. Much of that land is now in the jurisdiction of Peoria Park District.

More recently the Forest Park Foundation, led by the late William Rutherford, has purchased land for conservation purposes. Much of that quality land has been turned over

to the State of Illinois and to Peoria Park District for long-term stewardship and protection. **Map ES-1: Natural Resources** on the following page shows the location and scope of natural resources in Peoria County.

**Map ES-1: Natural Resources** highlights the significant quantity of natural resources in the County, as well as the degree to which the entire County is blessed with one or more types of natural environments. For the purposes of this section the focus will be on the major types of environmental land cover seen in **Map ES-1: Natural Resources**, including wetlands, surface water, rural grassland (prairie), and forests.

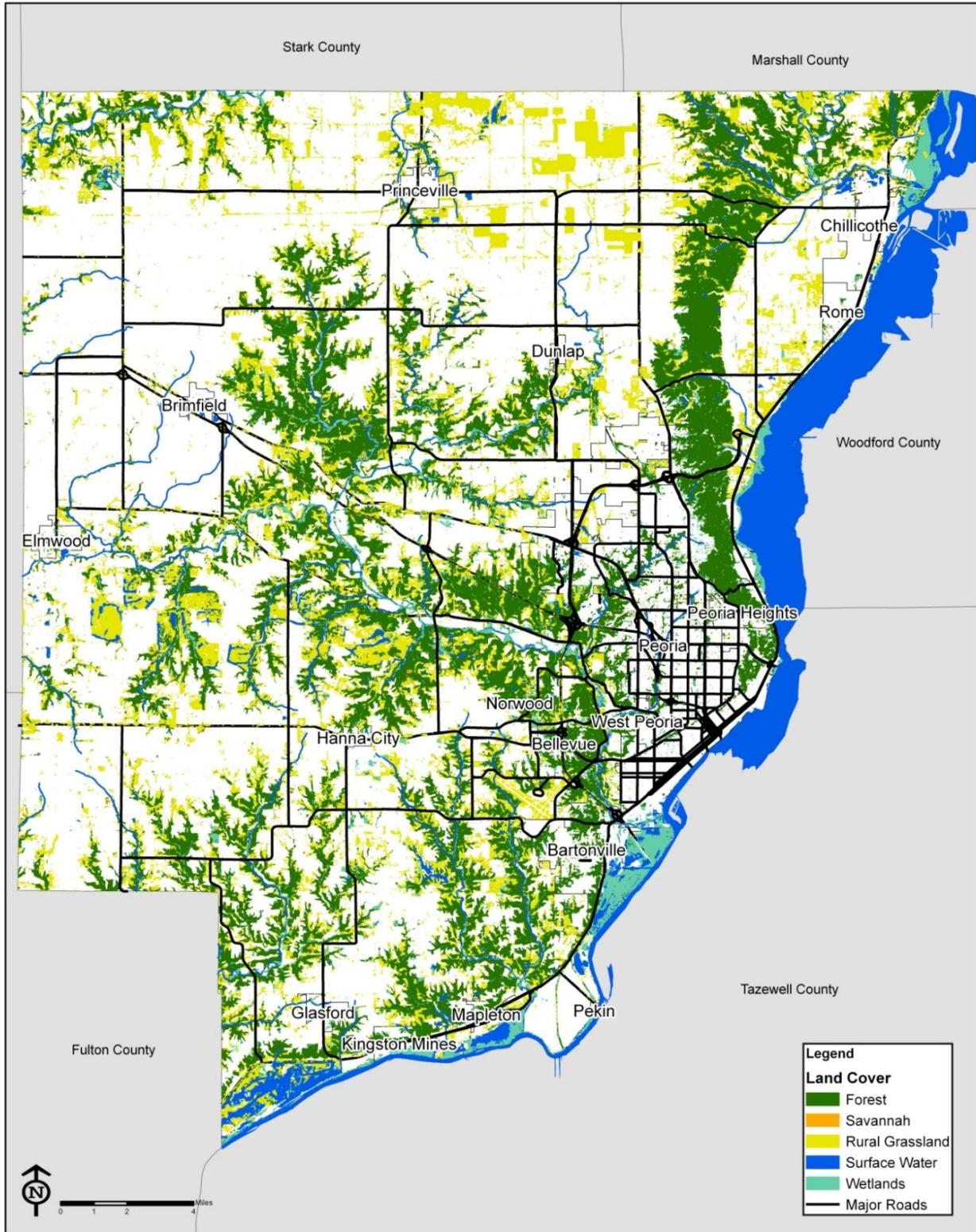
### **Wetlands**

Wetlands are crucial habitat to retaining high quality surface waters. A healthy wetland functions to absorb flood waters and pollutants and act as the nursery for reproducing flora and fauna in and amongst stream systems. By performing these functions, wetlands not only provide homes for animals, birds, and plants, but also serve as important sites for natural experiences such as hiking, bird watching, canoeing and hunting. Wetlands also serve an extremely important function in protecting property and structures from the damage caused by stormwater runoff, erosion, and flooding.

About 14,584 acres of wetlands remain along the stream systems and isolated wet soils of Peoria County. These wetlands are identified by the U.S Fish and Wildlife service in the Nation Wetlands Inventory of 1980's. The inventory defines a wetland as lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water.

The overall biological health of Peoria County's wetlands is unknown and no direct studies have taken place to date. Yet it is a certainty that the County must not only protect remaining wetlands but seek to improve and restore additional wetlands in appropriate areas as possible.

### Map ES-1: Natural Resources



### Surface Water

Surface water includes major features such as the Illinois River, Upper and Lower Peoria Lakes, Spoon River, Kickapoo Creek, and LaMarsh Creek, as well as lakes, ponds, and smaller creeks and tributaries. Aside from the recreational and visual benefits surface water provides Peoria County, these water bodies also provide economic benefits (through commerce, transportation, and eco-tourism), attract residential development, and help absorb stormwater.

Approximately 1,000 miles of surface water bodies drain stormwater runoff from Peoria County, including notable bodies such as the Illinois River, Spoon River, Kickapoo Creek, and LaMarsh Creek. Although these notable bodies were present in historical times, the total amount of mileage is much greater than pre-European settlement conditions.

Prior to agriculture and urban development of the landscape, most stormwater was absorbed by dense, fibrous root systems from native vegetation. These root systems from prairie, woodland, and wetland vegetation reached a depth of 20 feet below the ground; most of the plants' "bodies" were, in fact the root system.

Today, the vast majority of native vegetation has been replaced by other forms of vegetation, or in the case of buildings, roads and parking lots, no vegetation at all. In stark contrast to the extensive root systems of native vegetation, the roots of sod grass in a typical residential acre only reach approximately 3 inches deep. Whereas native vegetation systems have virtually no runoff in even large rain events, these shallow root systems only absorb as much water as concrete after ¼" of rain. As a result, stormwater no longer soaks into the ground where it lands; rather it flows away as surface water.

This dramatic change in Peoria County's landscape has had direct negative impacts on the quality of the surface water systems. Increasing water volumes and velocities as a result of development, stream channelization, and levees has contributed to massive erosion in the stream channel. The process of stream channel erosion reduces usable land for the property owner, disconnects the stream from the floodplain (eliminating wetlands), and contributes thousands of tons of sediment to local waterways and the Illinois River and Peoria Lakes. Channel erosion alone has been named as one of the greatest sources of sediment to the Peoria Lakes from local tributaries.

Erosion and subsequent sedimentation, especially the Illinois River, creates a costly drag on the economy as businesses, individuals, and government must pay increasing sums to not only try to manage stormwater runoff, but to dredge the silt and sediment that inevitably makes its way into the River and impairs recreational and commercial activities.

The loss of these natural ecosystems increases stormwater runoff, creating issues with erosion. Soil erosion, especially in residential and commercial developments along streams, and in and around the bluffs, poses a serious threat to public safety. As the

base of a bluff or stream bank erodes away, it creates risk of the slope failing, or landslides. In this region a number of slope failures have directly damaged residential or commercial structures, sometimes resulting in personal injury or death.

Sediment is not the only threat to Peoria County's waterways, however. The following paragraphs discuss the major surface water bodies in the County, their condition, and threats to their health.

The **Illinois River** is the most significant regional natural resource in Peoria County in terms of size, economic impact, and habitat potential. The Peoria Lakes are a wide portion of the River and are the largest flow-through bottomland lakes in the Illinois River valley. For the most part, the Peoria Lakes have met EPA attainment standards for primary contact since 1986. The exception was the 1995 report showing the River to be moderately impaired for primary contact. From 1986 to 1990 the River was fully supportive for fish consumption, after 1990 it was determined to be non-supportive due to elevated levels of PCBs and mercury.

All of Peoria County drains to the Illinois River. Proper precautions with respect to stormwater runoff from all land uses, as well as thorough mitigation of bacterial contamination, will help reverse the declining trend of ecological vitality of Peoria County's section of the Illinois River.

**Kickapoo Creek** is the dominant stream system draining 40% of the Peoria County landscape. Since 1986 this stream has periodically met the Illinois EPA attainment status. In 1986 IEPA deemed the stream non-supportive of primary contact, meaning it was unsafe and unhealthy for humans to contact the water in Kickapoo Creek. In 2002, Kickapoo Creek had improved sufficiently to become partially supportive of contact, but in 2004 the stream again was deemed non-supportive of contact due to high counts of fecal coliform bacteria. It was additionally deemed only partially-supportive of fish consumption due to elevated levels of polychlorinated biphenyls (PCBs).

Significant levels of fecal coliform are not only impacting Kickapoo Creek, but this stream system has been identified as a major contributor of the bacteria to the Illinois River and Peoria Lakes. Exact sources of the bacteria are unknown, but could include livestock operations, row crop agriculture runoff, non-functioning septic systems, and illegal sanitary sewer connections.

**LaMarsh Creek** drains much of the southeastern portion of Peoria County. This high quality stream has fully supported aquatic life (overall use) since 2004 according to EPA water quality reports.

Upper tributaries of **Copperas Creek** drain the southwestern portion of Peoria County. This stream system has fully supported aquatic life since 2002 according to EPA water quality reports.

Approximately 40% of the 90.9 square mile **Senachwine Creek** watershed drains the north eastern portion of Peoria County into Upper Peoria Lake. A study conducted by the Illinois Department of Energy and Natural Resources in 1993 indicated that Senachwine is a top contributor of sediment to the Peoria Lakes when compared with other local tributaries. In 1994, the Illinois River Soil Conservation Task Force received funding from the Illinois Environmental Protection Agency to allocate funds toward 39 projects including terraces, waterways, water and sediment control basins, and grade stabilization structures. Currently, the U.S Army Corps of Engineers and the Illinois Department of Natural Resources are utilizing funds under Section 519 of the Water Resources Development Act for planning, evaluation, and construction of measures for fish and wildlife habitat conservation in the Senachwine Creek Watershed.

**Spoon River** runs through the northwestern portion of the County for approximately eight miles. The River only partially supported primary contact in 2002 because of total fecal coliform bacteria; the River's health improved in 2004 to meet full-support status. Spoon River has fully supported aquatic life and fish consumption since 2002.

### **Prairie**

Peoria County is home to a significant amount of prairie and rural grassland, although nowhere near historical levels. Rural grasslands are identified and defined by the Illinois Department of Natural Resources as pastureland, grassland, waterways, buffer strips, and conservation (e.g. Conservation Reserve Program) land. Prairies function to absorb and filter stormwater and provide habitat to hundreds of species of plants, insects, arachnids, and animals. Many supported bird species are migratory birds that rely on the prairie oasis for great migrations. Re-creations of prairies are feasible in small and large scales on every land use type in Peoria County.

### **Soils**

One of the most valuable natural resources in the County is the rich topsoil formed from the growth and decomposition of prairie vegetation over hundreds of years. Within Peoria County are ninety-six soil types, each with varying characteristics. The three most predominant types are Ipava (48,025 acres, 11.8% of county), Rozetta (34,295 acres, 8.4%), and Tama (23,385 acres, 5.8%). All three of these soil types are considered prime farmland.

The uppermost layer of any soil contains the highest amount of organic matter. This is necessary to provide the nutrients needed for plant growth. In Peoria County the depth of this layer changes with each soil type, ranging from 3"-21". Ipava's top layer is 19",

Rozetta's top layer is 8", and Tama's top layer is 16". This provides for a great environment for growing many crops, with the most common being corn and soybeans.

Water erosion is the single greatest challenge to Peoria County's soil resources. Best management practices can help minimize erosion. Farmers can reduce or eliminate tillage, implement other conservation practices like terraces to reduce the length of slopes, or construct waterways to provide a safe conveyance for overland concentrated runoff flows. Additionally, rough ground that is not suited for row crop production can be planted to native or introduced grasses. In 2007, Peoria County farmers constructed 9 acres of waterways, 15,425 feet of terrace, and 158 acres of highly erodible ground (greater than 5% slope) were enrolled into set aside acres.

### Forests

The forests, especially the forested bluffs, of Peoria County are beautiful. The majority of the 12,704 acres of forest land in Peoria County resides in the rolling bluffs along the Illinois River. These forests are generally contiguous and provide prime potential for quality habitat that is not only aesthetically pleasing, but functions to serve Peoria County residents by absorbing and filtering stormwater and harboring several hundred floral and faunal species.

The bluffs are a defining characteristic of Peoria County, yielding immeasurable benefit to the quality-of-life for residents and attraction of visitors and new residents to the County. The County reaps significant revenue from tourism, much of which comes from visitors attracted by the scenic views and natural areas. Yet these areas are highly threatened.

The forests in Peoria County have undergone dramatic changes since European settlement. According to vegetation studies conducted in the year 1820, the Illinois River Bluffs once consisted of open woodland/savanna habitat with an average tree density of **32 trees/hectare**. Dominant trees were white oak, black oak, and hickory species. The bluffs were blanketed with grasses, shrubs, and flowering herbaceous plants that thrived in the open sun conditions.

Today, tree densities can range from **280 – 470 trees/hectare**, an amount much greater than that of the 1800's. Sugar maple trees and other invasive trees and shrubs now over populate the forest and dominate these slopes, replacing the oaks and hickories. This transition from open woodland/savanna habitat to dense-canopy forests has impacted the forest floor. Deep-rooted grasses and flowering plants that once blanketed the forest floor are not allowed to grow in the dark forests of today. This soil is vulnerable, bare, and susceptible to erosion. Today, soils that have harbored life in the bluffs near Mossville for over 10,000 years are washed away in a single spring rain.

This dramatic change over the last 200 years is a direct result of two trends: fire suppression and development. Fire is a necessary disturbance for the health and

continued rejuvenation of the open woodland and savanna along the bluffs, but since European settlement, this invaluable ecological tool has been all but eradicated. Fire once played an integral role in maintaining the vegetation on the bluffs. Wildfires cleared the landscape in drought conditions and Native Americans burned the forest to maintain a vital food crop and open the lands for hunting. Without significant wildfires over the two centuries, the bluffs ecosystem has responded with an explosion in tree and shrub populations that were once controlled and held to healthy numbers.

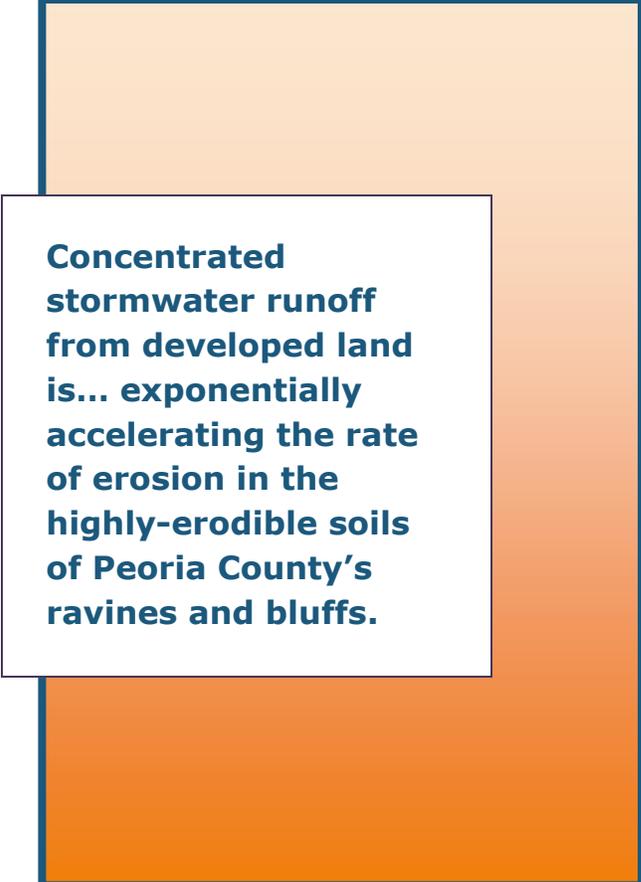
In addition to the challenges faced with ecological changes, much of the new residential development in Peoria County (as well as this region) over the past decades has taken place in and along the bluffs, particularly the Mossville Bluffs. In fact, more than 10,000 acres of forested bluffs have been developed in Peoria County since 1960. Residents seek to build homes here due to the undeniably beautiful scenery and close proximity to the transportation systems and services that continue to expand further north from the City of Peoria.

The homes and streets nestled along the tops of areas like the Mossville Bluffs certainly have helped maintain residential populations, but have also increased impervious surfaces such as roofs, driveways and streets. Impervious surfaces directly contribute to stormwater runoff, erosion of personal and public property, increased flooding, and sedimentation of river systems.

In addition, this development has resulted in stormwater infrastructure that collects, concentrates, and discharges runoff into the ravines, rather than being handled where it falls in small, manageable volumes. Concentrated stormwater runoff from developed land is a powerfully destructive force, and is exponentially accelerating the rate of erosion in the highly-erodible soils of Peoria County's ravines and bluffs.

### **Environmental Corridors**

Peoria County, in conjunction with other organizations and government units, has been active in studies and plans to protect and restore these natural resources in order to maintain the benefits of healthy,



**Concentrated stormwater runoff from developed land is... exponentially accelerating the rate of erosion in the highly-erodible soils of Peoria County's ravines and bluffs.**

intact wetlands, surface water, prairies, and forests, especially those that have been identified and specified as environmental corridors. Environmental corridors are far more important than just for the health of flora and fauna. The resources in these corridors are a major contributor to the economy, quality-of-life, and public safety in Peoria County.

The environmental corridors are essentially a network of interlinked environmentally significant or sensitive lands that reach throughout the County. Formal recognition and adoption of these corridors as valuable greenbelts will help aid their establishment as local and regional greenbelts. Many of the Environmental Stewardship **Principles** and **Strategies** on the following pages are related to the protection and health of these corridors.

One significant aspect of these corridors is their value in reducing stormwater runoff, flooding, erosion, and sedimentation. The environmental corridors reflected on the Future Land Use Form Map include waterways, wetlands, and floodplain areas. Inclusion of these features is deliberate and critical, in order to recognize the value these areas have in preventing and minimizing the negative aspects development can have on stormwater-runoff related problems. These problems extend far beyond environmental damage to matters of public health, public safety, and economic health.

### **Environmental Corridor Protection**

The Peoria County Planning & Zoning Department is investigating several potential methods for protecting the County's environmental corridors. Potential options include creation of an Environmental Corridor Zoning District, various incentive-based approaches such as transfer of development rights, and conservation design.

Conservation design provides more flexibility to a development with respect to density, lot size, setbacks, frontage, etc, in exchange for conservation and protection of the property's contiguous environmental assets (e.g. timber, prairie, erosion-prone slopes, etc). The contiguous land preserved is protected permanently via conservation easement or other legal methods. Conservation design standards often result in equal or greater value to a developer than standard conventional residential development, due to the flexibility to add the same or more number of buildable lots while protecting the same scenic asset that attracts prospective buyers. By protecting these areas the County can slow erosion, reduce flooding, and preserve these areas of significant economic and social benefit.

## Environmental Stewardship – Principles & Strategies

Analysis of the data and trends related to Environmental Stewardship, coupled with public input and direction from the Peoria County Comprehensive Plan Committee, led to the Principles on the following pages. For each Principle, specific Strategies were identified that will help the County with implementation.

### Principle 1

Preservation and protection of the natural environment is a high priority in all new developments.



#### Strategies:

1. Promote the preservation of existing native vegetation in new developments.
2. Encourage native plants for rural residential yards for habitat and erosion control.
3. Encourage preservation of natural areas in developments, including open space set-asides in new housing developments.

### Principle 2

Surface water bodies and aquifers are protected from contamination and/or degradation.



#### Strategies:

1. Develop and implement programs to address regulations required by the National Pollutant Discharge Elimination System (NPDES) program.
2. Investigate revising or creating stormwater management ordinances that focus on best management practices.
3. Participate in regional stormwater control efforts.
4. Incentivize development practices that increase pervious surface area, especially in parking lots, driveways, and other appropriate areas.

### **Principle 3**

Environmentally-friendly technology that yields long-term costs savings is utilized by the County and private entities.

#### Strategies:

1. Utilize sustainable, energy efficient technology in public services and infrastructure.
2. Encourage the utilization of alternative fuels (e.g. ethanol and bio-diesel).
3. Establish incentives for energy conservation in residential, commercial, and industrial buildings in the County, including non-financial incentives.
4. Establish incentives for renewable energy sources, such as geo-thermal, wind, and solar energy systems, including non-financial incentives.
5. Partner with private sector developers, builders, businesses and homeowners to adopt environmentally-friendly technology that reduces energy use.

### **Principle 4**

Natural open spaces are protected and preserved, recognizing their beneficial functions as natural areas.



#### Strategies:

1. Explore the creation of a County Conservation District or County Forest Preserve District as a means of preserving noncontiguous high-quality natural areas.
2. Encourage roadside prairies.
3. Support efforts to control non-native plants and animals, such as Asian Carp, from spreading and doing economic harm.
4. Support efforts to restore the Illinois River's natural functions.
5. Facilitate the creation of voluntary conservation easements by providing assistance to private landowners in navigating the legal process.
6. Investigate and implement alternative methods of protecting natural areas, including incentive-based, regulatory, and voluntary approaches.

## **Principle 5**

Soil erosion and siltation are reduced by protecting bluffs, stream banks, ravines, and existing woodlands.



### Strategies:

1. Explore creating and adopting a stream buffer ordinance.
2. Investigate creating and adopting a river bluff protection ordinance.
3. Strengthen the stormwater control ordinance to reduce soil erosion.
4. Implement recommendations from the Regional Stormwater Management Plan for managing stormwater runoff.
5. Research development codes that utilize best management practices (such as rain gardens, bio-swales, and on-site infiltration) to manage stormwater runoff in new and existing developments, instead of traditional storm sewer infrastructure.

## **Principle 6**

The importance of natural resource preservation is taught through a comprehensive education strategy.



### Strategies:

1. Educate elected officials, builders and developers on conservation design standards.
2. Educate property owners on proper stewardship of the areas in which they reside.
3. Coordinate with school districts to implement natural resource education.
4. Display information to the public regarding natural area restoration projects.
5. Include zoning information in the real estate transaction process.
6. Include zoning district information on the County website.

## **Principle 7**

Environmental corridors are protected from over-development.



### Strategies:

1. Explore the creation of an Environmental Corridor Zoning District as part of the Zoning Ordinance.
2. Encourage all development in or near environmental corridors to follow best management practices for stormwater management, use/protection of native vegetation, and energy conservation.
3. Encourage all new development in or near environmental corridors to utilize conservation design, low-impact development, or similar compact, contiguous development standards.
4. Utilize environmental corridors for multiple purposes, including stormwater control, water quality management, and recreation.
5. Limit fragmentation by promoting contiguous natural corridors within and between new developments.

## **Principle 8**

Mining of natural resources is done in the most environmentally-sensitive manner possible, and does not conflict with other nearby land uses.



### Strategies:

1. Promote stringent best management practices of new mining or quarrying operations.
2. Encourage new mining and quarrying operations that are located in areas that minimize environmental impacts and conflict with nearby land uses.

**THEME #3 – AGRICULTURAL PRESERVATION****Agricultural Preservation**

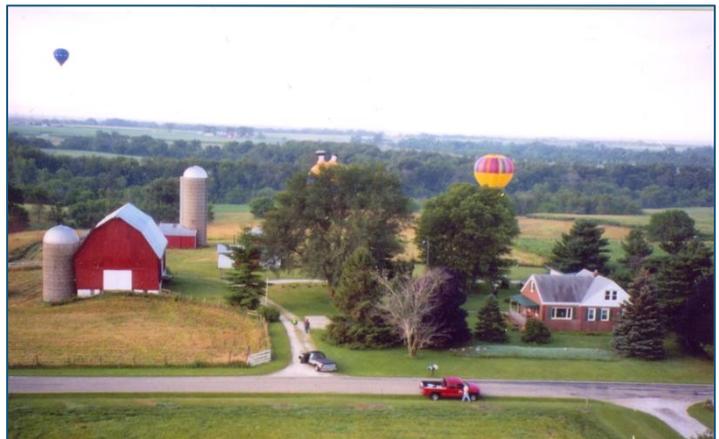
**Prime agricultural land and agricultural operations are preserved and protected for the economic, cultural, and community benefit of current and future generations.**

Agriculture has played a major role in the culture, economy and character of Peoria County for three hundred years. The first settlers to the region were subsistence farmers; they raised only enough crops and livestock for family use. With the development of the railroads in the 1850's, however, local farmers could market their products across the region. Thus began the commercial farming system we know today.

Agriculture is the largest land use in Peoria County. Almost 325,000 acres of land in the county are zoned for agricultural uses. This number represents 91% of the land area outside of incorporated municipalities. However, not all land zoned for agriculture is used for traditional row-crop farming. Some of the land zoned for agriculture is forests and water bodies.

According to the U.S. Department of Commerce, in 2002 (the most recent year for which statistics are available), 228,000 acres of land in Peoria County was used for row crops. This amount has declined somewhat since 1992. The 1992 Peoria County Comprehensive Land Use Plan stated that 68.25% of the total land area in the County was agricultural or vacant. The most recent land use data suggests that this percentage may be down to as low as 56.19%. Still, despite the loss, a significant amount of land in Peoria County continues to be used for agricultural purposes.

When most people think of agriculture, the image that comes to mind is traditional row-crop agriculture (i.e. corn and soybeans). However, this view of agriculture shortchanges the vast number of other types of agriculture present in Peoria County, including livestock,



specialty crops (i.e. vegetables, fruits, herbs, etc.), and non-food crops (i.e. landscaping trees, shrubs, sod, flowers, etc.).



Each of these types of agriculture plays an important role in diversifying the agricultural base of the County, as well as the agricultural economy of the County, helping to minimize the negative effects of weather- or market-induced downturns in the agricultural sector.

Notable is the proximity of agricultural land to the communities in the County. The municipal planning areas of many smaller communities and the City of Peoria include a sizeable amount of agricultural

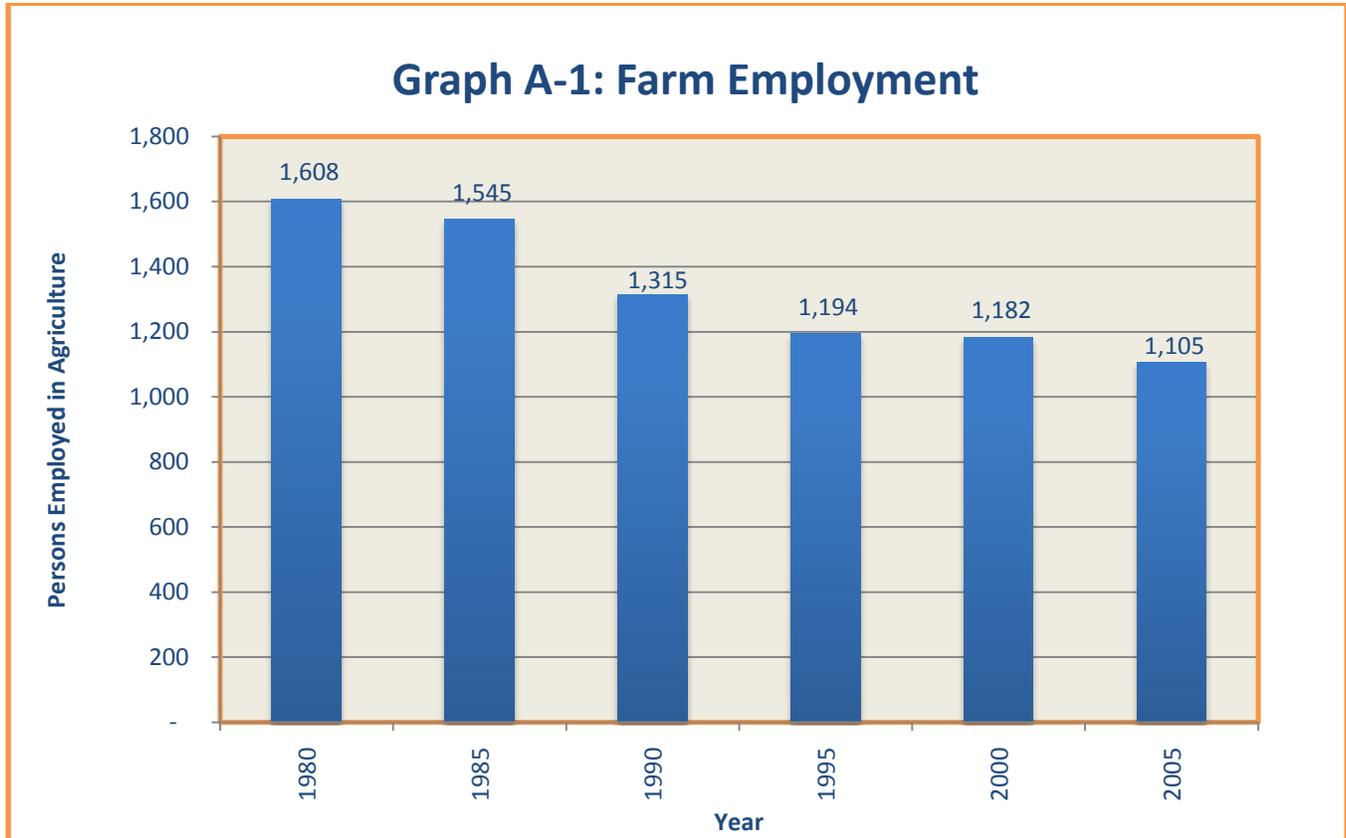
land. This should be expected from a predominantly rural, agricultural area like Peoria County.

Still, this fact has two significant implications:

1. Potential for conflict between residents and businesses in newly developed areas and existing or new agricultural operations, especially operations that generate noise, dust, odor, or some other potentially-nuisance characteristic
2. Conversion of farmland to other land uses, resulting in the long-term or permanent loss of productive agricultural land.

### Agricultural Trends

Slightly less than 1% of the county's population is employed in production agriculture, according to the 2000 U.S. Census. The number of persons employed in production farming has fallen over the last twenty-five years, as seen in **Graph AP-1: Farm Employment**. This is due to the fact that advances in plant genetics, improved machinery design, and application of space age technology to the planting, nurturing, and harvesting of crops has made the American farmer by far the most efficient food producer in the world. The new technology has revolutionized tillage techniques, seed placement, weed suppression, insect control, fertilizer application, harvest efficiencies, work time, operator safety, and product quality.



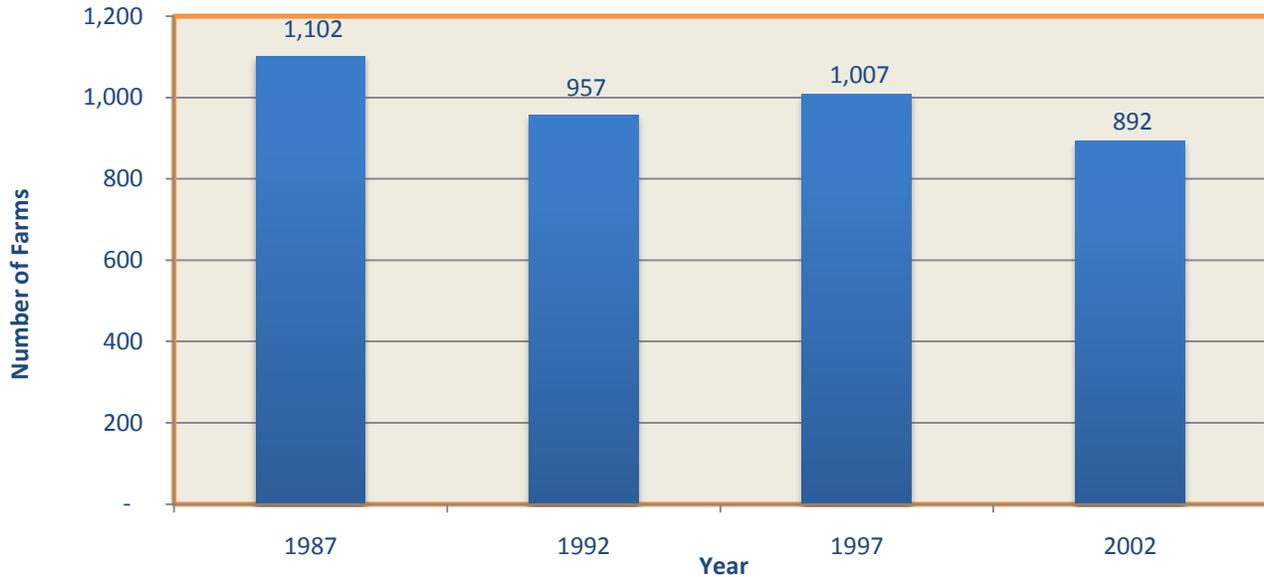
**Graph AP-1: Farm Employment** only reflects reports to the U.S. Census. Considering what is known about the prevalence and impact farming has in Peoria County, the persons employed by farming appear to be relatively low.

It is likely that some households engaged in farming are also employed in other economic sectors and may have reported these others sectors to the U.S. Census Bureau as their primary employment. This hypothesis would help support a farm employment figure higher than reported here.

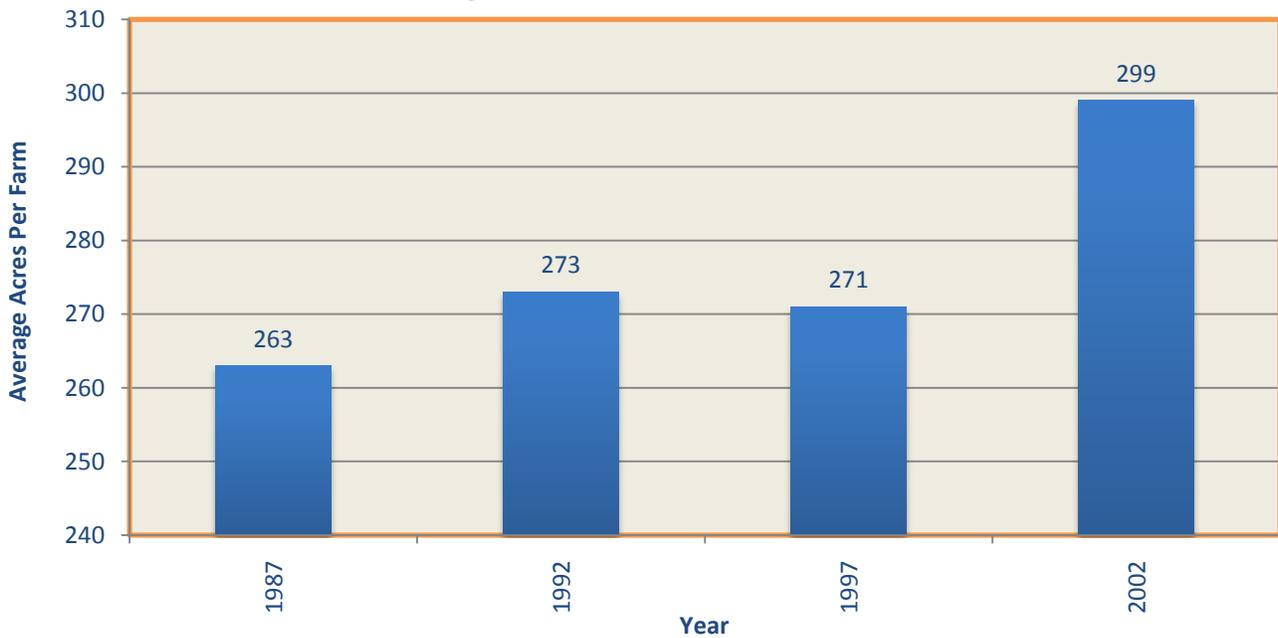
Additionally, and more importantly, the figures shown in **Graph AP-1: Farm Employment** also do not include individuals employed by farming-related businesses, such as grain elevators, fertilizer and seed sales, ethanol production, equipment dealers etc. Including these types of farm-dependent employees would also raise the total number of farm employment and more accurately describe the importance of farming to Peoria County's economy and culture.

Still, the data seen in **Graph AP-1: Farm Employment** is significant, as it shows declining employment in production farming operations in Peoria County.

**Graph AP-2: Number of Farms**



**Graph A-3: Farm Size**



In addition to the trend shown in **Graph AP-1: Farm Employment**, **Graphs AP-2: Number of Farms** and **AP-3: Farm Size** show significant agricultural trends: the number of farms has also decreased, and the average size of a farm is increasing. Data for both these graphs is from the Peoria County Farm Bureau.

The trends seen in these three graphs are not unique to Peoria County. A similar trend is occurring across the region and the mid-west. The overall trend in modern agriculture is clear: fewer people are directly employed in farming for their primary occupation, resulting in smaller numbers of farms, and larger average farm size for those who continue to farm.

### **Yield**

The yields of row crops in Peoria County are steadily increasing. Corn yields increased 6.1% between 1992 and 2002, and soybean yields have increased 19.3%. Agricultural yields are increasing due to three main reasons: genetic improvements to seed which makes plants more disease and drought resistant, the trend to grow plants closer together (which is possible because of the improved seed stock), and mechanical/technology advancements. Increasing yields make it possible for farmers to produce more grain from the same amount of acreage.

One of the results of increased yields is the use of larger and heavier equipment to haul grain to elevators. It is now common to have semi tractor-trailers on rural township roads which were not built for this weight of vehicle. This trend will likely continue in the future.

### **Livestock**

In addition to grain crops, Peoria County produces some livestock. Livestock production is primarily hogs, cattle, and poultry, although some smaller-scale animal operations may raise ostrich, emu, llama, buffalo, etc. These operations represent an economic benefit to the County, and a defining characteristic of agricultural areas.

The recent boom in demand for biofuels has significantly impacted livestock producers in Peoria County and elsewhere. The biofuels industry and the livestock industry compete for the same base inputs: corn and soybeans. The result has been a significant increase in the cost of these commodities, which has raised both the production and consumer costs of biofuels and animal products. Particularly for livestock producers, production costs have generally risen faster than consumer costs, resulting in severe profit-pressures and the net result of fewer individual livestock farmers.

Livestock production facilities generally pose the most significant risk of land use conflict, as they generate odor and noise that many non-farm suburban and rural residents find objectionable. In addition, concentrated manure from operations sometimes escapes controlled facilities, with potential contamination of waterways and water supplies, and degradation of sensitive environmental areas. With the increasing demand for rural residential development (see below section **Agricultural Land Use Trends**) in Peoria County, the presence of confined livestock operations represents a significant possibility of land use conflict in the future.

The public's input to this plan made clear that agriculture, including livestock, is a valued aspect of Peoria County's culture, and the necessities of agricultural production should be balanced with the desires of a residential population increasingly moving into rural, agricultural areas.

### **Non-Traditional Agriculture**

Non-traditional agricultural products and farming methods are witnessing a surge in popularity, not only in Peoria County but across the state and country. These types of agricultural operations include organic farming, vegetables, orchards, free-range livestock, nurseries, and herbs/flowers.

The importance of these types of operations to the County is significant. These types of agricultural products often produce significantly higher profit margins for the local farmer, resulting in a much higher potential economic impact for the County, per unit. Non-traditional agriculture also plays a significant role in events such as farmer's markets, and offers a cultural and economic attraction to County residents.

Non-traditional farms, particularly those specializing in organic or chemical-free production methods, often require buffers and special protections from traditional agricultural operations in order to prevent chemical contamination of chemical-free agricultural operations.

### **Agricultural Land Use Trends**

The demand for Peoria County's agricultural products continues to grow. For example, in addition to growing corn for human and livestock consumption, there is a growing demand for corn, soybeans, or other oil-rich seed crops (e.g. pennycress) for use in creating biofuels. With the significant demand increase, there is also significant pressure to utilize all available parcels of land for production. If the use of corn and soybeans for biofuels continues to increase, the trend will have an increasing impact on land use, increasing the demand for tillable acres (and the corresponding value of tillable acres).

Additionally, the increased demand for corn and soybeans has had an enormous impact on the crop prices since 2005, increasing the per bushel prices of these commodities by large margins. The increased income-potential of farming may help reverse the declining historical trend in farm employment by attracting individuals and families back to a potentially more-profitable agriculture occupation.

Another significant trend in agriculture in Peoria County is the loss of farmland to urban development. As the population of the region grows, land often becomes more valuable for real estate development than for farming. Higher real estate values tempt farmers to 'cash in' by selling all or part of their land.

According to Peoria County rezoning records, over 1,100 acres in Peoria County were rezoned from Agriculture to Residential, Commercial, or Industrial zoning districts between 1997 and 2007. In the same time period, an additional 3,500 acres of land was annexed into the City of Peoria; the vast majority was previously used for farming.

The 4,600 acres of land either rezoned or annexed represents less than 2% of the county's land area outside of incorporated municipalities. However, land is a nonrenewable resource. Once public and private decisions are made that result in the conversion of agricultural land to nonagricultural uses, all future potential agricultural benefit of this vital economic and cultural resource is essentially foregone. Once land is developed, it is very unlikely to revert back to farmland.

The conversion of farmland to urban development has the following results:

- Permanent reduction of land for row crops and other forms of agriculture
- Disruption and fragmentation of wildlife habitat and unique natural features
- Diminished sense of the County's rural character and culture

## Agricultural Preservation – Principles & Strategies

Analysis of the data and trends related to Agricultural Preservation, coupled with public input and direction from the Peoria County Comprehensive Plan Committee, led to the **Principles** on the following pages. For each **Principle**, specific **Strategies** were identified that will help the County implement the **Principle**.

### Principle 1

Agriculture is preserved and supported through mutual respect and balance between the farming and development communities.



#### Strategies:

1. Encourage new development to be contiguous with existing development.
2. Investigate ways to educate new residents moving into rural areas about agricultural activities and rural living (e.g. distribute Farm Bureau brochure to realtors).
3. Seek ways to maintain a buffer between agriculture and residential land uses for activities like aerial spraying.
4. Coordinate with the County Highway Department and Townships to identify and implement ways to better accommodate agricultural vehicles on roadways.
5. Educate citizens on the movement of farm machinery on rural roads.

## **Principle 2**

Prime agricultural land is preserved from development by the highest protections.



### Strategies:

1. Guide multi-lot subdivision development to the least productive land.
2. Implement a voluntary easement program to protect agricultural land.
3. Investigate alternative preservation techniques, such as a transfer of development rights program.
4. Educate developers and elected officials on the difference between marginal- and highly-productive lands.
5. Promote the creation of voluntary agricultural conservation areas.

## **Principle 3**

Diversification in the agricultural economy is encouraged by supporting non-traditional and value-added agricultural products, and agriculture-related industry.



### Strategies:

1. Foster the development of non-traditional crop production by supporting farmers markets and locally-sold agricultural products.
2. Promote value-added agricultural business seeking to develop and/or relocate in the County.
3. Encourage community programs that promote agriculture to urban youth, such as cleaning up vacant lots, planting gardens, and selling produce.

## V. SERVICE DELIVERY STUDY

Planning for growth in Peoria County requires many different dimensions – from quality of life improvements, to fulfilling economic development goals, to expanding housing opportunities and natural resource preservation in Peoria County.

Yet in order to support public services embedded in this Comprehensive Land Use Plan, is the need to pursue growth strategies that produce a balanced tax base and are fiscally sound, both in the short and long terms. Furthermore, the reliance of local funding to support public services is very high in Illinois – among the highest in the nation. Public education, municipal services, capital expenses, fire, sewer, and water are all primarily funded through local revenues and fees. Changes in the built environment can have significant impact on these public services, both positive and negative.

### Fiscal Impact of Growth

A fiscal study was conducted by Teska Associates, Inc. as part of this Comprehensive Plan to project the costs and revenues associated with development through the year 2050 for units of government in Peoria County. The study is highly unique in that it is comprehensive – it considers the impacts to nearly all local government units – municipal and county, fire, sanitary, water supply, and school districts. Study objectives were to:

1. Determine the costs and revenues associated with development based on a projected land use pattern for the year 2050;
2. Understand the impact of projections on various types of local government simultaneously;
3. Create local development scenarios to inform the County and local governments of the impacts of various types of development patterns;
4. Inform policies developed in the Comprehensive Plan, and;
5. Be a tool for use by local governments as they plan for their own communities.

Fifty-eight (58) units of government were surveyed, including:

- Municipalities and Peoria County (other than City of Peoria)
- School Districts
- Sanitary (including breakouts for municipalities that provide sanitary)
- Water (including breakouts for municipalities that provide water supply)
- Park Districts
- Fire Districts

The study analyzed operating expenses – services, maintenance, and operations; capital expenses – long-term investments such as roads, water delivery systems, and vehicles; and revenues – broken down by property tax, other local, sales tax, federal and state, fees, and other revenues. The local governments were also asked whether they had

specific current or expected capital expenses that were not identified in their budgets or audits.

The study utilized projected population and commercial development growth developed by the Land Use Evolution and Impact Assessment Model (LEAM) unit<sup>1</sup> of the University of Illinois' Department of Urban and Regional Planning and Department of Geography. This study was conducted in 2003 and projects land uses through the year 2050 based on "business as usual" patterns of development. The study projected residential and commercial/industrial land uses between 2000 and 2050.

The LEAM data provides communities a starting point for discussions, describing what the likely development scenario over the next 40-50 years will be under current policies and historical development patterns. The study then distributed the results of the projections at the Census Block level. As such, projections for population change are now available for all of the different types of local government in Peoria County.

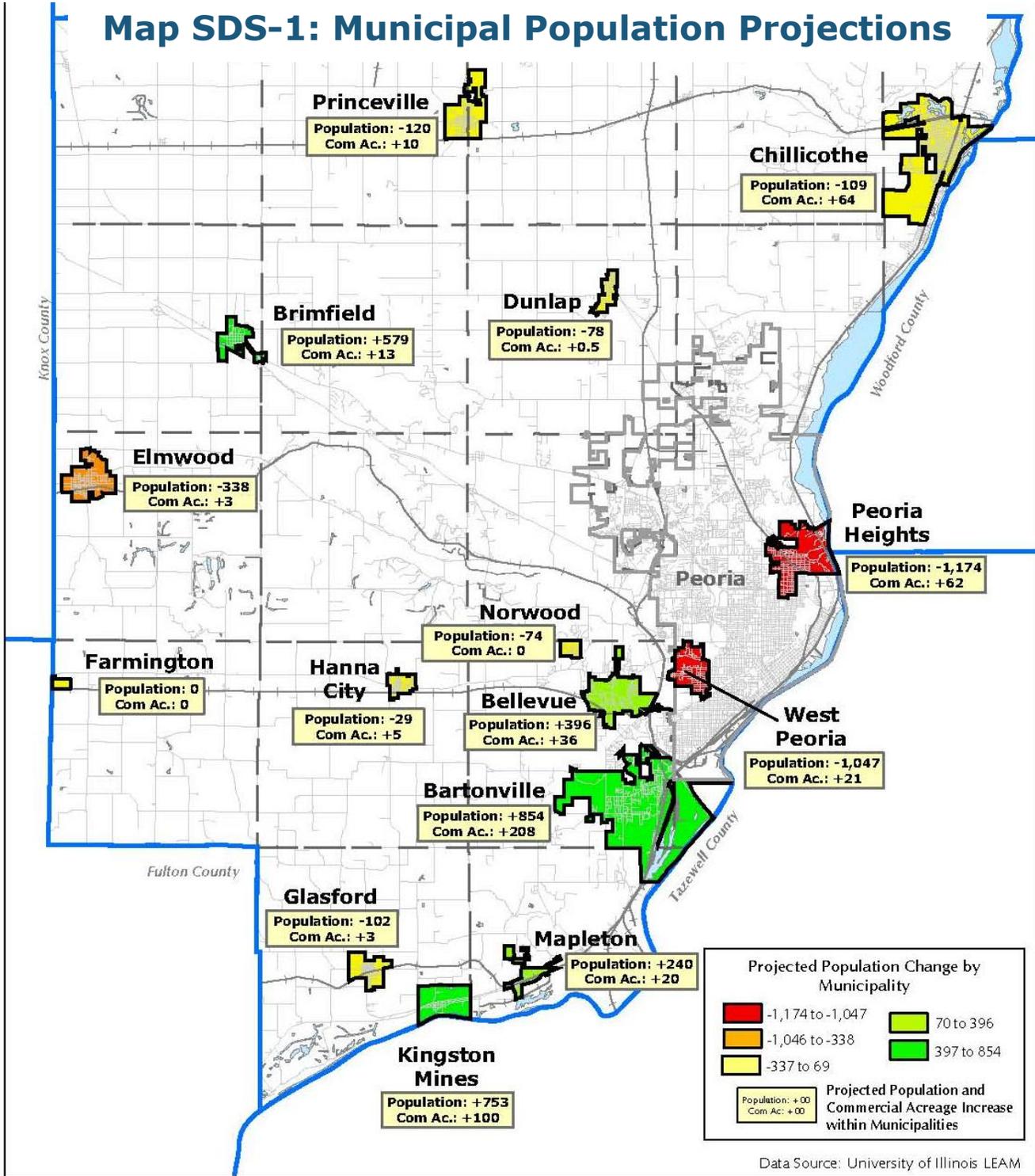
### **Municipal Growth**

The study broke down projected residential and commercial growth at the municipal level based on the LEAM data. This scenario shows a current trend analysis and does not take into full account the policies developed and recommended in this Comprehensive Plan. Municipalities may be able to have an impact on this projection by implementing policies that create a more balanced approach to development, in some cases fostering more commercial development, or pursuing policies to either support greater population growth or reverse a projected population decline. In addition, the projected growth can inform the County and municipalities to plan for needed capital infrastructure to support projected population or commercial development. **Map SDS-1: Municipal Population Projections** details population growth projections by municipality.

---

<sup>1</sup> See <http://www.lead.uiuc.edu/lead/> for more information about LEAM.

### Map SDS-1: Municipal Population Projections



February 19, 2008

#### Municipalities Projected Change in Population and Commercial Acreage 2000 - 2050

Special Services Area Study  
Peoria County, Illinois



0 Mi. 2 Mi. 4 Mi.

**School District Growth**

While land use decisions are generally made by municipalities, school districts are often significantly impacted by these decisions. Since school districts cover the entire County, the study was able to project growth in population for each school district.

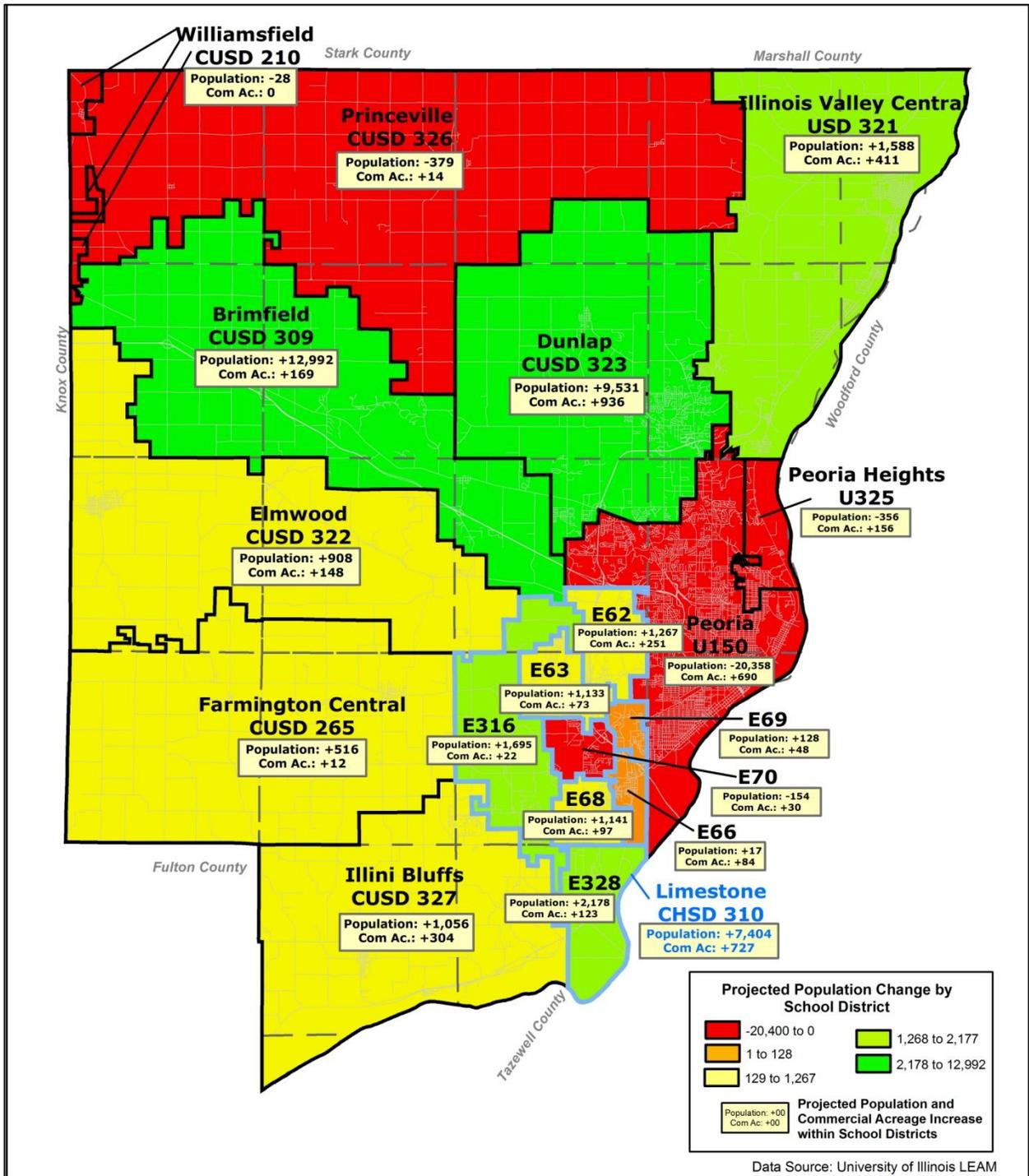
Through interviews with school districts and an analysis of the financial audits and budget data, it is clear that there are multiple patterns of development in the County, with the population expected to increase much more rapidly in some areas compared to others. Those districts with declining projected population will experience a larger fiscal strain as the result of growth and declining State Aid that is based on per student attendance.

**Table SDS-1: School Districts Surveyed** lists the school districts surveyed as part of the Service Delivery Study.

Table SDS-1: School Districts Surveyed			
E316	Limestone-Walters C.C.S.D.	H310	Limestone C.H.S.D.
E328	Hollis Cons. S.D.	U265	Farmington Central C.U.S.D.
E62	Pleasant Valley S.D.	U309	Brimfield C.U.S.D.
E63	Norwood E.S.D.	U321	IL Valley Central U.S.D.
E66	Bartonville S.D.	U322	Elmwood C.U.S.D.
E68	Oak Grove S.D.	U323	Dunlap C.U.S.D.
E69	Pleasant Hill S.D.	U326	Princeville C.U.S.D.
E70	Monroe S.D.	U327	Illini Bluffs C.U.S.D.

**Map SDS-2: School District Population Projections** details growth projections by school district through the year 2050 for all the school districts in the above table, as well as the Peoria, Peoria Heights, and Williamsfield Districts which were not included in the Service Delivery Study.

### Map SDS-2: School District Population Projections



**School Districts  
Projected Change in Population and Commercial Acreage 2000 - 2050**

Special Services Area Study  
Peoria County, Illinois



0 Mi. 2 Mi. 4 Mi.



### Fire, Water & Sewer Districts

The study also analyzed projected population and commercial growth in Fire, Water, and Sewer Districts. Patterns of growth generally reflect similar characteristics in the municipal and school district maps shown above.

Most Fire Districts in the County are volunteer, but several are staffed by career firefighters and administrators. A listing of fire departments can be seen in the **Smart Growth Chapter**. Based on the audits and budgets that were provided, those Districts that have planned for capital expenses (from new stations or station additions to additional equipment and vehicles) will not experience as much fiscal strain with steep capital expenses at certain points in the future. Those Districts with declining populations will still need to invest in their capital infrastructure over time. Districts that experience widely dispersed population growth may have difficulty meeting the needs of their area, responding to calls from wide geographic areas.

Water and sewer services are provided by a mix of municipal, stand-alone districts, and private services in Peoria County. Greater Peoria Sanitary District recently completed a study of anticipated capital expenses associated with serving the area between Peoria and Dunlap that informed, and is consistent with, this study.

Some of the areas in which large relative population growth, such as in the southern part of the County, may face significant capital expenses to upgrade their water and sewer systems.

Copies of the maps of projected growth for fire, water, and sewer districts are included in **Appendix A – Service Delivery Study**.

### Employment

The study investigated employment by industry in Peoria County. Using commercial and industrial growth projections, the study was able to forecast the average expected number of employees by type across the County. **Table SDS-2: Employment Generation** displays these projections.

**Table SDS-2: Employment Generation**

	Employment (1)	Mean Sq Ft per Employee (2)	Relative Share per Acre	Employees per Gross Acre (3)	Employees Relative to Employment Mix per Acre
Construction	3855	259	2%	36	0.85
General Manufacturing	7583	466	4%	18	0.74
High-Tech Manufacturing	2527	466	2%	17	0.34
Transp. Communications, Utilities	3232	248	2%	15	0.28
Distribution and Wholesale Trade	4246	627	3%	15	0.45
General Retail Trade	20388	509	24%	26	6.26
FIRE	5862	279	4%	56	2.16
General Services	36370	550	46%	56	25.92
Business and Professional Services	19481	269	12%	37	4.60
<b>Total</b>	<b>103545</b>	<b>408</b>	<b>100%</b>		<b>41.60</b>

(1) US Census Bureau, 2005 County Business Patterns, Peoria County (note % manufacturing adjusted for excluding City of Peoria)

(2) NAIOP 1990, Planner's Estimating Guide by Arthur Nelson page 52

(3) Institute of Transportation Engineers, Planner's Estimating Guide, page 53

Using this table, a local government can estimate that approximately one-quarter of commercial land will likely be General Retail Trade, the largest share of employment in the County. Based on current patterns in Peoria County, there will be approximately 26 General Retail Trade jobs per gross acre. Distributing employment based on relative land consumption, each commercial/industrial acre in Peoria County generates, on average, approximately 41 jobs.

### Expected Costs

Total operational costs were calculated for the base year of 2007, and then projected to 2050 based on projected growth of population and employment and expressed in current (2007) dollars. The estimates for 2050 were distributed on a per capita basis as a measure for residential tax burden.

### Expected Revenues

Revenues were broken down into the following categories: property tax, other local, intergovernmental (e.g. income tax distribution for municipalities or general state aid for school districts from the State of Illinois), fees for specific services (e.g. water and sewer), and other revenues.

The study projected revenues needed to cover expenses in 2050. Revenues were distributed based on the current share of residential property tax in the projected year of 2050, and then distributed per capita, as a measure of residential tax burden (or fees in the case of water and sewer).

### Municipal and County Results

Based on the analysis, there will be modest increases in residential property taxes in most areas of the County based on current trends. Projected increases vary substantially between different municipalities, from a possible decrease in Mapleton to over \$74 per capita (or approximately \$222 per household in Elmwood). In addition, expenses for Peoria County are also expected to increase, by just over \$24 per capita. The results are shown in **Table SDS-3: Property Tax Change**.

**Table SDS-3: Property Tax Change**

Municipality	Pop 2000	2050 Pop Change	Residential % of Total Property Value	2007 Residential Property Tax Revenue per Capita (\$)	2050 Residential Property Taxes per Capita (in 2007 \$)	Residential Property Tax Change per Capita (in 2007 \$)
Bartonville	6308	854	74%	72.87	73.34	0.47
Bellevue	1874	396	61%	7.72	15.53	7.81
Brimfield	862	579	80%	44.93	50.84	5.91
Chillicothe	5899	-109	83%	52.30	68.22	15.92
Dunlap	926	-78	90%	46.25	70.87	24.62
Elmwood	1946	-100	80%	107.41	181.65	74.24
Glasford	1076	-102	84%	57.20	66.27	9.07
Hanna City	954	-29	84%	71.13	111.13	40.00
Kingston Mines	259	753	57%	62.61	84.95	22.34
Mapleton	164	240	98%	126.69	61.25	(65.43)
Norwood	473	-74	98%	46.03	59.04	13.01
Peoria Heights	6548	-1174		-	-	-
Princeville	1621	-120	78%	20.77	23.52	2.75
West Peoria	4801	-1047	80%	11.50	20.40	8.90
<b>Peoria County</b>	<b>446083</b>	<b>9632</b>	<b>70%</b>	<b>64.76</b>	<b>88.77</b>	<b>24.02</b>

The study produced similar tables for all school, fire, water, and sewer districts in the County. These are available in **Appendix A – Service Delivery Study**.

**Cumulative Impacts**

The total cost for a taxpayer would be the result of adding the cumulative impact of each district based on the location of the property. For example, a homeowner in the Village of Brimfield might face the following scenario shown in **Table SDS-4: Cumulative Tax Impact (example)**:

<b>Table SDS-4: Cumulative Tax Impact (example)</b>	
	<b>Change in Residential Property Taxes per Capita (in 2007 \$)</b>
<b>Village of Brimfield</b>	\$44.93
<b>U309</b>	\$13.47
<b>Fire</b>	\$ 0.21
<b>Water and Sewer</b>	\$47.56
<b>Total</b>	<b>\$106.17</b>

Citizens and/or property owners can utilize the tables in **Appendix A – Service Delivery Study** to develop similar anticipated costs based on where they live in the County.

### **Policy Implications for Comprehensive Land Use Plan**

Two general trends were identified in the study:

- 1. Local governments and school districts with shrinking population are going to have the greatest fiscal strain.**
- 2. Fast growing communities are also going to face significant fiscal strain.**

Local units of government and school districts with shrinking population are going to have the greatest fiscal strain. They will feel fiscal stress on both operations and capital expenditures. Operations will either need to be pared back or costs per resident will increase rapidly. In many cases, these communities have not reported spending on capital costs in the past three years (such as vehicle purchases), and show minimal operational expenditures on items such as road maintenance. Even with declining populations, these investments are going to be needed in the future, and their costs will likely increase with greater deferred maintenance.

Communities that are expected to experience declining population are either mature communities such as the City of Peoria and some of the surrounding communities, or are rural communities at the outer stretches of the County. Policies to support infill and redevelopment of mature communities described in this Plan will be particularly important to reverse the population loss projected in Peoria Heights and West Peoria, plus several of the elementary districts that feed into High School District 310 that are experiencing flat or negative growth of students (e.g. E66, E69, and E70). Rural areas, including the Village of Elmwood are also experiencing decline and will likely face fiscal strain.

Fast growing communities are also going to face significant fiscal strain. With a few notable exceptions, the forecasts show far greater population growth relative to employment growth. The costs associated with this growth will require greater capital investment for expansion of public facilities. These increased facilities, such as roads, will require greater operational expenses in the future for road maintenance and plowing.

Projections call for continued increased population growth between the City of Peoria and Dunlap. Based on interviews, a number of the local governments, including the Greater Peoria Sanitary District, are both aware of and planning for the capital investments to support this growth.

Communities which are able to strike a balance by pursuing a coordinated strategy to attract development over time that pays for itself and expand non-residential tax base, will have the greatest long-term success. Communities can also institute a system of impact fees to compensate for capital costs associated with development, thus minimizing the impact on current residents.

The numbers imply a greater emphasis should be placed on attracting commercial development as a part of the development mix, than is currently shown by "business as usual" forecasts. Planning for economic development includes designating more areas of the community for commercial development. In fact, most plans probably show the desire for greater commercial land. Furthermore, commercial developers, especially retail and office, need residential growth to support economic development. Residential development that pays for itself through higher values or fees is therefore also needed as part of a balanced economic development plan.

Several Principles in this Comprehensive Land Use Plan are substantiated through the fiscal impact analysis conducted in this Service Delivery Study, including:

- Growth policies and development decisions are based on a thorough and sound evaluation of financial sustainability. **(Smart Growth – Principle 1)**
- New residential, commercial, and industrial growth is located in areas within or adjacent to areas of existing development. **(Smart Growth – Principle 2)**
- Planning and development issues are coordinated with other units of government and related entities. **(Smart Growth – Principle 3)**
- Businesses are attracted, retained and expanded locally to ensure a solid tax base. **(Smart Growth – Principle 4)**

## VI. MARKET STUDY

Understanding market conditions is fundamental to the health and prosperity of Peoria County. Peoria County undertook this Market Study as a part of the Comprehensive Land Use Plan to provide direction to County and municipal leaders regarding the potential for economic development strategies that support the policies in the Plan. Peoria County has a very diverse economy – from agricultural and industrial roots to an increasingly service-based economy. The Market Study aims to provide direction to capitalize on the County’s assets and build toward a stronger economic future.

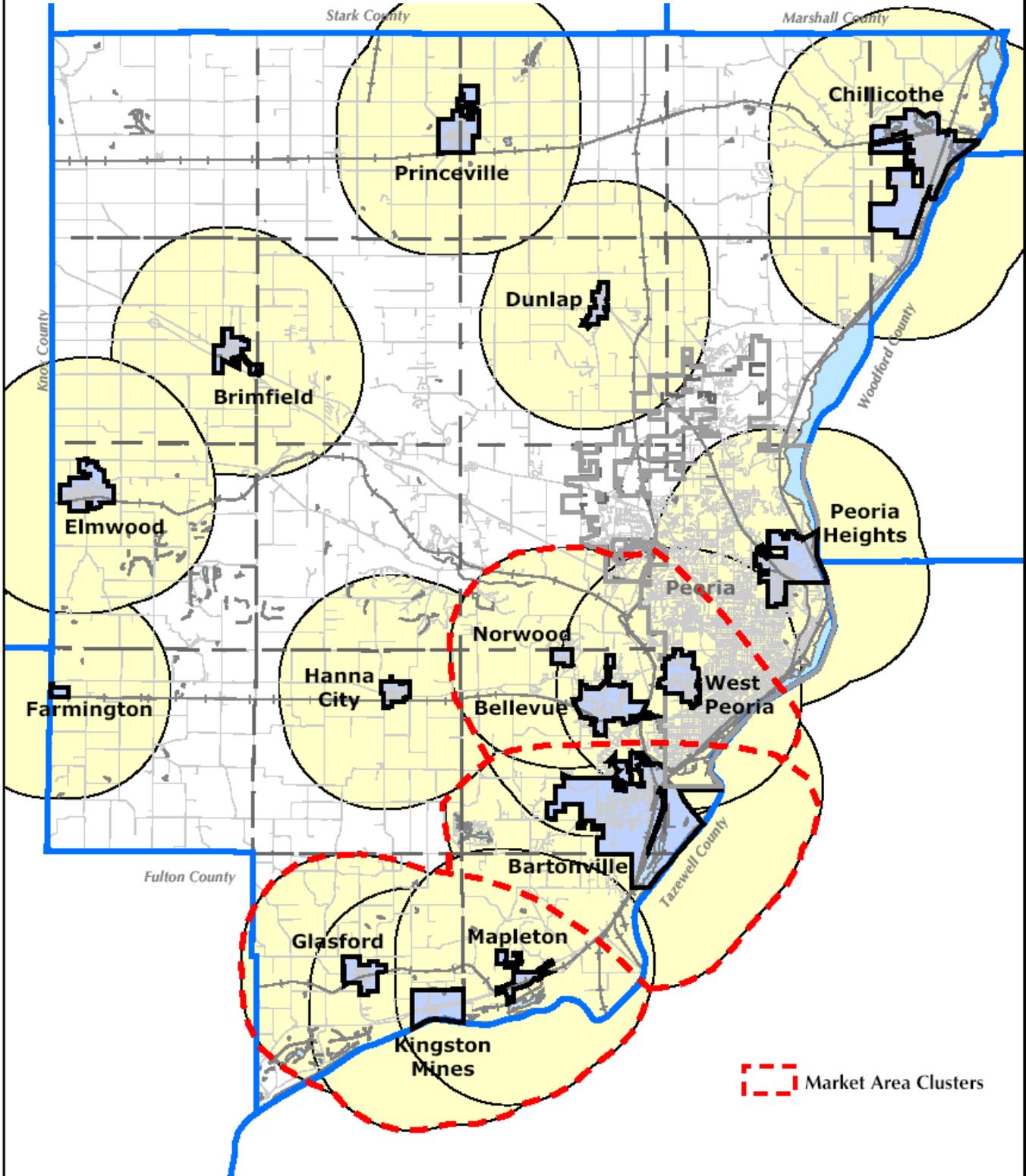
The Market Study supports the Plan’s goal of ***planned quality growth through a balanced tax base for the County and the local governments.*** The Study:

1. Provides information to the county, municipalities, and economic development officials regarding the current retail opportunity gaps, pointing to the types of retail that are most in demand and are currently underserved in the marketplace;
2. Provides information regarding the employment mix of each municipality and trade area, pointing to the strengths of day-time employees that can support retail trade, and the relative strength of the economic base of each municipality and trade area;
3. Provides current residential development data and forecasts for new residential development;
4. Provides forecasts for commercial and industrial land development, and;
5. Based on this information, identifies potential economic development strategies for the County and municipalities.

This chapter summarizes a full Market Study which is available from the County. The full study is divided into two sections. The first section provides summary tables for retail opportunity gaps, sales tax, employment, residential growth, employment growth, and commercial and industrial growth which are all presented in this chapter.

The second section of the study provides a market analysis for each municipality and trade area in the County. The study provides break-downs for each municipality and a 15 minute drive time trade area – the most common analysis that prospective retailers use to measure the demand for their goods or services in a specific area. **Figure MS-1: Peoria County Municipalities and Trade Areas** shows these areas within the County. In two areas - Bellevue, Norwood and West Peoria, and Glasford, Kingston Mines and Mapleton – the municipalities are so close together that their trade areas are shown together. These market analyses are available in the full study, including complete tables with specific estimated values of retail opportunity gaps and employment by sector.

**Figure MS-1: Peoria County Municipalities and Trade Areas**



### Retail Opportunity Gap

Retail demand and supply were analyzed for each municipality and trade area in the County. An opportunity gap – the difference between demand and supply – was determined for each area.

As can be seen in **Table MS-1: Opportunity Gap Summary**, the opportunity gaps in the County vary widely. For example, there is over a \$15 million opportunity gap in the Village of Bellevue, with over 50% of spending being exported to other areas, but there is a surplus of 21% within a 15 minute drive time, meaning Bellevue residents are doing a significant share of their shopping within the trade area, rather than within the Village. Peoria County as a whole has a net surplus of \$163 million, or 5.4% of total spending, meaning that people are traveling into the County to do some of their shopping. This indicates that there are opportunities to expand retail in the County based on existing shopping patterns that meet demand beyond the County borders. Most of the smaller communities, however, show an opportunity gap, meaning that residents are leaving the small towns to do some of their shopping.

Additional population and employment growth will provide greater demand for the smaller communities. In the full Market Study, these numbers are broken down into specific gaps for each type of retail good – from automobiles to groceries to full service restaurants – for each municipality and trade area.



*Increased residential development has created an increased demand for commercial developments like The Shoppes at Grand Prairie.*

**Table MS-1: Opportunity Gap Summary**

	Opportunity Gap* (\$)	% of Spending Outside Municipality	15 Minute Drive Time (\$)**	% of Spending Outside 15 Minute Drive Time
Bartonville	-1,580,645	-19.8	-51,657,169	-3.0
Bellevue	15,315,254	52.5	-453,243,681	-21.1
Brimfield	-6,478,024	-37.7	26,736,547	17.8
Chillicothe	9,115,986	9.1	58,789,725	28.4
Dunlap	-5,767,586	-36.1	-160,712,890	-39.4
Elmwood	14,759,811	37.6	44,191,214	38.2
Glasford	7,429,666	40.1	82,393,663	21.4
Hanna City	9,953,415	57.8	160,730,908	58.6
Kingston Mines	3,865,432	92.3	82,393,663	21.4
Mapleton	1,758,436	37.1	82,393,663	21.4
Norwood	6,742,750	92.5	-453,243,681	-21.1
Peoria Heights	32,864,747	30.3	-783,071,487	-36.4
Princeville	10,981,777	35.2	27,834,322	39.1
West Peoria	17,948,276	23.7	-453,243,681	-21.1
Peoria County (including all municipalities)	\$ -163,613,049	-5.4		

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary, either municipal limits or 15 minute drive time area. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Note that those municipalities associated with the two Market Clusters of Bellevue, Norwood, and West Peoria and Glasford, Kingston Mines, Mapleton have the same 15 Minute Drive Time Opportunity Gap.

Source: Teska Analysis of Claritas, 2008

**Table MS-2: Retail Opportunity Gaps Over \$1 Million** provides a summary of retail opportunity gaps by municipality in the County. The highlighted items in the table represent a gap of at least \$1 million in all categories other than automobile dealers and department stores which show a gap of at least \$3 million.



Furniture stores, like this one near the City of Peoria, are in demand in Bartonville, Chillicothe and West Peoria.

**Table MS-2: Retail Opportunity Gaps Over \$1 Million (unless otherwise noted)**

Retail Stores	Peoria County	Bartonville	Bellevue	Brimfield	Chillicothe
Automotive Dealers (over \$3 million)	√	√	√	√	√
Automotive Parts	√	√			
Furniture and Home Furnishings Stores	√	√			√
Electronics and Appliance Stores		√			√
Building Material and Supply Dealers					
Home Centers	√	√	√	√	√
Hardware Stores					
Building Materials Dealers/Lumberyards					√
Lawn, Garden Equipment, Supplies Stores					√
Grocery Stores	√		√		
Beer, Wine and Liquor Stores	√				
Health and Personal Care Stores			√		
Gasoline Stations					√
Clothing Stores					√
Women's Clothing Stores					
Family Clothing Stores					√
Shoe Stores					
Jewelry, Luggage, Leather Goods Store					
Sporting Goods, Hobby, Musical Inst Stores		√			
Book, Periodical and Music Stores					
Department Stores (over \$3 million)		√			√
Other General Merchandise Stores,					
Miscellaneous Store Retailers		√			√
Florists					
Office Supplies, Stationery, Gift Stores					
Full-Service Restaurants					
Limited-Service Eating Places	√				
Special Foodservices	√				
Drinking Places -Alcoholic Beverages					

Retail Stores	Dunlap	Elmwood	Farmington	Glasford	Hanna City	Kingston Mines
Automotive Dealers (over \$3 million)		√	√	√		
Automotive Parts						
Furniture and Home Furnishings Stores						
Electronics and Appliance Stores						
Building Material and Supply Dealers		√	√	√	√	
Home Centers		√	√			
Hardware Stores						
Building Materials/Lumberyards		√	√			
Lawn, Garden Equipment, Supplies Stores						
Grocery Stores	√	√		√	√	
Beer, Wine and Liquor Stores						
Health and Personal Care Stores						
Gasoline Stations	√		√			
Clothing Stores						
Women's Clothing Stores						
Family Clothing Stores						
Shoe Stores						
Jewelry, Luggage, Leather Goods Store						
Sporting Goods, Hobby, Musical Inst Stores						
Book, Periodical and Music Stores						
Department Stores (over \$3 million)						
Other General Merchandise Stores,						
Miscellaneous Store Retailers						
Florists						
Office Supplies, Stationery, Gift Stores						
Full-Service Restaurants						
Limited-Service Eating Places						
Special Foodservices						
Drinking Places -Alcoholic Beverages						

Retail Stores	Mapleton	Norwood	Peoria Heights	Princeville	West Peoria
Automotive Dealers (over \$3 million)			√	√	√
Automotive Parts					
Furniture and Home Furnishings Stores					√
Electronics and Appliance Stores					√
Building Material and Supply Dealers			√		√
Home Centers			√	√	√
Hardware Stores					
Other Building Materials Dealers, Including Lumberyards					
Lawn, Garden Equipment, Supplies Stores					
Grocery Stores			√		√
Beer, Wine and Liquor Stores					
Health and Personal Care Stores					
Gasoline Stations			√		
Clothing Stores			√	√	√
Women's Clothing Stores					
Family Clothing Stores			√		√
Shoe Stores					
Jewelry, Luggage, Leather Goods Store					
Sporting Goods, Hobby, Musical Inst					√
Book, Periodical and Music Stores					
Department Stores (over \$3 million)			√	√	√
Other General Merchandise Stores,					√
Miscellaneous Store Retailers					√
Florists					
Office Supplies, Stationery, Gift Stores					
Full-Service Restaurants			√	√	√
Limited-Service Eating Places					
Special Foodservices					
Drinking Places -Alcoholic Beverages					

**Sales Tax**

The Market Study collected sales tax receipts for the past three years from the State of Illinois Department of Revenue. Every municipality has shown an increase in sales tax receipts between FY 2006 and FY 2008 other than Kingston Mines and Norwood.

Sales tax is a crucial source to municipalities, as it is unrestricted revenue. Communities such as Bartonville, Chillicothe and Peoria Heights saw very significant increases in revenue (\$127,949, \$163,791, and \$125,523 respectively), as seen in **Table MS-3: Sales Tax Summary**.



*It is very important to support existing small businesses in the County, such as this restaurant row in Peoria Heights.*

**Table MS-3: Sales Tax Summary**

MUNICIPALITIES	FY 2006	FY 2007	FY 2008	Net Growth	Annual Growth Rate
Bartonville	\$ 774,267	\$ 837,885	\$ 902,216	\$ 127,949	8%
Bellevue	\$ 124,531	\$ 125,335	\$ 139,350	\$ 14,819	6%
Brimfield	\$ 70,622	\$ 71,573	\$ 81,540	\$ 10,918	8%
Chillicothe	\$ 711,032	\$ 777,253	\$ 874,823	\$ 163,791	12%
Dunlap	\$ 112,116	\$ 117,584	\$ 120,563	\$ 8,447	4%
Elmwood	\$ 94,968	\$ 97,552	\$ 99,814	\$ 4,846	3%
Glasford	\$ 29,337	\$ 31,216	\$ 34,016	\$ 4,679	8%
Hanna City	\$ 72,409	\$ 80,004	\$ 94,733	\$ 22,324	15%
Kingston Mines	\$ 3,741	\$ 3,123	\$ 3,336	\$ -405	-5%
Mapleton	\$ 10,541	\$ 9,218	\$ 10,498	\$ -43	0%
Norwood	\$ 1,227	\$ 1,109	\$ 951	\$ -276	-11%
Peoria Heights	\$ 1,083,722	\$ 1,208,714	\$ 1,209,245	\$ 125,523	6%
Princeville	\$ 118,314	\$ 123,541	\$ 134,359	\$ 16,045	7%
West Peoria	\$ 298,844	\$ 354,985	\$ 355,214	\$ 56,370	9%
<b>Peoria County</b>	<b>\$ 10,895,916</b>	<b>\$ 11,369,786</b>	<b>\$ 11,514,399</b>	<b>\$ 618,483</b>	<b>3%</b>
<b>TOTAL</b>	<b>\$ 14,401,587</b>	<b>\$ 15,208,878</b>	<b>\$ 15,575,057</b>	<b>\$ 1,173,470</b>	<b>4%</b>

Source: Illinois Department of Revenue

## Residential Growth

Projections of residential development were determined in the study based on population forecasts made by the University of Illinois Land Use Evolution and Assessment Model (LEAM) conducted in 2003. Utilizing GIS, the projections for population growth were distributed to municipalities and projections were made for the amount of residential land that would be developed to support this population.

These projections are based on current policies and show a range of population change from decline in certain areas to rapid growth in other areas of the County. The projections do not take into account any change in public policies or public investments that are recommended in the Comprehensive Plan.

In fact, proposed transportation improvements, including the Eastern Bypass would likely increase residential development in the northeast part of the County. Similarly, proposed sanitary improvements in Dunlap would likely increase the residential development that could be annexed to the Village of Dunlap, rather than most current residential development in the area that has been annexed to the City of Peoria.

Peoria County recently completed a preliminary study regarding the Dunlap growth area. In the analysis, the County determined a 1,648 acre Dunlap Small Area Plan. The County projected increased growth in Dunlap within the 1,648 acres that will be served by an expansion of the Greater Peoria Sanitary District. The County projects additional commercial development in the current core of Dunlap and at the intersection of Cedar Hills Drive and Legion Hall Road (Cedar Hills area). The results found in this Peoria County Market Study concur with the County's conclusion that the traditional commercial core could be locations for boutiques, books, periodicals, music, shoes, etc. and that retailers such as grocery, dry cleaners, and miscellaneous retailers (office supplies, stationery, and gifts) could be attracted to the Cedar Hills area.

Note that even those communities that are projected to decrease in population overall will still likely have some expansion of residential land, as new homes are developed to replace existing housing stock.

Most of the new residential development that is shown in Peoria County will likely be annexed to municipalities, including the City of Peoria and other municipalities throughout the County. While some communities, such as West Peoria and Peoria Heights, are landlocked, they can experience increased residential growth through infill development



*While most residential development in the area has been annexed to the City of Peoria, some subdivisions like Copperfield (above) have contributed to the the growth of Dunlap.*

and reuse of properties (e.g. development of existing vacant parcels, conversion from one use to another, or redevelopment of a property). **Table MS-4: Residential Growth Summary** shows the projections for new growth by the year 2050.

**Table MS-4: Residential Growth Summary**

Municipality	Population 1990	Population 2000	2050 Population Change	Residential Acres 2000	New Residential Acres 2050
Bartonville	6,558	6,308	+854	961.45	388.35
Bellevue	1,685	1,874	+396	306.55	137.38
Brimfield	762	862	+579	124.71	124.49
Chillicothe	5,912	5,899	-109	789.61	222.97
Dunlap	901	926	-78	97.59	25.56
Elmwood	1,864	1,946	-100	259.20	26.90
Glasford	1,121	1,076	-102	136.71	28.01
Hanna City	1,136	954	-29	147.61	34.23
Kingston Mines	293	259	+753	34.23	126.71
Mapleton	173	164	+240	40.01	43.79
Norwood	486	473	-74	72.25	7.78
Peoria Heights	6,891	6,548	-1,174	736.04	84.92
Princeville	1,433	1,621	-120	261.42	47.35
West Peoria	5,347	4,801	-1,047	526.85	33.57
Peoria County	182,827	183,433	+9,392	46,940.42	19,585.55

\* The number of new residential acres projected for Dunlap was calculated prior to a recent study regarding the extension of sanitary services in Dunlap. As mentioned, projected growth could be greatly influenced by such a development. Furthermore, though the geographic area is projected to experience significant growth, the actual growth of the municipality is subject to the results of the annexation process.

Source: Teska Analysis of University of Illinois LEAM Model

The Market Study also collected information on building permits over the past three years. Building Permit data is displayed in **Table MS-5: Building Permits**. Note that new construction permits were modest in all of the municipalities. As noted previously, most of the recent construction has occurred within the city limits of Peoria.

**Table MS-5: Building Permits**

Municipality	2005	2006	2007
Bartonville *	16	10	10
Bellevue *	0	0	0
Brimfield	7	7	10
Chillicothe*	29	25	29
Dunlap	23	25	27
Elmwood	17	5	5
Glasford	7	18	10
Hanna City	4	9	24
Kingston Mines	0	0	0
Mapleton	0	0	0
Norwood	0	0	0
Peoria Heights*	3	3	2
Princeville	6	9	3
West Peoria	N/A	N/A	N/A
Peoria County	128	128	103

Source: All data reported from municipalities and Peoria County Planning and Zoning Department unless noted with \* which were obtained from [www.city-data.com](http://www.city-data.com)

### Current Employment

Employment patterns vary widely throughout the County in number of firms, total employees, and the type of employment. The County has a diverse labor pool with a wide range of employers from manufacturing to agriculture to service industries. This study looked at the employment base in each municipality, as well as the 15 minute drive time, a way to look at the market area around a commercial node. Employees are an often overlooked source of buying power to support additional retail development. Job growth also fuels nearby residential development, creating feedback loops between retail, jobs, and residential development. Break-downs of employment by source of industry are provided in Section 2 of the full Market Study, available from the Peoria County Planning & Zoning Department.

The employment break-downs provide the County and each municipality with information regarding the current strengths of the employment base and which industries are most likely to be drawn that will match the existing skills and assets of the local employees.

They also show areas in which a greater diversity of employment base would be helpful to diversify revenues for the local community.

As can be seen in **Table MS-6: Workplace and Employment Summary**, employment is concentrated in certain municipalities and trade areas in the County: especially Bartonville, Bellevue, Chillicothe, Peoria Heights, and West Peoria, and of course, the City of Peoria, which is not broken out separately, but sections of the City are included in the market areas of adjacent municipalities.



*New developments like the Peoria Cancer Center and the OSF St. Francis Center for Health have contributed to an increase in service jobs.*

**Table MS-6: Workplace and Employment Summary**

	Municipality		15 Minute Drive Time Trade Area	
	Total Establishments	Total Employees	Total Establishments	Total Employees
Bartonville	307	5,664	5,188	98,813
Bellevue	141	3,828	6,175	115,911
Brimfield	41	541	233	21,783
Chillicothe	271	2,294	440	3,772
Dunlap	57	443	1,381	24,075
Elmwood	88	572	249	2,014
Glasford	45	411	992	11,861
Hanna City	54	286	504	7,795
Kingston Mines	7	34	992	11,861
Mapleton	24	291	992	11,861
Norwood	9	58	6,175	115,911
Peoria Heights	367	4,030	7,116	133,318
Princeville	66	628	145	1,367
West Peoria	126	1,552	6,175	115,911

## Commercial and Industrial Growth

Forecasts for commercial and industrial acres were determined for each municipality based on projections determined by the University of Illinois LEAM study in 2003, and can be seen in **Table MS-7: Commercial and Industrial Growth Summary**. Municipalities with strong projected commercial and industrial growth include Bartonville, Chillicothe, Kingston Mines, and Peoria Heights. Bellevue, Brimfield, Mapleton, Princeville, and West Peoria are also expected to have some commercial and industrial growth. Most projected commercial and industrial development land shown in Peoria County would require sanitary and other urban services, and would likely be annexed to an existing municipality, rather than remain in unincorporated land. Strong economic development policies may influence these trends, including improving the sanitary infrastructure in Dunlap, which would enable commercial development both within the municipality and in nearby areas that could be annexed to the community.

**Table MS-7: Commercial and Industrial Growth Summary**

Municipality	Commercial Acres 2000	Commercial Acres New
Bartonville	532.41	209
Bellevue	22.45	36
Brimfield	10.89	13
Chillicothe	81.58	64
Dunlap	9.11	0*
Elmwood	24.45	3
Glasford	20.01	3
Hanna City	4.00	5
Kingston Mines	21.34	101
Mapleton	24.23	20
Norwood	0.00	0
Peoria Heights	113.82	61
Princeville	84.92	10
West Peoria	56.91	21
<b>Peoria County</b>	<b>13,425.36</b>	<b>7,967</b>

\* The number of new commercial acres projected for Dunlap was calculated prior to a recent study regarding the extension of sanitary services in Dunlap by the University of Illinois LEAM Model. As mentioned, projected growth could be greatly influenced by such increased capacity.

### Summary of Strategies from Market Study

- Peoria County as a whole is a **net beneficiary of retail demand**, likely from residents of surrounding areas. Consumers are coming into the County to do their shopping. The County and municipalities can take advantage of this inflow of demand to support additional businesses.
- Most **small municipalities in the County face significant retail opportunity gaps**. There are opportunities for categories such as automobile dealers, furniture, grocery, and clothing in many areas of the County.
- Increased economic development, including retail and other sectors of employment, need **balanced growth policies that support both residential and commercial development**. As shown in the fiscal study, commercial development tends to pay for itself. Yet this market study also demonstrates that increased population is needed in certain areas to support greater retail.
- **The fastest growing area of the County is in the corridor between the City of Peoria and the Village of Dunlap**. The market study supports conclusions in recent analysis by the County that the provision of sanitary service can support increased economic development in Dunlap. Market demand exists for smaller retailers in the commercial core and in the Cedar Hills area for goods such as books, stationery, gifts, and groceries.
- The County should continue to support policies toward **diversification of the employment base**. All of the municipalities in this study show evidence of diversification, although some still have a significant and strong manufacturing sector.
- **Health care and other service industries are growing areas of the economy** that can continue to be supported by the County and local municipalities to provide employment and support a growing population.

## VII. FUTURE LAND USE

The **Themes, Principles, and Strategies** in this plan reflect a wide range of ideas and opinions, but yielded the three primary **Themes** of Smart Growth, Agricultural Preservation, and Environmental Stewardship. These themes are at the core of this chapter and the Future Land Use Form Map.

Due to the uncertainties of predicting future population, demographic, and economic trends, this plan incorporates a Future Land Use Matrix with a Future Land Use Form Map. The matrix identifies Land Use Forms and Land Uses. Each Land Use Form represents a general development pattern of the existing or planned development in that area, and allows for a range of compatible potential Land Uses while excluding incompatible uses. In this fashion, the County can manage development so that it is consistent and complementary with the surrounding community character, rather than simply regulating a use.

The intent of the Land Use Forms is not to supersede the adopted Zoning Ordinance. The Comprehensive Plan is a guideline for future development while the Zoning Ordinance contains the permitted and special uses allowed within each zoning district. As an example, many of the Land Use Forms may include parcels which are zoned appropriately for residential dwellings such as agricultural and residential zoning districts. For instance, under current zoning ordinance requirements parcels in the Agricultural Zoning District may be divided into 25 acre parcels. A second option in the Agricultural Zoning District is to divide off 1 lot of 1-2 acres in size for each 25 contiguous acres owned. Under this option, if an individual owned 100 acres, 4 lots of 1-2 acres in size could be created.

Combined, the Future Land Use Form Map and Future Land Use Matrix bring a degree of choice and flexibility to future development while managing growth to meet the priorities of this Comprehensive Plan. The Future Land Use Form Map directly reflects the **Themes** by managing future development according to Smart Growth principles, protection of agricultural and environmental areas, and other goals expressed in the planning process, such as economic development. Each Land Use Form and Land Use is explained in greater detail on following pages.

The Future Land Use Form Map complements the concept of a living plan; it keeps up with changing development patterns by allowing for a range of development styles and land uses, rather than a strict specification of single land uses.

Land Use Forms and Land Uses include:

**Land Use Forms**

**Agriculture Preservation**  
**Agriculture**  
**Rural**  
**Unincorporated Center**  
**Village**  
**Urban**  
**Interchange**  
**Environmental Corridor**  
**River Freight**

**Land Uses**

**Agriculture**  
**Open Space**  
**Rural Residential**  
**Conservation Design Residential**  
**Conventional Residential**  
**Multi-Family Residential**  
**Mixed-Use: Residential/Commercial**  
**Neighborhood Commercial**  
**General Commercial**  
**Mixed-Use: Commercial/Light Industrial**  
**Industrial**  
**Mineral Extraction**

The diagram on the following page details how to use the Future Land Use Matrix and Future Land Use Form Map in the development approval process.

**1. Locate Site**

- Identify the site on the Future Land Use Map and determine the designated Land Use Form.

**2. Refer to Matrix**

- Refer to the Future Land Use Matrix to see which Land Uses are appropriate and allowed.

**3. Select a Use**

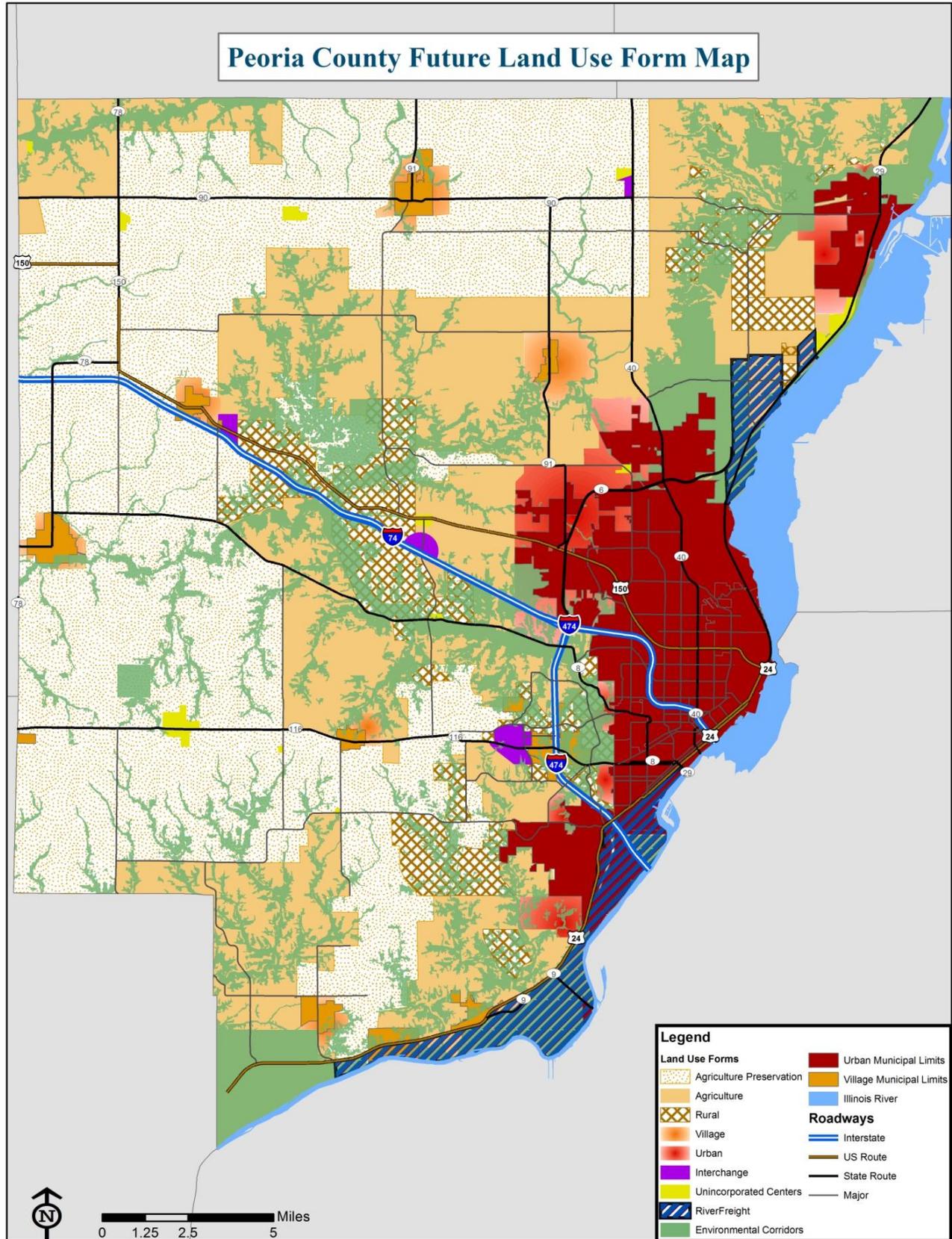
- Select a listed Land Use and schedule a pre-development conference with the County Planning & Zoning Department.

**4. Check Compliance**

- County Staff evaluates the proposal as it relates to: Themes, Principles & Strategies, the Future Land Use Matrix and Future Land Use Form Map, the economic models from the Service Delivery Study and/or Market Analysis, and any other applicable ordinances.

**5. Conduct Formal Process**

- Hearings and Meetings with the Zoning Board of Appeals, Land Use Committee and County Board are held, as necessary.



Future Land Use Matrix									
Land Uses	Land Use Forms								
	Agriculture Preservation	Agriculture	Rural	Unincorporated Center	Village	Urban	Interchange	Environmental Corridor	River Freight
Agriculture	X	X	X	X	X		X	X	X
Open Space	X	X	X	X	X	X	X	X	X
Rural Residential			X	X	X				
Conservation Design Residential			X	X	X	X		X	
Conventional Residential					X	X			
Multi-Family Residential					X	X			
Mixed-Use Residential/Commercial				X	X	X			
Neighborhood Commercial				X	X	X			
General Commercial					X	X	X		X
Mixed-Use: Commercial/Light Industrial					X	X	X		X
Industrial					X	X			X
Mineral Extraction		X							X

## LAND USE FORMS

The Land Use Forms described below are intended to categorize the character, style, and typical development pattern of distinct areas of the County. It is possible that a particular parcel may be included in two or more Forms; in that case, the Form covering a majority of the parcel would be the dominant form.

### Agriculture Preservation

The Agriculture Preservation Land Use Form is characterized by agricultural uses, farmhouses and homesteads associated with agricultural uses, and agriculturally-related businesses. This Land Use Form covers the most productive agricultural land in the County. Residential development is limited to farmsteads on very large lots. Little or no public water, sewer, or other municipal-type service exists.

Preservation of the County's most productive agricultural land is beneficial from both an economic and cultural standpoint, and is one of the three **Themes** of this Plan. Peoria County has a strong desire to help agricultural operators preserve the family farm, so preservation must be balanced with reasonable opportunities for new development in these areas by allowing agriculturally-related business and development of new farmsteads for younger generations of farming families.

#### Character

The following points describe the character and general development pattern of the Agriculture Preservation Land Use Form:

- Agriculture and open space are the exclusive land use, including farming, farm-service businesses, pastures, and homesteads. Other types of development are restricted to other Land Use Forms.
- Agricultural practices take precedence, and new residents encroaching from Unincorporated Center, Rural, Village and Urban Land Use Forms should be educated on the potential negative aspects of life in rural areas, such as noise, odor, pesticides, dust, and farm equipment on roadways.
- Agriculture-related services are necessary and beneficial in ensuring the long-term sustainability of agriculture.
- Legal mechanisms that protect and preserve agriculture in the County should be pursued, particularly voluntary strategies such as Agricultural Conservation Areas and Transfer of Development Rights programs, deed restrictions, and legal easements.

#### Land Uses

Land Uses allowable in the Agriculture Preservation Land Use Form include:

- Agriculture
- Open Space

### Agriculture

The Agriculture Land Use Form is largely similar to the Agriculture Preservation Land Use Form in that it consists primarily of agricultural uses, farmhouses and homesteads associated with agricultural uses. The key distinction between the two is that the Agriculture Land Use Form includes areas of lower-productivity agricultural land, often with timber stands and other topographical land features that hamper row-crop agriculture. Residential development is limited to farmsteads on very large lots. Little or no public water, sewer, or other municipal-type service exists.

Preservation of these agricultural areas is beneficial from both an economic and cultural standpoint, and is one of the three **Themes** of this Plan. Given that these areas are less agriculturally-productive than in the Agriculture Preservation Land Use Form, there is more allowance for growth and development in these areas. In addition to encouraging agriculturally-related business and development of new homesteads for younger generations of farming families, the Agriculture Form allows mineral extraction, mining, and quarrying activities.

### Character

The following points describe the character and general development pattern of the Agriculture Land Use Form:

- Agriculture is the predominant land use and includes farming, farm-service businesses, pastures, and homesteads. Other types of development are restricted to the lowest producing agricultural land.
- Agriculture practices take precedence, and residential uses encroaching from Unincorporated Center, Rural, Village and Urban Land Use Forms should be educated on the potential negative aspects of life in rural areas, such as noise, odor, pesticides, dust, and farm equipment on roadways.
- Agriculture-related services are necessary and beneficial in ensuring the long-term sustainability of agriculture.
- Legal mechanisms that protect and preserve agriculture in the County should be pursued, particularly voluntary strategies such as Agricultural Conservation Areas and Transfer of Development Rights programs, deed restrictions, and legal easements.

### Land Uses

Land Uses allowable in the Agriculture Land Use Form include:

- Agriculture
- Open Space
- Mineral Extraction

## Rural

The Rural Land Use Form is largely agricultural, but is distinguished from the Agriculture Preservation and Agriculture Forms by the allowance of more intensive residential development. The Rural Form allows residential lots at a minimum of 1 acre, and encourages public water, sewer, or other municipal-type services when available.

Rural areas serve as a transition zone from Urban and Village Forms to Agriculture and Agriculture Preservation Land Use Forms. These areas also allow for housing choice in providing areas for households that seek more rural living, without compromising the County's agricultural resources.

## Character

The following points describe the character and general development pattern of the Rural Land Use Form:

- Agriculture is the predominant land use and includes farming, farm-service businesses, pastures, and homesteads. It is balanced with other types of development, especially residential development. Multi-lot residential developments should follow conservation design guidelines that reflect the agricultural or environmental character of the surrounding area.
- New developments, especially residential developments, should buffer themselves from nearby and adjacent agricultural uses in order to minimize the potential negative aspects of life in rural areas, such as noise, odor, pesticides, dust, and farm equipment on roadways.

## Land Uses

Land Uses allowable in the Rural Land Use Form include:

- Agriculture
- Open Space
- Rural Residential
- Conservation Design Residential

## Unincorporated Center

Unincorporated Centers are settlements in rural areas that lack the legal incorporation of an incorporated Village or City and generally have a much smaller population ranging from several households to several dozen households. These Centers are almost entirely

residential although small neighborhood commercial uses are occasionally present, primarily restaurants but sometimes automobile service stations or other services. The Unincorporated Center Land Use Form is typically an older community, founded in earlier decades or centuries along transportation routes such as railroads, or near employment generators such as mining operations. Residential lots are relatively small, limited in part by water and sanitary sewer requirements for the well and septic systems predominantly found in this Form. Roads follow a grid system.

### **Character**

The following points describe the character and general development pattern of the Unincorporated Center Land Use Form:

- Residential is the predominant land use, generally on lots of less than 1 acre. The predominant residential use is sometimes balanced with small commercial uses.
- New residential uses in the Unincorporated Center Form should largely reflect the existing scale of development, and utilize similar layout by avoiding cul-de-sacs and curvilinear streets in favor of a grid pattern.
- Given their function largely as population centers for surrounding agricultural areas, Unincorporated Centers exist in close proximity with agricultural practices and new residents should be educated on potential negative aspects of life in rural areas, such as noise, odor, pesticides, dust, and farm equipment on roadways.

### **Land Uses**

Land Uses allowable in the Unincorporated Center Land Use Form include:

- Agriculture
- Open Space
- Rural Residential
- Conservation Design Residential
- Mixed-Use: Residential/Commercial
- Neighborhood Commercial

### **Village**

The Village Land Use Form is characterized by small settlements, oftentimes incorporated, and usually surrounded by agricultural areas or other open space. Villages are usually primarily residential in nature, but may also offer commercial, industrial, service, institutional, and civic uses. Villages usually have available public water, sewer, or other municipal-type services, although not necessarily all services typically found in larger urban areas. Commercial development is typically scaled to serve residents of the Village

and the immediate rural areas, rather than a larger area. A number of Villages exist throughout Peoria County outside the urbanized areas.

Villages have been important places since the County's founding, and will continue to hold importance as they absorb some of the County's population growth while attempting to maintain their small-town character. Ensuring the viability of a Village's business district, especially their historical downtowns characterized by a mix of uses and live/work units, will be critical to their future success. The County does not have planning or zoning control in the majority of Villages, so working with the independent municipal Boards and Councils will be critical. Therefore the County needs to actively engage Villages on issues of infrastructure, public investment and annexation, in order to minimize costly sprawl and preserve the health of these communities.

### Character

The following points describe the character and general development pattern of the Village Land Use Form:

- Growth should be controlled and managed in an orderly fashion, in order to maximize the cost-effectiveness of new infrastructure, and preserve a delineated boundary between the Village and surrounding areas.
- New development should complement existing Village development in terms of building scale, grid pattern of streets with sidewalks, inclusion of parks, and land use mix.
- Villages should target an appropriate mix of residential and other land uses in order to maintain sound fiscal health. Use of the **Service Delivery Study** model by municipalities is encouraged to evaluate new development proposals.
- Development styles historically found in Villages, such as mixed-use live-work units in the central business district, should be encouraged.
- Transportation alternatives should be pursued vigorously for Village residents, including expansion of mass transit access and the construction of pedestrian and bicycle infrastructure, in order to relieve the ever-increasing costs of vehicular transportation.
- Preservation of environmental corridors should remain a priority, not only for habitat for wildlife and plant species, but to capitalize on eco-tourism.
- Sidewalks and trails within and between developed areas should be constructed at the time of development or road reconstruction, in order to create safe transportation and recreation options.
- New development styles should be encouraged, such as conservation design that helps protect environmental corridors from overdevelopment and

fragmentation, and low-impact development that reduces stormwater runoff and resulting erosion and flooding.

### Land Uses

Land Uses allowable in the Village Land Use Form include:

- Agriculture
- Open Space
- Rural Residential
- Conservation Design Residential
- Conventional Residential
- Multi-Family Residential
- Mixed-Use: Residential/Commercial
- Neighborhood Commercial
- General Commercial
- Mixed-Use: Commercial/Light Industrial
- Industrial

### Urban

The Urban Land Use Form in Peoria County is characterized by two more intensively-developed areas: one area including the Cities of Peoria and West Peoria and Villages of Bartonville and Peoria Heights, and the separate area of the City of Chillicothe. These areas have greater population densities, offer a greater range of land uses, and typically have more intense land uses than do Villages. These areas offer a full range of public services such as water, sewer, police, fire, parks, etc.

Urban areas generally display a mix of development styles: often an older core with smaller homes and lots, a mix of land uses, and grid-pattern streets, with the more recent addition of Conventional Residential subdivisions offering larger homes and lots, non-grid streets and cul-de-sacs, strictly segregated land uses, and non-residential development in the form of big-box retail stores, strip malls, office parks and stand-alone businesses.

Urban areas have absorbed the majority of growth historically, a trend that is likely to continue as they annex and develop land adjacent to their current corporate limits. Like most Villages, urban areas are usually incorporated as municipalities with their own decision-making bodies separate and autonomous from the County. These units of government can control land use within their corporate limits, and have some influence over land use within 1.5-miles of their limits, particularly on land subdivision and rezoning. This means coordination with the municipalities in the Urban Land Use Form is absolutely essential to achieving County growth concepts expressed in this Plan.

### Character

The following points describe the character and general development pattern of the Urban Land Use Form:

- Urban areas have been the primary area of growth and development, and will likely continue to be in the future. Most residential development and the vast majority of commercial and industrial development occur within this area. Recent urban growth has exemplified the type of urban sprawl this plan aims to prevent. Therefore the County needs to actively engage municipalities in the urban area on issues of infrastructure and public investment, and annexation, in order to minimize costly sprawl, ensure fiscal sustainability for all taxing jurisdictions, and preserve the quality-of-life.
- Annexation and subdivision should be carefully managed in order to prevent “leapfrog” development that blurs the boundary between rural and urban areas, and hampers agricultural operations.
- New development should utilize a grid pattern of streets with sidewalks, and inclusion of parks, trails, and open space.
- Along existing or planned mass transit lines, and within a one-quarter mile radius of major intersections, development should be of a higher density and mixed-use that makes transit possible and desirable for transportation.
- Urban areas should target an appropriate mix of residential and other land uses in order to maintain sound fiscal health. Use of the **Service Delivery Study** model by municipalities is encouraged to evaluate new development proposals.
- Development styles historically found in urban areas, such as mixed-use live-work units in the central business district, should be encouraged and preferred over strictly segregated land use developments.
- New growth and redevelopment, both residential and commercial, should be incentivized, including through non-financial means (e.g. density bonuses, setback flexibility, faster development approval) in the urban core in order to capitalize on existing infrastructure and benefit urban taxing jurisdictions.
- Transportation alternatives should be pursued vigorously for urban residents, including expansion of mass transit access and the restoration of passenger rail service, in order to relieve the ever-increasing costs of vehicular transportation.
- Sidewalks and trails within and between developed areas should be constructed at the time of development or road reconstruction, in order to create safe transportation and recreation options.

- New development styles should be encouraged, such as conservation design that helps protect environmental corridors from overdevelopment and fragmentation
- Best management practices to reduce stormwater runoff should be used in new developments and retrofitted into existing development, in order to reduce erosion, flooding and urban surface water pollution.
- Social equity and balance should be a consideration in incentives for new growth and development, with an emphasis on attracting redevelopment and infill in the urban core in order to create opportunity for lower-income residents.
- Management of the transportation system should employ both supply-side measures, such as constructing new or expanding roads, and demand-side measures such as pushing new development into areas with excess capacity, capitalizing on density and mixed-use developments, and encouraging shift from automobiles to other modes of transportation.

### Land Uses

Land Uses allowable in the Urban Land Use Form include:

- Open Space
- Conservation Design Residential
- Conventional Residential
- Multi-Family Residential
- Mixed-Use: Residential/Commercial
- Neighborhood Commercial
- General Commercial
- Mixed-Use: Commercial/Light Industrial
- Industrial

### Interchange

The Interchange Land Use Form is characteristic of development at the interchanges of major controlled-access arterials and other major roads. These areas are often ideal for a mix of more intense land uses, especially commercial and industrial. When controlled and limited to the immediate interchange area, these developments can greatly improve access to goods, services and employment in rural areas, as well as improve the tax structure for rural units of government. In addition, these areas often present the first visual impression a visitor to the area receives; as an area's "welcome center," the County should work with communities to ensure these areas are attractive, inviting, and reflective of the community.

Interchanges are very limited in number, heightening the importance of planning and ensuring the right mix and style of development in these areas. Interchange areas should be reserved for uses that both require and capitalize on strong transportation access. They are not suitable for low-density or low-intensity Land Uses such as Conventional Residential, Conservation Design Residential, Rural Residential, or Neighborhood Commercial, as these types of uses can be located most other places and do not require direct transportation access. Single, small-scale uses such as retail, fast-food restaurants, and gas stations are often attracted to these areas and can be beneficial, especially in rural areas, but near the urban area these uses should be considered secondary to more intense uses such as office complexes, industrial developments, and larger commercial businesses.

### **Character**

The following points describe the character and general development pattern of the Interchange Land Use Form:

- Interchanges are a valuable, but limited, resource generated by the highest-level transportation infrastructure. As such, they should be carefully managed to ensure only the most economically-productive Land Uses are allowed to locate on prime land, such as industrial parks, business campuses, and office complexes.
- Less intense uses such as gas stations, fast-food restaurants, hotels, and low-level retail should be considered a secondary use and developed to support more intense primary uses.
- Interim agricultural uses should be encouraged until more-intense economic uses befitting of the Interchange Land Use Form are proposed.
- Location of new interchanges in or near environmentally-significant areas should be strongly discouraged. Open Space is an acceptable use for environmentally-significant areas adjacent to or near existing interchanges.
- All development at Interchanges should be attractively landscaped, connected via sidewalks, and carefully planned with building design guidelines and minimally-intrusive signage, in order to create attractive and welcoming entry points into the community.
- Parking should be carefully managed in order to discourage the consumption of valuable and limited real estate by non-economically-producing surface parking lots.

### **Land Uses**

Land Uses allowable in the Interchange Land Use Form include:

- Agriculture (interim)

- Open Space
- General Commercial
- Mixed-Use: Commercial/Light Industrial

### **Environmental Corridor**

The Environmental Corridor Land Use Form reflects, protects, and capitalizes upon the significant and valuable environmental assets in the County. As discussed in the section on Theme #2 – Environmental Stewardship, Peoria County, in conjunction with other organizations and government units, has been active in studies and plans to protect environmentally-significant areas. Particularly important are areas that have been identified and specified as an environmental corridor.

Environmental corridors in Peoria County include a variety of valuable environmental assets: habitat for wildlife and plant life, significant aquatic resources, mature oak-hickory forests, and erosion-prone sites. In addition, the corridors include areas of remnant woodlands, savannas, prairies and native communities. The benefits of environmental corridors extend far beyond habitat for flora and fauna however. These resources are a major contributor to the economy via eco-tourism and visitor attraction, quality-of-life maintenance, higher property values, and public safety via flood protection.

Protection of these areas should be given the highest priority, but their value as recreational, residential, and economic attractions is also recognized. As such, development in and around these areas is not prohibited, but instead very carefully managed to allow some development.

### **Character**

Development character and patterns in the Environmental Corridor Land Use Form should display one or more of the following characteristics:

- Contiguous or mixed areas of woodland, prairie, savannas, aquatic resources, floodplain ecosystems, and native oak-hickory forests that together form corridors. Collectively these areas possess high scenic qualities and bring uniqueness to the region.
- Fragmentation of these corridors by development severely harms the habitat's sustainability for many species, including the bobcat and various bird species, and is strongly discouraged. New developments, when allowed, should utilize Conservation Design Residential and/or other tools such as conservation easements and clustered building locations to permanently preserve contiguous corridors of habitat within and between developments.

- If Conservation Design is not used for new development, larger lot sizes will be needed to accommodate new development in these areas due to the presence of wetlands, floodplains, and steep slopes. The recommended minimum lot size requirement is five acres, unless the area is in the Agriculture Preservation Land Use Form or Agriculture Land Use Form.
- If environmental corridors within agricultural areas are developed, the potential for conflicts between agricultural uses and new dwellings is heightened. Therefore, development within the Environmental Corridor Land Use Form and the Agriculture Preservation Land Use Form should follow the Agriculture Preservation Land Use Form development guidelines. Development with the Environmental Corridor Land Use Form and the Agriculture Land Use Form should follow the Agriculture Land Use Form development guidelines.
- Multi-use of these corridors for stormwater management, recreation, and appropriate low-intensity tourism is encouraged.
- Regulations aimed at on-site infiltration of stormwater, particularly the use of pervious surfaces, rain gardens, rain barrels, and native vegetation, are highly encouraged in order to reduce sediment delivery to the Illinois River resulting from erosion due to conventional development practices in and near these corridors.

### Land Uses

Land Uses allowable in the Environmental Corridor Land Use Form include:

- Agriculture
- Open Space
- Conservation Design Residential

### River Freight

Peoria County is fortunate to have ample access to transportation infrastructure essential to the movement of freight, goods, and agricultural products. This access goes beyond just highway and rail, access to encompass multi-modal assets. The County has access to Interstates 74 and 474, multiple railroads traveling north-south and east-west, an international airport with multiple direct connections, and the Illinois River, a major barge corridor for commodity movement.

Freight movement is one of the largest and fastest-growing industries in the county, and represents jobs that cannot be outsourced to other countries. Therefore, development of the logistics and freight-movement industry in the County, capitalizing on the tremendous transportation infrastructure system, has tremendous opportunity for economic growth.

### Character

Development character and patterns in the River Freight Land Use Form display one or more of the following characteristics:

- Development should be reserved exclusively for intense, freight- and logistics-related businesses that offer the prospect of excellent economic development
- Preservation of access to a multi-modal transportation infrastructure, capitalizing on proximity to the Illinois River, is imperative in order to support these goods-movement centers.
- Commercial uses such as fuel stations, restaurants, and other low-intensity, low-value uses should be considered only as secondary uses to support more economically-rewarding, larger-scale freight operations, and should be restricted from development in sections with the best access to the transportation systems.
- Despite its industrial nature, development in the River Freight Land Use Form should enhance and respect adjacent and nearby natural areas in part through the use of buffers, native border plantings, maintenance of existing tree cover, and other measures where feasible.
- Regulations aimed at on-site infiltration of stormwater are highly encouraged in order to reduce sediment and pollutant delivery to the Illinois River resulting from surface water runoff.
- Additional development requirements may be necessary due to the largely similar locations of the River Freight Land Use Form and floodplains.

### Land Uses

Land Uses allowable in the River Freight Land Use Form include:

- Agriculture
- Open Space
- General Commercial
- Mixed-Use: Commercial/Light Industrial
- Industrial
- Mineral Extraction

## LAND USES

Under this Comprehensive Land Use Plan, each Land Use Form allows for two or more Land Uses. This allows the plan to evolve as growth occurs while still managing development to support the Themes and Principles.

This section describes the characteristics of each Land Use in two sections: General Characteristics are for the most common Land Use Form, and Form-Specific Characteristics are for instances where the Land Use may be allowable with slightly different requirements in another Land Use Form. Not every Land Use will have Form-Specific Characteristics.

### Agriculture

Agriculture is the dominant land use in most of Peoria County, and includes not just traditional row-crop farms, but specialty crops, nurseries, livestock, and agriculturally-related businesses (e.g. elevators, fertilizer facilities, equipment sales and service, farmers markets and roadside stands, etc).

#### General Characteristics

- Agriculture Land Uses are the dominant land use in the Agriculture Preservation, Agriculture, and Rural Residential Land Use Forms and take precedence over residential or other developments; non-agriculture uses must recognize the potentially-nuisance activities associated with agriculture, including noise, odor, dust, chemical spraying, etc.
- Residential uses should reflect the agricultural nature of the area by locating on large lots, scattered and developed independently rather than in subdivisions, and primarily support agricultural operations.
- Environmental areas within and near agricultural operations should be respected and protected to the extent possible, especially through the use of agricultural best management practices aimed at reducing runoff, soil erosion, or waterway interference.

#### Form-Specific Characteristics

- **Village Land Use Form** – Unlike Rural areas, where agriculture takes precedence, agricultural uses within the Village Land Use Form must strike a balance with the community character of that Village in an effort to coexist with residents.
- **Interchange Land Use Form** – Agricultural uses are suitable in the Interchange Land Use Form, but should be considered an interim use until proposals arise for major economic generators.

- **Environmental Corridor Land Use Form** - The sensitivity of the Environmental Corridors requires that agricultural operations within this Land Use Form take extra precautions to protect the environmental areas, such as preserving native vegetation, utilizing stream buffers, controlling erosion, reducing or eliminating chemical overspray, and other agricultural best management practices.

### Open Space

Open Space is a much different type of Land Use, in that little, if any, development should occur. These lands are intended to be used as environmental, scenic, recreational, economic, and quality-of-life assets that benefit the County as a whole. The Open Space Land Use provides flooding and stormwater management benefits, an eco-tourism draw, habitat preservation, and recreational use facilities.

#### General Characteristics

- Open Space can be a number of different land types, including floodplain, wetland, surface water, forest, prairie, savanna, or some combination.
- Development in this Land Use should be minimal, and minimally-intrusive. Best management practices designed to preserve contiguous corridors of habitat, reduce and capture stormwater runoff, utilize native plant species, and conserve energy are required.
- Recreational amenities and development should also be as minimally-intrusive as possible, and minimize the development of structures.

### Rural Residential

The Rural Residential Land Use is similar to farmsteads in the Agricultural Land Use; the primary difference is the lack of agricultural involvement from residents in the Rural Residential Land Use. The Rural Residential Land Use is useful for allowing controlled development in the Rural Land Use Form, creating homes for people who wish to enjoy living in agricultural areas.

#### General Characteristics

- Scattered homesteads surrounded primarily by agricultural or open space uses.
- Rural Land Uses are not subdivisions, and do not have their own internal streets but use existing County or Township roads.
- Rural Residential Land Uses are encouraged to utilize public water or sewer service, but often have access to well and septic systems.

- Due to the residential primary use, the Rural Residential Land Use should be discouraged from prime agricultural land and instead directed towards marginal ground and land unsuitable for traditional row-crop farming.

### Conservation Design Residential

The Conservation Design Residential Land Use is extremely useful in areas sensitive to new development, such as adjacent to environmental corridors. Conservation Design Residential allows for new development, but requires better design and development practices in order to protect on-site or nearby environmentally-significant areas. Additionally, Conservation Design Residential often allows as many housing units to be constructed as a Conventional Residential subdivision would.

With regard to the plan **Themes**, Conservation Design Residential is very beneficial in promoting Environmental Stewardship. Conservation Design Residential is also helpful in creating development more suited to Smart Growth goals, but should not be seen simply as a substitute for all Conventional Residential development; at its essence Conservation Design Residential is still a form of development sprawl, despite its protection of the environment.

### General Characteristics

- The cornerstone of Conservation Design Residential is dedicated, permanently protected, contiguous open space interspersed in the development area. This dedicated space preserves the environmentally-significant characteristics of the area, be they forest, steep slopes, prairie, waterway, wetlands, or other.
- In order to accommodate the set-aside open space, homes are clustered together and lots exclude the dedicated environmental corridor. Lot size is separated from net density: the total number of homes in an area compared to the total amount of conserved area is more important than minimum lot sizes, setbacks, frontage, etc, and flexibility should be given.
- Net density will vary by Land Use Form, with the intention of compatibility with existing development and the Form style. The Rural Land Use Form will have the lowest net densities, with higher net densities in the Village Land Use Form, and the highest densities in the Urban Land Use Form.
- Bonus density could also be used by allowing developers to build more units, perhaps a mix of housing types instead of all single-family residential, in exchange for the preservation of additional contiguous open space.
- Conservation Design Residential Land Uses should utilize public water or sewer service, except in the most rural areas where well and septic systems are acceptable.

- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Conservation Design Residential Land Uses utilize best management practices that maximize on-site stormwater infiltration and reduce the erosion effects of stormwater that does runoff. These usually are not engineered solutions, but practices like the use of pervious pavement, native vegetation, and rain gardens and barrels.
- Roads may be curvilinear, but are designed in concert with housing to provide each housing unit the maximum visible exposure to open space.

### Form-Specific Characteristics

- **Rural Land Use Form** – In Rural areas, the preserved contiguous land may be of environmental significance, or of agricultural significance. Protected areas may be used as common horse pastures, grazing, community gardens or orchards, or other residentially-compatible agricultural uses.
- **Environmental Corridor Land Use Form** – Residential development is attainable, but should follow Conservation Design Residential guidelines. Specific emphasis should be placed on contiguous undisturbed open space, native plants and materials, and progressive stormwater management.
- **Village & Urban Land Use Forms** – The General Characteristics of the Conservation Design Residential Land Use are appropriate and highly encouraged where environmental corridors exist within municipal limits or planning jurisdiction. In absence of environmentally-significant areas within the Village and Urban Land Use Forms, this Land Use is still a very useful subdivision design in order to provide park space and open space internal to the subdivision. Both environmental and park land provide benefits to the community and neighborhood residents and increase property values.

### Conventional Residential

The Conventional Residential Land Use is the stereotypical suburban subdivision, and is the most common form of residential development constructed in Peoria County today, especially in the Urban and Village Land Use Forms. This type of development has become popular due to its ease of construction, relative inexpensiveness, and familiarity to builders, developers, and homebuyers.

Conventional Residential is often cited as the most undesirable Land Use with respect to the **Themes** of Smart Growth, Environmental Stewardship, and Agricultural Preservation. However, located properly, Conventional Residential can have some community benefit.

### General Characteristics

- Conventional Residential emphasizes conformity; homes and lots are similar-sized, and express common architectural styles. Inclusion of other types of housing, especially townhomes and duplexes, is strongly encouraged.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Street patterns are typically winding, curvilinear, and often include cul-de-sacs, as opposed to the grid pattern common in older developed areas. Connectivity within and between subdivisions is strongly encouraged.
- Additional infrastructure such as sidewalks and trails should be incorporated within and between subdivisions.
- Conventional Residential subdivisions should utilize public water and sewer service.
- Native vegetation and tree cover should be preserved.

### Multi-Family Residential

Multi-Family Residential development is necessary to have a healthy residential community. Multi-family can mean apartment complexes, but also includes townhomes, duplexes, and condominiums. The range of home types included in the Multi-Family Residential Land Use complements the predominant single-family detached residential use in the County.

### General Characteristics

- Multi-Family Residential Uses can often be interspersed with single-family residential development, as appropriate in the area.
- Multi-Family development is ideal near commercial uses and employment centers, and at or near intersections of significant roadways. Location of these higher-density developments in these areas assists with the viability of mass transit service, which requires higher density than single-family residential development offers.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Street patterns are winding, curvilinear, and often include cul-de-sacs, as opposed to the grid pattern common with older developed areas. Additional

transportation/recreation infrastructure such as sidewalks and trails should be incorporated within and between subdivisions.

- The quality of Multi-Family Residential Uses can be improved by improving the landscaping, building site layout, building design and materials, pedestrian and bicycle accommodation, lighting, and stormwater management of these facilities, especially major apartment complex developments.

### **Mixed-Use: Residential/Commercial**

Mixed-Use Residential/Commercial Land Use is perhaps best described as the style of development common before the shift to automobile-dependent suburbs of segregated land uses. Virtually all Village and Urban Forms demonstrate a Mixed-Use Residential/Commercial character, with a mix of land uses, densities, building styles and sizes, and streets in a grid pattern with sidewalks.

The higher densities usually associated with this Land Use are directly supportive of the Smart Growth and Agricultural Preservation **Themes** in this Plan. Higher densities make more efficient use of public investment in streets, water, sewer, and services such as police and fire, and also help to preserve agricultural land by consolidating development onto a smaller footprint. However, this Land Use should still reflect existing surrounding development, and densities should not be grossly out of scale with adjacent neighborhoods or communities.

### **General Characteristics**

- Mixed-Use Residential/Commercial is most appropriate within the Village or Urban Land Use Forms, as it complements the existing development pattern and can be supported by existing infrastructure and services.
- An appropriate mix of compatible uses is encouraged, excluding uses that are not compatible with residents in close proximity. Targeted commercial uses include offices, retail, restaurants, grocery stores, and other types of commercial or employment uses that people use often.
- The development must use a grid street system, and consider the inclusion of alleys. Connections to currently vacant adjacent parcels should also be included in developments. Pedestrian and bicycle-friendly design is essential, as people will be walking and bicycling within, to and from these developments.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.

- Building size and style is more important than the building's specific use, placing added importance on ensuring new Mixed-Use: Residential/Commercial Land Uses are consistent and complementary with adjacent and nearby development.
- Rather than minimum building setbacks, these developments should utilize maximum setbacks in order to bring buildings and homes up to the street and create a sense of community and encourage interaction between residents.

### **Neighborhood Commercial**

Neighborhood Commercial Land Uses primarily serve a specific neighborhood, few neighborhoods, or a Village. They are smaller in building footprint and total development size than a General Commercial Land Use, and typically contain different types of businesses. Typical Neighborhood Commercial uses include convenience stores, salons, small markets, drugstores, restaurants, or small retail shops. Big Box stores larger than 50,000 square feet are generally too large to be considered Neighborhood Commercial.

Neighborhood Commercial Land Uses are an essential part of the community in Villages throughout Peoria County. While they may not offer the depth or breadth of goods and services General Commercial businesses do, Neighborhood Commercial uses bring necessary basic services to less-populated areas, reducing the driving nearby residents must make for many errands. This aids the environment and lowers traffic volumes.

Additional benefit can be accrued when Neighborhood Commercial Land Uses are clustered within some residential areas. A neighborhood drug store, bar and grill, or salon is often welcomed by residents. Still, care must be taken to ensure these uses are located properly, fit with surrounding land uses, and reflect the scale and design of adjacent homes. Neighborhood Commercial is not as intense as other types of General Commercial or Industrial uses, but still may not be compatible with all adjacent uses.

### **General Characteristics**

- Neighborhood Commercial is most appropriate within the Unincorporated Center, Village and Urban Land Use Forms, as it can be supported by existing infrastructure and services.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Quality design should be emphasized to ensure the Neighborhood Commercial uses fits well with surrounding residential uses. This may

- include landscape buffering, compatible materials and building mass and scale, and respectable signage.
- Neighborhood Commercial Land Uses should be located on a Collector or Arterial street, but are not economically significant enough to consume land in the Interchange Land Use Form. Access should be limited to protect safety and reduce negative impacts on surrounding residents.
  - Access to mass transit is desirable, as is pedestrian- and bicycle-friendly design. Sidewalks connecting to surrounding neighborhoods, as well as multi-use trails, will help tie the Neighborhood Commercial Land Use to the neighborhood and reduce traffic impacts.
  - Village downtown cores make ideal locations for Neighborhood Commercial Land Uses, oftentimes making use of the existing building stock. Live-work units (residential dwellings above commercial or retail stores) were at one point a standard development form, and are once again becoming popular.
  - Neighborhood Commercial Land Uses are encouraged to locate in Mixed-Use Residential/Commercial developments, both existing and new. These types of uses tend to be compatible with residential uses, and help make neighborhoods more convenient and livable.

### General Commercial

General Commercial Land Uses serve a wider geographic area than Neighborhood Commercial Land Uses, and can draw patrons from a large portion of the County. These developments can be large single facilities, or clusters of commercial businesses. Big-box retail stores, such as home improvement, department, and grocery stores, are often the anchor businesses in General Commercial developments. Ancillary commercial uses often locate in the same commercial complexes as the big box stores.

#### General Characteristics

- General Commercial is most appropriate within the Urban Form, as it can be supported by existing infrastructure and services. New General Commercial uses should be buffered from nearby residents without completely disconnecting the area.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Given their attraction to residents, workers, and visitors alike, the physical layout and design standards of a General Commercial Land Use are highly important. Materials, site layout, building size and shape, landscaping, lighting, signage, stormwater management, and vehicular and pedestrian

circulation, and other design considerations must be well-planned in advance.

- Access to mass transit is strongly encouraged, as is pedestrian- and bicycle-friendly design. This will benefit not only customers of businesses located here, but employees working in the development.
- High traffic volumes also require development design that minimizes the traffic impacts on nearby and connecting roadways in order to maintain safety and efficiency levels for existing neighbors and businesses.
- New General Commercial Land Uses are encouraged to site in Urban Land Use Forms by adaptively reusing vacant industrial or commercial facilities.

### **Mixed Use: Commercial/Light Industrial**

A wide range of commercial and industrial uses can join to make complementary employment centers, including office, light industrial, services, general business, and related uses such as retail and restaurants. These clusters of Mixed-Use: Commercial and Light Industrial can complement the **Themes, Principles, and Strategies** of this Plan by providing a tax base to support extension of public services, and creating a healthy local economic environment to provide services and employment to a growing population.

These areas are typically planned as a whole to ensure the infrastructure design supports the intended uses, especially with respect to the transportation system. While they vary in size, Mixed-Use: Commercial/Light Industrial developments tend to generate significant amounts of vehicular traffic and therefore need to be located on a principal arterial road, usually at an interchange on an Interstate. Multi-modal access, especially rail access, can also help ensure the success and long-term viability of business occupants.

Locating within existing developed areas is not impossible but would be challenging; therefore, these developments will most likely be adjacent to the Village or Urban areas, or in the Interchange or River Freight Land Use Forms.

### **General Characteristics**

- Mixed-Use: Commercial/Light Industrial is most appropriate within the Village, Urban, or Interchange Land Use Forms, as it can be supported by existing infrastructure and services. Integrating new Mixed-Use: Commercial/Light Industrial Uses should involve buffering the use from nearby residents without completely disconnecting the area.
- Prior to approval of the development, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time the development opens. Any improvements necessary should be completed at the developer's expense.

- Given their attraction to residents, workers, and visitors alike, the physical layout and design standards of a Mixed-Use: Commercial/Light Industrial Land Use are highly important. Materials, site layout, building size and shape, landscaping, lighting, signage, stormwater management, and vehicular and pedestrian circulation, and other design considerations must be well-planned in advance.
- Given the high traffic generated by this Land Use, access to mass transit is essential, as is pedestrian- and bicycle-friendly design. This will benefit not only customers of businesses located here, but employees working in the development.
- The high traffic volumes also require development design that minimizes the traffic impacts on nearby and connecting roadways in order to maintain safety and efficiency levels for existing neighbors and businesses.
- New Mixed-Use: Commercial/Light Industrial Land Uses will be difficult to site in Urban or Village locations, although adaptive reuse of vacant industrial or commercial facilities is strongly encouraged and usually feasible.
- “Building up,” rather than “building out,” is encouraged in order to make more efficient use of limited but valuable space. This includes parking structures instead of surface parking. Building up also has a positive impact on the environment, as there is less impervious surface area to generate stormwater runoff (and consequently less need for engineered stormwater management solutions).

### Form-Specific Characteristics

- **Interchange Land Use Form** – Given the “first impression” Land Uses in the Interchange Land Use Form provide, quality design for development in this form is essential. For the Mixed-Use: Commercial/Light Industrial Use this may mean restricting the types of industrial uses acceptable, or requiring more stringent architectural design requirements on buildings and properties visible from the road.

### Industrial

The Industrial Land Use includes both heavy industrial uses (e.g. manufacturing, power generation, etc) and light industrial uses (e.g. warehousing, distribution, etc). Industrial uses generate significant employment opportunities and tax revenue, but often also have nuisance characteristics, including noise, odor, dust, traffic, and visual impacts. Heavy industrial uses are often intense and rarely compatible with residential uses. Light industrial often carries less visual or environmental impacts, but may generate more traffic or noise from tractor trailers. After buffering industrial facilities and controlling the

potential negative impacts, Industrial Land Uses are often an overall net positive for the County.

### General Characteristics

- Industrial is most appropriate within the Urban or River Freight Land Use Form, but can also be located in the Village Land Use Form so long as the scale reflects the existing Village area. Integrating new Industrial Uses should involve buffering the use from nearby residents without completely disconnecting the area.
- Prior to approval of the development proposal, care should be taken to ensure adequate public facilities, including road upgrades, are or will be present by the time the development opens. Any improvements necessary should be completed at the developer's expense.
- Given the high traffic generated by this Use, access to mass transit is essential. This will benefit employees working in the development.
- The high traffic volumes also require development design that minimizes the traffic impacts on nearby and connecting roadways in order to maintain safety and efficiency levels for existing neighbors and businesses.
- Adaptive reuse of vacant industrial and/or commercial facilities within the Urban or Village Land Use Forms is strongly encouraged for new Industrial Land Uses.
- Attention to stormwater management is crucial because Industrial Uses usually contain large amounts of impervious surfaces. Use of native plantings, vegetated swales, pervious pavement and on-site storage and retention facilities are highly encouraged.

### Mineral Extraction

Peoria County has mineral deposits that are economically-worthwhile to extract, including sand, gravel, and potentially coal. These mineral deposits are an important part of the local economy; not only are they sold for use outside the County, but sand and aggregates are essential for concrete, road paving, and earthwork. The Mineral Extraction Land Use is intended to allow for extraction of these materials while ensuring proper siting and protection of adjacent lands and residents.

### General Characteristics

- Mineral Extraction Land Uses are extremely intense land uses, involving dust, noise, large industrial buildings, outdoor storage of machinery and materials, and massive removal of existing vegetation and soil. Therefore, these uses should be sited away from existing residents whenever possible, or otherwise buffered visually and audibly.

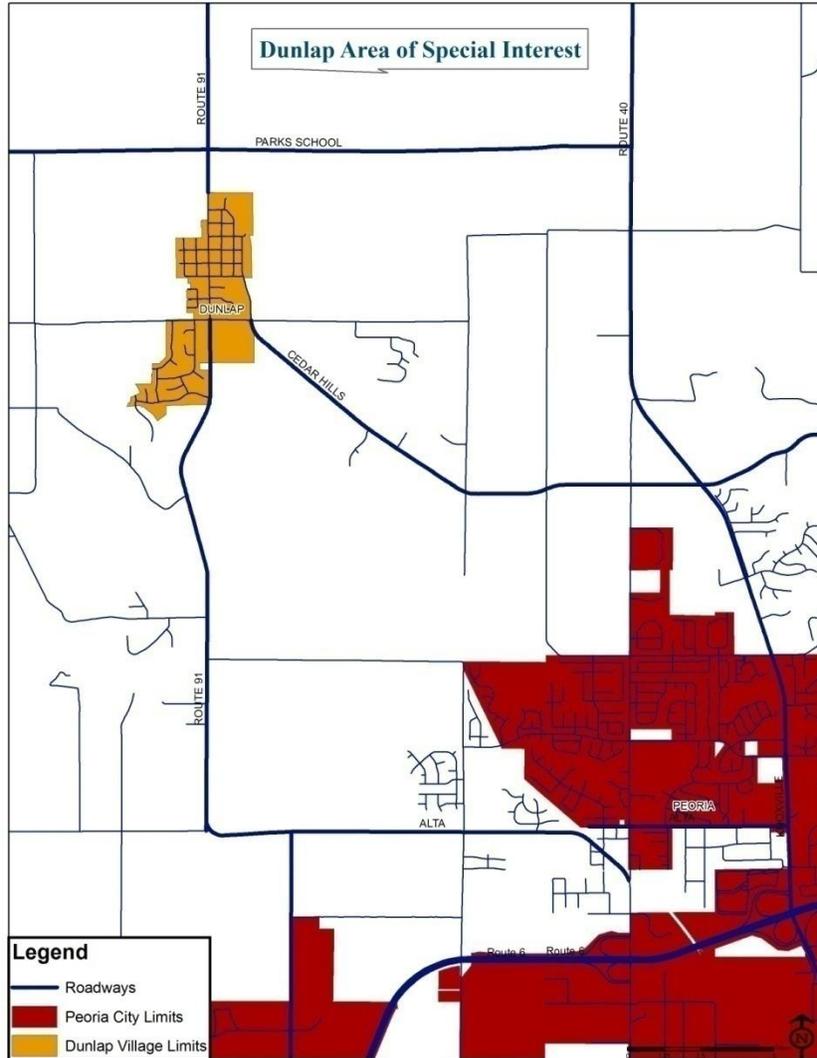
- Prior to approval of the development proposal, care should be taken to ensure adequate public facilities, including road upgrades, are present or will be by the time topsoil or mineral removal begins. Any improvements necessary should be completed at the developer's expense.
- Often, mineral deposits are located within or near environmental corridors, especially near rivers or within floodplain areas. Care must be taken to protect these environmental areas from potential harm from mining and quarry operations, especially from stormwater runoff, erosion, and sedimentation. Buffers, native vegetation surrounding extraction operations, and other best management practices should be employed.
- Economic benefits of mineral extraction must be balanced with social costs as well as environmental. Lower-income neighborhoods and communities are often targeted for potential-nuisance operations; residents in these areas are entitled to the same protections from the negative aspects of mineral extraction as other parts of the County.
- Adequate reclamation plans must be presented, approved, and guaranteed via performance bond or other insurance instruments before approval of a Mineral Extraction Land Use. The radical changes to the property's landscape greatly limit the land's usefulness at the end of the operation's useful life. Therefore, it is critical to reach agreement on proper reclamation and reuse of the site before mineral extraction operations begin.

### **Form-Specific Characteristics**

- River Freight Land Use Form – Given the location of the River Freight Land Use Form along the Illinois River, it is likely that potentially-significant mineral deposits are present within the area. Mineral Extraction can be a viable use in this district, but must be considered a secondary use to freight handling and logistics operations that make better use of the multimodal transportation access in these areas. Once these areas have been utilized for Mineral Extraction, they usually will no longer be viable for other Industrial or General Commercial Land Uses.

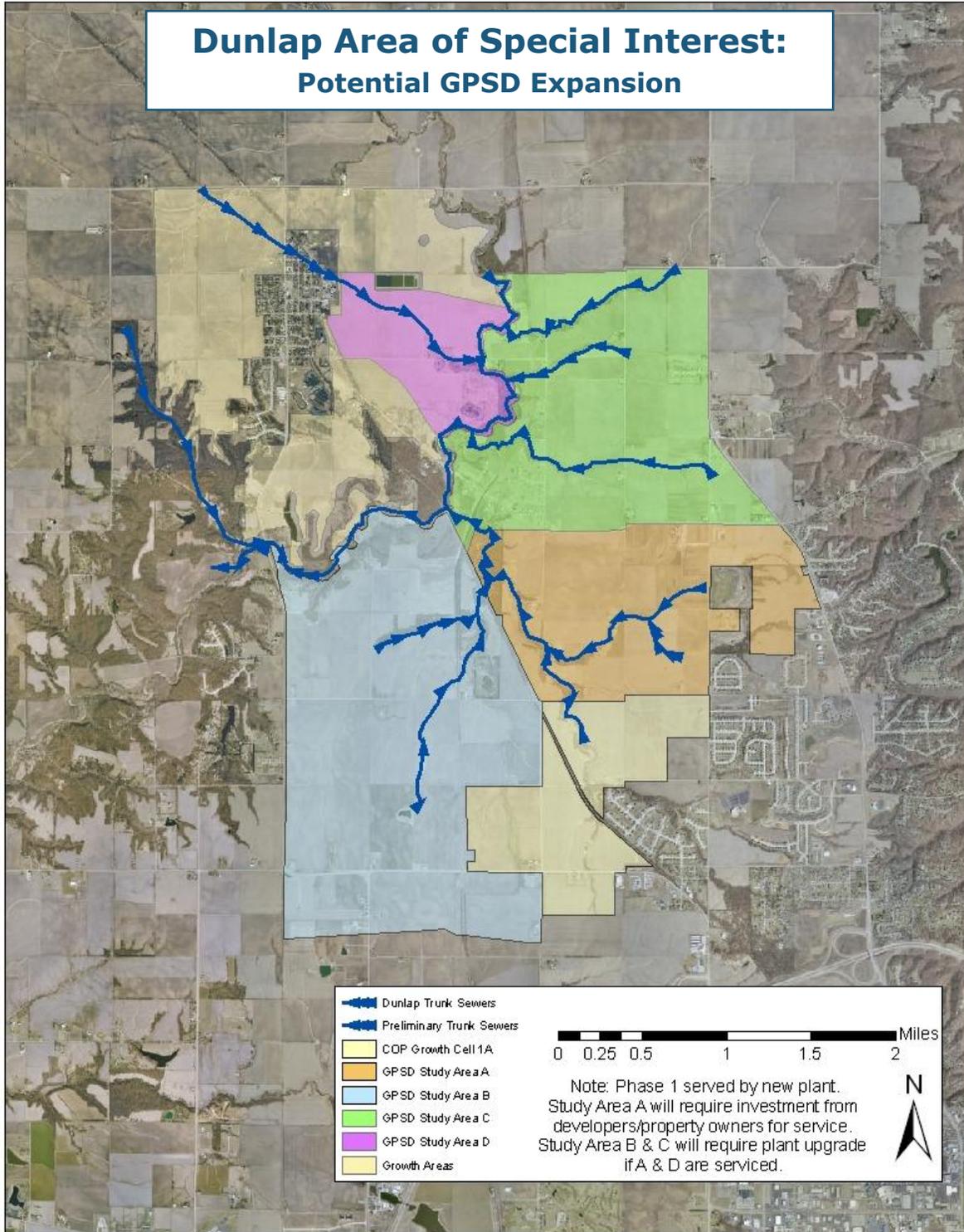
### AREA OF SPECIAL INTEREST

One area of the County in particular is witnessing tremendous growth and continued development pressure, and is worthy of additional detail from a Future Land Use perspective. This area is between the Village of Dunlap and the City of Peoria, generally bounded by Illinois Route 91, Park School Road, and Illinois Route 40 (see map below).



Both the Village of Dunlap and the City of Peoria are projecting continued high growth and development in this area. Consequently, the Greater Peoria Sanitary District (GPSD) is planning long-term capital infrastructure to serve this growth, including the potential for a new sewage treatment plant. In addition, GPSD has identified a potential phasing plan for the future development of this area. Based on this work, the Peoria County Planning & Zoning Department completed a special study of the future land use potential in this area.

This study can be seen in its entirety in **Appendix C – Village of Dunlap Growth Area**. The map below shows the proposed GPSD sewer trunk lines and potential future development phases.



## GLOSSARY

**Bio-fuels:** Energy sources such as ethanol and bio-diesel which are derived from organic materials such as corn, soybeans, switch grass, cellulose, vegetable oil, or other materials.

**Conservation Design:** A style of subdivision development that preserves environmentally-significant areas by requiring clustered home sites and structures, contiguous open space, use of native vegetation, and reduced stormwater runoff through best management practices targeting infiltration. In exchange, conservation design development standards provide flexibility with respect to lot sizes, setbacks, frontages, etc, with the net result of equal or greater developer value than standard conventional residential development.

**Environmental Corridor:** Large stretches of contiguous land that is environmentally significant and offers an environmental benefit such as wildlife habitat, endangered species protection, flood protection, or stormwater and erosion control.

**Form-Based Code:** An alternative type of zoning regulation that focuses on the style of the structure, as opposed to traditional zoning regulation that focuses on the use of a structure or land. Form-based codes seek to ensure that new development is similar in style, and complementary to, existing structures and development in the same district.

**Impact Fees:** Fees assessed on new development that pay for all or part of the costs of providing new services to that development. Examples of services that are often paid for impact fees include roads, trails and sidewalks, schools, and public water/sewer plants and supply.

**In-fill Development:** Development that occurs within existing urban or suburban developed areas, usually on vacant parcels or redevelopment of existing blighted or underutilized parcels.

**Innovation Economy:** An economy largely based on technology and invention of new products and services, rather than manufacturing of durable industrial or commercial equipment.

**Prairie Highways:** Highways that utilize plantings of native wildflowers, grasses, or other native vegetation along the roadside and in ditches, in place of grasses and other non-native vegetation. Native vegetation typically requires less maintenance (like mowing), is drought-resistant, and reduces erosion and runoff, although proper placement is critical to avoid visibility constraints or wildlife/vehicle accident issues.

**Stream Channelization:** A condition where continued erosion in stream beds and banks has lowered the stream bed, confining the stream to a much narrower path than would be naturally occurring. Channelization increases the severity of flooding, because it reduces the number of wetlands that naturally absorb

floodwaters. Channelization is result of cycle in which stormwater runoff from developed areas and traditional stormwater management techniques increases the velocity and volume of water in a stream. As channelization goes on, erosion becomes an increasing problem, eating away more and more of the property alongside the channel and depositing the sediment as silt in bodies of water such as the Illinois River.

**Subdivision:** The division of a single parcel of land into multiple lots. In general, the term is used in this plan to describe the division of a single parcel into three or more lots for the purpose of residential or commercial development. Unless otherwise noted, the term is not used to describe splitting one small parcel off a larger agricultural parcel for the purposes of continued family farm residence.

**Transfer of Development Rights:** A transfer of development rights (TDR) program is a market-based approach to land conservation that brings flexibility to a zoning ordinance and land use regulation. At its simplest, TDR is intended to concentrate development where it is wanted, and restrict it in areas where it is not by establishing "sending" and "receiving" areas. Sending areas include land that should be preserved for some significant reason (usually due to agricultural, environmental, or historic significance), while receiving areas include land that is more suitable for development (existing infrastructure, less significant land, in or adjacent to existing development, etc).

The TDR program works by allowing the owner of property in a sending area to sell their development rights to a property owner in a receiving area. The seller then puts their affected property into a conservation trust or easement, ensuring it will be protected. The buyer is then allowed to develop to full or greater density than the ordinance would have otherwise allowed. Through the process, the community is able to protect areas it wishes to preserve, growth and development is directed into the most appropriate areas, and all property owners are able to profit off the development potential of their land.

**Value-Added Agriculture:** Agricultural-business that goes beyond simply growing commodity crops such as corn, soybeans, or wheat and instead uses agricultural inputs to create products with additional value beyond the value of the base materials.

## APPENDICES

### Appendix A – Service Delivery Study

#### Projections, Methodology, and Definitions

In order to anticipate growth and the impacts on the fiscal health of local communities, a study was undertaken to forecast the costs associated with growth to all of the municipalities, school, fire, water and sewer districts in Peoria County, other than the City of Peoria.

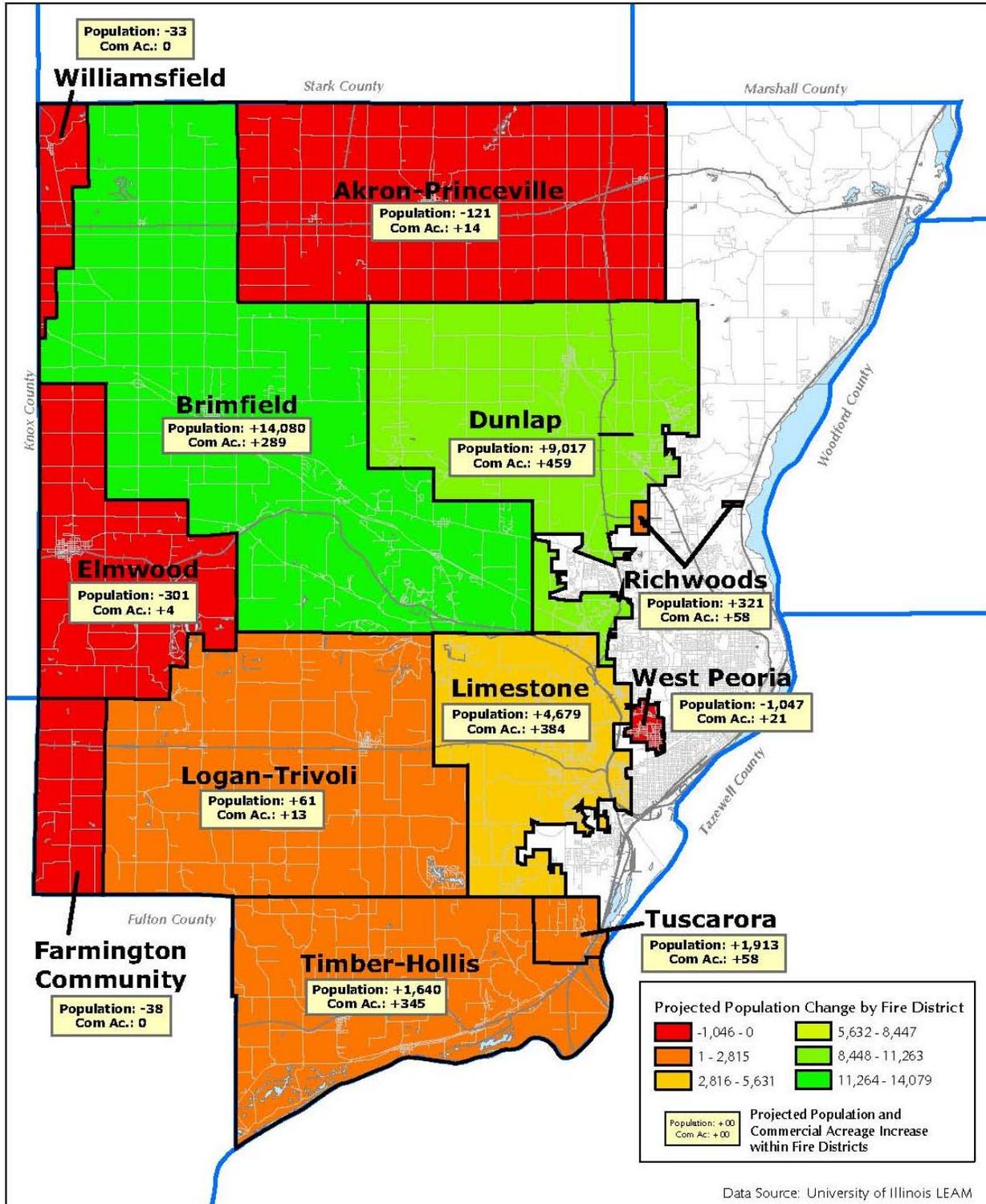
A summary of the results of the study are presented in the “Service Delivery Study” chapter of the Plan. This appendix provides additional information regarding projected growth, tables for all of the jurisdictions, a summary of the methodology, and definitions of terms.

#### A. Fire, Water, and Sewer District Population and Commercial Growth Projections

Maps of the fire, water, and sewer districts in Peoria County can be seen on the following three pages. Fire districts cover most of Peoria County, and most of them cover wide areas, with some population centers and large geographic reach. Because of the nature of growth and development, the anticipated costs will not only change based on the rate of increase, but also where the growth takes place. In particular, districts will need to plan for where new stations will be located and how they will be staffed – either through volunteer, professional staff, or a combination of the two.

Water supply is provided through a variety of means in Peoria County. The municipal systems may provide service to larger areas than their municipal boundaries, and will likely serve larger areas as the municipalities expand into the future. The fastest growing areas are shown in green and also include the area southeast of Dunlap. Illinois American Water also provides service to the county, particularly to the City of Peoria.

Sanitary service is provided by a mix of municipal services and sanitary districts. The largest provider in the County is the Greater Peoria Sanitary District (GPSD). GPSD recently completed a study that considers growth of the system to include the area toward Dunlap. While GPSD’s current area is expected to decline by over 15,000 residents, the expansion area is expected to grow by 1,450 residents. Significant investments are needed to both maintain existing municipal systems, and be able to manage new residential and commercial growth in the County.



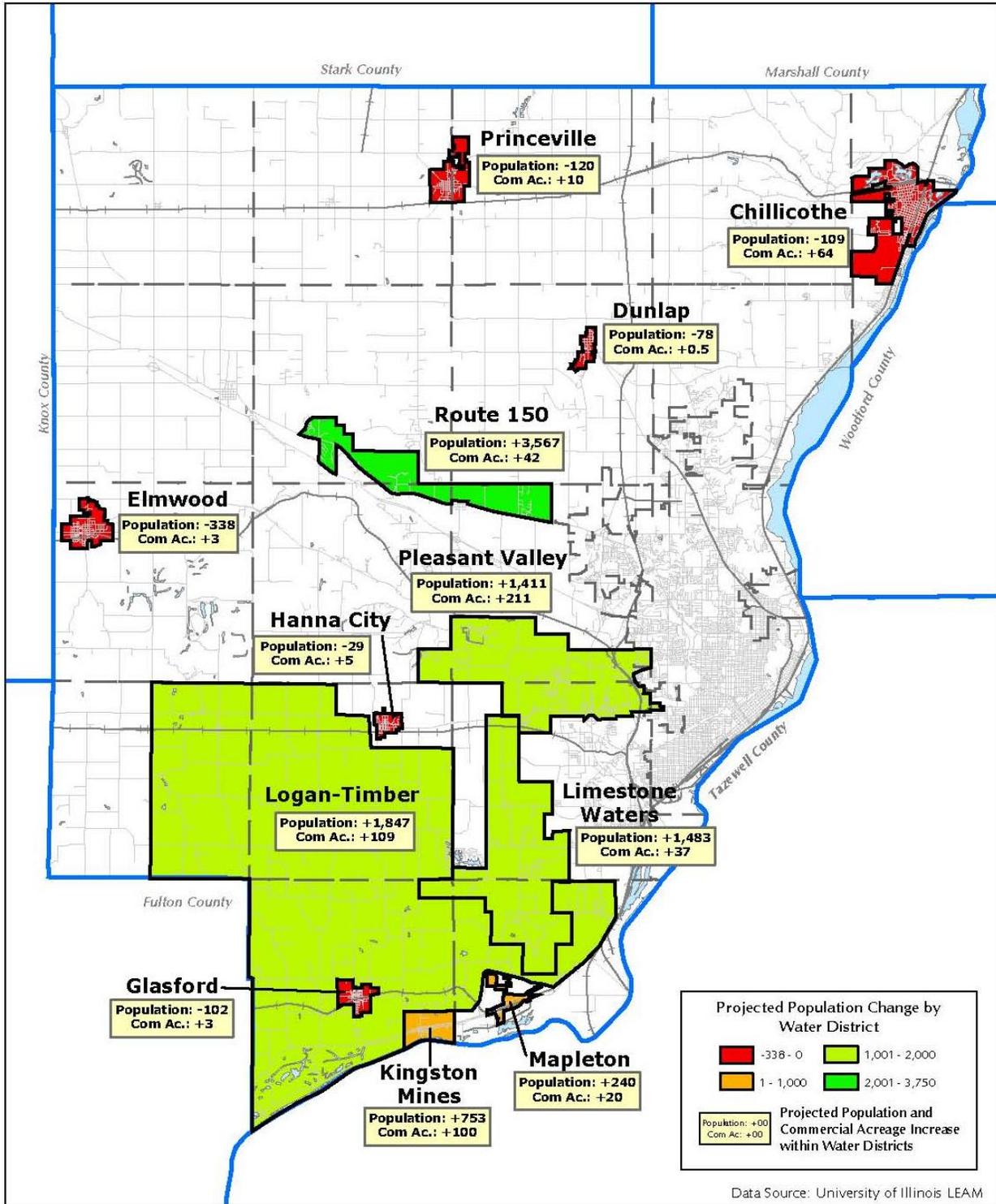
**Fire Districts**  
**Projected Change in Population and Commercial Acreage 2000 - 2050**

Special Services Area Study  
 Peoria County, Illinois



0 Mi. 2 Mi. 4 Mi.





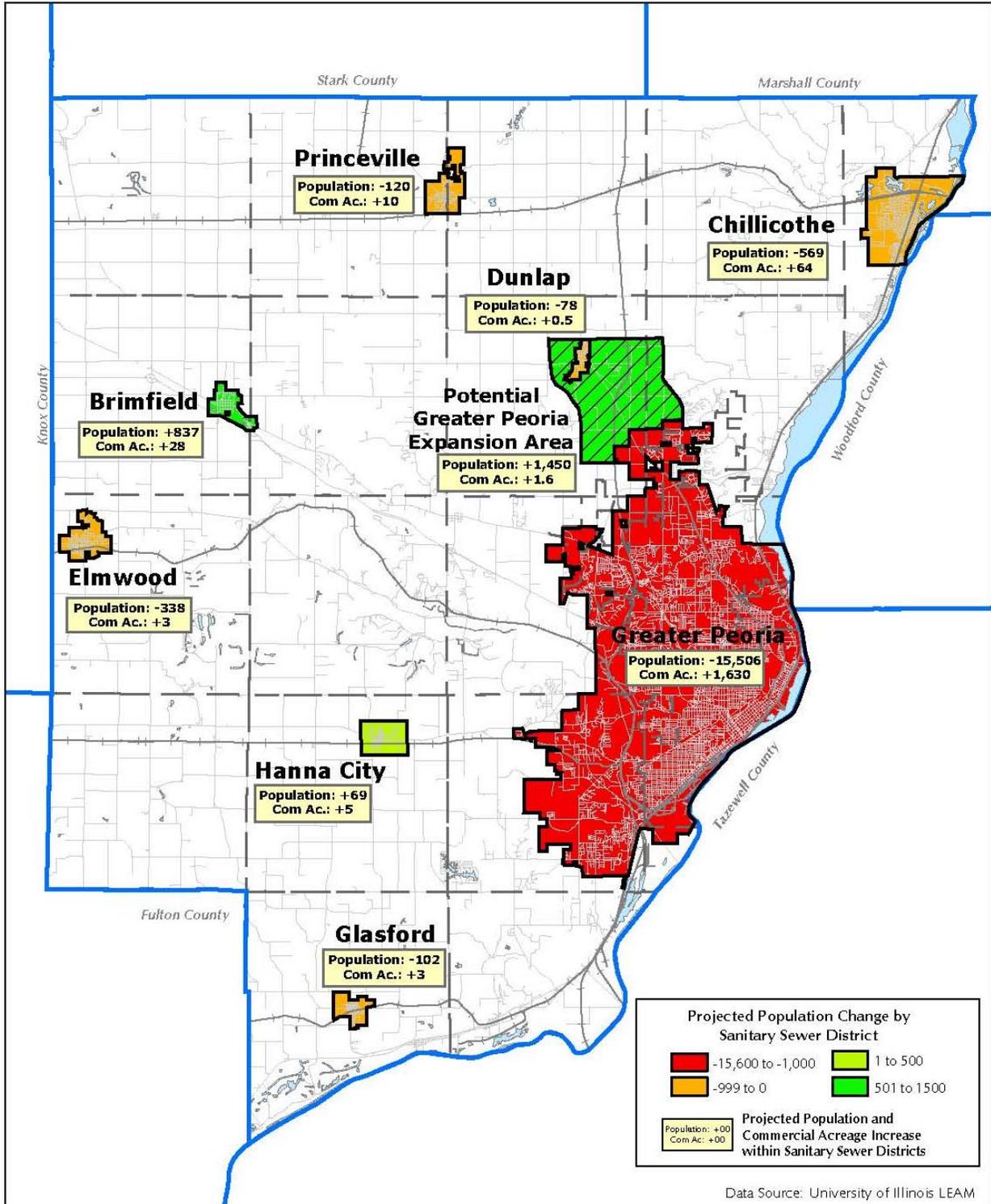
**Water Districts and Municipal Water Suppliers  
Projected Change in Population and Commercial Acreage 2000 - 2050**

Special Services Area Study  
Peoria County, Illinois

March 4, 2008



0 Mi. 2 Mi. 4 Mi.



Data Source: University of Illinois LEAM

**Sanitary Sewer Districts and Municipal Sanitary Providers  
Projected Change in Population and Commercial Acreage 2000 - 2050**

Special Services Area Study  
Peoria County, Illinois

March 4, 2008



0 Mi. 2 Mi. 4 Mi.

**B. Cost Projections**

The study determined current and projected operational and capital expenditures and revenues for each of the 58 local governments and districts. Below is a sampling of the findings for each of the units, summarizing current expenses and revenues per resident for 2007 and projections for 2050.

**Municipal and County Projections**

The first table shows the projections for the municipalities and Peoria County. The table shows some projected increases per resident for nearly all of the municipalities and for the County as a whole.

Municipality	Commercial Acres New	Pop 1990	Pop 2000	2050 Pop Change	Residential % of Total Property Value	2007 Residential Property Tax Revenue per Capita (\$)	2050 Residential Property Taxes per Capita (in 2007 \$)	Residential Property Tax Change per Capita (in 2007 \$)
Bartonville	209	6558	6308	854	74%	72.87	73.34	0.47
Bellevue	36	1685	1874	396	61%	7.72	15.53	7.81
Brimfield	13	762	862	579	80%	44.93	50.84	5.91
Chillicothe	64	5912	5899	-109	83%	52.30	68.22	15.92
Dunlap	0	901	926	-78	90%	46.25	70.87	24.62
Elmwood	3	1864	1946	-100	80%	107.41	181.65	74.24
Glasford	3	1121	1076	-102	84%	57.20	66.27	9.07
Hanna City	5	1136	954	-29	84%	71.13	111.13	40.00
Kingston Mines	101	293	259	753	57%	62.61	84.95	22.34
Mapleton	20	173	164	240	98%	126.69	61.25	(65.43)
Norwood	0	486	473	-74	98%	46.03	59.04	13.01
Peoria Heights	61	6891	6548	-1174		-	-	-
Princeville	10	1433	1621	-120	78%	20.77	23.52	2.75
West Peoria	21	5347	4801	-1047	80%	11.50	20.40	8.90
Peoria County	7967	444690	446083	9632	70%	64.76	88.77	24.02

**School District Projections**

The table below lists the school districts surveyed as part of the Service Delivery Study.

School Districts Surveyed			
<b>E316</b>	Limestone-Walters C.C.S.D.	<b>H310</b>	Limestone C.H.S.D.
<b>E328</b>	Hollis Cons. S.D.	<b>U265</b>	Farmington Central C.U.S.D.
<b>E62</b>	Pleasant Valley S.D.	<b>U309</b>	Brimfield C.U.S.D.
<b>E63</b>	Norwood E.S.D.	<b>U321</b>	IL Valley Central U.S.D.
<b>E66</b>	Bartonville S.D.	<b>U322</b>	Elmwood C.U.S.D.
<b>E68</b>	Oak Grove S.D.	<b>U323</b>	Dunlap C.U.S.D.
<b>E69</b>	Pleasant Hill S.D.	<b>U326</b>	Princeville C.U.S.D.
<b>E70</b>	Monroe S.D.	<b>U327</b>	Illini Bluffs C.U.S.D.

The next table forecasts revenues and expenditures for all school districts. The calculations are based on changes per student (rather than per resident as in the other tables). Residents of elementary districts should add the projections for their elementary district to High School District 310 highlighted in red toward the middle of the table to determine the full impact of changes.

School District	Com Acres New	2000 Students	2050 New Students	Residential % in 2007	2007 Residential Property Taxes per Capita (\$)	2050 Residential Property Tax per Capita (in 2007 \$'s)	Residential Property Tax Change (in 2007 \$'s)
E316	22.01	201.00	291.58	87%	588.54	734.16	145.62
E328	122.93	134.00	374.58	70%	1,531.78	988.92	(542.86)
E62	250.53	505.00	217.84	75%	186.87	214.24	27.37
E63	73.13	528.00	194.81	90%	215.36	225.15	9.78
E66	83.81	337.00	2.90	68%	426.99	382.25	(44.74)
E68	97.14	472.00	196.27	69%	329.82	352.17	22.35
E69	47.57	231.00	21.95	90%	213.14	232.70	19.56
E70	30.01	291.00	(26.46)	83%	388.03	428.23	40.21
H310	727.13	1,142.00	1,288.28	80%	163.33	272.59	109.26
U265	12.45	1,500.00	250.00	95%	1,534.80	1,572.67	37.87
U309	169.39	642.00	2,247.60	74%	617.08	630.55	13.47
U321	410.58	2,127.00	274.73	80%	569.56	568.38	(1.18)
U322	148.27	727.00	157.06	68%	591.78	599.90	8.12
U323	936.32	3,028.00	1,648.88	80%	1,207.00	1,176.86	(30.14)
U326	14.23	745.00	(65.57)	80%	666.21	800.95	134.74
U327	303.88	993.00	182.64	69%	731.95	740.05	8.09

**Fire District Projections**

Fire Districts cover most of Peoria County. The population growth expected in each district varies considerably. The patterns of growth will affect the districts substantially, as they will need to plan for additional services that may require additional stations in fast growing areas. Those districts facing level or declining population will also face capital expenses to keep equipment up-to-date. With population growth, the expenses per resident may offset additional expenses in several of the districts, but there may be additional expenses for staffing (especially for the volunteer districts) as the districts cover substantially greater developed areas and a larger population base.

Fire Districts	Com Acres New	Pop 1990	Pop 2000	2050 Pop Change	Residential % 2000	2007 Residential Property Tax Revenue per Capita	2050 Residential Property Taxes per Capita (in 2007 \$'s)	Residential Property Tax Change per Capita (in 2007 \$'s)
Akron-Princeville	14.01	2622.00	2767.00	-121.01	73%	78.75	86.28	7.53
Brimfield	289.21	4572.00	5039.00	14079.96	83%	12.41	12.63	0.21
Dunlap	459.49	6056.00	8514.00	9016.54	94%	15.72	15.47	(0.24)
Elmwood	3.56	2281.00	2380.00	-301.32	92%	18.44	18.47	0.04
Limestone	384.13	12950.00	13520.00	4678.83	75%	18.40	13.46	(4.94)
Logan-Trivoli	12.67	5039.00	5495.00	60.56	96%	49.30	72.34	23.04
Timber-Hollis	344.56	3533.00	3608.00	1640.27	39%	15.89	19.58	3.69
Tuscarora	58.02	584.00	616.00	1912.68	87%	12.58	4.98	(7.60)
West Peoria	20.67	5347.00	4801.00	-1046.84	90%	60.33	58.71	(1.62)

**Sanitary Districts**

Sanitary Districts and municipal sanitary systems will also face substantial capital expenses – both for expansion needs to serve growing population and commercial acreage, and for repairing and updating the current sanitary systems. As a result, most of the districts are projected to have increased costs per resident, even with population growth.

Sanitary Sewer Districts	Com Acres New	Pop 1990	Pop 2000	2050 Pop Change	Residential % in 2007	2007 Residential Fees per Capita	2050 Residential Fees per Capita (in 2007 \$'s)	Change in Residential Fees per Capita (in 2007 \$'s)
Brimfield	28.45	800.00	940.00	836.71	92%	256.91	304.46	47.56
Chillicothe	64.02	5,876.00	5,867.00	(568.72)	89%	66.26	79.99	13.72
Greater Peoria	1,630.08	139,623.00	138,069.00	(14,055.54)	79%	57.95	66.46	8.52
Hanna City	5.11	1,271.00	1,055.00	69.20	97%	140.67	149.60	8.93
Elmwood	2.89	1,864.00	1,946.00	(338.22)	91%	73.72	111.48	37.76
Princeville	10.23	1,433.00	1,621.00	(120.16)	75%	66.02	83.56	17.54
Glasford	2.89	1,121.00	1,076.00	(101.92)	87%	65.71	153.73	88.02
Dunlap	0.44	901.00	926.00	(78.26)	91%	143.73	50.27	(93.46)

**Water Districts**

Most Water Districts and municipal water systems are also projected to face increased costs over time. Coordination between sanitary and water service expansion will be important to be able to serve growing areas, and achieve efficiencies.

Water Districts	Com/Ind Acres 2000	Pop 1990	Pop 2000	2050 Pop Change	Residential % 2000	2007 Residential Fees per Capita	2050 Residential Fees per Capita (in 2007 \$'s)	Fee Change per Capita
Pleasant Valley	174.28	5559.00	5797.00	1410.00	83%	66.30	61.28	(5.02)
Limestone								
Waters	92.47	1539.00	2040.00	1483.00	52%	98.85	99.90	1.05
Timber Logan	15.56	4255.00	4604.00	1847.00	93%	121.12	120.69	(0.44)
Route 150	5.11	3566.59	3617.59	3567.00	91%	-	-	-
Princeville	84.92	1433.00	1621.00	-120.16	75%	355.20	393.98	38.79
Glasford	20.01	1121.00	1076.00	-101.92	87%	67.68	74.76	7.08
Hanna City	4.00	1136.00	954.00	-29.48	97%	160.43	173.46	13.02
Chillicothe	81.58	5912.00	5899.00	-109.19	91%	245.45	616.31	370.86
Dunlap	9.11	901.00	926.00	-78.26	91%	51.19	175.76	124.57
Kingston Mines	21.34	293.00	259.00	752.54	62%	123.28	106.37	(16.90)
Mapleton	24.23	173.00	164.00	240.47	62%	474.01	512.32	38.31
Elmwood	24.45	1864.00	1946.00	-338.22	91%	102.54	157.94	55.40

## C. Methodology

### Data Collection and Analysis

The first step of the study was to send out a questionnaire to each unit of local government in the study. The questionnaire asked the communities for information regarding the following major areas for the past three fiscal years:

1. Operating expenses – services, maintenance, and operations.
2. Capital expenses – long-term investments such as roads, water delivery systems, and vehicles.
3. Revenues – broken down by property tax, other local, sales tax, federal and state, fees, and other revenues.

The local governments were also asked whether they had specific current or expected capital expenses that were not identified in their budgets or audits.

For consistency, information was gathered from the County Clerk regarding assessed value, property tax rate, and a copy of the local government's audit.

The second step was to assemble a projection of land use. This was obtained from a recent study undertaken by the University of Illinois for Tri-County and Peoria County. The study, by the (Land Use Evolution and Assessment Model) LEAM unit<sup>2</sup> of the University of Illinois' Department of Urban and Regional Planning and Department of Geography, was conducted in 2003 and projects land uses through the year 2050 based on "business as usual" patterns of development. The study projected residential and commercial/industrial land uses between 2000 and 2050.

The LEAM data informs the study by providing six key data points:

- 2000 Residential Acres and 2050 Projections for Residential Acres
- 2000 Population and 2050 Projections for Population
- 2000 Commercial Acres and 2050 Projections for Commercial and Industrial Acres

The LEAM data provides communities a starting point for discussions, describing under current policies and historical development patterns, what the likely development scenario over the next 40-50 years will be.

---

<sup>2</sup> See <http://www.lead.uiuc.edu/lead/> for more information about LEAM.

The study then distributed the results of the projections among each of the units of local government. Because the information was available at the Census Block level, the study was able to accurately divide the results by each geographic unit, so that projections for population are now available for all of the different types of local government in Peoria County.

**Employment**

In order to translate the data into jobs and types of commercial and industrial development, the study investigated employment by industry in Peoria County using the U.S. Census Bureau, 2005 County Business Patterns, Peoria County.

**Table 1: Employment Generation**

	Employment (1)	Share(2)	Mean Sq Ft per Employee (3)	Relative Share per Acre	Employees per Gross Acre (4)	Employees Relative to Employment Mix per Acre	24/7 Functional Population per Commercial Acre
Construction	3855	4%	259	2%	36.00	0.85	0.08
General Manufacturing	7583.25	4%	466	4%	18.51	0.74	0.21
High-Tech Manufacturing	2527.75	2%	466	2%	17.15	0.34	0.10
Transp. Communications, Utilities	3232	3%	248	2%	14.71	0.28	0.08
Distribution and Wholesale Trade	4246	2%	627	3%	14.71	0.45	0.14
General Retail Trade	20388	19%	509	24%	26.40	6.26	6.27
FIRE	5862	6%	279	4%	55.75	2.16	0.55
General Services	36370	35%	550	46%	55.75	25.92	6.55
Business and Professional Services	19481	19%	269	12%	37.08	4.60	1.16
<b>Total</b>	<b>103545</b>		<b>408.11</b>	<b>100%</b>		<b>41.60</b>	<b>15.15</b>

(1) US Census Bureau, 2005 County Business Patterns, Peoria County (note % manufacturing adjusted for excluding City of Peoria)  
 (2) Manufacturing and Distribution and Wholesale Trade adjusted for excluding City of Peoria  
 (3) NAIOP 1990, Planner's Estimating Guide by Arthur Nelson page 52  
 (4) Institute of Transportation Engineers, Planner's Estimating Guide, page 53  
 (5) Planner's Estimating Guide, page 67  
 (6) Planner's Estimating Guide, page 66

Using this table, a local government can estimate that 19% of commercial land will likely be General Retail Trade, based on current patterns in Peoria County and there will be approximately 26 jobs per gross acre. Distributing employment based on relative land share, each commercial/industrial acre in Peoria County generates approximately 41 jobs. This does not mean that planning for a commercial acre will necessarily result in 41 jobs; rather it signifies that existing developed parcels have, on average, this number of jobs.

The final column represents the needs of commercial facilities on government services. While it is true that commercial and industrial development tends to have far less needs for government services than residential development (thus far more net fiscal benefits), there are some costs associated with commercial and industrial development including, but not limited to, police, water, sewer, and road maintenance and construction. As a result, the jobs generated by development are adjusted by factors by industry to yield an average of just over 15 jobs per gross acre of “functional population,” that is, the population of jobs that impact government services. Another way to think about this is that employees, on average, are on site about one-third of the time, thus have about one-third the impact of a resident on a similar size piece of land.

### **Expected Costs**

Based on the audits, budgets, and other information provided by the local governments and districts, the study assembled operational and capital costs for the year 2007 as the base year. Operational expenses depend on the unit of government, but generally include all expenses other than capital expenses (such as building new roads, sewers, schools, water infrastructure, etc.). TIF expenses were excluded from the analysis of municipalities since the revenues for TIFs are dedicated to the TIF district.

The study then allocated costs based on functional population of residents and employees – a measure of the impact of residents and employees on the need for public services. While employees are approximately counted as one-third of the total, residents are counted as two-thirds (to account for people in the workforce, schools or other activities that are away from their homes). This prevents over-counting of residents and employee costs on public services.

Capital costs beyond current spending levels were included if they were reported in the documentation provided by the local governments. Additional capital expenditures were then calculated based on interviews and industry standards, as a part of the verification process with local governments.

Based on these costs, total operational costs were calculated for the base year of 2007, and then projected to 2050 based on projected growth of population and employment and expressed in current (2007) dollars.

Finally, the estimates for 2050 were distributed on a per capita basis as a measure for residential tax burden.

## Expected Revenues

Current revenues were collected through the audits, budgets, and other information provided by the local governments. Revenues were broken down into the following categories: property tax, other local, fees, intergovernmental (e.g. income tax distribution for municipalities or general state aid for school districts from the State of Illinois), and other revenues.

The study then projected revenues needed to cover expenses in 2050. Revenues were distributed based on the current share of residential property tax in the projected year of 2050, and then distributed per capita, as a measure of residential tax burden (or fees in the case of water and sewer).

### D. Service Delivery Study Definitions

**Commercial Acres 2000:** Number of existing commercial and industrial acres for each jurisdiction in 2000 from the University of Illinois LEAM.

**Commercial Functional Employment:** Number of employees per commercial acre based on Census information of types of employment in Peoria County, adjusted by approximately one-third, to represent the demand for government services produced by employees who are on-site at any given time.

**Commercial Acres New:** Projected number of commercial and industrial acres in 2050 from the University of Illinois LEAM.

**Population 1990 and Population 2000:** U.S. Census Bureau figures

**2050 Population Change:** Projected change in population from University of Illinois LEAM.

**Residential Acres 2000 and New Residential Acres 2050:** From the University of Illinois LEAM

**2007 Operational Expenses:** Teska analysis of audits, budgets and information provided by each governmental unit.

**2007 Expenses per Functional Population:** Expenses for 2007 divided by the sum of residential and commercial functional population. It is a measure of cost of services per unit.

**Total Functional Population Change 2000-2050:** Total number of functional commercial and residents between 2000 and 2050.

**% Change in Functional Population 2007-2050:** Percentage change adjusted up to the year 2007 and through 2050.

**Residents' % of EAV in 2007:** Residential portion of total equalized assessed value in the governmental jurisdiction in 2007.

**2007 Capital Expenses:** Teska analysis of audits, budgets, and information provided by the governmental units for capital expenses (e.g. roads, vehicles, buildings, water towers, etc.). This estimate does not include maintenance expenses.

**2007 Total Expenses:** Operational plus capital expenses.

**Property Tax Revenue:** Total amount of property tax revenue collected by the jurisdiction, less tax increment financing.

**2007 Total Revenue:** All revenue sources of the local jurisdiction.

**2007 Residential Property Tax per Capita:** Total residential property tax divided by total residential population.

**2007 Revenue – Expenses:** Total revenue less total expenses in 2007.

**Identified Capital Needs:** Items identified by local jurisdictions needed for capital funds.

**2050 Additional Capital Needs (in 2007 \$'s):** 2007 capital expenses adjusted for increase in functional population and/or additional capital needs as determined by industry standards.

**2050 Residential Property Taxes (in 2007 \$'s):** Projected residential property taxes based on the change in share of residential to commercial from 2007 to 2050.

**Residential Property Tax Change per Capita (in 2007 \$'s):** Total change in residential property taxes divided by projected population in 2007.

**Appendix B – Market Study: Trade Area Profiles**

Retail Opportunity Gap - Retail Stores 2008				
Bartonville				
Retail Stores	Municipal Boundary Opportunity Gap (\$)*	% of Expenditures Outside Municipal Boundary	15 Minute Drive Time Opportunity Gap (\$)**	% of Expenditures Outside 15 Minute Drive Time
Total Retail Sales Including Eating and Drinking Places	-21,580,645	-19.8	-51,657,169	-3.0
Automotive Dealers	16,932,232	91.2	53,939,639	17.7
Automotive Parts/Accsrs, Tire Stores	1,157,428	70.5	-2,210,160	-8.3
Furniture and Home Furnishings Stores	2,728,273	100.0	13,999,654	34.3
Appliances, TVs, Electronics Stores	1,392,522	74.3	14,100,734	46.9
Computer and Software Stores	-1,035,500	-199.6	3,631,329	43.6
Building Material and Supply Dealers	-1,893,496	-15.4	-25,246,457	-14.5
Home Centers	4,852,502	100.0	47,112,874	67.8
Hardware Stores	-1,486,437	-151.4	-33,676,135	-231.1
Other Building Materials Dealers, Including Lumberyards	-5,515,118	-89.4	-39,021,040	-45.3
Lawn, Garden Equipment, Supplies Stores	887,071	84.1	7,532,536	48.8
Grocery Stores	-17,836,442	-153.4	16,775,403	8.7
Beer, Wine and Liquor Stores	-165,276	-23.2	8,165,892	70.5
Pharmancies and Drug Stores	-2,253,317	-43.6	-39,233,655	-47.0
Gasoline Stations	-29,808,038	-247.8	-39,453,180	-20.0
Clothing Stores	3,263,443	100.0	41,072,015	74.6
Women's Clothing Stores	801,504	100.0	10,788,521	79.7
Childrens, Infants Clothing Stores	185,950	100.0	3,466,057	100.0
Family Clothing Stores	1,777,336	100.0	24,777,372	83.1
Shoe Stores	590,356	100.0	8,000,731	77.3
Jewelry, Luggage, Leather Goods Store	614,824	93.5	6,590,617	68.7
Sporting Goods, Hobby, Musical Inst Stores	1,179,858	81.1	-611,176	-2.6
Book, Periodical and Music Stores	556,423	100.0	-2,416,640	-21.9
Department Stores Excl Leased Depts	6,102,361	100.0	-52,722,492	-53.0
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	-12,540,924	-183.4	-59,815,816	-53.4
Miscellaneous Store Retailers	2,027,140	70.3	12,825,599	29.0
Office Supplies, Stationery, Gift Stores	804,609	69.7	1,494,229	8.6
Full-Service Restaurants	-1,603,646	-39.2	-23,982,950	-37.2
Limited-Service Eating Places	-234,763	-6.4	-13,950,814	-23.8
Special Foodservices	554,763	73.2	4,908,477	40.6
Drinking Places -Alcoholic Beverages	-406,312	-100.5	-11,228,252	-186.6

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Rutledge Avenue at Gettysburg Drive

Retail Opportunity Gap – Retail Stores 2008								
Bellevue, Norwood, and West Peoria								
Retail Stores	Bellevue		Norwood		West Peoria		Total Trade Area	
	Opportunity Gap (\$)*	% Spent Outside Bellevue	Opportunity Gap (\$)	% Spent Outside Norwood	Opportunity Gap (\$)	% Spent Outside W Peoria	Opportunity Gap (\$)**	% Spent Outside Trade Area
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>15,315,254</b>	<b>52.5%</b>	<b>6,742,750</b>	<b>92.5%</b>	<b>17,948,276</b>	<b>23.7%</b>	<b>-453,243,681</b>	<b>-21.1</b>
Automotive Dealers	3,859,950	76.1%	1,334,702	100.0%	12,227,312	93.8%	82,848,432	22.2
Other Motor Vehicle Dealers	276,309	77.8%	88,031	100.0%	570,360	60.2%	9,956,147	37.1
Furniture and Home Furnishings Stores	720,828	100.0	84,021	47.4%	1,906,246	100.0%	-694,209	-1.3
Electronics and Appliance Stores	613,039	93.7%	159,419	100.0%	1,716,416	97.8%	-29,909,011	-59.9
Household Appliances Stores	73,504	64.0%	28,466	100.0%	262,961	87.3%	1,898,499	22.9
Radio, Television, Electronic Stores	380,008	100.0%	91,883	100.0%	1,018,916	100.0%	-35,502,754	-121.6
Building Material and Supply Dealers	-295,197	-9.2%	834,568	100.0%	3,787,520	44.7%	-26,181,577	-12.0
Home Centers	1,273,960	100.0%	330,374	100.0%	3,393,355	100.0%	9,653,736	11.1
Hardware Stores	-2,404,223	-927.7%	66,635	100.0%	-291,544	-42.2%	-25,621,722	-140.9
Other Building Materials	767,523	47.9%	419,763	100.0%	492,486	11.7%	-9,427,300	-8.7
Lawn, Garden Equipment, Supplies Stores	276,617	100.0%	71,478	100.0%	754,278	100.0%	9,448,089	48.8
Grocery Stores	2,970,682	94.3%	766,727	100.0%	3,714,618	47.2%	7,095,270	3.1
Specialty Food Stores	94,256	100.0%	23,134	100.0%	234,882	100.0%	-3,907,257	-55.7
Beer, Wine and Liquor Stores	94,580	50.7%	44,321	100.0%	48,804	10.0%	3,348,981	23.6
Health and Personal Care Stores	1,069,086	67.8%	372,733	100.0%	-10,441,972	-260.2%	-57,618,413	-49.2
Gasoline Stations	810,861	24.9%	824,044	100.0%	-14,156,265	-169.5%	-20,039,941	-8.4
Clothing Stores	859,986	97.4%	223,041	100.0%	1,961,279	85.4%	-29,202,140	-42.6
Men's Clothing	58,545	100.0%	14,376	100.0%	149,322	100.0%	-8,685,112	-193.7
Women's Clothing	217,108	100.0%	56,587	100.0%	409,706	73.8%	-7,087,295	-41.9
Childrens, Infants Clothing Stores	51,566	100.0%	12,387	100.0%	148,529	100.0%	-2,310,663	-54.6

Retail Stores	Bellevue		Norwood		West Peoria		Total Trade Area	
	Opportunity Gap (\$)	% Spent Outside Bellevue	Opportunity Gap (\$)	% Spent Outside Norwood	Opportunity Gap (\$)	% Spent Outside W Peoria	Opportunity Gap (\$)**	% Spent Outside Trade Area
Family Clothing Stores	480,025	100.0%	120,492	100.0%	1,247,200	100.0%	-5,377,790	-14.5
Shoe Stores	161,965	100.0%	41,145	100.0%	421,260	100.0%	-10,661,302	-83.9
Jewelry, Luggage, Leather Goods Store	151,524	89.1%	38,054	96.1%	440,980	91.9%	-18,493,430	-144.6
Sporting Goods, Hobby, Musical Inst Stores	383,866	73.1%	93,737	100.0%	950,837	90.2%	-32,825,335	-111.1
Book, Periodical and Music Stores	99,000	67.0%	34,666	100.0%	167,891	40.0%	-20,770,125	-151.5
Department Stores Excl Leased Depts	1,630,349	100.0%	402,461	100.0%	4,291,769	100.0%	-196,842,010	-159.7
Other General Merchandise Stores	-2,529,491	-137.6%	50,038	11.1%	1,748,134	37.1%	-71,889,968	-52.8
Miscellaneous Store Retailers	534,278	70.6%	185,447	100.0%	1,093,137	55.6%	-8,079,885	-14.8
Florists	-37,847	-69.9%	13,786	100.0%	148,042	100.0%	-3,721,685	-95.5
Office Supplies, Stationery, Gift Stores	205,551	68.2%	72,950	100.0%	332,439	42.4%	-9,733,074	-45.1
Other Miscellaneous Store Retailers	305,978	89.7%	83,902	100.0%	452,516	51.8%	-3,924,317	16.0
Full-Service Restaurants	918,834	86.3%	250,806	100.0%	2,698,745	95.2%	-40,835,988	-51.2
Limited-Service Eating Places	321,311	33.4%	214,690	94.2%	683,655	26.9%	-31,134,831	-43.1
Special Foodservices	196,337	98.9%	47,134	100.0%	-32,001	-6.1%	4,627,948	31.1
Drinking Places – Alcoholic Beverages	-152,880	-148.6%	-16,783	-71.6%	-964,225	-338.8%	-11,891,588	-156.2

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on geographic coordinates, 40°33'45.8"N, 89°45'37.23"W

Retail Opportunity Gap - Retail Stores 2008				
Brimfield				
Retail Stores	Opportunity Gap (\$)*	% Spent Outside Brimfield	15 Minute Drive Time Opportunity Gap (\$)**	% Spent Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	-6,478,024	-37.7	26,736,547	17.8
Automotive Dealers	3,135,038	100.0	24,538,462	92.9
Other Motor Vehicle Dealers	214,915	100.0	1,922,012	99.9
Automotive Parts/Accsrs, Tire Stores	264,625	100.0	1,663,220	74.4
Furniture and Home Furnishings Stores	426,524	100.0	1,470,224	36.2
Appliances, TVs, Electronics Stores	291,393	100.0	-763,326	-28.8
Computer and Software Stores	81,362	100.0	758,665	100.0
Building Material and Supply Dealers	1,643,292	86.3	6,646,330	39.3
Home Centers	754,523	100.0	579,709	8.7
Hardware Stores	-108,670	-71.9	924,702	68.8
Other Building Materials Dealers, Including Lumberyards	954,738	100.0	5,004,748	59.5
Lawn, Garden Equipment, Supplies Stores	-6,241,093	-3,737.8	-10,987,513	-760.7
Grocery Stores	52,722	3.1	11,643,522	79.3
Beer, Wine and Liquor Stores	105,970	100.0	657,850	69.4
Health and Personal Care Stores	840,988	100.0	3,079,296	42.3
Gasoline Stations	-12,738,231	-636.7	-14,189,529	-86.8
Clothing Stores	490,881	92.2	-953,781	-19.1
Men's Clothing Stores	35,055	100.0	-144,046	-44.6
Women's Clothing Stores	132,576	100.0	-535,668	-42.2
Family Clothing Stores	288,294	100.0	-789,805	-29.4
Shoe Stores	96,644	100.0	-168,793	-19.3
Jewelry, Luggage, Leather Goods Store	100,510	93.0	-465,946	-41.5
Sporting Goods, Hobby, Musical Inst Stores	139,975	60.3	-5,796,939	-271.0
Book, Periodical and Music Stores	91,293	100.0	-71,946	-8.4
Department Stores Excl Leased Depts	956,260	100.0	-7,922,520	-90.9
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	651,943	62.4	1,645,834	18.0
Miscellaneous Store Retailers	452,407	100.0	2,537,887	63.5
Office Supplies, Stationery, Gift Stores	176,870	100.0	1,239,789	77.6
Full-Service Restaurants	623,670	100.0	582,213	10.4
Limited-Service Eating Places	541,422	96.7	784,471	15.7
Special Foodservices	115,798	100.0	772,649	74.8
Drinking Places -Alcoholic Beverages	32,478	52.6	-793,287	-139.7

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Galena Avenue at Knoxville Street

Retail Opportunity Gap - Retail Stores 2008				
Chillicothe				
Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Chillicothe	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>9,115,986</b>	<b>9.1</b>	<b>58,789,725</b>	<b>28.4</b>
Automotive Dealers	10,740,052	62.8	19,660,767	54.6
Other Motor Vehicle Dealers	1,234,711	100.0	2,479,500	96.2
Automotive Parts/Accsrs, Tire Stores	1,144,664	76.9	2,409,404	77.6
Furniture and Home Furnishings Stores	2,376,540	94.9	4,373,369	82.1
Electronics and Appliance Stores	2,119,752	92.2	4,052,774	84.7
Building Material and Supply Dealers	6,844,064	61.7	13,396,772	57.5
Home Centers	4,415,338	100.0	9,241,591	100.0
Hardware Stores	-3,358,870	-374.8	-3,167,650	-170.0
Other Building Materials Dealers, Including Lumberyards	5,549,484	100.0	6,810,227	58.2
Lawn, Garden Equipment, Supplies	964,874	100.0	1,839,134	91.7
Grocery Stores	6,331,276	59.0	7,211,600	33.8
Beer, Wine and Liquor Stores	663,836	100.0	1,308,129	98.2
Health and Personal Care Stores	2,959,967	54.5	2,316,265	21.8
Gasoline Stations	-30,529,965	-275.6	-21,344,425	-93.9
Clothing Stores	2,734,431	90.1	6,195,639	94.7
Women's Clothing Stores	593,915	80.5	1,468,325	90.1
Family Clothing Stores	1,651,078	100.0	3,543,531	100.0
Shoe Stores	554,360	100.0	1,172,099	100.0
Jewelry, Luggage, Leather Goods Store	-30,208	-5.0	670,465	49.9
Sporting Goods, Hobby, Musical Inst Stores	-201,642	-14.8	430,183	15.2
Book, Periodical and Music Stores	-1,442,392	-266.3	-864,703	-76.7
Department Stores Excl Leased Depts	4,073,781	72.2	6,375,718	54.3
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	-8,223,830	-130.4	-14,981,007	-116.9
Miscellaneous Store Retailers	1,254,816	47.5	2,966,432	54.4
Office Supplies, Stationery, Gift	609,998	57.5	1,377,607	63.2
Full-Service Restaurants	-1,692,889	-44.9	1,771,403	23.1
Limited-Service Eating Places	829,206	24.4	2,730,713	39.6
Special Foodservices	329,198	47.0	999,328	70.2
Drinking Places -Alcoholic Beverages	-466,030	-126.9	-107,787	-14.2

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Elm Street at Benedict Street

Retail Opportunity Gap - Retail Stores 2008				
Dunlap				
Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Dunlap	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>-5,767,586</b>	<b>-36.1</b>	<b>-160,712,890</b>	<b>-39.4</b>
Automotive Dealers	1,427,603	48.3	-90,500,104	-131.0
Other Motor Vehicle Dealers	202,839	100.0	4,450,575	83.0
Automotive Parts/Accsrs, Tire Stores	18,074	7.2	1,389,356	23.9
Furniture and Home Furnishings Stores	-96,798	-23.8	-1,069,612	-9.3
Electronics and Appliance Stores	246,095	67.1	-9,072,982	-90.0
Building Material and Supply Dealers	-3,604,779	-212.4	-50,217,078	-110.5
Home Centers	677,332	100.0	-17,728,230	-98.1
Paint and Wallpaper Stores	39,204	100.0	-872,713	-82.2
Hardware Stores	138,874	100.0	-1,656,660	-45.1
Other Building Materials Dealers, Including Lumberyards	-4,460,189	-529.9	-29,959,475	-132.3
Lawn, Garden Equipment, Supplies Stores	152,457	100.0	124,326	3.1
Grocery Stores	1,591,404	100.0	33,836,853	85.3
Beer, Wine and Liquor Stores	-69,548	-70.6	1,010,790	37.8
Health and Personal Care Stores	421,814	55.3	-3,334,311	-16.9
Gasoline Stations	1,087,113	59.2	16,453,877	39.1
Clothing Stores	-468,939	-90.0	463,710	3.2
Men's Clothing Stores	34,568	100.0	643,260	69.6
Women's Clothing Stores	131,484	100.0	514,244	14.0
Childrens, Infants Clothing Stores	27,737	100.0	521,484	69.2
Family Clothing Stores	-708,383	-251.8	-2,390,322	-31.0
Shoe Stores	-35,887	-38.4	674,553	27.2
Sporting Goods, Hobby, Musical Inst	-40,913	-18.7	-4,065,398	-66.3
Book, Periodical and Music Stores	87,805	100.0	935,621	35.7
Department Stores Excl Leased Depts	-6,713,979	-742.3	-45,874,162	-187.0
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	26,925	2.8	-17,419,286	-69.5
Miscellaneous Store Retailers	-585,851	-140.1	3,031,538	27.6
Office Supplies, Stationery, Gift	557,117	338.8	151,726	3.4
Used Merchandise Stores	34,375	100.0	764,504	79.7
Other Miscellaneous Store Retailers	68,531	36.2	2,245,276	47.6
Full-Service Restaurants	-751,033	-129.4	-7,427,313	-46.6
Limited-Service Eating Places	154,799	29.7	280,818	2.0
Special Foodservices	86,614	80.4	738,021	25.2
Drinking Places -Alcoholic Beverages	-65,760	-114.3	810,393	49.3

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Ash Street and 4th Street

Retail Opportunity Gap - Retail Stores 2008				
Elmwood				
Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Elmwood	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>14,759,811</b>	<b>37.6</b>	<b>44,191,214</b>	<b>38.2</b>
Automotive Dealers	6,848,476	100.0	20,028,783	99.0
Other Automotive Vehicle Dealers	491,780	100.0	1,418,811	100.0
Automotive Parts/Accsrs, Tire Stores	597,527	100.0	1,708,983	96.2
Furniture and Home Furnishings Stores	206,243	20.2	2,047,874	70.1
Electronics and Appliance Stores	911,053	100.0	2,504,722	95.7
Building Material and Supply Dealers	4,424,220	100.0	11,908,240	92.3
Home Centers	1,754,596	100.0	4,900,765	95.8
Hardware Stores	353,538	100.0	894,083	86.6
Other Building Materials Dealers, Including Lumberyards	2,220,385	100.0	5,835,095	90.2
Lawn, Garden Equipment, Supplies Stores	372,681	100.0	-3,349,395	-305.6
Grocery Stores	1,779,684	44.2	1,453,417	12.0
Beer, Wine and Liquor Stores	251,568	100.0	757,638	100.0
Health and Personal Care Stores	550,677	26.7	-1,067,660	-17.2
Gasoline Stations	-7,174,446	-168.3	-11,508,040	-89.0
Clothing Stores	962,703	79.3	3,167,199	91.6
Women's Clothing Stores	300,530	100.0	842,532	100.0
Family Clothing Stores	656,937	100.0	1,881,629	100.0
Shoe Stores	216,227	100.0	593,572	94.6
Jewelry, Luggage, Leather Goods Store	247,823	95.7	687,744	97.4
Sporting Goods, Hobby, Musical Inst Stores	543,638	100.0	1,152,869	75.1
Book, Periodical and Music Stores	213,421	100.0	592,777	100.0
Department Stores Excl Leased Depts	2,230,944	100.0	6,446,856	100.0
Other General Merchandise Stores	153,317	6.3	3,208,510	44.6
Miscellaneous Store Retailers	281,487	27.0	-1,704,345	-56.1
Florists	-396,697	-519.3	-274,992	-124.9
Office Supplies, Stationery, Gift Stores	420,916	100.0	-2,682,091	-221.4
Other Miscellaneous Store Retailers	172,264	37.6	1,010,392	74.2
Full-Service Restaurants	-3,058,269	-207.8	-3,014,682	-69.6
Limited-Service Eating Places	753,747	57.1	1,177,558	30.3
Special Foodservices	272,748	100.0	801,698	100.0
Drinking Places -Alcoholic Beverages	13,003	8.9	-1,446,751	-334.6

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on address of 201 West Main Street

Retail Opportunity Gap - Retail Stores 2008				
Farmington				
Retail Stores	Opportunity Gap (\$)*	% of Expenditures Outside Farmington	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>9,894,094</b>	<b>25.6</b>	<b>45,764,778</b>	<b>37.2</b>
Automotive Dealers	6,642,723	100.0	14,975,215	69.7
Automotive Parts/Accsrs, Tire Stores	524,575	89.4	1,483,605	78.7
Furniture and Home Furnishings Stores	963,998	100.0	2,251,322	72.6
Electronics and Appliance Stores	758,759	87.5	-1,580,379	-57.0
Building Material and Supply Dealers	3,776,728	88.4	11,424,709	84.0
Home Centers	1,699,520	100.0	5,367,961	99.3
Other Building Materials Dealers, Including Lumberyards	1,641,944	76.8	4,670,185	68.6
Lawn, Garden Equipment, Supplies Stores	365,092	100.0	891,970	76.7
Grocery Stores	-3,118,487	-74.6	2,595,913	20.1
Beer, Wine and Liquor Stores	248,063	100.0	800,536	100.0
Health and Personal Care Stores	-3,232,349	-148.8	-640,842	-9.6
Gasoline Stations	506,627	11.8	-3,835,160	-27.8
Clothing Stores	1,127,923	100.0	3,383,316	92.8
Women's Clothing Stores	269,262	100.0	884,533	100.0
Family Clothing Stores	616,402	100.0	1,987,049	100.0
Shoe Stores	175,141	84.2	607,840	91.9
Jewelry, Luggage, Leather Goods Store	225,556	100.0	734,004	98.2
Sporting Goods, Hobby, Musical Inst Stores	514,703	100.0	1,485,564	91.4
Book, Periodical and Music Stores	193,311	100.0	626,080	100.0
Department Stores Excl Leased Depts	2,152,298	100.0	3,414,485	49.9
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	1,643,529	67.5	4,109,631	53.8
Miscellaneous Store Retailers	-2,795,006	-276.6	-1,627,957	-50.5
Florists	72,524	100.0	-253,418	-108.5
Office Supplies, Stationery, Gift Stores	-3,400,851	-840.5	-2,722,900	-211.7
Other Miscellaneous Store Retailers	453,257	100.0	1,091,815	75.4
Full-Service Restaurants	-1,004,793	-70.6	-2,860,107	-62.6
Limited-Service Eating Places	-697,351	-54.3	747,057	18.2
Special Foodservices	264,924	100.0	782,741	92.4
Drinking Places -Alcoholic Beverages	-1,467,496	-1,060.7	-1,564,166	-344.7

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Main Street and Ford Street

Retail Opportunity Gap - Retail Stores 2008								
Glasford, Kingston Mines, and Mapleton								
Retail Stores	Glasford		Kingston Mines		Mapleton		Total Trade Area	
	Opportunity Gap (\$)*	Spending Outside Glasford	Opportunity Gap (\$)	Spending Outside Kingston Mines	Opportunity Gap (\$)	Spending Outside Mapleton	15 Minute Drive Time Opportunity Gap (\$)**	Spending Outside 15 Minute Drive
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>7,429,666</b>	<b>40.1%</b>	<b>3,865,432</b>	<b>92.3%</b>	<b>1,758,436</b>	<b>37.1%</b>	<b>82,393,663</b>	<b>21.4</b>
Automotive Dealers	3,485,756	100.0%	793,903	100.0%	826,777	100.0%	33,343,972	50.1
Automotive parts/Accsrs	293,186	100.0%	66,619	100.0%	70,070	100.0%	1,842,450	32.2
Furniture	431,273	100.0	97,742	100.0%	130,904	100.0%	1,274,750	13.6
Electronics and Appliance	-15,084	-3.8%	-134,519	-149.6%	112,077	100.0%	5,935,351	68.3
Radio, Television, Electronic Stores	231,515	100.0%	52,087	100.0%	64,768	100.0%	4,640,187	91.8
Building Material and Supply Dealers	1,973,487	100.0%	448,023	100.0%	-378,336	-69.5%	6,788,652	16.6
Home Centers	783,649	100.0%	177,660	100.0%	215,176	100.0%	16,245,672	100.0
Hardware Stores	158,883	100.0%	36,054	100.0%	43,671	100.0%	-6,391,447	-191.5
Building Materials	989,429	100.0%	224,802	100.0%	-649,752	-237.7%	-3,943,210	-19.4
Lawn, Garden	170,104	100.0%	37,862	100.0%	45,645	100.0%	3,285,651	91.9
Grocery Stores	1,333,571	69.3%	433,485	100.0%	463,878	100.0%	782,530	1.9
Beer, Wine and Liquor	115,057	100.0%	25,955	100.0%	29,409	100.0%	2,513,607	100.0
Health and Personal Care	943,847	100.0%	209,262	100.0%	232,377	100.0%	-13,732,032	-66.2
Gasoline Stations	-6,855,112	-300.7%	513,369	100.0%	-1,431,614	-270.8%	-33,511,460	-77.0
Clothing Stores	534,891	100.0%	122,883	100.0%	155,491	100.0%	9,612,534	82.3
Men's Clothing	35,525	100.0%	7,973	100.0%	10,383	100.0%	742,812	95.3
Women's Clothing	132,036	100.0%	30,687	100.0%	39,221	100.0%	2,067,413	72.5
Childrens, Infants	30,876	100.0%	7,200	100.0%	7,889	100.0%	698,984	100.0
Family Clothing	290,739	100.0%	66,520	100.0%	84,188	100.0%	5,570,805	87.6
Shoe Stores	98,397	100.0%	22,718	100.0%	26,938	100.0%	2,148,397	99.9
Jewelry, Luggage	90,106	92.9%	20,107	92.7%	35,148	96.8%	2,204,963	98.3
Sporting Goods, Hobby	233,881	100.0%	53,364	100.0%	65,962	100.0%	2,190,586	42.7
Book, Periodical and Music	89,256	100.0%	19,994	100.0%	24,661	100.0%	169,674	8.3
Department Stores	988,684	100.0%	224,372	100.0%	273,759	100.0%	18,025,392	83.7
Other General Merchandise	758,841	67.4%	182,010	71.5%	228,018	79.1%	-39,573	-0.2
Miscellaneous Store Retailers	262,039	54.6%	98,227	91.2%	128,009	100.0%	6,853,888	67.8
Office Supplies, Stationery, Gift Stores	184,994	100.0%	41,503	100.0%	50,801	100.0%	3,269,156	81.5
Other Misc.	254,554	10.9%	50,494	100.0%	57,287	100.0%	2,888,734	63.2
Full-Service Restaurants	655,378	100.0%	146,977	100.0%	174,557	100.0%	4,394,699	30.5
Limited-Service Eating	593,825	100.0%	133,427	100.0%	149,452	96.3%	3,324,748	25.6
Special Foodservices	122,651	100.0%	27,561	100.0%	-5,139	-16.0%	2,146,239	80.1
Drinking Places - Alcoholic Beverages	-146,102	-235.7%	1,398	10.2%	18,156	100.0%	-852,708	-61.2

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on geographic coordinates, 40°33'45.8"N, 89°45'37.23"W

Retail Opportunity Gap - Retail Stores 2008				
Hanna City				
Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Hanna City	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>9,953,415</b>	<b>57.8</b>	<b>160,730,908</b>	<b>58.6</b>
Automotive Dealers	2,864,043	93.0	44,165,571	91.5
Other Motor Vehicle Dealers	138,181	64.6	-7,461,042	-218.2
Automotive Parts/Accsrs, Tire Stores	261,577	100.0	3,767,918	90.5
Furniture and Home Furnishings Stores	441,491	100.0	6,866,720	95.9
Electronics and Appliance Stores	391,517	100.0	6,098,904	96.6
Building Material and Supply Dealers	1,897,639	100.0	16,364,185	52.6
Home Centers	756,590	100.0	12,329,792	99.9
Hardware Stores	153,803	100.0	-4,729,754	-190.6
Other Building Materials Dealers, Including Lumberyards	945,125	100.0	8,082,095	51.7
Lawn, Garden Equipment, Supplies Stores	167,897	100.0	1,614,239	60.7
Grocery Stores	1,740,211	100.0	26,668,732	95.6
Beer, Wine and Liquor Stores	107,152	100.0	1,306,958	75.6
Health and Personal Care Stores	855,863	100.0	11,563,638	83.3
Gasoline Stations	-4,131,454	-205.8	-20,638,767	-67.9
Clothing Stores	537,223	100.0	8,609,916	98.7
Men's Clothing Stores	35,339	100.0	570,489	100.0
Women's Clothing Stores	134,002	100.0	2,195,213	99.8
Childrens, Infants Clothing Stores	30,209	100.0	472,575	100.0
Family Clothing Stores	290,944	100.0	4,713,567	99.9
Shoe Stores	95,941	100.0	1,552,241	99.9
Jewelry, Luggage, Leather Goods Store	103,183	94.6	1,709,463	93.2
Sporting Goods, Hobby, Musical Inst Stores	231,753	100.0	3,628,005	97.0
Book, Periodical and Music Stores	87,541	100.0	395,668	27.7
Department Stores Excl Leased Depts	901,151	93.2	15,449,860	99.1
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	739,022	70.2	-720,521	-4.3
Miscellaneous Store Retailers	428,338	93.6	4,996,974	69.1
Office Supplies, Stationery, Gift Stores	149,578	83.5	1,226,568	42.7
Used Merchandise Stores	36,498	100.0	498,691	84.7
Other Miscellaneous Store Retailers	209,227	100.0	3,029,700	93.6
Full-Service Restaurants	625,193	100.0	9,317,173	93.3
Limited-Service Eating Places	141,128	25.0	5,987,871	66.7
Special Foodservices	116,482	100.0	1,840,654	99.2
Drinking Places -Alcoholic Beverages	60,419	100.0	-731,985	-74.1

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Farmington Road at Runkle Street

Retail Opportunity Gap - Retail Stores 2008

Peoria Heights

Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Peoria Heights	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
Total Retail Sales Including Eating and Drinking Places	32,864,747	30.3	-783,071,487	-36.4
Automotive Dealers	15,808,996	81.8	-135,058,029	-36.5
Other Motor Vehicle Dealers	-1,716,946	-128.0	17,866,281	65.0
Automotive Parts/Accsrs, Tire Stores	328,013	19.2	4,177,059	-13.1
Furniture and Home Furnishings Stores	853,158	34.0	-3,067,154	-5.7
Electronics and Appliance Stores	-3,918,501	-157.9	-53,070,701	-103.0
Building Material and Supply Dealers	2,881,566	27.4	-141,722,093	-64.5
Home Centers	4,209,220	100.0	-37,844,870	-43.0
Paint and Wallpaper Stores	219,155	100.0	-4,086,019	-82.6
Hardware Stores	-992,615	-111.1	-21,046,804	-114.5
Other Building Materials Dealers,	-554,194	-10.7	-78,744,400	-72.6
Lawn, Garden Equipment, Supplies Stores	434,550	45.3	8,989,404	45.6
Grocery Stores	10,556,078	90.8	42,384,091	18.8
Specialty Food Stores	-1,316,390	-384.4	-2,781,001	-40.9
Beer, Wine and Liquor Stores	-3,017,946	-407.4	5,211,847	36.1
Health and Personal Care Stores	-8,931,294	-146.9	-79,594,433	-68.6
Gasoline Stations	8,242,603	64.7	35,361,673	15.2
Clothing Stores	1,634,486	52.6	-32,994,829	-46.6
Men's Clothing Stores	215,675	100.0	-8,654,665	-187.0
Women's Clothing Stores	-730,174	-98.6	-9,773,767	-55.4
Childrens, Infants Clothing Stores	178,683	100.0	-3,219,030	-77.8
Family Clothing Stores	1,704,042	100.0	-6,169,369	-16.1
Shoe Stores	566,491	100.0	-11,168,659	-87.3
Jewelry, Luggage, Leather Goods Store	-1,563,465	-244.6	-21,428,274	-147.3
Sporting Goods, Hobby, Musical Inst Stores	-172,685	-12.1	-39,630,217	-129.3
Book, Periodical and Music Stores	123,058	20.4	-18,550,433	-128.3
Department Stores Excl Leased Depts	5,908,419	99.9	-217,481,024	-172.8
Other General Merchandise Stores, Including Warehouse Clubs and Super Stores	611,192	9.0	-57,101,592	-42.1
Miscellaneous Store Retailers	-1,997,753	-70.0	-14,448,278	-25.9
Florists	-2,049,128	-1,055.3	-5,138,935	-127.2
Office Supplies, Stationery, Gift Stores	-58,748	-5.1	-10,050,285	-45.0
Full-Service Restaurants	3,255,485	76.1	-41,091,785	-49.9
Limited-Service Eating Places	612,396	16.1	-35,207,308	-47.6
Special Foodservices	652,938	83.1	3,809,100	25.0
Drinking Places -Alcoholic Beverages	-1,457,239	-332.2	-10,797,927	-132.5

Source: Teska Analysis of Claritas, 2008

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Knoxville Avenue at Prospect Road

Retail Opportunity Gap - Retail Stores 2008				
Princeville				
Retail Stores	Opportunity Gap (\$)*	% of Spending Outside Princeville	15 Minute Drive Time Opportunity Gap (\$)**	% of Spending Outside 15 Minute Drive Time
<b>Total Retail Sales Including Eating and Drinking Places</b>	<b>10,981,777</b>	<b>35.2</b>	<b>27,834,322</b>	<b>39.1</b>
Automotive Dealers	5,548,247	100.0	12,005,123	94.3
Other Motor Vehicle Dealers	387,668	100.0	892,382	100.0
Furniture and Home Furnishings Stores	770,870	100.0	1,662,377	92.2
Electronics and Appliance Stores	448,690	63.8	1,251,592	77.1
Household Appliance Stores	-134,735	-112.3	-75,124	-27.4
Building Material and Supply Dealers	-1,293,565	-38.6	-5,466,333	-71.1
Home Centers	1,337,426	100.0	3,070,186	100.0
Hardware Stores	-24,027	-8.8	211,860	34.0
Other Building Materials Dealers, Including Lumberyards	-2,682,455	-161.3	-8,925,005	-233.5
Lawn, Garden Equipment, Supplies Stores	-1,872,243	-628.8	-4,282,605	-628.1
Grocery Stores	57,360	1.8	2,868,938	39.5
Beer, Wine and Liquor Stores	197,422	100.0	414,933	92.7
Health and Personal Care Stores	579,874	35.7	1,636,828	45.3
Gasoline Stations	-3,611,573	-98.2	-2,263,344	-27.4
Clothing Stores	948,150	100.0	2,035,668	91.4
Women's Clothing Stores	231,302	100.0	550,620	100.0
Family Clothing Stores	514,045	100.0	1,014,260	100.0
Shoe Stores	173,742	100.0	377,573	93.8
Jewelry, Luggage, Leather Goods Store	-26,708	-13.8	157,237	33.7
Sporting Goods, Hobby, Musical Inst Stores	423,582	100.0	837,976	85.9
Book, Periodical and Music Stores	161,367	100.0	374,101	100.0
Department Stores Excl Leased Depts	1,748,107	100.0	2,551,974	63.4
Other General Merchandise Stores,	1,466,650	76.0	2,923,310	66.7
Miscellaneous Store Retailers	307,313	37.2	809,446	42.9
Florists	-27,641	-46.3	-80,205	-58.5
Office Supplies, Stationery, Gift Stores	323,310	100.0	521,218	70.4
Full-Service Restaurants	1,135,620	100.0	2,304,633	88.7
Limited-Service Eating Places	787,648	77.2	1,872,684	80.4
Special Foodservices	210,936	100.0	477,901	99.1
Drinking Places -Alcoholic Beverages	45,731	40.7	108,049	41.8

**Source: Teska Analysis of Claritas, 2008**

\* A positive opportunity gap indicates the amount of money spent outside the specified boundary. A negative opportunity gap indicates a surplus of spending within the specified boundary.

\*\* Drive time data based on intersection of Spring Street at Santa Fe Avenue

## **Appendix C - Village of Dunlap Growth Area**

This appendix contains the full report of a study completed on June 11, 2008 by the Peoria County Planning & Zoning Department for the Village of Dunlap. The study identified growth trends and issues, and the report outlines a number of potential development alternatives and recommendations to the Village of Dunlap to manage future growth.

### ***Issue:***

The area between the Village of Dunlap and the City of Peoria is experiencing rapid growth. Decisions and action need to be implemented which will protect the interests of both entities as well as Peoria County.

### ***Goals and Objectives:***

The Village of Dunlap needs to identify the direction of development that is desired over the long term. The objective of this document is to outline potential growth scenarios for this area. The presentation of potential growth scenarios will allow decision-makers to visualize the impact of their policy decisions.

### ***Background Information:***

The Dunlap area is desirable for future residents. Quality school system. Abundant land. Public sewer. Developed transportation system. Recreational opportunities. All of these are factors that draw people to the Dunlap area. The Village is in a unique position to be able to determine the type of development that is desired. Not all development is beneficial to the community. All development has costs and benefits. Taxes are paid, but services must be provided. This balance is crucial to the overall community.

The Village of Dunlap is in the position to be able to support or reject new development within its boundaries. By determining what types of development are acceptable now, it will make the decisions easier in the future. Dunlap can inform potential developers what would be preferred and negotiate to achieve those goals.

Planning for the future of Dunlap involves identifying the options available. Typically one considers no change, status quo, slight growth, and moderate growth. Recent trends suggest that no change is very unlikely. People are moving and making decisions about where to live, work and play everyday. The status quo assumes that the current situation continues. This model presumes that the current amount of growth and development will continue in the future. The slight growth and moderate growth models plan for increased development and population in varied amounts. The benefit of considering these options is to understand the long-term impacts of these choices.

The city is moving closer to Dunlap each year as more development occurs. Currently the City boundary is 1.7 miles from the Dunlap growth area and 2.2 miles from the Village of Dunlap. This is illustrated in Figure 1. A build out study is a calculation of potential development. Essentially one takes the current land use patterns and population trends to estimate the impact of development on the community. The area to be developed is planned to be developed at various levels. Each of these development scenarios results in a number of houses that could be built. Then utilizing the average household size one calculates the subsequent population growth that would result from the development. For example 50 acres of residential development at current development practices of 2.5 houses per acre would result in 125 new homes. The average household size is 2.43 persons per household. This would result in an additional 304 people for the area from the development of 50 acres. These calculations allow one to begin to grasp the impacts of development on traffic and schools. More people presumably equates to additional car trips, school children and demand on services.

The Dunlap growth area, as identified in the Dunlap Small Area Plan, consists of 1648 acres. This area is shown in yellow in the Figure 2. The growth area surrounds the Village of Dunlap, extending from the Kickapoo Creek on the east and south to Parks School Road on the north to an area near Duggins Road on the west. This area is much larger than the Village of Dunlap, which is 312 acres. The growth area boundary is shown in Figure 2. The development of the growth area is a long term event. However, the City of Peoria is issuing approximately 200 building permits per year in the area the City refers to as Growth Cell 1 & 1A, which is the portion of the city that is growing toward Dunlap.

The potential growth scenario that is presented assumes that growth will occur in this area. The main focus of the scenario is to direct growth to desired locations, thereby limiting the infrastructure and service costs of this development. Growth and change to this area are seen as inevitable, the key is to focus and direct that change to maximize its potential and benefit all involved parties.

Potential development in the Dunlap growth area will be influenced by a variety of factors. The availability of land, transportation networks, potable water, sewer lines, and market forces will determine the location of development. The primary factor will be the location of sewer lines. The Greater Peoria Sanitary District has plans to construct a waste-water treatment plant to service this area. Land nearest to the sewer lines will be less costly to develop as the distance to the lines will result in lower infrastructure costs. The farther lines must be run, the greater the cost. The Village of Dunlap must recognize that developers will be more likely to develop in these areas and determine if this land could be best served by the Village of Dunlap or another entity. As shown in the map in Figure 3, the initial

phase of lines by the GPSD will run from the plant along the Kickapoo Creek to the line from the Village of Dunlap. Additional lines are shown, but these would be built as development pressure requires the additional service.

Within the Village of Dunlap certain factors will increase the likelihood of areas being further developed. The Dunlap School District is expanding and constructing additional facilities. The area south and east of the construction site seems to be a desirable site for new housing construction. A possible development scenario for these areas is outlined in Figures 6 & 7. Families are choosing to move to this school district and the open land near the school could allow for the transformation of these new facilities into neighborhood schools allowing the district to save on transportation costs. The second area likely to see additional development is the intersection of Cedar Hills Drive and Legion Hall Road. Cedar Hills is the primary route for residents traveling between Dunlap and Peoria. These high traffic areas are potential commercial sites. These two areas are delineated on Figure 4.

The addition of population will create additional markets for commercial development. The two primary areas that seem likely to experience commercial growth, as outlined in the accompanying maps, are the current commercial core and the area along Cedar Hills south of Legion Hall Road. These two areas are shown in red in Figure 4. These two areas would have different types of commercial development. The area along Cedar Hills would serve people utilizing the trail and those traveling on Cedar Hills Drive. Potential commercial enterprises for the Cedar Hills area would be more auto-oriented businesses such as a grocery, pharmacy, coffee shop, dry cleaner, and bike/running shop. The traditional commercial core area is a more likely place for salons, jewelers, butcher, boutiques, and eateries. This commercial core could see expansion toward Route 91, as delineated on the accompanying maps. The Cedar Hills area is more convenience oriented whereas the core area is more specialty shops.

Future growth is likely to occur in phases as outlined in the map below. The initial phase would be the build out of existing subdivisions and Village areas, as is shown in light green in Figure 5. The second phase would not be feasible until the waste water treatment plant is completed and is shown in blue. New development would be served by this plant which is scheduled for completion in 2012. This phase of development would center on the school sites and expand the housing areas south and east. Another potential item for phasing would include construction of a golf course which would act as a natural buffer to development expansion from other entities and would be a desirable feature to entice housing construction. The third phase of development would occur east of the Village and the intersection of Legion Hall Road and Cedar Hills Road. This additional residential development would

eventually reach the area designated as a golf course or open space. Some areas will be left as agriculture, preserving the current land use.

***Current Activities:***

Staff is actively looking at the potential growth scenarios as well as the positive and negative aspects of development in the Village of Dunlap growth area. The information gathered comes from a variety of sources of many levels of expertise. A decision must be made on the next step within a given timeframe to determine Peoria County's, the Village of Dunlap's and the City of Peoria's interest in planning for future growth.

*Process:*

In order to begin planning for future growth in the Dunlap growth area, certain items must be completed.

1. Evaluate potential growth scenario that has been presented: determine whether this scenario meets the Village of Dunlap Board's goals and objectives.
2. Identify desired future growth scenario: outline the growth scenario that best implements the Village of Dunlap Board's goals and objectives.
3. Write policy to implement desired growth scenario: formulate any necessary policy changes to achieve the intended result.
4. Meet with other entities that have jurisdiction to work out agreements: all entities with the ability to influence development must agree on a course of action.

*Positive Aspects:*

In order to aid the decision making process, Peoria County and Village of Dunlap Board members should be aware of the positive aspects of planning for growth in the Dunlap growth area.

- Growth and change are inevitable, so planning ahead allows for some measure of control over the events.
- Infrastructure costs are lower if constructed prior to development.
- All aspects of development can be evaluated before a decision must be made.
- Different types of development can be considered for locations prior to proposals being submitted to determine the use with the maximum benefit.

*Negative Aspects:*

In order to aid the decision making process, Peoria County and Village of Dunlap Board members should be aware of the negative aspects of planning for growth in the Dunlap growth area.

- The desired type of development may not be proposed and compromises must be reached.

- The market may not produce the demand for expansion that is desired by the Village of Dunlap Board.
- Developers may not agree with the decisions of the Village of Dunlap Board and may direct their development to other areas of the County.

***Additional Alternatives:***

Following are additional alternatives which should be explored, investigated and considered by the County Board, Village Board and staff. These alternatives should be considered as only a framework for discussion at this time, as a more complete analysis on each is needed.

- Determine optimal growth scenario and design policy to achieve this option.
- Discuss with other jurisdictions to agree on which growth areas are under which unit of government.
- Put idea on shelf and wait to see what happens in coming years. Rather than utilizing resources now, the Village of Dunlap could wait for additional development trends to become apparent. Currently, housing is being built in the area between Dunlap and the city each year.
- Combination of the above.

***Issues to argue for each of the Additional Alternatives:***

- No growth versus slight growth versus moderate growth scenarios
- Doing what is right versus something that's expedient or popular
- Proactive versus Reactive approach to development

***Alternative Comparisons:***

The intent of this document is to frame a discussion and provide information and alternatives to the County Board and Village of Dunlap Board to plan for future growth in the Dunlap growth area. Further analysis of each of the alternatives provided is required before a complete evaluation and decision is made.

**Figure 1. Proximity to Peoria.**

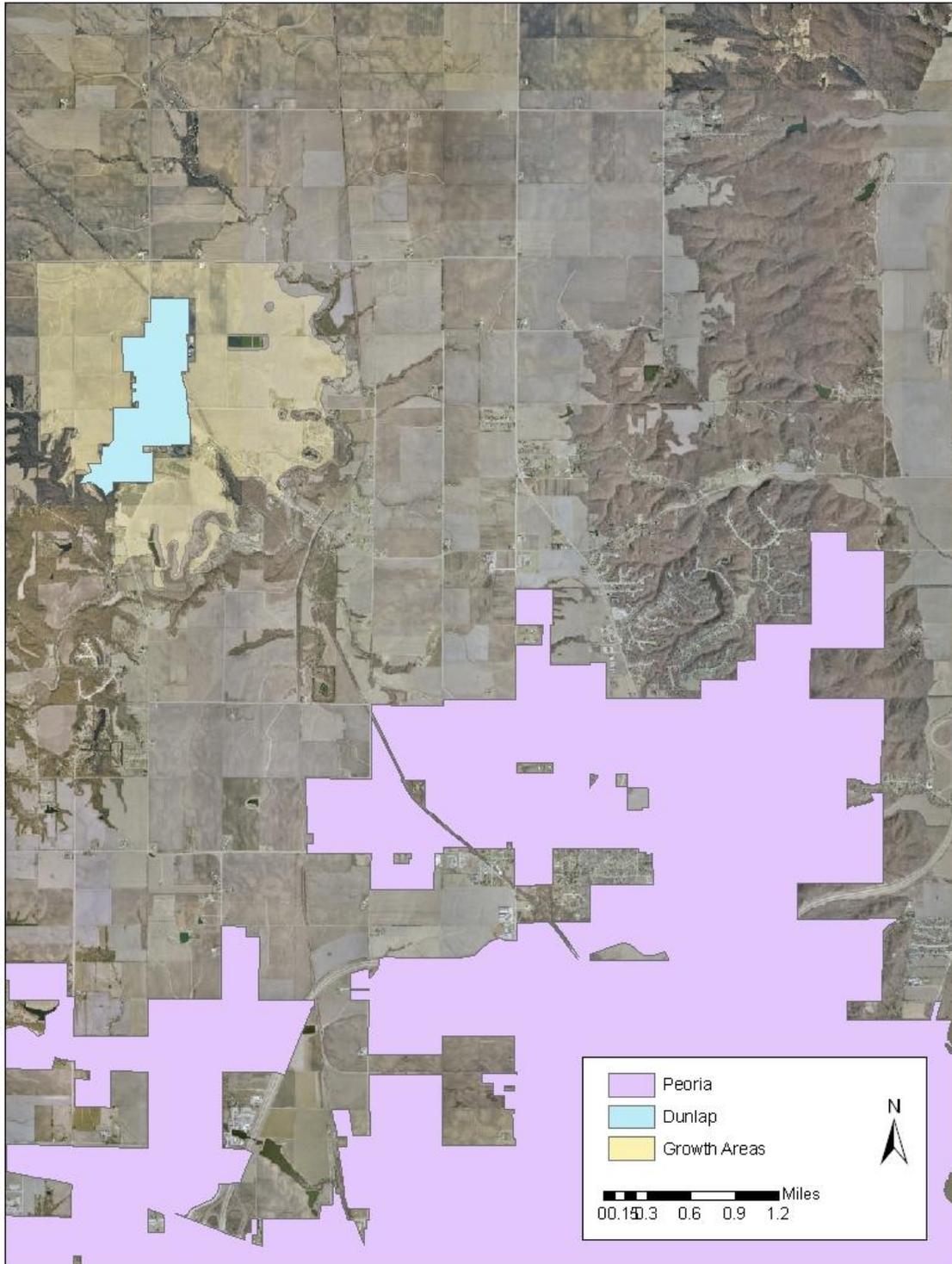
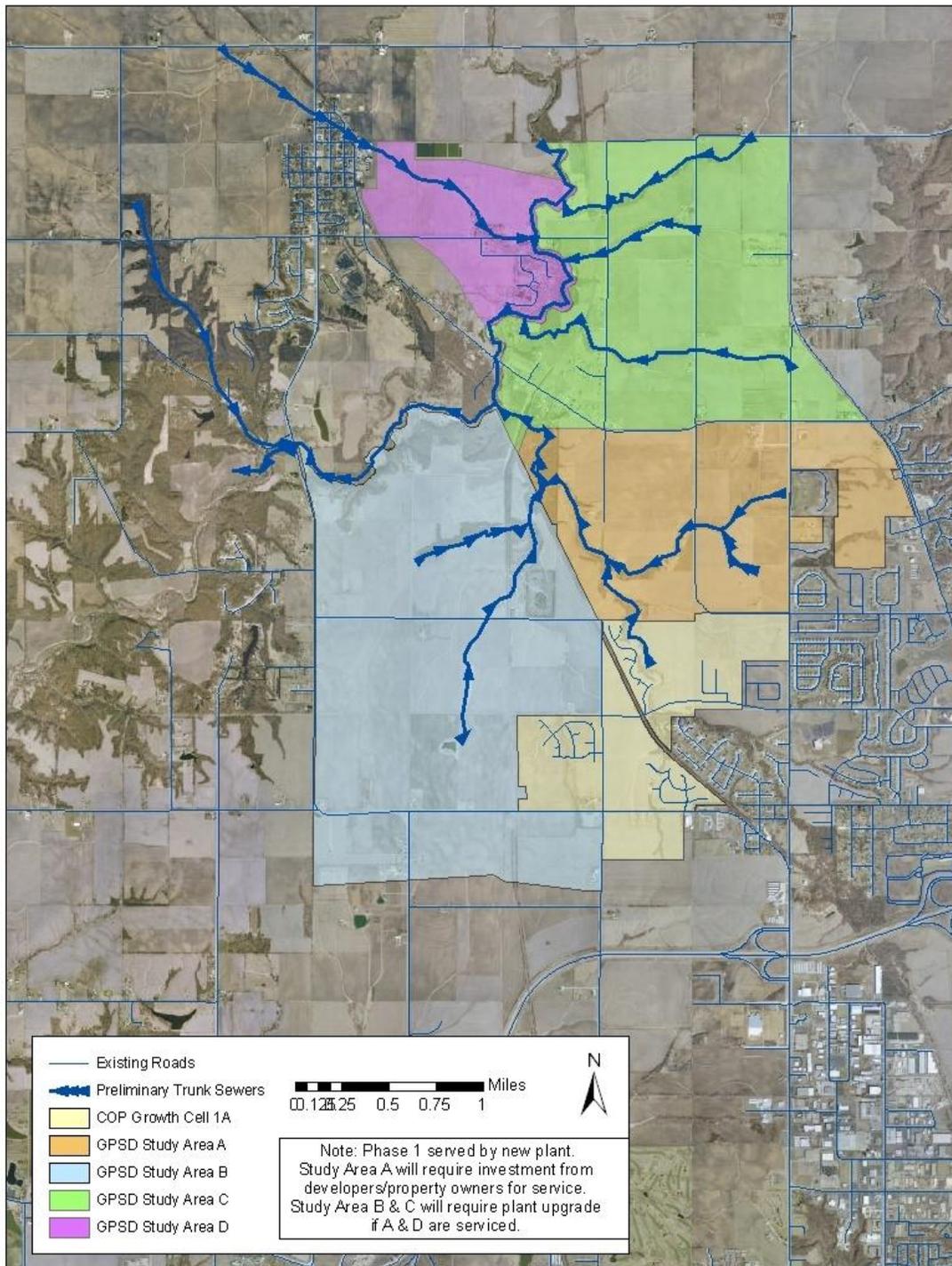


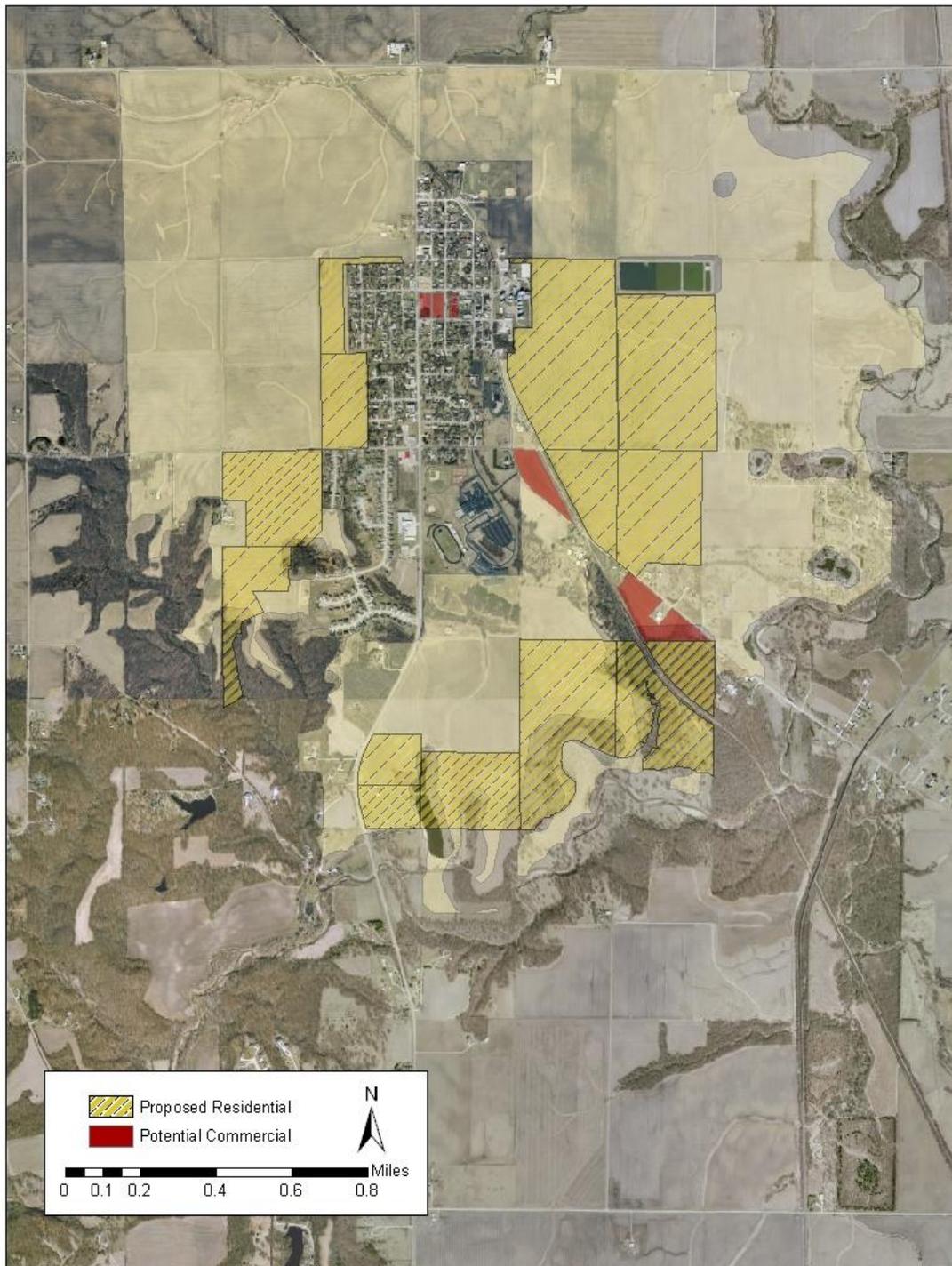
Figure 2. Growth Area



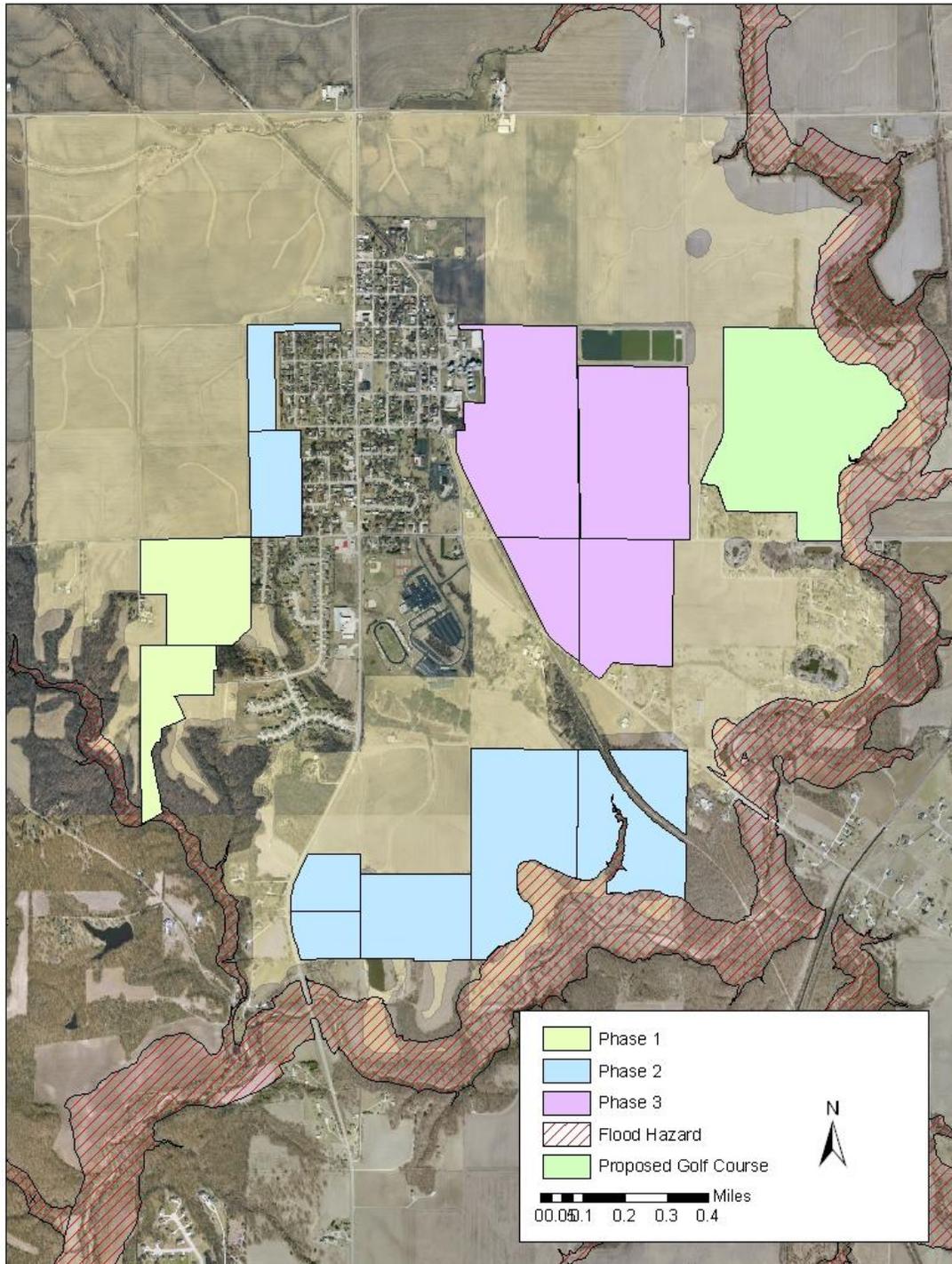
**Figure 3. GPSD expansion.**



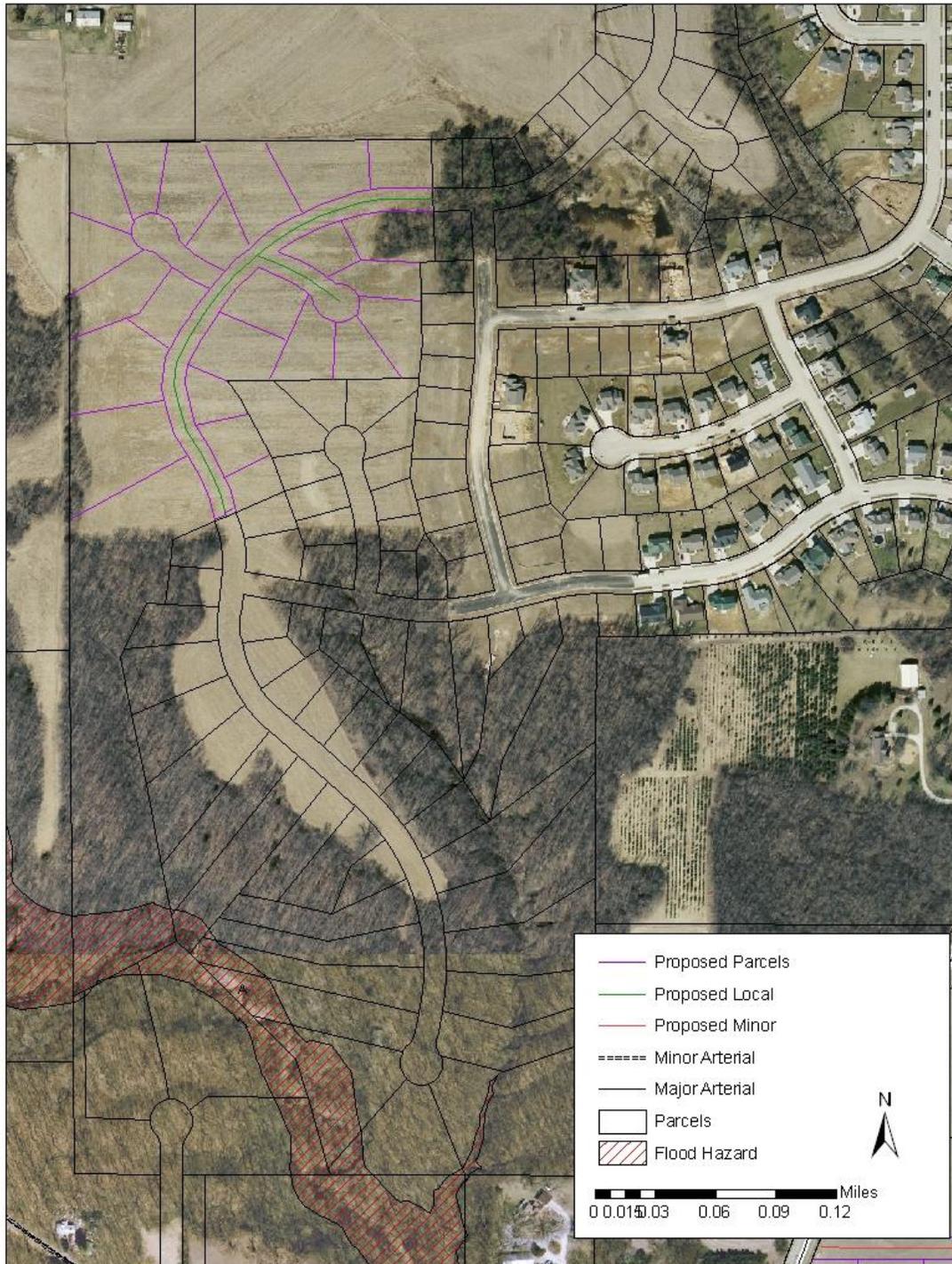
**Figure 4. Potential development areas.**



**Figure 5. Development phasing.**



**Figure 6. Build out of existing subdivisions.**



**Figure 7. Expansion of housing.**

