

METROPOLITAN PLANNING COUNCIL

Priorities for Legislative or Administrative Action in 2005

In 2005, America finds itself still absorbing the results of an historic presidential election that saw voter turnout at an all-time high. The country remains deeply divided on questions of international relations and moral values, yet here at home, the struggles have a familiar feel. Residents of northeastern Illinois don't have real choices to live in communities with a range of housing options, neighbors of all incomes, quality public schools, and transportation alternatives. That's unacceptable. Planning for and building a healthy, economically sustainable region that provides everyone with opportunity and choices remains a core concern of most Chicagoland residents. To advance this vision, the Metropolitan Planning Council proposes the following policy priorities for legislative and administrative action in 2005, at the local, state, and national levels. Working with a wide range of partners spanning government, community and business sectors, we offer our policy expertise and the engagement of regional coalitions to implement solutions to these issues.

- State -

Struggling to come out of an economic downturn, Illinois' revenue projections still lag behind its basic needs, creating an annual shortfall known as the structural deficit. Analysts predict that once again, in FY 2006, the state deficit will be in the neighborhood of \$2 billion. Pension obligations, Medicaid payments, and adequate funding for Illinois' schools are essential expenditures that lawmakers must address. The lack of meaningful fiscal reform in years past has led to piecemeal solutions and new taxes on the business community, year after year. The only viable way to stop the fiscal bleeding is a comprehensive, systemic approach that simultaneously addresses education funding disparities and the structural deficit. As an added benefit, proposals that make more equitable and sensible use of the state's limited assets through planning and application of spending criteria will help slow the growth in state expenditures.

EDUCATION AND TAX POLICY

Reform School Funding, Improve Student Learning, and Deliver Local Property Tax Relief: Currently, almost half of Illinois school districts are deficit spending and cutting programs that affect student learning. In 2004, MPC joined forces with seven other concerned and influential organizations to launch A+ Illinois, a new campaign to comprehensively address education funding, quality, and property tax reform to improve Illinois' educational outcomes. That growing coalition, now more than 1,000 members strong, is leading the charge statewide to ensure action becomes inevitable on these critical issues. To give focus and clarity to its efforts, A+ Illinois is rallying support around three basic principles and will work with anyone whose legislative proposals are consistent with the following:

1) Reducing the reliance on local property taxes to fund Illinois schools will allow for adequate resources for all students, even if they live in property-poor areas. Currently, Illinois provides 36 percent of the funds used in classrooms across the state, compared to a

POLICY AGENDA 2005

State... Page 1

Federal... Page 6

Local... Page 7

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A+ Illinois is a broad and growing campaign to provide a quality education for every child in Illinois, deliver lasting property tax relief, and protect services that are vital to children, families and communities.

The current system leaves many families and communities in jeopardy. Whether measured in human or economic terms, not solving these problems now means we will pay even more later.

Eight organizations have taken the lead in A+
Illinois: AFSCME Council
31, the Center for Tax and Budget Accountability,
Chicago Urban League,
Illinois Education
Association, Illinois Farm
Bureau, Metropolitan
Planning Council, Tax
Policy Forum, and Voices
for Illinois Children.

To get involved, please visit www.aplusillinois.org.

national average of 50 percent. Reducing the reliance on property taxes — by at least 25 percent of the education share — will have the added benefit of eliminating a prime driver of poorly planned growth, traffic gridlock, and the exclusion of workforce housing. In an effort to increase its tax base, many municipalities make unwise land use decisions and annex land they cannot afford to support with new infrastructure and increasing school costs.

- 2) While money is not the only answer, recent research of high performing, fiscally efficient Illinois schools has concluded that at least \$1,000 more per-pupil is needed to ensure an adequate education for our students. That translates to a \$5,952 per-pupil foundation level and a \$1.8 billion price tag, in today's dollars. Illinois must identify a long-term and stable funding source (or sources) to replace the property tax as the primary means of funding schools.
- 3) Along with additional funds, the quality and accountability of schools must improve. Illinois should implement programs to support schools that are struggling under federal No Child Left Behind mandates. Improving early childhood education and teacher mentoring opportunities, among other proven strategies, will contribute to improving the quality of teaching and learning for all students. School fiscal decisions should be transparent, and school districts should be offered incentives to consolidate operations where appropriate.

Serving a High-Risk Population with Insufficient Funds

Carbondale Elementary School District 95 is pulling out all the stops in its efforts to balance its budget. Students in this southern Illinois school district are similar to innercity children: 61 percent are low-income, 55 percent are African-American, and 17 percent — nearly one in five — have special needs. Indeed, elementary schoolchildren in District 95 qualify as a high-risk population. However, because the district's situation is not as dire as other Illinois communities (such as Chicago Heights and East St. Louis), it's not winning the competitive grants that are increasingly essential for school districts to provide vital services.

Yet, District 95 is doing its best to maintain fiscal responsibility, balancing its \$12 to \$14 million budget the past two years. Administrators spent the 1990s working with the local teachers' union to build a 90-day reserve. It sold two of its six schools, despite the fact that student enrollment is on the rise. Still, managing its finances — with skyrocketing healthcare costs, a growing student body, and revenue that can't keep up — is no easy task.

District 95's financial struggle has had significant effects: Only five years ago, the district's summer school program was among the best in southern Illinois. Today, it no longer can afford to offer classes during the summer months. For a district with a student body that is predominantly low-income, this is devastating. While student achievement for both middle and low-income students improves at similar rates during the school year, low-income students experience cumulative summer learning losses during the elementary grades. No Child Left Behind requires that students make "adequate yearly progress," but this district is struggling to meet that mandate.

Like school districts in university towns throughout the state, Carbondale — the home of Southern Illinois University's 6,383-acre campus, all nontaxable — suffers from an inability to take full advantage of its area's property taxes, which provide 55 percent of its total revenue. District 95 covers the balance, but at considerable cost, by not filling teaching positions made vacant by retirees, cutting funds formerly used for programs such as summer school, and selling school buildings.

Is this future we want for all Illinois schools?

HOUSING

Create a Statewide Rental Housing Support Program: To bolster the governor's Executive Order, especially the prioritization of state housing resources to address the needs of households earning less than 30 percent Area Median Income (AMI), it is essential to enact the Rental Housing Support Bill. This legislation would provide grants from the Illinois Housing Development Authority (IHDA) to local agencies to provide subsidies to landlords who, in turn, charge rents affordable for low-income tenants. Monies also can be used for the development of new affordable rental housing. By tapping an innovative revenue source — county recordation fees — this legislation would provide as much as \$30 million to support as many as 5,500 Illinois families in their quests for decent homes.

Renew State Affordable Housing Tax Credits: One of the most successful pieces of housing legislation to pass Illinois' legislature in recent years is set to expire in 2006. Through the Illinois Affordable Housing Tax Credit (IAHTC), IHDA has provided more than \$40 million in tax credits to investors of affordable housing development or employer-assisted housing (EAH) initiatives, which have created or rehabbed some 4,600 homes. The company receives a \$.50 state credit for every dollar donated. Passed in 2003, the IAHTC has proven to be an effective and efficient tool in these fiscally constrained times. Extending the deadline for the expiration of these credits for another five years, until 2011, is warranted.

Support Businesses That Support Workforce Housing: MPC encourages the state to expand its use of EAH. To date, more than 30 Illinois companies have implemented EAH programs, with more in the works all across the state, helping over 250 families own homes. IHDA matches an employer's investment in down payment assistance for eligible employees, and provides funds to support the needed homeownership counseling. An expansion of EAH incentives will continue to reduce participating companies' turnover rates, and recruitment and training costs, while leveraging private sector investment in workforce housing. Through 2003, for every \$1 in state money, private employers have invested \$5 towards housing for their workforce. Companies realize that to retain quality employees and reduce the overly burdensome commutes caused by a regionwide jobs-housing mismatch, EAH is one answer. IHDA has been a solid partner and we urge the Department of Commerce and Economic Opportunity (DCEO) and the Illinois Department of Employment Security also to take a leadership role as EAH expands from a housing pilot to a statewide economic development initiative. EAH is poised to be a key ingredient in Gov. Rod Blagojevich's economic development toolbox.

Engage Illinois' Public Housing Authorities in State and Municipal Housing Strategies: The state's 109 Public Housing Authorities, from the well-known Chicago Housing Authority to the smaller Hancock Housing Authority in central Illinois, manage more than 145,000 homes — including "hard units" and units available through Housing Choice Vouchers — that are critical to meet the demand of the neediest in our population. Per Illinois' Housing Authorities Act (IHAA), DCEO has oversight over these authorities, but little has been done to engage their services and programs to improve public housing. The state should encourage local housing authorities to work more closely with each other and local government to promote more housing choices and an equitable distribution of housing resources, possibly requiring amending the IHAA.

Codify Executive Order 2003-18: Gov. Blagojevich's Executive Order, which articulates the first state housing policy in Illinois' history, expires in 2008. It should be codified into legislation that: (a) enacts comprehensive housing planning requirements for all state agencies currently or potentially investing in housing; (b) ensures maximum coordination, effectiveness, and accountability of all state dollars allocated to housing for operating, service, and capital needs; (c) provides economic incentives for local municipalities advancing the state's housing priorities through coordinated planning for transportation, housing, and economic development and related production activity; and (d) leverages private sector, quasi-governmental, and federal dollars.

TRANSPORTATION

Reform Regional Agencies Responsible for Transportation and Land Use Planning: From the 1960s through the 1980s, governors have taken an active interest in improving the transportation governance process for northeastern Illinois. Like some of his predecessors, Gov. Blagojevich has demonstrated he understands that northeastern Illinois' uncoordinated growth and transportation infrastructure require re-examination. While there has been a big shift in thinking at the federal level to broaden the scope of transportation planning to connect strongly to land use and development, our



Business Leaders for Transportation was created in 1997 to act as a collective voice for Chicagoarea employers on surface transportation policy and funding issues critical to the region.

Led by the Metropolitan Planning Council, Chicago Metropolis 2020, and Chicagoland Chamber of Commerce, Business Leaders for Transportation is a growing alliance of 180 business organizations representing more than 10,000 regional employers.

For more information visit www.businessleadersfortransportation.org. Metropolitan Planning Organization — the Chicago Area Transportation Study (CATS) — is operating under a dated mission informed by old highway bills and controlled by the Illinois Department of Transportation. CATS has been unable to insure coordinated transportation planning and development. Our region needs a single agency responsible for transportation planning and land use, instead of the fractured relationship we now have with the Northeastern Illinois Planning Commission (NIPC), which guides land use, and CATS, which is responsible for transportation planning. A consolidated and strengthened regional planning entity will require new legislation and expanded resources.

Strengthen the Regional Transportation Authority: In conjunction with the merging and strengthening of CATS and NIPC, the agency responsible for overseeing the region's transit providers, the Regional Transportation Authority (RTA), needs strengthening.

The Cost of Congestion

Whether the impact is measured in excess commuting time, increased air pollution, missed school classes and business appointments, or delayed shipments to businesses, freight congestion affects the daily lives of all eight million residents who live and work in northeastern Illinois — as well as the future of an \$8 billion regional shipping industry that employs 117,000 Chicagoans.

During the last twenty years, the region's population grew from 7.1 million to 8.2 million, as both immigration and outward development boomed. In the next 25 years, projections indicate that the six-county region alone will grow by more than two million people and one million cars, while formerly "outlying" counties, such as Kendall and DeKalb, quickly become part of the metropolitan region.

While many commutes still occur from the suburbs to Chicago, today's most common commute is suburb-to-suburb. And since 1990, commute times in five of the six counties have increased by more than —10 percent. The combination of rapidly increasing growth pressures, sprawling development patterns, and congestion have led to some very disturbing trends, including a decline in transit ridership and increased car ownership for city of Chicago residents, due to inefficient transit options to get to jobs in the suburbs.

Already, roadways are clogged, and transit systems are facing service cuts in the face of operating budget deficits. Transportation costs have grown to an average of 19 percent of total household income, second only to housing costs. The Texas Transportation Institute has estimated that the economic cost of congestion in our region — longer commutes, wasted fuel, freight stuck in traffic — is \$4 billion a year.

Gridlock is bad for business, bad for our health, and bad for family and community cohesion. We must do a better job of planning for two million new residents, 800,000 new jobs, and a million new cars. The alternative is to face regional gridlock on a scale that will starve our economy and further compromise our quality of life. Without fresh solutions we will see longer commutes and higher costs for families and businesses. According to research conducted by the Brookings Institution, without a regionally focused plan addressing land use and transportation, few anti-congestion tactics will work.

Experts predict that in the coming decades, only a handful of American cities will emerge as truly "global cities." Those regions will attract the most talented workers and the most dynamic companies. They will have the best cultural venues, the most vibrant communities, and greatest economic opportunity. In short, they will offer the finest quality of life. Right now, we're not doing all it takes to ensure that metropolitan Chicago is one of them.

RTA's structure and powers were last seriously debated in 1983. The main purpose of the agency is to act as an oversight and budgeting authority over the region's three transit service boards: Metra, Chicago Transit Authority (CTA), and Pace. However, RTA was not able to work out solutions during recent funding debates over additional operating funds. RTA also is required to ensure comprehensive and coordinated public transportation. Sorely needed are better coordinated services by the three modes, more innovative transit services (such as more suburb-to-suburb service), and more retail and housing developments near stations. As we did in the 1970s and 1980s, MPC is working to catalyze new approaches through a reworked RTA act that delivers coordinated services and provides comprehensive transit planning connected to a funding plan.

Re-evaluate Illinois Transit Funding: Northeastern Illinois' transit system is operating on a 21-year-old formula that was developed to solve the immediate funding problems of the early 1980s. Our transit needs have grown as the region has grown. With five New Start transit projects included in TEA-21 (the 1998 federal surface transportation legislation), and the region's request for 13 more projects in TEA-3 (the pending federal bill), more state and regional money will be needed to operate this growing system. The CTA faces severe cuts in July 2005 if the Illinois General Assembly fails to act this spring, and Metra will be unable to operate its three extended service lines in the future without additional help. The federal government re-evaluates transportation funding, distribution, and priorities every six years. The Illinois General Assembly is long overdue in reassessing how public transportation in the state is funded. MPC supports a reworking of the formula and an expansion of total transit funding so that transit providers have the right incentives, and so that Pace, Metra, and CTA all gain.

Implement New Capital Funding Program: With the expiration of Illinois FIRST in mid-2004, there remains a pressing need to craft a successor, multi-year, capital infrastructure package that can be acted on following enactment of federal TEA-3 legislation. The allocation of monies from a new state capital fund should be tied closely to planning criteria, rewarding municipalities and communities that follow the Local Planning Technical Assistance Act. The issue of regional governance must be addressed simultaneously, as detailed in the first two items in this section. Our firm belief is that absent significant structural changes, new investments will not be made wisely.

SENSIBLE GROWTH

Strengthen and Fund Regional and Local Planning: The core of MPC's mission is to support sound local and regional planning. Planning is a cost-efficient means to ensure public resources are well spent, yet the state has not supported the Local Planning Technical Assistance Fund since it was created in 2002. MPC will continue to advocate for the state, through programs such as Opportunity Returns, to support regional and local planning, offer incentives to communities that practice sound planning, and raise the bar for quality planning in northeastern Illinois and across the state.

Protect the Region's Water: To preserve water quality and quantity throughout the state, MPC promotes passage of enabling legislation for county-wide stormwater management agencies outside of the northeastern Illinois six-county region. A recent study completed by MPC and its Campaign for Sensible Growth partner, Openlands Project, indicated that municipalities located in counties with stormwater management agencies are better protecting their water resources through county-wide ordinances administered through these agencies.



The Campaign for
Sensible Growth is an
action-oriented coalition
of government, civic and
business leaders in northeastern Illinois' six counties (Cook, DuPage, Kane,
Lake, McHenry, Will)
working to promote economic development while
preserving open space,
minimize the need for
costly new infrastructure,
and improve the livability
of our communities.

The Campaign, working through its partners, has three primary goals:

- Strengthen the economic competitiveness of the Chicago region through smarter use of infrastructure investment and incentives;
- Revitalize and support existing communities; and
- Promote new development, which is more walkable, transit friendly, and preserves natural resources in newly developing areas.

To learn more about the Campaign for Sensible Growth, visit www.growingsensibly.org. **Preserve Illinois' Open Space:** The OSLAD (Open Space Land Acquisition and Development) grant fund and NAAF (Natural Areas Acquisition Fund) are important for the acquisition and development of open space and parks throughout the state. They receive funding from the real estate transfer tax, not the general fund. During last year's legislative session, the governor proposed eliminating all monies for both funds. Fortunately, in response to pressure from constituents and legislators, he inserted funding back into the budget. The coalition that spearheaded the outpouring of support for maintaining the funds, including MPC and the Campaign for Sensible Growth, represented more than 130 organizations and thousands of individuals. We will continue to support use of the real estate transfer tax for acquisition, preservation, and stewardship of natural areas (NAAF) and grants to local units of government for parks and recreational facilities (OSLAD). Furthermore, the Campaign will continue to support a permanent funding source for the Open Lands Trust Fund, which has been subject to cuts for the past five years.

TECHNOLOGY

Eliminate the Digital Divide: With sections of the 2001 Eliminate the Digital Divide Law scheduled to sunset on July 1, 2005, and Gov. Blagojevich's Broadband Task Force finally meeting, Illinois has a renewed opportunity to ensure that everyone in the state, regardless of where they live, is able to participate in a technology-based global economy. The goals of the Digital Divide Law were to establish education and economic development initiatives that would provide new technology to all members of society. It also amended the Public Utilities Act and established the Eliminate the Digital Divide Infrastructure Fund to ensure the widest availability of telecommunications services to residents at reasonable cost, and spur substantial investment in telecommunications infrastructure. With the act scheduled to sunset this year, it will be critical to work with the governor's Broadband Task Force, the Digital Divide Elimination Advisory Committee, and others to ensure continued investment in broadband technologies throughout all regions of the state.

- Federal -

EDUCATION

Fund Federal Mandates: Illinois schools are under tremendous pressure emanating both from inadequate state funding and overly burdensome, unfunded federal mandates. Both the No Child Left Behind Act (NCLB) and the Individuals with Disabilities Education Act (IDEA) place requirements on Illinois schools without providing the necessary funds to meet those requirements. The result is that Illinois schools lean heavily on the local property tax and already inadequate state funding to meet the mandates. NCLB itself is underfunded by \$9.4 billion for Fiscal Year 2005-06. Given that approximately 45 percent of school districts are deficit spending, the federal government must adequately fund the mandates it imposes.

HOUSING

Make Public Housing Funding Streams More Flexible: Building on the favorable outcomes of the Moving To Work agreements signed between the U.S. Department of Housing and Urban Development (HUD) and selected housing authorities throughout the country, federal streams of operating and capital funding to public housing authorities (PHAs) should be merged, allowing greater flexibility. Two goals should govern the amount of funding received by individual PHAs: preserve affordability and make provisions for each property's eventual recapitalization. Flexibility would allow funding streams to be used for financing or targeting properties to attract non-public housing residents, thereby creating mixed-income communities. In addition, HOPE VI funding (fixed at \$149 million for the last two years) should be restored to its original annual level of \$570 million.

Protect and Expand the Housing Choice Voucher Program: Congress must continue to fund the Housing Choice Voucher (HCV) program for the 2.1 million households nationally that rely upon it, 76,800 of them in Illinois. Given the delicate financial layering required for the development of affordable housing, and the integral part the HCV program plays in that mix, recent proposed cuts and changes in the funding formula sent a shockwave through the affordable housing investment market and jeopardized planned housing initiatives. In addition, an explicit regional approach to vouchers by HUD would increase portability of the vouchers, mobility of low-income recipients, and coor-

dination between housing agencies and authorities. It also would allow PHAs to better respond to the market and adjust rents accordingly.

Establish a National Housing Trust Fund: Across the country, and particularly in Illinois, the supply of affordable rental housing has not kept up with demand. A national trust fund should be established and used to support the production, preservation, and rehabilitation of 1.5 million affordable units over the next 10 years. Housing for the extremely low-income and homeownership for lower-income households are two key priorities that will help ensure no family spends more than 30 percent of its income for housing. Allocations from this fund should be made based upon need and subject to a state matching requirement, with higher preference given to privately raised matching funds.

Enact a Federal Homeownership Tax Credit: Low down-payment mortgages and employer-assisted housing programs are just two ways that low-income households have been able to afford their own homes. However, this need cannot be met at the local level alone. A flexible federal homeownership tax credit, allocated by the state, can further the goals of successful local programs.

Create Employer-Assisted Housing Incentives: Similar to efforts being conducted at the state level in Illinois, the federal government can support employer-assisted housing (EAH) efforts nationally. Either through tax credits to participating employers, use of federal programs to encourage EAH, or the continued tailoring of government-sponsored mortgage products to EAH, the federal government can do much to support this very effective and cost efficient tool, which expands housing options for the growing workforce.

Eliminate Regulatory Barriers to the Production of Workforce Housing: The federal government should use the tremendous power of its funding programs to reward states that promote affordable housing in their plans and programs. Federal transportation, HOME, and CDBG dollars should be distributed, in part, as a reward for the production of workforce housing. States that support the removal of barriers to the production of workforce housing should fare better in the allocation of these funds than states that do not. Declaring expansion of affordable housing as a state goal, plus performing a statewide assessment of housing needs or an analysis of regulatory barriers, also are ways states could qualify for preferred funding from the federal government.

TRANSPORTATION

Authorize TEA-3: The federal Transportation Equity Act for the 21st Century (TEA-21) expired on September 30, 2003. Despite several extensions, as of February 2005, a new bill has not been approved. To ensure Illinois receives its fair share in the next bill, MPC and Business Leaders for Transportation have been working with regional and state transportation professionals; local, state and federal officials; and business and civic organizations to promote a new need-based distribution formula that meets the region's priorities and recognizes Illinois' role as the nation's transportation hub. Other priorities include increased funding for Illinois' road, transit, and freight networks; strengthened coordination of transportation and land use planning; and a dedicated funding program to invest in nationally significant intermodal freight corridors—including the \$1.5 billion to support CREATE's (Chicago Region Environmental and Transportation Efficiency Program) five or six corridors and 25 grade separations.



HOUSING

Create and Implement Local Housing Plans: The recently passed Affordable Housing and Planning Appeals Act requires 49 northeastern Illinois communities that do not have at least 10 percent affordable housing to create housing plans to address local housing needs. MPC will work with these affected communities and others to take the first step of adopting the Metropolitan Mayors Caucus' Housing Endorsement Criteria. These simple criteria offer a sound base upon which any community can build its housing plan. MPC is partnering with the Metropolitan Mayors Caucus and regional housing groups to assist in the creation of these plans by using already available tools, such as employer-assisted housing.

Address Affordable Housing in the City of Chicago: Despite the recent adoption of new housing tools, like the affordable housing bonus in the 2004 zoning code, Chicago still faces a serious challenge to provide housing options for its needy residents. While some measures have stalled in City Council, MPC believes there are solutions that can tap the momentum of the private market and increase the supply of workforce housing across the city. We urge the Mayor Richard M. Daley and the City Council to fully explore all options.

Support the Success of Mixed-Income Communities in Chicago: The Chicago Housing Authority Plan for Transformation calls for the creation of more than 15,000 new and rehabbed homes within mixed-income communities throughout the city. Public agencies, private developers, civic stakeholders, and community-based organizations have worked together since the inception of the Plan in 1999 to coordinate the planning, financing, and implementation of these communities. More than a dozen of them already are up and running in areas such as Near North, Bronzeville, and the Near West Side, and many more currently are in construction or will start occupancy soon. MPC is advocating for increased communication and coordination of all parties involved in providing these key ingredients for success, and for guaranteeing that enough resources are devoted to their endeavor.

TRANSPORTATION

Implement Chicagoland TRIPS: The Traveler Resource and Itinerary Planning System (TRIPS) is a collaborative initiative of the City of Chicago, Chicago Convention and Tourism Bureau, Regional Transportation Authority (RTA), and MPC. TRIPS combines useful information on region-wide events with directions on how to access those locations using transit. After a pilot period and evaluation, MPC urges the RTA to make TRIPS available to anyone with an Internet-accessible kiosk or other similar hardware. Full implementation of TRIPS will reduce traffic congestion, as tourists and residents alike utilize transit rather than cars to visit popular events and destinations.

REDEVELOPMENT

Engage in Community Planning: On Nov. 1, 2004, Chicago's new zoning ordinance went into effect. Communities across the city should use this opportunity to plan for future growth and update their local zoning maps. Outdated zoning maps have led to battles over new development from East Village to Rogers Park. MPC urges community-based organizations to partner with their aldermen and the Chicago Department of Planning and Development (DPD) to engage in a planning process that will result in a predictable future for both residents and developers. MPC's Zoning Change Strategy offers a template, but additional staff and money is needed from DPD if communities are to successfully remap transitional areas.

METROPOLITAN PLANNING COUNCIL



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