

Peoria Warehouse District Implementation Plan



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Peoria Warehouse District Implementation Plan

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John Gwynn Jr Ave

Caterpillar

City Link

Chiefs Stadium

United States Post Office

Illinois River

Merriman Ct

Braves Ct

Hurlburt St

Merriman Ct

Johnson St

Merriman Ct

McBean St

Richard Poyor Pl

Reed Ave

Elm St

Richard Poyor Pl

Maple St

St River West Blvd

Spencer St

Persimmon St

Meyer Av

Pecan St

MacArthur Hwy

May St

Monarch St

Hightower St

William Kumpf Blvd

Adams St

Liberty St

Washington St

Water St

Walnut St

William Kumpf Blvd

Walnut St

Water St

State St

Ridgton St

Main St

CHAPTER 1

Executive Summary

Introduction

Across the country, cities have recognized the value in reinvesting in their downtowns not only as a means of preserving and promoting a city's unique sense of place, but also as a means of reinventing the function of downtowns as the hub of a city's economic development. Peoria is no different. Beginning with the 2002 Heart of Peoria Plan, Peoria's urban core, which includes the Warehouse District, has been the beneficiary of a substantial and steady current of planning and revitalization efforts. The 2002 Heart of Peoria Plan recognized that the significant stock of underutilized buildings within the Warehouse District could become the foundation for the emergence of a new, urban neighborhood through adaptive reuse and the promotion of mixed-use development. In fact, that foundation was already taking shape with several redevelopment projects completed or underway at the time the Heart of

Peoria Plan was born. Since 2002, Peoria has continued to take steps toward implementing the vision of the Heart of Peoria Plan; and, despite the economic downturn, the Warehouse District continues to be a viable and important piece in implementation efforts. The Warehouse District Implementation Plan is a culmination of those previous efforts and presents a clear path forward toward the realization of the community's vision for the Warehouse District.

It is important to clarify that this plan is not prescriptive and fixed, because no plan can anticipate the countless variables that affect the often-organic nature of a city's evolution. Instead, this plan is a flexible set of recommendations to guide the City and a predictable framework for the development community, as they work together to revitalize the Warehouse District.

Study Area

The study area for this plan includes approximately 135 acres within the Warehouse District. The study area boundaries were determined by overlaying several maps associated with the area including the Form District boundary, TIF District boundary, Washington Street Improvements Area, and the Warehouse District Street Improvements TIGER II boundary. As illustrated in the aerial photograph on the facing page, the resulting boundaries for this study were Jefferson Street, Harrison Street, the river, Persimmon Street and Spencer Street.



The study area contains a mixture of active industrial uses, revitalized structures, and vacant, historic industrial architecture

Process

No planning effort can result in true results without the input of key stakeholders. Planning and implementation in the Warehouse District has benefited from a great deal of involvement from stakeholders, including citizens, residents, business owners, property owners, developers, public officials, and others. Public involvement helped to shape the established vision for the Warehouse District. As with previous efforts, this implementation plan is informed by input received during its production, including:

- interviews conducted in December 2011, with stakeholders who have redeveloped in the Warehouse District or are interested or actively pursuing redevelopment projects in the Warehouse District;
- follow-up meetings and conversations with stakeholders, city staff, and public officials;
- comments received at an April 2012 public presentation of the site assessment, market findings, and preliminary concepts; and
- comments received at a November 2012 public presentation of the draft plan, after which final revisions were made and the plan was delivered to the City.

How to Use This Plan

As stated in the introduction, this Implementation Plan is intended as a guide for both the City and potential developers. Specifically, this plan:

- consolidates the common elements from previous plans into a single vision to guide the redevelopment of the Warehouse District (chapter 2);
- provides guidance on potential building program based on market projections (chapter 3);
- establishes marketing concepts unique to the district (chapter 3);
- offers design concepts for catalytic projects that illustrate where and how building program and marketing concepts might be configured on the ground (chapter 4);
- explores the feasibility of catalytic projects and how potential projects can be financially constructed (chapter 4); and, most importantly,
- recommends district-wide strategies for successful implementation (chapter 5).

This plan should be used as a basis for policy and development decisions; however, it is expected, and even encouraged, that additional and more current information might also affect such decisions.

Strategy Overview

The chief product of this plan is a set of ten strategies for success. Each of the strategies outlined in this plan are important to achieving the vision, but it is the City's responsibility to execute each strategy in a manner that best suits the interest of the community. The ten strategies for Peoria's Warehouse District are:

Strategy 1

Create an Organization That Oversees and Supports Development in Downtown Peoria

This plan recognizes that the Warehouse District is a distinct area within Downtown Peoria and the vitality of the Warehouse District positively impacts the entire Downtown and vice versa. This plan recommends the creation of an organization that champions all of Downtown and guides its development while preserving the autonomy of its distinct districts.

Strategy 2

Brand and Promote the Warehouse District

Urban neighborhoods and downtowns across the country are increasingly seeking to discover and leverage their unique sense of place in order to promote pride in community and spur economic development. This plan recommends the launch of a branding effort for the Warehouse District focused on the concept of an "Old Peoria Distillery District," which celebrates the unique industrial and architectural heritage of the area.

Strategy 3

Focus on Key Catalytic Projects and Attracting Anchor Uses

This plan recognizes the need to focus on developing catalytic projects and attracting unique, anchor business uses in the Warehouse District. The specialty “anchor” uses recommended in this plan are not large in scale, but are specialized to help link the identity of the district with the distillery heritage brand.

Strategy 4

Encourage and Incentivize Adaptive Reuse

The architectural character of much of the Warehouse District’s existing buildings is what makes the district unique. It is this unique character that often attracts creative business tenants and residents to the district. This plan recommends the protection of existing resources and the creation of a central source for adaptive reuse incentives to assist owners and developers in the district.

Strategy 5

Capitalize on Proximity to the Riverfront

Considered one of Downtown Peoria’s distinctive assets, it is important to consider the role of the River in the transformation of the Warehouse District. This plan recommends reclaiming the riverfront over time as an open space for active and passive recreation that can serve the district and the community as a whole.

Strategy 6

Develop a Parking Strategy for the Warehouse District

Capturing destination visitors will be critical to the early success of the Warehouse District’s revitalization efforts and most of these visitors will arrive by automobile. This plan recommends the development of an interim strategy that capitalizes on existing parking assets and a long term strategy that plans for centralized solutions to parking needs.

Strategy 7

Complete Transportation and Infrastructure Improvements

The current efforts along Washington Street and other streets within the Warehouse District are critical to create a transportation network that balances the needs of pedestrians, cyclists, and vehicular traffic. This plan recommends that improvements to create a more balanced network throughout the Warehouse District be fully implemented in order to increase the attractiveness of the area to new, urban investment.

Strategy 8

Encourage and Incentivize Sustainable Practices

This plan recognizes the inherent sustainability in the preservation and adaptive reuse of existing buildings within the Warehouse District. This plan makes recommendations for additional sustainable practices and recommends the use of incen-

tives to encourage owners and developers to incorporate these strategies into their projects.

Strategy 9

Refine the Form-Based Code and Develop Design Guidelines

This plan lauds the City’s adoption of form-based zoning for the Warehouse District, but recognizes that all standards need to be revisited periodically and tweaked, if necessary, based on current conditions. This plan recommends some revisions to the form-based standards and suggests that the City adopt Architectural Standards specific to the Warehouse District that preserve and enhance its unique character.

Strategy 10

Maintain Streetscapes and Public Spaces

A well-maintained neighborhood creates a clean, safe, and inviting environment for residents, workers, and patrons. This plan recognizes that infrastructure improvements underway and proposed will require maintenance beyond typical City standards; and, it recommends the creation of a maintenance program, including responsibilities and potential sources of funding.



CHAPTER 2

The Vision for the Warehouse District

Introduction

Peoria's Warehouse District has the potential to become downtown's premier urban neighborhood where streets are animated with people living, working and playing. The district's proximity to the central business district and the riverfront coupled with its wealth of historic, urban warehouse architecture provides the setting for a unique place that can be a destination not only for the city, but the region and beyond. Reinvestment in the area is strengthening thanks to a handful of pioneers whose efforts have not only sparked a revival of the area, but also expanded the attractiveness of the area to investors interested in its redevelopment. Likewise, the City has been a partner in the effort to revitalize the Warehouse District since 2002 through a series of plans and initiatives. It is imperative that the City continues to embrace the vision of the Warehouse District and takes the necessary steps to assist in ensuring that vision is attained.

History

The history of the Warehouse District is the foundation for its vision. The aging brick structures that line the district's streets are a physical reminder of Peoria's glorious industrial past. But it is important to consider the history of the district within the greater context of the city's history in order to better understand its importance in the city's overall development. Since its earliest days, Peoria owes its rise to the widening of the Illinois River known now as Peoria Lake. The Native American tribes of the Illinois Confederacy, including the Peoria tribe, settled in this area, which they called Pimiteoui meaning "lake of great abundance." The region was an important fishing and hunting ground for the nomadic Illini tribes that were part of the Algonquin nation. Constant warfare caused the Native American population to dwindle and European explorers began to settle the area in the late 1600's.

The first village in the area was Fort St. Louis II, or Fort Pimiteoui as it was also known, and was founded by French settlers Henri de Tonti and Francois Daupin de LaForest. France relinquished the Illinois Territory to Great Britain following their loss in the French and Indian War in 1763. A leader in the village, Jean Baptist Maillet, was appointed commander of the settlement. Maillet built a house south of the original settlement and the area became known as LaVille de Maillet. The area around LaVille de Maillet is now the location of downtown Peoria. During the War

of 1812, American soldiers burned the French settlement to the ground and the remaining Native American tribes in the area were forced to migrate west. Soldiers built Fort Clark on the site of the French settlement near Liberty and Water Streets today. By the 1820's, American settlers, such as Josiah Fulton and Abner Eads, arrived and helped to build a new village around Fort Clark. Peoria was incorporated as a town in 1835, and by 1845; Peoria was incorporated as a city. The Illinois River and Peoria Lake were no longer simply a hunting and fishing ground. The river provided hydropower to mills and a means to import and export goods. As early as the 1830's industries began to spring up along the banks of the river and its tributaries.

Thanks to the river and the abundance of grain in the region, Distilleries were one of Peoria's earliest industries that grew to be one of its largest. The first distillery was built by Almiran Cole in 1843 along the riverfront near Oak Street. Breweries were also present, though they were less prevalent than distilleries. Andrew Eitle built the first brewery in 1837 south of the current Bob Michel Bridge in the heart of the Warehouse District. Between 1837 and 1919, Peoria was home to 73 distilleries and 24 breweries. The area between State Street and the current I-474 overpass was known as "Distillery Row." In 1881, whiskey baron Joseph Greenhut, built the largest distillery in the world south of Cedar Street, which was named the Great Western Distillery and, much later, Hiram Walker. Peoria

quickly became known as the “Distillery Capital of the World” and paid more in federal whiskey tax than any other United States city. The alcohol industry spawned countless related industries that were necessary to support the distilleries. Peoria generated enormous wealth during this time and citizens used that wealth to build municipal buildings, parks, churches, and theaters for the performing arts. Unfortunately, Prohibition brought an end to the golden era of Peoria distilleries. Only Hiram Walker and Pabst Brewing were present following the repeal of Prohibition. Today, the only alcohol distilled in the Warehouse District is grain alcohol by ADM, which is located in what remains of Greenhut’s Great Western Distillery.

Peoria’s other great early industry was farm machinery, which eventually led to its long time claim to the title of “Earthmoving Capital of the World.” Farm machinery manufacturing began as early as 1837. Names such as Avery, Kingman Plow, Tournapull, Selby Starr & Co., and Keystone Steel and Wire were just a few of the many farm and earthmoving machinery manufacturers located in Peoria. Caterpillar, which began as a merger between two companies in 1925, is the most well-known and major industry in the city. The international headquarters of Caterpillar is located in downtown Peoria and the company has several buildings in and around the Warehouse District. While Caterpillar’s factories are located all over the world, it is clear that Peoria will be the hub of its operations for years to come and

this can have a positive impact on the revitalization of the Warehouse District.

From wagons to whiskey, wholesale grocers to furniture makers, there is little doubt about the important role Peoria’s industry has played in its heritage (see birdseye view from 1867 on p. 4). In the 1920’s, it was said that the words “Made in Peoria” were stamped on more than 900 manufactured items. While manufacturing has waned and many warehouse buildings sit empty, industry in Peoria and the Warehouse District is still alive. Steel fabricators, kitchen-supply companies, and food and beverage distributors are just a few of the industrial uses still in the area. A. Lucas and Sons Steel was started in 1857 and is still in operation today on Washington Street. These industries have the potential to spawn new, smaller industries that can coexist with redevelopment already underway and the vision of a mixed-use, urban neighborhood.

Previous Plans and Studies

The following is a brief summary of the plans and initiatives related to the Warehouse District that have been completed since 2002.

Heart of Peoria Vision Plan (2002, Duany Plater-Zyberk & Company)

The 2002 Heart of Peoria Plan was born out of the recognition by community leaders that in order for Peoria’s downtown and surrounding neighborhoods to remain competitive, a bold

new vision for growth and redevelopment was necessary. The city hired Duany Plater-Zyberk, founders of the new urbanism movement, to assist them in developing this vision. The planning process included an intense multi-day workshop, known as a charrette, to engage the public and present ideas for feedback. Over 1,000 people participated during the weeklong event. Despite the fact that the Heart of Peoria Plan was only adopted “in concept” by the City Council, the plan laid the groundwork for subsequent efforts towards implementation of its key concepts.

The plan has two important components. First, the plan makes specific recommendations for modifications to the regulatory framework for development in an effort to make downtown development easier and promote good urban design. Second, the plan presents design proposals for specific interventions, including the Warehouse District, in order to illustrate the plan’s principles and guide redevelopment as it occurs. The common thread is the importance of good design and the need for city officials to be well informed on matters of design as decisions are made regarding implementation. The Heart of Peoria Commission was established in 2004 to help realize the vision of the plan. Despite progress towards implementation, the group unfortunately voted to disband in 2009 leaving the plan with no formal steering committee to champion continued efforts.

The Warehouse District was targeted for specific

interventions primarily because redevelopment was already occurring in the area. The plan identified the Warehouse District as important for two reasons: the preservation of Peoria's industrial history and the opportunities for adaptive reuse of buildings with an urban aesthetic that would appeal to the market of Peoria's economic and cultural future. Key recommendations for the Warehouse District, some of which have been implemented, include:

- Preserve the waterfront for public use
- Review the historic preservation ordinance to determine its effectiveness
- Remove parking requirements and establish a parking management district similar to a public utility
- Develop a specific plan and code for the Warehouse District
- Develop a streamlined permitting process to incentivize redevelopment
- Establish a Tax Increment Financing district to help fund redevelopment
- Establish a Town Architect position within the Planning Department or an Architectural Review Board that understands good urban design and can work closely with developers (this recommendation applies beyond the Warehouse District)

Heart of Peoria Implementation Charrette Report

(2006, Ferrell Madden Associates)

In 2006, the city of Peoria hired form-based



This iconic image, by Urban Advantage, was completed for the Heart of Peoria Implementation Charrette in 2006 and illustrates a transformation of Washington Street from a high-speed thoroughfare to a vibrant urban street.

coding experts, Ferrell Madden Associates, to develop specific plans and codes for several districts within the Heart of Peoria Vision Plan. The Warehouse District was one of four “form-districts” in which the Ferrell Madden team developed a plan and accompanying form-based code. A public planning process was conducted in the fall of 2006. Over 75 individuals participated in one session dedicated to the Warehouse District. The Warehouse District was envisioned as a vibrant, pedestrian-friendly district with a variety of uses, housing for many income levels and direct access to the riverfront. There were also many community voices adamant that the Warehouse District must maintain a full range of

uses including viable industry.

The Ferrell Madden team included a market assessment by Urban Advisors. The assessment found that there had been steady growth in health and education employment in Peoria since 2003. While manufacturing was projected to continue to be a mainstay of the economy, health and education would continue to grow as well along with incomes. These trends and the supporting data seem to also indicate a pent-up demand for more urban housing choices. The Market Update that is part of this Implementation Plan will shed light on how these projections have or have not changed since the onset of the “Great Reces-

sion.” Key recommendations for the Warehouse District include:

- Establish a TIF district to help finance infrastructure upgrades
- Encourage mid-rise, mixed-use infill with a focus on retail at street level
- Encourage the location of centralized parking structures that are well integrated architecturally into the streetscape
- Provide a variety of residential unit types to meet different housing needs
- Recapture the riverfront for public use

Warehouse District TIF

(2007, Camiros, Ltd.)

In 2007, the city of Peoria hired Camiros, Ltd. to study the viability of a Tax Increment Finance (TIF) District for the Warehouse District. TIF is a redevelopment tool that uses future gains in taxes generated by redevelopment to subsidize projects that will produce gains in taxes. The study recognized that in order to prevent additional blight in the Warehouse District and encourage mixed-use redevelopment that met the vision of the Heart of Peoria Plan a TIF district was warranted. After review of the existing conditions within the study area, it was determined that the Warehouse District met the criteria for establishment as a TIF district.

SynergiCity

(2009, University of Illinois at Urbana-Champaign)

Graduate architecture students from the University of Illinois at Urbana-Champaign developed

the SynergiCity plan in the spring of 2009. The plan identifies Peoria as a “shrinking city,” based on a decline in population that has plagued many industrial cities in the recent past. The SynergiCity plan is a response to the premise that a transformation from an industrial-based economy to an innovation-based economy is necessary to stem the decline of manufacturing cities. The master plan promotes five major concepts: walkability, density, sustainability, the concept of centers and nodes of development, and synergy, the “cooperation of action of creative enterprise.” Key recommendations of the plan include:

- Reroute and concentrate transportation parallel to the Illinois River
- Redesign Washington Street as a boulevard
- Highlight State Street as a civic-oriented center for the Warehouse District that includes a research/business incubator
- Encourage 3-5 story mixed-use buildings
- Implement a landscaped levee and filtration basin to the south along the river

Residential Development Opportunities in Downtown Peoria

(2008, 2009, 2011 Tracy Cross & Associates, Inc.)

The City hired Tracy Cross Associates to conduct a market analysis for downtown residential in 2008. The result of the analysis indicated a strong demand for residential in the downtown area and identified the Warehouse District as a prime location. As the recession took hold beginning in 2008, the City became concerned

how it might affect the outcome of the 2008 study. The City asked Tracy Cross Associates to update their study in 2009 and 2011. The updates concluded that despite a sluggish economy Peoria had yet to fill its potential for urban residential, especially rental housing. Steep declines in residential permit authorizations occurred in 2008 and 2009; however, volumes reversed and rose greatly in 2010. Nearly three-quarters of the permit authorizations were for multi-family projects. Moreover, the vacancy rate in downtown urban housing decreased from 3.4% in 2008 to a staggering 1.2% in 2011 with no incentives or concessions provided. This indicates the downtown housing market continues to be underserved. The study states that downtown, including the Warehouse District, could absorb nearly 200 units per year over the next several years. Key findings in this study include:

- Downtown and the Warehouse District must provide a variety of housing types that appeal to consumers attracted to the area.
- Housing must be positioned competitively with alternatives in other locations.
- Rental housing should be the primary focus for the first five years.
- More than 50% of the annual housing absorption should be loft conversion rentals from older buildings ranging from 500 to 1,200 s.f. with an average rent of \$1.04/s.f.
- 35% of the annual housing absorption

should be new construction rentals with an average size of 975 s.f. and an average rent of \$1.11/s.f.

- 6% of the annual housing absorption should be three-story garden condominiums ranging from 1,100 s.f. to 1,450 s.f. and priced between \$152,990 and \$177,990.
- 3% of the annual housing absorption should be townhouses ranging from 1,600 s.f. to 1,900 s.f. and priced between \$202,990 and \$222,990.

Comprehensive Plan

(2011)

In 2010, the City updated its Comprehensive Plan. The plan identified eight critical success factors to achieve its vision. Three of these critical factors, reinvest in neighborhoods, support sustainability, and invest in our infrastructure and transportation, are already underway in the Warehouse District. While broad in scope, the Comprehensive Plan provides direction on how redevelopment of the Warehouse District is an important element in Peoria's growth. Key action items include:

- Rebuild the Heart of Peoria.
- Optimize the Illinois River.
- Encourage mixed-use development.
- Encourage historic preservation.
- Require urban streets with an emphasis on promoting sidewalks, street trees, connectivity, walkable environments, and transit.
- When floodplain areas are not conducive

to existing industrial uses, convert these areas back to open space.

Implementation Progress

The following is a brief summary of some of the efforts toward revitalization of the Warehouse District.

Redevelopment Projects Completed or Underway

The revitalization of the Warehouse District began as a grassroots effort on the part of several local urban pioneers. All of the recent planning efforts were spurred by the projects of these pioneers. Early redevelopers recognized the potential of Peoria's historic, industrial buildings as an attractive alternative to suburban lifestyles and a logical extension of downtown and the riverfront. Redevelopment projects have included a wide spectrum of uses including residential, retail, restaurants, offices, and even a television studio. Artists and design professionals work in the same district as steel fabricators and wholesale distributors. Project by project, the Warehouse District embodies the characteristics of a true mixed-use neighborhood. Successful redevelopment projects include:

- 401 Water Street
- Vieux Carre
- WTVP
- Sealtest
- Water Street Solutions

- Lofts at Waterfront Place
- Prairie Center of the Arts
- Numero
- WORKflow

Warehouse District TIF

(2007)

The TIF district was approved in 2007 for the Warehouse District. The district incorporates 313 buildings and 438 tax parcels on 215 acres. The TIF district has a 23-year life and a value based on an estimated total redevelopment cost of \$292 million. The TIF district allocates 50% of its funds to developers and 50% of its funds to public infrastructure. As of 2010, six projects had entered into development agreements with the city.

Peoria Land Development Code Form-Districts

(2008)

The Form-Based Code Handbook, by Daniel and Karen Parolek and Paul Crawford, defines a form-based code as "a method of regulating development to achieve a specific urban form." The plan for the Warehouse District, developed by the Ferrell Madden team during the 2006 Heart of Peoria Implementation Charrette, became the regulating element for a "form district" as defined in the Peoria Land Development Code. The intent of the Warehouse District Form-District is "to promote traditional urban form and a lively mix of uses."

Standards for compatible infill development were

established according to street frontage within the district. The form district includes bulk standards organized under the following headings: height, siting, use and element. The standards promote a form of development that encourages a mixed-use, pedestrian-friendly environment. There are general design standards for architecture, signage, lighting and mechanical equipment that apply to new construction as well as additions; however, despite its unique character, there are no design standards that are specific to the Warehouse District. Proposed street cross-sections based on right-of-way width are included in the code and have become the basis for recent improvements to Warehouse District streets. The code is mandatory; however, variations to the code for site specific projects are possible through the Special Use process with ultimate approval through the City Council.

Walnut Street Improvements (2010)

A portion of Walnut Street between Washington and Water Streets was redesigned in 2009. The new design included wider sidewalks, narrower travel lanes, parallel and diagonal on-street parking, street trees and planters. A portion of the design was constructed in 2010. The Water Street Solutions building at the intersection of Water and Walnut was completed shortly thereafter. The existence of a surface parking lot in this location required a low wall as part of the streetscape design in order to screen the parking from the pedestrian way.

Washington Street Improvements (currently underway)

A multi-disciplinary team was hired by the City of Peoria to design improvements to Washington Street through the Warehouse and Central Business Districts. Streetscape concepts were developed for Washington Street between Cedar Street on the southwest and Hamilton Street on the northeast. Overall, the goal was to create a more balanced street that accommodated pedestrian and vehicular traffic. The actual streetscape design varied based on the ROW and adjacent context. In addition to street improvements, concepts were also developed six success factors were identified as ideal for the transformation of Washington Street: the creation of an urban thoroughfare, a design that fosters redevelopment, the incorporation of sustainable features, the reduction of the impact on the combined sewer system, a design based on stakeholder consensus, and a project that stays on schedule and within budget.

TIGER II Warehouse District Streets (currently underway)

Building on the Washington Street effort, the City applied for a TIGER II grant to complete the street improvements in the Warehouse District. The City was awarded a TIGER II grant worth \$10 million. In 2011, designs were developed for Adams, Jefferson and many of the side streets within the Warehouse District. As in the Washington Street project, the emphasis was on

the creation of a more balanced transportation network through the reduction and narrowing of lanes, the widening of sidewalks, the addition of on-street parking, and the addition of streetscape to improve the pedestrian experience. At the request of City staff, special attention was given to the area surrounding the Peoria Chief's ballpark. Within the framework of the streetscape concepts developed for the entire Warehouse District, the streetscape around the ballpark was designed to better connect the ballpark to its surroundings and promote the mixed-use redevelopment of the area.

Overall Redevelopment Plan

In order to create a single plan representing the best ideas from previous planning efforts, an Overall Redevelopment Plan (figure 2a) was created for the study area. This plan is a synthesis of the Heart of Peoria Plan, the Heart of Peoria Implementation Plan, and the SynergiCity Plan. The synthesized plan is combined with the ideas from this effort to create an Overall Redevelopment Plan for the Warehouse District. The Overall Redevelopment Plan is essentially a scenario for the redevelopment of the Warehouse District that illustrates development form that is compatible with the community's vision of the district. It is not intended to be prescriptive and, thus, should be used as a guide by the City as redevelopment projects are introduced. Key features are noted on the Overall Redevelopment Plan graphic.

FIGURE 2a OVERALL REDEVELOPMENT PLAN

KEY RECOMMENDATIONS



- A** Promote Washington Street as the main connection to the north and south
- B** Extend the block pattern toward the river and infill with urban residential
- C** Create a formal open space at the terminus of State Street near the river
- D** Reclaim the 100-year floodplain as open space along the riverfront
- E** Promote preservation and adaptive reuse of existing buildings throughout the district
- F** Take advantage of City-owned property for centralized parking and infill
- G** Incorporate grain silos into a small, urban open space
- H** Promote mixed-use development with dining establishments near the ballpark
- I** Create new Water Street along the riverfront
- J** Extend Depot Street to Persimmon
- K** Extend Elm Street to the river
- L** Extend Maple Street to the river



CHAPTER 3

Market Findings and Key Marketing Concepts

Introduction

A market analysis was completed to forecast the potential for development of commercial and industrial building uses within the Warehouse District, including retail, dining & entertainment, office, and industrial. The market analysis examined the potential for both rehabilitation of existing buildings as well as new, infill development. Input to the market analyses included field reconnaissance and site analysis, an inventory of existing uses, an overview of the local and regional economic base, demographic & economic trends and forecasts, competitive framework analysis, and interviews with business and real estate professionals among others. Existing market conditions in the Warehouse District and the greater Peoria area were also examined, in terms of the existing inventory, occupancy, rent and pricing trends, market drivers, tenancy and other factors.

Demand for commercial uses was determined based on a forecast of the expenditure potentials generated by households within a broad regional trade area, as the Warehouse District is envisioned as a destination in order to maximize its market potential. Tourist-generated demand was also forecasted as an input to the commercial market analysis, and the tourism component is seen as key to generating additional market demand to support redevelopment. Demand for office and industrial uses was determined based on economic factors including employment projections as well as real estate absorption patterns and other factors. The Warehouse District's capture of these market potentials was then determined based on an assessment of the regional competitive framework and a review of comparable districts. Demand for housing on an annual basis has been assessed in separate studies by Tracy Cross, and the findings incorporated into the overall concepts presented in this section. The concepts promote synergies for establishing identity and for marketing the Warehouse District.

Marketing Features

Site analysis was conducted to assess the physical conditions and general marketability of the Warehouse District for various uses. The Warehouse District is centrally-located and accessible via highways linking Downtown Peoria with suburban destinations. Because of its proximity to Downtown, the district benefits from a natural link to the Downtown business and employment base,

cultural amenities, the riverfront and emerging visitor attractions including the Peoria Riverfront Museum and the Caterpillar Visitor's Center. The district is also located within a short distance of the Caterpillar World Headquarters, major hospitals and Bradley University. The only significant physical barrier is the Kumpf Boulevard overpass, which establishes a visual and psychological boundary between Downtown and the district that must be overcome.

The Warehouse District forms part of the long southern industrial corridor that extends from Downtown south into Bartonville. Peoria's industry developed north and south along the Illinois River, and the district is among the oldest portions of this historic industrial corridor. As noted elsewhere, the Warehouse District emerged as one of the world's largest concentrations of whiskey distillery businesses and breweries. While the industry was all but eliminated by Prohibition, the legacy of this industry remains not only in historic buildings once used for mixing and warehousing but also in the current activities of Archer Daniels Midland (ADM), which processes corn into ethanol at the former Hiram Walker facility (once the largest distillery in the world), just south of the Warehouse District study area. Furniture wholesale and retail businesses thrived in the district for some years after Prohibition. Today, the Warehouse District retains its functions as a warehousing and supply source for the building, furniture, food, and equipment industries.

The district is populated by dense, urban his-

toric industrial building stock that establishes its unique character. Because much of the historic fabric remains, the building stock becomes an asset for marketing the district and creating identity around the pre-Prohibition era heritage. The district’s location on the Illinois River also adds significant value and allows for open space and connectivity to the Downtown and Riverfront areas. Further, the district is already home to destination activities including Peoria Chiefs baseball at O’Brien Field and restaurants along Water Street. The U.S. postal facility at 601 S.W. Water Street generates an important civic use, although the design of the building itself is inconsistent with the historic context of the district at an important location along the waterfront. Public uses included the police department and election commission are clustered near the stadium, reducing opportunities for an uninterrupted commercial corridor from the stadium east to the river.

It is important to capitalize on the positive characteristics of the district as redevelopment continues. These qualities are the foundation for cultivating the unique sense of place that is attractive to potential residents, businesses and patrons. Key marketing features include:

- An exceptional industrial and architectural heritage comprised of massive buildings with distinctive warehouse architecture;
- A unique historical context and identity from the distillery era and the sister

industries it spawned;

- Interesting alleys and “back spaces” carved out of the arrangement of industrial buildings
- A dense, mid-rise urban character—especially near the intersection of Oak and Washington Streets;
- Potential access and views of the Illinois River and trail linkages to Downtown and the Riverfront;
- A north-south traffic orientation along Jefferson, Adams, Washington, and Water Streets, allowing direct links between the Warehouse District and Downtown; and
- Industrial buildings that are functionally obsolescent for modern distribution but are viable and attractive for a variety of “niche” industries including technology, media, design, and as showroom space for wholesale and retail businesses. Such buildings are also highly valued for residential units, such as loft apartments, artist studios, and boutique hotels

Existing Inventory

The Warehouse District has a total inventory of about 2.7 million square feet of building space (see Table 3a). The physical and use characteristics of the study area create two similar, yet distinct, portions of the district. About 2.1 million square feet is located within the “core” portion of the district south and west of William Kumpf Boulevard. Another 600,000 square feet is located within the “transition zone” north-east of Kumpf,

between the core area and downtown Peoria.

Existing uses within the Warehouse District are characterized largely by industrial activity, particularly within the “core” portion of the district. Most of the buildings were originally built for industrial uses, with the exception of O’Brien Field, the U.S. Post Office, and a few others. More than 40% of the building space within the core area is occupied by industrial uses, mainly for wholesale and storage. By contrast, only 4% of the space in the “transition zone” is occupied by industrial uses. Within the transition zone, office and parking uses predominate. While office tenancy is diverse, there is a substantial cluster of technology businesses.

TABLE 3a. Existing Inventory

Use	Area (SF)
Industrial	925,222
Office	406,060
Retail	160,120
Residential	42,706
Sports/Recreation	79,132
Parking Garage	133,455
Government	217,113
Vacant	727,502
Total	2,691,310

Source: City of Peoria/Randall Gross Development Economics

There are also several large government uses in addition to the post office, including Peoria's police headquarters. There is about 160,000 square feet of retail use in the district, including restaurants and drinking places. One of the largest downtown-area residential apartment buildings is located in the transition zone, but there is very little residential occupancy in the core portion of the Warehouse District. Overall, about 27% (728,000 square feet) of the building space in the Warehouse District is vacant. While vacancy is significant, it is important to note that 73% of the existing building space is currently occupied, although some upper-floor space is underutilized or taken mainly for storage.

Market Findings

A summary of the market findings is presented below. The market analysis assessed existing market conditions and determined the potential "drivers" and sources of market demand for retail, office, industrial and other uses in the Warehouse District. Demand was forecasted based on the projected demographic or economic growth within each of these market sources. Potential for development or rehabilitation in the Warehouse District was then determined by examining the district's capture of demand within the competitive market. In establishing the district as a destination, the broader marketing concepts play a role in maximizing market potential by creating a "hook" for attracting residents, businesses and visitors to the area.

Sources of Market Demand

The potential sources of market demand for space in the Warehouse District will vary depending on the use, but would generally include the following:

Peoria Households

Downtown-area neighborhoods and other areas of Peoria are an important market driving demand for housing and retail business space within the Warehouse District. Neighborhoods to the south and south-west of Downtown are part of the "natural" trade area for retail within the Warehouse District because of commuting patterns that bring people into Downtown on a north-south axis. Other urban neighborhoods in the city are also an important part of this "natural" retail market base.

Downtown Employees

The Warehouse District is part of Downtown Peoria and adjacent to the region's primary business node. Despite current physical and psychological barriers, Downtown and the Warehouse District have the potential to complement, not compete, with one another. Proposed changes to the transportation network will improve access for downtown employees to the Warehouse District. Thus, downtown employees are an important part of the "natural" market for retail goods and services in the Warehouse District.

Regional Destination

Downtown Peoria is already a business destination within the region and the continued redevelop-

ment of the Warehouse District can enhance opportunities for the city to capture a larger portion of the regional demand for retail, dining and entertainment. The unique character of the district, if marketed appropriately, can help expand the appeal of Downtown Peoria as a place to live, shop, dine, operate a business, and enjoy recreation and entertainment. Thus, the suburban and metropolitan destination market for uses in the Warehouse District was also examined.

Tourists

Peoria has the opportunity to create synergies between the new Caterpillar Visitor Center, the new Peoria Riverfront Museum, and the redevelopment of the Warehouse District. This opportunity presents itself clearly in the physical proximity of the Warehouse District to the Museum block along Washington and Water Streets. Streetscape enhancements along Washington Street will greatly improve the connection between the two areas. Additionally, complimentary uses such as new industries, retail, dining and entertainment can strengthen the linkages between the areas. The Warehouse District can also be used as a "hook" for attracting overnight visitors for themed packages relating to the city's strong heritage resources. Concepts for marketing, explored later in this section, were used as a basis for forecasting tourism expenditure potentials within the district.

Bradley University

The active community around Bradley University

is another market source for the Warehouse District. Whether it is entertainment, the arts, or creative businesses, the continued redevelopment of the Warehouse District can draw significantly from the diversity of the university and surrounding neighborhoods.

Market Potential Summary

Industrial

The market assessment forecasted potential for only about 36,000 to 40,000 square feet of net new industrial use by 2018 within the urban core of Peoria. The Warehouse District would capture about 20,000 to 25,000 square feet of this potential, assuming that key buildings were proactively marketed for target industrial uses. While demand for manufacturing space will continue to decline over the next several years, there will be increasing demand for wholesale, transport and warehousing, construction, and administrative services. The specific types of industrial uses most likely to be attracted to the Warehouse District are wholesale showrooms and warehouses (for food, building and equipment suppliers), building contractors and associated professional services, media production, art and craft production, catering, machinery & equipment repair services, and engineering-related uses, Industrial potentials are summarized in Table 3b.

Office

Office potentials of about 97,000 square feet were forecasted through 2018 for the urban core of the city. The Warehouse District can

be expected to capture about 44,000 square feet of this demand, assuming that appropriate building space is marketed and the environment is created to support additional office uses. The largest share of this demand would be generated by professional and technical service businesses, accounting for about 27,000 square feet of potential demand. Other target office uses would include administrative services, arts & recreation services, and information technology firms. The area has become attractive for IT and other technology firms, and potentially for software developers, architects, engineers, and other professional, technical, and information services firms. Many of these types of firms can be attracted by the amenity value associated with historic building space, coupled with active eating

& drinking and retail uses. It will also be important for marketing this space to ensure security as well as sufficient parking to accommodate commuters. On the other hand, the Warehouse District building stock presents the opportunities for mixed-use including live-work spaces and integration of residential and work uses which can reduce the need for parking. The unique building stock in the district provides a complementary alternative, rather than direct competitor, to modern Downtown office towers. Office potentials are summarized in Table 3c.

Retail

A retail market analysis was conducted which focused on the potential generated from within a primary trade area including downtown, the

TABLE 3b. Industrial Potentials (2012-2018)

Industry	Urban Core Area (SF)	Warehouse District Area (SF)
Utilities	4,656	931
Construction	11,428	1,143
Manufacturing	(61,932)	(12,386)
Wholesale Trade	52,841	26,420
Retail Trade	573	229
Transport	24,850	4,970
Admin. Services	3,428	1,143
Other Services	983	197
Total	36,827	22,647

Source: Randall Gross Development Economics

Warehouse District and areas south and west of the study area; as well as destination potential generated by the broader regional market base. As summarized below and detailed in Table 4, the market analysis forecasted warranted potential within the next five years for about 140,000 square feet of retail use. This would include about 32,000 square feet of convenience retail use, 67,000 square feet in shopper’s goods, 28,000 square feet of eating & drinking space, and 18,000 to 35,000 square feet in entertainment venues. However, there is the assumption that anchor entertainment and distillery venues are established early in the redevelopment process, to help spur demand for other retail and restaurant uses. Because they would assume a role of leading development, the market support for specific entertainment anchor venues should be tested further to determine the most viable opportunity. It may be necessary to establish a public-private partnership to ensure that such venues are financially supportable, at least in the near-term. Finally, there is an oversupply of about 4,000 square feet in personal services at present, but the addition of new housing units would help generate new demand for such services.

Housing

The housing market updates completed by Tracy Cross consistently determine absorption potential of about 200 units per year within the Downtown and Warehouse District areas. The most recent update, completed in 2011, determined an annual absorption rate of 186 units per year, includ-

ing 102 rental loft conversion units, 66 rentals in new construction, 12 garden condominiums, and 6 row houses. Over the next three years, there is total potential of about 560 units based on the Cross Study. As redevelopment continues, the Warehouse District is likely to capture the largest share of this demand. The City should set a minimum, realistic target of 300 units in

the Warehouse District. A disaggregation of unit types would include approximately 240 “loft conversion” rentals and 60 new rental units. A portion of these units, whether new or rehabbed, would likely be located in mixed-use buildings along with office, retail, design showrooms, and possibly light industrial (like artist studios).

TABLE 3c. Office Potentials (2012-2018)

Industry	Urban Core	Warehouse District
Utilities	2,229	334
Manufacturing	(12,744)	(1,912)
Wholesale Trade	(231)	(69)
Retail Trade	(89)	(4)
Transport	1,212	242
Information	4,009	3,608
Finance	4,493	449
Real Estate	2,163	324
Prof./Tech. Services	53,742	26,871
Management	1,135	454
Admin. Services	10,508	6,305
Health Care	14,475	724
Arts/Rec. Services	6,917	3,459
Other Services	3,624	1,087
Government	5,212	1,564
Total	96,655	43,436

Source: Randall Gross Development Economics

TABLE 3d. Summary of Warranted Warehouse District Retail Demand by Use (2012 and 2017/18)

Type of Good	Gross Demand (SF)		Existing Uses (SF)	Warranted Demand (SF)
	2012	2017/18		
Convenience	33,628	35,300	3,779	31,521
Shoppers Goods	162,715	205,633	138,610	67,023
Eating/Drinking	58,315	72,626	44,303	28,323
Entertainment	16,859	33,963	16,416	17,547
Personal Services	6,465	6,944	10,877	(3,933)
Total	277,982	354,466	213,985	140,481
<i>Existing Vacant</i>			0	
Net New Space				140,481

Source: Randall Gross Development Economics

Key Marketing Concepts

The following summarizes the proposed key marketing concepts, including a conceptual development mix, based on the findings of the market analyses, opportunities assessments, field reconnaissance and other inputs. These concepts are not mutually-exclusive and in fact, can and will overlap within some of the buildings. The purpose of the concepts is not to create alternatives or define geographic districts but rather to focus on different elements of the market, which can help fill the large amount of space in the district's buildings and attract new infill development. These concepts would be used to market space within the district, which cannot be filled by catering to a single market niche.

The Old Peoria Distillery District

The “brand” for the district will relate to its historic role as a major center for the distilling industry. Once known as the “Distillery Capital of the World,” Peoria was home to a large industry that generated great wealth and helped transform Peoria into one of the most important cities in the region. While it is unlikely that Peoria will once again become a center for distilleries, the physical landscape in the Warehouse District is a reminder of a glorious industrial past and a tribute to Peoria’s heritage. It is only fitting that Peoria celebrate its heritage with the creation and branding of a Distillery District while reinventing the Warehouse District for the future. This heritage is what sets the Warehouse District apart from other neighborhoods and what cre-

ates a unique product for marketing the district as a tourist destination. In celebrating its pre-Prohibition Era heritage, it is important to not simply focus on commemorating the history of the district, but rather to build a concept around some of the current and former businesses that contribute to the area’s industrial character.

At the core of this concept is the creation of a food, dining, and entertainment destination district thematically represented by the pre-Prohibition era that represented the height of the local distillery industry. Anchor projects include development of a 150,000 square-foot regional wholesale/retail food market and its constituent components including consolidation of 100,000 square feet of wholesale food (26,000 square feet new), plus 18,000 square feet of retail food

TABLE 3e. Old Peoria Distillery District Conceptual Program

Type of Business	Area (SF)
Micro distillery and destination restaurant(s)	22,000
Brewpub	3,500
Specialty destination liquor market	5,000
Nightclub(s)	18,000
Food Hall - dine in/take away	10,000
Food wholesalers (26,000 SF new)	50,000
Kitchen equipment wholesale/retail (3,000 SF new)	20,000
Retail food/specialty market	18,000
Flower/garden market	3,500
Gift/novelty store(s)	3,500
Health product store	3,200
Baseball stadium (existing)	-
Total	156,700

Source: Randall Gross Development Economics

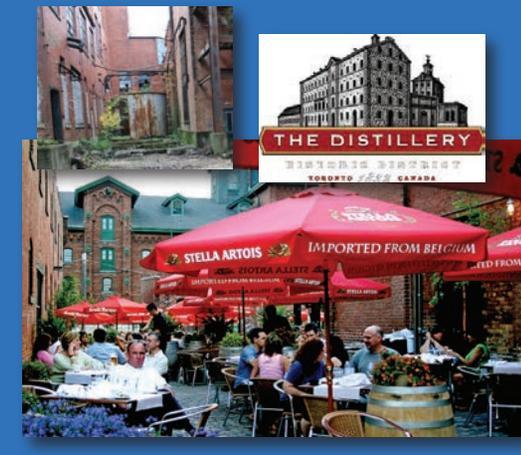
(including specialties) and 12,000 to 20,000 square feet of destination restaurants. A key component of this concept is the development of an 8,500 to 10,000 square foot “retro” (pre-prohibition era) micro-distillery and pub as a centerpiece and a major component of the overall branding for the project. Other components of this concept include entertainment venues, brewpubs, a health products store, a flower/garden supply center; as well as a destination liquor store featuring local micro brews, distilled spirits and a tourist-oriented novelty shop. Table

3e. illustrates the breakdown of the conceptual program.

Eating, drinking, and entertainment form important features of this concept. Anchor entertainment uses could include nightclubs, a comedy club and live theatre, some of which could be incorporated into the destination distillery concept or operated as independent venues. The comedy club and theatre, in particular, could incorporate and build on Peoria’s unique heritage as the nation’s Vaudeville Capital, made famous by the question “Will it play in Peoria?” While the

DISTILLERY DISTRICTS (Toronto, ON and Lexington, KY)

There are only two identified Distillery Districts in North America. The Toronto Distillery District in Ontario, Canada comprises 47 buildings of the former Gooderham and Worts Distillery - the largest collection of Victorian industrial architecture in North America. The Lexington’s Distillery District is comprised of 28 acres and was home to several distilleries in its golden age. Both districts have been the target of private developers seeking to transform the areas into mixed-use developments while preserving their distillery heritage. The Toronto Distillery District rebirth is farther along and has been successful. In addition to the adaptive reuse of the distillery itself, \$200 million worth of mixed-use projects are slated for the district. The Lexington Distillery District completed a master plan in the early 2000s, which triggered the establishment of a tax increment financing district in 2009 to fund a projected \$80 million in infrastructure improvements. In March of 2012, streetscape plans for Lexington’s district were being finalized. Both districts seek to weave their distillery heritage throughout the redevelopment.



specific types of entertainment venues have not been tested, the market analysis forecasted broad potential for entertainment uses that draws from both the regional market and overnight tourists. A weekend visitor experience can be developed and marketed that incorporates the Downtown museums, Madison Theatre, Distillery District, Whiskey Baron Mansion Tours, Spirit of Peoria Riverboat, and live entertainment, coupled with restaurants and specialty food. Incorporating entertainment venues helps create a destination draw for the district and strengthens the brand by establishing a vintage visitor experience. The pre-Prohibition-era theme can be carried through streetscape, design and marketing materials. The concept maximizes the destination draw in order for the Warehouse District to reach its full market potential.

The Peoria Home Supply and Design Center

Across the country, technology and creative industry has been key to the revitalization of urban neighborhoods. Occupations in these industries typically include engineering, design, arts, computer programming, and media to name a few. The workforces of these industries are often drawn to the unique, mixed-use and historic character of urban neighborhoods, which seem to foster the creative nature of their business. Peoria's Warehouse District is already home to several of these businesses, ranging from architecture firms to a television studio. Additionally, there are some industrial uses within the Warehouse District that currently, and historically, can

be linked to technology and creative industries. For example, steel fabricators, building material suppliers, and equipment wholesalers are often directly linked to design professionals that specify their products. Building on the synergy of some of the existing, specialty uses in the district and the attraction of the gritty, industrial and architectural heritage of the area, another concept that emerges for the Warehouse District is a Home Supply and Design Center.

The Peoria Home Supply and Design Center concept comprises a 132,500 square-foot Peoria Design Center, anchored by up to 50,000 square feet of specialty hardware/home supply (i.e., showrooms for hand-crafted ironwork, architectural elements, etc), 25,000 square feet in furniture (including consolidation of existing uses), 18,000 square feet of architect and interior design offices, and 14,000 square feet in IT/communications and administrative services offices. Other tenants would include home furnishings, appliances, office supply, contracting offices, and others. Table 3f. illustrates the breakdown of the conceptual program.

It is important to recognize, support and assist existing businesses that have remained operating within the Warehouse District. Almost three-quarters of the building space in the district is currently occupied. Although some of the upper-floor space is under-utilized for storage, the fact that a significant share of district space is being used for economic purposes must be recog-

nized. At the same time, there is the opportunity to strengthen these existing uses and improve the utilization of space. This concept builds on the strengths of the existing wholesale / supply business base within the district, much of which supports the building industry, but strengthens the area's appeal to technology and creative enterprises by incorporating a strong building design component. The Design Center is meant to create a hub for design professionals, suppliers, and consumers to interact and for suppliers to showcase their home building products. Showrooms, whether for wholesale, art & design professionals, or retail use would be incorporated into the Design Center and other buildings to enliven the space and showcase product. Showroom space is also flexible and can easily interact in the same buildings with residential, retail, office, and studio spaces.

Mixed-use (Residential and Commercial)

The third key marketing concept is to leverage the Distillery and Design Districts to promote mixed-use development. True mixed-use development fosters the idea of the "24-hour neighborhood" where people live as well as work and play. At the core of this concept is urban housing, which would ultimately form the primary upper-floor use within the district. Residential use, some of which is already planned, would be developed primarily in rehabilitated buildings or in new construction of mixed-use buildings. Additional uses that would complement the housing (and supported by demand generated by all three

DALLAS DESIGN DISTRICT (Dallas, TX)

An area of rundown warehouses and furniture showrooms is undergoing a radical transformation into a mixed-use neighborhood known collectively as the Dallas Design District. But the Design District name is not really new. Since the 1950's, when developer Trammell Crow created the first design business center, the Design District has been a place where buyers could view building merchandise without travelling to bigger cities. Since its beginnings, though, the Design District was not really a neighborhood. The only residents were a relatively small group of designers, artists, and photographers that inhabited aging warehouses. Thanks in part to Crow Holdings, the City rezoned the area to permit residential uses in 2004. In 2005, the City created the Design District Tax Increment Financing District (TIF) to support an estimated \$1 billion worth of investment. The first mixed-use project, Trinity Lofts and Live/Work Showrooms was completed in 2007 with 92 units and nearly 30,000 sf of showroom space. Since 2005, there has been a 117% increase in assessed taxable value in the district due to the redevelopment projects and approximately 2,500 residents now call the Design District home.



TABLE 3f. Peoria Home Supply and Design Center Conceptual Program

Type of Business	Area (SF)
Furniture/furnishings showrooms (including existing)	50,000
Appliances	5,000
Home supply/hardware (including existing)	30,000
General Merchandise	5,000
Office supply/furniture	3,000
Camera shop/service	1,500
Sewing supplies	1,000
Architects/designers offices	18,000
Contractors offices	5,000
Prof./tech./admin. services offices	14,000
Total	132,500

Source: Randall Gross Development Economics

concepts) include apparel & accessories, a café, a fitness club (an opportunity not tested in the market), professional services offices, sporting goods, and a destination toy/game store anchor. Table 3g. illustrates the breakdown of the conceptual program.

While there is bound to be nascent demand for housing within the Warehouse District, the development of dining, entertainment, design center and other uses will help increase the pace of absorption and enhance the marketability of the district as a place to live. As an exciting, branded Distillery District and a design center, baseball

stadium, riverfront trails and other amenities, the district can become a marketing tool for attracting people and investment back into the inner city.

Prerequisites for Success

Overall, the dining & entertainment, food market, distillery, design center, and mixed-use residential projects would help form an exciting urban environment. Again, these concepts should not be seen as distinct geographic areas within the district. While strategic locations for anchor uses are important, it is the synergy created by the interaction of all of these uses, many of which will

TABLE 3g. Mixed-use (Residential and Commercial) Conceptual Program

Type of Housing	Units
Loft conversion rentals	240
New construction rentals	60
Total	300

Type of Business	Area (SF)
Fitness club	10,000
Apparel, shoes, accessories	6,900
Destination toy/game store	11,000
Sporting goods (stadium)	1,500
Salon	800
Coffee shop/café	2,500
Office (professional/non-profit)	10,000
Total	42,700

Source: Randall Gross Development Economics

be incorporated into the same buildings, that will help to create an exciting, 24/7 neighborhood. Prerequisites for the success of these concepts include:

- Establishing destination marketing strategies to broaden the sources of market demand;
- Focusing on anchor projects that foster complimentary uses;
- Establishing identity branding for broad and collective promotion of the district;
- Utilizing thematic (“Pre-Prohibition Era”) urban design that promotes a pedestri-

an-friendly environment to complement identity marketing and branding;

- Focusing on preservation and rehabilitation because the historic context is what makes the district (and Peoria) unique;
- Establishing circulation patterns as well as branded walking and bus tour routes that encourage movement between the Warehouse District, Downtown, the museums and other visitor attractions; and
- Leveraging opportunities to connect and enliven the complete riverfront.

Peer Districts

As Peoria takes steps to implement the community’s vision for its Warehouse District, it is important to look at similar districts in other communities that have been revitalized, or are in the process of revitalization. While it is impossible to directly compare these peer districts to Peoria, they can still offer valuable lessons for the Warehouse District. Eleven districts across the U.S. and Canada were selected and each was studied to learn the aspects that have contributed to their success. Below, there is a list of the peer districts studied followed by a summary of the ideas and “lessons learned” that may be useful in Peoria’s effort. Brief summaries of these districts are included in Appendix C and specific projects and ideas from these districts and other places are featured alongside the Implementation Strategies in chapter 5.

- American Tobacco District (Durham, NC)*
- Arts District (New Orleans, LA)*
- Distillery District (Lexington, KY)*
- Distillery Historic District (Toronto, Canada)*
- Historic Third Ward (Milwaukee, WI)*
- Historic Warehouse District (Cleveland, OH)*
- Historic Mill District (Minneapolis, MN)*
- Historic Millwork District (Dubuque, IA)*
- Lowell (Lowell, MA)*
- Old Market (Omaha, NE)*
- Shockoe Bottom (Richmond, VA)*

Lessons for Peoria

- Planning efforts should be revisited every five to seven years to celebrate progress, adjust goals to market and other forces, and identify new project opportunities. It should be noted that, while the market potential may exist for development within the horizon period, other factors such as a lack of financing, lack of sponsors for anchor venues, and price speculation that limits affordable opportunities can delay such development. Revitalization takes years, if not decades, to complete, so patience and long-term champions are critical to lasting success.
- Public/private partnerships are important to the success of the Warehouse District, but the City's role should be supportive of new development and concentrated on investments that benefit the entire district.
- An organization dedicated to downtown, and the Warehouse District, is crucial to lead implementation efforts. Peer district organizations feature:
 - *A non-profit entity that promotes public/private partnerships dedicated to implementing the vision for the area*
 - *A Business Improvement District (BID), which utilizes special assessments for maintenance, marketing and promotion of the area*
 - *A Community Development Corporation (CDC) that actively engages in development projects*
 - *A Community Development Authority (CDA) that can issue tax-exempt revenue*

bonds backed by multiple revenue sources, such as TIF, special assessments, and parking revenue. This approach provides a more comprehensive method for assisting in redevelopment efforts

- *Creative programs that encourage redevelopment through financial incentives*
- *A revolving loan program*
- Existing civic uses should be leveraged as anchors for redevelopment efforts.
- An emphasis on a wide spectrum of the arts can create a cultural anchor for a district, and the market findings suggest that live entertainment (such as a theatre or comedy club) and distillery era or themed nightclubs will strengthen the overall concept and generate more spin-off opportunities.
- Leveraging existing, viable, appropriate industrial uses (e.g., building industry suppliers) can help to create new anchor opportunities (i.e., design center and showrooms) for mutually beneficial mixed-use redevelopment.
- Strengthening current district organizations will allow them to promote and encourage business retention and recruitment.
- Encouraging a variety of events can draw people into the district throughout the year that promote the creative industries the district has to offer.
- International competitions for civic spaces and public art can bring notoriety to the area.
- Leveraging the architectural and industrial heritage of the district has the potential to attract creative industries and professionals.
- Interpreting the history of an area can enhance tourism as well as private investment

in the area by creating a unique environment.

- Public art can be creatively used to help interpret the history of the area while enhancing the public realm.
- The preservation of older buildings should be strongly encouraged, but new infill should be allowed to follow a more modern aesthetic as long as the urban design of the area is not compromised.
- Utilizing incentives and unique financial tools can help fund redevelopment.
- Capitalizing on natural features such as a riverfront can be a key to revitalization.
- Creating active public open space can provide a focal point for the district.
- Architectural guidelines can promote proper rehabilitation of existing structures and compatible infill.
- Sufficient parking is necessary to accommodate destination retail, entertainment, and eating & drinking uses, as well as office and residential tenants
- Public investments such as streetscape improvements and trails are critical components that will make the area an inviting place to visit and linger as well as connect it with surrounding areas.
- Encouraging sustainable practices throughout the Warehouse District and not simply within publicly owned property or rights-of-way can have a positive impact on aging infrastructure.
- The cleaning and maintenance of public infrastructure, often funded through special assessments, is important to maintain the district as an inviting place to live, work and visit.



Garage

Blvd

ns River

CHAPTER 4

Catalytic Redevelopment Areas

Introduction

The ultimate vision for the Warehouse District is for the entire area to be reinvented as a vibrant neighborhood with a mixture of compatible uses from industrial to residential. The study area for this plan, however, comprises approximately 135 acres and the existing TIF district covers approximately 215 acres. While it may take years to fully realize the ultimate vision, there is an opportunity now to leverage the existing synergy within the core of the Warehouse District to create new synergies that can expand over time.

Site Assessment

Prior to identifying catalytic areas and exploring development scenarios, a site assessment was completed. This assessment looked at ownership, traffic patterns, parking supply, buildings, and physical site features. Maps and summaries of this assessment are included in Appendix A.

Warehouse District Core Description

In order to focus redevelopment efforts that build on the existing synergy within the Warehouse District, this plan identifies the core area of the Warehouse District as centered on the intersection of Washington and State streets and bounded by the Bob Michel Overpass on the north, Elm Street on the south, Jefferson Street on west, and the riverfront on the east (Figure 4a.). The reasons for this are as follows:

- This area is a focus area for streetscape improvements currently underway.
- Washington Street directly connects the area to the area around the new Riverfront Museum.
- State Street is the most heavily travelled east-west street in the study area.
- The Chiefs Stadium is a relatively recent, significant investment and anchor for the area.
- Many recent redevelopment efforts have occurred in this area including, but not limited to, WTVP, Le Vieux Carre, Water Street Solutions, Sealtest, and Numero.
- This area is immediately adjacent to the other redeveloping downtown areas between the Bob Michel overpass and the new Riverfront Museum, including projects like 401 Water.
- This area includes some of the largest and most iconic buildings in the Warehouse District, including Federal Warehouse, the Grawey Building, Builders Warehouse, Cohen Furniture, Jobst-Bethard, and Winkler Meats.



Figure 4a.

The core area of the Warehouse District (colored area on map) is bounded by the Bob Michel Overpass on the north, Elm Street on the south, Jefferson Street on the west and the river on the east.

Core Area Functional Diagram

A Functional Diagram (Figure 4b.) was created in order to translate the key market concepts into a strategic plan within the core of the Warehouse District. It is not the intent of this plan to compartmentalize the key concepts into single-purpose sub-districts. Land acquisition, adaptive reuse costs, and timing are just a few of the variables that would make such a concept inflexible. The vision is to encourage a mixed-use environment and there will undoubtedly be overlap of the key concepts within the core area and throughout the Warehouse District. The Functional Diagram simply provides a framework that property owners, developers, and the City can utilize to promote the right mixture of uses that sparks new synergies. Key concepts illustrated include:

Washington and Water Streets

Washington and Water Streets are important connections to the heart of downtown. Washington Street is the primary connection to the Central Business District. Water Street is the primary connection to the Riverfront District. Streetscape improvements along Washington should help to build synergy between downtown activities and redevelopment within the Warehouse District. Redevelopment should complement streetscape improvements underway by framing and activating the street, thereby enhancing the pedestrian experience between the districts.

Primary Pedestrian Circulation Route

The riverfront and ballpark have the potential to be great assets of the Warehouse District. State

and Oak Streets are important east-west streets linking these two uses. State Street is the most heavily travelled east-west street in the study area. Washington Street is an important link between State and Oak Streets. Where possible, this primary pedestrian circulation route should be activated with street level retail to enhance the pedestrian experience.

Washington-State Intersection

The intersection of Washington and State Streets should become one of the most important intersections within the core of the district. A ‘crescendo’ anchor, such as a distillery or entertainment venue, near this intersection can help to draw people into the heart of the district.

Secondary Pedestrian Circulation Route

Secondary pedestrian circulation routes are encouraged to be framed by mixed-use development; however, street level residential is appropriate along these streets.

New streets

As redevelopment continues, the street network should be continued toward the riverfront creating new blocks for infill.

Civic or Public Benefit

Existing civic and public benefit uses (in blue) can be leveraged to promote complimentary uses.

Mixed-use development with an emphasis on the Old Peoria Distillery Concept

Food and entertainment are important components of the Old Peoria Distillery Concept. These uses along with related retail uses can help to activate the street. Active uses can enhance the

experience along the primary pedestrian routes.

Mixed-use development with an emphasis on the Peoria Design Center Concept

The multi-story, warehouse buildings in these areas are conducive to the Design Center Concept. Showroom and retail uses are encouraged at street level. Levels just above street level may contain associated warehouse space and/or office space for creative industries. Upper levels are best for residential lofts that take advantage of surrounding views.

Mixed-use development with an emphasis on urban residential

A key component to the revitalization of the Warehouse District is urban residential. Ideally, residential should be located in mixed-use buildings. Residential should be promoted in certain areas (in orange) even at street level. This helps to concentrate street-level retail in the heart of the district.

Formal Open Space

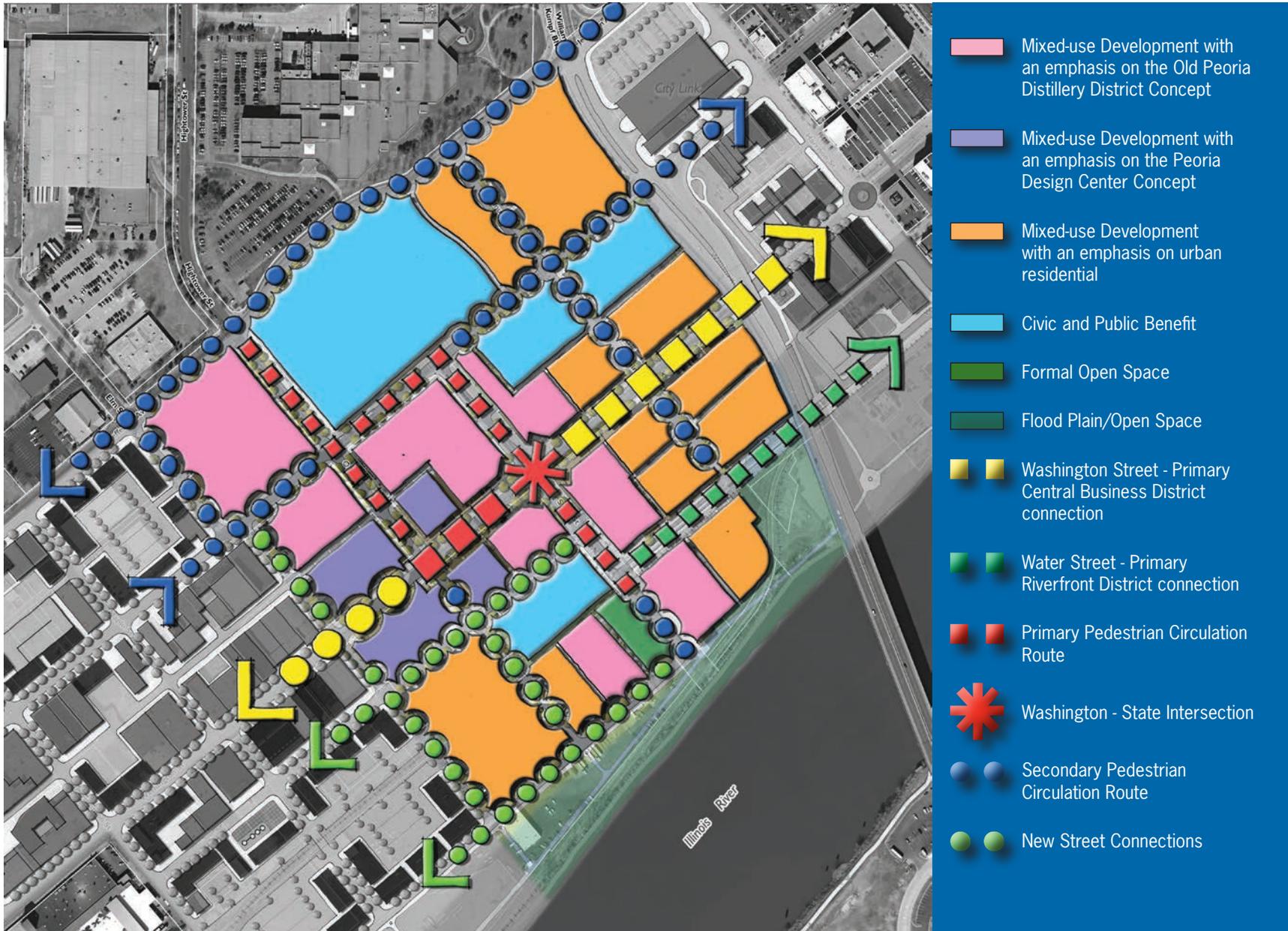
The planned formal open space at the terminus of State Street near the riverfront should build on the food and entertainment component of the Old Peoria Distillery District through the construction of a market hall and open air pavilion. This multi-functional structure can provide an anchor for the district near the riverfront.

Flood Plain/Open Space

The 100-year flood plain should be reclaimed as an open space along the riverfront with active and passive recreational space.

FIGURE 4b. CORE AREA FUNCTIONAL DIAGRAM

KEY CONCEPTS LEGEND



Catalytic Redevelopment Areas

After the Functional Diagram was created, three potential Catalytic Redevelopment Areas were strategically selected and presented to the City, of which two would be chosen for further study. Redevelopment area 'A' (Figure 4c.) included both sides of Washington Street between the Bob Michel overpass and State Street. Redevelopment area 'B' (Figure 4-d.) included both sides of Washington Street between State and Elm Streets. Redevelopment area 'C' included Oak and Adams Streets adjacent to the ballpark. All three proposed Catalytic Redevelopment Areas had similar qualities, but the City ultimately chose areas 'A' and 'B' for further study and the design of development scenarios.

Explanation of Areas

The following characteristics illustrate why Catalytic Redevelopment Areas 'A' and 'B' were chosen for more detailed study:

- Area 'A' has the greatest opportunity for infill development due to the amount of vacant land.
- Area 'A' is a gateway to the Warehouse District from Downtown.
- There is City-owned property in Area 'A' (Police Headquarters and Election Commission) that presents opportunities for shared, centralized parking for the Warehouse District.
- Area 'B' contains several iconic Warehouse District buildings such as Builders Warehouse, Cohen Furniture, Jobst-Bethard, and Winkler Meats.
- The larger multi-floor buildings in area 'B' present an opportunity to explore mixing the Design Center concepts with street level retail and upper floor residential.
- Area 'B' presents the opportunity to develop concepts for May and Depot Streets.
- Developers have recently pursued property in both of these areas for redevelopment.
- There is an opportunity to build on the existing synergy near the intersection of State and Water Streets.
- Washington Street streetscape improvements are underway in both of these areas.
- Finally, there is an opportunity to reinforce a strong connection to the Central Business District and the Riverfront Museum along Washington Street.



FIGURE 4c. CATALYTIC AREA 'A'

NOTABLE BUILDINGS

FIGURE 4d. CATALYTIC AREA 'B'

Existing Buildings within the Catalytic Redevelopment Areas

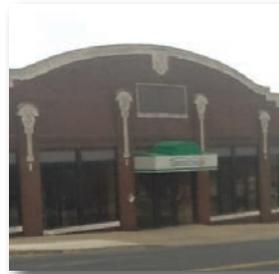
Once the Catalytic Redevelopment Areas were determined, the team took a closer look at some of the existing buildings within these areas. The purpose of this additional study was to identify characteristics that presented opportunities and challenges to the adaptive reuse of buildings that contribute to the overall character of the Warehouse District. Adaptive reuse is a well-established “building recycling” strategy which focuses on maintaining the structure or basic fabric of the building and repurposing its function, thus preserving the embodied energy used to create these monuments of city history. Adaptation can breathe new life and new purpose into our existing buildings while maintaining their place in the character of our community and cityscape. Considerable economic advantages and substantial savings can be realized in a repurposed building through the reduction of labor and cost of new materials required during the construction process. For example, maintaining a building’s structural system alone can save more than 25 percent of the overall building cost.

Most of the buildings in the Warehouse District are constructed with durable materials and flexible layouts that have an immense potential for various forms of adaptive reuse. As an alternate to full demolition, the adaptive reuse approach to development often results in unique, creative project solutions that produce economic, en-

vironmental, and social benefits. While not all buildings can be saved, most can become part of redevelopment by another simple approach to recycling buildings which preserves specific components through the process of deconstruction. By preserving existing street facades or reusing salvaged materials in new construction, countless tons of usable construction materials can be diverted from the landfills, demolition costs offset, and employment opportunities increased. The following is a description of existing buildings within the Catalytic Redevelopment areas that the team was able to learn more about and their potential for adaptive reuse.

210 State Street Diamond Vogel Building

An attractive one story brick building perched near the heart of sports entertainment, the building has historically been occupied by commercial/retail uses and is now “retail with warehouse” occupancy. Serving the commercial market and residential market, this property embodies the cross market draw the warehouse district requires. As times change, commercial/retail and restaurant uses are all appropriate adaptations with its strong street connection, adjacent parking, and close proximity to city entertainment facilities.



The exterior stone and brick masonry adds distinct vintage character to this single story brick masonry building. Large architectural windows along State Street (more may be added in north alley wall openings), wooden bow trusses and joists for roof framing, and a rear delivery area provide the flexibility needed for a sustainable redevelopment. One key is the flexibility the roofs structural system allows, providing potential of flexible open floor layouts with high ceilings.

600 SW Washington Grey Industrial Building

Formerly occupied by light industrial/heavy commercial warehouse occupancies with a retail component, this building is currently unoccupied. The location lends itself well to mixed use opportunities, including on-grade warehouse and commercial/retail with above-grade office and residential. With street and alley frontage on all sides, and multiple loading docks on opposite ends of the building the possibilities are bountiful.



This elemental brick masonry building currently has one story high bays and a two story office area. Given the excellent site characteristics, this property could be a prime candidate for deconstruction or redevelopment. The brick

facade at the northwest corner (at existing office area) lends a great character to this property and the District. Whatever the fate of the property, this façade could be salvaged and restored for its period details emphasizing wall components and large masonry openings for providing a great deal of natural light. Similarly, other architectural components have the potential to be repurposed, including large roof skylights along with wood and steel structural elements.

**611 SW Washington
Peoria Historical Society & Huber Commercial, Inc.**

The property is a one story, conventional brick masonry building with partial EIFS fascia and wooden bow trusses/heavy wood joists roof framing. This building’s current occupants include office and warehouse with related office area.



While potentially undersized for the new warehouse archetype, the beautiful timber wood trusses and joists make the building a prime candidate for deconstruction.

These components can be used to imbue the wonderful character and warmth of period craftsmanship to new development. Windows are located at front office areas. Warehouse delivery area is accessed through parking lot.

**709 SW Washington
Ingersol Warehouse Building**

Nestled amongst the taller warehouses in the District, this building contains warehouse space with office at first floor and back second floor area. The



second floor area on the Washington street side includes office and residential apartments. A single internal stair provides access to office/apartment area. In addition to existing occupancies, first floor uses might expand to include commercial/retail with related storage. The alley along the back of building sits a few feet below second floor height.

This conservative brick masonry building with iconic front cornice detailing, is two stories in height at front & back, with heavy wood/timber second floor and roof. The one story concrete and brick masonry center area supports the wooden bow trusses and joists used for roof framing. A tall brick chimney at the back 2nd floor area is visible from the alley. The property has many site features, which include parking on the next door lot, a front loading area, and loading docks for the back second floor area

at the north alley. First floor front and side wall masonry openings for windows are concealed behind siding that has been applied to the building. Second floor areas have many masonry openings for windows that can be good sources of natural light, while the center area has a large skylight.

**723 SW Washington
Ingersol Warehouse Building**

Current occupancies for this building are warehouse with office at first and second floors. The front second floor area is accessed by a single stair. Warehouse use with offices and commercial/retail use with related storage are appropriate for both floors. Second floor uses should continue to include office and residential apartments. The alley at the back of building is just below second floor height.



The building is two stories in height, constructed of period style brick masonry with heavy wood/timber second floor and roof framing. Some parking may be available on the adjacent lot. A front loading area is accessed from Washington Street and upper floor loading docks are located at the alley. Windows can be sources of natural light for both floors. First and second floor front wall masonry openings appear to be large

traditional sizes but are concealed behind siding applied to the building. First floor side wall windows are basic sizes and located high in walls. Second floor areas have many standard sized masonry openings.

733 SW Washington Winkler Building

Historically occupied by light industrial/heavy commercial warehouse occupancies, this building was renovated as recently as 1998. Adapted over the years, this mixed use property includes warehouse, commercial/retail and office space. Due to its location and opportunity for open floor plans the flexibility, this building can provide a testament to why space in the warehouse district is so desirable.



This three story brick masonry building is a prime corner anchor for the block with brick and stone detailing on the street walls that continues to exemplify the essence of the warehouse district. There are large glass areas for windows and natural light on these faces which wrap around to the alley at the third floor; and off-street parking is available on the adjacent lot. Multiple locations exist for delivery areas, including both sides

and an upper floor loading dock which is accessed from the alley, and is several feet below the height of the second floor.

736 SW Washington Roszell – Sealtest Condominium

Mixed-use redevelopment is presently underway for this former cheese manufacturing/office building. A variety of structural systems and bay spacing provides excellent opportunities for a mixed use redevelopment approach that would lend itself well to commercial/retail, restaurants, office and residential units.



Constructed of brick masonry (now partially painted), this two story building is full of potential. The main floors, with their tall ceilings and reinforced structure contain lower level spaces that could potentially be opened up to Washington Street for new street front retail. The Washington Street and Oak Street façades boast a good amount of period masonry detail and character that is unmistakably rooted in what the warehouse district personifies. With skylights and large masonry openings, the potential to wash the interior with natural light is everywhere. The structural systems vary from floor to floor and roof to roof, including everything from timber to

steel to concrete construction. Opportunities for parking are available on-site and along the side streets and most deliveries are made through main entrance at the alley.

800 SW Washington Former “Used But Nice Furniture” Building

Historically occupied by commercial/retail and warehouse uses, this building is partially occupied as a warehouse. It is an excellent candidate for mixed use occupancy. The “hustle and bustle” street connection and large loading dock make the lower floors well suited to continuing these occupancies as well as future restaurant and office uses. Upper floors, with their excellent city and river views, are well suited to the quieter occupancies like professional’s office space and residential dwellings. The potential for modern warehouse loft conversions is undeniable.



This iconic six story brick masonry building and half basement is adorned with many attractive exterior stone details, including a signature double corner entry faced in stone. Other architectural features include: large windows on 3 sides of the building providing excellent natural light; round

windows at corners of the building and heavy wood/timber interior structure, reinforcing the unique character of this older building. The large open floors and generous ceiling heights offer great flexibility and a sense of presence for the building's next use(s).

Adjacent is a one story support building, whose Washington Street masonry elements and wooden roof/column components could help add historic character to a new development.

801 SW Washington Food Services Warehouse Building

The original use of this building as a wholesale grocer's office and warehouse embodies the true spirit the new Warehouse District strives to achieve. Currently occupied as a warehouse, the corner location, street connection, and multiple loading dock locations make this an excellent candidate for mixed use occupancy. Taking a note from its history, this building exudes the presence on multiple street fronts to support continued commercial/retail occupancies, including restaurant, office, residential units, and re-



lated storage support spaces. The upper floors offer panoramic cityscape views of both the downtown and the warehouse district, creating an excellent opportunity for loft style renovations.

This six story brick masonry building houses a full basement and radiates architectural character, from the elaborate exterior brick and stone detailing, to the arched brick and glass main entry and architectural penthouse above. Many other features give the building a sense of true character, including large windows on 3 sides of the building, interior octagonal concrete columns, concrete floor structure, and large open floors create flexible layout opportunities for the building's next life.

812 SW Washington Builder's Warehouse

This building has been continually occupied by commercial/retail and warehouse uses and is now retail with related warehousing. The building's configuration and history make continued mixed use a logical approach to redevelopment. A large array of opportunities can be accommodated in and are well suited to this property, including commercial/retail, restaurant, office, residential, and related storage uses.



The upper floors offer great potential for both office and residential warehouse loft conversions, with broad city and river views.

Towering seven stories above Washington Street, the brick masonry building boasts intricate brickwork at the upper floors and delicate stonework along the Washington Street facade. Plenty of opportunities for storage exist; the structure has a full basement with a second half basement level below that. Amongst the period brickwork, many other architectural features are prominent; including large windows on 2 sides, punched openings on the third side of the building for natural daylight, heavy timber interior construction for columns/beams with wood joists and wood slat flooring. The large open support structure and generous loading dock at the rear of the building make the property attractive, flexible and highly adaptable for years to come.

KEY RECOMMENDATIONS

FIGURE 4f. DEVELOPMENT SCENARIO FOR CATALYTIC REDEVELOPMENT AREA 'A'

- A1** This entire block has potential for redevelopment. A portion of the existing facade could be maintained at the corner of State and Washington. Retail/restaurant uses should occur at the corner of State and Washington. Ground level residential should occur toward the intersection of Walnut and Washington. Structured parking supports upper floor residential
- A2** A three-story urban residential building with tuck-under parking anchors the corner of Walnut and Washington. The existing MRS Industrial building could remain and could be reused as an art gallery or performance venue
- A3** Redevelop this block with a parking deck at the center of the block. The Diamond Vogel building should be preserved. New mixed-use should occur at the corner of State and Washington with retail/restaurant uses at street level and office uses above. A four-story residential building anchors the corner of Walnut and Washington
- A4** Maintain the existing parking lot in the interim patrons and employees of the Warehouse District utilize the lot at off-peak times. A future parking structure could potentially be located on this block with active ground floor uses or a liner building along Washington Street.

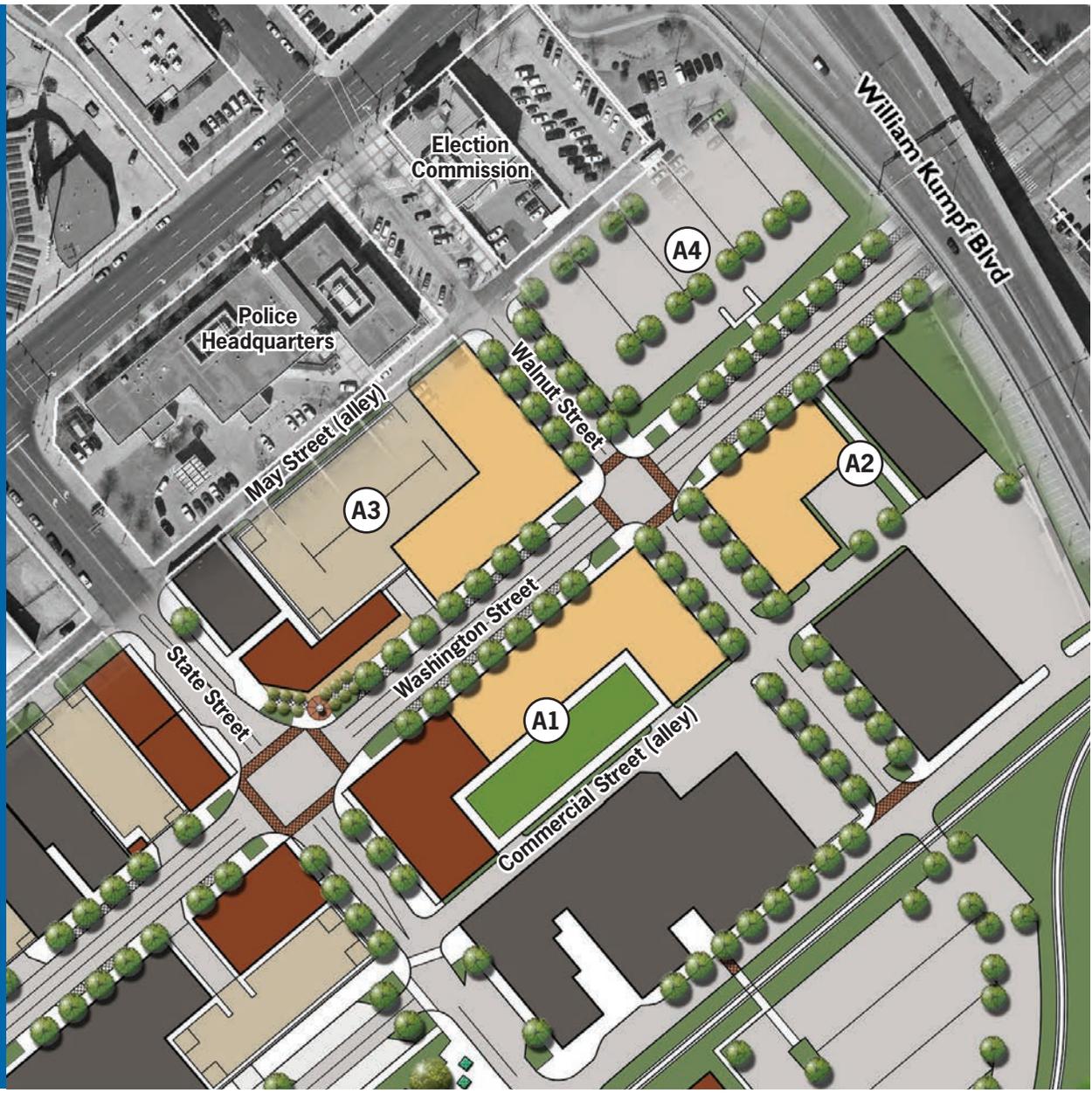


FIGURE 4g. DEVELOPMENT SCENARIO FOR CATALYTIC REDEVELOPMENT AREA 'B'

KEY RECOMMENDATIONS



- B1** This block contains two of the largest buildings in the district. Cohen Furniture and Builders Warehouse would be redeveloped with retail/showroom uses at street level and warehouse storage above. Office space for creative industries would occupy the middle floors and loft conversions above that. The lot between would be redeveloped as a parking deck.
- B2** Adaptive reuse is occurring in the Sealtest building. New features include retail/restaurant uses at the Washington Street level and loft conversions above. A new 3-story mixed-use building anchors the corner of Washington and State streets with parking deck behind.
- B3** Similar to B1 buildings, the Jobst-Bethard building would have retail and/or showroom at street level with warehouse storage above. Upper floors would include office uses topped with residential on the highest floors. A new parking deck would be wrapped with existing and new mixed-use with retail at street level and office and residential above.
- B4** This block consists of three redevelopment sites with two existing surface lots utilized for parking away from the corners. Two sites include existing buildings with retail uses at street level and office and residential uses above. A mixed retail and residential building anchors the State and Washington corner.

Development Program Matrix

The matrix below (Table 4a.) presents the programmatic elements of the Final Development Scenarios. Building areas are approximate based on GIS information available. Parking requirements are calculated differently than the form-based standards. The calculated required parking for each use generally exceeds the parking required by the form-based standards.

TABLE 4a. DEVELOPMENT PROGRAM MATRIX

BLOCK	PARKING					RETAIL			OFFICE			INDUSTRIAL			RESIDENTIAL			MISC.	
	Req'd. Park.	Shared Park. Factor	Adj. Park.	Prov.	Diff.	Exist. To Remain (sf)	Adaptive Reuse (sf)	New Const. (sf)	Exist. To Remain (sf)	Adaptive Reuse (sf)	New Const. (sf)	Exist. To Remain (sf)	Adaptive Reuse (sf)	New Const. (sf)	Exist. To Remain (units)	Adaptive Reuse (units)	New Const. (units)	Gallery etc. (sf)	
A1	179	NA	179	182	3	-	-	12,050	-	-	-	-	-	-	-	-	-	87	-
A2	55	NA	55	89	34	-	-	-	-	-	-	-	-	-	-	-	-	37	21,046
A3	146	1.3	112	168	56	5,338	-	5,609	-	-	5,993	-	-	-	-	-	-	55	-
A4	-	NA	0	90	90	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Totals:	380		346	529	183	5,338	-	17,659	-	-	5,993	-	-	-	-	-	-	179	21,046
						Total Retail 'A':		22,997	Total Office 'A':		5,993	Total Industrial 'A':		-	Total Units 'A':		179		
B1	448	1.3	345	533	188	-	29,885	3,030	-	43,379	-	-	59,770	-	-	75	-	-	-
B2	168	1.3	129	99	(30)	-	13,232	7,987	12,653	-	-	-	-	-	-	13	14	-	-
B3	221	1.3	170	81	(89)	-	11,124	3,504	-	16,762	1,275	-	21,170	-	-	47	6	-	-
B4	172	1.3	133	112	(21)	-	16,102	8,033	-	-	-	-	21,472	-	-	22	14	-	-
Totals:	1,009		776	825	49	-	70,343	22,554	12,653	60,141	1,275	-	102,412	-	-	158	34	-	-
						Total Retail 'B':		92,897	Total Office 'B':		74,069	Total Industrial 'B':		102,412	Total Units 'B':		192		

Total Catalytic Redevelopment Area Retail (sf):	115,894
Total Catalytic Redevelopment Area Office (sf):	80,062
Total Catalytic Redevelopment Area Industrial (sf):	102,412
Total Catalytic Redevelopment Area Miscellaneous (sf):	21,046
Total Catalytic Redevelopment Area Units:	371
Total Parking Spaces Required:	1,123
Total Parking Spaces Provided:	1,354
Difference:	231

Development Feasibility Analysis

Incremental Transformation

The successful transformation of districts with initially low anticipated rents and prices often require a multi-phased approach that begins with the strategic investment in viable near term catalytic projects. These near term projects leverage the catalytic potential of emerging markets; those pioneering people or businesses that are willing to participate and contribute to the transformation of the district. Whether they are drawn by the promise of affordability, or the unique character and flexibility of warehouse district buildings, or are interested in participating in an emergent creative community, these pioneers help to build the neighborhood vibrancy and desirability required to command the higher rents and prices that make future phase development viable.

Based on projected construction costs, the market for mixed use development, and the projected potential rents for each anticipated use, a conceptual feasibility analysis was conducted for each of the blocks in the catalytic project areas. The results of this analysis are summarized in Table 4b. The goals of this analysis are twofold:

1. Near Term Viability – Early Catalytic Projects

The primary goal of the feasibility analysis is to identify example projects that have the most potential to be viable, near term catalysts for the

transformation of the Warehouse District. The projects were identified based on the following:

- Viability – Economic viability in the near term given current market conditions, construction costs, the ability to leverage current strengths of the Warehouse District, and the ability to access development resources.
- Impact – A program mix that will attract and nurture a community of people and uses to help achieve the critical mass necessary for the Warehouse District to realize its potential as a dynamic, resilient and desirable neighborhood. In particular, it will be important to support catalytic developments that can build upon existing development energy and that will bring people to the district, either to live, work, or play.

2. Long Term Viability – Building on the Catalysts

The second goal of the feasibility analysis is to illuminate those projects and uses that are critical to the long-term vision of the Warehouse District but not currently viable given market conditions. The analysis will illustrate the current gaps in feasibility for each block within the catalytic project area, highlight the relative feasibility between proposed uses, and identify where the market needs to grow in order to justify development.

It is important to note that this analysis is conceptual. The implementation of any of the proposed

catalytic projects will require a deeper analysis of feasibility based on site-specific conditions, a project specific program and design, as well as project specific underwriting and financing approaches. As such, this analysis should be used as a planning tool to recognize development potential and challenges within the Warehouse District.

Financial Feasibility Assumptions

The development feasibility analysis was based on the following key assumptions:

Construction Costs:

Residential (New Construction)	\$175.00 psf
Residential (Adaptive Re-use)	\$150.00 psf
Office/Retail (New Construction)	\$180.00 psf
Office/Retail (Adaptive Reuse)	\$160.00 psf
Industrial (bare bones fit-out)	\$45.00 psf
Parking – Structured	\$16,000 per space
Parking – Surface	\$1,600 per space

Source: Farnsworth Group

Note: Costs are intended to be used for conceptual planning purposes and to illustrate the relative feasibility each proposed use. A true accounting of the costs of each of these proposals will require further design development as well as the services of a professional cost estimator.

Projected potential rents:

Residential (New Construction)	\$1.12 psf/month
Residential (Adaptive Re-use)	\$1.08 psf/month

ARTSPACE LOFTS (Waukegan, IL)

Artspace is renovating a former nine-story hotel (abandoned after a fire in the mid 1980s) a few blocks from Lake Michigan in downtown Waukegan, Illinois. The building will feature 36 live/work units for artists along with ground floor space for retail and community non-profits. The renovation is slated to cost \$12.5 million and was funded in part by \$9 million in Low Income Housing Tax Credits. Expected to be completed in late 2012, the Karcher Artspace Lofts received strong support from Mayor Robert Sabonjian who refers to it as “a legacy project.” The project has strong catalytic potential – it is a long dormant landmark building amidst a downtown currently lacking in commercial activity, amidst buildings teeming with character. Interest in the site has been high, the developer fielded inquiries from 350 people for the 36 units. All but four of the units are affordable; rents are projected to range from \$325 for an efficiency to \$900 for a market rate two-bedroom.



Avg Unit Size: 965 sf (2 Bedrooms or loft style)

Office/Retail	\$13.00 psf/year
Industrial	\$3.50 psf/year
Parking (Structured)	\$62.00 per space/month
Parking (Surface)	\$54.00 per space/month

Commercial rents and parking rents provided by Randall Gross Development Economics. Residential rents provided in the study “Residential Development Opportunities – Downtown Peoria, Illinois” by Tracy Cross & Associates, updated January 26, 2011

Project Financing:

Each model assumes the following financing methodology.

1st Mortgage - Residential

For the residential portion of each project, a maximum supportable loan amount is calculated based on the potential project cashflow and assumes an interest rate of 5.25%

2nd Mortgage – Commercial

For the commercial portion of each project, a maximum supportable loan amount is calculated based on the potential project cashflow and assumes the availability of low interest financing for commercial projects provided by the Illinois Finance Authority with an interest rate of 3.25%.

Equity

Each model assumes a 25% equity developer contribution to the project, except in the cases where subsidy/grant programs are proposed that may contribute equity to the project in the absence of developer equity. It is understood that depending on specific developer capacities, the available equity may be different, but for the sake of this analysis a baseline of 25% is used to reflect conventional underwriting practices. Each project assumes a developer fee of 8% of the total development costs.

Tax Credits/Grants

Each of the near term catalytic projects propose the use of tax credits or grant programs that can enhance development viability. These are listed in the uses section of each applicable development budget.

Near Term Viability – Early Catalytic Projects

Project: WD/artshub

To leverage the potential for artists to be transformative pioneers that are living and working in the Warehouse district, WD/artshub proposes the construction of a new artists loft building connected to an existing industrial building. Like the Karcher Artspace Lofts building in Waukegan IL (see sidebar), WD/artshub builds on a project financing precedent that has been used with success in similar districts throughout the country. A combination of low income housing tax credit equity (LIHTC) and HOME grant funds provided by the Illinois Housing Development Authority, can make near term catalytic projects like WD/artshub viable when market rents/prices alone are not strong enough to justify development. Partnering with local arts organizations and development organizations like Artspace (www.artspace.org) ensure that the project is successfully marketed and tenanted to artists. Projects of this nature can be particularly successful when local development entities or arts organizations can form partnerships with development companies that specialize in the development of artists housing (as in the case of the Karcher Artspace project).

Example Site - New Construction/Adaptive Reuse in Block A2

Key Marketing Concept

Mixed-Use (Residential and Commercial)

Proposed Development Program

37 Artists Lofts – New Construction	42,000sf
Industrial - Adaptive Re-use	21,046sf
46 Structured Parking Spaces	

Potential Development Budget:

USES

Development Costs:	
Residential - Artists Lofts	\$10,488,382
Industrial – Adaptive Re-use	\$1,355,008
TOTAL USES:	\$11,843,390

SOURCES

First Mortgage	\$669,782
LIHTC Equity	\$9,688,957
Developer Equity	\$2,960,848
TOTAL SOURCES:	\$13,979,801
Development Surplus (Gap)	\$2,136,411

Note: detailed pro-forma analysis located in Appendix D.

Figure 4h. CONCEPTUAL PLAN FOR DEVELOPMENT SCENARIO BLOCK A2

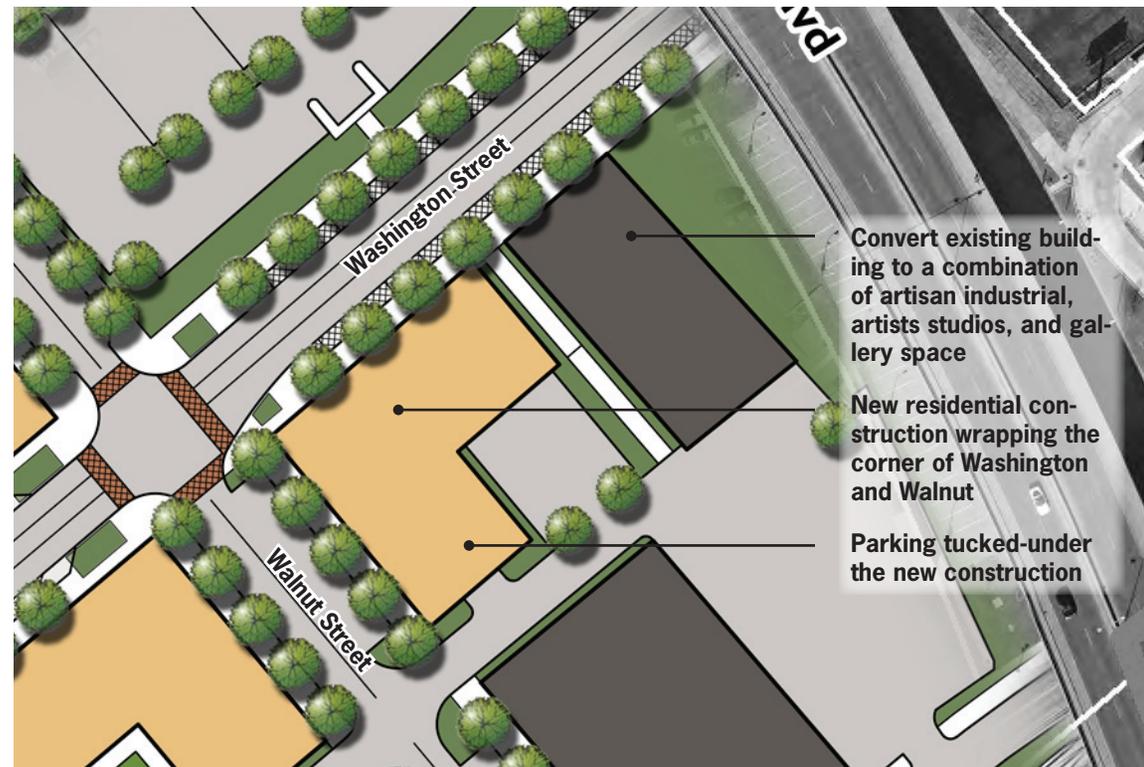


TABLE 4b. NEAR TERM CATALYTIC PROJECTS FEASIBILITY SUMMARIES

Block A2 - WD/Arts Hub			
	Residential	Commercial	Total
Total Development Costs	\$ 10,488,382	\$ 1,355,008	\$ 11,843,390
			\$ -
Residential Mortgage	\$ 669,782		\$ 669,782
Commercial Mortgage		\$ 535,553	\$ 535,553
Historic Tax Credit Equity	\$ -	\$ 124,661	\$ 124,661
HOME Grant	\$ -		\$ -
LIHTC Equity	\$ 9,688,957		\$ 9,688,957
Developer Equity	\$ 2,622,095	\$ 338,752	
Total Development Sources	\$ 12,980,835	\$ 998,966	\$ 13,979,801
Surplus/(Gap)	\$2,492,453	(\$356,042)	\$2,136,411

Block B2 - WD/Adapt			
	Residential	Commercial	Total
Total Development Costs	\$ 7,248,369	\$ 4,682,949	\$ 11,931,318
			\$ -
Residential Mortgage	\$ 178,826		\$ 178,826
Commercial Mortgage		\$ 5,540,780	\$ 5,540,780
Historic Tax Credit Equity	\$ 239,939	\$ 256,590	\$ 496,529
HOME Grant	\$ -		\$ -
LIHTC Equity	\$ 5,150,691		\$ 5,150,691
Developer Equity	\$ 1,812,092	\$ 1,170,737	
Total Development Sources	\$ 7,381,548	\$ 6,968,107	\$ 14,349,655
Surplus/(Gap)	\$133,179	\$2,285,159	\$2,418,338

Income Assumptions				
Income Assumptions	Adaptive		Vacancy	
	Reuse	New Construction		
Residential	\$ 1.08	\$ 1.12	psf/month	10%
Retail	\$ 14.00	\$ 14.00	psf/year	10%
Office	\$ 13.00	\$ 13.00	psf/year	10%
Industrial	\$ 3.50	\$ 3.50	psf/year	10%
	Structured		Surface	
Parking	\$ 62.00	\$ 54.00	per month	10%

Market Rate Comparison			
A2 - Market Rate			
	Residential	Commercial	Total
Total Development Costs	\$ 10,516,194	\$ 1,355,008	\$ 11,871,203
			\$ -
Residential Mortgage	\$ 2,332,793		\$ 2,332,793
Commercial Mortgage		\$ 535,553	\$ 535,553
Historic Tax Credit Equity	\$ -	\$ 124,661	\$ 124,661
HOME Grant	\$ -		\$ -
LIHTC Equity	\$ -		\$ -
Developer Equity	\$ 2,629,049	\$ 338,752	
Total Development Sources	\$ 4,961,841	\$ 998,966	\$ 5,960,807
Surplus/(Gap)	(\$5,554,353)	(\$356,042)	(\$5,910,395)

B2 - Market Rate			
	Residential	Commercial	Total
Total Development Costs	\$ 7,261,820	\$ 4,682,949	\$ 11,944,768
			\$ -
Residential Mortgage	\$ 983,093		\$ 983,093
Commercial Mortgage		\$ 5,540,780	\$ 5,540,780
Historic Tax Credit Equity	\$ 240,384	\$ 256,590	\$ 496,974
HOME Grant	\$ -		\$ -
LIHTC Equity	\$ -		\$ -
Developer Equity	\$ 1,815,455	\$ 1,170,737	
Total Development Sources	\$ 3,038,932	\$ 6,968,107	\$ 10,007,040
Surplus/(Gap)	(\$4,222,887)	\$2,285,159	(\$1,937,729)

As illustrated in Table 4b (following page), a comparative analysis of the relative feasibility of block A2 as a market rate project vs an artists lofts project illustrates the challenge of development in a market where the current rent levels are not high enough to support the cost of construction. The use of low income housing tax credits is instrumental in overcoming this challenge by providing an equity source that can fill the development budget gap found in the market rate project. Additionally, the WD/artshub project yields enough development surplus to potentially pay land acquisition costs in cases where the landowner is not participating in the development.

This concept has been developed to illustrate a potentially viable development model. It was created for Block A2 within the catalytic project area, but it is a model that could be applied to many sites throughout the district.

Information:

Low Income Housing Tax Credit

<http://www.ihda.org/developer/LIHTC.htm>

HOME funds

<http://www.ihda.org/developer/HOME.htm>

Project: WD/Adapt

WDAdapt was developed to illustrate the viability of combining artists lofts as described above in the WD/artshub, and the adaptive re-use of an existing historic structure to leverage the potential of both historic tax credits and low-income housing tax credits to create a viable near term catalytic project with both adaptive re-use as well as strategic new construction infill. As with the WD/artshub project, this concept generates a projected cashflow that positions the project

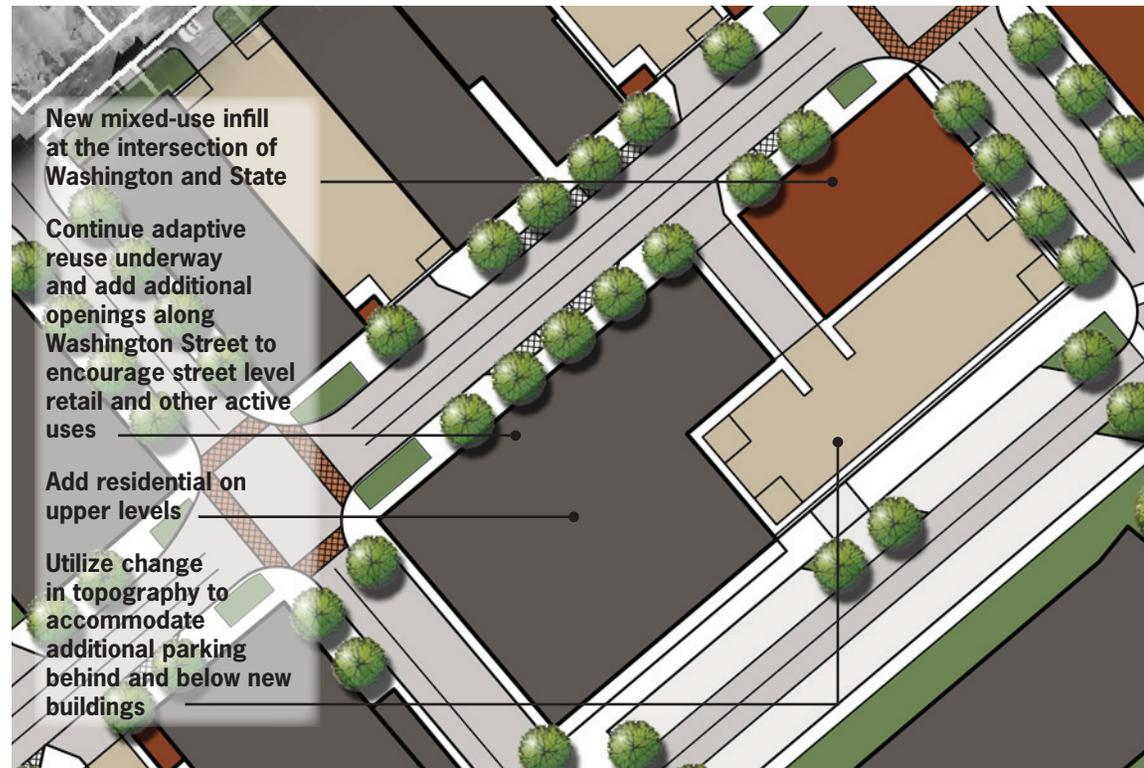
financially to yield a development budget surplus that could be used for land acquisition costs. The Denver Dry building as described (see sidebar on following page) provides a good example of how a project like this is often a powerful catalytic force for the revitalization of a neighborhood or district.

Example Site - Adaptive Reuse in Block B2

Key Marketing Concept

Old Peoria Distillery District

Figure 4i. CONCEPTUAL PLAN FOR DEVELOPMENT SCENARIO BLOCK B2



DENVER DRY BUILDING (Denver, CO)

Like many Midwestern communities, in the 1990's downtown Denver was in trouble. The retail was largely dead and only 2,000 units of housing existed in downtown. Even in light of these conditions at the time, the Denver Dry Building at 16th Street and California Street was a promising site on a pedestrian mall in the heart of downtown—a block away from a light rail stop that was in development. The historic building had been the home to a regional retail chain, The Denver Dry Goods Company, which closed the location in 1987 following the sale of the company. Getting the building back on-line was a priority to Mayor Federico Peña, who negotiated the building's sale directly with the owners to be purchased by the Denver Urban Renewal Authority. After a number of unsuccessful development proposals—focused on retail, but financially unfeasible—a decision was made to move towards a mixed-use approach that would help bring the potential users of the retail to the area (many of whom were themselves downtown service workers). A leasing, financing and organization plan was created that utilized twenty-three sources of financing to convert this historic building into a mixed-use site. This successful redevelopment project inspired more than twenty other mixed-use/historic renovation projects in downtown Denver.



Proposed Development Program

13 Artists Lofts – Adaptive Reuse	13,232sf
14 Artists Lofts – New Construction	15,974sf
Office/Retail – Adaptive Reuse	13,232sf
Office/Retail – New Construction	7,987sf
64 Structured Parking Spaces	

Potential Development Budget

USES

Development Costs:

Residential - Artists Lofts	\$7,248,369
Office/Retail – Adaptive Reuse	<u>\$4,682,949</u>
Total Development Costs	\$11,931,318

SOURCES

Residential Mortgage	\$178,826
Commerical Mortgage	\$5,540,780
Historic Tax Credit	\$496,529
LIHTC Equity	\$5,150,691
Developer Equity	<u>\$2,982,829</u>
TOTAL SOURCES	\$14,349,655

Development Surplus (Gap)	\$2,418,338
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Note: detailed pro-forma analysis located in Appendix D.

Long Term Viability – Building on the Catalysts

Residential Uses:

As illustrated in Table 4b, the development feasibility of the blocks within the catalytic project area is primarily challenged by low projected near term rents that do not currently support the cost of construction. This condition is particularly acute for residential uses, both for projects with new construction and adaptive re-use. As noted above, it is not uncommon for districts with initially weak markets, to use financing tools like those proposed for WD/artshub and WD/adapt, to facilitate the development of projects that will bring people and energy to the district. As these creative people move into the district, they increase the vibrancy of the district, and eventually the desirability of the district, raising the rent levels to a point where construction costs are justified.

Commercial Uses:

As illustrated in Table 2, the development potential for the commercial uses described in the market study section of this plan is considerably more viable in the near term than residential uses. While the development of commercial space from new construction is not yet justified, those blocks where historic structures exist (B1, B3, and B4) and are candidates for adaptive re-use are feasible. This is due to a lower anticipated construction cost for renovation, but also because of the equity made available to these projects through the use of Historic Tax Credits.

These findings would suggest a near term district approach that focuses on attracting people to live and work in the district through the development of affordable artists lofts, combined with the adaptive re-use of existing historic structures to create commercial spaces for the Warehouse District uses described in Chapter 3.



DISTRICT DESIGNS

WASHINGTON

WAREHOUSE DISTRICT ASSOCIATION



PEORIA • ILLINOIS

Angelo's

CHAPTER 5

Implementation Strategies

Introduction

The continued revitalization of the Warehouse District requires a champion, or champions, that will make certain steady implementation of key actions occurs within a short-, medium-, long-term timeframe. Below, is a description of each strategy and associated actions. This section also includes sidebars (in blue boxes) alongside many of the strategies that highlight similar ideas and projects that have been implemented elsewhere. At the end of this section, there is a matrix that lists the strategies and actions, suggested timeframe for implementation, responsible parties. For the strategies presented in this plan, the short-term is defined as the next two years, medium-term is defined as two to five years, and long-term is five to 10 years. Agencies and partners responsible for implementing this Strategy include, but are not limited to, the following:

Agencies

City of Peoria Planning and Growth Department
City of Peoria Public Works Department
Peoria Parks District
Tri-County Regional Planning Commission

Partners

Central Illinois Economic Development Council
Heartland Partnership
Area colleges and universities
Downtown Corporations

Private Owners/Developers

STRATEGY 1:

Create an Organization That Oversees and Supports Development in Downtown Peoria

The Warehouse District is one of several distinct areas that make up downtown Peoria. While the Warehouse District has the potential to become a thriving, urban neighborhood, it can benefit from a collective effort to promote all of downtown Peoria as the heart of the community and region. As described earlier in this report, the distinct areas of the downtown core, including, but not limited to, the Central Business District, the Riverfront District, and the Warehouse District, can work together to strengthen each other. A

downtown organization can be the champion that leads the effort to accomplish this. This most successful organizations would be diverse with multiple responsibilities including:

- Development and development assistance
- Funding assistance for capital improvement projects
- Marketing and promoting the district, including event promotion as a second priority after the initial start-up of the organization
- Maintenance of public spaces and streetscapes
- Management of parking facilities district-wide
- Review and issuance of certificates of appropriateness for development meeting district-specific design standards

The responsibilities listed above have been historically divided among several organizations; however, the creation of “umbrella” organizations is increasing. In a time when funding can fall short, many cities have seen the benefits of sharing resources between organizations that share the same goal - a vibrant, downtown. Funding sources may dictate some organizational autonomy, which should be considered a good thing. Organizational autonomy aside though, it is recommended that the City work toward creating an organization with multiple components to assume the responsibilities identified above.

Figure 5a. POTENTIAL ORGANIZATION FUNCTIONAL CHART



Development Authority Component

Development Authorities have been actively engaged in the redevelopment of many successful downtown districts. They establish strategic development goals and carry out the implementation of those goals. Sometimes they are the cohesive group that aligns with several disparate development entities. Other times they serve as the master developer for specific districts. They have the potential to increase productivity and streamline the development process. In many instances they fill the gaps in urban redevelopment by focusing on capital improvement projects that benefit entire districts. Development Authorities often use Tax Increment Financing to assist developers and build capital improvement projects.

Business Improvement District Component

Increasingly throughout the U.S., Business Improvement Districts (BIDs) have been established to help downtowns and neighborhoods revitalize through management, promotion, maintenance and upkeep of a specially designated area. The New York Institute of Small Business defines BIDs as “a public/private partnership in which property and business owners elect to make a collective contribution to the maintenance, development and promotion of their commercial district.” In Illinois, the equivalent of a BID is called a Special Service Area (SSA). There are currently over 1,000 BIDs in the U.S. They are considered by some as a key component of investing in small businesses. Studies on BIDs in cities such as San Diego and New York indicate strong returns

on investment for businesses, increased occupancy rates and lower crime rates. A BID is a useful method for investing money from business and property owners, through the assessment, directly into the collective management of the district. Additional information on the benefits of BIDs is included under Strategy 10.

Association Component

To encourage the autonomy of individual districts, the organization should also support the efforts of the distinct neighborhood associations within the downtown core, such as the long-established Warehouse District Association. This can be accomplished through cross promotion of the district, including activities and events. Support would also include neighborhood association representation on committees, boards, and

perhaps even design review committees if the organization is tasked with the review of proposed development. Associations are typically funded by membership dues and private contributions.

Organization Structure

To encourage and leverage a cohesive downtown district, this plan favors the formation of a not-for-profit, public/private partnership to oversee the redevelopment and management of downtown, governed by a Board of Directors. Board members should include a minimum of one City Council member and other appointments by the Mayor/Council. Board members should include business owners and developers from within the district and representatives of key sectors with a vested interest in the redevelopment of the district. Figure 5a illustrates a potential organi-

zational structure; however, additional study is recommended to determine the right structure for Peoria.

Organization Staff

The different components of the organization could share a central staff. The size of the staff will depend on the organization's mission and available funding, but may be small (1-3 people) in the early going. In order to be more effective, the organization should grow to a 5-10 member staff that oversees day-to-day operations. Staff positions might include:

Executive Director (essential)

Assistant Director

Communications Director

Finance Director

Business Recruitment and Retention Director

Marketing and Program Director (essential)

Planning and Development Director

Operations Director (essential)

Administrative and IT Support

Funding

Funding must be commensurate with responsibilities. The organization may require some government funding to get started, but a combination of TIF funding, private sector investment/contribution, and special assessment is recommended. Additionally, a mechanism should be in place for the development component to recommend that the City authorize bonds for priority projects.

While there are many successful downtown organizations across the U.S., four organizations

FOUR MODEL DOWNTOWN ORGANIZATIONS

Fort Collins Downtown Development Authority (Fort Collins, CO)

City Population: 140,000

Downtown District size: 580 acres, over 40 city blocks

Created in 1981, the Fort Collins Downtown Development Authority (DDA) is a non-profit entity separate from city operations that uses tax increment financing to stimulate redevelopment in the central business district. The Authority focuses on projects that have benefit for the entire community. It uses its financial resources to directly leverage private investment. According to its Development Plan, the DDA has the authority of engage and fund many types of projects, including:

- Land assemblage and acquisition
- Construction and rehabilitation
- Selling and leasing space
- Development and funding of civic facilities
- Public improvements related to utilities, streets, streetscape, and civic facilities

Typically, the DDA will partner with a developer, business owner, or property owner through the issuance of bonds funded by the tax increment. The DDA's participation in such public-private partnerships ranges from a few thousand dollars to investments in excess of \$5 million. When a developer or business owner comes to the DDA board seeking issuance of bonds, the Board hears project details and approves or denies the project. In order to issue debt, the DDA must be indebted and cannot spend the revenues from TIF, so the DDA writes an issuance of debt resolution to recommend appropriations. Examples that illustrate the breadth of DDA projects include:

- The purchase of façade easements for adaptive reuse and new infill projects

- Improvements to public infrastructure for mixed-use and residential projects
- Plaza
- Funding public art initiatives
- Funding of cameras and additional police presence in downtown
- Construction of Old Town Square plaza and associated parking structure

A five person staff that includes an executive director, project manager, programs administrator, administrative manager, and financial coordinator manages the DDA. The Board of Directors includes two representatives from city council, one representative from the county board, and nine business owners/representatives with businesses in the DDA boundaries.

Total revenues for the DDA in 2011 were \$6,389,000. Property Tax Increment Revenue accounted for 89% of the 2011 DDA revenues. The remainder of revenues includes property tax mill levy (9%), auto specific tax (1%), and interest/other (1%). 75% of 2011 DDA expenditures went to debt service principal.

<http://www.downtownfortcollins.org/index.html>

<http://www.downtownfortcollins.org/docs/dda-development-plan.pdf>



Downtown Fort Collins, CO



Downtown Grand Rapids, MI



Downtown Kalamazoo, MI



Historic Third Ward Milwaukee, WI

FOUR MODEL ORGANIZATIONS (continued)

Grand Rapids Downtown Development Authority (Grand Rapids, Michigan)

City population: 188,000

The Grand Rapids Downtown Development Authority (DDA) is a development agency responsible for many improvements in the downtown Grand Rapids area. DDA projects have contributed greatly to the growth and development of downtown. Using incremental property taxes collected from downtown properties, the DDA has financed many public improvements, which have led to unprecedented private investment. Since its establishment in 1980, the DDA has invested about \$120 million in various improvement projects. This investment has leveraged, directly and indirectly, over \$2 billion in private and institutional investment within the downtown area. The DDA has supported many notable projects, including:

- Construction of the Van Andel Arena
- Expansion of the convention center (now known as DeVos Place)
- Construction of the Interurban Transit Partnership's Rapid Station Transit Center, Construction of Heartside Park
- Reconstruction of many downtown streets

Currently, the DDA is a department of the City of Grand Rapids, so funding is through the City Budget. In 2010, the DDA commissioned a Framework Plan for downtown. One of the key recommendations of this plan was to combine the resources and energy of three downtown organizations, the DDA, the Downtown Alliance (DA), and the Downtown Improvement District (DID), into a single organization with a common goal of supporting downtown. The organization would be called Downtown Grand Rapids, Inc. (DGRI) and, if formed, would be a separate

not-for-profit, governed by a board. The board would consist of board members from each of the component parts and serve as the coordinating committee that guides the overall vision for moving downtown Grand Rapids forward. The plan recommends three (3) board members from the DDA, three (3) from the DA, one (1) from the DID, the City Manager (or City Manager's designee) and the Mayor (or his or her designee). The three component organizations would still exist, but under the umbrella of the DGRI. DGRI would manage the overall budget and provide a six-person staff to administer the umbrella organization and assist the component organizations. This proposed concept, utilized in other cities, effectively combines three important tools in downtown management: development assistance (DDA), marketing (DA), and maintenance (DID).

<http://grcity.us/design-and-development-services/Downtown-Development-Authority/Pages/default.aspx>

FOUR MODEL ORGANIZATIONS (continued)

Kalamazoo Downtown Development Authority (Kalamazoo, Michigan)

City population: 74,000

The Kalamazoo Downtown Development Authority (DDA) is one of three downtown entities that are part of Downtown Kalamazoo Incorporated (DKI). Downtown Kalamazoo Incorporated is a private, non-profit organization that works with both the public and private sectors in preserving and enhancing the economic health of Kalamazoo's downtown area and, in turn, the Kalamazoo community. The mission of DKI, in conjunction with its affiliate organizations, is to establish Downtown Kalamazoo as an accessible, diverse, green, progressive and vibrant urban center. The Authority manages a full range of activities that include:

- Downtown parking
- Capital improvement projects
- Business development and recruitment programs
- Image marketing and event planning

A board that includes eleven people representing local businesses, education, public sector, and real estate governs the DDA. The staff consists of a president, vice president of planning and development, executive secretary, finance director, community relations director, planning and development coordinator, business recruitment and retention director, finance assistant, administrative support and I.T. coordinator.

While the Downtown Development Authority is part of the DKI, the Authority itself is actually funded through the City and is a function of government. DDA revenues include a 2 mill tax on downtown properties and taxes from its TIF district that was established in 1988. The DDA has a target list of

transformative projects that could take anywhere from 2-10 years to complete. In 2009, the DDA provided \$25,000 in grant for business recruitment and retention, \$288,000 in building revitalization grants, and over \$1.2 million in preliminary funding for public improvements.

<http://www.downtownkalamazoo.org/About-Downtown.aspx>

<http://www.kalamazoocity.org/docs/BoardsAnd-Commission/DDA/2009DDAANNUAL.pdf>

Historic Third Ward Association (Milwaukee, WI)

City population: 595,000

The Historic Third Ward, located three blocks from downtown, was once the commercial and industrial hub of Milwaukee. Today, it has been reborn as vibrant, urban, mixed-use neighborhood home to over 400 businesses, 1200 residential units, and several civic spaces and structures. The organization behind the neighborhood's renaissance, commonly referred to as Historic Third Ward, is actually several organizations that work closely together to promote and support the area as a vibrant, mixed-use neighborhood. These organizations include:

- The Historic Third Ward Association (HTWA), a private non-profit organization, created in 1976, that champions the implementation of improvement efforts in the district
- A Business Improvement District, is a quasi-governmental entity, created in 1987, that is an extension of the City and has the power to levy assessments on business property to fund the HTWA and its projects
- A Historic District, created in 1984, to preserve the area's architectural heritage
- An Architectural Review Board (ARB), established by the City to review and issue

certificates of appropriateness to projects in the district according to design guidelines

- Two Tax Increment Financing Districts (TID) to fund capital improvements

The HTWA has primarily been involved in capital improvement projects and the promotion of the district. Specific efforts include:

- Constructing two 400+ space parking structures
- Extending the Milwaukee River Riverwalk to downtown
- Construction of the Milwaukee Public Market
- Streetscape improvements and maintenance
- Marketing and promotion of the neighborhood

The HTWA Board consists of 26 members. Three members are residents of the Historic Third Ward, with the remaining members being business representatives. Staff positions include executive director, associate director, communications director, accountant, marketing, architectural review board coordinator, streetscapes coordinator, and streetscapes maintenance. The BID board consists of nine members appointed by the Mayor and approved by the Common Council. The ARB includes eight members appointed by the City, and features an elected official, developers, architects, and HTWA representation.

As noted above, Historic Third Ward efforts are funded through a combination of the BID, TID, City and membership support. According to the HTWA, there has been \$20 million in public investment that has generated over \$200 million in private investment over the past 25 years. Property values have climbed and the district is one of the premier destinations in the City.

<http://www.historicthirdward.org/>

with a focus on development and transformation stand out as models for Peoria (see sidebar on previous pages). These organizations are found in Fort Collins (CO), Grand Rapids (MI), Kalamazoo (MI), and Milwaukee's Historic Third Ward (WI). All but one include multiple components, or are in the process of combining different organizations under an umbrella organization.

Based on lessons learned from these models, this plan recommends that the City create a Downtown Development Authority with a subgroup to concentrate specifically on the Warehouse District. Key recommended steps for creating the Downtown organization are as follows:

Form a Steering Committee

The new Downtown Advisory Committee may be the appropriate place to start in determining the feasibility and interest in forming a Downtown Development Organization.

Fund the Initial Formation

Funding from private contributions, grants, or the City will be necessary to get the organization up and running.

Research

Building on the recommendations in this plan, it is important to research the legal requirements for forming different organizational structures, as well as, study additional, successful organization that can serve as models for Peoria.

Reach Out

Armed with research, reach out to business and property owners, City departments, and the City Council to generate the support for moving forward.

STRATEGY 2:

Brand and Promote the Warehouse District

The strategy for branding and promoting the Warehouse District is built on the marketing concepts developed earlier in this report. The strategies relate not only to marketing but also to tenanting and business recruitment, streetscape design, and organizational development, as presented below.

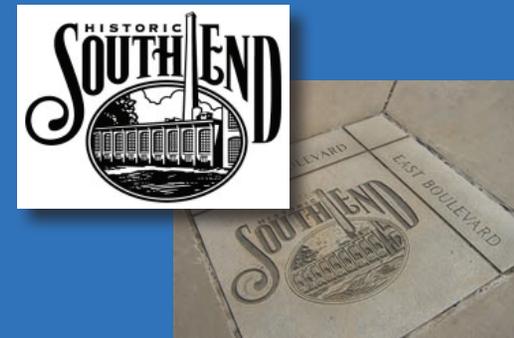
Brand the Warehouse District

The findings of the market analysis recommend that identity marketing or “branding” for the area should focus on the concept of an “Old Peoria Distillery District” that celebrates the unique industrial and architectural heritage of the area. The Distillery District would include at least one large anchor distillery/restaurant and would also draw of the themes of the pre-Prohibition and Prohibition era to create a sense of time and place. Other key uses that would complement the theme would be micro-breweries, restaurants, gift shops, a destination liquor store that offers a broad range of whiskeys and distilled spirits

BRANDING THE SOUTH END (Charlotte, NC)

A district’s “brand” is the impression formed at every point of contact, and is a means of distinguishing one place from another, while creating and maintaining an image that encourages confidence in its quality and performance. Branding creates a visual and physical “sense of place” for an area with unique attributes and significant investment.

An extensive branding process was utilized in order to transform a dilapidated industrial area, outside of Charlotte, NC, from a blighted urban corridor into a thriving community and historic district. Before coming up with a new “brand” that could evoke the soul of the district, the consultant’s staff hit the pavement and pored through reams of documents – conducting street interviews, querying stakeholders and analyzing surveys and demographic data. The next step in the branding process was to “paint a picture” of what the community and stakeholders want the district to be like in the future. Once they had a good idea what was relevant to the situation and what could make the area unique in the marketplace, the consultant developed brand identity components. They named the area “Historic South End,” and built the brand around a notion of preserving history while making it new and fresh.



including locals; and entertainment including nightclub(s), comedy club, and/or live theatre. The theatre or comedy club can be used to reintroduce visitors to Peoria's heritage as the trial ground for Vaudeville acts. While the Vaudeville era does not necessarily coincide with the distillery era, the themes complement one another and strengthen the overall focus on Peoria's unique industrial and cultural heritage. Peoria Chiefs baseball can also be incorporated into the overall brand, given that baseball was popular during the height of the distillery era.

Identity marketing can also be expressed through streetscape and urban design elements including public art, specialty street lamps and street signage, directional signage, business signage, banners, and others. Interpretive signage or landmarks should be incorporated that celebrate and reveal the history of key sites within the Distillery District. Since some urban design elements are already being constructed as part of the transportation enhancement projects in the area, additional elements should be selected to complement those improvements but focus on establishing identity through visual elements. Consistent logos, naming, lettering styles, and signage will help reinforce the brand. Some thematic design elements might be incorporated into the exterior of Peoria Chiefs Stadium and Chiefs' marketing to also help strengthen the brand's visual impact. Design will help strengthen the brand, but design in itself will not attract investment into the area. That will require pro-

active recruitment efforts and facilitation.

Promote the Warehouse District

The organization responsible for management of the Warehouse District will also have responsibility for overall marketing and promotions. There are several target markets for the district that should be addressed, as identified below:

Developers

The Implementation Plan will help the City and the management entity in recruiting and working with developers with experience in historic rehabilitation. The Plan itself will become an important tool for promoting the district to developers, who will then have a stronger sense of the investment and commitments being made to infrastructure, the locations of key anchor uses and the overall mix, the marketing concepts, and the financial viability of various components of the plan.

Businesses

There is also a recruitment effort required to attract businesses and entrepreneurs to locate in the area. Specific recruitment efforts must be designed for target anchor uses as noted previously. Those recruitment efforts should focus first on local operators and entrepreneurs with a track record who express an interest in the concepts. But there are also opportunities to attract operators from outside of the Peoria region through direct outreach based on the plan and project assessments.

Potential Residents

Developers of residential and mixed-use projects will take the lead in marketing (either in-house or through brokers) their housing to potential renters and buyers. However, broader marketing materials and campaigns should be developed by the management entity to promote the district overall as a place to live, work, and play.

Local and Regional Destination Market Base

The broad marketing campaigns noted above would promote the district for dining and entertainment, shopping, events, baseball, and office or specialty industrial uses in addition to housing. Annual events oriented to the Distillery District theme would help strengthen the overall brand

WHAT'S NEW IN THE NEIGHBORHOOD? (Cleveland, OH)

From print media to social media, organizations use a wide variety of methods to promote their neighborhood and attract patrons. Warehouse Districts are no different. The Historic Warehouse District Corporation promotes Cleveland's Warehouse District and its businesses through its website, monthly events, and print media. Its monthly promotional newsletter, *What's New in the Neighborhood?* recently won a "Excellence in Neighborhood Marketing Award."



and enhance exposure. Marketing would focus on destination activities that set the district apart from other neighborhoods and shopping districts. Initially, it is likely that marketing would focus on nighttime activities (i.e., dining and entertainment, baseball, etc) which draw people into the area and enhance perceptions of safety and security.

Tourism Market Base

There is a need for creation of a strong tourism development and marketing strategy that identifies and tests specific tourism projects and products, and develops marketing plans and strategies to target specific markets for the Distillery District and Peoria. The Distillery District can be packaged further with Whisky Baron Mansion Tours, Madison Theatre, Spirit of Peoria Riverboat, and Downtown Museums. Restaurants, lodging, theatre, and transportation would be incorporated into these packages, with a primary market driven by Chicago- and St. Louis-area weekend travelers. Interpretation of heritage sites within the Distillery District is important, and tours should be designed (coupled with signage and anchor attractions) to highlight the Distillery District's history. There may be the opportunity to use CGI technology and re-enactment videos to interpret previous activity within one or more of the historic whisky mixing buildings, which would also help strengthen the overall identity and association of the district with the distillery heritage.

STRATEGY 3:

Focus on Key Catalytic Projects and Attracting Anchor Uses

There is a need to focus on developing catalytic projects and attracting anchor business uses. Many of the specialty “anchor” uses are not large in scale but are specialized and help link the identity of the district with the distillery heritage brand. These uses will require a targeted business recruitment effort as they will not necessarily appear just because there is a market to support them. Audience support uses like a theatre and anchor uses like the distillery venue may require the use of public-private partnerships to assist with financing, operator recruitment, and site/building purchase negotiations. More detailed analysis of some of these anchor uses is recommended to refine the market potentials, test financial viability, identify potential developer/operators, and recommend financing and ownership structures. More specific strategies for several of the “anchor” uses are described below.

Promote the development of the Old Peoria Distillery

The distillery is envisioned as a mixed-use venue incorporating a functional distillery that produces whisky and spirits for on-site use and sale in local restaurants and liquor stores. The distilling process and operation would be visible to the public. Other components of this venue would include a specialty restaurant and perhaps space for live

DISTILLERY ROW (Portland, OR)

Artisan and craft distilleries are on the rise, just as craft breweries blossomed in the 1990's. The American Distilling Institute recently reported a 400% growth in micro distilleries since 2005. Many attribute this growth to the larger food movement that has been occurring across the U.S. Known to some as the locavore movement or slow food movement, the emphasis is on preserving regional cuisine and sourcing ingredients locally. The movement has led to many popular spin-offs such as farm to table dining, increasing numbers of farmers markets, urban farming, and craft brewing. It is really no surprise that artisan distilleries are following suit.

A testament to how one urban distillery can lead to others is evident in Portland's Distillery Row. The Southeast Portland urban industrial neighborhood is now home to at least six micro distilleries. Collectively branded as “Distillery Row,” the area has become a destination for those interested in touring the distilleries and tasting their craft products. A Distillery Row passport allows visitors to tour all of the distilleries for a reduced price. The distilleries don't consider each other as competition, but instead work together to promote their businesses as the next, great micro-enterprise.



entertainment (such as music). Other restaurants and entertainment venues would be located nearby to help establish an “agglomeration effect” in attracting patrons. The distillery complex would preferably locate in an historic building and design elements would harken back to Peoria’s heyday as the Distillery Capital.

There are entrepreneurs, similar to those operating micro-brew pubs, who could be recruited to participate in this venture. Recruitment efforts would focus on local entrepreneurs and operators with experience in restaurant and bar operations, and if necessary a partner experienced in the distilling process and knowledge of whiskeys. Since this business is likely to be recruited as one of the initial anchors for revitalization, it is recommended that the management entity and/or City assist with site location, negotiations on purchase of building space, and possibly financing and/or low-interest loans for building improvements. There may also be State incentives and capital loans for equipment such as the distillery, which represents a sunk cost.

Potential Adaptive Reuse Locations

709 SW Washington (Ingersoll)

736 SW Washington (Sealtest)

600 SW Washington (near State Street)

Promote the development of an entertainment venue

Several concepts for entertainment have been introduced, including a nightclub, comedy club,

and/or legitimate theatre. All three of these venues could be marketed to evoke the distillery era and the comedy club and/or theatre might celebrate the Vaudeville heritage of the city. The disadvantage of the theatre concept is that the Vaudeville activity was not concentrated per se in the Warehouse District, but this detail of history is less important than the overall marketing concept. Demand for entertainment venues has been confirmed through the market analysis but the economic and financial viability of specific concepts would need to be tested. It is recommended that the management entity or City sponsor a viability assessment that examines entertainment alternatives including the three noted above.

Once conceptual viability has been tested, the management entity would determine the overall financing and management structure appropriate for the venue. A nightclub is perhaps the most commercially-oriented of the three concepts and most nightclubs are privately operated. A local entrepreneur could be recruited to participate in the venture. A comedy club or theatre can have a more civic orientation and as such, could benefit from non-profit ownership, public sponsorship and grants oriented to celebrating local cultural heritage. As such, establishment of a non-profit organization to operate the venue may be one option. In all three cases, it is recommended that the venue be incorporated into an existing historic building, which could help reduce the overall development cost, enhance the marketing theme, and increase viability or sustainability.

THE FACTORY AT FRANKLIN (Franklin, TN)

In 1995, when urban pioneer, Calvin Lehew, paid \$1 million for the old Jamison Bedding Company factory in downtown Franklin, he had no idea that one of its most successful uses would be as an entertainment venue. No stranger to adaptive reuse, Calvin’s original vision for the Factory at Franklin was similar to the Torpedo Factory in Alexandria, VA. He envisioned a collection of unique shops, restaurants, artisans, and creative businesses nestled into 14 utilitarian, yet iconic, historic, brick industrial buildings over 20 acres. That vision became reality, but early in the process, Calvin realized the strong attraction of the Factory as a venue for events.

The Factory boasts no fewer than seven unique entertainment venues. The old boiler room was redeveloped into a performing arts theatre and is the home of a local theatre company. Jamison and Liberty Halls, with 10,000 and 14,000 sf respectively, have hosted everything from weddings and concerts to tv shows and music videos. Some of the biggest costs in the adaptive reuse of the Factory have been attributed to building systems, but the low cost of creating the venue spaces themselves led to some of its largest profits. Calvin sold the Factory in 2012 for \$24 million.



TRINITY LOFTS (Dallas, TX)

The first mixed-use project in the Dallas Design District was Trinity Lofts developed by Jim Lake Companies beginning in 2005. The original site included an 88,000 sf warehouse. After renovations and additions the building area doubled. The project now contains nearly 26,000 sf of showroom space and nearly 100 loft residential units. A unique feature of this development is its live/work component. There are 14 units that combine ground level office or showroom space with residential above. This project represents the blending of showroom, creative office space, and residential into a single development. The Trinity Lofts was completed in 2007 and almost completely occupied by the time of completion.



Potential Adaptive Reuse Locations

512 SW Washington (*MRS Industrial*)
600 SW Washington (*near State Street*)
709 SW Washington (*Ingersoll*)
723 SW Washington (*Ingersoll*)

Promote the development of the Peoria Design Center

The concept for the Design Center draws on opportunities for broadening existing building industry and warehousing uses in the district to incorporate more of a design and showroom component. The center would become a hub for design professionals, suppliers and consumers to interact and for suppliers to showcase their building and home supply products. Showrooms, whether for wholesale, art & design professionals, or retail use would be incorporated into the center to enliven the space and showcase product.

Design centers are developed along various models, including private for-profit entities, local government-sponsored building space (on the lines of an incubator), or are operated by associations of design professionals. The approach to developing this center would start with focus group discussions with a mix of businesses engaged in the building and architectural component & equipment supply industries, design professionals (architects, interior decorators, engineers), building and trade contractors (GC, HVAC, electrical, plumbing, etc), furniture whole-

salers & retailers, home furnishings wholesalers & retailers, artists and craftsmen. These discussions would help develop the concept further to determine key objectives and which groups or associations are most likely to take a lead role in the project. The district management entity and/or City would work with this group to help locate an appropriate building (based on the plan), negotiate on purchase, and develop a viable operating entity based on a financial plan.

Potential Adaptive Reuse Locations

733 SW Washington (*Winkler*)
800 SW Washington (*Cohen Furniture*)
801 SW Washington (*Jobst-Bethard*)
812 SW Washington (*Builders Warehouse*)
813 SW Washington

STRATEGY 4:

Encourage and Incentivize Adaptive Reuse

As stated previously in this report, the architectural character of most of the Warehouse District's existing buildings is what makes the district unique. In Betsy Bradley's book, entitled The Works: The Industrial Architecture of the United States, she states that in the period between 1840 and 1940, industrial architecture "evolved toward a single ideal—the exploitation of natural light and ventilation in structures with maximum span and strength." Many of the buildings of the Warehouse District exhibit these characteristics

through a palette of load bearing masonry, steel and wood trusses, and expansive windows. It is these characteristics along with tall ceilings and craftsmanship that make these buildings, and this neighborhood, attractive to prospective tenants of the innovation economy. Moreover, the embodied energy of old buildings makes adaptive reuse a sustainable action without the gadgetry. As the architect Carl Elefante famously stated, “The greenest building is the one that is already built.” But the cost, difficulty, and time involved in adaptive reuse can deter redevelopers. This plan recommends that the City use everything at its disposal to encourage and incentive the adaptive reuse of existing buildings within the Warehouse District. Key recommended actions include:

Protect buildings that contribute to the character of the Warehouse District

Demolition is arguably the greatest threat to the revitalization of places such as the Warehouse District. Whether out of building neglect or the desire to start with a clean slate, demolition erodes the character of the district. If the existing character of the Warehouse District is one of its greatest assets, steps should be taken to minimize or avoid the unnecessary demolition of contributing structures.

Perhaps the best tool to accomplish this would be the designation of a Local Historic District. Not only would such a district minimize demolition, the historic designation provides incentive

opportunities for preservation and adaptive reuse, which are often critical to revitalization. On the other hand, there are drawbacks to pursuing this designation. The establishment of a Local Historic District often requires strong support from property owners and the community, which can be difficult to achieve in some situations. Additionally, the design standards typically associated with these districts can limit creativity in adaptive reuse related to exterior alterations.

Alternatively, the City might consider exploring the implementation of a Demolition Delay or Demolition Review law. Demolition laws are used in some municipalities, regardless of adopted historic preservation ordinances, to prevent the demolition of certain existing buildings without a thorough review. The focus of the ordinance is demolition and may not be directly tied to Historic Preservation Ordinances, so design control is limited. It should be noted that there is not a great deal of legal precedence for demolition laws in Illinois. According to a 2007 study by City of Urbana-Champaign, the majority of the subject communities do not review demolition proposals for areas that are not designated historic districts. A handful of communities utilize demolition delay ordinances to slow the demolition of properties, but in the end demolition can still occur. To establish a legal foundation for this type of ordinance, it is recommended that Demolition Ordinances be based on historic preservation criteria, which is similar to what would be required with a Local Historic District designation.

Given the potential drawbacks of Demolition Review laws, this plan recommends that the City apply a Local Historic District designation to the core of the Warehouse District, or at the very least the Catalytic Redevelopment Areas, in order to preserve the character of the district. If possible, the design standards associated with the designation should recognize and allow for creative solutions to the adaptive reuse of the existing buildings.

Create a central source for adaptive reuse incentives and provide guidance and assistance to property owners and redevelopers in using the incentives

If created, the Downtown Development Organization should be the central source of information, guidance and assistance to owners and developers who are interested in development incentives. A digital and print booklet should be created that lists the incentives available in the Warehouse District and provides instructions on how to qualify. Current and potential incentives include:

- The primary incentive used national for adaptive reuse of historic buildings is the federal Historic Tax Credit (HTC), which ranges from a 10% credit for non-historic structures to 20% for structures designated by the Department of the Interior as historic. There are also federal tax benefits for historic preservation easements, which are transferable to preservation organizations. While the

State of Illinois offers a 25% Historic Preservation Tax Credit as well, this incentive is restricted to designated River Edge Redevelopment Zones and is not currently in place in Peoria. The City, however, is in the process of securing this designation and this tax incentive should soon be available.

- The Illinois Finance Authority Offers Participation Loans where the IFA purchases up to 50% of a loan for purchase of land and buildings, construction or rehabilitation of buildings, and for acquisition of equipment and machinery. The agency offers loans at 2% below prime lender's rates as a blended rate. The loans are offered with a ten-year maximum term and required balloon payment at the end of the 10-year period. These loans may be appropriate to assist in the rehabilitation of specific buildings and also for the purchase of equipment such as for the distillery.
- Within Peoria's state Enterprise Zone, the State Department of Commerce offers a similar Participation Loan that can be used for the purchase and installation of machinery and equipment, land, working capital, and construction or rehabilitation of buildings. Interest rates are variable and offered at 2% below the indexed rate.
- The City of Peoria and its partners

already offer a significant number of business and development incentives and related programs, including tax increment financing (TIF), Business Development Fund (for business development), Enterprise Zone (State and local tax incentives for businesses within the zone, see above), Peoria County G.A.P Loans (for business), and a number of State small business loan or credit programs.

Fully utilize the International Building Code for Existing Buildings

Flexibility in bringing adaptive reuse projects into compliance is imperative for revitalization of the Warehouse District. While the International Building Code (IBC) provides requirements for alterations, additions, and repair of existing buildings that vary from the requirements for new construction, they can present compliance challenges. Developers can seek additional flexibility as provided by the International Existing Building Code (IEBC), which has been adopted by Peoria. The IEBC utilizes a prescriptive method based on a point system. Regardless of which code is applied, it is important that city departments, commissions, and other entities involved in downtown work together to find a solution that meets applicable codes but does not hamper preservation and revitalization efforts. The following recommendations are encouraged:

- Include the Building Official or designee on any design review entity
- Develop a handout for prospective redevelopers that provides guidance on how to utilize available, alternative means of meeting applicable codes.
- Avoid design guidelines that create difficulties in meeting life safety codes.
- Encourage the Building Official to work closely with redevelopers on adaptive reuse projects.

WAREHOUSE DISTRICT BUSINESS AND DEVELOPMENT ASSISTANCE (Cleveland, OH)

The Historic Warehouse District Development Corporation in Cleveland maintains a portion of their website as a resource for business and development incentives. Business owners and developers can find out information on all available incentive programs including requirements, how to apply and contact information for HWDDC staff to guide owners and developers through the process.



STRATEGY 5:

Capitalize on Proximity to the Riverfront

As the Heart of Peoria Plan highlights, the riverfront is one of Downtown Peoria's most "distinctive assets." While the emphasis of this plan is to aid the continued transformation of the Warehouse District into a vibrant, urban neighborhood, it is important to consider the role of the river in that transformation. Historically, the river was a key player in the development of Peoria and should be celebrated; however, it is also a natural feature that can serve the district and the community in many ways beyond commemoration. Providing open space along the riverfront provides relief from the hardscape typically associated with urban neighborhoods; and, it shares the riverfront with the public, rather than a select few, through active and passive recreation space. The existing rail line along the riverfront currently creates a barrier but does not preclude reclaiming the riverfront as an open space and could possibly enhance it. A public open space along the riverfront also presents the opportunity to reduce stormwater runoff through the incorporation of interactive stormwater management practices. Finally, as part of a larger plan, the preservation of the riverfront can improve connectivity to areas beyond the immediate district through the existing regional trail network. Key recommended actions related to the riverfront include:

Create a formal open space and civic building at the terminus of State Street

Both the 2002 Heart of Peoria Plan and the 2006 Implementation Charrette Plan envision a formal open space at the terminus of State Street near the riverfront. In actuality, this space currently

exists as an underutilized green space in the foreground of the U.S. Post Office. This plan recommends that this space be redesigned and repurposed as a formal open space and plaza with a civic building as its focal point (Figure 5b). The civic building should be a multi-purpose

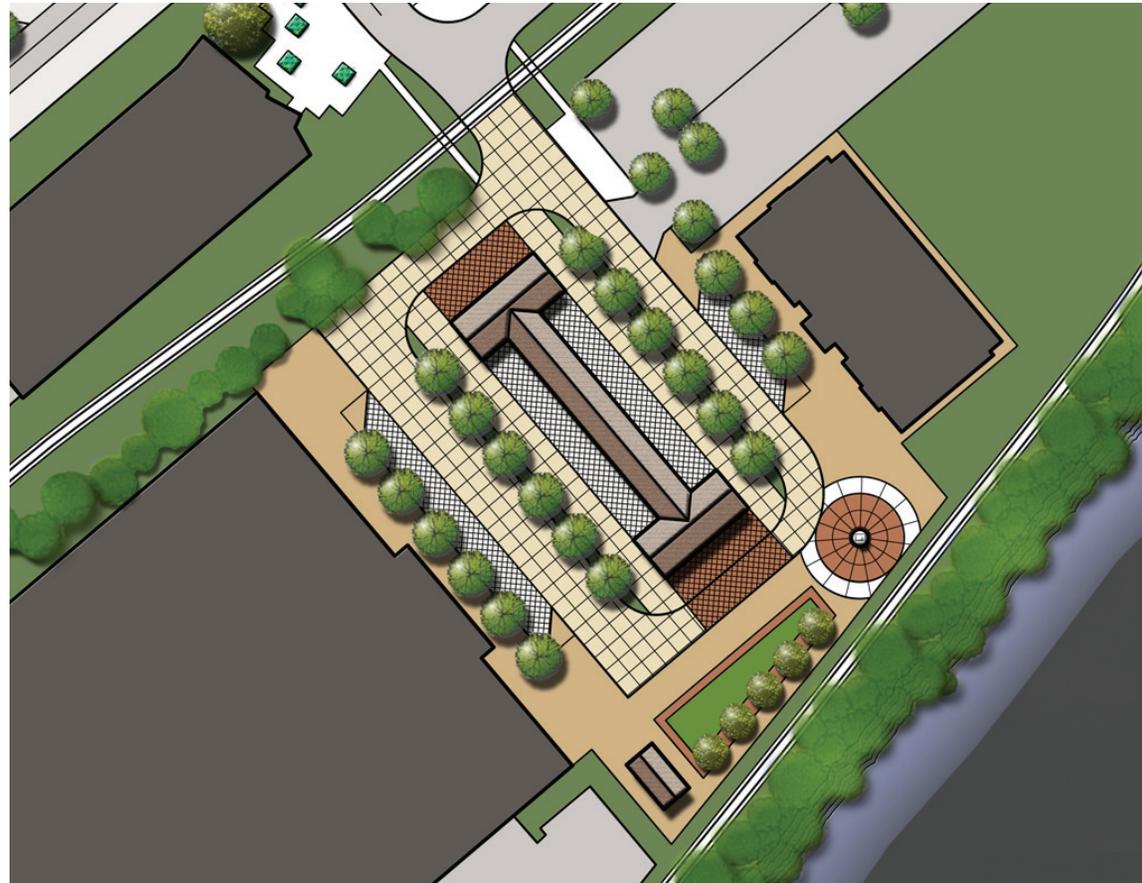


Figure 5b. This plan illustrates the transformation of the existing green space between the Post Office and ELM into a public plaza and civic building.

structure that could accommodate a wide range of activities, including, but not limited to, an artist's market, food market, or street market. This formal open space can be a riverfront anchor for the Warehouse District and the first phase of a larger riverfront preservation effort.

In the long-term, develop a Market Hall adjacent to the formal open space at the terminus of State Street

This plan recognizes the importance of the maintaining the U.S. Post Office as a viable use in the Warehouse District in the short and medium

term. In the long-term, however, as redevelopment continues, the portion of the Post Office facility dedicated to distribution may not be the highest and best use of land along the riverfront. The addition of a market hall in this location, in the long-term, would complement the open-air pavilion in the formal open space at the terminus of State Street near the riverfront (Figure 5c). A market hall could feature permanent vendors that also complement the wholesale food component of the key market concepts. Similar to the open-air pavilion, the market hall should have flexibility to adapt to a variety of functions within the framework of a public market. The retail component of the Post Office could remain as part of the market hall concept.

Preserve the 100-year flood plain as open space as future development occurs

A portion of the Warehouse District along the riverfront is located in the 100-year floodplain. As redevelopment continues, this plan recommends that the 100-year floodplain be preserved and transformed into active and passive park space for the Warehouse District and the greater community (Figure 5d). Within the park, low impact development (LID) strategies can be incorporated to reduce stormwater runoff and lessen the burden on the existing combined sewer system. LID strategies implemented in the park can become demonstration projects that can educate visitors as to the simplicity and effectiveness of such strategies.

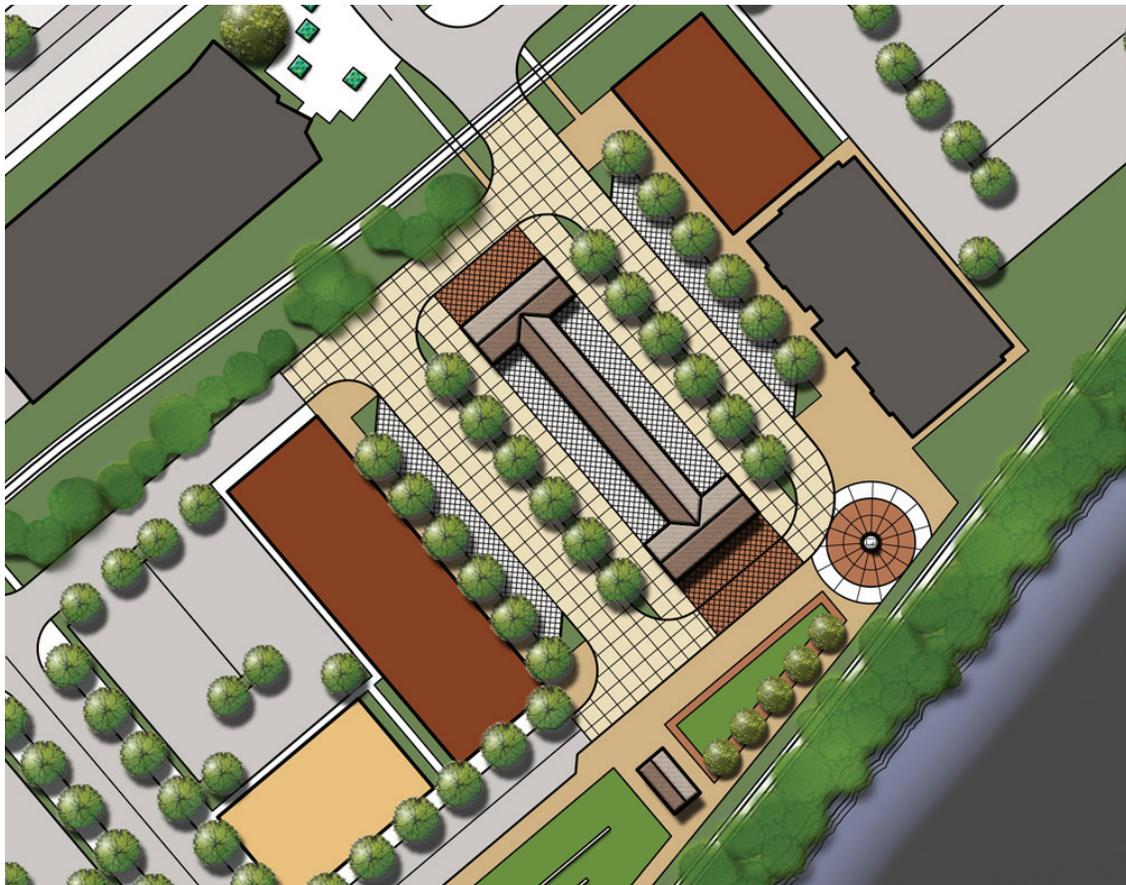
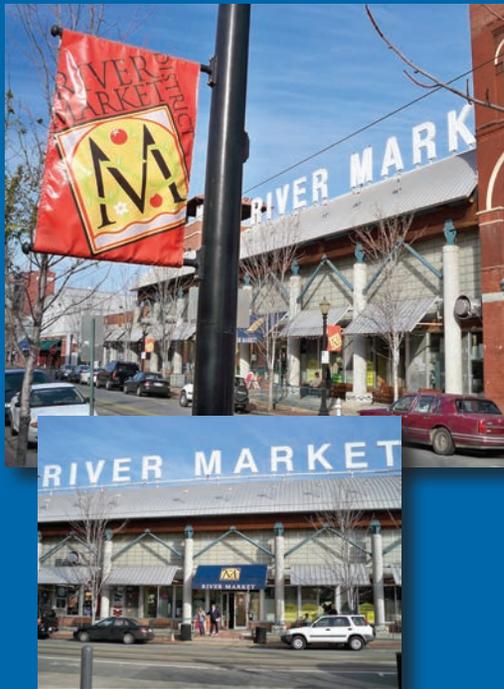


Figure 5c. This plan illustrates a long-term vision for a Market Hall as part of a redevelopment of the Post Office site. This plan also illustrates new mixed-use infill next to the ELM office building to help frame and activate the space.

RIVER MARKET (Little Rock, AR)

The Ottenheimer Market Hall is the focal point of Downtown Little Rock's River Market District. The market hall, built in the mid-1990's, was the foundation of a \$300 million plan for the area's renaissance. The main structure contains 10,000 square feet of permanent indoor vendors and two outdoor pavilions provide an additional 15,000 square feet of flexible, seasonal use. The surrounding River Market District consists of ten city blocks containing a mixture of uses and an active streetscape. The district is the hub of entertainment for downtown and the market hall serves as its primary anchor.



Connect the Warehouse District riverfront to the Rock Island Greenway

The Rock Island Greenway is Peoria's portion of the 1,100 mile Rock Island Recreational Trail system. Near the Warehouse District, the current trail system connects to the Bob Michel Bridge where it crosses the river. A portion of the trail

touches the Warehouse District and crosses Washington Street just beneath the Bob Michel Bridge toward the riverfront. Bicycle lanes along Jefferson and Adams are currently proposed as part of the TIGER II streetscape improvements underway. This plan recommends that bicycle access and connectivity be improved by link-



Figure 5d. This plan illustrates the potential redevelopment along the riverfront including the preservation of the 100-year flood plain as open space. A multi-purpose trail would follow the rail line and connect to the Rock Island Greenway located near the Bob Michel Overpass.

CUMBERLAND PARK (Nashville, TN)

Cumberland Park is a 6.5-acre play park located along the east bank of the Cumberland River. The park is the first phase of a larger riverfront park master plan in Nashville's downtown. When the master plan is fully implemented, the amount of riverfront open space accessible to the public will be ten times larger than the current riverfront park at the terminus of Broadway. Cumberland Park anchors the south end of the master plan and is designed as an interactive open space that appeals to all ages. Sustainable features, such as adaptive reuse, geo-thermal energy, energy efficient lighting, floodplain preservation, brownfield remediation, rainwater collection and reuse for irrigation, and interpretive signage about cultural and natural resources were incorporated into the design. At the grand opening of the park in April 2012, Mayor Karl Dean touted the benefits of the project: "Cumberland Park encourages physical play and activity, incorporates the natural beauty of the riverfront and adds to the vitality of the East Bank."

The cost for the project totaled \$9.5 million.



ing the proposed routes with the trail and the Warehouse District riverfront. This will not only connect the Warehouse District riverfront to the greater trail network, it will also encourage future connections south of the Warehouse District.

STRATEGY 6:

Develop a Parking Strategy for the Warehouse District

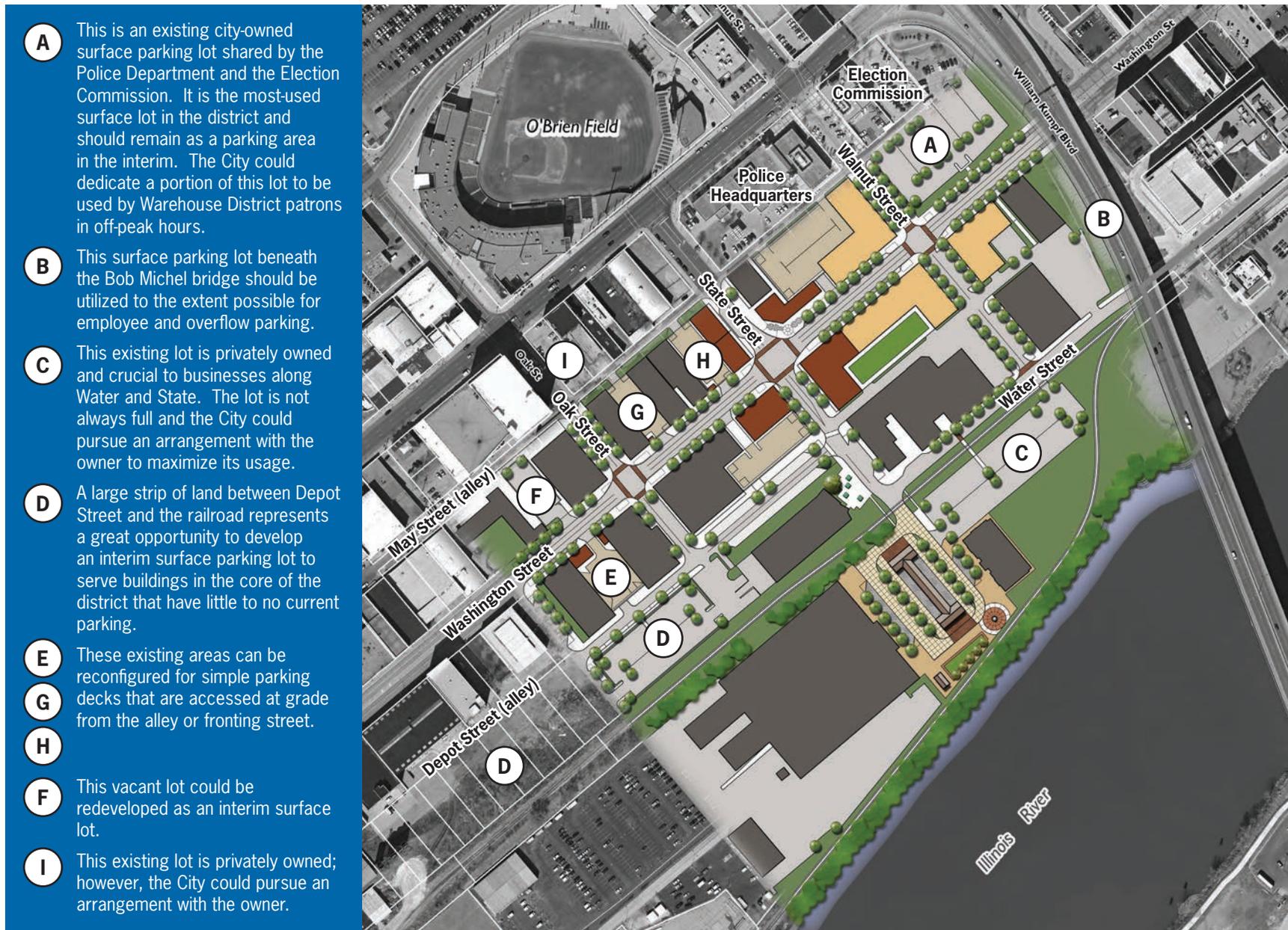
In the early stages of the Warehouse District's revitalization, destination visitors will be critical to its success and most of these visitors will arrive by automobile. It is important, therefore, to develop a parking strategy that can accommodate not only those that choose to live in the Warehouse District, but those visitors from farther away. Two of the challenges to a district parking strategy are location and the amount of parking provided. Buildings in the Warehouse District typically fill their lots and very little on-site parking exists. Some buildings utilize adjacent vacant lots for parking, which results in a disjointed streetscape. Regardless of current parking situations, the redevelopment of the district will require more parking than current industrial uses. In certain instances, new infill development will be able to provide on-site structured parking as part of a larger redevelopment; however, the cost of structured parking may limit this solution in the early stages of redevelopment. It is important for the City to pursue both short and medium-term strategies for parking. Key recommended actions include:

Develop an interim parking strategy that focuses on surface parking and simple decks that take advantage of topography

Given that many existing buildings in the Warehouse District completely fill their lots, the ideal interim use for some of the vacant lots around the core of the district may be surface parking to support redevelopment. Surface parking lots adjacent to a sidewalk are generally unfriendly to pedestrians. Surface parking within the core of the district should be minimized; however, where it is inevitable it should be screened and the boundary between parking lot and pedestrian clearly defined. Additionally, the topographic change in the Warehouse District presents a unique opportunity to provide additional parking using simple structured decks. Such parking decks are different from typical parking structures in that parking is limited to two levels and is accessed from grade, which eliminates the need and expense for ramps. This type of parking deck effectively doubles the amount of existing parking and the structure helps to create a street wall along the pedestrian frontage. This plan recommends the use of surface parking and simple parking decks around the core of the district to provide interim parking for redevelopment projects (see Figure 5e).

KEY RECOMMENDATIONS

FIGURE 5e. INTERIM PARKING STRATEGY



- A** This is an existing city-owned surface parking lot shared by the Police Department and the Election Commission. It is the most-used surface lot in the district and should remain as a parking area in the interim. The City could dedicate a portion of this lot to be used by Warehouse District patrons in off-peak hours.
- B** This surface parking lot beneath the Bob Michel bridge should be utilized to the extent possible for employee and overflow parking.
- C** This existing lot is privately owned and crucial to businesses along Water and State. The lot is not always full and the City could pursue an arrangement with the owner to maximize its usage.
- D** A large strip of land between Depot Street and the railroad represents a great opportunity to develop an interim surface parking lot to serve buildings in the core of the district that have little to no current parking.
- E** These existing areas can be reconfigured for simple parking decks that are accessed at grade from the alley or fronting street.
- G**
- H**
- F** This vacant lot could be redeveloped as an interim surface lot.
- I** This existing lot is privately owned; however, the City could pursue an arrangement with the owner.

SCREENING TREATMENTS

Surface parking visible from the street should be minimized; however, there are situations where the infill of single surface lots is not feasible or the parking provided by such lots is too valuable to redevelopment in the short term. In these situations, it is important to encourage screening treatments that minimize the negative effect of the surface parking on the adjacent sidewalk. The most common form of screening is the use of landscaping, walls or a combination, which provide protection for the pedestrian and help to define the sidewalk (top photo). Another, more radical, treatment is to activate the street wall with temporary structures that feature small retail and restaurant uses. In San Francisco, a version of this concept, called Proxy, has been implemented with great success. Shipping containers have been converted to small retail, cultural, and food-related uses within an existing surface parking lot. The industrial character of the shipping containers fits well with the gritty character of the Warehouse District. Temporary structures do not inhibit the future infill of the lot and the uses help to activate the sidewalk and bridge gaps in the streetscape.



Develop a longer-term parking strategy that focuses on one or more public parking structures

As revitalization continues in the Warehouse District, sufficient parking might become a challenge. This should not necessarily be seen as a problem, because it typically signals the area is a desirable destination. In order to keep patrons in the area, though, parking must be available and accessible. Conversely, parking must be strategically placed and designed to minimize its negative impacts on an urban, mixed-use environment. While parking structures are significant investments, they arguably present the best solution to providing ample parking within a small footprint. This plan recommends the construction of one to

two parking structures in the medium term (see figure 5f.).

Prepare a detailed parking study for the Warehouse District

Some Development Authorities such as one of the model districts, Kalamazoo, act as parking authorities that manage the public parking in their jurisdiction. This allows for the implementation of a centralized parking strategy. As redevelopment continues and a critical mass is established, the Warehouse District could benefit from such a coordinated effort. The Downtown Development Authority, if created, or the City should prepare a Parking Management Plan that would address the following:

HISTORIC THIRD WARD PARKING STRUCTURES (Milwaukee, WI)

Milwaukee's Historic Third Ward is an excellent model for a revitalized, mixed-use urban neighborhood adjacent to a downtown. The Historic Third Ward's renaissance began in the 1980's with its designation as a National Register District. The first public investment in the area occurred in the early 1990's and included extensive streetscape improvements. In the mid 1990's, the Third Ward constructed its first parking structure, which provided 500 spaces and a small amount of ground level retail at a cost of \$5.5 million. By 2000, a second parking structure was constructed for \$5.8 million and included over 400 parking spaces and ground level retail. On the Historic Third Ward website, information on the location and rates for all parking is readily available to patrons unfamiliar with the area. Monthly parking

rates are available for businesses and hourly rates, from \$3 - \$20 for patrons. In all, there has been \$20 million of public investment in the Historic Third Ward, which has resulted in over \$200 million of private investment and an increase in property values.



KEY RECOMMENDATIONS

FIGURE 5f. LONG-TERM PARKING STRATEGY

- A** In the long term, the current vacant land between Depot Street and the railroad should be considered as a prime site for a public parking structure. The structure could have as many as five floors and still be below adjacent buildings. This location is central to the core of the district and the area with the largest parking deficits due to the size of buildings. The structure should have retail on the ground floor along Depot Street.
- B** This private lot is another good candidate for a parking structure because much of the land is in the flood plain, which makes development other than parking a challenge. Ideally, this structure would be lower with a larger footprint.
- C** This City-owned surface lot is the third strongest candidate for a future structure that could serve the Warehouse District and the City departments along Adams Street. An efficient structure in this location would require reclaiming extra right-of-way that is part of the Bob Michel Bridge. A parking structure in this location should be lined with residential uses along Washington and Walnut Streets.
- D** Similar to site 'C', this site presents another opportunity to convert publicly-owned land to a parking structure. Acquisition and assembly would be required, but the central location is attractive.



- Analysis of parking supply, as it relates to current and future demand at different times of the day, through observation, surveys, and public forums
- Recommendations on modifications to parking supply, including, but not limited to, surface lots, structures, and a detailed study of shared parking opportunities
- Recommendations on parking management, including, but not limited to, way-finding, improved access, and parking fee structure.
- Recommendations on locations for bike-share and car-share programs.

Install car charging stations where appropriate

One of the most significant trends in modern transportation is towards adoption of innovative new technologies that reduce fuel consumption, and simultaneously, improve air quality by reducing vehicular emissions. Of the numerous technologies that currently exist, perhaps the most innovative is the Electric Vehicle (EV).

EVs can be defined as any vehicle that utilizes an electric motor for propulsion. In the past five years, EVs have made significant progress, including introduction of commercially-viable, commercially-available models from at least four automakers. Data indicates that the number of EVs on America's roads is rising, and should be expected to continue given a lack of any signifi-

cant change in the transportation trends driving the increase in EV use. Currently, EVs primarily serve as a secondary car for families, primary cars for people not frequently traveling outside their community, and fleet cars for local businesses. Still, the EV does have a role to play in this nation's transportation future, and the Peoria region would do well to take steps that will help support a safe, efficient, and modern regional transportation system that includes EVs. The primary role the public sector needs to play is in establishing sound policy that encourages and supports EV infrastructure, primarily by planning for, encouraging, and incentivizing EV charging stations at key locations throughout the community. The following are four basic infrastructure questions that Peoria must consider regarding the installation of EV charging stations:

Proposed Charging Station Type

There are three primary types of EV charging stations: Level 1, Level 2, and DC Fast Charging. Generally speaking, Level 1 charging refers to the use of a standard household outlet and is most commonly found at the vehicle owner's home. Level 2 Charging is commonly accepted as the minimal level of charging outside a residential setting; even in residences many EV owners choose to install Level 2 in order to save charging time. Depending on the battery technology used in the vehicle, Level 2 charging will add 10 to 20 miles of range per hour of charging, and generally takes 4 to 6 hours to completely charge a fully depleted battery. DC Fast Charging,

also commonly known as Level 3 charging, can charge a fully depleted battery up to 80% full in less than twenty minutes, and adds 60 to 80 miles of range per every 20 minutes of charging.

This plan recommends that the EV Charging Stations chosen for installation in the Warehouse District as publicly-accessible stations provide a minimum of Level 2 service, and utilize a J1772 connection, given that Level 2 Charging and the J1772 connector are the current standard.

Number of Stations

Electric Vehicle technology and technology adaptation is so recent and cutting edge that there is no known guideline or standard as to how many stations are required for a given population, number of parking spaces, city block, or square footage of development. Instead, it is wise at this time to place a small number of EV charging stations at key, prominent, and visible locations so that EV users can find the stations, and other individuals can see and visible identify the stations. In the absence of an accepted standard, it is reasonable to target an average of one publicly-accessible EV charging station per every 100 parking places in the Warehouse District, with a minimum of 1-2 stations per public parking facility. The location of these stations will vary, based on development type, but should average out to 1 public charging station per block.

Locations of Stations

Locating EV charging stations is not a clear-cut

process at this time. The public and private sectors both have a role to play in ensuring an adequate coverage and quantity of EV stations, and therefore, good communication and collaboration are requisite. In general however, several guidelines can help ensure that the Warehouse District has EV stations that provide the maximum convenience and impact. Areas and facilities that should be targeted for EV charging stations include:

- all public parking facilities, garages, and surface lots, as well as some on-street parking spaces in key locations.
- large commercial parking facilities, particularly those focusing on retail and shopping.
- Private parking complexes
- Private-sector parking facilities, for use by the company's employees
- Parking facilities for government and institutional facilities

Catalytic Redevelopment Areas

The catalytic redevelopment areas in the Warehouse District should have EV charging stations incorporated from the outset of planning and developing. In Catalytic Project A, the primary focus should be on encouraging EV charging stations in the subgrade and above grade parking decks to be utilized primarily by residential owners. At a minimum, this plan recommends that 2 EV stations be installed in blocks A1, A3, and A4. In Catalytic Project B, the goal is opposite of

that Catalytic Project A; in B, the primary focus should be on publicly-accessible EV charging stations added to surface parking lots and parking decks to support the new retail and office uses. These stations will also support EV users coming to the Warehouse District for Peoria Chiefs baseball games and other cultural events. At a minimum, this plan recommends that 3 EV stations be installed in block B1 and 2 EV stations be installed in block B4. As EV charging stations are added in the Warehouse District, the stations should be submitted for inclusion in several data clearinghouses so that owners are able to use the Alternative Fueling Station Locator Map to locate and route to charging stations, as well as add new stations.

Estimate of Probable Cost

Like charging station location, the probable cost of a charging station is difficult to estimate. Depending on the circumstances and difficulty of installation for a given station location, installed EV station cost can run from \$1,000 to \$7,500 or more, in addition to the cost of the parking facility itself. Public charging stations can be Level 1, 2, or 3 and may or may not require an access fee in order to operate the unit. There are currently a number of incentive and rebate programs available from both the State and Federal governments. These incentives should be explored and utilized to the maximum possible extent in order to reduce the up-front costs to private-sector partners and local government of building out the EV charging station network.

EV STATION PROGRAM (Normal, IL)

The Town of Normal, IL recently received a federal grant to install EV stations throughout the Town, as a pilot program for developing EV-friendly communities and spurring economic development. The grant paid for thirty-three Level 2 charging stations throughout the Bloomington-Normal urban area, but centered primarily in downtown Normal and Bloomington. The two municipalities are continuing to add more EV stations beyond these 33, as well. Town of Normal public parking facility users are able to refill their vehicle's electric supply via any of the Town's charging stations without any additional fee above and beyond the same cost of parking charged to other non-electric users; however, access fees to utilize the charging station and draw electric power may be required in future years. In other locations across the county, access fees are paid by the user at the station, and stations are connected wirelessly to facilitate convenient electronic payment.



STRATEGY 7:

Complete Transportation and Infrastructure Improvements

It is commendable that the City of Peoria has continued to take steps toward implementing the 2002 Heart of Peoria Plan. The current efforts along Washington Street and other streets within the Warehouse District will help to create a transportation network more balanced between multiple modes of transportation. Likewise, improvements to the infrastructure of the area are important to increase the attractiveness of the area to new investment. Key recommended actions include:

Complete the Washington Street improvements

Construction of improvements to the Washington Street corridor has begun and is scheduled to continue in stages through 2014. The area of the corridor planned for construction is bounded by Maple Street on the south and Main Street on the north. Additionally, Caterpillar Inc. is constructing the streetscape improvements on the east side of Washington Street between Main Street and Hamilton Boulevard. The portion of the corridor being constructed from Harrison Street to Hamilton Street is in the Downtown District and not the Warehouse District. Continued implementation of the Washington Street design concepts south of Maple Street to just past the

Cedar Street Bridge should continue as funding opportunities and redevelopment activities allow.

The purpose of the proposed improvement is to construct the streets, intersections, utilities and sidewalks within the project area that create a livable and walk-able public infrastructure and streetscape appropriate for the development of a mixed-use neighborhood. The improvements are designed to balance the needs and safety for all modes of transportation. Some features implemented in the design include pedestrian and handicap accessibility; matching the vehicle demand to the number of travel lanes; vehicle parking; vehicle access to property; storm water best management practices; and space for urban landscape amenities.

Complete the TIGER II street improvements

Construction of street improvements in the Warehouse District is being funded through the US Department of Transportation TIGER II program and City of Peoria matching funds. The project is scheduled to be let in November, 2012 and will likely continue through mid 2015. The project area planned for construction is 23 blocks and bounded by Persimmon Street on the south, Washington Street on the east, Walnut Street on the north, and Jefferson Avenue on the west. Additionally, Commercial Street is being reconstructed from the State Street intersection south past Oak Street.

The purpose of the proposed improvement is to construct streets, intersections, utilities and sidewalks within the project area that create a livable and walk-able public infrastructure and streetscape appropriate for the development of a mixed-use neighborhood. The improvements are designed to balance the needs and safety for all modes of transportation. Some features implemented in the design include pedestrian and handicap accessibility; community bicycle routes; matching the vehicle demand to the number of travel lanes; vehicle parking; vehicle access to property; storm water best management practices; and space for urban landscape amenities.

Funding for this area is fiscally constrained to the dollars made available through the TIGER grant program (Figure 5g). For this reason, only Adams Street, State Street, Commercial Street and portions of Oak Street will be fully constructed to the streetscape concepts established for Washington Street. Interim improvements that improve the pedestrian way, while introducing vehicular parking and narrower travel lanes, will be completed for all other streets in the project area. Continued implementation of the Washington Street design concepts for the rest of the Warehouse District should continue as funding opportunities and development activities allow.

Upgrade alleys as redevelopment occurs

Alleys will be a key component of the transportation network in a revitalized Warehouse District.

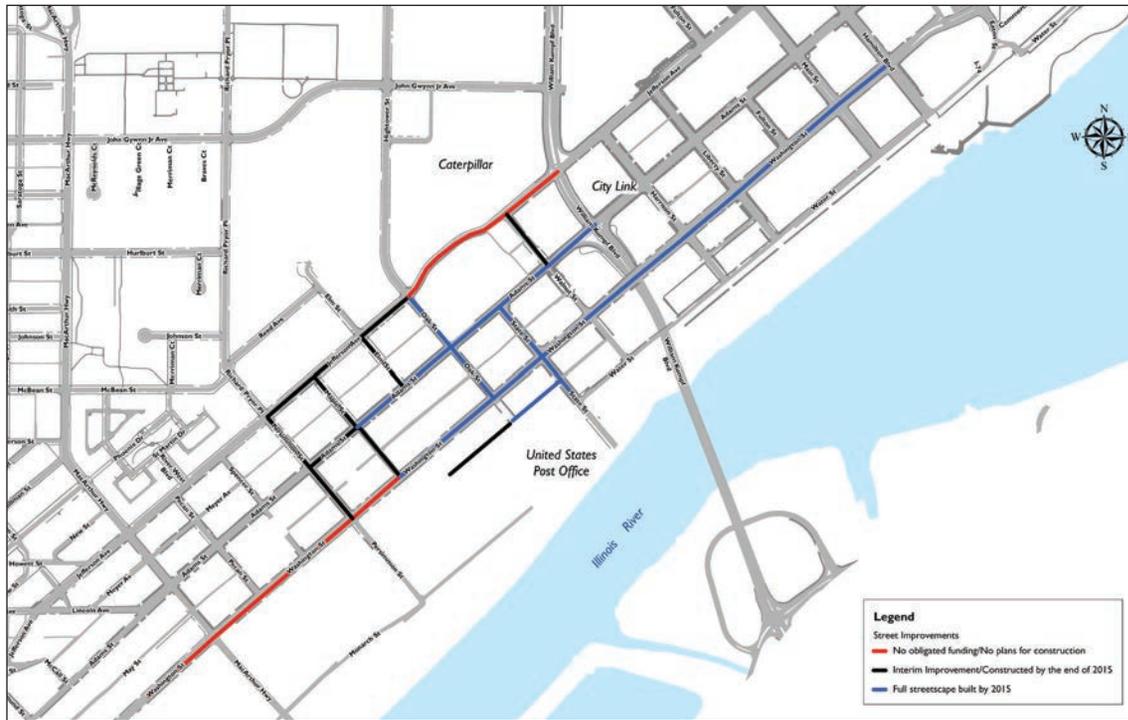


Figure 5g. This map illustrates the extent of current funding for streetscape improvements. Blue indicates full streetscape built by 2015, black indicates partial improvements by 2015, and red indicates no obligated funding at the time of this plan

As development occurs, the alleys should begin act as narrow local streets that provide the main vehicular access to buildings that require deliveries or contain parking. The alleys should be used to access buildings and parking spaces in favor of adding more access points to streets of a higher functional classification (ie Washington Street, Adams Street, and State Street). To maintain adequate levels of safety, access points along the alley are preferred to be set back 100

feet from the right-of-way and shall be a minimum set back of 50 feet. Because the access point may not be seen from the traveled way of the street, proper way-finding signage will be needed to direct patrons to the parking areas.

By adding the access to the alleys, traffic volumes in the alley will increase. The increase in traffic volumes may cause safety conflicts between different modes of transportation (pedestrians, bicycles, and vehicles). Fixed objects (i.e.

utility poles) within the public alleys could cause further decreases in the level of safety operations because there is a potential for an unsafe separation between building faces, sidewalks, traveled ways, and above ground utilities. The following concepts should be considered for implementation when space in alleys is limited.

- Any on-street parking on an alley shall be parallel parking and shall have a width of eight feet clear between the traveled way and any obstruction unless the obstruction is a building face in which case the clear width shall be ten feet.
- Any pedestrian access should be at least seven feet wide when adjacent to the traveled way.
- Where pedestrian access is desired and space is limited, on alley parking may be removed, one-way traffic could be implemented, or traffic may be removed completely from the alley. Traffic should only be considered for removal from the alley if safe access points to the building can be maintained along the adjacent collector street.
- Pedestrian access may not be desired within the alley space.
- Where possible, above ground utilities should be placed underground to eliminate any obstructions in the pedestrian or vehicular traveled way.
- Communications utilities will need to be installed prior to any traveled way

improvements in the alleys.

- For a two-way alley, twenty feet of traveled way shall be the minimum width implemented.
- For a one-way alley, sixteen feet of traveled way shall be the minimum width implemented.

Explore redesigning low-volume portions of the May Street alley utilizing the “Living Street” concept

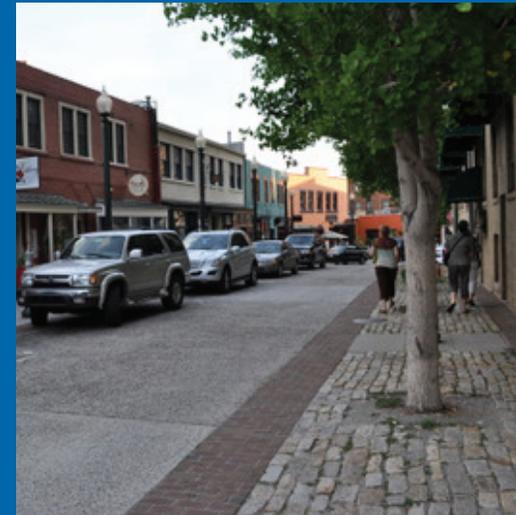
As noted previously in this plan, the Warehouse District includes several interesting “back spaces” formed by the unplanned assembly of different warehouse buildings along alleys. One such location within the core of the district is May Street between Oak and Maple Streets. This portion of the alley may warrant an entirely different treatment than upgrades to other alleys in the district. Some have envisioned a redevelopment of May Street that capitalizes on its character and features a design where pedestrians and vehicles share space in a traffic-calmed environment. While it is not a pedestrian-only space, this type of design does give the pedestrian precedent over other vehicles. The Dutch invented such a street concept in the 1970’s, known as the Woonerf (pronounced voo-nerf), which literally translates to “living street.” In the 1980’s the United Kingdom adopted the model and renamed it Home Zones. The concept has been slow to catch on in the United States due in part to regulations which favor the automobile and tend to

separate pedestrians from other modes of transportation. Additionally, the woonerf and home zone model have mostly been used in areas with more residential uses, although, there are some examples of the concept being applied successfully to commercial streets here in the U.S. The abundance of buildings that line May Street alley south of Oak Street impedes unrestrained rear access, which may result in lower traffic volumes than other portions of the alley system. Despite the potential challenges of implementation, this plan recommends the City explore redesigning portions of May Street as a “living street.” In doing so, the following concepts should be considered:

- The redevelopment of May Street should not diminish the first and foremost priority of promoting street level retail along more important streets such as Washington or Adams.
- Where possible, above ground utilities should be placed underground to eliminate any obstructions in the pedestrian or vehicular traveled way.
- The alley paving treatment should include a variety of materials, textures, and applications that delineate the functions of the alley and clearly distinguish this street as different from a standard alley.
- The alignment of the travel way should jog at strategic points in order to slow traffic.
- Parking along the alley is encouraged in

WALL STREET (Asheville, NC)

Wall Street began as an alley behind one of Asheville, North Carolina’s busiest commercial streets, Patton Avenue. In the mid-20th century, Wall Street began to transform into an entertainment district with heavy pedestrian usage, but maintained its alley character similar to famous Printer’s Alley in Nashville. In the 1980’s, a developer purchased the buildings along Wall Street and Patton Avenue and began a revitalization that led to the street’s renaissance. Through a public/private partnership, the developer invested \$3.6 million and the City invested \$450,000 to revitalize the street. The streetscape project for the one-block section was extensive and featured a shared vehicular and pedestrian space with no curbs. Alternative paving treatments, pedestrian-scale lighting, and landscaping create a low-speed environment where pedestrians and vehicles mingle. In the 1990’s, on-street parking was added on one-side of the street, which helped to slow traffic even more.



a variety of configurations that complements the travel way.

- Landscaping is encouraged to provide protection from the elements, help to slow traffic, and provide visual interest.
- Public art should be incorporated at strategic points along the alley.

STRATEGY 8:

Encourage and Incentivize Sustainable Practices

As the redevelopment of the Warehouse District moves beyond the ongoing streetscape improvements and turns its focus toward the adaptive re-use of the existing buildings, opportunities to incorporate sustainable design elements abound. The unique features of the District and its building stock allow for many sustainable design strategies to be considered for implementation. Strategies for providing consistent, achievable sustainable design, applicable to the Warehouse District are given here. Key recommended actions include:

Incorporate Sustainable Design Strategies into the objectives for the Development Authority

Sustainable neighborhood strategies should be included in the Development Authority's goals for managing developments in the District. The adaptive re-use of the existing buildings and the revitalization of the neighborhood, with a focus

on new urbanism and mixed-use development is itself, a sustainable practice. In promoting sustainable redevelopment, the Authority should also focus on the following:

Mixed Use

Encouraging a mixture of uses within redeveloped buildings maximizes efficiency and promotes compact, pedestrian friendly, mixed-use neighborhoods. Providing parking below or at grade, commercial or entertainment uses at street level and office and residential above efficiently utilizes existing building stock and minimizes the footprint and required utility and parking infrastructure required to support redevelopment.

Connectivity

The connectivity of individual parcels encourages walkability and sustainable neighborhood development within a District. Consideration should be given during design to how the properties interact with adjacent properties and contribute to a cohesive, pedestrian friendly, mixed-use environment. Interaction with the street should be encouraged and the development's impact on pedestrian and vehicle movements throughout the District evaluated.

Access/Transportation

Encourage pedestrian traffic and enhance the use of mass transit and bicycles. Providing adequate and convenient bicycle parking, connecting to existing and future bicycle lanes, incentivizing mass transit with car pool parking and a focus on

bus traffic are all sustainable opportunities that should be addressed in each development.

Brownfield Redevelopment

If recognized environmental conditions exist on a property, brownfield redevelopment should be encouraged. Here, often with technical and financial assistance available to both private and public entities from the IEPA and other agencies, these sites might be evaluated for possible re-use by removing or limiting any remaining contamination that might remain on site.

Develop specific sustainable design requirements for Warehouse District developments

As the Development Authority, develops the processes and guidelines it will use to manage proposed development, specific requirements for implementing sustainable design should be included. While the LEED system provides an existing framework for sustainable and green building, requiring a minimum LEED level can often appear as a barrier to development. Alternatively a more flexible system is proposed.

A system should be established, whereby proposed developments seeking approval from the City and Development Authority would need to provide elements of sustainable design in three broad categories:

- Hardscape Reduction
- Energy Efficiency

- Material Re-use

Hardscape Reduction

A variety of techniques exist to reduce the hardscape for a proposed development, which has significant benefit toward reducing heat island effects and stormwater impacts as well as providing aesthetic benefit and contributing to a more attractive neighborhood. Design requirements should require that an applicant provide a minimum percentage of vegetated surfaces, or, alternatively, a pre-development rate of stormwater runoff. This would allow applicants flexibility in choosing techniques that fit their development. Examples include:

Incorporate Green Space

Maximizing green space on the property provides significant sustainable benefits in a variety of ways. From stormwater interception, heat island effect reduction, aesthetics, habitat, and livability effects, replacing asphalt, concrete, brick and gravel with planters, lawns, courtyards and other vegetated landscaping is often the single-most effective way to maximize site sustainability. A community garden might be considered and opportunities to incentivize the use of balcony gardens, window boxes, green roofs or enhanced property line vegetation could be evaluated.

Stormwater Harvesting/Infiltration

The alluvial soils that lie below the Warehouse District consist of sands and gravels that are

known to have significant infiltration capacities. By incorporating design elements that maximize infiltration of rainwater into these soils, the quantity and quality of water flowing to the streets and public sewers can be significantly improved. Strategies might include dry wells, rain gardens, permeable pavements or simply maximizing green space. Similarly, the use of rain barrels, cisterns, or other rainwater harvesting strategies can also serve as a source of water for site irrigation, further reducing dependence on public water supplies. Reducing inputs into the sewer system can also help reduce the occurrence of combined sewer discharges into the River.

Green Roofs

The use of a green roof, where possible, provides many benefits to both the building and neighborhood. Many of the buildings in the District have large roof areas, although the structural viability to developing a green roof would need to be investigated. Using these areas, a green roof can largely impact stormwater discharge, heat island effects and the energy efficiency of the building itself. The cooling effects of green roofs on hot summer days can have a significant impact on the building's HVAC system. In addition to providing urban wildlife habitats and biodiversity they can make a positive contribution to the physical and psychological health of its users.

Energy Efficiency

Of critical importance to the successful adaptive

re-use of the existing building stock is addressing the energy efficiency of the individual structures. Existing buildings often contain large open spaces, a multitude of windows, poor insulation, brick exterior walls and inefficient HVAC systems. Any plumbing or water fixtures that may exist seldom exhibit water saving technology or proper insulation. Standards should be established, similar to the LEED program, by which building systems in proposed developments should achieve higher levels of efficiency over traditional systems. By incorporating new insulation, high performance windows, natural lighting, high efficiency HVAC systems and incorporating low flow water technologies, facilities can recognize a significant increase in their overall energy efficiency. The City or Development Authority should establish minimum standards of system efficiency and incorporate a review of proposed systems into its building permit review.

Material Re-use

As buildings are targeted for re-development and renovation, strong consideration can be given to utilizing the existing materials as part of the re-development, thus reducing material and transportation costs for virgin or distantly-sourced materials. Much of the brick, iron and wood in the individual buildings might have significant value, not only in material savings and use, but in providing a unique historical context to the building. For those buildings that are not suitable candidates for reuse, deconstruction can be a viable option. This provides both a source for

reclaimed construction materials and an income stream to partially fund the demolition of these structures.

The design standards should be established to require that one or more techniques be implemented in each proposed development to meet minimum standards for each category. Emphasis should be placed on providing choice and flexibility in achieving compliance, and a system to consider variances and reward innovation established. While compliance would be a requirement for obtaining City permits, incentives like permit fee reduction, expedited reviews, publicity, tax deduction, or simple financial assistance might also be provided on an incremental scale to maximize participation.

Incorporate sustainable design elements into the Catalytic Project Areas

Several sustainable design elements should be incorporated into the Catalytic Project Areas. Working through the District Development Authority, City Planning and Zoning, or the individual developments themselves, provide the following:

- Require a minimum of LEED Silver for public buildings and LEED Certified or an approved equivalent for private developments.
- Provide minimum standards for re-use of existing building materials (brick, wood, metals) in buildings targeted for adaptive re-use.

- Require that stormwater harvesting and infiltration be incorporated into the site design by reducing site runoff to pre-development levels.
- Provide parking in accordance with the Parking Plan detailed in Strategy 6.
- Require enhanced landscaping or green space provision for both stormwater and heat island reduction. Provide a minimum green space requirement for each development that allows creative compliance strategies including the use of green roofs, balcony planters, courtyards, plazas, and other vegetated infrastructure.
- Incentivize the use of solar energy on the taller buildings by providing financial assistance through TIF or other funds. Provide flexible zoning requirements to allow for its use.
- Require enhanced bicycle parking
- Provide adequate street access and signage to promote the use of alternative transportation.
- Provide a dedicated car charging station in accordance with the District's car charging plan (see Strategy 7).
- Incorporate way-finding and pedestrian connections to State Street and Oak Street to provide connection to the Riverfront
- Upgrade the alley (May Street) in accordance with the plan detailed in Strategy

Develop a resource for property owners and developers that provides guidance on sustainable design requirements and incentives

While green building and low impact development design in the Warehouse District can provide long-term community benefit, it often comes at a higher initial cost over more traditional development. Incentives and other financial assistance are often necessary to encourage the implementation of a cohesive, District-wide strategy of sustainable development. The City or Development Authority should prepare and distribute a resource guide to summarize the District requirements for sustainable design and provide information on potential sources of technical and financial assistance. Funding sources may include:

City Incentives

A financial system where building permit, utility hookup, plan review, or inspection costs are incrementally reduced for the incorporation of sustainable elements into the building and site design.

Development Authority Funds

Grant or Loan funds from the Authority itself.

TIF Financing

Local funds from the Warehouse District TIF.

Illinois DCEO Energy Efficiency Grant Programs

A variety of programs for funding of energy

efficiency upgrades for public organizations, not-for-profits, and private development. Programs range from grants, to cost sharing, to technical assistance and training.

Illinois Clean Energy Foundation

The Foundation exists to improve energy efficiency and advance the development of renewable energy resources in the State of Illinois. It provides grants to nonprofit organizations, schools, municipalities and other government agencies for

a variety of projects.

IEPA Municipal Brownfields Redevelopment Grant Program

State program for municipalities intended to provide technical and financial assistance for brownfield cleanup and redevelopment.

IEPA Green Infrastructure Program

State grant program to fund the use of green infrastructure for stormwater control.

STRATEGY 9:

Refine the Form-Based Code and Develop Design Guidelines

One of the key steps the City of Peoria has taken toward implementing the Heart of Peoria Plan was the adoption of form-based zoning standards for the Warehouse District through an update to the Peoria Land Development Code in 2007. The Warehouse District standards apply to a large area; and, it may take decades to fully realize the vision. It is important for the City to revisit the Warehouse District Plan and Form District Standards periodically and tweak them if necessary, based on current conditions. In addition to the Form District standards related directly to the Warehouse District, the City adopted general Architectural Standards that apply to all four Form Districts within the Heart of Peoria. It is advisable that the City adopt Architectural Standards specific to the Warehouse District that recognize its unique character within the context of the Heart of Peoria. Key recommended actions related to the Peoria Land Development Code include:

Refine the Form District Standards related to the Warehouse District

This plan recommends the following refinements to the Form District Standards for the Warehouse District (General and Local frontages):

- Relax the minimum two-story height

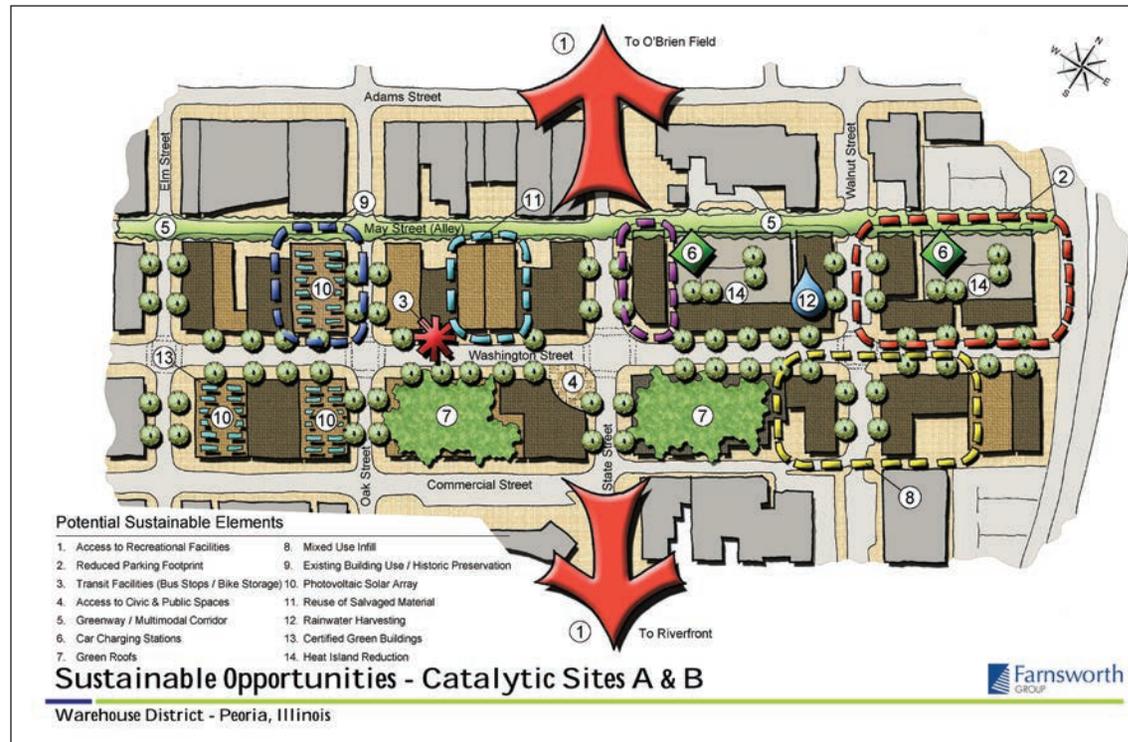


Figure 5h. This drawing illustrates sustainable opportunities in the Catalytic Areas.

requirement for infill lots less than 130 feet wide that are repurposed to provide decked parking.

- Given the topographic change across the district, consider reducing the minimum first floor elevation for ground floor residential units to 2 ft.
- With the exception of Washington, Adams and Jefferson Streets, eliminate the required parking setback if parking is screened from street frontage by a building façade.
- Reduce the requirement for street walls from 6 ft.-8 ft. to 3.5 ft. minimum where interim surface parking is provided. Vehicular entries to interim parking areas should be increased from 18 ft. to 24 ft.
- Note that, while there is no setback required from alleys, the alleys may require widening as part of necessary upgrades.

Develop design guidelines and an Architectural Review Board specific to the Warehouse District

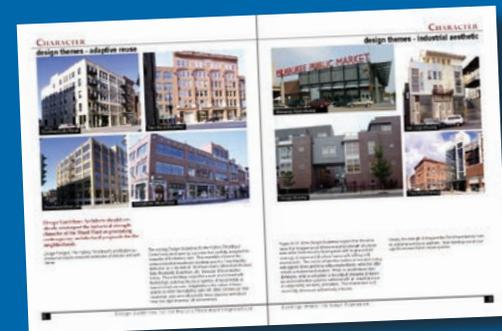
As noted throughout this plan, the character of the Warehouse District's industrial architecture sets it apart from other urban neighborhoods. Its architecture contributes to the Warehouse District's sense of place. Preserving that character is key to the success of revitalizing the district; however, there are also many vacant lots, or "missing teeth," within the streetscape. New infill will also inevitably play a role in the revitalization

of the district. New infill should complement the existing buildings in the Warehouse District without necessarily replicating those buildings. Whether part of an Historic Preservation Ordinance or stand-alone guidelines, this plan recommends establishing an Architectural Review Board (ARB) as part of the proposed Development Authority and developing Design Guidelines to guide continued redevelopment. In the implementation of this action, the following recommendations should be considered:

- The goal of the ARB and the guidelines should be to foster a balance between the preservation of the existing architectural heritage and complimentary, yet distinctive new infill development.
- Empirical principles of traditional urban form and composition should be encouraged; however, facsimiles of historic buildings should be avoided.
- The guidelines should be developed through a public participatory process.
- The guidelines should include guidance for a range of project scopes and sizes.

HISTORIC THIRD WARD DESIGN GUIDELINES (Milwaukee, WI)

Milwaukee's Historic Third Ward was designated as an historic district in 1984. The district covers 10 square blocks and includes approximately 70 buildings. In 1990, the City created an Architectural Review Board (ARB) and adopted design guidelines to guide redevelopment. Over the years, the guidelines and the legislation enabling the ARB have been revised to improve and update their effectiveness. The guidelines are divided into three parts, each at a different scale. First, large-scale guidance is provided on the urban design of the district. Second, guidelines are established for projects that would require the services of a design professional. Third, there are guidelines established for incremental change to buildings that would be completed most likely by owners who do not need or want to engage the services of a design professional. The guidelines are based on a thorough understanding of the Historic Third Ward's context. While the preservation of the historic character of its buildings is paramount, the guidelines also encourage contemporary infill and contemporary design treatment for non-contributing, low-rise industrial buildings. This approach results in a richer palette of architecture that celebrates and reinforces the industrial aesthetic of the neighborhood.



STRATEGY 10:

Maintain Streetscapes and Public Spaces

A well-maintained district contributes to a clean and safe environment for residents, workers, and patrons. The significant investment in public infrastructure, related to streets and streetscape, currently underway in the Warehouse District, will require ongoing maintenance beyond the normal city standards. Key recommendations include:

Develop a maintenance program for the Warehouse District streetscape improvements funded by a Business Improvement District (BID)

Maintenance Items

The following list of maintenance items is derived from the maintenance program developed for the Washington Street Improvements. This list should become the basis for the final maintenance program developed in coordination with the responsible parties. These items would be similar for other streets within the Warehouse District.

General Items (including occurrence):

- Site inspections (once per month)
- Soil testing (once in the spring)
- Soil perk testing (once in late spring)
- Trash can pickup (once per week)
- Landscape trash pickup (weekly April through October)

- Sidewalk power washing (weekly May through October)
- Sidewalk inspections/repair (once in late spring)
- Pavement weed control (once per month April through October)
- Street sweeping (once per month June through November)
- Dry well cleaning (twice per year)

Plant Material (including occurrence):

- Mulching (once in late spring)
- Landscape spring clean-up (once per year)
- Tree pruning (once in early fall)
- Shrub pruning (once in early fall)
- Perennial plant care (three per year)
- Pre-emergent weed control (twice per year)
- Tree/shrub fertilization (twice per year)
- Ground cover fertilization (twice per year)
- Fall clean-up (once per year)
- Dead plant replacement (once in late spring)

Irrigation System (including occurrence):

- Spring start-up (once per year)
- Controller programming (four per year)
- System review (three per year)
- Fall shut-down (once per year)

Maintenance Costs

An opinion of the probable cost to subcontract the maintenance items listed above for one standard block (approximately 1,400 lf) constructed to the Washington Street standard is:

\$ 16,000 in labor and \$ 4,000 in materials

The above items and cost do not include maintenance of street lighting and snow removal. The Washington Street and TIGER II consultant teams are currently working with the Public Works Department to expand the list of maintenance items as necessary, in order to develop an opinion of probable additional cost for these items.

Maintenance Responsibilities

Typically, when streetscape improvements, such as those underway in the Warehouse District, are constructed, there are three basic ways they are maintained:

- Municipalities dedicate additional funding and/or staff for maintenance above and beyond typical city standards. This may be required until alternative funding means are established.
- Maintenance agreements between municipalities and property owners outline the responsibilities for ongoing maintenance. This is typically reserved for developers who receive municipal funding to construct streetscape improvements.
- Increasingly, maintenance is contracted to a third party and funded through assessments from a Business Improvement District (Special Service Area in Illinois). (see sidebar)

BUSINESS IMPROVEMENT DISTRICTS

As identified in Strategy 1, one type of organization that can play a key role in the maintenance and promotion of downtown is a Business Improvement District (BID). BIDs are on the rise with over 1000 BIDs currently operating in the U.S., an approximate 250% increase since 2001. A BID is a public/private partnership in which property and business owners agree to make a monetary contribution to the maintenance, development, and promotion of their commercial district. Through a levy assessment on real property, BIDs are able to fund specific improvements to a district beyond which local governments can reasonably provide. The following are items that the City should consider in creating BID.

Structure

A Board of Directors composed of property owners, merchants, residents, and public sector representatives oversees the BID and is able to make decisions on which specific services to provide to meet the district's unique needs. These services may include the following:

Maintenance

- Street/sidewalk cleaning
- Graffiti removal

Public Safety/Hospitality

- Public safety officers
- Visitor assistance

Business Development

- Commercial vacancy reduction

Community Service

- Fundraising
- Homeless and youth services

Landscaping

- Park/open space maintenance
- Trees/flower planting

Marketing

- Special events
- District public relations
- Promotional materials
- Holiday decorations

Capital Improvements

- Improved streetlights
- Custom trash receptacles
- Directional street signage
- Custom news boxes
- Flower boxes

Additionally, the Board has all financial responsibility and often hires management / staff to administer the BID operations on a day-to-day basis.

Assess Feasibility

Before creating a BID, it is important to assess its feasibility. To be successful, a BID should be located in a district that meets a majority of the following conditions:

- Local elected officials and community board members are supportive of BID policy.
- Property owners have a proven track record of working together and investing in their neighborhood.
- Existing local development organizations will be involved in the formation effort.
- There is significantly more commercial property than residential property.
- There are few public and non-profit property users.
- There is little vacant land.

- There is a low vacancy rate (less than 20%).
- There are current or pending capital improvements.

Neighborhoods that lack many of the above conditions may consider focusing on strategic investments and business development to stimulate further private investment before they consider forming a BID. In the interim, work should be done on building partnerships, encouraging investment, and laying foundations for a healthier commercial district.

Once the feasibility of forming a BID is established, a steering committee is typically formed to create a vision for the district, define district boundaries, identify resource needs and funding sources, and draft a district plan based on district needs.

Benefits

Once created, a BID has ample benefits to stakeholders in the community, including:

- A cleaner, safer and more attractive business district;
- A steady and reliable funding source for supplemental services and programs;
- The ability to respond quickly to the changing needs of the business community;
- The potential to increase property values, improve sales, and decrease commercial vacancy rates;
- A district that is better able to compete with other business and retail centers in the region.

DOWNTOWN CLEVELAND ALLIANCE (Cleveland, OH)

The Downtown Cleveland Alliance (DCA) is a non-profit organization committed to maintaining and promoting Cleveland's downtown. The Historic Warehouse District is one of several downtown districts that partners with the DCA. The DCA and its services are funded primarily through a special assessment paid by Downtown business and property owners. One of the DCA's most popular and useful services is its Ambassador program. Cleveland's Downtown Ambassadors provide a variety of hospitality services. Clean Ambassadors spend their time on the streets of Downtown Cleveland making sure that the environment is clean and inviting for patrons. Safety Ambassadors, both on foot and bicycle, patrol the streets to help keep residents, workers, and visitors safe. Many cities across the country have instituted similar programs with success.



The Business Improvement District (BID) model, or Special Service Area (SSA), is recommended in this plan because it provides districts with hands-on involvement in maintaining a clean, safe and attractive environment for shoppers, workers, residents, and visitors. The BID model also reduces the strain on municipal budgets. It should be noted, however, that this model, while often successful, may take a great deal of time and effort to establish. As stated above, municipal funding may be required until the Special Service Area is established.

Develop Design and Maintenance Standards for Specific Business-related Elements within the Right-of-Way

There are other specific business-related elements commonly found within the streetscape that need to be addressed. Primarily, these elements include:

- Sidewalk cafes
- Sidewalk merchandise displays

Sidewalk cafes are currently allowed in the City of Peoria by permit; however the standards for the design and maintenance of sidewalk cafes could be strengthened.

Sidewalk Cafe Design

In the development of sidewalk cafe standards, consider the inclusion of the following:

- Maintain a 5 ft. clear pedestrian path
- Maintain a 2 ft. buffer zone between face of curb and cafe furniture or structures

- Maintain a 5 ft. clear radius at doors
- Requirement for a maximum seating capacity of four patrons per table
- Requirements for in-ground and movable barriers and fences

Sidewalk Cafe/Merchandise Display Maintenance

Require a maintenance agreement at the time of permit application that specifically outlines the property or business owner's responsibilities with regard to maintenance. Such agreements might include:

- Restrictions on the use of public trash facilities by sidewalk cafe operators
- Methods for sidewalk cleaning, including dry methods to minimize pollution
- Height requirements for merchandise displays
- Requirements for covering merchandise displays that contain fresh produce

Summary of Implementation Strategies and Key Actions

The Implementation Matrix on the following pages summarizes the strategies and provides recommendations on timeframe, responsible parties, and potential funding sources for key actions.

Strategies	Phasing	Lead Agency	Supporting Entities	Funding Sources
1. Create an Organization that Oversees and Supports Development in Downtown Peoria (DDA)	Short	City Manager/City Council		Special Service Area (SSA), City
2. Brand and Promote the Warehouse District				
Brand the Warehouse District	Short	new Downtown Development Authority (DDA)		SSA
Promote the Warehouse District	Medium	new DDA		SSA
3. Focus on Key Catalytic Projects and Attracting Anchor Uses				
Promote the development of the Old Peoria Distillery	Short	new DDA		Illinois Finance Authority participation loans, Enterprise Zone participation loans (for purchase of machinery & equipment), business development fund, Peoria County GAP loans, operating subsidy / special fund
Promote the development of an Entertainment Venue	Medium	new DDA		Illinois Finance Authority participation loans, Enterprise Zone participation loans (for purchase of machinery & equipment), business development fund, Peoria County GAP loans, operating subsidy Theatre - non-profit organization with fundraising capacity.
Promote the development of the Peoria Design Center	Short	new DDA		Illinois Finance Authority participation loans, Enterprise Zone participation loans (for purchase of machinery & equipment), business development fund, Peoria County GAP loans, operating subsidy

Strategies	Phasing	Lead Agency	Supporting Entities	Funding Sources
4. Encourage and Incentivize the Adaptive Reuse of Existing Buildings				
Protect buildings that contribute to the character of the Warehouse District	Short	Historic Preservation Commission	new DDA	N/A
Create a central source for adaptive reuse incentives and provide guidance and assistance to property owners and redevelopers in using the incentives	Short	new DDA		LITC, HTC, TIF, IFA, Enterprise Zone
Fully utilize the International Building Code for Existing Buildings	Short	Inspections		N/A
5. Capitalize on the Warehouse District's Proximity to the Riverfront				
Create a formal open space and civic building at the terminus of State Street	Medium	Peoria Park District	new DDA	City of Peoria- artist market/fair building, rentals/concessions.
In the long-term, develop a Market Hall adjacent to the formal open space at the terminus of State Street	Long	new DDA		City of Peoria-permanent vendors, rentals
Preserve the 100-year flood plain as open space as future development occurs	Long	Peoria Park District		Peoria Park District or Trust for Public Land
Connect the Warehouse District riverfront to the Peoria Park District's Rock Island Greenway	Long	Peoria Park District		Trust for Public Land, Peoria Park District, TIF
6. Develop an Interim and Long-Term Parking Strategy				
Develop an interim parking strategy focused on surface parking and simple decks that take advantage of topography	Short	new DDA		Property Owners, City lease
Develop a long-term parking strategy focused on one or more public parking structures	Medium-Long	new DDA		TIF
Prepare a detailed parking study for the Warehouse District		new DDA		SSA
Install car-charging stations where appropriate	Short	new DDA		TIF

Strategies	Phasing	Lead Agency	Supporting Entities	Funding Sources
7. Complete Improvements to Infrastructure and the Transportation Network				
Complete the Washington Street improvements	Long	Public Works		TIF, State and Federal DOT funding
Complete the TIGER II Street improvements	Long	Public Works		TIF, State and Federal DOT funding
Upgrade alleys as redevelopment occurs	Medium	Public Works		Developer contribution/private, TIF
Redesign portions of the May Street alley with a modified "living street" concept	Medium	Public Works		TIF
8. Encourage and Incentivize Sustainable Practices as Redevelopment Occurs				
Encourage the incorporation of sustainable design as redevelopment continues	Short	new DDA		N/A
Incorporate sustainable design strategies into the catalytic project areas	Short	new DDA		N/A
Develop a resource for property owners and developers related to sustainable design incentives	Short	new DDA	Planning & Growth, Inspections	SSA
9. Refine the Form-Based Code and Develop Warehouse District Design Standards				
Refine the Form District Standards related to the Warehouse District	Short	Planning & Growth		N/A
Develop architectural standards specific to the Warehouse District	Short	Planning & Growth	Historic Preservation Commission, new DDA	City of Peoria
10. Maintain Streetscapes and Public Spaces				
Develop a maintenance program for the Warehouse District streetscape improvements funded by a Business Improvement District (BID)	Short	new DDA	Public Works	SSA
Develop Design and Maintenance Standards for Specific Business-related Elements within the Right-of-Way	Short	Planning & Growth	Public Works	

