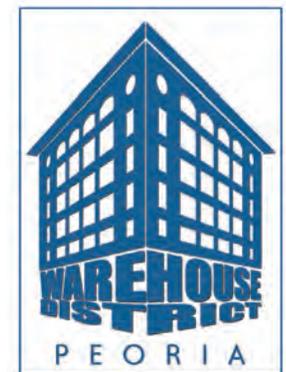


Peoria Warehouse District Implementation Plan



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Executive Summary

THIS SECTION WILL BE WRITTEN LAST AFTER WE HAVE MADE REVISIONS TO THE DRAFT. BELOW IS AN OUTLINE OF THE SECTION CONTENTS.

Introduction

Previous planning efforts have established the vision.

Progress on implementation is underway.

The purpose of this plan is to guide the City and developers as redevelopment continues.

Process

Previous planning efforts involved extensive public outreach and participation, which shaped the vision.

Beginning in December, interviews were conducted with stakeholders who have redeveloped in the Warehouse District or are interested or actively pursuing redevelopment projects in the Warehouse District.

In April 2012, the site assessment, market find-

ings, and preliminary concepts were presented to the public for input.

In September 2012, the final plan was presented to the City.

The final plan was delivered after revisions were made based on input received at the presentation and the City's review.

How to Use This Plan

This plan includes design guidance and policy guidance.

The City should use this plan to guide policy decisions.

Developers should use this plan to guide market and programmatic decisions.

Strategy Overview

Strategy 1: Create a Downtown Development Authority

Strategy 2: Brand and Promote the Warehouse District

Strategy 3: Focus on Key Catalytic Projects and Attracting Anchor Uses

Strategy 4: Encourage and Incentivize Adaptive Reuse

Strategy 5: Capitalize on Proximity to the Riverfront

Strategy 6: Develop a Parking Strategy for the Warehouse District

Strategy 7: Complete Transportation and Infrastructure Improvements

Strategy 8: Encourage and Incentivize Sustainable Practices

Strategy 9: Refine the Form-Based Code and Develop Design Guidelines

Strategy 10: Create a Program for the Maintenance of Streetscapes and Public Spaces

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. 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

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 indus-

trial 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 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 “Great Recession.” 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

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 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 redevelop-

ment, 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 to 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 x) 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 X. 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 historic 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 1). 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

TABLE 1. 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	

uses. Within the transition zone, office and parking uses predominate. While office tenancy is diverse, there is a substantial cluster of technology businesses.

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 com-

petitive 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 redevelopment 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 produc-

tion, catering, machinery & equipment repair services, and engineering-related uses, Industrial potentials are summarized in Table 2.

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

TABLE 2. 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		

alternative, rather than direct competitor, to modern Downtown office towers. Office potentials are summarized in table 3.

Retail

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

TABLE 3. 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

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, including 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

TABLE 4. 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

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).

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 in-fill 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 creates 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 (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 5 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 specific types of entertainment venues have not been tested, the market analysis forecasted broad potential for entertainment uses that draws

TABLE 5. 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

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 6 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 recognized. 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.

TABLE 6. 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

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 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 7 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

TABLE 7. 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

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 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 pedestrian-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. Twelve districts from across the U.S., including one in 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 x 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)
Brady Arts District (Tulsa, OK)

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 and not simply a single project, unless that project is an anchor civic use or driver for demand in the district. Examples of such anchor uses include a distillery, design center, or theater.
- 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 Special Service Area (SSA), the equivalent of 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.



Oak St

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 x.

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. 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.
- O'Brien field 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 X.

The core area of the Warehouse District 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 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 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

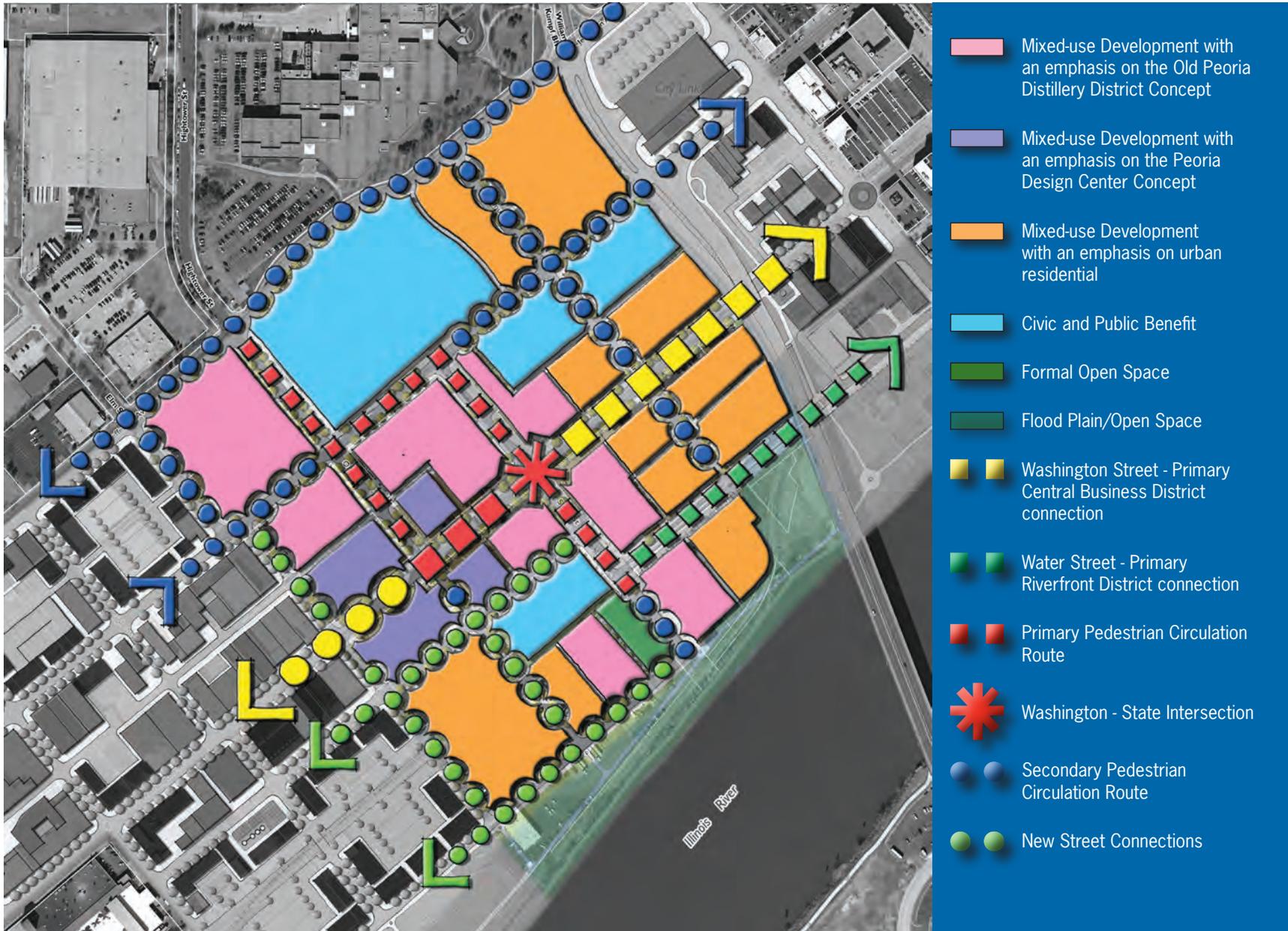
The planned formal open space at the terminus of State Street near the riverfront should build on the food and entertainment component of the Old Peoria Distillery District through the construction of a market hall and open air pavilion. This multi-functional structure can provide an anchor for the district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

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' included both sides of Washington Street between the Bob Michel overpass and State Street. Redevelopment area 'B' 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 should soon be 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.

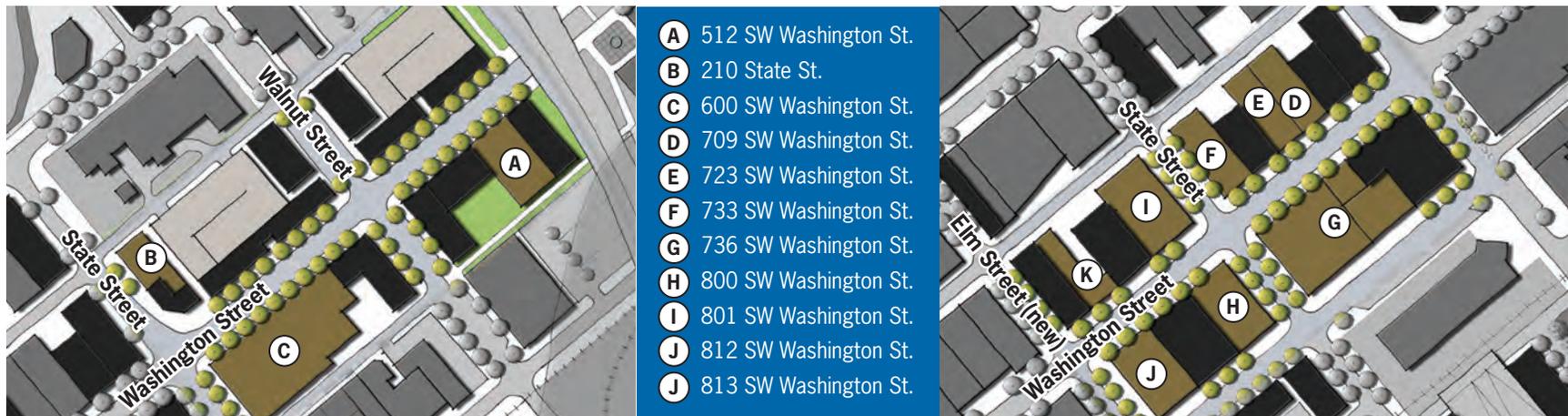


FIG. X CATALYTIC AREA 'A'

NOTABLE BUILDINGS

FIG. X CATALYTIC AREA 'B'

FIG. X PRELIMINARY DEVELOPMENT SCENARIOS

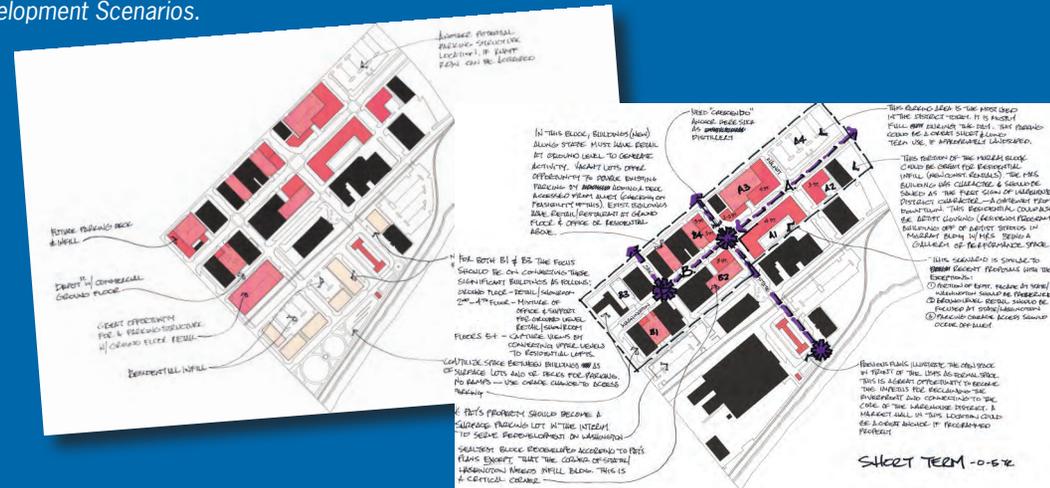
Development Scenarios

Development Scenarios are conceptual site plans that illustrate the potential layout of future redevelopment. These scenarios are based on many factors including ownership patterns, natural features, manmade structures, market findings, the functional diagram, empirical urban design principles and, of course, the vision for the Warehouse District established as part of previous planning efforts. Preliminary concepts were developed and reviewed by the Consultant team for consistency with key findings (see examples in figure x). The scenarios were then refined to create the Final Development Scenarios for each Catalytic Redevelopment Area. It is important to note that these scenarios are not a prescription for redevelopment. The Final Development Scenarios simply illustrate concepts that are consistent with what has been learned by the Consultant team through this process. These scenarios are a roadmap by which the City can guide redevelopment efforts, while remaining flexible in order to adapt to variable situations.

Final Development Scenarios

The Final Development Scenarios for Catalytic Redevelopment Areas 'A' and 'B' are on the following page (figure x). Recommended programmatic elements are listed by block in the adjacent sidebar.

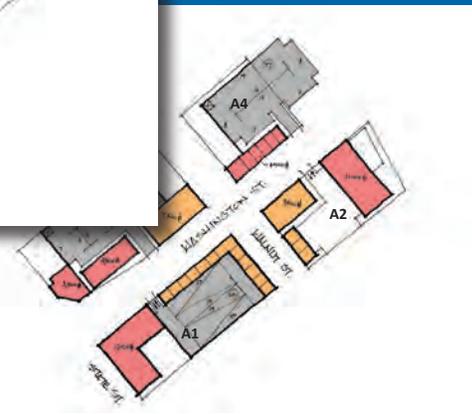
The following illustrates some of the conceptual work on the development scenarios that became the basis for the Final Development Scenarios.



**Catalytic Project B
Preliminary Development Scenario
Level 2 (Washington Street level)
Scale: 1"=100'**



Level by level conceptual plans illustrate the breakdown of uses in each Catalytic Redevelopment Area block. Pictured here are the uses at street level along Washington Street.



KEY RECOMMENDATIONS

FIGURE X. 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 Walnut and Washington. The existing MRS Industrial building should 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.

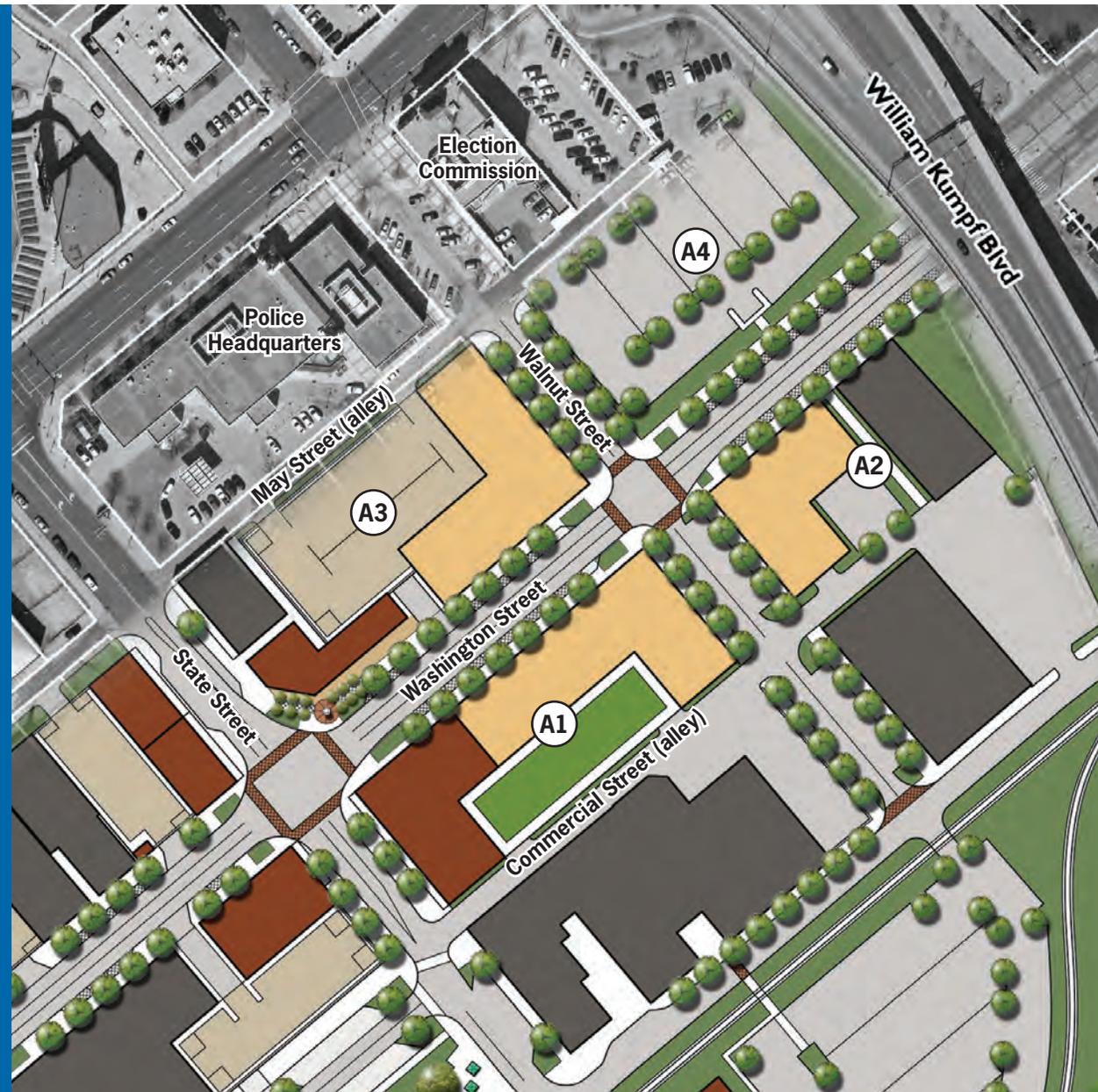
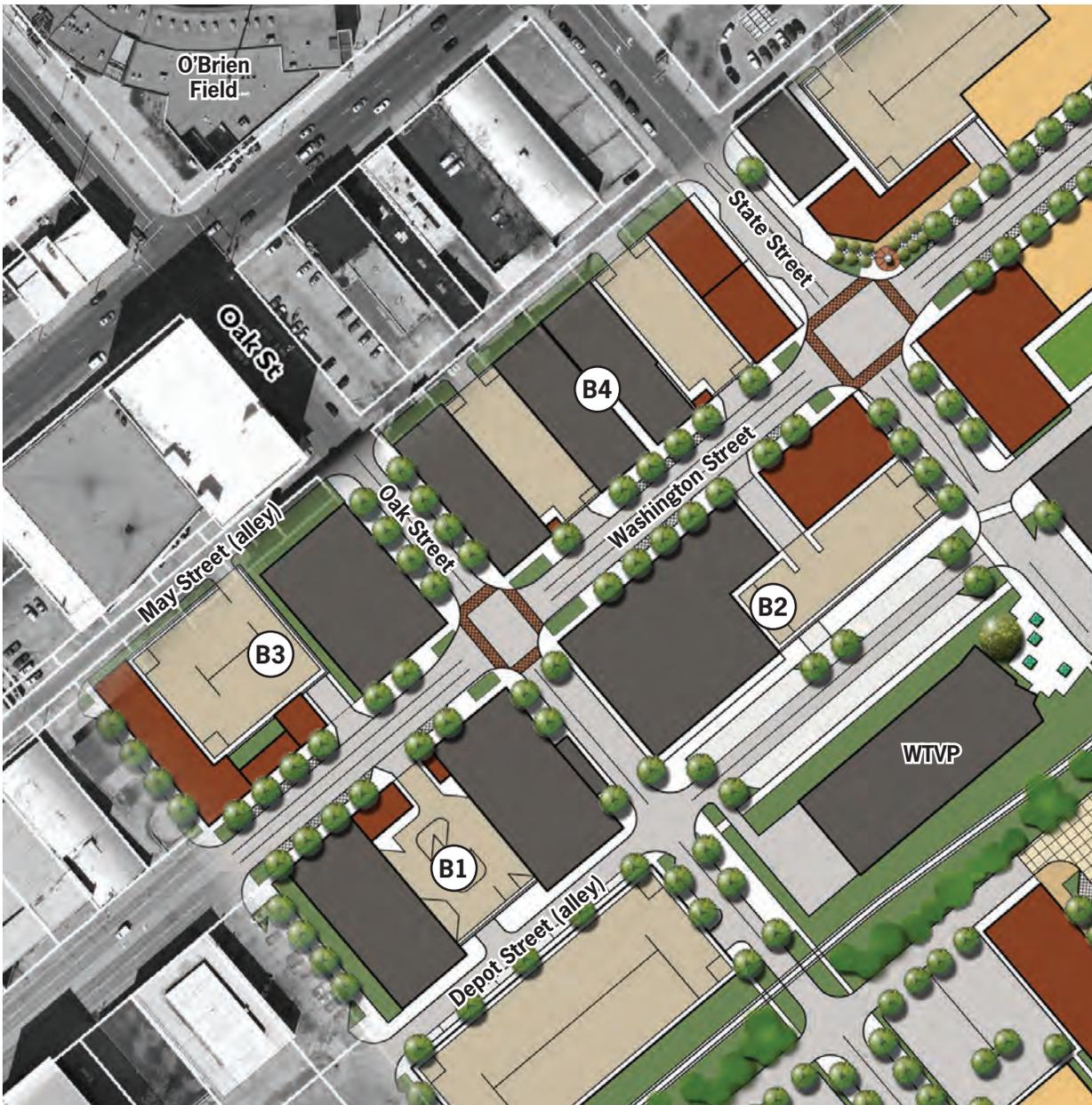


FIGURE X. DEVELOPMENT SCENARIO FOR CATALYTIC REDEVELOPMENT AREA 'B'

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 (figure x) 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.

FIGURE X. 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 weak markets for development (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; 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 goals of this analysis are twofold:

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

Long Term Viability – Building on the Catalysts

The second goal of the feasibility analysis is to illuminate those projects that are critical to the long-term vision of the Warehouse District but currently not viable given market conditions. The analysis will illustrate how some development projects require the success of near term catalytic projects to further develop a market to achieve higher rents and prices before development is viable.

Feasibility Analysis 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
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 Randy Gross. 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.

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.



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.

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

WD/artshub

To leverage the potential for artists to be transformative pioneers that are living and working in the Warehouse district, WD/artshub proposes artists lofts in new construction or as part of an adaptive reused project. 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 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. A project such as this could get more people living and working in the district, which strengthens the market.

Example Site - New Construction/Adaptive Re-use in Block A2

The following 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.

Key Marketing Concept

Mixed-Use (Residential/Commercial)

Proposed Development Program

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

Potential Development Budget

USES

Hard Costs:

Residential – New Construction:	\$ 6,247,500
Industrial – Adaptive Reuse:	\$ 947,070
Parking – Structured:	\$ 736,000
Contingency:	\$ 396,529
Total Hard Costs:	\$ 8,327,099

Soft Costs:

Architectural/Engineering:	\$ 608,804
Construction Related Fees:	\$ 20,818
Financing Fees:	\$ 130,817
Project Fees:	\$ 93,171
Marketing/Lease-up:	\$ 18,500
Operating Reserve:	\$ 221,524
Contingency:	\$ 43,606
Total Soft Costs:	\$ 1,137,241

Developer Fee (8%):	\$ 757,147
TOTAL DEVELOPMENT BUDGET:	\$ 10,221,487

SOURCES

First Mortgage:	\$ 158,940
HOME Funds	\$ 2,735,560
LIHTC Equity:	\$ 7,326,987
TOTAL SOURCES:	\$ 10,221,487

Development Surplus (Gap)	\$ 0
---------------------------	------

Note: Detailed pro-forma analysis located in Appendix D

WD/Adapt I

WD/Adapt leverages the potential of the Illinois Historic Tax Credit by focusing development on the adaptive re-use of existing warehouse district buildings augmented by smaller amounts of new construction. The project illustrates how a lower cost of construction for adaptive re-use (as compared to ground-up new construction) combined with equity made available through historic tax credits make development potentially viable for both market rate residential and commercial development.

Example Project - Adaptive Re-use in Block B3

This concept has been developed to illustrate a potentially viable development model. It was created for Block B3 within the catalytic project area, but it is a model that could be applied to many sites throughout the district.

Re-Running Numbers on Block B3

WD/Adapt II

This concept 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/Adapt 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) 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 Project

Adaptive Re-use in Block B2

This concept has been developed to illustrate a potentially viable development model. It was created for Block B2 within the catalytic project area, but it is a model that could be applied to many sites throughout the district.

Key Marketing Concept

Old Peoria Distillery District

Proposed Development Program

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

Potential Development Budget

USES

Hard Costs:

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.



Residential – New Construction:	\$ 2,376,133
Residential – Adaptive Reuse:	\$ 1,687,080
Office/Retail – New Construction:	\$ 1,437,660
Office/Retail – Adaptive Reuse:	\$ 2,117,120
Parking – Structured:	\$ 1,024,000
Contingency:	<u>\$ 432,100</u>
Total Hard Costs:	\$ 9,074,092

Soft Costs:	
Architectural/Engineering:	\$ 635,814
Construction Related Fees:	\$ 44,741
Financing Fees:	\$ 173,610
Project Fees:	\$ 94,522
Marketing/Lease-up:	\$ 13,500
Operating Reserve:	\$ 92,532
Contingency:	<u>\$ 48,109</u>
Total Soft Costs:	\$ 1,102,830
Developer Fee (8%):	\$ 814,154
TOTAL DEVELOPMENT BUDGET:	\$ 10,991,076

SOURCES	
First Mortgage:	\$ 2,562,464
Second Mortgage:	\$ 4,540,069
Historic Tax Credit:	\$ 540,454
LIHTC Equity:	<u>\$ 4,379,339</u>
TOTAL SOURCES:	\$ 12,022,326

Development Surplus (Gap): \$ 1,031,250

Note: Detailed pro-forma analysis located in Appendix D

Long Term Viability – Building on the Catalysts

Re-Running Numbers on all Long Term Blocks.

Rendered image to be placed here

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 a Downtown Development Authority

Development Authorities have been actively engaged in the redevelopment of most successful development districts. They establish strategic 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 typically increase productivity and streamline the development process.

There are four authorities with a successful focus on development and transformation that can

serve as models for Peoria's Warehouse District. The districts served by these authorities are found in Fort Collins (CO), Grand Rapids (MI), Kalamazoo (MI), and Milwaukee's Historic Third Ward (WI).

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 features of the Development Authority are as follows:

Structure

To encourage and leverage a cohesive development district, this plan recommends the formation of a not-for-profit, public/private partnership to oversee the redevelopment and management of the district, 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.

Multiple Responsibilities

The responsibilities of the Development Authority should include:

- Development and development assistance
- Funding assistance for capital improve-

ment 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
- Review and issuance of certificates of appropriateness for development meeting district-specific design standards

Staff

There should be a 5-10 member staff to oversee the day-to-day operations of the Development Authority. Staff positions might include:

Executive Director

Assistant Director

Communications Director

Finance Director

Business Recruitment and Retention Director

Marketing and Program Director

Planning and Development Director (Architectural Review Board liaison)

Operations Director

Administrative and IT Support

Funding

Funding should be commensurate with responsibilities. A combination of TIF funds, private sector investment/contribution, and special assessment is recommended. Additionally, a mechanism should be in place for the authority to recommend that the City authorize bonds for priority projects.

FOUR MODEL DOWNTOWN AUTHORITIES

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 AUTHORITIES (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 AUTHORITIES (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/>

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 including locals; and entertainment including nightclub(s), comedy club, and/or live theatre. The theatre or comedy club can be used to re-introduce visitors to Peoria’s heritage as the trial ground for Vaudeville acts. While the Vaudeville era does not necessarily coincide with the distill-

ery 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 O’Brien 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.

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.



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 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.

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."



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 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.

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 wholesalers & 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 demoli-

tion, 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 Authority 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 preserva-

tion 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.

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 commemora-

tion. 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. 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

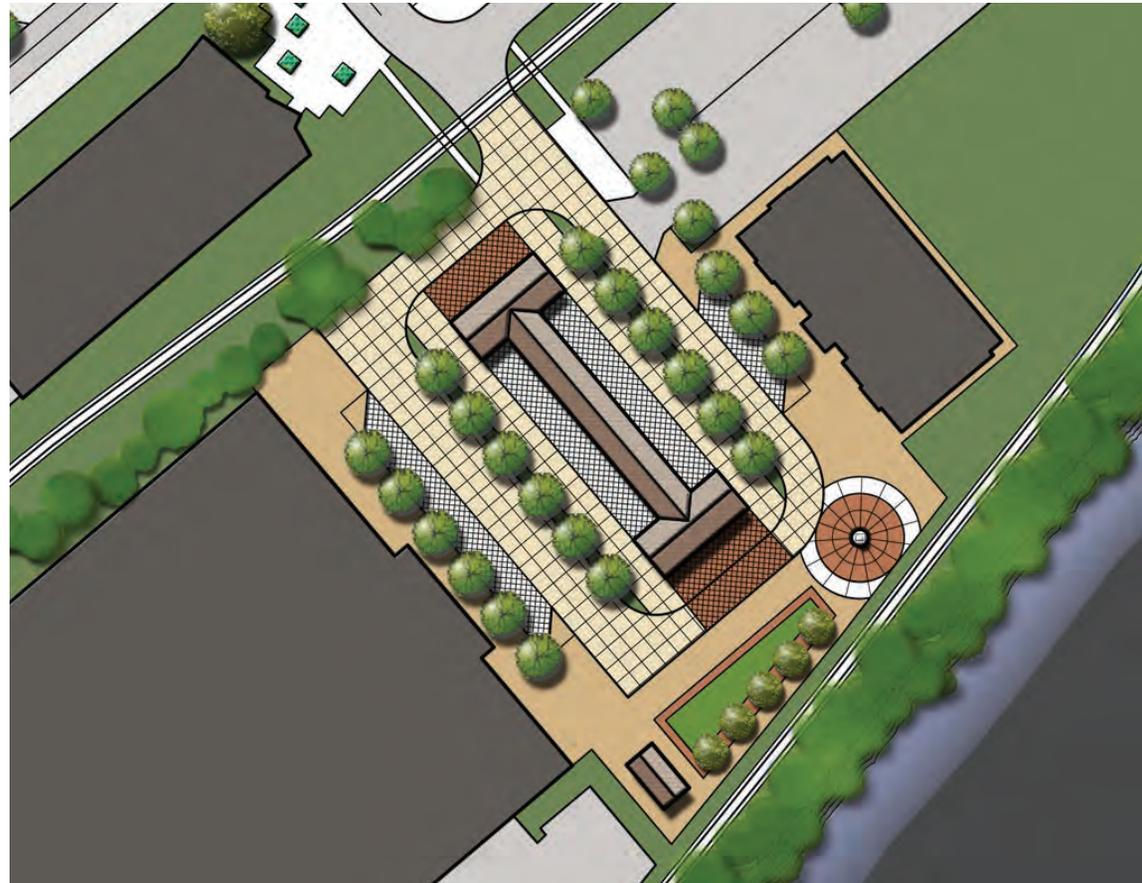


Figure X. This plan illustrates the transformation of the existing green space between the Post Office and ELM into a public plaza and civic building.

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. The civic building should be a multi-purpose 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. 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.

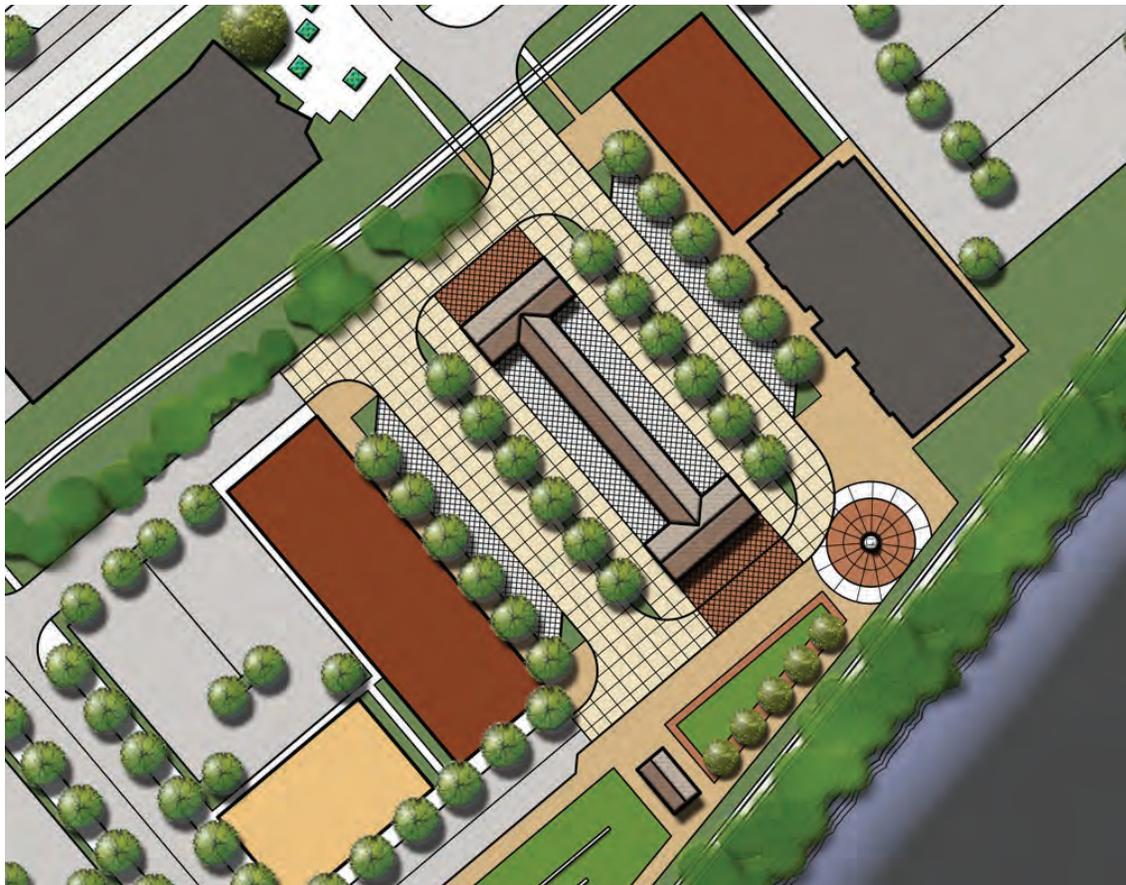
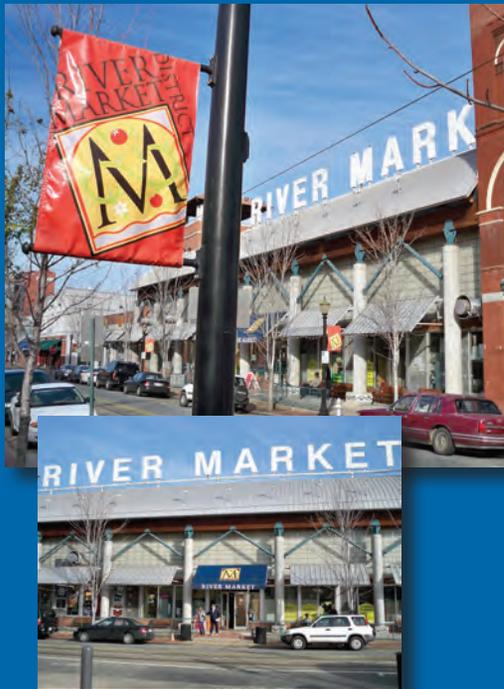


Figure X. This plan illustrates a long-term vision for a Market Hall as part of a redevelopment of the Post Office site. This plan also illustrates new mixed-use infill next to the ELM office building to help frame and activate the space.

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.



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. 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 X. 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 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.



Connect the Warehouse District riverfront to 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. This plan recommends that the trail be connected to the open space created from the 100-year flood plain along the riverfront within the Warehouse District to improve bicycle access and connectivity. This trail 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

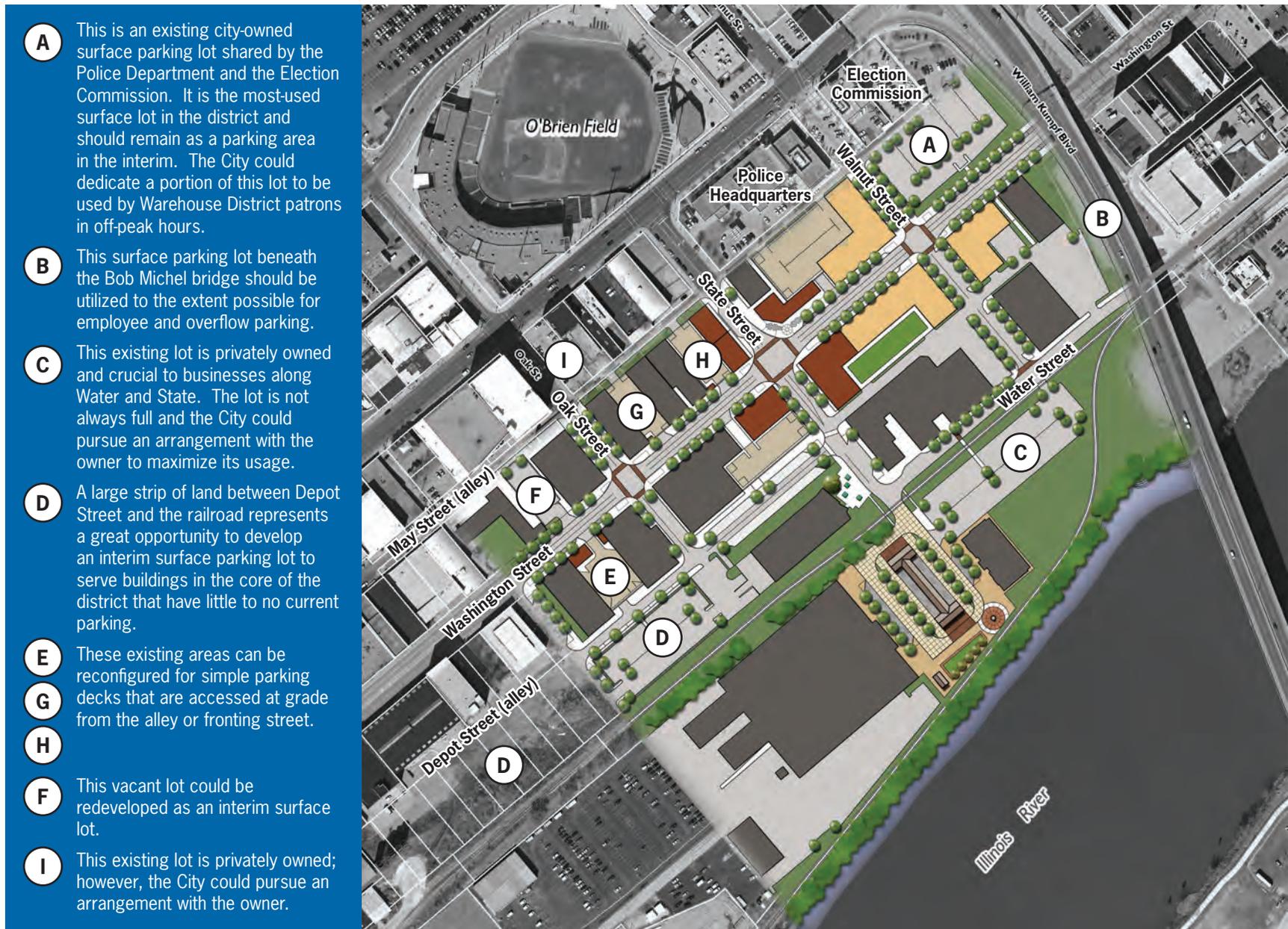
District typically fill their lots and very little on-site parking exists. Some buildings utilize adjacent vacant lots for parking, which results in a disjointed streetscape. Regardless of current parking situations, the redevelopment of the district will require more parking than current industrial 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

KEY RECOMMENDATIONS

FIGURE X. INTERIM PARKING STRATEGY



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.



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 x).

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 x).

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 X. 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.



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:

- 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.

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 consump-

tion, 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 significant 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. Level 1 equipment provides charging through a 120 volt (V), alternating-current (AC) plug and requires a dedicated circuit. 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 equipment offers charging through a 240V, AC plug and requires installation of home charging or public charging equipment. These units require a dedicated 40 amp circuit. 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. 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. DC Fast Charging, also commonly known as Level 3 charging, charges through a 480V, direct-current (DC) plug. This option 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. DC Fast Charging is not compatible with all vehicles, and the charge itself is not accepted by all vehicles.

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.

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.



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 a federal or industry standard to target for Warehouse District development, 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:

- Publicly-accessible EV charging stations in all public parking facilities, garages, and surface lots, as well as some on-street parking spaces in key locations.
- Publicly-accessible EV charging stations in large commercial parking facilities, particularly those focusing on retail and shopping.
- Private parking complexes such as those used for condo and apartment developments
- Private-sector parking facilities, for use by the company's employees
- Parking facilities for Government and Institutional facilities

Catalytic Redevelopment Areas

The Catalytic Project 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 related to the EV infrastructure network nationally. The Department of Energy maintains a database of EV charging station locations. EV 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.

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

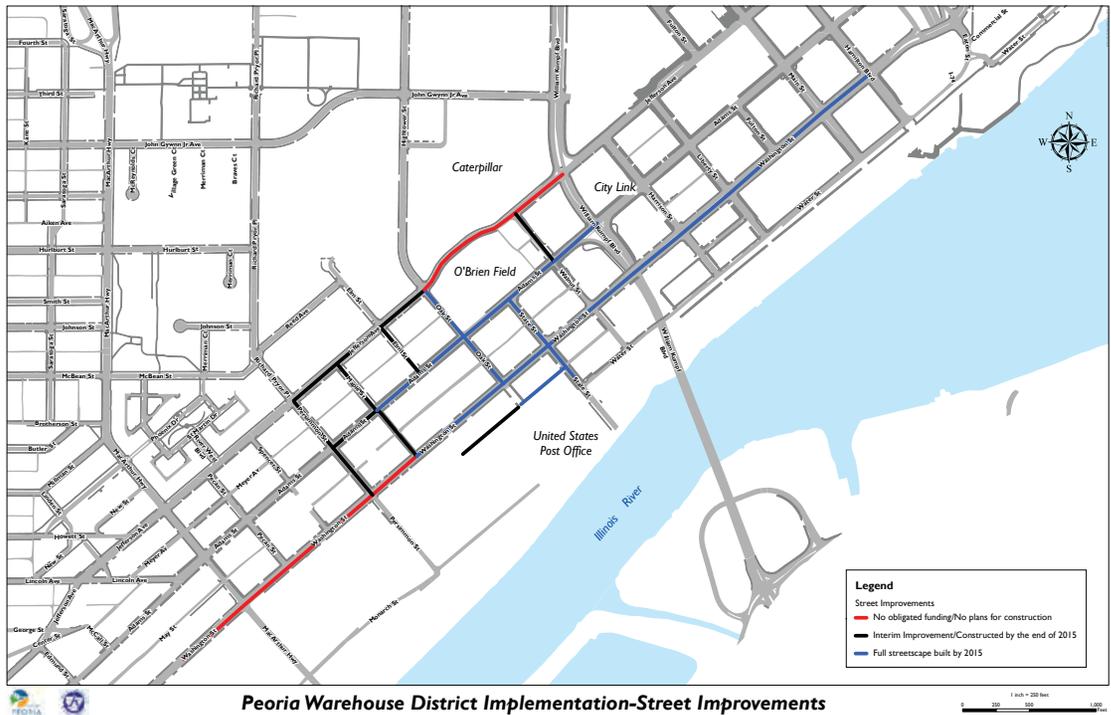
Construction of improvements to the Washington Street corridor has begun and is scheduled to continue in stages through 2014. The area of the corridor planned for construction is bounded by Maple Street on the south and Main Street on the north. Additionally, Caterpillar Inc. is constructing the streetscape 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

MacArthur Highway 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.



Peoria Warehouse District Implementation-Street Improvements

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

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 x). 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. 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 Woonerf or Home Zone 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 River-

front

- Upgrade the alley (May Street) in accordance with the plan detailed in Strategy 7.

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.

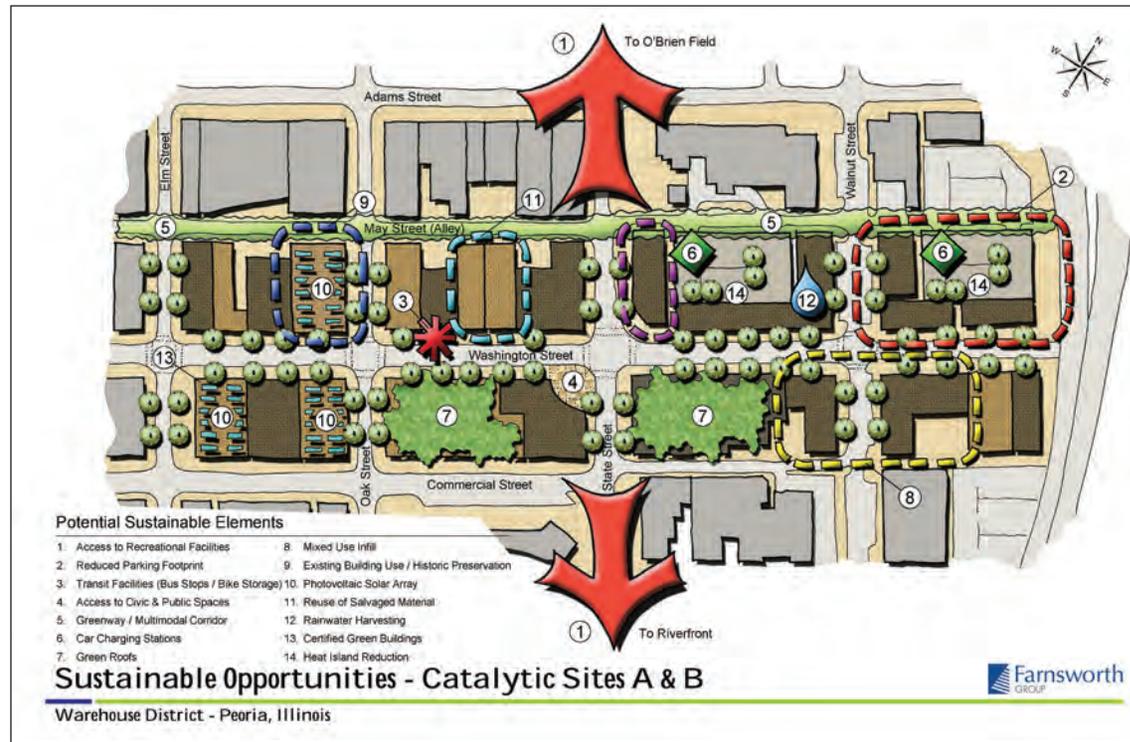


Figure X. This drawing illustrates sustainable opportunities in the Catalytic Areas. TO BE REPLACED

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 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

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.



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.

STRATEGY 10:

Create a Maintenance Program for 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. Typically, when these improvements are constructed, maintenance agreements are drafted to outline the responsibilities for ongoing maintenance. Streetscape improvements such as those being implemented in the Warehouse District have been implemented in many revitalizing urban neighborhoods across the country. In many of the peer districts studied as part of this plan, the organization(s) leading the revitalization efforts are responsible for the supplemental maintenance of streetscape and other public improvements. It is advisable that the maintenance of streetscape improvements, in particular, not be left up to individual business and property owners, with perhaps the exception of specific business-related elements, such as sidewalk cafes and displays. Instead, whether through the municipality or a private contractor, the organization should contract for maintenance services. The Special Service Area model is the most common method for funding this service.

This plan recommends that the Downtown Development Authority, if established, be charged with the maintenance of streetscape and public space improvements beyond City standards using funds from a special assessment.

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 a Downtown Development Authority (DDA) with a Warehouse District component	Short	City Manager/City Council		Special Service Area (SSA), City
2. Brand and Promote the Warehouse District				
Brand the Warehouse District	Short	new 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

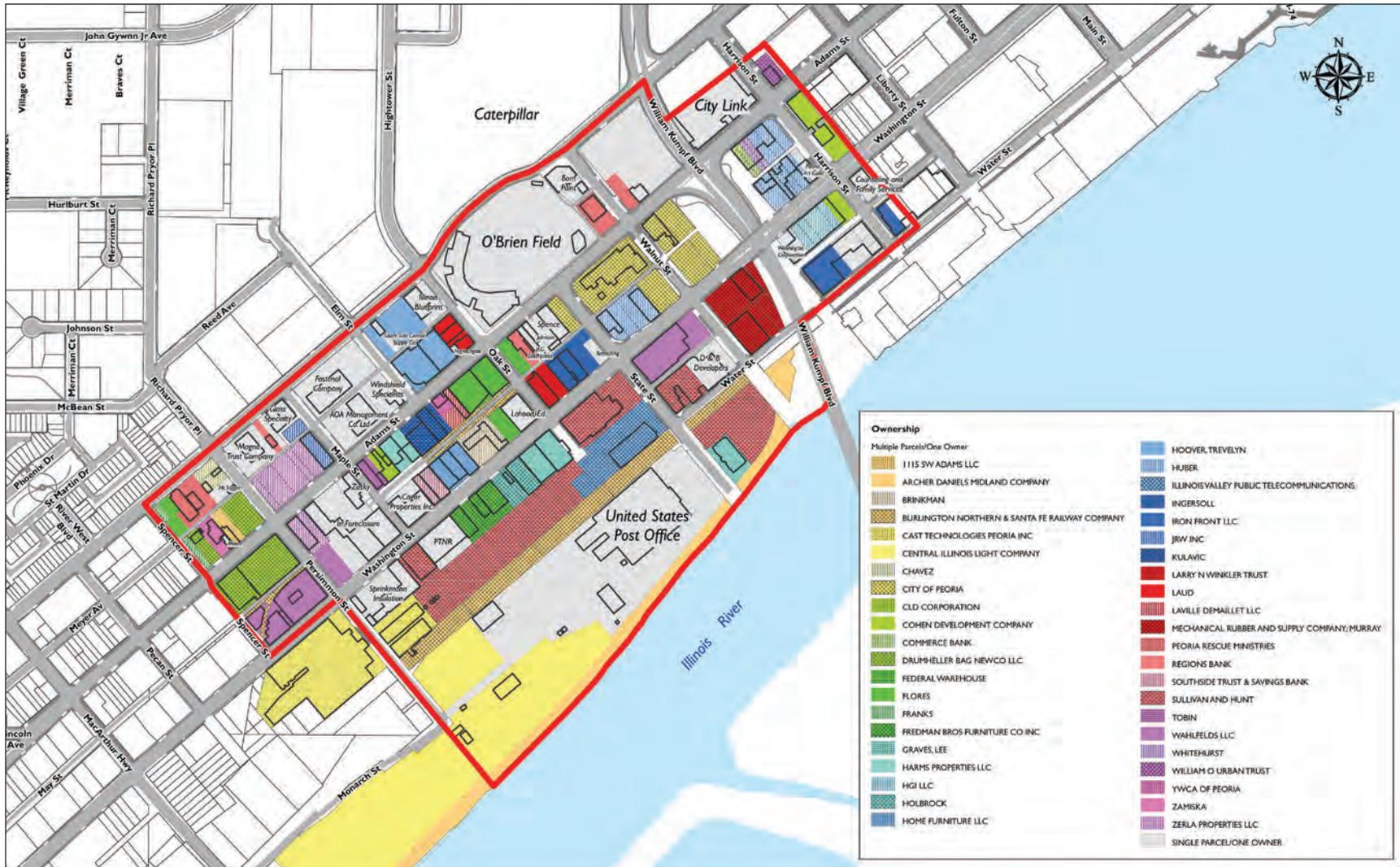
Strategies	Phasing	Lead Agency	Supporting Entities	Funding Sources
4. Encourage and Incentivize the Adaptive Reuse of Existing Buildings				
Protect buildings that contribute to the character of the Warehouse District	Short	Historic Preservation Commission		N/A
Create a central source for adaptive reuse incentives and provide guidance and assistance to property owners and redevelopers in using the incentives	Short	new DDA		LITC, HTC, TIF, IFA, Enterprise Zone. Is there an Illinois Artist Housing incentive?
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		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
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		?
Complete the TIGER II Street improvements	Long	Public Works		?
Upgrade alleys as redevelopment occurs	Medium	Public Works		Developer contribution / private
Redesign portions of the May Street alley with a modified woonerf 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		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	City of Peoria
10. Develop a Maintenance Program for Streetscapes and Public Spaces	Short	new DDA	Public Works	Business Improvement District (BID)

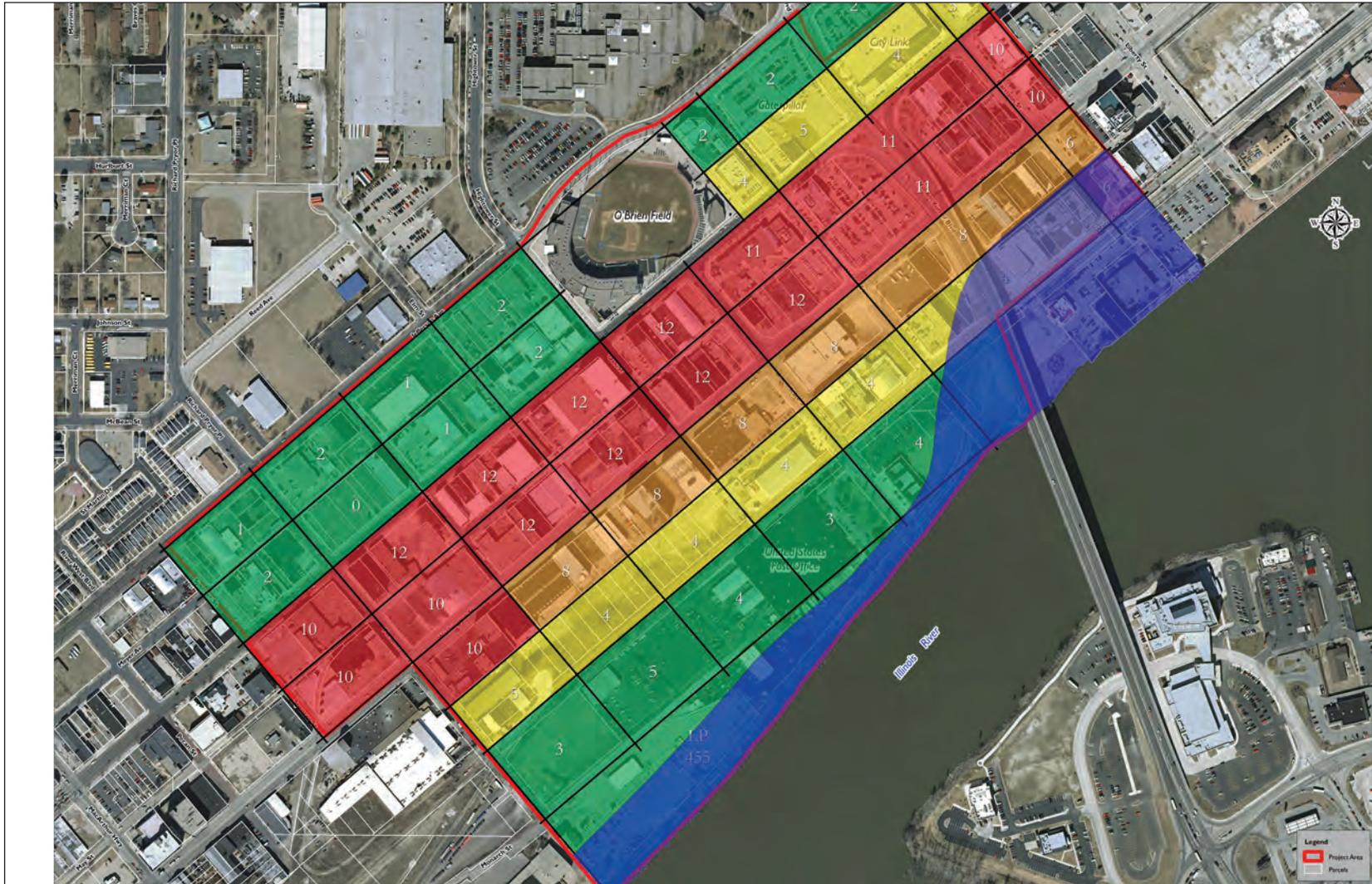


Assessment

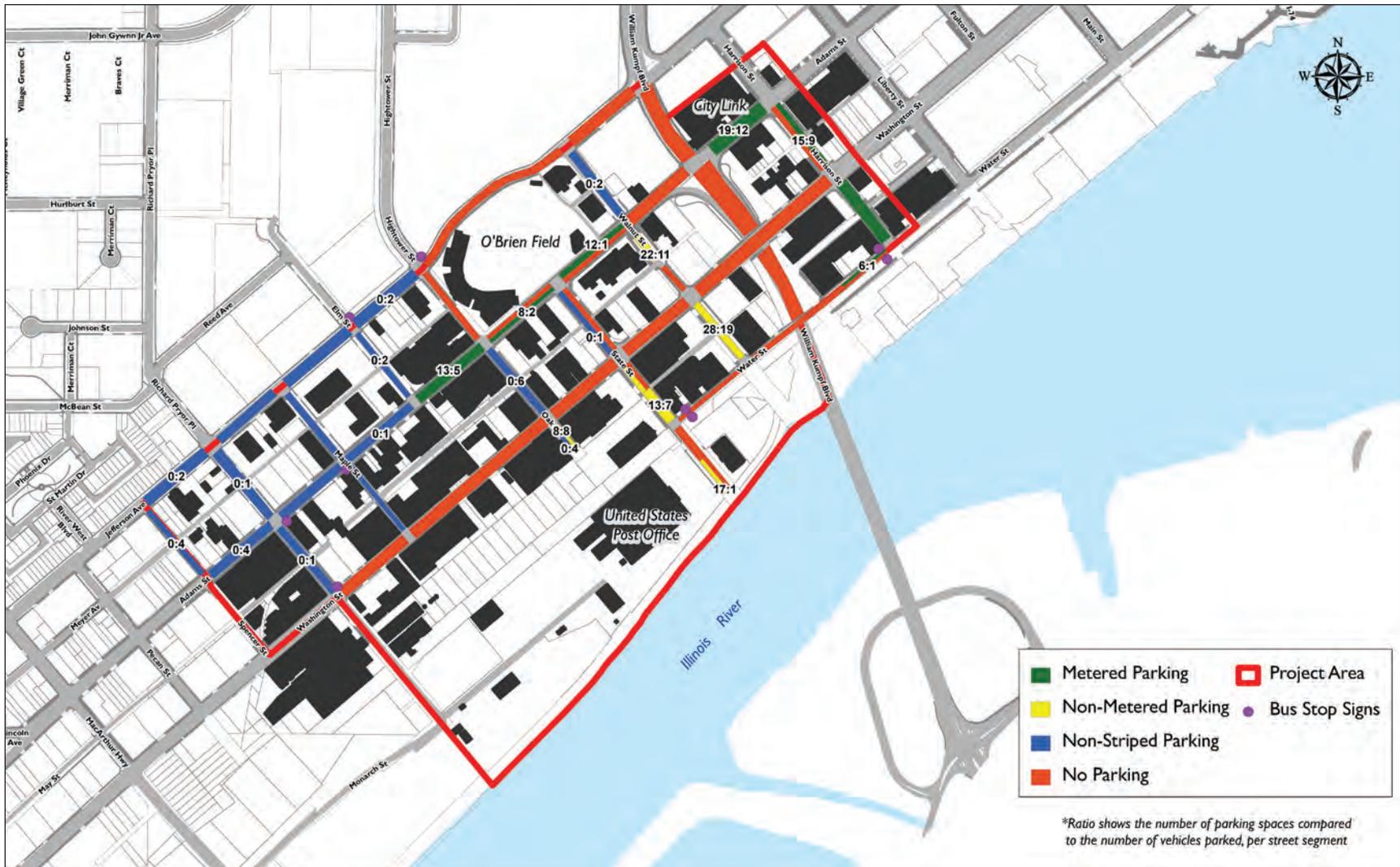
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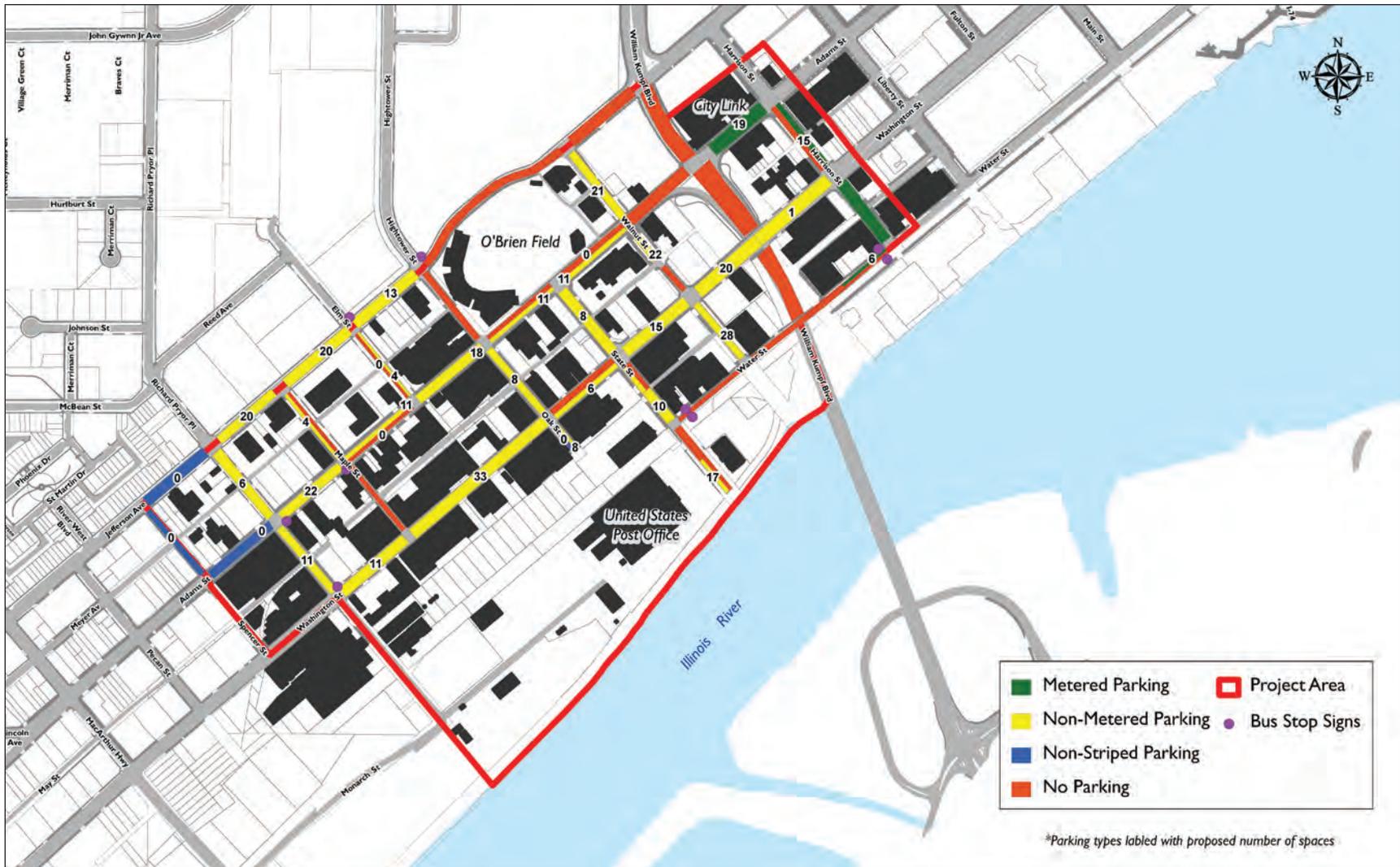
BRIEF DESCRIPTION



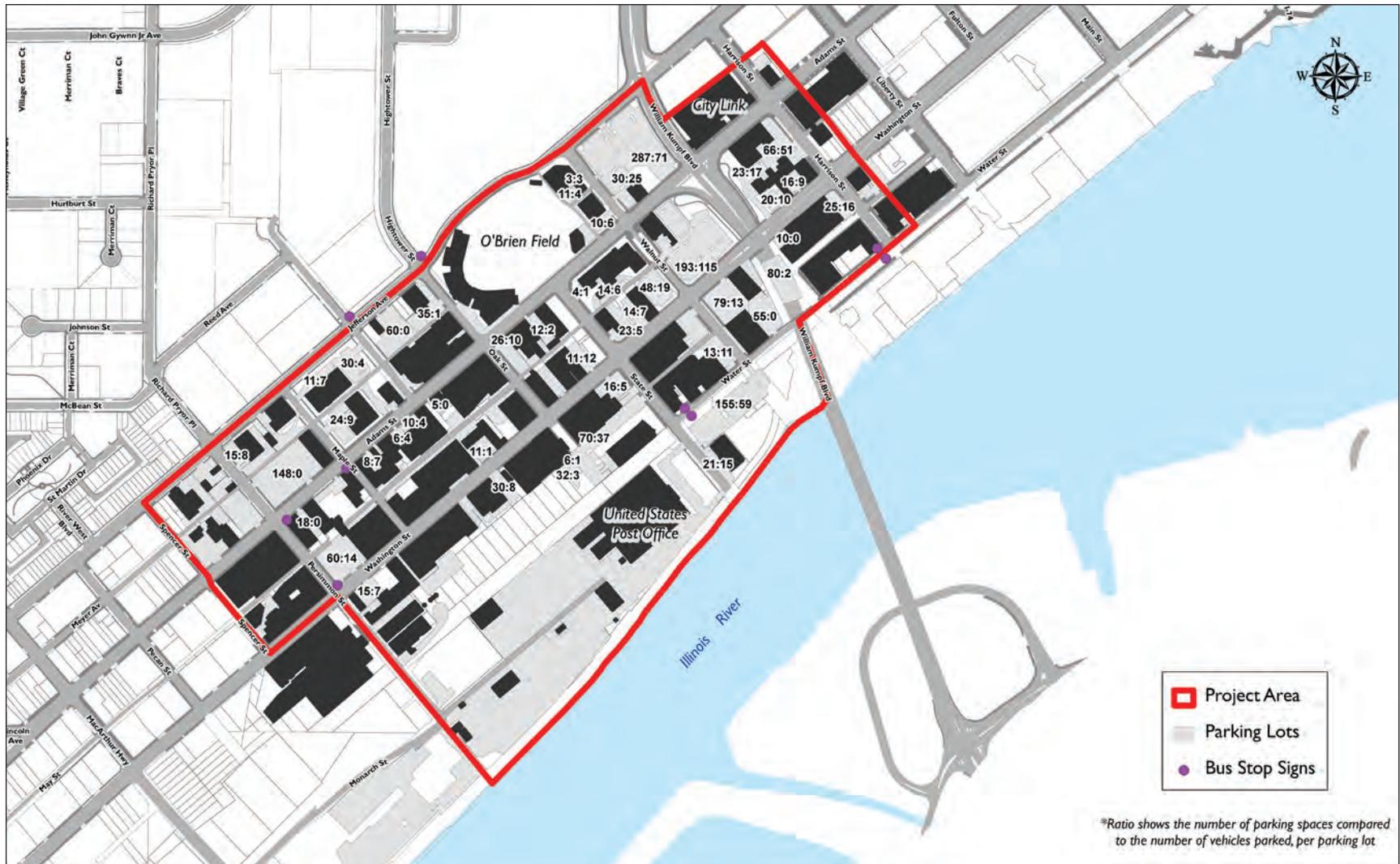
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Additional Market Data

To be added

Peer District Summaries

Introduction

As Peoria takes steps to achieve 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. These peer districts can offer valuable lessons for Peoria's Warehouse District. The team selected 11 districts nationwide, including one in Canada, and researched various aspects of each that have contributed to their success. Below, there is a brief description of each district that was studied followed by a summary of the ideas and "lessons learned" that may be applied to Peoria's Warehouse District.

American Tobacco District (Durham, NC)

The 1.5 million square feet of buildings on 16 acres that were once part of the American Tobacco Company's campus represent the largest

redevelopment project of an historic tobacco mill in North Carolina. The Capitol Broadcasting Company, owners of the minor league Durham Bulls, helped to lead the effort to preserve and transform the historic warehouse buildings into a mixed-use neighborhood that features retail, entertainment, office, and residential uses. In the 1990's, even before Capitol came on the scene, the city had built the Durham Bulls Athletic Park adjacent to the American Tobacco Campus to bring the minor league team into the heart of Durham and spark redevelopment. After several failed attempts at redeveloping the American Tobacco campus, Capitol purchased an option on the property in 1999. With the help of financial incentives and alternative financing Capitol was able to open phase I of the redevelopment in 2004. Many believe that the American Tobacco District was the most important project in the revitalization of Downtown Durham. A 2008 update to the 2000 Downtown Durham Inc. Downtown Master Plan indicated that significant progress had been made towards implementation of the Downtown plan, especially within the American Tobacco District. In addition to the Durham Bulls Athletic Park, the recently completed 2,800-seat Performing Arts Center has provided a cultural anchor that enhances the district as a regional destination. The unique setting of the American Tobacco District has also been a major draw for businesses resulting in over 3,000 new jobs for downtown.

The success of the American Tobacco District depends on many factors working together to create a functional, yet unique environment. A public/private partnership between the city, county and developer yielded over \$300 million of public and private investment. Two important public investments within the district were the construction of two municipally owned parking structures totaling nearly \$40 million, which provided centralized parking to support the new uses. Despite the city and county incentives, Capitol had difficulty securing financing for the project. Self-Help, a local Community Development Financial Institution took an interest in the project and worked with Capitol to recruit investors, which resulted in an initial \$40 million New Market Tax Credit loan. In all, New Market Tax Credit loans have funded nearly 40% of American Tobacco District projects in two phases. The effect of the American Tobacco District project and other downtown projects has been evidenced city wide through an increase in jobs, property values and tax revenues.

From a physical environment standpoint, the District's success is also due to painstaking efforts made to preserve the historic buildings, which provides so much of the unique qualities of the district and helps to make it a desirable alternative to new development in suburban locations. Another benefit of preservation has been historic tax credits. The streets and spaces in between buildings have been improved to create a pleasant and inviting environment for users of

the district. Public art by local artists utilizing reclaimed materials from the district supports the preservation efforts and reinterprets the history of the district. Work within the American Tobacco District is not complete. Continued efforts to improve connectivity to other parts of downtown as well as encourage redevelopment of several parcels in order to support the district are part of the 2008 Downtown Master Plan.

Lessons for Peoria:

- Public/private partnerships are crucial 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 and not simply a single project.
- Civic uses, such as O'Brien field, can be leveraged as anchors for redevelopment efforts.
- Utilize financial tools such as New Market and Historic Tax Credits to help fund redevelopment.
- Public art can be used to help interpret the history of the Warehouse District.
- Revisit the plan every five to seven years to celebrate progress, adjust goals to market and other forces, and identify new project opportunities.

Sources:

Turning Over a New Leaf, Barbara Horwitz-Bennett, Building Design and Construction, 10/1/06.

Downtown Durham Master Plan, Downtown Durham Inc.

New Market Tax Credit Impacts: A Case Study in Durham, North Carolina, Amanda Frazier Wong and Sarah Wolff, Self-Help, March 2010

Arts District (New Orleans, LA)

The rebirth of New Orleans warehouse district began in 1976 with the opening of the Contemporary Arts Center. The once busy commerce area had become quiet once industries began leaving or closing their doors. The 10,000 square foot Center continues to attract visitors with its promotion and exhibition of a wide array of visual and performing arts. Once the Center was built, the community seized the opportunity provided by vacant warehouses to store and display art. The New Orleans Arts District, as it has been renamed, is home to over 25 galleries, most of which are located along Julia Street. The district has also attracted a number of restaurants and cafes to serve patrons of the CAC and the galleries. The latest anchor to be housed in renovated warehouse was the National World War II museum. In the past few years, the museum has had over a million visitors.

Partners of the Arts District include the Arts Council of New Orleans, NOLA.com, and the Downtown Development District. These organizations work together to promote the Arts District and support its sustainability. The Arts District hosts several events including the popular "Jam-

min' on Julia" and various art walks. There is no sales tax charged on original artwork purchased in the district, which is an incentive that helps artists as well as patrons. The Downtown Development District (DDD) was created in 1974 as a Business Improvement District to "drive the development of Downtown New Orleans and be the catalyst of a prosperous, stimulating, innovative heart of the Crescent City." The DDD cultivates economic development in creative industries, ensures that the downtown is clean and safe, and serves as an advocate for downtown and its biggest promoter.

Lessons for Peoria:

- Promote and support the Warehouse District as a catalyst for Peoria's arts scene.
- Encourage a variety of events that will draw people into the district throughout the year that promote the creative industries the district has to offer.

Sources:

<http://www.neworleansartsdistrict.com/>

<http://www.neworleansonline.com/tools/neighborhoodguide/artsdistrict.html>

Distillery District (Lexington, KY)

Lexington's Distillery District along the Town Branch Creek and less than a half a mile from downtown was once a major hub of employment. The 28-acre development area was home to

several distilleries, including the James E. Pepper distillery, which at one point was the largest producer of bourbon in the world. Like so many industrial areas, Lexington's Distillery District began to deteriorate once distilleries closed or moved elsewhere. Since the early 2000's, a private developer has been working to redevelop the district into a mixed-use neighborhood that draws directly on the history of the district and the bourbon industry in general as a catalyst for its success. The master plan for the district calls for the renovation of the Old Tarr and Pepper distillery buildings as "bookends" with new, mixed-use infill in-between. The Old Tarr distillery would house a Welcome Center for Kentucky's famous Bourbon Trail, a statewide tour of distilleries. The Pepper distillery is envisioned to house a Bourbon museum. Lexington's regional greenway, the Town Branch Trail, would follow the Town Branch Creek through the district. The greenway not only serves as a connection to the region and as recreation, but also as a way of interpreting the history of the district as the creek was the primary reason distilleries located in the area.

In addition to adaptive reuse and compatible infill, major public improvements will be necessary to make the Distillery District attractive to new businesses and residents. The Kentucky Economic Development Finance Authority established the state's first Tax Increment Financing (TIF) district in 2009 to financially aid the redevelopment of the district. The TIF study estimated public improvements, including streetscape, utility and

sewer improvements at \$80 million. The state has pledged over \$45 million in reimbursement to support the redevelopment. The city approved a \$2 million investment in the district, which helped to trigger the TIF. As of March 2012, designs are being finalized for a streetscape along the Manchester Road corridor and the portion of the Town Branch Trail adjacent to the Distillery District.

Lessons for Peoria:

- Public investments such as streetscape improvements and trails are critical components that will make the Warehouse District an inviting place to visit and linger as well as connect it with surrounding areas.
- Interpreting the history of the Warehouse District can enhance private investment in the area by creating a unique environment.

Sources:

Lexington Distillery District Designers Show Plans to the Public, Josh Kegley, Lexington Herald Ledger, 11/18/11

Future of Distillery District at Pivotal Moment, Business Lexington, 11/27/09

Lexington Distillery District Tax Increment Financing Development Area and Plan, Lexington-Fayette Urban County Government, October, 2008

Distillery Historic District (Toronto, Canada)

Toronto's Distillery District comprises thirteen acres and includes over 40 buildings that represent the largest preserved collection of Victorian industrial architecture in North America. After more than 150 years of continuous production, the Gooderham and Worts Distillery ceased production and closed in 1990. Shortly thereafter, it began its rebirth as a popular film shooting spot. In the early 2000's, a private developer, Cityscape Development, purchased the district. Cityscape initiated an ambitious effort to redevelop the distillery district into a pedestrian-friendly, mixed-use district. Like many visionary developers, Cityscape saw the Distillery District as not simply a way to preserve the history and architecture of the area, but to utilize those characteristics as a launching pad for reinvigorating the district. The blending of old and new has produced an environment that attracts creative people engaged in a variety of creative businesses, including professional services, cafes, restaurants, studios, theatres, galleries, and unique retail. In addition to the adaptive reuse of the historic buildings, \$200 million worth of mixed-use infill projects are slated for the district that will add more than 1200 residential units.

Lessons for Peoria:

- Encourage the preservation of older buildings, but allow new infill to follow a more modern aesthetic as long as the urban design of the area is not compro-

mised.

- An emphasis on a wide spectrum of the arts can create a cultural anchor for a district.

Sources:

<http://www.thedistillerydistrict.com/>

Historic Third Ward (Milwaukee, WI)

In 1892, a devastating fire significantly damaged 16 square blocks of Milwaukee's riverfront center for commerce. The result of a thirty-year rebuilding effort was monumental. According to the Historic Third Ward's web site, the rebuilding effort, led by local architects, exhibits "a visual continuity that creates a unique urban expression." Now, the Historic Third Ward is home to over 400 businesses and over 1200 residential units. Retail growth soared when the Milwaukee Public Market was opened in 2005, attracting 20,000 visitors to the district every week. The district boasts of a large arts component including visual arts, performing arts, and fashion. Events such as the quarterly Gallery Night and Day bring additional visitors to the neighborhood. The blend of uses within historic buildings and new infill coupled with civic improvement efforts, such as the extended Riverwalk and the Erie Street Plaza design competition, have made the Third Ward one of the premier mixed-use districts in Milwaukee.

The Historic Third Ward receives strong business and civic support through a number of initiatives. In 1988, a Building Improvement District (BID) was established that has led and provided financing mechanisms for several major public projects including streetscape, two parking structures, the extension of the Riverwalk and the Public Market. Tax increment financing was used for streetscape, the first parking structure, and the extension of the Riverwalk. The BID is actually the property owner of the streetscapes, the parking structures and the portion of the Riverwalk within the Third Ward; therefore, the BID is required to maintain these facilities and spaces. In 1991, Architectural Guidelines for the exteriors of buildings were developed and adopted by the City of Milwaukee for all properties within the BID. The BID reviews applications from developers and owners and coordinates monthly meetings of the seven-member Architectural Review Board (ARB). An applicant cannot receive a building permit until the ARB issues a "certificate of appropriateness" that affirms compliance with the guidelines and the neighborhood plan. The BID also financially supports The Historic Third Ward Association, which works on behalf of the district to promote business retention and encourage business recruitment in the Third Ward. The Association is also closely involved with the maintenance within the district such as repainting street lights, planting flowers in the spring, and plowing sidewalks in the winter.

Lessons for Peoria:

- Establish a BID or similar entity that can champion the efforts to redevelop the Warehouse District and develop the tools necessary to implement the plan. The BID should be tasked with identifying projects, developing funding mechanisms, overseeing implementation, and maintaining the facilities upon completion.
- Strengthen the current Warehouse District Association and allow them to promote and encourage business retention and recruitment
- Develop architectural guidelines for the Warehouse District that will encourage proper rehabilitation of existing structures and compatible infill.
- Conduct international competitions for civic spaces.

Sources:

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

DIDWhoWeAreGuide.pdf

Third Ward – House & Home.pdf

Historic Warehouse District (Cleveland, OH)

Situated on the bluffs above the Cuyahoga River, the ten blocks comprising Cleveland's Historic Warehouse District were the city's first center of commerce. As suburbanization increased and

manufacturing industries began to relocate after World War II, the district went into decline. In the early 1980's, the Warehouse District witnessed a rebirth as a mixed-use district. Downtown business interests and preservation-minded architects formed the Historic Warehouse District Development Corporation (HWDDC) in 1980. According to Heritage Ohio and the Warehouse District web site the "purpose of the Historic Warehouse District Development Corporation of Cleveland is to stimulate, coordinate and strengthen successful quality reinvestment in the landmark Warehouse District of Downtown Cleveland." In 1985, design guidelines for the district were adopted after the area was designated a landmark by the Cleveland Landmarks Commission. Through this designation, HWDDC has acted as a local advisory board that reviews applications for physical improvements to Warehouse District buildings. The HWDDC has scheduled design review meetings and assisted applicants through the city's process. Additionally, the HWDDC has funded security, streetscape and open space creation and maintenance, and helped to market all aspects of the district. In 2007, a HWDDC committee developed the Public Realm Master Plan in order to identify opportunities and guide initiatives that would enhance the Warehouse District by promoting diverse open space, a sense of place, connectivity and sustainability.

There are several programs intended to incentivize redevelopment in Cleveland's Warehouse District. The Downtown Predevelopment Fund

provides up to \$10,000 for predevelopment activity and analysis related to the potential redevelopment of structures within the Warehouse District provided the applicant agrees to an investment of 50% of the predevelopment activity cost. The HWDDC utilizes a Historic Conservation Easement Program as a preservation tool. Through this program, historic building owners donate to the HWDDC the right to prevent current and future owners from modifying the historic property without approval from the HWDDC. In turn, the value of the easement is tax deductible, the real estate tax is lower, and the property is preserved. The HWDDC's Storefront Renovation Program offers matching funds and low interest loans through bank partners to bring signage in compliance with current design standards for targeted areas.

Lessons for Peoria:

- A Community Development Corporation may be a useful organization to guide development and redevelopment within the Warehouse District.
- Developing creative programs that encourage redevelopment through financial incentives are an important tool for revitalization.

Sources:

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

<http://www.heritageohio.org/ohiomainstreet/cleveland-historic-warehouse-district/>

Historic Mill District (Minneapolis, MN)

Minneapolis was the flour milling capital of the world in the 19th century. Large flour mills, including well-known brands such as Pillsbury and General Mills, lined the banks of the Mississippi River near downtown. Water power from the St. Anthony Falls was what drove mills to the area. By the 1960's when oil and gas had all but replaced water power, the Mill District declined and mills that were once thriving, sat vacant and deteriorated. In the 1970's, efforts by the city of Minneapolis to reclaim the riverfront helped to spark interest in the Mill District once again. The revitalization of the district began with a 1997 planning effort that was adopted and then revisited in 2000. Seven urban design concepts were the backbone of the Mill District plan and five of the concepts tied back to the riverfront. The riverfront was seen as a key opportunity to create public space for the city and celebrate the river and its importance to Minneapolis, past, present, and future. Two scenarios for the future of the district that embodied the seven concepts were developed. The first scenario was an all-residential alternative. The second scenario included a mixture of uses and a new baseball stadium. In the 2000 update, a third scenario was developed that included park and civic uses along the riverfront in addition to residential infill. This scenario was ultimately implemented. Several new residential infill projects have been constructed along with the renowned Guthrie Theatre, the Mill City Museum, and the Mill City

Farmers Market. The Mill Ruins Park celebrates the heritage of the Mill District within a usable public open space that reconnects the district with the riverfront that sustained its growth.

The Mill District is only one piece of the greater Minneapolis Riverfront District. As of 2010, public investments in infrastructure, open space and trails, environmental remediation, redevelopment and public facilities within the Riverfront District have totaled more than \$300 million. In turn, there has been \$1.75 billion of leveraged private and non-profit investment. Within the Mill District, the city has focused on creating the environment for private investment by removing barriers, adding infrastructure and amenities, and promoting residential development and job creation. In 1980, there were seven housing units in the Mill District. In 2010, there were 1,250 housing units in the district. As of 2009, 900,000 square feet of commercial space and about 2,000 permanent jobs were added. From 1994 to 2009, the estimated market value of real estate had increased from \$25 million to \$440 million. Reinvestment in the Mill District has been important to the revitalization of downtown and will continue to be well into the future.

Lessons for Peoria:

- Reconnecting and capitalizing on the riverfront could be key to the Warehouse District's revitalization.
- Patience is critical to long-term success.
- Planning is important, but there must be

flexibility and periodic reassessment.

Sources:

http://en.wikipedia.org/wiki/Mills_District,_Minneapolis

Minneapolis Riverfront Revitalization: Three Decades of Progress (powerpoint)

Historic Millwork District (Dubuque, IA)

During a community-wide visioning process in 2007, the Dubuque community identified the city's historic millwork district as a crucial element in its regional economic development strategy. The 17 block district includes 28 buildings featuring historic industrial architecture and one million square feet of space. In its heyday, the district was a center for innovation and commerce in the region. While some large industrial uses remain, much of the district had fallen into a state of disrepair. Realizing the potential of the district's location and unique character, a diverse collection of district property owners, city representatives and the Dubuque Main Street program came together to develop a strategy for reinvigorating the district as a new mixed-use center for innovation and urban development. The Warehouse District Strategy was adopted in 2007 by the city council and the district was added to the Greater Downtown Urban Renewal District in order to qualify for financial incentives.

In 2009, a master plan for the Millwork District was developed and progress toward implementation is underway. The foundation of the master plan is an emphasis on sustainability. The plan identifies and provides recommendations for five urban ecosystems: water, energy, development, vegetation and open space, and arts and culture. The strategies within these systems are intended to work together to create a sustainable environment that sparks innovation and puts Dubuque ahead of its competitors. The first district-wide project, the Historic Millwork District Streetscape Project, is under construction with \$5.6 million in Complete Street funding and a \$150,000 Iowa Great Place grant.

Lessons for Peoria:

- Promote and encourage sustainable practices throughout the Warehouse District and not simply within publicly owned property or rights-of-way.
- As in the Millwork District, Peoria should strive to create a peaceful coexistence between viable industrial uses that should stay in the area and new opportunities for mixed-use redevelopment.

Sources:

Millwork District Master Plan, 2009

Warehouse District Strategy, 2007

The Dubuque Warehouse District, Sustainable Dubuque Initiative, 2009

Lowell (Lowell, MA)

Harnessing the power of the Pawtucket Falls along the Merrimac River, Lowell, Massachusetts became the largest American industrial center by the mid 1800's. The textile mills of Lowell employed thousands of immigrant workers that witnessed industrial innovation, many of whom spread these innovations well beyond Lowell. As with so many other cities, Lowell's manufacturing prowess witnessed decline and the last large mill closed in 1958. By the end of the mid 1970's, many had written Lowell off as hopeless. A group of citizens and community organizations believed differently and worked together on a plan to revitalize the struggling city. The community successfully campaigned for the creation of an urban park that celebrated the city's heritage and culture. In 1978, the Lowell National Historic Park was established with funding of \$40 million. The move was the impetus for one of the greatest revitalization stories in American history.

As of 2008, 77% of the 5 million square feet of historic mills have been renovated and/or adaptively reused. Several organizations have assisted in this effort. Lowell Plan is a non-profit economic development organization founded in 1980 that has served as medium for constructive dialogue between public and private entities regarding the revitalization of the city. The organization's board includes city staff and elected officials to fulfill its mission of public/private partnership in revitalization. Lowell has reinterpreted

its history through new cultural institutions. One of its first projects was to lead the development of a Downtown Master Plan. Lowell Development and Financial Corporation (LDFC) is a non-profit development corporation. Established in 1975, the LDFC began providing below market rate secondary loans for the restoration of historic, downtown buildings through federal grants. Their efforts have enticed new industries to relocate to downtown. The LDFC has a variety of financial incentive and assistance programs for revitalization efforts. For example, they currently provide loans on downtown renovation projects with a minimum of 10,000 square feet for 25% of the appraised value after completion up to \$250,000 with an interest rate at 40% of the current prime-lending rate. LDFC also partners with the City of Lowell, Lowell Plan and other organizations to purchase, plan and seek developers for future mixed-use projects.

Lessons for Peoria:

- Consider supporting a revolving loan program to assist in the redevelopment of the area.
- Create a non-profit organization that promotes a public/private partnership dedicated to implementing the vision of the Warehouse District.

Sources:

Ldfc_fact_sheet.pdf www.ldfc.org
www.lowellplan.org

Lowell National Historic Park 1978-2008: 30 Years of Preservation and Innovation for Future Generations, June 2008

Old Market (Omaha, NE)

Omaha's Old Market District is one of the most identifiable neighborhoods in Downtown Omaha. Marketed as Omaha's Arts and Entertainment District, Old Market is home to a mixture of retail, dining, and loft-style housing. Cultural institutions such as the Holland Performing Arts Center and several museums are local and regional destinations. The area was hugely important to the development of downtown Omaha as a distribution center for goods headed to the west coast from the late 1800's through the early 1900's. The district's revitalization began in the 1970's, largely through the efforts of one property owner, the Mercer family. A local historic district was established in 1985 and revitalization continued.

The Old Market District evolved over a long period of time with very little planning effort specific to the district. Omaha has used Tax Increment Financing to assist in the preservation of historic buildings and fund streetscape improvements. The city has also assisted with the construction of a full-block parking structure to relieve parking issues in the district. The recently adopted Downtown Omaha 2030 Plan outlines several new initiatives to sustain revitalization. Included in the plan are recommendations for enhancing an existing open space to create a focal point for

the district and an emphasis on contextual infill development along 10th Street, a major connector to other parts of downtown.

Lessons for Peoria

- Usable public open space can provide a focal point for the Warehouse District.
- Emphasis should be placed on encouraging development along streets that link to other neighborhoods to create seamless connections.

Sources:

[http://en.wikipedia.org/wiki/Old_Market_\(Omaha,_Nebraska\)](http://en.wikipedia.org/wiki/Old_Market_(Omaha,_Nebraska))

<http://www.oldmarket.com/index.asp>

Dubuque Warehouse District Recommendations for Revitalization, Evan Barrett, Anna Lackender, Sushil Nepal, Kyle Smith

Shockoe Bottom (Richmond, VA)

Located near the James River, Shockoe is one of Richmond's oldest neighborhoods and once was the heart for commerce in the city. Interest in revitalization began as early as the 1980's, but it was not until the 1990's that redevelopment really took off. The city with federal assistance, built a flood wall with a canal walk to protect the neighborhood from flooding. A new stormwater management system was constructed by the city in 2006. In the past 15 years, there has been a combined public and private investment of over \$1 billion. The district's unique urban vibe has

become an attractive neighborhood for creative industries and professionals. The city recently adopted the Shockoe Economic Development Strategy to build on past revitalization efforts and set the stage for sustaining revitalization into the future.

At the core of the Economic Development Strategy is an embrace of the so-called innovation economy. The innovation economy is a designation for new technology and creative industries. These types of industries tend to locate in urban areas that are mixed in use and architecturally unique. The urban, industrial vibe of the Shockoe neighborhood fits this description well. The economic development strategy seeks to build on the revitalization of Shockoe and recommends strategies to make the neighborhood even more attractive to the creative industries. The plan identifies history, culture, entrepreneurship, retail and food as key themes that the city should capitalize on to promote an inviting environment for residents, business owners and visitors. The plan proposes the Community Development Authority (CDA) approach as a primary means of implementation. In Virginia, CDA's 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.

Sources:

Shockoe Economic Revitalization Strategy, 2011



Detailed Pro-forma Analysis

To be added

Sources

To be added