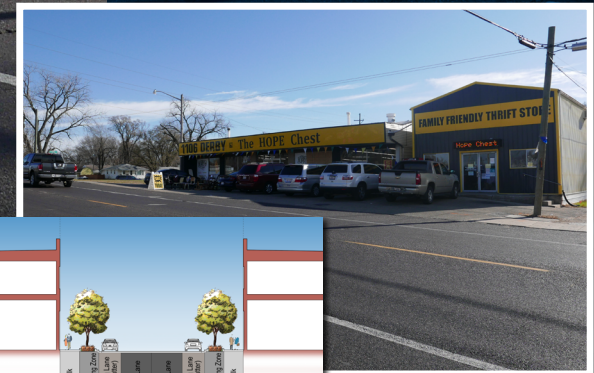


# DERBY STREET

## CORRIDOR PLAN & REVITALIZATION STUDY

CITY OF PEKIN



COMPLETED BY

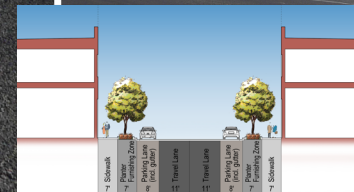


**HANSON**



**common ground**

URBAN DESIGN + PLANNING









# EXECUTIVE SUMMARY

Derby Street is a 1.5 mile long west-east arterial on the south side of Pekin, Illinois. The Derby Street Revitalization plan offers options for the city to bring the corridor into a state of good repair and create a consistent sense of place that is unique to Derby Street. Existing conditions were analyzed to learn about the corridor, and the community members were an invaluable source of information to create the Derby Street Vision. A public design session, or design charrette, was held from November 27th to December 1st to gather information.



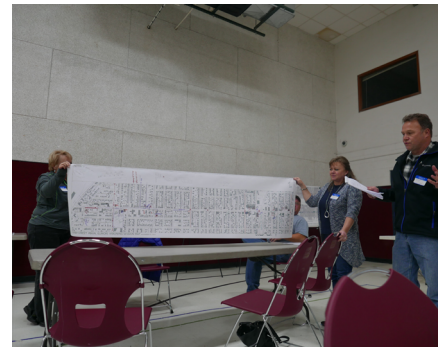
## Initial Analysis

The existing conditions reports found that the corridor is generally flat, well connected to the rest of Pekin through the road network, has mostly smaller structures, has diverse land uses though almost all under the same zoning, and has an inconsistent sidewalk network and curb cuts. The traffic analysis noted that the street is currently a two lane arterial road with parking on both sides and approximately 40 feet wide. The street is recommended to stay two lanes, except at the signalized intersection on the west end of the project. Drainage on Derby Street does not meet current standards which results in occasional flooding between Janssen Street and South 9th Street, however; the public did not identify drainage as a major concern along the roadway. It is recommended that any additional impervious area be mitigated with detention, infiltration of runoff, or green practices. Two special waste sites

were identified within the vicinity of Derby Street that warrant further investigation. A four-acre recreational park is located on Derby Street as well.

## Public Design Session Schedule

A Hands On Visioning Session was held on November 27th to kick off the public design session. Residents and other stakeholders came and used 4 large maps of the corridor to map out opportunities and goals for Derby Street. For each group around a map, three Big Ideas were identified for the design of Derby Street. The next two days these Big Ideas were tabulated and new maps and cross sections were drafted using this information as a guide. This process was completely open to the public. The public participation ended on November 30th with a work-in-progress meeting to present the draft maps and cross sections and ask for any final comments on the plan. A meeting on December 1st went through progress and next steps with city staff and other stakeholders.



## Outcomes and Goals of Revitalization Study

From the public design session five Big Ideas and seven other Top Ideas were identified, ten cross section options were created for four various types of lot frontages found on Derby Street, and the corridor was broken into five nodes and links by use and features. Cost estimations have been calculated for each of the cross sections and funding opportunities are outlined for Pekin to consider.



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# INTRODUCTION

Derby Street is an approximately 1.5 mile long corridor running east-west on the south side of Pekin from South 2nd Street to South 14th Street. Derby has developed with several land uses offering a hub of commercial activity as well as homes for many Pekin residents. Currently, Derby is a 40 feet wide two-lane road with inconsistent pedestrian paths and large curb cuts This report outlines the efforts of the City of Pekin to engage the public using a 4-day public design session and determine how the physical conditions must be changed or added in order to revitalize and create a better quality of life for both the residents and businesses along Derby street. The purpose of this report is to provide the City of Pekin with a framework on how to redesign Derby Street in a way that will encourage further development and rehabilitation throughout the corridor.



An example of sidewalk along Derby Street with no curb between road and pedestrian. The utility poles that fall in the middle of the sidewalk also present larger problems for areas of Derby Street with narrow sidewalks.



An example of a parcel with an unmarked parking lot and no curb cuts to guide traffic between the lot and Derby Street. There is also no dedicated pedestrian path along this parcel.



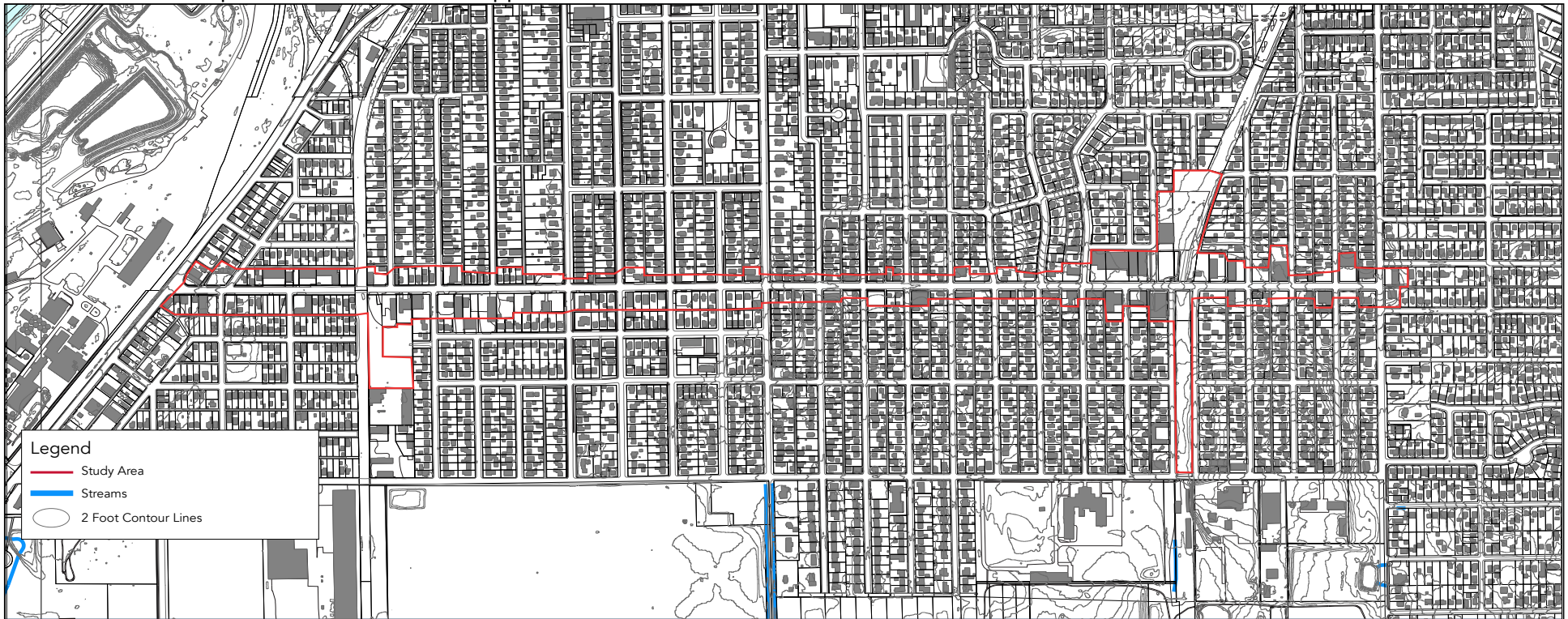
Poor conditions, such as the above pictured potholes, can be found along the entire length of the road and make travel for both vehicles and pedestrians more dangerous.



# EXISTING CONDITIONS

## Urban Design

To prepare for the public design session, 8 different maps were created using GIS data provided by the city in order to identify and describe the existing conditions along the corridor. In general, this corridor is relatively flat, well connected to the rest of the city, has smaller structures, very diverse in land use though homogenous in zoning, and inconsistent with sidewalk availability and curb cuts. Larger versions of the maps can be found in the appendix.

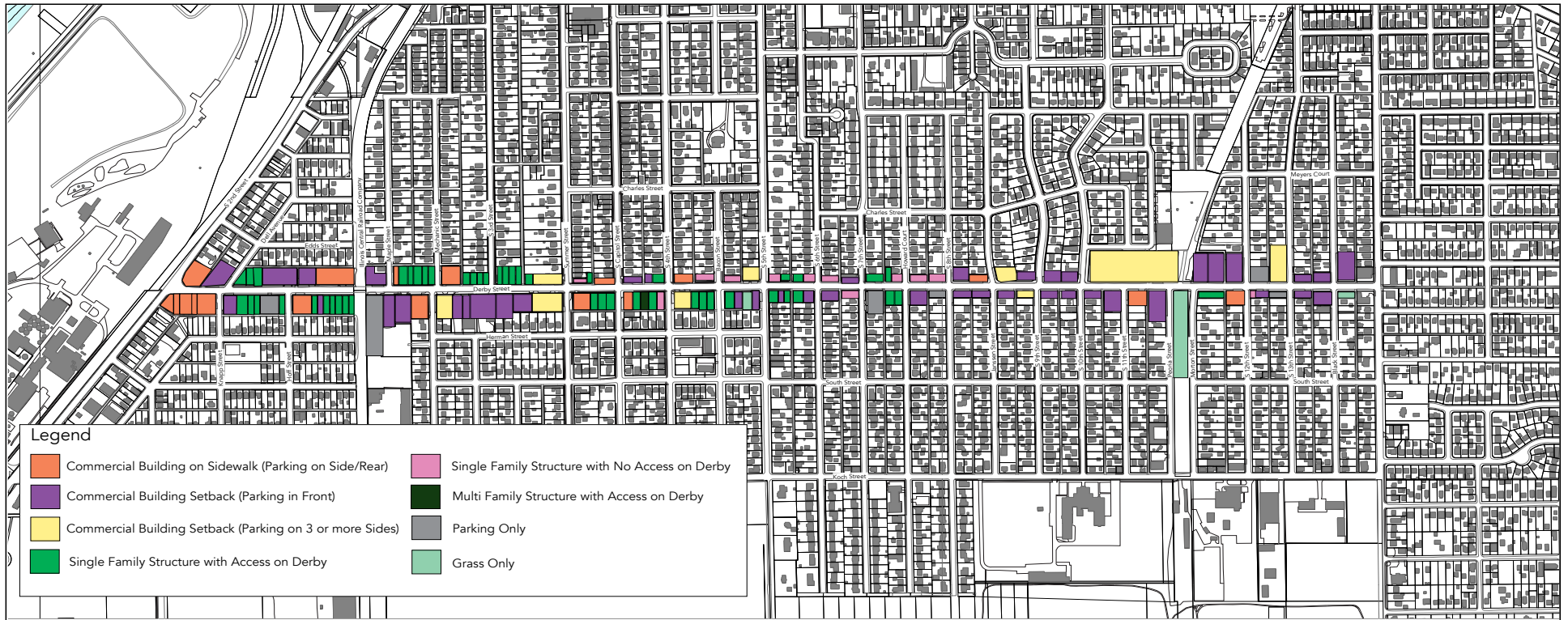


### Topography

#### Topography

This map is measured using 2 foot contour lines and reveals that the corridor is overall very flat. The peak is on the east side while the west side stays almost completely flat. No part of the corridor is affected by the floodplain from the Illinois river to the east. Water is most likely to overwhelm storm drains on the east where it may all flow to one spot. On the west side, it would most likely stay stagnant but be dispersed due to the lack of slope to carry it.

# Urban Design



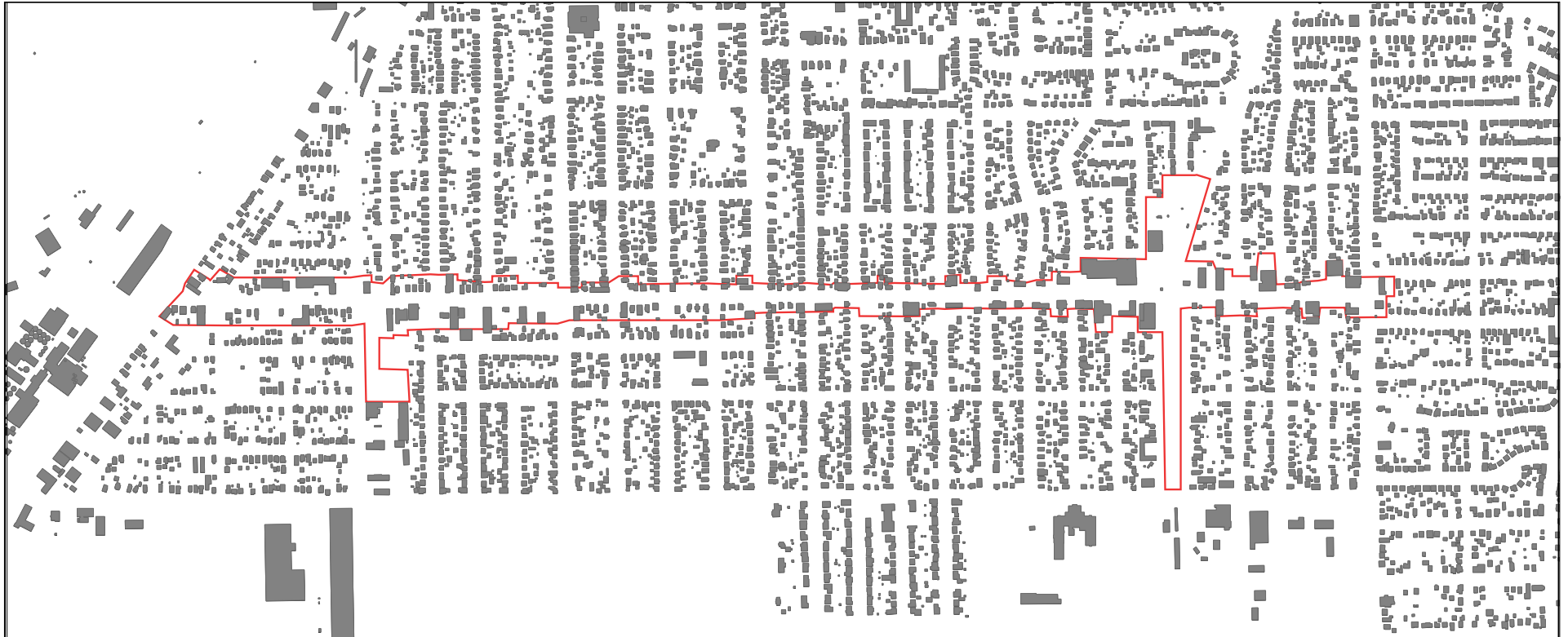
**Context Map**

## Context Map

Derby Street is developed with several different types of structures at different set backs. This map aims to reveal patterns in development by coloring parcels based on use and building placement on the parcel. Most of the uses along the corridor are spaced out along the whole length. The east end of Derby Street sees small clusters of alternating residential and commercial while the west side is mostly commercial with intermediate residential lots.



# Urban Design



**Figure Ground Diagram**

## **Figure Ground Diagram**

This map is meant to highlight the structures along the corridor. It reveals that the structures are typically smaller and are placed sporadically on the lots with little consistency along the corridor. The largest footprint is occupied by Save-A-Lot and Family Dollar (found adjacent to each other on the North East side of the corridor), both are destinations for this corridor bringing in traffic from around Pekin.

# Urban Design



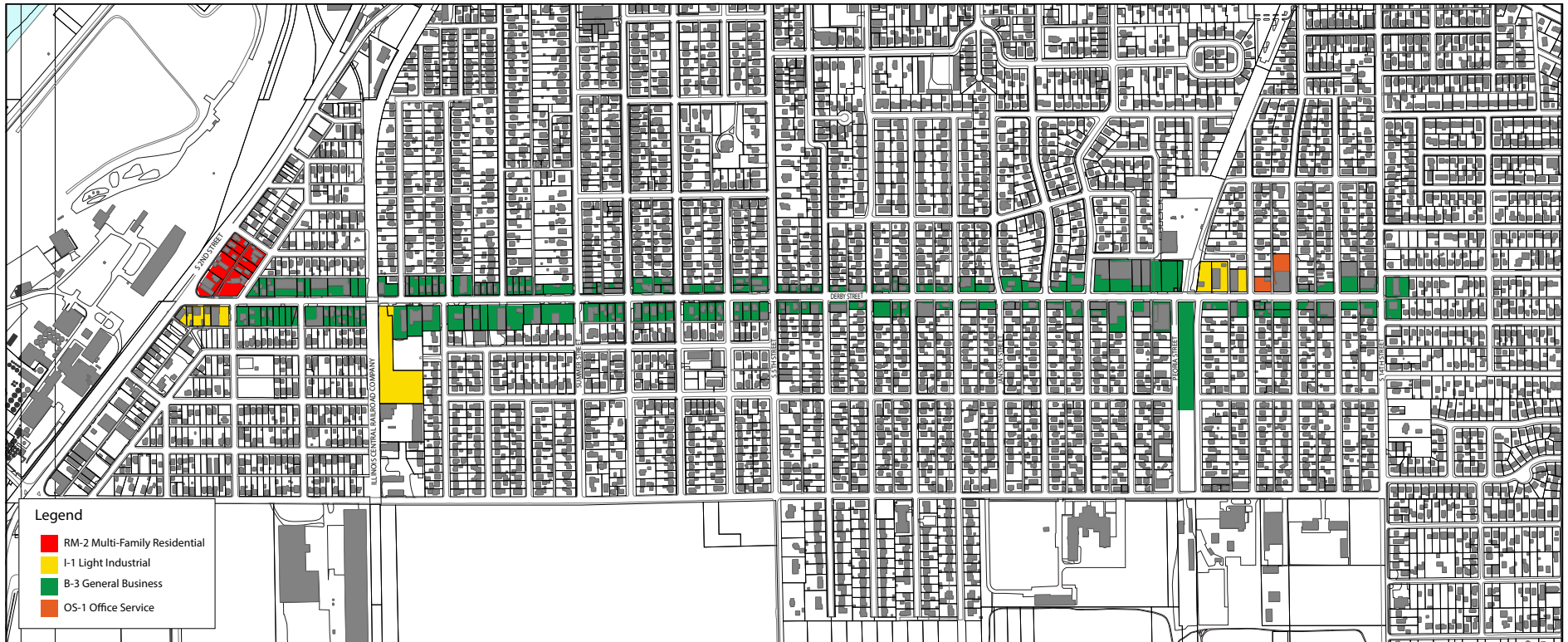
**Block Structure Diagram**

## **Block Structure Diagram**

The block structure map reveals an organized grid pattern that creates flow throughout the corridor as well as accommodates movements to and from Derby Street. Alleys also offer alternate access running mostly perpendicular to Derby Street. Some alleys do run parallel to Derby Street, primarily on the East side. This also reveals smaller and skinny blocks which is preferred for pedestrian travel.



# Urban Design

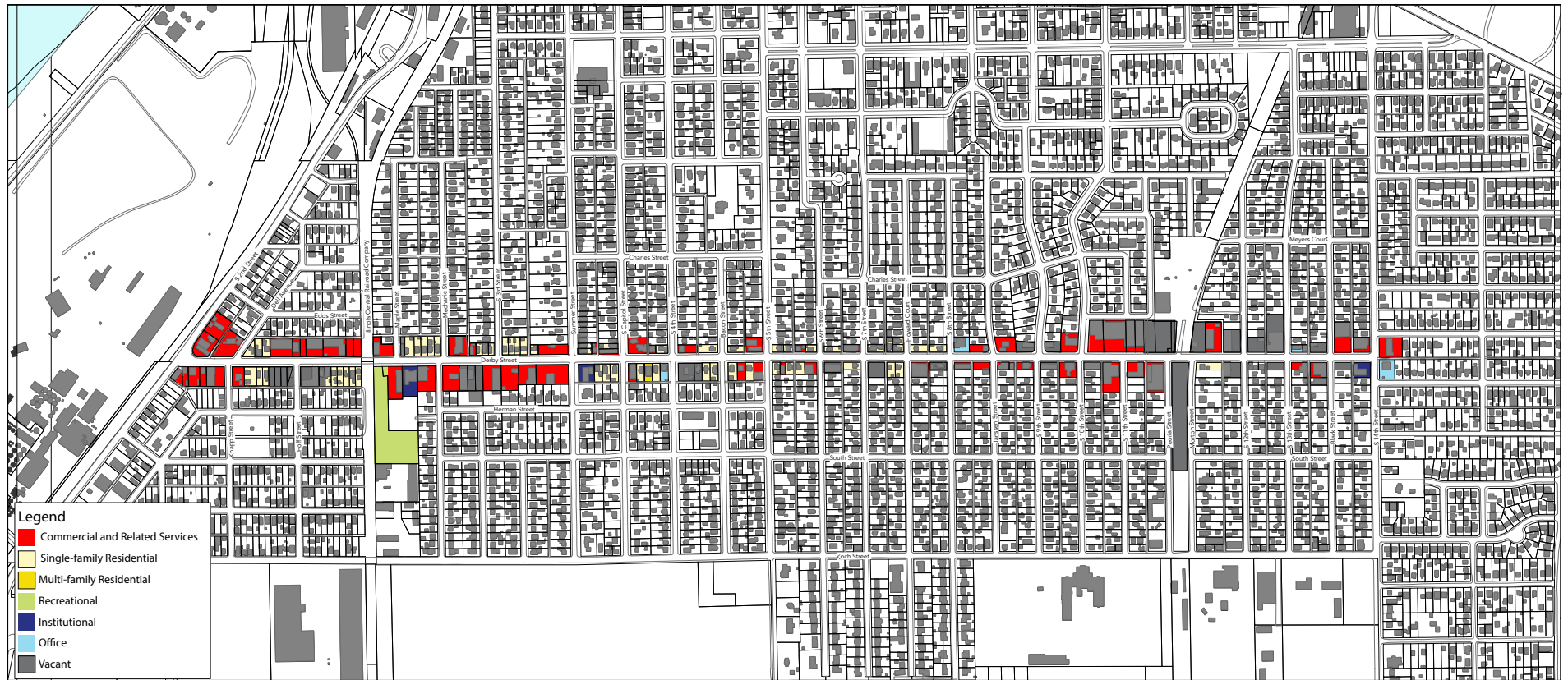


Existing Zoning

## Existing Zoning

This corridor is almost completely zoned B-3 General Business, with a few lots zoned I-1 Light Industrial, OS-1 Office Service, and RM-2 Multi-Family Residential.

# Urban Design



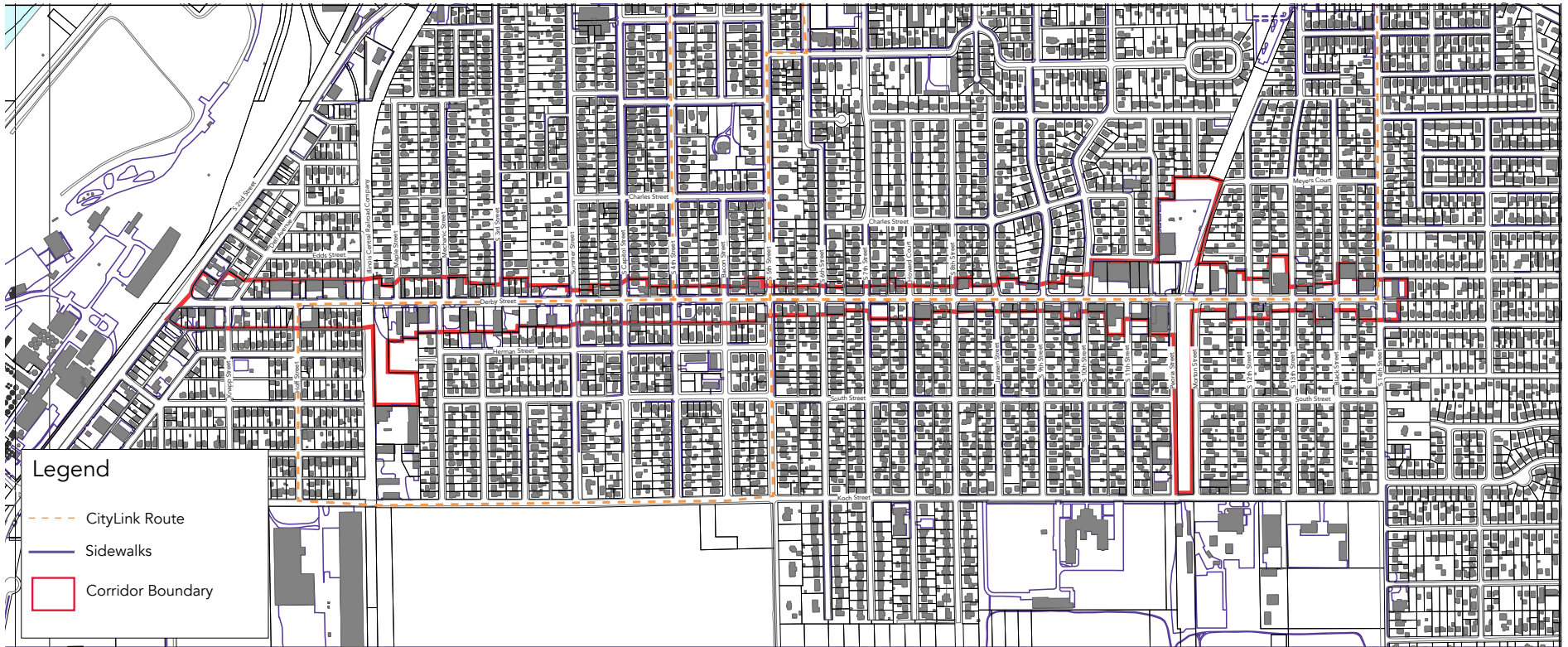
## Existing Land Use

Derby Street is populated with single-family homes, multi-family residences, offices, commercial, institutional, and vacant parcels. Most blocks consist of multiple uses or contain vacant lots. Vacant lots consist of both completely empty lots and improved lots with vacant buildings.

## Existing Land Use



# Urban Design

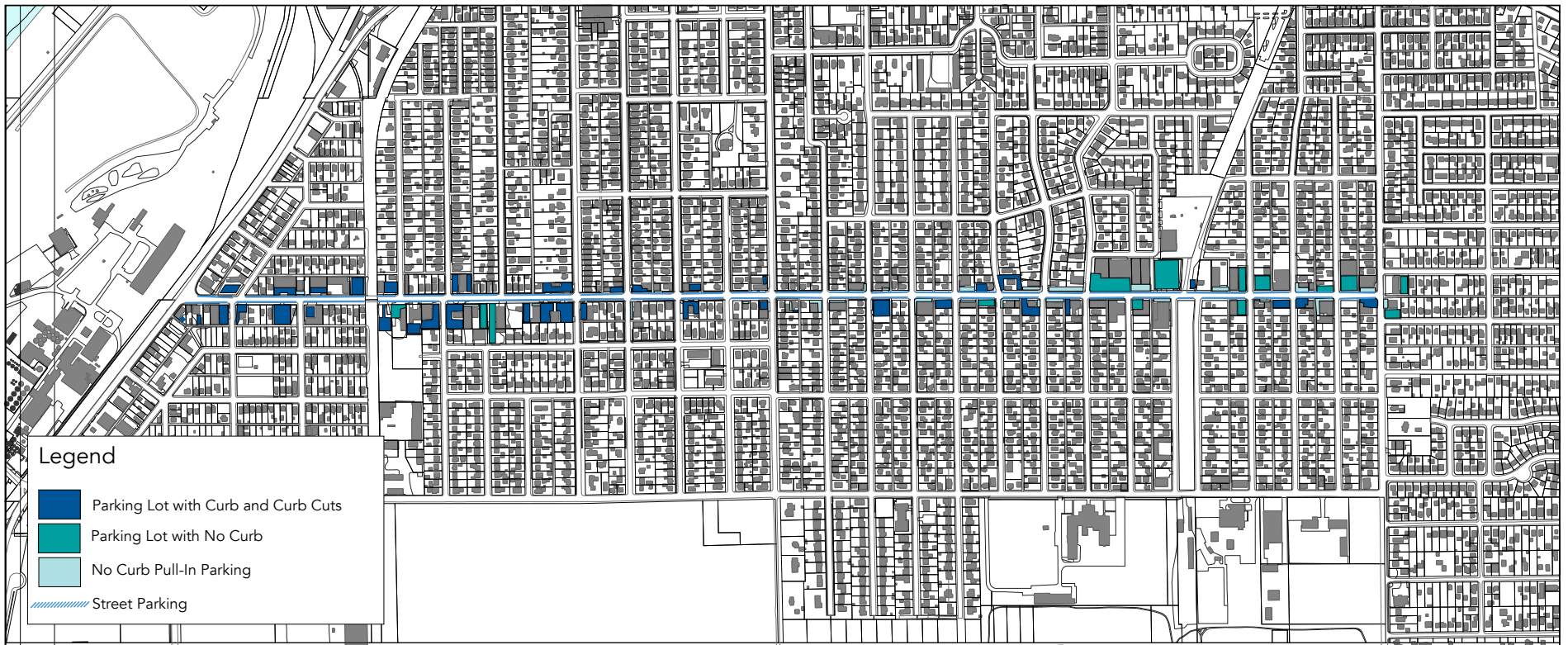


**Mobility Map**

## **Mobility Map**

This map describes mobility on Derby Street using the bus route, sidewalk network, and the street network. Derby Street is easily accessible to the rest of Pekin via automobile as well as public transit using the CityLink bus route. This map also reveals that the sidewalk network is inconsistent along the corridor making travel harder and less safe for pedestrians.

# Urban Design



**Existing Parking Facilities**

## Existing Parking Facilities

This map aims to reveal the physical structure of the corridor by describing parking configurations. Overall, there is inconsistency of curb cuts and parking configurations along the corridor. Several parcels have no defined curbs to enter the parking lot offering little guidance and traffic control.



# Engineering

## Traffic Analysis

Currently, Derby Street is a two lane, arterial road with parking on both sides. The roadway width is approximately 40 feet wide.

The existing Average Daily Traffic (ADT) of the roadway is a maximum of 6500 vehicles per day (vpd) between 10th and 14th Street.

The roadway has both commercial and residential uses; therefore the access points are frequent.

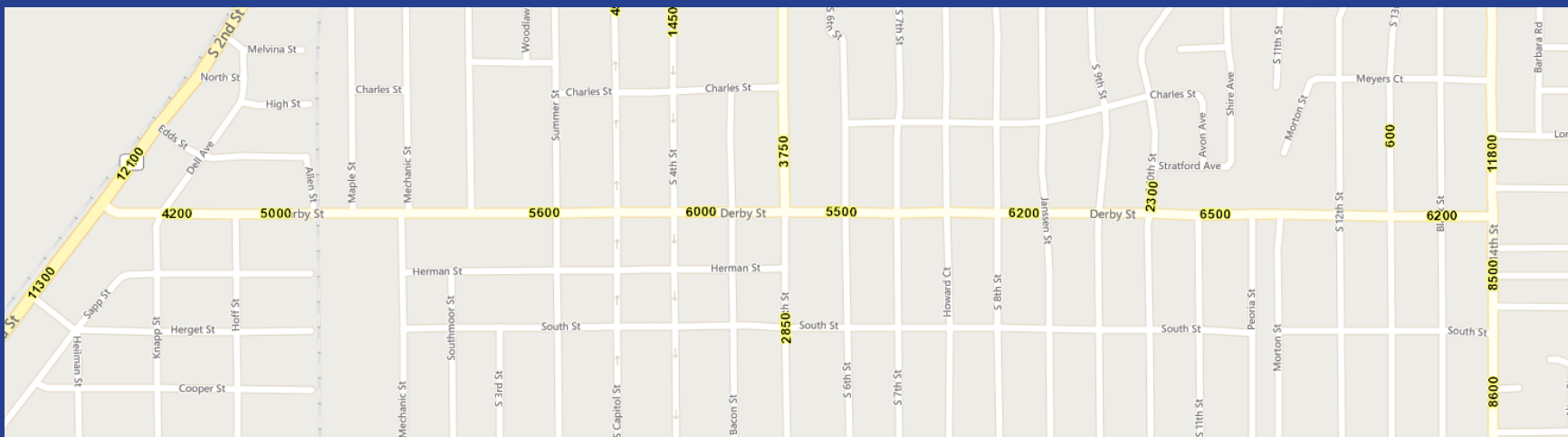
Since the roadway is not a high volume arterial, it is recommended that either a two-lane or a three-lane section be implemented.

A two-lane roadway, even with the access provided, will still operate with adequate vehicular levels of service.

A three-lane roadway will allow left turning vehicles to get out of the way of through vehicles, which will provide a slightly better vehicular level of service.

Currently the on-street parking is all parallel parking. From a traffic operations perspective, parallel or angle parking could be implemented without adversely impacting the travel quality for vehicles.

Transit operations and frequency should be considered if the roadway is narrowed. Passenger vehicles will not have enough space to safely pass a stopped transit vehicle. This could slow the travel times on the corridor.



# Engineering Drainage

A previous drainage study was completed for the City of Pekin. The study investigated existing flooding issues related to the watershed that drains into the trunk line storm sewer along Derby Street.

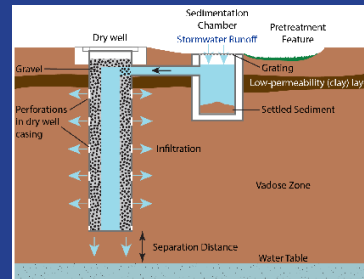
One of the three study locations was located along Derby Street between Janssen Street and South 9th Street. This location is a low point that experiences minimal flooding, during rainfall events caused by a reduction in the storm sewer pipe size from 48" to 36" between Mechanic Street and South 5th Street. According to the report, this issue could be improved to experience less, but still occasional minimal flooding by upsizing the storm sewer in the restricted section to match the adjacent 48" storm sewer. The flooding could be completely eliminated if the entire trunk line from Knapp Street to South 12th Street is upsized to 60" storm sewer. The previous drainage study found that both of these options would be cost prohibitive and recommended no improvements.

Any proposed improvements to the Derby Street corridor that would create additional impervious area should be mitigated by detention and/or infiltration of the proposed runoff so that the proposed runoff is not increased from the existing conditions. Detention and/or infiltration could be provided in a variety of ways, depending on the space available within the corridor. Additionally mitigation could be provided by a number of green solutions that provide aesthetic and natural elements in addition to mitigating storm water runoff. A list of options with description and sample photos are listed to the right.

The first four options are variations of ways to return the storm water back to the soils and will depend on the quality of soils along the corridor. The final option can be implemented anywhere there is space to incorporate underground tanks.



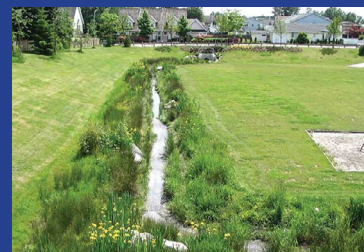
**Rain Gardens:** depressional areas landscaped with perennial flowers and native vegetation that soak up rainwater. They are strategically located to capture runoff from impervious surfaces, such as roofs and streets. Rain gardens fill with a few inches of water after a storm and then water filters into the ground, rather than running off to a storm drain.



**Dry Wells:** penetrates layers of clay soils with poor infiltration rates to reach more permeable layers of soil, allowing for more rapid infiltration of stormwater. They can be used in conjunction with low impact development (LID) practices to reduce the harmful effects that traditional stormwater management practices have had on the aquatic ecosystem. Dry wells aid in stormwater runoff reduction, increase groundwater recharge, are economical, and have minimal space requirements.



**Infiltration Trench:** a "leaky" pipe in a stone filled trench with a level bottom. Can be used as part of a larger storm sewer system, such as a relatively flat section of storm sewer, or it may serve as a portion of a stormwater system for a small area, such as a portion of a roof or a single catch basin. In all cases, an Infiltration Trench should be designed with a positive overflow.



**Bioswales:** storm water runoff conveyance systems that provide an alternative to storm sewers. They can absorb low flows or carry runoff from heavy rains to storm sewer inlets or directly to surface waters. Bioswales improve water quality by infiltrating the first flush of storm water runoff and filtering the large storm flows they convey.



**Underground Detention:** oversized storm sewer pipe storage or other system that allows for the storage of stormwater runoff that is required due the restriction of the proposed stormwater discharge to meet the discharge from the existing site conditions.



# Engineering

## Environmental Screening

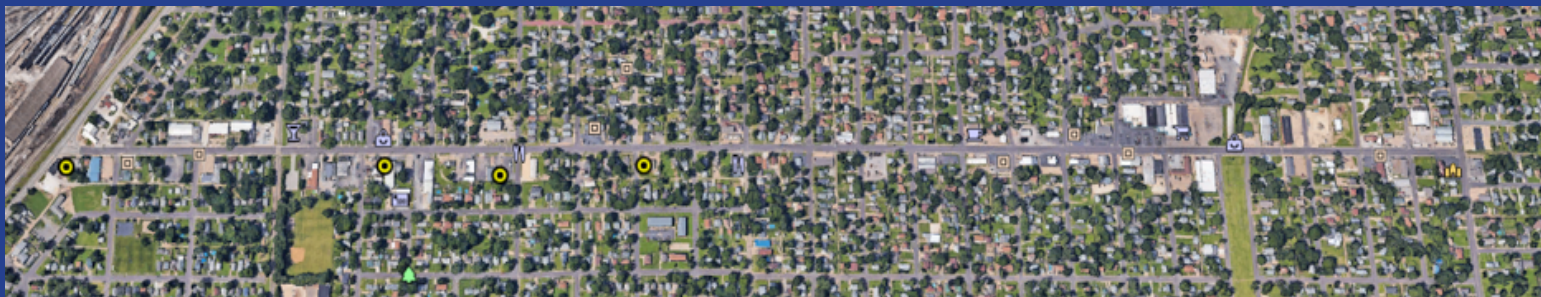
A preliminary environmental screening was performed to determine potential environmental resources and issues within and adjacent to the Derby Street project corridor. This screening was performed by reviewing readily-available databases, mapping and on-line information. No site reconnaissance was conducted. Information sources that were reviewed were: Google Maps, Google Earth, Tazewell County GIS Viewer, National Wetlands Inventory, Federal Emergency Management Agency Flood Mapping, Envirofacts, Leaking Underground Storage Tank (LUST) Incident Tracking Database, the Historic Architectural Resources Geographic Information System and the Pekin Park District website. Based on this review, the following resources and issues are present, or potentially present, within or adjacent to the Derby Street project corridor:

**Special Waste Sites** – The presence of the following sites and the commercial and industrial land uses in the vicinity of the project corridor warrant further assessment for potential involvement with contaminated properties.

- Four LUST sites adjacent to Derby Street (Pekin Energy Co., Triangle 2, Beck Oil, and Freedom Oil) (depicted as yellow dots in the photo below)
- Two RCRAInfo properties adjacent to Derby Street (Centel and USE)

**Parks/Recreational Areas** - Railsplitters Park is a four-acre recreational park that is owned and operated by the Pekin Park District. It is located at 268 Derby Street along the east side of the railroad. The park offers a parking lot, playground, benches, water fountain, and areas for soccer, football and baseball. Impacts or use of this public recreational facility by a project funded or approved by the Federal Highway Administration or other Department of Transportation agency could constitute a Section 4(f) impact under the Department of Transportation Act of 1970.

Potential wetlands, streams and other waters of the U.S., floodplain areas or floodways, and historic structures and districts were not identified using the above-mentioned databases and information sources. Additional surveys and investigation would be needed to verify the lack of presence. Based on aerial mapping, several of the houses, buildings and commercial properties adjacent to Derby Street are older than 40 years; therefore, additional review would be required to determine if these structures would be eligible for the National Register of Historic Places. The addition of through-traffic lane(s), or substantial physical alteration of existing Derby Street, could require a traffic noise analysis and abatement consideration.



# PUBLIC DESIGN SESSION PROCESS

## Identifying Stakeholders

A Work Plan meeting was held at the City of Pekin City Hall on October 10th to discuss the subsequent corridor plan and how it would be completed. The people present at the Work Plan meeting included a representative from the Pekin Chambers of Commerce, the Pekin Park District, the Tri-County Regional Planning Commission, CityLink, University of Illinois Extension, Common Ground, three personnel from Hanson Professional Services Inc., the City engineer, and the City planner. Between all of these important stakeholders, a wider web of stakeholders was identified to be involved in and promote the public meetings that would occur during the public design session. The extended web included representatives from the police, the school district, Tazewell County, and the fire department along with business owners from 14th Street hardware, State Farm, Performance Automatic Machine, Beck's Convenience Store, The Hope Chest, Pekin Glass and Mirror, Udry Jewelry, Vonderheide Floor Coverings Co., A to Z Rental, Save-A-Lot, Eagles Social Club, Derby Pawn, Ernie's Family Restaurant, Christenberry Systems and Alarm Company, and various churches.

In order to inform stakeholders from the general community, door hangers were either given or left with every structure on the Derby Corridor and posters were hung in prominent businesses along the corridor a week prior to the first public meeting. These businesses included Quick Pick Liquors, Becks, Ernie's, and Save-A-Lot.

## DERBY STREET Public Design Session

@ Salvation Army 243 Derby Street

## HELP SHAPE THE NEW DERBY STREET!

### Public Meetings:

Monday, November 27: 5-7:30 PM

Thursday, November 30: Presentation at 5, Open House at 5:45

### Drop Ins:

Tuesday, November 28: 9 AM- 3 PM

Wednesday, November 29: 9 AM- 5 PM

Contact Becca Wagner at (309) 966-4915 or Katy Shackelford at (309) 478- 5355 for more information



# Public Design Session

After identifying key stakeholders and getting the word out, holding the public design session was the next step. The 4-day intensive workshop is described below.



## Step One: Hands On Visioning Session

The public design session process started on November 27th with a presentation by Hanson and Common Ground on existing conditions. The public design session process was also explained. After the activity was introduced, 4 tables of 5 people gathered in front of blank maps of the Derby Corridor and began drawing and discussing ideas. Each table discussed Derby with the guiding topics of development, mobility and streetscape, and parks and open space both at present and for the future. After the discussions, a representative stood up and described their maps and the top three Big Ideas.



## Step Two: Design and Production

For the second and third day, Hanson and Common Ground worked from the location on site (Salvation Army). They collected and organized the information gathered from the initial public meeting and began drafting maps and cross sections to describe possibilities based off community input. This process was completely accessible for the public to drop-in, ask questions, add comments, or just get updated. By the end of day two, there was a concrete list of Big Ideas shared most by the people at the initial meeting and a second list of other important ideas that came up multiple times among several tables. A meeting between the consultant team and City staff was held during this step to review progress.



## Step Three: Work-in-Progress Public Meeting

The last step was the draft visuals created during step 2. All the visuals were finalized, printed, and set up on site. During the evening of November 30th, a gallery was set up for people to view the visuals as well as a presentation explaining how and why they were produced. Community members were invited to stay, look through the products and ask any questions or share any concerns. The presentation laid out next steps and described how the public design session was just the beginning of this process to revitalize Derby Street. A final debrief meeting occurred on December 1st with City staff and other stakeholders to describe how the week went, current draft products, and next steps.



# BIG IDEAS AND CONSULTANT DELIVERABLES

## Big Ideas

A list of big ideas was created by collecting notes from the comment sheets provided during the public design session, notes written on the maps, and the Big 3 Ideas from each group. These were tabulated, marking any repetition, and the biggest shared concerns or comments were revealed. Five main ideas were highlighted by most groups and made the Big Ideas list. The top ideas are all ideas that came up more than once, but not enough to make it to the Big Ideas list. These ideas are as follows:

### Big Ideas

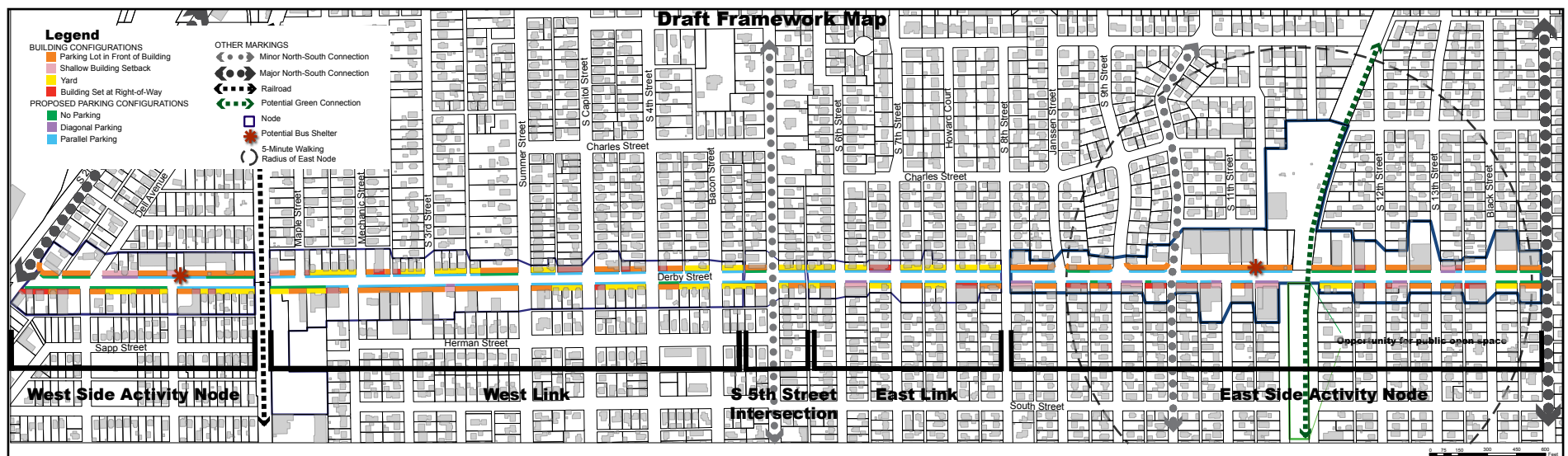
1. Define on-street parking
2. Improve curb appeal (landscaping, benches, and signage)
3. Use the Peoria-Morton Greenspace as a park
4. Improve pavement condition along the corridor
5. More lighting along the corridor

### Top Ideas

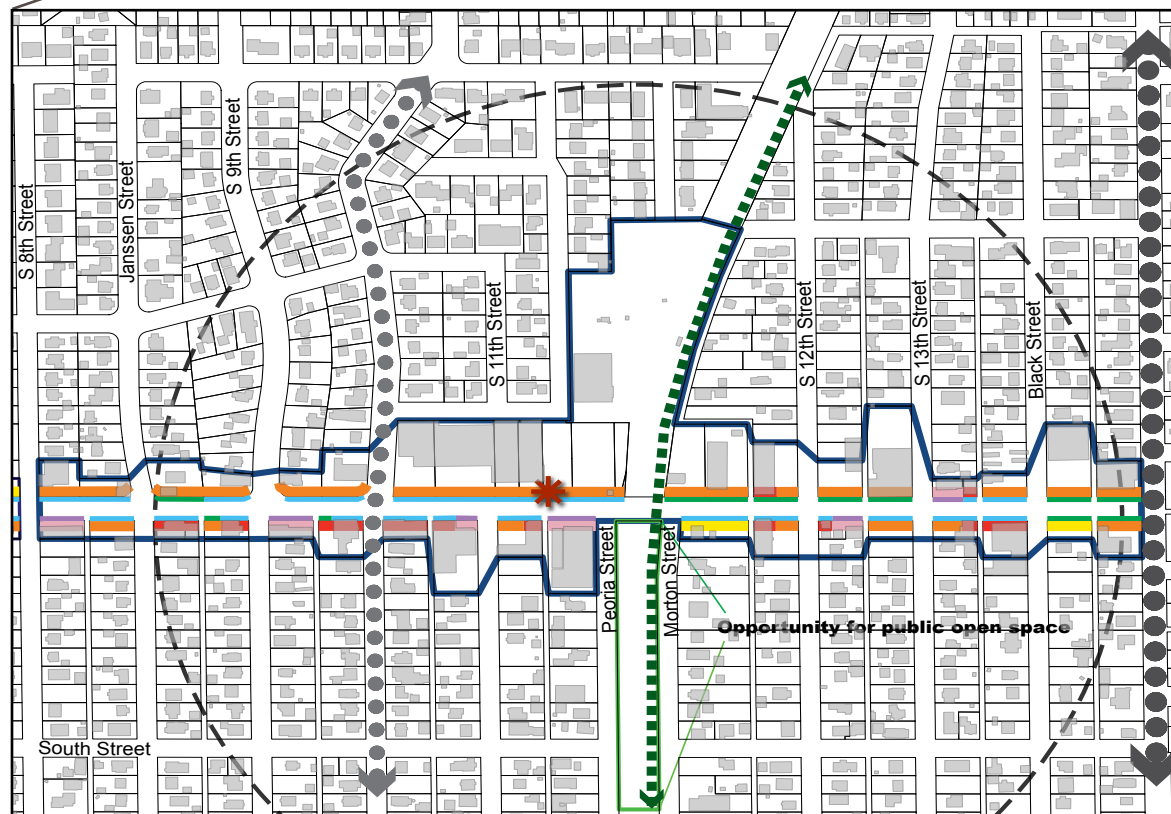
1. Sidewalk accessibility
2. Benches for bus stops
3. Improve crosswalks
4. Trash cans at key points
5. Create a facade improvement program
6. Add street trees and grass
7. Limit gaming places and taverns on the corridor

## Draft Framework Map

Using existing conditions along the corridor and comments from the maps used in the public design session, a draft framework map was created to provide organization to the corridor that allows a more concentrated view of Derby Street based on how it is used. This map highlights transportation connections, high activity nodes, and frontage characteristics. The corridor is broken up into 5 nodes described in the next section.



# Nodes and Links



## Legend

### BUILDING CONFIGURATIONS

- Parking Lot in Front of Building
- Shallow Building Setback
- Yard
- Building Set at Right-of-Way

### PROPOSED PARKING CONFIGURATIONS

- No Parking
- Diagonal Parking
- Parallel Parking

### OTHER MARKINGS

- Minor North-South Connection
- Major North-South Connection
- Railroad
- Potential Green Connection
- Node
- Potential Bus Shelter
- 5-Minute Walking Radius of East Node

## East Side Activity Node

- Boundaries: 8th Street to 14th Street
- Most heavily trafficked node (6,500 Vehicles per day)
  - » Potential need for traffic calming designs
- 10th and 14th Street provide north-south Connections
- Save-A-Lot CityLink bus stop
  - » Recommended location for a bus shelter
- Community Serving Destinations
  - » Save-A-Lot
  - » Family Dollar
  - » The Hope Chest
- Street parking recommended to meet large demand from Hope Chest
- Potential Open public space between Morton Street and Peoria Street
  - » Additional potential for North-South green trail connection via the Morton/Peoria block



# Nodes and Links



## Legend

### BUILDING CONFIGURATIONS

- Parking Lot in Front of Building
- Shallow Building Setback
- Yard
- Building Set at Right-of-Way

### PROPOSED PARKING CONFIGURATIONS

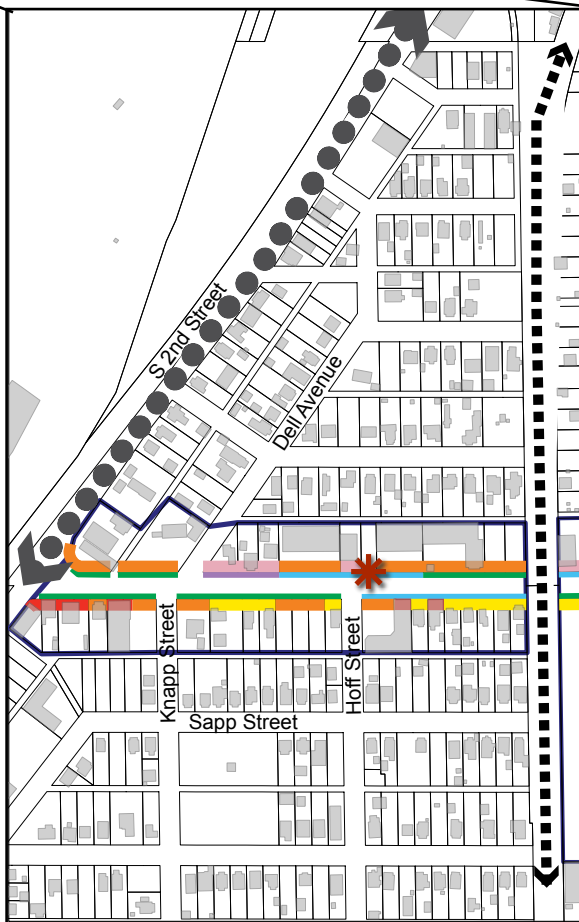
- No Parking
- Diagonal Parking
- Parallel Parking

### OTHER MARKINGS

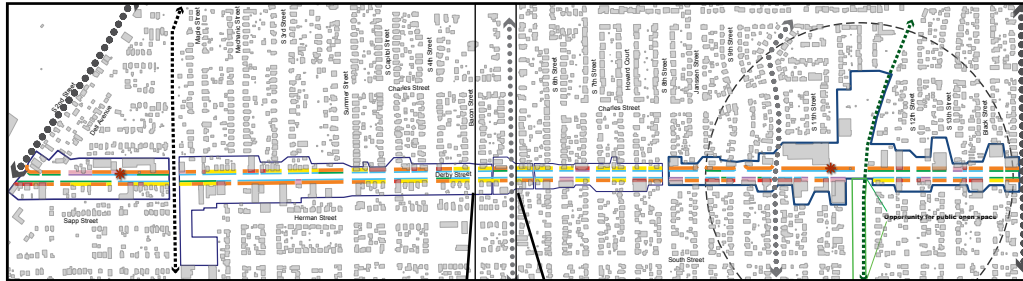
- Minor North-South Connection
- Major North-South Connection
- Railroad
- Potential Green Connection
- Node
- Potential Bus Shelter
- 5-Minute Walking Radius of East Node

## West Side Activity Node

- Boundaries: South 2nd Street to railway
- Access to Derby from South 2nd Street
- Restricted on street parking due to proximity to major intersection
- Busy Corner Restaurant CityLink bus stop
  - » Recommended location for a bus shelter
- Community Serving Destinations
  - » Salvation Army
  - » Busy Corner Restaurant



# Nodes and Links



## Legend

### BUILDING CONFIGURATIONS

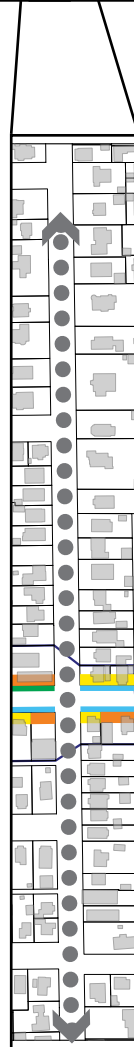
- Parking Lot in Front of Building
- Shallow Building Setback
- Yard
- Building Set at Right-of-Way

### PROPOSED PARKING CONFIGURATIONS

- No Parking
- Diagonal Parking
- Parallel Parking

### OTHER MARKINGS

- ⬅⬆➡ Minor North-South Connection
- ⬅⬆➡ Major North-South Connection
- ⬅⬆➡ Railroad
- ⬅⬆➡ Potential Green Connection
- Node
- ✱ Potential Bus Shelter
- ( ) 5-Minute Walking Radius of East Node



## South 5th Street Intersection

- Boundaries: 5th Street Intersection
- Central access point to Derby
- Traffic calming improvements would be beneficial for traffic flow
- On street parking in front of all parcels with exception of the northwest quadrant gas station

# Nodes and Links



**Legend**

**BUILDING CONFIGURATIONS**

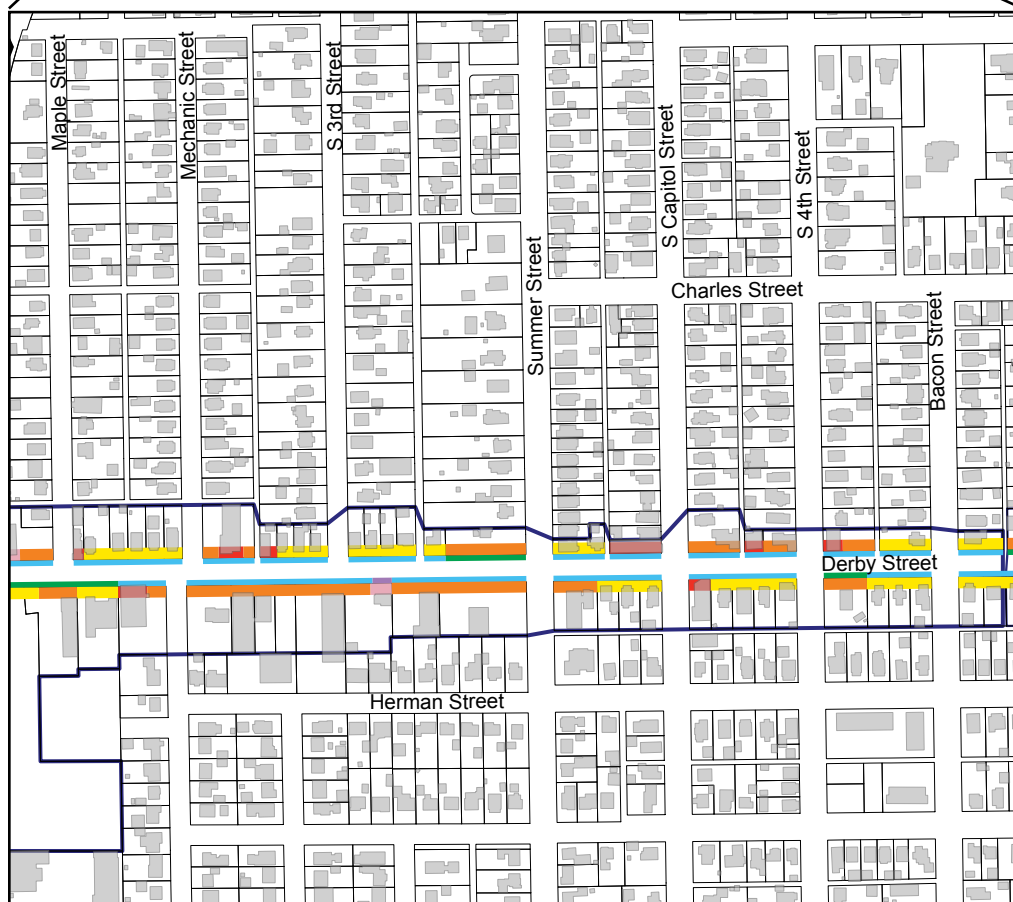
- Parking Lot in Front of Building
- Shallow Building Setback
- Yard
- Building Set at Right-of-Way

**PROPOSED PARKING CONFIGURATIONS**

- No Parking
- Diagonal Parking
- Parallel Parking

**OTHER MARKINGS**

- Minor North-South Connection
- Major North-South Connection
- Railroad
- Potential Green Connection
- Node
- Potential Bus Shelter
- 5-Minute Walking Radius of East Node

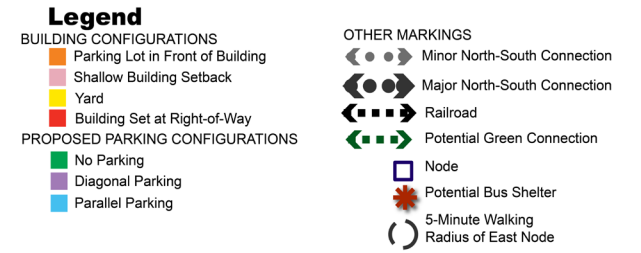
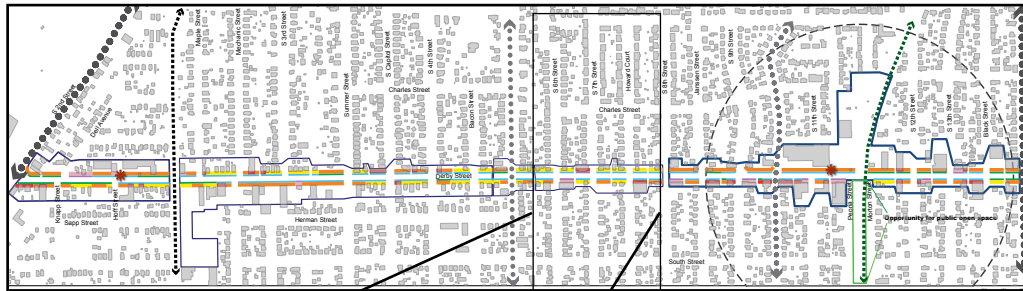


## West Link

- Boundaries: 5th Street to 8th Street
- Dense commercial activity
- Railsplitter Park entrance
- Mostly set back buildings with parking lot frontages



# Nodes and Links



## East Link

- Boundaries: Railroad crossing to 5th Street Intersection
- More sporadic commercial lots
  - Greater need for street parking opportunities
- Ernie's Restaurant is a community destination

# Characterizing Frontages

The mixed land uses along the corridor create uneven frontages. In the following section, each type of frontage found along Derby Street is described and marked on the Draft Framework Map in either orange, pink, yellow, or red. No single cross section can be uniformly applied to the corridor so there are options depending on the type of existing frontage. The four developed frontages were Parking Lot in Front of the Building, Shallow Building Setback, Yard, and Building on Right-of-Way. This retrofit to the frontage aims to create more continuity along the corridor and make for better interaction between the public right-of-way and private property.

The proposed frontages work to achieve the goals of continuity and interaction by creating consistent tree replacement for natural improvement, consistent sidewalks, and marked travel lanes. The proposed frontages take into consideration existing and future uses to help make improvements more sustainable. Each of the cross sections proposed, with the exception of shallow set back alternatives, fit within the existing right-of-way.



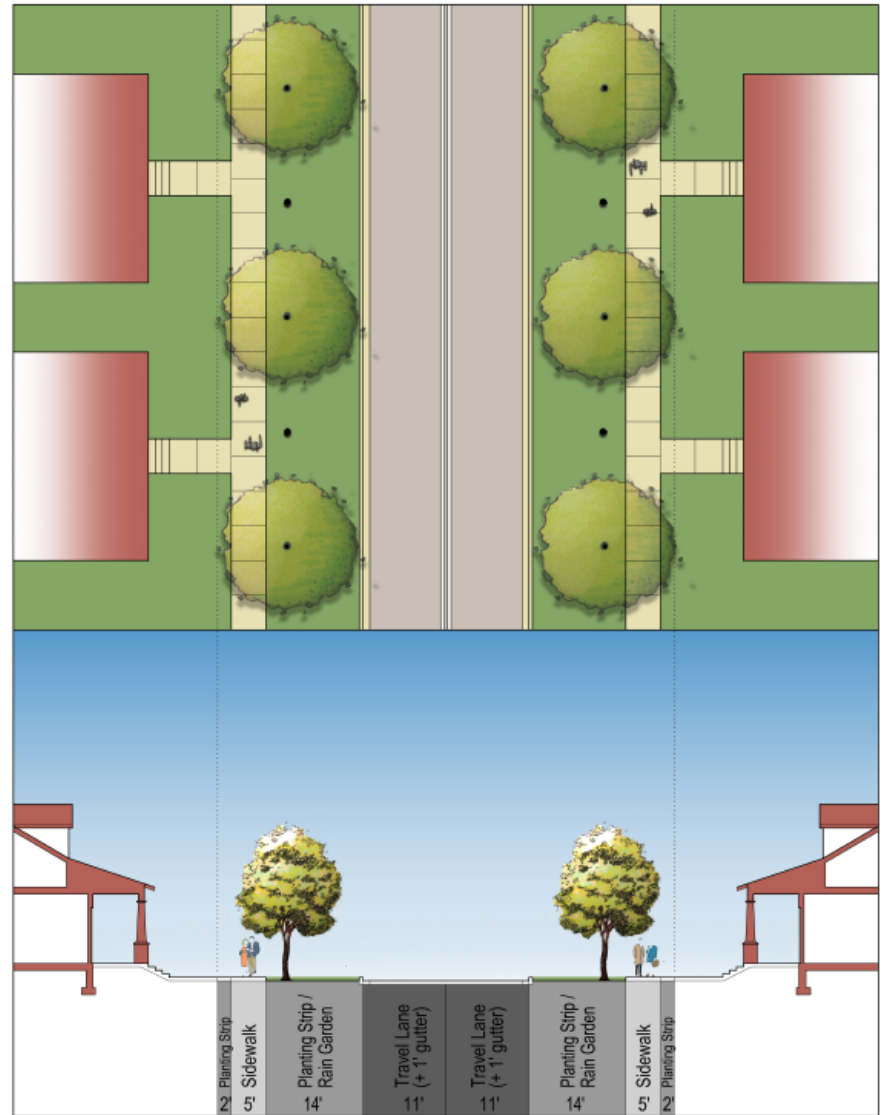
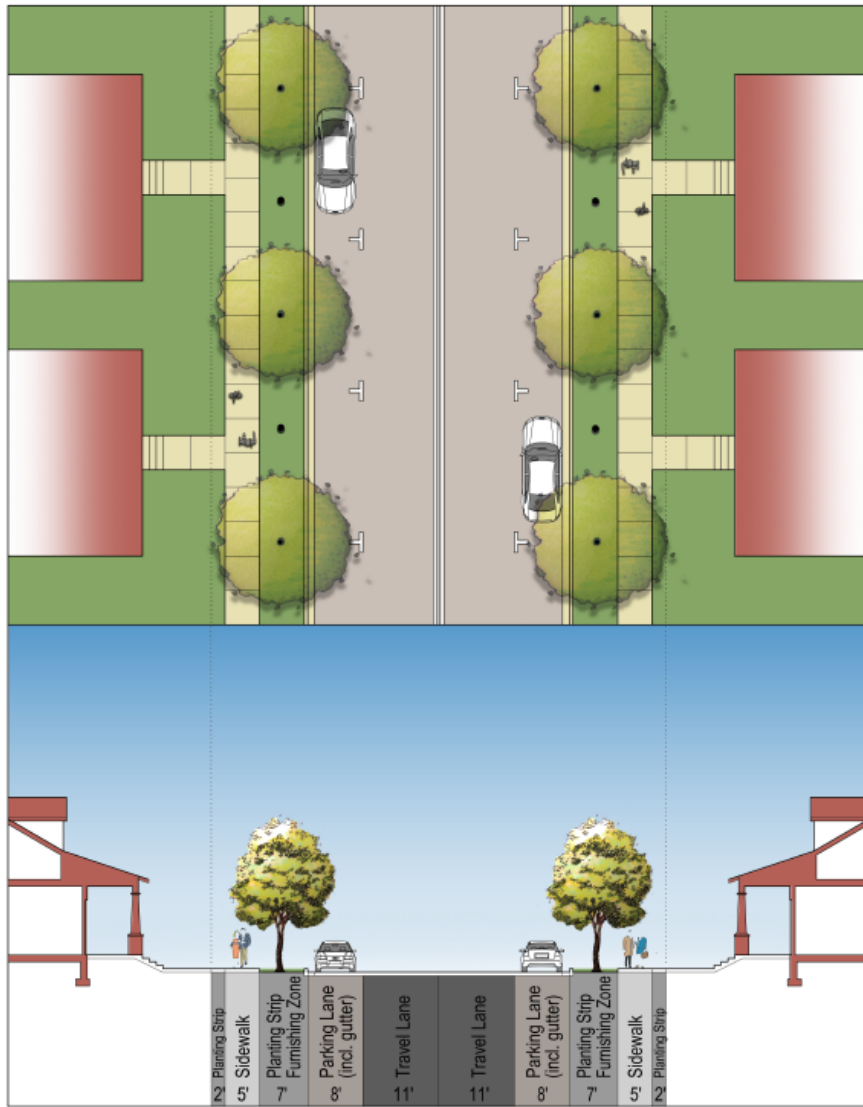
# Characterizing Frontages

**Yard-** Residential structures with yards along Derby

**Key Cross Section Features-** Consistent pedestrian path, landscaping between pedestrian path and road, and option for parallel street parking





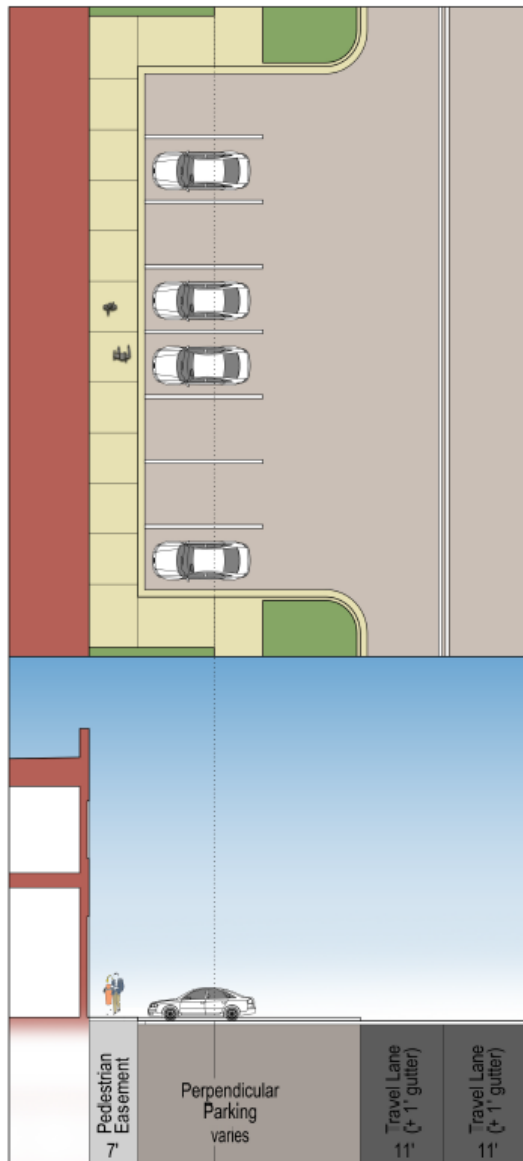


# Characterizing Frontages

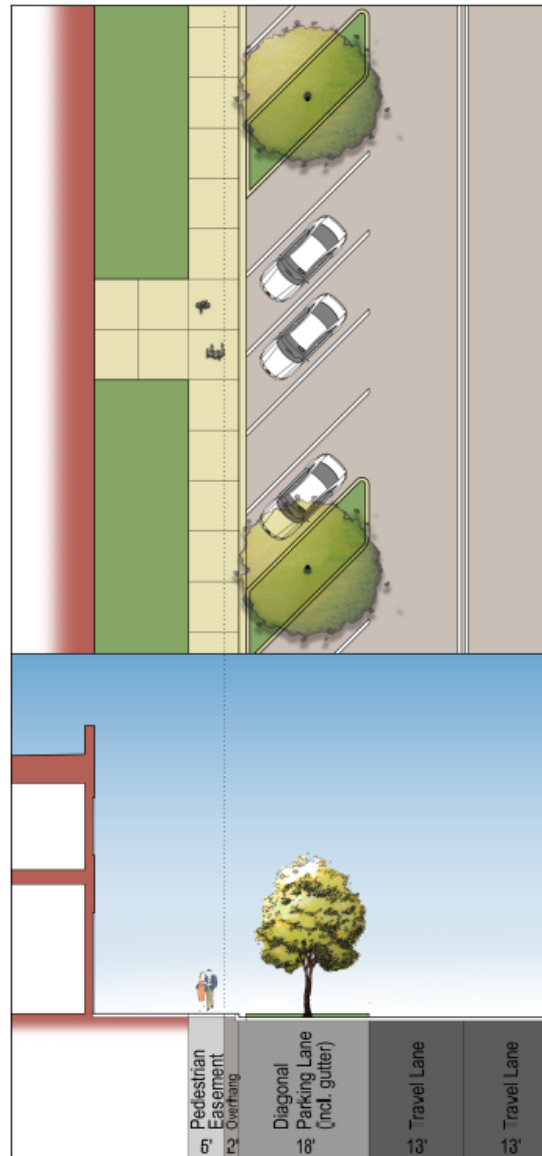
**Shallow Set Back-** Building is set back but only enough for one car to pull in front

**Key Cross Section Features-** Ranked from most ideal (1) to least ideal (3), the options range from optimizing traffic flow and pedestrian safety to optimizing parking spots and ease of road improvement. Options 1 and 2 would also require a ROW encroachment agreement between the owner and the City

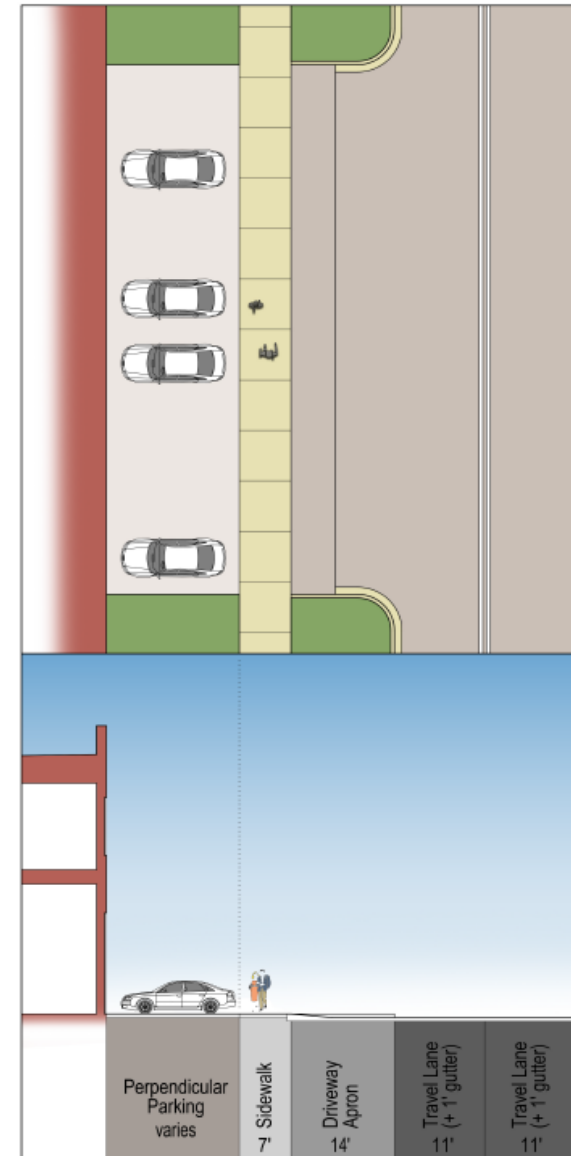




1



2



3

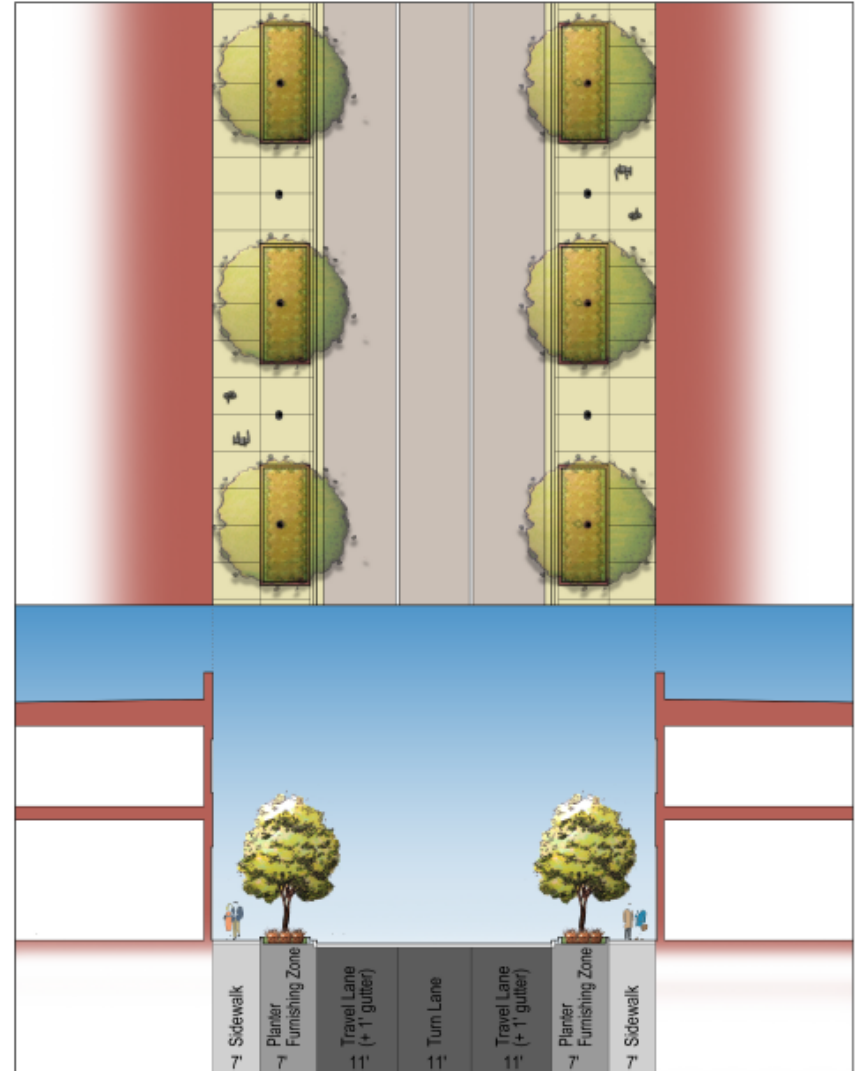
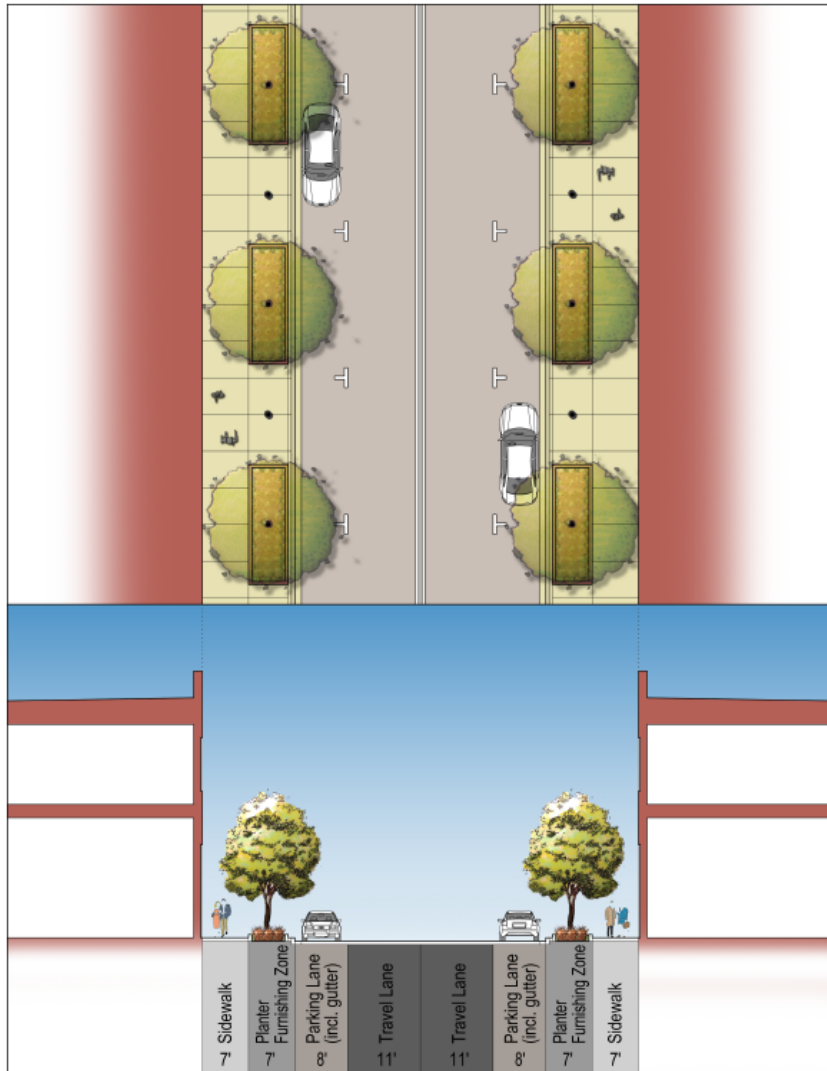


# Characterizing Frontages

**Building at ROW-** Commercial Structures set at the ROW with parking either on the street, next to, or behind the building

**Key Cross Section Features-** Consistent pedestrian path, landscaping between pedestrian path and road, option for parallel street parking or to add a middle lane for turning traffic





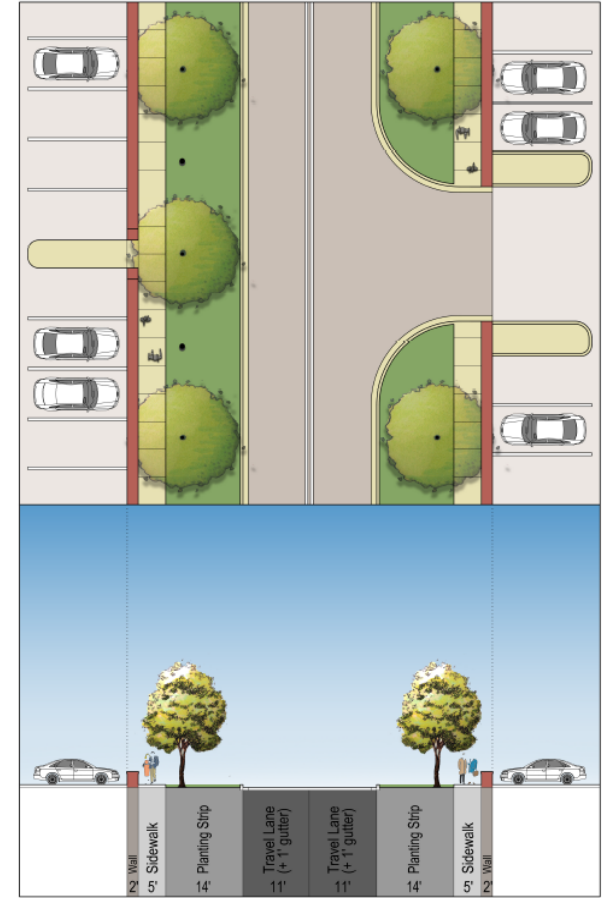
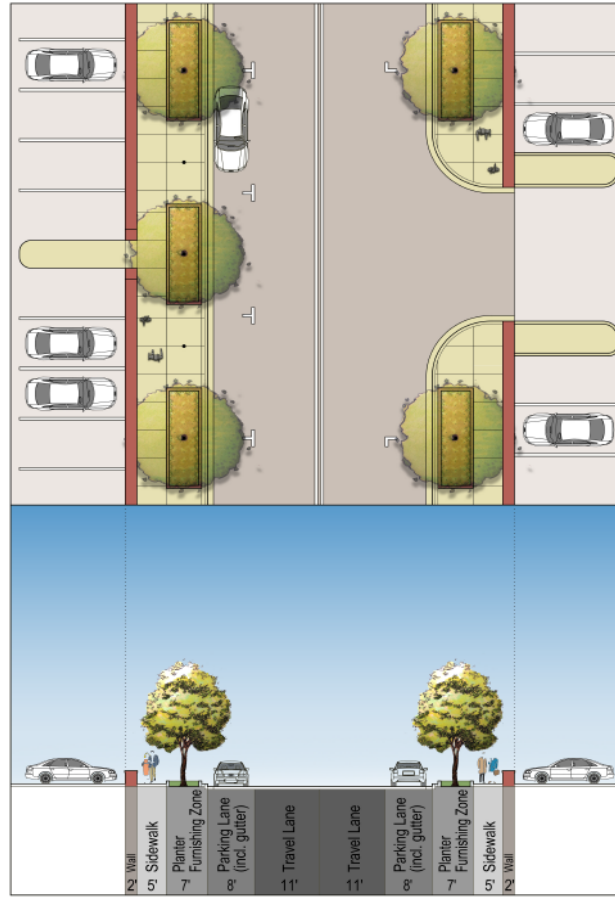
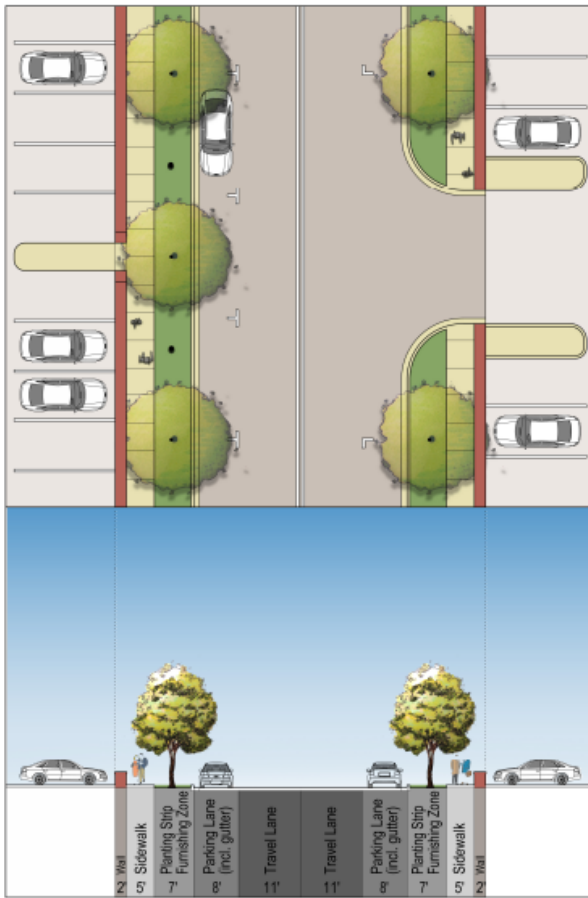
# Characterizing Frontages

**Parking Lots-** Building set back with parking lot between front facade and ROW

**Key Cross Section Features-** Defined curb edges, landscaping between ROW and pedestrian path, curved bump outs for traffic calming, option for parallel street parking



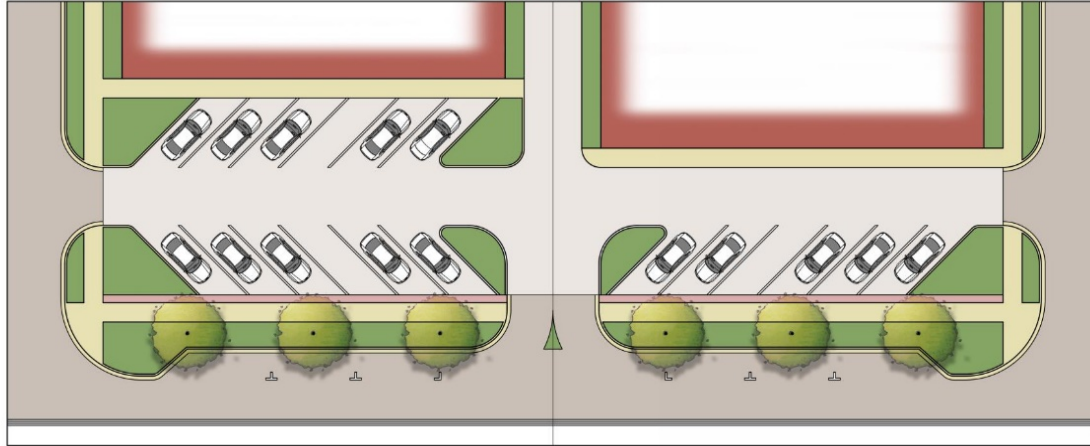




# Characterizing Frontages

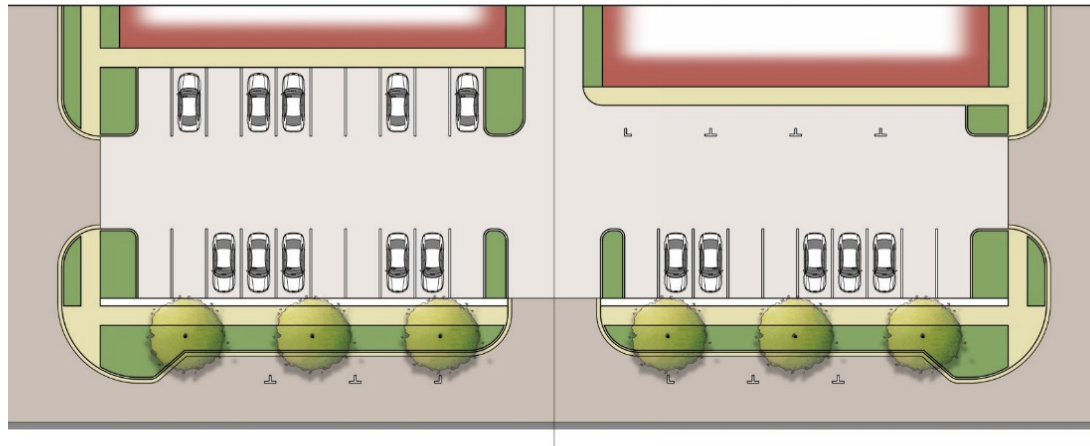
**Parking Lot Configurations-** Many properties along Derby Street have continuous entrances that result in full length lay down curbs. In order to achieve the unified streetscape design and more consistent traffic operations, the recommendation is to reduce the overall length of curb cuts and reconfigure parking lots to still accommodate the needs of the property owner. The figures below show options for parking lot configurations with minimal access points to Derby Street. It is also recommended to encourage access off the side streets as opposed to Derby Street directly. This will need reviewed on a case by case basis.





Diagonal Parking Lot with 1-Way Drive Aisle

Diagonal Parking Lot with 1-Way Drive Aisle



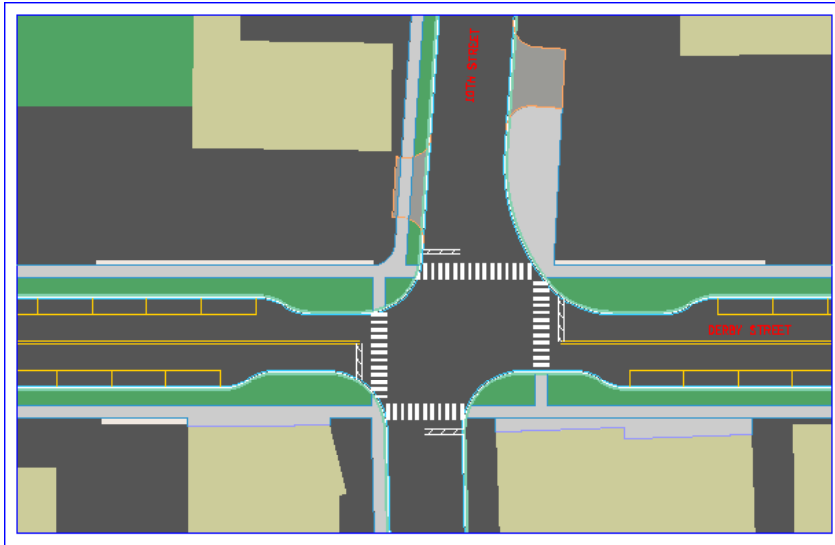
Head-in Parking Lot with 2-Way Drive Aisle

Head-in Parking Lot with 1-Way Drive Aisle

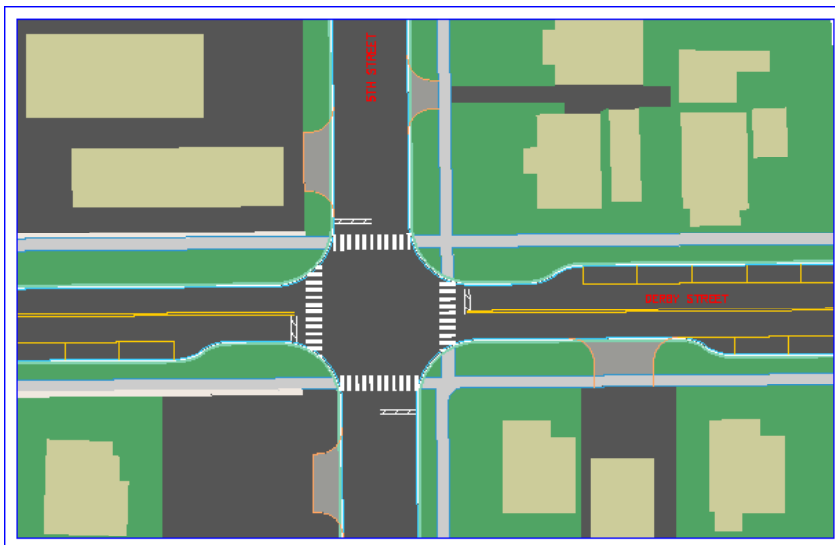


# Characterizing Frontages

## Intersections

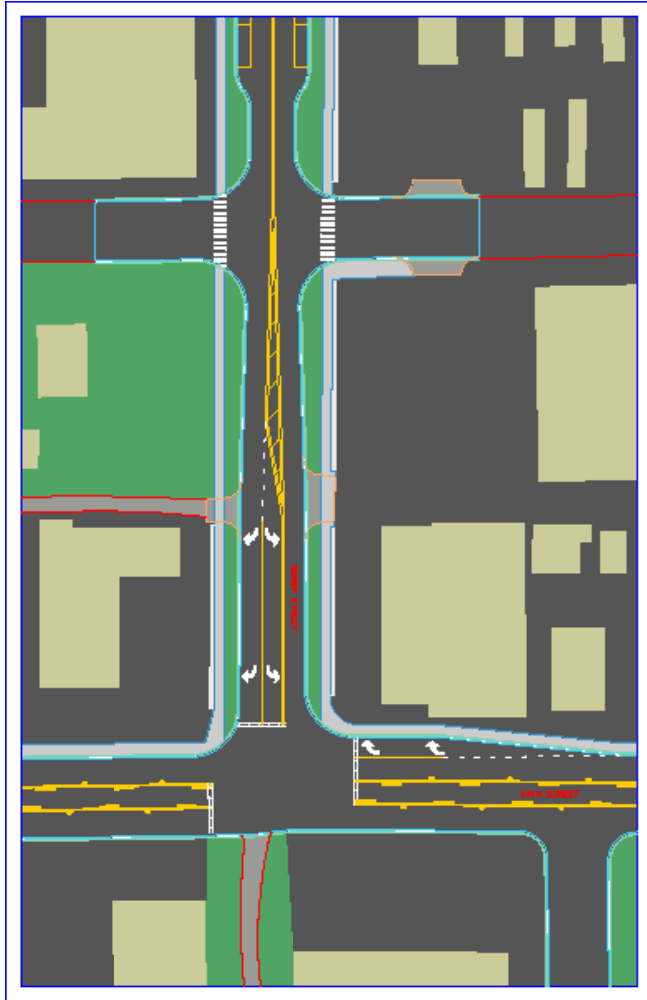


**S 10th Street and Derby Intersection-** The intersection of 10th Street and Derby Street shows how specific intersections in the corridor can be designed to still facilitate truck turning movements. At the public design session, participants noted that trucks would have difficulty making the westbound right turn movement to service the strip mall located in the northeast quadrant. Bumpouts on the other quadrants still maintain a focus on pedestrian safety and match the rest of the corridor design.



**S 5th Street and Derby Intersection-** The intersection of 5th Street and Derby Street was designed to show how different frontages would come together to look cohesive in a single location. The sidewalk alignment and short wall on the west side allow the parking lot and yard frontages to seamlessly blend into one another.

# Characterizing Frontages



**S 14th Street and Derby Intersection-** The intersection of 14th Street and Derby Street has an above average crash rate that is due to the skew in alignment for cars traveling straight on 14th Street. The concept shows how the southbound approach could be widened to accommodate a right turn lane and allow the through lanes to better align.

# Other Thoughts

The top priority for this corridor is to create a safe, organized, and durable road but there are other considerations that can create a more beautified space where people want to stay. The below items are extra features worth mentioning and considering for Derby Street.

**Lighting-** Add aesthetically pleasing light fixtures for beautification and safety.



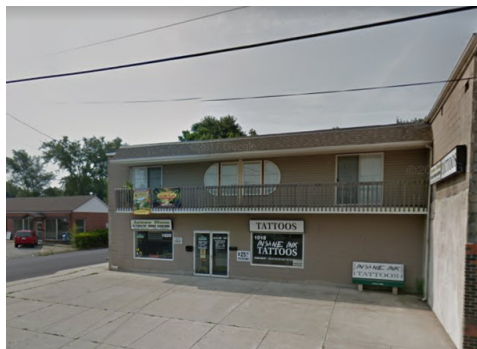
**Street Furniture-** Create places for people to gather and relax, keeping people on the corridor.



**Transit Shelters-** Allow commuters to be protected from the elements and traffic



**Residential Opportunities-** Offer more relaxed zoning regulations to create more opportunity for housing above commercial uses.



**Parking Strategies-** A parking plan should be established for this area to supplement the need, clearly stated by residents and business owners.





# IMPLEMENTATION

## Opinions of Probable Cost

### Implementation Plan

After the charrette determined the Vision for Derby Street, an implementation and funding plan was developed. The plan provides budget-level opinions of probable cost for a linear foot of each cross section. The framework plan was used to determine how many linear feet of each cross-section is proposed along the corridor.

### Implementation Alternatives

Three corridor wide alternatives were evaluated to determine the best way to meet the goals of the Derby Street Vision while maximizing the value of each dollar spent. The three alternatives included:

- Full Reconstruction

This alternative includes full reconstruction of the pavement, all of the elements shown in the cross sections, and lighting.

- Mill and Overlay

This alternative includes putting the curbs in the correct location, providing a two inch mill and overlay for a new riding surface, all of the elements included in the cross section, and lighting.

- Mill and Overlay (No Beautification)

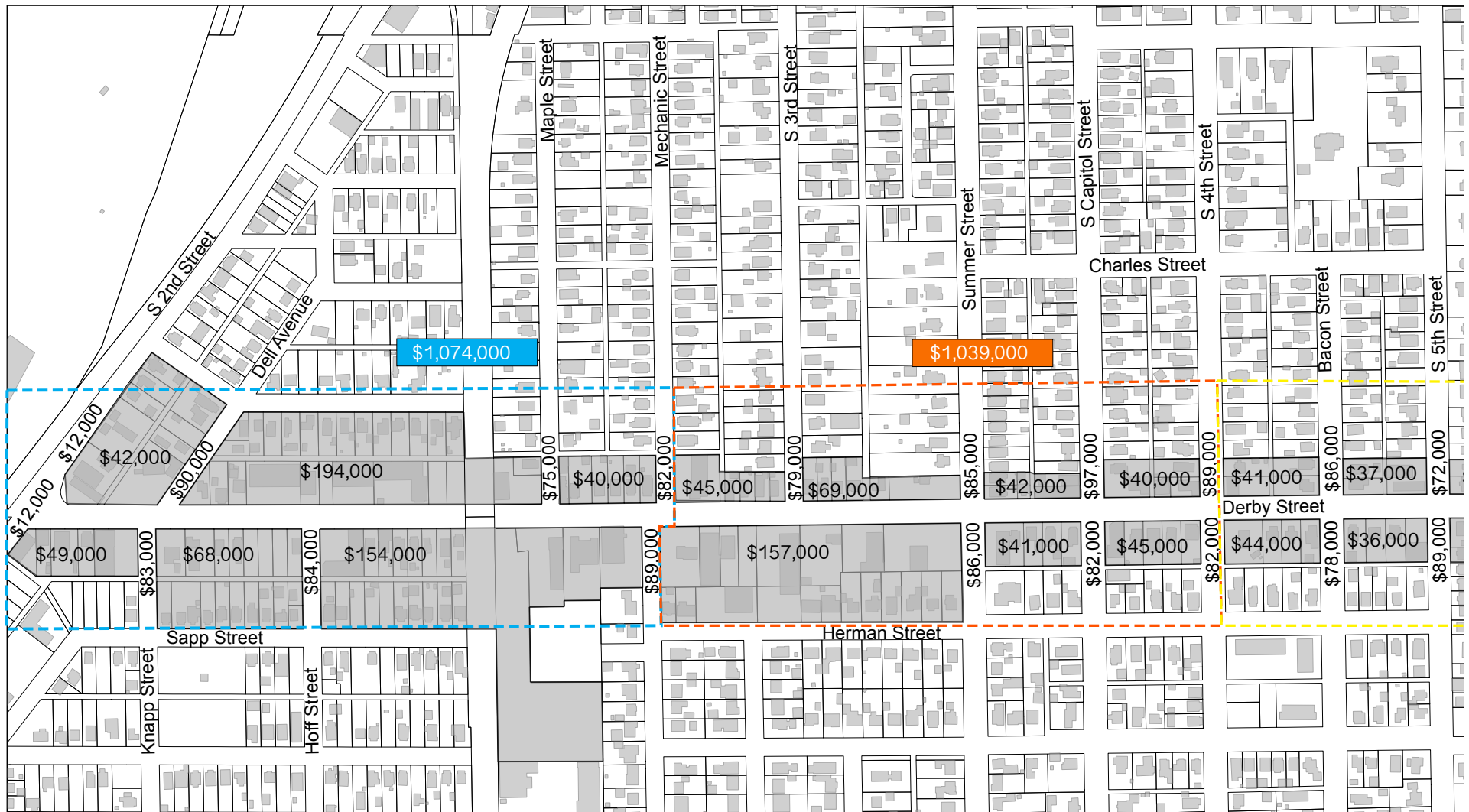
This alternative included putting the curbs in the correct location, providing a two inch mill and overlay for a new riding surface, and lighting but does not include the low wall in the parking lot alternatives or the proposed street trees.

The cost for the overall mile and half corridor for each of the alternatives is shown in the following table:

Alternative	Opinion of Probable Cost (2018 Dollars)
Full Reconstruction	\$18,396,000
Mill and Overlay	\$7,954,000
Mill and Overlay (No Beautification)	\$5,560,000

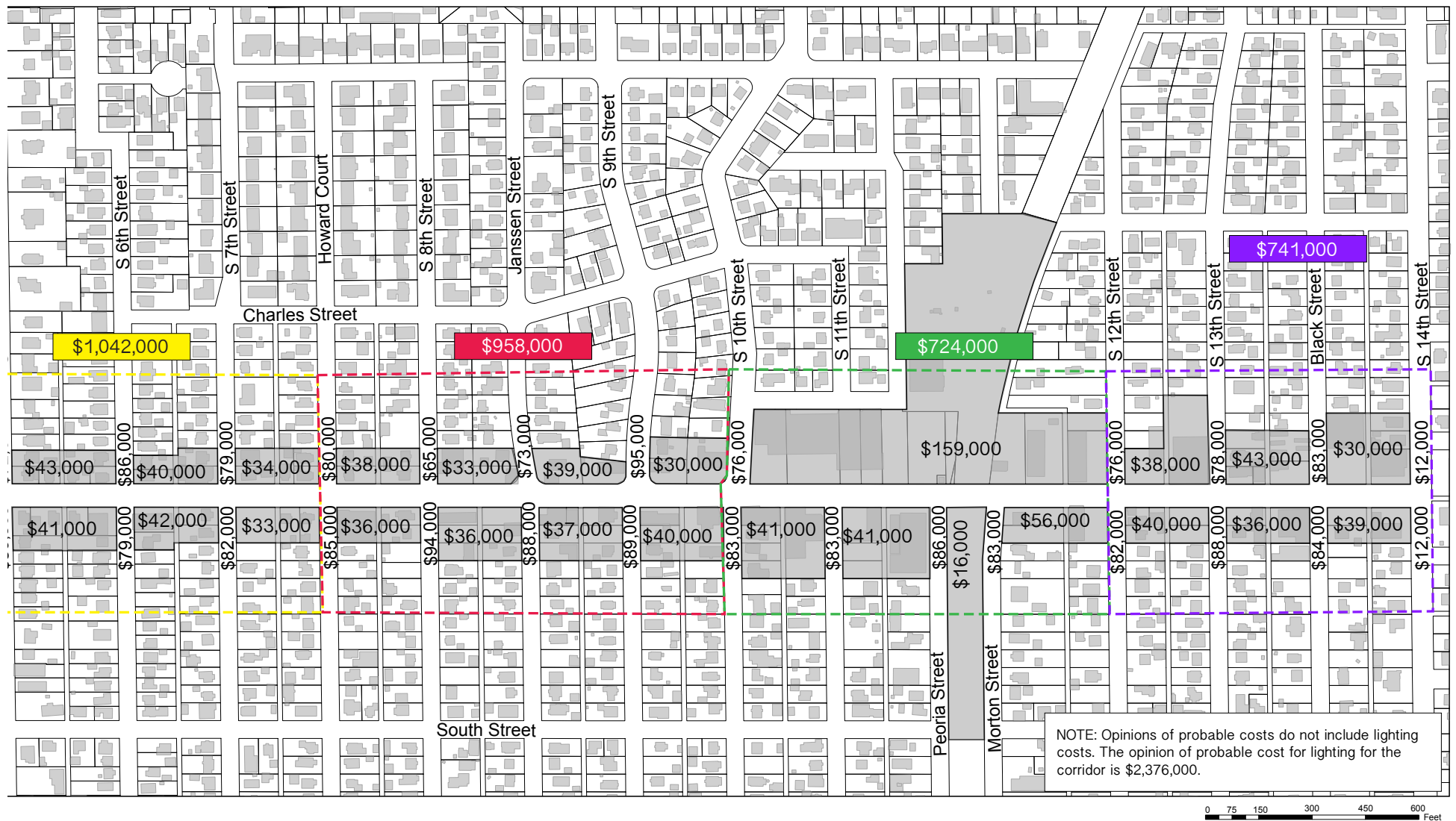
These costs were calculated on a block by block basis, so that phase constructed alternatives could be considered. The largest obstacle to phase construction is drainage reconstruction. Previous studies along Derby Street have determined that in order to address drainage concerns properly, the storm sewer would need to be reconstructed as a 60" pipe and would be cost prohibitive, therefore trunk line improvements are not recommended and are not included in the opinions of probable costs. However, this allows significant more flexibility to phase construct the corridor as funds become available.

## Opinions of Probable Cost: Blocks and Intersections



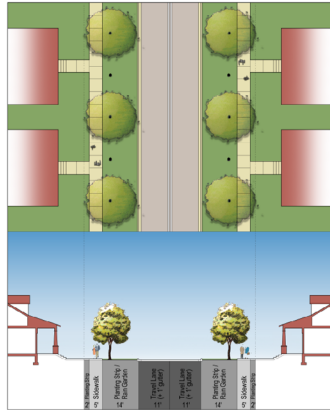
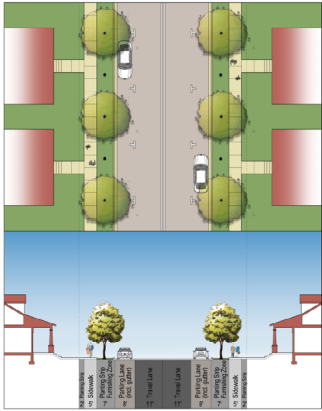
The values shown in the grey spaces on the map indicate the opinion of probable cost to construct the block from the centerline of the roadway to the back of right-of-way. The opinions of probable cost include milling and overlaying the pavement and the beautification elements included in the cross sections. The opinion of probable costs are also shown for the intersections. These values assume a reconstruction length of 150 feet down the side street. The blocks can be added up to determine the opinion of probable costs for any limits along the corridor. The blocks have been grouped into six sections of similar cost. These opinions of probable costs do not include lighting costs.

# Opinions of Probable Cost: Blocks and Intersections



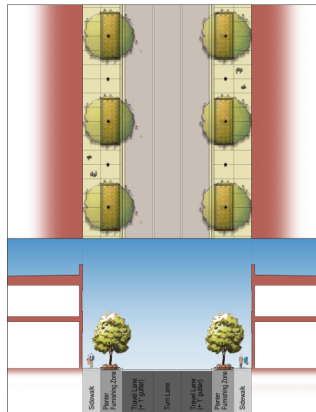
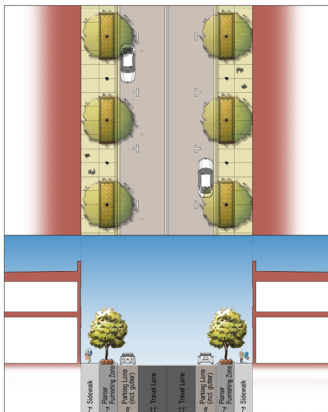


# Opinions of Probable Cost: Cross Sections



Yard Frontage-

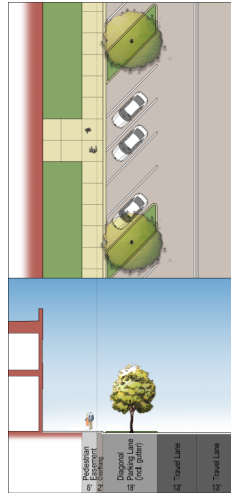
Feature	Cost Per Linear Foot					
	Parallel Parking			No On Street Parking		
	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)
Roadway	\$565.27	\$148.96	\$148.96	\$397.10	\$156.07	\$156.07
Sidewalk	\$90.00	\$90.00	\$90.00	\$90.00	\$90.00	\$90.00
Green Space/Urban Design Elements	\$33.33	\$33.33	\$30.00	\$56.67	\$56.67	\$53.33
20% Contingency	\$137.72	\$54.46	\$53.79	\$108.75	\$60.55	\$59.88
<b>Total</b>	<b>\$826.32</b>	<b>\$326.75</b>	<b>\$322.75</b>	<b>\$652.52</b>	<b>\$363.29</b>	<b>\$359.28</b>



Building at ROW Frontage-

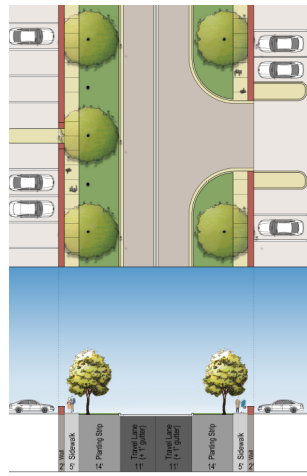
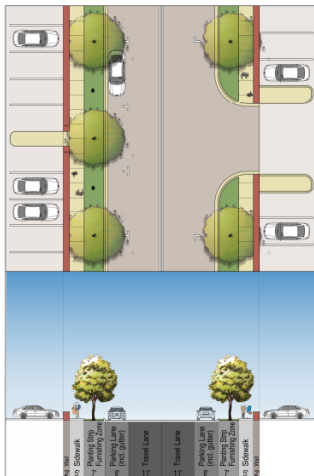
Feature	Cost Per Linear Foot					
	Parallel Parking			No On Street Parking		
	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)
Roadway	\$565.27	\$148.96	\$148.96	\$512.72	\$151.19	\$151.19
Sidewalk	\$126.00	\$126.00	\$126.00	\$126.00	\$126.00	\$126.00
Green Space/Urban Design Elements	\$26.67	\$26.67	\$23.33	\$26.67	\$26.67	\$23.33
20% Contingency	\$143.59	\$60.33	\$59.66	\$133.08	\$60.77	\$60.10
<b>Total</b>	<b>\$861.53</b>	<b>\$361.96</b>	<b>\$357.95</b>	<b>\$798.47</b>	<b>\$364.63</b>	<b>\$360.62</b>

# Opinions of Probable Cost: Cross Sections



## Shallow Setback Frontage-

Feature	Cost Per Linear Foot		
	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)
Roadway	\$834.83	\$279.41	\$279.41
Sidewalk	\$63.00	\$63.00	\$63.00
Green Space/Urban Design Elements	\$3.33	\$3.33	\$-
20% Contingency	\$180.23	\$69.15	\$68.48
<b>Total</b>	<b>\$1,081.39</b>	<b>\$414.89</b>	<b>\$410.89</b>



## Parking Lot Frontage-

Feature	Cost Per Linear Foot					
	Parallel Parking			No On Street Parking		
	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)	Reconstruction	Mill and Overlay	Mill and Overlay (No Beautification)
Roadway	\$565.27	\$148.96	\$148.96	\$397.10	\$156.07	\$156.07
Sidewalk	\$90.00	\$90.00	\$90.00	\$90.00	\$90.00	\$90.00
Green Space/Urban Design Elements	\$308.67	\$26.67	\$23.33	\$332.00	\$50.00	\$46.67
20% Contingency	\$192.79	\$53.13	\$52.46	\$163.82	\$59.21	\$58.55
<b>Total</b>	<b>\$1,156.73</b>	<b>\$318.76</b>	<b>\$314.75</b>	<b>\$982.92</b>	<b>\$355.28</b>	<b>\$351.29</b>

# Funding Opportunities

Exploring funding strategies for public works projects is an extremely important process that requires careful deliberation and a comprehensive accounting of desired funding levels, economic impacts, and public input. The following information summarizes possible funding mechanisms and briefly discusses their positives and negatives. Grant opportunities are explored as the ideal funding option, but their competitive nature makes the funding less secure. Tax Increment Financing (TIF) Districts and Special Service Areas (SSA's) are explored as potential funding options. The Automobile Renting and Use Tax (ART), Home-Rule Sales Tax, and other funding options, are explored as tertiary and less ideal strategies. This report also includes hypothetical TIF and SSA Districts along Derby Street, with estimated revenue generation. Nothing in the subsequent analysis should be used to justify or support a bond issuance, or any other kind of financing. This is simply a rough estimate of possible revenue opportunities to help Pekin decide whether or not to seek more exhaustive and accurate estimates from a SEC certified municipal advisor.

## **Grant Opportunities**

The grant program that is most applicable to the Derby Street project is the Illinois Transportation Enhancement Program (ITEP) Grant. ITEP Grants can be up to \$2,000,000 per project out of an estimated \$40,000,000 in overall available funds. This grant also provides reimbursement for up to 50% of right-of-way and easement acquisition, and up to 80% of the costs for preliminary engineering, utility relocations, construction engineering, and construction costs. The Derby Street Project would qualify for the ITEP Grant under either the Pedestrian/Bicycle Facilities or Streetscapes categories.

The 14th street intersection has a higher number of crashes than typical urban intersections. The Highway Safety Improvement Program (HSIP) could be an applicable source

for funding. The grant is awarded competitively through IDOT and only requires a 10% local match. The project should show a benefit cost ratio above 1.0 for crash reductions to be considered competitive.

Derby Street would be a candidate for Federal Surface Transportation Urban (STU) funds that are distributed through the Peoria Pekin Urbanized Transportation Study (PPUATS). In order to apply for STU funds, the project must be listed in the Transportation Improvement Plan (TIP).

Housing and Urban Development (HUD) Grants Notices of Funding Availability (NOFA) are not posted for 2018. All of the previous NOFAs for 2016 and 2017 did not directly apply to the Derby Street project, but it is possible that HUD's 2018 NOFAs will include attainable grant opportunities.



# Funding Opportunities

## TIF Districts

TIF districts provide excellent opportunities to leverage public works financing with future increased tax revenues, which result from related development. While Pekin already utilizes two TIF districts, one of those (TIF Central Business District) is scheduled to expire in 2021. Since the other TIF district (Industrial Conservation Park Area TIF) already includes an eastern portion of the Derby Street Corridor, a new contiguous district could encompass the rest of the corridor, and the two districts could share revenue as needed. TIF districts are extremely useful at raising development revenue since it does not reduce the existing nominal amount of revenue that local taxing bodies collect, while simultaneously providing increased revenue that finances the development project. A negative of pursuing a TIF district is that the proposed district must satisfy the TIF statute's "blighted area" requirement. TIF Districts also divert funding that would otherwise go to schools and other local taxing bodies. Even though it does not reduce the nominal amount, it does reduce revenues to these bodies in real terms since inflation naturally reduces the purchasing power of the static property tax revenues. A "blighted area" is defined by Illinois law as an area that, "by reason of the predominance of defective, non-existent, or inadequate street layout, unsanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire or other causes, or any combination of those factors, retards the provision of housing accommodations or constitutes an economic or social liability, an economic underutilization of the area, or a menace to the public health, safety, morals, or welfare." For a mixed use area to qualify for this definition, under 65 ILCS 5/11-74.4-3, it must meet at least five of the following factors:

1. Dilapidation- An advanced state of disrepair or neglect.
2. Obsolescence- The condition or process of falling into disuse.
3. Deterioration- In regards to surface improvements this includes the condition of roadways, alleys, curbs, gutters, sidewalks, off-street parking, and surface storage. Acceptable examples of deterioration include, but are not limited to surface cracking, crumbling, potholes, depressions, loose paving materials, and weeds protruding through paved surfaces.
4. Presence of Structures below Minimum Code Standards- This does not include housing and property maintenance codes.
5. Illegal Use of Individual Structures- Includes structures that violate federal, state, and/or local laws, except for those that only violate housing and property maintenance codes.
6. Excessive Vacancies- The presence of buildings that are unoccupied or under-utilized, and that represent an adverse influence on that area because of the frequency, extent, or duration of the vacancies.
7. Lack of Ventilation, Light, or Sanitary Facilities- The absence of adequate ventilation for light or air circulation in spaces or rooms without windows, or that require the removal of dust, odor, gas, smoke, or other noxious airborne materials. Inadequate sanitary conditions refer to the absence, or inadequacy, of garbage storage and enclosure, bathroom facilities, hot water and kitchens, and structural inadequacies preventing ingress and egress to and from all rooms and units within a building.
8. Inadequate Utilities- Utilities that have an insufficient capacity to serve the uses of the development area, deteriorated, antiquated, obsolete, or in disrepair, and/or lacking within the redevelopment area.
9. Excessive Land Coverage- Includes buildings on parcels of inadequate size and/or multiple buildings on a single parcel.
10. Deleterious Land Use- Includes structures of that occupy inappropriate mixed-uses and/or uses considered to be noxious, offensive, or unsuitable for the surrounding area.
11. Environmental Clean-Up- The area has incurred state and/or federal EPA remediation costs.
12. Lack of Community Planning- Area was developed prior to or without the benefit of a community plan.
13. Diminished Value- The equalized assessed value of has declined for 3 of the past 5 years.

# Funding Opportunities

To give a general idea of what a hypothetical TIF District may generate in additional revenue, a sample TIF District, known as the “Derby District”, was explored. This hypothetical TIF district only includes properties with a Derby St. address. There are 121 total properties in this district, but 24 of them have no current valuation from the Tazewell County Tax Assessor and an additional 6 properties are classified as tax-exempt. The remaining 91 properties have a combined 2017 property tax liability of \$201,513.60. To estimate future TIF revenue projections this analysis will utilize the study, Detriments of Property Value Growth for Tax Increment Financing Districts, by Paul F. Byrne of Washburn University. Byrne observed 89 different TIF districts and measured a mean annualized property value growth rate of 0.3502 and a median annualized growth rate of 0.1755. For TIFs that are specifically mixed-use, Byrne finds a mean growth rate of 0.3446 and a median growth rate of 0.1037.

Estimated Growth Rates	Average Annual Gross Revenues	Gross Revenues (23 year Duration)
All TIFs Median (0.1755)	\$35,365.64	\$813,409.65
All TIFs Mean (0.3502)	\$70,570.06	\$1,623,111.44
Mixed-Use TIFs Median (0.1037)	\$20,896.96	\$480,630.09
Mixed-Use TIFs Mean (0.3446)	\$69,441.59	\$1,597,156.49

These gross revenues do not take into account TIF associated expenditures, such as administrative costs and reimbursements to local taxing bodies.

## Special Service Area

Special Service Areas are excellent ways to raise tax revenues from a specific territory that are to be used for public works services for that same territory. Illinois law allows municipal governing bodies to institute SSA's via resolutions/ordinances, rather than voter referendums. Municipalities must determine the SSA's boundaries, the service(s) provided, budget, maximum duration, and tax rate. SSA boundaries can be extended after the creation of the area, and SSA durations are typically between 20 and 30 years. Possible services vary widely and include support services, such as snow removal and public relations, infrastructure improvements, such as street improvements and lighting, and building improvements, such as store front improvements and redevelopment projects. A SSA cannot include an entire municipality, and if 51% of property owners in the proposed area petition to stop the SSA then it will not be created. After a SSA is created, a geographic subsection of the area could be removed from the area if a majority of registered voters and property owners in that area successfully petition to be removed from the tax base. In order for that petition to be successful, the residents must demonstrate, as a fact, that the territory was not, is not, and was not intended to benefit from the special service(s) provided. This territory must also make up less than 50% of the total assessed value of the SSA. Due to this provision in Illinois' SSA statute, the recipients of special services must be thoroughly considered when SSA boundaries are determined, as to avoid a diminishing tax base due to a disconnection petition. Unlike TIF Districts, SSA's do not need to demonstrate a certain degree of blight and are much easier, and more expedient, to create. Another benefit of establishing a SSA is that the property tax levy amount is determined by the requested levy amount, rather than a static tax rate. Instead of setting a certain rate and hoping that it will match closely with the needed revenue levels, the City would be able to determine how much revenue they need, then levy a property tax that closely matches that target.

# Funding Opportunities

For example, if the tax rate cap is set at 1%, but Derby Street rehabilitation ends up only needing revenue that could be achieved with a .75% rate, then that lower rate would be what is assessed. To give a rough estimate of what revenue levels a SSA would generate, the Derby District will also be analyzed. For the purposes of this hypothetical, we will use example tax rate caps of 0.85% and 1.71%, which is equivalent to a 10% and 20% increases of Pekin's current property tax levy, respectively. SSA tax rates vary greatly, but a maximum tax rate 0.85% would be one of the lowest in the state. Applied to the Derby District's current estimated tax liability, the 10% maximum tax rate would raise \$20,151.36 from tax year 2016's property values, while the 20% increase would raise \$40,302.72

## 10% Property Tax Increase (0.848984)

Estimated Growth Rates	20-Year Duration	30-Year Duration
All TIFs Median	\$473,758.47	\$710,637.71
All TIFs Mean	\$544,167.20	\$816,250.80
Mixed-Use TIFs Median	\$444,821.12	\$667,231.68
Mixed-Use TIFs Mean	\$541,910.40	\$812,865.60

## 20% Property Tax Increase (1.697968)

Estimated Growth Rates	20-Year Duration	30-Year Duration
All TIFs Median	\$947,516.94	\$1,421,275.42
All TIFs Mean	\$1,088,334.40	\$1,632,501.60
Mixed-Use TIFs Median	\$889,642.24	\$1,334,463.36
Mixed-Use TIFs Mean	\$1,083,820.80	\$1,625,731.20

## City Wide Revenue Generation Opportunities

### Automobile Renting and Use Tax

Illinois law allows municipalities to utilize a Local Automobile Renting Occupation and Use Tax (ART) at a rate that cannot exceed 1%. This rate would apply to any car that is rented within the city limits of Pekin, as long as the rental agreement is for less than one year. The State of Illinois allows municipalities to implement this tax through ordinances or resolutions, rather than requiring localities to hold a voter referendum. While this increased revenue would only raise a small fraction of the cost of the Derby Street improvements, its consistency and longevity make it a reliable source of long-term funding. It would also disproportionately raise revenues from Non-Pekin Residents. The ART's major limitation is that there is currently only one franchised car rental provider in Pekin. Due to Pekin's close proximity to other municipalities, a tax on car rentals could motivate Enterprise Rent-A-Car to relocate its Pekin location to a municipality that does not have an ART.



# Funding Opportunities

## **Sales Tax Increase**

Pekin could directly raise sales tax revenue two different ways. Those ways are the Home Rule Sales Tax and the Special Service Area Sales Tax. Utilizing Illinois' Home Rule Sales Tax, Pekin can raise its current sales tax rate of 1.75%. This would affect the entire city and could be difficult to sell politically if the increased revenues were used exclusively for Derby Street improvements. One possible remedy for this would be to create a larger increase and use the revenues for general road construction throughout the city. Utilizing the Special Service Area Sales Tax would allow Pekin to confine the sales tax increase within the designated Special Service Area. This would operate more like a user fee, since it would only apply to people who used Derby Street to solicit the services of affected businesses. This sales tax could also be used to reduce the SSA's property tax lien without reducing revenue generated. A SSA sales tax increase would probably result in more public opposition than a property tax. One reason for this is that businesses are typically more supportive of localized property tax increases compared to residents, especially when the revenues go directly towards infrastructure improvement projects that directly benefit those same businesses. Since Derby Street has a significant commercial business community, there is a relatively smaller proportion of residents who are more likely to oppose a property tax increase. Another reason is that a sales tax would directly affect a much larger proportion of consumers, compared to the relatively small number of residents who live on Derby Street.

## **Other Revenue Options**

Revenue sources that other cities and the City of Pekin include the following:

- Motor Fuel Tax  
Pekin could increase its Motor Fuel Tax to raise additional revenue; however Pekin already has a higher municipal motor fuel tax than surrounding communities
- Water-Sewer Utility Tax

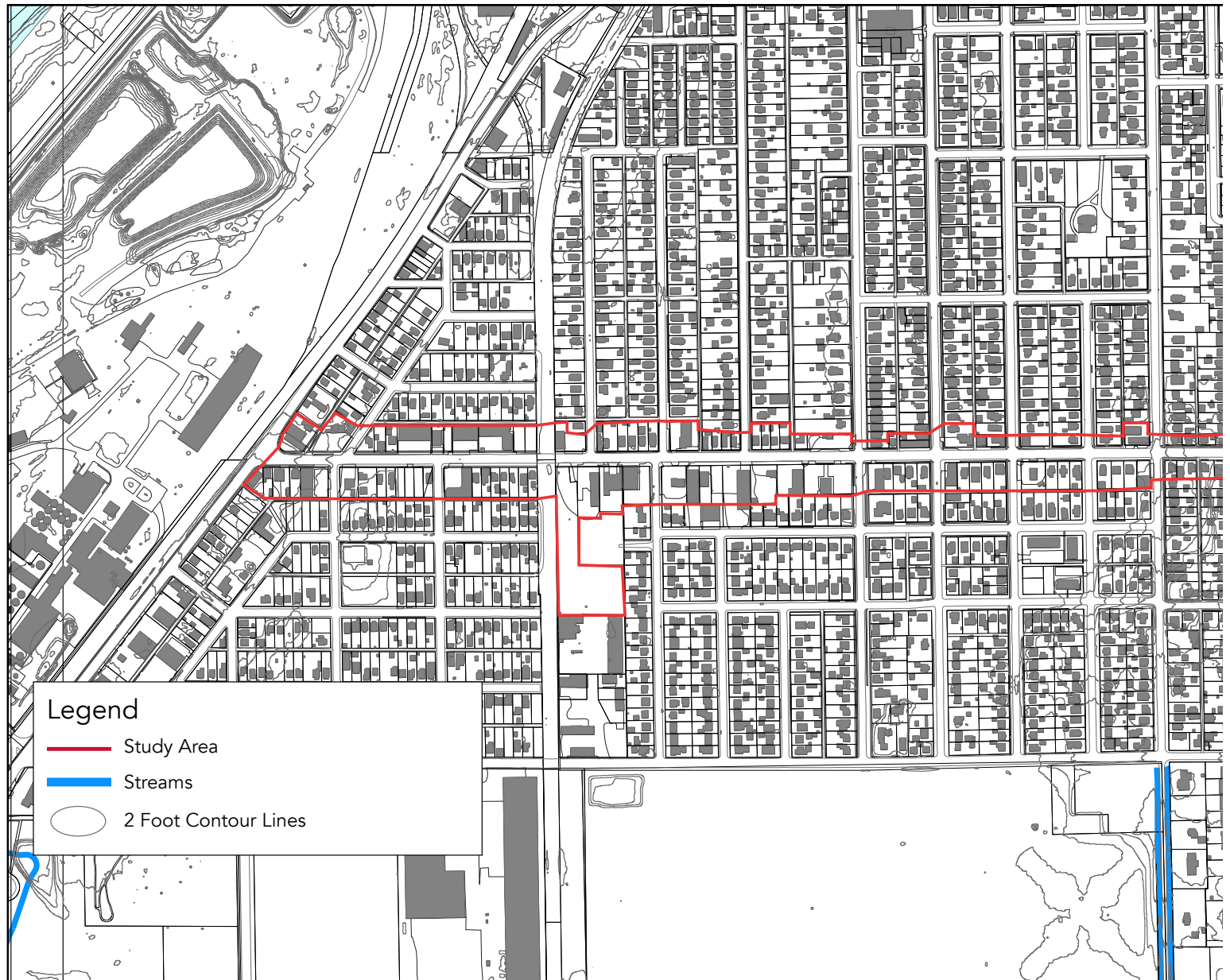
This could be set up similar to the ones currently used by the cities of Chicago and Urbana. A benefit of this tax would be that it does not need to be allocated to the sanitation budget

- Simplified Municipal Telecommunication Tax  
This tax allows for the municipality to collect a portion of the resident's telecommunication bills. Pekin is already at the maximum 6%.

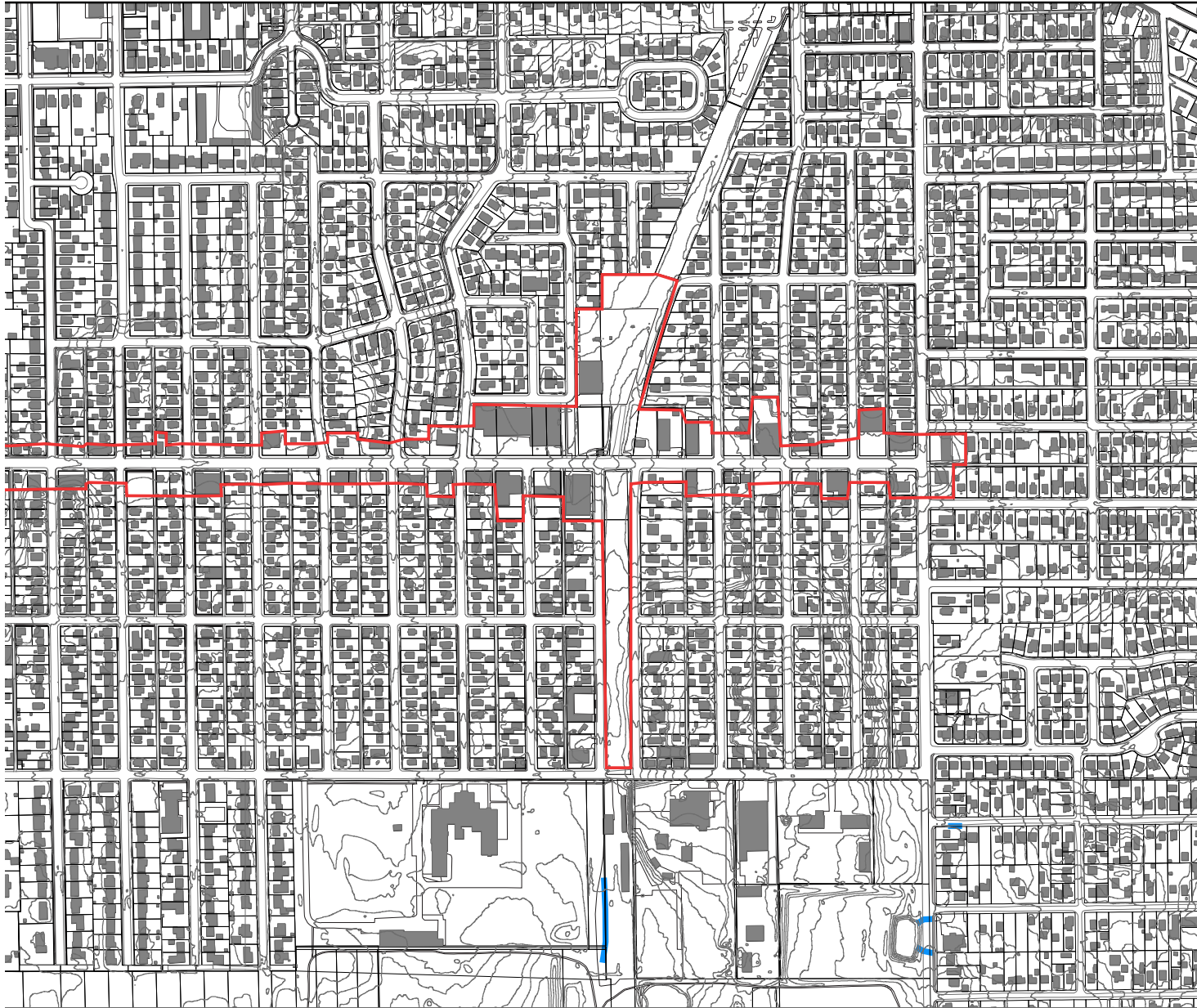
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# APPENDIX

## Topography

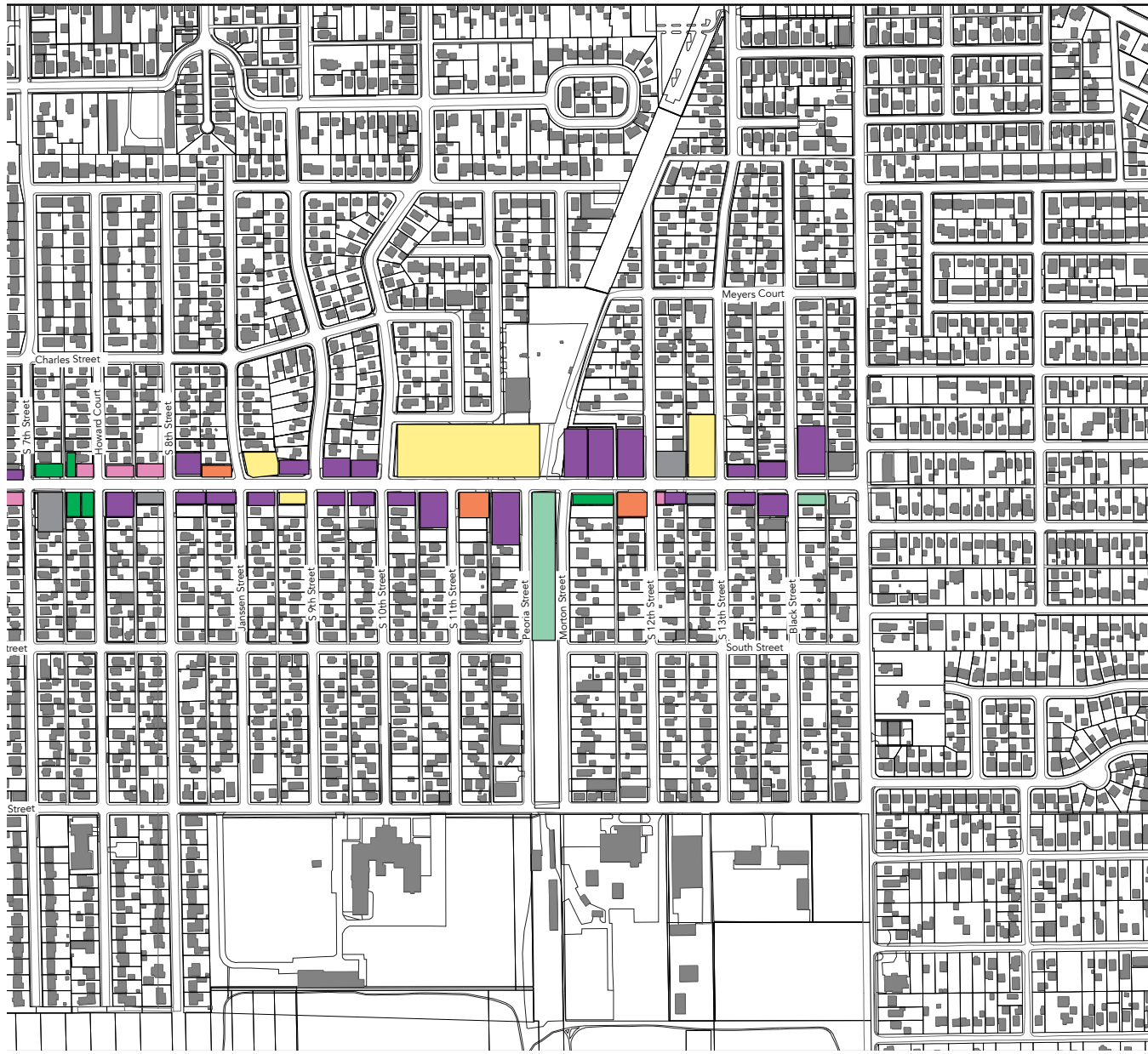






# Context Map



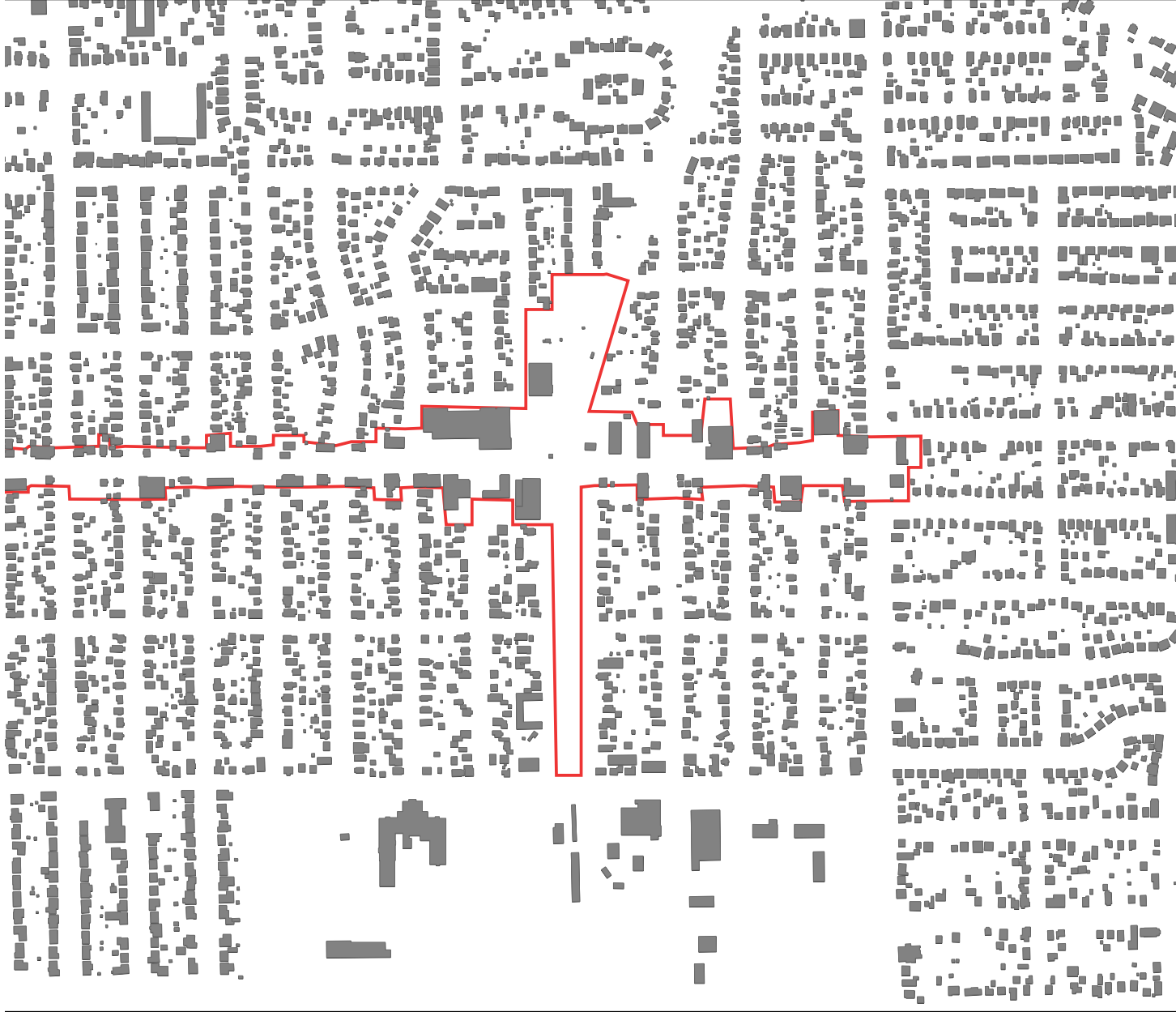




# Figure Ground Diagram





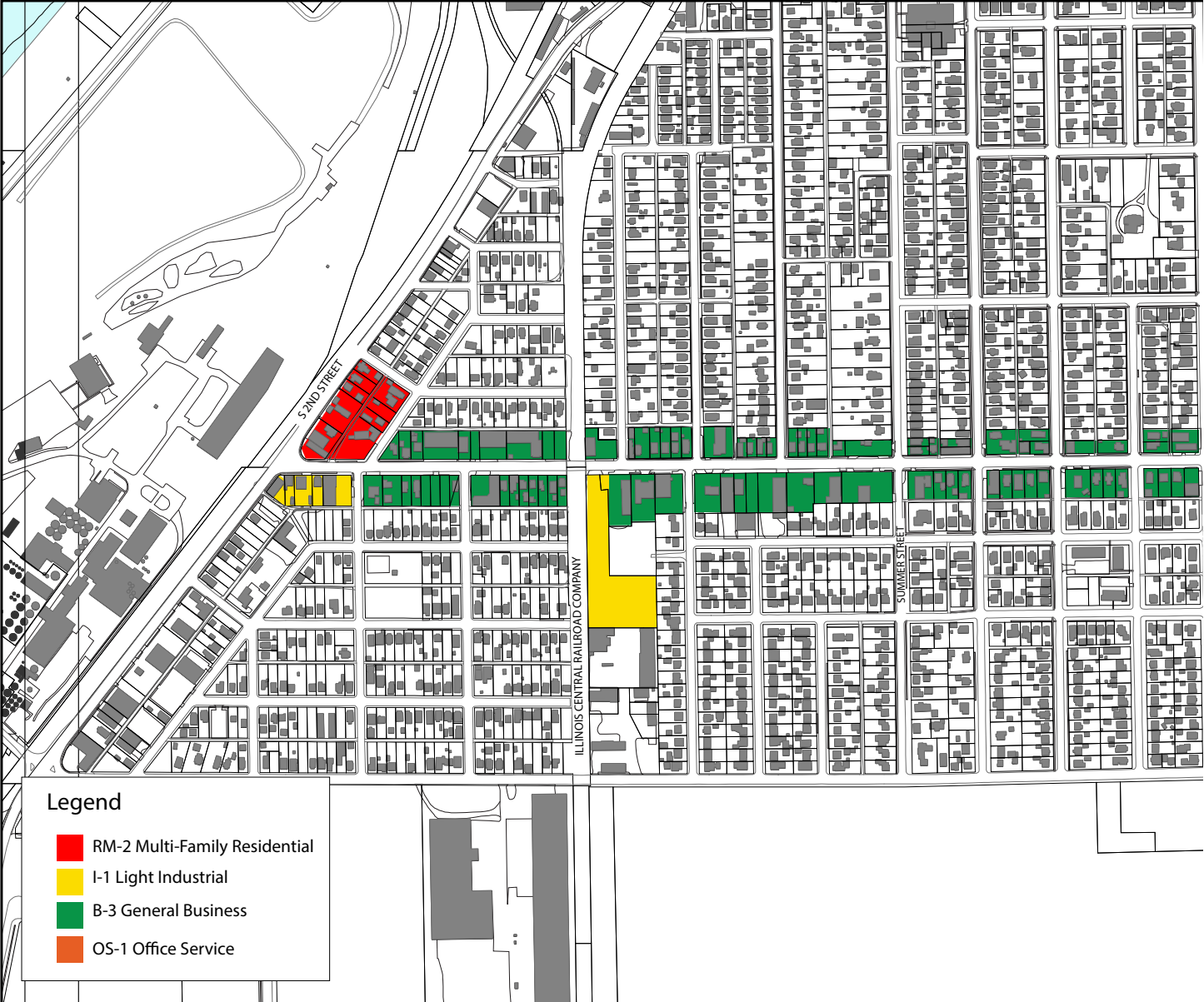


# Block Structure Diagram

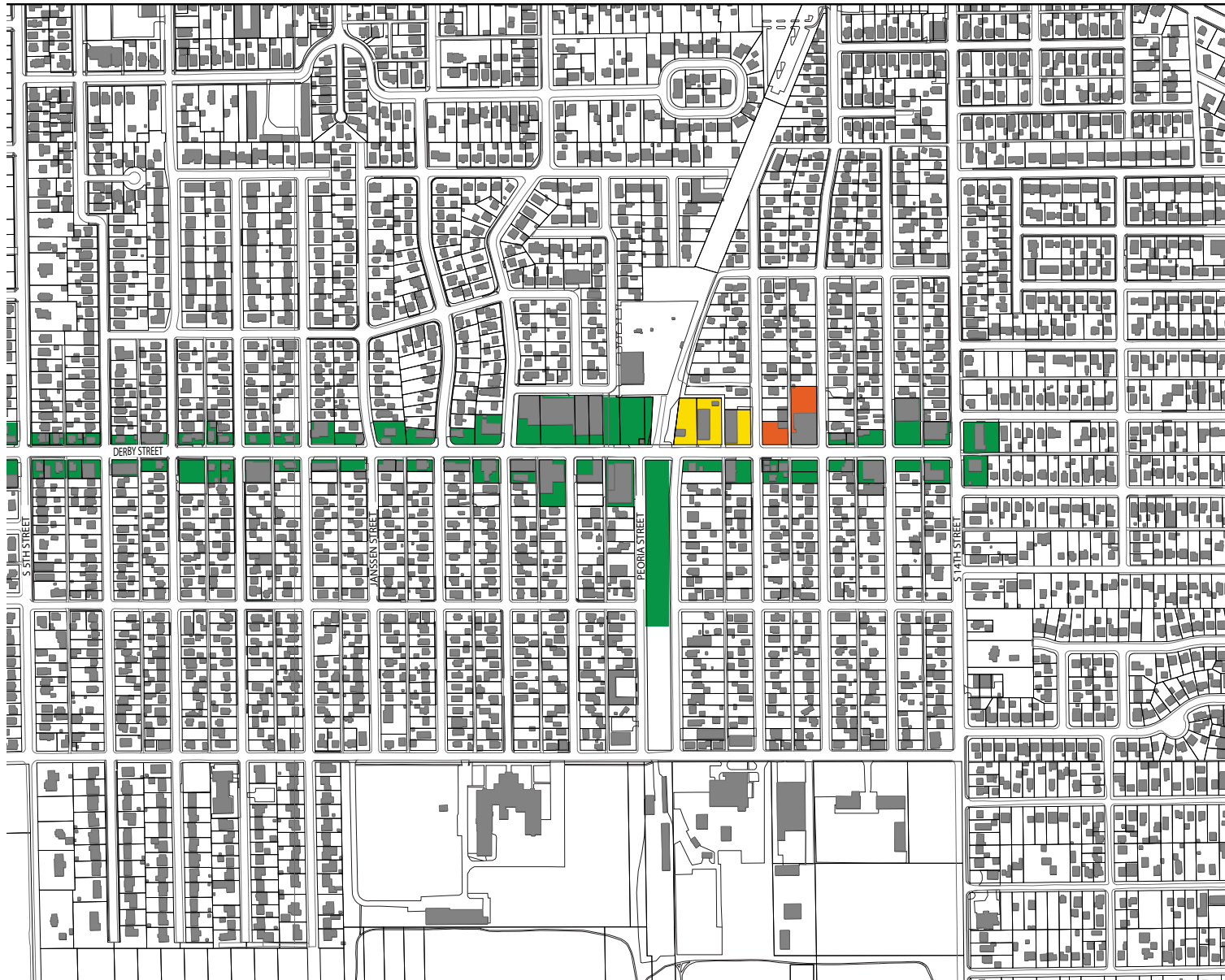




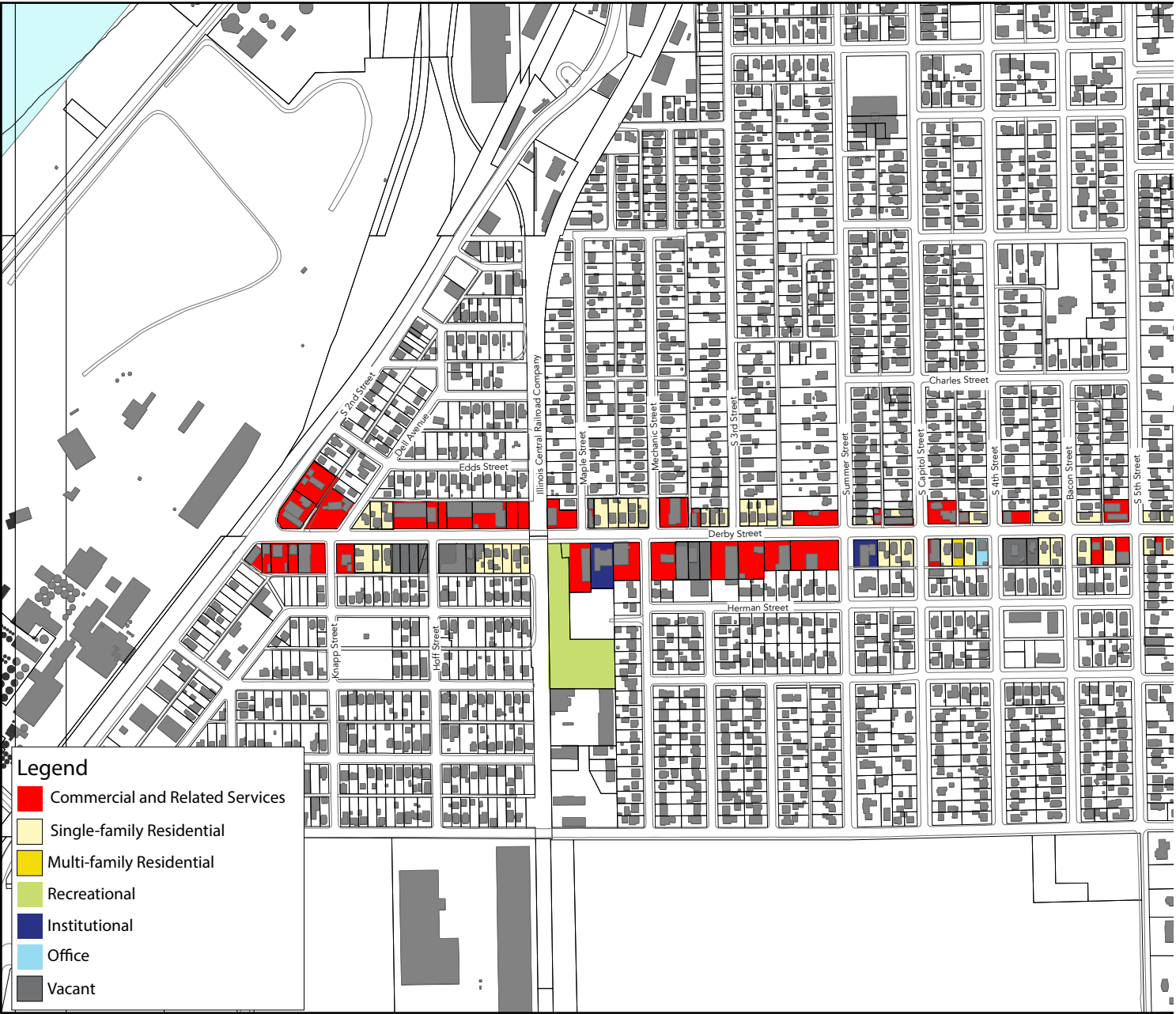
# Existing Zoning

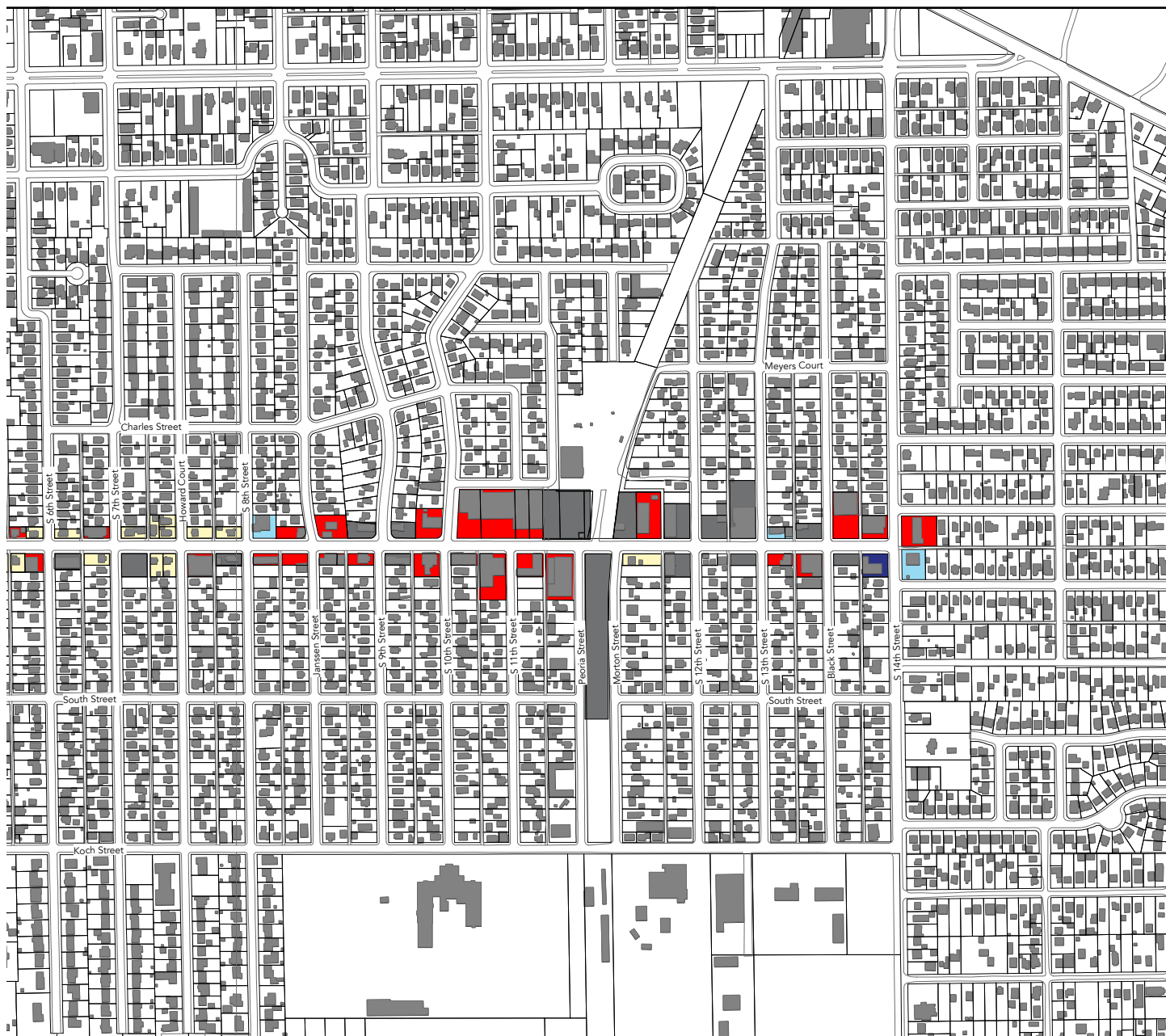




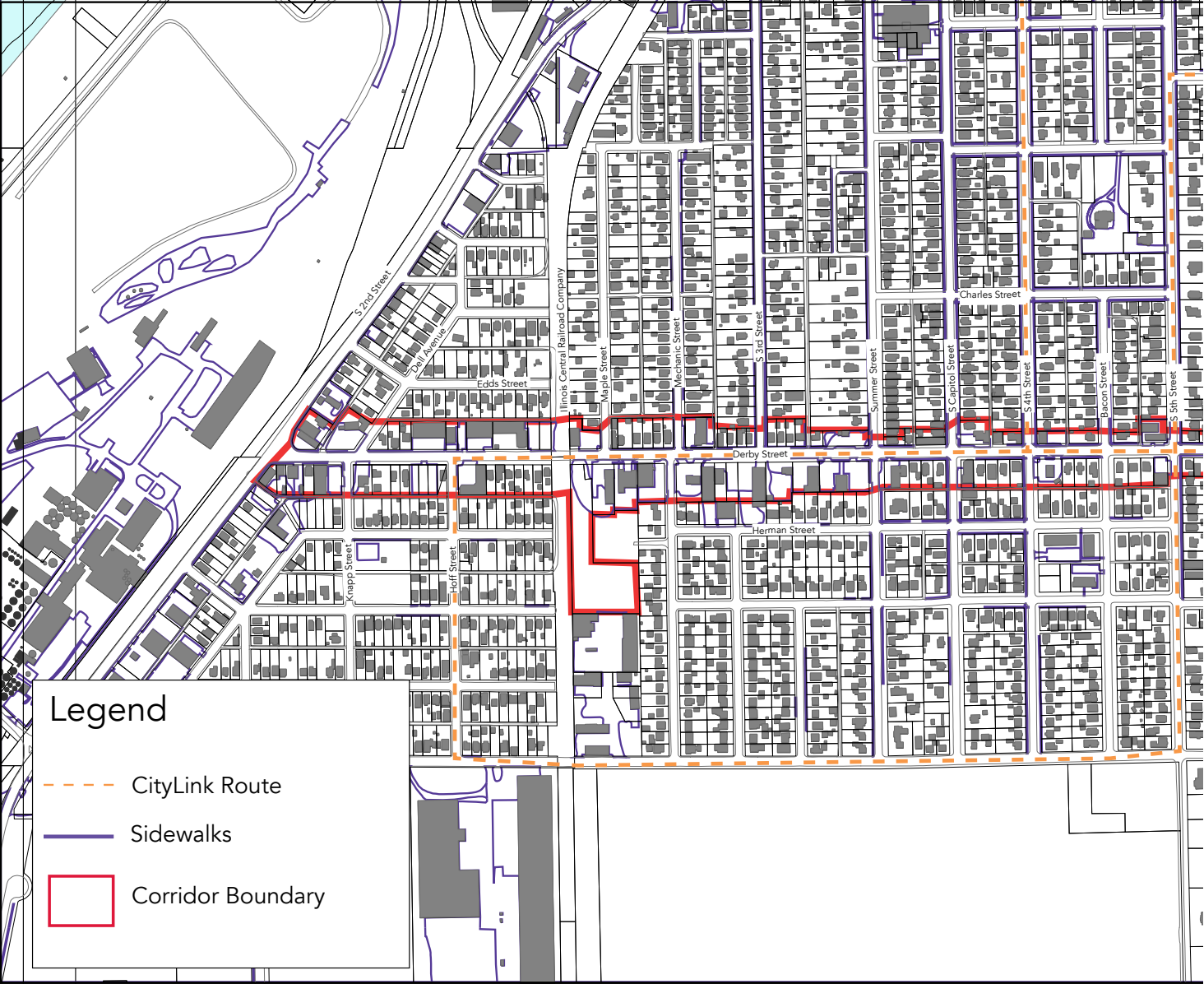


# Existing Land Use

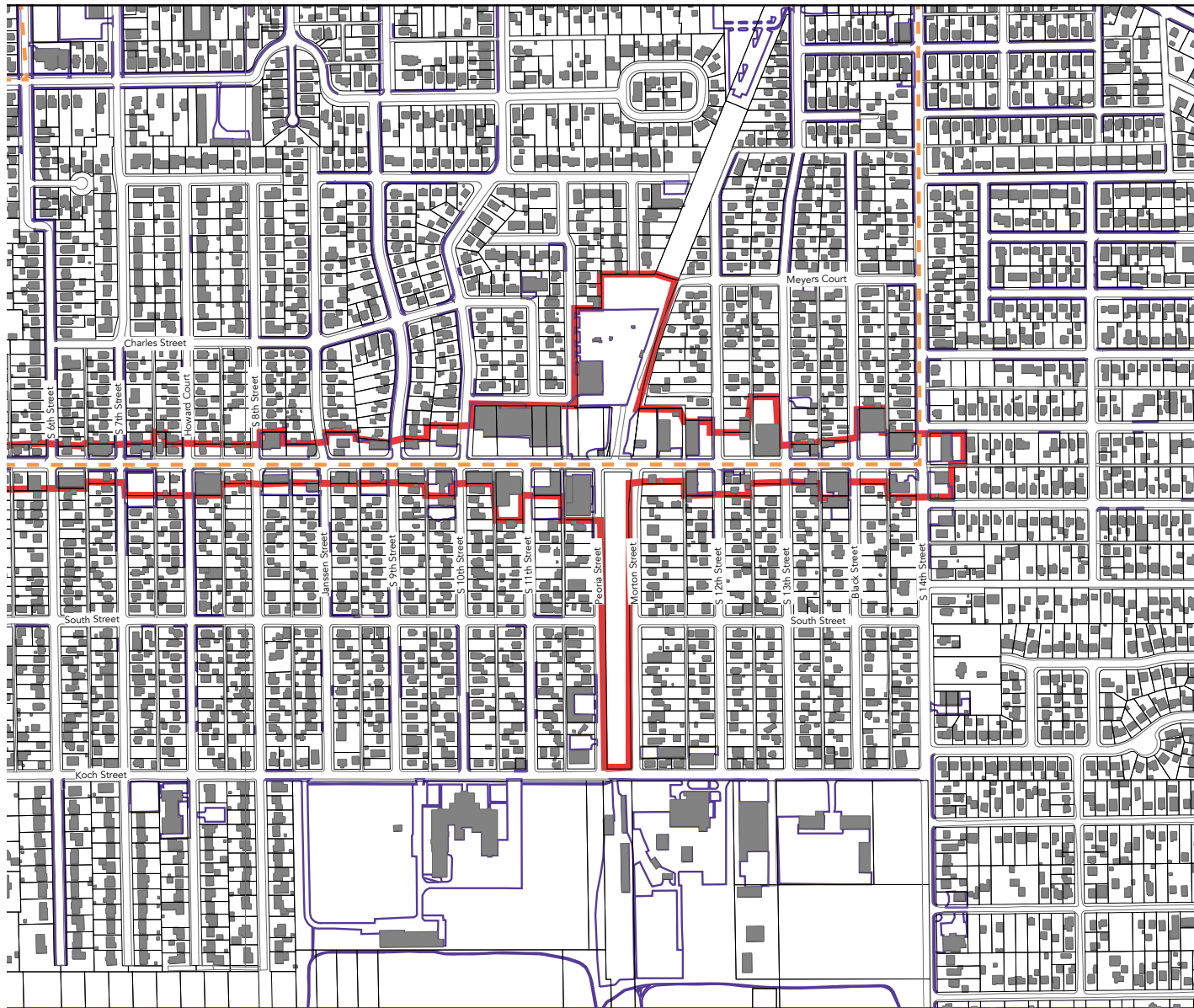




# Mobility







# Existing Parking Facilities

