



# COMMERCIAL CORRIDORS MASTER PLAN

Village of Peoria Heights, Illinois | Adopted September 6, 2016





# TABLE OF CONTENTS

- 01 INTRODUCTION & PURPOSE
- 02 PROFILE OF THE COMMERCIAL CORRIDORS
- 03 ACTIONS & STRATEGIES
- 04 ECONOMIC DEVELOPMENT & REINVESTMENT STRATEGY



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# 01

## INTRODUCTION & PURPOSE

- 04** Purpose of the Commercial Corridors Master Plan
- 05** Tri-County Regional Planning Commission
- 05** Planning Process
- 06** History of Peoria Heights
- 06** Regional Setting
- 06** Study Area Description





**T**he Peoria Heights Commercial Corridors Master Plan outlines the Village’s vision and presents strategies to improve, redevelop, and beautify the Village’s three commercial corridors: Glen Avenue, Prospect Road, and War Memorial Drive. Over the past several months, this Plan has been developed with extensive input from Village residents and staff, elected and appointed officials, and representatives from local businesses. This plan guides future decision-making and provides specific recommendations pertaining to land use and development, design and development guidelines, transportation and access, and streetscape and beautification along the Peoria Heights commercial corridors.

## **PURPOSE OF THE COMMERCIAL CORRIDORS MASTER PLAN**

The **Peoria Heights Commercial Corridors Master Plan** is the Village’s official guiding document for physical improvements along the Peoria Heights Commercial Corridors. While the Plan addresses immediate needs and current issues, the plan provides recommendations for future improvements and redevelopment within the next 10 to 15 years.

This Plan is designed to be a foundation for future decision-making regarding the Peoria Heights Commercial Corridors. Elected and appointed officials, Village staff, property and business owners, potential investors and/or developers, residents, and others should utilize this Plan to guide Village investment, capital improvements, mobility and access improvements, and development character and intensity throughout the commercial corridors. Having a vision and specific recommendations for future developments, this Plan serves to guide Village officials in reviewing proposals for private developments and prioritizing capital improvements.



## TRI-COUNTY REGIONAL PLANNING COMMISSION

The Tri-County Regional Planning Commission (TCRPC) provides regional planning services to Peoria, Tazewell and Woodford Counties. The Commission serves as the Metropolitan Planning Organization (MPO) for the Peoria-Pekin urbanized area, which is a federally mandated and funded transportation policy-making organization. Given this role, TCRPC promotes intergovernmental cooperation, regional transportation planning in cooperation with Peoria/Pekin Urbanized Area Transportation Study (PPUATS), and a unified vision for the communities it serves. In addition, the TCRPC/PPUATS receives federal funding from the U.S. Department of Transportation. A portion of the FY16 allocation was used to fund the **Peoria Heights Commercial Corridors Master Plan**.

## PLANNING PROCESS

The Peoria Heights Commercial Corridors Master Plan planning process entailed five steps:

- ▶ Step 1: Project Initiation
- ▶ Step 2: Issues & Opportunities Memo
- ▶ Step 3: Core Plans & Recommendations
- ▶ Step 4: Prepare Draft Corridor Revitalization Plan
- ▶ Step 5: Final Plan & Adoption

The process ensured Village staff, residents, and members of the business community had opportunities to contribute to the creation of the Plan. The process also ensured planning recommendations were coordinated with adjacent municipalities and local and regional transportation and planning entities.



## HISTORY OF PEORIA HEIGHTS

Although Peoria Heights was officially incorporated in 1898, the Peoria area was first settled in the 1680s. Peoria Heights grew in the early 1890s with the Prospect Heights Land Company, which originally named the area Prospect Heights. It was discovered, however, that Prospect Heights was the name of an established Chicago suburb, and the name Peoria Heights came into fruition.

The Village has a history of manufacturing and innovation. Pabst Brewing Company had its world headquarters and bottling plant at Prospect and Seiberling; the Rouse, Hazard & Company (1896) manufactured high quality bikes; and in 1893, the Peoria Rubber & Manufacturing developed the first gasoline powered car: the Duryea automobile. While the Peoria area has maintained a robust economy, the closing of the Pabst plant in 1982 had a considerable impact on the community. Nevertheless, Peoria Heights, known locally as “The Heights,” maintains its small-town charm, which is highlighted by sweeping views of the Illinois River, an iconic red water tower, and thriving business and residential neighborhoods.

## REGIONAL SETTING

The Village of Peoria Heights is predominately a residential community of approximately 5,979 people according to 2015 ACS Estimates. The Village is on the eastern edge of Peoria with scenic views of the Illinois River. Peoria Heights sits relatively in the epicenter of Davenport, Normal, and Springfield and approximately 150 miles southwest of downtown Chicago.

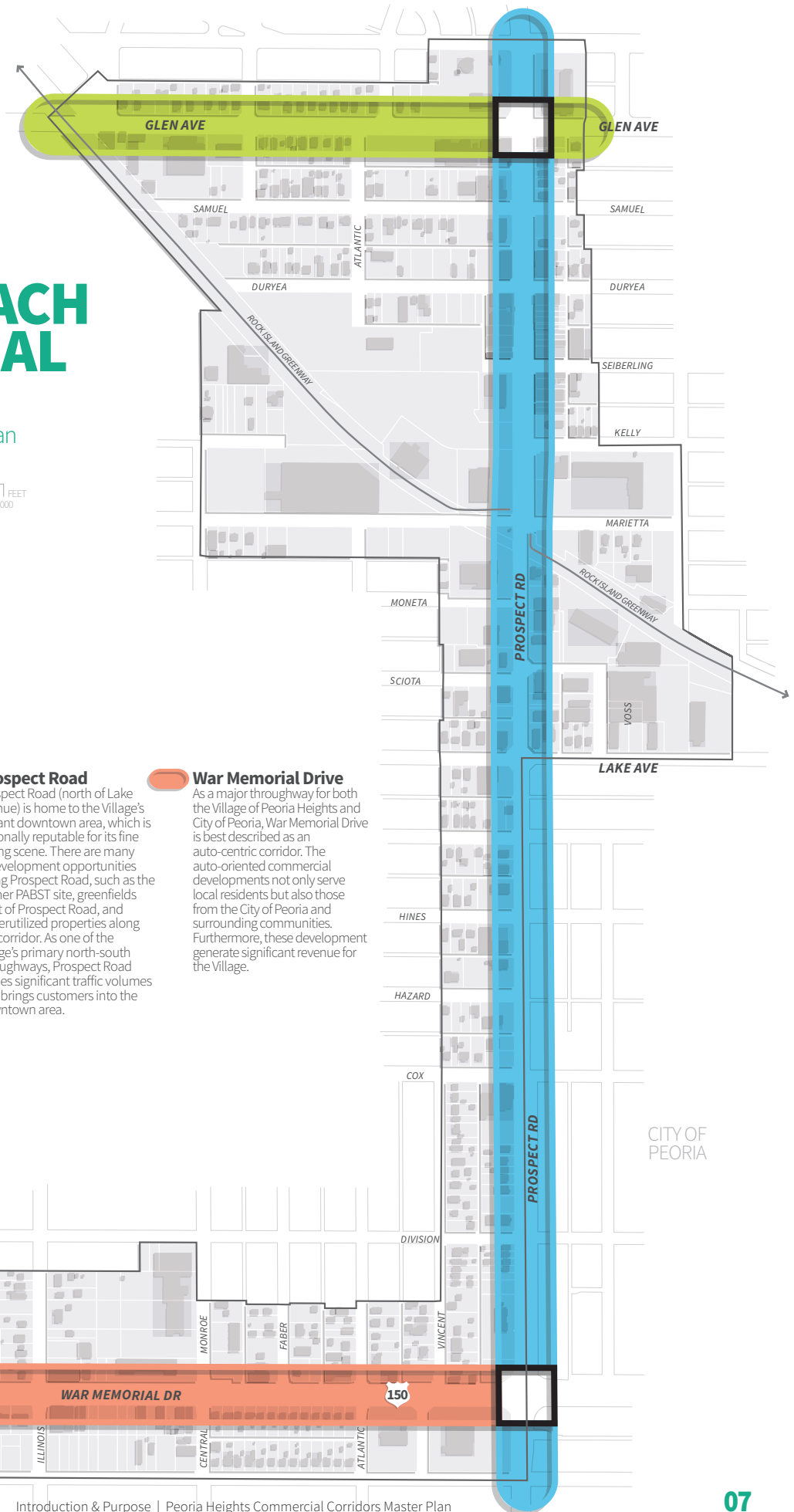
## STUDY AREA DESCRIPTION

The study area consists of three commercial corridors in the Village of Peoria Heights including Glen Avenue, Prospect Road, and War Memorial Drive. Glen Avenue is an east-west corridor bounded by Rock Island Greenway to the west and Prospect Road to the east. This commercial corridor transitions commercial activities to residential land uses. Prospect Road, where the Village’s downtown is located, extends from Glen Avenue to the north and War Memorial Drive to the south. War Memorial Drive, an auto-oriented corridor, begins from Prospect Road from the east to North Wisconsin Ave to the west.



# ROLE OF EACH COMMERCIAL CORRIDOR

Commercial Corridors Master Plan



**Glen Avenue**  
This commercial corridor primarily serves as a transition from commercial and public/semi-public uses to residential uses; mainly single family houses. Nevertheless, there are a number of businesses along Glen Avenue, including Pearl Companies, which is one of the major employers in the Village. Also, this commercial corridor serves as a northern gateway into the Village from the City of Peoria.

**Prospect Road**  
Prospect Road (north of Lake Avenue) is home to the Village's vibrant downtown area, which is regionally reputable for its fine dining scene. There are many redevelopment opportunities along Prospect Road, such as the former PABST site, greenfields west of Prospect Road, and underutilized properties along the corridor. As one of the village's primary north-south throughways, Prospect Road carries significant traffic volumes and brings customers into the downtown area.

**War Memorial Drive**  
As a major throughway for both the Village of Peoria Heights and City of Peoria, War Memorial Drive is best described as an auto-centric corridor. The auto-oriented commercial developments not only serve local residents but also those from the City of Peoria and surrounding communities. Furthermore, these development generate significant revenue for the Village.

# 02

## PROFILE OF THE COMMERCIAL CORRIDORS

- 10** Community Outreach Summary
- 16** Past Plans, Studies & Reports
- 18** Land Use & Development
- 24** Current Zoning, Signage & Development Controls
- 26** Existing Transportation & Mobility
- 30** Market Influences & Opportunities





**A** firm understanding of the project area, regional trends, development influences, and community desires is critical to developing an effective plan that responds to needs and vision of the Peoria Heights community. This section of the Plan is meant to serve as a summary of the public outreach conducted throughout the development of the **Peoria Heights Commercial Corridors Master Plan**, as well as the existing conditions of the corridors. This includes a review of past plans and policies, existing land use, current regulatory codes and development standards, vehicular and non-motorized transportation and mobility, as well as current market influences and opportunities. The existing conditions analysis and public input provide important insight on local issues, concerns, and opinions and were used to inform recommendations within the **Peoria Heights Commercial Corridors Master Plan**.

## COMMUNITY OUTREACH SUMMARY

Public outreach and citizen participation serve as cornerstones of a successful planning process, resulting in a plan that reflects the community's needs and desires. The **Peoria Heights Commercial Corridors Master Plan** process provided an opportunity for residents, business owners, and stakeholders to communicate what they believe to be the strengths and weaknesses of Glen Avenue, Prospect Road, and War Memorial Drive, and to prioritize what issues and opportunities are most important for the Village to address.

THIS SECTION PROVIDES A SUMMARY OF THE VARIOUS PUBLIC OUTREACH ACTIVITIES. IT IS IMPORTANT TO NOTE THAT THE ITEMS IDENTIFIED BELOW ARE NOT RECOMMENDATIONS, BUT RATHER THE FEEDBACK AND COMMENTS RECEIVED BY THE OUTREACH PARTICIPANTS.



## Outreach Activities

### Kick-off Meeting

On November 16, 2015 the Planning Team held a kick-off meeting attended by community residents, business and property owners, and Village officials. The participants were asked a series of questions, discussed answers with the group, and collectively shared their issues and opportunities the Village's commercial corridors are currently facing.

### Key Person Interviews

Confidential interviews were conducted with approximately eight individuals to discuss existing conditions, issues, and opportunities within the study area. These sessions provided first-hand, detailed insight into the community from a diverse range of perspectives.

### Corridors Workshop

On December 16, 2015, Village residents, businesses, elected officials, and invested stakeholders gathered at Village Hall to collectively discuss their issues, concerns, and visions for Glen Avenue, Prospect Avenue, and War Memorial Drive. The workshop was divided into two parts: Questions & Discussion and Visioning Charrette. Approximately 30 people attended the workshop and provided written and oral feedback.

#### Questions & Discussion

The Questions & Discussion portion of the workshop allowed participants an opportunity to discuss current issues and concerns, identify potential projects, and reinforce the existing assets of the corridor and community.

#### Visioning Charrette

The second half of the Corridors Workshop consisted of a Visioning Charrette. Participants were assigned to a smaller breakout group, and each group was provided a set of markers and a large map of the three commercial corridors. Over the course of an hour, each group worked as a team to draw their vision for the three commercial corridors.

## Priority Issues & Concerns

During the course of the outreach activities, participants expressed a wide range of responses. Nevertheless, there were common issues and areas of concern that were frequently discussed. These key issues have been aggregated and summarized below.

### Parking

The issue of parking was a consistent theme that emerged from each outreach activity. Participants are generally divided into two camps: those that feel there is an overall lack of parking in Downtown and along Prospect Road, and those that feel the mix of on-street and off-street parking is sufficient, but navigating the various private and public lots poses a significant challenge. Parking has risen as a defining issue in so much that some community members fear potential consumers are traveling to other regional commercial destinations, while others see the limited parking availability as a deterrent to future development.

### Streetscape & Visual Appeal

Participants identified a desire for coordinated streetscape improvements along the Village's corridors with special focus on the northern portion of Prospect Road, between Lake Street and Glen Avenue. While participants recognized the value of recent improvements including pedestrian street lighting, benches, and trash receptacles, comments highlighted the piecemeal approach to these improvements which has created somewhat of a disjointed appearance along Prospect Road. Participants cited the desire to reconfigure the number of lanes of Prospect Road; rethinking the use of Prospect Road right-of-way. The road reconfiguration could provide reduce the number of travel lanes and the additional space could accommodate a comprehensive streetscape plan to include uniform design of signage, street lightning, tree placement, site furnishings, sidewalk and intersection treatments, and bike lanes. It was also noted that bike facilities, circulation, and access should be a priority within future projects to improve the Village's overall bike network and leverage Peoria Heights' historic ties to bicycle manufacturing.

With regard to Glen Avenue and War Memorial Drive, it was noted that while the roadways function well, there is no indication that one has arrived at Peoria Heights. It was noted that neither roadway appears "inviting" when entering the Village.

## Land Use Mix & Housing

Participants were concerned that the corridors, particularly Prospect Road, lacked a healthy mixture of land uses. The downtown currently consists of mostly restaurants and a mix of small office users and retailers. Participants indicated a perception that this use mix limits activity within the downtown to the afternoon and evenings and caters to higher income users.

It was noted that Peoria Heights' housing stock exists at price points serving the lower and upper income groups within the community, but there may be limited housing options for middle income households. The mix of businesses and limited housing options were perceived as barriers preventing younger professionals and middle-income families from moving to the Village. Downtown Peoria Heights was identified as the most desirable target for such housing.

Conversely, some participants feel that the existing housing and shallow lot depths on War Memorial Drive is preventing the potential expansion of commercial uses on the corridor. It was noted that there may have been missed opportunities by the Village and/or private developers to acquire available homes and consolidate parcels for development.

## Need for Lodging

Another key theme that emerged from several public discussions is the need for lodging accommodations within the Downtown portion of Prospect Road. Participants highlighted the Village's reputation as a regional destination for fine dining and shopping, as well as the location of several large businesses, which may support multiple bed and breakfasts or a boutique hotel. The location of lodging within walking distance of local restaurants and shops would also increase the potential to attract visitors from outside the region who would require overnight accommodations for a weekend trip.

## Pedestrian & Bicycle Mobility

Non-motorized transportation and mobility rose as a key issue during the outreach process. Participants cited the need to improve walkability and to improve pedestrian and bike safety on the commercial corridors, especially on War Memorial Drive.

Throughout all corridors, participants believed that improving traffic crossings, such as installing lighting on stop signs, would be beneficial. It was noted that crossing roadways at night and on snow days can be treacherous, resulting in too many "close calls." Additionally, some participants cited a desire to install trailheads with parking facilities to provide a direct connection between Prospect Road and the Rock Island Greenway for vehicles, pedestrians, and bicyclists.

## Other Issues & Concerns

Although many comments were concentrated within the key themes identified above, additional issues impacting Peoria Heights' commercial corridors were discussed throughout the various outreach activities. These themes include:

### Marketing Peoria Heights

While Downtown Peoria Heights is solidifying itself as a regional restaurant destination, several participants identified a greater need to market the Village and its commercial areas as a travel destination. In relation to these comments, participants indicated a desire to encourage businesses to extend their hours to accommodate patrons who spend time in the Prospect Road corridor after eating dinner. Participants also noted that greater publicity should be given to the local school district, which is considered one of the best in the region, as a way to attract families to move into the Village.

### Village Support

Participants, many of whom are local businesses owners, overwhelmingly cited positive experiences working with the Village. Nevertheless, some participants feel the Village can do more to both support existing businesses as well as mobilize development and redevelopment of underutilized sites. This includes the need to offer additional incentives and be proactive about potential development opportunities.

## Potential Projects & Actions

Participants brought forth various projects or actions to both address the issues identified above as well as provide general improvements to the corridors. The responses included a broad range of ideas; however, the most frequently cited improvement strategies include:

### Parking Improvements

Participants highlighted the need to expand current parking capacity by allowing on-street parking on side streets and creating diagonal on-street parking on the downtown portion of Prospect Road. Better and increased signage should also be added to efficiently direct motorists to public parking facilities.

### Development & Redevelopment

Participants strongly emphasized the desire to increase activity in the downtown portion of Prospect Road through redeveloping the former PABST site and nearby vacant lots. Specifically, participants envisioned a mix of commercial and residential development in downtown Peoria Heights, as well as additional housing options to be offered within the commercial corridors.

### Intersection Improvements

Participants highlighted potential intersection improvements sites to improve general traffic safety. Key intersections of note include the intersections of Prospect and Duryea; Prospect and Kelly; Prospect, Marietta, and the Rock Island Greenway; and War Memorial Drive and Prospect. Changes include adding traffic signals and increasing pedestrian safety through improved signage and pavement markings/crosswalk indicators.



## Streetscape & Corridor Design Improvements

The three commercial corridors were cited as being disjointed and visitors tend to be uncertain when they have entered the Village of Peoria Heights. This led to an emphasis on designing and installing streetscape treatments and gateways throughout the three commercial corridors. These streetscape treatments could be achieved through developing streetscape plans for each corridor as well as a drafting comprehensive design guidelines to ensure future development and infrastructure improvements maintain and enhance the existing built form.

## Greenway Connections

Participants would like to improve and enhance access to the Rock Island Greenway and better integrate it with the Village's commercial corridors. Some suggestions included trail extensions, improving the aesthetic of businesses along the greenway, and the construction of trailheads at Duryea, Moneta, and Columbia.

## Community Strengths & Assets

In order to acknowledge the existing positive attribute of the corridors and ensure they are preserved and enhanced, participants identified primary strengths and assets that add to the quality of life within Peoria Heights and its commercial corridors. These are categorized and listed below:

## Location & Access

- ▶ Walkable
- ▶ Sidewalks with street parking
- ▶ Traffic flow
- ▶ Proximity to trails and greenway
- ▶ Plenty of recreational opportunities
- ▶ Bike stop at the end of Duryea Avenue
- ▶ Senior living area
- ▶ Proximity to County Market
- ▶ Proximity to Grandview Drive
- ▶ Proximity to a large population

## City Facilities & Services

- ▶ Tower Park
- ▶ Free parking
- ▶ Ease of doing business with the Village
- ▶ Village is committed to growth through businesses
- ▶ Safe area in the immediate 2-4 blocks of downtown

## Appearance & Identity

- ▶ Reputation for a lively restaurant scene
- ▶ Outdoor dining for restaurants
- ▶ Variety of unique retails, shop, and eatery
- ▶ Locally-owned businesses
- ▶ Great / rich history in area
- ▶ Look and feel of downtown
- ▶ Small-town feel
- ▶ Existing historical blocks



## PAST PLANS, STUDIES & REPORTS

This section contains an overview of local and regional past plans and studies. The goal of the **Peoria Heights Commercial Corridors Master Plan** is to build upon the Village's past plans and studies, and ensure existing community policies and goals are integrated within the Plan where applicable. This section also evaluates past plans for inconsistencies, the relevance of previously collected data, and gaps in data which must be corrected as part of this planning process.

### Village of Peoria Heights Vision Document (2009)

The Village of Peoria Heights Vision Document serves as the comprehensive plan for the community. It provides an overview of demographics within the Village, a review of housing, household income, and property values. The Vision Document presents the findings of a SWOT analysis and community-wide survey.



Based on this information, a vision for the Village was created, with a focus on five core vision statements:

- ▶ Peoria Heights is an independent, geographically cohesive community of choice with a distinct identity and high quality of life.
- ▶ Residents take pride in their safe community, are able to walk to many destinations, and enjoy the beautiful scenery and well-maintained neighborhoods.
- ▶ Business, tourism, and recreational opportunities are located along the Illinois River, Prospect Avenue, and Galena Road.
- ▶ Its businesses serve residents' daily needs as well as shopping attractions for tourists.
- ▶ It has a cultural area that helps promote arts, sciences, and vocational training.

Each vision statement includes supporting goals, objectives, and action steps aimed at achieving the vision. Among the objectives that pertain to the **Peoria Heights Commercial Corridors Master Plan** include upgrading streets and sidewalks, adding sidewalks along all streets, attracting commercial enterprise, promoting Tax Increment Financing (TIF), and creating an arts district off of Prospect Road.

## Envision HOI: Heart of Illinois Long Range Transportation Plan (2015)

The Envision HOI: Heart of Illinois Long Range Transportation Plan serves to guide transportation planning and funding for the Greater Peoria Area and consider a 20-year timeline. Envision HOI presents a number of transportation goals and strategies that address safety, security, and public health; an efficient and resilient transportation system; accessibility and multi-modal connectivity; environmental sustainability; and economic vitality. Short-term projects (0-6 years), which may affect the function of corridors within project area, include the replacement of the McCluggage Bridge. Long-term projects (11-25 years) identified within Envision HOI include improvements to Prospect Road between the north Village boundary and East War Memorial Drive and improvements to East Glen Avenue between Prospect Road and Knoxville Avenue.



## LAND USE & DEVELOPMENT

The existing land use along the three commercial corridors primarily consists of commercial and office uses. However, there are residential, industrial, public/semi-public, and vacant properties spread throughout the commercial corridors. Stable residential neighborhoods bound the commercial corridors from north of Glen Avenue, west of Prospect Road, north of War Memorial Drive, and from City of Peoria in the east. Also, there is a concentration of vacant properties located at the former PABST site, which is between the Rock Island Greenway, Duryea Avenue, and Prospect Road. There is one park (at Glen Avenue and Prospect Road) and a school (along War Memorial Drive) within the commercial corridors.

Over the years, Glen Avenue, Prospect Road, and War Memorial Drive have developed into three distinct corridors with different purposes and physical characteristics due to traffic patterns, changes in market trends, economic vitality, and architectural styles. As a result, land uses vary in each commercial corridor in terms of building placement, styles, heights, materials, and setbacks. In several instances, there are land use conflicts characterized by incompatible land uses, lack of pedestrian/vehicle connectivity to adjacent sites, and insufficient screening or buffering between different land uses.



## Existing Land Use

### Residential

#### Single Family

Several pockets of single family homes are located throughout the three commercial corridors. These homes are incompatible with the dominant uses found along the corridors such as commercial and offices. However, they do not increase traffic conflict along the commercial corridor because they have rear alleys for vehicular access. It should be noted that there are a portion of businesses occupying single family homes in the commercial corridors. They are designated as Single Family Conversion in the Existing Land Use Map.

### Commercial

Commercial uses include: commercial service/retail, sit-in restaurants, fast food restaurant, mixed-use, strip commercial, and single family conversion. These classifications are intended to reflect the existing composition and uses within the commercial corridor. They are not intended to define specific industry categories.

#### Service/Retail

Commercial service/retail is a land use where the primary use is selling of services or merchandise. This land use can be found throughout the commercial corridors. Examples include, barber shops, banks, antique shops, pharmacy, florist, and grocery stores.

#### Dining

Dining includes food-related establishments that offer table services. Examples along the commercial corridors include, Jim's Bistro, The Publik House, Seven on Prospect, and Gebby's Family Restaurant.



### Café

Cafés are establishments that primarily serve coffee, drinks, and snacks. They are also considered as social gathering places among residents and visitors. Leaves n’ Beans Coffee on Prospect Road and Samuel Avenue is the only café that is within the commercial corridors. There is a Starbucks northeast of War Memorial Drive and Prospect Road, but it is just outside of the study area.

### Fast Food Restaurant

Fast food restaurant are food establishments that specifically accommodates vehicles traveling through War Memorial Drive and Prospect Road. There are two standalone fast food restaurants in the commercial corridors, including a McDonald’s at the intersection of War Memorial Drive and Prospect Road and a Subway, which is located on Prospect Road and Sciota Avenue.

### Mixed-Use

Mixed-Use is a category that applies to building complexes containing multiple land uses within. Mixed-Use structures can mostly be found on Prospect Road between Duryea and Seiberling. It should be noted that the majority of mixed-use structure only contain different types of commercial uses. There are a few mixed-use structures, particularly the two-story structures, contain residential uses on the upper floor.

### Strip Commercial

Strip Commercial are integrated developments that contains a wide range of commercial and office uses. Examples include offices, restaurants, fast food restaurants, and commercial retail and services.

### Single Family Conversion

This commercial land use pertains to businesses that operate within a single family home. They can be found along Prospect Road where they are between commercial establishments and single family homes.



## Office/Industrial

This category includes offices and industrial properties. Although these uses can be found throughout the commercial corridors, they are more concentrated near the intersection of Rock Island Greenway and Prospect Road.

### Office

Office includes professional spaces for companies that are not engaged in on-site sales. Examples of offices along the commercial corridor are medical and law offices, dentistry, insurance, and financial groups.

### Light Industrial

Light industrial includes light manufacturing plants, warehouses, moving and storage units, and distribution. These uses tend to occupy in a large-scale setting. Also, uses within this category tend to generate higher volume of employees and truck traffic than other land use categories do. Examples along the commercial corridor include storage units and light manufacturing plants.

## Public/Semi-Public

This category includes religious institutions, public facilities, and parks and trails. While these land uses do not constitute a significant portion of the commercial corridors' development, they generate activity and impact the commercial corridors' traffic flow and circulation patterns.

### Religious Institutions

Religious institutions include churches and places-of-worships. Examples include the Peoria Heights Congregational Church on Glen Avenue and Prospect Road, Living Rock Assembly on Duryea Avenue, and Grandview Masonic Lodge on Division Avenue and Prospect Road.

### Public Facilities

Public facilities include properties owned and operated by the Village of Peoria Heights and the local school district. The Village of Peoria Heights has its administrative offices and fire station located within the Village Hall at Glen Avenue and Prospect Road. The Village also has a police station located at Sciota Avenue and Voss Street. The Peoria Christian Middle School is located just north of War Memorial Drive and Monroe Avenue. The school has its own parking lot. Vehicles can enter the parking lot from Monroe Avenue and exit at Division Avenue.



## Parks & Trails

Tower Park is the only park that is located along the commercial corridors. It is at the northeast corner of Glen Avenue and Prospect Road. Tower Park is adjacent to the Village Hall and it features an open plaza with a large water fountain to host community events and a 200' tall water/observation tower. Additionally, the Rock Island Greenway/Trail, a regional trail extending from City of Peoria to Princeville, passes through Prospect Road and Glen Avenue. There is a planned trailhead between the Rock Island Greenway/Trail and Duryea Avenue.

## Other

### Vacant / Undeveloped

Vacant/undeveloped parcels are lots that do not have an active use and are suitable for future redevelopment. Vacant/undeveloped parcels are concentrated at the western end of War Memorial Drive and the former PABST site. The former will likely to be developed as commercial retail/service complexes while the latter to be developed as a mixed-use complexes. Both redevelopments' character should be consistent with that of the surrounding areas. Also, there is a vacant parcel on Duryea Avenue and adjacent to the Rock Island Greenway/Trail. This parcel is will likely be to be developed as a trailhead.

### Public Parking

In addition to on-street parking facilities, there is a Village-owned parking lot just west of Duryea Avenue and Prospect Road. It provides parking for business patrons of the downtown area.

### Utilities

Supreme Radio Communications, Inc. owns and operates two radio antenna towers at Hazard Avenue and Prospect Road. The facility has vegetation to partially screen its towers from adjacent residential properties.

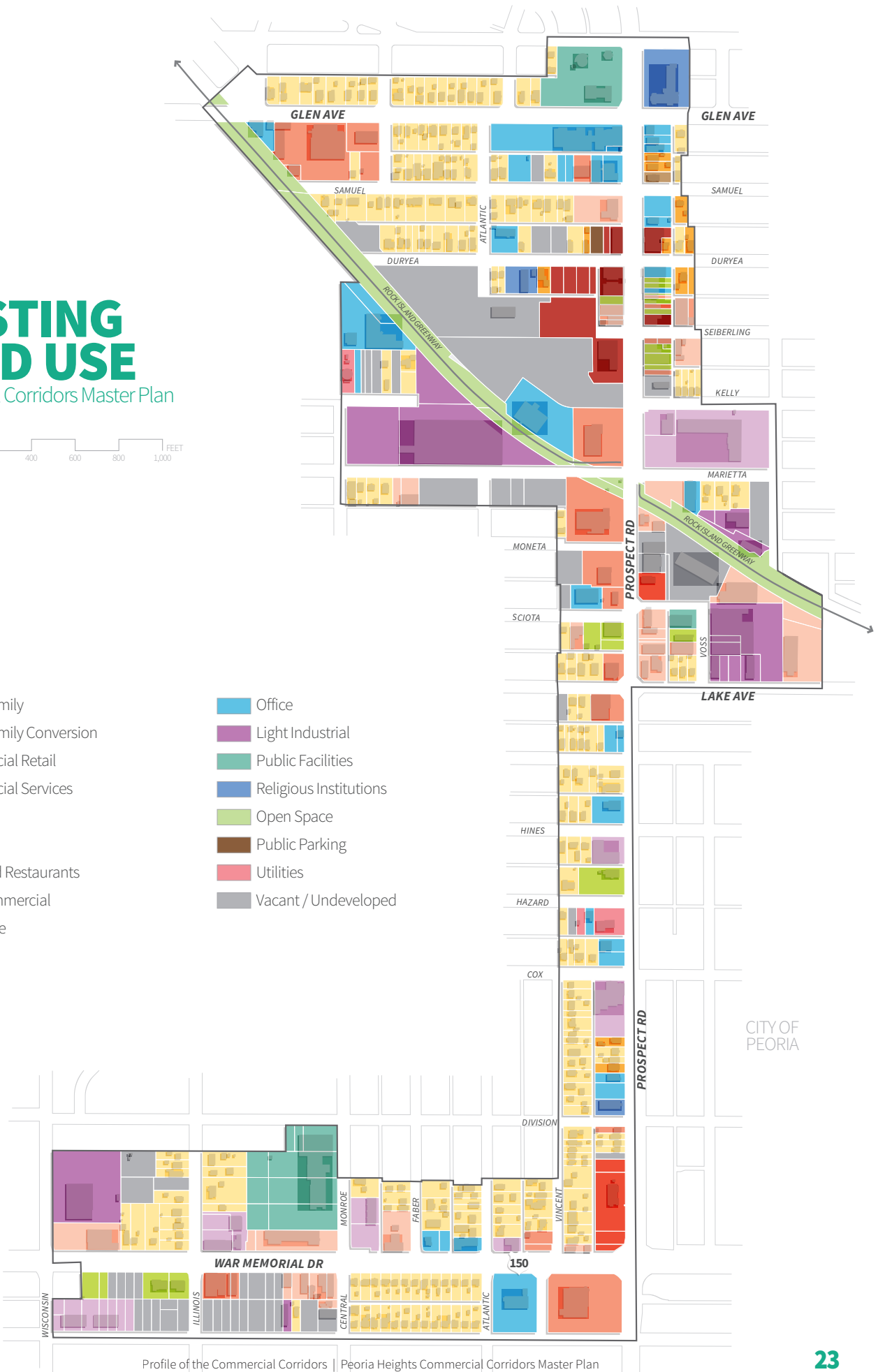


# EXISTING LAND USE

## Commercial Corridors Master Plan



- |                          |                        |
|--------------------------|------------------------|
| Single Family            | Office                 |
| Single Family Conversion | Light Industrial       |
| Commercial Retail        | Public Facilities      |
| Commercial Services      | Religious Institutions |
| Dining                   | Open Space             |
| Cafe                     | Public Parking         |
| Fast Food Restaurants    | Utilities              |
| Strip Commercial         | Vacant / Undeveloped   |
| Mixed-Use                |                        |



## CURRENT ZONING, SIGNAGE & DEVELOPMENT CONTROLS

Development controls such as the Village’s municipal zoning code and sign ordinance provide the legal framework to regulate the built environment. This section provides a summary and assessment of the various development controls that shape the land use and character of Peoria Heights.

### Peoria Heights 1970 Zoning Ordinance (Amended 1993, 1996, 2007)

Land use within the Village of Peoria Heights is regulated through the Peoria Heights 1970 Zoning Ordinance. The following provides a brief summary and analysis of the zoning districts within the Study Area. The **Peoria Heights Commercial Corridors Master Plan** study area includes six of the Village’s ten zoning districts. These include:

#### B-1 Central Business District

The B-1 District is limited to Prospect Road between the Rock Island Greenway and Kingman Avenue, which generally delineates downtown Peoria Heights. Permitted uses include general retail as well as residential uses. Unlike other zoning districts, the B-1 District restricts vehicular access from Prospect Road, which supports pedestrian safety and allows for a more continuous street wall. However, should a mixed use building with ground floor commercial and residential upper floors be proposed, it must comply with requirements for R-3. Utilizing the setback for R-3, for examples, would significantly alter the integrity of the street wall.

#### B-2 General Retail Business District

The B-2 General Retail Business District includes the length of Prospect Road from the Rock Island Greenway to War Memorial Drive, War Memorial Drive from Prospect Road to N Boulevard Avenue (with some R-2 on the southern side of the road), and several parcels on Glen Avenue. This District provides for slightly more intense uses than B-1; however, it applies the same bulk standards.

#### B-4 Low Impact Industrial District

The B-4 District is intended for businesses engaged in “clean” (low environmental impact) industrial and commercial uses. These uses include retail and commercial uses as permitted in C-1 and C-2, as well as light manufacturing, machinery, and assembly uses. The B-4 District is limited to the west side of Prospect Road between E Seiberling Avenue and E Marietta Avenue.

#### I-1 Industrial District

The I-1 District allows for the highest intensity of uses within Peoria Heights. Areas adjacent to the former rail tracks, now the Rock Island Greenway, are generally zoned I-1. Manufacturing, fabricating, assembly and processing of materials, articles and products, are subject to the performance standards of the I-3 District of the Peoria County Zoning Ordinance; however, the Peoria County UDO has been updated and now includes only I-1 and I-2 Industrial Districts.

## R-2 Medium Density Residential District

This zoning district is intended for single-family residential buildings and two-family dwellings.

## R-3 Multi Family Residential District

The R-3 district is intended to provide housing density, while preserving the Heights Water-Observation Tower as the dominant landscape features.

## Land Use/Zoning Conflicts

The project area includes several parcels that have conflicting existing land uses and zoning designations. In general, the Village of Peoria Heights Zoning Map designates a majority of the parcels along the corridors within the study area as commercial, which will aid in the gradual conversion of residential uses into commercial uses that are more suitable for higher volume roadways. However, the Rock Island Greenway is still classified as industrial (I-1), while the southwest corner of Prospect Road and War Memorial Drive, which contains a Walgreens, is designated as residential (R-2).

## Parking Requirements

Off-street parking and loading is regulated by Section 15 of the Zoning Ordinance. Generally, the Village's current parking standards are in line with current development practices, and the ordinance makes exceptions to the parking requirements for establishments within the B-1 District, which supports the character of the downtown area. Nevertheless, the ordinance does not include provisions for off-street parking dimensions, shared parking facilities, or bicycle parking.

## Restricted Parking

Schedule P of Ordinance No. 996 defines areas of restricted parking on the public right-of-way. All corridors within the Study Area contain some type of parking restriction. Restrictions generally regulate the time of day and length for permitted parking.

## Sign Code

The Village's Sign Code (Ordinance No. 2015-1450) regulates signage within the Village limits. The purpose of such regulations is to manage the character of both on- and off-premise signs as well as provide for the safety of the general public. The code:

- ▶ Permits signs in all residential zoning, commercial, and industrial districts;
- ▶ Requires all non-conforming land uses to comply with the sign code;
- ▶ Limits off-premise signs as a special use to B-2, B-3, B-4, and I-1 Districts;
- ▶ Permits billboards up to 672 square feet in size.

## Landscaping Requirements

While the Zoning Ordinance requires site plans for all districts except for R-1, R-2, and I-1 to include landscaping, it does not include regulations for the type, placement, or any other specific provisions for landscaping. This includes a lack of specific landscaping requirements for parking areas as well.

## EXISTING TRANSPORTATION & MOBILITY

The three commercial corridors include a comprehensive multi-modal transportation network. This network provides transportation options for vehicles, transit, bicycles, and pedestrians. This section includes a summary and assessment of the unique components within the Village's transportation network.

### Regional Comparisons

The Tri-County Regional Planning Commission has placed an emphasis on active transportation and public health. And while no community within the Peoria-Pekin MPA has officially adopted a Complete Streets policy, several are beginning to incorporate complete streets strategies. The City of Peoria and Peoria County are striving to increase the number of trail miles through the extension of the Hanna City Rail Trail, while Washington, Tazewell, and East Peoria all have plans to construct pedestrian and trail facilities within the next three years.

### Public Transportation

The study area is served by two bus lines operated by the Greater Peoria Mass Transit District through their CityLink system. The #12 Heights route travels between downtown Peoria and the Northwoods Mall along Prospect Road and Glen Avenue. The #14 Wisconsin route also travels between downtown Peoria and the Northwoods Mall, but its route travels on War Memorial between California and Monroe, on Monroe Avenue to Lake Avenue, and west on Lake Avenue.

The condition of the bus stops along the two study area routes varies. While the stops are accessible via sidewalks, the placement and design of the bus stop signs render stops difficult to locate. Further, half of stops are not equipped with either a bench or shelter.

## Existing Street System

Peoria Heights consists of a robust roadway system that is oriented in a grid pattern. This allows for high levels of connectivity and access throughout the Village. Further, a large number of Village blocks include alleys, which provide direct vehicular access to residents and businesses from the rear of the property, and limits curb cuts on adjacent roadways.

## Functional Classification

The roadway system in Peoria Heights consists of a variety of street types that serve varying functions. The functional classification of a road describes the character of the service intended for the roadway and degrees of travel mobility. Overall, a roadway system should include a balance of mobility and access. Within the Study Area, the Peoria Heights roadway system includes the following classifications as defined by the Illinois Department of Transportation (IDOT):

### Principal Arterial: War Memorial Drive

- ▶ Accommodates large volumes of traffic and provide less provisions for adjacent land access
- ▶ Includes limited traffic controls
- ▶ Travel is intended to be at higher speeds and longer distances

### Minor Arterials: Prospect Road, Glen Avenue

- ▶ Accommodate quickly moving, higher volumes of traffic, but adjacent land use access is more common
- ▶ Typically continuous through a community and connect to other communities and principal arterials
- ▶ Travel is intended to be at moderate speeds and for longer distances

### Major Collectors: E Lake Avenue, Wisconsin Avenue/N Boulevard Avenue

- ▶ Accommodate an even distribution of mobility and access
- ▶ May be continuous through a community and their function is to connect arterials to local roadways
- ▶ Travel occurs at lower speeds and shorter distance than arterials

### Local Roads: all other streets

- ▶ Accommodate local traffic with direct access to local land uses
- ▶ Typically are not continuous through a community and connections to arterials are limited
- ▶ Travel speeds and volumes are low

## Truck Traffic

Truck traffic on Prospect Road and Glen Avenue is generally limited to local delivery of goods and services. However, War Memorial Drive carries approximately 1,475 trucks each day between Prospect Road and Wisconsin Avenue. As State Highway 150, War Memorial Drive will continue to serve as a key regional truck route.

## Traffic Control

The State currently controls the traffic signals along War Memorial Drive through Peoria Heights. The Village has some signalized intersections that it maintains, including both traffic lights and stop-control intersections. Given the high traffic and pedestrian volumes on Prospect Road, the Village may need to conduct detailed traffic counts and warrant analyses to determine if additional signals or stop signs should be installed for intersections within their jurisdiction.



## Bicycle & Pedestrian Facilities

### Sidewalks

All roadways within the three commercial corridors include sidewalks. These include a combination of parkway and carriage walks. Parkway, as well as those that utilize on-street parking to buffer pedestrians, offer a more comfortable pedestrian experience. Conversely, carriage walks, which place the pedestrian directly adjacent to vehicular travel lanes, do not provide any buffer between pedestrians and high-volume, fast-moving traffic. This occurs on the southern portions of Prospect Road and portions of War Memorial Drive and Glen Avenue, which creates a negative pedestrian experience. It's worth noting that in several locations throughout the three commercial corridors sidewalks appear to be less than five feet in width. These narrower sidewalks should be improved to allow for better access and flow for pedestrians walking along the corridors.

### Trail System

The Rock Island Greenway serves as the backbone to the region's trail system. The trail extends 13 miles from the Rock Island Trail in Alta, south to downtown Peoria. The trail travels for 2.3 miles through Peoria Heights, crossing Prospect Road and Glen Avenue.

### Bicycle Facilities

Areas within the Peoria Heights do not include marked on-street bike facilities; however, IDOT classifies major roads according to the suitability for cycling (bicycle level of service). According to IDOT, Glen Avenue, although unmarked, is considered a suitable bike route between Grand View Drive and the Rock Island Trail. IDOT advises bicyclists to use caution along Prospect Road and does not recommend cycling on War Memorial Drive. As far as bicycle storage facilities, most private businesses do not have bicycle parking; however, there are several bike racks that are included within the downtown streetscape on Prospect Road.



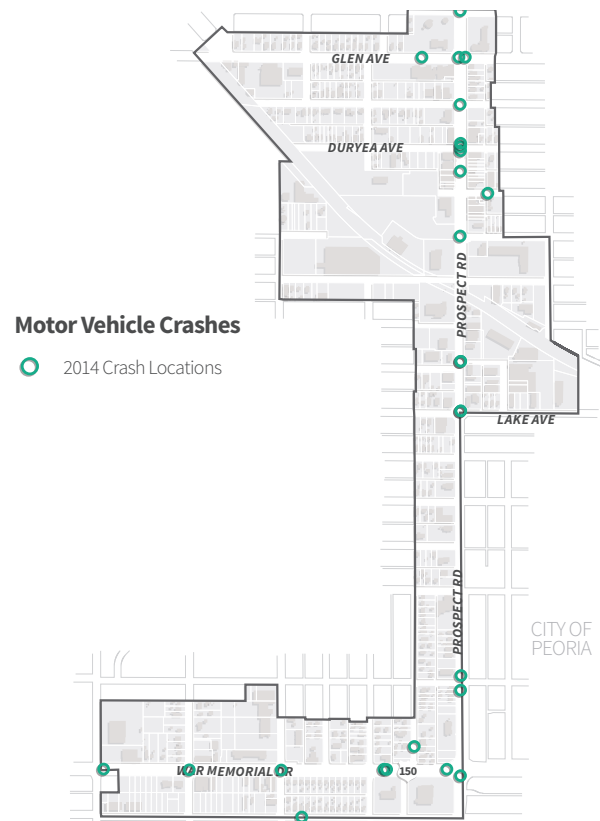
## Safety & Accessibility

### Accident Data

In 2014, Peoria Heights reported 106 crashes involving 198 vehicles and 2 bikes. One bicycle vs. truck crash resulted in the death of a young boy riding his bike across War Memorial Drive at Illinois Avenue. 2014 numbers, as listed by the Illinois Department of Transportation, also show an increase from previous years, in 2013, the Village reported 93 crashes; 96 crashes in 2012; and 91 crashes in 2011. While these numbers reflect the Village overall, data indicate a number of crashes occurred within the project boundaries. Most notably, three crashes occurred at the intersection of Prospect Road and Duryea Avenue, while Prospect Road experienced several other crashes in Downtown.

### Intersection Safety & ADA Accessibility

There are many areas throughout the commercial corridors where sidewalks, curb-ramps, and crosswalks do not meet current ADA/PROWAG (Public Rights of Way Accessibility Guidelines) guidelines for accessibility. Examples of noncompliance include insufficient sidewalk widths, longitudinal slope in excess of 5%, cross slope in excess of 2%, curb ramp layout, slope and tactile surface, ramps without level landings, and insufficient pavement striping.



*DISCLAIMER: The motor vehicle crash data referenced herein was provided by the Illinois Department of Transportation.*

## MARKET INFLUENCES & OPPORTUNITIES

While each of the commercial corridors generally shares a common market area they do not necessarily have the same development potentials. Traffic counts, exposure, access, infrastructure, physical site conditions, and related influences drive the type of development and ability to capture market potential. In addition, some sites and locations are not well suited for particular uses based on adjacent land uses as well as the Village's overall vision for specific sites.

There are several factors that will influence future investment and development/redevelopment within the **Peoria Heights Commercial Corridors Master Plan** study area as a whole.

## Population, Income & Employment

The market area population has and is projected to continue to grow, albeit slowly over the next several years. Of significance is that by 2020, projections indicate that there will be over 300,000 people living within 30 minutes of **Peoria Heights Commercial Corridors Master Plan** study area. An increase of approximately three percent. Median Household incomes are projected to increase by more than 13% over that same time period, going from \$53,765 to \$61,442. During this same ten year time period, median age of the population is projected to have increased with the largest increase occurring in age cohorts over 65.

On a typical day, there are over 50,000 workers within a ten minute drive and more than 100,000 within twenty minutes representing a wide variety of professions and incomes. Each of these individuals spends money on a daily basis. While some both live and work in the Village, others are bringing dollars into the local economy from other areas of the region. This represents opportunities to for the Village and businesses to capitalize on an active day time population that augments Peoria Height's evening and weekend restaurant and entertainment business. Of additional note, while employment levels throughout Peoria County are below their peak in 2007, they are beginning to return to pre-recession levels. Despite a slight decline between 2011 and 2013, there were approximately 800 more jobs in the County in 2014 than in 2004.



## Housing

The majority of housing in Peoria Heights consists of owner occupied single family detached units, however, the percentage of single-family development relative to the total housing stock is lower closer to the study area. The housing market is relatively stable within the community relative to price points, rents, and vacancy. There are indications of demand for quality age targeted housing. This includes product that is targeted toward empty-nesters, seniors, and young professionals as either rental or for-sale units. This is reflective of an older demographic that wishes to remain in the community and “age in place” as well as younger individuals and new families locating to the area for employment. Depending on the location this may include condominium units, apartments or attached rowhomes/townhomes. Locations that are or can be positioned for mixed-use development, multi-family and residential above commercial uses have additional potential as well.

Although product may be marketable and positioned for a range of income levels, the Village should work with developers and property owners to ensure that existing and future development is in keeping with the type of quality that can serve to catalyze additional reinvestment including covered/enclosed parking where feasible.

## Commercial

According to consumer expenditure data compiled by ESRI Business Analyst and a comprehensive inventory of existing uses, the retail market area is fairly saturated. However, these indications are not unusual within areas that serve as a larger destinations for retail, dining and entertainment. These figures do underscore the importance of additional due diligence and planning on the part of the Village, property owners and developers to position key sites to be able to capture a proportionate share of market.

Peoria Heights’ potential is enhanced by the aforementioned active daytime population combined with its reputation and synergy of existing destination uses. Ensuring that new development capitalizes on synergies and complements rather than competes with existing uses is key to a successful future of the study area. While large scale standalone office development is not envisioned for the study area, professional offices space and services uses may be incorporated into development plans.

# 03

## ACTIONS & STRATEGIES

- 34** Land Use & Development
- 42** Access & Connectivity
- 50** Parking
- 54** Streetscaping & Beautification



E SEIBERLING

PECORIA HEIGHTS  
ILLINOIS

WARNING  
  
BUSINESS WATCH  
SEE BUSINESS AND RESIDENTS  
FOR BUSINESS AND RESIDENTS  
IN REPORT SUSPICIOUS ACTIVITY  
PEORIA HEIGHTS  
POLICE



## LAND USE & DEVELOPMENT

This section provides land use and development recommendations based on an assessment of existing conditions and market potential, previous planning efforts, input from residents and business owners, and best planning practices. The Land Use & Development section includes:

- ▶ Character Area Framework
- ▶ Redevelopment Opportunities

### Character Area Framework

This section describes the overall land use vision for the **Peoria Heights Commercial Corridors Master Plan** through several land use character areas. Each character area includes a description of the intended design, nature, and intensity of land use for a given area.

## ECONOMIC & MARKET VIABILITY

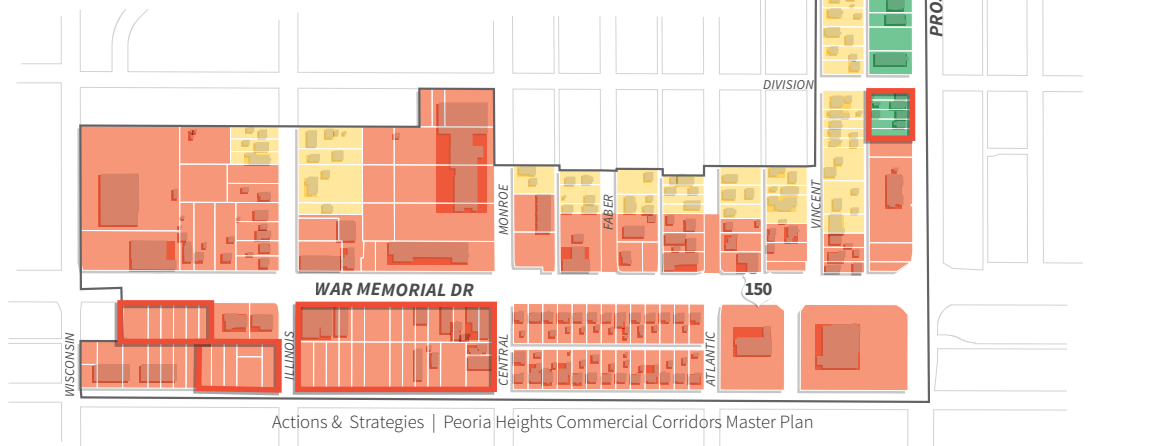
**Development potential is not just related to site capacity and the physical environment. It is equally imperative that market support exists for indicated end uses and that economic conditions are conducive to facilitate development. To that end, data collection, research and analysis was conducted early in the process and utilized to inform plan recommendations. All recommendations contained in the plan, whether short- or long-term, are rooted in market and economic viability.**

# LAND USE & DEVELOPMENT OPPORTUNITIES

Commercial Corridors Master Plan



- Glen Avenue Commercial
- Downtown
- Downtown Periphery
- Local Office & Distribution
- Prospect Road South
- War Memorial
- Adjacent Residential
- Redevelopment Opportunity Site
- 1 Catalyst Site 1 (see page 40)
- 2 Catalyst Site 2 (see page 41)





## Glen Avenue

The Glen Avenue Character Area includes the parcels adjacent to Glen Avenue, situated between the Rock Island Greenway and Village Hall. Higher traffic volumes along the corridor may lead to the conversion of existing residential homes to commercial uses as desirability of living on the busy roadway has likely diminished. Commercial development should continue to be of a scale, intensity, and design that complement adjacent homes and the surrounding residential neighborhoods. Parking should be provided to the rear of buildings or within the side yards, well-screened from adjacent residential uses. Further, parking requirements should be reduced and curb cuts to Glen Avenue should be limited through the use of shared parking and cross access between adjacent non-residential uses.

## Downtown

The Downtown Character Area has the opportunity to build upon its current success and expand its boundaries to provide additional commercial and residential development that contribute to a lively, walkable environment. The Character Area includes retail, restaurant, and service uses on the ground floor with office or residential units on upper floors. In addition to the traditional vertical mixed-use as described, stand-alone commercial uses, or high density multi-family and single-family attached residential structures, are also acceptable uses depending on market viability. Buildings should range between 2-4 stories in height, with parking lots located to the rear of buildings, accessed via alleys and side streets or off-site at centralized parking locations. These centralized parking locations can be shared parking lot facilities provided by private property owners or a Village-owned public parking lot.



## Downtown Periphery

Structures within the Downtown Periphery Character Area will have a similar scale as Downtown, but will cater to both pedestrian and auto-oriented uses. Current development in the area varies in lot size, building placement, architecture, and land use. Redevelopment should seek to provide uniform setbacks and high quality architecture, while parking lots should be located to the rear or side of buildings and softened with perimeter and interior landscaping.

## Local Office & Distribution

While Prospect Road and War Memorial Drive provide commercial and retail opportunities, areas to the west of Prospect Road and along Marietta Avenue can accommodate offices and distribution facilities. Uses may include professional offices, research, and light industrial applications. Structures should be a single office building complex or several buildings incorporated into a “campus-like” setting. Structures should be between 2-5 stories in height, with centralized parking facilities and pedestrian access to Downtown areas and the Rock Island Greenway.

## Prospect Road South

Businesses in the Prospect Road South Character Area take advantage of steady traffic volumes to provide local commercial uses that typically serve the needs of residents and the immediate surrounding area. Uses along this stretch of the corridor should include restaurants, retailers, and professional offices. Parcels should accommodate a single commercial use, while others may host small multi-tenant shopping centers with shared parking areas. Residential to commercial conversions are appropriate for the area, and new commercial development should range between one and two stories in height to maintain compatibility with the adjacent neighborhood. Well-designed single-family attached and multi-family developments can effectively maintain the character of the corridor while providing housing to meet the needs of the community. Similar to Downtown, parking lots should be located to the rear or side of buildings, accessed via alleys and side streets.



## War Memorial

The War Memorial Character Area is designated as corridor commercial intended to accommodate larger shopping centers and developments that serve a more regional function, drawing on a customer base that extends beyond the Village limits. Corridor commercial areas may accommodate a mix of national retailers multiple stores within a commercial development that are linked by large shared parking lot areas. This character area should also include light manufacturing uses that are contained within an enclosed structure. On-site parking lots should be well-landscaped and include cross-access to maximize connectivity and reduce vehicular access drives along War Memorial Drive. Commercial uses within this area should be well-screened from adjacent residential uses and minimize their impact on side streets where feasible.

## Adjacent Residential

The adjacent residential neighborhoods within the project study area are predominantly single-family in nature. While the project study area includes single-family to commercial conversions, future conversions should be limited to the Downtown and Prospect Road South character areas. Established residential neighborhoods should be well-buffered and screened from commercial uses and higher density housing types should be encouraged to transition new development into the surrounding single-family neighborhoods.





## Redevelopment Opportunities

This section identifies several potential redevelopment opportunity sites throughout the project study area and two catalyst sites located near the heart of Downtown.

### Redevelopment Opportunity Sites

The Plan identifies several redevelopment opportunity sites made up of vacant/undeveloped parcels, underutilized uses/properties, and/or surface parking lots where redevelopment would have a significant positive effect on the appearance and functionality of the surrounding area. New development on these properties should be aligned with the recommended uses and character identified in the Character Areas Framework section.

The Village should actively work with property owners and developers to position these identified sites for new development. An important note, if these properties are redeveloped over time and existing parking spaces are taken offline, it will be important to offset such parking losses elsewhere through shared parking facilities and/or centralized public parking lots.

### Catalyst Redevelopment Sites

The Plan identifies two catalyst redevelopment sites selected to serve as a “model” or approach for future redevelopment throughout the project study area taking into consideration uses, built form, parking, connectivity, and transitions into the surrounding neighborhoods.

Catalyst redevelopment sites are “high-profile” redevelopment sites characterized by sizable lots, easy access, and high visibility. Investment and redevelopment on these sites will create positive momentum within the project study area, and signals to other developers and investors that a “tipping point” has been reached.

Catalyst Site #1

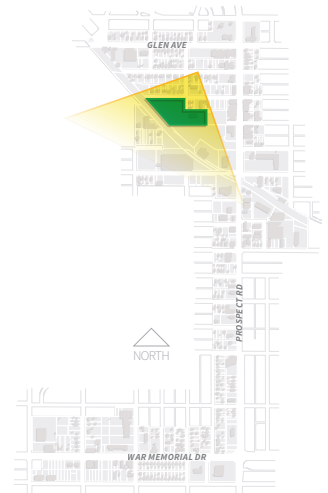
# OFFICE INFILL REDEVELOPMENT



- 1 Cross access to potential shared parking lot
- 2 Overflow parking area for Office and Downtown uses
- 3 Vehicular extension/ access point
- 4 Multi-use trail connecting Rock Island Greenway Trail to Downtown Peoria Heights
- 5 Rock Island Greenway

- 6 Proposed Office Infill Development (45,000 s.f – 2-3 floors)
- 7 Adjacent residential neighborhood
- 8 Limited vehicular access drive to Duryea Avenue
- 9 Proposed parking for infill office

- 10 Potential access walk connecting office developments
- 11 Existing office development
- 12 Shared parking for office and Rock Island Greenway
- 13 Proposed trailhead for the Rock Island Greenway

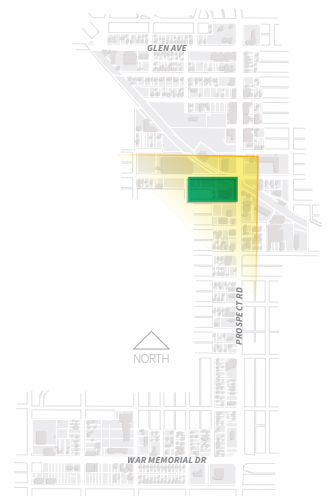


Catalyst Site #2

# MIXED USE BLOCK REDEVELOPMENT



- 1 Rock Island Greenway
- 2 Improved streetscape and sidewalk environment
- 3 Proposed mixed use development with groundfloor commercial and residential above (3 stories)
- 4 Proposed mixed use development with groundfloor commercial and residential above (4 stories)
- 5 Crosswalk improvements
- 6 Outdoor seating/café area
- 7 Open space / plaza
- 8 Cross access to potential shared parking lot
- 9 Parking for mixed use development
- 10 Townhomes (10 units)
- 11 Detached garages for townhomes
- 12 Parking lot for multi-family
- 13 Multi-family (2 buildings with 20 units total)
- 14 Crosswalk improvements





## ACCESS & CONNECTIVITY

The efficiency of a local transportation network is based largely upon its ability to provide access to and between destinations. Roadways should safely and efficiently move all forms of travel, including motor vehicles, bicycles, and pedestrians. As pedestrian safety and comfort is a critical component to thriving commercial areas, this section provides recommendations aimed at increasing access and connectivity for all modes of transportation, promoting safer, more walkable commercial corridors. The Access & Connectivity section addresses:

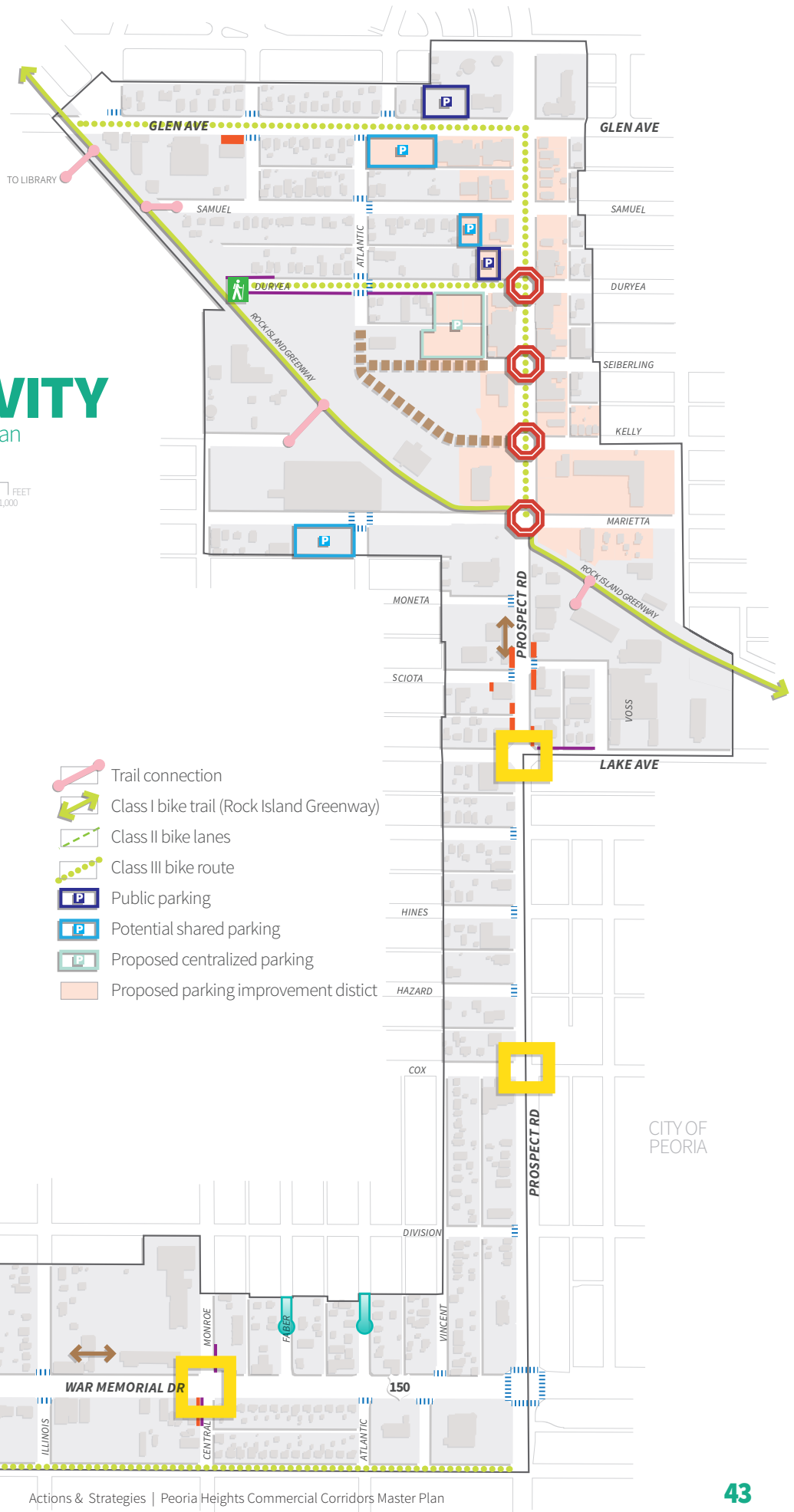
- ▶ Intersection Improvements
- ▶ Curb Cut Reductions
- ▶ Cross Access
- ▶ Crosswalk Enhancement
- ▶ ADA Improvements
- ▶ Signalization Change
- ▶ Sidewalk Extensions
- ▶ Roadway Extensions
- ▶ Roadway Cul-de-Sacs
- ▶ Rock Island Greenway Trailhead
- ▶ Trail Connections
- ▶ Bike Infrastructure

## COMPLETE STREETS

**Complete streets ensure all members of a community, regardless of age, ability, or mode of transportation, can travel safely to and from local destinations. In 2007, the State of Illinois adopted a complete streets policy that requires all IDOT projects to include safe walking and bicycling facilities in urbanized areas. While this policy only applies to IDOT projects and roadways, such as War Memorial Drive, the Village of Peoria Heights can implement complete streets strategies locally and improve streets throughout the community, including Prospect Road and Glen Avenue.**

# ACCESS & CONNECTIVITY

Commercial Corridors Master Plan



- Roadway extension
- Roadway Cul-de-Sac
- Sidewalk extension
- Curb cut elimination
- Cross access
- Crosswalk enhancement
- Intersection improvement
- Signalization change
- Trailhead

- Trail connection
- Class I bike trail (Rock Island Greenway)
- Class II bike lanes
- Class III bike route
- Public parking
- Potential shared parking
- Proposed centralized parking
- Proposed parking improvement district

CITY OF PEORIA



## Intersection Improvements

The safe and easy crossing of streets is integral to fostering a pedestrian-oriented environment. Common tools utilized to aid in safe crossing include signage, striping, countdown timers, and bump-outs. The type and intensity of tools used should vary based on the functional classification of the intersecting roadways, surrounding land uses, and type of pedestrian route.

## Pedestrian-Friendly Turning Radius

The turning radius at a particular intersection needs to accommodate both the intended vehicles and any people crossing the roadway. A wide turning radius facilitates fast turns by vehicles, while a narrow turning radius promotes a slower and safer turn by the vehicles. Intersections should be designed with the minimum compliant turning radius to be as compact as possible. On truck routes, designers should use the effective turning radius and allow turning to and from multiple receiving lanes.

## Prospect Road & Cox Avenue

The distance between Lake Avenue and War Memorial Drive is approximately a half mile, with no opportunities for pedestrian crossings between the two intersections. Cox Avenue is an opportunity to increase pedestrian mobility and safety, while cutting the distance between intersections in half through the installation of a high-visibility crosswalk with pedestrian-activated HAWK signal.

## Prospect Road & Lake Avenue

As the southern entrance into Downtown, the intersection of Prospect Road and Lake Avenue should have high-visibility crosswalk marking and increased turning radii to slow traffic and increase pedestrian safety.



## War Memorial Drive & Central Avenue/Monroe Avenue

With the proximity of Peoria Christian Middle School and increased commercial development, the Village should work with IDOT to reconstruct the intersection of War Memorial Drive & Central Avenue/Monroe Avenue. The intersection should include high-visibility continental crosswalks and ADA-accessible sidewalks that can access the pedestrian-activated crosswalk signals.

## Bumpouts

Bumpouts, also called curb extensions, are pedestrian infrastructure that “bump out” into the right-of-way to reduce the distance that pedestrians have to cross, increase visibility for both vehicles and pedestrians, and slow vehicular traffic. Bumpouts already occur in several locations within Peoria Heights in a few cases along Glen Avenue and along Prospect Road in the Downtown area. Bumpouts should be considered for other intersection along Prospect Road and Glen Avenue, where right-of-way width and roadway configurations allow.

## Curb Cut Reductions

The Village has successfully eliminated several curb cuts along the commercial corridors; however, there are opportunities for increased consolidation. As new developments are proposed, the number curb cuts along the commercial corridors should be minimized. Curb cuts should be reduced through on-site improvements to circulation, including cross-access easements, the reconfiguration of parking stalls, and increased use of alleys and side streets for access.

Specifically, the 11 driveways from single-family residences on War Memorial Drive between Atlantic Avenue and Central Avenue are in close proximity to one another and result in a high number of potential conflict points and frequent breaks in the sidewalk network. The Plan recommends coordinating with IDOT and conducting a study to determine if residential properties fronting major arterial roads can be reconfigured to use alley access instead of relying on direct vehicular access to War Memorial Drive.



## Cross Access

Coordinated and efficient cross access allows convenient travel between adjacent commercial developments that front the commercial corridors. The intent of establishing an internal cross access network is to minimize the need for traffic to enter and exit high-volume traffic roads such as War Memorial Drive in order to travel to an adjacent commercial development. As new development occurs, the Village should work with property owners to create a coordinated cross access network. In addition, the Village should work with owners of existing developed adjacent sites to retroactively implement cross-access.

## Crosswalk Enhancement

Downtown Peoria Heights features brick crosswalks, which not only bring attention to the pedestrian space but also promotes a unique sense of identity. To further increase the safety of pedestrians throughout the study area, the Village should stripe high-visibility continental or zebra crosswalks at unmarked intersections, as well as upgrade existing standard crosswalk markings to high-visibility crossings.

## ADA Improvements

As the Village reconstructs roadways and sidewalks, it must adequately address people who have disabilities for project planning, design, construction, and operations. While existing sidewalk facilities in the public right-of-way meet the minimum standard for wheelchair passage (36 inches), the large majority of sidewalks on War Memorial Drive and the southern end of Prospect Road do not provide additional width for maneuvering or others to pass. Further, several intersections lack ADA-compliant ramps, which inhibits mobility of those with disabilities. Roadway improvements should incorporate adequate sidewalk width, curb ramps components, and slopes. The Village should also incorporate raised tactile surfaces to provide wayfinding information to people with visual impairments.





## Signalization Change

Prospect Road contains limited signals to control the flow of traffic, which can result in high-speed vehicles that impact the comfort and safety of pedestrians and cyclists. Along with other traffic calming techniques, the addition of four, 4-way stop signs within Downtown will serve to slow traffic, improve safety, and increase visibility of local storefronts. At one point in time the signal at Kelly Avenue may have been warranted in the past when the PBR site was more heavily utilized to get employees in and out safely. However, based on current needs and traffic patterns the Plan recommends that this signal function as a blinking red signal for the majority of the day, only switching to a green signal during rush hour to allow vehicles to exit from the former Pabst site more efficiently.



## Sidewalk Extensions

Lack of sidewalks within the project area not only limit mobility, but also jeopardize safety. The Village should work with property owners to infill sidewalks to complete the pedestrian network and provide critical linkages throughout the community. Where feasible, sidewalks should be designed as parkways with adequate right-of-way to meet ADA requirements and install street trees within the parkway.

## Roadway Extensions

Extending Atlantic Avenue to connect with Kelly Avenue and extending Seiberling Avenue east would improve connectivity within the project area. The extensions would provide additional on-street parking opportunities as well as make the adjacent parcels more development-ready through increased access.



## Roadway Cul-de-Sacs

Creating cul-de-sacs north of War Memorial Drive provides an opportunity to assemble larger development sites through the dedication of roadways. As redevelopment occurs, the Village should consider opportunities to cul-de-sac Faber Avenue and/or Atlantic Avenue to create larger redevelopment sites. Where necessary, alleys should be reconfigured to allow for appropriate access to existing housing, while pedestrian access should be integrated into developments that utilize vacated roadways.

## Rock Island Greenway Trailhead

The Rock Island Greenway is a valuable recreational and transportation amenity that should be highlighted and celebrated. A trailhead would provide a starting point for trail users traveling north and south. Utilizing the western end of the Duryea Avenue right-of-way as well as the Rock Island Greenway right-of-way, the trailhead could include amenities such as parking, an information kiosk, picnic area, and potable water.

## Trail Connections

Trail connections serve to maximize connectivity and access to the Rock Island Greenway. Roadways that terminate at the trail should include paved walkways that directly connect existing rights-of-way to the trail. Private property that abuts the trail should work with the Village and the Peoria Park District to evaluate potential trail connections that may enhance local businesses.



## Bike Infrastructure

### Class III/Bike Route

A Class III bike facility is a bike route that shares the roadway with motor vehicle traffic. Bike routes are delineated through signage and the use of “sharrows” that are painted within the right-of-way. Class III bike infrastructure is appropriate for low-volume roadways that provide a critical bicycle route but lack the right-of-way to accommodate Class II or Class I infrastructure.

### Class II/Bike Lane

Class II bike facilities include bike lanes, which are dedicated rights-of-way designated by pavement striping. Bike lanes provide an additional level of security, however, if there is available right-of-way, bike lanes should be buffered from vehicular traffic and/or parking lanes to avoid the “door zone.”

### Class I/Trail

Class I bike facilities include trails and cycle tracks. These facilities are separated rights-of-way for exclusive use of non-motorized transportation with minimal cross traffic. Class I infrastructure may be used exclusively for bicycle traffic or serve as non-motorized, multi-modal facilities. The Rock Island Greenways is an example of a Class I bike facility.



## PARKING

As an integral part of the transportation network, the success of commercial corridors can be attributed, in part, to the availability and management of on- and off-street parking. The Parking section addresses:

- ▶ On-Street Parking
- ▶ Public Parking Lots
- ▶ Shared Parking
- ▶ Signage
- ▶ Parking Lot Design
- ▶ Enforcement

### On-Street Parking

Adequate parking is a critical element to the accessibility and success of businesses within the study area. The study area has roughly 2,825 parking spaces. The majority of the available parking (83%) consist of public, on-street parking. On-street parking provides direct access to street front entrances, and should be maximized throughout Downtown, including Prospect Road and side streets as available rights-of-way permit.

### Parking Time Limits

Currently, off-street parking is regulated through time limits, with most areas permitting a three-hour maximum. To encourage turnover and discourage employees from utilizing high-demand parking spaces, the Village should review and adjust its parking time limits. High-demand spaces on the street should utilize two-hour limits, while four-hour limits may be more appropriate in some village lots.



## Long-term Consideration: Parking Improvement District

Should parking availability continue to be a challenge as the downtown area develops and grows, Village should consider implementing a parking improvement district. This could include the installation of parking meters on high-demand streets, side streets, and public parking lots. Customers willing to pay at meter spaces will park in these areas, yielding convenient access to street front entrances, while those unwilling to pay will be required to park further from Downtown or for shorter periods of time, further freeing parking spaces and increasing customer turnover. This strategy also discourages employees and long-term parkers from utilizing high-demand parking spaces. All revenue from parking meters should be returned in the form of public investment to areas covered with parking meters.

## Shared Parking

Parking is best utilized when it is made available for multiple uses. Existing private parking lots reserve parking for specific businesses, but may go unused during non-business hours. The Village should work with the owners of private lots to allow for shared use of parking. This includes allowing public use of private parking lots during non-business hours. For example, a private parking lot may permit parking for employees and customers from 8:00 am to 6:00 pm. A shared parking agreement would allow public use of the lot after 6:00 pm. Parking lots with shared parking agreements should include clear signage that indicates when private parking lots are available for public use.

## Public Parking Lots

In addition to on-street parking, the Village of Peoria Heights includes two public parking lots. These include the public parking lot on Duryea Avenue and the Village Hall parking lot on Glen Avenue. Parking lots controlled by the municipality are crucial to parking management as the spaces can be used for multiple uses, and are not subject to the patronage of a single business or destination. Further, public parking lots allow the Village to control turnover through the implementation of time limits.

## Centralized Parking Lot

A centralized parking lot shared by multiple businesses and the public offers an effective strategy in making better use of existing parking options. The adjacent parking lots west of Prospect Road between Duryea Avenue and Seiberling Avenue are private parking lots that serve a limited number of businesses in Downtown. Working with property owners, the Village should encourage the consolidation and partial expansion of this area as a centralized, municipal parking lot. The Village should consider supporting the parking lot improvement project in exchange for transferring the parking lots to public use.

## Cash-in-Lieu of Parking

Within Downtown, as additional development occurs, the Village should consider developing a cash-in-lieu of parking program. A cash-in-lieu of parking program allows new development to “buy” parking spaces in municipal parking lots, both maximizing the developable footprint as well as creating revenue for the expansion of public parking lots. Parking would be provided off-site, maintaining the Village’s existing downtown development pattern of a strong streetwall of storefronts and businesses.

## Employee Parking

Where businesses cannot provide dedicated off-street parking for employees, the Village should work with businesses to ensure high-demand parking spaces at storefront entrances are available to customers. The Village can encourage employees to park in other locations by permitting areas for long-term parking. An employee permit system can be utilized to allow employees extended parking in certain spaces of Village lots. In addition, the Village can provide assistance to develop shared parking agreements among neighboring businesses.

## Parking Lot Design

The design and placement of off-street parking lots has a significant impact on the overall image of the project area. To encourage parking lot areas that are attractive, effective, and sustainable, the Village should ensure parking lots apply the following strategies:

- ▶ Parking lots should be screened from public view along sidewalks and roadways through the combined use of landscaping, berms, low masonry walls, fencing, hedge plantings, and shrubs.
- ▶ Parking lots should have curbed perimeter and interior landscaping with curbed landscaped islands.
- ▶ Parking lots used during evening hours should have adequate lighting, independent of existing building flood lights
- ▶ Parking lots should be located at the rear of or on the side of buildings.
- ▶ When possible and appropriate, cross-access easements and curb cut consolidation should be encouraged between neighboring property owners.
- ▶ Clearly marked pedestrian pathways should be provided within parking lots to avoid large expanses of asphalt and to enhance pedestrian safety.
- ▶ Lots should not contain parking spaces in excess of likely patronage levels.
- ▶ Bike parking should be provided in visible areas and near main entrances to buildings.
- ▶ All parking lots should be designed for proper drainage to minimize stormwater runoff and incorporate stormwater best management practices (BMP's) to minimize surface water runoff and improve water quality.

## Signage

Parking lot and parking wayfinding/directional signage provide information that assists drivers in locating and identifying public parking areas. Visitors navigating parking areas within Downtown have difficulty determining whether lots are private or public. A wayfinding system coupled with parking identification signs for public parking areas will aid in navigability and accessibility of available public parking. Wayfinding signage for parking should be integrated with a Village-wide wayfinding system.

Parking signage should include the following elements:

- ▶ Distinct color, size, and logo
- ▶ Parking area identification (i.e. Public Parking – Lot 1)
- ▶ Parking area regulations (time limits, paid parking, no parking area, etc)
- ▶ Design that complements a Village-wide wayfinding program

## Enforcement

Parking enforcement is a critical component of parking management. Enforcement ensures on- and off-street parking remains adequate for visitors. Parking lot and on-street signage should clearly indicate time restrictions, enforcement times, and any other pertinent regulations. In addition, the Village should work with the Police Department to ensure there are adequate enforcement officers to regulate public parking areas.



## STREETSCAPING & BEAUTIFICATION

Streetscape enhancements along the commercial corridors can help define and improve the appearance of neighborhoods throughout the Village. This section provides recommendations to enhance the appearance, function, and overall success of the commercial corridors. The Streetscaping & Beautification section addresses:

- ▶ Streetscape
- ▶ Gateways
- ▶ Wayfinding
- ▶ Residential Screening
- ▶ Utility & Trash Screening
- ▶ Infrastructure Improvements
- ▶ Public Art
- ▶ Site Furnishing
- ▶ Lighting
- ▶ Bus Stops
- ▶ Sidewalk Enhancements
- ▶ Maintenance

## Corridor Character & Streetscape Treatments

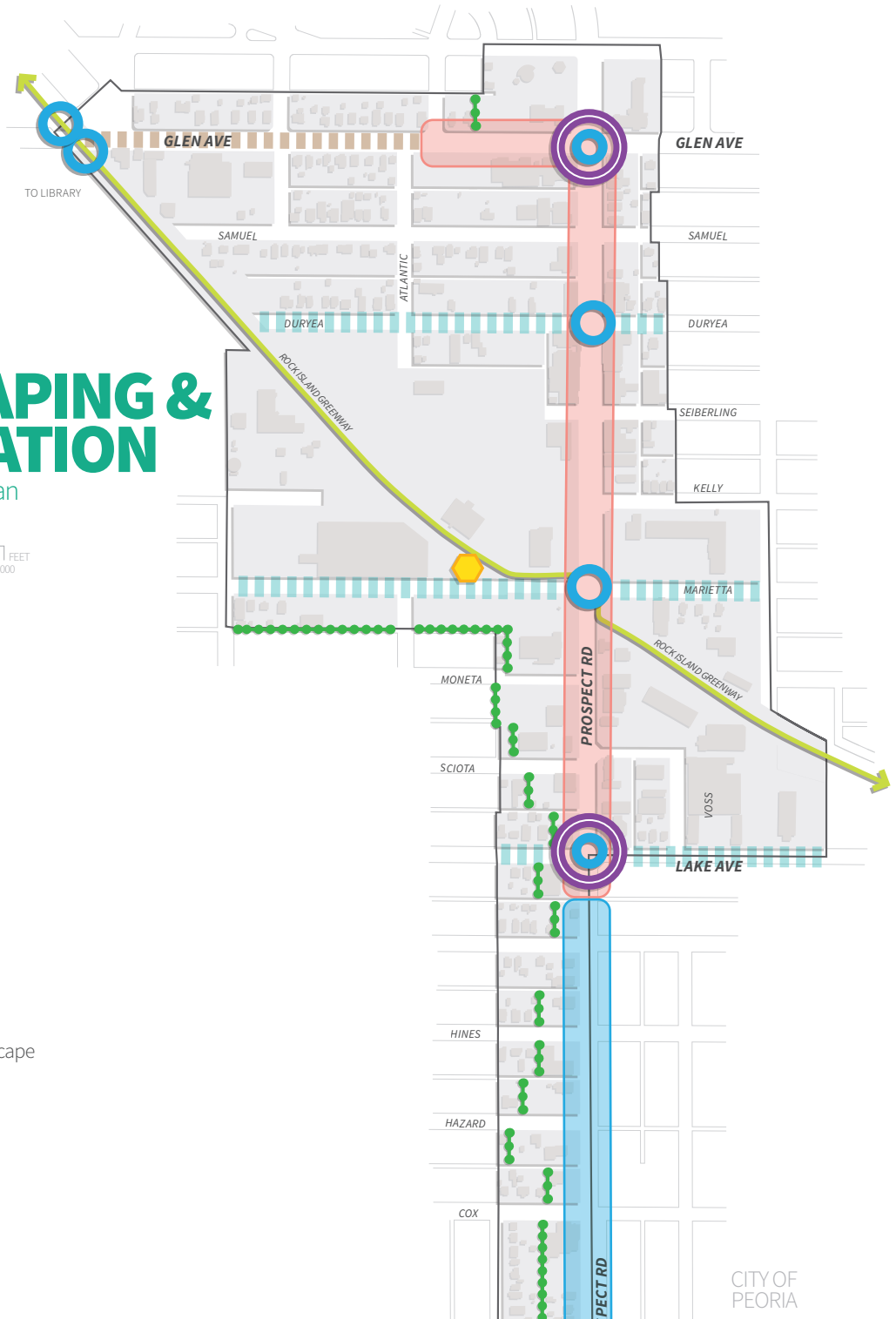
Each commercial corridor has a distinct character due to surrounding land uses and available right-of-way. The following cross-sections offer conceptual design options for modification and improvement, with an emphasis on complete streets. The cross sections on page 57 will require further study and engineering to determine more precise right-of-way configurations and streetscape amenities.

- ▶ Glen Avenue
- ▶ Prospect Road Downtown
- ▶ Prospect Road South
- ▶ War Memorial Drive
- ▶ Secondary Corridors: Duryea Avenue, Marietta Avenue, Lake Avenue

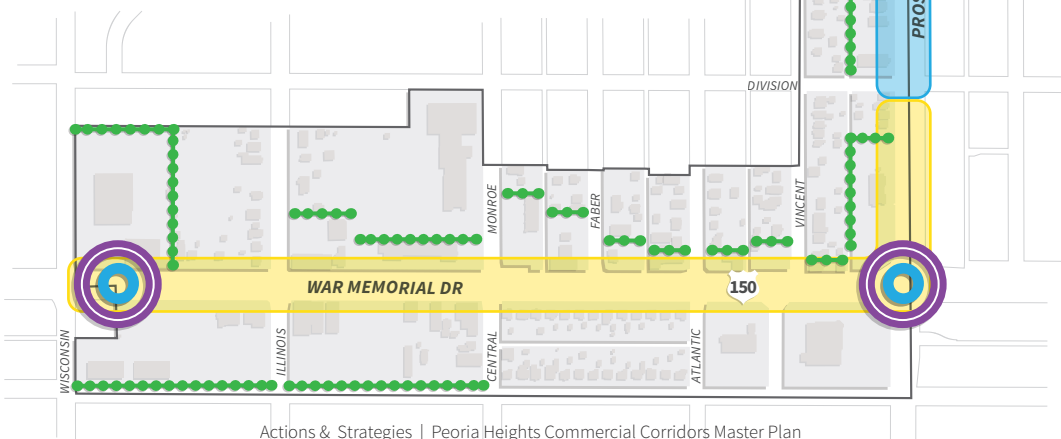


# STREETSCAPING & BEAUTIFICATION

Commercial Corridors Master Plan



- Screening
- Gateway
- Wayfinding
- Public art
- Glen Avenue Streetscape
- Prospect Road Downtown Streetscape
- Prospect Road South Streetscape
- War Memorial Streetscape
- Secondary Corridor Streetscape
- Rock Island Greenway



CITY OF PEORIA



Carriage Walk

## Sidewalk Enhancements

### Sidewalk Zones

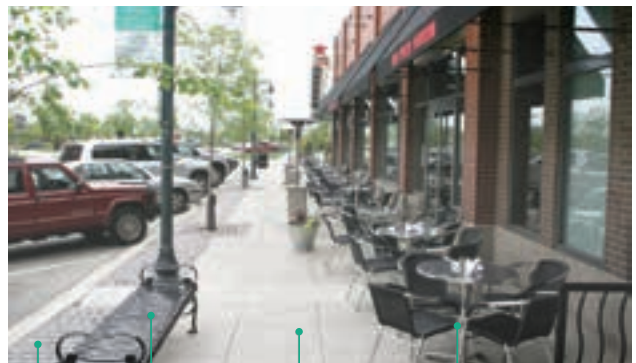
Well-functioning sidewalks consist of four distinct “zones” of activity that provide for a safe and comfortable pedestrian experience. The zones include a frontage zone to buffer the building from pedestrians and allow space for dining or merchandise displays; a pedestrian zone that is free of obstacles for people to travel; a furniture/utility zone for trees, planters, and light and utility poles; and a curb zone that serves as a transition area between the sidewalk and road.



Parkway Walk

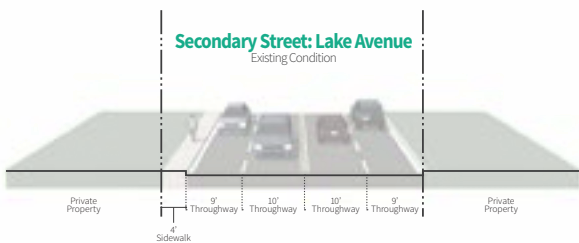
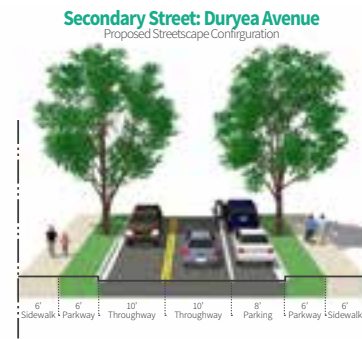
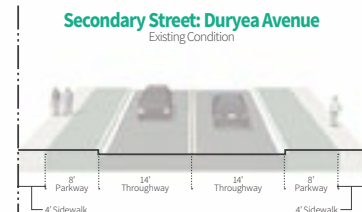
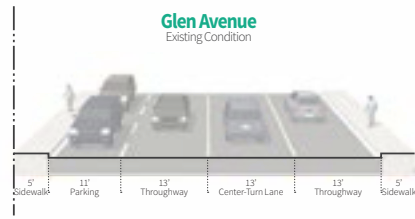
### Sidewalk Treatments

The study area consists of two types of sidewalk treatments: 1) carriage walks in which the sidewalk is directly adjacent to the roadway and 2) parkway sidewalks in which turf divides the sidewalk from the roadway. Where the right-of-way allows, parkway sidewalks should be the preferred sidewalk gap treatment to provide a landscaped buffer between pedestrians and vehicles. Parkways should include well-maintained landscaping that accommodates turf, street trees, and sustainable landscaping techniques including bioswales, rain water inlets, and rain gardens. Should carriage walks be implemented, they should be a minimum of 6’ in width with a preferred width of 8’ to provide a wider buffer to the travel lanes and allow for utilities, street trees, and decorative planters.



Curb Zone    Utility/  
Furniture Zone    Pedestrian  
Zone    Frontage  
Zone

Sidewalk Zones





Existing view of the Marietta Avenue/  
Atlantic Avenue intersection looking north

## Marietta Avenue & Atlantic Avenue Visualization

This illustration visualizes the recommended improvements for the intersection of Marietta Avenue & Atlantic Avenue and adjacent parking lots including:

- ▶ Parking lot landscaping
- ▶ Parking lot perimeter screening
- ▶ Highly visible paver crosswalk
- ▶ Sidewalk expansions
- ▶ Street trees and landscaping in the public right-of-way
- ▶ Mural on Sherman building blank facade



## Gateways

Glen Avenue, Prospect Road, and War Memorial Drive are the three primary thoroughfares through Peoria Heights. Gateways and signage provide a focal point for these corridors, welcoming residents and visitors to Peoria Heights. The Village should replace the existing gateways signs installed by the Chamber of Commerce and install additional gateways that are more prominent and incorporate the Peoria Heights logo. Gateways should be highly visible and have similar landscaping and hardscape features.

## Wayfinding

Wayfinding signs should be used to direct motorists, cyclists, and pedestrians to points of interest throughout Peoria Heights. These signs should have a uniform design and incorporate the Village logo. Wayfinding should be placed at prominent intersections of community entries, and guide travelers to a variety of destinations, including Village Hall, Tower Park, Downtown, and public parking areas. The size of the signs should vary depending on the speed of travel, with smaller, pedestrian-oriented signage and kiosks in Downtown and larger, auto-oriented signage on the study corridors.



## Residential Screening

The project study area includes a significant number of commercial properties adjacent to residential structures and neighborhoods. These residential areas should be adequately screened with landscaping and fencing to both improve the appearance of commercial properties and mitigate impacts from non-commercial properties.

## Utility & Trash Screening

There are segments of the project study area where dumpsters and utilities detract from the appearance of the commercial corridors. Although most of these service areas are located to the rear of buildings, many are visible from the street and impact the aesthetics of commercial areas as alleys are used in more frequency for access and circulation. Dumpsters should be screened on all sides by opaque fencing or masonry walls with a minimum height of six feet.



## Infrastructure Improvements

### Overhead Utilities

Overhead utilities exist on Prospect Road between Marietta Avenue and War Memorial Drive. Besides creating visual clutter, they preclude canopy tree planting, an important visual and environmental design element. Although the cost of burying overhead lines can be prohibitive, it should be considered as redevelopment occurs. Alternatively, the Village should consider working with businesses to relocate overhead utilities to the rear of businesses, utilizing rights-of-way provided by existing alleys.



### Stormwater Management

As private redevelopment occurs and the Village makes investments in repair and replacement of existing street and utility infrastructure, the improvements should be evaluated to best integrate porous pavement and infiltration-based water management strategies including the following:

- ▶ Explore the potential for permeable pavement, bio-retention, naturalized landscapes, and other strategies to provide multiple benefits including rainwater attenuation and improved water quality.
- ▶ Explore innovative applications of permeable pavement, bio-retention, and other green infrastructure strategies within the drainage area tributary to the underpass to optimize long-term cost savings and improve water quality.
- ▶ Foster improved green infrastructure utilization and performance through both policies and incentives.
- ▶ Encourage commercial and residential property owners to deploy simple, effective, landscape-based strategies through education, demonstration, and cooperation with institutions and agencies.
- ▶ Encourage the use of vegetation that is salt tolerant and resistant to significant cold weather, freezing, and snow piles.



## Site Furnishing

Site furnishing along the corridors play an important role in placemaking and identity. Furnishings include such elements as seating, trash receptacles, bollards, bike racks, and more. Because form dictates function, the design, orientation, and placement of furniture have a profound impact on how they will be used by the public. The Village should install street furniture at strategic locations for which placemaking would be most viable, such as in commercial Downtown, at the Rock Island Greenway, and near transit stops.

## Lighting

Lighting not only contributes to the safety of roadways, but also adds visual interest. Decorative light poles can be used to define the Village's commercial character areas. The use of uniform lighting design would help define the Village's unique districts and retail nodes. Streetlights should be fully-shielded fixtures with full cutoff lighting, which reduce light pollution, light trespass, and energy consumption from excessive or unnecessary lighting.

## Public Art

Public art throughout the project study area can be used to add interest and increase the aesthetics of the project area. Several blank walls on Prospect Road serve as potential canvases for murals, while the Rock Island Greenway may have available right-of-way and optimal traffic conditions for public art installations. Ultimately, locations for public art installation should be determined by considerations such as foot traffic, bike traffic, and proximity to transit stops. Artwork selection should take place via committee comprised of Village officials and local community leaders.





## Bus Stops

The two public bus lines that service the corridors not only provide a valuable transportation option, but the stops themselves can greatly contribute to rider safety and comfort as well as corridor aesthetics. While the stops are accessible via sidewalks, the placement and design of the bus stop signs render stops difficult to locate, and at least half of the stops are not equipped with either a bench or shelter. The Village should work with the Greater Peoria Mass Transit District to install bus stop amenities such as benches, which complement the chosen streetscape furnishings. Further, bus stops should be well-illuminated, with easily-identifiable signage.

## Maintenance

The success and longevity of streetscape improvements is dependent upon proper maintenance. The Village should establish a maintenance program that covers both the landscaping and infrastructure on both the public and private realm. This may include a maintenance program as part of new development approvals and inclusion of routine maintenance as part of the Village's Capital Improvement Program.

Hardscape elements require cleaning, sealing, resurfacing and monitoring. Permeable pavers require mechanical sweeping/vacuuming which should be done annually to maintain optimal performance. Plantings should be maintained in a healthy and attractive growing condition, free of litter and debris. Lawn parkways should be kept neat and mowed and landscaped areas should be monitored and maintained free of non-native or invasive species as necessary by mowing, hand pulling, and selective herbicide application.

# 04

## ECONOMIC DEVELOPMENT & REINVESTMENT STRATEGY

- 66 Administration & Follow-Up
- 68 Review of Zoning & Development Controls
- 70 Development Tools
- 76 Facilitate Development Opportunities
- 78 Implementation Matrix





**T**he strategies and recommendations identified in this chapter outline the “next steps” to be taken in continuing the process of community planning and enhancement. For the Peoria Heights Commercial Corridors Master Plan to be successful, it must be based on support and participation between the Village, property owners, businesses, residents and the development community. The Village should be the leader in promoting cooperation and collaboration with these and other community stakeholders to implement the Plan.

## ADMINISTRATION & FOLLOW-UP

### Cooperation

The Village of Peoria Heights should assume the leadership role in taking action on the Peoria Heights Commercial Corridors Master Plan. The ultimate success of the Plan, however, will be based on a strong partnership between the Village, adjacent municipalities, other public agencies, the local business community, and the private sector. The Village should be the leader in promoting the cooperation and collaboration needed to implement the Plan. The Village’s partners should include:

- ▶ Other governmental and service districts depending on site or issue (i.e. IDOT right-of-way, City of Peoria).
- ▶ Builders and developers, who should be encouraged to undertake improvements and new construction that conform to the Plan and enhance the overall quality and character of the corridor.
- ▶ Property owners and businesses, who should be encouraged to improve or redevelop their property in accordance with the Plan.



## Adopt and Use the Peoria Heights Commercial Corridors Master Plan on a Regular Basis

The **Peoria Heights Commercial Corridors Master Plan** should become the Village's official policy guide for development and transportation improvements along the Village's commercial corridors. The Plan should be utilized on a regular basis by Village staff, boards, and commissions to review and evaluate all proposals for improvement and development within the study area. To further educate the community about the Plan, the Village should:

- ▶ Make copies of the Plan available on-line for free, provide hard copies at Village Hall for purchase, and have a copy on file for reference.
- ▶ Provide assistance to the public in explaining the Plan and its relationship to private and public development projects and other proposals, as appropriate.
- ▶ Assist the Board of Trustees, Planning Commission, and Zoning Board of Appeals in the administration, interpretation, and application of the Plan.
- ▶ Maintain a list of current possible amendments, issues, or needs which may be a subject of change, addition, or deletion from the Plan.

## Regular Updates

If new issues arise which are beyond the scope of the current Plan, the Plan should be revised and updated accordingly. Although the Plan can be amended at any time, the Village should regularly undertake a systematic review of the document. Ideally, this review should coincide with the preparation of the Village's budget, review of the TIF District funds, and development of the Capital Improvement Plan (discussed below). In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the commitments for the upcoming fiscal year. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and aspirations.



## REVIEW OF ZONING & DEVELOPMENT CONTROLS

The Village's development regulations are the most direct tool in implementing Plan recommendations. They guide the nature and design of development along the commercial corridors. It is essential that all development controls be consistent with and complement the Commercial Corridors Master Plan. The Village may have existing ordinances that contradict new or revised policies or prohibit desired improvements. The Village should review all development regulations and amend them as necessary to ensure they align with the recommendations of the Commercial Corridors Master Plan.

Zoning Ordinance amendments and modifications may include, but should not be limited to the following actions:

### District Boundaries

- ▶ Consider adjusting existing zoning district boundaries to reflect the desired land uses and Character Areas as outlined in the Land Use & Development Opportunities Map and/or creating zoning overlay districts to regulate the desired uses, building siting, and bulk standards. For example, the B-1 District may be carried south to Lake Avenue to ensure the Prospect Road corridor from Glen Avenue to Lake Street develops with similar character and design aesthetics.

### District Requirements

- ▶ Continue to permit residential uses within the B-1 District; however, the restrictions should not be subject to the same bulk and setback standards as the R-1, R-2, and R-3 Districts.
- ▶ All non-residential districts that abut any residential district should be required to include landscaped or other screening and/or buffers to mitigate impacts to residential uses.



## Parking

- ▶ Continue to require no new parking for new developments/ redevelopment in B-1 Central Business District.
- ▶ Codify a cash-in-lieu of parking program.
- ▶ Consider the use of parking maximums to ensure parking requirements balance the need to support adequate parking while not requiring an overabundance of parking.
- ▶ Amend the zoning ordinance to include parking lot landscaping requirements. This includes requirements for parking lot screening, perimeter landscaping, and interior landscaping.
- ▶ Permit shared off-street parking for uses that demonstrate different peak parking demand hours.
- ▶ Amend the zoning ordinance to require bike parking and/ or allow for a reduction of vehicular parking spaces in lieu of bicycle parking.

## Landscaping

- ▶ Require on-site landscaping. This should include provisions for foundation planting, perimeter planting, and buffer yard planting.
- ▶ Require dumpster screening on all sides by opaque fencing or masonry walls with a minimum height of six feet
- ▶ Permit and incentivize the use of landscaping techniques and stormwater BMPs that improve stormwater management.



## DEVELOPMENT TOOLS

### Capital Improvements Program

A Capital Improvements Program (CIP) can be utilized to prioritize and facilitate development in key areas. It establishes schedules and priorities for all public improvement projects within a five-year period. The Village first prepares a list of all public improvements that will be required in the next five years. Then all projects are reviewed, priorities assigned, cost estimates prepared, and potential funding sources identified.

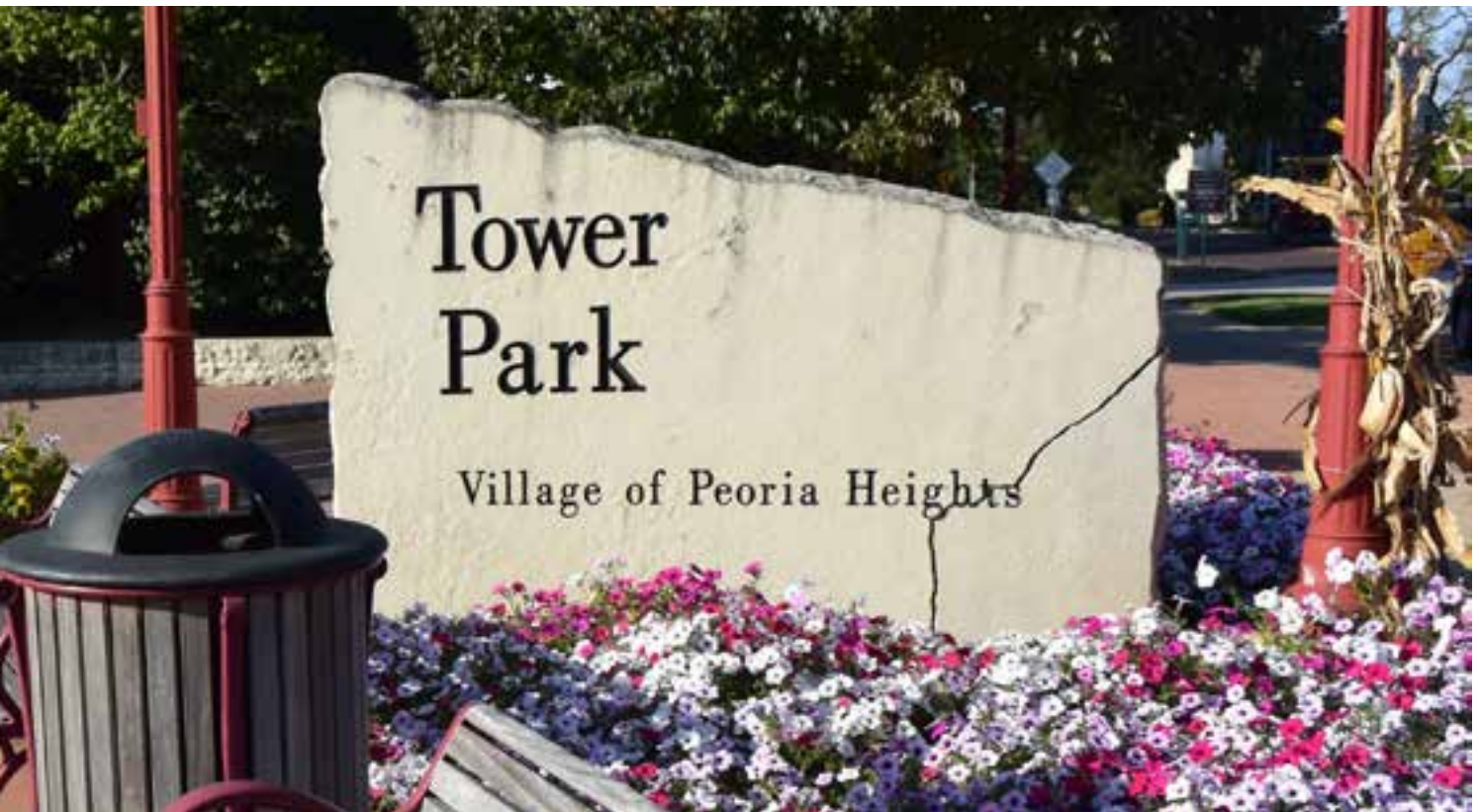
The Capital Improvements Program typically schedules the implementation of a range of specific projects related to the Downtown Plan, particularly the restoration, upgrading, and expansion of existing utilities and infrastructure facilities, including the water system, sanitary sewers, storm water facilities, and the street system.

Peoria Heights' financial resources will always be limited and public dollars must be spent wisely. The Capital Improvements Program would allow the Village to provide the most desirable public improvements, yet stay within budget constraints.

### Tax Increment Financing (TIF)

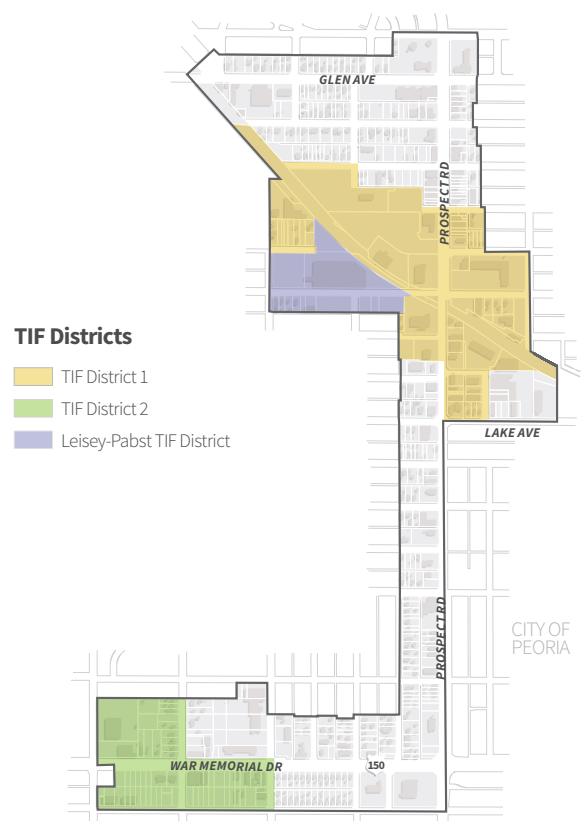
The majority of the study area is situated within the two established TIF Districts: TIF District 1 in the downtown and the TIF District 2, which is centered on War Memorial Drive. Both TIFs were created in 2015 and are set to expire in year 2039. One of the primary purposes of TIF funding is to incentivize and attract desired development within key commercial areas. TIF dollars can be used for such things as infrastructure, streetscaping, public improvements, land assemblage, and offsetting the cost of development.





TIF utilizes future increases in property tax revenues generated within a designated area or district, to pay for improvements and further incentivize continued reinvestment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established, is reinvested in that area. Local officials may then issue bonds or undertake other financial obligation based on the growth in new revenue. The maximum life of a TIF district in the State of Illinois is 23 years, although a district can be extended beyond that horizon to 35 years through authorization from the State Legislature.

The Village needs to be judicious in how funds are allocated to ensure that catalyst projects receive priority. Each request for funding should be carefully evaluated to ensure that it is in keeping with the vision of the Downtown.



## Business Assistance Program

A business assistance grant program can be utilized to attract targeted retail businesses and assist existing businesses located within a particular area. As with a façade improvement program, business assistance funds are typically offered in the form of a matching grant that pays for a defined percentage of eligible expenditures. The expenditures are typically limited to build-out costs, signage, moving expenses, and physical improvements to a property necessary to accommodate a new business or the expansion of an existing business.

Priority can be given to businesses that complement the Village's vision. The size of the grant available can also be tied to the overall impact the proposed project could have on the area. For example, the grant could be varied based on the anticipated sales tax to be generated by the project.

Grant monies could be used to lessen the cost burden of relocating or expanding in Peoria Heights. A business assistance program would likely have the most influence in attracting small and medium-sized retail tenants and restaurants.

## Special Service Area (SSA)

SSAs can be used to fund improvements and programs within a designated service area. An SSA is essentially added to the property tax of the properties within the identified service area and the revenue received is channeled back into projects and programs benefiting those properties. An SSA can be rejected if 51% of the property owners and electors within a designated area object. SSA funds can be used for such things as streetscape improvements, extra trash pickup, district marketing, and special events. An SSA could help facilitate improvements within specified areas of the commercial corridors plan.

## Business Development District

As authorized by Division 74.3 of the Municipal Code of the State of Illinois, a municipality may designate, after public hearings, an area as a Business Development District (BDD). A BDD would allow the Village to levy up to an additional 1% retailers occupation tax, 1% hotel tax, and 1% sales tax within a designated district. Similar to a TIF district, a BDD has a maximum life of 23 years. BDD legislation also permits municipalities to utilize tax revenue growth that has been generated by BDD properties to fund improvements in the district.

- ▶ Business district designation empowers a municipality to carry out a business district development or redevelopment plan through the following actions:
  - ▶ Acquire all development and redevelopment proposals
  - ▶ Acquire, manage, convey, or otherwise dispose of real and personal property acquired pursuant to the provisions of a development or redevelopment plan
  - ▶ Apply for and accept capital grants and loans from the federal government and the State of Illinois for business district development and redevelopment
  - ▶ Borrow funds as it may be deemed necessary for the purpose of business district development and redevelopment, and in this connection, issue such obligation or revenue bonds as it shall be deemed necessary, subject to applicable statutory limitations.
- ▶ Enter into contracts with any public or private agency or person
- ▶ Sell, lease, trade, or improve such real property as may be acquired in connection with business district development and redevelopment plans
- ▶ Expend such public funds as may be necessary for the planning, execution, and implementation of the business district plans
- ▶ Create a Business District Development and Redevelopment Commission to act as an agent for the municipality for the purposes of business district development and redevelopment

BDD funds can be used for infrastructure improvements, public improvements, site acquisition, and land assemblage and could be applicable in the identified subareas, or in emerging business and industrial parks in the community. Given the limited amount of funds that a BDD is capable of generating, compared to a TIF district, BDD is best suited for funding small scale improvements and property maintenance programs.

## Façade & Site Improvements Programs

Façade and site improvement programs can be used to beautify and improve the appearance of existing businesses by offering low interest loans or grants to improve the exterior appearance of designated structures or properties. The Village could create a Downtown façade improvement program designed to provide loans to businesses in the downtown area, which would offer funding to offset a portion of façade improvement costs.

## Sales Tax Rebate

A sales tax rebate is a tool typically used by municipalities to incentivize business to locate to a site or area. The rebate is offered as a percentage of the annual sales tax revenue generated by the establishment and is often tied to benchmarks such that as sales volume increases, so too does the proportion of the rebate. Sales tax rebate percentages can range from 1% to 100% and are dependent on the goals and objectives of the local municipality. Sales tax rebates have proven effective in attracting new businesses and encouraging redevelopment and renovation.

## Tax Abatement

A property tax abatement is a versatile tool that can be applied to address a wide range of community issues. Property tax abatements are typically used as an incentive to attract business and revitalize the local economy. In the State of Illinois, municipalities and other taxing districts can abate any portion of the tax that they individually levy on a property. The period of tax abatement on a given property can be no longer than 10 years and the total combined sum of abated taxes for all taxing districts cannot exceed \$4 million over that period. A taxing district can administer the abatement by one of two methods: 1) lowering the tax rate; or 2) initiating a property tax freeze where the property is taxed based on a pre-development assessed value.

In some circumstances municipalities can also petition the County to lower a property's assessment. For example, a commercial property could be assessed at a percentage equivalent to that of a residential property. This is an effective means of lowering a property tax bill; however, it should be noted that this method impacts all taxing districts and not just the district making the request.

## Payment in Lieu of Taxes (PILOT)

Payment in Lieu of Taxes (PILOT) is a tool similar to tax abatement. The Village can use PILOT to reduce the property tax burden of a desired business for a predetermined period. In this instance, the Village and property owners will agree to the annual payment of a set fee in place of property taxes. Payments are generally made in the form of a fixed sum, but they may also be paid as a percentage of the income generated by a property.

In addition, PILOT can be a means of reducing the fiscal impact on the Village of a nonprofit, institutional use, or other non-tax-paying entity on a key site. While such uses can be desirable as activity generators, they can also negatively impact municipal services because they do not pay taxes. Provisions can be made to offset that negative impact by allowing the Village to be compensated for at least a portion of the revenue that would otherwise be collected in the form of property tax.

## Revolving Loan Fund

A revolving Loan Fund is administered to provide financial support and assistance to new or expanding businesses, funded through the. The borrower may use the low-interest loan for construction, property rehabilitation/improvements, and land acquisition, among other things. Peoria County currently operates a Revolving Loan Fund using funds from the Illinois Department of Commerce and Economic Opportunity's (DCEO) Community Development Assistance Program (CDAP). As Peoria Heights aims to develop key sites, the Village may consider marketing the County's revolving loan fund to local entrepreneurs seeking to grow their businesses. Alternatively, the Village could secure their own revolving loan fund.

## Restaurant Assistance Program

A restaurant assistance program is similar to a business assistance program, but specifically targeted at restaurants seeking to locate within a community. As with any grant program, the Village can define exactly what types of businesses qualify for funding. For example, the assistance program could be limited to full-service restaurants only, by specifying a minimum threshold for the percent of gross income derived from sales made for on-site consumption.

Such funds could be intended to assist with renovating existing space to accommodate restaurant use or in the construction of a new restaurant and are typically limited to improvements to real property (i.e. kitchen equipment is ineligible). Funds are typically offered as a matching grant with a requirement that the business remain open for a minimum number of years. A lien is typically placed on the subject property which is then reduced by a proportionate amount for every year of operation and forgiven after completion of a minimum period of operation. It should be emphasized that this program would be utilized to enhance Elmhurst as a dining destination and is in no way intended to create competition for existing restaurant uses.



## FACILITATE DEVELOPMENT OPPORTUNITIES

Depending on financial capacity, the Village may wish to strategically acquire sites within the study area. Through site acquisition, the Village can maintain control over future use and timing of development. Ultimately the Village would need to go through a developer solicitation process to relinquish properties for redevelopment. A subsequent development agreement would be predicated on policy decisions related to: use/type of development; fiscal/economic impacts; ability to attract additional development; and/or return on investment.

While municipal ownership affords the best control over development, it is understood that the capacity for the Village to purchase and maintain multiple properties may be fiscally constrained. A viable alternative is to work with property owners to help them develop their properties or facilitate arrangements with buyers and/or developers. The Village can then take an active role in the development process through development incentives, infrastructure improvements, relaxing/waiving permit fees, granting variances and other actions.

While site acquisition can be an extremely effective means of controlling and facilitating development, it must also be done strategically. Simply acquiring property for the sake of ownership, does not translate well if not part of a larger scale, longer term plan. The Village should adhere to a policy governing land acquisition. The following represents general guidance for site acquisition whether in the Study Area, or the Village overall.

### Catalytic Development Site

Sites that are well positioned to spur other development or anchor an area. These sites are typically well located, but currently underutilized or devoid of development and/or currently impacted by inadequate infrastructure.

### Sites that complete or enhance a larger development area

This could include sites that improve access or exposure to a larger site or provide for more options and flexibility. For example a parcel near or adjacent to a commercial development that provides the opportunity for outlots and an additional entrance point.



### Sites that provide a buffer to existing uses

There may be development potential for a use that is more intensive or may negatively impact a nearby or adjacent use. Acquiring surrounding property can afford the opportunity to create a buffer through landscaping, sound walls, open space, or other mechanisms.

### Sites that can be leveraged as a part of a land exchange or relocation

An example would include a location that is well suited for a public facility or related use such as a new police or fire station, but is not currently under municipal ownership. The Village could acquire a site within the study area that may be more attractive from a development perspective and negotiate a land swap to secure the desired property. An additional example would involve securing multiple sites to help relocate a use better suited for another location elsewhere in the Village.

### Sites that represent key pieces of a site assemblage

Development opportunities are often lost due to the inability to assemble the necessary parcels or acreage. Whether in a coordinated effort with a developer or as a proactive approach, the Village should consider these opportunities on a case by case basis.

### Blighted sites or uses that have a detrimental impact on an area

Site development is not always the final objective of acquisition. In some cases the removal of a particular use can enhance the desirability of a larger area. Even if allowed under current zoning or operating as a legal non-conforming use, an existing business or use can detract from the potential of adjacent or nearby properties. In some cases the existing use may include a viable business that the Village would like to retain but would be better suited for another location. The Village can work to relocate those businesses including the potential for land exchanges.

## IMPLEMENTATION

The Commercial Corridors Master Plan presents more than two dozen strategies and recommendations. The following Implementation Action Matrix provides Village staff, leaders, and community stakeholders with an organized table to assist implementation by utilizing a clear and manageable table that outlines key actions and measures progress. The Action Matrix consists of:

- ▶ Strategies to improve the commercial corridors;
- ▶ A description of the actions and activities to be undertaken;
- ▶ The priority for each action; and,
- ▶ An indication of the potential public and private sector partners that can assist the Village to implement each activity.

## Regular Updates

In conjunction with the annual updates to the Capital Improvement Plan, the Village should regularly utilize and update the Implementation Action Matrix to reflect the most up-to-date implementation actions and priorities. This includes periodically re-prioritizing strategies, assigning tasks to various departments and staff, and providing additional detail about projects and strategies to aid in implementation and usability.

By regularly utilizing and updating the Implementation Action Matrix, it will serve as a valuable tool to track the progress of plan recommendations and will serve as a guide for Village staff, residents, and stakeholders.

## Priority Actions

Each action item has been designated a priority level to aid with implementation of the Master Plan recommendations. Action item priorities are broken into three levels including:

- ▶ **High** - actions that have the highest priority. Items listed as High priority are the items identified to have the most significant impact on the Village. These actions also include those that may be low-cost; require primarily internal staff time involving mostly regulatory changes and policy updates; strategic partnerships with limited outside funding; or may be necessary actions for long-term projects to begin.
- ▶ **Medium** - actions that have secondary priority include longer-term projects, actions that have indirect impacts on quality of life, and actions that require other projects be completed before they can be started. These actions may require outside consulting services assistance or relatively minor investment in infrastructure or project development
- ▶ **Low** - actions that often require significant amounts of funding that must be planned for over time, or require other strategies to be completed prior to their implementation. These actions require intensive planning, engineering, or design, and significant investment in infrastructure or project development.

## Responsible Parties & Partnerships

The strategies within the Commercial Corridors Master Plan cannot be completed by the Village of Peoria Heights alone. As such, the Action Matrix identifies numerous potential partners that may assist with and be a critical component to successful implementation of the Master Plan. The Village of Peoria Heights remains primarily responsible for all action items. The listed potential partners demonstrate opportunities for cooperation, but the Action Matrix does not represent a commitment or responsibility on their behalf.



# Implementation Action Matrix

Strategy	Action	Priority	Responsibility
<b>Land Use &amp; Development</b>			
Develop the Commercial Corridors according to the intended design, nature and intensity of land use as described for each character area	Modify and amend the zoning ordinance to align with the desired development scale, intensity, and design for each character area	High	Village staff
Work with property owners and developers to position identified development sites for development and/or redevelopment	Engage current property owners regarding the potential for the Village to acquire development sites or provide assistance through incentives	Medium	Village staff
	Provide information to property owners outlining available incentives for development/redevelopment	High	Village staff
<b>Access &amp; Connectivity</b>			
Improve the intersection of Prospect Road and Cox Avenue	Install a high-visibility crosswalk with pedestrian-activated HAWK signal	Medium	Village staff and City of Peoria
Improve the intersection of Prospect Road and Lake Avenue	Install high-visibility crosswalk markings	High	Village staff
	Reduce the turning radii	Low	Village staff
Reconstruct the intersection of War Memorial Drive and Central Avenue/Monroe Avenue	Install high-visibility crosswalks	High	Village staff, IDOT
	Ensure sidewalks are ADA accessible	Medium	Village staff, IDOT
Install bumpouts to improve pedestrian safety	Install bumpouts along Prospect Road and Glen Avenue, where right-of-way width and roadway configurations allow	Medium	Village staff
Reduce curb cuts to minimize conflict points for vehicles and pedestrians	Conduct a study to determine if the residential properties on War Memorial Drive can be reconfigured to utilize the alley instead of War Memorial Drive	Medium	Village staff, IDOT
	Eliminate excessive curb cuts as indicated on the Access & Connectivity Map	Medium	Village staff
Create a coordinated cross access network	Work with property owners at 4419 N Prospect Road (Heights Flowers Greenhouse) and 4405 N Prospect Road (Heights Auto Sales & Service) to create cross access between parking lots.	Medium	Village staff, property owners
	Work with property owners on the north side of the 900 block of War Memorial Drive to create cross access between parking lots.	Medium	Village staff, IDOT, property owners
Enhance crosswalks throughout the Commercial Corridors	Stripe high-visibility continental crosswalks at all unmarked intersections	High	Village staff
	Upgrade standard crosswalk markings with high-visibility continental crosswalk striping	High	Village staff
Make all commercial corridors ADA-accessible	Create a plan that identifies, prioritizes, and has a plan for implementing the improvement of existing sidewalks and intersections for ADA compliance	High	Village staff, IDOT
Change signalization on Prospect Road to slow traffic, improve safety, and increase visibility of local storefronts	Program the signal at Kelly Avenue and Prospect Road to function as a blinking red signal for the majority of the day, only switching to a green signal during rush hours	High	Village staff
Extend sidewalks to create a connected pedestrian network	Extend sidewalks on Lake Avenue, Duryea Avenue, Central Avenue and Monroe Avenue where indicated in the Access & Connectivity Map	High	Village staff
Extend roadways to create a connected transportation network	Extend Atlantic Avenue to connect with Kelly Avenue	Medium	Village staff
	Extend Seiberling Avenue west to connect with the new Atlantic/Kelly connection	Low	Village staff
Create development opportunities through cul-de-sacs	Work with property owners and residents to determine the feasibility of creating cul-de-sacs at Faber Avenue and/or Atlantic Avenue to create larger redevelopment sites	Medium	Village staff
Increase access to the Rock Island Greenway	Develop a trailhead at Duryea Avenue	High	Village staff, Peoria Park District
	Create trail connections at public streets that terminate at the Rock Island Greenway	High	Village staff, Peoria Park District
	Work with private property owners to evaluate potential trail connections that may enhance local businesses	Medium	Village staff, Peoria Park District, property owners

## Implementation Action Matrix

Strategy	Action	Priority	Responsibility
<b>Parking</b>			
Effectively manage on- and off-street parking	Adjust parking time limits in high-demand areas from three hours to two hours	High	Village staff
	Adjust parking time limits in Village lots and other low-use areas to four hours	High	Village staff
	Create a parking improvement district	Low	Village staff
	Work with private parking lot owners to establish shared parking agreements	High	Village staff, property owners
	Work with property owners to develop a centralized, municipal parking lot with bike storage in the area west of Prospect Road between Duryea Avenue and Seiberling Avenue	Medium	Village staff, property owners
	Develop a cash-in-lieu of parking program	Medium	Village staff
	Develop an employee parking permit system to allow for extended parking for local business employees in designated areas	High	Village staff, business owners
	Create a parking lot signage and wayfinding signage program as part of a Village-wide wayfinding program	Medium	Village staff
	Enforce applicable time limits and other parking restrictions	High	Village staff
Design parking lots to be attractive, effective, and sustainable	Amend the zoning ordinance to require parking lots to include an appropriate number of parking required spaces and bike facilities; to be screened and utilize stormwater best management practices; and include perimeter and interior landscaping, adequate lighting, and clearly marked pedestrian pathways	High	Village staff

# Implementation Action Matrix

Strategy	Action	Priority	Responsibility
<b>Streetscaping &amp; Beautification</b>			
Develop the Commercial Corridors according to the intended character and streetscape treatments as outlined in the Streetscape & Beautification Map	Develop and adopt formal roadway cross-sections that meet intended character and streetscape treatments for the commercial corridors	Medium	Village staff, IDOT, City of Peoria
Install gateway signage throughout the commercial corridors	Create a gateway design that incorporates the Village logo, is highly visible, and incorporates landscaping and hardscaping features	High	Village staff
	Install gateway signs at Prospect Road and Glen Avenue, Prospect Road and Lake Avenue, Prospect Road and War Memorial Drive, and War Memorial Drive and Wisconsin Avenue	Medium	Village staff, IDOT
Utilize wayfinding to direct motorists, cyclists, and pedestrians to points of interest throughout the Village	Create a Village-wide wayfinding program	High	Village staff
	Install wayfinding signs at Glen Avenue and the Rock Island Trail, Prospect Road and Glen Avenue, Prospect Road and Duryea Avenue, Prospect Road and Marietta Avenue, Prospect Road and Lake Avenue, Prospect Road and War Memorial Drive, and War Memorial Drive and Wisconsin Avenue	Medium	Village staff, IDOT
Adequately screen residential areas to improve appearance and mitigate impacts from non-commercial properties	Amend the Zoning Ordinance to require commercial parcels to be sufficiently screened when adjacent to residential land uses	High	Village staff
Screen outdoor utilities and trash receptacles	Amend the Zoning Ordinance to require dumpster screening on all sides by opaque fencing or masonry wall with a minimum height of six feet	High	Village staff
Relocate and/or bury overhead utilities	As roadway improvements are made, work with local utilities to bury overhead power lines	Low	Village staff, IDOT, Ameren
	Work with property owners to relocate overhead utilities within the roadway ROW to alleys where appropriate	Low	Village staff, Ameren, property owners
Utilize stormwater best management practices	Encourage the use of stormwater best management practices and green infrastructure through education, incentives, and zoning regulations	High	Village staff
Install street furniture throughout the commercial corridors	Identify the appropriate type and placement of street furniture that reflect the character of the commercial corridors	High	Village staff
	Install street furniture	Medium	Village staff
Install decorative and efficient street lighting	Identify appropriate street lighting design that reflects the character of the commercial corridors and includes fully-shielded fixture with full cutoff lighting	High	Village staff
	Install street lighting	Medium	Village staff
Install public art throughout the commercial corridors	Develop a public art program that provides funding to commission public art	Medium	Village staff
	Form a public arts commission to help develop and implement the public art program	Medium	Village staff
Upgrade bus stops and shelters to complement the commercial corridor streetscape design	Work with Greater Peoria Mass Transit District to identify bus stop improvement locations and the appropriate treatments	Medium	Village staff, Greater Peoria Mass Transit District
Maintain streetscaping improvements	Develop a streetscaping maintenance program	High	Village staff
	Include routine maintenance as part of the Capital Improvement Program	High	Village staff