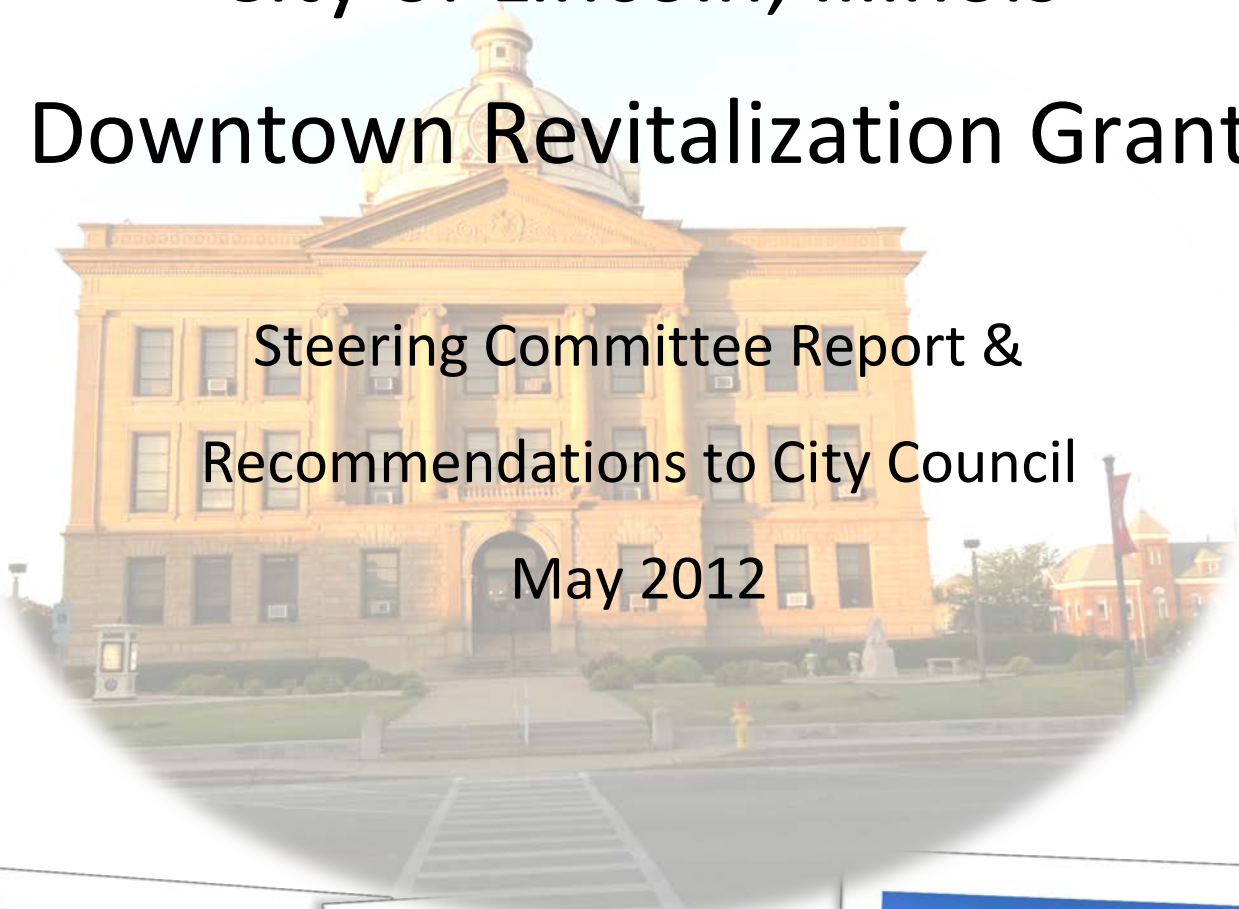




City of Lincoln, Illinois Downtown Revitalization Grant

Steering Committee Report &
Recommendations to City Council

May 2012



Executive Summary

The City of Lincoln's historic downtown is a wonderful asset for the community and provides a variety of strengths and amenities that help make Lincoln a great place to live, work, shop and play. The downtown business district has remained vibrant but struggles with many of the same issues facing other downtown districts throughout the country. Changes in economic conditions, population demographics, size of businesses, parking constraints and aging infrastructure are a few examples of the challenges in our downtown.

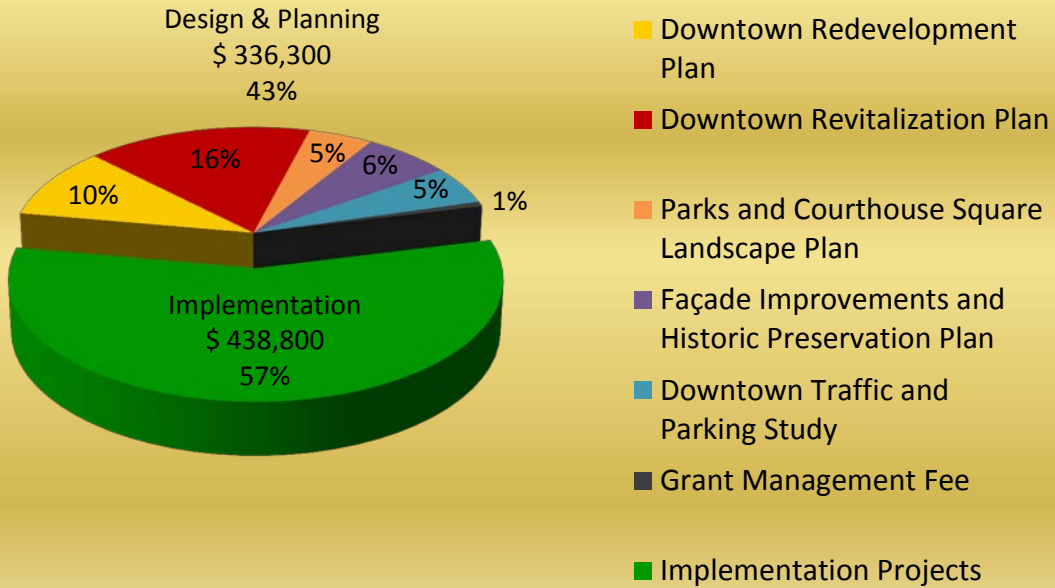
In an effort to preserve and build on the strengths of our downtown, the City of Lincoln began pursuing a revitalization grant from the State of Illinois' Department of Commerce and Economic Opportunity in February 2010. For more than two years, efforts continued with contacting agencies and trying to push the grant application through the process. The \$775,000 project, consisting of \$675,000 in grant funds and \$100,000 of local match funds, was finally approved and awarded to the City in January of this year. At that time the Mayor formed a steering committee of downtown business and property owners to help ensure the benefits of the grant were maximized for the City. Steering Committee members include:

- Barbara Blackburn
- Bob Neal
- Alderman Marty Neitzel
- Mayor Snyder
- David Lanterman
- Seth Goodman
- Patrick Doolin

During the last four months, the Steering Committee has researched and discussed the various ways the grant may be used. Careful consideration has been given to what qualifies and what does not. Costs associated with the various types of projects have also been researched. The use of federal funds requires that federal procedures be followed. These add to the complexities of how the funds may be used and has guided the recommendations of the Steering Committee. The committee has also completed a review process of a number of professional firms and has selected a team of industry experts to complete the design and deliver the planning documents.

The Steering Committee's recommendation is to complete critical planning and preliminary design projects in order to apply for future implementation grants while still allocating a portion of this grant for implementation projects. In the near future, the Steering Committee will present to the City Council its recommendation for implementation projects.

Recommend Funding Allocation



Steering Committee Recommendations – May 2012

The Steering Committee is making the following recommendations to the City Council:

1. Approve the Steering Committee's recommendation for planning and preliminary design.
2. Authorization for the City to enter into a \$336,300 contract with Prairie Engineers of Illinois, PC as the prime consultant to work under the guidance of the Steering Committee to complete the planning and preliminary design portions of the grant.

Proposal for

Downtown Revitalization & Redevelopment Plans

City of Lincoln, Illinois

May 10, 2012



Project Approach

Lincoln's downtown historical business district is suffering from many of the same problems found throughout America. Existing downtown commercial buildings are obsolete for many of today's retail businesses, parking is insufficient or inconvenient, investment in buildings and infrastructure has slowed with the migration of commercial interests to newer facilities closer to Interstate 55 and in larger surrounding communities. Like many other downtowns, Lincoln's historical business district has many buildings with unoccupied storefronts and vacant upper floor apartments.

Despite these limitations, Downtown Lincoln offers a unique environment for businesses. Downtown buildings display an interesting architecture and history and they are located in close proximity to a variety of other businesses. In addition, government facilities including the Logan County Courthouse, Lincoln City Hall, the US Post Office, the Amtrak station, and the Carnegie Library are located downtown. Downtown Lincoln also boasts a unique layout and a large amount of greenspace with two city block sized parks. These are the building blocks of a compact and efficient community that correspond with a national trend toward rediscovering downtown as a great place to live, work, shop, and play.

To build upon existing strengths and to achieve a revitalized downtown, this planning process will:

Include significant community engagement and public participation. Community engagement and success in implementation are directly linked. We will develop a *Downtown Revitalization Plan* that enjoys strong public support by encouraging public participation and involving the public throughout the planning process. In addition, the plan will include graphic illustrations of planning recommendations to aid public understanding and for use in securing future funding sources for implementation.

Create a compelling vision that outlines the goals and objectives of the redevelopment process. This vision will incorporate market research and significant public involvement to create a detailed strategy for downtown redevelopment. This vision will culminate in a *Downtown Redevelopment Plan* to guide economic development, business improvement, land use, transportation, and infrastructure improvements recommended by the planning process.

Create a plan for improving the safety and accessibility of downtown. Part of making downtown Lincoln attractive to new residents and businesses is making visitors feel safe and making downtown businesses and residences accessible. We will analyze existing public transportation facilities and develop recommendations for improvements to lighting, handicapped accessibility, parking facilities, and traffic circulation patterns.

Enhance the attractiveness of downtown. Downtown Lincoln has significant amounts of public space and we will develop a plan to enhance these spaces with a *Parks and Courthouse Square Landscape Plan* for the two county parks and the courthouse square. We will identify locations for additional greenspace and possible enhancement of the high speed rail corridor through downtown. In addition, we will develop a plan for enhancing the downtown streetscape including streets, sidewalks, alleyways, and parking areas.

Develop a plan to embrace Lincoln’s historical heritage. Our team will conduct a survey of structures within the historic downtown business district and make recommendations for improvements to the existing facades to improve aesthetics and historical accuracy. In addition, we will assist Lincoln with the development of a historical preservation commission, historical ordinances, and with admission into the Certified Local Government program.

Deliver to the City of Lincoln a roadmap for revitalization AND the tools necessary to realize the goals defined by the planning process. We will combine the results of our work into two comprehensive documents. A *Downtown Redevelopment Plan* will outline the Vision for what downtown Lincoln could and should be. It will identify key projects that the City and downtown business community will organize around, explore ways to develop the organizational capacity necessary for implementation, and outline how and when to utilize funding sources to maximum benefit. A *Downtown Revitalization Plan* will focus on near-term actionable elements. It will provide direction for making downtown a more compelling place to live, work, shop, and play.

Project Team

Prairie Engineers has assembled an interdisciplinary team of local professionals to develop plans which are both compelling and pragmatic. To this team we have added an outside consultant to provide a fresh perspective and to lead our team in developing a strategic vision for downtown Lincoln. These team members collectively add specific technical expertise, skills with public planning, and a fresh look at downtown Lincoln.

Prairie Engineers will lead and coordinate the project team which consists of the following key professionals:

Civil Engineers

Lisa Kramer, P.E.

Darren Forgy, P.E., PLS

Matthew Miller, PLS, E.I.

Prairie Engineers of Illinois, P.C.

Lincoln, IL

Urban Planner

Ian Colgan, AICP

Development Concepts Inc.

Indianapolis, IN

Traffic Engineer

Kurt Bialobreski, PE, PTOE

Hanson Professional Services Inc.

Peoria, IL

Architect

Keddy Hudson, AIA

Kennedy Hudson and Associates

Monticello, IL

Landscape Architects

Kent Massie, PLA, ASLA

Sue Massie, APA

Massie Massie & Associates

Springfield, IL

Aerial Mapping

Frank Taylor, CP (ASPRS)

Continental Mapping Consultants, Inc.

Indianapolis, IN

Electrical Engineer

Ryan Nation, PE

Hanson Professional Services Inc.

Springfield, IL

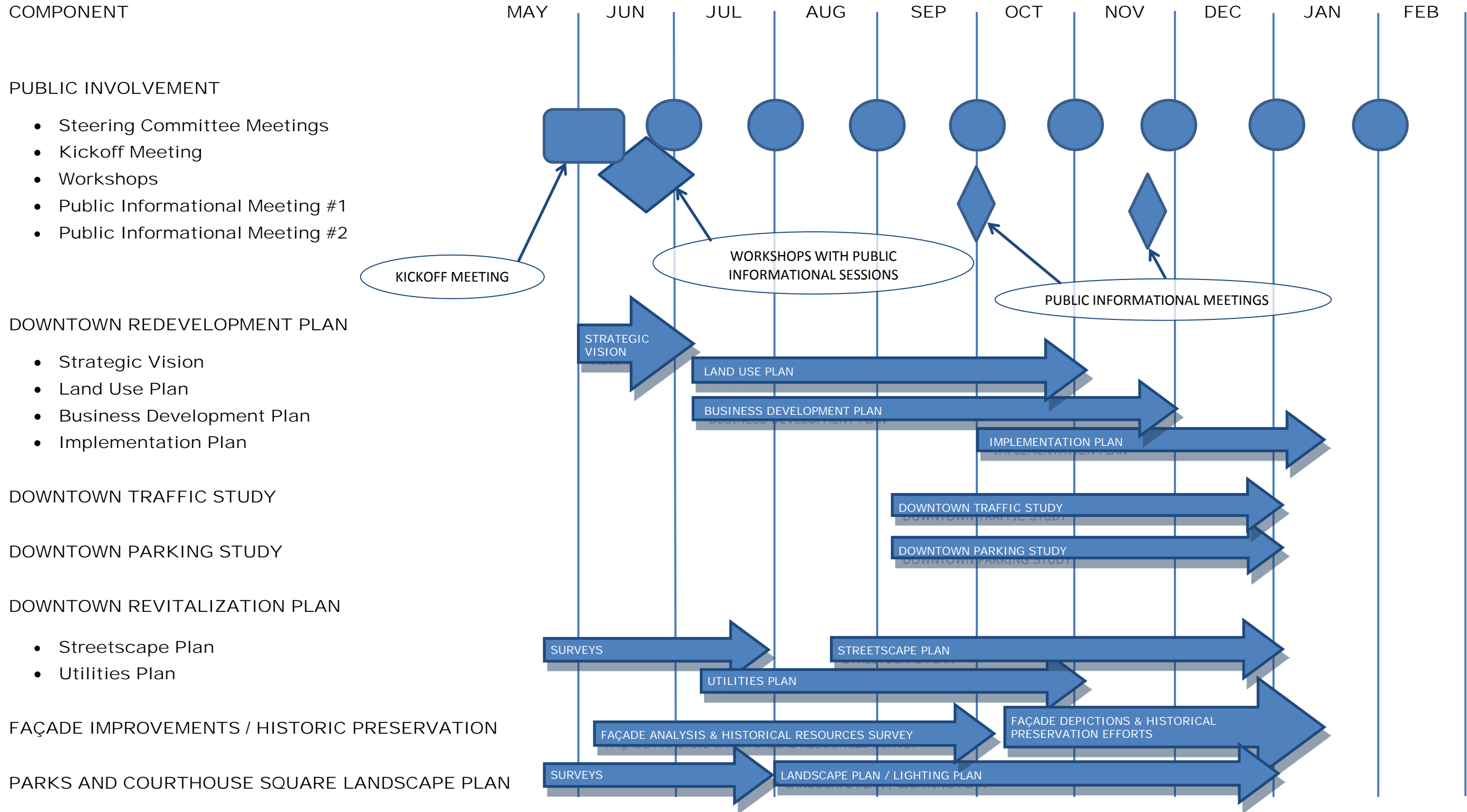
Historical

Cory Jobe

Preservation and Economic Development

Consultants, Springfield, IL

Project Schedule – Anticipated Notice to Proceed is May 15



Scope of Work

Descriptions of tasks and summaries of project deliverables associated with each component of our proposal are listed below. Future steps and optional items for various components are also briefly discussed.

Project Management

Prairie Engineers will hold direct responsibility for project leadership, management, coordination of public involvement, and integration of the work of the entire team into plans which are compelling and pragmatic.

We have included in our proposal monthly in-person meetings with the steering committee to report directly on project progress and coordinate feedback. These meetings will be attended by Lisa Kramer and/or Darren Forgy and other members of the team on an as-needed basis. In addition to monthly meetings, progress reports will be developed and submitted prior to each steering committee meeting.

In addition to project leadership, meetings, and status reports, our team will provide grant administration services to satisfy Department of Commerce and Economic Opportunity requirements.

Public Involvement

This proposal contains a public involvement component which incorporates numerous opportunities for stakeholder input and regularly informs the public on project status. Specific components include:

Kickoff Meeting

Schedule and participate in a kickoff meeting. This meeting will include initial discussions with the steering committee and City officials and will include a walking tour of downtown. This “all-hands” meeting will include all members of the project team and will serve as an initial introduction and information gathering session for the project.

Workshops

Schedule, facilitate, and lead a series of workshops designed to collect input from key stakeholders and community members and to develop a conceptual vision for downtown. Informal informational meetings will be held immediately before and after the workshops to educate the general public on the process and to share the results.

Deliverables

- Summary report of community input
- Powerpoint presentation

Preliminary Public Informational Meetings

Schedule and present preliminary plan framework to the community during two public informational meetings. These meetings will involve an initial presentation and then allow for team professionals to interact with individuals from the community for input and feedback. The first preliminary public informational meeting will present the preliminary downtown redevelopment plan. The second preliminary public informational meeting will present the preliminary downtown revitalization plan.

Deliverables

- Summary report of community input
- Powerpoint presentation

Public Website

Design and host a public informational website for the downtown study. Detail will be provided for the project scope, project limits, status and timeline, and project team. Interactive maps of downtown will be provided on the website which will allow for community members to provide project-relevant input at specific locations and site visitors will be polled regarding their preferences. Additionally, report information will be uploaded to the website for public viewing.

Deliverables

- Project Website
- Project Facebook Page

To augment the website, attract additional visitors, and to solicit additional community feedback, a Facebook page will be created and interested parties who join will be updated regularly on the project status.

Downtown Redevelopment Plan

The Downtown Redevelopment Plan consists of four components and outlines strategies and goals for long term development of Downtown Lincoln. Each of the components will culminate in a final narrative report supported by graphic exhibits and summary tables. The plans will be integrated into a single set of strategies and actions which are linked operationally.

Strategic Vision

The Strategic Vision will outline the long term goals, and objectives for development, revitalization and general improvements within Downtown Lincoln. It will represent the overall direction that guides all planning, development, transportation, and infrastructure improvements recommended throughout the planning process.

Deliverables

- Strategic Vision Statement

In addition to public input sought during workshops and public informational meetings, we will review all relevant existing plans and studies and conduct in-person interviews with key stakeholders to develop this Vision.

Land Use Plan

The Land Use Plan will provide recommendations for the location of residential, office, industrial, retail, and hospitality land use within the Downtown Study Area. This mix of land uses will take into consideration the physical, market, and transportation conditions explored during an assessment of physical conditions and meetings with stakeholders and the public and will integrate any proposed or approved projects within the downtown or surrounding areas.

Deliverables

- Narrative Land Use Plan
- Graphical Downtown Land Use Exhibit

Specific investigations and assessments will include:

- Inventory and map the existing physical conditions of the downtown including land use, real estate considerations, transportation, and infrastructure considerations
- Examine land use and zoning, land / improvement ratios, open space availability, key urban design features, key historic features and strategic properties, area assets, and environmental considerations as well as vehicular, bicycle, and pedestrian facilities, parking supply and demand, and traffic patterns

Economic Development and Business Improvement Plan

The Economic Development and Business Improvement Plan will address general opportunities for enhancing the economic climate in Downtown Lincoln. Methods for enhancing existing businesses will be explored and strategies to attract new businesses will be examined in three sub-sections:

Deliverables

- Narrative Economic Development and Business Improvement Plan
- List of Key Catalyst Projects
- List of Development Scenarios
- List of Secondary Sites

- National / chain businesses
- Regional prospects
- Entrepreneurial / start-up prospects

This plan will be completed using findings from economic and market research and analyses performed for the core market segments that influence development and/or redevelopment opportunities in the City. This research will expose underserved demand within the marketplace, determine key competitors and competitive centers in the region, and provide basic estimates for market absorption that will influence eventual development.

The team will additionally assess downtown factors including:

- Economic trends
- Targeted development sites
- Existing circulation patterns and connectivity
- The pedestrian environment
- Parking supply and demand
- Multi-modal opportunities
- Urban design principals

This assessment will offer insight into development opportunities in Downtown and will identify:

- **Key/Catalyst Projects** which will act as catalysts and can deliver significant impact to downtown Lincoln
- **Development Scenarios** and site-specific development options to best meet the overall goals and objectives for Lincoln while being sensitive to market and site opportunities and constraints, including potential uses, building and site design, massing and context, and public and private development opportunities
- **Secondary Sites** and recommendations for supportive development projects that will most likely be financed without significant (or any) public subsidy, incentive, or support.

Implementation Plan

It is our intention to provide the City of Lincoln with a roadmap for success and the tools necessary to realize the goals identified in the plans. We will identify key steps in the implementation process which will be detailed and prioritized based upon short, medium, and long term opportunities. For each potential project, action steps, roles and responsibilities, and a proposed timeline will be presented.

Deliverables

- Narrative Implementation Plan

In addition, our team will recommend potential staffing, funding, and other tools that may be necessary for the City of Lincoln to implement the recommendations of this plan. We will guide the City through available local, state, and federal redevelopment tools that can be used to achieve redevelopment and reuse outcomes, from Tax Increment Financing (TIF) to private equity and debt financing. We will also include an emphasis on public-private partnerships where the resources of various parties can be brought to the table for implementation.

Downtown Revitalization Plan

The Downtown Revitalization Plan is a comprehensive planning document focused on developing Downtown Lincoln into a compelling place to live, work, shop and play. This plan provides detail for the implementation of shorter-term goals contained in the Downtown Redevelopment Plan and is comprised of two primary components and several subcomponent plans as follows:

Streetscape Plan

The Streetscape plan will address specific improvements that can be made within street rights-of-way in Downtown Lincoln to enhance the safety, aesthetics, desirability, and economic feasibility of properties downtown. Most of the components of this plan will address recommended improvements along three

blocks each of Kickapoo, McLean, Broadway, and Pulaski Streets centered on the courthouse square. The streetscape plan will provide guidance for the first phase of a comprehensive revitalization of the downtown streetscape, and establish the character for future phases. Additional components may address improvements within the larger downtown historical and business district. The Streetscape plan is a compilation of sub-plan components including:

Deliverables

- Aerial Mapping of Downtown Study Area
- Narrative Streetscape Plan
- Graphical Exhibits including cross-section boards, a downtown streetscape master plan, and 3D renderings of future streetscape and façade improvements

Survey

Aerial mapping will be conducted for the entire downtown study area including 1" = 20' topographical mapping with 1 foot contours and 3" pixel color orthophotography. This mapping will be suitable to support the current conceptual design efforts and can be supplemented with minimal ground surveys to support future construction plan development.

Lighting Plan

Conceptual level lighting design will be performed for the 12 blocks within the first phase of proposed streetscape. In addition, the existing power distribution system will be analyzed for adequacy to support the proposed streetscape and lighting in other areas.

Bicycle Routes Plan

Potential bicycle corridors leading into downtown will be identified and preferred bicycle routing through the downtown historical business district including connection points will be determined.

Brick Streets Plan

A plan will be developed for the preservation of historic brick streets within the downtown study area. Existing brick streets will be inventoried and prioritized for preservation or restoration based upon existing condition, cost of improvements, and perceived contribution to the surrounding properties. Specific recommendations for improvements will be developed on a block by block basis.

Streetscape Geometrics

Preliminary design for streetscape geometrics will be performed for the 12 blocks within the first phase of proposed streetscape. Where possible, emphasis will be placed on developing consistent roadway geometry to improve the safety of both vehicular and pedestrian traffic. Recommendations will include:

- Improvements to comply with the Americans with Disabilities Act (ADA) accessibility standards
- Typical roadway and streetscape cross-sections on a block by block basis
- Proposed intersection geometry including possible traffic calming measures
- Identification of proposed on-street parking locations
- Coordination with the Illinois Department of Transportation to ensure federal funding compatibility

Streetscape Elements

Recommendations will be provided for improvements to streetscape elements and the incorporation of greenspace within rights-of-ways including:

- Lighting fixtures
- Street trees
- Paving materials
- Planters
- Trash receptacles
- Benches
- Bicycle racks
- Flagpoles
- Wayfinding and signage for motorists and pedestrians

Costs and Funding

Conceptual level cost estimates will be developed for all recommended improvements, including implementation costs on a block by block basis. In addition, potential funding sources will be identified along with a timeline for implementation.

Next Steps

Construction document development for the proposed first phase of downtown streetscape improvements encompassing 12 blocks. These documents can be provided for an approximate cost of \$150,000 (\$100,000 for civil and landscape plans + \$50,000 for electrical plans) and can be completed using Illinois Transportation Enhancement Program (ITEP) funds if that grant is awarded by the Illinois Department of Transportation (IDOT).

Downtown Utilities Plan

The Downtown Utilities Plan will investigate the feasibility of utility relocations in the downtown area. It is likely that costs and impacts for utility relocations will be reduced if they take place simultaneously with other revitalization plan improvements. Utility Plan findings will be summarized in a brief narrative report along with maps of utilities prioritized for relocation and associated costs. Utilities to be studied include:

Combined Sewers

The feasibility of separating existing combined sewers in local areas of downtown will be investigated in order to reduce the frequency of sewer backups and minimize sewer gas leaks from inlets and basement drains.

Overhead Utilities

The feasibility of relocating overhead utility lines underground will be investigated in order to enhance the aesthetics of downtown.

Next Step

If initial investigations indicate combined sewer separations are feasible for local areas, and inventory and more detailed mapping of the existing sewer mains and service sewers (including televising sewers) will be required. The costs for these services vary but could possibly be provided with the City's in-house crews.

Parks and Courthouse Square Plan

A Landscape Plan will be developed for public spaces within the downtown study area. This plan will include both an overall narrative report and graphic illustrations of each area. Individual conceptual plans will be developed for the Courthouse Square, Latham Park, Scully Park and other proposed open spaces within the downtown study area. The concept plans will set forth an overall design and plan to guide the redevelopment of each of these existing public spaces to maximize public benefits and aesthetics.

Deliverables

- Narrative report for both county parks and the Courthouse Square
- Graphical Plan of Courthouse Square
- Graphical Plan of Scully Park
- Graphical Plan of Latham Park

Each plan will include economically feasible designs and general recommendations for the development of plantings and trees, gathering areas, resting areas, historical information, monuments or sculptures, park or playground equipment, lighting of walkways, lighting of the bandshell in Latham Park, and other support facilities.

Optional Item – Concept Plan for High Speed Rail Corridor

Conceptual design of public areas along the Union Pacific Railroad through Downtown Lincoln can be provided at an approximate cost of \$5,000.

Façade Analysis and Historical Preservation Plan

The Historical Preservation Plan will provide a guide for the preservation of existing historical structures and other assets in the downtown historical business district. This plan will emphasize the importance of historical preservation for existing assets and will include several components as detailed below:

Deliverables

- Updated Architectural Survey of Downtown Historical District
- Individual Façade Analysis for approximately 130 historical structures
- Preliminary design recommendations for the Arcade Building
- Façade depictions for two blocks

Architectural Survey

An updated architectural survey will be conducted for buildings and infrastructure within the Downtown Lincoln National Register Historical District. This survey will include photo documentation of all structures comprising the historic district and will identify changes and alterations that have occurred since the initial survey was performed.

Façade Analysis

The façade analysis will consist of a building by building look at each façade in the National Register Historical District. Notes will be provided for each structure for features to retain as well as past alterations. Specific recommendations will be provided to guide preservation efforts and to improve the aesthetic quality of the buildings. In addition, available historical photographs will be referenced when possible.

Optional Item – Detailed Façade Analysis

Upon request, a more detailed façade analysis can be provided including a forensic look at the building façade to determine the extent of the remaining original components. A report will be developed with more specific recommendations necessary to bring the building back to its original appearance including probable construction costs. This more detailed analysis can be provided for approximately \$3,700 per structure.

Façade Depictions

Following façade analysis, graphical exhibits will be created that demonstrate the façade design recommendations visually with continuously rendered elevation drawings of two blocks of the historical downtown. Additionally, photographs of the existing buildings will be compiled into a mosaic suitable for comparison with the proposed façade depiction renderings.

Historical Preservation Committee

Status as a Certified Local Government (CLG) is critical in obtaining grant funds for historical surveys, preservation plans, and public education. It also makes qualified properties eligible for incentive programs, income tax credits, and property tax assessment freezes to benefit local landmarks. In order to become a Certified Local Government, communities must have a historic preservation ordinance, establish a preservation review commission, have an active local survey program to identify historic resources, and provide for public participation.

To help guide the City of Lincoln through the certification process, our team will:

- Conduct educational and training meetings on the importance of an historic preservation commission and ordinance.
- Assist the City of Lincoln in establishing a historic preservation commission.
- Develop a draft historical preservation ordinance for commission review, approval, and submittal to the City Council
- Coordinate application for Certified Local Government Status with the Illinois Historical Preservation Agency and the National Park Service
- Assist the historical preservation commission in developing a list of recommended properties in Downtown Lincoln to receive landmark status.

Optional Item – Historic Signage Program

Upon request, we will research historic signage design possibilities in both general and local terms and devise guidelines for appropriate types of signage for the Downtown. We will develop a process for signage grant application including review procedures and design assistance and will produce an appendix illustrating appropriate signage types and materials. This program can be developed for approximately \$6,500.

Optional Item – Revolving Loan Fund Development

Upon request, we will create a façade improvement program including guidelines for façade improvements, an incentive resource tool kit to assist building owners, and guidelines (including application forms and process) for a revolving loan fund to encourage appropriate improvements to facades in the downtown area. The approximate cost for this program is \$6,700.

Downtown Traffic Study

The Traffic Study will specifically address transportation improvements in downtown Lincoln and recommendations will be made for improvements to enhance downtown circulation, safety and accessibility. A technical appendix of the data collected and analysis completed will be included in the report.

Deliverables

- Narrative Downtown Traffic Study

Specific areas to be studied include:

- Crash analysis and identification of potential safety improvements for downtown area
- Development of design year traffic projections
- Perform a circulation analysis and develop alternatives for changes in traffic patterns. Traffic flow to and from existing traffic generators both inside and outside the downtown area will be reviewed
- Perform a capacity and queuing analysis for one intersection for the existing, no build, and up to four alternative build analyses.

Optional Item – Additional Intersection Analysis

Should the capacity and queuing analysis for Kickapoo and Broadway show the need for traffic signals, additional intersections should be analyzed at an approximate cost of \$1500 per intersection.

Downtown Parking Study

The Parking Study will develop recommendations for parking improvements in downtown Lincoln to enhance the economic viability and safety of the downtown business district. A technical appendix of the data collected and analysis completed will be included in the report. Specific areas to be addressed include:

- Development of traffic generation based upon existing development and proposed future development to estimate parking demand
- Identify existing parking capacity, both on and off street
- Make recommendations for potential additional off-street parking locations and changes to on street parking
- Develop conceptual plans and preliminary cost opinions for proposed off-street parking areas
- Develop recommendations for metered parking and rate structures

Next Steps

Construction document development for proposed off-street surface parking areas can be provided for an approximate cost of \$10,000-\$30,000 per site.

Schedule of Fees

Fees associated with each component of our proposed scope of services are listed below. We welcome the opportunity to discuss our distribution of resources among plan components to ensure that we meet your goals in the most cost-effective manner possible.

Downtown Redevelopment Plan **\$75,900**

- Strategic Vision
- Land Use Plan
- Economic Development / Business Improvement Plan
- Implementation Plan
- Meetings and Workshops
- Public Informational Meetings
- Project Management, Meetings & Reporting

Downtown Revitalization Plan **\$128,000**

- Streetscape Plan
 - Surveys*
 - Lighting Plan (Phase 1 Streetscape Area)*
 - Bicycle Routes Plan*
 - Landscape Plan*
 - Streetscape Conceptual Design (Phase 1 Streetscape Area)*
 - Brick Streets Plan*
 - Exhibits (Two birds eye views, master plan, and cross sectional views)*
- Downtown Utility Plan
 - Sewer Separation Study*
 - Utility Relocation Study*
- Public Informational Meetings and Website
- Project Management, Meetings & Reporting

Parks and Courthouse Square Landscape Plan **\$36,500**

- Surveys
- Lighting Plan
- Landscape Plan
- Exhibits
- Project Management, Meetings & Reporting

Façade Improvements and Historic Preservation Plan **\$50,400**

- Update Historical Resources Survey
- Façade Analysis
- Façade Depictions
- Historical Preservation Committee Efforts

Downtown Traffic and Parking Study **\$40,500**

- Downtown Traffic Study
- Downtown Parking Study

Grant Management **\$5,000**

OVERALL FEE	<u>\$336,300</u>
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