

THE UPLANDS

— EST. 1902 —

CHARRETTE REPORT

DRAFT



MARCH 2020

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Introduction

At the end February/beginning of March 2020, Uplands residents and property owners took part in a two-day design charrette, prepared by the Community Development Department of the City of Peoria, which focused on the Uplands Neighborhood and Subdivision. This charrette was requested by the Uplands Neighborhood Planning Committee in order to facilitate the following goal:

Maintaining the historical character and desired livability of The Uplands neighborhood for all property owners by having appropriate building and zoning codes in place which provide flexibility for property owners while also preserving unique characteristics.

Establishment of a form-based code along the perimeter of the Uplands (i.e., along Main and University), and a neighborhood conservation overlay district for the interior of the neighborhood.

This report describes the history of the area; the portions of a Form Based Code, and recommendations and follow-on actions for implementing the visions provided by the Uplands residents and property owners at the charrette through the current regulatory process with the City of Peoria.

Additionally, the Uplands Neighborhood Planning Committee has taken on the task of updating “The Uplands Neighborhood Plan” which was adopted as an amendment to the City of Peoria’s Comprehensive Plan on May 7, 1996, through resolution No. 96-353. This update will be processed as an amendment to the Comprehensive Plan and shall serve as additional influence to create changes to the codes regulating land use and form in the area.

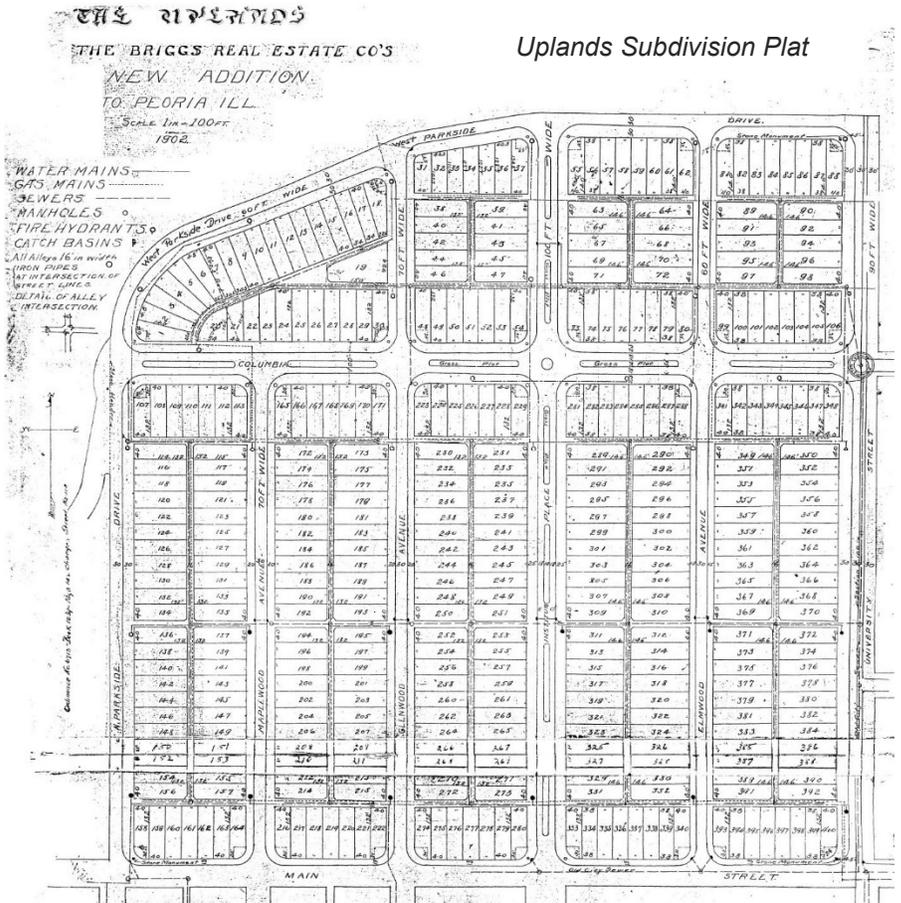
Background

Uplands Neighborhood History

The Uplands Neighborhood is located within Peoria's West Bluff area. It is bounded by North University Street on the east, West Main Street on the south, Laura Bradley Park on the west, and Interstate 74 on the north. The Uplands area was predominantly developed between 1902 and 1920. Houses built here were generally larger two-story single-family homes on small lots. The subdivision was platted in 1902 by the Briggs Real Estate Company of Toledo, Ohio.

There were originally 400 lots in the subdivision. 30 "star" lots were sold outright in October 1902. The remaining 370 were apportioned through a drawing held in May of 1903. A newspaper article called the event the most remarkable entertainment ever held at the Grand opera house. Envelopes were drawn from each of two churns -- one with the names of the shareholders of the syndicate, and one with the deeds to the lots. Whoever's name was on the certificate got the lot shown on the deed. Within three hours, all the lots were sold. This means of property distribution speaks to the desirability of the neighborhood -- even before any houses were built. The Uplands was considered a fashionable area when it was developed. Much of this dignity has endured to present.

The developers gave a gift to Peoria -- a statue of Christopher Columbus. One time reigning at the Columbian Exposition in Chicago in 1903, the statue was originally placed in the middle of the intersection of Institute and Columbia Terrace. It was later declared a traffic hazard, and in 1947 was



Uplands Subdivision Plat

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moved to Bradley Park. After restoration, the statue was rededicated in 1984. It has become a landmark in the neighborhood.

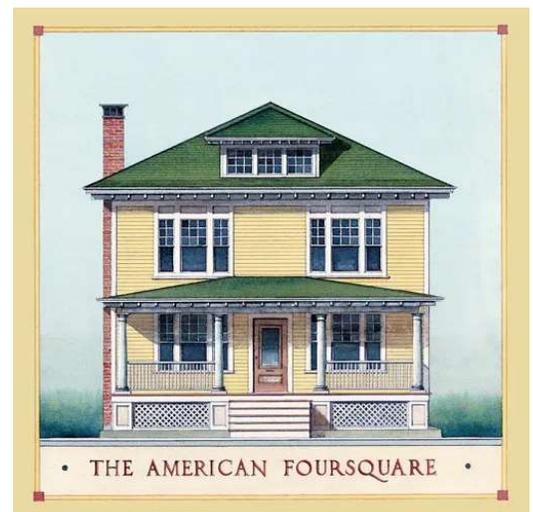
Much of the "character", or what makes the Uplands unique, is a direct result of a deliberate attempt to create a certain uniform character. A 1909 newspaper article stated that "When the Briggs Real Estate Company (developed the Uplands)... it did the job in style. It paved every sheet with asphalt, built cement walks on both sides of every sheet, planted 1,400 trees and terraced every lot in the subdivision. Boulevards were included along Columbia Terrace and Institute to ensure a park-like setting as an enhance to Laura Bradley Park.



AN UPLANDS BOULEVARD

At the time of platting, the developer further advanced this desired "character" by placing restrictions on the development of property. Again, these were to lay out the boundaries for uniformity within the neighborhood. Such restrictions included that houses be at least 2 full stories tall, be at least twenty feet from the front property line, and that accessory structures be at least 100 feet from the front property line. The residential association also encouraged all houses to have the same height, and an approximately equal cost.

The character of the neighborhood is defined both through its similarity, and its variety in architectural style. Although there are a variety of architectural styles, the American four-square seems the most common. A typical house possesses in the



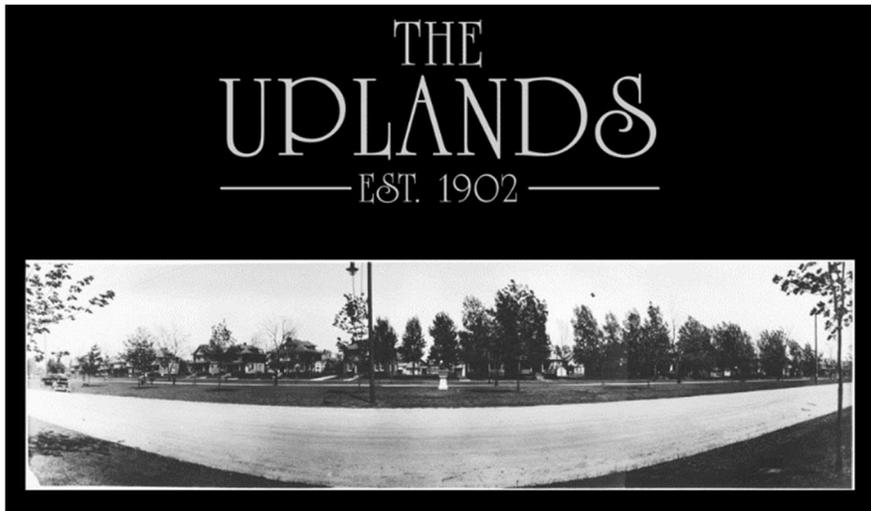
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range of 1,400 to 1,800 square feet of livable area. Most houses have a walk-up attic that gives them the appearance of being 2-1/2 stories. Most houses also have open porches extending across the front facade.

The height of the houses, the high-pitched roofs, the uniform setbacks, uniform sizes, styles, dormers, pattern of windows, narrow siding, wide trim, mixing of materials, and density are some of the defining factors of the character of the neighborhood. A typical Uplands lot is about 40 feet wide and contains in the vicinity of 5,500 square feet. Although there are several architecturally significant structures in the Uplands, what makes the area truly unique is the concentration of houses with these characteristics.

Charrette Process

As noted in the introduction of this report, at the end February/beginning of March 2020, residents took part in a two-day design charrette, prepared by the Community Development Department of the City of Peoria, focused on the Uplands Neighborhood and Subdivision. Following a brief presentation by the



Presentation Title Slide

Community Development Department which provided demographics and directions for the hands-on session, the group split up around tables to focus on the vision for the Uplands Neighborhood. Assisted by a facilitator, each table discussed their geographic area in detail. The groups worked on large maps of the study area, identifying landmarks and special features, problem areas and issues, and targets of opportunity for redevelopment. They drew diagrams and sketches to convey the

character of the neighborhood today as well as describe what they would like to see in the future. Additionally, the participants took part in a visual preference survey to ascertain the building blocks of the area in question, including building types, street configurations and building materials.

At the second day's meeting and following a brief presentation on the results of the table exercise and survey, a spokesperson from each table volunteered to present each table's vision (and drawings) to the entire audience. An Artist provided her outlook on the proceedings and provided drawings of concepts for the community. Also, architectural and real estate professionals provided their views and discussed best practices on the process during a panel discussion at the



Artist Observations during Charrette

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end of the session. During both hands-on sessions, City Staff listened carefully, took notes, and asked questions to gather as much community input as possible.

At the conclusion of the sessions, there was considerable overlap between the tables, most particularly regarding: greening of Main and University Streets, mixed-use development at the Main & University Intersection and townhouse development along Main & University with the opportunity for aging-in-place housing. The information and ideas from the public provided the foundation for this report and the proposals contained within.

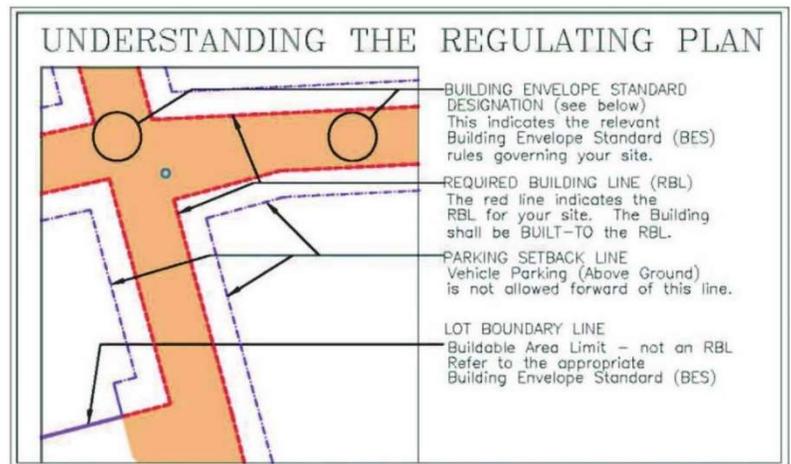
Proposals

Regulating Plan

Adopted Regulating Plan



A regulating plan provides standards for the disposition of each property or lot and illustrates how each relates to the adjacent properties and street-space. The regulating plan is the coding key for the Form District that provides specific information on permitted development for each property. The regulating plan identifies the building envelope standards for all building sites within a Form District. The regulating plan also shows how each lot relates to public spaces (street-space, civic greens, pedestrian pathways, etc.) and the surrounding neighborhood. There may be additional regulations for lots in special locations as identified on the specific regulating plan. The key provided to the right explains the elements of the regulating plan and serves as a reference when examining the regulating plan.

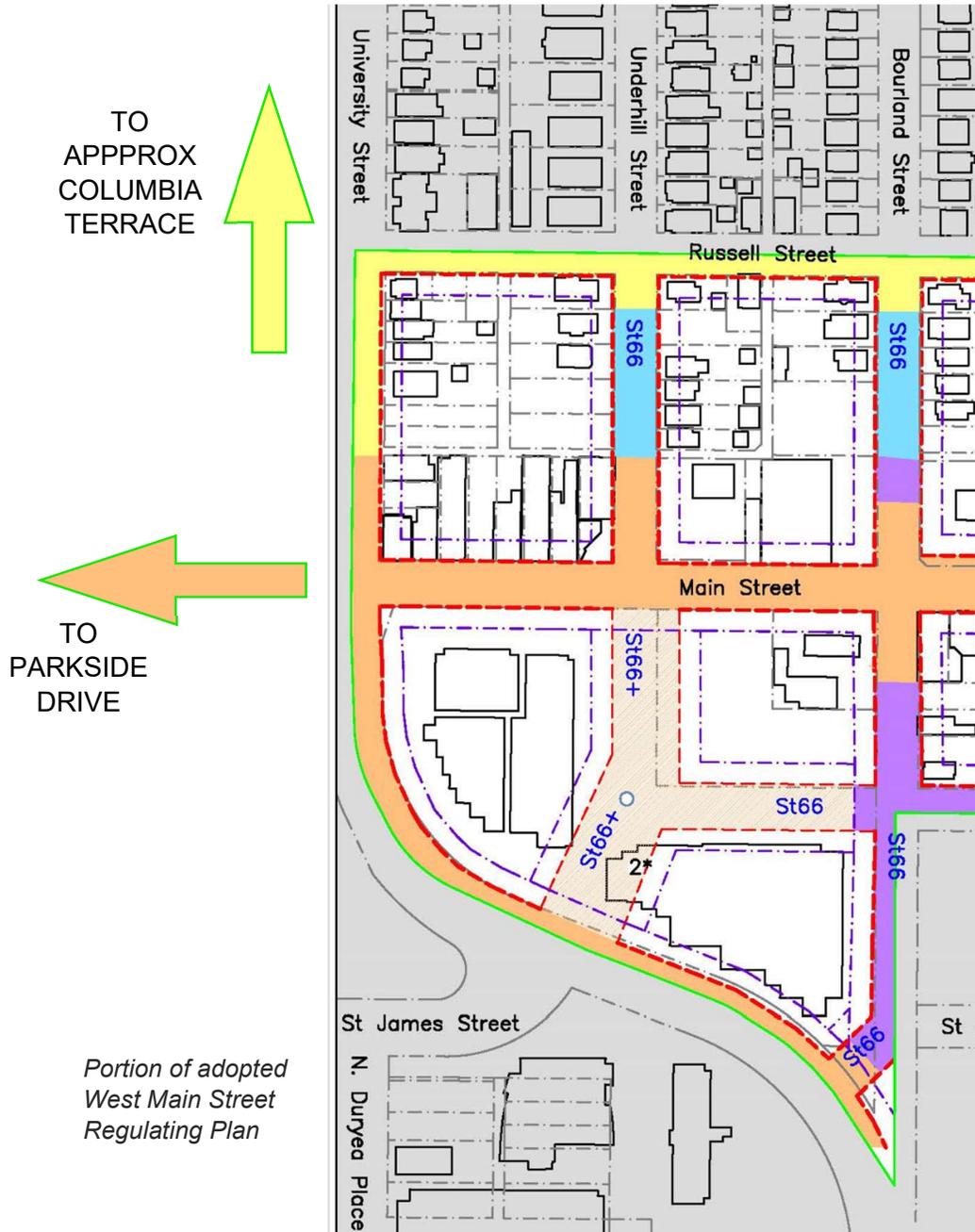


- Building Envelope Standards by Street Frontage**
- | | | | |
|--|------------------------------|--|-------------------------------|
| | Existing Lot/Building | | Neighborhood (R-4) |
| | Neighborhood Center Frontage | | Local Frontage |
| | Parking Setback | | Required Building Line (RBL) |
| | Lot Boundary Line | | Civic Buildings and Monuments |

Regulating Plan Legend

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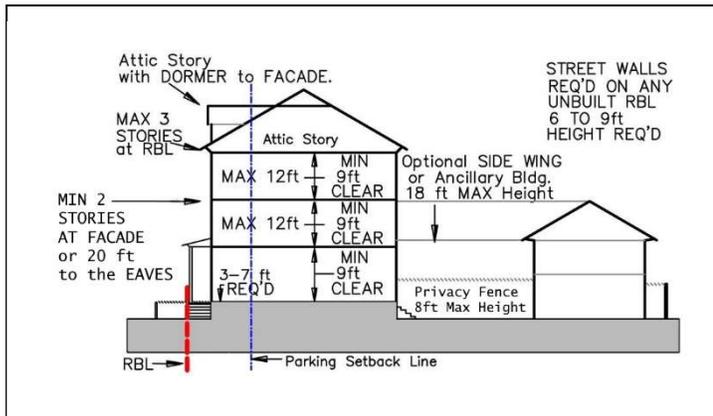
The proposal for this topic is to expand the regulating plan boundary along Main Street from University Street to the west until Parkside Drive and along University Street from Main Street to the north until Columbia Terrace. This will allow the codification of the properties that front the noted streets into the Form Based Coding section of the City of Peoria Unified Development Code. This codification will help realize the form of development discussed at the charrette. Also, a new frontage is proposed to accommodate this proposed change.



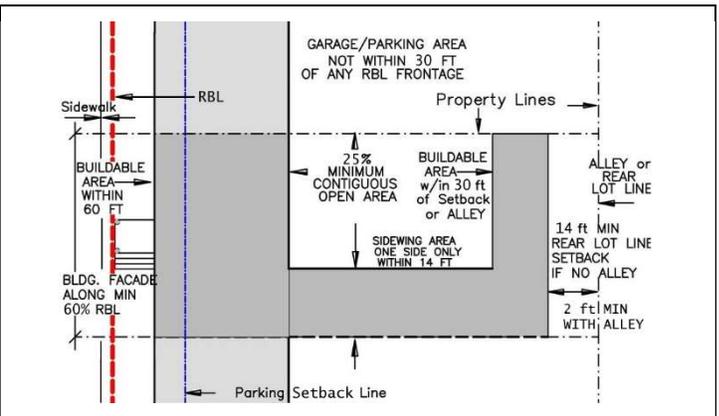
Building Envelope Standards

The building envelope standards establish basic parameters governing building form, including the envelope for building placement (in three dimensions) and certain required or permitted building elements, such as shopfronts, doors, windows, balconies, and street walls. The building envelope standards establish both the boundaries within which things may be done and specific things that must be done. The applicable building standard for a lot or parcel is determined by its street frontage, as designated on the regulating plan. The building envelope standards also include broad parameters for use. The intent of the building envelope standards is to shape vital public space throughout a Form District through placement and envelope controls on buildings that frame the street-space. The standards aim for the minimum level of control necessary to meet that goal.

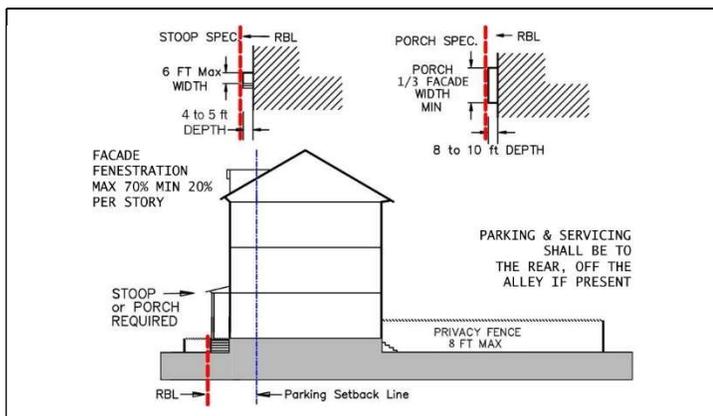
HEIGHT



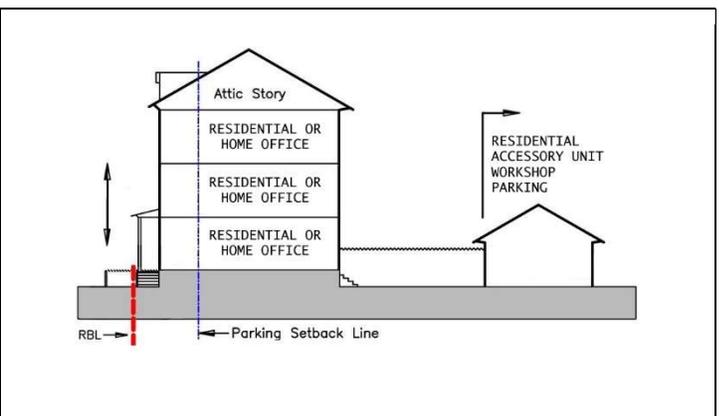
SITING



ELEMENTS



USE

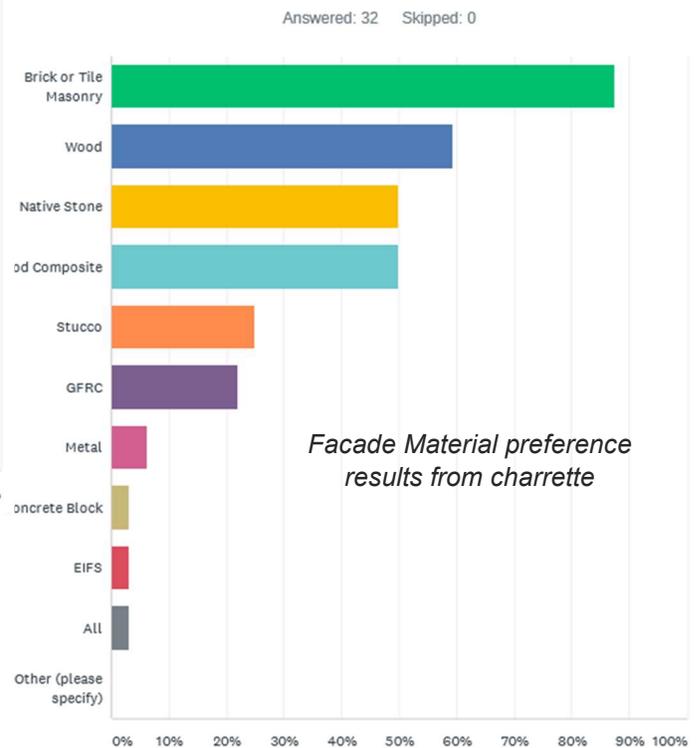
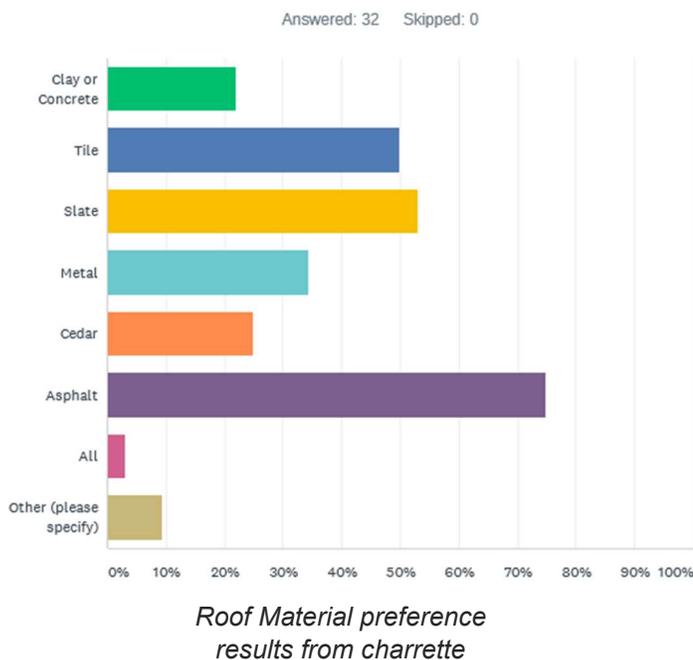


In order to realize the vision discussed at the charrette, new BES standards are proposed to align with the changes in the West Main Street Regulating Plan.

Architectural Standards

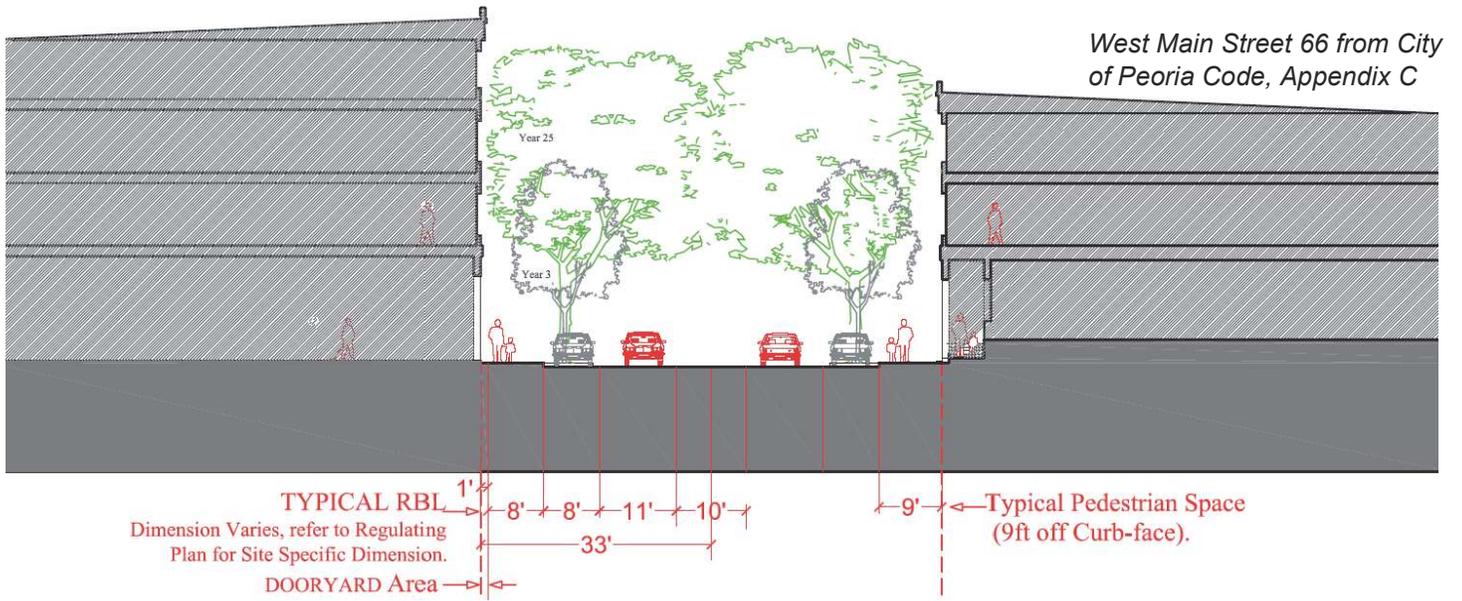
The goal of the architectural standards is to promote a coherent and pleasing architectural character that is complementary to the best regional traditions. The standards govern a building's architectural elements regardless of its building envelope standard and set the parameters for allowable materials, configurations, and construction techniques. Equivalent or better products than those specified are always encouraged and may be submitted for approval to the City.

The proposal for this section is to provide architectural standards that fulfill the noted intent at the charrette pursuant to the preference survey. Some of the existing standards that are present in the Form Based Code may not represent that vision and a separation would have to be made within this specific section. The current Form Based Code does allow requests for equivalent or better material substitutions. These requests are processed and approved by the Community Development Department during the building permit process. Limiting the palate of the allowable material choices may signal to the applicant that varying from the options would be frowned upon. Additional options for stricter control of building materials are available but not through a Form Based Code regulation approach. They include the creation of a Historic District with building modification approval through the Certificate of Appropriateness process or the application of covenants to the neighborhood with the Neighborhood Association serving as the approval authority.

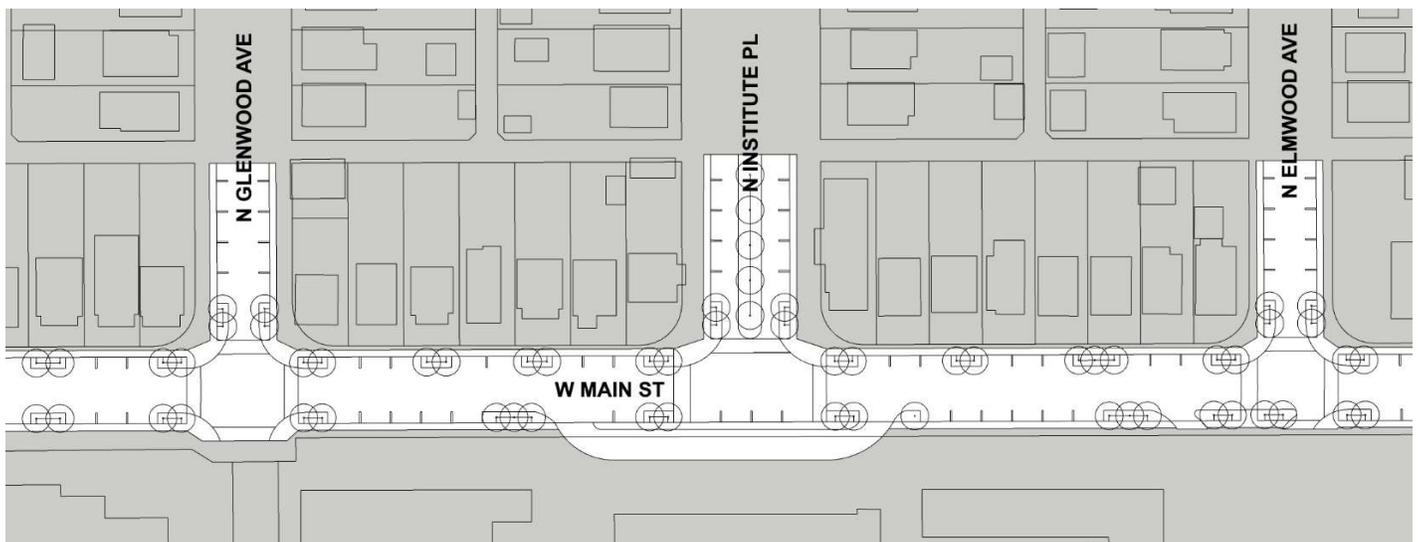


Streetscape Standards

The streetscape standards are intended to ensure coherent street-space and to assist builders and owners with understanding the relationship between the public space of the form district and their own building. These standards set the parameters for the placement of street trees and other amenities or appurtenances (e.g., benches, signs, street lights, etc.) on or near each building site and are coordinated with the street specifications.



The existing West Main Street Regulating Plan has streetscape standards that are proposed to be applied to Main Street from University Street to Parkside Drive as partially shown in the figure below.



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University Street has some recent road diet upgrades due to the reconstruction of the Main and University Intersection. Additional tree plantings in the tree lawns along University Street (or the addition of planting areas in the parking lane) are recommended to fulfill the charrette request of providing additional green canopy along this roadway. The application of the previously described street cross section along University Street to Columbia Terrace is an option as well.



Regulatory Implementation Steps

The following implementation steps will all follow the same approval process through the City of Peoria procedures contained within Appendix C of the City of Peoria Code, the Unified Development Code. The general public will be notified of the requests and the Planning & Zoning Commission will hold a public hearing allowing all interested individuals to provide comment. Upon completion of the public hearing, the Commission will forward a recommendation to the City Council which has the final approval authority on the proposals. The City Council will render a final decision on the requests by adopting either an Ordinance or Resolution.

Comprehensive Plan Amendment

As noted in the introduction, The Uplands Neighborhood Planning Committee has taken on the task of updating “The Uplands Neighborhood Plan” which was adopted as an amendment to the City of Peoria’s Comprehensive Plan on May 7, 1996, through resolution No. 96-353. This update will be adopted as an amendment to the Comprehensive Plan and shall serve as additional influence to create changes to the codes regulating land use and form in the area.

CITY OF PEORIA

The Comprehensive Plan is the master-planning document for the City of Peoria. As such, it provides strategic policy, future land use, and development guidance to the City Council, City Commissions, and the City Administration. It also provides a clear vision of what type of community the citizens of Peoria seek.

"City Planning seeks to create a new vision, a widened horizon, as a stimulating incentive to a grand, united effort. It shows partnership and selfish motives and in its development aims to favor all sections and people alike."

City of Peoria – Comprehensive Plan 1937

SELECTED AS A 2008 GOLD AWARD WINNER FOR OUTSTANDING PUBLIC OUTREACH

by the Illinois Chapter of the American Planning Association

GROW PEORIA

GROW PEORIA

This simple statement encapsulates the Vision found within this Comprehensive Plan. The statement will represent different goals for different groups. It could be the growth of good educational choices, the growth of population, the growth of income levels, the growth of a diverse employment base, the growth of arts and recreation, the growth of good public health, etc. The bottom line is that Peoria will grow, will be successful, will move forward and not backward, and will be a better community in the future by strategically focusing on those actions outlined in this plan.

What type of growth the City wants to encourage is ultimately entirely up to the City Council. This document strongly suggests that all future decisions taken by the City Council on growth and development in Peoria be viewed through the prism of what the public has set forth as their Vision for Peoria and with an eye toward balanced growth that will ultimately provide a positive return for Peoria.

This Vision is not designed to be superfluous in nature. It is, in fact, a true strategic goal, defined by the public, refined by the Planning Commission, approved by the City Council, and executed by the City of Peoria and its partners. The successful execution of this Vision will necessitate forethought and difficult choices to be made by policymakers and implementers alike.

WE WILL GROW PEORIA BY PROVIDING AN ENVIRONMENT THAT ATTRACTS AND RETAINS JOBS

Building upon all of the information gathered and the strategic planning steps followed, the Planning Commission created a Mission Statement for Peoria that is included as part of this Comprehensive Plan. The Mission Statement focuses on how Peoria will grow and thrive over the 20-year term of this plan.

The Mission is quite clear. In order for Peoria to grow, an environment conducive for the growth and retention of jobs must be developed and maintained. Peoria is not a community that generally attracts people for retirement purposes (although it is a fine place to retire), for the climate, or for specific educational or recreational pursuits. This plan suggests that this will not change over the next 15 to 20 years. People move to Peoria for jobs, jobs that exist and the opportunity to create new jobs and new business. The Mission of the Strategic Plan section of this Comprehensive Plan is to focus the efforts of the community to create an environment that will attract an increasing number of new jobs and opportunities to Peoria. It must be clearly understood that the Mission is not for the City of Peoria as an organization to create jobs, but rather the Mission is to create an environment that makes job creation easier.

This suggested Mission is not simply economic in nature and is clearly not a suggestion that codes should be ignored or completely removed. The Focus and Critical Success Factors indicated below add definition to the Mission Statement and provide guidance for any changes to existing codes and procedures that the Council may want to pursue in order to implement this plan.

Portion of Residents Guide to the Comprehensive Plan

Property Rezoning

Parcels within the neighborhood will need to be rezoned in order to accommodate the proposed Regulating Plan changes along the Main Street and University Street Frontages. The following figure details the subject parcel zoning change within the outlined and shaded area. The parcels would be rezoned from their existing zoning classification to “WM – West Main Form District”.



Current Zoning within the Uplands Neighborhood and adjacent area

Amendments to Regulating Plan

The existing West Main Street Regulating Plan will need to be expanded to accommodate the vision of the neighborhood as described at the previously discussed charrette process. This will be completed by amending the existing West Main Street Regulating Plan as shown in the figure below.



The figure above displays the addition of a new frontage, “West Main Uplands R-4” (blue shading). Building Envelope Standards will be included in the text amendments portion to accompany this change.

Text Amendments

Appendix C of the City of Peoria Code will need to be amended to include the amended Regulating Plan, the accompanying Building Envelope Standards, any particular Architectural Standards and the proposed Neighborhood Conservation Overlay District.

Neighborhood Conservation Overlay District Adoption



An overlay zone is a zoning district which is applied over one or more previously established zoning districts, establishing additional or stricter standards and criteria for covered properties in addition to those of the underlying zoning district. Communities often use overlay zones to protect special features such as historic buildings, wetlands, steep slopes, and waterfronts. Overlay zones can also be used to promote specific development projects, such as mixed-used developments, waterfront developments, housing along transit corridors, or affordable housing. The figure to the left details the overlay boundaries within the outlined and shaded area.

The designation of the Neighborhood Conservation Overlay District (oNC) is intended to ensure the conservation and improvement of buildings and neighborhoods which, in their aggregate or individually, are of special community and neighborhood significance. In addition, the overlay district is intended to provide a

framework that will encourage and provide incentives for property owners in designated older areas to maintain their property, environment and the integrity of their neighborhood, conserve important components of the City's housing stock and protect property values. The maintenance provisions of this development code are not only designed to generally promote the health and safety of the community, and its residents, but also to encourage the preservation and restoration of the amenities which were originally present in each designated neighborhood. The purpose of the district includes the following specific objectives:

- A. Encourage proper maintenance, preservation, protection and enhancement of original neighborhood character and streetscape in older neighborhoods;

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- B. Foster neighborhood and civic pride in the older neighborhoods and historic areas of the City;
- C. Encourage compatible new construction, rehabilitation and alterations to existing structures;
- D. Enhance the visual and aesthetic character, diversity and interest of the City;
- E. Encourage rehabilitation and preservation or return of owner-occupancy of residential structures in certain areas where the owner-occupied structures designed as single-family dwellings have been or are in danger of being converted to multiple dwellings in a manner which may adversely affect their immediate neighborhood;
- F. Strengthen the City's and neighborhood's economy;
- G. Enable economic use of older structures in a manner compatible with residential values;
- H. Protect neighborhood property values;
- I. Protect against the introduction and spread of slum and blighting conditions.