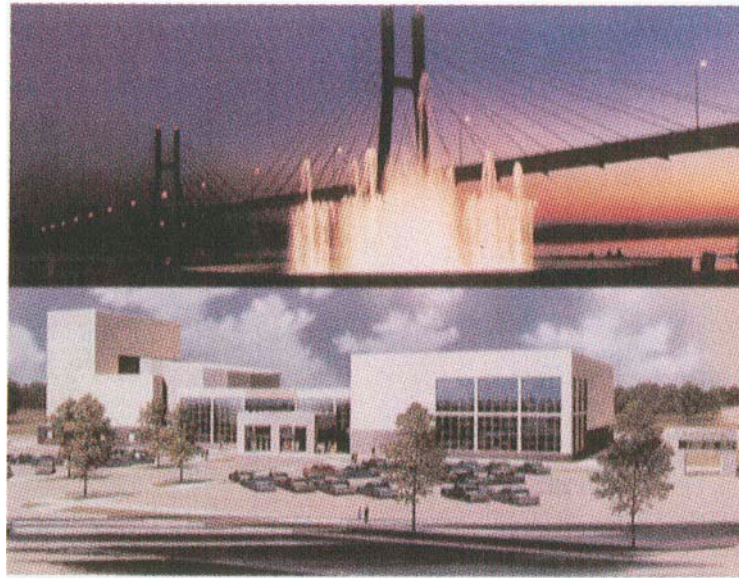


# **R E C O M M E N D E D   A C T I O N S**

**(PLUS MORE POSSIBILITIES)**

**for the Revitalization of Quincy's  
Central Business District**



**Teska Associates, Inc. • Business Districts, Inc. • Yas/Fischel Partnership**

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March, 1996**

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# INTRODUCTION

1993 was a landmark year in the history of Quincy. It was the year of the "great flood", which brought the Mississippi River region to its knees. But not Quincy! While the world watched the plight of those whose farm fields, homes, businesses, and even complete communities were washed away, Quincy not only survived, but gained international fame as the staging point for relief and reconstruction.

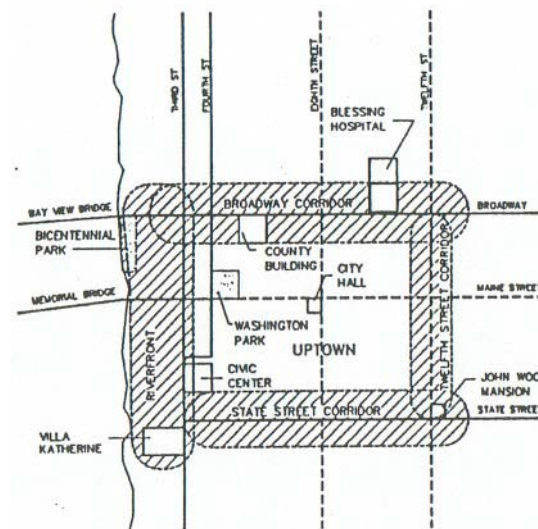
1993 was also the year that the City of Quincy and private business leaders joined together to initiate a central business district revitalization program by retaining Teska Associates, Inc. to prepare and publish a study entitled, POSSIBILITIES. The report included an audit of existing conditions, "visions" of possible CBD improvements, and a recommended strategy for initiating a revitalization program.

Then the community went to work. Most of the key recommendations were implemented. New private investments paralleled public actions. The Great River Economic Development Foundation (GREDF) was invited to assume greater leadership in the revitalization process, and responded enthusiastically.

In 1995, civic leaders asked, "What should we do next?" In response, it was agreed that GREDF would retain the same team of consultants headed by Teska Associates, Inc. to prepare a more detailed Action Plan for revitalization in the context of a more comprehensive development plan for a major portion of the CBD.

The CBD, as defined in 1993, was circumscribed by four key corridors--those paralleling Broadway, the Riverfront, State Street, and Twelfth Street. However, it was determined that the primary focus of this new 1995-96 study would be a somewhat smaller area (Figure 1).

*1993 was a landmark year in the history of Quincy. It was the year of the "great flood", which brought the Mississippi River region to its knees. But not Quincy!*



The consultant team conducted extensive analyses, numerous interviews, and several public workshops to evaluate the situation, report progress and receive public input. Quincyans responded enthusiastically and substantively.

This report presents the results of this effort, most importantly an Action Plan for achieving the many and unique possibilities that the future provides for Quincy.

Quincy is "on a roll" in the 1990s. It has every reason to look forward to the 21st century with great expectations. Still, the contents of this report are not self-fulfilling prophecies. CBD revitalization remains an uphill battle in most American cities, but the rewards are well worth the effort. Quincy can already attest to that.



# SITUATION AUDIT

Quincy and Adams county are not the same as they were three years ago; they are healthier in virtually every respect. After several decades of a declining economy and population, Quincy and Adams County are enjoying a renaissance, measured by:

- Better accessibility
- Increased population
- More jobs
- Stronger tax base
- Growing retail sales
- More visitors and tourists
- New real estate investment

*Quincy is now wiser, better organized, and more focused on economic development and CBD revitalization than ever before.*

Claritas, Inc., a national demographic research organization, states that Adams County population (which fell from 71,615 in 1980 to 66,090 in 1990) has grown to 68,024 in 1995 and is expected to reach 69,895 in 2000. Households have grown at an even more rapid rate.

There are other measures of a community's progress. For example, Quincy is now wiser, better organized, and more focused on economic development and CBD revitalization than ever before. Therefore, it is more competitive, regionally and globally.

## Recent Projects

City-wide, Quincy's industrial parks are developing and its health care institutions are expanding. Commercial and residential development has been substantial.



The CBD has captured much of this momentum. Recent projects (Figure 1) include:

- new City Hall
- renovation of the former City Hall for Adams County
- Clat Adams Bicentennial Park
- Blessing Hospital expansion
- new Oakley-Lindsay Civic Center
- new Quincy Medical Group clinic
- new Maine Center (retail)
- new Early Childhood Learning Center
- Salem Church restoration
- Carson building restoration underway (residential)
- Newcomb Hotel restoration underway (residential)
- Park Hotel restoration underway (mixed use)

Several other projects are in the formative stages.

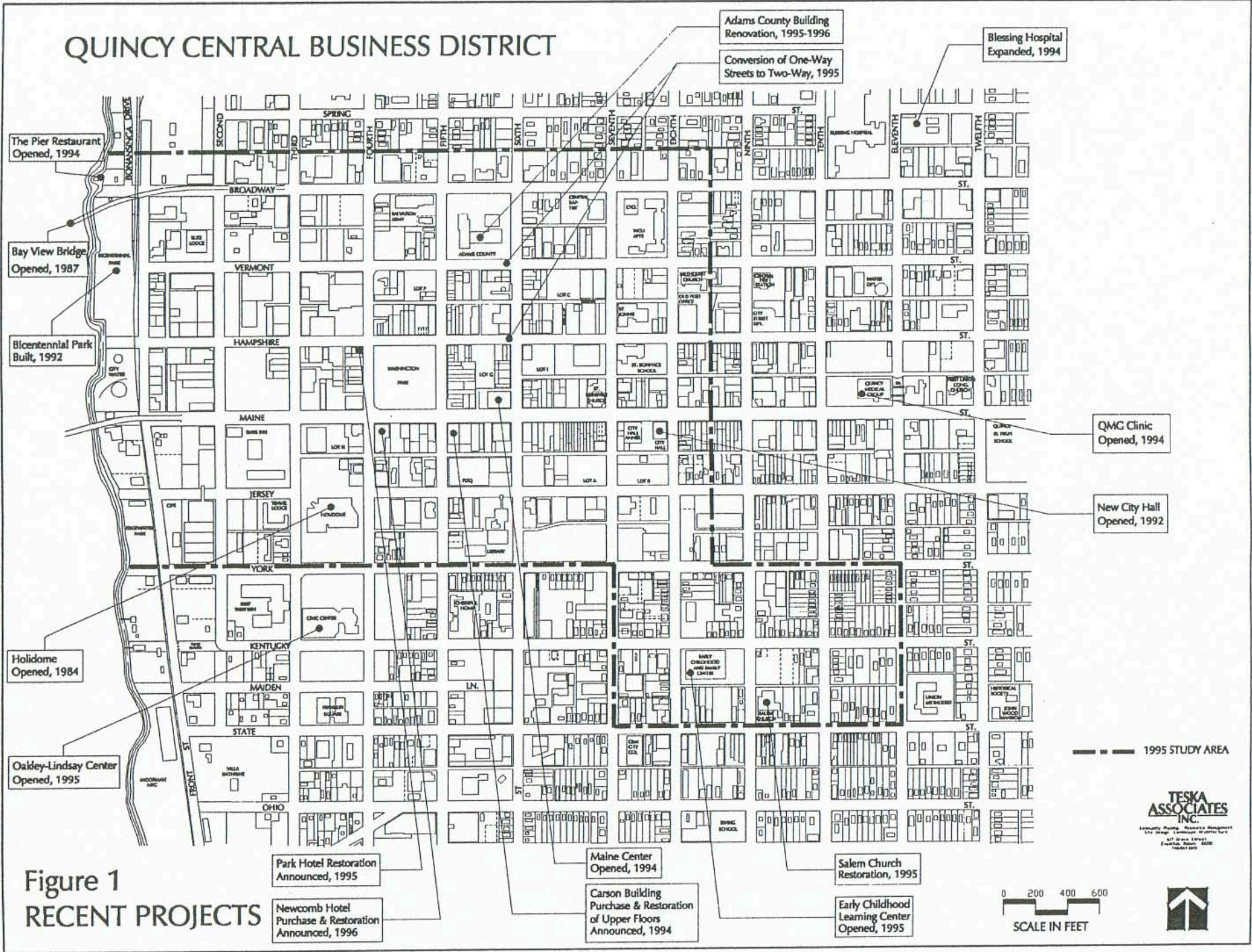
**Outlook**

The national and regional economies remain strong, and Americans are taking a greater interest in CBD revitalization throughout the country. The pursuit of a "sense of place" and "spirit of community" is high on the public's agenda.

In brief, the situation is very favorable for continued success with CBD revitalization, based on efforts begun in 1993. This is an excellent time for action.



# QUINCY CENTRAL BUSINESS DISTRICT





# GOALS AND OBJECTIVES

## Overall Goals

CBD revitalization in Quincy is based on four overall goals.

- **Economic Vitality** -- financial success, high productivity and quality performance
- **Sense of Place** -- an attractive and memorable physical image
- **Spirit of Community** -- That which brings people together for a common good.
- **Neighborhood Integrity** -- a complete and unimpaired (appealing) living environment

*Two words are of fundamental importance to marketing an area: Compatibility and Synergism.*

## Functional Relationships

Two words are of fundamental importance to marketing an area, whether it be residential, commercial, or industrial. The first is **compatibility**. It is defined as "the ability to exist in harmony". It is a baseline condition for any successful relationships between land uses.

For shopping centers and traditional business districts, especially CBDs, a second word is of even greater importance. It is **synergism**: "cooperative action of discrete agents such that the total effect is greater than the sum of the effects taken independently." In the retail industry it is referred to as "the power of cumulative attraction." Herein lies the secret of successful CBDs.

**Downtown Functions**

The adjacent chart illustrates virtually all of the basic social and economic functions of the Quincy CBD. We acknowledge that one traditional economic function does not appear on the chart, that is industry. Although existing industries do not seriously detract from the vitality or character of the CBD, and we need not actively seek their relocation, the community should be prepared for the eventuality that they will move to more modern facilities and sites elsewhere on their own initiative. They are not critical elements of the CBD land use mix in the 21st century.

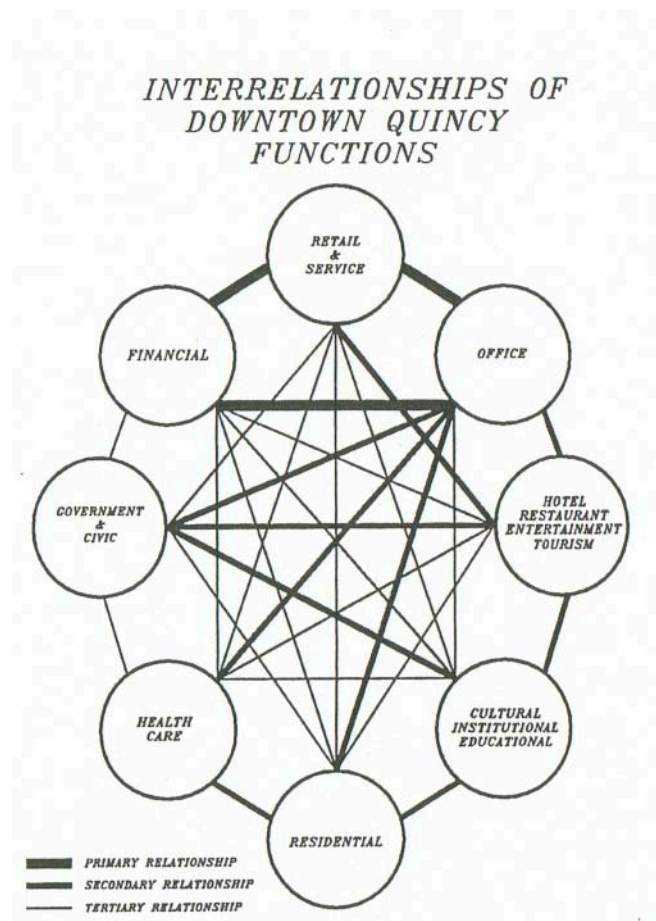
The chart also illustrates the **level of interrelationships** between CBD functions, with pedestrian contact being a key consideration. These interrelationships suggest how land uses should be located in proximity to each other in order to maximize **synergism**.

\* \* \* \* \*

In addition to overall goals and functional relationships, we recommend 41 specific objectives in the following four categories.

**Objectives: Approach Routes and Gateways**

1. Attractive, readily identifiable signs orienting persons to the Quincy CBD should be placed at key locations along Routes 336, 104, 24, 96, and 57.
2. Special design treatment should be granted to the principal gateways to the CBD in the vicinity of the following intersections:
  - Broadway and Twelfth Street
  - Broadway and Third Street
  - Maine Street and Third Street
  - State Street and Third Street
  - State Street and Twelfth Street



3. Coordinated directional signage should be installed along Broadway, Third & Fourth Streets, State Street, and Twelfth Street to guide drivers to final destinations, including public parking, in the CBD.
4. The character of the CBD's most heavily traveled approach routes, i.e. Broadway, Third and Fourth Streets (one-way pair), and Maine Street (west of Fourth Street), should be substantially enhanced.
5. Villa Kathrine, the City's principal visitor center, should be supplemented by smaller, "self-serve" visitor facilities at other key locations within the CBD.

**Objectives: Land Use and Development Opportunities**

1. The Quincy CBD is bounded by corridors centered on Broadway, Twelfth Street, State Street, and the Mississippi River.
2. Land uses within these corridors should contribute positively to the image of the CBD and should respect the capacity of arterial streets and their intersections to accommodate traffic.
3. Land uses within the CBD should be arranged in clusters of compatible mixtures of uses, each with a well defined function.
4. In general, obsolete and incompatible industrial and commercial uses should be encouraged to relocate to more appropriate sites in the city, whereas residences of various types would be welcomed back into the CBD.
5. Washington Square should be considered the primary central place in the CBD, and the retail core should extend east from Fifth Street to Eighth Street along Maine Street.
6. Key public anchors of CBD vitality include the Adams County Courthouse, the City Hall, the Public Library, and the Oakley-Lindsay Civic Center; their functional and aesthetic prominence should be enhanced.

7. Regional health care facilities should be encouraged to expand and locate in or adjacent to the CBD.
8. The CBD should remain the primary focus of the City's hotel/motel accommodations.
9. The Mississippi Riverfront and related uses should be effectively incorporated into the CBD.
10. Unique places deserving of a unified theme and design concept include:
  - the business core
  - the hospitality and civic center
  - the riverfront
  - the Broadway corridor
  - State and Eighth crossroads
  - the health care/whole person campus
11. Potential redevelopment sites should be planned, designed and marketed in a coordinated manner to produce results consistent with the CBD plan, or should be "protected" or placed in a compatible interim use until the ultimate desired development is feasible.

**Objectives: Access, Circulation and Parking**

1. Vehicular access to CBD destinations should be provided by a hierarchy of streets designated as Primary Arterials, Secondary Arterials, Collector-Distributor Streets, and Minor Streets.
2. Primary and Secondary Arterials should frame the CBD and direct through traffic around the CBD.
3. Consideration should be given to providing two-way traffic flow on Jersey and York Streets.



4. Truck traffic generated by compatible industrial and commercial establishments should be accommodated effectively, but in a manner to minimize negative impact on the CBD.
5. Parking facilities should be provided of the appropriate type and capacity and in the appropriate locations to serve customers, employees, visitors, and residents.
6. Public and private parking facilities should be coordinated as a system to maximize their effectiveness.
7. Employee and resident parking should not compete adversely with customer and visitor parking in prime locations.
8. Municipal parking facilities should take into account future development and redevelopment potentials of each site and adjacent sites.
9. The CBD should be "pedestrian friendly", and should be provided with a coordinated system of public and private sidewalks, walkways, paths, and passages to link buildings and blocks.
10. Public places, the primary place being Washington Park, should be provided at key locations throughout the pedestrian system to provide for leisure and assembly.
11. The CBD should be "bicycle friendly", including designated bicycle routes and parking facilities to encourage access by means other than the automobile.
12. Bus transit service should be provided to the CBD from most neighborhoods in the city, and a bus transfer point should be conveniently located in the CBD with appropriate shelter and facilities to encourage ridership.
13. Consideration should be given to a supplemental system of shuttle buses to circulate between key destinations in the CBD for visitors, tourists, and other potential customers.

**Objectives: Visual Character**

1. The CBD and its several subareas should exhibit a coordinated visual character or theme(s) consistent with the principal function(s) provided therein.
2. The CBD preserve and capitalize on the historic legacy of its landmark buildings, streetscapes and public places (especially Washington Park), and the riverfront, including views to and from the river itself.
3. The two Mississippi River bridges, one old and one new, should be highlighted both day and night.
4. Key public, civic, and institutional buildings in the CBD should be designed, landscaped, lighted, and maintained not just to serve their immediate purpose, but to contribute to the overall ambiance of the CBD and the city.
5. The streetscapes of Broadway and Third Street should welcome residents and visitors alike to the CBD and its many destinations, especially the civic center.
6. Maine Street should be the principal "pedestrian street" in the CBD; Hampshire Street should establish a strong visual connection between the Riverfront and Washington Square, and Eighth Street should establish a strong visual connection between Maine Street and State Street.
7. On-site landscaping should be encouraged, and all off-street parking facilities visible from the street should be screened with landscaping.
8. Night lighting should be utilized effectively to enhance appearance in addition to providing visual clarity and security.
9. Public and private signage should be effectively designed and regulated to achieve its purpose, but also to enhance the ambiance of the CBD.

10. The maintenance of public and private properties should be encouraged; substandard buildings and other property improvements should be eliminated and the property placed in a basically attractive condition.

11. To the extent feasible, overhead utilities should be placed underground.

12. Art in public places should be encouraged.

## PLACE VISIONS

Within every CBD there are unique places whose function requires, whose heritage deserves, or whose potentials suggest special planning and design treatment to create an appropriate environment for achieving a successful experience. In fact, the CBD is much like a "theme park" in which every subarea creates a unique experience for visitors, yet is part of a whole. The difference is that CBD experiences are "real life", not fantasy.

The Quincy CBD exhibits several unique places which inspire visions of the future (Figure 2). Those visions are described in the following pages.

### **Broadway Corridor**

The Broadway Corridor is that strip which traverses the entire city from east to west. It accommodates the majority of traffic traveling between Illinois and Missouri and those land uses which serve that traffic. It also accommodates those businesses around which much of the automobile oriented commercial life of the city gravitates. In some ways it competes with the CBD, but it can never replace the CBD.

To many persons, the image of the Broadway Corridor is their image of Quincy. It is a robust image, but not necessarily a comprehensive positive image of a high quality community. Clearly, the functions and image presented east of Twelfth Street are not those that are appropriate to the periphery of the CBD west of Twelfth Street.

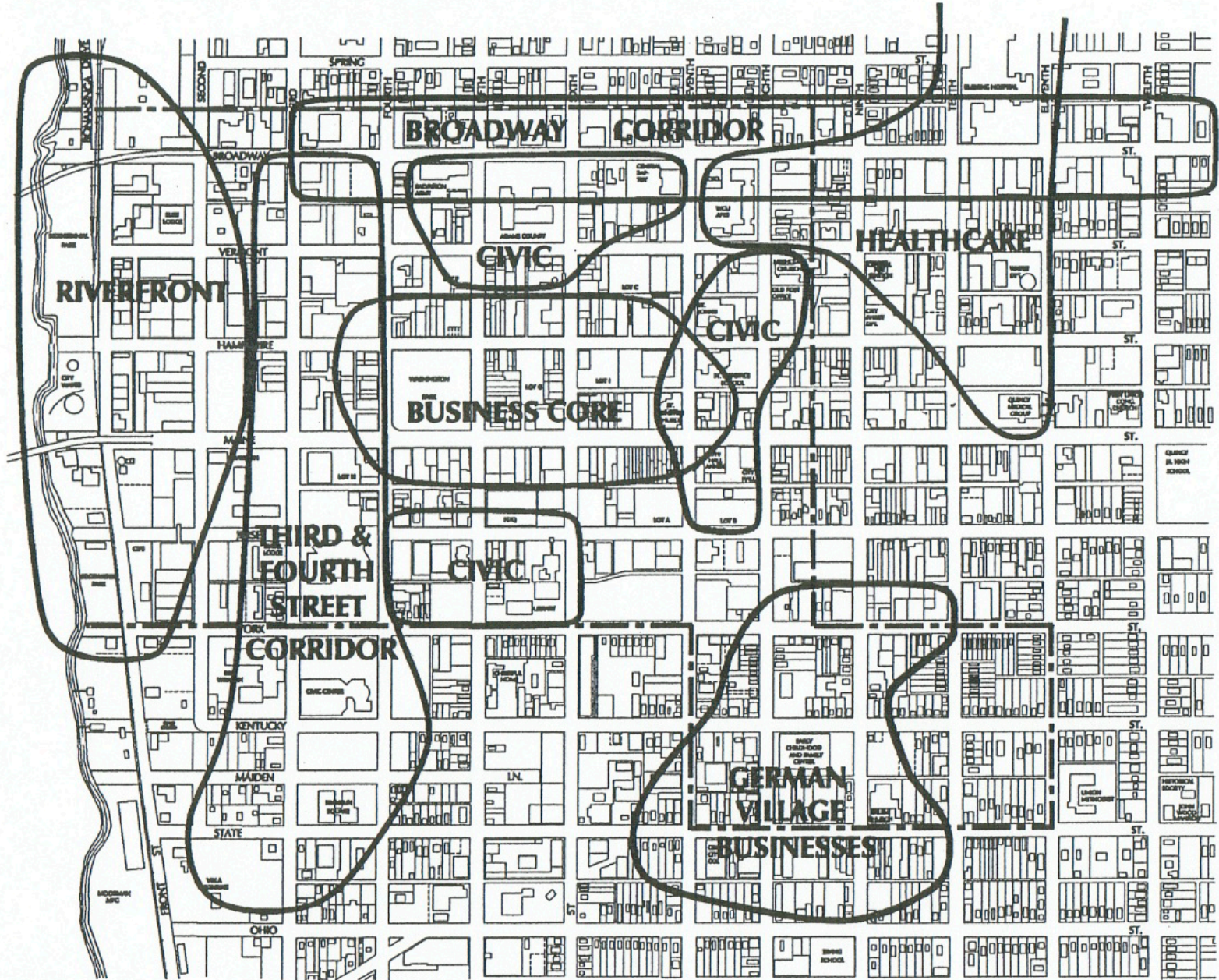
Our vision of the Broadway Corridor adjacent to the CBD begins with its intersection with the Twelfth Street Corridor. This is the major eastern "gateway" to the CBD. As such, existing buildings in the vicinity of this intersection should continue to exhibit a traditional character oriented to the pedestrian and should not be replaced by modern drive-in development.

Insert Quincy Central Business District - Unique Places Figure 2

*The CBD is much like a "theme park" in which every subarea creates a unique experience for visitors, yet is part of a whole.*



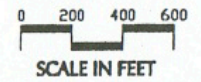
# QUINCY CENTRAL BUSINESS DISTRICT



--- 1995 STUDY AREA

**TESKA ASSOCIATES INC.**  
 CONSULTING PLANNERS ARCHITECTS ENGINEERS  
 207 Green Street  
 Quincy, Illinois 62301  
 618-242-1100

Figure 2  
 UNIQUE PLACES





From Twelfth Street to the Mississippi River, the corridor should reflect a prestigious character and address. The emphasis should be on office, institutional, governmental, and some residential uses. Building setbacks and landscaped front yards should complement the uses.

In order to protect the capacity of this arterial street and enhance its safety, vehicular access to abutting sites should be provided by side streets and alleys. Curb cuts along Broadway should be prohibited or severely restricted.

Auto oriented commercial uses should be prohibited, and industrial uses should be encouraged to relocate over time.

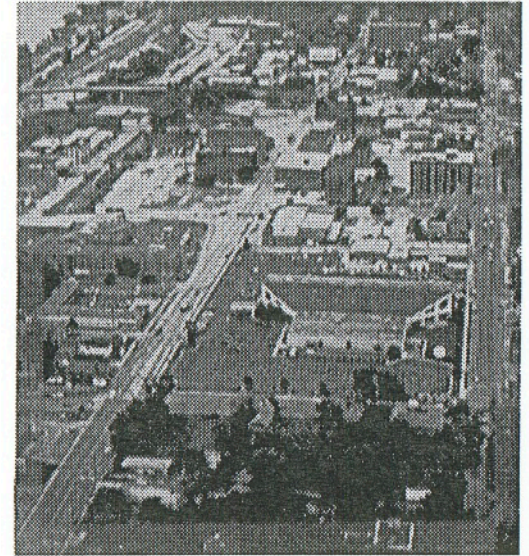
Several historic residential buildings continue to exist. They should be preserved and restored, but may be adaptively reused for compatible non-residential functions.

The Blessing Hospital complex and the Adams County Office Building are key landmarks. Their buildings and sites should be further enhanced to strengthen their own image and that of the corridor.

The visual character of the corridor can also be improved by strategically located signage directing traffic to CBD destinations, by a street tree program (in cooperation with abutting property owners), and by a gateway park at the intersection of Broadway with Third and Fourth Streets.

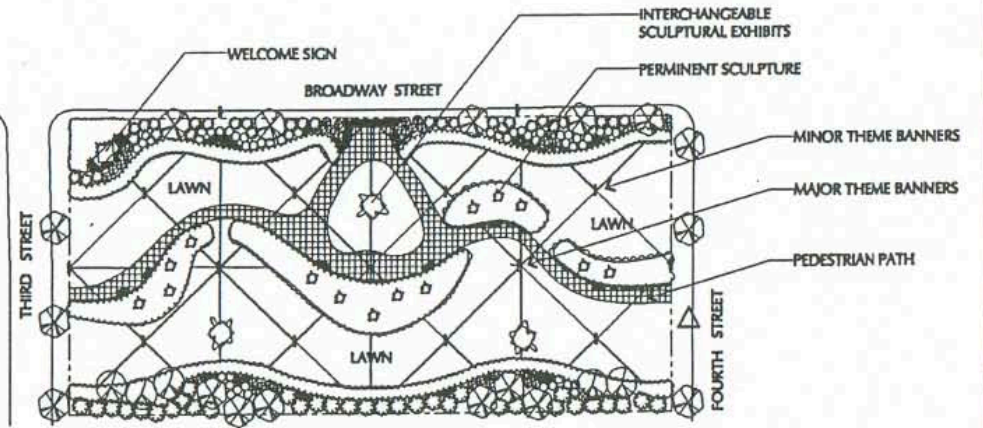
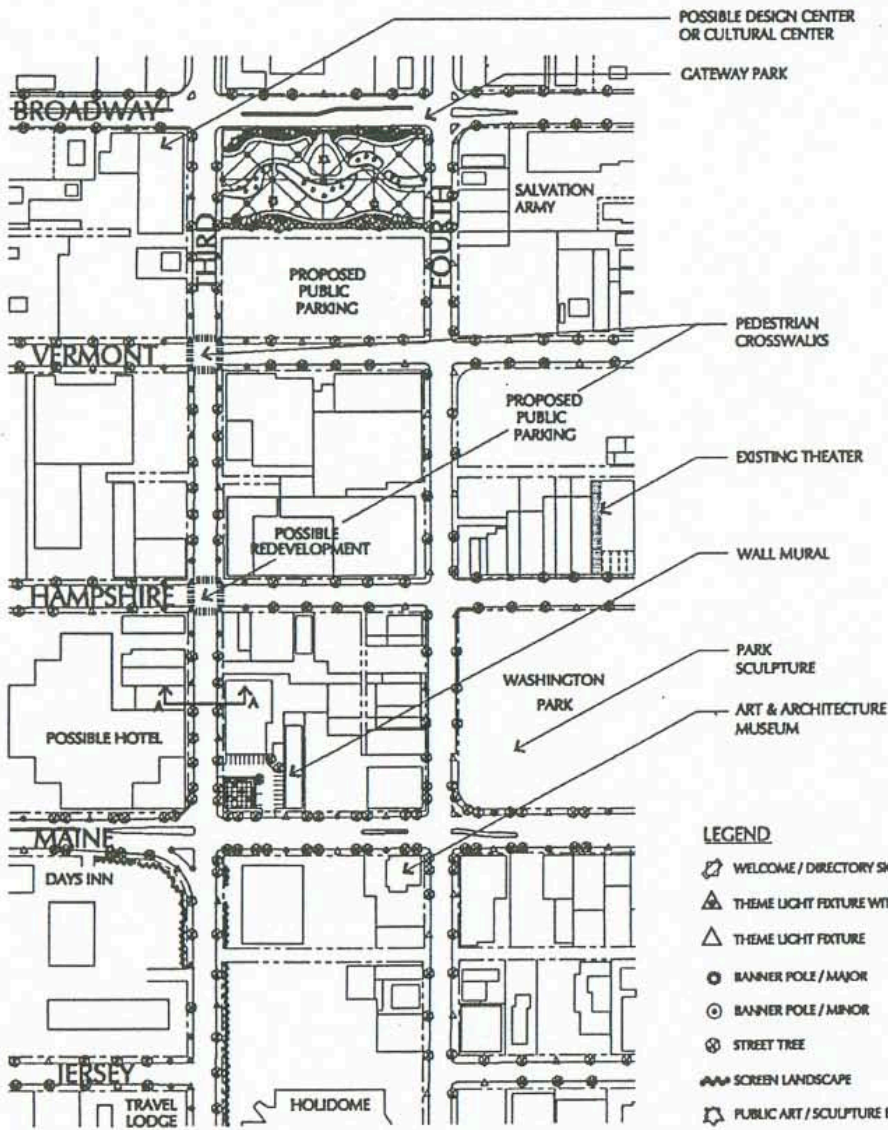
**Third and Fourth Street Corridor**

This corridor represents the "crossroads" of Quincy, being connected with Broadway and the Bay View Bridge, with Maine Street and the Memorial Bridge, with U.S. 24, and with IL 57. The corridor accommodates the city's official visitor center (Villa Kathrine), the majority of Quincy's hotel facilities (over 400 rooms), and the new Oakley-Lindsay Center for the performing arts, meetings, and special events (Figures 3 & 4).

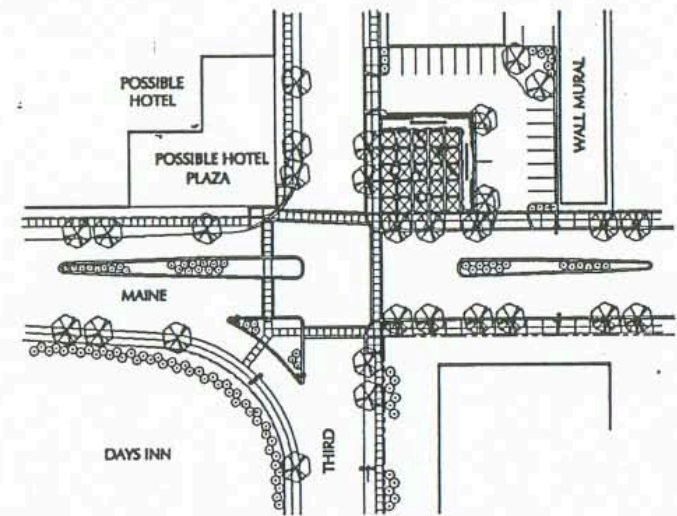


*Third & Fourth Street Corridor*

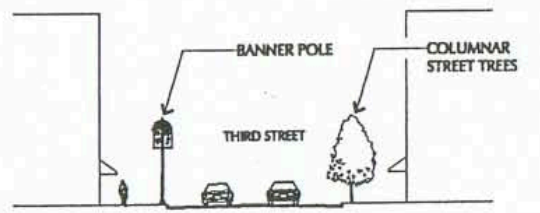
# QUINCY CENTRAL BUSINESS DISTRICT



GATEWAY PARK DETAIL

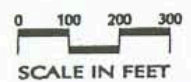


THIRD AND MAINE INTERSECTION



THIRD STREET CROSS SECTION A-A

- LEGEND**
- ◻ WELCOME / DIRECTORY SIGN
  - ▲ THEME LIGHT FIXTURE WITH BANNER
  - △ THEME LIGHT FIXTURE
  - BANNER POLE / MAJOR
  - BANNER POLE / MINOR
  - ⊗ STREET TREE
  - ▬ SCREEN LANDSCAPE
  - ⊕ PUBLIC ART / SCULPTURE EXHIBIT



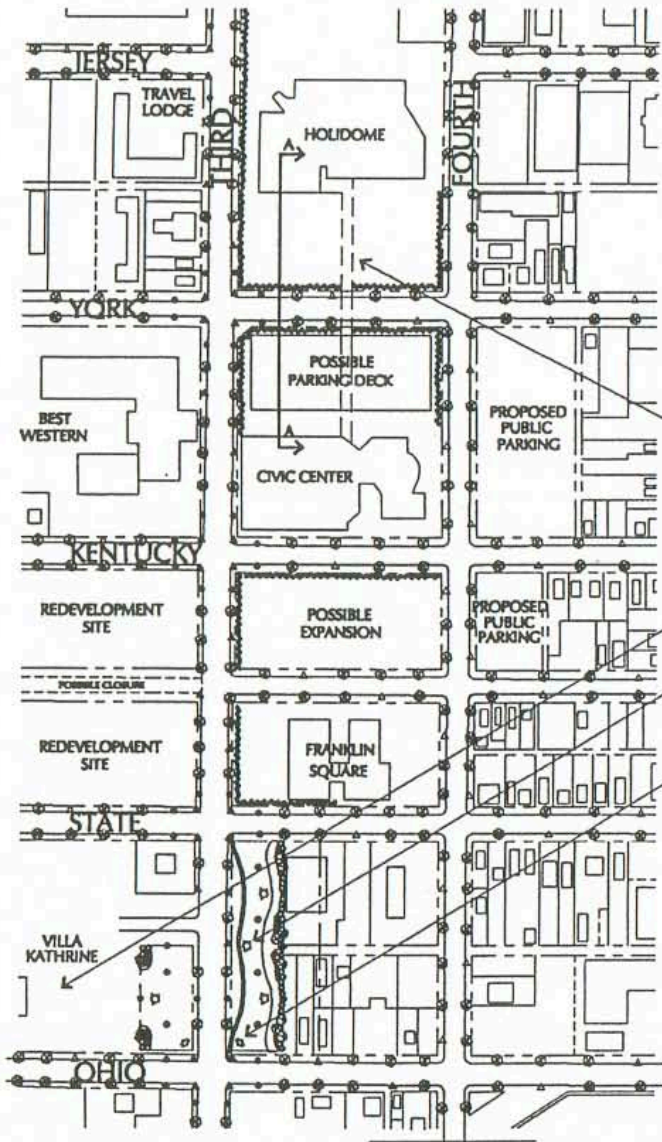
**TESKA ASSOCIATES INC.**  
 1000 N. WASHINGTON ST.  
 SUITE 200  
 CHICAGO, IL 60610  
 312.467.1000



Figure 3  
 CORRIDOR OF THE ARTS - NORTH



# QUINCY CENTRAL BUSINESS DISTRICT



## LEGEND

- WELCOME / DIRECTORY SIGN
- THEME LIGHT FIXTURE WITH BANNER
- THEME LIGHT FIXTURE
- BANNER POLE / MAJOR
- BANNER POLE / MINOR
- STREET TREE
- SCREEN LANDSCAPE
- PUBLIC ART / SCULPTURE EXHIBIT

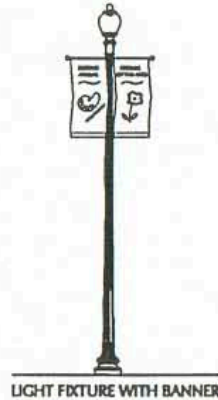
POSSIBLE UNDERGROUND PEDESTRIAN WAY

VISITOR'S CENTER

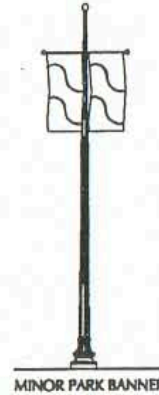
PUBLIC ART / SCULPTURE EXHIBIT

WELCOME SIGN

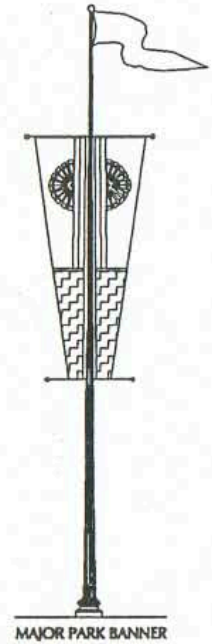
## SITE AMENITIES



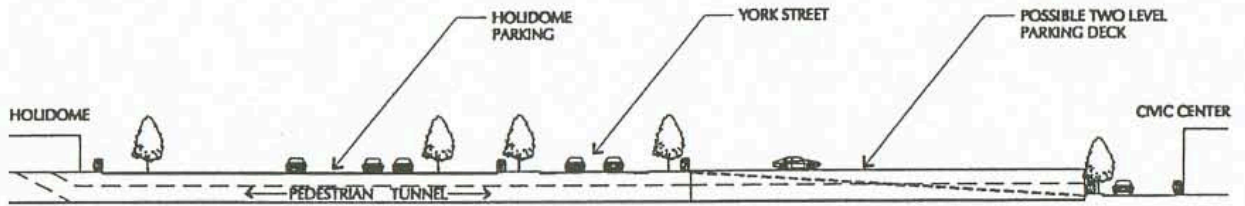
LIGHT FIXTURE WITH BANNER



MINOR PARK BANNER



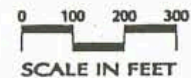
MAJOR PARK BANNER



HOLIDOME / CIVIC CENTER CROSS-SECTION A-A

Figure 4  
CORRIDOR OF THE ARTS - SOUTH

**TESKA ASSOCIATES INC.**  
ARCHITECTS  
1000 N. WASHINGTON ST., SUITE 1000, CHICAGO, IL 60610  
TEL: 312.467.1000



SCALE IN FEET





Because of its high accessibility, we envision this corridor being Quincy's "hospitality center", emphasizing the arts, along with conferences, tourism, hotels, restaurants, and supporting businesses. In fact, we recommend that it be known as the Quincy Corridor of the Arts. As such, it would become an even stronger magnet for the region, and an elegant visual statement for the community.

Gateways at Broadway, Maine, and State would be extraordinarily designed, featuring colorful landscape, banners, and sculpture (Figure 5). Streetscapes along Third and Fourth Streets would also be upgraded. Old and new buildings would be restored or designed with excellent taste to produce an environment of high quality and visual excitement. Art galleries, artists studios, performing arts studios (dance, music, theater, etc.), and performance facilities would be encouraged to locate here, as would architects, graphic designers, and interior designers. The Washington Theater would be reopened, and the Arts and Architecture Museum would be accentuated, both overlooking Washington Park. Over time, the Oakley-Lindsay Center would be expanded, and an enclosed pedestrian connection would be extended to the Holidome to create an even more attractive complex for major events.

All of this would be carried out with inspiration and design talent provided by the Quincy Society of the Fine Arts. Few communities of this size in the midwest or the country could match this vision.

**The Riverfront**

The Riverfront is Quincy's ultimate weapon for becoming one of America's great small cities. Some residents still remember the stock yards, boat docks, and railroads that occupied this extraordinary real estate. Not so today. With the construction of Clat Adams Bicentennial Park in 1992 and the Pier restaurant in 1994, the use and image of Quincy's riverfront has changed forever. It is time for a new vision, not only of the riverfront itself (west of Front Street), but of the entire riverfront area west of the Third Street corridor, extending south to Castle Park.



*Gateway at Broadway*



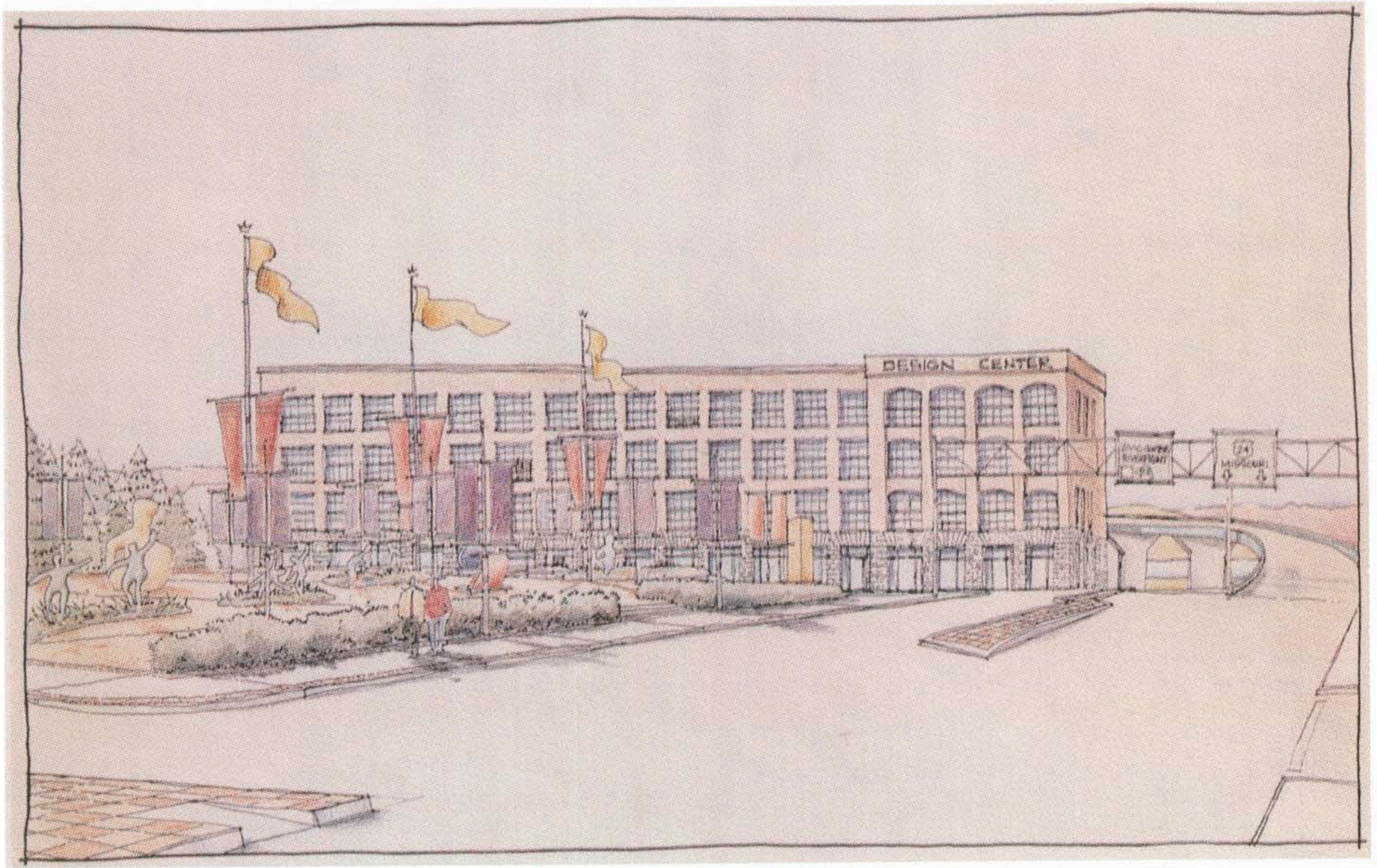


Figure 5  
Third and Broadway Gateway



The new vision is that of an exciting mixed-use "people place", blending the best qualities of a recreation and entertainment district with those of a residential neighborhood. Advantage should be taken of the area's legacy of older buildings and historic events (the Mississippi River culture and heritage), of the two bi-state bridges, and the hillside topography, to establish a character and visual experience unparalleled between St. Louis and the Twin Cities. Proximity to the Corridor of the Arts, the "hospitality complex" and Uptown creates a critical mass and venue of experiences that will draw people to Quincy from far and wide. Complemented by the city's health care complex, Quincy University, expanding industrial parks, and Baldwin Field, it will secure Quincy's competitive position for economic development well into the 21st century.

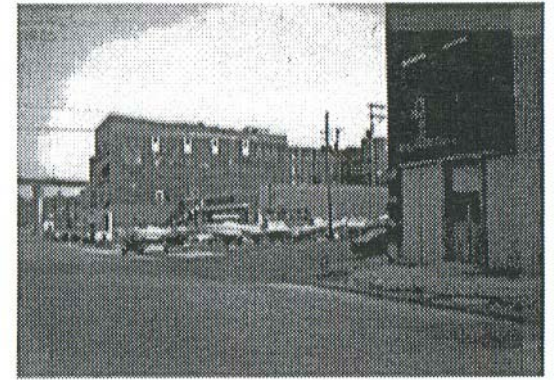
Specific improvements begin with Front Street being upgraded as an entertainment district, with eating and drinking places, music, and shops of various types (Figure 6). Enhanced streetscape consistent with the design theme of Centennial Park and focused on a pedestrian plaza at the Hampshire Street intersection, is an essential first step. The historic city-owned building on the south side of the same intersection can be rehabilitated in 1996 to initiate this process. Eventually, the city's Water Treatment Plant may need to be relocated, and this facility could be adapted for compatible uses. The site of existing water tanks west of Front Street might become the home of expanded park facilities, including a carousel, plainly visible from the river and its bridges. Night lighting of the bridges and Front Street could create an appealing atmosphere year round.

Second Street can become a predominantly residential corridor with old and new buildings providing space for residences, artists' studios with living accommodations, small hotels or B&Bs for visitors, local coffee shops, and some professional or businesses offices (including home occupations). Such neighborhoods have been highly desirable and successful in other cities.

The entire area should be planned and designed as a diverse, but highly connected cluster of uses and buildings, emphasizing pedestrian ambiance. Maximizing the number and quality of views to the river is a paramount objective.

Insert: Figure 6

Front Street



*Front Street*

# QUINCY CENTRAL BUSINESS DISTRICT

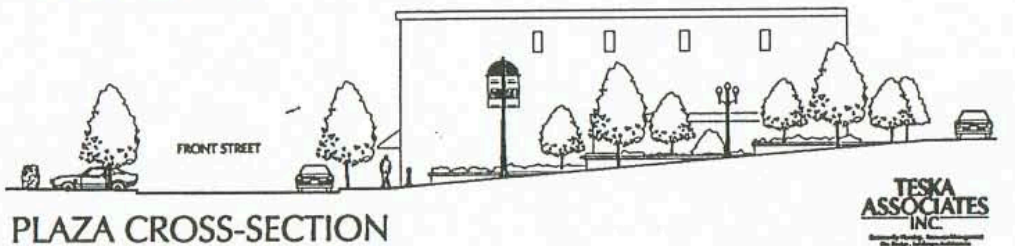
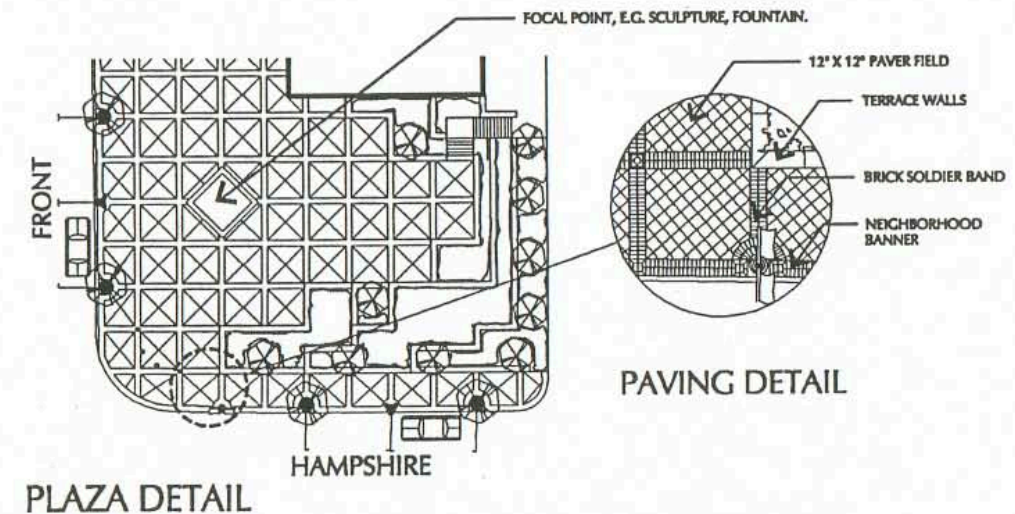
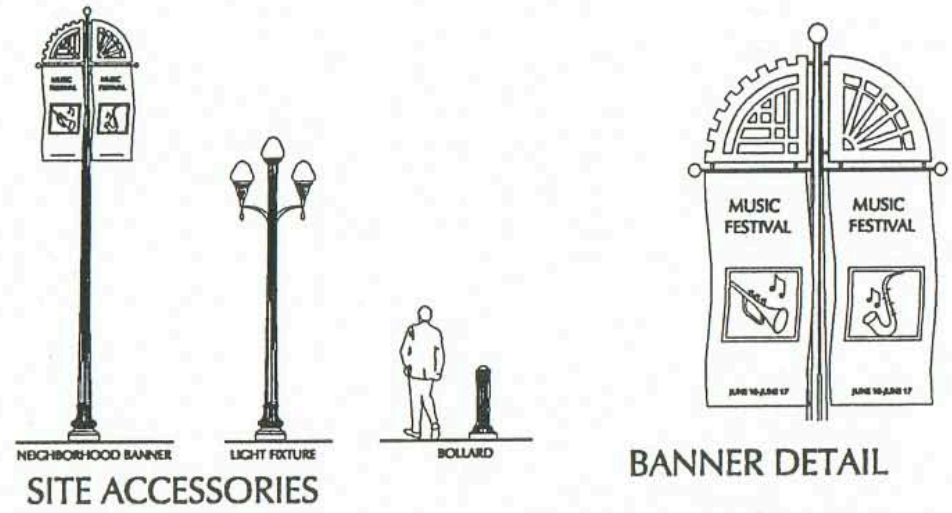
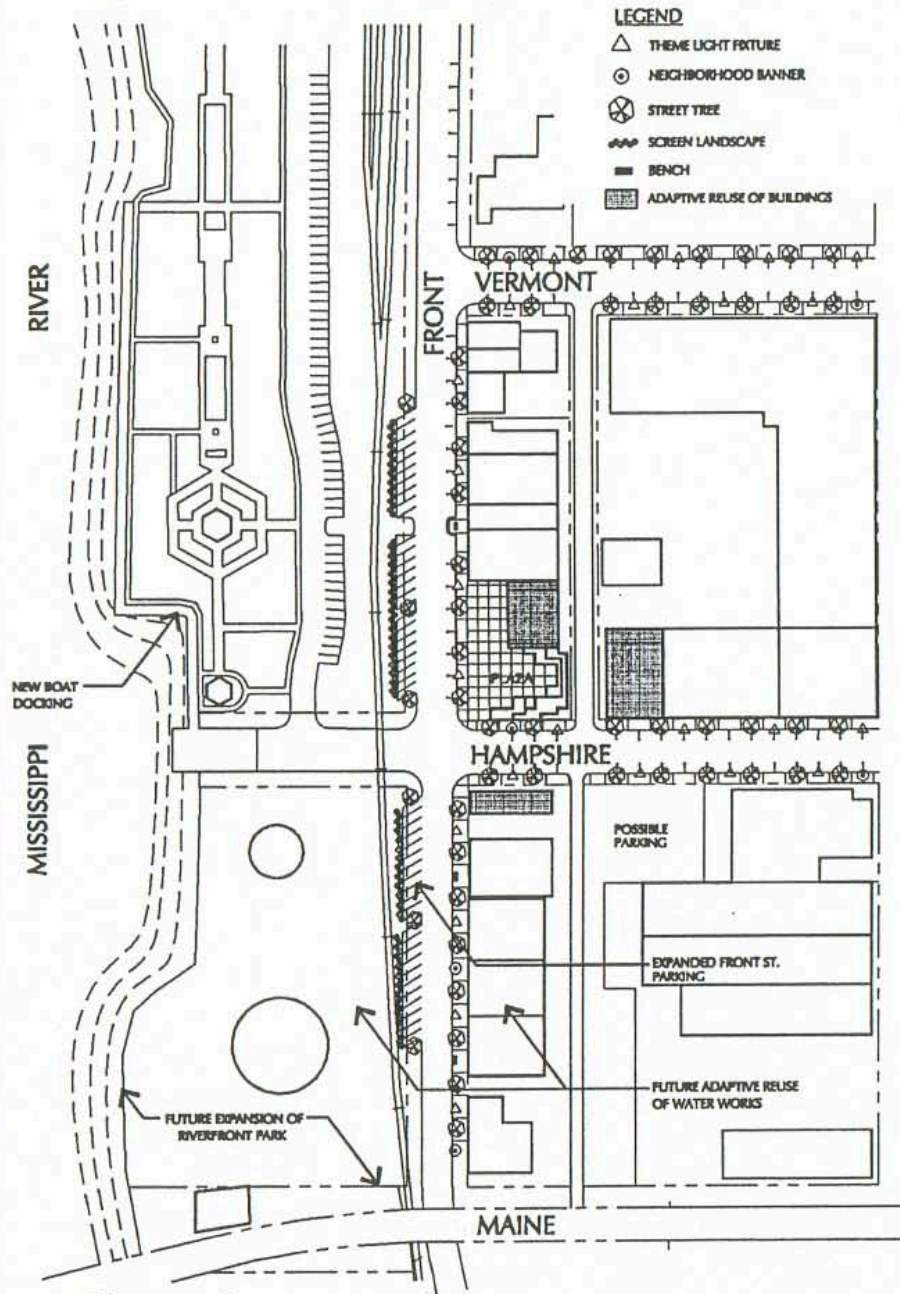


Figure 6  
FRONT STREET STREETScape

FEBRUARY 23, 1996  
0 50 100 150  
SCALE IN FEET

**TESKA ASSOCIATES INC.**  
ARCHITECTS, PLANNERS, ENGINEERS  
100 Park Street  
Quincy, MA 01906



Eventually, one can envision all existing industries being relocated elsewhere, as they need more modern facilities. However, this is not an urgent objective, because a sufficient number of buildings and sites is already available to make substantial progress. Those industries that remain can be integrated into the fabric of the district for some time to come.

**The Business Core**

This area is that which most people would think of as being the traditional retail center of Uptown. The area focuses on Maine Street, beginning with the east side of Washington Square and extending east of Seventh Street, linking to the City Hall and its surrounding civic area (Figure 7).

Maintaining and enhancing the retail core of older CBDs in America has been a challenge in recent decades; so it is in Quincy. However, Maine Street has been blessed with some excellent retailers over time, and the retail renaissance is already underway, as evidenced by Maine Center which opened in 1994.

Nevertheless, vacant spaces exist nearby along Maine Street and on the east side of Fifth Street across from Washington Park. It is essential that new, compatible retailers be recruited for this area, that existing buildings be rehabilitated or new buildings be constructed, and that parking facilities and pedestrian linkages be enhanced within the area.

Multi-story buildings are welcomed in this area, with offices and other compatible uses (even residences) located on upper floors. The objective is to create a critical mass of pedestrian activity throughout the day, evening, and week.

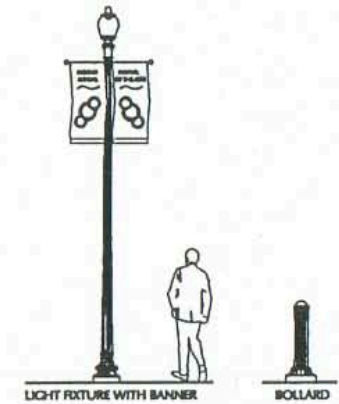
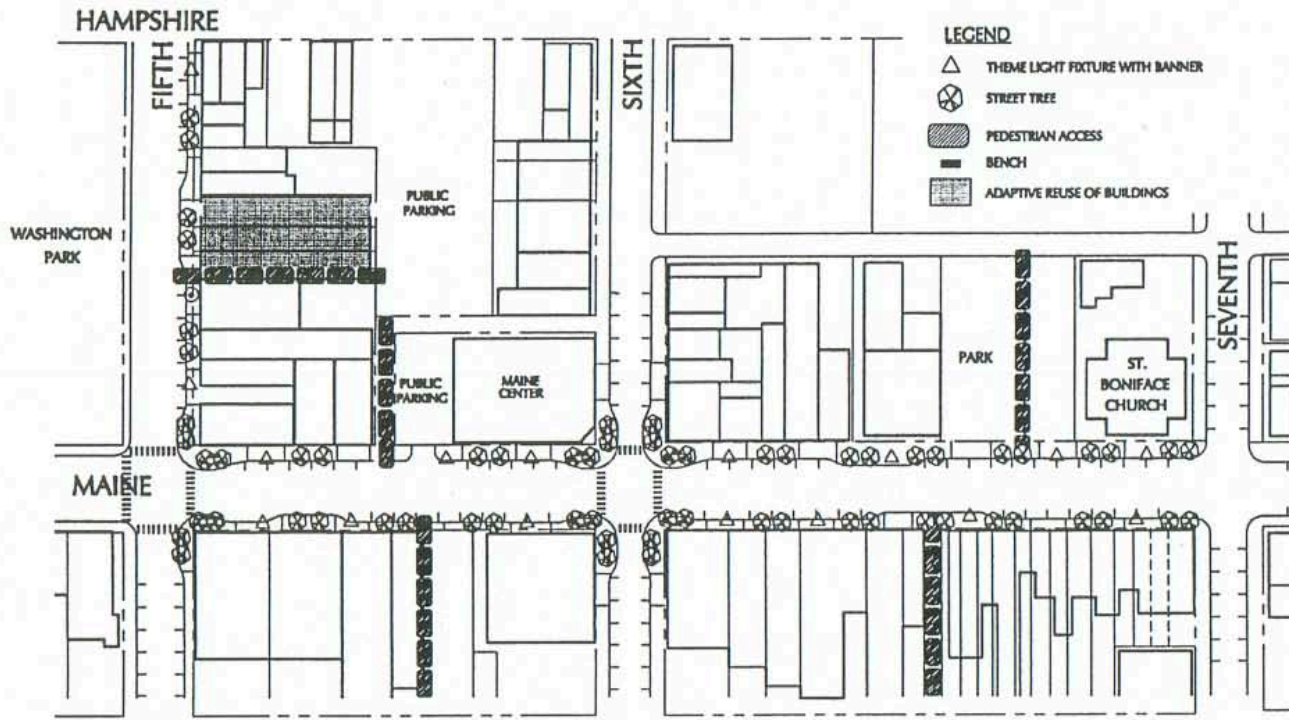
A traditional "main street" character should be preserved, including the adaptive reuse and restoration of as many historic buildings as is economically feasible. This is especially valid around Washington Park.



*Fifth Street*



# QUINCY CENTRAL BUSINESS DISTRICT

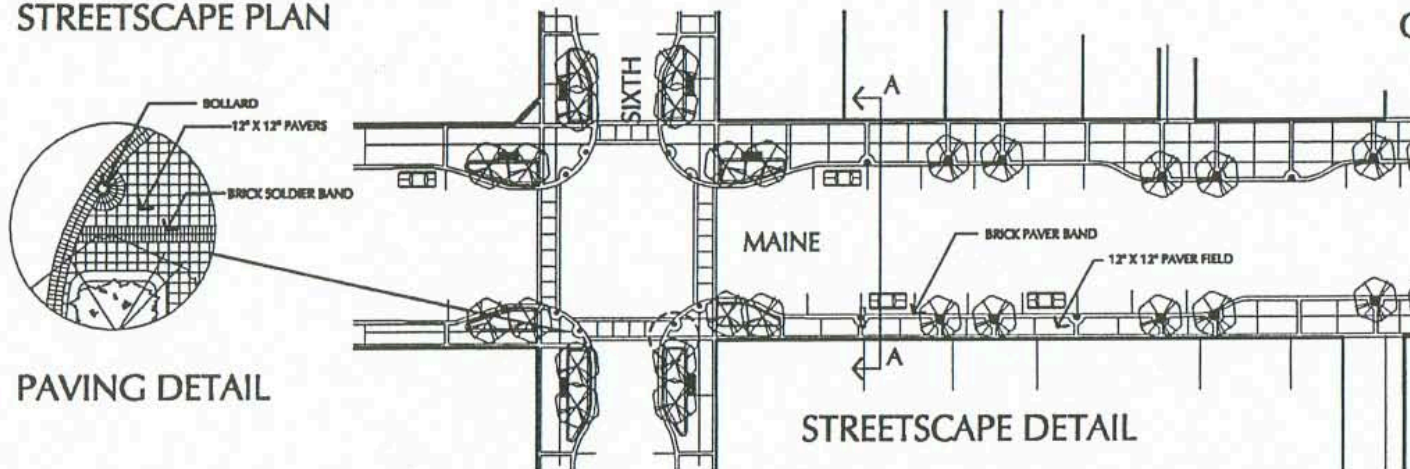


SITE ACCESSORIES



CROSS SECTION A-A

STREETSCAPE PLAN



PAVING DETAIL

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FEBRUARY 23, 1996  
 0 50 100 150  
 SCALE IN FEET



Figure 7  
 BUSINESS CORE STREETSCAPE



The business core must be "pedestrian friendly." Streetscape improvements installed many years ago are deteriorating. They must be enhanced and complemented by attractive mid-block connections to and from conveniently located parking facilities. "Knuckles" in the curbs should be retained along Maine Street to provide for wider sidewalks and narrower (safer) pedestrian street crossings.

**German Village Business District**

This is Quincy's "second" central business district, albeit one which expresses its own historic legacy and character. It appropriately serves, and should continue to serve, as a central business district for German Village. However, it also has the potential to relate more closely to the Civic Center and Villa Kathrine Visitor Center, and over time can relate more closely to the Uptown business district--as both expand.

If this district is to maintain its identity with German Village, it is essential that it recruit at least one excellent German restaurant (preferably with German music and seasonal events), plus additional German or European oriented businesses to create a destination place.

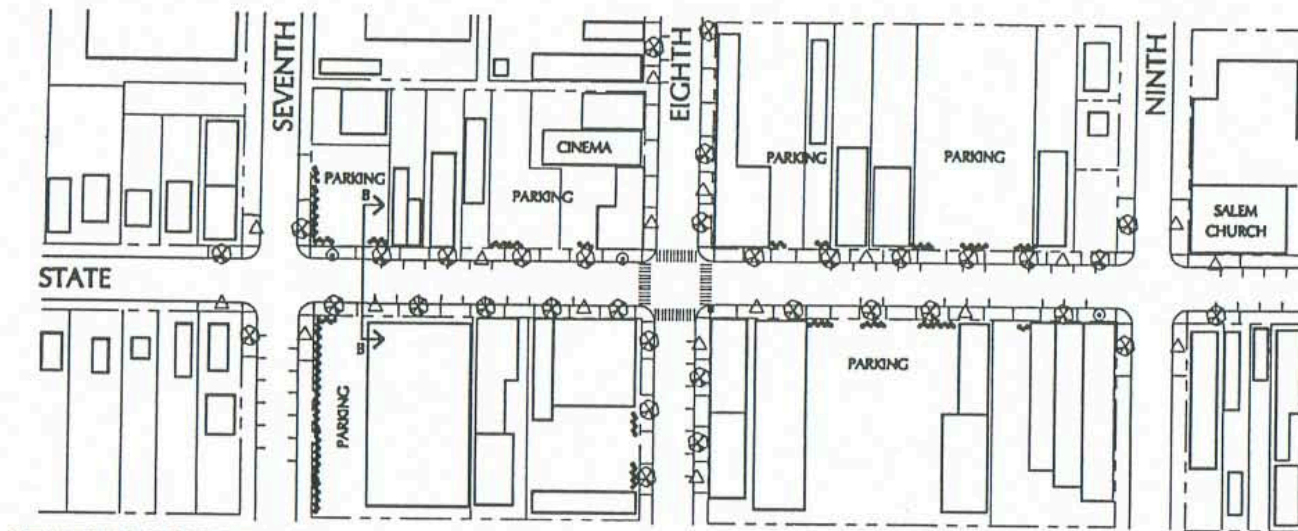
The streetscapes of State and Eighth Streets and building facades of the district should visually express the German Village theme. They need not be elaborate, but must be well designed and maintained to reflect traditional European civic pride and service (Figure 8).

A concerted effort should be made to reopen the State Theater as a quality movie house, live theater, or cabaret. In the future, restoration of the former Dick's Brewery complex on York Street for restaurants and entertainment, or as a mini-brewery, would add to the destination quality of this district (Figure 9).



*State Street*

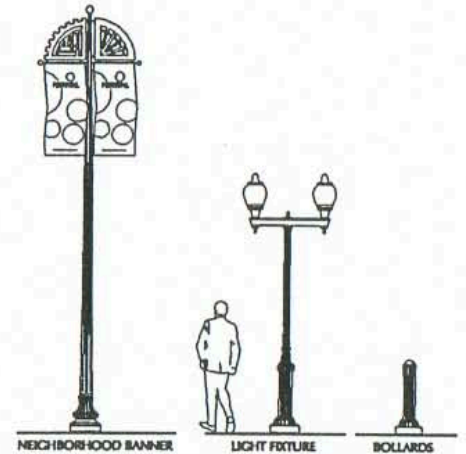
# QUINCY CENTRAL BUSINESS DISTRICT



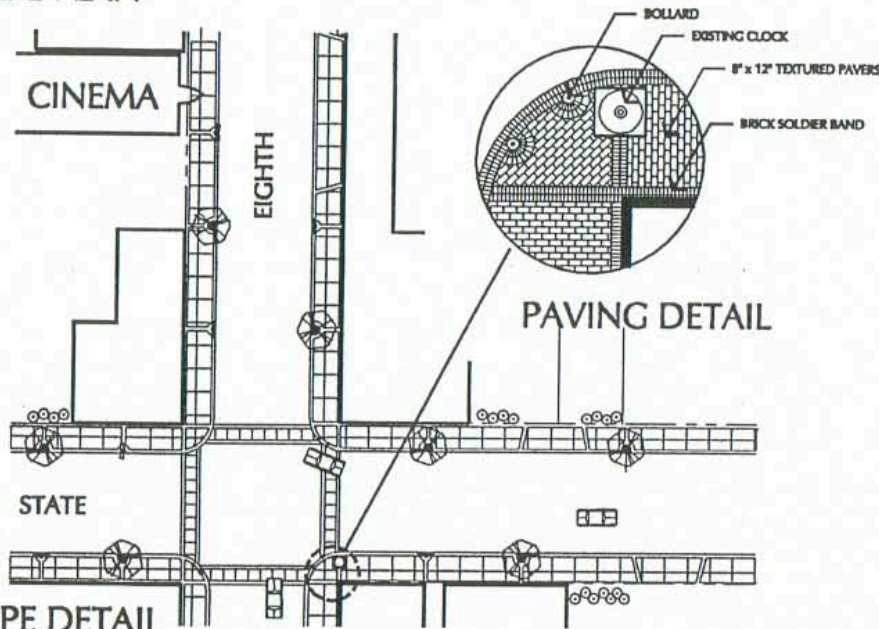
STREETSCAPE PLAN

## LEGEND

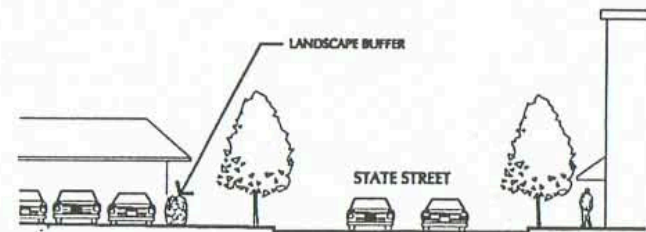
- △ THEME LIGHT FIXTURE
- ⊙ NEIGHBORHOOD BANNER
- ⊗ STREET TREE
- ▬▬▬ SCREEN LANDSCAPE



SITE ACCESSORIES



STREETSCAPE DETAIL



CROSS-SECTION B-B

Figure 8  
GERMAN VILLAGE STREETSCAPE

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FEBRUARY 23, 1996

0 50 100 150

SCALE IN FEET



Care must be taken to enhance the entire State Street corridor, from Third Street to Twelfth Street, including an appropriate entrance treatment at both ends of the corridor. Historic residences should be preserved along State Street, because they reflect the true character of the "village" and are in several cases architectural landmarks worthy of protection. However, in certain cases their adaptive reuse for compatible businesses might be desirable.

### **Civic Places**

Throughout the Quincy CBD are several places of limited size which distinctly reflect a civic function and ambiance. These include the Adams County building, site, and nearby related uses; the Quincy Public Library, and the area characterized by the City Hall, the U.S. Post Office and several nearby churches. These civic places are landmarks by which the public orients itself to and judges the CBD and the community at large. Each has the potential to become even more of a coordinated "campus" with green space, tasteful architecture and landscaping, and controlled signage. To a certain degree, they set the public standard, to which private development can also be held accountable.



*Former Dick's Brewery*



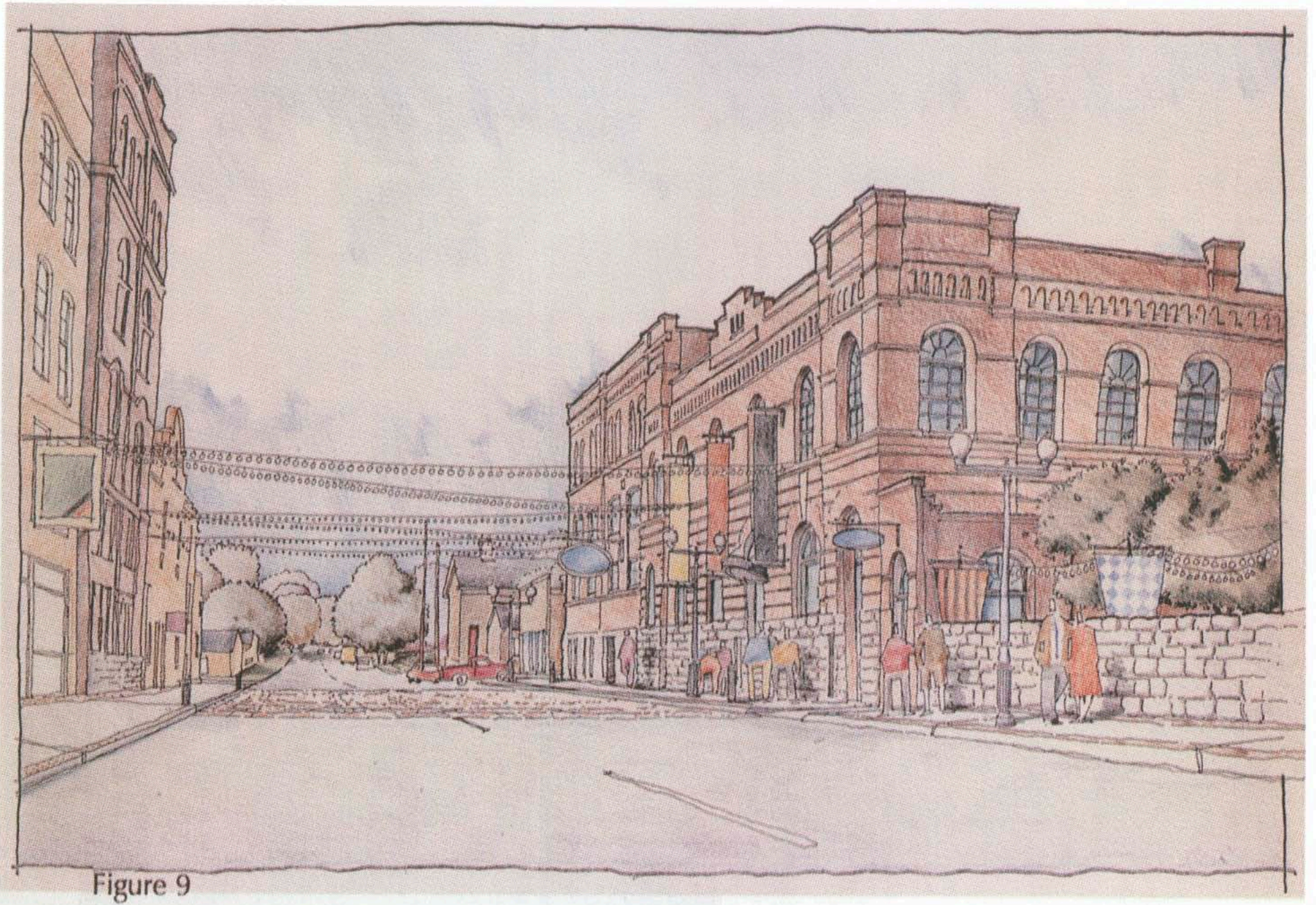


Figure 9

ADAPTIVE REUSE OF FORMER DICK'S BREWERY



### **Other Places**

Two other unique places are worthy of mention, although both are outside the study area for this report: the Healthcare District, and the German Village residential district. The Healthcare District is anchored by Blessing Hospital and the Quincy Medical Group Clinic. It includes much more--professional offices, retirement housing and nursing facilities, and a limited number of related retail outlets, even the Quincy Senior Center. Together, these uses are an extraordinary asset to the city and county, measured not only by healthcare standards, but by economic development standards. They will serve both goals even more effectively if they can be expanded and coordinated over time as a recognizable healthcare "campus."

The area bounded by Fourth, York, Seventh, and Ohio Streets is an area in transition. The historic mixture of residences and industry is no longer ideal for either type of use. Hence, many residences have deteriorated or have been torn down, and some industries have relocated elsewhere. Still, some remain. In between are numerous vacant sites.

This area deserves its own planning and revitalization program. In its present form it is a liability to the CBD and to its residents. On the other hand, it could be a genuine asset to both.

## GENERAL LAND USE PLAN

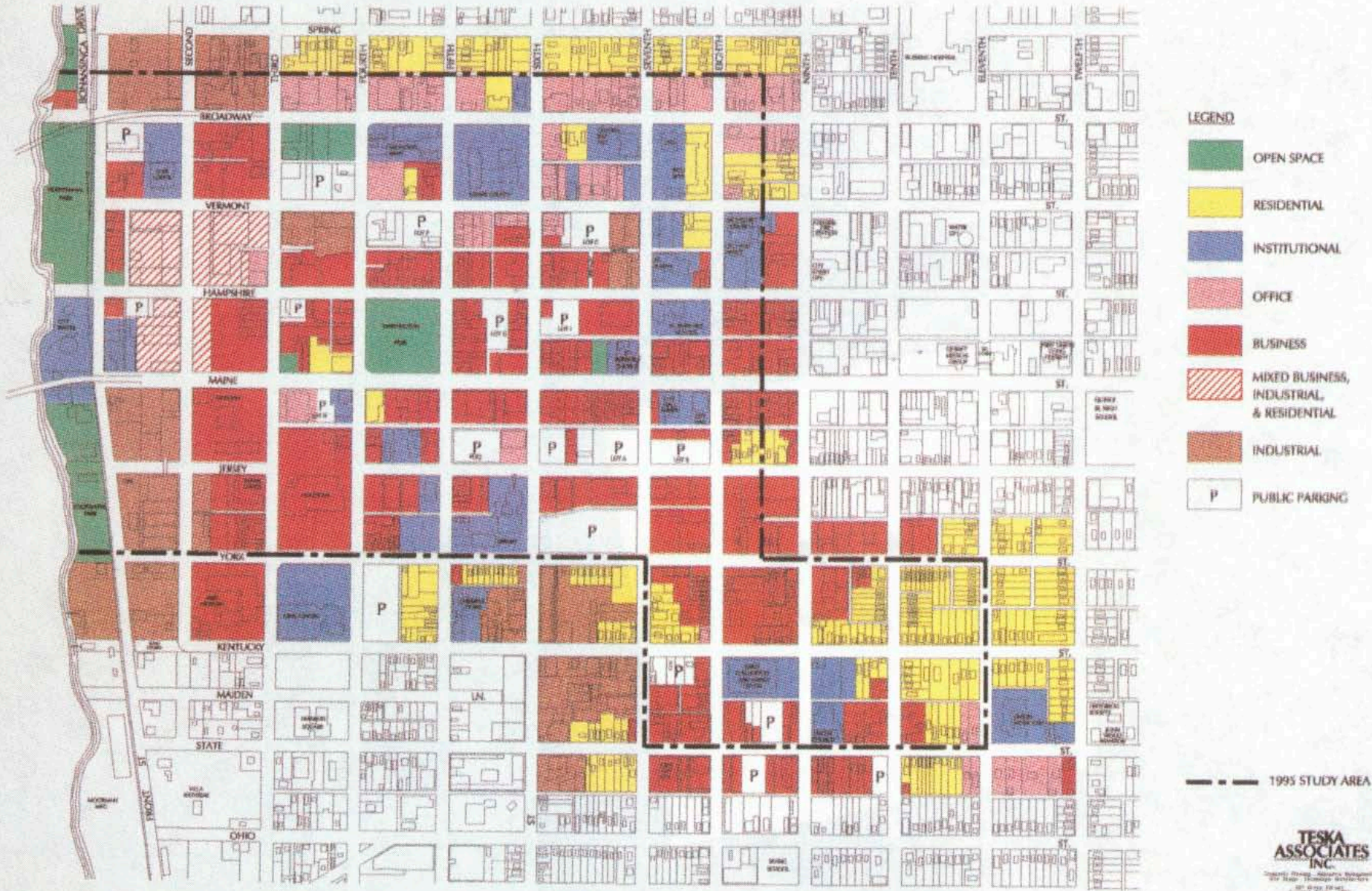
The General Land Use Plan (Figure 10) recommends future land uses by broad category for the 1995 Study Area within the CBD, plus immediately adjacent properties. The plan envisions land uses as they might be approximately ten years into the future, except in certain cases where a longer horizon of 15-20 years is appropriate. Those cases usually relate to properties that might at some time in the future be influenced by public action, such the city's acquisition of riverfront park sites.

The General Land Use Plan reflects place visions described in the previous chapter, plus parking recommendations described in the following chapter. It is intended to encourage the redevelopment of key parcels, especially in the riverfront area, and to be the basis for updating the Zoning Map and Zoning Ordinance.

This General Land Use Plan should be reviewed and confirmed or updated by the City's Planning Department annually, in collaboration with GREDF, Uptown Quincy, and others. It should also be expanded in the near future to include all of the CBD north of Ohio Street and west of Twelfth Street. This plan should become an official element of the City's Comprehensive Plan.

*The General Land Use Plan is intended to encourage redevelopment of key parcels and to be the basis for updating the Zoning Map and Ordinance.*

# QUINCY CENTRAL BUSINESS DISTRICT



- LEGEND**
- OPEN SPACE
  - RESIDENTIAL
  - INSTITUTIONAL
  - OFFICE
  - BUSINESS
  - MIXED BUSINESS, INDUSTRIAL, & RESIDENTIAL
  - INDUSTRIAL
  - P PUBLIC PARKING

--- 1995 STUDY AREA

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 CHICAGO, ILLINOIS 60604

Figure 10  
LAND USE PLAN





# PUBLIC IMPROVEMENTS

Public improvements include: streets and parking facilities; open spaces and streetscapes; public buildings; and utilities.

## Streets and Parking Facilities

The street system must accommodate traffic moving throughout the city and traffic moving to and from destinations in Missouri. It must also provide access to destinations within the CBD and for the circulation of vehicular and pedestrian traffic within the CBD. Effectively accommodating these various types of traffic requires the designation of a functional hierarchy of streets.

**Primary arterials** provide for high volumes of traffic, mostly through traffic, moving at relatively high speed over significant distance. They are the state and federally numbered highways, otherwise known as Broadway, Third Street, Fourth Street north of York Street, and Maine Street west of Fourth Street.

**Secondary arterials** are those which accommodate city-wide traffic, the majority of which is destined to and from the CBD. They include Maine Street east of Fourth Street, State Street, Eighth Street, and Twelfth Street.

**Collector-distributor streets** are those which connect minor streets to the primary and secondary arterial system.

**Minor streets** are those whose primary function is to provide access to abutting properties.

Based on a recommendation contained in the 1993 report, POSSIBILITIES, the City of Quincy studied the one-way traffic movement on Vermont and Hampshire Streets. In 1995 these two streets were converted to two-way traffic west of Eighth Street.

*These improvements are not a luxury. They are essential to providing the designed environment needed to attract private investment.*

In this 1995 study we have also considered the one-way system on Third and Fourth Streets, and on Jersey and York Streets. Conversations with the Illinois Department of Transportation confirm our belief that it is not feasible to convert Third and Fourth Streets to two-way traffic in the foreseeable future.

On the other hand, we believe that it is ultimately desirable, but not immediately feasible, to convert Jersey and York Street to two-way traffic. Certain abutting property owners currently depend on truck access that would be adversely affected if the one-way system was terminated. Time and additional analysis may resolve this obstacle, so that two-way traffic can be accommodated.

The Quincy CBD currently provides approximately 720 on-street parking places. It also has seven city-owned parking lots available to CBD customers, visitors, and employees. These facilities provide approximately 700 parking spaces. They do not include public parking dedicated to the City Hall, the Civic Center, or the Adams County Building, nor the 350 space privately owned PDQ parking structure at the intersection of Fifth Street and Jersey Street.

This combined supply of parking is generally adequate to meet daily demand in 1995, except under particular circumstances. Parking Lots G and I, and the PDQ Parking Structure are often at or near capacity, because they are located closest to the business core.

Existing parking facilities do not, however, provide adequate capacity for future CBD development. Now is the time to reserve additional sites in key locations to accommodate the additional demand. At this point in time the cost of land is competitive with the cost of building parking structures, and such land provides the city with a better distribution of parking and more flexibility. Recommended new or expanded sites are illustrated in Figure 11. These sites also provide for additional parking to serve German Village, the Civic Center, the riverfront, and the Corridor of the Arts.

We confirm our 1993 recommendation: to relocate the bus transfer point now located on Jersey Street near Eighth Street to a location nearer to Sixth Street and the business core. This may be an on-street location or an off-street location constructed jointly with the proposed public parking lots north of Jersey between Sixth and Seventh Streets.



# QUINCY CENTRAL BUSINESS DISTRICT

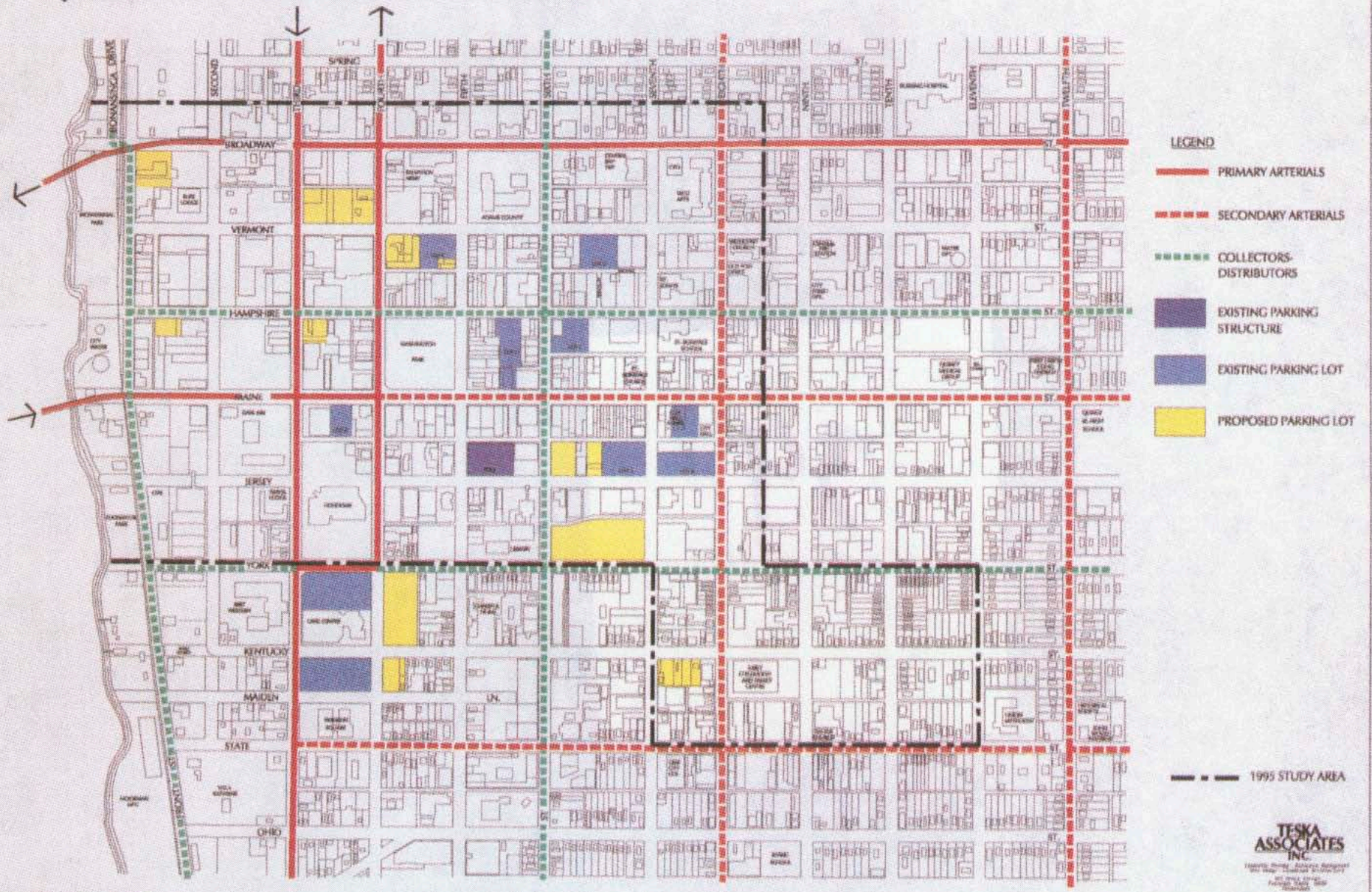


Figure 11  
 ACCESS, CIRCULATION & PARKING



Consideration should also be given to providing public "parking" facilities for bicycles, probably in conjunction with automobile parking lots. Biking to work and for leisure has become more popular for adults throughout the nation in recent years and could be encouraged in Quincy by appropriate "parking" facilities.

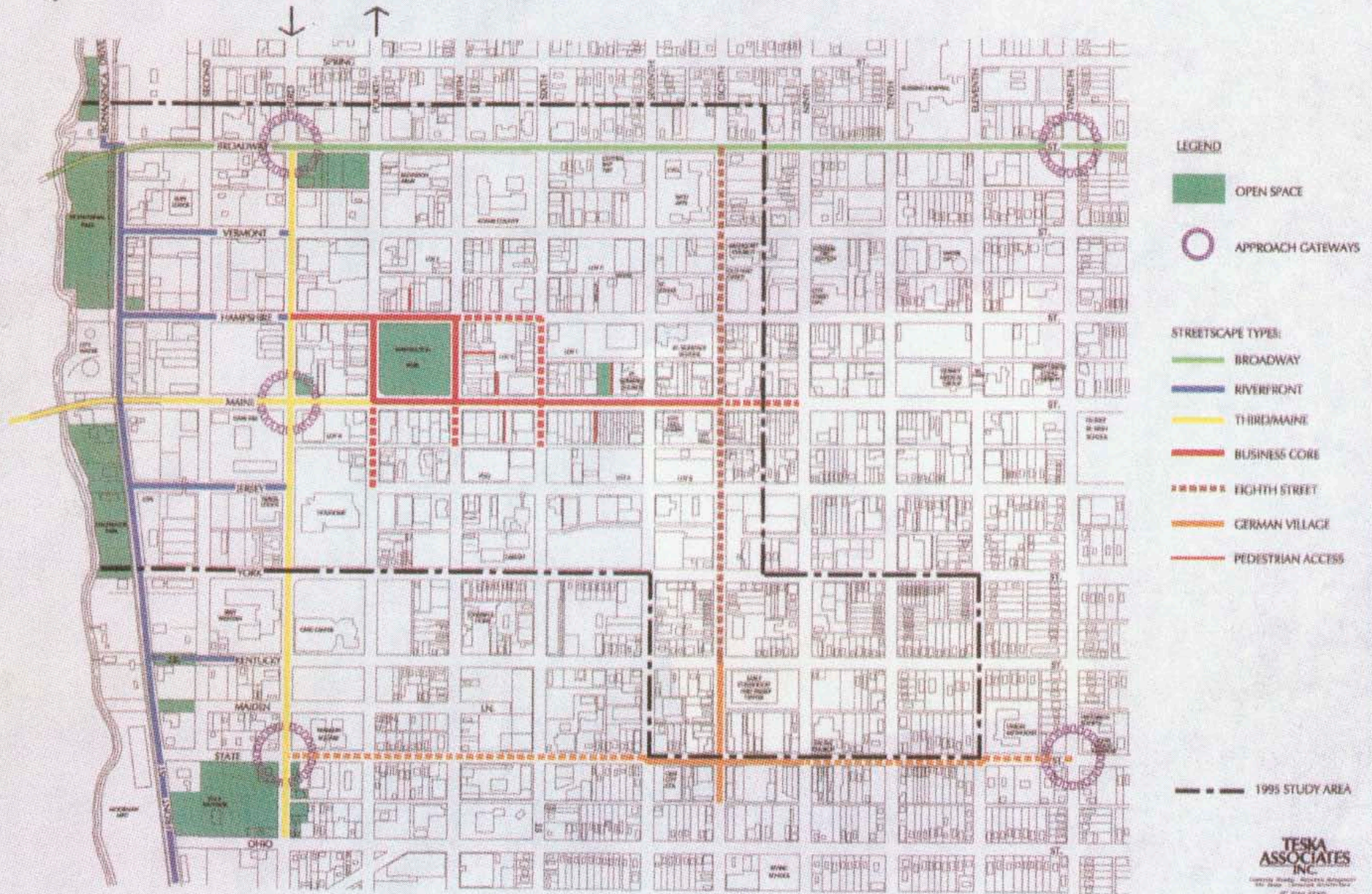
### **Open Spaces and Streetscapes**

The Open Space and Streetscape Plan (Figure 12) recommends the acquisition and improvement of additional riverfront parking, including the expansion of Castle Park and enhancement of the streetends of Kentucky Street and Maiden Lane. Additional open space is recommended at Broadway between Third and Fourth Streets, at Third Street between Ohio and State, and at the northeast corner of Third and Maine. These open spaces are integral to major gateway improvements.

Consistent with place visions described in the previous chapter, the Plan recommends five major gateways and several types of streetscape improvements. These improvements are not a cosmetic luxury. They are essential to providing the designed environment needed to attract private investment. This is supported by experiences throughout the U.S. related to shopping centers as well as established business districts. The American public expects a pleasant, not just a productive, experience each time it shops, goes to work, attends a conference, dines out, etc. This is comparable to "packaging" the product. It doesn't stand out among its competitors if it is not well packaged.

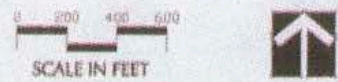


# QUINCY CENTRAL BUSINESS DISTRICT



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Figure 12  
 OPEN SPACE & STREETSCAPE





## **Public Buildings**

Quincy enjoys the good fortune that its public buildings are in good shape. Both the city and the county have excellent, recently rehabilitated buildings. The library is also well designed and positioned, and the new Civic Center is an extraordinary facility.

The key strategy is not to let any of these public buildings become landlocked to the extent that 10-25 years from now they become obsolete. This is particularly true of the Civic Center, the growth potential for which is probably greatest. Too many communities do not have a contingency plan for the long term success of such facilities. One need only look to Chicago's McCormick Place (which has been expanded several times at great cost) to see what is needed to remain competitive in the world of conferences and special events. Therefore, we suggest a contingency plan for the Civic Center which envisions the building complex expanding into the block south of Kentucky Street. Additional land should be acquired now east of Fourth Street to reserve space for parking which would be dislocated by such a building expansion. We also envision an underground pedestrian tunnel beneath York Street between the Civic Center and the Holidome, which might also be expanded in the future. This tunnel might pass through a two-level parking structure built in front of the Civic Center--with the lower level being that of the front door and the upper level being that of York Street. This would keep Quincy competitive for decades to come.



## **Utilities**

We have not conducted an independent analysis of public underground utilities. Based on interviews with responsible city representatives, it does not appear that major sanitary sewer and water main improvements are needed in the CBD. However, it is possible that the City's Water Works on Front Street may need to be relocated in the future. In addition, some concern has been expressed that several parts of the CBD exhibit drainage problems from time to time. This needs to be studied in more detail so that problems (if any) are resolved and so that new development does not exacerbate them.

It would also be beneficial to work with telephone and electric power companies to formulate a plan to relocate as many facilities as possible underground over time. This is expensive. However, it is not an urgent objective and can be accomplished in Quincy over a reasonable period as it has in other communities.

## **Maintenance**

The City of Quincy has taken significant steps in recent years to appropriately maintain streets, sidewalks, parks, parking lots, and other public places. This is a demanding responsibility. Places like Disneyland and Disneyworld, however, have attuned the American public to expect cleanliness and well operating facilities wherever they go. The retail and entertainment industries, especially, have been influenced by this trend.

Quincy, too, must pay more attention to the maintenance of public places and budget accordingly. This is not a reflection on past performance as much as it is a challenge presented by emerging public attitudes that determine who wins and who loses in a competitive world.

# IMPLEMENTATION PROGRAM

## Overall Strategies

Revitalization goals, objectives, and visions for the CBD are ambitious. Nevertheless, they are fundamental to the City's future, and they are well within the limits of feasibility. Feasibility is certainly dependent on how the "outside" world influences Quincy and its market area. Thus far the 1990's have been very generous to Quincy. There is every reason to remain optimistic.

**Feasibility is even more dependent on the commitment, preparedness, and actions of local citizens and their unique resources--public and private. In reality, successful revitalization depends on the concerted effort of many Quincyans, supported by a broad based community consensus. The implementation effort can not be left to happenstance. Rather, it requires a strategic plan as described in the following pages.**

*Successful revitalization depends on the concerted effort of many Quincyans, supported by a broad based community consensus.*

Overall strategies which shape this plan are:

- **Effective leadership** -- competent, creditable, and enthusiastic individuals and organizations prepared to motivate others and get the job done well.
- **Adequate resources** -- the technical and financial where-with-all, enabled by the support of interest groups throughout the community.
- **A coordinated program** -- a prioritized list of actions with commensurate budgets, schedules, and responsibilities, linked together by a communications network.
- **Performance evaluation** -- a method of regularly evaluating progress and accountability.
- **Enjoyment** -- the joy of working together and the celebration of accomplishment.

**Organization and Management**

Key to all CBD revitalization programs is an effective organization (or organizations) and management team. There is no single model for this; each community is different, and each era of history within a community may need a different model. However, nation-wide experience does strongly suggest that there are ten important **principles** that apply.

- Public-private partnership
- Inclusion of all major stakeholders
- Strong representation of property owners
- Effective leadership nucleus
- Available expertise
- Dependable funding
- Commitment to a mission (strategic plan)
- Centralized management/coordination
- Accountability and performance evaluation
- Customer orientation

Based on these principles, several alternative models were identified and evaluated for Quincy, all of which took into account the many excellent contributions of existing organizations over the years. Among these organizations are those in the right-hand column. In addition, Quincy is participating in the State of Illinois Main Street program. However, rather than establishing a new organization, Quincy has designated Uptown Quincy as its lead organization for this program.

In our 1993 report, POSSIBILITIES, we recommended that the Great River Economic Development Foundation be granted a strong leadership role in CBD revitalization. Over the years, GREDF has accumulated extensive economic development resources and experience that can not be matched by any other single organization. Yet, it does not have all of the resources needed, nor is it the most effective organization, for all activities essential to CBD revitalization. Therefore, a coordinated effort of several organizations is appropriate, focused on GREDF and Uptown Quincy.

ORGANIZATIONS RELATED TO THE CBD
City of Quincy
Quincy Park District
Adams County
Great River Economic Development Foundation
Uptown Quincy, Inc.
Quincy Area Chamber of Commerce
Quincy Convention and Visitors Bureau
Quincy Preserves
Eighth & State Business Association
Historical Society of Quincy & Adams County
German Village Society
Fine Arts Society
Gardner Museum of Architecture & Design
Friends of Dr. Richard Eell's House
Friends of the Castle (Villa Kathrine)



We endorse a concept that has emerged in recent months--that of a formal ALLIANCE between GREDF and Uptown Quincy to jointly lead the CBD revitalization effort. To carry out this ALLIANCE, we recommend that:

- Primary leadership be vested in GREDF;
- the complete boards of both organizations meet at least once each year to shape overall revitalization policy;
- that a subcommittee or subcommittees of both organizations meet more frequently, at least quarterly to recommend actions;
- and that the staffs of both organizations be very closely coordinated to avoid duplication and enhance efficiency.

This organizational structure will evolve over time, and will serve the community well for many years to come.

### **Public Information**

Public information is the link between the CBD revitalization program and the community. It is the catalyst for community support over time. Therefore, it is critical to success.

Among the components of a public information program are:

- Public hearings
- News media coverage
- Reports and newsletters
- Videotapes
- Public forums
- Speakers bureau

From time to time certain actions, primarily certain municipal actions, will legally require a **public hearing**. The public should be well advised of these public hearings in advance, often above and beyond the minimum requirements of state statutes. Related informational materials should be readily available for public review in advance of such hearings, perhaps at a specified location in the Public Library or City Hall.

Local **news media** (television and radio stations, and the Herald-Whig) have done an excellent job to keep the public informed about this project. It is important that reporters be provided with accurate information and not need to rely on hearsay. From time to time it may be advisable for the City, GREDF, and Uptown Quincy, or other agencies to prepare news releases or cooperate in the preparation of feature stories to highlight newsworthy topics. A key objective is to **keep the CBD in the news**, preferably the result of positive events, such as a completed project or a new business opening.

It is recommended that the GREDF and Uptown Quincy issue an **annual report** to the public in printed form, but also perhaps as a special public event with news coverage. Throughout the year, consideration should be given to issuing **newsletters** to the general public or to target groups, such as CBD employees. These newsletters can combine public information with marketing materials.

**Videotapes** are an excellent way to document key events and to tell the story(ies) of CBD revitalization. Most communities have talented "amateur" video buffs or community colleges with video program capabilities. Some have professional resources. Quincy has a major resource in its TV stations. The advantage of video documentation is that it can capture the reality and human dynamics of a story or topic more effectively than other media for target audiences. Videotapes can also be an excellent orientation or training device for new members of responsible CBD organizations.

Consideration should also be given to at least one **public forum** each year dealing with CBD revitalization progress throughout the U.S. It is important that the general public have some knowledge of trends around the country so that they can be inspired and be able to compare Quincy's progress with that of similar communities.

A **speakers bureau** is another way to share progress with the general public. Having available several articulate persons who have accurate knowledge of the program and can speak to community groups is another excellent means of communication. Quincy has several excellent speakers.

It is important to acknowledge that public information is not to be undertaken as an afterthought. It deserves preparation, expertise, time, and sometimes funding to be effective. Casual attention to public information can be risky.

### **Business Retention Assistance**

The retention and improved performance of existing, compatible businesses should be high on the priority scale of every CBD revitalization program. Among the many effective activities to be considered are: training seminars and tutorial programs, operating assistance, affinity groups, and financial or building improvement assistance.

The first of these, **training seminars and tutorial programs**, involves utilizing experts to teach groups or provide one-on-one tutoring on such diverse topics as business plans, bookkeeping, advertising and marketing, merchandise display, customer relations, personnel management, etc. These topics are taken very seriously by national retail chains and other major businesses, but are often overlooked by the small, independent, and first-time business owner. Yet they are essential to survival of each business and to the competitive positioning of downtown as a whole.

Quincy University and John Wood Community College can play an important role in this process.

The second, **operating assistance**, is also diverse. It may involve helping an existing business to expand or to relocate in the CBD, so that it does not move away just when it becomes successful. Assistance might also be provided to solve specific problems associated with access, parking, loading, landlord-tenant relations, etc.

Encouraging the organization of informal **affinity groups** may be very beneficial. Such groups of businesses may be clusters of diverse neighboring businesses in a particular block or groups of similar businesses focusing on their common interests. Working together will not only improve their "pulling power" and achieve shared goals, but will enhance the spirit of community within the CBD.



**Financial assistance** is available to CBD business from various sources, most notably the CBD Commercial Revolving Loan Fund created by seven local financial institutions. However, the CBD does not currently enjoy the benefits of a **building facade improvement** program (loans or grants). These programs, especially grant programs, have been highly successful in other communities. Because there are so many historic buildings in Quincy, CBD, such a program could be very effective, especially if it emphasizes an entire blocks in addition to single buildings.

Consideration should also be given to providing financial assistance for **interior improvements** that implement CBD objectives. For example, bringing older buildings up to contemporary standards with sprinkler systems or facilities for handicapped access can be expensive, often financially unfeasible for the property owner. Financial assistance can help to accomplish these public purposes without unreasonable burden on the property owner.

### **Business and Investor Recruitment**

Several types of desirable businesses are lacking or underrepresented in Quincy's CBD. Conversely, vacant space and low real estate values can attract the wrong type of business. Although normal market trends and sometimes fate can make good things happen over time, most CBDs will not prosper without a more aggressive strategy. Simply consider the effort the shopping center developer or manager puts forth to identify and recruit the most appropriate mix of tenants willing to pay the desired rent and contribute to the centers overall success.

An active **recruitment program** should be established for the CBD, focused on specific businesses, developers, and financial investors. These may already be waiting in the wings in Quincy, or it may be necessary to locate them elsewhere.

Before undertaking such an effort, several **key questions** must be answered: What type of business, developer, or investor do we want and why? Where do we want them located (options)? What do we have to offer them? What are our terms? How do we recruit them?

Presently, the CBD could be strengthened by a food store, hardware store, additional apparel stores, home furnishings stores, sit down restaurants, hotel, and market rate apartments or condominiums. It would also be beneficial to recruit additional upper-end antique stores, artist galleries and studios, bed and breakfast homes or inns, and other quality tourism oriented businesses.

One positive step forward would be to invite all local **commercial real estate brokers** to a work session to enlist their support in pursuit of desired businesses. Financial incentives might be considered to motivate brokers. It may also be desirable to establish an independent, highly focused effort to attract key businesses, or a compatible real estate developer who can produce a project with a desired tenant mix. This could be one of the most important new initiatives to be undertaken in the next five years.

Quincy has several opportunities for investor recruitment including::

- adaptive reuse of a city-owned building at the southeast corner of Front and Hampshire,
- development of northwest corner of Third and Maine Streets;
- Riverfront Renaissance project

This initiative also requires two other ingredients: **a data base and an effective team of recruiters**. The data base includes basic socio-economic information on the market area, available sites and building space in the CBD, typical rental rates or real estate values, performance experience of CBD businesses by category, and other information that can make a compelling argument for investing. GREDF is experienced in comparable industrial projects. The successful recruitment of Joseph Bank is an excellent example of this process in the CBD.

When a prospect is contacted, one or more experienced recruiters with authority to facilitate negotiations will be needed to expedite the relationship leading to a win-win decision. **Records** should be maintained for all formal and informal contacts. These records should be analyzed to determine why businesses are or are not interested in Quincy's CBD, and why they decided to locate there, or why not.

A word of caution, however: do not expect instant results; this process will take time, as well as energy, to achieve its goals.

### **Marketing**

Marketing is a broadly based concept. It begins with a sound market place evaluation to determine what the Quincy area needs, what it wants, what is lacking, and what can be provided in the CBD. The CBD must provide products and services responsive to that evaluation. Then its task is to make the public aware of their availability. This is accomplished through advertising, promotions, events, and image building.

**Advertising** begins with appropriate orientation and directional signage along approach routes and culminates with newspaper ads, TV and radio ads, direct mail, handouts, etc. Every hotel and motel room in Quincy should advertise the CBD in some way. To be effective, advertising should be well conceived and coordinated, often utilizing a common logo or theme.

**Promotions**, such as those currently sponsored in the past by Uptown Quincy, focus on sidewalk sales and other activities directly associated with increasing customer traffic and purchases.

**Special events**, such as the Dogwood Festival, Gus Macker Basketball Tournament and Tin Dusters Color Run are important because they draw attention to the CBD and attract persons who may not otherwise have occasion to visit there. This leads to the important objective of increasing tourism. In all cases, however, the strategy is to leverage these attractions into directly supporting CBD businesses.

The CBD currently hosts a significant number of special events. This program of events should be maintained and enhanced so that no month or week of the year is "uneventful". An **annual calendar** can be produced and distributed as a major marketing device.

Finally, **image building** is the icing on the cake. Another way to put it is "getting credit where credit is due". Positive stories in the local news media are a first step. However, Quincy's image should also be enhanced in nearby towns and cities, (especially Hannibal), throughout the midwest, and even nationally. Complementary articles in major magazines should be a specific target. Also to be considered are awards of recognition from creditable civic, business, and professional organizations. Quincy deserves to be more than a "well kept secret".

Market the CBD is a **combination of mass marketing and niche marketing**. On the one hand, the CBD should be every citizen's central place or destination for one reason or another. On the other hand, this is the era of niche marketing -- targeting goods, services, and events to specific consumers. When considering both, do not overlook **children and youths**. It is essential to build a community culture that incorporates the CBD into the lives of young people as a positive alternative to the shopping center or highway strip.



## **Codes and Ordinances**

The Quincy CBD is vulnerable to adverse land use and other physical changes, because of weaknesses and/or obsolescence in the City's regulatory codes and ordinances. Furthermore, many of the CBD recommendations can not be implemented without amendments to these same regulations. In certain cases, this may suggest more incentives rather than more rigid requirements.

Of primary significance are the **Zoning Map and the Zoning Ordinance**. Both are obsolete in relation to the CBD and the city as a whole, and need to be updated. However, recent amendments, such as site plan review, and proposed requirements for landscape and buffers are excellent improvements.

The Zoning Map itself is a serious problem. Too much of the CBD remains zoned for M-1 Light Industry and M-2 Heavy Industry. Several properties in these districts should be rezoned immediately to a more appropriate category in the existing Zoning Ordinance as an interim transition. A similar action can be taken for other parcels whose designated zoning is also obsolete.

As soon as possible the City of Quincy should comprehensively revise and amend both the Zoning Ordinance text and the Zoning Map to be consistent with the goals and objectives of CBD revitalization. It is preferable for this effort to proceed concurrently with a comprehensive revision to the text and map city-wide. However, this effort is of such importance that it should be completed within one year as Phase 1 of a city-wide effort, or it should proceed separately from the city-wide effort which could be undertaken at a later date.

**Other ordinances** also merit review, although they are more up to date. These include the Sign Ordinance, the Landmark and Historic District Ordinance, the Preservation Ordinance and Building Codes. All of these would benefit from the publication of detailed planning and design guidelines to limit subjective decision-making.

Attention must also be focused on **code enforcement**. Codes and ordinances are not effective unless they are enforced persistently, consistently, and fairly. Investors are often willing to submit to rigorous regulations, because they understand that having done so, they will also be protected from potential adverse actions by their neighbors. However, they want to know the rules of procedure in advance, and not be subject to a moving target.

## **Municipal Capital Improvements**

Recommendations in this report add up to an ambitious and expensive menu of capital investments to be made by the City, the Park District, and possibly other governmental units. This far exceeds anything in the history of Quincy, admittedly. This menu not only reflects the new visions for the CBD, but years of "deferred" investment in the CBD.

A prerequisite for sound investment is a multi-year capital improvements program and budget, identifying priorities, costs, and sources of financing. This report takes the first step in that direction with its recommended Action Plan in the following chapter.

## **Financing**

Where there is a will, there is a way! This familiar adage has been proven frequently in recent years by Quincyans. The Holidome, City Hall, Maine Center, Civic Center, the Carson and Newcomb buildings, and 1993 flood relief are just a few examples. Some might have said "It can't be done," or "We can't afford it." Others said, "We must, and we can find a way."

Each of these has demonstrated the versatility and depth of available financial resources from a variety of sources, most of which still remain available to Quincy. They include:

- Federal and State Grants or Loans
- Enterprise Zone Incentives
- Tax Increment Financing
- Special Service Areas
- County and Municipal General Funds
- Motor Fuel Tax Rebates
- Dedicated Hotel/Motel Taxes
- Corporate Contributions
- Foundation and Institutional Contributions
- Public Contributions
- In-kind Contributions

For stimulating private investment, there is no better financial incentive than Quincy's **Enterprise Zone**, which exempts residential and non-residential real estate investors (including individuals) from paying property taxes on new development for a period of years (five years for residential and ten years for non-residential). This is an extraordinary benefit.

However, the Quincy Enterprise Zone expires December 31, 2005. That makes it particularly important that Quincy recruit new development for the CBD and that it be in place by that date.

There is a downside; since such new development is exempt from property taxes, it is not contributing significantly to the public cost of capital improvements constructed or maintenance provided during that period. Therefore, other sources of funding are necessary.

Locally, the most likely alternative is the city's **general fund**, supported by property taxes, sales taxes and other income generated by the city as a whole. The CBD is every citizen's asset and responsibility, so this is reasonable up to a point. Then one might ask, "How can the CBD pay for itself to a greater degree?" The answer is not limited to, but certainly focuses, on Tax Increment Financing and Special Service Areas.

**Tax Increment Financing** helped to produce the Holidome and nearby streetscape improvements. It is the best technique available under Illinois Statutes for financing redevelopments projects in general, especially in the CBD. We strongly recommend that Tax Increment Financing be seriously considered as the method of redeveloping the Riverfront west of Third Street. It might also be applicable elsewhere in the CBD where it can support and be supported by significant private investments. No new or additional property, sales, or utility taxes are imposed on real estate by this technique. However, those local taxes which are generated by new investment as a result of normal city-wide tax rates are utilized in whole or in part to pay for public investments. In this way, the project helps to pay for itself.

**Special Service Area** financing, which does involve an additional property tax imposed on a designated area, is the technique utilized in Quincy to support Uptown Quincy and its numerous projects, including streetscaping. Again, the additional taxes raised by this method are utilized solely to serve the area which generates the taxes in ways that exceed what the area can expect from the city's normal services. Although no one likes additional taxes, most taxpayers are willing to pay them if they have confidence that the revenue is being effectively utilized to serve their common interests. We recommend that serious consideration be given to expanding the Uptown special service area geographically, or to creating additional special service areas elsewhere in the CBD, e.g. the German Village business district.



**Private corporations, charitable foundations, and institutions** have much to gain from CBD revitalization, and have a responsibility to financially support this effort. However, they too must have confidence that their money is effectively utilized. It is recommended that such fund raising be directly related to specific objectives that can demonstrate success.

The primary sources of CBD revitalization financing have been described above. However, no potential source should be omitted from consideration. The next step, therefore, is for the City of Quincy, GREDF, and Uptown Quincy (with assistance from others) to prepare a **detailed financial strategy** for at least the next five years, to be reviewed and updated annually, along with an **annual budget** for joint program management.

In addition, a strategy for **volunteerism and in-kind contributions** should also be formulated. For example, members of the Quincy Society of the Fine Arts could be very instrumental in developing the Corridor of the Arts. Quincy Preserves, the Historical Society, and the Arts and Architecture Museum could provide volunteers to lead walking tours and assist other activities focused on extending hospitality to visitors and tourists. In some communities, business persons volunteer to wash the sidewalks in front of their buildings at least weekly. Service clubs might adopt a park, plaza, or other public place to keep it clean and enhance its appearance. The more people who become involved, the better.

Financing CBD revitalization is as much an art as it is a science. Where there is a will, there is a way!

## **ACTION PLAN**

The City of Quincy and other sponsors of CBD revitalization are committed to implementation. Therefore, the foregoing recommendations have been organized and summarized into an **ACTION PLAN** with scheduled priorities and responsibilities.

Cost estimates have been prepared for physical improvements with the potential to be constructed by the City of Quincy within the first five years and located within the 1995-96 study area. If the City chooses, some or all of these improvements may be incorporated into the City's Capital Improvement Program.

**Priorities** for capital improvement projects **coincide with their construction**. Planning and design tasks may need to be scheduled earlier. For example, design work may need to proceed in the first year on a project that has a construction priority of years 2-5.

*A public investment of \$5-6 million in the next five years can facilitate a private investment of \$40-50 million in the next few years.*

## Quincy CBD Action Plan

Action	Year			Responsibility*	Remarks	
	1	2-5	6+			
<b>ORGANIZATION</b>						
Establish Alliance	✓			GREDF & UQ	The day to day management of actions listed on pp. 1-2 by the Alliance deserves an annual budget of \$150,000 - \$200,000. Some individual actions may require additional budgets.	
Adopt Development Plan	✓			City		
Confirm Strategic Plan	✓			GREDF/UQ/City		
Prepare Operations Plan	✓			GREDF		
<b>PUBLIC INFORMATION</b>						
Publish Newsletter	✓	✓	✓	GREDF & UQ		
Publish Annual Report		✓	✓	GREDF		
<b>MARKETING</b>						
Promotions	✓	✓	✓	GREDF & UQ		
Special Events	✓	✓	✓	CVB & UQ		
Marketing Program	✓	✓	✓	GREDF, CVB		
Enhance Tourism				CVB		
<b>BUSINESS RETENTION</b>						
Training Seminars	✓	✓	✓	GREDF & UQ		
Retention Assistance				GREDF & UQ		
<b>RECRUITMENT</b>						
Package Projects	✓	✓	✓	City & GREDF		
Developer Recruitment	✓	✓	✓	GREDF		
Business Recruitment				GREDF		

\* Legend:

GREDF - Great River Economic Development Foundation

UQ - Uptown Quincy

CVB - Convention and Visitors Bureau

City - City of Quincy

## Quincy CBD Action Plan

Action	Year			Responsibility	Remarks
	1	2-5	6+		
<b>CODES &amp; ORDINANCES</b>					
Amend Zoning Map	✓	✓		City	
Amend Zoning Ordinance	✓	✓		City	
Tailor Code Enforcement	✓	✓	✓	City	
<b>FINANCING</b>					
Enterprise Zone	✓	✓	✓	GREDF	
Expand SSA	✓	✓		City	
Utilize Existing TIF	✓	✓		City	
Create Riverfront TIF	✓	✓	✓	City	
Other Sources				GREDF & City	

**\*Legend:**

GREDF - Great River Economic Development Foundation

UQ - Uptown Quincy

CVB - Convention and Visitors Bureau

City - City of Quincy



## Quincy CBD Action Plan

Action*	Year			Responsibility**	City Capital Improvement Cost Estimate, Years 1-5
	1	2-5	6+		
<b><u>Streetscape &amp; Open Spaces</u></b>					
Front Street Streetscape, Vermont to Maine		✓		City	\$250,000
Front Street Streetscape, other			✓	City	---
Acquire Gateway Sites Along Third	✓			City	\$200,000-\$400,000
Third Street Streetscape, including gateway sites		✓		City	\$625,000
Fourth Street Streetscape		✓		City	\$150,000
Hampshire Street Streetscape, Front to Sixth		✓		City	\$305,000
Fifth Street Streetscape, Hampshire to Jersey		✓		City	\$120,000
Maine Street Streetscape, Third to Eighth		✓		City	\$675,000
State Street Streetscape, Seventh to Eleventh		✓		City	\$555,000
Eighth Street Streetscape, State to Kentucky		✓		City	\$100,000
Eighth Street Streetscape, Kentucky to Broadway	✓			City	\$ 40,000
Street Tree Installation			✓	City	\$ 10,000/yr
Acquire Riverfront Sites		✓	✓	Park District	----
Improve Riverfront Sites		✓	✓	Park District	----
Art in Public Places				QSFA & Private	----
Enhance Castle Park				FOTC	----

\*\*Legend:

QSFA - Quincy Society of Fine Arts

FOTC - Friends of the Castle

## Quincy CBD Action Plan

Action*	Year			Responsibility**	City Capital Improvement Cost Estimate, Years 1-5
	1	2-5	6+		
<u>Streets</u>					
Convert Jersey & York Streets to Two-way			✓	City	----
Improve Jersey, York, Kentucky, & State west of Third			✓	City	----
Install Improved Signage		✓		City	\$50,000-65,000
<u>Parking</u>					
Landscape Existing City Lots	✓	✓	✓	City	\$100,000
Acquire & Improve Additional Sites				City	\$1.0 - 2.0 million
<u>Transit</u>					
Relocate Bus Pulse Point		✓		City	\$25,000-50,000
<u>Buildings and Facilities</u>					
Sell building at Front & Hampshire for Adaptive Reuse	✓			City	Income to be determined
Relocate Water Works and sell old facilities			✓	City	----
Pedestrian Concourse between Civic Center & Holidome			✓	City & Holidome	-----

**\*Legend:**

ESA - Eighth & State Business Association

QSFA - Quincy Society of Fine Arts

FOTC - Friends of the Castle

Physical Improvements listed are only those within the study area.

## CONCLUSION

In the 1990s Quincy has become a "City of Action". Action was Quincy's response to the 1993 Mississippi River flood. Action produced Maine Center and the Oakley-Lindsay Civic Center. In fact, action has produced \$20 million in public investment and another \$20 million in private investment in the Quincy CBD in the first six years of the 1990s.

Action is what it will take to achieve Quincy's goals and objectives for continued CBD revitalization. This report identifies such actions. It is an ACTION PLAN superimposed on a physical plan.

Although many detailed plans have yet to be produced, the major policies are in place. Now it is time for ACTION.

Throughout this planning process civic leaders and citizens of Quincy have expressed their readiness to work together toward a common vision. The Great River Economic Development Foundation and Uptown Quincy have formed an alliance to coordinate this effort.

This "window of opportunity", reflecting a strong economy, a feasible plan, poised leadership, and public support is relatively rare in the history of most communities. **If this opportunity is seized, Quincy will enter the 21st century in high gear; citizens will be proud of their CBD; and future generations will thank those who are responsible for its revitalization.**