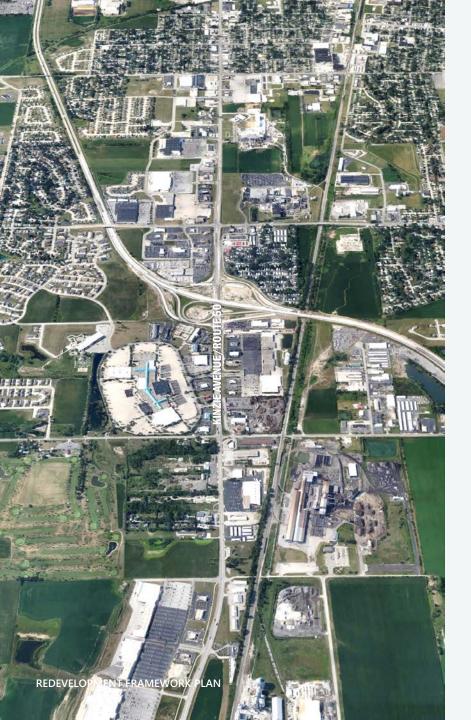


VILLAGE OF BRADLEY | APRIL 2021





#### **ACKNOWLEDGMENTS**

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Bradley Village Board of Trustees

Local & Regional Stakeholders [1]

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#### **CONSULTANT TEAM**

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[1] Full list included in the Appendix

The document is intended for double sided printing on letter sized paper.





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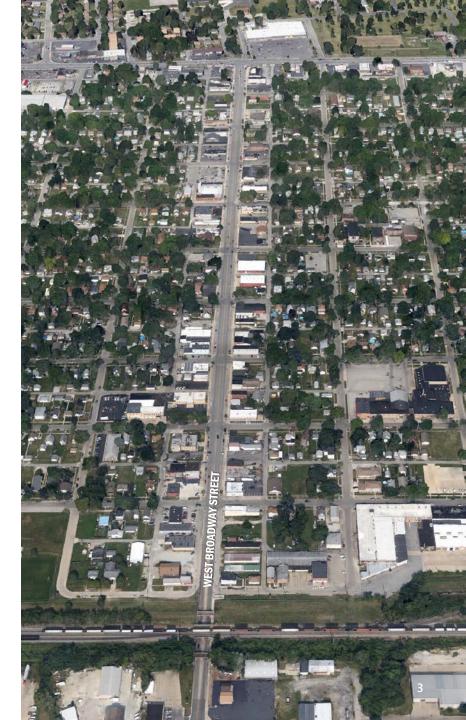
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# **Planning Objectives**

In late 2019, the Village of Bradley began a strategic planning effort to define a vision for the redevelopment of the Kinzie Avenue/Route 50 and West Broadway corridors. This Redevelopment Framework Plan identifies and prioritizes redevelopment opportunities, strategic investments and conceptual public realm improvements along the corridors, with a goal of:

- Ensuring the economic viability of the corridors;
- Revitalizing key sites that are underutilized or need reinvestment;
- Assisting in the growth of local, small businesses;
- Recognizing the importance and impact of private investment undertaken by CSL Behring and Nucor;

- Creating an environment that is attractive to both existing and potential residents and employees; and
- Establishing a clear sense of place, identity and brand that is unique to the Village.



### **Planning Process**

The planning process consisted of the following:

- Assessing existing market conditions in the Village;
- Evaluating existing physical conditions in the corridors;
- Participating in working sessions with the consultant team to identify opportunity redevelopment sites along the corridors;
- Developing and refining redevelopment concepts for high-impact opportunity sites;
- Conducting community forums and stakeholder outreach to collect public input on redevelopment goals and concepts; and
- Developing a framework plan to document key findings, planning principles and a path for implementation.



# **Corridor Overview Kinzie Avenue/Route 50**

The two corridors have different development typologies, challenges and opportunities.

The **Kinzie Avenue/Route 50 Corridor** is the retail and hospitality hub of Kankakee County and the coterminous Kankakee-Bourbonnais-Bradley Metropolitan Statistical Area (MSA). Key anchors include CSL Behring and Nucor, both of whom recently made significant reinvestments in their operations; and the 530,000-square-foot Northfield Square Mall, which is experiencing the loss of four out of five anchors and significant vacancy. The corridor also includes a mix of smaller, locally owned-businesses in the south with national retailers to the north.

Challenges and opportunities related to the real estate market and potential for redevelopment are outlined below.

#### **CHALLENGES**

- Retail product is largely car-centric and representative of outdated development typologies (e.g., large parking fields and setbacks, separation of uses, limited relationship to adjacent properties)
- Development is not to the quality preferred by major corporate anchors
- Corridor lacks a clear identity and sense of place visitors often do not know if they are in Bradley, Bourbonnais or Kankakee
- Kinzie Avenue/Route 50 is a wide and visually unappealing thoroughfare
- Walkability is challenged due to discontinuous sidewalks and trails, and major gaps in the walkshed
- Major vacancies at Northfield Square Mall likely impact perceptions of the area
- Several incompatible uses exist along the corridor

#### **OPPORTUNITIES**

- Kinzie Avenue/Route 50 is the retail and hospitality hub for most of the County/MSA
- Corridor benefits from good accessibility and visibility from Interstate
   57
  - Average annual daily traffic (AADT) along Kinzie Avenue/Route
     50 is ±24,000 through the core commercial area
  - AADT along I-57 is ±31,000 at Kinzie Avenue/Route 50
  - 8,700 motorists per day exit from I-57 to Kinzie Avenue/Route 50
- The retail cluster includes many relatively strong national retailers
- Several strong anchors are also located along the corridor, including CSL Behring and Kankakee Community College's North Extension Center
- Northfield Square presents a major redevelopment opportunity, particularly given the Village's ownership of a key anchor tenant building

### **Kinzie Avenue/Route 50**

### **REGIONAL COMMERCIAL HUB**



HOME TO NORTHFIELD SQUARE MALL & SEVERAL BIG-BOX RETAILERS



275+
REGIONAL & COMMUNITYSERVING BUSINESSES





HOME TO PROMINENT EMPLOYERS & COMMUNITY ANCHORS





### **Corridor Overview West Broadway Street**

The West Broadway Corridor, west from Kinzie Avenue/Route 50 to Kennedy Drive, is the Village's original central business district and includes a mix of commercial and residential uses. Key anchors include the Village municipal complex, post office and other community-focused facilities.

Challenges and opportunities related to the real estate market and potential for redevelopment are outlined below.

#### **CHALLENGES**

- Corridor is relatively long and disjointed
- Parking lots facing West Broadway result in several gaps in the walkshed
- Curb cuts from numerous cross streets and alleyways make navigating the area difficult
- Traffic counts along West Broadway are low relative to nearby thoroughfares (Kinzie Avenue/Route 50 and Kennedy Drive)

#### **OPPORTUNITIES**

- Corridor includes a critical mass of government and community anchors
- Several historic buildings remain within the corridor
- There is a good, walkable urban fabric in adjacent neighborhoods
- Surrounding neighborhoods are relatively dense and comprised of single-family and two-family homes
- Several large employers are located nearby
- Corridor presents the opportunity to build a true, mixed-use village center

### **West Broadway Street**

### **HISTORIC VILLAGE CENTER**





SURROUNDED BY PREDOMINANTLY SINGLE-FAMILY HOMES

HOME TO SEVERAL COMMUNITY ANCHORS









110+

COMMUNITY- & NEIGHBORHOOD-SERVING BUSINESSES, MOSTLY LOCALLY OWNED



### **Demographics Populations & Households**

#### **BRADLEY TODAY**

The Village of Bradley is in central Kankakee County, approximately 55 miles south of the Chicago Loop. The community is a mix of residential and commercial uses, as well as the retail hub of the County/MSA.

Bradley and the neighboring communities of Kankakee and Bourbonnais comprise over half of the County/MSA population.

Key household and demographic characteristics are outlined here.

TOTAL POPULATION 15,695

5,695 111,325 county/MSA, 2019

TOTAL HOUSEHOLDS 6,

40,931

**AVERAGE HOUSEHOLD SIZE** 

**2.56**Bradley, 2019

2.59 County/MSA, 2019

#### **BRADLEY HOUSEHOLDS BY AGE, 2019**

21.3%	38.6%	29.6%	10.5%

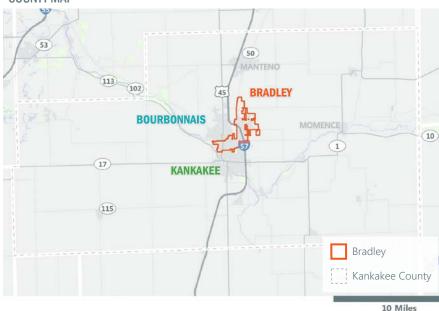
#### KANKAKEE COUNTY HOUSEHOLDS BY AGE, 2019

NAMARLE GOOMT HOUSEHOLDS DI AGE, 2013					
18.4	%	33.2%	35.1%	13.3%	
UNDER Young A Young FA	DULTS/	AGE 35-54 FAMILY YEARS	AGE 55-74 YOUNG SENIORS & EMPTY NESTERS	AGE 75+ SENIORS	

#### MEDIAN HOUSEHOLDS, 2019



**COUNTY MAP** 



Source: Esri Business Analyst and SB Friedman REDEVELOPMENT FRAMEWORK PLAN

### **Populations & Households Continued**

Bradley experienced household growth between 2000 and 2010, with a compound annual growth rate (CAGR) of 1.2%. This growth was largely attributed to new single-family home construction in the northeast portions of the community. Since 2010, Bradley's population has remained stable, a trend that is projected to continue over the near term.

Bradley has experienced demographic trends representative of neighboring Bourbonnais and the County overall, while Kankakee to the south has experienced population loss since at least 2000.

#### **BRADLEY IN THE FUTURE**

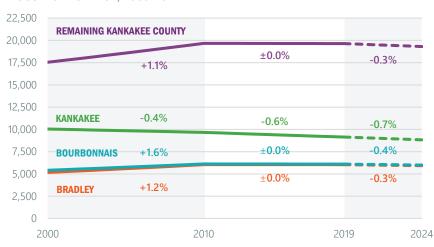
Despite a stable population, the demographics within Bradley are anticipated to shift in the near term, including:

- An overall decline in young adult/young family and family households; and
- Growth of **empty nester** and **senior** households.

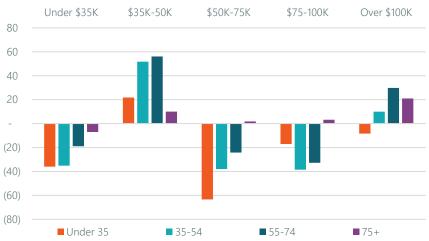
The projected shift to older households reflects regional and national trends associated with an aging population, as does the projected decline of the middle-class population and growth in both lower-income and more affluent households.

As a result of these forecasted household changes, the median household income in Bradley is projected to increase by 9% from \$61,800 to \$67,400 by 2024.

#### HOUSEHOLD CHANGE, 2000-2024



#### CHANGE IN BRADLEY HOUSEHOLDS BY AGE & INCOME, 2019-2024



### **Demographics Employment**

#### **WORKFORCE TODAY**

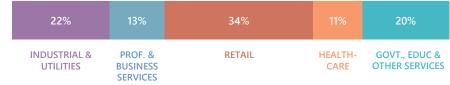
Bradley is a major employment center. Approximately 14,700 people are employed in the two zip codes that overlay Bradley<sup>[1]</sup>. This accounts for over 36% of jobs in the County/MSA.

- Retail accounts for ±1/3 of the local workforce, including those employed in retail, hospitality and food services. Retail employment has remained relatively stable despite shifts within the retail sector. The loss of local jobs historically has been offset with the opening of new bigbox retailers. However, since 2018, four Mall anchors have closed, reducing retail employment in the Village.
- Industrial is the second largest component of the workforce. Despite some employment losses in the early 2000s, industrial employment has rebounded since 2010. Recent growth in the Manufacturing, Transportation and Warehousing sectors has offset declines in Construction employment.
- The Healthcare and Professional and Business Services sectors appear to be the fastest-growing private employment sectors. Office growth has been driven by growth in the Professional, Scientific and Technical Services sector, which has added nearly 550 employees since 2002. The Healthcare sector similarly added approximately 525 employees between 2002 and 2017.

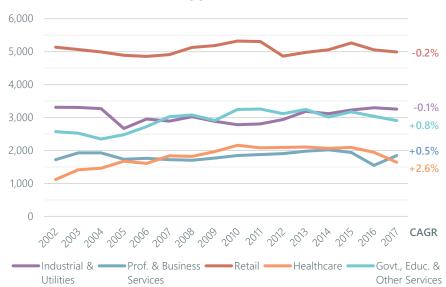
Overall, employment has remained stable, with a +0.4% CAGR in total employment between 2002 and 2017.

[1] Analysis includes zip codes 60914 and 60915. Zip code 60914 also includes Bourbonnais. Source: Esri Business Analyst, U.S. Census Center for Economic Studies, and SB Friedman REDEVELOPMENT FRAMEWORK PLAN

#### EMPLOYMENT BY SECTOR, 2017 [1]



#### **EMPLOYMENT TRENDS, 2002-2017 [1]**



### **Employment Continued**

#### **WORKFORCE IN THE FUTURE**

While employment has been historically stable, two key anchors along the Kinzie Avenue/Route 50 Corridor have announced major expansion plans that are anticipated to bring 1,000+ new employees to unincorporated areas adjacent to Bradley.

These expansions offer a once-in-a-generation opportunity to jumpstart local growth in both households and employment.

#### **CSL BEHRING EXPANSION**

- \$500 million, 1.8M SF campus expansion
- 10- to 12-year construction timeline
- Creation of ±1,000 new jobs (SB Friedman estimate)

#### **NUCOR EXPANSION**

- \$180 million expansion of existing facility
- Creation of 75 new jobs

#### PLANNED/UNDER CONSTRUCTION CORPORATE INVESTMENTS



### **Market Conditions Residential**

#### **HOUSING TODAY**

A variety of housing options typically provides households of all age and income cohorts the opportunity to live within a community. Today, **Bradley's housing is predominantly single-family owner- and renter-occupied housing.** Single-family detached housing constitutes ±77% of the existing housing supply in Bradley, while 65% of households are owner-occupied. Multifamily product is primarily small apartment buildings and over 20% of the existing single-family housing stock is renter-occupied. The proportion of single-family detached product in Bradley is greater than in adjacent, comparison geographies, thereby limiting options for households seeking multifamily and single-family attached product.

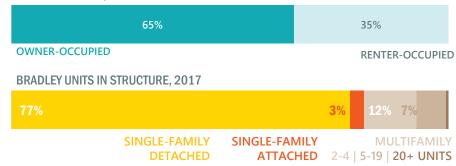
While Bradley's housing supply includes a limited number of multifamily buildings with 50+ units, the Village does not have any investment-grade, amenitized apartment (or condo) buildings. Bradley also appears to have limited single-family attached housing product.

Recent housing production has also been significantly lower in Bradley than pre-recession levels.

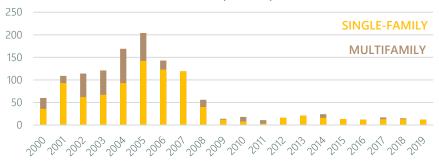
#### **HOMES VALUES AND RENTS**

The median home value is approximately \$133,000, while the median rent is \$926 per month. Compared to Bradley's median household income of  $\pm$ \$61,000, owners would need to earn approximately \$45,000 per year to afford this housing, while renters would need to earn \$37,000 per year.

#### **BRADLEY TENURE, 2017**



#### **BRADLEY RESIDENTIAL BUILDING PERMITS (2000-19)**



#### **HOUSING AGE**

As of 2017, approximately half of Bradley's existing housing stock was built before 1970, while more than one-third of the housing stock was built between 1990 and 2017. Approximately 1% of units were built in 2010 or later.

#### **Residential Continued**

#### **HOUSING IN THE FUTURE**

#### **HOUSING PREFERENCES**

Housing preferences are shifting away from homeownership, both locally and regionally. This shift aligns with wider trends in residential development that are leading towards more compact development and greater preference for rental housing. In the future, it is anticipated that there will be more renters who could afford to own a home, but still choose to rent.

#### **BRADLEY CORPORATE ANCHORS**





#### **DEMAND PROJECTIONS**

Demographic shifts and job growth are the primary demand drivers for new housing.

- residential Growth/Households Shifts. Despite a decline in households, projections for Bradley show gains in both owner-and renter-occupied empty nester and senior households in the near term. These demographic shifts result in demand potential that can be leveraged with the right housing options, particularly given changing preferences for rental housing. Even incremental shifts in the preferences of these older age groups can provide demand potential for single-family attached and multifamily development.
- PROJECTED JOB GROWTH. 1,000+ additional employees are anticipated as a result of expansions at CSL Behring and Nucor. These new employees are not accounted for in traditional forecasts for the Village and therefore represent a unique opportunity for Bradley to capture additional residents. These new employees, many of which will be younger and higher-income, may also be seeking housing options not currently available in Bradley.

Market analyses and key informants indicate demand for more varied residential product over the next five years.

60-100

multifamily apartments

70-80

senior housing units

10-15

townhomes

100-120

single-family homes

### **Market Conditions Retail**

#### **RETAIL TODAY**

Over 80% of the County/MSA's total retail product is located in Bradley, which establishes Bradley as the retail and commercial hub of the region. The two corridors encompass most of the retail and commercial properties in Bradley except properties along Kennedy Avenue (U.S. Routes 45/52) and North Street. Kinzie Avenue/Route 50 functions as the predominant retail corridor in the region and includes several national retailers.

The Kinzie Avenue/Route 50 Corridor consists of the area's only regional mall and multiple power centers and community shopping centers. The

**EXISTING RETAIL SUPPLY, 2019** 

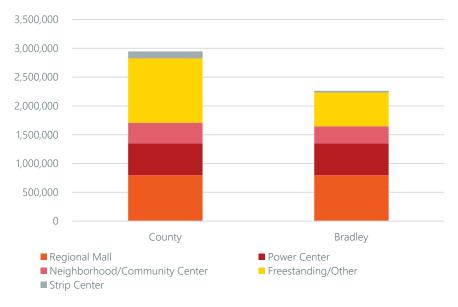


Source: CoStar and SB Friedman
REDEVELOPMENT FRAMEWORK PLAN

existing retail real estate product is largely car-centric and representative of outdated development typologies (i.e., large parking lots, large setbacks, limited connections between adjacent properties). Consequently, these typologies do not generally support mixed-use, walkable environments. However, key sites in the corridors present opportunities to shift toward a mix of uses and a walkable, lifestyle/experiential environment.

Retail in Bradley is performing well, despite challenges at Northfield Square Mall. Independent of the Mall, retail occupancy in Bradley is approximately 98%.

#### RETAIL SQUARE FOOTAGE BUILT SINCE 1990 BY TYPOLOGY



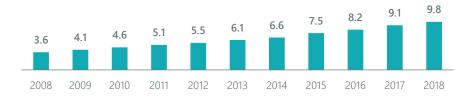
#### **Retail Continued**

#### **NATIONAL RETAIL TRENDS**

Retail is shifting toward e-commerce and away from "big box" and brickand-mortar stores. Despite the strong performance of retail in Bradley, the local market will need to respond to evolving retail trends. Recent trends are leading to a rise of convenience- and experience-oriented retail, which present opportunities for redevelopment in the Village.

- CONVENIENCE-ORIENTED RETAIL is typically developed in power, community and convenience retail centers that sell basic goods and services, including groceries. Such centers provide convenient access to retail without much concern for ambience and experience.
- EXPERIENCE-ORIENTED RETAIL typically consists of a mix of uses, including sizable dining and entertainment options. Such retail may be found in new construction shopping centers or walkable downtown districts, which typically have a unique sense of place, are often focused on a programmed public space and are of a quality level above traditional retail product.

#### E-COMMERCE AS A PERCENT OF TOTAL NATIONAL SALES[1]



#### **GAPS IN THE MARKET**

Bradley already has most of the retail typologies typical for a market of its size. Within certain traditional retailer categories however, there are some prospects for attracting additional retailers to Bradley. Given national retail trends and changing consumer preferences, the best opportunities involve capturing and establishing new retail typologies within the corridors.

Market analyses and key informants identified gaps in the market, including:



To realize the greatest retail market potential in the future, these tenant types and other potential wild card users that could be transformative in Bradley (i.e., educational users, special event facilities) could be leveraged to establish a new type of retail environment that is unique to the region.

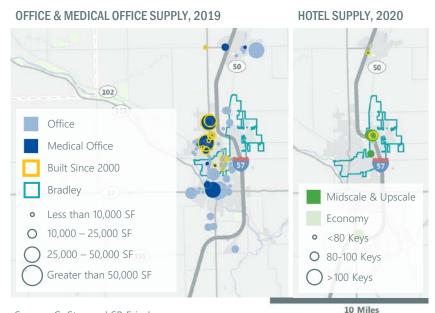
[1] Estimated Quarterly U.S. Retail Sales (Not Adjusted): Total and E-commerce. Source: US BLS
REDEVELOPMENT FRAMEWORK PLAN

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### **Market Conditions Other Market Opportunities**

#### **OFFICE TODAY**

The regional office market is characterized primarily as a mix of smaller, professional office and medical office. Most of the existing office supply is located outside of Bradley, with the Village accounting for only 7% of the existing office supply in the County/MSA. The most recent notable office construction activity in the County/MSA occurred in Bourbonnais in 2007; this includes construction of the Cigna Corporate Headquarters (59,000 SF).



**HOTEL TODAY** 

Nearly 70% of all hotel keys and over 75% of all non-economy hotel keys located in the County/MSA are in Bradley. Many of the existing hotels in Bradley are older and local stakeholders have indicated a desire for higher-class hotel(s) that would provide a different option for visitors to Bradley. Only four hotels have been built in the County/MSA since 2000, including two hotels built in Bradley: Hampton Inn & Suites (2018) and Holiday Inn Express & Suites (2020).

#### **OFFICE & HOTEL IN THE FUTURE**

Projected employment growth is the strongest indicator of demand for new office product and is often used as an indicator of demand for new hotel product. Moody's projects strong growth in office employment sectors; however, it appears that most of the growth is anticipated to occur on the CSL Behring campus.

- Given high vacancy levels and limited recent deliveries, it appears demand for office development is limited from a corporate user's perspective; however, opportunities may exist for development of medical office product over the next 10 years.
- Given historical hotel supply and demand trends, it appears that
  employment growth at existing anchors alone will likely be insufficient
  to support the higher ADRs that would be required to support higherclass hotels. Therefore, increased activity and room commitments from
  key regional anchors may be a strategy to attract a higher-level hotel.

# **Market Conditions Overall Strategy**

#### **EVENT SPACE TODAY**

SB Friedman's market assessment identified another key gap in the region—special event facilities (e.g., banquet hall). Despite the desire of residents and key regional anchors to host larger events in Bradley (i.e., weddings, conferences, galas), no facility currently exists that can accommodate large events. Furthermore, due to the presence of some entertainment uses within the corridors already, the Village has identified entertainment as a priority use for Kinzie Avenue/Route 50 and the Village-owned Mall anchor property. There is also precedent for entertainment users to reposition underutilized retail space.

#### **OVERALL MARKET STRATEGY FOR THE CORRIDORS**

Together, new commercial typologies, activity generators and a mixed-use environment will need to be introduced to the corridors to create a sense of place and leverage employment growth opportunities.

There is inherent risk within this strategy and Village support may be required to realize the full market potential. Therefore, it is important to be thoughtful about phasing, consider ways in which the Village can participate in development that meets its long-term objectives, and create a flexible framework that can respond to changing market conditions.

# **Community Input**

The Village and the consultant team engaged in stakeholder interviews<sup>[1]</sup> and held two community forums to collect community input on goals for the corridors. The feedback provided largely reaffirmed the existing conditions assessment and has been summarized below.

#### **KINZIE AVENUE/ROUTE 50 CORRIDOR**

#### MALL REDEVELOPMENT

- Mall redevelopment is the most important redevelopment project in Kankakee County in the near future.
- Mall redevelopment plans should be bold and modern to create a regional destination and quality environment that will generate community pride.
- Ideal tenants to include in the Mall redevelopment will drive activity and complement the existing theater and nearby facilities.
  - These tenants include health clubs, entertainment uses (e.g., bowling, trampoline parks), and additional sit-down and fastcasual restaurants.
  - Due to recent investments in new facilities, there is not currently a need for additional medical office space in a redevelopment of the Mall
- Redeveloping the Mall provides an opportunity to establish the types
  of local amenities that are needed to attract people to live in and visit
  Bradley.

#### VILLAGE-OWNED FORMER CARSON'S BUILDING

- Existing event facilities in the Village and the immediate areas do not satisfy the need for university and college conferences and events.
   Therefore, an events and/or banquet center could be viable.
- The Carson's Box to build up outdoor amenities at and/or near the detention pond and nearby facilities to create an attraction in Bradley.

#### REMAINDER OF CORRIDOR

- The center of gravity for retail is shifting away from the Mall to the area southeast of the intersection of Kinzie Avenue/Route 50 and Armour Road
- There is a desire for more restaurant options (fast-food, fast-casual and sit-down). However, Bradley's current population density makes it challenging to attract the desired restaurant tenants.
- The Village is lacking higher class hotels for demand generated by local events (i.e., sporting events, graduations, weddings).
- Pedestrian improvements along the Corridor should be a priority.

### **Community Input Continued**

#### WEST BROADWAY STREET CORRIDOR

- Despite being underutilized currently, West Broadway Street is in the center of the Kankakee County region geographically and is an important place historically. The corridor could play an important regional role when it is fully activated.
- There is a desire for the recreation of a quaint, walkable "traditional downtown" with small specialty shops and restaurants.
- There are underutilized sites along West Broadway Street that can be (re)developed.
- Previous roadway and bike lane improvements on West Broadway
   Street are confusing and could be enhanced.

#### **OTHER OVERALL THEMES**

- The regional planning emphasis has historically been supporting job growth. Now that quality jobs are available, the types of residential development and amenities that would attract employees to move to Bradley are lacking.
  - There is currently a single-family housing shortage and Kankakee County has "missed the boat" on attached single-family development.
  - Mid- to higher-wage professionals that work in Bradley (i.e., hospital leadership and doctors, teachers and college faculty, local manufacturing leadership) typically live outside the Village and/or find it difficult to find modern, amenitized housing locally.
  - The corridors present opportunities for new housing typologies (i.e., attached single-family, amenitized multifamily) mixed-use development, and increased density.

#### **COMMUNITY FORUM "BIG IDEAS"**

#### KINZIE AVENUE/ROUTE 50 CORRIDOR

- Events space (banquets, conventions)Concert venues (indoor and outdoor)
- Vesiet eficiel en entertainment entire
- Variety of indoor entertainment options
- Restaurants
- Outdoor goods store

- Higher-end apartments
- Senior housing options
- Green space
- Farmer's market
- Dog park

#### WEST BROADWAY STREET CORRIDOR

- Mix of uses, including housing
- Complementary food and beverage options (outdoor dining, cafés, nightlife)
- New destinations and/or attractions
- More small businesses
- Physical improvements (streetscaping, decorative lighting, planters, pedestrian environment

REDEVELOPMENT FRAMEWORK PLAN

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# 3. THE VISION | KINZIE AVENUE/ROUTE 50 CORRIDOR & NORTHFIELD SQUARE MALL REDEVELOPMENT PLAN

A CATALYTIC DEVELOPMENT OPPORTUNITY FOR BRADLEY

# **Kinzie Avenue/Route 50 Corridor Today**



**Major Development Opportunities Today** 



The Kinzie Avenue/Route 50 Corridor offers significant opportunities for attracting new development on vacant and underutilized sites. This plan focuses on two major areas for **near-term investments** in this large corridor:

- 1. Redevelopment of Northfield Square Mall: The 530,000 SF Northfield Square Mall, which recently lost four out of five anchors and is experiencing significant vacancies, is a major redevelopment opportunity. The Village recognizes the critical economic impact of this major economic anchor for Bradley as well as the region. As such, the redevelopment of the Mall is an opportunity for near-term catalytic redevelopment.
- 2. Overall Kinzie Corridor Streetscaping Framework Plan: The corridor is primarily auto-oriented today and lacks pedestrian appeal, bike trails, cohesive wayfinding and signage. Transforming this busy arterial into an attractive multimodal street is a major near-term priority for the Village.

These two near-term focus areas are discussed in greater detail in the following sections. Other major development opportunities along the remainder of the corridor are shown on the map as **Long-term Focus Areas** that the Village can continue to pursue in the future.



**EXISTING MAJOR ANCHORS** 



MAJOR OPPORTUNITY SITES



NORTHFIELD SQUARE MALL Regional redevelopment priority: Opportunity for near-term catalytic redevelopment



REMAINDER OF KINZIE
AVENUE/ROUTE 50
Long-term Focus Areas



# **Existing Challenges Northfield Square Mall**





- VILLAGE OF BRADLEY
  - NORTHFIELD LLC
  - JCPENNEY
- WILLIAM ZIERING TRUST

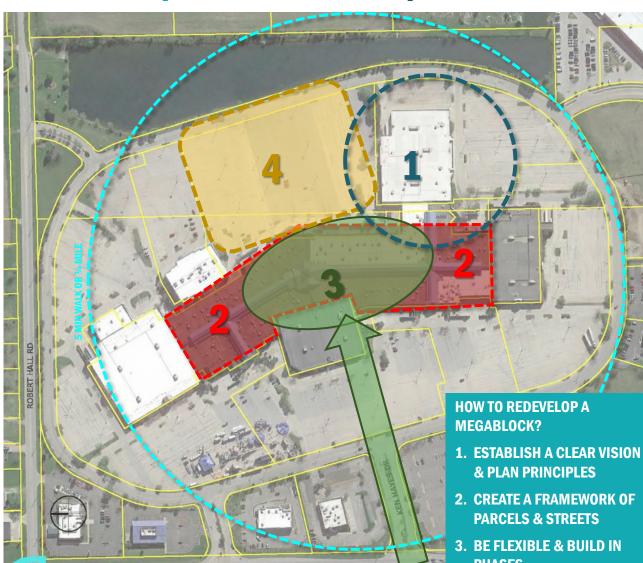
#### **MAJOR CHALLENGES**

- Northfield Square Mall is a single 52-acre mega-block that will be difficult to redevelop in one phase
- Parcels have varied ownership and have awkward shapes and configurations (see Ownership Map above)
- There are no public amenities, including public open spaces and trails
- There is no sense of a pedestrian scale or walkability
- The Village-owned detention pond located east of the Mall is an underutilized asset

# **Community Vision** for the transformation of **Northfield Square Mall**



# **Plan Principles Northfield Square Mall Redevelopment**



To catalyze redevelopment of this large 52-acre megablock, the following Four Plan Principles are recommended to guide near-term investments:

- 1. Start on the east end near the **Village-owned former Carson's Building**
- 2. Demolish interior Mall **buildings**
- 3. Create a PUBLIC SQUARE as a focal point and view terminus of Ken Hayes Drive
- 4. Attract residential uses on the back parcels to bring residents within walking distance of the square

- 2. CREATE A FRAMEWORK OF
- **PHASES**



### Redevelopment Framework Plan Northfield Square Mall



A clear framework of new public streets is recommended to create a walkable district and smaller parcels that can support a phased redevelopment approach.

#### MAJOR FRAMEWORK PLAN ELEMENTS

- 1. New 5.25-acre Public Square as the focal point
- 2. Existing entrance road alignment remains unchanged
- 3. Entrance road is extended to the ring road to become the central pedestrian friendly street around the square
- 4. Former Village-owned Carson's Building is reused
- 5. Theater stays in current parcel with entrance on square
- 6. Other anchor buildings can be reused or demolished for new development

### **Illustrative Master Plan Northfield Square Mall**

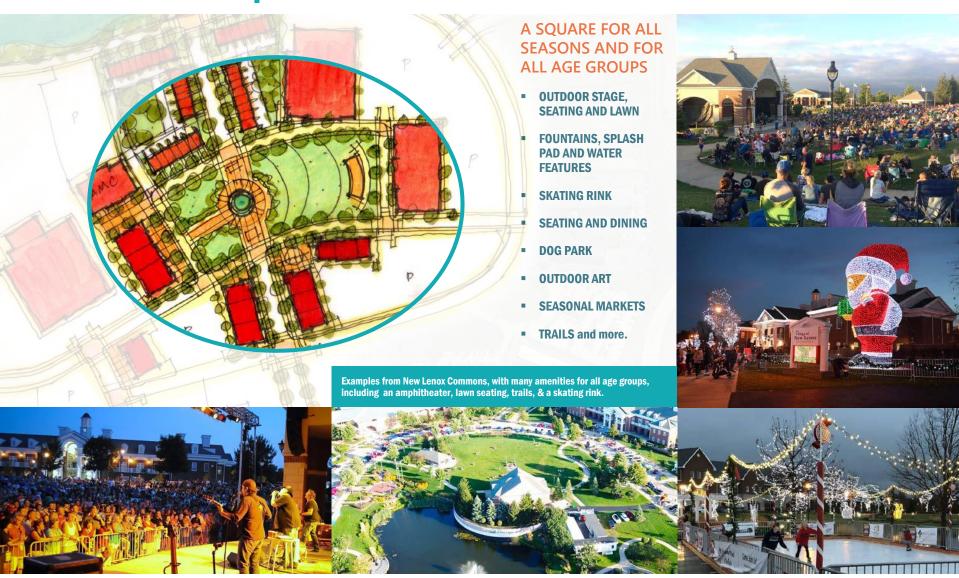


The Illustrative Plan shows potential near-term buildout with a variety of uses located around a new Public Square.

### MAJOR PLAN ELEMENTS

- 1. New 5.25-acre Public Square as the focal point
- 2. Existing entrance road alignment remains unchanged
- 3. Entrance road is extended to the ring road to become the central pedestrian friendly street around the square
- 4. Village-owned former Carson's Building is reused
- 5. Theater stays in current parcel with entrance on square
- 6. Other anchor buildings can be reused or demolished for new development
- 7. New rowhouses / multifamily development
- 8. New restaurants and retail

# A New Public Square at the heart of a vibrant mixed-use center



# A New Public Square at the heart of a vibrant mixed-use center



# Multifamily Uses to bring residents within walking distance of the square

Multifamily uses, including rowhouses, high quality apartment developments, and senior housing are recommended to the east of the new Public Square. New multifamily homes can offer the following benefits:

- Attract residents within walking distance of the square and shops
- Take advantage of views of the large detention pond to the east
- Start creating a mixeduse identity for the area









# Redevelopment Plan Example: Master Plan for former Motorola Site, Schaumburg

The Master Plan for the former Motorola Site, created by the Ginkgo and SB Friedman Consultant Team for the Village of Schaumburg, provides a clear framework for a phased redevelopment of a large 300-acre mega-block.

#### **CRITICAL ELEMENTS**

- A BOLD VISION AND CLEAR PLAN PRINCIPLES
- A COMMITMENT TO A FRAMEWORK PLAN THAT SUPPORTS PHASED DEVELOPMENT
- PUBLIC INVESTMENTS IN LAND ACQUISITION, INFRASTRUCTURE AND FINANCIAL TOOLS
- LEGALLY ADOPTED ZONING CODES & GUIDELINES











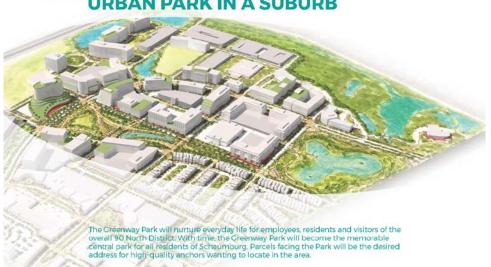
Above & Below: Major projects approved and underway within a year of plan adoption





## **Example: Master Plan for former Motorola Site, Schaumburg Continued**

# A NEW PARADIGM FOR AN URBAN PARK IN A SUBURB



Major public infrastructure projects are completed or underway in Schaumburg, including the main multimodal boulevard, pedestrian bridge, and a new 12-acre public park at the heart of the master plan.



## **Redevelopment Plan Other Options Considered**



The Northfield Square Mall Redevelopment Framework Plan, as discussed in earlier pages, was developed through many working meetings with Village leaders and staff, and with strong community participation and support in two community forums.

At the first community forum on October 15, 2020, **three different plan options** were presented for community input. Option 1 was selected with overwhelming community support. This option was later developed into the Redevelopment Plan. At the second community forum on January 14, 2021, the final plan was shared with the community and received strong support.

The other two options that were initially considered are provided on the following pages as a record of the pros and cons of these alternatives.



**Preferred Option 1** 

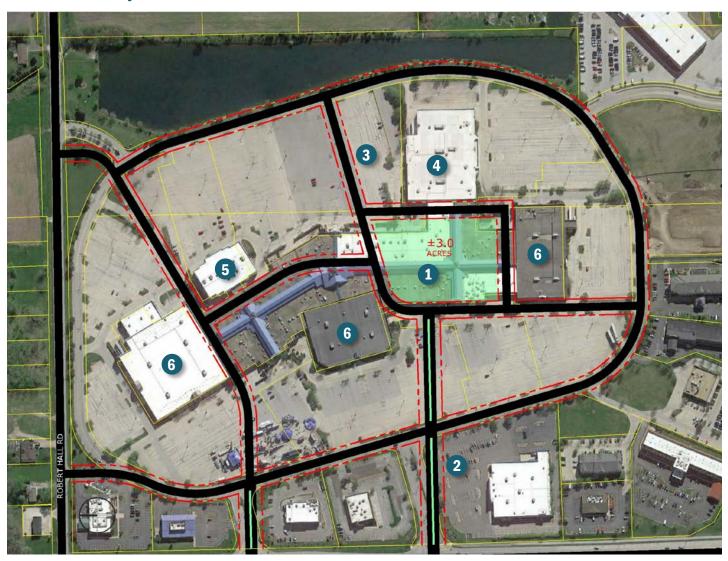


**Alternative Option 2** 



**Alternative Option 3** 

## **Alternative Option 2 Framework Plan**



With the interior buildings demolished, all other buildings can be reused or demolished as needed.

## FRAMEWORK PLAN ELEMENTS

- 1. New 3.0-acre Public Square as the focal point
- 2. Existing entrance road is straightened to be perpendicular to Kinzie Avenue/Route 50 and create a clear view terminus. This might require utility relocation and acquisition costs.
- 3. Entrance road is extended to the ring road to become the central pedestrian friendly street around the square
- 4. Village-owned former Carson's Building is reused
- 5. Theater stays in current parcel with entrance on new road
- 6. Other anchor buildings can be reused or demolished for new development

## **Alternative Option 2 Illustrative Plan**



## MAJOR PLAN ELEMENTS

- 1. New 3.0-acre Public Square as the focal point
- 2. Existing entrance road is straightened to be perpendicular to Kinzie Avenue/Route 50 and create a clear view terminus. This might require utility relocation and acquisition costs.
- 3. Entrance road is extended to the ring road to become the central pedestrian friendly street around the square
- 4. Village-owned former Carson's Building is reused
- 5. Theater stays in current parcel with entrance on new road
- 6. Other anchor buildings can be reused or demolished for new development
- 7. New rowhouses / multifamily development
- 8. New restaurants and retail

## **Alternative Option 3 Illustrative Plan**



## MAJOR PLAN ELEMENTS

- New 3.0-acre Public
   Square as the focal point
   after central portion of
   Mall is demolished.
- Existing Mall building is retained on both sides of the square. Existing tenants are retained if possible.
- 3. Village-owned former Carson's Building is reused
- 4. Theater stays in current parcel
- 5. Other anchor buildings can be reused or demolished for new development
- 6. New restaurants and retail

The following issues would need to be addressed:

- Architectural evaluation of utilities and mechanical systems
- Costs of demolition, renovation and tenant build-outs
- Number of tenants willing to stay or relocate within an enclosed setting



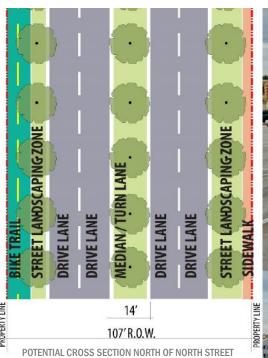
## **Streetscaping Framework Plan**

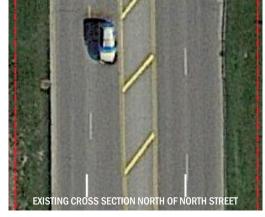
Kinzie Avenue/Route 50 is the primary commercial corridor for Bradley and the gateway into the Village. With a cohesive and attractive streetscape design, the corridor can be transformed into an attractive multi-modal street that will continue to draw new businesses, residents and visitors to Bradley.

The Streetscaping Framework Plan shown below provides a roadmap for near-term investments along the corridor, and opportunities to extend streetscaping efforts to West Broadway Street in the future. The Kinzie Avenue/Route 50 Corridor can be divided into two sections with distinct characteristics: the section north of North Street that extends to the Village limits and the section south of North Street that extends to the Kankakee River. The north section is a wider roadway with a 107' right-of-way (ROW) and incorporates the I-57 interchange. The southern section is a narrower roadway of with a 70' ROW with smaller blocks. Both sections have four travel lanes, turn lanes, numerous curb cuts and few pedestrian and streetscape elements.



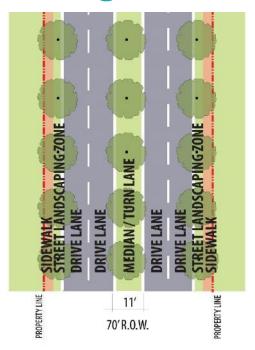
## **Existing Kinzie Avenue North of North Street** (approx. 107' ROW)



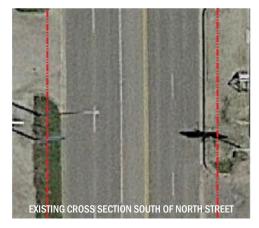


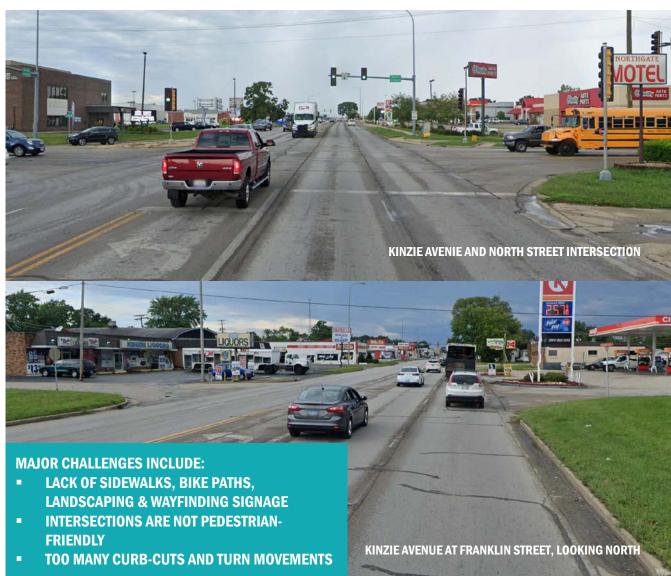


## **Existing Kinzie Avenue South of North Street** (approx. 70' ROW)

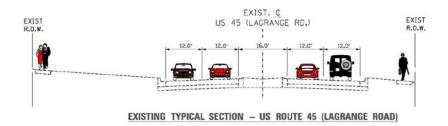


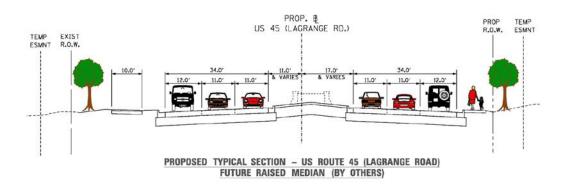
POTENTIAL CROSS SECTION SOUTH OF NORTH STREET

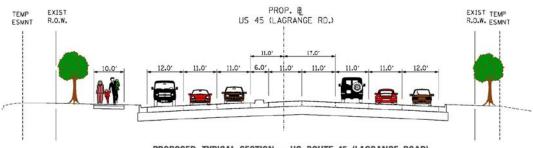




## **Cross Section** Example: LaGrange Road Reconstruction, Orland Park







PROPOSED TYPICAL SECTION - US ROUTE 45 (LAGRANGE ROAD)

DUAL LEFT-TURN LANES

Source: IDOT
REDEVELOPMENT FRAMEWORK PLAN

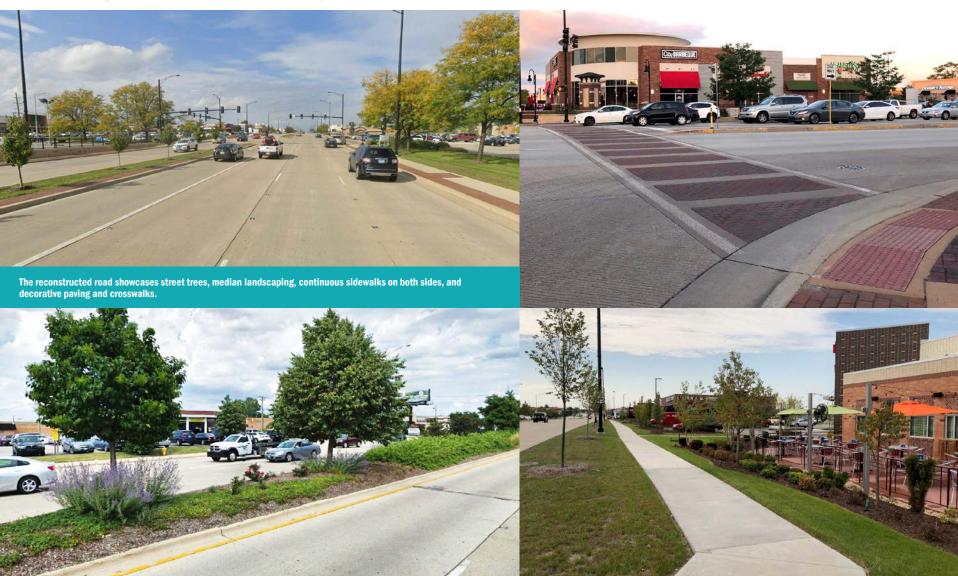
Completed in 2015, this project led to the transformation of a major 6-lane traffic arterial into an attractive multimodal street.

Additional project details are outlined below.

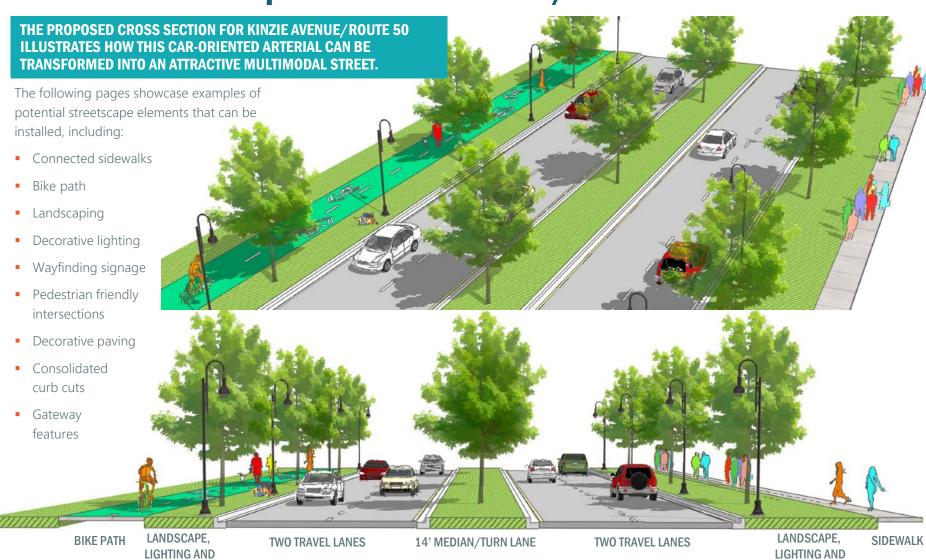
- Reconstructed street includes:
  - Three (3) through-lanes in each direction (the outside through-lanes are 12-feet wide and the 2 inside lanes are 11-feet wide)
  - A continuous 28-feet wide landscaped barrier median
  - Decorative continuous lighting
- Village-funded enhancements include median planter boxes, parkway trees, underground sprinkler system, brick sidewalk, stamped colored concrete cross walks, and monuments at corner radii
- Pedestrian and bicycle accommodations include sidewalk(s) and a multi-use path
- Overall construction costs are estimated to be \$95 million



## **LaGrange Road Reconstruction, Orland Park Continued**



## **Cross Section Proposed Kinzie Avenue/Route 50**



**SIGNAGE** 

SIGNAGE

## **Streetscaping Elements Examples**



## POTENTIAL STREETSCAPE ELEMENTS

Examples showcase elements that can be incorporated into a cohesive Streetscaping Plan, including:

- Shade and Ornamental Trees
- Landscaping
- Decorative Paving
- Decorative Lighting
- Landscaped Medians
- Decorative Planters

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## **Examples of Gateways & Public Art**









# POTENTIAL GATEWAY ELEMENTS

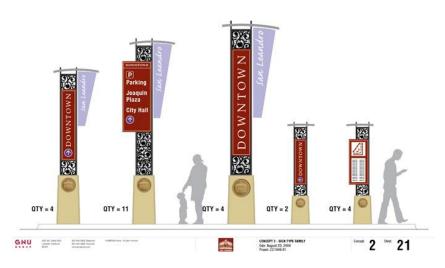
Gateway elements at key locations can create a unique identity for Bradley.

Gateway elements could include:

- Archways and Pylons
- Public Art
- Elements with daytime and evening appeal
- Identity and wayfinding signage (shown on following page)

## **Examples of Signage, Wayfinding & Branding**

The examples below showcase cohesive systems of signage and wayfinding that can help to create a clear brand and identity for Bradley.

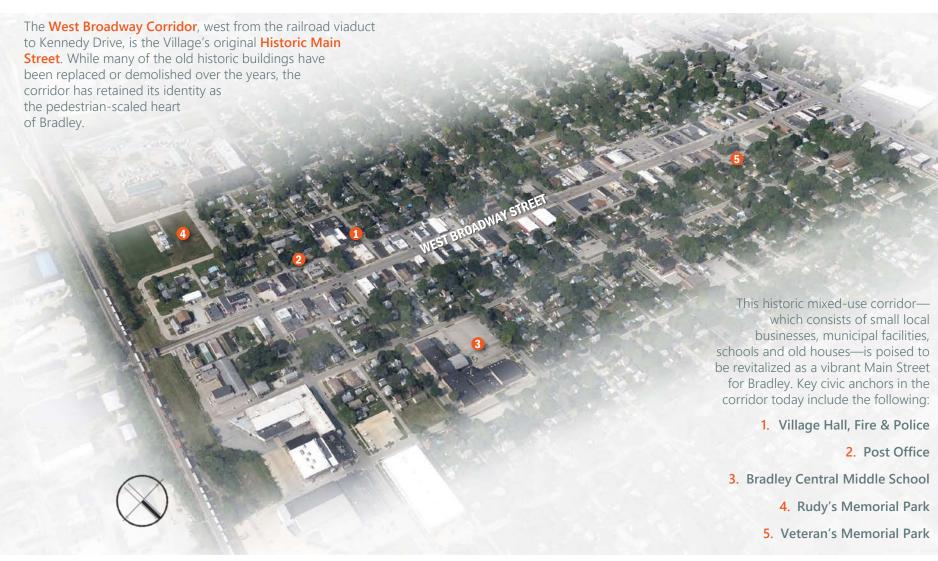








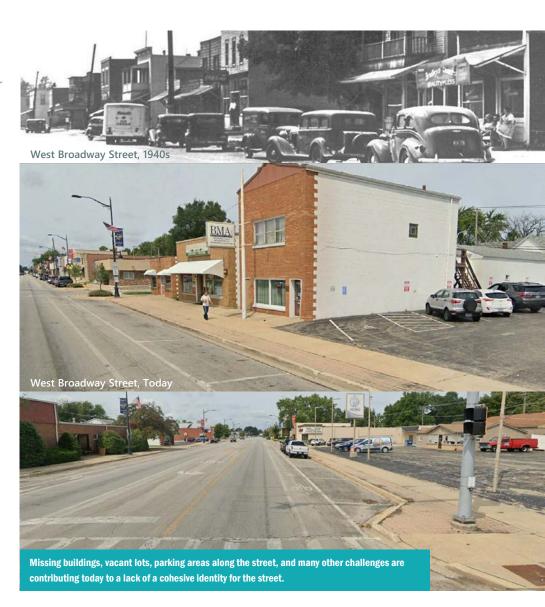
## **West Broadway Corridor Today**



## **Major Challenges Today**

Due to recent auto-oriented development patterns, the West Broadway Corridor seems to be at risk of changing from a pedestrian-oriented Main Street to a hybrid suburban street. Major challenges facing the corridor today include:

- Lack of well-defined centers of activities
- Numerous curb cuts and mid-block alleys that disrupt sidewalks and discourage walking
- Missing buildings and vacant lots on many blocks
- Buildings with parking lots located in the front that contradict a Main Street feel
- Lack of consistent streetscaping elements (such as pedestrian scaled lights, decorative crosswalks, streets trees, landscaping, and signage) which detracts from the attractiveness of the corridor
- Lack of ample public parking poses a challenge for local businesses
- Many old and dated buildings need help with façade improvements
- Traffic counts are low relative to nearby thoroughfares like Kinzie Avenue/Route 50 and Kennedy Drive



## **Vision & Major Plan Recommendations**

#### A COMMUNITY INSPIRED VISION

"West Broadway Corridor will be reestablished as the vibrant pedestrian-scaled Main Street for the Village of Bradley. New commercial developments will bring a variety of uses to serve residents and visitors, including new shops, restaurants, event spaces, small groceries and other services. A new Public Square will anchor the corridor and offer year-round activities for all age groups.

Existing and new municipal facilities will continue to anchor the corridor and bring residents to the area. New mixed-use and multifamily residential development will add more residents within walking distance of shops and restaurants.

Streetscaping investments will transform the corridor to an attractive, pedestrianfriendly street with a clear Main Street identity."

The following

8 MAJOR PLAN

RECOMMENDATIONS

have been developed for the West Broadway Corridor as a roadmap for near- and long-term implementation.

- Create two well-defined centers of activity on the corridor at Area 1 and Area 2 (see map on following page)
- 2. Maximize redevelopment potential of underutilized and vacant sites
- 3. Redevelop Area 1 as a vibrant, municipal core anchored by a Public Square
- 4. Redevelop Area 2 as a major node of commercial activity
- 5. Attract a variety of uses to create a vibrant mixed-use street
- 6. Invest in creating an attractive streetscape
- 7. Place all new buildings along the street with parking to the rear
- 8. Make long-term investments to connect to anchors to the north and south

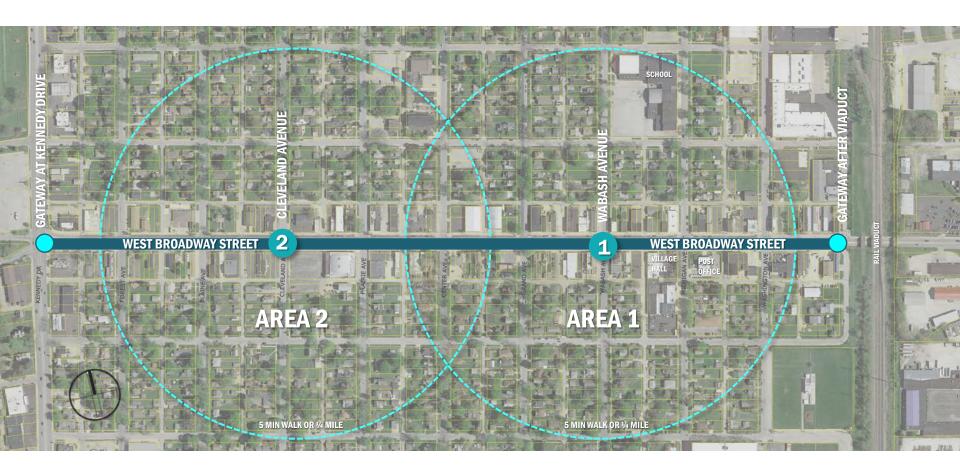
These recommendations are discussed in greater detail on the following pages.

ILLUSTRATIVE MASSING SHOWING A VISION FOR A REVITALIZED MAIN STREET FOR BRADLEY

## 1. Create two well-defined centers of activity on the corridor

The Plan for the West Broadway Street Corridor focuses on creating near-term redevelopment momentum in two areas around two major intersections: Wabash Avenue (Area 1) and Cleveland Avenue (Area 2). Most of the corridor is within a five-minute walking distance from these two centers.

New attractive "Gateways" into the corridor are also envisioned at both ends of the corridor, after the rail viaduct at the east end, and at Kennedy Avenue at the west end. These major plan elements are discussed in detail on the following pages.



## 2. Maximize redevelopment potential of underutilized/vacant sites

The Opportunity Sites Map (below) shows that the West Broadway Street Corridor offers over 11 acres of sites for potential redevelopment including parcels with vacant or underutilized buildings, vacant lots, and public alleys that could be vacated. Together, these sites offer great opportunities for future investments, including the following:

Assemble larger sites and create longer, continuous street walls

- along Broadway
- Create catalytic near-term impact at the two major activity centers
- Minimize mid-block access points and turn movements by eliminating unnecessary public alleys.
- Create pedestrian connections and small plazas where alleys have utilities and may not be buildable



## 3. Redevelop Area 1 as a vibrant Municipal Core anchored by Public Square



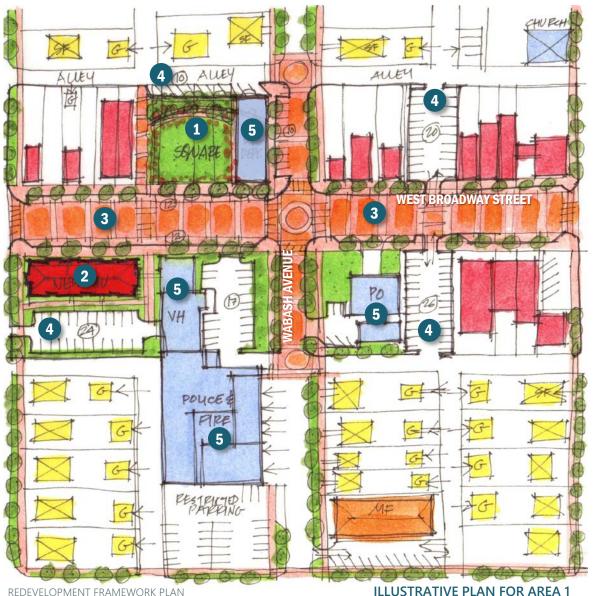
### **MAJOR CHALLENGES IN AREA 1 TODAY**

While existing municipal facilities for the Village of Bradley are located here, Area 1 still lacks a sense of a cohesive **municipal core**. Major challenges in the area include:

- Lack of a public open space for community gathering and events
- Numerous curb cuts and mid-block alleys disrupt continuous sidewalks and pedestrian feel
- Missing buildings and vacant lots
- Buildings with parking in the front that contradict a Main Street feel
- Lack of consistent streetscaping elements (i.e., paving, lighting, trees, signage)
- Lack of ample public parking
- Dated buildings that need façade improvements



## 3 Continued. Redevelop Area 1 as a vibrant Municipal Core anchored by Public Square



### **MAJOR PLAN ELEMENTS**

The **Illustrative Plan** shows the potential transformation of Area 1 at full buildout. Major plan elements include the following:

- 1. 0.3-acre Public Square as a community gathering place
- 2. Mixed-use/commercial development with parking to the rear
- 3. New Streetscaping: decorative paving, crosswalks, street trees, landscaping, lighting, signage etc.
- 4. New parking areas (approx. 80 spaces)
- 5. Village Hall, Fire Department, Police Department, **Building Department and Post Office buildings** remain unchanged





**EXISTING SINGLE FAMILY** 

**EXISTING MULTIFAMILY** 

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## **3 Continued.** Redevelop Area 1 as a vibrant Municipal Core anchored by Public Square



**LONG-TERM REDEVELOPMENT** 

The Illustrative Massing shows the following longterm possibilities:

- 1. New Village Hall to replace existing facility. New building is placed along the street with public parking to the rear.
- 2. Mixed-use/commercial or multifamily development with parking to the rear
- 3. New rowhouses or multifamily development

**NEW BUILDINGS** (COMMERCIAL, MIXED-USE OR MULTIFAMILY)

**EXISTING COMMERCIAL** 

**EXISTING SINGLE FAMILY** 

**EXISTING MULTIFAMILY** 

**ILLUSTRATIVE 3D MASSING FOR AREA 1** 

## 3 Continued. Redevelop Area 1 as a vibrant Municipal Core anchored by Public Square









### **EXAMPLES**

Examples from various Downtowns and Main Streets showcase the following design elements that can be incorporated into Bradley's new Public Square:

- Community events for all seasons and all age groups
- Landscaping, including street trees and planters
- Pedestrian-scaled decorative street lighting
- Wayfinding and signage
- Decorative paving and crosswalks
- Benches, trash receptacles, bollards etc.
- Outdoor art and more

CREATE A PUBLIC
SQUARE FOR ALL
SEASON EVENTS FOR ALL
AGE GROUPS.

## 4. Redevelop Area 2 as a major node of commercial activity



**ILLUSTRATIVE PLAN FOR AREA 2** 



THE FORMER FITNESS CENTER
SITE ON CLEVELAND AVENUE
OFFERS A MAJOR OPPORTUNITY TO
ATTRACT A LARGE COMMERCIAL
ANCHOR TO THE CORRIDOR.



The **Illustrative Plan** above shows the potential transformation of Area 2 at full buildout. Major plan elements include the following:

- 1. Reuse of the existing fitness building
- 2. Potential new grocery (approx. 20,000-25,000 SF)
- 3. Parking (approx. 170 spaces total)
- 4. Mixed-Use / Commercial / Multifamily / Rowhouse
- 5. Decorative paving and crosswalks

## 5. Attract a variety of uses to create a vibrant mixed-use street



### ILLUSTRATIVE PLAN FOR THE OVERALL WEST BROADWAY CORRIDOR

The **Illustrative Plan** above shows the potential transformation of the West Broadway Corridor at full buildout. The Village should update the Zoning Code to create a new **"Broadway Corridor Zoning District"** that allows a wide variety of uses, including the following:

- New commercial uses, including shops, restaurants, grocery, event space and other activity generators
- New multifamily uses, including rowhouses, multifamily and senior housing
- New mixed-use buildings with commercial uses at the street level and residential above

OVER 11 ACRES OF
REDEVELOPMENT
OPPORTUNITY THAT CAN
ATTRACT A VARIETY OF NEW
USES TO THE CORRIDOR.

NEW BUILDINGS (COMMERCIAL, MIXED-USE OR MULTIFAMILY)

EXISTING COMMERCIAL

EXISTING SINGLE FAMILY

EXISTING MULTIFAMILY

New developments shown on the Illustrative Plan assume some form of site assembly given the smaller size of most existing parcels. The Village should strongly encourage the assembling of multiple smaller sites to create larger redevelopment parcels. These can create the site depth needed to support new development along the street with shared parking located to the rear.

## **5 Continued.** Attract a variety of uses to create a vibrant mixed-use street



## **6.** Invest in creating an attractive streetscape

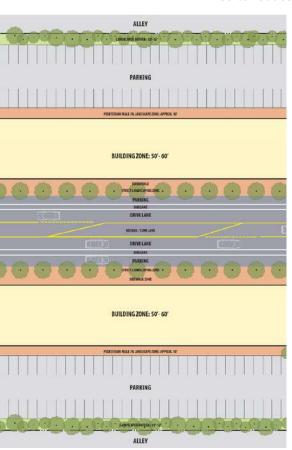


## 7. Place all new buildings along the street with parking to the rear

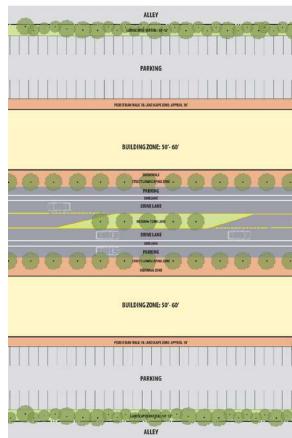
All new buildings should be placed along the street to create an attractive street wall. New parking should be placed behind buildings or to the side and not along West Broadway Street. Parking should be shared with cross-access connections between lots.

- There should be no minimum parking requirements.
- Curb-cuts on West Broadway Street should be consolidated and minimized to create continuous sidewalks.
- Midblock alleys connecting directly to West Broadway Street should be minimized to reduce unnecessary turn movements.









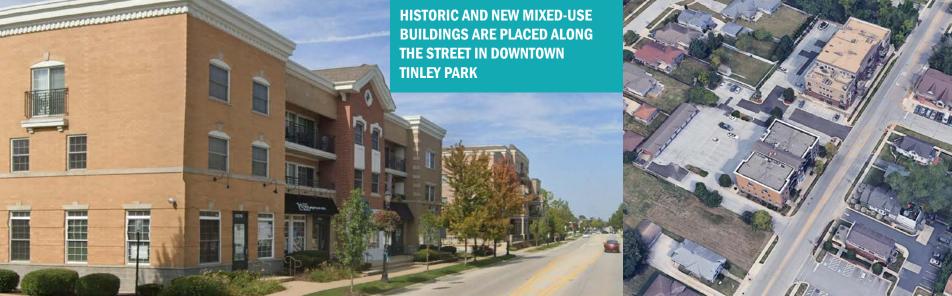
Building and parking placement shown on proposed street cross section with landscaped median

## 7 Continued. Place all new buildings along the street with parking to the rear



### **EXAMPLES**

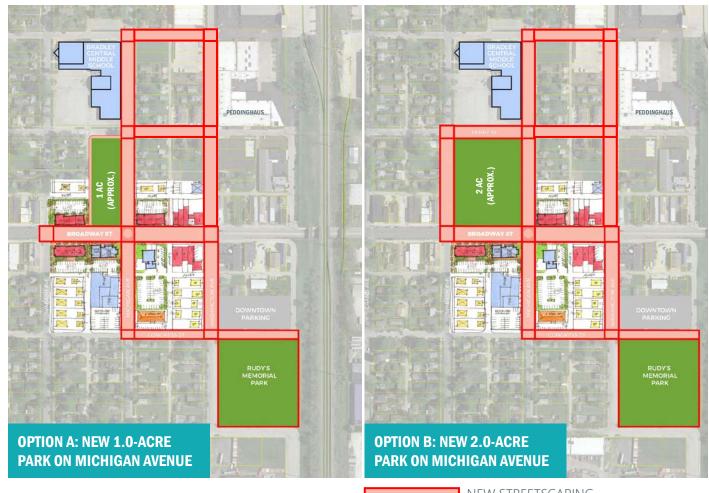
- Historic character is preserved by placing new buildings along the street
- Shared parking is provided to the rear
- Some acquisition of existing homes was needed to create parking in the rear



## 8. Make long-term investments to connect to anchors to north and south

## LONG-TERM FRAMEWORK PLAN

- Extend the "Main Street" character beyond West Broadway Street by investing in streetscaping of Michigan Avenue and Wabash Avenue, as well as cross streets
- Connect to Bradley Central Middle School and Peddinghaus facilities to the north
- Connect to Rudy's Memorial Park to the south
- Create new public parking to the north of Rudy's Memorial Park
- Create a new public park on Michigan Avenue across from the school. Options to the right show the potential for a half-block (1 acre) and a full-block (2 acre) park



**NEW STREETSCAPING** 



## **Implementation** Strategic Action Plan

The implementation plan outlines specific steps to implement area-wide improvements and site-specific redevelopment concepts outlined in this Plan. The implementation steps include **priority next steps** that should be undertaken immediately to set the stage for the redevelopment concepts and **additional implementation steps** that can be used to implement the plan strategically over time.

### **AREA-WIDE STRATEGIES AND IMPROVEMENTS**

### **IMMEDIATE NEXT STEPS**

- 1. REVIEW AND EXPAND ECONOMIC DEVELOPMENT TOOLKIT
  - A. Review existing economic development toolkit and evaluate the effectiveness of current programs
  - B. Consider establishing a TIF District to support redevelopment costs (if/when a redevelopment project is imminent)
  - C. Consider establishing a Business District to generate revenue for placemaking efforts and public realm improvements
  - D. Leverage other local, state and federal sources outlined in the financial tools section (page 74) to fund placemaking efforts, public realm improvements, redevelopment opportunities and to support local, small businesses
- DEVELOP PLAN FOR PLACEMAKING EFFORTS AND PUBLIC REALM IMPROVEMENTS
  - A. Advance preliminary recommendations into more fully-developed improvement concepts and public realm design standards including:
    - Streetscape improvements
    - Gateways
    - Roadway, pedestrian and connectivity improvements
  - B. Consider phasing on placemaking efforts and public realm improvements

- Prioritize high impact areas (I-57/Kinzie Avenue interchange, Northfield Square Mall area, West Broadway Street)
- Define schedule for remaining areas along each corridor
- C. Define Financial Plan
  - Identify potential funding sources (TIF District or Business
    District) and capacity for placemaking efforts and public realm
    improvement and design standards, including sources outlined
    in the financial tools section (page 74)
  - Incorporate placemaking efforts and public realm improvements into annual capital improvements plan
- D. Advance Plan implementation
  - Develop engineering plans from design concepts
  - Invest in construction of priority public way improvements as funding is available

### **ADDITIONAL IMPLEMENTATION STEPS**

- DEVELOP UNIQUE BRAND IDENTITY AND PREPARE MARKETING MATERIALS
  - A. Engage design firm to develop overall brand identity and signage that "tells the story" of Bradley and creates a sense of place both in the corridors and throughout the Village
  - B. Prepare marketing materials to articulate the benefits of locating in Bradley, support developer and tenant outreach and market vacant spaces and redevelopment opportunities

## **Strategic Action Plan Continued**

### **NORTHFIELD SQUARE MALL**

#### **IMMEDIATE NEXT STEPS**

- 1. REFINE AND MARKET REDEVELOPMENT VISION
  - A. Continue refining the redevelopment vision and concept as market conditions evolve
  - B. Continue ongoing marketing efforts to create and sustain community support for the redevelopment vision and concept
- 2. ESTABLISH WORKING RELATIONSHIP WITH MALL OWNERSHIP AND PREVENT FURTHER DETERIORATION
  - A. Continue to work with Mall ownership to attract a development partner or to gain site control
  - B. Invest as necessary to improve the overall appearance of the property
- ACTIVELY PROGRAM EXISTING MALL SPACES WITH SHORT-TERM EVENTS (INTERIM USES)
  - A. Work with community and regional partners to identify unique events that will serve as activity generators
  - B. Commit to hosting/supporting a variety of local and regional events
  - C. Transition events to planned Public Square or Village-owned Mall anchor space upon completion
- 4. AGGRESSIVELY PURSUE NEW ANCHOR TENANT
  - A. Attend International Council of Shopping Centers (ISCS) Global Retail Real Estate Convention and other events to meet with and recruit potential tenants
  - B. Consider incentivizing a new anchor tenant that could generate market activity

#### ADDITIONAL IMPLEMENTATION STEPS

- DETERMINE FINANCIAL CAPACITY AND DEVELOP PLAN FOR DEMOLITION AND PUBLIC REALM IMPROVEMENTS, STREETSCAPING
  - A. Develop detailed site, landscaping and engineering plans
  - B. Prepare detailed cost estimates
  - C. Consider local economic development tools to partially finance costs (e.g., TIF, Business District)
  - D. Leverage other available funding sources (see financial tools section, page 74)
- DETERMINE FINANCIAL CAPACITY AND DEVELOP PLAN TO SUPPORT REDEVELOPMENT OF NORTHFIELD SQUARE MALL
  - A. Develop detailed site, landscaping and engineering plans
  - B. Prepare detailed cost estimates
  - Consider local economic development tools to partially finance costs (e.g., TIF, Business District)
  - D. Leverage other available funding sources (see financial tools section, page 74)
- UPDATE DEVELOPMENT REGULATIONS AND DEFINE DESIGN AND DEVELOPMENT STANDARDS
  - A. Review existing regulations including zoning and parking and landscaping requirements
  - B. Update and/or refine design standards for private development based on case studies and best practices
  - C. Require new private development to meet these standards and align with plan objectives

## **Strategic Action Plan Continued**

- 8. WORK WITH DEVELOPER TO FACILITATE REDEVELOPMENT
  - A. Demolish the existing building and conduct site work
    - Relocate current tenants
    - Demolish Northfield Square Mall buildings and associated improvements
    - Complete site improvement and utility work as needed to support the redevelopment
  - B. Construct new buildings
    - Phase construction of new retail and entertainment facilities and residential buildings

### **VILLAGE-OWNED FORMER CARSON'S BUILDING**

### **IMMEDIATE NEXT STEPS**

- DEFINE VISION AND MARKET PREFERRED USE(S)
- DETERMINE VILLAGE'S PREFERRED DEVELOPMENT STRATEGY (Self-Develop or Solicit Third-Party Developer)
- AGGRESSIVELY PURSUE NEW TENANTS, USERS OR PROGRAMMING FOR THE SPACE
  - A. Attend International Council of Shopping Centers (ISCS) Global Retail Real Estate Convention and other events to meet with and recruit potential tenants
  - **B.** Advance discussions with tenants and users that have expressed interest in the space

C. Consider incentivizing new anchor tenant that could generate market activity

## 4. DETERMINE FINANCIAL CAPACITY AND DEVELOP FINANCIAL PLAN TO SUPPORT REDEVELOPMENT

- A. Develop detailed building and site plans
- B. Prepare detailed cost estimates
- C. Consider local economic development tools to partially finance costs (e.g., TIF, Business District)
- D. Leverage other available funding sources (see financial tools section)

#### ADDITIONAL IMPLEMENTATION STEPS

#### 5. SOLICIT THIRD-PARTY DEVELOPER FOR VILLAGE-OWNED PROPERTY

- A. Develop two-step request for qualifications (RFQ)/request for proposal (RFP) process
  - Outline defined vision and preferred use(s)
  - Confirm if non-Village-owned portion of Mall is available for inclusion in the RFQ/RFP
- B. Conduct developer outreach
- C. Release developer RFQ/RFP
- D. Review RFQ/RFP submission(s) and select developer
- E. Negotiate redevelopment agreement

## **Strategic Action Plan Continued**

#### WEST BROADWAY CORRIDOR

#### **IMMEDIATE NEXT STEPS**

- 1. DEVELOP PLAN FOR CENTRAL PUBLIC SQUARE
  - A. Advance Public Square/gathering place recommendation into more fully-developed concept
    - Identify preferred, high-impact location
    - Pursue site assembly as needed
    - Develop detailed site, landscape and engineering plans
    - Prepare detailed cost estimates
  - B. Identify financing and grant opportunities, outline a financing plan
    - Engage business and philanthropic communities to support public realm improvements
    - Consider local economic development tools to partially finance costs (e.g., TIF, Business District)
    - Leverage other available funding sources (page 74)
  - C. Construct Public Square/gathering place
- 2. ACTIVELY PROGRAM EXISTING PUBLIC SPACES

### **ADDITIONAL IMPLEMENTATION STEPS**

- 3. DEVELOP MARKETING PLAN
  - A. Prepare marketing materials to highlight strengths and opportunities along West Broadway, support outreach to potential tenants, and promote vacant spaces and redevelopment opportunities
  - B. Support property owners' efforts to market and re-tenant vacant spaces; pursue desired tenant types

- C. Work with the existing property owners to bring vacant and underutilized sites to market
- D. Consider incentivizing new anchor tenants that could generate market activity

## 4. UPDATE DEVELOPMENT REGULATIONS AND DEFINE DESIGN AND DEVELOPMENT STANDARDS

- A. Review existing regulations including zoning and parking and landscaping requirements
- B. Update and/or refine design standards for private development based on case studies and best practices
- C. Revise existing regulations as necessary to support tenant needs, redevelopment goals and community design standards
- Require new private development to meet these standards and align with plan objectives

### DETERMINE FINANCIAL CAPACITY AND DEVELOP PLAN TO SUPPORT REDEVELOPMENT OPPORTUNITIES

- A. Consider establishing a TIF District and/or pursuing other funding sources to support redevelopment costs
- B. Leverage other funding sources to support redevelopment costs (page 74)

## 6. ESTABLISH PROGRAMS TO SUPPORT EXISTING AND NEW LOCAL BUSINESSES

A. Develop and implement financial programs to support existing property owners and desired tenant types (i.e., revolving loan/grant program for façade improvements, tenant improvements, signage) (see financial tools section, page 76)

## **Implementation** Financial Tools

### **TAX INCREMENT FINANCING (TIF)**

TIF is an economic development tool that allocates future increases in property taxes from a designated area, or TIF district, to pay for improvements within that area. To be established, TIF districts must be found to be eligible by meeting State requirements concerning blight and deterioration. Local taxing bodies then continue to collect taxes based on the TIF district's frozen base value, while taxes levied against any increases in assessed value due to new development, rehabilitation or improvement, or property appreciation are allocated to a special fund that is used to pay for improvements within the designated TIF area. Upon expiration of the TIF district, the government entities are able to levy taxes against the full value of the property, including any increase in assessed value.

TIF funding can be used to pay for a range of costs, including:

- Studies and professional services;
- Marketing of sites;
- Acquisition of property;
- Demolition;
- Site preparation, including environmental remediation; and
- Construction of public works and improvements.

The Village currently has two active TIF districts, which were established in 2006 and 2008. The eligibility of the corridors and Priority Redevelopment Areas for designation as TIF district(s) have not yet been assessed. However, TIF could provide a useful funding tool to assist with large-scale redevelopment projects, streetscape improvements and public improvements.

## **BUSINESS DISTRICTS (BD)**

BDs are special taxing districts that levy an additional sales tax within the district to support development and redevelopment, as well as the enhancement of public and private property within the BD.

BD funding can support a number of eligible redevelopment cost categories, including:

- Professional services;
- Marketing;
- Property assembly and site preparation;
- Construction of public works and improvements;
- Rehabilitation and renovation of existing buildings, including interior improvements
- Site improvements; and
- Vertical construction costs.

### **BOND ISSUANCE**

Large public improvements funded by TIF, BD or other funding sources are often financed with municipally-backed bonds. An analysis of the feasibility of the Village issuing bonds to finance selected redevelopment projects recommended in this Plan has not been conducted. Smaller-scale improvements that could be financed with fund balances or "pay-as-yougo" reimbursements to developers can be used in situations where bond financing is not feasible, though such options are likely only available for smaller-scale projects.

## **Financial Tools Continued**

### **SPECIAL SERVICE AREAS (SSA)**

A SSA is a property-taxing mechanism that can be used to fund a wide range of special or additional services and/or physical improvements in a defined geographic area within a municipality or jurisdiction. This type of district allows local governments to tax and deliver services to limited geographic areas within their jurisdictions, which allows local governments to avoid incurring debt or levying a tax on the entire municipality.

Common services and activities provided by SSAs including the following:

- Support services (i.e., marketing and advertising, special event planning, maintenance services, program administration);
- Infrastructure improvements (i.e., streetscaping and landscaping, lighting, trash receptacles, sidewalk paving and street improvements);
   and
- Land and building improvements (i.e., redevelopment, storefront façade improvements, interior buildout assistance).

## **ENTERPRISE ZONES (EZs)**

The Illinois EZ Program is designed to stimulate business development, job creation and retention, and neighborhood revitalization in economically depressed areas of the state. This is accomplished through state and local tax incentives, regulatory relief and improved governmental services.

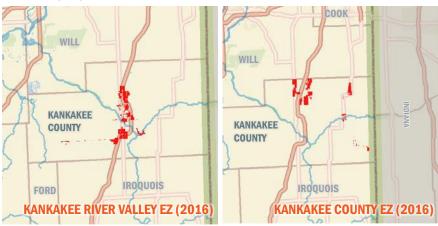
Through the EZ Program, commercial buildings (including multifamily apartment projects) may be eligible for a Building Materials Exemption (BME) on sales tax. Building materials that are eligible for the sales tax exemption include items that are permanently affixed to real property such

as lumber, mortar, glued-down carpets, wallpaper, and similar affixed items. Exemptions are available only to contractors or other entities with a certificate issued by the State of Illinois Department of Revenue.

Kankakee County has 2 Enterprise Zones. The Kankakee River Valley Enterprise Zone (KRVEZ), which was established in 2016, overlaps the Village and the Kinzie Avenue/Route 50 Corridor.

http://planning.k3county.net/krvez.htm https://www2.illinois.gov/rev/businesses/incentives/Pages/exemptionreportingfaqs.aspx

#### **ENTERPRISE ZONE MAP**



Source: State of Illinois Department of Commerce and Economic Opportunity (DCEO)

### **HOTEL TAX REVENUES**

Future local hotel tax revenues could be used to support redevelopment efforts that promote tourism and generate demand for local hotels.

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## **Financial Tools Continued**

### **HISTORIC PRESERVATION TAX INCENTIVES PROGRAM (HTC)**

The Historic Preservation Tax Incentives Program is by the National Park Service (NPS) and the Internal Revenue Service (IRS) in partnership with the State Historic Preservation Offices (SHPO) to encourage private sector investment in the rehabilitation and re-use of historic buildings. To be eligible, historic buildings must be certified as listed in the National Register of Historic Places, either individually or as a contributing building in a National Register historic district., be used for a business or other income—producing purpose. A "substantial" amount of the 20% tax credit (HTC) must be spent on rehabilitation costs. The HTC program could be used to support downtown redevelopment efforts.

### **CORPORATE AND INDIVIDUAL SPONSORSHIPS**

Several of the projects and/or improvements under consideration for the corridors could be funded in part through corporate or individual sponsorships. Potential sponsoring structures include:

- NAMING RIGHTS: A corporate or individual donation is accepted in exchange for naming rights for a facility/improvement for a stated period of time. Naming rights often support capital costs associated with a project but could be structured as an annual payment to support operations. Potential facilities where naming rights could be available include an event facility and public pavilions and/or squares, among others. Donors' walls, sidewalk pavers, memorial trees and benches also allow individual donors to be recognized.
- **IN-KIND DONATIONS:** Corporations or individuals may also

- contribute services, goods, or expertise to local efforts. These in-kind donations can defray the costs of required professional services or provide needed supplies.
- MEMBERSHIP FEES: Annual donations, often in support of ongoing operations of a project. Membership fees typically provide the contributor with special access to the project, reduced admission to events or classes, or some other benefit that is not available to the general public. In Bradley, membership fees could support an event facility and public pavilions and/or squares, among others.

### PHILANTHROPY AND IMPACT INVESTING

Philanthropic foundations and anchor institutions typically utilize diverse investment portfolios to generate funds needed to pursue their missions. Entities that engage in impact investing can allocate a portion of their investment funds towards community-based organization or projects that generate positive social outcomes, including job creation and economic redevelopment, in addition to financial returns. Key approaches include:

Grants from local, regional and national foundations include:

- MISSION-RELATED INVESTMENTS, which are investments made in for-profit entities that generate positive financial and social returns; and
- COMMUNITY FINANCING, which offers opportunities via established crowdfunding tools to community members, can be employed by both for-profit and non-profit entities.

## **Implementation** Grant Programs

### **HUD COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (CDBG)**

The federal CDBG program aims to develop viable urban communities by providing decent housing, a suitable living environment and expanded economic opportunities for low- and moderate-income (LMI) persons. CDBG provides funding to the State for community-based projects in non-metropolitan areas and/or communities that do not receive a direct entitlement allocation. The Village can seek funding from the State in the following program areas:

- PUBLIC INFRASTRUCTURE: Local governments may request up to \$550,000 to improve public infrastructure and eliminate conditions detrimental to public health, safety, and public welfare.
- HOUSING REHABILITATION: Communities can apply for grants up to \$550,000 or \$50,000 per household to improve housing and rehabilitate and retrofit properties.
- ECONOMIC DEVELOPMENT: Local governments may request a
  maximum of \$1 million for gap financing to assist businesses locating
  or expanding in the community. Funds may be used for machinery and
  equipment, working capital, building construction and renovation, or
  improvements to infrastructure that creates and/or retains jobs...

https://www2.illinois.gov/dceo/CommunityServices/CommunityInfrastructure/Pages/CDBG\_Programs.aspx

### **USDA FARMERS MARKET GRANT PROGRAMS**

#### FARMERS MARKET PROMOTION PROGRAM

The program supports direct farmer-to-consumer marketing projects, such as farmers markets, community-supported agriculture programs, roadside

stands and agritourism. Priority consideration is given to projects that benefit communities located in areas with concentrated poverty with limited access to supermarkets. Grant amounts range from \$50,000-500,000 and requires a minimum 25% local match. This program may be applicable is the Village elects to include a farmers' market in one of the proposed Public Squares.

https://www.ams.usda.gov/services/grants/lfpp

#### LOCAL FOOD PROMOTION PROGRAM

The program supports projects that establish or expand local/regional food business enterprises that process, distribute, aggregate or store locally- or regionally-produced food products. Grant amounts range from \$50,000-500,000 and requires a minimum 25% local match. This program may be applicable is the Village elects to include a farmers' market in one of the proposed Public Squares.

https://www.ams.usda.gov/services/grants/fmpp

### ILLINOIS DEPT. OF COMMERCE AND ECONOMIC OPPORTUNITY (DCEO)

## TOURISM ATTRACTION DEVELOPMENT GRANT PROGRAM (TAP)

The program provides grants to develop new or enhance existing tourism attractions to grow visitation and overnight stays in Illinois.

### **TOURISM PRIVATE SECTOR GRANT PROGRAM**

The program provides grants to help attract major new events to the state or significantly enhance existing events to increase visitation.

## **Grant Programs Continued**

### ILLINOIS DEPARTMENT OF NATURAL RESOURCES (IDNR)

#### **BICYCLE PATH GRANT PROGRAM**

The Bicycle Path Program helps with the acquisition, construction and rehabilitation of public, non-motorized bicycle paths and directly related support facilities. Grants are available to any local government agency having statutory authority to acquire and develop land for public bicycle path purposes. Revenue for the program comes from a percentage of vehicle title fees collected pursuant to Section 3-821(f) of the Illinois Vehicle Code.

https://www2.illinois.gov/dnr/grants/Pages/BikePathProgram.aspx

### **RECREATIONAL TRAILS PROGRAM (RTP)**

The IDNR RTP provides up to 80% funding for acquisition, development, rehabilitation and maintenance of motorized and non-motorized recreational trails.

https://www2.illinois.gov/dnr/AEG/Pages/FederalRecreationalTrailsProgram.aspx

## OPEN SPACE LANDS ACQUISITION & DEVELOPMENT PROGRAM (OSLAD)/LAND & WATER CONSERVATION FUND PROGRAM (LWCF OR LAWCON)

Provides funding assistance to local government agencies for acquisition and/or development of land for public parks and open space. Spaces must be open and available for general public use.

Up to 50% of approved project costs (90% for distressed communities, under the OSLAD program) are eligible; awards up to \$750,000 are available for acquisition projects, while development/renovation projects (OSLAD programs only) are limited to a \$400,000 grant maximum.

https://www2.illinois.gov/sites/GATA/Grants/SitePages/CSFA.aspx

https://www2.illinois.gov/dnr/grants/Pages/OpenSpaceLandsAquisitionDevelopment-Grant.aspx#:~:text=The%20Open%20Space%20Lands%20Acquisition,public%20parks%20and %20open%20space

### PARK AND RECREATIONAL FACILITY CONSTRUCTION (PARC)

The program provides financial assistance to local governments for park and recreation construction projects. Eligible projects include the acquisition, development, construction, reconstruction, rehabilitation, improvements, architectural planning, and installation of capital facilities consisting, but not limited to, buildings, structures, and land for park and recreation purposes and open spaces and natural areas. PARC provides reimbursements up to 75% of approved project costs; local governments defined as "disadvantaged" are eligible for up to 90% funding.

### **GREEN INFRASTRUCTURE GRANT OPPORTUNITIES**

Program funds are available to implement green infrastructure best management practices (BMPs) that prevent, eliminate, or reduce water quality impairments through the decrease of stormwater runoff into Illinois' rivers, streams, and lakes. BMPs may be located on both public or private land.

Eligible projects include BMPs that 1) reconnect a waterbody to its floodplain, 2) treat and control flow of stormwater runoff at sites directly upstream or downstream of an impervious area that currently impacts river, stream, or lake water quality, and 3) treat and control the flow of water generated from impervious surfaces associated with urban development.

## **Grant Programs Continued**

#### FEDERAL AND STATE TRANSPORTATION GRANT PROGRAMS

### SURFACE TRANSPORTATION BLOCK GRANT PROGRAM (STP)

STP provides flexible funding that may be used by states and localities for projects that preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects or on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals. Funds can be used for: traffic signals, modernization, and/or new signals; structures (waterway, railroad, highway, pedestrian, bikeway); bikeway/pedway improvements; lighting; wetland mitigation; and truck route improvements.

https://www.fhwa.dot.gov/specialfunding/stp/ https://www.kats-mpo.org/

### ILLINOIS TRANSPORTATION ENHANCEMENTS PROGRAM (ITEP)

ITEP provides funding for community-based projects that expand travel choices and enhance the transportation experience by improving the cultural, historic, aesthetic and environmental aspects of the transportation infrastructure. ITEP grants can be used for streetscaping and other community transportation projects.

https://idot.illinois.gov/transportation-system/local-transportation-partners/county-engineers-and-local-public-agencies/funding-opportunities/ITEP

#### PEDESTRIAN AND BICYCLE SAFETY PROGRAM

IDOT's Bureau of Safety Programs and Engineering (BSPE) distributes grants to state and local agencies and qualified organizations through the Highway Safety Plan (HSP). The primary performance goals of the HSP include reducing motor vehicle crashes; reducing fatalities and injuries; increasing the use of occupant protection devices; and reducing impaired driving. Projects submitted for funding must address data systems for the entire state; must address at least one of the critical data systems that make up an ideal traffic records system: crash, roadway, driver, vehicle, citation/adjudication, and injury surveillance; and must improve or enhance the timeliness, accuracy, completeness, uniformity, integration, and/or accessibility of the data included in those systems.

https://www.idot.illinois.gov/transportation-system/safety/grants/index

### SAFE ROUTES TO SCHOOL (SRTS)

Uses a multidisciplinary approach to improve conditions for students who walk or bike to school. Provides funding for both infrastructure improvements to the physical environment, as well as non-infrastructure projects.

 $\label{limit} http://idot.illinois.gov/transportation-system/local-transportation-partners/county-engineers-and-local-public-agencies/safe-routes-to-school/index$ 



## **Stakeholder Interview List**

### **REAL ESTATE PROFESSIONALS**

- Home Builders Association | Matt Hemenover
- McColly Bennett Commercial | Jeff Bennett
- Speckman Realty / Real Living | Lisa Sanford and Peter Grant

#### **LOCAL STAKEHOLDERS**

- Adventure Church | Andy Hamilton
- Cinemark & William Ziering Trust | Alan Benjamin, Marakristine Manansala and Bill Ziering
- Crown Cork & Seal | Juan Guzman and Ray Garcia
- Federated Bank | Amanda Martinez
- Hampton Inn | Sam Chaudhari
- Holiday Inn Express & Suites Bourbonnais | Dr. Sanjay Patel
- Kankakee Community College | Dr. Michael Boyd
- Mason Asset Management | Jim Coleman and Igal Nassim
- Quality Inn | Alex Mazarakos and Nick Mazarakos
- Peddinghaus | Anton Peddinghaus, Karen Zigrossi and Terry Chinn

### REGIONAL STAKEHOLDERS

- AMITA Health St. Mary's Hospital | Chris Shride
- Olivet Nazarene University | Dr. John Bowling
- Riverside Healthcare | Phil Kambic

## REGIONAL ECONOMIC DEVELOPMENT AND PLANNING PROFESSIONALS

- City of Kankakee Economic & Community Development Agency | Barbi Brewer-Watson
- Economic Alliance of Kankakee County | Tim Nugent and Lisa Wogan
- Kankakee County Regional Planning | Ben Wilson

### **SCHOOL DISTRICTS**

- Bradley Bourbonnais Community High School District 307 | Dr. Scott Wakeley
- Bradley Elementary School District 61 | Dr. Scott Goselin
- St. George Consolidated School District 258 | Helen Boehrnsen





