

BELL, BOYD & LLOYD LLC

70 West Madison Street, Suite 3100 • Chicago, Illinois 60602-4207
312.372.1121 • Fax 312.827.8000

THOR W. KETZBACK
312.807.4437
tketzback@bellboyd.com
DIRECT FAX: 312.827.1298

December 29, 2005

By United States Mail

Ms. Suzan Nash
Executive Director
Western Illinois Regional Council
223 South Randolph
Macomb, IL 61455

**Re: Final Report for Mini-Charrette and Reuse Strategy Session
Pillsbury Mills District Redevelopment Project**

Dear Ms. Nash:

Pursuant to the revisions requested by you and Heather NiFong to our December 12, 2005 Final Report, we are pleased to present to the Western Illinois Regional Council ("WIRC") Bell, Boyd & Lloyd's ("Bell Boyd") Final Report for the Pillsbury Mills District site (the "Property") redevelopment project (the "Project"). Beginning in July 2005, Bell Boyd worked closely with WIRC, the Illinois Environmental Protection Agency ("IEPA") and the Economic Development Council for Springfield and Sangamon County ("EDC") to discuss ideas, strategies and challenges facing redevelopment of the Property. This effort resulted in a successful and well-attended mini-charrette and reuse strategy session that allowed various members of the Springfield community to vet ideas and have a frank discussion regarding the potential for the redevelopment of the Property and the surrounding area ("Study Area").

Bell Boyd's Final Report summarizes the various ideas and issues that were raised during our discussions with IEPA, EDC and the City of Springfield during the reuse strategy session. More importantly, the Final Report identifies crucial next steps to be taken by the City of Springfield, the EDC or other Project leaders to bring redevelopment of the Property and Study Area from a concept to a reality. Although there are many challenges facing redevelopment of the Property and Study Area, all are surmountable by creating a vision for reuse of the Property, taking actions to achieve that vision and employing certain tools that have been used successfully in many redevelopment projects.

Ms. Suzan Nash
December 29, 2005
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Thank you for providing us with the opportunity to assist the City of Springfield, the EDC and IEPA with developing an initial strategy for redevelopment of the Property and Study Area. We look forward to providing further assistance on the Project if the opportunity presents itself. Please also call us with any questions or comments arising from the Final Report. Thank you.

Very truly yours,

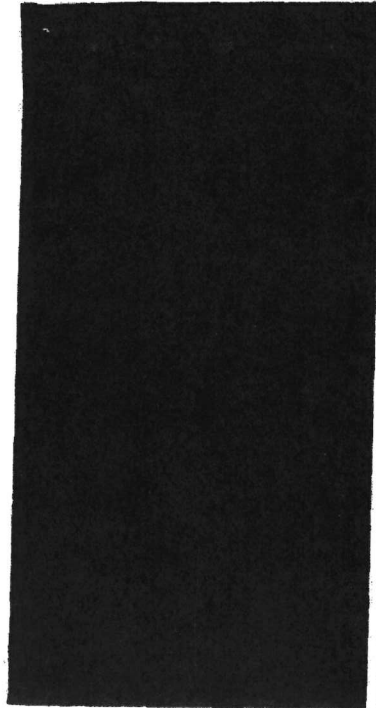
A handwritten signature in black ink, appearing to read "Thor W. Ketzback", with a long horizontal flourish extending to the right.

Gregory W. Hummel
Michael K. Ohm
Thor W. Ketzback

TWK:tyh

Enclosure: Final Report

cc: Director Doug Scott
Gary King
Heather NiFong



**“Brownfield Redevelopment Strategy”
FINAL REPORT**

**Pillsbury Mills District Study Area
Springfield, Illinois**

BY:
BELL, BOYD & LLOYD LLC
Gregory W. Hummel
Thor W. Ketzback
Michael K. Ohm

FOR:
**Western Illinois Regional
Council**

DATED:
December 27, 2005

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EXHIBIT C – Summary of Pillsbury Mills District Reuse Strategy Session

Brownfield Redevelopment Strategy FINAL REPORT

I. EXECUTIVE SUMMARY

Background. Bell, Boyd & Lloyd LLC ("Bell Boyd") was retained by the Western Illinois Regional Council to assist the Illinois Environmental Protection Agency ("IEPA"), the City of Springfield (the "City") and the Economic Development Council for Springfield and Sangamon County ("EDC") in the design and presentation of a brownfield strategy workshop and a resulting redevelopment strategy for the Study Area defined by North Grand Avenue, North 19th Street, East Madison Street, and North 11th Street (the "Study Area"). Though the Study Area is diverse and includes residential, commercial, industrial and recreational land uses, the primary brownfield target of this strategy is the former Pillsbury Mills site (the "Property").

In tandem with the "mini-charrette" facilitated by Hellmuth & Bicknese, Bell Boyd led a brownfield reuse strategy session at Springfield's Lanphier High School on September 30, 2005. The mini-charrette and brownfield reuse strategy session were well attended by a diverse representation of constituents including local and regional developers, residents, business owners, elected officials, lenders and City, County and State representatives. The attendance list is attached to this Final Report as Exhibit A. Hellmuth & Bicknese has documented the mini-charrette in their Final Report which is attached to this Final Report as Exhibit B.

A more detailed description of the actual brownfield reuse strategy session and the key points raised during that event is set forth in outline form in Exhibit C of this Final Report.

The purpose of this Executive Summary is to highlight the lessons learned from the mini-charrette and brownfield reuse strategy and to recommend strategic next steps to facilitate reuse of the Property which in turn would spur redevelopment of the Study Area.

* * * * *

Lessons Learned.

1. ***Perception of the Property.*** The Property engenders a wide range of local and regional perceptions and uncertainties including:
 - Feasibility of reuse of some or all of the current structures;
 - Demolition costs;
 - Ingress and egress challenges;
 - Environmental condition of the structures and subsurface;
 - Suitability and viability of proximate infrastructure;
 - Short and long-term future of proximate rail service; and
 - A Study Area with a dysfunctional land use array.
2. ***Private market funding.*** The Property and the overall Study Area presently have no discernable private sector constituents with significant financial resources or incentive to seed redevelopment opportunities.
3. ***Discernable collective reuse need(s) for the Property and the overall Study Area.*** Different constituents, understandably, place their respective priorities forward to address a particular need. As demonstrated in Hellmuth & Bicknese's Final Report, the result is that there is wide divergence on common reuse needs; instead, one constituent's vision may be biased towards "jobs growth" while another may be motivated by "improved roads" or "open space" or other priorities. To the extent that a common theme can be drawn, improved employment opportunities is the most consistent need.
4. ***A path of lesser resistance to redevelopment success.*** As is so often the case in successful brownfield reuse projects, the mini-charrette and brownfield reuse session were well attended by local residents. The local residents' interest and passion for their community should encourage local participation in all planning efforts and better ensure local and political acceptance of any proposed reuse.
5. ***Relationship between the Property and the Study Area.*** Though the comparative uses are quite distinct (industrial versus mixed commercial/residential) because of the Property's physical presence (i.e., it can be seen from several miles distance) and historic legacy (i.e., many of the local residents worked at the former mill), for the Study Area to be properly and successfully redeveloped, the redevelopment of the Property (which practically will involve demolition of all or most of the existing structures) should be planned to facilitate growth and connection to the surrounding Study Area.

**Brownfield Redevelopment Strategy
FINAL REPORT**

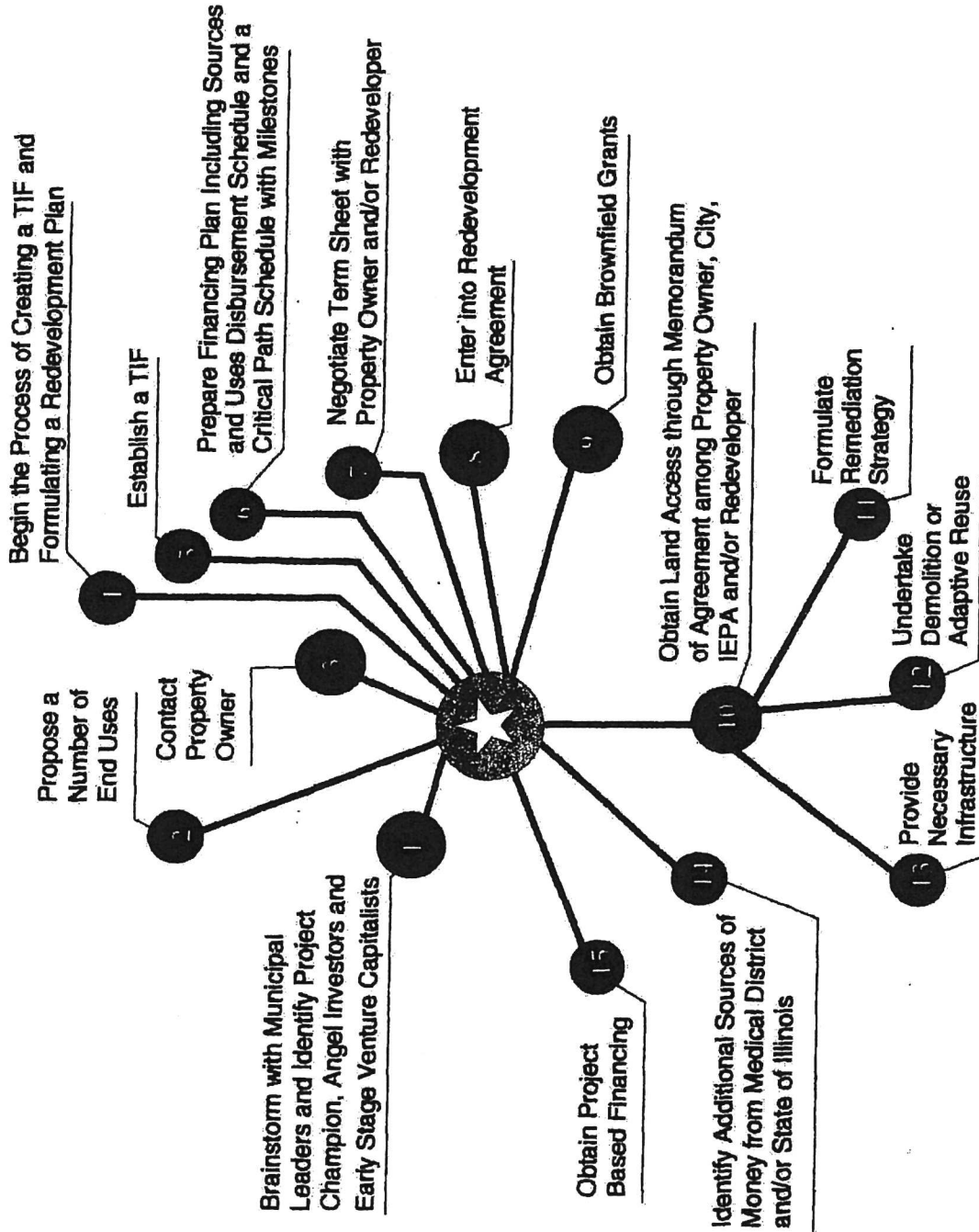
6. *How to proceed.* The following items are critical to redevelopment success:

- Anoint a champion willing to “patiently persist” through much up and down. The champion may be an elected official, a private party, or a local resident but that person/party must have the respect of as many stakeholders as feasible.
- Determine a proposed end use for the Property.
- Implement public funding (e.g., TIF and brownfield grants) to seed initial actions to prove that something positive can be accomplished at the Property and to evidence progress.
- Form small groups of interested stakeholders and assign manageable tasks to create a grander timeline and build “fragile momentum.”
- Publicize all actions when completed.
- Invite and incent the property owner(s) to participate (e.g., partner in redevelopment opportunities).
- Form a public/private partnership for redevelopment of the Property and the overall Study Area.
- Look within, adjacent to and outside the Study Area for an “anchor” redevelopment reuse (e.g., medical district, adjacent rail business, nearby academic uses, available park land, etc.).

II. CLUSTER DIAGRAM

The Cluster Diagram provided on the next page is a visual representation of the various strategic action items discussed within Sections I and III of this Final Report. Although each step is numbered, many of the action items will be performed in parallel rather than in order.

Fifteen Steps to Redevelopment



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Brownfield Redevelopment Strategy FINAL REPORT

III. STRATEGIC PROJECT RECOMMENDATIONS

Developing and implementing a successful strategy to redevelop the Property and Study Area will depend upon the commitment, focus and creativity of all stakeholders involved. The principles for a successful redevelopment strategy are not set in stone. Instead, a strategy subject to revision based on changed circumstances should be customized to the realities surrounding the Property and the Study Area.

There are, however, strategic action items that can give this Project the best opportunity for success and harness and build upon the momentum already created during the mini-charrette and reuse strategy session. These recommendations are set forth below in PowerPoint form to provide a framework for the Project's next steps. A visual representation of these action items is also provided within the "Cluster Diagram" in Section II of this Final Report.

Strategic Project Recommendations

Greg Hummel

Thor Ketzback

Michael Ohm

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Strategic Project Recommendations

Initial Task Loaded Schedule

- Identify end use(s)
- Identify priorities
- Organize small groups of interested stakeholders
- Begin with manageable, publicly-funded and short-term tasks
- Evolve from Property planning to Study Area
- Report accomplishments frequently

Vision of the End Use(s)

- Provides direction
- Involves tailored factual audit
- Involves customized legal audit
- Involves focused political audit
- Involves specialized marketing analysis
- Measures public support
- Provides a reality check

Identify Funding Sources

- Seed Capital
 - Angel investors
 - Brownfields grants
 - Community grants
 - Planning/Smart Growth grants
 - Property tax reduction
- Second Stage Public Capital
 - TIF
 - Enterprise Zone
- Second Stage Private Capital
 - Venture capital
 - Foundations/Interest Groups
- Third Stage Public/Private Capital
 - Project-based public grants
 - Project-based investors

Strategic Project Recommendations

Brownfield Grants

- Perform necessary comprehensive assessment of contamination at the Property
 - Clarifies environmental issues
 - Evaluate potential costs of cleanup
 - Contains information used in discussions with Property Owner
 - Serves as reality check for the Project
- Apply to IEPA for a grant to characterize potential contamination
 - Coordinate with IEPA on grant application
 - Indicates full support for the Project
- Identify parties involved in obtaining brownfields grants/loans
 - City of Springfield
 - Conduit to funds
 - Property access and control
 - State/IEPA
 - Brownfield grants and low interest loans
 - Local Lenders
 - Establish low interest loan mechanics
 - Federal Agencies
 - U.S. EPA
 - HUD
 - Commerce
- Identify types of grants/loans
 - Assess Contamination
 - Illinois Municipal Brownfields Grant Program
 - \$240,000 maximum for assessment
 - Remediate Contamination
 - Illinois Brownfields Redevelopment Loan Program
 - Brownfields Cleanup Revolving Loan Fund
 - \$500,000-\$1,000,000 maximum for cleanup

Strategic Project Recommendations

Pursue Other Funding

- Explore all possibilities
- Explore other public sources
 - TIF
 - SSA
 - Federal, State and local agency grants
- Explore other private sources
 - Private investors
 - Foundations and Non-Profits
 - Springfield Medical District

Contact Property Owner

- Explore Memorandum of Understanding
 - Access
 - Lower tax base
 - Other terms
- Obtain access to Property
- Invite Property Owner to redevelop Property
 - Business interests compatible with reuse of Property
 - Return Property to productive use
 - Retain ownership

Prepare Property for Redevelopment

- Demolish all or most of existing buildings
- Reuse existing buildings or infrastructure
- Remediate potential contamination
- Improve/develop transportation infrastructure to and from Property
 - Improve public rail/bus service
 - Improve road access to Property
- Facilitate land use/zoning changes
- Improve utilities

Strategic Project Recommendations

Create a TIF

- TIF is the most recognizable tool to attract investment
- TIF has a successful track record
- TIF should encompass entire Pillsbury Mills District
- TIF money used for demolition, infrastructure improvements, etc.
- TIF should be marketed to Developer(s)

Establish a Public-Private Partnership

- Approve redevelopment plan
- Approve Redevelopment Agreement
 - Set out terms by which TIF and other monies will be used
 - Share risks and rewards
- Leverage Redevelopment Agreement for future development within Study Area
 - Attracts additional investment and development
 - Evidences Municipal commitment
 - Engenders public support

Market the Project

- Attracts additional investors
- Spurs development and job creation
- Creates new opportunities
- Maintains and generates Project momentum
- Fuels stakeholder consensus
- Increases public input and awareness

Global Vision

- Redevelopment engine may be anywhere in Springfield
- All of Springfield's assets must be considered
 - Property
 - Study Area
 - Outside Study Area

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Brownfield Redevelopment Strategy FINAL REPORT

IV. CONCLUSION

This Final Report identifies certain fundamental challenges facing redevelopment of the Property and the Study Area and offers recommendations for a path-forward approach to successful redevelopment. At this time, the critical component for the Project's success is taking the initial steps to build upon the momentum already generated by the mini-charrette and reuse strategy session. As momentum for the Project increases, the next steps should be easier to take. With a commitment to action, perseverance and proper guidance, the vision for the Property and Study Area's redevelopment will ultimately be achieved.

Brownfield Redevelopment Strategy FINAL REPORT

EXHIBIT A – Attendance List

Hernando Albarracin
Manager/LUST Unit D
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
hernando.albarracin@epa.state.il.us

Sam Cahnman
County Board Representative
Sangamon County Board
915 S. 2nd
Springfield, IL
217-528-0200
samcahnman@yahoo.com

David Antonacci
City Water, Light, and Power
401 N. 11th
Springfield, IL
217-789-2022
dantonacci@cwlp.com

Bob Carson
Manager/Federal Facilities Unit
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
robert.carson@epa.state.il.us

Ralph Bicknese
Architect
Hellmuth + Bicknese
4112 West Pine Blvd
St. Louis, MO 63108
314-531-9901
rbicknese@hellmuth-bicknese.com

Tim Davlin
Springfield Mayor
City of Springfield
800 E. Monroe, Rm 300
Springfield, IL 62701
217-789-2200

Erich Bloxdorf
Chair
Springfield Economic Development
Council
Springfield, IL

Bob Duvall
Patrick Engineering
300 W. Edwards
Springfield, IL
217-525-7050
rduvall@patrickengineering.com

Richard Breckenridge
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
richard.breckenridge@epa.state.il.us

Larry Eastep
Manager/Remedial Project
Management Section
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
larry.eastep@epa.state.il.us

Michael Fannin
Springfield Police Dept.
800 E. Monroe
Springfield, IL
217-788-8325
mfannin@cwlp.com

Suzanne Fernandes
IEPA
1021 N. Grand
Springfield, IL 62794
217-558-4071
suzanne.fernandes@epa.state.il.us

Roger Fickau
Resident
Springfield, IL

Ron Finney
Intern Architect
Hellmuth + Bicknese
4112 West Pine Blvd
St. Louis, MO 63108
314-531-9901
rfinney@hellmuth-bicknese.com

Lin Goetz
City Water, Light and Power
Springfield, IL

Eugene Goldfarb
Principal
Great Lakes Environmental
Planning
900 Ridge
Highland Park, IL
847-831-9142
glep@glep.info

Kevin Greene
IEPA
224 Old Tippecanoe Dr.
Springfield, IL
217-785-0853
kngreene@insightbb.com

Jake Gronewold
Greater Springfield Chamber of
Commerce
Springfield, IL

Janice Hahn
Renaissance Architects
700 S. 5th
Springfield, IL
217-7531-585
jch@renarc.net

Daniel Hellmuth
Architect
Hellmuth + Bicknese
4112 West Pine Blvd
St. Louis, MO 63108
314-531-9901
dhellmuth@hellmuth-bicknese.com

Melissa Helphingstine
Intern
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
melissa.helphingstine@epa.state.il.us

Kevin Hinders
Architect; Facilitator
UIUC; PREPA.R.E
403f Architecture, mc 621, 611 E.
Lorado Taft Drive
Champaign, IL 61820
khinders@uiuc.edu

Mike Houston
Springfield Economic Development
Council
1925 S. MacArthur
Springfield, IL
217-698-4110

BELL BOYD
BELL BOYD & LLOYD LLC

Greg Hummel
Bell, Boyd & Lloyd
70 W. Madison
Chicago, IL 60602
312-807-4253
ghummel@bellboyd.com

Diane Keller
Resident
Pillsbury Mills Neighborhood
Association
1421 E. Division
Springfield, IL
217-753-1627

John Keller
Resident
Pillsbury Mills Neighborhood
Association
1421 E. Division
Springfield, IL
217-753-1627

Thor Ketzback
Bell, Boyd & Lloyd
70 W. Madison
Chicago, IL 60602
312-807-4437
tketzback@bellboyd

Gary King
Manager/Remediation
Management
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
gary.king@epa.state.il.us

Jim Kuhar
Realtor
Springfield, IL

Paul Lake
Project Manager/Federal Facilities Unit
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
paul.lake@epa.state.il.us

Kirsten Landers
1751 N. Walnut
Rochester, IL
217-498-7295

Keri Luly
Chapter Chair/USGBC-CIC
USGBC/CIC and Amethyst Group
1400 S. Lowell
Springfield, IL 62704
217-544-9790
keriluly@amethystgroupinc.com

Mark Meyer
Facilitator
mark@ilincworld.com

Marc Mitalski
Structural Engineer
PREP.A.R.E
1475 Box Canyon Rd
Dawson, IL
217-502-9985
marc@prepa-r-e.com

Gus Morris
Resident
1009 E. Reservoir
Springfield, IL
217-528-6709

Mike Mullen
CEO
CenterPoint Properties
1808 Swift Drive
Oak Brook, IL 60523

Suzan Nash
Western Illinois Regional Planning
Commission
223 S. Randolph
Macomb, IL
suzan@wirpc.org

Sam Nichols
Commercial Real Estate Specialist
Springfield, IL
217-494-0800
snichols@motion.net

Heather Nifong
Programs Advisor/Remediation
Management
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
217-785-4729
heather.nifong@epa.state.il.us

Anna Nika
2027 Searbrough
Springfield, IL 62702

William Norris
Resident
816 E. Scarritt
Springfield, IL
217-744-0653

Mike Ohm
Bell, Boyd & Lloyd
70 W. Madison
Chicago, IL 60602
312-807-4216
mohm@bellboyd.com

Shane Overby
Springfield Police Dept.
800 E. Monroe
Springfield, IL
217-788-8325
soverby@cwlp.com

Vicki Perkins
Intern
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
217-557-3208
vicki.perkins@epa.state.il.us

Susan Poludniak
Planner
Springfield-Sangamon City
Regional Planning C
200 S. 9th
Springfield, IL 62701
217-535-3110
susanlp@co.sangamon.il.us

Gene Puschel
Former Cargill Employee
Springfield, IL
217-787-1712

Chuck Rose
Springfield Office of Planning & Econ.
Devel.
231 S. 6th
Springfield, IL
217-789-2377
crose@cwlp.com

Terry Schad
Illinois National Bank
322 E. Capitol
Springfield, IL
217-747-5504
tschad@illinoisnationalbank.com

Nat Seiz
Greater Springfield Chamber of
Commerce
Springfield, IL

Tim Sheehan
City of Springfield
Rm 201 Municipal Ctr. West
Springfield, IL
217-789-2260
tsheehan@cwlp.com

Norm Sims
Illinois Tax Increment Association
Springfield, IL

Todd Smith
Garrison Group
1999 Wabash Ave.
Springfield, IL
217-241-0202
todd@garrisongroupinc.com

Clarence Smith
Manager/Federal Site Remediation
Section
IEPA
1021 North Grand Avenue East
Springfield, IL 62794
clarence.smith@epa.state.il.us

Donna Toigo
1338 N. Grand East
Springfield, IL
217-544-9691
dtoigo@agr.state.il.us

Kelly Tyrell
CenterPoint Properties
1808 Swift Drive
Oak Brook, IL 60523

Jim VanderKloot
Revitalization Coordinator
USEPA/Region 5
Chicago, IL
vanderkloot.james@epa.gov

Brad Warren
EVP
Greater Springfield Chamber of
Commerce/EDC
Springfield, IL
217-525-1173
bwarren@gsc.org

Darrell Watkins
IEPA
1021 North Grand Avenue East
Springfield, IL 62794

Allen Webb
Northside Ministries
2400 N. Grand
Springfield, IL
217-523-2293

Stacey Wehe
Intern Architect; Facilitator
Hellmuth + Bicknese
4112 West Pine Blvd
St. Louis, MO 63108
314-531-9901
swehe@hellmuth-bicknese.com

Peter Wehry
Minister
Northside Ministries
2400 N. Grand
Springfield, IL
217-523-2293

Suzann Weissberg
City of Springfield
Rm 304 Municipal Ctr. West
Springfield, IL

22
Sarah Wiesner

Intern

IEPA

1021 North Grand Avenue East

Springfield, IL 62794

sarah.wiesner@epa.state.il.us

Todd Wilson

Architect

Hellmuth + Bicknese

4112 West Pine Blvd

St. Louis, MO 63108

314-531-9901

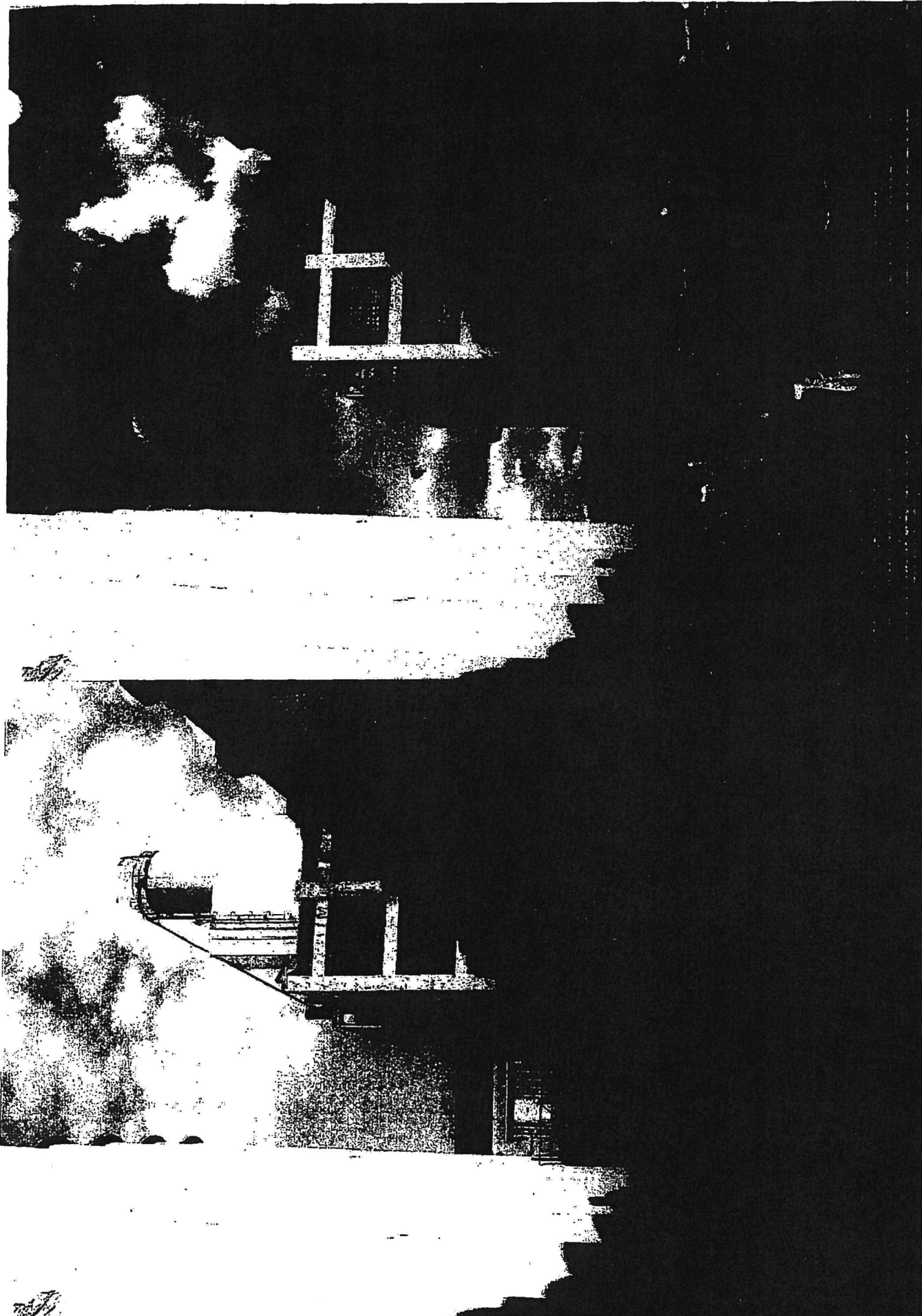
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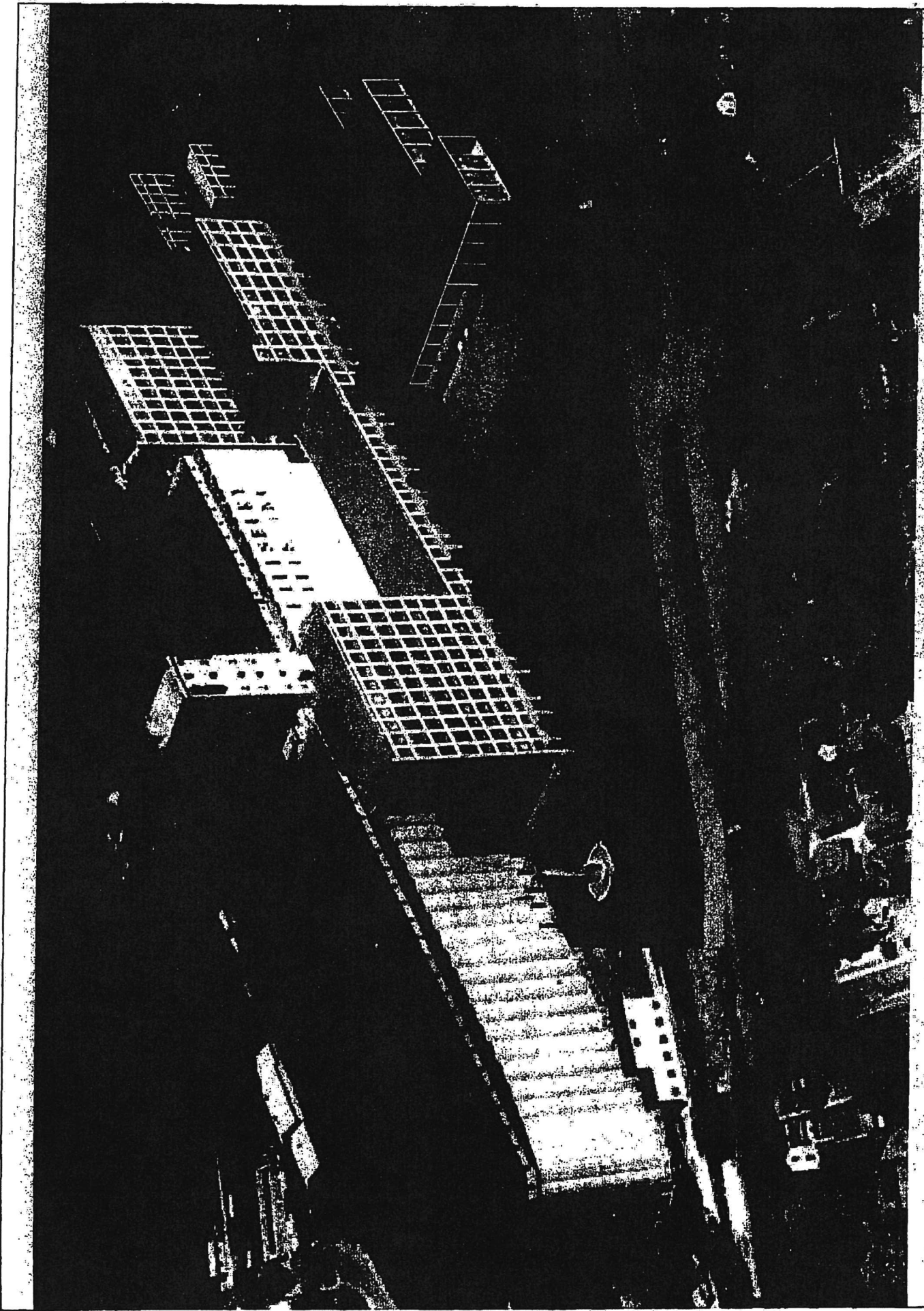
**Brownfield Redevelopment Strategy
FINAL REPORT**

EXHIBIT B – Hellmuth Bicknese's Final Report



Pillsbury Mills Design Charrette [09.29.2005 - 09.30.2005]

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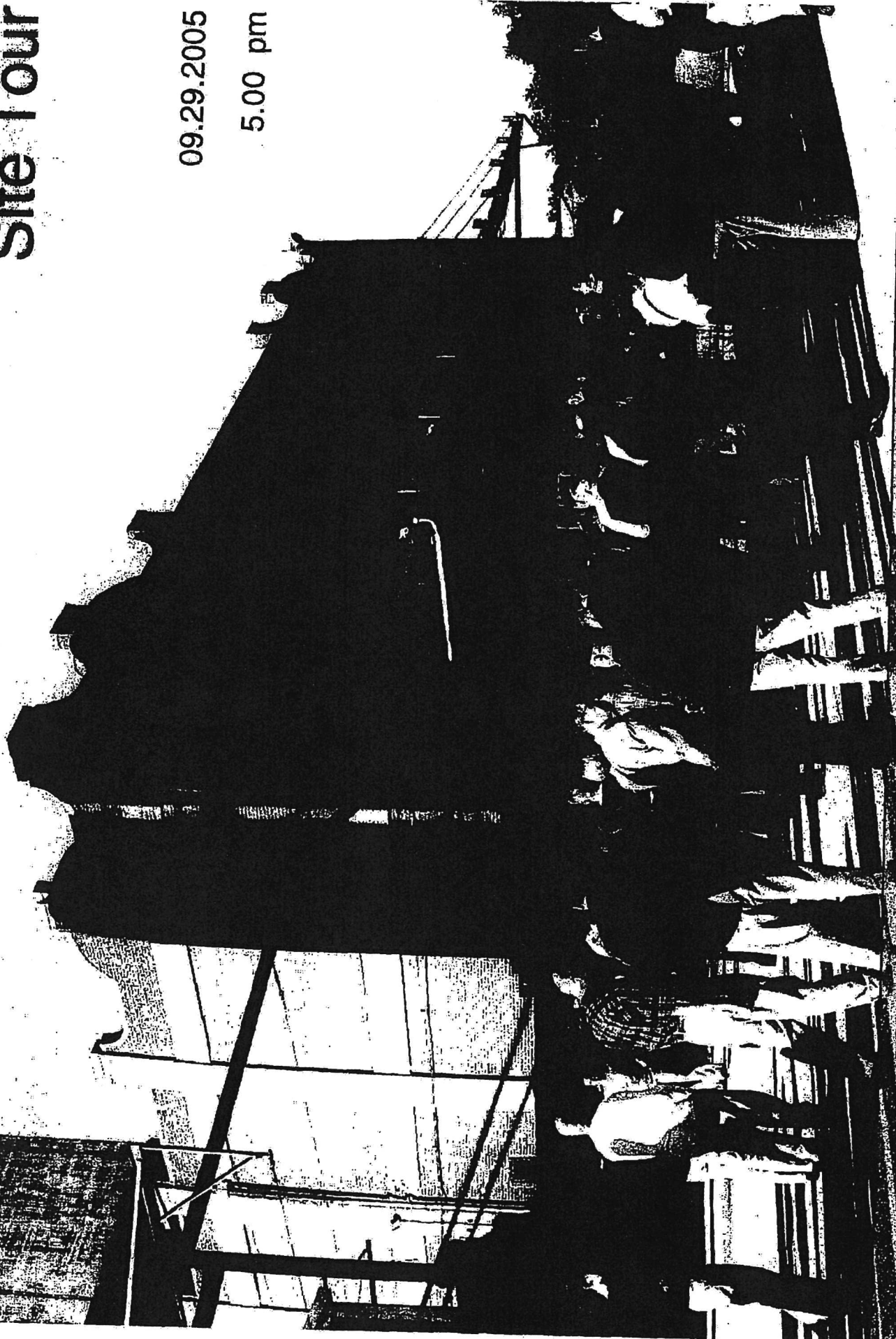


Pillsbury Mills Design Charrette [09.29.2005 - 09.30.2005]

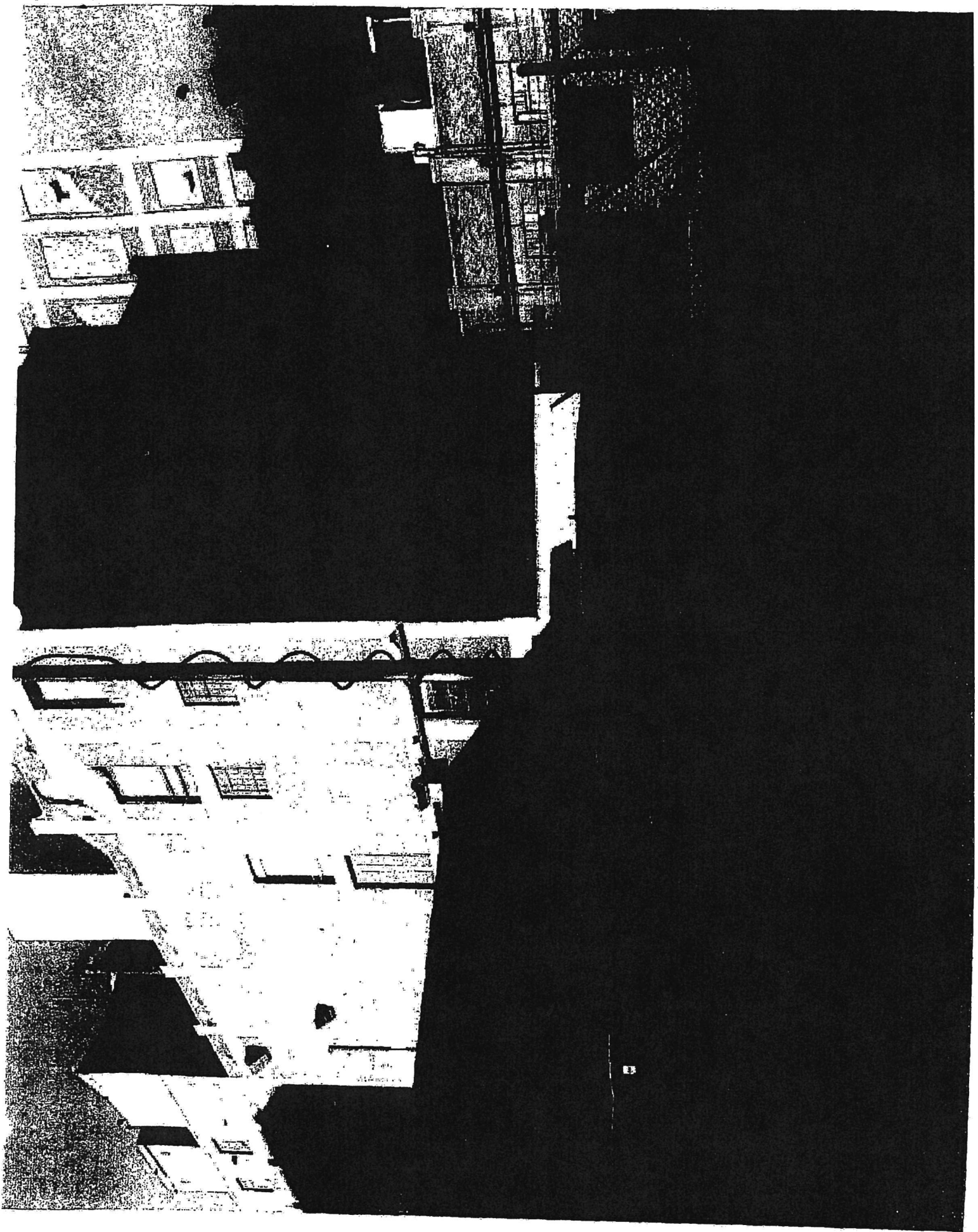
Site Tour

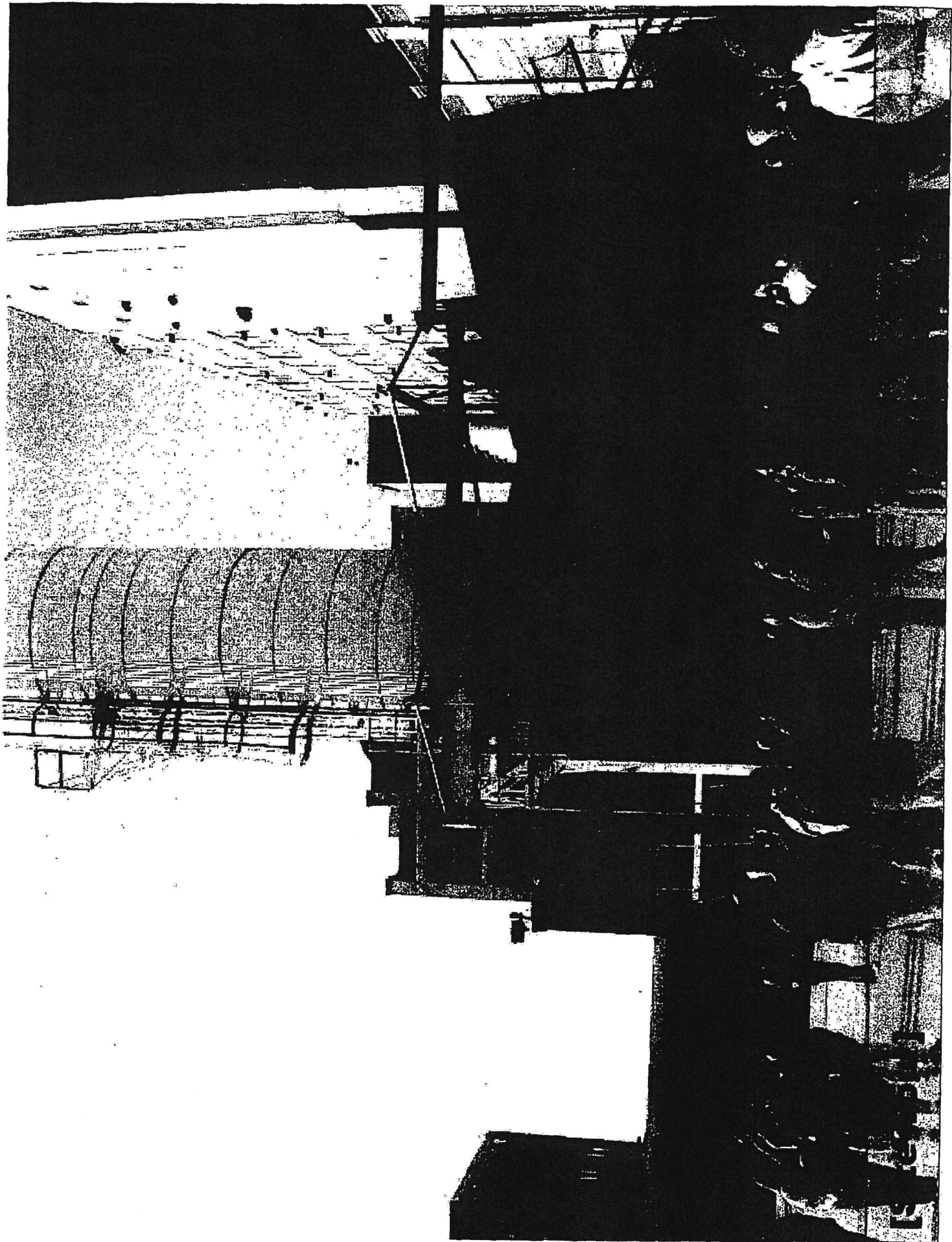
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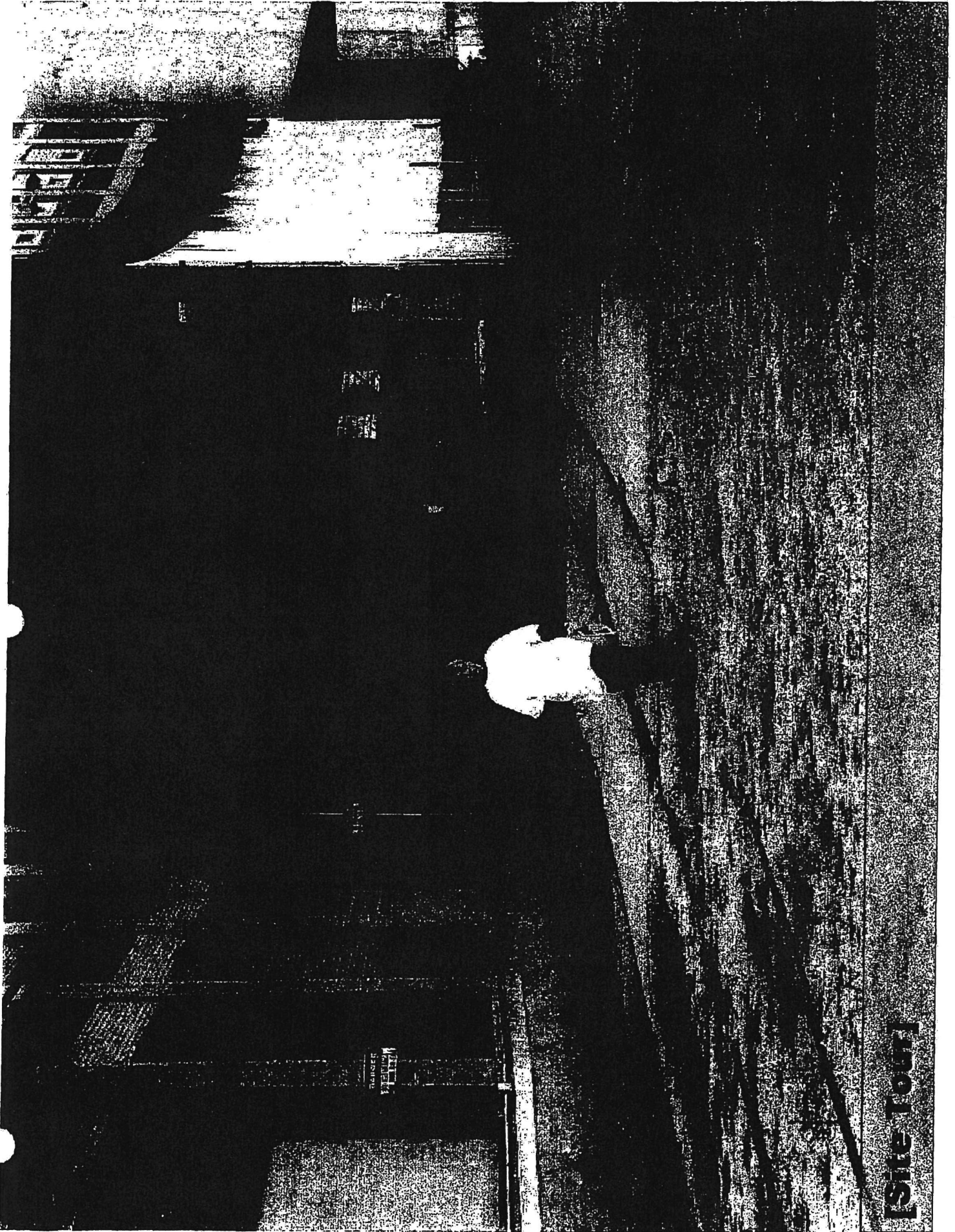
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Pittsbury Mills Design Charrette

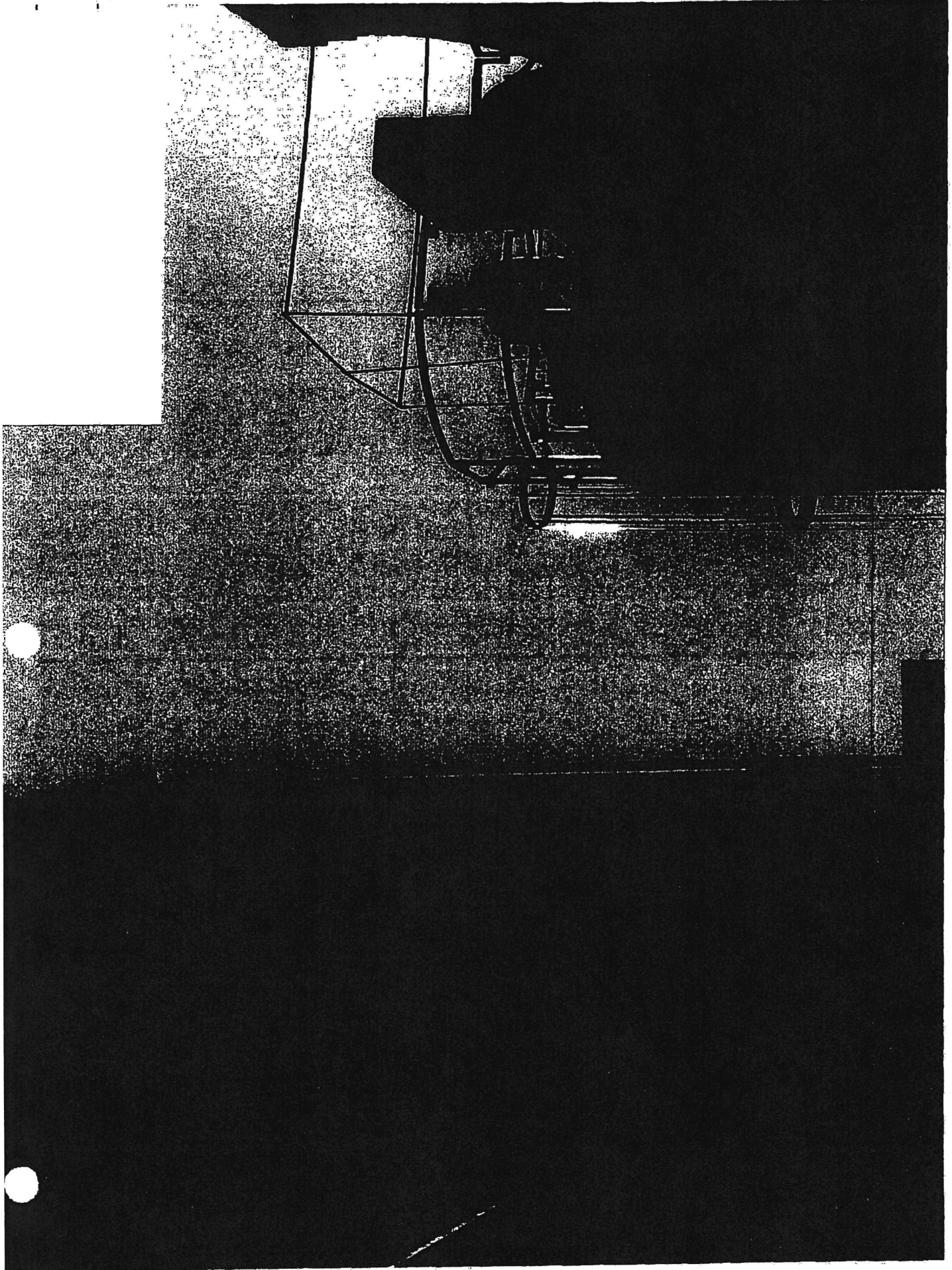






[Site Tour]





Design Team Report

Team Black

Project Name: Doughboy Rising

Project Type: Private Mixed - Use

Project Description: Private Mixed - Use

Square Footage: 14 acres net usable

LEED™ Rating: Gold

Major Sustainable Design Features:
Rain Garden / Bioswale, Optimized Energy Performance, Innovative Design, Indoor Air Quality

Major Design Features:
Reopen North Grand to Site, North Grand / Clear Lake Connection, Connection to Madison Park Place, Connection to Springfield Medical Campus

Neighborhood Design Concepts:
Walkability, Local Service Reinroduction (Banking, Groceries, Restaurants) Low Density Commercial / Industrial

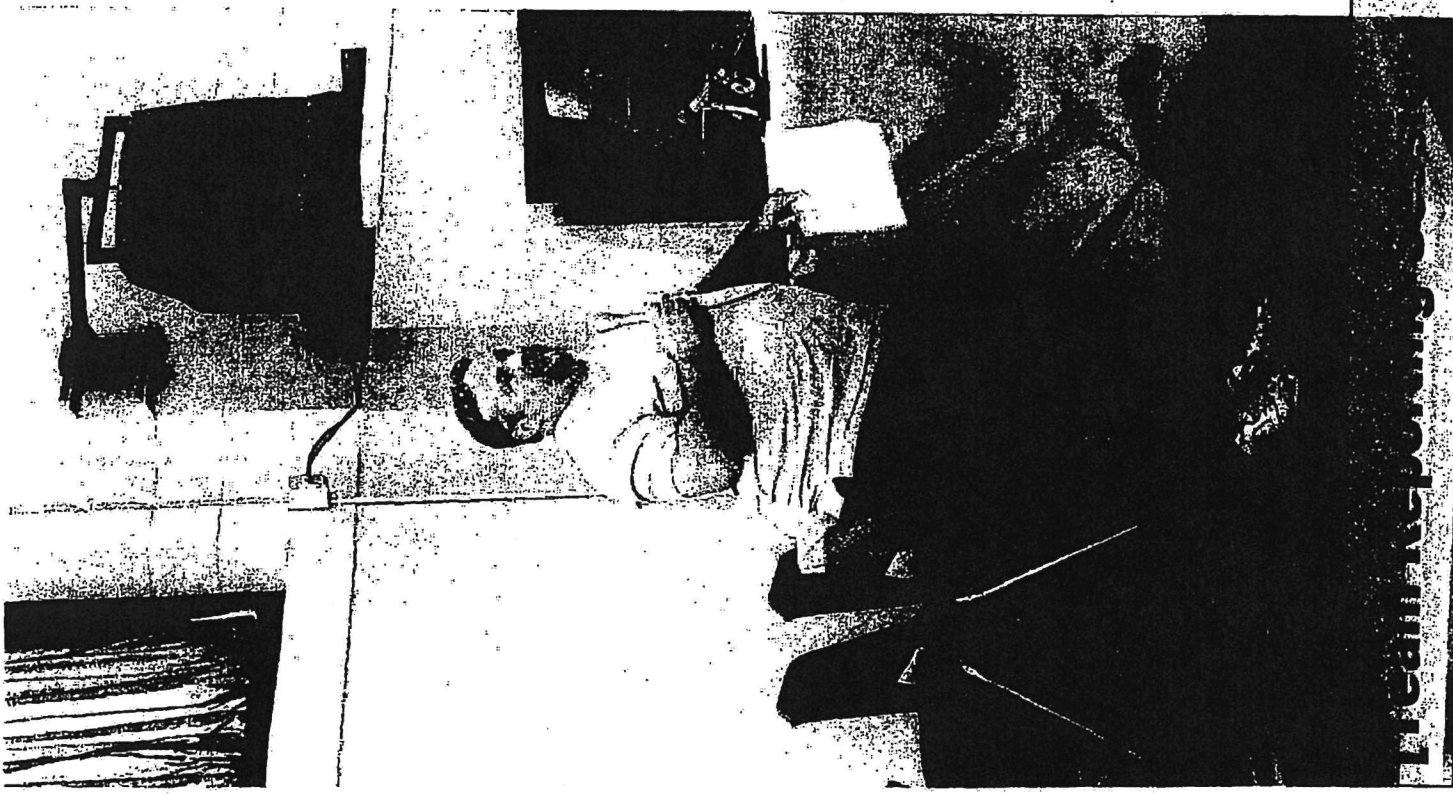
	Weak	1	2	3	4	5	6	7	8	9	Strong
Community Related Solution	1	2	3	4	5	6	7	8	9	10	
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10	
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10	
Mills	1	2	3	4	5	6	7	8	9	10	
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10	

Required Zoning: R1, B1-3, II-3

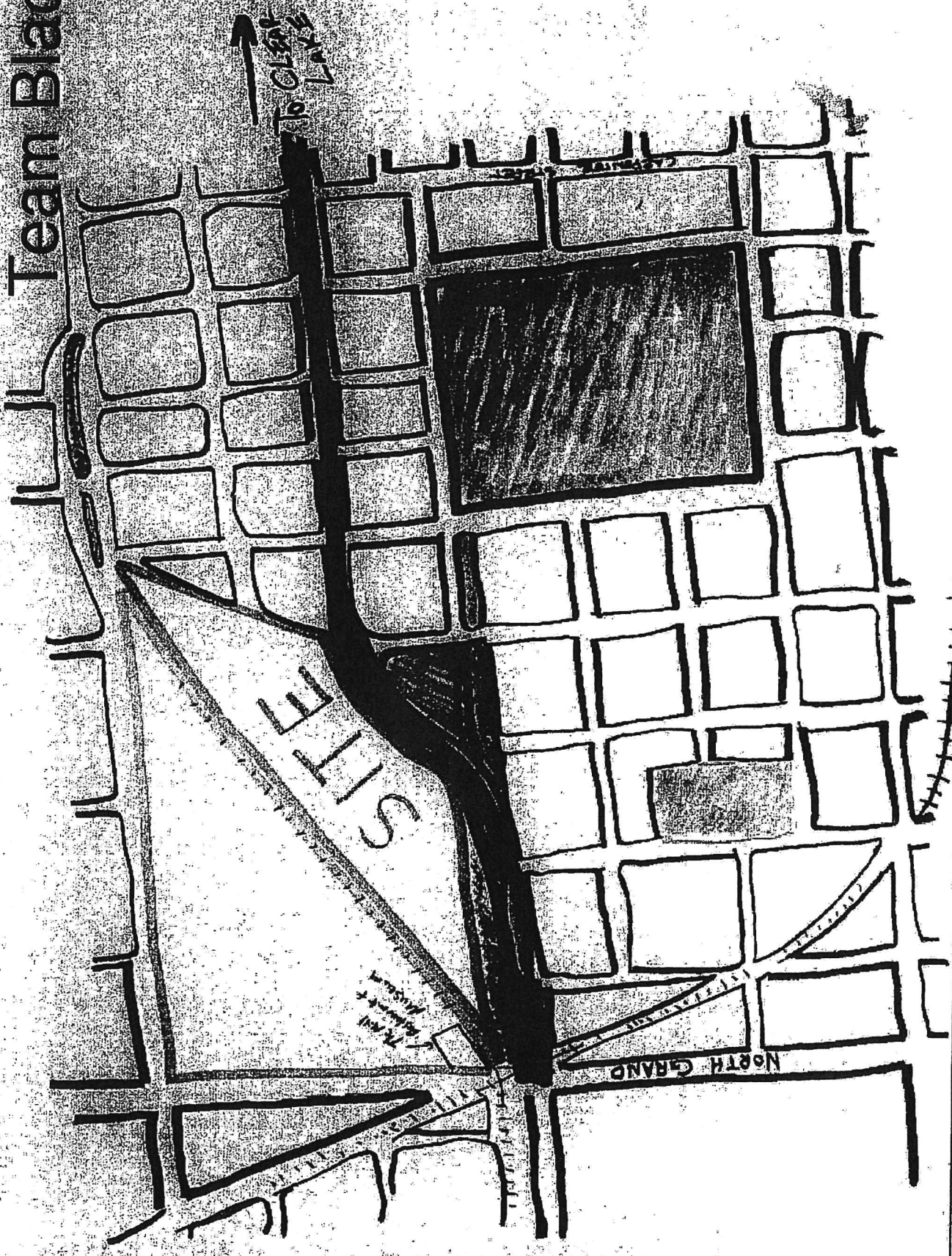
Assumptions:

Notes:
-only murals / significant architectural items historically significant offices, railroad office is critical to North Grand entrance
-all facilities existing will be demolished, with recycling of all demolition materials

Pillsbury Mills Design Charrette



Team Black



[Team Reporting Session] Pillsbury Mills Design Charrette

Team



[Team Reporting Session] Pillsbury Mills Design Charrette

Summary

- Demolish majority of buildings on site
- Reinroduce local services (banking, grocery, etc.) and low density commercial / industrial development on the site.
- Encourage positive neighborhood growth from the south (75 new HUD homes) to encroach upon the southern part of the site. This growth will bound the mixed use area and extend the street pattern into the Cargill site.
 - Integral to development will be a connection between North Grand and the site as well as a distinct connection from North Grand to Clear Lake via a skewed connection between 15th and 16th streets.
- The medical district should be encouraged to grow from the west into the site.
 - A reasonable 'avenue' for this development will be to use Phillips Street as a connecting element
- Revitalize green space- in particular Concordia development between Matheny and Carpenter Streets, former Cargill parking lots, and football practice field on Division Street; using green space on site to provide connections to all

Addendums Following Strategy Session

None

[Team Reporting Session] Pillsbury Mills Design Charrette

Design Team Report

Team Blue

Project Name: Pillsbury Mills Silo Park
 Project Type: Office, Residential, Retail
 Project Description: Mixed Use
 housing: 100,000 office: 250,000 parking: 160,000
 retail: 35,000 daycare: 16,000 library: 15,000
 Square Footage:
 LEED™ Rating: Silver

Major Sustainable Design Features:
 Building re-use, daylighting, covered parking (under building), minimal surface parking, micro-detention creating green space

Major Design Features:
 Maintain silos historical features

Neighborhood Design Concepts:
 Mixed-use development to include amenities to neighborhood within walking distance. This facility would also encourage use by the wider community particularly for office uses. Uses include office, housing, neighborhood retail (preferable local grocery, coffee shop/bakery, exercise, health clinic, barber/hair salon) library, day care/childhood development center, restaurant and covered parking. Approximately half or more of the parking should be covered within existing buildings to maximize green space. The combination of office/housing/retail would encourage live/work arrangements.

	Weak										Strong									
Community Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Mills	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10

Required Zoning:
 Assumptions:

Notes:
 Increase property value - wetlands
 Retail is important - requiring wetlands residential block (Phillips 15/16)
 demolish warehouses entirely, retain silos only

Pillsbury Mills Design Charrette



Team Red

Team Blue



Facilitator:

Ralph Bicknese

Team Leader:

Donna Toigo

Team:

Thor Ketzback

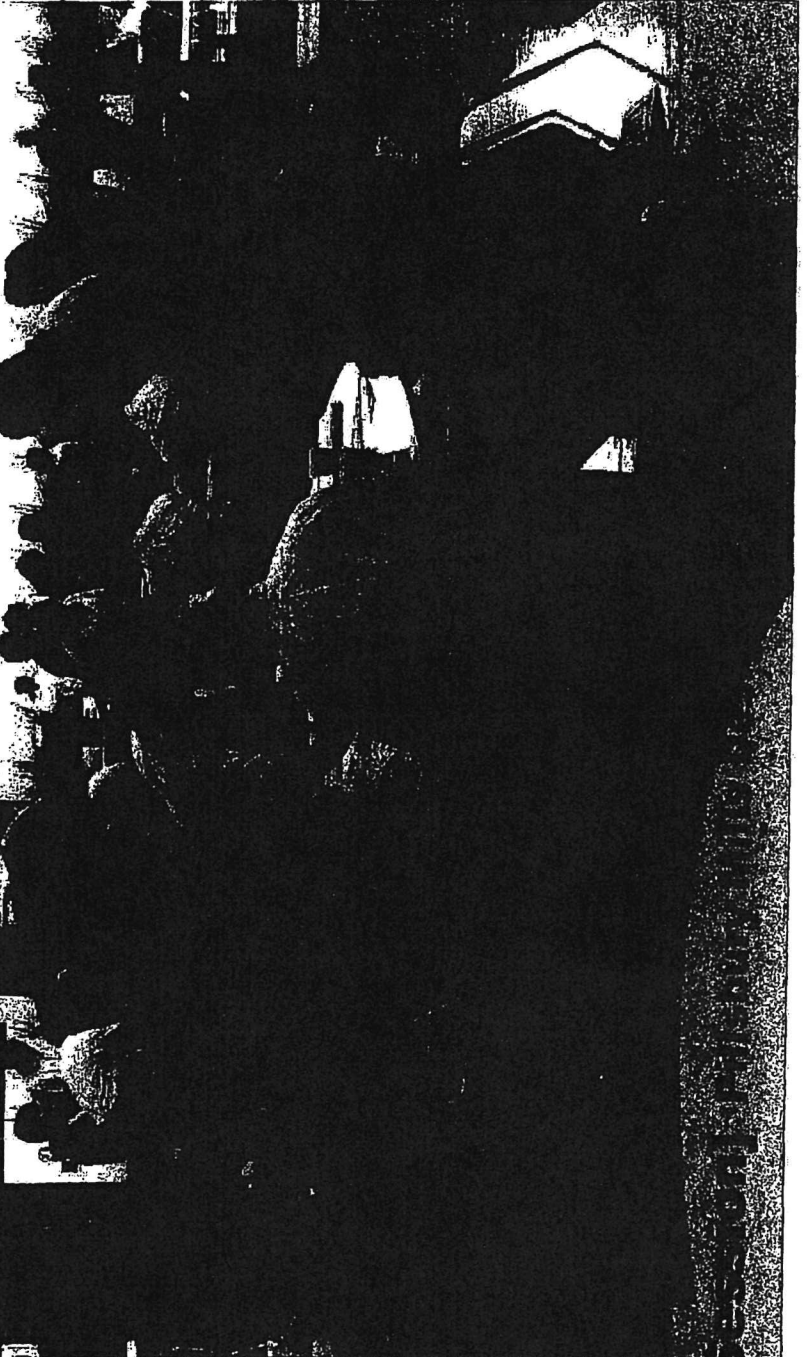
Mike Houston

Tim Sheehan

Gary King

Nathaniel Seiz

[Team Reporting Session]



LECD: 37 points/silver

housing 80 units - 100,000 SF

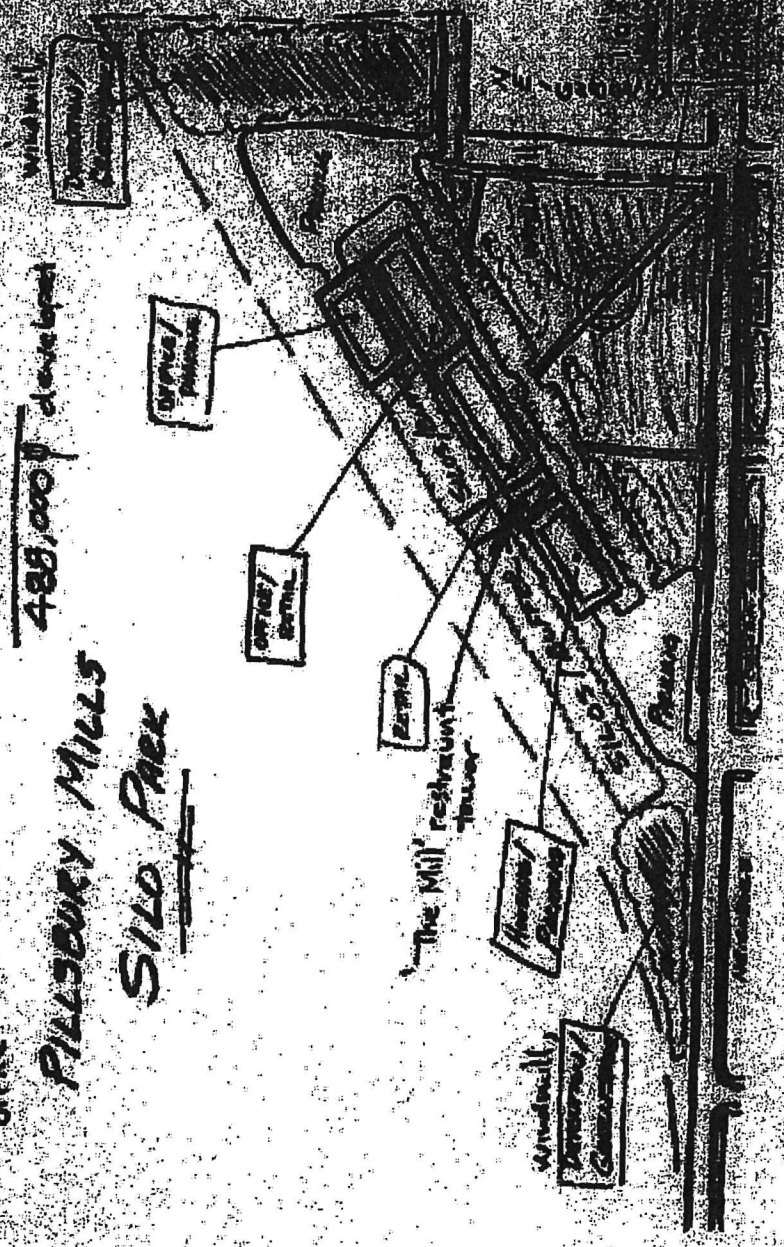
new on-site retail 25,000 SF

library 15,000
 daycare 18,000
 restaurant 10,000
 office 450,000

488,000 development

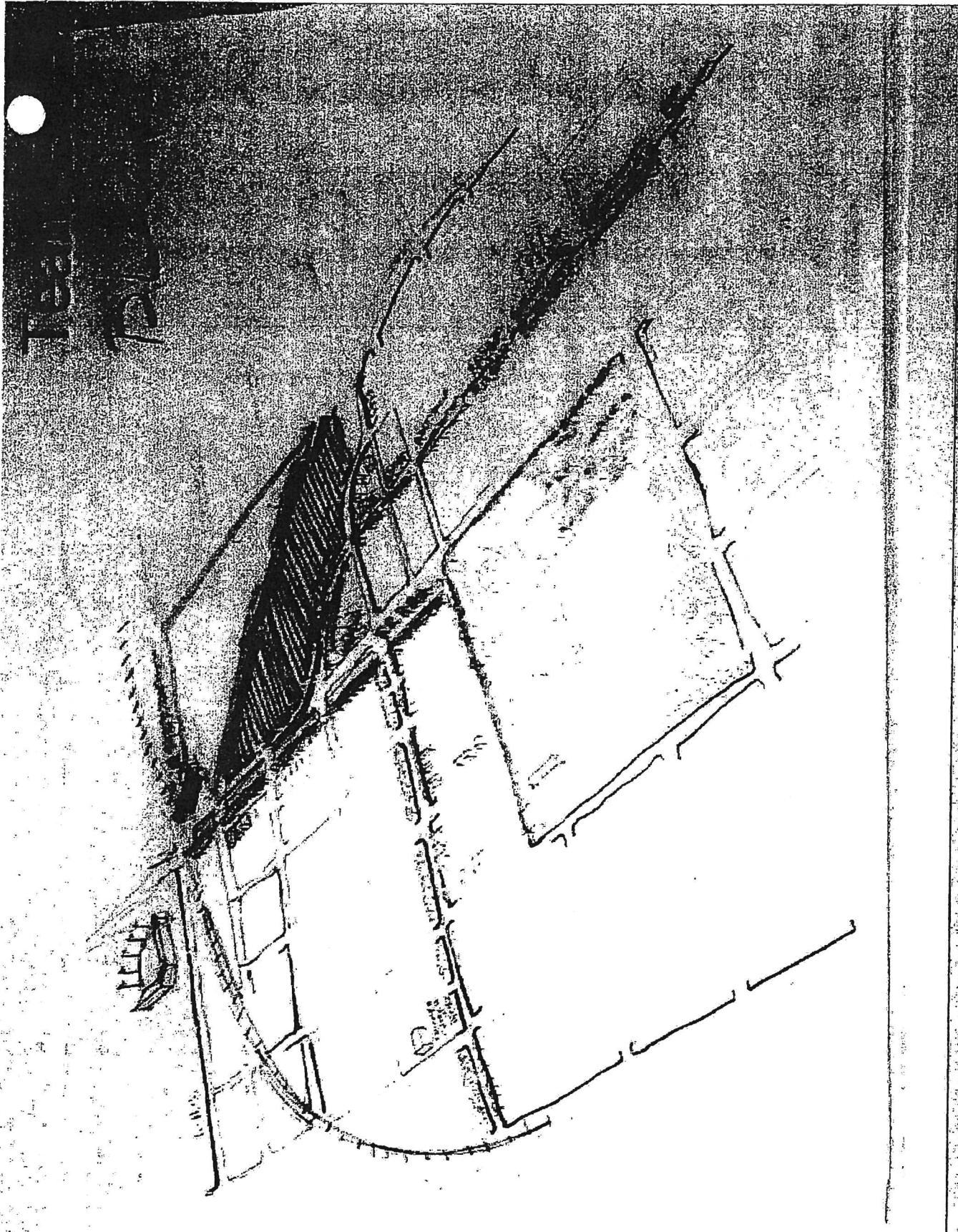
PILLSBURY MILLS

SILCO PARK



[Team Reporting Session] Pillsbury Mills Design Charrette

"DOUGHBODY RISING"



[Team Reporting Session] Pillsbury Mills Design Charrette

Possible

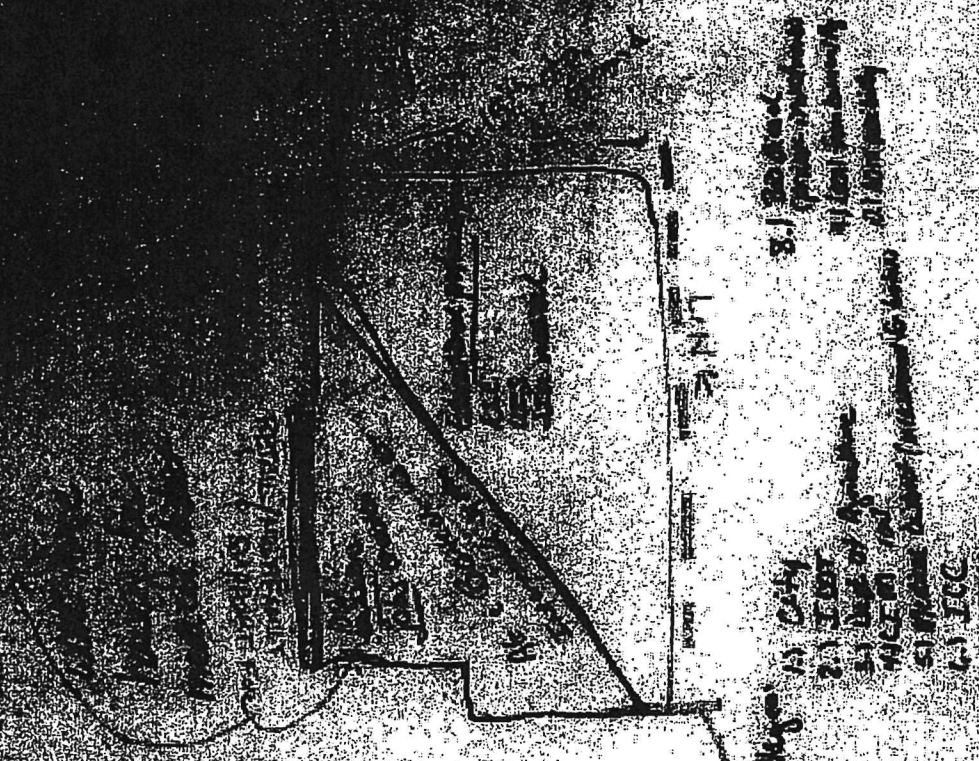
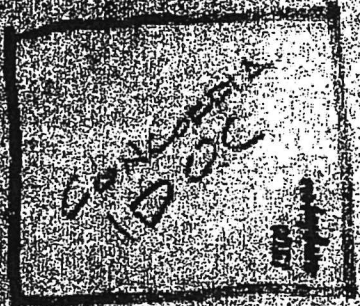
Funding Sources

- 1 TIF
- 2 Grants/loans
- 3 (MORTGAGE)
- 4 USDA Farm Bill
- 5 DOE Alternative Energy

5 USDOT/IDOT

6 Privatization of existing heavy side

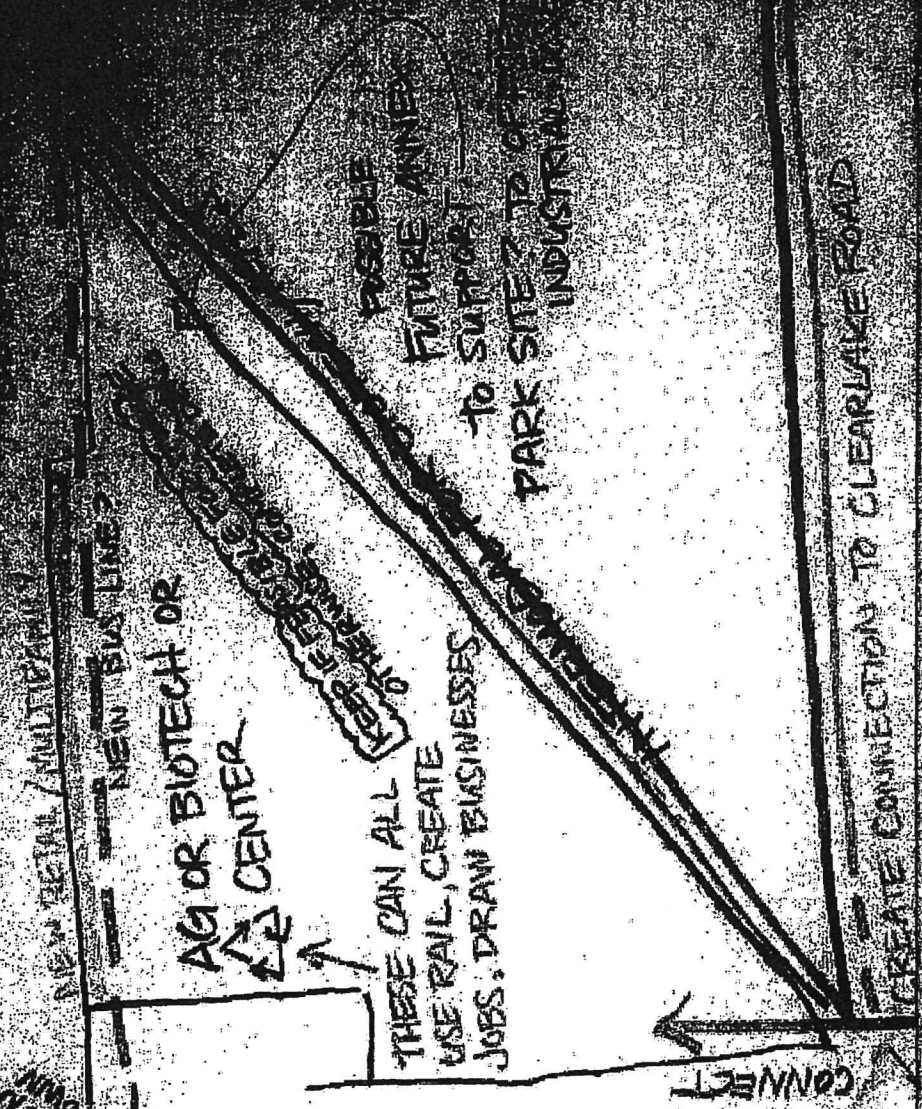
to extend lanes 1/2



PICNIC TEAM

SPRINGFIELD RECONING

ILLINOIS IS LARGEST PRODUCER OF
DIESEL RESOURCES IN COUNTRY
HAVE NO CAPABILITY TO REFINER
DIESEL



Team Reporting Session | Pillsbury Mills Design Challenge

LEED™ Scorecard Team Blue

Pillsbury Mills District

LEED Scorecard

Pillsbury Mills District

LEED Scorecard

Certified 20 to 22 points Silver 23 to 28 points Gold 29 to 31 points Platinum 32 or more points

Score	C	P	W	M	P
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Score	C	P	W	M	P
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Score	C	P	W	M	P
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helmut h. beckhose

helmut h. beckhose

[Team Reporting Session] Pillsbury Mills Design Charrette

Summary

- Maintain silos for historical significance and as a barrier for the community (from RR)
- Demolish remaining buildings on the site that are neither usable nor adaptable.
- An attractive mixed-use development would encourage improvements within the neighborhood. We suggest efforts be made to ease local live/work office/retail and civic building development around the existing park.
- Revitalize surrounding neighborhood
 - A generous portion of taxes gained from this mixed-use development should be funneled back into the neighborhood to improve infrastructure
 - roads starting along the bus route
 - making connections to existing bike paths
 - parks
 - Transform football practice field on Division St. into a Neighborhood Square
- Uses for site include:
 - Indoor parking
 - Housing
 - Neighborhood amenities
 - Grocery, café, florist, gym, library, daycare, restaurant, offices

Addendums Following Strategy Session

None

[Team Reporting Session] Pillsbury Mills Design Charrette

Design Team Report

Team Pink

Project Name: Pillsbury Mills [District]

Project Type: Mixed-Use

Project Description: Mixed-Use [residential, retail, educational, office, entertainment]

Square Footage: _____

LEED™ Rating: Platinum

Major Sustainable Design Features:

Bioswales, Green Roofs, Parks

Re-Use certain buildings- keep silos (for historical significance and as an institution/ landmark for the community), office building, and possibly some of the mills

Major Design Features:

Mixed-Use: condos and hotel catering towards medical district, and train car restaurant street-level retail including a police substation to curb neighborhood 'activities' create a barrier between railroad, re-use silos for amusement (indoor recreation/ theme park), satellite college campus, add parks and outdoor amphitheater

Neighborhood Design Concepts:

revitalize single family dwellings in area, revitalize street connections in area, especially 16th, Enterprise, and connection at North Grand add connecting bike trails and covered bus stop at 15th and Enterprise revitalize old parking lots to a connecting park system (no basketball hoops)

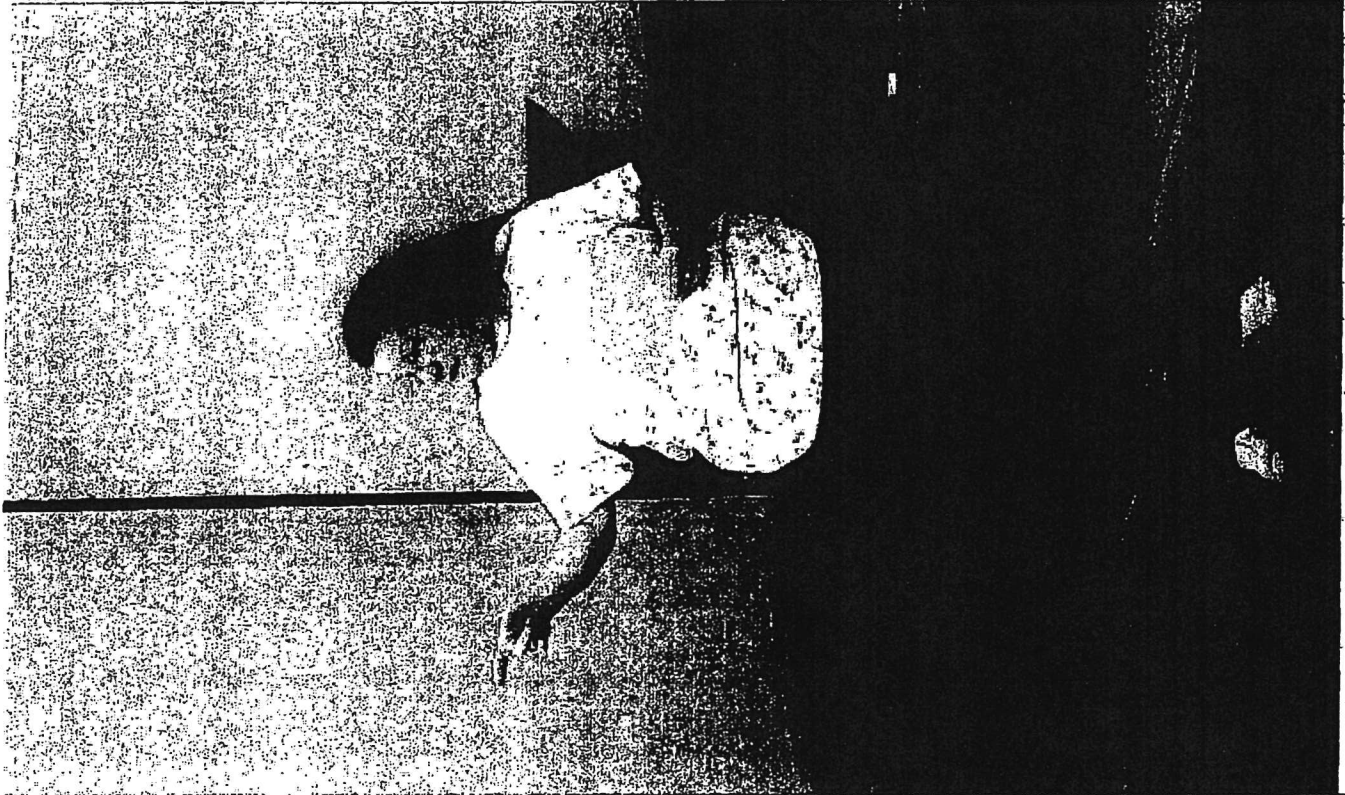
	Weak Strong									
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Community Related Solution	1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10
Mills	1	2	3	4	5	6	7	8	9	10
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10

Required Zoning:

able to alter structure of silos, remove hazardous materials

Notes:

despite ties to the neighborhood, it was widely agreed upon that the site has become and eyesore and the majority of the site should be demolished- however no changes will take root unless the surrounding area is revitalized as well



Team Pink

Facilitator:

Stacey Wehe

Team Leader:

Diane Keller

Team:

Shane Overby

Brad Warren

Suzie Weissberg

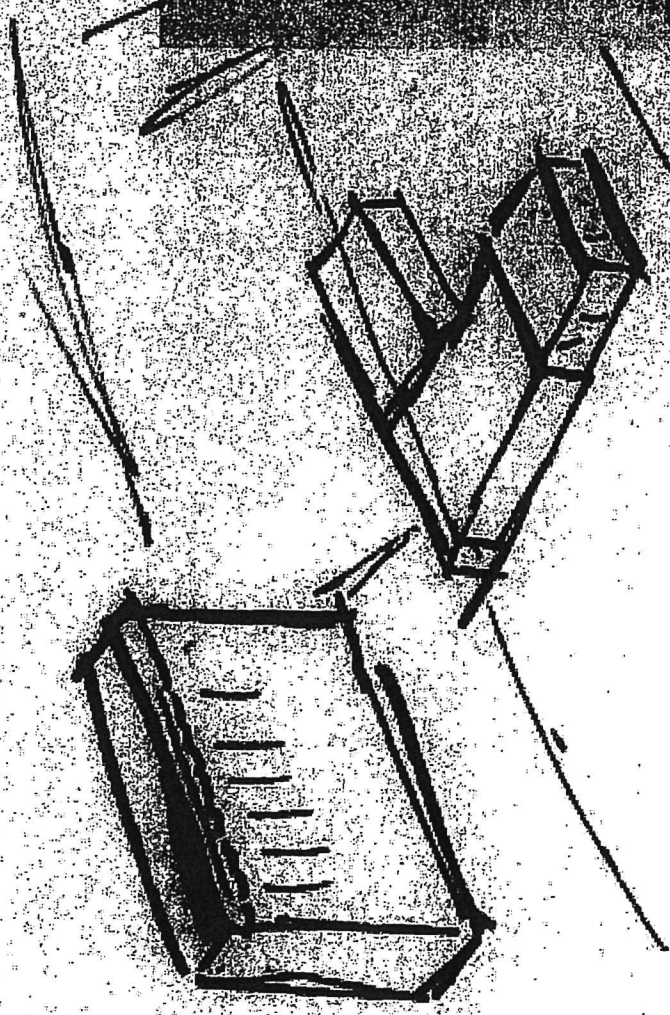
Kirsten Landers

William M Norris

Chuck Rose

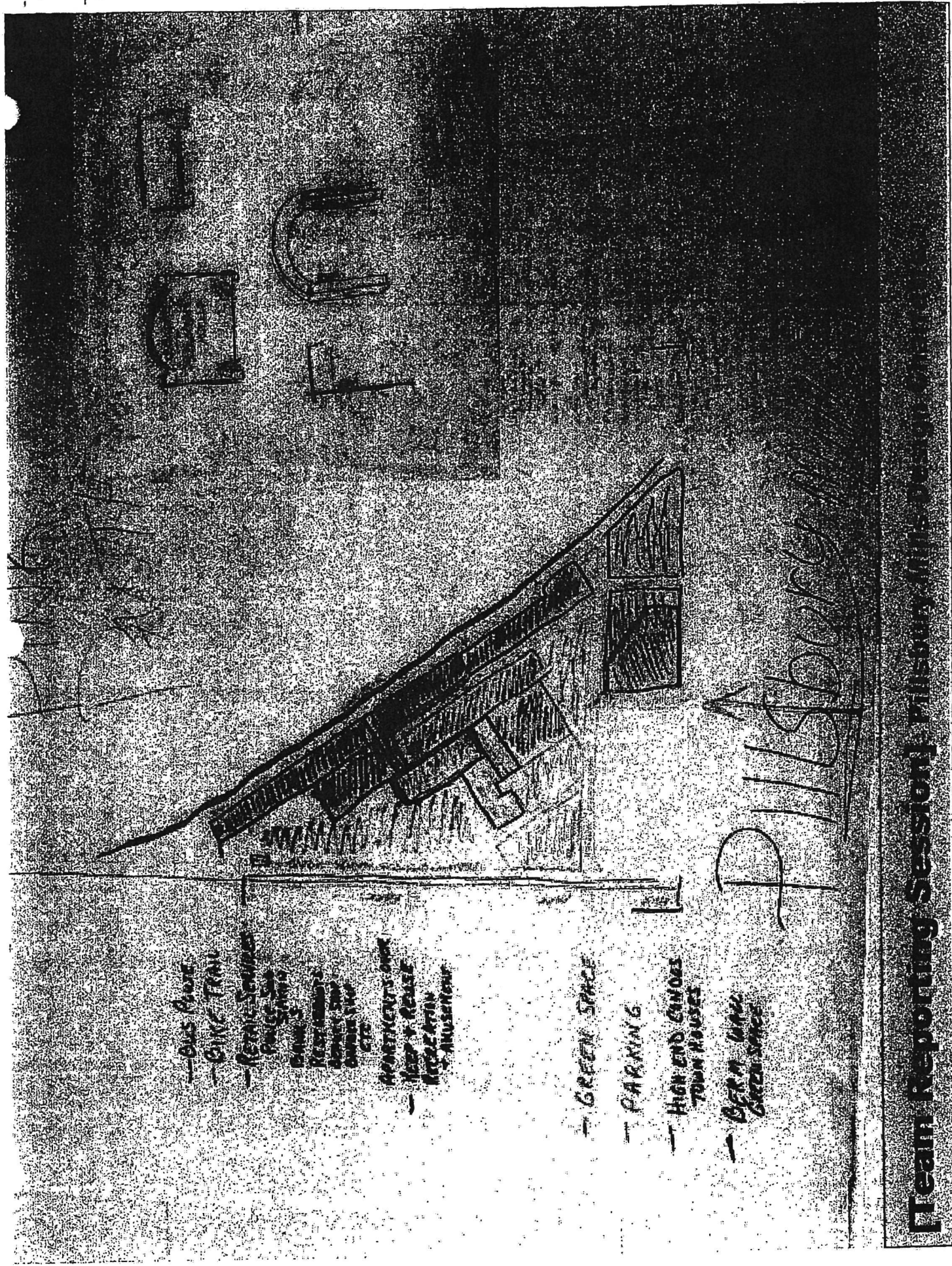
[Team Reporting Session] Pillsbury Mills Design Charrette

1000



Dismissed to
 10:00

Team Reporting Session, 11:00 AM



Team Reporting Session: Milson

Design Team Report

Project Name: Pillsbury Flower Garden
 Project Type: Mixed-Use
 Project Description: _____

Square Footage: _____
 LEED™ Rating: Certified

Major Sustainable Design Features:
Green Roofs, Bioswales, Daylighting, Rainwater Harvesting, Solar Power, PerVIOUS
 Pavement, Building Re-Use

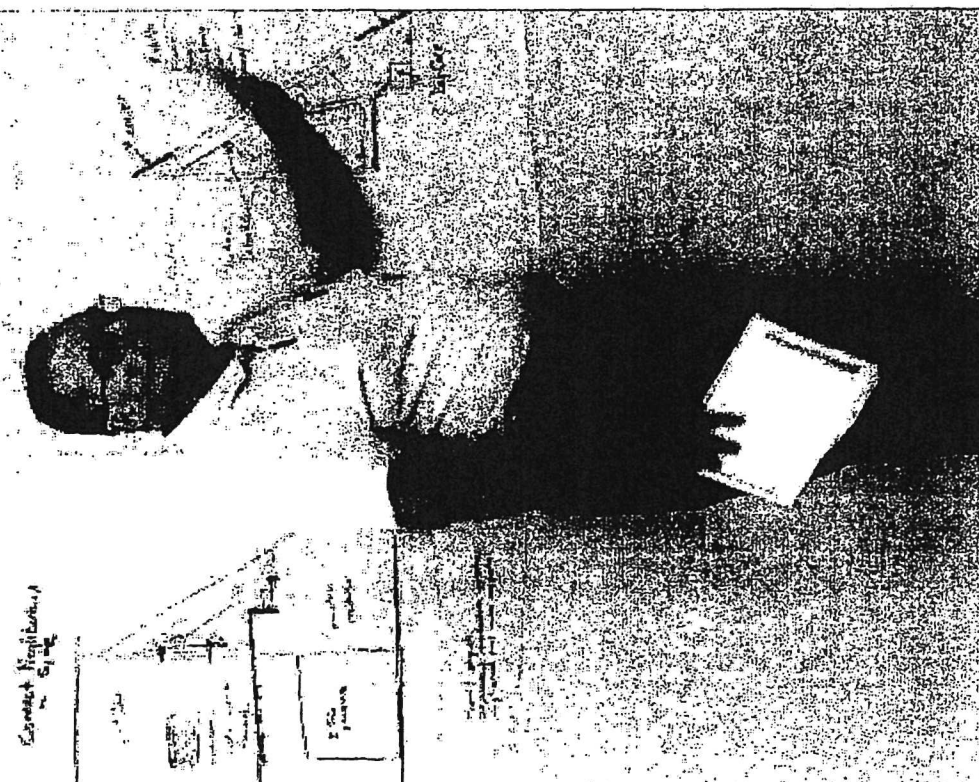
Major Design Features:
Historic Restoration, Day Care, Skate Park, Garden Area, Maintaining barrier to
 Railroad Tracks, Recreational Space, Rooftop Restaurant, Incorporate Parking
 Garage into existing structure

Neighborhood Design Concepts:
Neighborhood/Community orientated, foot traffic friendly, incorporating into
 existing neighborhood

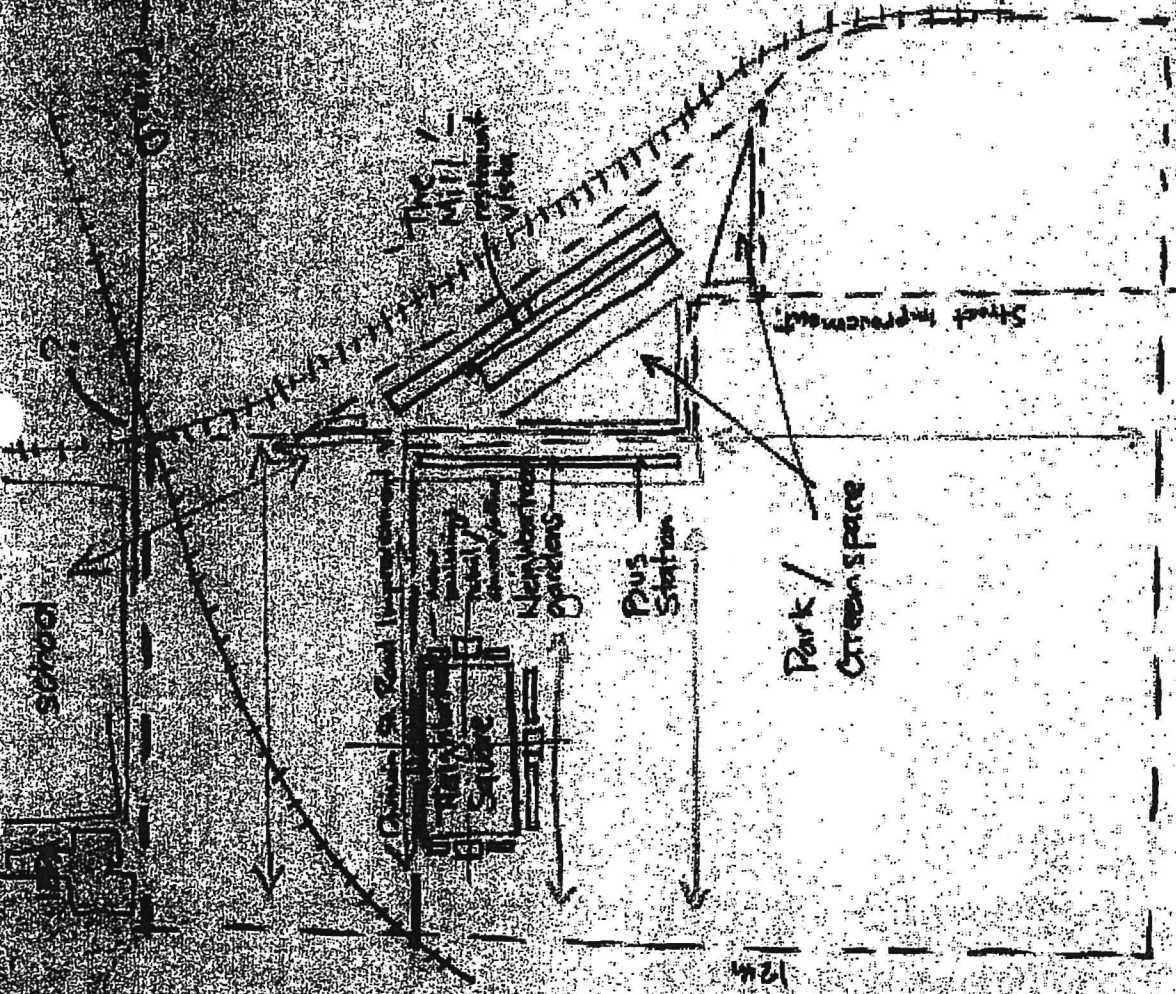
	Weak										Strong									
Community Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Mills	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10

Required Zoning: _____
 Assumptions: possibility of mixed-use

Notes: _____



[Team Reporting Session] Pillsbury Mills Design Charrette



[Team Reporting Session] Pilsbury Mills Design Charrette

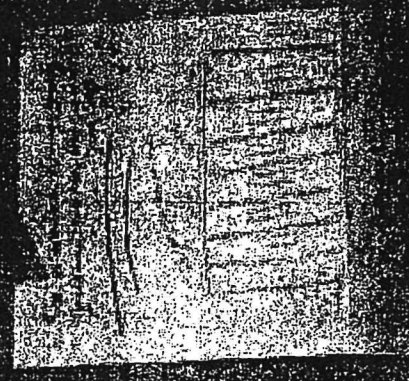
Team Yellow

Correct side



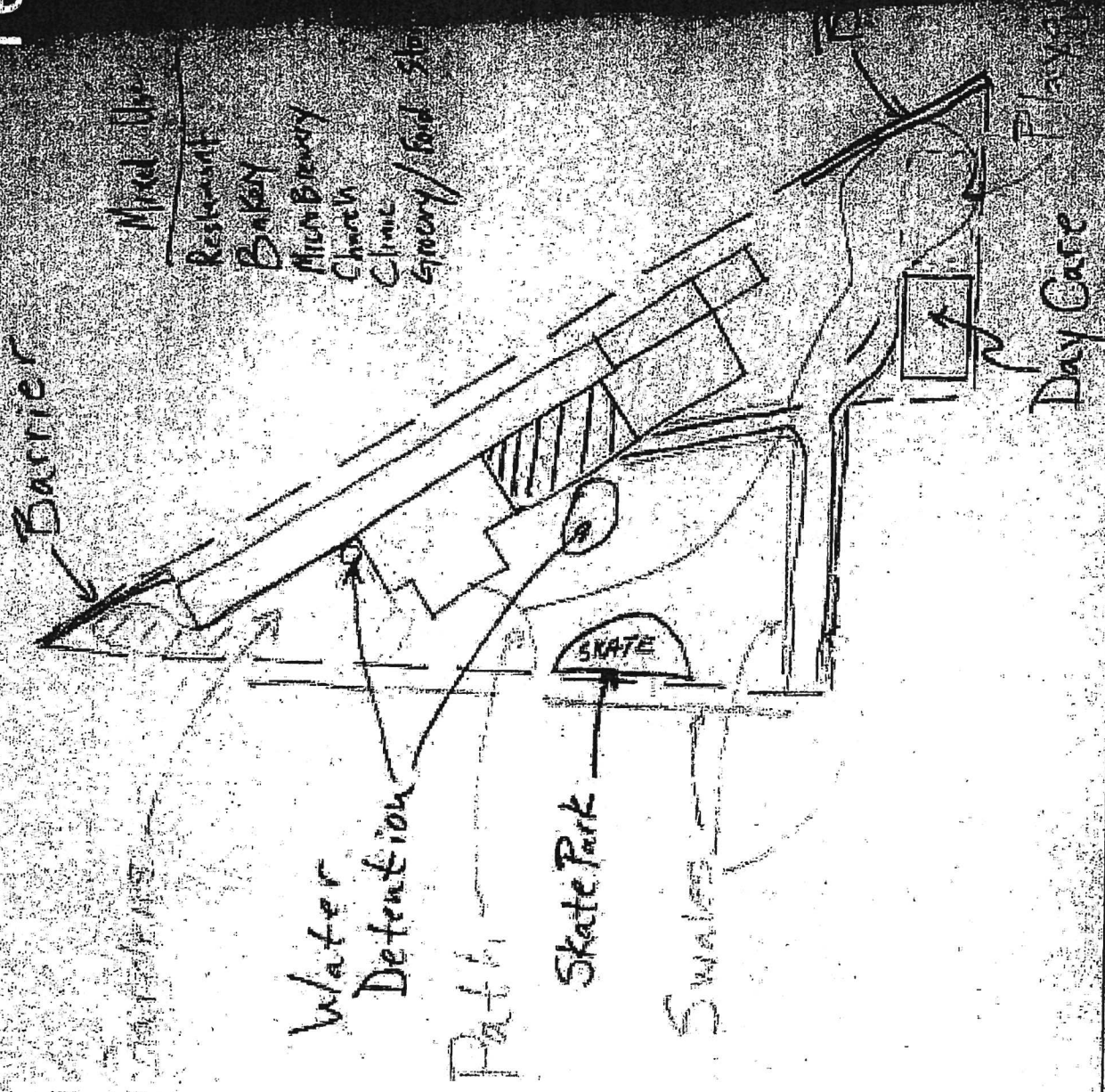
Yellow

old
plans



Team Reporting Session

Team Yellow



[Team Reporting Session] Pillsbury Mills Design Charter

Summary

- Stabilize neighborhood to entire development – community oriented development
- Ideas to incorporate:
 - housing for medical district, parking garage, daycare, skate park, recreation space, rooftop restaurant, microbrewery, playground, bakery, church, clinic, grocery store
- Concerned about bringing more industry to the site
- Concerned about ability to bridge gap between city funding and needed grants and other investments

Addendums Following Strategy Session

None

[Team Reporting Session] Pillsbury Mills Design Charrette

Summary

- Utilize site to aid in revitalization of neighborhood [Union Station Concept mentioned]
- Ideas to incorporate: [no industrial- will continue cycle and leave neighborhood eventually]
 - Shops: dinner, beauty shop/barber, deli, craft, bank, exercise, dance studio
 - Offices: doctor, dentist, attorneys
 - Entertainment: outdoor amphitheater, recreation for children, movie theater
 - Police Substation
 - Neighborhood Meeting Hall
 - Small apartments [‘slumlords’ taking over neighborhood- over 47% of residents forced to rent- need reasonably priced housing in area]

Addendums Following Strategy Session

- More concerned about railroad property bordering the site
- Still adamant about retaining green space within the site
- Original concept based on a developer interested in long-term rehab- but will demolishing the site attract a developer that is concerned with the neighborhood’s longevity and rehabilitation?
- Believe city should retain ownership over site- would like information on a mechanism for the city to control the property
 - Possibility of a charitable organization (Pillsbury Neighborhood Association in process of becoming a 501(c)3) gaining any control over/influencing the future of the site

Design Team Report

Team Orange

Project Name: Mill District

Project Type: Re-Use

Project Description: Mixed Use Development

Square Footage: 774,000+

LEED™ Rating: Platinum

Major Sustainable Design Features:

Green Roof, gray water system, storm water treatment system, windmill, geothermal, other alternative energy

Major Design Features:

medical, residential, commercial, retail, green space

Neighborhood Design Concepts:

neighborhood improvement will begin and phase in

	Weak										Strong									
Community Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Mills	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10

Required Zoning:

Assumptions: will require variances- site specific

Notes:

Ideas to implement: police substation, U of I satellite campus, health center, pool, track, sports complex, movie theater, green belt through complex, community garden turn trolley line into a promenade

Team Reporting Session

Pillsbury Mills Design Charrette

Summary

- Initial neighborhood improvement vital to site, phase in development of site after neighborhood revitalization takes root
 - Green belt through site, community garden
 - Promenade through old trolley line
 - U of I satellite campus
 - Health center, pool, community center
- Provide better connections/access to city at large

Addendums Following Strategy Session

- After hearing about environmental concerns they removed all housing on site because of concern for chlorinated products in the ground
 - Also added concrete and questioned their ponds; water quality issues (walk up to pond as opposed to down to avoid runoff)
- Concern about using site for agricultural education because of chlorine issues
- Engineered barriers are a big factor- need to use them creatively

New idea: no place to swim in central Illinois in the winter- maybe an indoor center and health complex aquatic

Design Team Report

Team Purple

Project Name: Springfield of Dreams
 Project Type: Light Industry (Recycling/Biodiesel Plant)

Project Description:

Square Footage:

LEED™ Rating: Gold

Major Sustainable Design Features:

Daylighting

Re-Use Materials

Stormwater

Major Design Features:

Tear it all down - build a Recycle/Biodiesel Plant

Neighborhood Design Concepts:

Create jobs to upgrade neighborhood

Medical district to service

	Weak	1	2	3	4	5	6	7	8	9	Strong
Community Related Solution		1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution		1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos		1	2	3	4	5	6	7	8	9	10
Mills		1	2	3	4	5	6	7	8	9	10
Warehouses/Offices		1	2	3	4	5	6	7	8	9	10

Required Zoning:

Assumptions:

Significant public and private support

Notes:



Team Purple



Facilitator:

Todd Wilson

Team Leader:

Bob Duvall

Team:

Greg Hummel

Gene Puschel

Allen Webb

Larry Eastep

Melissa

Helpingstine

[Team Reporting Session] Pillsbury Mills Design Charrette

Pillsbury Mills District

LEED Scorecard

Certified 49 to 52 points Silver 53 to 59 points Gold 60 to 69 points Platinum 70 or more points

ID	P	S	G	PL
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helmut.volkhase

[Team Reporting Session] Pillsbury Mills Design Charrette

Pillsbury Mills District

LEED Scorecard

Certified 49 to 52 points Silver 53 to 59 points Gold 60 to 69 points Platinum 70 or more points

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helmut.volkhase

Team Purple

Summary

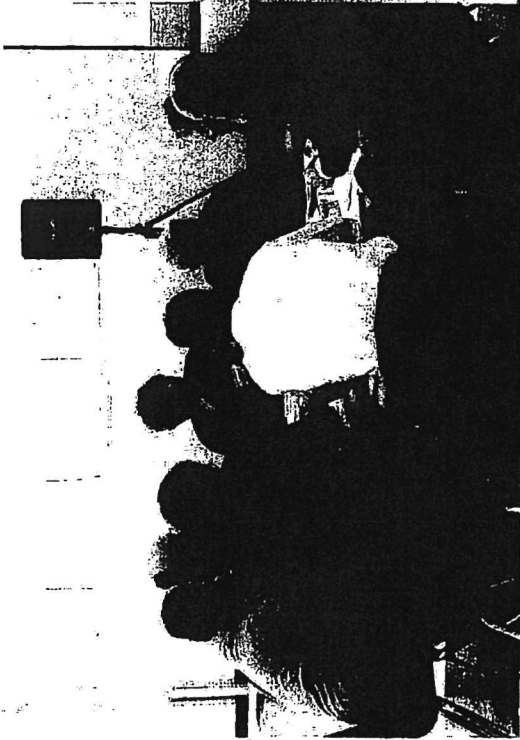
- Transform site to light industry
 - Recycling Plant/Biodiesel Plant
 - Will use existing rail lines
 - Will draw businesses to area
 - Will create jobs/upgrade neighborhood

Addendums Following Strategy Session

None

[Team Reporting Session] Pillsbury Mills Design Charrette

Team Green



Facilitator:

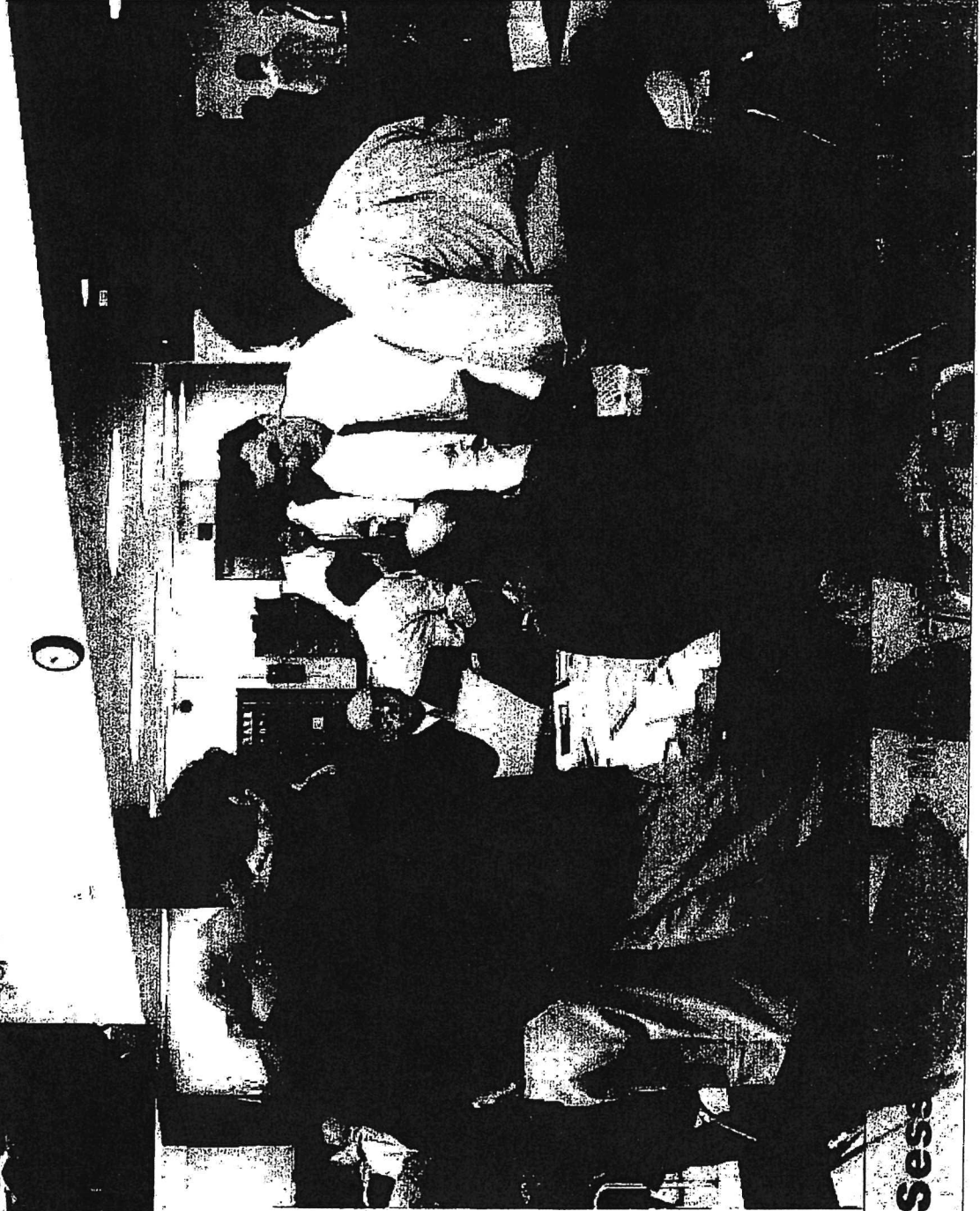
Mr. [Name]

Team Leader:

Mr. [Name]

Team:

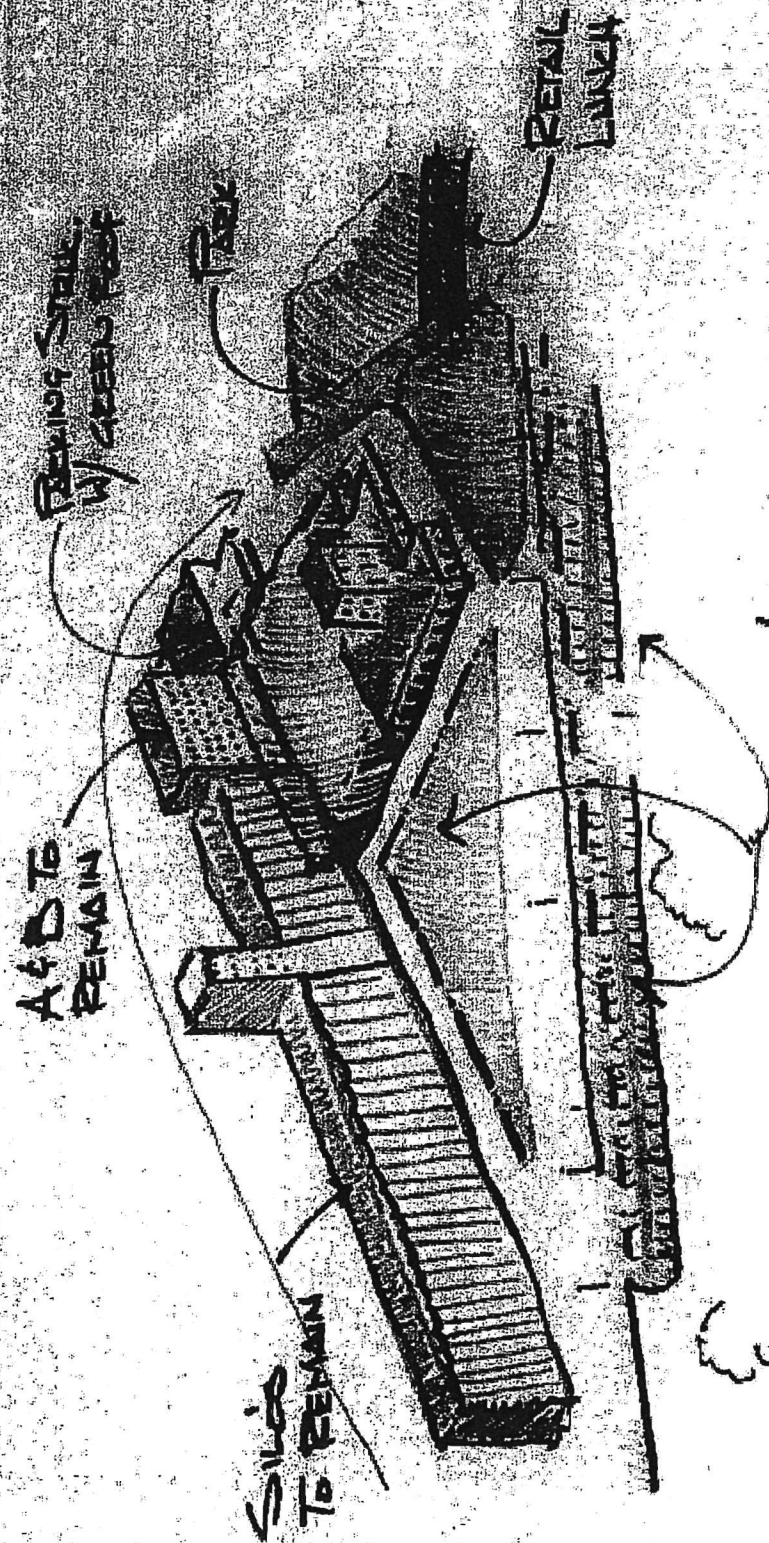
- Mr. [Name]
- Mr. [Name]
- Mr. [Name]
- Mr. [Name]
- Mr. [Name]
- Mr. [Name]
- Mr. [Name]



[Team Reporting Session]

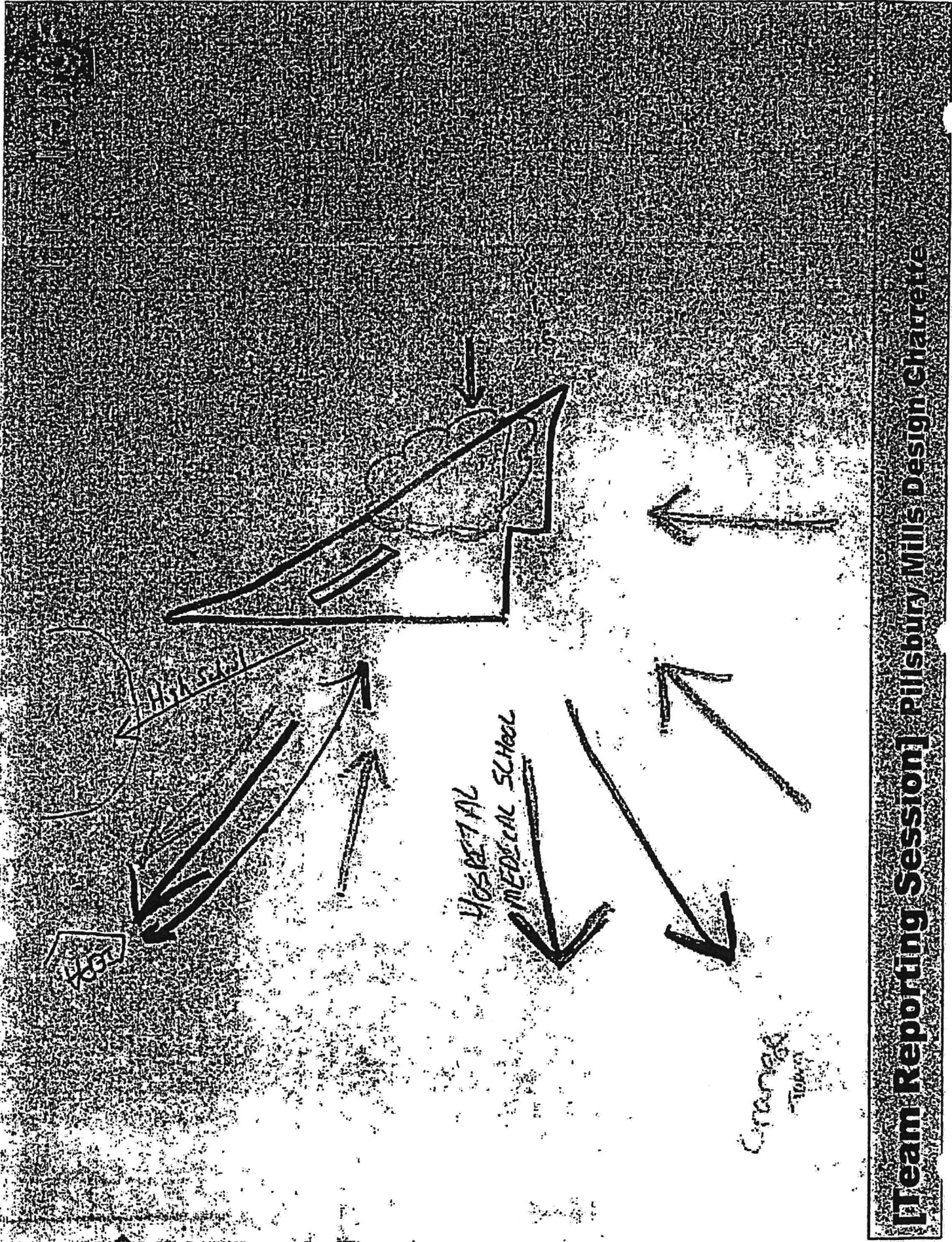
Team Green

PILLSBURY / CARROLL PENNSYLVANIA
CENTER

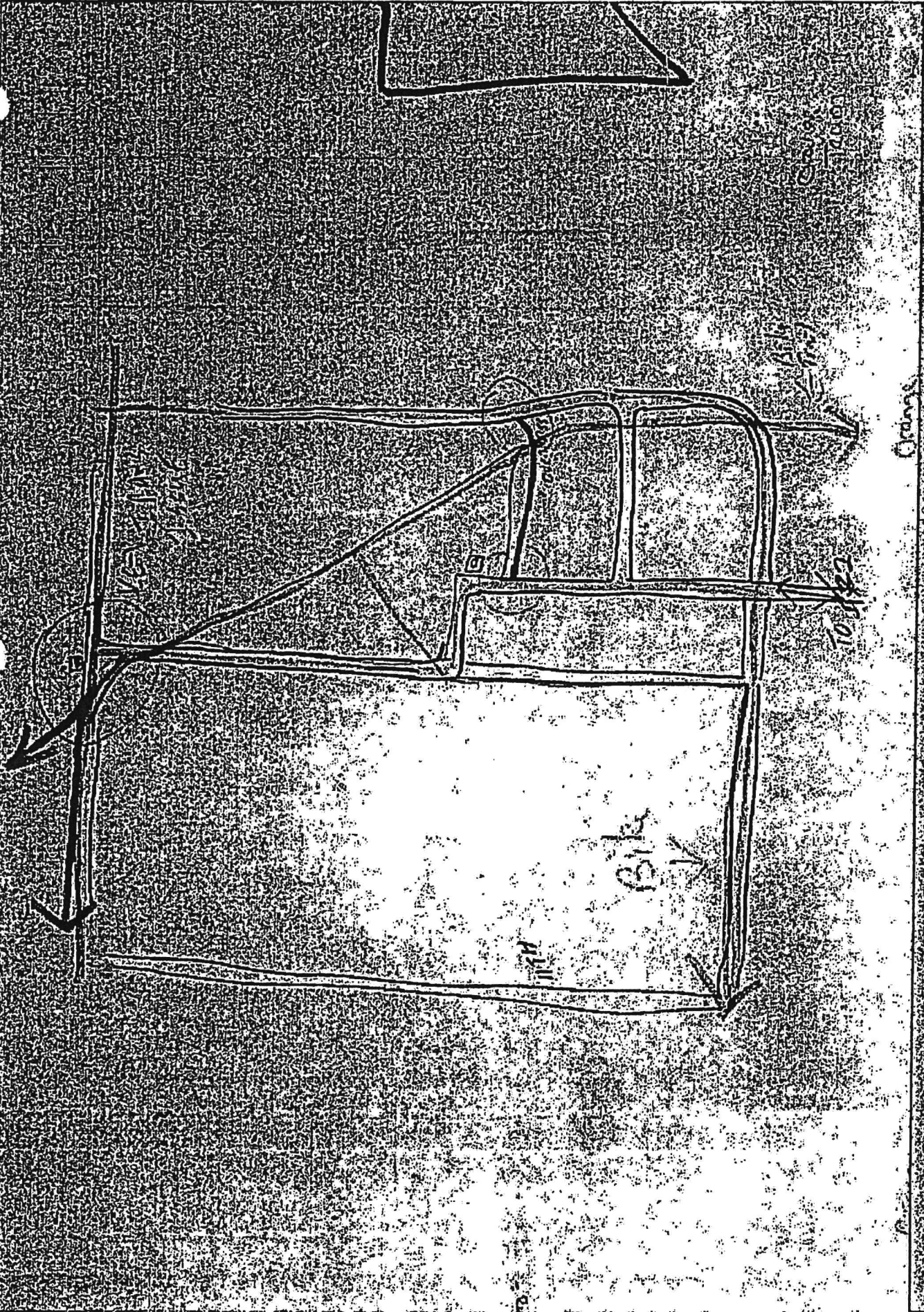


80 PARKING / GREEN SPACE
 (≈ 250 SITE PARKING SPACES PRO'D)
 (45,000^{sq} DEVELOPMENT (RECONSTRUCTION)
 DOES NOT INCLUDE SILOS)

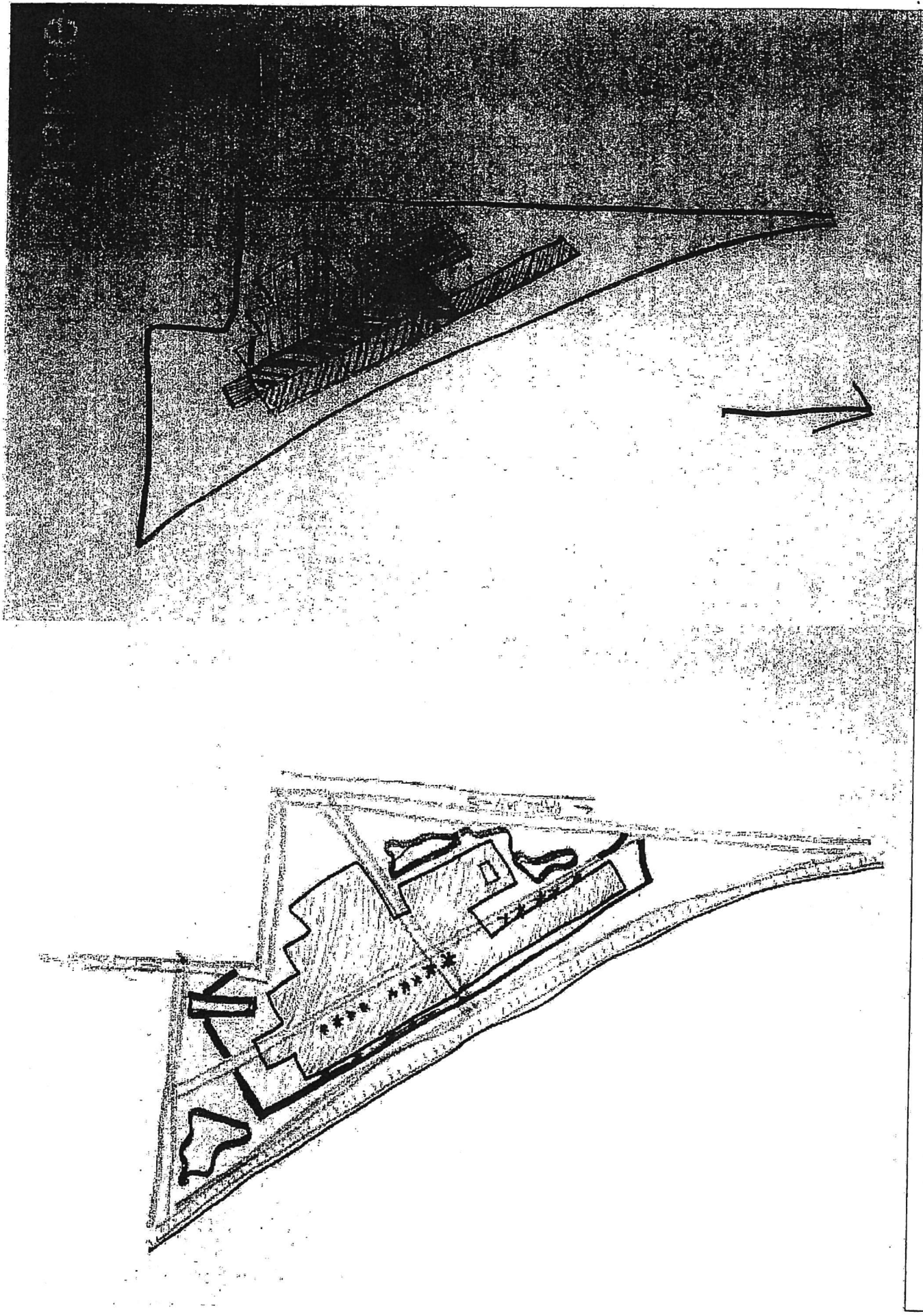
[Team Reporting Session] Pillsbury Mills Design Charrette



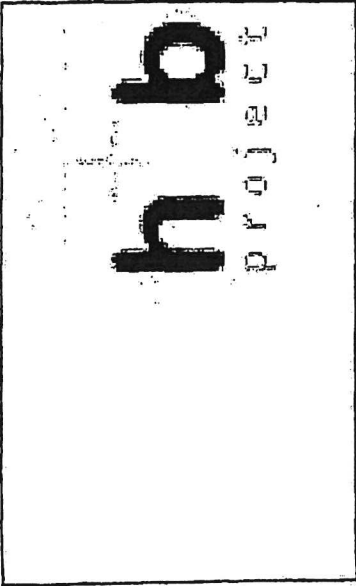
[Team Reporting Session] Pillsbury Mills Design Charrette



[Team Reporting Session] Pillsbury Mills Design Charrette



[Team Reporting Session] Pillsbury Mills Design Charrette



Design Team Report

Team H + B

Project Name: Pillsbury Mills Center

Project Type: Mixed-Use

Project Description: Adaptive Re-Use of Existing Silos, Mills, and Office (Warehouses to be demolished)

Square Footage: _____

LEED™ Rating: Gold

Major Sustainable Design Features:
Adaptive Re-Use of Buildings, Green Roofs, Bioswales, Rainwater Harvesting, Daylighting, Green Materials, Native Landscaping, and Water & Energy Efficiency

Major Design Features:
 Provide sense of Identity and Focus for the neighborhood while also providing a destination point for the Community and Tourist Industry. Silos and buildings along tracks help as a buffer against noise, while the passage between the silos and mill buildings would act as the main promenade linking all uses contained within the site.

Neighborhood Design Concepts:
 Revitalization of the surrounding neighborhood through targeted infrastructure improvements by the city of Springfield. Improvements include neighborhood identification through signage, landscaping and entry destination, natural stormwater management through a comprehensive bioswale system and incentives for native landscaping and rainwater harvesting as well as lighting improvements and sidewalk and traffic calming to promote walkability and safe routes to school for local children.

	Weak									Strong										
Community Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Neighborhood Related Solution	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Historic Significance: Silos	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Mills	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
Warehouses/Offices	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10

Required Zoning: _____

Assumptions:
 structural capabilities of silos unknown- is it possible to create openings in them?
 will it be feasible to curb health concerns/known problems in existing site?

Notes:
 What we do not want to see: strip club, bar, industry, office park, gas station
 What we would like to see: bank, branch office, park (outdoor/recreation), local farmers market, transportation hub, grocery, café, restaurant, movie theater

Team:
 Dan Hellmuth
 Ralph Bicknese
 Todd Wilson
 Ron Finney
 Stacey Wehe

[Team Reporting Session] Pillsbury Mills Design Charrette

LEED™ Scorecard Team H + B

Pillsbury Mills District

LEED Scorecard

Certified 20 to 22 points Silver 23 to 24 points Gold 25 to 29 points Platinum 30 to 39 points

Prerequisite	Y	N	Score
1.1	Y		1
1.2	Y		1
1.3	Y		1
1.4	Y		1
1.5	Y		1
1.6	Y		1
1.7	Y		1
1.8	Y		1
1.9	Y		1
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1.14	Y		1
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1.39	Y		1
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1.41	Y		1
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1.43	Y		1
1.44	Y		1
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1.86	Y		1
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1.94	Y		1
1.95	Y		1
1.96	Y		1
1.97	Y		1
1.98	Y		1
1.99	Y		1
1.100	Y		1

Pillsbury Mills District

LEED Scorecard

Certified 20 to 22 points Silver 23 to 24 points Gold 25 to 29 points Platinum 30 to 39 points

Prerequisite	Y	N	Score
2.1	Y		1
2.2	Y		1
2.3	Y		1
2.4	Y		1
2.5	Y		1
2.6	Y		1
2.7	Y		1
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2.94	Y		1
2.95	Y		1
2.96	Y		1
2.97	Y		1
2.98	Y		1
2.99	Y		1
2.100	Y		1

Pillsbury Mills District

LEED Scorecard

Certified 20 to 22 points Silver 23 to 24 points Gold 25 to 29 points Platinum 30 to 39 points

Prerequisite	Y	N	Score
3.1	Y		1
3.2	Y		1
3.3	Y		1
3.4	Y		1
3.5	Y		1
3.6	Y		1
3.7	Y		1
3.8	Y		1
3.9	Y		1
3.10	Y		1
3.11	Y		1
3.12	Y		1
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3.14	Y		1
3.15	Y		1
3.16	Y		1
3.17	Y		1
3.18	Y		1
3.19	Y		1
3.20	Y		1
3.21	Y		1
3.22	Y		1
3.23	Y		1
3.24	Y		1
3.25	Y		1
3.26	Y		1
3.27	Y		1
3.28	Y		1
3.29	Y		1
3.30	Y		1
3.31	Y		1
3.32	Y		1
3.33	Y		1
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3.35	Y		1
3.36	Y		1
3.37	Y		1
3.38	Y		1
3.39	Y		1
3.40	Y		1
3.41	Y		1
3.42	Y		1
3.43	Y		1
3.44	Y		1
3.45	Y		1
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3.47	Y		1
3.48	Y		1
3.49	Y		1
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3.51	Y		1
3.52	Y		1
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3.57	Y		1
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3.60	Y		1
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3.72	Y		1
3.73	Y		1
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3.76	Y		1
3.77	Y		1
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3.80	Y		1
3.81	Y		1
3.82	Y		1
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3.84	Y		1
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3.91	Y		1
3.92	Y		1
3.93	Y		1
3.94	Y		1
3.95	Y		1
3.96	Y		1
3.97	Y		1
3.98	Y		1
3.99	Y		1
3.100	Y		1

Pillsbury Mills District

LEED Scorecard

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Prerequisite	Y	N	Score
4.1	Y		1
4.2	Y		1
4.3	Y		1
4.4	Y		1
4.5	Y		1
4.6	Y		1
4.7	Y		1
4.8	Y		1
4.9	Y		1
4.10	Y		1
4.11	Y		1
4.12	Y		1
4.13	Y		1
4.14	Y		1
4.15	Y		1
4.16	Y		1
4.17	Y		1
4.18	Y		1
4.19	Y		1
4.20	Y		

Summary

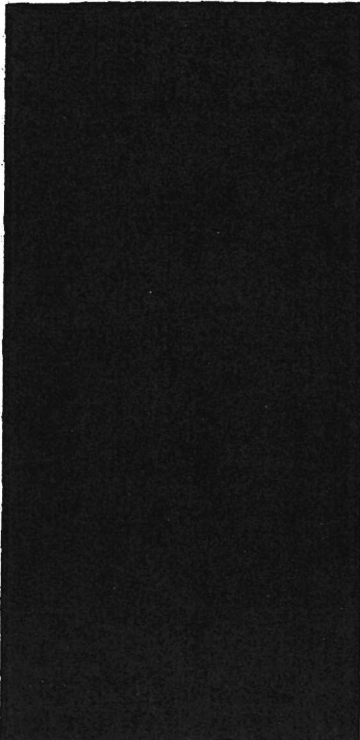
- Important to recognize historic significance of silos and mill buildings. Structures also have a strong identity and memory in the surrounding neighborhood.
- Historic Preservation Tax Credits may help fund project.
- Mixed-Use strategy takes into account potential neighborhood needs such as:
 - Transit hub
 - Community Center / Recreation Center
 - Retail / Service Needs
 - Education Center
- As well as community needs such as:
 - Housing
 - Integrating Center
 - Office / Industrial Park
 - Research Center

General Comments After The Re-Use Strategy Session

- The Session focused on one approach to the redevelopment of the site which made the assumption that total demolition and remediation of the site was necessary to remove perceived development impediments.
- The role of Cargill in the process as well as the city of Springfield was discussed which widened possibilities on issues of site cost and pre-project costs.
- The cost of demolition, cost of abatement, and difficulty of using existing buildings were looked at from the perspective of attracting one large industrial developer.
- Discussion followed on how to structure a mixed use strategy especially from the teams focusing on the adaptive re-use of some of the buildings. In this scenario, a developer specializing in mixed use projects could also be attracted by preparing the site to a lesser extent than total demolition. In this case the most important buildings could be stabilized and the site remediated. The city could also play a role in the pre-development of the site to the extent necessary to attract this type of developer.
- There would also be an opportunity for the city to champion this type of project, secure ownership, and prepare the site to the extent necessary and serve as the site developer themselves through a district entity.

**Brownfield Redevelopment Strategy
FINAL REPORT**

**EXHIBIT C – Summary of September 30, 2005 Pillsbury Mills District Reuse
Strategy Session**



Summary of September 30, 2005 Pillsbury Mills District Reuse Strategy Session

Moderator:

Paul W. ...
Bell Boyd & Lloyd

Panel Members:

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... of ...

...
... of ...

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... of ...

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... of ...

Summary of Pillsbury Mills District Reuse Strategy Session

Highlights of Reuse Strategy Session

- Reuse strategy session identified the following:
 - Barriers and assets for Property redevelopment
 - Key issues facing Municipality, Developer and Community
 - Perspective of key stakeholders
 - Process of deal making
 - Reality check for proposed end uses

Reasons why is the Property Not Developed

- Project requires significant public sector involvement
 - Stakeholder Identification
 - "Gap" Analysis
 - Factual audit
 - Legal audit
 - Political audit
 - Public money
 - Municipal commitment

Potential Stakeholders

- Identify all interested parties
 - Municipality
 - Redevelopers
 - End users
 - Elected officials
 - Federal, state and local government officials
 - Community members
 - Other interest groups

Summary of Pillsbury Mills District Reuse Strategy Session

Identify and Mitigate Barriers to Redevelopment

- Identify barriers
 - Factual audit
 - Legal audit
 - Political audit
- Find ways to mitigate barriers
 - TIF
 - Brownfields grants
 - Early investors
 - Property control
 - Redevelopment Plan
 - Public-Private partnership

Vision for the Future

- Identify a potential end use(s) of the Property
- Perform self-critical analysis of end use(s)
 - Is the proposal realistic?
 - Can the market support the proposed end use?
- Identify likely off-takers?
 - Companies utilizing industrial assets of the Property
 - Developers after demolition of existing infrastructure

Implementing the Vision(s)

- Every project requires a champion
 - Display commitment
 - Take initial actions
 - Provide initial funding

Summary of Pillsbury Mills District Reuse Strategy Session

Municipality is the Project Champion

- Controls the reins to sources of public funding
 - TIF
 - Brownfields grants
 - Other public monies
- Enables redevelopment
 - Induce Property Owners to act
 - Obtain access to Property
- Creates certainty in the regulatory process
 - Zoning
 - Infrastructure
 - Local and Regional Development Plans
- Levels the playing field between Greenfield and Brownfield redevelopment

Entice the Developer

- *Developers follow the money/incentives*
- Developers have limited resources and competition with other developers/projects
 - Looking for the most attractive investment
 - Looking for the best economic deal
- Developers need to know that risks can be managed
- Developers need to have project completed on a date certain

Summary of Pillsbury Mills District Reuse Strategy Session

Primary Considerations of the Municipality

- Identifying a developer with a proven track record
- Addressing competing interests within the municipality
- Developing a success story
- Finding the appropriate incentive package
- Addressing community concerns
 - Jobs
 - Safety
 - Livability

Primary Considerations for the Developer

- Securing deal exclusivity
- Defraying substantial upfront expenditures
- Finding an end user
- Negotiating simultaneously with municipality and end user
- Establishing fixed time for development
- Obtaining political/community support for the Project

Summary of Pillsbury Mills District Reuse Strategy Session

Negotiating a Partnership – the Common Ground

- Municipality and Developer share common goals
 - Redeveloping property for productive use
 - Sharing risks
 - Sharing rewards
- Municipality and Developer can form a Public-Private partnership to achieve their common interests

“Let’s Get Together” – Closing the Deal

- Letter of Intent/Term Sheet
 - Form a legally binding commitment
 - Requires parties to negotiate in good faith toward a Redevelopment Agreement
 - Outlines key Project goals
 - Outlines key financial provisions
 - Sets the framework for a task loaded schedule
- Redevelopment Agreement
 - Based on detailed Term Sheet
 - Refines obligations of Municipality and Developer
 - Limits the risks and liabilities of each party
 - Defines with certainty procedural mechanisms of redevelopment
- Joint Venture Agreements/Other Agreements

Summary of Pillsbury Mills District Reuse Strategy Session

Partnership Action Items

- Publicly owned 5%
- Municipality obtains and provides public sources of funding
- Developer provides additional capital for redevelopment/reuse of the Property
- Municipality/Developer actively market the Property and Study Area to potential end users
- Municipality assists potential end user in obtaining additional sources of funding
- Developer and end user reach agreement on further use at the Property

Principles to Keep in Mind

- Redevelopment of the Property is iterative rather than linear
- Ideas and strategies will change and adapt
- Beginning of a long term effort and commitment

Recommendations

- Initial Phase - Harness the Momentum from the Charrette/Reuse Strategy Session
 - Firm-up municipal support for the Project
 - Begin discussions with Property Owner
 - Look for Brownfield Grants from IEPA/U.S. EPA
 - Perform comprehensive political/legal/factual audit
 - Identify sources of public funding
 - Identify a realistic vision for the Property - demolish the buildings
 - Examine the universe of potential stakeholders
 - Anticipate 12-18 months for this phase

Next Steps

- Market the end use vision
- Market the package of financial incentives
- Perform reality check on end use vision
- Gauge community support for the vision
- Secure a developer
- Identify synergies with Medical District
- Anticipate 18-36 months for this phase

For further information

For further information contact:

Thor Ketzback

t. 312-807-4437

f. 312-827-1298

tketzback@bellboyd.com

Greg Hummel

t. 312-807-4253

f. 312-827-8011

ghummel@bellboyd.com

Mike Ohm

t. 312-807-4216

f. 312-827-8142

mohm@bellboyd.com

Bell, Boyd & Lloyd LLC
70 West Madison Street
Chicago, Illinois 60602
t. 312-372-1121
f. 312-827-8000

Bell, Boyd & Lloyd PLLC
1615 L Street, N.W.
Washington, D.C. 20036
t. 202-466-6300
f. 202-463-0678

www.bellboyd.com

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