

CITY OF ROCK ISLAND HERITAGE RESOURCES PLAN



ADOPTED BY CITY COUNCIL
SEPTEMBER 19, 2016

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INTRODUCTION

INTRODUCTION

In 2015, the City of Rock Island, in collaboration with Rock Island citizens and stakeholders, initiated an eight-month process to create the community's first Heritage Resources Plan. The Plan comes at a time when the Quad Cities region has emerged from one of the more significant economic recessions in recent decades with many Midwestern legacy cities like Rock Island seeking ways to encourage growth and economic development while preserving and maintaining the assets that make their communities distinct from others – assets that include traditional neighborhoods, downtown commercial districts, churches, schools and other heritage resources that contribute to a community's sense of place and quality of life. This Heritage Resources Plan is being created to provide a new strategic direction for historic preservation in Rock Island – one that builds on past preservation successes, strengthens public-private partnerships, and promotes more certainty in the roles preservation will play going forward in shaping Rock Island's built environment and economic vitality.

The historic preservation movement in Rock Island has had a long history. After the first state-sponsored surveys of Rock Island's historic structures and landmarks of the 1970s, early preservation efforts centered on creating neighborhood walking tours and promotional activities; by the 1980s, eight properties had already been listed in the National Register of Historic Places and an extensive community-wide survey and inventory of buildings had been completed. In 1980, the Rock Island Preservation Society was founded, reflecting a growing interest and concern among property owners on maintaining Rock Island's historic housing stock and in addressing community preservation issues in general (*Rock Island Residential Neighborhoods, 1835 - 1955: A Summary Report*, City of Rock Island Preservation Commission, 1998, page 6).

As early efforts focused on identifying historically and architecturally significant properties, the City, along with the Preservation Society and other partners, recognized that new tools would be needed to preserve and protect heritage resources. One such tool was the adoption of the Rock Island Preservation Ordinance in 1984, making Rock Island one of the first cities in Illinois to start a municipal historic preservation program, along with the cities and communities of Aurora, Evanston, Rockford, Quincy, Mt. Carroll, and Jacksonville. Rock Island would later become a Certified Local Government (CLG) in 1985.

Today, the City of Rock Island has one locally-designated historic district, Highland Park, and 80 Landmark buildings encompassing a variety of building types and architectural styles. In addition,



Downtown Rock Island



Old Main, Augustana College



Broadway Neighborhood

there are two National Register Districts, including the Broadway Historic District encompassing 550 mostly residential properties and Chippiannock Cemetery, the first cemetery to be listed in the National Register in Illinois. Although not within Rock Island's corporate boundaries, the Rock Island Arsenal, formally established in 1862, is also listed in the National Register. There are also 14 buildings in Rock Island that are individually listed in the National Register. The responsibilities of administering the Rock Island preservation program rests with the Rock Island Preservation Commission and staff within the City's Planning and Redevelopment Division, who oversee landmark designation proceedings, design review and various educational and outreach activities.

Interestingly, given the history and track record of preservation success in Rock Island, the community has not adopted nor implemented a comprehensive historic preservation plan, even though many district and neighborhood plans prepared by the City over the last three decades address preservation issues in different ways. Therefore, the process for preparing the Heritage Resources Plan represents a unique opportunity for the Rock Island community to assess the effectiveness of the current program, understand current issues and constraints to preservation, and consider a set of planning strategies and initiatives that address critical preservation planning concerns.

A heritage resources plan for Rock Island is an important opportunity for the community to address the following:

- Review and assess existing survey, inventory and documentation efforts, and prioritize future historic district and landmark designation efforts.
- Research and establish context statements for understanding, identifying, and evaluating the importance of heritage resources that promote Rock Island's unique character and sense of place, as well as tell the stories of the people who shaped the community's development.
- Update the Rock Island Preservation Ordinance to ensure clarity on City preservation procedures, design review and the make-up and operations of the Preservation Commission.



Rock Island Lines Depot

- Propose a program of ongoing community outreach, education and preservation advocacy that helps promote increased awareness of Rock Island’s heritage resources and stakeholder buy-in in the long-term preservation of the City’s landmarks and districts.
- Encourage use of existing incentives for historic preservation and consider the creation of new financial programs that facilitate property maintenance, rehabilitation, and adaptive use.
- Identify opportunities for advancing heritage tourism in Rock Island and for improving various historic sites, neighborhoods and districts as compelling places to visit.
- Explore ways in which local preservation advocacy groups can expand their capacity to undertake and participate in community preservation initiatives.
- Create an implementation strategy that prioritize specific actions to that change and strengthen the community’s historic preservation program.
- Establish a set of sound preservation planning goals and policies that are integrated within the City’s planning and community development initiatives.

ROCK ISLAND HISTORIC PRESERVATION CHRONOLOGY

The following is a general timeline of historic preservation efforts in the City of Rock Island since the late 1960s, when the National Register of Historic Places was established by the U.S. Congress in 1966, to the present.

- 1905: Rock Island County Historical Society established.
- 1969: Rock Island Arsenal listed in the National Register of Historic Places - the first heritage resource to be listed in Rock Island County.
- 1972: Denkmann-Hauberg House first property in Rock Island listed in the National register of Historic Places.
- 1972-1976: Illinois Historic Structures and Landmark Surveys conducted in Rock Island, undertaken by the Illinois Department of Natural Resources. Early preservation efforts also commence in Rock Island.



Queen Anne architecture, Broadway Neighborhood

- 1975: Old Main on the Augustana College campus listed in the National Register of Historic Places.
- 1981: Rock Island Preservation Society established.
- 1982: Rock Island Growth Corporation - predecessor to Renaissance Rock Island - formally established.
- 1984: City of Rock Island Historic Preservation Ordinance adopted; establishment of the Rock Island Preservation Commission.
- 1984: Local landmarking of heritage resources begins.
- 1984: First city-wide survey of heritage resources undertaken by Augustana College.
- 1985: Rock Island is designated a Certified Local Government.
- 1985: Highland Park Local Historic District designated.
- 1992: Broadway neighborhood "great unveiling" program starts.
- 1993: Residential Design Guidelines for Rock Island Historic Districts and Landmarks first created.
- 1997: The Downtown Rock Island Arts and Entertainment District accepted into Illinois Main Street Program.
- 1998: Broadway Neighborhood listed in the National Register of Historic Places.
- 1998: First 100 Most Significant Unprotected Structures List unveiled.
- 1999: Rock Island's Historic Residential Neighborhoods Summary Report completed by the Preservation Commission.
- 2009: Second 100 Most Significant Unprotected Structures List released.

HERITAGE RESOURCES AND HISTORIC PRESERVATION DEFINED

Heritage resources are buildings, sites, structures and landscapes of architectural, historical and cultural value. They are also places of economic activity, community identity and collective memory – places that tell the story of Rock Island. Historic preservation is the process of conserving heritage resources, managing appropriate change so that their character-defining features are maintained, finding means and methods for re-using them, and protecting them for the benefit of future generations.

BENEFITS OF HISTORIC PRESERVATION

Rock Island’s heritage resources are key elements to the community’s visual environment, economic diversity, environmental sustainability and overall quality of life. Historic preservation is also an effective tool for stabilizing and revitalizing downtowns and older neighborhoods, for attracting new homeowners and businesses, and for encouraging reinvestment in underlying infrastructure systems. It is for these reasons that many municipalities in Illinois and around the country have created and maintained local preservation programs, with adopted preservation ordinances, design review procedures and incentives for facilitating property preservation and adaptive use. The benefits of preservation are substantial and contribute to the local economy in the following ways:

- New jobs created when buildings are rehabilitated and occupied by new businesses.
- Stabilized and improved residential property values when historic districts are created and maintained.
- Diverse housing choices for new and existing households.
- Increased reinvestment in Rock Island’s Downtown district and adjacent neighborhoods.
- Additional arts and cultural-related activities generated in association with historic landmarks and districts.
- New heritage tourism assets.
- Conserved resources that reduce the environmental impact of new development.

REVITALIZING NEIGHBORHOODS

Historic homes contribute to a neighborhood’s identity and sense of place, an identity that is often quite distinct from newly-developed places from other parts of the community. They also contribute to a neighborhood’s diverse housing stock, providing opportunity for households with different income levels to live in more established neighborhoods close to schools, parks, and shopping areas and



Queen Anne architecture, Old Chicago Neighborhood

other community services and amenities. Landmark and district designations also have positive impacts on neighborhoods, often increasing property values significantly.

For example, in a 2011 study of property values in the local historic districts of four Connecticut communities experienced an average increase of four to 19 percent over a five-year period; in addition, in a “head-to-head” square-foot comparison of age and style of home, properties were worth more in the local historic district than those located outside (*Connecticut Local Districts and Property Values*, Connecticut Trust for Historic Preservation, 2011, page 3). Even in legacy communities of the Midwest, where neighborhoods have experienced population decline, local landmarks, historic districts, and conservation areas have played key roles in stabilizing neighborhoods, attracting new residents and prioritizing investments in new infrastructure, property rehabilitation, and infill housing. For instance, in Philadelphia, the city’s population increase of 8,400 people from the year 2000 to 2010 occurred mainly in its historic districts (Bertron, Cara, *Right Size, Right Place: A New Role for Preservation*, Gray Area Preservation and Provocateur Series, February 12, 2014).

REVITALIZING THE DOWNTOWN

Historic downtown districts are the most prominent places of shared memory – it is the place where the entire community shops at long-time family businesses, works at established companies and institutions, and plays in its parks and open space. Today, historic downtown commercial buildings provide affordable, flexible spaces for new businesses with upper stories providing adaptive use opportunities for new apartments and living spaces, allowing residents to live closer to their work, and shopping and entertainment options. Many communities have established and maintained long-running Main Street revitalization programs that have produced substantial reinvestment in buildings, businesses, and public infrastructure. In 2014 alone, Main Street programs across the country generated \$3.1 billion of downtown investment from both the public and private sector.

SUSTAINABILITY AND ENVIRONMENTAL BENEFITS

The U.S. Environmental Protection Agency has estimated that more than a third of landfill space is occupied by debris and materials from building demolition, and that it can take between 10 to 80 years for a new energy efficient building to overcome the climate change impacts created by new construction. Furthermore, buildings constructed before World War II are generally more energy efficient due to higher quality construction materials and construction methods. Sensitive

preservation and stewardship of historic buildings also maintains the “embodied energy” of the materials – the energy used to harvest, fabricate, transport and install the materials on the building rather than replacing them. Wood harvested from old growth forests and stone taken from local quarries were mainly used in the construction of the first and second generation homes and commercial buildings in most communities, materials that have proven to be more durable than most others being used today. If these materials are lost, the investment in the material’s embodied energy is also lost, generating significant new energy consumption in the material’s replacement. Therefore, rehabilitating and adaptively using a historic building promotes sustainable, environmentally-conscious community development.

BUILDING REHABILITATION

Several statewide economic impact studies have demonstrated that the number of jobs created through the rehabilitation of historic buildings compares favorably with the number of jobs created with new construction. For instance, a new construction project can expect to spend about 50 percent in labor and 50 percent in materials; in contrast, some rehabilitation projects may spend up to 70 percent in labor costs – labor that is often hired locally, which helps keep dollars within the local community (*The Economic of Historic Preservation: A Community Leader’s Guide*, Washington DC: The National Trust for Historic Preservation, 2014, p. 88). With the federal and various state historic preservation tax credit programs, building rehabilitation projects created an estimated 78,000 jobs in 2014 with 42 percent of the projects associated with new housing units, 18 percent for office use and another 25 percent for a variety of other commercial purposes. Since 1976, the federal tax credit program has generated more than \$73 billion in the rehabilitation and adaptive use of income-producing properties. The tax credit programs enable rehabilitation projects to provide affordable space for new and existing businesses, which in turn helps build and diversify the local economy.

HERITAGE TOURISM

Heritage travelers visit historic sites and attractions to experience authentic places, including the heritage resources that make up such places. Heritage resources also serve as the “backdrops on the stage” that allow the stories of the place to be told. Heritage tourism is the fastest growing sector of the tourism industry; heritage travelers often stay longer and spend more on trips than other tourists. According to the *U.S. Cultural and Heritage Traveler Study*, 78 percent of all U.S. travelers visit a historic site, spending on average \$900 per trip and contributing more than \$192 billion annually to the U.S. economy. In addition, more than two-thirds of heritage tourists visit a historic site while traveling; 30 percent often visit a historic neighborhood.

THE NEW ECONOMY

Many cities recognize today that historic downtowns and neighborhoods define a community's special sense of place, which can be key to attracting workers in today's creative industries – industries that are chiefly concerned with the use of information and knowledge in the production of goods and services. These industries include the architecture and design fields, fashion and film-making, publishing, the performing arts, arts and crafts, and technology and software development. With the advent of the internet and other technologies, creative industries and their workers can locate almost anywhere but most often select places with a high quality of life, exceptional livability factors, walkability and character-rich environments. These qualities and environments are often present in historic places. Therefore, maintaining historic neighborhoods and commercial districts, the places that attract the creative class, will be important to cities and communities going forward as they attempt to re-position themselves in the new economy.

LIVABILITY AND QUALITY OF LIFE

Historic buildings provide a sense of scale, comfort, familiarity and beauty that cannot often be duplicated in new construction. They also frame the neighborhood and the downtown block, promoting pedestrian activity, neighborhood interaction, and community cohesion. Architectural and decorative elements that define certain historic buildings also define a community's visual character. Ultimately, it is the community's visual character that builds its sense of livability that helps attract residents, investors and businesses.



Italianate architecture, Old Chicago Neighborhood

WHAT IS A HERITAGE RESOURCES PLAN?

This Heritage Resources Plan is the principal policy document regarding the advancement of the City of Rock Island's historic preservation program, as well as the protection, preservation, and rehabilitation of historic buildings and districts. This Plan should also serve as the historic preservation element of the City's *Comprehensive Plan* in guiding community-led preservation efforts while also planning for the future growth and economic development of Rock Island. Downtown Rock Island, and the Broadway and Highland Park historic districts are just several key historic areas that define Rock Island's historic character and identity. However, other resources that contribute to that character are always under constant threat from improper alterations and treatment, neglect, or natural disasters. In order to preserve these resources but accommodate City growth and economic development, a clearer picture of what resources are more valuable than others and added predictability

on how important resources are identified and preserved is needed. This Plan outlines specific policies and strategies for the Rock Island community to follow and implement to gain that clear picture and predictability in the preservation planning process.

HOW TO USE THIS HERITAGE RESOURCES PLAN

The City, preservation advocates and other public and private sector entities will use this Plan to provide direction on what preservation planning should be undertaken to address issues such as survey and landmark designations, preservation incentives, education and outreach activities, and neighborhood and commercial district revitalization. The Plan should also be used to monitor short and long-term preservation initiatives, make adjustments to preservation policy when needed and warranted, and to integrate specific preservation goals and policies into the goals, strategies and recommendations of other plans and studies to be completed by the City in the future. Overall, this Plan seeks to balance the community's broader planning and community development objectives while seeking to strengthen and advance the mission of preservation and its benefits to the Rock Island community.

PLANNING PROCESS

To facilitate the preparation of the Heritage Resources Plan, the City of Rock Island engaged the Lakota Group, a multi-disciplinary planning and urban design firm based in Chicago, Illinois. A Plan Steering Committee, representing a broad-based segment of community stakeholders, including Preservation Commission members, local preservation advocates, civic institutions, City leaders and officials, private business owners, and other organizations and entities, was formed to help guide the Plan's development. The Plan's creation was underwritten by a CLG grant provided by the Illinois Historic Preservation Agency (IHPA). The planning process involves two distinct phases: a "State of the City" review and assessment of existing community preservation planning programs and activities, and a plan-making phase in which preservation planning goals, strategies, and implementation action steps will be prepared in collaboration with the community, and accepted and adopted by the City. The plan-making phase is expected to be completed in June 2016. Planning activities to date have included the following:

PHASE 1: STATE OF THE CITY

The first phase, initiated in August 2015, comprised an assessment of Rock Island's existing preservation program, stakeholder and focus group interviews, steering committee meetings, field work, and a community workshop to gain public input and consensus regarding critical preservation planning issues. Relevant planning documents, including the City's Comprehensive Plan and various neighborhood and other strategic planning documents were also reviewed for their relevance to community preservation issues. Thus far, the planning process has included the following activities:

- *Project Start Meeting and Reconnaissance Tour (August 11, 2015).* A meeting with staff from the City's Planning and Redevelopment Division was conducted to initiate the planning process, define and review current preservation planning issues, define initial planning goals, and confirm the overall project schedule. In addition to the project start meeting, a reconnaissance tour of existing and potential historic districts was also undertaken with City staff and members of the Preservation Commission; key areas such as the Broadway and Highland Park Historic Districts, and the Longview, Old Chicago and Douglas Park neighborhoods were visited during the tour.
- *Interview Sessions (September 22 - 23, 2015).* A series of interview sessions with various City departments, including Economic Development, Parks and Recreation, the City's Manager and Mayor's Office, Inspections, and Public Works. Additional interviews were conducted with the City's Plan Commission, staff from Renaissance Rock Island, the Quad Cities Convention and Visitors Bureau, the Rock Island Preservation Society, the Rock Island-Milan School District, various neighborhood associations and other key individual stakeholders. A focus group session with the Plan Steering Committee and a presentation by the Lakota Group to the Preservation Commission were also conducted.
- *Community Open House #1 (November 3, 2015).* A community open house was held with approximately 40 residents, business and property owners, and civic leaders in attendance providing input on preservation issues through a paper questionnaire and a series of interactive exercises. A series of display boards on Rock Island's historic architecture and "voting boxes" on preservation planning priorities were also incorporated as part of the open house exhibits.

- *Steering Committee Meeting. (December 1, 2015).* A meeting with the Plan Steering Committee was held to review a summary of open house proceedings and to discuss preliminary preservation planning strategies.
- *Draft State of the City Report (December 18, 2015).* Following the completion of Phase 1 assessment and analysis, the Lakota Group prepared a *State of the City Report* summarizing the community's preservation program's strengths, challenges, and opportunities.
- *Final State of the City Report (February 19, 2016).* After a review of the State of the City Report by the Steering Committee and City staff, a Final Draft version of the report was prepared.

PHASE 2: HERITAGE RESOURCES PLAN

The second phase of the of the planning process was the development of the Heritage Resources Plan, incorporating specific preservation planning goals, strategies and recommendations for strengthening preservation efforts in Rock Island. A second community open house was conducted on March 23, 2016 to gain stakeholder feedback on initial Plan recommendations. A second draft of the Heritage Resources Plan was later reviewed by the Steering Committee and the Rock Island Preservation Commission in July and August of 2016. The Plan was adopted by the City Council on September 19, 2016.



HERITAGE RESOURCES PLAN

ROCK ISLAND HISTORIC PRESERVATION VISION



The series of statements provided below describes the overall vision and long-term goals for historic preservation in Rock Island and the roles the community's historic resources will play in Rock Island's future growth and revitalization. Foremost, the implementation of the Heritage Resources Plan will contribute to Rock Island's economic vibrancy, neighborhood stability, and community identity and quality of life.

STATEMENT 1. HERITAGE RESOURCES ARE CRITICAL TO THE ECONOMIC WELL-BEING AND QUALITY OF LIFE IN ROCK ISLAND.

The Rock Island community has long considered its historic resources as critical assets in revitalizing its Downtown district and surrounding neighborhoods. Going forward, the Rock Island community will continue to adopt and advance policies that integrate preservation in its economic development efforts, housing and neighborhood enhancement initiatives, cultural enrichment activities, and infrastructure and streetscape investments.

STATEMENT 2. HISTORIC PRESERVATION IS INTEGRATED IN COMMUNITY PLANNING EFFORTS

Future planning efforts at the community, district and neighborhood levels are opportunities to explore and consider preservation issues and solutions. Planning processes help to build the awareness of important historic resources and address how historic resources should be considered in the broader context of Rock Island as a Midwestern legacy city managing population and economic change. Preservation, in essence, should serve as a tool to promote and ensure Rock Island's long-term sustainability.

STATEMENT 3. HISTORIC RESOURCES PROVIDE TANGIBLE LINKS TO ROCK ISLAND'S PAST

Historic buildings are the connections to a community's heritage and the stories of the people who settled, invested in, and shaped the neighborhoods, open spaces, and commercial areas of Rock Island. Opportunities exist to tell these stories to new audiences in ways that can build a broader cultural understanding of the community as well as strengthen Rock Island's historic preservation ethic.

STATEMENT 4. A STRONG COALITION OF PRESERVATION ADVOCACY ORGANIZATIONS ADVANCES THE ROCK ISLAND PRESERVATION PROGRAM.

An effective community historic preservation program is predicated on forging and managing partnerships between the City, its Preservation Commission and private-sector advocacy groups. Such partnerships keep the preservation program community-based and supported and serves to share the tasks of implementing preservation initiatives between different entities. Good partnerships are also characterized by well-defined roles and responsibilities between the Preservation Commission, advocacy groups, neighborhood associations, economic development entities, and other organizations.

STATEMENT 5: GAIN A COMPREHENSIVE UNDERSTANDING OF IMPORTANT ROCK ISLAND HISTORIC RESOURCES.

An ongoing, well-managed process for identifying and documenting historic resources has been established, providing the community knowledge and understanding for what resources are important or not important to protect or are candidates for rehabilitation and adaptive use. Such knowledge is widely disseminated throughout the community and accessible to homeowners, businesses and future investors in Rock Island properties.

STATEMENT 6: PRESERVATION IS FACILITATED THROUGH AN EFFECTIVE AND WELL-MANAGED COMMUNITY PRESERVATION PROGRAM.

Heritage resources are identified, evaluated and designated according to a well-defined, predictable, and transparent process that helps build trust and political support for future designation activities. Additionally, the preservation program has developed new tools, incentives and processes to help ensure the proper treatment of properties as they undergo change, and to promote the management of historic resources preservation in areas that are challenged by other planning and economic issues.

STATEMENT #7: HISTORIC PRESERVATION IS FORWARD-LOOKING.

The purpose of historic preservation is to seek ways for making the best use of older buildings as part of an overall community development strategy. Rock Island recognizes that older buildings can be rehabilitated and adapted for new uses that meet the community's economic and social needs.

STATEMENT #8: HISTORIC RESOURCES PROMOTE PRIDE OF PLACE.

Rock Island citizens value their past as reflected in its historic architecture – it is a source of identity that distinguishes the community from others in the Quad Cities region. The potential of protecting important historic resources as a method for enhancing community aesthetics, revitalizing districts and neighborhoods, and binding the Rock Island community together in appreciation of its heritage has been realized.

PRESERVATION PLAN OVERVIEW

The City of Rock Island is one of the more established municipal preservation programs in the State of Illinois with a record of success that extends to its many designated Local Landmarks, the Highland Park and Broadway Historic Districts and investments in adaptive use projects in the downtown and elsewhere in the community. There is no question that Rock Island's historic preservation efforts have contributed to maintaining neighborhood vitality and enhancing the livability and identity of Rock Island.

However, as noted in the background sections of this Heritage Resources Plan, there are important issues to address and challenges to meet to ensure that Rock Island's historic resources are considered in the community's future. Going forward, the City and its preservation partners have distinct opportunities to use historic preservation as a powerful tool for shaping quality environments, strengthening neighborhoods, and facilitating economic development – even within a climate of population change and economic uncertainty. Preservation should be a central revitalization strategy in a legacy community like Rock Island. However, it should be recognized that not all historic resources will be preserved in the future. Therefore, this Heritage Resources Plan should provide a clear path for understanding what resources are valuable and worthy of preservation and feasible of reuse.

This Heritage Resources Plan is intended to bring together in one document, the vision, goals, policies and initiatives related to successful long-term preservation in Rock Island. The Plan should be used



as a work program to change and streamline the current historic preservation program at the municipal level, as well as guide future partnership opportunities with advocacy groups and other entities. As a stand-alone document it should represent the City's official policies toward preservation.

Many stakeholders contributed to Rock Island's preservation program over the decades, and many others have participated in the process to create this Heritage Resources Plan. While several initiatives will be directed and led by the City of Rock Island, other activities will require close collaborations and partnerships with other stakeholders and organizations to be successful.

The Rock Island preservation program and this Heritage Resources Plan is organized around five key elements:

- *Survey, Documentation and Registration.* This element recognizes that survey and recognition of properties for cultural or historic significance forms the basis for knowing what resources are worth preserving over others.
- *Incentives and Community Development.* This element recognizes specific incentives and programs are needed to assist property owners and investors in preservation projects.
- *Program Administration and Management.* This element provides the framework for operating the preservation program, mainly at the municipal level, and the mechanisms for designating and protecting historic resources, including the Historic Preservation Ordinance.
- *Education and Advocacy.* This element concerns the programs, initiatives and partnerships needed to build awareness of preservation's benefits.

For each element, a series of goals, policies and initiatives are identified and form the major framework of the Heritage Resources Plan.



- *Goal* - An overarching statement of intent to guide program decisions over the short and long-terms.
- *Policy* - A more specific statement to guide preservation decisions and activities by policy-makers, including the Preservation Commission and the City Council.
- *Initiative/Recommendation* - An initiative or recommendation that identifies the step required to achieve the policies in the plan. They are often prioritized or suggested as short or long-term action steps.

GOALS, POLICIES AND INITIATIVES

This section outlines the goals, policies and initiatives in an overall category and the five strategic preservation program components.

SURVEY, DOCUMENTATION AND REGISTRATION

Much of Rock Island's residential neighborhoods have been surveyed, which has led to much of the City's early landmarking efforts; the surveys also provided a basic level of understanding of which neighborhoods would be eligible for National Register listing. However, the last survey was conducted in the late 1990s and did not incorporate a complete inventory of potentially contributing and non-contributing properties, or buildings that would be individually eligible to the National Register. Other areas, such as the Downtown and commercial districts, religious institutions and resources of the Recent Past need to be considered in future survey projects, although much research on such resources have been completed to some extent. Additionally, little survey information is accessible to the public even though City Landmarks, properties part of the 100 Most Significant Historic Structures List, or those resources included as part of a historic district are listed in the City's current online database. Going forward, the City should prioritize which neighborhoods and

areas should be surveyed and documented; some neighborhoods may need to be re-surveyed given the length of time since they were last documented, or if the neighborhood is to be nominated to the National Register and a property inventory is required. Efforts should also be undertaken to integrate survey information within the City's geographic information systems and publish surveys for public review.

Goal 1: Attain a comprehensive understanding of important and significant historic resources as a foundation for future preservation efforts.

1.1 Policy for Decision-Makers: Support regular and on-going activities that survey and document buildings, sites and structures throughout Rock Island.

Initiative 1.1: Prepare a list of priority neighborhoods or districts for future survey and documentation efforts.

Downtown Rock Island and other commercial districts and neighborhoods have yet to be surveyed and inventoried for potentially important historic resources. According to the Rock Island's Historic Residential Neighborhoods, 1835-1955: A Summary Report, prepared in 1999, several neighborhoods, including Lincoln Park Boulevard, Brien's 2nd Hall's Addition, Edison and Centennial Courts, and the Suncrest Addition, among several others, are potentially National Register-eligible districts and should be subject to future survey work. Prioritization of the areas or neighborhoods for future documentation work should be undertaken by the Preservation Commission. Key considerations for prioritization should include whether the area contains important historic resources significant to Rock Island or whether the area is eligible for the National Register.

In addition to community areas that have not been surveyed, neighborhoods and districts that have been inventoried in the past should be evaluated for whether an update is warranted. Since the last major community survey effort was undertaken in 1999, some neighborhoods should be revisited if they need a more complete inventory in preparation of a National Register or Local District nomination or if substantial changes have occurred to individual resources or the neighborhood or district as a whole. Other neighborhoods may also have properties that have reached the 50-year threshold – buildings that were constructed in 1966 or before – that warrant re-evaluation for their significance.

Initiative 1.2: Create a Rock Island-specific intensive-level survey form.

Ideally, future survey and documentation efforts should be conducted at an intensive level, which provides a more detailed look at a historic resource – its exterior features and details, materials, photos and

research into the property's ownership, designers and builders. Such information is helpful to understanding a property's important architectural features and historical significance when it may be considered for landmarking or if the property is subject to a Certificate of Appropriateness review process. The survey form should also document whether properties are contributing or non-contributing to a potential district, or if they are eligible for individual listing in the National Register.

A customized intensive-level survey form should be created by the Preservation Commission for use in future survey and inventory work. The form should be prepared in consultation with the Illinois Historic Preservation Agency, which will have its own survey form requirements, especially if future surveys are funded through Certified Local Government Grants (CLG).

Initiative 1.3: Prioritize areas for National Register designations.

As with survey areas, prioritization of districts and neighborhood considered eligible for listing in the National Register of Historic Places should be undertaken by the Preservation Commission. These areas have already been identified in the Rock Island's Historic Residential Neighborhoods, 1835-1955: A Summary Report; however, the prioritization list should be updated on an on-going basis as additional surveys and inventories are completed. Commercial districts, most importantly the Downtown, should be included in the priority list. Potential neighborhoods that were identified in previous survey efforts as National Register eligible include:

- Keystone/Edgewood Park Brooks' Grove Additions
- Watch Hill
- Chicago Addition
- Stadium Drive Additions
- 1918 Government Housing
- Eastlawn Addition
- Keystone/Parkview Addition
- Burgart's Additions
- Wheelan's Addition (2400 21st Avenue)
- Sam Weisman's [2900s 21st Avenue] Addition

Initiative 1.4: Seek CLG grants or other sources of funding to underwrite survey and documentation activities.

In the past, the Preservation Commission has secured CLG grants from the Illinois Historic Preservation Agency to prepare and produce a various number of high-quality tour booklets and educational brochures on the architectural resources and history of Rock Island. Going forward, the Preservation Commission should seek future CLG grants for survey and registration activities. Perhaps a first priority would be



to prepare an inventory and National Register nomination for the Downtown district. Other sources of monies to underwrite surveys include grant programs from Landmarks Illinois and the National Trust for Historic Preservation, local foundations, and municipal general revenues.

Initiative 1.5: Consider a survey of Recent Past resources.

Buildings, sites and structures of the more recent past, from the years 1950 to 1970, are somewhat less appreciated and are often not considered important preservation priorities. However, Rock Island does have a number of resources that were built during the time period and should be subject to a documentation effort before such resources are threatened with demolition before they are evaluated for their significance. Going forward, the Preservation Commission should assess and prioritize the need for a survey and inventory of recent past resources.

Initiative 1.6: Conduct surveys and inventories as part of the City planning initiatives.

Future planning efforts for neighborhoods and commercial districts should incorporate a survey component in order to inventory potentially significant and contributing and non-contributing properties. Surveys components should be added for planning efforts conducted in areas where a survey has not previously been undertaken or where a potential district has already been identified.

Initiatives # 1.7 - Collect written and oral histories as part of survey activities.

As part of historic resource survey and research work, written and oral histories of ethnic, majority and minority communities should be collected and documented as feasible. The City should seek assistance from other organizations and entities that can help in identifying written and oral histories as well as establishing a system for recording and depositing them where they can be accessible to the public.

1.2 Policy for Decision-Makers: Preserve archaeological resources as part of Rock Island's history.

Currently, it is uncertain the number of archaeological resources of cultural and scientific importance that may exist in Rock Island, although several past investigations have uncovered minor artifacts related to the Saukenuk Village. Additional investigations could uncover other traces of early settlements, as well as records of the first Euromerican activity in Rock Island, potentially centered on the riverfronts, industries and railroads.

Initiative 1.8: Encourage additional archaeological investigations.

While sensitive archaeological sites may be few in Rock Island and relate mostly to the Saukenuk Village, the Rock Island community should encourage additional archaeological investigations with other partners to determine the fullest extent of archaeological resources in Rock Island. Potential partners could include the state's universities.

Initiative 1.9: Maintain information of archaeological areas in Rock Island.

Although Federal and state laws prohibit the public disclosure of information regarding sensitive archaeological sites, the City should maintain a database of such areas as it plans capital improvements or considers and approves development projects. The City should consult with the Illinois Historic Preservation Agency to locate such areas.

Goal 2: Make surveys and documentation more accessible to the public to promote a greater understanding of Rock Island's historic resources.

2.1 Policy for Decision-Makers: Invest in resources and technologies that allow greater access to resource surveys and inventories by the Rock Island public.

Initiative 2.1: Utilize new survey technologies that can be integrated into City's GIS system.

Many communities have moved away from preparing paper surveys and inventories and more toward using digital technologies that enable survey information to be maintained in online databases that can be edited and updated at later dates. In turn, such technologies allows survey information to be collected in the field and transferred to the City's Geographic Information System (GIS) for easy tracking, monitoring and mapping of documented historic resources.



Initiative 2.2: Enhance the City’s website to serve as a comprehensive portal for information on Rock Island’s historic resources.

The City is already planning new investments in its GIS system to enhance its capabilities to display historic resource data and information in an easy-to-use website version that can be accessed by the public. Investments should be ongoing in such a website portal so that anyone – a Rock Island citizen, business owner or investor – can access information and learn about a property’s history, important architectural features, or whether it’s a contributing or non-contributing property in a district or if it’s listed individually in the National Register. Ideally, the website portal should be updated when surveys and National register nominations are completed.

INCENTIVES AND COMMUNITY DEVELOPMENT

The City of Rock Island currently maintains one formal incentive program for building improvements and rehabilitation, its Façade Improvement Program; it also uses Tax Increment Financing for various other building improvement and economic development initiatives. Other municipal funding sources and financial programs are being utilized for housing rehabilitation and commercial and industrial development purposes. In addition to these programs, there are other financial incentives such as the Federal Historic Preservation Tax Credit that can facilitate adaptive use and rehabilitation projects for income-producing properties. From the non-profit sector, there are few, if any, incentives programs offered locally although several grant programs are offered at the statewide level.

Two primary goals going forward are to maintain and enhance the effectiveness of existing incentives sponsored by the City and to create others that can facilitate specific historic preservation, economic development and neighborhood revitalization objectives, which is a key concern expressed by Rock Island stakeholders during this planning process. Ideally, a menu of historic preservation incentives should be created and administered taking the form of

direct financial assistance such as grants, administrative relief from zoning or building code requirements, or deferred City revenues such as waiver of building permit fees. Equally important, promoting and marketing incentives should be a responsibility shared by the City and its preservation partners, such as the Rock Island Preservation Society, Renaissance Rock Island and its Main Street program, and neighborhood associations and other groups. Last, there are opportunities to target a variety of incentives, not just ones developed specifically for historic preservation, but those that focus on the revitalization of historic commercial districts and neighborhoods.

It is recognized that there are a number of community development funding needs beyond historic preservation in Rock Island. Going forward, historic preservation incentives should be targeted toward critical priorities, leveraged with other financial assistance programs, and matched with potential private sector contributions and participation.

Goal 3: Promote and utilize incentive programs to facilitate historic resource investment, rehabilitation, and adaptive use.

3.1 Policy for Decision-Makers: Maintain funding for existing City-funded incentive programs for historic resource preservation.

Initiative 3.1: Retain the Façade Improvement Program.

Façade and storefront enhancements are key actions to revitalizing a historic downtown district, therefore, maintaining the existing Façade Improvement Program should be a priority going forward. However, a challenge exists in securing a funding source for the program given that the Downtown Tax Increment Financing District, its current financing source, is set to expire in 2020. Alternative funding sources could include establishing a Special Service Area, general revenue funds or state or regional grants. As another alternative, the façade program could be converted to a low-interest loan program offered and managed by a consortium of local banks.

Initiative 3.2: Leverage Tax Increment Financing and other City financial programs with other funding sources to facilitate historic resource rehabilitation and adaptive use.

The City has used Tax Increment Financing to leverage other incentives needed to undertake the adaptive use of Downtown commercial buildings. This policy should continue in the short-term as the Downtown TIF is set to expire. In the future, the City could adopt a policy that requires any developer or investor seeking access to a City-funded incentive program to first secure the Federal Historic Preservation Tax Credits as part of a project's financing sources..



Initiative 3.3: Target incentives to City Landmarks and National Register-listed properties.

With an acknowledgement that funding sources for City financial programs limited, the City should target available incentive programs to properties that are designated City Landmarks, National Register-listed properties, or historic resources that are eligible to be landmarked or designated.

Initiative 3.4: Focus CDBG Entitlement monies on housing and historic neighborhoods in need of rehabilitation and revitalization.

The City should continue to focus its Community Development Block Grant Fund allocation to support housing rehabilitation needs in Rock Island. Going forward, given that the City is required to meet national CDBG funding objectives that address the needs of low- to moderate-income households, the City could focus or prioritize CDBG monies in historic districts or neighborhoods facing revitalization and investment challenges. Such monies could be used in support of specific preservation-based revitalization activities carried out by an existing non-profit organization or other agency.

Initiative 3.5: Offer regulatory flexibility in facilitating preservation and adaptive use projects.

Going forward, the City could provide some regulatory flexibility, such as fee waivers and an expedited review process, to facilitate adaptive use projects, especially in the Downtown. The City should continue to explore and offer regulatory flexibility – perhaps as a permanent policy for historic commercial buildings in particular – to help encourage additional adaptive use projects.

Initiative 3.6: Use “crowdsourcing” as a method to raise capital for preservation projects.

Crowdsourcing, where monies are raised through several different entities and individual contributors – principally through the Internet, may be a viable means to finance a facade or building rehabilitation project. Crowdsourcing is increasingly being used by preservation agencies and organizations in their building preservation efforts.



3.2 Policy for Decision-Makers: Create new incentives that support a number of preservation activities.

Initiative 3.7: Establish a private sector-managed Revolving Loan Fund.

A revolving loan fund could be established to purchase important and significant historic properties for rehabilitation and re-sale. Capitalization of the fund could come from private sources and be managed by the Rock Island Preservation Society, Renaissance Rock Island, or other entity.

Initiative 3.8: Create a neighborhood housing rehabilitation incentive.

Current City-sponsored housing rehabilitation monies emanate from its CDBG allocation and are targeted toward low-income household income neighborhoods. A grant program not tied to income requirements and geared toward assisting property owners with small-scaled rehabilitation and maintenance projects could be established and funded through the private sector. Private contributors could include local foundations, banks and financial institutions, and businesses and corporations. Grant amounts could range from \$500 to \$2,500 to underwrite roof repairs, porch reconstructions and siding replacement. Such incentives have been established as part of ‘healthy neighborhood’ programs in other cities that also incorporate homeowner financing and counseling programs and neighborhood marketing efforts.

Initiative 3.9: Explore development of a design assistance program.

At one time, the Illinois Main Street program provided design assistance to Downtown property owners as part of Rock Island’s participation in the statewide downtown revitalization program. Elements of the design assistance included schematic drawings, cost estimates and on-site visits with the property owner with a qualified preservation architect. Currently, due to state budget issues, that service is longer provided; however, a new design assistance initiative could be established locally and modeled after the Illinois Main Street services program. Design assistance could be offered to

both commercial and residential property owners and targeted to Downtown and the College Hill commercial area, and to designated Local or National Register districts. Conceptually, the program could provide up to \$2,500 in services and be funded through a Special Service Area or outside funding sources. Renaissance Rock Island could also provide technical assistance to property owners and developers seeking assistance with the Federal Historic Preservation Tax Credit as part of the design assistance program.

Initiative 3.10: Lobby for the River Edge Redevelopment Zone.

In 2006, the Illinois Department of Commerce and Economic Opportunity (DCEO) implemented the River Edge Redevelopment Zone (RERZ) program, which provides a package of economic development incentives for cities located along the state's major rivers, namely Aurora, East St. Louis, Elgin, Peoria and Rockford. The program also offers the Illinois Historic Preservation Tax Credits, a state-income investment tax credit equal to 25 percent of a project's qualified expenditures to owners of income-producing, qualified historic buildings located within a River Edge Zone. A qualified historic structure is one that must be listed in the National Register of Historic Places or be certified as a contributing historic resources to the significance of a "registered" historic district. Since 2006, the RERZ program introduced in Rockford and Peoria in particular have generated substantial activity rehabilitation and adaptive use projects. Although the current state fiscal crisis may preclude the expansion of the program in the near-term, the City of Rock Island should lobby the State legislature and DCEO to expand the RERZ program to Rock Island, perhaps in partnership with neighboring Moline. Lobbying for the RERZ program was also recommended in the recently adopted Downtown Revitalization Plan.

Goal 4: Support community development initiatives that incorporates preservation of historic resources.

4.1 Policy for Decision-Makers: Prepare new plans that promote preservation-based community development.

4.2 Policy for Decision-Makers: Enhance the preservation-based activities of existing organizations and entities

Initiative 4.1: Prepare a Rock Island heritage tourism plan.

In 2004, the Quad Cities Convention and Visitors Bureau commissioned the *Quad Cities Arts, Heritage and Cultural Tourism Plan* to better understand the potential for developing the heritage tourism market in the Quad Cities. The Plan provides several recommendations regarding the marketing aspects of heritage tourism – many of which are still relevant and should be pursued

going forward, especially the creation of a “cultural marketing resource center.” However, the Plan does not suggest specific strategies for enhancing specific heritage sites once tourists have arrived in the Quad Cities. A new plan that updates the 2004 Plan and provides more detailed strategies and recommendations for improving specific heritage attractions, such as Downtown Rock Island and the Broadway neighborhood, should be also integrated along with marketing and promotion initiatives. Perhaps a discussion of locating an Arsenal museum facility in Rock Island proper should also be explored given that increases in Federal security on the Arsenal may make it less likely that visitors will travel to Arsenal itself.

As the 2014 Plan was prepared with a regional focus, Rock Island may want to consider partnering again with the Convention and Visitors Bureau and the other Quad City communities in the development of the new plan.

Initiative 4.2: Create a “healthy neighborhoods” initiative.

In relation to Initiatives 3.7 and 3.8, a “healthy neighborhoods” initiative could be created that combines an incentive program, homeowner support, design assistance and an active marketing and promotion effort for Rock Island’s historic neighborhoods. The marketing element to such an initiative could consist of a website that provides detailed information on available historic homes, incentive programs, neighborhood events, and local quality of life amenities. In some respects, aspects of a healthy neighborhoods program is already being managed by Renaissance Rock Island, with its housing rehabilitation activities; the City’s Neighborhood Partners program; and the Rock Island Preservation Society participation in the RenovateQC website. Conceivably, these respective initiatives could be amalgamated and enhanced in some way and re-branded under the banner of a healthy neighborhoods initiative that is administered primarily through the private sector with support from the City. The initiative would also be mostly supported financially from private-sector sources, including foundations, corporate donations, and outside grants.

Initiative 4.3: Enhance capacity of Rock Island’s Main Street Program.

State budget cuts have diminished the capacity of the Illinois Main Street program to provide meaningful consultation services to Rock Island’s Main Street, currently housed within the Downtown Rock Island Arts and Entertainment District – consultation services that are meant to build the capacity of the District to implement various downtown revitalization activities. However, despite this circumstance, the Main Street program has a critical role to play in advancing Downtown revitalization and preservation goals and should seek ways it can build its budget and staffing to do more. In the long-term, the District could potentially seek the establishment of a Special

Key Concept: Elements of a Heritage Tourism Plan

The following are typical elements of a community Heritage Tourism Program and often addressed through a Heritage Tourism Plan:

Attractions – Historic sites and places that serve as important tourism attractions; a heritage tourism plan should address how such attractions are enhanced and ready for tourism.

Economic Feasibility – A heritage tourism plan should provide insights on the potential market for heritage tourism in Rock Island.

Interpretive – Interpreting the history and stories behind heritage attractions are considered through wayfinding, interpretive signage and educational programs.

Cultural Experience – Events at heritage attractions, downtown and neighborhood festivals, and other related activities contribute to a heritage traveler’s experience.

Marketing – Advertising, collateral materials are two of the most common ways to market and promote heritage tourism.

Implementation Program – Understanding the key roles and responsibilities of different organization and entities in implementing heritage tourism activities are determined.

Service Area to support efforts in façade and building improvements, especially as the Downtown TIF District is set to expire in four years. In addition, the District should explore ways in which it can be more active in the preservation and design aspects of its Downtown revitalization mission, such as marketing available incentive programs and providing design and technical assistance.

ADMINISTRATION AND MANAGEMENT

Rock Island's municipal historic preservation program requires staffing and administrative support as well as collaboration and coordination between other city departments and programs. Going forward, these elements must be in place to ensure a successful preservation program. Management aspects and tools of the program include the processes for protecting historic properties and the design review for projects involving City Landmarks and properties located within historic districts. Current management tools, including the Historic Preservation Ordinance and existing design guidelines, do necessitate some refinement to provide clarity to processes and other requirements. In other cases, new tools are proposed to meet different preservation needs and to accommodate best preservation practices.

Goal 5: Update ordinances and adopt new planning and zoning tools that guide historic preservation program operations and the protection of historic resources.

5.1 Policy for Decision-Makers: Ensure the Historic Preservation Ordinance and other procedures reflect best practices in municipal preservation program administration and management.

Initiative 5.1: Update the Rock Historic Preservation Ordinance (See Appendix 3 for additional information)

Rock Island's Historic Preservation Ordinance is one of the first generations of preservation ordinances to be adopted in the State of Illinois, dating from the early 1980s. The Ordinance governs the operations of the Rock Island Preservation Commission and designation and design review procedures. The Ordinance needs several technical revisions to clarify and streamline such procedures, as well as to add new preservation tools that aid in protecting important historic resources. Ordinance changes will align it with recent updates to model historic preservation ordinances and best practices in Illinois and other parts of the country. The update should:



- Revise the Ordinance’s Statement of Purpose to incorporate economic development as a key goal of the municipal historic preservation program.
- Address the roles and responsibilities Commission members versus Associate members.
- Specifically reference a set or sets of design guidelines that will be used in Certificate of Appropriateness (COA) review procedures
- Add a more comprehensive list of relevant preservation definitions.
- Incorporate descriptions of what are significant historic resources – contributing and non-contributing resources and how design review procedures apply to these resources.
- Include a process for not reviewing or requiring a COA for those buildings that have been identified and inventoried as not having historic significance (non-contributing).

In addition, the Ordinance, ideally, the City should revise its Local District designation requirements to reflect the requirements of establishing a National Register District designation in which 51 percent of property owners located in a potential district must be on record opposing designation. Currently, the Ordinance requires 51 percent must approve the designation.

Another provision that should be considered in an updated Historic Preservation Ordinance is a demolition delay provision that allows the City and the Preservation Commission to delay a pending demolition of a significant historic resource in order to devise potential alternatives to demolition. The delay period could be between 60 to 180 days. Resources that would be subject to a demolition delay could include:

- National Register listed properties not currently designated as City Landmarks.
- Properties considered individually eligible for the National Register or City Landmark designation as determined through historic resource surveys and inventories.

Preferably, properties included in the 100 Most Significant Unprotected Structures List would be subject to the demolition delay provision but this list needs more specific criteria for what properties are or are not included in the list (see Initiative 5.4) before it is linked to the delay provision.

During the demolition delay period, the City, along with other preservation partners can work with property owner(s) to consider options for adaptive use, sale to another owner, possible relocation, possible landmarking, and addressing any economic hardship issues that may be preventing the historic resources from being re-used or rehabilitated.

Initiative 5.2: Update design guidelines for residential and commercial historic resources.

Both the Residential Design Guidelines For Rock Island Historic Districts and Landmarks and the Downtown Design Guidelines should be updated to reflect current practices and technologies in the treatment of historic properties. The guidelines should be more than documents used for design review purposes, but should be practical resources for historic resource owners seeking to invest in their properties from small-scale maintenance concerns to larger, adaptive use projects where incentives may be sought. Potential revisions could be funded through future CLG grants. Revisions should address and incorporate:

- Line drawings that show characteristic features and elements of a particular architectural style.
- Photos as well as images.
- Locations where new additions should be placed in regards to scale, materials, and compatibility for properties of particular architectural styles.
- Materials that could be replaced in-kind and acceptable replacement materials.
- Maintenance and preservation of key architectural details.
- Energy efficiency and alternative energy generating equipment (i.e. solar panels, wind turbines, etc.)
- Design issues related to all architectural styles and properties of Mid-Century vintage.

Initiative 5.3: Clarify administrative design review.

Currently, the Historic Preservation Ordinance does not define what projects could receive a staff administrative review, although it is specified in the Residential Design Guidelines. Specifying it within the Ordinance provides a legal basis for such reviews; it also defines what types of projects will go before the Commission and what will not.



Initiative 5.4: Formalize role and purpose of the 100 Most Significant Unprotected Structures List.

The 100 Significant Unprotected Structures list currently serves both as an informal list for potential local landmarking efforts and as a public relations tool for increasing awareness on the importance of preserving such resources. However it is unclear what eligibility criteria was used to formulate the list and why National Register listed properties are currently excluded; specific criteria should be developed to provide a compelling rationale and more transparency for why some properties should be added or excluded. Possibly, the criteria could consider:

- National Register listed properties that are not designated City Landmarks
- Properties that have been evaluated and inventoried as eligible for National Register listing or City Landmark designation through a survey.

With this criteria, properties included in the list could be eligible for protection under the demolition delay provision within the updated Historic Preservation Ordinance. If this were to be implemented, the official name of the list should be changed to the “Unprotected Historic Resources Inventory” and not be limited to 100 properties. Resources considered for this list could also include sites, objects and structures – referring to bridges, towers and other constructions that do not house human activity, as defined by the National Park Service.

5.2 Policy for Decision-Makers: Adopt new zoning mechanisms that serve to protect areas with heritage resources.

Initiative 5.5: Update the Rock Island Zoning Ordinance to support preservation and the promotion of quality design.

Zoning use limitations can sometimes discourage historic preservation. As the City revises its Zoning Ordinance now and into the future, base zoning requirements should be reviewed and revised where necessary

to ensure that they do not conflict with specific historic preservation goals in historic districts or neighborhoods of special preservation concern. In addition, new development in historic areas should be planned accordingly to preserve significant historic resources, sites, structures, landscapes, and local development patterns. Base zoning requirements that could be adjusted include height and setback, permitted or special uses, parking requirements, lot coverage and development pattern.

Initiative 5.6: Adopt and implement a neighborhood conservation district program.

A neighborhood conservation district (NCD) is a zoning tool that has been implemented by many communities around the country to maintain and preserve historic resources and community character in areas that may not qualify as a National Register or Local Historic District or where a historic district designation is not desired. An NCD essentially serves as a zoning overlay with design standards or guidelines to encourage appropriate new development compatible with adjacent or nearby historic resources; in some cases, design review may be required for any changes or alterations to existing historic resources, whether they be listed in the National register, locally designated, or evaluated as an important resource determined through a survey. Design guidelines are developed to address specific design issues found in the area and are usually formulated through a neighborhood planning process with participation from local residents. The Old Chicago neighborhood could be candidate for such a zoning tool.

Key Concept: Neighborhood Conservation Districts

The following are typical elements of a Neighborhood Conservation District Program

Eligibility – Neighborhoods or areas that are not ordinarily eligible for the National Register of Historic Places or for local designation

Design Review – Design review often focuses on maintaining neighborhood character rather than architectural integrity. The level of design review is also determined by the neighborhood

Neighborhood Plan – A neighborhood plan is usually prepared to guide future infill development and other improvements.

Administration – Conservation districts are often administered by a Historic Preservation Commission or solely by City staff.



Goal 6: Incorporate historic preservation elements in all neighborhood, district, and citywide planning initiatives.

6.1 Policy for Decision-Makers: Integrate preservation goals and strategies in city-wide planning efforts

Initiative 6.1: Add preservation elements to future commercial district, neighborhood and other area plans.

The City of Rock Island has a strong tradition of district level plans, some with good preservation policies incorporated within them. Going forward, the City should use future planning efforts as opportunities to address preservation issues specific to the area being studied and may include elements such as historic resource surveys, design guidelines or a feasibility analysis for a potential adaptive use project.

Initiative 6.2 - Consider preservation in other Departmental planning initiatives.

All City departments and affiliated agencies should work together to ensure that the preservation goals and strategies included in this Heritage Resources Plan are addressed and incorporated in other relevant City plans and policies including departmental strategic plans.

6.2 Policy for Decision-Makers: Involve the Preservation Commission and other preservation partners in City operations and facility planning.

Initiative 6.3 - Involve the Preservation Commission in decision-making processes for City-owned architecturally and historically significant resources.

The Preservation Commission should be engaged regularly in the decision-making processes for City-owned historic resources that are currently listed in the National Register, designated a City Landmark or placed in the 100 Most Unprotected Historic Structures List. Consultation during such processes may serve to help other City

departments determine and understand potential impacts to historic resources, as well as possible alternative ownership, management and adaptive use strategies. Consultation should also occur early in the process so that the Commission and relevant City departments can present potential disposition solutions for public consideration before final decisions are made by the City Council. Beyond immediate property disposition issues, the Preservation Commission should also consult with other City departments and affiliated agencies on other short-term and long-range preservation matters. Relevant departments and agencies include, but are not limited to, the City Manager, Planning and Redevelopment Services, Economic Development, Public Works, Parks, and the School District.

Initiative 6.4 - Pursue landmark designation of eligible City-owned buildings, sites and structures.

City properties that meet the National Register or Historic Preservation Ordinance criteria for designation and landmarking should be pursued by the Preservation Commission in consultation with relevant City departments and affiliated agencies.

Initiative 6.5 - Coordinate and target capital improvements in historic districts and neighborhoods of historic and architectural importance.

The City's investments in historic brick streets should continue, perhaps targeting historic districts first over other areas. Other capital improvements, such as streetscapes and other compatible urban design enhancements should be prioritized for historic neighborhoods and districts.

Goal 7: Maintain a fully-functional and operating municipal historic preservation program.

7.1 Policy for Decision-Makers: Monitor the on-going performance of Rock Island's historic Preservation Program.

Initiative 7.1: Maintain CLG status.

On a regular basis, the City and the Preservation Commission should review its operations and activities to ensure it is meeting CLG programmatic requirements.

Initiative 7.2: Benchmark Preservation Commission operations.

Yearly or bi-annually, the City and the Preservation Commission should establish benchmarks and collect statistics that document the progress the program is making in preserving and re-using historic resources and in implementing various initiatives presented in this Heritage Resources Plan. Several benchmarks or performance indicators that could be tracked include:

- Number of buildings, sites or districts that were designated by the Preservation Commission;
- Neighborhoods or districts surveyed and inventoried.
- Private capital leveraged from Federal Historic Preservation Tax Credit projects or other incentives.
- Leveraged financial and volunteer resources through partnerships with other organizations and entities.
- Number of “hits” on a heritage tourism website and tours taken through local historic districts.
- Number of educational workshops conducted.

7.2 Policy for Decision-Makers: Enhance preservation skills and knowledge sets of staff and Commission members.

Initiative 7.3: Encourage City staff and Commission members to attend education conferences and training opportunities.

Training and educational opportunities that augment and enrich the preservation knowledge and skills of both Preservation Commission members and City staff should be promoted and encouraged. Landmarks Illinois, the National Trust for Historic Preservation and the Illinois and National Associations of Historic Preservation Commissions offer a number of conferences, workshops, and webinars.

EDUCATION AND ADVOCACY

Rock Island has been a leading community in Illinois in regards to public advocacy and educational efforts – the early founding of the Rock Island Preservation Society, tour publications, award programs, and the many locally designated landmarks are testament to the collective work and commitment by local preservation advocates. Truly, a highly engaged and informed public that understands the values and benefits of historic preservation is a critical component in the foundation of a strong and successful local historic preservation program. Going forward, promoting the importance of historic preservation and Rock Island historic resources should be ongoing activities. In addition, implementing a comprehensive program of education and advocacy initiatives can also be opportunities to forge important partnerships between the City and with other entities, non-profit groups and civic organizations.



Goal 8: Promote the understanding and appreciation of Rock Island’s historic resources.

8.1 Policy for Decision-Makers: Develop publications and tools that educate the public on Rock Island’s historic resources and the benefits of historic preservation.

Initiative 8.1: Continue research and publications on Rock Island’s history and historic resources.

Over the last several years, the Preservation Commission has produced several high-quality tour brochures and pamphlets on historic neighborhoods, including Broadway and the Downtown district. Efforts to update older publications as well as prepare new ones for other districts and areas should continue, although funding sources other than CLG grants should be sought for their productions. At least in the near-term, CLG grants should be used for surveys, National Register nominations and revisions to design guidelines. Research and publication initiatives should be pursued by the Rock Island Preservation Society in collaboration with the Preservation Commission, the Rock Island County Historical Society, Main Street and other entities.

Initiative 8.2: Format educational publications for the internet, smartphones, podcasts and other digital technologies.

Existing and future publications should be formatted and produced for easy viewing, navigation and accessibility on the internet. Formatting tour information for smartphones would be ideal given that more and more people are using smartphones to access information. Podcasting could also be considered. This could be a joint initiative between the City and its preservation partners, and integrated as part of a heritage tourism marketing element. Currently, publications are only downloadable as portable digital format documents (PDFs).

Initiative 8.3: Conduct an annual “State of Historic Preservation” address and report.

During National Historic Preservation Month in May, the City’s Preservation Commission in partnership with the Rock Island



Preservation Society, Renaissance Rock Island, neighborhood groups and other entities should organize and deliver a yearly public presentation or “State of Historic Preservation Address”, summarizing historic preservation activity within Rock Island, with a special emphasis on investment statistics and other economic impacts. In addition an annual printed report on Rock Island preservation activity should be prepared and distributed. This can also be a joint activity between the Preservation Commission and its preservation partners.

Initiative 8.4 - Develop a Preservation Lecture and Workshop Series.

Annually or bi-annually, the Preservation Commission, the Preservation Society and other partners should organize and host a lecture or workshop series on critical preservation topics. A workshop series could be devoted to greening methods and techniques for weatherization, building material replacement and energy systems. Lectures and workshops could be advertised in various newsletters and websites, include the Renovate QC website.

Initiative 8.5 - Develop preservation greening toolkit.

An educational toolkit should be developed to educate property owners on retrofitting and greening historic homes. A brief pamphlet should also be developed for historic building owners on how greening can be achieved within the context of Rock Island’s design guidelines.

Initiative 8.6: Provide training to local realtors and bankers.

A training program should be organized to educate local realtors and bankers on the City’s historic districts and preservation procedures, available incentives and the overall benefits of historic preservation. Realtors and bankers are key intermediaries in the sale and disposition of historic properties and should be aware of preservation’s benefits to the value of homes and neighborhoods.

Goal 9: Community organization are strong preservation advocates.

9.1 Policy for Decision-Makers: Collaborate with partner organizations to facilitate preservation activities.

Initiative 8.7: Re-start the Broadway neighborhood “Great Unveiling” initiative.

The Broadway neighborhood gained statewide recognition for its ‘Great Unveiling’ events during the 1990s and 2000s; in recent years, unveilings of artificial siding on the historic Queen Anne homes that comprise the majority of the historic resources in neighborhood have been less frequent. Going forward, perhaps with wider participation from other preservation partners, the Broadway Neighborhood Association could encourage neighborhood property owners to commit to an unveiling, maybe one house a year. The event could be tied into other “rehabarama” activities where recently rehabilitated homes were showcased as part of organized tours and neighborhood special events. The rehabarama event was pioneered in Dayton, Ohio as a way to catalyze investment in low to moderate income historic districts. Private sector sponsor largely underwrite rehabarama events but some amount of CDBG monies are used to assist in the unveiling or rehabilitation of the home.

IMPLEMENTATION

The matrix on the following pages summarizes recommended implementation phasing for each of the key initiatives identified in the Heritage Resources Plan.

Goal 1: Attain a comprehensive understanding of important and significant heritage resources as a foundation for future preservation efforts.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)*
1.1: Support regular and on-going activities that survey and document buildings, sites and structures throughout Rock Island.	Initiative 1.1: Prepare a list of priority neighborhoods or districts for future survey and documentation efforts.	■			RIPC
	Initiative 1.2: Create a Rock Island-specific intensive-level survey form.	■			RIPC
	Initiative 1.3: Prioritize areas for National Register designations.	■			RIPC
	Initiative 1.4: Seek CLG grants or other sources of funding to underwrite survey and documentation activities.			■	CRI, RIPC
	Initiative 1.5: Consider a survey of Recent Past resources.		■		RIPC

*CRI – City of Rock Island; RIPC – Rock Island Preservation Commission; RIPS – Rock Island Preservation Society; RRI – Renaissance Rock Island; MSP – Main Street Program; QCCVB– Quad Cities Convention and Visitors Bureau; RQC – Renovate Quad Cities; NA – Neighborhood Associations.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)*
	Initiative 1.6: Conduct surveys and inventories as part of the City planning initiatives.			■	CRI, RIPC
	Initiatives # 1.7 – Collect written and oral histories as part of survey activities.			■	CRI, RIPC, RIPS
1.2: Preserve archaeological resources as part of Rock Island’s history.	Initiative 1.8: Encourage additional archaeological investigations.			■	CRI, RIPC, RIPS
	Initiative 1.9: Maintain information of archaeological areas in Rock Island.			■	CRI, RIPC

Goal 2: Make surveys and documentation more accessible to the public to promote a greater understanding of Rock Island’s heritage resources.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
2.1: Invest in resources and technologies that allow greater access to resource surveys and inventories by the Rock Island public.	Initiative 2.1: Utilize new survey technologies that can be integrated into City’s GIS system.			■	CRI, RIPC
	Initiative 2.2: Enhance the City’s website to serve as a comprehensive portal for information on Rock Island’s historic resources.		■		CRI, RIPC

Goal 3: Promote and utilize incentive programs to facilitate historic resource investment, rehabilitation, and adaptive use.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
3.1: Maintain funding for existing City-funded incentive programs for historic resource preservation.	Initiative 3.1: Retain the Façade Improvement Program		■		CRI
	Initiative 3.2: Leverage Tax Increment Financing and other City financial programs with other funding sources to facilitate historic resource rehabilitation and adaptive use.			■	CRI, RRI
	Initiative 3.3: Target incentives to City Landmarks and National Register-listed properties.			■	CRI, RRI
	Initiative 3.4: Focus CDBG Entitlement monies on housing and historic neighborhoods in need of rehabilitation and revitalization.			■	CRI
	Initiative 3.5: Maintain and offer regulatory flexibility in facilitating preservation and adaptive use projects.			■	CRI
	Initiative 3.6: Use “crowdsourcing” as a method to raise capital for preservation projects.			■	RRI, MSP

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
3.2: Create new incentives that support a number of preservation activities.	Initiative 3.7: Establish a private-sector-managed a Revolving Loan Fund.		■		RRI, RIPS
	Initiative 3.8: Create a neighborhood housing rehabilitation incentive.		■		CRI, RRI, NA
	Initiative 3.9: Explore development of a design assistance program.		■		CRI, RRI, MSP
	Initiative 3.10: Lobby for the River Edge Redevelopment Zone.			■	CRI, RRI, RIPS

Goal 4: Support community development initiatives that incorporates preservation of heritage resources.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
4.1: Prepare new plans that promote preservation-based community development. 4.2: Enhance the preservation-based activities of existing organizations and entities	Initiative 4.1: Prepare a Rock Island heritage tourism plan.		■		CRI, RPC, RIPS, QCCVB, RRI, MSP
	Initiative 4.2: Create a “healthy neighborhoods” initiative.		■		CRI, NA, RRI

Initiative 4.3: Enhance capacity of Rock Island’s Main Street Program.		■	RRI, MSP
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Goal 5: Revise ordinances and adopt new planning and zoning tools that guide historic preservation program operations and the protection of heritage resources.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
5.1: Update the Historic Preservation Ordinance to reflect best practices in municipal preservation program management.	Initiative 5.1: Update the Rock Historic Preservation Ordinance (See Appendix 2 for additional information)	■			CRI, RIPC
	Initiative 5.2: Update design guidelines for residential and commercial heritage resources.		■		CRI, RIPC, RRI, MSP
	Initiative 5.3: Clarify administrative design review.	■			CRI, RIPC
	Initiative 5.4: Formalize role and purpose of the 100 Significant Unprotected Structures List.	■			CRI, RIPC
5.2: Adopt new zoning mechanisms that serve to protect areas with heritage resources.	Initiative 5.5: Update the Rock Island Zoning Ordinance to support preservation and the promotion of quality design.	■			CRI, RIPC
	Initiative 5.6: Adopt and implement a neighborhood conservation district program.		■		CRI, RIPC, NA

Goal 6: Incorporate historic preservation elements in all neighborhood, district, and citywide planning initiatives.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
6.1: Integrate preservation goals and strategies in city-wide planning efforts	Initiative 6.1: Add preservation elements to future commercial district, neighborhood and other area plans.			■	CRI, RIPC, NA
	Initiative 6.2 - Consider preservation in other Departmental planning initiatives.			■	CRI, RIPC, NA
6.2: Involve the Preservation Commission and other preservation partners in City operations and facility planning.	Initiative 6.3 - Involve the Preservation Commission in decision-making processes for City-owned architecturally and historically significant resources.			■	CRI, RIPC
	Initiative 6.4 - Pursue landmark designation of eligible City-owned buildings, sites and structures.			■	CRI, RIPC
	Initiative 6.5 - Coordinate and target capital improvements in historic districts and neighborhoods of historic and architectural importance.			■	CRI

Goal 7: Maintain a fully-functional and operating municipal historic preservation program.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
7.1: Monitor the on-going performance of Rock Island's historic Preservation Program.	Initiative 7.1: Maintain CLG status.			■	CRI, RIPC
	Initiative 7.2: Benchmark Preservation Commission operations.			■	CRI, RIPC
7.2: Enhance preservation skills and knowledge sets of staff and Commission members.	Initiative 7.3: Encourage City staff and Commission members to attend education conferences and training opportunities.			■	CRI, RIPC

Goal 8: Promote the understanding and appreciation of Rock Island's heritage resources.

Policy	Initiative	Within 1 Year	Within 2-5 Years	Ongoing	Implementation Entity(ies)
8.1: Develop publications and tools that educate the public on Rock Island's heritage resources and the benefits of historic preservation.	Initiative 8.1: Continue research and publications on Rock Island's history and heritage resources.			■	RIPC, RIPS
	Initiative 8.2: Format educational publications for the internet, smartphones, podcasts and other digital technologies.		■	■	RIPC, RIPS, MSP, QCCVB
	Initiative 8.3: Conduct an annual "State of Historic Preservation" address and report.	■		■	RIPC, RIPS

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
	Initiative 8.4 - Develop a Preservation Lecture and Workshop Series.	■		■	RIPS, MSP, NA
	Initiative 8.5 - Develop preservation greening toolkit.		■		RIPC, RIPS, NA
	Initiative 8.6: Provide training to local realtors and bankers.	■		■	RIPC, RIPS, NA

Goal 9: Community organization are strong preservation advocates.

Policy	Initiative	Within 1 Year	Within 2-10 Years	Ongoing	Implementation Entity(ies)
9.1: Collaborate with partner organizations to facilitate preservation activities.	Initiative 8.7: Re-start the Broadway neighborhood "Great Unveiling" initiative.	■		■	NA

FUNDING SOURCES

The following are several major sources of funding that may have potential for implementing the initiatives presented in this Heritage Resources Plan.

Tax Increment Financing (TIF)

Tax Increment Financing is a State authorized program administered by a municipality that allocates future increases in property taxes from a designated area for improvements dedicated to that area, including property enhancements and adaptive use projects.

Special Service Area (SSA)

A Special Service Area is a State authorized financing program that can be administered

by the City or by a designated service provider agency, to deliver a wide range of additional services and physical improvements in a defined geographic area. An SSA is funded by a special tax assessment paid by the property owners in the designated SSA district and can finance a variety of activities including building improvements.

Capital Improvement Plan

Most communities incorporate some aspects of public improvement initiatives for historic areas within the municipal capital improvements plan.

Certified Local Government Grants

Certified Local Government grants are federally-sourced matching grants administered by the Illinois Historic Preservation Agency. Grant amounts range from \$3,000 to \$30,000 and requires a local 30 percent match. Eligible project expenses include design guidelines development, historic resource surveys, National Register nominations and preservation education initiatives.

Historic Preservation Tax Credit Program

Since 1976, the National Park Service, in partnership with the Internal Revenue Service and IHPA, has administered the Federal Historic Preservation Tax Credit Program to encourage rehabilitation and reinvestment in historic buildings. A 20 percent tax credit is provided to owners and developers of income-producing historic buildings who undertake a substantial rehabilitation project.

Illinois Historic Property Tax Assessment Freeze Program

For residential properties located within a National Register or locally-designated Historic District, a ten-year tax assessment freeze offered by the State of Illinois for homeowners spending more than 25 percent of their home's fair market value in a qualified rehabilitation project. Locally-designated landmark buildings may also be eligible for the Freeze Program.

Equity/Community-Supported Financing

Community Equity Funds take the form of small group of investors pooling funds to create one or more venture funds capitalized by private individuals, local and regional foundations and government grants for the express purpose of developing a property. An equity fund can also be used in combination with other incentives as part of a gap financing structure.

Preservation Heritage Fund

Landmarks Illinois, the statewide preservation advocacy organization, currently manages the Preservation Heritage Fund, which provides grant monies to preserve or protect significant buildings or sites in Illinois. Significant buildings or sites in Illinois that are under threat of demolition, imminent deterioration, or are of such architectural importance that their preservation will benefit the Illinois public, are considered high priority candidates for the Fund.

National Trust Preservation Funds

Preservation Fund Grants, offered by the National Trust for Historic Preservation, are intended to encourage local level preservation at the by providing seed money for preservation projects. NTPF grant funds can be used for technical assistance needs and in facilitating private-sector involvement in preservation initiatives. Specific initiatives may relate to community sustainability, stewardship of historic places, promoting cultural diversity and preservation, and protecting heritage resources located on public land.

Community Foundations

Local community foundations may provide support for preservation outreach and education activities.

Preservation Easement

A preservation easement donation is a one time charitable, federal income tax deduction equal to the appraised value of the preservation easement. The easement assigns the right to review and approve alterations to a qualified non-profit organization for the purpose of preserving the property in perpetuity. Property must be a certified historic structure in the National Register of Historic Places, individually listed, or contributing to a local landmark district.



HERITAGE RESOURCES

ROCK ISLAND HERITAGE RESOURCES

HISTORIC CONTEXT

Understanding, identifying and evaluating the significance of historic resources – whether they be homes, commercial buildings, churches, parks, schools, industrial structures or objects – can be accomplished by determining the contexts or historical forces that shaped the growth and development of Rock Island. In other words, understanding the significance of historic resources can best be determined through how they relate to a particular historic context or several contexts. Historic contexts also provide the foundation for effective preservation planning in terms of guiding future survey and inventory projects and landmark and district designation activities. This section summarizes major historic contexts previously documented in National Register nominations and survey initiatives, including *Rock Island's Historic Residential Neighborhoods, 1835 - 1955: A Summary Report*, completed by the City's Preservation Commission in 1998.

EARLY SETTLEMENT ROCK ISLAND

Sauk Village and the Sauk Native Americans (Pre-1800)

Prior to the early 1800s, the area that is now Rock Island was largely inhabited by the Sauk Indian Nation, who arrived in the area during the mid-1700s, and whose major settlement, Saukenuk, was located along the north side of the Rock River. Near Saukenuk, the Meskwaki Fox Indians would also make their homes in an area now known as Downtown Rock Island. Saukenuk was mostly a seasonal residency for the Sauk who farmed nearby lands during the summer but wintered in Missouri and southern Iowa after the harvest, often storing the harvest in food pits. The Sauk lived peacefully at the Saukenuk village and often dressed in European clothes as they came into contact and traded with French and British traders. Various visitors to the site often described it as “the largest and best built Indian town” in North America (Trask, Kerry, *Black Hawk*, 2006, Macmillan. p. 28). The Sauk were allied with the British during the French and Indian War between 1754 and 1763. The Blackhawk State Historic Site, established in 1927, occupies portions of the former Saukenuk Village area.

Fort Armstrong, Black Hawk War the Town of Stephenson (1800s - 1830s)

Responding to pleas from state governors to ensure security from Indian hostilities, President Thomas Jefferson authorized, as part of the Lewis and Clark Expedition into the Louisiana Territory, a reconnaissance of the Mississippi River to identify locations for new forts and fortifications. The reconnaissance identified the “big island”



Third bridge from Rock Island to the Rock Island Arsenal, c. 1872, photo courtesy of River Action.

between Iowa and Illinois near the Sauk and Fox settlements as the appropriate location for the construction of Fort Armstrong and named it Rock Island, later the site for the Rock Island Arsenal. During 1832, the Fort would become the headquarters of American military forces fighting the “British Band” of Sauk warriors who were resisting the ceding of their tribal lands in Illinois after the Treaty of St. Louis in 1804. Black Hawk, the leader of the Sauk warriors during the war, would later be defeated by American forces in the Battle of Bad Axe, near present-day town of Victory at the Wisconsin-Iowa borders. Fort Armstrong would continue to be garrisoned until the 1830s. In 1826, traders from Fort Armstrong, Russell Farnham and George Davenport, would cross the Mississippi River to establish the town of Stephenson; the first platting of the town occurred in 1829. Stephenson would later be renamed the Town of Rock Island by an act of the Illinois state legislature in 1841. Rock Island would later receive its city charter in 1849.

19TH CENTURY GROWTH AND DEVELOPMENT

Railroad Town and Industries (1840s - 1870s)

Rock Island became an important center of growth and industry in Midwest during the mid-1800s, boosted most dramatically by the coming of the Chicago and Rock Island Railroad in 1854, the first railroad to cross the Mississippi River. In the late 1850s, industries such as Weyerhaeuser and Denkmann, a lumber company employing 200 people, and others, centered on millwork, brick making, stove manufacturing, farm implements and the marketing of farm products, would start operations and stimulate the development of Rock Island’s early neighborhoods, including Old Chicago and Broadway. Rock Island’s first growth would largely be centered on the original 206-block plat along the Mississippi River laid out by surveyor Charles R. Bennett in 1835. The first road improvements occurred with the “planking” of 9th Street to Milan, Illinois in 1852; in 1855, Rock Island’s first gas lights were installed.

In 1862, the Rock Island Arsenal was established and, although it served as a Confederate soldier prisoner-of-war camp during the Civil War, the Arsenal would motivate the need for bridges over the Mississippi River to Rock Island, connecting the City to what would become a growing military weapons manufacturing center in the decades to come. The first wagon bridge to the west end of Arsenal Island was built in 1863 under Mayor Bailey Davenport. Later in the 1860s, land in what would become the Old Chicago neighborhood was drained, leveled and raised for residential development. By 1870, Rock Island



Rock Island Arsenal, Quarters 1 Building, 1872

extended from the riverfront and the Old Chicago neighborhood to past 35th Street at the campus of Augustana College, which was established in Rock Island in 1875.

Important building resources during this time period include residential properties located in Rock Island's first neighborhoods, Old Chicago and Broadway, properties that represent Rock Island's earliest architecture. Several extant high-style resources include the Mitchell House (c. 1857) and Negus Row Houses (c. 1874) at 1301 - 1307 2nd Avenue, both located in the Old Chicago neighborhood and designed in the Italianate style. Similar resource examples in Broadway include the Quincy House (c. 1875) at 729 22nd Street, the Plummer House (c. 1874) at 709 20th Street, and the Murphy House (c. 1870) at 2207 - 2209 7th Avenue. Other residential resources include Italianate and Gothic Revival designed homes and more modest vernacular gable-fronts constructed in both brick and wood, largely reflective of the working class nature of these early neighborhoods. Commercial buildings of the period include the five-story Italianate Harper House Hotel at 2nd Avenue and 19th Street, which was lost to demolition in the early 1970s, and the Star Block buildings along 2nd Avenue, constructed in 1874 by architect/builder Isaac N. Holmes.

Residential Growth (1880s - 1900s)

Continued infrastructure and transportation improvements, as well as the civic desire to grow and expand, would continue to spark commercial and residential development, especially towards Rock Island's southern end to the bluff lines between 15th and 18th Avenues. The first such improvements included the paving of 2nd Avenue in 1887 to enable more efficient east-west travel through the growing city and the initiation of electric streetcar service up 30th Street in 1891. By far the more far-reaching transportation improvement that would have growth implications for the City in the decades going forward was the construction in 1882 of the Rock Island and Milan Steam Railway by Bailey Davenport, which, at the time, transported people below and above the bluff lines to the Watch Tower recreation and amusement park on the grounds of the former Sauk tribal grounds.

Additional passenger rail and street railway systems and Rock Island's advantageous location between several major cities such as St. Paul, Minnesota, and St. Louis, and Chicago and Kansas City, would allow Rock Island to continue its growth as a center of timbering, agriculture and railroading. During the late 1880s and 90s, the city would build out its first municipal water supply system and see electrified car service on the bridge to the Rock Island Arsenal. By the 1900s, the neighborhoods north of 18th Avenue were largely built out.



Negus Row Houses, Second Empire architecture, c. 1874, Old Chicago Neighborhood

Downtown would continue its growth as an economic center with the construction of the Romanesque Revival Modern Woodman of America office building at 3rd Avenue and 15th Street.

During the late 1800s, Rock Island's built resources would mostly be characterized by both high style and vernacular forms of Late Victorian architecture that were typical of the period in most Midwestern communities. Queen Anne and Folk Victorian cottages constitute significant numbers of homes in the Broadway, Longview and Old Chicago neighborhoods; for instance, 183 of the 315 homes in the Broadway Historic District are Queen Anne in style and form, distinguished by their asymmetrical shapes, wood-clad siding, shingle patterns, and pyramidal roof shapes. Other homes would incorporate Shingle and Stick Style stylistic features, with one representative example, the Welch House, constructed in 1897 and located at 817 23rd Street. As in many other communities, the advent of mass-produced house parts and elements, along with balloon-frame construction, permitted relatively rapid house construction and neighborhood growth; as a result, cottages, gable-fronts, modified shot-guns and Gable-Ells would be the predominant vernacular house types of the period in Rock Island.



Gable-Fronted Folk Victorian, c. 1880s, Broadway Neighborhood



Queen Anne architecture, c. 1890s, Broadway Neighborhood

The Queen Anne house would later evolve into foursquare forms into the early 20th century with Colonial Revival stylistic features, including classical-inspired full width porches, gable dormers with returns, Palladian windows, and side-gabled extensions. Apart from the neighborhood residential developments, other significant buildings from the period include the first buildings of the Augustana College campus. Old Main, constructed between 1884 and 1893 with buff-colored limestone and featuring an ornate columned cupola, is a representative example of the Renaissance Revival in Rock Island.

EARLY 20TH CENTURY DEVELOPMENT

Neighborhoods, the Arsenal and World War I (1900s to 1920s)

The period between 1900 and World War I and afterwards would represent Rock Island's most significant growth period, spurred by thriving industries and the extension of the street car railways and infrastructure into previously undeveloped areas south of the Downtown district. Between 1910 and 1919, for example, more than 2,400 building permits were issued for home construction in both established and developing areas, including the Broadway, Longview, Douglas Park, Highland Park and Keystone neighborhoods. By 1920, the City had annexed a considerable swath of land east of 17th and west of 31st Street extending south to the Rock River. The housing building boom was attributed to the growth in local industries,

returning servicemen, and new types of mortgages and homeownership financing. Between 1920 and 1929, more than 7,600 housing permits were issued.

Before World War I, the Rock Island Arsenal would spend more than \$8 million dollars to improve and enhance its facility, and roads were being increasingly paved as the automobile ownership became more prevalent. The first hard-surface boulevard, 18th Street along the bluff line, would be paved connecting Rock Island with neighboring Moline to the east. In addition, the city gained new churches, apartment buildings, downtown commercial buildings, and twenty miles of paved roads, sidewalks, and sewer and water mains. Downtown commercial buildings would be larger in scale and sport highly ornamented Classical Revival cornices and glazed brick facades; Young and McComb's, downtown's first department store, would locate in one such Classical-Revival inspired building at 1701-1707 Second Avenue.

During the First World War, the Arsenal would add close to 2,000 jobs and reach a total employment of 14,000 workers. The war would slow Rock Island's growth like it did for most cities during the period as able men volunteered for the armed services, creating a shortage of workers for local industries. Housing starts would decline in 1917 but some slack in construction would be taken up by government-sponsored housing for war workers. The United States Housing Corporation, authorized by the U.S. Congress in 1918 and charged with providing worker housing near shipyards and arsenals during the war, would construct housing projects in communities in 26 states, including Rock Island where 217 houses would be built, mostly along 18th Avenue between 39th, 41st and 45th Streets. Although vernacular in design, the houses, which represented the Federal Government's first major initiative in designing housing and planning for new communities, were square in form and incorporated porches and gambrel roof shapes. Some were double house in form sharing a common party wall.

Predominant building forms in the period before and after World War I include the foursquare and bungalow with Colonial Revival, Craftsman and Chicago Bungalow stylistic features. During the 1920s, apart from the Colonial Revival, other European-based design styles popularized by returning servicemen and architectural pattern books of the time would influence residential construction in most America cities. Tudor Revival homes, with a dominant front gable, timbering and brick or stucco wall-cladding, would become prevalent as infill housing in the Broadway district and the majority housing style in the Burgart, Parkview and Hillcrest subdivisions. French Eclectic homes with their typical high pitched roofs would be prominent in the Hill Crest subdivision. Prairie-styled buildings, as inspired by the residential architecture of Frank Lloyd Wright, would comprise several



Downtown commercial buildings, early 20th century

of Rock Island's most noteworthy buildings of the period, including the Denkmann-Hauberg House (c. 1908) designed by Robert C. Spencer, with its ten-acre site planned by Chicago landscape architect Jens Jensen, and the Charles and Jane Borg House, (c. 1930) in the Park View subdivision. The English Arts and Crafts movement would also influence house design with representative examples including the Craftsman homes at 1302 12th Street, 4141 12th Street, and the Ralston-Schoede House (c. 1923) at 1717 21st Street in the Highland Park neighborhood.

THE GREAT DEPRESSION AND WORLD WAR II (1930s TO 1940s)

Through most of the 1920s, Rock Island's boundaries included much of 46th Street to the east and the Mississippi and Rock Rivers to the west and south respectively. The City's primary land acquisitions during the 1930s and 1940s included the eastern part of the Watch Hill neighborhood in 1941 and, a year later, land east of 21st Street and south of 31st Avenue; both annexations would encompass 107 acres. After World War II, an additional 328 acres of land would be annexed to accommodate a post-War housing boom stimulated by returning servicemen. Cape Cods, Minimal Traditionals and early Ranch homes would be the predominant building types in these newly developing subdivisions. Growth would also be spurred by the increasing use of the automobile and other forms of mass transportation as streetcar service would decline and rail line abandonments increased during the 1920s and 30s. In 1942, as part of the war effort, the final 300 tons of street car rails would be removed and recycled.

The on-set of the Great Depression would only affect Rock Island a year later from the Wall Street Crash of 1929 when housing starts would drop by 30 percent; new housing construction would only regain momentum in the late 1930s with more expensive homes outpacing other housing in the marketplace. As with many other cities during the Depression, Rock Island would also experience bank failures, a lack of building activity and rising unemployment, although new schools and a hospital would be constructed in Rock Island by the Works Progress Administration. The Rock Island economy would strengthen with the approach of the Second World War and added employment at the Arsenal; new housing and building construction activity would facilitate the need for regulating land use with the City's adoption of its first zoning ordinance in 1941. Downtown would experience slow development but the construction of the Centennial Bridge Commission Building in 1941 would be one of Rock Island's best examples of the Art Moderne.



Tudor Bungalow architecture, early 20th century, Highland Park Neighborhood

Platted in the 1920s, Stadium Drive and Watch Hill neighborhoods would receive the majority of growth and development during the 1930s and 40s and the immediate post-War years. The Watch Hill neighborhood would incorporate winding curvilinear roads that respected the topography and scenery of the Rock River bluff line and the adjacent Black Hawk State Historic Site, where several trails, picnic shelters and a portion of the site's Watchtower Lodge was constructed by the Civilian Conservation Corps during the 1930s. Watch Hill, which was developed by several developers and investors over a 15-year period, would not be fully-built out until the 1950s. Colonial Revivals, smaller Cape Cods and ranches are predominant building types and styles in the subdivision. Stadium Drive, which takes its name from the nearby Rock Island High School Stadium, includes the parcels of land lying south of 23rd Avenue between 17th and 24th Streets. Built mostly during the war years and afterward, housing types included more smaller-scaled Minimal Traditionals and Colonial Revival cottages than is found in Watch Hill, although both Watch Hill and Stadium Drive were platted with larger lots than in most other areas of Rock Island. Another subdivision, West Lawn, located west of the 11th Street and south of 21st Avenue and developed during the early 1940s, would feature simple square-form and Minimal Traditional housing for war workers locating to Rock Island.

Mid-20th Century Development (1950s - 1960s)

Towards the 1950s, to meet the rising housing demand from soldiers returning from World War II, approximately ten subdivisions in Rock Island were in the process of being developed; Rock Island would also have more housing starts at the end of the decade than at the beginning before the war started. Prosperity also returned as Downtown recorded increased retail sales over pre-Depression levels; local industries would be supported by strong agricultural sector production in the surrounding county and beyond. Road paving projects and commercial construction along Rock Island's emerging corridors would also occur, binding these new developments with the growing neighborhoods adjacent to them, and challenging the Downtown district's economic vibrancy. Downtown's development during the 1950s and 60s would be characterized by new steel and glass curtained-walled International Style buildings, including the First National Bank Building of Rock Island (1963) designed by Skidmore, Owings and Merrill, and the Modern Woodman of America Building (1966) along the Mississippi Riverfront, the Chicago-based firm Graham Anderson Probst and White as architects of record. Housing construction would continue with continued development of the Watch Hill and Hill Crest subdivision among others areas in Rock Island.



Ranch building type, Mid-20th Century

HERITAGE RESOURCES

Heritage resources are defined as buildings, including houses, barns, commercial buildings, theaters and factory buildings; structures, such as water towers, bridges and dams; sites, comprising parks, gardens and cemeteries; and objects, such as statues, monuments, and brick sidewalks and streets. In most instances, heritage resources are associated with a particular historic context that has been identified in this Heritage Resources Plan or other survey and documentation project. For example, heritage resources located within the Old Chicago neighborhood may be related to Rock Island's earliest development. In a different instance, Classical-Revival-styled commercial buildings constructed in the downtown during the first decades of the 20th century are representative examples of a distinctive architectural style popular during that time period. Other resources may share relationships with a significant person(s) or event(s) in Rock Island's history.

The resource types found in Rock Island are summarized in this section and includes information gathered from various National Register nominations and survey projects undertaken by the City and other entities over the years. The documents and information resources consulted include:

Archaeological Resources

Archaeological resources generally consist of artifacts or features that mark a place or site of previous settlement. Artifacts and features could include earthen mounds or burial grounds; remnants of building foundations, including forts and encampments; homesteads and privies; caves; old trails and roads; weaponry; and, old mills, smokehouses, and religious structures. Concentrations of artifacts in one location often signifies an important archeological site that may date from Rock Island's early and pre-historic Native American settlements to the relatively recent building construction of the City's first American pioneer newcomers during the early to mid-1800s. While the word archaeology is commonly associated with more ancient aspects of history, federal and State of Illinois archeological laws consider archaeological remains and artifacts as recently as 1950.

Rock Island's archaeological resources, determined through research, surveys and excavations over the last 50 years, include a number of recovered artifacts and features, such as storage pits, stone fragments, a cemetery, agricultural product deposits, and historic rounds. Several archaeological resources are culturally associated with the Saukenauk Native American village settlement.

Commercial

Downtown is Rock Island's main commercial center and contains the community's most important concentration of historic commercial buildings. Another important commercial area is the College Hill District adjacent to the Augustana Collage campus. There are commercial areas in other parts of Rock Island, including the 11th Street corridor, that are not described in this section.

Like most other communities, Downtown Rock Island experienced growth and change with different generations of building types and styles. Almost certainly, many of Downtown's first generation of commercial buildings of the mid-1800s were constructed mostly in wood given its ready availability from nearby logging and milling operations. Towards the latter years of 19th century, buildings were increasingly built in brick and stone with highly-stylized Italianate features, as evidenced in the Star Block (1874) with its heavy cornice and arched windows. Buildings of this period were three to four stories in height and housing small businesses such as hardware and dry good stores to liveries, bakeries, hotels and saloons. Other building types and styles from the time period include vernacular brickfronts as well as stylized Renaissance and Romanesque Revival buildings, as represented in the Tremann Building (1894) at 1700 Third Avenue and the Modern Woodmen of America Building (1898), now the Rock Island County Administration Building

In the early decades of the 20th century, the first generation of commercial buildings were gradually replaced with larger, multi-story edifices as Downtown grew in importance as a center for business, shopping and entertainment. Several of these buildings, such as the Ann Goldman and Best Buildings (1894, 1920s; 1908 respectively) along Second Avenue, were designed or remodeled in a refined Commercial-Classical Revival style with rusticated brickwork and bracketed heavy cornices, typical architectural features of the style. Commercial buildings with larger floor plates were necessitated by the emergence of the department store as the prime downtown shopping attraction. Theaters, such as the lavishly ornamented Art Déco Fort Armstrong Theater (1920, Circa 21 Playhouse), and the Classically-inspired Illinois Theater would be focal points of cultural activities and entertainment. Another example of the Art Deco style in Downtown Rock Island is the Royal Neighbors of America building (1928) at 230 16th Street, designed by the noted Chicago architecture firm of Pond and Pond. In the post-World War II years, Downtown Rock Island, as in other downtown districts from the 1950s and 60s, would be the home of several Modernist buildings, including the International Style First National Bank Building of Rock Island (1960).



Modern Woodman of America Office Building, early Renaissance Revival architecture, 1897



Fort Armstrong Theatre, Art Deco architecture, 1920-1921



First National Bank of Rock Island, International Style architecture, 1963

The College Hill commercial district is mostly centered along 14th Avenue from 30th to 38th Streets just south of Augustana College and consists mainly of one to two-story vernacular brickfronts constructed during the early decades of the 1900s. The brickfronts were constructed to house small businesses serving the Augustana College neighborhood with upper-stories used for offices and residential purposes.

Transportation, Bridges and Dams

Heritage resources related to transportation in Rock Island include the Rock Island Passenger Depot, constructed in 1901 to serve as the City's third passenger rail station. The Depot was designed in the Renaissance Revival by Chicago architect Charles S. Frost of the Frost and Granger architecture firm.

Bridges constructed for both railroad and automobile traffic spanning the Mississippi River were crucial to Rock Island's growth and development. Bridges of significance include the five-span Centennial Bridge constructed in 1940 by the American Bridge Company of New York; the Arsenal (Government Bridge) connecting Rock Island with the Arsenal, constructed in 1896 by the Phoenix Bridge Company of Pennsylvania and designed by the engineer Ralph Modjeski; and, the Lock and Dam Number Access Bridge, built in 1934. These bridges are notable for their arch span designs and their construction technologies. Lock and Dam Number 15 was constructed by the Army Corps of Engineers in 1934 and spans the entire expanse of the Mississippi River from Rock Island to Davenport and is considered the largest roller dam of its type in the United States. The facility is listed in the National Register of Historic Places.

Civic and Religious Buildings

Civic and religious buildings reflect a community's political and cultural development; in particular, the location of churches were determinate on where specific ethnic and population groups settled, how neighborhood's developed, the availability of land and the gifts of major benefactors.

Downtown Rock Island remains the center of civic and governmental institutions, including the Art Deco-styled City Hall (1940), designed by Cervin and Stuhr, the Rock Island County Administration Building (formerly the Modern Woodmen of American Office Building) directly to the south of City Hall, and the Renaissance Revival Rock Island County Courthouse Building (1896), designed by the architecture firm of Gunn and Curtis. Rock Island is known for the establishment of the first public library in the Illinois; its current building, constructed in 1903 with an addition in 1985, was designed in the Renaissance Revival

by local architects Drack and Kerns. The U.S. Postal Service facility at 1956 2nd Avenue in Downtown Rock Island is designed in a sleek Mid-Century Modern design.

Several of Rock Island's early churches were constructed near or at the edges of the Downtown district during the late 1800s, such as the Romanesque Memorial Church at 231 15th Street, the Wayman AME (c. 1874) at 1328 3rd Avenue, the Two Rivers United Methodist Church (First Methodist Episcopal Church, c. 1880s) at 1820 5th Avenue, and the former Immanuel Lutheran Church (1896) at 5th Avenue and 20th Street, the latter three designed in different variants of the Gothic Revival in both red brick and stone. Other significant churches include the Broadway Presbyterian Church (1878) at 710 23rd Street, Trinity Episcopal Church (1869) at 1818 6th Avenue, and the Classical-temple First Church of Christ, Scientist (1914) at the corner of 22nd Street and 7th Avenue, now the Karpeles Museum and a designated City of Rock Island Landmark. In succeeding decades, modernist-styled churches would be constructed in the developing neighborhoods of the 1950s and '60s, such as St. Pius X Church (1957), located at the intersection of 31st Avenue and 24th Street and designed by architect Rudolph Sandberg, and the First Baptist Church of Rock Island (1955) to the east of St. Pius X along 24th Street. Both churches were designed in abstract volumes of brick stone, marble, concrete and metal.

Residential Resources and Neighborhoods

Rock Island's residential neighborhoods emanate mainly from the south, east and west of the Downtown district along major arterials and, in the past, streetcar lines that once connecting neighborhoods to the Downtown and other employment centers. Generally, historic residential resources span the decades of Rock Island's major development periods from the 1870s to the 1950s as Rock Island grew as an agricultural, industrial, commercial center – its economic prosperity also bolstered by the nearby presence of the Rock Island Arsenal. Residential resources also demonstrate a diversity between vernacular worker homes and high-style construction of representative architectural styles popular during specific time periods – such as Queen Anne during the late 1800s and Tudor Revivals of the 1920s, for example. Minimal Traditionals and Ranches define the housing types of the post-World War II years.

Rock Island's earliest high-style architecture is represented by Italianate and Second Empire-designed homes found in the Old Chicago neighborhood. Victorian house styles of the late 1800s and their vernacular counterparts, such as Gable Fronts and Gable-Elles, would predominate both in the Old Chicago and Broadway neighborhoods; succeeding decades would see the remaining lots developed with a mix of American-derived house styles, such as the Foursquare and the

Craftsman bungalow. In the early 20th century, Revival architecture, including the Colonial, Tudor and French Eclectic – styles that take their inspiration from European domestic design traditions – became prevalent in the Broadway, Highland Park, Longview Watch Hill, Keystone and Burgart Addition neighborhoods, among others. The Prairie School and the Arts and Crafts Movement would also influence house design in several Rock Island neighborhoods. After World War II, the horizontal Ranch house and the Cape Cod cottage, a spare, box-like form of the Colonial Revival became preferred housing products in newly developing areas in Rock Island, especially in the Parkview, Burgart's and Stadium Drive subdivisions. Ranch housing types were favored by the American public after the Second World War, reflecting the desire for larger but affordable homes, in contrast to the smaller Cape Cods or Minimal Traditionals that were constructed on the smaller lots or earlier subdivision plats.

Rock Island has few historic multi-family developments but of these, the Classical Revival Sala Apartments (1903) at 320 - 330 19th Street and the three-building Rosala Apartment complex (1937), designed in a spare Art Moderne style, located at 1907 5th Avenue, are distinguishing examples of pre-World War II apartment design. The Sala Apartments is currently listed in the National Register. The Longview Apartments (1929), a City of Rock Island Landmark, is a noted Classical-Revival designed garden apartment complex by architect Erich J. Patelski.

Despite the existence of many examples of high-style residential architectural styles, many, if not most, of Rock Island's historic housing resources were constructed in vernacular forms with materials mass-produced or milled locally or near Rock Island. Vernacular forms, such as the Foursquare, the Gable-Front and the Bungalow, would be retain their basic, distinguishing shapes but would be finishing in different cladding materials, building parts and structural systems. Contractors would largely build such housing given the ready availability of building materials, parts and architectural plans that were widely distributed through books, periodicals and other publications distributed during the decades from the 1880s to the 1950s – publications including *Architectural Record*, the *Western Architect*, and *House Beautiful*, to name a few. The Weyerhaeuser-Denkman Lumber Yard in Rock Island produced its own publication of house floor plans during the 1940s. Local newspapers would also play a role in advertising new housing developments. Pre-fabricated homes in Rock Island include the Lustron porcelain-enameled metal homes of the 1950s in the Bel-Aire neighborhood.



(Emmy) Carlsson Ewald Hall, Augustana College, Classical Revival architecture, 1928



Educational Buildings

Augustana College comprises a rich collection of historic educational buildings built over a span of time to accommodate the growth of its and its facilities. Important among these resources include the National Register-listed Old Main Building (1889), the Classical Revival-styled Carlsson Hall and the resplendent Beaux Arts Denkman Memorial Hall (1911), designed by the Chicago architecture firm of Patton and Miller. Other historically and architecturally-important buildings include the Tudor-Jacobean Revival-styled Andreen Hall (1937), the Gothic Revival Founders-Seminary Hall complex (1923, 1955), and Sorensen Hall (1957-1959), a sleek version of the International Style. Other buildings on the campus include a number of Queen Anne, Italianate and Foursquare homes that serve as campus facilities.

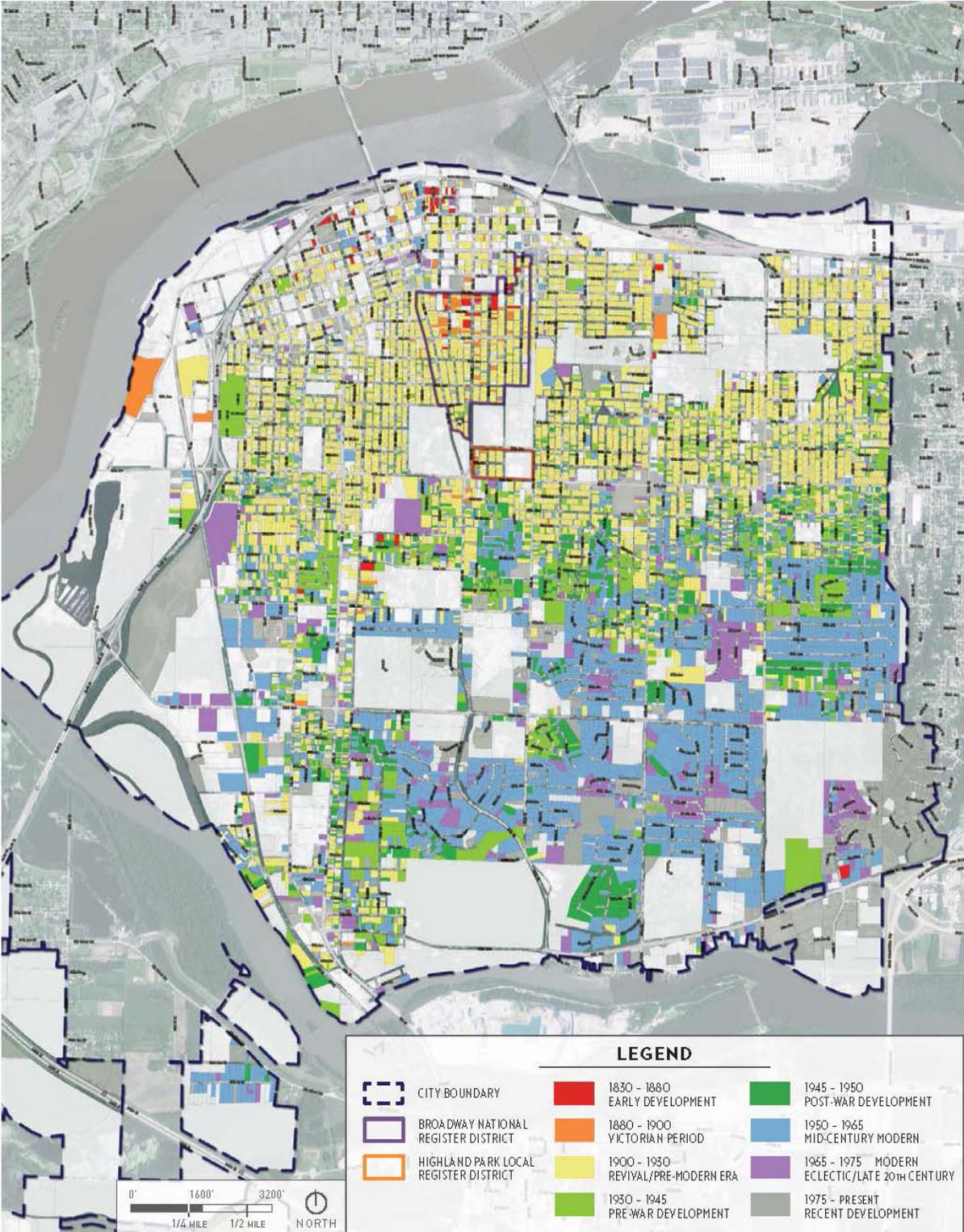
Apart from Augustana College, there are several historic Rock Island public school buildings, including the Tudor/Gothic Revival Longfellow Liberal Arts School and the Willard Elementary School at 4198 7th Avenue and 2503 9th Street respectively, and the Rock Island High School, 1400 25th Avenue, and the Rock Island Alleman High School at 1103 40th Street in the Keystone neighborhood. The Washington Junior High School at 18th Avenue and 33rd Street is also designed in the Gothic Revival. Other noteworthy schools are affiliated with several religious institutions and congregations.

Rock Island Building Periods

Rock Island's building resources can be categorized and understood in their historic context by their construction dates. Listed below are the time segments that reflect the general themes of development in Rock Island:

- 1830s – 1880s: Early Development and Settlement
- 1880s – 1900s: Victorian Neighborhoods
- 1900s – 1930s: Revival/Pre-Modern Era

Map 2: Distribution of Residential Buildings by Age



- 1930s - 1940s: Pre-War Development
- 1945 - 1950: Post War Development
- 1950s - 1965: Mid Century Modern
- 1965 - 1975: Modern Eclectic/Late 20th Century Development

The map in the following page, *Distribution of Residential Buildings by Age*, locates the construction dates for residential buildings throughout Rock Island. As the map reflects, Rock Island’s older heritage resources are clustered around the Downtown, which is typical of most established communities like Rock Island. Later developments and subdivisions are usually located in outlying land and neighborhoods. Similarities in building age in a given area typically correspond to similarities in the neighborhood’s architecture and building forms.

EXISTING LANDMARKS AND DISTRICTS

A significant number of historic resources in Rock Island are officially designated Rock Island City Landmarks or listed in the National Register of Historic Places. Several historic resource surveys and inventories have been undertaken over the decades where properties have been identified for future landmarking and district designation. Prioritizing future designations are discussed in a later section of the State of the City Report. The types of designations include listing in the National Register of Historic Places and local landmarks and districts (see Map 1 on page 68).

NATIONAL REGISTER OF HISTORIC PLACES (NHRP)

The National Register of Historic Places is this nation’s official list of buildings, structures, sites and objects worthy of the preservation. The National Register is a program the National Park Service, U.S. Department of the Interior, and is authorized under the National Historic Preservation of 1966. It is administered in Illinois by the Illinois Historic Preservation Agency. National Register designation is honorary and poses no restrictions on the use of property but provides significant financial benefits, including eligibility for the Federal Historic Preservation Tax Credits. Properties may be listed individually in the National Register or be included as part of a district within definable geographic boundaries. Districts may also include accessory structures, fences and natural resources having historical, architectural, archaeological or cultural significance.



Schriver House, Italianate architecture, Old Chicago Neighborhood, c. 1867



Star Block, Downtown Rock Island, Italianate architecture, 1874

NRHP-listed Properties (as of June 2015) within Rock Island:

- . Stauduhar House (1608 21st Street)
- . Robert Wagner House (904 23rd Street)
- . Potter House (1906 7th Avenue)
- . Connor-Parker House (702 20th Street)
- . Sala Apartments (330 19th Street)
- . Fort Armstrong Theatre (1824 3rd Avenue)
- . Rock Island Passenger Depot (3105 5th Avenue)
- . Denkmann-Hauberg House (1300 24th Street)
- . Fort Armstrong Hotel (1900 3rd Avenue)
- . People's National Bank/Fries Building (1729-1731 2nd Avenue)
- . Weyerhaeuser House (3052 10th Avenue)
- . Old Main, Augustana College (3600 7th Avenue)
- . Chippiannock Cemetery (2901 12th Street)
- . Black Hawk Museum and Lodge (1510 46th Avenue)

Old Lincoln School, located at 2125 7th Avenue and listed in the National Register in 1985, was demolished in 2012. The Villa de Chantal at 16th Avenue and 21st Street, also listed in the National Register, as well as a designated Local Landmark, was destroyed by a fire in 2005 and subsequently removed from the National Register in 2012.

NRHP-listed Districts (as of June 2015) within Rock Island:

- . Broadway National Register District (1984)

According to the National Register Nomination, the Broadway District contains 715 contributing resources and 150 non-contributing resources, with a period of significance starting in 1854 and ending in 1948. Properties built after 1948 are generally considered non-contributing to the district.

NATIONAL HISTORIC LANDMARKS (NHL)

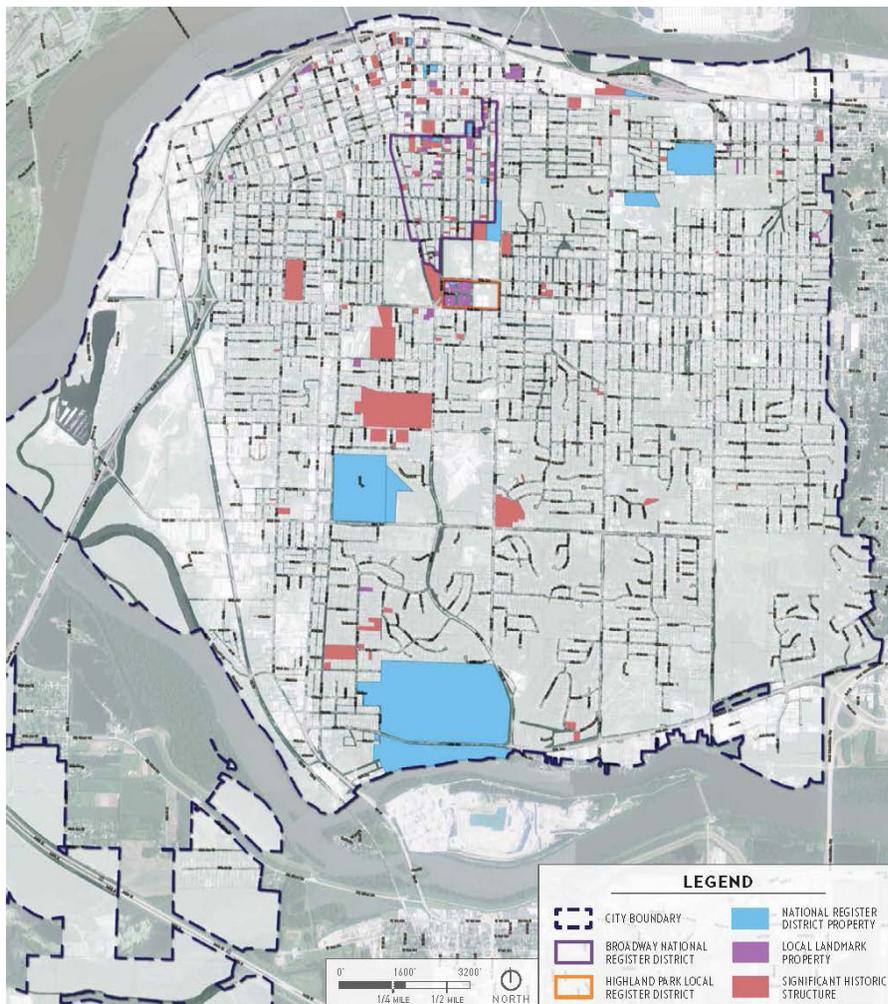
National Historic Landmarks (NHLs) are nationally significant historic places designated by the Secretary of the Interior, places that possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, there are more than 2,500 NHLs. Like the National Program, NHL designation is honorary and places no restrictions on the use of property. Properties are usually nominated to the NHL program by the State Historic Preservation Office (SHPO) or the National Park Service. All properties designated as NHLs are automatically listed in the National Register. Currently, there are no NHLs located within the Rock Island municipal boundary; however, the Rock Island Arsenal was designated as an NHL district in 1988.

LOCAL LANDMARKS AND DISTRICTS

A local Rock Island City Landmark or District is any building, structure, object, area or element of landscape architecture with significance, importance, or value consistent with the designation criteria outlined in the Rock Island Historic Preservation Ordinance. Designation criteria stated within the Rock Island Historic Preservation Ordinance includes:

- 1) Significant value as part of the historic, cultural, artistic, social, ethnic or other heritage of the nation, state or community.
- 2) Associated with an important person or event in national, state or local history.
- 3) Representative of the distinguishing characteristics of an architectural and/or landscape type inherently valuable for the study of a period, style, craftsmanship, method of construction or use of indigenous materials and which retains a high degree of integrity.

Map 1: Existing Landmarks and Districts





New construction, Downtown Rock Island

- 4) Notable work of a master builder, designer, architect or artist whose individual genius has influenced an era.
- 5) Identifiable as an established and familiar visual feature in the community owing to its unique location or physical characteristics.
- 6) Its character as a particularly fine or unique example of a utilitarian structure, including, but not limited to, farmhouses, gas stations or other commercial structures with a high level of integrity or architectural significance.
- 7) Areas that have yielded, or may be likely to yield, information important in history or prehistory.

Local designation does not restrict the use of property; however, exterior changes and alterations, as well as proposed demolition, is reviewed by the Preservation Commission.

Local Historic Landmarks in Rock Island are:

- . Albert Dietrich Huesing House (842 20th Street)
- . Anna Olsson House (3912 8th Avenue)
- . Atkinson House (3004 10th Avenue)
- . Beardsley House (536 23rd Street)
- . Burns House (1700 22nd Street)
- . Centennial Bridge Commission Building (201 15th Street)
- . Charles W. Borg House (1203 45th Street)
- . Charles Hansgen House (848 20th Street)
- . Charles Fiebig House (833 17th Street)
- . Christian August Schoessel House (1330 20th Street)
- . Condon House (1601 21st Street)
- . Connor-Parker House (702 20th Street)
- . Cook-Pearce House (727 19th Street)
- . Crawford Carter House (1605 21st Street)
- . Dr. Conrad Emil Lindberg House (3826 7th Avenue)
- . Dr. William T. Magill House (715 20th Street)
- . First Church of Christ, Scientist (700 22nd Street)
- . Frank P. Welch House (817 23rd Street)
- . Frank G. Young House (830 22nd Street)
- . George Oscar White House (603 23rd Street)
- . Haverstick House (544 23rd Street)
- . Hopkins House (1625 21st Street)
- . Huber House (1000 30th Street)
- . Illinois Oil Products Building (Jackson Square) (321 24th Street)
- . Jackson Square (2411 4th Avenue) (IL Oil alt. address)
- . Kohn-Bradford House (602 18th Street)
- . K.T. & Netta Anderson House (917 19th Street)
- . Leonard M. Drack House (836 22nd Street)

- . Longview Apartments (1614 18th Avenue)
- . Morrison House (1712 21st Street)
- . Murphy House (2207 - 2209 7th Avenue)
- . Myers House (1726 21st Street)
- . O.J. Dimick House (1250 21st Avenue)
- . Philemon Libby Mitchell House (1131 2nd Avenue)
- . Potter House (1906 7th Avenue)
- . Potter House Cottage (1918 7th Avenue)
- . R.I. Lines Passenger Depot (3029-3031 5th Avenue)
- . Robert McFarlane House (837 23rd Street)
- . Robert Wagner House (904 23rd Street)
- . Robinson Hardware (1706 3rd Avenue)
- . Rochow House (1612 22nd Street)
- . Rock Island Public Library (401 19th Street)
- . Star Block (1821-1829 2nd Avenue)
- . Schriver-Nettles House (1029 3rd Avenue)
- . Sharpe House (1611 21st Street)
- . Spencer House (705 20th Street)
- . Stearns Cottage (1915 9th Avenue)
- . Streckfus House (908 4th Avenue)
- . Sturgeon-Bahnsen House (852 19th Street)
- . Sweeney House (816 20th Street)
- . Theodore P. Eichelsdoerfer House (3601 14th Street)
- . Thompson House (1703 21st Street)
- . Trent House (2103 18th Avenue)
- . West End Settlement (Esquire Lodge) (427 7th Avenue)
- . White House Outbuilding (2308 6th Avenue)

Local Historic Districts in Rock Island include:

- . Highland Park Historic District

Three Rock Island City Landmarks have been demolished in recent years: Old Lincoln School at 211-2125 7th Avenue, Audubon School (designation was rescinded) at 2617 18th Avenue and the Moran Building at 1201-1203 3rd Avenue. Of the 14 National Register listed landmarks only four are designated as Rock Island Landmarks. Of the one National Register Historic District, Broadway, is currently not designated a local district; Highland Park, the only locally-designated historic district, is not listed as a National Register Historic District at the time of this report although a nomination is being considered.

100 MOST SIGNIFICANT UNPROTECTED HISTORIC STRUCTURES LIST

The Preservation Commission maintains a Most Significant Unprotected Historic Structures List of notable Rock Island buildings that are worthy of preservation but are not designated City Landmarks. The list somewhat serves as the informal priority list for potential local and National Register landmarking efforts and as a public relations tool for increasing awareness on the importance of preserving such resources. The list was recently updated in 2009; National Register listed buildings are currently not included.

This section is a summary of current and past planning activities as it relates to the City's historic preservation program, relevant codes and ordinances including the Historic Preservation Ordinance, incentives and economic development efforts, and important organizations and entities.



STATE OF THE CITY

STATE OF THE CITY

CITY PLANNING

The preservation of historic buildings, districts, sites and other resources at the municipal level are addressed through the adoption of various policy documents, and other methods and programs. Comprehensive plans and plans at the district and neighborhood levels are means for establishing clear goals and policies for encouraging preservation and preservation's integration as a method for community economic development, and neighborhood and commercial district revitalization. This section reviews recent planning documents and policies and their relation to local preservation planning in Rock Island.

CITY OF ROCK ISLAND COMPREHENSIVE PLAN (2014)

The *Rock Island Comprehensive Plan* was adopted in April 2014 and is intended to be a policy guide for Rock Island's growth, development and revitalization through 2034. The Plan envisions a future when Rock Island is "a leader in infill development and adaptive reuse, integrating sustainable and conservation-oriented design while retaining our historical context." The Plan describes several key historic properties, other important historic and cultural resources in Rock Island, and provides an overview of the Preservation Ordinance, and civic and governmental institutions involved in preservation activities.

A broad goal within the Comprehensive Plan concerning historic preservation is to "Preserve Rock Island's distinctive architecture and historic character by encouraging preservation, restoration, and adaptive reuse." One of the strategies outlined to achieve this goal includes:

"Continue to work with the Rock Island Preservation Commission to implement the Preservation Ordinance and encourage adherence to the City's residential and downtown design guidelines. In addition, the City will work as necessary to educate developers and property owners about redevelopment opportunities for historic properties and possible utilization of federal historic tax credits for properties listed on the National Register of Historic Places. The Preservation Commission, Rock Island Preservation Society, and other appropriate community organizations will be encouraged to assume a stronger role in working with and educating property owners on the importance of preserving and protecting our historic architecture. The City Council should be encouraged regularly to follow the recommendations of these groups."



Foursquare with Prairie stylistic features, Keystone Neighborhood



Hansgen House, Italianate architecture, Broadway Neighborhood, 1874

The Plan goes on to deal with more specific issues related to historic preservation. For instance, with regard to Downtown Rock Island, it calls for the preservation of the “core” historic buildings, enforcement of design standards, and encouragement of those businesses and institutions most suited to locate in historic commercial buildings. With respect to housing, the Plan calls for preserving the integrity of established neighborhoods and ensuring that redevelopment and infill development in existing neighborhoods complements the character and scale of existing homes.

The Plan also addresses specific challenges caused by the decommissioning of public schools. Although many Rock Island schools have historical and architectural value, and are excellent candidates for adaptive use, the Comprehensive Plan notes that this can be difficult to accomplish given the need to find an appropriate developer, and the cost of maintaining and securing vacant school buildings. The Plan recommends the City, School District, and Preservation Commission and other entities work together to develop a strategy for such historic resources, and notes that the best candidates for adaptive use have not been closed for a significant period of time, still have their roofs and mechanical systems intact, are located in neighborhoods with healthy real estate markets, are not too large, and have layouts that are conducive to new uses.

Although not specifically related to historic preservation, objectives in the Plan supporting the goal of regionalism could support greater collaboration with neighboring communities and organizations to plan for and support historic preservation.

CITY OF ROCK ISLAND STRATEGIC PLAN (2014-2015)

On an annual basis, the Rock Island City Council adopt a strategic plan that outlines critical City priorities for the coming year. In the *2014-2015 Strategic Plan*, the top policy priorities include promoting development along key commercial corridors, including the Blackhawk, Southwest and 11th Street corridors; attracting new Downtown businesses; and, facilitating revitalization efforts in the College Hill District. Top priorities on the City’s Management Agenda, include advocacy for the Rock Island Arsenal during the upcoming Defense Base Closure and Realignment Commission process, revising the City’s Zoning Ordinance, and adopting a new Building Code.

CITY OF ROCK ISLAND DOWNTOWN REVITALIZATION PLAN

The *Downtown Revitalization Plan*, adopted in May 2015, builds and expands upon on the general Downtown planning recommendations made within the 2014 Comprehensive Plan. Throughout the Plan, both the desire to preserve the historical character of the Downtown, and the need to encourage economic development and revitalization are apparent from public input. One of the five goals of the Downtown Plan states this explicitly: “Achieve a balance between preservation and new development,” and lists the following objectives in support of that goal:

- Prioritize adaptive use of historic structures over demolition, where appropriate.
- Preserve the existing historic character of 2nd Avenue and the “Core Downtown” area and ensure that it remains the symbolic heart of Downtown.
- Ensure that new development within the Downtown area matches the general scale and character of existing structures.
- Revisit and reinforce design guidelines for buildings and storefronts.
- Preserve and repair Downtown’s street wall by strictly enforcing zero foot setbacks for front and side yards.
- Promote and help facilitate parcel assembly to create larger, more desirable development sites within the Downtown that are consistent with the Future Land Use Plan.

A section of the Plan titled “Historic Preservation” notes that the many 19th and Early/Mid-20th century buildings in Downtown Rock Island form the foundation of Downtown’s unique character, three of which are local landmarks and two of which are listed in the National Register of Historic Places. It calls for the City to evaluate buildings for potential landmark designation under the City’s Historic Preservation Ordinance. The Plan goes on to state that:

“...a building does not have ‘historic value’ simply because it is old. Some commercial buildings in the Downtown are old, but may not have historic value and may be functionally obsolescent, deteriorating, and unsightly. Replacement of these buildings with new, but traditionally designed buildings, would be appropriate and desired in limited cases. The City’s official policy with regards to historic buildings should be to encourage adaptive re-use and renovation first, with demolition a last resort option only justified by extreme deterioration or structural issues. The historic character and charm of the Downtown is what creates its identity and it must be preserved, protected and enhanced.”



Downtown Rock Island

However, the Plan does not propose any methodology or course of action to understanding what Downtown buildings have historic value over others, and defers to the preparation of this Heritage Resources Plan for future direction in that matter. In addition, the Downtown Plan also does not make any recommendation regarding any potential district listing or designation.

Implementation actions related to historic preservation are:

- Re-evaluate, updating where necessary, ordinances and policies pertaining to historic preservation to align with the recommendations of the Plan.
- Develop and adopt a policy that encourages and prioritizes the adaptive use of historic buildings over demolition.
- Evaluate each unprotected structure identified in the Land Use and Development Framework for coverage under the City's Historic Preservation Ordinance.

CITY OF ROCK ISLAND STRATEGIC DEVELOPMENT PLAN (2014)

The *Strategic Development Plan* was adopted in 2014 to serve as the City's economic development plan and provides strategies for addressing "local and regional challenges to growth" and "to improve the quality of life and image" of Rock Island. Two over-arching economic development goals are proposed in the Plan, one centered on placemaking efforts that grow the tax base to "cover expenses, provide services and maintain infrastructure"; and two, repositioning Rock Island's economy by embracing Rock Island's location along the Mississippi River and building on the community's quality of life assets. The placemaking strategy focuses on four key areas where investments in infrastructure, transportation, urban design improvements, and business and real estate development efforts, should take place, including the Mississippi Riverfront area, the Rock River Delta, the Neighborhood Core between the Mississippi and Rock Rivers, and the West End employment sector. Repositioning strategies explore ways in which Rock Island can build on its diversity by re-branding the Downtown as cultural arts, food and entertainment center, by becoming a regional hub for international business and commerce, and by establishing Rock Island as a global education provider.

Historic preservation is not mentioned as a specific economic development strategy but it does consistently mention Rock Island's "historic assets," such as the waterfront and neighborhoods as foundation elements for achieving short and long-term placemaking and re-positioning efforts.

ARSENAL GATEWAY REVITALIZATION PLAN (2013)

The Arsenal Gateway includes portions of Downtown Rock Island south along the Mississippi riverfront and the adjacent Greenbush and Broadway neighborhoods, in an area that encompasses 19th and 31st Streets and 5th and 8th Avenues. In 2012, a revitalization plan for the Gateway was prepared to facilitate reinvestment and revitalization in a portion of Rock Island that serves as the “gateway” from Centennial Expressway (Illinois Route 92) and Bridge and 11th Streets (Illinois Route 67) to the community’s traditional center. The Plan outlines several planning priorities, including facilitating development on key opportunity sites, promoting new transportation options such as walking and biking paths, encouraging well-scaled and designed commercial and residential infill development, and retaining and re-using older buildings with architectural character whenever feasible. Although several potential adaptive use projects were identified in the Revitalization Plan, no specific preservation strategies were provided. Streetscape improvements, such as historic markers and interpretive signs, banners and street lights, brick street maintenance, and new bike trails are recommended to enhance the placemaking qualities of such neighborhoods as the Broadway Historic District. Improving and preserving key architectural resources in the Arsenal Gateway area was consistently mentioned as a key planning priority by community stakeholders during the Plan’s community engagement process.

SOUTHWEST ROCK ISLAND PLAN (2000)

The *Southwest Rock Island Plan* focused on 16,700 acres of land to the southwest of Rock Island’s traditional Downtown and neighborhood core, half of which are outside of the city limits. The Plan focuses on promoting forms of development that complement the area’s existing “country, small-town character,” development that should aspire to higher standards of quality in order to achieve population and employment growth and to help the area better compete in the regional market. The Plan does not incorporate a historic preservation element.

NEIGHBORHOOD PLANS

College Hill Revitalization Plan (2013)

In 2012, the City, in collaboration with the newly-formed College Hill District Organization, created a plan for the College Hill commercial district, focused along 14th Avenue from 30th Street east to the Moline border adjacent to the Augustana College campus. The Plan’s objectives included strengthening and diversifying the district’s business mix, marketing the district’s assets through more

active and consistent promotion efforts, and enhancing College Hill's building appearances and physical environment. Strategies and recommendations are presented within the framework of the Main Street Approach, a preservation-based economic development methodology to revitalizing traditional commercial districts developed by the National Trust for Historic Preservation. Specific Plan action strategies include various district branding and merchandising initiatives, organizing new retail and cooperative promotions, recruiting new businesses, and installing "low-scale" streetscape improvements to unify the district's overall visual appearance. Building, signage and storefront improvements are also recommended in the Plan. The Revitalization Plan serves both as the strategic action plan for the College Hill District Organization and the planning policy document for the district.

New Old Chicago Plan (2006)

The *New Old Chicago Plan* is an update to an earlier plan completed for the neighborhood in 1993. The neighborhood, one of the first developed in Rock Island when the adjacent Mississippi River waterfront was an industrial zone from the 1870s to the middle of the 20th century, experienced significant decline after the construction of the Centennial Expressway and the levee adjacent to the riverfront. The Plan addressed various issues, including preserving the remaining historic building fabric, encouraging appropriate infill development, improving infrastructure, and exploring better linkages between the neighborhood and Downtown Rock Island to the east. Key planning strategies emphasize the need for concurrent investments in historic housing rehabilitation and new infill, and the pursuit of catalytic development opportunities in key nodes: the "Community Heart," and "Gateway North" and "Gateway West." These nodes would also be the focal point for targeted infrastructure investments. Recommendations for adaptive use are made regarding specific properties such as the Esquire Lodge, and the Peerless Dairy and Duncheon Apartment buildings; streetscape improvements are suggested on streets where there is a strong concentration of historic properties. The Plan also proposes the use of the Federal Historic Preservation Tax Credits as a mechanism for re-using commercial and multi-family residential properties.

Longview Historic Area Neighborhood Plan (1996)

The *Longview Historic Area Neighborhood Plan*, adopted in 1996, focused on five areas: crime, the Longview Park and Pool, housing, youth and education, and neighborhood organizations. Planning goals related to housing are not entirely focused on preservation but on

encouraging homeownership, rehabilitating or demolishing abandoned homes, and improving and increasing quality rental property. Goals associated with neighborhood organization call for increasing resident involvement, promoting positive community interaction and enabling neighborhood churches and the City to form cooperative ventures to address specific neighborhood planning issues. The Neighborhood Plan also includes description of the neighborhood's history, which was built on the approximately 2,200 acres owned by Baily Davenport after his death in 1890. A portion of the land previously known as Bailey's Pastures became Longview Park and was designed by nationally known landscape artist O.C. Simonds. Apparently, a map that documents potentially contributing historic resources within the neighborhood was prepared but not included in the final plan document.

Keystone Neighborhood Plan (1996)

The *Keystone Neighborhood Plan*, which focused on the mostly residential areas between the Moline municipal boundaries west to the Augustana College campus, provides planning strategies and recommendations related to housing rehabilitation, promoting homeownership, code enforcement, zoning, parking and infrastructure, and forging more effective partnerships for neighborhood improvement efforts with Augustana College. Additional recommendations were made regarding Keystone's architecture and preservation, including landmark nominations of important examples of Keystone's foursquare homes, educating residents of appropriate rehabilitation techniques, and exploring the potential for listing portions or all of the neighborhood in the National Register of Historic Places. Similar to the College Hill Plan, this plan serves both as the strategic action plan for the Keystone Neighborhood Association and the neighborhood's planning policy document.

Douglas Park Neighborhood Plan (1994)

The *Douglas Park Neighborhood Plan*, adopted in 1994, was prepared to address issues and formulate responsive, citizen-based action strategies and goals to revitalizing the Douglas Park neighborhood. The Plan identified a wide range of issues and goals, with youth and crime as particular areas of concern. Although historic preservation is not addressed with specific goals and policy statements, there are strategies relating to increased home ownership, and promoting ownership pride through outreach and recognition efforts such as neighborhood awards for outstanding property improvements.



Highland Park Neighborhood



Broadway Neighborhood

Broadway Neighborhood Conservation Plan (1992)

The *Broadway Neighborhood Conservation Plan*, which predates the neighborhood's listing in the National Register of Historic Places, documents overall strategies and recommendations for protecting Broadway's architectural and historical resources, encouraging property rehabilitation, and promoting the neighborhood's architectural distinctiveness, heritage and quality of life. Additional recommendations include capital improvements to streets, alleys, lighting and sidewalks; addressing neighborhood crime and safety; preserving adjacent Downtown buildings; and, reducing traffic speeds on neighborhood streets and thoroughfares. The Plan also includes a thorough analysis and description of land use, building and infrastructure conditions, architecturally significant properties, and housing and population characteristics. Implementation timeline charts were also incorporated as part of the Conservation Plan. Many of the preservation recommendations have been implemented in succeeding years, including the National Register district listing.

OTHER PLANS

Various other plans and studies have been prepared and adopted by the City and other entities in recent years that address specific functions and activities related to the arts and tourism. Although they may not address specific preservation issues, these plans incorporate strategies and recommendations that could potentially support preservation planning policy and other preservation efforts.

Rock Island Arts Plan (2015)

Prepared by the Arts Advisory Committee for the City of Rock Island, the *Arts Plan* seeks to strengthen the community's position as a leader for the arts in the Quad Cities region by securing permanent funding for a municipal-led arts program, implementing new arts-related activities and events, and leveraging the arts to promote economic development. Specific initiatives include the establishing an arts corridor along Third Avenue in Downtown Rock Island, creating an arts incubator to facilitate the creation of arts-related businesses and industries, and conducting routine marketing initiatives regionally and through web-based resources and social media. The Plan notes that the arts incubator could be a means for re-using underutilized or vacant buildings.

RiverVision Plan (2004)

In 2004, Rock Island and Davenport, Iowa collaborated on the creation of a framework vision and plan for enhancing their Mississippi River waterfronts. Principal objectives of the Plan include creating new parks and open space along the waterfronts, facilitating catalytic mixed use and infill development in adjacent Downtown commercial

areas, and various public waterfront enhancements such as new piers, fountains and streetscapes. Rehabilitation of Downtown historic buildings and appropriate infill in the adjacent Old Chicago neighborhood are incorporated as key planning strategies; no decisive recommendation, however, was made for the Rock Island Armory building, one of the more significant architectural resources along the Rock Island waterfront. Different strategies suggested re-use of the Armory depending on the amount of park space proposed in each of the riverfront redevelopment schemes. The Armory, however, was demolished in 2009 to make way for the development of Schwiebert Riverfront Park.

Rock Island Brick Streets Plan (1988)

The *Rock Island Brick Streets Plan*, adopted in 1988, was prepared by Preservation Commission's Brick Streets Subcommittee, the City's Planning and Redevelopment staff, and the Public Works Department. The Plan created a methodology to study brick streets and establish priorities for their preservation; the Plan was amended several times in succeeding years to adjust prioritization of specific brick streets, to implement a major maintenance program, and to adopt policy changes concerning brick street reconstruction. The most recent amendment occurred in 2012. The Plan notes that Rock Island was the first city in western Illinois and eastern Iowa to make widespread use of brick paving, with Rock Island's 2nd Avenue (from 15th to 20th Streets) being paved in 1889. The vast majority of bricks used in Rock Island were from the well-known Purington Brick Company of Galesburg, Illinois. Still, as of the year 2000, only eight miles of brick streets remained in Rock Island out of 170 miles of streets that currently exist in the city. The Plan's two main criteria for prioritizing brick street restoration includes high owner-occupancy of the street's building stock and the building stock's overall architectural integrity.

Quad Cities Arts, Heritage and Cultural Tourism Plan (2004)

Commissioned by the Quad Cities Convention and Visitors Bureau, the *Quad Cities Arts, Heritage and Cultural Tourism Plan* presents goals and strategies for using arts, culture and heritage attractions as assets for increasing tourism in the Quad Cities. Other Plan objectives include exploring ways in which heritage tourism can generate new business opportunities for the Quad Cities hospitality industry, how to complement existing marketing efforts of local arts and culture groups, and implementing new strategies that build a tourism audience for the region. The Plan also recognizes that only limited attention and resources have been *"...directed toward the growth in support of exiting attractions, the cultivation of new audiences, or focused efforts to attract the out-of-town visitors whose presence will add vitality to the local economy, and generate support for local businesses."*



Neighborhood brick streets

A central recommendation of the Plan is the creation of a Cultural Marketing Resource Center, whose role would be to provide a platform to brand and promote the Quad Cities as a destination for arts and heritage-based activities, and to serve as a partner for identifying innovative approaches to resource sharing and in reaching new visitor markets. Devoting resources for more effective marketing of the arts and heritage assets is especially challenging in the Quad Cities given tight organizational budgets. Key heritage tourism assets in Rock Island include the Downtown Arts and Entertainment District, the Circa 21 Dinner Playhouse (Fort Armstrong Theatre) and the Rock Island Arsenal. While the Plan stresses the marketing and promotions component of building a heritage tourism market, it does not include detailed recommendations on enhancing heritage assets themselves or improving the visitor experience to such assets.

Fiscal Year 2015 Annual Action Plan/2013-2018 Consolidated Action Plan

As an entitlement community for the Federal Community Development Block Grant Program (CDBG), the City of Rock Island is required to prepare a Consolidated Action Plan every five years to determine how CDBG allocations from the U.S. Department of Housing and Urban Development (HUD) are spent for housing and other community development activities. Yearly action plans are also prepared to outline what specific projects will be undertaken in a given year. In the *Fiscal Year 2015 Action Plan*, funding priorities include promoting homeownership opportunities for low to moderate-income households, assisting renters with securing decent housing, and pursuing various economic development initiatives. In Fiscal Year 2013-2014, CDBG monies were allocated to fund the City's Façade Improvement Program and several other incentive programs; other funding priorities include supporting the City's rental property inspection program, and participating in various housing initiatives of the Rock Island Economic Growth Corporation and Project NOW, two area housing and community development agencies.

OTHER POLICIES

The following is a description of national or state-level legislation or policies that may impact preservation planning activities in Rock Island.

National Historic Preservation Act (NHPA)

Enacted by the U.S. Congress in 1966, the National Historic Preservation Act established several programs including the National Register of Historic Places, the Advisory Council on Historic Preservation and the Section 106 review process for protecting historic

and archaeological resources from impacts due to federally funded or licensed projects. The National Register program is administered in Illinois between the U.S. Department of the Interior/National Park Service, IHPA, and the City of Rock Island through its designation as a Certified Local Government.

Certified Local Government (CLG)

In 1980, the NHPA was amended to implement the Certified Local Government program, which allows for local communities to participate in statewide preservation planning activities, including access to grants and resources allocated by the U.S. Congress. The CLG Program is administered between the U.S. Department of the Interior/National Park Service, the Illinois Historic Preservation Agency and the designated CLG's of which Rock Island is one, with the central purpose of developing a strong, effective historic preservation program at the local level. To become a CLG in Illinois, a local community must adopt a historic preservation ordinance certified by IHPA, establish a historic preservation commission and have an active historic resource survey program. Local CLGs also play a role in National Register nominations by reviewing and commenting on nominations before they are forwarded to IHPA and the Illinois Historic Sites Advisory Council. The Advisory Council reviews and accepts National Register nominations before they are forwarded to the National Park Service for formal listing. Rock Island has been active since its designation as CLG in applying for CLG grants for several preservation planning initiatives, mostly for education publications, including the Residential Design Guidelines and neighborhood and historic district tour pamphlets.

20 ILCS 3420, Illinois State Agency Historic Resources Preservation Act

Similar to the Section 106 review authorized under the NHPA, the Illinois State Agency Historic Resources Preservation Act requires State of Illinois agencies to consult with IHPA on any state-funded action that may adversely impact properties eligible or already listed in the National Register of Historic Places.

LOCAL PRESERVATION ORDINANCE AND DESIGN MANAGEMENT

In addition to community and district and neighborhood plans, preservation policy at the local level is also enacted through zoning, ordinances and other land use regulatory means. This section reviews Rock Island zoning and land use regulatory tools and the legal contexts that support preservation planning in Rock Island.



Stauduhar House, Highland Park Neighborhood, 1895

LEGAL BACKGROUND

(65 ILCS) Illinois Municipal Code, Division 12: Plan Commission

Under the Illinois Municipal Code (65 ILCS) 5/11-12-5(1)), a municipal plan commission is responsible for preparing and recommending a “*comprehensive plan for the present and future development or redevelopment of the municipality.*” A comprehensive land-use plan must reflect the local conditions, concerns, and goals of a community. In addition, a comprehensive plan is typically composed of a several interrelated elements and chapters defined within the Illinois Local Planning Technical Assistance Act (Public Act 92-0768). Section 25 (a)(10) of the Act further defines what elements may be incorporated in local comprehensive plans, including “*...agriculture and forest preservation; human services; community design; historic preservation; and the adoption of sub plans, as needed.*” Although both acts do not explicitly require the development and adoption of historic preservation plans as elements to a municipality’s comprehensive plan, local cities and communities are free to do so “*...based on the needs of the particular unit of local government.*” Therefore, under Public Act 92-0768, this Heritage Resources Plan can be adopted as an element of the City of Rock Island’s Comprehensive Plan.

(65 ILCS 5/11-13) Illinois Zoning Enabling Act

The Illinois Zoning Enabling Act (65 ILCS 5/11-13) includes a provision that allows municipalities “*to insure and facilitate the preservation of sites, areas, and structures of historical, architectural, and aesthetic importance.*” This Act provides further legal ground for local Illinois communities to enact preservation ordinances and historic district overlays within zoning ordinances.

(65 ILCS 5/11-48.2) Illinois Historic Areas Protection Act

Under the Illinois Historic Areas Protection Act (65 ILCS 5/11-48.2) the state allows Illinois municipalities “*to have the power to provide for official landmark designation by ordinance of areas, places, buildings, structures, works of art, and other objects having a special historical value,*” and allows for the regulation of those “*designated properties.*” This act provides the basis for local Illinois communities to enact local historic preservation ordinances. Historic preservation ordinances have been found under the U.S. Supreme Court’s decision *Penn Central Transportation Company. v. City of New York* (1978) to be a constitutional exercise of the municipal police power as granted under the 10th Amendment of the U.S. Constitution.



Queen Anne Cottage, Broadway Neighborhood



Illinois State Constitution, Article VII, Local Government, Section 6(a) Power of Home Rule Units

Communities in Illinois over 25,000 in population are automatically granted “home rule” status and therefore given the power to “perform any function pertaining to its government and affairs including, but not limited to, the power to regulate for the protection of the public health, safety, morals and welfare ”...including enacting zoning and historic preservation ordinances.”

City of Rock Island Municipal Code, Chapter 11, Article I, Section 11, Rock Island Plan Commission

Chapter 11, Section 11 of the Rock Island Municipal Code authorizes the establishment of the Rock Island Plan Commission with the express powers to prepare and recommend to the City Council a community comprehensive plan that guides the City’s long-term development. Section 11 also allows the Plan Commission to provide additional “aid” and “guidance with other projects for improvements embraced within the official plan that generally...promotes the realization of the official plan.” This provision provides flexibility for the Plan Commission to conduct additional studies and planning that further the overall goals of the Comprehensive Plan.

City of Rock Island Municipal Code, Chapter 11, Article V, Preservation of Historically and Architecturally Significant Buildings

The City’s Historic Preservation Ordinance outlines the powers of the Preservation Commission and procedures for designating Local Landmarks and Districts. The Rock Island Preservation Ordinance, adopted in 1984 and amended in 1986, has the distinction of being one of the early preservation ordinances adopted in Illinois. It outlines in detail the function and procedures of the Commission and, though clearly based on the Illinois Model Ordinance, was customized to meet the preservation issues and need in Rock Island. The following is a review of the Ordinance with the Model Ordinance and others from comparably-sized communities.

- *Ordinance Statement of Purpose.* The Ordinance is prefaced with a multi-part statement of purpose. While it is generally in line with that of the Model Ordinance, its statement with respect to the role of any economic benefit is relatively limited and could better reflect several economic development goals found in recently adopted Rock Island plans.
- *Commission Membership.* The Rock Island Preservation Commission is composed of nine voting members appointed by the Mayor and approved by the City Council, plus one non-voting ex-officio member from the Department of Community Services and Development who serves as Secretary. Members serve up to two consecutive three-year terms, although they may be reappointed after a three-year waiting period. In addition, there may be up to nine Associate members, appointed by the Commission, for an unlimited number of one-year terms. Although Associate members are non-voting and may not chair a committee, they sit at the dais during regular Commission meetings, participate in deliberations, vote on committees, and have all the other rights of members. In other communities with associate commission members, such as currently exists in Evanston, Illinois, associate members are purely advisory and do not vote on committees nor sit with the Commission during regular meetings. Although other communities permit associate memberships, the roles of associate and sitting members of the Commission are somewhat blurred in Rock Island. In some communities, advisory commissioners are “commissioners in training” before they are appointed as a deliberating commission member. Last, the number of associate commissioners should also be reconsidered given that other communities only have three to five advisory members rather than a membership that mirrors in number the full Commission.
- *Section 3 C: Purpose.* The purpose of the Commission is outlined in Section 3: Rock Island Preservation Commission Created, Subsection C, which duplicates, and possibly contradicts, the powers and duties of the Commission as spelled out in Section 5 of the Ordinance. Section 3C should be revised or deleted.
- *Section 5. Powers and Duties of the Commission.* Section 5 states the Commission has the power to “investigate, hold public hearings and recommend to City Council,” the adoption of landmarks and historic districts. However, the actual process for designation under Sections 6 and 7 of

the Ordinance empowers the Commission to designate a landmark or district on its own with a two-thirds majority vote; therefore, it does not recommend a designation to the Council. If the Commission's decision is not timely appealed to the City Council, or the Council fails to reject it by a two-thirds vote, the designation is final. The word "recommend" is most likely a holdover from the Model Ordinance, where the commission recommends designation by a majority vote, and the council designates or not, also by majority vote.

- *Designation Procedures.* The criteria for landmark designation are customary with other Illinois communities, and do not include a minimum age requirement. By contrast, the criteria for historic district designation in Section 7 may be unnecessary and somewhat confusing in relation to the criteria for landmarks in Section 6. The National Register Criteria for Evaluation (see Appendix 1) are also listed as a reference for district eligibility. Since the Ordinance considers only local district landmarking, the reference to the National Register Criteria maybe superfluous. Last, Section C requires at least fifty-one percent (51%) of the property owners of record within a proposed district to consent to the district designation. The owner consent provision has been the principal obstacle to establishing additional Local Districts in Rock Island. Furthermore, designation procedures do not require contributing and non-contributing properties to a Local District be determined through an inventory and map. Contributing and non-contributing properties are also defined in Section 2: Definitions.
- *Certificate of Appropriateness Review.* The Ordinance requires a Certificate of Appropriateness (COA) for a broad range of actions: "construction, alteration, demolition, repair or relocation requiring a building permit that affects the exterior architectural appearance of any landmark or any structure within a historic district." The COA is not limited to one that will cause a "major change in the exterior appearance" as in the Model Ordinance. The Ordinance does not list any explicit exceptions or describe any action that may be approved at an administrative level. It does not address the situation of rebuilding after fire or other casualty. In addition, Section 8E, Architectural Review Guidelines, does not explicitly reference the *Residential Design Guidelines For Rock Island Historic Districts and Landmarks* and, instead, lists two pages of criteria and standards. A more standard approach found in other ordinances is to refer explicitly to the Residential Design Guidelines; therefore, Section 8E could be

deleted. Again, the list of standards in Section 8 E(2) is most likely a holdover from the Model Ordinance, which does not contemplate a set of separate design guidelines like Rock Island's. The procedure for approving a COA in Rock Island is by majority vote of the Commission, but the level of review is somewhat unclear. If the Commission finds that the proposed work "will not adversely affect any historically or architecturally significant features" it "shall disapprove" the COA. Other preservation ordinances only require any portion of a historic building that can be viewed from the public right-of-way as subject to review; other minor and replacement-in-kind type of home modifications are usually reviewed administratively rather than by the full commission.



St. Pius X Church, Mid Century Modern architecture



Bowlby House, Georgian Revival architecture, Broadway Neighborhood, 1927

- *Demolition.* The Ordinance provides protection for properties designated as Rock Island Landmarks or within districts from demolition – a COA is required. However, the Ordinance does not define whether a COA for demolition is required for contributing or non-contributing properties within a Local District since these definitions are not provided within the Ordinance. Demolition protection is also not extended to properties that might be considered architecturally or historically significant, as defined in surveys and through the 100 Most Significant Unprotected Historic Structures List.

In the last 30 years, the Illinois Model Ordinance has been updated several times, most recently in 2013. Many other Illinois communities have also adopted preservation ordinances, which have incorporated new powers and procedures, such as the institution of demolition-delay provisions for significant properties that are not designated. Rock Island has had its own experiences and challenges over the last three decades. Rock Island now has an opportunity to revise and enhance its Ordinance, which serves as the foundation for effective historic preservation planning (See Appendix 3 for full analysis of the Ordinance text).

Appendix A: Zoning, Rock Island Municipal Code of Ordinances

Rock Island's Zoning Ordinance is included as Appendix A of the City's Municipal Code of Ordinances and provides the basic regulations that guide the shape and form of development throughout Rock Island, including its use, height, bulk, density, setback and other dimensional aspects of buildings and structures. These regulations apply to all development whether they are individual City Landmarks or buildings located in Local Districts.

The Zoning Ordinance regulates development principally by base zoning districts that define the types of permitted land uses and the general forms of development and their physical attributes within each district. There are base districts for residential, commercial, industrial, institutional and environmentally sensitive areas, including wetlands, watersheds and scenic areas. Apart from the base zoning districts, there is one overlay district, the Riverfront Corridor Overlay District that provides added, context-specific requirements in addition to the base zone for properties located adjacent to the Mississippi and Rock Rivers. Additional requirements in the Overlay District include the provision of easements for bicycle and pedestrian use in exchange for increased development density. In some communities, a local historic district is adopted as an overlay within the zoning ordinance to provide added requirements for property rehabilitation and new construction; however, no district overlay as such as been adopted within Rock Island's zoning code.

Article 32 within the Zoning Ordinance outlines procedures for using the Planned Unit Developments (PUDs) for achieving flexibility in site and building design in exchange for providing or maintaining a specific amenity that benefits the public, such as parks and open space. While not specified in Rock Island's PUD requirements, other communities have mandated the preservation of important historical or architectural resources as a defined amenity in exchange for a PUD approval.

In general, base and overlay zoning should not conflict the preservation of historic resources, but there may instances where that may occur, such as permitting out-of-character development in areas with historic districts or landmarks. Of the community and neighborhood plans reviewed in this document, several address zoning issues, including the Broadway Neighborhood Conservation Plan, where downzoning was recommended, as a method for promoting the preservation and rehabilitation of historic properties. In other plans, zoning is not addressed. It should be noted that the City is undertaking a comprehensive revision of its Zoning Ordinance concurrently with this Heritage Resources Plan.

Chapter 4: Buildings and Building Regulations, Rock Island Municipal Code of Ordinances

Chapter 4 of the Rock Island Municipal Code specifies the requirements for fire safety, emergency exiting, and other construction-related issues are part of the building code; the City currently follows the International Building Code, 2009 edition. Chapter 34 of the Code includes a section that can be applied to historic structures, which would provide flexibility in interpreting building code requirements for buildings listed in the National



Downtown Rock Island



Downtown Rock Island

Register or locally-defined (designated) significant historic resource. Articles 4 and 5 of Chapter 4 outline procedures for addressing dangerous and abandoned buildings, including provisions for securing such buildings and the enforcement of penalties if such provisions are not followed. Definitions that describe what constitutes a dangerous or abandoned building are also included.

Chapter 4, Article VIII, Rental Residential Property

Article VIII of the City's Buildings and Building Regulations code requires owners of rental residential properties to obtain a license from the City and to ensure the property is properly maintained after an initial inspection. If code violations are found during the inspection, the property is subject to additional, on-going inspections depending on the number and type of violations.

DESIGN MANAGEMENT

Design and Certificate of Appropriateness (COA) review procedures for landmark buildings and buildings located within local districts are often conducted with a set of customized design guidelines that provide objective criteria to evaluate the appropriateness of proposed changes and alterations. Design guidelines also inform a property owner how their project will be evaluated by the Commission. For some communities, the *U.S. Secretary of the Interior's Standards for Rehabilitation* often serves in place of a customized set of design guidelines; however, customized design guidelines are more effective in addressing design issues in more specific contexts, especially in relation to particular architectural features and building materials that may be found in certain landmarks and historic districts. Guidelines can also serve as an important resource to owners of historic resources on understanding what features of their properties are significant to maintaining building integrity and what are not.

Residential Design Guidelines

Rock Island has published design guidelines for its residential landmarks and districts titled: *Residential Design Guidelines for Rock Island Historic Districts and Landmarks*, first created in 1993 and reprinted in 2009. Although the design guidelines are brief at 19 pages, the guidelines are fairly comprehensive in addressing design issues regarding exterior rehabilitation, new construction, and site and lot improvements, such as fencing and retaining walls. There is also an overview of common residential architectural styles and an extensive glossary of common architectural features and building terms. The introduction to the Design Guidelines also outlines the level of Commission design review: minor maintenance and replacement-in-kind projects are reviewed administratively while the Commission evaluates more substantial projects that are addressed specifically in

the Design Guidelines; this division of design review is not noted in the Historic Preservation Ordinance. Despite the comprehensiveness of topics covered in such a relatively brief publication, the Guidelines could use additional information and illustrations related to building additions, alternative materials for certain architectural features, and how non-contributing properties should be treated in historic districts. A discussion on energy efficiency would also be useful.

Commercial Design Guidelines

Unlike the Residential Design Guidelines, which are used primarily by the Preservation Commission for its COA review, the *Downtown Design Guidelines* were created for the City's Façade Improvement Program and other incentives that may come into play when a Downtown commercial building is being rehabilitated. The Guidelines were prepared by the City in collaboration with Renaissance Rock Island. Similar to the Residential Design Guidelines, the Downtown Design Guidelines are brief at 12 pages but address a number of issues from windows and storefronts to rear elevations, signage and new construction. Site enhancements, including the landscaping of off-street parking lots, are also discussed. The Guidelines lack an overview of Downtown architectural styles and could benefit from additional guidelines and illustrations that explain topics such as appropriate signage, storefront rehabilitation and material preservation. Energy efficiency for traditional commercial buildings could also be incorporated.

SURVEY AND DOCUMENTATION

The survey and documentation element of a municipal preservation program focuses on surveying or inventorying historic resources and evaluating them for their architectural or historical significance and their potential eligibility to the National Register or for local landmark or district designation. An up-to-date and ongoing survey and documentation program provides the City and property owners with critical information that helps them with decisions regarding designation, property maintenance and improvements, and long term stewardship. Just as important, a complete inventory of what properties are significant and contributing and what are not can help provide a broader understanding of what resources are more valuable than others. Maintaining an on-going survey program also is a condition of the City maintaining its CLG status. The section is overview of past and current survey and documentation activities.

ILLINOIS HISTORIC STRUCTURES AND LANDMARK SURVEYS

During the 1970s, the State of Illinois conducted two surveys, the Illinois Historic Structures Survey, which identified and inventoried resources of architectural interest, and the Illinois Historic Landmarks Survey, which identified buildings of historic significance. The surveys, which were conducted at a county-by-county basis and at a reconnaissance level – only documenting basic information such as resource type, ownership, integrity and present use – sought to identify properties and resources that could be potentially eligible for the National Register. In some cases, histories and other information and documentation pertaining to the resource were added to each property’s survey form. Since the 1970s, the results of the two surveys have been incorporated in IHPA’s online database, the Historic Architectural Resources Geographic Information System (HARGIS), which can be accessed by the public. More than 200 properties were identified in Rock Island through the Landmark and Structures Surveys, not including resources located within the Rock Island Arsenal. In most cases, resources were noted for the historic or architectural attributes and National Register eligibility was not officially determined. Several other resources would later become contributing resources within Rock Island’s National Register Districts or individual listings in the National Register.



Carter House, Prairie-style architecture, Highland Park Neighborhood, c. 1912



Broadway Neighborhood

1984 CITY-WIDE SURVEY

An Augustana College-led survey team supported in funding through a federal-level grant conducted a reconnaissance survey of Rock Island’s residential neighborhoods, mostly properties built before 1940. Surveyed neighborhoods included areas along the Mississippi River adjacent to Downtown, the westernmost areas between the Mississippi River, Black Hawk State Park, and east to 12th Street, and the northern edge of the higher part of the City south to Rock Island High School. The Downtown was largely excluded in this survey effort. Properties were rated according to a scale between one and five with the most significant properties rated five if they were well-maintained “high-style” buildings, thus creating, by and large, the City’s first significant properties list. Photo documentation was not undertaken during the on-site survey but photo images were later added in a supplemental survey effort two years later. Given that this was a reconnaissance survey, there was no evaluation of properties for contributing or non-contributing status in potentially eligible districts.

1998, BROADWAY HISTORIC DISTRICT NATIONAL REGISTER NOMINATION PROPERTY INVENTORY

The National Register Nomination for the Broadway Historic District includes an inventory of properties with their contributing or non-contributing status. As mentioned previously, in total, 715 contributing and 150 non-contributing resources were inventoried, marking the only inventory of contributing and non-contributing buildings of a historic area in Rock Island. Inventories are generally not included in the neighborhood or district plans completed by the City in recent years, although such an inventory exists for Longview.

1998, 100 MOST SIGNIFICANT UNPROTECTED HISTORIC STRUCTURES LIST

Prepared by the Preservation Commission, the Significant Unprotected Historic Structures List serves as a guide of notable Rock Island buildings that are worthy of preservation. The list serves both as a formal list for potential local and National Register landmarking efforts and as a public relations tool for increasing awareness on the importance of preserving such resources. The list is maintained by the Commission and was recently updated in 2009. National Register listed building are currently not included in the list.

1999, ROCK ISLAND'S HISTORIC RESIDENTIAL NEIGHBORHOODS, 1835-1955: A SUMMARY REPORT

The *Summary Report* of Rock Island's residential neighborhoods represents the most comprehensive survey undertaken by the Preservation Commission of historic homes in Rock Island's most established neighborhoods. Underwritten by a CLG grant, the Summary Report includes context statements for understanding the significance of residential resources, a history of Rock Island's historical development, and a listing of findings for what resources and neighborhoods were considered eligible for the National Register or local landmarking, whether for individual properties or for potential districts. The following neighborhoods were surveyed as part of this assignment:

- Longview Neighborhood
- Keystone/Edgewood Park: Brooks' Grove Additions
- Keystone: Park View Addition
- Watch Hill/Hill Crest Additions
- Chicago Addition
- Stadium Drive Addition
- 1918 Government Housing
- West Lawn Addition
- Eastlawn Addition



Broadway Neighborhood



Former Memorial Christian Church, Downtown Rock Island

- . Bel-Aire Addition
- . 130th Street Estates
- . Burgart's Additions
- . Wheelan's Addition
- . Sam Weisman's Addition
- . Elmore H. Stafford's Addition

Of the survey findings, the following neighborhoods were considered National Register eligible:

- . Keystone/Edgewood Park Brooks' Grove Additions
- . Watch Hill
- . Chicago Addition
- . Stadium Drive Additions
- . 1918 Government Housing
- . Eastlawn Addition:
- . Keystone/Parkview Addition:
- . [Joseph] Burgart's Additions:
- . Wheelan's Addition (2400 21st Avenue)
- . Sam Weisman's [2900s 21st Avenue] Addition

These neighborhoods were considered eligible mainly under National Register Criterion C for architectural significance. The 1918 Government Housing resources were considered especially significant at the local and statewide levels given the number of World War I housing that was built in Rock Island as compared to other communities in Illinois and their representation of the ideal small house during the time period. The survey findings are quite thorough and exhaustive: each survey area's house types were documented at an intensive level for both vernacular and high style architecture forms as well as subtype variants; histories and illustrative plats on each neighborhood were also provided with potential district boundaries. However, documentation on the number of contributing or non-contributing buildings was not provided in the findings of each survey area, although a contributing structures map developed as part of the 1996 Longview Neighborhood Plan for resources within the Longview neighborhood was included in the report. Additional recommendations for future survey areas are also made for World War II and post-War subdivisions, even as they represent much smaller neighborhoods and neighborhood plats than the ones that were the principal subjects of this survey assignment.

The Summary Report provides critical information on future districts and potential individual landmarks and should be used as a guide to prioritize future preservation planning efforts, especially for listing in the National Register. Going forward, once a priority for future landmarks and districts has been established, such areas would

most likely need to be re-surveyed to generate a more accurate inventory of contributing and non-contributing properties, which can be accomplished through a National Register nomination process, or through updating or preparing a new neighborhood plan where a survey component is included. The Summary Report also concludes its evaluation at 1955, which excludes residential properties built in the mid-1950s and 60s, such as styled ranches and late modern or contemporary homes. These house types should be the subject of future survey and documentation efforts.

ONLINE SURVEYS AND INVENTORIES

Today, with the advent of GIS and electronic mapping technologies, communities are increasingly placing their survey and documentation information on their municipal websites for easy access by the public. Most cities are integrating their survey information with their internal GIS systems, which may be combined with other property information to enable new, creative manipulation of data that can “predict” where historic properties may be located. It also can provide information that helps with broader neighborhood planning work. In other places, stand-alone websites separate from GIS that incorporate easy-to-use online maps displaying contributing and non-contributing resources, along with pictures and accompanying survey information, are being utilized to allow the public to download information on specific properties or districts; such websites can also be accessed by tablet computers and smart phones for undertaking in-the-field surveys and inventories

An online database of Rock Island’s National Register and locally-designated resources and the 100 Most Significant Unprotected Historic Structures List is available through the City’s Historic Preservation webpage. At the time of the State of the City Report, preliminary plans are underway by the City to better integrate this information with the City’s online GIS program.



Former 1st Immanuel Lutheran Church. Gothic Revival architecture

INCENTIVES

There are currently several programs and initiatives managed by the City of Rock Island and others at the local, state and federal levels that facilitate preservation activities. These programs are summarized in this section.

LOCAL PROGRAMS

City of Rock Island Tax Increment Financing (TIF)

Tax Increment Financing is a State authorized program administered by a municipality that allocates future increases in property taxes from a designated area for improvements dedicated to that area. Under TIF, the property taxes due to an increased value from new development, increases in new assessment due to rehabilitation or improvement or tax rate changes, are allocated to the municipality in a Tax Increment Allocation Fund to be used for various redevelopment activities within the designated area. Other taxing districts continue to receive property taxes at the same level as before the TIF district was instituted. Rock Island has seven TIF districts, including two in Downtown, the Downtown and Locks TIFs, and two along the 11th Street corridor. Tax increment proceeds can be used for building and façade improvements, loans as part of a development financing package, and infrastructure improvements and easement purchases; such proceeds have been used as gap and bridge financing for Downtown rehabilitation projects. The Downtown TIF is set to expire in 2020.

Façade Improvement Program

Façade and storefront rehabilitations can be partially financed through the City's Façade Improvement Program, which can underwrite varying amounts of improvements depending on what type of commercial activity is housed in the building. Buildings that have an office or non-retail use are eligible for a 25 percent rebate on rehabilitation expenses; buildings with a retail use qualify for a 50 percent rebate. Façade improvement projects that incorporate energy efficiency enhancements, such as solar panel installation, cool roofs, alternative energy generating equipment, and LEED lighting, are eligible for a 75 percent rebate. The maximum grant award is for \$15,000 per project; grant proceeds can be used for storefront rehabilitation, window repair, signage, building material preservation, cornice and architectural detail preservation, and parking lot and site improvements. A Façade Design Review Team reviews each application for conformance to the Downtown Design Guidelines prior to application approval. Applications to the program are offered yearly when funding is available on a first-come, first-serve basis.



Denkman Memorial Library Building, Augustana College, Beaux Arts architecture, 1911

Enterprise Zone

Rock Island's Enterprise Zone, established in 1984 as part of Article VI of the City's Municipal Code, was designed to help stimulate economic development through state and local tax incentives, regulatory relief, and improved governmental services. The Zone currently encompasses most areas of the Rock Island Mississippi riverfront and portions of the Downtown and Old Chicago neighborhood. The Zone currently offers the following incentives:

- *Sales Tax Exemption.* A 7.5 percent state sales tax exemption is permitted on building materials bought and used in the Enterprise Zone.
- *Enterprise Zone Investment Tax Credit.* A state investment tax credit of 0.5 percent is allowed for taxpayers who invest in qualified properties in the Zone. Qualified property includes machinery, equipment and buildings.
- *Jobs Tax Credit.* The Enterprise Zone Jobs Tax Credit allows a business a \$500 credit on Illinois income taxes for each job created in the Zone of which a certified eligible worker is hired. A minimum of five workers must be hired to qualify for the credit.
- *Enterprise Zone Loan Program.* The Illinois Department of Commerce and Economic Opportunity (DCEO), in cooperation with financial institutions, offers below market rate loans for businesses located in an Illinois Enterprise Zone.

Commercial Industrial Revolving Loan Program

Using Community Development Block Grant (CDBG) funds, the City has established a revolving loan program to provide financing for business start-ups and expansions. Funds can be used to purchase property and for working capital purposes.

Community Development Block Grant Funds

Funds from Rock Island's CDBG entitlement grant are programmed through the Five Year Consolidated and Annual Action Plans, monies that are mostly used for housing development – demolition, and new construction, as well as historic property rehabilitation – and other economic development needs. Future CDBG spending priorities will continue to support these activities in Rock Island.

FEDERAL AND STATE PROGRAMS

The 20 Percent Federal Historic Preservation Tax Credit

The Federal Historic Preservation Tax Credit (HPTC) lowers the amount of federal taxes owed on building rehabilitation expenses. The National Park Service and the U.S. Department of the Interior administers the program in cooperation with IHPA and the U.S. Department of the Treasury. The 20 percent Rehabilitation Tax Credit is available for depreciable properties rehabilitated for commercial, industrial, agricultural, or rental residential purposes, but it is not available for properties used exclusively as an owner's private residence. In addition, a property must have been determined eligible by IHPA for individual listing in the National Register of Historic Places, or must be located in a locally certified historic district or in a historic district that is potentially eligible for listing in the National Register. An application to receive the tax credits must be submitted to IHPA and work must conform to the *Secretary of the Interior's Standards for Rehabilitation*.

In federal fiscal year 2014, the 20 percent HPTC generated more than \$4.3 billion in rehabilitation activity in more than 762 projects across the country. The tax credit has been used extensively in Rock Island to rehabilitate several housing and commercial rehabilitation and adaptive use projects, including the Sala Apartments and the Renaissance Lofts located in the Downtown. In Rock Island, there have been 19 projects that have applied for the 20 percent HPTCs, six of which have been completed generating over \$5.5 million of property rehabilitation investment.

10 Percent Federal Historic Preservation Tax Credit

The 10 percent building rehabilitation tax credit is available for non-historic buildings placed in service before 1936. As with the 20 percent rehabilitation tax credit, the 10 percent credit applies only to depreciable, commercial buildings and the rehabilitation itself must be substantial, exceeding either \$5,000 or the adjusted basis of the property, whichever is greater. This credit applies only to buildings rehabilitated for non-residential uses, thus rental housing would not qualify. Projects undertaken for the 10 percent credit must meet specific physical tests for retention of external walls and internal structural framework.

Low Income Housing Tax Credit

Established as part of the U.S. Tax Reform Act of 1986, the Low-Income Housing Tax Credit (LIHTC) program provides a dollar-for-dollar tax credit for investors in affordable housing projects, investors who usually provide equity to housing developers as part of a syndication

process. The credit is allocated in Illinois through the Illinois Housing Development Authority (IHDA) as part of an annual or semi-annual competitive application process. Claimed over 10 years, the LIHTC can be used to construct new or rehabilitate existing rental buildings. In Rock Island the credit has been used to rehabilitate several historic buildings, including the Goldman Lofts, and the McKesson and Renaissance Lofts in conjunction with the federal Historic Preservation Tax Credit.

Illinois Affordable Housing Tax Credit

The Illinois Affordable Housing Tax Credit program provides donors to qualified non-profit affordable housing sponsors a credit in their Illinois income tax equal to 50 percent of the donation value. Eligible donations may include money or securities, or real or personal property, and may not be less than \$10,000 in total value. In Rock Island, the tax credit has been used in recently in the Murphy Loft rehabilitation project.

IHDA Tax Exempt Bond Programs

The Illinois Housing Development Authority offers several tax exempt bond programs for financing housing programs in conjunction with the Low Income Housing Tax Credit.

Illinois Property Tax Assessment Freeze Program

Owner-occupied residential properties listed in the National Register individually or as part of a district, or a locally landmarked or contributing building to a local district, are eligible to participate in the Illinois Property Tax Assessment Freeze Program administered by the Illinois Historic Preservation Agency. The program freezes a property's assessed valuation for a period of eight years after which the valuation is raised in steps to its actual market value over a period of four years. In addition, to qualify, a property owner must spend an amount equal or exceeding 25 percent of the fair cash value of the house as determined by the local assessor on a qualified rehabilitation that meets the Secretary of the Interior's Standards. Review of the projects seeking to qualify for the program are conducted by the Illinois Historic Preservation Agency.

Illinois Certified Local Government (CLG) Grants

Administered by IHPA, CLG grants are meant to partially underwrite a number of preservation activities, including survey and documentation, National Register nominations, historic preservation plans, design guidelines, and various education and outreach activities. Such grants require a 30 percent local match.



CITY DEPARTMENTS, AGENCIES AND ORGANIZATIONS

The following is a listing of City departments, commissions and agencies that have primary or secondary responsibilities for managing the City's historic preservation program. Other organizations that have advocacy or community development roles with the preservation program are also described in this section.

ROCK ISLAND PRESERVATION COMMISSION

The Preservation Commission's central mission is to preserve and maintain the City's historic resources including districts and individual landmarks. Through the Historic Preservation Ordinance, the Commission is specifically empowered to oversee a citywide survey program, the designation processes for individual landmarks and historic districts, and the COA review procedures for alterations to and demolition of historic resources. The Commission, along with the City Council, is responsible for the community's CLG status.

PLANNING COMMISSION

The Planning Commission's principal responsibilities are to review and make recommendations to the City Council regarding community and neighborhood plans, and amendments or revisions to the City's zoning and land use regulations.

NEIGHBORHOOD PARTNERS

Neighborhood Partners was established by the City to help address and coordinate neighborhood improvement activities among City departments, outside agencies and neighborhood associations, as well as to assist in implementing various planning recommendations made within adopted neighborhood plans.

PLANNING AND REDEVELOPMENT DIVISION

The Planning and Redevelopment Division is part of the City's Community and Economic Development Department and is responsible for creating community and neighborhood-level district plans, updating and maintaining the City's land development regulations, and administering several housing rehabilitation financing programs through the City's CDBG entitlement. The Division also staffs the Preservation and Planning Commissions, coordinates Neighborhood Partners activities, serves as liaison to other community groups and agencies, and administers Preservation Commission permit and COA reviews. Other development services managed by the Division include the community's garden program.

ECONOMIC DEVELOPMENT DEPARTMENT

The City's Economic Development Department is the lead agency in implementing and managing various economic development activities aimed at creating and retaining jobs and diversifying the community's base of industries and businesses. The Department administers several programs and initiatives related to the City's Enterprise Zone, Tax Increment Financing, Façade Improvement Program, and other incentives.

PUBLIC WORKS DEPARTMENT

The Public Works Department is responsible for the maintenance and improvement of various public infrastructure systems including streets, stormwater management, traffic engineering and operations, rights-of-way management, and accessibility. The Department currently manages the brick streets restoration program.

PARKS AND RECREATION DEPARTMENT

The Parks and Recreation Department currently manages the City's parkland inventory and other facilities of architectural and historical significance, including the Hauberg Center at 1300 24th Street.

LOCAL PARTNERS

Renaissance Rock Island

Renaissance Rock Island serves as Rock Island's principal non-profit community development organization with activities and initiatives that range from neighborhood housing, business and industrial development, and Downtown revitalization and marketing. Renaissance Rock Island is the umbrella name for three distinct non-profit entities: the Rock Island Economic Growth Corporation (commonly called GROWTH), which manages various housing

development initiatives; the Development Association of Rock Island (DARI), established to promote commercial and industrial development; and, the Downtown Rock Island Arts and Entertainment District, a membership-supported organization that organizes and produces a number of Downtown special events and marketing initiatives. Renaissance Rock Island has been especially active in undertaking a number of housing rehabilitation and development programs, including the packaging of preservation tax credits to facilitate Downtown adaptive use projects and neighborhood housing rehabilitation using IHDA funds and affordable housing tax credits. The organization also offers homebuying financial assistance and education programs.

The Downtown Rock Island Arts and Entertainment District currently houses the City's Main Street revitalization program, which works to facilitate and manage downtown business attraction, and promotion events and marketing activities. In 2015, the program was accredited by the National Main Street Center as having met ten performance standards related to its organizational capacity and accomplishments. In recent years, the District received a number of technical assistance services from the Illinois Main Street Program, a program administered jointly by the IHPA and the Illinois Department of Commerce and Economic Opportunity, including design assistance for commercial building property rehabilitation. These services have diminished due to state budget cutbacks.

Rock Island Housing Authority

Established in 1939, the Rock Island Housing Authority (RIHA) currently manages a mix of housing programs ranging from conventional public housing to rental-supported housing partially funded through the Illinois Housing Development Authority. Like other housing authorities across the country, the RIHA has shifted its housing programs over the decades from providing public housing units to developing mixed-income for-sale and rental housing that create neighborhoods of choice for more diverse population groups.

Project Now

Project NOW is another local community development entity that provides a wide range of social services not only in Rock Island but also in the surrounding counties of Henry, and Mercer. Services include housing rehabilitation and weatherization; which are partially funded through CDBG monies from the City of Rock Island.

Rock Island Preservation Society

Organized in 1981, the Rock Island Preservation Society is the community's primary preservation advocacy organization and currently undertakes several outreach and educational initiatives, including historic property research, tour publications and an annual awards program. The Society's website also provides a number of resources and serves as a repository for postcards depicting Rock Island's historic buildings; it also publishes a regular newsletter. The Society is governed by a board of directors but has no paid staff. Along with the City, the Preservation Commission and other partners, the Society collaborated on the creation of the RenovateQC website, which provides a discussion board and rehabilitation tips for owners of historic homes in Rock Island and other Quad City communities.

Rock Island County Historical Society

Headquartered in Moline and established in 1905, the Rock Island County Historical Society maintains an extensive research library and bookstore in the historic Atkinson-Peek House and the Carriage House Museum, where artifacts related to the County's agriculture industry are on display for public viewing during regular open houses. Like many historical societies, archival research sources, such as photographs, maps, biographical files, books and other materials, are available for public access. Many of these resources are also available online through its website. The Society is also governed by a board of directors.

Neighborhood Associations

There are several active neighborhood associations in Rock Island that have supported neighborhood preservation efforts for many years. In the recent past, associations have advocated for the adoption of neighborhood plans, various neighborhood improvements and historic district designations. There is potential for engaging the neighborhood associations in the variety of planning, education and advocacy activities that build a historic preservation ethic within Rock Island.

Quad Cities Convention and Visitors Bureau

The Quad Cities Convention and Visitors Bureau oversees various marketing efforts and initiatives to increase tourism, and convention activity within the Quad Cities region. In recent years, the Bureau has studied the potential for enhancing the region's heritage tourism potential and is currently collaborating with National Geographic on a regional tourism and branding effort.

OTHER ORGANIZATIONS + ENTITIES

Illinois Historic Preservation Agency

The Illinois Historic Preservation Agency is the state agency for historic preservation, which consults with counties, local communities, citizens, and organizations to preserve the state's architectural, archeological and cultural resources. The Agency manages several programs including the National Register of Historic Places, the Certified Local Government, Section 106 reviews and state archaeology protection programs. The Agency also reviews project applications for the Federal Historic Preservation Tax Credits.

Landmarks Illinois

Landmarks Illinois is the statewide preservation advocacy organization with offices in Chicago and Springfield; the organization manages several initiatives, including a statewide endangered properties list, an annual awards program and two small grant programs the Donnelly Preservation and Heritage Fund grant programs for endangered significant properties. Landmarks Illinois is also active in legislative advocacy at the state and local levels,

COMMUNITY ENGAGEMENT SUMMARY

In the course of developing the Heritage Resources Plan, the Lakota Group met with the following representatives and conducted the following activities:

- . Interview session with Steering Committee (August 2015)
- . Focus group meetings with individual interviews with City of Rock Island department heads (September 2015)
- . Individual interviews with key department heads (September 2015)
- . Individual interviews with key elected officials (September 2015)
- . Focus group meeting with historic preservation advocates and interest groups (September 2015)
- . Focus group meeting with neighborhood and homeowner associations (September 2015)
- . Interview session with Renaissance Rock Island (September 2015)
- . Individual interview session with Rock Island Plan Commission Chair (September 2015)
- . Focus group meeting with local realtors (September 2015)

- Presentation session to the Rock Island Preservation Commission (September 2015)
- Focus group session with local Rock Island historians (September 2015)
- Public Speak-Out session (November 3, 2015)

PUBLIC SPEAK-OUT SESSION

Approximately 40 people attended the Speak-Out Session on November 3, 2015. The workshop was organized according to several interactive exercises designed to encourage attendees to provide input on important preservation issues and concerns.

“Big Map” Exercise

The “Big Map” exercise required Speak-Out attendees to place stickers on Rock Island places and neighborhoods where historic resources should be considered important priorities for future preservation. The following is a summary of the results.

Historic Residential Building

- Highland Park Neighborhood
- Looney House, in Highland Park Historic District
- Broadway Neighborhood
- Longview Neighborhood
- Watch Hill
- Old Chicago Neighborhood
- Keystone Neighborhood
- Weisman Addition
- Hauburg Civic Center, 1300 24th Street
- Hewitt House, 4141 45th Avenue
- House on the Hill (Weyerhaeuser House), 3400 10th Avenue
- Stauduhar House, 533 30th Street
- Schriver House, 1029 3rd Avenue
- Lilius House 11th Street and 3rd Avenue
- Sala Apartments
- Wagner House
- Philemon Mitchell House, 1131 2nd avenue
- Frank Welch House, 817 23rd Street
- S.S. Davis House 541 23rd Street
- Park View Neighborhood
- World War I Houses
- Lustron Houses
- Wallace Grove area
- Sweeney House, 816 20th Street



Speak-Out attendees placing stickers in the Big Map

Historic Commercial Building

- . Rock Island Lines Depot/Abbey Station
- . Downtown Rock Island
- . Argus Building, 1724 4th Avenue
- . Norcross/Servus Ribber Building, 2nd Street and 13th Avenue
- . First National Bank Building, 1639 2nd Avenue
- . Modern Woodman Headquarters, 1701 1st Avenue
- . Star Block, 1723-29 2nd Avenue
- . Flat Iron Building, 1st Avenue at 19th Street
- . U.S. Bank Building (Central Bank Building, 230 18th Street
- . Galbraith Motor Building at 1401 4th Avenue
- . Circa 21/Fort Armstrong Theatre
- . McKesson Lofts, 100 19th Street
- . Steepmeadow Apartments, 1337 21st Avenue
- . Longview Apartments, 1614-34 18th Avenue
- . Illinois Oil/Jackson Square
- . Viviani's Grocery Store, 6th Avenue and 23rd Street
- . Gunchies Restaurant, 2107 4th Avenue
- . Larson Funeral Home, 2106 7th Avenue

Historic Institutional Building

- . Longfellow School
- . Rock Island Library
- . Rock Island Stadium, 2401 17th Avenue
- . Rock Island High School
- . Rock Island Courthouse
- . City Hall, 1528 3rd Avenue
- . Old Main - Augustana College campus
- . Fire House of 7th Avenue and 31st Street
- . St. Pius Church, 2401 31st Avenue
- . St. Mary's Church, 4th Avenue and 22nd Street
- . 18th Avenue Fire Station, 9th Avenue and 18th Street
- . Chalet at Longview Park, 1625 17th Street
- . Sacred Heart Church and Rectory, 2800 5th Avenue
- . Karpeles Museum, First Church of Christ Scientist
- . Denkmann Memorial Library, Augustana College Campus
- . Memorial Christian Church, 3rd Avenue at 15th Street
- . 1st Immanuel Lutheran Church, 1600 20th Street
- . Trinity Church, 6th Avenue at 19th Street

Landmark Site

- . Douglas Park, north and east of 18th Avenue and 9th Street
- . Lincoln Park, 39th Street and 11th Avenue
- . Black Hawk Park and Lodge
- . Chippiannock Cemetery, East of 12th Street near 27th Avenue
- . Centennial Bridge
- . Rock River/Sears Power Dam

- . Sunset Park, between 18th and 31st Avenues
- . Jewish Cemetery, 2715 30th Street
- . Stone House - Saukie, 3100 38th Street, approximately
- . Reservoir Park
- . Conservatory at Longview Park, 1719 17th Street

Questionnaire

A seven-question questionnaire was prepared in which Speak-Out attendees were asked to fill out and hand-in before leaving. The following are the results of the questionnaire:

Question #1: What role does preservation play today in Rock Island?

- . An important but under appreciated value
- . Historic preservation tax credits have played a major role in re-using many commercial buildings in the downtown
- . Maintaining just a few major historic districts - not much more than that
- . Preservation is valued by just a few individuals but largely unappreciated by other segments, including policy makers
- . Preservation is seen as a way to save spaces rather than as a cohesive way to preserve and revitalize a community - preservation is often reactionary
- . Preservation is seen as an “enemy” of economic development
- . Rock Island used to be a leader in historic preservation
- . Historic preservation has stabilized neighborhoods in Rock Island

Question #2: What role does preservation play in the future in Rock Island?

- . Historic preservation gives Rock Island its Identity, character and pride
- . Adaptive use can bring people back to Rock Island’s historic districts
- . Be given more value and appreciation
- . More heritage tourism
- . Appreciation for Rock Island’s industrial heritage
- . Continue “incentivizing” the re-use of historic commercial and industrial buildings
- . Broadway District will be a draw
- . Preservation of Rock Island’s housing stock
- . Preservation is economic development
- . Preservation is a proactive force - a plan for identifying how to keep and preserve what we have and in the order of importance in financing and improvements
- . Preservation is an educational tool for promoting a “sense of

place”

- Historic buildings are an important distinction for Rock Island as opposed to other communities like Bettendorf
- Historic environments attract people and new residents
- Providing, friendly, competent people who can provide help and advice in maintaining historic structures
- Rock Island is a state leader in historic preservation
- Celebrating the role of artists, artisans and labor in Rock Island

Question #3: What are examples of preservation successes in Rock Island?

- Leadership among the Quad Cities in developing the Heritage Resources Plan
- Citizens Foundation to preserve Black Hawk State Park
- Various rehab projects that have occurred in recent years, especially in the downtown
- Broadway District is a success in its truest sense
- Jackson Square
- Highland Park neighborhood
- Broadway neighborhood
- Rock Island Main Library
- Renaissance Building
- Goldman Lofts
- Watch Tower building at the state park
- Augustana College campus
- CLG grants that have secured monies for research and publications

Question #4: What issues or concerns do you have related to historic preservation in Rock Island?

- That all stories – not just the rich and privileged – are preserved and told in the neighborhoods and historic districts
- Residents need to take ownership and not just City Hall do it all.
- Illinois budget situation
- Full funding for a heritage tourism plan
- Lack of incentives for current buildings and infrastructure as opposed to new development
- Stalled revitalization momentum in the Broadway District
- Rock Island residents do not often think about their community history
- Neighborhoods like Keystone and Old Chicago receive no extra attention from policy makers and developers

- . Lack of a coordinated vision
- . Recognition of the historic preservation's "cost-effectiveness"
- . How to pay for preservation
- . Getting others to understand the importance of preservation
- . Lack of public concern for preservation
- . Preservation should be seen as maintaining precious resources and to build community character.
- . There must be a balance between preservation and practicality, especially for residential resources that usually more than 100 years old - we need to encourage and provide incentives to people to want to live in Rock Island's neighborhoods
- . Too much emphasis on basic financial analysis of a potential re-use project without looking at creative ways to finance a rehabilitation project
- . Community character as a core civic value
- . Lack of property maintenance and too much demolition by neglect
- . Perception that preservation costs money
- . Relative new City staff that needs to build new institutional memory
- . How resources are used by IHPA
- . Recent school demolition concerned local neighborhood residents more than it did the preservation community - schools are more about neighborhood stability than just the historic preservation aspect

Question #5: What are the key players or entities regarding historic preservation in Rock Island?

- . City of Rock Island
- . Preservation Commission
- . Current business owners
- . Neighborhood volunteers
- . Rock Island Preservation Society
- . Design community
- . River Action
- . Federal government grants National Park Service
- . Illinois Historic Preservation Agency
- . Illinois Department of Commerce and Economic Opportunity
- . Augustana College
- . Rock Island Economic Growth/Renaissance Rock Island

Question #6: Who could be potential players that could be valuable contributors to preservation's future in Rock Island?

- Bi-State Regional Commission
- Quad Cities Chamber of Commerce
- Quad Cities Convention and Visitors Bureau
- City officials and staff
- Modern Woodman
- Students
- Private investors
- Restoration St. Louis

Additional Comments

- More multi-family development needed at edges of historic districts could spur additional economic development – such as the development of a grocery store
- Rock Island has an image problem – we need to promote our historic housing stock for its value to young households
- Downtown should be a National Register District
- Save the Courthouse and County Building
- Volunteer organizations can only do so much
- City is not maintaining its own buildings
- Need for state tax credits or a River Edge Zone

Voting Exercise

The “vote with your dollars” exercise required Speak-Out attendees to vote on what specific preservation planning concepts and initiatives should be a priority for the City of Rock Island. The following are the results:

Concept	Concept Costs	Received	Overall Rank	Weighted Result	Weighted Rank
#1 Additional Landmarks and Historic Districts	\$1.00	\$23.00	5	\$23.00	3
#2 Educational Initiatives	\$1.00	\$31.00	4	\$31.00	1
#3 Heritage Tourism	\$3.00	\$52.00	3	\$17.33	4
#4 Downtown Economic Development	\$4.00	\$66.00	2	\$16.50	5
#5 Neighborhood Improvement	\$4.00	\$98.00	1	\$24.50	2

ISSUES SUMMARY

LANDMARKS, DISTRICTS, SURVEY AND DOCUMENTATION

- The City and the Commission have been active over the decades in designating local landmarks and many properties that were identified in the first surveys, the Illinois Historic Structures and Landmarks Surveys, have been locally landmarked.
- Previous survey efforts have been quite extensive, especially in regards to Rock Island's residential resources, which was the subject of an intensive documentation efforts in the early 1980s and late 1990s. Commercial, industrial, and institutional resources are not as well represented in prior surveys nor has surveying and inventorying such resources been a priority in recent years. Ideally, surveys should be updated every ten years.
- *The Historic Residential Neighborhoods, 1835-1955: A Summary Report*, completed in 1998, provides an in-depth overview of residential building types in several of Rock Island's older, traditional neighborhoods; the Report goes on to recommend specific neighborhoods and subdivisions for National Register eligibility and other areas for future survey work. However, the survey work completed as part of this assignment did not formally identify buildings for contributing and non-contributing status in the neighborhoods that could be potential National Register districts. Given that the Summary Report is more than 15 years old, and if there is a community desire to pursue National Register listing for eligible neighborhoods, these areas would need to be re-surveyed and contributing and non-contributing buildings identified and inventoried.
- Survey information and existing City and National Register Landmarks are included within a City-managed website database that is accessible by the public. The City is currently exploring ways in which the database can be incorporated as part of the City's GIS, which would allow for a more effective portal to identify, locate and access information about historic resources in Rock Island. Future survey information and inventories could be uploaded to the GIS program.
- Priorities for establishing new National Register and Local Districts and which entity or organization pursues those priorities are both unclear. For instance, the current effort to

nominate the Highland Park neighborhood to the National Register is not being undertaken or sponsored by the Commission, which has review authority over all nominations in Rock Island as part of its CLG responsibilities. In addition, previous CLG grants have been used primarily for producing tour and educational information rather than underwriting National Register nominations. The Commission could be more proactive in pursuing NR district nominations through CLG grants.

- Stakeholders have expressed a desire for the Downtown district to be surveyed and considered for a National Register District. No determination of eligibility by IHPA has yet been sought. A Downtown National Register District would encourage broader use of the federal historic preservation tax credits for property rehabilitation and adaptive use.
- Recent survey work has not addressed recent past resources, including residential, commercial and institutional properties that have been constructed since the late 1950s to the 1960s.
- Residential and institutional resources have been especially vulnerable to demolition by neglect and an advanced “warning system” is needed to identify particular issues with these properties, especially if they are potentially contributing to a National Register or Local District, or individually eligible.

CITY PLANNING AND ZONING ISSUES

- Rock Island has a strong tradition of community and neighborhood planning with many current and prior plans supporting preservation goals. The community engagement and outreach efforts associated with these plans all point to strong community consensus regarding preservation’s role in maintaining community character and Rock Island’s housing and building stock. Therefore, city planning and development policies appear to be supportive of preservation goals, although more specific preservation strategies could be incorporated in future plans, such as identifying financing strategies for an important adaptive use project. In addition, even with the community’s planning and preservation tradition, several neighborhood plans need to be updated; updating the neighborhood plans would provide opportunities for undertaking new historic resource surveys and inventories as specific elements of these new plans.

- Design guidelines should be updated to include additional information on sustainability, energy efficiency, alternative materials and building additions. Guidelines should also be more comprehensive in addressing site and landscape characteristics specific to a particular neighborhood or historic district. Design guidelines also should be developed that can address historic properties citywide; that is, for the treatment of an individually listed historic landmark that is not in a historic district.
- Design review for historic preservation is conducted in isolation and ways to fully integrate design review, and other preservation-based design and economic development strategies should be considered for most City planning efforts. The College Hill Revitalization Plan is one such model.
- The Historic Preservation Ordinance needs a number of technical revisions, including, among others, a clarification of the roles of advisory members and the level of design review undertaken for specific types of preservation projects. Two other substantive issues with the Ordinance needs to be considered: whether the owner's consent provision for designating local districts should be changed and whether demolition protection should be extended to other classes of historic resources that merit preservation - in other words, the Ordinance lacks a demolition delay provision.
- If areas that may not qualify for National Register eligibility, or have a lack of historic and architectural integrity but merit some level of design review and protection, other planning and zoning tools may be needed. Rock Island currently lacks a conservation district program for neighborhoods or commercial areas where key historic buildings can be protected even though new development may be emphasized in these areas.
- Historic resource protection mechanisms should be considered in other zoning tools such as planned unit developments. For instance, in a planned unit development, a developer would be required to identify and document historic resources, evaluate any potential impacts a development would have on identified historic resources or be required to preserve a significant architectural resource, site or landscape as part of development approval.

INCENTIVES, ECONOMIC DEVELOPMENT AND ORGANIZATIONS

- The City has extensively used CDBG and TIF resources for leveraging preservation and adaptive use projects; this policy should continue, if not be extended, in some way to require developers to access other incentives, such as the federal HPTCs first before seeking City financial participation. The Downtown TIF and CDBG funds has been quite supportive of preservation projects but will expire in the near future; a replacement of this funding program needs to be considered.
- The City and its partners can promote and enhance existing technical assistance and financial programs. It is unclear what role the Commission, Rock Island's Main Street Program, the Preservation Society and other entities have in marketing and promoting available incentives.
- Even with the number of housing rehabilitation efforts being pursued in Rock Island, mostly for low to moderate-income households, a small-scale incentive for historic residential property improvements is needed for those who wish to undertake such initiatives but may not meet certain eligibility criteria established through CBDG or other financing programs.
- A specific system to coordinate existing and potential historic rehabilitation projects with City and other financial incentives is needed to ensure that some opportunities to use them are not missed.
- Renaissance Rock Island is the community leader in packaging the federal HPTCs and other incentives to housing and adaptive projects. The organization, along with its Main Street Program, could perhaps provide its expertise to educate and consul other potential investors and developers on how to use the credit programs and other incentives for future preservation related projects.
- A formal heritage tourism program is needed, which could be developed regionally to promote significant historic attractions in Rock Island and in the other Quad Cities. A heritage tourism program must focus also on improving historic attractions and the visitor's experience to the site.

- Local preservation advocacy organizations, including the neighborhood associations, have had a long helpful presence in Rock Island, educating residents and stakeholders about the benefits of preservation. However, no one entity provides the overall direction for preservation education and advocacy activities; increased coordination between preservation partners is needed. Such organizations are also not staffed.
- Preservation education efforts in recent years have focused on the production of tour guides and pamphlets, many of which are nicely designed and informative. Most are funded through CLG grants. While many of these publications are available as PDF downloads from the City's historic preservation website, they are not available on other partner websites. In the age of the smartphone and other digital platforms, neighborhood tours and historic resource survey information can also be provided in more user-friendly electronic formats.



APPENDICES

APPENDIX 1: NATIONAL REGISTER CRITERIA FOR EVALUATION

This appendix has been taken from Section 2 of *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, National Park Service, U.S. Department of the Interior.

CRITERIA FOR EVALUATION

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in or past; or,
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or,
- D. That have yielded or may be likely to yield, information important in history or prehistory.

CRITERIA CONSIDERATIONS

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a) A religious property deriving primary significance from architectural or artistic distinction or historical importance; or,
- b) A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or,

- c) A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or
- d) A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or,
- e) A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or,
- f) A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or,
- g) A property achieving significance within the past 50 years if it is of exceptional importance.

APPENDIX 2: DEFINITIONS

The following are definitions for commonly used terms in this Heritage Resources Plan. Several terms listed below are sourced from publications provided by the National Park Service, the Rock Island Preservation Ordinance, and the Illinois Historic Preservation Agency.

Alteration: Any act or process that changes one or more of the exterior architectural features of the structure, including, but not limited to, the erection, construction, reconstruction or moving of any structure.

Architectural Review Guidelines: A standard of design quality that will preserve the historic and architectural character of a landmark or a structure within a designated historic district.

Archeological Resource: Any material remains or physical evidence of past human life or activities that are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research.

Building: A building, such as a house, commercial building, church, hotel, school or similar construction, is made to shelter any form of human activity.

Certificate of Appropriateness (COA): A certificate issued by the Preservation Commission indicating its approval of plans for alteration, construction, removal or demolition of a landmark or a structure within a designated historic district.

Certificate of Economic Hardship: A certificate issued by the Commission authorizing an alteration, construction, removal or demolition even though a Certificate of Appropriateness previously has been denied.

Certified Local Government. The Certified Local Government program is jointly administered by the National Park Service (NPS) and the Illinois Historic Preservation Agency; the program certifies communities that have met certain requirements in establishing local historic preservation programs. Once certified, communities gain access to grants and technical assistance to implement their local preservation programs.

Preservation Commission: Rock Island Preservation Commission.

Contributing Resource: Contributing resources are the buildings, objects, sites, and structures that contribute to understanding the architectural and historical development within a National Register or Local Historic District. The contributing resource usually retains a high level of integrity.

Cultural/Historic Resource: A cultural resource is an aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource is considered important if it is greater than 50 years of age. Cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places. Archaeological sites are also considered cultural resources.

Design Review: Design review is the formal process of reviewing proposed projects seeking a Certificate of Appropriateness from the Preservation Commission.

District: A district possesses a significant concentration, linkage, or continuity of buildings, sites, structures or objects united historically or architecturally by plan or physical development. A district derives its importance from being a unified entity, even though it is often comprised of a variety of resources.

Inventory: A listing of properties evaluated as contributing or non-contributing to a historic district or potentially eligible for local landmark designation or for listing in the National Register of Historic Places. Inventories are derived from field surveys.

Integrity: The authenticity of a property's historic identity. The seven qualities of integrity as defined by the National Register of Historic Places are location, setting, feeling, association, design, workmanship, and materials.

Landmark: A property or structure designated by ordinance of the City Council, pursuant to procedures prescribed herein, which is worthy of rehabilitation, restoration and preservation due to its historic and/or architectural significance to the City of Rock Island.

Landscape: The area surrounding a landmark or structure within a historic district. This shall include, but not be limited to: fences, statues, signs, plantings, paving and outbuildings, as well as landforms.

Local Landmark: A building, site, structure or object that has designated by the Rock Island Preservation Commission and the City of Rock Island as a Local Landmark.

National Register of Historic Places (NRHP): The comprehensive list of districts, sites, buildings, structures, and objects of national, regional, state, and local significance in American history, architecture, archeology, engineering, and culture. This list is maintained by the National Park Service under authority of the National Historic Preservation Act of 1966.

Noncontributing Resources: Noncontributing resources are the buildings, objects, sites, and structures that did not exist at the time the event(s) associated with a National Register or Local Historic District or have lost integrity from the district's period of significance.

Object: The term "object" is used to distinguish from buildings and structures those constructions that are primarily in artistic in nature or are relatively small in scale. Objects may include a boundary marker, fountain, milepost, monument, sculpture, or statuary.

Preservation: The act or process of applying measures to sustain the existing form, integrity, and material of a historic building, site, structure, or object. Preservation may also entail the act of designating a historic resource a landmark or its protection as part of a historic district.

Rehabilitation: The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic and architectural values.

Restoration: The process of returning a property to an approximate state of its original construction and appearance or to a specific time period in relation to its significance as a historic property.

Secretary of the Interior's Standards for Rehabilitation: The Secretary of the Interior's Standards for Rehabilitation outlines preservation standards for rehabilitation projects and are sometime used as the base set of standards for COA reviews by historic preservation commissions. Rehabilitation standards acknowledge the need to alter or add to a cultural landscape to meet continuing or new uses while retaining the landscape's historic character.

Site: A site is the location of an important event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself possesses historic, cultural, or archaeological value. Examples of sites include designed landscapes, parks, natural features, ruins or trails.

State Historic Preservation Office (SHPO): State Historic Preservation Offices are state agencies that manage and administer statewide preservation planning and cultural resource management programs, including the National Register of Historic Places and the Certified Local Government program. In Illinois, the SHPO is the Illinois Historic Preservation Agency.

Structure: Structures are functional constructions made usually for purposes other than creating human shelter, such as bridges, canals, fences, and tunnels, among others.

Survey: A survey is a study designed to identify and evaluate properties in a community, area or district area to determine whether they may be of historic, architectural, archeological, engineering or cultural significance.

APPENDIX 3: HISTORIC PRESERVATION ORDINANCE REVIEW

The City's Historic Preservation Ordinance outlines the powers of the Preservation Commission and procedures for designating Local Landmarks and Districts. The Rock Island Preservation Ordinance (the "Ordinance"), adopted in 1984 and amended in 1986, has the distinction of being one of the early preservation ordinances adopted in Illinois. It outlines in detail the function and procedures of the Commission and, though clearly based on the Illinois Certified Local Government Historic Preservation Ordinance (the Model Ordinance) and the Highland Park (IL) ordinance, was adapted to meet Rock Island's specific preservation issues.

The following review compares the existing Rock Island Ordinance with the Model Ordinance and with other ordinances from comparably-sized communities including Highland Park, Decatur, and Evanston. The format for this review presents the sections of the Rock Island Historic Preservation Ordinance with commentary and recommendations based on the Model Ordinance and other ordinances are followed in bold italic.

PREAMBLE

The City of Rock Island has had a rich cultural and architectural history. Following the Native American settlements and the settlements of Farnhamsburg and Stephenson. Rock Island was incorporated in 1841 and Mississippi River transportation demanded a variety of services from this city, particularly as vessel crews negotiated passage through or around the rapids in this section of the Mississippi River. Also, it became an important river port as different goods and agricultural commodities were imported and exported. The arrival of the railroad in 1854 and the completion of the first railroad bridge across the Mississippi River in 1856 enhanced this city's transportation and economic character. As a result of the good river and railroad transportation and the development of waterpower and industry in the neighboring City of Moline, Rock Island experienced considerable growth as a manufacturing center in the second half of the 19th century. Agricultural implement and lumber industries became major components of the area's economy.

Accompanying this economic growth, Rock Island's settlement system expanded and many buildings of different architectural styles reflecting different economic levels and preferences were constructed. Moreover, certain buildings came to be associated with important persons or special historic events. Other transportation

and industrial developments in the 20th Century continued the economic and population growth of Rock Island. This growth, in turn, led to additional expansion of the City's residential and commercial areas and construction of architecturally significant and interesting structures.

The result of this history is a community with a rich cultural landscape containing interesting neighborhoods, archeological sites, and many commercial, industrial, religious, governmental and residential structures. These neighborhoods, sites and structures embody a sense of time and place unique to Rock Island. They are the sources of our traditions and contribute to our identity, pride and stability. Moreover, these areas and buildings exemplify aspects of the cultural, social, economic, political or architectural history of the nation, the State of Illinois, and the City of Rock Island.

Yet, movements and shifts of population, changes in the local and regional economic base, and changes in residential, commercial and industrial uses and customs threaten to destroy areas and structures having special historic, community, architectural or aesthetic interest. Since it is in the interest of the public's general welfare and in the interest of Rock Island's economic vitality and tax base to preserve, enhance and sustain an active use of historically or architecturally significant areas and structures, and since such historic preservation actions are necessary for sound urban planning, we, the people of Rock Island, seek to preserve the City's cultural and architectural heritage by means of the following ordinance:

WHEREAS, the City of Rock Island is a home rule municipality as defined in Article VII, Section 6(a) of the 1970 Constitution of Illinois; and WHEREAS, section 5 of Chapter 24-11-48-2 of the Illinois cities and Villages Act establishes a comprehensive program for the designation and protection of historic areas, places, structures, works of art and other objects, and provides a standard for reconciling the interest of property owners with the purpose of historic preservation; and

WHEREAS, the 1970 Constitution of Illinois grants to home rule municipalities the power to regulate for the protection of the public welfare; now, therefore, be it ordained by the city council of the City of Rock Island, Illinois:

SECTION 1. STATEMENT OF PURPOSE

A. The purpose of this ordinance is to promote the educational, cultural, economic and general welfare of the community by:

- 1) Providing a mechanism to identify and preserve the distinctive historic, architectural and/or landscape characteristics of Rock Island, which represent elements of the City's cultural, social, economic, political and architectural history;
- 2) Fostering civic pride in the beauty and noble accomplishments of the past as represented in Rock Island's landmarks and historic areas;
- 3) Stabilizing and improving the property value of Rock Island's landmarks and historic areas;
- 4) Fostering and encouraging preservation, restoration and rehabilitation of our buildings; and,
- 5) Ensuring that all of the economic benefits resulting from preservation, including tax incentives, new jobs and renewed buildings, are available to our citizens.

Section 1. Statement of Purpose. Establishes reasons for the preservation ordinance, focusing on the public purpose.

- ***While it is generally in line with that of the Model Ordinance, Rock Island's statement with respect to the role of any economic benefit is relatively limited and could better reflect several economic development goals found in recently adopted Rock Island plans. Or it might be useful to draw from another city's ordinance. Highland Park's would replace Section 1 A. (5) with the following: "Protecting and enhancing the attractiveness of the City to its home buyers, homeowners, residents, tourists, visitors and shoppers, and thereby supporting and promoting business, commerce, industry, and providing economic benefit to the City." The Model Ordinance contains a similar but somewhat confusing economic purpose. Decatur's ordinance says "Protecting and enhancing the City's attractiveness to tourists and visitors and the support of business and industry thereby provided."***
- ***The words "historic areas" in the statement should be replaced by the defined term "Historic Districts."***
- ***The 4th purpose should refer to structures, archaeological areas and historic neighborhoods, not just "our buildings".***

SECTION 2. DEFINITIONS

Alteration. Any act or process that changes one or more of the exterior architectural features of the structure, including, but not limited to, the erection, construction, reconstruction or moving of any structure.

Architectural Review Guidelines. A standard of design quality that will preserve the historic and architectural character of a landmark or a structure within a designated historic district.

Area. A specific geographic division of the city of Rock Island.

Certificate of Appropriateness. A certificate issued by the Commission indicating its approval of plans for alteration, construction, removal or demolition of a landmark or a structure within a designated historic district.

Certificate of Economic Hardship. A certificate issued by the Commission authorizing an alteration, construction, removal or demolition even though a Certificate of Appropriateness previously has been denied.

Commission. Rock Island Preservation Commission.

Commissioners. Voting members of the Rock Island Preservation Commission.

Conservation Right. A term that includes easements, covenants, deed restrictions or any other type of less than full fee simple interest that might be used to protect a landmark or historic district.

Construction. The act of building or altering a structure.

Council. The City Council of the City of Rock Island.

Demolition. Any act or process which destroys in part or in whole a landmark or a structure within a designated historic district.

Exterior Architectural Appearance. The architectural character and general composition of the exterior of a structure, including, but not limited to, the kind, color and texture of the building material and the type, design and character of all windows, doors, light fixtures, signs and appurtenant elements.

Historic District. An area designated by ordinance of the City Council, pursuant to procedures prescribed herein, which may contain within definable geographic boundaries, properties or structures, which Mayor may not be landmarks, which contribute to the overall historic characteristics of the designated area.

Landmark. A property or structure designated by ordinance of the City Council, pursuant to procedures prescribed herein, which is worthy of rehabilitation, restoration and preservation because of its historic and/or architectural significance to the City of Rock Island.

Landscape. The area surrounding a landmark or structure within a historic district. This shall include, but not be limited to: fences, statues, signs, plantings, paving and outbuildings, as well as landforms.

Owner(s) of Record. The person(s) or corporation or other legal entity in whose name(s) the property appears on the records of the Rock Island County Recorder of Deeds.

Property. A distinct parcel of real property which is assigned a separate tax parcel number by the Rock Island County Supervisor of Assessments.

Rehabilitation. The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.

Relocation. Any repositioning of a structure on its site or moving it to another site.

Repair. Any change that does not require a building permit that is not construction, relocation or alteration.

Structure. That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built-up or composed of parts joined together in some definite manner.

Section 2. Definitions. Establishes formal definitions for terms used in the Ordinance. For example, it may define a “landmark” as one formally designated by the City Council.

- **These definitions seem to be drawn from both the Model Ordinance and an earlier version of the Highland Park ordinance. They are, however, insufficient. Many terms in the Rock Island Ordinance are not defined, and a**

significant amount of confusion in interpretation results. The definitions in the current Highland Park ordinance are much clearer and more inclusive. Adding or enhancing the following defined terms would in particular be helpful in avoiding confusion and in clarifying which activities are regulated: alteration, contributing regulated structure, historic district, historic significance, regulated activity, and regulated structure.

- ***Where defined terms are used throughout the Ordinance they should be capitalized.***
- ***“Architectural Review Guidelines” should instead refer to the Residential Design Guidelines For Rock Island Historic Districts and Landmarks or the Commercial Design Guidelines. These Guidelines should also be specifically incorporated into the Ordinance.***
- ***The Decatur ordinance defines a Historic Preservation Administrator appointed by the City Manager from the Planning and Building Department to assist the Commission. Using a similar administrator could be very helpful in expediting more straightforward requests and in providing a helpful contact point for the public.***

SECTION 3. ROCK ISLAND PRESERVATION COMMISSION CREATED

A. Commission Created. There is hereby created the Rock Island Preservation Commission, consisting of nine (9) voting members, residents of Rock Island, appointed by the Mayor of Rock Island and approved by the City Council, and one (1) ex-officio non-voting member, a representative of the Community and Economic Development Department. At least one (1) member of the Commission shall be an attorney, one (1) an architect, and one (1) an active member of the Rock Island Preservation Society. Six (6) Commission members shall be appointed at large on the basis of expertise, experience or interest in the areas of architectural history, building construction or engineering, finance, historical and architectural preservation, landscape architecture, geography, neighborhood organizing or real estate. Commissioners shall serve without compensation. Commissioners shall serve terms of three (3) years. Initially, Commissioners shall serve staggered terms of three (3) persons for three (3) years, three (3) persons for two (2) years, and three (3) persons for one (1) year. Commissioners may serve only two (2) consecutive terms, but may be reappointed after a three (3) year waiting period.

B. Associate Members. The Commission may elect non-voting associate members to the Commission whose expertise or interest in specific or generalized areas shall be deemed necessary or desirable to further the work of the Commission. Associate members shall serve without compensation.

- 1) *Term of Office.* Associate members shall serve for a period of one (1) year. Associate members shall be eligible for re-election in a like manner to their original election. There shall be no limit to the number of terms an associate member may serve.
- 2) *Number.* The number of associate members shall not exceed nine (9), the number of commissioners.
- 3) *Rights, Duties, Voting.* Non-voting members enjoy the same rights and privileges as Commissioners, save the right to chair a Standing Committee and to vote at Commission meetings. They may participate in the deliberations of the Commission and may be voting members of committees.

C. Purpose. The Commission is created for the purpose of:

- 1) Identifying such property, structures or areas within the City of Rock Island that are historically significant in that they exemplify and/or reflect the cultural, social, economic, political or architectural history of the nation, state or city;
- 2) Advising the City Council on the designation of such property, structures or areas as either landmarks or historic districts, as defined herein;
- 3) Protecting the distinctive visual characteristics of landmarks or historic districts by reviewing, giving advice and passing upon changes to their exterior architectural appearances; and,
- 4) Performing such other functions as may be useful or necessary to safeguard and enhance the community heritage as embodied in property, structures and areas.

Section 3. Rock Island Preservation Commission Created.
Establishes the existence of the Commission, its membership and its purpose. Sub-topics include creation, membership and purpose.

Section 3 A: Commission Membership. ***The Rock Island Preservation Commission is composed of nine voting members appointed by the Mayor and approved by the City Council, plus one non-voting ex-officio member from the Department of Community Services and Development who serves as Secretary. Members serve up to two consecutive three-year terms, although they may be reappointed after a three-year waiting period.***

- *The size and composition of the voting membership is consistent with other communities.*

Section 3 B: Associate Membership. *The Ordinance allows up to nine Associate members, elected by the Commission, for an unlimited number of one-year terms. Although Associate members are non-voting and may not chair a committee, they sit at the dais during regular Commission meetings, participate in deliberations, vote on committees, and have all the other rights of members. (See subsection 3B(3)).*

- *Although a few other communities permit associate memberships, the roles of associate and sitting members of the Commission are somewhat blurred in Rock Island. By contrast, for example, in Evanston, Illinois associate members are purely advisory and do not vote on committees nor sit with the Commission during regular meetings. Subsection 3B(3) should be deleted. Only voting members should sit on the dais, participate in deliberations, or chair or vote in committees.*
- *In other communities, advisory commissioners are “commissioners in training” before they are appointed by the full Commission as a deliberating commission member. This should be encouraged as a way to build knowledge in future commission members. The knowledge base and institutional memory of Associate commissioners is an important asset for Rock Island.*
- *The number of Associate commissioners should be reconsidered given that other communities only have three to five advisory members rather than a membership that mirrors in number the full Commission.*

Section 3 C: Purpose. *The purpose of the Commission is outlined in Section 3: Rock Island Preservation Commission Created, Subsection C. This Section duplicates, and possibly contradicts, the powers and duties of the Commission as spelled out in Section 5 of the Ordinance. This Section 3C should be deleted.*

SECTION 4. OFFICERS AND COMMISSION MEETINGS

A. Officers. Officers shall consist of a Chairman and vice-Chairman elected by the Commission who shall each serve a term of one (1) year and shall be eligible for re-election. Elections shall be held annually.

B. Chairman. The Chairman shall preside over meetings. In the absence of the Chairman, the Vice-Chairman shall perform the duties of the Chairman. If both are absent a temporary Chairman shall be elected by those present.

C. Secretary. The Secretary of the Commission shall be a representative of the Community and Economic Development Department of the city of Rock Island. The Secretary shall:

- 1) Take minutes of each Commission meeting, originals of which shall be kept in the office of Community Services and Development:
- 2) Provide administrative and technical assistance to the Commission to assist it in making the decisions and findings as provided herein:
- 3) Publish and distribute to the Commissioners copies of the minutes, reports and decisions of the Commission:
- 4) Give notice as provided herein or by law for all public hearings conducted by the commission:
- 5) Advise the Mayor of vacancies on the commission and expiring terms of Commissioners:
- 6) Prepare and submit to the City Council a complete record of the proceedings before the Commission on all appeals from decisions of the Commission and also on any other matters requiring Council consideration; and,
- 7) The Secretary shall have no vote.

D. Meetings.

- 1) A quorum shall consist of a majority of the voting members of the Commission.
- 2) Designation of landmarks and historic districts as herein provided shall require six (6) affirmative votes by the Commission. All other decisions or actions of the Commission shall be made by a majority vote of those members present at any meeting where a quorum exists.
- 3) Meetings shall be held at regular scheduled times to be established by resolution of the Commission at the beginning of each calendar year or at any time upon the call of the Chairman. There shall be a minimum of four (4) meetings per year.
- 4) No Commissioner shall vote on any matter which materially or apparently may affect the property, income or business interest of that Commissioner.
- 5) All meetings shall conform to the requirements of the Open Meetings Act.
- 6) No action shall be taken by the Commission which in any

manner could deprive or restrict the owner of that property in its use, modification, maintenance, disposition or demolition until such owner first shall have had the opportunity to be heard at a public meeting(s) of the Commission, as provided herein.

- E. Vacancies.** The seat of any Commissioner who fails to attend three (3) consecutive meetings without a valid reason, or who fails to attend one-half of all meetings scheduled or called during any one-year period shall be declared vacant. Any vacancy on the Commission shall be filled in the same manner as for original appointments to the Commission.

Section 4. Officers and Commission Meetings. Establishes the officers of the Commission, their duties, meeting procedures and vacancies.

- ***The Ordinance adequately sets forth these mechanics of the Commission.***

SECTION 5. POWERS AND DUTIES OF THE COMMISSION

The Commission shall have the following powers:

- A. To adopt its own procedural regulations.
- B. To conduct an ongoing survey to identify Rock Island's historically and architecturally significant properties, structures and areas, including landscapes.
- C. To investigate, hold public hearings and recommend to the city Council the adoption of ordinances designating certain Rock Island sites or structures having special historic, community or architectural value as "landmarks".
- D. To investigate, hold public hearings and recommend to the city Council the adoption of ordinances designating certain Rock Island areas as having special historic, community, architectural or archeological value as "historic districts".
- E. To keep a register of all property and structures which have been designated under this ordinance, including all information required for each designation.
- F. To determine an appropriate system of markers and make recommendations for the design and implementation of specific

markings of the streets and routes leading from one landmark or historic district to another.

- G. To advise and assist owners of landmarks and property or structures within historic districts on physical and financial aspects of preservation, renovation, rehabilitation and reuse, and on procedures for inclusion on the National Register of Historic Places.
- H. To nominate landmarks and historic districts to the National Register of Historic Places.
- I. To inform and educate the citizens of Rock Island concerning the historic and architectural heritage of the City.
- J. To hold public hearings and to review building permit applications for new construction within historic districts and for additions to, alterations, removal or demolition of designated landmarks or structures within historic districts, and to issue or deny Certificates of Appropriateness for such actions. Applicants may be required to submit plans, drawings, specifications and other information as may be necessary to make decisions.
- K. To consider applications for Certificates of Economic Hardship that would allow the performance of work for which a certificate of Appropriateness has been denied.
- L. To develop criteria for the alteration, construction or removal of landmarks or property and structures within historic districts.
- M. To review proposed zoning amendments, applications for special uses, or applications for zoning variances that affect designated landmarks and historic districts. The Planning Administrator shall send applications for special use or zoning variances to the Commission for comment prior to the date of the hearing by the Planning commission, the Board of Zoning Appeals, or the City Council.
- N. To administer on behalf of the City of Rock Island any property or full or partial interest in real property, including a conservation right as that term is used in Chapter 30, paragraph 401, et. seq., Illinois Revised statutes, which the City may have or accept as a gift or otherwise, upon designation by the City Council.
- O. To accept and administer on behalf of the City of Rock Island, upon designation by the City Council, such gifts, grants and money as may be appropriate for the purposes of this ordinance.

- P. To testify before all boards and commissions, including the Planning Commission, the Housing Code Board of Appeals, the Building Code Board of Appeals and the Board of Zoning Appeals on any matter affecting historically or architecturally significant property, structures and areas.
- Q. To confer recognition upon the owners of landmarks or property or structures within historic districts by means of certificates, plaques or markers.
- R. To develop a preservation component in the Comprehensive Plan of the City of Rock Island and to recommend it to the Planning Commission and the City Council.
- S. To review periodically the Rock Island Zoning Ordinance and to recommend to the Planning Commission and the City Council any amendments appropriate for the protection and continued use of landmarks or property and structures within historic districts.
- T. To recommend certification of designated historic districts to the Division of Historic Sites, Illinois Department of Conservation.

Section 5. Powers and Duties of the Commission. Establishes the focus of the Commission's efforts and its scope of authority. There are 22 identified powers and duties in Rock Island's Ordinance and 16 in the Model Ordinance.

- **Section 5B should mention the power to survey archaeological areas (as those areas are described in 5D.)**
- **Sections 5C and 5D give the Commission the power to "investigate, hold public hearings and recommend to City Council," the adoption of landmarks and historic districts. However, as discussed below, City Council action is not necessary in order to designate either. The word "recommend" is in the Model Ordinance as well. This is a fundamental contradiction in the Rock Island ordinance. The Model Ordinance, the Highland Park ordinance and others are clear that the Commission only recommends or makes a preliminary determination; action by the Council is necessary to designate either a landmark or a historic district.**
- **Much of the confusion in this section as well as in the rest of the Ordinance results from the use of poorly defined or overbroad definitions in Section 5.**

- ***It is interesting to note that there is no specific section in the current Highland Park ordinance enumerating powers and duties of its Commission.***

SECTION 6. LANDMARK DESIGNATION PROCEDURES

- A. Nominations shall be made to the Commission on a form provided by the Commission. A \$15.00 filing fee shall be paid by the applicant after a preliminary determination of significance has been made by the Commission. (Ord. #84-55; 10/15/84)
- B. The Commission shall, upon such investigation as it deems necessary, make a preliminary determination as to whether a property, structure or area meets one or more of the following criteria:
- 1) Significant value as part of the historic, cultural, artistic, social, ethnic or other heritage of the nation, state or community.
 - 2) Associated with an important person or event in national, state or local history.
 - 3) Representative of the distinguishing characteristics of an architectural and/or landscape type inherently valuable for the study of a period, style, craftsmanship, method of construction or use of indigenous materials and which retains a high degree of integrity.
 - 4) Notable work of a master builder, designer, architect or artist whose individual genius has influenced an era.
 - 5) Identifiable as an established and familiar visual feature in the community owing to its unique location or physical characteristics.
 - 6) Its character as a particularly fine or unique example of a utilitarian structure, including, but not limited to, farmhouses, gas stations or other commercial structures with a high level of integrity or architectural significance.
 - 7) Areas that have yielded, or may be likely to yield, information important in history or prehistory.

The preliminary determination as to whether a property, structure or area meets one or more of the foregoing criteria shall be made within sixty (60) days of the filing of a nomination with the Commission.

- C. Within ten (10) days following a preliminary determination that a proposed landmark meets one or more of the criteria in Subsection 6-8 herein, the Commission shall so notify by certified mail the owner(s) of record. The notice shall be accompanied by an owner consent form requesting the property owner(s) to provide written approval or disapproval of the proposed designation, provided that owner approval shall not be required for historic

landmark designation. Failure of an owner of record to return the form shall be noted as such.

- D. The Commission shall schedule a public hearing within forty-five (45) days following a preliminary determination that a proposed landmark meets one or more of the criteria in Subsection 6-B herein.
- 1) Notice of date, time, place and purpose of the public hearing shall be sent by mail to owner(s) of record and to the nominator(s), as well as to the adjoining property owners, not less than fifteen (15) nor more than thirty-five (35) days prior to the date of the hearing. A like notice also shall be published in a newspaper having general circulation in the City of Rock Island. The notice shall state the location of the property and a brief statement summarizing how the proposed landmark meets the criteria set forth in Subsection 6-B herein. The Inspection Division and the Planning and Redevelopment Division of the City of Rock Island also shall be notified.
 - 2) At the public hearing, the Commission shall take testimony presented by the nominator(s), the owner(s), and any other interested parties who wish to be heard on the application of the criteria for designation enumerated in Subsection 6-B herein to the proposed landmark. In addition, the Commission shall consider all written comments received by the Commission prior to the hearing. It shall be the responsibility of the nominator(s) to provide evidence of suitability for landmark status as well as documentation of the evidence.
 - 3) The Commission shall review and evaluate all available information according to the applicable criteria set forth in Subsection 6-B herein.
- E. A decision shall be made within thirty-five (35) days following the date of the closing of the public hearing.
- 1) If the Commission decides after the hearing that the proposed landmark should be designated, it shall do so by a resolution passed by a two-thirds (2/3) majority of the Commission (that is, six (6) Commissioners). Failure by an owner of record to return the form shall be noted as such.
 - 2) The commission's decision shall be in writing and shall be accompanied by a report summarizing the evidence presented at the hearing and explaining the decision.
 - 3) The owner(s) of record shall be notified promptly by a letter containing a copy of the decision.

- 4) The secretary shall send a copy of the resolution and the accompanying report to the City Council.
 - 5) The secretary shall send a copy of the resolution to the nominator(s).
 - 6) The Secretary shall send a copy of the resolution to the Rock Island Inspection Division.
 - 7) The Secretary shall record the designation with the Rock Island County Recorder of Deeds, unless an appeal is filed in accordance with the procedures contained herein.
 - 8) A decision by the Commission denying landmark designation shall be the final administrative decision. No application relating to the same property may be filed during the twelve (12) months following such a denial by the commission.
- F. A decision by the Commission granting landmark designation may be appealed to the City Council by an owner of the subject property. Such an appeal must be filed in writing with the City Clerk within thirty (30) days after the Commission's decision to grant landmark designation. If an appeal is not filed within such time, the designation of the Commission shall be the final administrative decision.
- 1) The City council, at the earliest possible City Council meeting following the filing of a written appeal, shall accept or reject the Commission's decision. In reviewing the Commission decision the Council may consider other relevant factors, including economic considerations, not considered by the commission. Rejection of the Commission's decision requires a two-thirds (2/3) vote of the entire Council. (Ord. #86-05; 2/24/86)
 - 2) If the Commission's decision is reversed, the City Clerk shall provide written notification by regular mail to the nominator(s) and owner(s) of record of the designated landmark of the action taken by the City Council. The Rock Island Inspection Division shall be notified of the City Council action. If the designation is affirmed, said designation shall be recorded at the office of the Rock Island County Recorder of Deeds.
- G. A certificate of Appropriateness shall be required for alteration, construction, removal or demolition of a proposed landmark from the date when the nomination form is presented to the Commission until the final disposition of the petition.
- H. Designation may be amended or rescinded by the same procedure and according to the same criteria set forth herein for designation.

Section 6. Landmark Designation Procedures. *Establishes the procedures for landmark designation and the criteria that must be met. Unlike most ordinances, the Rock Island Ordinance does not require City Council action to designate landmarks. The process for designation under Section 6 of the Rock Island Ordinance empowers the Commission to designate a landmark on its own with a two-thirds majority vote; therefore the Commission is not merely recommending action as described in Section 5C. If the Commission’s decision is not timely appealed to the City Council, or the Council fails to reject it by a two-thirds vote, the designation is final. By contrast under the Model Ordinance, the commission recommends designation by a majority vote, and the council designates or not, also by majority vote. Similarly the Highland Park ordinance requires Council approval for landmark designation.*

- *The criteria for landmark designation are in line with those in other Illinois communities, and do not include that the property be of a minimum age.*
- *Section 6E(1) requires a supermajority vote of “two thirds . . . that is, six commissioners” to designate a landmark. Other ordinances including the Model Ordinance and the Highland Park ordinance simply require a majority vote to recommend designation to the Council. In addition, any supermajority requirement should be either two-thirds or a vote by six, as there are circumstances where those result in different voting requirements.*

SECTION 7. HISTORIC DISTRICT DESIGNATION PROCEDURE

- A. Nominations shall be made to the Commission on a form provided by the Commission. A \$15.00 filing fee shall be paid by the applicant after a preliminary determination of significance has been made by the Commission. (Ord. #84-55; 10/15/84) Nominations must be accompanied by a petition signed by twenty-five percent (25%) of the owners of record within a proposed district.
- B. The Commission, shall, upon such investigation as it deems necessary and utilizing National Register guidelines (see Appendix A), make a preliminary determination as to whether an area meets these guidelines or one more of the following criteria:
 - 1) A significant number of structures meeting any of the standards in Section 6-5.
 - 2) A traditional Rock Island neighborhood, commercial area or public activity center.

- 3) An area of sufficient integrity to convey a sense of time and place.

The preliminary determination as to whether an area meets these guidelines or criteria shall be made within sixty (60) days of the filing of the nomination of such area to the Commission.

- C. Within ten (10) days following a preliminary determination that a proposed historic district meets one or more of the criteria in Subsection 7-5 herein, the Commission shall so notify by mail the owner(s) of record. The notice shall be accompanied by an owner consent form requesting the property owner(s) to provide written approval or disapproval of the proposed designation. In the case of a historic district, the owner(s) of record of any property in the proposed district shall have one vote on the approval or disapproval of the designation for each property owned in the proposed district. For purposes of this paragraph, "property" shall be defined as a distinct parcel of real property which is assigned a separate tax parcel number by the Rock Island county Supervisor of Assessments. Joint or multiple owners of property shall not be entitled to separate votes, but shall jointly receive one vote for each property owned in the proposed district. Failure of an owner of record to return the form with his or her approval or disapproval by the date of the public hearing provided for herein shall be noted as such. Approval of at least fifty-one percent (51%) of those owners of record who have returned the form by the date of the public hearing shall be required for the historic district to be considered for designation by the Commission.
- D. The Commission shall schedule a public hearing within forty-five (45) days following a preliminary determination that a proposed historic district meets one or more of the criteria in Subsection 7-8 and 7-C herein.
 - 1) Notice of the date, time, place and purpose of the public hearing shall be sent by mail to the owner(s) of record and to the nominator(s), as well as to the owners of property adjoining the proposed district, not less than fifteen (15) nor more than thirty-five (35) days prior to the date of the hearing. A like notice shall also be published in a newspaper having general circulation in the City of Rock Island. The notice shall state the location of a proposed district and a brief statement summarizing how the proposed historic district meets the criteria set forth in subsection 7-8 herein. The Inspection Division and the Planning and Redevelopment Division of the City of Rock Island shall also be notified.

- 2) At the public hearing, the Commission shall take testimony presented by the nominator(s), the owner(s), and any other interested parties who wish to be heard on the application of the criteria for designation enumerated in subsection 7-8 herein to the proposed historic district. In addition, the Commission shall consider all written comments received by the Commission prior to the hearing. It shall be the responsibility of the nominator(s) to provide evidence of suitability for historic district status as well as documentation of the evidence.
 - 3) The Commission shall review and evaluate available information according to the applicable criteria set forth in Subsection 7-B herein.
- E. A decision shall be made within thirty-five (35) days following the date of the closing of the public hearing.
- 1) If the Commission decides after the hearing that the proposed historic district should be designated, it shall do so by a resolution passed by a two-thirds (2/3) majority of the Commission (that is, six (6) Commissioners).
 - 2) The Commission's decision shall be in writing and shall be accompanied by a report summarizing the evidence presented at the hearing and explaining the decision.
 - 3) The owner(s) of record shall be notified promptly by a letter containing a copy of the decision.
 - 4) The Secretary shall send a copy of the resolution and the accompanying report to the City Council.
 - 5) The Secretary shall send a copy of the resolution to the nominator(s).
 - 6) The Secretary shall send a copy of the resolution to the Rock Island Inspection Division
 - 7) The Secretary shall record the designation with the Rock Island County Recorder of Deeds, unless an appeal is filed in accordance with the procedures contained herein.
 - 8) A decision by the Commission denying historic district designation shall be the final administrative decision. No application relating to the same specific district may be filed during the twelve (12) months following such a denial by the Commission.

- F. A decision by the Commission granting historic district designation may be appealed to the City Council by any owner of record of property in the historic district. Such an appeal must be filed in writing with the City Clerk within thirty (30) days after the Commission's decision to grant historic district designation. If an appeal is not filed within such time, the designation of the Commission shall be the final administrative decision.
- 1) An appeal shall be considered at the earliest possible city Council meeting. The Council shall accept or reject the Commission's decision. In reviewing the Commission decision the council may consider other relevant factors, including economic considerations, not considered by the Commission. Rejection requires a two-thirds (2/3) vote of the entire Council. (Ord. #86-05; 2/24/86)
 - 2) If the Commission decision is reversed, the city Clerk shall provide written notification by mail to the nominator(s) and owner(s) of record of the designated historic district. The Rock Island Inspection Division shall be notified of the city Council action. If the designation is affirmed, said designation shall be recorded with the office of the Rock Island County Recorder of Deeds.
- G. A Certificate of Appropriateness shall be required for alteration, construction, removal or demolition of a structure within a proposed historic district from the date when the nomination forms are submitted to the Commission for the purpose of making a preliminary determination that a proposed historic district meets one or more of the criteria outlined in Subsection 7-5 until the final disposition of the petition.
- H. Designation may be amended by the same procedure and according to the same criteria set forth herein for designation.

Section 7. Historic District Designation Procedures. Establishes the procedures for historic district designation and the criteria that must be met.

- ***Like the process for landmark designation, the Rock Island Ordinance does not require City Council action to designate historic districts. The process for designation under Section 7 of the Ordinance empowers the Commission to designate an historic district with a two-thirds majority vote; therefore the Commission is not merely recommending action as described in Section 5D. If the Commission's decision is not timely appealed to the Council, or the Council fails to reject it by a two-thirds vote, the designation is final. By contrast,***

under the model ordinance the Commission recommends designation by a majority vote, and the Council designates or not, also by majority vote. Similarly, the Highland Park ordinance requires Council approval for historic district designation.

- ***The criteria for historic district designation in Section 7 may be unnecessary and somewhat confusing in relation to the criteria for landmarks in Section 6. The National Register Criteria for Evaluation (see Appendix 1) are also listed as a reference for district eligibility. Since the Rock Island Ordinance considers only local district landmarking, the reference to the National Register Criteria maybe superfluous.***
- ***Section 7C requires at least fifty-one percent (51%) of the property owners of record within a proposed district to consent to the district designation. The owner consent provision has been the principal obstacle to establishing additional Local Districts in Rock Island. Like the requirements for National Historic register designation, it may be more appropriate for the Ordinance to require 51% to say no in order to block designation.***
- ***Designation procedures do not require contributing and non-contributing properties to a Local District be determined through an inventory and map. Contributing and non-contributing properties are also defined in Section 2: Definitions.***
- ***Section 7C should use the same definition of “property” as used elsewhere in the ordinance.***
- ***The first sentence in Section 7F(2) should end “and owner(s) of record of any properties in the designated historic district.”***

SECTION 8. CONSTRUCTION, ALTERATION, DEMOLITION OR RELOCATION - CERTIFICATES OF APPROPRIATENESS

- A. A Certificate of Appropriateness is required for any construction, alteration, demolition, repair or relocation requiring a building permit that affects the exterior architectural appearance of any landmark or any structure within a historic district. Any application for a building permit, including plans and specifications when required by the building permit, for designated landmarks or for

structures within designated historic districts shall be sent by the Inspection Division to the Commission within seven (7) calendar days of the receipt of the application by the Inspection Division. Any applicant may request a meeting with the Commission before the building permit is sent by the Inspection Division to the Commission for review and may consult with the Commission during its review of the application.

- B. A Certificate of Appropriateness is required for any demolition, construction or material change of any sidewalk, curb, fence, wall, permanent sign or other ornamentation included in a landmark designation or within a historic district if subject to view from a public street. This specifically includes brick or tile sidewalks and excludes small repairs to concrete or asphalt sidewalks.
- C. A Certificate of Appropriateness is required for any relocation, removal or repair of colored, leaded, etched or beveled glass from landmarks or structures within historic districts.
- D. If the emergency circumstances affect a landmark or a structure within a historic district which require immediate relief, repair or demolition, the Fire Marshal or Chief Building Inspector shall certify that such conditions exist and said conditions shall be eliminated as quickly as is practicable. Emergencies are defined as life or health-threatening conditions requiring immediate attention. This subsection shall apply only in cases where it is impractical for the Commission to consider an application for a Certificate of Appropriateness. In the event that the Fire Marshal or Chief Building Inspector shall require exterior alterations in an existing use to conform to Life Safety or other codes, a certificate of Appropriateness shall be required, provided in the event irreconcilable conflicts arise between such codes and this ordinance, permission to conform to those codes must be granted even if a Certificate of Appropriateness would not ordinarily be issued.
- E. Architectural Review Guidelines. In making a determination whether to issue or deny a certificate of Appropriateness, the Commission shall consider, among other things, the effect of the proposed construction, alteration, removal or demolition upon the exterior architectural features and upon the historic, aesthetic or architectural value, characteristics and significance of the landmark or of the historic district. The criteria to be used by the Commission in making its determination shall include, but not be limited to:

- 1) The maintenance of the significant original qualities or character of the structure or property including, if significant, its landscape. The removal or alteration of any historic or distinctive architectural features should be avoided when possible.
- 2) The compatibility of proposed new additions and new construction to the original architecture of the landmark or styles within the historic district shall be evaluated against the following general guidelines:
 - a) *Height*: The height of the proposed structure or additions or alterations should be compatible with surrounding structures.
 - b) *Proportions of structure's front facade*: The proportion between the width and height of the proposed structure should be compatible with nearby structures.
 - c) *Proportions of openings into the facility*: The proportions and relationships between doors and windows should be compatible with existing structures.
 - d) *Relationship of building masses and spaces*: The relationship of a structure to the open space between it and adjoining structures should be compatible.
 - e) *Roof shapes*: The design of the roof should be compatible with adjoining structures.
 - f) *Landscape and appurtenances*: Landscaping and the use of appurtenances should be sensitive to the individual structure, its occupants and their needs. Further, the landscape treatment should be compatible with surrounding structures and landscapes.
 - g) *Scale of structure*: The scale of the structure should be compatible with surrounding structures.
 - h) *Directional expression of front elevation*: Street facades should blend with other structures with regard to directional expression. When adjacent structures have a dominant horizontal or vertical expression, this should be carried over and reflected.
 - i) *Architectural details*: Architectural details and materials should be incorporated as necessary to relate the new with the old and to preserve and enhance the inherent characteristics of that area.
- 3) Alterations should be made in accordance with the Secretary of the Interior's "Standards for Historic Preservation Projects"* as revised from time to time: *U.S. Department of the Interior, Heritage Conservation and Recreation Service, "Standards for Historic Preservation Projects", Washington, D.C. 1979 (Stock #O24-016- 00105-2, U.S. Government Printing Office).

- a) Every reasonable effort shall be made to provide a compatible use for a property which requires a minimal alteration of the building, structure or site and its environment, or to use a property for its originally intended purpose.
- b) The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
- c) All buildings, structures and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
- d) Changes which may have taken place in the course of time are evidence of the history and development of a building, structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
- e) Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure or site shall be treated with sensitivity.
- f) Deteriorated architectural features shall be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
- g) The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
- h) Every reasonable effort shall be made to protect and preserve archeological resources affected by or adjacent to any project.
- i) Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.

- j) Wherever possible, new additions or alterations to structures shall be done in such manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

Review Process

- 1) If the Commission finds that the work proposed in the application will not adversely affect any historically or architecturally significant features of the landmark or structure or property within a historic district and is appropriate or consistent with the spirit and purposes of this chapter, it shall issue, at the next regular Commission meeting, a Certificate of Appropriateness by resolution passed by a majority of a quorum and forward copies to the owner(s) of record and the Inspection Division. An owner may request a special meeting if the next regular Commission meeting is scheduled fifteen (15) days or more after the receipt of the building permit application.
- 2) If the Commission finds that the proposed work will adversely affect or destroy any significant historic, aesthetic or architectural feature or value of the landmark or structure or property within a historic district or is inappropriate or inconsistent with the spirit and purposes of this section, it shall disapprove the application by resolution passed by a majority of a quorum and shall so advise the applicant and the Inspection Division in writing within thirty (30) days after receiving the copy of the application.
 - a) The Commission shall state briefly its reasons therefore in writing and it may make recommendations to the applicant with respect to the appropriateness of design, arrangement, texture, scale, material, color, location or other elements of appearance of the building or structure involved.
 - b) In cases of disapproval accompanied by recommendation, the applicant may be heard again before the Commission if within sixty (60) days of the date of receipt of notice of disapproval of the application he amends his application to conform with the recommendations or makes application for a Certificate of Economic Hardship as provided for in Section 9 herein. The applicant shall be heard at the next regular meeting of the commission after receipt of the amended application and the Commission shall

- approve or disapprove the amended application by resolution passed by a majority of a quorum.
- c) At the request of the applicant, within fifteen (15) days following disapproval of an application, the Commission shall hold a public hearing upon receipt of an application for a Certificate of Economic Hardship pursuant to section 9.
 - d) Notice of the date, time, place and purpose of the public hearing shall be sent by regular mail to the applicant, to property owners within two hundred fifty (250) feet of the property for which an application has been made, and said notice shall be published in a newspaper of general circulation. The notice shall be sent not less than ten (10) days prior to the date of the hearing. The notice shall state the location, including the common street address of the property and a brief description of the proposed alteration for which an application has been made and the differences of opinion between the applicant and the Commission
 - e) At the public hearing the Commission shall take testimony presented by the owner(s) and any other interested parties concerning the effect of the proposed alteration, demolition or removal upon the exterior architectural features and the Review Criteria in Subsection B-E herein.
 - f) Within fifteen (15) days following completion of the public hearing, the Commission shall issue or deny the Certificate of Appropriateness or Certificate of Economic Hardship and transmit copies of its decision to the applicant.

Section 8. Construction, Alteration, Demolition or Relocation - Certificates of Appropriateness. Defines when a Certificate of Appropriateness (COA) is required, the criteria that the Commission should use in determining whether to issue or deny a COA, and the review process to be followed.

- ***The Ordinance requires a COA for a broad range of actions: “construction, alteration, demolition, repair or relocation requiring a building permit that affects the exterior architectural appearance of any landmark or any structure within a historic district.” The COA is not limited to one that will cause a “major change in the exterior appearance” as in the model ordinance.***

- ***A COA is not required for properties that have been recommended to be landmarked, or that are within areas recommended to be an historic district, as is the case under the Highland Park ordinance.***
- ***The Ordinance does not list any explicit exceptions or describe any action that may be approved at an administrative level. (Decatur specifically exempts a change in paint color, installation of storm windows/doors, installation of window air conditioners, and “ordinary repair and maintenance of existing architectural features which do not change the material and basic appearance of the structure.”)***
- ***A great deal of confusion stems from the fact that the Design Guidelines contain a separate description of Rock Island’s COA requirements. For example, there is a statement in the Guidelines that a COA is not required for “replacement of minor items with items of the exact same construction, materials and dimensions.” The description of the COA requirements in the Design Guidelines should be carefully compared to the Ordinance and inconsistencies identified. Both documents should be revised and the Ordinance should be the only place where all the requirements are located.***
- ***The Ordinance does not address the situation of rebuilding after fire or other casualty.***
- ***Section 8E, Architectural Review Guidelines, does not explicitly reference the Residential Design Guidelines For Rock Island Historic Districts and Landmarks and, instead, lists two pages of criteria and standards. A more standard approach found in other ordinances is to refer explicitly to the Residential Design Guidelines; therefore, Section 8E could be deleted. Again, the list of standards in Section 8 E(2) is most likely a holdover from the model ordinance, which does not contemplate a set of separate design guidelines like Rock Island’s.***
- ***The procedure for approving a COA in Rock Island is by majority vote of the Commission, but the level of review is somewhat unclear. If the Commission finds that the proposed work “will not adversely affect any historically or architecturally significant features” it “shall disapprove” the COA. Other preservation ordinances only require any portion of a historic building that can be viewed from the public right-of-way as subject to review; other minor and***

replacement-in-kind type of home modifications are usually reviewed administratively rather than by the full commission.

- ***The Ordinance protects against demolition by requiring a COA for demolition of Landmarks or of any properties within historic districts. However, the Ordinance does not define whether a COA for demolition is required for contributing or non-contributing properties within a Local District since these definitions are not provided within the Ordinance. Demolition protection is also not extended to properties that might be considered architecturally or historically significant, as defined in surveys and through the 100 Most Significant Unprotected Historic Structures List.***

SECTION 9. CERTIFICATE OF ECONOMIC HARDSHIP

Notwithstanding any of the provisions of the ordinance to the contrary, the Commission may issue a certificate of Economic Hardship to allow the performance of work for which a certificate of Appropriateness has been denied.

- A. Applicants claiming economic hardship shall be required to apply to the Planning and Redevelopment Division to determine eligibility for rehabilitation assistance. The eligibility for and availability of financial aid shall be considered by the Commission in making its decision.
- B. An applicant for a Certificate of Economic Hardship may submit any or all of the following information in order to assist the Commission in making its determination on the application.
 - 1) The amount paid for the property, the date of purchase and the party from whom purchased (including a description of the relationship, if any, between the owner and the person from whom the property was purchased).
 - 2) The assessed value of the land and improvements thereon according to the two most recent assessments.
 - 3) Real estate taxes for the previous two years.
 - 4) Remaining balance on mortgage, if any, and annual debt service, if any, for the previous two years.
 - 5) All appraisals obtained within the previous two years by the owner or applicant in connection with this purchase, financing or ownership of the property.
 - 6) Any listing of the property for sale or rent, price asked and offers received, if any.

- 7) Any consideration by the owner as to profitable adaptive uses for the property.
 - 8) If the property is income-producing, the annual gross income from the property for the previous two years, itemized operating and maintenance expenses for the previous two years, and annual cash flow before and after debt service, if any during the same period.
 - 9) Form of ownership or operation of the property, whether sole proprietorship, for-profit corporation, limited partnership, joint venture or other.
 - 10) Any other information, including the income tax bracket of the owner, applicant or principal investors in the property, reasonably necessary for a determination as to whether the property can be reasonably used or yield a reasonable return to present or future owners.
- C. If the Commission finds that without approval of the proposed work, the property cannot obtain a reasonable economic return therefrom, then the application shall be delayed for a period not to exceed three (3) months. During this period of delay, the Commission shall investigate plans and make recommendations to the City Council to allow for a reasonably beneficial use or a reasonable economic return, or to otherwise preserve the subject property. Such plans and recommendations may include, but not be limited to: a relaxation of the provisions of the ordinance, a reduction in real property taxes, financial assistance, building code modifications and/or changes in zoning regulations.
- D. If by the end of this three (3) month period, the Commission has found that without approval of the proposed work, the property cannot be put to a reasonable beneficial use or the owner cannot obtain a reasonable economic return therefrom, then the Commission shall issue a Certificate of Economic Hardship approving the proposed work. If the Commission finds otherwise, it shall deny the application for a Certificate of Economic Hardship.

Section 9. Certificate of Economic Hardship. Permits the Commission to issue a Certificate of Economic Hardship to allow the performance of work for which a COA has been denied. Lists the information to be submitted by the applicant and the process to be followed.

- **Consider adding as evidence to be submitted the following items listed in the Highland Park ordinance: evidence of any substantial decrease in fair market value, unfavorable tax impact, or additional cost of work resulting from the denial of**

a COA; or in the case of a proposed demolition, the economic feasibility of rehabilitation or reuse.

SECTION 10. APPEALS

- A. When a certificate of Appropriateness or a certificate of Economic Hardship is approved or denied for either a landmark or a structure within a historic district, the applicant or any interested party may, within thirty (30) days, appeal the Commission's decision to the City Council. The Council may receive comments on the contents of the record but no new matter may be considered by the Council. The city Council may affirm the decision or recommend changes by a majority vote of the Council after due consideration of the facts contained in the record submitted to the Council by the Commission. The Council may overturn the Commission's decision by a majority vote of a quorum of the Council. If the Council decides that a Certificate of Economic Hardship should be issued, the Secretary shall notify the applicant and the Inspection Division within seven (7) days of the Council's decision and the Inspection Division then shall issue the permit within fifteen (15) days.
- B. If the Council concurs with the Commission's decision not to issue a Certificate of Economic Hardship, the Secretary shall notify the applicant and the Inspection Division within seven (7) days.

SECTION 11. AFFIRMATION OF EXISTING ZONING

Nothing contained in this ordinance shall supersede the powers of other local legislative or regulatory bodies or relieve any property owner of complying with the requirements of any other state statutes or municipal ordinances or regulations. Specifically, this ordinance in no way modifies or negates existing zoning in the City of Rock Island. This affirmation of existing zoning is not an approval of that zoning, nor does it preclude amendments to zoning district boundaries or categories of uses. The local Zoning Ordinance remains in effect unless modified.

SECTION 12. PENALTIES

- A. Any person, firm or corporation who alters, demolishes, repairs or relocates any landmark or any structure within a historic district without complying with the provision of this ordinance shall be required to restore the building or structure and its site to its appearance prior to the violation. Any action to enforce this section shall be brought by the City Attorney, his designee or by designated representatives of the Department of Community

Services and Development. This civil remedy shall be in addition to and not in lieu of any criminal prosecution and penalty contained in this section.

- B. If there is a willful violation of the provisions of this ordinance, any person, firm or corporation shall be deemed guilty of a misdemeanor and, upon conviction, shall be fined not less than fifty dollars (\$50.00) nor more than five hundred dollars (\$500.00). Each day such violation is committed or permitted to continue shall constitute a separate offense and shall be punishable as such herein.

SECTION 13. SEPARABILITY

If any section, subsection, sentence, clause, phrase or portion of this ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

SECTION 14. ORDINANCES REPEALED

All ordinances and parts of ordinances in conflict herewith are hereby repealed insofar as they do conflict.

SECTION 15. EFFECTIVE DATE

This ordinance shall be in full force and effect from and after its passage and approval, as required by law.

James R. Davis
 Mayor of the City of Rock Island
 Passed: February 13, 1984
 Approved: February 14, 1984
 Attest: Jacqueline Vander Meersch
 City Clerk

