

City of Rock Island Comprehensive Plan

Comprehensive Plan

A 20-Year Guide
for City Objectives



ROCK ISLAND
ILLINOIS

2014-2034

Adopted: April 2014

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City of Rock Island's *Vision for the Future*



Rock Island is recognized for its cultural diversity, vibrant downtown, and welcoming atmosphere. A destination for the arts, history, and culture, Rock Island offers the best of city living while retaining its small town appeal. Easily accessible, residents take full advantage of all the Quad Cities region has to offer.

VISION GUIDING PRINCIPALS

Built Environment: Rock Island's built environment is safe, attractive, and highly efficient, enabling residents to easily walk, bike, bus, or drive to destinations and meet daily needs. Rock Island is a leader in infill development and adaptive reuse, integrating sustainable and conservation-oriented design while retaining our historical context.

Quality Education: Rock Island recognizes the essential link between a quality educational system and the strength of the community. Exceptional schools attract and retain families, and higher education institutions contribute to innovation and a skilled and diverse workforce for the local economy.

Prosperous Economy: Rock Island's robust economy is diverse, fosters entrepreneurship, and is based on a balanced approach to economic development. The competitive cost of living and range of employment opportunities lend to Rock Island's high quality of life.

Housing and Neighborhoods: Rock Island's diverse, attractive, and architecturally-distinct neighborhoods offer ample housing choices for all residents; Our safe, clean, and comfortable neighborhoods foster social interaction and a keen sense of community unparalleled in the Quad Cities.

Transportation and Mobility: Rock Island's safe, efficient, connected, and well-maintained transportation system enables choice in mode of travel and enhances the quality of life and health of the community.

Community Services: Our positive, forward-thinking and responsive local government provides quality services with an open door policy. Equitably provide accessible and quality public services facilities to all Rock Island residents.

Healthy Community: Rock Island is an advocate for the health and wellness of its residents through the equitable provision of a safe environment, access to healthcare and nutritious food, and opportunities for active living.

Natural Resources: Celebrate and protect Rock Island's natural resource assets and ecological systems, namely the Mississippi and Rock Rivers. Rock Island's successful efforts in natural hazard and mitigation planning have lessened impacts on residents, visitors, businesses, and properties.

Regionalism: Local government protects individual rights while advancing community good through active citizen involvement. Rock Island enjoys cooperative and collaborative relationships with neighboring jurisdictions.



Vision for the Future Guiding Principles

Create a long term vision for the community we need to invest in the quality of life of the people who make up the community. In order to attract families and local businesses who want to stay here and work here, we need to begin to send a clear message as a city that this is a good place to live and work. A strategic plan that outlines a clear long-term vision that invests in the community as a whole would help.

(Rock Island resident)

Make the city more walkable by improving curb appeal, with better streets, sidewalks, landscaping, and street lamps.

Provide architectural standards for new buildings and development to prevent substandard development that will be inadequate after 10 years.

(Rock Island residents)

Built Environment

- Plan for a logical, efficient land-use pattern that accommodates a mix of uses in walkable and bikeable configurations.
- Adopt high quality development standards for buildings, landscaping, signage, exterior lighting, and parking lots.
- Preserve Rock Island's distinctive architecture and historic character by encouraging preservation, restoration, and adaptive reuse.
- Promote development that respects natural topography, such as conservation development to preserve and protect natural areas.
- Encourage green building and site design in development and redevelopment projects.
- Develop mixed-use centers in strategic locations.
- Encourage shared driveway access, parking, and coordinated site plans for nonresidential uses.
- Identify brownfield sites and develop a strategy for mitigation and redevelopment into productive uses.



Vision for the Future **Guiding Principles**

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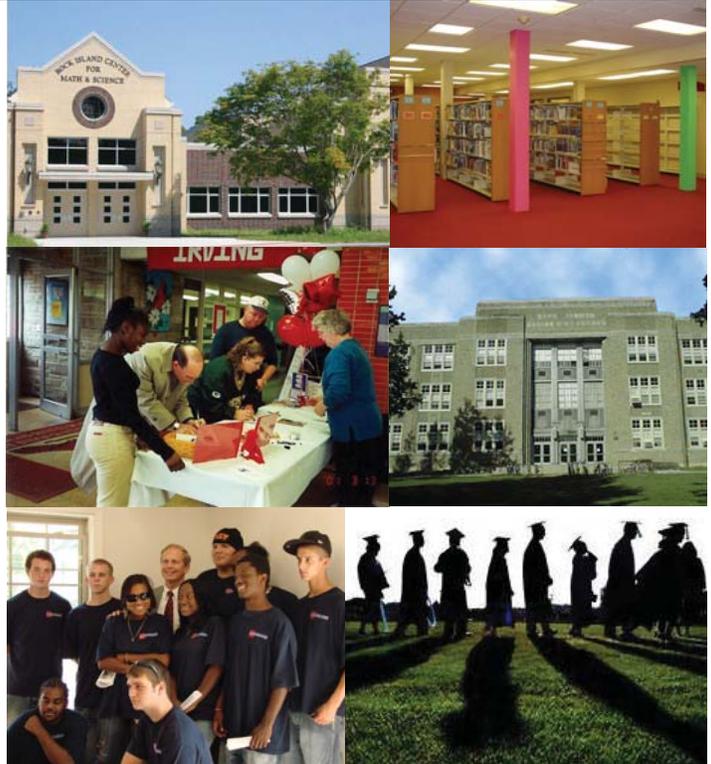
The staff and administration at Rock Island public schools is wonderful, but Rock Island will not be able to attract young families until it can offer accelerated education.

Educational resources need to be enhanced to provide people with strong foundations for their futures.

(Rock Island residents)

Quality Education

- Reverse the negative perception of the local public schools by creating a public educational system second to none that includes the best in facilities, teachers and technologies to assure outstanding results at all levels.
- Collaborate with local employers and education providers to identify workforce education and training needs to support local businesses.
- Advance Safe Routes to School initiatives.
- Collaborate with local schools on issues of mutual concern, such as future school siting, joint services, facility usage, and adaptive reuse of decommissioned school buildings.

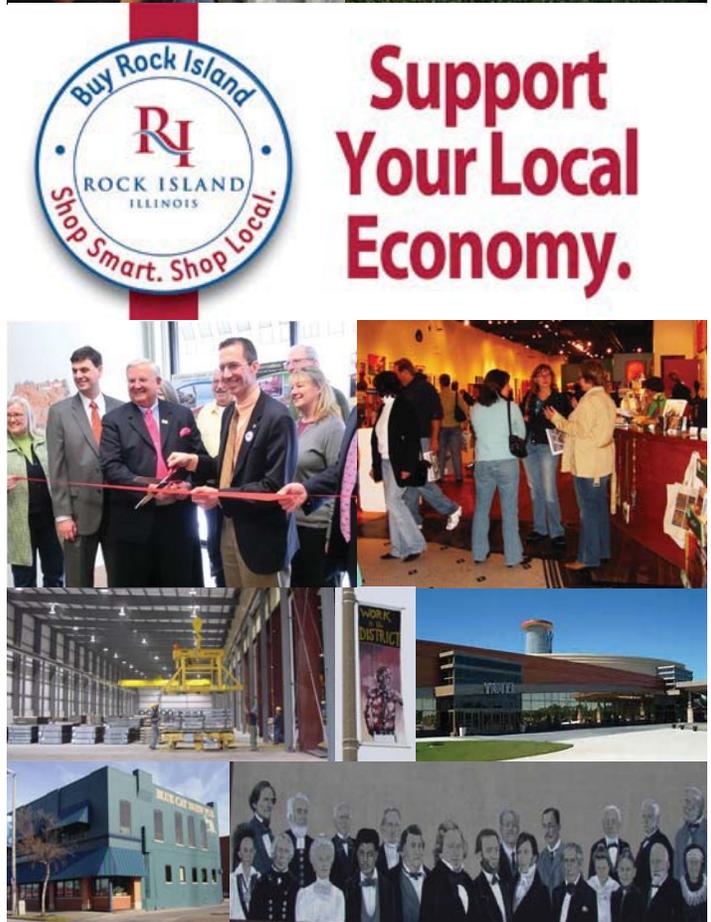


Attract more businesses to Rock Island (e.g. restaurants, shops, small businesses). This would increase the tax base, provide jobs, and show Rock Island to be a growing, vibrant place.

(Rock Island resident)

Prosperous Economy

- Grow the local economy through the creation, expansion, and growth of new and existing businesses.
- Develop Rock Island as a regional destination for tourism, shopping, authentic dining, culture, and entertainment.
- Foster entrepreneurs interested in small business and emerging industries.
- Attract high-quality businesses with a focus on business diversity and high-quality jobs.
- Support sustainable businesses and work to attract and grow "green" jobs in the community.

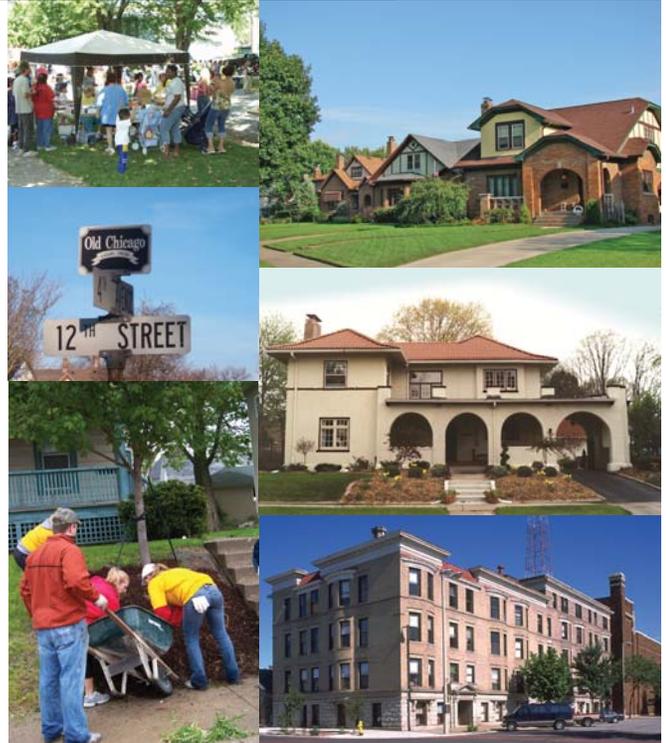


Vision for the Future Guiding Principles

Rock Island should invest in creating more neighborhood organizations and using them as the bedrock for building more community programs. Having strong neighborhood involvement will only help to build a better city. (Rock Island resident)

Housing and Neighborhoods

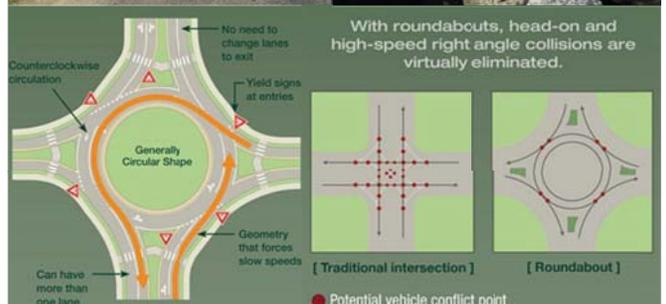
- Promote a variety of housing types for all income levels, age groups, and household sizes, including higher income and executive housing.
- Preserve established neighborhoods and promote reinvestment in existing housing.
- Promote traditional neighborhoods that provide a mix of housing types, community facilities, and neighborhood-serving businesses.
- Be receptive to housing options/configurations to meet diverse needs and market desires.
- Support neighborhood associations and planning efforts.



Improving the city infrastructure would go a long way. Recently the city fixed patches of sidewalk near where we live and it has made a huge difference in the "walkability" of our neighborhood. It would be wonderful if more areas could receive the attention they deserve. (Rock Island resident)

Transportation and Mobility

- Provide an efficient, multi-modal transportation system that accommodates multiple users.
- Establish a "Complete Streets" policy, where bikes and pedestrians are considered when a street is constructed or reconstructed.
- Consider traffic calming to improve traffic flow and increase pedestrian activity.
- Establish and enforce sidewalk maintenance requirements and encourage sidewalk installation where gaps are present.
- Adequately buffer sidewalks to separate pedestrians from vehicular traffic.



Vision for the Future **Guiding Principles**

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I'd love to see more promotion of locally grown foods, community gardens, and recycling pick-up. (Rock Island resident)

Healthy Community

- Create an environment that supports a healthy community.
- Plan for access to healthy, locally grown food.
- Provide accessible places for physical activity that support individual and community health.
- Provide equal access to clean water and air, parks and recreation, health care, education, transportation, and employment.
- Continue to partner with Activate Rock Island and other community groups to develop and implement strategies that support healthier living in Rock Island.

Any LEED or other "green" initiatives that RI promotes is a plus for its citizens and the environment as a whole.

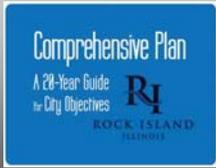
(Rock Island resident)

Community Services

- Emphasize cost effectiveness and energy efficiency in public utilities and service delivery.
- Upgrade utilities and facilities to ensure adequate capacity; prioritize upgrades in older and substandard areas.
- Fairly and equitably distribute costs of new utilities and facilities.
- Consider programs for greater sustainability such as waste reduction, expanded recycling, energy efficiency, and water conservation.
- Encourage placement of utilities underground as opportunities for doing so arise.



Vision for the Future **Guiding Principles**



The beauty of Rock Island's hills, ravines, and bluffs overlooking two river valleys cannot be compared to any other City in the region. (Rock Island resident)

Natural Resources

- Protect rivers, streams, wetlands, groundwater, and other sensitive lands to maintain ecological and human health.
- Ensure public access to riverfronts and promote active and recreational use of Mississippi and Rock Rivers.
- Support use of renewable energy such as solar, wind, geothermal, and other sustainable sources.
- Collaborate to restore degraded ecosystems to allow them to regain their natural diversities and functions.
- Promote progressive stormwater management practices.



Rock Island has a lot of opportunity for growth and improvement - we need more cooperation between public and private entities - instead of maneuvering for political power or position, we need to be working effectively together toward common goals. (Rock Island resident)

Regionalism

- Encourage citizen involvement in local government.
- Coordinate to advance regional planning and economic development initiatives.
- Maintain an open and active dialog with neighboring communities and regional entities.
- Seek opportunities for resource sharing with neighboring jurisdictions.

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Introduction

The City of Rock Island is located in northwestern Illinois, situated between the Mississippi and Rock Rivers approximately 175 miles west of Chicago and 175 miles east of Des Moines. Along with the communities of Moline and East Moline, Illinois, and Davenport and Bettendorf, Iowa, the City of Rock Island is part of the Davenport - Rock Island - Moline Metropolitan Statistical Area (MSA) commonly referred to as the Quad Cities.

Purpose of this Comprehensive Plan

In 2012, the City of Rock Island was awarded a grant from the Illinois Department of Commerce and Economic Opportunity (IDCEO) to prepare a forward thinking comprehensive plan that promotes the following sustainability principles:

- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate policies and leverage investment.
- Value communities and neighborhoods.

In addition to meeting grant requirements, this Rock Island Comprehensive Plan also establishes a vision based on Rock Island's community values and desired direction for the next 20+ years. Once adopted, the Plan will function as a blueprint for City staff and local decision makers to help them achieve long-term community objectives for a sustainable future.

Statutory Authority

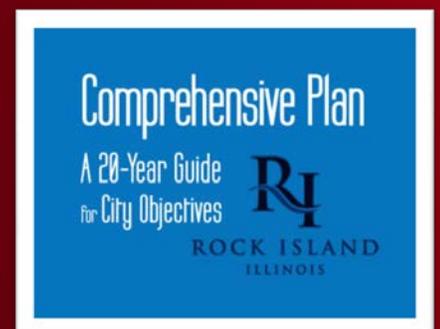
Preparation of a comprehensive plan is authorized under §65 ILCS 5/11-12-5(1), Illinois Statutes. A comprehensive plan applies to all land within the corporate limits of the municipality as well as any unincorporated land situated within 1 ½ miles beyond the corporate limits.

The Illinois Local Planning Technical Assistance Act (Public Act 92-0768) provides guidance on what elements should be covered in a comprehensive plan, such as land use, transportation, community facilities, housing, economic development, and natural resources. In addition, comprehensive plans may also address natural hazards, natural resource preservation, human services, and community design.



What is a Comprehensive Plan?

As defined by the American Planning Association, a comprehensive plan is a long-range policy document that addresses a wide variety of interconnected social, environmental, and economic topics; provides legal, political, and logical rationale behind a community's development and settlement patterns; and shapes long-term decision making for a jurisdiction over a 20-year time frame.



Planning Area

The planning area includes lands in which the City has both a short-term and long-term interest in planning and development activity. The planning area includes all lands currently within the City's corporate limits and lands within the City's 1 ½ mile extraterritorial jurisdiction as authorized by statute. The planning area is depicted on Map 1.

Plan Contents and Organization

The Rock Island Strategic Development Plan and the following chapters make up this Comprehensive Plan.

Rock Island Strategic Development Plan

In conjunction with this Comprehensive Plan, the City engaged Vandewalle & Associates to prepare an economic development strategy to identify ways the City could combat local and regional challenges to growth and improve the City's quality of life and image. This separate document is a significant component of this Comprehensive Plan.

Chapter 1: Existing Conditions

Provides an overview of existing conditions, historical context, and data for the City of Rock Island and Quad Cities region.

Chapter 2: Planning Legacy

Describes Rock Island's robust legacy of planning and provides summaries of existing neighborhood and subarea plans.

Chapter 3: Public Outreach

Details the City's extensive outreach effort conducted to gain insight into community priorities and desires.

Chapter 4: Planning Framework

Synthesizes information gained from public outreach activities into a future vision for the City of Rock Island and outlines policies and strategies to achieve the community vision.

Chapter 5: Land Use Plan

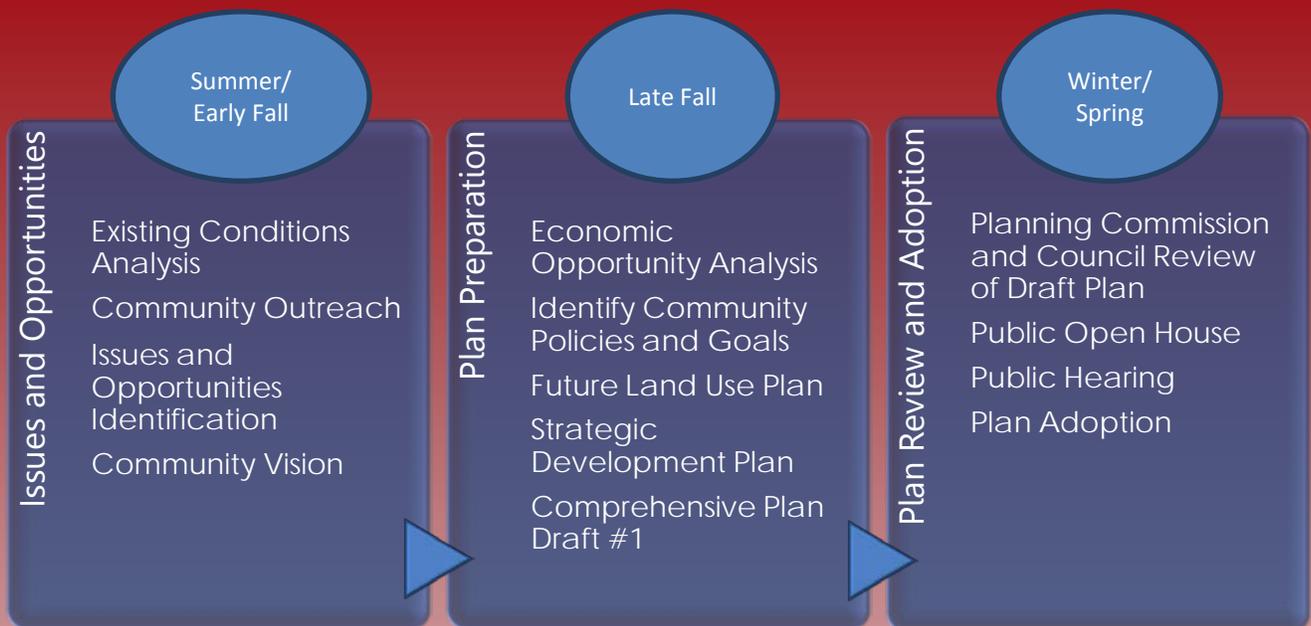
Identifies the proposed future land use and development pattern for the City of Rock Island.

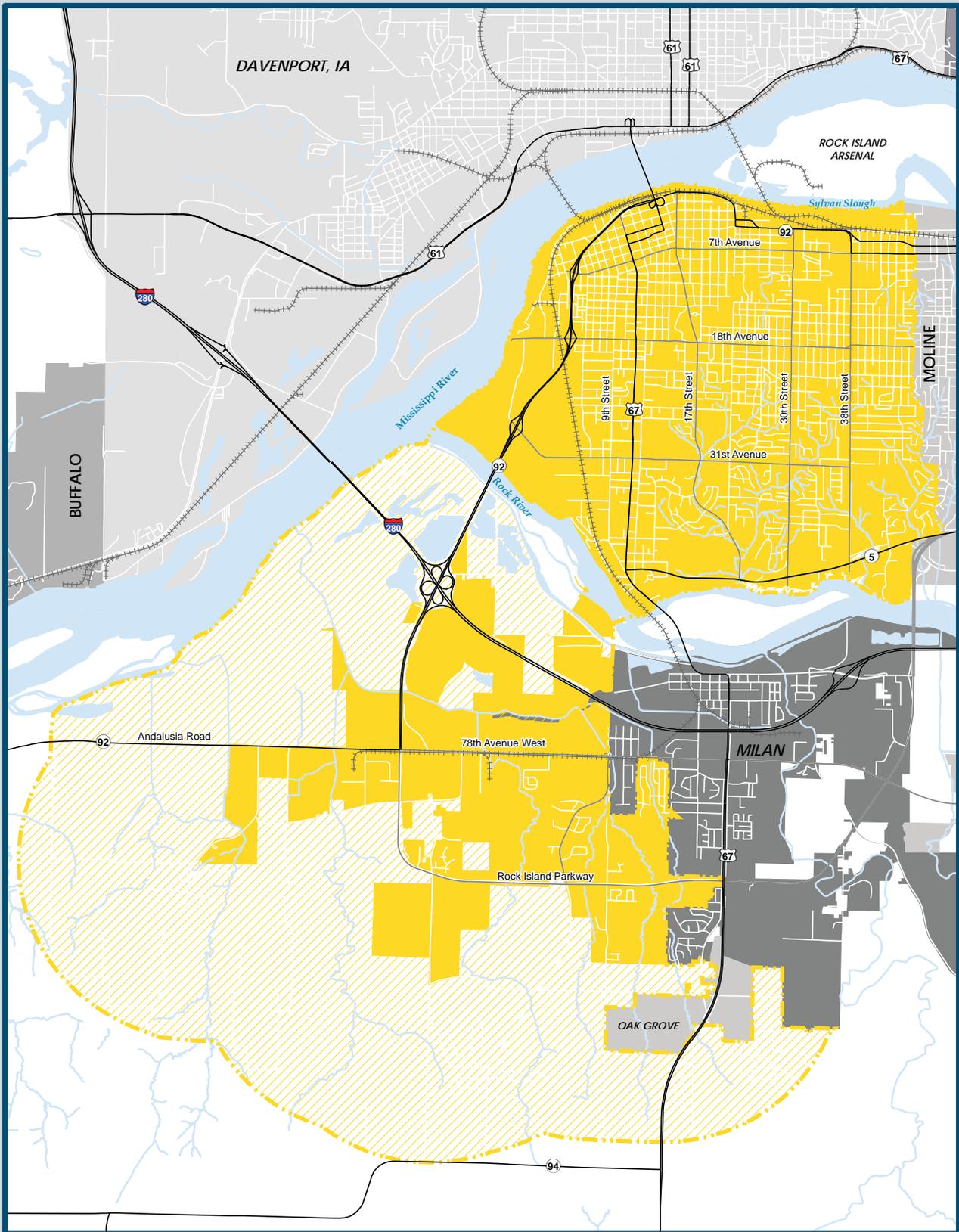
Chapter 6: Implementation

Identifies actions the City should take to implement the Comprehensive Plan to ensure the 20-year vision is achieved.

Planning Process

This comprehensive planning process was conducted in three phases—Phase 1: Issues and Opportunities, Phase II: Plan Preparation, and Phase III: Plan Review and Adoption. Phase I began in the summer 2013 with data collection of current trends, existing conditions, and an inventory of existing land uses. A number of community outreach activities were conducted in the early fall (described in Chapter 3), the outcomes of which were used to develop the framework for Phase II: Plan Preparation. In October and November 2013, City staff and its consultant, Vandewalle & Associates prepared the initial draft of the plan document, including the Future Land Use Plan and Rock Island Strategic Development Plan. This draft was presented to the Planning Commission Steering Committee on November 19, 2013. In Phase III, the Comprehensive Plan underwent several rounds of revision prior to a public open house and formal review by the City Council. The plan was recommended for approval by the Planning Commission on April 2, 2014 and adopted by City Council on April 14, 2014.





Map 1: Planning Area

- City of Rock Island
- Planning Area
- Surface Water

- Interstate Highways
- U.S. Highways
- State Highways
- Railroads



Sources: City of Rock Island, Rock Island County GIS, and Iowa DOT
 Adopted: April 14, 2014

Chapter 1: Existing Conditions

To plan for the long-range future of the City, it is important first to understand the historical context in relation to more modern community characteristics. This chapter provides an overview of existing conditions and past trends and activities that have influenced development and redevelopment in Rock Island. This chapter identifies demographic, housing, and economic development trends; natural and cultural resources; and past land use patterns and development activities. Such information provides guidance on current issues and opportunities facing the community, and potential future needs.

Demographic Profile

Population Trends and Projections

Rock Island’s population peaked in 1960 with 51,863 residents and has gradually decreased since then. Since 1980, Rock Island lost 17% of its population. Similar population losses occurred in Milan and less dramatically, Moline and Davenport, also saw a gradual population decrease during this period. Alternatively, Bettendorf’s population grew by 21% since 1980 and continues to see positive population growth.

Table 1: Population Trends

	1980	1990	2000	2010	% Change 1980-2010	% Change 2000-2010
City of Rock Island	47,036	40,552	39,684	39,018	-17.0%	-1.7%
City of Moline	45,709	43,202	43,768	43,483	-4.9%	-0.7%
City of East Moline	20,907	20,147	20,333	21,302	1.9%	4.8%
Village of Milan	6,264	5,831	5,348	5,099	-18.6%	-4.7%
City of Bettendorf	27,381	28,132	31,275	33,217	21.3%	6.2%
City of Davenport	103,264	95,333	98,359	99,685	-3.5%	1.3%
Rock Island County, IL	165,968	148,723	149,374	147,546	-11.1%	-1.2%
Scott County, IA	160,022	150,979	158,668	165,224	3.3%	4.1%
MSA*	383,740	350,862	359,062	379,690	-1.1%	5.7%
State of Illinois	11,426,518	11,430,602	12,419,293	12,830,632	12.3%	3.3%
State of Iowa	2,913,808	2,776,755	2,926,324	3,046,355	4.5%	4.1%

Source: U.S. Census Bureau.

*Note: Davenport-Moline-Rock Island Metropolitan Statistical Area (MSA)

Population Projections

Population projections are used in comprehensive planning to help predict possible future demand for community services and the amount of land needed for development purposes over the planning period. Population projections for Rock Island were prepared based on the percentage of population change from 1990 to 2010 and projecting that forward to 2040. As suggested in Table 2, both the City and Rock Island County’s population is anticipated to continue to decrease slightly over the planning period. Household size and the number of households is also anticipated to decrease based on local population projections presented below and national trends toward smaller household sizes.

Table 2: Population Projections

	2010 ¹	2015	2020	2025	2030	2035	2040	% Change 2010-2040
City of Rock Island ²	39,018	38,644	38,273	37,906	37,542	37,182	36,825	-1.5%
Rock Island County ³	147,546	147,083	146,784	146,592	146,352	146,044	145,753	-1.2%

Sources: ¹US Census Bureau, 2010 Census; ²City of Rock Island, 2013; ³Woods & Poole Economics, Inc. 2013.

Table 3: City of Rock Island Household Projections

	2010 ¹	2015	2020	2025	2030	2035	2040	% Change 2010-2040
Population ²	39,018	38,644	38,273	37,906	37,542	37,182	36,825	-4.7%
Household Size ²	2.30	2.29	2.28	2.27	2.26	2.25	2.24	-2.2%
Total Households ²	16,964	16,875	16,786	16,699	16,612	16,525	16,440	-2.6%

Source: ¹US Census Bureau, 2010 Census; ²City of Rock Island, 2013.

Age Distribution

Age is an important consideration in comprehensive planning to provide adequate housing, community services, transportation, and education to the population. Table 4 depicts Rock Island's age distribution compared to neighboring communities in the Quad Cities. Rock Island's median age is less than most neighboring communities. Rock Island's share of children (under ages 5 and 18) and elderly (over age 85) is comparable to the region. Compared to other jurisdictions, the percentage of seniors (over age 65) in Rock Island is greater than jurisdictions on the Iowa side, but lowest on the Illinois side of the Quad Cities.

Table 4: Age Distribution (2010)

	Median Age	% Under Age 5	% Under Age 18	% Age 65+	% Age 85+
City of Rock Island	37.0	6.7%	22.4%	15.5%	2.9%
City of Moline	39.2	6.5%	22.8%	16.1%	2.7%
City of East Moline	39.1	6.8%	22.1%	17.2%	2.9%
Village of Milan	39.9	7.2%	23.1%	17.0%	2.1%
City of Bettendorf	40.7	6.0%	25.5%	14.8%	2.2%
City of Davenport	35.3	7.3%	24.0%	12.6%	2.2%
Rock Island County	40.0	6.4%	22.5%	16.2%	2.5%
Scott County	37.7	6.8%	24.6%	13.1%	2.0%
MSA	39.4	6.5%	23.6%	15.0%	2.3%
State of Illinois	36.6	6.5%	24.4%	12.5%	1.8%
State of Iowa	38.1	6.6%	23.9%	14.9%	2.5%

Source: U. S. Census Bureau, 2010 Census.

Race and Ethnicity

Table 5 depicts race and ethnicity in Rock Island compared to neighboring jurisdictions in the Quad Cities. As indicated below, Rock Island has the largest share of non-white residents within the metropolitan statistical area. One explanation for Rock Island’s larger share of minority populations is the relatively recent influx of immigrants and refugees from around the world based on the outreach efforts of local churches and World Relief. In 2010, Quad Cities Alliance for Immigrants and Refugees (QCAIR) was launched in Rock Island to explore community issues related to an influx of refugees and immigrants.

Table 5: Race and Ethnicity (2010)

	% White	% Black	% Native American	% Asian	% Hispanic/Latino
City of Rock Island	72.3%	18.3%	0.3%	2.4%	9.4%
City of Moline	83.0%	5.2%	0.3%	2.4%	15.6%
City of East Moline	72.9%	12.8%	0.3%	2.0%	19.0%
Village of Milan	89.8%	5.0%	0.4%	0.8%	4.5%
Rock Island County	81.6%	9.0%	0.3%	1.6%	11.6%
State of Illinois	71.5%	14.5%	0.3%	4.6%	15.8%
City of Bettendorf	91.9%	2.2%	0.2%	3.1%	3.6%
City of Davenport	80.7%	10.8%	0.4%	2.2%	7.3%
MSA	86.0%	6.8%	0.3%	1.6%	7.6%
Scott County	86.1%	7.1%	0.3%	2.0%	5.6%
State of Iowa	91.3%	2.9%	0.4%	1.7%	5.0%

Source: U. S. Census Bureau, 2010 Census.

Existing Land Use

Existing Land Use Pattern

An accurate depiction of the existing land use is the first step in planning for a desired future land use pattern. A complete land use inventory was conducted by Rock Island in the summer 2013. The existing land use categories defined in Table 6 describe how land was being used at that time. The existing land use pattern is depicted on Maps 2a and 2b.

Table 6: Existing Land Use

Land Use Map Category	Description	Acres
Single Family Residential	Single family residential structures.	3,139
Two Family Residential	Duplexes and attached two-family homes.	84
Multi-Family Residential	Multi-family residential structures with 3+ dwellings per unit.	1,591
Manufacture Homes	A type of single-family housing that is assembled largely in factories and then transported to the home site.	37
Neighborhood Business	Small-scale neighborhood-serving retail, service, and office uses. Often, such uses exist in converted residential buildings or in structures with minimal or no building setbacks and limited parking.	16
Downtown Core	A mix of mid to high-density commercial, office, civic, institutional, industrial, and residential uses in a traditional “downtown” setting. The character of downtown structures is typically 2+ stories with on-street parking and minimal or no building setbacks. The Downtown Core land use is applied to areas where many of Rock Island's historic downtown buildings remain intact.	72
Downtown Transitional	A mix of building characters and land uses, including residential, commercial, industrial, and associated off-street parking. Many structures maintain a traditional downtown character; however, over time, development activities have altered the character of this area, creating a mix development types. In addition, many parcels are now vacant and many buildings are unoccupied indicating this area is ripe for transition.	58
General Business	Auto-oriented and/or community-serving small to large-scale retail, service and office uses. Such uses are distinguished by parking lots, often placed on the street side of the building.	345
Light Industrial	Light indoor manufacturing and indoor storage with adequate landscaping and screening.	84
General Industrial	Medium intensity indoor manufacturing and indoor and/or outdoor storage areas with moderate to limited landscaping and screening.	400
Heavy Industrial	Intensive indoor and outdoor industrial uses, electrical substations, and outdoor storage areas with little to no landscaping or screening.	516
Parks and Recreation	Public and private park and recreational facilities, golf courses, marina, and conservation lands preserved for their environmental significance or sensitivity, or for flood protection and stormwater management.	1,098
Institutional	Public land and private civic and institutional uses such as schools, cemeteries, churches, public buildings, hospitals, and public utilities.	877
Agricultural/ Undeveloped	Land is currently in active agricultural use or not presently developed with an active land use.	2,301

Source: City of Rock Island Land Use Inventory, 2013



"The Locks" Transit-Oriented Development Conceptual Plan



"The Locks" Conceptual Plan



MetroLINK Transfer Station Conceptual Plan



Aldi Food Market

Land Supply

Nearly all land within Rock Island lying north of the Rock River has been fully built-out. The supply of land available for new development in this area is limited primarily to redevelopment of vacant and underutilized parcels. Growth areas do exist in southwest Rock Island; however, there are numerous topography and natural limitations (i.e. steep slopes, floodplains, hydric soils, and wetlands) that ultimately will influence where new development may occur in this part of the City. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

Land Development Trends

A review of past development trends provides a foundation for projecting future land demand for new housing, commercial, and industrial development. Development of all types has been fairly slow in the City in recent years, particularly in terms of residential development when compared to neighboring cities. Much of the Quad City area housing development has occurred on the Iowa side due to a more competitive tax structure and larger land areas with fewer topographic limitations. However, the following new housing developments have occurred in Rock Island since 2007: two 15-unit student housing complexes on the Augustana campus; a 70-unit Rock Island Housing Authority project; two 7-unit Rock Island Housing Authority townhomes; 6-unit downtown townhome structure; and 31 single family homes. In addition, several upper story downtown residential redevelopments have occurred including redevelopment of the McKesson building into condominiums and the newly initiated Locks transit-oriented development on 1st Avenue, just east of McKesson Lofts.

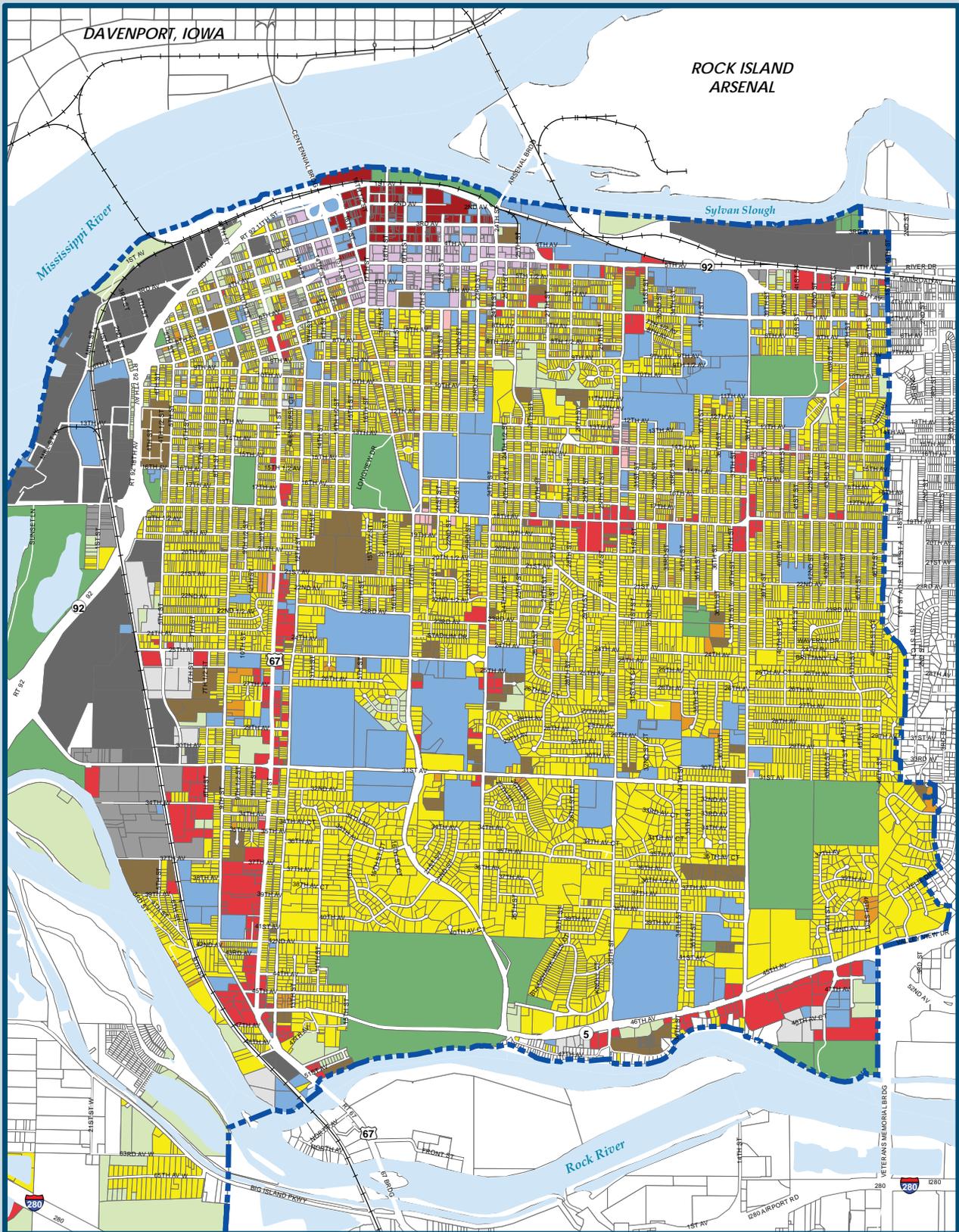
Commercial development since 2007 includes: Jumer's Casino; Aldi (grocery); Hy-Vee (grocery); Viridi Eye Clinic; Eye Surgeons Associates; Quad City Kidney Center; expansion of Community Health Care Inc.; and Wendy's (fast food restaurant). Industrial and institutional projects initiated since 2007 include: MetroLINK transit maintenance facility; MetroLINK transfer station; Schwiebert Riverfront Park; Rock Island municipal complex; Rock Island wastewater treatment plan; Augustana College athletic field; a self storage facility (mini-warehouse); and utility infrastructure.

Development Regulations

Development regulations provide local governments with the ability to guide new development in appropriate locations and to require that it be constructed to certain predefined standards. The list below details the regulations that control land development in Rock Island.

- *Zoning Ordinance*—the City's zoning regulations were adopted initially in 1976 and amended in 2002. The zoning ordinance divides the City into twenty-three zoning districts within which land uses are regulated—residential, business, office, and industrial of various intensities. The zoning ordinance also includes landscaping and development regulations detailing where buildings may be placed on properties, the amount of green space that must be maintained, and parking requirements.
- *Subdivision Ordinance*—the subdivision ordinance regulates the division and development of land within the City. This ordinance regulates design and improvement standards for development sites, such as site access, street improvements, drainage, and utilities.
- *Sign Ordinance*—the City's signage regulations were enacted in 2004 to assure compatibility of signs with surrounding land uses, to conserve property values in all districts, to protect the public investment in streets and highways, to promote the safety and recreational value of public travel, and to strengthen the economy of the City.
- *Flood Hazards Ordinance*—the City's flood protection ordinance was adopted to prevent new developments from increasing flood or drainage hazards; protect new buildings and major improvements to buildings from flood damage; protect the public health, safety, and general welfare from the hazards of flooding; lessen the burden on the taxpayer for flood control, repairs to public facilities and utilities, and flood rescue and relief operations; maintain property values; make federally subsidized flood insurance available; and preserve the natural characteristics and functions of watercourses.
- *Stormwater Control Ordinance*—the stormwater ordinance was adopted to protect water quality and ensure that new development and redevelopment does not increase flood or drainage hazards. The ordinance includes requirements for construction and post-construction runoff control and requires developers to prepare a stormwater pollution prevention plan.
- *Building Codes*—the City adopted the following to serve as the building codes of the City:
 - International Building Code, 2009 edition;
 - International Residential Code, 2009 edition;
 - International Existing Building Code, 2009 edition;
 - International Energy Conservation Code, 2009 edition; and
 - International Property Maintenance Code, 2009 edition.

At the conclusion of the comprehensive planning process, each of these development codes, with a particular emphasis on the Zoning Ordinance, Subdivision Ordinance, and Sign Ordinance, should be carefully reviewed for updates to be consistent with the adopted Comprehensive Plan.



Map 2a: North Existing Land Use

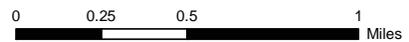
Planning Area

Land Use Categories

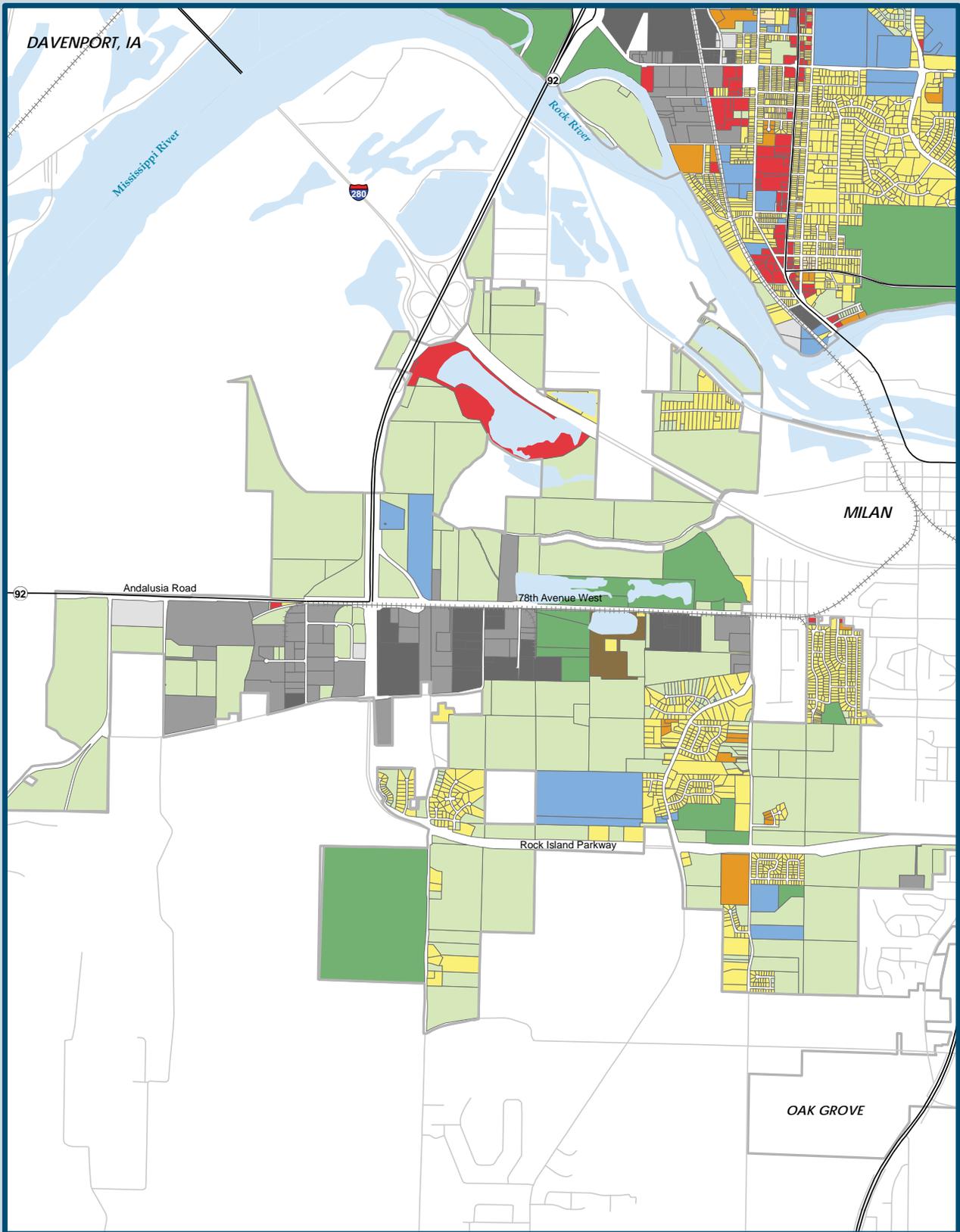
- Single Family
- Two Family
- Multi-Family
- Manufactured Homes

- Neighborhood Business
- Downtown Core
- Downtown Transitional
- General Business

- Light Industrial
- General Industrial
- Heavy Industrial
- Institutional
- Parks and Recreation
- Agricultural / Undeveloped

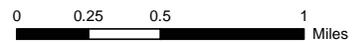


Sources: City of Rock Island, Rock Island County GIS, Iowa DOT, and Vandewalle & Associates
Adopted: April 14, 2014



Map 2b: South Existing Land Use

- | | | |
|---------------------|-----------------------|----------------------------|
| City of Rock Island | Single Family | Light Industrial |
| US Interstates | Two Family | General Industrial |
| US Highways | Multi-Family | Heavy Industrial |
| State Highways | Manufactured Homes | Institutional |
| Railroads | Neighborhood Business | Parks and Recreation |
| Surface Water | Downtown Core | Agricultural / Undeveloped |
| | Downtown Transitional | |
| | General Business | |



Sources: City of Rock Island, Rock Island County GIS, and Iowa DOT
Adopted: April 14, 2014

Natural Resources

The information contained in this section is important to determine land most suitable for development purposes and to guide protection and future conservation efforts of such resources. Maintenance of natural resources is also important to uphold Rock Island's community character.

Landscape and Topography

The majority of Rock Island is situated on a peninsula between the confluence of the Rock and Mississippi Rivers, which creates a varying landscape. The geology of the peninsula area includes bluff lines from both rivers; uplands and steep, forested ravines are found throughout the planning area.

Environmental Corridors

The University of Illinois Extension describes environmental corridors as areas in the landscape that contain and connect natural areas, open space, and scenic or other resources. Environmental corridors contain floodplains, wetlands, steep slopes, and contiguous woodlands and often are found along streams, rivers, or other natural features. These corridors protect environmentally sensitive areas by providing linkages in the landscape and potential buffers between natural and/or human communities. Environmental corridors also provide an avenue for wildlife movement. Development should be discouraged or limited in areas identified as an environmental corridor to protect environmentally sensitive areas and biological diversity and to minimize disturbance to existing vegetation.

Surface Water and Wetlands

Rock Island is located partially in the Upper Mississippi River Watershed and partially in the Rock River Watershed's Rock River Basin. The Mississippi and Rock Rivers are the City's most prominent natural features. The lower Rock River flows 98 miles between Grand Detour, Illinois and Rock Island, where it joins the Mississippi River. The portion of the Mississippi River adjacent to Rock Island County (miles 501 to 509) has been identified as a "Biologically Significant Stream" because of the diverse life it supports. Health threats to these resources include agricultural runoff and excess nutrients from partially treated sewage.

Illinois Department of Natural Resources (IDNR) is the state agency with the most direct regulatory authority over wetlands in Illinois. The State of Illinois defines a wetland as, "land that has a predominance of hydric soils and that is inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of



Mississippi River



Rock River



Rock River (Spring 2013 Flood)

hydrophytic vegetation typically adapted for life in saturated soil conditions." Wetlands provide critical natural functions, including flood control, groundwater replenishment, nutrient recycling, water purification, and habitats for native plant and wildlife.

Flood Zones

Through its Flood Hazard Mapping Program, the Federal Emergency Management Agency (FEMA) identifies flood hazard areas and assesses flood risks. Flood hazard areas are defined as the area that will be inundated by a flood event with a 1% chance of being equaled or exceeded in any given year; this is referred to as the base flood or 100-year flood. Areas with a 0.2% annual chance for flood are referred to as the 500-year flood zone.

Endangered Species

The U.S. Fish and Wildlife Service maintains the list of the federally-identified threatened and endangered species. In Rock Island County the Indiana Bat, Higgins Eye Pearly Mussel, Sheepnose Mussel, and Spectaclecase Mussel are listed as federally endangered species. The Eastern Prairie Fringed Orchid is listed as a threatened species.

The Illinois Endangered Species Protection (IESP) maintains a database of state-listed threatened and endangered species. IESP also advises the Illinois Department of Natural Resources on protection, conservation, and management to protect threatened and endangered species and their habitat. The following species have been listed as *threatened* in Rock Island County: Longnose Sucker, Spotted Coral-Root Orchid, Purple Wartyback, Cerulean Warbler, Butterfly Mussel, Spike Mussel, Gravel Chub, Four-toed Salamander, black Sandshell, and Mudpuppy. The following species have been listed as *endangered* in Rock Island County: Lake Sturgeon, Western Sand Darter, Downy Yellow Painted Cup, Spectaclecase, Blanding's Turtle, Pallid Shiner, Higgins Eye, Running Pine, Pugnose Shiner, Yellow-crowned Night-Heron, Black-crowned Night-Heron, Sheepnose, and Yellow-headed Blackbird.

Air Quality

Under the Clean Air Act, U.S. EPA established air quality standards to protect public health and the environment. The EPA calculates the AQI for five major air pollutants regulated by the Clean Air Act: ground-level ozone, particle pollution, carbon monoxide, sulfur dioxide, and nitrogen dioxide. For each of these pollutants, EPA has established national air quality standards to protect public health. Air quality reports are provided by the U.S. EPA via the AIRNow website. The site offers daily Air Quality Index (AQI) forecasts and real-time AQI conditions for over 300 cities across the U.S. Several air quality monitoring stations are located throughout the Quad Cities. Air quality varies daily, but is generally good in the Quad Cities area.

Mining Operations

The mineral resources in Rock Island County include limestone, dolomite, sand and gravel, clay, and coal. The Office of Mines and Minerals, a division of the Illinois Department of Natural Resources, regulates mining operations in Illinois. The Illinois EPA regulates and issues permits for mines that process construction sand and gravel, crushed stone or industrial sand. Three existing mines are located in the County: Collinson Stone Company–Milan Stone Quarry, RiverStone Group, Inc.–Allied Quarry MC 30, and RiverStone Group, Inc.–Midway Quarry MC45.

The Illinois State Geological Survey (ISGS) maintains maps and directories of known coal mines in Illinois by county. According to ISGS, coal has been mined in 76 counties of Illinois; more than 7,400 coal mines have operated since commercial mining began in Illinois about 1810; and fewer than 30 are active. Several historic coal mines are located in Rock Island County; however

these are no longer active and are not located within the planning area. There have been no reports of operating coal mines in Rock Island County since 1948.

Environmentally Contaminated Sites

As defined by the U.S. EPA, a brownfield is real property for which the expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. The clean-up and reinvestment of brownfields not only protects the environment, but also reduces blight and enables the reuse and redevelopment of the site.

The Office of Brownfields Assistance (OBA), a division of the Illinois EPA, manages the Municipal Brownfields Redevelopment Grant (MBRG) program. The Illinois EPA's Site Remediation Program (SRP) oversees the environmental investigation and cleanup of those sites participating in the MBRG Program. Since 2000, eight brownfield sites within Rock Island have enrolled in the MBRG program. Two of these have received No Further Remediation Letters—letters received by the applicant upon demonstration of successful completion of remedial actions at the site.

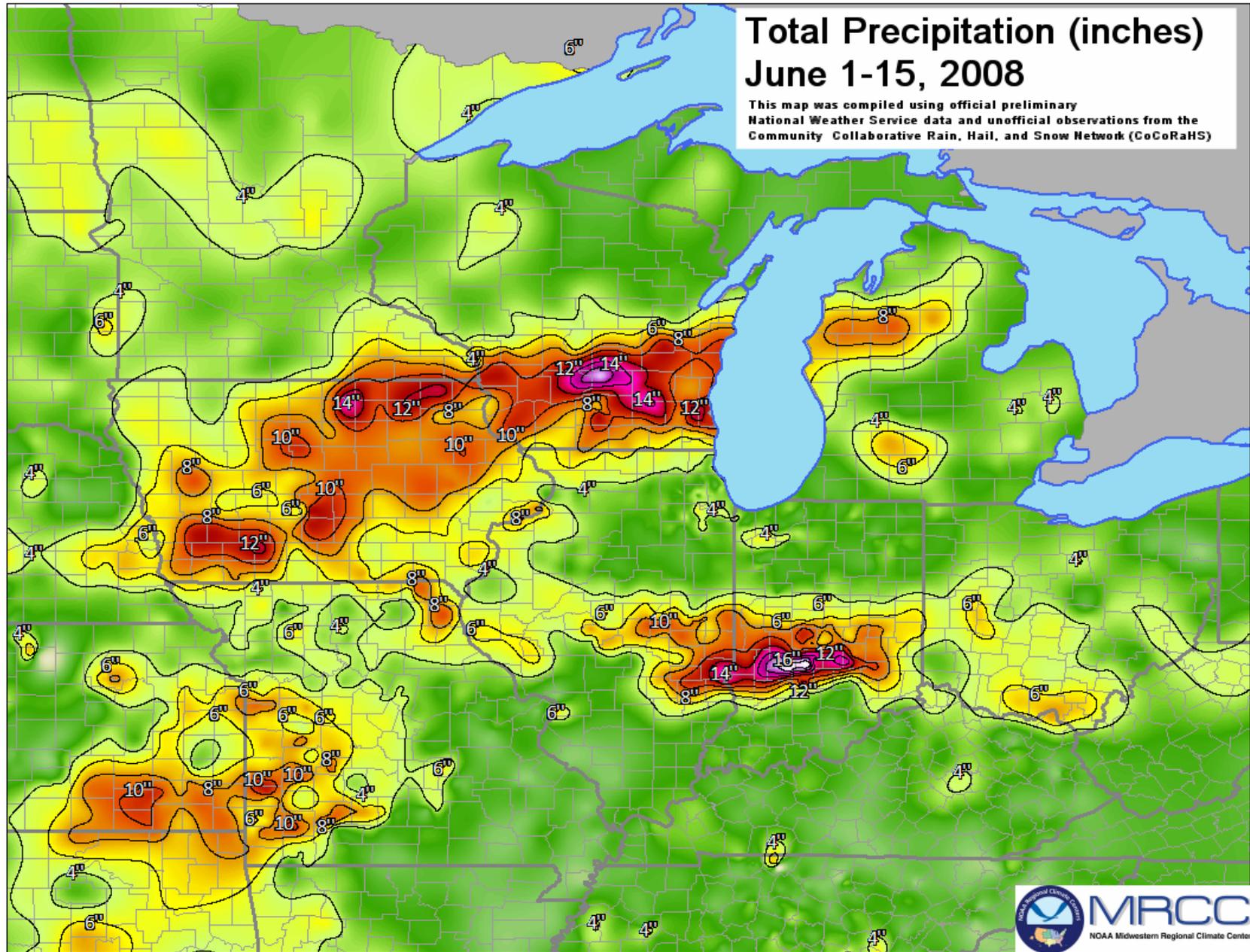
Natural Hazards

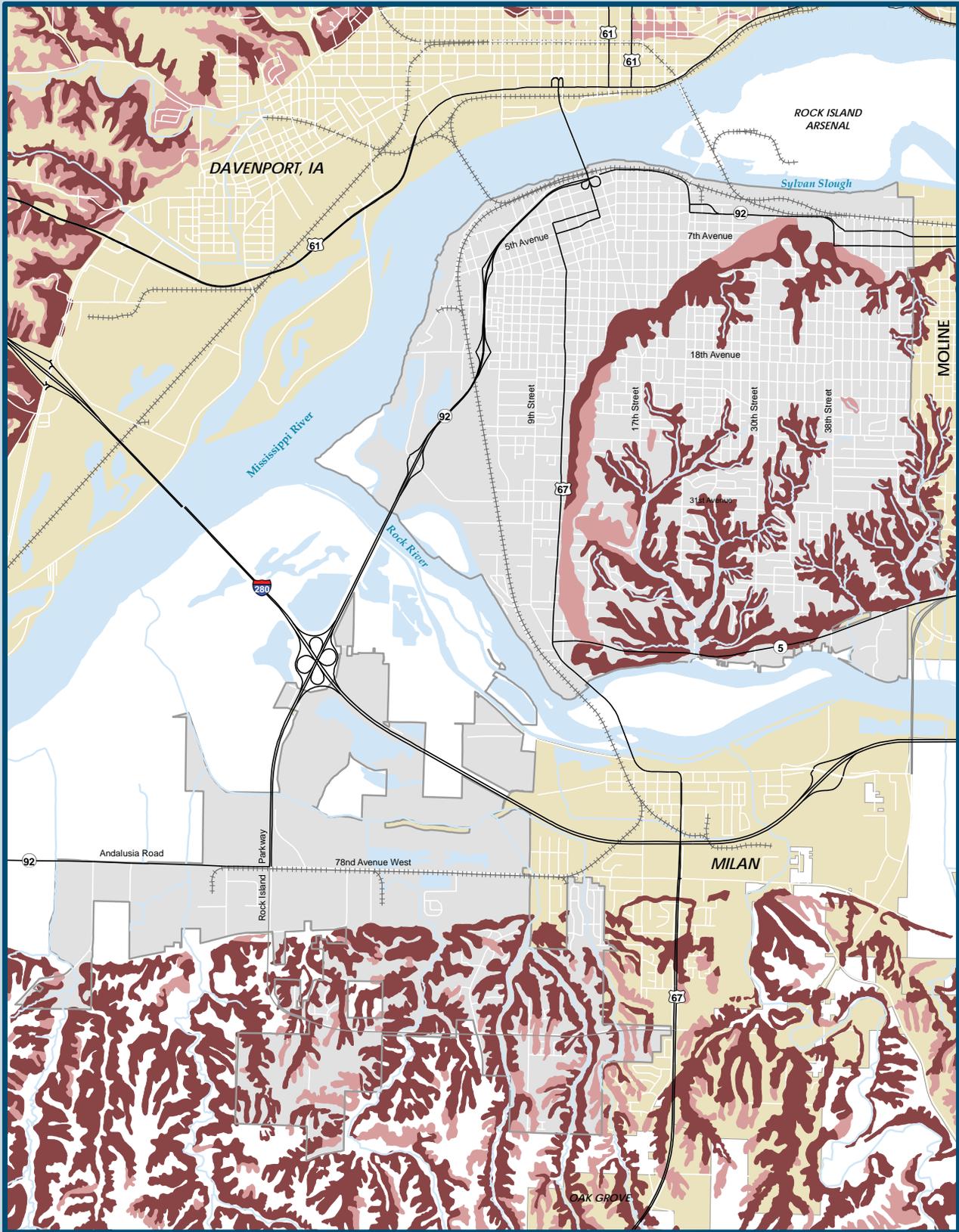
Rock Island can be affected by any number of natural and human-made hazards. These include flooding, major storms, extreme temperatures, and disease outbreaks. According to the National Climatic Data Center's Storm Events Database, 252 events were reported between January 1, 1996 and July 31, 2013. Analyzing the hazards in the City and the region is an important and necessary step to identify potential risks and to prioritize mitigation projects that will minimize those risks. These events are described in more detail in the Rock Island County Multi-Jurisdictional Local Hazard Mitigation Plan, which includes the City of Rock Island.

In June 2008, heavy rain caused severe flooding across the Midwest. The floods were aggravated by saturated soils that persisted from unusually wet antecedent conditions from a combination of floods in August 2007, 100+ inches of snow in 2007–08, and moist conditions in spring 2008. The flooding caused evacuations, road closures and prolonged, extensive damages and losses associated with agriculture, businesses, infrastructure and transportation. The graphic on the following page illustrates total precipitation in the Midwest in June 2008. While portions of Iowa and Wisconsin experienced the highest rain totals, Rock Island was also impacted.

The majority of flood-prone areas in Rock Island are protected by a levee system, including the northwest portion of the City along the Mississippi River and the southwest portion of the City along the Rock River. Rock Island residents were most affected by winds during these 2008 storms rather than actual flooding. Severe thunderstorms, known as a derecho, produced widespread wind damage in about a 60 mile wide swath south and north of Interstate 80. In Rock Island, this area included sections along and south of 31st Avenue. Winds gusting over 70 miles an hour toppled trees, ripped siding and shingles off homes and businesses, and left much of the region without power. However, it is likely that homes and businesses along 47th Avenue (some of which are outside of the City's municipal boundary) on the north bank of the Rock River experienced some degree of flooding in 2008. As the City expands and annexes new lands, flood-prone areas outside of levee protection (like 47th Avenue) could expand.

Later that same year, Hurricane Ike formed in the Atlantic Ocean. A Category 4 hurricane with maximum sustained winds of 145 mph, it was the most intense Atlantic storm of 2008 killing 112 people in the United States alone. Due to its immense size, Ike caused devastation from the Louisiana coastline to Corpus Christi, Texas. In addition, Ike caused flooding and significant damage along the Mississippi River shoreline. Farther inland, portions of Illinois and Indiana that had already experienced flooding from another storm saw significant additional rainfall. Damages from Ike in U.S. coastal and inland areas are estimated at \$29.5 billion (2008 USD).



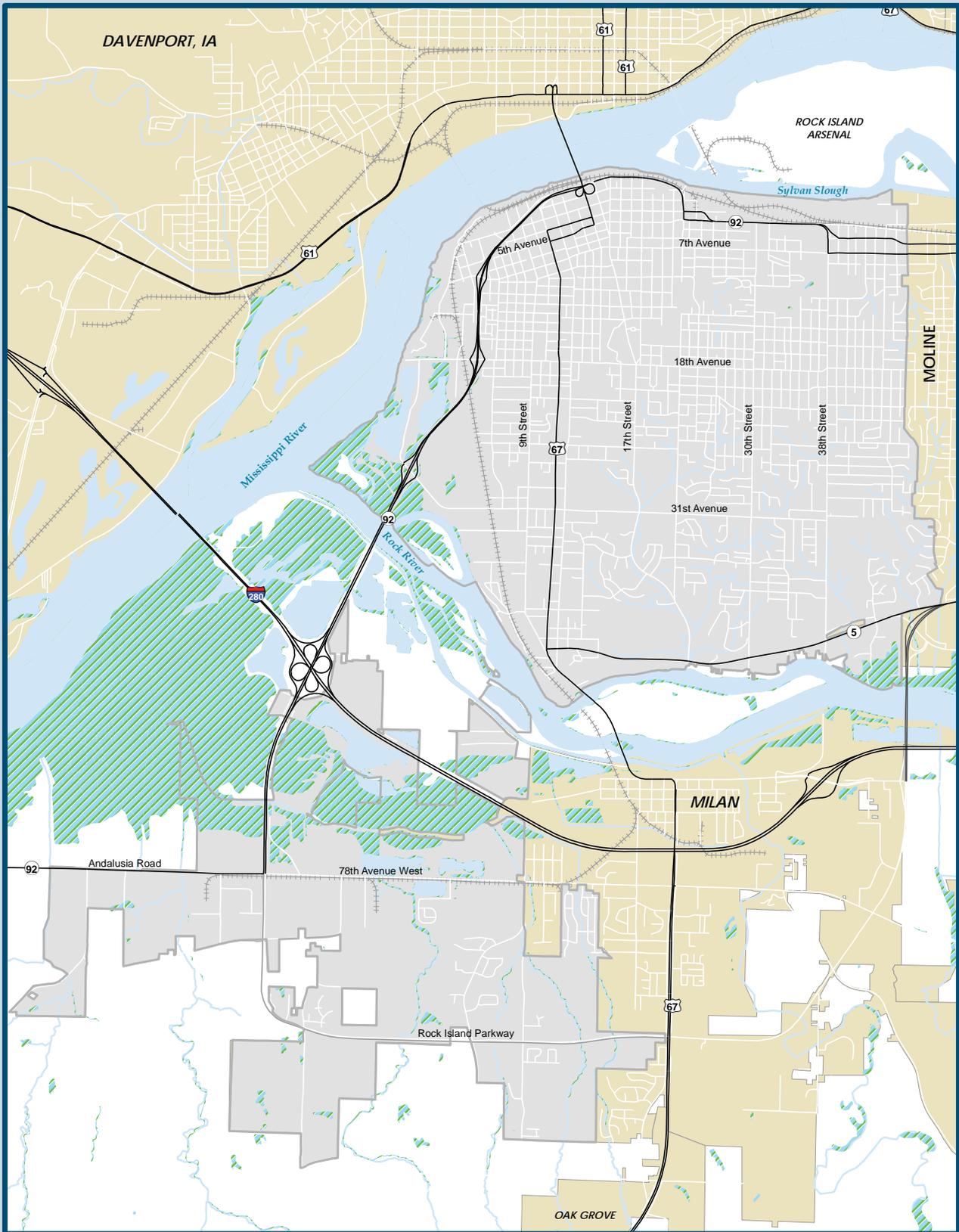


Map 3: Steep Slopes

- City of Rock Island
- Other Municipal Boundaries
- US Interstates
- US Highways
- State Highways
- Railroads
- 10% to 18% Slopes
- Over 18% Slopes
- Surface Water

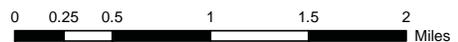


Sources: USDA, City of Rock Island, and Rock Island County GIS, and Iowa DOT
 Adopted: April 14, 2014



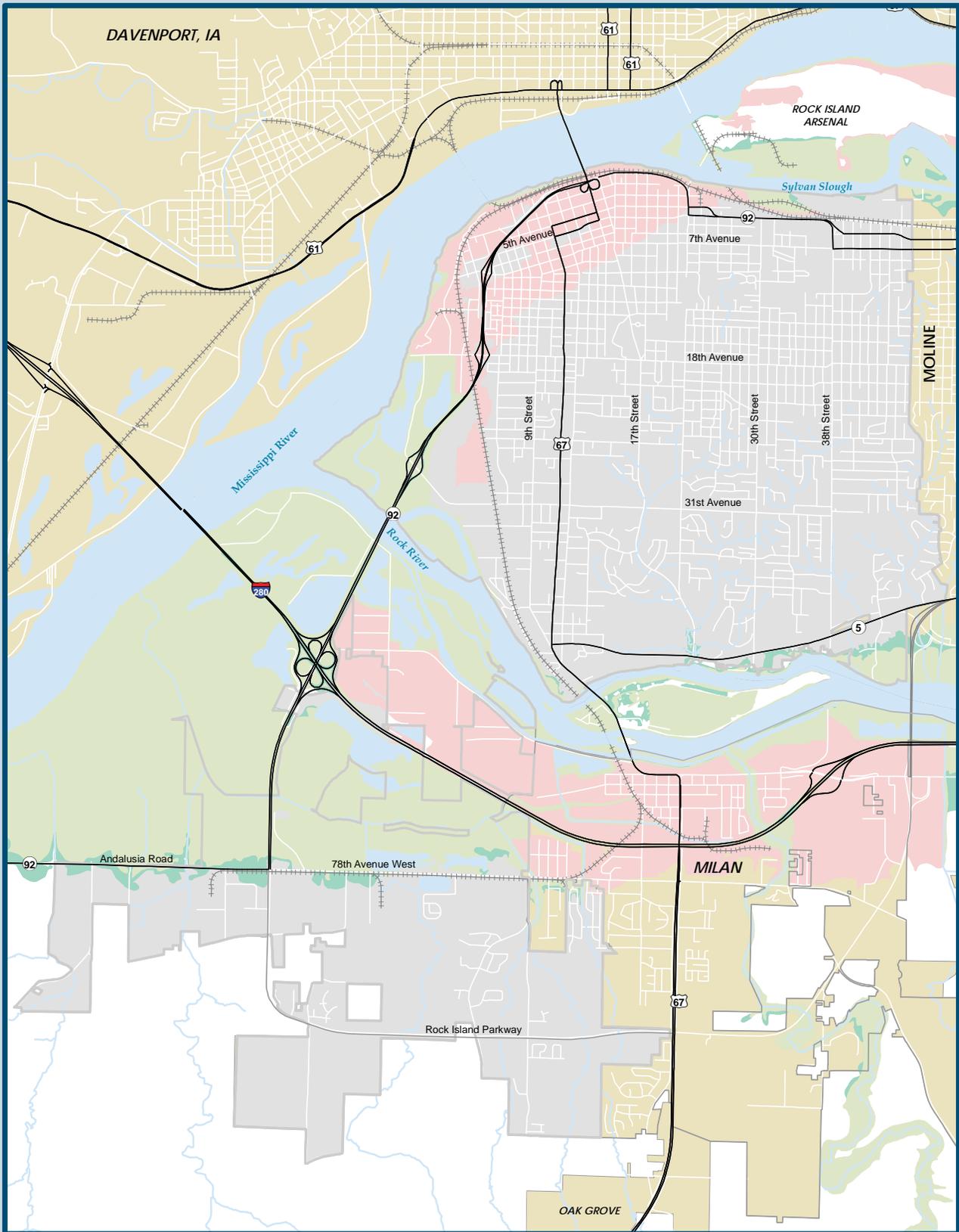
Map 4: Water Resources

- City of Rock Island
- Other Municipal Boundaries
- US Interstates
- US Highways
- State Highways
- Railroads
- Wetlands
- Surface Water



Sources: U.S. Fish and Wildlife Services, City of Rock Island, Rock Island County GIS, and Iowa DOT
 Adopted: April 14, 2014

Note: Wetlands data not available for Iowa Counties.



Map 5: Flood Hazard Areas

- | | |
|----------------------------|-------------------------|
| City of Rock Island | 500 Year Floodplain |
| Other Municipal Boundaries | 100 Year Floodplain |
| US Interstates | Area Protected By Levee |
| US Highways | Surface Water |
| State Highways | |
| Railroads | |



Sources: FEMA, City of Rock Island, Rock Island County GIS, and Iowa DOT
Adopted: April 14, 2014

Note: Floodplain data not available for Iowa Counties.

Agricultural Resources

Soil Associations

The soils in Rock Island County are grouped into eight associations that have distinctive assemblages of soil components. As indicated by the Illinois State Geological Survey, soil associations found in the City of Rock Island include:

- Fayette-Sylvan-Hickory Association—gently sloping to very steep in uplands and valley sides with good to moderately good drainage.
- Seaton-Oakville-Lamont Association—nearly level to steep on uplands and valley sides with good to moderately good drainage.
- Sparta-Dickinson-Coyne Association—nearly level to strongly sloping on terraces with good to excessive drainage.
- Raddle-Joslin Association—nearly level to moderately sloping on terraces with good to moderately good drainage.
- Sawmill-Coffeen Mixed Alluvial Land Association—nearly level on floodplains with good to poor drainage.

Knowledge of site specific soil classifications is important in determining development suitability of a site. Additional information on soil permeability, texture, erosion potential, and acidity/alkalinity is available through the Natural Resource Conservation Service (NRCS) of the U.S. Department of Agriculture, specifically through the Rock Island County NRCS office in Milan.

Agricultural Soils

The Natural Resources Conservation Service groups soils into classes based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity; capacity to hold moisture; potential for erosion, depth, texture, and structure; as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are considered "prime agricultural land" best suited for the cultivation of crops.

Class I soils have very few limitations restricting their use and can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown and may require conservation practices or soil management to prevent deterioration over time.

The soils of Rock Island County are suitable for a variety of agricultural uses, with corn and soybeans being the predominant crops. However, steep slopes and acidic soils make farming difficult in this area and increase the potential for soil erosion.

Further, because Rock Island is largely built up, very little active farmland exists within the City's boundaries. The majority of active farming operations within the City limits are located in Southwest Rock Island.

Community Gardening and Urban Agriculture

Community gardens are sites dedicated to flower or vegetable gardens that may be used by the community at large or may be rented as individual garden plots. Community gardening and other forms of urban agriculture have been shown to provide a variety of benefits, including production of nutritious food, reduction of food deserts, conservation of resources and green space, neighborhood beautification, reductions in crime, and reductions of family food budgets. Community gardens also provide opportunities for recreation and a place for social gatherings.

The City of Rock Island rents city-owned vacant lots to residents for use as garden plots. This program has resulted in several active garden plots/community gardens throughout the City. Other local garden efforts include the Rock Island Community Garden Consortium and Augie Acres.

The Consortium was developed by the Broadway Presbyterian Church to help Rock Island community members learn to garden, cook and preserve produce, and market and sell their goods at local farmers markets.

In 2009, Augustana College created Augie Acres, a small vegetable farm and orchard on campus. The gardens were established on four vacant sites which were declared undevelopable due to subsidence. Students are responsible for tending the gardens, and its produce is used in the on-campus dining hall. The remaining produce is sold at an on-campus farmer's market.



Garden plot at 4th Avenue/9th Street



Augie Acres

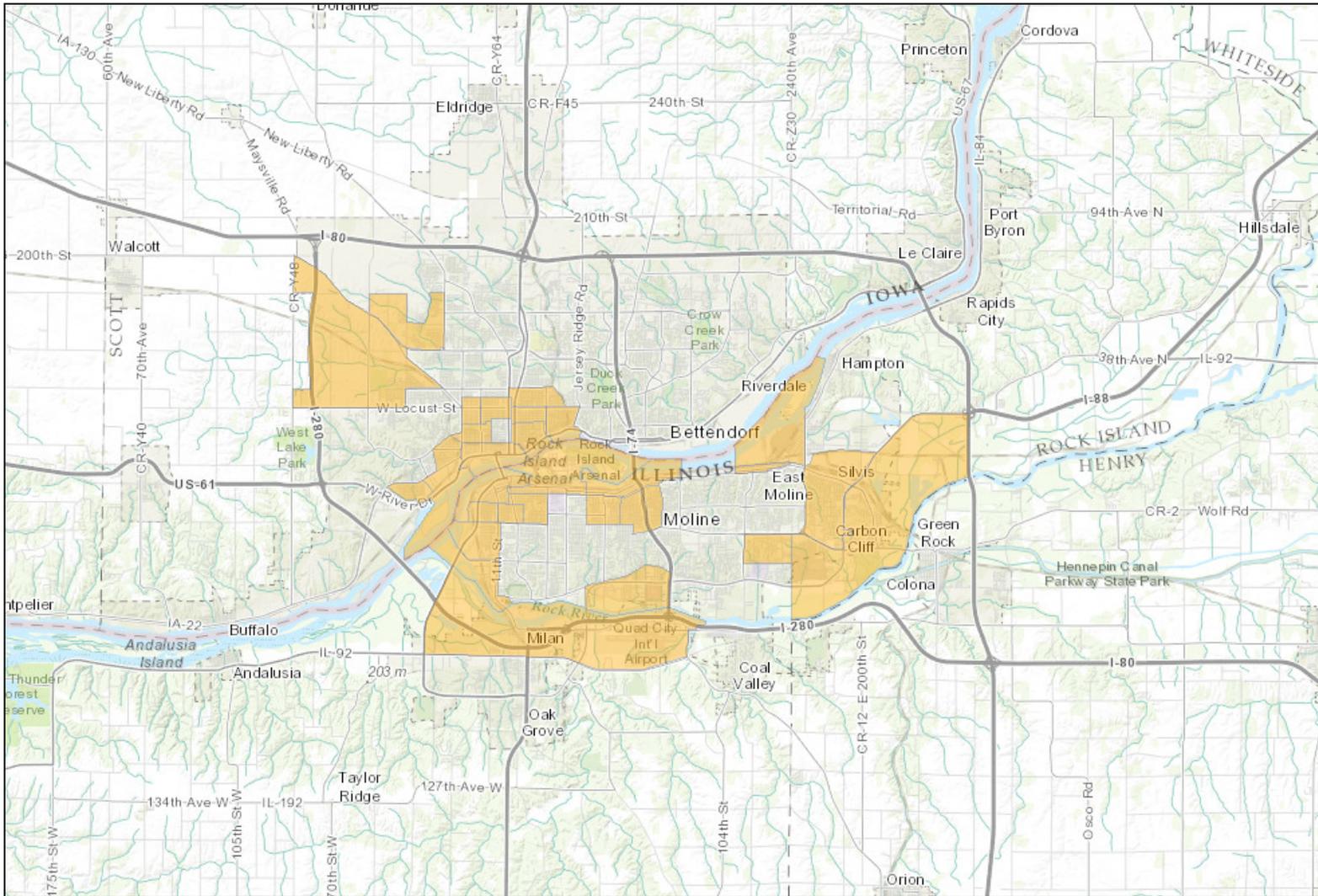
What is a Food Desert?

As defined by the U.S. Department of Agriculture, food deserts are urban neighborhoods and rural towns without ready access to fresh, healthy, and affordable food. Instead of supermarkets and grocery stores, these communities may have no food access or are served only by fast food restaurants and convenience stores that offer few healthy, affordable food options.

Limited access to healthy foods compounds issues related to health and wellness and can lead to obesity, diabetes, and other diet-related diseases.

Food deserts are identified by the USDA by locating census tracts with a substantial share of residents who live in low-income areas and that have low levels of access to a grocery store or healthy, affordable food retail outlet. See map on the following page for food desert census tracts in the Quad Cities. Tracts shaded green are low income census tracts where a significant number or share of residents is more than ½ mile (urban areas) or 10 miles (rural areas) from the nearest supermarket.

Food Desert Census Tracts in the Quad Cities



Source: U.S. Department of Agriculture, Food Access Research Access (2014).

Historic and Cultural Resources

Historical Overview

Before the arrival of European settlers to what is now Rock Island, the land was inhabited by Native Americans, including Sauk and Meskwaki (or sometimes labeled Fox) tribes. European settlers began to arrive in the early 1800s. Black Hawk, a Sauk, clashed with the U.S. Army as new settlers arrived to the area occupying the traditional lands of the Sauk that had been taken through questionable treaties in the early 1800s. The Army built Ft. Armstrong on what is now Rock Island Arsenal which served as a trading post and military installation. The military presence and land availability attracted more settlers. Black Hawk's efforts to defend the lands of the Sauk resulted in the so-called Black Hawk War; when they were defeated, they were removed to Iowa territory.

The original city plat was filed on July 10, 1835 with 600 inhabitants. The new 62 acre city originally was named Stephenson—but was renamed Rock Island in 1841. Rock Island benefitted from its location at the center of 1,200 miles of navigable waterways. The City later prospered following the introduction of the railroad and the first railroad bridge to traverse the Mississippi in 1856. This integral rail crossing resulted in the industrialization of Rock Island. Lumber, pottery, farm implements, and railroad supplies were the predominant industries.

Historic Preservation Resources

Preservation Ordinance

The Rock Island City Council adopted the Rock Island Preservation Ordinance in 1984 and amended it in 1986. The ordinance established the Rock Island Preservation Commission and the procedure by which to designate buildings and areas as Rock Island Landmarks or Historic Districts. It also set in place a review process in which landmark owners must obtain a Certificate of Appropriateness (COA) prior to altering the exterior of the landmark building or site.

Rock Island Preservation Commission

The Rock Island Preservation Commission, established in 1984, is charged with protecting Rock Island's important historical and architectural buildings by designating local historical landmarks. A study was conducted in 1988 to identify the most notable historic architecture in Rock Island. The Significant Structures list developed during that process served as a guide to identifying structures worthy of landmark nomination. In 2009, the Rock Island Preservation Commission updated the Significant Structures list, which is now referred to as Rock Island's 100 Most Significant Unprotected Structures (MoSUS). The MoSUS list is representative of the full history of Rock Island from the 1850s to the 1960s and contains a complete range of architectural styles from Greek Revival to Modernist. The MoSUS list also serves as a guide to identifying significant structures worthy of landmark nomination.

Rock Island Preservation Society

The Rock Island Preservation Society is a city-wide organization that advocates for preservation of the built environment through public education, research of historic buildings and sites, and nomination for registration of significant historical places with local, state, and federal authorities.

Rock Island County Historical Society

The Rock Island County Historical Society is a non-profit organization dedicated to preserving the history of Rock Island County. The Society and the adjoining research archival library are located at 822 11th Avenue in Moline.



Fort Armstrong Hotel



Rock Island Lines Depot



Potter House



Weyerhaeuser House



People's National Bank/Fries Building

Rock Island Arsenal Historical Society

Established in 1972, the Rock Island Arsenal Historical Society, located on Arsenal Island, is the private support organization of the Rock Island Arsenal Museum. The society's goal is to support the programs of the museum and the museum's mission to illustrate Arsenal Island history; its local and national contributions and impacts; and its activities in war and peace.

Historical Properties

Rock Island's architectural heritage is rich with classical 19th and early 20th century structures. Numerous Italianate, Queen Anne, Greek Revival, Gothic Revival, and other architecturally significant structures are located throughout the City, many of which are listed on the National Register of Historic Places. (Dates below indicate year structures added to the Register).

- Black Hawk Museum and Lodge, located on the south side of Rock Island at 1510 46th Avenue. (1985)
- Chippiannock Cemetery, 2901 12th Street. Chippiannock is a Native American word meaning City of the Dead. (1994)
- People's National Bank/Fries Building, 1723-1731 2nd Avenue. (1999)
- Fort Armstrong Theatre, 1836 3rd Avenue. (1980)
- Fort Armstrong Hotel, 3rd Avenue and 19th Street. (1984).
- Rock Island Lines Passenger Depot, 3031 5th Avenue. (1982)
- Potter House, 1906 7th Avenue. (1989)
- Site of Old Lincoln School, 2125 7th Avenue. (1985). It was demolished in 2012.
- Old Main, Augustana College, located on 7th Avenue between 35th and 38th Streets. (1975)
- Weyerhaeuser House, 3052 10th Avenue. (1975)
- Sala Apartments, 320-330 19th Street. (2003)
- Connor-Parker House, 702 20th Street. (1988)
- Stauduhar House, 1608 21st Street. (1982)
- Robert Wagner House, 904 23rd Street. (1990)
- Denkmann-Hauberg House, 1300 24th Street. (1972). This structure now functions as the Civic Center for the City of Rock Island.

Listing as a National Register is largely honorary, meaning that a property has been researched and evaluated according to established procedures and determined to be worthy of preservation for its historical value. The listing of a historic

property on the National Register does not obligate or restrict a property owner in any way unless the owner seeks a federal benefit such as a grant or tax credit for some development or other project on the site.

Historic Districts

Two historic districts have been designated in the City of Rock Island—Broadway and Highland Park Historic Districts. The Broadway Historic District, which is on the National Register, is bounded by 17th and 23rd Streets, 5th Avenue to 7th Avenue, and 13th Avenue. The earliest homes in the district date from 1850, but most were constructed between 1890 and 1915. Broadway is host to Rock Island's oldest neighborhood association, which was founded in 1988. The Broadway District is recognized nationally for its Great Unveiling Program where artificial siding is removed from historic homes. The Highland Park Historic District is a locally-designated district bounded by 20th and 24th Streets and 16th and 18th Avenues. Highland Park properties are protected by the Rock Island Preservation Ordinance. Owners wishing to make alterations to the exterior of the properties must first receive a certificate of appropriateness.

Archaeological Resources

Archaeological sites include cemeteries/burial sites, effigy mounds, and native campsites/villages. Known local archaeological sites within Rock Island include Rock Island Memorial Park Cemetery and Mausoleum, Chippiannock Cemetery (which is also on the National Register of Historic Places), and the location of Saukenuk, capital of the Sauk Nation, near the junction of the Mississippi and Rock Rivers. All archaeological sites are protected under several Illinois state laws:

- Archaeological and Paleontological Resources Protection Act contains criminal sanctions for those who disturb burial mounds, human remains, shipwrecks or other archaeological resources and fossils on public lands. This law applies to all public lands in Illinois.
- Human Grave Protection Act forbids disturbance of human skeletal remains and grave markers in unregistered cemeteries, including isolated graves and burial mounds that are at least 100 years old.
- Illinois State Agency Historic Resources Protection Act requires agencies of Illinois government to notify the Illinois Historic Preservation Agency of any undertaking that may adversely affect an archaeological property (historic or prehistoric).

In addition to state law, the National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect any archeological sites on or eligible for listing on the National Register of Historic Places. The Act also establishes the Advisory Council on Historic Preservation, and, under Section 106, specifies the Council's powers to review federal undertakings that affect archaeological and historic properties.

Cultural Resources, Local Festivals and Events

Rock Island's culture is as diverse as its population. The following events and sites are examples of the many cultural, recreational, and artistic opportunities available in the city. While an effort was made to identify many activities and venues, this list may not be comprehensive.

Events and Festivals

- Labor Day Parade is the City's annual parade celebrating Labor Day. A new parade theme is announced every year.
- Rock Island Grand Prix is touted as the world's largest karting street race. The event also features vendors and displays, outdoor concerts, and family activities.
- Ya Maka My Weekend features reggae bands, beach music, Caribbean-style food, an open

air marketplace, island activities for kids, and a sand beach.

- Red, White, and Boom is the annual July 3rd celebration of our country's independence. This bi-state fireworks show launches from the river with viewing areas and family activities located in Rock Island and Davenport.
- Gumbo YaYa is Rock Island's annual two day Mardi Gras festival featuring Cajun, Zydeco, and jazz bands and Cajun-styled food.
- Quad Cities Criterium is a road cycling race featuring competitive riders from novice to professional, USA cycling road development race series, big wheel and tricycle races for kids, and secured bike parking for spectators and volunteers. The race attracts over 650 cyclists from across the U.S., Canada, and Europe. The Criterium has been a Memorial Day weekend feature for many years.

Cultural, Recreational, and Artistic Opportunities

- Karpeles Manuscript Library Museum in Rock Island is located at 22nd Street in the former First Church of Christ, Scientist building, which is listed as a local landmark and located within the Broadway National Historic District. The Karpeles Library is one of the world's largest private holding of important original manuscripts and documents.
- The Rock Island Arsenal Museum, opened in 1905, is the Army's second oldest museum. The museum is nationally recognized for its large and impressive small arms collection. Over twelve hundred U.S., foreign, civilian, and military small arms are on permanent display.
- Circa '21 Dinner Playhouse is housed in the historic Fort Armstrong Theatre which opened in 1921. Originally a vaudeville and silent movie house, the theater has been a full-service dinner playhouse since.
- Genesis Guild, founded in 1956, is a community theatre organization specializing in classical drama. The Guild performs Greek drama, Greek comedy, the works of Shakespeare, and other classical authors every weekend throughout the summer. The schedule also includes ballet in partnership with Ballet Quad Cities.
- Comedy Sportz, located in The Establishment Theatre at 220 19th Street, features two teams of improv comedy "actletes" competing for points and laughs.
- The City of Rock Island has developed many self-guided historic walking tour brochures including the John Looney Legend Tour, Historic Neighborhoods Stroll, and Broadway Historic District. These and other tour books many be picked up at Rock Island City Hall, Rock Island Public Library, and at the Centennial Bridge Visitor Center.



Labor Day Parade



Rock Island Grand Prix



Ya Maka My Weekend



Red, White, and Boom

Housing and Neighborhoods

Household Type and Occupancy

The average household size in the City of Rock Island is comparable to other Quad Cities, though slightly higher than Milan and lower than Bettendorf and Davenport. Rock Island has the fewest family households compared to other comparison jurisdictions.

Table 7: Household Type (2010)

	Average Household Size	Total Households	% Family Households	% Non-Family Households
City of Rock Island	2.30	15,930	57.8%	42.2%
City of Moline	2.32	18,573	61.2%	38.8%
City of East Moline	2.32	8,530	60.9%	39.1%
Village of Milan	2.19	2,323	58.8%	41.2%
City of Bettendorf	2.42	13,681	67.4%	32.6%
City of Davenport	2.38	40,620	60.3%	39.7%
Rock Island County	2.34	61,303	62.6%	37.4%
Scott County	2.42	66,765	64.6%	35.4%
MSA	2.39	155,175	64.7%	35.3%
State of Illinois	2.59	4,836,972	65.8%	34.2%
State of Iowa	2.41	1,221,576	64.7%	35.3%

Source: U. S. Census Bureau, 2010 Census.

*Note: Households with individuals under age 18.

Owner-occupancy in Rock Island is comparable to neighboring communities, though somewhat higher than Davenport and East Moline. Vacancy rates for both owner-occupied and rental properties in Rock Island are generally higher than the comparison jurisdictions. Generally, a vacancy rate of 5 percent is optimal to ensure adequate housing options in the community.

Table 8: Housing Occupancy

	Total Housing Units	% Owner-Occupied	% Renter-Occupied	Homeowner Vacancy Rate	Rental Vacancy Rate
City of Rock Island	17,422	64.5%	35.5%	2.3%	8.9%
City of Moline	19,856	66.8%	33.2%	1.9%	7.1%
City of East Moline	9,058	63.7%	36.3%	1.6%	6.5%
Village of Milan	2,424	64.1%	35.9%	1.3%	3.2%
City of Bettendorf	14,437	77.0%	23.0%	1.7%	8.2%
City of Davenport	44,087	63.2%	36.8%	2.1%	8.8%
Rock Island County	65,756	69.2%	30.8%	1.7%	7.8%
Scott County	71,835	69.9%	30.1%	1.9%	8.7%
MSA	167,110	71.2%	28.8%	1.8%	8.3%
State of Illinois	5,296,715	67.5%	32.5%	2.5%	9.1%
State of Iowa	1,336,417	72.1%	27.9%	2.0%	8.5%

Source: U. S. Census Bureau, 2010 Census.

Table 9 details the distribution of housing in Rock Island by number of units per structure. As indicated, the predominant housing unit type in Rock Island is detached single-family homes, comprising 71% of the total housing stock. This characteristic is typical of many Midwestern urban areas. Multifamily housing represents 29% of the total housing available, with the greatest portion of these structures containing 20 or more units.

Table 10 details the age of housing units in Rock Island. Age is one characteristic that often is used to measure the general condition of the local housing supply as older homes do not always meet modern building codes. As indicated, 50 percent of all housing in Rock Island was constructed prior to 1950. A casual windshield survey of housing in Rock Island suggests the condition of housing is widely varied, ranging from excellent and good in many areas to poor and deteriorated in other areas.

Table 11 depicts the distribution of housing units by number of bedrooms. The majority (71%) of housing in the City consists of two and three bedroom units.



Table 9: Housing Type by Units per Structure

Units per Structure	# of Units	% of Units
Total housing units	17,420	100%
1-unit, detached	12,293	71%
1-unit, attached	543	3%
2 units	813	5%
3 or 4 units	953	5%
5 to 9 units	856	5%
10 to 19 units	451	3%
20 or more units	1,377	8%
Mobile home	134	1%
Boat, RV, van, etc.	-	0%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Table 10: Housing by Year Built

Year Constructed	# of Units	% of Units
Built 2005 or later	211	1%
Built 2000 to 2004	143	1%
Built 1990 to 1999	534	3%
Built 1980 to 1989	625	4%
Built 1970 to 1979	1,611	9%
Built 1960 to 1969	2,367	14%
Built 1950 to 1959	3,143	18%
Built 1940 to 1949	2,299	13%
Built 1939 or earlier	6,487	37%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Table 11: Bedrooms per Unit

Bedrooms	# of Units	% of Units
No bedroom	426	2%
1 bedroom	2,183	13%
2 bedrooms	6,384	37%
3 bedrooms	5,925	34%
4 bedrooms	1,971	11%
5 or more bedrooms	531	3%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Housing Value

As indicated in Table 12, Milan and Rock Island are the most affordable communities in the Quad Cities terms of home ownership, with the median home value being under \$100,000. East Moline, Moline, and Davenport are comparable in terms of affordability. Bettendorf has the highest median home value of the comparison communities.

Table 12: Value of Owner-Occupied Units

	Rock Island	Moline	East Moline	Milan	Davenport	Bettendorf
Less than \$50,000	10.4%	6.1%	7.4%	13.7%	7.3%	2.6%
\$50,000 to \$99,999	41.9%	35.6%	35.4%	41.2%	28.5%	11.2%
\$100,000 to \$149,999	26.2%	28.7%	31.3%	19.6%	32.9%	28.2%
\$150,000 to \$199,999	11.1%	13.4%	12.0%	12.7%	14.6%	19.4%
\$200,000 to \$299,999	6.7%	8.6%	7.3%	5.7%	11.9%	21.2%
\$300,000 to \$499,999	2.6%	6.0%	4.4%	5.0%	3.9%	14.0%
\$500,000 to \$999,999	0.9%	1.3%	1.0%	1.8%	0.4%	3.1%
\$1,000,000 or more	0.1%	0.3%	1.2%	0.4%	0.5%	0.3%
Median (dollars)	\$97,900	\$112,300	\$109,500	\$95,600	\$118,000	\$166,600

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Table 13 depicts the value of rent in Rock Island and neighboring communities. The majority of rental units have rents ranging from \$300 to \$999 in the Quad Cities. Rock Island rental units average around \$611 per month. East Moline and Milan have the lowest median rent of the comparison communities, while Bettendorf has the highest value of median rent.

Table 13: Occupied Units Paying Rent

	Rock Island	Moline	East Moline	Milan	Davenport	Bettendorf
Less than \$200	4.8%	2.6%	8.4%	0.0%	2.3%	0.4%
\$200 to \$299	7.5%	3.3%	11.0%	7.8%	2.6%	3.9%
\$300 to \$499	22.3%	15.2%	20.6%	26.8%	17.1%	13.3%
\$500 to \$749	31.9%	45.4%	36.6%	48.7%	45.0%	34.7%
\$750 to \$999	21.9%	20.3%	14.1%	15.4%	22.3%	28.9%
\$1,000 to \$1,499	8.1%	11.7%	6.3%	1.4%	8.4%	11.4%
\$1,500 or more	3.5%	1.6%	3.0%	0.0%	2.3%	7.3%
Median (dollars)	\$611	\$663	\$575	\$585	\$644	\$732

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Tables 14-16 depict data regarding housing sales data derived from the *Rental and For-Sale Housing Needs Assessment for Rock Island, Illinois*. This report was prepared by Bowen National Research. Tables 14-16 includes data from 2009-2012 and includes actual sales activity, such as number of and median value of homes sold.

As depicted in Table 14, the annual number of sales fluctuated from 2009-2012 in each of the five Quad Cities listed below. Housing sales during this period were significantly lower on the Illinois side of the Quad Cities compared to the Iowa side.

Table 14: Annual For-Sale Housing Transactions

Year	Rock Island		Moline		East Moline		Davenport		Bettendorf	
	Sales	% Change	Sales	% Change	Sales	% Change	Sales	% Change	Sales	% Change
2009	313	-	412	-	206	-	1,112	-	408	-
2010	267	-14.7%	378	-8.3%	201	-2.4%	1,023	-8.02%	469	15.0%
2011	241	-9.7%	335	-11.4%	240	19.4%	923	-9.8%	458	-2.3%
2012	320	32.8%	421	25.7%	222	-7.5%	1,079	16.9%	485	5.9%
Total	1,141	2.8%*	1,546	2.0%*	869	3.2%*	4,137	-0.3%*	1,820	6.2%*

Sources: Multiple Listing Services (MLS); Bowen National Research; *Average annual change.

As depicted in Table 15, Rock Island and the other Illinois Quad Cities saw a slight decline in the annual median home sales from 2009 to 2012, whereas Davenport and Bettendorf experienced an overall average increase in median sales prices since 2009. The median sales price of homes in the communities on the Illinois side of the Quad Cities is comparable, ranging from \$80,000 to \$92,000. In contrast, for-sale home prices in Davenport and Bettendorf are considerably higher, ranging from \$137,125 to \$226,000 since 2009. Rock Island’s median sale prices are the lowest of the five cities, coming in at approximately half of the median for sale prices in Bettendorf. This trend likely reflects the fact that much of Rock Island’s housing stock is at least 50+ years old, which could mean smaller homes and some of a lower quality than those available on the Iowa side of the Quad Cities.

Table 15: Annual Median For-Sale Housing Price

Year	Rock Island		Moline		East Moline		Davenport		Bettendorf	
	Price	% Change	Price	% Change	Price	% Change	Price	% Change	Price	% Change
2009	\$86,000	-	\$92,000	-	\$90,000	-	\$145,825	-	\$189,350	-
2010	\$80,000	-7.0%	\$91,000	-1.1%	\$92,000	2.2%	\$145,261	-0.4%	\$164,959	-12.9%
2011	\$84,900	6.1%	\$88,400	-2.9%	\$84,750	-7.9%	\$137,125	-5.6%	\$198,475	20.3%
2012	\$80,000	-5.8%	\$89,000	0.7%	\$82,500	-2.7%	\$145,850	6.3%	\$226,000	13.9%
Total*	\$84,725	-2.2	\$90,100	-1.1%	\$87,313	-2.8%	\$143,515	0.1%	\$194,693	7.1%

Sources: Multiple Listing Services (MLS); Bowen National Research; *Totals based on average from four year period

Table 16 depicts the number of housing units advertised as “for sale” on the multiple listing service (MLS) as of February 2013. As indicated below, nearly 2/3 of the available for sale housing in Rock Island is priced below \$100,000, indicating that Rock Island has a disproportionately high share of lower priced housing products. In addition, Rock Island has few housing products priced above \$140,000 and even fewer in the range above \$200,000.

Table 16: Available For-Sale Housing by Price Point

	Less than \$100,000		\$100,000-\$139,999		\$140,000-\$199,999		\$200,000+	
	Units	Avg. Price	Units	Avg. Price	Units	Avg. Price	Units	Avg. Price
Rock Island	93	\$67,708	32	\$118,703	11	\$160,845	8	\$631,155
Moline	80	\$71,238	39	\$118,624	15	\$163,633	22	\$381,845
East Moline	32	\$63,634	15	\$119,507	5	\$161,017	5	\$290,520
Davenport	158	\$69,824	82	\$119,724	48	\$168,490	67	\$344,758
Bettendorf	4	\$91,325	17	\$122,894	8	\$160,325	81	\$519,062

Sources: Multiple Listing Services (MLS); Bowen National Research

Housing Programs

The City of Rock Island offers several housing rehabilitation programs to Rock Island residents. The following deferred and repayable loan programs are funded through the Federal Department of Housing and Urban Development's (HUD) Community Development Block Grant (CDBG) program.

- *Emergency Loans:* This program provides loans to cover the cost of emergency repairs for eligible owner-occupied properties. Depending on the income and family size of the household, the loan may be forgivable (a grant) for those still occupying the property five years after the repairs are completed. Those with 51% to 80% of the area median income as determined by HUD may be eligible for loans at 3% interest and monthly payments. Eligible projects include electrical service (outside of the home), exterior accessibility for disabled, faulty furnaces, and water or sewer line breaks.
- *Roof Loans:* This program provides five-year forgivable loans for roof replacements to qualified owner-occupied properties with aging or worn roofs.
- *Targeted Rehabilitation Forgivable Loan:* This program provides five-year forgivable loans to qualified owner-occupied property owners. Eligible projects include concrete flatwork, garages, gutters, roofs, and tree removal.
- *Healthy Homes Lead Program:* This program is dedicated to reducing lead hazards. To be eligible the home must be an owner occupied single-family residence in Rock Island; have children under the age of six who reside in the home or visit the home on a regular basis; have a title to the property, up-to-date property taxes, and valid property insurance; and meet certain income eligibility guidelines. This program is a collaborative effort headed by the City of Moline in partnership with the following entities: City of Rock Island, Project NOW, Rock Island Economic Growth Corporation, and Rock Island County Health Department. This program is available in all areas of Rock Island.

The City also offers the following other local housing programs to promote new construction and downtown residences:

- *New Housing Construction Property Tax Incentive:* Through this program, the City of Rock Island will rebate city property taxes up to \$2,000 per year for ten years with a maximum of \$10,000 over the life of the rebate. The Rock Island-Milan School District #41 will rebate 40 percent of the school property taxes for three years. The program is available to new construction of an owner-occupied single family home or condominium on any undeveloped lot in the city. The program requires owner-occupancy and is limited to the first buyer of the home.
- *New Old Chicago & Downtown Tax Increment Finance (TIF) 10-Year Program:* Through this program the City of Rock Island will rebate city property taxes up to \$1,500 per year for ten years. The Rock Island-Milan School District #41 will rebate 40 percent of the school property taxes for three years. The program is available to new construction of an owner-occupied single family home or condominium on any undeveloped lot in the city. The program requires owner-occupancy and is limited to the first buyer of the home.
- *TIF Upper Story Housing Program:* A portion of the Downtown Tax Increment Financing (TIF) District may be used to create new downtown housing by renovating the upper stories of downtown buildings. Historically, upper floors of many buildings were used as apartments.

Rock Island Neighborhoods

Since the 1960s, the City of Rock Island has developed a solid reputation of neighborhood planning. All of Rock Island has been divided into neighborhood boundaries. Residents in many of the identified neighborhood areas have organized into active neighborhood associations. Others have been defined based on unique characteristics, historical context, or logical boundaries but have not yet been established into active neighborhood organizations. Others still are largely commercial or industrial park areas. Neighborhoods and their boundaries are described below.

- Bel Aire is located between 21st and 23rd Streets and between 20th and 22 ½th Avenues. This area was developed after World War II with community units. In the 1950's a mix of single family houses, duplexes, and apartments was developed. This area of the city offered the perfect topography to build ranch homes.
- Black Hawk is located between 2th and 30th Streets and between 31st Avenue and the Rock River. Named after the Black Hawk State Historic Site, this neighborhood features homes built as early as the 1920s to the 1970s. The Black Hawk State Historic Site, located in the southern portion of main Rock Island, makes up a quarter of this neighborhood area.
- Black Hawk Hills is located east of 24th Street, west of 30th Street, and north of Black Hawk Road. This area is characterized by mid-century Cape Cods and ranch style homes.
- Black Hawk Park West is located directly west of Black Hawk State Historic Site and north of the Rock River. This area has a history with its origins east of the central village of the Sauk Nation (Saukenuk), which is well-known for its association with the Native American, Black Hawk.
- Broadway Historic District is bounded by 17th and 23rd Streets and 5th and 7th Avenues and 13th Avenue. The earliest homes in Broadway were constructed in 1865, with many built between 1890 and 1915. This area contains the greatest number of Rock Island historic landmarks. The Broadway neighborhood is the oldest organized neighborhood association in the city.
- Burgart's Additions is an irregularly shaped neighborhood bounded by 21st Avenue along the north, 22nd Avenue and the end of Hill Crest Court on the south, 28th Street on the west, and 29th and 30th Streets on the east. Joseph Burgart initially farmed this part of Rock Island before developing the area into housing development. His own house is located on 2700 21st Avenue.



Black Hawk Park West



Broadway Historic District



Broadway Historic District



Burgart's Additions



Burgart's Additions

City of Rock Island Comprehensive Plan

- Central Neighborhood is located between 18th and 31st Avenues and between 12th and 30th Streets. The topography of this area varies from steep hills to flat uplands. Much of this neighborhood was constructed during and after World War II. Bungalows and vernacular homes are located in the north, while the south is dominated by ranch and split level homes. Chippiannock Cemetery is also located in this neighborhood.
- College Circle surrounds Augustana College. This neighborhood is bounded by 5th and 14th Avenues and 25th and 38th Streets. Housing consists mainly of single family houses with a few duplexes. It also includes dormitories and former single family homes that have been converted into apartments, many of which are occupied by Augustana students.
- College Hill is a commercial district focused at the intersection of 14th Avenue and 30th Street and along 14th Avenue from 37th Street to 42nd Street. Bordering on the south side of Augustana College, this area consists of businesses that are primarily locally owned and operated.
- Douglas Park is located between Rock Island Parkway and 11th Street and between 7th and 18th Avenues. While some buildings were built as late as the 1950s, the earliest buildings were constructed as early as the 1840s. Dominated by single family houses, this neighborhood is named after the former baseball park on the south end of the neighborhood. Built in 1904, this baseball park hosted games for minor league baseball, amateur baseball, professional football, and the International Softball Congress World Tournament.
- Downtown is located adjacent to the Mississippi riverfront, west of 15th Street, east of 24th Street and north of 7th Avenue. This area includes the Arts and Entertainment District ("The District"). The Downtown includes a mix of civic, commercial, retail, recreational, and residential uses. In recent years, several redevelopment projects have created new housing opportunities downtown, including McKesson Lofts and the Locks, a transit-oriented development that is currently under development and will be completed in 2014.
- Edgewood Park and Brooks' Groves Additions are located within the central part of the Keystone neighborhood. Edgewood Park is between 42nd and 44th Streets and between 7th and 10th Avenues. Brooks' Groves is between 44th and 46th Streets and between 8th and 10th Avenues. In the 1890's, developer E. H. Guyer envisioned a town between Rock Island and Moline for working families. The recession of 1892-93 limited Guyer's vision; however,



Edgewood Park



Greenbush



Highland Park



Keystone



Longview

City of Rock Island Comprehensive Plan

William E. Brooks saw potential in the land and began subdividing and building in the 1900s and 1910s.

- East Central is located south of 18th Avenue, west of 30th Street, north of 24th Avenue, and west of 45th Street.
- Eastlawn Addition is a post-World War II housing addition located along 28th Avenue between 38th Street to approximately 44th Street.
- Greenbush is located between 9th Avenue and the Mississippi River and between 24th and 30th Streets. This neighborhood is influenced by Irish culture, particularly in the Sacred Heart Catholic Church. While most of the housing has “Victorian” features, there is a mix of small houses, near-mansions, and apartments throughout the area. Greenbush hosts an annual fair that attracts several hundred people and monthly meetings with different speakers.
- The Highland Park Historic Neighborhood is located between 20th and 24th Streets, and between 16th and 18th Avenues. Highland Park is known for its beautiful and historic architecture and brick roads. It was the City’s first officially designated Historic District.
- Hilltop is located north of 18th Avenue, generally south of 14th Avenue, generally east of 25th Street, west to the city limits.
- Keystone is bordered by 14th Avenue and the Mississippi River, and 38th Street and the Moline border. This neighborhood contains a variety of American Foursquare style homes. Keystone is one of Rock Island’s active neighborhood associations.
- Longview is located between 11th and 16th Streets and between 7th and 18th Avenues. Though this neighborhood is adjacent to the 1860s and 1870s portions of Old Town Chicago, Douglas Park and Broadway, it did not develop until decades later. This neighborhood features a variety of architecturally significant homes from Queen Anne style to front gambrel colonial revivals. Longview Park is located here.
- Old Town Chicago (also known as New Old Chicago) is bounded by the Rock Island Parkway on the west and north, 7th Avenue on the south, and 15th Street on the east. This neighborhood is Rock Island’s oldest residential area. The section on the west side of downtown was a part of the original 1835 city plat. The Chicago addition was filed one year later. Today it has a mix of single family, multi-family, commercial, office, and industrial uses.
- Park View Addition is bounded by 44th Street on the west, the Moline border on the east, 14th Avenue on the south, and deep ravines at the end of 45th Street and 12th Avenue on the north. This area is architecturally distinctive and contains many beautiful brick homes. Many of the original residents



Old Town Chicago



Old Town Chicago



Park View Addition



Park View Addition



Watch Hill

were of Swedish descent. This neighborhood also includes Rock Island's first ranch style house which was built in 1938.

- Rock Riverfront is located in the southwest portion of Rock Island that is north of the Rock River. The boundaries of this area are generally south of 31st Avenue and west of 12th Street. The Rock River is the southern bounds of this neighborhood.
- Saukie is located south of 24th Avenue, east of 30th Street, north of the Rock River, and west of the city limits. This neighborhood includes the Saukie Golf Course and the Rock Island portion of the Wildwood subdivision.
- Shadybrook is located in southwest Rock Island. This neighborhood is located south of 78th Avenue West, north of 84th Avenue West, and between 10th Street SW and 7th Street SW.
- Southwest Rock Island is located on the southwest side of the city, south of the Rock River. A plan for this area was developed in 1983 and revisited with consultant assistance in 2000. Southwest Rock Island contains the only greenfield (not previously developed) land within the city's limits.
- United States Housing Corporation (USHC) Neighborhoods are located in four distinct areas. USHC provided more than 600 homes for war production workers. These homes are located between 32nd to 33rd Streets and 16th to 17th Avenue; 39th to 41st Streets and mid-14th to 15th Avenues to 18th Avenue; 43rd to 44th Streets and 15th to 18th Avenues; and 44th Street to the Moline border and 17th to 18th Avenues.
- Watch Hill/Hill Crest Neighborhood is located between 12th and 24th Streets and between 35th and 42nd Avenues. These houses are among the most prestigious in Rock Island. This is neighborhood isolated and quiet with rolling hillsides and curving streets. This neighborhood is bordered by the Black Hawk State Historic Site.
- Weisman's Subdivision, developed by Sam Weisman, is located on the north side of the 2900 block of 21st Avenue. This neighborhood features "Chicago Style" bungalows, some with distinctive leaded glass windows and metallic gold accents.
- Westlawn Addition is located within the West Central Neighborhood. Westlawn includes homes along 23rd and 24th Avenues between 9th and 11th Streets.
- West Central Neighborhood is located south of 18th Avenue, north of 31st Avenue, west of 12th Street, east of the Mississippi. This area has not established a neighborhood association.
- The West End is bounded by the Rock Island Parkway on the north and west, 18th Avenue on the south and 15th and 16th Streets on the east. This area generally covers the Douglas Park, New Old Chicago, and Longview neighborhoods.
- Wheelan's Addition is located within the Central Neighborhood on the north side of 21st Avenue, east of 24th Street. This grouping of six bungalows also is attributed to Sam Weisman.
- 45th Street Neighborhood is located between 45th and 47th Streets and 18th and 30th Avenues.

Economic Conditions

Employment and Workforce Data

Educational attainment is a common variable to assess a community’s labor force potential. As depicted in Table 17, the city’s high school graduation rate is comparable to neighboring communities on the Illinois side of the Quad Cities and the State of Illinois. High school graduation rates are slightly higher on the Iowa side, with Bettendorf having the highest graduation rate.

Table 17: Educational Attainment

	High School Graduates	Some College, No Degree	Associate's Degree	Bachelor's Degree	Graduate or Professional Degree
City of Rock Island	85.4%	23.9%	8.5%	15.7%	6.9%
City of Moline	87.4%	21.8%	8.6%	16.5%	10.1%
City of East Moline	82.6%	24.7%	6.6%	12.1%	5.4%
Village of Milan	86.9%	27.8%	7.5%	10.8%	3.6%
City of Bettendorf	95.4%	21.3%	9.3%	29.0%	16.0%
City of Davenport	88.9%	23.8%	9.6%	17.8%	8.1%
Rock Island County	86.8%	23.8%	8.6%	14.7%	7.3%
Scott County	91.2%	23.3%	9.8%	20.3%	10.0%
MSA	88.9%	23.5%	9.2%	16.6%	8.3%
State of Illinois	86.6%	21.1%	7.3%	19.1%	11.6%
State of Iowa	90.3%	21.7%	10.0%	17.2%	7.7%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Table 18 presents income and labor characteristics for the city and surrounding communities. As indicated below, Rock Island’s median household income was \$41,915, which is among the lowest of comparison areas. The city’s per capita income was \$23,101. The per capita income is defined as the total personal income divided by the total population. This data is used as a measure of the wealth of the population and indicates that more of Rock Island residents are facing greater economic challenges than most other neighboring communities.

Table 18 also depicts the percentage of the population participating in the labor force and the percentage of the labor force that was reported as unemployed in the 2007-2011 American Community Survey. The city’s labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. As indicated below, Rock Island’s unemployment rate is less than that of Milan and East Moline, yet higher than Moline and neighboring Iowa communities.

Table 18: Income and Employment

	Median Household Income	Per Capita Income	% of Population in Labor Force	% Unemployed
City of Rock Island	\$41,915	\$23,101	63.1%	8.4%
City of Moline	\$48,529	\$27,512	66.5%	7.1%
City of East Moline	\$42,116	\$21,557	57.2%	9.3%
Village of Milan	\$38,542	\$21,141	61.5%	11.4%
City of Bettendorf	\$69,239	\$36,055	67.9%	3.5%
City of Davenport	\$42,983	\$23,963	66.1%	7.1%
Rock Island County	\$46,726	\$25,609	63.9%	7.7%
Scott County	\$51,274	\$28,010	67.7%	5.6%
MSA	\$49,605	\$26,702	65.7%	6.5%
State of Illinois	\$56,576	\$29,376	66.7%	5.5%
State of Iowa	\$63,845	\$26,110	68.7%	9.3%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

The distribution of household income of Rock Island residents is presented in Figure 19. The largest share of residents (19.2 percent) earn between \$50,000 and \$74,999 annually. More than 16 percent earn less than \$15,000 a year while less than 5 percent earn more than \$150,000 per year.

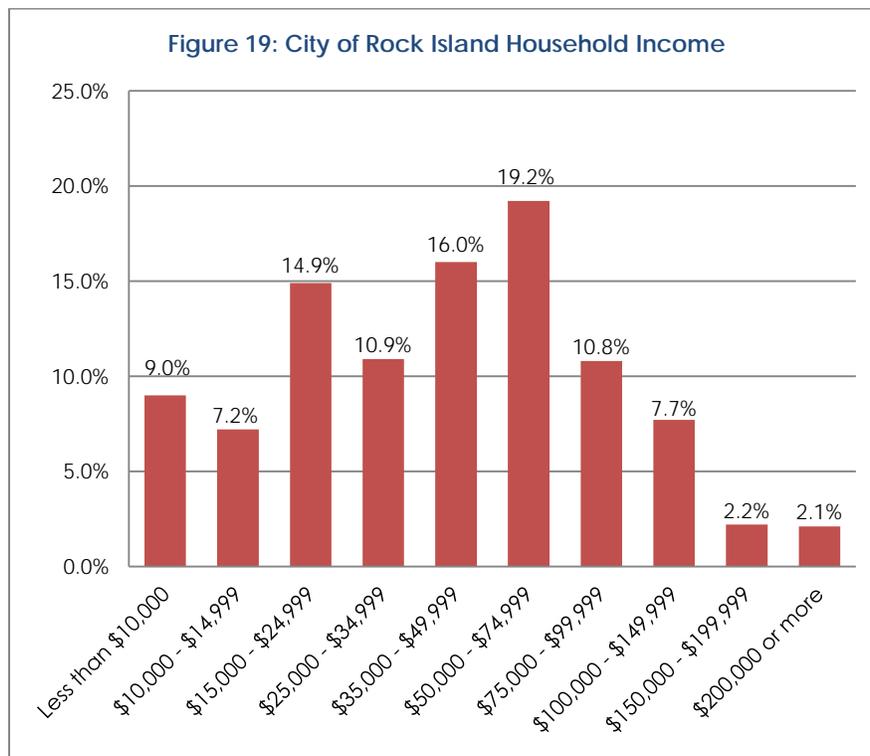


Table 20 depicts the percentage of Rock Island’s labor force by employment industry. The category of educational services, health care, and social assistance is the City’s predominant employment industry, employing 27.3 percent of the City’s population. Manufacturing and arts, entertainment, recreation, and accommodation and food services are also strong sectors of Rock Island’s economy employing 12.8 percent and 11.5 percent, respectively.

Table 20: City of Rock Island Employment by Industry

Industrial Sector	% of Labor Force
Agriculture, forestry, fishing and hunting, and mining	0.6%
Construction	4.6%
Manufacturing	12.8%
Wholesale trade	2.8%
Retail trade	9.4%
Transportation and warehousing, and utilities	6.5%
Information	1.7%
Finance and insurance, and real estate and rental and leasing	5.0%
Professional, scientific, and management, and administrative and waste management services	7.8%
Educational services, and health care and social assistance	27.3%
Arts, entertainment, and recreation, and accommodation and food services	11.5%
Other services, except public administration	4.6%
Public administration	5.5%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Table 21 lists the Quad Cities Region’s largest employers. Employers in manufacturing and healthcare are vital to Rock Island’s economy. The Rock Island Arsenal is the largest employer in Rock Island and the Quad Cities as a whole. Located on the 946-acre Arsenal Island, the Arsenal is the largest government-owned weapons manufacturing arsenal in the United States. The Arsenal provides manufacturing, logistics, and base support services for the Armed Forces. The Arsenal also partners with non-military entities to advance manufacturing technologies in the private sector. Arsenal Island draws both workers and tourists locally and from around the world.

Table 21: Quad Cities Region Largest Employers

Name	City	Employees	Line of Business
Rock Island Arsenal	Rock Island	8,500	Defense Manufacturing
Deere & Company	Moline	7,300	Agriculture Manufacturing
Genesis Health Systems	Davenport	4,900	Health Care System
Trinity Regional Health System	Rock Island	2,900	Health Care System
Davenport School District	Davenport	2,500	Local School District
Alcoa, Inc	Riverdale	2,250	Aerospace & Defense Aluminum
Hy-Vee Food Stores	Region-wide	2,022	Supermarket and Other Grocery
Kraft Foods/Oscar Mayer	Davenport	1,500	Food Processing
XPAC	Milan	1,195	Supply Chain Management & Logistics
Moline School District No. 40	Moline	1,157	Local School District

Table 21: Quad Cities Region Largest Employers

Name	City	Employees	Line of Business
Wal-Mart Super Centers	Region-wide	1,066	Warehouse Clubs and Supercenters
Isle of Capri	Bettendorf	1,050	Casino, Hotel, Entertainment
MidAmerican Energy Co.	Davenport	1,025	Utility/ Energy Delivery
Eastern Iowa Community College	Davenport	1,016	Junior College
APAC Customer Service	Davenport	900	Telecommunications/Customer Service
Rock Island Milan School District #41	Rock Island	827	Local School District
City of Davenport	Davenport	800	Local Government
Group O Companies	Milan	800	Third Party Logistics
Rock Island County	Rock Island	760	Local Government
Wells Fargo Bank, N.A.	Region-wide	716	Commercial Banking
Exelon Nuclear - Generating Station	Cordova	700	Utility/ Energy Delivery
Jumer's Casino and Hotel	Rock Island	641	Hotel and Casino
AT&T	Rock Island	610	Telecommunications
Sears Manufacturing	Davenport	600	Automobile Seat Manufacturing
United Parcel Service	Davenport	590	International/Domestic Shipping
Von Maur	Davenport	560	Retail Headquarters/Distribution Center
United Health Care	Moline	520	Health Insurance
Augustana College	Rock Island	500	Private College
Scott County	Davenport	500	Local Government
Performance Food Group	Rock Island	490	Food Distribution
St. Ambrose University	Davenport	467	Private University
City of Moline	Moline	452	Local Government
Kone, Inc.	Moline	450	Elevator, Escalators & Moving Sidewalks
Lee Enterprises	Davenport	450	Newspaper Publishing
Modern Woodmen of American	Rock Island	440	Fraternal Insurance Company
3M	Cordova	435	Adhesives & Specialty Chemicals
Metropolitan Medical Laboratory	Moline	431	Medical Laboratories
Cobham Mission Systems	Davenport	425	Aerospace & Defense Manufacturer
Quad City Bank & Trust Company	Bettendorf	414	Commercial Banking
Nestle Purina PetCare Company	Davenport	411	Pet Food Maker
McLaughlin Body Company	Moline	407	Fabricated Structural Metal

Source: Hoover's, Inc. and Bi-State Regional Commission, 2012

According to the 2007-2011 American Community Survey, Rock Island residents spent an average 18.6 minutes commuting to work, indicating that a significant number of workers traveled outside the city for employment. As indicated below, Rock Island has the greatest share of employees traveling to work by means other than driving alone when compared to neighboring cities, Rock Island and Scott Counties and the MSA.

Table 22: Journey to Work

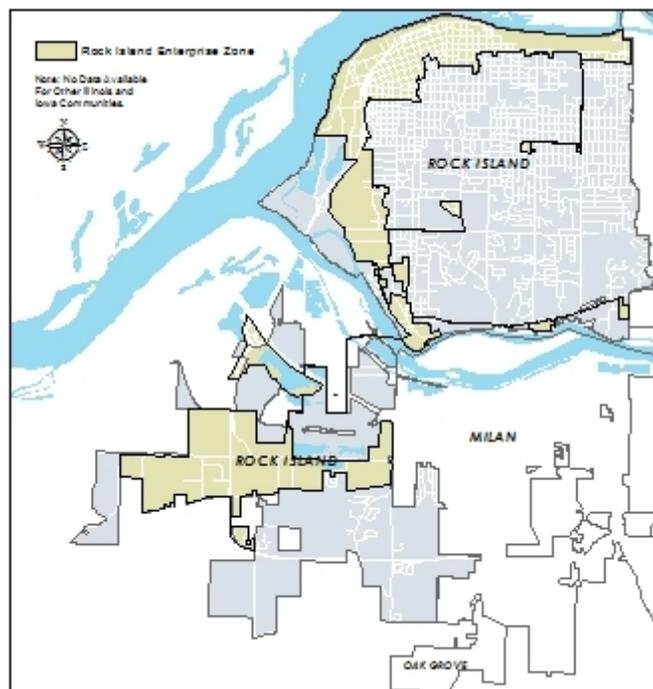
	Drove alone	Carpooled	Public Transportation	Walked	Other Means	Worked at Home
City of Rock Island	75.5%	9.8%	3.2%	5.3%	1.7%	4.6%
City of Moline	85.1%	8.8%	1.3%	2.1%	0.7%	1.9%
City of East Moline	81.9%	13.7%	1.6%	1.1%	0.6%	1.1%
Village of Milan	86.2%	7.7%	0.0%	2.3%	3.0%	0.8%
City of Bettendorf	88.0%	5.9%	0.5%	0.7%	1.1%	3.7%
City of Davenport	85.6%	7.7%	0.6%	2.6%	0.9%	2.6%
Rock Island County	82.9%	9.1%	1.5%	2.6%	1.0%	2.9%
Scott County	86.5%	7.0%	0.5%	1.9%	0.9%	3.2%
MSA	84.3%	8.5%	0.8%	2.1%	1.0%	3.3%
State of Illinois	73.4%	9.1%	8.8%	3.1%	1.6%	4.0%
State of Iowa	79.1%	9.9%	1.1%	3.8%	1.3%	4.7%

Source: U.S. Census Bureau, American Community Survey 2007-2011.

Economic Development Programs

Rock Island offers several economic development programs to stimulate business start-ups and expansions, development, and redevelopment in the City.

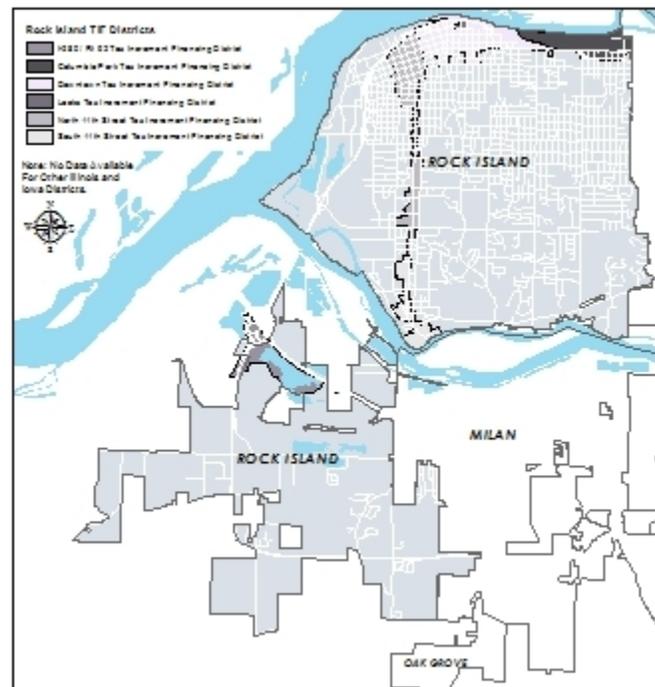
- *Commercial/Industrial Revolving Loan Fund (CIRLF)*: CIRLF provides gap financing for business start-ups or expansion projects. Low-interest loans may be applied to the purchase of fixed assets (land, building, and equipment) and capital expenditures.
- *Enterprise Zone (EZ)*: New construction or renovations within a designated EZ may qualify for investment tax credits against Illinois income tax, jobs tax credits, or sales tax deduction on building materials. Projects that increase a property’s assessed value by \$100,000 or more also qualify for property tax rebates. Projects resulting in more than \$5 million in investment and create 200 jobs may qualify as an Illinois Enterprise Zone Certified Business.
- *Facade Improvement Program (FIP)*: Rebates are available to commercial property owners or tenants who renovate the exterior of a property. Rebates may be 25% to office-based, service, or non-retail



businesses; 50% for commercial building containing a retail business; and 75% for sustainable or energy-efficient improvements. The maximum rebate is \$15,000.

- *Sales Tax Rebate Program:* New or existing retail sales tax payers within the city may be eligible for a rebate of the city's portion of retail sales tax. To participate, retailers must increase taxable retail sales by \$500,000 or more during a 12-month period. The rebate is capped at \$30,000 and participating retailers are eligible for only one 12-month rebate.
- *Sustainable Business Incentives:* The City offers a variety of programs to assist both existing and new businesses wishing to undertake a sustainable improvement project, including:
 - Facade Improvement Program - Rebates are available to existing commercial properties for up to 75 percent of the cost for Energy Star rated products, green roofs, and other energy-efficient or environmentally sound materials for exterior improvements.
 - Commercial/Industrial Revolving Loan Fund - The city's low-interest loan fund will lend \$15,000 per green job created for businesses whose primary product or service contributes to environmental or sustainable objectives.
 - Permit Fee Rebate - The city will rebate a portion of the building permit fee associated with the construction of a LEED-certified building.
 - Ridgewood Business Park Lot Purchase Discount - A discount will be offered on the price of a lot in the Ridgewood Business Park if a LEED-certified building will be constructed.
 - Sustainable Design Assistance Team (SDAT) - Free design review and counsel is offered by the Sustainable Design Assistance Team, which consists of engineers, architects, and construction professionals.
- *Tax Increment Financing (TIF):* TIF assistance is available for renovation and new construction projects. In Illinois, TIF may be used to assist developers with a portion of interest costs; assessment and cleanup of contaminated soil; building rehabilitation; construction of engineered barriers, such as parking lots on contaminated sites; demolition and site preparation; and land assembly costs.

In addition to the above-listed programs, the MidAmerican Energy Company offers a number of programs to encourage energy efficiency in commercial and industrial properties. The Illinois Treasurer Office also offers a pilot program to encourage sustainable development called Cultivate Illinois.



Transportation and Mobility

Existing Transportation Network

Roads and Bridges

Rock Island is very well connected to the region by existing roads and highways. The interstate system (I-80, I-74, and I-280) creates a beltway system, making travel easy between the Quad Cities. Interstate 88 connects into I-80 on the northeast side of the Quad Cities. This interstate system also provides a direct route from Rock Island east to Chicago, west to Des Moines, and south to Peoria and central Illinois. Other principal arterials include US 67, IL 5, and IL 92. In addition, the City maintains local roads which include 87 miles of concrete streets, 61 miles of asphalt streets, and 6 miles of brick streets.

The City is surrounded by two major rivers—the Mississippi and Rock Rivers—which create natural barriers to some transportation movements. The following bridges connect the Illinois Quad Cities to neighboring communities.

- Centennial Bridge connects Rock Island at 15th Street to N. Gaines Street in Davenport. The bridge, opened in 1940, is 3,850 feet long and stands 170 feet above water level. The Centennial Bridge was rehabilitated in 1997.
- Government Bridge, or Arsenal Bridge, connects Rock Island at 24th Street to the Rock Island Arsenal and to Davenport. It is located adjacent to Mississippi River Lock and Dam No. 15. The Government Bridge includes a swing section to accommodate traffic navigating the locks. The Government Bridge is also one of only two Quad City bridges with a rail crossing over the Mississippi River.
- The I-280 bridge spans the Mississippi providing another option to travel between Iowa and Illinois. This four-lane bridge is a steel thru-arch design which opened in 1973.
- The I-80 bridge spans the Mississippi connecting Iowa to Illinois just south of LeClaire, Iowa. This bridge, which opened in 1966, is a four lane bridge of steel girder design.
- The I-74 bridge spans the Mississippi connecting Bettendorf to Moline. The northbound segment of this bridge was constructed in 1935, and the southbound section was constructed in 1959. The I-74 bridge is slated for reconstruction and expansion in 2018.

Seven bridges cross the Rock River. These include federal, three state, and one local crossing.

Waterway Freight

The Mississippi River links the Quad Cities to domestic and foreign ports via tributaries of the Mississippi, the Gulf of Mexico, and the Great Lakes. The navigation season lasts approximately 10 months, from March through December. The Rock Island River Terminal, located at mile 480 on the Mississippi River, provides a variety of cargo transfer and storage services, including barge loading and unloading with rail and truck transfer, storage and warehousing, and commodity packaging and screening. The terminal offers intermodal shifting, with its connections to the Iowa Interstate Railroad, Canadian Pacific Rail, and Burlington Northern Santa Fe Railroad, as well as IL 92 and Interstates 80, 74, and 88.

Air

The Quad City International Airport is located approximately four miles southeast of Rock Island in Moline. This airport is operated by the Metropolitan Airport Authority of Rock Island County, Illinois. Four airlines provide direct service to Atlanta, Chicago O'Hare, Dallas-Ft. Worth, Denver, Detroit, Las Vegas, Minneapolis-St. Paul, Orlando-Sanford, Phoenix-Mesa, and St. Petersburg/Clearwater Beach.

Public Transit

Public bus transportation is available through MetroLINK's fixed route service. MetroLINK operates seven days a week and serves most major residential, retail, and commercial activity centers in the Quad Cities. MetroLink recently completed construction of a new transfer station in downtown Rock Island. The station, completed in January 2014, was built to LEED silver certification standards and serves as a feature of the Locks transit-oriented development. MetroLINK also is currently constructing a new transit maintenance facility, also planned to be built to LEED silver certification standards. Both the transit station and transit maintenance facility will be powered by rooftop solar arrays—Rock Island's first nonresidential developments with solar energy.

In addition to the Metro bus service, MetroLINK serves as the agent for Greyhound and Burlington Trailways, provides paratransit services and transportation for the ARC of Rock Island County, and operates the Channel Cat Water Taxis. The Channel Cat Water Taxis are open-air boats that take passengers back and forth across the Mississippi River between various landings in Moline, Bettendorf, and Davenport.

Passenger and Freight Rail

The Iowa Interstate Railroad (IAIS) provides Rock Island with freight rail transportation with connections to Omaha and Chicago. IAIS also offers access to the Mississippi River terminal for rail-to-barge or barge to rail service. In addition, Illinois Department of Transportation plans to extend passenger rail service from Chicago to the Quad Cities via a station in Moline, IL. The possibility to extend this system west to Iowa City and Des Moines, Iowa to Omaha, Nebraska is being considered by the Iowa legislature.

Non-Motorized Transportation Facilities

Rock Island has begun to develop a system of on-road bicycle facilities. Existing bike routes/lanes are depicted on Map 6. Regional multi-use trails connect Rock Island to multiple cities in the region. The Great River Trail runs adjacent to the Mississippi River and is uninterrupted for 60 miles from Sunset Park in Rock Island to Savanna, Illinois. The Hennepin Canal Parkway is located south of the Rock River and follows the Hennepin Canal Greenway. The American Discovery Trail is a multi-purpose recreational transportation corridor that conceptually extends from California to Delaware. Within the Quad Cities, the trail travels north from Muscatine along the Great River Trail from Buffalo to Davenport, Iowa. At Arsenal Island, the American Discovery Trail crosses the Mississippi River into Rock Island County to the Illinois Great River Trail. It continues into Illinois to the Hennepin Canal State Parkway via East Moline, Silvis, Carbon Cliff, and Colona.

Electric Vehicle Charging Stations

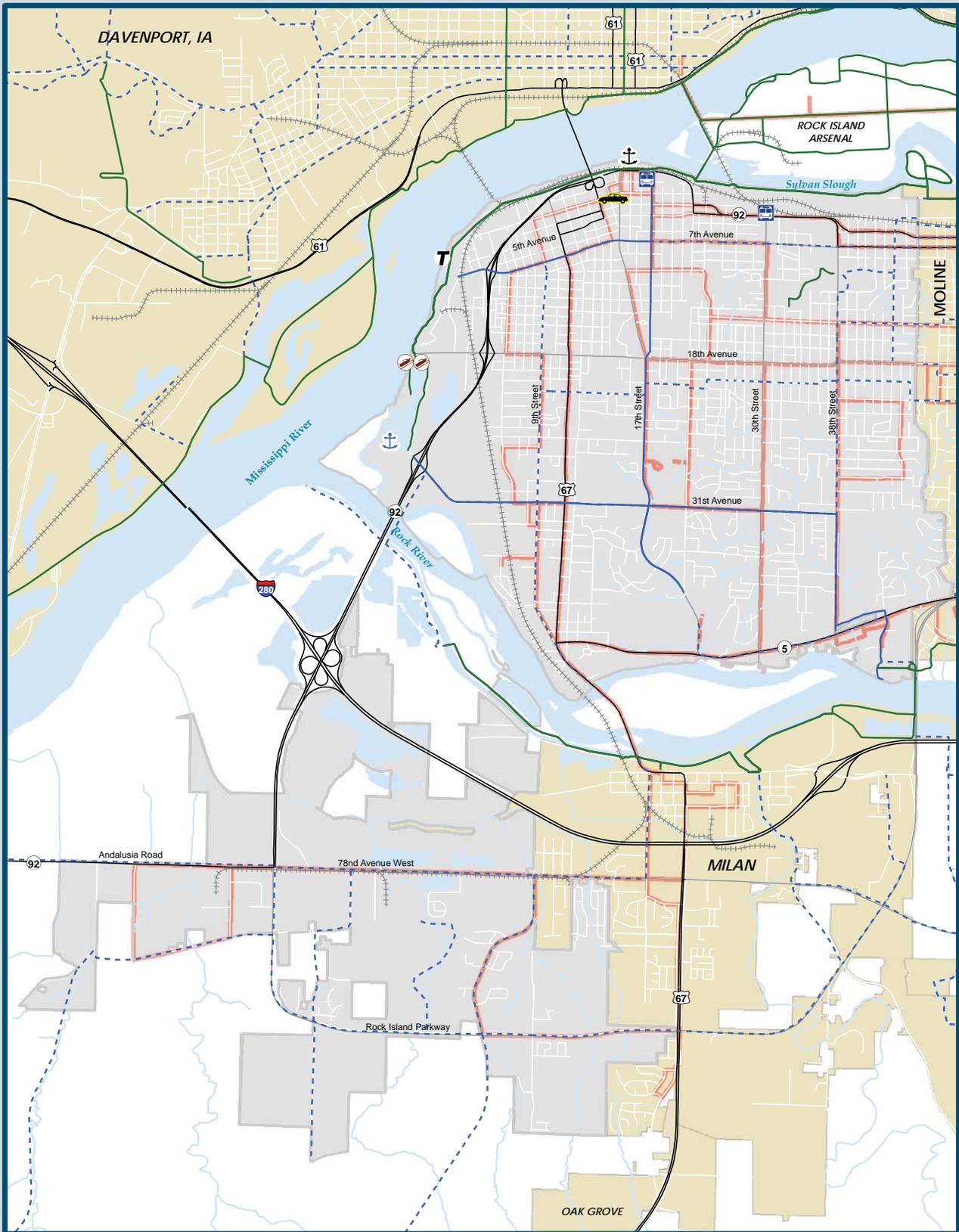
The City provides two electric vehicle charging stations on the first floor of the City parking ramp located at 16th Street and 3rd Avenue. The parking spaces are reserved for electric vehicle (EV) parking only. There is no cost to charge a vehicle, but there is a \$0.25/hour cost to park your vehicle in the metered parking space.

State and Regional Transportation Plans

The following state and regional transportation plans provide information on future transportation projects at various levels of government.

- The *Illinois 2012 Long Range Transportation Plan* sets forth policies and goals that will guide the development of the state transportation system. The plan identifies issues and key needs that will guide Illinois Department of Transportation in its investment decisions for the state transportation system over the forthcoming twenty years.

- The *State of Illinois Complete Streets Legislation* (Illinois Public Act 095-0665, adopted in 2007), requires the Illinois Department of Transportation (IDOT) to establish bicycle and pedestrian ways in or within one mile of an urban area in conjunction with the construction, reconstruction, or other change of any state transportation facility except in pavement resurfacing projects that do not widen the existing traveled way or do not provide stabilized shoulders; or where approved by the Secretary of Transportation based upon documented safety issues, excessive cost or absence of need.
- Illinois Department of Transportation is in the process of developing the *Illinois Bike Transportation Plan*. Issues to be addressed in the plan include: a statewide and regional analysis of the current accommodations, policies, and planning documents for bicycling in Illinois; an evaluation of IDOT's implementation of the state's Complete Streets policy and other bicycling-related statutes; and a review of national bicycling trends and best practices and their applicability in the Illinois transportation context.
- The Illinois Department of Transportation's *Fiscal Year 2010-2015 Proposed Highway Improvement Program* prioritizes state roadway system improvements, bridge maintenance projects, and other transportation facilities projects. This six-year program is funded by federal, state, and local funds. Major projects of interest in Rock Island County include: Interstate 74/U.S. 6 Mississippi River Corridor engineering and land acquisition; Interstate 74/280 resurfacing from Airport Road in Milan east to the Rock Island County line; Interstate 80 resurfacing and railroad bridge replacement north of IL 5/92; and Interstate 280/IL 92 bridge rehabilitation from the Mississippi River to Airport Road.
- The *Fiscal Year 2012-2015 Statewide Transportation Improvement Program (STIP)* is a four-year program of highway and transit projects developed to fulfill the requirements set forth in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and its successors the Transportation Equity Act for the 21st Century (TEA-21) and in the Safe Accountable Flexible and Efficient Transportation Equity Act – Legacy for Users (SAFETEA-LU).
- Bi-State Regional Planning Commission's *2040 Quad Cities Long Range Transportation Plan* provides short and long-range strategies to establish a multi-modal transportation system that addresses current and future transportation demand in the Quad Cities.



Map 6: Transportation Facilities

- | | |
|----------------------------|--|
| City of Rock Island | Existing Multi-use Trails |
| Other Municipal Boundaries | Existing Bike Routes |
| US Interstates | Proposed Bike Accommodations |
| US Highways | Bus Routes |
| State Highways | Boat Ramps |
| Railroads | Schwiebert Boat Dock |
| River Terminal | Marina |
| Surface Water | Electric Car Charging Station |
| | MetroLink Maintenance Facility or Transfer Station |



Sources: City of Rock Island, Rock Island County GIS,
and Iowa DOT
Adopted: April 14, 2014

Utilities and Community Facilities

Municipal Facilities and Utilities

County Facilities

Rock Island is the county seat of Rock Island County and houses many county facilities. These include:

- County Courthouse (210 15th Street)
- County Sheriff's Department (1317 3rd Avenue)
- County Office Building (1504 3rd Avenue)
- County Health Department (2112 25th Avenue)
- County Adult Services Court (2116 25th Avenue)

These facilities draw many employees and visitors into Rock Island, which also draws investment into the local economy.

City Hall and Other Municipal Facilities

Constructed in the 1940s, Rock Island City Hall is located at 1528 3rd Avenue. City Hall is home to City Council Chambers, the Office of the Mayor, Office of City Manager, Finance Department, Administrative Services Department, Human Resources, Code Enforcement, Building Inspection, and Community and Economic Development Department.

City Hall is in need of upgrades, renovation, and/or expansion to meet immediate needs and community needs over the 20-year planning period. Several departments, in particular Building Inspections and Code Enforcement, are at maximum capacity in terms of physical space and digital storage capacity. A facilities needs study would provide guidance on how to best utilize the existing space for all departments and identify potential opportunities for expansion. One possibility is expansion into the space currently occupied by the Police Department, which will be relocating in 2014 (see description on the following page). In addition to physical space, technological improvements, such as online permit applications, would better enable the City to more effectively serve customers.

Martin Luther King, Jr. Community Center

The Martin Luther King, Jr. Community Center, located at 630 Martin Luther King Drive, opened in 1975 as a multipurpose center to serve social service organizations. The King Center provides multiple services, including after school program, summer day camp, tax return program, facility rental, community and family events, workforce development, computer training, and substance abuse prevention services. The King Center was renovated and expanded in 2011 to enable provision of additional services: after-school programming, job training/workforce development, mentoring, substance abuse prevention, and special events.



Rock Island County Office Building



Rock Island City Hall



Martin Luther King, Jr. Community Center



Hauberg Civic Center

The project added 6,800 square feet and created a variety of rooms designed to serve over 200 youth per day, a community room with capacity for over 400 people for a variety of uses, a full-service kitchen, and spaces to enhance existing relationships with partner agencies. The expansion of the King Center will enable this facility to continue to meet community needs over the planning period.

Hauberg Civic Center

The Hauberg Civic Center is a historic structure, formerly the home of Susanne and John Hauberg from 1911 to 1955. The building was donated to the City in 1956. Today the Center is available for rent for weddings, receptions, business meetings, retreats, graduation and birthday parties, and other social events.

Centennial Bridge Visitor's Center

Located at 201 15th Street at the foot of the Centennial Bridge, the Visitor Center is an important entry point to Rock Island, as well as a local landmark. The Visitor Center is a satellite location operated by the Quad Cities Convention and Visitors Bureau. In 2006, the City received a Preserve America grant from the federal government to renovate the structure which was opened in 2008.

Fire Department

The Rock Island Fire Department operates out of four fire stations: Central Fire Station, at 1313 Fifth Avenue; Fire Station 2, at 9010 Ridgewood Road, which is co-located with the Southwest Branch of the Public Library; Fire Station 3, at 1601 30th Street; and Fire Station 4, at 3101 9th Street. The Department staffs 44 paramedics, a pre-hospital registered nurse, 12 emergency medical technicians, and operates two advanced life support ambulances staffed by two paramedics.

Police Department

The Rock Island Police Department is located at 316 16th Street, adjacent to City Hall. The Police Department is divided into three divisions: Field Operations, Criminal Investigations, and Administrative Services Bureau. A space analysis of the existing



Police Department was conducted in 2010. At that time it was determined that the current 22,000 square foot facility was not adequate to serve the needs of the citizens of Rock Island. After a thorough analysis of several locations for a new police facility, a site was selected between 5th and 7th Avenues and 12th and 13th Streets. Once completed in late 2015, the new facility will meet the Police Department's long-term facility needs. Short-term needs for the Police Department include new vehicles and an 800 Mhz radio system to enable effective communication between Rock Island and neighboring jurisdictions.

Public Library

The Rock Island Public Library was the first to open in the State of Illinois. The library first opened in a rented location in downtown Rock Island in 1872. The Main Library, 401 19th Street, first opened

in 1903. Other library locations now include the 30/31 Branch at 3059 30th Street and the Southwest Branch at 9010 Ridgewood Road. The libraries are part of RiverShare Libraries, a group of 20 public and academic libraries in the Quad Cities that allow users to borrow and return books from any library in the system.

The City's library system is in need of upgrades, renovation, and expansion to meet immediate and future needs of the community over the 20-year planning period. The Main Library is in need of exterior repairs and renovations, new furniture, lighting, and an updated electrical system to handle demand for electronic materials. The 30/31 Branch is at capacity for space and cannot accommodate additional growth; there is no additional room for on-site expansion at its current site. Relocation of this library branch to a larger site may be necessary over the 20-year planning period. In the near term, lighting and a new roof have been identified as existing needs for this location. At all locations, technology upgrades are needed and should be evaluated regularly to ensure technology is meeting demands of users and library resources.

Up-to-date facilities maintenance and building plans are recommended to enable library staff to plan annual budgets more effectively. In addition, outreach is a service area the library is looking toward for the future. Library outreach programs reach the underserved, people with special needs, and others in the community unable to visit the library. The purchase of outreach vehicles would be required to develop and implement this type of program.

Public Works

The Public Works Department is responsible for the operation, maintenance, and construction of the public infrastructure of the city and the provision of basic municipal services such as refuse and yard waste collection and snow removal.

The Public Works Administration building at 1309 Mill Street houses Public Works Administration, Engineering, and Fleet. This building was expanded approximately 15-18 years ago and is currently operating slightly beyond capacity in terms of office and storage space. An additional expansion or construction of a new facility should be considered over the course of the planning period.

The Utilities Maintenance Building, located just north of the water treatment plant, houses the City's streets and utilities maintenance workers. This structure, designed to occupy four employees, currently houses 15-20 employees. It is beyond capacity in terms of office space and is no longer functionally meeting the needs of the Public Works Department.

The Municipal Services Building (Streets Garage), also located on Mill Street, houses the City's storage garage, Streets Division, and Levee workers. This building, constructed in 2011, was built to LEED certification standards, including geothermal heating and cooling, native landscaping, and a rain garden. This facility is anticipated to meet the short-term and long-term needs of the Public Works Department.

Water Supply

Rock Island has maintained its municipal water system since 1872. The City's drinking water source is the Mississippi River. The City operates a water treatment plant at 2215 16th Avenue. An average of 5 million gallons of water is pumped daily to this facility for processing. A large ground storage facility and 6 elevated towers supply the 220 miles of water mains and 2,000 fire hydrants that deliver drinking water and provide fire protection throughout the City. To ensure high water quality for residents, the City provides extensive treatment and performs over 15,000 chemical and bacteriological tests annually.

Identified needs for the water system include replacement of the City's oldest water pipes, many of which are undersized (4" diameter instead of the 6" minimum diameter) and some up to 100 years old. An upgrade plan guides the replacement of the aging water distribution

system; replacement is correlated to street reconstruction projects. In addition, the City recently hired a consultant to prepare a facility needs study for the water treatment plant. The recommendations of that study will be forthcoming in the coming months.

Wastewater

Rock Island maintains 250 miles of wastewater collection mains, 7,000 storm inlets and sewer manholes, four waste water pumping stations, two sanitary sewer overflow facilities, and two wastewater treatment plants. A new wastewater treatment facility is currently under construction which will increase the capacity from 16 million gallons per day to 106 million gallons per day. Completion of the new plant is anticipated in the spring of 2014.

In parts of Rock Island, the City operates a combined sewer system, meaning that sewage from homes and businesses are collected in the same pipes as stormwater. In cases of heavy rains, combined sewer overflows (CSO) can occur which cause outfalls into the Mississippi and Rock Rivers. Although diluted with rainwater, CSOs deliver containments to these water sources. While CSOs protect against backups in homes and businesses, flooding in City streets, and bursting underground pipes, reducing CSOs is important in order to prevent any potential adverse effects on receiving water quality. The City's Water Resources Advisory Committee consults with City staff to provide public input and participation in stormwater management and CSO issues.

In August 2000, the U.S. EPA brought suit against the City for alleged violations of the Clean Water Act (CWA). As a result, the City is required to prepare a Combined Sewer Overflow (CSO) Long Term Control Plan (LTCP) consistent with the requirements of the Consent Decree entered into the United States District Court for the Central District of Illinois in the matter of U.S. v. City of Rock Island, Illinois, et al., Civil Action Number 4:00-CV-04076. The City is also required to monitor all combined sewer overflow outfalls and submit an annual report to the Illinois Environmental Protection Agency documenting discharge location and date for each combined sewer overflow. Reports from 2008 to 2012 are available on the City's website. Combined sewer overflow outfalls are expected to reduce to zero to a maximum of four per year once the new wastewater treatment facility is completed and operational.

Stormwater Management

The City developed its stormwater ordinance to protect water quality and ensure that new development and redevelopment does not increase flood or drainage hazards or create unstable conditions susceptible to erosion. The City also developed a stormwater utility through which all developed properties in the City are required to pay a stormwater utility fee based up an estimate of the property's impervious surface area. Impervious surface areas are hard surfaced features such as rooftops, driveways, sidewalks, patios, parking lots, and awnings. Owners of large properties may be able to reduce their stormwater utility fees by constructing and maintaining on-site stormwater management facilities (such as detention basins) designed to reduce runoff quantity or improve runoff quality. The City also has developed the Rain Gardens for Rock Island Program which provides advice and financial assistance to homeowners and businesses to install rain gardens. Rain gardens help to reduce flooding, absorb pollutants, regenerate the water table, promote natural cleansing of stormwater, and sustain wildlife.

Power

The majority of Rock Island residents power their homes with gas and electric services provided by MidAmerican Energy. The City of Rock Island also produces energy at a hydroelectric plant located near 51st Avenue and 11th Street on the Rock River. The City purchased the plant (formerly known as the Sears Powerhouse) from White Hydropower Company in 2008 and invested \$2.2 million in the plant to rehabilitate two existing turbines and the powerhouse, and install two new 300 kilowatt generators. Prior to the purchase of the plant, the City purchased all

its electricity (15,300,000 kilowatt-hours per year) for its facilities, street lights, and traffic signal lights from MidAmerican Energy. The plant now produces about 5,300,000 kilowatt-hours of renewable energy for City facilities (34% of City electricity consumption) and the remainder is purchased from MidAmerican Energy.

Solid Waste Disposal and Recycling

The Public Works Department provides weekly refuse collection to local residents. Curbside recycling is available by subscription, or materials may be dropped off at the Recycling Drop-Off Center at the intersection of 24th Street and 16th Avenue. Accepted materials include plastics, tin and aluminum cans, cardboard, and paper products. The City also offers seasonal leaf and Christmas tree collection. The City partners with Millennial Waste to offer a refuse and yard waste drop-off center at 13606 Knoxville Road Milan, Illinois. Rock Island County Waste Management Agency (RICWMA) also provides drop off services for appliances and used tires, batteries, electronics, household hazardous waste, scrap metal, paper/cardboard, and used motor oil.

The City's fleet of solid waste collection vehicles is 13 years old and is showing significant signs of wear. A replacement fleet will be needed during the course of the planning period to meet the service needs of the City.

Sunset Marina

Sunset Marina is located in Sunset Park at 31st Avenue and the Mississippi River at mile marker 479.8. The marina provides docking space for 473 boats from 16 feet to 60 feet in length. The marina is owned and operated by the City of Rock Island Public Works Department. The Marina has a 35-ton travel lift which can set a boat on land for repairs, take a boat off a trailer for launching, or load a boat on a trailer so it can be transported to another location. A public boat launching ramp is located at the north end of Sunset Park.

Rock Island - Tree City USA

Tree City USA is a national program that provides the framework for community forestry management for cities and towns across America. Communities achieve Tree City USA status by meeting four core standards of sound urban forestry management: maintaining a tree board or department, having a community tree ordinance, spending at least \$2 per capita on urban forestry and celebrating Arbor Day. Participating communities have demonstrated a commitment to caring for and managing their public trees. The City of Rock Island has been a Tree City for 23 years.



Sunset Marina



Highland Springs Golf Course



Rock Island Fitness and Activity Center

Parks and Recreational Facilities

Rock Island offers some of the region’s premiere parks and recreational facilities. From Whitewater Junction to Schwiebert Riverfront Park, Rock Island’s parks draw residents and visitors from throughout the Quad Cities. Currently, Rock Island offers approximately 850 acres of parks and recreational amenities. Table 23 details Rock Island’s many parks and amenities, the newest of which is the Martin Luther King, Jr. Park which opened in August 2013.

In order to keep Rock Island’s parks top in the Quad Cities, upgrades and regularly maintenance is required. The following are short and long term needs identified for the Parks Department: development of a replacement schedule for park structures and playground equipment throughout the City; replacement of fences around ball fields, tennis courts, and park areas; development of Mel McKay Park and reconstruction of Douglas Park, Lincoln Park restrooms and theater building; roof replacement at Rock Island Fitness and Activity Center will be needed within 5-20 years; and ensuring that park and recreation facilities are in compliance with the Americans with Disabilities Act (ADA) within the next five years.

Table 23: Rock Island Parks and Recreational Facilities

Facility Type/Name	Acres	Amenities
Neighborhood Parks		
Jaycee Park	0.5	Basketball courts and playground.
Denkmann Park	1	Basketball courts, picnic shelter, and playground.
Douglas Park	7	Softball/baseball diamonds, concessions, bleachers, playground, and restrooms.
Hasselroth Park	5	Dog park, picnic area, playground, and football/soccer field.
Hauberg Park	8	Civic Center, softball/baseball diamonds, bleachers, hiking, sledding, playground, and restrooms.
Haymaker Park	5	Basketball courts, softball/baseball diamonds, soccer-football field, bleachers, picnic area, and restrooms.
Martin Luther King, Jr. Park	1	Picnic shelters, playground equipment, and stage.
Mel Hodge Park	8	Sand volleyball, basketball/tennis courts, softball/baseball diamonds, bleachers, picnic area, playground, and restrooms.
Old Horace Mann Park	2	Softball/baseball diamond, concessions, and bleachers.
Rauch Park	3	Softball/baseball diamond, playground, and sledding.
Realtors Park	3	Softball/baseball diamond, basketball courts, football/soccer field, and picnic area.
Reservoir Park	7	Softball/baseball diamond and football/soccer field.
Shadybrook Park	6	Basketball courts, softball/baseball diamonds, football/soccer field, sledding, picnic area, and restrooms.
Webber Park	5	Basketball courts, sledding, picnic area, football/soccer field, playground, and restrooms.
31 st Avenue Ball Field	6	Softball/baseball diamonds, bleachers, concessions, picnic area, and restrooms.
Community Parks and Athletic Complexes		
Alan A. Campbell Sports Complex	30	Softball/baseball diamonds, bleachers, concessions, picnic shelter, and restrooms.
Lincoln Park	32	Playground, picnic areas, basketball/volleyball courts, softball/baseball diamond, sledding, and the Genesis Theater.

Table 23: Rock Island Parks and Recreational Facilities

Facility Type/Name	Acres	Amenities
Longview Park	39	Playground, Frisbee golf, basketball/volleyball, football/soccer, ice skating, sledding, greenhouse, and a conservatory.
Mel McKay Park	30	Playground, basketball/tennis courts, football/soccer fields, softball/baseball diamonds, and hiking trails.
Special Use Parks		
Ben Williamson Park	48	Natural area, boat launch, concessions, bleachers, picnic area, and restrooms.
Highland Springs Golf Course	200	Golf course, pro shop, picnic shelter, concessions, and restrooms.
Rock Island Fitness and Activity Center (RIFAC)	13	Swimming pool, basketball courts, and indoor fitness equipment and classrooms.
Saukie Golf Course	125	Golf course, pro shop, natural area, sledding, concessions, and restrooms.
Schwiebert Riverfront Park	7	Art sculptures, digital playground, fountain, observation shelter, promenade, restrooms, stage, urban concrete beach, boat dock, and connection to the Great River Trail.
Skafidas Parkway / Great River Trail	4.5 miles	Hiking, ice skating, boat launch, natural area/lagoon, softball/baseball, playground, picnic shelter, and restrooms.
Sunset Park	250	Marina, boat launch, softball/baseball diamond, sand volleyball, hiking, ice skating, picnic shelter, playground, and restrooms.
Sylvan Slough Natural Area	4	Bald eagle observation area, interpretative signs, access to Great River Recreational Trail, and parking
Whitewater Junction	5	Swimming pool, concessions, picnic area, and restrooms.

Source: Rock Island Park and Recreation Master Plan—2005



Schwiebert Riverfront Park

Community Services

Elementary and Secondary Schools

Rock Island is served by the Rock Island-Milan School District #41. The District is comprised of two preschools, ten elementary schools, and four secondary schools providing pre-kindergarten through 12th grade education for children in Rock Island and Milan. According to the Illinois State Board of Education, enrollments in the District have increased 6 percent between the 2009-10 and 2012-13 school years.

In addition to public schools, Rock Island also has several private schools including Immanuel Lutheran School, Jordan Catholic School, and Alleman High School.

Higher Education

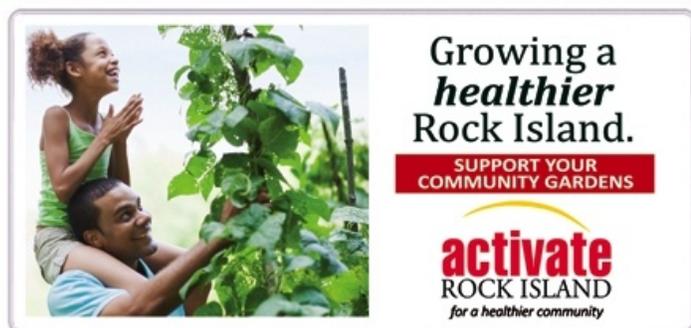
The Quad Cities is also home to numerous institutions of higher learning calibrating students to fit the region's future employment needs. Higher education institutions include Augustana College and the Bible Missionary Institute in Rock Island; the new Western Illinois Riverfront Campus in Moline; St. Ambrose University, Kaplan University, and Palmer Chiropractic in Davenport; Brown Mackie College in Bettendorf; and Blackhawk College and East Central Iowa Community College with multiple locations in the Quad Cities.

Healthcare

Community Health Care, Inc. began providing medical care in Rock Island in March 2003. The clinic provides well-child checkups, school physicals, and immunizations. CHC continues to grow its services at the Rock Island Clinic, with dental services added in November 2005. Trinity Rock Island, located at 2701 17th Street, is a full-service hospital providing trauma and emergency services, intensive care, inpatient and outpatient surgery, heart and vascular care, epilepsy monitoring and neuroscience services, pediatric services, radiology, diagnostics and gastrointestinal lab, rehabilitation services, and mental health and substance abuse services. The hospital is licensed for 338 beds. Trinity recently broke ground to expand its Rock Island location to improve patient safety and privacy, better coordinate care, reduce operational costs, and accommodate increased demand. The expansion will be a 3-story, 90,000 square-foot expansion to the Heart Center and emergency department. In addition to these, numerous smaller physicians, chiropractors, and dental offices are located throughout the City. Trinity Moline also meets healthcare needs of Rock Island and Quad City residents.

Activate Rock Island

Activate Rock Island was formed to address issues of health disparity in West Rock Island. To create an active and healthy community, strategic goals include: provide access to affordable fresh fruits and vegetables; repair or replace sidewalks to make them safer for walking; improve streets to accommodate bicycle and pedestrian traffic.



Neighboring and Overlapping Jurisdictions

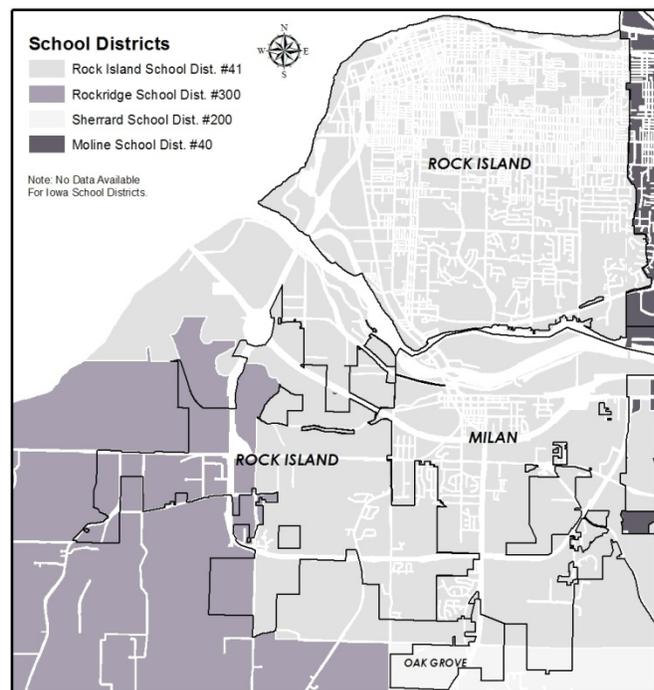
Townships

The Rock Island, South Rock Island, and Blackhawk Townships have boundaries that overlap with the City of Rock Island. In addition, some Rock Island parcels on the east side of the city also overlap with the Moline and South Moline Townships. State Statutes (60 ILCS 1/85-13) enumerate general services on which townships are allowed to spend money, including public safety, environmental protection, public transportation, health, recreation, libraries, social services, and development and retention of business, industrial, manufacturing, and tourist facilities within the township. In addition, a key role of the townships is to assess properties uniformly, which is done at a median level of 33 1/3 of market value, per Illinois Statutes.

School Districts

The Rock Island-Milan School District No. 41 serves residents of both the City of Rock Island and the Village of Milan. The city has a strong working relationship with the School District which has yielded successful results in safe routes implementation, including an award for Safe Routes to School funding to create on-road bicycle lanes in the vicinity of Rock Island Academy. This partnership continues with the development currently underway for a Safe Routes to School Travel Plan for Earl Hanson Elementary and Edison Junior High. The city will continue to work with the School District to implement the Safe Routes to School program as well as provide assistance in assessing impacts of future development on school enrollment and other program or facility needs.

The Rockridge School District serves residents in Southwest Rock Island, Taylor Ridge, Andalusia, and rural parts of Rock Island County to the southwest of Rock Island.



Neighboring Cities and Villages

The Village of Milan is located south of the Rock River, to the south and east of Rock Island's corporate limits. In the 1990s, Rock Island and Milan had an intergovernmental agreement for the provision of water and sewer services. That agreement has since expired and has not been renewed.

The City of Moline is located along Rock Island's eastern border, north of the Rock River. While a portion of Rock Island's 1 1/2 mile extraterritorial jurisdiction overlaps with Moline's 1 1/2 mile extraterritorial jurisdiction, the two communities have an unwritten agreement that planning for the unincorporated land east of Rock Island and north of the Rock River should be the purview of the City of Moline. In 1990, Rock Island and Moline entered into an Intergovernmental Cooperation Municipal Service Agreement for the Wildwood Subdivision, which lies partially within both communities. This agreement outlines provision of municipal services for police and

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fire protection, ambulance service, sewer and water facilities, solid waste pickup, street sweeping, and snow plowing.

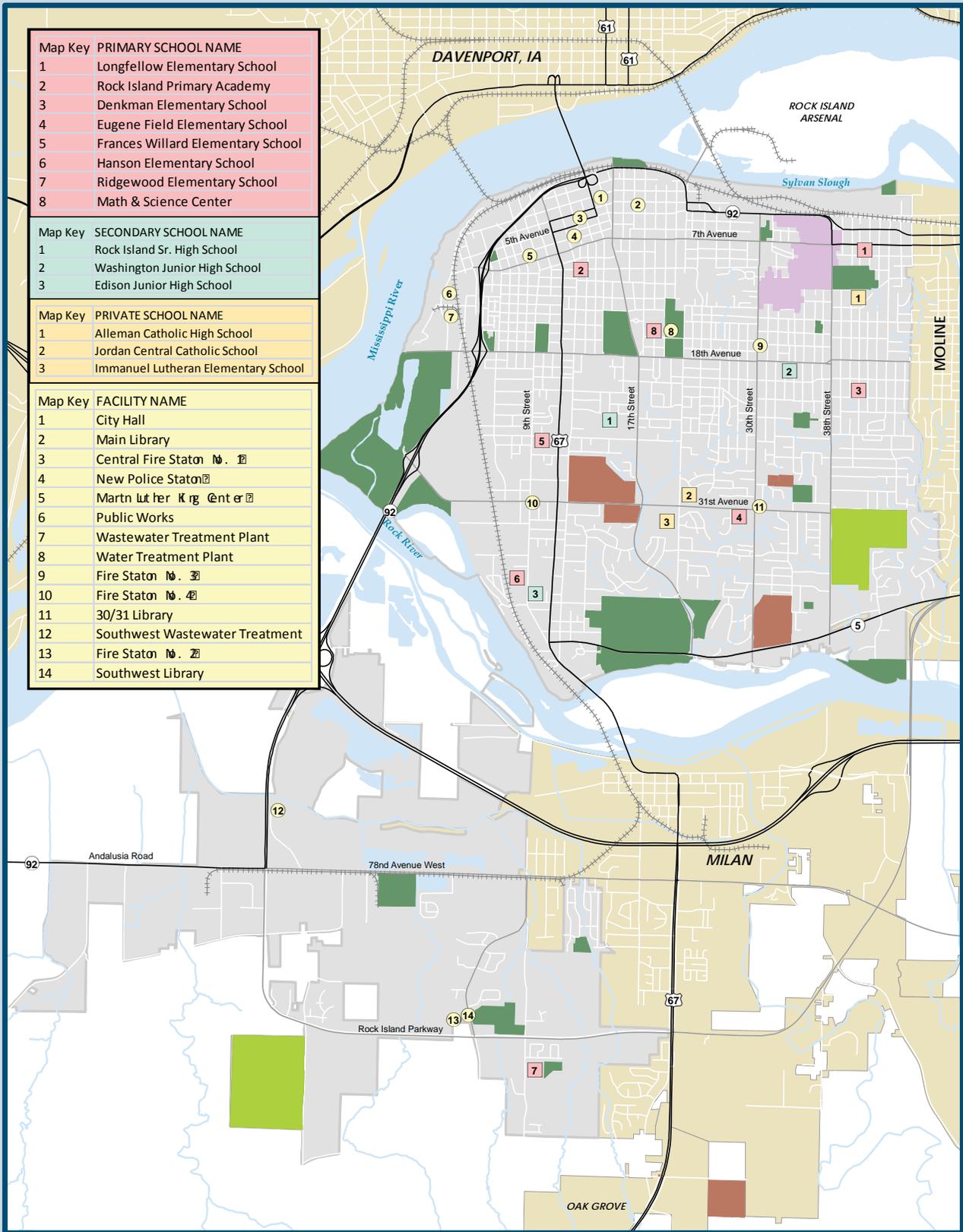
The City of Davenport, Iowa is located directly across the Mississippi River from Rock Island. In 2004, Rock Island and Davenport came together to develop a plan and a shared vision for the Mississippi riverfront. The RiverVision Plan provides a coordinated framework to channel development and configure urban public open space to enhance and improve the quality of life in both communities.

Rock Island County

The City of Rock Island, and the Illinois Quad Cities, is located in Rock Island County. The County is responsible for administering zoning, building, property maintenance, planning, and stormwater and floodplain ordinances in unincorporated areas of the County. In addition, the County Highway Department constructs and maintains 202 miles of County highways and 33 bridges in Rock Island County.

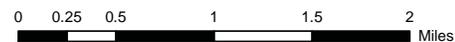
Bi-State Regional Planning Commission

Bi-State Regional Commission is a local, voluntary organization of five counties and 44 municipalities, including the City of Rock Island. Bi-State provides numerous services for member governments, including transportation planning, community and regional programs and services, and data and graphics services.



Map 7: Community Facilities

- City of Rock Island
- Other Municipal Boundaries
- Park & Recreation Facilities
- Golf Courses
- Cemeteries
- US Interstates
- US Highways
- State Highways
- Railroads
- Surface Water



Sources: City of Rock Island, Rock Island County GIS, and Iowa DOT
 Adopted: April 14, 2014

Chapter 2: Planning Legacy

Rock Island has a robust legacy of neighborhood and special area planning. The City's current adopted plans were carefully reviewed to gain a firm understanding of prior City initiatives, assessments, and objectives. Many of these documents have overlapping study areas. In such cases, newer plans generally build upon the vision and recommendations of predecessor plans. This Comprehensive Plan serves as an umbrella and incorporates by reference more detailed plans and studies previously adopted by the City (summarized below). Users should refer back to these documents for more detailed information.

Adopted City of Rock Island Plans

City of Rock Island Strategic Plan (2013-2015)

The Rock Island City Council annually adopts a strategic plan containing an action agenda for the coming one to two years. On September 13-14, 2013, the City Council met for its annual strategic planning retreat to discuss and update City priorities and goals. The Council reviewed progress for 2013-2015+ goals, evaluated the current operating environment and reaffirmed the City's five priorities: infrastructure, financial stability, economic development, redevelopment, and high quality public services. The Council committed to staying the course on the key initiatives adopted in the previous strategic plan and added the additional focus on ensuring clear, transparent and timely communication on City projects and services. A summary of the 2013-2015 Strategic Plan is listed in the text box (right).

College Hill District Revitalization Plan (2013)

The College Hill District is envisioned as a vibrant, growing, sustainable business and neighborhood community that enhances the quality of life for residents and visitors. Key goals of the College Hill District Revitalization Plan include:

- Implementing a unified vision for exterior building elements, storefronts, business signage and streetscape to enhance community character.
- Decreasing the percentage of vacant structures in College Hill District.
- Establishing and branding College Hill District as the most walkable commercial area in the Quad Cities.
- Creating and supporting a compact commercial core.
- Creating a "Living Alley" east of 30th Street and north of 14th Avenue.

City of Rock Island Initiatives and Actions 2013-2015

INFRASTRUCTURE

1. Adopt an annual 5-year Capital Improvement Plan (CIP)
2. Evaluate utility rates that allow continued implementation of utility replacement/rehabilitation
3. Complete street condition inventory and evaluate bonding to accelerate street improvements
4. Complete building and facility inventory
5. Develop long-term control plan
6. Manage police facility project to completion
7. Policy review – sidewalk program
8. Policy review – alley maintenance program

FINANCIAL STABILITY

1. Comply with the City's Fiscal Policy of a balanced budget
2. Develop incentive program for cost cutting ideas
3. Identify alternative revenue streams
4. Implement the 5-year strategic financial plan
5. Benchmark use of current fees and structures with other comparable cities

ECONOMIC DEVELOPMENT

1. Create a comprehensive commercial/retail strategy for:
 - a. Blackhawk Corridor
 - b. 11th Street Corridor
 - c. Southwest Corridor
 - d. Columbia Park/IL 92
 - e. College Hill District
 - f. Cost of doing business
2. Create a neighborhood housing strategy
3. Create a comprehensive city-wide industrial strategy

REDEVELOPMENT

1. Create a vision for downtown
2. Identify acquisition policy and plan for retail development
3. Follow-up implementation in targeted redevelopment areas
4. Discuss housing with housing partners

HIGH QUALITY SERVICES

1. Review and revise current performance measures
2. Review all areas covered by current community survey and adjust to fit the strategic plan
3. Implement new performance measures
4. Improve customer feedback systems
5. Ensure clear, transparent and accurate facts on City projects and services

Arsenal Gateway Revitalization Plan (2013)

In 2012, the City hired MSA Professional Services to prepare a plan to guide redevelopment in the Arsenal Gateway area, which is generally located between 19th and 31st Streets and from the riverfront south to 5 ½ and 8th Avenues. This area overlaps with portions of the Downtown, the riverfront area known as the Quad City Industrial Center (QCIC), and the Greenbush and Broadway neighborhoods. Neighborhood or special area plans have been prepared for each of these subareas (described in the sections that follow) and were reviewed to further their goals within the Arsenal Gateway Plan. The overarching goals and priorities of the Arsenal Gateway Plan include the following:

- Grow the employment base, with a focus on businesses that are synergistic with existing businesses and the Rock Island Arsenal.
- Direct public investment to achieve new development at high-visibility sites, especially near the gateway intersections of 24th Street with 4th and 5th Avenues.
- Ensure that infill development is compatible with the desired neighborhood character.
- Retain older buildings with architectural character and revitalize whenever feasible.
- Grow the population base, including new residents that are diverse in age and ethnicity.
- Ensure walking and biking are safe and viable transportation options at all times of the year, especially crossings of 4th and 5th Avenues and connections to the river.
- Enhance public safety and the perception of safety in the planning area.
- Maintain formal and informal green spaces and public gathering spaces.
- Enhance the appearance and unique identity of the planning area through signage, street furniture, public art, and landscaping.



As this plan was recently adopted, implementation activities have yet to occur.

Rock Island Brick Streets Plan (1988, Amended 2012)

The City initially created the Brick Streets Plan in 1988 to prioritize the repair, maintenance, and reconstruction of Rock Island's historic brick streets. There are six miles of brick streets—approximately four percent of Rock Island's street miles. This plan provides a prioritization list for the preservation of the City's brick streets. Four prioritization categories were created. Category 1 prioritization indicates that those streets should be restored to their original appearance when funds become available. In the 2012 plan, brick streets in the Highland Park Historic District fall within this category as well as 12th Street, between 18th and 46th Avenues. Recommendations for streets identified as categories 2-4 include preservation (2), review by the Preservation Commission prior to resurfacing or repair work commences (3), and resurfacing and patching with materials other than bricks permitted (4). In the 2000 amendment of the Brick Streets Plan, the City Council approved a long-term maintenance budget policy specifically targeted for brick streets. Beginning in 2001, five percent of the annual budget for street maintenance should be set-aside to remove patches and potholes, level surfaces, and generally do surface improvements that would improve the ride-ability and appearance of brick streets.

Economic Development Strategic Plan (2010)

A community-wide Economic Development Strategic Plan was prepared in 2010 to plan for the City's economic future. The plan identifies the following strategies to create a growing, vibrant and environmentally sustainable community.

- Work with business owners and Augustana College to develop a plan to increase business activity in the 30th Street/14th Avenue and 38th Street/14th Avenue commercial districts.
- Create an Arsenal Gateway Business Park near the intersection of 4th Avenue and 24th Street.
- Continue to support new retail development on major transportation corridors and in the downtown.
- Survey the conditions of infrastructure, land use, and vacancies in business parks and develop an asset management plan to improve conditions.
- Develop an outreach communication program targeted towards existing businesses.
- Review brand reassessment effort as it relates to community perceptions and economic development efforts.
- Partner with area organizations who share the City's economic development mission.
- Assist small businesses with international trade opportunities and government contracting.
- Encourage entrepreneurship, including development of the retail incubator as a model for other incubator projects (e.g., manufacturing, arts, technology, and professional services).
- Work with local businesses to determine workforce needs and facilitate efforts to meet those needs.
- Review and revise ordinances regarding business regulation that may encourage or discourage certain business types.
- Evaluate local resources and programs targeted towards development activities.
- Emphasize the importance of environmentally sustainable businesses and work to attract and grow green jobs in the community.
- Support community quality of life enhancements as a means of attracting new business, new residents, and new workforce.

Several implementation activities have occurred since plan adoption, including the creation and recent adoption of the Arsenal Gateway Plan and initiation of a College Hill District Revitalization Plan, which addresses the 30th Street/14th Avenue and 38th Street/14th Avenue commercial districts. In addition, a business incubator consisting of six independent retail suites was created in downtown Rock Island and has been at 100 percent occupancy since August.

Rock Island Bikeways Plan (2009)

The Rock Island Bikeways Plan was developed in 2009 by the Rock Island Bicycle Task Force, a citizen group appointed by the Mayor and City Council. The plan was intended to serve as a blueprint to create a system of connected bike routes through the City. The plan proposes new bike lanes and/or paths on 9th, 20th, and 38th Streets, and 7th, 20th, 20½th, 21st, 31st, and 46th Avenues. Other plan recommendations include:

- Prioritize construction of separated bicycle trails to create a community bikeway system.
- Continue to support biking activities such as Ride the River, Safe Routes to School, and bike safety programs.
- Install bike racks at appropriate locations throughout the City.
- Pursue *Bike Friendly Community* designation by the League of American Bicyclists.

Since the plan was adopted, the City has developed a cost-share program to install bike racks at businesses and City facilities and painted sharrows on select roads to mark shared vehicular and bicycle ways. Sharrows have been installed along 31st Avenue, 17th and 20th Streets from the riverfront to 31st Avenue, 38th Street between 31st and 45th Avenues, and 45th Avenue and 44th Street. Re-evaluation or a possible update of this plan may be worthwhile to ensure that local officials are aware of the priorities set forth in the document and to ensure that implementation activities continue to be carried out. In addition, this plan does not include recommendations for the bicycle system in southwest Rock Island. It is recommended that this area also be included in a future update to the Rock Island Bikeways Plan.

IL Route 92 Traffic Engineering Study (2008)

A traffic engineering study for Illinois Route 92 was prepared by Stanley Consultants in 2008. The study identified a recommended conceptual plan (depicted on the following page) intended to improve traffic flow and enhance the pedestrian environment. Recommendations include:

- Relocate IL 92 from 1st Avenue to 4th and 5th Avenues to enable development of 1st Avenue for local use along the riverfront.
- Reconstruct the 11th Street interchange with IL 92 to provide an additional full access point along the expressway.
- Reduce the width of 5th Avenue to provide two lanes in each direction between 27th and 38th Streets; include screening of adjacent railroad tracks opposite the Augustana College athletic fields.
- Convert 6th and 7th Avenues east of 38th Street to 2-way operation with a relocation of IL 92 to 6th Avenue and reconstruct 7th Avenue to a residential boulevard with wide landscaped medians.

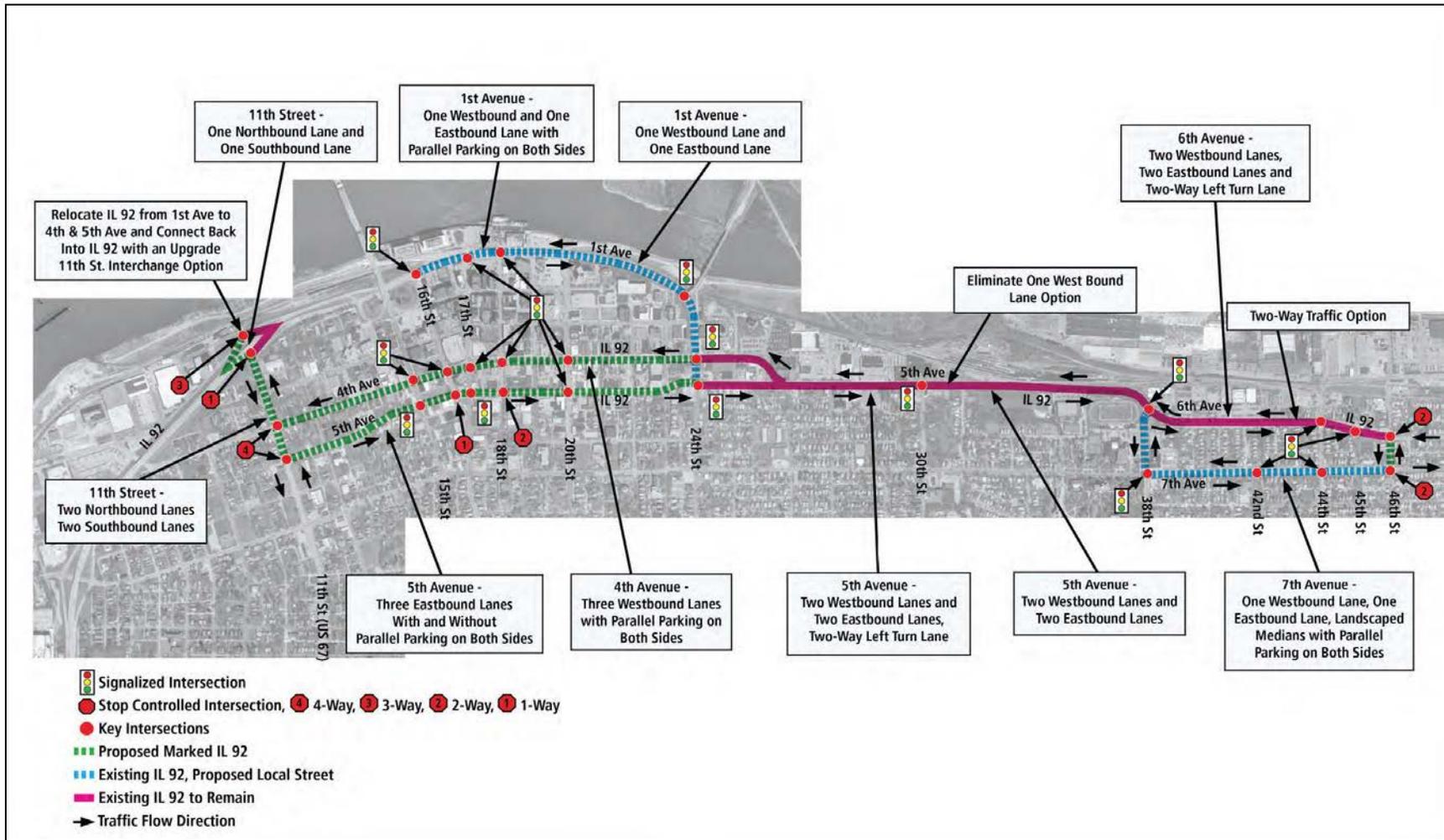
This IL 92 Traffic Engineering Study generally is consistent with the Rock Island Parkway Concept Design Plan (discussed below) in terms of lane reduction on 5th, 6th and, 7th Avenues and the creation of screening and landscaped buffers to enhance the pedestrian environment. The IL 92 study takes the pedestrian improvement concept one step further by proposing to eliminate the 6th and 7th Avenue one-way pair to the east of 38th Street with IL 92 continuing along 6th Avenue with two-way traffic.

Since completion of this study, the City has received preliminary approval from Illinois Department of Transportation to accommodate the relocation of IL 92 from 1st Avenue to the 4th and 5th Avenue one-way pair. Funding must be secured in order to implement this plan.

ArtsPlan Rock Island—The District (2007)

The ArtsPlan was developed in 2007 to provide a set of coherent recommendations for enhancing the arts in Rock Island by partnering with the public and private sectors to support a broad range of artistic endeavors and improve the City's quality of life. The ArtsPlan includes numerous recommendations: creating and implementing an artist loan program; continuing to support the Metro Arts program, District events, and Sculpture in the District program; develop a list of "artist friendly" spaces available in the District; review street furniture and fixture design standards; monitor arts-related federal and state programs; include art in riverfront development initiatives; establish a waterfront performing arts venue; develop a "Guide to the Arts in Rock Island"; support additional murals downtown; expand the downtown banner program; create an arts incubator; develop a public art installation program; create a multiuse community center; and develop an architectural arts lighting program.

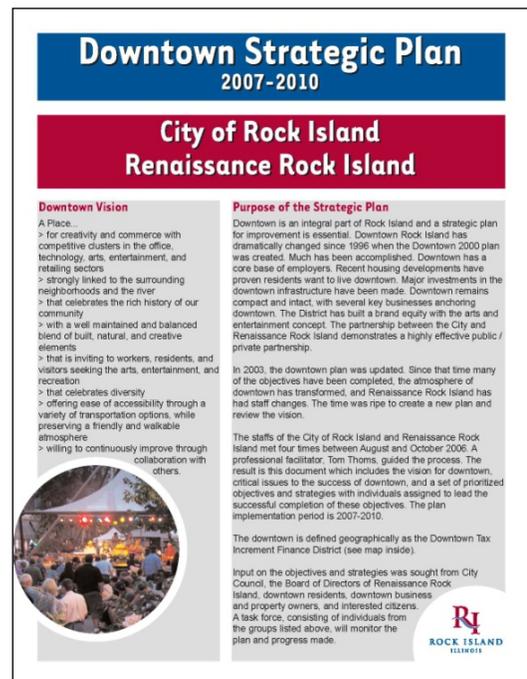
Recommended IL 92 Improvements



Downtown Strategic Plan (1996, Updated 2006)

The City of Rock Island has a long history of planning for the future of the downtown. *Downtown 2000 Strategic Plan*, the initial downtown plan, was prepared in 1991. Since that time, the plan was updated in 1996, 2003, and again in 2006 with the *Downtown Strategic Plan, 2007-2010*. Plan objectives include:

- Increase utilization and occupancy of downtown properties, ultimately enhancing activity and commerce.
- Complete a riverfront plan while integrating the downtown as a place of commerce and recreation.
- Continue to grow the downtown residential population through an understanding of current and future needs.
- Engage the business community to understand their needs, develop solutions, and support the growth of the downtown.
- Continue to enhance a pedestrian friendly downtown.
- Refine and promote the brand of the downtown area (The District).
- Enhance the creation and performance of the arts for sale or public display in the downtown.
- Evaluate nightlife activities and make changes to enhance the image of downtown.



Since 2006, many objectives for the downtown have been completed, such as expanding downtown housing options, including market rate housing, and reclaiming riverfront access and recreation with construction of Schwiebert Park. An updated Downtown Strategic Plan is needed to keep the momentum going to continue to revitalize the downtown. In the spring of 2013, staff from the City of Rock Island and Renaissance Rock Island initiated the process to update the downtown plan for the years 2014-2020. This process is underway.

New Old Chicago Redevelopment Plan (1993, Updated 2006)

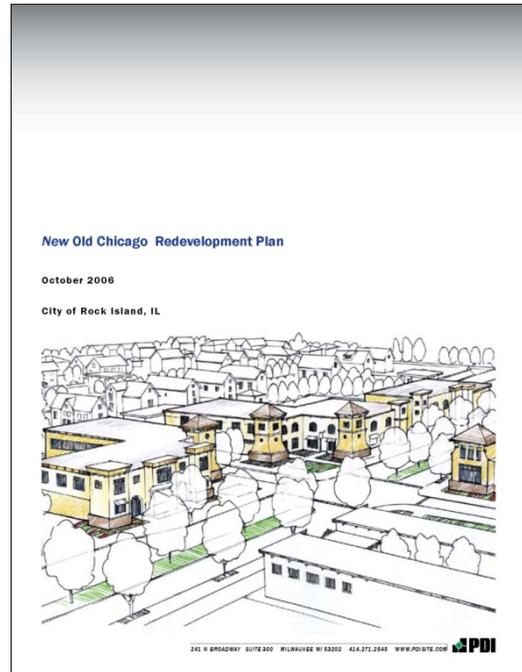
In 2005, the City hired Planning and Design Institute (PDI) to study and recommend urban design and implementation strategies for what is now referred to as the “New Old Chicago” area. This plan supersedes the former Chicago Addition Neighborhood Plan that was developed in 1993. The study area for this plan extends from Rock Island Parkway (IL 92) on the west and north to 12th Street on the east and 12th Avenue to the south. The following project goals and redevelopment concepts were identified in the plan:

- Preserve and enhance established residential neighborhoods.
- Encourage new private sector residential and commercial development.
- Improve the physical condition of public infrastructure (e.g. sidewalks and streets).
- When new development occurs, assure compatibility with adjacent uses and cluster redevelopment efforts to make an impact.

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- Encourage linkages between the neighborhood and the downtown.
- Encourage clusters of infill housing and redevelopment.
- Accompany redevelopment with rehabilitation of adjacent properties.
- Utilize public improvements to increase value and spur redevelopment activity.
- Prioritize public expenditures on infrastructure to maximize private sector investment in redevelopment.

Since the adoption of this plan, several implementation activities have occurred. Recent efforts include the construction of new single family homes on 10th Street between 6th and 7th Avenues with more planned in future phases. These homes were completed by efforts of the Rock Island Economic Growth Corporation (GROWTH) and were funded primarily through HUD's Neighborhood Stabilization Program. New single family homes also have been completed in Habitat Park. Douglas Park Place (addiction recovery facility) opened in 2007, the Martin Luther King Community Center was expanded in 2011, and a new Martin Luther King Community Park was completed in 2013. In addition, bike lanes were added along 7th Avenue from Mill Street to 20th Street. The City also demolished 67 dilapidated structures in the area and will be replacing obsolete infrastructure in the near future. While much has been done to implement this plan, many projects and activities have yet to be completed.



City of Rock Island Comprehensive Parks and Recreation Master Plan (2005)

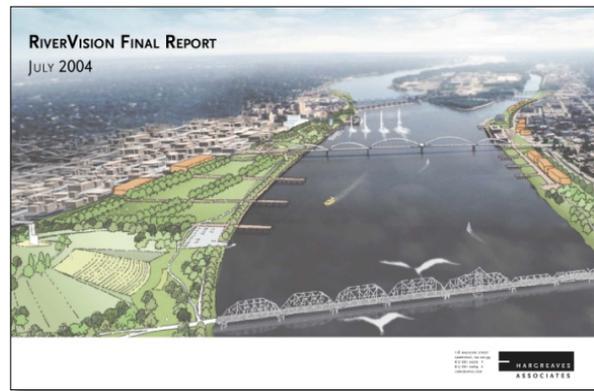
In 2005, the City commissioned the Bi-State Regional Commission to prepare a park and recreation master plan to ensure adequate parklands, recreational facilities, and programs are provided to Rock Island residents in the future. This plan serves as the guide for identifying areas for potential park land acquisition and where redevelopment or upgrades to existing parks should be considered to meet current and future user demands. Specific goals identified in the plan include:

- Preserve and maintain parks, equipment, and facilities.
- Expand parks system land and facilities to be family-oriented and safe.
- Provide adequate and accessible park and recreation opportunities to the citizens of Rock Island in a cost-effective and efficient manner.
- Set aside land and protect natural resources, including the riverfront, for the future benefit and enjoyment of the citizens of Rock Island.
- Enhance the physical beauty and improve the quality of life within the City of Rock Island.
- Comply with the Illinois Accessibility Code (IAC) and Americans with Disabilities Act (ADA).
- Monitor new or changing recreational trends.

The park plan continues to be implemented by the Park and Recreation Department; however, an update to the plan may be warranted to support grant eligibility for park projects.

RiverVision (2004)

In 2003, the Cities of Rock Island and Davenport, Iowa, in conjunction with the Development Association of Rock Island (DARI) and DavenportOne, began the process to develop a visionary plan for revitalizing the Mississippi riverfront—an asset shared by both communities. The RiverVision Plan was created to channel redevelopment efforts and establish a system of urban public open spaces to enhance and improve the quality of life in both cities. RiverVision proposes riverfront redevelopment projects on both sides of the Mississippi. In Rock Island, RiverVision’s strategy takes advantage of the floodwall which enables the city to build right up to the river’s edge. Key projects identified for Rock Island include the following, many of which have been completed since the 2004 adoption of the RiverVision Plan.



Key projects identified for Rock Island include the following, many of which have been completed since the 2004 adoption of the RiverVision Plan.

- Develop a riverfront park at the former site of Jumer’s Casino.
- Establish a transient boat dock near 18th Street to accommodate day-use boaters.
- Develop a parking structure and housing south of 1st Avenue between 17th and 18th Streets.
- Redevelop the McKesson and General Services Administration buildings into mixed-use commercial/retail with upper story residential.
- Establish pedestrian realm enhancements to 1st Avenue between 16th and 19th Streets.
- Expand the Quad Cities Botanical Center and develop a children’s garden.
- Develop housing and mixed-use commercial development immediately south of 1st Avenue at Lot C, Sylvan Slough, and the City water plant.
- Promote adaptive reuse of the former warehouse structure at Crescent Bridge into market-rate residential at Sunset Business Park.
- Develop riverfront housing west of Centennial Bridge and promote infill redevelopment in the New Old Chicago neighborhood.

Upon plan adoption, a RiverVision Coordinating Committee was established to serve as a multijurisdictional task force to see the RiverVision plan to fruition. To date, numerous plan recommendations have been completed or are underway. With the 10th anniversary of the plan quickly approaching, the Committee is working to prioritize projects that remain to be implemented in the next ten years.

Quad City Industrial Center Vision Plan (2004)

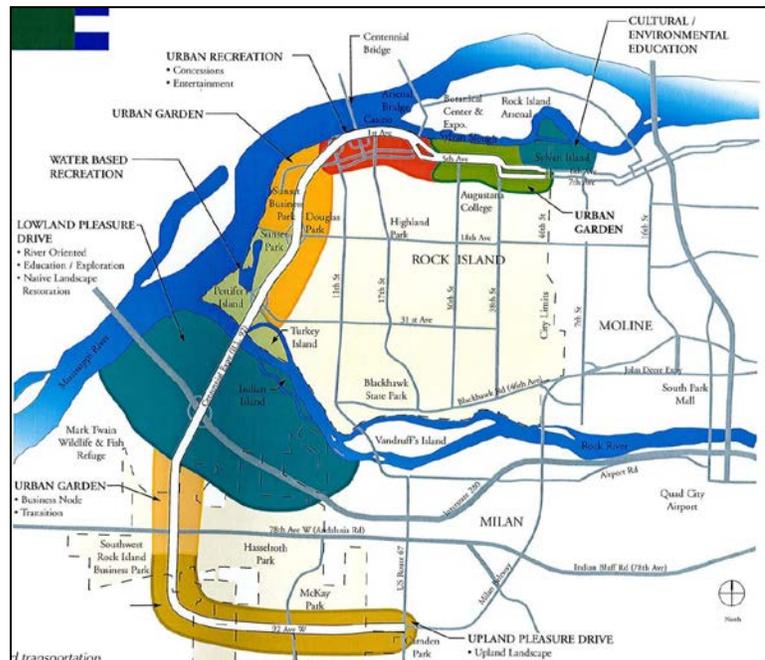
In 2004, the City hired Schreiber Anderson Associates to develop a reuse plan for the former Quad City Industrial Center (QCIC). The plan focuses on the riverfront generally between 28th Street on the west to 46th Street on the east, and south to 7th Avenue. The plan recommends the creation of Columbia Park, named for the original land plat of the area, and development of new river-oriented housing integrated with commercial and recreational opportunities. The development concept identifies a mix of institutional, office, technical, medium density residential uses and a community park north of the railroad tracks. Mixed use development is proposed south of the railroad tracks (see graphic on next page). Since the adoption of this plan, McLaughlin Body and MetroLink have reinvested in their facilities, which makes implementation of this concept less viable in the short term. An update to this plan may be in

Rock Island Parkway Concept Design Plan (2001)

The City hired Schreiber/Anderson Associates and Stanley Consultants in 2001 to prepare a concept plan to better unify and connect the northern and southwestern areas of Rock Island. The broad concept (depicted below) includes six distinct zones to define the IL 92 parkway. These zones form a large linear community park and include the following: cultural/environmental education; urban garden; urban recreation; water-based recreation; lowland pleasure drive; and upland pleasure drive. Design components proposed in the plan include a unified theme for streetscaping, landscaping enhancements, pedestrian-oriented street lighting, and wayfinding. Broad implementation of this plan has not yet occurred. As this plan is now twelve years out from adoption, the City should consider whether the recommendations contained within the plan are still desired, and if so, determine the level of priority for carrying out the outlined implementation activities.

Southwest Rock Island Bicycle System Plan (2001)

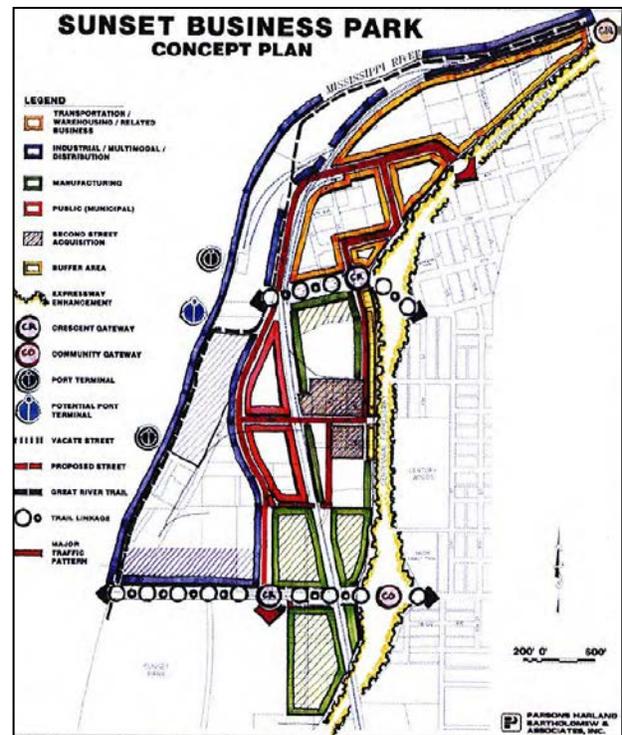
In 2001, Schreiber/Anderson Associates and Stanley Consultants prepared a framework plan to connect bicyclists traveling from the southwest to the northern portion Rock Island and to connect major outdoor destinations, employment centers, schools, and regional bike/pedestrian facilities. Important connections include the Great River Trail and the Hennepin Canal/Grand Illinois Trail/American Discovery Trail. In addition, the plan aimed to increase levels of bicycling while reducing the number of crashes involving bikes and pedestrians. The plan proposes infrastructure improvements, such as designated bikeways, bike lanes, paved shoulders, and traffic and information signs to improve conditions for bicyclists, pedestrians, and motorists. Other recommendations include the formal signing and mapping of designated routes for bicyclists. Broad implementation of this plan has not yet occurred, which likely can be attributed to limited development activity, in particular residential development, occurring in southwest Rock Island. When the City determines that an updated Bikeways Plan is needed, recommendations from this plan should be considered and integrated into the updated plan.



Redevelopment Strategies for the Sunset Business Park (2000)

This concept plan was prepared in 2000 to formulate redevelopment strategies to expand and attract businesses to the Sunset Area and provide employment opportunities for residents in adjacent neighborhoods. Sunset Business Park incorporates approximately 300 acres in northwest Rock Island between the Mississippi River and the Centennial Expressway. At the time this concept plan was prepared, many sites within the business park were underutilized and/or occupied by obsolete facilities. Key recommendations of the concept plan include:

- Acquisition and demolition of incompatible land uses, redesign of interior arterials, and assembly of vacant parcels to create redevelopment sites.
- Relocation of the metal salvage yard at 18th Avenue, removal of the former the warehouse structure at Crescent Bridge, and cleanup of Watts property on 6th Avenue.
- Enforce existing property maintenance codes, develop business park overlay zoning with standards for new development and redevelopment of the Sunset Business Park.
- Provide public improvements such as landscaping, signage, and lighting.
- Perform environmental assessments on contaminated sites.
- Coordinate with the Martin Luther King, Jr. Center and Blackhawk College to develop employee training programs to match needs of existing employers.



Many objectives for the Sunset Business Park have been completed, such as assembly of redevelopment sites and reuse of industrial facilities. In addition, the City has invested in new municipal infrastructure in this area with a new wastewater treatment plant and public works facility. Other activities have not yet been carried out.

Since plan adoption, other City planning initiatives have suggested that the Mississippi Riverfront is a valued natural and community asset that should be preserved and accessible for public use and possible residential development. Further, national economic development trends suggest that communities need modern buildings and infrastructure to remain competitive in attracting and retaining industrial businesses. According to *Area Development*, a respected site location publication, developers are seeking efficient buildings with higher ceilings, larger bays, and access to modern infrastructure, such as multimodal transportation, water, sewer, and broadband. At this time, the City should consider whether continued use of the riverfront for industrial purposes is desired over the 20 year planning period for this Comprehensive Plan.

Southwest Rock Island Plan (2000)

In 2000, Wallace Roberts & Todd, LLC prepared a plan for the development of Southwest Rock Island, which supersedes the Southwest Area Comprehensive Plan 1983. This plan provides an overview of the southwest area and identifies physical and perceived development constraints, such as topographic limitations and negative perceptions of schools, crime, and high taxes. The plan sets forth a vision, objectives, and goals for overcoming development constraints and provides a concept and future land use map to implement the plan. Since adoption of this plan, limited new development has occurred in the southwest area. This reality is partially a result of the national recession beginning in 2008, but also because the City continues to struggle with the issues identified in 2000—topographic limitations and negative perceptions of Rock Island.

Making “Cents” of 11th Street (1999)

In 1999, the City developed a plan for 11th Street that outlined strategies to enhance the character and business development of the entire corridor. Key recommendations of the plan included: establishment of a commercial corridor to provide retail goods and services to serve the immediate market area and the region; improve the visual image of the area through building maintenance, façade improvements, landscaping, and decorative streetscaping features. While progress has been made in achieving many of the goals and strategies outlined in this plan, such as recruitment of specific uses, many other plan objectives of this 1999 plan have not yet been met. Further, the Rock Island City Council determined in its 2012 annual goal setting session that a new strategy be developed for 11th Street. An effort to develop a South 11th Street Plan was initiated by City staff in the summer of 2013. This process is currently underway.

Neighborhood Plans (1992-1996)

In the early 1990s, the City produced several neighborhood plans, including the Keystone Neighborhood Plan (1996), Longview Historic Area Neighborhood Plan (1996), Douglas Park Neighborhood Plan (1994), and the Broadway Neighborhood Conservation Plan (1992). Each of these plans was adopted by the City Council as an addendum to the City’s Comprehensive Plan. Each plan identifies goals and 5-year action strategies for meeting objectives. While many plan recommendations remain relevant in 2013, plan updates may be beneficial to ensure plan relevance and to engage new residents in the Rock Island’s unique neighborhoods.

City of Rock Island Land Use Map (1986)

In 1986, the City adopted a parcel-based Land Use Map detailing the desired future land uses in the City. In 1998, the City amended the Land Use Map to expand the area where commercial land uses might locate along 18th Avenue in the vicinity of 25th, 28th, 29 ½th, and 30th Streets and along 38th Street between 14th and 18th Avenue. In addition to these changes the City also adopted the following commercial development policy statement:

“Reasonable expansion or additions of commercial future land use map designations may be considered by the City on a case by case basis when the proposed rezoning and/or site plan involves development of significant size (such as those taking up a full block) that is well designed with adequate buffers from remaining residential areas. The proposal should be located in proximity to major intersections and also be adjacent to existing commercial uses and/or zoning.”

Blackhawk Road Corridor Development Plan (1984)

The Blackhawk Road Corridor Development Plan was prepared with the intent to direct commercial development to suitable locations while protecting residential areas from negative effects of commercial development such as traffic congestion and safety hazards. The planning area for this document includes the land along the corridor from 24th Street east to the Moline city line. This plan’s recommendations were intended to cover a ten year planning period. As this plan is now nearly 30 years out since initial adoption, it is recommended that it be updated to address current conditions and development trends.

Chapter 3: Public Outreach

A comprehensive citizen review process is critical in developing a plan that accurately reflects the goals and values of the community. This Comprehensive Plan was developed through an eleven month planning process that included a robust public outreach program to ensure that the plan was based on the community's vision for the future. City staff coordinated the planning process and public outreach effort with assistance from Vandewalle & Associates.

Planning Commission Steering Committee Meetings

The City of Rock Island Planning Commission served as the Steering Committee for the development of the Comprehensive Plan. The role of the Steering Committee was to guide the planning effort through review of draft plan documents, review and interpret public input summaries, and provide feedback and direction to City staff and the consultant team. The Steering Committee met seven times during the planning process. Opportunities for public comment were provided at every Planning Commission Steering Committee meeting.

Planning Commission and Department Head Survey

As part of the planning process, Planning Commission members and department heads were asked to complete a short survey to provide their perspective on evolving trends in Rock Island. Topics covered included positive changes in the city over the past 5-10 years; issues and obstacles facing the city; infrastructure and operational needs; and assets, opportunities, and future priorities. Responses are summarized below. Responses regarding facility needs are included in the Utilities and Community Facilities section of Chapter 1.

Positive Changes

- Recent new developments, such as Whitewater Junction, Schwiebert Park, Jumer's Casino, Quad City Botanical Center, and Math and Science Center.
- Reinvestment activities in the downtown, such as adaptive reuse at McKesson Lofts and Jackson Square, expansion of the Martin Luther King, Jr. Community Center, new housing in the New Old Chicago area, and business activity in the College Hill District.
- Future developments planned in Rock Island, including the MetroLink transportation facilities, the new police station, and the Wal-Mart at an 11th Street redevelopment site.

Issues and Obstacles Facing the City

- Population loss, a trend that is evidenced by Census data – Rock Island's population is down about two percent since 2000 and 17 percent since 1980.
- Unfavorable community image related to crime, high taxes, and school performance.
- Deteriorating public infrastructure, such as streets and sidewalks.
- Disinvestment and property maintenance issues.
- Limited unsubsidized new construction and lack of new high-end residential development.
- Recent loss of businesses, including Seifert Clothing, Servus Rubber, and Zimmerman Honda.
- An overall lack of vision for the City.

Infrastructure Needs over the 20 Years

- Street repair and sidewalk maintenance as well as water and sewer system upgrades.
- A connected system of bike routes and off-street multipurpose trails.
- Broadband/wireless internet, especially in the downtown and business development areas.

Existing Assets, Emerging Trends, and Potential Opportunities

- Continuing redevelopment efforts in the downtown and along the Mississippi riverfront and leveraging these assets to promote new development.
- Improving the City's image as business-friendly and working on business retention and expansion.
- Expanding the City's tax base through new business recruitment and development.
- Continuing to develop new housing in the Downtown, West End, and Southwest Rock Island.
- Positioning Rock Island's diversity as an advantage.
- Implementing quality of life improvements to attract new residents, such as families with young children.
- Strengthening development standards to improve the quality of new development.
- Carving out Rock Island's niche in the Quad Cities.

Community Leaders Meeting

City staff and Vandewalle & Associates met with community leaders on August 20, 2013 to discuss the comprehensive planning process and gain insight on how to gather input from hard to reach populations. The following suggestions were provided:

- Staff an information booth at Martin Luther King, Jr. Center's annual Family Fun Day Festival.
- Invite Black Hawk College students to attend the planned Augustana Student Vision Workshop as Augustana students are typically not from Rock Island and leave the city upon graduation, whereas Black Hawk College students are often residents of Rock Island.
- Work with neighborhood associations and other groups to disseminate information about the City's planning efforts.
- Collaborate with the School District for interpreter services to increase participation at community workshops.

Community Vision Workshops

In September 2013, City staff and Vandewalle & Associates conducted two community vision workshops to gather public opinion on a variety of issues related to the future of the community. The first meeting was held on September 16, 2013 at the Martin Luther King, Jr. Community Center. Approximately 50 participants were in attendance. Several interpreters were also in attendance to accommodate members of the community that are non-English speakers. The second meeting was held on September 24, 2013 at St. Pius Catholic Church; approximately 21 participants were in attendance. Interpreter services were not needed at this meeting.

These interactive meetings allowed participants to identify key values and opportunities, spotlight areas of interest and concern, and express their ideas on how the community should grow over the next 20 years. In the first part of this workshop, participants were asked to complete a short questionnaire with questions on what they value most about Rock Island, what the City's most significant opportunities may be for the future, and what are the top challenges the City will face over the next 20 years.

City of Rock Island Comprehensive Plan

Participants identified what they **value most** about Rock Island:

- Neighborhoods (10 responses)
- Diversity (10)
- Parks—especially Blackhawk State Park and Schwiebert Riverfront Park (10)
- History of the community/historic districts (7)
- Augustana College (4)
- Quality of life (4)
- Schools (4)
- Mississippi and Rock Rivers (4)
- Sense of community engagement (4)
- Friendliness/welcoming atmosphere (4)
- The people (3)
- Fiscal responsibility (3)
- Walkability (3)
- Bike paths (3)
- The District (2)
- Small town feel (2)
- Cost of living (2)
- Responsive local leaders (2)
- City services, operations, bus system
- Four seasons
- Scenery
- Tax incentive programs
- Housing diversity
- Open government
- Responsive local leaders
- Good size
- Jumer's Casino
- Courthouse
- Unique food options

Participants identified the following as the **most appealing things** of Rock Island:

- Parks (9 responses)
- Riverfront/river location (7)
- Neighborhoods (6)
- Augustana College (5)
- Downtown revitalization (4)
- Diversity (3)
- Affordable housing (3)
- Welcoming (3)
- History/historic districts (3)
- Events (3)
- Natural beauty (2)
- Bike paths (2)
- Commercial and retail improving (2)
- Library (2)
- Schools (2)
- Hilltop area
- City services
- Support systems for struggling families
- Bus system
- Housing improving
- Nonprofits that contribute to the city
- Old trees
- Active residents
- Multiple easy transportation options
- Small town feel
- Potential to grow and improve

Participants identified the following as the **least appealing things** about Rock Island.

- Vacant buildings/properties (9 responses)
- Streets/infrastructure (8)
- Poor housing appearance (5)
- Riverfront industrial /scrap yard (6)
- Balancing bars and restaurants in the District/late night problems (5)
- School system (5)
- City leadership (4)
- Crime (4)
- Top of the hill vs. bottom of the hill (3)
- Lack of shopping/restaurant options (3)
- Limited employment opportunities (2)
- Lack of awareness of good things (2)
- Teenage mothers (2)
- Evictions (2)
- Litter (2)
- Citizenship
- Homelessness
- Multiple people living in the same house
- Levy obscures views
- Community perception
- Lack of enforcement of city codes
- Focus on attracting big boxes/chains vs. small businesses
- Food desert at bottom of hill (esp. west)
- Summer events too expensive for families
- Management of Century Woods
- Real estate taxes, special assessments
- Attitudes of police officers

Participants identified the following as **missing in Rock Island**:

- Retail and restaurants options (17 responses)
- Transportation options (2)
- Bike trail system (2)
- Activities/supervision for youth (2)
- Solid employers (2)
- Government leadership
- Higher income residents
- Focus on Douglas Park
- Bathroom facilities at Denkmann Park and MLK Parks
- Small businesses
- New housing (market rate, owner occupied)
- Better school system
- Higher education
- Art and cultural opportunities
- Teen club
- Downtown grocery store
- Community center
- Removal of vacant properties

Participants identified the following as options **setting Rock Island apart**:

- Welcoming diversity and young families (5 responses)
- Walkability (4)
- History (3)
- Specialty shopping (2)
- The District (2)
- Local businesses (2)
- Better schools (2)
- Safety
- Going green/homesteading
- Attractive streets with unique lighting
- Eclectic unique areas
- Railroad
- Art galleries
- Affordable living in Quad Cities
- Beautiful homes/neighborhoods
- Good neighbors
- Beautiful parks
- Lower taxes

Participants identified the following as **opportunities** for the future:

- Retail and restaurants options (7 responses)
- Downtown (6)
- Improve schools (4)
- Leadership training for youth (2)
- Diversity (2)
- Sustainability (2)
- Building on historic character (2)
- Housing (2)
- Riverfront
- Jumer's Crossing
- 11th St corridor
- Logistics
- Appeal to young families
- Move Arsenal
- Parks
- Adaptive reuse
- Clean up poorly maintained properties
- Museum
- Promote RI for families
- Jobs
- Start up opportunities for entrepreneurs
- Market rate apartments
- "Immigrant energy"
- Address immigrant/refugee population in the Quad Cities, partner with nonprofits that provide services to them
- Community's openness to change
- Building up all vacant lots
- No more gardens
- Farmers market
- Infrastructure, streets
- Community/neighborhood collaboration
- New businesses
- Homesteading

Participants identified the following as potential **threats or challenges** that Rock Island may face over the next 20 years:

- Aging infrastructure (6)
- City leadership (4)
- Poverty (3)
- Decreasing city revenue (3)
- Declining population (3)
- Crime (3)
- Too much low income housing (2)
- Traditional economic development (2)
- Technical education (2)
- Community perceptions (2)
- Lack of educated population (2)
- Loss of young families to neigh cities (2)
- Lack of employment opportunities
- Vacant properties
- State of Illinois policies on schools, pensions, and poverty
- Housing
- Redevelopment: unique buildings replaced by generic buildings
- Income disparity
- Parking
- Noise downtown
- Industrial development in SW RI
- Augustana taking land off tax roll
- Housing for low wage workers
- Not planning for climate change
- Transportation/fuel costs
- Emphasis on large shopping centers
- Integrating immigrants
- Lack of home buying opportunities for racial/ethnic minorities
- Economy fluxes
- Teen pregnancy
- Loss of green space
- Rental housing
- Limited area for growth
- High taxes

Part two of the workshops involved a mapping exercise to spotlight areas of public interest and concern. Within groups, participants were asked to identify areas that should be singled out for special focus in the plan, including potential areas for new commercial, residential, industrial, redevelopment and infill, and preservation. Summary maps are provided on pages 101-103.

Student Vision Workshops

Vision workshops were held in mid-September for Rock Island High School, Augustana College, and Black Hawk College. The student workshops provided an opportunity for Rock Island's younger residents to express their vision for the future of Rock Island. These workshops also provided insight into what students value most about the community and what factors may influence their decision to remain in Rock Island in the future. These workshops were conducted in the same manner as the community vision workshops, described above. A summary of the student mapping exercise is included on the summary maps on pages 101-103.

Augustana College/Black Hawk College

College students identified what they **value most** about Rock Island:

- Rivers (4)
- Blackhawk State Park (3)
- The District (3)
- Size of the community (2)
- Schwiebert Park (2)
- Parks/green space (2)
- Attractive community
- Available resources
- City maintenance
- Historical values/history
- Sunset Marina
- Shops and restaurants
- Augustana
- Bike trail
- Diversity
- Activities
- Arsenal
- Project Now

City of Rock Island Comprehensive Plan

College students identified the following as the **most appealing things** of Rock Island:

- Riverfront (6)
- Parks/Recreation (4)
- The District (3)
- Improved bike accessibility (3)
- Augustana (2)
- Safe/low crime (2)
- Attractive/appearance (2)
- Low traffic
- Downtown area shopping
- Bars
- Post-industrial architecture
- Amtrak service
- Continued updating and modernization of attractions
- College Hill District
- Distinct neighborhood character
- Quad Cities location

College students identified the following as the **least appealing things** about Rock Island.

- Poor road conditions (6)
- 11th Street (3)
- Poor housing appearance (3)
- Community appearance (2)
- Vacant buildings/closed businesses (2)
- Lack of retail choices
- Lack of parks and bike paths
- Segregation
- Image of neighborhoods around Augustana
- Crime
- Bottom of the hill

College students identified the following as **missing in Rock Island**:

- Retail and restaurants options (9)
- Parks and trails (6)
- Entertainment options
- Better public transportation (bus, street car, ferry, train)
- Emphasis on historic downtown
- Sense of community
- Weekday events downtown
- Dog park

College students identified the following as options **setting Rock Island apart**:

- River (3)
- Be a sustainable city (2)
- Entertainment/night life/improve The District (2)
- Residential maintenance standards
- Railroad
- Green space and parks
- Family friendly
- Growth of Arsenal

College students identified the following as **opportunities** for the future:

- Embracing/connecting to the river (7)
- Improve The District (6)
- Augustana (2)
- Crime control (2)
- Improve the Jumer's area
- Improve bad areas
- Bike paths and lanes
- Grass roots neighborhood organizations
- Wal-Mart
- Jobs
- Connection to Quad Cities
- Historic character
- Improve education system
- Improve infrastructure
- Tax incentives
- Use empty land for parks and agriculture
- Passenger trail
- Arsenal
- John Deere
- Public transportation
- Parks/green space
- Brick streets
- Mixed use development
- Increase stores/restaurants Downtown

College students identified the following as potential **threats or challenges** that Rock Island may face over the next 20 years:

- Perception of the community (5)
- Condition of housing stock (4)
- Retaining residents (3)
- Decreased water quality (2)
- Low density development (2)
- Vacant/run-down buildings (2)
- Poverty (2)
- Declining education system (2)
- Crime (2)
- Taxes (2)
- Competitive wage jobs
- Losing young ambitious people
- Aging infrastructure
- Economic development
- Protection of historic areas
- Public transportation
- Lack of interest
- Sprawl

Rock Island High School

High school students identified what they **value most** about Rock Island:

- Diversity of people, businesses, and food (4)
- Education system (2)
- Seeks public opinions (2)
- Community feel
- Valuing other cultures
- Location right on Mississippi River

High school students identified the following as the **most appealing things** of Rock Island:

- Parks (4)
- Diverse community (3)
- Vast array of activities (2)
- Crime rate is getting better
- Low cost of living
- Festivals
- Location right on Mississippi River
- Variety of business opportunities

High school students identified the following as the **least appealing things** about Rock Island.

- Area below the hill (3)
- Rude/disrespectful people (3)
- Tourism and Shopping
- Entertainment options
- Public education system
- Trash in parks
- Run down houses

High school students identified the following as **missing in Rock Island**:

- Mall, shopping opportunities (7)
- A draw to bring people (2)
- Upgrade to parks (2)
- Restaurants (2)
- Accessible entrance to Rock River
- Parks and nicer businesses down the hill

High school students identified the following as options **setting Rock Island apart**:

- Organize rally/festival on the River (2)
- Adding more accessible parks
- Fixing landscape
- Arsenal
- Reasonably priced place to live w/luxury benefits
- Schools
- Being uniquely Rock Island
- Mississippi River
- Friendliness in any part of the community

High school students identified the following as **opportunities** for the future:

- Improving school district/education (5)
- More shopping (4)
- More jobs (4)
- Environment (3)
- Transportation Options – trains (2)
- Improve the parks (2)
- Bring in more tourist attractions (2)
- Space to expand
- Augustana College
- Alternative Energy – solar
- Rebuilding
- Becoming more widely known
- Affordable environment

High school students identified the following as potential **threats or challenges** that Rock Island may face over the next 20 years:

- Economic downturns (3)
- Not enough growth/jobs (3)
- Lack of education/education level (2)
- Failing school system (2)
- Money (2)
- Road conditions/Terrible roads (2)
- AIDS (2)
- Population leaving area
- People willing to cooperate
- Big stores taking over houses
- Cleaning up Rock Island
- Lack of public transit usage
- Feeling of safety
- Global warming/environment
- Wal-Mart putting others out of business
- Space
- Poor overall environment/reputation
- All of Rock Island becoming like 11th Street

Planning Commission Steering Committee Vision Workshop

In early October, City staff facilitated a final vision workshop with the Planning Commission which was conducted in a format similar to those described above. A summary of the Planning Commission mapping exercise is included on the summary maps on pages 101 and 103.

Planning Commissioners identified what they **value most** about Rock Island:

- Neighborhood environments
- Efficient city services
- Parks
- Ease of getting around
- Can-do mentality
- Citizen involvement
- Diversity
- Best run city in the Quad Cities
- Committed city leaders
- Collaboration of city with professionals

Planning Commissioners identified the following as the **most appealing things** of Rock Island:

- Recapturing the riverfront
- Aggressive in getting new business
- Access to higher education
- Planning and visioning
- Neighborhood planning
- Downtown vitality/new housing downtown
- Excellent city services
- Plentiful cultural offerings
- Good schools
- Amenities (i.e. parks, bike paths, symphony, ballet, drama)

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Planning Commissioners identified the following as the **least appealing things** about Rock Island.

- Tax burden
- Loss of businesses
- Noise from exhaust systems, car stereos
- Underperforming public education system
- West End industrial park
- Perception of amount of public housing
- Lack of Class A office buildings and high-tech office buildings
- Decreasing population
- Condition of buildings - housing/industrial
- Large minority population
- Lack of high-end subdivisions
- Deer population
- Few high quality jobs with benefits
- Lack of adequate pick up of yard waste and bulk items

Planning Commissioners identified the following as **missing in Rock Island:**

- Adequate wireless internet accessibility
- Movie theater
- Retail – particularly in the downtown to support burgeoning housing
- Quality restaurants
- Complete sidewalk network
- Snow removal ordinance for sidewalks

Planning Commissioners identified the following as options **setting Rock Island apart:**

- Community-neighborhood focus
- Leverage local diversity – ethnic businesses, festivals
- Offer more varied opportunities
- Promote local history and historic jazz culture

Planning Commissioners identified the following as **opportunities** for the future:

- Increase connection with Augustana
- Establish a City-County government complex downtown
- Promote Rock Island as a place for sports and conventions
- Paint a center turning lane on 18th Avenue
- Rebirth of “The District” (stage, plaza design)
- Attract start-ups – become an incubator community for new businesses
- Better collaboration between City and School District
- Return multi-family housing to single-family

Planning Commissioners identified the following as potential **threats or challenges** that Rock Island may face over the next 20 years:

- Lack of well-recognized retail
- Limited land availability for development
- Aging infrastructure
- New I-74 bridge and Amtrak in Moline
- Safety concerns in the downtown
- Income restrictions for new homes
- Gaming funding won't last forever
- Negative perception of Rock Island
- Tax burden
- Decline of population and loss of business
- Underperforming schools
- IL 92 community gateways are not inviting
- Ability to attract/retain young residents

Focus Group Work Sessions

Focus groups were facilitated by Vandewalle & Associates in September 2013. The focus groups provided an opportunity for detailed, small-group discussions on specialized areas of expertise. A summary from each focus group is provided below.

Young Professionals Focus Group

Young professional members of the Quad Cities Chamber of Commerce discussed Rock Island's assets and trends along with their impression of key issues and challenges facing the City. Schwiebert Riverfront Park and the riverfront in general were identified as Rock Island's greatest assets. They also suggested, however, that these assets are not fully leveraged to the City's advantage and the opportunity exists to capitalize on these assets in ways that the other Quad City communities have not. For example, a food and beverage venue with riverfront access/views would be a valued amenity. Key issues and challenges facing Rock Island including the following:

- Negative reputation in the Quad City region; particularly with regard to public schools, public safety, high property taxes, and socio-economic factors.
- Challenges retaining families and young professionals, including minority professionals seeking more diverse communities where they may have greater access to their peers.
- Rock Island lacks the type of amenities that draw new residents and visitors (e.g. restaurants, shopping, and entertainment/nightlife options for adults).
- Perception and anecdotal evidence that those living on the Iowa side have very little reason to visit Rock Island or the Illinois side of the Quad Cities.
- Housing options are limited in Rock Island; realtors play a role in directing new Quad City residents to live on the Iowa side.
- A need for a balanced mix of businesses in the downtown and elsewhere in Rock Island. There is also a need for more offices, services, and chain restaurants and retail in addition to the local establishments currently in operation.

Real Estate, Finance, and Development Professionals Focus Group

Professionals representing local real estate agencies, banks, and development firms discussed issues impacting the local real estate and development markets. The topics were discussed:

- High property taxes in Illinois are a deterrent to new development. Rock Island and Moline have the highest tax rates on the Illinois side; on the other hand, lower income tax rates make Illinois a more favorable place to do business.
- Illinois offers residential development incentives (e.g. spec houses are not fully taxed until sold). Rock Island also offers a housing tax rebate program for eligible home buyers.
- New residential growth is needed to maintain and attract middle and upper income residents and residents in the 25-35 demographic. Participants suggested that the best way to capture new residential growth is by providing amenities, such as walkable neighborhoods and school district improvements.
- Challenges for new development include competition with Iowa, which is seen as having a greater number of amenities.
- Fewer greenfield sites are available for development in Rock Island; existing sites are further removed from the urban core and difficult to market.

Small to Mid-Sized Business Owners Focus Group

Attendees discussed issues impacting small business retention and development and opportunities facing Rock Island. This focus group identified Rock Island as “business-friendly,” particularly for small businesses. It also was noted that the Rock Island Arsenal is a significant asset for the community in terms of business attraction—particularly businesses with government contracts. It was also noted that significant potential for new business development exists on Rock Island’s main thoroughfares. In particular, the planned Wal-Mart is likely to spur additional infill development in the vicinity as has happened in other urban areas, including Bettendorf. Key issues and challenges facing Rock Island were identified, including:

- Iowa is a right-to-work state, which puts Illinois and Rock Island at a competitive disadvantage in terms of business development.
- It is costly for small businesses to train young employees and difficult to retain them once the investment in training has been made. Many employers of small businesses place a higher value on tenured professionals that do not require training.
- Rock Island’s school system is struggling compared to other cities in the area, which negatively impacts neighborhoods. It was suggested that the City work with the school district to lower property taxes and improve the image of local schools to stem the tide of people moving to the Iowa side of the river. It was noted that realtors play a role in directing new Quad City residents to live on the Iowa side.
- The City should consider repealing the 1.5% prepared food and beverage tax which increases the sales tax to 9% for restaurant establishments compared to 7% in Scott County, which already has a much better business climate and is experiencing more growth.
- The media negatively and often unfairly portrays Rock Island as having higher rates of crime than other Quad Cities.

CEO/Large Business Owners Focus Group

Attendees discussed issues impacting business development, community assets and attracting new residents Quad Cities. This group indicated that Rock Island’s strength is its vibrant, engaged neighborhoods. Other ideas discussed included:

- Instead of competing with Iowa to attract residents interested in suburban neighborhoods offered in Iowa, Rock Island should instead target those seeking a more urban lifestyle and traditional neighborhoods.
- The Live/Work Rock Island program has been successful in attracting new residents to Rock Island; however, a comparable program should also be made available to middle incomes.
- Rock Island has an urban feel, but is also very manageable in terms of traffic congestion when compared to other cities, such as Chicago. This is a draw for many people.
- Rock Island boasts the highest number of small businesses and the greatest entrepreneurship spirit in the Quad Cities.
- The school district has a poor reputation; however, it was reported that Rock Island High School has a very good, if not the best, college prep program in the Quad Cities.
- Rock Island struggles with high property taxes and limited job opportunities.
- Realtors impact location decisions of future residents. Often, realtors will focus their energy on showing properties on the Iowa side of the Quad Cities.
- Rock Island has struggled to define itself.

- The supporters for local development projects are not always vocal in the community while the minority “not in my backyard” (NIMBY) factions are very vocal. A framework should be set to challenge the arguments that dominate the show.
- There is a very limited draw in attracting visitors to Rock Island. For example, comments on Trip Advisor related to Jumer’s Casino: “Beautiful casino in the middle of nowhere,” “Great casino but don’t expect to do anything else.”
- The private sector should partner with local schools to develop career readiness programs.
- Develop walkable/bikeable places to attract young professionals.
- The retail business incubator has been successful; however, there is a greater need for an environment that fosters creativity, entrepreneurship, and technology without a traditional incubator. The area near Rozz Tox is ideal for such conversations to take place.
- Rock Island should be the expansion location for successful Quad Cities businesses.

Intergovernmental Focus Group

Representatives from neighboring jurisdictions and the Quad Cities Chamber of Commerce were in attendance. Attendees discussed a variety of intergovernmental issues, but largely focused on economic development issues in the Quad Cities.

- Entrepreneurship is a strength in the region; however, connecting entrepreneurs with venture capital is a hurdle, but an important one to overcome.
- Rock Island’s minority population is an asset and many immigrants are starting new businesses.
- The new Amtrak planned for Moline will bring business, help retain students, and attract parents to the Quad Cities. Rock Island should position itself to attract University of Iowa students who have a research and development spirit who want quick access to Chicago.
- Defense is a niche for Rock Island and the Quad City area as a whole due to the location of the Rock Island Arsenal; however, Rock Island has a unique advantage for attracting defense contractors because of its “Rock Island” address.
- The local building stock, and office space in particular, is aging and difficult to retrofit to meet the current demand for office.
- There is a need for flex space and market ready sites in the Quad Cities. There are many opportunities for projects but limited sites.
- Rock Island’s downtown currently lacks the mix of businesses that should be in a downtown.
- A community’s bicycle transportation network is an asset. Currently it is fairly easy to go east to west by bike, however, getting around north to south is difficult due to a lack of connections.

Community Survey

A community-wide survey was conducted in August through September 2013 to solicit opinions about quality of life, city services, housing and neighborhoods, and community and economic development. The survey was available online (using Constant Contact) or in paper format and was advertised by press releases, Facebook, email updates, community meetings, and word of mouth. A total of 444 surveys were completed. Of these, 96% were completed by Rock Island residents. The survey included both multiple choice and open-ended questions.

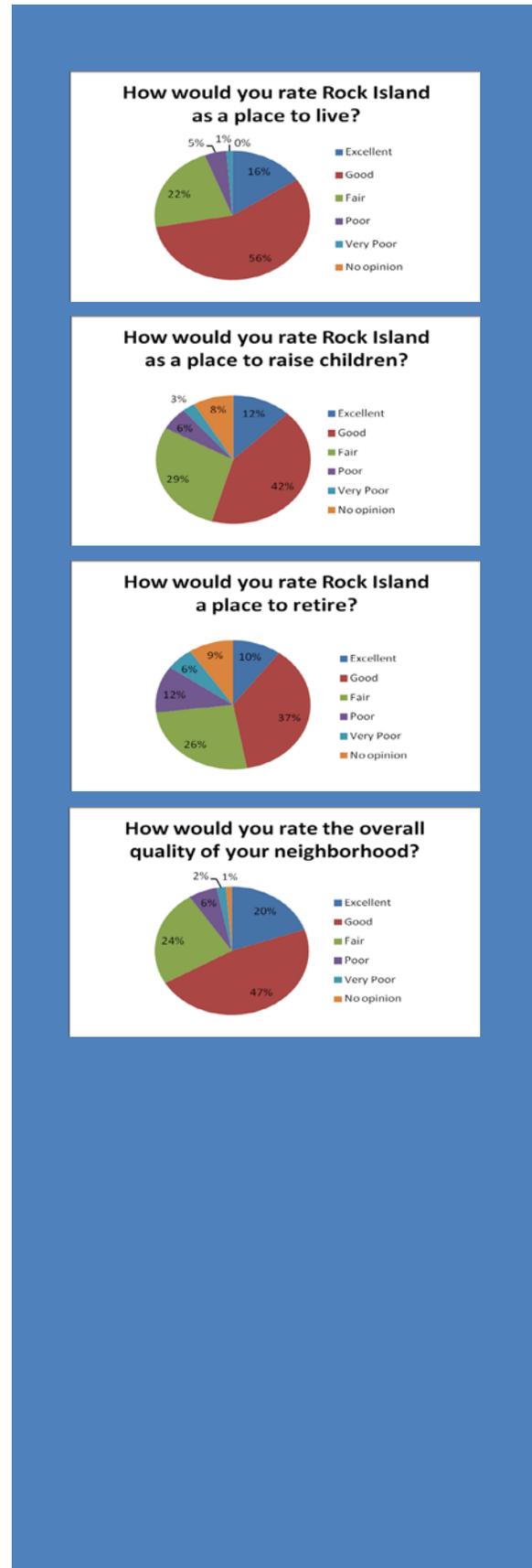
Demographic Information

Many respondents (42%) indicated they have lived in Rock Island for 26 or more years. Another 16% have lived in Rock Island for 16-25 years. Only 4% reported having lived in the City for less than one year. The age of most respondents was 35 and above with 18% between 45-54 and another 28% between 55-64. Less than 1% were under age 18 and just 3% were between 18-24. The majority of respondents (61%) reported having no children under age 18 living in their home. When asked to describe the highest level of education, 31% of respondents indicated "post graduate or secondary degree" and 30% indicated "college degree." When asked to report their annual household income, 22% earn \$60,001-\$90,000; 18% earn \$35,001-60,000; and 17% earn \$90,001-\$120,000. Only 6% reported earning less than \$20,000.

Quality of Life

When asked to rate Rock Island as a place to live, 56% of respondents selected "good" and 16% selected "excellent." When asked to identify the reasons why they and/or their families choose to live in Rock Island, top responses were: near workplace (58%), near family and friends (44%), cost of housing (39%), and hometown (31%). When asked how the quality of life might be improved, the following strategies were prioritized: improve quality of education (46%), increase employment opportunities (34%), improve city infrastructure (e.g., streets, sidewalks, etc.) (32%), and expand shopping opportunities (24%). When asked what one change would most positively impact the quality of life in Rock Island, suggestions included:

- Improve the quality and reputation of the school district.
- Economic development to bring in new business (large and small), raise the tax base, and increase employment (especially high quality jobs with benefits).
- Increase shopping and dining options in Rock Island.
- Improve streets and sidewalks and invest in other infrastructure (e.g. sewer, water, parks).
- Enforce property maintenance and encourage upkeep/improvement of private property.
- Reduce crime and gang activity.



- Attract new and retain current residents, particularly families and young professionals.
- Add more green space and landscaping throughout the City.
- Improve the quality of Downtown Rock Island—make it more family-friendly with fewer bars.

City Services and Infrastructure

When asked to rate city services, respondents indicated the following as “excellent”: garbage collection (43%), snow removal (31%), and recycling (28%). Respondents reported the following as “poor” or “very poor”: street repair (35%) and sidewalk maintenance (37%). When asked how to prioritize maintenance and new investments of infrastructure, highest priority was given to: major streets (41%), water and sewer (32%), neighborhood streets (26%), and city facilities (e.g. City Hall, Police, Fire, and Public Works) (21%). Additional comments included the following:

- Be proactive in maintenance and upgrade of infrastructure.
- Prioritize street reconstruction rather than patchwork repair.
- Improve the sidewalk network, adding sidewalks where missing and replacing sections as needed. Make homeowners aware of the City’s 50/50 sidewalk replacement program.
- Provide additional recycling services—add glass collection or provide a local glass drop-off site; provide curbside collection for businesses.
- Improve options for yard waste collection, such as year-round collection or a drop-off site.
- Increase amount and quality of street lighting—adequate spacing and appropriate height.
- Require snow removal of sidewalks for pedestrian safety, especially for safe routes to school.

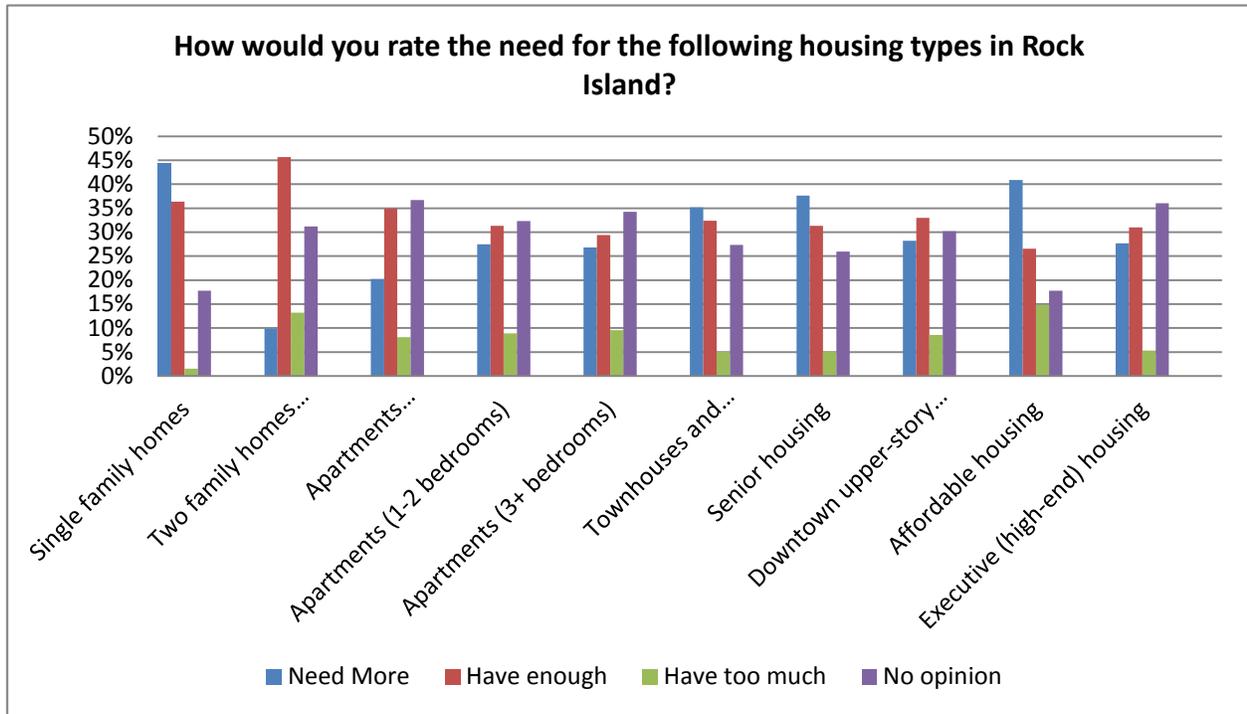
Public Safety

When asked about public safety, 90% of respondents indicated they feel “safe” or “very safe” in their neighborhood during the day; 85% indicated they feel “safe” or “very safe” at night. When asked about safety downtown, 92% of respondents indicated they feel “safe” or “very safe” in downtown during the day, while only 51% indicated they feel “safe” or “very safe” in downtown at night. Another 36% indicated they feel “unsafe” or “very unsafe” in downtown at night.

Housing and Neighborhoods

When asked about the price of housing in Rock Island compared to neighboring communities, the majority of respondents either “agreed” (42%) or “strongly agreed” (29%) that Rock Island is reasonably priced. However, many respondents commented that when factoring property taxes into the equation, housing in Rock Island is slightly less affordable in comparison to other communities. Some respondents also indicated that the value of housing is too low compared to the cost to build or renovate. When asked about the need for new housing, respondents indicated a need for more single family homes (44%), affordable housing (41%), senior housing (38%), and townhouses/condominiums (35%). Two-family homes were thought to be in adequate supply (46%). Additional comments regarding new housing included:

- Expand the housing market with new products to attract key demographic groups (i.e. starter homes, lofts/condos, executive, and senior housing beyond communal living model).
- Maintain and improve the quality of the existing housing stock.
- Expand rental housing market beyond that offered primarily to the low-income earners.
- There is a shortage of single family homes for middle and upper income earners.
- De-emphasize low-income and public housing in Rock Island.



When asked, “What is the best feature in your neighborhood?”, respondents indicated:

- Pleasant small town feel.
- Proximity to schools, recreation, libraries, and commercial areas.
- Architecture and historic structures.
- Neighborhood associations.
- Tree-lined streets.
- Neighbors.
- Public parks.
- Proximity to Augustana College.
- Quiet neighborhood.
- Community involvement.
- Riverfront.
- Ravines and wildlife.
- Bike path along the river.
- Black Hawk Park.
- Saukie Golf Course.
- Low traffic.
- Brick streets.
- Safety.
- Well-maintained homes.
- Diversity of the population.
- Easy access to bus transportation.

When asked, “What would you change about your neighborhood?”, respondents identified the following: add/replace sidewalks where missing/broken (58%), reduce crime/increase safety (32%), create more destinations nearby (27%), and other (27%). The following additional suggestions were provided:

- Address on-street parking.
- Repair streets.
- Add street lights.
- Penalize irresponsible landlords.
- More visible police presence.
- Reduce noise (i.e. motorcycles, car stereos, music from bars).
- Require yard and alley maintenance.
- Repair and occupy abandoned homes.
- Traffic calming.
- Allow backyard chickens.
- Lower property taxes.
- Improve neighborhood appearance.
- Provide more parks, community gardens, and green space.
- Increase walkability and add neighborhood markets.
- Reduce litter.

Community and Economic Development

When asked if the City should offer financial incentives to encourage development and investment, most respondents indicated either “yes” or “it depends”. It was noted that development incentives should be made based on the project, the number and quality of jobs created, how the project fits into the area, and the quality of the business.

When asked where they shop most frequently, 48% “occasionally” shop in downtown and 42% “never” shop downtown. About 62% “never shop” on 11th Street; however, many respondents commented that they will be more likely to shop on 11th Street if a new Wal-Mart store and ancillary development occurs in that area. Fifty percent “occasionally” shop on Blackhawk Road and 27% “often” shop in that area. About 45% “occasionally” shop in the College Hill District and 29% “often” shop in that area. Approximately 39% “often” shop on 18th Street and another 39% shop “very often” in this area. About 57% of respondents “occasionally” shop elsewhere in Rock Island and 48% responded that they “very often” shop outside of Rock Island.



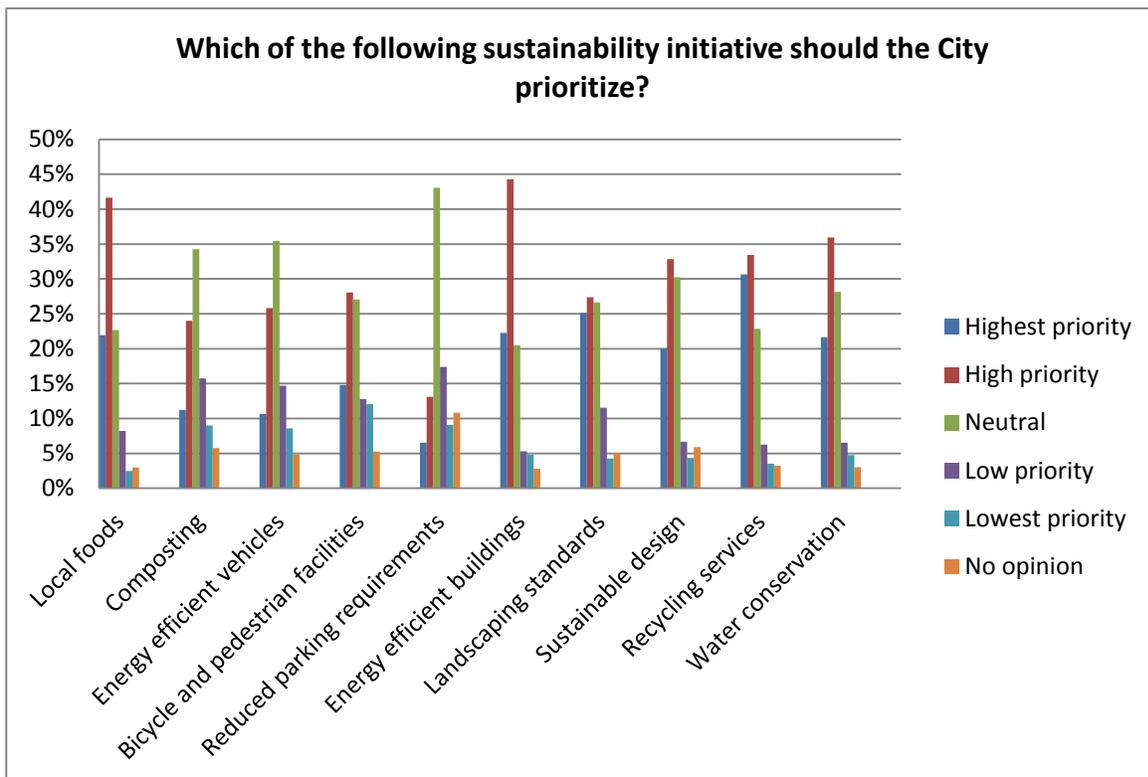
When asked to rate the supply of retail and service businesses in Rock Island, respondents indicated a need for more sit down restaurants (80%) downtown retail and shopping services (72%), department and general merchandise stores (72%), and boutique and specialty stores (58%). Respondents indicated that Rock Island has enough hardware and building supply stores (65%), neighborhood retail and services (51%), fast food restaurants (55%), and large grocery stores (54%). The following additional comments were provided:

- There is a strong desire to shop locally in Rock Island, but limited options available send residents to Moline, Davenport, and Bettendorf for retail needs.
- Attract new businesses to Rock Island that are not offered elsewhere in the Quad Cities.
- Make the downtown “open-for-business” during all typical business hours, not just focusing on late night activity.
- Invest strategically (i.e., infrastructure, human capital, quality of life amenities) to attract development without relying solely on tax increment financing (TIF).
- Adopt higher standards for development (i.e., site planning, design, landscaping standards) before investing too much in new development.
- Investigate what causes the shutdown of existing local businesses.
- New business suggestions for Rock Island include: movie theater, downtown grocery store, farmer’s market, natural food store, chain restaurants, restaurants serving healthy/local food, office supplies, craft store, and lumber yard.

Sustainability Initiatives

When asked whether and what type of sustainability initiatives the City should prioritize, respondents identified that “promoting local foods” should be a “high priority” (42%) or “highest priority” (22%), “promoting energy efficient buildings and site design” should be “high priority” (44%) or “highest priority” (22%), “promoting water conservation” should be “high priority” (36%) or “highest priority” (22%), and “increase recycling services, including residential, commercial, and construction materials” should be “high priority” (33%) or “highest priority” (31%). “Neutral” responses were given to “reduce parking requirements” (43%). Mixed responses ranging from “neutral” to “high priority” were indicated for “require bicycle and pedestrian facilities in new developments,” and “strengthen landscaping requirements for new development.” The following additional comments were provided regarding sustainability:

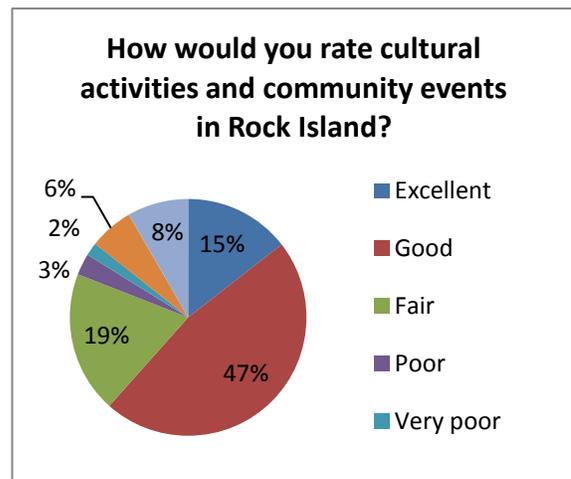
- The greenest buildings are the ones we already have; consider incentivizing rehabilitation of historic buildings as well as new construction.
- Potential partnership with Davenport for community composting; create biogas facility for maintenance and service vehicles.
- Promote the concept of “walkability.”
- Promote west and southwest Rock Island as a destination for “green” companies; make Rock Island a beacon for smart energy.
- Invest in a larger recycling facility that accepts glass and has more accessible bins.
- Utilize solar and wind power.
- Enable the raising of backyard chickens.



Recreation and Cultural Activities

When asked to rate recreational facilities and services, the majority of respondents indicated that all of the recreational facilities and services are either “excellent” or “good.” Additional comments included: modernize the public libraries (i.e., technology upgrades, coffee shop, study rooms, computer lab, large children’s area) and expand recreational program options. When asked what recreational opportunities are missing in Rock Island, respondents identified:

- Bicycle, kayak, and canoe rentals.
- Beach area on the Mississippi.
- Camp sites/general store at Sunset Marina.
- Lacrosse and children’s hockey.
- Increased riverfront access in downtown.
- Olympic-sized lap swimming pool.
- Mountain biking trails and more hiking trails.
- Channel Cat water taxi service connecting Rock Island and Davenport downtowns.
- Dog parks, community gardens, bowling, movie theater, recreation/gaming center, ice rink, roller skating, mini golf, indoor water park, shooting range.
- Walking/biking paths outside of downtown.



When asked to rate cultural activities and community events offered in Rock Island, again, the majority of respondents indicated either “excellent” or “good.” When asked what additional cultural amenities should be offered in Rock Island, responses included:

- Expand downtown entertainment options and provide activities/festivals that attract families, empty nesters, as well as the young adult demographic.
- Offer more festivals and events, such as Taste of Rock Island, Arts Fair, Blues Fest, Fall Festival, Halloween parade, Christmas activities, fundraisers (e.g., 5K races) and multicultural events to reflect Rock Island’s many diverse cultures.
- Farmer’s market similar to Davenport’s Freight House Farmer’s Market—perhaps on an alternate day to complement rather than compete with Davenport’s market.
- Cinema with classic, foreign, and independent film offerings.
- Weekly downtown summer music and food festivals.
- Historical events or educational activities.
- Free annual festivals and events, book readings, block parties, community-based activities.
- Activities or events with a focus on wellness, local gardening, composting, and other environmentally-friendly practices.

Other Community Outreach

In addition to the outreach activities specifically devoted to the comprehensive plan, as described in previous sections, City staff also attended several community events to disseminate information about the planning process. Events included the Neighborhood Partners quarterly meeting on August 29th, Martin Luther King, Jr. Center's annual Family Fun Days on August 31st, NAACP Community Celebration and Resource Fair on September 21st, and a presentation to the Development Association of Rock Island (DARI) on September 19th.



Project Website

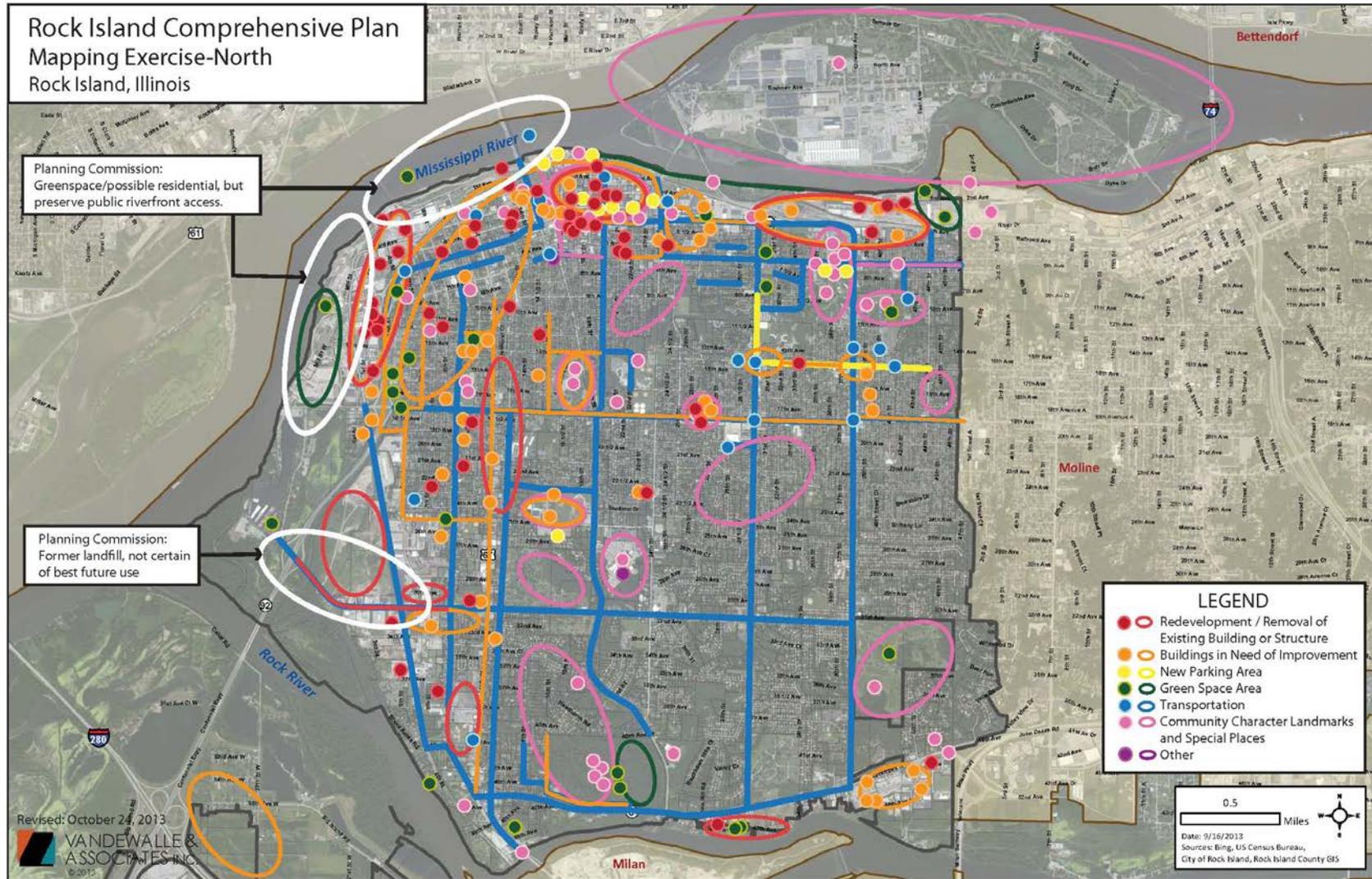
Vandewalle & Associates prepared a Rock Island Comprehensive Plan project website accessible from the City of Rock Island's website homepage. The project website was used to provide input opportunities and information about the planning process. The website included links to draft documents and summaries of public outreach activities as well as an online comments blog.

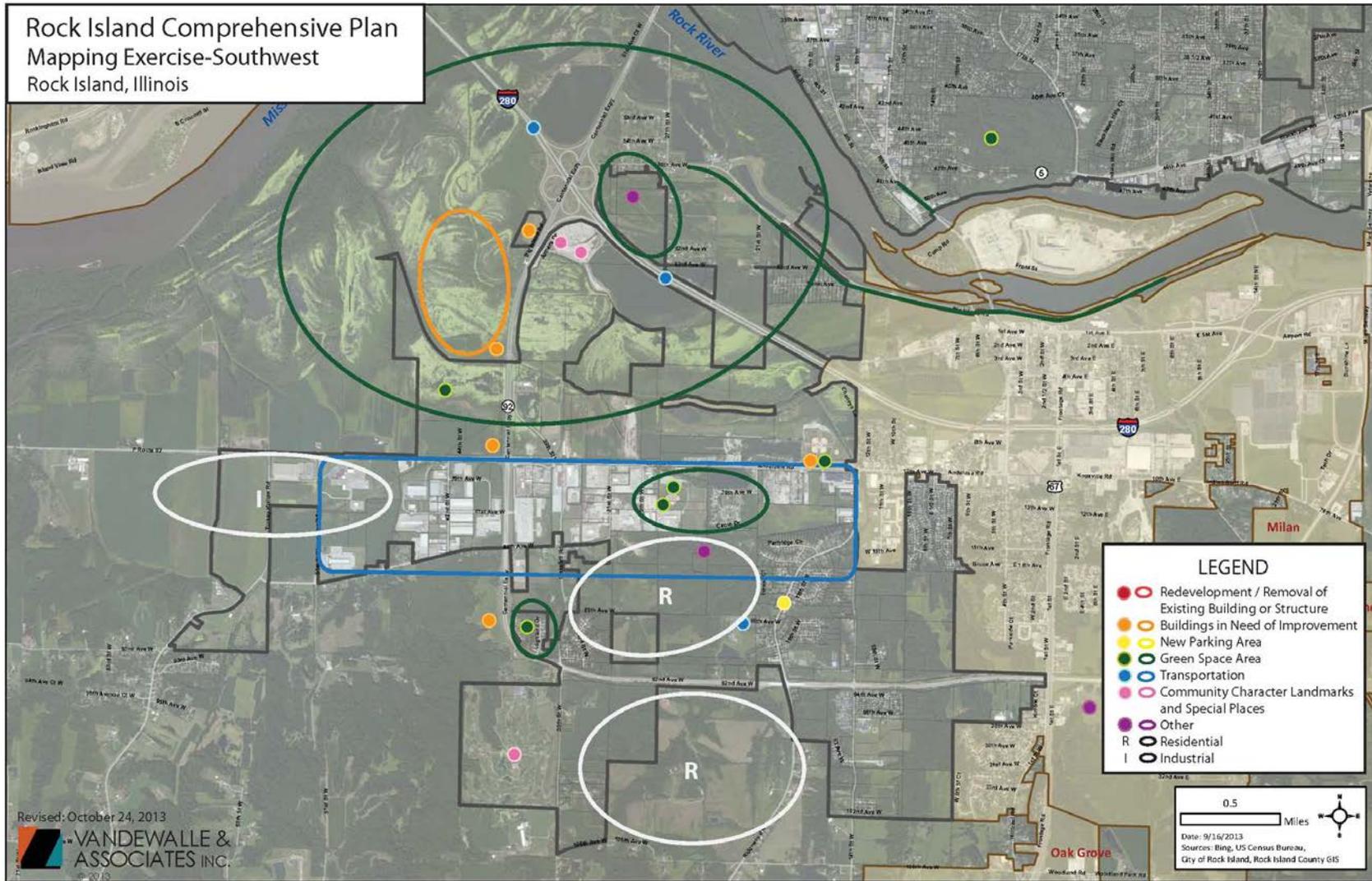
Draft Plan Open House

The City is hosted a public open house on Tuesday, February 25, 2014 to give residents an opportunity to review and comment on the City's draft comprehensive plan. The open house was held at St. John's Lutheran Church in Rock Island. The open house format allowed residents to drop in at any time to learn more about the project and ask questions of city staff and consultants. Approximately 60 residents and business owners were in attendance.

Public Hearings and City Council Adoption

The Planning Commission conducted a public hearing on April 2, 2014. The City Council conducted a separate public hearing on April 7, 2014. Each public hearing afforded the public a final opportunity to express their opinion in favor or opposed to the draft comprehensive plan. The City Council considered and adopted the plan on April 14, 2014.





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Chapter 4: Planning Framework

City of Rock Island *Vision for the Future*

Rock Island is recognized for its cultural diversity, vibrant downtown, and welcoming atmosphere. A destination for the arts, history, and culture, Rock Island offers the best of city living while retaining its small town appeal. Easily accessible, residents take full advantage of all the Quad Cities region has to offer.

Planning Principles, Policies, and Strategies

The following sections contain a vision principle (see textboxes), policies to help the City achieve the principle, and proposed strategies or programs to implement the policies. The recommended time frame, responsible parties, and potential funding sources for implementation are included in Chapter 6.

Built Environment Policies

1. Promote infill development, redevelopment, rehabilitation, and compatible new development throughout the City.
2. Plan for a logical, efficient land-use pattern that accommodates a mix of uses in walkable and bikeable configurations.
3. Adopt high quality site and design standards for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
4. Preserve Rock Island's distinctive architecture and historic character by encouraging preservation, restoration, and adaptive reuse.
5. Support land uses and development projects that enhance and complement existing neighborhoods.
6. Apply greater densities where streets and sidewalks can support increased amounts of traffic and areas that may be served by mass transit.
7. Provide sufficient business and industrial sites to be competitive in attracting new, high quality businesses to Rock Island. Sites should be located to avoid adverse impacts to existing and planned residential neighborhoods.
8. Promote development that respects natural topography, such as conservation development to preserve and protect natural areas.
9. Encourage green building and site design in development and redevelopment projects.
10. Encourage shared driveway access, parking, and coordinated site plan designs for nonresidential uses.
11. Identify brownfield sites within the City and develop a strategy for mitigation and redevelopment into productive uses.

BUILT ENVIRONMENT VISION PRINCIPLES:

Rock Island's built environment is safe, attractive, and highly efficient, enabling residents to easily walk, bike, bus, or drive to destinations and meet daily needs.

Rock Island is a leader in infill development and adaptive reuse, integrating sustainable and conservation-oriented design while retaining our historical context.

12. Leverage Rock Island's Main Street Community status to implement downtown redevelopment efforts.

Built Environment Strategies

Adhere to the Future Land Use Map

Follow the land use recommendations described in Chapter 5 and depicted on Maps 8a and 8b when reviewing new rezoning requests and making land use decisions.

Update to the City's Zoning Ordinance

Prepare a complete update to the City's zoning and other ordinances as needed to develop new zoning districts that reflect proposed future land uses. A zoning ordinance update would also provide an opportunity for the City to review and strengthen design standards to ensure high-quality site and building design for new nonresidential and multifamily development. Development standards proposed for review and update include landscaping; signage; exterior lighting; building placement, massing, and materials; parking; and stormwater management (discussed later in this Chapter).

Adopt Shared Parking Standards

Under Rock Island's current zoning regulations, the conversion of an existing building to a new permitted use does not trigger a requirement for a site plan or the provision of additional parking. In many cases, nonresidential sites have adequate parking for changes in use or occupancy. However, some sites are deficient in parking when land use changes occur due to lot size or other restrictions—for example, a change from an office space (relatively low parking demand) to a restaurant (high parking demand). In such cases, it may be possible for the new use to enter into a formal agreement with a neighboring property owner to share parking where parking demands for each use/business would not be in conflict (e.g. a use with a weekday, daytime customer base complemented with a use serving an evening/weekend customer base).

In addition to land use changes triggering off-street parking concerns, on-street parking has raised some issues locally. Residential permit parking has been adopted on some streets in Rock Island to restrict parking only for residents and their guests. These streets are generally near neighborhood business areas and Augustana College. The intent of such restrictions is to ensure residents are able to find parking on their blocks, near their homes. However, in practice, it has been observed that very few residents participate in the permit program which has resulted in very limited use of on-street parking in areas where parking demand for business uses are relatively high. A return of public on-street parking in these areas would provide a benefit to area businesses and enhance the walkability of neighborhood streets as parked vehicles serve as a buffer between pedestrians and moving on-street traffic.

It is recommended that standards for shared parking agreements and the potential elimination of residential parking permits be addressed in a zoning ordinance update (described above).

Protect Rock Island's Historic Structures

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.

Develop Mixed-Use Centers in Strategic Locations

Mixed use development projects integrate nonresidential and residential uses into places that bring people and commerce together. Mixed use centers typically are designed in configurations to support walking over vehicle use. They are also designed with high quality materials and landscaping that support concentrations of activity which fosters a sense of community. Refer to the “Urban Mixed Use” and “Planned Mixed” Use land use categories in Chapter 5 for detailed policies and recommendations for mixed use centers.

Promote Conservation Developments

Conservation developments (sometimes referred to as cluster developments) protect ecological resources (e.g. woodlands, wetlands, ravines, scenic landscapes etc.) while providing a quality built environment. This goal is achieved by reducing lot sizes to set aside a percentage of the development site as open space or conservation land. The conservation area generally is protected by a conservation easement. Because of its uneven terrain, utility constraints, and locational attributes, land in Southwest Rock Island would lend to an attractive residential development in a natural setting. Refer to the “Conservation Neighborhood” land use category in Chapter 5 for detailed recommendations on how and where conservation neighborhoods might develop in Rock Island.

Encourage Green Building and Site Design

Many communities, including Rock Island, are encouraging green/sustainable building and site design and energy conservation practices. According to the U.S. General Services Administration (GSA), sustainable design seeks to reduce negative impacts on the environment and the health and comfort of building occupants, thereby improving building performance. The basic objectives of sustainable design are to reduce consumption of non-renewable resources, minimize waste, and create healthy, productive environments. Sustainable design principles include the ability to:

- Optimize site potential;
- Minimize non-renewable energy consumption;
- Use environmentally preferable products;
- Protect and conserve water;
- Enhance indoor environmental quality; and
- Optimize operational and maintenance practices.

An avenue to achieve these goals is to adhere to Energy Star and LEED (Leadership in Energy and Environmental Design) certification standards. Energy Star is a voluntary program

Example Mixed Use Centers



Sequoia Commons, Madison, WI: a 3.6 acre infill redevelopment project adjacent to the Westmoreland Neighborhood. The project includes 17,000 square feet of retail, 144 residential units, and a 20,000 square foot Sequoia Branch of the Madison Public Library.

(Photo source: www.sequoyacommons.com)



West Glen Town Center, West Des Moines, IA: a 70-acre mixed-use community located near Interstate 35 and Mills Civic Parkway.

(Photo source: www.thinkconfluence.com)

through the U.S. EPA that helps businesses and individuals improve energy efficiency of their buildings. LEED is a green building tool that addresses the entire building lifecycle. While the upfront construction cost is typically higher, LEED buildings offer lower operating costs, increased structural value, and healthier, safer spaces for occupants.

Rock Island already has demonstrated a commitment to green building. The Municipal Services Building was constructed to LEED standards and incentives are available for new businesses constructing LEED-certified buildings in the Ridgewood Business Park. In addition, the City will work to systematically upgrade existing municipal buildings, equipment, and infrastructure; in doing so it will explore opportunities to promote and encourage green buildings and site design.

Create an Attractive and Inviting Downtown Gateway / Potential Realignment of 15th Street

The Centennial Bridge/15th Street corridor serves approximately 31,000 vehicles daily. This river crossing is not only a gateway to downtown and the City of Rock Island, but also the state of Illinois. Presently, upon entering the community via the Centennial Bridge, visitors pass the Rock Island County Courthouse complex on the right and the Centennial Bridge Visitor's Center on the left. Further down, visitors eventually reach a traffic light at the intersection of 15th Street and 7th Avenue. Existing surface parking, vacant lots, and marginal land uses along 15th Street between 3rd Avenue and 7th Avenue do not impart a positive first impression for visitors nor serve as a regional destination. Reimagining this area could better define the urban character of Rock Island and harness potential of this community gateway.

Attractive entry signage, landscaping, lighting, public art, and redevelopment of key sites along 15th Street will play a lead role in creating the 'Centennial Gateway' as well as demonstrate that Rock Island is investing and reinventing itself. Some of this work has already been completed. As suggested by the Rock Island Parkway Concept Design Plan, pedestrian-scale lighting has been installed along 1st Avenue and from the bridge to 2nd Avenue, and landscaping has been put in place to develop a 'visual' park at the Centennial Bridge/IL 92 interchange. An additional and unique opportunity to enhance the Centennial Gateway is to realign 15th Street, connecting it to 17th Street. Such realignment would lend to redevelopment opportunities between 15th and 16th Streets south of Downtown as well as eliminate a confusing and dangerous intersection at 7th Avenue and 17th Street. Further, the existing visual connection to the bridge when viewed from the crest of the 17th Street hill when traveling northbound would be physically realized, a positive boon for one of the City's primary north-south arterial streets.

Brownfields Redevelopment

According to the U.S. Environmental Protection Agency, a brownfield is "real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." Brownfield sites can be very difficult to redevelop due to uncertainties regarding existence and extent of contamination and costs involved with cleanup. Despite the risks and costs involved, many brownfield sites are located in high profile areas that would be highly marketable if contamination were no longer an issue. Steps to encourage redevelopment include: conduct an inventory of existing or perceived brownfield sites in the City; conduct Phase I and Phase II Environmental Assessments; apply for grants and programs provided through the U.S. Environmental Protection Agency (EPA) and Illinois EPA; and develop financial incentives and market sites to encourage private redevelopment. Rock Island has an active brownfields' assessment and cleanup program for properties with contaminated soil or soil that may be contaminated from past use. The City will work with private property owners as needed to assess and cleanup brownfield sites.

Quality Education Policies

1. Reverse the negative perception of the local public schools by creating a public educational system second to none that includes the best in facilities, teachers and technologies to assure outstanding results at all levels.
2. Work with schools and other education providers to develop strategies to strengthen education across the board for Rock Island students.
3. Collaborate with local employers, high schools, Black Hawk College, and Augustana College to identify and meet workforce education and training needs to support local businesses.
4. Continue to coordinate with the local schools and MetroLink on Safe Routes to School initiatives.
5. Work collaboratively with local schools on issues of mutual concern, such as future school siting, joint services, and facility usage.
6. Collaborate with local schools on adaptive reuse of decommissioned school buildings.

QUALITY EDUCATION VISION

PRINCIPLE:

Rock Island recognizes the essential link between a quality educational system and the strength of the community. Rock Island's exceptional schools attract and retain families, and higher education institutions contribute to innovation and a skilled and diverse workforce to the local economy.

Quality Education Strategies

Reverse the Negative Perception of the Local Education System

The Rock Island-Milan School District, fairly or unfairly, suffers from a negative image in the Quad City region. To combat this image and reinstate our district as a quality educational institution will require a consolidated effort on behalf of both the school district and community leaders. One approach the City may be involved with is a joint marketing campaign with public and private education providers to address misconceptions and better disseminate positive statistics about the Rock Island-Milan School District. Such a campaign should target the real estate community, Chamber of Commerce, local employers, and Quad City area residents. Additional strategies that may be implemented by the school district include: updating aging buildings, ensuring students are adequately prepared for college or the workforce, increasing parental participation in schools, and providing more professional development for teachers. These combined efforts hopefully would attract new families with children to the community, which would enhance and strengthen the district.

Establish Link between Employers and Education Providers

Rock Island and the Quad City region is rich in opportunities for higher education; however, it has been observed that there may be a disconnect between the availability of a trained workforce to meet the modern needs of area employers. The City recognizes the importance of a strong labor force to strengthen the local economy. To help bridge this gap, the City intends to work with Quad City area employers and education providers to identify labor force needs and gaps in educational programming; expand vocational education and academic curriculum to meet the needs of specific businesses and industries; and encourage partnerships to strengthen existing programs and link students to businesses through career exposure, internships, mentoring, and career fairs.

Continue to Collaborate on Safe Routes to School Planning and Implementation

The national Safe Routes to School program strives to improve safety on walking and bicycling routes to school and to encourage children and families to travel between home and school using these modes. The City of Rock Island and the Rock Island-Milan School District have successfully collaborated to develop Safe Routes to School travel plans for several district schools. The City will continue to work with the School District and MetroLink to develop safe walking, biking, and bus routes. City-led efforts will focus on engineering and infrastructure improvements to better accommodate safe travel between schools and neighborhoods.

Work Collaboratively to Address Issues of Mutual Concern

The City has developed a solid working relationship with the Rock Island-Milan School District which serves the northern portion of the City and will work to establish a similar relationship with the Rockridge School District, which serves Southwest Rock Island. In doing so, the City will collaborate with both districts on issues of mutual concern, such as:

- *Improve functionality of existing school sites.* Work with the schools to review existing parking facilities, buildings, drop-off/pick-up areas, and bus parking, including ingress and egress to ensure they are adequate and, if not, identify opportunities for improvement.
- *Educational and recreational programming.* Identify opportunities for expanded use of educational facilities for activities, community events, and adult learning.
- *School location and expansion.* When analyzing potential sites for new school locations, or considering the closure of existing schools, consider issues such as proximity of the student population to the school, and the availability of sidewalks, trails, and transit.

To advance these and other initiatives, the City will meet jointly with the School Districts on an annual basis to identify areas for collaboration and develop strategies to achieve shared goals with a specific focus on land use, economic development, and school facility planning.

Plan for Adaptive Reuse of Decommissioned Schools

Changing demographics and land use patterns have resulted in numerous public school closures in many cities throughout the country, including Rock Island. The closing of neighborhood schools can be emotional for the community, and the repurposing of such properties can be financially, logistically, and politically difficult. Options for closed schools typically include sale for adaptive reuse; mothballing, where the property remains in the school district's hands to provide flexibility to address future enrollment growth or other space needs; and demolition.

The City recognizes that many of its schools have historical value and are excellent candidates for adaptive reuse. However, finding a developer and an appropriate new use in a timely fashion can be a challenge, particularly in a soft real estate market. Further, such buildings are costly to maintain and can deteriorate rapidly if left empty and idle for a period of time. Demolition by neglect can happen quickly if buildings are not properly maintained and secured from vandals.

When facing the closure of a historic school, the City will work with the School District, Rock Island Preservation Commission, Landmarks Illinois, and other entities as appropriate to develop a reuse strategy for the structure. A report by the Pew Charitable Trusts, *Shuttered Public Schools: the Struggle to Bring Old Buildings New Life*, offers a couple of suggestions:

- Move quickly to make buildings available for sale or lease soon after they become empty.
- Make information readily accessible to potential buyers and the general public.
- Obtain outside help in determining appropriate uses for the structure.
- Continue to pay for maintenance, security, and insurance during the search for a purchaser.

- Take steps to ensure that purchasers follow through on announced plans and promises, such as covenants requiring the purchaser to stick with the intended or promised use, exactions for construction delays, and requirements that the new owner not exploit the property for speculation.

The report notes that the easiest buildings to repurpose are those that 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. The report further notes that location can be the most important factor in determining the marketability for a building and that some sites have essentially no value, given the high costs of renovation and demolition.

Prosperous Economy Policies

1. Grow the local economy through the creation, expansion, and growth of new and existing businesses.
2. Enhance economic competitiveness and increase the nonresidential tax base.
3. Develop Rock Island as a regional destination for tourism, shopping, authentic dining, culture, and entertainment.
4. Promote the development of new locally-owned businesses by fostering entrepreneurs interested in small business and emerging industries.
5. Strive to attract high-quality businesses to Rock Island with a particular focus on businesses that provide a diverse mix of high-quality jobs.
6. Encourage and focus redevelopment within Rock Island's Placemaking Areas (refer to Strategic Development Plan) to enhance the economic and fiscal vitality of those areas and the City as a whole.
7. Plan for workforce diversity and a balanced land use, housing, and employment mix.
8. Attract businesses to appropriate parts of Rock Island based on the nature of the business and the character of the area.
9. Emphasize the importance of environmentally sustainable businesses and work to attract and grow green jobs in the community.
10. Encourage community-based economic development by promoting, supporting, and investing in local businesses that serve local needs and use local resources.
11. Clean-up environmentally contaminated sites for economic re-use.
12. Establish community gateways by enhancing and beautifying streetscapes along major corridors, particularly 15th Street from the Centennial Bridge, IL 92, and Blackhawk Road (IL 5).

PROSPEROUS ECONOMY VISION PRINCIPLES:

Rock Island's robust economy is diverse, fosters entrepreneurship, and is based on a balanced approach to economic development.

The competitive cost of living and range of employment opportunities lend to Rock Island's high quality of life.

Prosperous Economy Strategies

Strengthen Connections to Grow Existing Businesses and Foster Entrepreneurship

The business of attracting large new companies to any community is fiercely competitive and often requires significant incentive packages that cannot be met locally. The City understands that while it would be wonderful to attract large new businesses, Rock Island's key economic strength is its existing business base and strong entrepreneurial spirit. This asset must be leveraged to grow the local economy. A regional model for doing that is Greater Dubuque Development's InfoAction program, an outreach program to develop solid relationships with existing businesses. Through regular face-to-face contact with existing businesses and local elected officials and staff, Greater Dubuque has been able to identify how changes to local policies could improve the business climate. For example, training programs have been established; zoning and other public policies has been modified; infrastructure has been upgraded and transportation concerns addressed. The City will work with Renaissance Rock Island, Chamber of Commerce, and other entities as appropriate to develop an outreach strategy to grow and strengthen existing businesses and reach out to local entrepreneurs to develop new businesses.

Further Capitalize on the Downtown Character to Expand Retail and Service-Oriented Businesses

Downtown Rock Island currently offers a mix of civic uses, bars, restaurants, galleries, and entertainment options and some limited retail and service-oriented businesses in a traditional downtown setting. Over the past few years, public and private investment has spurred redevelopment, including new upper story residential, adaptive reuse, and a retail incubator. While these efforts have created forward momentum, there is much yet to be done to continue crafting a vibrant downtown that is attractive and accommodating to *all* residents. The City will continue to work with private partners to promote the downtown for commercial expansion to serve new residents and a regional audience. New businesses should be compatible with Rock Island's unique downtown character, capitalize on its riverfront location, and attract a broad demographic. "Small-box" retail uses and local services that fit well into a dense urban building form (i.e. corner grocer, children's boutique, etc.) should be directed toward the downtown to help further define the downtown identity.

Expand the Scope of "The District" to be an Artisanal, Culinary, and Craftsman Hub

More than a decade ago, the City worked to successfully brand the core of the downtown as "The District"—the arts and entertainment destination of the Quad Cities. Expanding this brand by establishing an Artisanal, Culinary, and Craftsman Hub emphasizes Rock Island's art scene while broadening the scope of what constitutes an "artist". This concept takes advantage of existing craftsmen and art producers in the downtown—Navarro Canoe Company (handcrafted canoes), Quad Cities Woodturners Club, and Dphilms, (film and imaging services)—while building new areas of entrepreneurialism such as artisan foods containing locally grown ingredients. This opportunity could also integrate Rock Island's heritage in historic preservation by fostering trades that specialize in lost building arts for use in location restoration projects (e.g. coppersmiths, blacksmiths, stonecutters, cabinetmakers, etc).

Explore Establishment of a Business Development District

Rock Island has created tax increment financing districts (TIF) to leverage future property taxes to finance improvements and incentivize development. In addition to TIF, Illinois Statutes (65 ILCS 5/11-74.3-1 to 74-3-6) also allows municipalities to establish Business Development Districts (BDD) to stimulate economic activity, create and maintain jobs, increase tax revenues, and construct infrastructure and facilities. Within BDDs, municipalities may impose additional 1% retailers' occupation tax, 1% hotel tax, and 1% sales tax. BDD legislation also permits municipalities to utilize tax revenue growth that has been generated by BDD properties to fund improvements

within the district. BDD funds may be used to pay for project costs as set forth in a Business District Plan such as site acquisition, land assembly, infrastructure improvements, and property maintenance. Like TIF districts, BDDs have a maximum life of 23 years.

Housing and Neighborhoods Policies

1. Promote a greater variety of housing types throughout the City to accommodate all income levels, age groups, and household sizes, including higher income and executive housing.
2. Preserve the integrity of established neighborhoods and promote reinvestment in the City's existing housing stock.
3. Ensure that redevelopment and infill development in existing neighborhoods complements the character and scale of existing homes.
4. Support equitable, affordable housing and plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods.
5. Promote the concept of traditional neighborhoods that provide a mix of housing types, community facilities, and neighborhood-serving businesses.
6. Promote housing that meets market demands and continue to collaborate with Renaissance Rock Island and other entities to promote and develop housing in downtown Rock Island.
7. Be receptive to atypical housing options and configurations to meet diverse housing needs and market desires.
8. Encourage and support the creation of neighborhood associations and locally-led neighborhood planning efforts.
9. Rely on existing neighborhood organizations to enhance/restore a sense of neighborhood pride and to encourage property owners to upkeep their homes and keep neighborhoods safe and clean.
10. Support neighborhood watch programs that work to improve neighborhood safety and security.
11. Ensure that all affordable housing and senior housing is located with adequate access to bicycle and/or pedestrian facilities and is within ½ mile of public transit to ensure residents have access to transportation for work, schools, health care, and social services.

HOUSING AND NEIGHBORHOODS

VISION PRINCIPLES:

Rock Island's diverse, attractive, and architecturally-distinct neighborhoods offer ample housing choices for all residents.

Our safe, clean, and comfortable neighborhoods foster social interaction and a keen sense of community unparalleled in the Quad Cities.

Housing and Neighborhoods Strategies

Develop New Housing in Traditional Neighborhoods

Communities across the country are rediscovering the value of traditional neighborhood design—neighborhoods with variety of housing types located in walking distance to civic, recreational, institutional, and commercial uses. Rock Island is fortunate to have the majority of its housing stock constructed in an era where the traditional neighborhood was the norm. Built

on small lots usually conforming to a linear and interconnected street pattern, these neighborhoods are characterized by tree lined streets and primarily single-family homes. As new housing is developed in Rock Island, either as infill or in new neighborhoods, the City will promote traditional neighborhood design through its "Planned Neighborhoods" land use category (see Chapter 5).

Consider Atypical Housing Types that Meet Diverse Needs

Rock Island's diverse population has diverse housing needs. Much of the local housing stock is in neighborhoods consisting of primarily single family homes. While many residents are satisfied with single family homes and more traditional multifamily housing, such as condominiums, downtown lofts, and senior housing, other options could be made available to further diversify the City's housing stock. The following options could fill niche housing needs and market desires:

- ***Live-Work Units.*** Live-work housing typically consists of a commercial/office (sometimes light manufacturing) and residential component occupied by the same individual(s). Different than a home occupation, live-work housing typically is located in a downtown or mixed use setting and can be configured in a variety of layouts. Live-work housing offers many benefits including: no commute, separate entrances/exits for home and workspace, affordable workspace, space for employees, and access to other entrepreneurs or creative professionals. DuMarche Market on Third in downtown Rock Island is an example of existing live-work units for artists and professionals.
- ***Accessory Dwelling Units (ADU).*** ADUs (a.k.a. mother-in-law suites and granny flats) are a type of housing that is attached to or near the primary dwelling on a lot. ADUs are often occupied by a family member that lives in the house (e.g. an older relative or boomerang child). ADUs provide affordable housing for elderly residents to age in place with family nearby or an opportunity for supplemental income if rented. ADUs may not be appropriate for all areas of the City. Neighborhood plans and/or zoning are tools that can demonstrate where ADUs are appropriate and desired.
- ***Bungalow Courts/ Pocket Neighborhoods.*** Historically, bungalow courts were developed in southern California as a form of multi-family housing that involved groupings of small one-story bungalows or duplexes oriented around a common landscaped courtyard, usually on one property. Today, modern adaptations known as pocket neighborhoods are being developed in the northwestern United States. As defined by Ross Chapin, pocket neighborhoods are clustered groups of houses or apartments gathered around a shared open space—a garden courtyard, pedestrian street, a series of joined backyards, or a reclaimed alley—all of which have a clear sense of territory and shared stewardship.

Example Diverse Housing Options



Above Garage Accessory Dwelling Unit (ADU)

(Photo source: www.accessorydwellings.com)



Pocket Neighborhood

(Photo source: pocket-neighborhood.net)



Bungalow Court

(Photo sources: www.hausangeles.com; www.recruiterexchange.com/cgi/bungalow-court)

- *Cooperative Housing.* Co-op housing is an alternate form of ownership in which the residential property is owned by an organization and then sold as shares to the residents. Co-ops can be almost any type of housing, such as apartments, townhouses, single-family homes, and senior housing. Co-op housing splits the costs on shared housing amenities, and frequently is used as a part of an intentional community initiative. In addition to providing affordable housing, co-ops provide social and community benefits to residents.

Prioritize Neighborhood Reinvestment and Stabilization

As the majority (82%) of the City's housing stock was built before 1970, building maintenance and rehabilitation is a key concern in many Rock Island neighborhoods. In some areas, disinvestment has resulted in severe negative impacts to entire neighborhoods, including blight and crime. The City has had some success in addressing these issues through its Building Inspections Department and through purchase and demolition of blighted structures. The City will continue to work to reverse this trend through its partnerships with Renaissance Rock Island. Strategies to promote reinvestment and stabilize existing neighborhoods include:

- Continue to enforce property maintenance and nuisance codes to maintain neighborhood quality and preserve property values.
- Implement regular improvements to streets, sidewalks, lighting, parks, and other public infrastructure in existing neighborhoods.
- Explore programs and incentives to promote improvement, maintenance, and rehabilitation of existing housing, beyond current programs.
- Develop a sustainable funding source to address residential tear-down and acquisition of abandoned properties (e.g. a percentage of code violation fees).
- Promote neighborhood clean-ups. Such activities could extend to maintenance of vacant properties. Nonprofit organizations potentially could step in to use their connections to community residents to organize these types of efforts.

Encourage the Creation of Neighborhood Associations

A neighborhood association is a recognized organization for a specific geographic location. Most of Rock Island's neighborhoods are built around common themes or physical characteristics. Neighborhood associations are generally formed for the benefit of the area residents. Specifically, neighborhood associations can:

- Provide an outlet for neighbors to communicate, establish positive relationships, and build community.
- Address a particular concern and solve problems within a neighborhood.
- Empower residents to have a voice and work toward common neighborhood goals.
- Provide an avenue to organize neighborhood improvement projects, such as helping elderly residents or others with yard maintenance and snow removal.
- Promote and celebrate diversity in the neighborhood.
- Preserve the unique historical heritage of the neighborhood.

The City of Rock Island recognizes that neighborhood associations can provide many opportunities for residents to work together on initiatives that directly benefit their own neighborhood. The City is, therefore, committed to partnering with residents interested in establishing a neighborhood association for undesignated areas of the City.

Require Neighborhood Development Plans in Advance of New Neighborhood Development

Chapter 5 includes a description of the “Planned Neighborhood” future land use category, which is intended to provide for a variety of housing choices and a mix of nonresidential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. Land for new “Planned Neighborhoods” is located in Southwest Rock Island (refer to Map 8: Future Land Use). The complexity of “Planned Neighborhood” areas suggests the preparation of detailed neighborhood development plans to further guide development of these areas. A plan would be prepared by a developer, a group of property owners, or the City in advance of the approval of individual subdivision plats within the area it covers. Neighborhood development plans specify land use mix, density, street layouts, open space, and stormwater management. They also suggest important connections to future subdivision plats. These neighborhood development plans ideally would be adopted as a detailed component of this Comprehensive Plan once completed. The following is the recommended process to prepare a neighborhood development plan:

- I. *Analysis*: A wide variety of site specific information must be collected about both existing and emerging conditions:
 - a. Collect existing map and plan data for the area and its surroundings related to parcels, topography, soils, land cover and uses, utilities, transportation, recreation, public services, plan recommendations, zoning, and property ownership.
 - b. Evaluate the existing and emerging real estate market.
 - c. Employ meaningful public participation to help identify opportunities and constraints and to help create a vision for the area.
 - d. Conduct property owner, agency, and stakeholder interviews.
- II. *Plan*: Based on the results of the Analysis phase, prepare a detailed neighborhood development plan:
 - a. Draft and confirm a preliminary concept plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian and bicycle networks, and the open space system. For more complex neighborhoods with a variety of options, produce and confirm one or more alternative concept plans.
 - b. Present preliminary concept plan or alternative concept plans for review by the public, stakeholders, agencies and the Planning Commission.
 - c. Produce a draft neighborhood development plan based on the response to the preliminary or alternative concept plans.
 - d. Refine and adopt the neighborhood development plan and integrate it into the Comprehensive Plan as an amendment.
- III. *Implementation*: Following neighborhood development plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:
 - a. Facilitate developments consistent with the neighborhood development plan.
 - b. Establish zoning districts and boundaries in compliance with the plan.
 - c. Review proposed land divisions, conditional use permits, and planned developments based on conformance with the plan, including consideration of land use pattern, density/intensity, community character, and infrastructure recommendations.

Transportation and Mobility Policies

1. Provide an efficient, multi-modal transportation system that accommodates multiple users and is compatible with existing and planned development.
2. Study how other cities across the nation fund their transportation systems. In the interim, continue to use the capital improvement program (CIP) to upgrade roads and other transportation facilities.
3. Establish a "Complete Streets" policy, requiring consideration for bike and pedestrian users whenever a street is constructed or reconstructed, including meeting Americans with Disabilities Act (ADA) requirements.
4. Consider traffic calming measures to improve traffic flow and increase pedestrian activity in tandem with resurfacing and reconstruction projects.
5. Promote transit-oriented development at logical locations with access to multiple transportation options, employment centers, and high density housing.
6. Establish and enforce sidewalk maintenance requirements and continue to encourage sidewalk installation where gaps are present.
7. Ensure new/redeveloped sidewalks are constructed with a terrace buffer to ensure pedestrians are adequately separated from vehicular traffic and sidewalks remain clear of snow and debris.
8. Develop a snow removal ordinance to ensure that sidewalks are cleared of snow to enable pedestrian use in winter months, which is especially important in areas surrounding schools and businesses.
9. Implement the *Rock Island Bikeways Plan* and *Southwest Rock Island Bicycle System Plan* and eventually pursue American League of Bicyclists "Bike Friendly Community" designation.
10. Provide a higher level of maintenance (i.e. surface maintenance and snowplowing) to streets identified as bicycle routes.
11. Ensure adequate parking for bicycles by providing City-owned bike racks where needed and working with business owners to install bicycle parking on private property.
12. Strive to develop an interconnected system of bicycle routes and multi-use trails within Rock Island and connections to the regional trail network.
13. Coordinate with Bi-State Regional Commission to actively participate in regional transportation planning to ensure adequate transportation facilities for trucking, transit, rail, air, and water travel.
14. Work with the MetroLink to continue to provide high-quality transit service to the City.
15. Coordinate with Illinois Department of Transportation (IDOT) on transportation improvements of state highways within the City's municipal limits.
16. Continue to be a leader in the Quad Cities in the provision of "green" transportation infrastructure (i.e. electric vehicle charging stations, hybrid fleet vehicles).

TRANSPORTATION AND MOBILITY VISION PRINCIPLE:

Rock Island's safe, efficient, connected, and well-maintained transportation system enables choice in mode of travel and enhances the quality of life and health of the community.

Complete Streets

As indicated by Smart Growth America's National Complete Streets Coalition, "complete streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations."



(Photo sources: www.smartgrowthamerica.org)

17. Require property owners, developers, or their agent, to fund the preparation of a multimodal traffic impact study, as opposed to a typical traffic impact analysis (TIA), to assess the impacts of proposed development projects on the four primary modes of travel: auto, transit, pedestrian, and bicycle.

Transportation and Mobility Strategies

Adopt an Implement a "Complete Streets" Policy

According to the Smart Growth America's National Complete Streets Coalition, complete streets are designed and operated to enable safe access for all users. Benefits of complete streets include: improved safety and health for all users (including children, older adults, and disabled individuals); lower transportation costs; and local economic revitalization by spurring private development and increasing property values. Instituting a local complete streets policy will ensure that City transportation planners and engineers consistently design and operate local roadways with all users in mind. Detailed design and engineering guidelines for complete streets are available by the Institute for Transportation Engineers (ITE) and American Association of State Highway and Transportation Officials (AASHTO).

Emphasize Roadway/Pavement Management

As suggested by local residents, many City streets are in need of resurfacing or significant repair/rebuilding. The City maintains a pavement inventory system to rate the condition of local roads which is used to program road improvements. The first pavement inventory was created by a consultant in August 2003. City staff inspected the pavement network and made minor revisions to the inventory in 2009. In 2013, the City hired a consultant to update the inventory. Results of that process will be completed in the spring of 2014. The City intends to update the inventory every 4-5 years.

In addition to updating and maintaining the pavement inventory, the City will continue to analyze the road inventory to outline overall budget needs and establish a multi-year street maintenance and improvement program. The City will consider whether current funding levels are sufficient to reduce the backlog of deficiencies. City staff will work with the City Council to determine the level of investment needed to reach community goals for roadway standards.

In addition, the City will consider possible strategies to pass a portion of road costs on to users and properties that generate trips (e.g., transportation utility fee). One community that has implemented such a system is Hillsboro, Oregon, which applies a monthly user fee based on the use of the road system by residents, businesses, government agencies, schools and non-profits. The fee appears on utility bills along with water, sewer, and stormwater fees. In Hillsboro, based on its street

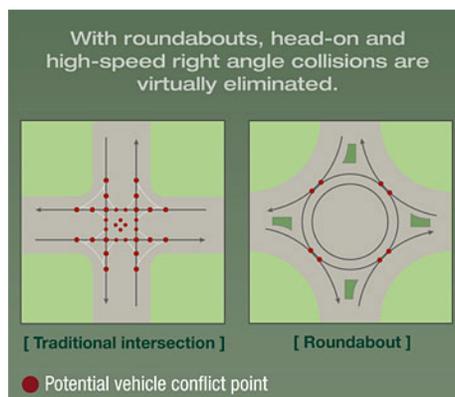
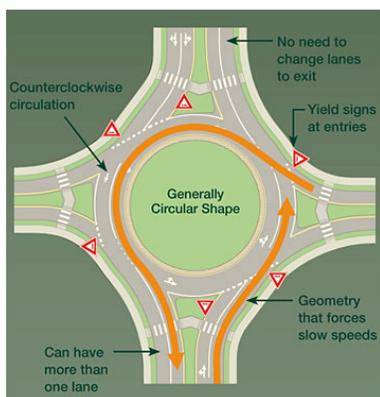
maintenance backlog, residents pay a flat fee of \$3.10 and nonresidential uses pay an amount based on the type of business and the square footage of the structure.

Public concerns about a potential transportation utility fee and current roadway conditions could be addressed through a public education process. This process would highlight the City's current efforts to maintain and regularly update its pavement inventory and the City's strategy for prioritizing improvements. Education would also highlight the cost and benefits to all users of a well-maintained transportation system.

Implement Traffic Calming Measures Where Warranted

As defined by the Institute of Traffic Engineers (ITE), traffic calming is the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior, and improve conditions for non-motorized street users. In other words, traffic calming employs physical changes to the roadway, signage, or operational changes that result in the slowing of traffic with no law enforcement present. Pedestrians in particular benefit from traffic calming. Examples of traffic calming measures include roundabouts, pedestrian crossing islands, curb bulb-outs, speed humps, and roadway narrowing (i.e. road diet), among many others. Some streets in Rock Island may be excellent candidates for roundabouts and roadway narrowing. Other treatments, such as pedestrian crossing islands, may also be appropriate for certain locations, particularly to connect pedestrians to commercial areas.

As defined by Federal Highway Administration (FHWA), roundabouts are circular intersections which reduce traffic conflicts, such as left turns, that are frequent causes of crashes at traditional intersections. Unlike a traffic circle or a rotary, a roundabout's incoming traffic yields to the circulating traffic.



Source: <http://safety.fhwa.dot.gov/intersection/roundabouts>.

Traffic Calming Measures



Pedestrian Crossing Island



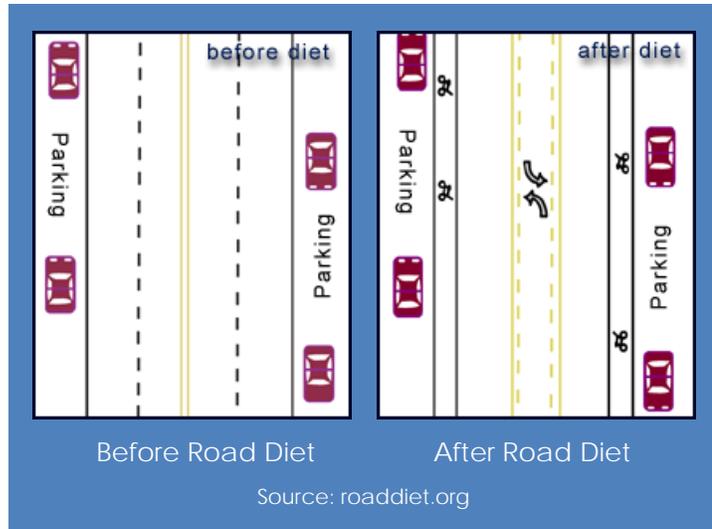
Before Road Diet



After Road Diet

(Photo source: <http://safety.fhwa.dot.gov/>)

A typical road diet involves the conversion of a four-lane undivided road into three lanes made up of two through lanes and a center two-way left turn lane. This reduction allows for the reallocation of the road to other uses, such as bike lanes, pedestrian crossing islands, sidewalks, terrace, and/or parking. As indicated by FHWA, road diets have multiple safety and operational benefits for vehicles and pedestrians, such as reducing rear-end and side-swipe crashes; improving speed limit compliance; decreasing crash severity when crashes do occur; and decreasing the number of vehicle travel lanes for pedestrians to cross,



which reduces the “multiple-threat” crash where one vehicle stops for a pedestrian in a travel lane on a multi-lane road, but the motorist in the next lane does not, resulting in a crash or pedestrian fatality. Rock Island has several roads that are considered overbuilt for the amount of traffic they carry. Potential candidates for road diets and other traffic calming measures include 11th Street, 18th Avenue, 31st Avenue, 4th and 5th Avenue one-ways, and 7th Avenue east of 38th Street.

Support Transit-Oriented Development

Transit-oriented development (TOD) is a type of community development that includes a mix of housing, office, retail and/or other amenities integrated into a walkable neighborhood and located within a ½ mile of quality public transportation. TODs are lauded for their ability to expand mobility choices that reduce dependence on the automobile, reduce transportation costs and free up household income for other purposes, and inspire more healthy and active lifestyles. Other benefits of TODs can include: increased transit ridership and fare revenue; improved access to jobs and economic opportunity; reductions in congestion and pollution; and property value increases in the vicinity of transit investments. As indicated in Chapter 1, Rock Island is working in concert with MetroLink and Renaissance Rock Island to develop a TOD downtown. It is the intention of the City to continue to grow its downtown population and employment base to reap the benefits of transit-oriented development. The City may also consider adopting TOD-enabling development standards (e.g. higher densities) in a zoning ordinance update in logical areas throughout the City, such as adjacent to the MetroLink transfer station, Augustana College, and other highly trafficked commercial corridors.

Strive Toward “Bike Friendly Community” Status

The 2009 Rock Island Bikeways Plan recommends, among other things, that the City pursue Bike Friendly Community designation as awarded by the League of American Bicyclists. According to the League, a bicycle friendly community is one that welcomes bicyclists by providing safe accommodation for cycling and encouraging people to bike for transportation and recreation. Benefits of becoming a more “bike friendly” community include: more transportation choices for citizens; improved public health and greater physical fitness of citizens; reduced traffic demands; improved air quality; increased property values; business growth; and increased tourism. Other benefits include reduced transportation costs for citizens as bicycling is an affordable form of transportation, which can translate into more money to save or spend in the community.

Community Services Policies

1. Emphasize cost effectiveness and energy efficiency in the delivery of public utilities and services.
2. Maximize the use of existing utilities and facilities, and plan for necessary upgrades to ensure adequate capacity and to accommodate future growth. Prioritize upgrades in older and substandard areas.
3. Ensure that the costs of new City utilities and facilities are distributed fairly and equitably.
4. Continue to update the capital improvements program (CIP) to plan and effectively manage utility and infrastructure investments while maintaining reasonable tax rates.
5. Explore opportunities to provide broadband/WI-FI services either City-wide or in certain key areas of the City.
6. Consider developing programs for greater sustainability such as waste reduction, expanded recycling, energy efficiency, and water conservation.
7. Require all new large-scale development/redevelopment in the City to make provisions for handling stormwater.
8. Continue to invest in long-term control to eventually eliminate combined sewer overflows discharged into the Mississippi River.
9. Encourage placement of utilities underground as opportunities for doing so arise.
10. Audit existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.
11. Expand the City municipal code to address renewable energy beyond solar power, such as wind, geothermal, and other alternative energy systems.
12. Maintain the City's status as a Tree City USA community and explore opportunities to further refine the City's urban forestry efforts.

COMMUNITY SERVICE VISION

PRINCIPLES:

Our positive, forward-thinking and responsive local government provides quality services and an open door policy.

Equitably provide accessible and quality public service facilities to all Rock Island residents.

Community Services Strategies

Upgrade and Expand City Facilities and Services as Necessary

The City intends to expand and upgrade community facilities, staff, equipment, and services as determined necessary by the City Council to meet current needs and future demand. City department heads identified facility needs during this planning process (refer to Chapter 1). To ensure that departments are able to continue to effectively serve the community, the City will prepare facility needs studies to determine current and long-range space, technology, equipment, and facility needs. Further, as new facilities are upgraded or rebuilt, the City will ensure compliance with Americans with Disabilities Act (ADA) standards.

In addition to facilities, it was noted in the City's community survey summarized in Chapter 3 that many Rock Island residents are interested in reducing household waste and are seeking an expanded yard waste and curbside recycling program. Over the course of the planning period, the City will work with residents and recycling service providers to explore options for additional

recycling services and waste reduction programs. Programs the City might consider include household hazardous waste, construction and demolition debris, and educational programming to promote residential composting to reduce food scraps from the waste stream.

Modernize City Communications

Rock Island intends to review ways to expand telecommunication services throughout the City and improve how the government communicates internally, as well as with residents and taxpayers. For example:

- Work with telecommunications providers to find opportunities to expand and modernize local internet service throughout the City for the benefit of businesses and residents.
- Explore how the City's website could be improved visually and organizationally, and provide additional options for communicating with residents, businesses, and visitors.
- Provide or support an internet-based community bulletin board or calendar, and enable posting of community events and volunteer opportunities by multiple organizations.
- Explore creation of a "community indicators" section on the City's website to help residents understand trends in their community and the achievement of City plans and policies.

Apply Right Tree-Right Place Standards for Urban Forestry

In addition to maintaining Rock Island's Status as a "Tree City USA" community, the City will apply the Arbor Day Foundation standards to ensure careful planning and placement of new and replacement trees within the City. The Arbor Day Foundation strongly emphasizes development of a landscape plan to ensure that trees are strategically placed to achieve: cooler homes and buildings in the summer and wind breaks in the winter, and placement to avoid conflicts with power lines, buildings, and vehicular site lines. Proper tree selection and placement can also increase property values and overall neighborhood aesthetics.

As outlined by the Arbor Day Foundation, a proper landscape plan takes each of the following into consideration:

- Tree height—will the tree bump into anything when it is fully grown?
- Canopy spread—how wide will the tree grow?
- Deciduous or evergreen—will it lose its leaves in the winter?
- Form or shape—a columnar tree will grow in less space; round and V-shaped species provide the most shade.
- Growth rate—how long will it take for a tree to reach its full height? Slow growing species typically live longer than fast growing species.
- Soil, sun, and moisture requirements.
- Seeds, flowers, fruits, or other detritus—will trees create fruit, nut, or other droppings on busy sidewalks?
- Hardiness zone—can the tree withstand local temperature extremes?

Healthy Community Policies

1. Support community gardens, farmers' markets, urban agriculture, and other similar community-based food projects.
2. Collaborate with groups such as Activate Rock Island to encourage local institutions with large food service responsibilities, such as schools, hospitals, restaurants, and convention centers to seek local food procurement options.
3. Encourage the establishment of farms with diverse agricultural products in the vicinity of Rock Island to improve the availability of fresh, locally grown produce in Rock Island and the Quad Cities area.
4. Work with the Police and Fire Departments to ensure the safety and security of all Rock Island residents, including at-risk populations.
5. Cooperate with the Trinity Medical Center and other health care providers as necessary to ensure that quality healthcare is accessible to all residents.
6. Work with the U.S. EPA, Illinois EPA, and other entities to cleanup brownfield sites to reduce exposure to toxins and pollutants in the natural and built environment.
7. Provide accessible places for physical activity such as parks, recreation programs and facilities that support individual and community health.
8. Continue to partner with Activate Rock Island and other community groups to develop and implement strategies that support healthier living in Rock Island.
9. Continue to participate in Bi-State Regional Commission's Regional Trails Committee on collaborative intergovernmental efforts to create an interconnected regional trail system.
10. Identify potential candidates for participation on City Council and Commissions that reflect the diversity of the community's demographics.
11. Promote environmental justice through the equitable distribution of environmental burdens (e.g. pollution, waste disposal, etc.) and access to nutritious food, clean water and air, parks and recreation, health care, education, transportation, and employment.

HEALTHY COMMUNITY VISION

PRINCIPLE:

Rock Island is an advocate for the health and wellness of its residents through the equitable provision of a safe environment, access to healthcare and nutritious food, and opportunities for active living.

Healthy Community Strategies

Update the Comprehensive Parks and Recreation Master Plan

The City's park plan analyzes facility needs and service demands and proposes recommendations pertaining to upgrades and/or expansion of existing facilities and land acquisition for new parks and facilities. Recognizing the importance of providing accessible, safe environments for indoor and outdoor recreation to all residents, the City recommends an update to the park plan to ensure viability of the plan and to increase eligibility for state and federal grant monies to implement plan recommendations.

Create an Environment that Supports a Healthy Community

A healthy community is one that ensures that all community residents have access to the fundamental elements of health and wellbeing—healthy food, quality education, quality healthcare, local employment, and safety from violence. Other factors, such as strong social ties among residents also contribute to the health of a community. Working in collaboration with Activate Rock Island, University of Illinois Extension, Bi-State Regional Commission, and other agencies, the City will strive to create an environment that supports public health. The following strategies may be implemented to achieve this goal.

- *Plan for Access to Healthy, Locally Grown Food.* Healthy foods are characterized as fresh or minimally processed, naturally dense in nutrients, and low in fat, sodium, and cholesterol. Locally grown foods are produced in close proximity to consumers, from backyards and community gardens to farms within the region or state.
 - Promote sustainable agricultural practices regionally and the production of locally-grown specialty crops, both within the City and surrounding area. The state of Illinois and Iowa are large producers of corn, soybeans, and pork with very few specialty crops (e.g. fruits and vegetables, tree nuts) by comparison. Supporting an increase in growers of edible crops will enhance the regional food system. One avenue is through the support of community-supported agriculture (CSA) programs which enable farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, provide support for local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches.
 - Encourage establishment of a large-scale Rock Island farmer’s market or public market where local producers and consumers can connect. In doing so, the City should collaborate with the Board of the Freight House Farmer’s Market in Davenport to ensure that a Rock Island market would not be in competition, but rather complementary to the efforts in Davenport. In addition, work with area businesses and entrepreneurs to develop distribution and processing centers for local food. Encourage the sale and consumption of local farm products through specialty shops and restaurants serving locally produced meats, produce, beer, and wine.
 - Support existing community gardens and expand the program to establish new ones. In addition, provide a mechanism where small gardeners may sell their produce at little to no cost to them (e.g. roadside or backyard produce stands). The Common Ground program out of Lawrence, Kansas is an innovative and successful approach to community gardening and urban agriculture that transformed underutilized city-owned properties into vibrant sites for food production and community activity. This concept is similar to Rock Island’s current program, but differs in that garden applicants must prepare and implement a Community Benefit Plan for their project in exchange for a free license for the use of city property. Community benefits have resulted in the donation of 550 lbs of produce to local food pantries, field trips for student groups, and community gardening classes on topics from compost to tree pruning.
 - Consider the appropriateness of other options to provide for local food in Rock Island. For example, edible urban landscapes provide an additional food source for local residents, such as low-maintenance fruit and nut trees in public areas. Another opportunity is to allow residents in single family homes to keep chickens—an option that has received both support and opposition from local residents. The City is encouraged to thoroughly consider and adjust its municipal regulations to clarify the City’s stance on these options.
- *Plan for Physically Active Lifestyles.* A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and wellbeing. Barriers in the physical environment can influence rates of physical activity. The City will provide accessible parks,

recreational facilities, and greenways to enable and promote the physical activity of all residents.

- *Support Health Education in Our Schools.* A solid educational foundation on the importance of healthy eating habits and maintaining an active lifestyle will support the health and wellness of the next generation of Rock Island residents. Curriculum on nutrition and health would be well supplemented through the use of a school garden where students learn the source of their food.
- *Celebrate Diversity in Art and Culture.* Rock Island has a highly diverse population and commitment to providing a vibrant arts and entertainment culture, particularly in The District. It was suggested in the community survey that the City tap into its immigrant population to expand cultural offerings and broaden its efforts to better integrate the diverse cultures of its residents into festivities and events.

Develop a Strategy to Secure Public Access to the Mississippi Riverfront

This Mississippi River is one of Rock Island's primary assets—as both a natural feature and vehicle of commerce. Rock Island's portion of the riverfront has undergone very positive changes in recent years, from development of Schwiebert Park, housing and redevelopment in the downtown, to redevelopment at the recent barge terminal facility. Demand is growing locally for more river-oriented recreation, urban riverfront housing, and commercial access to the river. As land sales occur and redevelopment opportunities arise, the City should work to secure a swath of land along the riverfront to ensure eventual continuous public access to the river to link neighborhoods and activity nodes and attract people to the riverfront from throughout the City and region. One approach in achieving this goal is to continue to implement the City's Riverfront Corridor Overlay (RCO) District. Intents of the RCO District include: recognize, preserve, maintain and promote economically viable uses that are a benefit to the City; maximize public benefit for further development of the riverfront area; and recognize the riverfront area as a visual, environmental and recreational resource that affects and benefits the city as a whole. The RCO District also encourages public access along the river to provide open areas for the general public.

Implement Crime Prevention through Environmental Design to Increase Public Safety

Crime prevention through environmental design (CPTED) is based on the idea that criminal behavior can be influenced and dissuaded through strategic design of the built environment. Elements of CPTED include natural surveillance, natural access control, territorial reinforcement, and maintenance (described below). Cities and counties throughout the country are adopting CPTED ordinances that require site plan reviews with crime prevention in mind.

- *Natural Surveillance:* According to CPTED theory, people are less likely to participate in criminal activity if they feel their ability to escape unseen is compromised. Natural surveillance focuses on design that increases visibility, "eyes on the street", to deter potential offenders, such as designing streets to increase pedestrian and bicycle traffic and designing buildings with windows overlooking sidewalks and parking lots. Appropriate use of and placement of lighting is also an important component of natural surveillance. Lighting that is too bright creates glare and/or deep shadows, which can hinder the view of potential observers. Instead, use of shielded or cut-off fixtures control glare while providing adequate lighting. Lighting should be placed along sidewalks and other pedestrian areas at proper heights and potential problem areas: stairs, entrances/exits, parking areas, ATMs, bus stops, recreation areas, and dumpsters.
- *Natural Access Control:* Clearly delineate private, public, and semi-public spaces. Use of walkways, fences, lighting, signage, and landscaping can be used to guide people and vehicles to and from proper entrances and keep people out of certain areas.

- *Territorial Reinforcement*: Clearly delineate private versus public space to create a sense of ownership. Owners of buildings and outdoor space have a vested interest and are much more likely to challenge intruders or report them to the police. Territorial reinforcement uses sidewalks, landscaping, porches, and changes in topography to create borders between private and public property that are meant to create a sense of territoriality.
- *Maintenance*: Poorly maintained properties are subject to higher crime rates. Building and site deterioration indicates less control by the intended users and a greater tolerance of disorder. Maintaining the appearance of properties not only increases their value but also deters criminal behavior.

The National Institute of Crime Prevention and other agencies offer CPTED training to law enforcement officers, city planners, city managers, architects, and others involved in designing neighborhoods, schools, downtowns, buildings, or revitalization efforts. The City will consider adopting CPTED standards as a component of its zoning or other City ordinance update processes.

Natural Resources Policies

1. Protect rivers, streams, wetlands, groundwater, and other sensitive lands as central in maintaining ecological and human health.
2. Manage stormwater to improve water quality, recharge groundwater sources, and protect property from flood damage.
3. Discourage new development from locating in flood-prone and other hazard areas.
4. Preserve open space, mature trees, wetlands, floodplains, and other significant natural features, especially in ways that enhance the value of adjacent development.
5. Identify and work to reduce point and non-point source pollution to rivers and streams through best management practices.
6. Improve groundwater quality through the cleanup of environmentally contaminated sites.
7. Ensure public access to the riverfronts and promote active and recreational use of Mississippi and Rock Rivers.
8. Develop strategies to reduce emissions and ensure compliance with state and federal air quality standards.
9. Support the application of renewable energy technologies such as active, passive, and photovoltaic solar energy, wind, geothermal, and other sustainable sources.
10. Collaborate with Illinois DNR and other entities as appropriate in efforts to restore degraded ecosystems to allow them to regain their natural diversities and functions.
11. Participate in future updates of the Rock Island County Local Hazard Mitigation Plan and ensure that City-specific issues are addressed.
12. As new areas are annexed into the City, consider how properties may be impacted by natural hazards, particularly flooding.

NATURAL RESOURCES VISION PRINCIPLES:

Celebrate and protect Rock Island's natural resource assets and ecological systems, namely the Mississippi and Rock Rivers.

Rock Island's successful efforts in natural hazard and mitigation planning have lessened impacts on residents, visitors, businesses, and properties.

13. Protect all residents, including vulnerable populations, from natural hazards and plan for post-disaster recovery.

Natural Resources Strategies

Update the Stormwater Management Ordinance

The City's stormwater management ordinance should be reviewed and updated every 3-5 years to ensure compliance with updated federal regulations, policies, procedures, and best management practices and mitigation techniques. The ordinance should also undergo review in the near term to address erosion and sedimentation control to ensure these factors are not negatively affecting water quality.

Advance Stormwater Best Management Practices (BMPs)

The City will promote progressive stormwater management approaches to mitigate the negative impacts that stormwater can have on local waterways and downstream properties. Traditional practices attempt to carry water away from a developed site as quickly as possible after a storm or hold water on-site in constructed ponds. Alternatively, stormwater BMPs aim to control runoff volume by managing precipitation where it hits the ground, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak quantities and improves the overall quality of the stormwater that enters streams, rivers, and lakes. The U.S. EPA provides numerous examples of stormwater BMPs; a sampling is provided below.

- Pervious concrete pavement allows water to drain through it, reducing stormwater runoff volume, rate, and pollutants. Stable air pockets and void space within the pervious surface allows stormwater to flow through the concrete.
- Green roofs are partially or fully covered with vegetation which reduces rooftop stormwater runoff. In contrast to traditional asphalt or metal roofing, green roofs absorb, store, and evapotranspire initial precipitation, thereby acting as a stormwater management system and reducing overall peak flow discharge to a storm sewer system. Green roofs also reduce urban heat island effects, increase energy efficiency, and can have a longer life compared to conventional roofs.
- Rain barrels collect rooftop runoff from residential structures, which generally have low pollutant concentrations. The collected stormwater can then be used for onsite irrigation.
- Dry detention ponds are basins with an outlet designed to detain stormwater runoff for a period of time (e.g., 24 hours) to allow particles and associated pollutants to settle. Unlike wet detention ponds, these facilities do not have a large permanent pool of water. They can be used to provide flood control by including additional flood detention storage.

Stormwater BMPs



Pervious Concrete Pavement



Green Roof



Rain Barrel



Dry Detention Pond

- Rain gardens are landscaping features that provide on-site treatment of stormwater runoff. In such systems, surface runoff is directed into shallow, landscaped depressions which incorporate many of the pollutant removal mechanisms found in forested ecosystems. During storms, runoff ponds above the mulch and soil in the rain garden. When larger storms occur, rainwater is generally diverted past the rain garden to the storm drain. The remaining runoff filters through the mulch and prepared soil mix. The filtered runoff can be collected in a perforated underdrain and returned to the storm drain system.

Preserve and Protect the Quality and Integrity of Local Waters

The Mississippi and Rock Rivers are defining natural features and are significant community and regional assets. The City will collaborate regionally to ensure that water quality of the Mississippi and Rock Rivers and associated watershed areas are improved and protected. The following initiatives are aimed at achieving that goal:

- Partner with River Action, Upper Mississippi Studies Center at Augustana, Illinois and Iowa Department of Natural Resources, and neighboring communities to spearhead an environmental awareness campaign.
- Encourage measures to minimize point and non-point source pollution. Raise awareness of point source dischargers and work to minimize non-point source pollution through best management practices.
- Support continued studies and data gathering efforts. Cooperate with the Upper Mississippi Studies Center at Augustana, River Action, neighboring communities and other entities on efforts to understand river conditions and future threats to water quality.
- Encourage vegetative buffers between developed areas and water bodies for water quality protection, flood control, riverbank stabilization, and water temperature control. Vegetative buffers maximize water quality and habitat protection and heighten erosion control benefits. In addition, trees and shrubs retained in buffer areas screen noise from watercraft and serve as nesting areas for songbirds.

Collaborate Regionally to Maintain a Healthy Ambient Air Quality

Emissions from industrial facilities and vehicles are obvious sources that pollute the air; however, heating and cooling systems and other home energy uses also emit pollutants into the atmosphere. As reported by the American Lung Association, poor ambient air quality can contribute to lung cancer and chronic lung diseases, such as asthma. In addition, it can cause headaches, dry eyes, nasal congestion, nausea and fatigue.

As indicated in Chapter 1, local air quality currently meets U.S. EPA standards. However, due to its location within the larger Quad Cities metropolitan area, Rock Island's air quality is impacted not only by local activity, but also by actions of neighboring communities. For example, population and industrial growth in the Quad Cities can negatively impact air quality if development occurs without consideration for provision of alternative transportation and energy efficient buildings. To ensure that air quality is maintained at a healthy level now and in the future, the City will collaborate regionally through educational programs and other means to educate businesses and the public on sources of and solutions for air pollution. One such possibility is to educate the public and businesses about the impacts their lifestyle/operations may have on air quality and the overall environment. Measuring "carbon footprints" is a fun and eye-opening way to motivate people to improve the status quo. A carbon footprint is the amount of carbon dioxide and other greenhouse gas emissions by a given entity (i.e. individual, company, city) within a given timeframe. Websites such as www.carbonfootprint.com and www.nature.org offer free carbon footprint calculators.

Plan for Post Disaster Economic Recovery

Ensure a coordinated and tested plan is in place prior to natural disasters; so that, when an event occurs, decisions can be made quickly and economic recovery can begin immediately.

- *Restore Access to key Utilities and Critical Facilities:* Many industries cannot return to work without power and other lifeline utilities, such as communications. Streets should be cleared of debris and repaired as soon as possible so workers and customers can access businesses. This infrastructure must be restored for recovery to begin. The City should monitor and help prioritize utility repairs and ensure adequate communication between utility companies and other entities.
- *Establish a Communications Plan:* Businesses will rely on clear and concise direction from government agencies at the outset of a disaster. To make decisions, businesses must know that data is detailed and accurate. Educating businesses about the plan of action before a disaster is also critical.
- *Encourage a Sense of Ownership and Shared Commitment for Recovery:* Businesses are eager and willing to be part of the solution after a disaster. Residents and business owners have a vested interest in bringing their community back to, or surpassing, the level of success prior to a disaster. Create and communicate a plan to the community that involves them.

Partner on Continued Hazard Planning Community Outreach, Education, and Notification

The City should partner with Rock Island County and the State to provide residents, visitors, and businesses with information about the effect of disasters, methods for preventing damages, and the actions to take when disasters threaten the City. Ideally, such information would be distributed annually or at the beginning of each hazard season. Public meetings, permitting processes, state and local parks and recreation permits, social media, and school classrooms are effective means to provide information and resources. Web sites, cable and radio stations, newspaper articles, and informational fliers can reach a large audience at little to no cost.

Digital communications such as the Internet, email and cell phone/smart phone technology are revolutionizing the way we communicate with one another. The City should work with the County to monitor such new technologies as a means to warn residents and visitors of pending natural or human-made hazards. Critical to making these technologies viable are high-speed internet and cell phone coverage.

Assist Efforts for Tree Management Near Power Lines

Tree pruning can reduce the potential for trees falling on and breaking power lines or damaging buildings. In some cases, utilities often limit tree trimming due to opposition from property owners and environmentalists. The City could work with local utilities to educate property owners on the benefits of tree management and to coordinate a general tree trimming approach that is acceptable to property owners and environmentalists. Annually, local utilities could distribute educational information regarding the benefits of tree management with customer bills, or when establishing a new account.

Pursue Construction of Storm Shelters for Vulnerable Populations

Risk to lives can be reduced through construction and use of concrete safe rooms in mobile home parks, industrial parks and public recreation areas. Access to storm shelters or safe rooms for residents of or employees in prefabricated or slab-on-grade constructed buildings is critical. The City could partner with the public and private sectors on an ongoing basis to identify safest areas in schools, businesses, public facilities and homes.

Prepare Insect Infestation Mitigation Plan

The Emerald Ash Borer (EAB) is an exotic pest from Asia that is responsible for the death of over 30 million ash trees in the United States and Canada. There was a confirmed EAB location in Rock Island County in September 2013. This pest is a significant threat since ash trees are widespread throughout the County. The City should consider preparing an insect infestation plan to address EAB and other insects. This plan could include proactive approaches to contain infestations, remove infected trees, replant with other species and mitigate possible financial and environmental impacts.

Regionalism Policies

1. Support a good balance between the common good and individual property rights and promote active citizen involvement.
2. Maintain beneficial relationships and resource sharing with overlapping and neighboring units of government by coordinating policies and leveraging investment.
3. Continue to develop and maintain mechanisms for ongoing communication between Rock Island and overlapping and neighboring units of government.
4. Coordinate with local governments and the Bi-State Regional Commission to encourage consistency in land use, transportation, natural resources, and housing plans and to strategically invest where planned improvements meet regional needs.
5. Collaborate on regional flood protection, stormwater management, and transportation (road and trail) planning with Bi-State Regional Commission, Rock Island County, Illinois DOT, Illinois DNR, and other Quad City communities.
6. Partner with local development organizations, Quad Cities First, Quad Cities Chamber of Commerce on issues pertaining to regional economic development.
7. Work with adjacent municipalities as needed to develop new or updated intergovernmental agreements to address issues of mutual concern.

REGIONALISM VISION PRINCIPLES:

Local government protects individual rights while advancing community good through active citizen involvement.

Rock Island enjoys cooperative and collaborative relationships with neighboring jurisdictions.

Regionalism Strategies

Encourage Citizen Involvement in Local Government

Sustain and even increase opportunities for public involvement in local government activities to guide local officials in decision making. A resident tool kit on how to work with City government could be created as well as expanded outreach efforts on the City's website.

Maintain Regular Communication and Involvement in Regional Initiatives

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this Plan. The City intends to maintain an open and active dialog with neighboring communities and regional entities. Opportunities for continued collaboration include:

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- *Support Regional Transportation Serving Regional Employment Centers.* Coordinate regionally to ensure major transportation investments serve regional employment centers (i.e. employment areas attracting workers from multiple jurisdictions). For example, work with MetroLink to establish a Rock Island bus connection to Arsenal Island via to better connect the region's largest employer with downtown Rock Island and adjacent neighborhoods. Other opportunities may arise as IDOT begins work on the I-74 realignment and bridge construction in Moline.
- *Regional Economic Development.* Coordinate with local, state, and regional economic development organizations, including the Quad Cities Chamber of Commerce, Quad Cities First, and the Quad Cities Regional Economic Development Authority, to develop strategic programs that focus on maintaining economic success and regional competitiveness.
- *Collaborative Planning.* Continue to advance collaborative planning initiatives, such as the Davenport and Rock Island RiverVision plan. Prioritize investments that can be leveraged by both communities—for example, the new transient boat dock in Schwiebert Riverfront Park would be complemented by a sister dock across the Mississippi at Davenport as proposed in the RiverVision plan.
- *Regional Trails.* Continue to support initiatives that expand and promote regional multi-use trails, including continued membership on the Regional Trails Commission.
- *Conservation.* Develop regional partnerships to create more effective regional resource and ecosystem management and conservation programs.

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Chapter 5: Future Land Use Plan

The Future Land Use Plan is a key aspect of this Comprehensive Plan. It lays out the long-range vision for the land use and layout of the City of Rock Island. This chapter describes the future land use categories depicted on the Future Land Use Maps and associated policies for each.

Future Land Use Categories and Policies

Conservation Neighborhood

This category is intended for new low density, clustered home sites that allow for the protection of natural features and open space in other portions of the site. Conservation development design is ideal for this area given its uneven terrain, utility constraints, and scenic attributes. This category is mapped in Southwest Rock Island, west of the Highland Springs Municipal Golf Course. The City's Suburban Estate zoning district may be most appropriate for areas mapped in this future land use category.

Conservation Neighborhood Policies

1. Follow the recommendations of the Southwest Rock Island Plan for this area.
2. Require new development to incorporate principles of conservation development design.
 - a. Cluster homes and roadways in patterns consistent with natural site conditions.
 - b. Trade open space in large private yards for much larger, shared open space that flows through and links residential areas.
 - c. Reserve a substantial amount of the property (typically 50 percent or more) as permanently protected open space.
 - d. Avoid development in any floodplain or wetland areas.
3. Amend the City's zoning and subdivision ordinances to make available an option of "conservation development" in areas on the City's outer fringe, which would allow small residential lots. Where larger lots are used, require permanent protection of on-site natural resource areas.

STEPS IN THE DESIGN OF CONSERVATION NEIGHBORHOODS

In his book, *Conservation Design for Subdivisions*, Randall Arendt describes a four-step process for designing conservation neighborhoods.

Step 1—Identify and map open space areas worthy of preservation. This includes detailed mapping and identification of productive farmland, woodlots, and steep slopes. Ideal locations for other common open spaces should also be mapped in this step.

Step 2—Arrange individual homes (not streets) in desirable locations. Desirable locations should consider topography, privacy, public and private access to open space, and views of open space.

Step 3—Design street and trail network. The purpose of the road and trail network is to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and/or nearby public lands.

Step 4—Set lot lines. Often, within conservation neighborhoods, lots are drawn smaller than in conventional subdivisions. However, because larger areas are kept in common open space, many people are willing to trade the extra "yard space" for access and views to the larger common open space.

Single Family Residential

This future land use category is intended for new and existing detached single family homes. Small public and institutional uses (such as parks, schools, churches, and stormwater facilities), scattered two-family residences, and small neighborhood business may also be included within this category. This category is mapped in various parts of Rock Island where the desire is to promote or retain single family character. The City's R-1, R-2, and R-3 zoning districts are most appropriate for areas mapped in this future land use category.

Single Family Policies

1. Follow the recommendations of adopted neighborhood plans including NEW Old Chicago, Broadway, Douglas Park, KeyStone, and Longview.
2. Promote market-rate residential infill opportunities where feasible.
3. Enhance the unique character of Rock Island neighborhoods.
4. Continue to provide City programs to assist homeowners and landlords with maintenance and renovation projects.
5. Continually improve code enforcement to maintain attractive, well-kept neighborhoods.
6. Develop new single family residential areas in accordance with carefully-considered neighborhood development plans (refer to Chapter 4).

Mixed Residential

This future land use category is intended for a variety of residential units focused on multi-family housing (3+ unit buildings). Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses (such as parks, schools, churches, and stormwater facilities) may also be located within lands mapped in this category. The City's R-3, R-4, R-5, and R-6 multi-family zoning districts, along with PUD zoning, are most appropriate to implement this future land use category.

Mixed Residential Policies

1. Follow the recommendations of adopted neighborhood plans including NEW Old Chicago, Broadway, Douglas Park, KeyStone, and Longview.
2. Promote these developments to be built for owner-occupancy wherever possible; attempt to maintain that status through appropriate conditions during the development approval process.
3. Prohibit conversion of existing single family homes to three or more units.
4. Encourage aggregation of lots for redevelopment projects where needed and require development meet minimum lot areas and off street parking requirements.
5. Require multi-family residential building sizes be in scale with the surrounding neighborhood.
6. Discourage distances of less than ½ mile between larger areas of multi-family residential development.
7. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.
8. Establish multi-family design standards to promote quality design for market rate and affordable housing projects.

Planned Neighborhood

The Planned Neighborhood future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. Planned Neighborhoods should be designed carefully to avoid an “anything goes” land use pattern. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design.

The Planned Neighborhood concept encourages a mix of Single Family Residential, Mixed Residential, Parks, and Neighborhood Business future land uses. Maintaining a fairly high percentage of Single Family Residential uses has the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate business uses include neighborhood-oriented shopping opportunities, such as a day care, small grocery store (i.e. less than 20,000 square feet), barber shop, bakery, or pharmacy; smaller employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. PUD zoning or a combination of residential and business zoning districts are most appropriate to implement areas mapped under this future land use category.

Planned Neighborhood Policies

1. Accommodate a mix of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community.
2. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is offered for the site.
3. Require each Planned Neighborhood to be developed following preparation of a detailed neighborhood development plan by a developer or the City. Such plans shall specify land use mix, density, street layouts, open space, and stormwater management. See Chapter 4 for proposed steps to develop a neighborhood development plan.
4. Adhere to the following design objectives for Planned Neighborhoods:
 - a. Create a distinct sense of place and charming human scale by providing focal points such as public plazas, greens and squares, and traditional parks.
 - b. Connect Planned Neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds but allow access to emergency and maintenance vehicles (e.g. fire trucks, garbage trucks, and snow plows).
 - c. Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
 - d. Integrate a mix of uses and densities within and around the neighborhood business centers.
 - e. Preserve or create buffer areas between new developments and existing neighborhoods.
 - f. Preserve and focus attention on environmentally sensitive areas and unique natural features.
 - g. Lay out streets, buildings, and public open spaces that take advantage of long views created by local topography.

Neighborhood Business

This future land use category is intended for neighborhood-scale office, business, and uses that mainly serve the surrounding neighborhoods. There are several areas throughout the City—generally in close proximity to residential neighborhoods—that are mapped in this category. The City’s B-1 zoning district is usually most appropriate for areas in this future land use designation.

Neighborhood Business Policies

1. Follow the recommendations of adopted plans, including Arsenal Gateway and College Hill.
2. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.
3. Require that all proposed neighborhood business projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, hours of operation, and signage plan prior to development approval.
4. Require new neighborhood businesses to follow the development pattern (e.g., building setbacks, parking location, height, mass, etc.) of existing neighborhood businesses nearby, which may vary by location.
5. Require adequate landscaping, buffers, and screening when adjacent to existing neighborhoods.
6. Require the use of high-quality building materials and designs that are compatible with residential areas, such as shingles, generous window placements, and exterior materials such as wood, cement board, brick, decorative block, stone, and other approved materials.
7. Require calm, low-key, and attractive lighting and signage that are compatible with residential areas.

Community Business

This future land use category includes business and office land uses, including national and regional retailers, and large-scale private recreation (e.g., indoor water parks, sports arena, etc.) which serve the entire community and visitors from nearby communities. Community Business land uses are focused on the City’s main arterial streets such as 11th Street, 18th Avenue, and Blackhawk Road. The City’s B-3 and O-1 zoning districts are appropriate for areas within this future land use category. PUD and other business or industrial districts may also be appropriate.

Community Business Policies

1. Follow the recommendations of adopted plans, including 11th Street and Blackhawk Road.
2. Delay rezoning any area designated for Community Business development, particularly when located adjacent to residential uses, until a specific development or redevelopment proposal is offered for the site.
3. Require that all business projects submit and have approved operational plans as well as detailed building elevations and site plans showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
4. Prepare, adopt, and enforce high quality site and building design guidelines on aspects of nonresidential projects like relationship to the street, building materials, signage, landscaping, and lighting.

5. Require all new buildings to be designed with a pedestrian friendly front façade including windows, welcoming entrances, and accessible bicycle parking.
6. Prohibit the unscreened outdoor storage of equipment, dumpsters, mechanical equipment and utilities and other materials except for automobiles and other passenger vehicles.
7. Consider the relationship between development in Community Business areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind business properties and creating an unattractive appearance which will inhibit future development of these sites.
8. Require careful treatment of development in Community Business areas that are adjacent to existing and future residential areas to avoid large unadorned walls, unscreened loading docks, and other features that can impact neighborhood character.

Downtown

Downtown Rock Island is intended to remain the civic, social, and commercial hub of the community. This opportunity has been enhanced by recent revitalization efforts in the downtown area. The Downtown future land use category is mapped over the historic downtown and is intended for a mix of retail, service, office, institutional, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The City's B-2 zoning district is generally appropriate for areas in this future land use category.

Downtown Policies

1. Follow the recommendations of the Downtown Strategic Plan, which provides additional detail on desired future land uses in the downtown.
2. Given its current location along the Mississippi, the downtown is not the geographic center of the City. Because of this, the City will exert substantial effort to ensure that the downtown retains its vitality. This effort will be particularly important as new commercial areas expand at Jumer's Crossing, providing even greater competition for economic activity.
3. Preserve the architectural and historic character of the core downtown historic buildings. Enforce downtown design standards that address building mass, horizontal and vertical rhythms, roof forms, exterior building materials, and signage.
4. Encourage business developments that are most appropriate for the historic downtown to locate or remain there, such as government facilities, rather than in other business districts in the City.
5. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment, and incentive strategies.

Urban Mixed Use

This future land use category is intended to facilitate a range of uses in a transitional urban setting including residential, office, business, institutional, and indoor industrial activities. This category is mapped at the periphery of the downtown where land uses and development forms vary. A mix of residential, business, office, light industrial, and PUD zoning districts would be appropriate to implement areas mapped under this future land use category. Alternatively, the

City could create a new mixed use zoning category that could include standards unique for urban mixed use developments that focuses on form rather than land use type.

Urban Mixed Use Policies

1. Follow the recommendations of adopted plans for this area including the Downtown Strategic Plan, Columbia Park (note: this plan may need to be revisited based on recent development), Arsenal Gateway, and RiverVision, which provides additional detail on desired future land uses.
2. Encourage appropriate redevelopment and reinvestment in this area, while protecting properties on the edges of the Urban Mixed Use area.
3. Prepare, adopt, and enforce high quality site and building design guidelines on aspects of nonresidential projects in the Urban Mixed Use area like relationship to the street, building materials, signage, landscaping, and lighting.
4. Require all new buildings be designed with a pedestrian friendly front façade including windows, welcoming entrances, and accessible bicycle parking.
5. Require that all projects except single family submit detailed building elevations and site plans showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
6. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles and other passenger vehicles.

Planned Mixed Use

This future land use category is intended to facilitate a carefully controlled mix of business and residential uses. Planned Mixed Use areas are intended as vibrant urban places that should function as areas of commerce and community gathering spots. This category advises a carefully designed blend of Community Business, Mixed Residential, Employment, and Institutional Campus future land uses. A variety of zoning districts may be appropriate for this future land use category.

Planned Mixed Use Policies

1. Develop conceptual plans for Planned Mixed Use areas as a starting point for individual development or redevelopment plans for these areas.
2. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
3. Generally adhere to the design guidelines listed below when reviewing proposals for Planned Mixed Use developments.
 - a. Buildings and sites are designed for bicyclists and pedestrians first, then automobiles.
 - b. Sites promote street activity from morning through evening.
 - c. Building entrances oriented to the street.
 - d. Multi-story buildings, generally with more active uses on first floor.
 - e. Minimal front setbacks.
 - f. Parking located on streets, to rear of buildings, and/or in structures.
 - g. Integrated transit service, if currently available or if there is potential for future service.

Employment

This future land use category is intended for high-quality office, service retail, institutional, research, light manufacturing and distribution land uses with generous landscaping and limited signage. The City's O-1, ORT, and I-1 zoning districts and PUD district are among the zoning districts appropriate for areas mapped under this future land use category.

Employment Policies

1. Follow the recommendations of adopted plans for these areas including the Sunset Business Park plan.
2. Market office areas for research and development uses, corporate offices, professional offices, and certain private institutional uses like medical centers.
3. Prohibit warehousing, assembly, and intensive manufacturing uses with outdoor activities unless the site is specifically designed to blend within an office setting.
4. Prepare, adopt, and enforce high quality site and building design guidelines on aspects of those projects like site planning, building materials, signage, landscaping, and lighting.
5. Avoid rezoning any area designated for Employment development until public sanitary sewer and water service is available and a specific development proposal is offered or the City approves an overall development layout and covenants.
6. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

Industrial

This future land use category is intended to facilitate manufacturing, warehousing, and distribution land uses with outdoor storage areas, moderate landscaping, and signage. The City's I-1 and I-2 industrial zoning districts are most appropriate for areas within this future land use category.

Industrial Policies

1. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
2. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
3. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
4. Prepare, adopt, and enforce site and building design standards for industrial projects to address aspects of those projects such as building materials, fencing, signage, screening, landscaping, and lighting.
5. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

Institutional Campus

This future land use category is designed to accommodate large-scale public buildings, schools, religious institutions, large utilities, hospitals, clinics, special care facilities, and related office uses. In Rock Island, these include Augustana College, Rock Island High School, and Trinity Medical Center. Properties currently owned by Augustana College and zoned University/College District (U1) were included in this land use category. To implement this future land use category, a variety of zoning districts may be appropriate.

Institutional Campus Policies

1. Require a detailed site and operations plan before new or expanded institutional uses are approved.
2. Consider the impact on neighboring properties before approving any new or expanded institutional use.
3. Continue to work with Augustana College, Trinity Medical Center, and the Rock Island School District to coordinate uses, activities, and future expansions.

Cemeteries

This future land use category includes cemeteries, mausoleums, and columbaria. A variety of zoning districts may be appropriate for this future land use category depending on the location of the cemetery.

Cemetery Policies

1. Preserve existing cemeteries within the City as undisturbed development areas.

Parks and Recreation

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, and other active and passive recreational activities. The City's C-1 and C-2 zoning districts are most appropriate for these areas.

Parks and Recreation Policies

1. Provide parks within safe walking distance of all residential neighborhoods—preferably within ¼ mile for neighborhood parks.
2. Continue to preserve a recreation corridor along rivers to provide recreational opportunities and protect sensitive natural areas.
3. Follow the recommendations of the City's park plan when acquiring new park land or making changes to current parks.

Conservation and Open Space

This future land use category includes continuous open space systems including sensitive natural resources characteristics that severely limit development potential. This category includes wetlands, floodplains, and steep slopes, which, if disturbed, can result in erosion and unstable building sites. The City's A-1, C-1, and C-2 zoning districts are most appropriate for these areas.

Conservation and Open Space Policies

1. New development should be avoided within mapped Conservation and Open Space areas, wherever possible.
2. If development is proposed on parcels where this category is mapped, the property owner or developer should be responsible for determining the exact boundaries of the

Conservation and Open Space area based on the wetland, floodplain, or steep slope feature that defines the corridor.

3. Allow continued cropping, grazing, and other pre-existing agricultural activities in mapped Conservation and Open Space areas.

Agriculture/Rural

This future land use category is intended to preserve productive agricultural lands and protect existing farm operations from encroachment by incompatible uses. This category focuses on lands actively used for farming, woodlands, and other open space areas. Lands in this category also include farmsteads, agricultural-related businesses, and limited residential development at very low densities. These areas may be appropriate for long-term City development.

Within Rock Island's municipal boundary the A-1 and A-2 zoning districts are most appropriate for these areas. Outside Rock Island, these lands are subject to County zoning and should generally be zoned for exclusive agricultural use.

Agricultural/Rural Policies

1. Limit and cluster new scattered residential development to protect productive agricultural land and farms, maintain a viable agricultural base, reduce conflicts between potentially incompatible uses, and reduce costs of service provision.
2. All non-farm development projects shall be located, designed, and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive, larger-scale development.
3. Discourage duplexes, multiple-family residences, or business uses that are not geared toward agriculture in Agriculture/Rural areas.
4. Encourage preservation of wooded areas. In particular, the City should encourage preservation of wooded areas on slopes of 20 percent or greater.
5. The City, following initial adoption of this Comprehensive Plan, may identify lands within the Agriculture/Rural area as appropriate for more intensive development through an amendment to this Plan if the following standards are met:
 - a. The proposed development is likely to have a major positive fiscal impact and would be economically and financially feasible.
 - b. The proposed development would serve an identified short-term need for additional development in the City, and that need is not being met by other existing developments in the City.
 - c. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.
 - d. The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.

Transitional Area Overlay

The Future Land Use Map includes a Transitional Area Overlay generally along three arterial commercial corridors including 11th Street, 18th Avenue, and 14th Avenue. Within these areas, most of the parcels that abut the commercial corridors have existing commercial uses or are zoned commercial even if the existing use is residential. However, they also include several parcels that abut the commercial corridors that are residential in use and zoning. Further, most of the parcels that are within the Transitional Areas that do not directly abut the commercial corridors are residential in use and zoning.

Given the varying extent and condition of commercial uses and volumes of traffic along the commercial corridors within the Transitional Areas, the other uses (primarily residential) are likely to become less desirable and experience increased pressure to convert to commercial use over time. Therefore, the purpose of the Overlay and associated development guidelines is to:

- Protect the integrity of adjoining residential neighborhoods by providing adequate screening and buffering mechanisms to separate commercial uses from residential uses;
- Ensure a high quality appearance and long term viability of the commercial areas by providing for adequate room to expand while preventing haphazard expansion; and
- Protect the function of the commercial arterials and local streets by providing for adequate and appropriate ingress and egress to expanded commercial properties.

The boundaries the Transitional Areas shown on the Future Land Use Map were determined with a high level of thought. Nonetheless, these are merely illustrative and should not be interpreted to be fixed boundaries. Accordingly, the following policies should be used to determine the extent of the Transitional Area in a particular location and the appropriateness of transitioning a particular parcel or group of parcels to commercial use.

Transitional Area Policies

1. General Polices Applicable to all Transitional Areas and Transitional Parcels.

- a. The zoning code should be amended to include more specific requirements for Transitional Areas and Transitional Parcels. Until then, proposals to transition/rezone parcels should include a detailed site plan. Straight (non-Planned Unit Development) rezonings without a specific site plan should be considered only if the parcels have already been cleared/vacated or otherwise been made ready for immediate redevelopment with no remaining residents or tenants to be relocated.
- b. Land use transitions needed for the expansion or redevelopment of an existing use are preferred over those that are proposed to support an entirely new use/development.
- c. A building originally constructed as a single family home generally should not be converted to non-residential use. Such conversions shall be considered on a case by case basis and shall result in a high quality appearance and comply with all life-safety and building codes.
- d. Screening and buffering (including visual, sound, lighting, and odors) in accordance with the City's landscaping regulations shall be provided along perimeters that adjoin remaining residential uses. This may include any one or a combination of buffer strips, landscaping, berms, fences, and walls.
- e. Transitional Parcels near major intersections are preferred over sites farther from such intersections.

2. ***Alley as the Boundary for the Transitional Area.*** Alleys that parallel a commercial corridor can serve as appropriate Transitional Area boundaries where commercial uses have not already crossed over the alley and where a similar depth of commercial uses can be established across several continuous blocks along the commercial corridor (e.g., where only one block has an alley, another method of determining the Transitional Area boundary may be more appropriate). Where an alley serves as the Transitional Area boundary (see Figure 1), the following additional polices apply:
 - a. Transitional Parcels located at corners are preferred to those located at mid-block.
 - b. Transitional Parcels located between existing commercial parcels are preferred to those that would be located between existing residential parcels.
 - c. Transitional Parcels that, together, provide a minimum of width of 100' are preferred for new, standalone development (as opposed to those that expand an existing use, in which case there is no minimum preferred width).
 - d. Ingress and egress to the Transitional Parcels should be from the commercial corridor unless special circumstances require alley use.
 - e. Where the configuration of parking stalls requires backing into the alley, the minimum effective width of the alley should be increased to 20 feet (see Figure 2).
 - f. Service and loading areas should be designed to permit deliveries without blocking the alley or commercial corridor.
 - g. Transitional Parcels should provide additional screening to buffer single family homes from sound and lights.
3. ***Parallel Street as Transitional Area Boundary.*** In instances where there is a short depth (approximately 300 feet or less) from the commercial corridor to the next parallel street across several blocks, and where the length of one or more commercial uses along the commercial corridor already extends half the distance or more to the next block, the parallel street can serve as an appropriate Transitional Area boundary. Where a parallel street serves as the Transitional Area boundary (see Figure 3), the following additional polices apply:
 - a. Transitional Parcels located at corners are preferred to those located at mid-block.
 - b. Transitional Parcels located adjacent to existing commercial parcels are preferred to those that would be located between existing residential parcels.
 - c. Transitional Parcel rear building setbacks along the parallel street should equal or exceed the front yard setbacks of the homes across the street.
 - d. Primary ingress and egress to the Transitional Parcels is preferred from the commercial corridor and discouraged from the parallel street.
 - e. Parking configurations should not require backing into either the commercial corridor or the parallel street.
 - f. Service and loading areas should be designed to permit deliveries without blocking the commercial corridor or parallel street.
 - g. Transitional Parcels should provide a landscape buffer strip of at least 10 feet in width along the parallel street, and where they are located adjacent to and/or across the street from single family homes, they should provide additional screening to buffer those homes from sound and lights.

Figure 1.
Transitional Area with
Parallel Alley as the Boundary

- Single Family Parcel
- Commercial Parcel
- Transitional Parcel
- Transitional Area Boundary
- Landscape Buffer
- Screening Adjacent to Residential Uses

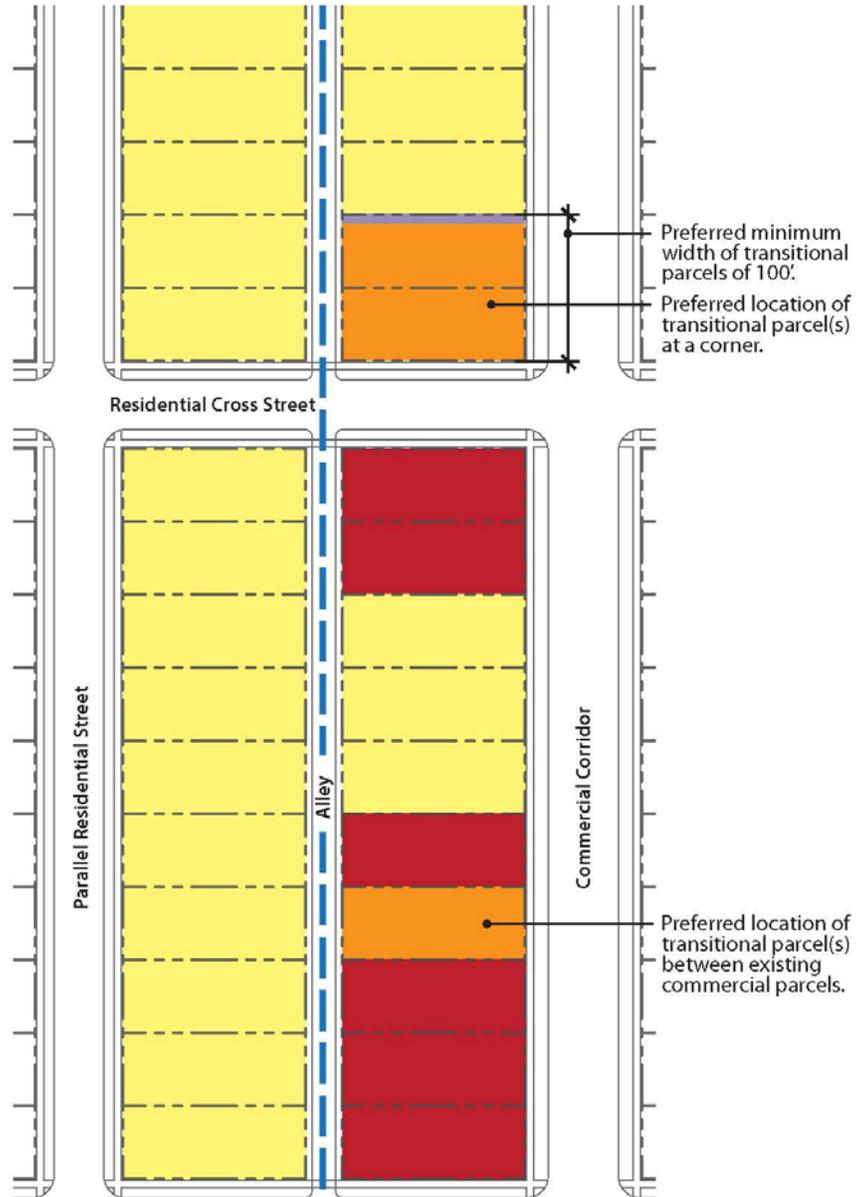


Figure 2.
Where Parking Configurations Require Backing into an Alley the Minimum Effective Width of the Alley should be Increased to 20 feet.

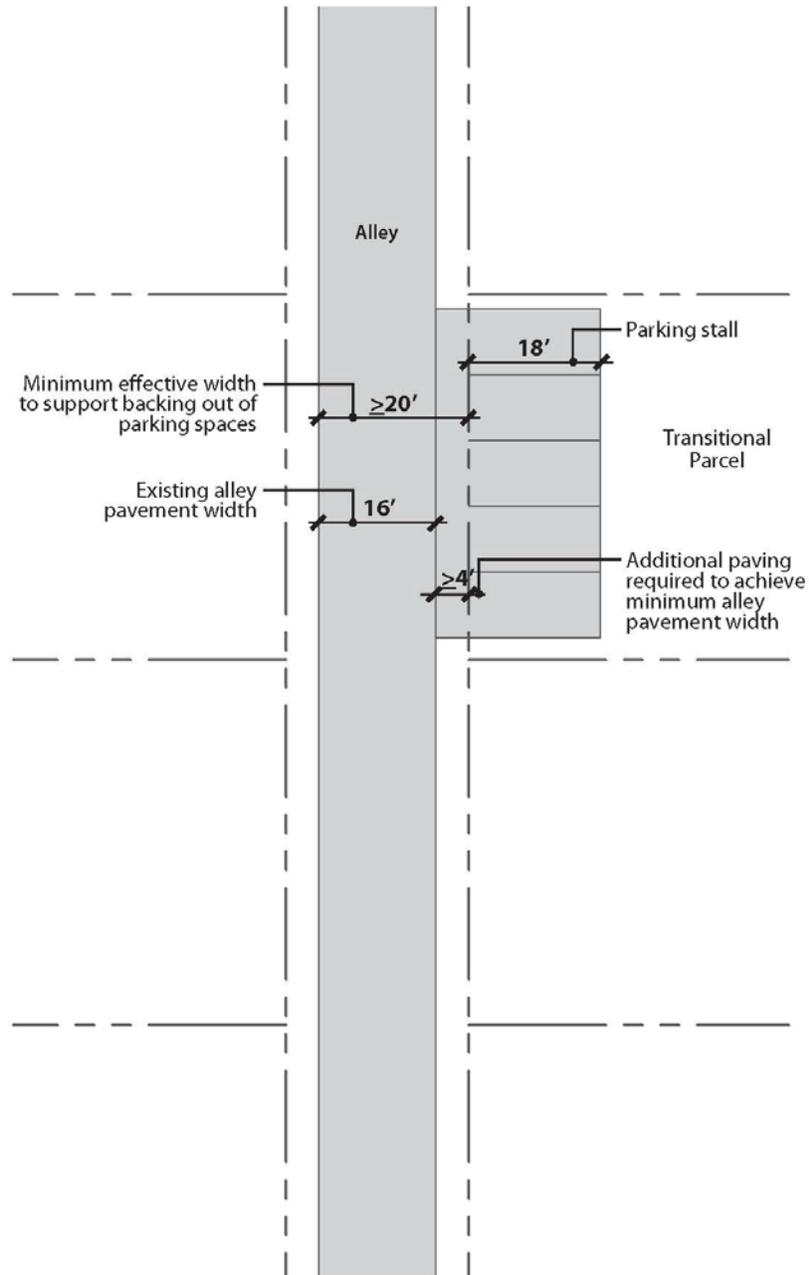
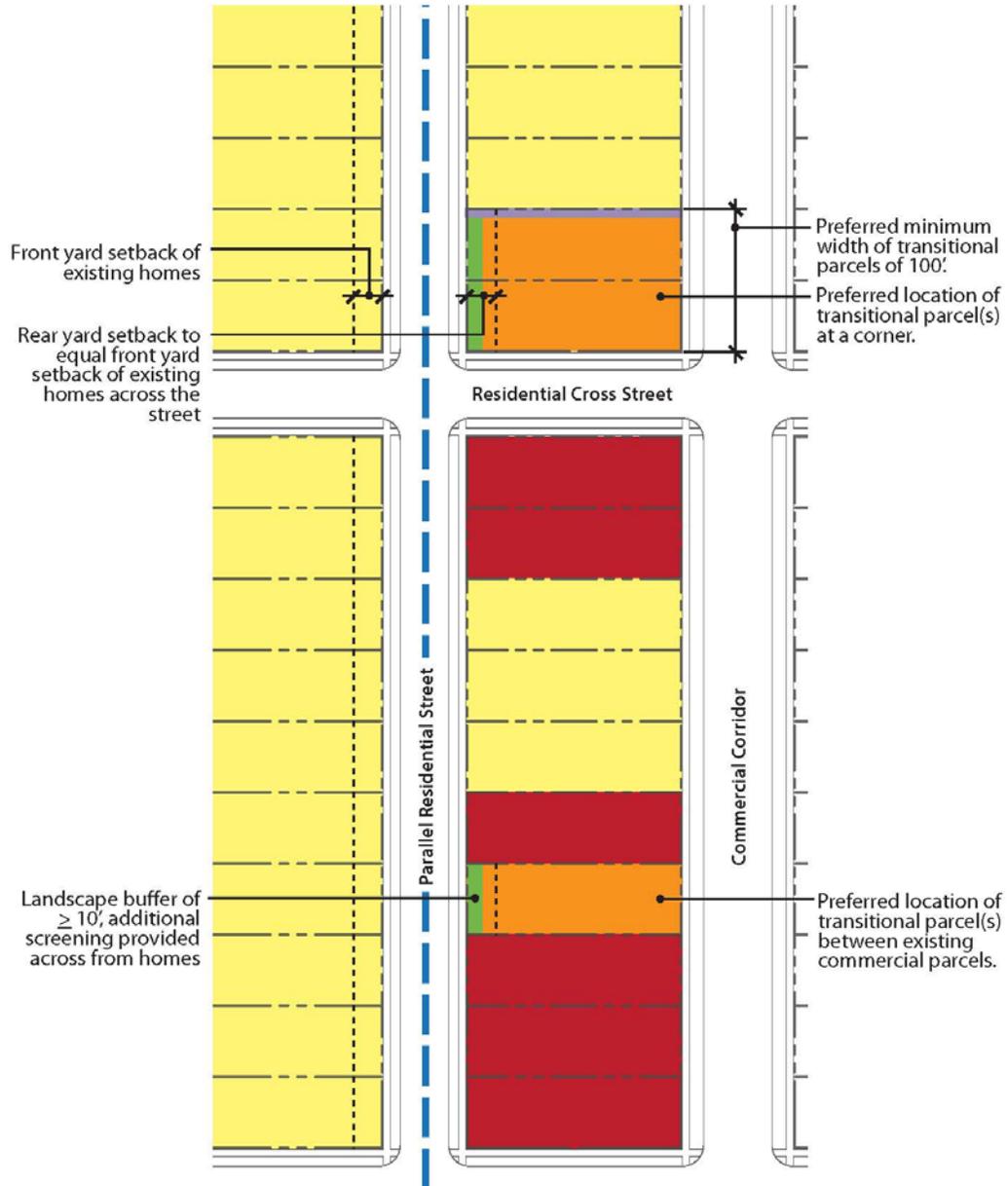


Figure 3.
Transitional Area with Parallel
Street as the Boundary

- Single Family Parcel
- Commercial Parcel
- Transitional Parcel
- Transitional Area Boundary
- Landscape Buffer
- Screening Adjacent to Residential Uses



4. ***Residential Lots Perpendicular to Lots on the Commercial Corridor.*** Where alleys are not present, the distance to the next parallel street is several hundred feet, and the Transitional Area boundary crosses a block that includes lots that are perpendicular to those that adjoin commercial corridor (see Figure 4), the following additional policies apply:
 - a. The depth of the Transitional Area from the commercial corridor generally should not exceed half the distance to the next parallel street in order to maintain the residential integrity of the remaining homes on the block.
 - b. Transitional Parcels should adjoin one or more existing commercial parcels. Transitional Parcels located between existing residential parcels are discouraged.
 - c. Transitional Parcel building setbacks along a residential cross street should equal or exceed the front yard setbacks of the remaining homes on the block.
 - d. Ingress and egress to the Transitional Parcels is preferred from the commercial corridor. Where access is provided from a residential cross street, it should be located as close as possible to the commercial corridor and as far away as possible from the remaining homes.
 - e. Parking configurations should not require backing into either the commercial corridor or a cross street.
 - f. Service and loading areas should be designed to permit deliveries without blocking the commercial corridor or cross street.
 - g. Transitional Parcels should provide a landscape buffer strip of at least 10 feet in width along the cross street, and where they are located adjacent to and/or directly across the street from single family homes, provide additional screening to buffer those homes from sound and lights.
5. ***Residential Lots Parallel to Lots on the Commercial Corridor.*** Where alleys are not present, the distance to the next parallel street is several hundred feet, and the Transitional Area boundary crosses a block that includes lots that are parallel to those that adjoin commercial corridor (see Figure 5), the following additional policies apply:
 - a. The depth of the Transitional Area from the commercial corridor should not exceed half the distance to the next parallel street in order to maintain the residential integrity of the remaining homes on the block.
 - b. Transitional Parcels should adjoin one or more existing commercial parcels. Transitional Parcels located between existing residential parcels are discouraged.
 - c. Transitional Parcel building setbacks along a residential cross street should equal or exceed the front yard setbacks of the remaining homes on the block.
 - d. Ingress and egress to the Transitional Parcels is preferred from the commercial corridor. Where access is provided from a residential cross street, it should be located as close as possible to the commercial corridor and as far away as possible from the remaining homes.
 - e. Parking configurations should not require backing into either the commercial corridor or a cross street.
 - f. Service and loading areas should be designed to permit deliveries without blocking either the commercial corridor or cross street.
 - g. Transitional Parcels should provide a landscape buffer strip of at least 10 feet in width along the cross street, and where they are located adjacent to and/or directly across the street from single family homes, provide additional screening to buffer those homes from sound and lights.

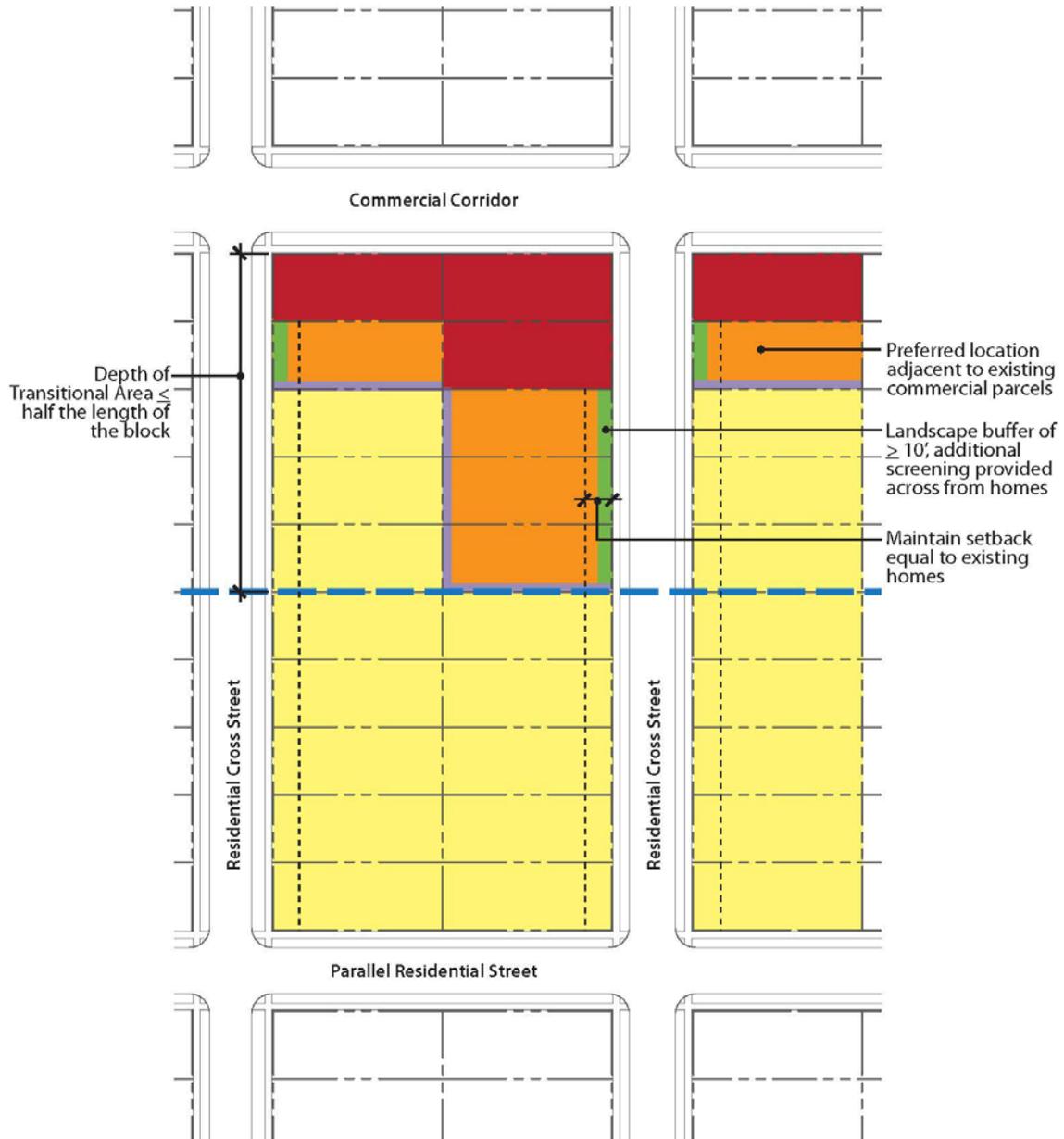
Figure 4.
Transitional Area with Existing Residential Lots Perpendicular to Lots on the Commercial Corridor

- Single Family Parcel
- Commercial Parcel
- Transitional Parcel
- Transitional Area Boundary
- Landscape Buffer
- Screening Adjacent to Residential Uses



Figure 5.
Transitional Area with Existing Residential Lots Parallel to Lots on the Commercial Corridor

- Single Family Parcel
- Commercial Parcel
- Transitional Parcel
- Transitional Area Boundary
- Landscape Buffer
- Screening Adjacent to Residential Uses



6. Residential Lots Parallel to Lots on the Commercial Corridor with a Perpendicular Alley.

Where an existing alley is perpendicular to the commercial corridor, the distance to the next parallel street is several hundred feet, and the Transitional Area boundary crosses a block that includes lots that are parallel to those that adjoin commercial corridor (see Figure 6), the following additional policies apply:

- a. The depth of the Transitional Area from the commercial corridor should not exceed half the distance to the next parallel street in order to maintain the residential integrity of the remaining homes on the block.
- b. Where Transitional Parcels are proposed on both sides of an alley, the alley should be rerouted to the rear of the Transitional Parcels to exit/enter onto one or both of the side streets.
- c. Transitional Parcels should adjoin one or more existing commercial parcels. Transitional Parcels located between existing residential parcels are discouraged.
- d. Transitional Parcel building setbacks along a residential cross street should equal or exceed the front yard setbacks of the remaining homes on the block.
- e. Where the configuration of parking stalls requires backing into the alley, the minimum effective width of the alley should be increased to 20 feet (see Figure 2).
- f. Ingress and egress to the Transitional Parcels should be from the commercial corridor unless special circumstances require alley use. Where access is provided from a residential cross street, it should be located as close as possible to the commercial corridor and as far away as possible from the remaining homes.
- g. Service and loading areas should be designed to permit deliveries without blocking the commercial corridor, residential street, or alley.
- h. Transitional Parcels should provide a landscape buffer strip of at least 10 feet in width along the cross street, and where they are located adjacent to and/or directly across the street from single family homes, provide additional screening to buffer those homes from sound and lights.

Figure 6.
Transitional Area with Parallel Residential Lots and an Alley Perpendicular to the Commercial Corridor

- Single Family Parcel
- Commercial Parcel
- Transitional Parcel
- Transitional Area Boundary
- Landscape Buffer
- Screening Adjacent to Residential Uses



Future Land Use Implementation

The primary means of implementing the Future Land Use Map is through zoning. Over time, the City should seek to achieve consistency between the Zoning Map and Future Land Use Map and between the Zoning Districts and the Future Land Use Categories. In this Plan, several methods are proposed for accomplishing this:

- Proactive rezonings on the part of the City.
- Creation and adoption of "overlay" regulations for specific areas.
- Development-specific Planned Unit Development or Special Use proposals.
- Landowner proposed rezonings.

Proactive Rezoning

In most instances, this will occur simultaneously with the adoption of a revised zoning code and accompanying revised zoning map. These are both top priorities for the implementation of this Plan that should be accomplished as soon as possible following Plan adoption. Typically, these are areas where the current zoning is inconsistent with actual existing uses, which uses are consistent with those shown on the Future Land Use Map. Examples of these include neighborhoods where the vast majority of development is detached single family homes but are zoned for higher density, multifamily development. In some neighborhoods, such "over zoning" has created compatibility, traffic and code enforcement problems. To bring about stability and encourage additional homeownership and homeowner investment, the zoning should be proactively changed by the City on an area-wide basis.

Overlay Districts

New overlay districts (in addition to the City's existing Riverfront Overlay) would primarily include commercial districts where the overlay provisions would address unique use, signage, landscaping, setbacks, buffering, parking and, possibly, architectural design requirements to preserve and enhance the character of the districts. Once these are in place, the higher intensity uses shown on the Future Land Use Map should be implemented with a proactive increase in the intensity of the underlying zone. Prior to adoption of the overlay districts, however, increases in intensity should take place only on a development-specific basis either through the Planned Unit Development or Special Use processes to best meet the objectives of the particular area.

Overlay districts also would be a good way to implement the Transitional Areas as shown on the Future Land Use Map and their accompanying development policies. While a transition from primarily single family residential use to commercial use is expected and should be encouraged, appropriate standards need to be put in place to prevent an inappropriate transition of these parcels that would have an even greater negative impact on the surrounding area.

Development-specific Planned Unit Development or Special Use proposals

Where areas on the Future Land Use Map are proposed for significant increases or decreases in intensity or use but are too small to warrant the creation of unique overlay districts, such changes should be brought about only through development-specific Planned Unit Developments or Special Uses. Through these processes, appropriate development standards can be applied to ensure the transition does not negatively impact surrounding properties and to ensure the properties that do change can function properly with the new uses.

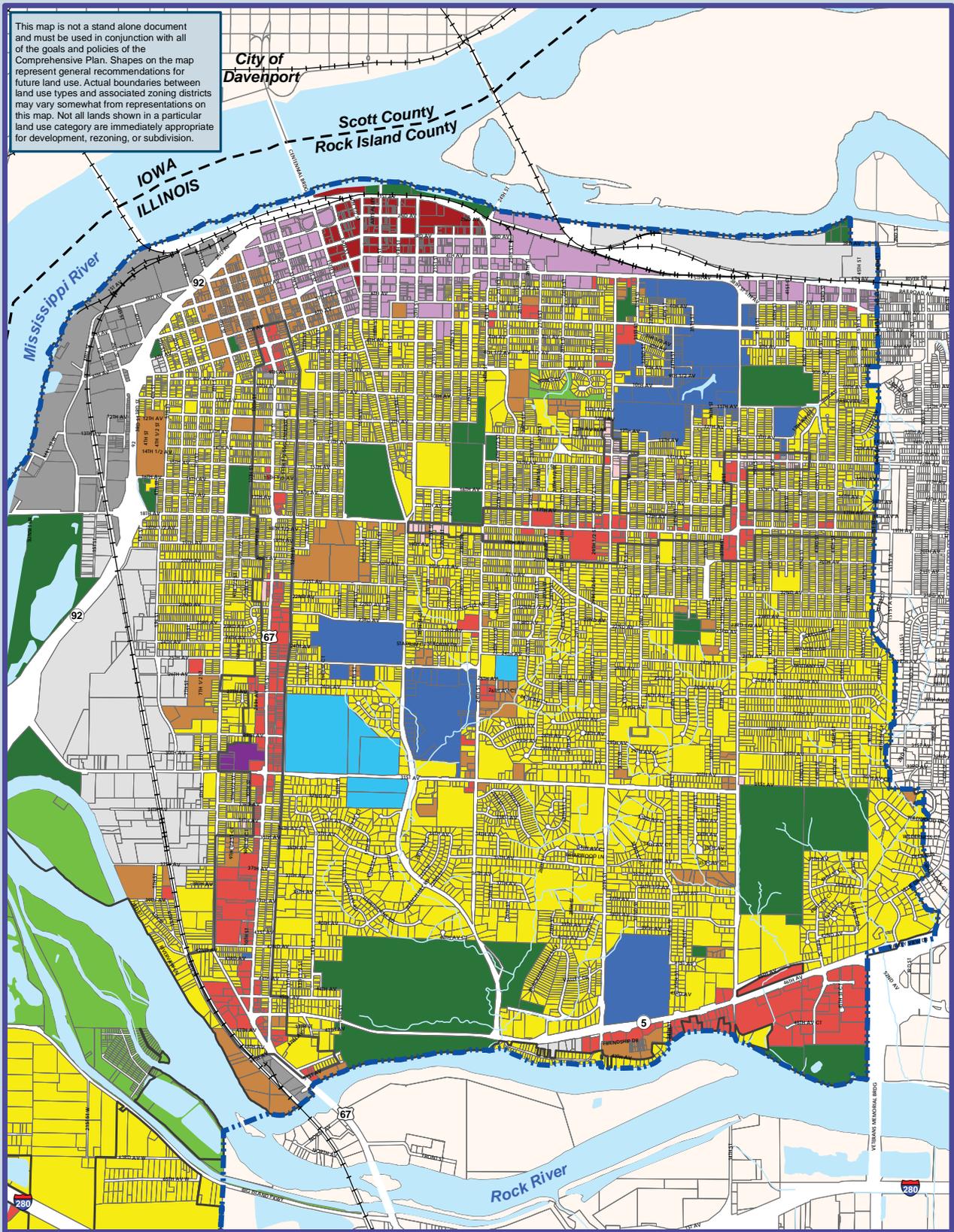
Landowner Proposed Rezonings

One of the difficulties currently facing the City in managing the quality and compatibility of development is an incomplete set of zoning and development regulations. The current zoning code contains some "performance" standards" (such as screening, buffering, and landscaping), however, they lack specificity and/or are incomplete. As a result, the City has been greatly reluctant to rezone properties, including lowering the intensity/density, without the benefit of a specific plan. A strong recommendation of this Plan is to adopt an updated code that includes a range of performance standards that help to differentiate the zoning districts as much by character, look, and feel as by use. With such a code in place, the City should have more security and assurance of the ultimate development potential of sites within each of the zoning districts. Accordingly, "straight" rezoning applications should be much easier to evaluate, and, where found consistent with this Plan, approve.

Development Review

The Comprehensive Plan and Future Land Use Map have been intentionally designed for use in evaluating proposed development projects in addition to guiding the general growth and development of the City. Accordingly, it is strongly recommended that the City's development codes be amended immediately after the adoption of this Plan to require consistency with the Plan as part of the criteria for evaluating and deciding all significant development applications such as rezonings, zoning code text changes, subdivisions, Planned Unit Developments, and Special Uses.

This map is not a stand alone document and must be used in conjunction with all of the goals and policies of the Comprehensive Plan. Shapes on the map represent general recommendations for future land use. Actual boundaries between land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a particular land use category are immediately appropriate for development, rezoning, or subdivision.



Map 8a: Future Land Use - North

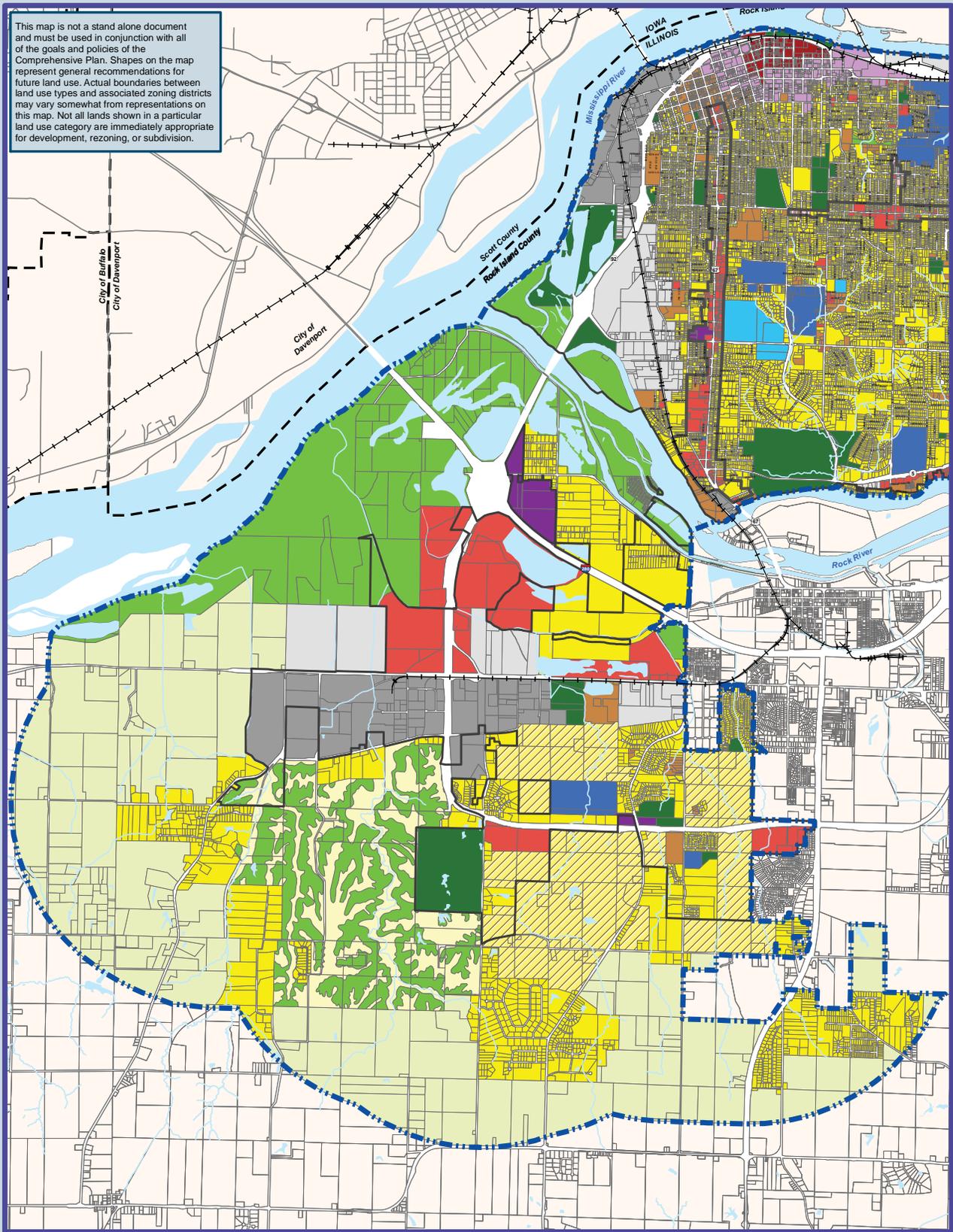
- | | | |
|----------------------------|---------------------------|-----------------------------|
| Planning Area | Neighborhood Business | Institutional Campus |
| City of Rock Island | Community Business | Cemetery |
| Land Use Categories | Downtown | Parks and Recreation |
| Conservation Neighborhood | Urban Mixed Use | Conservation and Open Space |
| Single Family Residential | Planned Mixed Use | Agriculture/Rural |
| Mixed Residential | Employment | |
| Planned Neighborhood | Industrial | |
| | Transitional Area Overlay | |



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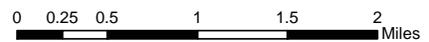
Sources: City of Rock Island, Rock Island County GIS, Iowa DOT, and Vandewalle & Associates
Adopted: April 21, 2014

This map is not a stand alone document and must be used in conjunction with all of the goals and policies of the Comprehensive Plan. Shapes on the map represent general recommendations for future land use. Actual boundaries between land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a particular land use category are immediately appropriate for development, rezoning, or subdivision.



Map 8b: Future Land Use - Southwest

- | | | |
|----------------------------|---------------------------|-----------------------------|
| Planning Area | Neighborhood Business | Institutional Campus |
| City of Rock Island | Community Business | Cemetery |
| Land Use Categories | Downtown | Parks and Recreation |
| Conservation Neighborhood | Urban Mixed Use | Conservation and Open Space |
| Single Family Residential | Planned Mixed Use | Agriculture/Rural |
| Mixed Residential | Employment | |
| Planned Neighborhood | Industrial | |
| | Transitional Area Overlay | |



Sources: City of Rock Island, Rock Island County GIS, Iowa DOT, and Vandewalle & Associates
Adopted: April 21, 2014

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Chapter 6: Plan Implementation

The Comprehensive Plan is intended to play an essential role in shaping the future of Rock Island. This chapter provides guidance to local decision makers on the use of this Plan to ensure that future planning and development decisions are consistent with this Comprehensive Plan and its component neighborhood and special area plans.

Plan Adoption

Adoption of this Comprehensive Plan is the first step in the implementation process. It is the product of considerable effort on the part of the City of Rock Island, its City Council, Planning Commission, City staff, as well as community leaders and concerned citizens.

Adoption Process

After several revisions and iterations to draft the Comprehensive Plan, the Planning Commission shall conduct a public hearing to provide the residents and other interested parties an opportunity to make any final comments on the draft Plan. The Planning Commission may then make its recommendation to the City Council to adopt the Plan as is or adopt with revisions. The City Council may then conduct its own public hearing if desired, following which, the Council may consider adoption of the Plan. If adopted, City Council adopts the Plan by resolution, as required by Illinois Department of Commerce and Economic Opportunity (IDCEO) as a grant recipient.

Day-to-Day Use of Comprehensive Plan

This Comprehensive Plan will be used on a regular basis by City staff and officials to assess the appropriateness of citizen proposals and local policy making. Everyday use of the Comprehensive Plan will include the following:

1. Assisting the City Council, Planning Commission, and other local officials in the day-to-day administration, interpretation, and application of the Comprehensive Plan.
2. Ensuring consistency with the Comprehensive Plan and planning cases, such as development proposals and zoning, subdivision, and annexation requests. City staff will assist applicants in refining their proposals to bring them into full compliance with established policies and standards of adopted City plans and development regulations. City staff will include a section on consistency in the staff report related to each planning case. The section will evaluate the proposal against the maps, policies, strategies, and recommendations of the Comprehensive Plan.
3. Reviewing maps, policies, strategies, and recommendations of the Comprehensive Plan when preparing programs and budgets and considering public investments.
4. Providing assistance to the public in explaining the Comprehensive Plan and its relationship to private and public development projects and other proposals.

In cases where actions or proposals could dramatically affect the policies, recommendations, or spirit of the Comprehensive Plan, an amendment to the Comprehensive Plan should be initiated.

Plan Assessment, Amendments, and Updates

Plan Assessment

The Comprehensive Plan should be reviewed regularly by staff to gauge progress on implementation, set priorities for the coming year(s), and identify logical amendments based on changing conditions in the City. Once completed, this assessment should be submitted to the City Manager and City Council for review.

Amendments

Amendments may be appropriate in the years following initial adoption of the Comprehensive Plan in instances where the Plan becomes irrelevant or contradictory to emerging policy or trends. Amendments to the text or maps of the Comprehensive Plan will be considered on a regular basis. In order to provide a predictable and cost-effective process, the City Council may elect to conduct amendments on a regular schedule (e.g. biannually). Amendments should occur after the plan assessment to ensure that items identified in the assessment and considered by the City Council are integrated into the Plan amendment.

The amendment schedule would require that all proposed amendment requests be officially submitted to the City by a specified date. Any individual, group, or City department may propose a Comprehensive Plan amendment. The proposed amendments will first be presented to the Planning Commission, followed by a public hearing before the City Council, followed by potential action of the City Council. The public hearing and Council action may be scheduled on the same date.

Applicants requesting an amendment to the Comprehensive Plan must demonstrate need and justification for the proposed amendment. For example:

1. Inconsistencies exist in the adopted Comprehensive Plan;
2. Changes have occurred since the adoption of the Comprehensive Plan that necessitate the proposed amendment;
3. The City's ability to achieve the goals of the Comprehensive Plan will be increased;
4. The City is approached with a unique economic development opportunity that would help achieve the vision or economic development goals expressed through the Plan;
5. The amendment is necessary to incorporate new public policies not reflected in the Comprehensive Plan; or
6. Other need or justification proposed by the applicant.

The schedule, procedure, and application for Comprehensive Plan amendments, once developed, should be adopted as an amendment to the Plan and included on the City's website.

Plan Updates

To ensure that the Comprehensive Plan remains current and relevant, a more extensive review and update of the Plan, with a specific focus on the Future Land Use Map, should be performed every five to ten years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Plan updates should:

1. Revise data and trends in the Existing Conditions Report;
2. Survey residents and the general public through a community outreach program;
3. Reevaluate the vision statement principles, policies, and strategies; and
4. Retire adopted neighborhood and subarea plans as they become fully implemented, if they are superseded by new plans or studies, or if they no longer meet the needs or desired future direction of the City.

Implementation Action Plan

Working in concert with other partners, City staff will take the lead in Plan implementation. The Comprehensive Plan represents a 20 year vision for the City. As such, implementation will take time, especially when resources are limited and must be regularly prioritized by City Council. This section sets forth implementation priorities for the years immediately following adoption of the Comprehensive Plan.

The Implementation Action Plan that follows summarizes suggested actions, responsible agencies, proposed timeframe, and possible non-local funding sources to implement this Plan. The Action Plan is not intended to be all inclusive of every implementation activity identified in this document, but rather a summary of those items specifically identified as short and mid-term implementation priorities. The Action Plan should be reviewed and updated with each Comprehensive Plan amendment to reevaluate and prioritize future implementation measures. Implementation activities may be adjusted over time based on new information, changing circumstances, and evaluation of their effectiveness, so long as they remain consistent with the intent of the Plan.

The following table contains the acronyms used in the Implementation Action Plan.

Acronyms	Responsible Agencies	Acronyms	Potential Non-Local Funding Sources
AC	Augustana College	DCEO	Illinois Department of Commerce and Economic Opportunity
ARI	Activate Rock Island	EDA	Illinois Economic Development Agency
AAC	Arts Advisory Committee	EPA	United States Environmental Protection Agency
BHC	Black Hawk College	HUD	U.S. Department of Housing and Urban Development
CC	City Council	IDOT	Illinois Department of Transportation
CED	Community and Economic Development	ILEPA	Illinois Environmental Protection Agency
DARI	Downtown Association of Rock Island	USEPA	United States Environmental Protection Agency
DC	Development Community		
HPC	Preservation Commission		
GROWTH	Rock Island Economic Growth Corporation		
ID	Inspection Division		
LI	Rock Island Library		
NTHP	National Trust for Historic Preservation		
PC	Planning Commission		
PR	Parks and Recreation Department		
PRB	Parks and Recreation Board		
PW	Public Works Department		
RVCC	RiverVision Coordinating Committee		
RIPS	Rock Island Preservation Society		
RR	Renaissance Rock Island		
SD	School District(s)		
WIU	Western Illinois University		

Implementation Action Plan					
Action(s)	Responsible Agencies	Timeframe	Plan Elements	Page References	Potential Non-Local Funding Sources
Review development proposals, rezonings, subdivisions, annexations, and other planning cases against the Future Land Use Map	CED, PC, CC	Ongoing	Future Land Use Plan	<ul style="list-style-type: none"> • Pg. 92, "Adhere to the Future Land Use Map" • Chapter 5 • Pg. 143, "Day-to-Day Use of Plan" 	-
Update the zoning ordinance, integrating high quality site and design standards for: <ul style="list-style-type: none"> - Building materials - Exterior lighting - Landscaping - Parking and access - Renewable energy - Design and/or resource protection overlays (i.e. TODs, Conservation Development) 	CED, PC, CC	2014-2017	Built Environment; Transportation and Mobility; Land Use Plan	<ul style="list-style-type: none"> • Pg. 91, policy 3 • Pg. 92 "Update the City's Zoning Ordinance" • Pg. 92 "Adopt Shared Parking Standards" • Pg. 119, policy 3 	-
Update other City ordinances: <ul style="list-style-type: none"> - Animal control (related to keeping of chickens) - Signage - Snow removal 	CED, PC, CC	2015-2018	Built Environment; Healthy Community; Transportation and Mobility	<ul style="list-style-type: none"> • Pg. 91, policy 3 • Pg. 103, policy 8 • Pg. 110, "Create an Environment that Supports a Healthy Community," 4th sub-bullet 	-
Identify brownfield sites and develop a mitigation and redevelopment strategy	CED, CC	Ongoing	Built Environment; Prosperous Economy	<ul style="list-style-type: none"> • Pg. 91, policy 11 • Pg. 94, "Brownfields Redevelopment" • Pg. 109, policy 6 	ILEPA; USEPA
Conduct annual School District/City Council meetings	SD, CED, CC	Annually	Quality Education	<ul style="list-style-type: none"> • Pg. 96, "Work Collaboratively to Address Issues of Mutual Concern" 	-
Conduct a joint marketing campaign to address misconceptions and better disseminate positive statistics about the Rock Island-Milan School District	SD, CED	2014+	Quality Education	<ul style="list-style-type: none"> • Pg. 95, "Reverse the Negative Perception of the Local Education System" 	-

Implementation Action Plan					
Action(s)	Responsible Agencies	Timeframe	Plan Elements	Page References	Potential Non-Local Funding Sources
Work with employers and education providers to identify labor force needs and fill gaps in educational programming	AC, BHC, SD, CED, WIU, area employers	Ongoing	Quality Education	<ul style="list-style-type: none"> Pg. 95, "Establish Link between Employers and Education Providers" 	-
Continue to collaborate on safe routes to school planning and implementation	CED, SD, ARI	Ongoing	Quality Education	<ul style="list-style-type: none"> Pg. 95, policy 4 Pg. 96, "Continue to Collaborate on Safe Routes to School Planning and Implementation" 	Bi-State Planning Commission; IDOT
Grow existing businesses and foster entrepreneurship	CED, RR, DARI, GROWTH	Ongoing	Prosperous Economy	<ul style="list-style-type: none"> Pgs. 97-98, "Prosperous Economy" 	HUD, EDA
Capitalize on the downtown character to expand retail and service-oriented businesses	CED, RR, DARI, GROWTH	Ongoing	Prosperous Economy	<ul style="list-style-type: none"> Pgs. 97-98, "Prosperous Economy" 	HUD Main Street; NTHP; Federal Tax Credits
Explore programs and incentives to promote improvement, maintenance, and rehabilitation of existing housing, beyond current programs	ID, CED, CC	Ongoing	Housing and Neighborhoods	<ul style="list-style-type: none"> Pg. 101, "Prioritize Neighborhood Reinvestment and Stabilization" 	HUD, EDA
Develop a sustainable funding source for acquisition and tear-down of abandoned properties	CED, RRI, GROWTH, CC	2014-2016	Housing and Neighborhoods	<ul style="list-style-type: none"> Pg. 101, "Prioritize Neighborhood Reinvestment and Stabilization" 	HUD, EDA
Study how other cities across the nation fund their transportation systems	CED, PW	2014-2016	Transportation and Mobility	<ul style="list-style-type: none"> Pg. 103, policy 2 	-
Adopt and implement a "Complete Streets" policy	CED, PW, CC	2014-2015	Transportation and Mobility	<ul style="list-style-type: none"> Pg. 103, policy 3 	-
Implement traffic calming measures where warranted	CED, PW, CC	2015-2020	Transportation and Mobility	<ul style="list-style-type: none"> Pg. 103, policy 4 Pg. 105, "Implement Traffic Calming Measures where Warranted" 	IDOT, EDA
Identify and secure funding to implement the IL 92 Traffic Engineering Study	PW, CED	2014-2018	Transportation and Mobility	<ul style="list-style-type: none"> Pg. 62, "Illinois 92 Traffic Engineering Study" 	IDOT, FHWA

Implementation Action Plan					
Action(s)	Responsible Agencies	Timeframe	Plan Elements	Page References	Potential Non-Local Funding Sources
<p>Prepare a facility needs study to determine current and long-range space, technology, equipment, and facility needs for:</p> <ul style="list-style-type: none"> - City Hall - Libraries - Public Works <p>Explore opportunities to promote and encourage green buildings and site design in building and equipment upgrades</p>	<p>CED, PW, LI, CC</p>	<p>2015+</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pgs. 93-94, "Encourage Green Building and Site Design" • Pg. 107, "Upgrade and Expand City Facilities and Services as Necessary" 	<p>-</p>
<p>Develop long-range control plan for combined sewer overflow</p>	<p>PW</p>	<p>2014</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pg. 49, "Wastewater" • Pg. 107, policy 8 	<p>EDA, DECO, IL EPA</p>
<p>Implement the water distribution system upgrade plan</p>	<p>PW</p>	<p>2014+</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pgs. 48-49, "Water Supply" 	<p>EDA, DECO, IL EPA</p>
<p>Explore options for additional recycling services and waste reduction programs</p>	<p>PW, CC</p>	<p>2015+</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pg. 107, policy 6 • Pg. 107, "Upgrade and Expand City Facilities and Services as Necessary" 	<p>IL EPA, IL DNR</p>
<p>Modernize city communications</p>	<p>CED, CC</p>	<p>2014-2015</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pg. 108, "Modernize City Communications" 	<p>EDA, DECO</p>
<p>Apply "Right Tree-Right Place" standards for urban forestry</p>	<p>PR, PW, CED</p>	<p>2014-2015</p>	<p>Community Services</p>	<ul style="list-style-type: none"> • Pg. 108, "Adopt Right Tree-Right Place Standards" 	<p>-</p>
<p>Update the Comprehensive Parks and Recreation Master Plan</p>	<p>PR, CED, PRB, CC</p>	<p>2014-2015</p>	<p>Healthy Community</p>	<ul style="list-style-type: none"> • Pg. 109, "Update the Comprehensive Parks and Recreation Master Plan" 	<p>IL DNR</p>
<p>Adopt a CPTED Ordinance to increase public safety</p>	<p>CED, PD, CC</p>	<p>2015+</p>	<p>Healthy Community</p>	<ul style="list-style-type: none"> • Pg. 111, "Implement Crime Prevention through Environmental Design to Increase Public Safety" 	<p>-</p>

Implementation Action Plan					
Action(s)	Responsible Agencies	Timeframe	Plan Elements	Page References	Potential Non-Local Funding Sources
Update the stormwater management ordinance	PW, CED, CC	2014	Natural Resources	<ul style="list-style-type: none"> Pg. 113, "Update the Stormwater Management Ordinance" 	-
Develop a strategy to secure public access to the Mississippi riverfront	CED, CC	Ongoing	Healthy Communities	<ul style="list-style-type: none"> Pg. 112, policy 7 	-
Prepare insect infestation mitigation plan	PW, PR	2015+	Natural Resources	<ul style="list-style-type: none"> Pg. 116, "Prepare Insect Infestation Mitigation Plan" 	IL DNR
Encourage citizen involvement in local government	City	Ongoing	Regionalism	<ul style="list-style-type: none"> Pg. 116, "Encourage Citizen Involvement in Local Government" 	-
Maintain regular communication and involvement in regional initiatives	City	Ongoing	Regionalism	<ul style="list-style-type: none"> Pg. 116, "Maintain Regular Communication and Involvement in Regional Initiatives" 	-
Continue to implement adopted City neighborhood and special plans and studies	CED, PW, CC	Ongoing	Planning Legacy	<ul style="list-style-type: none"> Chapter 2 	-
Complete the update of the Downtown Strategic Plan and initiate implementation activities	CED, RR, DARI, GROWTH	2014-2015	Planning Legacy	<ul style="list-style-type: none"> Pg. 62, "Downtown Strategic Plan" 	-
Prepare an update to the Blackhawk Corridor Development Plan	CED, CC	2014-2016	Planning Legacy	<ul style="list-style-type: none"> Pg. 68, "Blackhawk Corridor Plan" 	-
Update the Columbia Park Plan	CED, CC	2014-2018	Planning Legacy	<ul style="list-style-type: none"> Pg. 64, "Quad City Industrial Center Vision Plan" 	-
Collaborate with Davenport to prepare a 10 year update of the RiverVision plan	CED, CC, RVCC, City of Davenport	2014-2015	Planning Legacy	<ul style="list-style-type: none"> Pg. 64, "RiverVision" 	-
Prepare annual assessment of Comprehensive Plan	CED, CC	Annually	Implementation	<ul style="list-style-type: none"> Pg. 144, "Plan Assessment" 	-
Prepare annual Comprehensive Plan amendments, if warranted	CED, PC, CC	Annually	Implementation	<ul style="list-style-type: none"> Pg. 144, "Amendments" 	-
Update the Comprehensive Plan	CED, PC, CC	2018-2023	Implementation	<ul style="list-style-type: none"> Pg. 144, "Plan Update" 	-

RESOLUTION NO. 23-2014

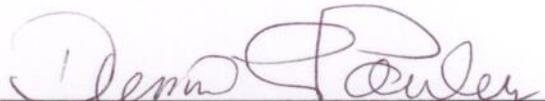
WHEREAS, 65 ILCS, Article 11, Division 12, Illinois Statutes, establishes the required procedure for a local government to adopt a comprehensive plan; and

WHEREAS, 65 ILCS 5/11-12-5(1) grants the Planning Commission the authority to recommend a comprehensive plan to the corporate authority, the City Council; and

WHEREAS, 65 ILCS 5/11-12-5(1) grants the City Council the authority to adopt the comprehensive plan as recommended by the Planning Commission or to modify or amend portions of the recommended comprehensive plan; and

WHEREAS, the City of Rock Island Planning Commission held a public hearing on April 2, 2014 and recommended for adoption by the City Council the *City of Rock Island Comprehensive Plan* and the *Rock Island Strategic Development Plan*, a subcomponent of the comprehensive plan; and

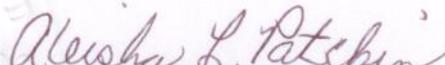
NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Rock Island hereby approves the *City of Rock Island Comprehensive Plan* (Exhibit A) and *Rock Island Strategic Development Plan* (Exhibit B), attached hereto as Exhibits A and B, as the City's comprehensive plan under 65 ILCS 5/11-12-5.


MAYOR OF THE CITY OF ROCK ISLAND

PASSED: April 21, 2014

APPROVED: April 22, 2014

ATTEST:


CITY CLERK

AYES: Aldermen

Hotle
Murphy
Austin
Clark
Conroy
Foley
Tollenaer

NAYS: None
ABSENT: None

