

# ANDALUSIA ROAD CORRIDOR STUDY

City of Rock Island, Village of Milan and Rock Island County, Illinois



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Schreiber /Anderson Associates, Inc.

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## **ACKNOWLEDGEMENTS**

### **ANDALUSIA ROAD CORRIDOR STEERING COMMITTEE**

#### **Village of Milan Representatives**

Dean Abolt, Milan Planning Commission  
Jack Knepp, Milan Chamber of Commerce  
Robert M. Herath, Andalusia Road Business owner – Stakeholder  
Steve Seiver, Village Administrator - Staff

#### **City of Rock Island Representatives**

David Conroy, Rock Island Alderman - 2nd Ward  
Ted Johnson, Rock Island Planning Commission  
Mike Thoms, Andalusia Road Business owner - Stakeholder  
Alan Carmen, Planning & Redevelopment Administrator - Staff

#### **Rock Island County Representative**

Ray Nees Rock Island County Building and Zoning Director - staff,

### **TECHNICAL RESOURCE TEAM**

Geoff Smith, Project Engineer, Illinois Department of Transportation  
Kathryn Douglass, Computer Graphic Specialist, City of Rock Island  
Stephanie Allewalt, Planning Intern, City of Rock Island

### **CONSULTANT TEAM**

John Lichtenheld, Principal, Engineer, Schreiber/Anderson Associates, Inc.  
Nick Lelack, Senior Project Manager, Schreiber/Anderson Associates, Inc.  
Gil Jevne, Landscape Architect, Schreiber/Anderson Associates, Inc.  
Bruce Morrow, Landscape Architect, Schreiber/Anderson Associates, Inc.  
Jeff Greger, Landscape Designer, Schreiber/Anderson Associates, Inc.

# **ANDALUSIA ROAD CORRIDOR STUDY**

## **I. VISION & GOALS**

This project represents a joint effort between the City of Rock Island, the Village of Milan and Rock Island County. Below are a vision statement and list of goals based on comments from the steering committee, stakeholders, and business and property owners meetings to guide the Andalusia Road Corridor Study opportunity analysis and concept planning process.

### **A. ANDALUSIA ROAD CORRIDOR VISION STATEMENT**

Andalusia Road will be a dynamic corridor in the Quad Cities Region. It will continue to consist of vibrant businesses, build stronger ties to neighborhoods, improve the safety and convenience of the transportation facilities, establish viable connections to the surrounding parks and recreational spaces, enhance the attractiveness of the streetscape, buildings, signage, and landscaping, and establish a unique identity in the region. Residents, business people, visitors and commuters will enjoy living, shopping, working, playing and interacting with one another in this engaging place.

### **B. ANDALUSIA ROAD CORRIDOR STUDY GOALS & OBJECTIVES**

1. Make better use of existing infrastructure.
2. Locate community services, jobs and shopping in close proximity.
3. Enhance existing neighborhoods and businesses.
4. Improve the visual character and identity of the corridor.
5. Improve traffic flow and safety for all modes of transportation.
6. Create vibrant, sustainable commercial districts to support existing and future neighborhoods.
7. Capitalize on opportunities for infill and redevelopment along the corridor.
8. Provide viable options to automobile trips by improving and expanding walking, biking, and transit facilities and safety.
9. Create a visually appealing, inviting and sustainable image for the corridor.
10. Unify, connect and integrate uses along the corridor.
11. Preserve and enhance open space and recreation opportunities.
12. Promote partnerships between the municipalities, businesses and neighborhoods.

13. Create a safe place – both in perception and reality.
14. Create an inspiring theme and identity for the corridor celebrating the environmental character of the area and the Quad Cities.

## II. REGIONAL CONTEXT

Andalusia Road is located just south of the Rock River and Interstate 280. Andalusia Road is also known as 10<sup>th</sup> Avenue West in Milan and 78<sup>th</sup> Avenue West in Rock Island. The road's east-west orientation makes it the primary corridor serving the southwest section of the Quad Cities. The corridor's connections to the Rock Island / Milan Parkway allow for easy access to the Quad Cities to the north and the area's new and growing residential development to the south. To the east, the corridor provides access to the Quad City Airport. Andalusia Road's access to Interstate 280 and its proximity to the airport extend the corridor's interconnection well beyond the Quad Cities.

Historically, the Andalusia Road corridor served as the southern boundary of the Quad Cities region. Its primary purpose was to provide regional transportation between and among communities. However, as land along the corridor has developed and new roads have been built across and around Andalusia Road, the character and function of this important corridor has changed and continues to evolve.

Today, the Andalusia Road corridor is situated in the heart of the dynamic, growing southern Quad Cities region. **Exhibit 1** shows the regional context for the study area. The Andalusia Road corridor study area lies within a five- to six-mile radius of key regional destinations including Downtown Rock Island, Milan, Andalusia, Oak Grove and Coal Valley, the Mark Twain Wildlife and Fish Refuge, bridges crossing the Mississippi and Rock Rivers, the Quad City Airport, South Park Mall, Sunset Park, Blackhawk State Historic Park, McKay Park, Camden Park, Collinson Park, Little League Park, the Heppopin Canal Parkway, the Great River Trail and Trinity Medical Center West Campus. The central location and close proximity to these destinations present a major opportunity for revitalizing the Andalusia Road corridor.

The corridor itself is also a regional destination despite the loss of key businesses such as Eagle Foods and the Showcase Cinemas. Properties along the corridor continue to be reused, redeveloped and developed, increasing the density of uses along nearly all segments of the corridor. In addition, new and expanding neighborhoods and commercial developments have recently been completed, are under development or in the planning stages surrounding this corridor. The West Rock River Bridge, scheduled to be completed in 2006, will significantly increase access to the corridor and properties surrounding the corridor, spurring additional growth and development.

Andalusia Road supports a high level of automobile and truck traffic. Mass transit is the only other transportation provided along the corridor. MetroLINK has a transit route that connects the majority of the corridor to destinations throughout the Quad Cities Metropolitan area. Pedestrian and bicycle facilities are absent the entire length of Andalusia Road with the exception of a one block section in front of the Osco Drug Store. Furthermore, pedestrians have difficulties crossing Andalusia Road due to the lack of well defined crosswalks.

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## **A. REGIONAL CONTEXT OPPORTUNITIES**

Andalusia Road's central location within the growing southern Quad Cities region provides a number of important opportunities. These opportunities are listed below.

1. Encourage pedestrian and bicycle traffic on the corridor.
2. Create a multimodal transportation network along the corridor that serves the neighborhoods and businesses along Andalusia Road.
3. Create bicycle connections along the corridor and between the corridor and regional bicycle system.
4. Integrate the corridor into the surrounding environment and adjacent neighborhoods and development areas.
5. Capitalize upon the study area's convenient location and access to mass transit.

## **B. REGIONAL CONTEXT RECOMMENDATIONS**

The following recommendations seek to take advantage of the opportunities identified above.

1. The road should be redesigned from providing high speed, regional access to providing attractive, safe, efficient, and convenient multimodal local access to a variety of land uses. These transportation enhancements will help make the corridor's businesses more competitive on a regional scale and neighborhoods more livable for current and future residents.
2. Establish local bicycle and pedestrian connections along the corridor; and to adjacent and nearby existing and future neighborhoods, businesses, and parks and open spaces.
3. Coordinate urban design and land use planning along the corridor with land use planning along the Rock Island / Milan Parkway, Highway 67, and the Casino.
4. Integrate business districts with existing and future neighborhoods and conservation areas.
5. Expand commercial uses in the study area to provide choices in goods and services to existing and future neighborhoods.
6. Develop a promotional campaign to generate interest in the corridor.

### III. LAND USE

An accurate depiction of the study area's existing land use pattern is the first step in planning for a desired future growth pattern and transportation system. This section discusses the existing land use mix along the corridor, the distinct land use districts, entrances and gateways to the corridor, and opportunities for future land use and redevelopment.

#### A. MIXED-USE CORRIDOR

The Andalusia Road study area supports and is connected to a broad mix of uses. Commercial, light and heavy industrial, residential, agricultural, open space, recreational, and institutional uses front onto Andalusia Road. **Exhibit 2** illustrates the corridor's current land uses and **Exhibit 3** shows proposed land uses.

Large sections of the corridor contain distinctly different land uses on the north and south sides of Andalusia Road, which is largely caused by the environmentally sensitive lands (e.g. flood plains and wetlands) on the north side (**Exhibit 4**). The only section of the corridor where land uses are similar on the north and south sides is the urban area approximately between Knoxville Road and 14<sup>th</sup> Street West, which is primarily in the Village of Milan.

On the north side from 14<sup>th</sup> Street West to Turkey Hollow Road, the corridor primarily consists of environmentally sensitive lands, open spaces, parks and recreation facilities, and limited businesses. Much of this area is, however, designated in the *Southwest Rock Island Plan*, for a variety of light industrial, office/research park uses, and commercial/retail land uses – outside of environmentally sensitive areas. The north side of the road from Knoxville Road to the Milan Parkway consists of a small neighborhood, a significant amount of open space, the John Deere Distribution Center and other light industrial properties, and limited businesses near the intersection of Andalusia Road and the Milan Parkway.

The south side of the corridor contains a much greater variety of land uses. The section from the Rock Island / Milan Parkway to the intersection with U.S. Route 67 is predominantly single family residential; the crushed stone operations and former Eagle Foods Distribution parking lot are the departures from this residential area. The section from U.S. Route 67 to 9<sup>th</sup> Street West is a variety of commercial, light industrial and residential land uses. And, from 9<sup>th</sup> Street West to Turkey Hollow Road, there exists a variety of heavy and light industrial land uses, a substation, the Shadybrook Addition neighborhood, large parks, and undeveloped business park properties.

The Andalusia Road Corridor study area is surrounded and abutted by significant park and open space lands. The abundance of passive and active recreation areas near Andalusia Road should be viewed as significant amenities for the corridor. Additionally, the bluffs along the far eastern edge of the corridor between Knoxville Road and the Milan Parkway provide scenic, woodland resources. These bluffs are developed with low density residential uses. Currently, the value of these amenities to those who live, work and shop in the area is diminished by the lack of connectivity between the outlying open spaces and the immediate corridor study area.

The significant parks and open spaces along the corridor are the Mark Twain Wildlife and Fish Refuge, the Mill Creek area, Hasselroth Park, and Alan A. Campbell Sports Complex. Other nearby parks include the Collinson Park (Village of Milan); Camelot Campgrounds (privately owned and operated); and private softball fields (north side of Andalusia Road just west of West 14<sup>th</sup> Street).

## **B. DISTRICTS**

The distribution of land uses, development styles and natural features has resulted in areas of distinctly different character along the corridor. Based on an existing conditions and opportunity analysis, the corridor has been divided into four districts:

- (1) Mixed-Use Light Industrial District on the west edge;
- (2) Mixed-Use Recreational District;
- (3) Mixed-Use Commercial District in the central area; and
- (4) The Bluff District on the east.

The following descriptions summarize the land uses and physical characteristics of each district.

### **1. Mixed-Use Light Industrial District**

The Mixed-Use Light Industrial District is situated between Turkey Hollow Road and 29<sup>th</sup> Street West (**Exhibit 5**). Light industrial land uses line the south side of the road with agriculture and open space to the north. This section of the corridor is low density meaning that buildings are separated on large lots. The district as an open free as a result of large open fields, the lack of trees, and the limited developments are set back from the road. Overhead power lines dominate the landscape in the absence of other vertical elements.

East of the Rock Island Parkway, the railroad provides the only separation from parking, loading and storage facilities fronting the corridor. Buildings tend to be large, nondescript metal industrial buildings with little architectural appeal. West of the Parkway, more architecturally interesting buildings and the screening of storage and loading facilities has created a business/office campus feel to the area. A significant volume of large truck traffic adds to the industrial character of the area.

### **2. Mixed-Use Recreational District**

The Mixed-Use Recreational District is situated between 29<sup>th</sup> Street West and 14<sup>th</sup> Street West (**Exhibit 6**). A combination of small lakes, mature trees and recreational facilities define the character of this district. The trees create a sense of enclosure and lessen the visual impact of the overhead power lines. This district acts as a transition between the urban, automobile-oriented character of the Mixed-Use Commercial District to the east and the rural, truck-oriented Mixed-Use Industrial District to the west.

### 3. **Mixed-Use Commercial District**

The Mixed-Use Commercial District is the central, retail district of the corridor, and extends from 14<sup>th</sup> Street West to the western edge of the X-Pac development near the intersection with 8<sup>th</sup> Street East (**Exhibit 7**). This compact, urban area contains a variety of land uses, including commercial, light industrial, civic, and residential. It is undergoing dramatic changes resulting from the recent loss of several key businesses including the Eagle Foods Distribution Center and grocery store, the Showcase Cinemas and a number of other commercial and industrial businesses. The district's convenient location, high traffic volumes and close proximity to developed and developing residential areas make this area a good location for neighborhood-oriented retail shops and restaurants and for professional offices. In addition to commercial businesses, the district has light industrial sites, including the Milan Industrial Park.

The district lacks any design features or guidelines to unify the diverse land uses and building types, with the end result being an area filled with visual clutter and no identity. In addition, the different land uses are not buffered from one another.

### 4. **Bluff District**

The Bluff District extends from the west side of the X-Pac site to the Milan Parkway (**Exhibit 8**). The proximity and prominence of the bluffs lend themselves to the name of this district. The bluffs provide a sense of enclosure and create an appealing natural character to this district. The bluffs are home to single-family residences in mostly wooded lots. The bluffs and open space minimize the negative visual impact of the industrial uses north of Andalusia Road at both ends of the district. Limited light industrial land uses are also present in this district on the north side of Andalusia Road. This district has tremendous opportunities for future change with the construction of the West Rock River between Milan and Rock Island / Moline, which will significantly affect the accessibility to and through this area.

## C. **COMMUNITY ENTRY/GATEWAY**

Gateways are important entrances into a city, neighborhood or business district that support high traffic volumes, promote visible and defining community features, and local key community destinations. Andalusia Road represents a major gateway to Milan and Southwest Rock Island. The area contains – or is adjacent to – defining community features such as the Southwest Rock Island Business Park, the Milan Industrial Park, the Rock Island Parkway, Hasselroth Park, and the bluff lands. These features, however, lack significant visibility and the appropriate level of promotion and wayfinding.

Key entrances to the corridor at both intersections of the Rock Island / Milan Parkway and the U.S. Route 67 intersection are poised for significant changes. As previously discussed, the new West Rock River Bridge will significantly increase access along the Milan Parkway and potentially to Andalusia Road. Important entry features and buildings should occupy all four corners of this intersection both to create a sense of entry into the corridor as well as to maximize the use of this transportation system and available public services.

The Andalusia Road intersection with U.S. Route 67 also provides an important location for increased development. The properties on the south are underutilized given the large lots, developable land, and high traffic counts on this corridor. Redevelopment on the Showcase Cinemas site provides an opportunity to create significant entry/gateway features to the corridor and downtown Milan. And, the gas station and adjoining properties on the northeast corner could be expanded to include additional, larger buildings along with the existing or redeveloped gas station.

The final significant entry into the Andalusia Road Corridor is at the intersection with the Rock Island Parkway. The eventual, expected transfer of state owned property at this intersection to local public or private entities should spur commercial development in this location. The high quality new business park sign on the southwest corner of this intersection should be incorporated into a larger gateway for the entire corridor.

Minor gateway opportunities also exist along the corridor. The beginning of the core commercial area would benefit from a gateway as well as a feature at the main border between City of Rock Island and the Village of Milan. A final gateway could be at the Turkey Hollow Intersection to signify the western end of the project area. These minor gateways provide an important opportunity to add a unifying element to the overall corridor design.

#### **D. LAND USE OPPORTUNITIES**

##### **Overall Corridor Opportunities**

1. The corridor is underutilized. Its central location in the growing southern Quad Cities area provides a variety of opportunities for infill on vacant parcels or parcels with small buildings, and redevelopment of industrial, commercial and residential properties. The intensity of development on land within the study area should be increased to better utilize the existing infrastructure and adjacent open space amenities.
2. The new West Rock River Bridge will enhance the corridor's central and convenient location in the Quad Cities region, creating a variety of opportunities to expand and enhance the mix of businesses in the Village of Milan to include: medical services for nearby neighborhoods, regional retail destinations, neighborhood supporting retail and restaurants, professional office space, and civic spaces.
3. The Rock Island / Milan Parkway provides convenient access to the corridor, continuing to provide opportunities for new businesses in the business and industrial parks.
4. The environmental amenities and mixed use character of the corridor create opportunities for establishing an overall coordinated theme for the Andalusia Road corridor.
5. The abundance of parks, natural areas and features (e.g., rivers, bluff, wetlands, woodlands), and open spaces provide tremendous opportunities to create an integrated regional open space system that links the open spaces along and near the corridor together as well as to regional open spaces beyond.

### **Mixed-Use Light Industrial District Opportunities**

1. There is an opportunity to acquire State owned land around the Andalusia Road, Rock Island Parkway intersection on the north side. This property provides opportunities for commercial development, as designated in the Southwest Rock Island Plan.
2. Opportunities exist to balance new development with the environmentally sensitive lands on the north side of the road. Environmentally sensitive lands provide amenities such as views and passive recreation for new office, research or light industrial businesses.
3. The Mark Twain Wildlife and Fish Refuge and the area along Mill Creek are the most significant open spaces that surround Andalusia Road. The Southwest Rock Island Bicycle System Plan recommends a trail system that follows a portion of Mill Creek and Kyte Creek with connections to Andalusia Road. The trail system would provide opportunities for jogging, hiking, biking, nature study, photography and connections to other trails.
4. The available vacant land designated for light industrial and office/research uses provides opportunities for this area of the corridor and region to become a major employment center.
5. There are several opportunities for increased density (larger buildings, more buildings) through infill and redevelopment on the south side of Andalusia Road between the Rock Island Parkway and Mixed-Use Recreational District.
6. There is an opportunity to create a major gateway at the Rock Island Parkway intersection and a minor gateway at the Turkey Hollow intersection.

### **Mixed-Use Recreational District Opportunities**

1. Hasselroth Park and Alan A. Campbell Sports Complex are part of the City of Rock Island park system. Sand Creek separates Hasselroth Park from Alan A. Campbell Sports Complex to the south. Hasselroth Park has playground, picnic areas and serves as the Rock Island Dog Park. The sports complex has four softball and six soccer fields. The Park District is currently investigating opportunities to expand the park and develop a trail system and nature-related activities in the bluffs south of the parks. These opportunities should continue to be pursued.
2. Create safe bicycle and pedestrian connections to existing and planned public and private parks, and public open spaces.
3. The natural setting and easy access to this district makes it attractive to office development.
4. Park and open space systems should be coordinated with transportation systems to provide safe, convenient, and enjoyable bicycle and pedestrian connections among neighborhoods, parks and open spaces, and commercial areas.

5. Opportunities exist for properties fronting the north side of Andalusia Road between 9<sup>th</sup> Street West and the private sports complex to transition to commercial uses serving these recreational areas and/or the future businesses within this section of the corridor.

### **Mixed-Use Commercial District Opportunities**

1. Milan's mixed-use commercial district provides significant opportunities for infill and redevelopment. As discussed above, this area is centrally located, experiences high traffic volumes and is within close proximity to developed and developing residential areas. Many of the properties are large lots with small buildings, and several properties and buildings are vacant or for-sale. This district is a good location for additional neighborhood-oriented retail shops and restaurants, professional offices, and possibly regional shopping destinations. The most significant opportunities for infill and redevelopment are the:
  - a. Vacant parking lot for the former Eagle Foods Distribution Center
  - b. Former Eagle Foods Distribution Center
  - c. Former Eagle Foods Grocery Store and adjoining properties
  - d. Former Showcase Cinemas site, which is proposed to be a HyVee supermarket with outlots
  - e. Vacant property on the southeast corner of U.S. Route 67 and Andalusia Road.
  - f. Underutilized property on the southwest corner of U.S. Route 67 and Andalusia Road.
  - g. Skate Ranch property.
  - h. Potentially the existing HyVee Grocery Store if and when it relocates to the Showcase Cinemas site.
2. Opportunities should be created for a public gathering space in the Milan commercial core area.
3. There is an opportunity to create major gateway features at U.S. Route 67 and minor gateways at entrance to the commercial area and at the border between the City of Rock Island and the Village of Milan.
4. Most of the properties fronting Andalusia Road in this district are underutilized and contain a mix of uses. As these properties redevelop, there is an opportunity to create a vibrant commercial corridor to take advantage of the high traffic volumes and growing regional population.

### **Bluff District Opportunities**

1. There is an opportunity to create a major community and corridor focal point with signature buildings and more intensive commercial land uses at the intersection of Andalusia Road and the Milan Parkway. This will set the tone for the type and quality of development along the Milan Parkway and into the Andalusia Road corridor.
2. Large undeveloped areas provide opportunities for quality mixed use-commercial developments such as on the John Deere Distribution property along Andalusia Road.

3. The bluffs provide visual character to this area. There is an opportunity to reflect this character in new developments through roof lines, colors, landscaping, etc.
4. The crushed stone quarry will continue to operate for the foreseeable future. There is an opportunity to make this land use more compatible with the redeveloping corridor by reducing the storm-water run-off and other debris from the site to the road, as well as improving the safety from trucks accessing the property.

## E. LAND USE RECOMMENDATIONS

### Zoning Recommendations

1. Establish a corridor overlay zoning district to be adopted by both the City of Rock Island and Village of Milan. This district should incorporate the urban design recommendations in Section IV(F) below and specifically address development within each of the four districts.

General recommendations for development standards within this overlay district address the “form of development,” and the underlying zoning generally establishes the land use. However, one of the recommendations below is to expand the list of compatible land uses to provide a mix of uses.

The purpose of this district is to create consistency in signage, parking location, building placement, building design and height, landscaping, and uses within both communities and along the corridor; each district should, however, include specific regulations and possibly incentives to facilitate the type of development desired by the communities. In addition, the purpose of this overlay zoning district is to achieve the following:

- a. Establish, strengthen, and maintain a high quality urban environment with compatible commercial, industrial, residential, conservation, and recreational uses.
- b. Create a pedestrian- and bicycle-friendly environment.
- c. Encourage active retail uses and eating establishments on the ground floor within the commercial areas.
- d. Prohibit development and activities that are antithetical to pedestrian activity along the street, particularly in the commercial areas.
- e. Make Andalusia Road a major regional destination.
- f. Create development standards that:
  - i. Improve the quality and appearance of development along the corridor.
  - ii. Ensure that such development is complementary to the region as a whole.
  - iii. Encourage crime prevention through environmental design, decrease opportunity for crime, and increase user perception of safety.
  - iv. Increase opportunities for use of alternative modes of transportation.
  - v. Promote streetscapes that are consistent with the desired character of the underlying zones and/or districts.
  - vi. Promote safe, attractive, and functional pedestrian circulation systems in commercial areas.

The development criteria or guidelines should include the following:

Minimum Density: 4 dwelling units per acre

Maximum Density: 15 dwelling units per acre

#### Types of Development/Uses

- a) Land uses should be established in the underlying zoning district, however, this overlay district may allow additional compatible uses such as residential in the Commercial Zoning District and commercial in the Industrial Zoning District.

#### Procedures

- a) The City of Rock Island and Village of Milan should allow each other to provide comments on proposed developments within a certain distance from the municipal boundary to ensure coordination and cooperation along the corridor.
- b) Both communities should amend their Zoning Ordinances to require the submission and approval of a Concept Plan by the Plan Commission prior to the submission of a plat or Site Plan for all development along the corridor. In addition, Site Plans should be reviewed and approved by the Plan Commission. Broad discretion should be provided to each community over the Site Plans to ensure the implementation of this study. Further, an expedited review process should be conducted for development proposals that exceed the requirements and standards.

#### Development and Location Criteria

##### *Parking Areas*

- a) Locate large parking areas to the side or rear of buildings rather than between buildings and public streets whenever possible.
- b) Parking areas should be well landscaped and lighted.
- c) Parking lots should be screened with street walls, ornamental fencing, or dense hedges to soften the visual impact from Andalusia Road.
- d) Shared parking areas are encouraged. Whenever possible, adjoining parking lots should be linked to provide internal traffic circulation.
- e) Internal walkways should be provided to interconnect parking lots with building entrances.

##### *Site Design*

- a) Buildings should be parallel to Andalusia Road.
- b) Walkways should be provided to connect the building entrance to the public sidewalk.

- c) It is preferred to have the front of the building or the public entrance face Andalusia Road; if the building fronts two major corridors then it should provide two front facades.
- d) Buildings should have a prominent location on corners and surface parking should be minimized at the highly visible locations.
- e) Maximum building setbacks or “build-to lines” should be established for each district within the corridor to create consistency and interconnectivity between and among both properties and buildings.

### *Building Height*

- a) Building height adds to the character of the street. A majority of the buildings along the corridor are one story and will likely continue to be one story. Two and three story buildings should also be supported along the corridor. New one story buildings should contribute to the street through the addition of an extended first floor façade when a multiple story building is not feasible.

### *Building Design*

- a) Avoid blank building walls with little detail or variety fronting on Andalusia Road.
- b) All visible sides of buildings should be designed with details that complement the front façade. Side facades that are visible from Andalusia Road should receive equal design attention.
- c) Buildings should be designed as products of their own time.
- d) For larger buildings, it is important to provide variation to the building face through the use of materials and color, or by dividing the building into bays to break up large facades to create pedestrian interest at the street level.
- e) Corner buildings play an important role in defining the intersection and should include distinctive architectural features including towers, rounded walls, recessed entries and other design features.
- f) Buildings should contain clear glazing or other windows to provide interest to the street in commercial areas. Mirrored windows are discouraged.
- g) Brick, stone, and stucco are the preferred primary building materials.
- h) Accent materials such as awnings, parapets, and cornices should provide interest in facades in commercial areas.
- i) Buildings fronting on Andalusia Road must provide a main entrance on the facade of the building that is within the established maximum street setback or “build-to line” facing the street.

### *Signage*

- a) New Pylon signs are prohibited.
- b) Preferred sign types include signs integrated into the design of the building along a sign band, monument signs of six to eight feet in height or other architecturally integrated signs, generally not exceeding a height of 10 feet unless meeting exceptional design standards.
- c) Individually mounted backlit letters are an acceptable form of signage.

- d) The use of small, well-designed building-mounted light fixtures is a preferred method of illuminating signage.

### *Buffers*

- a) Establish buffers between land uses of different scale and intensity. Land use conflicts generally occur where abutting land uses are of a different scale and intensity. If this is an existing situation, the community will need to work with the property owner, and perhaps provide incentives to encourage the property owner to install site improvements and landscaping to minimize the conflict. As with inappropriate land uses, the community may have to purchase properties in order to establish buffers. When new development, expansions or redevelopment occurs, the community shall require buffering in the form of landscaping, fencing, or increased setbacks between adjacent uses.
2. The Planned Unit Development Districts' development review standards should be amended to require conformance with both the comprehensive plan **and** this Study.

### **General Recommendations**

1. Ensure the first development proposals for development along this corridor meet or exceed the development standards. These first developments must be "models" for the type and quality of development that will be expected in the future. Consistent implementation of this study will result in a significantly improved mix of uses and overall corridor character. Public incentives may be required to facilitate the first quality developments.
2. Consider conducting a market study to determine the most appropriate uses for specific properties along the corridor such as the former Eagle Food Distribution Center.
3. Coordinate land use planning and decision making among the City of Rock Island, Village of Milan, and Rock Island County.
4. Develop and maintain planning and regulatory tools consistent with the goals and recommendations outlined in this study.
5. Implement the Southwest Rock Island Plan, including the design concept sketches and design guidelines.
6. Consider creating a regional open space plan, which, to the greatest extent possible, links the open spaces throughout the corridor with one another, between adjacent properties, to the regional open spaces and open space systems such as the Mark Twain Wildlife and Fish Refuge, and to the bluffs and conservation subdivisions within the bluffs.
7. Adopt proposed land use plan (**Exhibit 3**).

### **Mixed-Use Light Industrial District Recommendations (City of Rock Island) - See Exhibit 9 & 10.**

1. Require new commercial developments around the Andalusia Road-Rock Island Parkway intersection to include public gathering spaces such as a small pocket park or plaza, particularly if the development includes a restaurant or entertainment use.
2. Preserve the existing flood plain and wetlands on agricultural properties on the north side of the Andalusia Road corridor near the intersection of Turkey Hollow Road.
3. Complete the purchase of the State of Illinois right-of-way on the properties abutting the Rock Island Parkway.
4. Convert isolated residential parcels to adjacent commercial or industrial land use as property owners decide to sell or transition their properties.

### **Mixed-Use Recreational District Recommendations (City of Rock Island) – See Exhibit 10**

1. Maximize the use of parks and open spaces by ensuring the facilities are safe and meet users' needs.
2. Link the open spaces with transportation planning by building pedestrian and bicycle paths where topography allows. This linkage will provide safe, convenient, and enjoyable connections between neighborhoods and parks and open spaces, and between neighborhoods and commercial areas.
3. Land uses adjacent to the environmentally sensitive areas must be developed with environmentally sound practices to ensure preservation of these unique natural amenities which add character to the area.

### **Mixed-Use Commercial District Recommendations (Village of Milan) – See Exhibit 11**

1. The vacant parking lot for the former Eagle Foods Distribution Center should either continue to serve as a parking lot for a new occupant for the building or be considered for quality multi-family residential development, possibly for seniors, with carefully controlled access to/from the site. The property is difficult to access given the narrow Andalusia Road right-of-way in this area, proximity to E. 3<sup>rd</sup> Street access, and possible new major access to distribution site. The property should be rezoned to R-5, Multiple Family Zoning District, or R-6, Multi-Family Residence District, within the next 5 years if the parking lot remains unused. Increasing the number of people living in this area will create additional demand for commercial development/redevelopment.
2. The redevelopment of the former Eagle Foods Grocery Store and Showcase Cinemas sites should be models of good urban design and held to high standards regarding architecture, landscaping, signage, building location, etc. to set the standard for the redevelopment of other properties along the corridor, and particularly in this urban area.

- a) The Showcase Cinemas site should be zoned and used for commercial uses (not employment, manufacturing, or industrial uses). This property is in the heart of Milan’s commercial core and should be used in a manner that contributes to the character and vitality of this commercial district. If the HyVee development proposal is approved and constructed, the remainder of the lot should be master planned prior to granting additional approvals (this will likely require an ordinance change for the Village). In addition, as recommended above, Site Plans for each lot should be reviewed and approved by the Village’s Plan Commission to ensure quality design and integration into the commercial character of the area.
- b) The former Eagle Foods Distribution Center should be redeveloped. This redevelopment may occur under any one of several scenarios. While a variety of uses, densities, types and styles of development would be appropriate on the site and in this location of Milan, a master plan for the property should be completed prior to redeveloping any portion of it. Three potential future scenarios for the site could include the following:

Scenario 1

The building continues to serve as a distribution center and office building for similar distribution center uses. However, if the utilization of the building is significantly reduced and a majority of the remaining property is idle, the south end of the property fronting Andalusia Road should become commercial outlots for retail, restaurant, entertainment or professional services/office uses. The vacant distribution center parking lot on the south side of the road should be redeveloped into a quality multi-family or senior housing development.

Scenario 2

The entire property is redeveloped. The west end of the property fronting U.S. Route 67 becomes a major retail anchor, contributing to the commercial activity between Andalusia Road and downtown Milan. Outlots are created and developed along Andalusia Road as described in Scenario 1. The northeast area of the property – behind the major retail anchor and outlot parking areas and next to X-Pac could be used for X-Pac expansion and/or related light industrial uses.

Scenario 3

The entire property is redeveloped. A new network of public streets are developed in a grid pattern to create a new 50-acre “town-center” type of a mixed-use neighborhood with neighborhood oriented services and shops, a variety of residential uses, and small public gathering spaces such as a pocket park or urban plaza.

3. The properties on the south side of Andalusia Road and between the former Eagle employee parking lot and U.S. Route 67 should be considered for transitioning from residential to commercial uses. The increased traffic volumes and commercial character of this area make it better suited to business uses than residential.
4. The compact, urban development between U.S. Route 67 and 14<sup>th</sup> Street West has a fragmented pattern of land uses. This area should contain a diverse mix of commercial land

uses that include retail, service, office, civic and entertainment. The residential and light industrial land uses fronting this corridor should be encouraged to transition to commercial land uses over the long term (no business or resident is forced out). As these properties redevelop, they should redevelop along the principles discussed above.

5. Properties fronting the north side of Andalusia Road between 9<sup>th</sup> Street West and the private sports complex should transition from residential to commercial. These frontage properties should serve recreational users or industrial employees given their proximity and access to these land uses and the increasingly high traffic volumes on this road.
6. Consider creating a neighborhood pocket-park along the corridor near the railroad tracks as well as within the neighborhood between 7<sup>th</sup> Street West and 6<sup>th</sup> Street West as these areas redevelop.
7. Create a major gateway and community focal point at the intersection at Andalusia Road and U.S. Route 67. Each corner should consist of high quality design of buildings, landscaping, site layout, signage, lighting, and/or public art. This intersection in the heart of Milan and entry into the Village's commercial core should make a strong, positive statement about the community. It should also include clearly marked, attractive and safe crossings on all four corners.
8. The redevelopment of the former Eagle Foods Grocery Store should implement the recommendations of this plan and become a model for quality redevelopment in the Village.

### **Bluff District Recommendations (Village of Milan) – See Exhibit 12**

1. Create a major gateway and focal point intersection at Andalusia Road and the Milan Parkway. Encourage quality commercial developments/redevelopments on the northwest, northeast and southeast corners of the intersection of Andalusia Road and the Milan Parkway (and possibly the southwest depending on the property's slopes and vegetation); these uses should include retail, restaurant and offices. The developments on all four corners should be coordinated in terms of architectural styles and colors, signage, landscaping, parking, etc. (creativity should be encouraged, but starkly different site and building designs, materials and colors should be avoided) to create a sense of place and entry to the Village and Andalusia Road corridor. Clearly marked and safe crossings should be established across the Parkway and Andalusia Road to facilitate convenient pedestrian and bicycle connections to the developments on all four corners.
2. The properties on the north side of Andalusia Road between the Milan Parkway and small neighborhood (the rear of the John Deere Distribution site) should be considered for mixed use commercial development, including retail, restaurant, office and possibly residential land uses. These developments should be coordinated and integrated with the existing single family residential neighborhood to the west and new mixed-use developments near the intersection to the east.

3. The residential character between Windy Hill and Knoxville Road should be preserved and improved where appropriate. For example, the residential properties near the intersection of Knoxville Road and Andalusia Road should be improved.
4. Consider transitioning the residential properties on the north side of Andalusia Road between and around 24<sup>th</sup> Street and 25<sup>th</sup> Street to commercial or small office uses. These residences are currently located very close to the road and the increased traffic on the road might make these properties more suitable for non-residential uses.

## IV. URBAN DESIGN & VISUAL CHARACTER

As stated above, the corridor in general, and the Mixed Use Light Industrial and Mixed Use Commercial in particular, are experiencing significant changes. The Mixed Use Light Industrial District (Rock Island) is developing and infilling, and the Mixed Use Commercial District (Milan) is redeveloping and infilling. These transformations provide opportunities to create consistency both along the corridor and within the specific districts. Urban design is the critical element that creates this consistency. It addresses where the buildings are located on the property, how buildings address the street (e.g. location of entrance, architectural details such as ground floor windows, etc.), where the driveway is located, how adjoining properties relate to one another (i.e., connected by sidewalks, similar building elements and features), the location of parking, the location of landscaping, and streetscape improvements. Urban design shapes visual character.

Meetings with the steering committee and area stakeholders revealed that people who visit, live, work and shop in the Andalusia Road corridor do not view the corridor's overall visual character – urban design – positively. The major public issues surrounding aesthetics and character are best summarized in the following four points:

- Development patterns
- Lack of streetscaping
- Visual clutter
- Lack of identity or sense of place

The most prominent factor undermining the visual character of the area as a whole is the “hodge-podge” character of the development patterns along Andalusia Road.

### A. DEVELOPMENT PATTERNS

Andalusia Road is a suburban arterial that carries significant volumes of traffic and supports a diversity of commercial, light industrial and residential activity centered on vehicular use. With the exception of a one block area in front of the county garage and turn lanes, Andalusia Road is a two-lane road with gravel shoulders. The corridor is lined with overhead power lines and open drainage ditches.

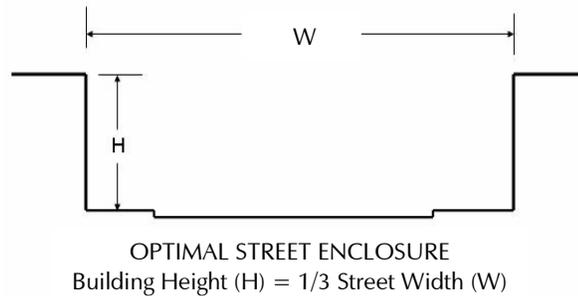
Development on the western end of the Andalusia Road corridor study area is typified by a variety of light industrial buildings to the south with open spaces and recreational uses to the north. Metal light industrial buildings are set back (and separated by railroad tracks) from the street, parking lots and storage areas with a variety of sign standards and no screening. Sites appear busy and cluttered without any consistency from one property, building or sign to another. See **Exhibits 5 and 6**.

The middle portion of the corridor sets the overall negative visual tone for the entire corridor with its clashing mix of commercial, institutional, light industrial and residential buildings. The uncoordinated placement and architectural style of buildings are the primary reason for the unattractive appearance. The profusion of signage, access points, overhead utilities and open drainage ditches has added visual clutter to an area lacking any sense of unity. Gravel shoulders also contribute to the area's unkempt appearance. Furthermore, this section of the corridor lacks streetscape elements, such as lights, street trees, sidewalks, etc., which would provide continuity and screening. See **Exhibit 7**.

The eastern end of the corridor is residential to the south, with a mix of light industrial, residential and open space to the north. The proximity of the bluffs to the road and the limited amount of development help to minimize the visual clutter in this portion of the corridor. As with the rest of the corridor, streetscaping is minimal. See **Exhibit 8**.

### 1. *Street Enclosure*

One of the major determinants of a corridor's visual character is the relationship of buildings to the street. As in many commercial arterial districts, the center portion of Andalusia Road features low-scale buildings located at a considerable distance from the street. The street frontage along the center portion of Andalusia Road is largely occupied by parking lots.



A general rule of thumb for human-scaled, pedestrian-friendly urban streets is that the average building height should be at least one-third of the street width to create a sense of enclosure. The diagram above illustrates this relationship. The Mixed-Use Commercial District would benefit from site development practices emphasizing rear and/or shaded parking and buildings fronting more directly on the street.

The addition of street trees and landscaping can also enhance the level of street enclosure and improve the pedestrian environment. Today, Andalusia Road is almost devoid of street trees. Street tree plantings improve a street's pedestrian character by creating a sense of enclosure for the sidewalk and a buffer between the sidewalk and the traffic. Street trees can also make the street more pedestrian friendly by reducing its grand scale, and provide a traffic calming effect by breaking up the wide-open, unobstructed sight lines that encourage higher travel speeds.

## B. STREETScape

For this analysis, the term streetscape refers to the overall street character and the associated amenities lining the streets. Items factoring into this review include sidewalks, lighting, plantings, trash receptacles, public and private signage, banners, benches and other related amenities. The appearance of the streetscape is an important feature defining the overall character and identity of a community or district.

Currently, Andalusia Road has almost no streetscape elements. The existing street lighting is typical of a highway or major arterial corridor and does not exhibit decorative displays. Minimal landscaping exists throughout the study area, including on private property. The only section of sidewalk along Andalusia Road is in front of the Osco store at the northwest corner of West 4<sup>th</sup> Street. No other streetscape amenities appear to exist.

## C. VISUAL CLUTTER

The following factors are often found along arterials such as Andalusia Road and tend to contribute to an overall impression of visual clutter.

### 1. Signage

Private and public signage along Andalusia Road has a significant impact upon the aesthetics of the study area. While private property owners along the corridor value existing signage for the economic benefits it provides, the long-term, cumulative impact of unregulated private signage decisions has contributed to an overall visual character best described as haphazard and chaotic. It is important to note that the discordant arrangement of buildings and parking, combined with the distance of the buildings from the road, encourage property owners to employ larger and/or more signs to attract customers. Therefore, if sign changes are to play a role in the transformation of the district, additional tools aimed at improving the overall visual character and function of the study area must accompany them.

### 2. Utilities

The presence of overhead utility lines and open drainage ditches along Andalusia Road also contributes to visual clutter. Many cities have chosen to underground overhead power lines and pipe storm water in order to improve the appearance of a district.

## D. THEME AND IDENTITY

Theme and identity are critical pieces for the revitalization of the Andalusia Road corridor. Negative perceptions are far too common regarding this area. In meetings, common responses included “underutilized properties and poor physical condition of buildings and businesses,” and a number of remarks regarding the chaotic, unkempt and dilapidated look of the corridor. When these concerns are voiced by existing area residents, businesses and visitors, it becomes harder to sell the area to new investors or urban pioneers who see the future potential of the area. To complicate matters even further, a single section can affect the perception of the entire corridor. In the case on Andalusia Road, the negative opinions of the center portion of the corridor accentuate the identity problems for both ends.

Theme and identity must go beyond the furnishing of slogans, banners, and the like. These are key visible efforts and represent important work. However, what is needed to supplement these is efforts a complete view of what shapes the perceptions and identity of this corridor.

The name of the corridor also shapes its identity. This corridor’s numerous names in both communities and beyond creates confusion and a lack of identity.

### 1. Gateway

As a major gateway, Andalusia Road lacks major (and minor) community entrance features, signature buildings, and a coordinated streetscape character that is consistent with its prominent location and role. Overall, it lacks visual interest and a sense of place. A significant opportunity exists in this

corridor to capitalize on the community's unique assets such as the bluffs as well as its diverse neighborhoods and business mix.

Another critical component to this area's identity is the appearance of the approaches to the gateway. Currently, one of the primary features greeting people as they enter the region and corridor are either the vast amounts of pavement at the Rock Island Parkway intersection, vacant buildings at U.S. Route 67, or the non-descript intersection at the Milan Parkway. In general, the impression people have as they enter the corridor has a dramatic impact on how they view the district and the community.

## **2. *Storefronts, Buildings, and "Curb Appeal"***

As one travels through the center portion of the corridor today, there have been few improvements beyond the Osco and Casey's gas station. Also, no improvements appear to have been made to the public realm – the streetscape. When driving through this area, the overwhelming sense is that this is largely a depressed area that many drivers want to pass through as quickly as possible on their way to another place. This perception is fueled by factors included in discussions above such cluttered signage, chaotic development patterns, and unappealing architecture.

## **3. *Andalusia Road as a Pedestrian District***

During committee and stakeholder meetings, it was indicated that people would like to see opportunities for pedestrian traffic in the area increased. In its current arrangement, walking between businesses is generally discouraged by the design and development patterns of the area, while walking along or across the road is a potentially life-threatening experience.

## **E. URBAN DESIGN OPPORTUNITIES**

1. Improve the corridor's appearance through such measures as providing streetscape enhancements or burying overhead power lines. Streetscape enhancements may include community and corridor identification signage, landscaping, banners, etc. at the major gateways and entrances. The variety of distinct areas along the corridor provides opportunities for unique, but coordinated streetscape improvements.
2. Identify priority areas for streetscape improvements, such as in the Milan commercial core.
3. Identify the corridor's major gateways and intersections and determine appropriate entrance features for each. Gateway and entrance features include the following: attractive signage, landscaping and/or decorative fencing, banners, colored pavement, safe and attractive pedestrian crossings, etc.
4. Create public gathering spaces in the Milan commercial core area.
5. As the signage is replaced along the corridor – either by private initiative or public improvements – there will be opportunities to ensure all signage is ADA-compliant.
6. Create a theme and identity for the corridor based on the significant natural features of the area such as the Rock River, Mississippi River, bluffs, etc.

## F. URBAN DESIGN RECOMMENDATIONS – Exhibits 9 - 12

1. Develop and implement streetscape improvements along the entire length of the corridor. **Exhibits 13 and 14** illustrate how urban design can dramatically improve the appearance of the corridor. Urban designs should include the following elements:
  - a. Lighting
    - i. Mixed-Use Light Industrial, Mixed-Use Recreational, Bluff Districts
      - a) Contemporary ornamental roadway lights spaced to provide a uniformed, low level of light.
      - b) Combination of twin fixtures in medians supplemented by single fixtures on side of road as required.
      - c) Lights to compliment those used in other districts.
      - d) Provide banners that relate to the corridor.
    - ii. Mixed-Use Commercial District
      - a) Pedestrian scale or combination of pedestrian and roadway scale, contemporary ornamental lights spaced to provide uniformed, medium level of light.
      - b) Lights to compliment those used in other districts.
      - c) Provide banners that relate to corridor.
  - b. Landscaping
    - i. Mixed-Use Light Industrial, Mixed-Use Recreational, Bluff Districts
      - a) Plant street trees to create an informal, natural design.
      - b) Plant banks of roadside ditches with natural plantings.
      - c) Provide additional natural plantings to screen areas as needed.
      - d) Landscape median with combination of lawn and low natural plantings that require minimal maintenance.
      - e) Incorporate accent planting in gateway designs.
    - ii. Mixed-Use Commercial District
      - a) Street trees uniformly spaced.
      - b) Grass terrace
      - c) Incorporate accent planting in gateway designs.
  - c. Enhance crosswalks at major intersection in the Mixed-Use Commercial area with special pavement.
  - d. Develop and install a way finding system for the corridor.
  - e. Create and install a palette of site furnishings that enhance the pedestrian experience and visual character of the corridor.

2. Develop design guidelines for new development and redevelopment along this corridor, primarily for commercial properties. The Conceptual Design Guidelines in the *Southwest Rock Island Plan Appendix A* should be implemented along the corridor ensure consistency in design. Design guidelines should be created for each district within corridor and incorporated into the overlay zoning district. For example, the design guidelines should implement “Main Street” principles for properties within the Mixed-Use Commercial District. These principles generally include:
  - a. Provide shared curb cuts and parking lots.
  - b. Create walkways between buildings.
  - c. Coordinate architectural design between buildings and possibly along the corridor.
  - d. Make landscape improvements and install amenities such as benches.
  - e. Locate buildings close to the street.
  - f. Connect building entrances with public sidewalks (if/when sidewalks are constructed).
  - g. Utilize rear and side-yard parking where possible. Employ screening techniques where front-yard parking is considered necessary.
  - h. Provide attractive landscaping/outdoor spaces.
  - i. Screen public and private parking lots with landscaping and/or decorative fences.
  - j. Complement the public ‘streetscape’.
  - k. Locate trash and utility areas away from the street and out of public view, and provide appropriate screening.
  - l. Employ environmentally sustainable design practices.
  - m. Promote crime prevention through environmental design (CPTED). CPTED strategies for commercial and residential environments include:
    - Provide clear border definition of controlled space. Fences, landscaping and signage all represent acceptable border definition. The underlying principle is that the “reasonable individual” must be able to recognize that (s)he is transitioning from public to private space.
    - Provide clearly marked transitional zones moving from public to semi-public to semi-private to private space this will help to encourage appropriate behavior throughout the business and mixed-use district.
    - Relocate gathering areas to areas with good natural surveillance and access control. Private gathering areas may be located in places that are out of view of “abnormal users” (defined as persons whom you do not desire to be in a certain space).
    - Place safe activities in unsafe locations. Safe activities serve as magnets for normal users (defined as persons whom you desire to be in a certain space).

- Re-designate the space to provide natural barriers. Conflicting activities may be separated by distance, natural terrain, or by other functions to avoid fear producing conflict. For instance the sounds emanating from a basketball court may contribute to a perception of insecurity for a senior gathering area. Environmental guidelines can minimize both perceived and real threats.
- Improve scheduling of space. Generally, it has been found that the effective and productive use of spaces reduces real and perceived threats for normal users. Conversely, abnormal users feel at greater risk of surveillance and intervention in their activities.
- Redesign or revamp space to increase the perception of natural surveillance. The perception of surveillance is more powerful than its reality. In this way windows and clear lines of sight can be more effective than hidden cameras, and as effective as on-site guards.

(Source: Crowe, Timothy D., National Crime Prevention Institute. Crime Prevention Through Environmental Design, 2<sup>nd</sup> Edition. Butterworth-Heinemann, Boston. 2000.)

3. Create a theme and identity for the corridor based on the significant natural features of the area such as the Rock River, Mississippi River, bluffs, wildlife areas, and more.
  - a. Develop and implement the use of a corridor logo. The logo should relay the desired character and theme of the corridor. The logo should be used throughout the entire study area to help unite the corridor.
  - b. Create major gateways at the Rock Island Parkway, U.S. Route 67, and Milan Parkway intersections to announce and establish the identity the corridor.
  - c. Make the Mixed-Use Commercial District a pedestrian environment that encourages users to stay in the area longer and walk between businesses and neighborhoods.
  - d. Take advantage of open spaces to reinforce the natural character of the surrounding environment and encourage recreational opportunities.
  - e. Incorporate public art in public and private spaces along the corridor.
4. Improve the corridor's curb appeal by performing the following:
  - a. Remove the drainage ditch and install an underground the storm water system in the Mixed-Use Commercial District
  - b. Reconstruct Andalusia Road to have curb and gutter in the Mixed-Use Commercial District and a wide paved shoulder in all other districts. The road should have landscape medians where possible.
  - c. Reduce visual clutter along the corridor by:
    - i. Bury overhead utility lines in the Mixed-Use Commercial District
    - ii. Remove and prohibit billboards along the corridor.

- iii. Develop and implement signage control to transition from pylon signs to monument signs.
- 5. Add opportunities for street life by creating a pedestrian friendly area with public gathering spaces.

## V. TRANSPORTATION

### A. TRAFFIC AND CIRCULATION

The consultant team has prepared a general assessment of the current transportation system to determine its ability to efficiently serve the Andalusia Road corridor and surrounding areas. Included in the evaluation of the transportation system are analyses of:

- Current traffic volumes and patterns;
- Transit options;
- Pedestrian and bicycle routes and circulation; and
- Connections between Andalusia Road and other community destinations.

#### 1. *Street Network*

**Andalusia Road** is the central spine of a street network that includes Interstate-280, the Rock Island Parkway, Milan Parkway, U.S. Route 67, Andalusia Road, Turkey Hollow Road, 51<sup>st</sup> Street West, 14<sup>th</sup> Street West, West 4<sup>th</sup> Street, Knoxville Road and several local streets that connect directly to Andalusia Road. **Exhibit 13** shows the existing right-of-way and number of private access points per quarter mile and **Exhibit 14** displays the existing and projected traffic volumes, speed limits and signalized intersections along the corridor.

**Interstate-280** is located immediately north of the corridor with major interchanges at the Rock Island Parkway and the Milan Parkway. Interstate-280 provides direct access to Interstate-80 and Interstate-74.

**The Rock Island Parkway** is a four-lane divided road. The intersection of the Parkway and Andalusia Road is signalized. The Parkway is the major connection from Southwest Rock Island to downtown Rock Island and residential development south of the Rock River. The Parkway connects to the Milan Parkway south of the corridor at U.S. Route 67.

**Milan Parkway** is a two-lane road. The intersection of the Milan Parkway and Andalusia Road is a four-way stop with a flashing red warning signal. The Milan Parkway connects to the Rock Island Parkway south of the corridor at U.S. Route 67. The Milan Parkway and the Rock Island Parkway serves as the main connection between the Quad Cities and residential development south of the Rock River. The construction of the West Rock River Bridge spanning Interstate-280 and the Rock River to connect the Milan Parkway to the John Deere Expressway and Blackhawk Road has just begun and is expected to be complete in 2006. The new bridge is predicted to increase the traffic volume of the Milan Parkway from its current 5,700 ADT to 20,500 ADT in 2025.

**U.S. Route 67** is a four-lane divided road that serves as the main north-south road in the area. The intersection of U.S. Route 67 and Andalusia Road is signalized. To the north, U.S. Route 67 connects the corridor to the Village of Milan and has one of only two bridges in the area that cross the Rock River. To the south, Route 67 connects to Oak Grove and beyond.

**Turkey Hollow Road** forms the west boundary of the study area. The north end of Turkey Hollow Road terminates at Andalusia Road. The road primarily serves the light industrial area immediately to the east of Andalusia Road and residential areas to the south.

**51<sup>st</sup> Street West & 14<sup>th</sup> Street West** connect to Andalusia Road from the south and terminate at signalized intersections. The roads primarily serve the light industrial area immediately south of Andalusia Road and residential areas on the bluffs.

**West 4<sup>th</sup> Street** is a north-south road with a signalized intersection with Andalusia Road. The road primarily serves to connect residential areas in the south to businesses at Andalusia Road and business to the North in the Village of Milan.

**Knoxville Road** connects to Andalusia Road from the southeast and terminates at a signalized intersection. The road primarily serves residential areas.

**Other Local Roads** serve land uses in the immediate area of the corridor. North-south roads only extend a few blocks from Andalusia Road because of limitations caused by natural features or Interstate-280. Likewise, east-west roads have limited length due to natural and cultural elements.

## 2. *Intersections*

There are 26 intersections along Andalusia Road in the study area. Intersection design varies based on traffic demand and available right-of-way. Unless otherwise noted below in Table 1.1, Andalusia Road remains two-lanes through intersections. Table 1.1 also lists the method used to control intersection traffic. Andalusia Road traffic has the right-of-way at roads not listed below.

Intersection	East Bound	West Bound	Traffic Control
51 <sup>st</sup> Street West	1 Right Turn Lane 1 Thru Lane	1 Left Turn Lane 1 Thru Lane	Signalized with left arrow
Rock Island Parkway	2 Left Turn Lanes 1 Right Turn Lane 1 Thru Lane	1 Left Turn Lane 1 Right Turn Lane 1 Thru Lane	Signalized with left arrow
14 <sup>th</sup> Street West	1 Right Turn Lane 1 Thru Lane	1 Left Turn Lane 1 Thru Lane	Signalized with left arrow
West 4 <sup>th</sup> Street	1 Left Turn Lane 1 Thru Lane	1 Left Turn Lane 1 Right Turn Lane 1 Thru Lane	Signalized with left arrow
U.S. Route 67	1 Right Turn Lane 1 Thru Lane	No turn Lanes 1 Thru Lane	Signalized with left arrow
Knoxville Road	1 Right Turn Lane 1 Thru Lane	1 Left Turn Lane 1 Thru Lane	Signalized with right Arrow
Milan Parkway	1 Right Turn Lane 1 Thru Lane	1 Right Turn Lane 1 Thru Lane	4-way Stop with Flasher

Intersection spacing and site lines are also an important factor in intersection design. The distance between the U.S. Route 67 intersection and the frontage road intersection to the east creates a

dangerous situation. The bridge west of Turkey Hollow Road creates a sight line issue when turning on to Andalusia Road from Turkey Hollow Road. Large trucks also have difficulties negotiating turns at this intersection due to tight turning radii.

### 3. Access Points

The corridor has approximately 130 private access points. The majority of these access points occur between 14<sup>th</sup> Street West and East 3<sup>rd</sup> Street. The width of access points vary, with some businesses have access along the entire width of their property. The Existing Traffic Condition Map, **Exhibit 13** shows the number of private access points per quarter mile along the corridor.

### 4. Local Streets

Local streets provide access and circulation options for the neighborhoods along the corridor. These roads provide an important role in limiting the number of access points on Andalusia Road. In the Rock Island section of the corridor, most sites west of Hasselroth Park connect to Andalusia Road via local roads, thereby reducing access points on Andalusia Road.

### 5. Speed Limits

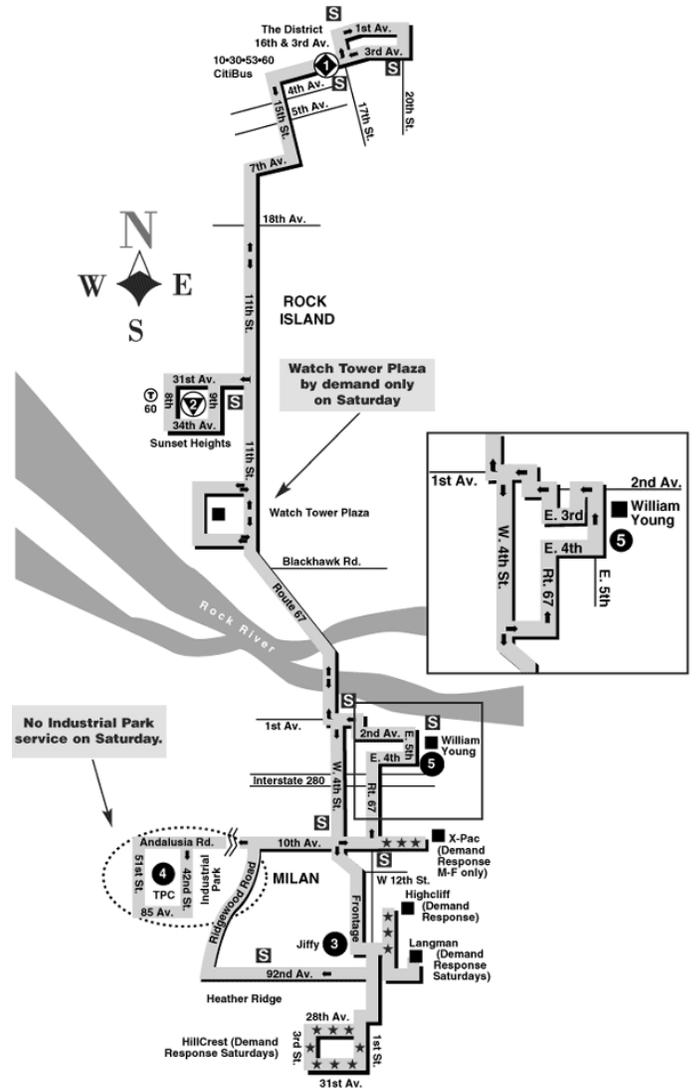
Corridor speed limits range from 35 mile per hour in the center of the corridor to 55 miles per hour along the periphery. The Existing Traffic Condition Map, **Exhibit 14** shows speed limits along the corridor.

### 6. Railroad

The railroad connects with Andalusia Road at the Milan Industrial Park in the Village of Milan at the intersection with 9<sup>th</sup> Street West. From this point, the railroad runs parallel to Andalusia Road to 42<sup>nd</sup> Street West in the City of Rock Island.

## B. BUS AND TRANSIT SERVICE

A portion of Andalusia Road and surrounding areas are served by Route 40 of the Rock Island County Metropolitan Mass Transit District, MetroLINK. Service includes Para-transit service for individuals unable to utilize regular bus service. Figure 1 shows the weekday transit route. On weekends, Route 40 has a reduced service area



**Figure 1: MetroLink Route 40**

along the corridor. Bus stops in the area are found near the intersection of West 4<sup>th</sup> Street and Andalusia Road and near U.S. Route 67 and Andalusia Road.

### **C. PEDESTRIAN CIRCULATION**

Several concerns were raised during the steering committee and stakeholder meetings conducted by the consultants regarding pedestrian circulation in the corridor. Overall, the groups said that pedestrian circulation along the corridor is currently inconvenient and unsafe with few, if any, defined places to walk.

The property at the northwest corner at West 4<sup>th</sup> Avenue has the only segment of sidewalk along the entire corridor. The West 4<sup>th</sup> Avenue intersection has pedestrian signals to facilitate crossing, but the crosswalks are poorly marked. A non-functioning pedestrian signal also exists at the employee parking lot for the former Eagle Foods Distribution Center.

Pedestrian access between adjacent properties, and between and among residential and commercial areas, rarely exists or is inconvenient and unsafe. Few pedestrian connections exist between Andalusia Road and businesses along the corridor. Pedestrians are forced to share driveways with automobiles and, in many cases, motorists are quickly entering the properties from Andalusia Road or are waiting to enter traffic on the road with their attention focused on other automobiles.

One of the significant consequences of the lack of bicycle and pedestrian connectivity is lost business from people who drive to one business and then leave the area because it is not convenient or safe to shop at another business. However, what has an even worse impact, are the people who choose not to shop in the district at all because they prefer to shop in a place where they can park their vehicle one time and then visit multiple destinations, such as Southpark Mall.

### **D. BICYCLE CONNECTIONS**

The Andalusia Road corridor has neither on-road nor off-road bicycle facilities. However, the Quad City Area Long Range Transportation Plan Trails Network shows trails crossing the corridor at 14<sup>th</sup> Street West, Knoxville Road and the Milan Parkway. The Southwest Rock Island Bicycle System Plan recommends more bicycle improvements, including bike lanes and a multi-use path along Andalusia Road.

### **E. PARKING**

Parking along the Andalusia Road Corridor appears to be adequate. Most parking occurs in private lots in the front of or on the side of buildings. Parking restrictions typically are not posted along Andalusia Road.

The greatest problem with parking is unfettered access to parking lots/areas along many sections of the corridor – automobiles enter parking lots at will without controlled or designated site entrances. In addition, large paved areas on some lots are unmarked, making it unclear where to park.

The parking lots in the Mixed Use Light Industrial District appear to provide sufficient parking for their intended uses. The parking areas west of the Rock Island Parkway appear to be located on the sides of newer buildings and in some cases screened with landscaping. The parking areas between the Rock Island Parkway and Hasselroth Park are a mixture of front and side parking lots, many of which are screened by fences, landscaping, the railroad tracks, etc., but many could use improvements.

## **F. TRANSPORTATION OPPORTUNITIES**

1. Changing the character of Andalusia Road from a highway to a street provides the greatest opportunity for Andalusia Road. To achieve this transformation, many separate changes need to take place.
  - a. Converting Andalusia Road from strictly a vehicular circulation system to a multimodal transportation network plays a fundamental role in the transportation process.
  - b. The inclusion of pedestrian and bicycle facilities (paths, sidewalks, signage, crossings, etc.) shifts some of the corridor's emphasis away from automobiles.
  - c. Reducing the speed limit from 55 miles per hour will slow down the traffic and change the "highway travel" speed to a commercial corridor speed.
  - d. The development of a theme or sense of place by the use of streetscaping helps to create a more neighborhood feel to the road.
2. Several opportunities exist in the corridor to improve traffic circulation. Andalusia Road's existing two-lane cross-section creates the largest obstacle for traffic flow. This cross-section does not accommodate the numerous left turn movements that occur along the corridor base on the traffic volumes. During peak travel times, traffic quickly backs up when a car makes a left turn. A left turn lane or additional travel lanes are needed to minimize the impact left turns have on traffic flow.
3. Controlling the number, width and location of access points to Andalusia Road creates another opportunity to improve traffic flow. Numerous businesses and residences access directly on to Andalusia Road. Combining current access with adjacent uses could dramatically reduce conflict points along the corridor. Besides the number of access points, the width needs to be controlled. Some businesses have access across their entire frontage. Furthermore, some parking is designed to have cars back out on to Andalusia Road, thereby disrupting traffic flow.
4. The development of the alternative circulation options could improve traffic flow by reducing access points and allowing neighbors to travel to local destinations without driving on Andalusia Road. The neighborhoods separated by the trailer park could be linked by connecting 78<sup>th</sup> Avenue West and 11<sup>th</sup> Avenues West through the trailer park. An opportunity exists to design the proposed extension of 8<sup>th</sup> Avenue West and frontage road modifications to increase access to businesses around the U.S. Route 67 intersection without adding

numerous access points on Andalusia Road. Furthermore, the proposed network would eliminate the frontage road connection to Andalusia Road.

5. Opportunities exist to expand transit routes as future growth generates more demand for transportation options. The construction of the new West Rock River Bridge will likely create new business opportunities at the east side of the corridor, which currently does not have transit services. The bridge also facilitates access between the corridor and businesses along the John Deere Expressway.
6. In new and redeveloped areas in both the City of Rock Island and Village of Milan, the Southwest Rock Island Plan's access, street design and layout, and parking recommendations should be implemented.
7. The opportunity exists to improve access to the corridor's commercial area by gaining access to Interstate 280 at U.S. Route 67.

## G. TRANSPORTATION RECOMMENDATIONS

1. Widen Andalusia Road to three lanes, with option to expand to four lanes, the entire length of the study area. **Exhibit 15** and **16** illustrate the rural and urban road cross sections recommended for Andalusia Road. The rural cross section occurs in the Mixed-Use Light Industrial, the Mixed-Use Recreational, and the Bluff Districts while the Mixed-Use Commercial District has an urban cross section.
  - a. Acquire the additional right-of-way needed to make roadway improvements.
  - b. The rural cross section should have two travel lanes and a dedicated left turn lane. A landscape median should replace the left turn lane whenever possible. The road should also have wide paved shoulders to help maintain pavement integrity, provide a clean look and allow for bicycle traffic.
  - c. The urban cross section should have two travel lanes and a dedicated left turn lane. A landscape median should replace the left turn lane whenever possible. The road should have bicycle lanes and curb and gutter.
2. Create a multimodal transportation system
  - a. Create a multi-use path on one side of Andalusia Road in the Mixed-Use Light Industrial, the Mixed-Use Recreational, and the Bluff Districts. The side of the road having the path needs further study and is beyond the scope of this project.
  - b. Provide sidewalks and bike lanes in the Mixed-Use Commercial District.
  - c. Develop a multiuse trail system to connect the corridor to adjacent neighborhoods as outlined in the Southwest Rock Island Bicycle System Plan, the Southwest Rock Island Plan and as shown on **Exhibit 9 - 12**.
3. Investigate the feasibility of creating an interchange on Interstate 280 at U.S. Route 67.

4. Traffic Control
  - a. Investigate interconnecting and phasing of traffic signals along Andalusia Road.
  - b. Install traffic signal at Milan Parkway intersection once traffic volume warrants.
  - c. Remove the pedestrian traffic signal in front of the former Eagle Foods Distribution Center.
5. Complete a speed study to determine the appropriate speed limits on Andalusia Road. The appropriate speed limits are likely to be 45 mph along most of the road and approximately 30 mph in the Mixed-Use Commercial District. There should be a gradation of speeds to allow for safe and efficient flow of traffic. **Exhibit 17** illustrates possible methods to reduce and control access points along the corridor.
6. Institute an access control program along Andalusia Road to improve safety and traffic flow. The program should do the following:
  - a. Limit the number of access points on Andalusia Road
  - b. Limit the width of driveway openings.
  - c. Require paved driveways from edge of road pavement to right-of-way to lessen the likelihood of openings becoming wider and wider with use.
  - d. Combine drives where possible
  - e. Define driveway setbacks from major intersections.
  - f. Follow examples in the Southwest Rock Island Plan that show developments with shared access. See **Exhibit 18**.
7. Terminate U.S. Route 67 frontage road north and south of Andalusia Road to eliminate conflicts at U.S. Route 67 intersection.
8. New roads and extensions
  - a. Construct a road that connects 31<sup>st</sup> Street West to 29<sup>th</sup> Street West to allow traffic to avoid difficult intersection at 29<sup>th</sup> Street West and Andalusia Road.
  - b. Connect 78<sup>th</sup> Avenue West to 11<sup>th</sup> Avenue West to improve neighborhood connectivity.
  - c. Extend Fairfield Avenue to 4<sup>th</sup> Street West to improve traffic flow.
  - d. Extend 8<sup>th</sup> Street West east to the U.S. Route 67 Frontage Road.
  - e. Create development road through the former Eagle Food Distribution site connecting the U.S. Route 67 Frontage Road to 3<sup>rd</sup> Street East.

- f. Construct a development road through the proposed redevelopment site at the southeast corner of Andalusia Road and U.S. Route 67 that connects the frontage road to 3<sup>rd</sup> Street East.
- g. Develop a new road in the John Deere Distribution property's utility easement that connects Tech Drive to Andalusia Road.

9. Intersection Improvements

- a. Investigate intersection improvement options at the Turkey Hollow intersection to improve sight distances and to accommodate large trucks. Possible solutions could include a reduction in speed on Andalusia Road west of the bridge over Turkey Hollow Creek or the inclusion of more traffic lanes.
- b. Investigate intersection improvement options at 29<sup>th</sup> Street West to minimize the difference in elevation between Andalusia Road and the at-grade railroad crossing.
- c. Conduct a traffic analysis to determine the number of turn lanes required to appropriately service traffic at the U.S. Route 67 and Milan Parkway intersections.

## IV. IMPLEMENTATION STRATEGY

Implementation is the most important step following the adoption of the plan. Implementation requires several key components to be successful. Implementation must be done with commitment – that is, the community must undertake plan implementation with the full understanding of its complexity, the time required, and the relationship and sequence of the plan’s various elements. Implementation must be funded; the community must allocate adequate resources for staff, professional assistance, project funding, and financial leverage.

Implementation requires partnerships; public and private sector individuals and organizations must come together as an implementation team. Finally, implementation must be dynamic; unanticipated redevelopment opportunities will present themselves throughout the process of planned implementation, so the implementation team must be able to assess and reprioritize on a continuous basis to take advantage of emerging opportunities. The following implementation strategy details the steps and activities needed to implement the Andalusia Road Corridor Plan, including:

- Implementation organization
- Implementation Process and Priorities
- Business Retention & Recruitment
- Developer Recruitment
- Funding Opportunities

### A. IMPLEMENTATION ORGANIZATION

#### 1. Project Management Team

The PMT is an intergovernmental, public-private partnership, responsible for managing the details of the corridor development. It is charged with overseeing all implementation activities, including prioritizing projects, assisting with developer and business recruitment and negotiations, analyzing economic feasibility of proposed projects, seeking further revenue sources, construction oversight and other activities. Potential members of the PMT should consist of: Corridor Steering Committee members, City Staff, Village Staff, a City Council Member, a Village Trustee, a Chamber Representative; and other business and corporate interests.

As **Exhibit 21** illustrates, four key groups will provide support to the PMT. They are the City of Rock Island, the Village of Milan, the Illinois Department of Transportation, and Business and Neighborhood Interests. These groups will be responsible for funding, design, outreach and management of specific projects.

The PMT will also be supported by the following:

##### a. Technical Resource

*This group, which will include city staff, agency representatives and the consultant teams, will be responsible for the day-to-day technical implementation and oversight of the Corridor Study.*

b. Andalusia Road Corridor Foundation

This group is charged with soliciting private donations from residents, businesses and other entities in Rock Island, Milan and outside of the city and village and managing all funding efforts, including developing approaches for the funding of operations and maintenance. In addition to coordinating the grant writing to public agencies, the committee will develop creative approaches to finding private funding sources for the project. The committee will also develop marketing materials and encourage private sector decision-makers to commit resources of their companies in terms of financial resources and expertise. This group is also responsible for eliciting further public input.

c. PMT Subcommittees

Subcommittees will address key issues related to the Andalusia Road Corridor, offering opportunities for Rock Island and Milan citizens to participate in the project. The following subcommittees are recommended:

*Public Relations Subcommittee*

This committee would be responsible for ensuring that the community is aware of the Plan and for garnering further support for the Plan.

*Natural Resources Subcommittee*

The subcommittee is responsible for coordinating the landscaping efforts of the plan. The subcommittee also oversees the acquisition of land for bicycle and walking trails and coordinates the development of plans for these trails.

*Redevelopment/Economic Development Subcommittee*

This subcommittee is responsible for those activities involving private redevelopment in the area. This subcommittee may be one that is developed over the long-term, as redevelopment of areas may come after the project is complete or near completion.

*Design Subcommittee*

This committee is responsible for design guidelines, marketing image, creating an identity for Andalusia Road and site plan review of projects along the corridor.

2. Business Association

Business district management and the implementation of private improvements and activities should be led by a new private sector organization comprised of community leaders who are committed to the revitalization of Andalusia Road. A dedicated business association should be formed to focus exclusively on the successful redevelopment of this business district. This group should include individuals whose skills and expertise can be instrumental in building a strong business association and assisting the PMT in implementing the recommendations of the Andalusia Road Corridor Study. This group could be funded through member pledges and contributions from the Chamber of Commerce and the City and Village, possibly through a TIF district.

### 3. Plan Coordination

The coordination of both short and long term opportunities for plan implementation between the City, the Village, the County and I-DOT will be essential. Coordination should include corridor maintenance, roadway improvements, right-of-way landscaping and wayfinding. The majority of the corridor is under I-DOT responsibility for infrastructure construction and reconstruction. As reconstruction projects are needed and scheduled an opportunity will be created to implement design features recommended in the plan – bridge details, landscape, and lighting for example. Annually reviewing IDOT’s improvement plans will allow the City, Village and County the opportunity to both budget and coordinate plan components.

### 4. Design Review

The aesthetic and landscape impact of private development adjoining the corridor can be significant and long lasting. The City and Village should adopt an inter-jurisdictional design overlay district along the length of the corridor and require design review of building plans according to the development standards outlined in the Zoning Recommendations (Section III.E).

## B. PROJECT PRIORITY AND ACTIVITIES

GENERAL	Short Term	Mid Term	Long Term
<b>Create Project Implementation Organizational Structure</b>			
• Create a project management team to manage implementation of project	✓		
• Seek City and Village Council's approval of implementation structure	✓		
• Develop advisory committee structure for each of the districts	✓		
• Involve public participation at neighborhood level	✓	✓	✓
• Create communication network between city, village, county, regional, state and federal agencies	✓		
• Create a developer negotiation team to recruit developers and negotiate agreements.	✓		
<b>Create public and political support.</b>			
• Gain support for the corridor from political leaders	✓	✓	✓
• Meet with groups to explain the benefits of the corridor plan to their areas and projects	✓	✓	✓
• Seek City and Village approval of the Study – including vision, goals, and recommendations	✓		
• Establish an understanding, commitment and priority with IDOT for the implementation of the plan.	✓		
• Educate public about the objectives of corridor project an promote the area for development	✓	✓	✓
• Initiate an outreach program to the real estate and development community regarding assets of the corridor	✓	✓	✓
• Involve developer and public in the planning process to gain support for the project	✓	✓	✓
• Work with businesses, individuals and Neighborhood Association to build support for the corridor	✓	✓	✓
<b>Project Funding</b>			
• Pursue grant funding focusing on economic development, transportation enhancements, livable cities and natural resource preservation. These could include TEA-21, or its successors, EPA brownfields and state open space acquisition grants	✓	✓	✓
• Create Andalusia Corridor Foundation to solicit private-sector corporate and individual interest in funding the project	✓		
• Define special legislative initiatives to fund larger and more extensive project activities	✓	✓	✓

	Short Term	Mid Term	Long Term
<b>Public Investment</b>			
• Allocate funds for infrastructure improvements to support desired new types of development	✓	✓	✓
• Provide tax incentives and expedited review for desired new development in compliance with this Study	✓	✓	✓
• Invest in improvements to existing community facilities	✓	✓	✓
• Invest in landscape improvements	✓	✓	✓
<b>Aesthetic Management</b>			
• Establish a zoning overlay district along the corridor for purposes of allowing a separate design review of projects visually impacting the corridor	✓		
• Review and consider amendments to landscape ordinances requiring private owners along the corridor to add buffer landscaping along Andalusia Road	✓		
• Review and consider amendments to ordinances to control outdoor advertising along the Parkway corridor	✓		
<b>Intergovernmental Coordination</b>			
• Work with adjoining communities and townships to reach consensus on future development along the corridor	✓	✓	✓
• Work with Illinois Quad City Regional Economic Development Authority, Illinois Quad City Chamber of Commerce, Milan Chamber of Commerce, Quad Cities Development Group and the Bi-State Regional Commission on ways to implement plan and identify sources of funding	✓	✓	✓
• Explore potential role of private, non-profit land conservation trust in preserving and maintaining open space	✓		
• Coordinate corridor enhancement with local and IDOT improvement projects along the corridor	✓	✓	✓
<b>Land Use</b>			
• Develop and adopt zoning overlay district for corridor	✓		
• Retain consultant to conduct market analysis for the Mixed-Use Commercial District.	✓		
• Adopt and implement proposed land use plan	✓		
• Create incentives for business to redevelop unused industrial sites.	✓	✓	✓
• Implement land use and aesthetic guidelines to maintain existing character of the area outlined in the Southwest Rock Island Plan	✓		

	Short Term	Mid Term	Long Term
• Ensure that first developments exceed development standards and serve as a model for future development	✓		
• Coordinate land use planning among the City of Rock Island, Village of Milan and Rock Island County.	✓	✓	✓
• Develop and maintain planning and regulatory tools to achieve goals.	✓	✓	✓
• Complete purchase of state right-of-way at Rock Island Parkway		✓	
• Convert current land uses to proposed land uses as owners transition their properties	✓	✓	✓
• Create and implement regional open space plan		✓	
• Develop land using environmentally sound practices	✓	✓	✓
• Reuse or redevelop the Eagle Foods Distribution Center	✓		
• Reuse or redevelop Eagle Foods Distribution Center employee parking lot.	✓		
• Redevelop former Eagle Foods Grocery Store	✓		
• Redevelop former Showcase Cinemas site	✓		
• Redevelop southeast corner of U.S. Route 67 intersection.		✓	
• Redevelop the rear of the John Deere Distribution site to Mixed-Use Commercial			✓
• Redevelop Milan Parkway intersection to mixed-use commercial		✓	
<b>Urban Design</b>			
• Examine feasibility to underground utilities in Mixed-Use Commercial District.	✓		
• Work with property owners to screen undesirable land uses.	✓		
• Coordinate corridor enhancements, such as street trees and ornamental lighting, with scheduled roadway improvement projects.	✓	✓	✓
• Integrate the Andalusia Road Corridor Plan with new and scheduled Southwest Rock Island Business Park improvements.	✓		
• Integrate the Andalusia Road Corridor Plan with the Rock Island Parkway Plan and construct a gateway at the Rock Island Parkway Intersection		✓	
• Plan and construct corridor gateway at U.S. Highway 67	✓		
• Plan and construct corridor gateway at Milan Parkway		✓	

	Short Term	Mid Term	Long Term
• Plan and construct minor gateways			✓
• Retain consultant to develop city portion of wayfinding system		✓	
<b>Transportation</b>			
• Work with DOT to reconstruct Andalusia Road the entire length of the corridor.	✓		
• Work with property owners along Andalusia Road in the Mixed-Use Commercial District to acquire wider road right-of-way.	✓		
• Investigate and correct problems at problem intersections along the corridor	✓		
• Retain consultant to complete a signalization study for the corridor		✓	
• Retain consultant to complete a speed study for the corridor		✓	
• Develop and implement an access control program	✓	✓	✓
• Investigate feasibility of new I-280 interchange with DOT and federal agencies			✓
• Plan and construct a pedestrian and bicycle transportation system along the entire corridor.	✓		
• Coordinate and construct pedestrian and bicycle connections regional system, businesses and neighborhoods.		✓	
• Investigate the feasibility of expanding transit along the corridor.		✓	
• Plan and construct connection between 31 <sup>st</sup> Street West and 29 <sup>th</sup> Street West.	✓		
• Plan and construct connection between 7 <sup>th</sup> Street West and 6 <sup>th</sup> Street West.		✓	
• Plan and extend Fairfield Avenue.			✓
• Plan and extend 8 <sup>th</sup> Avenue West.			✓
• Plan and construct development road on the Eagle Food Distribution site		✓	
• Plan and construct development road at the southeast corner of U.S. Route 67 intersection.		✓	
• Plan and construct new road on John Deere property			✓

## C. BUSINESS RETENTION AND RECRUITMENT

One of the most important components of maintaining a commercial district is to have healthy businesses. Healthy businesses are successfully marketing their product and achieving their goals for growth and financial viability. It is important for a community to monitor the state of businesses in a redevelopment district. A district business association in conjunction with the Chamber of Commerce could develop a resource data bank to provide ongoing support for local businesses. Training programs could be offered in a variety of areas, such as customer service, advertising, employee retention, succession planning, etc.

A business association can also aid in business recruitment to the corridor. As the current situation of existing merchants is better understood, it will be easier to identify those market areas that could be expanded upon or filled by a new business. There are many involved in crafting and maintaining a successful business recruitment strategy, some of which are:

- Establish and maintain a database of all businesses.
- Establish and maintain a database of relevant property information.
- Update or conduct a consumer survey.
- Update or conduct a business survey.
- Assess the current tenant mix.
- Understand market conditions that impact business district vitality.
- Establish a recruitment action plan.

It is critical to develop a thorough understanding of the Andalusia Road business district, including: knowledge of successful businesses; not-so-successful businesses; demographics; real estate; zoning and signage constraints; and planned public improvements. This will enable a business association, with assistance from the City, the Village and the Chambers, to secure the right businesses for the district.

## D. WORKING WITH DEVELOPERS

With its location in the heart of the growing southern Quad Cities region Andalusia Road will continue to be an attractive option for developers to consider. The growing residential component south of the corridor will likely lead developer interest and other commercial development, (i.e. retail, office) will follow residential growth.

However, it is often challenging to ensure high-quality development along commercial corridors and redevelopment areas present even greater challenges due to the economic constraints and other obstacles to be overcome. The following proactive strategies can help to make projects in redevelopment areas competitive with more typical development opportunities, and ensure that development is consistent with the vision for Andalusia:

- An overall redevelopment or plan is in place that acknowledges not only the specific project or area, but how that ties into the larger community.
- Leadership within the community, both public and private, is supportive of the plan and its goals.

- The Design Overlay District is in place.
- Appropriate zoning is in place.
- The City, Village and County are able to utilize land acquisition when sites critical to the overall plan can be secured for future development.
- The development process within the community is clear and directed.
- Community management and key decision makers are “on the same page”, so the development process doesn’t get bogged down in an inability to come to consensus.
- All incentives that are available for the project are defined, and there is an understanding of how, and who can use them.
- A list of preferred developers is organized, reflecting the specific project and the developer’s capabilities.

## E. FUNDING SOURCES

There are a number of funding opportunities that can be targeted for specific infrastructure, redevelopment and business district revitalization projects recommended in the Study. The following represents a detailed list of potential funding sources that may be considered for the implementation of the Andalusia Road Corridor Study. The list (including descriptions) is meant to be a starting point for the PMT and staff responsible for addressing fundraising efforts. Multiple funding sources should be matched to specific projects to maximize opportunity for short-term implementation.

This list includes the following components:

- State of Illinois Funding Sources
- Federal Programs
- Local Sources (Public and Private)

### 1. State of Illinois Funding Sources

#### a. Illinois Department of Commerce and Economic Opportunity

##### Enterprise Zones

The City of Rock Island and the Village of Milan are designated Enterprise Zones in the State of Illinois. Enterprise Zones are among Illinois’ most important tools to stimulate economic growth and neighborhood revitalization. The Enterprise Zone program depends upon a creative partnership between state and local government, businesses, labor and community groups to encourage economic growth in the areas designated as Enterprise Zones.

A mix of state incentives is available to each of the 94 zones. The following incentives are designed to encourage companies to locate or expand within a zone:

- *Sales Tax Exemption* - A 6.25 percent state sales tax exemption is permitted on building materials to be used in an Enterprise Zone. Materials must be permanently affixed to the property and must be purchased from a qualified retailer.
- *Enterprise Zone Machinery and Equipment Consumables/Pollution Control Facilities Sales Tax Exemption* - A 6.25 percent state sales tax exemption on purchases of tangible personal property to be used in the manufacturing or assembly process or in the operation of a pollution control facility within an Enterprise Zone is available. Eligibility is based on a business making an investment in an Enterprise Zone of at least \$5 million in qualified property that creates a minimum of 200 full-time-equivalent jobs, a business investing at least \$40 million in a zone and retaining at least 2,000 jobs, or a business investing at least \$40 million in a zone which causes the retention of at least 90 percent of the jobs existing on the date it is certified to receive the exemption.
- *Enterprise Zone Utility Tax Exemption* - A state utility tax exemption on gas, electricity and the Illinois Commerce Commission's administrative charge and telecommunication excise tax is available to businesses located in Enterprise Zones. Eligible businesses must make an investment of at least \$5 million in qualified property that creates a minimum of 200 full-time-equivalent jobs in Illinois, an investment of \$20 million that retains at least 1,000 full-time-equivalent jobs, or an investment of \$175 million that creates 150 full-time-equivalent jobs in Illinois. The majority of the jobs created must be located in the Enterprise Zone where the investment occurs.
- *Enterprise Zone Investment Tax Credit* - A state investment tax credit of 0.5 percent is allowed a taxpayer who invests in qualified property in a Zone. Qualified property includes machinery, equipment and buildings. The credit may be carried forward for up to five years. This credit is in addition to the regular 0.5 percent investment tax credit, which is available throughout the state, and up to 0.5 percent credit for increased employment over the previous year.
- *Dividend Income Deduction* - Individuals, corporations, trusts and estates are not taxed on dividend income from corporations doing substantially all their business in an Enterprise Zone.
- *Jobs Tax Credit* - The Enterprise Zone Jobs Tax Credit allows a business a \$500 credit on Illinois income taxes for each job created in the Zone for which a certified eligible worker is hired. The credit may be carried forward for up to five years. A minimum of five workers must be hired to qualify for the credit. The credit is effective for people hired on or after January 1, 1986.
- *Interest Deduction* - Financial institutions are not taxed on the interest received on loans for development within an Enterprise Zone.

- *Contribution Deduction* - Businesses may deduct double the value of a cash or in-kind contribution to an approved project of a designated Zone organization from taxable income.

#### Community Development Assistance Program (CDAP)

The Community Development Assistance Program (CDAP) is a federally funded grant program that assists Illinois communities by providing grants to local governments to assist them in financing economic development, public facilities and housing rehabilitation projects. The program is targeted to assist low-to-moderate income people by creating job opportunities and improving the quality of their living environment. The program is limited to communities with populations under 50,000 that are not located within an entitlement city or one of the eight large urban counties that receive funds directly from the federal government. Funds are targeted toward projects that primarily benefit low to moderate-income people.

The Community Development Assistance Program administers the US Department of Housing and Urban Development's Community Development Block Grant (CDBG) funds for non-entitlement communities in the State of Illinois. Rock Island is one of the state's many entitlement communities meaning they receive CDBG funds from the U.S. Department of Housing and Urban Development on an annual basis. Other communities, generally those under 50,000 in population, apply for CDBG funds through CDAP.

#### Illinois FIRST Local Infrastructure Projects

Illinois FIRST provides grants for infrastructure improvements such as sewer improvements, drinking water upgrades, fire trucks and community centers which help communities improve their quality of life. Generally the quality of life infrastructure improvements contained in Illinois FIRST are developed by state legislators, working in concert with their local officials to identify community infrastructure needs.

#### Affordable Financing of Public Infrastructure Program

This program provides financial assistance to local governments, public entities, medical facilities, and public health clinics to help make affordable the financing of public infrastructure improvements needed to ensure health, safety, and economic development in a community. Loans up to \$100,000 for up to 10 years at low interest are available. Funding can be combined with IEPA, Rural Bond Bank, or other infrastructure programs.

#### Community Services Block Grant Program

Through the Community Services Block Grant Program, the state provides federally-funded grants to the state's 36 Community Action Agencies to carry out locally designed programs to address the needs of low-income people in the community, determine what services are lacking, and provide needed assistance.

### Competitive Communities Initiative (CCI)

CCI is based on the belief that local communities are in the best position to affect positively their own futures and that a rigorous self-assessment is the first step a community can take toward its improvement. CCI helps communities by facilitating a process that includes developing an organizational structure to be successful, performing a local self-assessment, and developing an action/implementation plan that can serve as a blueprint for the community. CCI specialists work with municipalities, counties, and neighborhoods, including combinations and variations thereof.

#### b. Illinois Department of Natural Resources

##### Illinois Rivers 2020

Illinois Rivers 2020 provides a voluntary, incentive-based approach to implementing waterway restoration and prevention measures. A \$2.5 billion, 20-year Federal-State initiative, Illinois Rivers 2020 aims to restore and enhance the Illinois River Basin and address the threats to the economic and environmental sustainability of Illinois' vitally important waterways. Illinois Rivers 2020 aims to develop new technologies and innovative approaches: to enhance the waterways as vital transportation corridors; to improve water quality within the entire Illinois River Basin; to protect farmland and open space; to provide for land treatment of storm water; to restore, enhance, and preserve habitat for plants and wildlife; and to foster economic opportunities for agriculture and business communities.

##### Conservation 2000 (C-2000)

For a comprehensive ecological approach, the Conservation 2000 (C-2000) initiative consists of nine programs at the Department of Natural Resources, Department of Agriculture, and Environmental Protection Agency. C-2000 focuses on monitoring and preserving the State of Illinois' natural lands and waters, funding high-quality outdoor recreational activities, and promoting sustainable agriculture. Individuals, not-for-profit organizations, and local governments can apply for grants through one of the nine appropriate programs administered by DNR, IDA, and IEPA.

##### Greenways Program

This program provides incentives and technical assistance for local communities to protect greenway corridors and to provide bike trails; coordination occurs with IDOT on bike trail projects with federal funding. The program encourages the formation of coalitions within counties and communities for the application of grants, up to \$20,000 per grant, to prepare plans for the improvement of greenway systems.

### Urban Flood Control Program

This flood reduction program is implemented through the planning, design, and construction of urban flood control projects. Coordination with other state and federal agencies takes place through compliance with regulatory mandates and joint funding efforts. Projects are funded by project specific, line-item appropriations. Coordination with local units of government is typical, and local sponsorship is generally required. A local sponsor typically obtains and holds all land rights to the project.

### Regulation of Floodway Construction

This permit program regulates construction activity in the floodways of the lakes and streams of the state to ensure that the flood-carrying capacity of the streams is maintained. Coordination with federal, state, and local governmental units occurs through the use of a joint application for permit form and coordination/sign-off with related programs of other state agencies. Extensive coordination with local governmental units occurs through delegation of state floodway regulatory authority to qualified local governmental entities. Additional coordination occurs through DNR's responsibilities as the national flood insurance program coordinator within the state, which assists local compliance with federal flood insurance requirements including local flood plain management.

### Open Lands Trust

The Illinois Open Lands Trust is a four-year, \$160 million bonding program to set aside land for open space, provide new outdoor recreation opportunities, and promote wildlife habitat. Approximately \$40 million is made available each year for state land acquisition, as well as a combination of competitive grants and loans to local governments for open space protection. Maximum grant awards to local governments are \$2 million and require a local match. Local governments, in rural areas where the state purchases land, will be provided with community planning grants for capital projects. The program also allows for partnerships with non-governmental organizations, provided that lands acquired with state funds remain under governmental ownership. All land acquired through this program will be from willing sellers only.

### Open Space Land Acquisition and Development (OSLAD)

OSLAD funds are used to provide competitive grants for projects such as parks, outdoor recreation facilities, and urban forests. The program is funded by a dedicated percentage of the state real estate transfer tax. Maximum grant awards are \$750,000 for acquisition and \$400,000 for development projects and a local match is required. Written applications must be submitted to IDNR between May 1 and July 1 of each calendar year, with grant awards typically announced by December or January. Only those local government agencies having statutory authority to acquire and develop land for public park purposes are eligible to apply for and receive assistance under the OSLAD grant program.

### Natural Areas Acquisition Fund (NAAF)

The Natural Areas Acquisition Fund is used by the Department of Natural Resources to purchase high-quality natural areas and habitat for endangered and threatened species. All of the sites acquired through the NAAF are natural areas of statewide significance and are included on the Illinois Natural Areas Inventory. The program is funded by a dedicated percentage of the state real estate transfer tax.

### The Illinois Bicycle Path Grant Program

Created in 1990 to financially assist eligible units of government acquire, construct, and rehabilitate public, non-motorized bicycle paths and directly related support facilities. Grants are available to any local government agency having statutory authority to acquire and develop land for public bicycle path purposes. Financial assistance up to 50% of approved project costs is available through the program. Maximum grant awards for development projects are limited to \$200,000 per annual request; no maximum exists for acquisition projects. Revenue for the program comes from a percentage of vehicle title fees collected pursuant to Section 3-821(f) of the Illinois vehicle code.

### The Boat Access Area Development Program

*Provides financial assistance to local government agencies for the acquisition, construction, and expansion/rehabilitation, including necessary A/E services, of public boat and canoe access areas on Illinois' lakes and rivers. The program provides up to 100% of approved project construction costs and 90% of approved land acquisition costs. Grant awards are limited to a \$200,000 annual maximum per project. Applications for grant assistance must be received by IDNR between July 1 and September 1 of each calendar year. Grant awards are typically announced the following spring. Revenue for this state-funded program is derived from marine motor fuel tax and boat/canoe registration fees. Examples of eligible project activities include:*

Water frontage land acquisition for public access areas; and new construction or renovation of:

- boat/canoe launching ramps and courtesy docks;
- restrooms and security lighting;
- parking areas, access roads and walkways; and
- other boating related facilities deemed appropriate by IDNR.

### Recreational Trails Program (RTP)

The federal "Recreational Trails Program" (RTP), was created through the National Recreational Trail Fund Act (NRTFA) as part of the *Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA)* and re-authorized by the *Transportation Equity Act for the 21st Century (TEA 21)*. This program provides funding assistance for acquisition, development, rehabilitation and maintenance of both motorized and non-motorized recreation trails. By law, 30% of each state's RTP funding must be earmarked for motorized trail projects, 30% for non-motorized trail projects and the remaining 40% for

multi-use (diversified) motorized and non-motorized trails or a combination of either. Eligible applicants include federal, state and local government agencies and not-for-profit organizations.

The RTP program can provide up to 80% federal funding on approved projects and requires a minimum 20% non-federal funding match. The program is administered by the IDNR and applications for grant assistance must be received by IDNR no later than March 1 of each calendar year. Awards are generally announced within 180 days following the application deadline date.

Examples of eligible project activities include:

- trail construction and rehabilitation;
- restoration of areas adjacent to trails damaged by unauthorized trail uses;
- construction of trail-related support facilities and amenities; and
- acquisition from willing sellers of trail corridors through easements or fee simple title.

#### Urban and Community Forestry Grant Program

Provides technical and financial assistance to the State's 2,000 cities and towns. This program builds a local community's capacity to manage their natural resources. Program goals are accomplished by engaging local citizens in tree planting, care and protection activities, and the development of comprehensive natural resource management plans. The Urban and Community Forestry Program helps achieve community sustainability and enhances the quality of life by improving and maintaining the health of trees and other related natural resources.

The Urban and Community Forestry Program:

1. increases awareness of natural resources,
2. improves environmental quality,
3. creates partnerships to manage community natural resources, and
4. implements long-term natural resource management in the State's cities and towns.

#### Flood Mitigation Buy-out Program

This land acquisition program uses state dollars to purchase flood prone properties, reduce future flood damages, and create open space. DNR coordinates this program with other state and federal partners that also provide dollars through the State Interagency Mitigation Advisory Group (IMAG). IMAG prioritizes projects and coordinates with local units of government who ultimately hold land title and maintain open space.

c. Illinois Department of Transportation

Jurisdictional Transfer Agreement

The state of Illinois Department of Transportation (IDOT) has expressed interest in transferring jurisdictional authority over Andalusia Road to the local governments of Rock Island and Milan. The major reason for transferring a state highway to a local jurisdiction is that the road serves primarily local interests and is not needed to serve state interests. Localities may opt to assume jurisdiction over a roadway in order to make improvements, permit accesses or maintain the Road in a manner that IDOT cannot do or is not willing to do. The local government may want to apply higher standards or apply a service level that IDOT would not address because the state places a low priority on that road.

A transfer often hinges on how the parties estimate the total value of a transfer so that the agreement is acceptable to the local jurisdiction as well as the State. An important negotiating point is the condition of pavement, bridges, and other features as well as maintenance responsibilities. In assuming jurisdiction, the local government should assess the roadway's standards and features to determine the necessary improvements and maintenance which should accompany the transfer of authority.

Economic Development Program (EDP)

The EDP provides state assistance for highway improvements that are needed to provide access to new or expanding existing industrial, distribution or tourism developments. The focus of the program is on the retention and creation of primary jobs. Retail establishments and projects that only improve opportunities for future development or are speculative in nature are ineligible. The program will provide up to 50 percent in matching state funds where development is imminent.

Transportation Enhancements Grant (ITEP)

The goal of the Illinois Transportation Enhancement Program (ITEP) is to allocate resources to well-planned projects that provide and support alternate modes of transportation, enhance the transportation system through preservation of visual and cultural resources and improve the quality of life for members of the communities. ITEP requires communities to coordinate efforts to develop and build worthwhile projects in a timely manner.

At the time of this report, reauthorization legislation to continue Enhancement funding was very recently passed by the federal government. The IDOT is still in the process of evaluating the new and changed provisions in federal regulations and will be redesigning the Illinois Transportation Enhancement guidelines and applications to comply with federal requirements, while best meeting Illinois' needs.

### Corridor Planning Grant Program

The Andalusia Road Corridor Plan was partially funded through the Corridor Planning Grant Program, a program designed to help communities develop land use and infrastructure plans that promote efficient use of transportation facilities and improve quality of life. In the future, this program could be used to assist in the development of plans for adjacent or intersecting corridors. The program funds planning activities that promote the integration of land use, transportation, and infrastructure facility planning in major transportation corridors in Illinois. The goals of the program are 1) to promote land use and transportation options that reduce the growth of congestion; 2) to connect infrastructure and development decisions; 3) to promote balanced economic development that reduces infrastructure costs; and 4) to promote intergovernmental cooperation.

### Truck Access Route Program (TARP)

The purpose of the TARP is to help local government agencies upgrade roads to accommodate 80,000-pound trucks. The routes are to provide access to points of loading and unloading and facilities for food, fuel, truck repair and driver rest. Projects must connect to a truck route and end at another truck route or truck generator. IDOT will provide up to \$30,000 per lane mile and \$15,000 per intersection or up to 50 percent of the total project cost, whichever is less. IDOT annually solicits local projects that can be constructed during the upcoming fiscal year.

### Rail Freight Program (RFP)

The RFP provides capital assistance to communities, railroads and shippers to preserve and improve rail freight service in Illinois. The primary role of the program is to facilitate investments in rail service by serving as a link between interested parties and channeling government funds to projects that achieve statewide economic development. IDOT will generally provide low interest loans to finance rail improvements. The focus is on projects with the greatest potential for improving access to markets and maintaining transportation cost savings, and where state participation will leverage private investments to foster permanent solutions to rail service problems. A benefit/cost ratio is used to evaluate potential rail freight projects.

#### d. Illinois Environmental Protection Agency (EPA)

### Municipal Brownfields Redevelopment Grant Program

Illinois EPA's Municipal Brownfields Redevelopment Grant Program is intended to provide financial assistance to municipalities for brownfield cleanup and redevelopment activities. The grant can be used by local governments to: identify and prioritize brownfields sites; investigate and determine remediation objectives; and develop remedial action plans. It can also be used for actual cleanup activities. The grants are worth a maximum of \$240,000. Municipalities must share in any grant award through a

70/30 match and grants must be spent down in 3 years. Municipalities need not own the brownfields site, but must document they have obtained access from the owner.

### Redevelopment Assessments

The Illinois EPA can help local governments by conducting Redevelopment Assessments at brownfield properties in their communities. Using a grant from the United States Environmental Protection Agency (U.S. EPA), Illinois EPA staff conducts on-site redevelopment assessments that provide information about the environmental condition of a specific piece of property. To receive a redevelopment assessment, the local government must own the property or obtain permission from the owner and must document interest in developing the property.

### Illinois Brownfields Redevelopment Loan Program

The Illinois Brownfields Redevelopment Loan Program offers low interest loans to support efforts by local governments and private parties to clean up brownfields sites that have already been assessed for contamination. These cleanups take place under the Illinois EPA's voluntary Site Remediation Program. The loans will pay for limited investigation, remediation, and demolition costs at brownfields sites. The Office of Brownfields Assistance administers the loan program, which includes soliciting loan applications and managing funds.

### Brownfield Technical Assistance Program

Representatives from the Office of Brownfields Assistance are available to assist cities in the revitalization of abandoned properties, vacant factories, and closed gas stations. They will explain cleanup options, regulatory program requirements, and environmental liability status. In addition, they can assist municipalities in securing public and private financial assistance and guide potential grant and loan recipients through the brownfields cleanup and redevelopment process.

### Site Remediation Voluntary Program

The intent of the program is to provide any person seeking to perform or performing investigative or remedial activities the opportunity to receive review and evaluation services, technical assistance and no further remediation determinations from the Illinois EPA. The Illinois EPA intends this program to be flexible and responsive to the requirements and the needs of the applicant, to project constraints and to variable remediation site conditions. The goal and scope of actions at program remediation sites are normally defined by the applicant, subject to the regulations.

### Environmental Remediation Tax Credit

The Environmental Remediation Tax Credit gives taxpayers who pay for brownfields cleanups under the Site Remediation Program credit towards their Illinois income tax. All taxpayers who have not caused or contributed to contamination at the site are eligible.

The tax credit equals 25 percent of remediation costs in excess of \$100,000 per site unless the site is located in an enterprise zone (then there is no threshold).

e. Illinois Bureau of Tourism

Local Tourism and Convention Bureau Program (LTCB)

Through the Local Tourism and Convention Bureau (LTCB) Program, the Department of Commerce and Economic Opportunity/Bureau of Tourism is authorized to provide grants to certified local tourism and convention bureaus to conduct promotional activities designed to increase the number of business and tourism visitors to and within the State of Illinois. Financial assistance is limited to 50 percent of project costs and is administered as a 1 to 1 match with non-governmental funds. Local tourism and convention bureaus are eligible to apply.

Regional Tourism Development Organization Program (RTDO)

The intent of this program is to assist multi-county tourism to market and develop major, sustainable, new tourism products with the strongest potential to increase economic impact of tourism throughout the State.

Tourism Attraction Development Grant and Loan Program

The Tourism Attraction Development Grant Program (TAP) provides grants to counties, municipalities, not-for-profit organizations, local promotion groups, and for-profit businesses for the development or improvement of tourism attractions in Illinois. The intent of the program is to assist in funding the development of projects that increase the economic impact of tourism throughout the State. Development and improvement of fishing and hunting areas, historical sites, vacation regions, areas of historical or scenic interest, museums, recreation areas or other facilities, which attract or serve travelers are the types of projects targeted by the Tourism Attraction Development Grant Program. The maximum grant award is \$1,000,000 and must be leveraged with at least 50 percent of the eligible project expenditures from other sources. Local governments and non-profit groups are eligible.

Tourism Marketing Partnership Program

The Tourism Marketing Partnership Program (MPP) provides matching grants to counties, municipalities, not-for-profit organizations, and local promotion groups for the promotion of tourism destinations, attractions and events. The intent of the program is to increase visitation and travel expenditures in the State of Illinois impacting the economic growth of the travel industry. Financial assistance is limited to 60 percent of project costs and local governments are eligible.

### Tourism Private Sector Grant Program

The Tourism Private Sector Grant Program (TPS) provides grants to Illinois not-for-profit organizations, for-profit entities, counties, municipalities and local promotion groups to match funds from sources in the private sector for the purpose of attracting and hosting tourism events. The intent of this program is to assist in attracting and hosting tourism events such as major conventions, trade shows, sporting activities, and new or enhanced festivals that have the potential to attract visitors from outside a 50-mile radius and to produce significantly increased economic impact for the State of Illinois through overnight stays.

Tourism Private Sector grants can provide up to 50 percent of the eligible costs associated with attracting and hosting tourism events when the remaining 50 percent of the project cost is financed by private sector funds (i.e., non-government entities).

### International Grant

In accordance with the International Tourism Program, the Department of Commerce and Economic Opportunity offers a number of grants to assist Illinois communities in coordinating and promoting their international tourism efforts. These grants are intended to help certified local tourism and convention bureaus generate overnight stays and promote travel throughout the State of Illinois, impacting economic growth on an international level.

The International Tourism Grant Program can provide up to 50 percent of eligible costs associated with developing or expanding international marketing efforts. This grant is available only to certified Illinois local tourism and convention bureaus, as recognized by the Illinois Department of Commerce and Economic Opportunity.

## f. Illinois Development Finance Authority

### Venture Capital

In conjunction with the Illinois Venture Investment Fund (IVIF), the Illinois Development Finance Authority (IDFA) provides seed-stage equity financing for small high-technology companies.

### Not-for-Profit Bond

IDFA will issue tax-exempt revenue bonds to finance capital improvements such as the purchase, rehabilitation, improvement or expansion of land, buildings, and equipment. Bonds are typically issued for projects having total costs in excess of \$2 million.

### Local Government Bond

The Illinois Development Finance Authority (IDFA) will issue double tax-exempt revenue bonds for any unit of local government having the authority to issue debt to finance capital improvement projects such as infrastructure needs, land and building projects, and major equipment acquisitions. Project costs must typically exceed \$2 million to be cost effective. Exemption from both state and federal taxes provides units of local governments with significant savings in their project financing needs.

### Industrial Revenue Bond

The Illinois Development Finance Authority (IDFA) will issue tax-exempt revenue bonds on behalf of manufacturing companies to finance the acquisition of fixed assets such as land, buildings, and equipment. Industrial Revenue Bonds (IRB) assist balanced growth in several ways. IRB's are frequently used to refurbish old-line manufacturers in established areas of communities in order to alleviate further expansion into outlying green spaces. In addition, IDFA's Industrial Revenue Bond volume cap scoring provides additional points to those applicants located in economically distressed areas.

### Contact Information: State of Illinois

For additional information on the programs listed on this site, contact the appropriate agency's Public Information Officer.

Department of Agriculture (DOA) - 217/524-2751

Department of Commerce and Economic Opportunity (DCEO)- 217/524-5136

Department of Natural Resources (DNR) - 217/785-0970

Development Finance Authority (IDFA) - 312/627-1434

Department of Transportation (IDOT)- 217/782-6953

Environmental Protection Agency (EPA) - 217/785-1871

Historic Preservation Agency (HPA) - 217/785-0348

Housing Development Authority (IHDA) - 312/836-5361

Illinois Bureau of Tourism – 217-785-6455

## 2. Federal Programs

### a. US Department of Transportation (DOT)

#### Transportation, Community and System Preservation Pilot Program

A comprehensive initiative of research and grants to investigate the relationships between transportation and community and system preservation and private sector-based initiatives. State, local governments and metropolitan planning organizations are eligible for discretionary grants to plan and implement strategies that improve the efficiency of the transportation system: reduce environmental impacts of transportation; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services and centers of trade; and examine private sector development patterns and investments

that support these goals. A total of \$120 million is authorized for this program for FY's 1999-2003.

b. US Environmental Protection Agency

Sustainable Development Challenge Grants

Support community-based projects that promote sustainable development and help to build partnerships that increase a community's capacity to ensure long-term ecosystem and human health, economic vitality and community well-being. Grants are limited to \$250,000 per project. States and local governments are eligible. (USEPA).

c. National Park Service

Rivers, Trail and Conservation Assistance

Provides staff assistance to partnerships between governments and citizens designed to increase the number of trails. Funds are used to develop new trails and greenways, protect and restore river resources, convert abandoned railways to trails and conserve open space.

Rivers, Trails and Conservation Assistance

This program provides staff assistance to partnerships between governments and citizens designed to increase the number of rivers and landscapes protected and trails established. Funds have been used to develop new trails and greenways, protect river resources and convert abandoned railways to multipurpose trails.

d. US Department of Agriculture (USDA)

Community Facilities Grant Program

Grant funds may be used to assist in the development of essential community facilities. Grant funds can be used to construct, enlarge, or improve community facilities for health care, public safety, and community and public services. This can include the purchase of equipment required for a facility's operation. A grant may be made in combination with other CF financial assistance such as a direct or guaranteed loan, applicant contributions, or loans and grants from other sources.

Rural Business Enterprise Grants

Rural Business Enterprise Grants are available to public bodies or non-profit corporations to facilitate development of small and emerging business enterprises in rural areas. Use of the grant funds may include acquisition and development of land, construction of buildings, plants, equipment, access roads, parking areas, utility extensions, and other costs.

e. US Department of Commerce

The Economic Development Administration (EDA)

The EDA provides grants for infrastructure development local capacity building, and business development to help communities alleviate conditions of substantial and persistent unemployment and underemployment in economically distressed areas and regions.

The EDA's Public Works and Development Facilities programs support industrial, commercial and technology-based employment in eligible areas experiencing significant economic distress. These projects will diversify the local economy and improve conditions for sustained economic growth. Examples include grants to improve or develop transportation facilities, water and sewer systems for industrial use, industrial parks and buildings, business incubators and technology training centers, telecommunications facilities and research parks.

f. US Department of Housing and Urban Development (HUD)

Section 108 Loan Guarantee Program

Section 108, the loan guarantee provision of the Community Development Block Grant program, allows local governments to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects that can renew entire neighborhoods. Such public investment is often needed to inspire private economic activity, providing the initial resources or simply the confidence that private firms and individuals may need to invest in distressed areas. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities and large scale physical development projects.

Loan commitments are often paired with Economic Development Initiative (EDI) or Brownfield Economic Development Initiative (BEDI) grants, which can be used to pay predevelopment costs of a Section 108-funded project. They can also be used as a loan loss reserve (in lieu of CDBG funds), to write-down interest rates, or to establish a debt service reserve.

The Economic Development Initiative (EDI)

The Economic Development Initiative (EDI) is intended to complement and enhance the Section 108 Loan Guarantee Program. The purpose of EDI grant funds is to further minimize the potential loss of future Community Development Block Grant allocations by:

- Strengthening the economic feasibility of the projects financed with Section 108 funds (and thereby increasing the probability that the project will generate enough cash to repay the guaranteed loan);

- Directly enhancing the security of the guaranteed loan; or
- Through a combination of these or other risk mitigation techniques

States and CDBG entitlement and non-entitlement communities are eligible for the EDI and can either apply for the competitive EDI or the special purpose EDI. The latter would require support from a congressional representative. EDI benefits the businesses supported through Section 108 loans and the principally low and moderate income persons hired by those businesses.

EDI grant funds can only be used in projects also assisted by the Section 108 Loan Program. Such projects may involve activities as property acquisition, rehabilitation of publicly owned property, housing rehabilitation, economic development activities, acquisition, construction, reconstruction, or installation of public facilities, and for public works and other site improvements.

#### The Brownfields Economic Development Initiative (BEDI)

The BEDI is designed to assist cities with the redevelopment of abandoned, idled and underused industrial and commercial facilities with expansion and redevelopment of real or perceived environmental contamination. BEDI funds are used for economic development projects to increase economic opportunities for low-and moderate-income persons to stimulate or retain businesses or jobs or that would otherwise lead to economic revitalizations.

BEDI funds are used as the stimulus for local governments and private sector parties to commence redevelopment or continue phased redevelopment efforts on brownfields sites where either perceived or actual environmental conditions are known and redevelopment plans exist. HUD emphasizes the use of BEDI and Section 108 Loan Guarantee funds to finance projects and activities that will provide near-term results and demonstrable economic benefits, such as job creation and increases in the local tax base. HUD does not encourage applications whose scope is limited only to site acquisition and/or remediation (i.e., land banking), where there is no immediately planned redevelopment. BEDI funds must be used to enhance the security or to improve the viability of a project financed with a new Section 108 guaranteed loan commitment.

#### Brownfields Assessment Demonstration Pilot Grants

The U.S. EPA provides Brownfields Assessment Demonstration Pilot Grants to local, state, and tribal governments. These grants, up to \$200,000, can be used for site investigation costs including site assessments, site identification, site characterization and development of site remediation plans. The grants can also be used to facilitate coordinated public and private partnerships and conduct outreach activities. The money cannot be used for actual cleanup activities.

### Underground Storage Tank (UST) Fund

The Underground Storage Tank (UST) Fund helps tank owners and operators pay for cleaning up leaks from petroleum underground storage tanks under the Leaking Underground Storage Tank program. UST owners and operators who have reported a petroleum release and have registered their tanks with the Office of the State Fire Marshal (OSFM) are eligible. There is a \$1,000,000 maximum grant amount per occurrence, minus a deductible determined by the OSFM.

### 3. Local Sources (Public and Private)

#### Tax Incremental Financing District (TIF or TID)

TIF is a financial tool to promote tax base expansion. It is targeted toward eliminating blighted areas, rehabilitating areas declining in value, and promoting industrial development. Benefits may come in the form of increased employment, an improved business climate and elimination of unsafe or unsightly areas. When a Tax Incremental District (TID) is created, the Village and other taxing entities agree to support their normal operations from the existing tax base within the district. Property tax rates for the school, county and Village are based on the taxable value of the TID at the time it is created. These rates are then applied to the TID value increment which results in additional revenues collected for the TIF fund. Development costs are paid from these TIF fund revenues before the added tax base is shared.

The general concept of a TID is to capture new development within the proposed district boundaries that might not otherwise occur without the use of TIF financing. Typical projects that are funded by TIF include redevelopment activities such as property assemblage, redevelopment funding programs, land write-down, planning activities and public infrastructure improvements.

#### Revolving Loan Funds

The City of Rock Island currently offers a Commercial/Industrial Revolving Loan Fund (CIRLF) intended to assist in the expansion of new and existing businesses in the City of Rock Island. Program objectives include: attracting and retaining businesses that provide permanent jobs; maximizing investment within the City; redeveloping vacant and/or blighted land; promoting sales and tax generating projects; and providing financial assistance to eligible businesses.

The Village of Milan should consider establishing a similar revolving loan fund to encourage economic development along the corridor.

#### Façade Programs

Rock Island's economic development division currently administers a Façade Program intended to provide a financial incentive to property owners who are renovating the exterior of their businesses. The program operates on a reimbursement, or rebate, basis with funds being disbursed by the city after all authorized work is completed. Allowable costs may include, but are not limited to: window/door repair or replacement, storefront rehabilitation,

cleaning or painting of exterior surfaces, repair or restoration of architectural detailing, awnings, signs, landscaping, building permits, architectural fees and other labor and materials used to rehabilitate the facade.

It is recommended that a facade program be established along the length of the corridor to encourage property owners to rehabilitate storefronts and signage to complement the business district. Façade or sign programs are typically funded through Tax Incremental Finance and/or CDAP funds. The City of Rock Island currently uses gaming dollars to fund their facade improvement program.

#### Commercial and Residential Rehabilitation Loan Fund

Some communities have utilized TIF revenues to fund low-interest loan programs to fund rehabilitation activities. Typically, there is a maximum loan amount and term amount and businesses and property owners must provide private matching funds.

#### Redevelopment Loan Fund

Some communities utilize TIF revenues to fund private redevelopment activities such as acquisition, other appropriate redevelopment activities. Typically, there is a maximum loan amount and term and business and property owners must provide matching funds.

#### Private Donation Program

Private donation programs allow the private sector to participate in funding some of the improvements through the purchasing of specialty streetscape amenities in addition to larger features. The corporate community should be approached to fund large gift items.

#### Lender Commitment Program

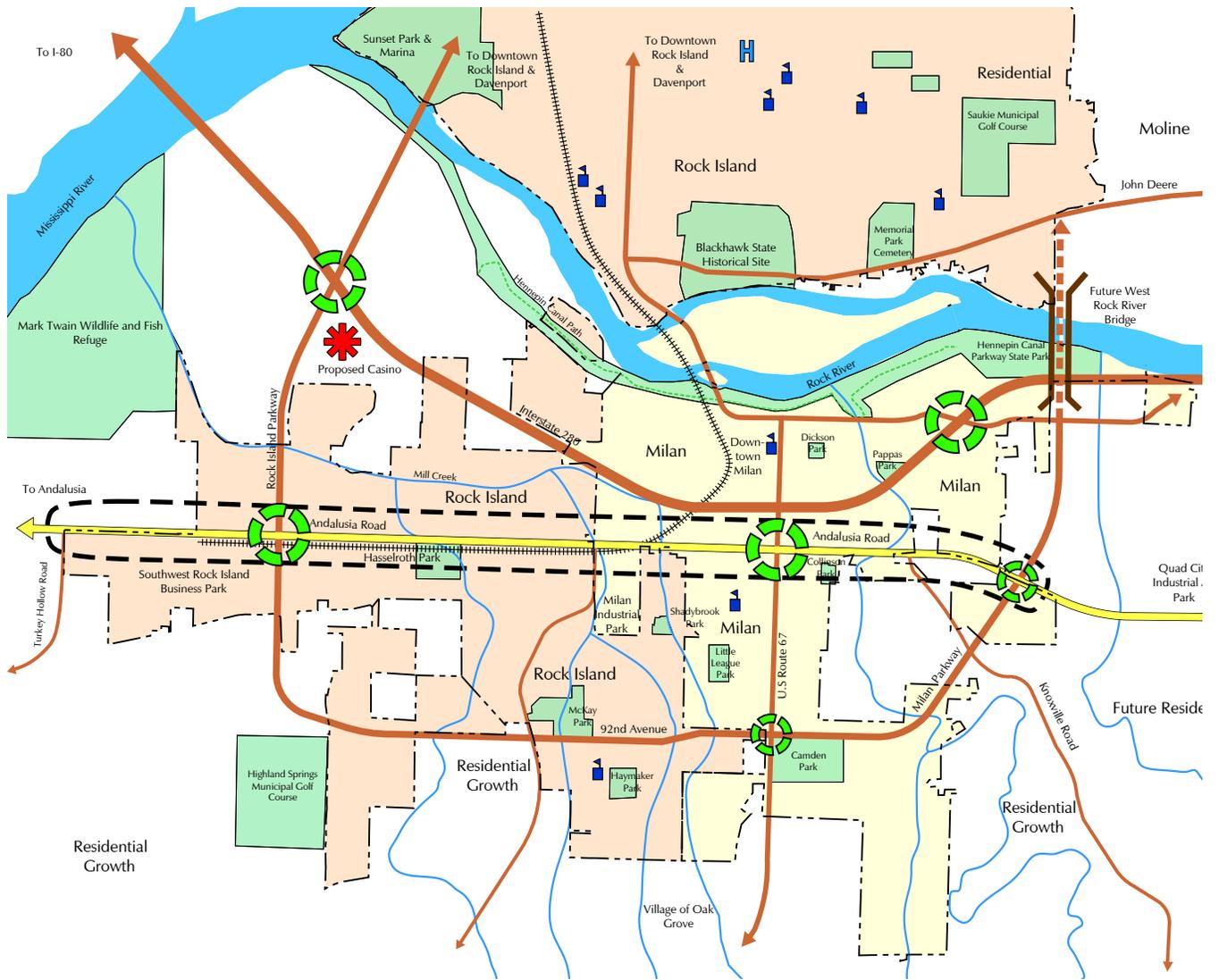
Many communities that have undertaken business district revitalization programs have created low interest loan pools through the cooperation of local banks to fund facade and building improvements. Typically, approval of funds is tied to compliance with established design guidelines.

#### Special Assessments

Some communities have assessed adjoining property owners for streetscape improvements and road extensions that exceed the normal cost of public improvement standards. Streetscape improvements and enhanced transportation networks can generate a direct benefit to adjoining properties in terms of property value increase and business opportunity.

#### Hotel/Motel Room Tax

Some communities utilize their room tax revenues for public improvement such as wayfinding systems or gateway/entry signage that encourage and promote tourism.



RECOMMENDATIONS

1. Redesign Andalusia Road to make the corridor more competitive on a regional scale
  - a. Provide attractive, safe, and efficient roadway
  - b. Provides convenient local access rather than high speed regional access.
2. Create bicycle and pedestrian connections
  - a. Neighborhood connections
  - b. Regional connections
3. Coordinate corridor enhancements with adjacent planning efforts
  - a. Rock Island Parkway
  - b. Milan parkway
  - c. U.S. Route 67
4. Integrate business district with existing and future neighborhoods
5. Expand commercial uses to meet adjacent neighborhoods needs
6. Capitalize on corridor's convenient location

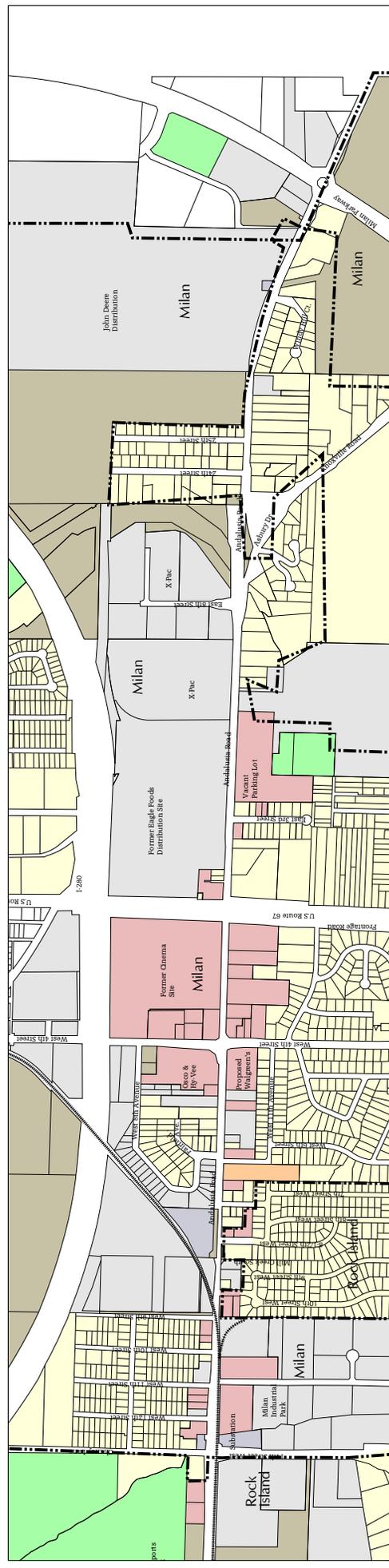


- Legend
- Park and Open Space
  - Major Intersections
  - Hospital
  - School
  - Stream
  - Bike Trail
  - Major Road
  - Study Area

# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

# EXISTING LAND USE MAP

Exhibit 2



**Legend**

- Commercial Land Use
- Residential Land Use
- Park and Open Space
- Industrial Land Use
- Water
- Vacant Land Use
- Semi-Public Land Use
- Mobile Home Land Use

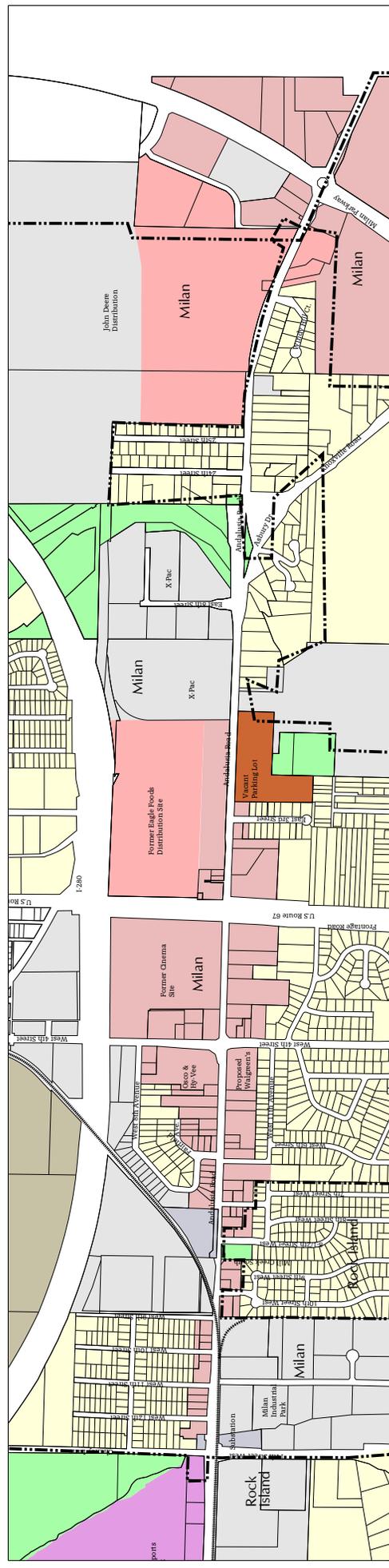
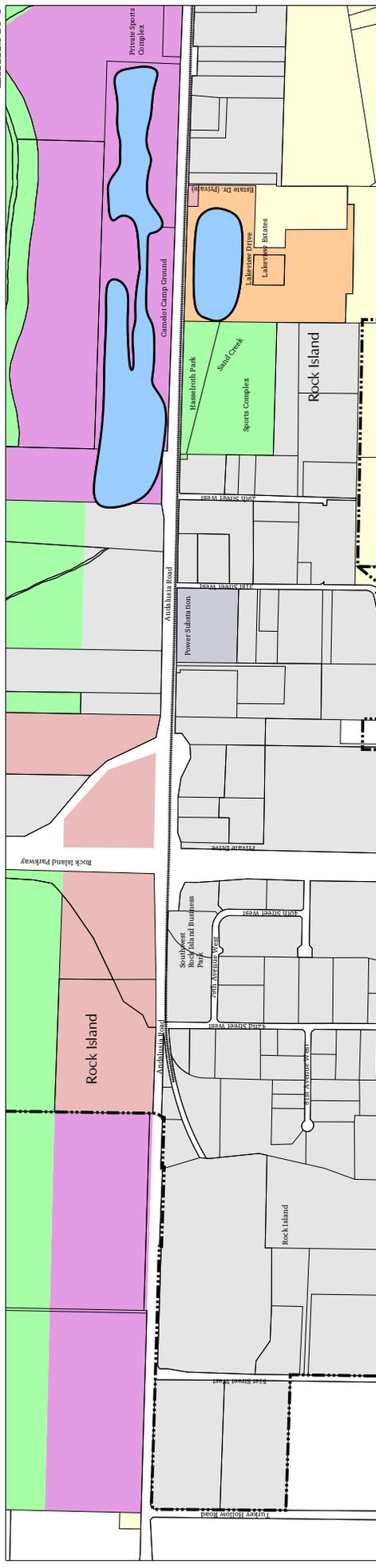
Schreiber/Anderson  
 Associates, Inc.  
 1410 North Lincoln Street  
 Madison, WI 53703  
 608.235.0800

June 30, 2004  
 Project #1954

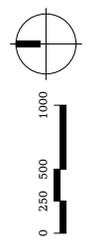
# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

# FUTURE LAND USE MAP

Exhibit 3

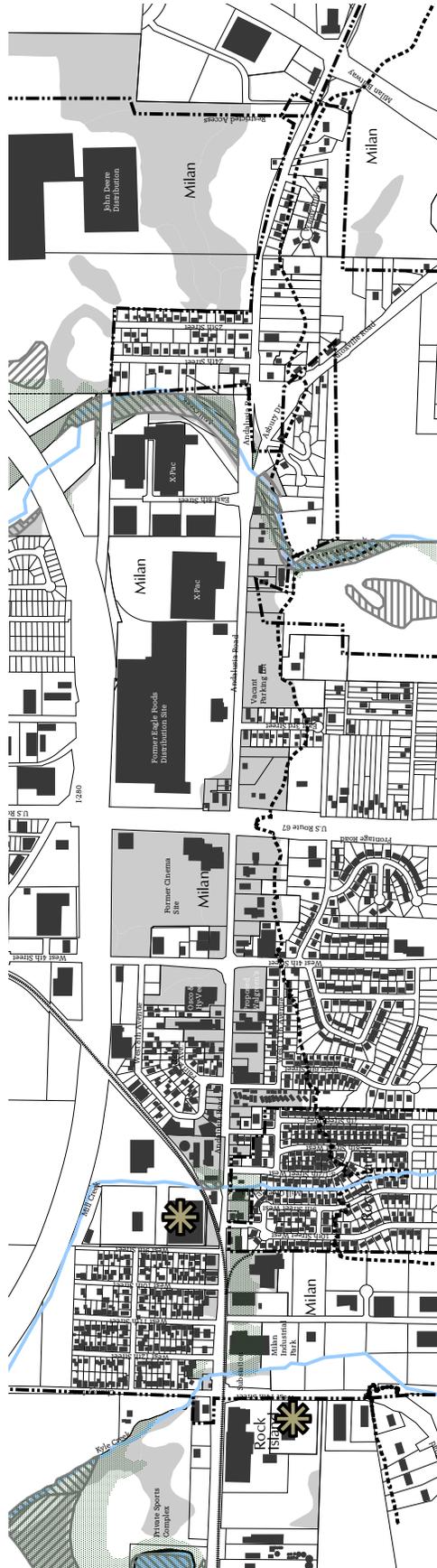
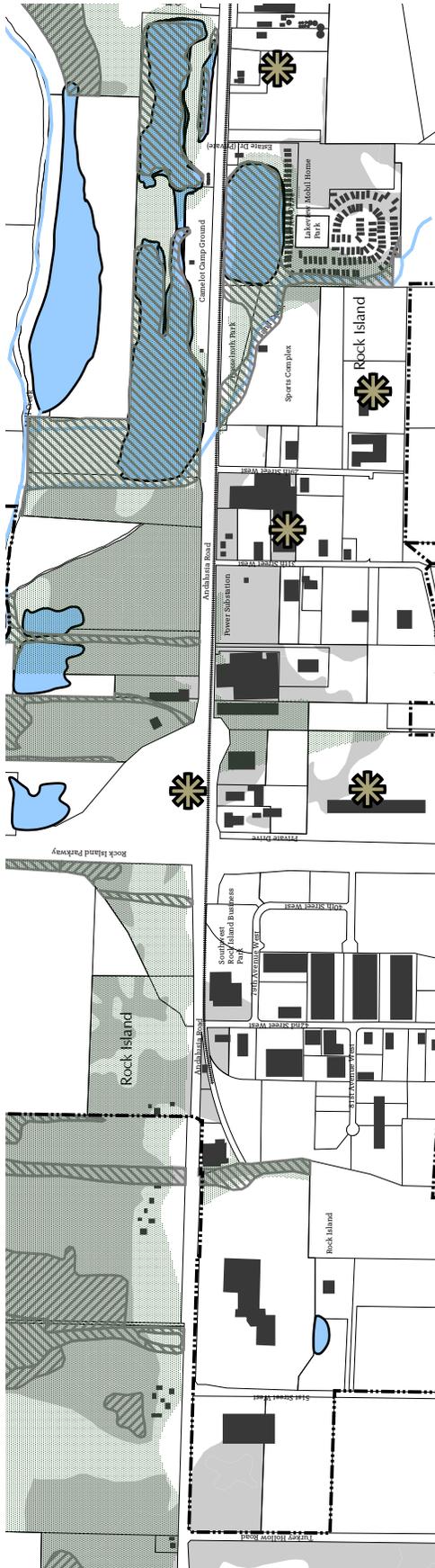


- Legend**
- Commercial Land Use
  - Residential Land Use
  - Park and Open Space
  - Industrial Land Use
  - Water
  - Small Office - Multi-Family
  - Semi-Public Land Use
  - Mobile Home Land Use
  - Office / Research
  - Mixed Use - Commercial

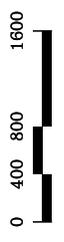


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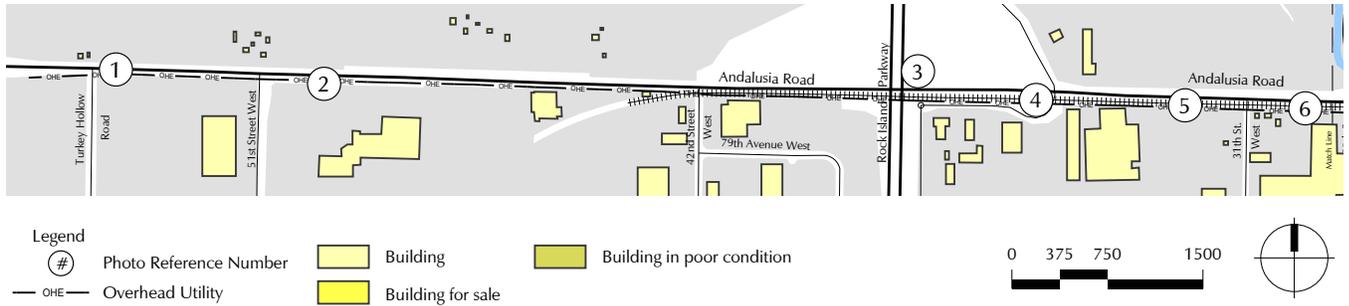
June 30, 2004  
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- Legend**
-  Flood Plain
  -  Wetland
  -  LUST Site
  -  Severe Soils
  -  Bluff Line



Note:  
Severe Soils are classified due to poorly drained soil,  
high water table, unstable side walls in sandy soil



① The corridor has wide open views with little sense of enclosure.



② New development west of Andalusia Road starts to create a corporate campus feel.



③ Vast amounts of pavement at Rock Island Parkway intersection dominates the landscape and fails to welcome users to the corridor.



④ The frontage road controls number and location of access points on Andalusia Road.



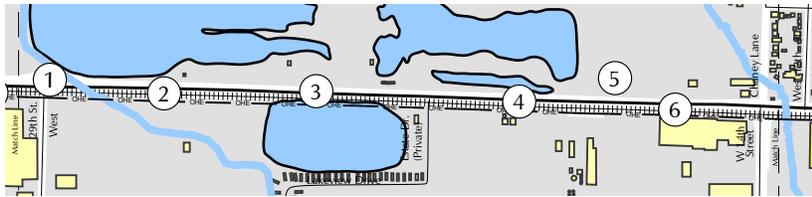
⑤ Overhead utilities lines and poles dominate the landscape. Railroad, power poles and drainage ditches limit the amount of usable right-of-way.



⑥ Unobstructed views of larger expanses of walls, material storage and loading facilities occur along developed sites in this district.

## MIXED-USE LIGHT INDUSTRIAL DISTRICT

- Light industrial area with high volume of large truck traffic.
- Overhead power lines dominate the landscape.
- Land south of Andalusia Road mostly light industrial and land north consist mainly of agricultural or vacant land.
- Overhead utilities and railroad south of Andalusia Road limit usable right-of-way space.
- Mainly regulatory signage and a few billboards
- Site signage is typical building mounted or simple freestanding signs. Newer developments have monument style signs.
- Mostly metal buildings with little architectural character except for some of the newer developments
- Large expanses of walls with little fenestration or architectural detailing
- Numerous loading bays face the corridor
- Side and frontage roads reduce the number of access point on Andalusia Road in this district.
- Developments west of Rock Island Parkway have large setbacks while developments to the east have built close to the right-of-way.



**Legend**

- ① Photo Reference Number
- OHE — Overhead Utility
- Building
- Building in poor condition
- Building for sale



① Small lakes provide good views into natural area.



② Hasselroth Park serves as a gateway to this district. Park lacks pedestrian and trail system connection.



③ Mobil home park disrupts scenic view of bluffs.



④ Large trees create sense of enclosure and lessen the impact of overhead utilities.



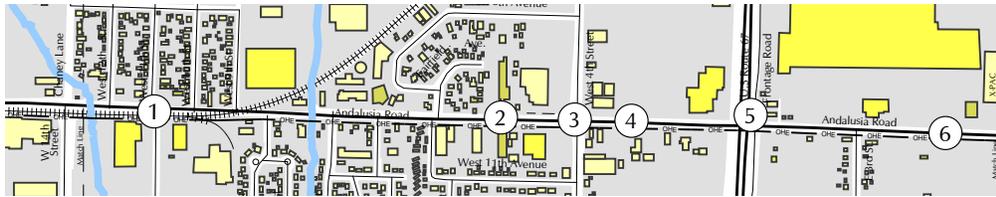
⑤ Recreational opportunities provide public and private corridor destinations.



⑥ Landscaping reduces impact of industrial land uses south of Andalusia Road.

### MIXED-USE RECREATIONAL DISTRICT

- Open area with overall natural feel create by open space, water bodies and large trees
- Recreational facilities and open space dominate the district's land uses
- Some industrial land uses on south side of road.
- Signage consist mainly of regulatory signs with a few billboards
- Mostly metal buildings with little architectural character.
- Large expanses of walls with little fenestration or architectural detailing
- Numerous loading bays face the corridor
- Lack of landscaping
- Overhead utilities and railroad limit usable right-of-way space.



**Legend**

- # Photo Reference Number
- Building
- Building in poor condition
- Overhead Utility
- Building for sale

0 375 750 1500



① Milan Industrial Park provides minor sense of entry to district.



② No streetscape amenities. Gravel shoulders create appearance of wider roadway without providing traffic benefits. Large amount of visual clutter from signs, overhead utilities and numerous building types.



③ Vast amounts of undefined space. Lack of visual appeal when entering corridor from side roads.



④ No theme or streetscape treatment to unify the district.



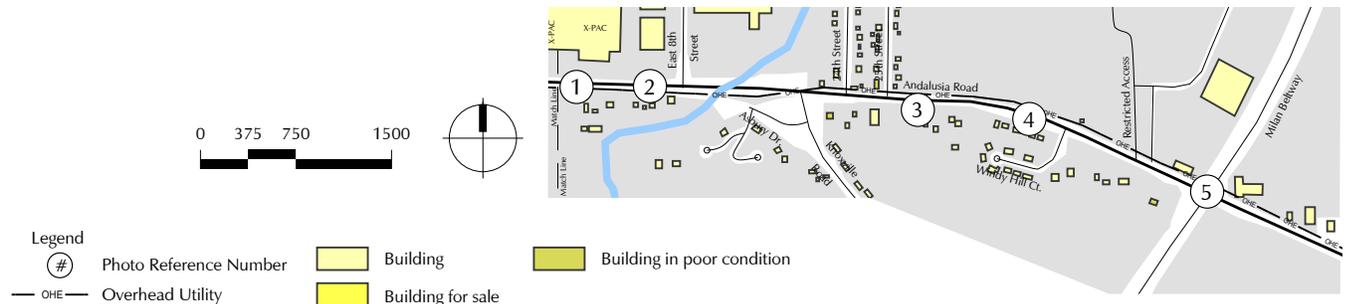
⑤ Lack of gateway at Route 67 intersection



⑥ Barbed wire fencing up to the right-of-way sends wrong message to people traveling the corridor.

## MIXED-USE COMMERCIAL DISTRICT

- Uncontrolled strip development devoted to vehicular transportation with many sites in need of redevelopment.
- This district has the corridor's highest concentration of commercial land uses. However, the district has a very diverse and chaotic land use pattern including: commercial, single and multifamily residential, trail parks, light industrial and civic land uses.
- Parking lots in front of buildings. At times the parking lots are large. No well defined corridor gateways or development nodes.
- No plantings in right-of-way and minimal landscaping on private property.
- Numerous signs clutter the corridor. The majority of businesses have pylon signs and conflict with the urban character of the district
- Street lighting consists of cobra head lights at intersections and shoe box and cobra head type lights in private parking lots.
- The corridor does not have any streetscape amenities
- The corridor's architecture consists of a hodgepodge of building types that lack architectural character.
- Residential land uses occur immediate south of the corridor.
- Numerous access points and areas of uncontrolled access
- The corridor lacks any site amenities
- Overhead utilities have a negative appearance and limit streetscape options.
- Storm water ditches limit development of right-of-way



① The corridor has wide open views with little sense of enclosure.



② Single-family housing on wooded lots.



③ Single family resident at bottom of the bluff.



④ Single-family residents and agricultural land. Overhead power line on right side of image illustrate proximity of right-of-way to building. Drainage swales dominate much of the right-of-way.



⑤ No sense of entry to the corridor at the Milan Beltline.

## BLUFF DISTRICT

- South side of Andalusia road is primarily wooded bluff land containing residential land uses.
- The north side of Andalusia Road is a mixed of industrial and agricultural land uses.

The bluffs provide a sense of enclosure and creating a more natural feel to this district.

- Industrial parking lots, storage and loading areas lack screening.
- No well defined corridor gateways or development nodes.

No plantings in right-of-way and minimal landscaping on private property.

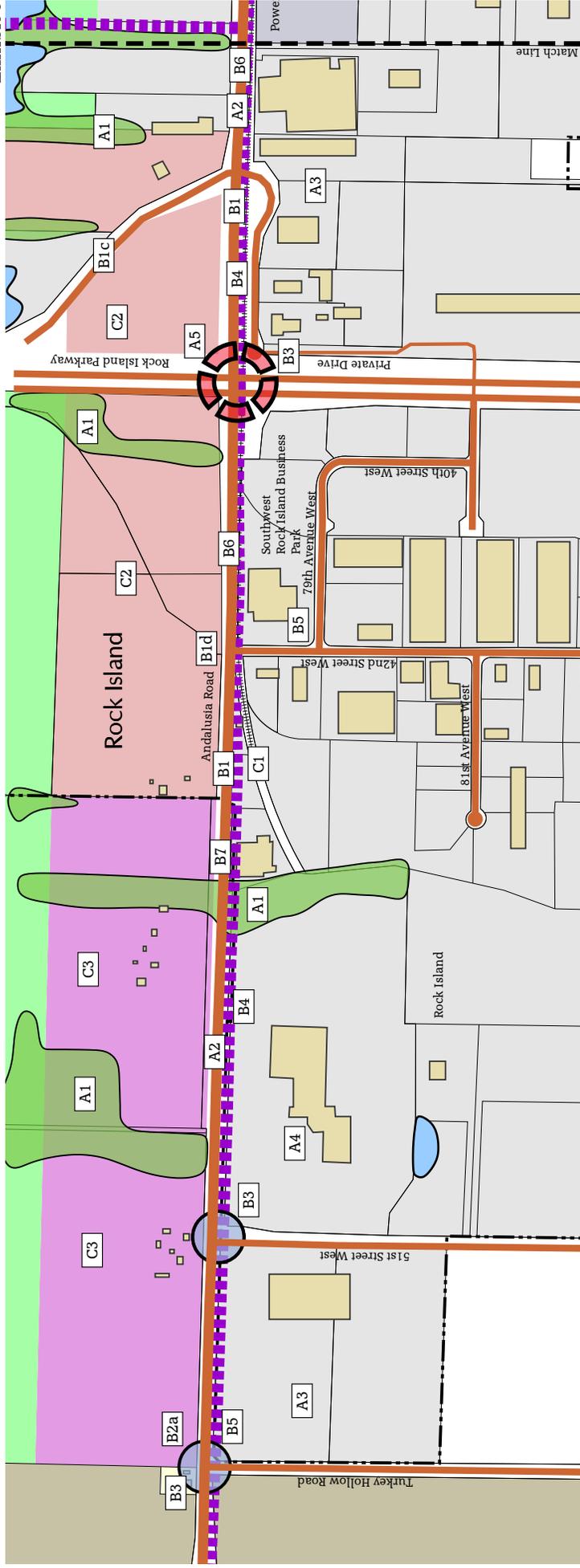
- Signage is mostly regulatory with a few business signs.
- Street lighting consists of cobra head lights at major intersections.

- The corridor does not have any streetscape amenities
- The corridor's architecture consists of single family houses nestled in wooded sites and large metal industrial buildings.
- Most access point for single family residential land uses.
- The corridor lacks any site amenities
- Overhead utilities have a negative appearance and limit streetscape options.
- Storm water ditches typical of rural character of the district

# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

## RECOMMENDATIONS

Exhibit 9



### A. CHARACTER AND IDENTITY

1. Provide open space to integrate corridor into surrounding natural environment
2. Streetscape improvements
  - a. Add medians where space allows
  - b. Provide street tree planting
  - c. Provide ornamental lighting
  - d. Create wayfinding system
3. Develop design guidelines for private properties including screening of parking, signage, storage and loading facilities
4. Build on business campus of Southwest Rock Island Business Park in future development
5. Create gateway at Rock Island Parkway Intersection

### B. TRANSPORTATION

- Vehicular**
1. Improve traffic flow
    - a. Widen Andalusia Road to three lanes with rural cross section
    - b. Limit driveways and left-hand turning movements on Andalusia Road
    - c. Access future develop at northeast corner of Rock Island Parkway from existing frontage road
    - d. Align future access points north of Andalusia Road with roads to the south
  2. Intersection Improvements
    - a. Improve visibility and increase turning radii to accommodate large trucks at Turkey Hollow Road
- Bicycle And Pedestrian**
3. Provide safe and attractive crossings at intersections
  4. Develop multi-use path along Andalusia Road
  5. Improve linkages to business
  6. Provide wide paved shoulders on Andalusia Road
  7. Maintain and improve services

### C. LAND USE AND REDEVELOPMENT

1. Convert isolated residential parcels to adjacent land use
2. Develop north side of Rock Island Parkway
3. Maintain land in 100 year flood plain as open space until other available land has been developed

### MIXED-USE LIGHT INDUSTRIAL DISTRICT

**Legend**

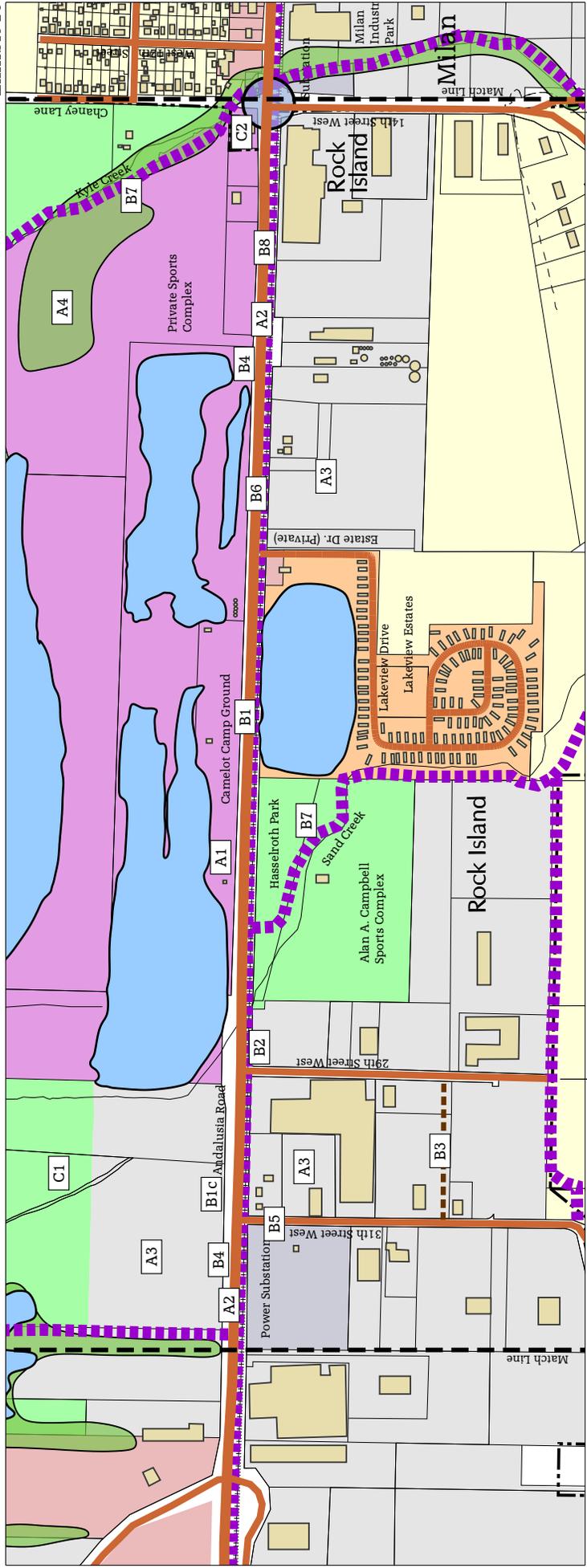
	Commercial Land Use		Building
	Residential Land Use		Proposed Multi-Use Path
	Park and Open Space		Extended / New Road
	Industrial Land Use		Water
	Small Office - Multi-Family		Redevelopment
	Semi-Public Land Use		
	Mobile Home Land Use		
	Office / Research		
	Mixed Use - Commercial		



# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

# RECOMMENDATIONS

Exhibit 10



Mixed Use Light Industrial District

Mixed-Use Recreation District

## A. CHARACTER AND IDENTITY

- Enhance and maintain natural character of the Open Space/Recreation District
- Streetscape improvements
  - Add medians where space allows
  - Provide street tree planting
  - Provide ornamental lighting
  - Create wayfinding system
- Develop design guidelines for private properties including screening of parking, signage, storage and loading facilities
- Provide open space to integrate corridor into surrounding natural environment

## B. TRANSPORTATION

- Vehicular**
- Improve traffic flow
    - Widen Andalusia Road to three lanes with rural cross section
    - Limit driveways and left-hand turning movements on Andalusia Road
    - Align future access points north of Andalusia Road with roads to the south
  - Improve 28th Street West intersection
  - Create a new road to connect 28th Street West to 31st Street West
- Bicycle And Pedestrian**
- Develop multi-use path along Andalusia Road
  - Improve linkages to business and neighborhoods
  - Provide wide paved shoulders on Andalusia Road
  - Connect proposed multi-use path to future trails along Mill Creek and neighborhoods along Sand & Kyle Creek
  - Transit
  - Maintain and improve services

## C. LAND USE AND REDEVELOPMENT

- Maintain back part of parcels north of Andalusia Road as open space
- Rehabilitate commercial development

## MIXED-USE LIGHT INDUSTRIAL DISTRICT & MIXED-USE RECREATIONAL DISTRICT

**Legend**

	Commercial Land Use		Mobile Home Land Use
	Residential Land Use		Office / Research
	Park and Open Space		Mixed Use - Commercial
	Industrial Land Use		Water
	Small Office - Multi-Family		Building
	Semi-Public Land Use		Proposed Multi-Use Path
			Extended / New Road



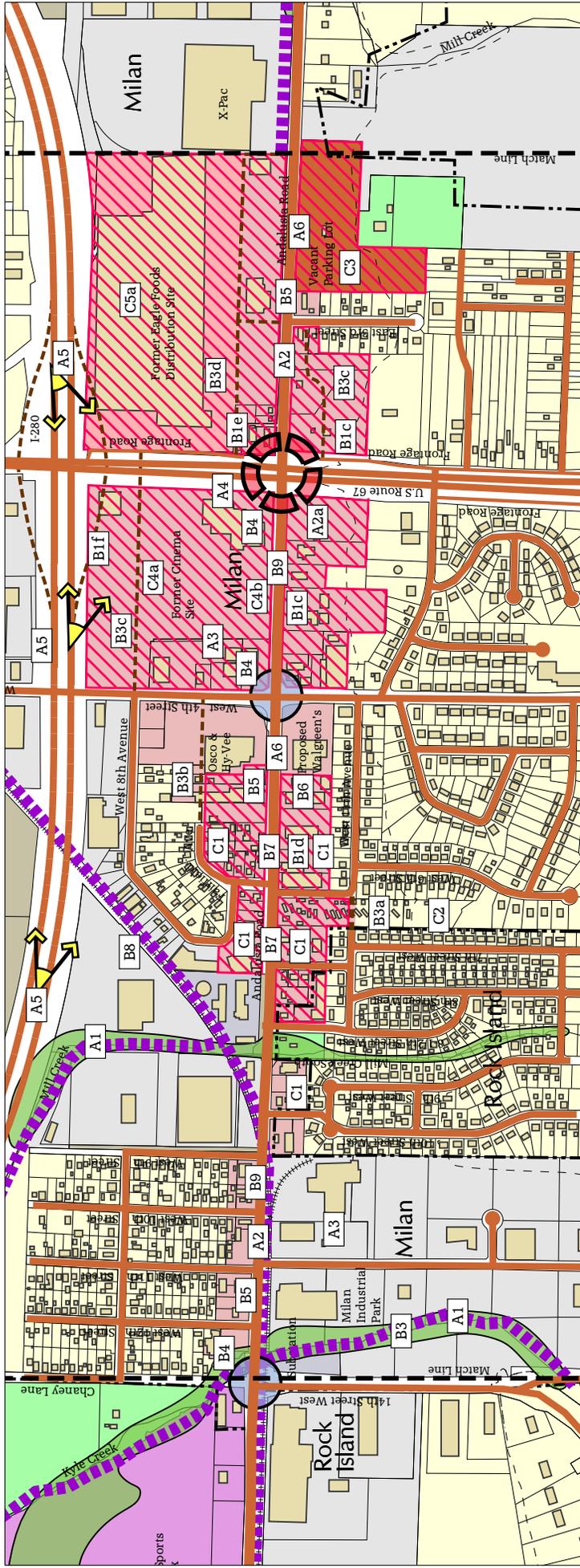
Schreiber/Anderson Associates, Inc.  
14 Appleton Street  
Madison, WI 53703  
608.235.0900

June 30, 2004  
Project #1954

# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

# RECOMMENDATIONS

Exhibit 11



## A. CHARACTER AND IDENTITY

- Provide open space to integrate corridor into surrounding natural environment
  - Streetscape improvements
    - Add medians where space allows
    - Provide street tree planting
    - Provide ornamental lighting
    - Create wayfinding system
  - Develop design guidelines for private properties including screening of parking, storage and loading facilities
  - Create gateway at the U.S. Route 67 Intersection
  - Maintain & enhance view from I-280 into corridor
  - Bury overhead utilities
- ## B. TRANSPORTATION
- Improve traffic flow
    - Widen Andalusia Road to three lanes with urban cross section
    - Limit driveways and left-hand turning movements on Andalusia Road
    - Combine adjacent private driveways to reduce access points
    - Narrow and control wide and undefined private driveways
    - Terminate frontage road to eliminate conflict with Andalusia Road

## C. LAND USE AND REDEVELOPMENT

- Commercial redevelopment
  - Small scale businesses or offices
  - Redevelop into neighborhood park
- Redevelop into neighborhood park
- Mixed-use Commercial
  - Commercial
  - Multifamily residential
  - Cinema property
    - Large-scale commercial
    - Out lots fronting Andalusia Road
- Eagle Food Distribution Site
  - Turnkey rehabilitation of existing building
  - Redevelopment of front portion of site to commercial out lots

## MIXED-USE COMMERCIAL DISTRICT

- Legend
- Commercial Land Use
  - Residential Land Use
  - Park and Open Space
  - Industrial Land Use
  - Small Office - Multi-Family
  - Semi-Public Land Use
  - Mobile Home Land Use
  - Office / Research
  - Mixed Use - Commercial
  - Water
  - Redevelopment
  - Building
  - Proposed Multi-Use Path
  - Extended / New Road

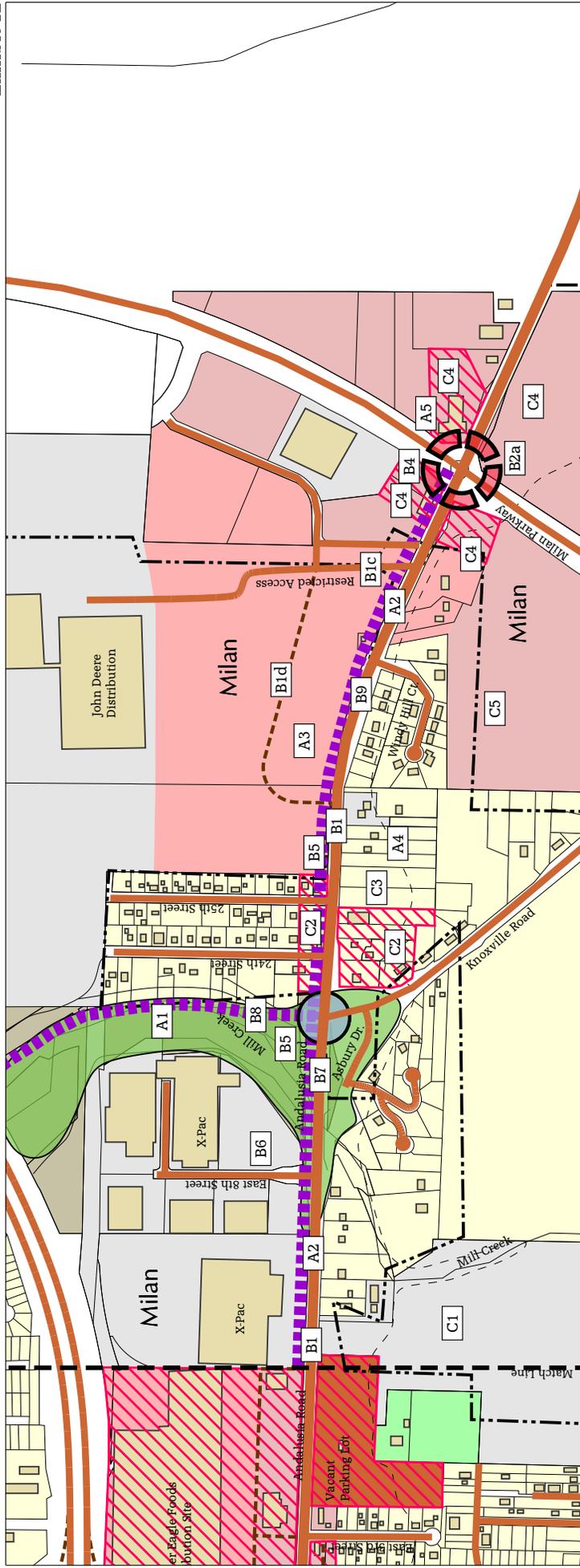
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June 30, 2004  
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# Andalusia Road Corridor Study: Rock Island and Milan, Illinois

# RECOMMENDATIONS

Exhibit 12



## A. CHARACTER AND IDENTITY

1. Provide open space to integrate corridor into surrounding natural environment
2. Streetscape improvements
  - a. Add medians where space allows
  - b. Provide street tree planting
  - c. Provide ornamental lighting
  - d. Create wayfinding system
3. Develop design guidelines for private properties including screening of parking, storage and loading facilities
4. Maintain and enhance natural character of the bluffs Business Park in future development
5. Create gateway at Milan Beltway Intersection

## B. TRANSPORTATION

- Vehicular**
1. Improve traffic flow
    - a. Widen Andalusia Road to three lanes with rural cross section
    - b. Limit driveways and left-hand turning movements on Andalusia Road
    - c. Connect restricted access drive to public road to eliminate access point
  2. Intersection Improvements
    - a. Improve Milan Beltway intersection to accommodate future traffic volume generated by new Rock River bridge
  3. Create a new road to service area south of John Deere Distribution
- Bicycle And Pedestrian**
3. Provide safe and attractive crossings at intersections
  4. Develop multi-use path along Andalusia Road
  5. Improve linkages to business
  6. Provide wide paved shoulder on Andalusia Road
  7. Develop connection to Hennepin Canal Parkway
  8. Develop services

## C. LAND USE AND REDEVELOPMENT

1. Potential long-term residential/recreational development
2. Redevelopment/rehabilitation of housing in poor condition
3. Residential infill area
4. Create commercial development at Milan Beltway
5. Develop/redevelop with mixed-use commercial

## BLUFF DISTRICT

- Legend**
- |  |                             |  |                         |
|--|-----------------------------|--|-------------------------|
|  | Commercial Land Use         |  | Building                |
|  | Residential Land Use        |  | Proposed Multi-Use Path |
|  | Park and Open Space         |  | Extended/ New Road      |
|  | Industrial Land Use         |  |                         |
|  | Small Office - Multi-Family |  |                         |
|  | Semi-Public Land Use        |  |                         |
|  | Mobile Home Land Use        |  |                         |
|  | Office / Research           |  |                         |
|  | Mixed Use - Commercial      |  |                         |
|  | Water                       |  |                         |
|  | Redevelopment               |  |                         |

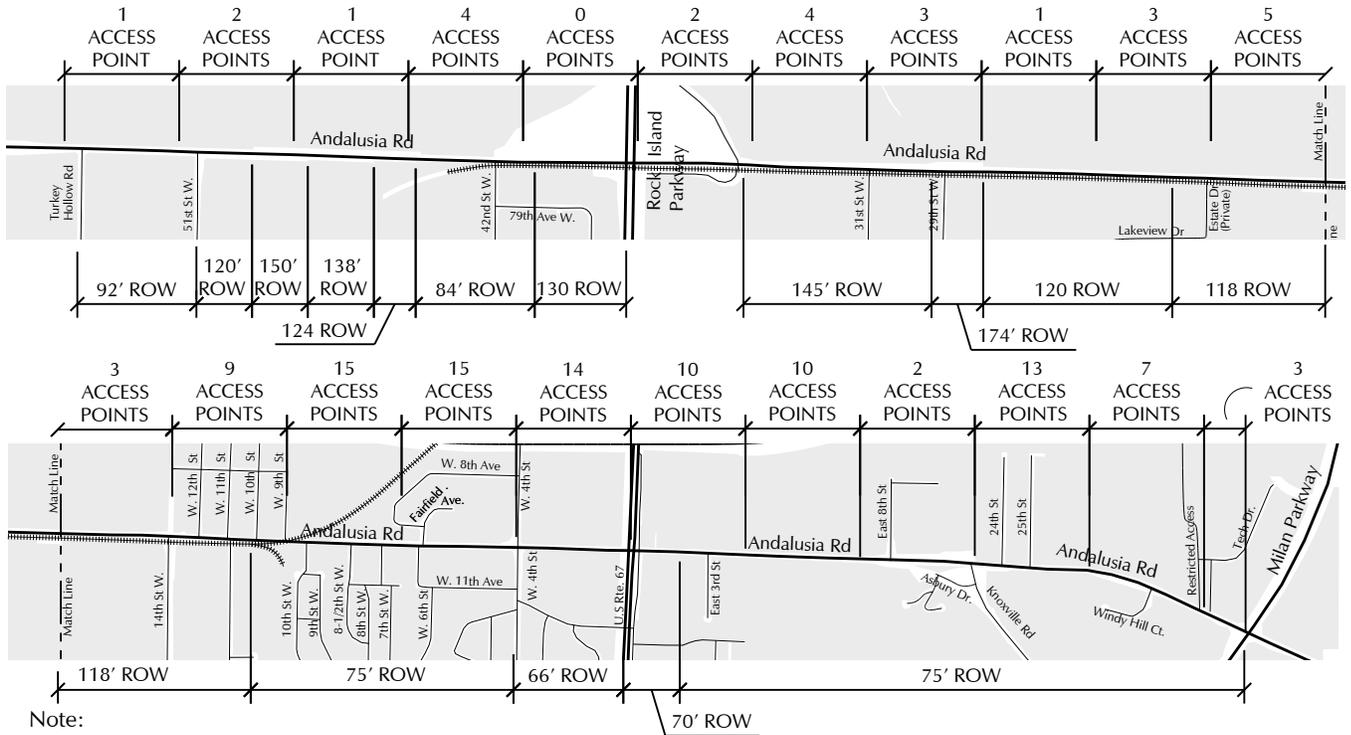






# ANDALUSIA ROAD RIGHT-OF-WAY AND ACCESS POINTS

Exhibit 15



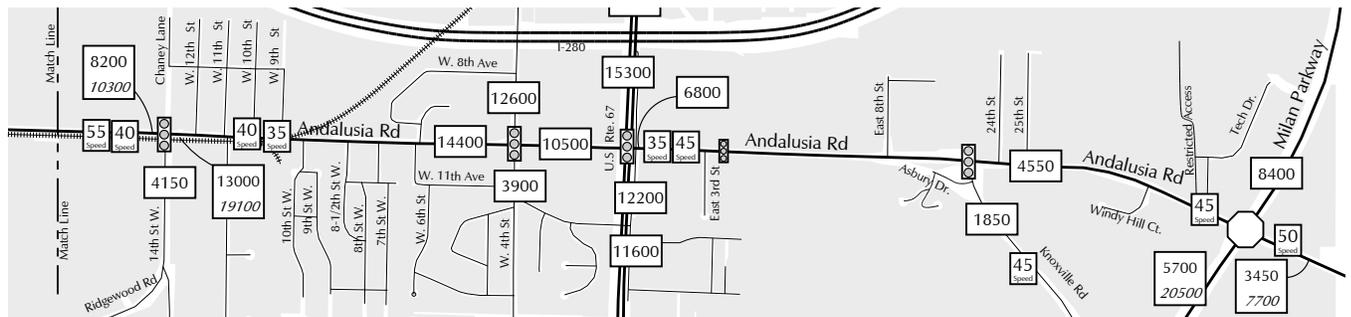
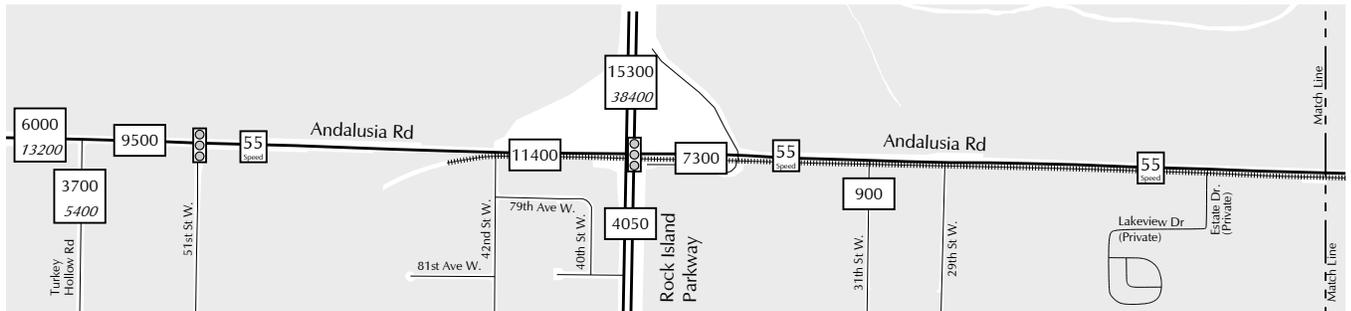
Note:

1. The number of access points shown is per 1/4 mile.
2. Access points refers to the total number of private drives on both sides of Andalusia Rd.
3. Right-of-way is variable along the entire corridor.



# TRAFFIC COUNTS AND INTERSECTION CONTROLS

Exhibit 16



Legend

3450 Year 2000 ADT  
7700 2025 Projected ADT



Traffic Signal



4-Way Stop

45 Speed

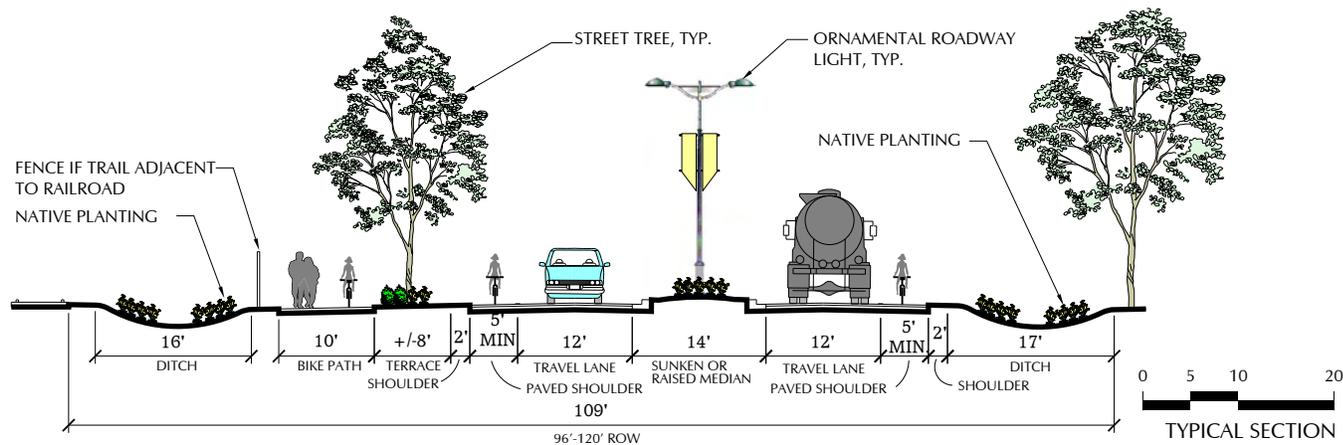
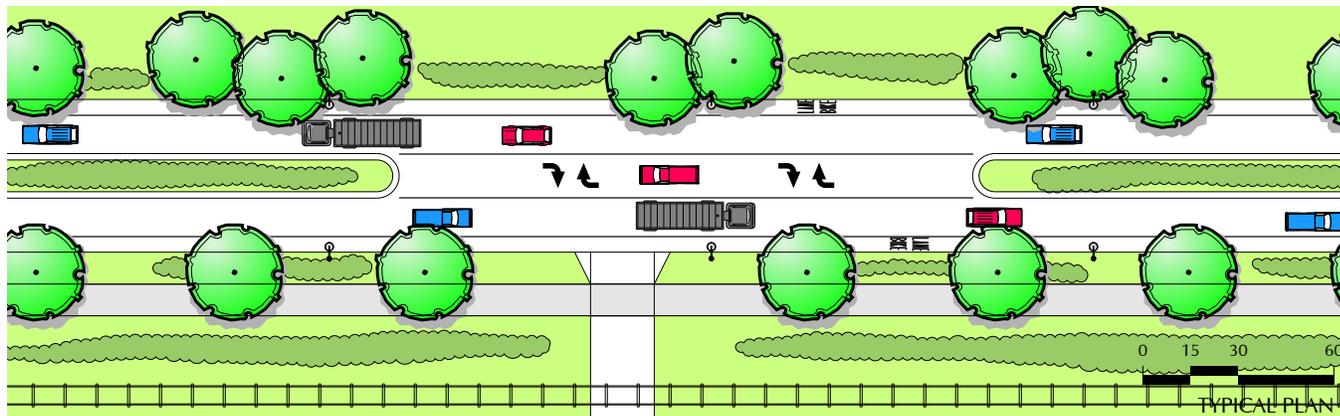
Speed Limit



# TYPICAL RURAL ROAD PLAN AND SECTION

MIXED-USE INDUSTRIAL, MIXED-USE RECREATIONAL AND BLUFF DISTRICTS

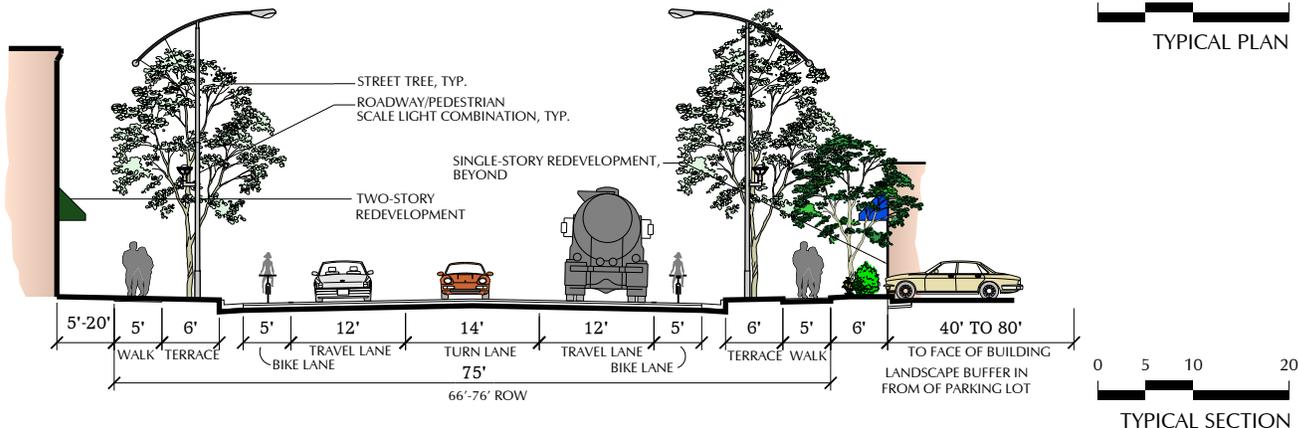
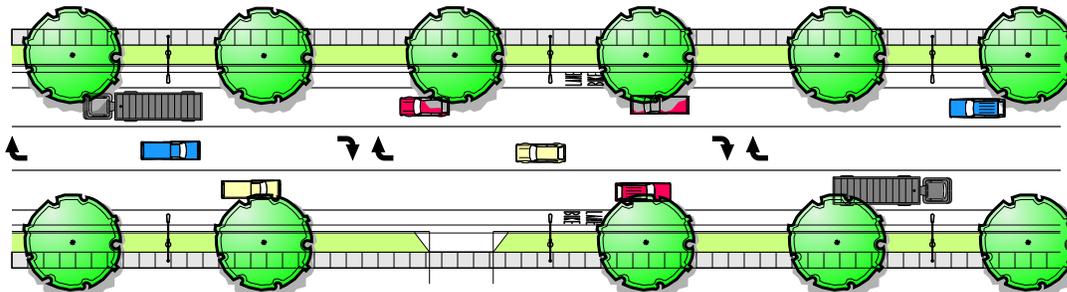
Exhibit 17

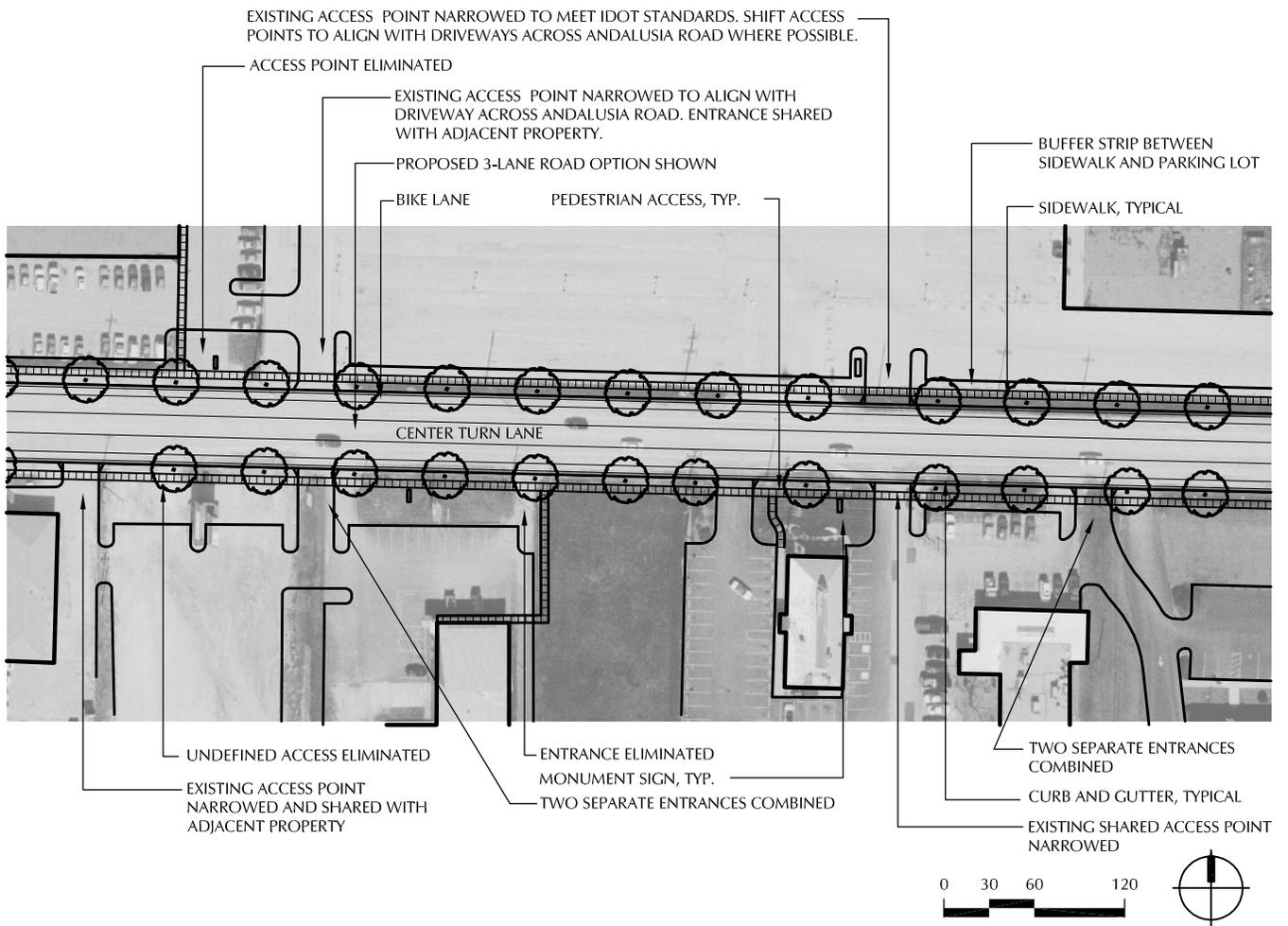


# TYPICAL URBAN ROAD PLAN AND SECTION

MIXED-USE COMMERCIAL DISTRICT

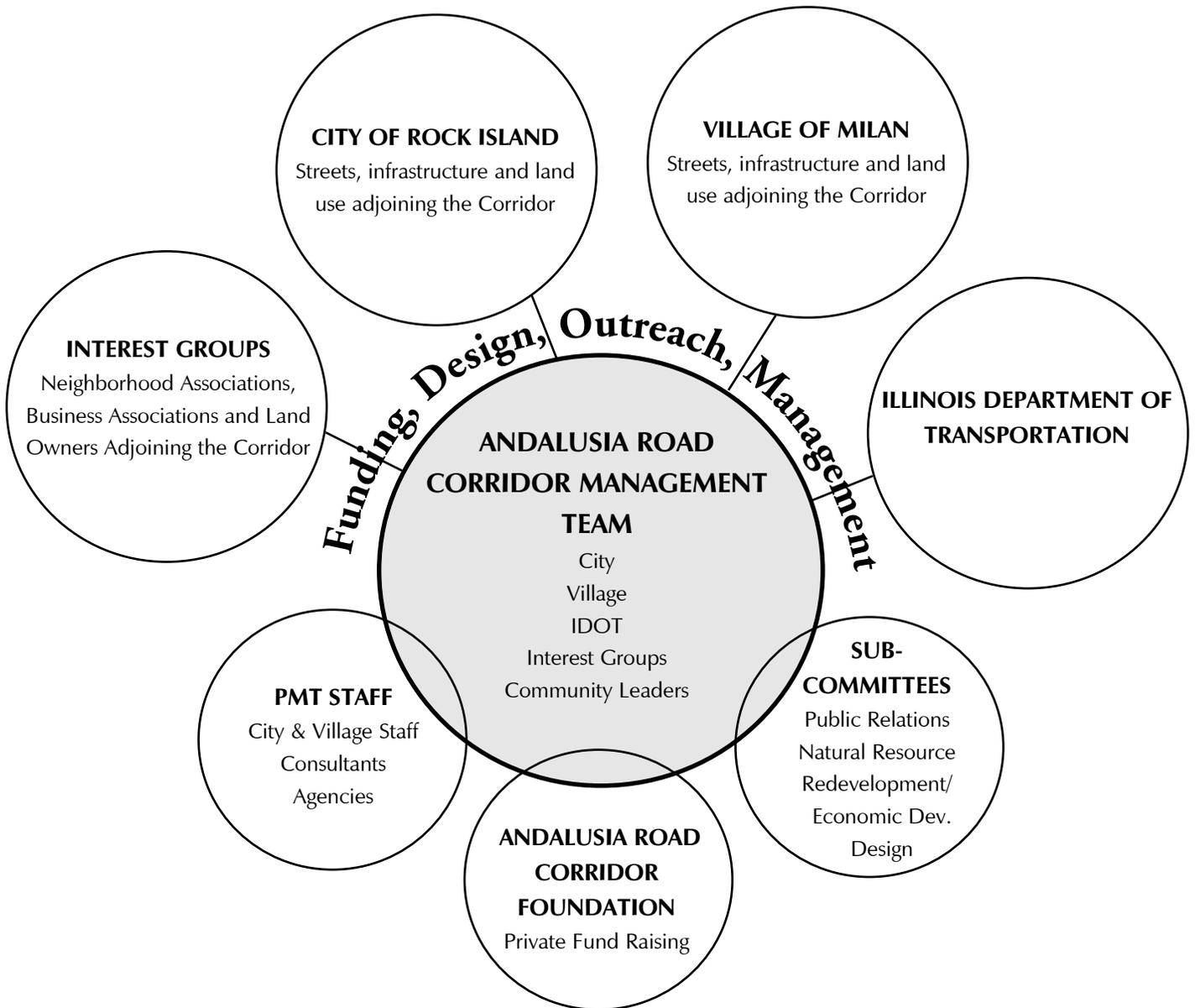
Exhibit 18





SHARED ACCESS FOR RETAIL DEVELOPMENT FROM SOUTHWEST ROCK ISLAND PLAN





## APPENDIX 1: ANDALUSIA ROAD CORRIDOR IMPROVEMENTS COST ESTIMATE

Description	Qty.	Unit	Unit Cost	Item total
Urban Roadway (Includes curb and gutter)	7200	lf	\$300	\$2,160,000
Rural Roadway (Includes median curb & gutter)	20970	lf	\$300	\$6,291,000
Roadway - new and extended roads listed below				
31st W. & 28th W. connection	825	lf	\$250	\$206,250
78th W. & 11th W. connection	226	lf	\$250	\$56,500
Fairfield Ave. Extension	760	lf	\$250	\$190,000
8th St. W. Extension	1420	lf	\$250	\$355,000
Eagle Food Development Road	2253	lf	\$250	\$563,250
SE Corner of US 67 Dev. Road	845	lf	\$250	\$211,250
John Deere Property	1800	lf	\$250	\$450,000
Intersection Improvements (special pavement)	10000	sf	\$10	\$100,000
5' Wide Walk (Urban Section only)	7200	lf	\$20	\$144,000
10' Wide Multi-use Path (Rural section)	20970	lf	\$35	\$733,950
Storm Water System (Urban Roadway)	7200	lf	\$60	\$432,000
Urban Roadway Lighting (Assume 100' avg. spacing)	72	ea	\$6,000	\$432,000
Rural Roadway Lighting (Assume 200' avg. spacing)	105	ea	\$8,000	\$840,000
Traffic Light at Milan Beltway Intersection	1	ls	\$100,000	\$100,000
Major Gateways	3	ls	\$100,000	\$300,000
Minor Gateways	3	ls	\$30,000	\$90,000
Public Plaza	3	ls	\$50,000	\$150,000
Underground Utilities (Mixed-Use Commercial District)	7200	lf	\$400	\$2,880,000
Street Trees: Urban Section (assume 60' avg. spacing)	120	ea	\$400	\$48,000
Street Trees: Rural Section (assume 100' avg. spacing)	210	ea	\$500	\$105,000
Ditch Plantings (Assumed 50% of ditch planted, 20 wide.)	3	ac	\$4,000	\$12,000
Median Plantings	9000	lf	\$12	\$108,000
Way Finding (Trailblazer and Destination Signs)	1	ls	\$50,000	\$50,000
<b>Subtotal</b>				<b>\$17,008,200</b>
Design Fees and Contingency			35%	\$5,952,870
<b>Construction Total</b>				<b>\$22,961,070</b>
Signalization Study	1	ea	\$20,000	\$20,000
Speed Study	1	ea	\$5,000	\$5,000
Market Study	1	ea	\$50,000	\$50,000
Access Control Plan	1	ea	\$30,000	\$30,000
<b>Study Total</b>				<b>\$105,000</b>
<b>Grand Total</b>				<b>\$23,066,070</b>

### Notes:

1. Land acquisition and purchase of right-of-ways are not included in the cost estimate.
2. Multiuse path connections not included in the cost estimate.
3. New I-280 interchange is not included in the cost estimate. Probable cost of interchange is over \$10 million.
4. Study costs can vary greatly depending on level of detail, study area, mix of uses, etc.