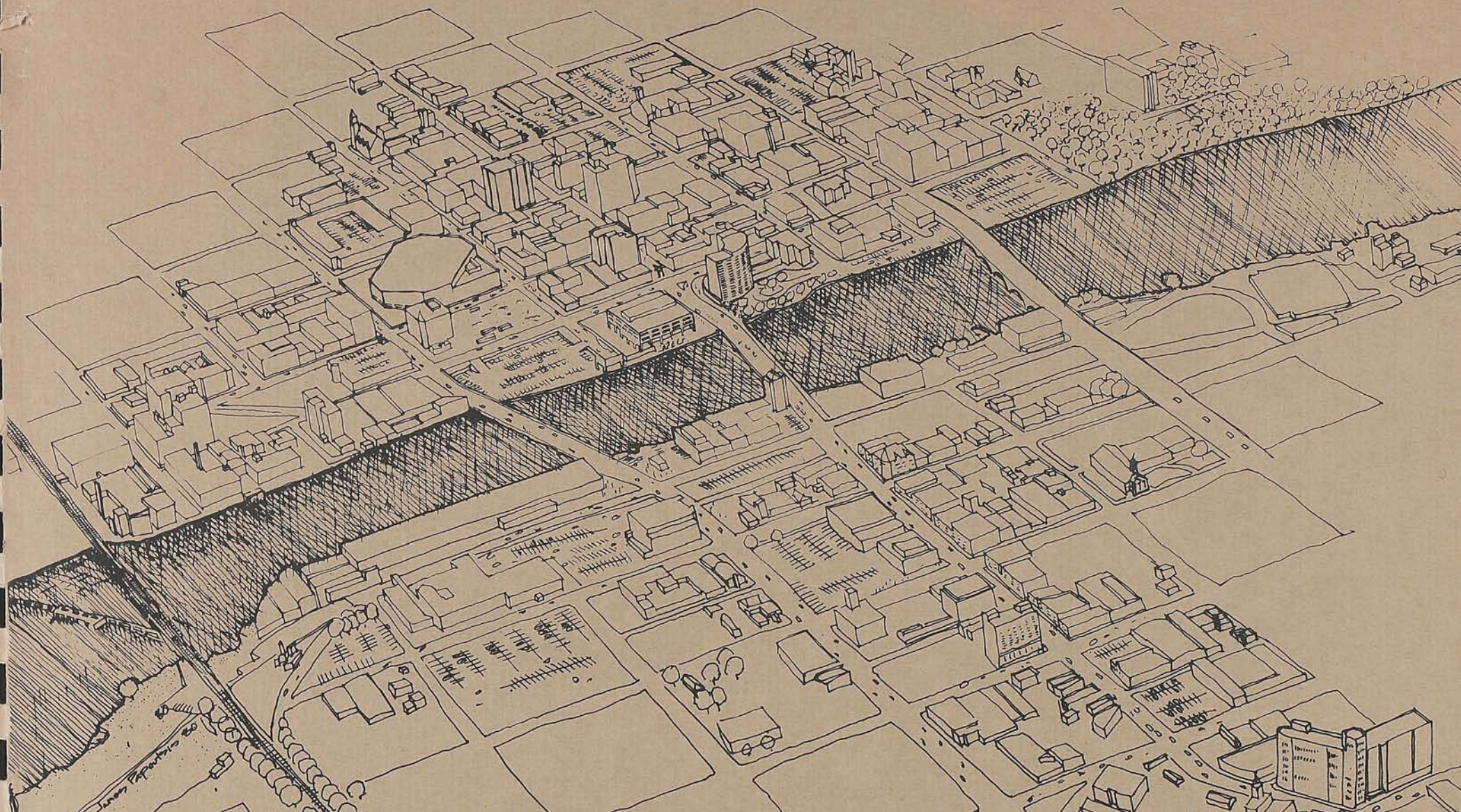


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# R/UDAT CONCEPT

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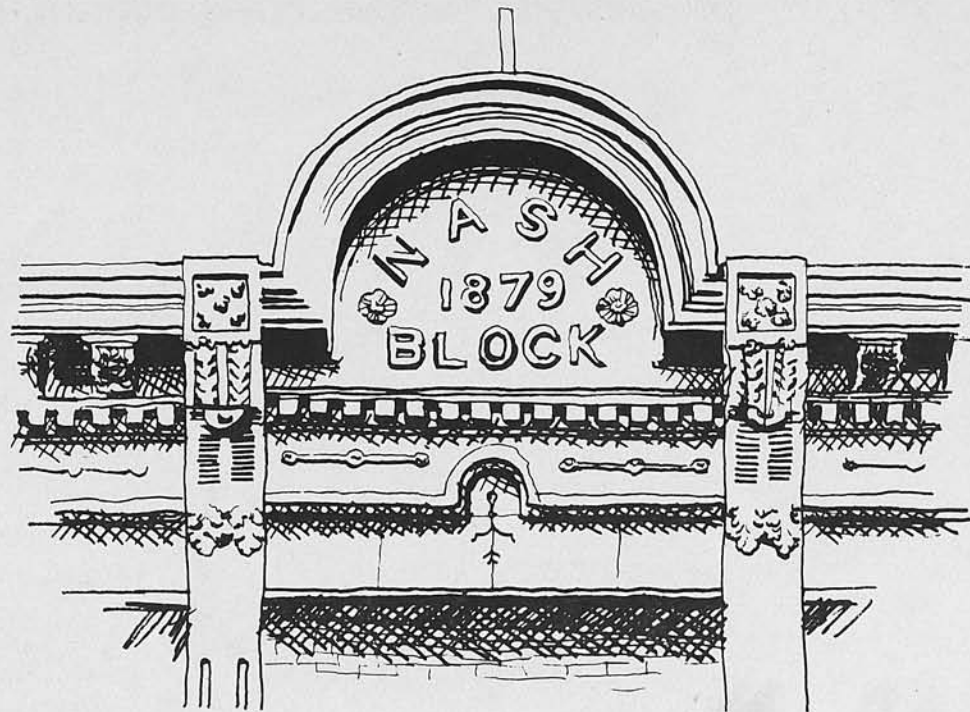
The Urban Planning & Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The teams respond to the problems as described by the local AIA Chapters and their community sponsors.

Each Regional/Urban Design Assistance Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area under study. Team members are not compensated for their services and agree not to accept commissions for work resulting from their recommendations.

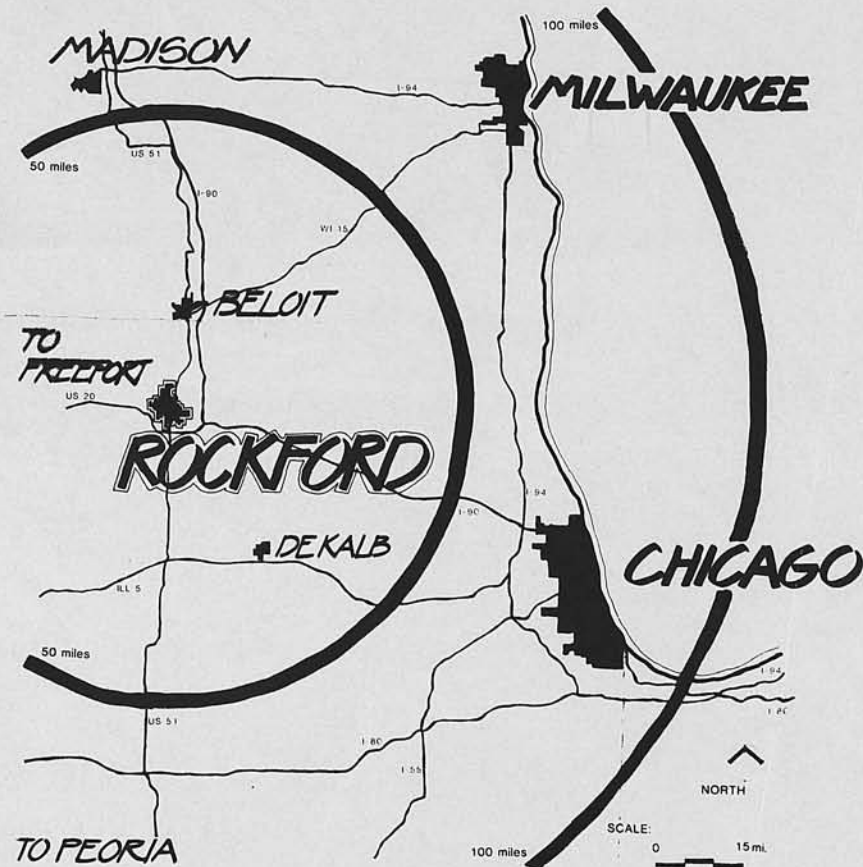
The team acquaints itself with the community and its people, engages in analysis from a fresh and unbiased perspective, and offers its recommendations for planning and action strategies.

This R/UDAT study has grown out of the Department of Community Development's suggestion to the Northern Illinois Chapter AIA that Rockford can benefit from the R/UDAT process.



# ROCKFORD R/UDAT

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In the mid 1800's, Rockford was a village on the banks of the Rock River with a population of 2,500. At the turn of the century, it had become a manufacturing center with 30,000 inhabitants. By the 1950's, the city had developed into the business and commercial center for northwestern Illinois. The city's population was 100,000 in a metropolitan area of more than 200,000 inhabitants. The State and Main Street district comprised the hub of retail, financial and commercial activity during this 100 year period of growth.

Today, with a population of 140,000, Rockford is the second largest city in Illinois and continues as the major employment and trading center in the metropolitan area. It is a community with handsome residential neighborhoods, good schools, excellent recreational facilities and an absence of serious environmental problems.

The economic base is highly industrialized with a skilled work force. Rockford is recognized as the second largest machine tool center in the country and a world leader in the manufacture of metal fasteners.

Over the past 20 years, however, the character of the traditional central business districts has experienced significant change. Commercial activity has declined, and retail shopping has all but disappeared in favor of the newer outlying shopping malls. One of many plans and studies intended to rejuvenate downtown retail business--the urban renewal program--has seen little private development, almost none of which conforms to the renewal plan.

There has, nevertheless, been meaningful development not related to retailing, and much of the downtown commercial and financial activity has remained intact. Recent new construction includes three high-rise apartment buildings for the elderly, several new banking facilities, conversion of an abandoned post office to an arts and science center, adaptive reuse of a riverfront warehouse as offices, a cruciform pedestrian mall, a parking ramp with an attached office building, a city/county public safety building, a federal courthouse and a 10,000 seat arena/auditorium.

The many previous plans, studies and programs, along with recent new construction, indicate widespread interest in seeing the traditional central city areas assume a role and intensity of activity commensurate with the importance of the

surviving and developing downtown civic and commercial functions. If this can be accomplished, the existing stock of vacant buildings--reoccupied--along with future new construction, can constitute a rejuvenated central city that will be a community asset as opposed to a continuing and increasing liability.

The R/UDAT team is asked to provide an evaluation of the recent history and current problems of Rockford's central city in order to formulate recommendations that identify feasible objectives and outline realistic courses of action toward achievement of those goals.



# ISSUES AND PROPOSALS

"Downtown depends upon  
three 'P's ...  
parking, promotion and  
publicity"

"where is downtown"



The R/UDAT team addressed one overriding issue: Is there a desirable and feasible economic function for the central city area of Rockford?

Within this issue, we saw three perplexing problems:

1. Vanishing economic functions, especially retailing, have left a discouraging collection of under-used and decaying structures in the central area. The symbol of this decline is the State-Main cruciform mall.

2. Residents are concerned for their convenience and safety in using the central area. Most of the team considered these fears to be exaggerated, but they are an important impediment to utilization of the central city facilities.

3. Rockford seems better able to create good ideas for its growth and development than to carry them through.

Our principal conclusion is that the answer is "no" -- there is no one desirable and feasible economic function for the central city area of Rockford, and in fact there is no one center. Instead, there are many functions, existing and prospective, in several rather clearly defined activity nodes or centers in and surrounding the core of the city.

In the report that follows, we recommend some actions that are intended to strengthen existing functions and find new functions -- and thereby adapt the city and its central areas to changing economic and social realities.

Accordingly, our recommendations fall into three categories:

1. Facilitate the adaptation of existing structures and centers to new uses. Rockford must retain and reuse as much of its physical heritage as possible. For example, we recommend in a section devoted to that one subject that the Mall be retained at least for the time being in its present form. More generally, the City must develop specific strategies for maintaining and enhancing the vitality of its several activity nodes. The City should assure that each center is fully accessible for those who would use its functions. Finally, Rockford should do more to exploit its acknowledged strengths -- the river, its enviable parks and recreation facilities, its school system -- in support of its economic aspirations.

2. Stimulate public participation in support of community development activities. There needs to be a network of action-oriented organizations to create an environment for constructive change and to promote specific projects throughout all of the activity areas. To overcome the deep-seated and widespread concerns that people have about access, parking and personal safety in the central area, the City must make highly visible improvements in these matters.



Because Rockford has every reason to be proud of its heritage and concerned about its current pessimism, there is a special need to carry out its development projects with flair and attention to detail.

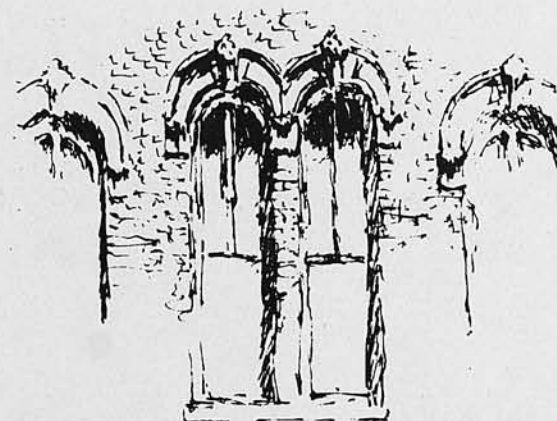
3. Create or alter governmental and quasi-public institutions to facilitate the implementation of development activities. We specifically recommend that community development organizations and corporations be encouraged and brought to prominence in promoting local economic development initiatives. In addition, the mayor should appoint an assistant for economic development -- a staff person who can cut through red tape and help people and groups to get projects moving. The City should review its building codes, zoning ordinances and other regulations -- and the procedures by which they are enforced and adjudicated -- to assure that development is not unnecessarily impeded.



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# GENERAL OBSERVATIONS

"There is a lack of leadership  
in downtown"

"... and then nothing happened"



Although professionalism doesn't ordinarily allow for ordinary human sentiments, the R/UDAT process is so intensive that lapses can occur. These architects, urban designers, social scientists, and other experts who have studied Rockford so objectively for these several days have let certain subjective judgments intrude into their deliberations.

The plain fact is that we agree with most of the positive opinions of Rockfordians about their city, and we disagree with most of the negative.

In many ways, Rockford is an exemplary place. Its handsome residential areas in most parts of town, its park system and recreational facilities, its high-quality schools and its generally healthy economy provide well for the basic needs of family life.

Moreover, its central area is, to outsiders, more appealing than it apparently is to local residents; its crime rates, traffic congestion, parking difficulties and other urban frustrations are so minor compared to those of most other cities as to seem reason for hope rather than despair.

There are problems, of course. A major one has to do with attitudes and perceptions. In our view, Rockfordians have a misplaced tendency toward pessimism and skepticism--especially ironic for a city that has spawned so much industrial progress for the world. Informed visitors, if the R/UDAT team is representative, don't share the predominant local views. We believe there is a clear prospect for increasing economic vitality in most of the neighborhoods of Rockford.

No matter how important it is for Rockford to recognize its heritage and to celebrate its unique contributions in the past, we think that the most important thing to do today is to accept that this city has profoundly changed in the past few years. And it will change further in the next few years. The great task is to adapt to the changes that have occurred...and to take control of those to come.



# RECOMMENDATIONS

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# GROWTH AND CHANGE

Like many 19th-Century cities, Rockford grew as a center of manufacture and trade. Supply routes and lines of communications were few, and the location of production and distribution points were close to other activities like retail trade, schools and housing.

As industry prospered and transportation and technology advanced, supply lines grew in both type, number and communications channels multiplied. Industrialists and workers alike could make choices about where they wanted to locate to gain better access to new railroads, highways, inexpensive land for housing and other functions.

Both jobs and the workers moved away from the river to find elbow room and "newness." Surrounded by available farmland, Rockford grew out at its perimeter rather than up at its center. Simultaneously, newcomers seeking work, housing and schools tended to settle at the perimeters, creating larger opportunity centers that attracted retail trade and the retailers themselves away from the city center creating a hole in the traditional center of town.

Rockford citizens in time came to perceive the city center as nothing with something surrounding it. All of the action, work, trade, learning, dwelling and community services were boiling at the city's edge. Loss of center-city population and activity resulted in reduced tax revenues, decreased interest in the city's symbolic heart and architectural heritage, and

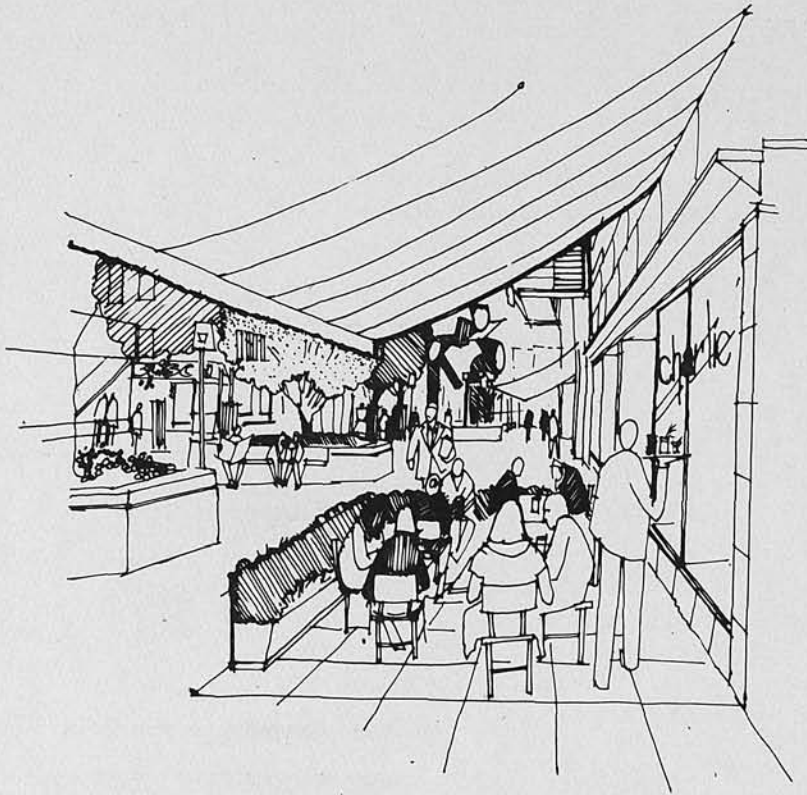
finally in the decay of the very physical stock --the concrete, terra-cotta, water pipes and utilities--which made the city habitable and gave it its personality.

The issue is how to change this trend, to fill the void and to make the benefits of growth and prosperity at the city's edge benefit the city as a whole.

A first step toward responding to this issue is for the people and the institutions of Rockford to accept the changes that have occurred. For example, the central business district may never again be the regional retail area that it once was. Other activities, however, can develop that do not directly compete with outlying retail areas but will utilize the remaining downtown structures to benefit the community as a whole. Five general strategies ought to be explored toward finding and accommodating new functions for the CBD.

## ARTS "CRITICAL MASS" STRATEGY

The first strategy centers on the idea that cultural events and entertainment will excite people's interest and attract them to center city. It works like this: Create a concentration of arts activities in a defined district--theater, dance, orchestra, live performances, festivals, galleries for both local artists and artists with national reputations, museums, crafts shows and exhibitions. Make it possible for people to easily move from one point to another within



"Arts can bring vitality to downtown"

the area. Make it possible for secondary activities such as restaurants and specialized retail to establish themselves along pedestrian routes within the district. Support the initiatives of people who want creatively to use abandoned or vacant space for housing, studios or craft works within the district. And finally, create this within a well-maintained and attractive setting.

## HISTORIC PRESERVATION & ADAPTIVE REUSE

The second strategy, which has worked extremely well in many other cities like Rockford, offers major federal tax incentives to encourage development of historic structures. The first step is to inventory, survey and catalog buildings throughout the city which are of historical importance or significant architectural merit. A public education and awareness program should follow.

The historical continuity upon which Rockford rests is plainly rooted in the buildings which make up and immediately surround the central city. Historic preservation efforts often depend upon the citizens' interest in preserving the history of a place for its future population. Preservation tours and lectures would add greatly to people's perceptions of the worth of buildings in the central city. These buildings will often provide the visual focal points as well as the attractive backdrop settings for public events and activities.



6576



In addition to the inventory and survey, a careful analysis of conflicts that might occur between existing building codes and zoning ordinances should be conducted in the course of the review of municipal regulation discussed elsewhere in this report.

## DESIGN QUALITY

The third strategy focuses upon creating aesthetically attractive environments which are an essential element in re-establishing the desirability of the central city. New architecture of the highest quality, restoration work, landscape architecture, parks, plazas and river-front development, signs and graphics can all contribute to the public perception of an exceptionally attractive place. When older buildings are restored, facades on adjacent buildings made of incompatible facing materials, added as "modernizations", should be removed. New buildings that are part of central city development might well utilize materials that are harmonious in color and texture with the older buildings. They should not, however, attempt to copy the detailing of historic buildings. A careful analysis of the central city architecture should be conducted to establish design guidelines. Developing a policy which finds a middle ground on which compatibility and good design can be enforced without unnecessarily limiting creativity or increasing costs is crucial.

"Let's not keep tearing down our old buildings, instead let's use them"

## UTILITIES AND INFRASTRUCTURE

A fourth strategy requires a long-term plan for fixing and maintaining the water and sewer lines, bridges, streets and sidewalks. It will be very difficult to attract private investment--the key ingredient in a successful revitalization program for a central business district--unless the infrastructure is substantially improved and evidences of "deferred maintenance" are removed.

## ANNEXATION

A fifth strategy involves liberalizing state annexation statutes. The city should investigate procedures for annexing additional properties to increase the tax base. Selection of annexed property should focus upon commercial and industrial activities to maximize the benefit to the city even after additional service costs in newly annexed areas are paid.





# COMMERCIAL-SERVICE CENTERS

Outsiders find it difficult to define downtown Rockford. No one center embraces all of the functions normally associated with a downtown.

The West Side CBD once contained all of the normal functions and was the city's dominant center. But it has lost most of its retailing. It retains the government employment center, a sprinkling of private office space users, some service activities and embryonic cultural attractions.

Now the central business district must be viewed as a multiplicity of centers -- each with its own important set of service and commercial functions. The several centers have emerged, changed form, strengthened or weakened and in some cases eroded in direct response to market forces, occasionally strengthened or distorted by governmental tax policies and housing and transportation programs.

Major retailing, hotel and convention functions, and certain entertainment forms have migrated to -- or are newly forming -- in the eastern quadrants of the city and the suburbs near the interstate highway system. However, there is evidence that some of the commercial nodes serving close-in neighborhoods are actually stronger today than they were a few years ago. Seventh Street and Broadway, with the loss of retailing in the former CBD, appear to be responding to new opportunities to serve the shopping needs of their stable neighborhoods. Also, it should be emphasized that considerable manufacturing still takes place in the close-in southwest area.

These shifting functions call for:

- \*General recognition that the shifts have occurred and are not likely to be reversed.
- \*Strengthening of the assets and services of each participating center.
- \*Assistance from the city government to promote redevelopment in the centers.
- \*The creation of an overall, coordinated development strategy to include all the centers.

The team identified five inner-city commercial service centers that should be considered the primary targets for interrelated development. They are:

## EASTSIDE/WESTSIDE

The R/UDAT team believes that it would be useful for Rockford to begin to think of its central business district as including the traditional West Side CBD -- the Mall and adjacent areas -- as well as the East State Street area across the river.

In addition to those efforts to restore economically useful activity to the Mall, as discussed elsewhere, the City should concentrate enlarged resources on East Side redevelopment efforts. A solid beginning has been made in the Waterside Center development. The team shares the developer's con-





fidence that the project will be as much of an economic success as the design success already evident, and we believe that it will be a positive catalyst for further progress in the Left Bank and East State Street areas.

In another section, this report suggests the creation of one development corporation for the Eastside/Westside CBD. Such an entity should, logically, have as one of its immediate aims the creation of a phased, coordinated development strategy embracing both parts of the area. And the adoption of tax-increment financing in both should be heavily promoted as a development tool.

Among functions to be considered for the newly defined CBD should be professional and service offices, specialty shops, entertainment, and any needed expansion of governmental functions, including education.

## **SOUTH MAIN**

The badly deteriorated commercial strip centering on Morgan Street is effectively isolated from the center city by railroad tracks and a decaying light industrial strip. The surrounding low and moderate income residential community appears to be relatively stable.

There are commercial facilities to serve this isolated population base. The South/West Improvement Corporation (SWIC) has reportedly implemented a number of small improvements in this area, but they were not discernible to the R/UDAT Team. SWIC has acted aggressively in efforts to upgrade the adjacent industrial area by funding the Geddes study to determine potentials for the redevelopment of an industrial district between the South Main commercial node and the center city. The findings were highly positive, and an implementation plan was proposed.

This activity should be strongly supported by the City. As with many of the good ideas we encountered in our discussions, the SWIC officials are now uncertain as to how to proceed with implementation, and the proposal has not been formally presented to the City. Additionally, SWIC should formally petition the Chamber of Commerce for an endorsement of the plan; SWIC should ask Rockford realtors to help; and the Department of Community Development should assist in the preparation of financing applications for property acquisition and development funding from appropriate government agencies.

SWIC should also enlarge its mission to prepare opportunities for the development of new neighborhood shopping facilities on South Main -- supermarkets, drug stores, hardware stores, and the like.

## SEVENTH STREET

This neighborhood commercial center is a major asset to the entire region. It has anchored forms of retail/service activity that may have left for the suburbs along with West Side retailing. The Seventh Street Businessmen's Association is one of the strongest local development organizations presently at work in the city. The association, together with the recently adopted tax increment financing program, should provide a base for continued growth.

The retail/service/residential pattern of this center evolved to serve the surrounding Scandinavian community. It has apparently done its job well but must now adapt to changing economics and demographics. This transition will require a sustained effort by both local business and city agencies to develop and carry out a local development strategy. Such a strategy, carefully drawn might have prevented the recent controversy over construction of a high-rise elderly housing project on a Seventh Street parking lot.

## BROADWAY

Broadway Center is relatively healthy and serves a stable surrounding population base. Recent efforts by the Broadway Business Association to provide, with special taxing authority and city funds, an attractive set of street improvements points to the vitality of the area. While we do not applaud the proliferation of special service districts, we do consider the combination of a local planning effort with municipal support a valuable model for other service-retail centers.



# TRANSPORTATION

The future of downtown Rockford is bleak unless there are convenient, inexpensive, safe and understandable ways for people to get there. The problems of accessibility and parking documented by numerous previous studies and perceived by a large segment of the Rockford population fall into three general categories:

1. Access to downtown from the outlying areas and all quadrants of the city. There is no major highway connecting the regional expressway system to the city's core. There is, at least occasionally, congestion on arterial streets feeding into downtown. Public transit serving the core is insufficient, and there is a lack of other alternatives to automobile dependency, such as bikeways, pedestrian paths and rail service.

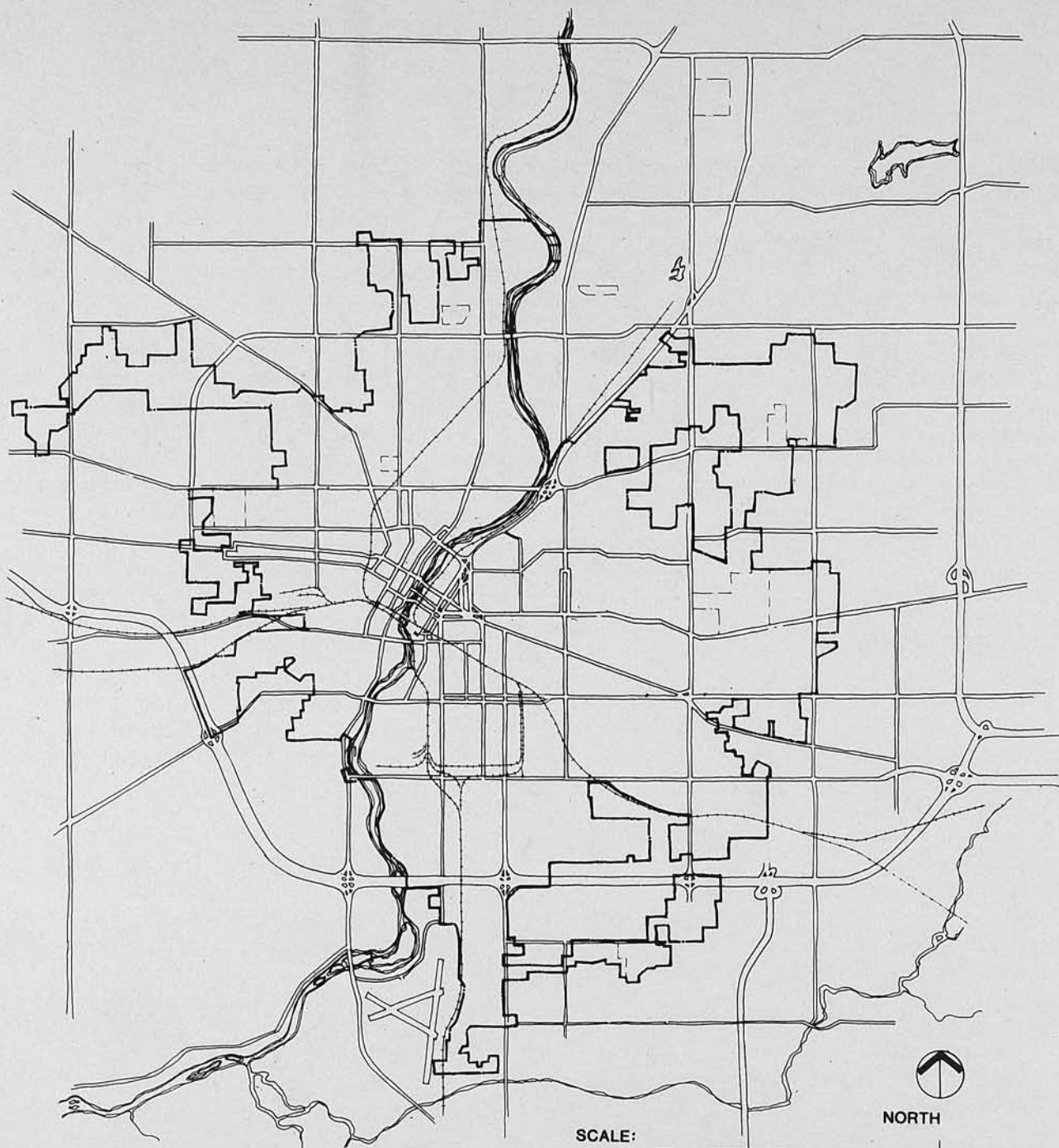
2. Movement around and within downtown. Circulation patterns are unclear and confusing. There is vehicular congestion at critical points, especially on Chestnut and Jefferson Streets. There are conflicts among through traffic, vehicles with downtown destinations and recirculation traffic. There is congestion in the Church/State area, compounded by the on-street bus activity. Frustrating delays are caused by poorly operating traffic signals. Autos and pedestrians conflict at major intersections.

3. Final destinations. In certain downtown locations, there is inadequate parking capacity. There is no transit center. There is an apparent lack of a clear policy or plan for incremental parking improvements. There are conflicts between long-and-short term parking.

Improved access and parking will not guarantee the rebirth of downtown Rockford as an active and vital center for the metropolitan region but are absolutely necessary in order to retain existing activities and support the expansion of economic and recreational uses in downtown.

The proposed improvements are grouped by priority based on timing - Immediate or long-range. Projects determined as immediate are generally needed to hold the present activity level, reverse the downward trend and support new activities which are imminent, such as the Metro Centre. These are often management issues to make better use of existing facilities. Longer-range projects are related to an orderly emergence of downtown redevelopment and, in general, represent a higher capital investment than the "immediate" proposals.

The rationale behind this approach is to provide a realistic strategy for transportation improvements which will fill the present void, or lack of a comprehensive plan. Certain improvements are needed no matter what happens in the future and a commitment for the longer-range improvements is needed to convince potential downtown investors and users that access and parking problems are "under control" and the improvements will be in place to serve them when needed. This approach also protects the public financial risk by tying the public capital investments directly to the private sector development.



SCALE:

0 1 2mi.

NORTH

## IMMEDIATE IMPROVEMENTS

1. Transit Center. The development of a central facility for the RMTD buses is generally accepted as a good idea and the location in the Court/Mulberry block will work well for transit operations and accessibility to major downtown activities. The facility should be a multi-use structure to include bus operations, parking, commercial (restaurant, news/magazines), bowling or other recreational activity. While this complicated mix of uses may be difficult to develop, a precedent of blank, inactive street frontage should be avoided. And while this is a major capital investment project, it is in the "immediate" category because it is really needed for efficient transit operations and because it will relieve on-street congestion and provide a comfortable, recognizable "place of arrival" for the downtown.

2. Traffic Signal Timing. The present phasing cycles of the downtown traffic signals are too long, causing frustrating delays and adding to the congestion. Shorter signal phases, and even converting to flashing signals at certain times of day, would ease the situation. This is a low-cost management issue and can be accomplished without reconstructing the entire signal system.

3. Signing. Directional signs should be installed on the major arterials from the outlying areas through to the river crossing and at north/south/west portals of downtown to guide the drivers along the most efficient access routes to the central area. This would be especially helpful for potential patrons of the

Metro Centre. Once within the immediate downtown, there is a definite need for clear directional signs to the existing parking facilities and easily spotted signs at the entrance points to parking ramps and lots. Standard or universal signs could also be used to differentiate among long-term public parking, short-term public parking, and private or restricted parking. A parking map for downtown is needed, and it should have wide distribution through banks, public buildings, churches, restaurants, theaters, and motels.

4. Parking Meters. Between 60 and 80 percent of the parking spaces in the area directly abutting the mall are occupied by all-day parkers to the detriment of the short-term parkers who arrive from mid-morning through the day. Removal of the meters and strict no-parking enforcement until mid-morning is one solution. However, the city-wide meters bring in over \$140,000 to the city annually, and 45 percent of that comes from the meters in the West Side CBD. Removal of the meters would

*"people in Rockford are  
allergic to parking  
ramps"*

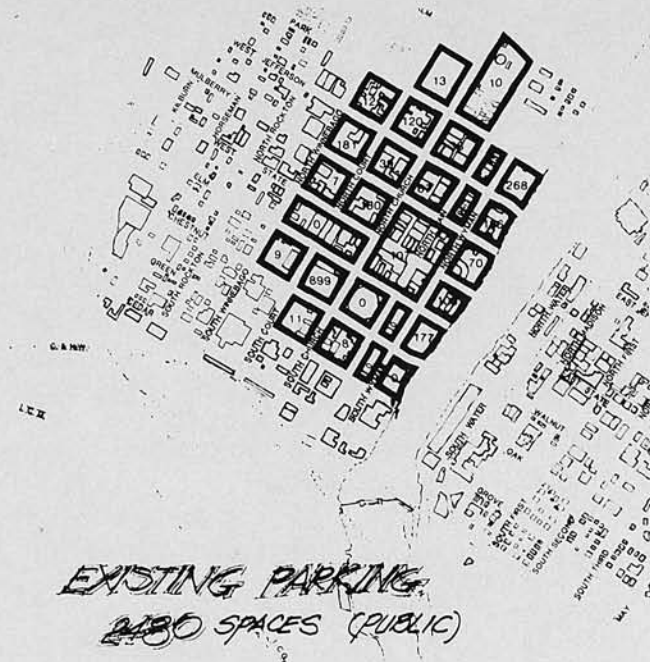


eliminate that revenue, and strict enforcement of no-parking rules would add additional personnel costs. Therefore, a more cost-efficient solution would be to retain the meters, but establish a peak-hour prohibition on parking at the meters in the immediate vicinity of the mall. An alternative to achieve a similar effect would be to raise the meter fees and shorten the allowed parking time sufficiently to make meter-feeding by all-day users inconvenient.

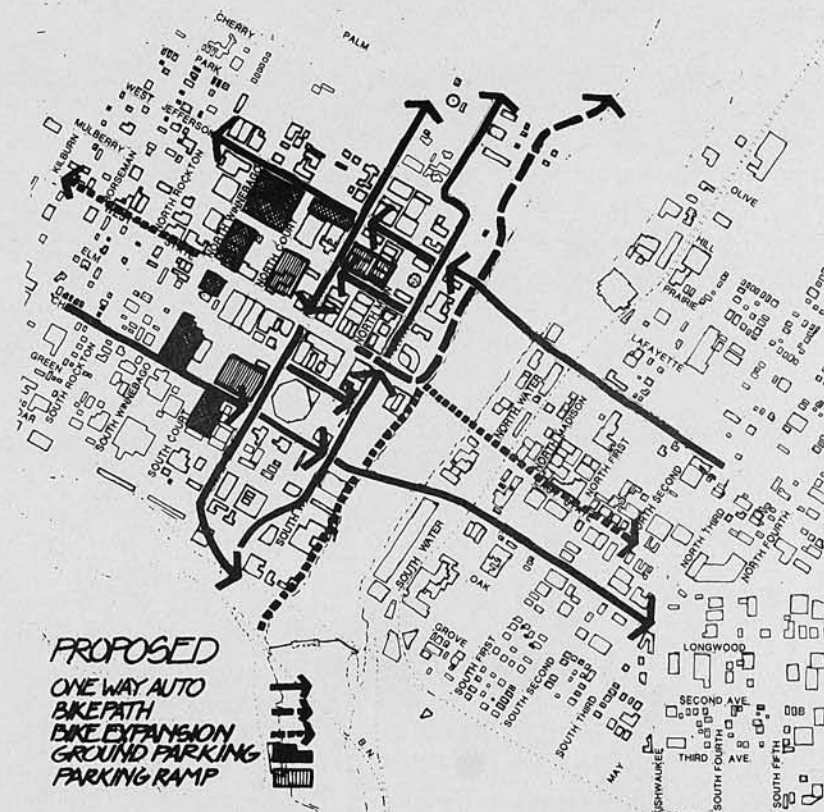
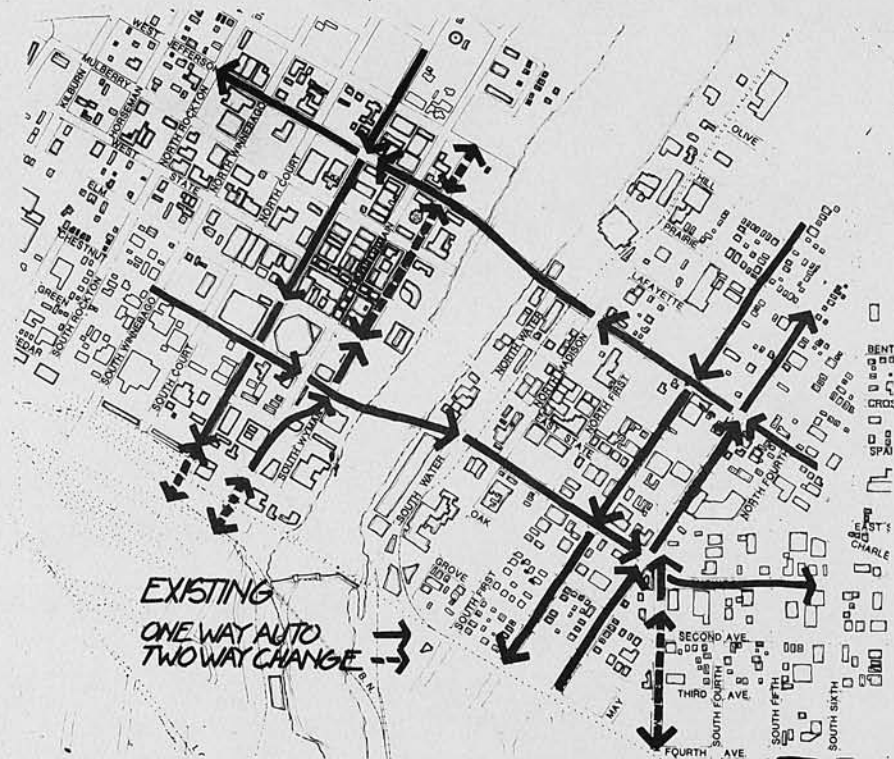
5. New Parking Facilities. There is an insufficient parking supply in the downtown area north of State Street to Park Avenue between the river and Court Street. Parking in conjunction with the transit center will help alleviate part of this problem, but additional parking is needed in the northeast portion of the downtown. The city should carefully review previous parking plans and proposals to establish priorities and sites for additional parking in this area to serve the library, office space, retail and entertainment functions.

6. Extend Bikeway - Rock River. The Park District should proceed as quickly as possible to extend the popular bikeway and landscaping from Sinnissippi Park to State Street via the most feasible route along the river. A designated bike path on the State Street bridge and secure bike lock-up facilities on the mall as part of their program would make the downtown accessible to bikers from the entire Northeast quadrant.

7. Car/Van Pools. Major downtown employers, public and private, should adopt an aggressive program for employee car/van pools using the educational tools available through the State and incentives such as free designated parking spaces at or near their buildings. This



would help to reduce the overall parking demand, aid in energy savings and be financially beneficial to the employees.



## LONGER RANGE NEEDS

Longer-range improvements listed below are directly related to the staging of other proposals in this report. Careful coordination between proposed development action and these improvements is mandatory for a successful rejuvenation of the downtown.

1. Woodruff Expressway. This facility is the only proposal which would give significant vehicular access to the downtown from the greater Rockford region by linking the center city with the regional highway network. The timing of this project is dependent on several other factors:

\*Completion of all or a major portion of the Route 51 North-South Freeway.

\*Development progress downtown and/or in the Geddess industrial area.

\*Available funding.

The present design of the Woodruff Expressway calls for a major, interstate standard controlled access, divided roadway. A review of the traffic forecasts, costs, relocation problems, railroad operations, and access points should be undertaken. Perhaps a roadway which is more like the major county arterials would be adequate to provide greatly improved access with fewer land acquisition and relocation problems at the lower cost.

2. Metro Centre Parking. The anticipated scheduling of events at the new Metro Centre indicates that parking will not be a major problem as the demand will not conflict with the present day-time downtown parkers. The 1000 plus spaces directly adjacent to the Centre and the additional supply within easy walking distance should suffice. Parking at the Transit Center would add more parking convenient to the Centre. A safety valve could be the proposed RMTD shuttle system to tap parking spaces further removed from the Centre; close observation of the access and parking related to the Metro Centre should be undertaken during the initial months of operation before any decisions are made to provide new parking facilities specifically for the Metro Centre. Another type of shuttle, between the Metro Centre and the expanding convention/motel facilities like the Clock Tower Inn, would make the Metro Centre events more accessible to the Rockford area visitors.

"there's a lot of parking in the city dump; but, we don't rush out to go there"



3. The Mall. Another section of this report recommends that the Mall not be torn out but retained. One idea which should be explored more fully is to provide a busway on the State Street portion of the mall, following the fire lane. This would facilitate the RMTD bus operations from the Transit Center to the East, provide direct access to the 100 percent corner of State and Main and introduce a new activity on the Mall. On the other hand, it would necessitate some expenditures to alter the existing improvements on the Mall to provide a safe right-of-way for the buses.

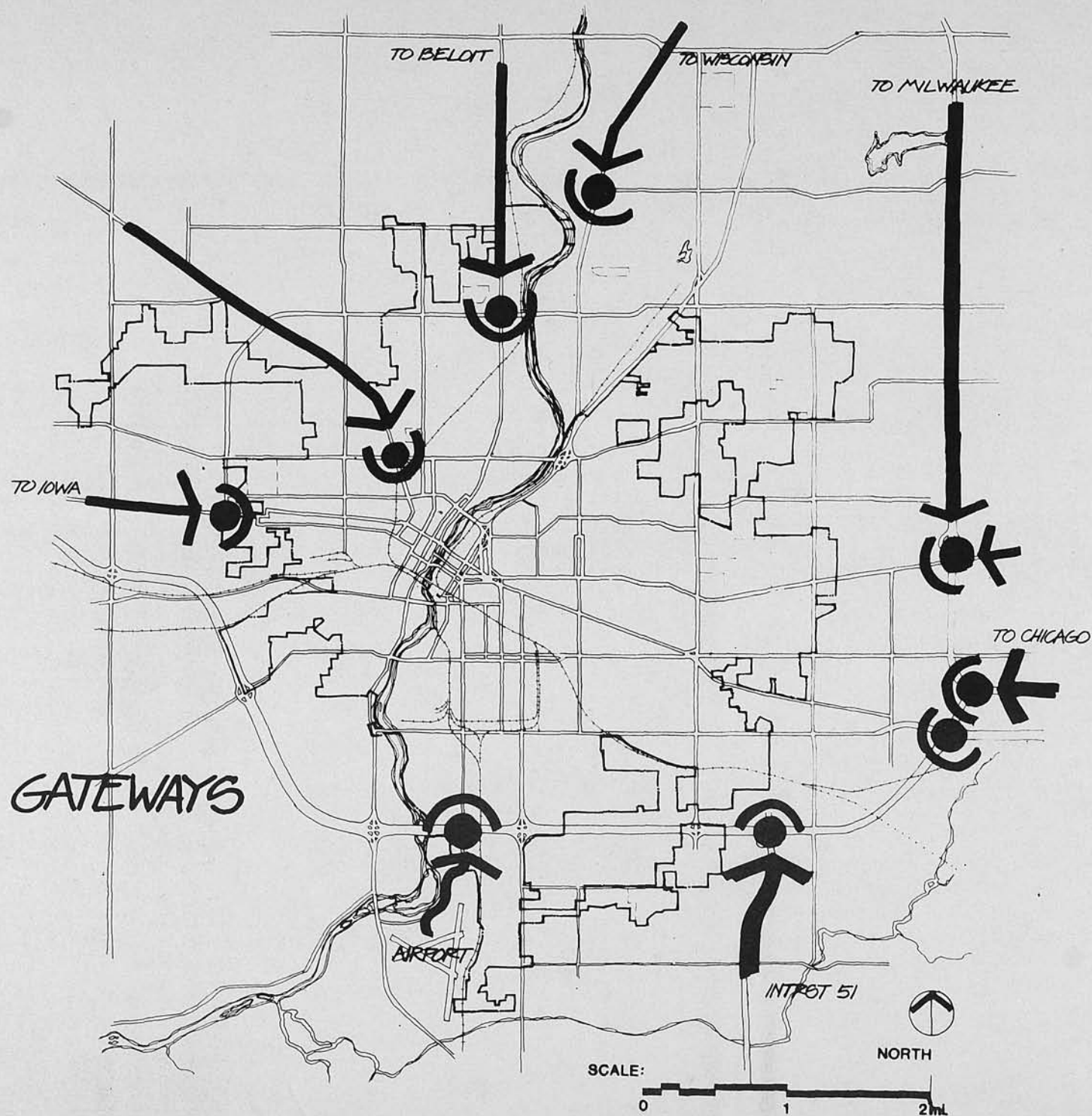
4. Expanded Bikeway System. The feasibility of developing bikeways from other quadrants should be examined to augment the existing system. Specifically, a bike path along the west bank through the downtown and designated bikeways along the major streets from the east and west, focussing on the Mall, could be implemented incrementally to provide a city-wide system of bikeways for recreation and commuting.

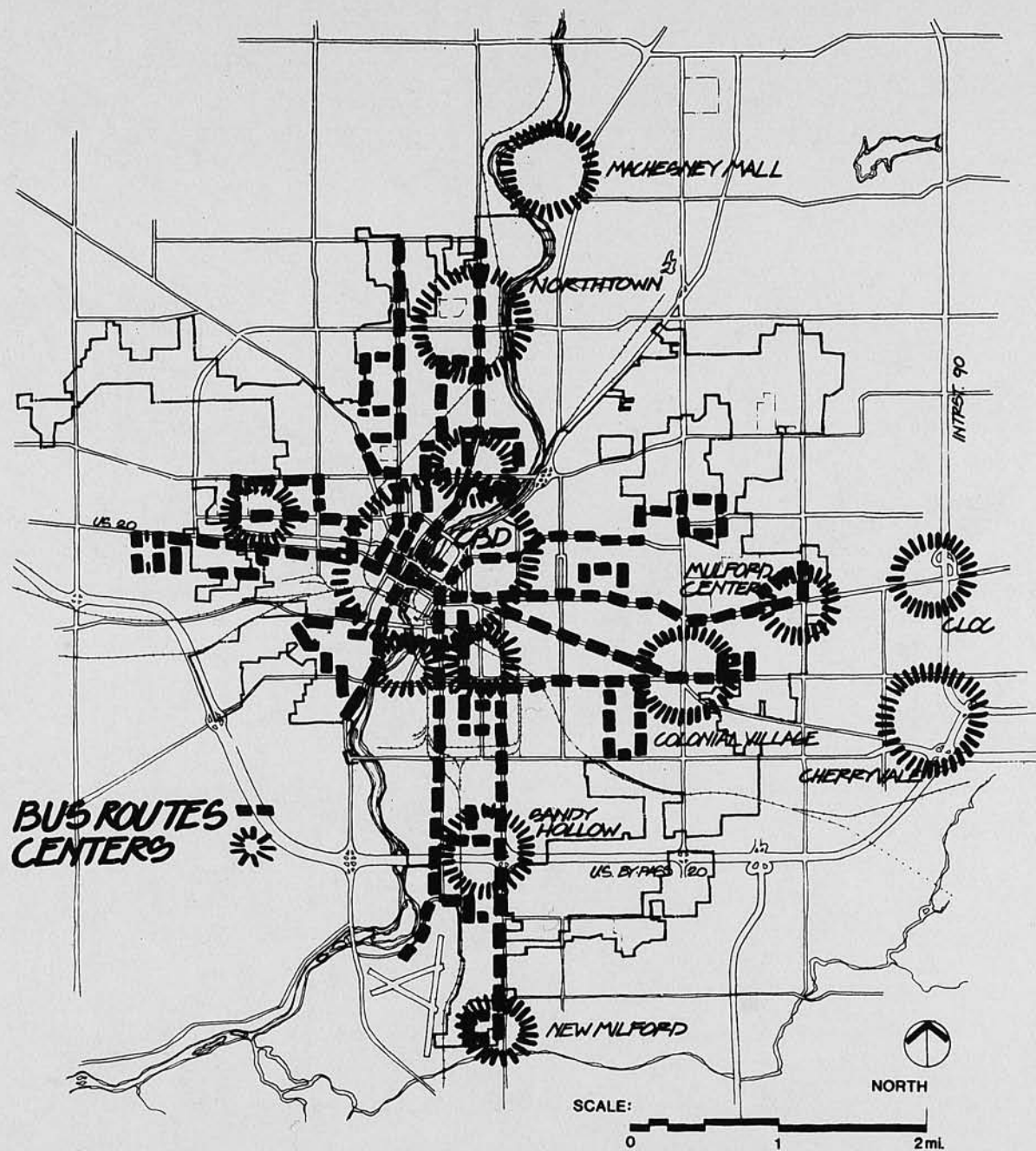
5. Downtown Street Pattern. The present pattern of one-way streets, mixed with total or partial two-way streets, is confusing and adds to congestion. However, the present level of vehicular activity doesn't warrant an immediate priority on establishing a new pattern. As the downtown activity grows, this issue must be addressed to obtain maximum efficiency of the existing streets and to help people figure out how to get around. The city has scheduled a major downtown traffic planning effort in 1981 and this will be the proper time to study the existing traffic problems, analyze previous plans and evolve a workable overall traffic and parking plan for the downtown.

6. Skywalk System. There already exists an overhead walkway from the Metro Centre through the concourse garage to the public safety building. A further link across State Street to the proposed Transit Centre makes sense. The city should be cautious of over-developing or over-extending such a second-level system to a point where it competes with the Mall - the area where maximum pedestrian activity is needed and desired.

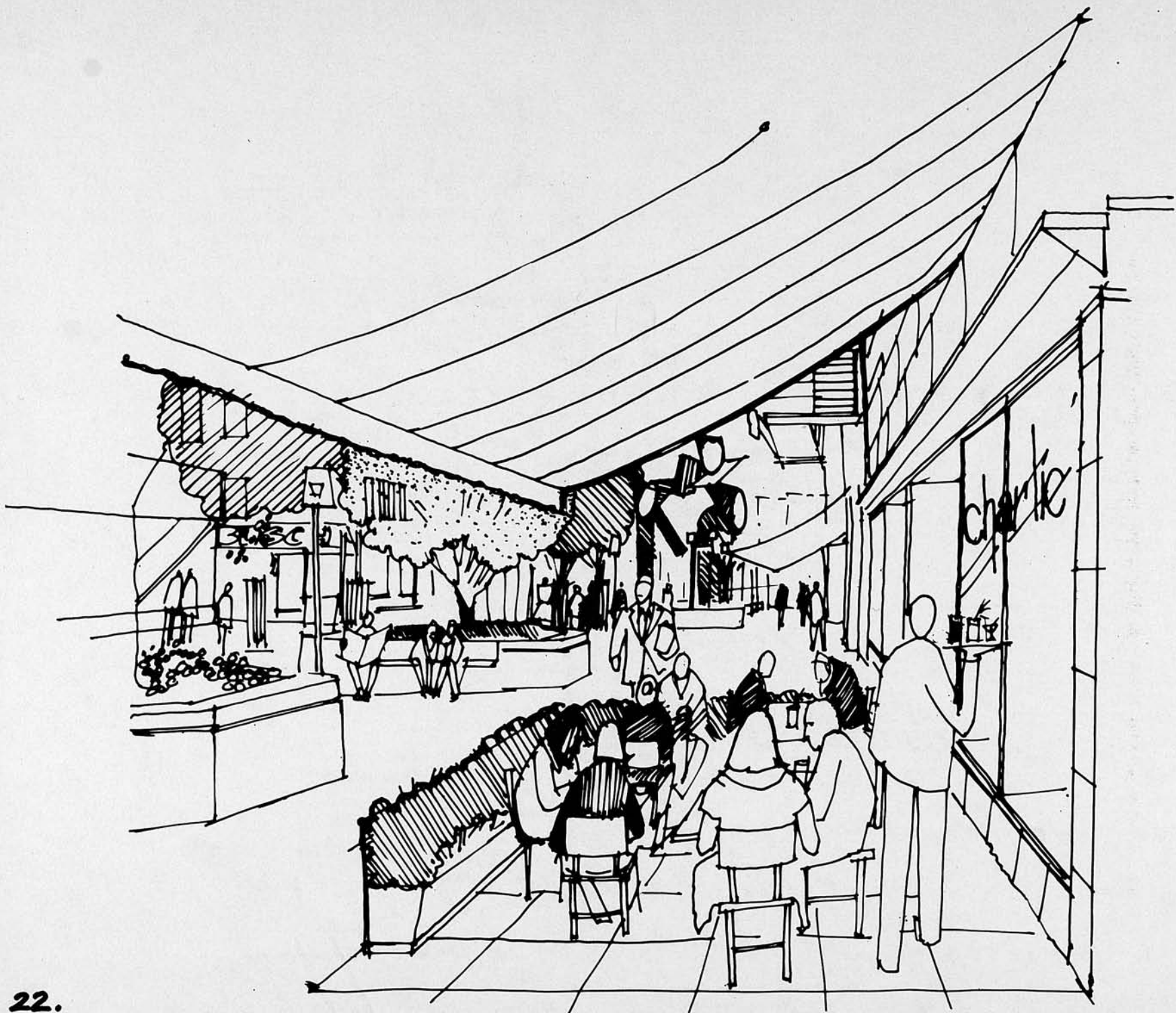
7. Transit System Expansion. The RMTD has a well-thought-out transit improvement plan which includes service expansion. Support of this plan and the downtown Transit Center will provide greater accessibility to downtown for all segments of the population and a viable alternative to the use of private automobiles.

*"people in Rockford have  
a good sense of values"*









# THE MALL

One of the most specific of issues presented to the R/UDAT team is that of what to do about the Mall. There is all but universal feeling in Rockford that the Mall is a failure, that it not only failed to halt the decline in downtown retailing but actually contributed to its further decline, that it is an unsafe or threatening place to be, and that its presence has made a hash of downtown traffic patterns.

Four options for the Mall's future were suggested by the various people from whom we heard:

1. Rip it up entirely and allow vehicular traffic once again through both State and Main Streets.

2. Keep the Mall on one street and get rid of it on the other. Although our inquiry was neither scientific nor comprehensive, it was interesting that opinions seemed to be about equally divided as to which street should be re-opened.

3. Make minor adjustments to the Mall to allow buses to go through on State Street.

4. Now that it's there, leave the Mall alone and hope for positive change over time from Metro Centre activities, other entertainment/cultural developments and the gradual absorption of vacated retail spaces by other functions.

The team concluded that the idea of eliminating the Mall, or any part of it, is not at this time a good one.

Clearly, the Mall failed to halt the flight of retailing from downtown Rockford to the outlying shopping centers. But the Mall didn't cause the relocation of that function. Competition did. In any event, it's gone, and the West Side CBD will not again be an intensive retail center no matter what is done to the Mall.

Four factors entered into our conclusion that Rockford should essentially leave the Mall alone:

1. It may be that a well-functioning Metro Centre, reinforced by other proposed arts activities, will enliven that area and help to create a market for specialized service and convenience shopping functions. As a physical environment, the Mall has the potential of serving as an attractive setting for theaters, cafes, art galleries and many other functions that might logically congregate around a lively Metro Centre. Rockford, we believe, should wait to see what this impact is before any other profound change is made.

*"It is depressing to  
come downtown"*

2. There is now a small trend toward converting empty retail space to other uses, including the architectural office that served as the R/UDAT headquarters. We believe that trend will gather momentum if only because rents and property values are unbelievably low. The Mall, even though retailers found it irrelevant, could be found a positive attraction by other types of prospective space users.

3. It would cost a great deal of money to eliminate the Mall and rebuild the streets as traffic arteries, perhaps \$2 million or more. Such funds could more constructively and productively be directed toward economic development projects of a positive, job-creating nature.

4. Traffic problems that may be caused by the Mall's presence can be relieved by means other than removing it--means discussed elsewhere in this report.

So what can be done?

The answer depends upon the degree to which governmental and business leaders of Rockford are willing to intervene to affect the Mall's future.

If nothing is done, the Mall area will probably get healthier in response to natural market forces already in evidence.

At a medium-effort scale--with the citizens and institutions of Rockford enthusiastically backing the Metro Centre and related developments, insisting on high standards of Mall maintenance, and facilitating every possible private effort to acquire and convert existing spaces to new uses--the Mall should

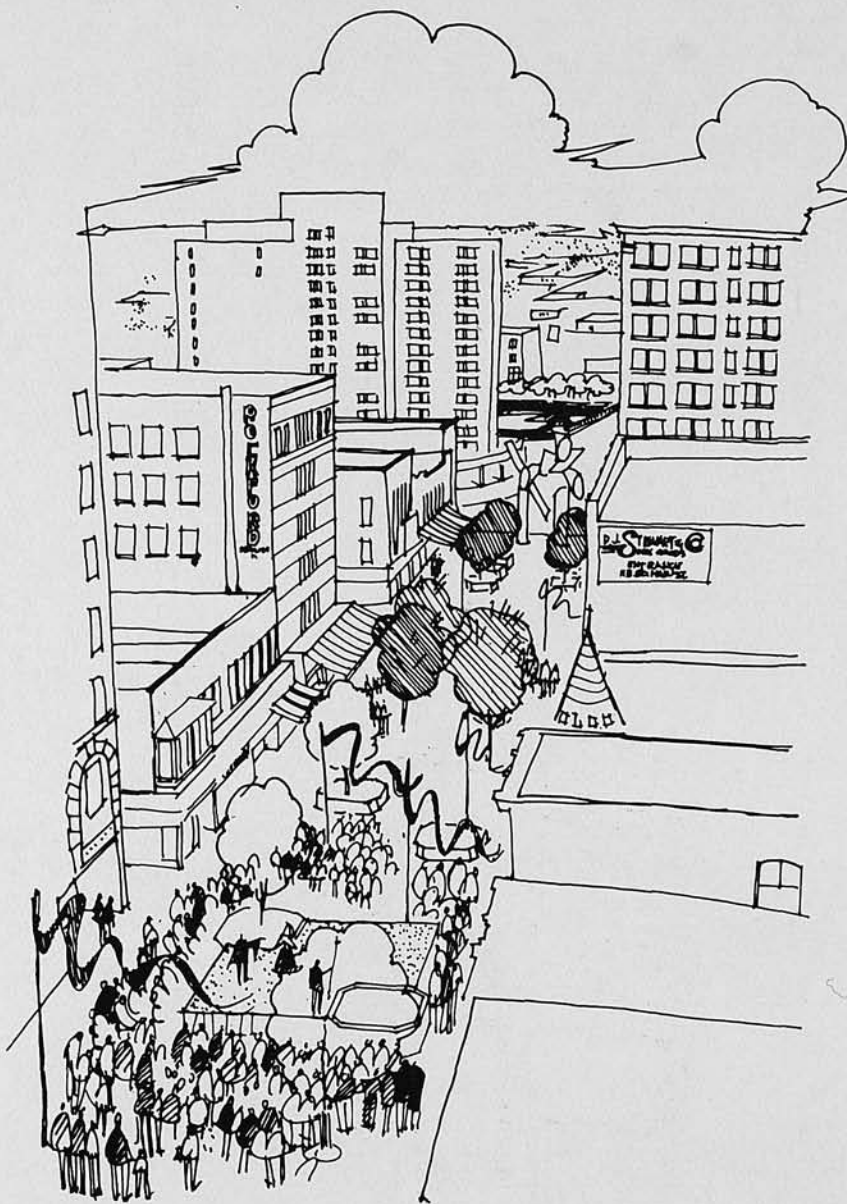
become a great deal more lively in the next few years. Prospectively, the Mall is a stage for many types of festivals, art shows and the like--especially if the second-phase plans of the Metro Centre organization materialize and the Mall becomes a link between the two developments.

If Rockford wants something really dramatic, that could happen, too. The economics are such that it wouldn't take very much governmental stimulus to make it attractive for a private investor/developer--or a consortium of them--to acquire essential control of the real estate surrounding the Mall and to market and manage it in a coordinated, controlled way. Given current ownership patterns--with much fragmentation and many absentees--governmental powers would likely be needed in the acquisition. If that kind of commitment could be made by the City, along with the promise to streamline development processes and remove counter-productive regulations and restrictions, it should not be necessary to subsidize private development further.

The team assumes that the approach toward a healthier Mall area will be incremental, that it will rely upon many small and spontaneous decisions--mostly private--rather than one great public/private exercise of the collective will. Out of that assumption, we offer these suggestions, ideas and cautions:

\*In every possible way, Rockford should encourage those persons and institutions involved in the arts, cultural programming and entertainment to locate in the vacant Mall spaces.





\*Education activities--including most especially the higher education consortium we heard about--should thing first of converting Mall spaces to their needs before new facilities are contemplated elsewhere in the community. The education function will be helped by them as well--and together create an environment for success in a great many services, including specialized retailing.

\*Given that the dominant government center is adjacent and that Mall property values are at rock bottom, any expansion in governmental functions should be used to absorb redundant space instead of adding new space.

\*If it's true, as was suggested, that some property owners would give their buildings to the City or to a tax-exempt institution, surely the offer should be accepted. There is apparently a need for what would be otherwise uneconomic functions--such as a downtown membership organization, meeting spaces for community organizations and free or low-cost spaces for exhibits extolling Rockford's heritage. Gifts of property could make these possible.

\*Although we hope not to cause another layer of regulation to be imposed on the development process--Rockford already having too many--we hope means can be found to assure that the expected conversion of properties to new uses will make them more attractive visually. Building facades and signs in the Mall area, as elsewhere in central Rockford, are ugly in many instances and they could get worse in an uncontrolled

48%

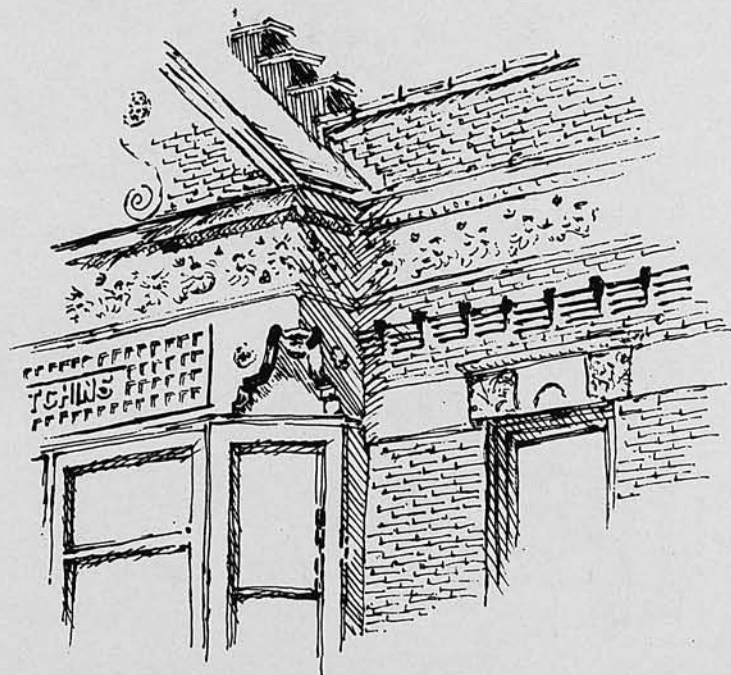
development thrust unless the design professions and others who care about such things do something positive.

\*Of all the things that go on in Rockford, the park system consistently gets the highest marks. So to assure a high level of maintenance of the Mall area in the future, to try for pleasing aesthetic standards, and to experiment with outdoor festivities that would make their own positive contribution, Rockford might seriously consider giving jurisdiction over the Mall to the park management people and making it in fact part of the park system, linked to the other parts.

\*Implicit in our suggestions is the idea that there is no real need or demand for tearing down old buildings and building new ones on the sites fronting on the Mall. Stated more positively, there are many fine older buildings there, and we believe that the sensibilities and standards associated with "historic preservation" should be a conscious part of any future private or public real estate activity.

Right now, the Mall is a source of shame, deeply injurious to Rockford's collective psyche. It is so not because it is in any real way a shameful place but because all of the things that were going to make it a source of pride collapsed.

With a new vision of what it can be--even a modest vision--we believe the people of Rockford can recover from the psychological trauma associated with the Mall through non-surgical treatments. The West Side CRD can come to be a place to be proud of if positive and constructive attitudes replace the substantially myth-based Mall opinions we have found so pervasive here.



# SAFETY

Throughout our visit, the R/UDAT team was given the impression that safety is an especially important concern for the people of Rockford. Time and time again, we were told that citizens of the greater Rockford area are afraid to visit or live in a number of central city areas.

However, we found it difficult not to conclude that the problem is more one of the perceptions than of realities. There is far less visible evidence of crime and vandalism in Rockford than in most of our own cities, and we were told a number of times that reported crime statistics do not in fact support the perception that Rockford is a crime-ridden city.

The safety issue was emphasized in connection with four areas in or near downtown Rockford:

- \*On the Mall in the West Side CBD.
- \*In parking ramps or garages.
- \*At the central bus-transfer point near the courthouse.
- \*In the West End community.

For these four areas, it is important that strategies be developed to deal with the safety issue even if the real problems are relatively small.

## THE MALL

If it is true, as we heard, that the data regarding crimes affecting visitors to the Mall do not support the perception that it is a dangerous place, Rockford citizens should be so informed. If a comparative study relating crime figures to numbers of visitors in various activity nodes of the city and nearby areas confirms that "downtown is statistically safer than suburban shopping centers" (as we were told), a publicity campaign based on that information could begin to alter public attitudes.

More fundamentally, there should be an effort to eliminate the appearance of extensive vacancies. Displays could be put in the windows of empty stores. These could be extensions of the displays of the few merchants remaining on the Mall, or they could be displays concerning the history of Rockford, or student arts, or the good works of community organizations. If interesting and attractive displays are mounted and kept in good condition, visitors should be attracted to the Mall just to see them.

Inventive activity programs should be organized for the Mall. With an unusually large artistic community in the Rockford area, an art fair would be appropriate, with artists and crafts artisans invited to exhibit and sell their wares. Outdoor concerts, church-sponsored bazaars or a city-wide "garage sale" are other possibilities. Street vendors offering foods that reflect the ethnic heritage of Rockford would be an attraction, and the area directly around the Symbol sculpture provides an interesting setting for them.



The key is that there is perceived safety in crowds. We were told that, in spite of their concerns about crime and traffic problems, Rockfordians have been known to come downtown in large numbers when an inviting activity is made available. So the obvious need is for business interests and the City--those most eager to revitalize the area--to provide such activities frequently as a means of changing citizens' perceptions.

The East State Street area should be considered an important part of the CBD and a primary approach to the Mall. The area is occupied by what apparently are considered disreputable bars and other less-than-desirable businesses. It is not clear however, what safety problem this presents. We understand that the area is heavily patrolled by the police and that, as with the Mall, crime data give little reason for alarm. Economic development prospects for the area, discussed elsewhere in this report, will likely improve its image if they succeed. Nevertheless, the City and the private sector will want to remain alert to the probability that the activities creating the undesirable image will move to another area. Every American city has one or more areas with such functions. Rockford, as a community, must decide what its attitude is toward these very limited activities and how to manage or cope with them.

"The major problem in downtown is the element of fear"

## PARKING RAMPS

\*The police should patrol parking ramps, if only by taking trips through them in their police cruisers on their regular grounds.

\*Auxiliary security guards could, perhaps should, be hired to give patrons an added sense of security; in many cities CETA funds are used for this purpose.

\*Lighting should be improved.

\*If cars using a ramp tend to disperse throughout the facility, police barricades could be used to close off unneeded parts of the ramp so that parked cars are concentrated and then moved as additional areas need to be opened. Again, the point is that there is a perception of safety in numbers--and perception is the problem.

Some of the above responses may involve initial costs. But as a means of inducing Rockfordians to adapt to the contemporary necessity of parking structures, modest investments are necessary. Once a ramp is heavily used and fears are allayed, these extra measures may no longer be necessary.

## THE BUS TRANSFER POINT

In the transportation section of this report, we suggest that a new transit center is much needed. If developed as we envision it, the safety issue would be substantially resolved. Two interim responses may be advisable until that development takes place:

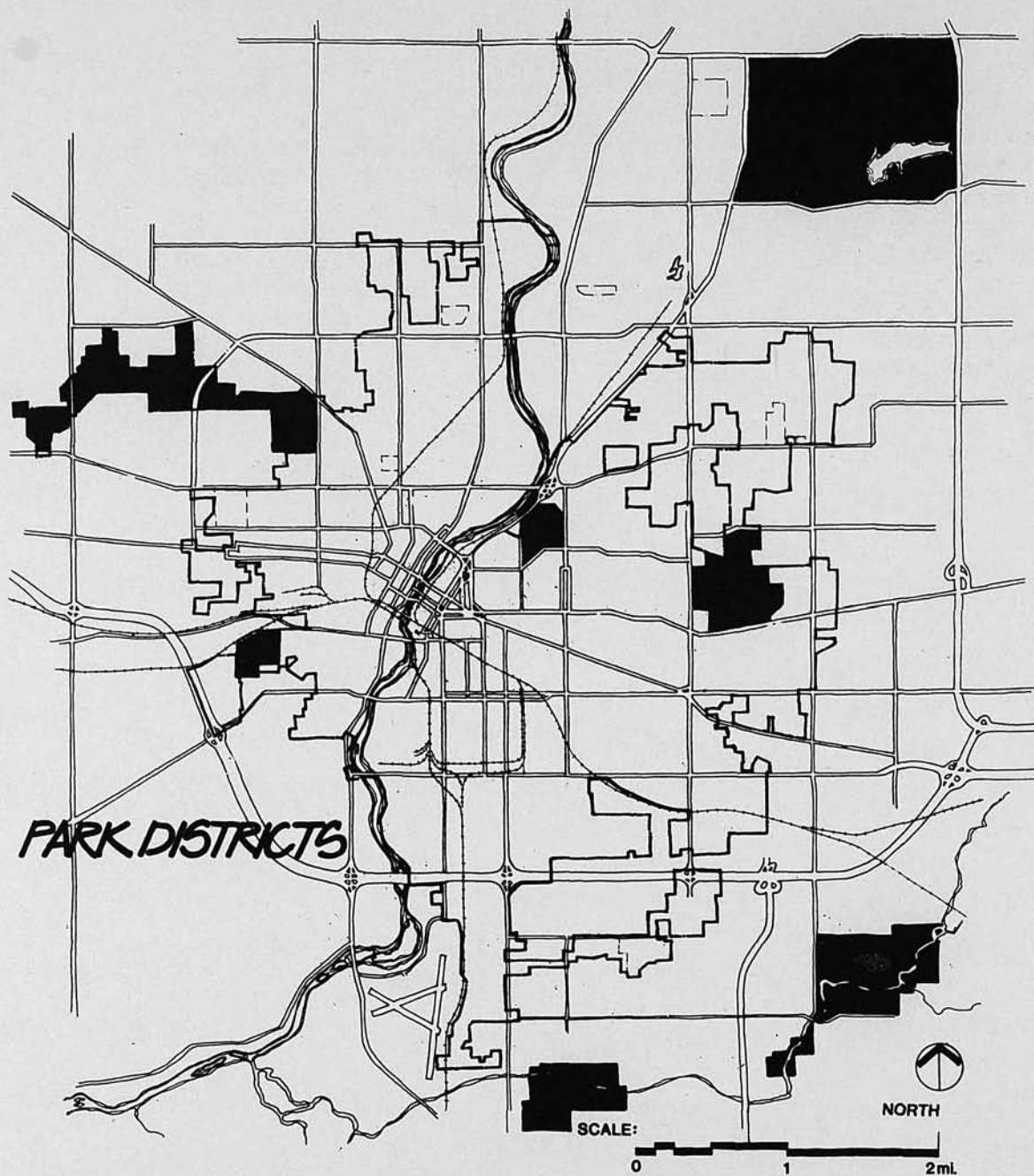
1. Station a security guard at the transfer point with the assignment of controlling the groups who congregate there.

2. Try to design a bus schedule that affords shorter waiting times.

## THE WEST END

From all appearances and from our interviews, we gained the impression that this area of the city is being permitted to deteriorate. The deterioration, the vacant housing, the reported absence of police patrols, the lack of aid from governmental sources for businesses and citizen groups all contribute to a perception of the West End as a forbidding area. The further the deterioration is allowed to proceed, the less likely the City will be able to reverse it. There is a great need for governmental support for the creation of business associations and citizens groups to lead a program of revitalization. If, as is proposed in another section, a mayoral assistant is given special economic development responsibilities, that person should give special and sustained attention to the West Side.

"We are the forgotten many...  
I know the west side is  
an eye sore. I live  
over there"





# PARKS AND THE RIVER

Throughout the R/UDAT visit, the team frequently heard two contrasting views repeated: First, that people despaired for the future of downtown Rockford; but, second, that this city is "a wonderful place to live and raise a family." One of the major reasons cited for the latter view is Rockford's extensive, well-maintained system of parks and recreation facilities. Unfortunately, few of these important and attractive facilities benefit the central commercial areas. We recommend that the experience and success gained in developing and maintaining the city's parks be used to enhance the central business areas.

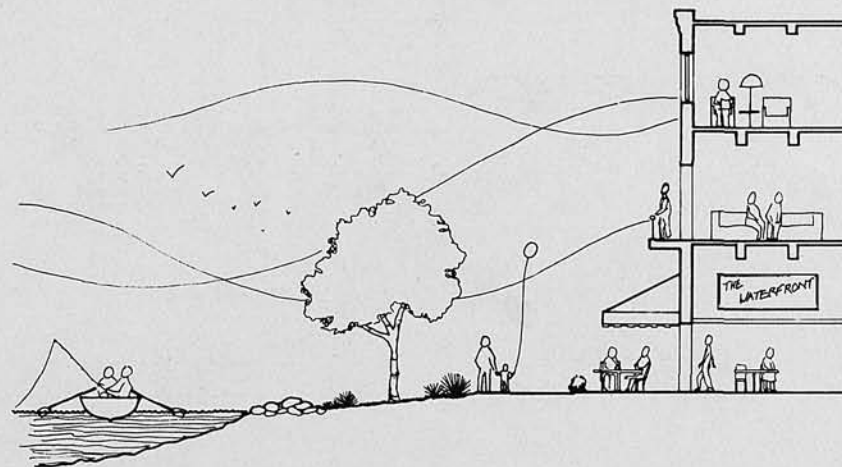
Relatively few of the Park District's improvements are in the downtown or near enough to serve its users. If the downtown became a target area for a share of the future open-space program, a very important element could be added to the effort to restore pride and productivity to the city's central areas.

The Rock River provides a significant and so far underexploited resource for park development. The river is an important part of Rockford's heritage and can become a flattering addition to the changing city center. Riverfront development has the special feature of linking the East Side and West Side commercial/service/government centers more closely to one another.

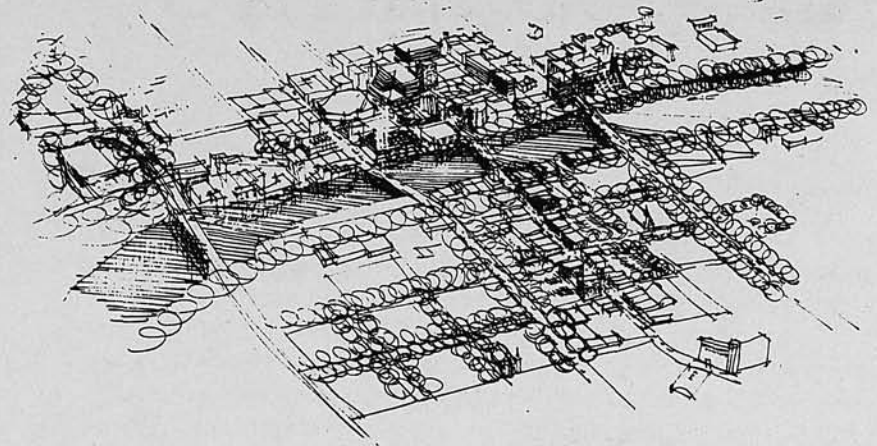
A large number of activities would be appropriate for a downtown riverfront park and would enhance or expand the commercial, cultural, service, and entertainment functions discussed elsewhere in this report. We present these lists

of potential activities with confidence, knowing that the Park District already operates most of them successfully in other facilities.

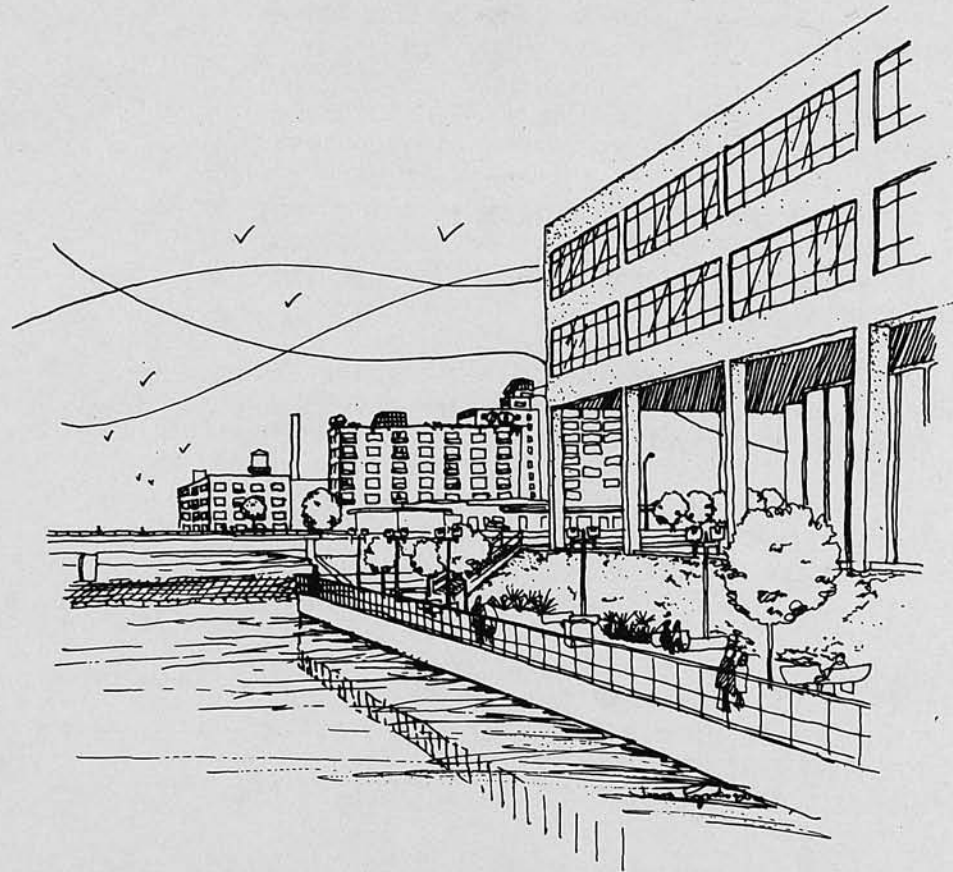
Some recreational facilities would appeal to downtown workers and their clients. Included here are promenades, picnic areas, restaurants and sun-bathing areas. Related activities would appeal to this group as well but would also enhance the core area's culture and entertainment draw. Concerts for different tastes, open-air theater, outdoor classes and space for artists to create and display their work are examples. A mid-summer riverfront festival with food, crafts, art and entertainment could provide a major push for smaller on-going activities.



Even riverfront activities that do not mesh neatly with mainland functions will attract people to the central area and help to overcome some of the attitudinal barriers surrounding the central city. Most of these uses involve sports and important facilities, including a marina for boating of various kinds, fishing areas, jogging and bicycling paths and designated places for ice and roller skating. Although these sports generally attract individuals and small groups, many also lend themselves to special exhibitions and competitions among both recognized professionals and local amateurs. Like festivals and special performances, these events generate support and enthusiasm for both the parks and perhaps for the activities that surround them.



"Bring out the beauty of the river. That's where the city started"





# IMPLEMENTATION

"We have seen Rockford review but never achieve," said one public meeting speaker. "We've been planned to death," said another.

Rockford does not lack for good ideas for the future of its neighborhoods and businesses. But it does lack broad agreement on which ideas should be pursued and how to pursue them.

Well-conceived public and private projects fail to proceed for three related reasons:

1. Responsibility for and commitment to important activities have not rested with clearly designated groups and agencies.

2. Three levels of general-purpose government and 57 special service districts generate enough potential barriers to block too many valuable projects.

3. The City lacks a regularized method for solving the many problems that arise from the normal exercise of city regulatory functions.

To confront these barriers to action, we propose that this community create and redistribute functions so as to:

- \*Identify and eliminate project impediments that arise from the City's own activities.

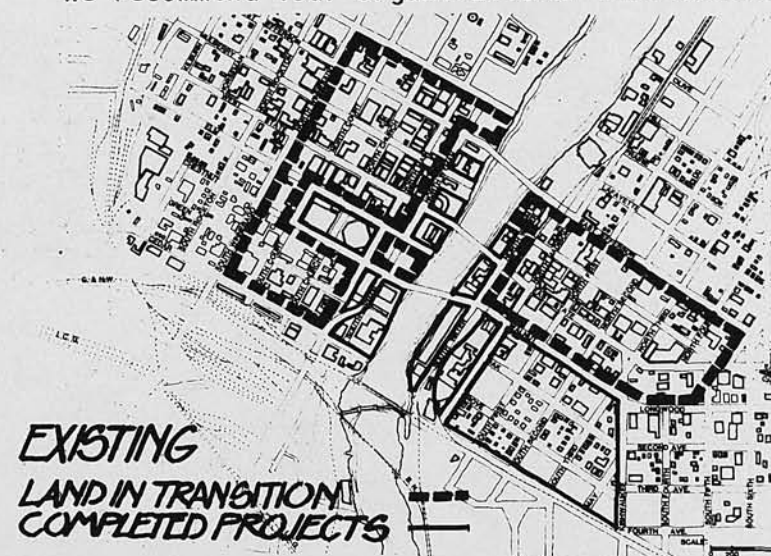
- \*Facilitate cooperation among public agencies and private sponsors.

- \*Create a process for identifying goals, translating goals into specific projects, and assigning responsibility for the accomplishment of these projects.

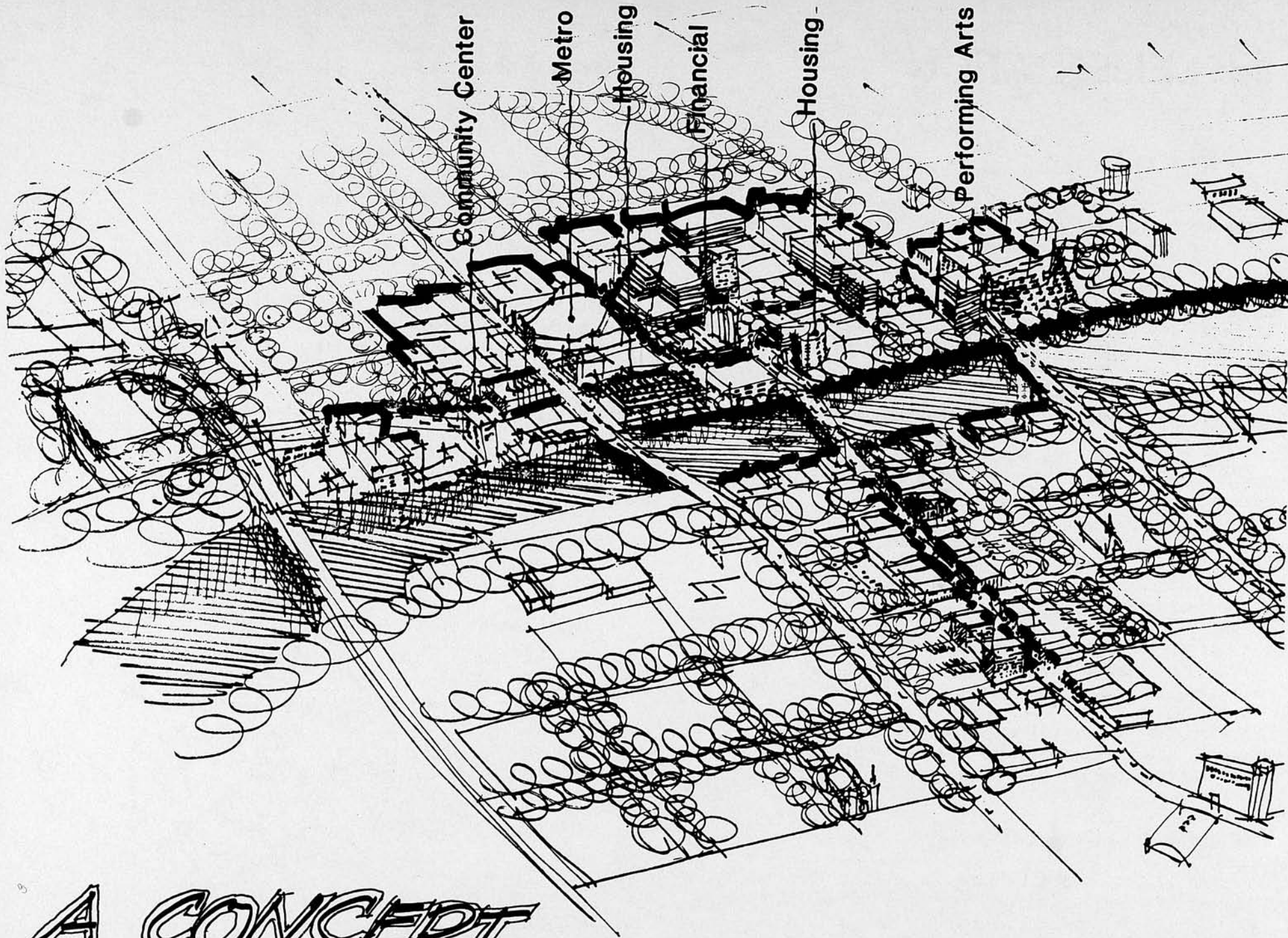
The creation of public agencies and private organizations will not in itself produce the imagination, commitment, and willingness to take risks which all-important activities demand; it will, however, visibly assign responsibility for making things happen.

Furthermore, complex and continuing activities require a set of well-placed advocates to solve problems, mediate disputes, and assemble the needed actors. Advocacy is especially important when joint public-private action is crucial but is also subject to the mutual suspicions of government and business.

We recommend four organizational innovations







A CONCEPT

designed to promote the responsibility and advocacy we consider important to the acceleration of economic development projects:

1. The appointment of a mayor's economic development coordinator.
2. The specification of an economic development strategy for each commercial-service node.
3. The establishment of economic development organizations for the city's several commercial-service nodes.
4. A regularized consultation procedure between the mayor and the heads of other local public agencies, especially Winnebago County.

A city economic development coordinator, placed in the mayor's office and independent of any local planning or operating agency, would be the first element in creating a sustained advocacy for economic development. Local business people repeatedly stressed the City's failure to recognize local business problems and opportunities. Rockford does not have a way to respond quickly and cohesively to the public service and regulatory problems local businesses -- particularly new and expanding businesses -- face. An economic development coordinator can link business organizations with city agencies and city agencies with functions affecting business with one another. The coordinator should not become business' person in city hall -- the enforcement of public concerns and priorities is any

official's job -- but should offer an entry point for economic problems that demand the city's attention.

Among the first activities of the coordinator should be a review of the city's zoning and building codes and other regulations to find impediments to economic development projects, particularly the adaptive renovation of existing structures. Both business people and public officials complained of overly rigid regulations that are overly rigidly applied. Even if the coordinator determines that existing codes do provide a just balance between the protection of public health and safety and the promotion of innovative ventures, this review will enable him or her to exercise an ongoing ombudsman function with regard to municipal regulatory activities.

"Rockford has a number of leaders waiting to be led"



As economic ombudsman and flak-catcher, the economic development coordinator should attract, solicit, and investigate the problems of local businesses. That telephone number should be the obvious one to call to pursue seemingly intractable problems with the city. The office may establish regular hours at each of the nodal economic development corporations. The coordinator must have the clear, public support of the mayor in dealing with other city agencies, but must therefore deal with them in a way that respects the agencies' responsibilities for fair application of their legislated mandates.

Finally the coordinator can serve as the mayor's economic policy liaison with the city council, the county board, and the directors of the many special public service authorities operating in the city.

Our second recommendation advocates the assignment of new functions to the agency most capable of carrying them out. Economic development may in fact consist of many projects carried out and many problems solved. The need to stimulate many actions, however, does not eliminate the need to push those actions toward some well-defined goals.

The Community Development Department should create a development strategy for each of the commercial-industrial nodes. These strategies should not attempt to project the precise kind of location of future activities, but rather should set priorities for categories of development, identifying those that should be discouraged as well

as those that should be sought actively. While these strategies should be flexible, they should structure the activities of other city agencies, especially the economic development coordinator, and also structure the support the city accords the economic development corporations.

"I personally am very  
bullish on Rockford"



Thirdly, we recommend that the business and voluntary organizations of each of the commercial-service nodes establish and fund local development organizations. These organizations will vary considerably in their scope of action and legal status. They will have in common a commitment to provide the organizational link between good ideas and specific projects for their areas; they will become the advocates whose success is dependent upon the success of the projects they generate and sponsor. We consider these local development organizations a source of leadership, imagination, and tenacity to generate and follow through on local economic development projects.

In nodes with existing, well-developed business organizations or with particularly large-scale or complex problems, a not-for-profit local development corporation would be the appropriate organizational model. Such a corporation would have the legal authority to buy and sell land and services, to administer federal grants on the city's behalf, and to contract with private developers. The Seventh Street Business Association seems a likely base for one such organization. The central business district poses problems of size and complexity that suggest it especially needs such an organizational format.

In other areas, a less formally structured business association seems an appropriate first stage. These voluntary associations would provide for some of the several functions dis-

cussed below, especially those calling for cooperation among local firms. As the organizations develop a firm local base of support and begin to generate more complex projects, they may move toward a different form of organization. Incorporation is, however, a less worthy goal than is success with some telling projects that enhance the vitality and cohesiveness of an area.

In nodes with especially low levels of indigenous organizations such as the West End, the economic development coordinator should help stimulate concerted action.

The development organizations can provide the line between ideas and actions by carrying out several functions. The first must be a careful evaluation of the area's potentials and limitations. This evaluation should be carried out in cooperation with the Community Development Department's preparation of development strategies. Next, the corporation should enlist its constituent businesses and organizations in the active promotion of the area. Done in reference to specific development priorities, promotion becomes a commitment to facilitate the individual and group activity it generates.

The more advanced organizations act as "packagers", bringing together the various public and private pieces needed to carry out the projects they generate. The corporations should be prepared to coordinate the local regulatory and public service activities, state and federal financial assistance programs, and private financial institutions needed to establish and maintain business

in their areas. Two points should be stressed: First, in those areas with local banks, the banks' commitment to and dependence on the area should be relied upon as a source of leadership. Second, the corporations are appropriate organizations to pursue federal economic development programs. Particular opportunities exist for neighborhood UDAG applications if they are properly packaged. Similarly, the corporations should carefully monitor the development of the Reagan administration's plans for urban enterprise zones and be prepared to profit from that program should it be adopted.

Finally, the corporations should act as the unabashed advocates of their areas in dealing with local, state and federal governments, and important financial institutions.

All of these functions will demand the intelligence and tenacity of an experienced director. The corporations should seek persons who can deal aggressively with government agencies and who are experienced in complex financial arrangements. Needed are people who can "cut a deal." Such individuals are scarce and expensive. The various corporations may want to explore arrangements for sharing their professional staff.

Principal funding for the corporations will come from the voluntary contributions of businesses and public agencies located in the area. The city could use portions of the redevelopment fund not allocated to the Metro Center--and community development block grants

funds now allocated to economic development--as a partial "match" for funds raised privately. We anticipate that Winnebago County will make a substantial contribution to the central node in which its offices are located.

Our final recommendation does not deal with new organizations or functions but to the operation of existing ones. Better, more harmonious relations must develop among the various public agencies responsible for development issues in Rockford. In particular, a regular forum should be established for consultation among officials of the city, the county, and the principal public service authorities, including the township, for the highway and human service functions under its jurisdiction. Complete coordination will, of course, not be possible because these agencies responding to their constituencies and elected masters will pursue different policies. Consultation, however, can avoid duplication and reinforce actions where agreement on goals does exist and can stabilize expectations where goals do conflict. In any case, jurisdictional and personal issues outstanding between the County Board and the City Council, or between the City-County Planning Board and the City Community Development Department--to cite only two examples--should give way to regular consultation, to an accepted division of tasks, or at least to a working agreement to disagree. To this end, we recommend regularly scheduled working meetings of peer officials of the city, county, township, and service districts with closely related jurisdictions.

# CALL TO ACTION

This section presents a summary of the conclusions reached in this report. The primary issues are that Rockford has an existing set of potential implementers and a few that we have proposed.

On any individual type of project, a large number of these implimenters need to be involved to approach a project. The problem appears to be a lack of coordination. To approach this problem we have recommended a few positions to institutionalize greater coordination.

The list of proposals in this report is:

- Theaters
- Museums and Galleries
- Festivals
- Restaurants
- Cafes
- Housing
- Promotion-All
- Maintenance-Mall
- Education
- Meeting Spaces
- Office (Business)
- Commercial
- Professional Offices
- Small Industrial
- Historic Preservation
- Design Guidelines
- Deferred Maintenance
- Liberalized Annexation
- Parking
- CBD Access
- Riverfront Development
- Transit Center
- Traffic Signal Timing and Signage

- Bike Ways
- Car/Van Pools
- Woodruff Expressway
- Skyway System
- Transit System Express

We have proposed or identified the following list of potential implementors for Rockford:

- Center City Mayor's Office
- Economic Development Department
- Chamber of Commerce
- Committee of 100
- Metro Centre Authority
- Northern Illinois Association of Black Businessmen
- Businessmen's Associations:
  - Downtown
  - 7th Street
  - Broadway
  - East Side
- Banks/Savings and Loans
  - Community Investment Act
  - Development Corporations
- Parks Commission
- Junior League
- City/County Planning
- League of Women Voters
- Service Organizations
  - Non-profit Groups
  - Fraternal Societies
  - Local Arts Council
- Professional Associations
- Churches and Synagogues
- Real Estate Industry
  - Brokerage and Development
  - Construction



Entrepreneurs  
Historic Preservation League  
Education Industry

Downtown Rockford will never recover from its decayed, and decaying condition, in a fashion that meets the timetable and objectives of the Rockford community without economic inspiration. Until this simple, and complex, dictum is completely understood and adequate responses formulated and installed, all other efforts at revitalization will fail.

There is little or no evidence that the principal downtown players are sufficiently touched by the heavyhand of economic loss and political reversal to provoke action.

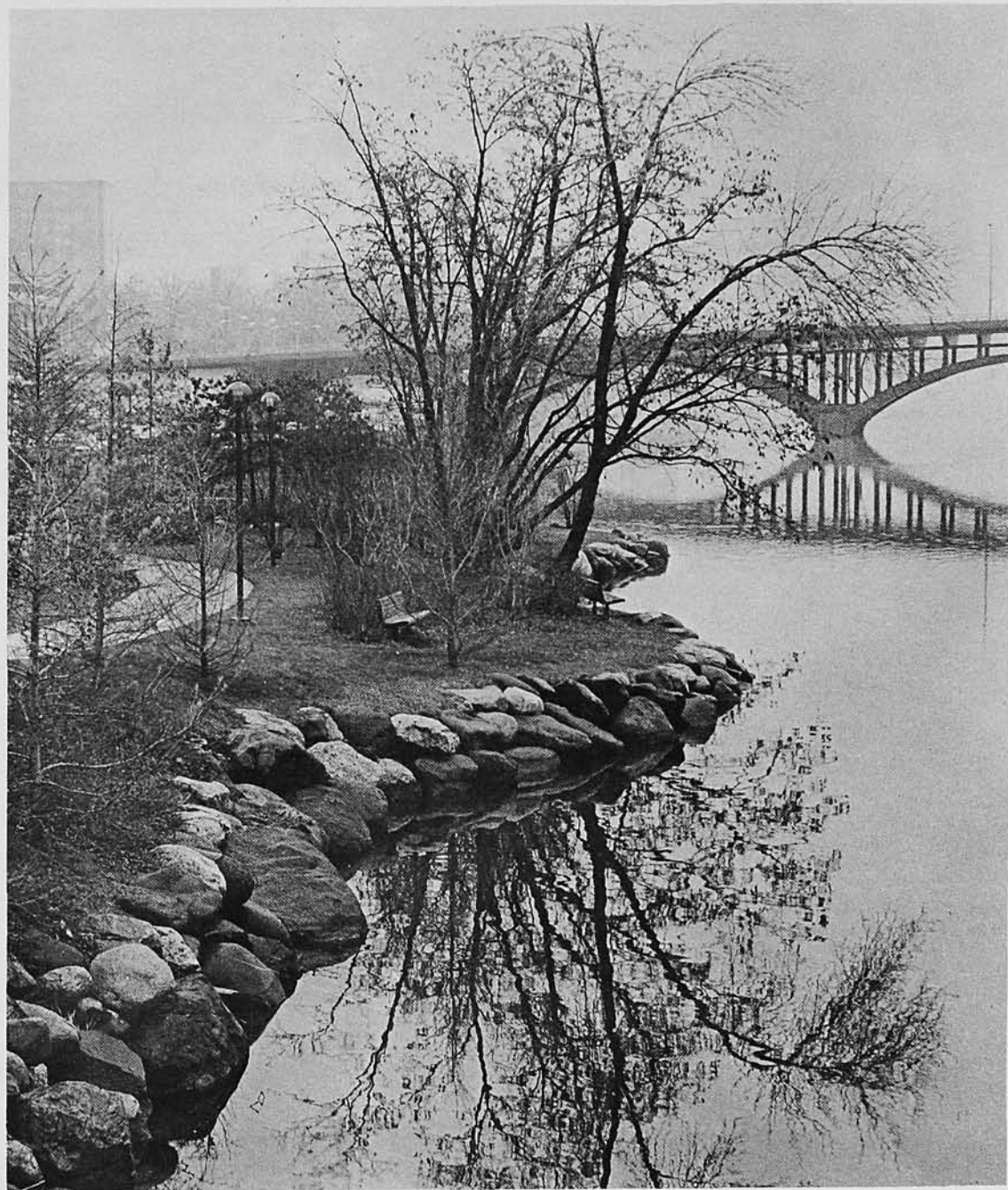
- o The City: The property tax base is being sufficiently enlarged by commercial developments to the East to offset the losses downtown.
- o The Property Owners: Property taxes are apparently too low to cause severe pain, and the properties have long been depreciated out.

Another important element is also apparently missing - adequate civic pride.

If only a portion of the enormous energies and entrepreneurial talents resident in this community could be harnessed and focused on the downtown problem, it would have a good chance of revival.

Without it, revival is left to chance. It is that simple - and difficult.



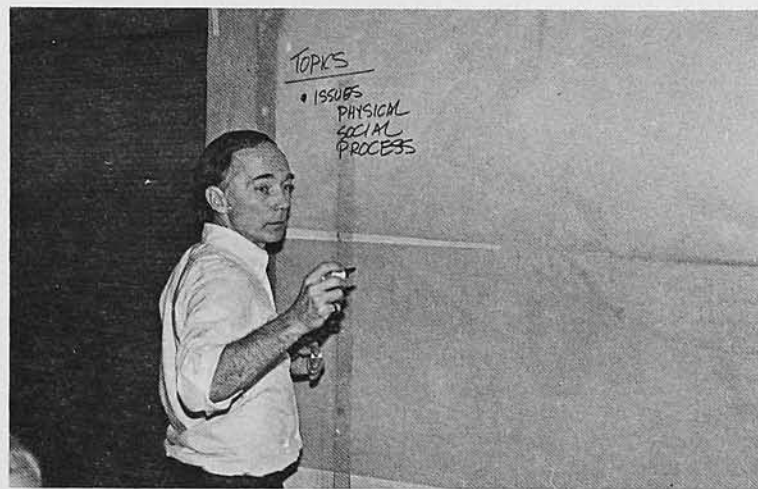


# CREDITS

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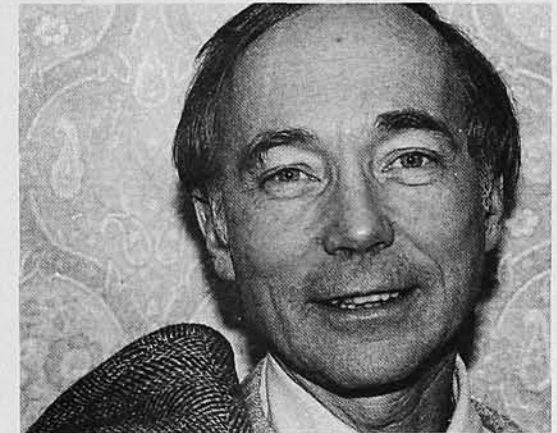


# R/UDAT TEAM MEMBERS



## TEAM CHAIRMAN

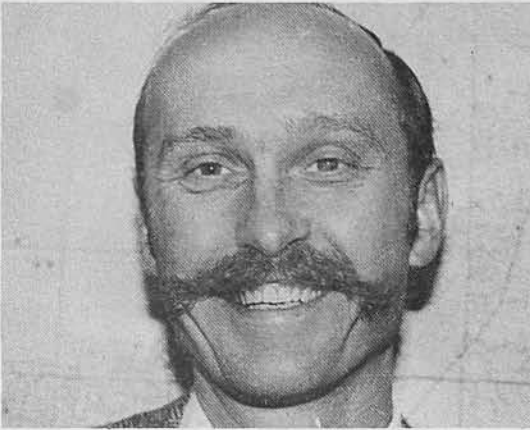
James W. Christopher, AIA - principal in the architectural firm of Brixen and Christopher, Salt Lake City, Utah; graduate of Rice University, Houston, Texas, bachelor of arts and bachelor of science in architecture; Massachusetts Institute of Technology, Cambridge, Massachusetts, master's of architecture; taught at the University of Utah, Department of Architecture; member of the AIA Urban Design Committee. Christopher has served as a regional team member for a R/UDAT visit to Reno, Nevada, and as a R/UDAT team member for a Hillsboro, Oregon study.



## TEAM MEMBERS



Richard A. Beatty - Henderson Planning/Design Group, Boston, Massachusetts, transportation specialist for the Central Transportation Planning Staff, Boston; graduate of Hiram College, Hiram, Ohio, bachelor of arts; environmental fellow in the Land Use Planning Program, Tufts University, Medford, Massachusetts; served as downtown planning director for the Boston Redevelopment Authority; planning coordinator for the Committee for the Central Business District, Boston. As transportation specialist, he helps coordinate regional rail, transit, bus and highway programs with local community plans and development.



John W. Cuninghame, AIA - principal in the firm, Cuninghame Architects, Minneapolis, Minnesota; graduate of the University of Minnesota, bachelor of architecture; Harvard University, Cambridge, Massachusetts, master of architecture; recipient of the Rotch Fellowship, faculty member, teaching urban design, University of Minnesota. His firm is currently working on a large scale redevelopment project on the Mississippi River front.

Donald E. Moore - president of the Brooklyn Botanic Garden, Brooklyn, New York; has served as president of the New York Chamber of Commerce and Industry; president of the Downtown Brooklyn Development Association and Brooklyn Chamber of Commerce; former president of the International Downtown Executive Association; trustee of the National Urban Coalition. The Brooklyn Botanic Garden includes a 50-acre garden in New York City and operates Clark Garden, Nassau County, the 240-acre Kitchawan Research Station and the 400-acre Teatown Lake Reservation, both in Westchester County, New York.



Andrew D. Seidel, Ph.D. - associate professor of urban affairs, Institute of Urban Studies, University of Texas at Arlington; graduate of the Pratt Institute School of Architecture, Brooklyn, New York, bachelor of architecture; Harvard University Graduate School of Design, Cambridge, Massachusetts, master's of city planning; University of Michigan, Ann Arbor, Ph.D. in urban and regional planning; served as assistant professor in the School of Architecture and Environmental Design, State University of New York, Buffalo. Seidel has published numerous articles in professional and scholarly journals and is co-editor-in-chief of the Journal of Architectural Research. He has particular expertise in the use of research for administrative decision-making and policy development.





M. Dale Henson - president, Dale Henson Associates, Inc., Atlanta, Georgia; graduate of Georgia Institute of Technology, Atlanta, bachelor and master's degrees; served as vice president-southeast, Real Estate Research Corporation, Atlanta; executive director, Ocean Science Center of the Atlantic Commission, Atlanta; director of technical services, Board of Regents, University System of Georgia. Henson's firm is an independent economic development consulting firm specializing in public urban development and redevelopment programs and regional and urban economic analysis.

Jerry A. Webman, Ph.D. - Assistant professor of politics and public affairs, Princeton University, Princeton, New Jersey; graduate of the University of Chicago, Chicago, Illinois, bachelor of arts; Yale University, New Haven, Connecticut, master's in philosophy and Ph.D. in political science; fellowships at Yale University in the Institution for Social and Policy Studies and the Councilium of International and Area Studies. Webman has taught urban politics and political analysis at the University of Illinois, Chicago Circle Campus, and Yale and Princeton Universities.



Charles Zucker - assistant director, design arts program, National Endowment for the Arts, Washington, D.C.; graduate of the University of Illinois, Champaign-Urbana, bachelor of architecture; Princeton University, Princeton, New Jersey, master's in architecture; taught at the Graduate School of Urban Planning and Policy Development, Rutgers University, New Brunswick, New Jersey; taught planning and design research at the City College of New York School of Architecture and at Princeton University; co-author of "Planning and Design Workbook for Community Participation"; principal in a Baltimore, Maryland architectural firm. Zucker has worked with community planning groups in Long Island, New York City and New Jersey and has particular expertise in planning and design research.

## STEERING COMMITTEE

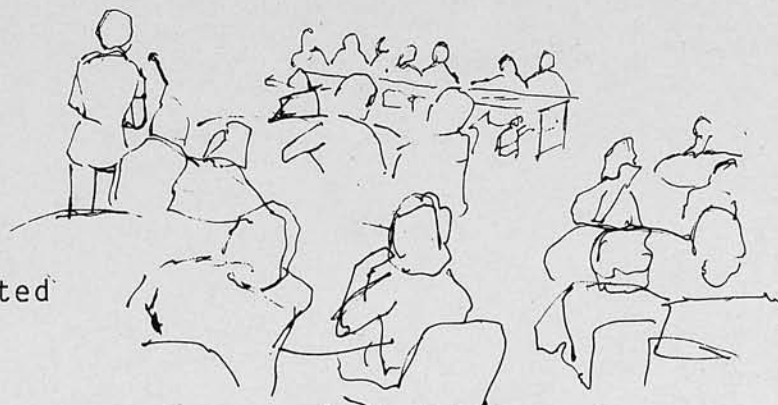
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Dick Taft  
Steve Papesh  
Dorothy Johnson

## INTERVIEWS

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Gene Quinn  
Archie Hawks  
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John McNamara  
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Colleen Holmbeck  
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Bob Anderson  
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Bruce Kepner  
John Phillips  
Jerry H. Swanson  
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## AND...

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## **VOLUNTEER TYPING STAFF**

Kathryn Rogers  
Barbara Daley  
Judy Parker  
Diane Yardley  
Kathy Vincent  
Barbara Landsberger  
Kris Washburn  
Dorothy Johnson  
Linda Cornwell  
Carol Chambers  
Lynn Rosteck  
Judy Husmann  
Mary Phillips  
Judy Wellman  
Cindy Koze1

## **ARCHITECTURAL SUPPORT STAFF**

Dave Jenkins  
Dan Reeser  
Steve Papesh  
Dick Taft  
Nancy Warren  
Terry McCormick  
Roger Derry  
Leonard Miller  
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## STUDENT MEMBERS

James Papoutsis  
Architecture Student  
University of Illinois  
Chicago Circle

Tom Kafkes  
Architecture Student  
University of Illinois  
Chicago Circle

Tim Trompeter  
Architecture Student  
University of Illinois  
Chicago Circle

### not shown

Ken DeMuth  
Architecture Student  
University of Illinois  
Chicago Circle



William A. Dory Jr.  
Urban & Regional Planning Graduate Fellow  
University of Illinois  
Champaign/Urbana

Scott Van Dyke  
Landscape Architecture Graduate Student  
University of Illinois  
Champaign/Urbana

## GRAPHICS

Angelo Mantas  
Photographer  
Chicago, Illinois

Victoria Froelicher  
Graphic Artist  
Chicago, Illinois

