

The Charge



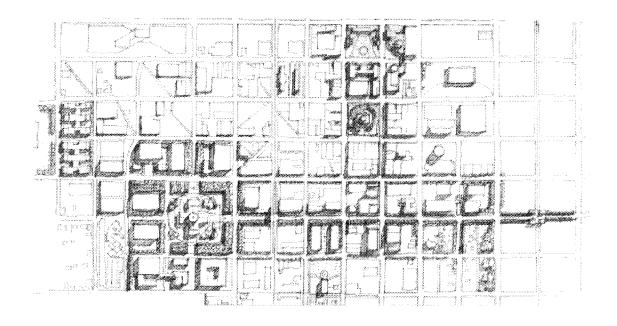
The Regional / Urban Design Assistance Team (R/UDAT) was invited to Springfield by the City of Springfield and the Springfield Section of the American Institute of Architects to focus on "New Dimensions for Downtown Springfield: preserving the past and building the future." The goals include better planning in the downtown, improved directional and visual cohesiveness, and improving the linkages between downtown Springfield and its surrounding neighborhoods.

Table of Contents

Executive Summary	3
Springfield Downtown Plan	7
Capitol Plan	13
"Vista" Block	17
Neighborhood Framework Plan	21
Downtown Connections	29
Historic Preservation	39
Downtown as a Neighborhood	45
Transportation & Parking	51
Major Projects	63
Implementation	67
Volunteer Bios	75
Steering Committee Members	81
Special Thanks	82

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Executive Summary



Executive Summary

R/UDAT recommendations for downtown revitalization include:

- 1. an urban design framework for the downtown and connected areas:
- 2. specific recommendations for the capitol complex area;
- 3. recommendations on the "vista block";
- 4. historic preservation recommendations;
- transportation and parking programs;
- 6. a list of major projects;
- 7. and guidance for effective implementation and finance.

The urban design framework highlights the important role of the Old State Capitol with the adjacent Abraham Lincoln Presidential Library and Museum (ALPLM) complex in the downtown. Important linkages and design ideas have been identified. The north-south corridor along 6th Street and the east-west corridor along Capitol Avenue connect the downtown to the Capitol Complex and adjoining neighborhoods.

The capitol complex is singled out for specific recommendations including the demolition and replacement of the Stratton Building. New underground and aboveground parking ramps should be built to allow a greening of the Capitol Complex. Special attention should be paid to reclaim the Capitol Complex from 20 years of neglect.

Recommendations for the vista block focus on improvements on the north half to create a park/plaza and to allow for possible future development. No existing buildings on the south half, facing the old state capitol should be removed.

Executive Summary

Framework plans for neighborhoods propose programs, policies and financing to help increase home ownership and stabilize these areas through rehabilitation and infill. For downtown, approaches for securing more residential uses, as well as enhanced retail opportunities, improved cultural venues and reuse of many existing buildings are proposed.

Historic preservation recommendations suggest policies and methods to stop the loss of significant buildings not only in the downtown area, but also in the surrounding neighborhoods. The team recommends a more comprehensive and reasonable preservation ordinance including revisions to the current ordinance that would require only a simple majority of property owners to create a historic district and provide for demolition delay for locally and nationally designated historic structures.

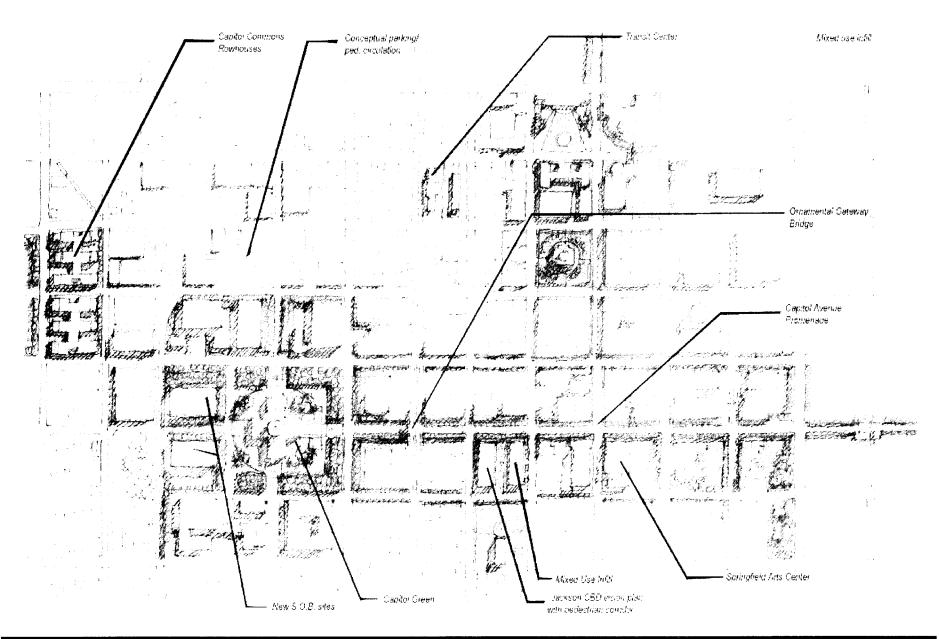
Transportation proposals will support a friendlier pedestrian environment downtown and start the process of converting surface parking lots to ramps or other infill development.

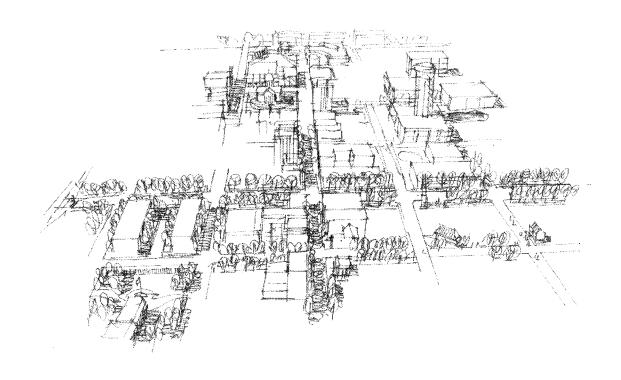
Major project recommendations start with the renovation of the Masonic Temple as the Springfield Performing Arts Center, a project to which the team assigns a very high priority. Other important projects include creating a special vocabulary for improvements to the 6th Street and Capitol Avenue corridors and the development of a 3rd Street Transit Center.

Finally, the report addresses implementation strategies including: why, who, sources of funding and follow up.

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Springfield Downtown Plan

The city of Springfield has a long and proud history. Its location and beauty are not the result of historical accident. Springfield became the capital city in the mid 1800's. Today, it retains a great amount of historic resources and terrific housing stock. It also poses many of the challenges of urban areas throughout America.

Downtown Springfield is more than a set of geographic boundaries. It is a living organism with a very complex set of relationships. It is the economic heart of the city. However, while downtown Springfield and the community as a whole possess enormous strengths, there are serious reasons to be concerned.

There has been some population decline around the downtown. The neighborhoods have serious ailments and need care and support. What follows is a summary of strengths and weaknesses that currently exist. These lists should be viewed as a rough balance sheet for the downtown.

Strengths

Springfield's physical setting on the prairie is spectacular from afar. The nearby lake and generous parks are significant metro amenities.

The presence of the State Capitol and associated state agencies make Springfield the center of government for the state.

Springfield has an energetic and educated population. It is ethnically diverse. People participate in the affairs of the community. There is a rising desire to promote and preserve the best of Springfield.

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The last five years have been good economically. The long-term economic base of Springfield is sound, with its future based on a demand for knowledge-based workers. The medical centers, the state and higher education facilities provide a market for specialty retail and services downtown.

There remains a large stock of distinguished historic structures in the downtown. These buildings provide the interest and character to build on for the future. Foremost among these historic buildings is the State Capitol.

The completion of the Abraham Lincoln Presidential Library and Museum (ALPLM) creates a new major world class addition to the state museum and represent a quantum leap in cultural facilities for the downtown.

The renovated train station by the ALPLM provides a needed visitor facility for the city.

While specific problem areas exist, access to downtown Springfield is very easy. Mobility within the region and between downtown and outlying areas is not an immediate constraint to downtown development.

Weaknesses

The Downtown lacks interest for residents and repeat visitors.

Downtown does not yet benefit from the economic activity in the capitol building area.

The 10th street railroad corridor is a substantial psychological barrier to the east side neighborhood.

Downtown's role as a retain center has been lost to the suburban malls. The stores remaining are restaurants and specialty retail.

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Many traditional downtown uses have been permitted or encouraged to occur outside the downtown area. State offices, commercial offices and retail centers have been developed in locations outside the downtown. This has been by either spot zoning or ignoring zoning ordinances and reasonable judgement.

There is a high degree of frustration in portions of the community regarding the lack of inclusion of all segments of the community, particularly African-American residents of east Springfield. To succeed, downtown needs to be everyone's neighborhood.

There is little housing in downtown Springfield. This existing units are almost 100% occupied.

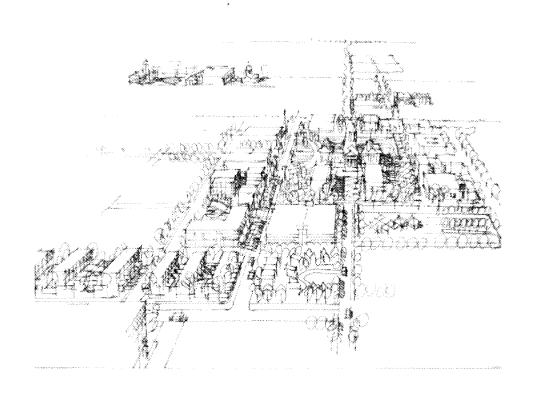
Except for the capitol building, the overall feel of the capitol complex is sterile and institutional. The complex is dominated by appallingly ugly parking lots and desultory, boring, low-bidder office buildings. The campus does not have a dignified feel except for the original historic buildings.

Recommendations

- Establish a capital downtown overlay zoning district to incorporate special performance standards.
- Establish strict rules for administering the district to ensure quality downtown development.
- Establish a height limit of ± 135 feet, which allows up to 10-story development in the remaining infill parcels with proper urban design analysis.

- Complete and get operational the Springfield Center for the Arts.
- Complete a park on the half block opposite the Union Square Park.
- Encourage downtown residential hosing in both historic buildings and new construction.
- Instigate downtown signage and guidance program to ALPLM, new state museum and to the downtown.
- Complete Jackson Street trail from the capital to Lincoln's Home.
- The 11th street corridor will undergo redevelopment and rehabilitation between Carpenter and Cook Streets.
- Establish new home ownership zones in two areas on each side of downtown to focus on funding for these areas and to encourage home ownership and code enforcement.
- Establish an Aristocracy Hill Conservation District to provide guidelines for compatible infill construction.
- Establish guidelines specific to downtown for renovation and appropriate infill construction
- Adopt a demolition delay provision as a part of a historic development ordinance.
- Designate the Central Historic Springfield District as a local historic district.

Capitol Plan



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Capitol Plan

The City of Springfield was established in 1823. In 1839, the state legislature moved the State Capitol to Springfield. The first Capitol building in Springfield was completed in 1853 at a total cost of \$260,000 and continues to be the center of the downtown district. Fifteen years later, groundbreaking ceremonies were conducted for the present Capitol building on the hill just west of the downtown district. This building has been the symbol of both the state and the Capitol City. The dome was completed in 1889 and since then, the dome has been an icon for the city and the surrounding prairie. This building has been both the icon of the state and the Capitol City. The Supreme Court building was completed in 1906. An Armory building was added in 1936. The Secretary of State Building was started in 1918 and was completed in phases by 1968. These four buildings form the historic core of the Capitol Campus. The original historic core is outstanding period architecture, but drive further into the campus and one is surrounded by ugly surface parking lots and abysmal architecture not commensurate with the quality of the State Capitol.

The Capitol should be situated in a park-like setting such as the capitols of Sacramento, California; Madison, Wisconsin; Lincoln, Nebraska; and Indianapolis, Indiana. The Stratton building was added in the mid 50's. It provides 445,000 square-feet of office space and it is in need of rehabilitation. The State has budgeted some \$60 million dollars to restore the building. It is the team's opinion that the building should be replaced because it is obsolete as an effective office building. It is also too close to the Capitol for safety reasons and it blocks significant views of the Capitol building.

The team proposes that the new Stratton building be replaced with two buildings which are separated to allow views of the Capital from the West.

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Capitol Plan

The team proposes that the Capitol sit by itself in a large unencumbered park area without parking. Parking can be either in an underground ramp by the State Museum or in an expanded ramp at the corner of College and Monroe.

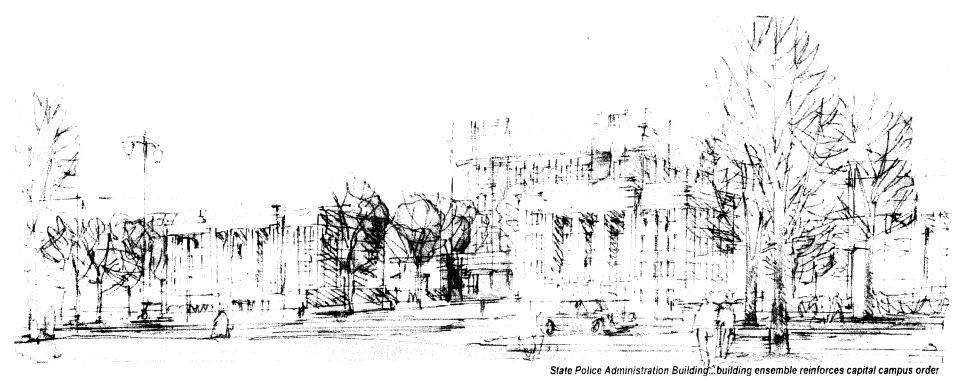
In light of Sept. 11th, the team urges that the State conduct a detailed study to evaluate the safety and security of the Capitol Complex. Included would be a full site plan study of underground and condensed parking. Also, the whole aspect of urban design considerations, such as views, streetscapes, planting and reviving the deteriorating quality of the campus should be studied and corrected.

A space needs long range planning study with a 20 year horizon should be conducted. Once these needs are determined from historical data and contemporary projections, a proper site plan can be developed that establishes a border with the adjoining neighborhoods. This would assist in stopping the demolition of prime historic sites.

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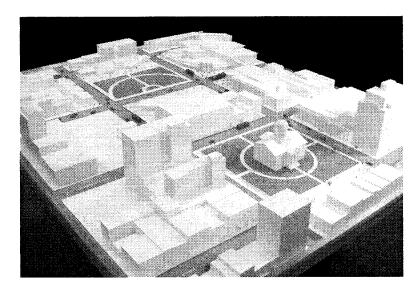
"Vista" Block

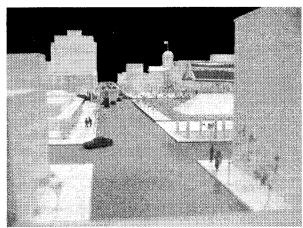
Vista Block

After careful consideration of the six alternatives for the "vista" block, the team determined that alternatives five and six embody the concepts consistent with the overall plan recommendations developed by the R/UDAT team for downtown Springfield. Both alternatives retain the buildings on the north side of the Old State Capitol Square and suggest infill structures for the north half of the "vista" block. The infill development should contain retail, commercial and residential structures that complement the Abraham Lincoln Presidential Library and Museum (ALPLM). The remaining one half-block directly south of Jefferson Street should be developed as a park or infill to be part of the gateway experience to the city and the ALPLM.

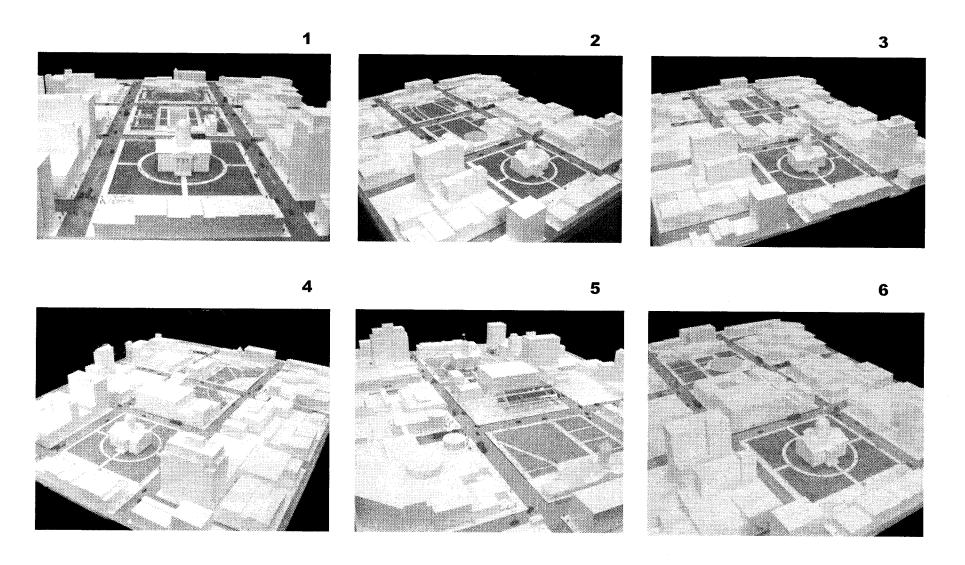


- 1. There are way too many holes in the historic fabric of the city's downtown to create another one.
- 2. The other buildings in this block are 19th century buildings in good condition.
- 3. The National City Bank building, built in 1975, is an excellent example of modern architecture designed by Skidmore Owings and Merrill. It could be declared an historic building.
- 4. Razing the block would result in the loss of significant property tax revenue.



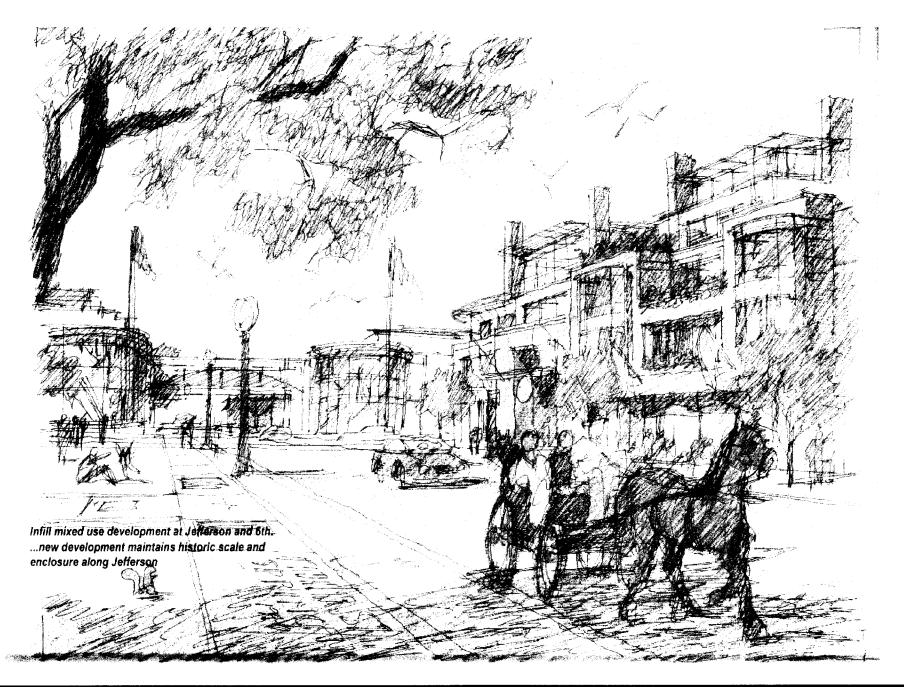


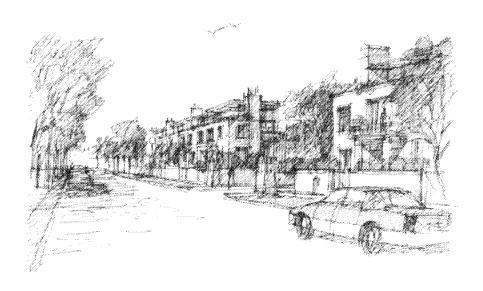
"Vista" Block



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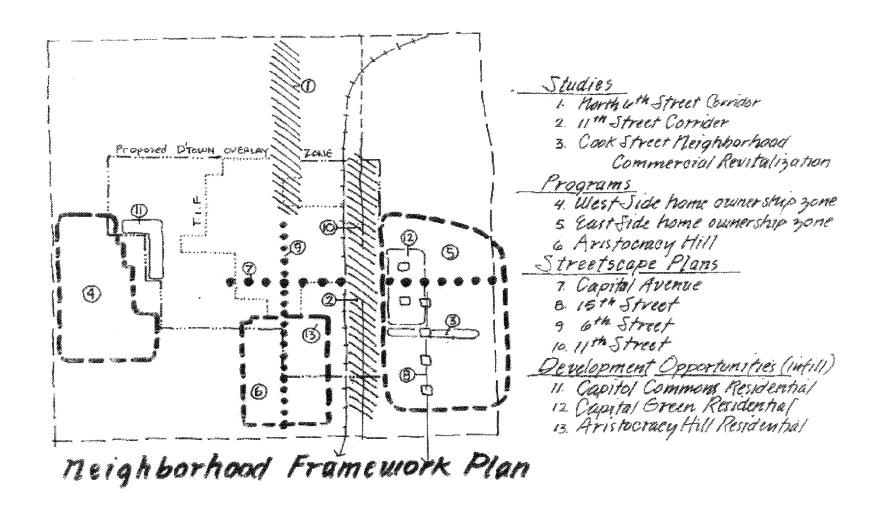
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In-town Neighborhoods

Thriving neighborhoods are the backbone of a successful community. This includes a successful downtown. For downtown Springfield, a positive relationship between the mixed-use center and the adjacent residential community will greatly increase the quality of life in these in-town neighborhoods.

There is great variety and opportunity in Springfield's in-town neighborhoods. But unfortunately, what they share along with their proximity to downtown is a common sense of threat from downtown. The west side, especially the Central City neighborhood, appears under siege from an expanding Capitol district. To the south, expanding office use in the Aristocracy Hill neighborhood threatens the residential balance of the south side. In contrast, the Enos Park neighborhood on the north feels threatened by the potential for increased tourists and traffic making their way to the Lincoln Tomb. Neighborhoods east of 11th Street are within a few blocks of downtown, but feel a sense of abandonment as goods and services are not extended in their direction to meet the community's needs. The 10th street tracks and 11th Street are operating as a great divide cutting them off from downtown.

R/UDAT Neighborhood Framework Plan

The R/UDAT framework plan contains recommendations intended to shore up community boundaries by stabilizing residential use and at the same time, improving connections from neighborhoods to the downtown area. The plan is a suggestion of activities and zoning that will become tools for the community leadership. Successful implementation of plans stems from community acceptance and promotion and protection of the plan. Springfield has enthusiastic community leadership that is looking for implementation tools.

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Neighborhood vulnerability is often evidenced by low rates of owner occupied housing. Enos Park for example has a rental rate of 78%. When high rates of rental housing occur in predominately single-family structure neighborhoods, the responsibility for maintenance gets blurred between the owner and renters. This leads to neglected properties and houses in disrepair. Run down properties are open to speculation for alternative uses which are often not compatible with residential uses. Worse, if the structure is torn down, as has occurred in the eastern section of the west side neighborhoods to build small parking lots, it can lead to the permanent removal of the single family residential fabric, further destabilizing the community.

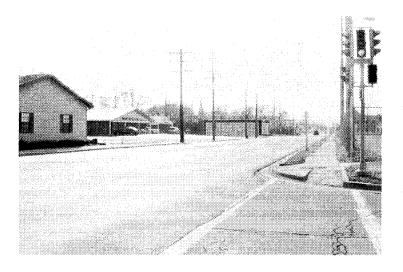
The R/UDAT framework plan promotes healthy communities and an improved quality of life downtown. The plan focuses on coordinating programs that rationalize land use through a series of corridor studies; promotion programs aimed at increasing home ownership and funding for the renovation of residential units; promote new infill residential development and improved streetscapes both in and between neighborhoods to take advantage of the walk-ability of the downtown area.

FRAMEWORK PLAN ELEMENTS

North 6th Street Corridor Improvements

A study of the land uses on 6th Street, north of Madison is intended to analyze the options for the reuse of existing buildings and, where there are gaps, development of infill projects, especially mixed use. At the same time, plans for streetscape improvements should continue up to Carpenter. North of Carpenter, the streetscape development should reflect the residential character of the Enos Park neighborhood and connect to Lincoln's Tomb.

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11th Street Corridor Redevelopment Area

The redevelopment of 11th Street is crucial to the revitalization of the neighborhoods to the east. A corridor analysis will review land uses from the east side of the 10th Street rail line to the west side of 12th Street from Carpenter Street to south of Cook Street. The focus should be on creating a strategy for development of the corridor that will fill in the gaps; the objective being to provide community level goods and services, including a grocery store, to serve east side residents as well as the emerging downtown population; add multifamily residential uses to further support commercial uses and provide alternative housing opportunities; provide a gateway feature at Capitol Avenue on both sides of 11th street. Introducing community level goods and services to the 11th Street Corridor will not compete with downtown commercial. Proposed commercial development blocks will be marketed to stores with formats which are not compatible with downtown typology, and generally require a lot of parking, such as grocery stores, warehouse stores, family restaurants, for example. These complementary commercial uses will add variety to the array of goods and services available to in-town residents. Increased services and design guidelines requiring buildings to frame the street will also set the stage for an improved amenity and sidewalk/ streetscape development that will create a safe and attractive pedestrian environment.

Cook Street Neighborhood Revitalization

The revitalization of the Cook Street commercial area will focus on reclaiming a deteriorated neighborhood node. The revitalization program should provide opportunities for locally operated neighborhood business in a traditional neighborhood layout. Emphasis will be on vibrant storefronts with limited parking. The R/UDAT team feels that both the 11th Street corridor and Cook Street retail revitaliza-

tion study will enhance the existing work City staff has started on the South Grand corridor and the east side of the neighborhood, east of 15th Street.

Home Ownership Zones

Home Ownership Zones are intended to provide a variety of funding mechanisms for facilitating home ownership of residential units. The plan proposes two such areas, one on each side of downtown: West Side and East Side Home Ownership Zones. The boundaries are general in nature and primarily indicate an area of focus. Programs similar to the Enos Park TIF district should be applied to these two new zones to assist in renovation costs. Funding programs should be administered and organized to provide opportunities to combine and overlap programs to provide the maximum benefit to prospective and existing homeowners. Assistance should consider low interest loans for renovations, and where eligible, provide downpayment assistance through new programs.

There are existing Community Housing Development Organization groups on the east side administering a variety of home ownership tools. Their efforts, as well as the efforts of west side communities should also be supported by the City with targeted code enforcement for the properties of absent landlords that have fallen into disrepair. Citizens can also assist city staff with starting neighborhood deputy programs to train citizens to report on code violations.

HUD has several funding sources to assist in home ownership, including low interest loans for renovations in priority areas. In addition, the newly created American Dream Downpayment Fund has been established to provide downpayment capital for first time home buyers meeting eligibility requirements. These funding mechanisms are addressed in the implementation section of this report.

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Neighborhood Framework Plan

Aristocracy Hill Conservation District

Conservation districts are emerging as increasingly important preservation tools for neighborhoods. They are usually utilized when enough of the original fabric and building stock of the neighborhood has been lost to make national or local historic designation unlikely. Conservation districts usually address land use issues such as height, setback, mass, and rhythm to ensure compatible infill construction, and usually address the cultural importance of the neighborhood to the larger community. The team recommends an inventory of historic resources in the Aristocracy Hill neighborhood and a survey of the design and land use elements that are character-defining elements of the district. These elements should be incorporated into the design guidelines as part of the designation of the neighborhood as a conservation district. These guidelines should also be incorporated as a subarea of the downtown overlay district.

DEVELOPMENT OPPORTUNITIES

Capitol Commons Infill

This demonstration project attempts to show how the residential urban fabric can be reclaimed. The proposed town houses fit into the existing block pattern, and are designed to be sympathetic to the community and the massive Capitol complex. In addition, the new town homes will provide an innovative and clear community boundary.

Capitol Green Residential Community

This demonstration project proposes a traditional urban community at the Capitol

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Neighborhood Framework Plan

gateway on the east side, east of 11th Street. The plan is to develop a single-family community with garages in the rear, accessed off laneways, streetscape enhancements, and a series of pocket parks. The purpose of the plan will be to provide a development of significant impact and quality to complement the ongoing scattered site infill housing in the area.

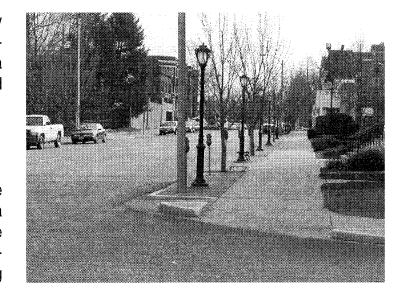
Aristocracy Hill Residential Infill

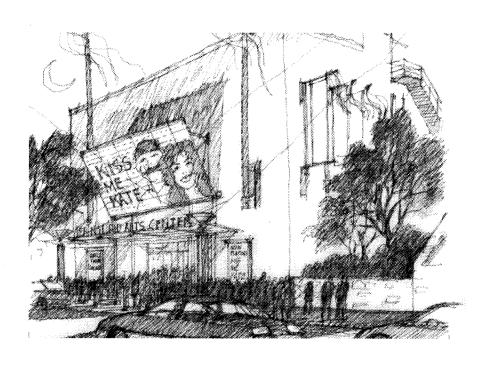
This infill area is located in the northeast corner of the neighborhood south of the Lincoln Home Historic District. While the zoning in the district will continue to allow a mix of office, institutional and residential uses. The overlay zoning should limit the allowable square footage of office use to ensure residential use remains the predominant use. Alternatively, the area could be changed to residential use only to help bring back the original neighborhood character.



One significant tool in the framework plan is the proposed Capitol Downtown Overlay District. The purpose of the overlay district is to incorporate special performance requirements including, but not limited to parking, downtown landscaping, signage, lighting and set back lines into the Springfield Zoning Ordinance to ensure quality development occurs within the district.

Implementation of the above programs and plan elements is an important part of achieving positive results in these neighborhoods. The existing TIF district and CDBG funding sources should support the streetscape economic development components of the studies.



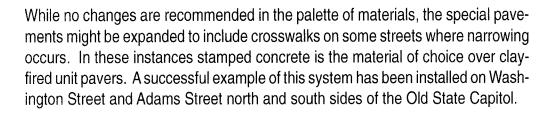


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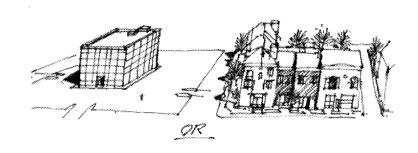
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Streetscape Treatments

A five-minute walking tour of downtown Springfield in the vicinity of the historic statehouse provides ample evidence of the successes which result from well-designed, well-implemented streetscapes. The environment in this district is exemplary and will be difficult to improve upon. Its obvious success should inspire continued implementation in all directions within the overlay district described herein. The current State Capitol grounds should, however, exhibit a singular identity in its streetscape presentation, the most notable, a difference in scale (see Capitol Streetscape). Improvement is possible with any design and will be necessary as materials wear and new products are introduced over time.



It is important to remember that as the currently installed streetscape ages and expands within the downtown, changes in furnishings, colors and detail should be expected. The underlying order of a good streetscape design is the continuity provided by a clearly delineated amenity zone behind the curb, adherence to an established pattern of trees and street lights, and superb maintenance of all components.



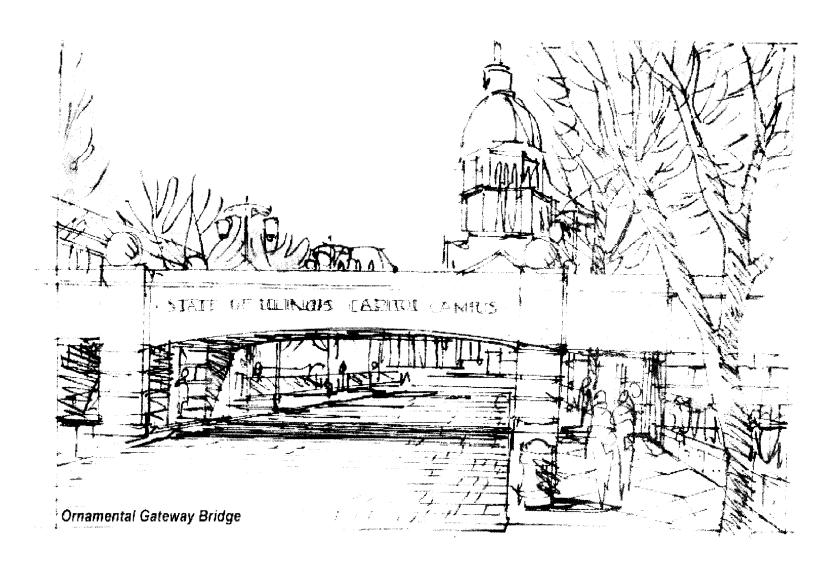


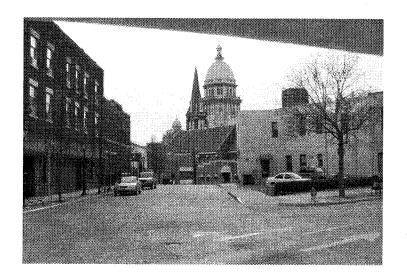


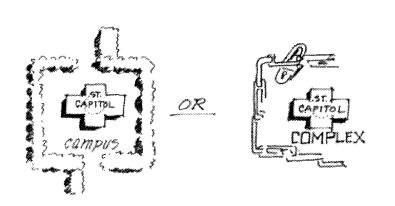
Capitol Avenue Promenade

...ceremonial approach provides a fitting image for the seat of Illinois government, similar to other state capitals









The State Capitol Environs

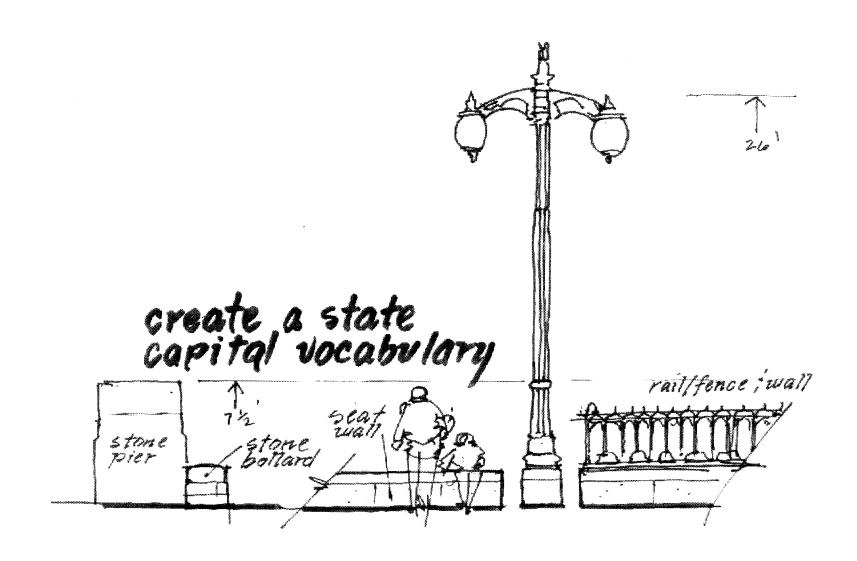
Appropriate development of the grounds of the Illinois' capitol campus include a singular identity, an unmistakable order and a presentation of superb site detailing that benefits the state's most prominent civic property. Creation of a streetscape vocabulary and appropriate ceremonial treatment of the property commensurate with the Capitol structure itself is long overdue.

Sadly, a visitor's perspective of the magnificent structure is seen across and through a myriad of poorly ordered parking lots and featureless gray surfaces. Visible to the eye? Yes. Welcoming? No. Is this the image the State of Illinois wishes to project to its citizenry?

Though numerous plans have been made, dating back decades, little or no order is evident in the physical arrangement of the other capitol campus structures, walks, parking lots, green spaces, signage, etc., in the "complex", referred to as a "campus" herein.

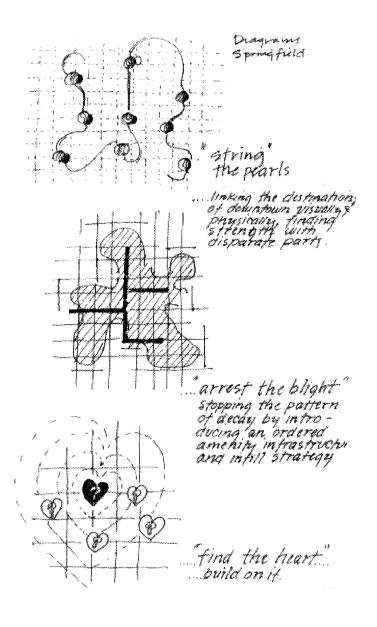
The recommendations which follow address State Capitol streetscape issues only and begin with Capitol Avenue itself. The Capitol Avenue approach is arguably the most important streetscape environment in the city of Springfield. In addition to the vista it provides to citizens and visitors to Illinois, it functions as a ceremonial drive and a marguee for the statehouse.

For these reasons the team recommends development of a one-way promenade commencing at 11th Street. Improvements should include:

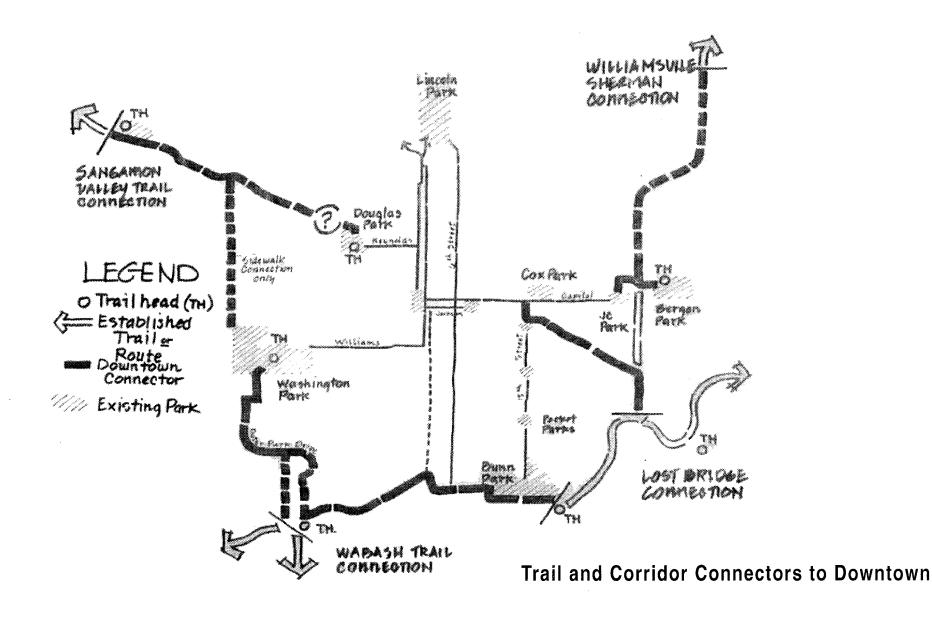


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- reduced travel lane width to 28 feet curb to curb (one-way west).
- double row of hardwood trees from end to end. Trees will frame and reinforce the existing view corridor to the dramatic east facade of the statehouse. Trees should be planted 6 inches minimum caliper and limbed up to 10 feet to permit views to commercial storefronts.
- "special" pavement within the travel lanes will further punctuate the ceremonial nature of this special corridor making it recognizable and detectable at each intersecting street.
- walks on either side of the Capitol promenade should be generous in width ± 12 foot minimum and well illuminated by appropriately scaled fixtures (a standard selected for the capitol grounds and Capitol Avenue only).
- Beyond the tree plantings, beds should be irrigated and filled with perennials, ground covers, and annual changeout plants.
- Reconstruction of the Union Pacific Railroad bridge at 3rd Street. The bridge is in need of repair and provides an obvious opportunity to celebrate one's arrival at the Capitol Campus. Its design and reconstruction should embrace the Capital streetscape vocabulary in material, scale and detail. Across its west face might read "Illinois Capitol Campus welcomes you."
- Improvements at the east arrival or forecourt on 2nd Street should include construction of a limestone sign wall which compliments the existing wall.
- A Capitol streetscape vocabulary could include a typical streetlight, curb and pavement, seatwall, sign pier, etc., for the grounds.



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Jackson Street Improvements

An important, well-documented secondary pedestrian opportunity useful in linking the State Capitol campus, the Governor's Mansion and the historic Lincoln homesite exists in the Jackson Street corridor.

As a pedestrian route, Jackson is interrupted by a parking lot between 5th and 6th Streets. Negotiation of this impasse will permit development of a superb walking and biking environment as the route is shaded and traverses a gentle change in grade between 5th and the Capitol. The corridor will also ultimately will provide an alternate route for pedestrians making long trail bike connections across town, and will improve the attractiveness of the district for commercial redevelopment and infill. For these reasons, the design implementation corridor is strongly recommended as a key element of an overall networking strategy in the downtown.

Physical improvements may include a 10 to 12 foot bike trail on one side of the right-of-way and augmentation of existing plant material and lighting standards.

Near Downtown Trail and Corridor Connectors

A substantial effort has been made in Sangamon County toward development of a county-wide trail system. The team focused its efforts on recommendations for connections to these planned systems from the downtown proper and on promising pedestrian corridors. Trailheads are recommended in established parks.

Capitol Avenue east to Jaycee Park and 11th Street need to be strengthened as
pedestrian corridors as they can provide access to the Bunn Park Golf Course to
the south where a connection can be made from downtown to the Lost Bridge Trail.

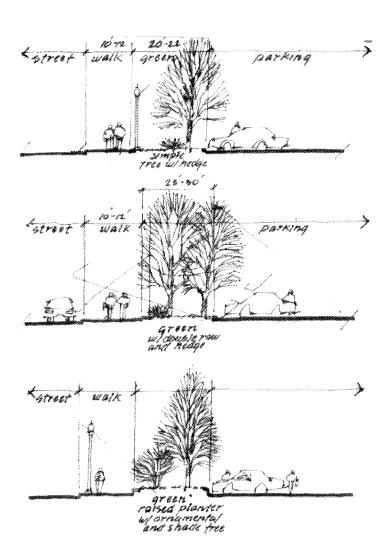
- The location at 1st or 2nd Street north to Reynolds and on to Douglas Park has potential. A trailhead here can serve a new connector ultimately accessing the Sangamon Valley Trail to the northwest.
- Williams Boulevard to Washington Park, along Outer Park Drive and ultimately to the Wabash Trail.
- A link along North Avenue to Bryn Mawr to Bunn Park will connect the Wabash Valley Trail with the Lost Bridge Trail.
- If the 3rd Street rail corridor is abandoned in the future, its right-of-way can be used as a trail connector to North Avenue.

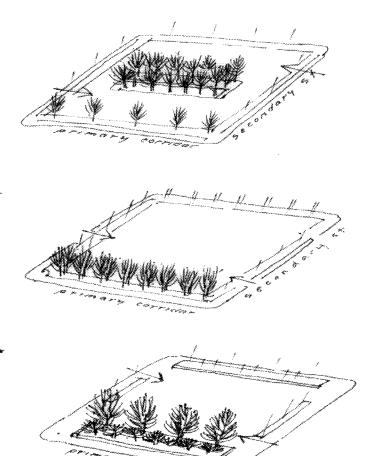
Parking Lot Treatments

Streetscape treatments are noticeably absent as one ventures beyond the immediate downtown area. Parking lots, large and small, contribute to a poor image in these areas and a breakdown in the friendly density and scale of the adjacent commercial core.

While our team is recommending consolidation of these lots where feasible into multistory decks, we understand that this process may require considerable time. Therefore, we recommend the application of landscape treatments to strengthen urban edges, screen parked vehicles and generally upgrade the image of these zones.

A variety of treatments are shown. Others have been documented repeatedly in the recent past. The team considers treatment of these unsightly conditions imperative if the momentum established in the commercial core is to continue.





Parking Schemes

In general, landscape treatments that reflect the civic personality of Springfield, with simple crisp edges, low walls and hedges, as illustrated, are preferable to treatments that use soft berms, meandering alignments and irregular profiles.

Because many of the lots contain 150 cars or more and cover entire blocks, provisions for pedestrian access across and through them are especially important.

Landscape Ordinance

The R/UDAT team reviewed the recently adopted landscape ordinance. In general, the ordinance is a positive tool that will help the community achieve its goals to create a pleasant downtown environment. One area of concern, however, was discovered in the ordinance related to the "point system" used to determine compliance. Continuity in design will be difficult at best from block to block or parcel to parcel. The team recommends that the landscape guidelines be amended to provide an exception to the process for applications within the proposed Capital Downtown Overlay Zoning District, whereby all landscape plans will be subject to design review prior to approval. In this way, continuity of landscape design can be maintained along specific street corridors in the downtown.

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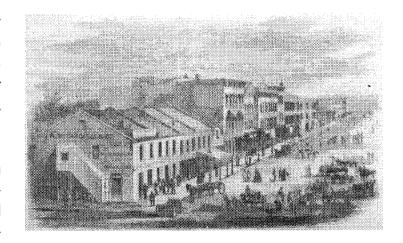
Springfield, Illinois

Historic Preservation is a major issue facing downtown Springfield. A National Register Historic District was formed in 1978 and since that time 15 of the 81 buildings in the original district have been demolished. According to Mike Jackson, F.A.I.A., the architectural historian for the Illinois Historic Preservation Agency, the demolition of older commercial buildings and the lack of any substantial reinvestment in new buildings has become the community norm outside the historic district.

On the other hand, Mr. Jackson reports that federal rehabilitation tax credits have been used to renovate 18 buildings in the downtown area with a total rehabilitation investment of \$15,000,000. City funds were important for most of these projects and a good percentage of the growth of the downtown tax base is due to the rehabilitation investment.

The broader Springfield community needs to come to terms with historic preservation and its importance as an economic tool for downtown redevelopment. Preservation and history are very closely related, but inherently different. Much emphasis and energy in Springfield is spent on telling the Lincoln story, both through the built environment and anecdotal information. While interpretation of the Lincoln story incorporates historic preservation, it is really more of an exercise in history than architecture. The importance of the Lincoln story to Springfield's history can often overshadow the larger community issue of the preservation of a long and a vibrant history. Springfield has a larger story to tell beyond that of the history of the Lincoln era.

When the Springfield Convention and Visitors Bureau, Downtown Springfield, Inc., Save Old Springfield or any other organization involved in marketing Springfield's history develop their respective marketing plans, they should consider the importance of presenting Springfield as a historic place, in addition to a historic site associated with one historical figure.





The city needs to be the leader in fostering a strong community commitment to the preservation of Springfield's continuing history including the outstanding examples of 20th century residential and commercial building stock that remain throughout the community.

Recommendations

- 1. Commission a historic survey/inventory of the city limits. This exercise will assist the community in evaluating the whole of their historic building stock throughout the entire community - not just the downtown and Lincoln neighborhood areas.
- 2. Designate the Central Historic Springfield Historic District (a National Register District) as a local historic district with enforceable guidelines as a model for other districts. The district can be expanded as necessary.
- Draft and adopt a stronger, more reasonable preservation ordinance. This ordinance should:
 - Provide for the designation of local districts with a simple majority of owner approval.
 - Allow the designation of individual local landmarks as well as National Register properties. With the exception of extreme cases (can be defined by ordinance), owner involvement and ultimate approval should be necessary for the designation of individual properties at any level of significance.
 - Establish design guidelines specific to each district or landmark designated.

- Provide appropriate screening requirements for parking lots, service areas, dumpsters, loading zones etc. When possible, views of the Capitol should be protected.
- Establish broad guidelines for appropriate infill construction within historic districts including reasonable height limits and setback requirements to retain a uniform distance to the sidewalk.
- Include demolition delay provisions based on the city inventory.
- Require a super majority of the City Council to override the recommendations of both the Historic Sites Commission and the Planning Board.
- 4. The city of Springfield should add a full time preservation planner to the Building and Zoning Department staff. At the minimum an intern position should be created to assist the Springfield Historic Sites Commission with administrative preservation duties.
- 5. The Springfield Office of Planning & Economic Development actually offers some excellent financial incentive programs for properties located within the Tax Increment Financing district. They are:
 - Downtown Residential Assistance Program
 - Downtown Facade Improvements
 - Building Rehabilitation Loans
 - Downtown Accessibility (Elevator) Loans

Note: Information on these existing incentive programs is available from the City of Springfield Office of Planning & Economic Development (phone number: 217-789-2377).

These are all excellent tools for preservation and the TIF has strong and secure funding for all these programs. Unfortunately, they are woefully under-mar-





keted and under-utilized. In partnership with Downtown Springfield Incorporated, the City's Planning & Economic Development office needs to pursue an aggressive marketing plan for these programs to property owners and potential developers throughout the district. The city should also consider ways to expand these valuable tools to other historic areas of Springfield.

Other incentive programs to consider:

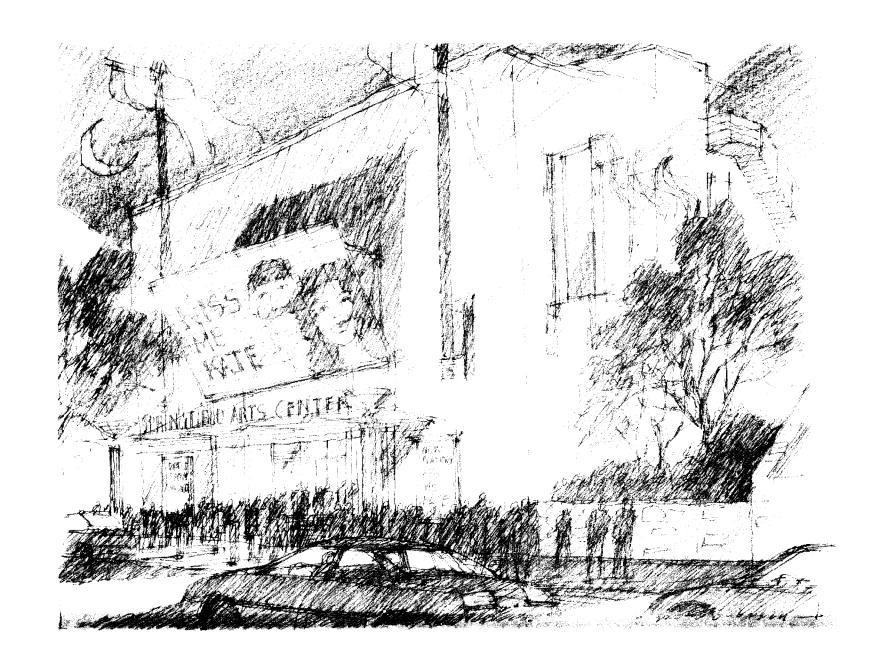
- Planning incentives that would pay for architectural feasibility studies (current programs offer consultation only. This recommendation would take that one step further to assess feasibility);
- · Construction incentive for life-safety improvements such as sprinklers;
- Exemptions for building department fees for historic preservation renovations;
- Availability of parking in well designed and strategically located parking deck structures.
- 6. Develop a comprehensive, enjoyable education program for the community that celebrates the history, both cultural and architectural of Springfield. Include the Lincoln story and related architecture, but feature as equally important the story of other Springfield celebrities such as Vachel Lindsay. Springfield certainly recognizes Lindsay as a native son who loved Springfield, but he is often overshadowed by the Lincoln presence and focus. Again, Springfield is a historic place, not just a historic site. The program could include lectures, walking tours, home tours of neighborhoods and "find the architectural element" contests. Also include Springfield's important government history in its development. The state is never forgotten in Springfield, but its positive contributions to the development of the city are often overlooked.

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Downtown as a Neighborhood



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Downtown as a Neighborhood

Housing

Downtown Springfield has housing opportunities for both rehabilitation and new construction projects. While some brave pioneers enjoy the convenience and ambiance of living in an urban setting, the downtown would benefit substantially from more housing and a greater resident population. There is more than adequate building stock available to develop as adaptive reuse projects and parking lots could be converted to New Urbanism style neighborhoods. Residents downtown tend to utilize public transportation and other alternate modes of transportation including walking and biking. Their everyday parking requirements are more modest and they provide a built-in market for downtown businesses.

The city of Springfield has an excellent downtown residential assistance program that is woefully under-utilized. Architectural consultation is available as well as loans of up to \$35,000 at a 3% fixed interest rate. The amortization period is negotiable. While this is an excellent choice for the property owner wishing to renovate upper story space, the city could also take the lead by preparing a multi-unit building for turnkey development. The city could acquire the building, do the basic infrastructure work and make it available to a local developer. There are several such buildings in the TIF area that would be excellent models for this type of project. The leadership shown by the city would also encourage other private development in downtown Springfield.



The retail mix should meet the needs of the downtown residents, the downtown employees, the residents in the neighborhoods surrounding downtown and downtown visitors and tourists. This mix should include coffee shops, gourmet retail



and take out, bookstores, general grocery and merchandise, dry cleaners that offer bundle service, souvenir and general gift shops, ice cream, bakery and other service based businesses for residents. Bringing these uses into the downtown depends on achieving a larger resident population and the resulting greater purchasing power.

Entertainment

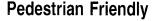
Downtown Springfield should become the entertainment district for the entire community offering cultural activities, dining (both casual and upscale), outdoor café experiences, live music, street performances and pleasant strolling. The entertainment based businesses offering music should be sensitive to downtown residents and care should be taken to locate these businesses where they will have the least amount of noise impact on residents.

Rehabilitation and consistent use of the Masonic Temple as a performance venue should be a high priority. There are limited facilities of this type and size in Spring-field and the location of such a center in the downtown would strengthen downtown's position as the cultural center of the community. It would also provide a powerful anchor for the developing 6th Street retail corridor.

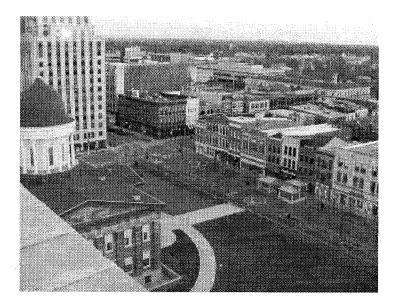
Downtown Springfield should be the center for community celebrations functioning as the public stage for the community offering promotions, festivals, events and markets. This schedule must be carefully programmed to offer a wide variety of experiences that will both delight tourists and attract the long time Springfield resident that might have a "been there / done that" attitude about downtown Springfield.

A central entity should be responsible for coordinating (not necessarily producing) the programming of the Springfield public stage both on the streets, the sidewalks and the plazas. We see this as the responsibility of Downtown Springfield, Inc. (DSI) as it is critical for them to be aware of all entertainment-based activity in public spaces downtown. DSI does not have to be responsible for the production of these events; but the staff should have close partnerships with all the entities (the Junior League, the Rotary Club, the City of Springfield, the state) that coordinate events on public space and be the "keeper" of the downtown community event calendar. For example, the ALPLM may schedule events in the area that is now Union Square Park. DSI needs to know about the event and the particulars of the event so they can provide support and market it as part of a comprehensive marketing program for downtown Springfield.

Comprehensive public space programming should take into consideration the needs of both the Springfield resident and the Springfield tourist. Some events may appeal to and be compatible to both audiences, but some promotions may be targeted to each individual group.



As a neighborhood, downtown Springfield should offer a pedestrian friendly environment with pleasant streetscapes, welcoming crosswalks, green space, or other "softscape" areas, parallel or diagonal parking as a buffer from vehicular traffic, adequate signage and easy to understand "way-finding" systems for visitors. The "way-finding" system should be easy to use, but should be somewhat unobtrusive in keeping with the neighborhood environment. Although the linkages are not yet established, the contiguous districts of commercial and historical importance in Springfield - the Lincoln home, the Capitol District - are very walkable from the





central downtown core. A visitor will find it convenient to park in downtown Springfield and walk to these and other nearby attractions. Such programs as Lincoln Walks to Work and Looking for Lincoln will reinforce this walk-ability and contribute to the linkages between the downtown and the Lincoln home neighborhood.

Clean and Safe

Of course any neighborhood should be clean and safe for residents, visitors and shopkeepers. The city needs to pay special attention to streetscape maintenance. The streetscape program is excellent, but maintenance of the elements could use improvement. From our observations, downtown Springfield is a relatively safe place to be, but the *perception* that it is safe will improve public sentiment about the downtown. Adequate lighting, particularly in the alleys or less traveled streets, and keeping the street areas clean can also contribute to the perception of a safe downtown. While the city of Springfield should provide baseline services, clean streets and sidewalks are part of the responsibility of each and every resident and shopkeeper.

Downtown Springfield and the Abraham Lincoln Presidential Library and Museum

Obviously, this attraction will have major impact on downtown usage and development. Much of this impact has already been studied and assessed. However the team would like to note the following concern.

Downtown development is most successful when it is incremental. When communities rely on the big fix, the big project to "fix" all their problems and stimulate the development they desire, they are often disappointed. The downtown Springfield

community needs to be proactive in planning and implementing an incremental approach for the growth of downtown Springfield. The ALPLM is just one component of a larger vision for downtown Springfield.

Summary

Historically, downtown Springfield was the cultural, social and commercial center of the community. It is doubtful that downtown Springfield will easily regain its prominence in the community as a retail center, but it can be the center of social and cultural activities. While the primary function of the district should be commercial, public policies should allow for the treatment of a district that is a neighborhood for residents, as well as provide a neighborhood feel for visitors to Springfield.







TRANSPORTATION AND PARKING

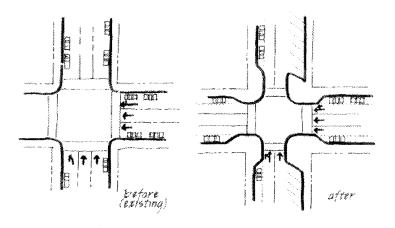
A healthy downtown requires a supporting transportation infrastructure that includes a balance among roads, parking, transit, pedestrian and bicycle travel. Today, Springfield is principally reliant on its roads and parking systems. While reliance on the automobile will continue for many years, a better balance among travel modes will be necessary to complement the changes that are being added to the city's rich historical heritage in preparation for the 2009 Lincoln Bicentennial Celebration.

CIRCULATION

Many citizens expressed concerns about how vehicles and pedestrians circulate in the downtown area. They found the one-way street system was confusing and caused them to go out of their way to reach their destination. Signing was inconsistent or of poor quality so drivers and pedestrians do not know where to go thus compounding the out of direction travel associated with the one-way streets system. Speeds in the downtown are considered too fast. And in combination with the wide streets, present an uncomfortable environment for pedestrians.

One-way Street System - The existing one-way street system is intended to facilitate smooth flow and reduce stops and delays, particularly left turns. Conversion of some or all of the streets to two-way operation would substantially add to the confusion in the central downtown, would noticeably add to the number of stops at intersections and the delay experienced by everyone. Yet improvement can be made in the existing one-way system.

The one-way system should remain but should be managed differently than it is







today. The city has recently installed a very flexible and sophisticated traffic control system in the downtown core. Further timing plan refinements are under way and these should give a higher priority to reductions in stops and delays and emphasize moderating progressive speeds. Existing staff should be augmented to provide the necessary maintenance and refinement time required by such equipment.

Capitol Avenue should be converted to a one-way street west of Ninth Street. The section in front of the Fire and Police Station at Ninth Street should be designed with an eastbound contra-flow lane from the west edge of the Station to Ninth Street. This conversion is accomplished by eliminating the parking, leaving two westbound traffic lanes.

Curb Extensions - Throughout the downtown core sidewalk extensions should be constructed around the parking. These will provide further traffic calming, reduce pedestrian crossing distances, and provide an area for way-finding elements that will facilitate pedestrian circulation. The combination of these improvements will enhance pedestrian safety.

Signage and Way-finding - Vehicle and pedestrian signing should be completely revised and updated. Vehicle signing should be easily recognizable by using a combination of bold symbols, colors, and a unique sign silhouette so drivers can quickly recognize intended directions. These signs can achieve this objective if they are not confused with traditional traffic signs. An effective signing system could minimize extraneous circulation on narrow neighborhood streets in the Enos Neighborhood as visitors travel between Lincoln's Tomb and downtown.

The city has initiated a pedestrian way-finding system with brass plaques imbed-

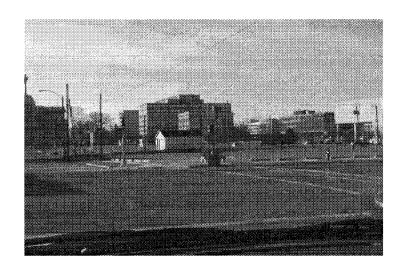
ded in the sidewalks on one corner of each downtown intersection. This or some complementary way-finding program should be expanded to more effectively link the Lincoln sites and other historical landmarks in downtown Springfield. For example, if sidewalk plaques are used, they should be sufficiently durable to withstand weather and street/sidewalk maintenance, be a distinguishable shape and be located so they are aligned along the natural walking path of pedestrians. The area provided by the curb extensions will facilitate their protection. These pedestrian way-finding elements are critical to the experience of visitors unfamiliar with the downtown area.



Almost everyone thinks parking in downtown was insufficient. In fact, there are over 29,300 parking spaces in the downtown and they occupy over 40% of the buildable area. During the midday, it is estimated that 15% to 20% of this parking is empty. This impression is aggravated by the over 70% of the off-street parking that is reserved for employees and visitors of individual businesses. This means that parking cannot be shared even when spaces are empty. The problem is not insufficient parking but poor and unguided management of the parking resource and unrealistic expectation of users.

Furthermore, the lack of appropriate parking guidelines has caused a proliferation of surface parking lots in the downtown. Until the recent adoption of landscape guidelines for parking lots in the downtown, the majority of surface parking lots contained no perimeter or interior landscaping. These patterns result in a pedestrian streetscape where inlets of harsh asphalt and/or a sea of cars negate exquisite architecture.



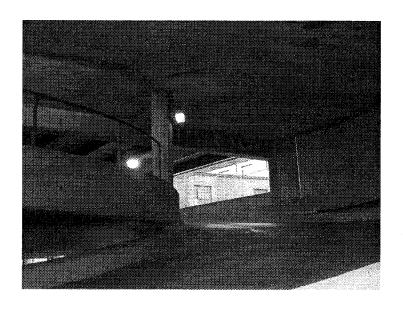


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Springfield,

Illinois

2002



"Convenient" parking for most Springfield residents means that their space is within one block of the place they work and within 50 feet of the store where they shop. This is an unrealistic expectation. Nonetheless, improvements to the parking system are in order to make downtown a more usable place.

Existing parking perceptions may be aggravated by the increased demands for parking created by the new Lincoln Library and Museum, including the increased parking needs for buses and recreational vehicles.

It has taken a long time for parking conditions to deteriorate to this point and therefore it will take a long time fix it. The remedy for these varied aspects of this parking problem must be addressed on several levels.

Parking Ramps - Off street parking should be consolidated into ramps or structures. The city is the appropriate agency to take the lead in facilitating this change. This can be accomplished by requiring all new development within the downtown to provide parking for its occupants. Such requirements should be appropriate for the downtown, which could be 50% to 75% of the requirements for a similar suburban use. Recognizing that building structures, lot sizes and other constraints often preclude integrating parking in the structure, these parking requirements could be met in a variety of ways including:

 Pay the city an "in lieu of" fee to construct parking. This fee would be less than the market cost associated with actual construction of the parking by the developer because the parking would not be reserved for any specific building owner. For example, if the cost of a typical ramp parking space is \$12,000, the building owner might pay \$8,000. The City would then provide the parking.

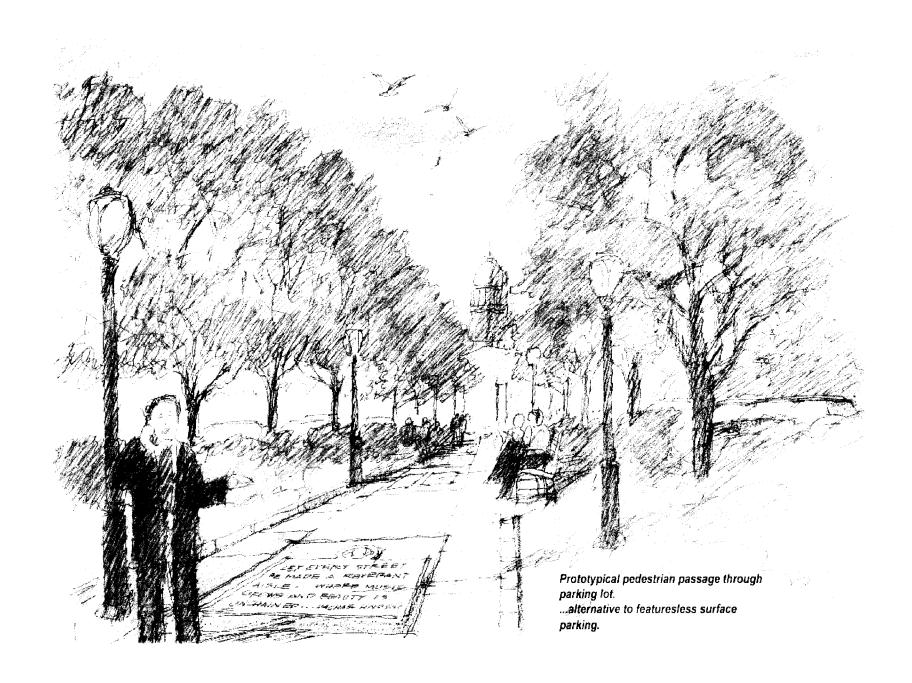
- Agree to support a Employee Transportation Management Program that includes:
 - Purchase a monthly Springfield Mass Transit District pass for employees who choose to ride the bus.
 - Subsidize employee parking costs for those who carpool
 - Provide flex time and telecommuting for employees
 - Provide a guaranteed ride home program

It is encouraged that these parking ramps be constructed with ground level retail and above grade residential units so their appearance is more pleasing and the activity contributes to the vitality of the downtown area.

Several general areas where these structured parking facilities would be most effective include:

- Under the half block south of Jefferson Street between Fifth and Sixth Avenues in the Vista Corridor (including under Jefferson Street).
- In the area east of the new Lincoln Library and Museum
- In the Capitol Campus as new buildings are constructed or reconstructed.

The city has a variety of financing options including TIF funds, Community Development Block Grant, and other funding combinations based on the location, size, shared purposes and other timing factors. It has a parking enterprise fund so tax-exempt bonds can be issued. In any event, monthly parking rates should be gradually increased considering the high occupancy observed in the larger central ramps and lots. This will not only increase base revenues but will also make room for short term and tourist parking that generate proportionately higher revenues per stall. It would also enable the city to pay for new parking ramps with parking revenues. As parking fees are increased, parking citation fees should also be incrementally increased.





Surface Lot Landscaping - The appearance of existing surface parking lots can be improved though retroactive surface parking lot landscape requirements. These requirements would provide a buffer along the lot edges adjacent to sidewalks. Internal landscaping and lighting would not be required but lots would likely require remarking to compensate for the reduced width within the landscaped edge treatment. This treatment would soften the edge of surface parking lots while they gradually convert to structured parking facilities. Since these are retroactive requirements a grace period of up to five years from adoption should be applied. Additional staff added to the city staff and paid for though TIF funds should provide maintenance. The timing will coincide with the 2009 Lincoln Bicentennial Celebration provided this is implemented within the next year.

On-street Angle Parking - Expand the angle on-street parking to increase the supply of on-street parking proximate to businesses and restaurants. These spaces should be back-in spaces instead of head-in spaces because they are safer for both the person parking and the through traffic on the street. Essentially the cars backing into a space must stop first before they back into the space, like when they parallel park. Likewise, when they leave their parking space, they can see oncoming traffic instead of backing into the moving traffic lane like they do with a head-in angle-parking pattern. Seattle has used this parking pattern very successfully on downtown streets with much higher traffic volumes.

This angle parking should only be used on moderate volume streets (9,000 vehicles per day or less) where two lanes in the direction of parking can be maintained but can also be considered on low volume two-way streets (less than 5,000 vehicles per day) with one lane in each direction. This parking design should be carefully evaluated if considered for application on higher volume, higher speed roads like Fifth or Sixth Streets. This angle parking will also complement efforts to moderate speeds by narrowing the effective width of the driveway.

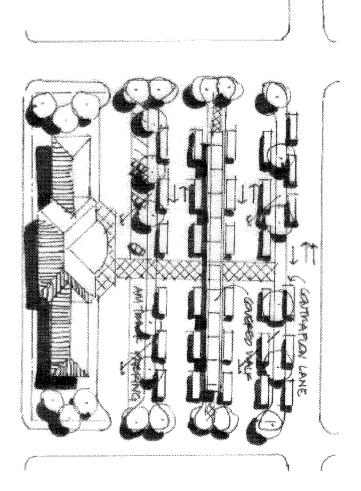
This style of parking spaces can be used by local visitors but should not be targeted for long-term tourist parking. An increased number of on-street parking spaces can also help address the evening parking demands to support evening restaurant and entertainment business. As the new performing arts center opens, off-street parking operators should test special evening rates or shared parking programs with individual businesses. The model now used by local parking managers with downtown churches could be an effective model. Such measures should reduce the concern about parking downtown in the evening.

Bus and RV Parking - The Springfield Convention and Visitors Bureau (SCVB) with the mutual cooperation of other historic venue managers does a remarkable job of scheduling and marshalling visitor buses for existing exhibits. The current program works very well for the character and size of the existing historic exhibits. The Lincoln Museum and Library has the potential to change conditions because the length of stay is likely to be longer than for existing exhibits. The proposed parking ramp on the north side of Madison Street, opposite the new visitors center in the Union Station, will not only provide parking for automobiles but also provide parking on the south side of Mason Street between Fifth and Sixth Streets for buses and recreational vehicles. A bus marshalling communications system should be provided as part of this system so buses can drop-off their passengers, park in this remote lot, and then be called by a venue when their party is ready to be picked-up.

Restricted Parking Zones - As parking pressures increase, it is expected that employees will gradually start to park in adjacent residential neighborhoods. To protect these neighborhoods, the City should explore the creation of Restricted Parking Zones (RPZs). RPZs permit residents and their visitors to park in the neighborhood but long-term parkers are cited. This type of program has worked

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successfully in many areas of the country where major employers, commercial districts, or transportation terminals generate spillover-parking impacts.

TRANSIT

Springfield residents indicated they do not use transit because it is not convenient and it does not operate evenings and Sundays. Springfield Mass Transit District (SMTD) operates a traditional hub and spoke system that uses a timed transfer concept at the hub using downtown streets within the downtown. In addition, SMTD provides demand responsive service to the elderly, persons with disabilities and others requiring specialized service.

Transit Terminal - A off-street transit terminal should be developed in the vicinity of Third Street and Washington. This general location is considered prime because it is within easy walking distance of both the Capitol Campus and the heart of downtown. The Capitol building is just a few blocks away along a short section of Third Street and Broadway. The Old State Capitol is just two blocks to the east. In addition to providing convenient service, the off-street transit terminal removes bus transfer activity from the streets along with the complications and conflicts this presents to motorists and adjacent businesses.

One such concept plan could be constructed on the east portion of the same block at the existing AMTRAK station. This provides capacity for 24 SMTD buses in a simple off the street configuration. The bus capacity could be easily expanded to six more buses by taking over the parking lane and marking a contra-flow bus lane. There would be a synergy between AMTRAK and SMTD and ancillary convenience services including a newsstand, coffee shop, dry cleaner outlet, and/or other needs. While the illustration shows a design that emulates the historic cano-

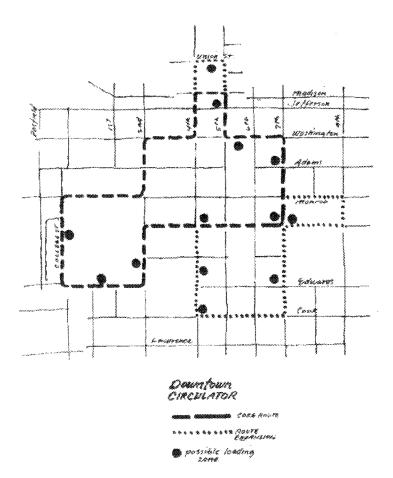
pied walkways of the traditional railroad, other services like a childcare could be co-located in an above grade structure or in several nearby locations within a block of the site. If the Union Pacific Rail lines are relocated to Tenth Street the AMTRAK station could be converted for expanded use by SMTD. If property acquisition is found to be impractical there appears to be several other sites in this immediate vicinity where a similar facility could be located.

Downtown Circulator – Circulator service should be developed. This should be a simple circulator service that runs on a fixed route around the downtown to serve employees and visitors alike. The core route could operate with three buses on five to ten minute intervals. There could be extensions added to this core route if more detailed review or employment center demands (city, county, Hospitals) warrant.

Although this service is not intended to be a dedicated tourist shuttle, the SMTD should work with the Springfield Convention and Visitors Bureau (SCVB) to develop a special Visitor pass that would permit visitors to show the pass and ride the shuttle free of charge. The SMTD would then be reimbursed by the SCVB on the basis of pass sales. Both individual and family fares and passes should be explored. This pass concept might also involve collaboration with other historical sites, particularly if an admission fee is charged for entry. The existing tourist trolley operator can continue to focus on more tailored tourist bus tours.

Night and Sunday Service - While it may currently be impractical to provide fixed route-fixed scheduled transit service during the evening hours, the SMTD should explore alternatives that would more effectively adapt to the intermittent evening demand but provide a safety net for those who need to work late, desire to stay downtown, or the anticipated downtown residents who want to use the bus ser-





vice during the evening. Options might include using the dial-a-ride demand responsive service, or contracting with the taxi companies for special evening service for pass holders.

Monthly Pass -The SMTD should develop a monthly pass for regular service riders to replace the current 17-ride pass. In addition to the discount, a monthly pass will promote transit ridership by providing the value of using transit for other than commuting. SMTD and the city should work together to promote the Employee Transportation Management Plan. Likewise, SMTD should continue to explore viable opportunities for cross-town service to minimize the inconvenience associated with transferring to another route downtown.

RAIL AND AIR

The Union Pacific and Norfolk Southern Railroads operate on separate lines, Third and Tenth Street respectively. These rail lines provide a psychological barrier that separates the Capitol Campus to the west and the eastside neighborhoods from the rest of downtown. This barrier has created a set of development patterns that work against healthy neighborhoods and downtowns. More practically, the majority of rail crossings along both lines are at grade, which despite railroad signals, are an ever-present safety hazard. In the short term the railroads are expected to operate as they do today.

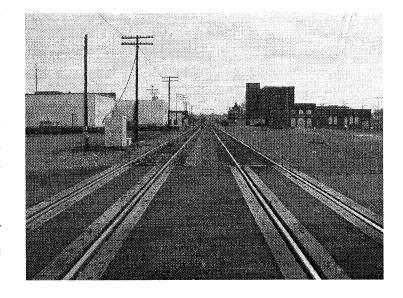
Rail Line Consolidation - Consolidation of the rail lines in the Norfolk Southern corridor should be a long-term objective. This alignment is more practical because there is adequate right-of-way to incorporate the Union Pacific trackage. The practical benefit will be to reduce the number of at-grade crossings from 35 to 17 and to concentrate federal highway funds along one rail corridor instead of

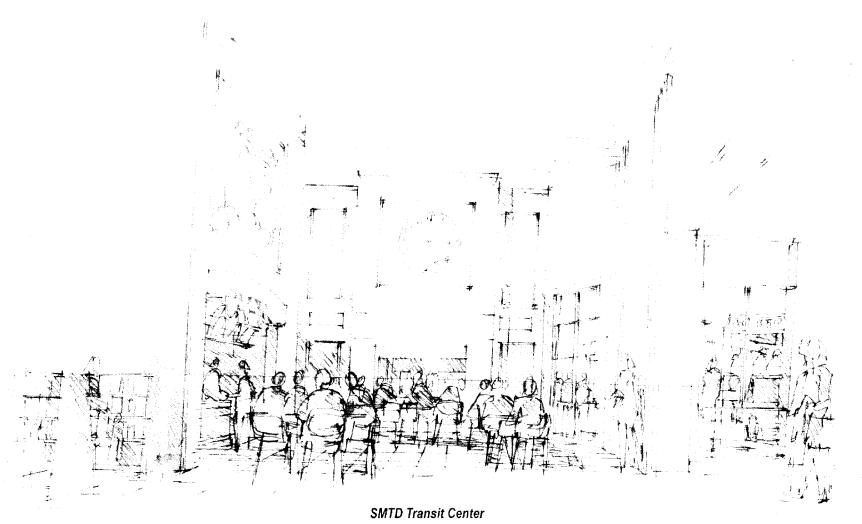
diluting available funds between two rail lines. Shifting these rail lines outside of the center city has been explored and found to impractical within the context under current environmental laws.

While there are no geometric design reasons precluding this consolidation, the additional trains intensify the existing barrier between the downtown and the eastside neighborhoods. Accordingly, a series of measures will be required to occur concurrently or before such consolidation occurs. These measures are discussed in greater detail in the Neighborhood Framework section of this report.

Consolidation will permit the Third Street corridor to become the central connector of numerous trail fragments as discussed in the Downtown Connections section of this report.

Airport - The Springfield Airport is unique in that it has runway capacity to serve large jets. The city, county and state must work as one to ensure the airport secures the necessary federal funds to maintain these capabilities. As funds and market opportunities permit, upgrade the capacity and quality of air service. This air connection is key to economic growth and retaining a strong employment base.





Major Projects



Major Projects

MAJOR PROJECTS	Estimated Costs
 Performing Arts Center This money would be used for rehabilitation of the Masonic Temple including code and ADA upgrades. 	\$7.0 Million
 Parking Ramps This money would be used to build two 500 – car ramps downtown, thus freeing up sites for development. 	\$10.0 Million
3. Capitol Avenue Corridor These funds would be used to restore Capitol Ave. all the way from the Capitol to 19 th Street, making it the ceremonial boulevard in the capitol city.	\$10.0 Million
4. Jackson Street Trail This money would be used to develop the pedestrian trail from the Capitol to the Lincoln Home.	\$ 1.5 Million
 3rd Street Transit Station This money would be used for land acquisition and development of loading platforms. 	\$ 5.0 Million

R/UDAT

Springfield, Illinois

2002

Major Projects

MAJOR PROJECTS CONTINUED...

Estimated Costs

\$6.0 Million

6. 11th Street Corridor Redevelopment

These funds would be used for rehabilitation of the 11th street corridor between Carpenter and Cook Streets. It will also include a funding source for economic stimulus.

7. Vista Block

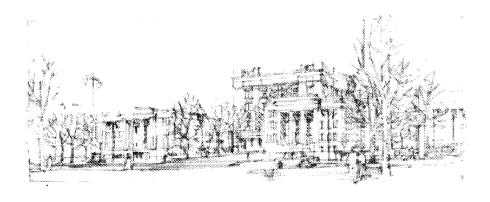
These funds would be used for infrastructure improvements to the vista block. Funding would be provided by the state.

Suggested sources of funding for these projects are discussed in the Implementation section of this report.

LONG TERM MAJOR PROJECTS

1. The 3rd St. Rail Corridor needs to be relocated to 10th St. This would eliminate 17 at-grade crossings which are a safety hazard for citizens. A diagram and description is included in the Transportation & Parking section.

\$13.0 Million



The Rationale for Commitment:

Springfield's downtown and the surrounding neighborhoods form the heart of the city. While all cities depend on a healthy downtown to give identity and to tie together unique neighborhoods, in Springfield's case the downtown area is even more significant in that it also contains the state capitol and is the historic home of the nation's most revered president. As such, Springfield's downtown is vitally important not only to each and every town resident, but also to the state and the nation as well.

No other part of the city can be a substitute for the downtown. It contains many of the city's most precious historical resources. It is the location of the largest concentration of the county's total workforce. It contains a large amount of the city's property, sales and lodging tax bases. It is the community's most central and accessible location for meetings and events. It is the destination of the large tourist population visiting the city's attractions each year, as well as the city's business visitors.

Yet, as the years have passed, it has become more and more under-utilized. Today the major investments of the past in downtown buildings and infrastructure are under-performing assets. Prominent examples are the Masonic Temple and the Convention Center, but also include many office buildings, retail establishments and surface parking lots. These could be utilized much more intensively, with modest expenditures for redevelopment, to produce great benefit for Springfield's citizens.

Revitalizing Springfield's downtown will take a long-term commitment by the city's leaders and by a major proportion of the city's population. Especially, there must be a sustained commitment from the residents and businesses of downtown and in the adjacent neighborhoods. Progress in implementation of the R/UDAT recommendations (and other plans) will require a consistent focus over years. A sustainable effort is

R/UDAT

Springfield, Illinois

2002

essential. Some cities have found a future event or milestone helpful in assuring the needed focus. For example, Salt Lake City made many improvements during the past six to eight years aiming toward this month's hosting of the Winter Olympic Games. Seattle is still shaped by developments created in advance of the I962 World's Fair. Can Springfield use the 2009 Lincoln Bicentennial as a beacon to guide and motivate implementation of its vision for a revitalized downtown?

Roles and Responsibilities:

Who takes the lead? Who supports? Who pays? How do parties cooperate? It is clear that no one entity, public or private, can do it all. A partnership of common purpose must form to ensure effective implementation. It is appropriate for the mayor to be the convener of this partnership.

Key steps have already been taken. These include completion of the recent vision work (Springfield Strategy 2020), the R/UDAT and the follow-up team appointed by the mayor. Next steps must be to bring together the key players, find where there is agreement on actions, gain agreement on near-term priorities, and clarify roles and responsibilities.

Downtown Springfield, Inc. (DSI) and the surrounding neighborhood organizations are some of the most important stakeholders in the process. DSI's mission is "...to preserve, promote and enhance Springfield's historic central business district." Along with the neighborhoods, DSI must be the "keeper of the vision." DSI should continue and enhance its current work in promotion, education, business retention, communication, community relations, special events and image/design. DSI must work to focus the process of implementation, help assure downtown, neighborhood and city-wide political support, be a partner in planning, bring financial resources to the table for certain

projects or initiatives (through special taxing or assessment measures, if needed) and, from time to time, be the "squeaky wheel." The neighborhood organizations must stay involved to protect their interests, but should also recognize that their local interests will be enhanced by successful implementation of the larger downtown revitalization.

The city is the entity that will most directly implement the downtown actions. It has the requisite regulatory, police and financial powers. It is the elected representative of the whole of the citizens of Springfield. But the city must not be expected to do it all, pay for everything and absorb the criticism from a host of "backseat drivers" in the process. It must have legitimate assistance and, above all, political support from the downtown and surrounding neighborhoods.

The city commitment should come first from the mayor and city council. This need not be in a formal action like a resolution, but rather in actions and deeds. To ensure the city has a clear point of focus, it is suggested the mayor appoint a person to be the "coordinator of downtown projects," who answers directly to her and is on an equal footing with other department heads. It is possible this could be handled by the Director of Planning and Economic Development if the existing workload allows, and if, despite the city-wide scope of this job, an unwavering focus can be maintained on the downtown. This position would then lead the city in its roles of coordinating intra-city activities, coordinating with state and federal agencies and managing implementation of downtown projects, using city staff, from getting funding approved through letting contracts for construction.

State agencies have great latitude to work independently in development and redevelopment in the city. But this does not serve its or the city's long-term interests. An example of a process characterized by cooperation and partnership is the ALPLM Project. An informal partnership was formed, with initiative from the state Capital Development

R/UDAT

Springfield, Illinois

2002

Board, including itself, the Springfield Convention and Visitors Bureau, the state's Tourism and Historic Preservation agencies and the city (through the Department of Planning and Economic Development). The group worked together from project conception through funding and project planning and design. This is a model illustrating a success in inter-agency cooperation that, at least in spirit, should be carried out in future development efforts involving the state in Springfield.

The same basic model of cooperative planning, etc. should characterize Springfield's projects involving federal agencies as well.

Financing downtown revitalization:

Bringing life to downtown Springfield and raising the standard for the quality of infrastructure and amenities is the subject of this and other plans. Doing this successfully will take an investment of public and private funds over a number of years. At first, public money must "prime the pump."

As downtown is perceived as a more desirable area, private money can be expected to readily flow into private improvements.

All the "partners" noted in the previous section, DSI, the city, state and federal government will need to contribute to the public funding, recognizing the varying roles and available resources of each.

DSI presently funds a significant part of its efforts through membership contributions from its 135 members. These efforts should continue. It is possible for DSI to use additional measures to raise more funds for downtown projects that specifically benefit its members and/or residents and businesses in the downtown area. These include special taxing districts that levy a property tax, such as a Business Improvement District

(BID), park district, parking district, or the like. DSI could also promote creation of a special assessment district for a project that benefits specific properties (like sidewalk improvements). A basic requirement for DSI is to participate in funding downtown revitalization to a sufficient extent to demonstrate its commitment and to maintain credibility as a partner in the process.

The city's financial condition is strong, reflecting recent years of effective financial management and prosperous conditions in the region. Also, as a home rule city in Illinois it has a number of funding options it can legally employ. The city's financial participation in implementing downtown revitalizations is a matter of commitment by this city. It has the legal and financial wherewithal if it chooses to use it.

An important source of the funding can be the downtown Tax Increment Financing District (downtown TIF) funds. These will flow until 2017 at a rate of \$2.5 million/year, plus or minus, and must be used in the TIF district. They cannot be used for new construction, or certain other items such as marketing. They could be used, if approved by the city, for maintenance activities downtown, residential and commercial building rehabilitation, general public improvements (street, sidewalks, signage, landscaping, etc.) and projects such as the rehab of the Masonic Temple for use as a performing arts venue. TIF funds may also be useful in implementing some portion of the Capitol Street corridor improvements and those associated with Jackson Street discussed previously in this plan.

Another source of city funds for use in programs designed to stabilize the neighborhoods surrounding downtown are Community Development Block Grant (CDBG) funds. These are used in this way presently and can be spent outside the downtown TIF. There is a TIF in Enos Park as a source of funds for some neighborhood projects in that neighborhood.

R/UDAT

Funds to pay for the new transit center should come from federal and state grants. Federal funds of 70 per cent to 80 per cent should be sought with a state grant for the balance. The city will have to take the lead in these applications.

Funds for new parking ramps should come from parking fees charged to users. These can be used to repay parking revenue bonds issued through the city's parking enterprise fund. With somewhat increased rates (see above), new ramps (above ground) can be self-financing.

The Convention Center is an under-performing public facility. A primary purpose of convention centers is to generate sales and hotel/motel tax income for the city and state. The city derives half its general fund revenue from these two sources. The existing Springfield center may be deficient in some physical aspect of the facility and/ or in its process of booking conventions. Its ability to generate sales tax revenue may suffer from the lack of exciting places for conventioneers and exhibitors to go in the downtown, and in which to spend time and money. Yet, if the downtown is to be revitalized, better spending opportunities will arise and so maybe some modest additional investment in the convention center can be justified. A "quick and dirty" economic analysis could determine the payback in terms of new city tax dollars for a proposed new investment in modernizing the center. This should be prepared by the city budget and management director using assumptions and projections provided by the convention center staff. If there would be a payback in no more than three to five years, the city council and mayor might want to support a bond issue of the Convention Center Authority to be repaid from its own property tax income plus some increase in the hotel/ motel tax. The taxes would return to today's level when bonds were repaid.

It is expected that improvements to the "vista" block are to be paid by the state. An

economic impact study for the ALPLM shows new city sales taxes of some \$3 million annually. This justifies the city's commitment of funds to the project to date, and perhaps some moderate level of additional commitment if needed to ensure the total success of the project.

Relocation of the 3rd Street rail tracks may be required as a safety measure when high-speed trains connect St. Louis to Chicago. This is a project that may be anticipated and one for which funding requirements and sources are uncertain. At this time the aldermen could serve to do this. It could be staffed by the city's Downtown Coordinator and the DSI Executive Director.

<u>Follow-up</u>: Implementation will take actions by a variety of entities on dozens of fronts over 5, 10, 15, 20 years. It must be a sustained effort. The effort must feed on success so it can become self-fulfilling. Immediately, the project that absolutely must be considered successful is the ALPLM. It cannot be seen as coming up short. This must be a major priority for Springfield: Make sure it's great and say so loudly!

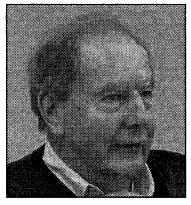
The R/UDAT team, or a portion of it, might be invited back in 3 years or so as a milestone.

The 2009 Bicentennial can serve as a future milestone.

Volunteer Bios



Members of R/UDAT



Chuck Davis, FAIA

Chuck Davis, the R/UDAT Team Chair, is an architect and senior design principal with the firm Esherick, Homsey, Dodge and Davis of San Francisco, CA. He holds an A.B. in Architecture from the University of California at Berkeley, and also did graduate study in Architecture and Business Administration at that university. He has led the design of major library, laboratory and other university buildings at Stanford University, UC Santa Cruz, UC Berkeley, and UC Irvine. He is also recognized as a leading designer of aquariums and exhibit facilities including the Monterey Bay Aquarium, the Florida Aquarium in Tampa, the National Museum of Marine Biology and Aquarium in Taiwan and the Long Beach Aquarium. His current aquarium and exhibit work includes the Mississippi River Museum in Dubuque. Mr. Davis has been a Fellow with the American Institute of Architects since 1987.



Beverly Dockeray-Ojo, AICP

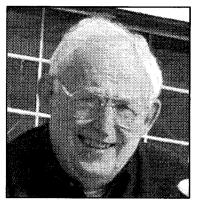
Beverly Dockeray-Ojo, is an experienced neighborhood planner. She is currently the Assistant Director of Redevelopment Planning Division in the Bureau of Planning for the City of Atlanta, where she has served as a planner since 1996. She holds a Bachelor of Landscape Architecture from the University of Toronto and a Diploma in Business Administration from the Ryerson Polytechnical Institute. She has worked in community planning and landscape architecture in Toronto and Ottawa. Her past projects include numerous community master plans, strategic plans, redevelopment plans, environmental plans, urban design studies and streetscape design in cities in Ontario, Quebec, and Newfoundland as well as the City of Atlanta. She is a member of the American Institute of Certified Planners.



Eric Ernstberger, ASLA

Eric Ernstberger is a landscape architect and urban designer with the firm Rundell Ernstberger Associates of Muncie, Indiana, where he has been responsible for the management and coordination of design and graphics for the past sixteen years. He holds a Bachelor of Landscape Architecture and a Bachelor of Science in Environmental Design, both from Ball State University. Mr. Ernstberger's projects include work as the principal designer for the highly acclaimed White River Gardens in Indianapolis, twelve block Campus Martius Park in Detroit, the Minnestrista Cultural Center in Muncie, Indiana, and waterfront designs throughout Indiana. He also has developed master plans for the Indianapolis Zoo, the City of Indianapolis Government Center, and the Prophetstown Museum in Lafayette, Indiana.

Members of R/UDAT



Peter Hasselman, FAIA

Peter Hasselman is an architect, urban designer, and illustrator based in Orinda, California. He holds the Bachelor of Architecture from the University of Illinois at Urbana-Champaign. He has been associated with such projects as the Pennsylvania Avenue master plan in Washington, DC, the new town of Reston, Virginia, the Baltimore Interstate Highway System, and the rehabilitation of the Amtrak stations and design of new maintenance facilities between Washington and Boston. As a consultant in planning and architectural design, he has participated in design projects around the world, including urban development in Seoul, Honolulu, Tokyo, San Francisco, Atlanta, Prague and Beijing; resorts in southeast Asia, the Caribbean, Mexico and Spain; and parks and exhibition centers in Korea and Dubai. He was elected a Fellow of the American Institute of Architects in 1983.



Jane Jenkins

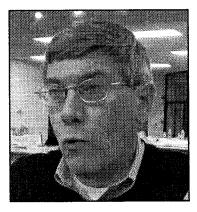
Jane Jenkins is an expert in historic resources, preservation and downtown management. She is now the Executive Director, Downtown Business Improvement District in Boulder, Colorado. She previously served as the Director of the Southwest Office for the National Trust for Historic Preservation. Other experience included positions as the Development Administrator and Main Street Manager for the City of Denton, Texas; Executive Director of the Pawhuska (Oklahoma) Downtown Redevelopment and Preservation Association; and Executive Director of Wagoner's Switch (Oklahoma) Main Street Project. She holds a Bachelor of Arts in Communication Arts Education from Oral Roberts University and a Master of Public Administration from the University of North Texas.



Thomas Laging, FAIA

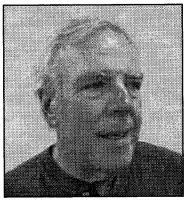
Thomas Laging is a professor of architecture at the University of Nebraska with thirty-five years of teaching experience. He has extensive expertise in urban design. He holds a Master of Architecture from Harvard University. Professor Laging has also taught at Arizona State University, Dublin Polytechnic, the Autonima University of Guadalajara and was a Fullbright Senior Scholar at Simon Bolivar University in Caracas. As an active consulting architect, he has worked on urban design projects in Lincoln, Chicago, Washington, DC, Minneapolis, Philadelphia and New Orleans. He is the founder of an interdisciplinary program for Architecture and Planning students which has combined teaching with urban design assistance to over fourteen communities and neighborhoods in Nebraska.

Members of R/UDAT



David Markley, P.E.

David Markley is a transportation planner and is founding Principal of Transport Solutions Incorporated, based in Redmond, Washington. Mr. Markley holds the Bachelor of Science in Civil Engineering from the University of Washington and a Master of Civil Engineering from Pennsylvania State University. Mr. Markley specializes in short range transportation planning and traffic operations engineering. His practice further specializes on development of neighborhood and sub-area parking programs and special event TMPs for major special events and venues like UW Huskey Stadium, Seahawks Stadium, and the 1990 Goodwill Games.



James A. Murray, PhD

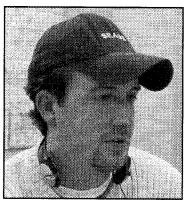
James A. Murray is a specialist in general management in the public sector and expert in the fields of urban economics, environmental economics and public finance. He holds the Bachelor of Science in mathematics from the University of New Mexico, the Master of Business Administration in Finance from Harvard, the Master of Arts and the Doctor of Philosophy in Economics from the University of Oregon. Based in Denver, Colorado he has consulted extensively in environmental economics and land use issues, particularly in the area of "Brownfield" development, the reuse of abandoned industrial sites in urbanized areas. He served the City and County of Denver for many years in the positions of Director of Finance, Chief Executive Officer, and Special Assistant to the Mayor. He was responsible for the City's efforts to obtain a Major League Baseball franchise, the Colorado Rockies.

Student Members of R/UDAT



Kanan Ajmera
Graduate Student in Architecture
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Kanan received her five-year undergraduate degree in architecture (B. Arch) from the University of Mumbai, India. She is currently working on her Masters thesis titled, 'Religious Conflict and the Urban Square; A Case Study: Benaras, India.'



Zachary Borders

Graduate Student, Double Degree in Architecture and Urban Planning University of Illinois at Urbana-Champaign, School of Architecture

Zachary received a B.S. of Architectural Studies from the University of Illinois at Urbana-Champaign. He is the National Chair of AIAS Forum 2002: City Reborn in Chicago. His proposed thesis is "Rediscovering Main Street: The New Urbanist (Re)design of Great Civic Space".



Chris Free

Graduate Student in Architecture University of Illinois at Urbana-Champaign, School of Architecture

Chris received a B.S. of Architecture from Lawrence Technological University. His thesis is "Spatial Perception in Architectural Forms of Presentation".

Student Members of R/UDAT



Erica LiGraduate Student in Architecture
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Erica received her undergraduate degree in Architecture from the Chinese University of Hong Kong. Her thesis is "Sustaining Sustainable Chinese Earth Architecture – Modernization of Chinese Pit Cave Dwellings".



Nathan Melotte
Student Coordinator
Architectural Intern with the firm Cordagan/Clark of Chicago, IL.

Nathan holds his Bachelor of Science in Architectural Studies from the University of Illinois at Urbana-Champaign. He received his Masters Degree in Architecture from the University of Illinois in the spring of 2001 where he also served as a teaching assistant for two years. His graduate thesis was "Force and Resistance: Architectural Mediation on Maxwell Street, Chicago".

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